APPENDIX B

GENERAL PLAN BUILDOUT ESTIMATES & METHODOLOGY

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APPENDIX B DESIGN, COMMUNITY & ENVIRONMENT



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MEMORANDUM

DATE October 29, 2009 TO Michelle King City of Santa Cruz FROM Jeff Williams

RE Methodology for Estimating General Plan 2030 Buildout Potential

This memorandum explains the methodology that DC&E used to estimate the buildout potential of Santa Cruz's General Plan 2030. This analysis is intended to provide a realistic estimate of the amount of development that could be accommodated in Santa Cruz between adoption of the revised General Plan and the year 2030, which is the planning horizon for the revised General Plan. The buildout analysis includes land within Santa Cruz's city limits and sphere of influence.

This analysis is meant to help the City plan for the infrastructure and services that will be needed to support growth and change through 2030. It is also intended to be used as a starting point for further assessment of the General Plan through the environmental review process.

I. HOW BUILDOUT POTENTIAL WAS ESTIMATED

At the City's request, DC&E prepared an analysis that explored three possible scenarios for the Mixed Use Medium Density (MXMD) and Mixed Use High Density (MXHD) land use designations. The MXMD designation applies to some properties along Mission Street, and the MXHD designation applies to some properties along Water Street and Soquel Avenue. After consideration of the buildout potential for the three scenarios, the City identified a Preferred Alternative. The Preferred Alternative assumes a maximum residential density of 35 dwelling units per acre (du/ac) in the MXMD designation, and 55 du/ac in the MXHD designation.

DC&E also analyzed the "no project" buildout potential, which estimates the amount of development that could reasonably be accommodated through 2030 if the existing land use designations were left unchanged.

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To assess the buildout potential, we made several assumptions to address the fact that not all development would occur at the maximum possible intensity, and not every parcel with development potential would be redeveloped by 2030. To adjust for these conditions, we applied percentages, or "factors," to the development potential in order to avoid substantially overestimating how much development could be accommodated. These factors are explained in detail in Section III of this memo.

The analysis reflects the potential for higher-intensity redevelopment of properties that have already been developed. On these properties, the existing development has been "netted out," so that the analysis more accurately reflects the amount of change that could occur through infill redevelopment. To net out existing dwelling units, DC&E used parcel-level data from the City's Land Use Information System (LUIS). To net out existing commercial, office and industrial square footage, DC&E made assumptions about the typical development intensities of actual buildings in each General Plan land use designation.

The analysis does not reflect potential new development on properties owned by the University of California (UC), or on properties that are in the City's development pipeline. Based on direction from City staff, we have assumed that the City's environmental review consultant will incorporate this potential development into the buildout calculations before they are used for technical analysis.

The buildout model that was used to complete the analysis was created in Excel. It uses parcel-level data exported from GIS, which includes information about acreages, land use designations, potential development opportunities, improvement-to-land value (I/L) ratios and existing dwelling units.

II. IDENTIFYING DEVELOPMENT POTENTIAL

DC&E used several different criteria to determine whether each parcel in Santa Cruz has the potential for new development in the future. We assumed that a parcel had development potential if it was not owned by UC or in the development pipeline, and if it fell into one of the following categories:

- ◆ **Vacant.** The parcel is currently undeveloped. Vacant parcels within the city limits were identified using a field survey conducted by City of Santa Cruz staff. Vacant parcels within the sphere of influence (SOI) were identified based on assessor data.
- ◆ Reuse Potential. The parcel is underutilized and could be developed more intensively in the future. Parcels with reuse potential were identified as follows, and validated using an aerial photo:
 - In the MXMD and MXHD land use designations, all parcels were assumed to have reuse potential.

