
APPENDIX D

FOLSOM HOLDING CAPACITY METHODOLOGY

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APPENDIX D

FOLSOM HOLDING CAPACITY METHODOLOGY

1. INTRODUCTION

This document provides a description of the assumptions and methods used to determine housing, population, and employment capacity for the land uses illustrated in the Draft 2035 Folsom General Plan. The General Plan holding capacity analysis represents an estimate of the total dwelling units, population, and non-residential building square footage associated with the future buildout of the proposed 2035 General Plan Land Use Diagram. A key assumption in understanding this holding capacity analysis is that it reflects a theoretical buildout of the entire city, rather than what is likely to appear on the ground within the General Plan horizon year of 2035.

The holding capacity analysis for the Draft 2035 Folsom General Plan was conducted at the parcel level using an inventory of vacant land as the basis for analysis. Three versions of the holding capacity were conducted. The first estimates the holding capacity of the Draft 2035 General Plan with a 2015 baseline. The second estimates the holding capacity of the Draft 2035 General Plan with an updated 2017 baseline. The third estimates the holding capacity under the currently adopted 1988 General Plan using the updated 2017 baseline.

The analysis is further broken down by the land north of Highway 50 and the land within the Folsom Plan Area Specific Plan, located south of Highway 50. The holding capacity for the land within the Specific Plan Area was conducted as part of the Specific Plan preparation and updated to reflect subsequent land use amendments. So as not to duplicate efforts as well as to maintain consistency between the analyses conducted for both the Folsom Plan Area Specific Plan and the Folsom General Plan, the Folsom General Plan holding capacity uses the capacity analysis conducted for the Folsom Plan Area Specific Plan for the land south of Highway 50.

2. DEVELOPMENT ASSUMPTIONS FOR LAND NORTH OF HIGHWAY 50

The holding capacity model uses development assumptions such as target density for residential uses, target floor area ratio (FAR) for non-residential uses, and percentage distribution of uses within each land use designation. Table 1 below shows the assumptions used to calculate the holding capacity. The following terms are used in Table 1:

- **Target Density and Target FAR.** Historically, development has occurred somewhere between the minimum and maximum permitted densities and intensities. As a result, the assumptions used to calculate the holding capacity represent an average level of residential density (i.e., dwelling units per acre) and non-residential intensity (i.e., FAR – floor area ratio) that will likely be achieved at buildout of each land use category.
- **Assumed Distribution of Uses.** Some land use designations, such as Single Family allow only one type of land use, whereas other designations, such as General Commercial, allow for a range of different uses. Table 1 shows the assumed percentage distribution of uses for each land use designation.

The assumptions shown in Table 1 were applied to all vacant parcels north of Highway 50, except for parcels with single-family land use designations in areas that have already been subdivided. These parcels were assumed to have one dwelling unit per parcel, regardless of parcel size.

Table 1 Development Assumptions for Holding Capacity North of Highway 50													
Land Use Designations	Target Development Assumptions		Assumed Distribution of Uses										
	Den	FAR	SF	MF	Ret	Ser	Off	Ind	Oth	Med	Gov	F/R	Edu
Residential													
Single Family (SF) (2-4 du/ac)	3.0	-	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Single Family High Density (SFHD) (4-7 du/ac)	6.0	-	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Multifamily Low Density (MHD) (7-12 du/ac)	10.0	-	50%	50%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Multifamily Medium Density (MMD) (12-20 du/ac)	16.0	-	25%	75%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Multifamily High Density (MHD) (20-30 du/ac)	24.0	-	0%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Commercial													
General Commercial (GC) (FAR 0.2-0.5)	-	0.35	0%	0%	30%	15%	10%	0%	10%	10%	5%	20%	0%
Community Commercial (CC) (FAR 0.5-1.5)	-	0.35	0%	0%	40%	30%	0%	0%	0%	0%	0%	30%	0%
Regional Commercial Center (RCC) (FAR 0.5-2.0)	-	0.50	0%	0%	40%	40%	0%	0%	0%	0%	0%	20%	0%
Auto-Oriented Commercial (AOC) (FAR 0.1-0.3)	-	0.20	0%	0%	40%	40%	0%	0%	20%	0%	0%	0%	0%
Mixed Use													
Mixed Use (MU) (20-30 du/ac; FAR 0.5-1.5)	25.0	1.0	0%	50%	20%	10%	10%	0%	0%	0%	0%	10%	0%
East Bidwell Corridor (EBC) (23-30 du/ac; FAR 0.5-1.5)	25.5	1.0	0%	50%	20%	10%	10%	0%	0%	0%	0%	10%	0%
Historic Folsom Mixed Use (HF) (20-30 du/ac; FAR 0.5-2.0)	25.0	1.0	10%	10%	30%	10%	20%	0%	0%	0%	0%	20%	0%

