

## 4.11 POPULATION AND HOUSING

### 4.11.1 INTRODUCTION

This section evaluates the potential population and housing impacts of the project: regional population and related employment trends, and regional housing supplies.

### 4.11.2 ENVIRONMENTAL SETTING

The project site is located in central San Joaquin County and is currently occupied by the Karl Holton Youth Correctional Facility, which is part of the Northern California Youth Correctional Center (NCYCC). NCYCC employees include primarily correctional officers, and also administrators and other professionals. Analysis of the existing distribution of NCYCC employees and their families indicates that most reside in nearby communities such as Stockton, Elk Grove, and Sacramento, which each house at least 5% of the NCYCC employees. Based on zip code data that identify the residential communities where NCYCC employees reside, the bulk (i.e., 40%) of NCYCC employees and their families reside in the city of Stockton (CDCR 2008a).

The proposed project would employ correctional officers, medical professionals, and administrators. The total number of employees would range between 2,400 and 3,000 people. For purposes of this analysis, the maximum number of potential employees was evaluated (3,000 employees). No data are available to suggest a different residential distribution pattern between medical professionals and other employees, except that they may be in a higher income range, providing more housing choices. Based on the existing employee distribution, and because no better data exist to suggest that the different mix of employees would result in a different distribution pattern, the cities of Stockton, Elk Grove, Sacramento, Lodi, Modesto, and Manteca constitute the study area for the population, employment, and housing analysis provided below.

## POPULATION

### Regional Population

NCYCC employees live primarily in communities throughout the Central Valley, with the majority in San Joaquin and Sacramento counties. Table 4.11-1 presents the geographic distribution of existing NCYCC employees and the population estimates for cities that support NCYCC residents.

<b>Table 4.11-1 Geographic Distribution of Current Northern California Youth Correctional Center Employees</b>		
<b>City (County)</b>	<b>2008 Population</b>	<b>Number and (Percent) of Employees Residing in the City</b>
Elk Grove (Sacramento)	139,542	86 (8.4)
Lodi (San Joaquin)	63,362	62 (6.0)
Sacramento (Sacramento)	475,743	99 (9.6)
Stockton (San Joaquin)	289,927	409 (39.7)
Manteca (San Joaquin)	66,451	32 (3.1)
Modesto (Stanislaus)	209,936	48 (4.7)
Other	Not applicable	293 (28.5)
<b>Total</b>		<b>1,029 (100)</b>
Sources: CDCR 2008a, DOF 2008		

The U.S. Census Bureau estimates that the population in Stockton was 284,418 persons in 2006 (U.S. Census Bureau 2008). The San Joaquin Council of Governments (SJCOG) projects that Stockton's population will be 438,770 by the year 2030, representing an annual growth rate of approximately 1.8% and approximately 150,000 more people than today. San Joaquin County's population was estimated at 673,170 in 2006 (U.S. Census Bureau 2008). By the year 2030, the total population in San Joaquin County is projected to exceed 1.1 million persons, a growth rate of approximately 2.1% between 2006 and 2030 and an addition of more than 425,000 people. Sacramento County had a 2006 population of 1,374,724 (U.S. Census Bureau 2008), and is expected to grow to a population more than 1.8 million persons by 2030 (DOF 2008), an addition nearly 430,000 people. Between San Joaquin and Sacramento Counties, population of the region is expected to grow by nearly 1 million people within the next 22 years.

The populations for the cities of Stockton, Elk Grove, Sacramento, Modesto, Manteca, and Lodi are briefly summarized below based on the most recent information from the California Department of Finance and SJCOG.

### **City of Stockton**

The population of Stockton increased from 243,771 persons in 2000 to 289,927 persons in 2008, an increase of approximately 19% (DOF 2008). Approximately 39.7% (409) of existing NCYCC employees reside in Stockton. Growing at an average annual rate of 2.2%, Stockton's population is projected to increase to 438,770 persons by the year 2030 (SJCOG 2004).

### **City of Elk Grove**

The population of Elk Grove increased from 75,637 persons in 2001 to 139,542 persons in 2008, an increase of approximately 84% (DOF 2008). Approximately 8.4% (86) of existing NCYCC employees reside in Elk Grove. Growing at an average annual rate of 9.1%, Elk Grove's population is projected to increase to nearly 170,000 persons by the year 2025 (City of Elk Grove Transit Services 2007:ES-1).