- In areas covered by the Ocean Street Area Plan, the "opportunity sites" identified in the Ocean Street Opportunities and Constraints Report were assumed to have reuse potential.
- In all other commercial, office and industrial land use designations, parcels with an improvement to land value (I/L) ratio below 0.5 were assumed to have reuse potential.
- Parcels that are designated as Very Low Density Residential (VL) or Low Density Residential (L), are at least one acre in size, and are currently developed with only one or two dwelling units were assumed to have reuse potential.
- Seabright LM/M Parcels. The Seabright neighborhood has many areas that are designated for Low Medium Density Residential (LM) or Medium Density Residential (M) development, but that are currently developed with single-family homes. We assumed that some of these properties would be redeveloped at higher densities. (The properties in Seabright were treated separately from other parcels with reuse potential, because we have assumed that a relatively small percentage of Seabright parcels will be redeveloped.)

There are three areas in the city where development potential was analyzed based on a different land use designation than what is shown on the General Plan land use map, to reflect land use changes that are either expected to occur in the future or explicitly called for in General Plan 2030:

- Swenson Property. This undeveloped parcel, located near Antonelli Pond and the Westside Industrial district, is 11.1 acres and is designated as Low-Density Residential (L). It was analyzed as Low Medium Density Residential (LM).
- ♦ Golf Club Drive Properties. These six largely undeveloped parcels in Harvey West total 20.6 acres and are designated as L, but were analyzed as LM.
- Harvey West Large-Format Retail. General Plan 2030 calls for large-scale retail uses to be directed to Harvey West. The analysis assumes that a 7.7 acre site that is currently designated Industrial (I) will be redesignated as Community Commercial (CM) and redeveloped for retail use.

III. FACTORS FOR ADJUSTING DEVELOPMENT POTENTIAL

As noted on page 2, the analysis of buildout potential assumes that 1) not all development will happen at the maximum possible intensity, and 2) not every parcel with development potential will be redeveloped by 2030.

To address the first assumption, the analysis assumes that on average, all new development in Santa Cruz will occur at 80 percent of the permitted residential density or floor area ratio (FAR)¹. This standard percentage accounts for hard-to-develop sites and places where people simply choose to build less than the maximum that is allowed, due to economic factors or other reasons.

To address the second assumption, we assign a probability of redevelopment based on the type of development opportunity that exists. The probabilities are assigned as follows:

- ◆ Vacant: 90 percent within city limits; 70 percent in sphere of influence
- ◆ Reuse Potential: 75 percent within city limits; 60 percent in sphere of influence
- Seabright LM/M Parcels: 10 percent

Lower probabilities were used within the sphere of influence because many of these parcels are affected by biological resources, steep slopes or other natural factors that limit their development potential.

In addition, General Plan 2030 allows residential development to exceed the maximum allowed density if it incorporates single-room occupancy (SRO) units or small ownership units (SOUs). The analysis assumes that SRO/SOU development will cause the total amount of residential development to increase by up to 5 percent, depending on the General Plan land use designation.

To estimate buildout potential, these various factors are combined into a single adjustment factor for each parcel, as shown in the example below.

IV. SAMPLE CALCULATIONS

This section provides two hypothetical examples to show the steps for estimating buildout potential, using a one-acre vacant parcel that is designated Low Medium Density Residential (LM) and a one-acre reuse parcel designated Office (OF).

A. LM Parcel

The LM parcel in this example is one acre and is vacant. The steps for estimating its development potential are as follows:

I. Calculate Gross Potential Development

This is calculated by multiplying a parcel's acreage by the allowed density (the total number of dwelling units per acre (du/ac)) or FAR permitted under that parcel's land use designation.

¹ Floor area ratio (FAR) is the total square footage of the buildings on a site, divided by the total square footage of the underlying site.

The LM designation permits up to 20 du/ac, so the parcel's gross potential development is:

 $I ac \times 20 du/ac = 20 du$

2. Calculate Net Potential Development

Net potential development equals the gross potential development on a parcel minus any existing development (number of existing dwelling units or non-residential square footage).

The LM parcel is vacant, so its net potential development is:

20 du - 0 du = 20 du

3. Calculate the Adjustment Factor

The adjustment factor is the standard assumed development intensity (80 percent for all parcels), times the likelihood of development based on the development opportunity (90 percent for vacant parcels), plus the increased amount of residential development that is expected to result from SRO/SOU units (2 percent in the LM designation).

