



County of Los Alamos

1000 Central Avenue
Los Alamos, NM 87544

Agenda Planning and Zoning Commission

Terry Priestley, Chair; Beverly Neal-Clinton, Vice-Chair; Jean Dewart; Rachel Adler; Michelle Griffin; Stephanie Nakhleh; Neal Martin; Rodney Roberson, and April Wade, Commissioners

Wednesday, September 8, 2021

5:30 PM

Council Chambers
1000 Central Avenue

Members of the public can, also, join this meeting session to make public comment via Zoom by pasting into their browser the following:

<https://us06web.zoom.us/j/82420220187?pwd=S0RDZ0lsekNiUm8rd3NLRIRZNFg1dz09>

Or by telephone:

+12532158782,,82420220187# US (Tacoma)

+13462487799,,82420220187# US (Houston)

Meeting ID: 824 2022 0187

Passcode: 628120

1. **CALL TO ORDER/ ROLL CALL**

2. **PUBLIC COMMENT**

3. **APPROVAL OF AGENDA**

4. **PLANNING AND ZONING COMMISSION BUSINESS**

14754-21 Planning and Zoning Commission Meeting Minutes, August 11, 2021

Attachments: PZ_Minutes_20210811_draft

14836-21 Planning and Zoning Commission Meeting Minutes, August 17, 2021

Attachments: PZ_Minutes_20210817_draft

5. **PUBLIC HEARING(S)**

[14851-21](#) Case No. CPA-2021-0007: County Consultant, Dekker/Perich/Sabatini (D/P/S), has prepared final versions of Downtown Master Plans for Los Alamos and White Rock after receiving input from the public, County Council, and the Interdepartmental Review Committee. The two plans are now submitted to the Planning & Zoning Commission for consideration of recommendation to County Council for adoption as an amendment to the 2016 Los Alamos County Comprehensive Plan.

Attachments: [CPA-2021-0007 Staff Report](#)

6. COMMISSION/DIRECTOR COMMUNICATIONS

A. *Department Report*

B. *Chair's Report*

C. *Board of Adjustment Report*

D. *Commissioners' Comments*

7. PUBLIC COMMENT

8. ADJOURNMENT

PLEASE NOTE: Any action by the Planning and Zoning Commission in granting approval, conditional approval or disapproval of an application may be appealed by the applicant or by persons who have a personal or pecuniary interest adversely affected by the decision as defined by Section 16-454 of the County Code. Such appeals must be filled with the Community Development Department within 15-days of the action in accordance with Section 16-492.

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.

MINUTES

Planning and Zoning Commission



August 11, 2021 – 5:30 P.M.

Due to COVID-19, virtual participation for this meeting was made available via Zoom.

The proceeding can, also, be viewed at <http://losalamos.legistar.com/Calendar.aspx>

1. CALL TO ORDER / ROLL CALL

Chairman Priestley called the meeting to order at 5:30 PM. Roll call was administered. A quorum was present.

Members Present:

Terry Priestley, Chair
Beverly Neal-Clinton, Vice Chair
Jean M. Dewart, Commissioner
Michelle Griffin, Commissioner
Stephanie Nakhleh, Commissioner
April Wade, Commissioner
Neal D. Martin, Commissioner
Rodney Roberson, Commissioner
Rachel Adler, Commissioner (arrived at 5:38 PM)

2. PUBLIC COMMENT

None.

3. APPROVAL OF AGENDA

Commissioner Dewart motioned to approve the agenda as presented; seconded by Commissioner Martin. Motion carried unanimously.

Commissioner Adler arrived at 5:38 PM.

4. PUBLIC HEARING(S)

- A. Case No. SUP-2021-0018. Lauren Lippiatt, dba Dragonfly Playhouse, is requesting a Special Use Permit approval to operate a child-care center for a maximum of 48 children 142 Meadow Lane, White Rock, NM. The property is located within the Mountain Meadows 1 subdivision and is zoned R1-Single Family Residential District (R-1-8). Location and vicinity maps are attached below in Exhibit A and B respectively.**

Applicant: Lauren Lippiatt, dba Dragonfly Playhouse

Case Manager: Sobia Sayeda, Senior Planner

Ms. Lippiatt presented her request for a daycare for up to 48 children at 142 Meadow Lane. She gave an overview of the Special Use Review Criteria and provided a response for how she meets each criterion.

Sobia Sayeda, Senior Planner, communicated that staff's report was included within the Agenda Packet. She attested to its accuracy and was available to answer questions.

Public Comment was opened.

Ryn Herman, Chamber of Commerce Director, Los Alamos Commerce and Development Corporation voiced support for the request.

Commissioner Griffin moved to approve Case No. SUP-2021-0018 - a request for a Special Use Permit to operate a daycare facility for up to 48 children at 142 Meadow Lane. Recommendation is based on the Findings of Fact established at the hearing and conclusion that the Application has met each applicable review criteria contained in §16-156 of the Los Alamos County Development Code and that the Commission is acting under the authority granted by §16-452 (b)(1)(a) of the Development Code. She further moved to authorize the Chair to sign a Final Order approving the application and Findings of Fact and Conclusions of Law for this case, based on this decision and to be subsequently prepared by County staff.

Commissioner Beverly Neal-Clinton seconded the motion.

Roll Call Vote:

In Favor:

Beverly Neal-Clinton, Vice Chair
Michelle Griffin, Commissioner
Terry Priestley, Chair
Stephanie Nakhleh, Commissioner

Neal D. Martin, Commissioner
Rodney Roberson, Commissioner
Rachel Adler, Commissioner
Jean Dewart, Commissioner
April Wade, Commissioner

Motion carried 9-0 vote.

6. PLANNING AND ZONING COMMISSION BUSINESS

A. Planning and Zoning Commission Minutes, July 28, 2021

Edits were noted and accepted.

Commissioner Martin moved to approve the Minutes as amended; seconded by Commissioner Nakhleh. Motion passed unanimously.

7. COMMISSION/DIRECTOR COMMUNICATIONS

A. Department Report

B. Chair's Report

C. Council Liaison's Report

D. Commissioners' Comments

8. PUBLIC COMMENT

None.

9. ADJOURNMENT

6:44 PM

Terry Priestley, Chair

Paul Andrus, CDD Director

MINUTES

Planning and Zoning Commission



August 17, 2021 – 5:30 P.M.

Due to COVID-19, virtual participation for this meeting was made available via Zoom.

The proceeding can, also, be viewed at <http://losalamos.legistar.com/Calendar.aspx>

1. CALL TO ORDER / ROLL CALL

Chairman Priestley called the meeting to order. Roll call was administered. A quorum was present.

Members Present:

Terry Priestley, Chair
Jean M. Dewart, Commissioner
Neal D. Martin, Commissioner
Rodney Roberson, Commissioner
Rachel Adler, Commissioner

Members Absent:

Beverly Neal-Clinton, Vice Chair
Michelle Griffin, Commissioner
Stephanie Nakhleh, Commissioner
April Wade, Commissioner

2. COMMISSION COMMUNICATIONS

- A. SUP-2020-0014 and SUP-2020-0015; Per the order filed June 7, 2021, in Patricia Thames and Barham and Marilyn Smith v. County of Los Alamos and the Los Alamos County Council, d-132-cv-2020-00109, First Judicial District, State of New Mexico, the orders issued by the Planning and Zoning Commission in Case No. SUP-2020-0014 and Case No. SUP-2020-0015 were vacated and the matter remanded for further proceeding to make specific findings to justify its conclusions and to embody those conclusions in an order. The First District Court further ordered that no new public hearing be held in this matter, and that no additional evidence be submitted in relation to this matter.**

The Chair of the Planning and Zoning Commission will tender into the record the revised orders embodying specific findings to justify the conclusions in Case No. SUP-2020-0014 and Case No.

SUP-2020-0015 without a public hearing and without additional evidence being submitted in relation to this matter.

Chair Priestley stated that no decisions would be made tonight. He provided some background information and communicated that District Court has vacated the Final Order originally signed and entered by the Chair on July 14, 2020; and remanded it back to Planning and Zoning Commission to make specific Findings of Fact to justify their decision and embody conclusion into the Order. The Court further ordered that no public hearing should be held, and no additional evidence submitted. He added that although no hearing would be held, nor evidence accepted – public notice has been given of tonight's Planning and Zoning Commission meeting to all concerning parties.

Chair Priestley presented the District Court Order, the original Final Order and a revised Final Order. He announced that based on the remand and instructions from District Court, and authority granted by

the Planning and Zoning Commission in these cases, the Orders for SUP-2020-0014 and SUP-2020-0015 have been revised to include specific findings to justify the conclusions reached.

No comments nor questions were voiced by the Commission.

3. ADJOURNMENT

5:42 PM

Terry Priestley, Chair

Paul Andrus, CDD Director



Los Alamos County

Community Development Department

PLANNING & ZONING COMMISSION STAFF REPORT

Public Hearing Date: September 8, 2021

Subject: Case No. CPA-2021-0007, Consideration of recommendation to County Council for adoption of the Los Alamos Downtown Master Plan and White Rock Town Center Master Plan as an amendment to the 2016 Los Alamos County Comprehensive Plan

Applicant: Los Alamos County, Community Development Department

Case Manager: Bryce Ternet, Planning Manager

Case No. CPA-2021-0007: County Consultant, Dekker/Perich/Sabatini (D/P/S), has prepared final versions of Downtown Master Plans for Los Alamos and White Rock after receiving input from the public, County Council, and the Interdepartmental Review Committee. The two plans are now submitted to the Planning & Zoning Commission for consideration of recommendation to County Council for adoption as an amendment to the 2016 Los Alamos County Comprehensive Plan. **See Attachments.**

SUMMARY

After soliciting a Request for Proposals (RFP) process in February 2020, D/P/S was the selected contractor to conduct a multi-tiered scope of services involving creation of two downtown master plans and providing proposed revisions to Chapter 16 Development Code of County Code (the project).

Phase 1 of the Downtown Master Plans & Code Update project is the creation of two downtown master plans for downtown Los Alamos and White Rock. The two plans are envisioned to guide the future development of the downtown areas and generate a master plan framework for each of the downtown areas that aim to capture the community's desires and develop strategies to achieve those visions. The plans address the form and design of the built environment, parking, neighborhood protections, sustainability, and development density. Implementation strategies for integration of concepts of the two downtown master plans are then intended to inform the second phase of the project.

A downtown master plan for the County was considered for approval in 2000, but not adopted by County Council. A Downtown Los Alamos Element was adopted by County Council in 2009, and a White Rock Center Element was adopted in 2012. If adopted, the two downtown master plans would be an amendment to the 2016 Comprehensive Plan.

PUBLIC MEETINGS/INPUT

The downtown master plans have undergone a thorough development and review process, as outlined below.

Event	Date	Subject Area
Design Workshop	9.21.20	WR MP
Design Workshop	10.13.20	LA MP

Council Work session	7.7.20	WR LA MPs
LANL Stakeholder Session	7.29.20	WR LA MPs
Business Stakeholder Session	8.5.20	WR LA MPs
Visioning Workshop	8.19.20	WR MP
Visioning Workshop	8.20.20	LA MP
Historic Preservation Board Meeting	9.2.20	WR LA MPs
Transportation Board Meeting	10.1.20	WR LA MPs
Council Work session	10.29.20	WR LA MPs
MP Alternatives	1.27.21	WR LA MPs
Youth Meeting	1.13.21	WR LA MPs
Council Meeting	2.2.21	WR LA MPs
PZ Meeting	2.10.21	WR LA MPs
Tourism Improvement Task Force Meeting	3.3. 2021	WR LA MPs
DT MP Release	5.6.21	WR LA MPs
DT MP Release - Council Meeting	6.15.21	WR LA MPs
		WR LA MPs / Code
County Fair Booth	8.14.21	Update

INTERDEPARTMENTAL REVIEW COMMITTEE (IDRC) REVIEW

On August 19, 2021, IDRC reviewed the application and unanimously approved to move the application forward to the Planning and Zoning Commission for consideration of recommendation to County Council. Specific comments were received by the Public Works Department regarding the master plans. The master plans were revised to accommodate these comments received.

PUBLIC NOTICE

Notice was provided at least 15 days prior to the public hearing within accordance to the Los Alamos County Code of Ordinances, Chapter 16, Development Code, Sec. 16-192 (a), which includes:

- (1) Publication within the Los Alamos Daily Post, the County's official newspaper of record (published 8/19/2021); and
- (2) Posting at the Los Alamos County Municipal Building (8/19/2021)

COMPREHENSIVE PLAN AMENDMENT REVIEW CRITERIA

Sec. 161. During the course of the review of any application for approval of a comprehensive plan amendment, the IDRC shall utilize the following criteria in formulating a recommendation to the planning and zoning commission. The planning and zoning commission shall make findings to reflect the following criteria in making its recommendation of approval, conditional approval or denial to the county council, and the county council shall make findings to reflect the following criteria in its approval, conditional approval or denial:

- 1. The amendment shall conform to the vision statement and policy plan of the comprehensive plan and to the Strategic Leadership Plan of the county council;***

Staff Response:

The two downtown master plans conform to the vision statement of the 2016 Comprehensive Plan as the master plans strive to address major topics of the vision statement including improving economic vitality, encouraging infill development, and eliminating blight through revitalization of the downtown areas, creating more places that attract people, and continuing a small town feel by creating a vibrant, pedestrian friendly downtown areas. The two downtown master plans include recommendations which complement policies of the 2016 Comprehensive Plan. Additionally, the two downtown master plans conform to the Strategic Leadership plan of the county council by providing recommendations to support economic vitality and promoting increased types of housing options in the two downtown areas.

2. The amendment replaces outdated information in the comprehensive plan, responds to changed conditions or provides new information which is not included in the comprehensive plan.

Staff Response:

The two downtown master plans address goals, policies, and strategies for the county's two downtown areas. The two downtown plans would provide updated information in the comprehensive regarding the two downtown areas. Therefore, the amendment to the comprehensive plan of the two downtown master plans would replace outdated information in the comprehensive plan, respond to changed conditions, and provide new information which is not included in the comprehensive plan.

3. The amendment does not conflict with other parts of the comprehensive plan.

Staff Response:

The proposed adoption of the two downtown master plans as an amendment to the comprehensive plan would not conflict with other parts of the comprehensive plan as the 2016 Los Alamos County Comprehensive Plan includes Chapter 3.2, Development, Redevelopment & Downtown, which includes goals, policies, and strategies specifically addressing the downtown areas of the townsite and White Rock. The two downtown master plans address goals, policies, and strategies for the county's two downtown areas, as intended by the comprehensive plan.

FINDINGS OF FACT

1. The application CPA-2021-0007 is a request for approval of adoption of the Los Alamos Downtown Master Plan and White Rock Town Center Master Plan as amendments to the 2016 Los Alamos County Comprehensive Plan.
2. The two downtown master plans conform to the vision statement of the 2016 Comprehensive Plan as the master plans strive to address major topics of the vision statement including improving economic vitality, encouraging infill development and eliminating blight through revitalization of the downtown areas, creating more places that attract people, and continuing a small town feel by creating a vibrant, pedestrian friendly downtown areas. The two downtown master plans include recommendations which complement policies of the 2016 Comprehensive Plan. Additionally, the two downtown master plans conform to the Strategic Leadership plan of the county council by

providing recommendations to support economic vitality and promoting increased types of housing options in the two downtown areas.

3. The two downtown plans provide updated information in the comprehensive regarding the two downtown areas. Therefore, the amendment to the comprehensive plan of the two downtown master plans would replace outdated information in the comprehensive plan, respond to changed conditions, and provide new information which is not included in the comprehensive plan.
4. The proposed adoption of the two downtown master plans as an amendment to the comprehensive plan would not conflict with other parts of the comprehensive plan as the 2016 Los Alamos County Comprehensive Plan includes Chapter 3.2, Development, Redevelopment & Downtown, which includes goals, policies, and strategies specifically addressing the downtown areas of the townsite and White Rock. The two downtown master plans address goals, policies, and strategies for the county's two downtown areas, as intended by the comprehensive plan.
5. Notice of this public hearing, setting forth the nature of the request, and the date, time and place of the public hearing, was announced and published in The Los Alamos Daily Post, the official newspaper of record; all in accordance with the requirements of §16-192 of the Los Alamos County Development Code.
6. The proposed application, CPA-2021-0007, including the Los Alamos Downtown Master Plan and White Rock Town Center Master Plan, were presented to the Planning & Zoning Commission for consideration of recommending approval of the application to the County Council on September 8, 2021.

CONCLUSIONS OF LAW

After full hearing and consideration, the Planning and Zoning Commission finds that the application has met each applicable County Code text amendment criteria contained in §16-161 of the Los Alamos County Development Code and is acting under the authority granted it by §16-452(b)(1)(a) of the Development Code.

MOTION

Motion Option 1:

I move to **recommend approval** of Case No. CPA-2021-0007 to County Council for an amendment to the 2016 Los Alamos County Comprehensive Plan as presented in the application. Recommendation is based on the Findings of Facts established at the hearing and conclusion that the application has met each applicable review criteria contained in §16-161 of the Los Alamos County Development Code and that the Commission is acting under the authority granted by §16-452(b)(1)(a) of the Development Code.

I further move to authorize the Chair to sign a Final Order approving the application and Findings of Fact and Conclusions of Law for this case, based on this decision and to be subsequently prepared by County staff.

Motion Option 2:

I move to **recommend denial** of application number CPA-2021-0007 for an amendment to the 2016 Los Alamos County Comprehensive Plan as presented in the application as the proposed amendment does not conform to the review criteria within §16-161 of the Los Alamos County Development Code.

I further move to authorize the Chair to sign a Final Order recommending denial of the application to County Council, based on this decision and to be subsequently prepared by County staff.

ATTACHMENTS

Attachment 1: Application

Attachment 2: Los Alamos Downtown Master Plan

Attachment 3: White Rock Town Center Master Plan

LOS ALAMOS
Community Development

COMPREHENSIVE PLAN AMENDMENT APPLICATION

Los Alamos County Community Development Department
1000 Central Ave, Suite 150, Los Alamos NM 87544
(505) 662-8120

This Comprehensive Plan Amendment Application is for:

☒ Text Amendment ☐ Future Land Use Map Amendment ☐ Both FEE- \$150

APPLICANT: *[Applications for amendment to the comprehensive plan may be made by the county council, the planning and zoning commission, the county manager or the community development director.]*

Name: Paul Andrus Title: CDD Director Organization: CDD, LAC
Please Print

SIGNATURE

DATE

If this Application is for or includes a Future Land Use Map Amendment, indicate:

FROM (Current Land Use per FLUM)

TO (Proposed Land Use on FLUM)

Cite the sections of the comprehensive plan to be amended and explain why the amendment is necessary:

The DT Master Plans address goals, policies and strategies for the county's DT areas. The plans provide updated information in the Comprehensive Plan and would replace outdated information in the Comprehensive Plan, respond to changed conditions and provide new information not included.

Describe Related Applications, if any: _____

REQUIRED SUBMITTALS for FUTURE LAND USE MAP AMENDMENTS only:

- ☐ Provide a copy of the Plat or a Legal Description of the affected property
☐ Other

FOR COMMUNITY DEVELOPMENT DEPARTMENT USE:

CDD Application Number: CPA-2021-0007

COMPREHENSIVE PLAN AMENDMENT REVIEW CRITERIA:

The Los Alamos County Code of Ordinances, Chapter 16, Development Code, Sec. 16-161 establishes three (3) criteria to be considered when reviewing an application for Comprehensive Plan Amendment approval. Please review each of the criteria listed and provide short comments on how the application meets the criteria. (Attach additional sheets if needed.)

(1) The amendment shall conform to the vision statement and policy plan of the comprehensive plan and to the Strategic Leadership Plan of the county council;

The two downtown master plans conform to the vision statement of the 2016 Comprehensive Plan as the master plans strive to address major topics of the vision statement including improving economic vitality, encouraging infill development, and eliminating blight through revitalization of the downtown areas, creating more places that attract people, and continuing a small town feel by creating a vibrant, pedestrian friendly downtown areas. The two downtown master plans include recommendations which complement policies of the 2016 Comprehensive Plan. Additionally, the two downtown master plans conform to the Strategic Leadership plan of the county council by providing recommendations to support economic vitality and promoting increased types of housing options in the two downtown areas.

(2) The amendment replaces outdated information in the comprehensive plan, responds to changed conditions or provides new information which is not included in the comprehensive plan;

The two downtown master plans address goals, policies, and strategies for the county's two downtown areas. The two downtown plans would provide updated information in the comprehensive regarding the two downtown areas. Therefore, the amendment to the comprehensive plan of the two downtown master plans would replace outdated information in the comprehensive plan, respond to changed conditions, and provide new information which is not included in the comprehensive plan.

(3) The amendment does not conflict with other parts of the comprehensive plan.

The proposed adoption of the two downtown master plans as an amendment to the comprehensive plan would not conflict with other parts of the comprehensive plan as the 2016 Los Alamos County Comprehensive Plan includes Chapter 3.2, Development, Redevelopment & Downtown, which includes goals, policies, and strategies specifically addressing the downtown areas of the townsite and White Rock. The two downtown master plans address goals, policies, and strategies for the county's two downtown areas, as intended by the comprehensive plan.



Los Alamos **DOWNTOWN MASTER PLAN**

September 2021





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PART 1: EXISTING CONDITIONS

PART 1. EXISTING CONDITIONS

THIS STUDY PROVIDES AN OVERVIEW OF EXISTING CONDITIONS IN THE DOWNTOWN AREA OF LOS ALAMOS. THIS IS THE FIRST COMPONENT OF THE DOWNTOWN MASTER PLAN. IT PROVIDES BASIC INFORMATION ON THE MASTER PLAN AND SERVES TO INFORM THE PROJECT TEAM AND GENERAL PUBLIC ABOUT THE OVERALL EXISTING CONDITIONS.

1 - 1 STUDY AREA OVERVIEW

Los Alamos is the larger of the two population centers in Los Alamos County. Referred to as Los Alamos Townsite or the Townsite, it holds about two-thirds of the population of the County at approximately 12,400 residents, according to the American Community Survey, 2018. With housing in short supply in the County, much of the LANL workforce is located outside of the County. According to the Housing Market Needs Analysis, 2019, approximately 7,500 people commute daily from the surrounding communities outside of the County, increasing the total daytime population of the County to approximately 25,700.

1 - 1.I DOWNTOWN BOUNDARY

The boundary of the Downtown area was established by the County's Comprehensive Plan. The Downtown Los Alamos area, considered the commercial core, is situated in the south-central portion of the community atop the Los Alamos Mesa and connected to the rest of Los Alamos and the surrounding area through the east-west roads of Trinity Rd (State Road 502) and Canyon Rd. Because of the unique topographic layout with the developable area located atop four mesas separated by steep canyons, these roads are the only vehicular access points to the Downtown area. They also carry heavy through-traffic from commuters traveling to Los Alamos National Laboratory.

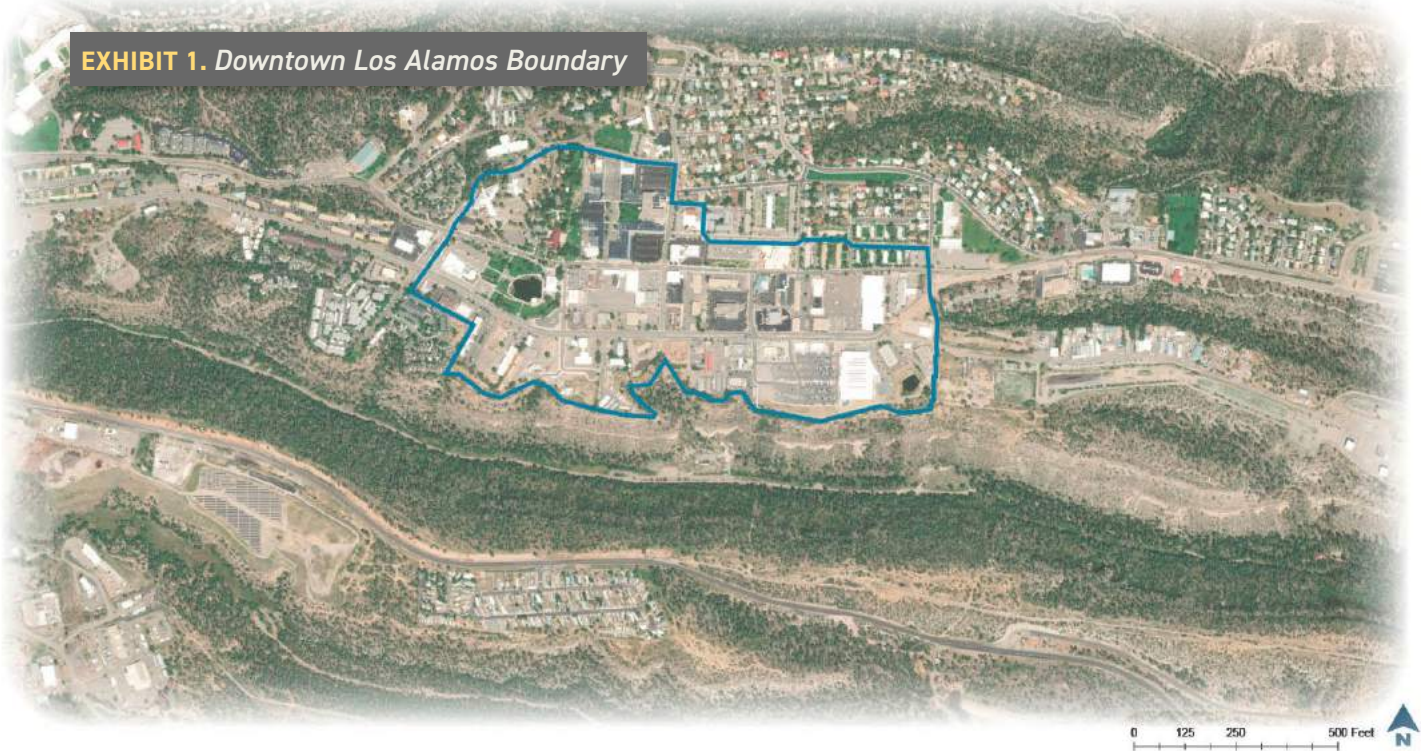
1 - 1.II DEVELOPMENT HISTORY



The Manhattan Project Technical Area surrounding Ashley Pond, LASL Photo archive

Los Alamos County was created in 1943 and exclusively administered by the federal government in the development and creation of the first atomic bomb, referred to as the Manhattan Project. Formerly the site of a boys' ranch school, the area was acquired by eminent domain by the Department of War and transformed into a secret government research facility. After the end of World War II, Los Alamos was opened to the public and Los Alamos

EXHIBIT 1. *Downtown Los Alamos Boundary*



National Laboratory (LANL) was founded. LANL is today known as one of the largest science and technology institutions in the world, attracting a highly educated and specialized workforce to the County. It is the largest employer in northern New Mexico with approximately 14,754 employees (Housing Market Needs Analysis, 2019) with a large number commuting from the surrounding area outside of Los Alamos County.

Downtown Los Alamos was designed originally as a temporary military town that was then converted into a low density commercial area to serve the growing population after World War II. Like many suburban shopping areas, the layout and circulation was designed to accommodate a car-centric population. The Downtown Master Plan in 2000 calculated that the streets and parking lots combined constitute 70% of the developable land area in Downtown. In the last twenty years, the downtown area has seen marked improvements such as a redeveloped Ashley Pond, some quality infill development projects and streetscape improvements along Central Avenue. Downtown Los Alamos has evolved into

an attractive destination for visitors and an asset to the community. Given the County's overall need for more housing, the downtown area has the potential to attract new residents and transform the character of the area into a more urban, mixed-use district.

1 - 1.III LOS ALAMOS NATIONAL LABORATORY

The prosperity of the Los Alamos Townsite is intrinsically linked to the success of LANL. LANL is the largest employer in the County and draws workers from throughout the world. At this time, LANL is expected to add approximately 1,300 and 2,400 new jobs by 2025. In order to attract top talent, LANL needs the County to help create housing and overall quality of life amenities that compete with other places. Hence, LANL is a major stakeholder in the success of the downtown areas. One major objective is to create a framework to accommodate new housing within the Townsite that appeals to the LANL workforce, allowing them to live in closer proximity to the Lab.

1 - 2 EXISTING DOCUMENTS

DETAILED BELOW IS A NUMBER OF EXISTING REGULATORY DOCUMENTS THAT HAVE SHAPED THE DEVELOPMENT OF THE DOWNTOWN AREAS OF LOS ALAMOS COUNTY OVER THE LAST NUMBER OF YEARS.

1-2.1 DOWNTOWN MASTER PLAN 2000

The Downtown Master Plan for Los Alamos (Plan) was created in 2000 with the primary goal to revitalize Downtown and create a more pedestrian-friendly environment, encourage infill of underutilized parcels and generate more retail activity.



Excerpt from the 2000 Downtown Master Plan that illustrates the vision for downtown.



Excerpt from the 2000 Downtown Master illustrating a land use plan.

The Plan established a Development Strategy paired with recommendations for infrastructure improvements intended to revitalize the downtown area through catalytic projects within key areas.



Excerpt from the 2000 Downtown Master illustrating the future build-out of downtown.

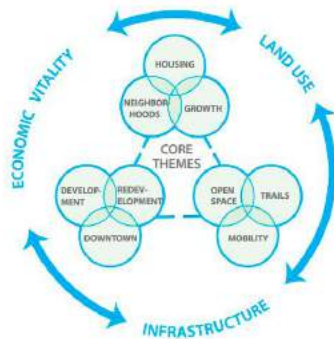
Four main catalytic projects are identified that include the Civic Center, Main Street, East End and South Rim with recommended implementation sequencing. These projects were anticipated to spur investment within Downtown from the private sector. The Plan introduced a new development code that utilized a form-based approach as the primary instrument for revitalization. The form-based code aimed to encourage mixed-use buildings with shared parking to promote walkability within the downtown core. The code consisted of a Regulating Plan to address use, building form and public space standards within

five subcategories. The Development Code established the uses, building types, architecture and public space regulations to implement the Regulating Plan. While the Master Plan was never officially adopted by the County, portions of the development code were incorporated into the zoning code. However, these standards were not fully integrated into the zoning code and were not integrated into downtown implementation strategies.

1 - 2.II COMPREHENSIVE PLAN

In 2016, Los Alamos County adopted a new Comprehensive Plan. The purpose of the Comprehensive Plan is to guide the physical development of the County through goals and policies established to implement the shared community vision. The Plan emphasizes three key areas or core themes:

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



Excerpt from the Comprehensive Plan illustrating the core themes.

The Development, Redevelopment and Downtown goals include strategies for redeveloping vacant and blighted areas, focusing development priorities downtown and guiding development to property in and around the current Downtown boundaries. There is strong community support for addressing

blighted properties to improve overall appearances and to promote economic development within the two downtowns (the Townsite and White Rock). The Plan identifies several properties such as the Meri Mac Center in the Townsite and the Longview area in White Rock that are in need of significant improvements to contribute to revitalization of the Downtown areas. The Plan envisions a vibrant, pedestrian-friendly downtown that includes a central gathering place, nighttime entertainment and more retail stores and restaurants while enhancing the historic, small-town character by focusing commercial activity in the downtown area.

The Housing, Neighborhoods and Growth goals include planning for modest growth, providing more housing choices and protecting the character of existing residential neighborhoods. The Plan emphasizes the need for new and varied housing types.

The Open Space, Trails, and Mobility goals include protecting virtually all existing open space, maximizing connectivity to open space, trails and pedestrian ways and supporting street and infrastructure design for safety and comfort of all users.

In addition to the goals, policies and strategies outlined for each of these three core themes, the Plan also includes a Future Land Use Map that illustrates the direction of future growth and desirable land uses.

The goals and policies identified in the Comprehensive Plan serve as a starting point to identify the vision and associated goals for this Master Plan. Table 1 summarizes some of the most prominent goals that apply to downtown. The goals served as a starting point during the visioning workshop to prioritize the existing goals and identify new goals. They are categorized into seven focus areas including: Visual Identity/Urban Form, Housing, Economic Vitality, Public Space/Street Design, Infrastructure/Utilities, Sustainability and Transportation.

Comprehensive Plan Key Goals and Policies

TABLE 1. Key Goals/Policies

Focus Area	Goals	Goal Summaries
Urban Form / Identity	<ul style="list-style-type: none"> - Promote / encourage infill development - Eliminate blight in the downtown areas of Los Alamos and White Rock - Enrich the vibrancy of business districts through the integration of design, public art, public space, historic preservation and cultural spaces and programming - Maximize opportunities with the development of the Manhattan Project National Historical Park - Upgrade infrastructure, including streetscapes, green spaces and entrances to the County, to reflect civic pride in the community 	<ul style="list-style-type: none"> - Create a mixed-use and pedestrian-friendly downtown environment while retaining a small town character - Promote infill and eliminate blight
Urban Form / Identity	<ul style="list-style-type: none"> - Promote / encourage infill development - Eliminate blight in the downtown areas of Los Alamos and White Rock - Enrich the vibrancy of business districts through the integration of design, public art, public space, historic preservation and cultural spaces and programming - Maximize opportunities with the development of the Manhattan Project National Historical Park - Upgrade infrastructure, including streetscapes, green spaces and entrances to the County, to reflect civic pride in the community 	<ul style="list-style-type: none"> - Create a mixed-use and pedestrian-friendly downtown environment while retaining a small town character - Promote infill and eliminate blight
Economic Vitality	<ul style="list-style-type: none"> - Revitalize the downtown areas of Los Alamos and White Rock - Support and retain LANL as the best wealth-producing employer - Diversify the community's economic base - Attract new tourism-related business - Significantly improve the quantity and quality of retail business - Support construction of new tech facilities to attract new tech businesses Promote economic diversification by building on the existing strengths of the community: technology, innovation and information, as well as natural resource amenities - Promote Los Alamos County as an "Outdoor Community" - Capitalize on Los Alamos County's role as gateway to three National Parks - Promote Los Alamos County as a venue for athletic events and competitions - Promote Los Alamos County as an "Outdoor Community" 	<ul style="list-style-type: none"> - Revitalize downtown with a focus on quality tourism-related businesses and a diversification of the economic base and businesses that support and retain the LANL workforce
Public Space / Street Design	<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 - Improve access to public open space and recreational facilities - Continue to implement streetscape improvements 	<ul style="list-style-type: none"> - Create a vibrant, pedestrian-friendly environment with access to open space areas and recreational facilities

TABLE 1. Key Goals/Policies

Focus Area	Goals	Goal Summaries
Sustainability	<ul style="list-style-type: none"> - Foster and promote sustainability practices - Support green infrastructure 	<ul style="list-style-type: none"> - Foster and promote sustainability practices
Transportation	<ul style="list-style-type: none"> - Maintain and improve transportation and mobility, particularly for pedestrians and cyclists - Design for accessibility - Make Los Alamos County a bicycle-friendly community - Revisit parking requirements in relation to transit access - Integrate parking with transit - Study current and anticipated parking demand and develop alternative approaches to meet that demand - Develop and expand trails connecting downtown to surrounding open space - Consider alternate means of circulation, especially for the purpose of accessibility - Complete development of the paved and accessible Canyon Rim Trail from DP Road through the historic core, Ashley Pond to the Aquatic Center and the Nature Center and possible loops - Consider expanded opportunities for off-site parking - Support a downtown circulator seven days per week and for extended hours, especially on weekends - Consider bike-share program associated with the Canyon Rim Trail - Support a "complete streets" policy for all new and rebuilt roadways - Develop and support transportation corridors that connect housing and employment centers through the historic core, Ashley Pond to the Aquatic Center and the Nature Center and possible loops - Add a transit route from the Townsite to Bandelier and Valles Caldera - Create a user-friendly, efficient, multi-modal system that connects the Laboratory, downtown, and White Rock - Examine the best approaches for safe pedestrian crossings on arterials such as Trinity, Diamond and State Road 4, including HAWK and pedestrian/ bike-activated flashing lights - Revitalize downtown areas to become pedestrian-friendly mixed-use areas 	<ul style="list-style-type: none"> - Create a user-friendly, efficient, multi-modal system that connects housing and employment centers - Maintain and improve pedestrian and cyclist infrastructure - Develop an alternative parking approach

1 - 2.III 2019 HOUSING MARKET NEEDS ANALYSIS

The Los Alamos Housing Market Needs Analysis, 2019 (Housing Analysis) was commissioned by Los Alamos County to address current and future housing needs. The Housing Analysis estimates the unmet need for rental and for-sale homes in Los Alamos and proposes future actions the County can take to increase the supply of housing.

The Housing Analysis identified an immediate need for 1,310 units of rental housing and 379 units for homeownership. The need is distributed among all income ranges but is particularly acute for middle- and low-income households (p. 6 Los Alamos Housing Market Needs Analysis, 2019).

The Housing Analysis recommends a wide range of policy and implementation measures to increase the supply of housing including encouraging downtown infill through zoning incentives and encouraging residential development and redevelopment of vacant and underutilized properties. The Housing Analysis notes that the downtown area is the logical location for higher density housing, including mixed-use and multi-story apartment buildings. In addition to housing, those surveyed also identified the desire to see more shopping and entertainment options in the downtown area which would support the additional density.

1 - 2.IV ECONOMIC VITALITY STRATEGIC PLAN 2019

The Economic Vitality Strategic Plan (EVSP) 2019 focuses on the County's efforts to improve and enhance the community's living and working environment within a 10-year timeframe. The EVSP, created by members of the County Manager's Economic Vitality Action Team (EVAT), recognizes that activity at LANL drives much of the region's

economic vitality and that housing has a direct impact on LANL's ability to attract new employees. Creating a range of housing types at different price points is therefore vital to maintaining the County's economy. Population growth creates the opportunity for new and expanded businesses that in turn enhance the quality of life for those living in Los Alamos County.

Goals identified in the EVSP are high level and generally don't refer to specific actions within the Downtown area. They include increasing the availability of quality housing in the County, both affordable and market rate, defining and addressing quality of life priorities, nurturing a separate, complementary economy to LANL and supporting and retaining LANL as the area's best wealth-producing employer.

1 - 2.V TOURISM STRATEGIC PLAN

The Los Alamos Tourism Strategic Plan (Tourism Plan) outlines strategies and actions that contribute to tourism as an economic driver for the County, with the goal of diversifying the economy within a ten-year timeframe. The Tourism Plan helps unify ongoing tourism efforts by coordinating with the goals outlined in the Comprehensive Plan. The Tourism Plan outlines the strategic direction for tourism in four focus areas:

1. *Create and market an inviting community;*
2. *Increase the capture of visitor dollars;*
3. *Enrich attractions and downtowns and celebrate the natural beauty; and*
4. *Operate with intentional leadership, public and private investment and partnerships.*

Within these focus areas are goals and tactics related to marketing, programming, physical improvements, infrastructure investments and policy changes.

Priority action items that have a more immediate timeframe include increasing lodging supply, modifying institutional structure, making marketing efforts more effective, enhancing guest experiences and improving community quality for residents, businesses and LANL.

The downtown areas are logical strategic locations for implementing priority action items and maximizing their impact. The Tourism Plan suggests making downtown Los Alamos and White Rock aesthetically pleasing and welcoming to visitors by encouraging infill and beautification in core areas to create a vibrant and walkable experience. Additional strategies include maximizing Main Street and Creative District program opportunities and services and expanding eating and shopping options to meet visitor and resident expectations.

More specific references to projects in Downtown Los Alamos include the following:

- *A downtown circulator trolley between LANL and downtown Los Alamos that runs during weekdays could expand service to weekends when most visitors are in the area;*
- *Sidewalk and wayfinding/signage improvements that would enhance the experience of the self-guided Los Alamos Historic Walking Tour;*
- *Extension of the Canyon Rim Trail to 20th St that would provide a paved out and back option for hiking, nature trips, birding and mountain biking, as it connects several mountain bike and multi-use trails in the area.*

Specific projects mentioned for downtown White Rock include continuing to promote the expansion of the Main Street District to include downtown White Rock and encouraging redevelopment of the Longview development.

1 - 2.VI LOS ALAMOS BICYCLE TRANSPORTATION PLAN

The Los Alamos Bicycle Transportation Plan (Bike Plan) was adopted in 2017. It proposes a comprehensive transportation network focused on bicycle facilities and promoting the use of bicycles as a key form of transportation. A key goal of the Bike Plan is to create connections between destinations and key points of interest. Specifically in downtown Los Alamos, connections are prioritized utilizing the existing Canyon Rim Trail system and street network that link destinations such as Ashley Pond, Fuller Lodge, Mesa Public Library, the Bradbury Museum and the Downtown Business District. Economic development projects currently underway are planned with bicycle infrastructure and trail connections in mind.



Image of the Canyon Rim Trail Bridge from the Los Alamos Bicycle Transportation Plan.

The Bike Plan lists potential projects that could be considered for development based on public input and ongoing planning review, including Trinity Drive bicycle facilities and a direct route from northern residential areas to the business district within downtown Los Alamos. Within downtown White Rock, potential projects include extending Canada del Buey Multi-Use Trail to connect to Overlook Park, improving trail crossing of the Canada del Buey Multi-Use Trail at Longview Dr and Rover Blvd and incorporating trails and bike lanes into development plans for Tract A-19.

To realize a well-connected and safe bicycle transportation system, the Bike Plan also outlines design policies and guidelines, inventories existing bicycle infrastructure and identifies funding priorities.

1 - 2.VII WAYFINDING AND SIGNAGE PLAN

Known as the County “Sign Code,” the Wayfinding and Signage Plan regulates various aspects of signs to ensure that they are safe, communicate their message effectively and do not interfere with natural and scenic views. The Sign Code defines prohibited signs, general sign regulations, sign districts and sign types. There are four sign districts based on the type of land use in the designated area: Residential Sign District, Commercial Sign District, Industrial Sign District and Governmental Sign District.

1 - 2.VIII CHAPTER 16 - LAND DEVELOPMENT STANDARDS

The County’s Development Code includes specific standards for the downtown districts. Downtown standards are defined through a Downtown District Overlay. The purpose of the overlay zone

is “to promote land use, site planning, and design criteria to implement the urban form and character envisioned by the Los Alamos Downtown Element or the White Rock Center Element, adopted as a part of the Incorporated County of Los Alamos Comprehensive Plan.”

The overlay includes four subzones —Neighborhood General Overlay Zone (DT-NGO), Neighborhood Center Overlay Zone (DT-NCO), Town Center Overlay Zone (DT-TCO), Civic/Public Open Space Overlay Zone (DT-CPO) — which are used to further tailor the intended character of the downtown districts. Both uses and dimensional standards are customized for each subzone. More general parking and architectural standards apply to all downtown development.

While the current downtown master plan envisioned a “form-based” approach that focuses on the massing, location and articulation of building facades, the integration of that downtown vision into the zoning code is somewhat flawed. The zoning code adopted the downtown overlays but the visual components of that plan were essentially stapled onto the back of Chapter 16, with less than optimal consideration for the form and content of the graphics.

1 - 3 DEMOGRAPHIC INFORMATION

1 - 3.1 POPULATION

The population and household base of Los Alamos County has grown modestly since 2010, adding 688 residents and 383 households. About two-thirds of the growth was in the Townsite which added 438 residents and 245 households. The remaining third was in White Rock which added 250 residents and 138 households. Households grew at a slightly higher 0.5 percent annual growth rate, indicating a small reduction in average household

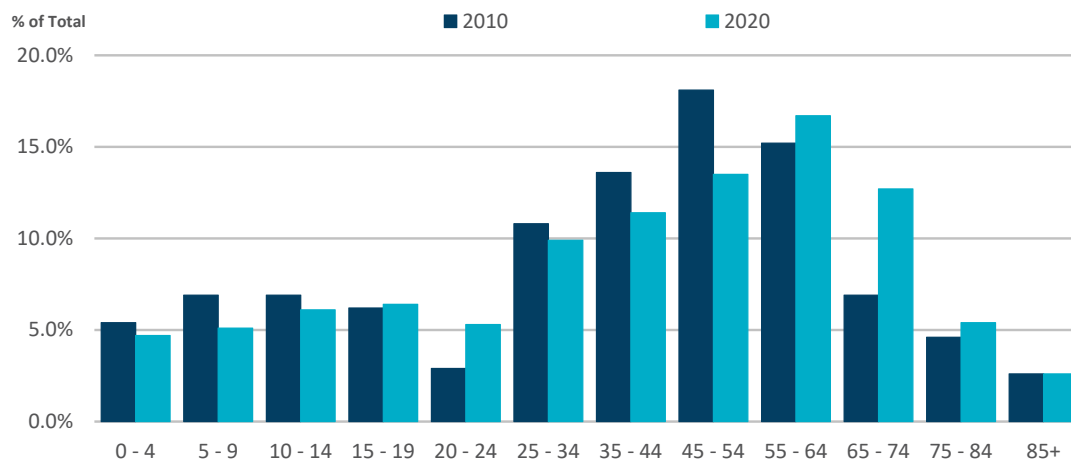
size as shown in Table 2. The population of Los Alamos County has become older, as the median age increased from 44.3 to 46.8 and the share of residents over the age of 65 grew from 14.9 percent to 21.4 percent, while the share of residents aged 45-54 decreased from 18.6 percent to 13.9 percent, as shown in Exhibit 1. The stable and aging population indicates that the residents of Los Alamos are staying and ‘aging in place.’

TABLE 2. Demographics, Los Alamos, 2010-2019

Description	2010	2019	2010-2019		
			Total	Ann. #	Ann. %
Los Alamos Townsite					
Population	12,225	12,663	438	49	0.4%
Households	5,377	5,622	245	27	0.5%
Median Age	43.1	45.8	2.7	0.3	0.7%
Median Income	\$101,503	\$112,275	\$10,772	\$1,197	1.1%

Source: ESRI; Economic & Planning Systems

EXHIBIT 2. Population by Age, Los Alamos, 2010-2019



Source: ESRI; Economic & Planning Systems

TABLE 3. Housing Tenancy, 2010-2019

Description	2010	2019	2010-2019		
			Total	Ann. #	Ann. %
Los Alamos					
Owner Units	3,736	3,678	-58	-6	-0.2%
Percent	61.6%	59.6%	-2.0%	0	-0.4%
Renter Units	1,641	1,944	303	34	1.9%
Percent	27.0%	31.5%	4.4%	0	1.7%
Vacant Units	691	553	-138	-15	-2.4%
Percent	11.4%	9.0%	-2.4%	0	-2.6%
Total	6,068	6,175	107	12	0.2%

Source: ESRI; Economic & Planning Systems

1 - 3.II INCOME

Median household incomes in the County have grown by an annual average of 1.4 percent to reach \$117,391 in 2019 as shown. The median income of White Rock at \$132,914 is 13 percent higher than the County as a whole and 18 percent higher than the Townsite at \$112,273.

1 - 3.III HOUSING TENANCY

In terms of tenancy, approximately 60 percent of all housing units in Los Alamos County are owner-occupied, 31.5 percent are renter-occupied, and 9.0 percent are vacant, as shown in Table 3. Between 2010 and 2019, the number of rental occupied housing increased by 303 units, increasing the percentage from 27 percent to 31.5 percent.

1 - 3.IV NEW HOUSING

Approximately 197 new housing units were built in Los Alamos County between 2010 and 2019. The new units comprised mostly of single-unit buildings and buildings with 5 or more units. The limited amount of new housing development in Los Alamos County combined with declining vacancy rates is resulting in a tight housing market and increases in in-commuting by LANL employees.

TABLE 4. Building Permits, Los Alamos County, 2010-2019

Building Type	Units Built
1 Unit	94
2 Units	11
3-4 Units	0
5+ Units	92
Total	197

Source: U.S. Census; Economic & Planning Systems

1 - 4 MARKET ANALYSIS

1 - 4.I COMMERCIAL INVENTORY

Los Alamos has experienced minimal office development since 2010. On the retail side, the development of Smith's Marketplace in downtown Los Alamos in 2014 added 110,000 square feet, while the ancillary retail in the Smith's shopping center added 30,000 square feet, and an O'Reilly Auto Parts added 7,200 square feet. The Smith's Marketplace has a significant retail impact on Los Alamos given its scale. It has increased retail sales capture and reduced leakage to other markets, but also has created additional competition for smaller retail stores in attracting demand.

As shown in Exhibit 2, office uses command higher rents than retail uses in Los Alamos, due in large part to the greater demand for space from LANL contractors who are largely national companies accustomed to paying higher rates in urban areas. The average rate for office space is slightly above \$20 per square foot compared to \$15 per square foot for retail space.

1 - 4.II EMPLOYMENT

Employment in Los Alamos is driven by the Los Alamos National Laboratory (LANL), which provides the County with a stable, highly educated workforce. In 2019, LANL employed 11,881 people,

TABLE 5. Commercial Development, Los Alamos, 2010-2020

Description	2010	2020	2010-2020		
			Total	Ann. #	Ann. %
Downtown Study Area					
Office (sq. feet)	341,068	344,068	3,000	300	0.1%
Retail (sq. feet)	500,023	645,298	145,275	14,528	2.6%
Other Los Alamos					
Office (sq. feet)	212,902	212,902	0	0	0.0%
Retail (sq. feet)	76,840	76,840	0	0	0.0%

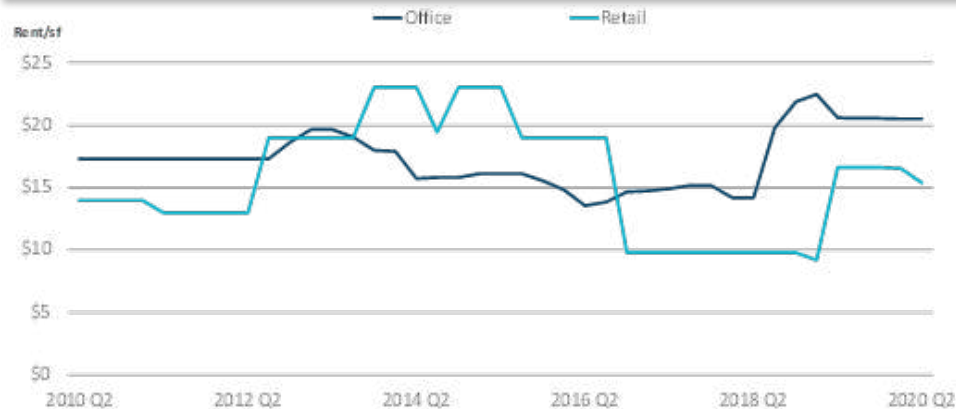
Source: Costar; Economic & Planning Systems

TABLE 6. Employment, Los Alamos County, 2010-2019

Description	2010	2019	2010-2019		
			Total	Ann. #	Ann. %
LANL Employment					
Payroll	8,727	9,410	683	76	0.8%
Contractor	1,601	1,747	146	16	1.0%
Other/Construction	1,357	724	-633	-70	-6.7%
Total	11,685	11,881	196	22	0.2%
NAICS Sector					
Construction	249	233	-16	-2	-0.7%
Retail Trade	371	467	96	11	2.6%
Finance/Insurance	312	142	-169	-19	-8.3%
Education	109	82	-27	-3	-3.1%
Health Care	867	898	31	3	0.4%
Arts/Rec	127	112	-14	-2	-1.3%
Lodging & Food	472	466	-6	-1	-0.1%
Public Admin	512	454	-58	-6	-1.3%
Other NAICS	2,175	2,620	445	49	2.1%
NAICS Total	5,194	5,476	282	31	0.6%
Total Employment	16,879	17,357	478	53	0.3%

Source: UNM; Economic & Planning Systems

EXHIBIT 3. Commercial Vacancy Rates, Los Alamos County, 2010-2020



which comprised over two-thirds of the County's total employment, as shown in Table 7. Employment at LANL consists primarily of payroll employees, which comprise 80 percent of all employees, while contractors and construction-related employees comprise approximately 20 percent of all employees. Total employment at LANL has remained relatively stable between 2010 and 2019. Other sectors in Los Alamos County with significant employment include Health Care, Retail Trade, Lodging & Food Service, and Public Administration.

As LANL maintains the largest employee base in the County with a workforce of approximately 14,754 employees (Housing Market Needs Analysis, 2019), fluctuations in populations have historically resulted from expansion or contraction of this workforce. A recent expansion of the mission of LANL has led to increased job growth. With the increase in LANL jobs comes an increase of employment in supporting industries .

The 2018 estimated median household income in Los Alamos was \$106,288 among 5,312 total households, according to the American Community Survey.

Within Los Alamos Townsite, 68.7% of the workforce is employed in management, business, science,

and arts occupations, 14.1% is employed in service occupations, 10.9% is employed in sales and office occupations, 3.6% in production, transportation, and material moving occupations and 2.7% in natural resources construction and maintenance occupations (American Community Survey).

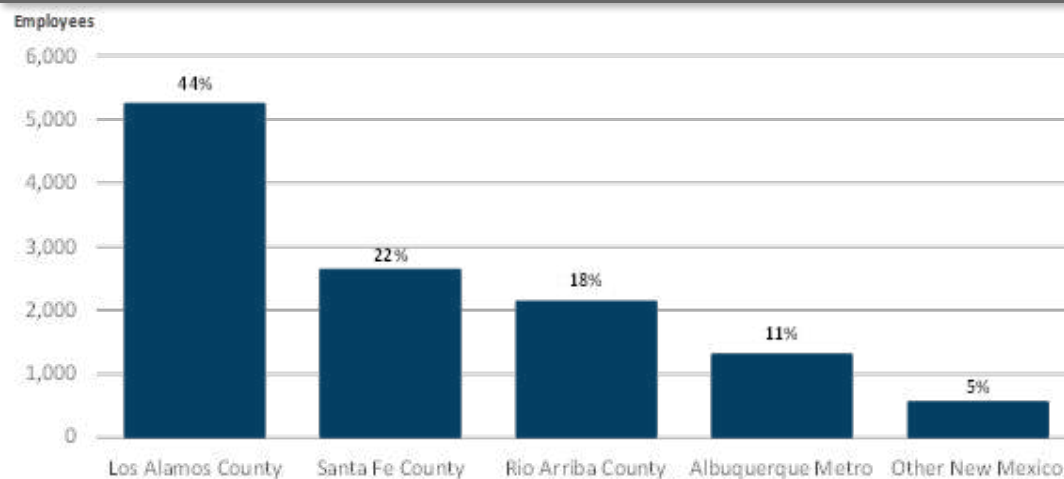
1 - 4.III COMMUTING

Of LANL's 11,881 employees, approximately 5,242 or 44 percent live in Los Alamos County. This means that 56 percent of all employees commute to Los Alamos, with the largest counties of residence being those that surround Los Alamos County in Northern New Mexico. As shown in Exhibit 4, the highest number of in-commuters live in Santa Fe County with 2,639 employees (22%), followed by Rio Arriba County with 2,142 employees (18%), and the Albuquerque metro area (which includes Bernalillo, Sandoval, and Valencia counties) with 1,304 employees (11%).

1 - 4.IV GRT ANALYSIS

Using data from the New Mexico Finance Authority, EPS analyzed GRT-based revenues by NAICS sector in Los Alamos County. While overall

EXHIBIT 4. LANL Employees by County of Residence



Source: UNM; Economic & Planning Systems

EXHIBIT 5. Map of LANL Employees by County of Residence

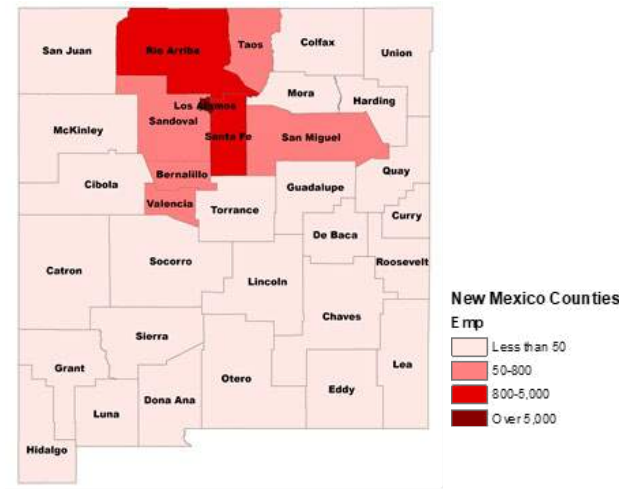
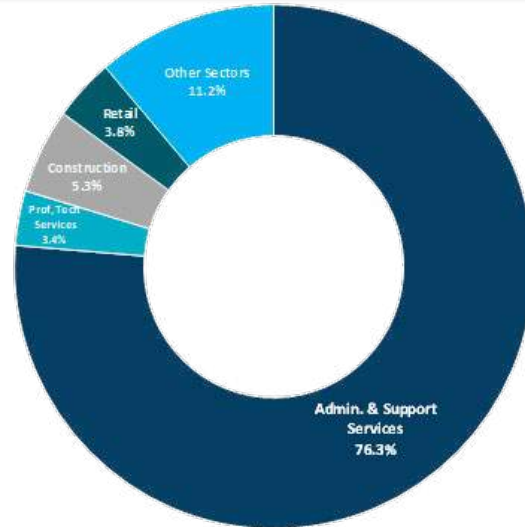


EXHIBIT 6. GRT-based Revenue by NAICS Sector, 2020



Source: NMFA, Economic & Planning Systems

TABLE 7. Impact of Smith's Marketplace on GRT

Description	2014	2015	Change
Los Alamos Retail Sales	\$38,500,000	\$50,800,000	\$12,300,000
Smith's Store Size (sq ft)	44,000	110,000	66,000
Sales per sq ft estimate	500	306	
Portion of Retail Sales from Smith's ¹	\$22,000,000	\$33,685,000	\$11,685,000
% of Total	57%	66%	

Source: Economic & Planning Systems

¹ Assumes Smith's captured 95% of new retail GRT growth

receipts fluctuated between 2010 and 2020, labor-related sectors, which includes Administrative & Support Services, Professional, Technical, and Scientific Services, and Construction comprised approximately 85 percent of GRT-based revenues in 2020, as shown in Exhibit 3. All other sectors comprised approximately 15 percent of GRT-based revenues, with Retail Trade accounting for only 4 percent.

