CITY OF OAKDALE

Housing Element Update

SIXTH HOUSING ELEMENT CYCLE

2023-2031

Housing Element
Adopted June 2026
Revised October 2026

CITY OF OAKDALE CALIFORNIA

CONTENTS OF THE HOUSING ELEMENT

Contents of the Housing Element 1

1 INTRODUCTION & SUMMARY 4

1.1 INTRODUCTION 4
1.2 DEFINITION AND PURPOSE 4
1.3 CONSISTENCY WITH STATE LAWS AND GENERAL PLAN 4
1.4 PUBLIC PARTICIPATION 5
1.5 ORGANIZATION OF THE HOUSING ELEMENT 5
1.6 DEFINITION OF TERMS 6
1.7 DATA SOURCES 7
1.8 COMMUNITY PROFILE 8
1.9 CHANGING HOUSING NEEDS AND DEMOGRAPHICS 9
1.9.1 Population Characteristics and Trends 9
1.9.2 Age Composition 10
1.9.3 Race and Ethnicity 10
1.9.4 Employment and Income 11
1.9.5 Household Incomes and Housing Affordability 11
1.10 SPECIAL NEEDS POPULATIONS 11
1.10.1 Homelessness 11
1.10.2 Persons with Disabilities 12
1.10.3 Seniors 12
1.10.4 Large Households 12
1.10.5 Female-Headed Households 12
1.10.6 Farmworkers 13
1.11 CHARACTERISTICS OF HOUSING STOCK 13
1.11.1 Type 13
1.11.2 Tenure 13
1.11.3 Age and Condition 14
1.11.4 Overcrowding 14
1.11.5 Vacancy 14
1.11.6 Prices 14
1.12 SUMMARY OF CONSTRAINTS 15
1.13 SUMMARY OF FAIR HOUSING ASSESSMENT 15
1.14 REGIONAL HOUSING NEEDS ALLOCATION 16
1.15 OAKDALE'S 5TH CYCLE HOUSING ELEMENT REVIEW 16
1.15.1 Progress Implementing Programs 16
1.16 POLICY CHANGES 17

2 HOUSING STRATEGY 17

2.0 BACKGROUND 17

2.1 HOUSING GOALS AND POLICIES 18

Goal 1: Preserve & Improve Oakdale's Housing & Neighborhoods 18
Goal 2: Provide Adequate Sites for Housing 18
Goal 3: Remove Constraints to Housing 18
Goal 4: Promote Equal Housing Opportunity 18
Goal 5: Facilitate Housing for All Income Levels 19
Goal 6: Promote Energy Efficiency and Sustainable Infrastructure 19

2.2 HOUSING PROGRAMS 20

Program 1-1: Zoning for a Variety of Housing Types 20
Program 1-2: Maintain Housing Capacity 21
Program 1-3: Housing Rehabilitation 22
Program 1-4: Home Ownership 23
Program 1-5: Conservation of Affordable Units & Mobile Homes 23
Program 1-6: Missing Middle Housing 24
Program 2-1: Maintain Viable Sites 25
Program 2-2: Large Site Development 27
Program 2-3: Lot Consolidation 28
Program 2-4: Accessory Dwelling Units 29
Program 2-5: Funding and Incentives for Affordable and Special Needs Housing 30
Program 3-1: Removal of Constraints 31
Program 3-2: Transparent Development Application Information and Standards 32
Program 3-3: Water and Sewer Service Priority 33
Program 3-4: Parking Reductions for Eligible Projects 34
Program 3-5: Fair Code Enforcement Activities 35
Program 3-6: Neighborhood Improvements 35
Program 4-1: Housing Outreach and Stakeholder Engagement 36
Program 4-2: Equal Housing Opportunity 37
Program 4-3: Removal of Impediments to Fair Housing 38
Program 4-4: Anti-Displacement Actions 40
Program 4-5: Housing Choice Vouchers 41
Program 4-6: Reasonable Accommodation 42
Program 5-1: Farmworker Housing 42
Program 5-2: Extremely Low-Income Housing 43
Program 6-1: Water Conservation and Efficiency 44
Program 6-2: Place-Based Strategies 46

2.3 QUANTIFIED OBJECTIVES 48

3 HOUSING SITES 49

3.1 CONTEXT 49
3.2 DEVELOPMENT CAPACITY ASSUMPTIONS 50
3.2.1 Accessory Dwelling Units 50
3.2.2 Planned, Approved & Pending Projects 51
3.2.3 Units Credited Toward RHNA 53
3.3 REALISTIC CAPACITY OF SITES ZONED FOR HOUSING 54
3.3.1 Vacant Sites 54
3.3.2 Non-Vacant Sites 58
3.3.3 Religious Institution Sites 72
3.3.4 Sites Suitability Analysis 74
3.3.5 Realistic Capacity Analysis 76
3.4 PROGRAMS TO ENSURE ADEQUATE SITES 81
3.4.1 Summary of Programs to Ensure Adequate Sites 81
3.5 FAIR HOUSING CONSIDERATIONS 82
3.5.1 Relationship of Sites to Fair Housing Analysis 82
3.5.2 Improved and Exacerbated Conditions 83
3.6 INFRASTRUCTURE CONSIDERATIONS 85
3.6.1 Water 85
3.6.2 Sewer / Wastewater Collection and Treatment 86
3.6.3 Storm Drainage 86
3.6.4 Other Utilities 86
3.7 ENVIRONMENTAL CONSIDERATIONS 87
3.7.1 Fire 88
3.7.2 Earthquake 89
3.7.3 Flood 90
3.7.4 Landslides 92
3.8 CONCLUSION 93

1 INTRODUCTION & SUMMARY

1.1 INTRODUCTION

This section within the Oakdale General Plan, the Housing Element, is dedicated to presenting the goals, policies, actions, and needs pertaining to the provision of housing for the current and future residents of the City of Oakdale. The Housing Element serves a dual function: first, it outlines specific policies and actionable measures designed to meet Oakdale's unique and clearly identified housing needs; and second, it aims to align with regional standards and attain State certification, as required by State law.

1.2 DEFINITION AND PURPOSE

A housing element is a crucial component of a local jurisdiction's General Plan. A housing element must identify and assess existing and projected housing needs, existing policies and programs, and constraints to housing development. It must also establish goals, policies, quantified objectives, financial resources, and scheduled programs to meet housing needs.

State law requires that Housing Elements be revised periodically. This document updates the 2015-2023 Oakdale Housing Element and covers the period from December 31, 2023, to December 31, 2031. The purpose of a housing element is to adequately address local housing needs in a way that does not constrain development, by facilitating the development of diverse housing options and promoting fair housing practices.

1.3 CONSISTENCY WITH STATE LAWS AND GENERAL PLAN

Under California law, local jurisdictions are required to update their housing elements on a set schedule to align with changing demographics, economic conditions, and regional housing goals. The components of a housing element are set by the California Housing Element law (Government Code § 65580 - 65589.11). State law requires the various sections, or elements, of a General Plan to be consistent with one another. Upon adoption, this Housing Element becomes a part of the Oakdale 2030 General Plan and is found to be consistent with the rest of the General Plan. As the General Plan is amended in the future, the City will ensure the Housing Element remains consistent.

New State law requires that the Safety Element be updated to address climate adaptation upon revision of the Housing Element. The City will ensure compliance with this requirement.

The City is the local water and sewer provider, and will therefore apply priority service to proposed affordable housing developments for lower income households.

1.4 PUBLIC PARTICIPATION

Effective housing policy must reflect the values and priorities of the community. The public participation requirement of Housing Element law presents an opportunity to engage residents in defining housing issues, and in creating solutions that both meet the needs of the community and the requirements of State law. Public participation is the cornerstone of the process.

For the development of the 2023-2031 Oakdale Housing Element, methods of obtaining public participation and input included, but were not limited to the following:

- Housing Needs and Opportunities Community Opinion Survey (English and Spanish)
- Informational flyer and survey mailed to all utility customers
- Updates provided via email to the Oakdale Housing Element Update interest list
- Planning Commission Housing Element Kickoff Workshop of August 7, 2024
- Planning Commission Public Review Draft Workshop of December 4, 2024
- Stakeholder survey sent to housing development professionals to assess housing constraints
- Stakeholder survey sent to local and regional service providers to assess constraints and fair housing contributing factors
- Housing Element updates posted on the City of Oakdale website
- Planning Commission Adoption Hearing of June 9, 2026
- City Council Adoption Hearing of June 15, 2026

1.5 ORGANIZATION OF THE HOUSING ELEMENT

The Oakdale Housing Element is comprised of the following five major components:

- **Section 1** introduces the overall Housing Element update effort, a summary of housing needs and constraints, a Fair Housing summary, and a review of the effectiveness of the 2015 Housing Element including the City's progress in its implementation.
- **Section 2** sets forth the City's Housing Strategy, which is comprised of the Goals, Polices, and Programs that it intends to implement over the next 8-year planning cycle. The City's Quantified Objectives are also included in Section 2.
- **Section 3** presents a detailed Housing Sites Inventory, including a discussion of the availability of services, and compares this Inventory to the City's projected housing needs.

- **Section 4**, the Technical Background Report, provides statutorily required data including an assessment of housing needs and programs, an analysis of non-governmental and governmental constraints to the provision of housing, and a discussion of special needs populations.
- **Section 5**, the Fair Housing Assessment, identifies factors that contribute to local fair housing issues and barriers and includes meaningful actions within the Housing Element Policies and Programs to address those factors.
- **Appendices** provide background context on sites, community engagement, and program implementation.

1.6 DEFINITION OF TERMS

Throughout the Housing Element, a variety of technical terms related to income levels are used in describing and quantifying conditions and objectives. The definitions of these terms follow:

- **Above Moderate-Income Households:** Households earning over 120% of the County's Area Median Income (AMI), adjusted for household size.
- **Affordable Housing:** Housing that costs no more than 30 percent of a moderate-, low-, very low-, or extremely low-income household's gross monthly income. For affordable rental units, monthly rent is capped at 30 percent of the relevant Area Median Income (AMI), divided by 12, with any tenant-paid utilities deducted. For homeownership units, the maximum sales price is calculated assuming no more than 30 percent of the relevant AMI household's monthly income will be spent on the monthly housing payment, which includes mortgage payments, taxes, insurance, and homeowners' dues.
- **Area Median Income (AMI):** The income figure representing the middle point of the County household income. Fifty percent of households earn more than or equal to this figure and 50% earn less than or equal to this figure. The AMI varies according to the size of the household. For the year 2023, the AMI for a four-person household in Stanislaus County was $92,600.
- **Cost Burden:** The condition of a household spending more than 30% of their income on rent, mortgage, utilities, and other housing needs.
- **Extremely Low-Income Households (ELI):** Households earning not more than 30% of the County AMI, adjusted for household size.
- **Federal Poverty Threshold:** Issued by the Census Bureau and varies by family size, number of children, elderly. There is no geographic variation. For 2023, the poverty threshold for a family of four was $30,900, and for a family of two, it was $19,680. (Note: this differs from the Federal Poverty Guidelines issued by Health & Human Services).

- **Low-Barrier Navigation Center:** a "Housing First," low barrier, temporary, service-enriched shelter that helps homeless individuals and families to quickly obtain permanent housing.
- **Low-Income Households:** Households earning between 50-80% of the County AMI, adjusted for household size.
- **Missing Middle Housing:** A range of house-scale buildings with multiple units compatible in scale and form with detached single-family homes.
- **Moderate-Income Households:** Households earning 80 to 120 percent of the County AMI, adjusted for household size.
- **StanCOG:** Stanislaus Council of Governments (StanCOG) is a joint powers authority comprised of the County of Stanislaus and the cities of Ceres, Hughson, Modesto, Newman, Oakdale, Patterson, Riverbank, Turlock, and Waterford. StanCOG fosters intergovernmental coordination within Stanislaus County, neighboring jurisdictions, other regional agencies, the state of California, and Federal agencies. It is governed by a decision-making body called the Policy Board comprised of sixteen elected officials from member agencies, a designated Public Transportation Provider representative, and a representative from Caltrans. StanCOG serves as the federally designated Metropolitan Planning Organization (MPO), Regional Transportation Planning Agency (RTPA), and the Local Transportation Authority (LTA) for Stanislaus County.
- **Special Needs Populations:** Special needs population groups include seniors, extremely low-income, female-headed households, persons with disabilities, farmworkers, and individuals experiencing homelessness. Special needs groups may have additional housing needs that require specific program responses to increase access to and availability of suitable housing options.
- **Very Low-Income Households (VLI):** Households earning between 30-50% of the County AMI, adjusted for household size.

1.7 DATA SOURCES

In preparing the Housing Element, various sources of information were utilized. The 2020 Census provided the basis for population characteristics. The Bureau of the Census also provides updated survey data through the American Community Survey (ACS) process, which is used to supplement Census data whenever possible. The following sources of data were used to help identify historic patterns of segregation, assess constraints to housing and the market conditions in Oakdale, and to better identify specific housing needs:

- California Department of Education, California Assessment of Student Performance and Progress
- California Department of Education, California School Dashboard

- California Office for Environmental Health Hazard Assessment, CalEnviroScreen 4.0
- California Tax Credit Allocation Committee (TCAC) Opportunity Area Map 2024
- City of Oakdale Housing Element Annual Progress Reports 2015-2023
- City of Escalon Geographic Information System (GIS) mapping layers
- Freddie Mac Primary Mortgage Market Survey, 2013-2023
- Healthy Places Index
- San Joaquin Council of Governments, San Joaquin County Demographic and Employment Forecast, 2020
- Stanislaus Continuum of Care Point in Time Count Local Report
- Stanislaus Council of Governments Regional Housing Needs Allocation Plan
- State of California Department of Finance, E-1 City/County Population Estimates with Annual Percent Change, 2022-2023
- UC Berkeley Othering & Belonging Institute, Mapping Race in America
- UC Berkeley Urban Displacement Project Map, 2022
- University of Southern California, The Great California Shakeout
- U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages (QCEW), Stockton-Lodi MPO, 2022 Q1 employment
- U.S. Census 2000, 2010, and 2020; and 2021-2022 American Community Survey 5-Year Estimates
- U.S. Department of Agriculture, National Agricultural Statistics Service, Census of Agriculture, 2017
- U.S. Department of Housing and Urban Development, CHAS 5-Year Estimates
- Zillow.com, Land Cost and Median Rent data

1.8 COMMUNITY PROFILE

Present-day Oakdale is located is within the original lands of the Miwok and Yokuts indigenous peoples.

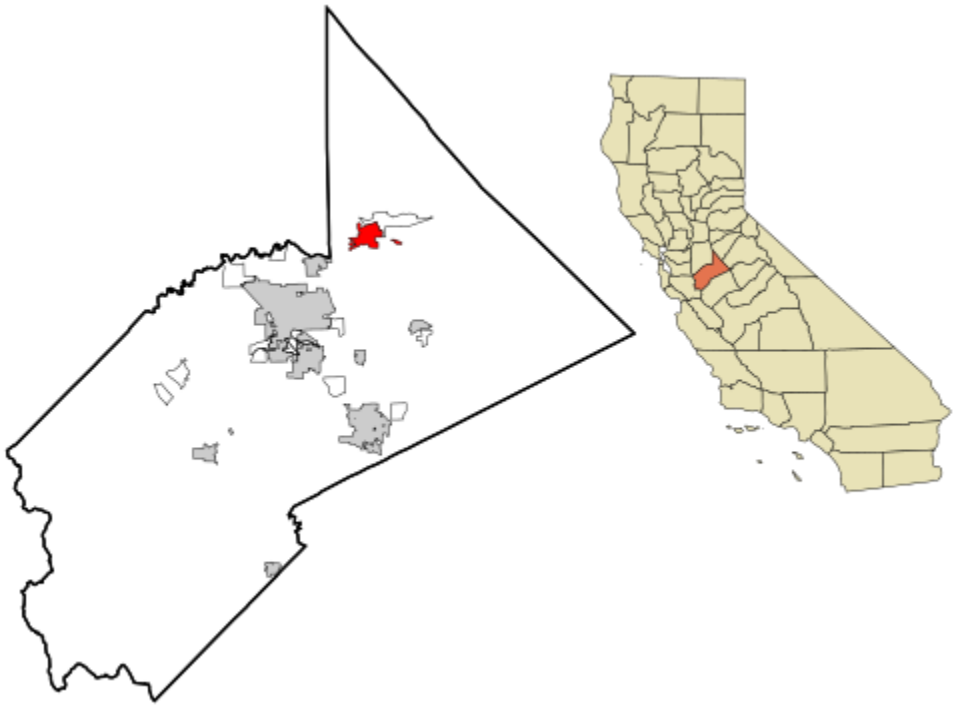
In the mid-1800s, Western expansion brought settlers to the area. Among them, George and Mary Ann Oakley moved to the region, attracted by the fertile land along the Stanislaus River. They established a large ranching and agricultural operation, and named the area "Oakdale," inspired by the abundance of oak trees that dotted the landscape. Steady growth after the establishment of the Oakley's successful ranching operation led Oakdale officially incorporating as a city in 1906. Despite continued growth

and development, Oakdale's economy continued to be driven by the cattle and dairy industries along with the establishment of the annual Oakdale Rodeo, earned it the nickname, "Cowboy Capital of the World."

The City of Oakdale is located in California's Central Valley within Stanislaus County, approximately 15 miles Northeast of Modesto and 75 miles South of Sacramento. Set along the Stanislaus River, the City is an agriculturally productive area of the San Joaquin Valley and offers recreational opportunities at designated parks and recreational areas.

F Street and Yosemite Avenue serve as integral routes for both City and regional traffic. F Street connects Oakdale to nearby Riverbank to the West and transitions into Highway 120 to the East, connecting Oakdale to the Sierra Nevada. Yosemite Avenue connects Oakdale to Escalon and continues South connecting Oakdale to Waterford. Oakdale is also internally serviced by various local collectors and neighborhood streets.

Figure 1
City of Oakdale Location within Stanislaus County & California



1.9 CHANGING HOUSING NEEDS AND DEMOGRAPHICS

1.9.1 POPULATION CHARACTERISTICS AND TRENDS

Oakdale's population increased 47.7% percent between 2000 and 2022, from 15,650 to 23,120. In comparison, Stanislaus County's population rose 23.5% percent during the general same period, from 446,997 in 2000 to 552,063 in 2022. During this period, Oakdale grew approximately twice as much as the general region.

1.9.2 AGE COMPOSITION

Oakdale's population is slightly older than the region's population. The median age in Oakdale is 35.8 years compared to 34.5 in Stanislaus County, and 37.3 years of age statewide. Nearly 40% of the population is between the ages of 15 and 34, while 13% of the population is aged 65 and above.

1.9.3 RACE AND ETHNICITY

Census statistics include the race and ethnicity of a City's population. The most prevalent racial and ethnic categories are as shown in **Table 1** below. The 2022 population estimates show that Oakdale's largest population of White (Non-Hispanic) residents decreased 8.11% from 14,676 in 2010 to 13,612 in 2022. Decreases also occurred in the populations of Native American alone, which fell from 172 down to 97; Asian alone decreased from 545 to 371; and Native Hawaiian or Other Pacific Islander decreased from 83 to 28. Notably, the population of the Two or More Races category rose by nearly 800% from 135 to 1,211 in this period. The City's Hispanic or Latino residents increased from 4,403 to 7,473 during this same period. Oakdale's Black or African American population increased from 62 in 2010 to 260 in 2022. Additional discussion of Oakdale's racial and ethnic composition is included in Section 4.

Table 1
Population by Race/Ethnicity 2010-2021

Racial or Ethnic Group	2010	2022
Hispanic or Latino	4,403	7,473
White (non-Hispanic) alone	14,676	13,612
Black or African American alone	62	260
Native American alone	172	97
Asian alone	545	371
Native Hawaiian or Other Pacific Islander alone	83	28
Some other race alone	0	68
Two or More Races	135	1211
Source: U.S. Census Bureau, American Community 5-Year Estimates, 2010 and 2022		

1.9.4 EMPLOYMENT AND INCOME

According to the 2022 5-Year estimate American Community Survey, Oakdale has 10,283 residents 16 years and older employed in the workforce. The top three industries with the highest percentage of employees are in Education, Health, and Social Services (22.2%), Manufacturing (13.4%), and Arts, Entertainment, Recreation, and Accommodation & Food Services (10.3%). Most workers, 71.4%, are employed in the private sector, followed by 19.9% employed in public sector jobs.

1.9.5 HOUSEHOLD INCOMES AND HOUSING AFFORDABILITY

Oakdale's median household income was $83,110 in 2022. This is higher than the Stanislaus County median household income of $74,872 but lower than the statewide median household income of $91,905. Comparatively, the household income of families in Oakdale, particularly married couples, is significantly higher than the city, county, and state median. The distribution of income by household type is shown in Table 2.

Table 2
Income Distribution by Household Type

Households	Income
Household Median Income	$83,110
Families	$97,492
Married-couple Families	$110,694
Non-family Households	$27,099
Source: U.S. Census Bureau, American Community 5-Year Estimates, 2022	

1.10 SPECIAL NEEDS POPULATIONS

Segments of the population may have more difficulty in finding decent, affordable housing due to their special needs. Special circumstances may be related to one's employment and income, family characteristics, disability, and household characteristics, among other factors. Consequently, certain residents in Oakdale may experience incidences of discrimination, housing access obstacles, or other housing problems.

