



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.

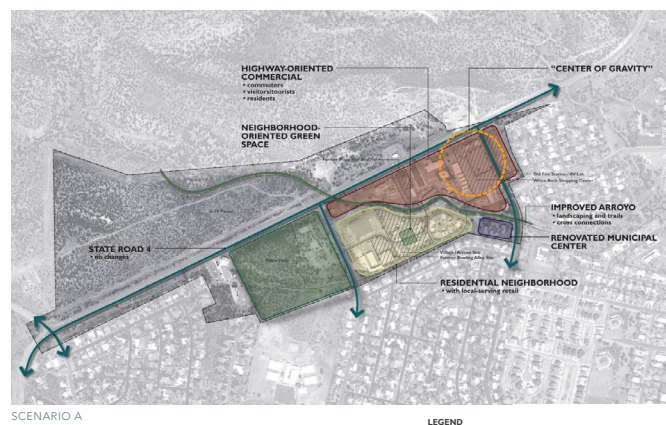
The vision identified six main elements:

- 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.

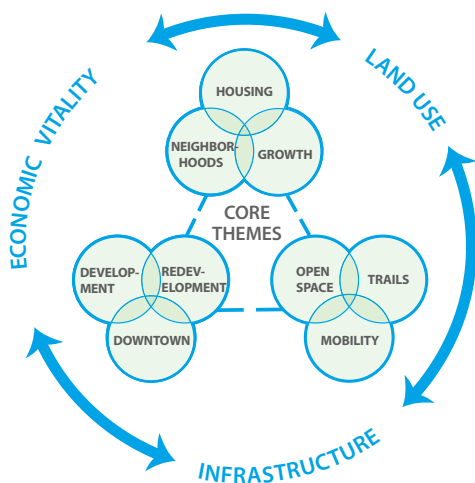


One of five development scenarios proposed by the White Rock Downtown Master Plan

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;*
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 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 - 3.1 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

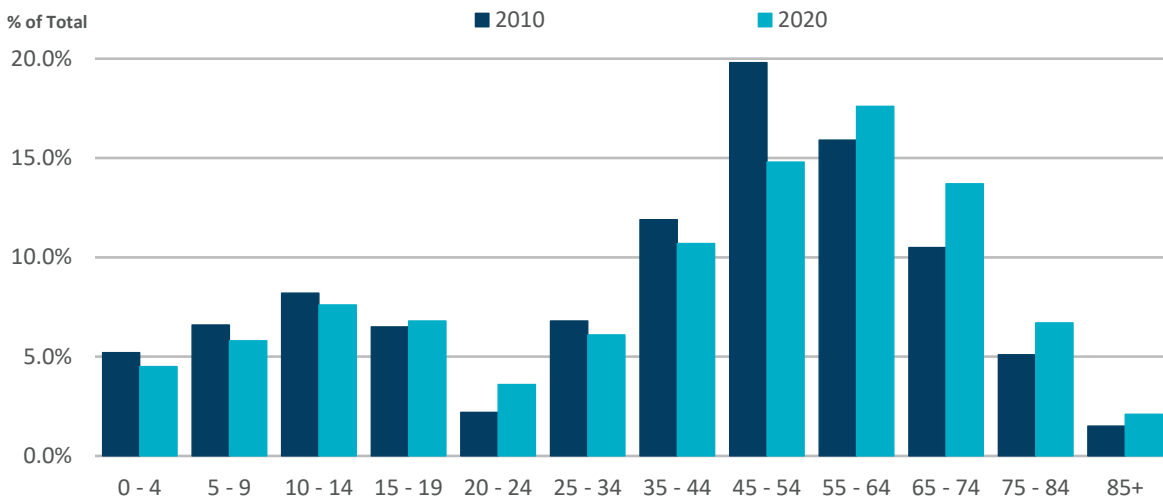
between 2010 and 2019, as shown in Table 2. Compared to Los Alamos, White Rock has older residents, with a median age of 48.8, and wealthier, with a median income of \$132,914.

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.

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.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,

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

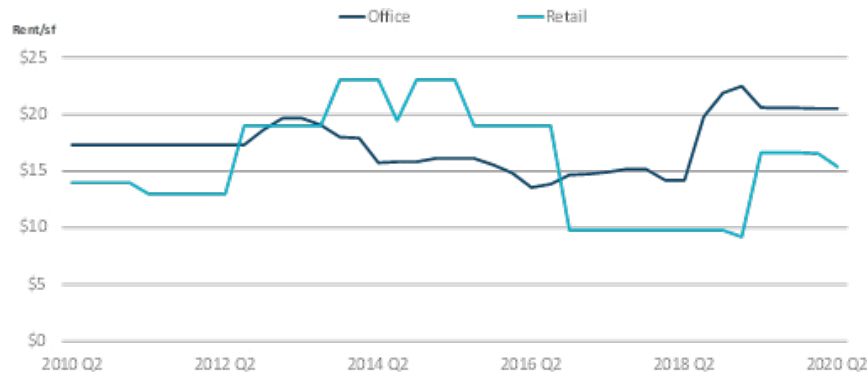
Employment in Los Alamos County is driven by the Los Alamos National Laboratory (LANL), which provides the County with a stable, highly educated workforce. In 2019, LANL employed 11,881 people, which comprised over two-thirds of the County's total employment, as shown in Table 6. Employment at LANL consists 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.

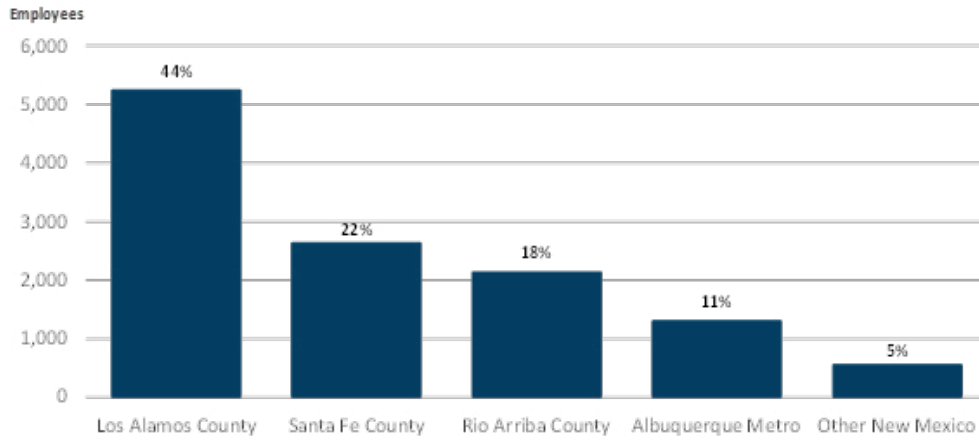
The 2018 estimated median household income in Los Alamos was \$106,288 among 5,312 total households, according to the American Community Survey.

