



County of Los Alamos

1000 Central Avenue
Los Alamos, NM 87544

Agenda - Final Planning and Zoning Commission

*Philip Gursky, Chair; Michael Redondo, Vice Chair;
Fred Brueggeman; Philip Kunsberg; Ashley Mamula; Jaret
McDonald; Catherine Mockler;
Larry Warner and Amy Woods, Members*

Saturday, August 6, 2016

9:00 AM

Council Chambers

1. CALL TO ORDER/ROLL CALL

2. PUBLIC COMMENT

3. APPROVAL OF AGENDA

4. Workshop Agenda Schedule

A *Introduction of Proposed Comprehensive Plan Structure (Exhibit 1)*

B. *Discussion #1: Housing, Neighborhoods and Growth (Exhibit 2-A)*

C. *Discussion #2: Development, Redevelopment and Downtown (Exhibit 2-B)*

D. *Discussion #3: Open Space, Trails, Quality of Life (Exhibit 2-C)*

E. *Introduction of Future Land Use Categories (Exhibit 3)*

F. *Introduction of Criteria for Approval (Exhibit 4)*

Possible action taken on items A-F

8467-16 Documents for the workshop

Attachments: A - Exhibits A through F

7. PUBLIC COMMENT

8. ADJOURNMENT

PLEASE NOTE: If you are an individual with a disability who is in need of a reader, amplifier, qualified sign language interpreter, or any other form of auxiliary aid or service to attend or participate in the hearing or meeting, please contact the County Human Resources Division at 505-662-8040 at least one week prior to the meeting or as soon as possible.

Public documents, including the agenda and minutes can be provided in various accessible formats. Please contact the personnel in the Community Development Department Office at 505-662-8006 if a summary or other type of accessible format is needed.



County of Los Alamos

Staff Report

August 06, 2016

Los Alamos, NM 87544
www.losalamosnm.us

Agenda No.:

Index (Council Goals):

Presenters:

Legislative File: **8467-16**

Title

Documents for the workshop

Attachments

A - Exhibits A through F

**Los Alamos County 2016 Comprehensive Plan
Planning & Zoning Commission Workshop
Council Chambers - August 6, 2016**

Draft Outline

Table of Contents

Introduction

Executive Summary

Chapter 1 Previous Planning Efforts

Chapter 2 Vision

Chapter 3 Core Themes - Goals, Policies and Strategies

- **Housing, Neighborhoods and Growth**
- **Development, Redevelopment and Downtown**
- **Open Space, Trails, Mobility**

Chapter 4 Future Land Use Map

- **Purpose of the map.**
- **Relationship to zoning.**
- **Land Use Categories established.**

Fold-outs or double pages of the maps.

Chapter 5 Criteria for Approvals (Criteria for approval of changes to text; changes to the Future Land Use Map; changes to rezoning; criteria for approval of development proposals: Special Use Permits; Site Plans; and Subdivisions)

Appendices:

- **Glossary**
- **List of Tables**
- **List of Figures**
- **Existing Conditions (White Papers)**