1.10.1 HOMELESSNESS

The Stanislaus Community System of Care (CSOC) conducted its yearly Point-in-Time (PIT) Count of people experiencing homelessness across Stanislaus County, including Oakdale, in January 2024. That PIT Count reported twenty-six (26) transient persons

experiencing homelessness in the City. This PIT Count saw a slight increase compared to 2023, which saw twenty-two (22) people experiencing homelessness.

1.10.2 PERSONS WITH DISABILITIES

The term "disabled" refers to a disability (physical, mental, developmental, or sensory), which prevents or precludes a person from doing their work either in or outside of the home. Individuals with disabilities are the most likely population to experience homelessness, be rent burdened or unable to afford housing, and face the highest rates of housing discrimination. The number of disabled persons in a community has important implications for providing certain social services, in the removal of barriers to facilities, and in developing housing which has specialized access for disabled residents.

Census data from the 2022 American Community Survey indicate that 12.6% of all residents in Oakdale have a disability. Of the 2,901 persons with a disability, 1,033, or 35.6%, are between 35 and 64 years old. Additional information on Persons with Disabilities is available in Section 4.

1.10.3 SENIORS

Seniors often have fixed incomes and can have additional special needs related to access and care that may require physical improvements to their homes such as ramps, handrails, lower cupboards and counters, creation of a downstairs bedroom, or other modification to enable them to remain in their homes. They may also need assistance in the form of a part-time or live-in caretaker.

According to the 2021 American Community Survey, over 12% of Oakdale's population is aged 65 and above. While most seniors in Oakdale own their homes, 31% of residents aged 65 and older are renters.

1.10.4 LARGE HOUSEHOLDS

Household size is an important consideration when it comes to planning for housing. Household size can be influenced by a lack of affordable housing options, an increase or decrease in family formations, or families leaving an area. Ethnicity can also affect sizes of households if a particular ethic group has a tradition of living with family members upon retirement age. Oakdale has 8,293 households. Among these, there are 1,200 large households (5 or more persons) and approximately 82% of large households are owner-occupied.

1.10.5 FEMALE-HEADED HOUSEHOLDS

Female-headed households generally have lower incomes and higher living expenses and childcare costs making the search for affordable, decent and safe housing more

difficult. The higher cost burdens for female-headed households increase housing insecurity.

In 2022, Oakdale had 608 female-headed family households, or 7.34% of the total household population. Approximately 173 of the 608 female-headed family households are under the poverty level.

1.10.6 FARMWORKERS

Farmworkers play a key role in the operation and delivery of the state's food system. Oakdale is in San Joaquin Valley, an area rich in agricultural production. Farms in the San Joaquin Valley produce milk, fruits, including grapes, cherries, and tomatoes, lettuce, a variety of nuts, such as almonds, walnuts, pistachios, cotton, alfalfa, and cattle. In 2022, 4.2% of Oakdale residents were employed in the agriculture, forestry, fishing and hunting, and mining industry. At the County level, there are approximately 12,000 farmworkers, 61% of whom are classified as permanent farmworkers working 150 days or more per year.

Given their precarious employment and low-income status, farmworkers encounter hardships finding affordable housing. As a result, many farmworkers live in overcrowded and substandard housing arrangements. This situation presents a need to provide safe and affordable housing for the farmworker community. A detailed analysis of farmworker households in the City is provided in Section 4.

1.11 CHARACTERISTICS OF HOUSING STOCK

1.11.1 TYPE

The housing stock in Oakdale is predominantly single-family residences, though the City maintains multifamily housing including duplexes, 3-4 unit dwellings, apartment complexes of 50 or more units, and mobile homes. Between 2010 and 2022, Oakdale saw increases in the number of single-family residences and 3-4 unit dwellings, 10 or more unit developments, and mobile homes. Duplexes and 5–9 unit development decreased during the same period.

1.11.2 TENURE

Between 2010 and 2022, the number of homeowner households increased from 4,411 to 5,267. As of 2022, approximately 64% of households in Oakdale are homeowners. However, the proportion of homeownership slightly decreased from 65% in 2010 to 64% in 2022. Since 2000, the number of renter households steadily increased from 2,305 to 3,026 in 2022. As homeownership affords long term stability and investment equity, owning a home is a way to achieve greater housing security in the City.

1.11.3 AGE AND CONDITION

Of Oakdale's housing stock of 8,641 units, 7,339 units (84.9%) were built between 1940 and 2009. In the two-decade span of 2000 and 2019, 2,799 new homes were built, whereas only 19 new homes were built between 2020 and 2022.

1.11.4 OVERCROWDING

Residential overcrowding is determined by the number of persons per room. The Census defines overcrowding as more than 1 person occupying 1 room, excluding bathrooms, hallways, balconies, and porches. Severely overcrowded households are more than 1.51 persons per room.

Overcrowding results from many conditions, such as a lack of affordable housing, insufficient housing stock, and an increasing population. Overcrowding is influenced by demographic and socioeconomic factors such as race, class, and housing tenure. Older-adult immigrants, recent immigrants, low-income families, and renter-occupied households are more likely to experience overcrowding. Overcrowding can exacerbate the potential for contracting communicable diseases, suffering respiratory illnesses, and increased vulnerability to homelessness. According to the U.S. Census Bureau 2021 American Community Survey, there were 181 overcrowded households and 19 severely overcrowded households in the City. The full analysis of overcrowding is included in Section 4.

1.11.5 VACANCY

In 2022, Oakdale's occupied housing units accounted for approximately 92% of the total, and the remaining 696 units were vacant. The unoccupied units were classified as follows: Vacant; For Rent; Rented, not occupied; For Seasonal, Recreational, or Occasional Use; and Other Vacant in U.S. Census ACS.

1.11.6 PRICES

The median value of a home in Oakdale rose from $287,300 in 2010 to $408,800 in 2022, a significant increase of 42%. During this same period, median gross rent rose 31% from $863 to $1,129. These increases are relatively consistent with State and regional increases during that timeframe.

Cost burden, or the ratio of housing costs to household income, has increased in the last several years. A household is considered cost burdened if more than 30% of monthly income pays for housing. Severely cost-burdened households pay more than 50% of monthly income to housing costs. Data from 2022 shows 42% of all renter households and 31% of ownership households have experienced some level of cost burden.

1.12 SUMMARY OF CONSTRAINTS

Constraints to affordable housing production are created by governmental, infrastructure, market, environmental, and social factors, among others. Constraints can be divided into two types: "Governmental constraints" are those created by federal, state, and local governments, whereas "Nongovernmental constraints" do not arise from government policy, regulation, program, or practice.

Governmental constraints result from land use controls including policies, regulations, zoning ordinances, and development standards; permit processing times; and taxes and fees. Escalon's zoning regulations guide development by establishing rules, standards, design criteria, and permit types. Additionally, development fees are charged to cover the cost incurred for processing, evaluation, and enforcement of regulations. The City also collects a variety of development impact fees to mitigate impacts resulting from a project. Policies and programs are included in Section 2 to address governmental constraints analyzed in the Technical Background Report (Section 4) and identified by housing development stakeholders.

Nongovernmental constraints arise from a range of factors impacting housing affordability but are not directly connected to government actions. These include construction costs, including land prices, building materials, and labor; availability of mortgage financing; market conditions such as housing price, consumer preferences, demand, and competition; interest and capacity of developers; natural hazards and environmental conditions that impact housing availability and costs; and availability of infrastructure.

1.13 SUMMARY OF FAIR HOUSING ASSESSMENT

Under State housing law, Affirmatively Furthering Fair Housing means "taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics." AFFH entails taking decisive actions to remove entrenched housing discrimination barriers and to locate housing so that it is affordable and equitably accessible to populations in need.

In compliance with Housing Element law, the City must prepare a Fair Housing Assessment to identify factors that contribute to local fair housing issues and barriers and include meaningful actions within the City's Housing Element Goals, Policies, and Programs to address those factors. The City must incorporate Fair Housing Assessment findings into the Housing Element's Sites Inventory. To ensure meaningful public participation, outreach and engagements efforts for the Housing Element must also affirmatively further fair housing.

In addition to these factors, the Fair Housing Assessment addresses: Engagement, Enforcement and Outreach Capacity, Segregation and Integration Patterns and Trends, Disparities in Access to Opportunity, Disproportionate Housing Needs including Displacement, Areas of Concentrated Poverty and Affluence Across Racial and Ethnic Groups, Identification of Contributing Factors, and a Summary of Fair Housing Issues.

The City of Oakdale commits to affirmatively further fair housing and incorporate the lens of fair housing and equity – racial, social, gender, and economic – throughout this Housing Element.

1.14 REGIONAL HOUSING NEEDS ALLOCATION

The Regional Housing Needs Allocation (RHNA) is a part of State Housing Element law that determines the projected and existing housing needs for each local jurisdiction in California. State housing law requires each jurisdiction's Housing Element to demonstrate that the jurisdiction has sufficient land zoned for housing and plans to meet its RHNA, and that there are no unnecessary barriers to the housing approval process to meet the RHNA targets. The Stanislaus Council of Governments (StanCOG) conducts the RHNA process for jurisdictions in Stanislaus County every eight years as required by HCD.

For the 6th Cycle Housing Element period 2023 – 2031, Oakdale has a RHNA of 1,665 units, divided among income groups as shown in Table 3:

Table 3
City of Oakdale 2023-2031 RHNA

Type	RHNA Allocation 2023-2031
Very Low (< 50% of AMI)	414
Low (50-80% of AMI)	286
Moderate (80-120% of AMI)	294
Above Moderate (>120% of AMI)	671
Total	1,665
Source: Stanislaus Council of Governments RHNA Allocation	

The housing need for extremely low-income households is considered to be one-half of the very low-income need.

1.15 OAKDALE'S 5TH CYCLE HOUSING ELEMENT REVIEW

1.15.1 PROGRESS IMPLEMENTING PROGRAMS

The City has made progress in implementing many of the programs in its 2015 Housing Element. Some programs have been amended and carried forward in the current Housing Element. The programs have been enhanced to affirmatively further fair housing and zone for a variety of housing types. Additionally, changes have been made to programs to include more robust engagement efforts. Limited-term programs that have been completed, such as amendments to the Zoning Code, and are no longer applicable have not been carried forward. A more detailed analysis of the City's

implementation of the 2015 Housing Element programs and their status is included in Appendix A.

1.16 POLICY CHANGES

The 2015 Housing Element contained six goals and 32 policies. This Housing Element Update restructures the goals and policies to maximize the City's ability to implement the 2023 Housing Element and meet the changing needs of the community. Goals, policies, and implementation programs are included in Section 2.

2 HOUSING STRATEGY

2.0 BACKGROUND

The Housing Element provides an opportunity for jurisdictions to address housing issues more effectively. In accordance with state law, this Section contains the City's Housing Strategy for the 2023-2031 Housing Element planning period. The Housing Strategy is made up of goals, policies, and implementation programs. Goals establish the purpose, policies establish a guiding action and commitment, and programs establish specific actions, procedures, programs, or other techniques to carry out a policy. The expected unit-specific outcomes of programs are summarized as quantified objectives in Table 1 at the end of this chapter.

Housing Strategies include the following components to ensure effective implementation:

- A concise statement of specific City actions that will be taken to implement each program.
- The agency or department responsible for implementation.
- The funding source that will be used for implementation.
- A timeframe that indicates when each action is anticipated to be completed.
- The geography (citywide, or regarding particular sites, neighborhoods, or Specific Plan areas) in which the implementation program will take place.
- A quantifiable objective to assess program success over the planning period.

The City's previous (5th Cycle) Housing Element contained six goals and 32 policies, all of which have been restructured and reduced to maximize the City's ability to implement its vision for the 6th Cycle Housing Element. Programs have been adjusted to respond to changing needs, new state requirements, or to increase effectiveness. Programs that have already been carried out and are not applicable for continuation from the last Housing Element have been removed. A complete evaluation of program implementation from the previous Housing Element is included in Appendix A.

2.1 HOUSING GOALS AND POLICIES

GOAL 1: PRESERVE & IMPROVE OAKDALE'S HOUSING & NEIGHBORHOODS

- Policy 1A: Facilities and Services
  - Provide, maintain, and upgrade facilities and services in support of complete neighborhoods.
- Policy 1B: Neighborhood Preservation and Rehabilitation
  - Implement methods to sustain neighborhoods, such as through public and private investments, preserving the existing housing stock, and conserving affordable housing supply.

GOAL 2: PROVIDE ADEQUATE SITES FOR HOUSING

- Policy 2A: Adequate Sites
  - Maintain adequate sites, with appropriate General Plan and zoning designations and regulations, for new housing development for all economic sectors to support the Regional Housing Needs Allocation and identified housing needs.
- Policy 2B: Accessible Information
  - Encourage the development of viable sites with adequate infrastructure by maintaining accessible and transparent site information on the City's website.

GOAL 3: REMOVE CONSTRAINTS TO HOUSING

- Policy 3A: Zoning for Housing Development
  - Ensure that the City's zoning regulations are compliant with state law and do not form an unnecessary constraint to the development, conservation, and rehabilitation of housing.
- Policy 3B: Housing Variety
  - Encourage the development of a mix of housing types to meet the diverse housing needs of Oakdale residents, including special needs populations, through zoning and land use regulations, regional collaboration, and funding programs.

GOAL 4: PROMOTE EQUAL HOUSING OPPORTUNITY

- Policy 4A: Prohibit Discrimination
  - Support the strict observance and enforcement of anti-discrimination laws and practices including prohibiting discrimination in the sale or rental of housing with regard to race, color, national origin, ancestry, religion,

disability, source of income, gender/gender identity, sexual orientation, marital status, and familial status.

- Policy 4B: Affirmatively Further Fair Housing
  - Affirmatively further fair housing for all residents consistent with State and Federal law.

GOAL 5: FACILITATE HOUSING FOR ALL INCOME LEVELS

- Policy 5A: Remove Barriers to Affordable, Accessible Housing
  - Ensure constraints that pose a barrier to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities, are addressed and removed where possible.
- Policy 5B: Housing for All
  - Actively support the development of high-quality affordable and accessible housing opportunities that meet the needs of all residents, including special needs populations.

GOAL 6: PROMOTE ENERGY EFFICIENCY AND SUSTAINABLE INFRASTRUCTURE

- Policy 6A: Energy Conservation and Efficiency
  - Encourage energy efficiency and energy conservation in residential development to ensure sustainable practices and to reduce housing costs
- Policy 6B: Housing-Transportation Nexus
  - The City will strengthen and expand walking, bicycling, and transit opportunities and connections through prioritization of transportation network accessibility, maintenance, and improvement in areas of greatest need.

2.2 HOUSING PROGRAMS

The City is committed to achieving the goals and policies outlined above through the implementation of the following programs and implementing actions by December 31, 2031. The effectiveness of the housing implementation programs will be monitored, and adjustments will be made as deemed appropriate by the City in coordination with California Department of Housing & Community Development (HCD).

PROGRAM 1-1: ZONING FOR A VARIETY OF HOUSING TYPES

The City will update its Zoning Code to accommodate a variety of housing types and achieve consistency with State law through the following actions:

- Action (A): Allow Permanent Supportive Housing, as defined in Government Code Section 65650, to be a by-right use in all zones where multifamily and mixed-uses are permitted.
- Action (B): Allow Low Barrier Navigation Centers to be a by-right use in zones where multifamily and mixed-uses are permitted, including the nonresidential zones where multifamily is permitted. Include development standards for Low Barrier Navigation Standards and Emergency Shelters that are objective and consistent with State law.
- Action (C): Allow Employee Housing, consisting of no more than 36 beds in group quarters (or 12 units or less) designed for use by a single family or household to be treated as an agricultural use.
- Action (D): Allow JADUs within all single-family dwellings and ensure all ADU/JADU requirements are compliant with State law.
- Action (E): Evaluate the Municipal Code and allow Residential Care Facilities for 7 or more clients as a permitted use in residential zones, subject only to clear, transparent, objective standards.
- Action (F): Evaluate the Municipal Code and amend the City's Zoning Code to permit manufactured homes in the same manner, in the same zones, and only subject to the same requirements as other single-family residential uses.
- Action (G): Include a broadened definition of family that provides Zoning Code occupancy standards specific to unrelated adults and complies with fair housing law.
- Action (H): Define and allow Single Resident Occupancy (SRO) housing in at least one zone and apply appropriate development standards to encourage and facilitate SROs.
- Action (I): Evaluate the Municipal Code and amend to allow group homes of six or fewer residents, consistent with approval procedures for single-family homes.

Context	New program (incorporates previous Programs 1-2, 1-4, 2-6, & 3-2). Amended to address the following State laws: ▪ Action (A): California Government Code § 65650 ▪ Action (B): California Government Code § 65660 ▪ Action (C): California Health and Safety Code § 17021.5, 17021.8 ▪ Action (D): California Government Code § 65852.2 ▪ Action (E): California Health and Safety Code § 1566.3 ▪ Action (F): California Government Code § 65852.3 ▪ Action (G): California Government Code § 65583 ▪ Action (H): California Health and Safety Code § 17910 to 17998.3 ▪ Action (I): California Health and Safety Code § 1566.3
Geography	Citywide
Responsibility	Planning Division & Finance Department
Funding Source	General Fund
Timeframe	Action (A-I): December 31, 2026.
Objective	Achieve consistency with State law.

PROGRAM 1-2: MAINTAIN HOUSING CAPACITY

The City will assess the effectiveness of Housing Element implementation on an annual basis and provide an opportunity for the public to learn about and provide feedback on the effectiveness of the housing programs.

- Action (A): Administer housing policy administration to support the implementation of the City's Housing Element and timely achievement of program timeframes.
- Action (B): Assess the City's progress towards Housing Element implementation and complete the Housing Element Annual Progress Report (APR).
- Action (C): Facilitate a public workshop to promote awareness of the progress made towards the implementation of the Housing Element programs.
- Action (D): Submit the APR to HCD.
- Action (E): Continue existing City practice to round up fractional units when calculating development capacity.

Context	Continuing program, revised to fulfill RHNA and address State law. Previously "Capacity to Accommodate Regional Need." Incorporates Former Programs 1.1, 2.1 & 2.15.
Geography	Citywide
Responsibility	Planning Division
Funding Source	General Fund
Timeframe	Action (A, E): Ongoing Action (B-D): Annually, prior to April 1
Objective	Provide housing administration to meet the City's Housing Element program deadlines and ensure no net loss of housing capacity throughout the planning period. Maintain access to key State housing, planning, and infrastructure funds.

PROGRAM 1-3: HOUSING REHABILITATION

The City will partner with the Stanislaus Regional Housing Authority (SRHA) on housing rehabilitation programs for low-and moderate-income households, including the following actions:

- Action (A): Update and distribute information about SRHA's rehabilitation program to individuals with disabilities, seniors and the elderly, and advocacy groups that represent these special needs groups.
- Action (B): Provide and maintain information on rehabilitation programs, including the SRHA rehabilitation program, on the City's website.
- Action (C): Pursue grant opportunities to create a residential rehabilitation program for lower income residents. Work with SRHA to apply for HOME, CalHome, and CDBG funds, as well as promote Section 504 Home Repair Program loans and grants to provide housing rehabilitation loans and weatherization services for income-eligible households to improve living conditions.
- Action (D): Continue to collaborate with Habitat for Humanity on the rehabilitation of substandard housing units.

Context	Continuing program (includes previous Program: 1-5 and 1-6).
Geography	Citywide, prioritizing homes identified in need of rehabilitation
Responsibility	Community Development Department & Finance Department
Funding Source	CDBG, HOME, etc.
Timeframe	Seek funding annually; on-going, as funds become available; annual meetings and coordination with SRHA.
Objective	Support aging housing stock, with a target of 22 homes rehabilitated throughout the planning period (see Quantified Objectives, Section 2.2).

PROGRAM 1-4: HOME OWNERSHIP

Improve neighborhoods and housing by providing home ownership education to first time homebuyers, and increasing opportunities for home ownership through the First-Time Homebuyer Program and the First-Time Homebuyer Down Payment Assistance Program.

Context	Continuing program (includes previous Programs: 1-7, 2-3, and 2-4).
Geography	Citywide, low- and moderate-income households
Responsibility	Planning Division
Funding Source	CDBG, NSP, HOME, etc.
Timeframe	Seek funding annually; on-going, as funds become available advertise First-Time Homebuyer programs.
Objective	Increase home ownership throughout the city.

PROGRAM 1-5: CONSERVATION OF AFFORDABLE UNITS & MOBILE HOMES

The City will continue to conserve the existing supply of subsidized and below-market-rate housing (including mobile homes) to ensure that affordability is preserved through an early warning system and timely application of state and federal grant funds for conservation.

- Action (A): Monitor the continued affordability of affordable housing projects in the City. The City will coordinate with developers, owners, and residents of the individual affordable housing projects within five years of deed-restriction expiration. Specifically, staff will outreach to the property owners of the Oak Haven affordable development to attempt to facilitate the continued affordability of the units within this development.

- Action (B): Monitor the status of publicly assisted projects that may become "at risk" of losing affordable housing price restriction through personal contact by City staff with property owners and/or their representatives at least annually. Prior to the end of the 6th Cycle, staff will outreach to the property owners of all units at risk of expiring by 2033.

- Action (C): When an affordable housing development is at-risk of converting, assist the owners and residents in identifying resources, including available funding, for the continued provision of affordable units.

- Action (D): Upon receipt of notice of a proposed conversion of assisted affordable housing, the City will contact qualified entities as identified by HCD and provided within the Housing Element, and encourage their involvement in the acquisition of the units.

