Exhibit E. Land Use Analysis

COUNTY OF SAN DIEGO

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EXHIBIT E. LAND USE ANALYSIS

Land Use Alternatives

As part of the Development Feasibility Analysis (DFA) project, a calculation of residential dwelling unit yields was based on expected construction under various land use scenarios.

Starting with current existing land use designations (Alternative 0), a series of three land use alternative scenarios were prepared to show an increase of potential dwelling units based on strategic housing development that included increasing density and/or converting existing non-residential uses to residential. To support complete communities with commercial activities, some parcels were also recommended to convert to Village Core Mixed Use (VC-30), which allows both commercial and residential up to 30 dwelling units per acre. While this designation may yield less housing than purely residential uses, the project believes in a healthy mix of uses at key intersections and town center areas.

Table E-1. Land Use Alternative Tiers

Land Use Alternative	Description
Alternative 0: No Change to Current Land Use Policy	This no-change scenario maintains existing Land Use designations, and incentivizes housing development through capital improvements (e.g., infrastructure upgrades, road widening, bike lanes, new parks), and programmatic improvements (e.g., facilitated reviews, faster permitting process, transparency of fees/requirements).
Alternative 1: Mild Density Increase	This scenario envisions a very limited density increase on select residential parcels.
Alternative 2: Moderate Density Increase	This scenario envisions a moderate density increase on select residential parcels.
Alternative 3: Moderate-Diverse Density Increase	This scenario envisions a moderate density increase on select residential parcels, together with the rezoning of select commercial, industrial, and public facility parcels to allow residential use.

Land Constraints

To calculate dwelling unit yields under various land use scenarios, it is important to temper the calculations to reflect present-day conditions as best possible. To do this, a series of land constraints were reviewed and applied to restrict the developable acreage to best represent actual conditions.

Land constraints are shown in the below table. Each constraint was considered fully-constraining, with any amount of overlap removed from the parcel's developable acreage. This approach is conservative, with potential to mitigate certain constraints with engineering and other strategies which would increase land for development. Conversely, there may be additional development restrictions on certain layers, such as a buffer zone around a wetland habitat, that may further reduce developable acreage. Thus, treating all constraints as fully-constraining was seen as the best approach for calculation.

Table E-2. Land Constraints used for Dwelling Unit Calculations

Constraint	Year of Data	Source of Data (All downloaded from SanGIS)	Notes
Geological Fault Lines	1996	Geological Active Fault CN	No zones affect DFA areas.
Airport Hazard Zones	2022	Air Safety Zones CN	No zones affect DFA areas.
Airport Noise Zones	2021	Air Noise Contours	No zones affect DFA areas.
FEMA Floodplains	2024	Flood Plain	FIRM is the basis for floodplain management, mitigation, and insurance activities for the National Flood Insurance Program (NFIP). The database present the flood risk information depicted on the FIRM. FIRM is published by FEMA. Zones affecting DFA areas include Zone A & Zone AE, representing 1-percent-annual chance floodplain.
MSCP Habitat Preserve	2023	MSCP CN	The dataset represents the South County Subregional Plan, which does not include Buena Creek. Buena Creek is under the North County Multiple Species Conservation Program and falls under "outside open space network".
Wetlands	2023	Wetlands	
Forest Conservation	N/A	Forest Conservation Initiative	No zones affect DFA areas.
Environmentally Sensitive Areas	2022	Environmentally Sensitive Areas	
Pre-approved Mitigation Areas (PAMA)	2023	MCSP CN	The dataset represents the South County Subregional Plan, which does not include Buena Creek. Buena Creek is under the North County Multiple Species Conservation Program and falls under "outside open space network".
Publicly-owned Lands	2023	Land Ownership 2023	
Slope of 25-50%	2005	Slope CN	The dataset was built from a 10 meter GRID derived from 2002 IfSAR elevation surface of the County.
Slope more than 50%	2005	Slope CN	The dataset was built from a 10 meter GRID derived from 2002 IfSAR elevation surface of the County.