**Los Alamos County 2016 Comprehensive Plan
Planning & Zoning Commission Study Session #1 July 30, 2016**

**Housing, Neighborhoods and Growth
Goals, Policies and Strategies**

	Economic Vitality	Land Use	Infrastructure
Housing <u>Goals:</u> <ul style="list-style-type: none"> • Provide more choices in housing, especially downtown • Promote the creation of a variety of housing options for all segments of the Los Alamos community. • Support development of affordable workforce housing. • Promote development of smaller housing units appropriate for downsizing households 	<u>Policies:</u> <ul style="list-style-type: none"> • Promote expanding housing supply to meet the demand from employment growth and support economic diversification <u>Strategies:</u> <ul style="list-style-type: none"> • Consider adoption of an inclusionary housing ordinance. • Create a dedicated revenue source for mortgage assistance. • Preserve existing rental housing stock through incentives. • Investigate public/private funding options. • Work with owners of vacant houses to assist in identifying opportunities for sale, rent and improving building condition 	<u>Policies:</u> <ul style="list-style-type: none"> • Provide workforce and other market rate housing at a variety of price ranges, for both rental and ownership markets. • Support design standards for high quality and good design of new housing. <u>Strategies:</u> <ul style="list-style-type: none"> • Provide incentives and flexibility through zoning. • Examine increased density options. • Consider density bonuses for small units in DT. • Use public vacant or under-developed land for housing. • Consider adoption of an inclusionary housing ordinance. 	<u>Policies:</u> <ul style="list-style-type: none"> • Provide infrastructure to support new housing creation. <u>Strategies:</u> <ul style="list-style-type: none"> • County-built structured parking downtown. • Periodically update Affordable Housing Plan including detailed goals and policies

	Economic Vitality	Land Use	Infrastructure
Neighborhoods <u>Goals:</u> <ul style="list-style-type: none"> • Protect existing residential neighborhoods • Promote the maintenance and enhancement of housing stock quality while utilizing available infill opportunities as appropriate. • Promote the creation of a variety of housing options for all segments of the Los Alamos community. • Support development of affordable workforce housing. 	<u>Policies:</u>	<u>Policies:</u> <ul style="list-style-type: none"> • Support small lot development and neighborhood integration for affordable housing. • Provide outreach and process support to housing developers. 	<u>Policies:</u> <ul style="list-style-type: none"> • Support energy efficiency upgrades. • Develop neighborhood planning program. • Support LAPS retain neighborhood schools (?) and UNM-LA... (?) • Support community hospital (?)
	<u>Strategies:</u> <ul style="list-style-type: none"> • Create a design manual for upgrading or redeveloping existing housing for increased value and improved appearance. 	<u>Strategies:</u> <ul style="list-style-type: none"> • Develop buffer techniques and alternatives for new dev. or re-development adjacent to single-family housing • Consider code changes to ensure upgrades are not precluded • Consider refinements to current County property maintenance ordinance • Prioritize code enforcement efforts 	<u>Strategies:</u> <ul style="list-style-type: none"> • Provide green building and new technology how-to information for rebuilding or upgrades. • Provide incentives for energy efficiency upgrades. • Underground utilities (vague) • Enhance internet service (vague)

	Economic Vitality	Land Use	Infrastructure
Growth <u>Goals:</u> <ul style="list-style-type: none"> • Plan for modest growth • Maximize our opportunity with respect to the development of the Manhattan Project National Historical Park. • Significantly improve the quantity and quality of retail business. • Attract new tourism related business. • Revitalize and eliminate blight in the downtown areas of Los Alamos and White Rock. 	<u>Policies:</u> <ul style="list-style-type: none"> • Create a vibrant, pedestrian-friendly downtown that includes a central gathering place, nighttime entertainment, and more retail stores and restaurants. • Promote eco- and education based tourism. • Attract new tourism related business. • Market and brand Los Alamos as a scenic destination featuring recreation, science and history. 	<u>Policies:</u> <ul style="list-style-type: none"> • Showcase Lab-developed technologies. • Improve County communication with the business community • Encourage the retention of existing businesses and assist in their opportunities for growth. • Collaborate with Los Alamos National Laboratory as the area's #1 employer. • Support infill development over expansion of current developed areas. • Support spinoff business opportunities from LANL. • Partner with National Parks, Ski Los Alamos, Sierra Club, others to promote LA as an outdoor recreation destination. • Maximize the utilization of County-owned land. 	<u>Policies:</u> <ul style="list-style-type: none"> • Maximize the utilization of County-owned land. • Make strategic extensions of utilities
	<u>Strategies:</u> <ul style="list-style-type: none"> • Develop and implement a Tourism Plan, including Wayfinding 	<u>Strategies:</u> <ul style="list-style-type: none"> • County built business incubator. • More food trucks, which could turn into brick & mortar restaurants. 	<u>Strategies:</u>