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

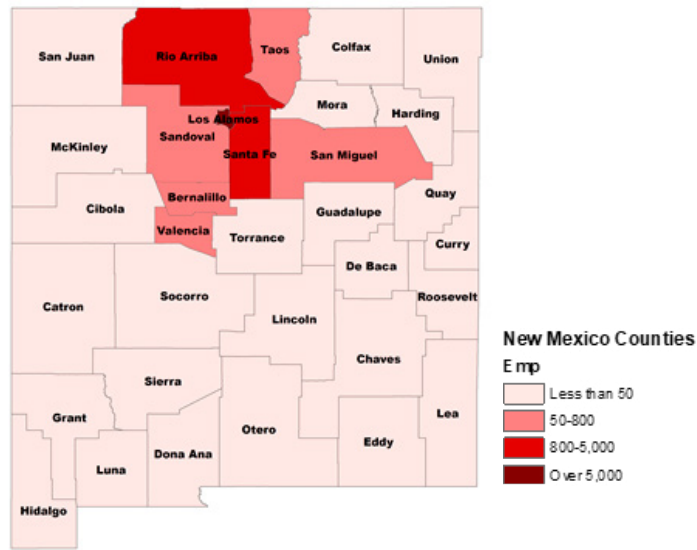
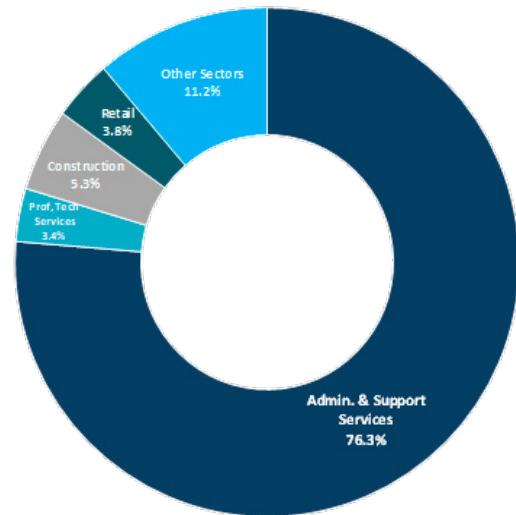


EXHIBIT 6. GRT-based Revenue by NAICS Sector, 2020



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

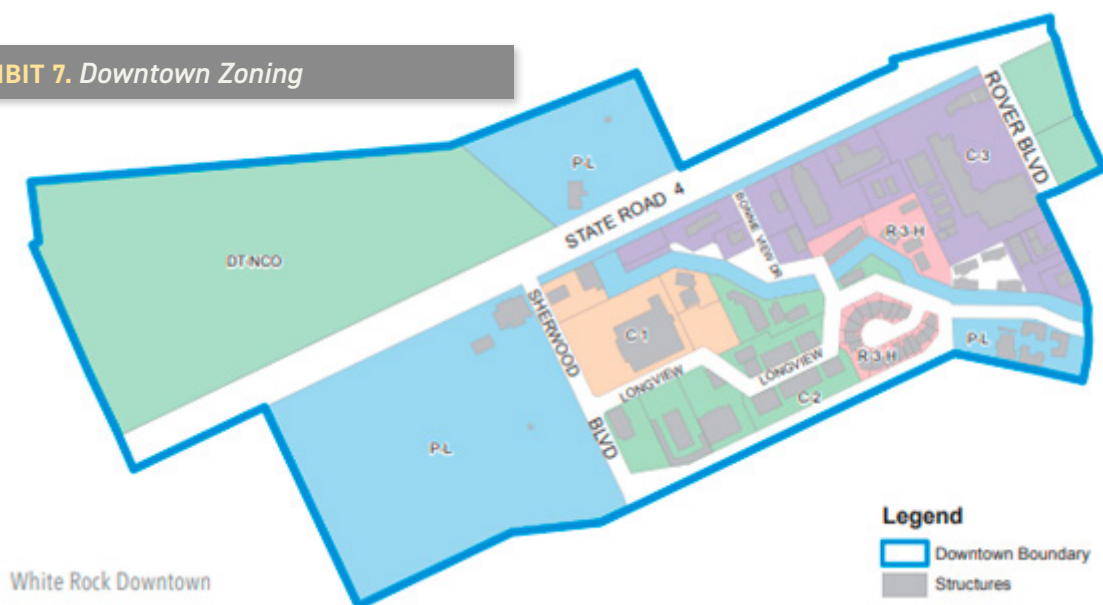


EXHIBIT 8. Existing Land Use



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

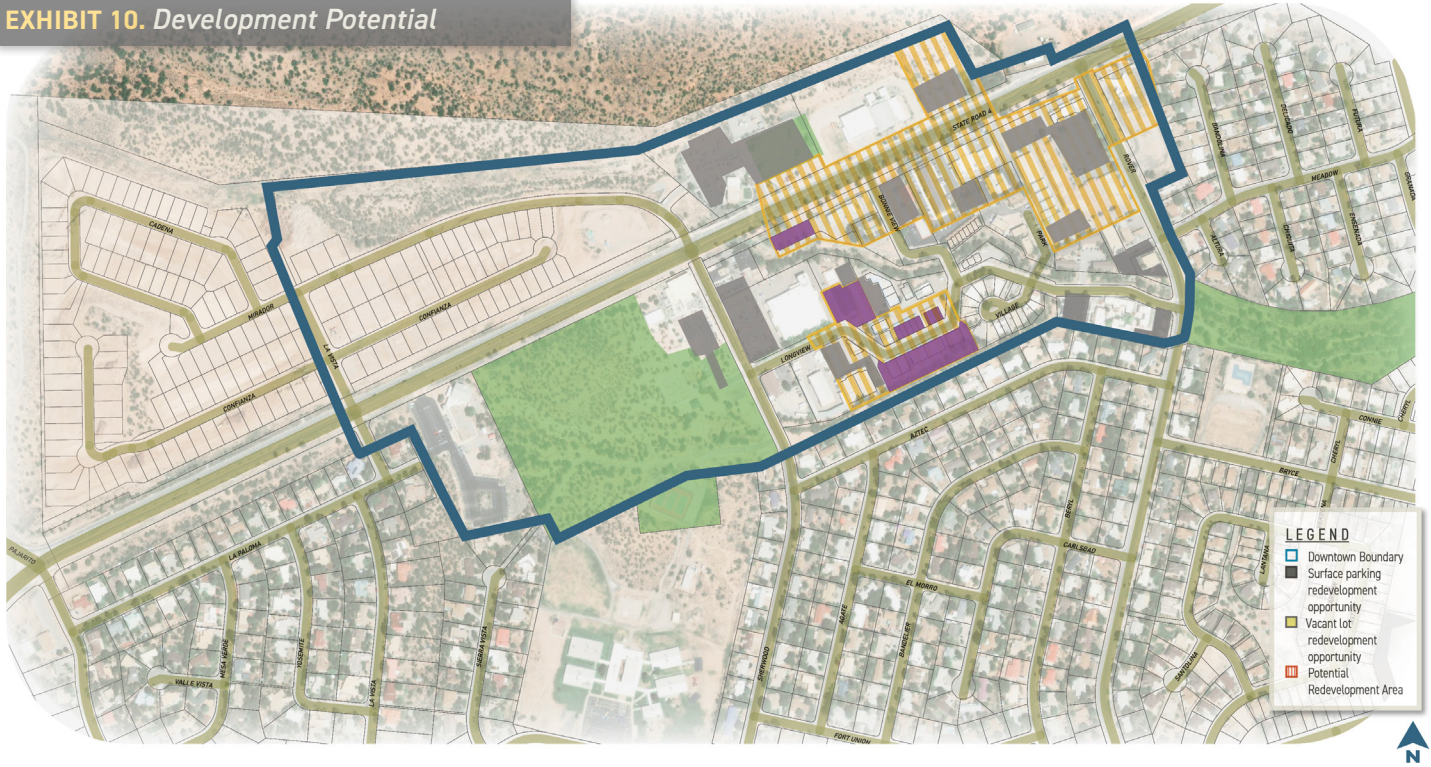


EXHIBIT 11. Vehicular Infrastructure





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.