Additional factors may affect dwelling unit development but are too localized to be considered at this scale of calculation. These factors may include:

- Zoning setbacks
- Septic tank requirements
- Well setback requirements
- Limited access to the property
- Williamson Act contract lands
- Purchase of Agricultural Conservation Easement (PACE) program
- Land acquisition by non-governmental organizations for land conservation
- Expansion of tribal lands
- Legal lot status
- Dead-end road length restrictions

Dwelling Unit Calculations

As a baseline comparison, the 2024 actual dwelling unit counts are also presented.[1] Subsequently, potential dwelling unit yields were calculated for all alternative scenarios. For all dwelling unit yield calculations, a yield factor was applied. This yield factor has been sourced from the 2021 County of San Diego Housing Element Update, which set percentages based on a review of multi-family development constructed in the County since 2011. For single-family or other uses, the average 70% yield factor was applied.

Table E-3. Yield Factors applied for Dwelling Unit Calculations

Designation	Yield Factor
SPECIFIC PLAN AREA	70%
SEMI-RURAL RESIDENTIAL (SR-1)	70%
SEMI-RURAL RESIDENTIAL (SR-4)	70%
VILLAGE RESIDENTIAL (VR-2)	70%
VILLAGE RESIDENTIAL (VR-2.9)	70%
VILLAGE RESIDENTIAL (VR-4.3)	70%
VILLAGE RESIDENTIAL (VR-7.3)	70%
VILLAGE RESIDENTIAL (VR-10.9)	70%
VILLAGE RESIDENTIAL (VR-15)	62%
VILLAGE RESIDENTIAL (VR-20)	73%
VILLAGE RESIDENTIAL (VR-24)	89%
VILLAGE RESIDENTIAL (VR-30)	76%
VILLAGE CORE MIXED USE	32%

[1] Current dwelling unit counts are sourced from Urban Footprint 2024.

The following table summarizes actual existing dwelling unit counts compared with expected dwelling unit yields under current land use policy conditions (Alternative 0) and Alternatives 1 through 3.

$$(\text{Land Use Residential Density} * \text{Yield Factor}) * \text{Parcel Unconstrained Acreage}$$

The table also shows dwelling unit yield on only vacant land, and on only underutilized land. This subset of dwelling unit yield shows a potentially more realistic number of potential dwelling units, given the likelihood of development and redevelopment based on current conditions.

Table E-4. Dwelling Unit Yields for across all DFA Areas per Alternative Scenario

Dwelling Unit Yields	2024 Actual	Alternative 0	Alternative 1	Alternative 2	Alternative 3
Actual Existing Dwelling Units (2024)	15,906				
DU Yield on All Unconstrained Land		18,903	18,795	18,951	20,112
DU Yield on Unconstrained Vacant Land		560	598	656	813
DU Yield on Unconstrained Underutilized Land only (non-vacant)[2]		5,698	5,557	5,618	6,171

[2] *Underutilized refers to parcels with a Building-to-Land-Value (BLV) of less than 1. A low BLV indicates that the value of improvements is less than the value of the land, and therefore offers a financial incentive to redevelop for better property value.*

Land Use Alternatives

Considerations for Land Use Modifications

A set of conditions informed the selection of parcels for potential General Plan land use amendments. While these conditions informed parcel selection, they were not strict criteria for parcel inclusion or omission. The methodology also incorporated qualitative factors such as knowledge of the area, community feedback, current as-built conditions, and neighborhood character.

Considerations for Market and Development Potential:

- **The parcel is currently vacant.** Vacant parcels are easier to modify, as they require no demolition, have no existing residents, and may have potential for increased value, etc. Parcel vacancy data was sourced from Esri.
- **The parcel is currently underutilized.** Similar to vacant land, underutilized parcels are easier to modify, as they offer financial incentive to owners to increase lot value through improvements and higher use of the land. Underutilization was determined as having a low (>1.00) Building-to-Land-Value (BLV), calculated as the ratio of Assessed Improvement Value to Assessed Land Value. BLV values were sourced from Esri.
- **The parcel is on a public road.** Unlike cities, the unincorporated areas are heavily served by private roads. These roads are not maintained by the County, rather by a private entity such as a homeowners' association. Prioritizing new housing developments on public roads allows for

more control for traffic improvements and road maintenance. Road data was sourced from SanGIS.

- **The parcel has access to water and sewer infrastructure.** High-level infrastructure studies conducted for this project indicate the DFA areas are generally well served by water and sewer lines and supporting infrastructure. In select areas, existing lines would benefit from upgrades due to age and to better accommodate planned levels of growth. In this case, additional capital will be needed to increase the capacity of the water or sewer lines. Water and sewer data was sourced from the County as well as respective water districts.

