

MEMORANDUM

DATE July 13, 2021

TO Flinn Fagg, Director of Planning Services
David Newell, Assistant Director of Planning

FROM Wendy Nowak, AICP, Principal
Jonathan Nettler, AICP, Los Angeles Regional Director

SUBJECT General Plan Land Use Buildout Methodology

PROJECT Palm Springs General Plan Update | Land Use Element | CPS-05.0

This technical memorandum outlines the methodology used to establish the development projections for the City of Palm Springs' General Plan Update, Land Use Element, which will be used for analyzing potential impacts in the Environmental Impact Report (EIR). Part 1 of this memorandum establishes the methodology for estimating existing land use conditions; Part 2 documents the assumptions applied to estimate buildout of the Current General Plan (2007); Part 3 presents the projected estimates resulting from the Proposed Land Use Plan. This memorandum also serves as a general reference for City staff, elected officials, and the public.

Background

All California cities are required to identify development projections (i.e., a “buildout analysis”) in their general plan. While a high-level summary of buildout projections is usually documented in a general plan the accompanying EIR typically documents a more detailed comparison of the proposed change in dwelling units, households, residents, jobs, and non-residential square footage. This estimate is important as it provides a foundation for the City to plan for roads, water service, parks, recreation, and other infrastructure and services to support current and future residents and businesses.

The General Plan EIR is a tool that is used to analyze impacts associated with land uses and development allowed by a project such as an update to a general plan. The EIR also provides programs and mitigation measures to address unavoidable and/or undesirable impacts. It should be noted that communities rarely—if ever—achieve maximum projections. Regulatory constraints, physical constraints, and foreseeable market conditions often result in less development than allowed. The EIR analyzes a general plan's projections to determine the potential impacts associated with a reasonable amount of development that could occur under buildout of the general plan.

This memorandum outlines a methodology that uses generally accepted projection and estimate approaches that are consistent with traffic, noise, air quality, and other assessments typically found in a General Plan EIR, while allowing for unique differences within the Palm Springs community. Estimates and projections have been based on data from a variety of sources and contemporary urban planning standards. These include federal and state sources (U.S. Census, American Community Survey, and California Department of Finance, to name a few) coupled with City staff input. Ongoing collaboration with City staff has informed the development of these projections. Additionally, technical studies may compare the data against: 1) projections from the Southern California Association of Governments (SCAG), water service, sewer, and other utility providers; 2) regional housing needs allocations, as identified in the City's Draft of the General Plan Housing Element (2021); 3) historical growth patterns; and 4) approved specific plans and other projects.

Geographic Information System (GIS) software was used to create parcel specific estimates and projections for the City of Palm Springs buildout.

Part 1: Existing Conditions (Baseline)

For the purpose of the California Environmental Quality Act (CEQA) the City's existing conditions (existing on-the-ground number of dwelling units, households, population, nonresidential building square footage, and employment) serve as the baseline for the General Plan EIR analysis. A General Plan EIR is required to compare the potential impacts of the Proposed General Plan against existing conditions.

EXISTING LAND USE: UNITS, HOUSEHOLDS, POPULATION, NON-RESIDENTIAL SQUARE FEET, AND JOBS

The City of Palm Springs provided existing residential land use data in GIS to record on-the-ground uses and serve as baseline conditions. Thirty-four categories classify existing land use by parcel within city boundaries. Every city parcel is designated a specific land use category and its associated acreage. The original parcel database, provided by the City, did not contain residential unit data or non-residential building square footage, two crucial data fields for performing an existing buildout analysis. City staff provided a second "legacy" dataset (sourced from City permit data) that filled some gaps but did not contain information for all parcels in the City. Building square footage was derived from Building Footprint USA data, in conjunction with Riverside County Information Technology (RCIT) Building Footprints from 2019, and unit count was derived from the Riverside County Assessor (Assessor). The aggregated data was then reviewed by City and PlaceWorks staff to verify the accuracy. The following methodology is proposed to calculate the City's existing households, population, non-residential square footage, and employment. Table 1, City of Palm Springs General Plan Update Existing Land Use Buildout provides the buildout results of the methodology outlined below.

1.1 Existing residential units from the Existing Land Use Inventory

Parcel data provided by the City (sourced from City permit data), augmented by data acquired from the Assessor and Building Footprint USA, identified the number of units associated with each parcel; there are a total of 35,524 dwelling or housing units. This estimate is close to the 2014-2018 American Community Survey 5-Year Estimates (2018 ACS) of 37,434. Additionally, this estimate is consistent with California Department of Finance (CA DOF) information, which estimates 36,012 total housing units in the City (January 2020).

1.2 Existing households in Palm Springs: [dwelling unit] x [occupancy rate]

At any given time, a percentage of existing housing units in Palm Springs are occupied; the others are vacant (referred to as occupancy and vacancy rates, respectively). In terms of this estimate methodology, "households" represents the number of units that were occupied full-time. For 2020, the CA DOF estimated a 34.7 percent vacancy rate, which means that the City has an occupancy rate of 65.3 percent. Compared to another jurisdiction, Palm Springs' vacancy rate seems high; however, this is due to the prevalence of part-time, seasonal residents and the increasing popularity of short-term rentals (STRs).

To estimate existing full-time households the total number of units in the City (35,524) is multiplied by the occupancy rate (65.3%) to arrive at the number of households in Palm Springs. Using this method, it is estimated that the City has 23,197 households. This is only marginally different from the 2020 DOF estimates, which estimates that the City has 23,519 total occupied housing units. The Southern California Association of Governments (SCAG) 2016 RTP/SCS estimated 23,100 households in 2016, further affirming our calculation.