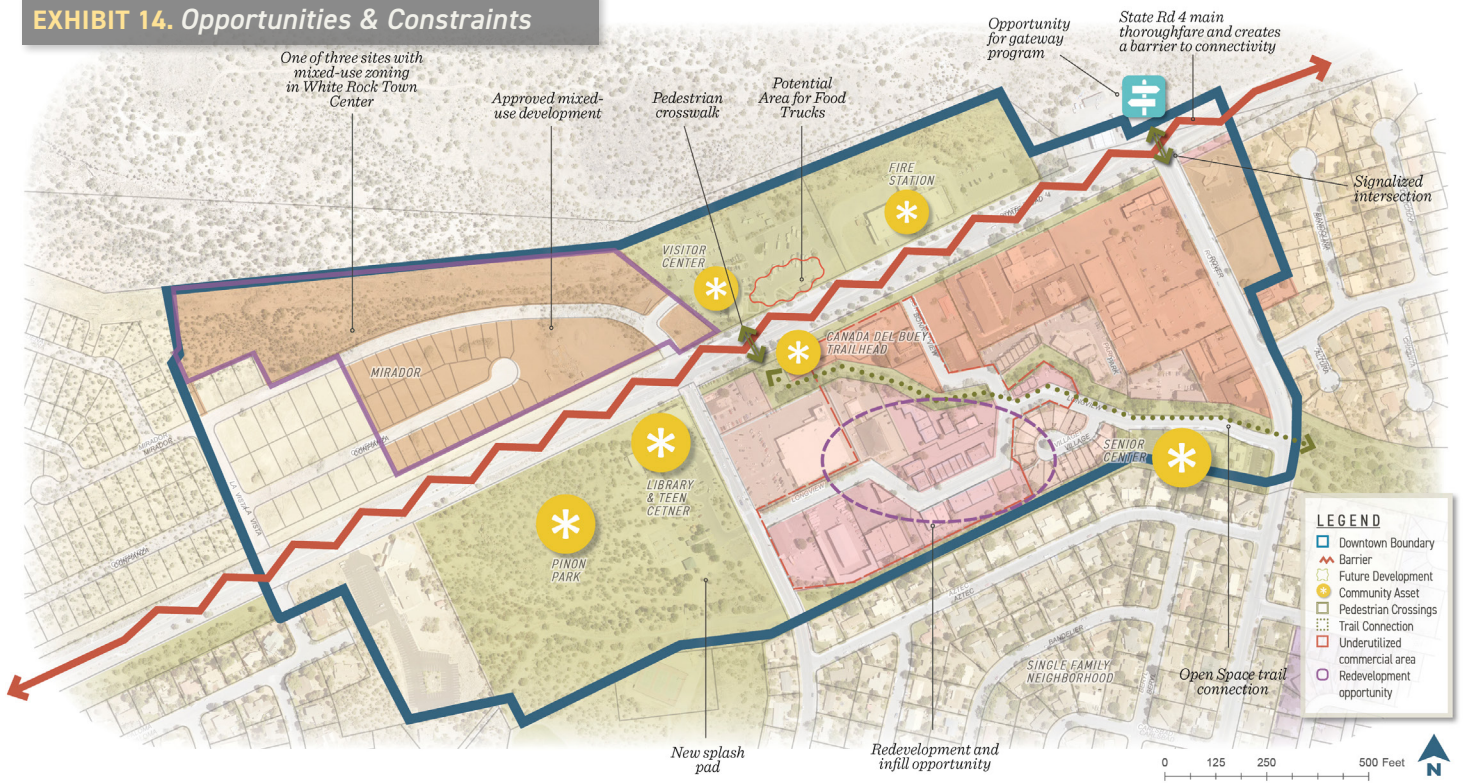
2 - 10 PRECEDENT DOWNTOWN PLANS

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

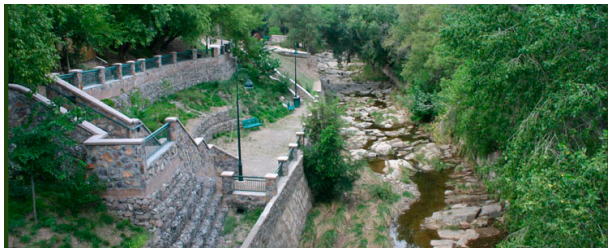
- Reconfiguration of roads
- Special Downtown District
- BID
- The Colorado Springs Urban Renewal Authority
- identifying sites and incentivizing redevelopment
- Land Use Plan & Form Based Code
- Establishment of a dedicated downtown authority
- Financial support through Tax Increment Financing (TIF) 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.

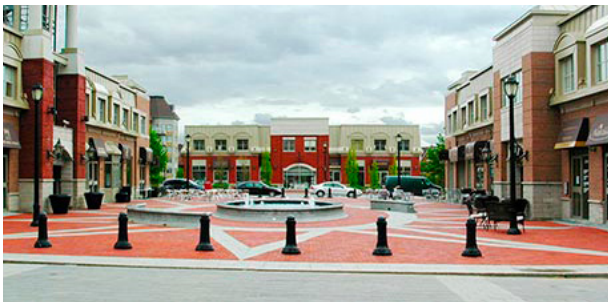
Local governments can affect the supply side of the housing equation. This is done by reducing development costs through incentives and a supportive regulatory environment. Incentivizing affordable housing can be accomplished through the following: offering gap funding programs, modifying zoning ordinances 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.*

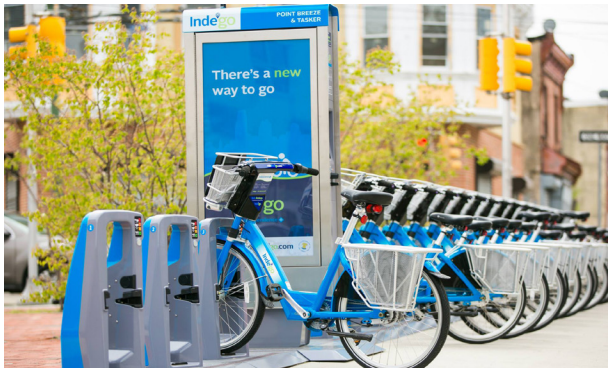
2 - 11.IV ACCOMMODATING SHIFTS IN TRANSPORTATION / MOBILITY

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

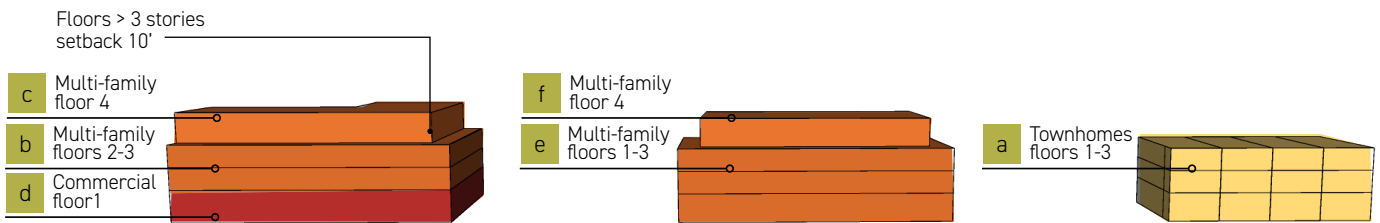


TABLE 8. Town Center Infill Potential

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 setback 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"> - <i>Minimum 30% glazing on ground floor</i> - <i>Require at least one public entrance on commercial properties facing street frontage vs. parking lot</i> - <i>Maximum of 100' building facade without a change in the elevation plane of at least 2'</i> - <i>Maximum front setback of 25' along designated streets</i> • 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.