Considerations for Residential Quality of Life:

- **The parcel is within 0.5 miles of a transit stop.** As the County moves towards Vehicles Miles Traveled (VMT) as a metric of future development potential, new development should prioritize areas with accessible transit. This action leverages existing infrastructure, encourages smart green growth, and supports households that lack consistent access to private vehicles. Transit data were sourced from SanGIS and analyzed via Esri Network Analyst.
- **The parcel is within 1 mile of a park or recreational facility.** Housing development is not just about building dwelling units. Critically important and inherent in the County's goals is to grow communities in a way that supports the economic, social, cultural, and physical well-being of their members. While the service area standard for a neighborhood park typically is 0.5 miles, unincorporated county areas typically have more open space, natural areas, large private lot sizes, and other non-urban traits that merit consideration of a larger service area of 1 mile. However, unincorporated areas may have challenges such as steep slopes, lack of sidewalks, long stretches of road, poor or absent streetlights, etc. that may hinder convenient access to parks. Park and recreational facility data was sourced from SanGIS and analyzed via Esri Network Analyst.
- **The parcel is within an established neighborhood.** Established neighborhoods that are already built out are not likely to be redeveloped. This is especially the case with interior neighborhoods that may have narrow access roads, long-term residents, and established neighborhood cohesion. Land use data were sourced from SanGIS and visually assessed via satellite imagery and site visits for neighborhood build-out.
- **The parcel has different surrounding uses.** Parcels that are on the "edge" of designation clusters are easier to change and become transition zones. Transitions and appropriate uses were emphasized in land use alternatives. Land use data was sourced from SanGIS.
- **The parcel location supports mixed land uses.** Select areas along main thoroughfares in DFA areas have existing commercial or industrial uses. While housing is proposed to increase via the land use alternatives, a healthy balance of commercial, industrial, and office uses are vital to a successful community with low VMT. Land use data was sourced from SanGIS.

Considerations for Environmental Constraints:

- **The parcel has a minimal slope.**Building on a higher slope poses challenges that inflate costs and typically reduce unit yield. Slope data were sourced from SanGIS.

- **The parcel is not in a flood risk zone.** Densification can exacerbate flood risk through land formation change, concretizing of natural areas, etc. Also, acquiring flood insurance increases homeowners' costs. Housing development should consider areas with minimal flood hazards. Flood risk in this project is not considered a criterion for full parcel omission, as it is acknowledged that flooding can be mitigated through infrastructure improvements. Flood risk information was sourced from the Federal Emergency Management Agency (FEMA).
- **The parcel is within a low fire hazard zone.** New housing development should consider high fire zones as a factor for limiting development, particularly in light of State laws regarding building in high fire hazard areas. These zones may also incur insurance challenges. Fire risk in this project is not considered a criterion for full parcel omission, but development projects in moderate or high fire zones do require fire safety and evacuation studies, including discussions with local fire agencies. Fire risk data reflect the CAL-FIRE Fire Hazard Severity Zones.

Table E-5. Parcels selected for Land Use Alternatives

Areas of Focus	Total Parcels	Parcels Recommended for Land Use Alternatives
All DFA Areas	10,518	209
Buena Creek	2,361	53
Valle de Oro/Casa de Oro	909	22
Lakeside	2,654	47
Spring Valley	4,594	87

Vacant and Underutilized Parcels

Land Use Alternatives, and resulting dwelling unit yields, were reviewed for the entirety of the DFA areas. However, the project recognizes that many parcels in these areas are already built out with single or multi-family homes, commercial businesses, industrial uses, etc. Many of these sites are well-established, generate good income for the property owner, and are unlikely to redevelop in the near future. With this in mind, the project emphasizes vacant parcels, which are the most feasible to develop, and underutilized parcels, which are more feasible to be redeveloped.

Each DFA area is host to an array of vacant and underutilized parcels, both of which offer higher feasibility for housing development.

