

1 **Estimating the contribution of vacant land in mitigating flooding**  
2 **in the Neuse Basin**

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## 47 **Abstract**

48           Flooding in the United States results in economic losses amounting to tens of billions of  
49 dollars annually, with urbanization and development in floodplains serving as key drivers of  
50 increased flood risk. This study explores the flood retention potential of vacant lands within current  
51 and projected landcover scenarios in the Neuse River Basin, a rapidly urbanizing region prone to  
52 significant flooding challenges. Using InVEST, a GIS-based modeling suite for ecosystem service  
53 valuation, we integrated land use/land cover (LULC) data with hydrological modeling to quantify  
54 flood mitigation capacity. Our findings indicate an 8.1% increase in floodplain land development  
55 from 2020 to 2060, with an additional 10% rise projected from 2060 to 2100. Despite these trends,  
56 vacant floodplain land parcels demonstrate significant potential for floodwater retention, with a  
57 one-square-foot increase in vacant land corresponding to a 1.65 m<sup>3</sup> rise in runoff retention capacity.  
58 Results underscore the sensitivity of flood storage capacity to landcover changes and highlight the  
59 importance of preserving vacant lands in floodplain management. The results also point to the  
60 importance of river basin management plans running parallel with local development policies. This  
61 study offers a practical framework for assessing ecosystem-based flood mitigation services and  
62 provides actionable insights for urban planners and policymakers.

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## 72 **Introduction**

73           Flooding in the United States results in tens of billions of dollars in monetary damages  
74 every year (1,2). The susceptibility to urban flooding is rising due to climate change and rapid  
75 urbanization (3). Climate change has exacerbated the frequency and magnitude of inland and  
76 coastal flooding, causing damage nation-wide (4). Moreover, studies have confirmed a significant  
77 association between land development, urbanization, and erratic rainfall in urban areas (5–7).  
78 Precipitation rapidly changes to runoff due to impervious surfaces, reduced green spaces, and  
79 inadequate stormwater infrastructures in the urban areas (8–10).

80           Studies in various contexts have projected increasing inland flood damages in the future  
81 (1,11,12). For example, in a study by Federal Emergency Management Agency (FEMA) on  
82 climate change impacts, the nation’s flood-prone area will likely increase by 40-45 percent over  
83 the next 90 years (13). Major catastrophic flooding events in North Carolina have caused damage  
84 to properties and death (14–16), altering water quality and fisheries habitat (17), especially in the  
85 coastal communities. Also, excessive rainfall leads to inland riverine flooding (18,19). The North  
86 Carolina Climate Risk Assessment and Resilience Plan predict an increase in frequent riverine  
87 flooding due to the rise in the intensity and frequency of extreme precipitation (20). Consequently,  
88 flood managers have started to pay attention to green space on an urban and regional scale (21).

89           In the past, flood mitigation in the United States was implemented using structural and  
90 technocratic approaches to reduce flood risk. However, in recent times, mitigation approaches have  
91 been geared towards nonstructural mitigation practices, including zoning, education, flood  
92 insurance, and regulation (22). In addition, recent research and land policies have demonstrated  
93 the potential of open spaces as a flood mitigation strategy by reducing runoff and storing

94 floodwaters in flood plains (7,23,24). Acquiring damaged properties and restoring them to open  
95 spaces after severe storm impact has gained recognition as a role in the local floodplain  
96 management (22,25–27). However, most homeowners are unwilling to participate in these buyout  
97 programs due to their reluctance to leave (7). One study examined the potential of private vacant  
98 land at multiple spatial scales instead of focusing on the existing open space restoration approach  
99 (28,29). Vacant lands provide the opportunity for protecting wetlands and flood plains. Newman,  
100 Smith, and Brody (2017) developed a framework to identify vacant lands with high potential for  
101 maintaining ecological services in a flood-prone area in Houston. Previous studies have looked at  
102 the economic cost and benefits of conserving open spaces in floodplains while accounting for  
103 future developments in the United States (29,31) but did not quantify the amount of floodwater  
104 retained in vacant lands with projected future land development. Kousky and Walls (2014)  
105 estimated the benefits of open space conservation but did not account for future development  
106 projections.

107 Quantifying flood retention and the damage avoided by green spaces is essential to  
108 improving flood mitigation strategies. Flood depth and inundations are mostly mapped using  
109 hydrological models (33–35). These models require sophisticated data inputs and are expensive to  
110 use, which becomes challenging for policymakers to interpret. However, simple empirical  
111 statistics and models with high spatial resolutions can supplement these hydrological models with  
112 limited data availability (3,36). The InVEST model is an open-source tool that promotes natural  
113 capital valuation and policy planning. The application of the model for urban flood mitigation is  
114 designed to include hydrological information for an easy explanation of policy research (37,38).  
115 This study utilized the InVEST model to quantify flood retention potential in the Neuse River  
116 Basin.

117           The study aims to quantify vacant lands' flood retention potential within the Neuse  
118 watershed's floodplain and future project developments in 2040, 2060, 2080, and 2100, assuming  
119 vacant lands remain the same. The novelty of this study is forecasting the extent to which vacant  
120 land can serve as a flood mitigation strategy using land-use projection data from the USGS. This  
121 study will contribute to scientific knowledge and inform policymakers about the potential of vacant  
122 lands for flood mitigation. The results from this research would be beneficial in answering the  
123 questions: 1) What is the current flood retention potential of vacant lands in the floodplain within  
124 the Neuse River Basin, 2) What will be the flood retention potential of vacant lands under projected  
125 land development? 3) What is the difference in flood retention of vacant lands compared to the  
126 current and future developments?