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**Development, Redevelopment and Downtown
Goals, Policies and Strategies**

	Economic Vitality	Land Use	Infrastructure
Development <u>Goals:</u> <ul style="list-style-type: none"> • Generally keep development contained within current boundaries • Significantly improve the quantity and quality of retail business. 	<u>Policies:</u> <ul style="list-style-type: none"> • Balance economic development support for growth and sustainability. • Support existing businesses. • Actively solicit new development opportunities. • Support spinoff business opportunities from LANL. • Attract new tourism related business. • Support County communication with the business community. 	<u>Policies:</u> <ul style="list-style-type: none"> • Maximize the utilization of County-owned land. 	<u>Policies:</u> <ul style="list-style-type: none"> • Maximize the utilization of County-owned land. • Streetscape improvements • County utilities extensions • Energy-efficient County buildings
	<u>Strategies:</u> <ul style="list-style-type: none"> • Consider a County built business incubator. 	<u>Strategies:</u> <ul style="list-style-type: none"> • Adopt a mixed-use zoning district. • Streamline development review process. • Consider lowered threshold for building permit only. 	<u>Strategies:</u>

	Economic Vitality	Land Use	Infrastructure
Redevelopment <u>Goals:</u> <ul style="list-style-type: none"> • Redevelop vacant and blighted areas 	<u>Policies:</u> <ul style="list-style-type: none"> • Provide flexibility for uses in redeveloped areas. 	<u>Policies:</u>	<u>Policies:</u> <ul style="list-style-type: none"> • Develop standards for street sections by street type.
	<u>Strategies:</u>	<u>Strategies:</u> <ul style="list-style-type: none"> • Develop a manual for improving/updating residential house exteriors and landscapes • Incentivize homeowners to upgrade. 	<u>Strategies:</u> <ul style="list-style-type: none"> • Provide incentives for energy efficiency upgrades.
Downtown <u>Goals:</u> <ul style="list-style-type: none"> • Create a vibrant, pedestrian-friendly downtown that includes a central gathering place, nighttime entertainment, and more retail stores and restaurants. • Focus development priorities downtown. 	<u>Policies:</u>	<u>Policies:</u> <ul style="list-style-type: none"> • Support more, and different types of housing downtown. 	<u>Policies:</u> <ul style="list-style-type: none"> • Continue to support infrastructure construction downtown.
	<u>Strategies:</u> <ul style="list-style-type: none"> • Consider public/private partnerships. • Expand Main St. program improvements. 	<u>Strategies:</u> <ul style="list-style-type: none"> • Establish a historic district in the downtown. • Revisit parking reqs. • Revisit code restrictions to height. 	<u>Strategies:</u> <ul style="list-style-type: none"> • Prioritize downtown infrastructure funding in CIP.

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Open Space, Trails and Mobility

Goals, Policies and Strategies

	Economic Vitality	Land Use	Infrastructure
Open Space [combine w. trails?] <u>Goals:</u> <ul style="list-style-type: none"> • Protect all existing open space • Enhance environmental quality and sustainability balancing costs and benefits including County services and utilities. 	<u>Policies:</u> <ul style="list-style-type: none"> • Partner with National Parks, Ski Los Alamos, Sierra Club, others to promote LA as an outdoor recreation destination. • Implement a comprehensive range of recreational and cultural amenities that enhance the Los Alamos community. • Support Historical Society Museum campus. • Promote LAC as an “Outdoor Community”. 	<u>Policies:</u> <ul style="list-style-type: none"> • Be stewards of the natural environment, including the existing ecosystems. • Do not develop in the canyons or on hillsides. • Preserve historic, environmental, and cultural landscapes. • Maintain and improve outdoor recreation for a diverse population. 	<u>Policies:</u>
	<u>Strategies:</u>	<u>Strategies:</u> <ul style="list-style-type: none"> • Clarify the three types of open space on the Future Land Use Map. • Rezone areas currently zoned PL to clarify which category they belong in. • Identify gaps to open space connections. Propose strategies for connections. • Build more dog parks. 	<u>Strategies:</u>
Trails	<u>Policies:</u>	<u>Policies:</u>	<u>Policies:</u>