Table E-6. Vacant and Underutilized Parcels

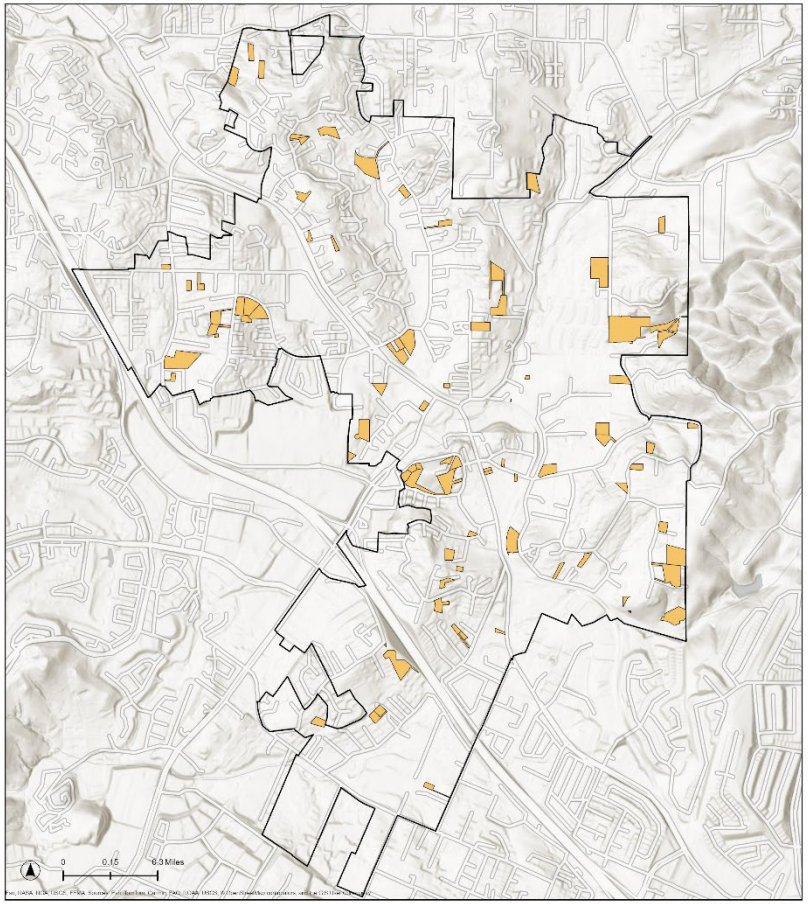
Areas of Focus	Total Parcels	Vacant Parcels	Underutilized Parcels (non-vacant)[1]
All DFA Areas	10,518	248	3,123
Buena Creek	2,361	96	1,005
Valle de Oro/Casa de Oro	909	15	339
Lakeside	2,654	64	574
Spring Valley	4,594	73	1,205

1. Underutilized refers to parcels with a Building-to-Land-Value (BLV) of less than 1. A low BLV indicates that the value of improvements is less than the value of the land, and therefore offers a strong financial incentive to redevelop for better property value. All vacant parcels are technically underutilized, but these have been removed from counts in this column to avoid redundancy.

It should be noted that not all lands are suitable for housing development. Environmental constraints such as steep slopes, wetlands, environmental habitat, floodplains, etc. act to reduce developable acreage across the DFA areas. The following section on dwelling unit calculations presents the calculated yields only on unconstrained lands, having removed acreage that is restricted by environmental constraints.