The new, larger Smith's Marketplace is a major source of retail sales for the County. Retail sales subject to GRT increased from \$38.5 million in the year before the Marketplace opened to \$50.8 million in the year after which is an increase of \$12.3 mil-

lion as shown in Table 6. EPS has done a calculation to estimate the impact of the new Smith's store.

Assuming Smith's was achieving above average sales of \$500 per foot previously in its 44,000 square foot store, it would have accounted for approximately \$22.0 million or 57 percent of total retail sales. And also assuming the new marketplace was the source of 95 percent of the increase in total retail sales, the new store would have an estimated \$33.7 million in sales or 66 percent of the County's total.

1 - 5 EXISTING LAND USE & ZONING

1 - 5.I EXISTING LAND USE

The existing land uses for downtown Los Alamos are predominantly commercial interspersed with some public spaces, as depicted in Exhibit 7. Ashley Pond is designated as a Parks and Open Space area. Parcels along DP Road are classified as vacant.

1 - 5.II FUTURE LAND USE

The 2016 Comprehensive Plan identified a future land use map that revises the existing land use classifications to accommodate a greater mix of uses, as shown in Exhibit 8. All of the commercially classified areas are translated into a mixed-use category. Portions of the DP Road parcels are changed to high density residential.

1 - 5.III ZONING

Downtown Los Alamos is divided into four downtown subdistricts that allow a variety of mixed-use intensities, as shown in Exhibit 6.

The Town Center (DT-TCO) zone accommodates a mix of office, commercial, civic and certain types of residential uses at the highest density allowed within the downtown district. This zone applies to most of the central Downtown development blocks which are generally adjacent to the main street, Central Avenue.

The Neighborhood Center (DT-NCO) subzones covers a lower intensity of residential, office, commercial and civic uses.

The Neighborhood Center designation applies mostly to the downtown properties south of Trinity Drive.

The Neighborhood General subzone allows similar uses as permissive within the Neighborhood Center, but at lower densities and applies to established residential areas to the north of Central Avenue.

The Civic / Public Open Space (DT-CPO) zone encompasses Ashley Pond, Fuller Lodge, the public library and the Los Alamos History Museum with the intent of accommodating public uses such as parks, plazas, recreation and civic buildings.

EXHIBIT 7. Downtown Zoning



EXHIBIT 8. Existing Land Use

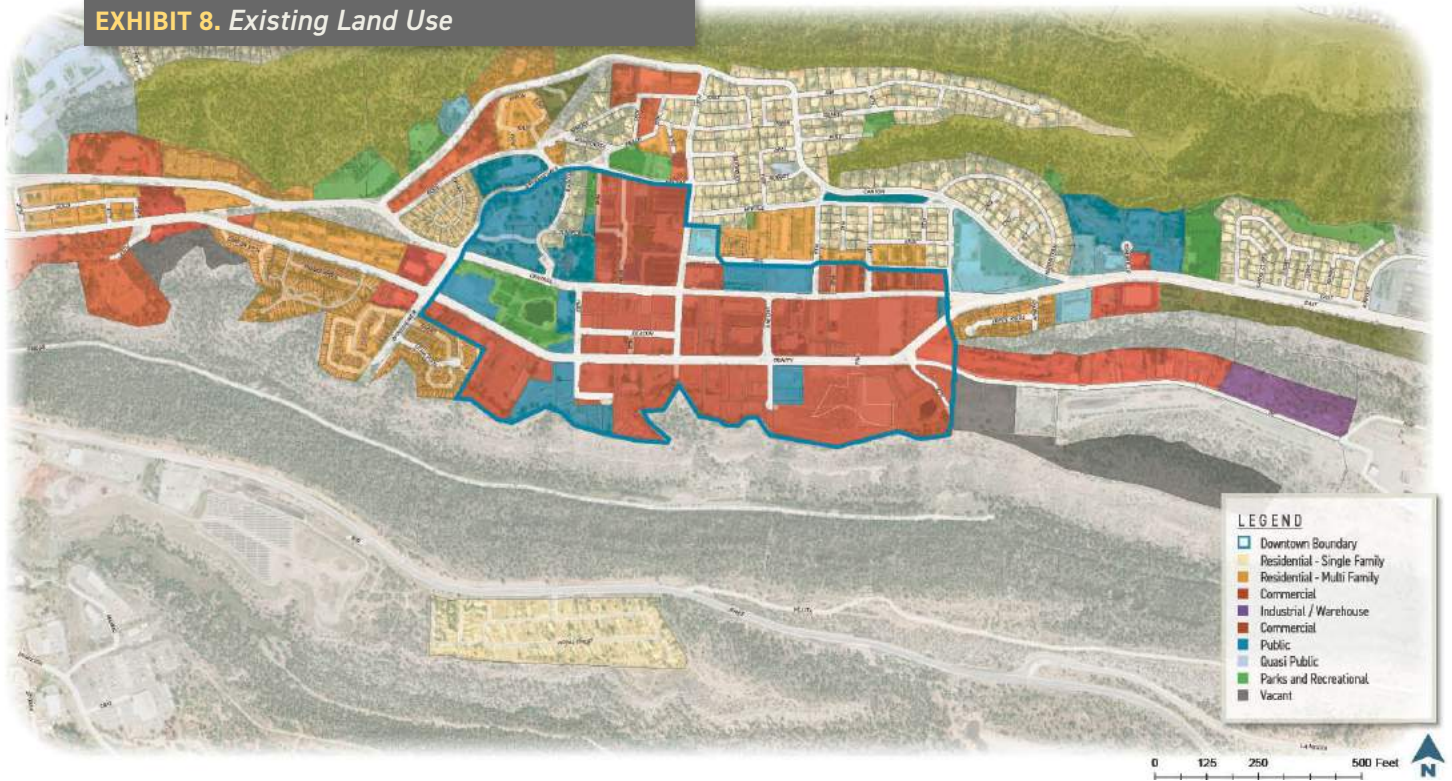
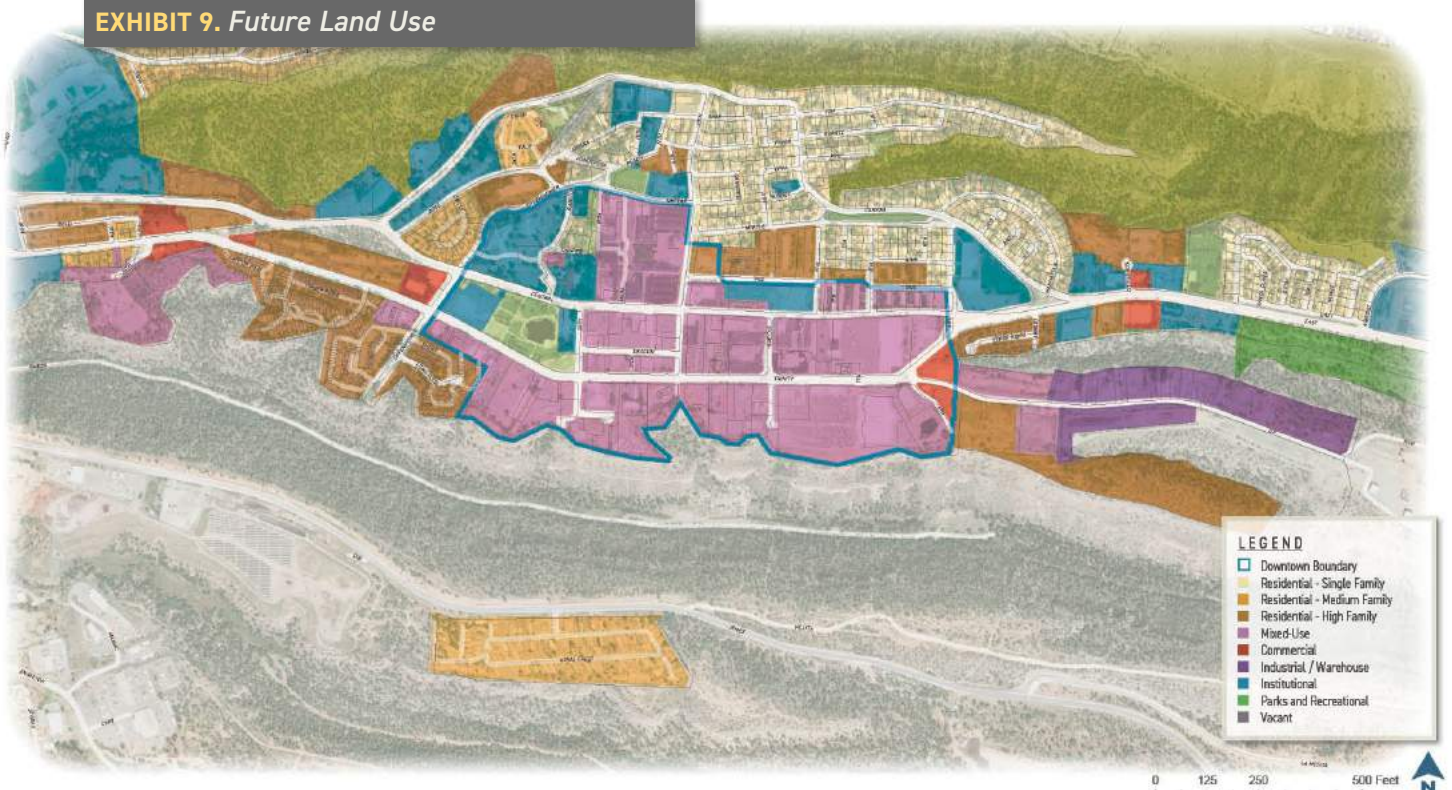


EXHIBIT 9. Future Land Use



1 - 5.IV REDEVELOPMENT POTENTIAL

As most of the land within Downtown Los Alamos has been developed, redevelopment of underutilized parcels is key to the revitalization of the district. Three key redevelopment areas have been identified through public engagement efforts: the former Smith's site, parcels along Deacon Street and the Central Park Square. While the shopping center that includes the former Smith's

location does currently have tenants, some in the community have expressed the desire to see the site renovated, rather than demolished and redeveloped. The County is looking at options for Deacon Street, which is a prime redevelopment opportunity for the parcels between Trinity Drive and Central Avenue. Lastly, Central Park Square is located within the heart of the downtown district and contains large swaths of surface parking that could become key infill opportunities. In addition to these redevelopment areas, infill opportunities exist on many underutilized surface parking lots throughout the district.

1 - 6 MOBILITY & TRANSPORTATION

1 - 6.I VEHICULAR INFRASTRUCTURE

Los Alamos County contains the two census-designated places of Los Alamos and White Rock, as well as LANL and federal- and state-owned public land. The major road connectors between these destinations are State Road 4, West Jemez Road, and State Road 502. State Road 502 provides access from the Rio Grande Valley located to the east of Los Alamos County and carries the majority of LANL commuter traffic from the Valley, through downtown Los Alamos, to the road's terminus at the intersection of Diamond Drive. West Jemez Road continues to the south, leading through LANL until it reaches the intersection with State Road 4 in the southwestern portion of the County. State Road 4 continues west towards the Valles Caldera National Preserve and east along the northern boundary of Bandelier National Monument. State Road 4 then turns northwest, passing through downtown White Rock before continuing north to intersect with State Road 502, which then ascends the mesa to downtown Los Alamos. Another major roadway within the area that sees a large volume of commuter traffic is E. Jemez Road. This road offers

an additional vehicular connection between LANL, the Townsite and White Rock and is located on LANL property.

Developed land within Los Alamos Townsite is situated atop four mesas with steep canyons located in between. Because of the limiting topography, the Townsite does not have a traditional street grid and access to the separate mesas is afforded mainly through Diamond Drive.

Downtown Los Alamos is situated on the southernmost mesa. Two arterial roads, Trinity Drive and Central Ave run east-west through Downtown, as shown in [*"Exhibit 12. Vehicular Infrastructure" on page 25*](#). A loose network of streets run north-south with collectors that include 15th St, 20th St, Knecht St, and Bathtub Row; however, only 15th St spans the entire north-south distance of the mesa. With fewer collector roads, a pattern emerges that includes large "superblocks" characterizing much of Downtown, measuring up to 700 feet per side. Trinity Drive, as the main thoroughfare and busiest road in the Townsite, facilitates a large volume of traffic to and from LANL. This presents challenges

EXHIBIT 10. Development Potential

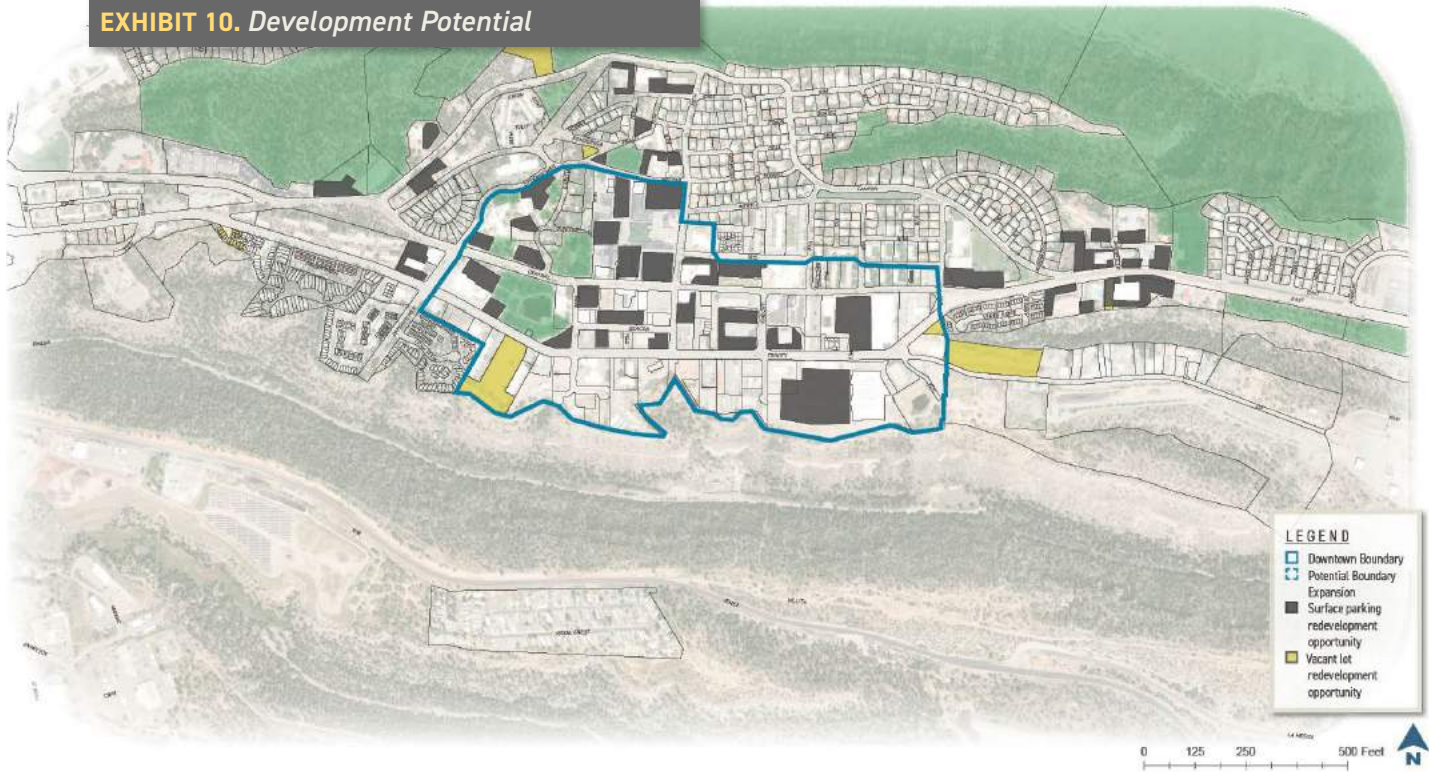
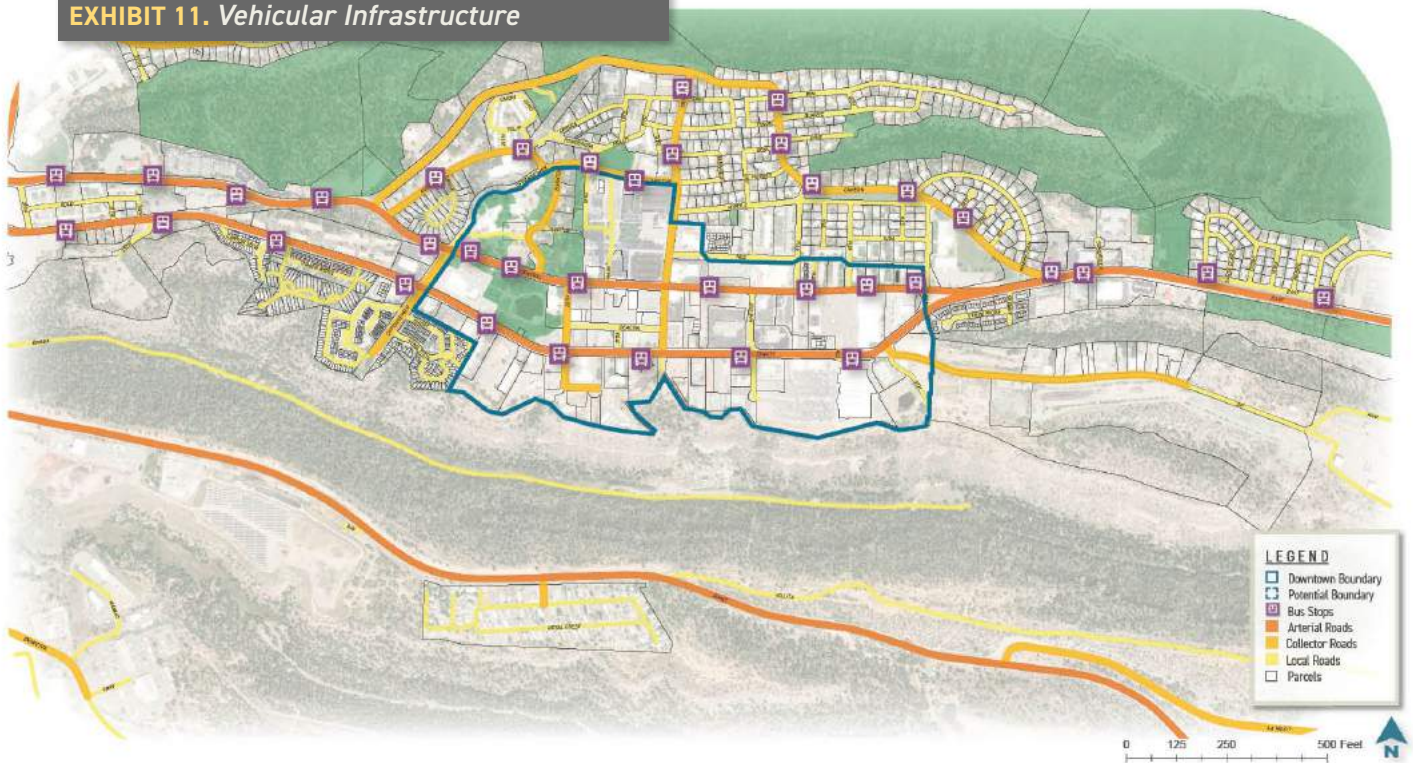


EXHIBIT 11. Vehicular Infrastructure



to the north-south movements, specifically for pedestrians and bicyclists. The road includes only two signalized intersections which restrict crossings for pedestrians along the corridor. A recently completed project included a roundabout constructed at the eastern extent of Downtown where Trinity Dr and Central Ave meet. Parking is distributed throughout the Townsite and Downtown with large parking fields and on-street parking spaces predominantly underutilized as indicated by a visual survey of aerial imagery over multiple years. As mentioned earlier, assessments made of the areas occupied by surface parking and roadways accounted for over 70 percent of available space within Downtown.

1 - 6.II PEDESTRIAN FACILITIES

Los Alamos County's natural beauty and good climate encourages many residents to lead active lifestyles, making trails and sidewalks an important element of the mobility network. While vehicular infrastructure is limited to areas with less slope, trails weave every direction through both the canyons and the mesas shared by bicyclists, hikers, runners, walkers and equestrians.



Central Ave looking east. Source Los Alamos County

While not the predominant means of commuting, some residents utilize trails as a way to commute to work.

Within the Townsite, the Canyon Rim Trail is located directly south of Downtown. The Canyon Rim Trail currently stops short of Downtown; however, it is anticipated to be expanded to meet up with 20th Street. An Urban Trail will connect the Canyon Rim trail and run north-south, through the Downtown area to connect to Canyon Road and eventually tie into the Aquatic Center Trail, as shown in ["Exhibit 13. Pedestrian & Bicycle Facilities" on page 27.](#)

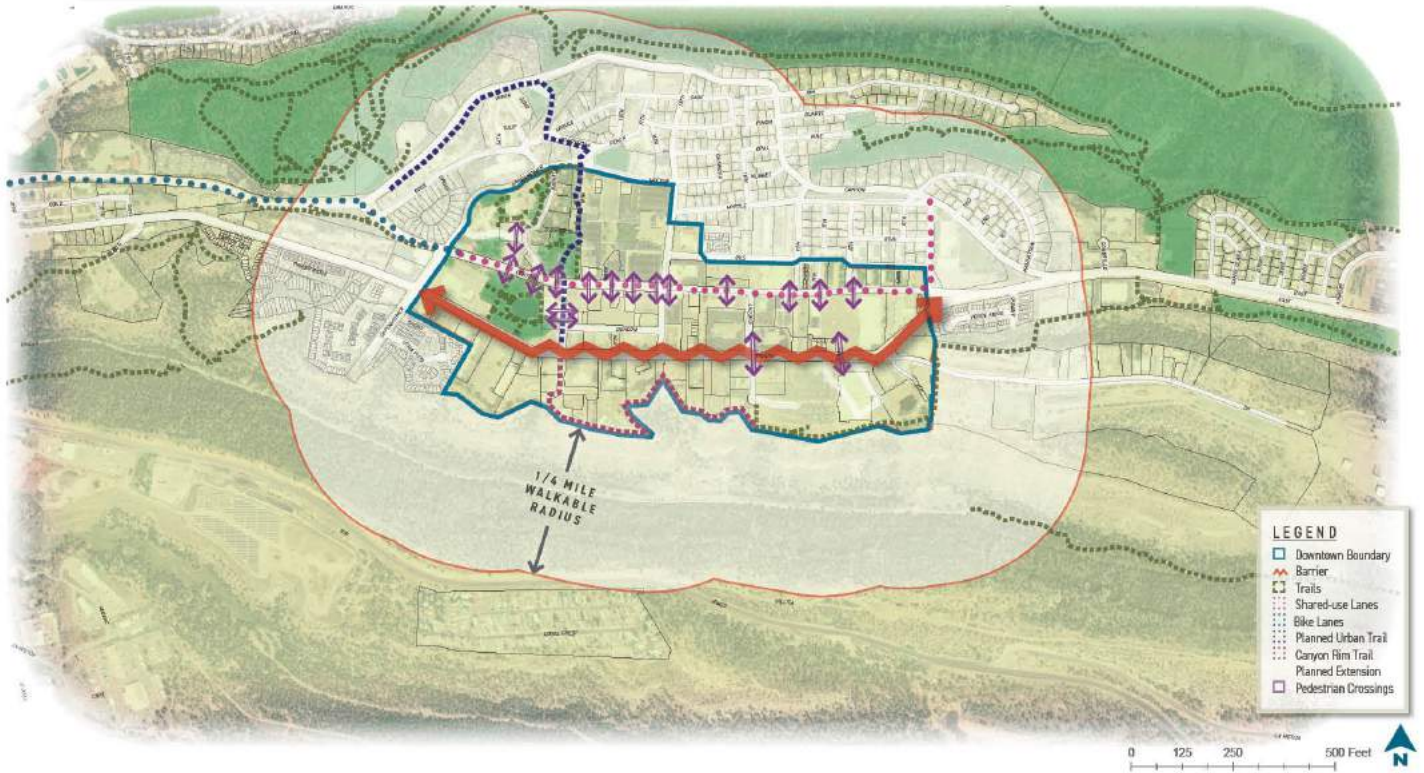
Most roadways in Downtown have existing sidewalks; however, when buildings are located in the center of parking fields, pedestrian connections from the public sidewalk to the building are often insufficient or nonexistent.

1 - 6.III BICYCLE FACILITIES

Bicycle facilities across Los Alamos County serve to provide another transportation option throughout the region while supplementing the already established infrastructure and services. The Bicycle Transportation Plan, adopted in 2017, included a survey conducted with residents that asked about bicycle safety and habits. The survey respondents indicated that bicycles were used overwhelmingly for both recreation and transportation with the majority riding their bike over one mile every week and over 25 percent riding daily. The majority of respondents said they don't feel safe while biking, mainly because of distracted drivers/riders and the lack of bike lanes or bike paths. Existing bicycle facilities within the County are organized into four types including bicycle lanes, multi-use, shared use, and side paths.

Downtown Los Alamos has a number of bike lanes and shared facilities including facilities along Central Ave and 20th St. Future facilities are anticipated along 20th St, 15th St and Knecht

EXHIBIT 12. Pedestrian and Bicycle Facilities



St. The 2017 Bicycle Transportation Master Plan identifies the need to connect more neighborhoods

to destinations including destinations within Downtown.

1 - 7 CULTURAL RESOURCE

With a significant history of innovation and scientific development, Los Alamos is a unique community rich in cultural and historic amenities. Downtown Los Alamos is the heart of this historic and cultural heritage and houses both a Historic District and a Creative District, as shown in Exhibit 13. The Los Alamos Historic District includes sites from several historic eras. Those can be experienced in close proximity to each other, including ancestral pueblo dwellings near an early homestead cabin that is next to the location where the first atomic bomb components were assembled. Los Alamos' historical assets are numerous, including Fuller Lodge, Los Alamos Historical Society, Bathtub Row, Ashley Pond and the Los Alamos Post Office building. Los Alamos is also in close proximity to other historic sites, including Bandelier National Monument.

The Los Alamos community has a deep appreciation and involvement in cultural pursuits. This is exemplified within the Los Alamos Creative

District which is also located within downtown Los Alamos and contains a high concentration of public open spaces and cultural facilities that serve the community. Cultural facilities within the district include the Fuller Lodge Art Center, the Bradbury Science Museum, the Mesa Public Library, the Los Alamos Little Theater and the New Mexico Dance Theater. The Creative District hosts a variety of events, including the popular Tuesday at the Pond series, that bring citizens Downtown and boosts activity at local businesses.



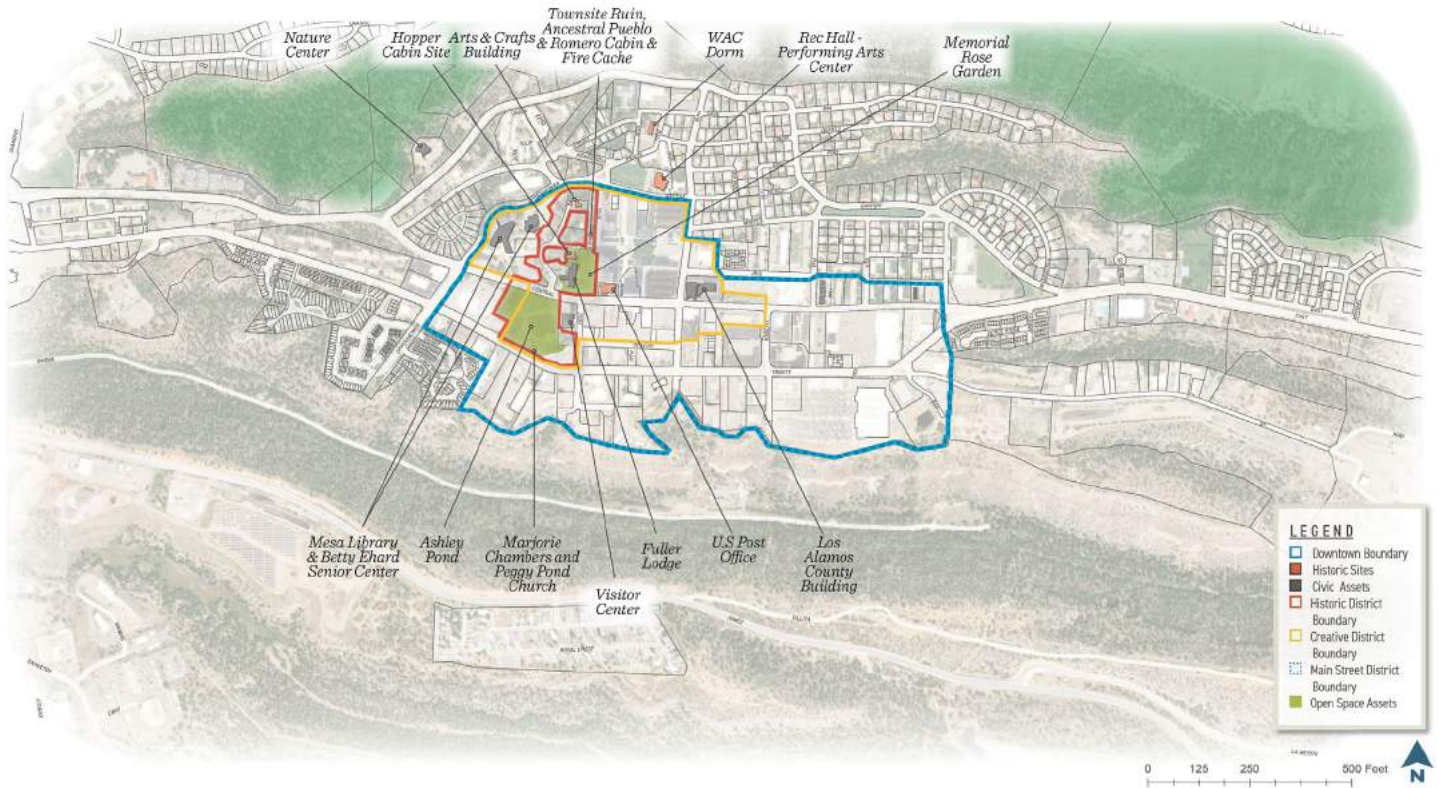
Ancestral pueblo dwellings near Fuller Lodge. Source: Los Alamos County

1 - 8 IMAGE AND IDENTITY

With its unique history, downtown Los Alamos has a wealth of assets that tell its story. There is not, however, an overall cohesive experience that helps convey the history and character of the area to visitors and residents. A comprehensive placemaking strategy that establishes signature gateways, streetscapes and pedestrian amenities is needed to create a distinct downtown experience. Streetscape improvements have been completed

along Central Ave, from Oppenheimer Dr to Knecht St but other key thoroughfares such as Trinity Dr, Deacon St and connecting north-south roadways like 15th St are still in need of improvements. As mentioned during the stakeholder meetings, there is a lack of active storefronts along critical downtown streets, especially since a large portion of street-fronting buildings are occupied with office spaces on the ground floor or the street frontage is

EXHIBIT 13. Cultural Resources



dominated by surface parking lots. Comprehensive signage is also lacking, though the County is working on implementing a comprehensive signage

plan. These are all factors that affect the downtown experience.

1 - 9 OPPORTUNITIES & CONSTRAINTS

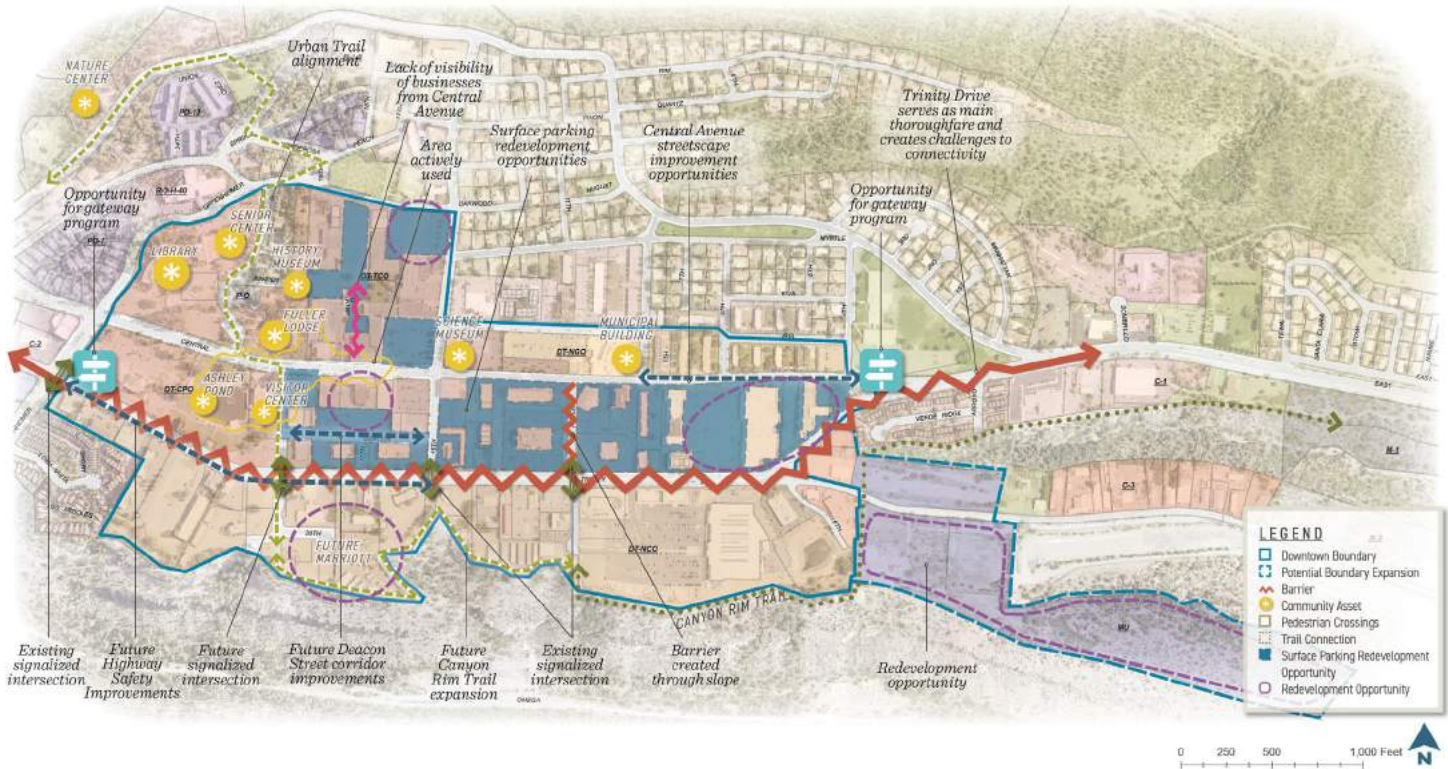
Downtown Los Alamos offers opportunities for a complete, unique and vibrant downtown experience, as shown in [*"Exhibit 16. Opportunities & Constraints" on page 31.*](#) It has cultural and institutional assets as well as natural features that are within walking distance. The short block along Central Avenue, between 15th Street and 20th Street, already functions as an active downtown mainstreet with wide sidewalks and a number of businesses fronting onto the corridor. However, closer to 15th Street and beyond, large parking fields and buildings that are set back from Central Avenue break the 'streetwall' and inhibit a seamless pedestrian experience. Overall, a majority of surface area is occupied by parking which provides a unique opportunity for infill and redevelopment. Crossing 15th Street, the terrain exhibits significant grade changes that have to be overcome to link the east and west portions of Downtown. The Central Park Square Development, north of Central Avenue, houses a number of active businesses including restaurants, retail and brewery establishments. Businesses within Central

Park Square are hidden from view from Central Avenue and access is not intuitive. Deacon Street currently provides access to a large parking field with no roadway definition or buildings lining the roadway. The County is planning to install future improvements to enhance the corridor. Deacon Street also provides opportunities for infill and redevelopment. As Trinity Drive carries most of the traffic going through the Townsite, it creates a challenge to pedestrian connectivity with only two signalized intersections, spaced far apart. Most of Trinity Drive consists of two traffic lanes in both directions with a central turning lane, which measures approximately 60 feet curb to curb. Walking along this high speed, high volume corridor is not a pleasant pedestrian experience. Future roadway improvements and an additional intersection at Trinity Drive and 20th Street are planned to enhance the corridor. The intersection at 20th Street is also intended to tie into the future Canyon Rim Trail expansion to connect the Canyon Rim Trail to Canyon Road.

1 - 10 PRECEDENT DOWNTOWN PLANS

THE IDEAL OF A DOWNTOWN MAIN STREET, WITH SMALL, LOCALLY-OWNED BUSINESSES, GENEROUS SIDEWALKS AND THROGS OF SHOPPERS IS THE IMAGE THAT MANY PEOPLE HOLD DEAR WHEN IMAGINING A SMALL TOWN CENTER. THIS PATTERN OF RETAIL HAD A LONG RUN OF SUCCESS IN MANY TOWNS FOR MUCH OF THE TWENTIETH CENTURY, INCLUDING IN DOWNTOWN LOS ALAMOS. BUT LIKE MOST SMALL TOWNS, LOS ALAMOS HAS BEEN CHALLENGED BY A SHIFT IN SHOPPING PATTERNS, PARTICULARLY WITH THE EMERGENCE OF "POWER CENTERS" ANCHORED BY NATIONAL RETAIL CHAINS AS WELL AS MUCH OF THE COMMERCIAL SPENDING MOVING TO ONLINE RETAIL.

EXHIBIT 14. Opportunities and Constraints



Over the years, different strategies have been employed to attempt downtown revitalization, although often with limited success. Initial responses attempted to retrofit downtown areas to include elements of suburban malls; many downtown areas converted roadways to pedestrian malls to emulate what they saw in the suburbs. Like the example of the Albuquerque 4th Street pedestrian mall, they eventually failed and were reconverted back into roadways. Civic leaders realized that downtowns could not compete with the suburban mall model, but needed to build on their unique assets and provide a different experience. Financial strategies including Tax

Increment Development Districts (TIDD) and Business Improvement District (BID) were deployed to provide economic incentives for local businesses, bars and restaurants to locate in the urban core areas. The following examples are master plans created for communities in and around New Mexico. Each community struggles with a different set of challenges; however, all communities aim to revitalize and activate their community's core. While not all these strategies are applicable, lessons can be drawn from their revitalization models and applied to the Los Alamos downtown area.

1 - 10.I LAS CRUCES DOWNTOWN MASTER PLAN 2004-2016

The Las Cruces downtown area fell victim to Urban Renewal in the 1950s and was transformed from a historic district into a sea of parking, corporate central district architecture and one-way roads. Following the decline of its downtown, the Main Street was turned into a pedestrian mall which, despite the initial enthusiasm, failed to attract or retain businesses; over time the number of businesses declined from 160 to just 10. Through a series of downtown master plans, Las Cruces began to address this decline.



The Las Cruces Plaza, constructed in 2015, helped activate downtown.

In 2004, the pedestrian mall was opened up to traffic. The City created a TIDD and renovated some of the existing assets, using City-owned properties to develop catalytic projects. The 2011 Master Plan focused on reconfiguring some of the one-way streets into two-way facilities. It also incentivized downtown housing along with updates to the zoning code and subdivision regulations. A parking study in 2012 studied actual parking demand and proposed to allow the market to inform demand rather than enforcing parking minimums. The 2013 Master Plan update included the creation of a plaza with gathering spaces, a splash pad, seating and shade elements. In the same year, new zoning and subdivision standards were drafted and adopted. The 2016 master plan update integrated a market analysis to understand both the commercial and residential demand within downtown.

Looking at the Las Cruces core clearly illustrates that the actions taken since 2011 have reversed a long lived trend of disinvestment in the downtown area. Today, downtown is active and has become a destination for the local community and visitors.

A. TOOLS & TAKEAWAYS

- *Long term downtown planning (2004-2016)*
- *Historic Preservation*
- *City involvement in restoration of key properties and creation of catalytic projects*
- *Reconfiguration of roads*
- *Construction of a plaza*
- *Revisions to zoning & subdivision ordinances*
- *Market study*

1 - 10.II COLORADO SPRINGS

Urban renewal activities did not spare downtown Colorado Springs either and resulted in the demolition of a number of historic buildings beginning in the 1950s. In 1990, the City Council appointed a Downtown Action Plan Advisory Committee to tackle the revitalization of their downtown. The result of their efforts was the first downtown-focused plan, the Downtown Action Plan (DAP), adopted in 1992. The objectives identified in this first plan materialized over the years before a second plan was created in 2007, the Imagine Downtown Plan. The plan organized downtown into distinct districts and identified specific land use goals for each area. The look and feel of downtown was updated and enhanced, streetscapes were improved and public art and downtown-specific signage was installed. In 2006, a primary goal of the Imagine Downtown Plan was accomplished: the creation and funding of the Downtown Development Authority (DDA). That same year, a land use master plan was developed to establish land use objectives and a framework for physical development. Tejon Street, a one-way street, was converted to a two-way corridor. In 2009, the resulting Imagine Downtown Master Plan and Form-Based Code were adopted by City Council. Downtown Colorado

Springs today is bustling with energy and activity. Recent projects added new residential, restaurants, institutional uses and businesses. The efforts of the past have created a downtown framework that is supported by its residents and has become a regional draw.



Downtown Colorado Springs achieved an active downtown core through a variety of strategies.

B. TOOLS & TAKEAWAYS

- Long Term downtown planning (1992-2016)
- Historic Preservation
- Streetscape, signage & overall look & feel enhancements
- Reconfiguration of roads
- Special Downtown District
- BID
- The Colorado Springs Urban Renewal Authority
 - identifying sites and incentivizing redevelopment
- Land Use Plan & Form Based Code
- Establishment of a dedicated downtown authority
- Financial support through Tax Increment Financing (TIF) and \$5 million tax levy
- City involvement in creation of catalytic projects
- Revisions to zoning & subdivision ordinances
- Market study

1 - 10.III SILVER CITY

The community of Silver City, New Mexico developed as a mining town in the late nineteenth century, extracting copper, gold and silver from ore deposits in the area surrounding the town. The city was laid out in a grid pattern with little consideration for managing stormwater runoff. A flood in 1895 destroyed the town's original

Main Street, lowering it into the "Big Ditch" 55 feet deep that still remains today. During the turn of the century, the dry, mild climate and high desert conditions of Silver City attracted people who suffered from tuberculosis leading to the establishment of sanatoriums in the town. Residential neighborhoods developed around the downtown area and spread further with the introduction of the automobile. Suburban strip malls along the highways offered the conveniences which traditionally had brought people to the urban center. Downtown experienced some stagnation and decline in the 1980s and 1990s, with increased commercial vacancies. In the last twenty years, it has focused on cultivating a downtown arts district and tourism economy.

The Silver City Downtown Action Plan, developed in 2010, helped to define a singular vision for the downtown, prioritizing projects and programs to revitalize the downtown area. One catalytic project identified was creating a Theatre District centered on three historic theaters as performing arts/ film venues and cultural center hubs. One historic theatre, the Silco Theatre, was effectively restored and the venue reopened in 2016, creating a draw for the community and an economic driver for downtown. The Main Street Plaza opened March 2020 and checks off several projects from the Action Plan. This economic development project provides a central outdoor downtown event space, wayfinding signage, a public restroom and additional parking. Commercial vacancy rates are now at 10 percent.



A close collaboration with Main Street helped achieve downtown goals in Silver City



One of the projects was improvements to the Big Ditch Park and trails system, which is located adjacent to downtown.

C. TOOLS AND TAKEAWAYS

- *Historic Preservation*
- *Expand gathering opportunities*
- *Create wayfinding and signage system*
- *Street reconfiguration*
- *Expand pedestrian facilities and connections to trails*
- *Close collaboration with Main Street program*
- *Construction of a plaza*

1 - 11 NATIONAL BEST PRACTICES

1 - 11.I DOWNTOWN PLACEMAKING

Downtowns are realizing that their competitive edge lies in offering a unique experience. More and more, downtowns are turning to placemaking strategies to create unique and vibrant destinations. Placemaking entails the transformation of the physical environment to enhance its visual appeal and improve the quality of the downtown experience. These strategies focus on the visual appeal as well as the quality and function of the downtown. Typical placemaking projects include the following:

- Improving streetscapes aimed to create public places
- Creation and enhancement of gateway features
- Provision of public art
- Provision of public gathering places and destination points
- Programming of events such as markets
- Provisions for pedestrian amenities
- Provision of cohesive landscaping improvements to enhance district aesthetics



Programmed community events such as temporary street closures along main streets to accommodate events are a popular placemaking strategy.

Many downtowns add design and landscape standards to regulate the physical environment to promote a unique community character and

integrate the built and natural environments cohesively. Through such strategies, placemaking is recognized as a tool for economic development by helping attract and keep talent in a community.

Many communities have implemented downtown-specific placemaking plans. Lowell, Michigan, for example, adopted the Downtown Lowell Placemaking Plan that establishes a vision for downtown and implements public improvements through the establishment of a Tax Increment Financing (TIF) district that funds public space improvements.

1 - 11.II DOWNTOWN HOUSING & CHANGING HOUSING PREFERENCES

Since the turn of the twenty-first century, downtowns across the country have seen a resurgence of people wanting to live downtown. This has largely been attributed to changing housing preference among key demographic groups. Baby Boomers, those born between 1945 and 1965, are now often empty nesters looking to downsize into smaller homes and living arrangements that are closer to city amenities such as hospitals, entertainment, and fine dining establishments that allow them to 'age in place.' Millennials, the cohort born from 1981 to 1996, tend to favor living in central urban neighborhoods significantly more than previous generations did at the same stages in life. A 2015 survey by the National Association of Realtors found that millennials and baby boomers desire similar amenities in their neighborhoods. These include a diverse and rich selection of restaurants and bars, shops within walking distance, entertainment venues, an efficient public transit system, pedestrian-oriented downtowns, an arts and cultural scene and nightlife. Even as Millennials

begin to look for more affordable, family-friendly options, they desire housing near urban staples like dining, shopping, entertainment and jobs, all within a walkable distance.

Local governments can affect the supply side of the housing equation. This is done by reducing development costs through incentives and a supportive regulatory environment. Incentivizing affordable housing can be accomplished through the following: offering gap funding programs, modifying zoning ordinances and providing incentives to decrease housing development costs. Zoning ordinances can include strategies for mixed-use zones, adaptive reuse to a wider range of uses, development incentives such as reduced or eliminated minimum parking requirements for housing, density bonuses for downtown housing and expedited development review. Through these actions, local governments can reduce the cost of downtown housing and offer viable development opportunities for developers.



Downtown housing designed to fit into the traditional downtown character.

1 - 11.III LIVABLE DOWNTOWN CENTERS

In order to further encourage and support downtown living, many communities are promoting Livable Centers. Livable Centers are defined as promoting a diverse and balanced mixed-use pedestrian-oriented environment that allows residents to “work, live, shop, and play”. These initiatives encourage a complementary, yet

diverse mix of land uses ranging from housing, employment, commercial, shopping and recreation. They are designed to be easily accessible to all age groups, abilities and income levels through a range of travel modes. Livable Centers allow residents to live in urban areas with less reliance on cars or function as one-stop destinations for drivers. They have been shown to create unique, identifiable destinations that enhance civic pride and act as a catalyst for investment and development.



Livable Centers Initiative precedent that resulted in a public square with catalytic development surrounding the space.



Livable Centers Initiative precedent that resulted in street improvements aimed to reduce conflicts between the vehicle and pedestrians along main street.

Communities in numerous states including Texas, Nevada and Georgia have launched Livable Centers Programs to incentivize local jurisdictions to re-envision their communities as vibrant, walkable places that offer increased mobility options, encourage healthy lifestyles and provide improved access to jobs and services. These initiatives have proven most successful in communities or neighborhoods with a defined core that offer multiple attractions and reasons for pedestrians to frequent the area. Implementation strategies may include:

- *policy changes intended to activate ground-level uses*
- *encourage targeted residential development to specific project recommendations for elements like pedestrian and bicycle facilities or the completion of catalytic projects built by public or private entities.*

1 - 11.IV ACCOMMODATING SHIFTS IN TRANSPORTATION / MOBILITY

The transportation sector has experienced a convergence of disruptive technology advances and a diversification of mobility that will have implications on the downtown environment. Even though these trends are more apparent in larger metropolitan areas, shifts in consumer preferences and new transportation options will have an impact even in small communities like Los Alamos and White Rock. Millennials and Generation Z (born from 1997 to 2010) are less likely than older generations to own a vehicle. Particularly within these cohorts, people are increasingly choosing to hire transport as needed, rather than investing in the cost and upkeep of private vehicles. These preferences have led to an increase in ride-sharing and shared micromobility services throughout the country.

- *Ridesharing refers to a service that arranges one-time shared rides on very short notice, usually arranged through a mobile app. A survey of almost 11,000 people in the U.S. indicated that 36 percent of people used ride sharing services in 2018, an increase from 15 percent in 2015.*
- *Shared micromobility refers to any small, human or electric-powered transportation solution such as shared-use fleets of bikes, e-bikes, scooters, e-scooters. According to the National Association of City Transportation Officials (NACTO), people took 84 million trips on "shared micromobility" in the United States in 2018, which is more than double the number of trips taken in 2017.*
- *Bike-sharing has also grown, with 35 million bike-*

share trips taken in 2017, up 25 percent from the previous year.



Bike share programs are popping up in many downtowns across the country.

Like the changes brought by shared mobility and digital ride-sharing services, autonomous vehicles (AVs) will likely change the downtown environment. The potential impacts of AVs may include reducing the demand and altering the design and location of parking, altering the design of streetscapes, influencing changes to pedestrian and bicycle networks and creating redevelopment opportunities in urban areas as needs for surface parking lots are reduced. Exactly how and when AVs will impact the built environment is tied to the uncertainty surrounding factors including the availability of technology, the cost and anticipated changes to the vehicle ownership model (from private to shared). Nonetheless, experts anticipate a transition to an AV fleet in the coming decades.

Local jurisdictions are proactively beginning to identify appropriate policy and infrastructure improvements that respond to the implications these transportation shifts have on the downtown environment. As ride-shares, micromobility, and AVs grow in popularity, the demand for parking will decrease while the need for drop-off areas will increase. Policy and design guidance within downtown districts is trending towards decreasing or eliminating off-street parking requirements and addressing appropriate locations and design for pick-up and drop-off zones. Such facilities should be located in areas with high curbside activity and designed to minimize conflicts among modes.

1 - 11.V IMPROVEMENT DISTRICTS

As local municipal budgets grow tighter and federal funding is shrinking, many downtown areas are turning to improvement districts to help fund downtown improvements.

The two main improvement districts authorized by states are Business Improvement Districts (BIDs) and Tax Increment Development Districts (TIDDs). BIDs are defined districts within which businesses are required to pay an additional tax in order to fund projects within the district's boundaries for services beyond what the local government offers in their area. BIDs are typically governed by a board of directors selected from the ratepayers in the district. BID funds are generally allocated to cleaning, maintenance, safety, marketing, business recruitment and retention, parking and transportation management and public space regulation efforts within the district. TIDDs are distinguished by authorization to utilize a financing mechanism called tax increment financing (TIF). A TIF district does not impose a new tax in the district. Rather, it allows the future increases in property and/or sales taxes to be utilized to fund improvements and redevelopment projects within the district boundary. Most types of TIDDs must demonstrate the presence of adverse conditions in the district to be established and their formation requires municipal approval as well as a vote of property owners within the district. Additionally, the authorization of TIF funds typically requires the adoption of a plan that provides the municipality policy guidance for the purposes and uses of the financing.

Improvement districts are increasingly paired with other specialty districts including Main Streets, MRAs and Cultural or Tourism districts in order to become more adept at stimulating economic development. Improvement districts are proven devices for providing facilities and services to downtown districts, which can be tailored for the particular circumstances unique to the community.



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PART 2: VISION & GOALS

PART 2. VISION & GOALS

THIS SECTION OUTLINES THE VISION AND GOALS FOR DOWNTOWN LOS ALAMOS ALONG WITH STRATEGIES TO ACHIEVE THEM. THE VISION AND GOALS WERE CREATED THROUGH AN ITERATIVE PLANNING PROCESS SUPPORTED BY EXISTING COUNTY GOALS AND POLICIES. THE VISION AND GOALS ARE CATEGORIZED INTO EIGHT AREAS. IN THE FOLLOWING, EACH CATEGORY IS DESCRIBED WITH ASSOCIATED STRATEGIES TO ACHIEVE.

2 - 1 OVERALL VISION STATEMENT

Downtown Los Alamos Vision Statement

“A Downtown that is walkable with attractions for young and old, envisioned as a thriving community hub with a vibrant and balanced mix of residential, retail, and office development, inspired by the unique history of Los Alamos and the connection to the surrounding natural landscape, with attractive housing, shopping, and public spaces and is a great place for residents to live and visitors to explore.”

2 - 1.1 INTRODUCTION

Downtown Los Alamos has been shaped over its history by a wide range of factors that have led to the urban fabric that exists today. From its early years as a center for the Manhattan Project exclusively administered by the federal government, Los Alamos has had a unique development history. Formerly the site of a boys' ranch school, the area was acquired by eminent domain by the Department of War and transformed into a secret government research facility. After the end of World War II, Los Alamos was opened to the public and Los Alamos National Laboratory (LANL) was founded. Downtown Los Alamos was designed originally as a temporary military town that was then converted into a low density commercial area to serve the growing population after World War II. Like many suburban shopping areas, the layout and circulation was designed to accommodate a car-centric population.

Previous visioning plans that seek to shape Downtown have had some successes as well as some challenges. The vision, goals, and strategies outlined in this document represent the culmination of several months of extensive public engagement efforts along with coordination amongst the project team in examining national best practices, the Los Alamos County Comprehensive Plan, and the specific opportunities and challenges facing the Los Alamos community.

The Los Alamos community faces some unique opportunities and challenges that can be helped by specific interventions in Downtown. These opportunities and challenges, summarized more succinctly in [Part 1. Existing Conditions](#), include the following:

- Lack of housing availability, especially attainable housing
- Vacant and underutilized structures and land with



EXHIBIT 15. *Southern Portion of Pedestrian Corridor*

blighted conditions

- *High commercial space rents for small, local businesses*
- *Scattered surface parking lots*
- *Large block size that hinders mobility*
- *Lack of pedestrian connectivity along Trinity Drive*
- *Lack of a comprehensive placemaking strategy*
- *Unclear and outdated Development Code procedures that hinder development*

Through much of 2020 and 2021, the community and project team worked to identify a vision, goals, and a development framework for Downtown Los Alamos. During many meetings, community members from all walks of life expressed their ideas and desires for Downtown. From these meetings and discussions, a vision formed that describes how Los Alamos should look, feel and function in the future.

2 - 1.II A VISION FOR DOWNTOWN

Downtown Los Alamos is envisioned to be a place that is walkable and provides attractions for young and old. Key assets are connected by wide sidewalks that accommodate outdoor seating and allow businesses to expand their activities into the public realm. Downtown has a cohesive

identity that is inspired by the unique history of Los Alamos and the surrounding natural landscape of the Jemez Mountains and Valles Caldera. A wide range of transportation options are available that bring people in from out of town, from adjacent neighborhoods, and major employers at all times of day and week.

2 - 1.III DEVELOPMENT FRAMEWORK

To help achieve this vision for Downtown Los Alamos, the Master Plan and the development framework focus on the benefits of mixed-use, transit-friendly, pedestrian-oriented development. To balance the envisioned densification necessary to create this pedestrian-oriented development, the vision acknowledges the value of the natural realm in the landscaping and sustainability practices of new development, along with the honoring of Los Alamos history within the branding scheme and placemaking strategies that help visitors feel welcome and guide them to these historical sites.