1.3 Existing population in Palm Springs: [households] x [persons per household]

2020 CA DOF data estimated the average number of persons per household (pph) for Palm Springs to be 1.99. Similarly, the 2018 ACS estimates the average pph at 2.0; which includes 1.9 pph for owner-occupied units and 2.1 pph for renter-occupied units. It should be noted that these factors account only for full-time households.

Applying the DOF persons per household figure (1.99 pph) to the number of existing households resulted in an estimated existing full-time population of 46,162 persons, which is less than three percent lower than the 2020 DOF population estimate (47,427 persons) and approximately three percent lower than the 2018 ACS population estimate (47,525 persons). Furthermore, SCAG estimated an existing population of 47,100 in 2016. Consistency with these sources indicates that our existing dataset is an accurate representation of conditions on the ground today.

1.4 Existing Non-residential building square footage: [GIS City Parcel Data]

Parcel data provided by the City (sourced from City permit data) was supplemented with building footprints obtained from Building Footprints USA to determine the amount of non-residential square footage existing in Palm Springs. This analysis results in an estimate of 20,415,627 square feet of non-residential development, as noted in Table 1, *City of Palm Springs General Plan Update Existing Land Use Buildout*.

1.5 Existing jobs: [nonresidential building square footage] / [employment generation factor]

Employment generation factors represent the average amount of building square footage typically required per employee. To estimate existing jobs on a parcel level the nonresidential building square footage was divided by the employment generation factor. The U.S. Census Longitudinal Employer-Household Dynamics (LEHD) data and County Assessor's data was used to estimate the average number of non-residential square footage per employee.

Using the square footage for non-residential uses described in section 1.4 (20,415,627) an employment generation rate was applied for each type of non-residential land use as documented in Table 1, *City of Palm Springs General Plan Update Employment Generation Rates*. According to 2017 LEHD data, there were approximately 27,974 jobs in the City, while SCAG reported 31,900 jobs for 2016. Using generally accepted employment generation rates (synthesized from SCAG studies and US Energy Information Administration reports), this analysis estimates a total of 28,531 existing jobs for Palm Springs (which is within two percent of the LEHD estimate and eleven percent of the SCAG estimate).

TABLE 1. City of Palm Springs General Plan Update Existing Land Use Estimates (Currently on the Ground)

Existing Land Use	Total Acres	Residential				Non-Residential Employment							
		Total Units	Households	Population	Hotel Rooms	Building Square Footage	Total Jobs	Commercial	Office	Industrial	Institutional	Hotel	Open Space
Airport	808.4	-	-	-	-	909,353	930	0	0	0	930	0	0
Cemetery	5.3	-	-	-	-	-	2	0	0	0	2	0	0
Church	53.4	-	-	-	-	478,362	208	0	0	0	208	0	0
Convention Center	9.6	-	-	-	-	253,135	148	148	0	0	0	0	0
Desert	10,477.6	-	-	-	-	15,750	0	0	0	0	0	0	0
Entertainment	31.3	-	-	-	-	302,294	783	605	0	0	0	178	0
High Density Residential	356.2	7,268	4,746	9,445	-	-	0	0	0	0	0	0	0
Hotel	297.4	-	-	-	6,134	4,699,371	2,764	0	0	0	0	2,764	0
Industrial	221.4	-	-	-	-	2,388,690	3,412	0	0	3,412	0	0	0
Low Density Residential	3,862	13,892	9,071	18,052	-	-	0	0	0	0	0	0	0
Medium Density Residential	1,369.5	11,597	7,573	15,070	-	-	0	0	0	0	0	0	0
Medical	104.8	-	-	-	-	1,237,644	2,475	0	0	0	2,475	0	0
Mobile Home Park	371.7	2,738	1,788	3,558	-	-	0	0	0	0	0	0	0
Mountains	53,148.1	-	-	-	-	6,645	0	0	0	0	0	0	0
Mixed Use – Commercial / Office	18.6	-	-	-	-	483,539	1,290	484	806	0	0	0	0
Mixed Use – Commercial / Residential	148.4	29	19	38	-	110,102	110	110	0	0	0	0	0
Museum	35.2	-	-	-	-	163,308	137	0	0	0	137	0	0
Office	91.8	-	-	-	-	1,207,053	4,024	0	4,024	0	0	0	0
Open Space	52.9	-	-	-	-	462	26	0	0	0	0	0	26
Parking	48.6	-	-	-	-	223,674	0	0	0	0	0	0	0
Parks (Public)	146.5	-	-	-	-	271,372	73	0	0	0	0	0	73
Private Golf	222.9	-	-	-	-	42,760	111	0	0	0	0	0	111
Private Park/Rec	55.3	-	-	-	-	24,466	28	0	0	0	0	0	28
Public	95.9	-	-	-	-	43,5349	576	0	0	0	576	0	0
Public Golf	866.8	-	-	-	-	35,157	433	0	0	0	0	0	433
Railroad	307.3	-	-	-	-	-	0	0	0	0	0	0	0
Retail	405.2	-	-	-	-	4,817,791	9,636	9,636	0	0	0	0	0
Right-of-Way	3,001.9	-	-	-	-	45,846	0	0	0	0	0	0	0
School	117.7	-	-	-	-	839,275	1,110	0	0	0	1,110	0	0
Storage	55.9	-	-	-	-	893,005	48	0	0	48	0	0	0
Utilities	319.3	-	-	-	-	248,619	208	0	0	0	208	0	0
Vacant	2643	-	-	-	-	271,755	0	0	0	0	0	0	0
Water Courses	807.2	-	-	-	-	2,542	0	0	0	0	0	0	0
Windfarms	6,783.5	-	-	-	-	8,308	0	0	0	0	0	0	0
Grand Total	87,340.5	35,524	23,197	46,162	6,134	20,415,627	28,531	10,981	4,829	3,460	5,647	2,942	672