Map E-1. Unconstrained Vacant Parcels in Buena Creek

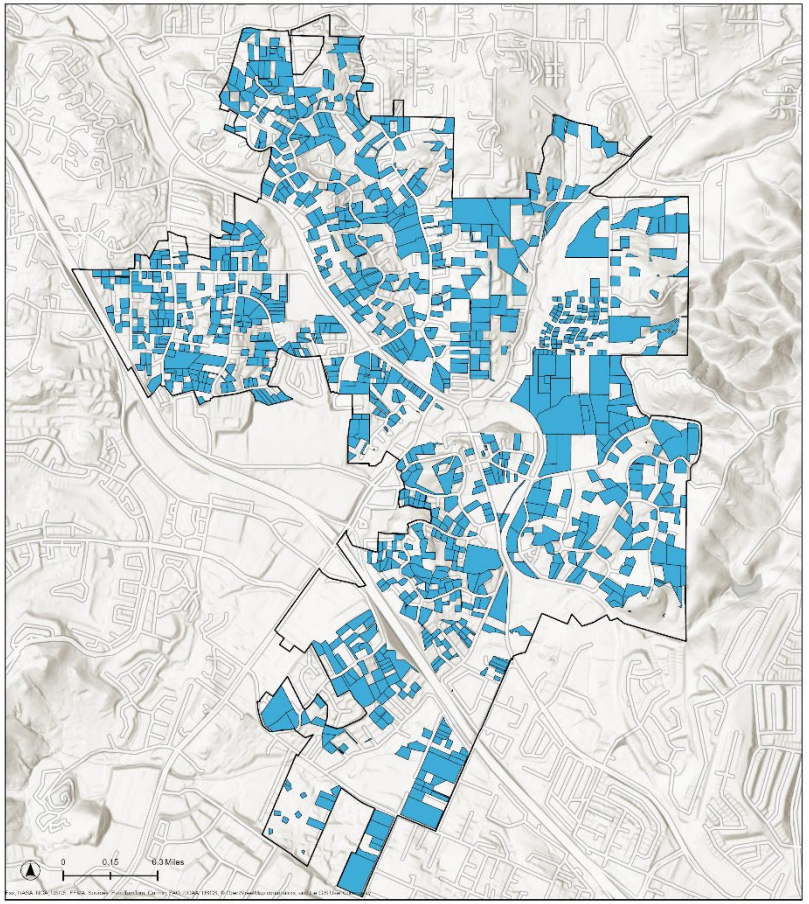
Map E-2. Unconstrained Underutilized Parcels in Buena Creek