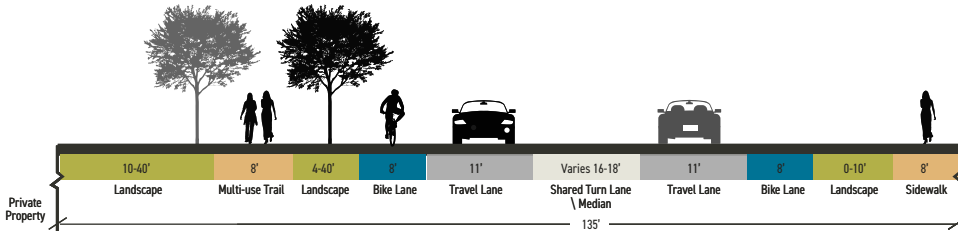
STATE ROAD 4

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

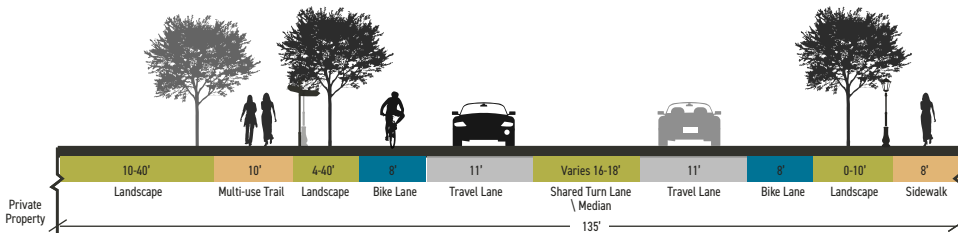
EXHIBIT 22. Pedestrian Infrastructure Improvements

Existing State Road 4 Street Section



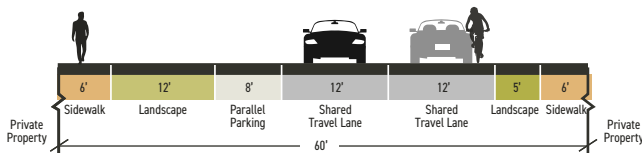
The County has made improvements to the northern section of Sherwood Boulevard, near the library, reconfiguring the roadway to include narrower travel lanes, parallel, on-street parking and landscape areas.

Recommended State Road 4 Improvements



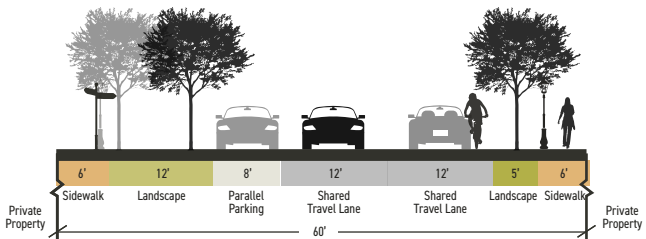
The roadway configuration of State Road 4 will remain, but a cohesive streetscape treatment that features unified street trees and under story landscaping scheme and a unified site furnishings scheme is recommended to contribute to the Town Center identity.

Existing Sherwood Boulevard Street Section



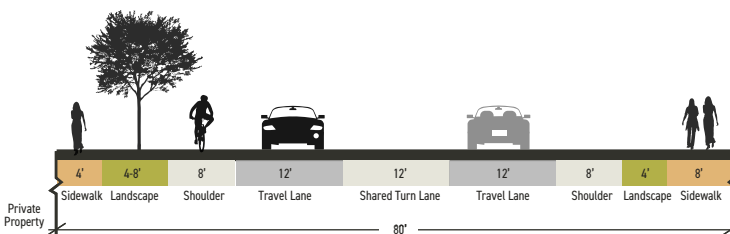
The County has made improvements to the northern section of Sherwood Boulevard, near the library, reconfiguring the roadway to include narrower travel lanes, parallel, on-street parking and landscape areas.

Recommended Improvements Sherwood Boulevard



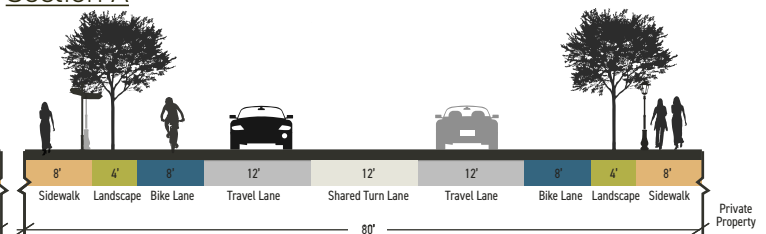
Further public investment to enhance the existing roadway configuration with pedestrian lighting, street furnishings, signage, and street trees and under story landscaping would create a more pleasant pedestrian experience.

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.

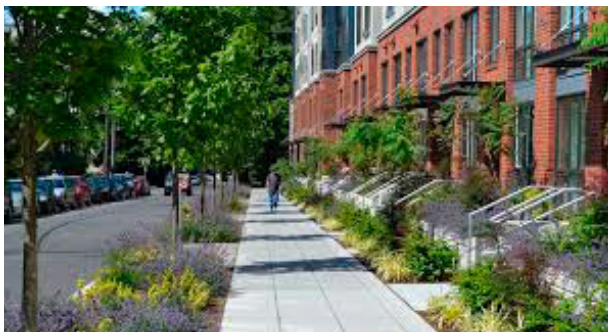
Recommended Improvements Rover Boulevard Section A



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

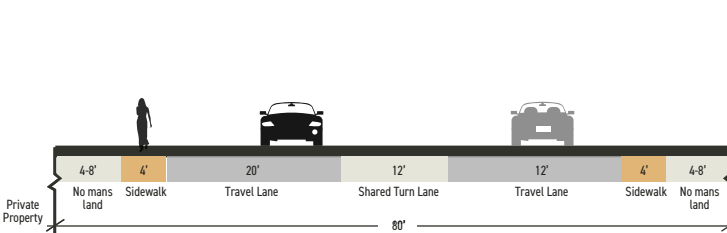
The county has made improvements to the northern section of Sherwood Boulevard, near the library, reconfiguring the roadway to include narrower travel lanes, parallel, on-street parking and landscape areas. The portion of Sherwood Boulevard adjacent to the library has been improved to include on-street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

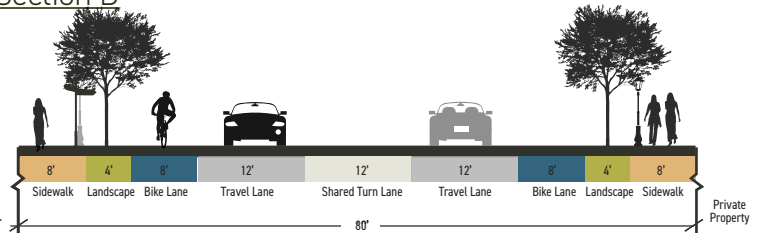
EXHIBIT 24. Pedestrian Infrastructure Improvements

Existing Rover Boulevard Street Section B



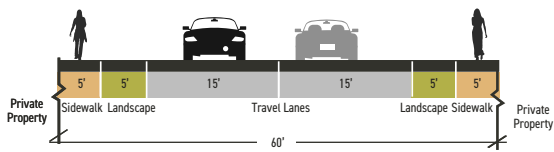
Southern sections of Rover Dr currently exhibits extremely wide travel lanes could be narrowed and a turn lane that could be eliminated to accommodate pedestrian improvements within the right-of-way

Recommended Improvements to Rover Boulevard Section B



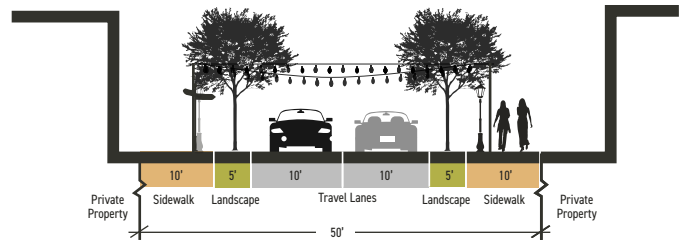
Narrowing the width of travel lanes along Rover would allow for the addition of dedicated bike lanes and sidewalks to be widened and enhanced with decorative paving treatments, pedestrian lighting, street furnishings, signage, and street trees.