Table 1 Development Assumptions for Holding Capacity North of Highway 50

Land Use Designations	Target Development Assumptions		Assumed Distribution of Uses										
	Den	FAR	SF	MF	Ret	Ser	Off	Ind	Oth	Med	Gov	F/R	Edu
Employment/Industrial													
Industrial/Office Park (IND) (FAR 0.2-1.2)	-	0.35	0%	0%	0%	0%	40%	30%	30%	0%	0%	0%	0%
Professional Office (PO) (FAR 0.2-0.5)	-	0.35	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%
Public													
Public and Quasi-Public Facility (PQP) (FAR 0.2-1.0)	-	0.50	0%	0%	0%	0%	0%	0%	0%	0%	40%	0%	60%
Parks (P) (FAR 0.0-0.1)	-	0.0	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Open Space (OS) (FAR 0.0-0.1)	-	0.0	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%

Notes: Den = Density; FAR = Floor Area Ratio; SF = Single Family; MF = Multifamily; Ret = Retail; Ser = Service;
Off = Office; Ind = Industrial; Oth = Other; Med = Medical; Gov = Government;
F/R = Food/Restaurant; Edu = Education

Source: Mintier Harnish, 2016

3. HOLDING CAPACITY – 2015 BASELINE

VACANT SITES NORTH OF HIGHWAY 50

For land north of Highway 50, City staff and the consultants identified all vacant sites. Using GIS, the sites were compiled in a map, and the inventory was checked against aerial images to confirm vacancy status. Once verified, the proposed General Plan Land Use designation was identified for each vacant site and the attributes of the vacant land GIS data were exported into an Excel spreadsheet, where the data were sorted by General Plan Land Use designation. Here, land use holding capacity was calculated through a series of formulas that fed parcel-level information through the development assumptions.

VACANT SITES SOUTH OF HIGHWAY 50

The holding capacity for development south of Highway 50 was calculated by MacKay and Soms as part of the Specific Plan process and updated to reflect amendments to the Specific Plan. Table 2 shows the holding capacity assumptions for the analysis south of Highway 50, as prepared by MacKay and Soms.

Table 2 Holding Capacity Assumptions for South of Highway 50 (Folsom Plan Area Specific Plan)

Land Use	Density Range	Target Density	FAR
Single Family (SF)	1.0 – 4.0	3.1	-
Single Family High Density (SFHD)	4.0 – 7.0	5.7	-
Multi-Family Low Density (MLD)	7.0 – 12.0	9.1	-
Multi-Family Medium Density (MMD)	12.0 – 20.0	17.9	-
Multi-Family High Density (MHD)	20.0 – 30.0	24.5	-
Mixed Use District (MU)	9.0 – 30.0	11.5	0.20
Industrial/Office Park (IND/OP)	-	-	0.30
Community Commercial (CC)	-	-	0.25
General Commercial (GC)	-	-	0.25
Regional Commercial (RC)	-	-	0.28

Source: MacKay and Somps, 2011.

UNDERUTILIZED SITES WITHIN EAST BIDWELL CORRIDOR OVERLAY

The Draft 2035 General Plan includes an East Bidwell Corridor (EBC) Overlay, which encourages mixed-use development along East Bidwell Street. The overlay designation does not change the underlying General Plan land use designation and does not require mixed-use development. Some parcels within the EBC Overlay were assumed to develop based on the underlying General Plan land use designation, while other parcels were assumed to develop as mixed use.