TABLE 2. City of Palm Springs General Plan Update Existing Land Use Employment Generation Factors

Non-Residential Land Use	Employment Generation Factors (sq. ft. per employee)					
	Commercial	Office	Industrial	Institutional	Hotel	OS & Rec
Airport ¹				1.15		
Cemetery ²						1
Church				2295		
Convention Center	1716					
Desert						
Entertainment	500				1700	
Hotel ³					0.5	
Industrial			700			
Medical				500		
Mountains						
Mixed Use -C/O	500	300				
Mixed Use -C/R	500					
Museum				1193		
Office		300				
Open Space ¹						0.5
Parking						
Parks (Public) ¹						0.5
Private Golf ¹						0.5
Private Park/Rec ¹						0.5
Public				756		
Public Golf ¹						0.5
Railroad						
Retail	500					
Right-of-way						
School				756		
Storage ²			4			
Utilities				1193		
Vacant						
Water Courses						
Windfarms						
Notes:						
1. Employees per gross acre						
2. Employees per facility						
3. Employees per room						

Part 2: Current General Plan Projections

Palm Springs' Current General Plan (2007) estimates refer to the realistic development expected under its current (approved) land use plan. Table 3 and Table 4 serve as a reference point and reflect the development that was anticipated to occur if all properties were developed for their designated uses (at practical densities and intensities) within the maximums allowed by the Current General Plan.

In the years since the plan was adopted, the City has approved a number of General Plan amendments, changing the land use designations of the affected parcels. In addition, technology has improved significantly since the General Plan was last comprehensively updated and parcel data related to the Current General Plan assumptions has also been refined to reflect correct property boundaries.

As a result, a new table was prepared applying the density and intensity assumptions used in 2007 to the most recent parcel data for comparison. The results of the new refinements are shown in Table 5, *Current General Plan Land Use Designations and Potential for Development*.

The bottom line numbers (acreages, square footages, etc.) in Table 5 vary slightly from those shown in Table 3 and Table 4 because Table 5 is based on updated land use designations and more accurate parcel acreages available through GIS. The following assumptions were used to determine the projections for the Current Palm Springs General Plan (shown in Table 5). Table 6 and Table 7 document the assumptions used to generate the buildout conditions in Table 5.

2.1 Current General Plan dwelling units: [parcel acreage] x [anticipated density for land use designations]

Dwelling unit projections were calculated by multiplying the total acreage of a given parcel by the anticipated density for its respective land use designation. Because a parcel or group of parcels is often built at a lower density than allowed due to physical site constraints, zoning requirements, development regulations, and building product type, the anticipated density assigned to each residential designation was estimated slightly below the maximum density allowed for each category.

These parcel-level figures were then summarized by land use designation to estimate future citywide conditions. As previously noted, the estimated average permitted buildout from the City's Current General Plan is provided in Table 3 and Table 4, this information can also be found in the City's Current General Plan, Land Use Element (2007).

2.2 Current General Plan households: [dwelling units] x [occupancy rate]

The anticipated number of households was calculated by multiplying the total anticipated number of units (generally identified at slightly above the midpoint of the density range as noted in Table 3) by the housing occupancy rate. The housing occupancy rate assumed for the Current General Plan is consistent with that assumed by the 2007 General Plan: 95 percent (a 5% vacancy rate). A higher rate than the Existing Baseline Conditions was used for the current General Plan to estimate the theoretical number of occupied units if all households were full-time. More practically, the higher rate simulates higher occupancy levels during the peak season.

2.3 Current General Plan population: [households] x [persons per household]

The persons per household (pph) factor used to estimate the full-time population for the Current General Plan (2007) was 2.08 pph for single family homes and 1.78 pph for multi-family homes. The City of Palm Springs has seen a relatively stable pattern of average household size historically, fluctuating between 1.98 and 2.00 persons per household over the last 5 years. Due to the historic stability, it is

reasonable to assume that in the future, average household size in Palm Springs will remain relatively consistent.

2.4 Current General Plan non-residential building square footage: [parcel square footage] x [anticipated FAR]

Building intensities for non-residential uses are measured by floor area ratio (FAR). FAR refers to the ratio of the total floor area of a building (building footprint times number of building stories) to the total square footage of that parcel. FAR calculations do not include floor areas for parking structures or outdoor open storage. Palm Springs' non-residential designations include a maximum FAR. Because a parcel or group of parcels, especially in non-residential development, is often built at a lower intensity than allowed due to physical site constraints, zoning requirements, development regulations, and building product type, the anticipated FAR assigned to each non-residential designation was estimated below the maximum FAR for each category.

2.5 Current General Plan calculation of employment: [non-residential building square footage] / [employment generation factor]

Employment generation factors represent the average amount of building square footage typically required per employee and are customized based on the land use designation; dividing the nonresidential building square footage by the employment generation factor results in an estimate of the number of jobs at buildout. The resulting employment number represents a count of the total number of jobs associated with a given amount of building square footage. This includes both full- and part-time jobs and is not a full-time equivalent measure. To estimate employment that is projected to result from the development projected under the Current General Plan, the employment generation factors included in Table 2, *City of Palm Springs General Plan Update Employment Generation Rates*, were applied to estimate employment for buildout of the Current General Plan (2007).

