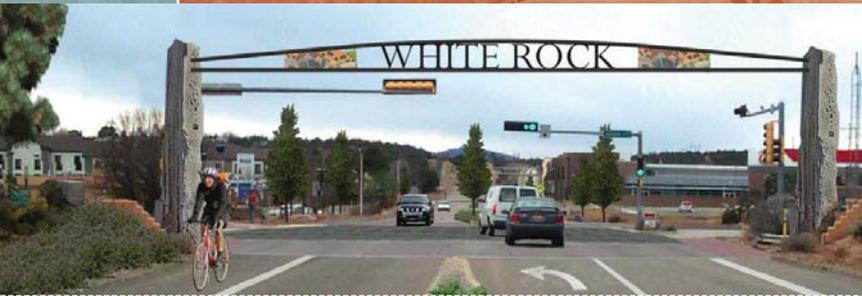




White Rock Center Master Plan/ Economic Development Strategy

VOLUME 1



COUNTY OF LOS ALAMOS

PREPARED BY



IN CONJUNCTION WITH
Economic & Planning Systems, Inc.
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ATTACHMENT A

JUNE 2008

White Rock Center Master Plan/ Economic Development Strategy

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acknowledgements

The White Rock Center Master Plan/Economic Development Strategy is the result of extensive hard work and collaboration among a range of stakeholders, community leaders, elected officials and members of the public who care deeply about the future of White Rock Center. In particular, the following people are recognized for their contributions to this effort:

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The White Rock Center Master Plan/Economic Development Strategy is the product of an **intensive community driven process** that began in August of 2007 and lasted 11 months. Community involvement included seven community forums, ten Steering Committee meetings, three County Council briefings, stakeholder interviews, and an interactive project website. Stimuli for the plan included a strong desire to revitalize a commercial core that has enjoyed minimal success in recent years and new opportunities created by County acquisition of the A-19 parcel north of State Route 4 (SR-4). The planning area included the existing commercial area south of SR-4 between Rover and Sherwood, Piñon Park, the A-19 parcel north of SR-4, and the new Fire Station. The resulting Master Plan/Economic Development Strategy outlines a **vision for White Rock Center, a development concept and program, and a detailed investment strategy.**

The community's vision for White Rock Center is to create a **thriving, active focal point** that serves the community with a range of services and amenities. An improved **SR-4 is safe and inviting** to cross and **an enhanced Arroyo links old and new development together** with surrounding neighborhoods and a new trail. Residents have a **choice of housing options** and places to eat, shop, and do business. A cohesive and vibrant street environment frames a **diverse mix of uses** in a town center that **attract residents, commuters, and visitors.** Finally, strong connections exist between White Rock, the townsite, the Lab, and the greater County through **business, civic, and social connections, as well as strong transit links.** The Master Plan details the built form of this vision, several requisite strategies, and actions necessary for implementation.

After receiving feedback from the community on several alternatives, a preferred development scenario was created that suggests land use concentrations, major connections, gateway locations, and the focal point for the mixed-use town center. The Preferred Scenario Diagram (see page 55) reflects the community's desire to **connect White Rock to the rest of the region, capitalize on public and private development opportunities, diversify the local economy, build on tourism-oriented opportunities, and create an attractive, pedestrian friendly environment.** The land use concentrations include 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.

executive summary

Recognizing that one major project will not achieve the community's vision for White Rock's future, **a strategy framework was developed to successfully guide the revitalization process.** As illustrated on page 65, this framework prioritizes actions into a three-tiered hierarchy: primary land uses, catalytic development opportunities, and requisite strategies. The primary land uses—or those existing and future land uses that best meet the community's goals—are **open space/recreation, office, niche and neighborhood retail, tourism-oriented retail and services, residential, and civic.**

Catalytic development opportunities are specific projects and sites that will make manifest the vision for White Rock, as well as spark additional projects and investment. The sites were chosen for their strategic locations, as can be seen in the Strategy Diagram on page 67. Three major projects within the proposed mixed-use Town Center, the composition of which is shown in the Town Center Illustrative Diagram on page 69. The **primary development opportunities include a municipal complex**, with a new library branch, senior center, youth center, community meeting space, and more; **a visitors/orientation center**, featuring exhibit and office space, as well as **RV parking** and accommodations; and **a mixed-use retail prototype**, offering a minimum of 10,000 square feet of retail space and approximately 40 residential units in three-story buildings.

Underlying the upper tiers of the strategy framework are **requisite strategies** that support, reinforce, and encourage the primary land uses and catalytic development opportunities. These strategies include: **public investments**, which will lay the groundwork for a new White Rock and spur private investment; **public/private partnerships**, meaning that neither sector alone can achieve the optimal result; **zoning and design guidelines** that ensure a cohesive and well-designed urban environment; **gateways, signage, and wayfinding** that direct visitors and residents to parks, shops, and other amenities, while reinforcing White Rock's brand; **financing incentives**, which should be explored to ensure developments' long-term viability and sustainability; **economic development**, including a broad range of strategies to attract, retain, and support businesses; **workforce and affordable housing**, to increase the level of housing choice (a major emphasis of the White Rock community throughout the planning process); and **transportation**, several modes of which must be accounted for in order to improve connectivity.

Improvements to SR-4 and the intersection of SR-4 with Sherwood will be critical to successful implementation of the overall vision and supporting goals. Streetscape improvements and calming interventions should be designed for SR-4 to ensure that the roadway segment between Rover and Pajarito is pedestrian-friendly and aesthetically pleasing. The intersection of

SR-4 and Sherwood Boulevard will be at the heart of the new mixed-use Town Center. A **safe and inviting signalized crossing at this location is a requirement** for successful commercial development north of SR-4. Thus, negotiating for operational control of this roadway segment from New Mexico Department of Transportation should be of the highest priority for the County.

As the plan's name states, the White Rock Center Master Plan/Economic Development Strategy goes beyond theory to suggest a **real-world investment strategy** for achieving the ambitious projects put forward within the plan. This strategy is detailed, but can be broken into four sections: action plan, funding sources and financing strategies, organization and management, and next steps. The **action plan** identifies specific steps that can be taken immediately, in the short term, in the mid-term, and in the long-term. **Funding sources** include an overview of the capital improvement program, tax increment financing, and other financial strategies. The \$20 million recently earmarked by the County for improvements in White Rock will significantly decrease dependence on external funding sources and increase the likelihood of implementation. Finally, **effective management** will require designation of an overall project management department and existing organizations to work together and agree to established **roles and responsibilities**.

Immediate action steps should include the following strategic planning actions: designation of a County department as **implementation lead** (the Community Development Department is recommended); creation of an implementation **Steering Committee**; negotiations for **control of SR-4 between Rover and Pajarito**; creation of an **RV parking strategy**; and initiation of **zoning revisions and design guidelines** for the Town Center. An immediate economic development strategy should include finalizing the **development negotiations for the A-19 parcel**. Immediate community investments should include **design of the Visitors Center** portion of the Visitors/Orientation Center; design and public input for the **gateway arches on SR-4 at Rover and Pajarito**; and planning and design of **improvements along SR-4** and the intersection of SR-4 and Sherwood.

The White Rock Center Master Plan/Economic Development Strategy is organized into two volumes. The first volume includes five chapters: I. Introduction; II. Economic Analysis; III. Development Alternatives; IV. Strategy for White Rock Center; and V. Investment Strategy. The second volume includes two appendices, including A. Case Study Communities and B. Market Analysis.



"WHITE ROCK'S TOWN HALL WAS FILLED TO CAPACITY, WITH 60-80 PEOPLE - FROM AGE 7 TO OLDER THAN 70 - FILLING FOLDING CHAIRS AND LEANING AGAINST THE WALLS."

LOS ALAMOS MONITOR,
OCTOBER 18, 2007

i. introduction

WHITE ROCK IS AT A CROSSROADS. Over the years, the need and desire to revitalize the commercial core have been constant, yet efforts have resulted in little more than a collection of studies and reports. The time for an implementable plan and real change has arrived. New land transfer opportunities, strong commitment from current County leadership, and a focus on targeted public and private investment suggest that White Rock's commercial core can once again be the heart of a vibrant community.

In August 2007 the County of Los Alamos began an eleven-month planning and design process to create a new vision for the future of White Rock and to reinvent its core. This project was conducted in concert with a team of urban planning, engineering, and economics consultants, led by MIG, Inc. It has resulted in a vision and plan to guide the community in the coming years, reflecting White Rock's interest in a commercial core that is attractive and inviting to existing and new residents, businesses, and visitors.

The White Rock Center Master Plan/Economic Development Strategy provides a solid foundation from which to build this collective vision for White Rock into reality.

chapter summary

The Master Plan/Economic Development Strategy is an action-oriented strategy for revitalization, guided by the community's vision. The plan is comprised of the following sections:

CHAPTER I - INTRODUCTION

The remaining pages in this chapter provide a brief review of the area's history and regional context, define the study area, and describe the planning process. A summary of assets, opportunities and challenges is also included, and the vision statement is presented.

CHAPTER II – ECONOMIC ANALYSIS

The White Rock Center Master Plan/Economic Development Strategy offers an implementable framework for guiding growth and development in the city center. This chapter includes highlights of the plan's economic market analysis. It also identifies major market parameters and constraints in order to understand what is achievable within the market in the coming years. The full economic analysis is available in the Appendices.

CHAPTER III – DEVELOPMENT ALTERNATIVES

This chapter outlines and evaluates the four development alternatives that were presented to the community for consideration and the shared community goals that were referenced in creating the plans. Also included is a breakdown of potential projects that were considered for White Rock Center.

CHAPTER IV – STRATEGY FOR WHITE ROCK CENTER

The strategy for White Rock Center provides the specific structure and guidelines for growth. It includes recommendations regarding primary land uses, catalytic projects, opportunity sites and supporting strategies for implementation. These elements will result in concrete and viable means to achieving a more vibrant and successful commercial core. These recommendations include urban design, zoning standards, and architectural guidelines for streets and buildings within the study area.

CHAPTER V – INVESTMENT STRATEGY

This chapter details the financial needs of realizing the White Rock Center Master Plan/Economic Development Strategy. The strategies from Chapter IV are presented in an action-oriented matrix, along with a phasing plan and immediate implementation steps.

historical and regional context

White Rock is an integral part of a unique community in Los Alamos County, New Mexico. Located less than 100 miles from Albuquerque and Albuquerque International Airport, 32 miles from Santa Fe, and just six miles from Bandelier National Monument, Los Alamos County is best known as the site of the nationally-renowned Los Alamos National Laboratory (LANL). This prestigious Department of Energy research and development facility has attracted a highly educated and specialized workforce to the county. White Rock, with a current population of approximately 6,000 residents, complements the nearby Los Alamos townsite, with its own population of roughly 12,000 residents. With a commuting population of approximately 9,000, the daytime population of County is approximately 28,000.

WHITE ROCK AND LANL

The prosperity of both White Rock and the Los Alamos townsite, which are typically thought of as one community, is intimately linked with LANL. The initial development of both urban areas was tied directly to the Manhattan Project; LANL was established in 1943 and was located in the area due to its



White Rock is located in the northern part of New Mexico, less than 100 miles from Albuquerque International Airport, 32 miles from Santa Fe, and just six miles from Bandelier National Monument (above and left).



historical and regional context

remoteness, its safety from enemy attack, and the existing roads and infrastructure. Surrounding canyons also provided discreet locations for detonation testing. This symbiotic relationship between the region and the laboratory continues today. The Lab is the largest employer in Los Alamos County and northern New Mexico and draws workers from throughout the surrounding region.

RE-ESTABLISHING THE CORE

The commercial area of White Rock was first developed in the 1970s and has seen both good and bad times. The height of its vibrancy came with the opening of the Village Center area along Longview Drive. Despite a relatively stable and affluent population, the commercial center of White Rock has been in a period of stagnation or decline for over two decades. While many plans and studies have been completed with the intent of revitalizing White Rock's center, successful implementation has been elusive. New land transfer opportunities, strong commitment from current County leadership, and a focus on targeted public and private investment suggest this planning effort can successfully reestablish the commercial core as the heart of White Rock.

The study area is bisected by the State Route 4, and stretches from Rover Boulevard to Pajarito Road (below).



The study area for the White Rock Center Master Plan/Economic Development Strategy is divided by State Route 4 (SR-4), which provides access from the communities of Los Alamos and Santa Fe to LANL and Bandelier National Monument. The study area extends along SR-4 from its eastern edge near Rover Boulevard to its western edge near Grand Canyon Drive. A large area north of SR-4, known as Parcel A-19, is currently owned by Los Alamos County and is slated for development by a private development company. The area south of SR-4 includes the primary commercial district and Piñon Park, a large public open space. The commercial district includes retail buildings, hotels and businesses, and government and civic uses. However, with its large parking lots and several vacant buildings and properties, the area is largely underutilized.

FUTURE GROWTH

While it is outside of the study area for this planning effort, it is important to note that an additional sub-parcel is being discussed for transfer to the County from the Department of Energy. The parcel, known as TA-71, is located immediately west of Pajarito Acres and is comprised of approximately 560 acres. A sizable portion of the land is undevelopable, but the usable acreage would likely accommodate significant growth relative to the existing White Rock population. The impact of this potential growth on the economic market in White Rock is discussed further in Chapter II.

planning process



Inclusive, authentic community input and participation is paramount to producing a successful and supported plan for development. The White Rock Master Plan/Economic Development Strategy incorporated a variety of methods that encouraged participation, solicited feedback, and recognized the community as an integral part of the planning process.

Methods included regularly scheduled meetings with community members, County staff and business leaders. Also important was the use of a dedicated website (planningwhiterock.org) where the community could download up-to-date materials and read the latest news regarding the project. In this section, details are provided on the process used to ensure that community input and guidance was integral to the plan.

AN INCLUSIVE APPROACH

Community Forums

Community Forums were held at regular intervals throughout the process to check in with the community members, provide updates on the process, and solicit input on key plan components.

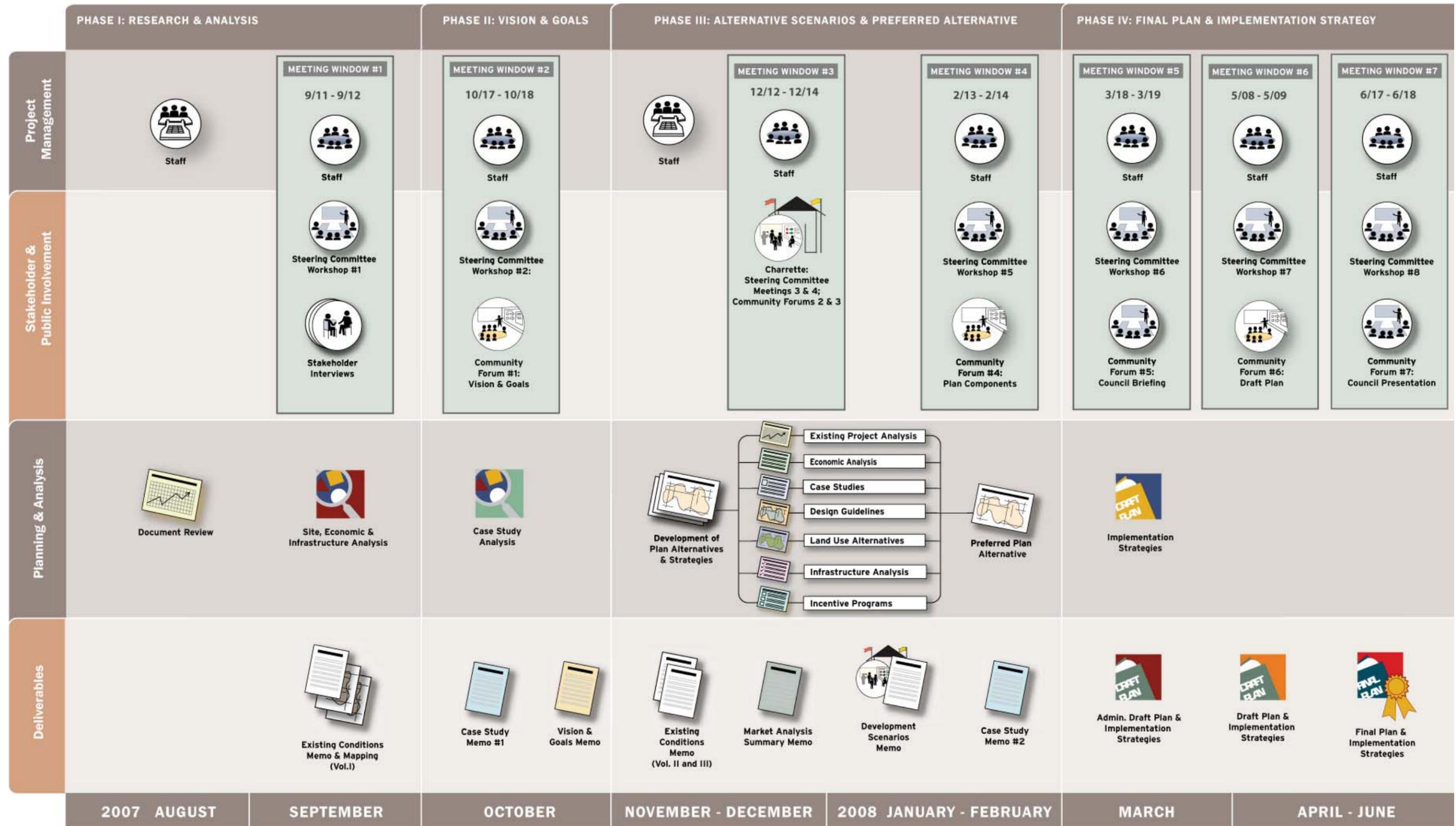
At each Community Forum a graphic recording was made to provide a dynamic and real-time record of the meeting. The graphic recording was utilized during and after the meeting as a resource for all participants to ensure that the community's desires were integrated and reflected in the recommended strategies for White Rock. Participants at the Community Forums were also asked to fill out comment cards as an additional way of providing input.

Participation and attendance at the Community Forums was strong, with between 40 to 106 residents attending each meeting, along with County Councilors, County staff and Steering Committee members.

Process Schedule

The process schedule, seen on the following pages, outlines the multi-phased planning process that was guided and supported by the community, key stakeholders and staff.

THE PLANNING PROCESS
WAS DESIGNED TO ENSURE
THAT COMMUNITY INPUT AND
GUIDANCE WAS
INCORPORATED INTO ALL
PHASES OF THE PROJECT.



Steering Committee

A steering committee made up of community, agency, and business representatives provided input regarding their vision, strategies, and direction for the future of White Rock's commercial core.

Stakeholder Interviews

Stakeholder interviews were conducted with business leaders, property owners, County officials, and other interested parties to ensure that the proposals are grounded in White Rock's social and economic realities.

FOUR PHASES OF THE PLANNING PROCESS

Phase I: Research and Analysis

Phase II: Vision and Goals

Phase III: Alternative Scenarios and Preferred Alternative

Phase IV: Final Plan and Implementation Strategy

PREVIOUS STUDIES

The White Rock Master Plan/Economic Development Strategy follows a series of previous plans and efforts:

White Rock Civic Center District Plan

Creating a Sustainable Los Alamos

Los Alamos Comprehensive Plan

Los Alamos County Policy Plan (component of the County's comprehensive plan)

Los Alamos County Transit Study

Los Alamos County Strategic Plan Update

White Rock Plaza Market Study

community goals



Behind every strong vision is a set of community goals that provide specific direction regarding issues and opportunities the community faces. Goals can help a community determine which scenarios and strategies best harmonize with their vision as well as provide a point of reference from which to measure future success.

ACTION-ORIENTED GOALS

The following are action-oriented goals identified by the community that served as an instrumental part of the planning process, providing specific direction for realizing the community's vision and a mechanism to evaluate the alternatives and related trade-offs. Nine goals for the future of White Rock Center include:

1. Create a **visual identity for White Rock** as an independent community through landscape improvements and new built environment;
2. Encourage **public and private partnerships** for investment;
3. Strengthen White Rock's **participation in County-level politics**;
4. Enhance the **physical connections to the commercial center** for transit, bikes and pedestrians;
5. Increase the **level of goods and services available in White Rock** for residents, tourists and commuters;
6. Ensure that public improvements and private development support the long-range **environmental, economic, and social sustainability** of White Rock;
7. Create **affordable housing options** for the local workforce;
8. Mitigate the **barrier effects of State Road 4 (SR-4) and the Arroyo**;
9. Capitalize on the **natural beauty of the area and proximity** to LANL, the Los Alamos townsite and Bandelier National Monument; and
10. Develop activities and opportunities to **retain youth and the young adult population**.

THE COMMUNITY'S GOALS
FOR WHITE ROCK INCLUDE
CREATING A DISTINCT IDEN-
TITY THROUGH THE DESIGN OF
A GREAT PUBLIC GATHERING
SPACE.

The White Rock Center Master Plan/Economic Development Strategy is built on the foundation of the vision and background analysis, and is based on several key premises and principles. While these principles apply in essence to any well-considered master plan, they must be tailored to a specific community to have real meaning. These concepts were formulated throughout the planning process in White Rock, and are examined in more detail in the remainder of this document:

PLANNING PRINCIPLES

1. Understand the existing **physical, social and economic context** of White Rock and the region;
2. Leverage and build upon the **community's assets**;
3. Utilize **community input** to shape the plan and its strategies;
4. Conduct **comprehensive economic analysis** to ensure that projects and strategies are **implementable in the real world**;
5. Maintain and enhance **primary land uses** that are the cornerstone of the commercial core;
6. Focus appropriate development – backed by economic feasibility analysis in **key opportunity sites** in White Rock Center;
7. Develop **supporting strategies** to link together and support the primary land uses and opportunity sites;
8. Establish an **organizational, phasing, and action-oriented framework** for implementation; and
9. Create a **comprehensive, market-tested, realistic plan** for revitalization.

assets, opportunities and challenges



A SUCCESSFUL INVESTMENT
STRATEGY MUST LEVER-
AGE THE TOWN'S EXISTING
ASSETS WHILE STRATEGICALLY
ADDRESSING ITS CHALLENGES
AND OPPORTUNITIES.

To understand more about the community's perspective on how resources might best be directed at the commercial center, citizens were asked at the first Community Forum to share their perceptions of White Rock's greatest assets and opportunities, as well as its biggest issues and challenges. Shared concerns and hopes for the town then became a foundation for a new investment strategy for White Rock that leverages the area's existing assets while strategically addressing its challenges and opportunities.

ASSETS

Nationally Recognized Destinations

Located less than six miles from Bandelier National Monument, White Rock is a major gateway for the 350,000 visitors that pass through it each year. Additionally, White Rock's close proximity to LANL and Los Alamos makes it well-positioned to capitalize on the 9,000 lab workers who pass through town each day, along with residents from the nearby Los Alamos townsite.

Local Amenities

White Rock residents have come to rely on a few long-standing businesses and public resources that provide needed services and amenities and keep the core of White Rock active. These include Smith's Food and Drug, the post office, Bandelier Grill, Hampton Inn, Metzger's Hardware, Home Run Pizza, White Rock Shopping Center, Visitors Center, Senior Center, and library, as well as Piñon Park, Overlook Park and the new fire station.

Small-Town Atmosphere and Character

Residents laud the town's many attributes that give White Rock a small-town atmosphere and make it a great place to live or visit. White Rock is community-oriented, family-friendly, safe, and walkable. Additionally, it can offer superior customer service and enjoyable community events.

Climate and Environment

The high-desert climate and topography provide White Rock with many sunny days, low air pollution, and striking surroundings. These assets make the community well-suited to outdoor activities and healthy living.

This map identifies the assets, opportunities, issues and challenges, and the relationships that currently exist or may be created between them in the larger context of the study area. The largest opportunity site is the A-19 parcel. The White Rock Shopping Center is designated an opportunity site because of its prime location, adjacency to other opportunity sites, and an owner willing to consider redevelopment/improvement proposals. The vacant Pizza Hut and a smaller triangular parcel represent opportunities along Bonnie View Drive, and a large opportunity was created along the east side of Rover when the fire station operations moved to the new station along SR-4. This site could be assembled with the large parcel at the corner of SR-4 and Rover to create a sizable development opportunity.

assets, opportunities and challenges



Development Opportunities

In the past, growth in White Rock has been impeded by a shortage of developable land. This situation has been changed by the recent opening of public land A-19 on the north side of SR-4. This site provides 60 acres for White Rock to grow to the north.

South of SR-4, there are a number of potential opportunities, including the vacant Pizza Hut and a small triangular parcel along Bonnie View Drive. There is a relatively large development opportunity in the parcels associated with the Village Shopping Center. In addition, the White Rock Shopping Center presents an opportunity due to its prime location and adjacency to other opportunity sites, and an owner willing to consider redevelopment and improvement proposals.

Los Alamos National Laboratory

LANL represents a significant opportunity that White Rock has yet to fully explore. White Rock must develop a stronger relationship with LANL and its 14,500 employees and look into programming and meeting needs that the laboratory may not be able to fill. In 2007, the Lab underwent a voluntary reduction in force of approximately 500. No additional reduction in workforce is anticipated.

Finally, with a significant portion of the LANL commuters passing through White Rock each day, White Rock's character, retail offerings, and housing options should be examined to see how they might potentially transform commuters into customers or residents.

Economy and Employment

Many signals point to the need for a more diversified economy in White Rock. With LANL as Los Alamos' largest and most significant source of employment, diversifying the economy with the addition of office, retail, and tourism-oriented space would help to make White Rock less vulnerable to fluctuations in LANL employment, increase employment options, and inject the County of Los Alamos with the needed diversity of retail and business to satisfy residents and visitors.



The "small-town" feeling that White Rock residents appreciate is exemplified in the town rock that residents periodically paint and personalize (top), as well as by long-standing businesses, such as Metzger's Hardware (bottom), that bring activity to the existing retail area.

assets, opportunities and challenges



Vacant retail space in the old commercial area of White Rock (top), along with the currently neglected Arroyo (bottom), present challenges to and opportunities for revitalization.

Local and Regional Competitors

The lack of retail, entertainment and housing options in White Rock undermine its ability to compete against the townsite, Española, Santa Fe, and other regional neighbors. Addressing these deficiencies can increase and diversify the demographic of shoppers and residents who choose to visit and live in White Rock.

Vacant Commercial Space

The Town Center has a significant amount of vacant retail space located in auto-oriented and poorly-maintained structures. While this serves to reinforce the perception of the center as uninviting and lacking vitality, it also presents a potential opportunity for revitalization or redevelopment in the center of the commercial core.

Connectivity

State Route 4 is currently a significant barrier to the success of development on the north side of White Rock, with pedestrians and bicyclists having to navigate the busy roadway. Additionally, the Arroyo runs through the current commercial core of White Rock and represents a smaller but equally problematic barrier between the northeast and southwest portions of the White Rock study area.

The mobility of children, seniors, pedestrians and bicyclists is critical to a successful plan for White Rock. Safe, easy, and inviting pedestrian paths, bicycle routes, and crosswalks that encourage access to all parts of town must be provided throughout the Town Center. Both SR-4 and the Arroyo represent opportunities to achieve this level of access.

Visual Appearance

Beyond the beauty of the natural surroundings there is no unifying aesthetic or development pattern to give the town a strong visual identity. The character of White Rock and its commercial core can be built through a variety of methods, including well-designed streetscape and street furniture, beautiful landscaping, retail offerings, unified building form and more. This can result not only in increased community pride and visitor interest, but a more pleasant environment.

assets, opportunities and challenges

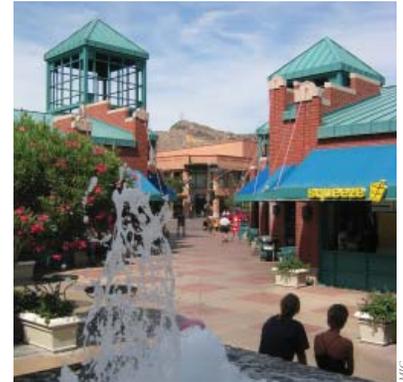
Green and Public Space

Parks and plazas can play important roles in the life of a community, offering places for neighbors to gather, adults and children to play or get exercise and festivals to be celebrated. While the commercial core currently offers some green space in Piñon Park, the park is in need of improvements to make it more useful to White Rock residents.

Additionally, a greater diversity of gathering spaces should be available throughout the study area. New development opportunities in the White Rock Center, along with improvements to the Arroyo, should be considered as potential places to add public and green space.

Affordable Housing

In the past, a lack of affordable housing has posed a significant challenge to the viability of a downtown White Rock retail district, as well as to the growth of the town. A diversity of affordable housing options must be provided to keep and grow the local workforce and to accommodate a range of citizens' needs, from youth to seniors.



Public space (top) can help to provide a place to gather as well as improve visual appearances.

Affordable housing (bottom) comes in a variety of styles and configurations and can help attract a larger and more diverse workforce to White Rock.

vision for white rock center



VISION STATEMENT

One of the first steps in developing the Master Plan/Economic Development Strategy involved consulting residents and the Steering Committee to clarify the goals and aspirations they have for the future of their community, economy and environment.

Community members described a future in which . . .

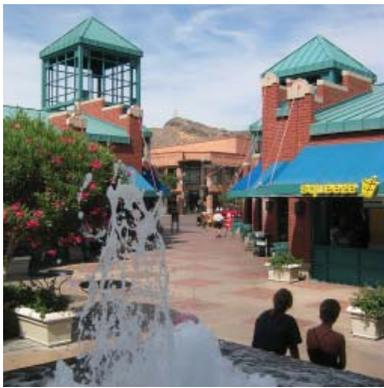
The commercial center of White Rock is a **thriving, active focal point** for the community. Reflecting the area's unique identity and natural beauty, White Rock's Center serves local residents, commuters, and tourists with a **range of services and amenities**. Residents have access to a large variety of daily needs – food, shopping, entertainment – and meet along a **revitalized Arroyo and at a new public plaza in a thriving mixed-use Town Center**. Our young people socialize at these places, as well as at a new youth center. Meanwhile, tourists bound for Bandelier National Monument stop at dining establishments and grab gear at one of the many recreation-oriented shops.