127

## 128 **Materials and Methods**

### 129 **Study area**

130           The Neuse River Basin covers about 16000 km<sup>2</sup> of eastern North Carolina in the USA. The  
131 river flows towards the southeast United States from Northern Piedmont west to Pamlico Sound  
132 (39). The river basin climate is humid and has minor variations in temperature since it stretches  
133 from the inland Piedmont region to the Atlantic Ocean. The basin is identified with an 8-digit  
134 Hydrologic Unit Code (HUC) number 03020201 (40). The river flows through several cities,  
135 including through the Raleigh-Durham corridor. Precipitation has shown an increasing trend from  
136 the early 1990s through to 2016 at the lower coastal stations, with an estimated 0.05 inches per  
137 year, accounting for about 5 inches on average over the 20th century (41). The cities within the  
138 watershed experience significant flooding due to climate change. In addition, the towns within the

139 basin have suffered hurricanes in the past, including Floyd, Matthew, Fran, etc.(42). The watershed  
140 is predominantly forest land, cropland, and urban land; however, rapid urbanization and population  
141 growth have occurred in the basin over the past years. The upper Neuse River Basin population is  
142 projected to increase by 53% in the next 25 years. This will increase water pollution from  
143 stormwater, which is a significant concern for the city and flood planners in the region (40).

## 144 145 **InVEST Model set-up**

146 This study uses the Integrated Valuation of Ecosystem Services and Tradeoff (InVEST),  
147 an open-source software used to map and value natural goods and services. The model operates on  
148 the premise that natural infrastructure functions to reduce runoff production by slowing surface  
149 flows and directing flow into drainage basins or floodplains. By focusing on the extent of the  
150 watershed, InVEST calculates the amount of runoff retained per pixel compared to the storm  
151 volume. For each sub watershed, it also calculates the potential economic damage by overlaying  
152 data on flood extent and building footprints. Runoff retention is estimated using the Curve Number  
153 (CN)-based approach (43). The curve number is a simple way of capturing these hydrologic soil  
154 group and land use/ land cover properties—higher values of CN have higher runoff potential (for  
155 example, clay soils and low vegetation cover), lower values are more likely to infiltrate (for  
156 example, sandy soils and dense vegetation cover). This study employed the Urban Flood Risk  
157 Mitigation module of InVEST to quantify flood volume and runoff production based on equation  
158 (1). Potential runoff retention (in mm) was calculated as a function of the curve number, CN. The  
159 empirical relationship between  $S_{\max,i}$  and  $CN_i$  is shown in equation (2). The model further  
160 calculates the runoff retention index for each pixel, as a function of the total precipitation (equation  
161 3).

162

$$163 \quad Q_{p,i} = \frac{(P - \lambda S_{max,i})^2}{P + (1 - \lambda)S_{max,i}} \quad \text{if } P > \lambda S_{max,i} \quad \text{otherwise } Q_{p,i} = 0 \quad (1)$$

164

$$165 \quad S_{max,i} = \frac{25400}{CN_i} - 254 \quad (2)$$

166

$$167 \quad R_i = 1 - \frac{Q_{p,i}}{P} \quad (3)$$

168

169 where;

170  $Q_{p,i}$  is the total runoff from precipitation

171  $P$  is the design storm depth in mm

172  $S_{max,i}$  is the potential retention in mm

173  $\lambda S_{max}$  is the rainfall depth needed to initiate runoff i.e., the initial abstraction adapted for  
174 the model, where  $\lambda = 0.2$

175  $CN_i$  is curve number

176  $R_i$  is runoff retention per pixel

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## 179 **Data inputs for InVEST model**

### 180 **Land use and land cover**

181 The study used the 2019 National Land Cover Database (NLCD), which is a satellite-based  
182 land cover mapping of all states in the US (44). The data is presented as 30-meter-square pixels  
183 that have been classified using 16 standard land cover classification schemes. The database also  
184 includes information on impervious urban surfaces. NLCD is a product created by the Multi-  
185 Resolution Land Characteristics (MRLC) Consortium, a partnership of federal agencies led by the  
186 U.S. Geological Survey (USGS). Future land cover projections were also obtained from the USGS.  
187 The dataset includes annual land cover maps from 2006 to 2100 (45). This dataset is characterized  
188 by a 250-meter spatial resolution (250-m pixels), 17 land cover classes, similar to classes from  
189 NLCD, with a spatial coverage for the entire conterminous United States. This study included  
190 projected map layers for the years 2040, 2060, 2080 and 2100.

## 191 **Vacant land parcels**

192           The geocoded parcel data used was a statewide standardized parcel resource available in  
193 NC OneMap website. This dataset includes attributes such as ownership, area in acres, assessed  
194 value, and other core cadastral attributes. Web services have both polygons (parcel boundaries)  
195 and points representing each property, placed at or near the geometric center, with the same set of  
196 attributes. Each county uploads an Esri shapefile with agreed-upon state attributes to the NC  
197 Parcels Transformer, a cloud-based application. When the county translates their parcel attributes  
198 to the state schema there may not be a match for the attribute transformation, therefore some  
199 attributes may be blank. In this current study, only 9 out of 23 counties had parcel descriptions.  
200 The analysis conducted for this study does not include the counties with missing parcel  
201 descriptions. The aggregated cadastral dataset was last updated in 2016.

## 202 **Watershed and sub-basins**

203           The watershed and sub-basin data were obtained from the NC (North Carolina) Department  
204 of Environmental Quality Online Geographic Information Systems. The watershed data includes  
205 a delineated vector layer of the river basin. The HUs are delineated at 1:24,000-scale in the  
206 conterminous United States consistent with the national criteria for delineation and resolution. For  
207 this dataset, the hydrologic units are given a Hydrologic Unit Code (HUC) of 12 digits describing  
208 where the unit is in the country and the level of the unit. This current study selected a 12-unit HUC  
209 polygon to achieve the greater analytical detail. Attributes of this dataset include HUCs, size of  
210 sub watershed (in the form of acres and square kilometers), type of watershed, non-contributing  
211 areas, and flow modifications.

212

213

## 214 **Soil hydrologic groups**

215 Hydrologic soil groups are based on estimates of runoff potential. Soils are assigned to one  
216 of four groups according to the rate of water infiltration when the soils are not protected by  
217 vegetation, are thoroughly wet, and receive precipitation from long-duration storms. Hydrological  
218 studies in the United States have historically classified soils into four primary groups (A, B, C, and  
219 D) and three dual classes (A/D, B/D, and C/D), based on the categories established by the United  
220 States Department of Agriculture (USDA). This current study obtained soil hydrological group  
221 information from the Gridded Soil Survey Geographic Database (gSSURGO). gSSURGO is  
222 derived from the United States Department of Agriculture (USDA) Natural Resources  
223 Conservation Service (NRCS) Soil Survey Geographic Database. Statewide rasters were derived  
224 by converting to state boundaries from the traditional conterminous United States 30-meter raster  
225 database. This current study focused on a 10-meter raster (MapunitRaster\_10m) of the map unit  
226 soil polygons feature class, which provides statewide coverage in a single layer. This resolution  
227 was chosen to maintain the extent of the polygons without sacrificing display performance.