The assumptions applied to parcels within the EBC Overlay largely depend on whether the parcel is vacant or considered underutilized. Underutilized parcels, characterized by aging commercial uses that would be more likely to redevelop within the timeframe of the General Plan, were identified through inspecting aerial images of the corridor. Mixed-use assumptions were applied to underutilized parcels, regardless of the underlying land use designation, with the exception of two vacant parcels designated with the Professional Office (PO) land use. The EBC Overlay is the only area that assumes redevelopment of underutilized parcels within the holding capacity analysis; all other parcels in the holding capacity study are vacant. Figure 1 shows the area covered by the East Bidwell Corridor Overlay. Figure 2 shows the parcels where Mixed-Use assumptions have been applied.

APPROVED PROJECTS

City staff provided a list of approved projects in late 2016. These projects are also counted toward the holding capacity since they have not yet received permits or begun construction but will contribute to the growth of the city within the planning period.

SUMMARY OF THE 2015-BASELINE HOLDING CAPACITY

The total holding capacity for Folsom is the sum of capacity on vacant land north of Highway 50, underutilized sites within the East Bidwell Corridor Overlay, vacant land south of Highway 50, and approved development projects. The 2015 holding capacity analysis was used for the traffic analysis because the traffic analysis uses traffic counts that were conducted in 2015 as part of the baseline data. Table 3 shows the 2015-Baseline Holding Capacity Summary Table.

4. HOLDING CAPACITY – 2017 BASELINE

The Notice of Preparation (NOP) to prepare an Environmental Impact Report for the Draft 2035 General Plan was published in 2017. For the purpose of studying coverage impacts of the Draft 2035 General Plan, the holding capacity was updated to account for development that took place between 2015 and 2017 using building permit data provided by City staff. Development assumptions (shown above in Table 1) remain the same, but they were applied to a new inventory of vacant parcels that account for development that took place between 2015 and 2017. Table 4 shows a summary table of the 2017-Baseline Holding Capacity.

5. ADOPTED GENERAL PLAN HOLDING CAPACITY

The holding capacity analysis for the existing Adopted General Plan used the vacant parcels identified as part of the 2017-Baseline Holding Capacity as the starting point, but applied the land use designations from the existing Adopted General Plan. The differences between the holding capacity for the Draft 2035 General Plan and the Adopted General Plan are minor because the Draft 2035 General Plan proposes only a few land use changes. These changes are essentially updated land use designations to more accurately reflect existing uses. Table 5 shows the Adopted General Plan Folsom Holding Capacity Summary Table.