For the LM parcel, the adjustment factor is:

 $(80\% \times 90\%) + (2\% \times (80\% \times 90\%)) = 73.4\%$

4. Calculate Final Buildout

This is calculated by multiplying net potential development by the appropriate adjustment factor.

Since only residential development is permitted on LM parcels, the final estimate of buildout potential for this parcel by 2030 is:

20 du x 73.4% = 14.7 du

B. OF Parcel

The OF parcel in this example is one acre, has reuse potential and has 12,000 sf of existing office development. The steps for estimating its development potential are as follows:

I. Calculate Gross Potential Development

For purposes of estimating potential development on OF parcels, we assume a commercial FAR of .25 and an office FAR of 1.5, so the parcel's gross potential development is:

Commercial: $43,560 \text{ sf} \times .25 = 10,890 \text{ sf}$ Office: $43,560 \text{ sf} \times 1.5 = 65,340 \text{ sf}$

2. Calculate Net Potential Development

The OF parcel has 12,000 sf of existing office development, so its net potential development is:

65,340 sf - 12,000 sf = 53,340 sf

3. Calculate the Adjustment Factor

For the OF parcel, the adjustment factor equals the standard assumed development intensity (80 percent for all parcels), times the likelihood of development based on the development opportunity (75 percent for reuse parcels), plus the increased amount of residential development that is expected to result from SRO/SOU units (0 percent in the OF designation).

Therefore, the adjustment factor is:

 $(80\% \times 75\%) + (0\% \times (80\% \times 75\%)) = 60\%$

4. Calculate Final Buildout

The final estimate of buildout potential for the OF parcel by 2030 is:

Commercial: $10,890 \text{ sf} \times 60\% = 6,534 \text{ sf}$ Office: $53,340 \text{ sf} \times 60\% = 32,004 \text{ sf}$

V. GROWTH POTENTIAL UNDER GENERAL PLAN 2030

As the analysis shows, some development potential exists in Santa Cruz even under its current General Plan. However, General Plan 2030 would increase this potential so that the City can accommodate an appropriate amount of growth over the next 20 years. The land use changes in General Plan 2030 are meant to allow Santa Cruz to accommodate significantly more residential units; to provide for modest increases in commercial and office development; and to create a slightly reduced, but still adequate, potential for industrial growth.

The following sections highlight significant changes in development potential that are expected to result from General Plan 2030.

A. Residential

General Plan 2030 would substantially increase the number of new residential units that can be accommodated over the next 20 years. The buildout analysis shows that 1,655 units could be accommodated under the current General Plan, which would increase to 3,189 units under the Preferred Alternative for General Plan 2030.

The increase reflects the following notable differences in several General Plan change areas:

- ◆ Golf Club Drive: A future redesignation of these parcels from L to LM would increase the potential amount of residential development.
- ♦ Harvey West: A future redesignation of some land as CM could create limited potential for additional residential units.
- ◆ Lower Westside: A future redesignation of the Swenson parcel from L to LM would accommodate more residential development.
- Mission Street, Ocean Street, Soquel Avenue, Water Street: New mixeduse designations on these commercial corridors would allow for increased residential growth in the future.

B. Commercial

The analysis shows a very slight increase in commercial development potential as a result of the land use changes that were analyzed. The analysis shows that 1,038,456 square feet of commercial development could be accommodated under the current General Plan, compared to 1,087,983 square feet under General Plan 2030.

This increase reflects the following notable differences from the current General Plan:

- ♦ Harvey West: A future redesignation of some land as CM would increase the potential for retail development in Harvey West.
- Mission Street, Ocean Street, Soquel Avenue, Water Street: New development on these corridors is expected to emphasize office uses somewhat more than commercial uses, slightly reducing the potential for commercial development under General Plan 2030.