## 228 **Curve numbers and rainfall depth**

229 The Simple Curve Numbers Method (SCN) uses curve numbers to calculate the volume of  
230 stormwater runoff that is generated from a given amount of rainfall. Curve number describe the  
231 characteristics of the drainage area that determine the amount of runoff generated by a given storm  
232 based on hydrologic soil group and land cover. The SCS runoff equation is given below:

233

$$234 \quad Q^* = \frac{(P - 0.2S)^2}{P + 0.8S} \quad (4)$$

235

236 Where;

237  $Q^*$  = Runoff depth (in)

238 P = Rainfall depth (in)

239 S = Potential maximum retention after rainfall begins (in)

240 S is related to the soil and surface characteristics of the drainage area through the curve number  
 241 (CN) by the following equation:

$$242 \quad S = \frac{100}{CN} - 10 \quad \text{where CN is the curve number (no units)} \quad (5)$$

243 In the current study, curve numbers for North Carolina soils were derived from various  
 244 literature sources as shown in Table 1. The study adapted a rainfall depth of 3.10 inches, which  
 245 corresponds to a 24-hour, 1-year return rainfall event, and is an average across all counties in  
 246 Neuse River Basin (refer to supplementary materials for details). Estimates of county-level rainfall  
 247 amounts for the selected storm design were based on the National Oceanic and Atmospheric  
 248 Administration (NOAA) Atlas 14-point precipitation frequency estimates. Curve numbers were  
 249 further adjusted to account for temporal variations in land development (46,47). A graphical  
 250 representation of datasets used in the model are illustrated in the supplementary materials.

251 Table 1: Soil-water balance model lookup table values and citations for runoff curve numbers  
 252

Land Cover		Curve Number by HSG			
Description	Land use code	A	B	C	D
Open water	11	99	99	99	99
Perennial snow/ice	12	40	40	40	40
Developed, Open space	21	39	61	74	80
Developed, Low intensity	22	51	68	79	84
Developed, Medium intensity	23	61	75	83	87
Developed, High intensity	24	89	92	94	95
Barren Land	31	63	77	85	88
Deciduous forest	41	36	60	73	79
Evergreen forest	42	30	55	70	77
Mixed forest	43	36	60	73	79

Shrub/scrub	52	35	56	70	77
Grassland/herbaceous arid	71	49	69	79	84
Pasture/hay fair	81	39	61	74	77
Cultivated crops	82	64	75	82	85
Woody wetland	90	36	60	73	79
Emergent herbaceous wetland	95	72	80	87	93

253 Adapted from (41,48) and North Carolina Department of Environmental Quality Stormwater Design Manual (2017).  
254 NLCD stands for National Land Cover Data; HSG stands for Hydrological Soil Group

255

## 256 **Scenario building**

257 Using land cover data from USGS, we designed plausible scenarios of how the future may  
258 develop and assessed their precipitation patterns and runoff retention. We used future land use  
259 projections for the years 2040, 2060, 2080 and 2100 as different future scenario input for InVEST.  
260 Each of these datasets formed the counterfactual scenario for the respective years. In comparison,  
261 runoff retention was modeled for each projected year, simulating all land parcels that were vacant  
262 in 2019 to remain undeveloped in each respective year. A linear regression was conducted to  
263 evaluate the relationship between vacant space and amount of runoff retention produced by the  
264 InVEST model. The dependent variable was amount of runoff retention (m<sup>3</sup>) and the explanatory  
265 variable was the total acreage of vacant spaces (sq ft) in a sub-watershed.

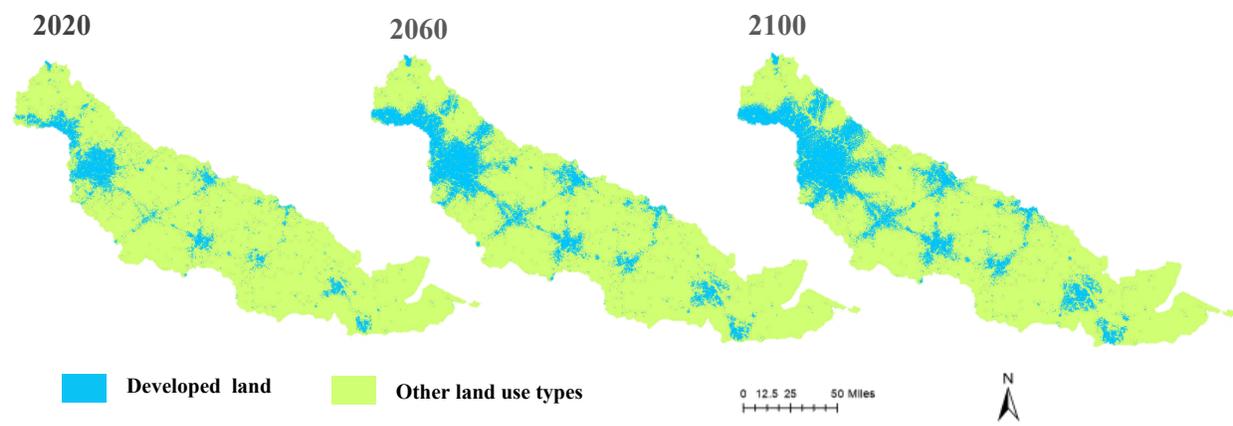
266

## 267 **Results**

### 268 **Projected future land development**

269 Results show that between 2020 and 2100, the Neuse River Watershed is likely to see an  
270 increase in developed areas (Figure 1). There will be an 8.1% and 10% increase in undeveloped  
271 land in 40-year increments between 2020-2060 and 2060-2100, respectively. The hotspots  
272 representing projected future development areas intersect with known urban and metropolitan  
273 administrative areas. For example, there is a concentration of projected future development along