### **City of Sacramento**

The population of Sacramento increased from 407,018 persons in 2000 to 475,743 persons in 2008, an increase of approximately 17% (DOF 2008). This represents an annual growth rate of 2.0%. Approximately 9.6% (99) of existing NCYCC employees reside in Sacramento. The population of the city of Sacramento is projected to increase to 517,035 persons in 2020 (SACOG 2004).

### **City of Lodi**

The population of Lodi increased from 57,011 persons in 2000 to 63,362 persons in 2008, an increase of approximately 11% (DOF 2008). This represents an annual growth rate of 1.3%. Approximately 6.0% (62) of existing NCYCC employees reside in Lodi. The population of the city of Lodi is projected by SJCOG to increase to 81,717 persons in 2030 (SJCOG 2004).

### **City of Modesto**

The population of Modesto increased from 188,861 persons in 2000 to 209,936 persons in 2008, an increase of approximately 11% (DOF 2008). This represents an annual growth rate of 1.3%. Approximately 4.7% (48) of existing NCYCC employees reside in Modesto. The population of the city of Modesto is projected by the Stanislaus County Local Agency Formation Commission to increase to 439,750 persons in 2025 (Stanislaus County LAFCo 2007:113).

## **City of Manteca**

The population of Manteca increased from 49,255 persons in 2000 to 66,451 persons in 2008, an increase of approximately 35% (DOF 2008). This represents an annual growth rate of 3.8%. Approximately 3.1% (32) of existing NCYCC employees reside in Manteca. The population of the city of Manteca is projected by SJCOG to increase to 108,719 persons in 2030 (SJCOG 2004).

## **EMPLOYMENT**

At the time the notice of preparation for this project was released (June 2008), approximately 1,029 people were employed at NCYCC. These jobs are predominantly in the service industry. Although positions at NCYCC represent most trade services (i.e., locksmith, firefighter, plumber, landscaper), the majority of existing positions are correctional officers.

The employed civilian labor force, unemployment rates, and employment opportunities for the cities of Stockton, Elk Grove, Sacramento, Lodi, Modesto, and Manteca are briefly summarized below based on the most recent census information.

### **City of Stockton**

In 2006, Stockton's employed civilian labor force was approximately 118,011 persons, and the unemployment rate was 10.9% (U.S. Census Bureau 2008), which is a high unemployment level. Residents of Stockton are employed primarily in the following sectors: management and professional (27%); sales and office (26%); service (18%); production, transportation, and material moving (17%); construction, extraction, and maintenance (10%); and farming, fishing, and forestry (2%) (U.S. Census Bureau 2008). In 2006, 14,490 residents of Stockton were employed in health care and social assistance (U.S. Census Bureau 2008), which is approximately 12% of the civilian labor force.

### **City of Elk Grove**

Based on the 2006 American Community Survey (ACS) data for the city of Elk Grove (U.S. Census Bureau 2008), Elk Grove's employed civilian work force was approximately 70,343 persons, and the unemployment rate was 5.8% (U.S. Census Bureau 2008), which is a moderate unemployment level. Residents of Elk Grove are employed primarily in the following sectors: management and professional (45%); sales and office (28%); service (13%); production, transportation, and material moving (7%); and construction, extraction, and maintenance (7%) (U.S. Census Bureau 2008). In 2000 (the most recent data available), 3,303 residents of Elk Grove were employed in health care and social assistance (U.S. Census Bureau 2008), which is approximately 5% of the civilian work force.

### **City of Sacramento**

Based on the 2006 ACS data for the city of Sacramento (U.S. Census Bureau 2008), Sacramento's employed civilian work force was approximately 196,564 persons, and the unemployment rate was 8.6% (U.S. Census Bureau 2008), which is a moderately high unemployment level. Residents of Sacramento are employed primarily in the following sectors: management and professional (37%); sales and office (27%); service (18%); production, transportation, and material moving (9%); and construction, extraction, and maintenance (9%), with less than 1% of residents working in farming, fishing, and forestry (U.S. Census Bureau 2008). In 2006, 22,436 residents of Sacramento were employed in health care and social assistance (U.S. Census Bureau 2008), which is approximately 11% of the civilian work force.