Existing Standards for Bonnie View Drive



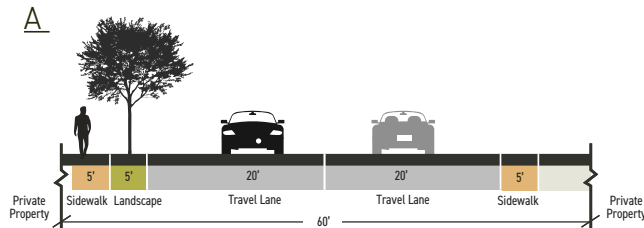
Bonnie View Drive currently exhibits wide travel lanes that could be narrowed to accommodate pedestrian improvements within the right-of-way.

Recommended Improvements for Bonnie View Drive



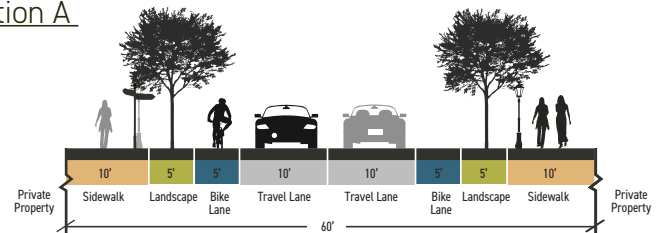
Narrowing the width of travel lanes along Bonnie View Drive would allow for sidewalks to be widened and enhanced with decorative paving treatments, pedestrian lighting, string lights, street furnishings, signage, and street trees. Development standards will ensure pedestrian-oriented development patterns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

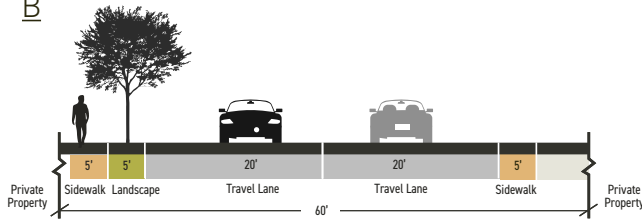
LONGVIEW DRIVE

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

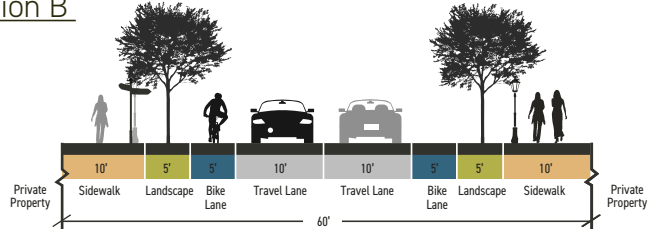
The Canada del Buey Trail should be expanded to the west through the arroyo to connect to Rover Boulevard. This extension would provide an additional pedestrian and bicycle through connection, and connect to the larger trail network in White Rock. Arroyo improvements should consist of a wide multi-use trail accompanied by pedestrian lighting, furnishings and signage.

Existing Standards for Longview Drive Section B



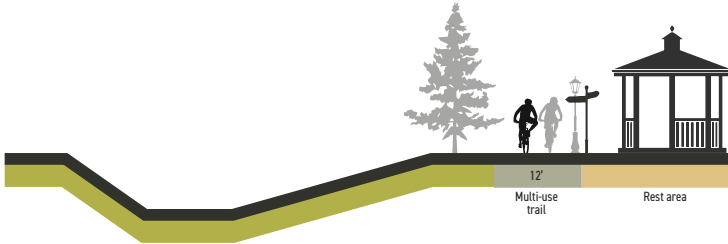
Longview Drive currently exhibits wide travel lanes that could be narrowed to accommodate pedestrian improvements within the right-of-way.

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

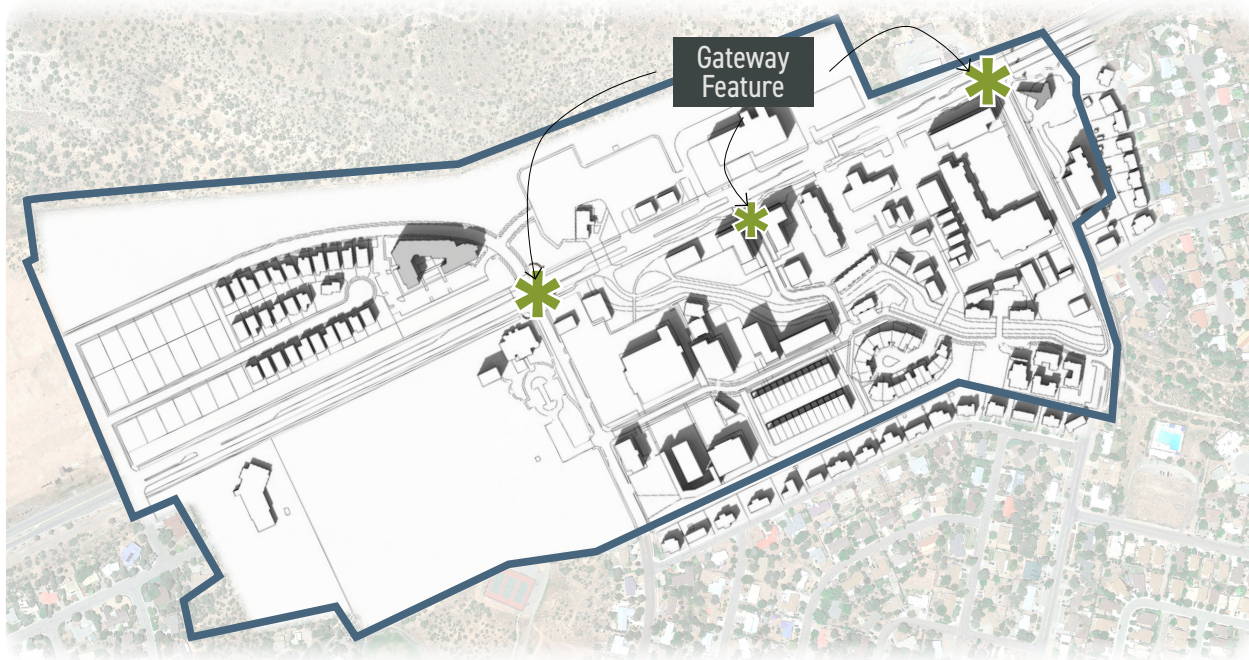
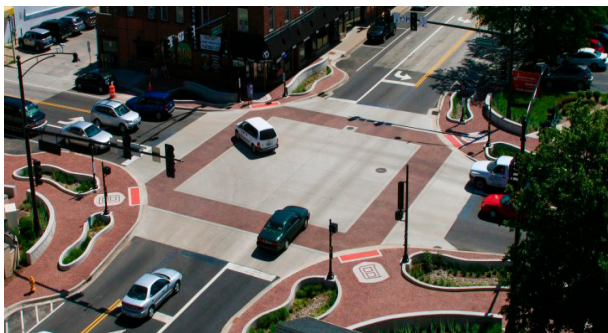


EXHIBIT 28. Precedent Examples - Gateway



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



LEGEND

- Vehicular Signs
- Parking Signage
- Pedestrian Directional Signs
- Pedestrian Kiosks