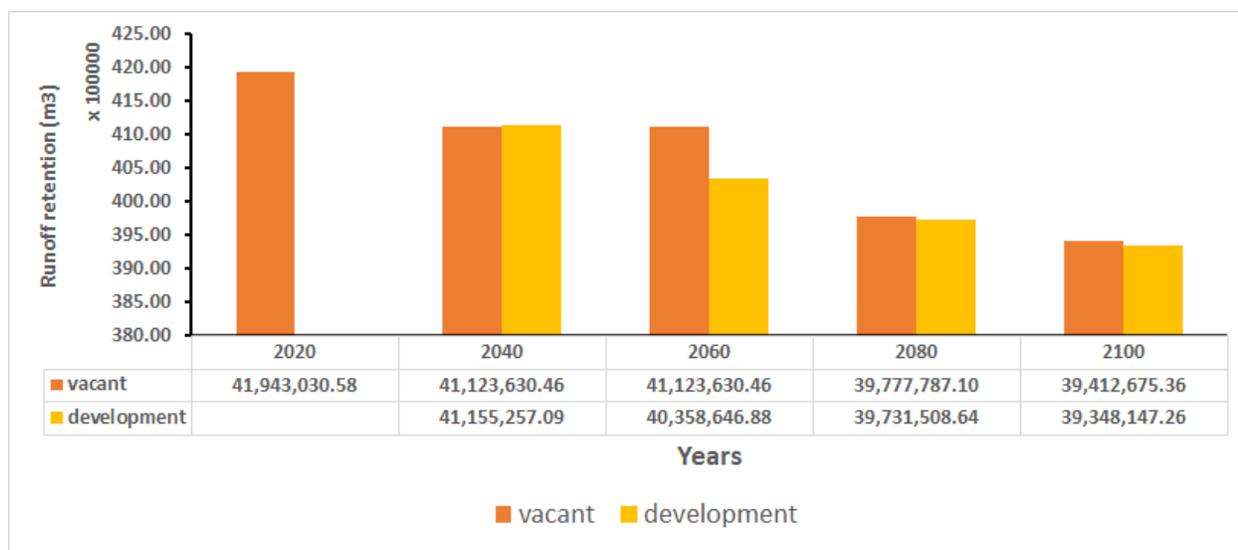
274 the urbanized Durham-Raleigh corridor. Changes in land cover types are key in how effectively a  
275 sub-watershed's hydrology responds to flooding.



276  
277 **Figure 1: Change in developed land cover type in Neuse Basin.** The left map shows the  
278 distribution of developed land (blue) and other land uses (green) in 2020. The middle and right maps  
279 show the distribution of developed versus other land uses in 2060 and 2100, respectively.

## 280 **Runoff retention in vacant land**

281 The findings reveal that the Neuse River Basin encompasses 850,000 land parcels across  
282 23 counties. However, only 9 of these counties provided descriptions for their county-level data,  
283 and were therefore included in the analysis. Among these counties, the study identified a total of  
284 91,000 vacant land parcels. The analysis found 16,000 vacant parcels within the floodplain,  
285 covering a total area of 541,398 square feet. The estimated volume of runoff retention for vacant  
286 land at the baseline scenario (year 2020) was 41,943,030.58 m<sup>3</sup> (Figure 2). The projected analysis  
287 showed an increase in flood retention for vacant lands compared to developed lands, with the  
288 exception of 2040. This discrepancy may be attributed to the projected land cover classes in that  
289 scenario being more effective at conserving floodwaters. Notable changes in runoff retention were  
290 observed, with a 1.90% difference between vacant and developed lands in 2060, and smaller  
291 changes of 0.10% and 0.12% in 2080 and 2100, respectively. Additional summary statistics from  
292 the InVEST model are available in the supplementary information.