- Action (E): Educate residents and park owners to facilitate resident purchase of mobile home parks with information on funding sources such as HCD's Manufactured Housing Opportunity and Revitalization (MORE) Program.
- Action (F): Prepare a Mobile Home Park Conversion Ordinance, which prohibits the conversion of a mobile home park to another use unless certain findings are made including that:
    - The conversion will not result in the displacement of lower- or moderate-income residents or of senior citizens who cannot afford rents charged in other parks within Oakdale and Stanislaus County;
    - The age, type, size, and style of mobile homes to be displaced will be able to be relocated into other comparable mobile home parks within the city of Oakdale or Stanislaus County or that the applicant has agreed to purchase any mobile home that cannot be relocated;
    - Any mobile home residents displaced as a result of the conversion shall be compensated by the applicant for all reasonable costs incurred as a result of their relocation; and that
    - The relocation and purchase assistance plan mitigates the impacts of the displacement of individuals or households for a reasonable transition period and mitigates the impacts of any long-term displacement.

Context	Continuing program (Includes 1-9 & 2.12), revised to include provisions for mobile home parks. Action (A-D): California Government Code § 65583
Geography	Citywide
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A, C-D): Ongoing. Action (B): December 31, 2028. Action (E-F): June 30, 2027.
Objective	Preserve deed-restricted and naturally occurring affordable housing within Oakdale. Target the preservation of 36 units over the planning period, inclusive of 16 units with an expiring deed restriction, and 20 naturally-occurring affordable units.

PROGRAM 1-6: MISSING MIDDLE HOUSING

The City will establish development standards to encourage the development of missing middle housing and multi-dwelling unit housing types on a lower-density neighborhood scale. Missing middle and multi-unit housing types include accessory dwelling units (separately covered in Program 2-3), duplexes, triplexes, fourplexes, townhomes, lot splits allowed under SB 9, and small lot subdivisions allowed under SB 684.

- Action (A): Streamline approval processes for development projects of 10 or fewer residential units on urban lots under 5 acres in accordance with the Starter Home Revitalization Act, or SHRA (SB 684 and SB 1123).
- Action (B): Provide information on the City's website about the SHRA and SB 9 (2021), which allows property owners to split a single-family lot into two lots and develop up to four dwelling units on most City lots.
- Action (C): Consider locally-tailored amendments to the Municipal Code to adopt the opt-in provisions of SB 10 to allow at least four units on qualifying parcels or in qualifying zones, as customized and determined by the City to best support missing middle housing throughout Oakdale.
- Action (D): Promote missing middle housing by amending zoning to allow housing types (such as duplex to fourplex) in relatively higher income areas.
- Action (E): Promote missing middle housing types as part of new development in higher income areas of Oakdale.

Context	New program added to address State law and community input to facilitate development of housing comparable to single-family densities. Action (A): California Government Code § 65852.28, 66499.41 Action (B): California Government Code § 65852.21, 66411.7 Action (C): California Government Code § 65913.5
Geography	Citywide
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A-B): Establish a streamlined approval process, with an available application on the City's website, by March 31, 2026. Action (C): Present SB 10 policy options to the Planning Commission and City Council by December 31, 2027. Action (D): April 1, 2028. Action (E): Ongoing.
Objective	Increase transparency for residential development project applicants and achieve consistency with State law. Target the development of 125 missing middle housing units in High and Highest Resource areas over the planning period.

PROGRAM 2-1: MAINTAIN VIABLE SITES

The City will work to maintain viable sites to support development of housing at all income levels at or beyond RHNA throughout the eight-year planning cycle.

- Action (A): To ensure sufficient residential capacity is maintained to accommodate the RHNA for each income category, within one year of adoption of the Housing Element, develop and implement a formal, ongoing (project-by-project) evaluation procedure pursuant to Government Code section 65863. The

evaluation procedure will track the number of extremely low-, very low-, low, moderate-, and above moderate-income units constructed to calculate the remaining unmet RHNA. The evaluation procedure will also track the number of units built on the identified sites to determine the remaining site capacity by income category and will be updated continuously as developments are approved.

- Action (B): No project approval or other action that reduces the density or development capacity of a site shall be undertaken unless sufficient remaining sites are available or additional adequate sites are identified to meet the City's RHNA obligation prior to approval of the development and made available within 180 days of approval of the development, as required by Senate Bill 166. Identification of the replacement sites, and the necessary actions to make the site(s) available will be adopted prior to or concurrent with the approval of the development.

- Action (C): Create and maintain a list of additional sites with appropriate zoning that could be added to the City's Sites Inventory if and when an analysis provided through the Annual Progress Report indicates that sufficient sites may not exist to accommodate the City's remaining RHNA, by income level, for the planning period.
- Action (D): Post the housing sites inventory on the City's website to further assist the development community in selecting potential development sites.
- Action (E): Support annexation of the Sierra Pointe Specific Plan Area to fulfill the City's RHNA within statutory timeframes, and ensure that all sites included within the Housing Element Sites Inventory have adequately available and accessible infrastructure to service the scale of anticipated development.
- Action (F): Review production of units four years into the planning period and compare with Housing Element projections. If actual production is below the projected level, and the City is not meeting its RHNA targets proportional to the duration of the planning period (i.e., 50% of RHNA in each income category), implement an alternative action program aimed at meeting RHNA targets. Additionally, if projects included in the Sites Inventory as pipeline projects have not requested building permits at the time of City review, coordinate with applicants to approve remaining entitlements or expedite approval of pending entitlements.
- Action (G): Develop an overlay zone that meets all requirements of Government Code sections 65583.2(h) and (i) to allow by-right approval and incentivize development of housing on land owned by religious institutions at default densities in support of the Housing Element Sites Inventory, if deemed necessary by the mid-cycle review of RHNA targets under Action (F).
- Action (H): Allow by-right approval of housing developments (with at least 20% of units affordable to low-income households) on vacant sites that have been included in the sites inventory in at least two (2) previous Housing Element Cycles and nonvacant sites that have been included in the sites inventory in one (1) prior

Housing Element Cycle. Sites will be reviewed for development progress at the midpoint of the planning cycle. If it is determined that the sites are not likely to be developed within the planning period, either new sites will be added to the sites inventory, or the existing sites will be rezoned to allow by-right approval for housing developments consistent with Government Code § 65583.2.

Context	Continuing program (includes previous Program 1.2 Adequate Sites for All Housing Types and Income Groups), amended to address State law.
Geography	Citywide; Action (H) prospective rezoning sites distributed throughout the City in a manner that affirmatively furthers fair housing through inclusion of sites suitable for lower-income housing in High and Highest Resource Areas.
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A): Annually, starting by March 31, 2026. Action (B-C): Ongoing, starting by June 30, 2026. Action (D): Within one year of Housing Element certification. Action (E): Complete annexation of the Sierra Pointe Specific Plan Area by December 31, 2025. Issue building permits by December 31, 2027. Review progress and identification of alternative sites, if necessary to meet RHNA, by June 30, 2028 if building permits are not issued by end of 2027. Implement additional alternative actions to fulfill RHNA as detailed in Action (F) if the above deadlines are not met. Action (F): February 29, 2028. ~~Action (G): Concurrent with Housing Element adoption in order to achieve certification.~~ Action (G-H): ~~Allow by-right approval of reuse sites by March 31, 2026.~~ Conduct review of sites by December 31, 2027. Inclusion of new sites or rezoning of existing sites by June 30, 2028.
Objective	Maintain capacity to accommodate the RHNA by income group throughout the entire planning period.

PROGRAM 2-2: LARGE SITE DEVELOPMENT

The City's Housing Element Sites Inventory includes sites that are over ten (10) acres in size designated to accommodate lower-income housing. The City will encourage the development of large sites through an allowance of phasing of development and off-site improvements and, where applicable, through a Master Plan or Specific Plan process. The City will assist interested developers and property owners in the splitting of large sites into parcels of appropriate size (less than 10 acres) to accommodate lower-income housing and expedite the approval process of lot splits.

- Action (A): Through the implementation of the Crane Crossing Specific Plan, the city will facilitate ~~the~~ development ~~of site 42*~~ through property owner outreach

and expedited entitlement processing for any permits necessary for the development of housing ~~on site 42~~within the Specific Plan Area.

- Action (B): Adopt incentives to encourage the development of large RHNA sites (over 10 acres) on parcels of appropriate sizes (one to 10 acres) potentially including, but not limited to, expedited approval of lot splits or creation of new parcels to facilitate parceling at appropriate sites (one to ten acres), and fee waivers, reductions, or deferral.
- Action (C): Complete a mid-cycle review of development activity related to large RHNA sites and revise RHNA calculations, potentially including rezoning additional sites, if the sites are found to be infeasible for development in the planning period.

Context	New program included to ensure adequate capacity to accommodate RHNA.
Geography	Citywide
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Ongoing, as large site developments are proposed. Action (A): Property owner outreach by December 31, 2028. Action (B-C): December 31, 2029.
Objective	Maintain capacity to accommodate the RHNA by income group throughout the entire planning period.

PROGRAM 2-3: LOT CONSOLIDATION

The City will facilitate consolidation of smaller lots to actively support development of housing affordable to lower income households. Specifically, the City will actively engage with the property owner of inventory sites #14 ~~16, 17, and 18~~ to facilitate the consolidation of those parcels for the development of housing affordable to lower income households. As lot consolidation applications are received, the City will facilitate meetings between owners interested in consolidating lots, offer priority processing, agenda prioritization, reduced parking requirements, and increased FAR for lot consolidation for the creation of affordable housing units.

Context	Existing program modified to accommodate the City's RHNA.
Geography	Citywide
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Property owner outreach by December 31, 2028. Ongoing, as lot consolidation applications are submitted.

Objective	Maintain capacity to accommodate the RHNA by income group throughout the entire planning period.

PROGRAM 2-4: ACCESSORY DWELLING UNITS

The City will implement a suite of actions to address State law and community input to increase the City's production of accessory dwelling units (ADUs).

- Action (A): Evaluate applicable changes to ADU law and policy on an annual basis and revise the City's ADU Ordinance (currently called Second Homes Ordinance) to achieve compliance with State law, in coordination with the State Department of Housing & Community Development (HCD). Report relevant changes to the Planning Commission & City Council as part of the APR, in conjunction with Program 1-1. Regularly monitor the annual production of ADUs and ensure that the City is on track to meet production targets established in Section 3.2.1.
- Action (B): Evaluate community needs and the Municipal Code, and amend to facilitate a resolution to allow separate conveyance of accessory dwelling units (ADUs) as a condominium unit, as allowed by AB 1033 (2023), to incentivize the production of ADUs and entry-level homeownership opportunities.
- Action (C): Provide multilingual guidance and educational materials for building ADUs and JADUs on the City's website and meet with homeowner associations to inform them that covenants, conditions, and restrictions (CC&Rs) prohibiting ADUs are not permitted under State law.
- Action (D): Facilitate the development of ADUs in new low-density and medium-density subdivisions by incentivizing the availability of floor plans with ADUs and other multigenerational living options for Oakdale families.
- Action (E): Adopt and publicize pre-approved ADU plans per AB 1332. Maximize the availability of expanded pre-approved plan options.
- Action (F): Develop an ADU Amnesty Program to facilitate the legalization of unpermitted ADUs within the City, and publicize the program through the City's website, newsletters, and/or flyers.
- Action (G): Collaborate with other local jurisdictions and regional nonprofits to conduct an ADU Workshop to provide information on ADU development to local property owners.
- Action (H): To help ensure a balance of residential and commercial uses, consider amendments to the City's Zoning Code to allow accessory commercial units (ACUs) in neighborhoods throughout Oakdale, including allowances for selected commercial uses on corner lots in low-density mixed-use applications (i.e., small neighborhood retail uses like cafés, salons, and bookstores).

- Action (I): Monitor the production of ADUs annually; if ADU production falls below the projections identified in Section 3 and the City is not on pace to meet its RHNA, pursue alternative measures such as rezoning specific sites to accommodate additional units.

Context	Continuing program (incorporates previous programs 2.2 & 2.8) amended to address State law and community input to facilitate integrated development and reduce vehicle miles traveled (VMT). Action (F): Government Code 66332, Health and Safety Code 17920.3
Geography	Citywide, with a target of 25% of ADU production throughout the planning period in relatively higher income areas.
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A): Annually, starting by March 31, 2026 with integration of HCD's 2025 ADU Handbook in City policy and practice. Action (B-E): March 31, 2026. Action (F): May 1, 2030. Action (G-I): Annually through APR, pursue alternative measures by September 2028.
Objective	Develop a target of three (3) ADUs and JADUs per year. Increase transparency for residential development project applicants and achieve consistency with State law.

PROGRAM 2-5: FUNDING AND INCENTIVES FOR AFFORDABLE AND SPECIAL NEEDS HOUSING

Encourage development of affordable housing units by providing incentives, exemptions, and deferrals for qualifying affordable housing developments through the following actions:

- Action (A): Continue to actively pursue funding from state and federal programs such as CDBG, HOME, Low Income Housing Tax Credits, Multi-family Housing Program, the Joe Serna Jr. Farmworker Housing Grant Program, and CHFA on an ongoing basis for development of affordable lower income housing for seniors, families, farmworkers, and persons with disabilities, including persons with developmental disabilities. Support funding applications by developers when the proposed projects are consistent with the goals and policies of the City's General Plan.

- Action (B): Establish written procedures to formally prioritize permit processing of housing developments proposing to provide extremely low-income and other special needs housing units, including agenda prioritization for any required public hearings.

- Action (C): Establish a formal fee deferral program for multifamily residential development. Ensure consistency with SB 937 by deferring collection of applicable developer fees for designated residential development projects until issuance of the first certificate of occupancy, temporary certificate, or final inspection, unless an authorized exception applies. In conjunction with Program 1-3(D), ensure that all fees are made available on the City's website.

- Action (D): Consider forming a joint powers authority (JPA) to house a regional housing trust fund with neighboring City, Town, County and/or Tribal agencies as provided under SB 20 of 2023.
- Action (E): Develop and implement procedures consistent with AB 1820 by providing applicants with a standardized fee estimate request form, available online and at the public counter. The City will ensure timely responses to all fee estimate requests to improve transparency and predictability in the development process.

Context	Continuing program, revised to reflect changes to State law (includes previous Program: 2-5, 2.7, & 5.3). Action (B-C): California Government Code § 66007 Action (E): Government Code § 65940.1, 65941.1, 65943.1
Geography	Citywide, supporting housing opportunities for low- and moderate-income households with an emphasis on funding affordable housing developments located within High and Highest Resource Areas and in proximity to transportation and services.
Responsibility	Community Development Department & Finance Department
Funding Source	Grant Funding
Timeframe	Action (A): Annually, and as funding opportunities arise. Actions (B-D): December 31, 2027. Action (E): Implement procedures by April 1, 2027. Upon requests for fee estimates, provide within 30 days of submittal of a preliminary housing development application. Upon project approval, provide a good-faith estimate of fees within 30 days.
Objective	Secure State and Federal funding to support the development of affordable housing. Improve transparency and predictability around development fees for housing projects. Target the development of 50 special needs housing units in relatively higher income areas over the planning period.

PROGRAM 3-1: REMOVAL OF CONSTRAINTS

Continue to analyze the Zoning Ordinance, Oakdale Municipal Code, and City procedures to ensure that existing policy and amendments do not constrain development through the following actions:

- Action (A): Conduct surveys of developers at least twice during the planning period to identify constraints to development, with consideration of any identified code changes implemented within a year from the end of the survey.
- Action (B): Achieve compliance with new State Density Bonus provisions of California Government Code Section 65915.
- Action (C): Review the Conditional Use Permit (CUP) process to identify potential constraints to housing development, and revise the Zoning Code to remove or modify the requirement for multifamily residential developments to obtain a CUP in multifamily zones.
- Action (D): Remove the five (5) unit cap on multifamily housing development in the C-2 Zone.
- Action (E): Revise the height standards in the C-C zone to remove the two-story maximum and continue to allow development at a maximum height of 35 feet.
- Action (F): Review and amend zoning and development standards on sites zoned for multifamily housing to ensure height, setbacks, parking, lot coverage, FAR, open space, and design standards do not preclude achievement of maximum allowable density.

Context	Continuing program (incorporates previous Programs 3-1 & 5-1), amended to address State law. Action (C): Oakdale Municipal Code Section 36-20.4
Geography	Citywide
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A): At least twice in cycle, beginning by May 31, 2026. Action (B-E): June 30, 2026. Action (F): Review development standards by December 31, 2027. Amend to remove constraints as needed by June 30, 2028.
Objective	Eliminate constraints to fulfill the City's RHNA and quantified objectives.

PROGRAM 3-2: TRANSPARENT DEVELOPMENT APPLICATION INFORMATION AND STANDARDS

The City will increase accessibility and transparency of housing development standards and opportunities by publicizing opportunities for housing streamlining incentives and meet the new transparency and development fee requirements of AB 602 and SB 319 through the following actions:

- Action (A): Post all required information about development standards and fees on the City's website along with relevant information on zoning, development standards, and affordable housing-related ordinances.

- Action (B): Ensure compliance with AB 602 requirements for new development impact fee studies and publicizing resulting fees.

- Action (C): Develop a pre-application form and procedure, or adopt the Preliminary Application Form developed by HCD, pursuant to SB 330 and post on City's website.

- Action (D): Develop a formalized procedure and preliminary application for the SB 35 streamlining approval process and post materials on the City's website.

- Action (E): Develop a supplemental application form for projects eligible under AB 2162, AB 2011, SB 6, SB 684, and SB 4, and post on the City's website.

- Action (F): Develop a pre-application form and procedure, or adopt the Preliminary Application Form developed by HCD pursuant to SB 330, and post on City's website.

- Action (G): Create and publish a summary that identifies the sites on the City's Sites Inventory and make the summary available online in map format. Provide site-specific development information and support whenever possible to provide a clear development process for interested housing developers.

Context	Continuing program (Incorporates previous programs: 2.9 & 5.2) amended to address state law.
Geography	Citywide
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A-G): June 30, 2026.
Objective	Encourage infill development and provide accessible fee information to the public.

PROGRAM 3-3: WATER AND SEWER SERVICE PRIORITY

As the sole provider of water and sewer for new developments, the City will continue to prioritize service for new affordable housing developments.

Context	Continuing program (Incorporates previous programs: 2.11 & 3.6). Addresses State law requirements of California Government Code § 65589.7.
Geography	Citywide
Responsibility	Community Development Department & Public Works Department
Funding Source	General Fund
Timeframe	Provide a written notification and a complete copy of the adopted Housing Element immediately upon adoption. On-

	going prioritization of affordable housing developments, as new development applications are submitted. Establish written procedures for prioritizing affordable housing developments and post on the City's website by June 30, 2026.
Objective	Ensure affordable housing units are provided adequate water and sewer services.

PROGRAM 3-4: PARKING REDUCTIONS FOR ELIGIBLE PROJECTS

The City will continue to implement a program to administer parking reductions for eligible projects in consistency with State law, and in support of development on smaller sites through the following actions:

- Action (A): Continue density bonus provisions in consistency with State law and amend the City's Zoning Code to use the maximum parking requirements in Government Code Section 65915 for all developments.
- Action (B): Evaluate the Municipal Code and amend to adjust the minimum parking requirements for all multifamily projects and comply with the management standards for emergency shelters pursuant to state law (AB 139).
- Action (C): Evaluate the Municipal Code and amend to require bike/scooter parking in eligible developments.
- Action (D): Evaluate the Municipal Code and amend to ensure no parking requirements beyond State law for ADUs, JADUs, remodels, and additions.
- Action (E): Evaluate the Municipal Code and amend to ensure no constraint to the development of studio and one-bedroom units by imposing a parking requirement of no greater than one space per unit.

Context	New Program added to address State law: ▪ Action (A-B): California Government Code § 65915 ▪ Action (B): AB 139 (2019). ▪ Action (C): SB 712 (2023). ▪ Action (D): State ADU law including AB 1308 (2023).
Geography	Citywide
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A-B): June 30, 2026. Action (C-E): December 31, 2026.
Objective	Incentivize a mix of residential and commercial development.

PROGRAM 3-5: FAIR CODE ENFORCEMENT ACTIVITIES

Continue to conduct residential code enforcement activities on a reactive basis, prioritizing situations that pose an immediate threat to public health and safety, such as housing that qualifies as a substandard building under Health and Safety Code 17920.3. Such activities do not include minor alterations made to residences without benefit of permit when such alterations are made to accommodate a special need or disability of the resident(s), or for interior alterations made to allow or honor the residents' cultural needs or practices, unless those alterations pose an immediate threat to the safety of the residents or neighborhood. In instances of health and safety requiring significant repair, connect residents and property owners with rehabilitation programs and legal assistance. Ensure that code enforcement representatives receive training for cultural sensitivity and allow adequate capacity for services to be conducted.

Context	Continuing program (includes previous Program 1-8 Code Enforcement) program expanded to affirmatively further fair housing.
Geography	Citywide
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Ongoing, with code enforcement training conducted at least once in the planning cycle and no later than December 31, 2027.
Objective	Affirmatively further fair housing.