People walk and bike everywhere, getting to their destinations along and across improved streets with landscaping and along new pathways. Crossing State Road 4 should be **safe and inviting**, and development on both sides of the roadway, new and old, contributes to a **cohesive and vibrant street environment**. New housing is integrated into White Rock Center, with townhomes, condos and single-family housing providing a **range of living opportunities**. Senior-oriented residences are conveniently located near medical offices and locally-owned stores.

While White Rock has its own unique identity, it complements – and is intrinsically tied to – Los Alamos townsite, the Lab and the greater County through **business, civic, and social connections, as well as strong transit links**. The core of White Rock is also a growing hub of employment, particularly for small businesses. These offices support area retail with commerce and activity, and contribute to a White Rock Center that is **lively, vital and a source of community pride**.

vision for white rock center

WHITE ROCK CENTER IS ENVISIONED AS A VIBRANT, ACTIVE PLACE THAT PROVIDES PLACES TO SOCIALIZE AND BUSTLES WITH BUSINESSES THAT ARE ATTRACTIVE TO VISITORS AND RESIDENTS



Clockwise from top: White Rock residents look forward to a future with improved transit connections, vibrant retail areas, well-designed landscaping and urban design, public places to socialize, and housing that is attractive and affordable.



WHITE ROCK CENTER CAN ATTRACT
RESIDENTS AND CUSTOMERS, GROW
AND DIVERSIFY RETAIL OPPORTUNI-
TIES, INCREASE THE DEMAND FOR
HOUSING AND ADVANCE THE VISION
FOR A MORE LIVABLE FUTURE.

ii. economic analysis

WITH ITS SMALL-TOWN ATMOSPHERE, STRONG INCOME GROWTH, strategic location and untapped commuter and visitor traffic, White Rock Center can attract residents and customers, grow and diversify retail opportunities, increase the demand for housing, and advance the vision for a more livable future.

This chapter presents an overview of the Los Alamos County and White Rock market conditions. In order to provide a clear and feasible development strategy, current community trends must be understood. A thorough analysis of market conditions also suggests where assets that can serve as building blocks exist and, conversely, points out those challenges that must be addressed.

The first section of the chapter provides key findings, along with an overview of the **current economic and demographic conditions** within the County, including employment trends, commuting patterns, population and household forecasts. The next section provides an overview of the **residential development potentials** in the White Rock neighborhood, followed by a section evaluating the **retail development potentials** based on the estimated residential growth. Finally, the chapter concludes with an analysis of the **office development opportunities for the area**.

This analysis and understanding of White Rock's economic and market opportunities forms the foundation for the plan's detailed strategies, which are outlined in the subsequent chapters.

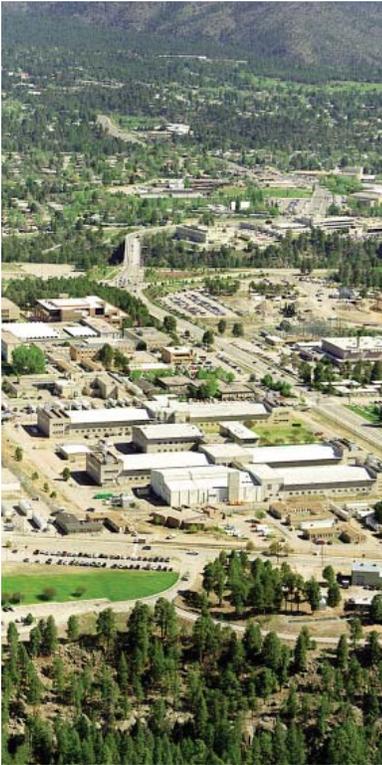
key findings



Following are key findings from the analysis:

1. **Los Alamos County incomes remain strong** with household incomes growing by nearly \$24,000 to \$107,000 over the 2000 to 2006 time period, nearly double the State average of \$56,000.
2. Commuters to LANL and the County constitute the largest single pool of potential demand for additional residential development in the County as a whole as well as in the White Rock neighborhood. Providing housing affordable to the workforce population could **potentially double the historic rate of housing demand** in the County.
3. Residential construction in Los Alamos County and the White Rock neighborhood slowed in 2006 and 2007. However, the **supply of available land** and available residential inventory **has a greater impact** on the slowdown than the current national housing downturn.
4. Redevelopment in the White Rock Center will provide an opportunity for the **development of several new residential products including condos, apartments and townhomes**. It will also provide housing options for several market segments currently underserved in Los Alamos County.
5. The White Rock neighborhood has the potential to **grow significantly through land transfer parcels**. Two growth scenarios were evaluated during the study ranging from 600 to 2,100 new housing units. If realized, the larger of these growth scenarios could positively change the character of White Rock.
6. The demand for retail development varies depending on the future household growth; however, additional **retail development is supportable** in the White Rock area **regardless of the growth scenario**. The total demand for retail square footage ranges from 15,000 to 100,000 square feet depending on format and competitive market conditions.

economic and demographic overview



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EMPLOYMENT

Total employment, reported by the U.S. Bureau of Economic Analysis (BEA), includes non-farm wage and salary employment as well as sole proprietors and partnerships. Total employment has grown by an average of 227 jobs per year or 1.1 percent since 1990 in Los Alamos County. As of 2005, there are approximately 22,000 jobs or 2.1 percent of total New Mexico employment in the County.

As the single largest employer in the County and northern New Mexico, LANL employment changes affect the entire economy. LANL accounted for 14,249 jobs (including contractors) in 2000 but fell to 13,663 in 2003 following September 11 events and subsequent and increased security restrictions, as shown in Table 2.1. Since 2003, LANL and related employment has increased to 14,900, or an increase of 650 jobs over the 2000 level. These jobs account for approximately \$1.2 billion in annual salary and benefits.

NEARLY 9,000 LANL EMPLOYEES COMMUTING INTO LOS ALAMOS COUNTY EVERYDAY PROVIDE A MAJOR OPPORTUNITY FOR NEW CUSTOMERS AND RESIDENTS.

TABLE 2.1 EMPLOYMENT AND SALARY BENEFIT FOR LANL, 2000-2006

Category	2000	2003	2006	Chg. (00-06)
Employment				
UC Employees	7,814	7,629	9,280	1,466
UC Employees-Students	1,355	1,264	1,260	-95
Contractors	5,080	4,770	4,359	-721
Total	14,249	13,663	14,899	650
Salary/Benefits				
	\$767M	\$967M	\$1,152M	\$385M

Source: LANL; Economic & Planning Systems

economic and demographic overview



Over half of LANL employees commute into the County daily, representing a significant opportunity for capturing additional economic activity.

In 2005, the federal government awarded the LANL operations contract to the Los Alamos National Security team, which is a partnership of the University of California, Bechtel, Washington Group International, and BWX Technologies. The management change followed a well-publicized security breach at the Lab. Department of Energy (DOE) funding for the Lab has been uncertain since.

Recently, the Lab issued a statement indicating that the current budget for the Lab is expected to be reduced by as much as \$350 million in fiscal year 2007-2008. This shrinkage is part of a national reduction in funding for nuclear related facilities. As a result, total employment at the Lab reduced by an estimated 500 employees through voluntary retirement. On-going funding of the Lab remains tenuous; however, Los Alamos will remain the only production site for plutonium pits that trigger nuclear warheads. In addition, the Lab continues to redefine its mission to include nonproliferation, nuclear incident response, and forensic and intelligence analysis.

economic and demographic overview

COMMUTING PATTERNS

Approximately 51 percent of persons employed in Los Alamos County also live in the County. Santa Fe and Rio Arriba Counties contain the next largest share at 22 and 18 percent, respectively. A very small portion of County employees lives in the Albuquerque metro area in Bernalillo and Sandoval Counties with three percent each. As a result, the County continues to experience an influx of approximately 9,000 employees each day.

LANL employment data for 2006 shows a similar commuting pattern with approximately 6,900 or 56 percent of employees commuting into Los Alamos County daily. Santa Fe and Rio Arriba Counties contain the majority of these commuters at 2,900 or 23 percent and 2,600 or 21 percent, respectively. Therefore, LANL commuters account for approximately 75 percent of the total in commuting traffic daily.



With little existing multifamily housing and an average of 60 units built per year in the entire County, White Rock offers very few choices for those who might be interested in reducing their commute.

TABLE 2.2 POTENTIAL COMMUTER CAPTURE

Description	Capture Range	
	Low	High
Existing Commuters	8,315	8,315
Employees per Household	1.25	1.25
Commuter Households	6,652	6,652
Capture	10%	20%
Potential Los Alamos County Household	665	1,330
Annual Capture (24-year period)	28	55

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

economic and demographic overview



Land transfers have brought new development opportunities to White Rock at the A-19 parcel north of State Route 4.

RESIDENTIAL CONSTRUCTION

Construction of new housing units in Los Alamos County averaged 87 units per year between 2001 and 2007. Reconstruction of units included scrapes of older and smaller units. The overall number of reconstructed units spiked between 2001 and 2003 as a result of the Cerro Grande Fire in 2000 and is therefore not attributed to infill development. New residential building permit activity fell below the average of 60 units per year in 2005 and 2006. The 17 new residential building permits issued in 2007 fell below this average.

POPULATION AND HOUSEHOLD FORECAST

Approximately 9,000 employees within Los Alamos County commute into the area each day. Of these commuters, 8,315 live in the counties surrounding Los Alamos, with Santa Fe and Rio Arriba Counties accounting for 40 percent of the total county employment. Assuming an overall average of 1.25 employees per household, there are an estimated 6,650 commuter households. Many of these residents are satisfied with their current housing and are not likely to move. However, a certain percentage of commuters would prefer to live in Los Alamos but cannot afford the local housing prices.

Assuming a conservative capture rate of 10 to 20 percent of households interested in living in the County, 665 to 1,330 households have the potential to relocate to Los Alamos County if additional opportunities are made available, as shown in Table 2.2. Assuming a 24-year absorption period, this additional demand of 28 to 55 units per year would increase the countywide housing demand to approximately 90 to 120 units annually.

In addition, the revised forecasts include an assumption regarding residential

development at the proposed infill project at the Trinity Site, the A-19 parcel, and the remaining capacity of existing subdivisions. **These revised housing forecasts assume that growth has been historically low due to the constrained land supply, not a demand constraint.** The low forecast assumes a one in 10 capture of existing commuter households choose to relocate to Los Alamos County for an average annual increase of 94 households. The forecast estimates that the County's population could grow from 19,022 residents in 2006 to 24,542 residents in 2030, as shown in Table 2.3. As a result, approximately 2,256 new households could be added to the County.

The high forecast assumes one in five existing commuter households chooses to relocate to Los Alamos County for an average annual increase of 120 households. The forecast estimates the County's population will grow from 19,022 residents in 2006 to 26,087 residents in 2030. As a result, approximately 2,880 new households could be added to the County.

This forecast of growth in the County can be translated into an estimate of housing unit demand. Applying a six percent vacancy factor to the projected growth in households results in a demand for between 2,400 and 3,000 estimated new housing units over the 2006 to 2030 period. This translates into an estimated housing demand of between 100 and 128 units per year, as shown.

economic and demographic overview

TABLE 2.3 REVISED POPULATION AND HOUSEHOLD FORECAST, 2006-2016

Description	Factor	2006	2010	2015	2020	2025	2030	Annual Change	
								06-30	
								#	%
10 Percent Capture									
Population		19,022	19,942	21,092	22,242	23,392	24,542	230	1.1%
Households	2.45	7,775	8,151	8,621	9,091	9,561	10,031	94	1.1%
Housing Units	6%	8,271	8,671	9,171	9,671	10,171	10,671	100	1.1%
20 Percent Capture									
Population		19,022	20,200	21,671	23,143	24,615	26,087	294	1.3%
Households ¹	2.45	7,775	8,256	8,857	9,459	10,061	10,662	120	1.3%
Housing Units ²	6%	8,271	8,783	9,423	10,063	10,703	11,343	128	1.3%

¹ Holds average household size of 2.45 constant. ² Assumes a constant 6% vacancy factor. Source: Economic and Planning Systems

Recent development trends also indicate that demand remains strong for residential development within Los Alamos County over the next 10 to 20 years. The greatest market demand for housing will continue to be from current commuters from adjacent counties. The LANL workforce is a substantial potential market for workforce housing. The neighborhood can expect to capture a portion of the demand commensurate with available land.

HOUSING DEMAND

The redevelopment of the White Rock commercial core will likely include residential development. Due to the land constraints associated with the commercial center (excluding the A-19 site), the residential portion of the redevelopment plan will likely call for multi-family development. The current White Rock market does not include a significant amount of multi-family development. Any multi-family product type will have to overcome the existing market conditions and create a new market context.

There are several niche markets with high demand in Los Alamos County. Multi-family development can target these niche markets with some success in the White Rock area. These market niches are briefly described below:

Housing Market

Workforce Employees: The average home price in Los Alamos County prevents many of the necessary workforce (e.g., teachers, police officers, fire fighters, and bank tellers) from purchasing a home in the community. Currently, only eight percent of households in White Rock earned incomes lower than \$50,000 annually. This is largely due to the greater diversity of housing products, including apartments and townhomes, available in Los Alamos townsite. The large number of people commuting to or through White Rock everyday suggests that additional housing choice at a variety of price points would impact demand.

Professional Contractors: Not all contractors at LANL consider Los Alamos their permanent residence. Many maintain homes in their previous place of employment in cities across the country. These contractors often commute from their previous place of residence to Los Alamos and reside in the County



PROVIDING HOUSING THAT IS AFFORDABLE TO THE WORKFORCE POPULATION COULD POTENTIALLY DOUBLE THE HISTORIC RATE OF HOUSING DEMAND IN THE COUNTY.

residential potentials



Apartments (top) provide lower cost market rate housing options for young couples as well as “workforce” employees such as firefighters, teachers and police officers.

Townhomes (bottom) are typically targeted towards young families who are priced out of the housing market and older adults who are looking for lower maintenance housing.

between Monday and Friday. Based on projects in other markets, this type of worker prefers apartments with concierge services, extended stay suite hotels, or short-term rental condominiums as preferred housing options.

Young Couples: A portion of the employees at the Lab are in the early stages of their careers and have correspondingly lower incomes. These households, typically young couples with or without young children, often cannot afford a home in the County. Therefore, many people in this demographic currently live outside of the community and commute to work at the Lab. Currently, about 10 percent of the residents in White Rock, and 15 percent of residents in the County, are between the ages of 20 and 34.* The right product and price could attract a large number of these households to the White Rock and the County.

Empty Nesters: Many former employees of the Lab have decided to remain in Los Alamos for retirement. Additionally, around 30 percent of Los Alamos falls within the 45 to 59 year old age bracket.* Both these groups will tend to, as they age, desire less home maintenance in favor of leisure activities. These households are excellent candidates for smaller ownership units. However, these households typically have either income or equity that enables the purchase of a more expensive unit.

Housing Products

There are several multi-family product types that appeal to these market niches. These products and an estimate of demand are described below.

Apartments: Apartments provide market rate housing targeted at the lower end of the income range appealing to workforce employees and young couples. In addition, apartments appeal to professional contractors that have not made Los Alamos their permanent residence. In order to keep housing costs down, these types of apartments feature wood construction of three to four stories with stair access. The density of this product type ranges from 25 to 40 units per acre. A typical apartment complex needs between 100 and 150 units to be sizable enough for efficient management. The demand for apartments coincides with this management efficiency number.

* US Census Bureau; Economic and Planning Systems

Townhomes: Townhomes in the Los Alamos area are marketed to two housing markets: 1) young families priced out of single family detached housing, and 2) empty nesters and more affluent singles desiring a low maintenance housing option. Townhomes have been the predominate form of low price starter homes and workforce housing in the County. These units tend to be larger with more bathrooms and bedrooms than condominium units and typically provide private attached parking. These units range from 12 to 18 units per acre depending on size and height. The Los Alamos market prefers townhomes of two to three stories. The amount of townhome housing that can be included in the White Rock Master Plan/Investment Strategy will be limited by land availability but could include 100 to 150 units over 20 years.

Condominiums: Condominiums ranging from three to four stories can also provide households at the lower income range an opportunity for entry-level home ownership. The smaller unit sizes tend to appeal to singles and young couples without children and are therefore a smaller housing segment than entry level townhomes. The White Rock market will support the construction of between 50 and 100 of these units over the next 10 to 20 years. This type of residential development ranges from 20 to 25 units per acre.

Senior Housing: Senior housing includes a wide variety of product types including active adult living communities, assisted living facilities, and nursing care establishments. Active adult living communities are oriented towards the most active seniors, geared at capturing empty nesters who no longer desire the maintenance woes of a larger single-family residence. Assisted living communities provide housing to seniors who require some assistance with the activities of daily living. Continuous Care Retirement Communities span both active and assisted living product types. These facilities provide a place for seniors to reside regardless of their daily assistance needs. These types of residential development can range from 20 to 50 units per acre.

RESIDENTIAL DEVELOPMENT SCENARIOS

The A-19 parcel is the largest parcel of land that is currently available in White Rock. This parcel, in addition to the potential redevelopment of the commercial core and future DOE transfer of TA-71 could allow the White Rock neighbor-



NOG



McCarthy Construction and Development

Condos (top) provide opportunities for entry-level home ownership; however, their smaller size tends to be more appropriate for couples without children or singles.

Senior housing (bottom) comes in both active and assisted-living product types, and can provide older adults the benefits of a low maintenance, community-oriented living environment.

residential potentials

THE WHITE ROCK NEIGHBORHOOD HAS THE POTENTIAL TO GROW SIGNIFICANTLY THROUGH LAND TRANSFER PARCELS.

hood to capture a significant portion of the future growth potential in Los Alamos County.

The forecast of residential development includes two scenarios regarding the future development of TA-71. The lower assumes TA-71 does not develop or include residential development in the future. The higher assumes the approximately 540 acre site would include the development of 1,500 residential units. Both forecasts include an assumption of 275 residential units through redevelopment (125 apartments, 75 condominium units, and 75 townhomes between 12.20 and 16.25 acres) and 100 units of development elsewhere in the White Rock area. In addition, both forecasts assume a constant rate of growth between 2008 and 2030. The two forecasts are briefly described below and highlighted for comparison in Table 2.4.

Low Forecast: Based on the assumptions above, the low forecast includes approximately 600 additional residential units developed between 2010 and 2030. This results in an average annual increase of 30 housing units (33 percent of the forecast County growth) or an annual average growth rate of 1.1 percent between 2010 and 2030.

High Forecast: The high forecast assumes that White Rock will increase its relative share of the total households in Los Alamos County based on residential development at TA-71. The relative share will increase to 40 percent by 2030 as a result of 2,100 additional residential units developed during the period. This results in an average annual increase of 105 housing units (78 percent of the forecast County growth) or a growth rate of 3.1 percent annually. This growth scenario will only be possible with the transfer of TA-71 and a high capture rate of existing commuter households, and, therefore represents an optimistic estimate of the future population within White Rock.

TABLE 2.4 WHITE ROCK HOUSING DEMAND FORECAST

Description	Factor	2010	2015	2020	2025	2030	Annual Change	
							10-30	
							#	%
Los Alamos County Households								
Low Forecast		8,151	8,621	9,091	9,561	10,031	103	1.0%
High Forecast		8,256	8,857	9,459	10,061	10,662	131	1.3%
White Rock Low Forecast								
Households		2,472	2,622	2,772	2,922	3,072	34	1.1%
Housing Units ¹	6%	2,472	2,662	2,772	2,992	3,072	30	1.1%
Pct. of County		30.3%	30.4%	30.5%	30.6%	30.6%	33.2%	
Incremental HU Demand		0	150	150	150	150		
Cumulative HU Demand		0	150	300	450	600		
White Rock High Forecast								
Households		2,472	2,997	3,522	4,047	4,572	102	3.1%
Housing Units ¹	6%	2,472	2,997	3,522	4,047	4,572	105	3.1%
Pct. of County		29.9%	33.8%	37.2%	40.2%	42.9%	77.9%	
Incremental HU Demand		0	525	525	525	525		
Cumulative HU Demand		0	525	1,050	1,575	2,100		

¹ Assumes a constant 6% vacancy factor. Source: Economic and Planning Systems

retail potentials



ADDITIONAL RETAIL DEVELOPMENT IS SUPPORTABLE IN WHITE ROCK REGARDLESS OF THE GROWTH SCENARIO.

The preliminary development concepts for White Rock Center anticipate some neighborhood retail on site. Retail space supportable at a neighborhood center is initially expected to be primarily grocery store space, other convenience goods store space, and eating and drinking space (a portion of the total demand estimated at 50 percent), as shown in Table 2.5.

Based on the two residential development scenarios described previously, the White Rock neighborhood can likely support between 28,000 and 63,000 square feet in net new retail space. The current neighborhood population can support an estimated 117,000 square feet of retail space according to the TPI analysis. Therefore, the total demand for retail space ranges between 145,000 to 180,000 square feet, as shown. However, the supportable amount of space cannot be built until the minimum size threshold for a particular store is reached. For example, although 47,000 square feet of supermarket/grocery store space is estimated to be supported by the low forecast, a store that is typically 55,000 to 65,000 square feet would not be built until this threshold is reached.

The demand for retail development varies depending on the future household growth scenario assumed; the low forecast scenario generates an estimated demand for 47,000 square feet of supermarket or grocery space, while the demand under the high forecast scenario is an estimated 59,000 square feet. Therefore, the demand for an additional supermarket or grocery store is not generated by either of the two forecast growth scenarios. Additional residential growth beyond the two potential scenarios is required to support an additional grocery store. However, the high forecast scenario does justify the development of a new or expanded Smith's grocery store to replace the existing store.

SR-4 carries a significant amount of commuter and visitor traffic daily. This drive-by traffic can generate demand for additional retail space. Based on an interview with the former general manager of the Smith's in White Rock, approximately 15 percent of annual sales were derived from these drive-by customers. The Smith's represents the majority of retail sales in the area; therefore a 15 percent adjustment can be made to the estimate of supportable square footage. This adjustment increases the overall demand to between 54,000 and 68,000 square feet.

TABLE 2.5 ESTIMATED LOCAL CAPTURE OF SUPPORTABLE SQUARE FEET

Store Type	Capture	Supportable Square Feet			Total Demand	
		Current	Low (Net New)	High (Net New)	Low	High
Convenience Goods						
Supermarkets/Grocery	100%	38,000	9,000	21,000	47,000	59,000
Convenience Stores	100%	35,000	9,000	19,000	44,000	54,000
Beer, Wine and Liquor Stores	100%	4,000	0	1,000	4,000	5,000
Health and Personal Care	50%	13,000	3,000	7,000	16,000	20,000
Total Convenience Goods		90,000	21,000	48,000	111,000	138,000
Shopper's Goods						
General Merchandise	0%	0	0	0	0	0
Clothing and Accessories	25%	4,250	1,000	2,250	5,250	6,500
Furniture, Furnishings and Appliances	0%	0	0	0	0	0
Miscellaneous Retail ¹	25%	5,250	1,250	3,000	6,500	8,250
Total Shopper's Goods		9,500	2,250	5,250	11,750	14,750
Eating and Drinking	50.0%	17,500	4,500	10,000	22,000	27,500
Building Material and Garden	0.0%	0	0	0	0	0
TOTAL RETAIL GOODS		117,000	27,750	63,250	144,750	180,250

¹ Includes Electronics, Sporting Goods, Hobby Supplies, Books and Music

Source: 2002 Census of Retail Trade; Economic & Planning Systems

retail potentials



RETAIL DEVELOPMENT SCENARIOS

Retail development depends greatly on the type and size and number of anchors supportable in a market area. Therefore, a more accurate estimate of supportable retail square feet will depend on the supportable anchors. The largest supportable anchor in White Rock is a supermarket or grocery store. The existing Smith's store currently fills the neighborhood demand; however, the future of the Smith's store may vary depending on the future residential growth in the neighborhood and changes in the competitive environment outside of the neighborhood (i.e., development of a larger Smith's Marketplace at the Trinity site). The potential retail development scenarios for the White Rock neighborhood based on the forecast residential growth scenarios, shown in Table 2.6, are described in greater detail below:

Retail Development Scenarios: White Rock Center

Smith's Stays at Current Location: Both the low and high forecast residential growth scenarios indicate that the current Smith's grocery store is supportable in the White Rock market area (assuming no change in the outside competitive environment). In addition, both scenarios support additional retail development in the neighborhood. This additional development could take one of two forms: 1) a second 15,000 square foot unanchored center (low or high), or 2) a 50,000 square foot small anchor center (high only).

Smith's Expands at Current Location: Both residential growth forecast scenarios support additional grocery store retail space (assuming no change in the competitive environment). Expansion of the existing Smith's grocery store at the current location would allow for additional retail development to occur on-site in support of the anchor. Combined, the expansion and additional space, would provide approximately 20,000 square feet of new retail space (low and high). In addition, a second unanchored retail center could be supported under the high development scenario of 15,000 square feet for a total of 35,000 square feet of net new space.

TABLE 2.6 RETAIL DEVELOPMENT POTENTIALS

#	Retail Development Options	Forecasts	Retail Configuration	Supportable Square Feet (Net New)
1	Smith's Stays at Current Location	Low	Existing Smith's plus a 2nd Unanchored Center	15,000
		High	Existing Smith's plus a 2nd Unanchored Center	15,000
			Existing Smith's plus a 2nd Small Anchor Center	50,000
2	Smith's Expands at Current Location	Low	Existing Smith's (expands by 10,000 Sq.Ft.) plus add. Ancillary Space	20,000
		High	Existing Smith's (expands by 10,000 Sq.Ft.) plus add. Ancillary Space	35,000
			2nd Unanchored Center	
3	Smith's Moves to a New Facility	Low	Existing Smith's unlikely to move; 2nd Unanchored Center	15,000
		High	Existing Smith's moves creating a Larger Anchored Center	100,000
4	Smith's Closes White Rock Location	Low	Existing Smith's closes; New Unanchored Center	15,000
			Existing Smith's closes; New Small Anchor Center	50,000
		High	Existing Smith's closes; New Small Anchor Center	50,000
			New Grocer supports Anchored Center	100,000

Source: Economic & Planning Systems

retail potentials

TOTAL DEMAND FOR RETAIL
SQUARE FOOTAGE RANGES
FROM 15,000 TO 100,000
SQUARE FEET DEPENDING ON
FORMAT AND COMPETITIVE
MARKET CONDITIONS.

Smith's Moves to a New Facility: The existing Smith's will not likely move from the existing location under the low residential growth scenario. However, a second unanchored retail center would still be supportable of 15,000 square feet. The high growth scenario may support the redevelopment of the Smith's grocery store into a full-size 55,000 square foot store with supporting ancillary retail space and supporting retail and personal care services. This new retail center would likely average 75,000 to 100,000 square feet.

Smith's Closes White Rock Location: Changes in the competitive retail environment in Los Alamos County may result in the closure of the existing Smith's grocery store in White Rock. If this unlikely scenario occurs there will still be demand for retail space in the White Rock neighborhood. Under the low growth scenario this demand would support either an unanchored center of 15,000 square feet or a small anchored center of 50,000 square feet. Under the high growth scenario, the demand for retail space would support either a small anchored center of 50,000 square feet or the introduction of a new grocer to the market in a full supermarket anchored center between 75,000 and 100,000 square feet. However, this last scenario is highly unlikely given that Los Alamos County currently only supports one national supermarket or grocery chain.

office development opportunities



THE MOST LIKELY OPPORTUNITY FOR OFFICE DEVELOPMENT COMES FROM THE EXISTING TENANTS AND THEIR EXPANSION.

The short-term opportunity to develop new office space in White Rock is very low. The recent announcement by LANL of layoffs and additional cutbacks suggest the Lab will not stimulate the need for additional off-site office space in the next five years. Furthermore, both the Los Alamos Research Park and Entrada Business Park have ample capacity (approximately 520,000 square feet) to meet the demand for multi-tenant office space over the next five to 10 years. However, there are some opportunities that merit exploration.

CURRENT OPPORTUNITIES

The most likely opportunity for office development in the White Rock neighborhood comes from the existing tenants and their expansion. Current tenants such as the Safety Training program for LANL may need to expand in the future.

Furthermore, every neighborhood center requires a small amount of office space to house support services such as real estate agents, insurance brokers, doctors, and dentists. Several of these uses already occupy space within White Rock; additional tenants or expansions may create the need for additional office space. Therefore, an estimated 40,000 to 60,000 square feet of space could be supported through redevelopment efforts in the White Rock center.

FUTURE OPPORTUNITIES

A potential opportunity for office development in the White Rock neighborhood would be for the County to construct a building to house several departments. However, given the current debate over the location, size, and need for additional County facilities associated with the condemnation of the existing municipal building and redevelopment of the Trinity site in Los Alamos, it does not appear likely that a location in White Rock will be selected to house a portion of the County facilities.

office development opportunities



The only remaining opportunity for office development in the White Rock area would be to attract a new major employer needing a large parcel, such as A-19 to development a corporate campus. Competing with other locations for this type of tenant would require significant development incentives given the distance of Los Alamos from major population, employment, and transportation centers. Therefore, it is unlikely that such a tenant can be attracted to Los Alamos and specifically to the White Rock neighborhood.



Office development may provide an opportunity for dentists, real estate brokers, and other small businesses to locate in White Rock.

Current and projected market conditions were a significant input into the planning and design process for White Rock Center. The community's vision (presented in Chapter I) was guided by and interpreted through the lens of existing and projected economic realities. Current and projected employment levels at LANL were considered when developing the vision and subsequent implementation strategies regarding employment, new office development, and new housing. Constraints impacting LANL significantly limit the demand for additional office space in White Rock Center.