	Economic Vitality	Land Use	Infrastructure
<p><u>Goals:</u></p> <p>Maximize connectivity for all trails and pedestrian ways</p>		<ul style="list-style-type: none"> • Promote safety, esp. for peds., on trails. 	<ul style="list-style-type: none"> • Create designated, safe, convenient, and well-maintained bike and pedestrian pathways and sidewalks. • Incorporate multi-use trails whenever possible. • Recognize and acknowledge the difference between bicycling for recreation and bicycling for transportation. • Ensure safe trail crossings, esp. at arterials; weigh cost/benefits of underpasses and/or overpasses.
	<p><u>Strategies:</u></p> <ul style="list-style-type: none"> • Pursue federal and state transportation grant funding for multi-modal circulation. • Pursue bicycle trail certification. 	<p><u>Strategies:</u></p> <ul style="list-style-type: none"> • Map trails and identify gaps in trail connections. Propose strategies for connections • Develop strategy for prioritization of gap connections. • Consider alternate means of circulation, esp. for ADA, including golf carts in historic area. • Consider signage to slow bicyclists when on same path as peds. 	<p><u>Strategies:</u></p> <ul style="list-style-type: none"> • Examine potential to expand paved and accessible Rim Trail from DP Road through historic core and Ashley Pond to Aquatic Center and PEEC, and possible loops. • Link Rim Trail to the Mesa Trail.
<p>Mobility</p> <p><u>Goals:</u></p> <ul style="list-style-type: none"> • Support streets designed for the safety and comfort of all users • Maintain and improve transportation and mobility. 	<p><u>Policies:</u></p> <ul style="list-style-type: none"> • Consider giving the same level of prioritization to non-motorized circulation (bicycle & ped.) as to motorized circ. 	<p><u>Policies:</u></p> <ul style="list-style-type: none"> • Create designated, safe, convenient, and well-maintained bike and pedestrian pathways and sidewalks. • Design for accessibility. • Make LAC a bicycle friendly community. 	<p><u>Policies:</u></p> <ul style="list-style-type: none"> • Create a user-friendly, efficient, multi-modal system that connects the Laboratory, downtown, and White Rock. • Support a “complete streets” policy for all new and rebuilt roadways. • Coordinate transportation on and off the Hill with other systems in the region.
	<p><u>Strategies:</u></p>	<p><u>Strategies:</u></p>	<p><u>Strategies:</u></p>

	Economic Vitality	Land Use	Infrastructure
		<ul style="list-style-type: none"> • Integrate parking with transit. • Revisit parking requirements. 	<ul style="list-style-type: none"> • Collect data on transportation modes and patterns. • Investigate bike-share program associated with Rim Trail. • Investigate alternate transportation and circulation options. • Upgrade infrastructure, including streetscapes, green spaces, entrances to LA, to reflect civic pride in the community. • Develop transportation master plan. • Periodically update transit plan

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Future Land Use Map Categories

The following land use categories for the Future Land Use Map are [proposed]/established:

- Residential
 - Low Density (0-3 Dwelling Units per Acre)
 - Medium Density (3-7 Dwelling Units per Acre)
 - Medium/High Density (7-15 Dwelling Units per Acre)
 - High Density (15+ Dwelling Units per Acre)
- Institutional
- Commercial
- Office
- Mixed-Use
- Industrial
- Open Space
 - Park
 - Open Space Active (W-2)
 - Open Space Passive (W-1)
- Federal

Land Use Classifications

The [proposed] land use classifications are broad categories defined by the preferred or anticipated land use. With one exception, Federal Land, they are not a reflection of ownership. Neither are they necessarily a depiction of existing uses. Additionally, land use classifications do not directly correspond to zoning. They are intended to adopt and graphically convey a pattern of desirable as well as established land use. It is important to understand that the Future Land Use Map can be changed, and that this plan, along with the Development Code, further define the criteria required to approve such changes. However, by adopting the Future Land Use Map as part of the comprehensive plan, the County provides guidance and direction for future growth and change.