Table 3 2015-Baseline Holding Capacity Summary Table

Land Use Designations	Vacant/Underutilized Sites North of Hwy 50			Vacant Sites South of Hwy 50			Citywide Subtotal			Approved Projects			Total		
	Acres	DU	SQFT	Acres	DU	SQFT	Acres	DU	SQFT	Acres	DU	SQFT	Acres	DU	SQFT
Residential															
Single Family (SF)	251.11	660	0	460.19	1,479	0	711.31	2,139	0	24.40	210	0	735.71	2,349	0
Single Family High Density (SFHD)	8.59	9	0	827.12	4,471	0	835.71	4,480	0	0.00	0	0	835.71	4,480	0
Multifamily Low Density (MHD)	3.06	22	0	252.47	2,271	0	255.53	2,293	0	60.00	498	0	315.53	2,791	0
Multifamily Medium Density (MMD)	1.71	26	0	31.86	576	0	33.56	602	0	0.00	0	0	33.56	602	0
Multifamily High Density (MHD)	34.35	822	0	48.52	1,225	0	82.87	2,047	0	29.05	665	0	111.92	2,712	0
Commercial															
General Commercial (GC)	1.30	0	19,926	84.69	388	671,390	85.99	388	691,316	0.00	0	0	85.99	388	691,316
Community Commercial (CC)	48.67	0	742,026	24.57	0	235,224	73.24	0	977,250	0.00	0	0	73.24	0	977,250
Regional Commercial Center (RCC)	64.21	0	1,398,529	103.21	549	758,119	167.42	549	2,156,648	27.30	0	116,636	194.72	549	2,273,284
Mixed Use															
Mixed Use (MU)	5.47	68	119,216	28.54	343	100,362	34.01	411	219,578	0.00	0	0	34.01	411	219,578
East Bidwell Corridor (EBC)	78.04	962	1,040,658	0.00	0	0	78.04	962	1,040,658	0.00	0	0	78.04	962	1,040,658
Historic Folsom Mixed Use (HF)	5.18	14	180,724	0.00	0	0	5.18	14	180,724	0.00	0	0	5.18	14	180,724
Employment/Industrial															
Industrial/Office Park (IND)	11.04	0	168,298	78.73	0	1,028,451	89.77	0	1,196,749	0.00	0	0	89.77	0	1,196,749
Professional Office (PO)	18.05	0	584,938	0.00	0	0	18.05	0	584,938	0.00	0	0	18.05	0	584,938
Public															
Public and Quasi-Public Facility (PQP)	0.00	0	0	139.53	0	0	139.53	0	0	0.00	0	0	139.53	0	0
Parks (P)	0.00	0	0	138.25	0	0	138.25	0	0	0.00	0	0	138.25	0	0
Open Space (OS)	0.00	0	0	1,118.02	0	0	1,118.02	0	0	0.00	0	0	1,118.02	0	0
Total	530.79	2,583	4,254,315	3,335.69	11,302	2,793,546	3,866.48	13,885	7,047,861	140.75	1,373	116,636	4,007.23	15,258	7,164,497

Notes: Acres = acres of identified land; DU = dwelling units; SQFT = non-residential square footage

Source: Mintier Harnish, 2016

Table 4 2017-Baseline Holding Capacity Summary Table

Land Use Designations	Vacant/Underutilized Sites North of Hwy 50			Vacant Sites South of Hwy 50			Citywide Subtotal			Approved Projects			Total		
	Acres	DU	SQFT	Acres	DU	SQFT	Acres	DU	SQFT	Acres	DU	SQFT	Acres	DU	SQFT
Residential															
Single Family (SF)	246.55	652	0	460.19	1,479	0	706.75	2,131	0	24.40	210	0	731.15	2,341	0
Single Family High Density (SFHD)	8.59	9	0	827.12	4,471	0	835.71	4,480	0	0.00	0	0	835.71	4,480	0
Multifamily Low Density (MHD)	3.06	22	0	252.47	2,271	0	255.53	2,293	0	60.00	498	0	315.53	2,791	0
Multifamily Medium Density (MMD)	1.71	26	0	31.86	576	0	33.56	602	0	0.00	0	0	33.56	602	0
Multifamily High Density (MHD)	34.35	822	0	48.52	1,225	0	82.87	2,047	0	29.05	665	0	111.92	2,712	0
Commercial															
General Commercial (GC)	1.30	0	19,926	84.69	388	671,390	85.99	388	691,316	0.00	0	0	85.99	388	691,316
Community Commercial (CC)	42.54	0	648,559	24.57	0	235,224	67.11	0	883,783	0.00	0	0	67.11	0	883,783
Regional Commercial Center (RCC)	60.85	0	1,325,262	103.21	549	758,119	164.05	549	2,083,381	27.30	0	116,636	191.35	549	2,200,017
Mixed Use															
Mixed Use (MU)	5.47	68	119,216	28.54	343	100,362	34.01	411	219,578	0.00	0	0	34.01	411	219,578
East Bidwell Corridor (EBC)	78.04	962	1,040,658	0.00	0	0	78.04	962	1,040,658	0.00	0	0	78.04	962	1,040,658
Historic Folsom Mixed Use (HF)	5.18	14	180,724	0.00	0	0	5.18	14	180,724	0.00	0	0	5.18	14	180,724
Employment/Industrial															
Industrial/Office Park (IND)	11.04	0	168,298	78.73	0	1,028,451	89.77	0	1,196,749	0.00	0	0	89.77	0	1,196,749
Professional Office (PO)	18.05	0	584,938	0.00	0	0	18.05	0	584,938	0.00	0	0	18.05	0	584,938
Public															
Public and Quasi-Public Facility (PQP)	0.00	0	0	139.53	0	0	139.53	0	0	0.00	0	0	139.53	0	0
Parks (P)	0.00	0	0	138.25	0	0	138.25	0	0	0.00	0	0	138.25	0	0
Open Space (OS)	0.00	0	0	1,118.02	0	0	1,118.02	0	0	0.00	0	0	1,118.02	0	0
Total	516.74	2,575	4,087,581	3,335.69	11,302	2,793,546	3,852.43	13,877	6,881,127	140.75	1,373	116,636	3,993.18	15,250	6,997,763