Many key findings from the economic analysis highlight opportunities for future development in White Rock Center. First, incomes remain strong in Los Alamos County with growth by nearly 29 percent since 2000. Average incomes of nearly twice the New Mexico average mean households in White Rock have significantly more disposable income than most communities. In addition to White Rock residents, commuters to LANL constitute the largest potential market for new retail and housing opportunities.

Findings indicate that an affordable housing product targeted at the workforce population could potentially double the historic rate of housing demand. White Rock has the potential to grow significantly through land transfer parcels. Redevelopment and new development in White Rock Center provides an opportunity for the development of several new residential products that can provide housing options for several market segments currently underserved in Los Alamos County. Depending on the availability of land and the amount of residential growth, future demand for retail development ranges from 15,000 to 100,000 square feet.

An aerial photograph of a town center area, overlaid with various green lines and shapes representing development scenarios. A large, thick, downward-pointing arrow is visible in the bottom right corner of the image. The text is contained within a semi-transparent olive-green rectangular box on the left side of the page.

DRAWING ON THE ASPIRATIONS AND AM-
BITIONS EXPRESSED IN THE COMMUNITY
GOALS, FOUR ALTERNATIVE
DEVELOPMENT SCENARIOS REFLECTING
COMMUNITY INPUT AND INTEREST IN
CREATING A VIBRANT PUBLIC REALM AND
REVITALIZED TOWN CENTER WERE
CREATED FOR COMMUNITY REVIEW.

iii. development alternatives

BUILDING ON THE OPPORTUNITIES, CHALLENGES, and economic realities facing White Rock's commercial core, various development alternatives were created and presented for review and evaluation by the community.

This chapter begins with the four **development scenarios**, including a summary of community feedback. The **Preferred Scenario**, created as a response to community feedback on the four development alternatives is then outlined, including primary land use concentrations, major connections, and gateway locations.

alternative development scenarios



FOUR DEVELOPMENT SCENARIOS

Drawing on the aspirations and ambitions expressed in the community goals, four alternative development scenarios were created for community review. These scenarios offer community members a glimpse of how their vision for the town might be feasibly implemented, including where development might take place, potential projects, and the sense of place this might create. While each scenario offers a different vision for White Rock Center, all four seek to create a critical mass around a focal point, or center of gravity, which concentrates development and redevelopment activity. Scenarios A and B focus this center of gravity south of SR-4 with little to no commercial development on the A-19 property or other land north of SR-4. Scenarios C and D utilize the A-19 property for new commercial development, albeit to varying degrees.

ALL SCENARIOS CONTAINED
BASELINE ELEMENTS THE
COMMUNITY EXPRESSED TO
BE A NECESSARY PART OF
ANY SUCCESSFUL PLANNING
AND DEVELOPMENT
STRATEGY.

SHARED ELEMENTS

Conversations with community members, staff, and business leaders pointed to a few common elements that White Rock residents would like to see incorporated regardless of where development is focused. The following elements were integrated into all four development scenarios:

- Commercial concentration and synergy;
- Public gathering space;
- Increased transit;
- Greater walkability and connectivity; and
- Opportunity sites for new development and redevelopment.

Each alternative scenario is described in detail in this section, followed by a summary matrix that includes community feedback used in crafting the preferred scenario.

alternative development scenarios

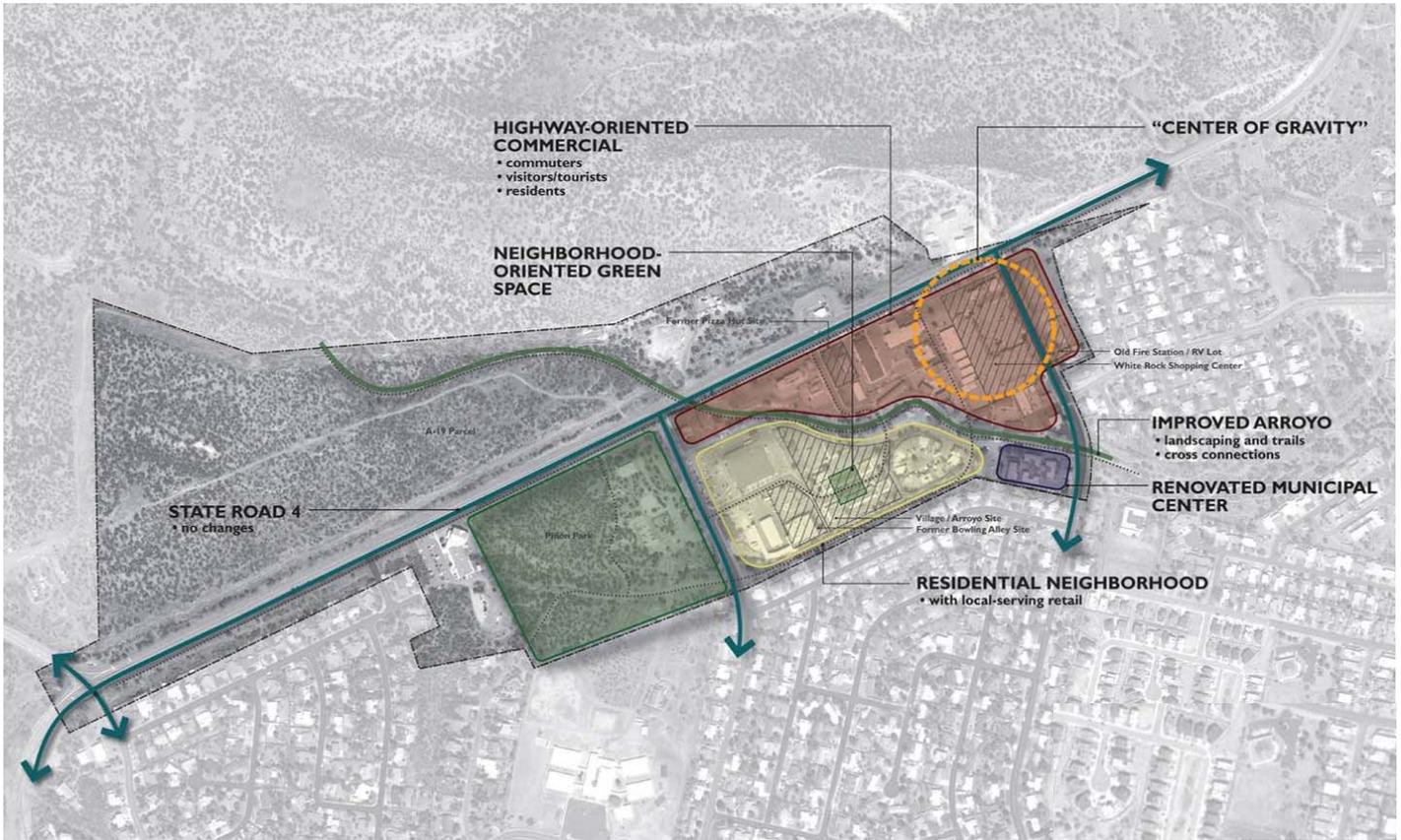
SCENARIO A

Concept: Intensify the Eastern Gateway

Development Scenario A assumes that a focal area can be created at the intersection of SR-4 and Rover Boulevard. Commercial development in White Rock Center does not extend northward across SR-4 leaving the entire developable portion of the A-19 parcel available for housing. Public investment is focused at the eastern gateway into White Rock with development along the south edge of SR-4 remaining primarily auto-oriented. The municipal complex is renovated in its current location at the intersection of Longview Drive and Rover Boulevard. The area within the existing commercial core south of the Arroyo is envisioned as a mix of medium density residential development and locally serving commercial uses. In this scenario, the Arroyo is improved with a trail and furnishings, but also remains a dividing line between different land uses.

Participants in the community forums felt strongly that Scenario A falls short of meeting the community-wide goals. Specifically, the public face of White Rock along SR-4 would remain auto-oriented with few improvements to the aesthetics or function of the roadway. While the concentration of development efforts at Rover Boulevard and SR-4 could provide a strong gateway experience for those entering White Rock from the east, community members expressed a desire for a focal area that is more centrally located. Many participants expressed that Scenario A did not fully capitalize on development opportunities provided by the A-19 parcel.

alternative development scenarios



SCENARIO A

LEGEND

	Gateway Feature		Mixed-Use Town Center
	Center of Gravity		Commercial Area
	Opportunity Site		Residential Area
	Major Street		Office
	Trail/Pathway		Park Area
	Project Boundary		Plaza/Green Space
	Improved Arroyo		Traffic Circle

alternative development scenarios

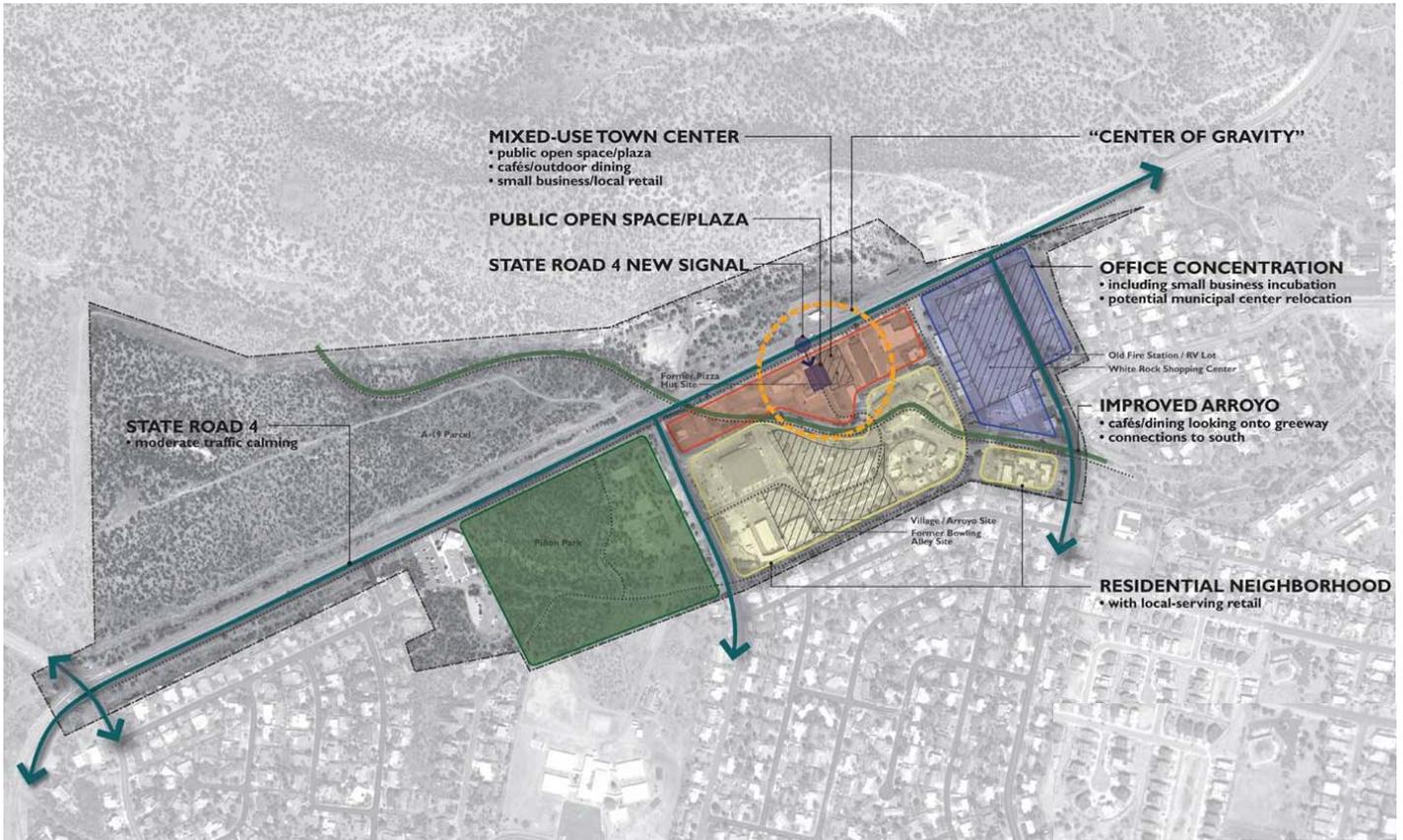
SCENARIO B

Concept: Redevelopment at Bonnie View

In Scenario B, the commercial focal area shifts westward to the intersection of Bonnie View Drive and SR-4. The area near the intersection of Rover Boulevard and SR-4 is reserved for a concentration of office development, building on the success of the White Rock Shopping Center as a predominantly office complex. Similar to Scenario A, commercial development in Scenario B is limited to the existing commercial area south of SR-4. Commercial development along SR-4 is envisioned as more pedestrian-oriented than what is existing and would be supported with moderate traffic calming along SR-4. The Arroyo is improved with a trail and is incorporated into redeveloped portions of the commercial core. Finally, the existing municipal complex is redeveloped as medium density housing and the municipal uses are incorporated into new mixed-use development at the intersection of Bonnie View Drive and SR-4.

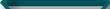
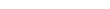
Community members preferred Scenario B to Scenario A for many reasons. First of all, the focal area is more centrally located and in closer proximity to significantly more residents. Scenario B also includes both aesthetic and functional modifications to SR-4. Workshop participants embraced the concept of creating a more pedestrian friendly commercial center that could capitalize on the Arroyo as an amenity rather than a constraint. However, community members expressed skepticism that significant change could be made to the existing commercial core within a reasonable timeframe given that the area is made up of many small parcels with nearly as many owners. Similar to Scenario A, participants felt that Scenario B did not fully capitalize on development opportunities provided by the A-19 parcel.

alternative development scenarios



SCENARIO B

LEGEND

	Gateway Feature		Mixed-Use Town Center
	Center of Gravity		Commercial Area
	Opportunity Site		Residential Area
	Major Street		Office
	Trail/Pathway		Park Area
	Project Boundary		Plaza/Green Space
	Improved Arroyo		Traffic Circle

alternative development scenarios

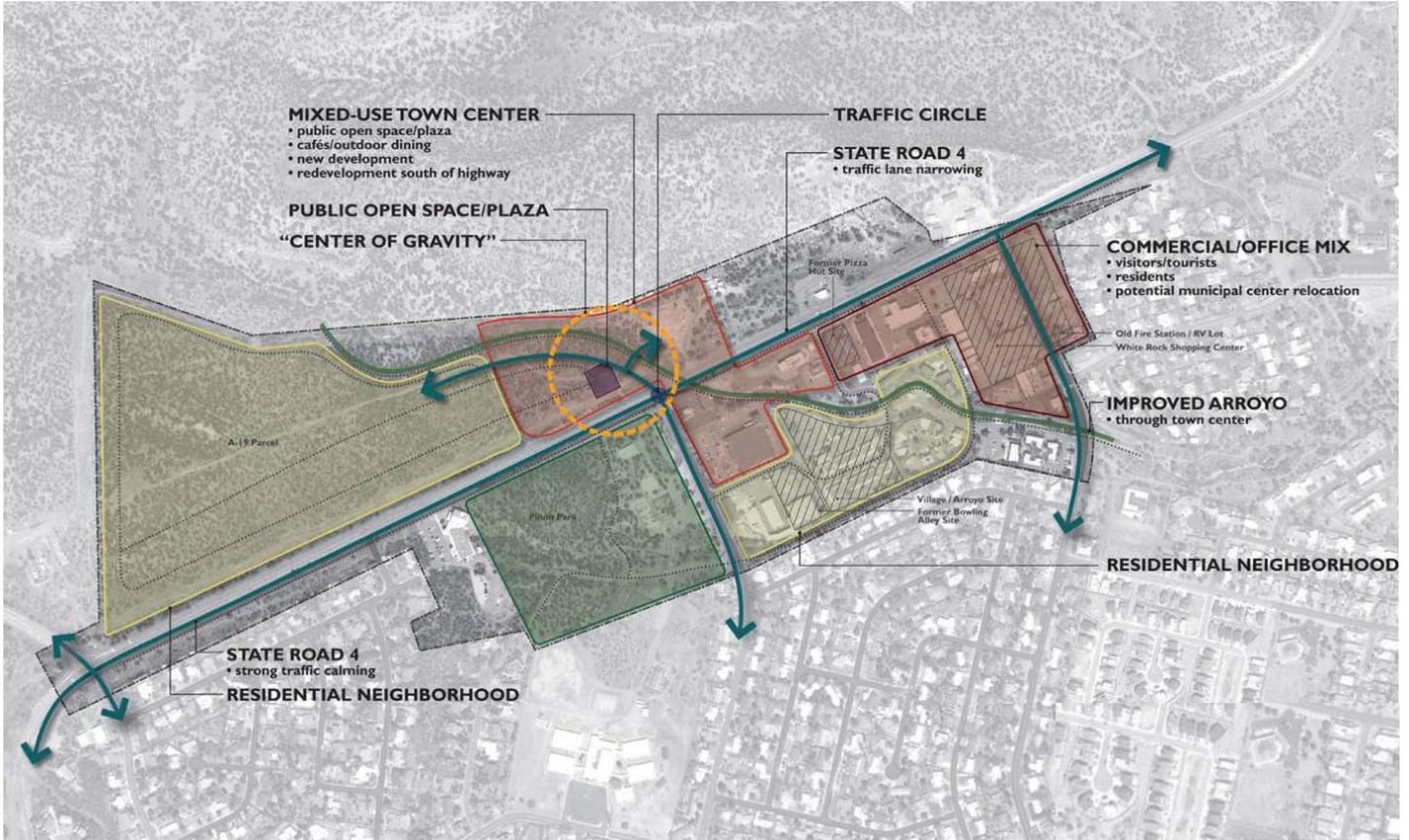
SCENARIO C

Concept: Town Center at Sherwood

Development Scenario C includes a mixed-use town center focused on the intersection of Sherwood Boulevard and SR-4. The mixed-use town center is centered on the Arroyo and includes a mix of retail, office, and residential uses. The majority of new commercial development is located north of SR-4 on the A-19 parcel, requiring significant improvements to the aesthetics and function of SR-4. The municipal complex could stay in its current location or be relocated to the town center. The eastern section of the existing commercial core remains auto-oriented. With the exception of Smith's Grocery and the post office, most of commercial development south of the Arroyo is redeveloped as medium density housing with a mix of rental and owner occupied products.

The community supported the concept of diversifying development opportunities to include old and new commercial construction. Participants in the community workshop also felt that Scenario C encourages more flexibility than other development alternatives. Still, making significant changes to SR-4 assumes that New Mexico Department of Transportation will support the changes. Some community members feared that new commercial development north of SR-4 may decrease activity and vibrancy south in the existing commercial area. There was also concern that Scenario C relies too heavily on the developers of the A-19 parcel. Finally, strong sentiment was expressed supporting new municipal facilities integrated into the mixed-use town center.

alternative development scenarios



SCENARIO C

LEGEND

	Gateway Feature		Mixed-Use Town Center
	Center of Gravity		Commercial Area
	Opportunity Site		Residential Area
	Major Street		Office
	Trail/Pathway		Park Area
	Project Boundary		Plaza/Green Space
	Improved Arroyo		Traffic Circle

alternative development scenarios

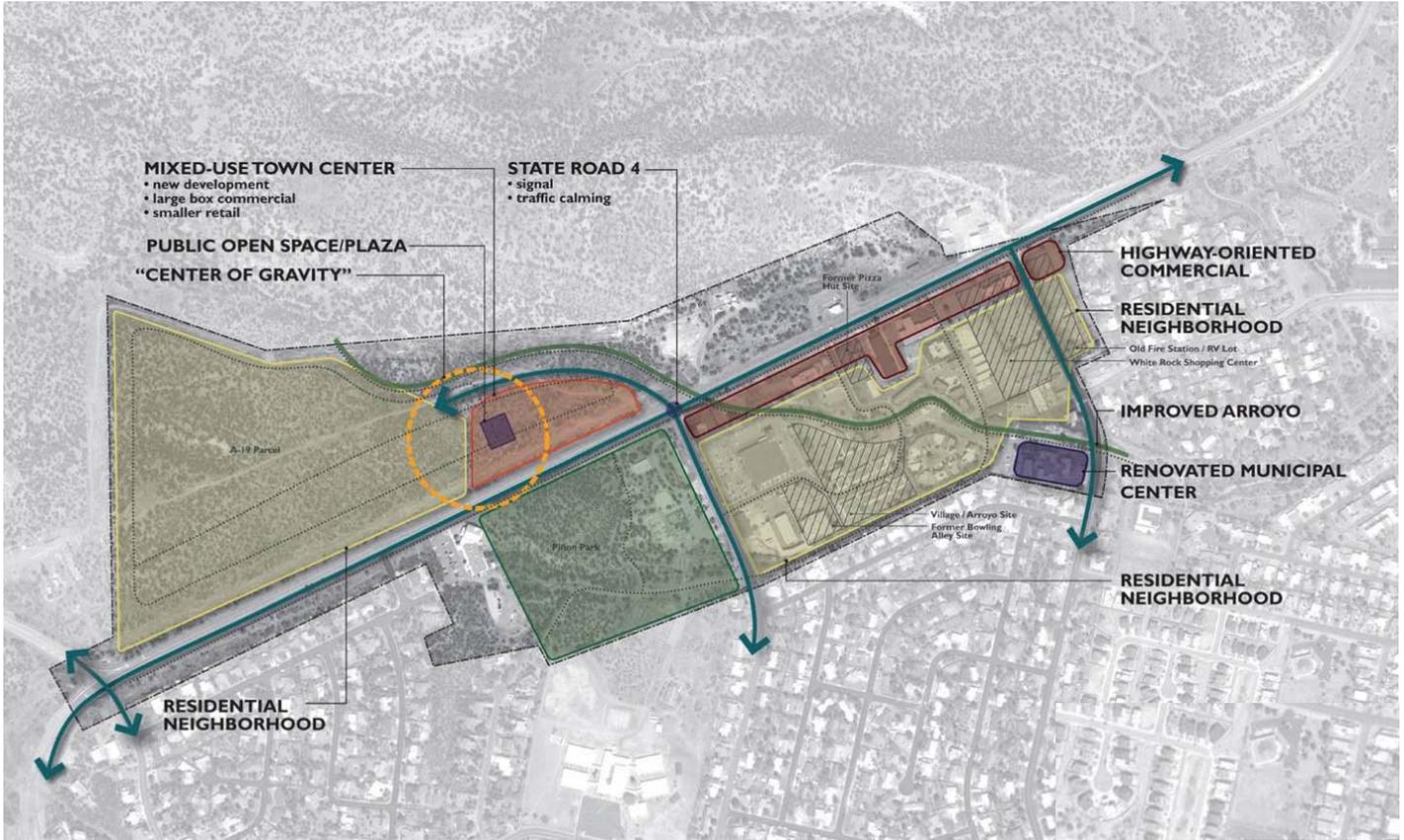
SCENARIO D

Concept: Town Center on A-19 Site

In Scenario D, a new town center is created entirely on the A-19 parcel with only a small amount of highway-oriented commercial remaining south of SR-4. The area south of the highway-oriented commercial in the existing commercial core is redeveloped as residential. The municipal complex remains in its current location and is renovated. The Arroyo is improved and weaves through the medium density housing south of SR-4, but stays on the edge of the town center north of SR-4. Traffic calming and intersection improvements are made at the intersection of SR-4 and Sherwood Boulevard to facilitate access to the town center from existing residential neighborhoods.

Generally, the community did not support Scenario D. Most participants in the community workshops felt that new development should be balanced with reuse or redevelopment in the existing commercial core. Community members also felt that Scenario D included too much commercial development on the A-19 site. However, there was a small amount of support for Scenario D because it would provide adequate space on the A-19 parcel to accommodate a large format retailer. Most community members expressed that attracting a large format retailer is neither desirable nor feasible. Finally, the location of the new town center was viewed as too distant from the current commercial core.

alternative development scenarios

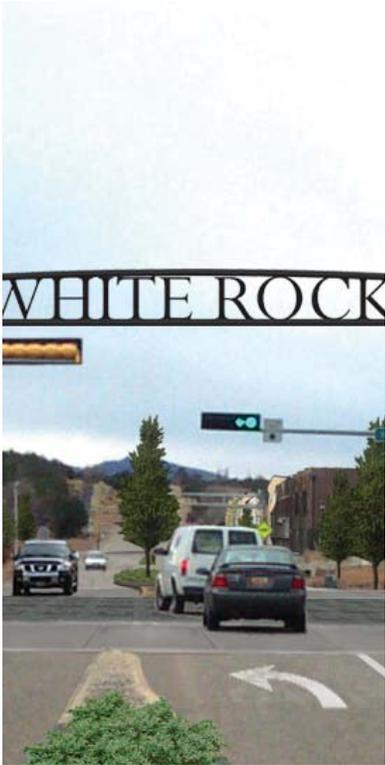


SCENARIO D

LEGEND

	Gateway Feature		Mixed-Use Town Center
	Center of Gravity		Commercial Area
	Opportunity Site		Residential Area
	Major Street		Office
	Trail/Pathway		Park Area
	Project Boundary		Plaza/Green Space
	Improved Arroyo		Traffic Circle

preferred scenario



A PREFERRED DIRECTION FOR GROWTH AND REVITALIZATION

Through review of comment cards, community input, and additional staff and consultant analysis, a Preferred Scenario was created to reflect the most advantageous and desirable aspects of the various alternative development scenarios. The major elements of the Preferred Scenario include:

- **Town center** focused at the intersection of **SR-4 and Sherwood Boulevard**;
- **Improved Arroyo** to unify town, connect across SR-4, and link to the greater region;
- **Mixed-use development on A-19** site to capitalize on public development opportunities and create tourism-oriented facilities;
- **Auto-oriented strip commercial** along the **eastern segment of SR-4** to capitalize on private development opportunities, revitalize existing retail areas and create residential-serving retail;
- **Slowed down SR-4** and a **strong intersection at Sherwood Boulevard** to create pedestrian-friendly environment, bridge SR-4, and slow traffic in order to capture visitors;
- **Residential focus south of SR-4** to preserve residential character of south White Rock; and
- **Development north of SR-4** and **west of Sherwood** to create continuity with, and capture residents from, the proposed residential development on the A-19 site.

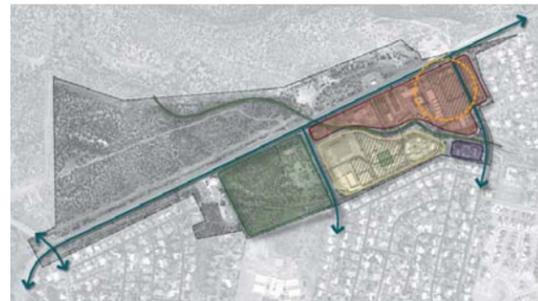
RETAIL, OFFICE, RESIDENTIAL,
INSTITUTIONAL AND CIVIC
USES WILL BE INTEGRATED
AND LINKED THROUGH STREET
IMPROVEMENTS, TRAILS
CONNECTIONS, AND
INCREASED DENSITY.

development scenarios evaluation matrix

With shared vision, goals, and preliminary development strategies in place, **four alternative development scenarios** were created for community review. Feedback given during the review process captured the advantages and disadvantages of each alternative. Community input pointed to a Preferred Scenario that best takes advantage of the unique assets and opportunities in White Rock while capturing the community's vision.