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

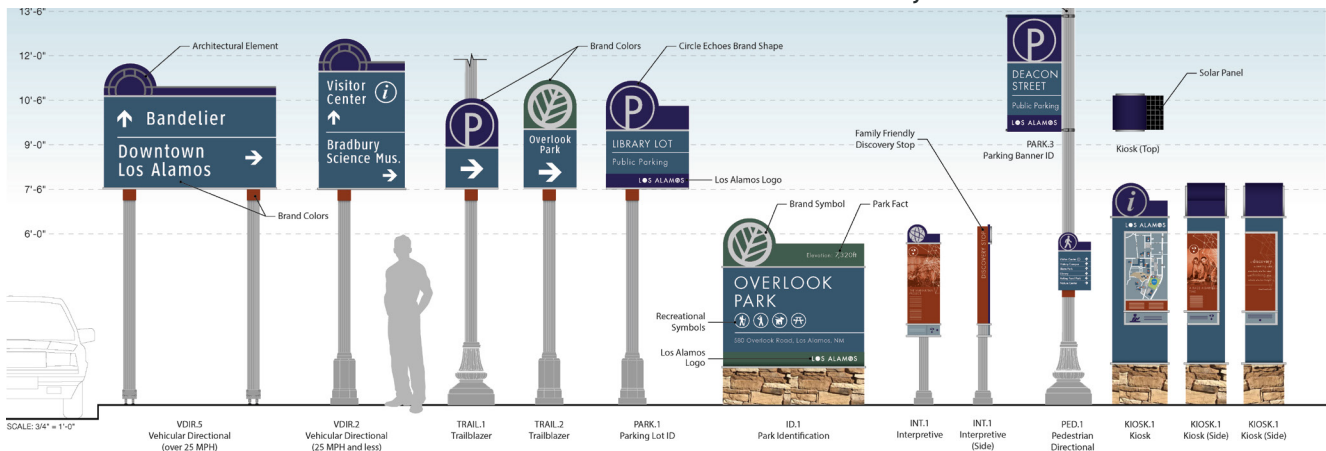


EXHIBIT 31. Placemaking Strategies



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

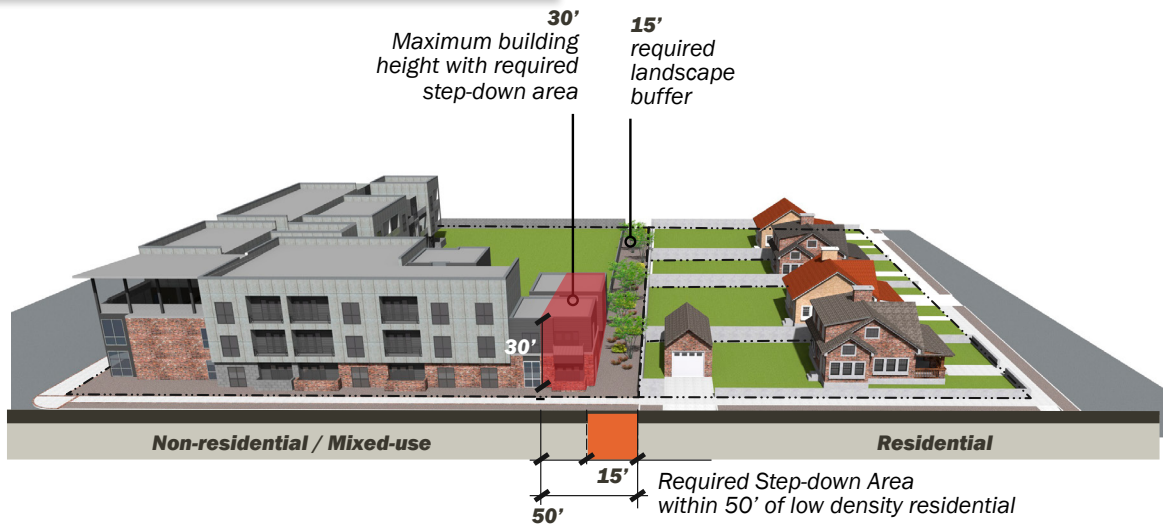
Increasing the allowed maximum residential densities and building heights is one of the main tools to increase the provision of housing and make housing more affordable. Zoning provisions should be changed so that multi-unit, multi-story apartments and mixed-use residential buildings can be accommodated. 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