Residential. Residential land uses are a depiction of density, or the number of dwelling units per gross acre. Because Los Alamos is relatively small and much of the residential use in the community already exists, the number of categories is limited to four and is based on the general character of existing constructed neighborhoods. Where a subdivision or Planned Development (PD) has been developed, it is placed in the residential category that represents the overall density for entire subdivision or PD. Where open space has been set aside within a subdivision or PD, certain of the lots may be smaller –or larger– than they would be if there were no open space. The land use category reflects the overall density for the development, which includes the open space. Elsewhere, such as in Quemazon, an overall density has been approved, but there is a variety of densities internal to the development. There too, the overall density is reflected in the land use map category.

The following table shows the relationship of residential zoning districts to the residential land use categories in the Future Land Use Map:

Residential Land Use Categories Related to Zoning Districts

<i>Residential Land Use Categories:</i>	Low Density (0-3 Dwelling Units per Acre)	Medium Density (3-7 Dwelling Units per Acre)	Medium/High Density (7-15 Dwelling Units per Acre)	High Density (15+ Dwelling Units per Acre)
<i>Zoning Districts:</i>	RA, RE, PD-2	R-1-12, R-1-10, R-1-8, PD-5, PD-3.5, R-4	R-1-5, R-M, R-M/NC, R-3-L, PD-7, PD-12, R-5, R-6	R-3-H, R-3-H-40, PD-20

Institutional. Institutional uses include schools, museums, hospitals, libraries, fire and police stations, religious assemblies, government offices such as the Municipal Building, and other government facilities such as senior and teen centers, and the Aquatic Center. This category does not include the temporary rentals of privately owned office space by government entities.

Commercial. This designation applies primarily to retail shopping areas, but also to commercial service providers.

Office. The Office land use designation is applied to those areas where there is not generally retail activity, except as an accessory use. Offices may be administrative, medical, business and professional.

Mixed-Use. The Mixed-Use designation applies to all of the Downtown zones. It may include those areas where housing and non-residential uses occur on the same lot, but it does not have to include housing. It is anticipated, and the comprehensive plan supports, that one or more new zoning categories will be created that will allow mixed uses in other parts of the County. For the purposes of the comprehensive plan, the Mixed-Use designation means that either or both residential and non-residential uses may be permitted on a property designated Mixed-Use. It is further intended that this designation will not require a comprehensive plan amendment to another land use category in order for Site Plan or other development approval.

Industrial. Industrial uses correspond to both the light and heavy industrial zoning districts. This land use category is intended to provide areas with sufficient separation from residential areas so as not to negatively impact residences, but also to allow for sufficient land within the County for manufacturing, processing and distribution functions for economic development. The comprehensive plan recognizes that these uses, which may have environmental impacts incompatible with other uses, including truck traffic, need areas in which to operate without having to mitigate their impacts on immediate neighbors.

Open Space. Three open space categories identify different intensities of development and use. The Park category encompasses developed parks, both public and private, of various sizes. The Open Space – Active category corresponds to the W-2 zoning designation and includes public and private recreational uses of a generally open nature, with certain structures related to the recreational uses allowed. Open Space – Passive includes those lands that remain primarily in their natural state, but can accommodate various kinds of low impact recreation such as hiking, biking and equestrian trails.

Federal. This is the only category that is based on ownership and not use. It is useful in showing the relationship of federally owned land to land under County jurisdiction. Because the County has no control over federal land and does not zone land that it does not control, there is no corresponding zoning district.