FOUR ALTERNATIVE DEVELOPMENT SCENARIOS

A Intensify the Eastern Gateway



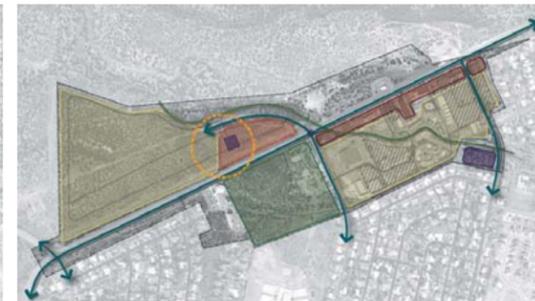
B Redevelopment At Bonnie View



C Town Center At Sherwood

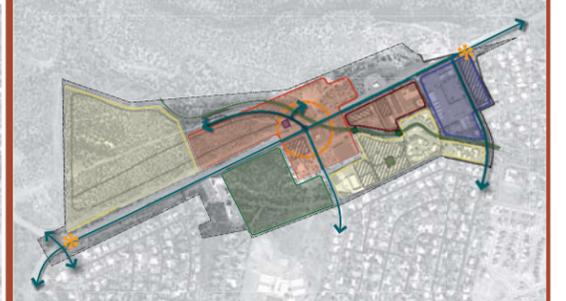


D Town Center On A-19 Site



PREFERRED SCENARIO

Hybrid, B and C



Key Elements

- Residential and locally serving retail south of Arroyo
- Improved Arroyo
- Highway-oriented commercial focused at Rover
- Renovated municipal center
- No change to SR-4
- Little to no development north of SR-4

- Residential neighborhood with locally serving retail
- Improved Arroyo
- Mixed-use Town Center at Bonnie View
- Office concentration
- Moderate traffic calming to SR-4
- Little to no development north of SR-4

- Residential neighborhood
- Improved Arroyo
- Mixed-use Town Center focused at SR-4 and Sherwood
- Commercial/office mix
- Slowed down SR-4
- Development north of SR-4 (A-19a and A-19b)

- Residential focus south of SR-4
- Improved Arroyo
- Town Center commercial on A-19 site
- Auto-oriented strip commercial along of SR-4
- Slowed down SR-4
- Development north of SR-4 and west of Sherwood

- Improved Arroyo
- Town Center commercial on A-19 site
- Auto-oriented strip commercial along of SR-4
- Slowed down SR-4 and improved intersection at Sherwood Boulevard
- Residential focus south of SR-4
- Development north of SR-4 and west of Sherwood

Opportunities

- Revitalizes current Town Center and retail district
- Creates strong gateway to White Rock
- Enhances Arroyo

- Potential to locate medical near senior center and senior housing
- Consider old fire house as potential opportunity site for business incubator
- B and C together create better public/private feasibility, and shorter development time line
- Provides traffic calming
- Limits residential development
- Creates municipal complex including library, meeting space, senior and youth center

- Provides a diversity of development opportunities, both old and new
- North side appropriate place for Interpretive/visitors center/RV Park
- Slows down traffic, draws in potential customers
- Creates complementary development and redevelopment on both sides
- Encourages more flexibility than other scenarios, not overly restrictive

- Captures visitors and commuters
- Provides good opportunity for big box development
- Creates potential for new amenities

- Unifies town, bridges SR-4 and creates tourism-oriented facilities
- Capitalizes on private development opportunities, revitalizes existing retail areas and creates residential-serving retail
- Creates pedestrian-friendly environment, bridges SR-4, and slow traffic in order to capture visitors
- Creates continuity with, and capture residents from, the proposed residential development on the A-19 site

Challenges

- Does not improve SR-4
- Lack of beautification opportunities
- Does not address the vision
- Topological/geopolitical challenges at proposed Town Center may prove prohibitive
- Does not take advantage of County opportunities

- Requires strong private sector investment
- Potential to lose retail opportunity in area slated for office concentration

- Requires a more multi-faceted approach
- Overly auto-oriented and federal-oriented
- Decreases activity and vibrancy on south side
- Poses phasing challenges
- Encourages too much development in the north
- Requires very strong intersection connection and traffic-calming to bridge SR-4 and create safe, easy crossing
- Relies too much on County-owned opportunity

- Provides significant more retail requiring increase in household support
- Encourages too much development in the north
- Relies on County-owned opportunity

- Bridging the Arroyo on A-19 may be challenging
- Relies on development of County-owned property
- Assumes successful calming of SR-4

Conclusions

Does not address vision and offers limited improvements

NOT PREFERABLE

Improves SR-4 and current town center, but does not take advantage of opportunities in the north

PREFERABLE ELEMENTS

Development opportunities overly concentrated on north side

PREFERABLE ELEMENTS

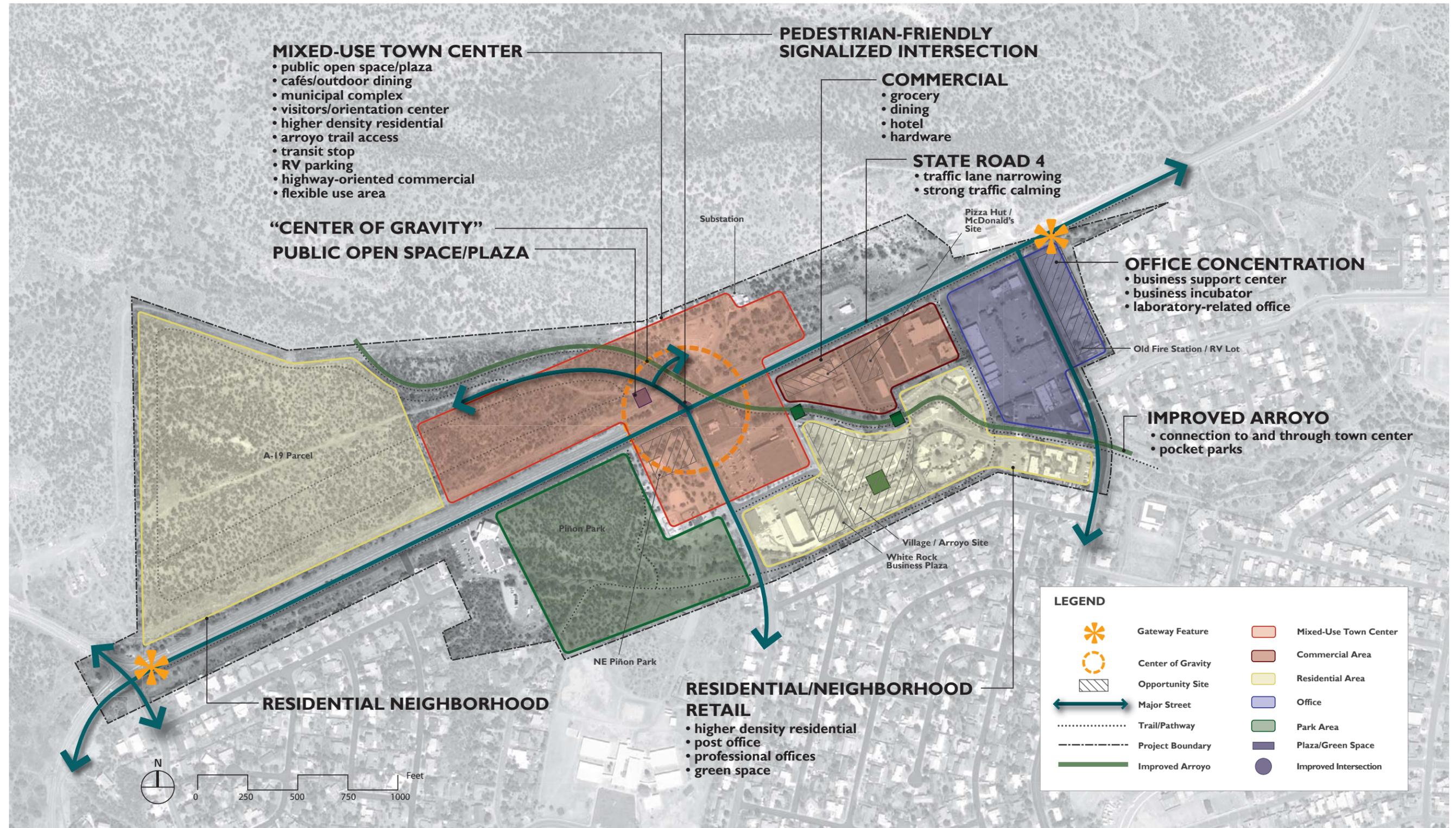
New town center location too far from old, potential for loss of vibrancy in old center

NOT PREFERABLE

Contains desirable elements from Scenarios B and C

PREFERRED SCENARIO

The Preferred Scenario offers a **community-supported and economically feasible development strategy** for the future of White Rock. It reflects the community's desires to connect White Rock to the region, capitalize on public and private development opportunities, diversify the economy, build on tourism-oriented opportunities and create an attractive, pedestrian-friendly environment. It is important to note that the land use concentrations indicated do not represent zoning and do not make existing uses nonconforming.



Concentration and Synergy

The driving concept of the Preferred Scenario is the mixed-use town center located at the intersection of SR-4 and Sherwood Boulevard. Combinations of retail, office, residential, institutional and civic uses will be integrated within individual developments and linked through a combination of street improvements, trail connections, and increased density. New development in the town center will be situated close to the street with parking located behind buildings and active entrances oriented to pedestrians. Existing development will be improved through façade improvements, renovations, additions, and new landscaping. Attractive and inviting uses oriented towards SR-4, Sherwood Boulevard, and the intersection of the two will help create a high level of concentration and synergy. The vehicular focal point at SR-4 and Sherwood Boulevard will be complemented with a pedestrian focal point in a new public plaza north of the SR-4. A public plaza, in scale with surrounding development and the rest of White Rock, will provide residents, employees, and visitors with an informal place to eat, meet, and gather.

A Safe and Comfortable Crossing

The intersection of SR-4 and Sherwood Boulevard will be a critical link between destinations and residences located north and south of the highway. Signalization, unique paving, curb extensions, and signage will make crossing SR-4 safe and comfortable for residents and visitors alike. Streetscape improvements along SR-4 and Sherwood Boulevard, coupled with active pedestrian-oriented storefronts, will make walking and biking even more attractive than driving and patrons who do drive will park once when visiting multiple destinations. An improved bus stop with more frequent service will provide an additional transportation option for residents, employees, and visitors coming to the town center.



preferred scenario



The Arroyo as a Unifying Element

An improved Arroyo will cease to divide the commercial area and become a key unifying element. In addition to being a more attractive green space, improvements to the Arroyo will include a multi-use pathway, pedestrian crossings, lighting, and pedestrian furnishings. Development along the Arroyo will have windows and entrances overlooking the improved green space. Patios, decks, and balconies will also contribute to activating the Arroyo and providing informal surveillance for trail users. The Arroyo trail will help to ensure that there are strong links between the commercial core, surrounding residential areas, and other local amenities.



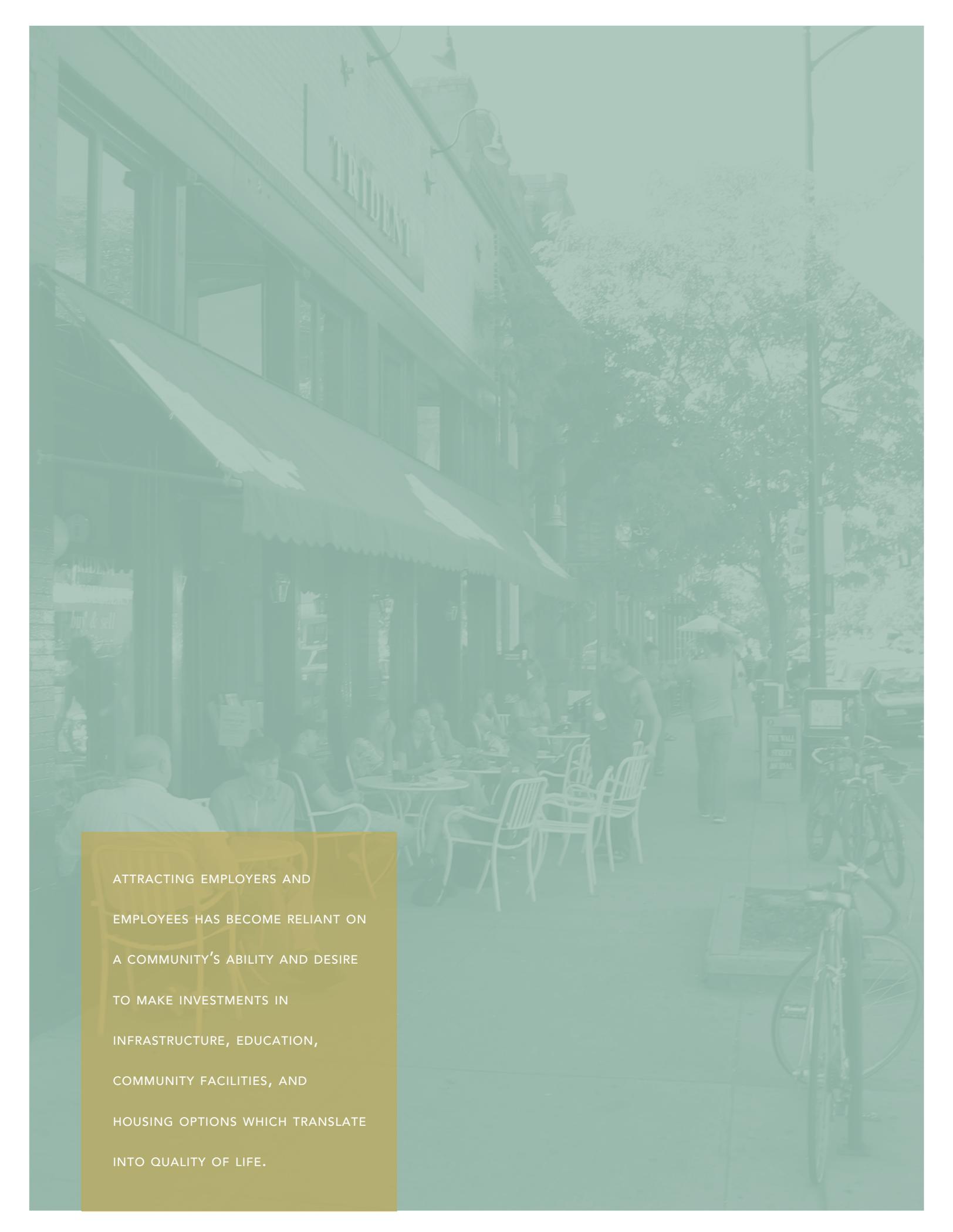
Revitalizing Existing Retail

Existing development along the south edge of SR-4 will continue to have an auto-oriented focus with regards to both the commercial uses and building orientation. Gas stations, restaurants with drive-thrus, lodging, and businesses requiring ample on-site parking are well suited for the existing commercial area along SR-4. Businesses that locate along SR-4 currently enjoy a higher degree of success than those without the visibility and access highway locations afford. Measures to calm and beautify SR-4 through White Rock will help to encourage highway-oriented commercial development and support existing businesses. Gateway features located at the intersections of SR-4 with both Rover Boulevard and Pajarito Road, will alert motorists and cyclists that they are entering a special place.

Creating an Office Core

The remaining areas of the existing commercial core will transition to office and residential uses. The area including the White Rock Shopping Center, the old fire station, and previous RV park site will become a concentration of office use with a smaller retail component. The existing municipal complex and the Village Center Shopping Center will be redeveloped as medium density housing. Medium density residential development south of the Arroyo builds on existing attached housing in the commercial core and will benefit from adjacency to Piñon Park and the Arroyo, Smith's Grocery, and the town center. Additional amenities in this area will include medical and professional offices, the post office, and an additional neighborhood open space. Medium density housing can provide an attractive and appropriate transition between single-family homes south of the existing commercial core and highway-oriented commercial development to the north along SR-4.



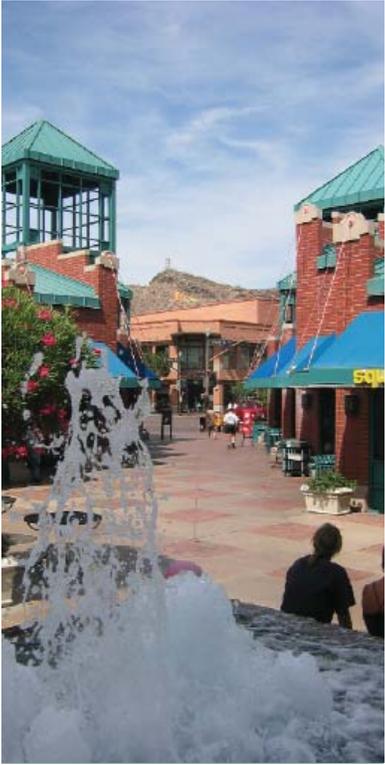


ATTRACTING EMPLOYERS AND
EMPLOYEES HAS BECOME RELIANT ON
A COMMUNITY'S ABILITY AND DESIRE
TO MAKE INVESTMENTS IN
INFRASTRUCTURE, EDUCATION,
COMMUNITY FACILITIES, AND
HOUSING OPTIONS WHICH TRANSLATE
INTO QUALITY OF LIFE.

iv. strategy for white rock center

THIS CHAPTER OUTLINES THE IMPROVEMENT STRATEGY required to guide the revitalization of White Rock Center as envisioned by the community. The Strategy Framework prioritizes key development opportunities, indicating those that can have substantial catalytic impact and others that can play supporting yet vital roles. It also outlines physical, policy, and programmatic requisite strategies, such as zoning and design guidelines, transportation improvements, financing incentives, and gateways at specific locations. The Strategy Framework, along with the Investment Strategy presented in Chapter V, provides a detailed roadmap for the future of White Rock Center.

strategy framework



REALIZING THE VISION FOR
WHITE ROCK WILL REQUIRE A
COMPREHENSIVE
IMPLEMENTATION STRATEGY.

Revitalization of White Rock’s commercial core cannot be achieved through a few simple policy changes or one major development project. Instead, it will occur through a **series of progressive, well-defined, synergistic strategies and initiatives** that build upon one another and set the course for real change. While a single development project can be susceptible to shifts in the market, a multi-layered and cohesive strategy, with programs, policies, and improvements to support development, will be better able to respond to unforeseen changes in the future.

The Strategy Framework on the opposite page illustrates the comprehensive approach necessary for success. The framework prioritizes action categories into a three-tiered hierarchy. This hierarchy identifies **Primary Land Uses**, which are the existing and future land uses most important for achieving the vision and goals for White Rock Center. It then highlights **Catalytic Development Opportunities** that will lay the groundwork for additional development in those land use categories and provide physical examples of the desired built form. Finally, a set of **Requisite Strategies** are outlined that encourage, support, and reinforce the primary land uses and opportunity sites.

Together, these levels provide a short and long-term structure for addressing issues and challenges that have faced the area for years. Importantly, a level of flexibility should be maintained to ensure that unforeseen opportunities that contribute to the community vision are not overlooked.

PRIMARY LAND USES

Six primary land uses are identified as critical to the future economic health and vitality of White Rock Center:

- Open Space/Recreation;
- Office;
- Niche and Neighborhood Retail;
- Tourism Oriented Retail and Services;
- Residential; and
- Civic.

Primary Land Uses



Open Space/
Recreation

- Arroyo
- Pinon Park
- Plaza/
Gathering Space



Office

- Lab-related
- Professional
- Medical
- Business
Incubation



Niche and
Neighborhood
Retail

- Local Serving
- Cafes and Dining
- Grocery
- Outdoor-Oriented
- Youth-friendly



Tourism
Oriented

- Visitor/ Interpretive
Center
- Visitor-Oriented
Retail



Residential

- Affordable
- Medium to
High- Density
- Extended Stay
- Senior



Civic

- Post Office
- Library
- Senior Center
- Fire/Police Stations
- County Offices
- Youth Center

Catalytic Development Opportunities

- New Municipal Complex
- Medical Offices

- Visitors/Orientation Center
- Office and/or Retail Incubator

- Mixed-Use Development
- Medium Density Housing

Requisite Strategies

A. Public Investments

B. Public/Private Partnerships

C. Zoning and Design Guidelines

D. Gateways, Signage, and Wayfinding

E. Financing Incentives

F. Economic Development

G. Workforce and Affordable Housing

H. Transportation

primary land uses



A successful revitalization effort begins by supporting and building upon existing strengths. White Rock's commercial core is surrounded with first-class parks, trails, and open space. Existing assets within the study area include the Arroyo and Piñon Park. Open space/recreation resources adjacent to the study area include an extensive network of trails, Overlook Park, and Bandelier National Monument. Community members identified the need to integrate the unique collection of natural resources into the commercial core through physical improvements, better connections, and improved signage. In a revitalized White Rock Center, a hierarchy of open space and recreation opportunities, including a public plaza, will provide the foundation for commercial, residential, and civic improvements.

Office uses are also critical to the success of White Rock Center, as they will bring a consistent stream of users into the commercial area. In addition, the office market often acts independently of the housing market; the office market may remain relatively strong even as the housing market slows. LANL-related office uses will continue to be important in White Rock, but opportunities exist to augment the office mix with additional medical and professional offices.

An important aspect of the community vision for White Rock's commercial core is **niche and neighborhood retail**. Residents are excited about opportunities to enjoy outdoor seating, grab a coffee, eat at new dining establishments and continue shopping at local fixtures like Smith's and Metzger's. Small-scale specialty retail, distinct from what is already offered in Los Alamos and Santa Fe, must be cultivated in order to be competitive for local dollars. The existing County and LACDC programs to support existing business owners and encourage new small businesses through technical assistance, small business loan funds, and assistance for small businesses during major infrastructure construction projects should be enhanced.

A major opportunity for new commercial activity in White Rock is **tourism-oriented retail and services**. With more than 350,000 visitors to Bandelier National Monument traveling through White Rock each year, there is an untapped market perched on the doorstep to the commercial core. Improved visitor amenities and services, supported by retailers such as outdoor gear stores, will

primary land uses

bolster all retail activity in White Rock. Concentrating commercial activity and ensuring visibility and access from SR-4 will also be important to the effective capture of visitor dollars. Community members also identified the potential for organized touring activities related to bicycling, hiking, and climbing.

Currently, the housing market in White Rock is relatively homogenous. The majority of housing units are owner occupied single family homes. Apartments and condos located along Longview Drive and affordable units included in the Piñon Trails project comprise the extent of housing choice in the area. Residents feel strongly that the variety of housing must be broadened to include a greater range of housing configurations and both ownership and rental opportunities. Additional residential density will provide the added benefits of supporting local serving retail and increasing the market demand for regional and national retailers that select new locations based upon the number of rooftops in a market area. Future policies and actions must strive to ensure a **mix of residential options** throughout White Rock by increasing affordable housing, creating workforce housing, and accommodating higher-end market rate housing.

Despite being hidden at the edge of the commercial core, the existing municipal complex in White Rock is a **vibrant center for civic activity**. The existing complex includes the White Rock Library, Senior Center, Town Hall, and an additional building used for meetings and classes. Community members expressed a strong desire for improved municipal facilities. Library staff has already detailed the need to upgrade and expand current facilities. Relocating these hidden gems to the heart of the commercial core and integrating them with other active uses will be a key to revitalization of White Rock Center.



New multi-family housing will increase options for people in all stages of life.

catalytic development opportunities



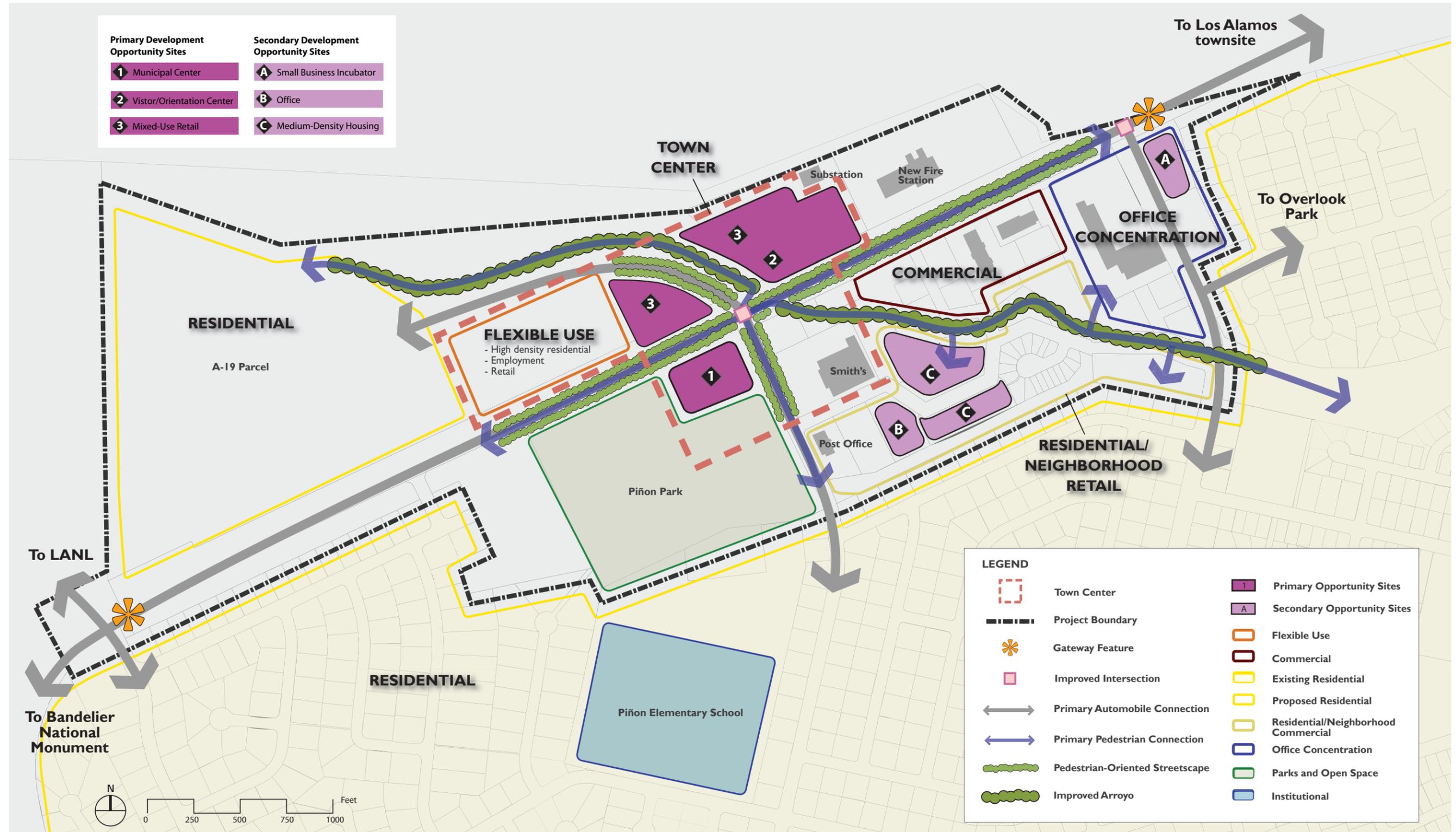
Catalytic Development Opportunities are identified for short-term or medium-term development. These projects are essential for stimulating or supporting future private investment in White Rock’s commercial core. The areas where these projects are concentrated were chosen for their strategic location and/or development potential. A variety of land uses, from mixed-use projects to civic anchors, are proposed.

Three projects are identified as primary catalytic development opportunities for their ability to transform White Rock’s commercial core, realize the community’s vision, and promote private investment. They include a new municipal complex, a Visitors/Orientation Center, and mixed-use development. Along with Smith’s Grocery, the primary catalytic development opportunities, as illustrated in the Strategy Diagram and Town Center Illustrative Diagram on the following pages, will provide anchors the mixed-use Town Center envisioned by residents. Additional development opportunities are identified as secondary opportunity sites. These are located both inside and outside of the mixed-use Town Center, but play integral roles in the future of White Rock. They include medical office space, a business and/or retail incubator, medium density housing, RV parking, and the potential relocation of Smith’s Grocery. All development opportunities are discussed later in this chapter.

NEW MUNICIPAL BUILDINGS
WILL PROVIDE ANCHORS IN
THE TOWN CENTER AND
OPPORTUNITIES FOR BETTER
COMMUNITY AMENITIES.

strategy diagram

The Strategy Diagram is the **visual blueprint or "road map"** for White Rock Center's future development. The diagram illustrates key land uses, adjacencies and interconnections identified as most important for achieving the vision and goals for White Rock. It also highlights relationships among development projects, opportunity sites, streetscape improvements, and other physical and perceptual linkages.



A key aspect of the master plan for White Rock’s commercial core is the concentration and mixing of various uses at the **heart of the community**. Municipal uses may share buildings with shops and restaurants. The Visitors/Orientation Center will likely contain office space and shops. The diagram below illustrates the conceptual relationships between existing and new development, the importance of the SR-4 crossing, and the **integration of trails and open space** in the town center. It is illustrative and reflects the community’s desires to connect White Rock to the region, capitalize on public and private development opportunities, diversify the economy, build on tourism-oriented opportunities and create an attractive, pedestrian-friendly environment, but is not intended to be construed as the definitive design.



catalytic development opportunities

Primary Development Opportunities

The catalytic development opportunities identified for revitalization of White Rock Center represent an array of sites with untapped development potential. They take into account public improvements, planned private development, and existing destinations so that each project (1) builds on existing and future development, and (2) is aligned with the primary land uses and requisite strategies of the Strategy Framework.

Together, successful development of these opportunity sites will catalyze future development and help re-establish White Rock Center as the heart of a vibrant and engaged community. Development of the catalytic development projects will also create linkages within the commercial core, support and enhance existing strengths, and connect White Rock with surrounding amenities and destinations.

Additional planning and financial analysis has been conducted for each project including preliminary design standards, infrastructure needs, financial feasibility, and preliminary implementation strategies. The three catalytic projects include a new municipal complex, Visitors/Orientation Center, and a mixed-use building prototype in the Town Center. In the following sections potential relationships and synergies between the primary development opportunities are explored.



A concentrated Town Center will include a collection of public and private improvements and a renewed sense of place.

catalytic development opportunities



A new municipal complex will provide an opportunity for a new library, senior center, youth center, meeting space, and police substation.

Municipal Complex

The existing Los Alamos County White Rock municipal complex is dated and in need of replacement. Furthermore, it is located at Longview Drive and Rover Boulevard at the edge of the commercial area. Therefore, it has little synergy with other commercial and civic uses. A new municipal complex would provide needed updates and expanded civic facilities to serve the White Rock community. In addition, by locating these facilities at the center of the commercial core, the civic uses can provide additional activity and synergy to help support the commercial retail uses.

The project to build new County facilities in the Town Center should enhance the public amenities and services offered at the existing Los Alamos County facilities in White Rock. The project should include a new library branch offering additional space for collections, community meeting space, a police substation and administrative offices for social services and other satellite offices at the existing White Rock County facility. In addition, the complex should include a new community center providing seniors, youths and the general public a place to socialize and host events. The two generations should have private space for their activities linked by a large multipurpose room/gym.

Table 4.1 describes a preliminary development program for the new municipal complex. The program conceives of two separate buildings as described above. The library building would include approximately 11,000 square feet of space for library purposes, as outlined in the library needs study. However, the building would also include 2,500 square feet of office space and a large divisible community meeting space of approximately 2,500 square feet suitable for a variety of government and community meetings including County Council and Planning and Zoning Commission meetings held in White Rock. The specific locations of public projects will be determined as part of the County's Capital Improvements Program.

catalytic development opportunities

The community center building could be programmed at the project design stage to include a senior center and youth center connected by a multipurpose room/gym. The senior center would include a common dining room and catering kitchen, a lounge, and several classroom spaces. The community/youth center should provide a wide range of facilities accessible to the entire community, including a study room, game room, computer lounge (to be shared with the senior center), and access to the multi-purpose room for use as a gym or music venue.

A NEW LIBRARY WILL PROVIDE A KEY DESTINATION AND ANCHOR IN THE NEW TOWN CENTER.