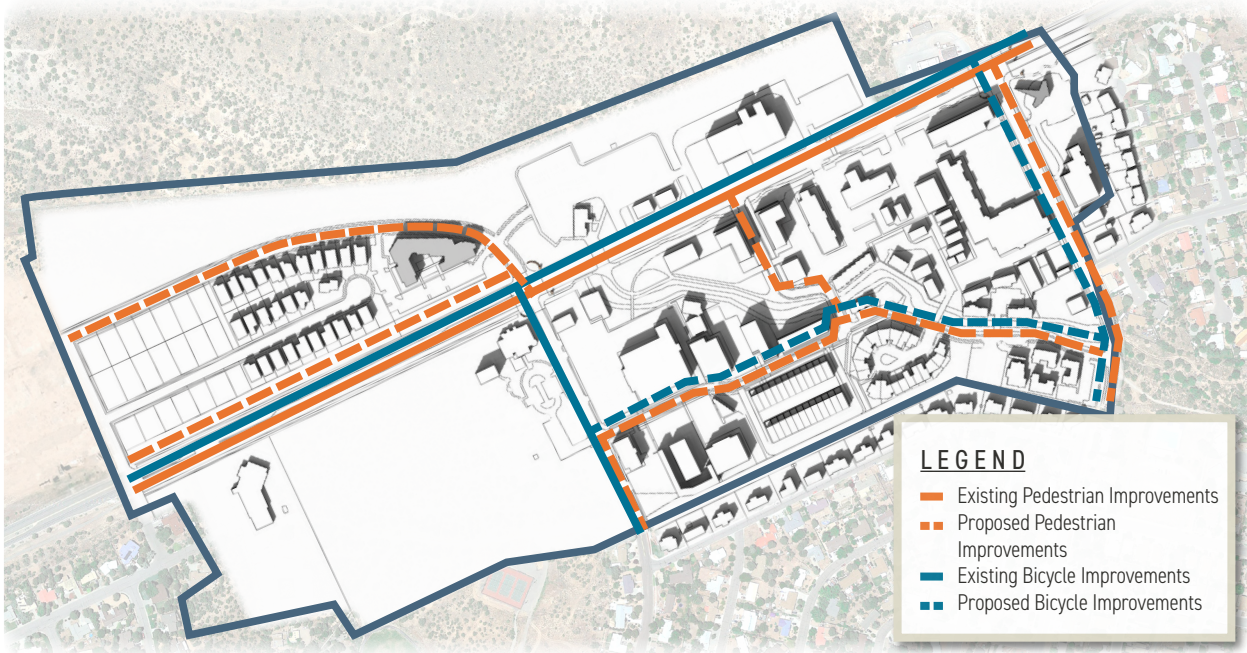


EXHIBIT 39. Public Transit

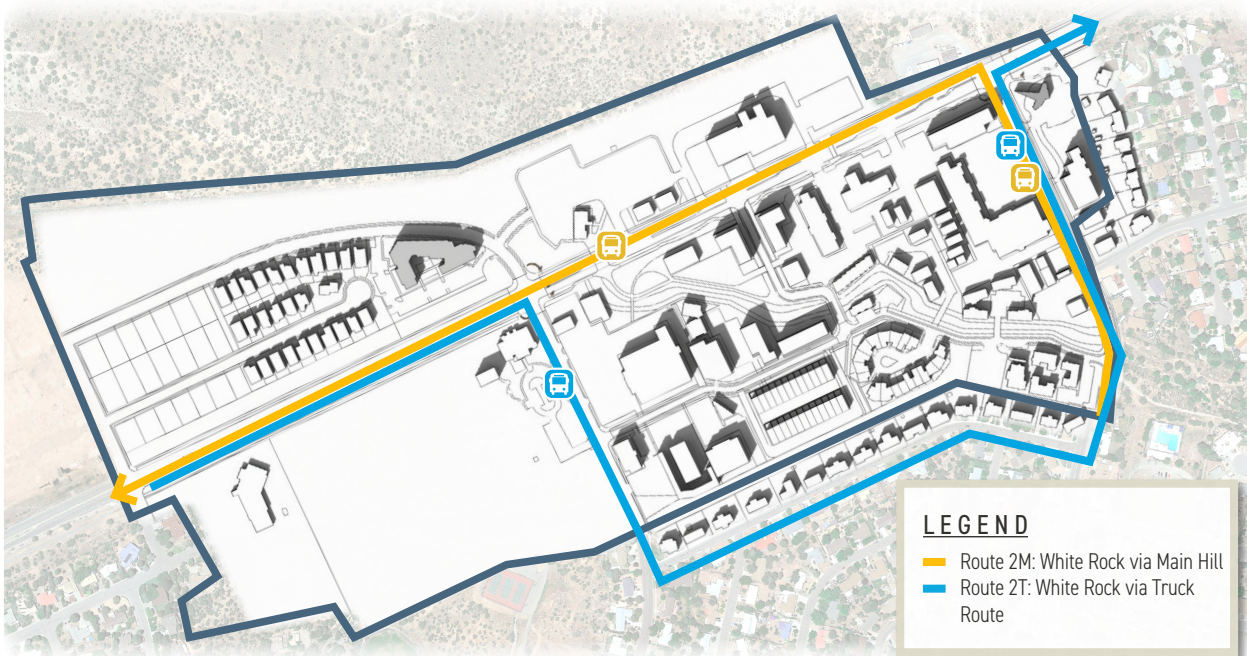


EXHIBIT 40. Precedent Examples - Bike Paring



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.

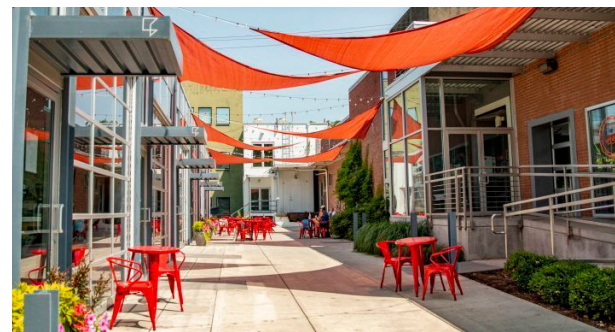
2 - 5.III RECOMMENDATIONS

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.

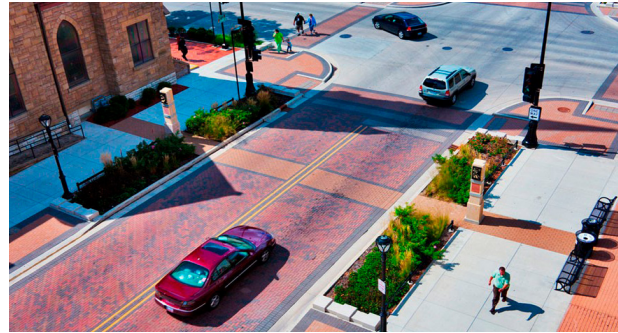
Combating the existing blight of the White Rock Town Center and spurring its redevelopment is highly dependent on the creation of attractive streets and public spaces as outlined below.

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

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.

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

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

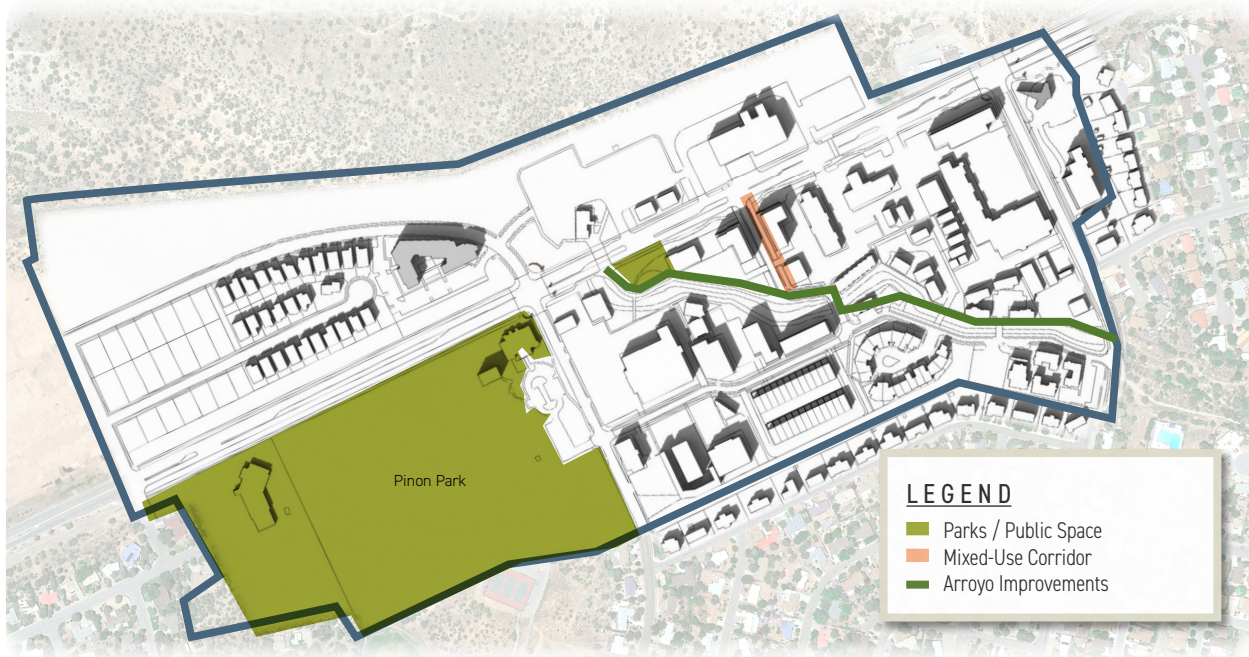
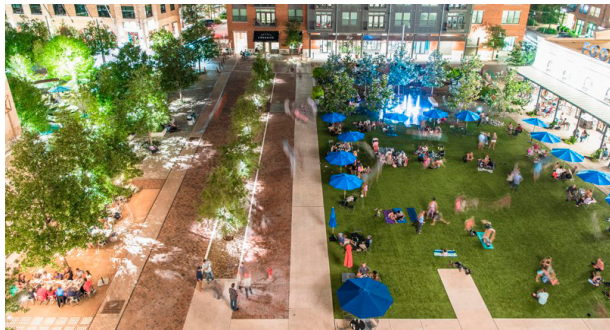


EXHIBIT 48. Precedent Examples - Public Streets



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

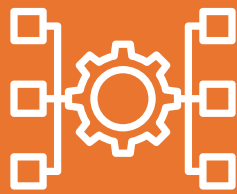
Strategy 1: Update the Development Code to require new development in the Town Center to provide a minimum provision of patio or public spaces.