As called for in the County's Comprehensive Plan and community feedback from this planning effort, Downtown should provide:

- *A Parking Management strategy*
- *A pedestrian-friendly, mixed-use environment*
- *Multi-modal transportation choices*
- *A variety of civic and entertainment spaces*
- *Expanded opportunities for local businesses*
- *A variety of housing options at increased densities*

This vision focuses on a development framework based around a combination of placemaking improvements and targeted infill development within strategic redevelopment parcels achieved through a combination of public and private investment. Implementation of the development framework is anticipated to be incremental. The framework builds on the strengths of existing Downtown assets and investments and strategically plans for catalytic public and private investments in key areas intended to spur collateral infill development as the market allows. While the development footprints illustrated in the Development Framework are conceptual and individual buildings will likely develop differently based on market conditions, the framework acts as a roadmap that is intended to guide future development/redevelopment within the Master Plan area for how to achieve the community vision for Downtown.

Public investment, facilitated mostly through the County's Capital Improvement Plan, would consist of streetscape improvements and placemaking within the public realm, such as gateway features, sidewalk enhancements, intersection treatments, public spaces, street extensions, and the investment of site furnishing such as signage, lighting, and seating. These placemaking strategies build on and extend the improvements that have already been made along Central Avenue in order to increase both the aesthetic quality and sense of identity and place within Downtown.

Private investment is necessary to infill quality mixed-use and high-density residential developments on a number of strategic underutilized and/or vacant redevelopment sites as identified in the Development Framework and highlighted in [*"Exhibit 17. Development Framework" on page 47*](#) to capture growth in accordance with the County's long-range vision to focus development priorities and increased housing options Downtown. One critical mixed-use redevelopment area is the Mari Mac Village Shopping Center which lost its anchor tenant Smith's Market. Given the parcel's size and location near a major gateway into Downtown, this is a prime site for mixed-use development that combines commercial and high-density housing uses along with public space amenities and becomes a major destination and anchor on the eastern edge of Downtown. Another location identified as key to creating a welcoming gateway into Downtown is the former hotel east of the Mari Mac Village Shopping Center called the Hilltop House. These structures are fully or partially vacant and derelict and serve as key opportunities for mixed-use redevelopment Downtown. An envisioned residential development south of Trinity Drive provides this area of Downtown with more residents and would serve as an impetus to improve pedestrian connections across Trinity Drive.

This targeted infill development has the capability of generating a more vibrant, pedestrian-oriented development pattern Downtown as well as capturing anticipated regional growth. The County's leading land use policy document, the Comprehensive Plan, establishes policy to focus development priorities Downtown, particularly for providing a variety of housing options. The Los Alamos County Housing Market Needs Analysis completed in 2019 identified an immediate need for 1,310 units of rental housing and 379 units for homeownership, with a particularly acute housing need for middle- and low-income households. The analysis affirmed the best location to add housing units is Downtown. The Development Framework,

EXHIBIT 16. Infill Key Map

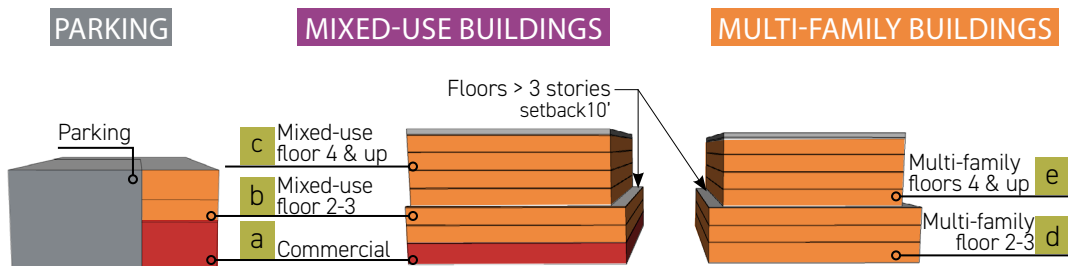


TABLE 8. Downtown Los Alamos Infill Potential					
Category	Category Area (sq. ft.)	# of Stories	Total Floor Area (sq. ft)	No. of Residential units (1000 sq.ft./ unit)	
a Commercial	201,945	1	201,945	201	
b Mixed use floor 2-3	201,945	2	403,890	403	
c Mixed use floor 4 and up	82,041	3	246,123	246	
d Multifamily floor 1-3	105,674	3	317,024	188	
e Multifamily floors 4 and up	137,976	4	551,907	551	
Total Housing Units				1,589	

Note: These calculations were generated by calculating conceptual building footprints on vacant/underutilized land in Downtown, determining the most likely land use (housing vs. retail vs. office), assigning an expected number of floors and then making calculations on the overall potential square footage. Housing units are calculated at 1,000 sq. ft. per unit, a reasonable median size for an apartment/ townhouse.

as depicted, is capable of infilling an approximated 507,996 square feet of commercial space and 2,591 housing units.

The desired increase in density needed to accommodate a sufficient number of downtown housing units and create the envisioned pedestrian-oriented development patterns will ultimately require infilling existing surface parking lots. In order to continue to accommodate necessary parking, this plan anticipates the need for several new parking structures within Downtown. While the exact location of these structures needs further study and negotiation, preliminary alternatives on existing surface parking lots are illustrated in [“Exhibit 17. Development Framework” on page 47](#). These include the northwest corner of Central Avenue and 15th Street and the southeast corner of Trinity Drive and the 9th Street extension. In order to ensure these structures don't negate the desired pedestrian-oriented development patterns, any future parking structures should provide “liner buildings,” (i.e. a thin building that lines the edge of the street to provide activation along the sidewalk and conceals parking). Such a mixed-use liner building that has commercial use on the ground-floor and residential units above, could accommodate an additional 30,200 square feet of commercial space and 130 housing units.

In addition to the existing assets of Ashley Pond and areas surrounding Fuller Lodge, the development framework envisions a network of diverse public spaces. A critical component of this system is a new public plaza adjacent to Central Park Square. This area is currently serving as a surface parking lot and would be converted to a public plaza on the west side of Central Park Square. Excellent pedestrian connections would lead south along Central Park Square, cross Central Avenue, and continue south to Trinity Drive. The area between Central Avenue and Trinity Drive specifically is envisioned as a pedestrian-only corridor with restaurants that feature outdoor seating and retail sales that overflow to outdoor areas. [“Exhibit 17. Development Framework” on page 47](#) illustrates

the vision for Downtown Los Alamos; key elements of that vision are outlined below.

2 - 1.IV KEY VISION ELEMENTS

Key elements of the Development Framework include:

P

A Parking District that is oriented around two parking structures at each end of Downtown that allows for a ‘Park Once and Walk’ strategy

1

The catalytic redevelopment of C.B. FOX, Central Park Square, and the Mari Mac Village Shopping Center as mixed-use developments

2

Targeted mixed-use and multi-family development

3

Pedestrian improvements along north-south roads and Trinity Drive including buffered sidewalks, landscaping, and pedestrian furnishings

4

Bicycle improvements along 15th Street, 20th Street, and Trinity Drive

5

Comprehensive placemaking strategy that creates a unified urban form and identity

6

A public space adjacent to Central Park Square with enhanced pedestrian amenities

7

A dedicated north-south pedestrian corridor as an extension of Central Park Square south of Central Avenue that features outdoor dining and retail

8

Street extensions of 6th, 9th, 15th, and 20th Streets to break up large blocks and create redevelopment opportunities

The following sections outline eight elements that align with the Comprehensive Plan and inform a set of recommendations intended to implement the community vision for Downtown Los Alamos.

EXHIBIT 17. Development Framework



EXHIBIT 18. *Downtown Los Alamos Public Space*





EXHIBIT 19. *20th Street Extension and Redevelopment*







URBAN FORM / IDENTITY



2 - 2 URBAN FORM / IDENTITY

2 - 2.I VISION STATEMENT

A vibrant, walkable Downtown with a mix of uses and a vibrant Main Street catering to all ages, tying together existing assets and honoring the unique culture and history of Los Alamos.

2 - 2.II INTRODUCTION

The Urban Form & Identity element establishes a vision for the overall look and feel of Downtown Los Alamos. This is achieved by the building form, type and location of structures, the design, materials and theme elements employed and placemaking features in the public right-of-way. The community has already invested considerable resources into Downtown to enhance the look and feel, particularly along Central Avenue, Ashley Pond, and the historically significant areas. Enhanced crosswalks, wide sidewalks, street furnishing, lighting, and signage are a few of these improvements. Central Avenue, also known as the Main Street Corridor, will remain a focus and should build upon prior investments to strengthen its identity as the core downtown area. Other areas, however, have not seen the same investment. These areas should specifically receive attention to create a more attractive and cohesive look and feel for the entire Downtown.

Safe, accessible, and well-maintained sidewalks promote more pedestrian activity and maximize social capital. They are considered a basic asset for downtowns as they provide a space along streets dedicated to pedestrian movement and promote connectivity and interaction.

Creating a more unified identity for Downtown will offer a greater sense of place and a distinct Downtown experience. The placement of buildings

in relation to the sidewalk, the location of parking and other features within the public realm influence the pedestrian experience. Controlling and improving these elements will enhance walkability and create a pedestrian friendly Downtown.

2 - 2.III RECOMMENDATIONS

A. Update Downtown Zoning to Promote Pedestrian-Oriented Development Patterns

Downtown development standards are currently regulated through a Downtown Overlay District that is divided into four downtown subdistricts that are intended to allow a variety of mixed-use intensities. The Town Center (DT-TCO) zone accommodates a mix of office, commercial, civic, and certain types of residential uses at the highest density allowed within Downtown. The Neighborhood Center (DT-NCO) subzone covers a lower to middle range of development intensities of residential, office, commercial, and civic uses at densities lower than the Town Center, but higher than the lowest intensity subzone - Neighborhood General (DT-NGO). The Neighborhood General subzone allows similar uses as permissive within the Neighborhood Center, but at lower densities. The Civic/Public Open Space (DT-CPO) zone specifically accommodates public uses such as parks, plazas, recreation, and civic buildings.

Overlay zones are intended to create a special zoning district which is essentially placed over an underlying base zone(s) such as commercial or multi-family. An overlay identifies special provisions within the overlay district in addition to those in the underlying base zone in order to protect a specific resource or guide development within a special area. While Downtown zoning is currently labeled as an overlay, it functions more like a

EXHIBIT 20. Precedent Examples -Downtown Development

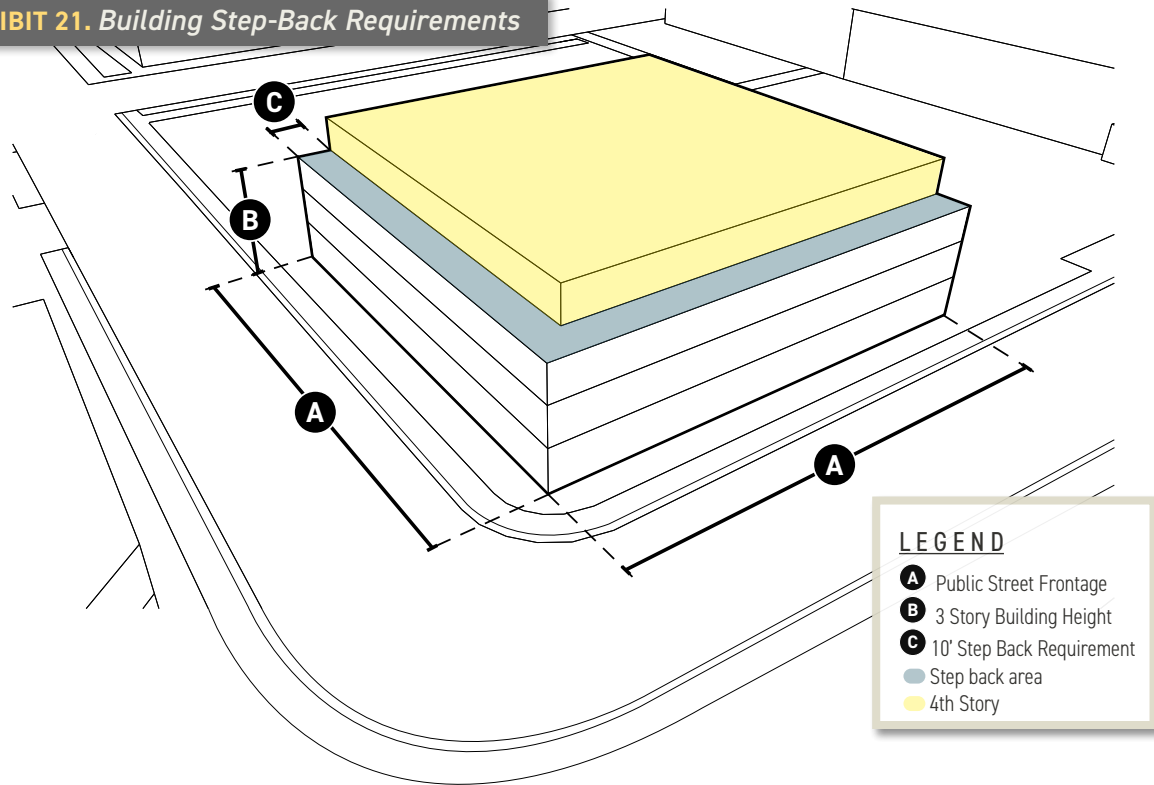


base district with standards tailored to achieve a unique vision for Downtown. This plan therefore recommends that a new Downtown-specific mixed-use base district that reflects the recommendations contained in this document be created to replace the existing Downtown Overlay Zone. The new zoning district should allow a range of commercial/retail and entertainment uses and also allow a variety of urban housing choices including live/work, townhouses, and multi-family apartments.

Based on the vision established in this master plan in coordination with public feedback, there is no need for the zoning district to introduce subdistricts. Rather, pedestrian-oriented development standards should be universally applied throughout the entire district. The proposed zoning district should carry forward reduced building setbacks and limit building heights to an agreed upon number of stories (this plan recommends a maximum building height of 7 stories) to promote higher density and pedestrian-oriented development yet balance it with the desired character for Downtown. This plan recommends that further incentives are provided that align with adopted County goals and the recommendations of this plan. The existing overlay zones utilize a similar system that provides an additional 15-foot height bonus, the equivalent of approximately one (1) story, for development with residential uses occupying at least 20 percent of the building floor area. This plan recommends expanding the use of incentives to include not just building height bonus, but also fast-tracked development reviews/approvals or fee permit waivers for new housing development that contain 20 percent affordable housing units or the provision of desired public spaces such as a small plaza in front of the building or widened sidewalks.

In order to reduce the visual impact of the increased building heights, this plan recommends that updates to Downtown zoning include the provision of a minimum 10-foot building step-back after the three (3) stories. Building step-backs are commonly utilized in Downtown environments to

EXHIBIT 21. Building Step-Back Requirements



reduce the scale of the building, while exposing and emphasizing the ground-level/pedestrian elements of a structure and preserving views of the surrounding areas. Downtown Steamboat Springs, Colorado is a historic Downtown nestled in the Rocky Mountains landscape with a nearby destination ski resort. The city has strong recreational connections with the surrounding open space with a Downtown that features many historic buildings lining the streets of an "Old Town" district. The Community Development Code has specific building height standards for new development in their mixed-use Downtown that matches the development and scale of existing buildings, preserves views of the surrounding mountains, and blends in with Steamboat Spring's historic Old Town district. Within the Commercial Old Town zone district, a 0-foot front setback is required for the first and second floor, while a 15-foot step-back is required for the third floor with a building height maximum of 28 feet without residential on uppermost floor or 38 feet with

EXHIBIT 22. Precedent Examples - Building Step-Back

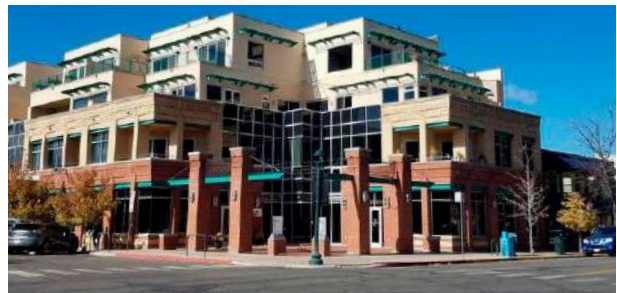


TABLE 9. Downtown Los Alamos Development Standards Recommendations

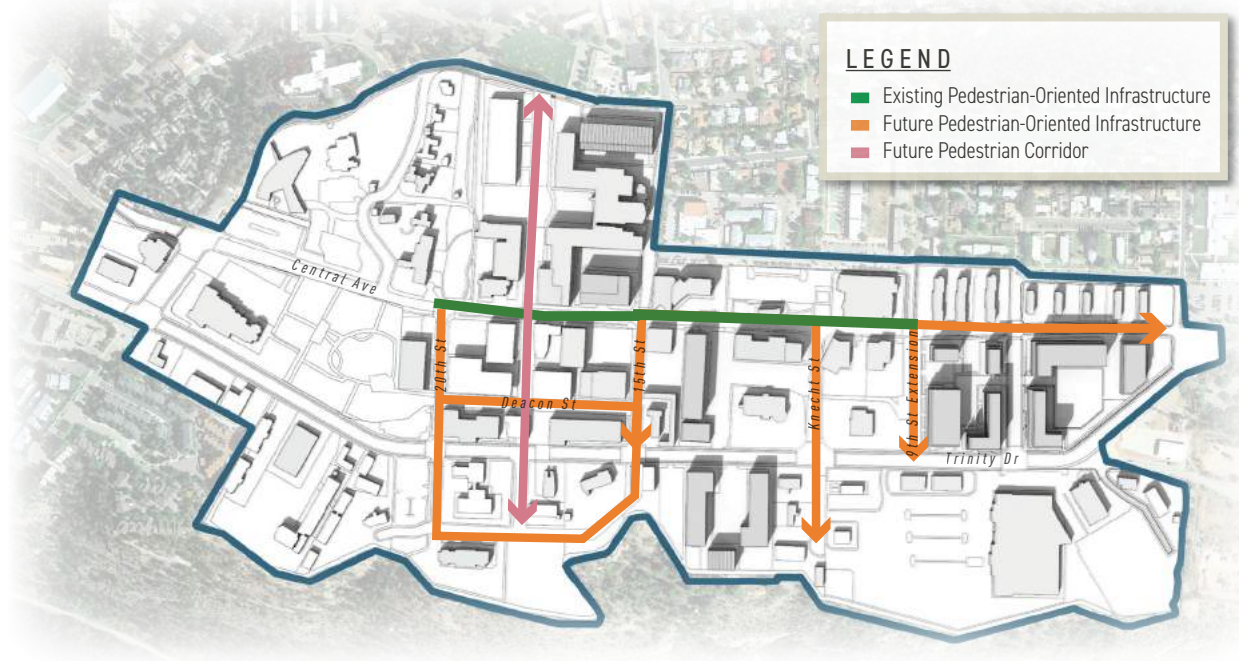
Element	Development Standards
Site design	<ul style="list-style-type: none"> • Creating a minimum sidewalk width requirements along all public right-of-ways • Require building orientation that limits parking between the building and the sidewalk edge.
Building design	<ul style="list-style-type: none"> • Allow mixed-use developments five (5) to seven (7) stories. • Require a 10-foot step-back after the third floor on the sides of a building that abut a public street. • Require buildings that are adjacent to a lower-density residential zone to step down to a building height maximum of two (2) stories. • Enact basic urban design standards to activate ground level building elevations. These include: <ul style="list-style-type: none"> - Minimum 30% glazing on ground floor - Require at least one public entrance on commercial properties facing street frontage vs. parking lot - Maximum of 100' building façade without a change in the elevation plane of at least 2' - Maximum front setback of 25' along designated streets • Update material standards to be more flexible while requiring durable exterior cladding. (No "T-111" plywood siding on public facing elevations)
Parking	<ul style="list-style-type: none"> • Reduce off-street parking requirements within Downtown. • Where surface parking is provided, have incentives for solar shade canopies. • Require a minimum number of bicycle parking spaces within new developments.
Landscaping	<ul style="list-style-type: none"> • Require street trees at a minimum of 25' on center along public sidewalks. • Create parking lot landscaping requirements of 1 tree per 10 parking spaces or exceptions for solar parking canopies. • Require a minimum 5' landscape buffer when periphery developments are adjacent to low-density residential uses.

residential on uppermost floor. This encourages residential housing density Downtown while complementing the scale and massing of historic buildings that currently exist.

In order to protect the stability of the established residential neighborhoods surrounding Downtown, downtown standards will also be paired with neighborhood protection standards that automatically require building height step-backs and/or landscape buffers where periphery

development is directly adjacent to low-density residential development. Accompanying development standards for site and buildings design, public spaces, parking and landscaping can help implement the desired Downtown character. These include pedestrian-oriented site design standards that require wider sidewalk widths on public streets and tuck parking behind or to the side of buildings to promote active building frontages, rather than surface parking lots, along Downtown sidewalks. Parking design

EXHIBIT 23. Pedestrian-Oriented Infrastructure



standards should limit the amount of surface parking in front of buildings, require layouts that break up the visual impact of large parking lots and include provisions for pedestrian pathways and landscaping. Recommendations for revisions to parking standards are largely covered in [“2 - 4 Transportation” on page 77](#). Given that a major goal of this plan is to promote multi-modal alternatives to/from and throughout Downtown, this plan recommends that off-street parking requirements are drastically reduced or completely eliminated within Downtown Los Alamos.

Landscaping requirements should provide guidance for planting within public right-of-way. The [“Table 9. Downtown Los Alamos Development Standards Recommendations” on page 56](#) outlines some general items that should be included in Downtown-specific development standards.

EXHIBIT 24. Central Avenue Improvements



Existing improvements along Central Avenue

B. Increase and Enhance Pedestrian Infrastructure

The western portion of Central Avenue between 9th Street and Oppenheimer Drive has been improved through the addition of on-street parking, wide 13-18 foot sidewalks, landscaping, and unified street furnishings. These improvements have led to more activity and visually enhanced this corridor. Other streets have not seen this type of investment in the pedestrian realm and are in need of similar upgrades. Implementing similar improvements along other streets will not only enhance Downtown's pedestrian infrastructure and subsequently the pedestrian experience, but also aid in the establishment of a unified Downtown identity and sense of place.

The existing and recommended updates to Downtown development standards outlined above provide a good basis to encourage the implementation of appropriate pedestrian infrastructure. Buildings are currently permitted to be placed at the zero lot line, with no setback from the sidewalk or alleyway. This creates a so-called 'streetwall' of a continuous building frontage along the sidewalk, a condition that is associated with many successful Downtowns. The zero lot line placement of buildings along Central Avenue and other corridors identified as pedestrian corridors should therefore be maintained.

The existing road sections, however, need to be adjusted to provide pedestrian improvements similar to those that exist along Central Avenue. As one of the major goals of this plan is to increase multi-modal alternatives within Downtown, a Complete Street model that includes more equitable facilities for all modes should be incorporated into all downtown street facilities and is further discussed in the Transportation element of this plan. The development standards for downtown should be updated to require a minimum of 8-foot sidewalk width to provide space for outdoor dining and retail activities. These activities add to the pedestrian experience and sense of place in a community.

In addition to wide sidewalks, Downtown will benefit from a network of on-site pedestrian pathways within private development parcels that ensure pedestrians can safely reach primary building entrances and site amenities. The Development Code update should therefore include requirements for on-site pedestrian networks that provide pathways across parking lots, connections between building entrances and/or site amenities and public sidewalks, as well as adjacent development parcels and public spaces or amenities such as the Urban Trail.

CENTRAL AVENUE

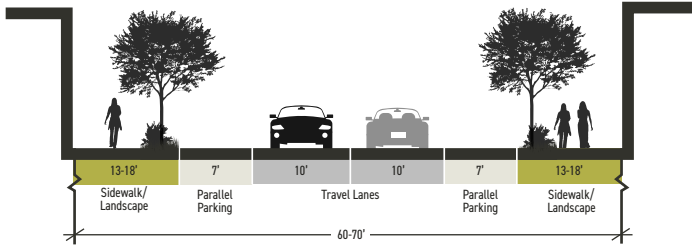
The County has made numerous pedestrian improvements along the western portion of Central Avenue between 9th Street and Oppenheimer Drive. Existing improvements provide an excellent pedestrian environment and have created an atmosphere and identity for this stretch of the street that is desired to be replicated throughout the rest of the corridor. This treatment, which includes wide sidewalks, planting strips, street trees, and street furniture, should therefore be continued east to the Mari Mac Village Shopping Center site to connect eastern portions of Downtown to the central portion of Downtown.

15TH & 20TH STREETS

15th Street and 20th Street are two critical roadways to facilitate north-south connectivity throughout Downtown. Both streets could benefit from more investment in pedestrian safety and experience. For instance, raised crosswalks and curb extensions would help to reduce travel speed, shorten pedestrian crosswalk distances and create a visual connection between the east and west sides of the roadway. In addition, street trees installed along both sides of the street would help combat the urban heat island effect while also shading the sidewalk and softening the appearance of the roadway. Material changes, such as integral colored concrete, should also be considered to create a distinction between the sidewalk and

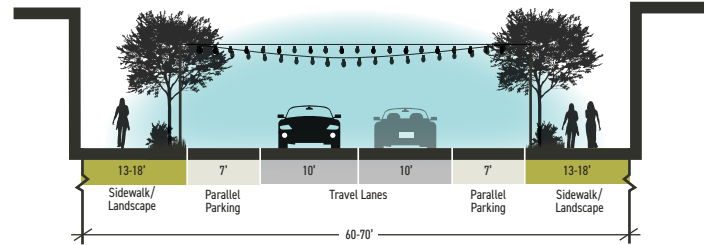
EXHIBIT 25. Pedestrian Infrastructure Improvements Cross-Sections

Existing Central Avenue



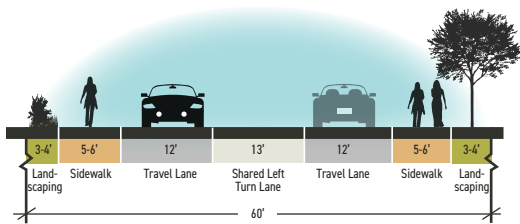
The County has made significant investment into the portion of Central Avenue between Oppenheimer Drive and 9th Street. This segment features two narrow travel lanes and on-street parking. Wide sidewalks are buffered by landscaping strips with a unified street tree and understory planting scheme.

Recommended Central Avenue



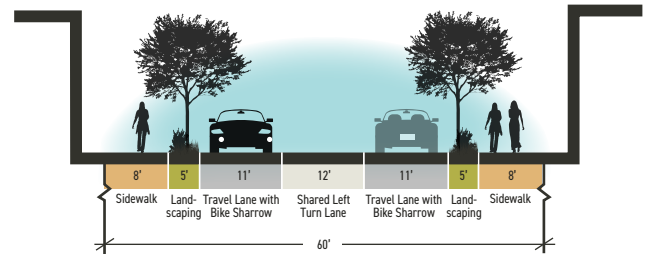
The existing Central Avenue improvements are recommended to be continued to the east past 9th Street. In order to create a more festive and memorable experience along the Main Street, additional amenities such as string lights could be added.

Existing 15th Street



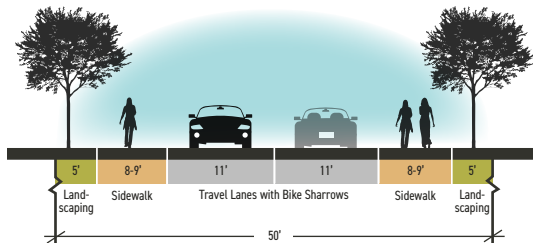
15th Street currently exhibits two wide travel lanes, a shared left turn lane and a pedestrian / landscape area bordering the right-of-way.

Recommended Improvements to 15th Street



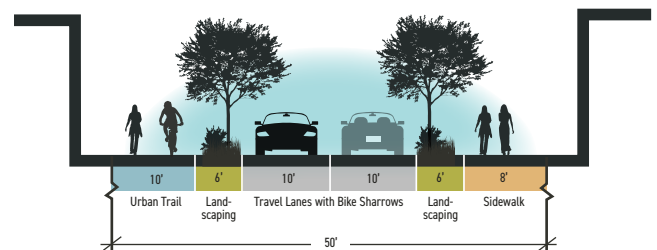
Narrowing the width of travel lanes along 15th Street would allow for the addition of wider sidewalks that are enhanced with decorative paving treatments, pedestrian lighting, street furnishings, signage, and street trees. Landscaping strips act as a buffer between the sidewalk and travel lanes. Bike sharrows can be added to travel lanes to accommodate bike traffic.

Existing 20th Street



20th Street currently exhibits two wide travel lanes with bike sharrows and a wide pedestrian / landscaping area.

Recommended Improvements to 20th Street



Narrowing the width of travel lanes along 20th Street would allow for sidewalks to be widened and enhanced with decorative paving treatments, pedestrian lighting, street furnishings, signage, and additional landscaping. Landscaping strips act as a buffer between the sidewalk and travel lanes. The Urban Trail is planned for the west side of 20th Street along the sidewalk.

NOTE: Sections are illustrative only and not to scale. Field verification for feasibility is required.

roadways. Bike “sharrows” or shared bike facilities are pavement markings that indicate a shared lane environment for bicycles and automobiles. These should be installed along 15th Street between Central Avenue and Trinity Drive.

This Plan recommends a minimum sidewalk width of 8 feet with a landscaping and site furnishing scheme similar to what is established along the western portion of Central Avenue to be implemented along 20th Street, 15th Street, Central Avenue east of 9th Street, and Central Park Square, as identified in *“Exhibit 23. Pedestrian-Oriented Infrastructure” on page 57.*

The already-funded Urban Trail project is planned to create a multi-use trail along the west side of 20th Street, crossing Central Avenue, and continuing along existing pathways through the east side of Fuller Lodge lawn and 19th Street. This trail will provide a connection to the Canyon Rim Trail system and other Downtown amenities to the north. A future traffic signal at the intersection of Trinity Drive and 20th Street is planned to facilitate trail crossing at Trinity Drive. As the intersection of 20th Street and Trinity Drive will be a key crossing for the trail, it should be designed with a decorative or colored pavement scheme that identifies it as such and provides visual cues for drivers to slow down thereby enhancing the safety for pedestrian and cyclists using the trail.

DEACON STREET

Deacon Street is currently used mainly to access the parking lot to the south of C.B. FOX Department Store and as access to the loading dock for Metzger's Hardware. There are currently very limited sidewalks and curbs/gutters along this street. There is some on-street parallel parking on the south side. As another east-west roadway located between Central Avenue and Trinity Drive, Deacon Street is an important street connection that can enhance the pedestrian experience Downtown. A complete redesign of Deacon Street is planned to receive Capital Improvement Funds for

improvements such as pedestrian-scaled lighting, street trees, landscaping, reconfigured parking, and pedestrian linkages to Central Avenue.

TRINITY DRIVE

As a primary east-west thoroughfare through Downtown, improvements along Trinity Drive should focus on enhancing the public right-of-way to safely accommodate cross-district pedestrian movement and create a sense of arrival and place, while still enabling the roadway to accommodate the volume of commuter-related traffic. The County has already completed a road diet improvement to the segment of Trinity Drive from Diamond Drive to Oppenheimer Drive. The County has secured funding for the Trinity Drive Safety Project for the segment of Trinity Drive from Oppenheimer Drive to Knecht Street. Safety improvements, according to a recent safety audit, are likely to include curb extensions and associated pedestrian crossings along major intersections including 20th Street, 15th Street, and 10th Street, as well as a landscaped median that provides a pedestrian refuge for crossing Trinity Drive. The study phase allows for consideration of alternatives including the addition of bike lanes, transit bus pullouts or auxiliary lanes (shared bus lane/right turn lane) and a road diet option. These options are dependent on additional transportation study and NMDOT approval. Utilizing decorative intersection and/or crosswalk treatments would create visual cues to reduce travel speed and increase pedestrian safety at crossings.

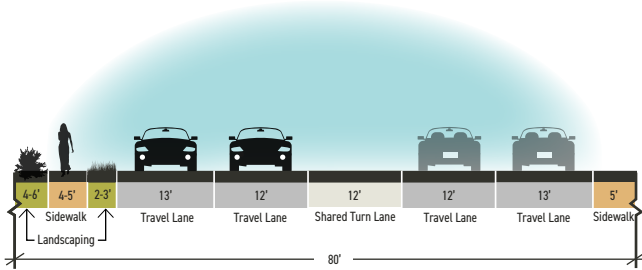
As with the other Downtown streets, a cohesive streetscape treatment that features protected sidewalks, street trees, landscaping, and a street furnishing scheme that emulates that of Central Avenue would create a sense of arrival and identity.

PEDESTRIAN CORRIDOR/ CENTRAL PARK SQUARE

A pedestrian corridor prioritizes pedestrian movement rather than vehicular movement.

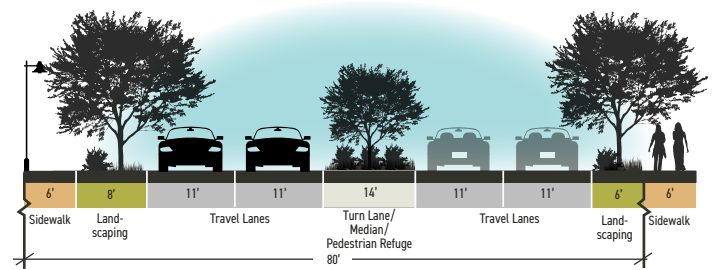
EXHIBIT 26. Pedestrian Infrastructure Improvements Cross-Sections

Existing Trinity Drive



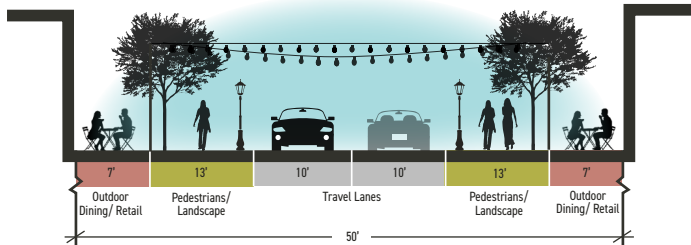
Trinity Drive currently exhibits two travel lanes within each direction, a shared left turn lane and narrow sidewalks with no street trees or understory planting.

Recommended Improvements to Trinity Drive



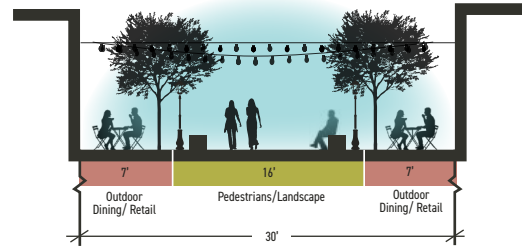
The plan recommends creating a landscape strip planted with street trees and understory planting adjacent to the roadway to create buffered, enhanced sidewalks that create a more pleasant pedestrian experience.

Pedestrian Corridor: Travel Lanes Option



The northern portion of the proposed pedestrian corridor will include two travel lanes a wide landscape and sidewalk area and a frontage zone that can accommodate outdoor dining or vending.

Pedestrian Corridor: No Travel Lanes Option



The southern portion of pedestrian corridor, south of Central Avenue is proposed to prohibit vehicles so it becomes a pedestrian only area.

NOTE: Sections are illustrative only and not to scale. Field verification for feasibility is required.

Pedestrian corridors allow easy pedestrian access to businesses that are oriented along this street, as well as outdoor dining and retail options. If desired for special events, the street can be easily blocked off to accommodate small concerts and exhibitions. Currently there are no pedestrian corridors in Downtown that prioritize pedestrians over vehicles, but the community expressed interest in such a facility during the outreach efforts of this plan. The creation of a north-south pedestrian corridor beginning at Nectar Street that travels south to Trinity Drive is recommended. The area between Central Avenue and Trinity Drive in particular would not allow any vehicular traffic. The current extent

of Central Park Square, between Central Avenue and Nectar Street, would then become a pedestrian corridor that allows vehicular traffic at very low speeds (recommended 10-15 mph), illustrated in "Exhibit 26. Pedestrian Infrastructure Improvements Cross-Sections" on page 61.

Material changes, such as integral colored concrete, should also be considered to create a distinction between the sidewalk and roadways. The addition of festive and memorable pedestrian amenities such as movable site furnishings, shade elements, string lights, and public art increase the vitality of this corridor.

EXHIBIT 27. Signature Gateway Feature



C. Install Signature Gateway Features

The installation of signature gateway features at the major vehicular entry points to Downtown along Trinity Drive as indicated on [“Exhibit 27. Signature Gateway Feature” on page 62](#) would enhance the Downtown identity, image, and sense of place. These features could be an over-the-road archway, a sculpture, monument signage, or a small park or landscape element.

Themes could include the Townsite history or science-themed symbology that can be incorporated into signage featuring a Downtown map to serve as a wayfinding tool. The precedent images in [“Exhibit 28. Precedent Examples - Gateway Features” on page 62](#) show examples of signature gateways that feature elements that should be considered.

EXHIBIT 28. Precedent Examples - Gateway Features



Gateway sculpture, Newport News, VA

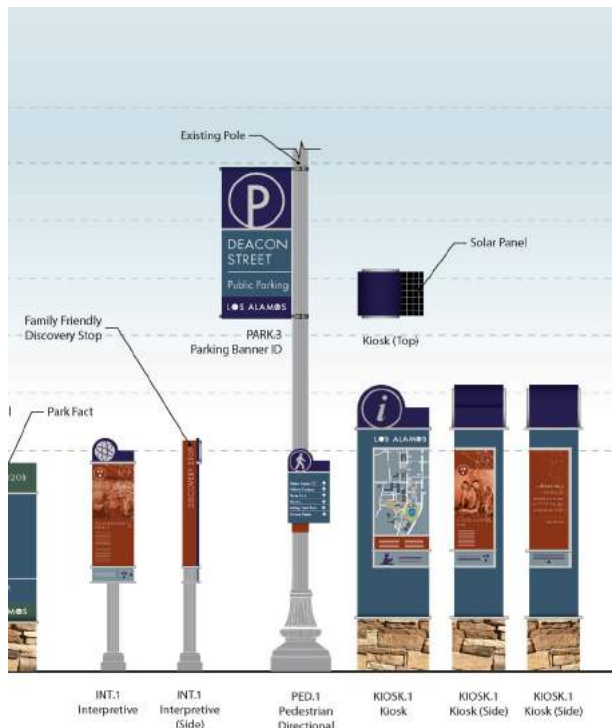


Gateway map feature, Buena Vista, CO

EXHIBIT 29. Signage Locations



EXHIBIT 30. Signage Conceptual Designs



D. Implement a Branded Wayfinding System

The Los Alamos County-wide Wayfinding Plan was approved by County Council in 2017. This Wayfinding Plan outlines the design, placement, and content of a branded Downtown signage system, allowing a cohesive look and feel throughout the County to guide visitors to destinations. Signage types range from vehicular directional to pedestrian directional to park identification and information kiosks. Specific locations are identified in the plan for these signage types and are indicated in "[Exhibit 29. Signage Locations](#)" on page 63. The County should begin to seek funding for the implementation of this Downtown signage system by including it in the Capital Improvement Program.

Branded wayfinding concepts for Downtown Los Alamos from the Wayfinding Plan.

E. Expand / Increase Downtown Placemaking Strategies

As mentioned above, the County has invested in placemaking improvements along the Central Avenue right-of-way to widen and add amenities to sidewalks including unified landscape and site furnishings as well as on-street parking. These improvements have successfully created a sense of place and activity along a limited stretch of the corridor, which should be expanded through the remainder of the corridor and adapted to other Downtown streets. Expanding these existing placemaking improvements will further the established sense of place throughout the remainder of Downtown. In addition, increasing placemaking strategies to include more festive and memorable elements such as public art, string lighting, interesting seating, and additional public spaces will add to Downtown vitality. Interesting seating elements serve multiple purposes: they provide a memorable experience, encourage pedestrians to spend time in a place, and act as

public art. Crosswalks with a different color/material/texture than the roadway provide visual cues to motorists, creating a safer pedestrian crossing. Lighting elements such as string lights that span the roadway or pedestrian corridor create an “outdoor room” that provides a memorable and pleasant pedestrian/motorist experience. For instance, string lights could span the proposed pedestrian corridor that extends south from Central Park Square to Trinity Drive. Landscaping is also an important component of placemaking; a cohesive scheme throughout Downtown with a similar plant palette and arrangement would help reinforce the area's identity. Downtown landscaping should tie into the existing scheme established along the western portion of Central Avenue. Themes for placemaking elements such as public art should be a nod to the history of Los Alamos, including science-related symbology and include natural elements that reflect the surrounding landscape.

EXHIBIT 31. Precedent Examples - Placemaking Strategies

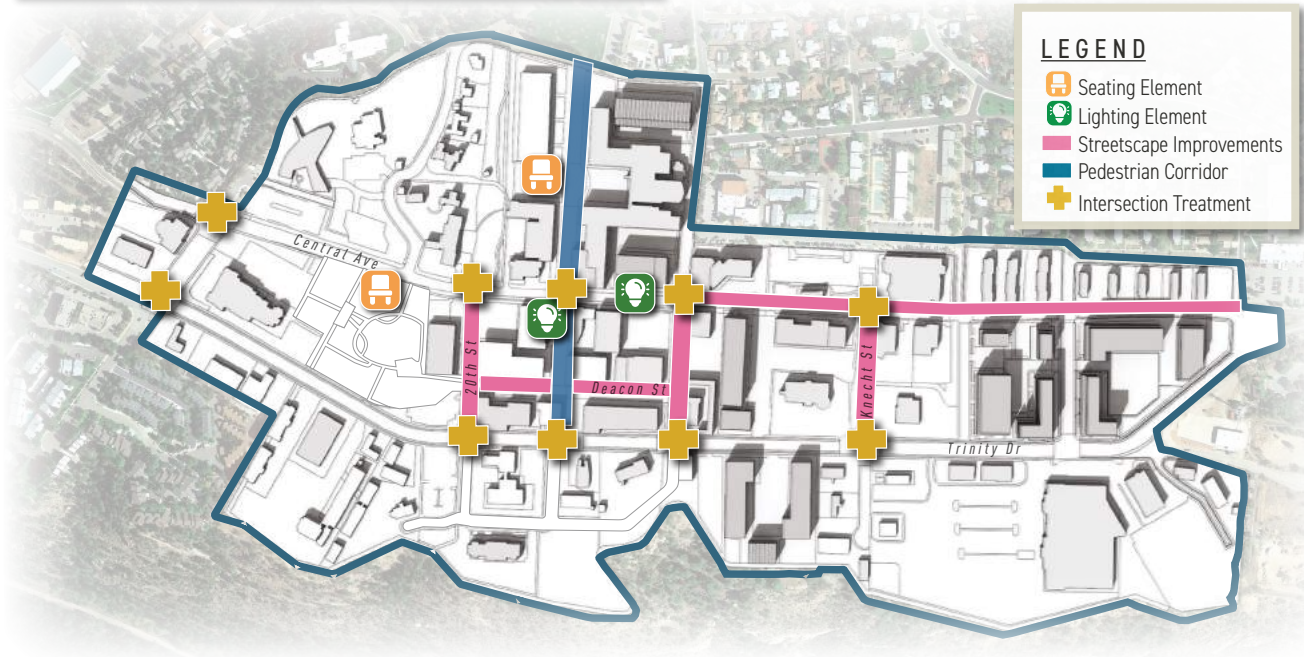


Colorful, decorative intersections and crosswalks act as gateway features and help pedestrians feel more safe as the designs catch the eye of drivers more easily.



Existing improvements to Central Avenue

EXHIBIT 32. Placemaking Strategies



Fun and memorable amenities such as creative or moveable seating choices, public art and lighting should be utilized within new public space and along the pedestrian corridor.



The incorporation of public art into the streetscape creates fun and memorable moments and could be used to tie into history of the community.

Potential locations of various placemaking strategies are represented in [“Exhibit 32. Placemaking Strategies” on page 65](#). The precedent images in [“Exhibit 31. Precedent Examples - Placemaking Strategies” on page 64](#) show examples of placemaking strategies that could be employed in Downtown Los Alamos.

F. Rebrand Downtown as a Family-Friendly Environment

The community has expressed a desire to include the implementation of multi-generational programming that ensures Downtown is a family-oriented environment that particularly captures youth under the age of 18. Family-oriented activities are currently lacking within Downtown and should be considered when development occurs within the built environment and in programming spaces. Entertainment venues and hang out locations for youth and families are an important part of keeping the youth engaged and juvenile delinquency rates low.

2 - 2.IV URBAN FORM / IDENTITY GOALS

The goal is to create quality housing options that are attainable to residents and the workforce within all age groups and abilities in Downtown. This can be achieved with a variety of tools. Strategies can be facilitated through County ordinances, public and private investment and public-private partnerships amongst others. [“Table 10. Urban Form / Identity Goals” on page 67](#), summarizes the goals for the Housing element and associated strategies

TABLE 10. Urban Form / Identity Goals

INTENT: Build on the existing assets and create a vibrant, walkable, mixed-use Downtown.

VISION: A vibrant, walkable Downtown with a mix of uses and a vibrant Main Street catering to all ages, tying together existing assets and honoring the unique culture and history of Los Alamos.

Goal 1: Create a pedestrian-oriented, mixed-use Downtown

Strategy 1.1: Update Downtown Overlay Zone to a Downtown Los Alamos specific mixed-use base zone district

Strategy 1.2: Update the Development Code downtown specific development standards to encourage and incentivize pedestrian-orientated development patterns.

Strategy 1.3: Update the Development Code to require building step-back after the third floor of buildings to minimize building scales and preserve viewsheds.

Strategy 1.4: Update Downtown specific development standards to create continuous and activated street frontages.

Strategy 1.5: Development strategies to incentivize commercial/retail uses on the ground-floor of Downtown buildings through mechanisms like waived permitting fees.

Strategy 1.6: Update development standards to require 8-foot sidewalks where feasible in appropriate areas to provide space for outdoor dining and retail activities.

Strategy 1.7: Plan for and seek funding for the addition of festive and memorable placemaking elements such as string lights, public art and interesting seating options to be implemented along public streets, the proposed pedestrian corridor and Downtown public spaces.

Strategy 1.8: Update zoning to require on-site pedestrian pathway that provide cross-parcel connections

Goal 2: Enhance Downtown identity, image, and sense of place

Strategy 2.1: Create signature gateway features at the intersections of Trinity Drive and Central Avenue and Trinity Drive and Oppenheimer Drive.

Strategy 2.2: Plan and seek funding for a series of public spaces that serve all ages. Ensure connection between existing and new public spaces with accessible pedestrian facilities.

Strategy 2.3: Plan for and seek funding to implement the wayfinding plan to construct a branded Downtown signage system.

Strategy 2.4: Plan for and seek funding to implement a cohesive streetscape system that includes unified sidewalk materials, street tree and landscaping palette and street furnishing based on the existing Central Avenue improvements to visually unify Downtown and celebrate the history of Los Alamos.

Strategy 2.5: Update downtown development standards to create enforceable landscape standards

Strategy 2.6: Plan for and see funding for the creation of a north-south pedestrian corridor and accommodate areas for outdoor dining and retail.



HOUSING



2 - 3 HOUSING

2 - 3.I VISION STATEMENT

Quality housing options that are attainable to all residents while protecting existing neighborhoods.

2 - 3.II INTRODUCTION

The Housing element establishes a vision for the residential component of Downtown Los Alamos. Housing has become a critical issue, particularly the lack of affordable housing options for households that are priced out of the single-family detached market. The recent 'Los Alamos County Housing Market Needs Analysis, 2019' estimated an immediate need of 1,310 units of rental housing and 379 units for homeownership. Given that the County has very limited land resources and is experiencing a severe shortage of housing, Downtown is the prime location to encourage the development of multi-unit, multi-story apartments and mixed-use buildings with residential components. Absorbing housing within Downtown will not only alleviate the housing shortage, but aid in achieving the mix of uses and activity levels needed to revitalize the district. Downtown is also an ideal location to add affordable housing, as the location allows for close proximity to amenities and public transit options while protecting the character of existing neighborhoods. Such a strategy supports numerous recommendations and policies of the Los Alamos

County Strategic Leadership Plan, the Los Alamos County Comprehensive Plan, and the Economic Vitality Strategic Plan.

A primary goal of this master plan is to increase the provision of affordable housing within Downtown, guided by Downtown goals and policies set forth in the Comprehensive Plan. Housing options are envisioned to target retirees that wish to downsize, young adults, student interns, and the general workforce. Short- to mid-term rental housing including micro-units, townhouses, apartments, condos, and live-work units could be developed. These types of units can be developed in multi-family structures or in mixed-use buildings that offer commercial uses on the ground floor and residential uses above. Mixed-use buildings should be the preferred building type in order to also serve to increase the provision of commercial square footage in Downtown.

2 - 3.III RECOMMENDATIONS

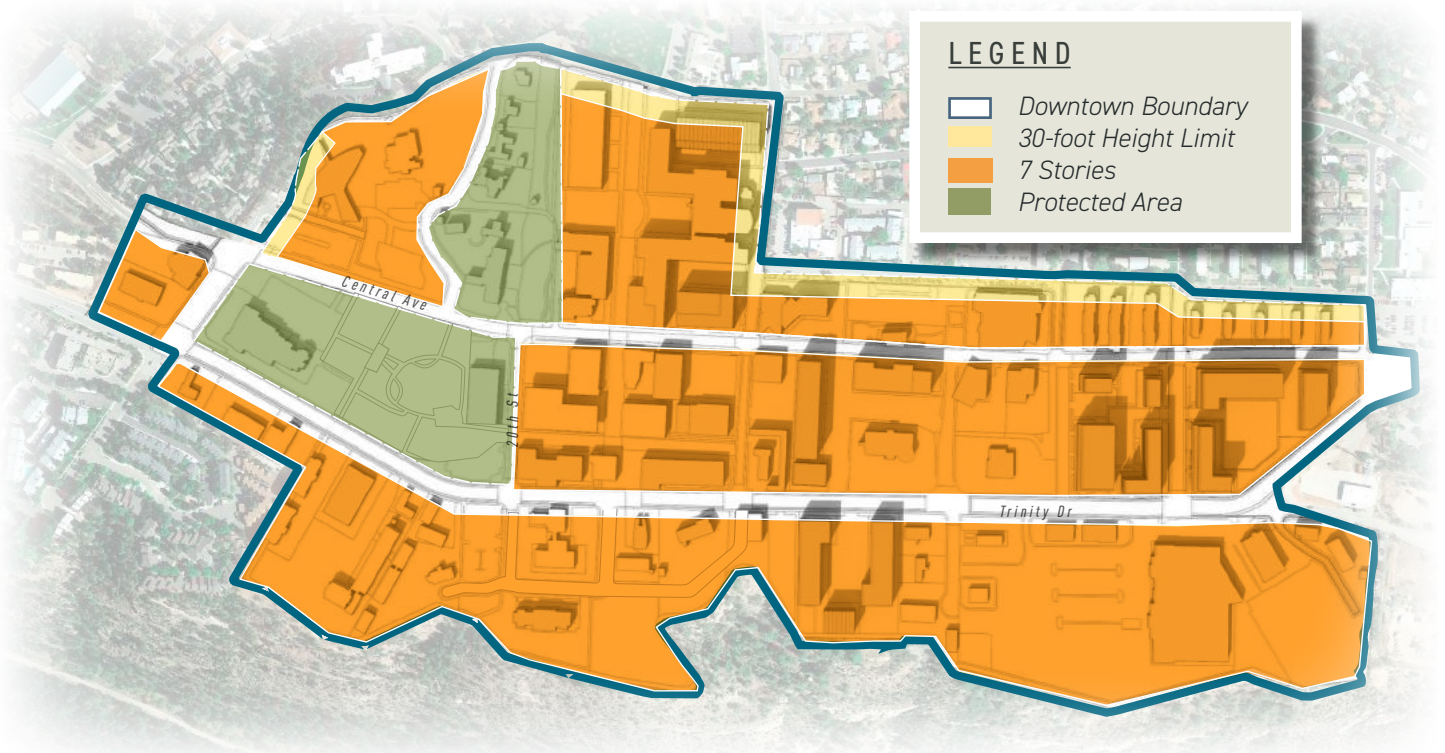
A. Allow Increased Multi-family Densities / Heights

Currently, the Development Code allows for a maximum building height of 60 feet within Downtown Los Alamos, with an exception that increases the maximum allowable height to 75 feet if at least 20 percent of the building floor area

TABLE 11. Existing Building Heights

	CIVIC SPACE (DT-CPO)	TOWN CENTER (DT-TCO)	NEIGHBORHOOD CENTER (DT-NCO)	NEIGHBORHOOD GENERAL (DT-NGO)
Allowed Maximum Building Height	60'	60' or, if at least 20% of the building floor area is residential OR parking is locat- ed in the building, then 75'	45' or, if at least 25% of the building floor area is residential, OR parking is locat- ed in the building, then 60'	45'

EXHIBIT 33. Heights and Building Step-Back



is residential or parking is located in the building within the Town Center (DT-TCO) subzone. The remaining subzones limit building heights to 45 feet, with the Neighborhood Center subdistrict providing a similar exception for buildings that provide residential uses for at least 25 percent of the building floor area allowing building height increases to 60 feet. The maximum building height for any property within 150 feet of the Los Alamos Canyon is limited to 45 feet.

Increasing the allowed maximum residential densities and building heights is one of the main tools to increase the provision of housing in Los Alamos County and make housing more affordable. Zoning provisions should be changed so that multi-unit, multi-story apartments and mixed-use residential buildings can be more easily accommodated Downtown. This plan recommends a maximum building height of seven (7) stories. Typical floor-to-floor heights needed for vertical mixed-use construction are outlined in ["Table 12."](#)

[Typical Floor Heights" on page 70.](#) This plan also recommends that further incentives are provided that align with adopted County goals and the recommendations of this plan through additional height bonus incentives for affordable housing or public space amenities.

TABLE 12. Typical Floor Heights

Development Type > Typical Floor-to-Floor Heights	MULTI-FAMILY	MIXED-USE
First Floor Height	11'	14'-16'
Upper Floor Height (if any)	11'	11'
Top Floor, including roof structure	12'	12'
Parapet Height	4'	4'
*Numbers reflect floor-to-floor heights utilized by Dekker/Perich/Sabatini when constructing such facilities.		

EXHIBIT 34. Neighborhood Protection Standards

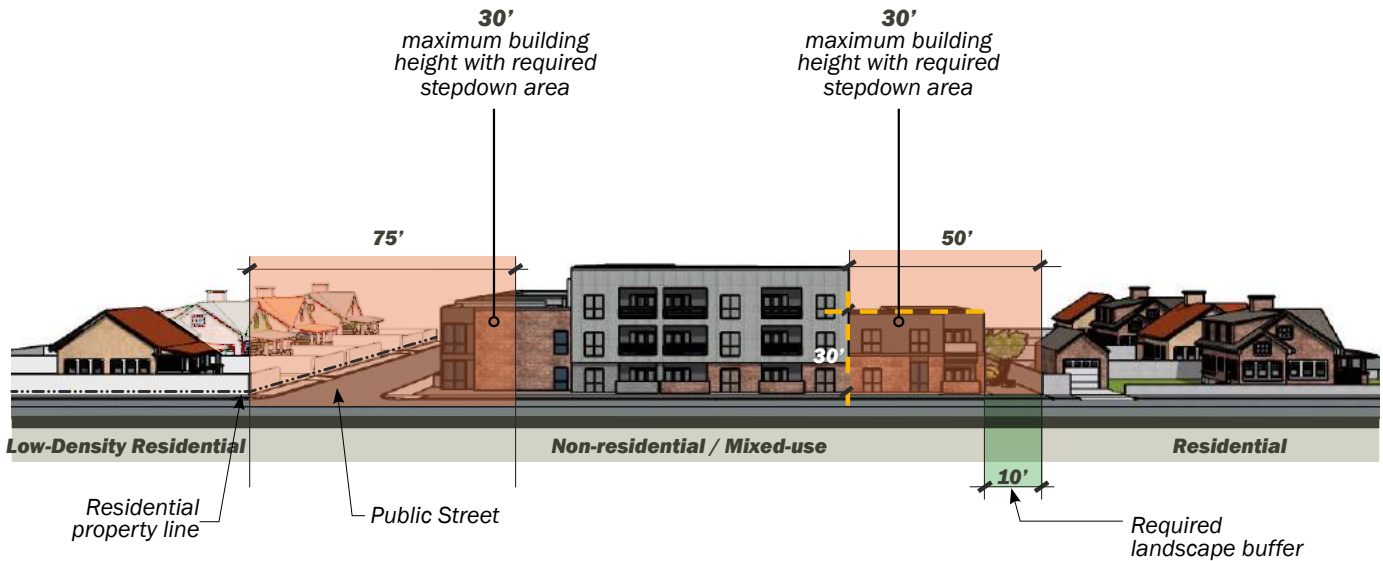


EXHIBIT 35. Precedent Examples - Building Step-Backs



Development adjacent to low-density residential at the periphery of Downtown should be required to step down in height.