TABLE 3. Current General Plan Estimated Maximum Permitted Development Buildout – Residential (From the 2007 General Plan)

Land Use Designation	Estimated Density (units per acre)	Acres	Dwelling Units	Persons per Household	Population	Hotel Rooms
Residential						
Estate Residential (0-2.0 du/ac)	1.5	1,731	2,571	2.08	4,892	
Very Low (2.1-4.0 du/ac)	3.5	2,654	9,411	2.08	18,608	
Low (4.1-6.0 du/ac)	5.25	1,031	5,414	2.08	10,696	
Medium (6.1-15 du/ac)	10	1,437	14,652	2.08/1.78	26,739	
High (15.1-30 du/ac)	20	582	12,192	1.78	20,742	3,047
<i>Subtotal</i>		7,435	44,240		81,677	3,047
Mixed Use						
Mixed/Multi-Use (15 du/ac)	12	330	1,648	2.08/1.78	2,987	
Central Business District (21-30 du/ac)	Varies	126	1,396	1.78	2,361	
<i>Subtotal</i>		456	3,044		5,348	
Open Space						
Mountain (1 du/40ac)	0.014	52,113	742	2.08	1,466	
Conservation (1 du/20ac)	0.05	1,284	64	2.08	127	
Desert (1 du/10ac)	0.1	4,305	402	2.08	588	
<i>Subtotal</i>		57,702	1,208		2,181	
Other						
Special Policy Areas (varies)	Varies	4,231	2,577	2.08	5,093	923
Small Hotel (10 du/ac; 15 rooms/ac)	10	67	337	1.78	650	501
Right-of-way		2,839				
Railroad		311				
<i>Subtotal</i>		7,448	2,914		5,743	1,424
TOTAL		73,041	51,406		94,949	4,471

TABLE 4. Current General Plan Estimated Maximum Permitted Development Buildout – Non-Residential (From the 2007 General Plan)

Land Use Designation	Maximum Intensity (FAR)	Estimated Intensity (FAR)	Acres	Square Footage	Hotel Rooms
Commercial					
Regional Commercial	0.5	0.28	165	2,006,574	
Neighborhood Community Commercial	0.35	0.25	186	2,023,086	
Tourist Resort Commercial	0.35 (43 rooms/ac)	0.28	507	4,352,025	7,406
Mixed Use					
Mixed/Multi-Use	0.5	Varies	330	2,138,873	300
Central Business District (CBD)	1.0	Varies	126	1,888,389	799
Employment Centers					
Regional Business Center	Comm - Off - Ind; 0.5 - 0.35 - 0.5	Varies	622	6,259,568	
Office	0.35	0.25	77	834,415	
Industrial	0.5	0.23	2,432	10,991,261	
Airport	N/A	0.05	652	1,419,377	
Institutional					
Public/Quasi-Public	0.35	0.35	117	1,637,935	
School	N/A	N/A	233		
Public Utilities	N/A	N/A	113		
Open Space					
Open Space – Parks & Recreation	N/A	N/A	1,517		
Open Space – Water	N/A	N/A	7,938		
TOTAL			15,015	33,551,503	8,505

TABLE 5. Current General Plan Land Use Designations and Potential for Development (Estimates Recalculated per Methodology Described in Part 2)

General Plan Land Use Designation	Total Acres	Residential				Non-Residential Employment							
		Total Units	Households	Population	Hotel Rooms	Building Square Footage	Total Jobs	Commercial	Office	Industrial	Institutional	Hotel	Open Space
Airport	654.67	-	-	-	-	1,425,880	900	-	-	-	900	-	-
Central Business District (21-30 du/ac; 1.0 FAR)	126.57	1,399	1,329	2,440	800	1,919,864	4,425	2,905	1,120	-	-	400	-
Estate Residential (0-2 du/ac)	1,640.65	2,461	2,338	4,863	-	-	-	-	-	-	-	-	-
High Density Residential (15.1-30 du/ac)	581.75	12,139	11,532	20,526	2,989	-	1,495	-	-	-	-	1,495	-
Industrial (0.5 FAR)	2,496.85	-	-	-	-	11,638,620	11,598	-	-	11,598	-	-	-
Low Density Residential (4.1-6 du/ac)	994.99	5,224	4,963	10,322	-	-	-	-	-	-	-	-	-
Medium Density Residential (6.1-15 du/ac)	1,417.99	14,180	13,471	25,999	-	-	-	-	-	-	-	-	-
Mixed Use (15 du/ac; 0.5 FAR)	324.06	1,693	1,609	2,991	252	2,072,962	3,799	1,993	1,089	505	86	126	-
Neighborhood Community Commercial (0.35 FAR)	184.75	-	-	-	-	2,011,898	4,024	4,024	-	-	-	-	-
Office (0.35 FAR)	77.39	-	-	-	-	842,776	2,809	-	2,809	-	-	-	-
Open Space – Conservation (1 du/20ac)	1,282.79	64	61	127	-	-	-	-	-	-	-	-	-
Open Space – Desert (1 du/10ac)	4,233.72	423	402	837	-	-	-	-	-	-	-	-	-
Open Space – Mountain (1 du/40ac)	51,763.78	737	700	1,457	-	-	-	-	-	-	-	-	-
Open Space – Parks and Recreation	1,361.65	-	-	-	-	-	681	-	-	-	-	-	681
Open Space – Water	7,792.02	-	-	-	-	-	-	-	-	-	-	-	-
Public / Quasi-Public (0.35 FAR)	109.81	-	-	-	-	1,674,110	2,214	-	-	-	2,214	-	-
Public Utilities	112.50	-	-	-	-	-	-	-	-	-	-	-	-
Regional Business Center (0.35 - 0.5 FAR)	595.51	-	-	-	-	6,368,360	11,349	3,632	3,243	4,475	-	-	-
Regional Commercial (0.5 FAR)	170.91	-	-	-	-	2,084,566	4,169	4,169	-	-	-	-	-
Right-of-way	2,992.69	-	-	-	-	-	-	-	-	-	-	-	-
Railroad	307.35	-	-	-	-	-	-	-	-	-	-	-	-
School	217.54	-	-	-	-	-	-	-	-	-	-	-	-
Small Hotel (10 du/ac; 15 rooms/ac)	64.88	324	308	549	487	-	243	-	-	-	-	243	-
Special Policy Areas (varies)	4,527.83	2,672	2,538	5,279	923	-	462	-	-	-	-	462	-
Tourist Resort Commercial (0.35 FAR; 43 room/ac)	506.57	-	-	-	7,599	4,304,996	7,946	4,146	-	-	-	3,800	-
Very Low Density Residential (2.1-4 du/ac)	2,783.98	9,744	9,257	19,254	-	-	-	-	-	-	-	-	-
Grand Total	87,326.51	51,060	48,507	94,643	13,049	34,344,034	56,114	20,869	8,261	16,578	3,200	6,525	681