PROGRAM 3-6: NEIGHBORHOOD IMPROVEMENTS

The City will continue to prioritize neighborhoods improvements in areas supporting new affordable housing development through the following actions:

- Action (A): As part of the annual review of the Capital Improvement Program (CIP), determine priorities for capital improvement projects required to maintain the community's aging or nonexistent infrastructure, particularly located in neighborhoods with aging housing stock and/or infrastructure, and Moderate Resource Areas. Review of the CIP shall also include verification that areas needing improvement are scheduled for funding to address these needs at a specific time in the future.
- Action (B): The City shall continue to prioritize lower-income housing development for water and sewer expansion, consistent with Government Code 65589.7 or its successor. Following adoption, the City will provide the Housing Element Update to the City's water and sewer providers (e.g., the water and sewer division of the Public Works Department), as detailed in Program 3-3.
- Action (C): To help ensure a balance of residential and commercial sites, consider amendments to the City's Zoning Code to allow accessory commercial units (ACUs) in neighborhoods throughout Oakdale, including allowances for selected commercial uses on corner lots in mixed-use applications.

Context	Continuing program (includes previous programs 1-2, 2-1, 2-2). Incorporates former program 3-1: Provision of Public Services.
Geography	Citywide, emphasizing neighborhoods with aging housing stock and infrastructure.
Responsibility	Community Development Department & Public Works Department
Funding Source	General Fund
Timeframe	Action (A): Annually, with CIP update. Action (B): Within 60 days of Housing Element adoption. Action (C): May 1, 2030.
Objective	Support at least three capital improvement projects in areas of highest need and apply for CDBG funds to support infrastructure needs in a manner that affirmatively furthers fair housing at least twice throughout the planning period.

PROGRAM 4-1: HOUSING OUTREACH AND STAKEHOLDER ENGAGEMENT

Encourage development of affordable and multifamily housing, including housing for special needs and/or extremely low, very low, and/or low-income households through the following outreach actions:

- Action (A): Develop and distribute a survey that seeks feedback from developers on the effectiveness of the incentives created through the Housing Element.
- Action (B): Invite non-profit housing providers in the Oakdale housing market to meet with City staff to promote the use of incentives available and encourage projects incorporating affordable residential units. Provide information and technical assistance to property owners and developers.
- Action (C): Partner with housing developers to pursue funding opportunities at the regional, state, and federal levels to create housing for extremely low-income households and those with special needs, including but not limited to people with disabilities and developmental disabilities and people experiencing homelessness.
- Action (D): Develop a marketing package to raise awareness of the newly formed incentives and post to the City's website, make available to City Hall, and send to housing developers, real estate professionals, property owners, and local organizations.
- Action (E): Conduct outreach to religious institution stakeholders (including but not limited to churches, gurdwaras, mosques, synagogues, and temples) in the greater Oakdale area to circulate SB 4 information in conjunction with Program Action 3-2(F).

Context	New program added to incentivize development and affirmatively further fair housing.

Geography	Regional, including housing developers active in Stanislaus and San Joaquin Counties.
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A): Annually, beginning January 2026. Action (B): Conduct stakeholder outreach on at least an annual basis, in coordination with Action (A). Biannually provide technical assistance to a target of ten affordable housing providers over the planning period. Action (C): Ongoing, with at least biannual outreach to regional and/or local service providers, including homeless service providers and organizations serving people with disabilities and developmental disabilities. Action (D): Develop marketing materials by June 30, 2026, and update as needed to reflect changes in State law and local policy. Evaluate at least biannually over the planning period. Action (E): Conduct outreach at least biannually, starting by June 30, 2026.
Objective	Monitor the effectiveness of programs, procedures, and other incentives and secure funding for housing development. Enhance the efficacy of working relationships with local and regional developers and service providers to fulfill local housing needs and opportunities for current and future Oakdale residents at all income levels, with an emphasis on special needs populations.

PROGRAM 4-2: EQUAL HOUSING OPPORTUNITY

The City shall take measures to distribute information regarding fair housing rights, programs, and complaint procedures through the following actions:

- Action (A): Refer all complaints of housing discrimination to Project Sentinel, or other organizations with commensurate purpose, for action. The Planning Department will continue to be responsible for receiving complaints in regard to housing. Throughout the planning cycle, evaluate effectiveness of outreach and education in reaching households across geographies and protected characteristics, including an evaluation of the City's efforts to investigate complaints, obtain remedies, engage in fair housing testing, and conduct outreach and education efforts.

- Action (B): Continue to provide an informational outreach program, including handouts regarding fair housing law and tenant rights.

- Action (C): Establish administrative practice responding to landlord complaints that are received from tenants, including potential discrimination issues and concerns. The City's Building Inspector will meet on site with concerned tenants to hear the complaint and concerns, identify any issues related to building code or housing occupancy standards and those regarding landlord/tenant relations or

lease agreements. The concerns/issues are directed to the appropriate authority including the Stanislaus Regional Housing Authority, Project Sentinel, and/or Development Services Manager for further discussion and evaluation. The City anticipates utilizing this process for two such complaints per year, or 15 times throughout the planning period. The intent of the program is to ensure that discrimination issues are proactively addressed to prevent displacement and that the City's trust relationship with the community is maintained.

Context	Continuing program (previously Program 4-1 Fair Housing), amended to affirmatively further fair housing.
Geography	Citywide, with emphasis on Moderate Resource Areas and lower-income and special needs households throughout Oakdale.
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A), (C): Ongoing, with evaluation of the effectiveness of engagement in reaching special needs households conducted at least once in the planning cycle, by December 31, 2027. Action (B): Check counter weekly to ensure fair housing materials are available to the public and change information that is available on an annual basis upon changes to fair housing law, beginning by March 31, 2026.
Objective	City involvement in every case that comes forward, ensuring that grievances are addressed, and all aspects of the law are enforced.

PROGRAM 4-3: REMOVAL OF IMPEDIMENTS TO FAIR HOUSING

The City will continue to connect individuals and households to resources available to them to meet the need for immediate shelter and other essential services and support.

- Action (A): Update information about the Housing Choice Voucher (HCV) Program on the City's website including income eligibility, landlord resources, program fraud hotline, HCV Family Self-Sufficient Program, and a link to the HCV application hosted by the Stanislaus Regional Housing Authority as needed. The information will also be made available in Spanish.

- Action (B): Create a tenant and landlord rights toolkit in collaboration with housing advocacy groups. The toolkit will include information about the identification of fraud related to mortgages, lending and foreclosure, evictions, discrimination, harassment, reasonable accommodations, housing conditions and repairs, filing a complaint, legal entry, security deposits, and reporting violations. The toolkit shall be made available both on the City's website and at City Hall in both English and Spanish. The toolkit will also be made available at the Housing Resource Fair detailed in Action (D).

- Action (C): Conduct outreach to educate the residential areas with Covenants, Conditions, and Restrictions (CC&Rs) on State law and ensure compliance with fair housing laws.
- Action (D): Host or participate on a regional basis in a Housing Resource Fair at least twice throughout the planning cycle to share information about affordable housing, tenant and landlord rights, first-time homebuyer education, City programs, and energy conservation. The City will invite partner organizations and service providers to attend and share information with attendees. Interpretation and translation services will be made available to ensure that all information developed and disseminated is made available to individuals with limited English proficiency. The City will, at a minimum, publicize the Housing Resource Fair one month in advance of the event via social media and the City's website.
- Action (E): Require bilingual (English/Spanish) availability of rental agreements in developments constructed with City assistance. Work with local non-profit service providers such as El Concilio to enhance Spanish language access.
- Action (F): Partner with fair housing service providers, faith-based institutions, Oakdale Unified School District, community-based organizations, and local newsletters or message boards to ensure fair housing information and resources reach linguistically isolated and underserved populations.
- Action (G): Refer all fair housing complaints to service providers including California Rural Legal Assistance.
- Action (H): Partner with the Central Valley Association of REALTORS® to educate residents about first-time homebuyer assistance programs, ADU programs and opportunities, and overall education.

Context	New program added to affirmatively further fair housing. Action (H): AB 1524, AB 721.
Geography	Citywide
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A): Ongoing, update as needed. Action (B): December 31, 2026. Action (C-D): At least twice in cycle, beginning by May 31, 2027. Action (E): July 1, 2026. Action (F-I): Ongoing
Objective	Educate renters, homeowners, and landlords on fair housing laws and resources available to promote increased housing stability, fair housing practices, and affirmatively further fair housing.

PROGRAM 4-4: ANTI-DISPLACEMENT ACTIONS

Lower and moderate-income renters are at increased risk of displacement. The City shall take measures to reduce the risk of displacement through the City, especially in areas of increased investment and development, through the following actions:

- Action (A): The City will require replacement housing units, based on but not limited in applicability to the requirements in Government Code § 65915(c)(3), when any new development occurs on a site in the Sites Inventory if that site meets any of the following conditions: 1) currently has residential uses or within the past five years has had residential uses that have been vacated or demolished; or 2) subject to a recorded covenant, ordinance, or law that restricts rents to levels affordable to persons and families of lower- or very low-income; or 3) subject to any form of rent or price control through a public entity's valid exercise of its police power; or 4) occupied by lower- or very low-income households. The City will conduct outreach to residents of 100% of nonvacant sites within the City's Sites Inventory that may be replaced by new construction within 90 days of permit application on any given site(s).
- Action (B): Assess options upon sunset of the Tenant Protection Act for eligibility of local provisions within the purview of State law. If deemed necessary, amend the Municipal Code to add commitments for Tenant Relocation Assistance that provides enhanced relocation payments at or beyond the requirements of CA Civil Code 1946.2 to Oakdale tenants earning low or moderate incomes evicted for no-fault just cause.
- Action (C): Post a bilingual (Spanish/English) fact sheet regarding the Tenant Relocation Assistance and any text amendments on the housing webpage of the City's website.
- Action (D): Maintain an active rehabilitation program by applying for the use of federal and state programs to assist lower-income homeowners and renters in the maintenance and rehabilitation of their properties.
- Action (E): Continue to implement the City's Rental Housing Inspection program. Rental dwelling units, except units owned or managed by government agencies, are inspected every three years.

Context	New program added to affirmatively further fair housing.
Geography	Citywide, including affordable housing developments.
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A): May 31, 2026. Outreach within 90 days of applicable project application submittal. Action (B): January 1, 2030 – December 31, 2031. Action (C): Within 3 months of adopting ordinance of Action (B). Action (D-E): Ongoing

Objective	Maintain and rehabilitate existing housing stock, require code compliance for safer rental units, prevent displacement, and monitor the affordability of affordable units, as well as ensure tenants are paid relocation payments for no-fault just cause throughout the duration of the planning cycle.

PROGRAM 4-5: HOUSING CHOICE VOUCHERS

The Housing Choice Voucher Program (Section 8) is a federal subsidy program that helps families afford market-rate, private rental housing. Furthermore, landlords housing Section 8 tenants benefit from federally guaranteed rental income. Under State law (SB 329 and SB 222), landlords in California are legally required to accept rental applications from applicants using Section 8 and VASH vouchers and other forms of rental assistance.

- Action (A): The City will continue to require developers utilizing tax-exempt financing to include language in agreements with the City permitting persons and households eligible for HUD Section 8 rental assistance. The City will support opportunities for tenant-based Housing Choice Voucher holders to access market-rate units.
- Action (B): The City will obtain the status of the Section 8 waiting list and monitor on a quarterly basis. Issue a citywide notification via the City's mailing list upon periodic opening of the waiting list, with a goal of reaching 100% of qualifying households.
- Action (C): Assist the Housing Authority in holding annual informational meetings and discussions with property owners and managers of single-family and multi-family rentals to expand the number of developments that accept HCV program tenants. In these efforts, the City will assist the Housing Authority in ensuring outreach efforts reach Oakdale property owners.

Context	Continuing program (previously Program 4.2 Housing Choice Voucher Program) amended to affirmatively further fair housing.
Geography	Citywide
Responsibility	Community Development Department and Stanislaus County Housing Authority
Funding Source	General Fund
Timeframe	Action (A): Ongoing Action (B): Quarterly, beginning March 31, 2026. Action (C): Annually
Objective	Increase the number of property owner/landlord that accept HCV in higher resource areas by 25% and reach 100% of qualifying households to support housing mobility for lower-income and special needs households.

PROGRAM 4-6: REASONABLE ACCOMMODATION

Continue to ensure that reasonable accommodation is provided for persons with disabilities, including developmental disabilities, through the following actions:

- Action (A): Ensure that requests for reasonable accommodation are over the counter, fast, and free. Codify in the City's Fee Table with a zero-dollar ($0) line item to clarify that reasonable accommodations requests are offered at no charge. Conduct a biannual (every two years) administrative review of the City's regulations, procedures, and processes to ensure that reasonable accommodation is provided for disabled persons.
- Action (B): If barriers to reasonable accommodation are identified, undertake appropriate revisions to address the issue within six months, or prioritize as funding allows. If no reasonable accommodation requests are made in any given two-year period, include a statement of program availability in the City's newsletter and proactive outreach in coordination with local disability rights stakeholders.

Context	Continuing program (Incorporates previous programs 3.4 & 3.5) amended to affirmatively further fair housing.
Geography	Citywide
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Revise Fee Table by June 30, 2026. Biannual review first conducted by April 1, 2027.
Objective	Address all requests for reasonable accommodation and biannually review the procedure to ensure that it does not pose a constraint to housing for persons with disabilities.

PROGRAM 5-1: FARMWORKER HOUSING

The City will take an active role to ensure that farmworkers have access to adequate, safe, and affordable housing.

- Action (A): Continue to seek funding for farmworker housing through the Joe Serna Jr. Farmworker Housing Grant Program.
- Action (B): Reach out to local stakeholders including agricultural employers operating in the region, nonprofit housing providers, and regional farmworker advocacy organizations to identify site opportunities for the development of permanent housing for agricultural employees and their families, and to provide technical assistance throughout the application and entitlement process. Such assistance may include collaborative applications for funding and utilization of streamlining provisions for farmworker housing under State law.
- Action (C): Meet with surrounding jurisdictions and local government organizations, including the Stanislaus Council of Governments (StanCOG), Stanislaus Regional Housing Authority, and Modesto Junior College (MJC), to

collaborate on the implementation of actions to support farmworker housing in the San Joaquin Valley.

- Action (D): Create a multilingual fact sheet on farmworker housing made available online and at City Hall.
- Action (E): Amend the Municipal Code to adopt the opt-in provisions of the Farmworker Housing Act of 2019 (AB 1783).
- Action (F): Provide incentives and other strategies beyond state density bonus law to encourage housing for farmworkers, including setting aside housing for farmworkers within developments, supporting funding applications, prioritizing entitlements and establishing appropriate zoning and development standards.

Context	Continuing program, revised to fulfill RHNA and address State law. Incorporates Former Program 5.4 Farmworker Housing Persons Program.
Geography	Citywide
Responsibility	Community Development Department Action (B): Relevant stakeholders may include, but are not limited to agricultural and food manufacturing employers in greater Oakdale (e.g., ConAgra Foods), Stanislaus County Farm Bureau, United Farm Workers, California Rural Legal Assistance, and California Coalition for Rural Housing.
Funding Source	General Fund, Grant Funding
Timeframe	Action (A-C): Ongoing, at least annually. Action (D-F): December 31, 2026.
Objective	Secure State and Federal funding to support the development of affordable housing for farmworkers and their families, with a target of 25 affordable units for farmworkers produced during the planning period. Assess and identify prospective sites, partnerships, and/or funding opportunities for the development of farmworker housing at least annually, including annual meetings with relevant stakeholders.

PROGRAM 5-2: EXTREMELY LOW-INCOME HOUSING

The City will actively support the development of an array of housing types to meet the needs of all segments of the population, including extremely low-income (ELI) households and people experiencing homelessness, with consideration of special characteristics protected under state law and fair housing laws.

- Action (A): The City will actively collaborate with public and private service agencies, and developers to assist in the development of housing and support services to meet the housing needs of ELI and special needs households.

- Action (B): Collaborate with the Stanislaus Continuum of Care to identify potential shelter sites and strategies to address homelessness, with an emphasis on accessing housing among marginalized populations.
- Action (C): Seek or assist developers in seeking State and Federal funds to construct or rehabilitate housing for persons with disabilities.
- Action (D): Collaborate with the Stanislaus Regional Housing Authority (SRHA) to promote the SRHA's programs and continue to direct residents seeking services to SRHA.

Context	New program added to affirmatively further fair housing.
Geography	Citywide, with a target of 50 ELI units in relatively higher income areas.
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A-B): Direct outreach to agencies by December 31, 2028, and ongoing outreach at least every two years thereafter. Action (C-D): Ongoing, annually or as funds become available.
Objective	Secure State and Federal funding to support the development of housing affordable to extremely low-income households and special needs housing, with a target of 210 ELI and special needs units produced during the planning period.

PROGRAM 6-1: WATER CONSERVATION AND EFFICIENCY

Energy conservation in housing not only saves tenants and homeowners money but also contributes to a more sustainable future. To promote energy conservation in housing, the City will develop informational materials to provide to the public. The City will continue to promote ways to reduce monthly home water bills.

- Action (A): Continue to require new houses to utilize low-flow toilets, low-flow shower heads, and low flow faucets. Support new water retrofitting programs.
- Action (B): Continue to require the use of drought-tolerant landscaping within new developments during the entitlement review process (as specified in the State Model Landscape Ordinance).
- Action (C): Develop bilingual (English and Spanish) utility bill inserts that encourage the use of water-efficiency programs and water conservation methods.
- Action (D): Develop a bilingual brochure (English and Spanish) with information energy conservation programs, including programs available through the County, State, and the County, and make available online and at City Hall.

Context	Continuing program (Previously 6-2: Water Conservation).
Geography	Citywide
Responsibility	Community Development Department & Public Works Department
Funding Source	General Fund

Timeframe	Action (A-B): Ongoing Action (C): Biannually, starting by December 31, 2026. Action (D): December 31, 2026.
Objective	Promote water conservation, with a target of reducing residential water use by 15%.

PROGRAM 6-2: PLACE-BASED STRATEGIES

The City will promote access to opportunities in the City's areas of greatest need, specifically adjacent to new and existing affordable housing developments, and in areas designated as Low and/or Moderate Resource by the California Department of Housing and Community Development, including the City's neighborhoods with older housing stock directly to the east of Yosemite Avenue.

- Action (A): Expand access to community meetings by addressing language barriers, meeting times, and meeting participation alternatives.
- Action (B): Facilitate inter-governmental and inter-agency coordination to identify specific neighborhoods of highest need.
- Action (C): Recruit residents from areas identified through Action (B) to serve on boards, committees, and commissions to help provide community-based strategies.
- Action (D): Address climate change impacts through investments in adaptation measures such as urban forestry, low impact development improvements, etc. in disadvantaged areas.
- Action (E): Include affirmative recruitment in hiring practices to help provide community-based strategies.
- Action (F): Engage with community members and pursue funding to facilitate the establishment of community spaces and recreation opportunities, such as parks, trails, bike paths, etc.
- Action (G): If sites within the L-M District develop as emergency shelters or low barrier navigation centers, the City will provide free transportation to services or offer services on-site.

Context	New program added to affirmatively further fair housing.
Geography	Citywide, with a target of 1-2 improvements annually in relatively lower-income areas.
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Action (A-B): December 31, 2026. Action (C-F): Ongoing, pursue funding to complete at least one action annually. Action (G): Ongoing, as sites develop.
Objective	Include and implement a target of three (3) substantive neighborhood improvements through the Capital Improvement Plan (CIP) process over the course of the planning period, with a target of at least one action accomplished annually in priority areas.

PROGRAM 6-3: TRANSIT-HOUSING BALANCE

The City will continue to identify opportunities to connect housing with transportation, neighborhood services, and amenities. Consistent with other General Plan Mobility Element policies, the City will use the following criteria in reviewing development proposals, selecting housing sites, and or selecting parcels as part of a dynamic Sites Inventory over the planning period:

- Action (A): Affirmatively further fair housing by expanding the distribution and variety of housing types and sizes in the City with access to transportation.
- Action (B): Ensure that housing provides for adequate, safe, and accessible internal and external multi-modal traffic circulation, including emergency evacuation, in consistency with the Mobility Element. Focus outreach efforts on paratransit services in connection with new and existing housing to serve the northeast quadrant of the City with a higher share of residents with disabilities.
- Action (C): Prioritize development of sites, particularly for lower-income housing, that offer convenient access to existing and planned public transportation.
- Action (D): Promote housing that offers convenient access to neighborhood services and amenities typically required by residents, including recreation.
- Action (E): In connection with the Capital Improvement Plan (CIP) and transportation planning initiatives, continue to prioritize local actions to improve active transportation, accessibility modifications, safe routes to school, and community amenities. Emphasize relatively lower-income areas and areas of the City with aging infrastructure.

Context	New program to affirmatively further fair housing and support consistency with the General Plan Mobility Element.
Geography	Citywide, in proximity to new and existing affordable housing development. Action (B): Northeast Oakdale Action (C): Proximal to existing and planned public transportation. Action (D-E): Proximal to neighborhood services and amenities.
Responsibility	Community Development Department
Funding Source	General Fund
Timeframe	Ongoing
Objective	Support infrastructure improvements in areas of highest need, and reduce vehicle miles traveled (VMT).

2.3 QUANTIFIED OBJECTIVES

Table 4 below summarizes Oakdale's quantified housing objectives for the 2023-2031 Housing Element planning period.