Based on the Development Framework identified in *"2-1.iii Development Framework"* on page 43, a combination of mixed-use and higher density multi-family housing at 7 stories could result in an approximate addition of 1,589 housing units within underutilized or vacant Downtown lots. This number of housing units is capable of exceeding the rental housing need within the County by providing units solely within Downtown.

As mentioned in the Urban Form / Identity element, the key is to pair increased building heights with neighborhood protection standards that automatically apply when higher density development occurs adjacent to single-family uses. In those instances, the Development Code update should create neighborhood protection standards that require building height step-downs and landscape buffers to be implemented to mitigate the impacts on adjacent neighborhoods. The existing overlay set maximum building height for developments that were adjacent to or abut any residential district to be limited to 35 feet within 50 feet of the property line. These types of protections should be carried forward in any zoning updates.

"Exhibit 33. Heights and Building Step-Back" on

page 70 indicates the areas of Downtown to which these neighborhood protection standards would apply.

B. Incentivizing Affordable Housing

One of the most effective strategies to encourage and spur the market to provide affordable housing is through inclusionary zoning requirements and/or incentives. Inclusionary zoning requires developers to set aside a given share of new housing developments for affordable units. While inclusionary zoning has helped produce affordable units in cities with strong housing markets, such requirements still don't fully address the demand for affordable units in most communities. Furthermore, many communities simply do not command high enough rents per square foot to absorb the subsidy required by affordable units and such inclusionary requirements often can inhibit housing developments.

A more commonly used alternative that is recommended by this plan is to create voluntary incentive programs that encourage developers to include affordable units through rewards such as additional density bonuses, expedited permitting processes, and fee waivers or reductions. Affordable housing incentives are most often tied to the dedication of a percentage of residential floor

area as rental housing affordable to households with incomes up to 80 percent of the area median income (AMI). Developers that provide the 20 percent affordable housing units, for example, could be granted a two-story increase to the maximum allowable building height. Similarly, expedited review/permitting processes including the reduction or elimination of permitting fees or granting administrative rather than discretionary approval processes (i.e. those that require a public hearing with the Planning and Zoning Commission) could be offered.

Within the Downtown Improvement Plan for Downtown Bozeman, Montana, increasing housing units Downtown to meet the needs of different members of the community was a significant goal for the community. They created a Downtown Residential Incentive Program that provides partial reimbursement for residential-related impact fees for the creation of eligible new downtown residential units including one program for studio and one-bedroom units and a second for affordable housing. As of 2019, this program has helped support the construction of nearly 100 new residential units, with 46 more units approved but not yet constructed. As Los Alamos is in need of affordable housing, a similar incentive program could be implemented that encourages the construction of affordable housing Downtown.

EXHIBIT 36. Precedent Examples - Housing



Mixed-use development in Bothell, WA



C. Allow / Encourage an Urban Mix of Housing/Development Types

As mentioned above, Downtown is best suited to accommodate affordable higher density housing options for targeted demographics identified during this master planning phase. These include retirees that wish to downsize, young adults, student interns, and the general workforce. The updated zoning district should allow housing types including mixed-use, multi-family, townhouses, micro-units and live-work spaces.

MIXED-USE

Mixed-use housing consists of a mix of commercial and residential uses, generally vertically integrated. In many instances, the mixed-use building consists of ground floor commercial with residential uses on upper floors. Mixed-use buildings are popular

in downtowns as they provide the opportunity to activate the street level with commercial uses while adding residents that frequent the commercial businesses. They are also popular with young adults and empty nesters as they vertically integrate valuable amenities. Because of the density and number of units gained, mixed-use developments can provide affordable housing options.

MULTI-FAMILY

Multi-family housing consists of a number of apartments or condominiums located in a building of multiple stories. Building types vary significantly; some structures appear to be similar to single-family houses in the design, while others are distinctly apartment buildings. Shared amenities have become popular with apartment buildings. Many developments provide shared gardens, dog



Above: Multi-family Development Below: Townhouse Development

parks, gathering spaces, gyms and outdoor spaces. Because of the density and number of units gained, apartments can provide affordable housing options for Downtown Los Alamos.

TOWNHOUSES

Townhouses or rowhouses are buildings that contain three or more dwelling units that are connected in some manner, usually side by side in a row. These units typically have their own individual entrances and can appear to be one single building or several distinct structures. Townhouses can be micro-units and live-work constructed on their own lot or on a shared lot as condominiums. Their heights generally range between one to three stories.

2 - 3.IV HOUSING GOALS

The goal is to create quality housing options that are attainable to residents and the workforce within all age groups and abilities in Downtown. This can be achieved with a variety of tools. Strategies can

be facilitated through County ordinances, public and private investment and public-private partnerships amongst others. *"Table 13. Housing Goals" on page 75*, summarizes goals for the Housing element and associated strategies.

TABLE 13. Housing Goals

INTENT: The lack of affordable housing options in the County is one of the main concerns of the community.

VISION: Quality housing options that are attainable to all residents while protecting existing neighborhoods.

GOAL 1: Create quality housing options that are attainable to residents and the workforce, within all age groups and abilities

Strategy 1.1: Update the Development Code to allow higher-density residential development up with the potential for additional height bonuses for desired public improvements.

Strategy 1.2: Update the Development Code to allow mixed-use, apartments/condos, live/work, micro-units, and short-term or temporary housing options.

Strategy 1.3: Develop standards for the provision of quality, affordable housing.

Strategy 1.4: Form a working group with LANL to collaborate on strategies for the development and provision of workforce housing

Strategy 1.5: Update the architectural standards of the Development Code to ensure quality development with increased design flexibility.

GOAL 2: Create quality housing options that are attainable to residents and the workforce, within all age groups and abilities

Strategy 2.1: Create neighborhood protection standards that require residential development to scale down at the periphery of Downtown



TRANSPORTATION



2 - 4 TRANSPORTATION

2 - 4.I VISION STATEMENT

A safe and efficient multi-modal system that connects Downtown with adjacent neighborhoods and places of interest, accommodates a variety of transportation options and connects Downtown to LANL and White Rock and supports a walkable Downtown.

2 - 4.II INTRODUCTION

The transportation element establishes a vision for multimodal access to and connectivity throughout Downtown. This is achieved by creating an efficient and convenient multi-modal network that safely accommodates pedestrians, cyclists, public transit, and motor vehicles to, from and within Downtown. Pedestrian improvements should focus on the creation of a premier pedestrian environment that will promote active lifestyles while decreasing carbon emissions associated with driving. The County has made significant investments into the streetscape of Central Avenue between Oppenheimer Drive and 9th Street including wide and amenitized sidewalks that have aided in enhancing the vitality and character of the Main Street Corridor. Such improvements should be expanded throughout the remainder of the district. Downtown can and should be a place where people walk more and drive less, enabled by a safe, well-connected pedestrian network and street crossings. Roadway improvements should be conducted under a Complete Streets model that provides safe, comfortable, and convenient access to and throughout Downtown for all modes of travel. The implementation of multi-modal transportation network within Downtown will aid in the establishment of a more livable district in which people can access residences, shops, and workplaces by foot, bike, or transit.

2 - 4.III RECOMMENDATIONS

A. Implement Safe Pedestrian and Bicycle Infrastructure

Creating a safe, efficient, and convenient pedestrian network is key to a vibrant, accessible and walkable Downtown. Most of Downtown's pedestrian realm - the area between the curb and the property line of the bordering parcel - hasn't received the same investment as the segment of Central Avenue between Oppenheimer Drive and 9th Street. As Downtown is envisioned to be the premier pedestrian environment, pedestrian realm improvements including widening sidewalks and enhancing them with landscaping and site furnishing among the remaining Downtown streets is crucial. County specifications currently require 6-foot sidewalks along arterials and collectors. Such narrow sidewalk widths aren't conducive to creating the active pedestrian experience desired within Downtown. It is therefore recommended that the minimum width of sidewalks in Downtown is increased to 8 feet with 10-foot widths implemented where feasible. Such wide sidewalks would more easily accommodate public realm elements typically found within Downtowns including a landscape buffer zone, a clear sidewalk width, and a building frontage zone that can support adjacent businesses through sidewalk cafes or sidewalk vending. Particularly along Trinity Drive, a heavily traveled New Mexico State Highway, buffered sidewalks are recommended to create a safe and welcoming experience for pedestrians. This includes a landscape strip with street trees that separates the vehicular traffic from the sidewalk, rather than locating the sidewalk adjacent to the travel lanes. Creating safe pedestrian crossings, particularly along heavily traveled corridors like Trinity Drive, is another crucial component to creating a walkable Downtown. A variety of safety

EXHIBIT 37. Pedestrian Infrastructure Improvements

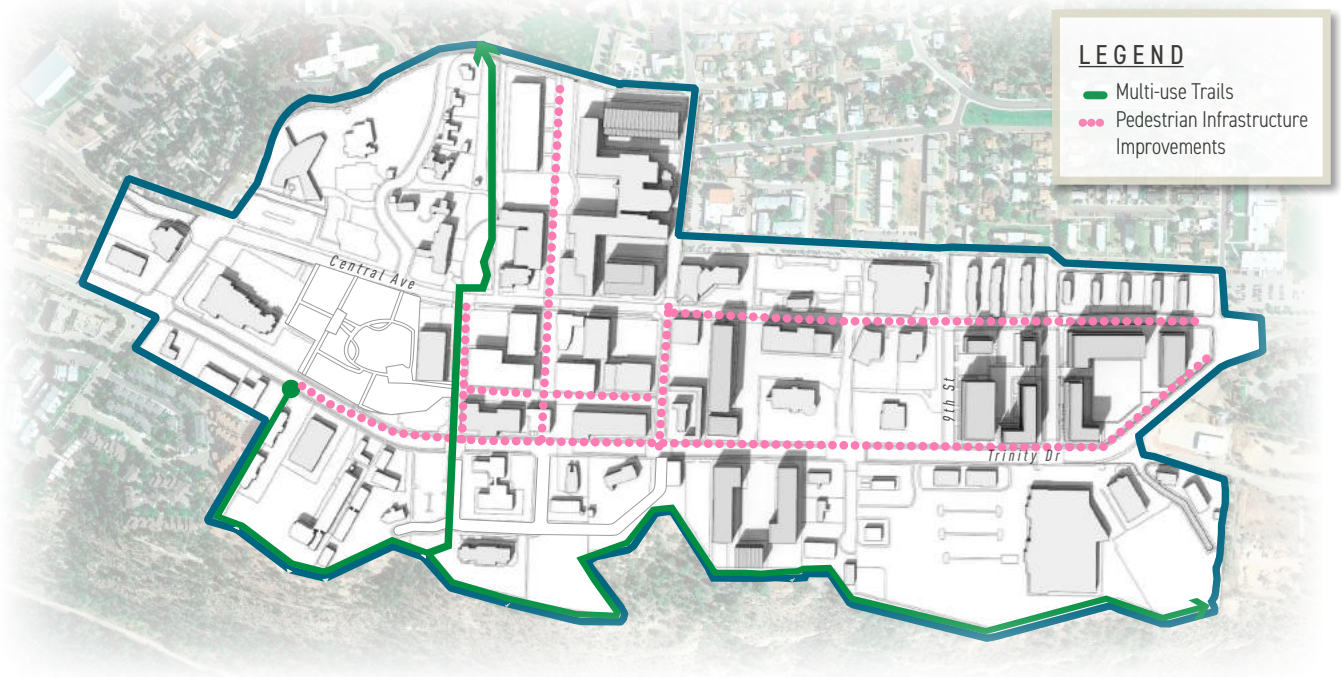


EXHIBIT 38. Precedent Examples -Pedestrian



HAWK or High-intensity Activated crosswalk -- provides a protected pedestrian crossing in Scottsdale.

mechanisms including unsignalized crosswalks, raised crossings, high-intensity activated crosswalk (HAWK) beacons, and pedestrian/bike-activated flashing lights should be installed as appropriate at major pedestrian crossings, but will need to be coordinated with NMDOT as signalized crossings can only be added when warrants are met. Crossing types should be selected depending on the road type, availability of right-of-way and suitability of crossing types. Protected crossings such as these are particularly crucial at the intersection of Trinity Drive and 20th Street, where the Urban Trail project is planned to connect to the Canyon Rim Trail and at the intersection of Trinity Drive and DP Road.

Traffic calming measures are also employed in downtowns to increase safety where pedestrians are present. Measures include medians, chicanes, bulb-outs, and speed tables and can be installed where appropriate, particularly along Trinity Drive. The County has implemented a road diet along the segment of Trinity Drive from Oppenheimer Drive to Diamond Drive that includes the reduction of

EXHIBIT 39. Bicycle Infrastructure - Existing and Proposed

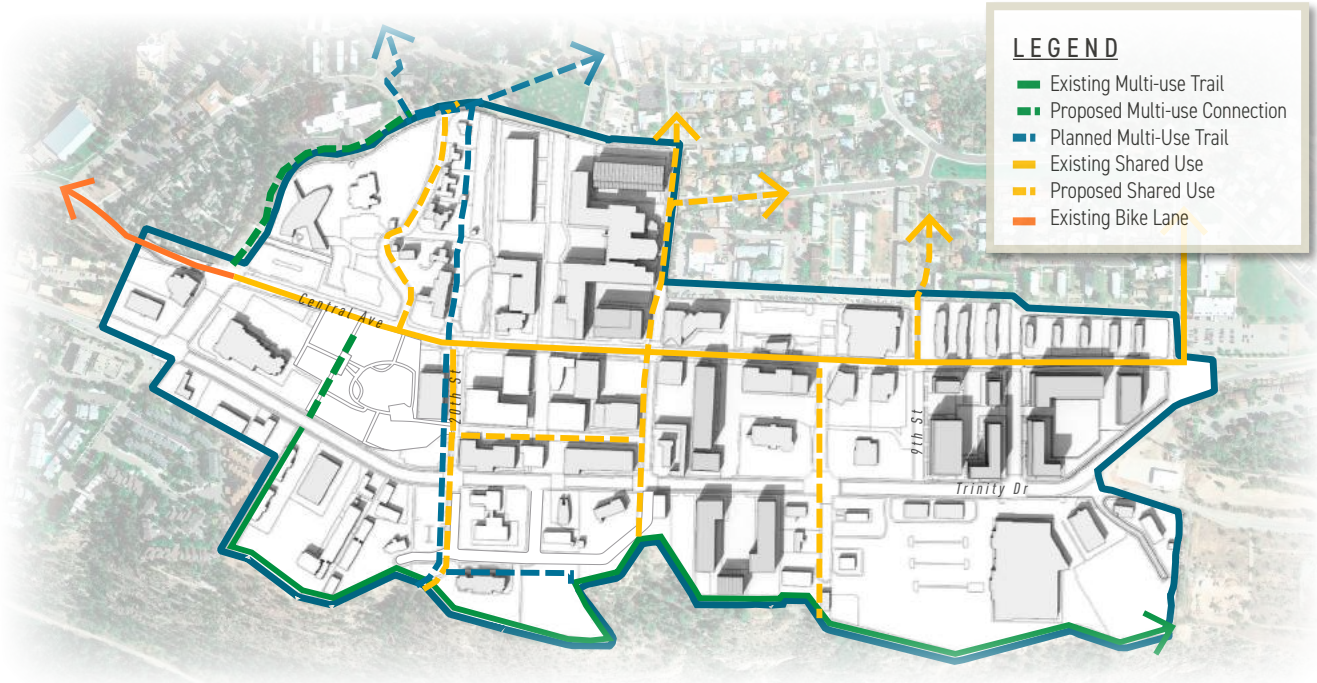


EXHIBIT 40. Precedent Examples - Bicycle



TOP: A pavement marking known as a "sharrow"
BOTTOM: A bike lane with pavement marking

one travel lane in each direction to accommodate a dedicated bicycle lane. *"Exhibit 37. Pedestrian Infrastructure Improvements" on page 78* illustrates the areas where improved pedestrian infrastructure should be prioritized, including crosswalks and improved sidewalk conditions.

Downtown Los Alamos has a number of existing and planned bicycle facilities as illustrated in *"Exhibit 39. Bicycle Infrastructure - Existing and Proposed" on page 79*. Existing shared street facilities or "sharrows" exist along Central Avenue and 20th Street between Central Avenue and Deacon Street. Shared facilities are indicated through pavement markings and function as a shared lane environment for bicycles and vehicles. The 2017 Bicycle Transportation Master Plan (Bicycle Plan) adopted in 2017, identifies expansions of these types of facilities for several Downtown streets including along Deacon Street and Knecht Street as well as Bathtub Row. These types of facilities are appropriate for internal Downtown roadways with low posted speeds and will facilitate

safe movement of cyclists throughout Downtown. The Bicycle Plan also targets dedicated bike lanes that demarcate a portion of the roadway for the exclusive use by bicyclists through pavement markings and appropriate signage. These proposed lanes would facilitate access and connectivity between Downtown and the greater community. As a state highway, Trinity Drive is a more heavily traveled facility and any bicycle lanes, if installed, should be protected through painted pavement buffers or some sort of physical barrier between moving motor vehicle traffic and the bike lane. In addition to these facilities, a multi-use path that is part of the larger Urban Trail project is planned and funded along the west side of 20th Street. The Urban Trail will provide a direct connection from the Canyon Rim Trail which runs along the canyon edge on the southern boundary of Downtown. This facility in particular will facilitate connectivity and access between Downtown and the greater Los Alamos County trail network. Funding is in place for both the Urban Trail and the extension of the Canyon Rim Trail. Implementation of these planned bicycle facilities is critical to achieving the multi-modal vision for Downtown. Prioritizing these facilities aligns with the goals of the Bicycle Transportation Plan for the County transportation system to encourage and empower use of a bicycle as a key form of transportation.

Another critical element to consider in the design and construction of planned bicycle facilities is the treatments of crossing and/or intersection, particularly those across Trinity Drive. Protected intersection design elements such as bike boxes should be utilized to ensure adequate safety measures to protect these non-motorized user groups from vehicles. Bike boxes are a pavement marking located in front of stopped traffic at a traffic signal that help cyclists safely make left or right turns. Bicycle signals and beacons should be implemented where a traffic signal does not already exist. These signals have red, yellow, and green bicycle-stenciled lenses that are used at standard signalized intersections and hybrid signal crossings. Where there is an unsignalized intersection

EXHIBIT 41. Precedent Examples - Bike Security



ABOVE: Bicycle racks are installed along Central Avenue along the public sidewalk.

BELOW: Bike lockers

crossing, flashing amber warning beacons can be activated by push buttons along with signage and pavement markings that indicate to motorists to stop.

Short-term bicycle parking facilities are another critical component to the Downtown bicycle network. If the envisioned multimodal paradigm is achieved within Downtown, an influx of people will travel to and through the district by bike. Bicycle parking facilities that allow for the convenient and safe storage of bicycles, both in the public and private realms, will be needed. Parking can consist of simple bike racks, bike lockers or indoor bicycle storage rooms. Racks are relatively low-cost devices that are secured to the ground so

that bicyclists can securely lock their frames and wheels. Bike racks direct bicyclists to a specific location to park and provide peace-of-mind for riders to leave bicycles unattended while shopping and dining Downtown. Currently, there are no provisions in the Development Code for requiring bicycle parking with new development. Some bicycle racks are installed along Central Avenue along the public sidewalk as well as in front of the Visitor Center. In order to begin to incrementally build bicycle parking infrastructure, the plan recommends that the Development Code be updated to include requirements for new development to provide on-site parking spaces for bicycles. The number of spaces required should be based on the use.

B. Improve Vehicular Access and Connectivity

Currently, Downtown features large blocks broken up with very few streets in a grid pattern. Vehicular access and connectivity as well as those of other transportation modes can be improved by breaking these blocks into smaller pieces with defined roadways that link to existing roadways. Several roadway extensions aimed to create more vehicular and pedestrian connectivity are recommended by this plan. Both 15th Street and 20th Street should also be extended south of Trinity Drive to provide adequate access and connectivity to parcels to the south. Both 6th Street and 9th Street should also be extended to Trinity Drive to create smaller and more connected block structures that are typical of walkable Downtowns. The planned redesign of Deacon Street, between 15th Street and 20th Street, will also aid in increasing access and connectivity for pedestrians, cyclists, and vehicles.

Downtown Las Cruces, New Mexico has undergone a transformation since the creation of the Las Cruces Downtown Revitalization Plan. Large blocks and one-way traffic that surrounded Main Street constrained the access and connectivity within Downtown and discouraged connections to surrounding neighborhoods. In order to improve

access and connectivity, east/west streets that were closed off to traffic were either opened back up to vehicular traffic, or became enhanced pedestrian alleyways with seating, murals, awnings, and other amenities. This improved circulation to surrounding neighborhoods and provided a pleasant pedestrian experience. It is now common for these alleyways to host small events and provide outdoor dining options to nearby restaurants.

An additional step to consider when improving and delineating roadways is to consider the Complete

EXHIBIT 42. Precedent Examples - Bus Stops



ABOVE: Bus stops with amenities such as digital real time signage and accessible design.

EXHIBIT 43. Parking Facilities

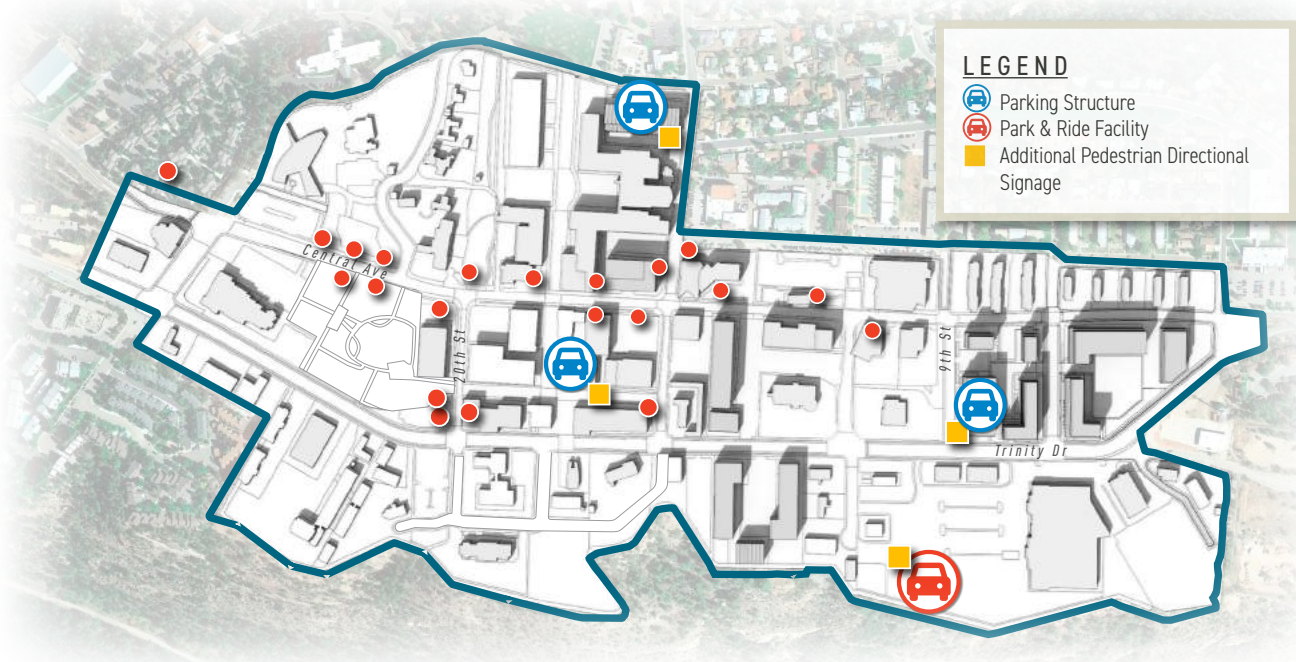


EXHIBIT 44. Precedent Examples -Parking



Parking structure with mixed-use liner building,

Streets checklist to encourage modes within the appropriate context as redevelopment occurs.

C. Expand Convenient Access to Transit as Downtown Densifies

The Atomic City Transit system provides free transit options available during the week between 6AM and 7PM. A Downtown circulator bus (Route 1) operates during the week and two bus routes connect to White Rock (Route 2M and Route 2T). Route 1, the Downtown Circulator, begins at the Transit Center, travels along Trinity Drive through Downtown to East Drive and Airport Road and then returns to the Transit Center along Central Avenue, Canyon Road, and Diamond Drive. Other route options connect Downtown with adjacent areas like North Mesa and the airport. The current schedule is limited to weekdays and buses are used as a secondary choice to get Downtown. As Downtown begins to densify and more people begin to live within the district, adaptations to the existing public transit service will likely be needed and should

be considered by the County. When the population density of the district is adequate, a dedicated Downtown circulator that would transport riders along a designated Downtown loop that would connect major destinations would be beneficial and further support a “Park Once” strategy.

Bus shelters are a critical component of the transit system that have the potential to improve rider experience and increase choice ridership. Enhancing existing bus stops to create a more attractive and pleasant user experience is also recommended. Shelters should be updated to fit into the established Central Avenue site furnishing scheme in terms of materials and color. Amenities that enhance the pre-and post-boarding experience including digital signage and WiFi hotspots should be considered. Bus stops should promote visibility and facilitate branding of the Atomic City Transit system.

D. Improve the Parking Management Strategy

Current parking requirements in the Development Code set a minimum number of off-street parking spaces by land use to be located within a specified parking envelope that is shielded from the street and residentially zoned properties. Shared parking is allowed but not well-defined as to what uses can share parking according to operating hours. The Planning and Zoning Commission has the authority to waive parking requirements if the peak parking demand occurs after the evening peak period parking demand and adequate on-street or public parking is available. A Park Once strategy is in place authorizing Council to permit developers to make a payment in lieu of providing required off-street parking spaces. The program has not had much success in creating less off-street parking.

These Zoning Code updates, combined with working with a consultant to develop a comprehensive parking management plan for public parking, have proven successful in providing the right amount and locations of parking Downtown.

Downtown should focus on a “park once and walk” strategy that focuses on centralized shared facilities that allows visitors to drive to the district, park, and walk or use alternative transit modes while there. A variety of strategies could be utilized to achieve such a walkable parking strategy including on-street parking options, park and ride facilities, and a series of parking “courts” or structures that are shared by a number of local businesses. Three existing surface parking lots have been identified as good locations for the construction of shared parking structures that could serve Downtown, shown in [“Exhibit 43. Parking Facilities” on page 82](#). Investments in centrally located parking structures would open up redevelopment opportunities within Downtown that would facilitate the larger goal of Downtown densification. Such parking structures could be funded entirely through the capital budget, a public-private partnership that splits the cost between the County and private developers, or an in-lieu payment program. Downtown Bozeman also has a cash-in-lieu program for private developers to pay a fee for providing fewer parking spaces than the minimum off-street requirement. The 2009 Downtown Improvement Plan recommended developing a Downtown Strategic Parking Management Plan. This was completed in 2016 with a recommendation to re-evaluate and restructure the cash-in-lieu program to reflect current construction costs and objectives of Downtown since the original program was written in the 1970s. At that time, the fee was set at \$5,000 per space; in 2018, it was changed to \$25,000 per space. The cash that is raised then provides the city with funds to build new parking facilities that consolidate parking to central locations that serve multiple businesses.

New parking structures located along a public street should include commercial liner buildings along the street-facing facades so that the parking decks have less of a visual impact, as illustrated in [“Exhibit 44. Precedent Examples -Parking” on page 82](#). Pedestrian directional signage should be installed at parking garages to help give clear directions to nearby attractions and destinations. Places on the fringe of Downtown with ample parking, such as the Smith's parking lot, can potentially accommodate

Park & Ride facilities. Other strategies outlined in the Transportation element support a Park Once strategy that is augmented with additional pedestrian, cycling, and public transit options that provide more localized mobility opportunities while reducing carbon output associated with motor vehicle travel.

In addition to a Park Once strategy, minimum parking requirements within the Development Code should be evaluated based on national best practice. Most municipalities recognize that mixed-use environments such as Downtown need revised parking standards. Downtown Bozeman, Montana decided to reduce parking requirements to follow National Best Practices for downtown areas. They revised their Zoning Code in 2010 as recommended by the 2009 Downtown Improvement Plan to exempt the first 3,000 square feet of a development or reuse, reduce minimum requirements for residential development to one space per unit, and allow for parking reductions for proximity to transit and structured parking.

Given the changes anticipated to the parking management, permissive uses, transit access, improved bicycle facilities, and the proximity to established neighborhoods, removing minimum on-site parking requirements is recommended for all

uses except for residential uses. It is recommended that residential uses have a reduced minimum parking requirement, which allows residents parking spaces for their personal vehicles. Parking design standards should be revised to off-street parking that can be provided between the curb edge and building frontage as locating buildings directly next to the street while parking lots and structures are tucked behind or to the side creates a better pedestrian environment where businesses can take advantage of the increased foot traffic and visibility. In addition, standards should add incentives to encourage covered parking and electric vehicle parking stations.

2-4.IV TRANSPORTATION GOALS

The goal is to create safe, efficient, and convenient infrastructure that accommodates all modes including pedestrian, bicycle, transit, and vehicles. In addition, the goal is to also create sustainable, accessible, efficient, and convenient parking options that support a pedestrian-friendly environment. This can be achieved with a variety of tools and updates to the County Code, including the following:

TABLE 14. Transportation Goals

INTENT: Downtown lacks connectivity specifically across Trinity Drive. A cohesive parking management system should be implemented to reduce the number of underutilized surface parking lots.

VISION: a safe and efficient multi-modal system that connects downtown with adjacent neighborhoods, accommodating a variety of transportation options, and connecting downtown to LANL and White Rock

Goal 1: Create safe, efficient, and convenient pedestrian and bicycle infrastructure

Strategy 1.1: Create safe pedestrian / bicycle crossings on arterials, including HAWK beacons and pedestrian/ bike-activated flashing lights specifically along Trinity Drive and consider traffic calming measures where appropriate.

Strategy 1.2: Analyze existing bike and pedestrian infrastructure and implement measures to make them safe and convenient (e.g. buffered bike lanes, signalized crossings, appropriate facility widths and signage). Create standards that require the implementation of safe bicycle / pedestrian infrastructure where appropriate.

Strategy 1.3: Prioritize the funding of the design and construction of bicycle facilities within Downtown

Strategy 1.4: Identify connectivity gaps within the pedestrian and bicycle network and increase and prioritize facilities that provide access to public open spaces and recreational facilities

Strategy 1.5: Form a working group with LANL to collaborate on strategies for a mode share / transportation program

Goal 2: Create a safe, efficient, and convenient transit and vehicular transportation system

Strategy 2.1: Revisit Complete Streets checklist and revise it to prioritize the appropriate modes within the appropriate context.

Strategy 2.2: As Downtown densifies and land uses shift adapt Atomic City Transit Service correspondingly.

Strategy 2.3: Enhance existing bus stops with shelters that emulate established Central Avenue site furnishings and include pedestrian amenities such as real time signage and WiFi hotspots.

Goal 3: Create sustainable, accessible, efficient, and convenient parking options that support a pedestrian-friendly environment

Strategy 3.1: Revisit the existing 'park once' strategy and improve the overall parking management. Consider sites such as the Smith parking lot as a potential P&R facility.

Strategy 3.2: Plan and seek funding for three centralized, shared parking structures.

Strategy 3.3: Add a minimum bicycle parking requirement for new development.

Strategy 3.4: Revise parking requirements and reduce overall parking supply provisions, add standards to locate parking behind buildings, add incentives to encourage covered parking and electric vehicle parking stations, and revise landscape standards to require appropriate landscape in parking lots. Consider measures to bring out-of-compliance parking lots into compliance

Strategy 3.5: Identify convenient visitor parking and implement a wayfinding system that aids visitors to find parking and places of interest



ECONOMIC VITALITY



2 - 5 ECONOMIC VITALITY

2 - 5.I VISION STATEMENT

A vibrant Downtown with an environment in which local businesses can thrive.

2 - 5.II INTRODUCTION

The Economic Vitality element establishes a vision for a vibrant Downtown containing a balanced mix of civic, employment, retail, lodging and entertainment uses, and moderate- to high-density housing. Downtown is currently a strong location for civic uses including County government and historic and cultural attractions such as Fuller Lodge and the Bradbury Science Museum that celebrate the community's unique history. And for a small community, Downtown Los Alamos also has a significant number of jobs in professional and technical services oriented to LANL. With respect to the retail sector, Downtown has a core of community serving stores providing everyday needs, but lacks a diversity and critical mass of small locally-owned stores and restaurants that add to the character and vitality of a downtown. Lastly, housing is an emerging land use with a huge up-side for redevelopment of vacant and underutilized properties and adding to the area's population and spending potential.

This plan recommends a multifaceted approach to creating Downtown economic vitality. The recommended strategies below are designed to address downtown's challenges and contribute to the overall vision of a healthy, diverse, and vibrant district that the community can take pride in, including zoning modifications, public investments in infrastructure and amenities, targeted infill development and redevelopment, and a variety of programs to aid business retention and attraction.

2 - 5.III RECOMMENDATIONS

A. Retail Space Preservation

The strength of the office market and the lack of multi-tenant office space has resulted in first level building space in downtown being occupied by employment uses (primarily LANL contractors) that can easily pay \$30 per square foot and higher to rent space, while most local retailers can only afford to pay half of these rates at best. To preserve first level space for retail uses, the County Council has considered a number of zoning modifications and restrictions.

A blanket requirement of limiting all first level space to retail uses is not the answer. The overall land use development pattern in downtown is that of a series of post-WW II shopping centers with large dedicated parking fields. There is only a small portion of downtown, largely on Central Avenue, that has the characteristics of a traditional main street supporting pedestrian activities with buildings fronting the sidewalks and parking in the rear, side, or in consolidated parking lots. Restricting first level space to retail type activities only makes sense in these settings. It is unrealistic to apply this strategy to the entire downtown area as there is insufficient demand to support this amount of small pedestrian focused businesses.

A number of cities with strong downtown retail sectors have considered use restrictions on the ground floor to prohibit specified non-retail uses. Boulder, Colorado considered limiting a proliferation of banks and financial institutions. Telluride, Colorado, and many other mountain resort communities, have considered restrictions on real estate offices and design firms oriented towards second home buyers. After extensive

EXHIBIT 45. Precedent Examples - Uses That Support Small Business



debate, most communities have chosen not to implement specific restrictions.

Other cities have considered measures to address the preservation of retail or requirements for new space to be developed. Crested Butte, CO prohibits office uses, medical and dental offices and clinics, and financial institutions on the ground floor of buildings that front a certain street. The ground floor of these buildings is reserved for retail commercial establishments, museums, and personal service establishments.

Healdsburg, CA requires a conditional use permit for certain office uses, such as travel agencies, chiropractor, insurance, real estate and financial offices, when located on the ground floor in their Plaza Retail and Downtown Commercial Zone Districts.. Those same uses are permissive and allowable by right when located above the ground floor.

Tumwater, WA requires properties fronting main streets in their Town Center Zone District to have a minimum of twenty percent of the gross floor area on the first floor dedicated to retail sales, restaurants, personal services, museums, or art galleries. First floor uses must be “externally oriented”. “Externally oriented” means having a public entrance opening directly to the outside and facing the main street.

The existing zoning within Downtown allows a variety of uses including office on the ground-floor, but a recently proposed ordinance is being considered that would prohibit professional office, residential, and home occupation businesses. Such regulations should be considered with caution, however, as prohibiting these types of uses goes against national best practices and could inherently impact the ability to implement mixed-use or multifamily developments and thereby create additional vacancies or stifle Downtown redevelopment.

The alternative to use restrictions would be to create regulations that require a certain percentage of the street frontage to be for active uses (e.g., retail, restaurants, bars, and also personal services such as salons and fitness studios). These restrictions should be limited to defined downtown zones where buildings front the sidewalks and there is an existing pedestrian retail environment (e.g., 25 percent of ground floor area or a percentage of the linear street frontage).

B. Retail Space Development

An alternative to prohibitions on ground-floor office uses is to incentivize the development or renovation of first level space that is configured for retail-type uses. Some of the existing first level space is vacant or outmoded and occupied by low rent uses.

Local retailers are generally undercapitalized and do not have the ability to take on building improvements. The County should establish a Retail Space Improvement Program to provide grants to building owners for the renovation of existing first level space or the development of first level space in new mixed-use developments that is marketable to retail uses. These grants would be limited to a percentage of the cost of tenant improvements to a warm shell standard. In return, the landlord would be required to limit the retail lease rate to an affordable level for a period of time sufficient to amortize the amount of public investment. Madison, WI established a Facade Improvement Grant Program to support and encourage small businesses to reinvest in Downtown and neighborhood business districts. Eligible projects may receive a grant for up to half the cost of the facade improvements, to a maximum of \$10,000 per street facing facade. Maximum amounts would range to \$10,000 for a single facade, \$20,000 for a building with two facades, and \$25,000 for “flatiron” buildings. The owner/tenant must use private, non-city funds to match the City’s grant. Property owners of service or commercial/mixed-use structures and building tenants,

with leases of more than one year in length, are eligible for funding. Governmental entities and public and quasi-public authorities are ineligible for funding. The City of Madison has awarded 99 Facade Improvement Grants, totaling \$1,285,200 to businesses.

C. Tenant Recruitment

The retail environment in Los Alamos is challenged by both changes in the national market as well as local conditions. Nationally and globally, the retail sector is impacted by the growth of E-commerce, declining brick and mortar store sales, and retail store chain consolidations. There are fewer tenant options, with lower overall demand, and requirements for larger trade area populations to support specific retail stores. Locally, Los Alamos is also affected by slow growth rates, an aging population with lower retail spending, as well as leakage to the large store base in Santa Fe.

There are, however, some demographic shifts that favor downtown, including growth in demand for locally-based food, beverage, and entertainment uses, all of which prefer a downtown or neighborhood commercial district environment. The restaurant, bar, and microbrewery segment has grown rapidly, and new food and beverage formats have been introduced (e.g., food halls and market halls, farm to table restaurants, and food trucks). These market/food hall establishments focus on creating a community atmosphere with shared eating and common spaces and a variety of food options and small format retail options. These businesses are largely local entrepreneurs starting new enterprises.

A number of zoning-based strategies can be implemented to promote new business start-ups. Food trucks and food halls with multiple small tenants have a low cost of entry and provide chefs and other food providers with an opportunity to test the market and grow their clientele. Outdoor dining is increasingly popular and has helped many restaurants survive Covid. The commercial

development code should be modified to provide greater flexibility to allow for these businesses to get started and grow. In Montgomery County, MD developments that provide retail bays that are no more than 5,000 square feet for at least 3 businesses on sites larger than an acre or for all commercial spaces on smaller sites receive incentive points that may be applied towards a density or height bonus.

D. Develop Strategies to Keep Commercial Rents Affordable

Commercial spaces have seen an increase in rent costs recently, following a national trend. Nationally, as the cost of space rises, local businesses are being forced out and replaced by national chains that can negotiate better rents or afford to subsidize a high-visibility location. This is especially detrimental to those who are looking to start a new business.

One of the best ways to ensure stable occupancy is to provide a mechanism by which businesses can purchase, rather than lease space. In order to aid businesses, municipalities are helping local businesses access credit through “lease-to-own” or “Buy Your Building” programs. These programs either connect local businesses with a network of local bank partners or are subsidized through local grant funding. Another ownership model involves community ownership through commercial community land trusts, and real estate investment cooperatives. Providing expanded access to capital is a huge hurdle for small businesses and communities are becoming creative with how to fund small business through public partnership banks, modeled on the Bank of North Dakota, or establish a one-stop, single-application portal for local entrepreneurs seeking loans. The County should introduce new legislation that creates a partnership with local banks to remove barriers to funding or creates local lease-to-own programs.

In addition to exploring innovative funding options, the County should explore policies that allow for

the conversion of existing large-scale commercial spaces to be divided into smaller, multi-tenant spaces. Large commercial spaces are often harder to fill and therefore sit empty adding to Downtown’s vacancy issue. Multi-tenant conversions create spaces that better accommodate the needs and lease rates of smaller-scale, local businesses. These conversions also lessen the risk for property owners who would no longer be depended on one singular tenant but can attract a variety of tenants to one location. Such spaces could also be treated as “commercial condominiums” that provide possibilities to be individually owned unit that is part of a larger multi-unit building with various owners and further supports the buy your own building programs mentioned above. The County can encourage and promote such conversions through a variety of incentives including design flexibility from regulatory requirements or permit-fee waivers and a faster timeline for eligible projects. In addition, the County may be able to utilize LEDA and/or MRA funding to help provide necessary infrastructure to facilitate conversions and support tenant refurbishment.

A variety of zoning-based strategies are also available. These include updating the Development Code to include a variety of uses that naturally support small business including co-working facilities, business/restaurant start-ups/incubator spaces, food halls and allowance for mobile vending of food or merchandise out of a motor vehicle, cart, kiosk, or other temporary structure. Another strategy is to establish requirements for new developments with a certain amount of commercial uses fronting the public street. Under such regulations, developments are required to have a minimum number of storefront establishments aimed to increase the supply of smaller spaces that tend to be hospitable to local businesses, or to simply cap maximum store sizes to increase supply and keep rents affordable. This strategy should be considered cautiously as it can inherently impact the ability to implement mixed-use or multi-family developments and thereby create additional vacancies or stifle Downtown redevelopment. At

minimum, the Development Code update should update the Use Index Matrix to allow uses that will support small local businesses as those listed above.

E. Promote Mobile Vending

Encouraging mobile vending of food or merchandise out of a motor vehicle, cart, kiosk, or other temporary structure is another strategy to support small local business and promote food and beverage services that specifically cater to subsets of the community such as the youth and families. Such allowances could particularly benefit small businesses that can offer ready-made food options that allow customers to quickly grab-n-go such as ice cream, smoothies, and coffee/tea. These types of uses can contribute to the creation of a vibrant, pedestrian-friendly environment by allowing more affordable options for the youth and families and encouraging spending time in Downtown's public spaces while they enjoy their food/beverages-increasing desired activity with the Downtown public realm. The Development Code should be updated to allow mobile vending. In addition, new public space projects or rehabilitations of existing facilities should provide public utility hookups that support mobile vending through kiosks and/or food trucks.

F. Develop Policies and Incentives to Activate First Floor Frontages

Some community members have remarked that office use on the first floor of commercial buildings has proliferated to the extent where it is restricting the retail opportunities that most often require first floor spaces for successful operation. The existing zoning within Downtown allows a variety of uses including office on the ground-floor, but a recently proposed ordinance is being considered that would prohibit professional office, residential and home occupations / business has emerged. If consensus is reached by the community in favor of prohibiting such uses within the ground-floor of Downtown

buildings, the Development Code should be updated to create Downtown District Standards that do so. Such regulations should be considered with caution, however, as prohibiting these types of uses goes against national best practice and can inherently impact the ability to implement mixed-use or multi-family developments and thereby create additional vacancies or stifle Downtown redevelopment. An alternative to complete prohibitions would be to create regulations that limit the amount of office uses that can occur along a frontage, e.g. 25 percent of ground floor area or a percentage of the linear street frontage.

An alternative to prohibitions on ground-floor office uses is to develop mechanisms to incentivize the desired commercial uses. The Borough of State College, PA included height bonuses within their Commercial Incentive Zone District for developments that include street level commercial. To qualify for the one additional story increased building height bonus, the use within the building's street level commercial area must be retail, service, office, restaurant, theater or any combination of those uses. The area dedicated to the commercial use must not be less than 25 percent of the building's ground floor area and must abut the walls facing the street. The Borough's Commercial Incentive Zone District includes other height bonuses, floor area ratio bonuses, and reductions in required parking for buildings that are green certified, have underground parking, include a mix of uses, or are owner occupied.



Ground floor office uses along Central Avenue create inactive store fronts

Within the Downtown Core Zone District of Coeur D'Alene, Idaho, developments may incorporate features for to receive an increase in floor area ratio (FAR). The FAR multiplied by the parcel size (in square feet) equals the amount of allowable floor area that can be built within a development. The maximum allowable FAR multiplier in the Downtown Core is 6.0. Features that are included in the development that increase FAR include street level retail, public courtyards, structured or below-grade parking, green roofs, workforce housing, and others as defined in the Downtown Core Zone District standards. For street level retail, 100 square feet of additional floor area is granted for each linear foot of retail frontage at street level. Development applications that contain the desired ground floor commercial uses could receive expedited County review/approval processes and/or have their permit fees waived. Boulder, CO provides rebates of permit fees and City sales and use taxes on purchases of fixed assets and equipment for businesses and nonprofit organizations that meet the city's definition of a primary employer. Participating businesses must demonstrate commitment to environmental, social, and community sustainability. In 2019, \$107,269 in rebate payments were made to the Flexible Rebate Program participants. A similar rebate program could be established to incentivize desired commercial uses on the street level in Downtown.

G. Streamline Development Process within Downtown

A lengthy and drawn out approval process can add significant cost to a project and can ultimately threaten the financial solvency of a (re) development project. Fast tracking approvals when a particular project is for a permissive use that meets all the development requirements, including automatic neighborhood protection standards, can be a mechanism for Downtown development. It is therefore recommended that development applications that meet the County's development standards can be approved administratively rather than by the Planning and Zoning Commission.

Administrative approvals within such activity centers is a common national best practice utilized by cities and most have seen a resulting increase in areas targeted for redevelopment. It is therefore recommended that mixed-use, multi-family, and non-residential development projects under 50,000 square feet or that contain 75 or less dwelling units per acre that meet the updated development standards for Downtown can be approved administratively rather than by the Planning and Zoning Commission. In Albuquerque, NM development application approvals for the downtown area have been fast-tracked by allowing administrative approval after updating the zoning code to include specific design guidelines for downtown.

H. Develop Strategies that Incentivize Redevelopment of Vacant and Underutilized Sites and Structures

Vacant and underutilized properties are one of the main concerns within Downtown Los Alamos. Many existing structures and sites are in a state of disrepair which inhibits the development of desired uses. Vacant commercial buildings around Downtown Los Alamos are not only unattractive to residents and visitors, but they also have a negative effect on surrounding property values and can be a magnet for crime. Incentivizing redevelopment of these sites and structures is key to a successful, vibrant, and economically viable Downtown. Several



Former Smith's Marketplace, Mari Mac Village Shopping Center

EXHIBIT 46. Key Redevelopment Sites



key properties with redevelopment potential are highlighted.

The Mari Mac Village Shopping Center lost its anchor tenant when Smith's Market relocated to a new location with a significantly larger Marketplace format south of Trinity Drive. before a new location was constructed south of Trinity Drive. The large, underutilized parking lot and the adjacent vacant structure provide a significant opportunity for redevelopment because of its central location Downtown.

CB FOX Department Store, which closed in April 2020 after 40 years of business is another key vacant property. Although repurposing or re-tenanting the current building is a possibility, the highest and best use of the site may be for a mixed-use housing development with ground-level active commercial uses.

Redevelopment of existing commercial properties can often have extraordinary costs that keep the project from being feasible. These higher costs can be for property assembly, demolition, remediation, and utility upgrades to name a few. The County may need to provide public assistance including property acquisitions and gap financing to make a desirable project feasible. This involvement could be provided through a MRA or other economic development incentives. The County's participation in redevelopment is a public-private partnership (P3) that is a recommendation of the Economic Development Strategic Plan.

Vacant Building Ordinances are a tool to motivate property owners to lease, redevelop or sell vacant properties. Such a strategy is currently utilized in Las Vegas, Tucumcari, and Albuquerque, New Mexico. Effective vacant building ordinances generally include the registration and annual inspection of vacant properties, minimum maintenance requirements, and a system of

EXHIBIT 47. Precedent Examples - Entertainment Venues



Indoor entertainment facilities such as bowling alleys, lazer tag and arcades can attract people , especially families and the youth, to downtown.

penalties and fees for noncompliance. Often, penalty and registration renewal fees increase over time to further incentivize code compliance or the revitalization/redevelopment of the property. Enforcement and administration of a vacant building ordinance requires additional County resources to track and manage the process; something that should be part of the deliberation about adopting these measures.

Another potential strategy that could be implemented through the Development Code update is to include a provision that allows a wider range of uses after a defined period of vacancy. These become available if a property has been vacant for an extended period of time, typically five years. For instance, under such a scenario, the County may not allow a particular use such as office use to be located within Downtown initially, but would allow this use if the building has been sitting vacant for an extended period of time. The rationale behind the strategy is that while the community may not particularly favor certain uses, this could still be a better alternative and be more favorable than a vacant building.

I. *Develop an Entertainment Use That Attracts People, Particularly Families, to Los Alamos*

Successful Downtowns often feature an entertainment venue that hosts a variety of performances and events and draws people of all ages to the area year-round. Currently, Ashley Pond features free outdoor concerts during the summer, but there is no indoor venue that allows ticketed events indoors during colder times of the year. Indoor entertainment venues that feature activities such as amusement arcades, bowling alleys, billiard halls, skating rinks, theaters, laser tag and trampolines are also missing from Downtown and offer excellent options for family activities as are desired by the community. There are, however, ample opportunities to create an entertainment venue of this kind, particularly along the 20th Street

extension south of Trinity Drive that will house the new Marriott Town Place Suites and Conference Center or the former CB FOX department store building along Central Avenue. The former CB FOX building can be renovated to accommodate a small entertainment venue seating 100-250 people.

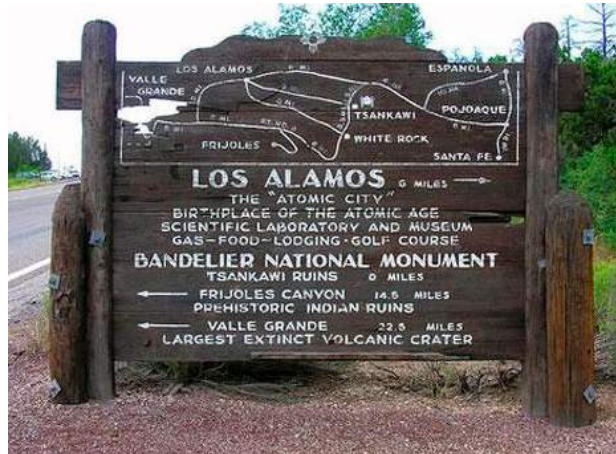
J. Promote Tourism as an Economic Driver

A viable way to increase the market support for retail businesses is by attracting more visitors. The State of New Mexico, and particularly nearby Santa Fe, are major tourism destinations. Los Alamos is primarily a day trip for visitors to the Santa Fe area to go to the Manhattan Project National Historic Park or the nearby natural sights of Bandelier National Monument and Valles Caldera. The current impact of visitors on retail spending is relatively small; depending on the business, it is estimated at an average of 10 percent of annual sales volume or less. However, every new visitor generates additional retail spending in the downtown economy.

The County has an existing Tourism Strategy that provides a roadmap for capitalizing on the area's attractions and amenities. It will be important to locate any urban type attractions in Downtown to build on the existing concentration of uses and to increase the overall draw.

Tourism is a growing sector of the economy in Los Alamos County as visitors come to learn about the area's unique history, partake in outdoor recreation, and visit nearby National Parks such as Bandelier and the Valles Caldera. The Los Alamos Tourism Strategic Plan outlines strategies and actions seen as critical for promoting tourism as an economic driver for the County. Downtown Los Alamos is in a position to harness the economic impact of tourism development as it drives the growth and helps diversify the economy. Downtown Los Alamos is described as a critical strategic location for implementing a variety of the Plan's priority action items, including provisions for increasing

EXHIBIT 48. Tourism



Downtown Los Alamos is in a position to harness the economic impact of the tourists that visit the area to drive its growth and helps diversify the economy.

wayfinding and lodging supply, enhancing guest experiences, and improving quality of life for residents, businesses, and LANL.

A critical component to leveraging tourism as an economic driver for Downtown is enhancing the overall aesthetics to create a more welcoming atmosphere for visitors. This can be accomplished by encouraging infill of vacant commercial buildings and infrastructure improvements aimed at creating a convenient and vibrant walking experience. The

Development Framework in section Exhibit 2 on page 5 and recommendations for updating zoning and pedestrian infrastructure improvements listed throughout this plan will create more walkable, pedestrian-oriented development that is in line with the goals of the Tourism Plan. Additionally, the recommended zoning updates and public space improvements will accommodate a variety of expanded eating, shopping and public space options to meet visitor and resident expectations and encourage more time spent Downtown.

2-5.IV ECONOMIC VITALITY GOALS

The goal is to create a Downtown in which local businesses can thrive by using various strategies and through the update to the Development Code. This can be achieved with a variety of tools and can be facilitated through the County Code requirements using the following strategies:

TABLE 15. Economic Vitality Goals

INTENT: Vacant and underutilized properties are one of the main concerns within Downtown Los Alamos. The deterioration of existing structures and sites that inhibit the development of desired uses is also a concern.

VISION: A vibrant Downtown with an environment in which local businesses can thrive.

GOAL 1: Create a downtown in which local businesses can thrive

Strategy 1.1: Develop strategies to keep commercial rents affordable, either through ordinance or other means

Strategy 1.2: Update the Development Code to incentivize desired commercial uses on ground floors through mechanisms like expedited review/approval processes and waiving permitting fees

Strategy 1.3: Incentivize the development or renovation of first level space to be configured for retail-type uses

Strategy 1.4: Update the Development Code to support small business start-ups including co-working spaces, food trucks, multi-tenant food halls, and greater use of outdoor spaces with restaurants

Strategy 1.5: Update the Development Code to allow mobile vending, particularly for grab-n-go food options for youth

Strategy 1.6: Update the Development Code to allow administrative review and approvals for development proposals that are compliant with all updated Downtown district standards

Strategy 1.7: Work with Los Alamos Main Street to expand Downtown programming and events in the winter months to include a winter festival and ice skating rink

Strategy 1.8: Address prolonged vacancies through the adoption of a Vacant Building Ordinance or zoning provisions that allow buildings vacant for 5 or more years a wider range of uses

Strategy 1.9: Streamline procedures for property owners seeking to divide large existing commercial spaces into smaller, multi-tenant spaces

GOAL 2: Engage in public-private partnerships to incentivize Downtown infill development and redevelopment

Strategy 2.1: Implement the economic development and redevelopment tools and incentives needed to assist private developers with financing gaps and other redevelopment obstacles.

Strategy 2.2: Provide an incentive to a developer/property owner willing to build an entertainment venue in the CB FOX building or other Downtown property



PUBLIC SPACE / STREETS



2 - 6 PUBLIC SPACE / STREETS

2 - 6.I VISION STATEMENT

A vibrant and pedestrian-oriented Downtown that connects assets and provides a variety of pedestrian amenities.

contributes to an overall vibrancy. Linking the existing assets in Downtown with more pedestrian amenities contributes to increased walkability that supports the Comprehensive Plan goals for Downtown.

2 - 6.II INTRODUCTION

The Public Space / Streets element establishes a vision for an inclusive, vibrant and pedestrian-friendly downtown in Los Alamos.

The COVID-19 pandemic in 2020 and 2021 has elevated the value of public spaces within communities. The use of trails, parks and other pedestrian infrastructure has increased exponentially since March 2020. Places where people can gather safely outdoors are in high demand in communities of all sizes across the country. Many municipalities temporarily changed standards and permit processes involving outdoor dining in order to expand service while remaining safely distanced. Some municipalities even shut down streets to allow for outdoor dining to expand from the sidewalks into the street. Such actions illustrate the high demand for more public spaces and outdoor retail options.

Creating spaces with attractive pedestrian amenities and placemaking features in the public right-of-way allows people of all ages to safely interact and have an enjoyable experience. The community has already invested considerable resources into Downtown to enhance the pedestrian experience along Central Avenue and Ashley Pond. In addition, a pedestrian corridor allows for a dedicated space for outdoor dining and retail opportunities while public plazas will provide spaces for food trucks, pop-up businesses, and entertainment venues. Creating more spaces for people to feel welcome to gather Downtown

2 - 6.III RECOMMENDATIONS

A. Create Diverse, Interconnected Public Spaces

Existing public spaces, such as Ashley Pond and the wide sidewalks along Central Avenue, are excellent anchors to the Downtown public space network, that should contain a diverse variety of interconnected public spaces. Amenitized sidewalks, pedestrian corridors, and/or multi-use paths should connect existing and new public spaces including plazas, pocket parks, parklets, and mini plazas to create an interconnected open space network. These new spaces are ideal for adding outdoor dining and accommodating spaces for food trucks, pop-up businesses and entertainment venues throughout Downtown. They can be as small as a parklet, which is generally the size of an on-street parking space, to a large plaza that can host small concerts and festivals. Connections between open spaces through enhanced sidewalks, the creation of a new pedestrian corridor as described in [*"B. Incentivize the Creation of a Pedestrian Corridor" on page 101*](#), or through multi-use trails like the planned and funded Urban Trail along 20th Street should be prioritized to establish an interconnected open space network. Such a network can support local business and greatly enhance the vitality and livability of Downtown.