TABLE 4.1 MUNICIPAL COMPLEX DEVELOPMENT PROGRAM

Use	Amount (SqFt)	Notes
Library Building		
Library Space	11,000	Based on Library staff estimate of need
Community Meeting Space	2,500	Large conference room area; divisible into two smaller spaces
Administrative Office Space	2,500	Space for social services satellite office and other satellite offices
Subtotal	16,000	
Community Center		
Senior Center	5,000	A dining room w/ catering kitchen, lounge, and several classrooms
Multipurpose Room/Gym	10,000	Can be used as a gym; links the two facilities
Community/Youth Center	5,000	A multipurpose room (indoor gym/music venue), a study room, game room, and a computer lounge (Shared with senior center)
Subtotal	20,000	
GRAND TOTAL	36,000	

Source: Economic & Planning Systems

catalytic development opportunities



MIG



MIG

A new library facility (above) will provide additional shelf, computing and administrative space.

The new municipal building will be sited close to sidewalks or paths and feature ground-floor windows (below) to create a more inviting public realm.

Location and Siting

Both buildings should be sited in the heart of the Town Center close to the intersections of SR-4 and Sherwood Boulevard. The community center building would be best sited at the southwest corner of the intersections on a portion of Piñon Park land. These uses are compatible and complementary to the park. Furthermore, this location provides the best bike and pedestrian connections to existing White Rock residences. The locations of the library and other civic uses are proposed at either the northwest corner of SR-4 and Sherwood Boulevard intersection on the A-19 property or the southwest corner in Piñon Park. While siting the facility next to or as a part of the senior and youth centers would provide convenience and potential for some shared amenities, the location north of the highway provides a major draw for residents north of SR-4. These trade-offs will need to be weighed by the community during the design and implementation phases. It is important to note that a large majority of the community expressed strong support for locating the library south of SR-4 on the southwest corner with the community center building. Reasons provided for this community preference included increased convenience, safety, and comfort. The location of the library, like several Town Center components, will be determined during the implementation phase of the individual projects.

Design Standards

Several design considerations should be incorporated into a set of standards for development of the municipal complex buildings. The intersection of SR-4 and Sherwood, with high visibility and easy access for motorists traveling west on SR-4, is ideal for new retail. Opportunities to incorporate active ground floor storefronts that are complementary with civic uses should also be explored for the municipal buildings in the Town Center regardless of where the buildings are sited. It is important to note that the municipal complex could be more fully integrated into two or more mixed use developments, but municipal uses should be located on the ground floor. Regardless of the mix of uses, the municipal complex buildings should meet the following design standards:

A maximum setback of 15 feet – Current development patterns in White Rock's commercial core include sizable setbacks. The Town Center concept will de-

catalytic development opportunities

pend on creating an active and inviting public realm. Buildings should be sited no further than 15 feet from the back of the sidewalk or path along Sherwood Boulevard and SR-4. There should be no minimum building setback.

Entrances oriented to Sherwood Boulevard and SR-4 – Activating the intersection of Sherwood Boulevard and SR-4 will be critical to the success of the Town Center. At a minimum, the municipal complex structures should include one major functional entrance along the Sherwood Boulevard building face. Additional entrances should be encouraged along SR-4. Pedestrian walkways should provide a straight path between the sidewalk and the primary entrance.

Ground floor windows along Sherwood Boulevard and SR-4 – The purpose of a standard for ground floor windows is to enhance the pedestrian experience by connecting activities occurring within a structure to adjacent sidewalk areas; encourage “eyes on the street” by preventing fortress-like facades at the street level; and avoid a monotonous pedestrian environment. The windows on the ground floors of the municipal complex building face along Sherwood and SR-4 should be at least 50 percent of the length and 25 percent of the ground level wall area. Ground level wall areas include all exterior wall areas up to nine feet above the finished grade.

Parking oriented to the rear or side of buildings – Off-street parking should not be allowed between the new structures and Sherwood Boulevard or SR-4. The most desirable orientation is for parking to be located behind the buildings and access to be limited to one driveway. If necessary, parking can also be located on the side of structures, but care should be taken to ensure that the width of one or more adjacent lots abutting the sidewalk does not exceed approximately 100 feet. Lots that are too large will compromise the potential vibrancy of the street edge.

Multi-story buildings – While it will be difficult to require multi-story development, two to three story development is encouraged to help intensify the Town Center and frame the public realm. The most active uses, such as retail stores and restaurants, should be on the ground floor while less active uses (office and residential) should be located on upper floors.



Design guidelines should encourage parking behind or to the side of buildings to provide convenient entry for pedestrians and bicyclists and make streetscapes more attractive (above).

Design guidelines should also require bicycle parking (below) for employees and patrons of the municipal complex.

catalytic development opportunities

Sustainable design and construction – Buildings in the municipal complex should be constructed with recycled and/or sustainable materials and include green building technologies. White Rock is ideal for active and passive solar technology. Pervious paving should be maximized and landscaping should include native vegetation that requires little to no watering or other regular maintenance.

Bicycle parking – Bicycle parking should be provided for employees and patrons to encourage active transportation options. Bicycle racks should be provided in highly visible locations and secure, indoor bicycle parking should be explored for employees.

Infrastructure Needs

Each building should benefit from on-and off-street parking. It is estimated that approximately 80 parking spaces will be needed to provide parking for the municipal complex structures. Off-street parking access should be provided off of Sherwood Boulevard. Loading and service areas should be provided and oriented to the rear of the structures towards the parking lots.

Utility needs above and beyond those normally required to connect to mains in the public right-of-way are basically limited to crossing SR-4. These improvements will be necessary to accommodate any development north of SR-4 on the A-19 parcel and could be incorporated in transportation improvements outlined later in this chapter. The minimum water infrastructure required to bring adequate domestic and fire protection to properties north of SR-4 are two waterline crossings under SR-4 and reconstruction of a pressure regulating station at the southeast corner of the A-19 parcel. The minimum gas infrastructure required to bring adequate gas service to the A-19 parcel include a four-inch HDPE gas line crossing under SR-4 and connection to an existing gas line at the southeast corner of the tract. A single-phase distribution system will be required on-site to provide electrical service to development on A-19.

There should be ample outdoor space provided with all municipal facilities as well; the community center should include outdoor recreation facilities (e.g., basketball/racquetball courts). Additionally, the existing skate park could be moved to a location more immediately adjacent to the facility.

catalytic development opportunities

Financial Considerations

The construction of a new municipal complex in the White Rock Center will require a significant investment by Los Alamos County. Based on the proposed development program, the cost to construct the two multipurpose buildings (excluding land costs) could range from \$10.3 to \$12.1 million, as shown in Table 4.2.

The County currently owns a 1.5 acre site in White Rock. The strategy plan as described indicates the municipal complex should be developed at the new focal point of the area. Therefore, the County can sell the existing parcel for re-development. Based on recent sales transactions in the area the County could expect to receive approximately \$520,000 for this property, if zoned for moderate density residential. These proceeds could be used to reduce the overall cost of the municipal complex to between \$9.8 and \$11.6 million.

THE STRATEGY PLAN

INDICATES THE MUNICIPAL

COMPLEX SHOULD BE

DEVELOPED AT THE NEW

FOCAL POINT OF THE AREA.

catalytic development opportunities

Implementation Strategies

The remaining construction costs of the municipal complex would need to be funded by the County either through its capital improvement program (CIP), general obligation bonds, or through alternative financing structures, as described below:

Capital Improvement Program (CIP) – Los Alamos County maintains a five-year list of proposed capital. The County could add the White Rock municipal complex to its list of CIP projects to be built as funds become available. This would use existing funds to cover the balance of the development costs and ensure the project is developed in the next five years. It is important to note that the County Council recently earmarked \$20 million for plan implementation for FY2010 to FY2020.

General Obligation Bonds – Alternatively, Los Alamos County could choose to issue general obligation (GO) bonds to be supported by projects, tax or GRT revenues. The proceeds of the bond can be used to fund the balance of the development costs.

Alternative Financing – There may also be the potential to use alternative financing programs or partnerships to pay for a portion of the project costs. These alternative financing structures are discussed in Chapter V.

TABLE 4.2 MUNICIPAL CENTER COST ESTIMATE

Development Costs	Low	High
Construction Costs		
Library/Municipal Building ¹	\$5,600,000	\$6,400,000
Community Center ¹	\$7,000,000	\$8,000,000
Subtotal	\$12,600,000	\$14,400,000
Equipment & Other Costs		
Library Collections	\$250,000	\$250,000
Computer Rooms	\$50,000	\$50,000
Sports Equipment	\$50,000	\$50,000
Other Costs	\$50,000	\$50,000
Subtotal	\$400,000	\$400,000
TOTAL ESTIMATED COST	\$13,000,000	\$14,800,000
Revenue from Land Sale	\$520,000	\$520,000
Net Estimated Costs	\$12,480,000	\$14,280,000

¹Based on \$275 to \$325 per square foot in development costs

Source: Economic & Planning Systems

catalytic development opportunities



A multi-agency Visitors/Orientation Center will encourage visitors to stop in White Rock and explore other shops and restaurants.

Visitors/Orientation Center

A regional multi-agency Visitors/Orientation Center is proposed as a major focal point and visitor attraction for the White Rock Town Center. White Rock is located at a gateway to a number of regional attractions including Bandelier National Monument, Valles Caldera National Preserve, Santa Fe National Forest, San Ildefonso Pueblo, and the Los Alamos Historical Site. Multi-agency visitors centers have been successfully developed at a number of other regional park gateways including Estes Park, Colorado; Jackson, Wyoming; and St. Paul, Minnesota.

Each facility is different, as it needs to respond to the visitor characteristics of the area market as well as the organizational needs of each agency. This can include office/administrative space, maintenance space, and transportation services in addition to the Visitors/Orientation Center itself. The facility could also include showers for RV patrons. In some cases these facilities have been built by the private sector and include a gift shop that is partially supported by traffic generated by the Visitors/Orientation Center.

The regional Visitors/Orientation Center could be built as a partnership between two or more of the noted regional attractions (NPS, USFS, Los Alamos County, Valles Caldera, and San Ildefonso Pueblo). Construction of the Visitors/Orientation Center will be phased, with the Visitors Center built in the short-term to take advantage of the \$90,000 currently earmarked for its construction, and the Orientation Center component built in the medium-term to provide time for funding source(s) to be identified.

Based on several interviews, the development program for the regional Visitors/Orientation Center could vary significantly depending on the needs of potential partners. Bandelier National Monument is in need of new administrative office space. The National Monument employs 40 full-time employees, a portion of whom perform administrative tasks that do not require them to be on site on a daily basis. These approximately 25 employees could work in White Rock at a new facility; administrative office space attached to the regional Visitors/Orientation Center could provide a location for them. The initial concept for the regional Visitors/Orientation Center includes a main orienta-

catalytic development opportunities

tion hall, lobby, traveling exhibit space, classrooms, a gift shop, and administrative offices for NPS and County staff. The entire center could range from 11,000 to 19,000 square feet, as shown in Table 4.3.

The Valles Caldera Trust moved its administrative offices from Los Alamos to Jemez Springs, closer to the site. However, the Trust is currently developing its business plan identifying the recreation and resource uses it will provide, as well as the type and location of facilities to be built to support these activities. The Trust’s mandate established by Congress is to become financially self-sufficient by 2015. Regardless of what types of activities and programs are developed, there will be a need to develop a higher level of visitor information services than are currently being provided. As a gateway to the Jemez Mountains, White Rock is a potentially viable location for visitor support services for the Valles Caldera. The Trust should therefore be approached as a potential partner. Two additional key components of the Visitors/Orientation Center include RV parking and a transit/transfer station located in the parking lot envisioned on the east side of the building. Both of these facilities will help to attract visitors and provide reasons to stop in White Rock.

Design Standards

TABLE 4.3 INTERPRETATIVE CENTER DEVELOPMENT PROGRAM

Use	Low (SqFt)	High (SqFt)
Main Orientation Hall	2,600	2,600
Lobby	1,200	1,200
Traveling Exhibit Hall	1,200	1,200
Classroom	1,800	1,800
Retail Store	1,200	1,200
Administrative Offices ¹	3,000	11,000
Total	11,000	19,000

¹ Assumes office space for 10 to 40 employees

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The Visitors/Orientation Center will have active facades facing SR-4, the Arroyo, and Sherwood Boulevard.

A similar set of design standards should be addressed when siting and constructing the Visitors/Orientation Center. The site suggested for the center is unique due to its adjacency to the Arroyo and high visibility and easy access for motorists traveling west on SR-4. It will be important to provide active edges on both the east and west faces of the structure to help activate the Arroyo and public plaza while capturing visitors driving along SR-4. Opportunities to incorporate active ground floor storefronts that are complementary with the center should also be explored. The Visitors/Orientation Center should meet the following design standards:

A maximum setback of 15 feet – Similar to the municipal complex building, the visitors center should have a maximum setback of 15 feet from SR-4. There should be no minimum building setback. The structure should be set back at least 35 feet from the edge of the Arroyo, but no more than 50 feet.

Entrances oriented to the Arroyo/Sherwood Boulevard and SR-4 – The most important consideration for the Visitors/Orientation Center is attracting visitors who are traveling along SR-4. Therefore, both vehicular and building access should be highly visible to motorists driving west. A driveway access should be provided along SR-4 east of the building to accommodate right turn movements. A second driveway access should be provided along Sherwood Boulevard north of the building to accommodate motorists exiting the parking lot and those who miss the initial entrance along SR-4. A secondary building access should be provided on the west face of the building to facilitate foot traffic to and from the rest of the Town Center.

Ground floor windows along the Arroyo/Sherwood Boulevard and SR-4 – The same ground floor window standard applied to the municipal complex should be applied to the Visitors/Orientation Center. The windows on the ground floor of building faces along the Arroyo/Sherwood and SR-4 should be at least 50 percent of the length and 25 percent of the ground level wall area. Ground level wall areas include all exterior wall areas up to nine feet above the finished grade.

Parking oriented to the east and north of building – Off-street parking should

catalytic development opportunities

not be allowed between the visitors center and either Sherwood Boulevard or SR-4. The most desirable orientation is for parking to be located east and north of the building. This will ensure that parking is highly visible to motorists along SR-4, but still removed from the pedestrian-oriented experience along Sherwood Boulevard and the Arroyo.

Sustainable design and construction – The Orientation Center should also be constructed with recycled and/or sustainable materials and include green building technologies. Sustainable building practices, such as active and passive solar, can be incorporated into the orientation/educational component of the center. Again, pervious paving should be maximized and landscaping should include native vegetation that requires little to no watering or other regular maintenance.

Bicycle parking – Bicycle parking should be provided for employees and patrons to encourage active transportation options. Bicycle racks should be provided in highly visible locations and secure, indoor bicycle parking should be explored for employees.



Solar power and other green building technologies can be incorporated into the educational program at the Visitors/Orientation Center.

catalytic development opportunities

Infrastructure Needs

Depending on the size of the Visitors/Orientation Center, between 25 and 40 regular auto parking spaces should be provided off-street. The parking lot should also be able to accommodate large recreation vehicles; it should also offer a traditional RV servicing station (e.g., a sanitary dump station and fresh water supply). The RV parking could also be used by tour buses and school buses. Bandelier National Monument has also indicated a strong interest in developing shuttle bus services to the monument from White Rock, the closest community to the site. This is a logical use for the visitor facility. The Visitors/Orientation Center parking lot should include ample room for a transit center for Bandelier National Monument and/or Atomic City Transit shuttles.

Financial Considerations

Based on the development program described, the project construction costs will likely range from \$4.0 to \$7.4 million, as shown in Table 4.4. The County has currently pledged \$90,000 to the reconstruction/enhancement of the existing Visitors/Orientation Center facilities in the White Rock area. The total cost of the facility could vary significantly depending on the total amount of office space desired by the partnership.

TABLE 4.4 ORIENTATION CENTER COST ESTIMATE

Development Costs	Low	High
Construction Costs ¹	\$3,030,000	\$6,180,000
Exhibits	\$750,000	\$1,000,000
Other Costs	\$200,000	\$200,000
Total	\$3,980,000	\$7,380,000

¹Based on \$275 to \$325 per square foot in development costs

Source: Economic & Planning Systems

Implementation Strategy

Both the County and NPS have expressed great interest in developing additional visitors facilities in the White Rock area. In addition, both can potentially provide funds for the construction of the project. As previously mentioned, the County recently earmarked \$20 million for investments in White Rock. Still, there are several alternative forms of funding the project. These alternatives are briefly described below:

Agency/Institutional Partnership – The area surrounding Los Alamos County provides rich tourism potential, including Bandelier National Monument, Valles Calderas National Preserve, the Manhattan Project Heritage, and the San Ildefonso Pueblo. Each of these institutions could potentially contribute funds to the construction of an orientation center that focuses on this rich heritage. Combined, these groups could assist in facility construction and operation.

Non-Profit – An alternative would be for the LACDC to form a non-profit organization tasked with the construction and operations of the facility. Participating organizations, listed above, would each contribute a pro rata share of the operations costs. Capital construction would need to be funded through grants and loans potentially including the \$90,000 in enhancement funds already pledged to the Visitors/Orientation Center by the County.

Public/Private Partnership – The orientation center could be financed and constructed by a private for-profit entity and leased to the participating agencies. If the agencies were willing to agree to long-term leases, this structure would allow the private sector to finance and construct the facility at market competitive rates. In addition, the private operator could append private uses such as a restaurant and retail to the facility to provide additional revenue to offset the cost of construction. The County may consider contributing the land but may still raise revenue from purchases made at the center and through property tax.

Phased Construction – Finally, a phased approach to development could be applied in all of the above scenarios. With \$90,000 earmarked for its construction, development of the Visitors Center could occur in the short-term. The Orientation Center could then be built in the medium-term to provide time for funding to be identified.

catalytic development opportunities



Multi-story mixed-use buildings can help to activate and define White Rock's Town Center.

Mixed-Use Town Center

The mixed-use commercial core is the key development element of the White Rock Town Center. An initial mixed-use building with first level retail space and upper level residential uses (floors two and three) is identified as a catalytic project. As shown on the core area concept plan, this building is a prototype for illustrative purposes that can be replicated at other close-by locations as the market for commercial uses grows. With that said, it reflects one possible configuration. Other types of buildings will likely be constructed in the Town Center of various sizes and configurations.

The first prototype building is set on just over one acre of land and is proposed to include three stories with podium, surface, and on-street parking. The project includes approximately 10,000 square feet of retail and 40 residential units, as shown in Table 4.5. Half of the ground floor provides retail and lobby space for the residential units. The other half will be covered parking primarily for the residential units (each residential unit will have at least one covered parking space on the ground floor). Additional parking will be provided to the rear of the building and on-street.

While this prototype will contribute most to the sense of place desired by residents, mixing uses does not have to be done vertically within structures. Strong attractions, like restaurants, can be stand alone structures and help anchor White Rock Center.

Design Standards

The design standards for multi-use development within the Town Center will be more fully addressed below in the discussion of requisite strategies. Generally, standards should include:

A maximum setback of 12 feet – Mixed-use development should have a maximum setback of 12 feet from Sherwood Boulevard and SR-4. There should be no minimum building setback.

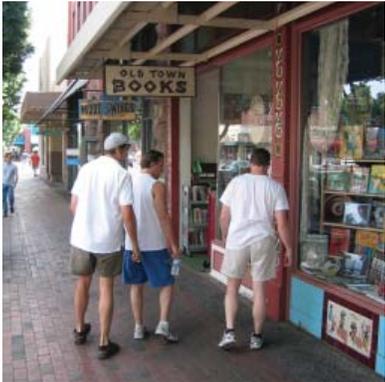
TABLE 4.5 PROTOTYPE MIXED-USE DEVELOPMENT PROGRAM

Item	Factor	Unit	Amount
Parcel Size		SqFt	50,625
Undevelopable	25%	SqFt	-12,656
Developable Land			37,969
Building Floor Plate	63%	SqFt	24,000
Ground Floor Use			
Retail/Lobby	50%	SqFt	12,000
Parking	50%	SqFt	12,000
Residential Floor Use			
Units	83%	SqFt	20,000
Common Area	17%	SqFt	4,000
Development Program Summary			
Residential Units ¹	2 Floors	Units	40
Retail Space	85%	SqFt	10,200
Lobby Space	15%	SqFt	1,800
Covered Parking	275 SqFt/Space	Spaces	44
Covered Parking/Unit		Spaces	1.1
Surface Parking	275 SqFt/Space	Spaces	51
Total Parking²		Spaces	95
Residential Parking	1.6 Spaces/Unit	Spaces	64
Retail Parking			31
Retail Parking Ratio		Spaces/1,000 SqFt	3.0

¹ Based on an average units size of 1,000 square feet ² On street parking will augment the on-site total

Source: Economic & Planning Systems

catalytic development opportunities



Entrances oriented to the Arroyo/Sherwood Boulevard and SR-4 – The primary building entries should be oriented to and visible from the Arroyo/Sherwood Boulevard and SR-4. In addition, pedestrian walkways should provide a straight path between the sidewalk/multi-use path and the primary entrance.

Ground floor windows along the Arroyo/Sherwood Boulevard and SR-4 – A similar ground floor window standard mentioned above should be applied to all mixed-use development with commercial uses on the ground floor. The windows on the ground floor of building faces along the Arroyo/Sherwood and SR-4 should be at least 40 percent of the length and 20 percent of the ground level wall area. Ground level wall areas include all exterior wall areas up to nine feet above the finished grade.



Ground floor windows, outdoor seating and attractive paving will activate the pedestrian realm in the Town Center.

Parking oriented to the side and/or rear of buildings – Off-street parking should not be allowed between the new structures and either the Arroyo/Sherwood Boulevard or SR-4. The most desirable orientation is for parking to be located behind the buildings and access to be limited to one driveway.

Multi-story buildings – While it will be difficult to require multi-story development, two to three story development is encouraged to help intensify the Town Center and frame the public realm.

Sustainable design and construction – Buildings in the Town Center should be constructed with recycled and/or sustainable materials whenever possible and incorporate green building technologies. Pervious paving should be maximized and landscaping should include native vegetation that requires little to no watering or other regular maintenance once plants have become established.

Bicycle parking – Bicycle parking should be provided for employees and patrons to encourage active transportation options. Bicycle racks should be provided in highly visible locations and secure, indoor bicycle parking should be explored for employees.

Infrastructure Needs

The commercial core will have on-street parking for commercial customers and to enhance streetscape pedestrian activity. The project will require additional off-street parking estimated at 30 spaces for the retail space, which equates to three spaces per 1,000 square feet. The estimated ten on-street parking spaces will bring the ratio to approximately four spaces per 1,000 square feet. The 40 residential units will require a total of 60 spaces to achieve 1.5 spaces per unit ratio. Again, utility improvements made to improve the A-19 parcel will be sufficient to accommodate new multi-use development.

Financial Considerations

To test the financial feasibility of mixed-use development in White Rock, EPS evaluated this prototypical building using a static development pro forma. A pro forma evaluates the ability of a project to generate revenue versus the estimated cost of developing the project. Both the residential and retail space are assumed to be sold as condominium space. The building has the potential to generate approximately \$15.9 million in gross sales revenue or \$14.6 million in net revenue after sales commissions and closing costs, as shown in Table 4.6.

These revenues are compared to total estimated development costs of \$13.4 million dollars based on comparable projects recently completed or under construction in the County. These costs result in an estimated net operating profit of \$1.3 million or a return on costs of 9.4 percent (also known as the profit margin).

The development pro forma suggests that given the assumptions of the model, a mixed-use project can provide a reasonable profit margin for a private developer. However, the planning level nature of the assumptions in the model suggest that cost will likely increase above these estimates as more information is gathered and additional due diligence is completed.



The mixed-use prototype includes residential over retail space sold as condominiums.

catalytic development opportunities

TABLE 4.6 MIXED USE DEVELOPMENT PRO FORMA

	Factor	SqFt	Retail Subtotal	SqFt	Unit	Residential Subtotal	Total
Development Program							
Parcel Size	SqFt	---	---	---	---	---	50,625
Building Size							
Retail/Lobby Space	SqFt	1	12,000	---	---	---	12,000
Residential (Incl. Common Area)	SqFt/Units	---	---	1,200	40	48,000	48,000
Total	SqFt/Units		12,000		40	48,000	60,000
Floor Area Ratio (FAR)							1.19
Gross Sales Revenue	GSR	\$225	\$2,700,000	\$275	\$330,000	\$13,200,000	\$15,900,000
Less: Sales Commission	5% of GSR	(\$11)	(\$135,000)	(\$14)	(\$16,500)	(\$660,000)	(\$795,000)
Less: Closing Costs	3% of GSR	(\$7)	(\$81,000)	(\$8)	(\$9,900)	(\$396,000)	(\$477,000)
Net Sales Revenue	NSR	\$207	\$2,484,000	\$253	\$303,600	\$12,144,000	\$14,628,000
Hard Costs							
Site Costs							
Land Acquisition	\$8.00/SqFt	---	---	---	---	---	\$405,000
On-Site Development	10% of BC	\$13	\$150,000	\$16	\$18,600	\$744,000	\$894,000
Off-Site Development	5% of BC	\$6	\$75,000	\$8	\$9,300	\$372,000	\$447,000
<i>Subtotal</i>		\$19	\$225,000	\$24	\$27,900	\$1,116,000	\$1,341,000
Building Costs							
Building Construction	--	\$90	\$1,080,000	\$155	\$186,000	\$7,440,000	\$8,520,000
Tenant Improvements	--	\$35	\$420,000	---	---	---	\$420,000
<i>Subtotal</i>		\$125	\$1,500,000	\$155	\$186,000	\$7,440,000	\$8,940,000
Total Hard Costs	HC	\$144	\$1,725,000	\$179	\$213,900	\$8,556,000	\$10,281,000
Soft Costs							
Architecture & Engineering	5% of HC	\$7	\$86,250	\$9	\$10,695	\$427,800	\$514,050
Development Fees & Admin.	5% of HC	\$7	\$86,250	\$9	\$10,695	\$427,800	\$514,050
Entitlement Costs	5% of HC	\$7	\$86,250	\$9	\$10,695	\$427,800	\$514,050
Misc. Soft Costs	5% of HC	\$7	\$86,250	\$9	\$10,695	\$427,800	\$514,050
Contingency	10% of HC	\$14	\$172,500	\$18	\$21,390	\$855,600	\$1,028,100
Total Soft Costs	30% of HC	\$42	\$517,500	\$54	\$64,170	\$2,566,800	\$3,084,300
Total Development Costs	TDC	\$186	\$2,242,500	\$233	\$278,070	\$11,122,800	\$13,365,300
Net Operating Profit (Loss)		\$21	\$241,500	\$20	\$25,530	\$1,021,200	\$1,262,700
Return On Sales	NOP(L)/GSR	9.3%	8.9%	7.3%	7.7%	7.7%	7.9%
Return On Costs	NOP(L)/TDC	11.3%	10.8%	8.6%	9.2%	9.2%	9.4%

Source: Economic & Planning Systems

catalytic development opportunities

Implementation Strategy

As the pro forma analysis shows, mixed-use development in White Rock appears to be feasible. However, it will be a risky project because the market for for-sale multi-family product is largely unproven at the White Rock location. Therefore, the County will likely need to provide regulatory and financial assistance to encourage this type of development. Chapter V addresses potential funding sources in greater detail. However, a few potential regulatory adjustments are described below in detail:

Reduced/Shared Parking – Parking becomes a major development cost and hurdle for any mixed-use project. Recognizing the ability of parking to fulfill different space needs at different times of the day can lead to parking requirement reductions. These reductions can reduce costs for a developer and also allow for greater density and thus revenue.

Expedited Review Process – In the development process, the old adage “time is money” applies. Each additional week a developer controls a property increases the project costs because of taxes, interest, and insurance. Therefore, expediting the review process for mixed-use projects can help to reduce development costs. By establishing clear guidelines ahead of development this will also make the process easier for the developer and the County.

Transfer of Affordable Housing Requirements – Lastly, developing affordable housing on mixed-use parcels of the size anticipated in the White Rock area may overburden the project. By allowing mixed-use development to transfer its affordable housing requirement to non-mixed-use parcels will help to reduce costs and revenue impacts to a project. This approach can be especially successful when dealing with large land parcels that will include mixed-use buildings as well as residential development. The analysis above does not consider the impact of affordable housing on financial feasibility.



Developers willing to build desirable mixed-use projects could be rewarded with an expedited review process.

catalytic development opportunities



Medical office space in White Rock's commercial core could attract new practices and specialties.

Secondary Development Opportunities

Several additional projects have been identified for development inside and outside of the Town Center area. These projects are considered less catalytic, and thus secondary, due to their locations, feasibility, and/or higher level of risk associated with each for various reasons.

Medical Offices: In recent years, doctors and dentists have been moving closer to their customer base, resulting in an increase of medical office space in neighborhood commercial centers. Several of these tenants already occupy space in the White Rock Center. Additional medical office space could allow for additional specialties or existing practices to expand. Furthermore, these tenants could benefit from modernized space to the extent that they can afford the lease rates.

Business and/or Retail Incubator: Business and/or retail incubation space has been suggested as a potential development opportunity. A business incubator oriented to professional offices is currently being operated by the LACDC. The White Rock business and/or retail incubation space will emphasize non-LANL related business ventures and home-grown businesses, and will seek to assist new retailers in the White Rock area.

Workforce Housing: Redevelopment of the commercial core of White Rock will allow for additional workforce housing opportunities. There may be the opportunity for both for-sale and for-lease workforce housing opportunities. Rental properties require at least 75 to 100 units for efficient management. For-sale workforce housing can occur as part of a mixed-income development including both market rate and affordable units. The Piñon Trails project is a current example of this model in White Rock.