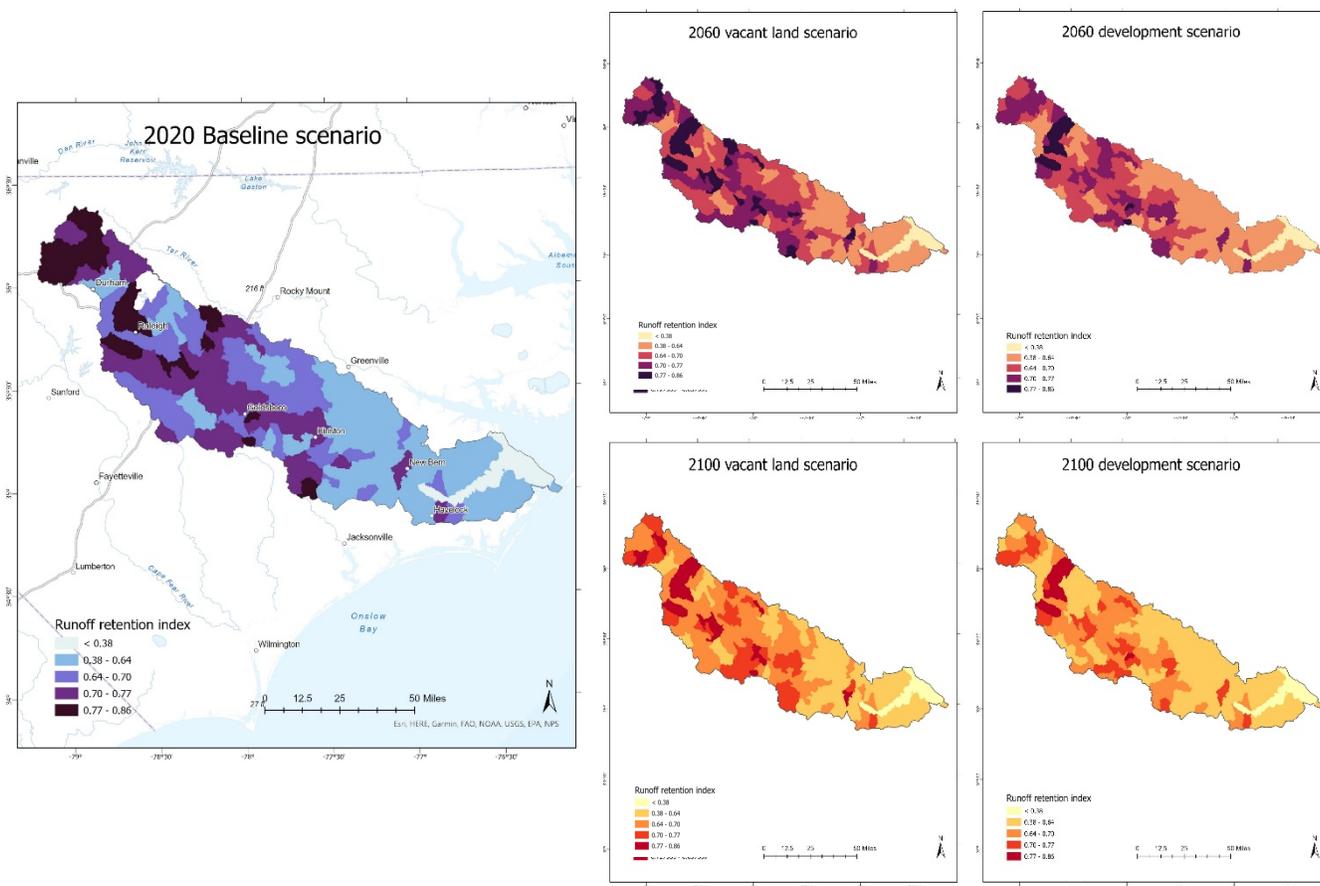


293

294 **Figure 2: Estimated runoff retention of vacant and development land at baseline and projected**  
 295 **scenarios.** The y-axis shows the runoff retention index (measured in m<sup>3</sup>) of the watershed, plotted against  
 296 time periods on the x-axis (2020, 2040, 2060, 2080, and 2100), comparing vacant land versus developed  
 297 land within the Neuse River Basin.

298 Figure 3 illustrates the runoff retention index for the Neuse River Basin across different  
 299 temporal scenarios. The basin consists of 192 sub-watersheds, each identified by a 12-digit  
 300 hydrologic unit code. The runoff retention index represents the proportion of runoff retained after  
 301 a rainfall event, relative to the total runoff generated in a sub-watershed. In the baseline year of  
 302 2020, the average runoff retention index (R<sub>i</sub>) across all sub-watersheds was 0.65. For the years  
 303 2040-2100, the average R<sub>i</sub> for the vacant land scenarios was 0.67, while the average R<sub>i</sub> for the  
 304 developed land scenarios was 0.64, suggesting that preserving vacant land in the floodplain may  
 305 provide greater flood risk protection. Notably, sub-watersheds located in the upper Neuse Basin  
 306 demonstrated higher runoff retention.

307



308  
309 **Figure 3: Modeled change in amount of runoff retention in Neuse Basin over time.** The maps show the  
310 runoff retention index of the Neuse River Basin, defined as the proportion of runoff retained after a rainfall  
311 event, relative to the total runoff generated in a sub-watershed. The map on the left represents analysis for  
312 the year 2020, while the maps on the right depict projections for 2020 through 2100 in 20-year increments.  
313 In each map, darker hues indicate higher runoff retention, while lighter hues represent lower runoff  
314 retention. Higher runoff retention indexes are a proxy for greater capacity to mitigate flood risk.

315  
316 **Discussion**

317 This study provides information on the precipitation pattern and runoff infiltration in the  
318 Neuse Basin following a 24-hour, 1-year return rainfall design with an estimated rainfall depth of  
319 3.10 inches. The findings suggest that maintaining a significant proportion of undeveloped vacant  
320 land can help mitigate flood impacts. Additionally, the analysis of runoff retention in the basin for

321 the 2060, 2080, and 2100 future scenarios supports our hypothesis, showing that this relationship  
322 holds true under projected future development.

323 Our findings align with those of Kelleher et al. (49), who investigated stormwater  
324 infiltration performance on vacant lots in Buffalo, New York. Their study demonstrated that 500  
325 vacant lots infiltrated between 15.5 and 83.9 m<sup>3</sup> of runoff volume during a one-hour storm event  
326 modeled on a 21-year storm design. The study also found that demolishing buildings increased  
327 rainfall detention. This suggests that the infiltration rate into the ground is substantially impeded  
328 when precipitation interacts with impervious surfaces, highlighting the role of built environment  
329 characteristics in influencing stormwater dynamics. Extensive studies, both within and outside the  
330 United States, have supported this concept (7,29,50–54). However, an unexpected finding in our  
331 study was that the runoff retention in the projected 2040 development scenario exceeded that of  
332 the vacant land scenario. This result may be attributed to the anticipated land cover types in 2040  
333 being better suited to enhancing stormwater infiltration compared to vacant land.

334 Several studies have established that floodplain development and urbanization are primary  
335 drivers of increased flood risk (52,55–59). Consistent with these findings, our results reveal a  
336 projected upward trend in land development within the Neuse River Basin over the next 80 years,  
337 highlighting the growing pressure of urbanization on hydrological systems and its potential to  
338 exacerbate flood risks by increasing impervious surfaces and disrupting natural water flow  
339 pathways. A study by Carrell (60) examined changes in urban development over the past 30 years  
340 within the Walnut Creek Watershed, a sub-basin of the Neuse River Basin, and concluded that  
341 increased development in the watershed disproportionately impacted at-risk communities in its  
342 southeastern region.

343           Our study indicates that increasing land developments serves as a proxy for higher potential  
344 runoff within the basin, a finding consistent with Lin et al. (52), who explored the implications of  
345 future land-use changes in the Pearl River Delta, China. Using a future land-use simulation model  
346 for flood risk assessment, their study projected a significant increase in a built-up areas in 2030  
347 and 2050 compared to the 2015, correlating with a marked rise in flooding risk. Similarly,  
348 understanding changes in land development within the flood plains of the Neuse River Basin is  
349 critical due to the potential consequences of flooding.