Table 4
Quantified Objectives, City of Oakdale, 2023-2031

Program Types	Extremely Low-Income	Very Low-Income	Low-Income	Moderate-Income	Above-Moderate Income
Production	204	204	283	276	668
Rehabilitation	5	5	5	5	2
Conservation	5	5	5	16	0
Total	214	214	293	297	670

For context, conservation of 16 moderate-income units refers to the 16 deed restricted units in the Oak Haven development that are set to expire in 2033.

Figure 2
New Housing Under Construction in Oakdale, August 2024



3 HOUSING SITES

3.1 CONTEXT

Under Government Code § 65583(a)(3) the City must identify adequate sites with capacity to fulfill its fair share of the regional housing need, as determined by Stanislaus Council of Governments' (StanCOG) Regional Housing Needs Allocation (RHNA). These sites can include vacant sites zoned for residential use, vacant sites that allow residential development, and underutilized sites that are capable of being redeveloped to increase the number of residential units. Identified sites must have the realistic potential for new residential development within the eight-year Housing Element planning period. Planned, approved, and pending residential projects may receive credit towards the City's RHNA, along with the projected development of accessory dwelling units (ADUs) and junior accessory dwelling units (JADUs). This section will focus on the identification and analysis of potential housing opportunity sites and will analyze the City's compliance with its obligation to meet Affirmatively Furthering Fair Housing (AFFH) objectives. The Oakdale 2030 General Plan has determined that long-term growth is expected to occur to accommodate future housing and employment demands.

Oakdale has a total RHNA of 1,665 units, divided among the income categories as shown in Table 5:

Table 5
Oakdale Regional Housing Needs Allocation (RHNA), 2023-2031

Jurisdiction	Very Low	Low	Moderate	Above-Moderate	Total RHNA
Oakdale	414	286	294	671	1665
Source: Stanislaus Council of Governments Regional Housing Needs Allocation Plan					

Oakdale is meeting its RHNA through planned, approved, and pending projects projected to develop during the planning period; sites identified in the Housing Sites Inventory; and ADU development projections.

Assembly Bill 1397 and Senate Bill 166 ("No Net Loss" law), introduced stricter guidelines for the Sites Inventory in the Housing Element. To comply with these requirements, the Housing Element incorporates various strategies and programs to ensure that assumptions made for affordability and capacity are realistic.

3.2 DEVELOPMENT CAPACITY ASSUMPTIONS

Pursuant to Government Code § 65583.1 and 65583.2(a), the City is including planned, approved, and pending projects projected to develop during the planning period, as well as ADU development projections towards their RHNA. Overall, the City has 374 units already in the development pipeline, including ADUs, to be produced over the planning period. Housing sites and programs have been included to meet the City's remaining RHNA, as well as comply with No Net Loss requirements.

3.2.1 ACCESSORY DWELLING UNITS

An Accessory Dwelling Unit (ADU) is a secondary dwelling unit located on residentially zoned property that has an existing single-family or multifamily residence. ADUs and JADUs can provide affordable housing options for special needs populations such as large households, seniors, female-headed households, individuals with a disability, and farmworkers, as well as students, in-home health care providers. ADUs have a few variations, including:

- Detached: The unit is separated from the primary structure.
- Attached: The unit is attached to the primary structure.
- Converted Existing Space: Space (e.g., master bedroom, attached garage, storage area, or similar use, or an accessory structure) on the lot of the primary residence that is converted into an independent living unit.
- JADU: A specific type of conversion of existing space that is contained entirely within an existing or proposed single-family residence

Recent legislation has been passed to facilitate the development of ADUs as one of many efforts to address the severe housing crisis in California. ADU law establishes a statutory minimum requirement. Local governments may elect to go beyond this statutory minimum and further the creation of ADUs. Section 4 of the Housing Element contains an analysis of ADU regulations in Oakdale and Section 2 contains programs to further incentivize the development of ADUs.

As shown in Table 6, the City averaged 1.6 ADUs per year between 2018 and 2024. The projection of ADU and JADU development is based on realistic capacity and development trends of ADUs and JADUs in the previous planning period, with ADU production trends anticipated to be substantially bolstered by the actions of Program 2-3, for a total of three (3) ADUs and JADUs per year.

Although Oakdale is not located in the Association of Bay Area Governments (ABAG) region, the regional analysis of ADU affordability conducted by ABAG served as a resource in the determination of assumed affordability levels in the Housing Element since a similar study has not been conducted in the Stanislaus County. The ABAG ADU affordability analysis indicates assumed affordability levels of 30% of ADUs to very low-income households, 30% to low-income households, 30% to moderate-income households, and 10% to above-moderate-income households.

Table 6
ADUs by Year in Oakdale

Year	ADUs/JADUs
2018	0
2019	1
2020	0
2021	2
2022	2
2023	1
2024	5
Average of 1.6 ADUs per year	

Source: Oakdale Annual Progress Report

3.2.2 PLANNED, APPROVED & PENDING PROJECTS

As previously discussed, state law allows jurisdictions to count planned, approved, and pending residential projects as credits towards their RHNA. As shown in Table 7, 204 housing units are planned, approved, or pending. Descriptions of these projects are included below.

Table 7
Planned, Approved and Pending Projects for RHNA Credit

Project	LI	MI	AMI	Total Units	Status	Next Steps	Antic. Occupancy
East F Street Multifamily	-	-	48	48	Entitled	Building permit submittal	2030
Villas at Tesoro	-	-	156	156	Entitled	Building permit submittal	2030
Saddlewood	-	-	133	133	Improvements under construction	Building permit issuance	2030
Whispering Oaks	-	-	37	37	Under construction	Continued building permit issuance	2026
East G Street Subdivision	-	-	93	93	Application in process	Planning Commission Hearing	2028
Belmare Senior Living	-	-	24	24	Application in Progress	Planning Commission Hearing	2030

732 N. Yosemite Ave.	-	-	16	16	Application Submitted	Planning Commission Hearing	2030
RHNA Credit	**-**	**-**	**507**	**507**			

East F Street Multifamily Project

The East F Street Multifamily Project is an approved, 48-unit apartment development located within the East F Street Specific Plan Area (APN 064-043-018). The project is proposed to serve above-moderate income households. The East F Street Project is located within a Highest Resource Area. The project is not likely to improve the distribution of fair housing conditions in Oakdale and may exacerbate existing patterns.

Villas at Tesoro

Villas at Tesoro is an approved, 156-unit development located within the East F Street Specific Plan Area (APN 064-012-014). Villas at Tesoro is located within a Highest Resource Area, and is not likely to improve fair housing conditions in Oakdale. Due to the above-moderate incomes anticipated to be served in a Highest Resource Area, the project is likely to exacerbate existing patterns of segregation.

Saddlewood

Saddlewood is an approved, 133-unit development located within the Crane Crossing Specific Plan Area (APNs 063-012-012, -043, and -044). Saddlewood is located within a Highest Resource Area, and is not likely to improve fair housing conditions in Oakdale, and may exacerbate existing patterns of segregation.

Whispering Oaks

Whispering Oaks is a project of thirty-seven (37) single-family residential units under construction on an 8.29-acre site located on Old Stockton Road (APNs 064-002-027 and -035). Whispering Oaks is located within a Moderate Resource Area, and is somewhat likely to improve fair housing conditions in Oakdale. Patterns of integration may be improved through investments in a Moderate Resource Area with older housing stock.

East G Street Subdivision

The East G Street subdivision is a ninety-three (93) unit single-family subdivision on an 11.4-acre site located on East G Street (APN 064-055-009). The East G Street subdivision is located within a High Resource Area, and is not likely to improve fair housing conditions in Oakdale. Location of an above-moderate income housing development in a High Resource Area is likely to exacerbate existing patterns of segregation.

Belmare Senior Living

Belmare Senior Living is a 110-unit development project for seniors with a mix of units providing independent living (24 units), assisted living (60 units), and memory care (26 units). The project is an expansion of the existing facility at 1450 W F St. The assisted living portion of the development consists of 28 studio apartments and 32 one-bedroom apartments. The independent living units are accounted in the Sites Inventory, while the assisted living and memory care units are not counted toward the City's RHNA. The

project is located in a High Resource Area and may exacerbate existing patterns of segregation.

732 N. Yosemite Avenue

732 N. Yosemite Avenue is a 16-unit multifamily development project on a 0.57-acre site located on N. Yosemite Avenue (APN 130-001-001). The project is located within a Highest Resource Area, and is not likely to improve fair housing conditions.

3.2.3 UNITS CREDITED TOWARD RHNA

As depicted in Table 8, Oakdale is counting a total of 454 units towards its RHNA across various income categories. After considering the projected development of ADUs and the capacity of planned, approved, and pending residential projects, there are not sufficient units to accommodate the City's RHNA. As such, identification of viable sites to accommodate the City's remaining RHNA is required (see Section 3.3).

Table 8
RHNA Credits

		Lower Income	Moderate Income	Above Moderate Income	Total
RHNA Allocation		700	294	671	1665
RHNA Allocation with 15% Buffer		805	338	772	1915
RHNA Credits	Pipeline	0	0	491	491
	ADUs/JADUs	14	7	3	24
	Total	14	7	494	515
RHNA % Fulfilled by Credits		2%	2%	74%	31%
RHNA Shortfall after Credits		686	287	177	1150
RHNA Shortfall with 15% Buffer after Credits		791	331	278	1400

3.3 REALISTIC CAPACITY OF SITES ZONED FOR HOUSING

Government Code section 65583.2(a) stipulates that a jurisdiction must identify, as part of an inventory, sites within its boundaries that could have the potential for new residential development within the housing element planning period. Sites are generally grouped by type, including vacant sites zoned for residential use, vacant sites zoned for nonresidential use that allow residential development, and non-vacant sites, including underutilized sites, that can be developed for residential use. This section describes the general characteristics of the sites included in the inventory, an analysis of site suitability, as well as the methodology used to determine the number of units that can be reasonably developed on a site.

Table 9
Example Project Densities

Project	Units	Acreage	Zoning	Max Density	% Yield
112 James St	7	0.3	R-3	29	88%
3600 Dale	44	1.7	MU	29	88%
James Street	7	0.3	R-3	29	88%
JKB Apartments	206	9.3	MU	29	77%
Magnolia Grove	35	1.5	P-D	29	83%
Rumble/Conant	50	2.3	R-3	29	77%
Scenic	41	2.3	R-3	29	63%

Due to the lack of local project data in Oakdale, the above table uses project data from neighboring Modesto. Based on the development capacity demonstrated by these projects, the Sites Inventory assumes 80 percent of the maximum allowable density of included parcels. This assumption reflects local data, potential site specific constraints, and necessary site improvements that would prohibit development at a site's maximum allowable density.

3.3.1 VACANT SITES

A total of nine (9) vacant sites used in the City's 5th Cycle Housing Element remain available and are identified in the inventory to accommodate a portion of the City's RHNA (Table 10). An additional eight (8) vacant commercial sites are included. The methodology used to determine the realistic capacity of the sites identified can be found in Section 3.3.3 and Section 3.3.4. Oakdale's vacant sites are substantially equipped and available for housing development, with some of the City's vacant and non-vacant sites alike currently active on the market.

Table 10
Vacant Sites

Site No.	APN	Site Address	Zone	General Plan	Acre-age	Realistic Capacity	Affordability Level
1	064-043-024	1237-1321 E G St / 0 F St.	C-2	General Commercial	5.8	65	Lower Income
~~2~~[3]	~~064-012-009~~	~~1730 E. F St.~~	~~R-3~~	~~High Density Residential~~	~~2.39~~	~~50~~	~~Lower Income~~
~~3~~[3]	~~064-019-008~~	~~1907 E. F St.~~	~~R-2~~	~~Medium Density Residential~~	~~2.15~~	~~25~~	~~Moderate Income~~
24[3]	064-019-012	2001 E. F St.	R-2	Medium Density Residential	1.27	15	Moderate Income
35[2]	064-046-076	1698 E. G St.	R-2	Medium Density Residential	3.47	39	Moderate Income
46[2]	064-055-007	301 Pedersen Rd.	R-2	Medium Density Residential	0.74	8	Moderate Income
57[2]	064-060-002	573 Edgetown Ave.	R-1	Low Density Residential	2.02	16	Above Moderate Income
68[3]	129-002-001	353 N. Sierra Ave.	R-3	High Density Residential	0.53	12	Moderate Income
79	064-013-022	Mile 6.8 State Hwy 120 W	C-2	General Commercial	7.84	88	Lower Income
810	064-019-008	1907 E F St.	R-2	Medium Density Residential	5.24	58	Moderate / Above Moderate Income
911	064-011-040	0 East F St.	C-2	General Commercial	2.7	32	Lower Income
10~~12~~	064-024-007	163 Hallman Ln.	R-3	High Density Residential	0.81	19	Lower Income
11~~13~~	062-005-016	7901 Crane Rd.	C-2	General Commercial	5.65	67	Lower Income
12~~14~~	062-005-018	6124 Hwy 108	C-2	General Commercial	7.46	88	Lower Income
13~~15~~	063-013-016	2931 West F St.	C-2	General Commercial	2.44	29	Lower Income
	063-013-015	2913 West F St.	C-2	General Commercial	0.55		
	063-013-002	2907 West F St.	C-2	General Commercial	0.55		
14~~16~~[1]	063-013-003	2843 West F St.	C-2	General Commercial	0.84	23	Lower Income

15~~1~~ ~~7~~	063-013-022	0 West J St.	C-2	General Commercial	9.9[4]	129	Lower Income
16[5]	063-087-059	2518 West F St.	MU/ SP	General Commercial	1.99	27	Lower Income
17[5]	063-012-053	2706 West F St.	MU/ SP	General Commercial	5.44	76	Lower Income
		Total Units			791~~759~~		

Notes:
1. Inclusion of site 15~~1~~6 in the lower income RHNA capacity is contingent on the assumption that the three lots will be consolidated within the planning period.
2. Used in 5th Cycle
3. Used in 4th and 5th Cycle
4. Assumes 1 acre of land set aside for right-of-way dedication requirements, including soundwall and landscape median along West J Street.
5. Mixed Use Corridor District (MU/SP) sites within the Crane Crossing Specific Plan (CCSP) Area permit multifamily housing as a use by-right.

Figure 3
Vacant Site, Foothill Oaks



Figure 4
Vacant Site, G Street



3.3.2 NON-VACANT SITES

Non-vacant sites in the Housing Element inventory include commercial catalyst sites that may be best utilized as a residential development due to a sustained period of vacancy (Sites 1-17). Parcels within Specific Plan areas predominate the list of non-vacant sites that have already been studied and identified as having capacity for higher density development. This includes parcels from the East F Street Specific Plan (Sites ~~21-29~~ 22-30) and Crane Crossing Specific Plan (Sites ~~30-43~~16-17, 31-40, 43). Section 3.3.5 (Realistic Capacity Analysis) provides additional context on capacity assumptions for flex zones and parcels within Specific Plan Areas.

The Housing Element must analyze the extent to which existing uses may impede additional residential development. The Site Inventory accommodates a majority of its lower-, moderate-, and above-moderate income RHNA on vacant sites. As a result of insufficient available vacant land, the City identified the remaining lower- and moderate-income RHNA on nonvacant sites.

Figure 5
Non-Vacant Site, 190 North Lee Avenue

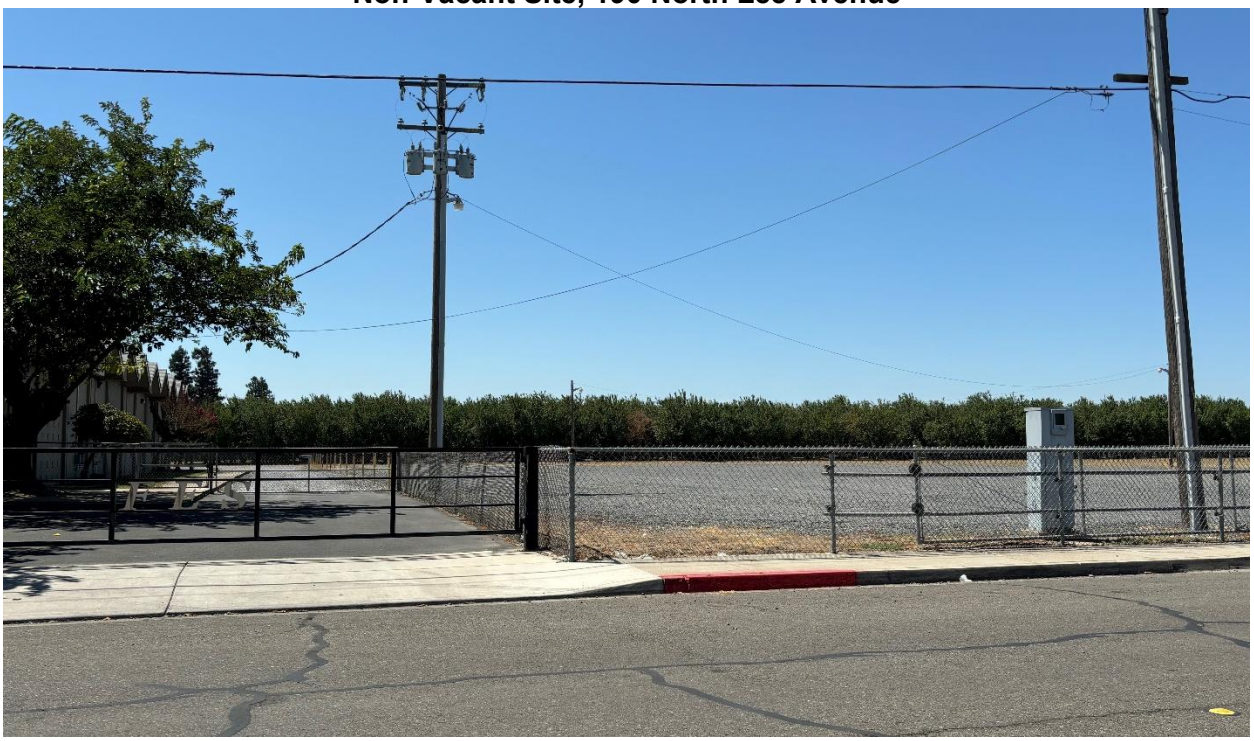


Table 11
Non-Vacant Sites

Site No.	APN	Site Address	Zone	General Plan	Acres	Realistic Capacity	Affordability Level
19~~18~~	064-043-027	1449 E. F. St.	PD	General Commercial	1.96	22	Lower Income
20~~19~~	063-009-025	140-190 N. Lee Ave	R-1	Low Density Residential	3.92	16	Above Moderate Income
21~~20~~	064-055-008	1001 E. G St.	PD	Medium Density Residential	5.26	29	Moderate/ Above Moderate Income
22~~21~~	064-019-020	2213 E. F St.	R-2	Medium Density Residential & General Commercial	1.05	12	Moderate/ Above Moderate Income
23~~22~~	064-019-019	2201 E. F St.	R-2	Medium Density Residential & General Commercial	1.02	11	Moderate/ Above Moderate Income
24~~23~~	064-019-018	2125 E. F St.	R-2	Medium Density Residential & General Commercial	1.03	12	Moderate/ Above Moderate Income
25~~24~~	064-019-017	2113 E. F St.	R-2	Medium Density Residential & General Commercial	0.96	11	Moderate/ Above Moderate Income
26~~25~~	064-019-016	2107 E. F St.	R-2	Medium Density Residential & General Commercial	0.97	11	Moderate/ Above Moderate Income

2726	064-019-015	2101 E. F St.	R-2	Medium Density Residential & General Commercial	0.73	8	Moderate/ Above Moderate Income
2827	064-019-013	2019 E. F St.	R-2	Medium Density Residential & General Commercial	1.06	12	Moderate/ Above Moderate Income
2928	064-019-012	2001 E. F St.	R-2	Medium Density Residential & General Commercial	2	11	Moderate/ Above Moderate Income
3029	064-019-004	1759 & 1761 E. F St.	R-2	Medium Density Residential & General Commercial	3.9	44	Moderate/ Above Moderate Income
~~30~~	~~063-012-020 *~~	~~32 Reed Rd.~~	~~R-3~~	~~High Density Residential~~	~~0.86~~	~~19~~	~~Lower Income~~
31	063-012-019*	24 Reed Rd.	R-3	High Density Residential	0.69	15	-Moderate/ Above Moderate Income
32	063-012-018*	20 Reed Rd.	R-3	High Density Residential	0.69	15	Moderate/ Above Moderate Income
33	063-012-017*	16 Reed Rd.	R-3	High Density Residential	0.68	15	Moderate/ Above Moderate Income

~~34~~	~~063-012-016*~~	~~8 & 10 Reed Rd.~~	~~R-3~~	~~High Density Residential~~	~~0.91~~	~~22~~	~~Lower Income~~
~~35~~	~~063-012-015*~~	~~2 & 4 Reed Rd.~~	~~R-3~~	~~High Density Residential~~	~~0.87~~	~~19~~	~~Lower Income~~
34~~36~~	063-012-014*	2424 E. F. St.	R-3	High Density Residential	0.52	12	Moderate/ Above Moderate Income
35~~37~~	063-012-027*	33 Reed Rd.	R-2	Medium Density Residential	0.9	10	Moderate/ Above Moderate Income
36~~38~~	063-012-049*	25 Reed Rd.	R-2	Medium Density Residential	0.58	6	Moderate/ Above Moderate Income
37~~39~~	063-012-050*	26 Reed Rd.	R-2	Medium Density Residential	0.6	7	Moderate/ Above Moderate Income
38~~40~~	063-012-029*	17 Reed Rd.	R-2	Medium Density Residential	0.56	6	Moderate/ Above Moderate Income
39~~41~~	063-012-030*	15 Reed Rd.	R-2	Medium Density Residential	0.56	6	Moderate/ Above Moderate Income
40~~42~~	063-012-031*	5 Reed Rd.	R-2	Medium Density Residential	0.42	5	Moderate/ Above Moderate Income
41~~43~~	063-012-032*	2306 F. St.	R-2	Medium Density Residential	0.6	7	Moderate/ Above

							Moderate Income
42~~44~~	062-004-008	Mile 36.1 State Hwy. 108 W.	R-2	Flex / Medium Density Residential	23.53	280	Moderate/ Above Moderate Income
43	063-012-042	8030 Crane Rd.	MU/SP	General Commercial	2.61	29	Lower Income
Total Units							587~~616~~

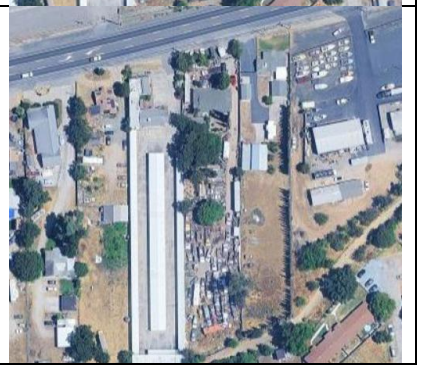
‡ Site rezoned to allow for multi-family residential development consistent with R-3 Zone District per Oakdale Ord. No. 1283.