Smith's Food and Drug: Smith's is an essential component of the Town Center, whether it stays in its current location or moves north of SR-4 on the A-19 parcel. The County should engage Smith's in the White Rock Center implementation process to explore relocating or improving their existing facilities. If Smith's chooses to relocate, it will be important to develop guidelines for the development that are consistent with the vision for the Town Center. Reuse of the existing site will also be integral to successful White Rock Center.

catalytic development opportunities

RV Parking: Many of the regional tourism and recreational attractions near White Rock do not provide RV hookups. However, these destinations, including Bandelier National Monument, Valles Calderas, and the Jemez Mountains, appeal to RV tourists. Currently, there are only a few overnight RV sites with hookups in Los Alamos County. These sites are located at Sunrise Park in the townsite. The next nearest RV facility is in Pojoaque near the intersection of SR-4 and Highway 84/285. The White Rock area could provide additional overnight RV sites.

As mentioned previously, RV parking should be included at the Visitors/Orientation Center to accommodate both day and overnight usage. The feasibility of providing a dump station and water supply should also be explored. It will be important to locate RV parking along the back (north) edge of the parking lot to minimize the visual impact of larger vehicles. Commercial structures oriented along SR-4 should also be used to buffer RV parking from the aesthetic improvements anticipated along SR-4. This parking lot could be used as an interim location for community events until the public plaza is constructed.

Additional RV parking may be possible on the north edge of the A-19 parcel. Several community members also proposed the idea of working with existing owners of surface parking lots in the commercial core to arrange shared parking with off-peak use by RVs. In such a scenario, surface parking lots adjacent to commercial uses would be used by customers during the day and made available to RV users on nights and possibly weekends.

Several physical and programmatic strategies are required to support the Primary Land Uses and Catalytic Development Opportunities. The strategies focus on overlays that will leverage private investment and create a holistic approach to revitalization. For example, a new municipal complex alone will not ensure success. A new project must be framed by a strong public realm; be facilitated by appropriate standards and guidelines; have identification through signage and wayfinding; be encouraged through financing incentives and partnerships; and be well-connected via pedestrian and vehicular connections. This integrated approach will support the long-term success and vibrancy of each development opportunity as well as the entire commercial core.



The provision of RV parking and support facilities can be an integral part of the revitalization strategy for White Rock.

requisite strategies



ONE SIGNIFICANT CHANGE IN THE LAST 25 YEARS RELATES TO THE SHIFT TOWARDS QUALITY OF LIFE AS A PRIMARY FACTOR IN DETERMINING A CITY'S ABILITY TO CAPTURE EMPLOYMENT GROWTH.

Several physical and programmatic strategies have been developed to support and enhance appropriate revitalization in White Rock Center.

A. Public Investments: A series of public improvements will set the groundwork for a revitalized commercial core in White Rock. A system of interconnected public open spaces and amenities will create a public realm that supports and encourages private development.

B. Public/Private Partnerships: Neither the public nor private sectors will be able to achieve revitalization of White Rock's commercial core alone. Achieving the community's vision will take strong partnerships among public and private entities.

C. Zoning and Design Guidelines: Broad land use policies and design guidelines will help ensure that all new projects, redevelopment projects, public space improvements, and other planning initiatives contribute to a cohesive, well-designed White Rock Center.

D. Gateways, Signage, and Wayfinding: A comprehensive program will direct residents and visitors to stores, civic uses, events, parks, open spaces, and other area amenities via gateways, signage and wayfinding. This program should build on image, identity, and marketing efforts.

E. Financing Incentives: A variety of financing incentives should be explored to facilitate future public and private investments. The long-term viability and sustainability of White Rock's commercial core will rely on creative solutions.

F. Economic Development: A balanced approach of both economic development strategies and community investments will have the most significant impact on the White Rock area. A broad range of strategies to retain, support, and attract businesses is essential to long-term success.

G. Workforce and Affordable Housing: A major goal for White Rock Center identified by the community includes increasing housing choice. Housing options in White Rock should provide for a range of incomes and household types.

H. Transportation: Good automobile, transit, and pedestrian circulation will minimize conflicts and allow the efficient movement of people. Physical connections are needed between development, public open spaces, and the rest of White Rock.



requisite strategies

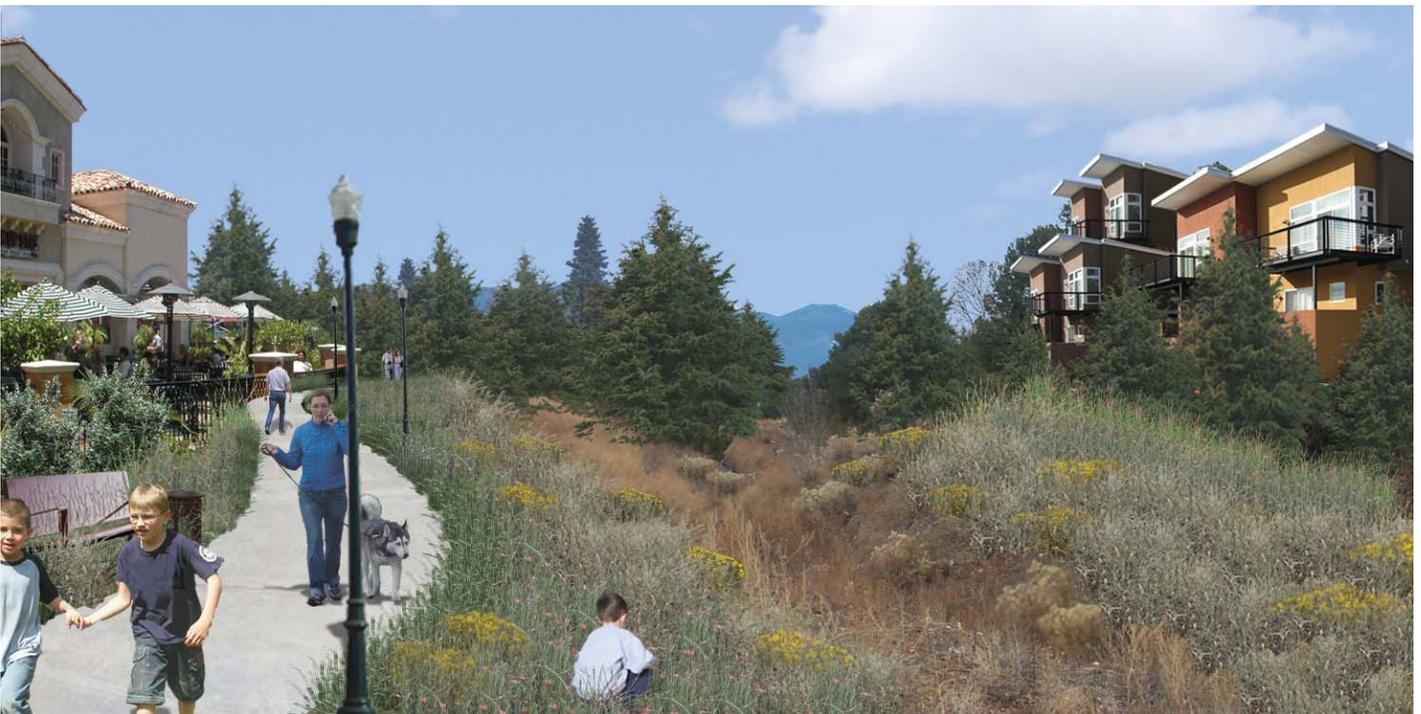
The Arroyo in its existing condition is a barrier running through White Rock commercial core (opposite, top).

An improved Arroyo will unite the community with a new trail, furnishings, and development oriented to the green space (opposite, bottom).

A. PUBLIC INVESTMENT

A major goal of making public investments in White Rock Town Center is to support and encourage private investment in the area. This will be accomplished through a collection of projects that serve to improve connectivity, beautify the public realm, and provide public amenities to area residents and visitors. Functional connectivity improvements will include both street and trail network projects. Improvements to SR-4 will include conversion to either a three-lane or four-lane preferred section with multi-use paths on both sides of the roadway, a raised median, and bike lanes. Improvements to Sherwood Boulevard will include multi-use paths, on-street parking, and lane narrowing. The intersection of SR-4 and Sherwood Boulevard will include crossing delineation, special paving materials, curb extensions, and a traffic signal. Cost estimations for individual improvement projects are included in Chapter 5.

Major trail improvements will include the addition of a path along the Arroyo through the commercial core extending from Rover, through the existing commercial area, to the intersection of SR-4 and Sherwood, and northwest through the A-19 site. Investments should also be made to help maintain the integrity and stormwater capacity of the Arroyo for years to come. Trail spurs will be added to cross this natural drainage, link to existing trails, and connect to commercial and residential land uses. An important feature of the non-motorized aspect of the community revitalization effort is the development of a recreational pathway that generally traverses the study area on a diagonal alignment along the Arroyo. It is envisioned that the improved Arroyo will continue throughout the study area boundary into other locations of the White Rock community and will provide a viable, visually pleasing, non-motorized route with isolated pocket parks located along the alignment. It is generally anticipated that this trail would follow the north bank and consist of a wide asphalt surface (10 feet), decorative low level lighting, and associated trail furniture (park benches, trash receptacles and public art) at key locations.



requisite strategies



Public improvements will provide a context that stimulates private investment.

Proposed implementation steps for the Arroyo include:

1. Issue a Request for Proposals to develop the trail design and construction package;
2. Based on a topographic survey, prepare the conceptual alignment of the trail;
3. With significant public input, prepare design plans and construction package(s); and
4. Advertise for construction of roadway improvements.

Aesthetic improvements will include streetscape improvements to SR-4 and Sherwood, landscape improvements along the Arroyo, and gateways (discussed under Gateways, Signage, and Wayfinding). Streetscape improvements will include planted medians, landscaped planting strips, street trees, street furnishings (benches, trash receptacles, bike racks, etc.), distinct pavers, and decorative lighting. Other public amenities will include a public plaza and gathering areas in the mixed use Town Center. The public plaza should be designed and programmed to accommodate markets, festivals, and other events. The municipal complex will also be a significant public investment that will vastly improve the amenities available to White Rock residents.

Another major investment in the Town Center will be into a wireless broadband mesh network. Qwest Communications has expressed a strong interest in providing both indoor and outdoor wireless access within the Town Center. Outdoor service will be provided throughout the Town Center. Outdoor service will be provided in the Visitors/Orientation Center and in the municipal buildings.

Implementation details have yet to be determined, but should be a high priority in the short-term investment strategy. One possibility is for the infrastructure to be provided as part of the A-19 public/private development partnership. Added benefits of a wireless network include visitor attraction, the potential for a band licensed to the County, and the demonstrative qualities of the project. A successful model could be applied elsewhere in the County.

B. PUBLIC/PRIVATE PARTNERSHIPS

Public/Private Partnerships provide a unique and creative method for rebuilding and revitalizing older urban areas. This form of partnership has successfully delivered mixed-use development, public facilities (e.g., convention centers and airports), and public services such as affordable and military housing. A partnership is a process, not a product; this process benefits both parties by leveraging the strengths of each. Several projects that will benefit from such partnerships include the development of A-19, the business incubator, the old RV storage site, redevelopment opportunities along SR-4, and creation of a wireless network. The Urban Land Institute recently published a report entitled “Ten Principles for Successful Public/Private Partnerships.” These include:

Prepare Properly: Public partners should assess their capabilities, create a public vision, have the land ready, and manage expectations. The private partner should evaluate feasibility, know its partners, and assemble the right team.

Create a Shared Vision: The shared vision becomes the framework of the partnership. The vision should include goals and benchmarks to evaluate progress and success.

Understand Your Partners and Key Players: Any major public/private partnership redevelopment project includes an array of partners: private sector, public sector, non-profits, and stakeholders. All partners need to know and understand their role within the project.

Be Clear on Risks and Rewards: Each partner defines and evaluates risk in a different manner. Public sector partners consider risks such as conflicts of interest, misuse of public funds, land use conflicts, dislocation, relocation costs, failure to deliver the vision, public opposition, and liability impacts. Private partners consider risks such as lack of demand, construction cost and schedule overruns, leasing problems, changes in economic conditions (e.g., interest rates), and failure to deliver the vision. However, each party has the ability to enjoy significant reward from the process. Public rewards include increases in



Public/private partnerships can help to mitigate risk on early prototype projects.

requisite strategies

the tax base and revenues, community enhancement, reelection, and job retention; while private rewards include increased profitability, enhanced reputation, development of market niche, and community enhancement.

Establish a Decision-Making Process: A clearly articulated decision making process prepares the way for success by providing a road map, defining roles and responsibilities, and creating checks and balances between the partners.

Perform Due Diligence: Redevelopment through public/private partnerships requires an investment of time, energy, and resources at all phases of the project for all partners. Both the public and private sector should continue due diligence throughout the project, share information, adopt an iterative or scenario planning approach, and seek creative financing solutions.

Consistent and Coordinated Leadership: Leadership provides definition to project goals, builds constituencies, coordinates the process, facilitates communication, bridges the partnership, and provides a public face to the project with no financial benefit from the project. Good leadership can make a project successful despite many unforeseen hurdles.

Communicate: Open and frequent communication is necessary to keep the process alive and on track. Communication should include internal avenues within the project partnership and external avenues to keep the public apprised of progress.

Negotiate a Fair Deal: A fair public/private partnership recognizes the risk of both parties and creates a mechanism to compensate each for the risk taken. As described, each party identifies risk differently; therefore, compensation will also have different definitions for each party.

Build Trust: Trust begins with the original solicitation for a private partner and continues to build through success. Small successes can build confidence which in turn builds trust. Therefore, the project should include opportunities for early successes to help solidify the partnerships trust in each other.

C. ZONING AND DESIGN GUIDELINES

Another key element of implementation will be changing a portion of the existing zoning and design guidelines that apply to the area. A large portion of the planning area can retain its existing zoning designation. However, a significant portion of the area has zoning that is incongruent with the vision for White Rock Center. It is important to note that changes proposed here are only recommendations and will require that amendments be made to the comprehensive plan. Regardless, zoning changes will not result in existing uses being made non-conforming.

Existing zoning in the study area includes a variety of commercial, residential, and public designations. The commercial area around Smith’s Grocery is designated a light commercial and professional business district (C-1) and accommodates retail, service, and professional uses to serve nearby residential districts. The area south of the Arroyo is designated as light commercial and professional business district (C-1), and civic center business and professional district (C-2), and accommodates a mixture of public, historical, and commercial uses. The majority of the area north of the Arroyo is zoned heavy commercial district (C-3) and accommodates commercial uses allowed in the C-1 and C-2 districts and those which generate more traffic and noise. The residential pockets along Longview Drive are designated high density multiple-family residential district (R-3-H). This designation accommodates multiple-family dwellings and accessory structures and uses. Piñon Park, the Arroyo, and streets are designated public land (P-L) and A-19 is designated a federal land district (F-L).

The area proposed for the new Town Center currently has a combination of C-1, P-L, and F-L zoning designations. The County should consider rezoning this area as a Downtown (DT) district. The DT designation was created to promote the urban form and character outlined in the Los Alamos Downtown Master Plan. The vision for the downtown area of Los Alamos townsite is a pedestrian-friendly, attractive mixed-use area with a parking structure and centralized area for entertainment and community gatherings.



Changes to zoning and guidelines in White Rock Center will facilitate desirable development.

requisite strategies



The Town Center Overlay requires that 40 percent of the ground floor walls are glazed.

With the exception of the parking structure, this is a vision that is shared for White Rock Center. The designation allows and encourages a greater mix of land uses, greater densities, pedestrian connections, and shared parking solutions. The northeast corner of Piñon Park should be rezoned from P-L to civic center business and professional district (C-2) to accommodate the community center development in this location. The existing municipal complex and Village Shopping Center sites should be rezoned as R-3-H to accommodate high density residential development. It may also be appropriate to consider Planned Development Residential (PDR) and Planned Development Mixed-Use (PDM) designations for the Town Center and A-19 sites.

In addition to design standards associated with the Downtown District designation, a Town Center Overlay (DT-TCO) designation with supporting design guidelines could promote the main street feel and character envisioned for the heart of White Rock. The Town Center Overlay district is an overlay zone that may be used only in the Downtown District. It is intended to provide for the most dense business, service, and institutional development shared by all neighborhoods. Development standards associated with the Town Center Overlay include:

- Glazing requirement of 40 percent minimum ground floor building frontage length;
- Maximum window sill height of 30" along ground floor frontage;
- No lodging permitted on ground floor frontage;
- No maximum for retail and personal services;
- Maximum spacing for features of architectural interest (such as doors, insets, projections, detailing) shall be 50 feet;
- Maximum building height of 60 feet; and
- Maximum building height of 75 feet if at least 20 percent of the building floor area is residential or parking is located in the building.

Design guidelines should be developed to further guide development along SR-4 and Sherwood Boulevard in the Town Center. The character of develop-

ment along these roadways is vital to the identity and function of White Rock Center. Guidelines should be developed that encourage character defining elements of the Town Center envisioned by the community. First, a guideline should be created that promotes locating parking behind buildings and minimizing driveway access points along SR-4. A maximum setback or build-to line of approximately 15 feet from the property lines abutting Sherwood and SR-4 should be established to ensure that buildings have an intimate relationship with the sidewalk and street. Buildings that are set back from the public right-of-way should have a straight pedestrian path between the sidewalk and the main entry. The main entry and primary building façade should face Sherwood Boulevard. The building frontage of individual structures along Sherwood Boulevard should be limited to 50 feet when possible. Developments with longer facades should be required to articulate the structure through a combination of features of architectural interest. Design guidelines should also be created for the A-19 property, particularly to direct the public/private interface. For instance, it is important that the SR-4 frontage be attractive and inviting. Therefore, buffers between residential development and the highway should be accomplished through landscaping rather than solid sound walls.

Finally, design standards should also be explored to regulate light pollution in White Rock. Two key assets of living in White Rock identified by residents during community forums included the natural setting and a strong feeling of comfort and safety. Lighting associated with new trails, streets, buildings, and parking lots will be critical to maintaining that sense of safety, but could contribute to light pollution. Light pollution is misdirected or misused light generally resulting from an inappropriate application of exterior lighting. Many manufacturers now make street lights and lighting fixtures that contribute very little to light pollution. Research and analysis should be conducted to determine an acceptable balance between dark skies and safety in White Rock.

The Community Development Department will take a primary role in creating and enforcing the design guidelines and code for the project area. It will be important for the County to ensure the design guidelines are created in a way that makes application and enforcement easy and efficient.



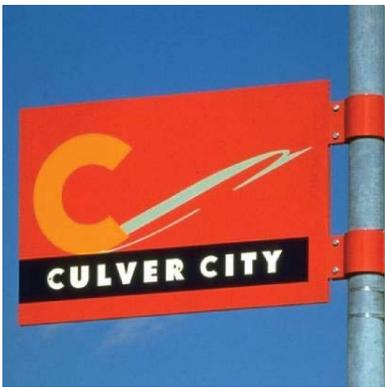
Design guidelines should require appropriate landscaping and pedestrian oriented entries.

requisite strategies



D. GATEWAYS, SIGNAGE, AND WAYFINDING

Many people unfamiliar with White Rock travel along SR-4 without realizing that there are a number of great businesses tucked in the existing commercial core. A hierarchy of directional signs can help residents, commuters, and visitors choose a stop in White Rock and navigate the commercial core. When strategically placed at the key entry points and crossroads in White Rock, gateways and signage can tell community members and visitors where to go, what they will find, and where to park.



A hierarchy of signage should be established to identify businesses and provide direction and orientation (above), as well as brand the community (below).

A signage and gateway program will inform residents and visitors of the existence and location of community services, recreational opportunities, retail shops, restaurants, parking, restrooms, and other information. A signage and gateway program will also support the creation of a cohesive identity for White Rock Center. A successful signage scheme has been implemented in many other communities of various sizes. A cohesive signage strategy should be developed and submitted in a signage master plan per the revised sign code. A hierarchy should be established to provide both directional and identification signage. The design of signage and a potential archway will be determined as part of an extensive public review process in which the community would participate.

Gateway features are related to signage in helping to identify White Rock and signal the start of a unique area. At a minimum, gateway features should be considered for entrances along SR-4 at Rover Boulevard and Pajarito Road. Such features can be created through a combination of landscaping, directional signage, lighting and public art. They can range from subtle to monumental in scale, but all gateways should fit with the overall character and image of White Rock. Gateway arches with overhead identification signage is recommended for SR-4 at Rover Boulevard and Pajarito Road.

requisite strategies



State Route 4 in its current state is well-traveled but a significant barrier between north and south White Rock (above).

An improved State Route 4 will accommodate bicyclists, offer pedestrians safe and comfortable crossings, and add landscaping, lighting and gateway features that help beautify White Rock and make it more identifiable (below).

requisite strategies



A Public Improvement District is a funding tool involving additional assessment for public infrastructure.

E. FINANCING INCENTIVES

New Mexico legislation allows for a variety of financing incentives. A collection of applicable incentive methods follows. The applicable methods are evaluated further in Chapter 5, including potential revenue from each source.

Public Improvement District

A Public Improvement District (PID) is a district that can be authorized by the County for purposes of funding and operating public infrastructure. The district is authorized to issue bonds backed by monthly assessment or an additional property tax mill levy. PIDs are typically used by developers to pass on a portion of the development costs to end users. The maximum total tax rate (including a PID) is limited to 1.8 percent of market value.

Purpose: To finance eligible public improvements (e.g., streets, water, sewer, parks, utilities, schools, fire, and police).

Revenue Sources: Collect property taxes, fees, or charges on real property within a designated geographic boundary. Allows for the issuance of general obligation or revenue bonds depending on the financing body. The maximum property tax rate (including a PID) is limited to 1.8 percent of market value.

Tax Increment Development District

The Tax Increment Development Act (TIDA) of 2006 enables a community to create a Tax Increment Development District (TIDD) as a funding mechanism to construct, operate, and maintain public infrastructure within its boundaries. A TIDD allows for the dedication of up to 75 percent of the County's portion of Gross Receipts Tax (GRT) and/or property tax. In addition, 75 percent of the State's GRT and property tax can be pledged to the project with their approval.

Purpose: Facilitate economic development and/or redevelopment through the funding of on- and off-site public infrastructure that: 1) enhances the sustainability of the local, regional or statewide economy; 2) supports the creation of jobs, school sites and facilities, and workforce housing; and 3) generates tax revenue for the provision of public improvements.

Revenue Sources: A TIDD may issue GRT Increment Bonds and Property Tax Increment Bonds as long as they have no negative impact on debt or financing capability of the County. In addition, a TIDD may levy \$5 per \$1,000 in taxable property value for the administration, operation, and maintenance of the district.

Public Improvement Fee

A Public Improvement Fee (PIF) is a fee imposed by the developer on tenants; the tenants in turn typically pass on the fee to the consumers. A developer uses lease terms and other development covenants to impose the PIF.

Purpose: To finance public improvements (e.g., parking structures, streetscape improvements, and other forms of infrastructure).

Revenue Sources: Collect a fee charged on sales within a set of negotiated categories and a designated geographic boundary. Does not exclude the issuance of corporate, general obligation, or revenue bonds depending on the financing body. A PIF is not a tax but a fee; therefore, it becomes a part of the overall cost of the sale/service and is subject to GRT. A local jurisdiction could voluntarily reduce the GRT rate within the PIF boundary in order to keep the total charge competitive with nearby retail outlets.

PIFs have been used extensively by developers in Colorado to pay for a portion of the infrastructure development costs on projects. Retail tenants have been willing to accept modest fees (most commonly 1.0 percent or less) over and above the sales tax rate in desirable major retail projects. There has also been little consumer resistance to the use of this financing mechanism. Although there is no state statute explicitly allowing for this fee, there is nothing in the statutes to prevent its application. To the best of our knowledge, this fee has not been used in New Mexico.



A Public Improvement Fee can be used to finance infrastructure improvements such as structured parking.

requisite strategies



Revenue sharing agreements can reimburse private developers for public improvements they provide.

Revenue Shareback Agreement

Revenue sharing structures an agreement between a local jurisdiction and private entity for reimbursement of construction of public improvements and/or as an incentive to a specific store tenant. Revenue sharing may include either gross receipts tax or property tax. In practice, a city will agree to share a portion of the net city gross receipts tax or property tax proceeds with the developer over a specified time period and/or up to an agreed upon maximum limit. These agreements are typically specified through/during the negotiation of a development agreement between the public entity and the private developer. To the best of our knowledge this approach has not been used in New Mexico; however, nothing appears to exist in State statutes forbidding this type of arrangement.

Purpose: To finance public improvements (e.g., parking structures, streetscape improvements, and other forms of infrastructure).

Revenue Sources: A portion of the property tax is remitted to the private entity in order to reimburse the cost of public improvements.

One-time Contributions

The County may elect to contribute one-time funds (e.g., capital reserves) to a development project. These funds are typically meant to offset a specific public improvement required by or desired as a part of the project. The contribution can come in the form of funds or in-kind if the City/County elects to construct the improvement.

F. ECONOMIC DEVELOPMENT

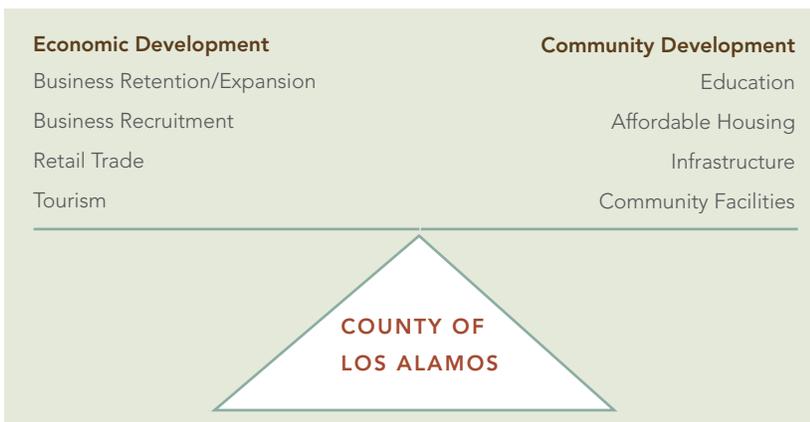
Economic development is the process of intervening in the local economy to promote its health, stability, and sustainability. A healthy economy is based on sustainable growth in jobs and income. A healthy economy also generates governmental revenues that support the community facilities and services needed and desired by residents. Therefore, economic development and quality of life are two interrelated facets of a comprehensive approach to community planning and development. Furthermore, economic development defined in its broadest sense provides direction for the growth and development of a community. A balanced effort to develop both the economy and community through investment provides the most efficient means of directing the growth of an area, as described below.

Economic Development

Changes in the labor, retail, and real estate market over the past 25 years have significantly affected many cities across the nation. Many communities struggling with these changes often feel powerless to direct growth. However, several communities have successfully developed public policy that intervenes on behalf of sustainable economic growth. These interventions can include a wide variety of strategies, ranging from public subsidy to encouragement of growth in retail business or tourism to business retention and recruitment efforts focused on niche knowledge industries. A key piece of the strategy in White Rock should include assisting existing businesses.



A combination of economic development and community development will result in the amenities desired by White Rock residents.



requisite strategies



Community development includes infrastructure improvements and community facilities.

Community Development

One significant change in the last 25 years relates to the shift towards quality of life as a primary factor in determining a community's ability to capture employment growth. Today's labor force is significantly more mobile than previous generations; therefore, attracting employers and employees to a community has become reliant on a community's ability and desire to make investments in infrastructure, education, community facilities, and housing options which translate into quality of life.

Economic development and community investment can occur in a variety of ways including regulatory mandates, Public/Private Partnerships, financing incentives, and direct investment in public infrastructure. Each approach has a different impact on the overall health and sustainability of the economy. These approaches are described in greater detail including recommendations and actions in Chapter V.

Marketing

The County should engage in an aggressive marketing campaign to tout the advantages and assets related to doing business, living, and visiting White Rock. Over 350,000 visitors currently travel through White Rock without a strong marketing campaign. A targeted effort could help attract new employers, residents, and visitors to the area.

G. WORKFORCE AND AFFORDABLE HOUSING

Los Alamos County recognized the importance of affordable housing to both the health of the community and the economy in the most recent Comprehensive Plan, adopted July 2005. The Plan states:

“Expanding the economic diversity of the population [requires] redeveloped and integrated housing at a variety of price ranges so that firefighters, police, teachers, young people, and elders can live comfortably in our community.”

As a means to attaining this goal, the community established a target of 100 new affordable housing units by 2010. New construction is not the only solution to the problem. The County is also exploring the option of using existing housing stock to meet affordable housing goals.

In April of 2006, the County developed general guidelines to direct the development of affordable housing on land transferred from DOE to the County. These guidelines influence the proposed development program for the A-19 parcel. Given recent development applications and Council deliberations, the A-19 parcel is expected to include 30 percent affordable housing units. Other relevant features of the guidelines include:

- DOE transfer lands must include affordable housing;
- The affordable housing needs to address a range of incomes for households with incomes of less than 80 percent of the Los Alamos County area median income (AMI);
- The County or its non-profit partner should establish long-term affordability mechanisms; and
- The developer must build affordable units concurrently with the larger development.



Apartments and condominiums can help to diversify the housing options currently provided in White Rock.

requisite strategies

Based on interviews with County staff, the community intends to focus affordable housing development efforts on households earning between 40 and 80 percent of AMI, which includes the primary community workforce such as teachers and emergency personnel. Table 4.7 describes households and jobs corresponding to this income range. These profiles rely on information previously submitted to the County Council. These target households provide a basis for determining the targeted AMI levels on the A-19 parcel. These arbitrary profiles do not encompass a complete profile of the types of households to be assisted by the affordable housing program.

Developing workforce housing within White Rock will greatly benefit the neighborhood as well as the County. Work force housing adds rooftops to support retail establishments, reduces the amount of traffic and congestion due to commuting, and improves the social dynamic of an area by integrating essential service providers into the community they serve. White Rock presents an opportunity to close the gap significantly in this type of housing because of lower land and home prices.