Downtown Las Cruces, New Mexico has seen immense success by converting half of a block within Downtown into a civic plaza, featuring portals for shading, plentiful seating, a stage, a

EXHIBIT 49. Existing and Proposed Public Spaces

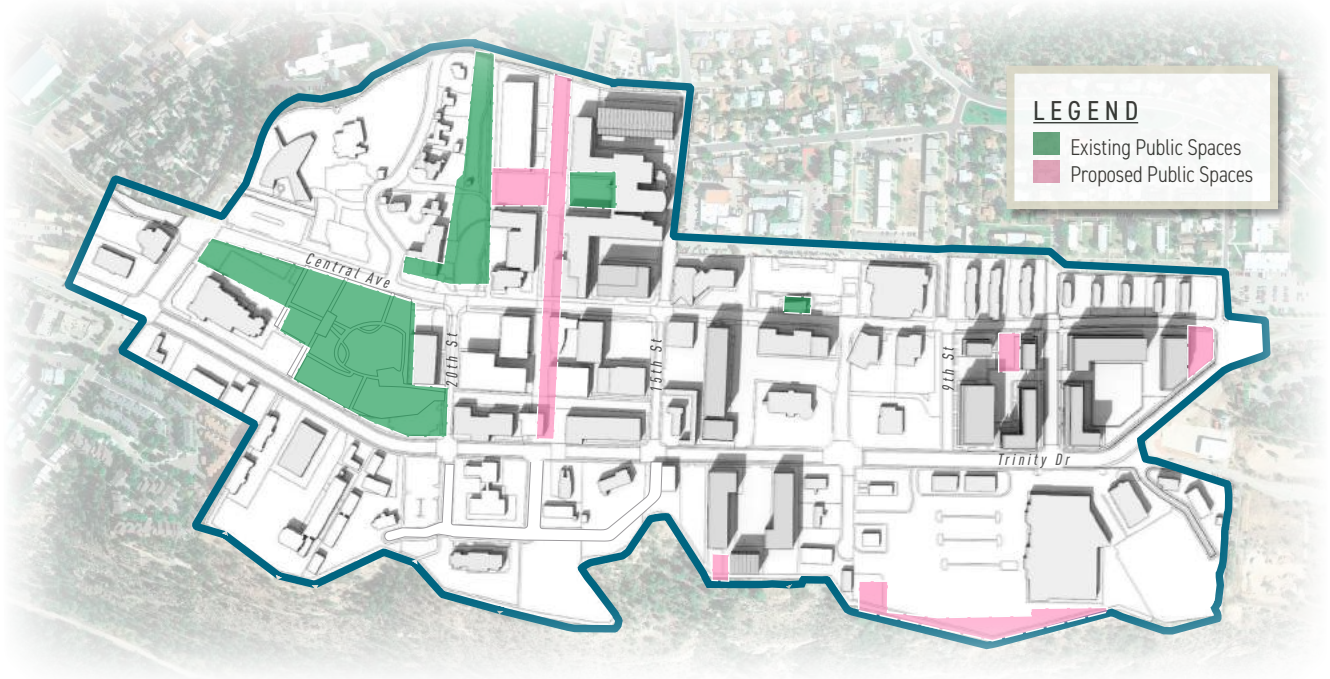


EXHIBIT 50. Precedent Examples of Public Spaces



Plaza with food truck festival at Harvard University, Boston, MA



Plaza with food truck festival, Boulder, CO



Pocket park with seating and landscaping, Newcastle University



Parklet that adds outdoor dining option for restaurant, South Milwaukee, WI

splash pad, and a mix of hardscape and softscape landscaping. It has served as a gathering place and event space for the community and was completed in 2016 through a public/private sector agreement between Las Cruces Community Partners, LLC and the City of Las Cruces. The plaza has been a tremendous catalyst project for Downtown revitalization, serving as a centerpiece of the community. In addition to this central gathering plaza, alleyways that were once vehicular streets have been converted into small public spaces with the addition of pedestrian amenities such as murals, benches, shading, and lighting. These alleyways also serve the purpose of providing a connection to the surrounding neighborhoods.

Potential locations for pedestrian connections and additional public spaces are illustrated in *"Exhibit 49. Existing and Proposed Public Spaces" on page 100*, as well as precedent examples of public spaces illustrated in *"Exhibit 50. Precedent Examples of Public Spaces" on page 100*. The County should plan and seek funding for larger centralized public spaces like a plaza. Updates to the Development Code should include building height bonuses when new development provides publicly accessible amenities such as smaller, privately funded public spaces, dedications for wider sidewalks, pedestrian corridors, or enhanced sidewalk amenities.

B. Incentivize the Creation of a Pedestrian Corridor

A pedestrian corridor dedicates a portion of private development parcels or public right-of-way exclusively to pedestrian use. Such corridors can act as through-block connectors that add dimension to and improve linkages within the downtown pedestrian network by offering alternative pathways off the street. The plan recommends that a major north-south pedestrian corridor is established to increase pedestrian movement between Nectar Street and Trinity Drive. A potential location for the pedestrian corridor is shown in *"Exhibit 49. Existing and Proposed Public Spaces"*

EXHIBIT 51. Precedent Examples of Pedestrian Corridors



Dedicated pedestrian corridors can act as through-block connectors that add dimension to and improve linkages within the downtown pedestrian network. These spaces should contain a high level of pedestrian amenities.

on page 100. This scheme extends the parking corridor that bisects Central Park Square south of Central Avenue to create a break in the large block and allow more pedestrian mobility. Since Central Avenue already has improved pedestrian infrastructure, it would be a natural connection for pedestrians to have a dedicated corridor between Central Avenue and Trinity Drive. The corridor would run from Nectar Street south to Deacon Street, where it would turn east and then south again at 17th Street to follow the current street network. The corridors should feature outdoor dining and retail areas with shopfronts or entertainment venues that activate the corridor. Facades and storefronts along the pedestrian corridor should be designed to cater to the eye level of pedestrians. Other pedestrian amenities should include string lights, street furniture, decorative pavement treatments, water fountains, and public restrooms. Special events can also be held along the pedestrian corridor. These additional amenities create an “outdoor room” within the urban fabric. The Development Code should be updated to provide building height bonuses for property owners who implement segments of the pedestrian corridor indicated in *“Exhibit 49. Existing and Proposed Public Spaces” on page 100* on their property.

C. Define Streets as Public Spaces

Downtown streets are in need of improvements to create a walkable, pedestrian-oriented environment. Without an established street scheme, Downtown’s public realm feels disjointed. As Downtown should serve as Los Alamos’s premier community destination, the implementation of a unified streetscape will unify the public realm, strengthen the identity of Downtown, and increase the supply of public space. A cohesive streetscaping design scheme that emulates the existing condition along the western portion of Central Avenue is therefore recommended to be implemented among all Downtown streets. This includes the widening of sidewalks where feasible, and continuing the established street furnishings schemes for benches, trash receptacles, lighting, and bike racks to help create a cohesive look throughout Downtown. Mimicking the style found in these areas along other streets will make the best use of past and future available funding. Examples of already existing streetscape / amenity design elements are illustrated in *“Exhibit 52. Existing Streetscape Design Elements along Central Avenue” on page 102*. Along with this scheme, a cohesive street tree and landscaping plant palette should be established that allows designers to choose from a curated list of plants that are drought-tolerant and appropriate for the specific climate of Los Alamos. Typical street sections that indicate how wider

EXHIBIT 52. Existing Streetscape Design Elements along Central Avenue



Bench and waste receptacles on Central Avenue



Bike racks and light fixtures on Central Avenue

sidewalks, landscaping, and bicycle infrastructure could be incorporated are shown in [“Exhibit 26. Pedestrian Infrastructure Improvements Cross-Sections” on page 61](#). The County should include the funding of streetscape improvements that emulate the improved portions of Central Avenue in the Capital Improvement Program.

2 - 6.IV PUBLIC SPACE / STREETS GOALS

The goal is to establish an inclusive, vibrant, and pedestrian-friendly downtown that includes a central gathering space, nighttime entertainment, and more retail and restaurants. This can be achieved with a variety of tools. Strategies can be facilitated through the County Code requirements using the following strategies:

TABLE 16. Public Space / Streets Goals

INTENT: Downtown has a number of existing assets that are not connected, and lacks space for food trucks, outdoor dining, and pop-up businesses.

VISION: A vibrant, pedestrian-oriented Downtown that connects the existing assets and provides a variety of pedestrian amenities.

GOAL 1: Create a welcoming, vibrant, pedestrian-friendly downtown that includes a central gathering space, nighttime entertainment and more retail and restaurants

Strategy 1.1: Enhance, maintain, and connect existing public spaces and assets

Strategy 1.2: Identify, plan for and fund/incentivize the development of a north-south pedestrian corridor to encourage walking and outdoor dining

Strategy 1.3: Identify, plan and seek funding for larger, more centralized public spaces like a plaza.

Strategy 1.4: Create/incentivize a series of diverse public spaces including parklets and mini plazas that provide spaces for outdoor dining, food trucks, pop-up businesses and entertainment events.

Strategy 1.5: Update the Development Code to include incentives like building height bonuses for the creation of smaller, privately funded public spaces or connections including dedications for wider sidewalks, the creation of pedestrian corridors, or enhanced sidewalk amenities.

Strategy 1.6: Improve the skate park for the safety of users and other park-goers

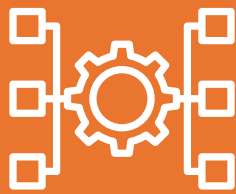
GOAL 2: Enhance Downtown streets so they act as public spaces

Strategy 2.1: Implement streetscape designs that emulate the improved portions of Central Avenue along other Downtown streets

Strategy 2.2: Include the funding of streetscape improvements that emulate the improved portions of Central Avenue in the Capital Improvement Program.

Strategy 2.3: Update the Development Code to require street trees a minimum of 25' on center along Downtown streets.

Strategy 2.4: Increase sidewalks widths in downtown to a minimum of 8 feet and/or incentivize property owners to dedicate additional right-of-way as appropriate/feasible.



INFRASTRUCTURE



2 - 7 INFRASTRUCTURE

2 - 7.I VISION STATEMENT

Reliable public infrastructure that enhances the overall quality of life while reducing associated carbon output.

2 - 7.II INTRODUCTION

The Infrastructure element establishes a vision for public infrastructure that is accessible, equitable and low carbon. This applies to Downtown transportation, water, sewer, power and broadband. It addresses the currently unreliable broadband network to provide more access and bandwidth within Downtown.

Public utilities hook-ups are also in short supply in Downtown. These hook-ups would allow pop-up businesses and food trucks to position themselves in public spaces without the use of diesel generators

2 - 7.III RECOMMENDATIONS

A. Incorporate Downtown Infrastructure improvements into County's CIP

The various sections above speak to an extensive number of public infrastructure improvements ranging from vehicular, pedestrian and bicycle facilities, trails, open space, and public amenities to be integrated into Downtown. These items should be incorporated in the County's Capital Improvement Program (CIP).

Within the goals established in *"2 - 6 Public Space & Streets"* on page 99, a series of public spaces of varying sizes is recommended to be implemented.

The installation of public utilities hook-ups that are ideally generated on-site from a renewable source should be coordinated with the installation of public spaces within Downtown in order to facilitate public events, pop-up businesses and food trucks to fully utilize these spaces. Potential locations for these public hook-ups for utilities are shown in *"Exhibit 53. Potential Public Utility Hook-Up Locations"* on page 106.



The areas surrounding Ashley Pond have free wifi



Public hook-ups for utilities can be installed in public places to support special events.

EXHIBIT 53. Potential Public Utility Hook-Up Locations



EXHIBIT 54. Precedent Examples -Technology



Simply Grid supply easy access to grid electricity for food trucks.



AT&T Street Charge NYC Solar Powered Phone Charging Stations



Smart bus stop terminals provide free Wifi hotspots and charging stations for passengers.



LinkNYC system supplies free public Wifi hotspots and charging stations.

B. Promote Access to Utilities and Broadband

Improve the reliability of the free wifi in the areas where it is currently available. Expand the range to include more of Downtown Los Alamos, with new public spaces prioritized.

The internet has become an essential part of our daily lives and access to free, high-speed, reliable broadband service is a priority for Downtown Los Alamos. Free public WiFi is already provided in the Ashley Pond area as well as Fuller Lodge. This free public WiFi should be upgraded to improve reliability as well as expanded into more locations within Downtown to increase opportunities to connect. Expansion to bus stops should also be prioritized in order to create smart stops where

riders can surf the web and charge their devices while they wait.

2 - 7.IV INFRASTRUCTURE GOALS

The goal is to promote access to renewable sources for power and broadband throughout Downtown. This can be achieved with a variety of tools and updates to the County Code, including the following:

TABLE 17. Infrastructure Goals

INTENT: The County lacks reliable public infrastructure to serve residents and the workforce.

VISION: Reliable public infrastructure that enhances the overall quality of life while reducing associated carbon output.

GOAL 1: Promote access to utilities and broadband throughout the County

Strategy 1.1: Plan and seek funding for the Implementation of a reliable broadband network throughout Downtown.

Strategy 1.2: Provide public WiFi hotspots at destinations like Ashley Pond, major public spaces, and at bus stops.

Strategy 1.3: Offer access to utilities to support pop-up businesses and food trucks in public spaces

Goal 2: Implement public infrastructure improvements, streetscape improvements, transportation, recreational trails, and open space improvements that will aid in Downtown revitalization and general quality of life.

Strategy 2.1: Seek funding for priority infrastructure improvements identified within Downtown through the Capital Improvement Program.



SUSTAINABILITY



2 - 8 SUSTAINABILITY

2 - 8.I VISION STATEMENT

A Downtown that integrates sustainable practices throughout.

2 - 8.II INTRODUCTION

The Sustainability element establishes a vision for a sustainable downtown. Practicing sustainability moving forward is key to protecting the natural environment and beautiful landscapes that surround Los Alamos as well as the air and water quality of the County for future generations.

Sustainable development practices within Downtown are currently lacking. The implementation of green buildings and infrastructure strategies, provides a vision for Downtown to be a local model of environmental stewardship that generates environmental, social, and economic benefits. Publicly funded improvements and incentives for private development could encourage the integration of sustainability measures and contribute to this vision.

2 - 8.III RECOMMENDATIONS

A. Create Standards for Implementation of LID, Solar Covered Parking, and Electric Car Charging Stations

Low Impact Development (LID) techniques are systems and practices that use or mimic natural processes that result in the infiltration, evapotranspiration or use of stormwater in order to protect water quality and associated aquatic habitat (US Environmental Protection Agency). If designed, installed, and maintained properly, LID can help enhance regional water quality by

reducing and filtering stormwater runoff before it enters waterways, add value to development projects by reducing infrastructure costs, and preserve or create on-site natural systems that manage stormwater, add aesthetic value, and double as a public amenity. LID techniques feature sloped curbs, bioswales, rain gardens, permeable pavement, and cisterns or rain barrels for rainwater harvesting.

By including requirements for incorporating LID techniques into new development and redevelopment, a higher level of sustainability will be reached in Downtown. The Development Code should be updated to include the following LID practices:

- Better site design requirements that reduce and disconnect impervious surfaces and direct runoff to landscaped areas or porous pavement to promote infiltration and reduce runoff volumes.
- Bioretention requirements in parking lots such as rain gardens, bioswales, and bioinfiltration practices that collect runoff and manage it through infiltration, evapotranspiration, and biological uptake of nutrients and other pollutants
- Allowances for porous pavement including porous concrete, porous asphalt, and interlocking pavers, contain pore spaces that store and allow runoff to infiltrate into the ground.
- Encouraging ecological landscaping through native plants that are easy to maintain and are adapted to local climate and soil conditions to decrease the need for watering, fertilizers, and pesticides

These standards should specifically define the purpose, function, and specifications of LID while leaving room for flexibility to creatively apply these systems where it is appropriate. Precedent examples of LID are shown in ["Exhibit 55. Precedent Examples of LID Techniques" on page 110.](#)

EXHIBIT 55. Precedent Examples of LID Techniques



A curb cut to a bioswale allows stormwater to infiltrate through the soil naturally instead of being directly diverted to storm drains, Albuquerque, NM



Permeable pavers allow water to infiltrate the soil instead of contributing to runoff, Albuquerque, NM

EXHIBIT 56. Precedent Example - Solar Parking



Solar covered parking in Albuquerque, NM

B. Incorporate Green Parking Lot Practices for Outdoor Lighting

While necessary for urban environments like Downtown, parking lots are notorious for polluting stormwater runoff and adding to the heat island effect. The incorporation of green parking lot practices can create a more sustainable Downtown development. This can be largely achieved through incorporating LID practices that incorporate bioretention and porous pavements as discussed above. Innovative parking lots are now also incorporating elements like solar parking covers and electric charging stations. Solar covered parking has numerous benefits including a better usage of current space, reduced energy consumption and electrical costs, and cooler and more comfortable interiors of vehicles. Solar covered parking can also reduce the heat island effect within cities. Structures and roads absorb and re-emit the sun's heat more than natural landscapes, contributing to higher temperatures than outlying areas. Solar covered parking maximizes the limited space Downtown while keeping energy bills more predictable. A precedent example of solar covered parking is shown in ["Exhibit 56. Precedent Example - Solar Parking" on page 110](#). Landscaping standards would not be required within parking lots if solar covered parking is used.

With the continued increase of electric cars on the roads, cities have begun including requirements and standards for electric car charging stations within their parking requirements. Electric cars reduce air pollution and transportation contributions to climate change. Providing locations for charging electric cars allows residents and visitors opportunities to have an impact on reducing the effects of climate change within the community. It is recommended to update the Development Code to incentivize installation of electric car charging stations for existing development when building improvements take place and for new development.

C. Update Outdoor Lighting Standards

Los Alamos is situated in close proximity to two units of the National Park System - Bandelier National Monument and Valles Caldera National Preserve. Both of these places have applied for certification by the International Dark Sky Association as International Dark Sky Parks. This certification requires demonstration of robust community support for dark sky protection.

When fully redeveloped, more urbanized areas such as Downtown are likely to generate a significant amount of nighttime lighting. The trespass of nighttime lighting is a significant concern to Los Alamos residents who desire to preserve the remarkable natural setting in which the community exists. The County has funded a streetlight LED replacement program which should be utilized to update existing lighting fixtures within Downtown. In addition, the County Public Works Department should explore funding for a control system that allows the dimming and turning off of district lighting and provides notifications when lights are out. This plan recommends that the lighting regulations within the Outdoor Lighting section of the Chapter 16 Development Code be updated to reflect national best practices to encourage the preservation of a dark nighttime sky. At a minimum, the Code Update needs to regulate the use of fully shielded and full cut-off light fixtures to reduce light emission to ensure outdoor lighting does not exceed levels specified in the IES-recommendations and to encourage the use of energy-efficient light fixtures.

D. Revise Landscape Requirements to Promote Native Plants

Currently, the Development Code states in Sec. 16-754 that "landscape design should emphasize native plants and water conservation practices and should give due consideration to the recommended plant materials list." The Development Code should be updated to include a recommended

plant material list that encourages native and regionally adapted plants, as they work best within applications of LID techniques to control storm runoff and erosion and are appropriate for the specific climate of Los Alamos. Native plants require a minimum effort to maintain and provide natural habitat for birds and wildlife, including sustaining populations of pollinators and other beneficial insects. Precedent examples of native plant schemes are shown in ["Exhibit 57. Precedent Examples of Native Plants Schemes" on page 111.](#)

EXHIBIT 57. Precedent Examples of Native Plants Schemes



Native landscape palettes used throughout public improvements including streetscapes and along multi-use trails

2-8.IV SUSTAINABILITY GOALS

The goal is to foster and promote sustainability practices. This can be achieved with a variety of tools. Strategies can be facilitated through the County Code requirements using the following strategies:

TABLE 18. Sustainability Goals

INTENT: Sustainable development practices within Downtown are currently lacking and could be increased and incentivized.

VISION: A Downtown that integrates sustainable practices throughout.

GOAL 1: Foster and promote sustainability practices

Strategy 1.1: Create standards that require and incentivize the implementation of Low Impact Development techniques (LID) and that incorporate Green Stormwater Infrastructure features (GSI), solar covered parking, electric car charging stations amongst others.

Strategy 1.2: Create development regulations for outdoor lighting fixtures that mitigate light pollution to maintain dark skies in concert with local efforts as applicable

Strategy 1.3: Encourage renewable energy integration in new development and County facilities

Strategy 1.4: Update the development code to include a recommended plant list of native and regionally adapted plants suited for Los Alamos.



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PART 3: IMPLEMENTATION

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PART 3. IMPLEMENTATION

Implementation of the Development Framework will not happen overnight, and there is not a single group or organization that has the capacity to implement all of the strategies developed in the Plan. It will take a long-term, incremental approach

that requires the collaboration between the County, property owners, and development community through a combination of strategic catalytic projects as well as the facilitation of smaller scale infill opportunities.

3 - 1 FUNDING AND FINANCING OF DOWNTOWN IMPROVEMENTS

The following section outlines several funding sources that could be utilized to fund the improvements outlined in this plan.

3 - 1.I CAPITAL IMPROVEMENT PROGRAM (CIP)

The County's Capital Improvement Plan provides a roadmap for necessary capital improvements needed during the upcoming planning period, typically five years, and the proposed method to finance those improvements. The County's capital budget can be utilized to pay for a variety of public infrastructure projects identified in the plan including improvements, to public buildings and sites, utility infrastructure, roadway and streetscape improvements and public spaces. The County should begin to connect the recommendations within this plan to the capital planning process.

3 - 1.II LOCAL ECONOMIC DEVELOPMENT ACT (LEDA)

The Local Economic Development Act (LEDA) is a critical funding mechanism that would allow the County to invest public money in private business ventures that could facilitate Downtown

redevelopment or critical projects with public benefits such as job creation. Before LEDA, governments could not devote public funds to privately sponsored economic development initiatives. LEDA changed that by allowing cities to pass a local ordinance that enables them to earmark proceeds from the 1/8 percent local-option gross receipts tax for publicly beneficial infrastructure projects, which Las Cruces has implemented.

The LEDA program has a competitive grant program funded by an annual appropriation from the legislature that is managed by the New Mexico Economic Development Department (EDD) that provides grants to local governments (city, county, or tribal) for economic development projects and initiatives. LEDA requires communities to first complete a LEDA resolution and create an economic development organization and strategic plan. A total of 83 New Mexico communities, including Los Alamos County, have completed a LEDA resolution, which allows the community to apply for State funding for qualified projects based on funds appropriated by the State legislature. So far for FY 2021, the State has allocated approximately \$37 million in grants for projects. Projects using State funds must be in economic base industries (primary jobs), create permanent full-time jobs, and have a 10 to 1 ratio of private investment to LEDA funds.

LEDA-qualified uses include public infrastructure, grants or loans for land or buildings, and economic development incentives.

New legislation in 2020 (SB-118), referred to as the Local and Regional Economic Development Support Fund, amends the LEDA program to allow the EDD to participate in economic development projects including grants or loans for acquiring or improving land, buildings, or infrastructure; ROW infrastructure including broadband; and infrastructure improvements for cultural facilities. The program requires a Project Participation Agreement with the local government for a “substantive contribution.” In separate legislation, the LEDA fund received an additional \$15 million for this new initiative.

These LEDA funds are a key way for Los Alamos County to be able to invest public money in private ventures that will directly have an impact on the overall business environment in Downtown. LEDA funding could be utilized to help subsidize key Downtown redevelopment projects such as the redevelopment of the Mari Mac Village into a mixed-use center or for critical infrastructure improvements like a Downtown broadband network.

3 - 1.III DEVELOPMENT INCENTIVES

Private sector funds will also be critical to implementing the recommendations outlined within this plan. The County could establish a variety of development incentives to attempt to stimulate private investment throughout Downtown. Indirect funding mechanisms in the form of development incentives could include:

- *Granting bonus densities under the Development Code in exchange for the provision of public amenities identified in this plan, such as a percentage of affordable housing or ground-floor retail, public gatherings spaces such as mini-plazas, wider sidewalks or a portion of the pedestrian corridor.*
- *Property tax abatements or deferrals in exchange for provisions of public amenities Below-market rate land sales or ground leases*
- *In-lieu payments*
- *Fast tracked approval processes for downtown housing or catalytic mixed-use development to lower developer costs*

3 - 2 IMPLEMENTATION MATRIX

“Table 19. Downtown Los Alamos Development Framework Implementation Matrix” on page 119 outlines the general types of projects envisioned by the Development Framework outlined in “Part 2. Vision & Goals” on page 42 and the type of funding mechanism that could be utilized to implement them. The priority column indicates implementation priorities to guide the phasing of improvements. Projects indicated as short-term should begin with completion of the plan as they are seen as catalytic investment that will spur further redevelopment within Downtown. Intermediate should be targeted

to begin within seven years of adoption of the Plan and long term are those that are anticipated to take more time around 15 years of adoption of the Plan. On-going efforts are those that are anticipated to be phased in as infrastructure renovations and infill development take place.

TABLE 19. Downtown Los Alamos Development Framework Implementation Matrix					
Priority	Project Type	Description	Entity	Funding Mechanism	Potential Regulation and/or Incentive
Short-term	Broadband Infrastructure	Improve broadband infrastructure downtown to encourage new private investment.	Public	CIP, LEDA	N/A
Short-term	Parking Structures	Construct three parking structures that are strategically located throughout Downtown to accommodate a 'park once and walk' parking management strategy.	Public Private	TIF or LEDA Private Development Funds	<ul style="list-style-type: none"> - Public contributions toward parking structure - Development Incentives such as building height bonuses in exchange for open space - In-lieu contributions
Short-term	Catalytic Infill Development	Redevelop three key sites including the Mari Mac Village, CB FOX Department Store, and Central Park Square through public-private partnerships that can provide spatially targeted mixed-use infill development that aims to spur additional economic investment in the area.	Public Private	LEDA Private Development Funds	<ul style="list-style-type: none"> - Public infrastructure investments - Revised development regulations that allow higher density development with reduced parking standards - Development Incentives such as building height bonuses in exchange for open space - Staff Technical Assistance to streamline development process through administrative approvals
Intermediate	Strategic Infill Development	Infill mixed-use and higher density housing on targeted infill lots Downtown.			
Ongoing	Existing Facade Improvements	Implement façade improvement programs to improve the exterior appearance of buildings and storefronts.	Public Private	CIP, LEDA	N/A
short-term	Gateway Features	Install highly visible gateway features including elements such as roadway arches, sculptures, signage, decorative paving, lighting, and landscaping at the intersections of Central Avenue and Trinity Drive and Central Avenue and Oppenheimer Drive.	Public	CIP	N/A
Intermediate	Wayfinding Signage	Implement a comprehensive and unified Downtown signage system		CIP, TIF	N/A
Short-term	Roadway Extensions of 6th Street and 9th Street	Extend 6th Street and 9th Street between Central Avenue and Trinity Drive to create smaller and more connected block structures that are typical of walkable Downtowns.	Public Private	CIP, LEDA Private Development Funds	<ul style="list-style-type: none"> - Private dedication of right-of-way - Requirements for the construction of roadway segments
Intermediate	Roadway Extensions of 15th Sreet and 20th Street	Extend 15th Street and 20th Street south of Trinity Drive to create more north-south connectivity and generate more redevelopment potential for sites south of Trinity Drive.			
Intermediate	Central Avenue Intersection Crossing Improvements	Install protected crossing improvements such as raised crosswalk, pedestrian bulb-outs or speed tables along Central Avenue intersections and mid-block crossings.	Public	CIP	N/A
Short-term	Trinity Drive and 20th Street Intersection Crossing Improvements	Install protected crossing improvements at Trinity Drive and 20th Street to facilitate the Urban Trail connection. Funding is in place for the traffic signal at Trinity Drive and 20th Street.	Public	CIP	N/A
Intermediate	Remaining Trinity Drive Intersection Crossing Improvements (Knecht Street to Central Avenue)	Create more visibility and safer conditions among the remaining Trinity Drive intersections from Knecht Street to Central Avenue by installing enhanced pedestrian crossing improvements such as colored crosswalks.	Public	CIP Private Development Funds	N/A

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TABLE 19. Downtown Los Alamos Development Framework Implementation Matrix					
Priority	Project Type	Description	Entity	Funding Mechanism	Potential Regulation and/or Incentive
Short-term	Central Avenue Streetscape Improvements	Continue Central Avenue streetscape improvements that emulate those that exist between Oppenheimer Drive and 9th Street, along the eastern segments of Central Avenue past 9th Street.	Public Private	CIP Private Development Funds	<ul style="list-style-type: none"> - Development Incentives such as building height bonuses in exchange for sidewalk improvements - Development regulations for new construction and additions
Short-term	Deacon Street Improvements	Redesign of Deacon Street between 15th Street and 20th Street is planned and will aid in increasing access and connectivity for pedestrians, cyclists, and vehicles.	Public	CIP	N/A
Short-term	Trinity Drive Streetscape Improvements	Address crossing improvements and streetscape improvements through the Trinity Drive Safety Project between Oppenheimer Drive and Knecht Street. Design is funded and an RFP will be issued shortly.	Public	HSIP (Federal Highway Safety Improvement Program)	N/A
Long-term	Remaining Streetscape Improvements	Implement roadway reconstruction and/or improvement projects of remaining Downtown roadways to include wider sidewalks, street trees, landscaping, and unified street furnishings that emulate existing improvement along Central Avenue as feasible.	Public Private	CIP Private Development Funds	N/A
Short-term	Urban Trail Bicycle Improvements	Complete the Urban Trail that provides a direct connection from the Canyon Rim Trail which runs along the canyon edge on the southern boundary of Downtown. This project is funded and in the design stage.	Public	TAP (Federal Transportation Alternative Program), CMAQ (Congestion Mitigation and Air Quality)	N/A
Short-term	Canyon Rim Trail Improvements	Complete the Canyon Rim Trail which runs along the canyon edge from Knecht Street to 20th Street is funded and will soon proceed to final design.	Public	CIP	N/A
Long-term	Remaining Bicycle Improvements	Install pavement markings to indicate sharrows along Deacon Street and Knecht Street as well as Bathtub Row.	Public Private	CIP Private Development Funds	<ul style="list-style-type: none"> - Development requirements for construction and additions to the bicycle network on/near adjacent development
Ongoing	Short-term Bicycle Parking Facilities	Install bicycle parking consisting of simple bike racks, bike lockers or indoor bicycle storage rooms throughout Downtown, but particularly within infill development sites.	Public Private	CIP Private Development Funds	<ul style="list-style-type: none"> - Development regulations for bicycle parking within new construction and additions
Intermediate	North-south Pedestrian Corridor	Create pedestrian-only portion of the north-south pedestrian corridor between Central Avenue and Trinity Drive.	Public Private	LEDA Private Development Funds	<ul style="list-style-type: none"> - Development regulations for new construction and additions - Development Incentives such as building height bonuses in exchange for creation of corridor segments
Long-term	North-south Pedestrian Corridor	Create a shared pedestrian corridor between Nectar Street and Central Avenue.			
Intermediate	North-south Pedestrian Corridor	Create pedestrian-only portion of the north-south pedestrian corridor between Central Avenue and Deacon Street.	Public Private	LEDA Private Development Funds	<ul style="list-style-type: none"> - Development regulations for new construction and additions
Short-term	Premier Gathering Spaces	Create premier public gathering spaces such as plazas within the two major redevelopment sites, Central Park Square and the Mari Mac Shopping Center.	Public Private	LEDA Private Development Funds	<ul style="list-style-type: none"> - Development regulations for new construction and additions - Development Incentives such as building height bonus
Ongoing	Pocket Parks, Mini-plazas, and Parklets	Create a variety of public spaces Downtown including pocket parks, mini-plazas and parklets as part of Downtown redevelopment.	Public Private	CIP, LEDA Private Development Funds	<ul style="list-style-type: none"> - Development regulation requiring open space - Development Incentives such as building height bonuses in exchange for open space
Ongoing	Transit Improvements	Enhance existing transit stops with new shelters, lighting, landscaping, and rider amenities such as WiFi hotspots on digital onboarding signage.	Public Private	CIP Private Development Funds	<ul style="list-style-type: none"> - Development regulations for new construction and additions - Development Incentives such as building height bonuses in exchange for sidewalk improvements

3 - 2.1 PHASING PRIORITIES

A. *Short-term Priorities*

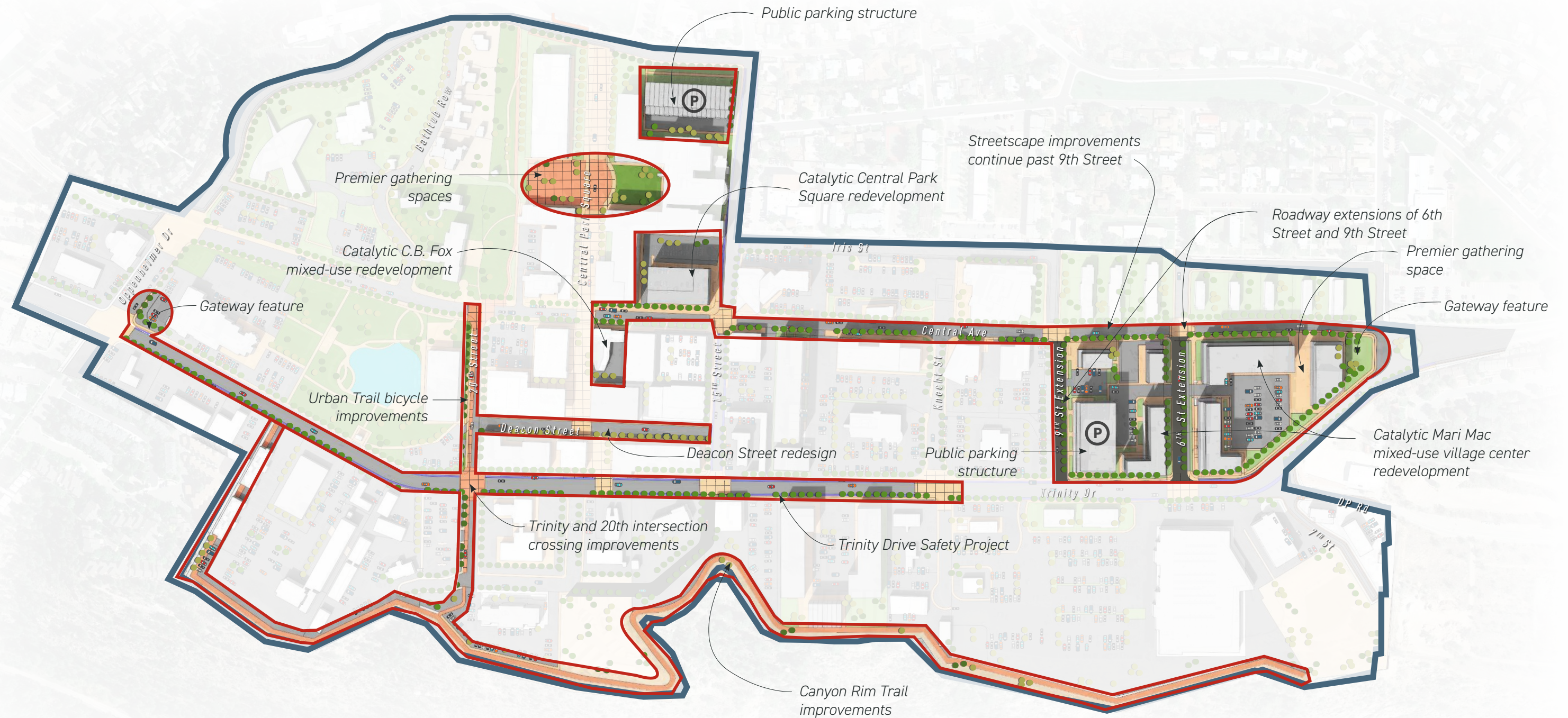
Projects designated as a short-term priority are those seen as catalytic, or those of a sufficient magnitude to stimulate redevelopment of vacant or underutilized areas around them. Gateway features at the east and west bookends welcome visitors into the area. Mixed-use redevelopment of two critical sites, Central Park Square and the Mari Mac Shopping Center, can create critical masses of commercial and high density housing to become anchors along each end of the Central Avenue corridor. Public gathering spaces such as plazas with enhanced placemaking features and pedestrian amenities should be incorporated into both of these development sites to create yet another anchor of activity at each end of the corridor.

Roadway extensions of 6th Street and 9th Street between Central Avenue and Trinity Drive create smaller and more connected block structures that are typical of walkable Downtowns and create even more redevelopment potential for the Mari Mac Shopping Center site while the initial portions of a north-south pedestrian corridor have a similar

effect for Central Park Square. The anticipated concentration of activity that could occur within these two sites also makes them ideal locations for public parking structures. Anchoring two significant parking resources at each end of Central Avenue will also create the infrastructure necessary to support a true parking district within Downtown as most destinations within the district would be easily accessible by foot from either structure.

The continuation of the Central Avenue streetscape improvements along the eastern portion of the corridor ensures a pleasant walking environment along the Main Street corridor between these two activity centers and creates further infill opportunities between them. Safety and streetscape improvements along Trinity Drive from Oppenheimer Drive to Knecht Street will also facilitate a more pleasant and connected pedestrian experience. Provisions for Broadband infrastructure within Downtown would facilitate further redevelopment opportunities by creating a critical infrastructure service for commercial, office, and housing uses alike. The remaining short term priority projects revolve around bicycle and pedestrian improvements needed to facilitate the completion of the Canyon Rim and Urban Trail projects that will facilitate a major alternative connector into Downtown.

EXHIBIT 58. Short-term Priority Projects

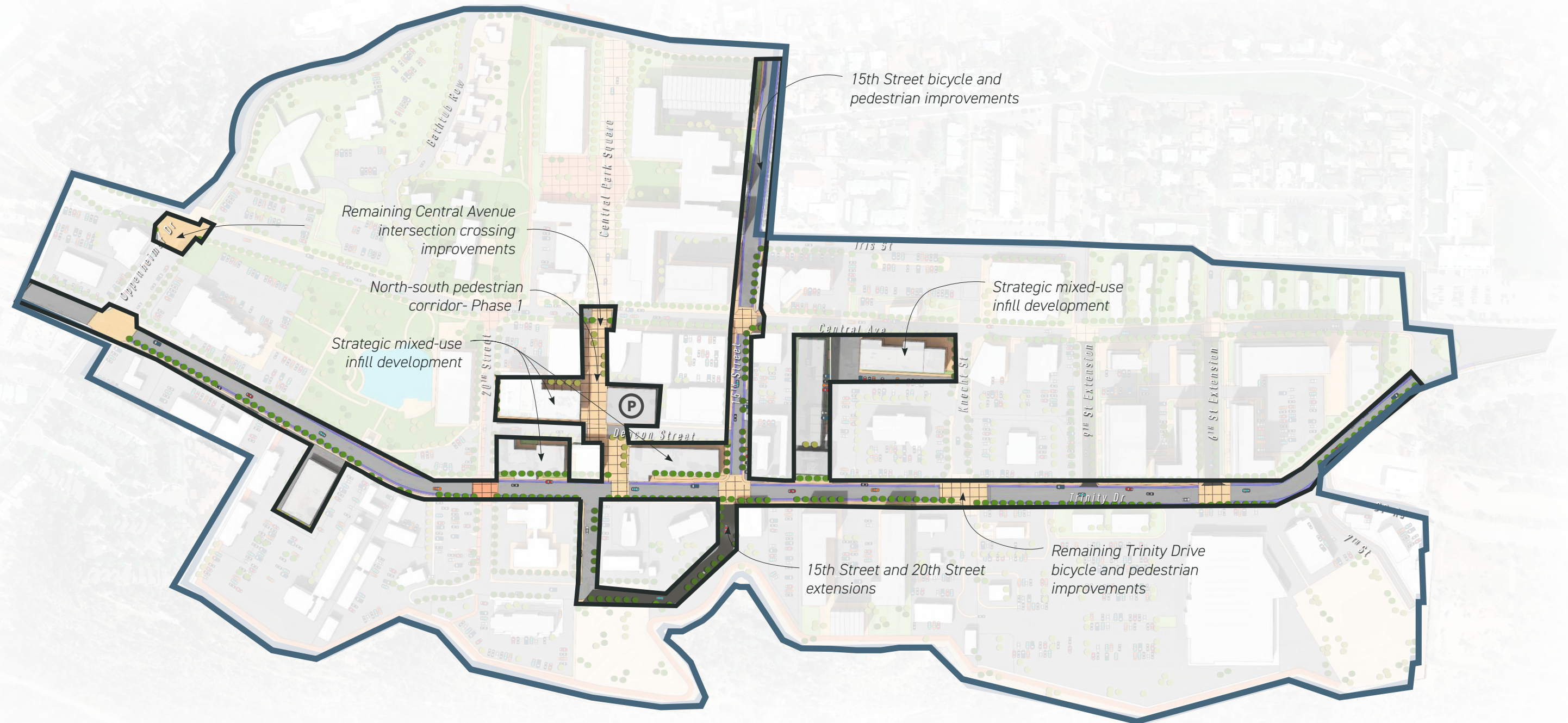


B. Intermediate Priorities

The intermediate tier of projects builds off the momentum of Phase 1. Intermediate mixed-use and high-density residential infill development is anticipated to occur along Central Avenue between Central Park Square and the Mari Mac Village. One particularly important node for mixed-use infill development is along Deacon Street, where an additional parking structure is proposed. The majority of remaining projects within this phase revolve around creating opportunities for cross-district connectivity off of the central spine that was developed in Phase 1.

Roadway extensions of 15th Street and 20th Street south of Trinity Drive as well as the pedestrian safety enhancements of the remaining Trinity intersections provide necessary north-south connectivity and generate more redevelopment potential for southern sites. The continuation and evolution of the pedestrian corridor south of Central Avenue creates a distinct pedestrian-only connector capable of becoming a unique destination. Paired with the redevelopment of Deacon Street, these improvements can spur further redevelopment of sites between 15th Street and 20th Street. Dedicated bicycle lanes along Trinity Drive and sharrows along 15th Street can complete a robust bicycle network that can facilitate cycling as an alternative transport method within Downtown. The implementation of a comprehensive wayfinding system ensures that visitors and residents alike can easily navigate Downtown, find key destinations, and easily locate parking.

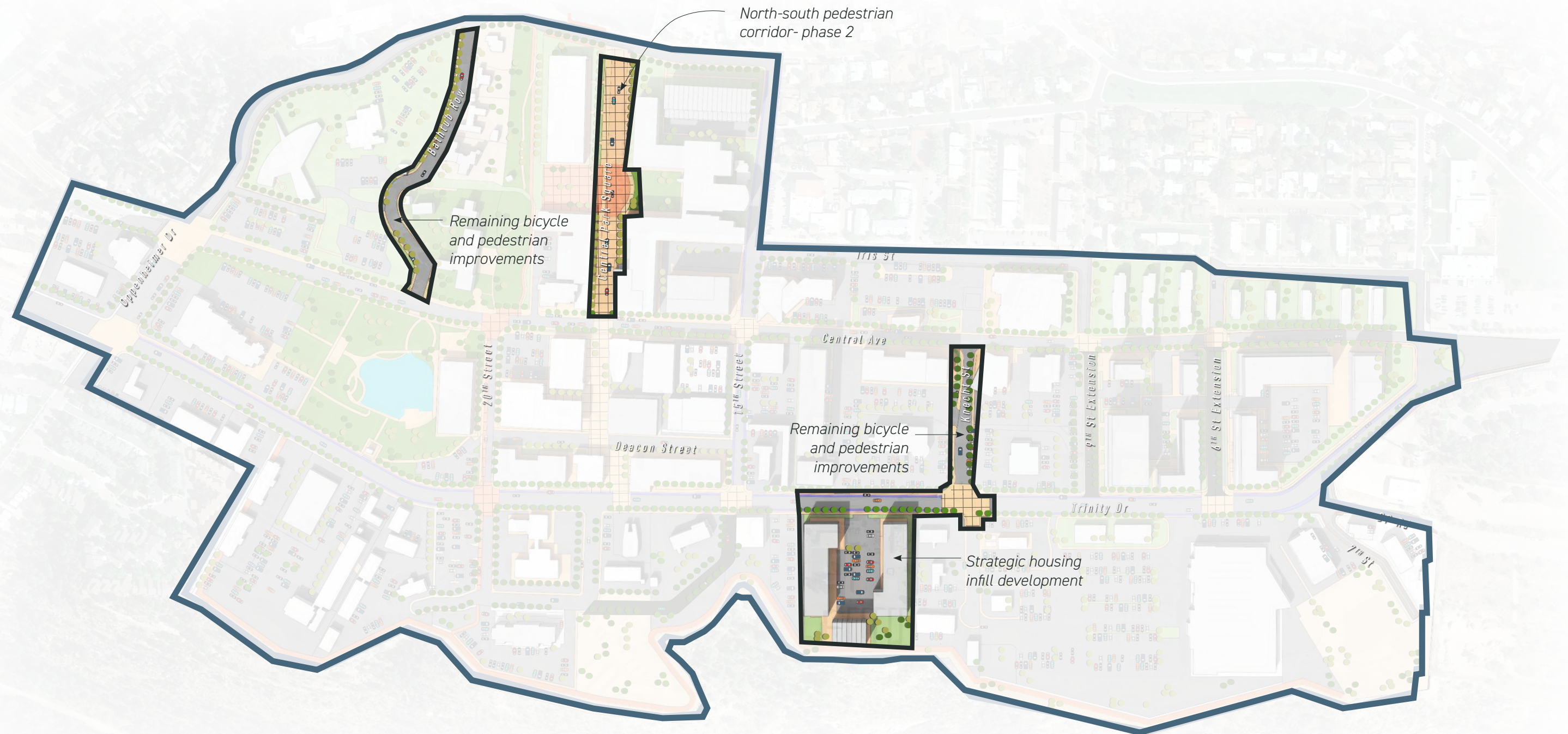
EXHIBIT 59. Intermediate Priority Projects



C. Long-term Priorities

The final phase of redevelopment completes pedestrian and bicycle improvements among the remaining downtown roadway to ensure a pleasant street corridor that meets all modes of transport. Streetscape improvements including sidewalks enhancements, a unified street tree, and landscape and site furnishing palette that takes its cues from the established theme along Central Avenue. These improvements paired with those above are anticipated to spur redevelopment of any remaining vacant or underutilized sites, particularly those south of Trinity Drive.

EXHIBIT 60. Long-term Priority Projects





White Rock
**TOWN CENTER
MASTER PLAN**

September 2021





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PART 1: EXISTING CONDITIONS

PART 2. EXISTING CONDITIONS

THIS STUDY PROVIDES AN OVERVIEW OF EXISTING CONDITIONS IN THE DOWNTOWN AREA OF WHITE ROCK. THIS IS THE FIRST COMPONENT OF THE DOWNTOWN MASTER PLAN. IT PROVIDES BASIC INFORMATION ON THE MASTER PLAN AND SERVES TO INFORM THE PROJECT TEAM AND GENERAL PUBLIC ABOUT THE OVERALL EXISTING CONDITIONS.

2 - 1 STUDY AREA OVERVIEW

White Rock is the smaller of the two major population centers in Los Alamos County. Located just six miles southeast of Los Alamos Townsite, White Rock holds about one-third of the population of the County at approximately 6,000 residents, according to current Census population estimates. With housing in short supply in the County, much of the LANL workforce is located outside of the County. According to the Housing Market Needs Analysis, 2019, approximately 7,500 people commute daily from the surrounding communities outside of the County, increasing the total daytime population of the County to approximately 25,900.

2 - 1.I DOWNTOWN BOUNDARY

Downtown White Rock, considered the commercial core, is divided by State Road 4 between La Vista Rd and Rover Blvd. The downtown area extends from Pinon Park to Rover Blvd and south to Aztec Road encompassing land south of State Road 4. The downtown area also includes lands on the north side of State Road 4, including the Mirador mixed-use development, the White Rock Visitor Center and White Rock Fire Station #3.

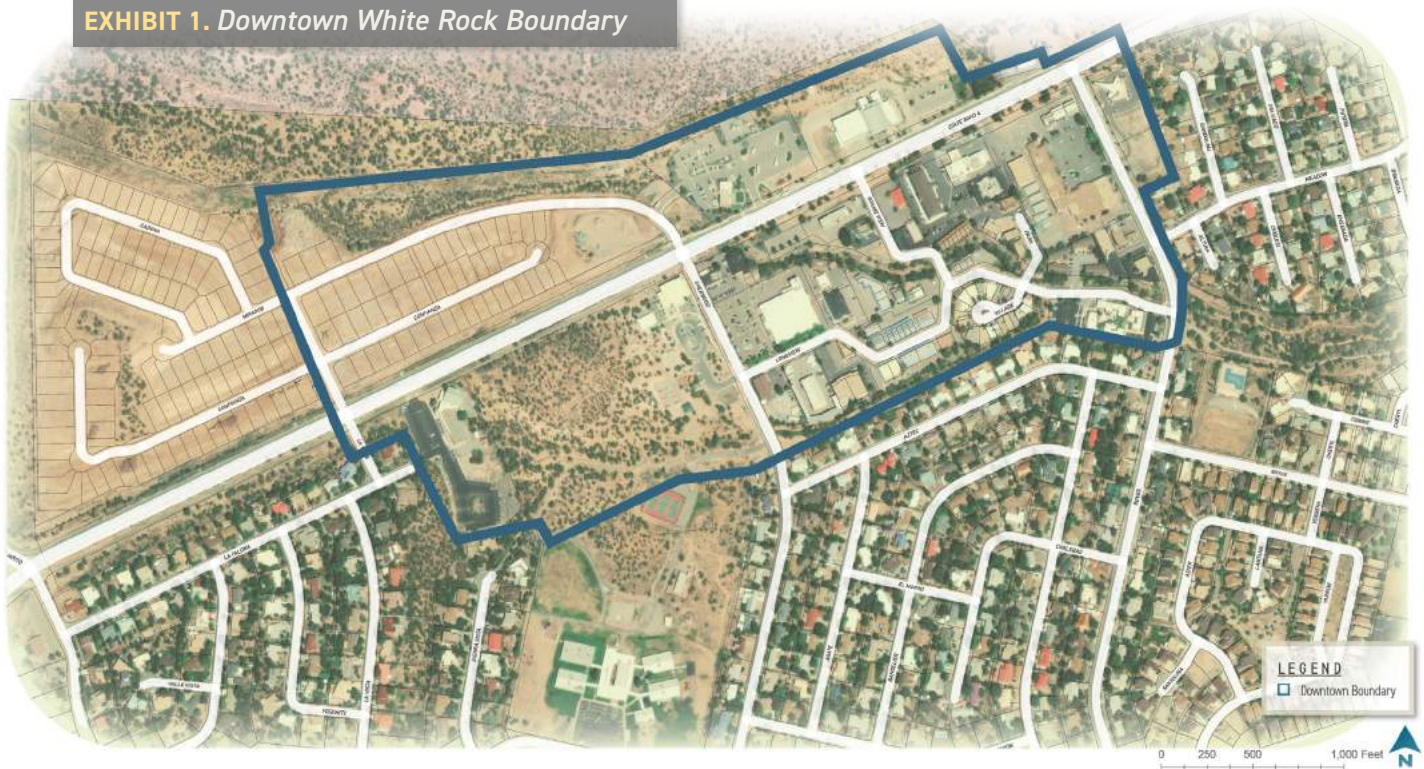
2 - 1.II DEVELOPMENT HISTORY



The Manhattan Project Technical Area surrounding Ashley Pond, LASL Photo archive

The history of Los Alamos County sets it apart from every other county in New Mexico. As part of the Manhattan Project, the federal government carved out the boundaries of Los Alamos County from adjoining counties in 1943. Under a cloak of secrecy, the County was exclusively administered by the federal government in the creation and development of the first atomic bomb. White Rock started out as a labor camp built in 1947 to house construction workers. These temporary buildings

EXHIBIT 1. Downtown White Rock Boundary



were abandoned, demolished and removed by 1958. The present iteration of White Rock was established in 1962. Since that time, White Rock has acted as a 'bedroom community,' primarily for employees of Los Alamos National Laboratory (LANL) and their families. The downtown area has gone through cycles of prosperity and decline. After its initial success with the opening of the Village Center area along Longview Drive in the 1970s, the commercial core saw a general stagnation and decline in the two decades that followed. Planning efforts within the last twenty years have included many plans and studies with the intent of revitalizing White Rock's downtown.

From this planning work, White Rock has seen considerable investments in public amenities in the Downtown within the last 10 years, helping to establish its own identity and become a more attractive place to live and visit. These new investments include the White Rock Branch Library, White Rock Visitor Center and White Rock Senior Center. Now with the additional development on the north side of State Road 4 that includes an increased residential density and new spaces for

businesses, there is an opportunity for White Rock to become a mixed-use district with more residents and quality retail businesses in close proximity.

2 - 1.III LOS ALAMOS NATIONAL LABORATORY

The prosperity of the Los Alamos Townsite is intrinsically linked to the success of LANL. LANL is the largest employer in the County and draws workers from throughout the world. At this time, LANL is expected to add approximately 1,300 and 2,400 new jobs by 2025. In order to attract top talent, LANL needs the County to help create housing and overall quality of life amenities that compete with other places. Hence, LANL is a major stakeholder in the success of the downtown areas. One major objective of the Downtown Master Plan is to create a framework to accommodate new housing within White Rock that appeals to the LANL workforce, allowing them to live in closer proximity to their workplace.

2 - 2 EXISTING DOCUMENTS

DETAILED BELOW IS A NUMBER OF EXISTING REGULATORY DOCUMENTS THAT HAVE SHAPED THE DEVELOPMENT OF THE DOWNTOWN AREAS OF LOS ALAMOS COUNTY OVER THE LAST NUMBER OF YEARS.

2 - 2.1 WHITE ROCK CENTER MASTER PLAN/ECONOMIC DEVELOPMENT STRATEGY (2008)

The White Rock Center Master Plan/Economic Development Strategy was created in 2008 with the primary aim of creating a vision for the commercial core and identifying strategies to revitalize the area. For this purpose, the plan created a preferred development scenario and program with associated investment strategies. The Plan was not adopted by the County Council.

The vision identified six main elements:

- *Create a thriving, active focal point that serves the community with a range of services and amenities*
- *Improve SR-4 for pedestrian crossings*
- *Enhance Arroyo to link old and new development together*
- *Provide a range of housing options and places to eat, shop and do business*
- *Create a vibrant street environment with a diverse mix of uses in a town center setting to attract residents, commuters and visitors*
- *Create strong connections between White Rock, the Townsite, LANL and the greater County through business, civic and social connections, as well as strong transit links*

The preferred development scenario identified a mixed-use center located at the intersection of SR-4 and Sherwood Boulevard, highway-oriented commercial east of the Town Center along SR-4, an office concentration along Rover Boulevard, a mix of housing and neighborhood retail along Longview

Drive, a flexible use area immediately west of the Town Center, and additional housing on the western portion of the A-19 site. The strategic framework identified primary land uses as office, tourism and neighborhood-oriented retail, residential, civic and open space/recreation. The plan identified primary catalytic projects, including the municipal complex, library, senior center, youth center, community meeting place and visitors center as well as RV parking and accommodations. The plan also identified a mixed-use retail prototype. With the exception of the mixed-use retail prototype, all have been designed, funded and built, resulting in a major transformation and infusion of investment in the downtown White Rock area.

To achieve the desired vision, the plan identified public investment strategies, public/private partnerships and zoning and design guidelines to implement the development scenario.

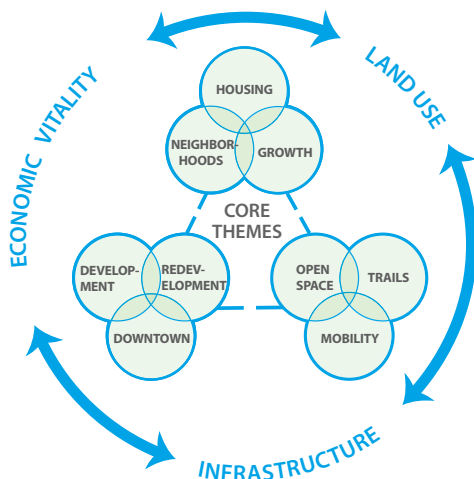


One of five development scenarios proposed by the White Rock Downtown Master Plan

2 - 2.II COMPREHENSIVE PLAN

In 2016, Los Alamos County adopted a new Comprehensive Plan. The purpose of the Comprehensive Plan is to guide the physical development of the County through goals and policies established to implement the shared community vision. The Plan emphasizes three key areas or core themes:

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



Excerpt from the Comprehensive Plan illustrating the core themes.