## **City of Lodi**

Based on the most recent (2000) U.S. Census data for the city of Lodi (U.S. Census Bureau 2008, Lodi's employed civilian work force was approximately 24,177 persons, and the unemployment rate was 7.4% (U.S. Census Bureau 2008), which is a moderately high unemployment level. Residents of Lodi are employed primarily in the following sectors: management and professional (28%); sales and office (26%); production, transportation, and material moving (17%); service (15%); construction, extraction, and maintenance (11%); and farming, fishing, and forestry (4%) (U.S. Census Bureau 2008). In 2000, 2,525 residents of Lodi were employed in health care and social assistance (U.S. Census Bureau 2008), which is approximately 10% of the civilian labor force.

## **City of Modesto**

Based on the most recent U.S. Census data for the city of Modesto (U.S. Census Bureau 2006), Modesto's employed civilian work force was approximately 83,092 persons, and the unemployment rate was 9.1% (U.S. Census Bureau 2008), which is a high unemployment level. Residents of Modesto are employed primarily in the following sectors: management and professional (30%); sales and office (28%); service (17%); production, transportation, and material moving (16%); construction, extraction, and maintenance (9%); and farming, fishing, and forestry (1%) (U.S. Census Bureau 2008). In 2000, 9,380 residents of Modesto were employed in health care and social assistance (U.S. Census Bureau 2008), which is approximately 11% of the civilian work force.

## **City of Manteca**

Based on the most recent U.S. Census data for the city of Manteca (U.S. Census 2000), Manteca's employed civilian work force was approximately 20,561 persons, and the unemployment rate was 8.2% (U.S. Census Bureau 2008), which is a high unemployment level. Residents of Manteca are employed primarily in the following sectors: sales and office (29%); management and professional (25%); production, transportation, and material moving (18%); service (14%); construction, extraction, and maintenance (13%); and farming, fishing, and forestry (2%) (U.S. Census Bureau 2008). In 2000, 2,213 residents of Manteca were employed in health care and social assistance (U.S. Census Bureau 2008), which is approximately 11% of the civilian work force.

## **HOUSING**

The California Department of Housing and Community Development identifies a housing shortage in a community if there is a vacancy rate of less than 5%. Data on housing availability and vacancy rates (combined total for owner-occupied and renter-occupied housing units) for the cities of Stockton, Elk Grove, Sacramento, Lodi, Manteca, and Modesto are provided below. As shown, there is a general housing shortage for these cities; with the exception of Sacramento, each city has a vacancy rate below 5%. These data do not reflect the current phenomenon associated with the housing market. Many of the cities listed herein are experiencing a high number of foreclosures of owner-occupied housing. Although this does not necessarily reflect a greater percentage of "vacant" housing, it does suggest that housing availability may be greater than the data indicate.

### **City of Stockton**

On January 1, 2008, 96,553 housing units existed in Stockton and the vacancy rate was 4.25%. Between 2000 and 2008, the number of occupied housing units in the city increased by 14,511 units, which is 1,814 units per year. The vacancy rate was 4.25% in both 2000 and 2008 (DOF 2008). The median price for homes in Stockton in April 2008 was \$195,000 (DataQuick Information Systems 2008).

### **City of Elk Grove**

In 2001, 25,057 housing units existed in Elk Grove and the vacancy rate was 2.32%. Between 2001 and 2008, the number of occupied housing units in the city increased by 22,336 units, which is 3,195 units per year. During that

same time period, the vacancy rate increased slightly from 2.23% to 2.32% (DOF 2008). The most recent data show the average price for housing units in Elk Grove is \$278,500 (DataQuick Information Systems 2008).

### **City of Sacramento**

In 2008, 192,371 housing units existed in Sacramento and the vacancy rate was approximately 5.63%. Between 2000 and 2008, the number of occupied housing units in the city increased by 28,414 units, which is 3,552 units per year. During that same time period, the vacancy rate declined from 5.72% to 5.63% (DOF 2008). The most recent data show the median price for housing units in Sacramento is \$187,000 (Dataquick Information Systems 2008).

### **City of Lodi**

In 2008, 23,353 housing units existed in Lodi and the vacancy rate was 3.21%. Between 2000 and 2008, the number of occupied housing units in the city increased by 1,972 units, which is 247 units per year. During that same time period, the vacancy rate remained steady at 3.21% (DOF 2008). The most recent data show the median price for housing units in Lodi is \$237,500 (Dataquick Information Systems 2008).