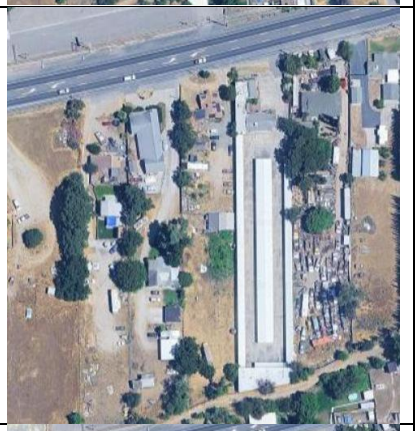
*Sites within the Crane Crossing Specific Plan used in the 5th Cycle Housing Element.

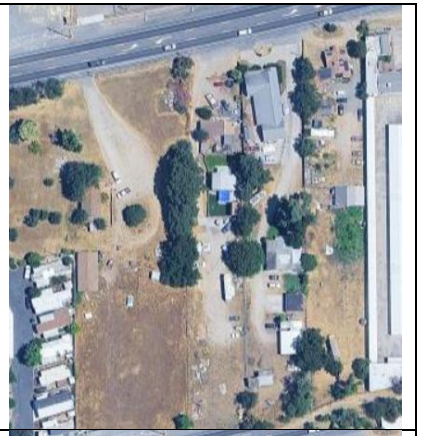
Table 12 identifies existing uses for each non-vacant site included in the Sites Inventory.

Table 12
Non-Vacant Sites with Existing Uses

Site No.	APN	Site Address	Existing Use	Analysis	Aerial Image
18	064-043-027	1449 E. F St.	This is the undeveloped portion of the parcel, adjacent to a shopping center.	This 1.96 acre lot is a substantially vacant lot within a shopping center anchored by Save Mart. Approximately 95% of the site is vacant, with the remainder occupied by a drive aisle.	
19	063-009-025	140-190 N. Lee Ave	This is the FES Portuguese Hall of Oakdale with a majority of the parcel undeveloped.	The undeveloped portion of this parcel is an informal (gravel) parking lot used for infrequent, spillover parking for events. The availability of dedicated on-site parking and street parking does not pose a constraint to development.	
20	064-055-008	1001 E. G St.	The undeveloped portion of the parcel, adjacent to a storage facility.	The undeveloped portion of the parcel is vacant, raw land not used for any known purpose. The portion of the parcel used for the existing storage facility use is not included in the total acreage within inventory.	

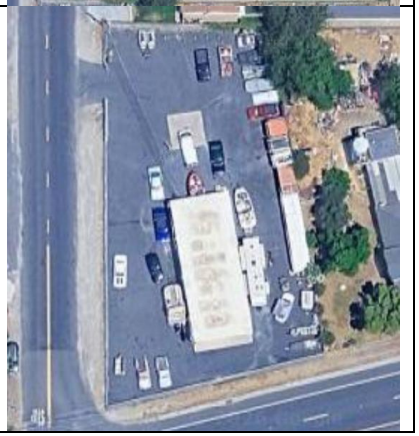
21	064-019-020	2213 E. F St.	Underutilized storage lot, planned for redevelopment under the East F Street Specific Plan.	The parcel includes paved storage for boats on the front portion of the lot abutting East F Street, with two structures toward the rear of the lot.	
22	064-019-019	2201 E. F St.	Single-family home, planned for redevelopment under the East F Street Specific Plan.	The parcel is substantially vacant in the rear portion, with a single-family home and accessory structures on the front portion of the site abutting East F Street.	
23	064-019-018	2125 E. F St.	Single-family home, planned for redevelopment under the East F Street Specific Plan.	A single-family home occupies the front portion of the parcel abutting East F Street, with the remainder of the parcel currently used for unpaved storage of vehicles.	

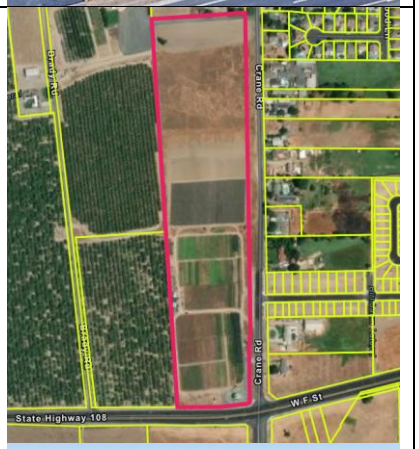
24	064-019-017	2113 E. F St.	Storage facility, planned for redevelopment under the East F Street Specific Plan.	The parcel is almost entirely occupied by storage structures and pavement. Demand for storage facilities does not exceed the demand for housing. Zoning for housing and the Specific Plan support the viability of redevelopment.	
25	064-019-016	2107 E. F St.	Single-family home, planned for redevelopment under the East F Street Specific Plan.	The parcel is occupied by a small single-family home near the front portion of the site abutting East F Street, with the remainder primarily occupied by vacant, raw land. Parcel width would support a drive aisle on the eastern portion of the lot to access a townhome-style development, with the existing home as a remainder parcel.	
26	064-019-015	2101 E. F St.	Single-family home, planned for redevelopment under the East F Street Specific Plan.	The parcel is occupied by a small single-family home near the front portion of the site abutting East F Street, with three additional detached structures toward the back of the site and the remainder primarily occupied by vacant, raw land.	

27	064-019-013	2019 E. F St.	Single-family home, planned for redevelopment under the East F Street Specific Plan.	The parcel is occupied by a small single-family home near the front portion of the site abutting East F Street, with additional detached structures toward the back of the site and the remainder primarily occupied by vacant, raw land. The parking is primarily unpaved.	
28	064-019-012	2001 E. F St.	Single-family home, planned for redevelopment under the East F Street Specific Plan.	The parcel is occupied by a single-family home, and the majority of the site is unpaved, raw land. The parking to access the home is an unpaved gravel lot.	
29	064-019-004	1759 & 1761 E. F St.	Single-family home, planned for redevelopment under the East F Street Specific Plan.	The 3.9 acre parcel is substantially underdeveloped, with existing low-density residential and accessory structures toward the front of the site. The rear portion of the parcel is undeveloped, raw land. The parcel is located behind commercial uses directly adjacent to East F Street with a shared drive	

				aisle, and may be accessed to the south by Orsi Road.	
~~30~~	~~063-012-020*~~	~~32 Reed Rd.~~	~~Single-family home with excess land.~~	~~The parcel is occupied by a single-family home and an accessory structure.~~	
31	063-012-019*	24 Reed Rd.	Single-family home with excess land.	The parcel is occupied by a single-family home and an accessory structure.	
32	063-012-018*	20 Reed Rd.	Single-family home with excess land.	The parcel is occupied by a single-family home and an accessory structure.	
33	063-012-017*	16 Reed Rd.	Single-family home with excess land.	The parcel is occupied by a single-family home and an accessory structure.	
~~34~~	~~063-012-016*~~	~~8 & 10 Reed Rd.~~	~~Single-family home with excess land.~~	~~The parcel is occupied by a single-family home and an accessory structure.~~	

~~35~~	~~063-012-015*~~	~~2 & 4 Reed Rd.~~	~~Single-family home with excess land.~~	~~The parcel is a corner lot occupied by low-density residential development on the eastern half of the parcel. The western half is undeveloped, and could serve as ingress and egress from West F Street. This entrance could serve Sites 30-35 for a larger development under the City's lot consolidation program, supporting the feasibility of development.~~	
36	063-012-014*	2424 W. F. St.	Single-family home with excess land.	The parcel is occupied by a single-family home and an accessory structure, with a paved drive aisle. The rear portion of the parcel is substantially unpaved and suitable for redevelopment, particularly in consolidation with adjacent sites.	
37	063-012-027*	33 Reed Rd.	Single-family home with excess land.	The parcel is occupied by a single-family home and small accessory structures. The vast majority of the site is unpaved, raw land.	
38	063-012-049*	25 Reed Rd.	Single-family home with excess land.	The parcel is occupied by a single-family home with an unpaved drive aisle, and the majority of the lot comprised of vacant, raw land.	

39	063-012-050*	26 Reed Rd.	Single-family home with excess land.	The parcel, with shared ownership with 25 Reed Road, is substantially vacant with a limited portion of the site occupied by a driveway.	
40	063-012-029*	17 Reed Rd.	Single-family home with excess land.	The parcel is occupied by a single-family home with an unpaved drive aisle, and the majority of the lot comprised of vacant, raw land. The existing home is located to the south of the lot, providing room for redevelopment.	
41	063-012-030*	15 Reed Rd.	Single-family home with excess land.	The parcel is occupied by a single-family home and a carport directly behind the existing home.	
42	063-012-031*	5 Reed Rd.	Vacant Commercial site.	The parcel is a vacant corner lot located at the intersection of Reed Road and West F Street. The lot was previously occupied by a variety of service commercial uses in the past decade and is substantially paved.	

43	063-012-032*	2306 F. St.	Single-family home with excess land.	A single-family home occupies a western portion of the parcel abutting West F Street, with the remainder of the parcel currently used for unpaved storage of vehicles and uninhabited accessory structures.	
44	062-004-008	Mile 36.1 State Hwy. 108 W. (0 Crane Road)	Single structure with agricultural use, planned for redevelopment under the Crane Crossing Specific Plan.	The 23.53 acre parcel is occupied in the southeast corner by a seasonal strawberry stand. Roughly half of the parcel is occupied by existing agricultural fields and the remainder is raw, vacant land. The site has enhanced suitability for residential development through annexation into City limits and inclusion in the Crane Crossing Specific Plan.	 
43	063-012-042	8030 Crane Rd.	Single family home with excess land.	The 2.61 acre parcel is partially occupied by a single-family home an fenced yard on approximately 0.5 acres. The site is slated for development in the Crane Crossing Specific Plan, and listed for sale as of August 2026.	

*Sites within the Crane Crossing Specific Plan used in the 5th Cycle Housing Element.

~~3.3.3 RELIGIOUS INSTITUTION SITES~~

~~Sites 44-53 are religious institutions parcels that have realistic development potential and are suitable to count towards the City's lower income RHNA due to the passage of Senate Bill 4 (SB 4). SB 4, also known as the Affordable Housing on Faith and Higher Education Lands Act of 2023, introduces streamlined approval processes for housing development projects on lands owned by religious institutions or higher education institutions. The bill establishes specific criteria and requirements allowing for the development of housing units for lower-income households, as defined by Section 50079.5 of the Health and Safety Code. Up to 20 percent of the total units in the development may be for moderate-income households, as defined in Section 50053 of the Health and Safety Code. Additionally, SB 4 stipulates that the development project shall be allowed by right at a density deemed appropriate to accommodate housing for lower income households identified in subparagraph (B) of paragraph (3) of subdivision (c) of Section 65583.2 and a height of one story above the maximum height otherwise applicable to the parcel. If greater residential density or building heights are allowed on an adjacent parcel, the greater density or building height shall apply.~~

~~Government Code section 65583.2, subdivision (c)(3)(B), allows local governments to utilize "default" density standards that are "deemed appropriate to accommodate housing for lower income households." In Oakdale, the default density is 20 dwelling units per acre. Additionally, SB 4 projects are eligible for a density bonus, incentives, concessions, waivers or reductions of development standards and parking ratios, pursuant to Section 65915. Although Sites 43-52 are non-vacant, the realistic development capacity was calculated using only vacant portions of the properties at the default density (developable acreage rather than the full parcel).~~

~~Generally, the religious institution sites included in the Sites Inventory have large parking lots that are severely underutilized. The parking lots are sporadically used for short periods of time throughout the week. Inventoried sites generally include large, vacant portions of parcels suitable for development that may accommodate new housing without eliminating existing parking.~~

~~To facilitate development opportunities, the City will conduct outreach to faith-based organizations throughout the planning period, as detailed in Program 4-1. Such outreach may include site planning strategies to best utilize parcels and ensure effective coexistence of existing and planned land uses. The program also includes rezoning to add the Religious Institution Overlay Zone and support development of the parcels included within the City's Site Inventory. The Overlay Zone is intended to meet default densities, by-right requirements for Lower-Income Sites, and statutory consistency with the streamlining provisions of Senate Bill 4.~~

~~**Figure 6**~~
~~**Religious Institution Site, 1480 Poplar Street**~~



~~**Figure 7**~~
~~**Religious Institution Site, 33 North Lee Avenue**~~



Table 13
Religious Institution Sites

Site No.	APN	Site Address	Zone	General Plan	Acreage	Realistic Capacity	Affordability Level
45	063-010-037	1700 W. F St.	C-1	Neighborhood Commercial	1.68	27	Lower Income
46	063-035-015	33 N. Lee Ave.	R-1	Low Density Residential	1.96	31	Lower Income
47	063-008-007	1480 Poplar St.	R-1	Low Density Residential	1.92	31	Lower Income
48	130-025-001	1225 Olive St.	R-1	Low Density Residential	3.81	61	Lower Income
49	064-009-022	1111 E. A St.	R-1	Low Density Residential	2.03	32	Lower Income
50	064-047-039	1351 E. G St.	R-3	High Density Residential	1.6	26	Lower Income
-	-	-	Total Units		-		208

3.3.43.3.3 SITES SUITABILITY ANALYSIS

The identified sites have realistic development potential and are suitable to count towards the City's RHNA. The City can accommodate only a small percentage of its lower-income RHNA with pipeline projects and ADU projections. Pending projects with identified lower-income capacity are likely to develop during the planning period, as discussed in Section 3.2.2. Fourteen (14) ADUs are assumed to be affordable to lower-income households and seven (7) affordable to moderate-income households based on the affordability analysis outlined in Section 3.2.1. The remaining RHNA is accommodated through vacant and non-vacant sites.

All identified sites have adequate infrastructure access. Sites that have been used in previous planning periods to accommodate lower income RHNA are subject to a program to allow by-right development at a minimum of 20 units per acre if 20% of the site's units are affordable (Program 2-1: Maintain Viable Sites). Vacant sites, pipeline projects, and ADU projects are anticipated to accommodate all of the City's lower income RHNA, with a buffer of 31% accommodated by a combination of non-vacant sites and religious institution sites deemed suitable for the development of both lower- and moderate-income housing following the legislative advancement of Senate Bill 4, bolstered by the programs described in Section 2.

The Department of Housing and Community Development has determined that parcels intended for building units aimed at lower-income households should range between 0.5-acre and 10 acres. Parcels smaller than 0.5-acre, even if zoned for high densities, might not facilitate the necessary scale of development crucial for accessing competitive funding resources that support affordable housing projects. Conversely, financing lower-income housing developments might be challenging for projects on parcels exceeding

10 acres. The sites identified in the Sites Inventory that accommodate the City's lower-income RHNA are larger than 0.5-acre and smaller than 10 acres with only 2 exceptions.

A selection of sites included in the Sites Inventory allow for non-residential uses. Development trends indicate that commercial parcels have an 80% likelihood of residential development based on the planning efforts conducted in Specific Plan processes to support redevelopment of underutilized parcels. Generally, non-vacant sites included in the sites inventory are undeveloped portions of otherwise developed parcels, are parcels where existing uses underutilize the parcel, have existing uses that are substantially underutilized, or are underutilized parcels that are planned for redevelopment through a Specific Plan, as identified in Table 11. Given that non-vacant sites included in the sites inventory are undeveloped portions of parcels, underutilized parcels, have existing uses that are underutilized, or are planned for redevelopment these sites are suitable for housing development during the planning cycle. Reduced demand for commercial real estate is roughly consistent with statewide trends, and the Housing Element policies and programs encourage converting existing uses from non-residential to residential and mixed-use. The City does not have a known track record of redevelopment of commercial sites, and may further leverage recent State law (AB 507 of 2025) to incentivize and accelerate the adaptive reuse of underutilized properties.

Parcels with existing uses are considered more viable for redevelopment when given the presence of key factors. The analysis in Table 12 (Non-Vacant Sites with Existing Uses) summarizes the following factors:

1. **Surface Parking**. Large surface parking lots have potential for redevelopment, as this land use lacks existing, occupied structures to impede redevelopment in the near term.

2. **Vacant Buildings**. Vacant buildings have potential for redevelopment as these properties are often underutilized with no existing leases.

3. **Age and Condition of Structures**. The age of a structure is useful in demonstrating that a site has a higher likelihood of redevelopment. Older structures are often also in poor condition.

4. **Building Intensity**. Nonvacant parcels with existing single-story buildings and low lot coverage offer significant potential for redevelopment to maximize utilization of the sites.

Table 14 shows the analysis of nonvacant sites based on these criteria. Existing uses on these sites would not impede redevelopment. All nonvacant sites are located in areas with access to utilities, and most are located within Specific Plan areas extensively studied and incentivized for infill redevelopment. Given the characteristics of these nonvacant sites, the City does not anticipate existing uses to impede residential development.

~~3.3.5~~3.3.4 REALISTIC CAPACITY ANALYSIS

Government Code Section 65583.2(c) requires, as part of the analysis of viable sites, that the projected residential development capacity of the sites identified be calculated to demonstrate that the sites can realistically be achieved. Where appropriate, minimum densities were utilized to determine realistic capacity of sites. The Sites Inventory includes parcels in four zoning districts that allow a variety of residential uses at the following density standards:

- The Low Density Residential District (R-1): maximum of 10 units per acre.
- The Medium Density Residential District (R-2): maximum of 14 units per acre.
- The High Density Residential District (R-3): maximum of 28 units per acre.
- The General Commercial District (C-2): maximum of 28 units per acre.

A portion of inventoried sites are located in "flex" zones, with split zoning saddling commercial and residential with maximized flexibility for developers. Flex zones are included within the East F Street Specific Plan Area and the Crane Creek Specific Plan Area. Flex zones offer by-right approval processes for single-family and multifamily residential development. The City has a demonstrated track record of approving such single-family projects, and Program 2-1 is included to incentivize multifamily development in flex zones. Flex-zoned sites are often a combination of General Commercial (28 u/a) and Medium Density Residential (14 u/a). With a 50% likelihood assumed for inventoried land in commercial zones, these sites can generally accommodate medium density and are slated for moderate income and above moderate income RHNA.

The City applies a 50% realistic capacity factor to sites in commercial zones, including the C-2 (General Commercial) and Mixed Use / Specific Plan (MU/SP) zoning designation within the Crane Crossing Specific Plan Area. All commercial sites accommodating the City's lower-income RHNA are vacant, apart from two sites. Site #19 was previously rezoned to allow multifamily residential development by-right, and Site #43 is a MU/SP site with over 80% vacant land. The 50% factor is applied to the maximum allowable density, with the understanding that non-residential uses may limit the maximum residential development potential. With the recognition that multifamily development has been previously limited in these commercial and mixed-use zones, the City has applied a restrained capacity factor under the following considerations:

- **Market Support**: The Sites Inventory includes vacant commercial sites actively listed for sale located along primary corridors. Recent development proposals highlight market interest and the viability of housing development on Oakdale's commercial corridors. In December 2025, the City received an application for a 16-unit apartment complex on a non-vacant C-2 site located at 732 North Yosemite Avenue and included in the Sites Inventory as a pipeline project.

- **Density Exceeding Default**: The C-2 and MU/SP zones allow 28 dwelling units per acre, exceeding the 20 units per acre default density established for suburban jurisdictions under Government Code Section 65583.2(c)(3). The higher densities incentivize multifamily residential development, including deed-restricted housing affordable to lower-income households. A development at 50% capacity, or 14 dwelling units per acre, would still support a multifamily or mixed-use development

of at least 16 units on all inventoried commercial sites accommodating the City's lower-income RHNA.

- **Removal of Constraints to Development**. The City's historic lack of development on commercial and mixed-use sites can be at least partially attributed to constraints to development in the City's Zoning Code. Program 3-1 (Removal of Constraints) contains specific commitments to facilitate housing development in commercial zones, including removal of the City's existing 5-unit cap on residential development in the C-2 zone and the elimination of Conditional Use Permit (CUP) requirements for housing development.