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 - 1.1 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 - 1.11 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	Strategic Infill development	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

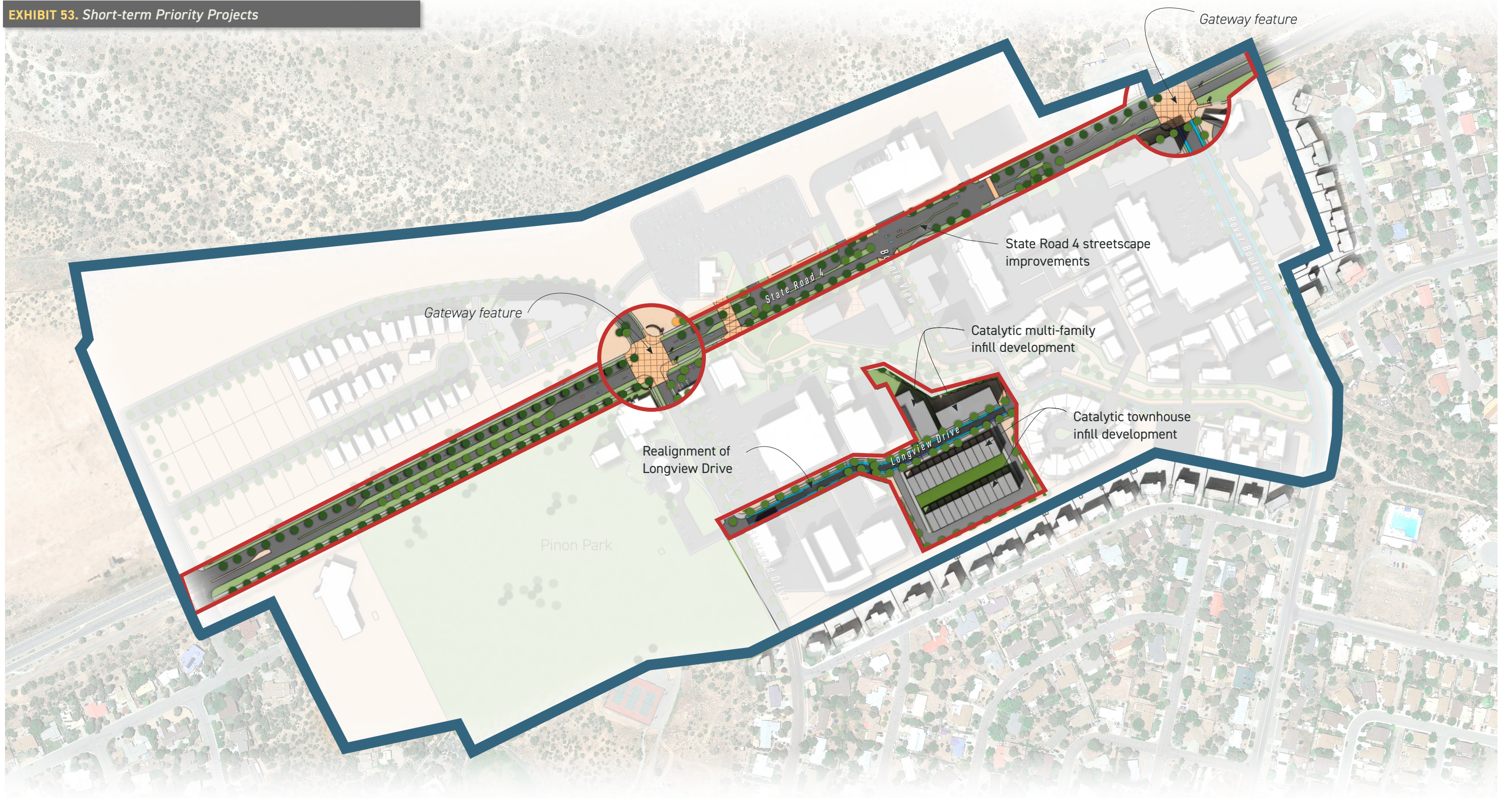
Priority	Project Types	Descriptions	Entity	Funding Mechanism	Potential regulation / incentives
Short-term	State Road 4 Bicycle Improvements	Enhance bike lanes along State Road 4 to include buffers or demarcations such as colored asphalt or physical barriers.	Public	CIP, TIF	NA
Intermediate	Remaining 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	- <i>Development requirements for construction and additions to the bicycle network on/near adjacent development</i>
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	- <i>Development regulations for bicycle parking within new construction and additions</i>
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	- <i>Development regulation requiring open space</i> - <i>Development Incentives such as building height bonuses in exchange for the provision of open space</i>
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	- <i>Development regulations for new construction and additions'</i> - <i>Development Incentives such as building height bonuses in exchange for transit improvements</i>

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

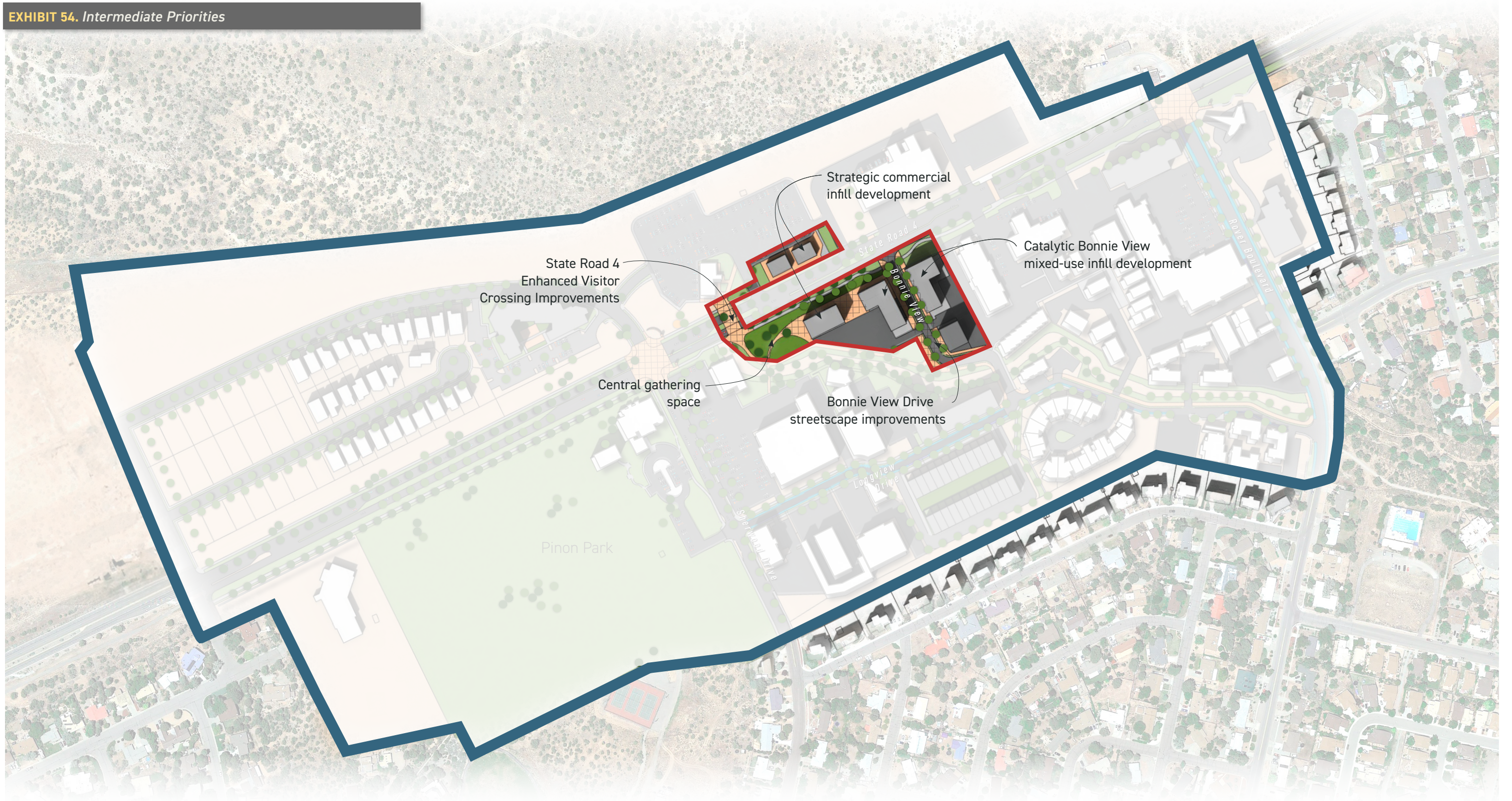


B. Intermediate Priorities

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