### **City of Modesto**

In 2008, 74,700 housing units existed in Modesto and the vacancy rate was 3.30%. Between 2000 and 2008, the number of occupied housing units in the city increased by 7,520 units, which is 940 units per year. During that same time period, the vacancy rate remained steady at 3.30% (DOF 2008). The most recent data show the median price for housing units in Modesto is \$203,500 (Dataquick Information Systems 2008).

### **City of Manteca**

In 2008, 22,485 housing units existed in Manteca and the vacancy rate was 3.36%. Between 2000 and 2008, the number of occupied housing units in the city increased by 5,549 units, which is 694 units per year. During that same time period, the vacancy rate remained steady at 3.36% (DOF 2008). The most recent data show the median price for housing units in Manteca is \$263,500 (Dataquick Information Systems 2008).

## **4.11.3 REGULATORY CONSIDERATIONS**

### **FEDERAL AND STATE PLANS, POLICIES, REGULATIONS, AND LAWS**

No federal or state plans, policies, regulations, or laws are applicable to the proposed project.

### **LOCAL PLANS, POLICIES, REGULATIONS, AND ORDINANCES**

#### **San Joaquin County General Plan 2010**

The following policies in the *San Joaquin County General Plan 2010* relating to population, employment, and housing are applicable to the proposed project.

#### **Housing**

- **Policy 6:** Public or private projects that displace residents or eliminate neighborhoods shall be rejected unless they would, in balance, contribute to the public's health, safety, and welfare.
- **Policy 17:** The County shall encourage an overall increase in urban residential densities to make more efficient use of land and facilities.

## **Community Development—Economics**

- **Policy 5:** The County should actively promote continued industrial growth, increased recreational development, and a regional shopping center site adequate to serve the region’s future population.
- **Policy 7:** High intensity employment centers shall be located in urban communities where transit accessibility and complementary retail and commercial uses exist or are proposed.
- **Policy 10:** Development which broadens the property and sales tax bases of the County shall be pursued.

## **City of Stockton General Plan 2035**

The following goals and policies in the *City of Stockton General Plan 2035* relating to population, employment, and housing are applicable to the proposed project.

### **Housing**

- ▶ **Goal HE-1:** Ensure the adequate provision of sites for housing of all types, recognizing the importance of a jobs-to-housing ratio that encourages living and working in our community.
  - **Policy HE 1.1: Availability of Land.** The City shall designate sufficient vacant land for housing to accommodate anticipated population growth.
- ▶ **Goal HE-2:** Ensure the adequate provision of housing for all economic segments of the community with special attention to encourage housing that is affordable to those with low/moderate-incomes.

## **4.11.4 IMPACTS AND MITIGATION MEASURES**

### **SIGNIFICANCE CRITERIA**

Population and employment growth associated with implementation of the proposed project would not, in and of itself, result in significant environmental impacts. However, this growth could result in significant impacts in the communities where the growth occurs by increasing demand for public utilities and services. The potential for the project to result in secondary impacts associated with increased demand for services is evaluated in Section 4.12, “Public Services.”

The discussion of population, employment, and housing impacts focuses on where project-related employees and their families would reside, the removal of existing housing, and the availability of housing supplies for new employees, their families, and other potential new residents in the area.

In accordance with Appendix G of the State *CEQA Guidelines*, an impact of the proposed project related to population and housing would be considered significant if project implementation would:

- ▶ induce substantial population growth in an area, either directly or indirectly;
- ▶ displace substantial numbers of people, necessitating the construction of replacement housing elsewhere; or
- ▶ displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.

## ISSUES NOT DISCUSSED FURTHER

The proposed project would not include the removal of any existing housing units or residential areas. Therefore, no people or existing housing would be displaced. The impacts related to displacement of people or existing housing will not be analyzed further in this DEIR.