- **Maintaining Viable Sites**. If the City's inventoried sites develop with non-residential uses, or at different densities or affordability levels than assumed within the Housing Element, alternative sites will be selected to accommodate the City's RHNA at all income levels throughout the planning period. Under Program 2-1(H), the City is committed to evaluating RHNA progress at the midpoint of the Housing Element cycle and implementing alternative actions as necessary. This action ensures that commercial and mixed-use sites are evaluated to maintain a valid inventory and ensure no net less of housing capacity.

The following Table 14 identifies the acreage of vacant land, land developed with parking, and land developed with structures for each nonvacant site included in the sites inventory. Non-vacant sites within the inventory contain existing development but are considered appropriate for additional residential development or redevelopment during the planning period. Sites were evaluated to determine whether they possess realistic development potential despite the presence of existing improvements.

The capacity assigned to each non-vacant site reflects only the usable portion of the parcel that is available for residential development. Site yield assumptions exclude constrained areas, irregular lot configurations, access limitations, required setbacks, and portions of parcels occupied by permanent improvements unlikely to be removed. In most cases, the existing structures occupy a limited share of the parcel area (typically less than 15 percent of the total lot area) leaving substantial underutilized land capable of accommodating additional housing units.

Many of the identified sites are characterized by low-intensity or aging development patterns, including surface parking areas, storage yards, vacant accessory structures, or older structures with limited site coverage. These conditions indicate a strong potential for infill development, adaptive reuse, intensification, or mixed-use redevelopment. Parcels are also located within established urbanized areas where infrastructure, roadway access, transit availability, and public services are already present, reducing barriers to residential development.

Table 13
Usability of Nonvacant Sites

Site No.	APN	Acres	Vacant (%)	Parking (%)	Structures (%)	Surface Parking	Vacant Buildings	Condition of Structures	Low Building Intensity
19~~18~~	064-043-027	1.96	87%	13%	0%	Yes	No	N/A	Yes
20~~19~~	063-009-025	3.92	34%	51%	15%	Yes	No	No	Yes
21~~20~~	064-055-008	5.26	44%	35%	21%	Yes	No	No	Yes
22~~21~~	064-019-020	1.05	31%	56%	13%	Yes	No	No	Yes
23~~22~~	064-019-019	1.02	76%	12%	12%	Yes	No	No	Yes
24~~23~~	064-019-018	1.03	22%	66%	12%	Yes	No	No	Yes
25~~24~~	064-019-017	0.96	2%	43%	55%	Yes	No	No	No
26~~25~~	064-019-016	0.97	84%	6%	10%	Yes	No	No	Yes
27~~26~~	064-019-015	0.73	69%	20%	11%	Yes	No	No	Yes
28~~27~~	064-019-013	1.06	67%	25%	8%	Yes	No	No	Yes
29~~28~~	064-019-012	2	83%	10%	7%	Yes	No	No	Yes
30~~29~~	064-019-004	3.9	88%	7%	5%	Yes	No	No	Yes
~~30~~	~~063-012-020~~	~~0.86~~	~~85%~~	~~0%~~	~~15%~~	~~No~~	~~No~~	~~No~~	~~Yes~~
31	063-012-019	0.69	73%	0%	27%	No	No	No	Yes
32	063-012-018	0.69	78%	0%	22%	No	No	No	Yes
33	063-012-017	0.68	87%	0%	13%	No	No	No	Yes
~~34~~	~~063-012-016~~	~~0.91~~	~~46%~~	~~21%~~	~~34%~~	~~Yes~~	~~No~~	~~No~~	~~Yes~~
~~35~~	~~063-012-015~~	~~0.87~~	~~71%~~	~~7%~~	~~22%~~	~~Yes~~	~~No~~	~~No~~	~~Yes~~
34~~36~~	063-012-014	0.52	95%	0%	5%	No	No	No	Yes
35~~37~~	063-012-027	0.9	92%	0%	8%	No	No	No	Yes
36~~38~~	063-012-049	0.58	90%	0%	10%	No	No	No	Yes
37~~39~~	063-012-050	0.6	100%	0%	0%	No	No	N/A	Yes
38~~40~~	063-012-029	0.56	90%	0%	10%	No	No	No	Yes
39~~41~~	063-012-030	0.56	54%	30%	16%	Yes	No	No	Yes
40~~42~~	063-012-031	0.42	0%	85%	15%	Yes	Yes	No	No
41~~43~~	063-012-032	0.6	83%	0%	17%	Yes	No	No	Yes
42~~44~~	062-004-008	23.53	97%	0%	3%	No	No	Yes	Yes
43	063-012-042	2.61	85%	1%	4%	No	No	No	Yes

~~The following Table 15 identifies the acreage of vacant land, land developed with parking, and land developed with structures for religious institution sites included in the sites inventory.~~

Table 15
Usability of Religious Institution Sites

Site No.	APN	Total Acres	Vacant Acres	Percent Vacant	Parking Acreage	Percent Parking	Structures (ac.)	Structures (%)	Surface Parking	Vacant Buildings	Condition of Structures	Low Building Intensity
45	063-010-037	4	1.68	42%	0.92	23%	1.4	35%	Yes	No	No	Yes
46	063-035-015	2.68	1.96	73%	0.54	20%	0.19	7%	Yes	No	No	Yes
47	063-008-007	3.86	1.92	50%	0.81	21%	1.12	29%	Yes	No	No	Yes
48	130-025-001	3.19	3.81	35%	2	45%	0.36	20%	Yes	No	No	Yes
49	064-009-022	3.57	2.03	57%	1.1	30%	0.46	13%	Yes	No	No	Yes

~~Additionally, as described in Section 3.3.3, the realistic capacity for the nonvacant religious institution sites was calculated using only vacant and underutilized portions of the properties at default density of 20 dwelling units per acre.~~

Table 14
RHNA and Adequate Sites

	Lower Income	Moderate Income	Above Moderate Income	Total
RHNA Allocation	700	294	671	1665
Pipeline Projects	0	0	491	491
ADU Projections	14	7	3	24
Vacant Sites	~~590~~643	~~140~~132	16	~~1069~~791
Non-Vacant Sites	~~82~~51	~~15~~168	~~376~~368	~~616~~587
~~Religious Institution Sites~~	~~208~~	~~0~~	~~0~~	~~208~~
Total Units in Sites Inventory	~~939~~708	~~299~~307	~~847~~878	~~2408~~1893
RHNA Surplus	(~~239~~8)	(~~5~~13)	(~~176~~207)	(~~743~~228)

3.4 PROGRAMS TO ENSURE ADEQUATE SITES

3.4.1 SUMMARY OF PROGRAMS TO ENSURE ADEQUATE SITES

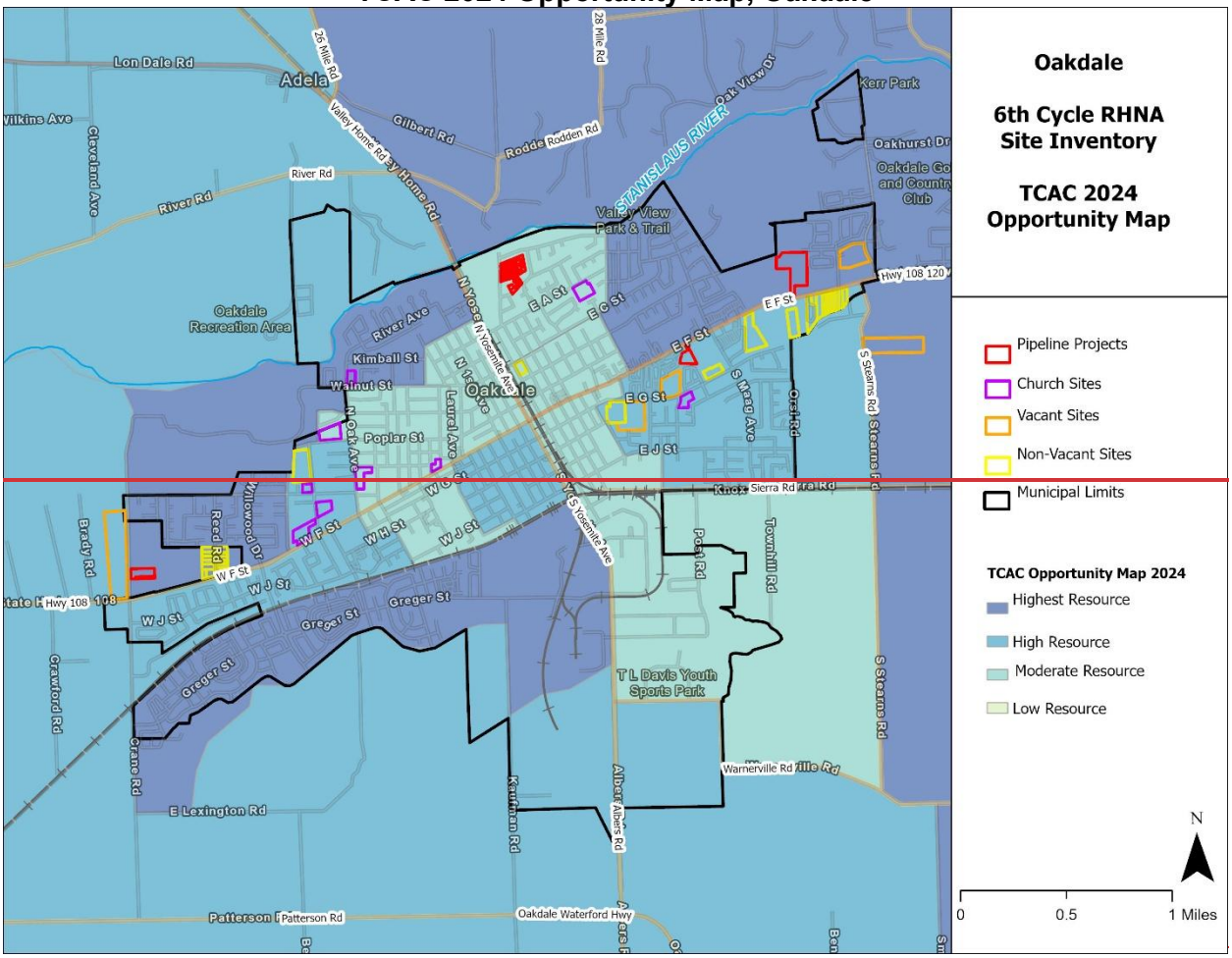
- Program 1-2: Maintain Housing Capacity
- Program 1-3: Housing Rehabilitation
- Program 1-5: Conservation of Affordable Units & Mobile Homes
- Program 2-1: Maintain Viable Sites
- Program 2-2: Large Site Development
- Program 2-3: Accessory Dwelling Units (ADUs)
- Program 2-4: Funding and Incentives for Affordable and Special Needs Housing
- Program 3-1: Removal of Constraints
- Program 3-2: Transparent Development Application Information and Standards
- Program 3-4: Parking Reductions for Eligible Projects
- Program 4-1: Housing Outreach and Stakeholder Engagement
- Program 4-3: Removal of Impediments to Fair Housing

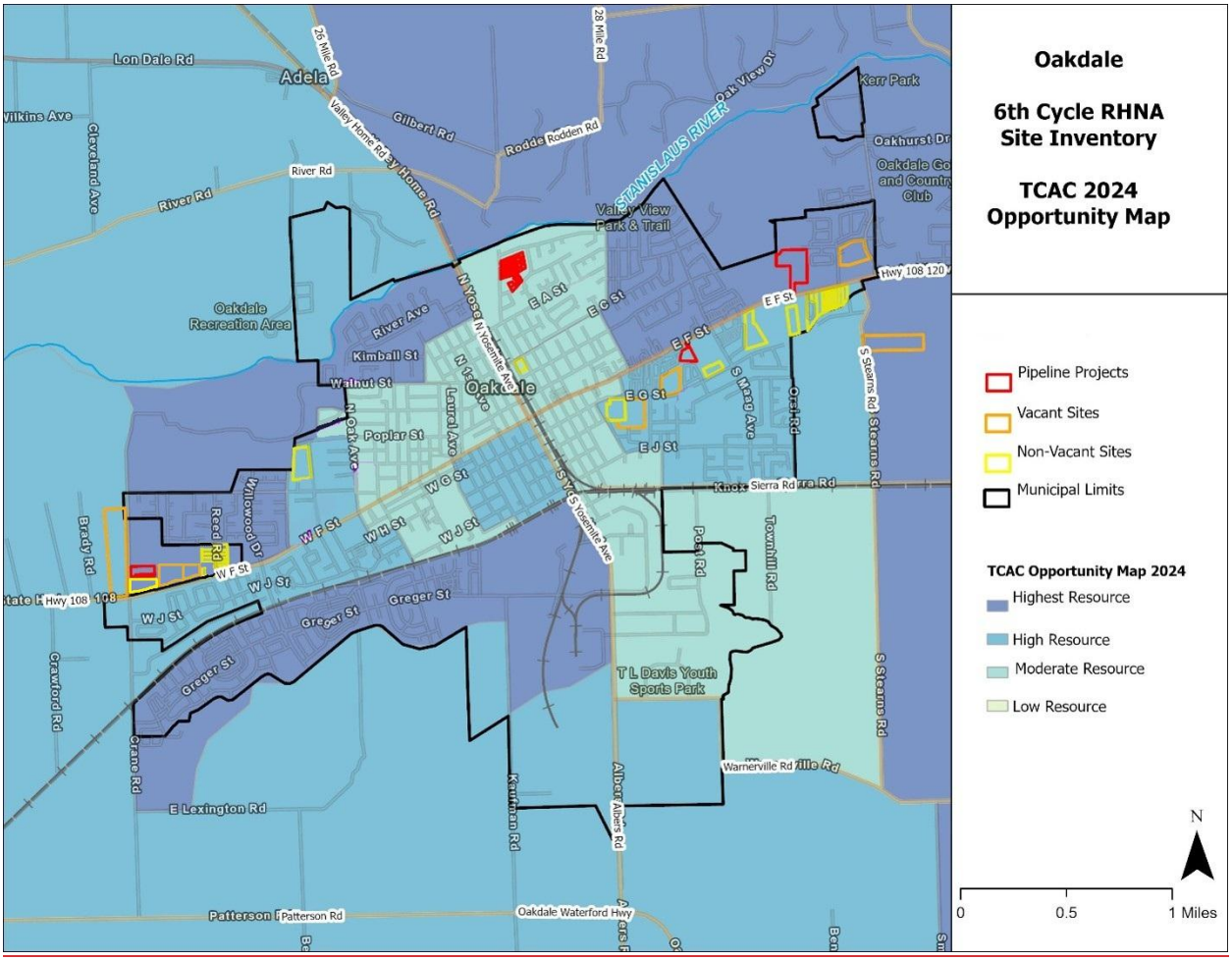
3.5 FAIR HOUSING CONSIDERATIONS

3.5.1 RELATIONSHIP OF SITES TO FAIR HOUSING ANALYSIS

Housing sites identified to meet Oakdale's RHNA are distributed throughout the community in a manner that affirmatively furthers fair housing. A full analysis of inventory sites compared to components of the Fair Housing Assessment is included in Section 5.

Figure 6
TCAC 2024 Opportunity Map, Oakdale





3.5.2 IMPROVED AND EXACERBATED CONDITIONS

The identified housing sites are spread throughout the City and sites with capacity for lower-income housing are not concentrated in areas with a high concentration of existing affordable housing. Oakdale's sites are primarily located within High and Highest Resource Areas, higher than the most neighboring jurisdictions in Stanislaus and San Joaquin Counties.

Fair housing conditions are not exacerbated by the housing development anticipated within the 6th Cycle Housing Element planning period. While pipeline projects are generally Above-Moderate Income developments located in High and Highest Resource Areas, the selected vacant and non-vacant sites included in the inventory balance the remaining distribution of RHNA throughout the City's neighborhoods and resource areas to affirmatively further fair housing. Place-based strategies are included in the Housing Strategy to support the integrated development of housing at all income levels.

Table 15
RHNA Accommodation by TCAC Area

	Low Resource Area	Moderate Resource Area	High Resource Area	Highest Resource Area
Lower Income Capacity	0	~~124~~0	~~526~~408	~~230~~530
Moderate Income Capacity	0	12	~~190~~146	~~15~~140
Above Moderate Income Capacity	0	~~37~~0	~~401~~164	~~378~~228

3.6 INFRASTRUCTURE CONSIDERATIONS

The availability of infrastructure including improvements or extensions to developing areas of the City is necessary prior to development. For certain locations this can limit the development potential of certain properties until adequate services are available. Other projects may have problems with providing necessary infrastructure in areas that are not adjacent to existing development. In order to ensure that public facilities continue to provide adequate services for Oakdale residents, sewer system and water system master plans have been prepared for a twenty-year planning period.

3.6.1 WATER

The City meets all of its water demands including its potable water through groundwater. The current major surface water source in the vicinity of the City of Oakdale is the Stanislaus River. The City owns and operates nine water production wells. Oakdale's well capacity is sufficient to meet future water demands through the year 2025. The City's UWMP identifies a total water supply 10,650 AFY, which would be sufficient to meet the buildout of the 2030 General Plan. It is anticipated that the planned growth would result in a total demand of 9,240 AFY through 2030, or approximately 4,500 AFY over current water demand levels. These volumes are within the identified total water supply available through 2030 of 10,650 AFY. The City has an adequate water supply to serve development in the City's SOI and GPA.

According to the Municipal Service Review (MSR) the City of Oakdale is improving and upgrading the City's existing water system infrastructure to serve future buildout. These efforts include updating the City's water master plan, along with water meter upgrades across Oakdale, and the addition of water storage capacity through the building of the Valley View Tank. Also, the City established a new groundwater well, well 10, and refurbished well 6 by installing an automatic generator well. Along C Street, the City seeks to complete a multi-phased upgrade of a water main and overlay to offer more adequate water service for domestic and industrial uses.

Across Oakdale, all new development would be required to provide adequate water supply and infrastructure. All future development would be required to fund and install the infrastructure necessary. Infrastructure plans are required for all new developments with specific line sizes and demand calculations generated based on the specific development proposals to ensure future developments are adequately served and supplied with water.

3.6.2 SEWER / WASTEWATER COLLECTION AND TREATMENT

The City of Oakdale wastewater system provides wastewater services within the City limits of Oakdale and incorporated portions of Oakdale's SOI is served by private septic systems and leach fields. As wastewater service from the City is expanded to areas that are annexed into the City and improvements are completed, those properties are required to connect to the City wastewater collection system.

In addition, the City is in the process of upgrading its wastewater treatment plant to provide tertiary filtration followed by ultra-violet light disinfection. Once in operation, the plant will be capable of producing treated effluent that meets "Disinfected Tertiary" standards as defined by Title 22; thus, the treated effluent would provide the City with approximately 1,950 to 3,760 AFY of recycled water, based on the 2005 and buildout population projections discussed in the UWMP. This water could be used for agricultural irrigation located outside of the City's service area. While this volume of water is expected to also contribute to recharge of the aquifers surrounding and within the City, the Draft EIR indicates that recycled water is not anticipated to be utilized within the planning horizon considered for the proposed SOI. Therefore, this use would not offset the City's current or future potable water demands.

3.6.3 STORM DRAINAGE

The City of Oakdale maintains its storm drainage system in accordance with State and Federal law. With full 100-year storm tailwater control, the City's system is sufficient to ensure that water quality remains acceptable during collection and transfer. The City does not conduct any specific or routine monitoring of storm water quality. However, the City staffs an active field crew that responds to reports of dumping, reducing the amount of pollution that flows into the stormwater system. New development associated with the build out of the 2030 General Plan would require new and expanded stormwater infrastructure. Through the entitlement process, all new development is required to construct, dedicate and/or pay its fair share.

3.6.4 OTHER UTILITIES

Gilton Solid Waste Management contracts with the City of Oakdale to provide garbage service which includes the curbside collection of recyclables and compostable waste.

Pacific Gas & Electric (PG&E) provides power to residential and commercial customers in Oakdale.