Buena Creek Unconstrained Vacant Parcels

DFA Boundary

Parcels Unconstrained and Vacant

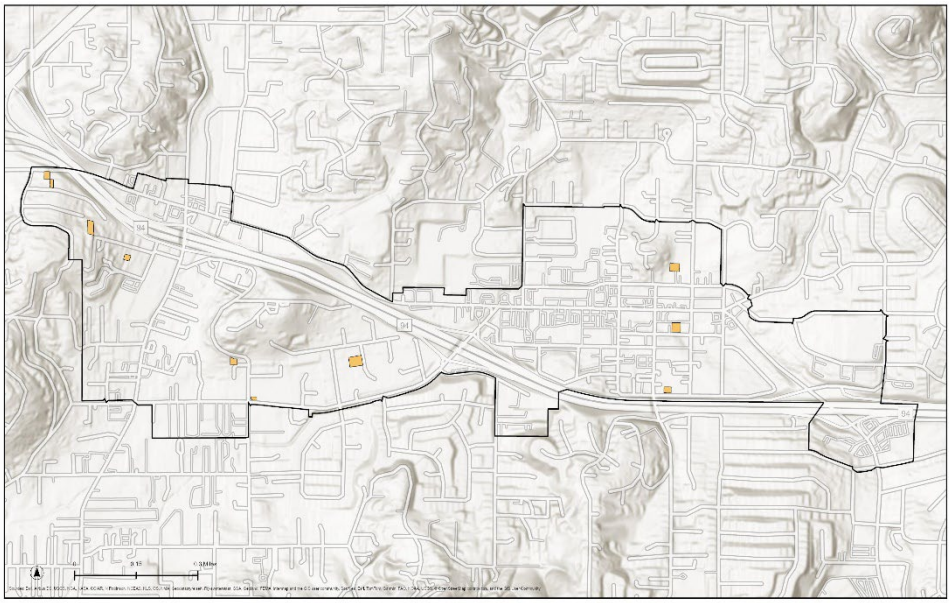


Buena Creek Unconstrained Underutilized Parcels

DFA Boundary

Parcels Unconstrained and Underutilized

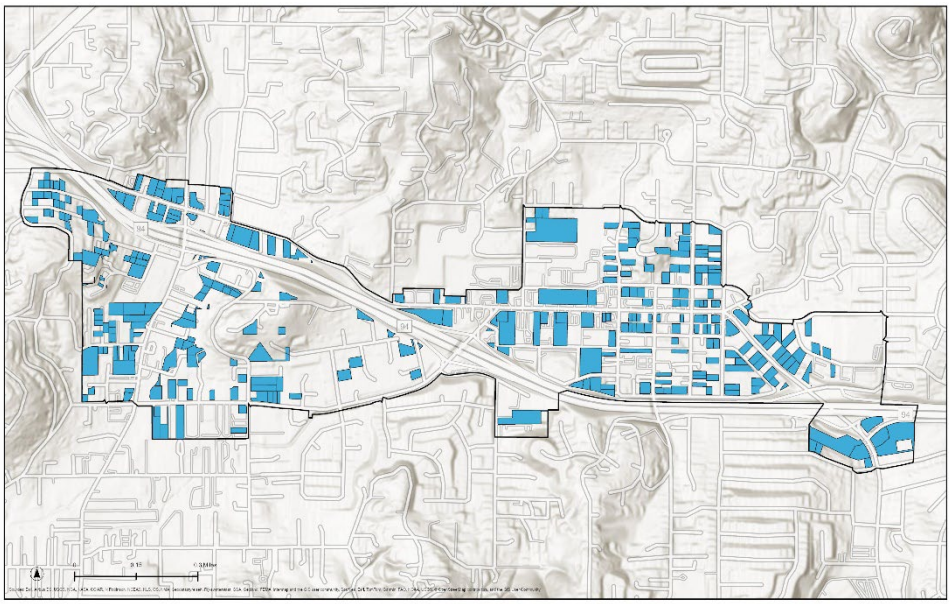
Map E-3. Unconstrained Vacant Parcels in Valle de Oro/Casa de Oro