TABLE 6. Current General Plan Land Use Buildout Assumptions (2007 General Plan)

General Plan Land Use Designation	Assumed Density (DU / acre)	Persons per Household	Vacancy Rate	Use Ratio							Floor Area Ratio				
				Residential	Commercial	Office	Industrial	Institutional	Hotel	Open Space	Commercial	Office	Industrial	Institutional	Hotel ¹
Airport									100%					0.05	
Estate Residential (0-2 du/ac)	1.5	2.08	0.05	100%											
Very Low Density Residential (2.1-4 du/ac)	3.5	2.08	0.05	100%											
Low Density Residential (4.1-6 du/ac)	5.25	2.08	0.05	100%											
Medium Density Residential (6.1-15 du/ac)	10	1.78/2.08	0.05	100%											
High Density Residential ² (15.1-30 du/ac)	20	1.78	0.05	70%						30%					30
Mixed Use ³ (15 du/ac; 0.5 FAR)	12	1.78/2.08	0.05	*	*	*	*	*	*	*	*	*	*	*	*
Central Business District ⁴ (21-30 du/ac; 1.0 FAR)	Varies	1.78/2.08	0.05	*	*	*	*	*	*	*	*	*	*	*	*
Tourist Resort Commercial ⁵ (0.35 FAR; 43 rooms/ac)												0.28			30
Small Hotel (10 du/ac; 15 rooms/ac)	10	1.78	0.05	50%						50%					15
Neighborhood Community Commercial (0.35 FAR)												0.25			
Regional Commercial (0.5 FAR)												0.28			
Industrial ⁶ (0.5 FAR)										100%				0.23	
Office (0.35 FAR)										100%				0.25	
Regional Business Center (0.5 - 0.35 - 0.5 FAR)										25%	15%	60%		0.28	0.25
Public / Quasi-Public (0.35 FAR)															0.35
School															
Public Utilities															
Open Space – Mountain (1 du/40ac) ⁷	0.014	2.08	0.05	100%											
Open Space – Conservation (1 du/20ac)	0.05	2.08	0.05	100%											
Open Space – Desert (1 du/10ac)	0.1	2.08	0.05	100%											
Open Space - Park												100%			
Open Space - Water															
Special Policy Area ⁸ (varies)	0.288	2.08	0.05	100%											

- Notes:
- Hotel rooms per acre
 - High Density Residential (252.1 acres) in the Section 14 Specific Plan area calculated at 100% Residential and 30 dwelling units per acre.
 - Assumptions for Mixed Use areas were tailored to each Palm Springs Transportation Analysis Model Traffic Analysis Zone (PSTAM TAZ) and reflect the target land use ratios included in the Land Use Element. Additional information available upon request.
 - Assumptions for the Central Business District were tailored to each Palm Springs Transportation Analysis Model Traffic Analysis Zone (PSTAM TAZ). Additional information available upon request.
 - The Section 14 Specific Plan permits a maximum amount of non-residential development in the Tourist Resort Commercial designation (166.6 acres) independent of the assumptions identified above.
 - Industrial lands (1,570.8 acres) within the Wind Energy Overlay are calculated at 15% of the allowable intensity identified above.
 - Reduced assumed density accounts for undevelopable hillside with a slope greater than 30 degrees.
 - Special Policy Areas Palm Hills and Chino Cone contain residential and hotel/vacation units that were permitted independent of the assumptions identified above.

TABLE 7. Mixed Use Buildout Assumptions (2007 General Plan)

Mixed Use Area	Residential Use		Commercial Use		Office Use		Industrial Use		Other Use		Total Units	Total Population	Total Jobs
	Target Ratio	Factor ¹	Target Ratio	Factor ¹	Target Ratio	Factor ¹	Target Ratio	Factor ¹	Target Ratio	Factor ¹			
Artist Colony	40-60%	60%	20-35%	25%	15-25%	15%	-	-	-	-	340	623	568
Indian Canyon / San Rafael	15-25%	20%	15-25%	20%	-	-	55-65%	60%	-	-	168	309	696
Palm Canyon Drive / Sunny Dunes	15-20%	20%	30-50%	40%	30-50%	40%	-	-	-	-	145	246	957
Palm Springs Mall	25-35%	30%	40-50%	50%	25-35%	20%	-	-	-	-	105	178	527
Smoke Tree	30-60%	50%	40-70%	37%	-	-	-	-	-	13%	403	682	92
Uptown	30-40%	50%	30-40%	35%	20-30%	15%	-	-	-	-	391	717	632
Vista Chino / Sunrise	60-70%	65%	30-40%	35%	-	-	-	-	-	-	140	237	153
Total	-	-	-	-	-	-	-	-	-	-	1,693	2,991	3,799

- Notes:
- Use ratio applied to calculate buildout conditions.