## PROJECT IMPACTS AND MITIGATION MEASURES

**IMPACT POP-1** *Potential to Induce Substantial Population Growth by Increasing Construction Employment.* Implementation of the project would result in short-term construction jobs, in a region with a relatively large labor pool and with moderately high unemployment. It is anticipated that the available workforce in the region and surrounding communities would provide a pool of employees that could adequately meet the proposed project's employment needs without resulting in substantial in-migration of new residents to the region. Population growth related to construction employment would not stimulate any new development, the construction of which could result in significant environmental impacts. *(Less than significant)*

The proposed project would provide both short-term and permanent employment opportunities. The number of short-term construction jobs required to build the project would peak at approximately 1,700. The project would be constructed over a period of approximately 24 months. The supply of general construction labor in the project vicinity (approximately 12,400 workers in the Stockton Metropolitan Statistical Area and 62,400 in the Sacramento–Arden–Arcade–Roseville Metropolitan Statistical Area in May 2008) is not constrained; further, the construction industry is in an economic downturn, suggesting an available labor pool. Therefore, it is expected that workers would be available to serve the project (EDD 2008a and 2008b). Because the existing labor pool could meet the construction needs of the proposed project, the project would not be expected to induce substantial population growth or development through increased construction employment. This impact would be less than significant.

### Mitigation Measure(s) for Impact POP-1:

No significant impacts would occur, so no mitigation measures are required.

**IMPACT POP-2** *Potential to Induce Substantial Population Growth by Increasing Medical Facility Employment.* The project would provide jobs to an estimated 2,400 to 3,000 new employees for operation of the facility. Some of these employees would likely be new to the region. The demand for housing for new employees would be met by the surrounding metropolitan region within the existing housing stock and as a component of planned future growth. Because there is already an ample supply of housing in the region, as well as a number of planned housing projects that would construct tens of thousands of new homes, the population growth related to increased employment opportunities at the medical facility would not be sufficient to stimulate new development, the construction of which could result in significant environmental impacts, and the project-related population growth would be included in the growth projections of the regional and local communities. *(Less than significant)*

The proposed California Health Care Facility at Stockton would employ between 2,400 and 3,000 people. The types of employment opportunities provided at the new facility would include correctional officers; physicians; nurses; miscellaneous medical staff members; medical therapists, and administrative, clerical, and program support staff. The proposed project would occupy the site of the NCYCC. Zip codes of current NCYCC employees were used to identify the general locations where the facility's employees would be expected to live. Nearly 40% of NCYCC employees live in Stockton. Sacramento, Elk Grove, Lodi, Manteca, and Modesto are each home to between 3.1% and 9.6% of employees (other individual locations are home to less than 3% of existing NCYCC employees). The range of job types and incomes for the proposed project would differ from the range for the existing NCYCC. However, when residence location is aggregated to the level of cities, each city

offers a range of housing types, housing costs, and neighborhood types to accommodate a range of residents. Stockton, Sacramento, Elk Grove, Lodi, Modesto, and Manteca had a combined labor force of more than 512,000 people based on the most recent U.S. Census data (U.S. Census Bureau 2008). Unemployment rates reported by the U.S. Census are moderate to high (ranging from 5.8% in Elk Grove to 10.9% in Stockton), so it appears that nearby residents could fill the new positions, to the extent local residents are able to meet job qualifications.

Moreover, after evaluating the specific circumstances surrounding the project's employment, certain considerations come into play. For example, of the maximum number of 3,000 new employees, approximately a third are expected to be correctional or correctional/administrative, one half would be medical or mental health professionals, and the remainder would be a variety of support employees. Correctional positions are typically filled with people with a variety of correctional experience, some requiring experience working at other correctional facilities, and some not. Typically, correctional assignments are not necessarily based on the current location of employee residence. In other words, correctional officers may be assigned to a facility that is outside the region in which they currently reside. Thus, a large number of correctional positions may be filled by existing correctional staff members who would be transferred to the area. Plus San Joaquin County is planning to expand their existing jail (located five miles west of the site), which would increase demand for correctional jobs and could further limit the ability to hire correctional staff from the local employment pool.

In addition, the number of medical staff members available in the local population who are not already employed may be limited because of the growing demand for medical personnel (e.g., nurses). A report prepared in 2004 by the Health Resources and Services Administration (HRSA) (division of the U.S. Department of Health and Human Services), titled *What is Behind HRSA's Projected Supply, Demand, and Shortage of Registered Nurses*, compares the existing, near-term, and long-term supply versus demand for nurses in California and throughout the United States. The report indicates that in 2010 there is expected to be a supply shortage of 10,000 nurses, and the shortage is projected to grow to a deficit of 116,000 by 2020. Only 55% of the demand for registered nurses in California is expected to be met in 2020 based on existing trends (HSRA 2004:32–33). Using the registered nursing professional as a surrogate for the medical field in general, the data suggest a shortage of medical professionals. Therefore, in spite of the number of people in the region currently employed in medical professions (22,436 Sacramento residents, 14,490 Stockton residents, 3,303 Elk Grove residents, 2,525 Lodi residents, 2,213 Manteca residents, and 9,830 Modesto residents, according to the most recent U.S. Census data), it is likely that the project would create a net new demand in the region for medical professionals that is equal to the number of medical employees who would be employed at the site. A total of up to 1,500 medical professionals would be employed by the project, which represents a 3% increase in health care employment in the region. Table 4.11-2 compares the number of medical employees needed at the site with the number of people employed in the region in the medical professions. The comparisons are provided based on the expected distribution of employee residences, based on data discussed previously in this section.