C. Office

The analysis shows a modest increase in office development potential as a result of the land use changes that were analyzed. Under the current General Plan, 942,101 square feet of office development could be accommodated, compared to 1,273,913 square feet under General Plan 2030.

This increase reflects the following notable differences from the current General Plan:

- Harvey West: A future redesignation of some land as CM could potentially result in some additional office development along with the new retail.
- Mission Street, Ocean Street, Soquel Avenue, Water Street: New development on these corridors is expected to emphasize office uses somewhat more than commercial uses, increasing the potential for office development under General Plan 2030.

D. Industrial

General Plan 2030's land use changes do not affect the potential for industrial development in Santa Cruz. However, the analysis assumes that some land in Harvey West will be redesignated for commercial use. While this change has not yet occurred, it is supported by policies in General Plan 2030.

As a result, the analysis shows less potential for industrial expansion in the future, as compared with the "no project" scenario. The "no project" scenario projects 482,065 square feet of industrial development potential, compared to 381,544 square feet under General Plan 2030. The City anticipates that the slightly reduced industrial land supply will be sufficient to meet future demand.

VI. GRADUATED DENSITY ZONING

The City is considering graduated density zoning as an implementation tool for General Plan 2030. The concept behind graduated density zoning is simple: Maximum densities are set very low on small properties, and they are increased on larger properties, up to a set limit. For example, a zoning ordinance could set a maximum density of 5 dwelling units per acre on an 0.2-acre site, increasing up to 50 units per acre on a site that is 1 acre or larger.

By increasing development potential based on a property's size, graduated density zoning provides a financial incentive for property owners to assemble small, hard-to-develop parcels—such as those on many of Santa Cruz's commercial corridors—into larger sites that allow for higher-quality development. This strategy would be consistent with an action in General Plan 2030 to offer incentives for consolidation of underdeveloped parcels.

There is no guarantee that parcel assembly would actually occur under graduated density zoning. However, the analysis of General Plan 2030's buildout potential assumes that if graduated density zoning is used in the future, parcels will typically be assembled so that new development can achieve the maximum densities specified in the General Plan. If this parcel assembly does not occur, the actual buildout would likely be lower than the findings in our analysis. Therefore, this analysis may represent a conservative estimate of future growth under General Plan 2030, in the sense that it may overestimate the amount of development that could be accommodated.



Source: City of Santa Cruz GIS, 2008.

APPENDIX B GENERAL PLAN 2030

GENERAL PLAN CHANGE AREAS: DECEMBER 2008



Master Transportation Study • VI-7. Traffic Calming, page 160

Buildout Projections Units and SF by MTS Neighborhood

-	Preferred	Alternative No Project		Total Total	5 5	178 20	94 94	12 12	0	68 68	0 0	560 550	41 41	370 29	0 0	5 5	311 143	117 31	6 6		-19 -21	0 0	46 30	60 60		0 0	0	185 57	43 43	37 37	530 154	14 14	92 92	0 0	223 56	~~~	13 13
			Sum of Factored DU	MTS	Arana Gulch	Banana Belt	Beach Flats	Carbonera	Carbonera Sphere	Central Eastside	Circles	Downtown	East Park	Eastside Area	Eastside Heights	Escalona	Harvey West	King Street	Lee	Lighthouse	Lower Ocean	Lower Seabright	Market Street	Meder Street	Natural Bridges	Neary Lagoon	Nobel	Ocean Street	Prospect Heights	River Street	Seabright	South Eastside	Spring Street	UCSC	West King Street	Western	