Notes: Acres = acres of identified land; DU = dwelling units; SQFT = non-residential square footage

Source: Mintier Harnish, 2017.

Table 5 Adopted General Plan Holding Capacity Summary Table

Land Use Designations	Vacant/Underutilized Sites North of Hwy 50			Vacant Sites South of Hwy 50			Citywide Subtotal			Approved Projects			Total		
	Acres	DU	SQFT	Acres	DU	SQFT	Acres	DU	SQFT	Acres	DU	SQFT	Acres	DU	SQFT
Residential															
Single Family (SF)	246.55	652	0	460.19	1,479	0	706.75	2,131	0	24.40	210	0	731.15	2,341	0
Single Family High Density (SFHD)	8.59	9	0	827.12	4,471	0	835.71	4,480	0	0.00	0	0	835.71	4,480	0
Multifamily Low Density (MHD)	3.06	22	0	252.47	2,271	0	255.53	2,293	0	60.00	498	0	315.53	2,791	0
Multifamily Medium Density (MMD)	1.71	26	0	31.86	576	0	33.56	602	0	0.00	0	0	33.56	602	0
Multifamily High Density (MHD)	34.35	822	0	48.52	1,225	0	82.87	2,047	0	29.05	665	0	111.92	2,712	0
Commercial															
General Commercial (GC)	1.30	0	19,926	84.69	388	671,390	85.99	388	691,316	0.00	0	0	85.99	388	691,316
Community Commercial (CC)	42.54	0	648,559	24.57	0	235,224	67.11	0	883,783	0.00	0	0	67.11	0	883,783
Regional Commercial Center (RCC)	60.85	0	1,325,262	103.21	549	758,119	164.05	549	2,083,381	27.30	0	116,636	191.35	549	2,200,017
Mixed Use															
Mixed Use (MU)	5.47	68	119,216	28.54	343	100,362	34.01	411	219,578	0.00	0	0	34.01	411	219,578
Historic Folsom Mixed Use (HF)	5.18	14	180,724	0.00	0	0	5.18	14	180,724	0.00	0	0	5.18	14	180,724
Employment/Industrial															
Industrial/Office Park (IND)	11.04	0	168,298	78.73	0	1,028,451	89.77	0	1,196,749	0.00	0	0	89.77	0	1,196,749
Professional Office (PO)	27.30	0	584,938	0.00	0	0	27.30	0	584,938	0.00	0	0	27.30	0	584,938
Public															
Public and Quasi-Public Facility (PQP)	0.00	0	0	139.53	0	0	139.53	0	0	0.00	0	0	139.53	0	0
Parks (P)	0.00	0	0	138.25	0	0	138.25	0	0	0.00	0	0	138.25	0	0
Open Space (OS)	0.00	0	0	1,118.02	0	0	1,118.02	0	0	0.00	0	0	1,118.02	0	0
Total	447.94	1,613	3,046,923	3,335.69	11,302	2,793,546	3,783.63	12,915	5,840,469	140.75	1,373	116,636	3,924.38	14,288	5,957,105

Notes: Acres = acres of identified land; DU = dwelling units; SQFT = non-residential square footage

Source: Mintier Harnish, 2017.

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