Given these data, it is likely that a large number of employees would either be new to the health care profession or, if leaving their current jobs to work on the project site, would create the need to fill the vacated positions with someone new to the profession. However, CPR intends to conduct community outreach and to provide programs to train people to work in the medical field. Furthermore, UC Davis School of Medicine is a major medical school in the local area, which would contribute to the local employment pool for medical staff. Therefore, it is likely that a large number of positions would be filled from the local employment pool, although the degree to which this would occur is not known.

The correctional health care facility has the potential to stimulate the economy both directly (by providing jobs) and indirectly (by creating a demand for local goods and services) in the region. In general, the California Department of Corrections and Rehabilitation (CDCR) has found that each correctional job creates, through local expenditures, 0.5 additional secondary jobs in the region (CDCR 1991). This is based on relatively old data (more than a decade) and does not consider the higher salaries typically associated with medical professionals. Higher salaries typically translate into greater local expenditures and more secondary jobs. Consequently, in addition to the maximum number of 3,000 project-related jobs, the proposed project is projected to generate up to 1,500

secondary positions (0.5 secondary job for every project job). Secondary jobs are typically in the retail and service industries and would be expected to be filled by local residents, especially given the relatively high local unemployment rate.

**Table 4.11-2  
Projected Health Care Employment with the Proposed Project  
Compared to Existing Health Care Employment**

City	Health Care Industry Jobs Needed for Project	Total Health Care Industry Employment*	Percent of Existing Health Care-Related Employment
Stockton	596	14,490	4%
Elk Grove	125	3,303	4%
Sacramento	145	22,436	0.6%
Lodi	90	2,525	4%
Modesto	70	9,830	0.7%
Manteca	46	2,213	2%
Other	428	Not Applicable	–
<b>Total</b>	<b>1,500</b>	<b>54,797</b>	<b>3%</b>

Note: Jobs created are based on 1,500 employees for the proposed project. These positions have been distributed among the cities based on the percentages of existing employees with addresses in each place. Health care industry employment totals are from the 2000 U.S. Census, with the exception of Stockton and Sacramento data, which are from the 2006 American Community Survey.  
Sources: Adapted by EDAW from CDCR 2008a; U.S. Census Bureau 2008

Based on the existing employee distribution presented in Table 4.11-1, Stockton would be expected to receive the largest project-related population increase. Using the existing geographic distribution of employees, an estimated 1,191 (39.7%) of the maximum number of 3,000 project-related employees would reside in Stockton and the remaining employees would be distributed throughout other adjacent communities (i.e., Elk Grove, Sacramento, Lodi, Manteca, and Modesto). The most recent available data show that the average household size for CDCR employees is 3.1 persons (CDCR 1995). This would result in a total of about 9,300 residents in employee households, representing about 2% of the growth projection for Stockton, Sacramento, Elk Grove, Lodi, Manteca, and Modesto through 2020/2030 (projection end dates vary depending on the source), if all employees were new to the area, which is not realistic. This only represents the fraction of the expected number of new people moving to the region and not the percentage of the population of the region as a whole, and this does not take into consideration the large number of employees hired from the local employment pool who would not contribute to population growth.

The project-generated population, even if it was 100% new employees to the area, would be indistinguishable from expected local growth for these areas based on projections presented in Section 4.11.2. For instance, proposed and approved projects in Stockton alone (identified in Table 5.2 in Chapter 5, “Cumulative Impacts”) would add more than 15,600 single-family units and 1,400 multifamily units to the city of Stockton (more than 17,000 total residential units). The California Department of Finance estimated that an average of 3.087 people reside in each household in the city of Stockton in 2008. Adding 17,097 units would result in a direct population increase of 52,778. Of the 9,300 residents associated with the employees of the proposed project, approximately 3,720 would reside in Stockton. This is approximately 7% of the population increase resulting from the approved residential projects within the city, and, once again, this does not take into consideration the large number of employees hired from the local employment pool who currently reside in the local communities. It can be presumed, therefore, that much of the housing growth planned in Stockton would be available and used by project employees who would be new to the area. Data are similar for the surrounding cities in the region that are

expected to accommodate new project employees. Therefore, the project would not be expected to play a substantive role in the amount of housing planned in the region and would not itself stimulate new development, the construction of which could result in significant environmental impacts. This impact would be less than significant.