350           As development intensifies in these areas, the proliferation of impervious surfaces reduces  
351 infiltration capacity, resulting in higher runoff volumes (61,62). This runoff not only strains  
352 stormwater infrastructure (Shariat et al., 2019) but also disproportionately impacts minority  
353 communities, who often face greater vulnerability to flooding events (64). Johnson et al. (31)  
354 further emphasize the growing risks, reporting that by 2050, an estimated 141,449 km<sup>2</sup> and 127,928  
355 km<sup>2</sup> of land within U.S. floodplains are projected to be developed under two population and  
356 development scenarios based on the Integrated Climate and Land Use Scenarios (ICLUS). Such  
357 developments within floodplains significantly increase the risks to property and human life during  
358 flood events, underscoring the need for proactive land-use planning and floodplain management.

359           As with all aspects of the hydrological cycle, the interaction between precipitation and  
360 surface runoff varies temporally and spatially. Our analysis revealed that some counties within the  
361 Neuse Basin managed runoff more effectively, optimizing the natural capacity to mitigate flood  
362 risk. In contrast, a negative association between vacant land and runoff retention was observed for  
363 Franklin and Nash counties. This discrepancy may be attributed to the relatively small total acreage  
364 of vacant land in these counties, which accounted for only 1.5% and 0.6%, respectively, of the  
365 basin's total vacant land. The limited data points for these counties likely lacked the statistical

366 power needed to robustly detect trends, emphasizing the importance of scale in analyzing the  
367 relationship between vacant land and flood risk. This finding highlights the need to investigate  
368 vacant land and flooding dynamics at appropriate spatial scales. While InVEST software is  
369 designed to model these relationships at the sub-watershed level, finer-scale studies could provide  
370 more actionable insights for planners, real estate developers, and water authorities. Future research  
371 should consider conducting analyses at smaller scales, such as parcel or neighborhood levels, as  
372 well as broader basin-wide assessments for comprehensive planning.

373 Previous studies have similarly identified urban corridors in North Carolina as flood-prone  
374 hotspots. Consistent with our findings, the literature reports an increase in flood extent in Kinston,  
375 where much of the population resides along the Neuse River and faces heightened vulnerability to  
376 flood hazards (17,42). Moreover, North Carolina has experienced more than three severe  
377 hurricanes in recent decades, leading to catastrophic flooding and extensive damage to  
378 infrastructure. These recurring flood events underscore the urgency of integrating adaptive land-  
379 use planning and flood mitigation strategies to enhance resilience across the region.

## 380 **Implications for flood risk management**

381 Vacant lands have been recognized as valuable assets in reducing flood damages,  
382 particularly in floodplains, by storing floodwaters and enhancing runoff retention. Our findings  
383 support this concept, showing that preserving vacant lands within floodplains can significantly  
384 improve flood retention compared to developed areas. The increase in runoff retention in vacant  
385 lands over time aligns with previous studies that have quantified the flood mitigation services of  
386 urban green spaces and open lands. These spaces have demonstrated substantial runoff retention  
387 capacities, further emphasizing their potential in managing flood risks.

388           This study highlights the importance of acquiring and protecting vacant lands within  
389 floodplains as a strategy to reduce flood volumes, both in current and future development  
390 scenarios. It reinforces the need to integrate nature-based solutions, such as the preservation of  
391 open urban green and blue spaces, into flood resilience planning. Beyond flood mitigation,  
392 preserved vacant lands can offer additional environmental benefits, including habitat protection,  
393 recreational opportunities, and improvements in water quality.

394           The positive correlation between vacant lands and runoff retention observed in our study  
395 suggests a valuable policy opportunity to use vacant lands as a tool for flood mitigation in the  
396 Neuse River Basin. Counties with significant increases in runoff retention linked to vacant land  
397 should prioritize planning buyouts or land acquisition to prevent future development in these areas.  
398 This approach can help protect floodplains and reduce flood risk to surrounding communities.

399           While this study provides important insights, further research is needed to address its  
400 limitations. Future studies should consider conducting a benefit-cost analysis to evaluate the trade-  
401 offs between preserving vacant lands and developing them, taking into account both flood risk  
402 reduction and economic factors. Additionally, integrating hydrological models to project future  
403 flood risks in the context of climate change and increasing precipitation will provide more  
404 comprehensive guidance for flood management strategies.

405

## 406 **Limitations**

407           This study has several limitations that must be considered. First, the InVEST Model  
408 simulation introduced potential uncertainty in the analysis. While the simulation was based on the  
409 physical properties of the hydrological cycle, it gave limited consideration to meteorological inputs  
410 such as the directional flow of runoff and ocean-related flooding. Additionally, the land use and

411 land cover data used in the modeling process had a spatial resolution of 250m, which did not allow  
412 for precise modeling of runoff distribution at the land parcel level.

413 A key assumption of this study is that preserving and maintaining vacant land within  
414 floodplains will reduce future flood risk. However, the study does not account for the potential  
415 impacts of development outside the floodplain that could result from the proposed preservation  
416 policy, particularly in upstream areas. Such development may lead to increased flooding  
417 downstream over the long term. Consequently, more sophisticated techniques are needed to  
418 identify areas that may be more susceptible to future development and flooding as a result of  
419 preserving vacant land in the floodplain.

420 Another limitation was the lack of comprehensive land parcel data. More than half of the  
421 counties included in the study had missing land parcel data, which could have introduced bias into  
422 the model outputs and affected the accuracy of estimates regarding the impact of vacant land on  
423 flood risk reduction. Despite these limitations, the study provides valuable evidence on the role of  
424 vacant land in mitigating stormwater runoff and contributing to flood risk management

## 425 **Conclusion**

426 Over the years, extreme rainfall events have caused extensive and sometimes devastating  
427 flooding near rivers and coastal areas in North Carolina. Communities living with the Neuse River  
428 Basin catchment have been reported to have suffered significant economic flood-related losses.  
429 Flood mitigation by the vacant land in Neuse Basin was quantified in terms of runoff retention and  
430 the volume of runoff retained at each pixel during a 2-year design precipitation. Analysis results  
431 indicate that having a higher portion of undeveloped space can reduce the effect on flooding risk.  
432 The study provides a practical approach for estimating potential runoff retention service offered

433 by the ecosystem. The results may serve as guidelines for city planners and policymakers for  
434 sustainable land use and planning.