The Development, Redevelopment and Downtown goals include strategies for redeveloping vacant and blighted areas, focusing development priorities downtown and guiding development to property in and around the current Downtown boundaries. There is strong community support for addressing blighted properties to improve overall appearances and to promote economic development within the two downtowns (the Townsite and White Rock). The Plan identifies several properties such as the Meri Mac Center in the Townsite and the Longview area in White Rock that are in need of significant improvements to contribute to revitalization of the Downtown areas. The Plan envisions a vibrant,

pedestrian-friendly downtown that includes a central gathering place, nighttime entertainment and more retail stores and restaurants while enhancing the historic, small-town character by focusing commercial activity in the downtown area.

The Housing, Neighborhoods and Growth goals include planning for modest growth, providing more housing choices and protecting the character of existing residential neighborhoods. The Plan emphasizes the need for new and varied housing types.

The Open Space, Trails, and Mobility element goals include protecting virtually all existing open space, maximizing connectivity to open space, trails and pedestrian ways and supporting street and infrastructure design for safety and comfort of all users.

In addition to the goals, policies and strategies outlined for each of these three core themes, the Plan also includes a Future Land Use Map that illustrates the direction of future growth and desirable land uses.

The goals and policies identified in the Comprehensive Plan serve as a starting point to identify the vision and associated goals for this Master Plan. Table 1 summarizes some of the most prominent goals that apply to downtown. The goals served as a starting point during the visioning workshop to prioritize the existing goals and identify new goals. They are categorized into seven focus areas including: Visual Identity/Urban Form, Housing, Economic Vitality, Public Space/Street Design, Infrastructure/Utilities, Sustainability and Transportation.

Comprehensive Plan Key Goals and Policies

TABLE 1. Key Goals/Policies

Focus Area	Goals	Goal Summaries
Urban Form / Identity	<ul style="list-style-type: none"> - Promote / encourage infill development - Eliminate blight in the downtown areas of Los Alamos and White Rock - Enrich the vibrancy of business districts through the integration of design, public art, public space, historic preservation and cultural spaces and programming - Maximize opportunities with the development of the Manhattan Project National Historical Park - Upgrade infrastructure, including streetscapes, green spaces and entrances to the County, to reflect civic pride in the community 	<ul style="list-style-type: none"> - Create a mixed-use and pedestrian-friendly downtown environment while retaining a small town character - Promote infill and eliminate blight
Economic Vitality	<ul style="list-style-type: none"> - Revitalize the downtown areas of Los Alamos and White Rock - Support and retain LANL as the best wealth-producing employer - Diversify the community's economic base - Attract new tourism-related business - Significantly improve the quantity and quality of retail business - Support construction of new tech facilities to attract new tech businesses - Promote economic diversification by building on the existing strengths of the community: technology, innovation and information, as well as natural resource amenities - Promote Los Alamos County as an "Outdoor Community" - Capitalize on Los Alamos County's role as gateway to three National Parks - Promote Los Alamos County as a venue for athletic events and competitions - Promote Los Alamos County as an "Outdoor Community" 	<ul style="list-style-type: none"> - Revitalize downtown with a focus on quality tourism-related businesses and a diversification of the economic base and businesses that support and retain the LANL workforce
Public Space / Street Design	<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 - Improve access to public open space and recreational facilities - Continue to implement streetscape improvements 	<ul style="list-style-type: none"> - Create a vibrant, pedestrian-friendly environment with access to open space areas and recreational facilities
Sustainability	<ul style="list-style-type: none"> - Foster and promote sustainability practices - Support green infrastructure 	<ul style="list-style-type: none"> - Foster and promote sustainability practices

TABLE 1. Key Goals/Policies

Focus Area	Goals	Goal Summaries
Transportation	<ul style="list-style-type: none"> - Maintain and improve transportation and mobility, particularly for pedestrians and cyclists - Design for accessibility - Make Los Alamos County a bicycle-friendly community - Revisit parking requirements in relation to transit access - Integrate parking with transit - Study current and anticipated parking demand and develop alternative approaches to meet that demand - Develop and expand trails connecting downtown to surrounding open space - Consider alternate means of circulation, especially for the purpose of accessibility - Complete development of the paved and accessible Canyon Rim Trail from DP Road through the historic core, Ashley Pond to the Aquatic Center and the Nature Center and possible loops - Consider expanded opportunities for off-site parking - Support a downtown circulator seven days per week and for extended hours, especially on weekends - Consider bike-share program associated with the Canyon Rim Trail - Support a "complete streets" policy for all new and rebuilt roadways - Develop and support transportation corridors that connect housing and employment centers through the historic core, Ashley Pond to the Aquatic Center and the Nature Center and possible loops - Add a transit route from the Townsite to Bandelier and Valles Caldera - Create a user-friendly, efficient, multi-modal system that connects the Laboratory, downtown, and White Rock - Examine the best approaches for safe pedestrian crossings on arterials such as Trinity, Diamond and State Road 4, including HAWK and pedestrian/ bike-activated flashing lights - Revitalize downtown areas to become pedestrian-friendly mixed-use areas 	<ul style="list-style-type: none"> - Create a user-friendly, efficient, multi-modal system that connects housing and employment centers - Maintain and improve pedestrian and cyclist infrastructure - Develop an alternative parking approach

2 - 2.III 2019 HOUSING MARKET NEEDS ANALYSIS

The Los Alamos Housing Market Needs Analysis, 2019 (Housing Analysis) was commissioned by Los Alamos County to address current and future housing needs. The Housing Analysis estimates the unmet need for rental and for-sale homes in Los Alamos and proposes future actions the County can take to increase the supply of housing.

The Housing Analysis identified an immediate need for 1,310 units of rental housing and 379 units for homeownership. The need is distributed among all income ranges but is particularly acute for middle- and low-income households (p. 6 Los Alamos Housing Market Needs Analysis, 2019).

The Housing Analysis recommends a wide range of policy and implementation measures to increase the supply of housing including encouraging downtown infill through zoning incentives and encouraging residential development and redevelopment of vacant and underutilized properties. The Housing Analysis notes that the downtown area is the logical location for higher density housing, including mixed-use and multi-story apartment buildings. In addition to housing, those surveyed also identified the desire to see more shopping and entertainment options in the downtown area which would support the additional density.

2 - 2.IV ECONOMIC VITALITY STRATEGIC PLAN 2019

The Economic Vitality Strategic Plan (EVSP) 2019 focuses on the County's efforts to improve and enhance the community's living and working environment within a 10-year timeframe. The EVSP, created by members of the County Manager's Economic Vitality Action Team (EVAT), recognizes that activity at LANL drives much of the region's

economic vitality and that housing has a direct impact on LANL's ability to attract new employees. Creating a range of housing types at different price points is therefore vital to maintaining the County's economy. Population growth creates the opportunity for new and expanded businesses that in turn enhance the quality of life for those living in Los Alamos County.

Goals identified in the EVSP are high level and generally don't refer to specific actions within the Downtown area. They include increasing the availability of quality housing in the County, both affordable and market rate, defining and addressing quality of life priorities, nurturing a separate, complementary economy to LANL and supporting and retaining LANL as the area's best wealth producing employer.

2 - 2.V TOURISM STRATEGIC PLAN

The Los Alamos Tourism Strategic Plan (Tourism Plan) outlines strategies and actions that contribute to tourism as an economic driver for the County, with the goal of diversifying the economy within a ten-year timeframe. The Tourism Plan helps unify ongoing tourism efforts by coordinating with the goals outlined in the Comprehensive Plan. The Tourism Plan outlines the strategic direction for tourism in four focus areas:

1. *Create and market an inviting community;*
2. *Increase the capture of visitor dollars;*
3. *Enrich attractions and downtowns and celebrate the natural beauty; and*
4. *Operate with intentional leadership, public and private investment and partnerships.*

Within these focus areas are goals and tactics related to marketing, programming, physical improvements, infrastructure investments and policy changes.

Priority action items that have a more immediate timeframe include increasing lodging supply, modifying institutional structure, making marketing efforts more effective, enhancing guest experiences and improving community quality for residents, businesses and LANL.

The downtown areas are logical strategic locations for implementing priority action items and maximizing their impact. The Tourism Plan suggests making downtown Los Alamos and White Rock aesthetically pleasing and welcoming to visitors by encouraging infill and beautification in core areas to create a vibrant and walkable experience. Additional strategies include maximizing Main Street and Creative District program opportunities and services and expanding eating and shopping options to meet visitor and resident expectations.

More specific references to projects in Downtown Los Alamos include the following:

- *A downtown circulator trolley between LANL and downtown Los Alamos that runs during weekdays could expand service to weekends when most visitors are in the area;*
- *Sidewalk and wayfinding/signage improvements that would enhance the experience of the self-guided Los Alamos Historic Walking Tour;*
- *Extension of the Canyon Rim Trail to 20th St that would provide a paved out and back option for hiking, nature trips, birding and mountain biking, as it connects several mountain bike and multi-use trails in the area.*

Specific projects mentioned for downtown White Rock include continuing to promote the expansion of the Main Street District to include downtown White Rock and encouraging redevelopment of the Longview development.

2 - 2.VI LOS ALAMOS BICYCLE TRANSPORTATION PLAN

The Los Alamos Bicycle Transportation Plan (Bike Plan) was adopted in 2017. It proposes a comprehensive transportation network focused on bicycle facilities and promoting the use of bicycles as a key form of transportation. A key goal of the Bike Plan is to create connections between destinations and key points of interest. Specifically in downtown Los Alamos, connections are prioritized utilizing the existing Canyon Rim Trail system and street network that link destinations such as Ashley Pond, Fuller Lodge, Mesa Public Library, the Bradbury Museum and the Downtown Business District. Economic development projects currently underway are planned with bicycle infrastructure and trail connections in mind.

The Bike Plan lists potential projects that could be considered for development based on public input and ongoing planning review, including Trinity Drive bicycle facilities and a direct route from northern residential areas to the business district within downtown Los Alamos. Within downtown White Rock, potential projects include extending Canada del Buey Multi-Use Trail to connect to Overlook Park, improving trail crossing of the Canada del Buey Multi-Use Trail at Longview Dr and Rover Blvd and incorporating trails and bike lanes into development plans for Tract A-19.

To realize a well-connected and safe bicycle transportation system, the Bike Plan also outlines design policies and guidelines, inventories existing bicycle infrastructure and identifies funding priorities.

2 - 2.VII WAYFINDING AND SIGNAGE PLAN

Known as the County "Sign Code," the Wayfinding and Signage Plan regulates various aspects of signs to ensure that they are safe, communicate their message effectively and do not interfere

with natural and scenic views. The Sign Code defines prohibited signs, general sign regulations, sign districts and sign types. There are four sign districts based on the type of land use in the designated area: Residential Sign District, Commercial Sign District, Industrial Sign District and Governmental Sign District.

2 - 2.VIII WHITE ROCK MRA

Inclusion of White Rock in the County-wide Los Alamos Main Street program in late 2018 began discussions with businesses and property owners about the benefits of designation of a White Rock Metropolitan Redevelopment Area (MRA). The designation of a MRA was the first step to the development of a corresponding MRA Plan. The adoption of the MRA Plan allows the County to undertake activities designed to revitalize the area through multiple initiatives including providing financial incentives for private development, removing barriers to private investment, providing public investment in infrastructure projects and creating public-private partnerships for anchor projects. An MRA Plan outlines potential redevelopment projects and activities with the goal of eliminating blight and stimulating economic revitalization.

2 - 2.IX CHAPTER 16 - LAND DEVELOPMENT STANDARDS

The County's Development Code includes specific standards for the downtown districts. Downtown standards are defined through a Downtown

District Overlay. The purpose of the overlay zone is "to promote land use, site planning, and design criteria to implement the urban form and character envisioned by the Los Alamos Downtown Element or the White Rock Center Element, adopted as a part of the Incorporated County of Los Alamos Comprehensive Plan."

The overlay includes four subzones—Neighborhood General Overlay Zone (DT-NGO), Neighborhood Center Overlay Zone (DT-NCO), Town Center Overlay Zone (DT-TCO), Civic/Public Open Space Overlay Zone (DT-CPO)— which are used to further tailor the intended character of the downtown districts. Both uses and dimensional standards are customized for each subzone. More general parking and architectural standards apply to all downtown development.

While the current downtown master plan envisioned a "form-based" approach that focuses on the massing, location and articulation of building facades, the integration of that downtown vision into the zoning code is somewhat flawed. The zoning code adopted the downtown overlays but the visual components of that plan were essentially stapled onto the back of Chapter 16, with less than optimal consideration for the form and content of the graphics.

2 - 3 DEMOGRAPHIC INFORMATION

2 - 3.I DEMOGRAPHIC TRENDS

With 5,975 residents, White Rock has approximately one-third of the County's population. Its population and household base similarly remained stable

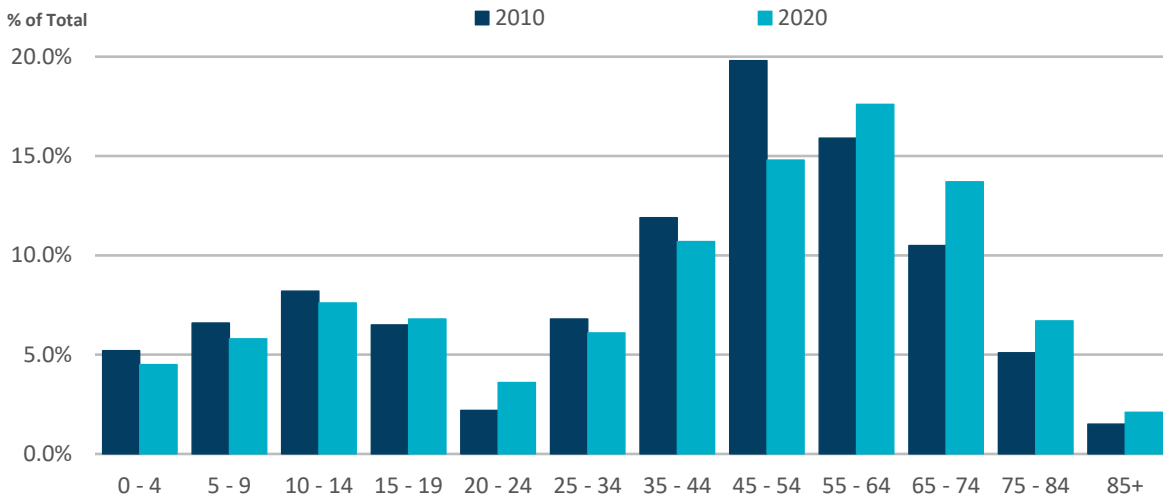
between 2010 and 2019, as shown in Table 2. Compared to Los Alamos, White Rock has older residents, with a median age of 48.8, and wealthier, with a median income of \$132,914.

TABLE 3. Demographics, White Rock, 2010-2019

Description	2010	2019	2010-2019		
			Total	Ann. #	Ann. %
White Rock					
Population	5,725	5,975	250	28	0.5%
Households	2,286	2,424	138	15	0.7%
Median Age	46.4	48.8	2.4	0.3	0.6%
Median Income	\$115,462	\$132,914	\$17,452	\$1,939	1.6%

Source: ESRI; Economic & Planning Systems

EXHIBIT 2. Population by Age, White Rock, 2010-2019



Source: ESRI; Economic & Planning Systems

TABLE 4. Housing Tenancy, White Rock, 2010-2019

Description	2010	2019	2010-2019		
			Total	Ann. #	Ann. %
White Rock					
Owner Units	2,092	2,165	73	8	0.4%
Percent	87.5%	87.6%	0.0%	0	0.0%
Renter Units	194	259	65	7	3.3%
Percent	8.1%	10.5%	2.4%	0	2.9%
Vacant Units	104	48	-56	-6	-8.2%
Percent	4.4%	1.9%	-2.4%	0	-8.6%
Total	2,390	2,472	82	9	0.4%

Source: ESRI; Economic & Planning Systems

2 - 3.II INCOME

Median household incomes in the County have grown by an annual average of 1.4 percent to reach \$117,391 in 2019 as shown. The median income of White Rock at \$132,914 is 13 percent higher than the County as a whole and 18 percent higher than the Townsite at \$112,273.

2 - 3.III HOUSING TENANCY

White Rock has approximately 2,472 housing units, or 28 percent of the County's total, as shown in Table 3. It has a considerably higher share of owner housing than the Los Alamos Townsite, as 87.6 percent of all housing units are owner-occupied,

while only 10.5 percent are renter-occupied. Its share of vacant units is also much lower at 1.9 percent. Between 2010 and 2019, White Rock saw an increase of 65 rental units and 73 owner units, but a reduction of 56 vacant units.

2 - 3.IV NEW HOUSING

Approximately 197 new housing units were built in Los Alamos County between 2010 and 2019. The new units comprised mostly of single-unit buildings and buildings with 5 or more units. The limited amount of new housing development in Los Alamos County, combined with declining vacancy rates is resulting in a tight housing market and increases in in-commuting by LANL employees.

2 - 4 MARKET ANALYSIS

2 - 4.I COMMERCIAL INVENTORY

White Rock has 105,661 square feet of retail, approximately 13 percent of the County's total, as shown in Table 5. The primary retail spaces include Smith's Food and Drug, Metzger Hardware and a few restaurants. In terms of office space, White Rock has 32,188 square feet, or 5.5 percent of the County's total. Commercial inventory in White Rock has not changed since 2010, reflecting limited opportunities for new office and retail.

As shown in Exhibit 3, office uses command higher rents than retail uses in Los Alamos, due in large part to the greater demand for space from LANL contractors who are largely national companies accustomed to paying higher rates in urban areas. The average rate for office space is slightly above \$20 per square foot compared to \$15 per square foot for retail space.

2 - 4.II EMPLOYMENT

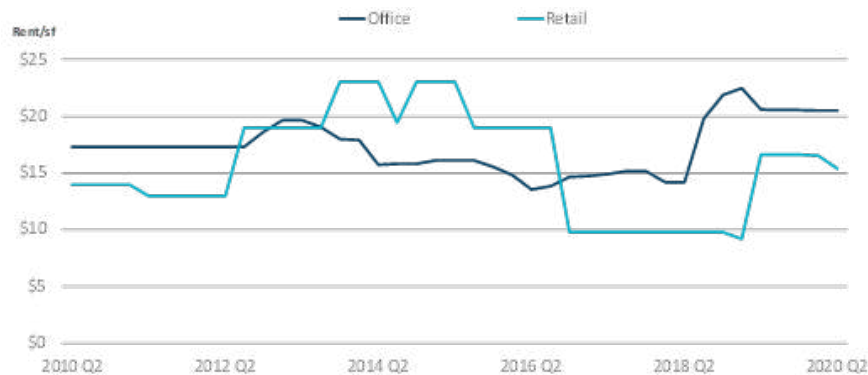
Employment in Los Alamos County is driven by the Los Alamos National Laboratory (LANL), which provides the County with a stable, highly educated workforce. In 2019, LANL employed 11,881 people, which comprised over two-thirds of the County's total employment, as shown in Table 6. Employment at LANL consists primarily of payroll employees, which comprise 80 percent of all employees, while contractors and construction-related employees comprise approximately 20 percent of all employees. Total employment at LANL has remained relatively stable between 2010 and 2019. Other sectors in Los Alamos County with significant employment include Health Care, Retail Trade, Lodging & Food Service and Public Administration.

TABLE 5. Employment, Los Alamos County, 2010-2019

Description	2010	2019	2010-2019		
			Total	Ann. #	Ann. %
LANL Employment					
Payroll	8,727	9,410	683	76	0.8%
Contractor	1,601	1,747	146	16	1.0%
Other/Construction	1,357	724	-633	-70	-6.7%
Total	11,685	11,881	196	22	0.2%
NAICS Sector					
Construction	249	233	-16	-2	-0.7%
Retail Trade	371	467	96	11	2.6%
Finance/Insurance	312	142	-169	-19	-8.3%
Education	109	82	-27	-3	-3.1%
Health Care	867	898	31	3	0.4%
Arts/Rec	127	112	-14	-2	-1.3%
Lodging & Food	472	466	-6	-1	-0.1%
Public Admin	512	454	-58	-6	-1.3%
Other NAICS	2,175	2,620	445	49	2.1%
NAICS Total	5,194	5,476	282	31	0.6%
Total Employment	16,879	17,357	478	53	0.3%

Source: UNM; Economic & Planning Systems

EXHIBIT 3. Commercial Vacancy Rates, Los Alamos County, 2010-2020



Source: Costar; Economic & Planning Systems

TABLE 6. Building Permits, Los Alamos County, 2010-2019

Building Type	Units Built
1 Unit	94
2 Units	11
3-4 Units	0
5+ Units	92
Total	197

Source: U.S. Census; Economic & Planning Systems

TABLE 7. Commercial Development, White Rock, 2010-2020

Description	2010	2020	2010-2020		
			Total	Ann. #	Ann. %
White Rock					
Office (sq. feet)	32,118	32,118	0	0	0.0%
Retail (sq. feet)	105,661	105,661	0	0	0.0%

Source: Costar; Economic & Planning Systems

2 - 4.III GRT ANALYSIS

Using data from the New Mexico Finance Authority, EPS analyzed GRT-based revenues by NAICS sector in Los Alamos County. While overall receipts fluctuated between 2010 and 2020, lab-related sectors, which includes Administrative & Support Services, Professional, Technical, and Scientific Services, and Construction comprised approximately 85 percent of GRT-based revenues in 2020, as shown in Exhibit 4. All other sectors comprised approximately 15 percent of GRT-based revenues, with Retail Trade accounting for only 4 percent.

The new, larger Smith's Marketplace is a major source of retail sales for the County. Retail sales subject to GRT increased from \$38.5 million in the year before the Marketplace opened to \$50.8 million in the year after which is an increase of \$12.3 million as shown in Table 9. EPS has done a calculation to estimate the impact of the new Smiths store.

Assuming Smith's was achieving above average sales of \$500 per foot previously in its 44,000 square foot store, it would have accounted for approximately \$22.0 million or 57 percent of total retail sales. And also assuming the new marketplace was the source of 95 percent of the increase in total retail sales, the new store would have an estimated \$33.7 million in sales or 66 percent of the County's total.

2 - 4.IV EMPLOYMENT

As LANL maintains the largest employee base in the County with a workforce of approximately 14,754 employees (Housing Market Needs Analysis,

2019), fluctuations in populations have historically resulted from expansion or contraction of this workforce. A recent expansion of the mission of LANL has led to increased job growth. With the increase in LANL jobs comes an increase of employment in supporting industries.

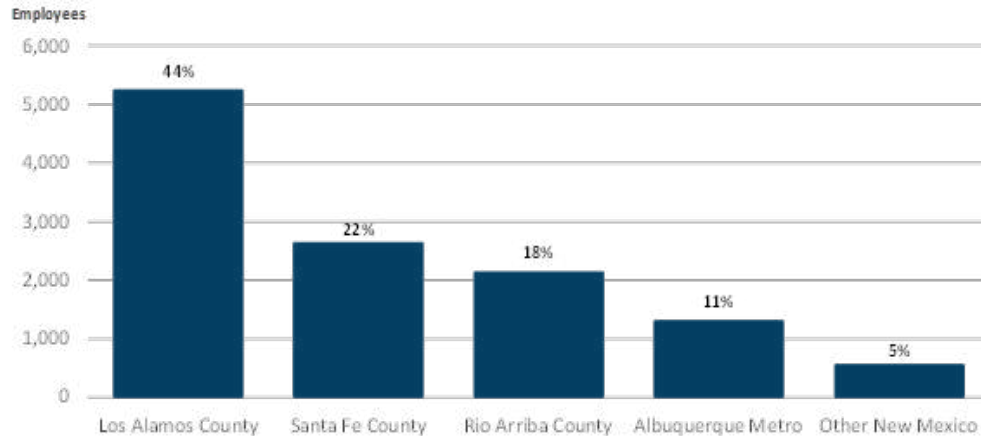
The 2018 estimated median household income in Los Alamos was \$106,288 among 5,312 total households, according to the American Community Survey.

Within Los Alamos Townsite, 68.7% of the workforce is employed in management, business, science, and arts occupations, 14.1% is employed in service occupations, 10.9% is employed in sales and office occupations, 3.6% in production, transportation, and material moving occupations and 2.7% in natural resources construction and maintenance occupations (American Community Survey).

2 - 4.V COMMUTING

Of LANL's 11,881 employees, approximately 5,242 or 44 percent live in Los Alamos County. This means that 56 percent of all employees commute to Los Alamos, with the largest counties of residence being those that surround Los Alamos County in Northern New Mexico. As shown in Exhibit 5, the highest number of in-commuters live in Santa Fe County with 2,639 employees (22%), followed by Rio Arriba County with 2,142 employees (18%), and the Albuquerque metro area (which includes Bernalillo, Sandoval, and Valencia counties) with 1,304 employees (11%).

EXHIBIT 4. LANL Employees by County of Residence



Source: UNM; Economic & Planning Systems

EXHIBIT 5. Map of LANL Employees by County of Residence

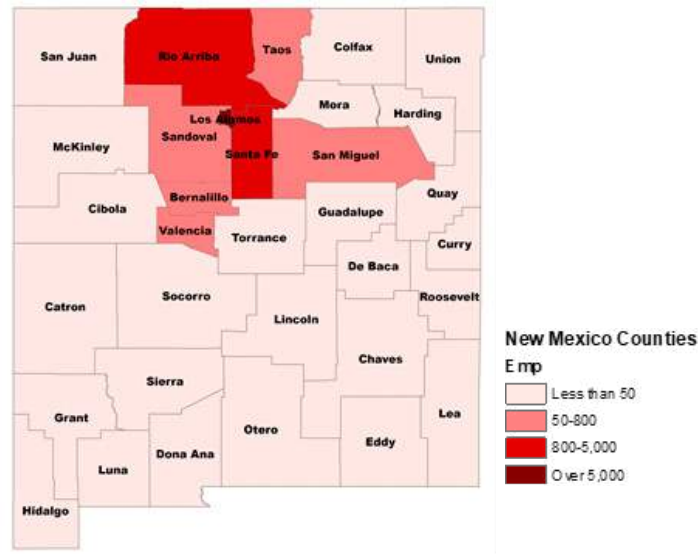
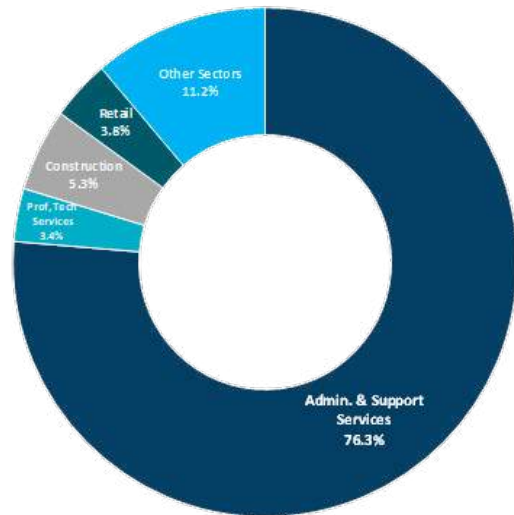


EXHIBIT 6. GRT-based Revenue by NAICS Sector, 2020



Source: NMFA; Economic & Planning Systems

2 - 5 EXISTING LAND USE & ZONING

2 - 5.I EXISTING LAND USE

Commercial land uses dominate downtown White Rock, along with some multi-family housing and civic uses such as the library and senior center, as illustrated in Exhibit 8.

2 - 5.II FUTURE LAND USE

The 2016 Comprehensive Plan identified a future land use map that revises the existing land use classifications to accommodate a greater mix of uses. Some of the commercial uses are translated into a mixed-use category, however a majority of the core remains commercial, as illustrated in Exhibit 9.

2 - 5.III ZONING

Most of the parcels within Downtown White Rock do not have a downtown overlay district, but are zoned as commercial, as illustrated in Exhibit 7. The large tract to the north of State Road 4 is the only parcel that is zoned with one of the designated Downtown Overlay subdistricts, the Neighborhood Center. The existing fire station and visitor center are zoned Public Lands (P-L). The remaining parcels south of State Road 4, between Sherwood Blvd and Rover Blvd are zoned as a combination of Light Commercial and Professional Business (C-1), Civic Center Business and Professional (C-2), Heavy Commercial (C-3) and Multiple-Family Residential High Density (R-3-H). While this combination of base zones allows for a variety of high density residential, commercial/retail, office, public and governmental uses, these districts do not allow for the vertical integration of uses, nor do they provide development incentives to encourage a more compact walkable mix of uses as envisioned in the Comprehensive Plan.

EXHIBIT 7. Downtown Zoning



EXHIBIT 8. Existing Land Use



EXHIBIT 9. Future Land Use



2 - 5.IV REDEVELOPMENT POTENTIAL

Most of development opportunities within downtown White Rock are in the form of redevelopment of vacant or underutilized properties. Public engagement has identified two targeted areas to focus redevelopment efforts within the downtown White Rock area: parcels along State Route 4 and Longview Drive. Parcels

along the State Route 4 corridor have been identified as prime for commercial or mixed-use redevelopment due to their ability to provide the visibility and convenient access required by commercial users, as identified in Exhibit 10. Parcels along Longview Drive are problematic for retail due to the awkward road alignment and poor visibility and have therefore been identified as an appropriate place for higher density housing.

2 - 6 MOBILITY & TRANSPORTATION

2 - 6.1 VEHICULAR INFRASTRUCTURE

Los Alamos County contains the two census-designated places of Los Alamos and White Rock, as well as LANL and federal- and state-owned public land. The major road connectors between these destinations are State Road 4, West Jemez Road, and State Road 502. State Road 502 provides access from the Rio Grande Valley located to the east of Los Alamos County and carries the majority of LANL commuter traffic from the Valley, through downtown Los Alamos, to the road's terminus at the intersection of Diamond Drive. West Jemez Road continues to the south, leading through LANL until it reaches the intersection with State Road 4 in the southwestern portion of the County. State Road 4 continues west towards the Valles Caldera National Preserve and east along the northern boundary of Bandelier National Monument. State Road 4 then turns northwest, passing through downtown White Rock before continuing north to intersect with State Road 502, which then ascends the mesa to downtown Los Alamos. Another major roadway within the area that sees a large volume of commuter traffic is E. Jemez Road. This road offers an additional vehicular connection between LANL, the Townsite and White Rock and is located on LANL property.

Downtown White Rock is situated in the northern portion of the town with State Road 4 bisecting the area spanning from La Vista Dr to Rover Blvd. State Road 4 serves as the main arterial, with collector roads including Sherwood Blvd, Longview Dr and Rover Blvd. Sherwood Blvd, Bonnie View Dr and Rover Blvd are the north-south connections within downtown while Longview Dr serves as the main interior east/west connection.

State Road 4, as the main thoroughfare and busiest road in White Rock, facilitates a large volume of traffic to and from LANL. This presents challenges to the north-south movement, specifically for pedestrians and bicyclists. The road includes only one signalized intersection which restricts crossing for pedestrians along the corridor, as identified in Exhibit 12. Parking is distributed throughout the commercial core with a number of large parking fields that are underutilized as indicated by a visual survey of aerial imagery over multiple years.

EXHIBIT 10. Development Potential



EXHIBIT 11. Vehicular Infrastructure





State Route 4, looking north. Source: Los Alamos County

2 - 6.II PEDESTRIAN FACILITIES

Los Alamos County's natural beauty and good climate encourages many residents to lead active lifestyles, making trails and sidewalks an important element of the mobility network. While vehicular infrastructure is limited to areas with less slope, trails weave every direction through both the canyons and the mesas shared by bicyclists, hikers, runners, walkers and equestrians.

While not the predominant means of commuting, some residents utilize trails as a way to commute to work.

White Rock has a system of trails that are highly utilized for recreation and short trips to and from the downtown area. White Rock Canyon Rim Trail is the most extensive trail that runs along the canyon rim and bisects the community before terminating at State Road 4. The Canada del Buey Trail runs along State Road 4, passes through downtown and extends to Overlook Park. The portion of this trail that passes through downtown directly connects to the Visitor Center by a crosswalk on State Road 4 and is highly utilized by the community. Most of the downtown area has sidewalks, although there are segments that are narrow, along with some gaps in the overall pedestrian network.

2 - 6.III BICYCLE FACILITIES

Bicycle facilities across Los Alamos County serve to provide another transportation option throughout the region while supplementing the already established infrastructure and services. The Bicycle Transportation Plan, adopted in 2017, included a survey conducted with residents that asked about bicycle safety and habits. The survey respondents indicated that bicycles were used overwhelmingly for both recreation and transportation with the majority riding their bike over one mile every week and over 25 percent riding daily. The majority of respondents said they don't feel safe while biking, mainly because of distracted drivers/riders and the lack of bike lanes or bike paths. Existing bicycle facilities within the County are organized into four types including bicycle lanes, multi-use, shared use and side paths.

Existing bike facilities within downtown White Rock include the existing bike lane along State Road 4 and a shared use facility along Sherwood Blvd, as Illustrated in Exhibit 12. A future shared use facility is planned on Rover Blvd and Meadow Lane. The Canada del Buey Trail is anticipated to be expanded through the arroyo to connect Meadow Lane and Overlook Park.

EXHIBIT 12. Pedestrian Facilities



2 - 7 CULTURAL RESOURCES

Downtown White Rock includes several notable cultural resources including the White Rock Visitor Center that is a gateway to three National Parks, the White Rock Branch Library, the new splash pad and the fire station. The White Rock Canyon, the canyon trails and Overlook Park on the eastern edge of the community provide a wilderness recreation area that is heavily used by residents of White Rock. Overlook Park also hosts sports tournaments that draw residents from the greater Los Alamos County community.



Library in downtown White Rock. Sources: D/P/S

2 - 8 IMAGE AND IDENTITY

At the first round of stakeholder meetings, some participants said that they did not perceive downtown White Rock as a “real” downtown area. While recent investments have added valuable assets to the area, there is a general lack of cohesive development patterns, streetscape improvements, placemaking and signage needed to establish a distinct “urban” district identity. This lack of a downtown character is reinforced by the lack of a primary roadway that serves as a main street corridor as Central Ave does in downtown Los Alamos. White Rock also does not have substantial commercial, entertainment or housing uses that help create a vibrant downtown core. Roadway alignments, with roads snaking through the White Rock downtown area, are not conducive to generating a compact downtown area. Large parking areas dominate the downtown, further

inhibiting a seamless pedestrian experience. These are all factors that negatively affect the downtown image and experience.



Native pottery art installation in White Rock. Sources: Los Alamos County

EXHIBIT 13. Cultural Resources



2 - 9 OPPORTUNITIES & CONSTRAINTS

The County has made several significant investments within the White Rock area including the Visitor Center, Library and pending splash pad. While these investments have created community assets within the district, it lacks the cohesive development framework and identity necessary for a vibrant downtown area. From initial discussions with local residents, many people have indicated that they do not currently perceive this area of White Rock as a true “downtown” area. This absence of a downtown identity can be attributed to several factors.

- *Downtown White Rock does not have a traditional main street corridor, like Central Avenue in downtown Los Alamos, to serve as a main spine and central organizing feature of the area.*
- *The lack of a legible and connected street network is further hampered by Longview Drive, which has many vacant or underutilized parcels.*
- *While State Road 4 is a major conduit of traffic*

through the area, it also creates a barrier for connectivity between development on both sides.

Furthermore, there is a general lack of diversity within the land uses, which is needed to create a vibrant center. With a few notable exceptions like Metzger's, Smith's and Pig + Fig Cafe, there are not many retail or restaurant businesses leading to office uses dominating the downtown area. Most of the active uses in the area are office or currently commercial and the majority of these are underutilized or blighted. While some new residential development has occurred at Mirador on the north side of State Road 4, the area south of State Road 4 has an absence of medium to high density housing. While the underlying zoning does allow for some residential uses, the district was never rezoned to the downtown-specific mixed-use zones, which hinders a true integration of uses.

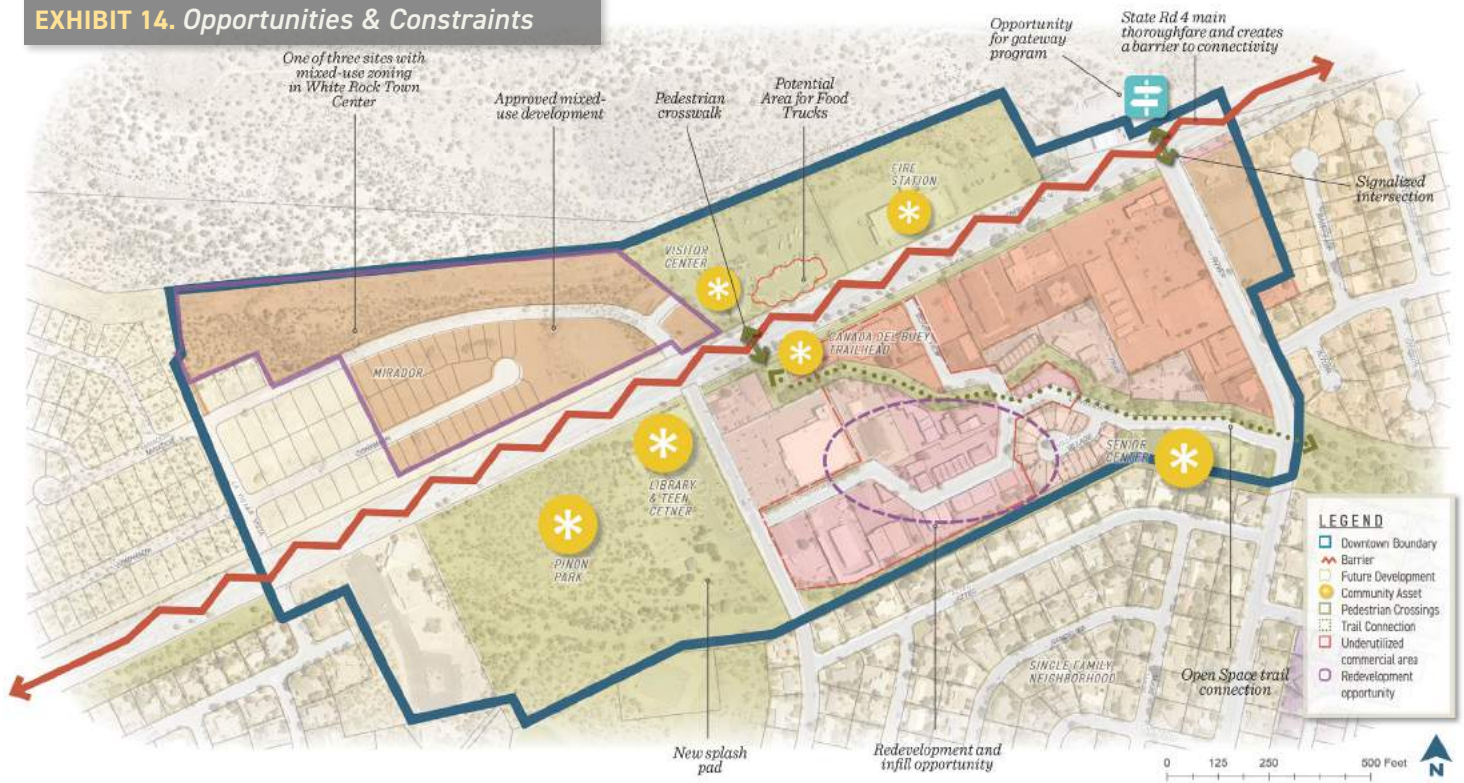
2 - 10 PRECEDENT DOWNTOWN PLANS

THE IDEAL OF A DOWNTOWN MAIN STREET, WITH SMALL, LOCALLY OWNED BUSINESSES, GENEROUS SIDEWALKS AND THROGS OF SHOPPERS IS THE IMAGE THAT MANY PEOPLE HOLD DEAR WHEN IMAGINING A SMALL TOWN CENTER. THIS PATTERN OF RETAIL HAD A LONG RUN OF SUCCESS IN MANY TOWNS FOR MUCH OF THE TWENTIETH CENTURY, INCLUDING IN DOWNTOWN WHITE ROCK. BUT LIKE MOST SMALL TOWNS, WHITE ROCK HAS BEEN CHALLENGED BY A SHIFT IN SHOPPING PATTERNS, PARTICULARLY WITH THE EMERGENCE OF “POWER CENTERS” ANCHORED BY NATIONAL RETAIL CHAINS AS WELL AS MUCH OF THE COMMERCIAL SPENDING MOVING TO ONLINE RETAIL.

Over the years, different strategies have been employed to attempt downtown revitalization, although often with limited success. Initial responses attempted to retrofit downtown areas to include elements of suburban malls; many downtown areas converted roadways to pedestrian

malls to emulate what they saw in the suburbs. Like the example of the Albuquerque 4th Street pedestrian mall, they eventually failed and were reconverted back into roadways. Civic leaders realized that downtowns could not compete with the suburban mall model, but needed to build

EXHIBIT 14. Opportunities & Constraints



on their unique assets and provide a different experience. Financial strategies including Tax Increment Development Districts (TIDD) and Business Improvement Districts (BID) were deployed to provide economic incentives for local businesses, bars and restaurants to locate in the urban core areas. The following examples are master plans created for communities in and around New Mexico. Each community struggles with a different set of challenges, however all aim to revitalize and activate their community's core. While not all these strategies are applicable, lessons can be drawn from their revitalization models and applied to the White Rock downtown area.

2 - 10.I LAS CRUCES DOWNTOWN MASTER PLAN 2004-2016

The Las Cruces downtown area fell victim to Urban Renewal in the 1950s and was transformed from a historic district into a sea of parking, corporate central district architecture and one-way roads. Following the decline of its downtown, the Main Street was turned into a pedestrian mall which, despite the initial enthusiasm, failed to attract or retain businesses; over time the number of businesses declined from 160 to just 10. Through a series of downtown master plans, Las Cruces began to address this decline.



The Las Cruces Plaza, constructed in 2015, helped activate downtown.

In 2004, the pedestrian mall was opened up to traffic. The City created a TIDD and renovated some of the existing assets, using City-owned properties to develop catalytic projects. The 2011 Master Plan focused on reconfiguring some of the one-way streets into two-way facilities. It also incentivized downtown housing along with updates to the zoning code and subdivision regulations. A parking study in 2012 studied actual parking demand and proposed to allow the market to inform demand rather than enforcing parking minimums. The 2013 Master Plan update included the creation of a plaza with gathering spaces, a splash pad, seating and shade elements. In the same year, new zoning and subdivision standards were drafted and adopted. The 2016 master plan update integrated a market analysis to understand both the commercial and residential demand within downtown.

Looking at the Las Cruces core clearly illustrates that the actions taken since 2011 have reversed a long lived trend of disinvestment in the downtown area. Today, downtown is active and has become a destination for the local community and visitors.

Tools & Takeaways

- Long term downtown planning (2004-2016)
- Historic Preservation
- City involvement in restoration of key properties and creation of catalytic projects
- Reconfiguration of roads
- Construction of a plaza
- Revisions to zoning & subdivision ordinances
- Market study

2 - 10.II COLORADO SPRINGS

Urban renewal activities did not spare downtown Colorado Springs either and resulted in the demolition of a number of historic buildings beginning in the 1950s. In 1990, the City Council appointed a Downtown Action Plan Advisory Committee to tackle the revitalization of their downtown. The result of their efforts was the first

downtown-focused plan, the Downtown Action Plan (DAP), adopted in 1992. The objectives identified in this first plan materialized over the years before a second plan was created in 2007, the Imagine Downtown Plan. The plan organized downtown into distinct districts and identified specific land use goals for each area. The look and feel of downtown was updated and enhanced, streetscapes were improved and public art and downtown-specific signage was installed. In 2006, a primary goal of the Imagine Downtown Plan was accomplished: the creation and funding of the Downtown Development Authority (DDA). That same year, a land use master plan was developed to establish land use objectives and a framework for physical development. Tejon Street, a one-way street, was converted to a two-way corridor. In 2009, the resulting Imagine Downtown Master Plan and Form-Based Code were adopted by City Council. Downtown Colorado Springs today is bustling with energy and activity. Recent projects added new residential, restaurants, institutional uses and businesses. The efforts of the past have created a downtown framework that is supported by its residents and has become a regional draw.



Downtown Colorado Springs achieved an active downtown core through a variety of strategies.

Tools & Takeaways

- Long Term downtown planning (1992-2016)
- Historic Preservation
- Streetscape, signage & overall look & feel

enhancements

- *Reconfiguration of roads*
- *Special Downtown District*
- *BID*
- *The Colorado Springs Urban Renewal Authority*
- *identifying sites and incentivizing redevelopment*
- *Land Use Plan & Form Based Code*
- *Establishment of a dedicated downtown authority*
- *Financial support through Tax Increment Financing (TIF) and \$5 million tax levy*
- *City involvement in creation of catalytic projects*
- *Revisions to zoning & subdivision ordinances*
- *Market study*

2 - 10.III SILVER CITY

The community of Silver City, New Mexico developed as a mining town in the late nineteenth century, extracting copper, gold and silver from ore deposits in the area surrounding the town. The city was laid out in a grid pattern with little consideration for managing stormwater runoff. A flood in 1895 destroyed the town's original Main Street, lowering it into the "Big Ditch" 55 feet deep that still remains today. During the turn of the century, the dry, mild climate and high desert conditions of Silver City attracted people who suffered from tuberculosis leading to the establishment of sanatoriums in the town. Residential neighborhoods developed around the downtown area and spread further with the introduction of the automobile. Suburban strip malls along the highways offered the conveniences which traditionally had brought people to the urban center. Downtown experienced some stagnation and decline in the 1980s and 1990s, with increased commercial vacancies. In the last twenty years, it has focused on cultivating a downtown arts district and tourism economy.



A close collaboration with Main Street helped achieve downtown goals in Silver City



One of the projects was improvements to the Big Ditch Park and trails system, which is located adjacent to downtown.

The Silver City Downtown Action Plan, developed in 2010, helped to define a singular vision for the downtown, prioritizing projects and programs to revitalize the downtown area. One catalytic project

identified was creating a Theatre District centered on three historic theaters as performing arts/film venues and cultural center hubs. One historic theatre, the Silco Theatre, was effectively restored and the venue reopened in 2016, creating a draw for the community and an economic driver for downtown. The Main Street Plaza opened March 2020 and checks off several projects from the Action Plan. This economic development project provides a central outdoor downtown event space, wayfinding signage, a public restroom and additional parking. Commercial vacancy rates are now at 10 percent.

Tools and Takeaways

- Historic Preservation
- Expand gathering opportunities
- Create wayfinding and signage system
- Street reconfiguration
- Expand pedestrian facilities and connections to trails
- Close collaboration with Main Street program
- Construction of a plaza

2 - 11 NATIONAL BEST PRACTICES

2 - 11.1 DOWNTOWN PLACEMAKING

Downtowns are realizing that their competitive edge lies in offering a unique experience. More and more, downtowns are turning to placemaking strategies to create unique and vibrant destinations. Placemaking entails the transformation of the physical environment to enhance its visual appeal and improve the quality of the downtown experience. These strategies focus on the visual appeal as well as the quality and function of the downtown. Typical placemaking projects include the following:

- Improving streetscapes aimed to create public places,
- Creation and enhancement of gateway features,
- Provision of public art,
- Provision of public gathering places and destination points,
- Programming of events such as markets,
- Provisions for pedestrian amenities, and
- Provision of cohesive landscaping improvements to enhance district aesthetics.

Many downtowns add design and landscape standards to regulate the physical environment to promote a unique community character and integrate the built and natural environments

cohesively. Through such strategies, placemaking is recognized as a tool for economic development by helping attract and keep talent in a community.



Programmed community events such as temporary street closures along main streets to accommodate events are a popular placemaking strategy.

Many communities have implemented downtown-specific placemaking plans. Lowell, Michigan, for example, adopted the Downtown Lowell Placemaking Plan that establishes a vision for downtown and implements public improvements through the establishment of a Tax Increment Financing (TIF) district that funds public space improvements.

2-11.II DOWNTOWN HOUSING & CHANGING HOUSING PREFERENCES

Since the turn of the twenty-first century, downtowns across the country have seen a resurgence of people wanting to live downtown. This has largely been attributed to changing housing preference among key demographic groups. Baby Boomers, those born between 1945 and 1965, are now often empty nesters looking to downsize into smaller homes and living arrangements that are closer to city amenities such as hospitals, entertainment, and fine dining establishments that allow them to 'age in place.' Millennials, the cohort born from 1981 to 1996, tend to favor living in central urban neighborhoods significantly more than previous generations did at the same stages in life. A 2015 survey by

the National Association of Realtors found that millennials and baby boomers desire similar amenities in their neighborhoods. These include a diverse and rich selection of restaurants and bars, shops within walking distance, entertainment venues, an efficient public transit system, pedestrian-oriented downtowns, an arts and cultural scene and nightlife. Even as Millennials begin to look for more affordable, family-friendly options, they desire housing near urban staples like dining, shopping, entertainment and jobs, all within a walkable distance.

Local governments can affect the supply side of the housing equation. This is done by reducing development costs through incentives and a supportive regulatory environment. Incentivizing affordable housing can be accomplished through the following: offering gap funding programs, modifying zoning ordinances and providing incentives to decrease housing development costs. Zoning ordinances can include strategies for mixed-use zones, adaptive reuse to a wider range of uses, development incentives such as reduced or eliminated minimum parking requirements for housing, density bonuses for downtown housing and expedited development review. Through these actions, local governments can reduce the cost of downtown housing and offer viable development opportunities for developers.



Downtown housing designed to fit into the traditional downtown character.

2 - 11.III LIVABLE DOWNTOWN CENTERS

In order to further encourage and support downtown living, many communities are promoting Livable Centers. Livable Centers are defined as promoting a diverse and balanced mixed-use pedestrian-oriented environment that allows residents to “work, live, shop, and play”. These initiatives encourage a complementary, yet diverse mix of land uses ranging from housing, employment, commercial, shopping and recreation. They are designed to be easily accessible to all age groups, abilities and income levels through a range of travel modes. Livable Centers allow residents to live in urban areas with less reliance on cars or function as one-stop destinations for drivers. They have been shown to create unique, identifiable destinations that enhance civic pride and act as a catalyst for investment and development.



Livable Centers Initiative precedent that resulted in a public square with catalytic development surrounding the space.



Livable Centers Initiative precedent that resulted in street improvements aimed to reduce conflicts between the vehicle and pedestrians along main street

Communities in numerous states including Texas, Nevada and Georgia have launched Livable Centers Programs to incentivize local jurisdictions to re-envision their communities as vibrant, walkable

places that offer increased mobility options, encourage healthy lifestyles and provide improved access to jobs and services. These initiatives have proven most successful in communities or neighborhoods with a defined core that offer multiple attractions and reasons for pedestrians to frequent the area. Implementation strategies may include:

- *policy changes intended to activate ground-level uses or*
- *encourage targeted residential development to specific project recommendations for elements like pedestrian and bicycle facilities or the completion of catalytic projects built by public or private entities.*

2 - 11.IV ACCOMMODATING SHIFTS IN TRANSPORTATION / MOBILITY

The transportation sector has experienced a convergence of disruptive technology advances and a diversification of mobility that will have implications on the downtown environment. Even though these trends are more apparent in larger metropolitan areas, shifts in consumer preferences and new transportation options will have an impact even in small communities like Los Alamos and White Rock. Millennials and Generation Z (born from 1997 to 2010) are less likely than older generations to own a vehicle. Particularly within these cohorts, people are increasingly choosing to hire transport as needed, rather than investing in the cost and upkeep of private vehicles. These preferences have led to an increase in ride-sharing and shared micromobility services throughout the country.

- *Ridesharing refers to a service that arranges one-time shared rides on very short notice, usually arranged through a mobile app. A survey of almost 11,000 people in the U.S. indicated that 36 percent of people used ride sharing services in 2018, an*

increase from 15 percent in 2015.

- Shared micromobility refers to any small, human or electric-powered transportation solution such as shared-use fleets of bikes, e-bikes, scooters, e-scooters. According to the National Association of City Transportation Officials (NACTO), people took 84 million trips on "shared micromobility" in the United States in 2018, which is more than double the number of trips taken in 2017.
- Bike-sharing has also grown, with 35 million bike-share trips taken in 2017, up 25 percent from the previous year.



Bike share programs are popping up in many downtowns across the country.

Like the changes brought by shared mobility and digital ride-sharing services, autonomous vehicles (AVs) will likely change the downtown environment. The potential impacts of AVs may include reducing the demand and altering the design and location of parking, altering the design of streetscapes, influencing changes to pedestrian and bicycle networks and creating redevelopment opportunities in urban areas as needs for surface parking lots are reduced. Exactly how and when AVs will impact the built environment is tied to the uncertainty surrounding factors including the availability of technology, the cost and anticipated changes to the vehicle ownership model (from private to shared). Nonetheless, experts anticipate a transition to an AV fleet in the coming decades.

Local jurisdictions are proactively beginning to identify appropriate policy and infrastructure improvements that respond to the implications

these transportation shifts have on the downtown environment. As ride-shares, micromobility and AVs grow in popularity, the demand for parking will decrease while the need for drop-off areas increases. Policy and design guidance within downtown districts is trending towards decreasing or eliminating off-street parking requirements and addressing appropriate locations and design for pick-up and drop-off zones. Such facilities should be located in areas with high curbside activity and designed to minimize conflicts among modes.

2 - 11.V IMPROVEMENT DISTRICTS

As local municipal budgets grow tighter and federal funding is shrinking, many downtown areas are turning to improvement districts to help fund downtown improvements.

The two main improvement districts authorized by states are Business Improvement Districts (BIDs) and Tax Increment Development Districts (TIDDs). BIDs are defined districts within which businesses are required to pay an additional tax in order to fund projects within the district's boundaries for services beyond what the local government offers in their area. BIDs are typically governed by a board of directors selected from the ratepayers in the district. BID funds are generally allocated to cleaning, maintenance, safety, marketing, business recruitment and retention, parking and transportation management and public space regulation efforts within the district. TIDDs are distinguished by authorization to utilize a financing mechanism called tax increment financing (TIF). A TIF district does not impose a new tax in the district. Rather, it allows the future increases in property and/or sales taxes to be utilized to fund improvements and redevelopment projects within the district boundary. Most types of TIDDs must demonstrate the presence of adverse conditions in the district to be established and their formation requires municipal approval as well as a vote of property owners within the district. Additionally,

the authorization of TIF funds typically requires the adoption of a plan that provides the municipality policy guidance for the purposes and uses of the financing.

Improvement districts are increasingly paired with other specialty districts including Main Streets, MRAs and Cultural or Tourism districts in order to become more adept at stimulating economic development. Improvement districts are proven devices for providing facilities and services to downtown districts, which can be tailored for the particular circumstances unique to the community.



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PART 2: VISION & GOALS

PART 2. VISION & GOALS

THIS SECTION OUTLINES THE VISION AND GOALS FOR THE DOWNTOWN AREA ALONG WITH STRATEGIES TO ACHIEVE THEM. THE VISION AND GOALS WERE CREATED THROUGH AN ITERATIVE PLANNING PROCESS SUPPORTED BY EXISTING COUNTY GOALS AND POLICIES. THE VISION AND GOALS ARE CATEGORIZED INTO EIGHT AREAS. IN THE FOLLOWING, EACH CATEGORY IS DESCRIBED WITH ASSOCIATED STRATEGIES TO ACHIEVE.

2 - 1 OVERALL VISION STATEMENT

White Rock Town Center Vision Statement

White Rock Town Center, the gateway to Bandelier, is envisioned as a thriving hub with a vibrant mix of residential, retail, and office development at a character and scale appropriate for the surrounding community. With attractive housing, shopping and public spaces, along with network of trails and parks, it is a great place for residents to live and visitors to explore.

2 - 1.1 INTRODUCTION

The vision, goals, and strategies outlined in this section represent the culmination of analysis of existing conditions, research of national trends and extensive public input. They are informed by the Los Alamos County Comprehensive Plan, as well as the specific opportunities and challenges facing the Los Alamos community.

Part 1: Existing Conditions outlines the opportunities and constraints of the White Rock Town Center. Major challenges include:

- General lack of an identifiable "town center"
- Blight due to vacant or otherwise dilapidated buildings
- Poor street connectivity and street layouts
- Lack of appropriate zoning
- Lack of housing, especially affordable housing
- High commercial space rents and lack of support

for small, local businesses

- Inadequate pedestrian / bicycle infrastructure

Starting in the summer of 2020 and continuing into 2021, public meetings ranging from visioning sessions to design workshops were held with the community to identify a vision, goals and development framework for the White Rock Town Center.

- A Visioning Workshop in the summer of 2020 focused on articulating a vision for the Center and identifying goals.
- A Design Workshop in the fall of 2020 built upon the goals and vision identified during the Visioning Workshop and involved 'hands on' activities that aimed to identify future development scenarios for the Center.
- Based on the feedback received from the Design Workshop, the project team created three alternatives that were presented to the



EXHIBIT 15. State Road 4 Gateway Element Vision

community in early 2021 at a Public Open House. Based on the feedback received in the Public Open House, the project team created a preferred scenario that blended elements of the three scenarios and resulted in the vision outlined within this document.