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CRITERIA for APPROVAL

This section of the comprehensive plan is adopted as an adjunct to the Development Code for the purpose of aiding in the review of proposed changes to this plan, the Future Land Use Map, rezoning applications, and other development proposals for which the Code requires compliance with the comprehensive plan. This section is a part of the comprehensive plan but may also be used as a stand-alone document for the purposes described.

CRITERIA for APPROVAL of CHANGES to TEXT

When considering changes to the text of the comprehensive plan or to the text of the development code the following criteria shall be taken into account:

1. The proposed change supports one or more of [or does not conflict with] the goals of the Strategic Leadership Plan of the county council as adopted and as may be updated or revised;
2. The proposed change replaces outdated information in the comprehensive plan, or responds to changed conditions or provides new information which is not previously included, such as a new or unanticipated use or technology; and/or
3. The proposed change will clarify or update existing language, remove duplicative, redundant or inconsistent language, or will simplify the understanding and implementation of the plan or code; and/or
4. The proposed change.....[other].....

**CRITERIA for APPROVAL of CHANGES to the FUTURE LAND USE MAP and for
REZONING**

When considering changes to the Future Land Use Map or for Rezoning of a Property or Properties the following criteria shall be taken into account:

1. The proposed change will benefit the community as a whole rather than serve the personal interests of the property owner and/or the immediate neighbors; and
2. The proposed change does not conflict with, and generally furthers one or more goals of the Strategic Leadership Plan of the county council as adopted and as may be updated or revised; and
3. The proposed change will not create any significant negative physical impacts on property within 100 yards of the subject property that cannot be mitigated.

CRITERIA for APPROVAL of DEVELOPMENT PROPOSALS

Special Use Permits, Site Plans, and Subdivisions (3 or more lots)

CRITERIA for APPROVAL of Special Use Permits

When considering Special Use Permit applications, the following criteria shall be used:

Note that not all the criteria will necessarily apply to each case under consideration.

1. The proposed use supports one or more goals of the Strategic Leadership Plan of the county council as adopted and as may be updated or revised; and
2. If there is an actual or perceived conflict between community and private interests, the proposed project serves the “public good” and community interests supersede private interests so long as the private concerns can be reasonably mitigated; and
3. Trail connections and connections to open space shall not be eliminated or precluded by the development; and
4. Outdoor lighting will be the least intensive possible while providing for safety, aesthetic considerations, and protection of the night sky.

CRITERIA for APPROVAL of Site Plans

When considering Site Plan applications, the following criteria shall be used:

Note that not all the criteria will necessarily apply to each case under consideration.

1. The site plan shall provide safe and attractive means of circulation for all modes and abilities;
2. Trail connections and connections to open space shall be provided, and in no case shall they be eliminated or precluded by the development;
3. To the extent practical, outstanding topographical features, including natural drainage patterns, and natural amenities on the site shall be preserved;
4. Stormwater runoff generated by the project shall be treated as a resource and integrated with landscape development of the site; and
5. Outdoor lighting will be the least intensive possible while providing for safety, aesthetic considerations, and protection of the night sky

CRITERIA for APPROVAL of Subdivisions (3 or more lots)

When considering subdivision applications, the following criteria shall be used:

Note that not all the criteria will necessarily apply to each case under consideration.

1. Conformance with the Future Land Use Map.
2. Utilities and utility infrastructure are available to serve the project or can be provided without undue expense to the County;
3. Stormwater runoff generated by the project shall be treated as a resource and integrated with landscape development of the site;
4. The subdivision shall provide safe and attractive means of circulation for all modes and abilities;
5. To the extent practical, outstanding topographical features, including natural drainage patterns, and natural amenities on the site shall be preserved;
6. Trail connections and connections to open space shall be provided, and in no case shall they be eliminated or precluded by the development; and
7. Outdoor lighting will be the least intensive possible while providing for safety, aesthetic considerations, and protection of the night sky.