TABLE 4.7 PROFILE OF EMPLOYEES AND WAGE LEVELS

AMI	Income	Emp./HH	Description	Hourly Rate
70%	\$66,320	2.0	Entry level police officer plus second income at \$15.00 per hour	\$15-17
70%	\$67,610	1.5	One full time teacher (MA + 15 years) plus one half time at same rate	\$21.67
60%	\$55,700	2.0	One entry level County police officer plus second income at \$10/hour	\$10-\$16
50%	\$45,480	1.0	One full time teacher (MA + 15 years)	\$21.67
40%	\$35,120	1.0	Entry level County police officer	\$16.88

Source: Economic & Planning Systems, Los Alamos Community Development Department

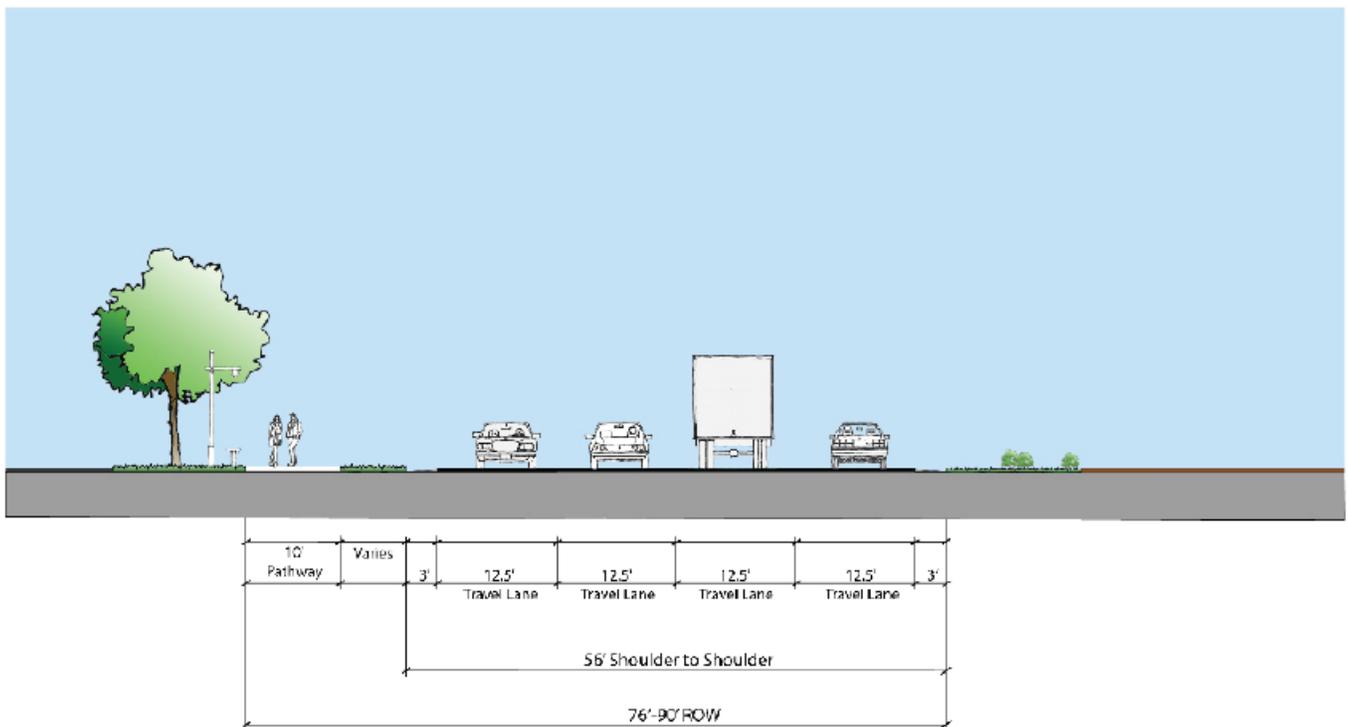
H. TRANSPORTATION

The most significant infrastructure improvement in White Rock will include improvements to the intersection of SR-4 and Sherwood Boulevard. Development of a Town Center straddling SR-4 and capitalizing on the opportunities that the A-19 property affords will not be possible with a safe and easy crossing of the highway. In fact, these improvements will likely prove more catalytic than the development projects identified earlier in this chapter. County acquisition of SR-4 between Sherwood Boulevard and Pajarito Road, along with the creation of an improved streetscape, must be of the highest priority to ensure subsequent private development.



Traffic volumes on SR-4 peak daily with the morning and evening commutes, and annually in the summer.

State Road 4 - Existing



requisite strategies



Pedestrian facilities on the north side of the SR-4 are discontinuous and immediately adjacent to the roadway, making it unsafe as well as unpleasant for pedestrians.

Improvements to SR-4

The development of the preferred scenario arising from the community forums included significant changes associated with SR-4. Currently, the roadway is 56 feet wide, measured edge-of-shoulder to edge-of-shoulder, and is comprised of four 12.5-foot travel lanes (two in each direction) and two three-foot wide shoulders on each side. Two preferred roadway typical sections contain a mixture of narrowing of lane widths, accommodation of non-motorized transportation facilities, and the provision of streetscape features. The existing typical roadway section is shown below. Any street section modifications will be preceded by a traffic impact assessment that concludes the roadway can accommodate anticipated traffic volumes is not substantially compromised.

During the planning process, the desire for an improved roadway section along SR-4 was commonly accepted in hopes of slowing traffic, providing safe pedestrian crossing opportunities, and creating a sense of place in the community, while still allowing the necessary functioning of an arterial roadway to carry traffic. The first recommended typical section would consist of the following parameters:

- Forty-eight (48) foot section, measured from the top back of curb to the top back of curb;
- Ten (10) foot wide landscaped boulevard (or larger depending on available right-of-way);
- Ten (10) foot separated pathways on each side of the roadway prism;
- Five (5) foot on-street bicycle lanes within the roadway prism;
- Eleven (11) foot travel lanes (one in each direction); and
- Twelve (12) foot raised center median (landscaped) which will transition to left-turn bays at the appropriate public intersections.

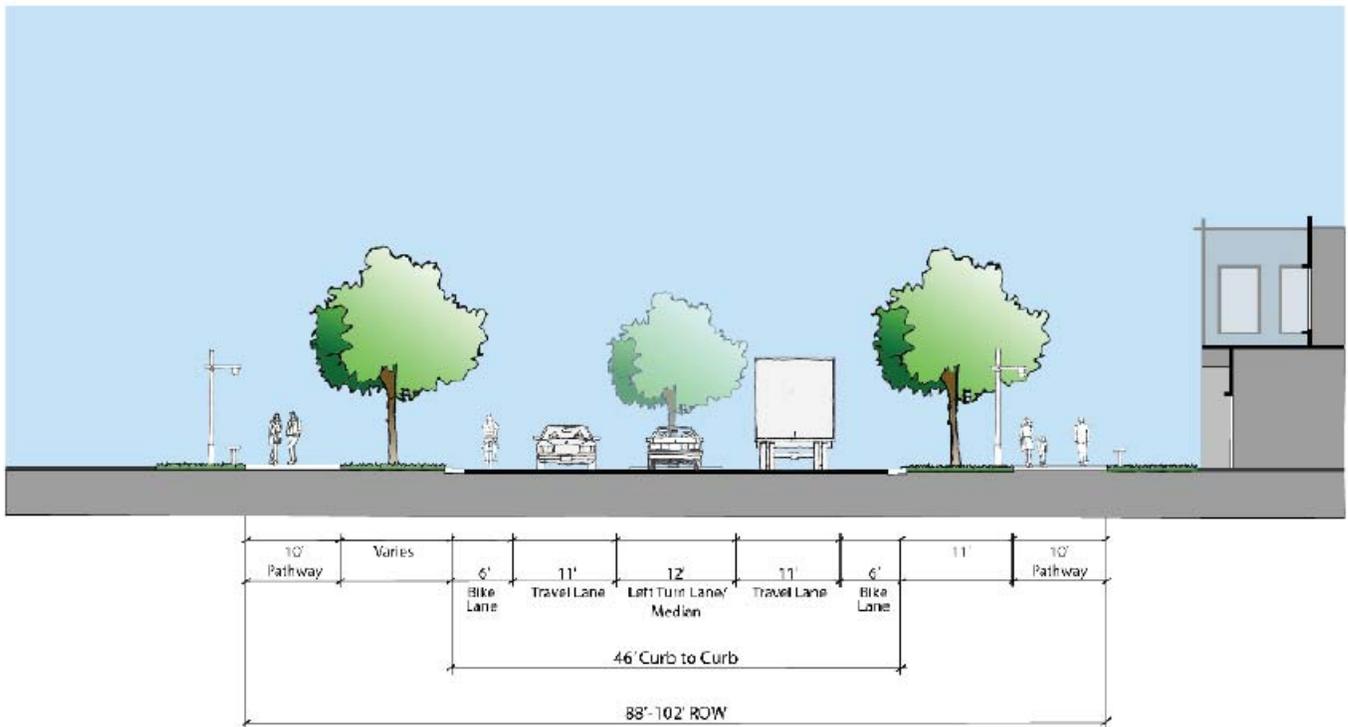
requisite strategies

This preferred roadway typical section will require right-of-way along the corridor on the order of 88 feet to 102 feet, depending on the desired landscaped boulevard width. The estimated costs of improvements for the segment of SR-4 between Rover Boulevard and Pajarito Road are between \$1.7 million and \$2 million. As a general guidance, a three-lane roadway can handle between 20,000 (desirable) and 22,000 (maximum) vehicles per day. This typical section is shown below.



Roadway improvements to SR-4 and Sherwood Boulevard should include improved crossings at intersections and at mid-block.

State Road 4 - Preferred 3 Lane Alternative



requisite strategies



An improved roadway section can reduce traffic speeds and ensure smooth access and mobility through the corridor.

Roadway capacities are a function of several variables, including but not limited to the level of access control along the corridor, the prevalence of traffic signal control, travel speeds and lane widths. Advantages realized with a potential reduction in lanes from four to three include:

- Higher degree of access control along corridor due to a raised median;
- Safer pedestrian environment due to reduced crossing distances and center median refuges;
- Wider travel and parking lanes that allow for an increased buffer for cyclists using bike lanes;
- Proposed lane widths that meet standard FHWA guidelines; and
- Landscaping, median and building positioning that improves the “character” of corridor.

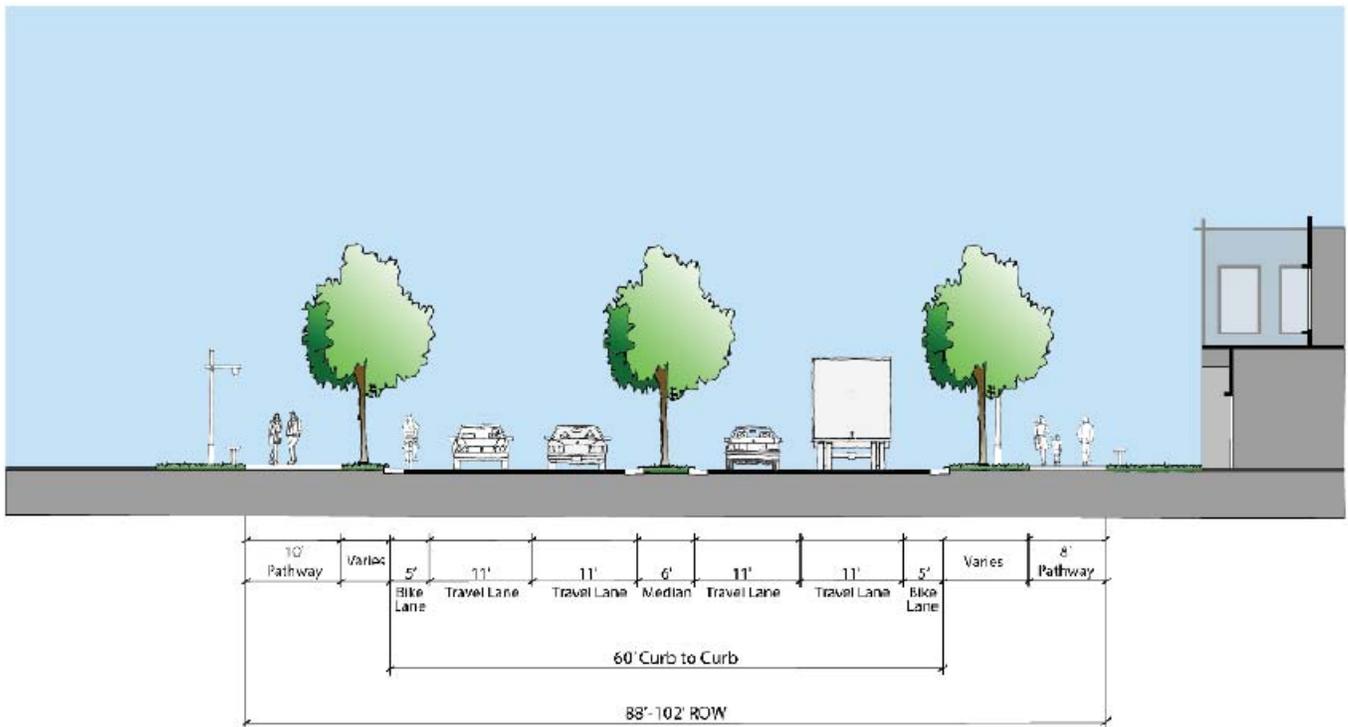
With that said, there are several disadvantages, or challenges, associated with converting to a three-lane section:

- Access into and out of private drive approaches are compromised due to fewer available gaps in the traffic stream;
- Transition issues at major intersections are still present;
- Center island landscaping can create a maintenance issue and sight distance that may be compromised; and
- Projected travel volumes for SR-4 exceed New Mexico Department of Transportation (NMDOT) thresholds for a three-lane section.

While a three-lane section is recommended, NMDOT has a rule of thumb calling for four lanes on state highways with traffic volumes exceeding 10,000 vehicles per day. Current traffic volumes are approximately 9,500 vehicles per day. A four-lane preferred section has also been developed as an alternative to the three-lane section if implementation of a three-lane section proves too difficult.

This preferred four-lane section would allow for higher carrying capacity than a three-lane section and would still serve all travel modes via bicycle lanes, transit capability, and pedestrian amenities. Larger freight vehicles may have difficulty with the narrow travel lanes, although similar lane widths are not uncommon on freight routes in larger urban areas. A center raised median, landscaped and to scale, would traverse the length of the corridor. It would be approximately six feet in width, except at major intersections, where a taper to a twelve-foot turning lane would be required to stack vehicles and accommodate left-turning movements. Travel lanes would be 11 feet in width (two in each direction) and a five foot bicycle lane would be incorporated on each side. As a general guide-line, the improved four-lane roadway can handle between 24,000 (desirable) and 26,000 (maximum) vehicles per day. A typical section is shown below.

State Road 4 - Preferred 4-lane Alternative



requisite strategies

The following **advantages** are realized with an improved four-lane section:

- Narrow lane widths provide traffic calming and lower travel speeds;
- Center median provides access control along the corridor;
- Intersection transitions are greatly improved;
- Roadway has higher traffic carrying capacity; and
- Landscaping, median and building setbacks reinforce “character” of corridor.

Disadvantages associated with a four-lane section include:

- Right-of-way will have to be acquired for over half of the corridor to gain the full 100 feet;
- Narrow lane widths are “non-standard” and must be approved by the FHWA;
- On-street parking and bicycle lanes are minimums allowed via “Context Sensitive Design” principles – may increase risk of conflicts;
- Pedestrians must cross additional lanes of traffic and a longer distance when crossing SR-4; and
- Center island landscaping can create a maintenance issue and sight distance becomes compromised.

The necessary steps for implementation of roadway improvements to SR-4 are as follows:

1. Initiate negotiations with NMDOT to take over maintenance and operations for SR-4 through White Rock;
2. Complete a detailed corridor survey to develop the exact existing right-of-way limits in place;
3. Initiate dialogue with the New Mexico Department of Transportation (NMDOT) to review design guidelines necessary for compliance with State and Federal requirements;
4. Prepare a detailed traffic analysis based on projected build-out within the study area boundary to ensure traffic operations will be acceptable;
5. Prepare design plans and construction package with input from the public; and
6. Advertise for construction of roadway improvements.

requisite strategies

Intersection of SR-4 and Sherwood Boulevard

The intersection of SR-4 and Sherwood Boulevard will serve as the center of gravity for the redevelopment efforts. A functioning and inviting intersection is paramount to the success of the Town Center. Presently, the intersection is a “tee” intersection consisting of the following geometrics:

- Two eastbound thru lanes;
- Two westbound thru lanes; and
- One northbound left/thru/right-turn lane.

There is no north leg to this intersection. This facility provides access to the existing commercial core of the community, which includes Smith’s Grocery and a restaurant. An aerial view of the existing intersection configuration is seen below.



requisite strategies

The future vision of this intersection must serve to accommodate the eventual improvements to SR-4 and Sherwood, be aesthetically pleasing, and function appropriately to serve the planned future land uses and the thru-mobility needs of the SR-4 roadway corridor. It is envisioned that this intersection will be a traffic signal-controlled junction. A conceptual diagram of the future intersection is shown below. The conceptual layout consists of:

- A designated eastbound left-turn, thru and right-turn lane;
- A designated westbound left-turn, thru and right-turn lane;
- A combination northbound left-turn, thru, and right-turn lane; and
- A combination southbound left-turn, thru, and right-turn lane.

A typical enhanced intersection may include special paving that identifies pedestrian pathways, “bulb-outs” to decrease the width of the street at crossings, and other features to increase the safety and comfort of pedestrians.



requisite strategies



An enhanced transit stop and transfer station at the Visitors/Orientation Center will provide shuttle service to Los Alamos and Bandelier National Monument.

Transit Stops and Transfers

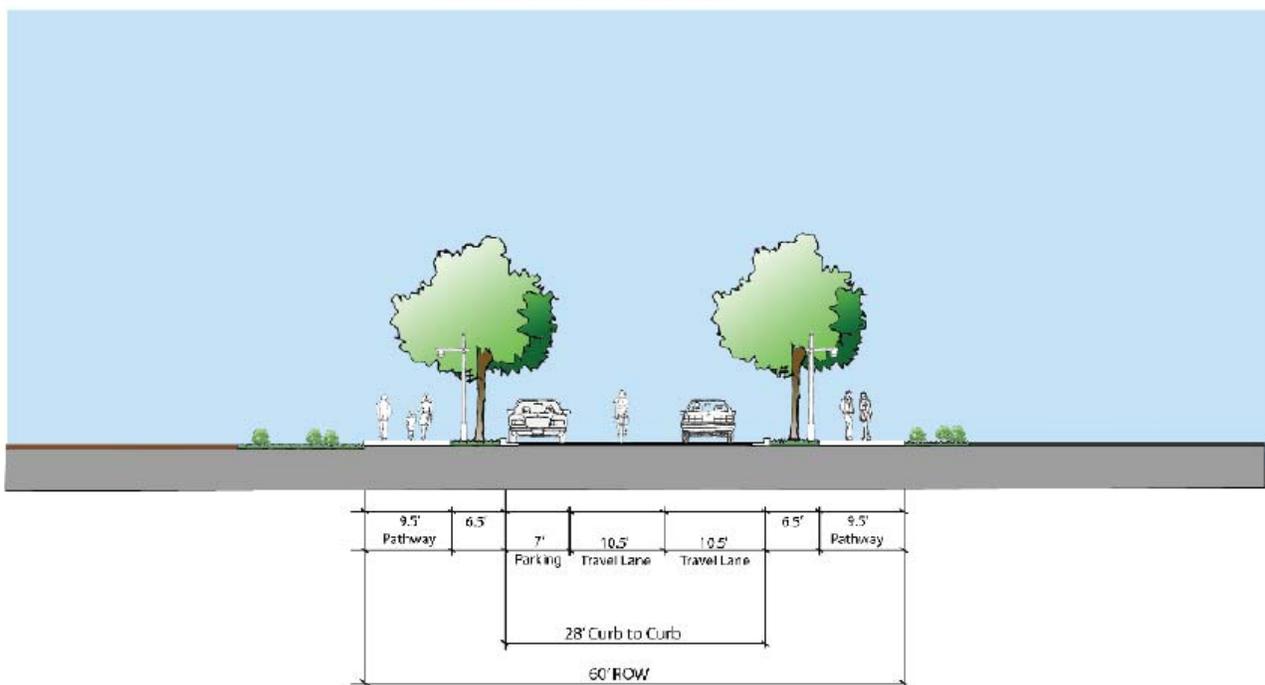
Additional transportation improvements should include an Atomic City Transit stop in the Town Center and a Bandelier National Monument visitor transfer station in the parking lot of the Visitors/Orientation Center. While it may be possible to serve these stops with the same bus route, combining the stops is not advised. The Town Center bus stop/s should be located in the heart of the Town Center along Sherwood Boulevard. The Bandelier transfer station should be located in the Visitors/Orientation Center parking lot to encourage usage. Suggested locations are depicted in the Town Center Illustrative Diagram.

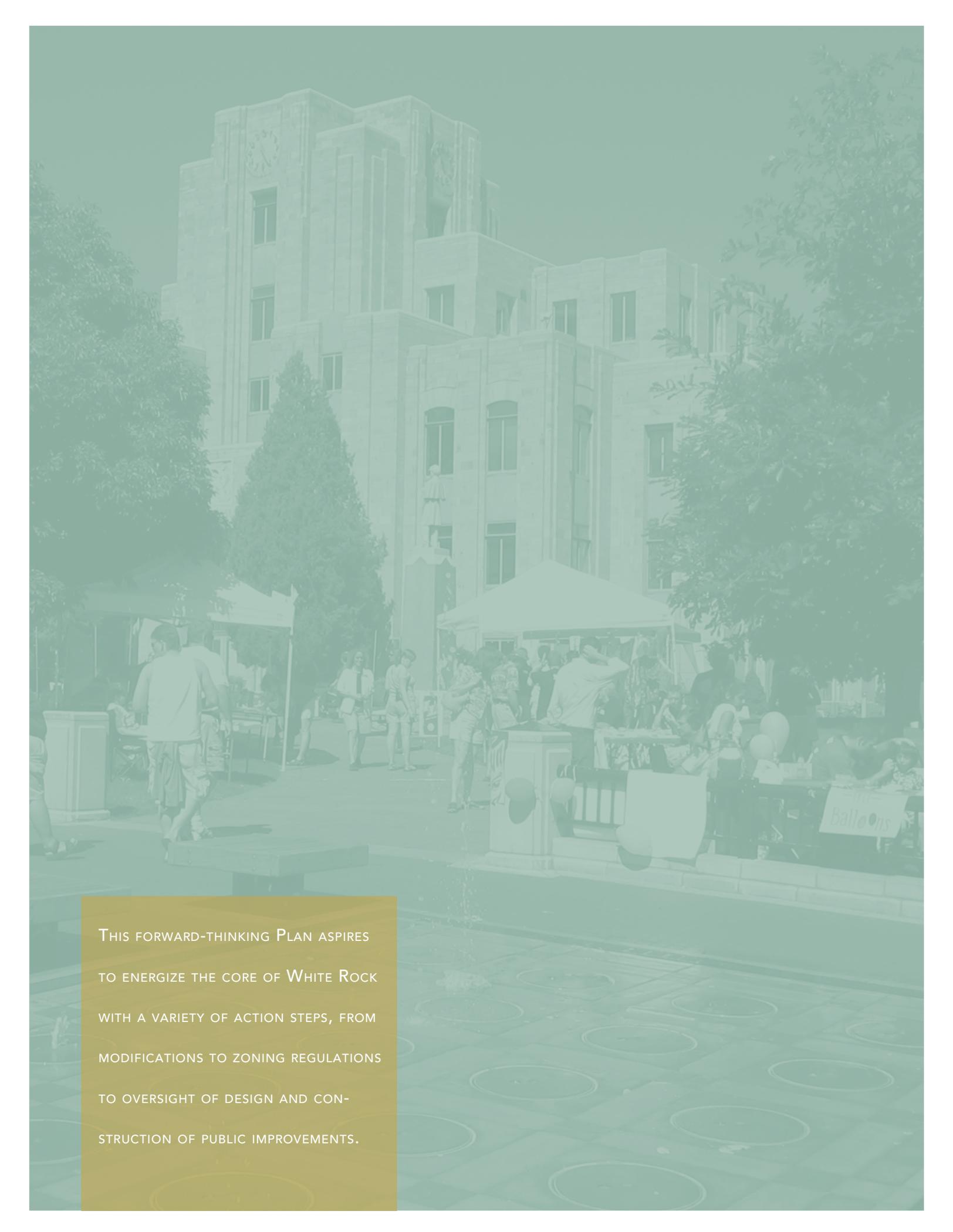
Sherwood Boulevard

Improvements should also be made to Sherwood Boulevard to accommodate the community vision and connect the north and south sides of SR-4. The existing right-of-way along Sherwood is approximately 60 feet and includes two 19 foot travel lanes (one in each direction) and a sidewalk along the east side of the street. Estimated costs for improvements are between \$250,000 and \$350,000. The recommended typical section would consist of the following parameters:

- Sixty foot section, measured from front of curb to front of curb;
- 6.5 foot wide landscaped boulevard;
- 9.5 foot separated pathways on each side of the roadway prism;
- 10.5 foot travel lanes (one in each direction); and
- Seven foot on-street parking lane on the west side of the street.

Sherwood Blvd - Preferred





THIS FORWARD-THINKING PLAN ASPIRES TO ENERGIZE THE CORE OF WHITE ROCK WITH A VARIETY OF ACTION STEPS, FROM MODIFICATIONS TO ZONING REGULATIONS TO OVERSIGHT OF DESIGN AND CONSTRUCTION OF PUBLIC IMPROVEMENTS.

v. investment strategy

THE WHITE ROCK CENTER MASTER PLAN/ECONOMIC DEVELOPMENT STRATEGY is a long range vision for how the commercial core of the White Rock community can grow and thrive. The plan includes an ambitious list of projects and investments that exceed current funding levels. The successful implementation of the Plan will require a greater commitment of organizational and financing resources and will also require establishing project priorities. The investment strategy is presented in four sections:

- Action Plan
- Funding Sources and Financing Strategies
- Organization and Management
- Next Steps

action plan



This section of the report identifies strategic planning actions, economic development strategies, and community investments that will encourage the revitalization of the White Rock commercial core. The action steps have been organized into four time frames: 1) Immediate Actions (the next 12 months); 2) Short-Term Actions (Year 1 to Year 2); 3) Mid-Term Actions (Year 6 to Year 10); and 4) Long-Term Actions (Year 11 and beyond).

IMMEDIATE ACTIONS

The recommended actions for immediate implementation include necessary planning, zoning, and other policy actions and administrative steps required prior to implementing major development projects. This includes low cost, easily implemented public improvements designed to provide a more favorable environment for private development investments.

Strategic Planning Actions

Several planning actions are critical to set the stage for desirable development in White Rock's commercial core. The regulatory, administrative, and facilitative tools listed below are recommended for short-term implementation. Chapter IV discussed the various actions, as well as the rationale for each, in greater detail.

A1. Implementation Steering Committee: A Steering Committee should be established to provide public input into the overall implementation process.

A2. Designate Department as Implementation Lead: The County should designate a single department to oversee implementation of the Plan. It is recommended that the Community Development Department fill this role.

A3. Negotiate Operational Control of SR-4: Acquire maintenance and operational control of SR-4 through White Rock between Pajarito and Rover. Develop agreement on appropriate configuration of SR-4 through White Rock's commercial core.

A4. RV Parking Strategy: Establish an RV parking strategy for White Rock that includes parking locations, fee structures, support facilities, and informational materials (the strategy could be developed for the entire County).

SHORT-TERM STRATEGIC
PLANNING ACTIONS INCLUDE
TARGETED REZONING OF
OPPORTUNITY AREAS TO
ENCOURAGE DEVELOPMENT
AND MEET COMMUNITY
GOALS.

Economic Development Strategies

A balanced approach of both economic development strategies and community investments will have the most significant impact on the White Rock area. Therefore, the County of Los Alamos should undertake the following economic development action immediately:

A5. Development Negotiations for A-19 Parcel: The existing Federal land transfer parcel A-19 constitutes the largest vacant parcel available for development in White Rock. In addition, the parcel provides an opportunity for large scale development in White Rock that has not been seen for many years. The County should recognize the importance of new development/investment on this site to changing public perception as well as private real estate perception regarding the development climate in White Rock. The County should recognize that they have an opportunity to encourage high quality and mixed income development utilizing land price and finance incentives to help shape the project development program.

Community Investments

The following community investments are recommended as high priority immediate public investments to help stimulate desired private investment. The following community investments are recommended to be made immediately:

A6. Visitors/Orientation Center Phase One: The County should commence planning, design, and construction of the Visitors Center portion of the project as soon as possible. This could include constructing a portion of the envisioned Visitors/Orientation Center or occupation of space on the ground floor of another new building in the Town Center.

A7. Gateway Arches: Between \$500,000 and \$1.0 million of capital improvement funding is recommended for the construction of two Gateway Arches at either end of State Route 4 as traffic enters White Rock. Design of these elements will be created as part of a public participation process.

A8. Design of SR-4 Improvements: Begin design and associated public involvement for improvements to SR-4 and the intersection of SR-4 and Sherwood Boulevard.



Short-term actions regarding economic development strategies also include pursuing development of the A-19 parcel to help bolster public perceptions of the development climate in White Rock.

action plan



Short-term actions regarding economic development strategies include partnering with other agencies and organizations to work jointly on the creation of a regional visitors/interpretive center.

SHORT-TERM

YEAR 1 (FISCAL YEAR 2009) TO YEAR 2 (FY2010)

Short-term actions include the planning, zoning, and other policy actions and administrative steps required prior to implementing major development projects. It also includes lower cost and high priority public improvements.