2 - 1.II A VISION FOR THE TOWN CENTER

White Rock Town Center, the gateway to Bandelier, is envisioned as a thriving hub with a vibrant mix of residential, retail, and office development at a character and scale appropriate for the surrounding community. With attractive housing, shopping and public spaces, along with network of trails and parks, it is a great place for residents to live and visitors to explore.

2 - 1.III DEVELOPMENT FRAMEWORK

To help achieve this vision for the creation of a more livable town center, the master plan and its development framework focus on the benefits of mixed-use, transit-friendly, pedestrian-oriented

development. As called for in the County's Comprehensive Plan and community feedback from this planning effort, the Town Center should provide:

- revitalization of vacant and blighted areas
- a pedestrian-friendly, mixed-use environment
- multi-modal transportation choices
- a variety of civic and entertainment spaces
- expanded opportunities for local business
- a variety of housing options at increased densities

The development framework proposes a combination of public and private investment in public spaces and underutilized/vacant properties to incentivize growth aligned with the County's long range vision.

Public investment, facilitated through the district's Metropolitan Redevelopment Area (MRA) designation, would focus on streetscape and trail improvements, the creation of gathering spaces, and placemaking strategies within the public realm. Such improvements include the creation of a town park, realignment of Longview Drive, and district wide improvements to trails and sidewalks. Streetscape improvements including contiguous sidewalks, crosswalks and reconfigured streets

would create a more pedestrian-oriented district. New pedestrian crossings on State Road 4 will help connect the emerging Mirador development and Visitors Center with the more established portion of the Town Center. Through these improvements, the corridor could create a “Main Street” character that helps provide a more defined identity in the White Rock Town Center. These targeted public investments will help spur redevelopment on private parcels while strengthening the character and livability of the White Rock Town Center.

Private investment is required on a number of strategic redevelopment sites, particularly along Bonnie View Drive and a realigned Longview Drive. Parcels on either side of Bonnie View Drive could accommodate new housing or mixed-use developments with more urban development forms and siting. Parcels along Longview Drive are envisioned to accommodate a range of residential and/or mixed-use development types and associated public spaces. Such a concentration of residential development will enhance the vitality of the Town Center and create an appropriate transition to the established neighborhoods to the south.

“Exhibit 18. White Rock Town Center Development Framework” on page 45 illustrates the vision for the White Rock Town Center; key elements of that vision are outlined to the right. The following section outlines eight elements that align with the Comprehensive Plan, informing a set of recommendations and strategies. The eight elements of the Downtown Master Plan will help guide future site-specific projects and set priorities for public investments.

This targeted infill development has the capability of generating a more vibrant, pedestrian-oriented development pattern within the Town Center as well as capturing anticipated regional growth. The County’s leading land use policy document, the Comprehensive Plan, establishes policy to focus development priorities in Downtown Los Alamos and White Rock Town Center, particularly

for providing a variety of higher density housing options. The Los Alamos County Housing Market Needs Analysis completed in 2019 identified an immediate need for 1,310 units of rental housing and 379 units for homeownership, with a particularly acute housing need for middle- and low-income households. The analysis affirmed the best location to add housing units is the Downtown areas. The Development Framework, as depicted, is capable of infilling an approximated 18,131 square feet of commercial space and 363 housing units within strategic sites within the Town Center.

EXHIBIT 16. Town Center Infill Potential



MIXED-USE BUILDINGS

MULTI-FAMILY BUILDINGS

TOWNHOMES

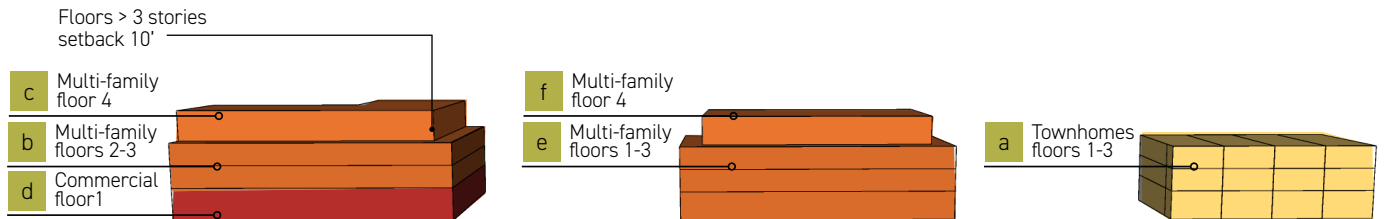


TABLE 8. Town Center Infill Potential					
	Category	Category Area (sq. ft.)	# of Stories	Total Floor Area (sq. ft.)	No. of Residential units (1000 sq.ft./unit)
a	Townhomes	36,351	3	109,053	109
b	Mixed use floors 2-3	39,099	2	78,198	78
c	Mixed use floors 4 and up	31,467	1	31,467	31
d	Commercial	18,131	1	57,230	
e	Multifamily floors 1-3	37,272	3	111,816	112
f	Multifamily floors 4 and up	32,118	1	32,118	32
Total Housing Units					363

Note: These calculations were generated by calculating conceptual building footprints on vacant/underutilized land in Downtown, determining the most likely land use (housing vs. retail vs. office), assigning an expected number of floors and then making calculations on the overall potential square footage. Housing units are calculated at 1,000 sq. ft. per unit, a reasonable median size for an apartment/townhouse.

2 - 1.IV VISION ELEMENTS

Key elements of the Development Framework include:

- 1 Sherwood Boulevard and Rover Boulevard signature gateways** to include enhanced pavement treatment, lighting, landscaping and signage.
- 2 Enhanced Visitor center pedestrian crossing** such as a z-crossing or pedestrian bridge.
- 3 Placemaking improvements** along State Road 4 to create a “Main Street” character.
- 4 Pedestrian and bicycle improvements** including buffered sidewalks, bike lanes, landscaping and pedestrian furnishings along State Road 4, Sherwood Boulevard, Rover Boulevard and Longview Drive.
- 5 Premier public gathering space** at the southern terminus of the visitor center crossing that features a higher level and concentration of pedestrian amenities.
- 6 Bonnie View Mixed Use Corridor** that exhibits pedestrian-oriented development and enhanced pedestrian amenities.
- 7 Canada del Buey Trail and arroyo enhancements** including green infrastructure improvements and the addition of trail amenities.
- 8 Longview residential redevelopment** with associated residential open spaces.
- 9 Targeted mixed use infill** along State Road 4 and Rover Boulevard.

The following section outlines eight elements that align with the Comprehensive Plan, informing a set of recommendations and strategies. The eight elements of the Town Center Master Plan will help guide future site-specific projects and set priorities for public investments.

EXHIBIT 17. White Rock Town Center Development Framework



EXHIBIT 18. *Bonnie View Mixed-Use Corridor Vision*





EXHIBIT 19. *Longview Residential Corridor Vision*







URBAN FORM / IDENTITY



2 - 2 URBAN FORM / IDENTITY

2 - 2.I VISION STATEMENT

A vibrant, walkable Town Center with a mix of uses and small-Town character.

2 - 2.II INTRODUCTION

The Urban Form & Identity element establishes a vision for the overall look and feel of the White Rock Town Center (the Town Center or the Center), facilitating a transformation from the existing suburban character of the Center to a more defined village or town center character. This requires a combination of public investment and new private development to create housing, the critical missing factor in the area now. The community has already invested considerable resources into the Town Center, notably the library, community center and Visitor Center facilities. The County has also installed a pedestrian crossing on State Road 4 and improved the multi-use path that runs along the south side with shade, benches, and public art. Similarly, Sherwood Boulevard has had targeted improvements including the widening of sidewalks and on-street parking adjacent to the library. Other roadways have not seen the same level of investment to ensure safe and attractive pedestrian facilities. These corridors should be improved to enhance their safety and aesthetic, which will help establish a more distinct identity. To ensure that new housing contributes to the Town Center's overall character, the siting and associated site standards of new development should reflect the overall goals of creating a pedestrian-oriented "village".

2 - 2.III RECOMMENDATIONS

A. Updating Town Center Zoning to Mixed Use

Apart from the Downtown Town Center zoning on the north side of SR4 in Mirador, the White Rock Town Center area is mostly zoned as commercial (C-1 and C-2) and multifamily (R-3-H). While this combination of zones allows for a variety of high density residential, commercial/retail, office, public and governmental uses, it does not permit the vertical or horizontal integration of such uses on a single site. In order to generate the pedestrian-oriented development patterns that are desired within the Center, the true integration of mixed-uses should be permitted by zoning. The White Rock Town Center should be rezoned to a true mixed-use zoning designation that permits the development of higher density mixed-use projects on a single parcel.

A new mixed-use zoning district would allow a range of commercial/retail and entertainment uses as well as a variety of more urban housing choices such as live/work, townhouses, and multifamily dwellings. It is critical that the proposed zoning achieve the right balance of density while preserving the small town "village" character of White Rock. This plan recommends that the proposed zoning allow development of four stories with appropriate building setbacks that promote a town center character. In order to reduce the visual impact of the increased building heights, this plan recommends that updates to Downtown zoning include the provision of a minimum 10' building stepback after the third story. Building step backs are commonly utilized in Town Center environments to reduce the scale of the building, while exposing and emphasizing the ground-level/pedestrian elements of a structure

EXHIBIT 20. Precedent Examples - Town Center Development



and increase views of the surrounding areas. Downtown Steamboat Springs, Colorado is a historic Downtown nestled in the Rocky Mountains landscape with a nearby destination ski resort. The city has strong recreational connections with the surrounding open space with a Downtown that features many historic buildings lining the streets of an "Old Town" district. The Community Development Code has specific building height standards for new development in their mixed-use Downtown that matches the development and scale of existing buildings, preserves views of the surrounding mountains, and blends in with Steamboat Spring's historic Old Town district. Within the Commercial Old Town zone district, a 0-foot front setback is required for the first and second floor, while a 15-foot step-back is required for the third floor with a building height maximum of 28 feet without residential on uppermost floor or 38 feet with residential on uppermost floor. This encourages residential housing density Downtown while complementing the scale and massing of historic buildings that currently exist.

These dimensional standards will also be paired with neighborhood protection standards that kick-in automatically at the periphery of the Town Center to create appropriate setbacks from existing residential areas as well as requirements for building height step-downs and/or vegetative screening requirements. Accompanying development standards for site and buildings design, parking and landscaping will be created to reinforce the desired character for the Town Center. These include pedestrian-oriented site design standards that require wider sidewalk widths on public streets, on-site pedestrian pathways and maximum front building setbacks. Building design standards should include requirements for high quality design materials and architectural detail along primary frontages. Parking design standards (addressed in more detail in ["2 - 4 Transportation" on page 73](#)) can help mitigate the visual impact and heat island effect of large parking lots, by requiring pedestrian pathways and landscaping. Landscaping requirements should

TABLE 9. White Rock Town Center Development Standards Recommendations

Element	Development Standards
Site design	<ul style="list-style-type: none"> Require a wider minimum sidewalk width along all public rights-of-way Require on-site pedestrian pathways that connect to the primary building entrance to public sidewalks.
Building design	<ul style="list-style-type: none"> Allow residential and mixed-use developments up to four (4) stories within the Town Center core. Require a 10' step-back above the third floor on the sides of a building that abuts a public street. Require buildings that are within 50' or adjacent to a lower-density residential zone to step down to a maximum building height of 2 stories. Enact basic urban design standards to activate ground level building elevations. These include: <ul style="list-style-type: none"> Minimum 30% glazing on ground floor Require at least one public entrance on commercial properties facing street frontage vs. parking lot Maximum of 100' building facade without a change in the elevation plane of at least 2' Maximum front setback of 25' along designated streets Introduce flexible material standards while requiring durable exterior cladding. (No "T-111" plywood siding on public facing elevations)
Parking	<ul style="list-style-type: none"> Reduce off-street parking requirements within the Town Center by 50%. Provide additional reductions for proximity to a transit stop and provisions for solar shade canopies. Create on-street parking where feasible
Landscaping	<ul style="list-style-type: none"> Require street trees at a minimum of 25' on center along public sidewalks. Require a minimum on-site landscape coverage requirement. Create parking lot landscaping requirements of 1 tree per 10 parking spaces. Require a minimum 5-10' landscape buffer when periphery developments are adjacent to low-density residential uses.

provide guidance for planting within public rights-of-way and minimum plant coverage standards for private parcels. The "Table 15. White Rock Town Center Development Standards Recommendations" on page 53 outlines proposed standards that can help advance the vision for White Rock.

EXHIBIT 21. Pedestrian-Oriented Infrastructure



B. Pedestrian-Oriented Infrastructure

The existing pedestrian infrastructure, i.e. sidewalks and crosswalks could use some basic improvements. While the southern frontage of State Road 4 features a mixed-use trail with some landscaping and site furnishings, most of area's sidewalks are narrow and feature no pedestrian amenities such as landscaping, lighting or site furnishings. Pedestrian improvements that widen sidewalks and connect missing segments will create a safer and more functional walking environment. "[Exhibit 22. Pedestrian-Oriented Infrastructure](#)" on page 54 illustrates the types and locations of recommended pedestrian improvements.

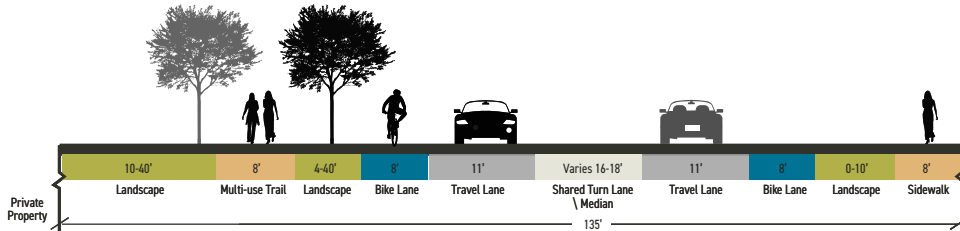
STATE ROAD 4

As the primary gateway and thoroughfare into the Town Center, improvements along State Road 4 should focus on enhancing the public right-of-way to create a sense arrival and increasing pedestrian

and bicycle safety, while still enabling the roadway to accommodate the volume of commuter-related traffic. Curb extensions and associated pedestrian crossings should be installed where State Road 4 intersects Sherwood Boulevard and Rover Boulevard to create visual cues to reduce travel speed and provide safe pedestrian crossings at these gateways into the Center. Another at-grade crossing is proposed between La Vista Drive and Sherwood Boulevard, along with improvements to the Canada del Buey Trail on the south side of State Road 4 in this section. A new paved trail is proposed for construction on the north side of State Road 4 between La Vista Drive and Sherwood Boulevard to accommodate the increase in development in the Mirador Subdivision. The roadway already contains 8' wide bicycle lanes. To increase the safety of cyclists using the facility, this plan recommends restriping bike lanes to include a minimum 3' wide buffered markers or the introduction of colored pavement within a bicycle lane to increases the visibility of the facility and send cues to drivers to watch for cyclists. The Canada del Buey Trail runs

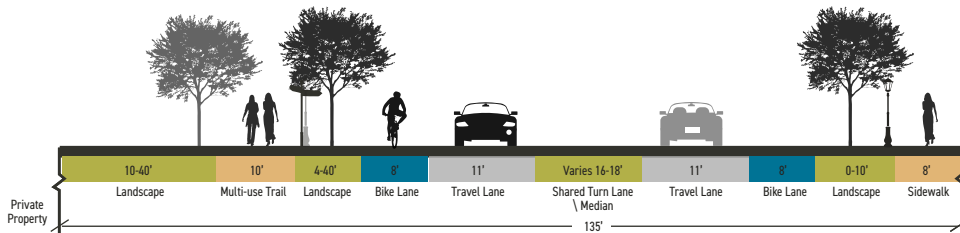
EXHIBIT 22. Pedestrian Infrastructure Improvements

Existing State Road 4 Street Section



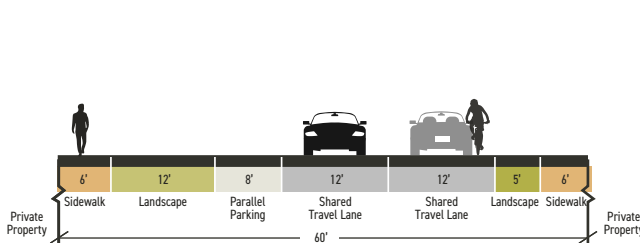
The County has made improvements to the northern section of Sherwood Boulevard, near the library, reconfiguring the roadway to include narrower travel lanes, parallel, on-street parking and landscape areas.

Recommended State Road 4 Improvements



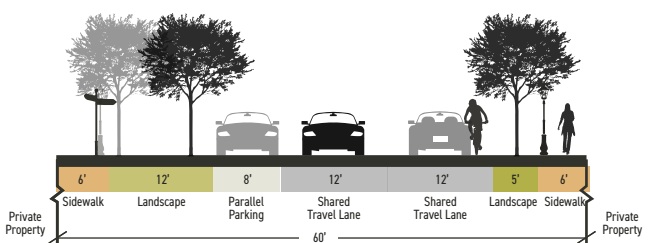
The roadway configuration of State Road 4 will remain, but a cohesive streetscape treatment that features unified street trees and under story landscaping scheme and a unified site furnishings scheme is recommended to contribute to the Town Center identity.

Existing Sherwood Boulevard Street Section



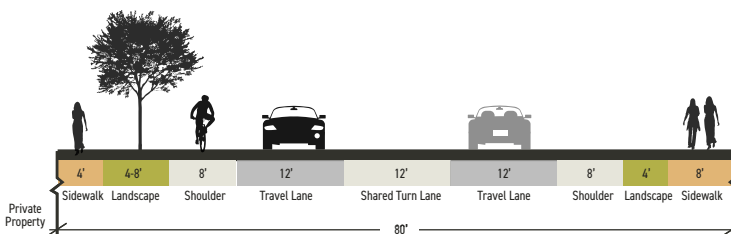
The County has made improvements to the northern section of Sherwood Boulevard, near the library, reconfiguring the roadway to include narrower travel lanes, parallel, on-street parking and landscape areas.

Recommended Improvements Sherwood Boulevard



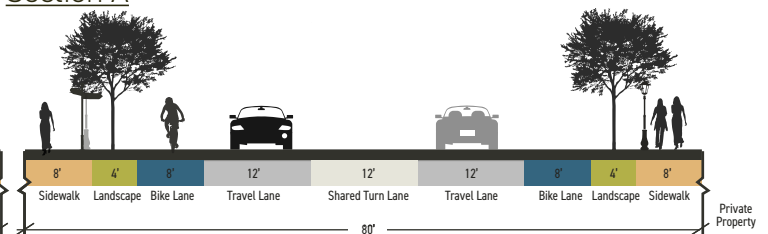
Further public investment to enhance the existing roadway configuration with pedestrian lighting, street furnishings, signage, and street trees and under story landscaping would create a more pleasant pedestrian experience.

Existing Rover Boulevard Street Section A



Southern sections of Rover Boulevard currently exhibits extremely wide travel lanes could be narrowed and a turn lane that could be eliminated to accommodate pedestrian improvements within the right-of-way.

Recommended Improvements Rover Boulevard Section A



Narrowing the width of travel lanes along Rover Boulevard would allow for the addition of dedicated bike lanes. Existing sidewalks should enhanced with decorative paving treatments, pedestrian lighting, street furnishings, signage, and street trees.

NOTE: Sections are illustrative only and not to scale. Field verification for feasibility is required.

EXHIBIT 23. Precedent Examples - Streetscaping



Coordinated streetscaping treatments in regards to pavements, street trees, landscaping, lighting, signage and site furnishings helps set district identity.

along the southern portion of the roadway and includes landscaping, street furnishings and public art. The northern portion of roadways features section that carry over the same landscaping scheme. A more cohesive streetscape treatment that features protected sidewalks, street trees, understory landscaping on both sides of the street and continues the site furnishings scheme along the trail would contribute an enhanced to the Town Center identity. Additionally, a raised pedestrian bridge or an at-grade enhanced pedestrian crossing as identified on ["Exhibit 22. Pedestrian-Oriented Infrastructure" on page 54](#) would improve the existing pedestrian link from the Visitor Center to the south side of State Road 4.

ROVER BOULEVARD & SHERWOOD BOULEVARD

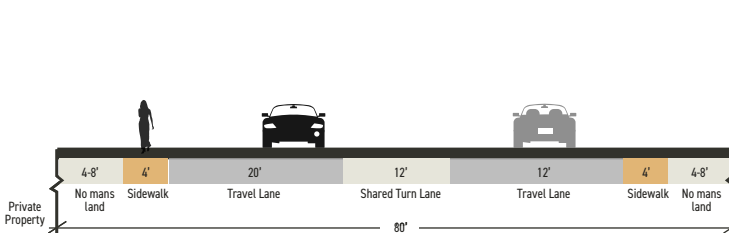
The county has made improvements to the northern section of Sherwood Boulevard, near the library, reconfiguring the roadway to include narrower travel lanes, parallel, on-street parking and landscape areas. The portion of Sherwood Boulevard adjacent to the library has been improved to include on-street parking and wider sidewalks adjacent to the facility as well as designate it as a shared roadway for bicycles. The remainder of the existing sidewalks along Rover Boulevard and Sherwood Boulevard are narrow and lack landscaping, pedestrian lighting and furnishings. Streetscape improvements along these corridors should focus on creating safe and pleasant pedestrian facilities such as wider, buffered sidewalks with cohesive landscaping, site furnishing, and signage treatments.

BONNIE VIEW DRIVE

Bonnie View Drive is envisioned to be redeveloped as a mixed-use main street corridor. Alternative pavement treatments that introduce color and texture to the roadway would provide visual cues to drivers that this is a distinct pedestrian zone. Development standards associated with a new zoning designation should have minimal front

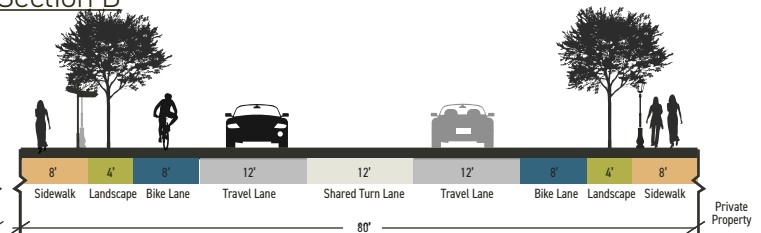
EXHIBIT 24. Pedestrian Infrastructure Improvements

Existing Rover Boulevard Street Section B



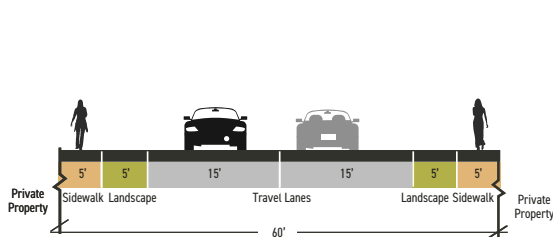
Southern sections of Rover Dr currently exhibits extremely wide travel lanes could be narrowed and a turn lane that could be eliminated to accommodate pedestrian improvements within the right-of-way

Recommended Improvements to Rover Boulevard Section B



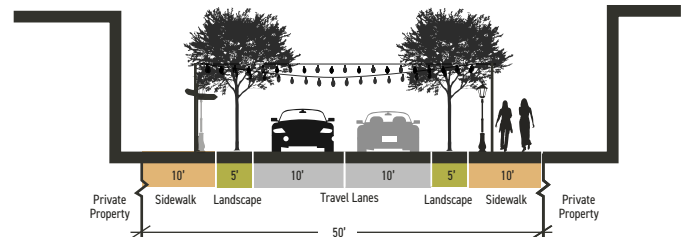
Narrowing the width of travel lanes along Rover would allow for the addition of dedicated bike lanes and sidewalks to be widened and enhanced with decorative paving treatments, pedestrian lighting, street furnishings, signage, and street trees.

Existing Standards for Bonnie View Drive



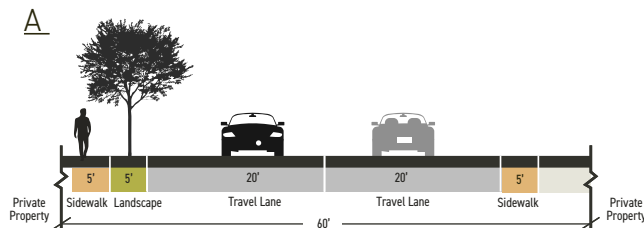
Bonnie View Drive currently exhibits wide travel lanes that could be narrowed to accommodate pedestrian improvements within the right-of-way.

Recommended Improvements for Bonnie View Drive



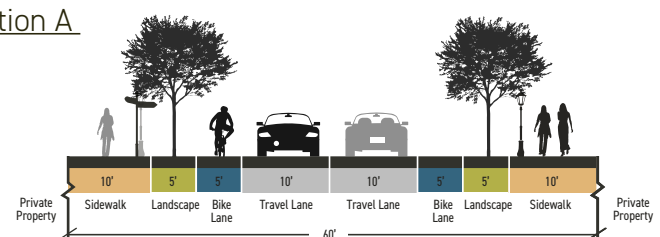
Narrowing the width of travel lanes along Bonnie View Drive would allow for sidewalks to be widened and enhanced with decorative paving treatments, pedestrian lighting, string lights, street furnishings, signage, and street trees. Development standards will ensure pedestrian-oriented development patterns in which building engage the sidewalk edge.

Existing Standards for Longview Drive Section A



Longview Drive currently exhibits wide travel lanes that could be narrowed to accommodate pedestrian improvements within the right-of-way.

Recommended Improvements for Longview Drive Section A



Narrowing the width of travel lanes along Longview Drive would allow for the addition of dedicated bike lanes and sidewalks to be widened and enhanced with decorative paving treatments, pedestrian lighting, street furnishings, signage, and street trees.

NOTE: Sections are illustrative only and not to scale. Field verification for feasibility is required.

EXHIBIT 25. Precedent Examples - Pedestrian Amenities



Pedestrian amenities such as signage, lighting and seating options create a hospitable pedestrian environment.

setback standards to facilitate creation of a 'street wall', a consistent building frontage in relation to the street, a condition shown to contribute to a positive pedestrian experience. The addition of pedestrian scale lights, street trees, and site furnishings will help reinforce this appropriate urban character.

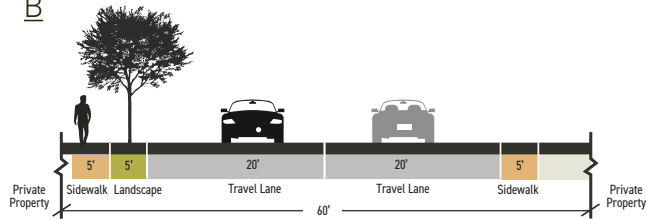
LONGVIEW DRIVE

The existing alignment of Longview Drive is awkward and has been identified as a safety concern and hindrance to development of this area. The straightening of the Longview Drive alignment between Bonnie View Drive and Sherwood Boulevard is seen as crucial to ensure the Center's redevelopment into a pedestrian-oriented environment. When the realignment occurs, the new streetscape should provide wide, buffered sidewalks along with a unified landscaping, site furnishing, and signage scheme, similar to the measures discussed above for Bonnie View Drive.

CANADA DEL BUEY TRAIL

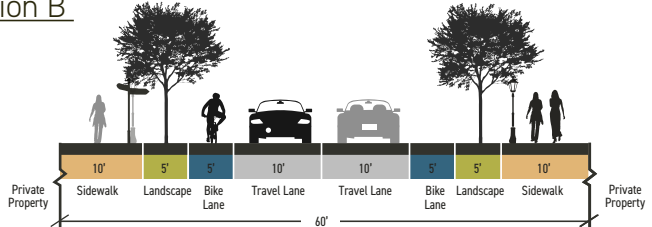
The Canada del Buey Trail should be expanded to the west through the arroyo to connect to Rover Boulevard. This extension would provide an additional pedestrian and bicycle through connection, and connect to the larger trail network in White Rock. Arroyo improvements should consist of a wide multi-use trail accompanied by pedestrian lighting, furnishings and signage.

Existing Standards for Longview Drive Section B



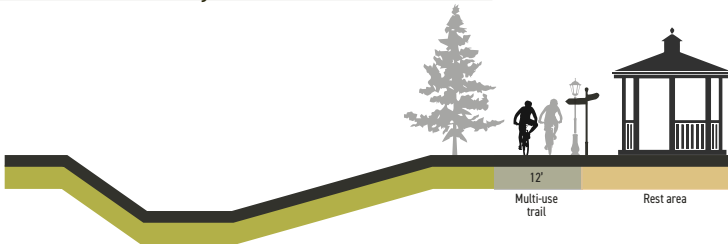
Longview Drive currently exhibits wide travel lanes that could be narrowed to accommodate pedestrian improvements within the right-of-way.

Recommended Improvements for Longview Drive Section B



Narrowing the width of travel lanes along Longview Drive would allow for the addition of dedicated bike lanes and sidewalks to be widened and enhanced with decorative paving treatments, pedestrian lighting, street furnishings, signage, and street trees.

Canada del Buey Trail Enhancements



Canada del Buey Trail should be enhanced with pedestrian lighting, furnishings and signage.

NOTE: Sections are illustrative only and not to scale. Field verification for feasibility is required.

EXHIBIT 26. Precedent Examples - Trail Amenities



Similarly, pedestrian amenities such as signage, lighting, seating and shaded rest options create a hospitable trail environment.

EXHIBIT 27. Signature Gateway Feature

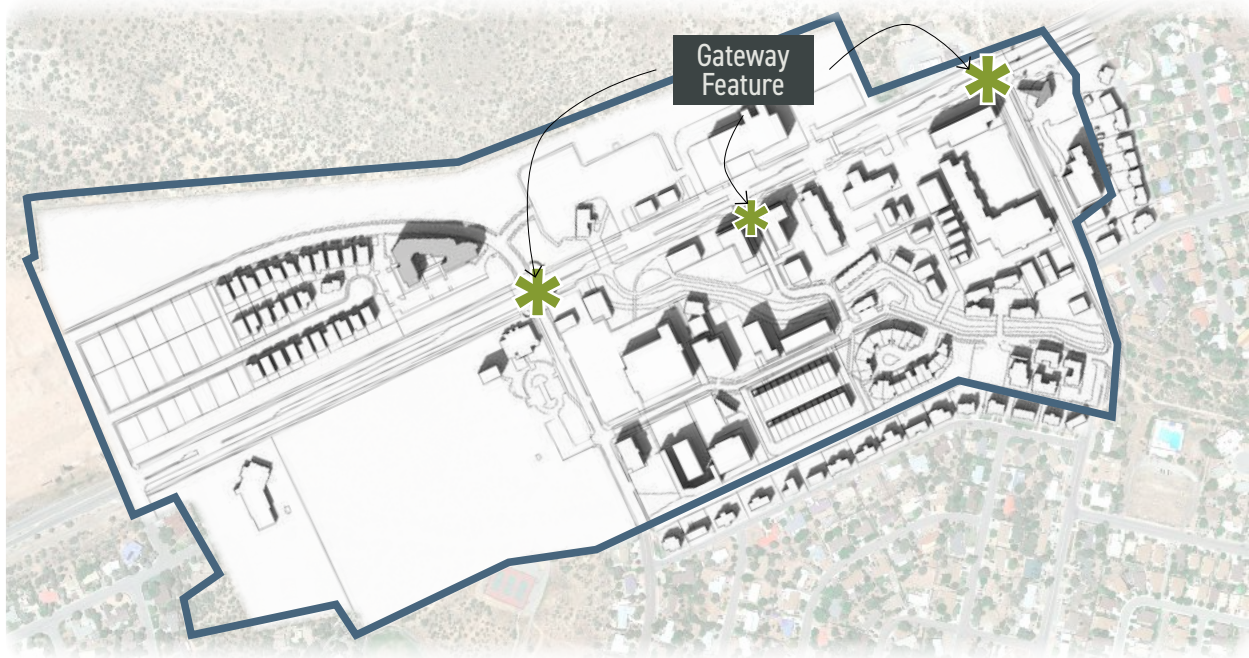
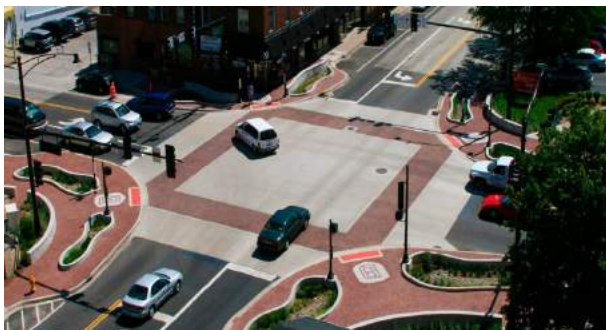


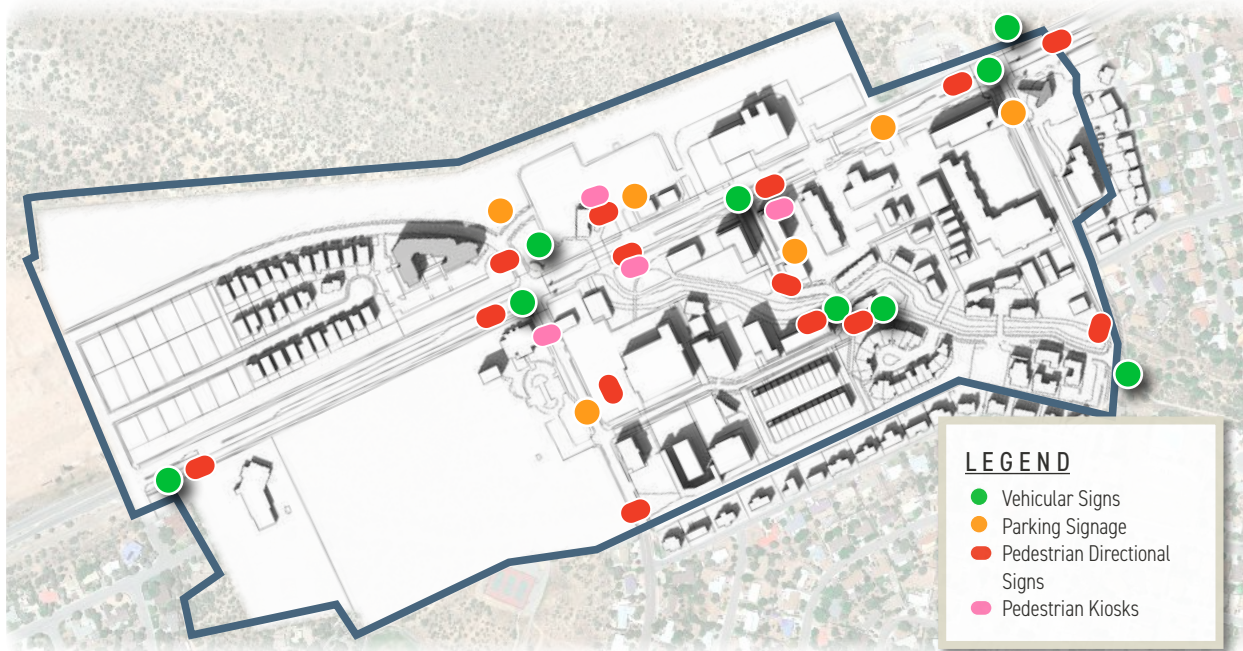
EXHIBIT 28. Precedent Examples - Gateway



C. Install Signature Gateway Feature

The installation of signature gateway features at the major vehicular entry points creates a sense of arrival into the Town Center. The signature “White Rock” at the intersection of State Road 4 and Rover Boulevard acts as a gateway now and will continue to be an expression of the area’s identity. This can be augmented with additional signature gateway features at the two primary entries, where State Road 4 intersects with both Sherwood Boulevard and Rover Boulevard, as identified in [“Exhibit 28. Signature Gateway Feature” on page 60](#). These intersections should be enhanced with decorative paving, landscaping, lighting and signage similar to those shown in [“Exhibit 29. Precedent Examples - Gateway Features” on page 60](#) intended to create both a unique gateway experience and opportunities for safer pedestrian crossings.

EXHIBIT 29. Recommended Signage Locations



D. Implement a Branded Wayfinding Signage

The Los Alamos County-wide Wayfinding Plan final design concept was approved by County Council in 2017. This Wayfinding Plan outlines design, placement and content of signage, allowing a cohesive look and feel throughout the County to

guide visitors to destinations. Signage types range from vehicular directional to pedestrian directional to park identification and information kiosks. While the plan identifies some specific locations for these signage types as indicated in [“Exhibit 30. Recommended Signage Locations”](#) on page 61, this Master Plan recommends the addition of pedestrian signage along sidewalks of internal streets of the White Rock Town Center as well as the Canada del Buey Trail.

EXHIBIT 30. Branded Wayfinding Signage

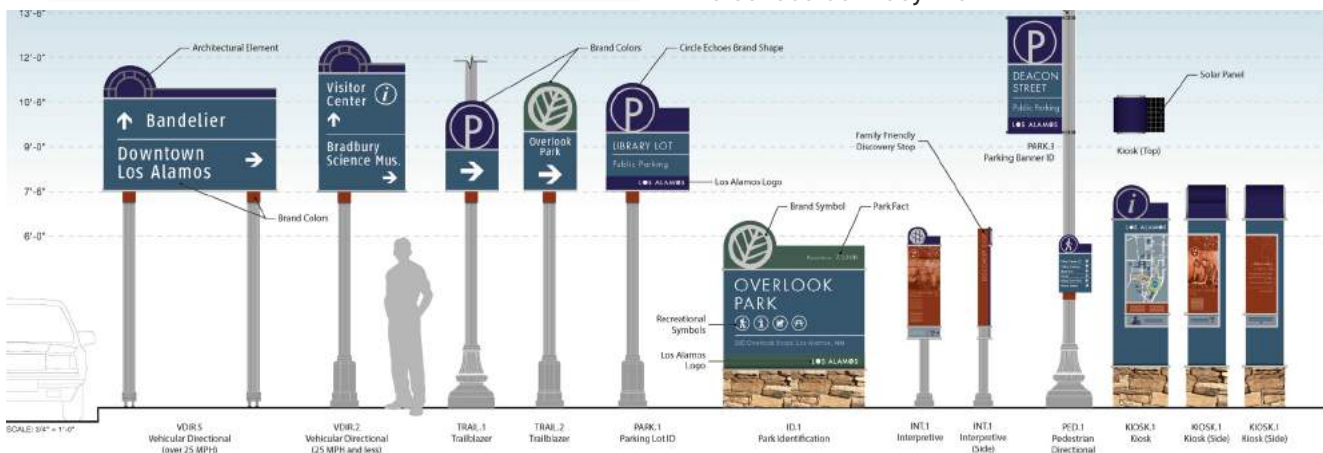


EXHIBIT 31. Placemaking Strategies



EXHIBIT 32. Precedent Examples - Placemaking Strategies



Colorful, decorative intersections and crosswalks act as gateway features and help pedestrians feel more safe as the designs catch the eye of drivers more easily.



Decorative street and sidewalk paving along with string lights should be utilized along the Bonnie View mixed use corridor to delineate it as a destination within the Town Center.

E. Placemaking Strategies

Placemaking is an approach that applies consistent branding and attractive amenities to public spaces to improve the quality and vitality of a place. Placemaking strategies, if done right, can result in the creation of a distinct destination that attracts residents, visitors, and businesses. Integrating placemaking strategies such as the creation of signature gateways and targeted pedestrian, public space and trail improvements as indicated in *"Exhibit 32. Placemaking Strategies" on page 62*, is crucial to the establishment of the White Rock Town Center as a distinct destination with a unique sense of identity. Pedestrian amenities including decorative paving to delineate crosswalks, landscaping, pedestrian lighting, furnishings, and public art along public streets will help define pedestrian pathways and aid in the establishment of a safe, consistent pedestrian experience. Colorful pavement treatments should be utilized within major intersections or crosswalks to create visual cues for drivers to slow down. Fun and



Fun and memorable amenities such as creative or movable seating choices, public art and lighting should be utilized within new a central gathering space and along Bonnie View Drive.



The addition of a pavilion and/or event spaces could accommodate community festivals similar to Ashley Pond for Los Alamos.

memorable amenities such as creative lighting, art or seating should be utilized within public spaces and along Longview Drive and Bonnie View Drive. The precedent images in "Exhibit 33. Precedent Examples - Placemaking Strategies" on page 62 show examples of placemaking strategies that could be employed within the White Rock Town Center.

F. Provide Multi-Generational Programming

The community has expressed a desire to include the implementation of multi-generational programming that ensures the Downtown is a family-oriented environment that particularly captures youth under the age of 18. Family-oriented activities are currently lacking within Downtown and should be considered when development occurs within the built environment and in programming spaces. Entertainment venues and hang out locations for youth and families are an important part of keeping the youth engaged and juvenile delinquency rates low. In addition, this plan provides for a variety of new residents including young couples without children and empty nesters, demographics which should also be considered in the programming of Town Center spaces.



2 - 2.IV URBAN FORM / IDENTITY GOALS

The following goals and strategies have been established to create a strong Town Center identity and sense of place.

TABLE 10. Urban Form / Identity Goals

INTENT: Make the Town Center district a new hub for White Rock.

VISION: A vibrant, walkable Town Center with a mix of uses and small-town character

GOAL 1: Create a Town Center specific mixed-use zone district that allows a mix of uses, including urban housing, commercial/retail, office and entertainment uses as well as public spaces.

Strategy 1: Update the Development Code to create a Town Center mixed-use zone district that permits higher density residential and commercial uses.

Strategy 2: Encourage a vertical mix of uses through development standards and incentives within the Development Code update.

GOAL 2: Create a unique Town Center identity, image, and sense of place.

Strategy 1: Enhance gateways at the intersection of Rover Boulevard and State Road 4 and Sherwood Boulevard and State Road 4 through decorative paving, signage, lighting and landscape treatments.

Strategy 2: Integrate placemaking strategies to create a distinct Town Center experience through unified gateways, public art, lighting, landscape/streetscape treatments.

Strategy 3: Create cohesive streetscape standards for public right-of-way improvements with the proposed Town Center district.

Strategy 4: Create enforceable landscape standards for public rights-of-way and private development parcels.

Strategy 5: Add a primary public space to serve as a central node and connect this space with existing and future trails, amenities, and destinations

GOAL 3: Create a Town Center district that achieve the right balance of density while preserving the small town "village" character of White Rock.

Strategy 1: Develop development standards that promote reduced building setbacks and higher density development of four stories to create a more compact "village" character and pedestrian-oriented development patterns.

Strategy 2: Create development standards for site and building design, parking lots, open spaces and landscaping that achieve the desired village center character.

EXHIBIT 33. Vignettes - Bonnie View Drive Sidewalks





HOUSING



2 - 3 HOUSING

2 - 3.I VISION STATEMENT

Quality housing options that are attainable to all residents while protecting existing neighborhoods.

2 - 3.II INTRODUCTION

The Housing element establishes a vision for the residential component of the White Rock Town Center. Given that the County has very limited land resources and is experiencing a severe shortage of housing, the Town Center district is a prime location to encourage the development of multi-unit, multi-story apartments and mixed-use residential buildings. Absorbing housing within the White Rock Town Center will not only alleviate the housing shortage, but aid in achieving the mix of uses and activity levels needed to revitalize the Center. Such a strategy supports numerous recommendations and policies of the Los Alamos County Strategic Leadership Plan, the Los Alamos County Comprehensive Plan, the Economic Vitality Strategic Plan, and the White Rock Metropolitan Redevelopment Area Plan.

The County has identified a need for additional housing stock distributed among all income ranges but is particularly acute for middle- and lower-income households. The Town Center in particular is well equipped to accommodate affordable housing options demanded by demographic subsets such as **seniors and** retirees that wish to downsize, young adults, student interns and the general workforce. Short- to mid-term rental housing within a variety of affordable housing types including micro-units, townhouses, apartments, condos, and live-work units could be developed with the White Rock Town Center to meet the desired housing demands. An additional benefit of this type of housing stock is that they lend themselves to

mixed-use development patterns that accommodate commercial uses on the ground floor and residential uses above. Mixed-use buildings such as these are a critical element to creating the mix of land uses and active urban realm necessary for successful Town Center environments.

2 - 3.III RECOMMENDATIONS

A. Allow Increased Multi-family Densities / Heights

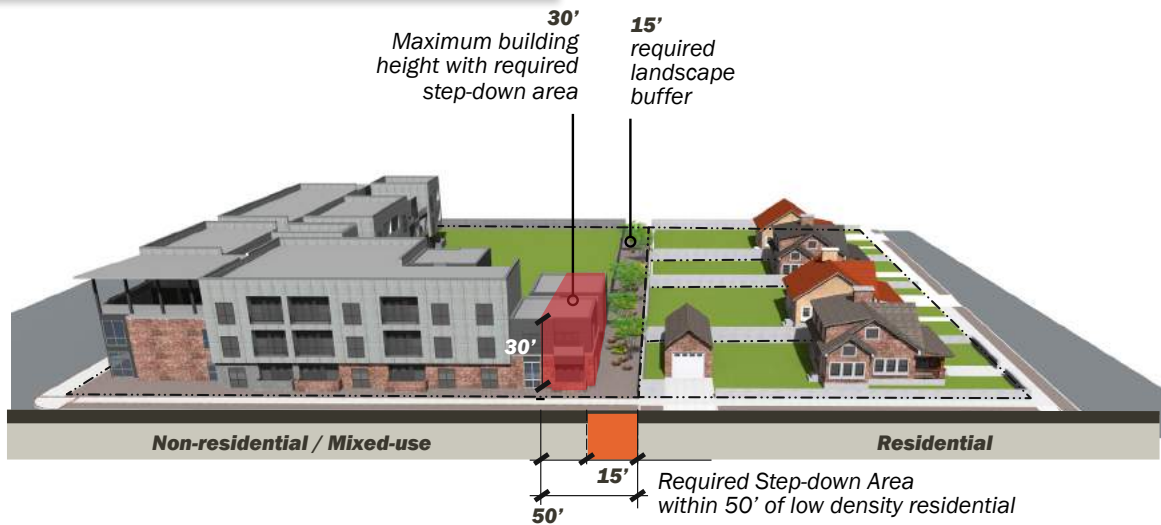
Increasing the allowed maximum residential densities and building heights is one of the main tools to increase the provision of housing and make housing more affordable. Zoning provisions should be changed so that multi-unit, multi-story apartments and mixed-use residential buildings can be accommodated. Increasing the maximum allowed building height to four stories would allow the development of mixed-use buildings with ground floor commercial uses and three stories of residential above. This plan also recommends that further incentives are provided for provisions that implement adopted County goals and the recommendations of this plan through additional height bonus incentives for affordable housing or public space amenities.

The key is to pair increased building heights with neighborhood protection standards that automatically kick in when higher density development occurs adjacent to single-family uses. In those instances, the development code update shall create neighborhood protection standards that require building height step-downs or landscape buffers to be implemented to mitigate the impacts on adjacent neighborhoods.

EXHIBIT 34. Infill Housing Opportunities & Protection Standards



EXHIBIT 35. Neighborhood Protection Standards



B. Incentivizing Affordable Housing

One of the most effective strategies to encourage and spur the market to provide affordable housing is through inclusionary zoning requirements and/or incentives. Inclusionary zoning requires developers to set aside a given share of new housing developments for affordable units. While inclusionary zoning has helped produce affordable units in cities with strong housing markets such requirements still don't fully address the demand for affordable units in most communities. Furthermore, many communities simply do not command high enough rents per square foot to absorb the subsidy required by affordable units and such inclusionary requirements often can inhibit housing developments.

A more commonly used alternative is to create voluntary incentive programs that encouraging developers to include affordable units by giving through rewards such as additional density bonuses, expedited permitting processes or fee waivers or reductions. Affordable housing incentives are most often tied to the dedication of a percentage of residential floor area as rental housing affordable to households with incomes up to 80% of the area median income (AMI). Developers that provide the 20% affordable housing units for example, could be granted a 2-story increase to the maximum allowable building height. Similarly, expedited review/permitting process including the reduction or elimination of permitting fees or granting administrative, rather than discretionary approval processes, i.e. those that require a public hearing with the Planning and Zoning Commission, could be offered.

Within the Downtown Improvement Plan for Downtown Bozeman, Montana, increasing housing units Downtown to meet the needs of different members of the community was a significant goal for the community. They created a Downtown Residential Incentive Program that provides partial reimbursement for residential-related impact fees for the creation of eligible new downtown

residential units including one program for studio and one-bedroom units and a second for affordable housing. As of 2019, this program has helped support the construction of nearly 100 new residential units, with 46 more units approved but not yet constructed. As Los Alamos is in need of affordable housing, a similar incentive program could be implemented that encourages the construction of affordable housing Downtown.

C. Allow a Greater Mix of Housing Type within Town Center

As mentioned above, the White Rock Town Center is well suited to accommodate higher density housing options for targeted demographics identified during this master planning phase; these include seniors, retirees that wish to downsize, young adults, student interns and the general workforce. This plan recommends that a variety of more "urban" housing types such as townhouses, multi-family, and mixed-use developments be encouraged to be infilled within the White Rock Town Center. These types provide diverse housing options for the desired demographics along a spectrum of affordability that is appropriate for a Town Center environment. [*"Exhibit 36. Neighborhood Protection Standards" on page 68*](#) identifies some opportunities for infill housing development within the Town Center; mixed-use housing options are particularly desired along State Road 4 and Bonnie View Drive, while townhouse and more traditional multi-family development are appropriate along Longview Drive to transition to the established neighborhoods to the south. A desire for more senior housing facilities in particular has been expressed along Longview Drive. The above mentioned neighborhood protection standards should be utilized along the parcels south of Longview Drive to create a transition to adjacent neighborhoods to the south.

MIXED-USE

Mixed-use housing consists of a mix of commercial and residential uses, generally vertically integrated. In many instances, the mixed-use building consists of ground floor commercial with residential uses on upper floors. Mixed-use buildings are popular in downtown areas as they provide the opportunity to activate the street level while adding residents that frequent the commercial businesses. They are also popular with young adults and empty nesters as they vertically integrate valuable amenities. Because of the density and number of units gained, mixed-use developments can provide affordable housing options.

MULTI-FAMILY

Multi-family housing consists of a number of apartments or condominiums located in a building of multiple stories. Building types vary significantly; some structures appear to be similar to single-family houses in the design, while others are distinctly apartment buildings. Shared amenities have become popular with apartment buildings. Many developments provide shared gardens, dog parks, gathering spaces, gyms and outdoor patios. Because of the density and number of units gained, apartments can provide affordable housing options for Downtown Los Alamos.

TOWNHOUSE

Townhouses or rowhouses are buildings that contain three or more dwelling units that are connected side by side in a row. These units typically have their own individual entrances, and can appear to be one single building or several distinct structures. Townhouses can be micro-units and live-work constructed on their own lot or on a shared lot as condominiums. Their heights generally range between one to three stories.



Mixed-use development in Bothell, WA



Vertical mixed-use buildings with space for small commercial uses on the ground floor



Mixed-use development in Bothell, WA

2 - 3.IV HOUSING GOALS

The following goals and strategies have been established to create quality housing options that are attainable to residents and the workforce within all age groups and abilities in the White Rock Town Center.

TABLE 11. Housing Goals

INTENT: Address the lack of affordable housing options in the County; it is one of the main concerns of the community.

VISION: Quality housing options that are attainable to all residents while protecting existing neighborhoods

GOAL 1: *Create quality housing options that are attainable to residents, the workforce, all age groups and abilities*

Strategy 1: *Allow townhouse, apartments, mixed-use and live/work dwelling types within the Town Center.*

Strategy 2: *Create flexible architectural standards that ensure high-quality housing developments.*

GOAL 2: *Protect existing residential neighborhoods surrounding the Town Center district by creating neighborhood protection standards within the Development Code.*

Strategy 1: *Create neighborhood protection standards that require development to scale down to two stories and/or provide a vegetative screen at the periphery of the Town Center.*



TRANSPORTATION



2 - 4 TRANSPORTATION

2 - 4.I VISION STATEMENT

A safe and efficient multi-modal system that provides connections to adjacent neighborhoods, LANL and Los Alamos.

2 - 4.II INTRODUCTION

The transportation element establishes a vision for multi-modal access to and connectivity throughout the White Rock Town Center. This is achieved by creating an efficient and convenient multi-modal network that safely accommodates pedestrians, cyclists, public transit, and motor vehicles to, from and within the Center. Recommended improvements focus on the creation of a premier pedestrian environment that will promote active lifestyles while decreasing carbon emissions associated with driving. The Town Center can be a place where people walk more and drive less, enabled by a safe, well-connected pedestrian network and street crossings.

2 - 4.III RECOMMENDATIONS

A. Implement Safe Pedestrian & Bicycle Infrastructure

Creating a safe, efficient, and convenient pedestrian network is key to the creation of a successful Town Center. As mentioned in the Urban Form and Identity section, the existing pedestrian infrastructure is minimal. While Canada del Buey Trail runs along the southern frontage of State Road 4 and features some landscaping and site furnishings, most of the Center's sidewalks are narrow and feature no pedestrian amenities. Generally, all sidewalks could use improvements to create a better pedestrian experience. Repair of existing sidewalks and the completion of

gaps in the system should be the first priority. Sidewalks should be widened and buffered through the addition of a planting strip between the curb and sidewalk where feasible. Additional enhancements to the pedestrian experience include the incorporation of street trees and understory landscaping, lighting, signage and site furnishings.

In addition to sidewalks, the Town Center should feature a network of on-site pedestrian pathways within private development parcels that ensure pedestrians can safely reach primary building entrances and site amenities. The Development Code update could include requirements for on-site pedestrian networks that provide pathways across parking lots, connections between building entrances and/or site amenities and public sidewalks, as well as adjacent development parcels. The large volume of traffic to and from LANL along State Road 4 presents challenges to the north-south movement of pedestrians and bicyclists. The major intersections along State Road 4 that act as gateways into the Center, i.e. at Rover Boulevard and Sherwood Boulevard, lack safe pedestrian crossings. With the development of the Mirador mixed-use project, a new pedestrian crossing at Sherwood Boulevard is expected to be completed, likely by sometime in 2022. A similar crossing could be constructed at Rover Boulevard, along with enhancements to the existing pedestrian crossing near the Visitor Center. All three of these pedestrian crossings would allow safe, convenient passage for visitors wishing to cross into the Town Center. If an at-grade crossing is not part of a signalized intersection, then high-intensity activated crosswalk (HAWK) beacons or pedestrian/bike-activated flashing lights should be utilized to ensure user safety.

EXHIBIT 36. Precedent Examples - HAWK



HAWK or High-intensity Activated crosswalk -- provides a protected pedestrian crossing in Scottsdale.

EXHIBIT 37. Precedent Examples - Bicycle Infrastructure



Dedicated, protected bicycle lanes.

Bicycle infrastructure is currently limited to bicycle lanes along State Road 4 and a shared use facility along Sherwood Boulevard. State Road 4 is a popular cycling corridor and the Center could capitalize off this mode of travel to bring in more County residents and visitors alike. To increase the safety of cyclists using State Road 4, this plan recommends restriping the existing 8' bike lanes to include a minimum 3' wide buffered markers or the introduction of colored pavement within a bicycle lane to increase the visibility of the facility and send cues to drivers to watch for cyclists. To increase bicycle safety throughout the remaining Town Center corridors, a more defined network of designated bicycle lanes/routes along Rover Boulevard, Sherwood Boulevard and the realigned Longview Drive, as indicated in ["Exhibit 39. Pedestrian & Bicycle Infrastructure Improvements placemaking Strategies"](#) on page 75. In addition, both the Canada del Buey Trail and the White Rock Canyon Rim Trail are critical components of the Town Center pedestrian and bicycle network. The multi-use pathways should be widened and improved with amenities including landscaping, lighting, signage, site furnishings and/or rest stops. Such improvements would support goals of the County's adopted Bicycle Transportation Plan (June 2017) which aims to "advance a bicycle friendly environment where residents and visitors alike can enjoy a transportation system that encourages and empowers use of a bicycle as a key form of transportation".