Part 3: Proposed Land Use Plan Estimates

The GPSC's Proposed Land Use Plan estimates refer to the realistic future development anticipated to occur applying the recommended changes to the Land Use Plan proposed as part of the administrative update. Most parcels throughout the City are proposed to retain their current land use designation. The select parcels proposed for change are being done so for the following reasons:

- To better align with an existing or intended use that is not anticipated to change before the horizon year of the General Plan (2040)
- To reflect current ownership
- To implement the recommendations of the adopted Section 14 Specific Plan
- To reflect the relocation of the proposed College of the Desert campus out of the College Park Specific Plan Area, and to allow for residential, commercial and public/quasi-public uses at the previously proposed campus site
- To accommodate the City's 2021-2029 Regional Housing Needs Assessment allocation by prioritizing residential uses over a mix of potential uses in the Artist Colony area

The same set of assumptions were applied to all parcels in each given designation. The assumptions used to determine the projections for the Proposed Palm Springs Land Use Plan are documented in Tables 9 and 10.

3.1 Proposed Land Use Plan units: [parcel acreage] x [anticipated density for land use designations]

Dwelling unit projections were calculated by multiplying the total acreage of a given parcel by the anticipated density for its respective land use designation. These parcel-level figures were then summarized by land use designation to estimate future citywide conditions. The estimated average permitted buildout from the City's Proposed General Plan is provided in Table 9. Because a parcel or group of parcels is often built at a lower density than allowed due to physical site constraints, zoning requirements, development regulations, and building product type, the anticipated density assigned to each residential designation was estimated slightly below the maximum density allowed for each category.

3.1.a. Vacant areas and residential areas of change (where land uses were changed to allow higher density or a different mix of uses)

All vacant lots in residential land use categories were assumed to grow according to the anticipated density for that land use category. While areas where land uses were changed to allow higher density residential uses and/or a different mix of uses assumed that all parcels would grow according to the anticipated density. Dwelling unit growth projections for both were estimated by multiplying the acreage of each parcel by the anticipated density for different land use designations. The anticipated density for each land use designation is provided in Table 8. For parcels where a new residential development is proposed, the formulaic estimates were compared against the best available information to ensure the data accurately projects future conditions on the project site. The buildout estimates for the Proposed Land Use Plan are provided in Table 8.

3.1.b. Mixed-use areas (where the mix of preferred uses changed)

The proportion of uses were updated for mixed-use areas throughout the City in the Land Use Element to reflect adjustments to the target ratio of land uses recommended based on changes

in market conditions and priorities identified by the General Plan Steering Committee. The Proposed Plan also reflects changes to the boundaries of the Smoke Tree mixed-use area, which in the current General Plan comprises two distinct areas of mixed-use designated parcels located along East Palm Canyon Drive between Sunrise Way and the City's boundary with Cathedral City. In the Proposed Land Use Plan, the mixed-use area located between Sunrise Way and Barona Road is retained as Smoke Tree and the mixed-use area between Palm Hills Road and the boundary with Cathedral City is renamed as Palm Canyon East Gateway.

For each area containing residential development, the total acreage was multiplied by the proportional share of residential use to arrive at the approximate acreage reserved for dwelling units. That residential acreage was then multiplied by the anticipated density to finally arrive at the number of units anticipated at buildout. The factors used to estimate buildout for each area can be found in Table 10.

3.1.c. Accessory Dwelling Units (ADUs):

Per regulations set forth in the City's municipal code, accessory dwelling units are generally permitted in one of two ways: through a standalone building permit or a combination of ADU permit and building permit. Prior to 2017, the City approved roughly 12 ADU's each year. Following the passage of SB 1069, that number increased to 20 and is anticipated to increase slowly but steadily moving forward. During the 2021-2029 RHNA planning period, the City reasonably expects to permit approximately 340 additional ADU's. Extrapolating this figure over the General Plan horizon, the number of permitted ADU's could reach 850. The ADU's were distributed to TAZ's that contained Very Low- and Low-Density Residential land, based on each TAZ's proportion of citywide Very Low- and Low-Density Residential acreage.

3.2 Proposed Land Use Plan households: [units] x [occupancy rate]

The housing occupancy rate assumed for the Proposed Land Use Plan(s) is consistent with that assumed for the Current General Plan: 95 percent based on data from the 2020 DOF, as noted in Part 1. The higher rate was also used because it estimates the theoretical number of occupied units if all households were full-time. More practically, the higher rate simulates elevated occupancy during the peak season.

3.3 Proposed Land Use Plan population: [households] x [persons per household]

Since 2010, the City of Palm Springs has maintained a stable average household size, hovering between 1.99 and 2.05 over the past 5 years. It is reasonable to assume that in the future average household size in Palm Springs will largely reflect the existing household size. Based on data from the 2020 CA DOF information noted in Part 1, the persons per household (pph) factor used to estimate population for the Proposed Land Use Plan(s) is 2.0 pph for all dwelling unit types. Table 8 at the end of this document shows the total anticipated population at the horizon year for the buildout of the Proposed Land Use Plan (2040). These figures assume almost all units are occupied full-time.

3.4 Proposed Land Use Plan non-residential building square footage: [parcel square footage] x [anticipated intensity]

Building intensities for non-residential uses are measured by floor area ratio (FAR). FAR refers to the ratio of the total floor area of a building (building footprint times number of building stories) to the total square footage of that parcel. FAR calculations do not include floor areas for parking structures or outdoor open storage. Palm Springs' non-residential designations include a maximum FAR. Because a parcel or group of parcels, especially in non-residential development, is often built at a lower intensity than allowed due to physical site constraints, zoning requirements, development regulations, and building product type, the

anticipated FAR assigned to each non-residential designation was estimated below the maximum FAR for each category.