	Preferred	
	Alternative	No Project
Sum of Factored Comm SF		
MTS	Total	Total
Arana Gulch	11,632	11,632
Banana Belt	12,805	15,722
Beach Flats	21,872	21,872
Carbonera	0	0
Carbonera Sphere	0	0
Central Eastside	46,160	46,160
Circles	0	0
Downtown	44,274	38,913
East Park	25,117	25,117
Eastside Area	22,378	47,227
Eastside Heights	0	0
Escalona	626	923
Harvey West	278,929	158,303
King Street	18,813	27,409
Lee	0	0
Lighthouse	0	0
Lower Ocean	8,559	12,949
Lower Seabright	0	0
Market Street	669'02	45,655
Meder Street	0	0
Natural Bridges	4,622	4,622
Neary Lagoon	0	0
Nobel	0	0
Ocean Street	234,834	289,699
Prospect Heights	0	0
River Street	65,355	65,355
Seabright	53,427	60,523
South Eastside	6,766	6,766
Spring Street	0	0
UCSC	0	0
West King Street	51,489	50,220
Western	0	0
Westside Industry	1 09,3 90	109,390
Grand Total	1,087,983	1,038,456

	Preferred	
	Alternative	No Project
Sum of Factored Office SF		
MTS	Total	Total
Arana Gulch	23,263	23,263
Banana Belt	56,479	31,445
Beach Flats	0	0
Carbonera	0	0
Carbonera Sphere	0	0
Central Eastside	92,319	92,319
Circles	0	0
Downtown	-27,562	-32,923
East Park	50,234	50,234
Eastside Area	111,307	94,454
Eastside Heights	0	0
Escalona	1,847	1,847
Harvey West	156,751	106,490
King Street	67,878	54,818
Lee	0	0
Lighthouse	0	0
Lower Ocean	14,304	5,369
Lower Seabright	0	0
Market Street	34,117	86,886
Meder Street	0	0
Natural Bridges	3,081	3,081
Neary Lagoon	0	0
Nobel	0	0
Ocean Street	183,584	18,858
Prospect Heights	0	0
River Street	1 20,864	120,864
Seabright	1 62,333	101,280
South Eastside	14,203	14,203
Spring Street	0	0
ucsc	0	0
West King Street	135,982	96,685
Western	0	0
Westside Industry	72,927	72,927
Grand Total	1,273,913	942,101

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	Preferred	
	Alternative	No Project
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Area	0	0
Heights	0	0
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Vest	1 62,1 23	262,645
et	0	0
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cean	0	0
eabright	0	0
treet	0	0
reet	0	0
Bridges	7,703	7,703
goon	0	0
	0	0
creet	0	0
Heights	0	0
eet	0	0
	24,706	24,706
stside	0	0
reet	0	0
	0	0
ng Street	4,695	4,695
	0	0
e Industry	182,317	182,317
otal	381,544	482,065

APPENDIX B

Buildout Projections

Dwelling Units and SF by GP Change Area

	Preferred	
	Alternative	No Project
Sum of Factored DU		
GP_CHGAREA	Total	Total
Beach Area	54	54
Carbonera Sphere	0	0
Downtown	299	299
Eastside Sphere	82	82
Golf Club	245	117
Harvey West	66	27
Lower Eastside	4	141
Lower Westside	188	105
Mission St	314	61
Ocean St	144	-1
River St/Front St	337	328
Soquel Av	690	68
Upper Eastside	143	143
Upper Westside	171	171
Water St	280	27
Westside Industrial	34	34
Grand Total	3,189	I,655

	Ductowed	
	Freierred	
	Alternative	No Project
Sum of Factored Comm SF		
GP_CHGAREA	Total	Total
Beach Area	21,872	21,872
Carbonera Sphere	0	0
Downtown	38,913	38,913
Eastside Sphere	52,925	52,925
Golf Club	0	0
Harvey West	278,929	158,303
Lower Eastside	40,066	40,066
Lower Westside	0	0
Mission St	68,409	75,736
Ocean St	298,697	327,489
River St/Front St	70,058	64,697
Soquel Av	60,938	88,684
Upper Eastside	3,415	8,895
Upper Westside	658	658
Water St	36,274	43,390
Westside Industrial	116,828	116,828
Grand Total	1,087,983	1,038,456