Valle de Oro/Casa de Oro Unconstrained Vacant Parcels

DFA Boundary
Parcels Unconstrained and Vacant

Map E-4. Unconstrained Underutilized Parcels in Valle de Oro/Casa de Oro

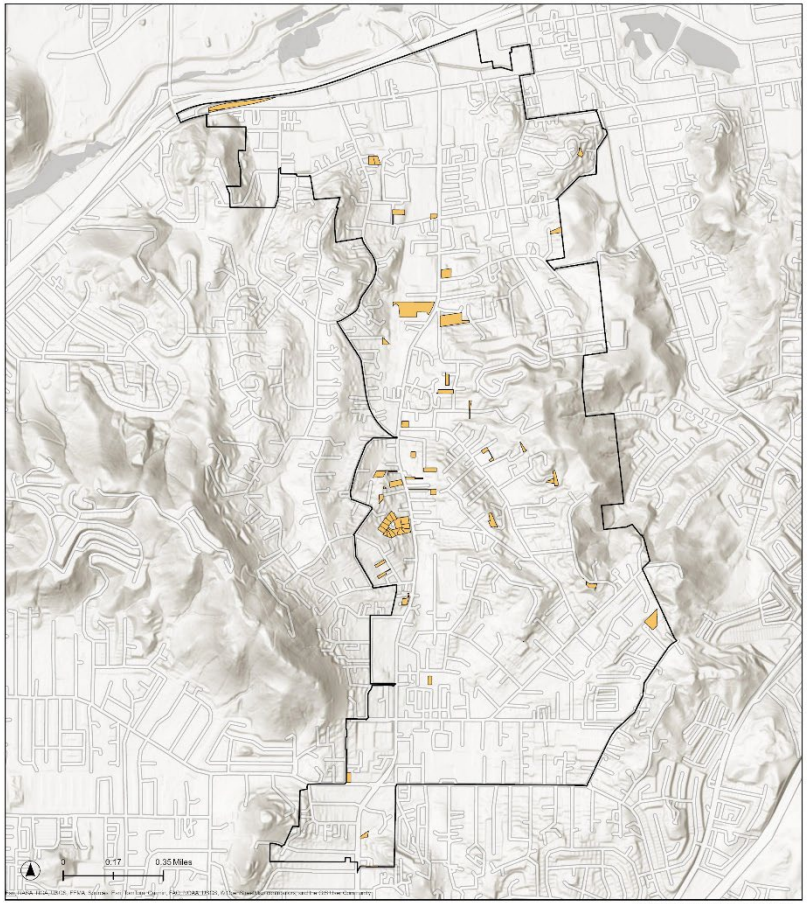


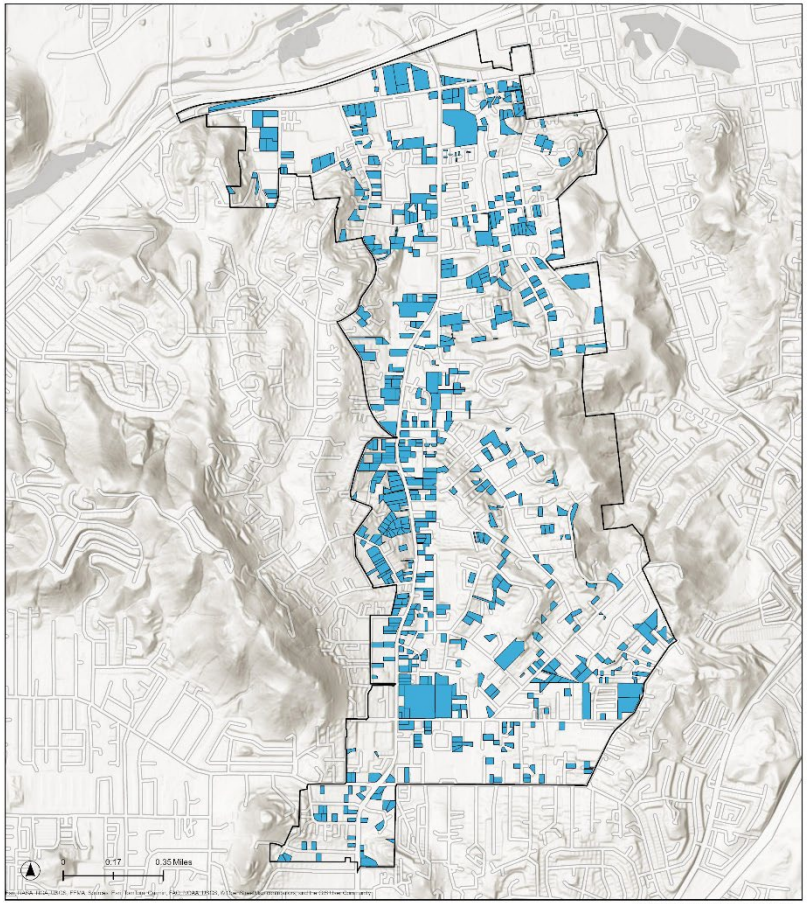
Valle de Oro/Casa de Oro Unconstrained Underutilized Parcels

DFA Boundary
Parcels Unconstrained and Underutilized

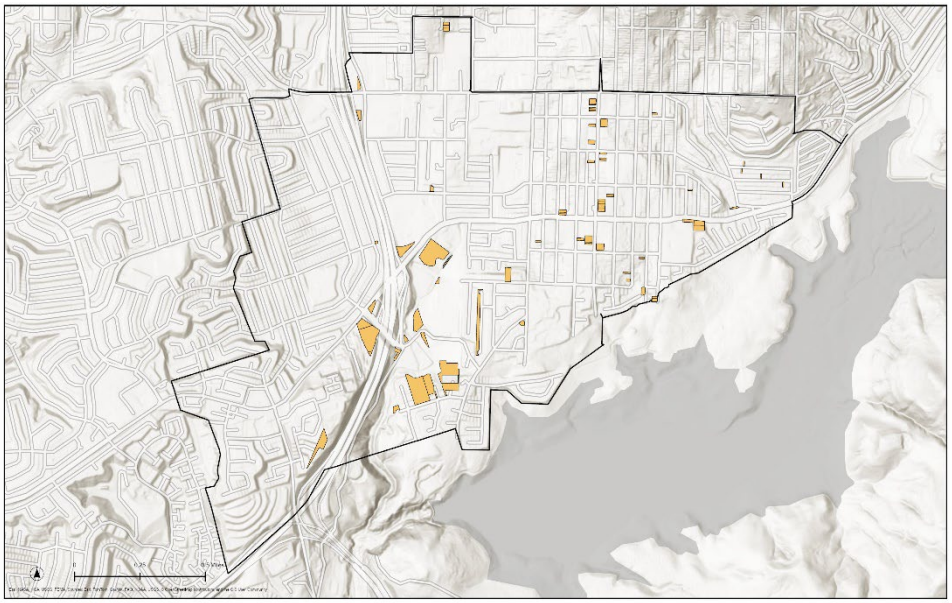
Map E-5. Unconstrained Vacant Parcels in Lakeside