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440

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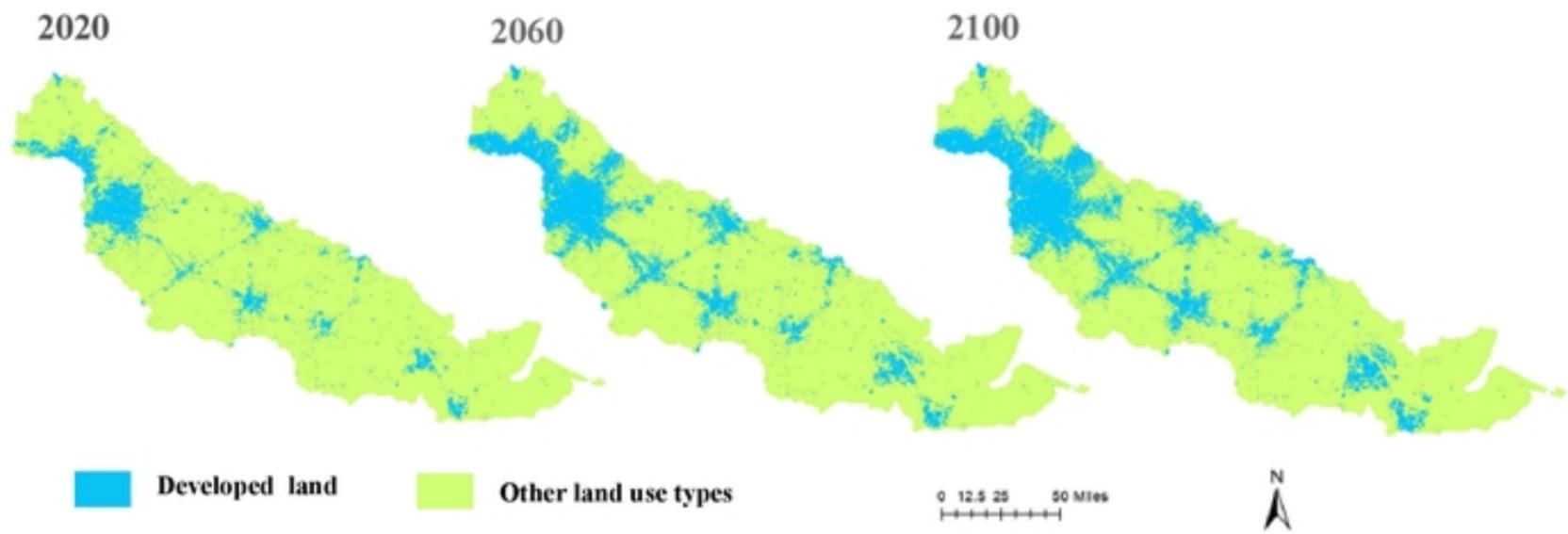
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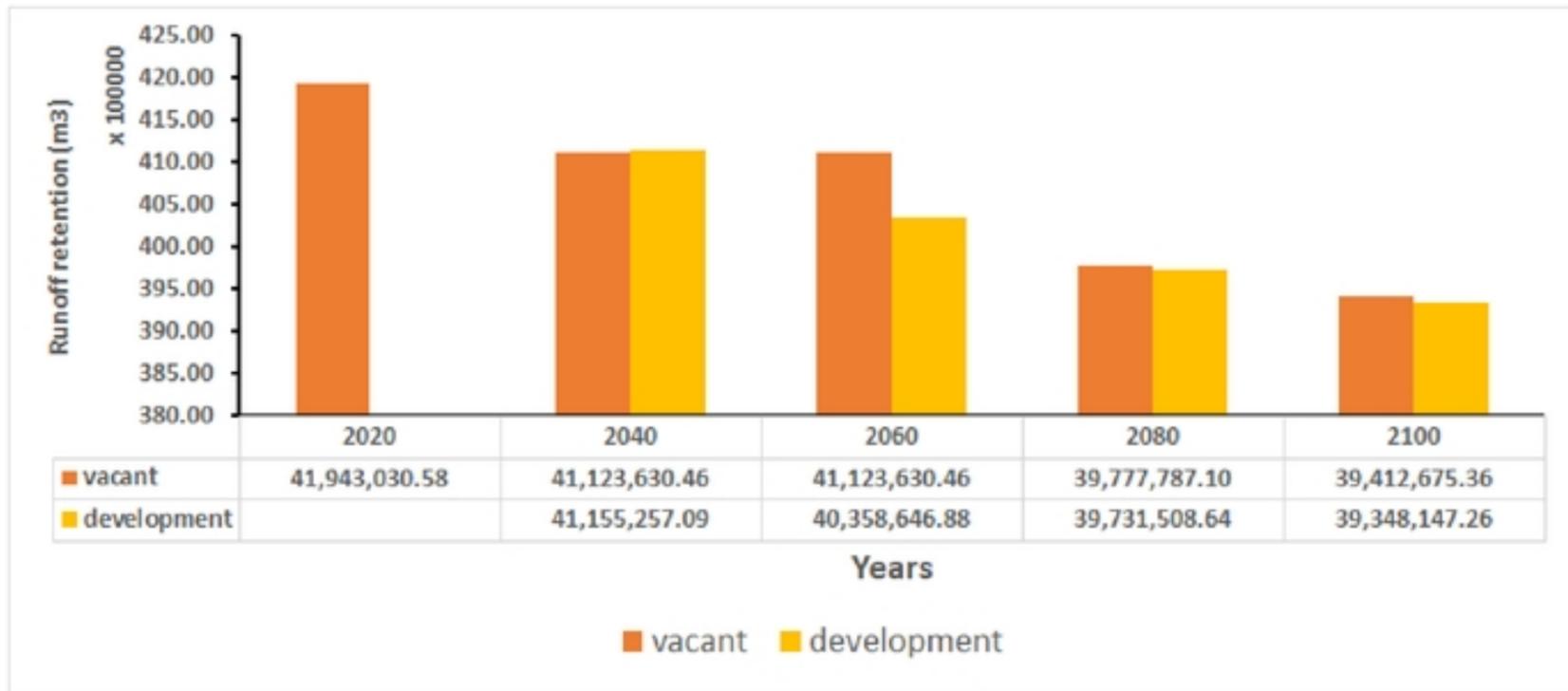
## 683 **Supporting information**

684 Supporting information detailing additional steps for data processing in the InVEST Model,  
685 historical rainfall estimates for the Neuse River Basin, maps illustrating input modeling data, and  
686 summary statistics of the model output.