	Preferred	No Project
Sum of Eactored Office SE	Alternative	No Project
GP CHGAREA	Total	Total
Beach Area	0	0
Carbonera Sphere	0	0
Downtown	4,495	4,495
Eastside Sphere	106,522	106,522
Golf Club	0	0
Harvey West	156,751	106,490
Lower Eastside	60,367	60,367
Lower Westside	0	0
Mission St	203,829	151,471
Ocean St	195,855	69,483
River St/Front St	87,492	82,130
Soquel Av	248,422	177,369
Upper Eastside	12,311	17,791
Upper Westside	1,316	1,316
Water St	118,667	86,780
Westside Industrial	77,886	77,886
Grand Total	1.273.913	942.101

	Preferred	
	Alternative	No Project
Sum of Factored Ind SF		
GP_CHGAREA	Total	Total
Beach Area	0	0
Carbonera Sphere	0	0
Downtown	0	0
Eastside Sphere	0	0
Golf Club	0	0
Harvey West	162,123	262,645
Lower Eastside	24,706	24,706
Lower Westside	0	0
Mission St	0	0
Ocean St	0	0
River St/Front St	0	0
Soquel Av	0	0
Upper Eastside	0	0
Upper Westside	0	0
Water St	0	0
Westside Industrial	194,714	194,714
Grand Total	381,544	482,065

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Preferred Alternative Development Standards

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CM_OCEAN	1.25	0.25	0
RVC_75	0.75	1.25	0
RVC_50	0.75	0.75	0
RVC_35	0.75	0.5	0
RVC	0.75	0.5	0
RVC_OCEAN	1.25	0.25	0
DN	0.15	0.5	0.5
AG	0	0	0
PK	0	0	0
NA	0	0	0
CC	0	0	0
CR	0	0	0
CF	0	0	0
MXHD	0.5	0.5	0
MXMD	0.5	0.5	0
MXMD_OCEAN	0.75	0.5	0
MXVC_7	I.5	-	0
MXVC_6	1.25	-	0
MXVC_4	_	0.5	0
MXVC_3	0.75	0.5	0

Intensity	80%
Development	Maximum
Assumed	Percent of

PPT field)							
evelopment (O	80%	75%	75%	10%	%0	20%	%09
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No Project Scenario Development Standards

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0	0	0	0	0
Ω	0	0.75	0.75	0
CM_OCEA				
z	2	1.25	0.25	0
RVC_75	70	0.75	1.25	0
RVC_50	55	0.75	0.75	0
RVC_35	25	0.75	0.5	0
RVC	20	0.75	0.5	0
RVC_OCE				
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IND	2	0.15	0.5	0.5
AG	0.1	0	0	0
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80%	
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	ercent of Maximum 80%

Likelihood o	VAC	REUSE	REUSE_MX	SEABRIGHT	
ntensity	80%				

Likelihood of Dev	/elopment (OPPT field)	SRO/SOU Unit Bo
VAC	806	Land Use Designation
REUSE	75%	٨L
REUSE_MX	%0	
SEABRIGHT	801	Γ
×	%0	Σ
VAC_Sphere	70%	т
REUSE_Sphere	80%	NC
		QF
		0

0% 55% 0% 0%

%

SRO/SOU Unit Bonus

0% 55% 5%

MXMD_OCEAN

МХМD

MXVC_7 MXVC_6 MXVC_4 MXVC_3

Assumptions for Existing Non-Residential Development

FARs

Land Use De	Comm FAR	Office FAR	Ind FAR
VL	0	0	0
L	0	0	0
LM	0	0	0
Μ	0	0	0
н	0	0	0
NC	0.5	0	0
OF	0	I	0
CD	0	0	0
CM	0.5	0.25	0
CM_OCEA			
N	0.5	0.25	0
RVC_75	0.75	1.25	0
RVC_50	0.75	I	0
RVC_35	0.5	0.5	0
RVC	0.5	0.5	0
IND	0	0.4	0.25
AG	0	0	0
PK	0	0	0
NA	0	0	0
UC	0	0	0
CR	0	0	0
CF	0	0	0

Note: existing residential development was obtained from the City's Land Use Information System (LUIS).