#### Mitigation Measure(s) for Impact POP-2:

No significant impacts would occur, so no mitigation measures are required.

**Impact POP-3**     *Potential to Induce Substantial Population Growth or Physical Deterioration of a Community Caused by the Patient Population.* The housing of 1,734 patients on the project site would not be considered a substantial adverse effect because population growth in the correctional medical facility is not, in itself, an environmental effect (although it has implications related to increased demand for public utilities [e.g., water, wastewater], which are addressed in Section 4.14, "Public Utilities"). Other potential physical impacts on the community, including urban decay or other physical deterioration of a community, caused by project-related local economic decline would not occur. **(Less than significant)**

Although the proposed project would create a capacity of 1,734 beds, patients would not participate in or have access to the surrounding communities; they would be restricted to the medical facility until they are well enough to be returned to the state prisons in which they are serving their terms. Therefore, the increased number of patients at the California Health Care Facility at Stockton would not directly affect nearby communities.

However, concerns have been raised that the perceived negative presence of a correctional medical facility located on the site, as well as the potential for relocation of patients' families to the vicinity, could lead to socioeconomic decline, resulting eventually in physical urban decay and deterioration of the surrounding community. It is important to recognize that the proposed project is located on a site that has supported correctional uses and a correctional population for several decades and is adjacent to existing correctional facilities. Thus, while the medical facility would be new, the use of the site for correctional-related purposes would not.

Recently, CDCR prepared a study of the potential impacts of prisons on property values and crime rates, as well as various social and fiscal impacts resulting from inmate families in relocating near prisons to be near inmates (CDCR 2008b).

To evaluate property values, the study used interviews with real estate agents and a multiple-regression analysis to estimate the quantitative relationship between the sales price of a home (based on county assessor's data) and distance from the prison property. The cities of Folsom and Vacaville were selected because both have residential properties adjacent to prisons. The results from the Folsom study were inconclusive because of the varying ages of the homes near the prison; the Vacaville study yielded better statistical results because of the relatively homogeneous ages of homes near the prison. The Vacaville study infers that homes near the prison sell for more than homes that are more distant (CDCR 2008b:2). This reflects that, at least, the prison does not adversely affect property values, which are tied closely to urban decay. If property values are maintained, blighting influences do not occur. The study notes that previous studies evaluating impacts of prisons on property values have also revealed no negative impacts and concludes that no evidence exists indicating that proximity to a prison adversely affects property values in these communities.

The study analyzed whether the presence of a prison might cause an increase in crime by attracting criminal acquaintances of inmates. The study compared crime rates of Vacaville (location of the California Medical Facility and the California State Prison—Solano) and Delano (location of the North Kern State Prison and Kern Valley State Prison). The study found that the Delano crime rate was erratic, but, although it has climbed since 2004 (when a new prison was opened; an existing state prison was already in Delano), no association could be established between the crime rates and the opening of the new prison. However, Vacaville crime rates have remained below state rates since 1985, and the study found that no evidence exists that Vacaville crime rates are affected by the presence of prisons, which were in operation for the duration of the study period. The study

concludes that crime rates are complex and affected by numerous social and economic factors beyond the control of local law enforcement agencies, and no evidence exists of a connection between crime rates and prisons in Delano or Vacaville (CDCR 2008b:3).