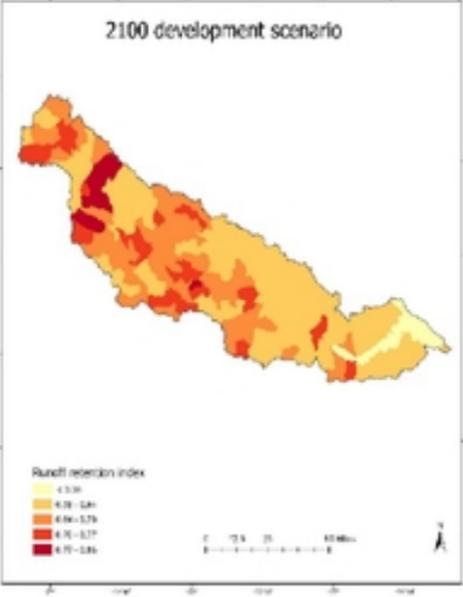
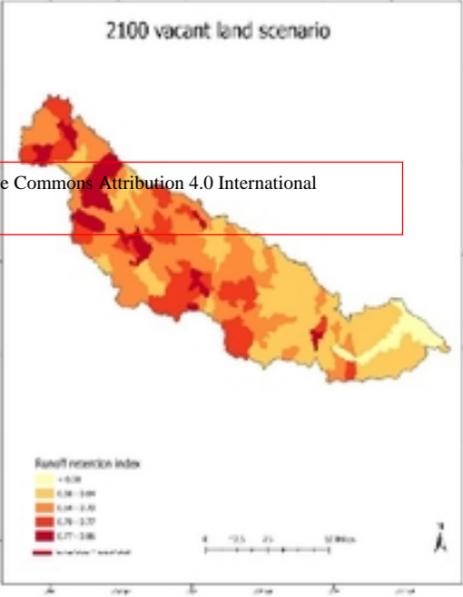
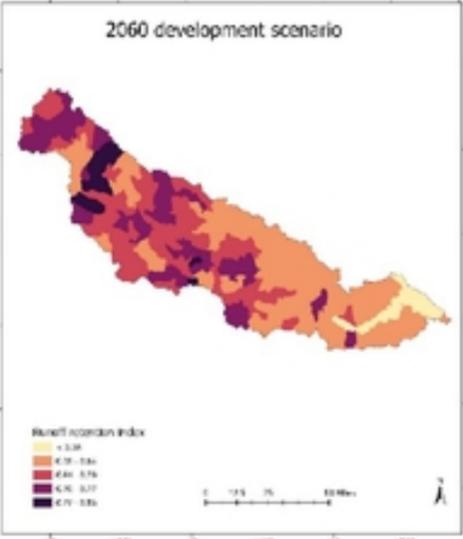
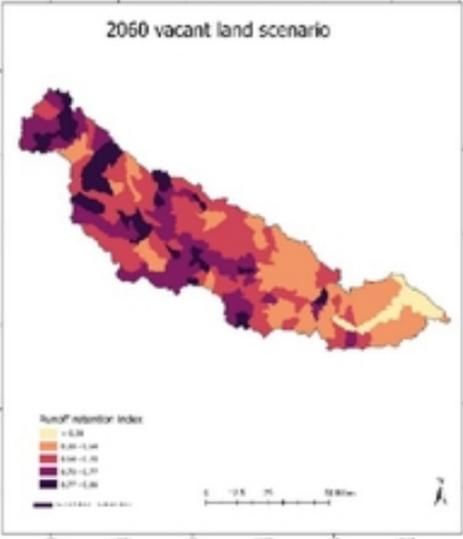
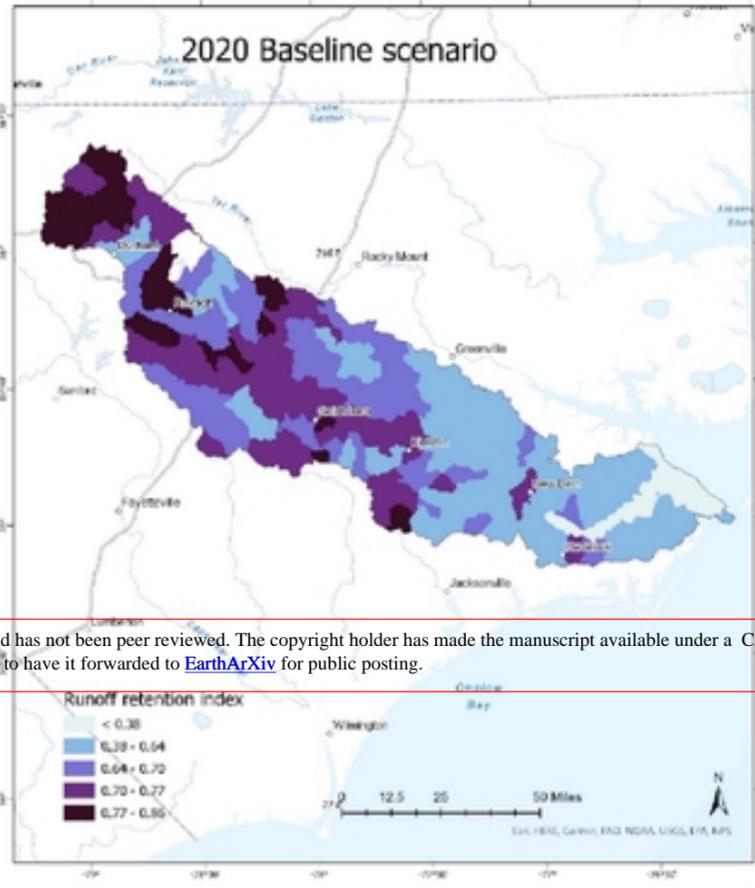
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Figure 1



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Figure 2



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Figure 3