Bicycle parking is an important part of the Town Center's cycling infrastructure, but is currently very limited, likely because the Development Code does not require bicycle parking to be provided within new developments. Bicycle parking within the Town Center should be increased to provide cyclists secure and convenient storage options while shopping or dining at the Center. Provisions for adequate bicycle parking facilities will support the desired multi-modal vision for the Center. One strategy for increasing bicycle parking within the district is to update the Development Code to require new developments to provide bicycle

EXHIBIT 38. Pedestrian & Bicycle Infrastructure Improvements

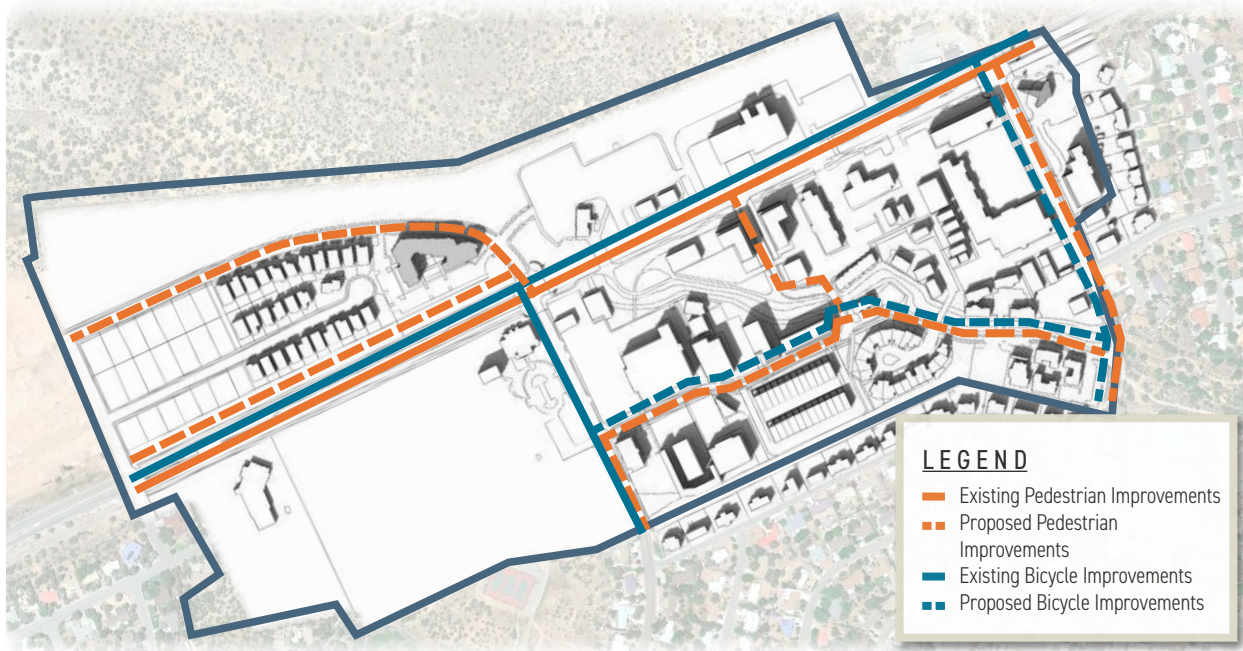


EXHIBIT 39. Public Transit



EXHIBIT 40. Precedent Examples - Bike Paring



Artistic bike racks can be used to add more public art to the Center.

EXHIBIT 41. Precedent Examples - Bus Stops



Bus stops with amenities including

parking. Bike racks could be branded to be cohesive with the street furnishing scheme or used as an opportunity to add another public art element.

B. Implement Convenient Transit and Vehicular Transportation System

The Town Center's existing suburban development characteristics exhibit poor street connectivity and street layouts that hinders accessibility to and connectivity throughout the Center and its businesses. State Road 4 is the main thoroughfare and busiest road in White Rock. It facilitates the primary access to and from the Center and funnels large volumes of traffic to and from LANL. The road includes only one signalized intersection which presents challenges to the north-south movement, specifically for pedestrians and bicyclists. Sherwood Boulevard, Bonnie View Drive and Rover Boulevard provide north-south connections while Longview Drive serves as the main interior east/west connection. The alignment of both Bonnie View Drive and Longview Drive are meandering and make internal accessibility and navigating confusing. In addition, internal roadways exhibit deterioration within the public rights-of-way including poor pavement condition, damaged or missing sidewalks, non-ADA compliant ramps, and unmaintained landscape. Such conditions not only create barriers to connectivity throughout, but perpetuate impressions of blight that deter businesses, visitors and residents alike.

The addition of a signalized intersection at State Road 4 and Sherwood Boulevard is a critical improvement. This would alleviate several issues through the creation of a western gateway into the Center, slowing through traffic and increasing north-south movement. A realignment of Longview Drive is another critical improvement to enhance Center's connectivity and redevelopment potential. Additional improvements along all primary roadways, should consist of repaving, buffered sidewalks, the addition of ADA compliant ramps, and cohesive landscaping.

Atomic City Transit currently serves White Rock through Route 2 (2M, 2T, and 2P) that provides connections to Los Alamos via Main Hill and the Truck Route as indicated in *"Exhibit 40. Public Transit" on page 75*. During peak service, these lines operate in White Rock between 7am and 7pm, with buses arriving and/or departing approximately every hour. Bus stops are located along State Road 4, Sherwood Boulevard and Rover Boulevard. Extending the Atomic City Transit bus service further into the evening hours during weekends would support more activity. Existing bus stops currently contain shelters, but few additional amenities. Enhancing existing bus stops with more attractive shelters and additional amenities will create a more attractive welcome and overall pleasant user experience. Precedent examples of enhanced bus stops are shown in *"Exhibit 41. Precedent Examples - Bike Paring" on page 76*.

to established neighborhoods. This could be paired with additional reductions for desired features such as solar parking covers or improvements transit facilities. Additional considerations could include shared parking for businesses in close proximity to each other to further promote a park once strategy.

C. Improve the Parking Management Strategy

Currently, parking is distributed throughout the commercial core with a number of large parking fields that are underutilized. The Town Center should promote a "park once and walk" approach using a variety of strategies including expanding on-street parking options and identifying and establishing a series of parking "courts" that are shared by a number of local businesses. Providing a variety of parking options will serve a wide range of users and further benefits the diverse needs of local businesses. Provisions for on-street parking on internal streets such as Bonnie View Drive and Longview Drive have additional benefits. Providing on-street parking enhances the pedestrian environment by buffering pedestrian from busy street traffic. In addition to a park once strategy, minimum parking requirements should be evaluated based on national best practices. Most municipalities recognize that mixed-use environments, such as those envisioned for the Center, need revised parking standards. Reduced parking requirements should be considered, given the changes anticipated to the permissive uses, transit access, improved bicycle facilities, and the proximity

2 - 4.IV TRANSPORTATION GOALS

The following goals and strategies have been established to create safe, efficient, and convenient infrastructure that accommodates all modes including pedestrian, bicycle, transit, and vehicles.

TABLE 12. Transportation Goals

INTENT: The Town Center exhibits an ineffective street layout and lacks convenient and safe transportation options within, to and from the Center.

VISION: A safe and efficient multi-modal system that connects the Town Center with adjacent neighborhoods, accommodating a variety of transportation options and connecting the Town Center to LANL and Los Alamos.

Goal 1: Enhance and improve the physical connection within and between the Town Center and the surrounding neighborhoods and destinations

Strategy 1: Provide multi-modal links between the Town Center destinations and amenities such as the library, trails and restaurants.

Strategy 2: Provide multi-modal connections between the Town Center and outside destinations and amenities such as established neighborhoods, the Los Alamos townsite, LANL, Bandelier National Monument and the Valles Caldera National Preserve.

Strategy 3: Maintain and improve existing public transportation to ensure system efficiencies.

Strategy 4: Develop a comprehensive Town Center wayfinding system.

Goal 2: Prioritize mobility for pedestrians and cyclists throughout the Town Center district

Strategy 1: Improve pedestrian connectivity and safety on all Town Center streets, but particularly along State Road 4.

Strategy 2: Update the Los Alamos Bicycle Transportation Plan to develop a comprehensive Town Center Downtown bicycle network that connects to the larger county-wide network, based on the guidance of this Master Plan.

Strategy 3: Create safe pedestrian and bicycle crossings at the intersections of State Road 4 and Sherwood Boulevard and State Road 4 and Rover Boulevard.

Goal 3: Create a Park Once Program for the Town Center.

Strategy 1: Update the Development Code to reduced minimum parking standards within the new Town Center zoning district.

Strategy 2: Provide a shared parking credit for compatible uses within the new Town Center zoning district of the Development Code.

Strategy 3: Provide additional parking reductions for proximity to transit or desired parking lot enhancements such as the addition of solar parking canopies within the new Town Center zoning district of the Development Code.

Strategy 4: Update the Development Code to require new developments to provide bicycle parking.



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ECONOMIC VITALITY



2 - 5 ECONOMIC VITALITY

2 - 5.I VISION STATEMENT

A vibrant Town Center with an environment in which local businesses can thrive.

2 - 5.II INTRODUCTION

The Economic Vitality element establishes a vision in which local businesses can thrive in a vibrant Town Center environment. Existing conditions in the commercial district related to vacant or otherwise dilapidated buildings, inefficient street layouts, low levels of commercial activity, and the general state of disrepair have inhibited redevelopment and new investments. A balanced mix of employment-intensive uses, ground-level shops and restaurants, lodging and entertainment uses, and moderate-to high-density housing are needed to create a vital, sustainable mixed-use commercial district. The solution to combat the existing blight is multifaceted. Recommended strategies include updates to Town Center zoning, public investments into district wide infrastructure, programs to aid business retention and attraction, and incentives for new development and reinvestment.

2 - 5.III RECOMMENDATIONS

A. Updating Town Center Zoning

As mentioned in other sections of this plan, the development code should be updated to include a new White Rock Town Center specific mixed-use district that allows a variety of higher density residential, office, commercial/retail uses at a maximum height of four (4) stories. Updating the Center's zoning to a mixed-use zoning district will encourage more mixed-use development within the Center. The new Town Center's zoning permissible use table, aka the Use Index Matrix, should be

updated to permit a variety of commercial/retail, office, and entertainment uses, including subsets like micro-retail and startup spaces that could be utilized by small businesses. Additional development standards as outlined under the Image/Identity element in section 2-1 are critical to creating a pedestrian-oriented development that entices the revitalization of the Town Center.

EXHIBIT 42. Precedent Examples - Uses



Micro Units Commercial

B. Promote Entertainment Venues

Entertainment venues are currently in short supply within the White Rock Town Center. Often, entertainment venues such as performing art centers, amphitheaters, theaters, or arcades become anchor amenities that draw people to a center and provide the catalyst for the reinvigoration of the area. Indoor entertainment

venues that feature activities such as amusement arcades, bowling alleys, billiard halls, skating rinks, theaters, laser tag and trampolines are excellent options for family activities and desired by the community. The Development Code update should ensure that indoor and outdoor recreation facilities are permitted within the Town Center.

C. Streamline Development Process within the Town Center

A lengthy and drawn out approval process can add significant cost to a project and can ultimately threaten the financial solvency of a (re)development project. Fast tracking approvals for smaller projects of a permissive use that meets all the development requirements, including automatic neighborhood protection standards, can be a mechanism to spur the Center's redevelopment. It is therefore recommended that mixed use non-development projects under 50,000 square feet or that contain 50 or less dwelling units per acre that meet the updated development standards for the Town Center can be approved administratively rather than by the Planning and Zoning Commission. Administrative approvals within such activity Centers is a common National Best Practice utilized by cities and most have seen a resulting increase in areas targeted for redevelopment. Development code updates should therefore include provisions for administrative approvals of development of the above-mentioned size that are compliant with the standards of the Town Center zoning district. In Albuquerque, NM development application approvals for the downtown area have been fast-tracked by allowing administrative approval after updating the zoning code to include specific design guidelines for downtown.

D. Strengthen the Facade Improvement Program

Facade Improvement Program are often used to encourage and support small business to reinvest in the downtown and neighborhood business districts. These programs provide matching

EXHIBIT 43. Precedent Examples - Vacant Properties



Facade Improvement programs aid in the aesthetics of Town Center areas. This underutilized pair of commercial buildings in Hamilton, New York, was updated with a whole new color and look, including a new cornice, siding, windows, doors, awning, detailing and other signage.

EXHIBIT 44. Targeted Sites for Mixed-use and Multi-family Infill Development



grants to small business owners and tenants to assist them to improve the exterior appearance of their buildings and storefronts. While the Los Alamos Commerce and Development Corporation (LACDC) has an established facade loan program, the program is only allocated a total of \$100,000 annually and individual grants are capped at \$25,000 per property. The existing cap is not enough to make substantial improvements to most properties, particularly large ones, and the program in its existing state is often used to fund signage improvements. The designation of the Metropolitan Redevelopment Area (MRA) which covers a large portion of the Town Center boundary as shown in exhibit 30, offers an opportunity to substantially increase individual loan caps so that more impactful façade improvements can be undertaken within the Town Center.

E. Develop Strategies that Incentivize Redevelopment of Vacant Properties

Vacant or otherwise dilapidated buildings within the Town Center contributed to the blighted status that resulted in the establishment of the MRA. Such properties are not only unattractive, but discourage economic development, diminish adjacent property values, and can act as public nuisances. Incentivizing the occupation and/or redevelopment of these neglected properties is critical to eliminate blight.

Adaptive Reuse Programs are a successful strategy that is often utilized to incentivize the reuse of vacant buildings. This plan recommends that the County establish an Adaptive Reuse Program to provide renewed vitality to vacant buildings throughout the Town Center. Often, existing buildings are vacant because they pre-date zoning, building permit, and other local development regulations that make their rehabilitation to meet modern requirements challenging. Through an

Adaptive Reuse Program, the County can provide incentives including design flexibility from regulatory requirements or permit fee waivers and a faster timeline for eligible projects. In addition, the County may be able to utilize MRA funding to help provide necessary infrastructure hook-up for necessary systems like fire sprinklers to bring these buildings up to code.

Vacant Building Ordinances are another tool utilized within MRAs to motivate property owners to lease, redevelop or sell vacant properties. Such a strategy is currently utilized in Las Vegas, Tucumcari, and Albuquerque. Effective vacant building ordinances generally include the registration and annual inspection of vacant properties, minimum maintenance requirements, and a system of penalties and fees for noncompliance. Often, penalty and registration renewal fees increase over time to further incentivize code compliance or the revitalization/redevelopment of the property. Enforcement and administration of a vacant building ordinance requires additional County resources to track and manage the process; something that should be part of the deliberation about adopting these measures. Through the MRA, the County could pursue a Vacant Building Ordinance to require minimum maintenance standards for vacant properties and penalize property owners for noncompliance. Another potential strategy that could be implemented through the Development Code update is to include a provision that allows a wider range of uses after a defined period of vacancy. These become available if a property has been vacant for an extended period of time, typically five years. For instance, under such a scenario, the County may not allow a particular use such as office use to be located within the Town Center initially, but would allow this use if the building has been sitting vacant for an extended period of time. The rationale behind the strategy is that while the community may not particularly favor certain uses, this could still be a better alternative and be more favorable than a vacant building.

EXHIBIT 45. Precedent Examples - Vacant Properties



Vacant properties along Longview Drive within the White Rock Town Center.

F. Develop Strategies to Keep Commercial Rents Affordable

One common concern expressed in the public meetings is that commercial rents in Los Alamos are high relative to the anticipated revenue/level of activity. The procurement of office space by LANL and its contractors has put pressure on the availability of commercial space in White Rock and the Townsite, putting upward pressure on rental rates. As a result of this, the retention of existing local business as well as the recruitment of new business is difficult as businesses cannot compete with the rates LANL and its contractors can afford. As such businesses are often a critical component to the vitality of Town Center, it is recommended that the County pursue a variety of strategies to keep commercial rents affordable for local entrepreneurs.

One strategy would be to establish a Retail Space Improvement Program to provide grants to building owners for the renovation of substandard commercial space or the development of new commercial space on the first level space of new mixed-use developments that is marketable to retail uses. These grants would be limited to a percentage of the cost of tenant improvements to a warm shell standard. In return, the landlord would be required to limit the retail lease rate to an affordable level for a period of time sufficient to amortize the amount of public investment. Another strategy would be to provide a mechanism by which businesses can purchase, rather than lease space. In order to aid businesses, municipalities are helping local businesses access credit through “lease-to-own” or “Buy Your Building” programs. These programs either connect local businesses with a network of local bank partners or are subsidized through local grant funding. Providing expanded access to capital is a huge hurdle for small businesses and communities are becoming creative with how to fund small business through public partnership banks, modeled on the Bank of North Dakota, or establish a one-stop, single-application portal for local entrepreneurs seeking loans, as Philadelphia has done with its Capital Consortium. The County should introduce new legislation that creates a partnership with local banks to remove barriers to funding or creates local lease-to-own programs.

In addition to exploring innovative funding options, the County should explore policies that allow for the conversion of existing large-scale commercial spaces to be divided into smaller, multi-tenant spaces. Large commercial spaces are often harder to fill and therefore sit empty adding to Downtown’s vacancy issue. Multi-tenant conversions create spaces that better accommodate the needs and lease rates of smaller-scale, local businesses. These conversions also lessen the risk for property owners who would no longer be depended on one singular tenant but can attract a variety of tenants to one location. Such spaces could also be treated as “commercial condominiums” that provide

possibilities to be individually owned unit that is part of a larger multi-unit building with various owners and further supports the buy your own building programs mentioned above. The County can encourage and promote such conversions through a variety of incentives including design flexibility from regulatory requirements or permit fee waivers and a faster timeline for eligible projects. In addition, the County may be able to utilize LEDA and/or MRA funding to help provide necessary infrastructure to facilitate conversions and support tenant refurbishment.

Other strategies include creating incentives through property tax credits through programs that compensate landlords who voluntarily limit rent increases when they renew their leases with small businesses or create property tax abatements in exchange for property improvements and reduced commercial rent reductions.

A variety of zoning based strategies are also available. These include requirements for new developments with a certain amount of commercial frontage. Developments are required to have a minimum number of storefront establishments aimed to increase the supply of smaller spaces that tend to be hospitable to local businesses, or to simply cap maximum store sizes to increase supply and keep rents affordable. The County in conjunction with Los Alamos Main Street should evaluate and adopt appropriate policies to ensure commercial/retail rents are affordable within the Town Center.

G. Develop Policies and Incentives for Active First Floor Frontages

Some community members have remarked that office use on the first floor of commercial buildings has proliferated to the extent where it is restricting the retail opportunities that most often require first floor spaces for successful operation. The existing zoning within Downtown allows a variety of uses including office on the ground-floor, but a recently

proposed ordinance is being considered that would prohibit professional office, residential and home occupations / business has emerged. If consensus is reached by the community in favor of prohibiting such uses within the ground-floor of Downtown buildings, the Development Code should be updated to create Downtown District Standards that do so. Such regulations should be considered with caution, however, as prohibiting these types of uses goes against national best practice and can inherently impact the ability to implement mixed-use or multi-family developments and thereby create additional vacancies or stifle Downtown redevelopment.

An alternative to complete prohibitions would be to create regulations that limit the amount of office uses that can occur along a frontage, e.g. 25 percent of ground floor area or a percentage of the linear street frontage. The Borough of State College, PA included height bonuses within their Commercial Incentive Zone District for developments that include street level commercial. To qualify for the 1 additional story increased building height bonus, the use within the building's street level commercial area must be retail, service, office, restaurant, theatre or any combination of those uses. The area dedicated to the commercial use must not be less than 25 percent of the buildings ground floor area and must abut the walls facing the street. The Borough's Commercial Incentive Zone District includes other height bonuses, floor area ratio bonuses, and reductions in required parking for buildings that are green certified, have underground parking, include a mix of uses, or are owner occupied. Within the Downtown Core Zone District of Coeur D'Alene, Idaho, developments may incorporate features for to receive an increase in floor area ratio (FAR). The FAR multiplied by the parcel size (in square feet) equals the amount of allowable floor area that can be built within a development. The maximum allowable FAR multiplier in the Downtown Core is 6.0. Features that are included in the development that increase FAR include street level retail, public courtyards, structured or below-grade parking, green roofs, workforce housing, and others as

defined in the Downtown Core Zone District standards. For street level retail, 100 square feet of additional floor area is granted for each linear foot of retail frontage at street level. Development applications that contain the desired ground floor commercial uses could receive expedited review/ approval processes and/or have their permit fees waived. Boulder, CO provides rebates of permit fees and City sales and use taxes on purchases of fixed assets and equipment for businesses and nonprofit organizations that meet the city's definition of a primary employer. Participating businesses must demonstrate commitment to environmental, social, and community sustainability. In 2019, \$107,269 in rebate payments were made to the Flexible Rebate Program participants. A similar rebate program could be established to incentivize desired commercial uses on the street level in Downtown.

H. *Promote Tourism as an Economic Driver*

Tourism is a growing sector of the economy in Los Alamos County as visitors come to learn about the area's unique history, partake in outdoor recreation, and visit nearby National Parks such as Bandelier and the Valles Caldera. The Los Alamos Tourism Strategic Plan outlines strategies and actions seen as critical for promoting tourism as an economic driver for the County.

The White Rock Town Center with its visitor center is in a position to harness the economic impact of tourism as a driver for its redevelopment, growth, and to help diversify the economy. The Town Center specifically is described as a strategic location for implementing a variety of the Plan's priority action items, including provisions for increasing lodging supply, enhancing guest experiences, and improving quality of life for residents. A critical component to leveraging tourism as an economic driver for the Town Center is enhancing the overall aesthetics to create a more welcoming atmosphere for visitors. This can be accomplished by encouraging infill of vacant commercial buildings and infrastructure improvements aimed

at creating a convenient and vibrant walking experience. The Development Framework in “2-1.iii Development Framework” on page 43 and recommendations for updating zoning and pedestrian infrastructure improvements listed throughout this plan will create more walkable, pedestrian-oriented development that is in line with the goals of the Tourism Plan. The White Rock Town Center Development Framework also plans for enhancements to the State Road 4 crossing at the Visitor Center and State Road 4 to draw incoming visitors into the Center. A major public gathering space is envisioned at the southern terminus of that crosswalk. Additional pedestrian-infrastructure improvements including a robust district wayfinding system should then be planned to create convenient and pleasant routes for visitors to reach Town Center destinations. The recommended zoning

updates will accommodate a variety of expanded eating and shopping opportunities to meet visitor and resident expectations and encourage more time spent within the Town Center. Through these recommended improvements, the Town Center can begin to leverage tourism as an economic driver for redevelopment.

2-5.IV ECONOMIC VITALITY GOALS

The following goals and strategies have been established to diversify, revitalize, and promote the economy of the White Rock Town Center.

TABLE 13. Economic Vitality Goals

INTENT: Blight is one of the main concerns within the Town Center of White Rock. Blight in the area is attributed to low levels of commercial activity, the deterioration of existing structures and sites, and ineffective street layouts and platting.

VISION: A vibrant Town Center district with an environment in which local businesses can thrive.

GOAL 1: Diversify, revitalize, and promote the Town Center economy

Strategy 1: Create a new Town Center mixed-user zoning district that allows higher density mixed-use development. Updates to the Use Index Matrix for this new district should allow a variety of residential, commercial/retail and entertainment uses.

Strategy 2: Allow administrative review and approvals for development proposals that are compliant with all new Town Center mixed-use standards.

Strategy 3: Utilize the MRA to establish funding mechanisms such as a TIF to implement proposed infrastructure improvements or BID for advertising and maintenance efforts.

Strategy 4: Utilize the MRA tools to develop strategies to fill vacant buildings within the Town Center.

Strategy 5: Implement an adaptive reuse program that provides incentives for the reuse of vacant buildings within the Town Center.

Strategy 6: Address prolonged vacancies through the adoption of a Vacant Building Ordinance or zoning provisions that allow buildings vacant for 5 or more years a wider range of uses.

Strategy 7: Adopt strategies such as ownership programs or property tax credits to keep commercial rents affordable.

Strategy 8: Streamline procedures for property owners looking to divide large existing commercial spaces into smaller, multi-tenant spaces.



PUBLIC SPACE / STREETS



2 - 6 PUBLIC SPACE / STREETS

2 - 6.I VISION STATEMENT

A vibrant, pedestrian-oriented Town Center that offers a variety of public spaces and amenities.

2 - 6.II INTRODUCTION

The public space / street element establishes a vision for an inclusive, vibrant, pedestrian-friendly downtown that includes high quality gathering spaces and amenities. Public spaces and streets are a critical element that contribute to the identity and sense of place of an area. They can also enhance the health of the community - whether socially, economically, culturally or environmentally. These spaces can become anchors and act as focal points.

The COVID-19 pandemic has highlighted the value of public spaces utilized by the community. The use of trails, parks and other pedestrian infrastructure has increased exponentially since March 2020. Places where people can gather safely are in high demand. Many municipalities temporarily changed standards and permitting processes for outdoor dining in order to expand dining options. Some municipalities even shut down streets to allow for outdoor dining to expand from the sidewalks into the street. Such actions illustrate the need for more public spaces and outdoor retail options.

Combating the existing blight of the White Rock Town Center and spurring its redevelopment is highly dependent on the creation of attractive streets and public spaces as outlined below.

2 - 6.III RECOMMENDATIONS

A. Defining Streets as Public Spaces

As mentioned in several sections above, streets are in need of improvements to create a walkable, pedestrian-oriented environment. As the Town Center should serve as White Rock's premier community destination, the development of wider, buffered sidewalks meeting all required ADA standards should be a priority for the County, particularly in instances where there are currently missing sections of sidewalk or sidewalks that are too narrow. In addition, a cohesive streetscaping design scheme should be developed and implemented. This scheme should include unified street tree and landscape palette, a branded wayfinding system, pedestrian lighting and site furnishing such as benches and trash receptacles. A comprehensive design of streetscape elements can help establish a distinct identity for the Town Center and increase the supply of public spaces. Streetscape design guidelines should aim to create a unified and visually attractive environment through unified street materials, furniture selections and landscape palettes. Sidewalk and intersection materials and site furnishings should further support the identity of the White Rock Town Center. Currently, paving consists exclusively of plain gray concrete. Introducing more distinct materials and patterns within public spaces, sidewalks and/or major crosswalks, particularly along State Road 4 can add interest and identity and serve as a wayfinding element. Street furnishings not only serve a utilitarian function but also improve the aesthetic quality of streets and the larger public realm. Street furnishings include all items placed within the public right-of-way, such as streetlights, benches, bus shelters, trash receptacles, and bicycle racks.

EXHIBIT 46. Precedent Examples - Public Streets



Mixed-use streets, as is envisioned for Bonnie View Drive, with mixed use buildings directly along the sidewalk edge with spaces for sidewalk cafes.

Decorative paving, buffered sidewalks with amenities such as street trees, landscaping, signage and street furnishings create public spaces within the remaining roadways.

All furnishings should be of a high-quality, style and color to tie into the established brand of the Center. Landscaping in the public right-of-way improves the appearance of roadways, complements private properties, and unifies the district. A curated plant palette of drought-tolerant plant materials that are appropriate the local climate should be established.

located at the intersection of State Road 4 and the Arroyo, directly across from the Visitor Center to engage residents and visitors alike.

B. Create Diverse Public Spaces

While Pinon Park is located within the boundaries of the White Rock Town Center and has several great assets including the library, Skate Park, and Splash Park, residents desired to increase the number and diversity of public spaces. Of critical importance to the community was the addition of a central gathering space or plaza that could accommodate events such as farmers markets or host performances and festivals similar to Ashley Pond. This gathering space is envisioned to be

The Arroyo and the Canada del Buey Trail are crucial components of the Center's open space network and offer natural relief from the more urban environment envisioned for the rest of the Town Center. The arroyo should continue to be improved through enhancements including widening of the multi-use trail and the Installation of pedestrian lighting, furnishings and signage.

As the Center begins to redevelop, the community would like to see opportunities for the introduction of a series of smaller public spaces such as patios, parklets and mini plazas. These would provide additional opportunities for outdoor dining, food trucks, pop-up businesses and programmed events. One potential strategy to increase the supply of

EXHIBIT 47. Placemaking Strategies



EXHIBIT 48. Precedent Examples - Public Streets



Large central gathering space that could house a variety of recreation opportunities and community events.

Parklets, above, can provide additional public space amenities for restaurants or shops and the multi-use trail along the arroyo provides natural relief from the more urban

public spaces is to require new developments to include a small public space component. Such a provision would begin to increase the number and diversity of public spaces and enhance the Centers vitality.

range of multi-generational programming within the Town Center can inject new a sense of energy and activity into the social and economic vitality of the Center.

C. *Promote Free Family-Friendly Programming*

While downtown Los Alamos features a variety of family friendly programming, including the popular Tuesday at the Pond series, that bring citizens Downtown and boosts activity at local businesses, White Rock currently holds no such events. The White Rock community would like to create central gathering space within the Center that could hosts a range of events including art walks, outdoor performances, concerts, or farmers markets. A

2 - 6.IV PUBLIC SPACE / STREETS GOALS

The following goals and strategies have been created to create a vibrant, pedestrian-oriented Town Center that features an increased number and diversity of public spaces.

TABLE 14. Public Space / Streets Goals

INTENT: The Town Center environment isn't pedestrian-oriented and lacks public spaces and amenities.

VISION: A vibrant, pedestrian-oriented Town Center district that provides a variety of public spaces and amenities.

GOAL 1: Create a vibrant, pedestrian-oriented Town Center environment

Strategy 1: Develop a Town Center streetscape plan that defines coordinated streetscape improvements such as landscaping, lighting, and site furnishing to enhance the pedestrian experience.

Strategy 2: Update the Development Code to include development standards that create a pedestrian-oriented development patterns within the Town Center.

GOAL 2: Increase the number and diversity of public spaces in the Town Center

Strategy 1: Update the Development Code to require new development in the Town Center to provide a minimum provision of patio or public spaces.

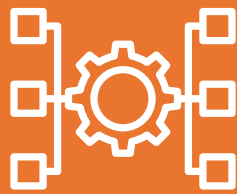
Strategy 2: Update the Town Center zoning within the Development Code to include open space standards.

Strategy 3: Create/identify a series of public spaces including parklets and mini plazas that offer spaces for outdoor dining, food trucks, pop-up businesses and programmed events

Strategy 4: Actively pursue the funding for development of public spaces to host activities and events and attract residents, employees and visitors throughout the year



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INFRASTRUCTURE



2 - 7 INFRASTRUCTURE

2 - 7.I VISION STATEMENT

Reliable public infrastructure that includes broadband, transportation, recreational trails, and open space to enhance the overall quality of life.

2 - 7.II INTRODUCTION

The Infrastructure element establishes a vision for a series of infrastructure improvements needed to support the remaining elements of this plan, including streetscapes, recreational trails, and open space. In addition, a more extensive broadband network is desired to provide better access to the community.

Public utilities hook-ups are also in short supply in Downtown. These hook-ups would allow pop-up businesses and food trucks to position themselves in public spaces.

2 - 7.III RECOMMENDATIONS

A. Town Center Public Infrastructure Improvements

The various sections above speak to an extensive number of public infrastructure improvements ranging from vehicular, pedestrian and bicycle facilities, trails and open space, and public amenities to be integrated into the Town Center. These items should be incorporated in the County's Capital Improvement Program (CIP) and or MRA tools such as a Tax Increment Financing (TIF) district.

The installation of public utilities hook-ups should be coordinated with the installation of public spaces within the Town Center in order to facilitate public

events, pop-up businesses and food trucks to fully utilize these spaces.

EXHIBIT 49. Precedent Examples - Utility Hook Ups



Simply Grid supply easy access to grid electricity to food trucks.

B. Planning for Access to Broadband

Internet has become an essential part of our daily lives and access to affordable, high-speed, reliable broadband service is a priority for White Rock residents. Computers and mobile devices, and the physical infrastructure that supports them, facilitate social, educational and economic activities of communities. Those without reliable high-speed internet service cite a growing gap between the resources and opportunities available to them and those in communities that have a robust network. This has been further highlighted by the COVID-19 pandemic in 2020 and 2021, which created an unprecedented need for telework, telehealth and remote learning. While public facilities such as the White Rock Library provide access to internet, the closing of such facilities has highlighted the need for access to public WiFi hotspots. Quality and affordable communications infrastructure is critical and the County should pursue funding for broadband infrastructure, particularly within the

EXHIBIT 50. Precedent Examples - Bus stops



Smart bus stop terminals provide free WiFi hotspots and charging stations for passengers.



LinkNYC system supplies free public WiFi hotspots and charging stations.



AT&T Street Charge NYC Solar Powered Phone Charging Stations

Town Centers. This can be achieved through CIP funding and statewide initiatives including the New Mexico Broadband Program. The County should prioritize the provision for free WiFi hotspots at major destinations such as the Visitor Center, public open spaces such as Pinon Park and the newly envisioned public gathering space south of State Road 4, and at bus stops to create smart stops where riders can surf the web and charge their devices while they wait.

C. Update Wildfire Protection Strategies

Wildland fires are an ongoing concern for the Los Alamos County, particularly at the wildland-urban interface (WUI) or the transition between wilderness and the built environment. The County already conducts extensive wildfire planning through the adoption and ongoing updates to the Los Alamos County Community Wildfire Protection Plan (CWPP) and the Los Alamos County Local Hazard Mitigation Plan. As this plan recommends the densification of the White Rock Town Center, these plans should be updated to accommodate the anticipated densification of the White Rock Town Center, particularly in terms of adequate emergency evacuation routes.

2 - 7.IV INFRASTRUCTURE GOALS

The following goals and strategies have been established to implement public infrastructure such as broadband, transportation, recreational trails, and open space improvements that will aid in the Centers revitalization and general quality of life.

TABLE 15. Infrastructure Goals

INTENT: Aside from recent County improvements, infrastructure is still in need of updating and modernization.

VISION: Reliable public infrastructure that includes broadband and streetscape, transportation, recreational trails, and open space that enhance the overall quality of life.

GOAL 1: Implement public infrastructure improvements streetscape improvements, transportation, recreational trails, and open space improvements that will aid in Town Center revitalization and general quality of life.

Strategy 1: Seek funding for priority infrastructure improvements identified within the Town Center vision through a TIF or other MRA mechanism.

Strategy 2: Maintain and improve existing and aging infrastructure within the Town Center

Strategy 3: Establish strategies and programs through the Main Street program to minimize construction impacts to small businesses.

GOAL 2: Provide broadband access throughout the White Rock Town Center.

Strategy 1: Implement a reliable broadband network throughout the Town Center.

Strategy 2: Provide public WiFi hotspots at destinations like visitor center, major public spaces, and at bus stops.

Goal 3: Ensure adequate Wildfire Protection for the densification of the White Rock Town Center.

Strategy 1: Update the Local Hazard Mitigation Plan and the Los Alamos County Community Wildfire Protection Plan (CWPP) to ensure adequate strategies that accommodate the anticipated densification of the White Rock Town Center.



SUSTAINABILITY



2 - 8 SUSTAINABILITY

2 - 8.I VISION STATEMENT

A Town Center district that is a model for sustainable practices for the larger Los Alamos community.

canyon areas or arroyos that double as recreation corridors. Green infrastructure improvements are also recommended to be utilized within the arroyo to improve stormwater quality and increase the aesthetics along the Canada del Buey Trail.

2 - 8.II INTRODUCTION

The sustainability element establishes a vision to encourage the inclusion of sustainable development practices within the Town Center. Through the implementation of green buildings and infrastructure strategies the Town Center is envisioned to be a local model of environmental stewardship that generates environmental, social and economic benefits. Sustainable development practices are currently lacking in the Town Center. Publicly funded improvements and incentives for private development could encourage the integration of sustainability measures and contribute to this vision.

Low Impact Development (LID) practices in particular can be incorporated into the Town Center specific development standards. These can help maintain pervious surfaces, minimize stormwater discharge, increase groundwater infiltration rates and reduce the urban heat island. Provisions that allow alternative forms of previous pavements, requirements for curb cuts, rain gardens, and/or bioswales along street sides or in parking lots that capture stormwater for irrigation are recommended to achieve these goals. Subsequently, these types of standards also support landscaping along streets and in parking lots, which enhances the visual appeal and pedestrian experience. The development code update should be updated to include the following LID practices:

2 - 8.III RECOMMENDATIONS

A. Incorporating Green Infrastructure Strategies

Green infrastructure strategies can be utilized throughout the White Rock Town Center to implement sustainable development practices, and enhance the Center's aesthetic and recreational value. Green infrastructure refers to a variety of strategies that utilize both the natural environment and engineered systems to solve urban and climatic challenges such as flooding, excessive heat, air, soil and water quality. Green infrastructure solutions can be applied on different scales ranging from the inclusion of rain gardens, permeable pavements or green roofs on a single parcel to community wide solutions such as the preservation and restoration of natural landscapes such as

- Better site design requirements that reduce and disconnect impervious surfaces and directs runoff to landscaped areas or porous pavement to promote infiltration and reduce runoff volumes.
- Bioretention requirements in parking lots: rain gardens, bioswales, and bio-infiltration practices that collect runoff and manage it through infiltration, evapotranspiration, and biological uptake of nutrients and other pollutants
- Allowances for porous pavement including porous concrete, porous asphalt, and interlocking pavers, contain pore spaces that store and allow runoff to infiltrate into the ground.
- Encouraging ecological landscaping through native plants that are easy to maintain and are adapted to local climate and soil conditions to decrease the need for watering, fertilizers, and pesticides

EXHIBIT 51. *Precedent Examples - Bicycle Infrastructure*



Dedicated, protected bicycle lanes.



Artistic bike racks can be used to add more public art to the Center.

B. *Incorporating Green Parking Lot Practices*

While necessary for urban environments like a town center, parking lots are notorious for polluting stormwater runoff and adding to the heat island effect. The incorporation of green parking lot practices can create a more sustainable Town Center development. This can be largely achieved through incorporating LID practices that incorporate bioretention and porous pavements as discussed above, but more innovative parking lots are now also incorporating elements like solar parking covers and electric charging stations. Solar canopies have numerous benefits including reduced energy consumption and electrical costs, and cooler and more comfortable micro-climates within the lot and the interiors of vehicles parking in it. Additionally, allowing or even requiring electric vehicle charging stations within the parking provisions of the Development Code can encourage the development of infrastructure necessary for widespread electrical vehicle deployment and create more sustainable practices within the Town Center.

C. *Update Outdoor Lighting Regulations to Mitigate Light Trespass*

When fully redeveloped, more urbanized areas such as the White Rock Town Center is likely to generate a significant amount of nighttime lighting. The trespass of nighttime lighting is a significant concern to White Rock residents who desire to preserve the remarkable natural setting in which the community exists. The lighting regulations within the Outdoor Lighting section of the Chapter 16 Development Code should be updated to reflect national best practices to encourage the preservation of a dark nighttime sky. A local group, the Jemez Mountains Night Sky Consortium, has submitted a draft version of an updated Outdoor Lighting section of the Chapter 16 Development Code which should be considered as part of the code update. At a minimum, the code update needs

to regulate the use of fully shielded and full cut-off light fixtures to reduce light emission to ensure outdoor lighting do not exceed levels specified in the IES- recommendations and to encourage the use of energy-efficient light fixtures.

2 - 8.IV SUSTAINABILITY GOALS

The following goals and strategies have been established to foster and promote sustainability practices in the White Rock Town Center.

TABLE 16. Sustainability Goals

INTENT: Sustainable development practices within the Town Center are currently lacking and should be increased and incentivized.

VISION: A Town Center District that integrates sustainable practices throughout.

GOAL 1: *Foster and promote sustainability practices in the Town Center district.*

Strategy 1: *Develop and integrate standards into the zoning code that require and incentivize the application of Low Impact Development (LIDs), solar covered parking, and electric car charging stations, among other strategies*

Strategy 2: *Create development regulations for outdoor lighting fixtures that mitigate light pollution to maintain dark skies in con-cert with local efforts as applicable*



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PART 3: IMPLEMENTATION

PART 3. IMPLEMENTATION

Implementation of the Development Framework will not happen overnight, and there is not a single group or organization that has the capacity to implement all of the strategies developed in the Plan. It will take a long-term, incremental approach

that requires the collaboration between the County, property owners and development community through a combination of strategic catalytic projects as well as the facilitation of smaller, scale infill opportunities.

3 - 1 FUNDING AND FINANCING OF DOWNTOWN IMPROVEMENTS

The following section outlines several funding sources that could be utilized to fund the improvements outlined in this plan.

3 - 1.I CAPITAL IMPROVEMENT PROGRAM (CIP)

The County's Capital Improvement Plan provides a roadmap for necessary capital improvements needed during the upcoming planning period, typically five years, and the proposed method to finance those improvements. The County's capital budget can be utilized to pay for a variety of public infrastructure projects identified in the plan including improvements to public buildings and sites, utility infrastructure, roadway and streetscape improvements and public spaces. The County should begin to connect the recommendations within this plan to the capital planning process.

3 - 1.II METROPOLITAN REDEVELOPMENT AREA (MRA)

The designation of the Metropolitan Redevelopment Area (MRA) creates a mechanism by which the County can target for rehabilitation, redevelopment, and private investment in order to stimulate economic redevelopment of the White Rock Town Center. The MRA district, which covers a large portion of the Town Center boundary, allows for the contribution of public resources to private redevelopment projects. Through the MRA, the County can:

- *Enable the County to purchase select vacant properties*
- *Enter into development agreements with vacant property owners to rehabilitate property for redevelopment recommended in MRA Plan, particularly the infill of higher density housing*
- *Issue RFPs for private mixed use/housing development meeting criteria outlined in MRA plan*
- *Incentivize through below market purchase or lease agreement and other support like waived fees*
- *Establish matching grant programs to businesses*

EXHIBIT 52. Targeted Sites for Mixed-use and Multi-family Infill Development



for building improvements like facades improvements

- *Fund infrastructure/utility improvements including streetscape enhancements or roadway realignment*
- *Plan for the provision of staff time to aid in development applications*

Where local funds are anticipated to be used to aid private redevelopment projects funds anticipated to be generated through MRA Bonds while district wide infrastructure improvements will be covered through a Tax Increment Financing district discussed below.

3 - 1.III TAX INCREMENT FINANCING DISTRICTS (TIF)

The New Mexico Redevelopment Code (3-60 Section A-19) allows cities with an adopted MRA Plan to establish tax increment financing districts. The MRA is eligible to receive incremental property

taxes in excess of the existing district property tax base from the County's property taxes. Such TIF funds could pay for the installation of new buffered sidewalks, streetscaping and public gathering spaces that in turn increase the aesthetics of the Town Center and make it more attractive to new development. A TIF district provides a tool for the County to stimulate investment that may not occur through market forces alone by addressing a financing gap that keeps the project from being feasible. It also provides an effective redevelopment financing tool to accomplish a larger variety of community goals by growing the local tax base rather than burdening the capital fund. TIF districts are actively being utilized in communities including Albuquerque, Lovington, Silver City, Farmington, and Gallup.

3 - 1.IV LOCAL ECONOMIC DEVELOPMENT ACT (LEDA)

The Local Economic Development Act (LEDA) is a critical funding mechanism that would allow the County to invest public money in private business ventures that could facilitate benefit Downtown redevelopment or critical projects with public benefits the community in specific ways, such as job creation. Before LEDA, governments could not devote public funds to privately sponsored economic development initiatives. LEDA changed that by allowing cities to pass a local ordinance that enables them to earmark proceeds from the 1/8 percent local-option gross receipts tax for publicly beneficial infrastructure projects, which Las Cruces has implemented.

The LEDA program also has a competitive grant program funded by an annual appropriation from the legislature that is managed by the New Mexico Economic Development Department (EDD) that provides grants to local governments (city, county, or tribal) for economic development projects and initiatives. LEDA requires communities to first complete a LEDA resolution and create an economic development organization and strategic plan. A total of 83 New Mexico communities, including Los Alamos County, have completed a LEDA resolution, which allows the community to apply for State funding for qualified projects based on funds appropriated by the State legislature. So far for FY 2021, the State has allocated approximately \$37 million in grants for projects. Projects using State funds must be in economic base industries (primary jobs), create permanent full-time jobs, and have a 10 to 1 ratio of private investment to LEDA funds. LEDA-qualified uses include public infrastructure, grants or loans for land or buildings, and economic development incentives.

New legislation in 2020 (SB-118), referred to as the Local and Regional Economic Development Support Fund, amends the LEDA program to allow the EDD to participate in economic development projects including grants or loans for acquiring

or improving land, buildings, or infrastructure; ROW infrastructure including broadband; and infrastructure improvements for cultural facilities. The program requires a Project Participation Agreement with the local government for a "substantive contribution." In separate legislation, the LEDA fund received an additional \$15 million for this new initiative.

These LEDA funds are a key way for Los Alamos County to be able to invest public money in private ventures that will directly have an impact on the overall business environment in the Town Center. LEDA funding could be utilized to help subsidize key Town Center redevelopment projects such as the redevelopment of the Bonnie View mixed-use corridor or for critical infrastructure improvements like a Town Center broadband network.

3 - 1.V DEVELOPMENT INCENTIVES

Private sector funds will also be critical to implementing the recommendations outlined within this plan. The County could establish a variety of development incentives to attempt to stimulate private investment throughout the Downtown. Indirect funding mechanisms in the form of development incentives could include:

- *Granting bonus densities under the Development Code in exchange for the provision of public amenities identified in this plan, such as a percentage of affordable housing or ground-floor retail, public gathering spaces such as mini-plazas, wider sidewalks or a portion of the pedestrian corridor.*
- *Property tax abatements or deferrals in exchange for provisions of public amenities Below-market rate land sales or ground leases*
- *In-lieu payments*
- *Fast tracked approval processes for downtown housing or catalytic mixed-use development to lower developer costs*



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3 - 2 IMPLEMENTATION MATRIX

"Table 21. White Rock Town Center Development Framework Implementation Matrix" on page 109 outlines the general types of projects envisioned by the Development Framework outlined in *"2-1. iii Development Framework" on page 41* and the type of funding mechanism that could be utilized to implement them. The priority column indicates implementation priorities to guide the phasing of improvements. Projects indicated as short-term should begin with completion of the plan as they are seen as catalytic investment that will spur further redevelopment within the Town Center.

Intermediate should be targeted to begin within seven years of adoption of the Plan and long term are those that are anticipated to take more time, around 15 years of adoption of the Plan. On-going efforts are those that are anticipated to be phased in as infrastructure renovations and infill development.

TABLE 17. White Rock Town Center Development Framework Implementation Matrix					
Priority	Project Types	Descriptions	Entity	Funding Mechanism	Potential regulation / incentives
Short-term	Broadband Infrastructure	Implement broadband infrastructure downtown to facilitate new private investment.	Public	CIP, TIF LEDA	NA
Short-term	Catalytic Infill development	Longview residential redevelopment, with a priority on creating housing geared towards a senior population, providing options for existing White Rock residents in larger homes to transition to age-appropriate housing.	Public Private	MRA, TIF LEDA Private Development Funds	<ul style="list-style-type: none"> - Public infrastructure investments - Revised development regulations that allow higher density development with reduced parking standards - Development Incentives such as building height bonuses in exchange for open space - Staff Technical Assistance to streamline development process through administrative approvals
Intermediate		Bonnie View mixed-use development with housing and ground-floor retail.			
Long-term		Infill mixed-use and higher density housing on targeted infill lots within the Town Center.			
Ongoing	Existing Facade Improvements	Strengthen the Facade Improvement Program to improve the exterior appearance of their buildings and storefronts throughout the district.	Public Private	MRA, TIF LEDA Private Development Funds	NA
Short-term	Gateway Features	The installation of highly visible gateway features including elements such as roadway arches, sculptures, signage, decorative paving, lighting and landscaping at major vehicular gateways along State Road 4 including intersections of Rover Boulevard and Sherwood Boulevard.	Public	CIP, TIF	NA
Intermediate	Wayfinding Signage	Implement a comprehensive and unified Town Center signage system.		CIP, TIF	NA
Short-term	Realignment of Longview Drive	Realign Longview Drive to enhance Center's connectivity and redevelopment potential.	Public Private	CIP, TIF, LEDA	<ul style="list-style-type: none"> - Private dedication of right-of-way - Requirements for the construction of roadway segments
Short-term	State Road 4 Streetscape Improvements	Incorporate enhanced placemaking improvements such as landscaping, lighting, signage and site furnishings along State Road 4 to create a "Main Street" character.	Public Private	CIP, TIF	<ul style="list-style-type: none"> - Development regulations for new construction and additions - Development Incentives such as building height bonuses in exchange for sidewalk improvements
Intermediate	State Road 4 Enhanced Visitor Crossing Improvements	Create a protected crossing improvements such as a Z-crossing or Hawk signal should be installed along State Road 4 adjacent to the Visitor Center.	Public	CIP, TIF	NA
Intermediate	Bonnie View Drive Streetscape Improvements	Redesign of Bonnie View Drive with enhanced pedestrian amenities including wide sidewalks, a unified street tree and landscaping scheme, a cohesive signage and site furnishing scheme and memorable amenities such as string lights.	Public	CIP, TIF	NA
Long-term	Remaining Streetscape Improvements	Roadway reconstruction and/or improvement projects of remaining Town Center roadways including Sherwood Boulevard, Rover Boulevard and Longview Drive should include buffered sidewalks, street trees, landscaping, and unified street furnishings.	Public Private	CIP, TIF Private Development Funds	NA

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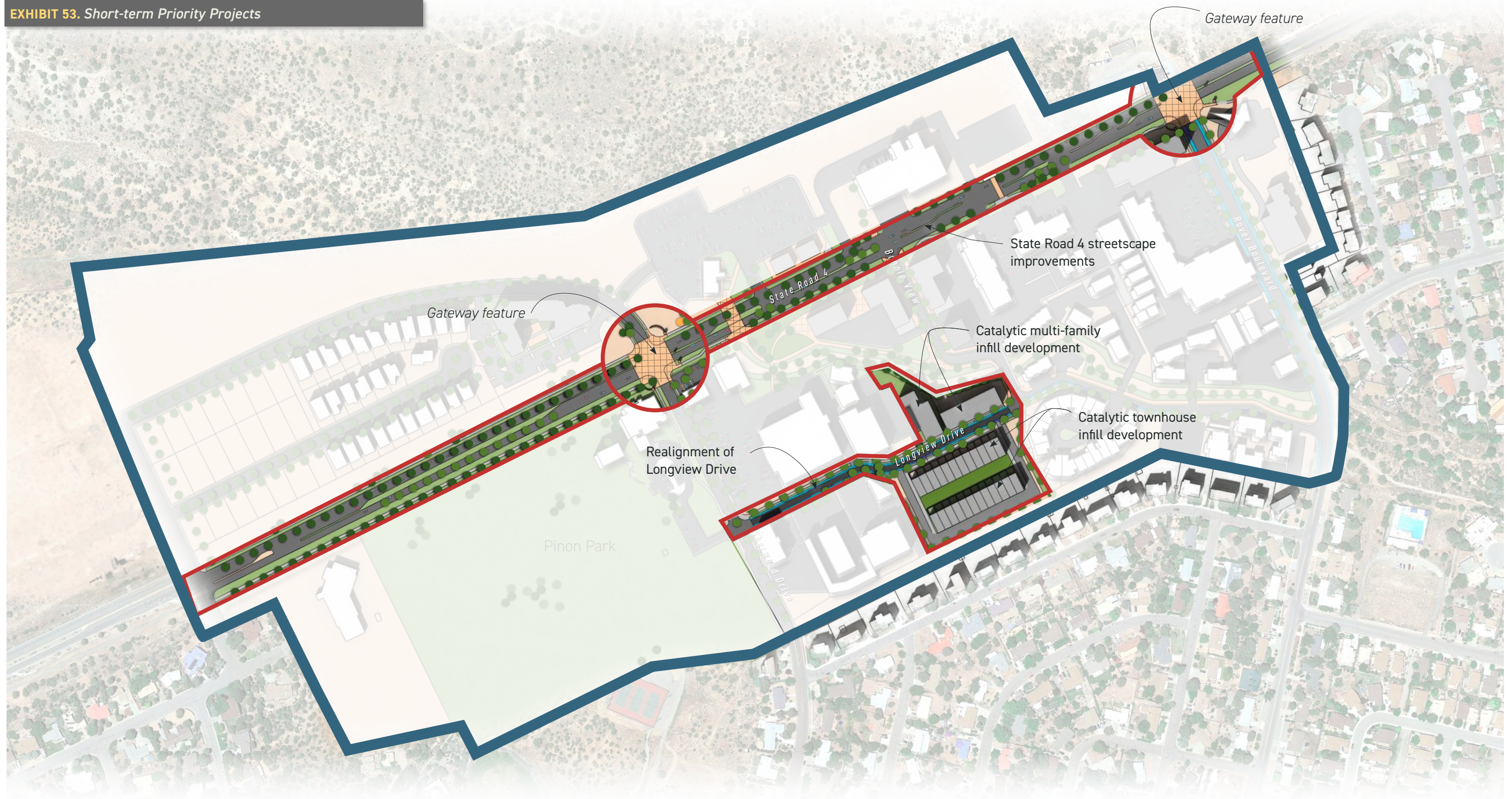
TABLE 17. White Rock Town Center Development Framework Implementation Matrix					
Priority	Project Types	Descriptions	Entity	Funding Mechanism	Potential regulation / incentives
Short-term	State Road 4 Bicycle Improvements	Enhance bike lanes along State Road 4 to include buffers or demarcations such as colored asphalt or physical barriers.	Public	CIP, TIF	NA
Intermediate	Remaining Bicycle Improvements	Incorporate pavement markings to indicate sharrows or designated bicycle lanes along Sherwood Boulevard, Rover Boulevard and Longview Drive.	Public Private	CIP, TIF Private Development Funds	- Development requirements for construction and additions to the bicycle network on/near adjacent development
Long-term	Canada del Buey Trail Improvements	Enhancements to the Canada del Buey Trail and arroyo including green infrastructure improvements and the addition of trail amenities such as signage and rest stations.	Public Private	CIP, TIF Private Development Funds	NA
Ongoing	Short-term Bicycle parking facilities	Provide bicycle parking consisting of simple bike racks, bike lockers or indoor bicycle storage rooms throughout the Downtown, but particularly within infill development sites	Public Private	CIP, TIF Private Development Funds	- Development regulations for bicycle parking within new construction and additions
Intermediate	Central Gathering Space	Create a premier public gathering space on the south side of State Road 4, near the terminus of the Visitor Center crossing that features a higher level and concentration of pedestrian amenities, including shaded areas, seating, landscape and lighting.	Public	CIP, TIF	NA
Ongoing	Pocket Parks, Mini-Plazas, & Parklets	Create a variety of public spaces downtown including pocket parks, mini-plazas and parklets as part of downtown redevelopment	Public Private	CIP, TIF Private Development Funds	- Development regulation requiring open space - Development Incentives such as building height bonuses in exchange for the provision of open space
Ongoing	Transit improvements	Enhancement to existing transit stops such as new shelters, lighting, landscaping and rider amenities such as WIFI hotspots on digital onboarding signage	Public Private	CIP, TIF Private Development Funds	- Development regulations for new construction and additions' - Development Incentives such as building height bonuses in exchange for transit improvements

3 - 2.1 PHASING PRIORITIES

A. Short-term Priorities

Projects designated as a short-term priority are those seen as catalytic, or those of a sufficient magnitude to stimulate redevelopment of vacant or underutilized areas around them. Priority projects within this phase focus on the creation of more of a main street character along the State Road 4 with gateway features at the east and west ends of the corridor. To achieve this recommendation, streetscape improvements including street trees, enhance landscaping, lighting and street furnishing should occur along the roadway. The realignment of Longview Drive is another critical project intended to create a better transportation network and provide opportunities for higher density housing development along adjacent development parcels.

EXHIBIT 53. Short-term Priority Projects



B. Intermediate Priorities

The intermediate tier of projects builds off the momentum of Phase 1. Most projects within this phase revolve around creating opportunities for a new activity center off State Road 4 that pulls visitors into the Town Center. Higher density mixed-use infill development on either side of Bonnie View Drive begins to create a critical mass of activity off State Road 4. Corresponding roadway improvements including wide sidewalks that can accommodate outdoor dining, a unified street trees, landscaping and site furnishing scheme, and memorable features like string lights further enhance the pedestrian-oriented nature of the corridor.

Construction of a new central gathering space just west of the Bonnie View mixed-use corridor creates another anchor of activity directly off State Road 4. With the help of a new protected z-crossing adjacent to the visitor center, this gathering space has the potential to draw visitors across the roadway and into the Town Center. The implementation of a comprehensive wayfinding system ensures that visitors and residents alike can easily navigate the district, find key destinations and easily locate parking.

EXHIBIT 54. Intermediate Priorities



C. Long-term Priorities

The final phase of redevelopment focuses on pedestrian and bicycle improvements that ensure the Town Center is walkable and bicycle-friendly. Remaining streetscapes within the Town Center are improved to include sidewalk enhancements and a unified street tree, landscape and site furnishing scheme that takes its cues from the established theme put in place along Longview Drive and Bonnie View Drive. Dedicated bike lanes should be implemented along Rover Boulevard and sharrows put in place along roadways like Bonnie View Drive and Longview Drive. Improvements are anticipated to spur mixed-use and higher density housing redevelopment of any remaining vacant or underutilized sites.

EXHIBIT 55. Long-term Priorities