Aside from property values and crime rates, concerns have also been raised that families of inmates will move into a community to facilitate frequent visitation, causing a variety of effects ranging from fiscal impacts on public services to socially undesirable behavior. Through surveys, the study performed by Analytics Company for CDCR identified the percentage of inmates' family members living in the counties and cities hosting specific prisons who moved specifically to be near an inmate. The study also identified any abnormal fiscal or social impacts derived from their presence. Overall, the study found that the ratio of people who might have moved to be near an inmate at one of the four prisons studies is less than 0.5% of the total inmate population. In addition, although sample size of visitors was limited, the results indicate that most of the inmate family members are employed or people of retirement age (CDCR 2008b:5). The study concludes that because the number of inmate families that move to be near an inmate is small, the fiscal and social impact of such families is also presumably small (CDCR 2008b:5). What the study could not address is the presumption that families of inmates have a greater propensity for crime than the existing population. No evidence exists to determine a conclusion. However, it is a logical presumption that a family that would move to be closer to an inmate who is a patient in a medical facility would do so to support the patient and provide family support. A connection between this type of action and increases in crime cannot be drawn.

The CDCR study concludes that the location of prisons within communities does not adversely affect property values or crime rates, that a very small number of families move to be near an inmate, and that no evidence exists that such families are more prone toward criminal behavior than the population at large. Furthermore, a large portion of the inmate patients will be housed at the facility on a temporary basis while being treated, and the families of these patients would not have reason to permanently relocate.

The existing Karl Holton Youth Correctional Facility is currently vacant and deteriorating. The proposed project would replace this vacant, deteriorating correctional facility with a new correctional medical facility that would provide up to 3,000 new jobs to the vicinity and region. Therefore, the proposed correctional health care facility would not adversely affect the socioeconomics of the vicinity and would not result in urban decay or other deterioration of the community. This impact would be less than significant.

#### Mitigation Measure(s) for Impact POP-3:

No significant impacts would occur, so no mitigation measures are required.

**IMPACT POP-4** *Potential to Induce Substantial Population Growth in Specific Locations that would Necessitate Construction of New Housing. No single city would receive a substantial number of new residents, and the region offers a large housing base in addition to future housing growth. Therefore, the project would not substantially decrease the available housing stock in surrounding communities and would not result, in and of itself, in the construction of substantial new housing in the study area. (Less than significant)*

The in-migration of new employees from areas outside the identified study area would increase housing demand in communities near the California Health Care Facility at Stockton. For the purposes of this analysis, it is assumed that every new employee is new to the area and would require one housing unit. The distribution of new housing needs corresponds with the distribution of existing NCYCC employee residences as shown in Table 4.11-3. As discussed in Impact POP-2, that is not a realistic assumption, but it does provide a worst case context for considering this issue. In reality, because the project would offer medical training programs, because of the proximity to UC Davis School of Medicine, and because the site is in a large metropolitan area with access to over 50,000 medical employees and a population well in excess of a million people, it is likely that a large number of positions at the project site would be filled from the local employment pool.

**Table 4.11-3  
Vacant Units per City**

City	Vacant Units (January 1, 2008)
Stockton	4,104
Elk Grove	1,100
Sacramento	10,830
Lodi	750
Modesto	2,465
Manteca	755
Other	Not Applicable
<b>Total</b>	<b>20,004</b>

Sources: Adapted by EDAW from CDCR 2008a, DOF 2008

Although the housing vacancy rate is considered low in the project area (less than 5% in Stockton, Elk Grove, Modesto, Manteca, and Lodi), except for Sacramento with a vacancy rate of 5.63%, the number of existing vacant housing units would total approximately 20,004 units. (4.25% vacancy x 96,553 existing housing units = 4,104 units in Stockton, 5.63% vacancy x 192,371 existing housing units = 10,830 units in Sacramento, 2.32% vacancy x 47,423 existing housing units = 1,100 units in Elk Grove, 3.21% vacancy x 23,353 existing housing units = 750 units in Lodi, 3.36% vacancy x 22,485 existing housing units = 755 units in Manteca, and 3.30% vacancy x 74,700 = 2,465 units in Modesto.)

Not all vacant units are available for occupancy, and the type, size, and price of vacant units might not match the need generated by the proposed project. However, based on the number of existing vacant units and the potential construction of already-approved development projects in the region (more than 17,000 total residential units in Stockton alone), the housing needs of project employees could be met without inducing growth beyond that already predicted by local agencies. Because no single community would receive a substantial percentage increase in new residents and because the region offers a large housing base, the project would not substantially decrease the available housing stock in the region and would not result, in and of itself, in the construction of new housing in the study area.

For these reasons, the proposed project would not induce substantial population growth in specific areas. This impact would be less than significant.

**Mitigation Measure(s) for Impact POP-4:**

No significant impacts would occur, so no mitigation measures are required.