3.4.a. Vacant areas and non-residential areas of change

Non-residential square footage projections for vacant and non-residential areas were estimated by multiplying the square footage of each parcel by the anticipated FAR for the respective land use designations. For parcels where a new non-residential development is proposed, the formulaic estimates were compared against the best available information to ensure the data accurately projects future conditions on the project site. The buildout estimates for the Proposed Land Use Plan(s) are provided in Table 8.

3.4.b. Mixed-use areas (where the mix of preferred uses changed)

To estimate the potential building square footage, this methodology assumed that new projects would develop at a similar density or intensity to the existing and approved projects within each area, as defined by the area specific anticipated use ratios and FAR. Non-residential square footage was estimated by multiplying the square footage of each parcel by the anticipated FAR for each area. The resulting square footage was multiplied by the corresponding target use ratios to determine the appropriate square footage for each use type. The buildout estimates for the Proposed Land Use Plan are provided Table 8. The factors used to estimate buildout for each area can be found in Table 10.

3.5 Proposed Land Use Plan calculation of employment: [non-residential building square footage] / [employment generation factor]

Employment generation factors represent the average amount of building square footage typically required per employee and are customized based on the land use designation; dividing the nonresidential building square footage by the employment generation factor results in an estimate of the number of jobs at buildout. The resulting employment number represents a count of the total number of jobs associated with a given amount of building square footage. This includes both full- and part-time jobs and is not a full-time equivalent measure. The City does not anticipate an intensification of employment during the planning period, therefore the same factors used to the Existing and Current General Plan figures (Table 2) have been applied to estimate employment for buildout of the Proposed Land Use Plan.

3.6 Existing non-conforming uses

Existing non-conforming uses are parcels of land within a city's jurisdiction that contain uses or activities that are not consistent with the parcel's designated land use or prescribed density or intensity (according to the Current General Plan Land Use Map/Element). Some parcels may have conformed to the Current General Plan at one time, but then became non-conforming land uses if the parcel's land use designation was changed during a prior update to the Land Use Element. Some examples of non-conforming uses may include commercial businesses operating on a residential property, an apartment building within a commercial-only land use designation, or homes built to a higher density than what is allowed on the site.

For the Proposed Land Use Plan, the City of Palm Springs has elected to update the land use designation for some of the City's non-conforming parcels' that clearly stood out as unlikely to transition to new uses during the horizon period of the updated General Plan (2040).

TABLE 8. Proposed General Plan Land Use Designations and Potential for Development (Estimates calculated per Methodology Described in Part 3)

General Plan Land Use Designation	Total Acres	Residential				Non-Residential Employment							
		Total Units	Households	Population	Hotel Rooms	Building Square Footage	Total Jobs	Commercial	Office	Industrial	Institutional	Hotel	Open Space
Airport	654.67	-	-	-	-	1,425,880	900	0	0	0	900	0	0
Central Business District (21-30 du/ac; 1.0 FAR)	111.73	1,399	1,329	2,440	635	1,808,277	4,156	2,718	1,120	0	0	318	0
Estate Residential (0-2 du/ac)	1,577.74	2,367	2,248	4,676	-	-	0	0	0	0	0	0	0
High Density Residential (15.1-30 du/ac)	586.80	12,209	11,599	20,646	3,035	-	1,517	0	0	0	0	1,517	0
Industrial (0.35 FAR)	2,496.85	-	-	-	-	11,638,620	11,598	0	0	11,598	0	0	0
Low Density Residential ¹ (4-6.1 du/ac)	1,005.99	5,281	5,017	10,436	-	-	0	0	0	0	0	0	0
Medium Density Residential (6.1-15 du/ac)	1,528.70	15,287	14,523	28,029	-	-	0	0	0	0	0	0	0
Mixed Use (15 du/ac; 0.5 FAR)	311.88	1,655	1,573	2,909	57	2,122,572	4,156	2,969	643	435	81	28	0
Neighborhood Community Commercial (0.35 FAR)	187.15	-	-	-	-	2,038,045	4,076	4,076	0	0	0	0	0
Office (0.35 FAR)	72.41	-	-	-	-	788,539	2,628	0	2,628	0	0	0	0
Open Space – Conservation (1 du/20ac)	1,282.79	64	61	127	-	-	0	0	0	0	0	0	0
Open Space – Desert (1 du/10ac)	4,351.62	435	413	860	-	-	0	0	0	0	0	0	0
Open Space – Mountain (1 du/40ac)	51,792.78	738	701	1,457	-	-	0	0	0	0	0	0	0
Open Space – Parks and Recreation	1,336.36	-	-	-	-	-	668	0	0	0	0	0	668
Open Space – Water	7,692.30	-	-	-	-	-	0	0	0	0	0	0	0
Public / Quasi-Public (0.35 FAR)	128.89	-	-	-	-	1,965,005	2,599	0	0	0	2,599	0	0
Public Utilities	117.58	-	-	-	-	-	0	0	0	0	0	0	0
Regional Business Center (0.5 - 0.35 - 0.5 FAR)	595.51	-	-	-	-	6,368,360	11,350	3,632	3,243	4,475	0	0	0
Regional Commercial (0.5 FAR)	170.91	-	-	-	-	2,084,566	4,169	4,169	0	0	0	0	0
Right-of-way	2,992.69	-	-	-	-	-	0	0	0	0	0	0	0
Railroad	307.35	-	-	-	-	-	0	0	0	0	0	0	0
School	106.11	-	-	-	-	-	0	0	0	0	0	0	0
Small Hotel (10 du/ac)	64.88	487	462	823	487	-	243	0	0	0	0	243	0
Special Policy Areas (varies)	4,527.83	2,672	2,538	5,279	923	-	462	0	0	0	0	462	0
Tourist Resort Commercial (0.35 FAR; 43 rooms/ac)	535.58	3,321	3,155	5,615	8,034	3,131,899	5,817	1,800	0	0	0	4,017	0
Very Low Density Residential (2.1-4 du/ac)	2,789.42	9,763	9,275	19,292	-	-	0	0	0	0	0	0	0
Grand Total	87,326.51	54,571	51,842	100,717	13,171	33,371,765	54,339	19,364	7,634	16,508	3,580	6,585	668