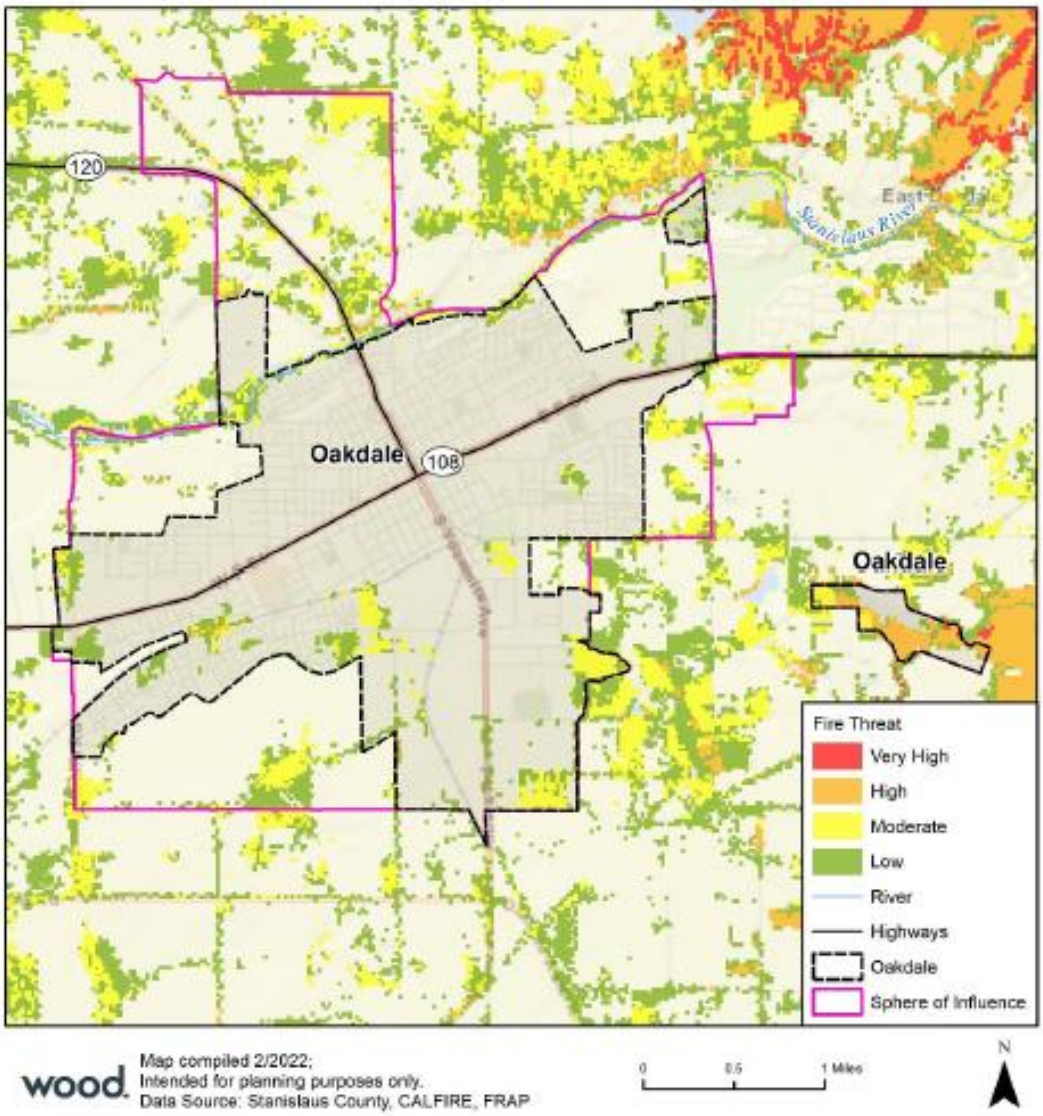
3.7 ENVIRONMENTAL CONSIDERATIONS

The following section evaluates environmental conditions in the City of Oakdale that could act as barriers to development. None of the environmental conditions evaluated preclude development. Identified sites within the Housing Element Sites Inventory are within contiguous city limits and have access to existing City infrastructure. None of the identified sites are under any known Williamson Act contracts. There are no superfund sites within Oakdale that could pose a potential contamination risk to any of the identified sites. The Oakdale Municipal Airport is located approximately one mile southeast of the contiguous City limits and does not pose a potential environmental constraint on identified sites. Identified sites have ample access, and none are landlocked or unusually shaped. Identified sites do not have any known easements that would potentially restrict access or pose other environmental constraints.

3.7.1 FIRE

Oakdale has a low to moderate susceptibility to wildfire. Figure 2 shows the results of the critical facility analysis by fire threat area. None of the City's critical facilities is located within Very High or High or Moderate Wildfire Threat areas, and only three critical facilities are within low wildfire threat areas.

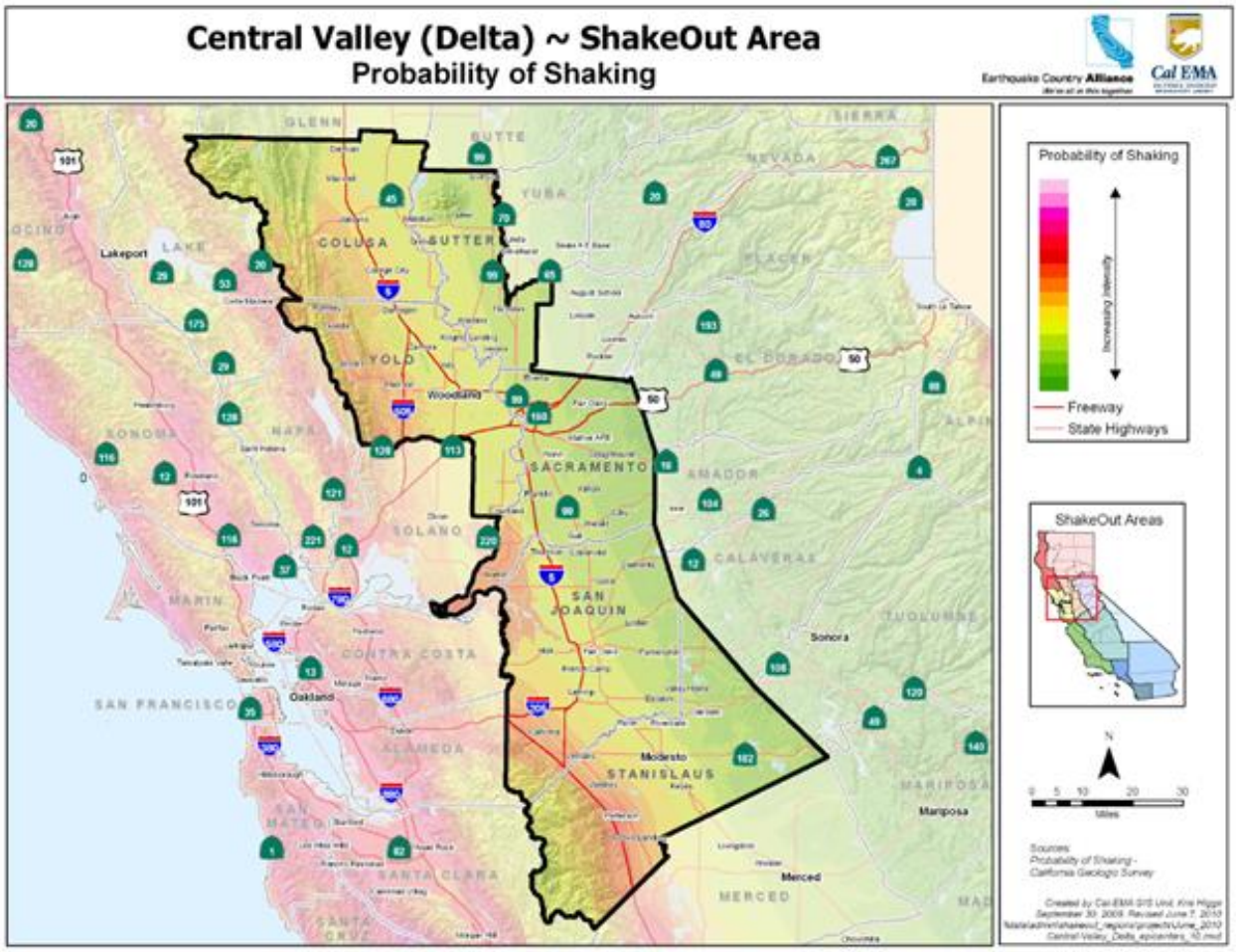
Figure 7
Fire Threat in Oakdale



3.7.2 EARTHQUAKE

Oakdale is located within the Central Valley and the San Joaquin fault zone is the closest to the City. The fault is made up of numerous buried faults extending along the western margin of the Great Valley. As is common throughout the State of California, Oakdale has a high earthquake risk. According to the USGS database, there is a 66% chance of a major earthquake within 50km of Oakdale within the next 50 years.

Figure 8
Earthquake Shaking Probability Map



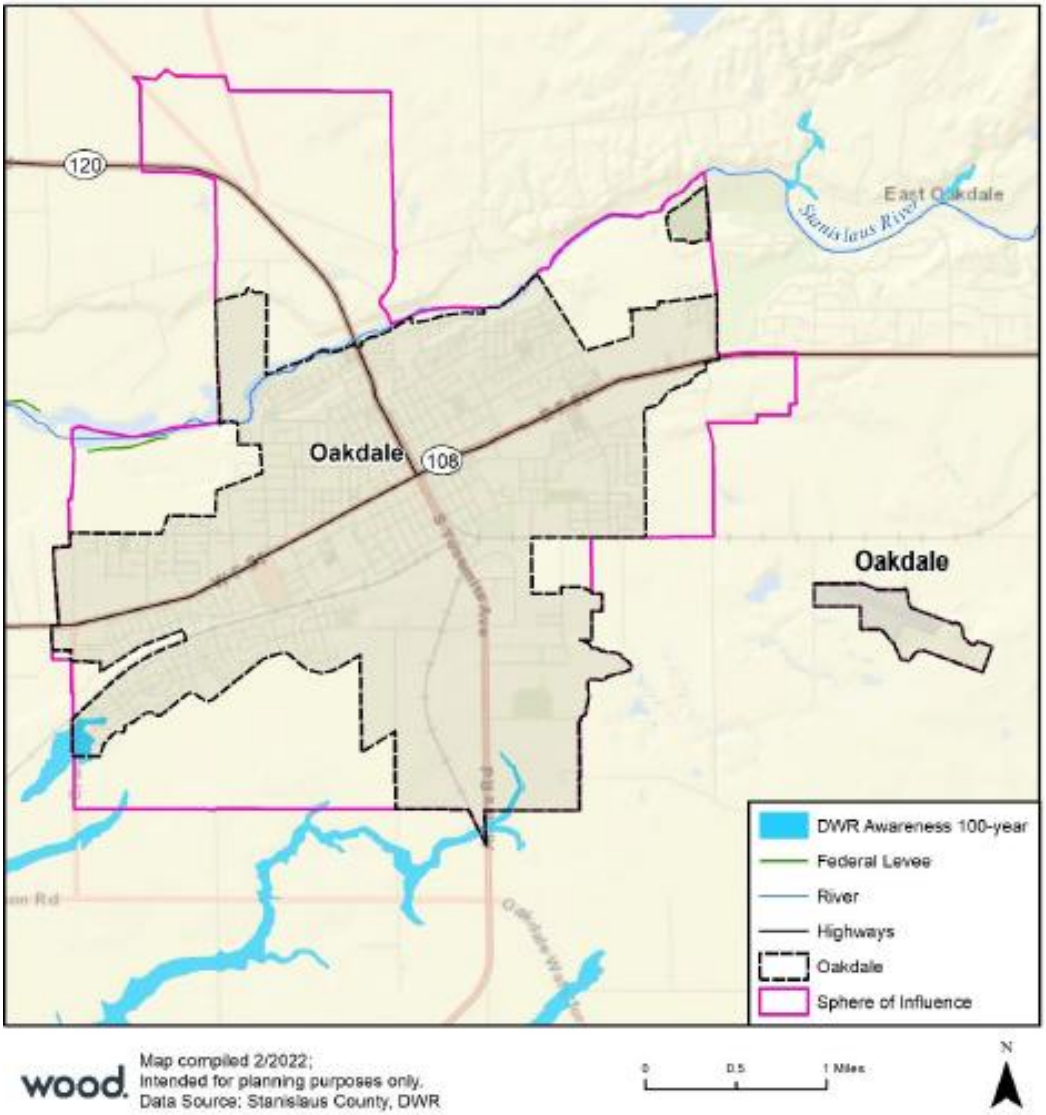
Source: University of Southern California (USC), *The Great California Shakeout*

3.7.3 FLOOD

The greatest external risk to flooding is the Stanislaus River but the topography of the City, situated above the river on its northern edge, benefits the City and decreases major flooding problems. According to FEMA flood maps, minimal southwesterly portions the City are situated in the 100-year flood zone. Oakdale has a moderate flooding risk over the next 30 years. This is based on the level of risk the properties face rather than the proportion of properties with risk.

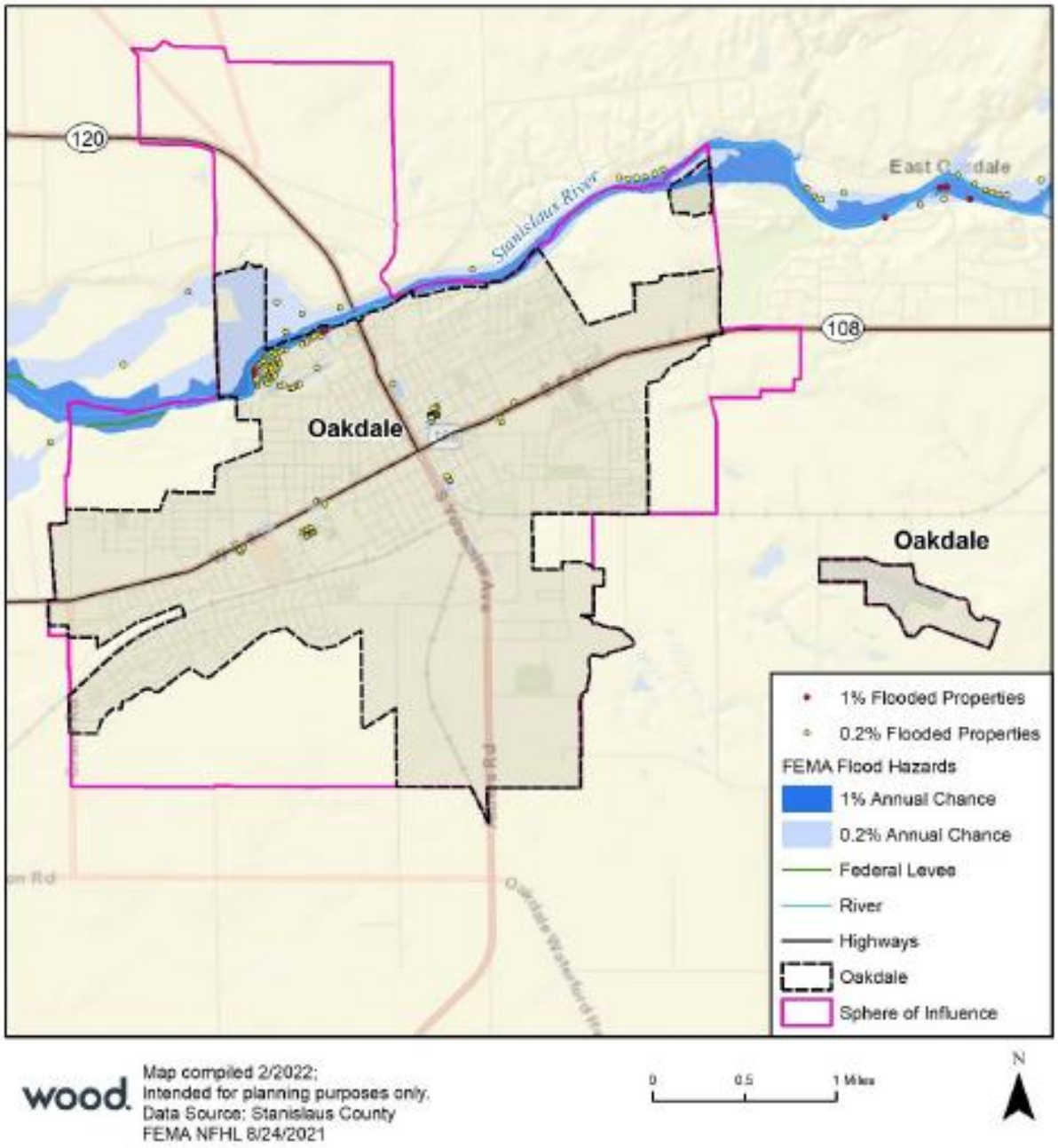
Development consistent with the City's Building Code and adopted Storm Drain Master Plan will minimize risks associated with geological and flooding hazards and allow development of property consistent with uses and densities allowed in the Zoning Code.

Figure 9
Flood Hazards in Oakdale



Critical facilities are those community components that are most needed to withstand the impacts of disaster as previously described. The figure below shows the geographic relationship between the City's critical facilities and the FEMA 1% and 0.2% annual chance floodplains in the vicinity. None of the City's critical facilities are located directly in FEMA 1% annual chance floodplains. Only one critical facility, an assisted living facility, is located in FEMA 0.2% annual chance floodplains. Moreover, a few facilities in the northern part of the City are located near FEMA floodplains.

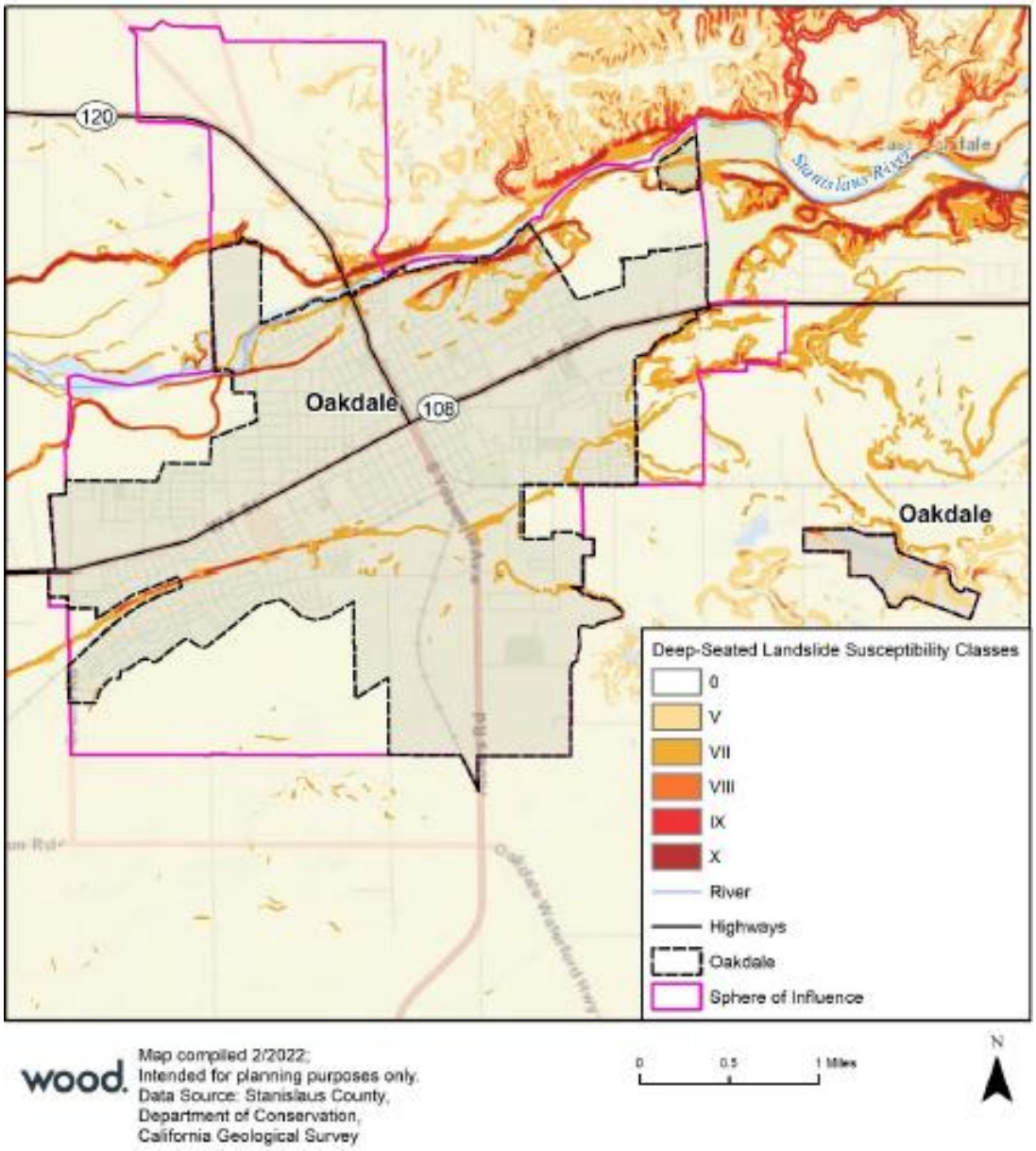
Figure 10
Critical Facilities and Flooding Hazards, Oakdale



3.7.4 LANDSLIDES

Most of the City is not susceptible to deep-seated landslide hazards, although a few long and narrow segments located in the northern and south-to-central portions of the City possess some susceptibility. Areas that possess deep-seated landslide susceptibility also exist along Stanislaus River, which are to the northeast of the City, but not within the City limits or SOI. However, landslide hazard is overall rated as low for the City and is not a priority hazard.

Figure 11
Landslide Susceptibility, Greater Oakdale



3.8 CONCLUSION

Section 3 concludes the policy document of the Housing Element. The core of the Housing Element includes Section 1 (Introduction), Section 2 (Housing Strategy), and Section 3 (Housing Sites).

The supplemental sections of the Housing Element address technical research requirements to support the Housing Element policy document:

- Section 4 (Technical Background Report) analyzes Housing Needs, Resources, and Constraints.
- Section 5 (Fair Housing Assessment) analyzes fair housing conditions and Affirmatively Furthering Fair Housing (AFFH).
- Appendices provide background context on sites, community engagement, and program implementation.

The City of Oakdale is well positioned to successfully implement the policies, programs, and actions of this Housing Element. The 2023 Housing Element serves the housing needs of the next eight years for current and future residents and fulfills the statutory requirements of the State of California.

The Housing Element demonstrates that the City has the housing sites and planned projects needed to address and surpass its Regional Housing Needs Allocation.

Moreover, the selected sites are integrated throughout the City in consideration of existing and enhanced fair housing requirements. Programs have been identified to mitigate constraints to the production of housing, and to ensure that Oakdale can continue to be an affordable and vibrant community for a wide variety of residents in the years to come.