Map E-6. Unconstrained Underutilized Parcels in Lakeside





Map E-7. Unconstrained Vacant Parcels in Spring Valley

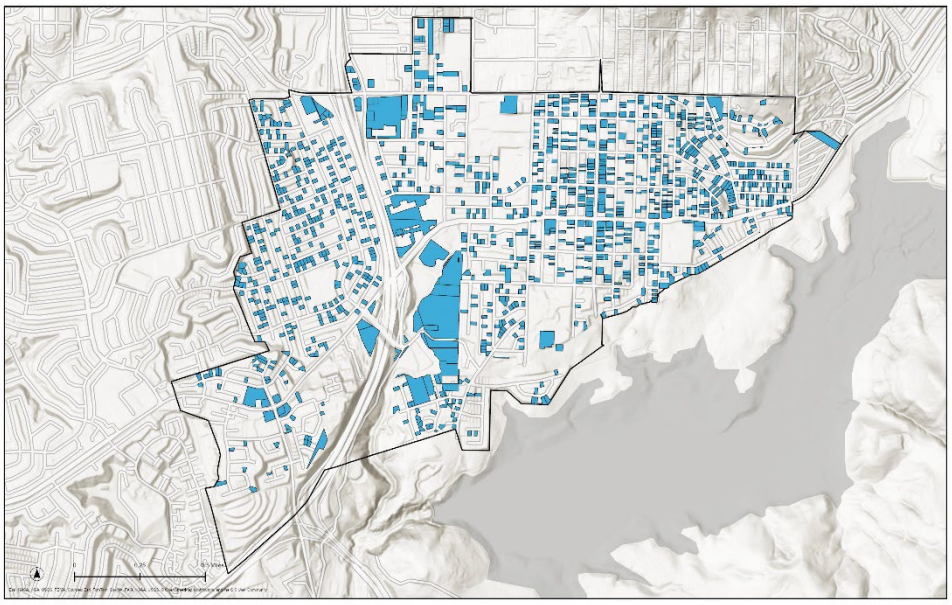


Spring Valley Unconstrained Vacant Parcels

DFA Boundary

Parcels Unconstrained and Vacant

Map E-8. Unconstrained Underutilized Parcels in Spring Valley



Spring Valley Unconstrained Underutilized Parcels

DFA Boundary

Parcels Unconstrained and Underutilized

Land Use Alternatives and Dwelling Unit Yields

While this study has established that Land Use designations are not the only potential barrier to housing development, three alternative Land Use scenarios are presented to support further housing in each DFA area. These alternatives represent variations to intensify residential density in targeted areas and under certain conditions.

Table E-7. Land Use Alternative Tiers

Land Use Alternative	Description
Alternative 0: No Change to Current Land Use Policy	This no-change scenario maintains existing Land Use designations, and incentivizes housing development through capital improvements (e.g., infrastructure upgrades, road widening, bike lanes, new parks), and programmatic improvements (e.g., facilitated reviews, faster permitting process, transparency of fees/requirements).
Alternative 1: Mild Density Increase	This scenario envisions a very limited density increase allowed on select residential parcels.
Alternative 2: Moderate Density Increase	This scenario envisions a moderate density increase on select residential parcels.
Alternative 3: Moderate-Diverse Density Increase	This scenario envisions a moderate density increase on select residential parcels, together with the rezoning of select commercial, industrial, and public facility parcels to allow residential use.

Under each alternative scenario, an increase of allowable dwelling units is unlocked. While this increase represents potential rather than actual, if coupled with other improvements and incentives, it is a supporter of housing development in unincorporated County areas. For maps and breakdowns per each DFA Area, please see the relevant section of this report.

The following table summarizes actual existing dwelling unit counts (2023) compared with expected dwelling unit yields under current land use policy conditions (Alternative 0) and Alternatives 1 through 3. Some key notes in the calculation of dwelling unit yields:

- Dwelling unit yield counts in Alternatives 1-3 represent potential, rather than actual, yields.
- Potential is based on [parcel acreage] x [parcel density] x [yield factor].
- Parcel acreage has been adjusted based on a series of constraints, which effectively render portions of parcel land undevelopable. Constraints include factors such as sensitive habitat areas, high flood areas, wetlands, steep slopes, etc.
- Constraints used reflect a conservative approach to housing development, and it is acknowledged that certain constraints may be mitigated with strategies (engineering, environmental, financial, and other). A series of mitigation strategies are included in the recommendations.

Table E-8. Dwelling Unit Yields for across all DFA Areas per Alternative Scenario

Dwelling Unit Yields	2024 Actual	Alternative 0	Alternative 1	Alternative 2	Alternative 3
Actual Existing Dwelling Units (2024)	15,906				
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