Notes:

1. Includes 850 Accessory Dwelling Units

TABLE 9. Proposed General Plan Land Use Buildout Assumptions

General Plan Land Use Designation	Assumed Density (DU / acre)	Persons per Household	Vacancy Rate	Use Ratio						Floor Area Ratio					
				Residential	Commercial	Office	Industrial	Institutional	Hotel	Open Space	Commercial	Office	Industrial	Institutional	Hotel ¹
Airport								100%						0.05	
Estate Residential (0-2 du/ac)	1.5	2.08	0.05	100%											
Very Low Density Residential (2.1-4 du/ac)	3.5	2.08	0.05	100%											
Low Density Residential (4.1-6 du/ac)	5.25	2.08	0.05	100%											
Medium Density Residential (6.1-15 du/ac)	10	1.78/2.08	0.05	100%											
High Density Residential ² (15.1-30 du/ac)	20	1.78	0.05	70%						30%					30
Mixed Use ³ (15 u/ac; 0.5 FAR)	12	1.78/2.08	0.05	*	*	*	*	*	*	*	*	*	*	*	*
Central Business District ⁴ (21-30 du/ac; 1.0 FAR)	Varies	1.78/2.08	0.05	*	*	*	*	*	*	*	*	*	*	*	*
Tourist Resort Commercial ⁵ (0.35 FAR; 43 room/ac)	20	1.78	0.05	30%	20%					50%		0.28			30
Small Hotel (10 du/ac)	15	1.78	0.05	50%						50%					15
Neighborhood Community Commercial (0.35 FAR)					100%							0.25			
Regional Commercial (0.5 FAR)					100%							0.28			
Industrial ⁶ (0.5 FAR)							100%						0.23		
Office (0.35 FAR)							100%					0.25			
Regional Business Center (0.5 - 0.35 - 0.5 FAR)					25%	15%	60%					0.28	0.25	0.23	
Public / Quasi-Public (0.35 FAR)								100%						0.35	
School															
Public Utilities															
Open Space – Mountain (1 du/40ac) ⁷	0.014	2.08	0.05	100%											
Open Space – Conservation (1 du/20ac)	0.05	2.08	0.05	100%											
Open Space – Desert (1 du/10ac)	0.1	2.08	0.05	100%											
Open Space - Park										100%					
Open Space - Water															
Special Policy Area ⁸ (varies)	0.288	2.08	0.05	100%											

- Notes:
- Hotel rooms per acre
 - High Density Residential (252.1 acres) in the Section 14 Specific Plan area calculated at 100% Residential and 30 dwelling units per acre.
 - Assumptions for Mixed Use areas were tailored to each Palm Springs Transportation Analysis Model Traffic Analysis Zone (PSTAM TAZ) and reflect the target land use ratios included in the Land Use Element. Additional information regarding the mix of uses and assumptions can be found in Table 10.
 - Assumptions for the Central Business District were tailored to each Palm Springs Transportation Analysis Model Traffic Analysis Zone (PSTAM TAZ). Additional information available upon request.
 - The Section 14 Specific Plan permits a maximum amount of non-residential development in the Tourist Resort Commercial designation (166.6 acres) independent of the assumptions identified above.
 - Industrial lands (1,570.8 acres) within the Wind Energy Overlay are calculated at 15% of the allowable intensity identified above.
 - Reduced assumed density accounts for undevelopable hillside with a slope greater than 30 degrees.
 - Special Policy Areas Palm Hills and Chino Cone contain residential and hotel/vacation units that were permitted independent of the assumptions identified above.

TABLE 10. Mixed Use Buildout Assumptions (Proposed General Plan)

Mixed Use Area	Residential Use		Commercial Use		Office Use		Industrial Use		Other Use		Total Units	Total Population	Total Jobs
	Target Ratio	Factor ¹	Target Ratio	Factor ¹	Target Ratio	Factor ¹	Target Ratio	Factor ¹	Target Ratio	Factor ¹			
Artist Colony	40-60%	60%	20-35%	25%	15-25%	15%	-	-	-	-	263	483	457
Higher Education Campus	-	-	-	-	-	-	-	-	100%	100%	105	178	527
Indian Canyon / San Rafael Drive	15-25%	20%	25-35%	30%	-	-	40-50%	50%	-	-	168	309	762
Palm Canyon Drive / Sunny Dunes	40-60%	50%	-	-	-	-	-	-	40-60%	50%	363	614	512
Smoke Tree	30-40%	40%	60-70%	60%	-	-	-	-	-	-	237	400	781
Palm Canyon East Gateway	40-60%	50%	40-60%	50%	-	-	-	-	-	-	91	154	145
Uptown	30-40%	40%	30-40%	35%	20-30%	25%	-	-	-	-	341	626	753
Vista Chino / Sunrise Way	30-40%	40%	40-50%	50%	-	-	-	-	10-20%	10%	86	146	218
Total	-	-	-	-	-	-	-	-	-	-	1,655	2,909	4,157
Notes: 1. Use ratio applied to calculate buildout conditions.													

DRAFT