Strategic Planning Actions

B1. Targeted Rezoning: The Town Center area should be rezoned to a Downtown district designation with a Town Center overlay (DT-TCO). Other zoning changes should include rezoning the northeast corner of Piñon Park to Civic Center Business and Professional District (C-2) to facilitate the construction of municipal buildings. The existing municipal complex and Village Shopping Center sites should be rezoned as R-3-H to accommodate high density residential development. The Planned Development Residential (PDR) and Planned Development Mixed-Use (PDM) designations should also be considered for the Town Center and A-19 sites.

B2. Design Guidelines: Establish additional design guidelines for the Town Center area related to parking, maximum setbacks, building massing, and lighting. Create formal design guidelines for the key catalytic projects as discussed in Chapter IV. The design guidelines should be enforced for both public and private development scenarios.

B3. Signage Master Plan: Create a signage master plan for the commercial area per the revised sign code. The master plan should designate key signage locations, a signage and wayfinding hierarchy, and the location and design of gateway arches.

B4. Expedited Development Review: Create an expedited development review process for projects that contribute to implementation of the Master Plan/Economic Development Strategy.

B5. Enhance Code Enforcement: Create an improved system and staffing plan to enforce design guidelines and code.

Economic Development Strategies

B6. Visitors/Orientation Center Partnership Opportunities: The Master Plan/Investment Strategy project identified several potential partners for a potential new regional Visitors/Orientation Center to be located in White Rock. Depending on each agency's needs, there is potential for a partnership between two or more of the area's visitor oriented agencies to occupy or build joint facilities for visitor services, office space, and/or Orientation uses. Each of the potential agencies should be invited to participate in a discussion of future needs and opportunities to collaborate. A phased approach to the construction of the Visitors/Orientation Center may be considered, with the Visitors Center built in the short-term to take advantage of existing funding, and the Orientation Center built in the medium-term. Further negotiation and discussion are recommended with these partners in order to achieve a common vision for the center. A memorandum of understanding (MOU) can serve as a tool to codify any understanding achieved throughout the process. In addition, these MOUs could be useful when pursuing alternative funding sources.

B7. Federal/State Appropriations: Several New Mexico communities have had success obtaining Federal and/or State funds for special projects from project specific legislative appropriations. The County should aggressively pursue similar types of appropriations for major projects such as the Regional Visitors/Orientation Center and State Highway 4 improvements through their State and Federal representatives.

B8. Tax Increment Development District Feasibility/Revenue: In 2006, the New Mexico legislature passed the Tax Increment Development Act. This act enables a city or county to define a Tax Increment Development District (TIDD) for the purpose of using Tax Increment Financing (TIF) to fund the construction of eligible public infrastructure improvements. Los Alamos should pursue the feasibility of defining the White Rock commercial core as a TIDD. This will make much needed revenue available for the community investments included in the plan.

B9. County Land Sales: A major obstacle to new development in White Rock is the additional costs associated with redevelopment. Existing rents and sale

action plan



MIG



MIG

Short-term economic development strategies include the placement of two gateway arches on either end of SR-4 to celebrate and announce the entry into White Rock (above).

Also planned are improvements to the SR-4, including landscaping, lights and street furniture (below).

prices do not support these additional costs. Therefore, the ability of the County to provide sites for development (including A-19, Old Fire Station, and RV parking) at appraised value can stimulate new infill development. Similarly, the sale of the municipal complex land (either discounted to cover redevelopment costs or with the County taking on the demolition site preparation tasks) will provide additional sites for development consistent with the master plan. It is expected that the proposed development projects on these high priority sites will help stimulate land and building values to the point that other privately held underutilized commercial properties will redevelop on their own.

B10. Support Existing Businesses: The County should work with other community partners to develop new and improved programs to support existing businesses in White Rock. Programs and grants could support storefront improvements, training, administrative assistance, and equipment purchases.

Community Investments

The following community investments are recommended to be made between now and 2010:

B11. State Route 4 Improvements: The preferred development scenario includes improvements to State Route 4. The road section is recommended to be rebuilt to include a traffic signal at Sherwood, additional sidewalks, landscaping, lights, and street furniture. The County has already earmarked funds for some improvements to State Route 4 (SR-4). The FY2008 CIP includes a placeholder of \$800,000 for improvements to SR-4 with intersection improvements, way-finding signage, and entryway monuments. This funding can allow for initial planning and design to begin after NMDOT approvals are received. Additional funding will be needed to complete the project estimated at \$900,000 to \$1.2 million.

B12. Arroyo Improvements: An additional \$750,000 to \$1.0 million is recommended for improvements to the Arroyo that provides pedestrian and bicycle circulation through the White Rock commercial core and creates a spine connecting Rover, Sherwood, the A-19 site, and the Canada del Buey Trail. These improvements should include a multiuse path, lights, and street furniture. This funding could potentially be received from the Parks and Open Space fund.

B13. Sherwood Streetscape Improvements: An allocation of \$250,000 to \$350,000 is recommended to fund the improvement of Sherwood from State Route 4 to Longview. These improvements would include sidewalks, trees, lights, and street furniture.

B14. Visitors/Orientation Center Enhancement Funds: The County has earmarked approximately \$90,000 for a new Visitors/Orientation Center in White Rock. The Visitors/Orientation Center should be phased to allow development of the Visitors Center to begin immediately, as noted above.

B15. Visitors/Orientation Center Phase One: The County should commence planning, design, and construction of the Visitors Center portion of the project as soon as possible. This could include constructing a portion of the envisioned Visitors/Orientation Center or occupation of space on the ground floor of another new building in the Town Center.

B16. Transit/Transfer Station: The County should plan, design, and construct the transit/transfer stations behind the Visitors/Orientation Center and along Sherwood Boulevard.

B17. Wireless Network in Town Center: The County should work with Qwest Communications to design and construct a wireless mesh network in the Town Center area. The network will provide free wireless internet access to residents and visitors. A public/private partnership with the developers of A-19 should be explored.



Mid-term actions include a the creation of a marketing and branding effort. Attractive and unique signage and branding (above) can help to build the identity of White Rock locally and regionally.



Additional mid-term community investments include the development of the Interpretive Center portion of this catalytic project.

MID-TERM ACTIONS

YEAR 3 (FY2011) TO YEAR 5 (FY2013)

The recommended economic development and community investments efforts for the mid-term ranging from Year 3 (2011) to Year 5 (2013) are listed below.

Economic Development Strategies

C1. Business Recruitment and Retention: Building on the marketing and branding efforts, a White Rock focused business recruitment and retention program should be included within the larger LACDC economic development contract with the County.

C2. Old Fire Station and RV Storage Sites Land Sales: The existing vacant County-owned parcels (old Fire Station along Rover near Meadow Lane and the old RV storage site at the intersection of State Route 4 and Rover) are recommended to be sold for employment oriented sites. The proceeds of these sales can be used to offset some of the cost of proposed community investments.

C3. Marketing and Branding Initiative: A marketing/branding effort specific to White Rock is recommended. This initiative can help to identify and publicize the area's unique assets and begin to reshape its identity as an integral neighborhood within the County.

C4. TA-71 Parcel Transfer: Los Alamos should continue to pursue the transfer of additional Federal lands in and around White Rock including TA-71. This additional land can provide opportunities to develop additional economic development projects as well as additional development.

Community Investments

C5. Municipal Center Complex: During this period, the County should build the new municipal facilities (library/municipal center and senior/youth center) in the commercial core, as presented in the preferred development scenario. Depending on the availability of funds these could be split into at least two phases: one including the community center and another including the library.

C6. A-19 Development: The development of A-19 is expected to begin around 2010 or 2011. The County can help facilitate this development by providing economic development assistance such as financing incentives, an expedited review process, and reduced or shared parking regulations.

C7. Develop Orientation Center Portion of Visitors/Orientation Center: In the Year 3 to 5 time horizon, the County and potential regional partners should have reached a successful negotiation of a partnership for the Visitors/Orientation Center. This partnership can begin development of the Orientation Center portion of the facility during this time period.



Long-term economic development strategies include the development of a business/retail incubator.

LONG-TERM ACTIONS

YEAR 6 (2014) TO YEAR 10 (2018)

The recommended community investment efforts for the long-term ranging from Year 6 (2014) to Year 10 (2018) are presented below.

Community Investments

D1. Existing Municipal Center Land Sale: The County should pursue the sale of the existing municipal center property at Longview and Rover. The proceeds of this sale can be used to offset some of the cost of proposed community investments.

D2. Develop Business/Retail Incubator: There is a strong desire to help nurture small businesses to serve the White Rock community. LACDC, which has a contract with the County to manage economic development services, is recommended to be the lead agency. LACDC should evaluate other business/retail incubator models before developing a program plan. After developing an operation plan for the incubator, the LACDC/County would be able to issue an RFP for the development of the office space. This could occur on one of the two sites mentioned, either the Old Fire Station or RV Parking sites.

BEYOND YEAR 11 (FY2019)

The County will need to continue its economic development efforts and community investments past the ten year planning period. There are no specific actions contemplated during this time period. Rather, the actions of the County during this phase of the investment strategy will be finishing existing projects, such as later phases of the municipal complex redevelopment, and facilitating private development, such as development of TA-71.

funding sources and financing strategies

The major existing and potential funding sources are described below. This is followed by a recommended funding approach and potential funding scenario.

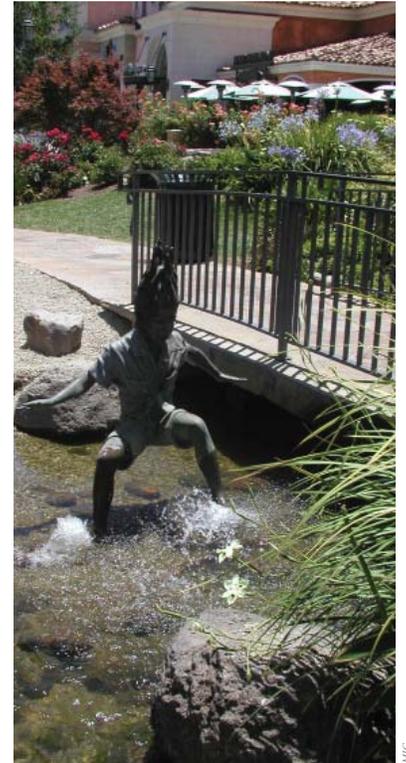
FUNDING SOURCES

Capital Improvement Program

Los Alamos County uses a biennial budgeting process; the first year provides appropriations and the second acts as a projection. The County has appropriated \$500,000 in its FY2009 budget for improvements in White Rock. In addition, the County maintains a 10-year Capital Improvement Program (CIP). The CIP includes all capital projects to be funded by the County. The CIP is updated as part of the budget process. The County Council recently earmarked \$20 million for improvements in White Rock for the FY2010-2020 period. This earmark will still require that funds for specific projects are applied for annually through the formal County CIP process.

The primary funding source for capital improvements in the County budget is the Capital Improvement Projects Fund (CIP Fund). The CIP Fund may receive transfers from a variety of other funds including the General Fund, the Self Sufficiency Fund, the Cerro Grande Fund, the Capital Projects Permanent Fund, and the State Shared Revenues Fund. Each fund is briefly described below:

General Fund: The primary sources of revenue in the General Fund are GRT and property tax revenues, which combined account for approximately 60 percent of total General Fund revenues. The FY2008 budget includes a significant increase in General Fund revenue due to the status change of the LANL contractor from non-profit to for-profit tax status. The FY2008 projected General Fund total revenues are estimated at \$77.0 million, which is up \$21.4 million or 64 percent from FY2007. Most of this increase is higher Gross Receipts Tax (GRT) revenues resulting from the change in the Los Alamos National Laboratory (LANL) contractor and their for-profit tax status (the previous contractor was non-profit).



THE PRIMARY FUNDING SOURCE FOR CAPITAL IMPROVEMENTS IN THE COUNTY IS THE CAPITAL IMPROVEMENTS PROJECTS FUND.

funding sources and financing strategies



The County may create a Tax Increment Development District (TIDD) as one of many strategies to fund the construction, operation, and maintenance of public infrastructure.

Self Sufficiency Fund: This fund was established from a lump-sum buyout payment received from the DOE under the Atomic Energy Communities Act. The fund has a current balance of approximately \$10.0 million based on the FY2008 Adopted Budget.

Cerro Grande Fund: This fund was established to pay for construction and repair of infrastructure assets damaged during the Cerro Grande wildfire. Based on the FY2008 Adopted Budget, this fund has a remaining balance of approximately \$8.4 million.

Capital Projects Permanent Fund: The balance of the fund comes from a settlement of gross receipts taxes from prior years. The balance of the fund is invested and must be maintained at a level that keeps pace with a federally published inflation index. Distributions from the fund are based upon a formula and priorities set within the County code. The fund includes approximately \$19.2 million in funds reserved for capital projects that are subject to County code for distribution.

State Shared Revenue Funds: The balance of this fund accounts for the Road Maintenance Expenditure Budget in future years of the existing CIP.

The existing FY2007-2017 budget includes \$291.4 million in needed capital projects. The FY2008 portion of the budget totals approximately \$23.2 million and includes several major capital improvement projects.

Tax Increment Financing

The Tax Increment Development Act (TIDA) of 2006 enables a local government to create a Tax Increment Development District (TIDD) as a funding mechanism to construct, operate, and maintain public infrastructure within its boundaries. A TIDD allows for the dedication of up to 75 percent of the County's portion of Gross Receipts Tax (GRT) and/or property tax. In addition,

funding sources and financing strategies

75 percent of the state's GRT and property tax can be pledged to the project with their approval. Construction GRT has been excluded from the TIDD analysis because it does not provide on-going revenue. The potential impact of construction GRT on the finance plan will be handled separately.

Based on estimated development potential and absorption, a TIDD would generate sufficient revenue by Year 6 (FY2014) to support the issuance of a Tax Increment Financing (TIF) Revenue Bond. The bond would generate approximately \$4.2 million in construction proceeds (net of issuance costs, debt service reserves, and capitalized interest). These proceeds will be earmarked to fund long-term projects or reimburse early investments in capital projects funded through other sources as part of the implementation of the White Rock Master Plan/Economic Development Strategy.

Construction Gross Receipts Tax

The development of the A-19 parcel and redevelopment of the commercial core will generate construction related GRT revenue. These revenues can be used to offset the construction of public infrastructure and other capital investments made within the area. Over the 15 year planning horizon, construction related GRT will generate approximately \$3.7 million in total revenue. The revenue will occur sporadically throughout the period based on total revenue in addition to TIDD revenue.

funding sources and financing strategies

TABLE 5.1 CAPITAL IMPROVEMENT FUND PRIORITIES

Code Description	Estimated Cost	Short-Term			Mid-Term		Long-Term	Beyond
		2009 (Year 1)	2010 (Year 2)	2011 (Year 3)	2012 (Year 4)	2013 (Year 5)	2014-2018 (Year 6-10)	2019
Expenditures								
Transportation/Pedestrian Improvements								
TP1 SR-4 Improvements ¹	\$2,000,000	\$200,000	\$900,000	\$900,000	\$0	\$0	\$0	\$0
TP2 Sherwood Improvements	\$350,000	\$35,000	\$157,500	\$157,000	\$0	\$0	\$0	\$0
TP3 Traffic Signal - Sherwood & SR-4	\$450,000	\$45,000	\$202,500	\$202,500	\$0	\$0	\$0	\$0
TP4 Gateway Arches	\$1,000,000	\$100,000	\$450,000	\$450,000	\$0	\$0	\$0	\$0
TP5 Arroyo Pedestrian Trail	\$850,000	\$85,000	\$382,500	\$382,500	\$0	\$0	\$0	\$0
TP6 Pinon Park Improvements	\$500,000	\$0	\$50,000	\$225,000	\$225,000	\$0	\$0	\$0
Subtotal	\$5,150,000	\$465,000	\$2,142,500	\$2,317,500	\$225,000	\$0	\$0	\$0
Public Facilities								
PF1 Community Center ²	\$7,650,000	\$0	\$765,000	\$3,442,500	\$3,442,500	\$0	\$0	\$0
PF2 Library Branch ²	\$6,250,000	\$0	\$625,000	\$2,812,500	\$2,812,500	\$0	\$0	\$0
PF3 Visitors/Interpretive Center ²	\$5,680,000	\$142,000	\$142,000	\$0	\$0	\$0	\$5,396,000	\$0
Subtotal	\$19,580,000	\$142,000	\$1,532,000	\$6,255,000	\$6,255,000	\$0	\$5,396,000	\$0
TOTAL EXPENDITURES	\$24,730,000	\$607,000	\$3,674,500	\$8,572,500	\$6,480,000	\$0	\$5,396,000	\$0

funding sources and financing strategies

TABLE 5.1 CAPITAL IMPROVEMENT FUND PRIORITIES (CONTINUED)

Code Description	Estimated Revenues	Short-Term			Mid-Term		Long-Term	Beyond
		2009 (Year 1)	2010 (Year 2)	2011 (Year 3)	2012 (Year 4)	2013 (Year 5)	2014-2018 (Year 6-10)	2019
Revenues	Factor							
City & County of Los Alamos								
Economic Development Infra.	50%	\$850,000	\$850,000	\$0	\$0	\$0	\$0	\$0
Ongoing CIP Funding ^{3,4}		\$20,500,000	\$500,000	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$10,000,000
Subtotal		\$21,350,000	\$1,350,000	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$10,000,000
Other Revenue Sources								
TIDD Bond Proceeds		\$4,230,000	\$0	\$0	\$0	\$0	\$4,230,000	\$0
Construction GRT		\$3,740,000	\$117,000	\$395,000	\$867,000	\$462,000	\$344,000	\$1,380,000
Property Sale Revenue ⁵		\$1,523,000	\$0	\$0	\$523,000	\$0	\$1,000,000	\$0
Subtotal		\$9,493,000	\$117,000	\$395,000	\$867,000	\$985,000	\$344,000	\$6,610,000
TOTAL REVENUE		\$30,843,000	\$1,467,000	\$2,395,000	\$2,867,000	\$2,985,000	\$2,344,000	\$16,610,000
WR CIP Balance (Unfunded)								
Annual			\$860,000	(\$1,279,500)	(\$5,705,500)	(\$3,495,000)	\$2,344,000	\$11,214,000
Cumulative		\$6,113,000	\$860,000	(\$419,500)	(\$6,125,000)	(\$9,620,000)	(\$7,276,000)	\$3,938,000

¹ Includes Street Improvements and Bus Pullouts ² Costs provide an average of the range presented ³ CIP expenditures reflect a \$500,000 FY2009 allocation and a \$20,000,000 earmark for FY2010-2020

⁴ Beyond 2019 includes only a small Ongoing CIP funding earmark of 1.0 million ⁵ Includes the sale of the existing Municipal center property; Old Fire Station; and RV Park property

Source: LANL; Economic & Planning Systems

funding sources and financing strategies

FINANCING STRATEGY

The White Rock Center Master Plan/Economic Development Strategy includes an estimated \$24.7 million in capital improvements, not all of which can be funded immediately. The County has historically committed approximately \$23 million to capital projects annually for improvements throughout Los Alamos County. A recent appropriation for FY2009 of \$500,000 has been bolstered by an earmark of \$20 million for FY2010 through 2020. These funds can offset a large portion of the estimated cost for the preferred improvements to SR-4. The majority of the capital projects in the Plan remain unfunded in the period in which they are recommended. Therefore, it is important to seek out external and supplemental funding sources to close the funding gap.

The key to implementing the recommended improvements in a timely fashion is to add the projects to the County CIP. This requires the County's department heads (and ultimately the County Council that approves the CIP) to agree that the recommended projects are important public expenditures in relation to other County capital needs. The recommended Plan projects for inclusion in the CIP are shown in Table 5.1.

funding sources and financing strategies

For purposes of illustration only, the \$24.7 million of capital projects has been phased based on the proposed Action Plan, as well as an assumed level of \$2.05 million annual funding over the next 15 years. The annual funding goal is based on the following:

- An estimated 50 percent of the existing Economic Development Infrastructure placeholder funds (estimated at \$850,000) from FY2008.
- An estimated \$20.5 in CIP funding through FY2020 based upon FY2009 appropriation of \$500,000 and the \$20 million earmark for improvements in White Rock through FY2010-2020.
- Designation of a TIDD encompassing the whole study area as defined by the Plan. Estimates of the revenue associated with TIF revenue would support approximately \$4.23 million in construction proceeds from a bond issuance.
- Dedication of the estimated \$3.74 million in construction GRT generated by development of A-19 and redevelopment of the commercial core towards capital projects within the study area.
- Dedication of the estimated \$1.5 million in revenue from the sale of the existing municipal center, old fire station, and old RV storage sites.
- It is recommended that additional funding from the sale of the A-19 parcel be dedicated to improvements in White Rock.

The total of \$30.8 million in funding or an average of \$2.05 million in White Rock funding over the next 15 years will allow for the construction of the capital projects included in the Plan, as illustrated in Table 5.1. The funding scenario is conceptual and would change based on annual priorities and available funding, but nevertheless shows that implementing the proposed improvements is achievable if the White Rock property owners and County are committed to doing so. An alternative funding strategy may include State and/or Federal appropriations and participation by Visitor/Orientation Center partners.



Many successful commercial district revitalizations are catalyzed by public/private partnerships.

organization and management



FUTURE MANAGEMENT NEEDS

As discussed, the Plan will require a commitment of additional funds and resources. It will also require an organization and management structure with the tools needed to carry out the program. There is a range of public and private management responsibilities involved in the implementation of the Plan, as well as in ongoing management of the White Rock center. Virtually all successful commercial district revitalization efforts are based on public-private partnership with managerial responsibilities and financial participation from both.

The future White Rock Center management needs are identified as follows:

- Oversee and direct implementation of the Downtown Plan.
- Coordinate project feasibility and design for the major capital improvement projects.
- Oversee the construction of capital projects.
- Oversee the formation for a TIDD for purpose of generating capital improvement revenue through issuances of TIF Revenue Bonds.
- Work with affected property owners impacted by improvements.
- Assist private developers interested in building infill projects with economic development assistance including project financing and land assembly.
- Revise existing standards and create development agreements that ensure a sufficient amount of retail and restaurant square footage is available for development in White Rock.

VARIOUS PARTIES ARE
CHARGED WITH THE MAN-
AGEMENT AND OVERSIGHT
OF THE PROJECT, ENSURING
THAT COMMITMENT TO THE
PROCESS AND ITS SUCCESSFUL
OUTCOME IS SHARED BY ALL.

EXISTING RESOURCES

The existing organizational structure can meet the anticipated organization and management needs of the area and the Plan based on the capabilities of existing organizations and the County. The existing organizations involved in the area include:

County of Los Alamos – The County currently has no staff dedicated to oversee the development and/or redevelopment of the White Rock Center. Currently, the County Administrator’s Office oversees all development and redevelopment activities in the County. All other functions are handled by the City’s line departments including Community Development and Public Works Departments. Overall responsibility for project management should be assigned to a single department. Given the high level of involvement to date, the Community Development Department is a good candidate.

Los Alamos Commerce and Development Corporation – The County contracts with LACDC for several economic development services such as business retention and recruitment. The County recently increased its marketing and branding efforts for the entire County.

Steering Committee – The County created a Steering Committee to participate in the development of the White Rock Center Master Plan/Economic Development Strategy. A similar committee should also participate in overseeing the implementation of the Plan. This committee provides additional representation beyond the County Council to the constituents of White Rock. It can function as an advisory panel to the County Council as they consider implementation and funding strategies.

The Plan includes a variety of action steps ranging from modifications to the zoning regulations to oversight of design and construction of public improvements. The following matrix, Table 5.2, outlines these actions and assigns the roles and responsibilities to the various parties charged with the management and oversight of the project.

organization and management

TABLE 5.2 ACTION PLAN ROLES AND RESPONSIBILITIES MATRIX

A. IMMEDIATE ACTIONS

Strategy	Implementation Actions	Timeframe	Cost	Responsibility	
Strategic Planning Actions					
A1	Implementation Steering Committee	Create and Convene Committee	Immediate	--	CD
A2	Designate Department as Implementation Lead	Assign Responsibility and Project Manager	Immediate	--	CAO
A3	Operational Control of SR-4	Establish Agreement with NMDOT	Immediate	--	PW/CD
A4	RV Parking Strategy	Create RV Strategy	Immediate	--	CD
Economic Development Strategies					
A5	Development Negotiations for A-19 Parcel	Continue Existing Action	Immediate	--	CAO
Community Investments					
A6	Visitors/Orientation Center Phase One	Begin Design Process	Immediate	\$	CD
A7	Gateway Arches	Oversee Design/Construction	Immediate	\$	CD
A8	Design of SR-4 Improvements	Begin Design Process	Immediate	\$	PW/CD

Cost Breakdown: \$ < \$500,000; \$\$ = \$500,001-1,000,000; \$\$\$ > \$1,000,000

Responsibility Key: Capital Projects and Facilities Department = CPF, Community Development = CD, County Administrator's Office = CAO, Los Alamos Commerce and Development Corporation = LACDC, Public/Private Partnership = PPP, Public Works = PW, Task Lead = TL

TABLE 5.2 ACTION PLAN ROLES AND RESPONSIBILITIES MATRIX (CONTINUED)

B. SHORT-TERM ACTIONS: YEAR 1 (FISCAL YEAR 2009) TO YEAR 2 (FY2010)

Strategy	Implementation Actions	Timeframe	Cost	Responsibility	
Strategic Planning Actions					
B1	Targeted Rezoning	Amend Comprehensive Plan	FY2008	--	CD
B2	Design Guidelines	Formalize Guidelines	FY2008	--	CD
B3	Signage Master Plan	Create Master Plan	FY2009	--	CD
B4	Expedited Development Review	Revise Review Process	FY2008	--	CD
B5	Enhance Code Enforcement	Create Improved Systems	FY2009	--	CD
Economic Development Strategies					
B6	Visitors/Interpretive Center Partnership Opportunities	Identify Task Lead	FY2008	--	CAO
		Identify Potential Partners	Ongoing	\$	TL/CAO
		Negotiate MOUs	Ongoing	\$	TL/CAO
B7	Federal/State Appropriations	Discuss Options with Representatives	FY2008	--	CAO
B8	Tax Increment Development District Feasibility/Revenue	Evaluate Feasibility	FY2008	--	CAO
		Pursue Formation	FY2009	--	CAO
B9	County Land Sales	Evaluate Potential Purchases	Ongoing	--	CAO
B10	Support Existing White Rock Businesses	Develop and Implement Support Programs	Ongoing	--	CAO
Community Investments					
B11	State Route 4 Improvements	Oversee Design/Construction	FY2009-10	\$\$\$	PW
B12	Arroyo Improvements	Oversee Design/Construction	FY2009-10	\$	PW
B13	Sherwood Streetscape Improvements	Oversee Design/Construction	FY2009-10	\$	PW
B14	Visitors/Interpretive Center Enhancement Funds	Initiate Planning/Design	FY2009	\$	TL/CAO
B15	Visitors/Interpretive Center Phase One	Planning/Design/Construction	FY2008-2010	\$	CAO/CFPD
B16	Transit/Transfer Station	Planning/Design/Construction	FY2008-2010	\$	CD/PW
B17	Wireless Network in Town Center	Planning/Design/Construction	FY2008-2010	\$	CD/PPP

Cost Breakdown: \$ < \$500,000; \$\$ = \$500,001-1,000,000; \$\$\$ > \$1,000,000

Responsibility Key: Capital Projects and Facilities Department = CFPD, Community Development = CD, County Administrator's Office = CAO, Los Alamos Commerce and Development Corporation = LACDC, Public/Private Partnership = PPP, Public Works = PW, Task Lead = TL

organization and management

TABLE 5.2 ACTION PLAN ROLES AND RESPONSIBILITIES MATRIX (CONTINUED)

C. MID-TERM ACTIONS: YEAR 3 (FY2011) TO YEAR 5 (FY2013)

Strategy	Implementation Actions	Timeframe	Cost	Responsibility
Economic Development Strategies				
C1 Business Recruitment and Retention	Identify Key Industries for White Rock	Ongoing	--	LACDC
	Pursue Opportunities in Key Industries	Ongoing	--	LACDC
C2 Old Fire Station and RV Storage Sites Land Sales	Market Property/Negotiate Sale	Ongoing	--	CAO
C3 Marketing and Branding Initiative	Develop Marketing/Branding Plan for White Rock	FY2009-10	--	CAO
C4 TA-71 Parcel Transfer	Pursue Transfer Through Proper Channels	Ongoing	--	CAO
Community Investments				
C5 Municipal Center Complex	Oversee Design/Construction of Library	FY2011-12	\$\$\$	CPFD
	Oversee Design/Construction of Community Center	FY2012-13	\$\$\$	PW
C6 A-19 Development	Review Plans/Issue Building Permits	FY2011-21	--	CD
C7 Develop Interpretive Center portion of Visitors/Interpretive Center	Coordinate Partners	FY2013-14	--	CAO
	Oversee Design/Construction	FY2013-14	\$\$\$	CPFD

Cost Breakdown: \$ < \$500,000; \$\$ = \$500,001-1,000,000; \$\$\$ > \$1,000,000

Responsibility Key: Capital Projects and Facilities Department = CPFD, Community Development = CD, County Administrator's Office = CAO, Los Alamos Commerce and Development Corporation = LACDC, Public/Private Partnership = PPP, Public Works = PW, Task Lead = TL

TABLE 5.2 ACTION PLAN ROLES AND RESPONSIBILITIES MATRIX (CONTINUED)

D. LONG-TERM ACTIONS: YEAR 6 (2014) TO YEAR 10 (2018)

Strategy	Implementation Actions	Timeframe	Cost	Responsibility
Community Investments				
D1 Existing Municipal Center Land Sale	Market Property/Negotiate Sales	Ongoing	--	CAO
D2 Development Business/Retail Incubator	Oversee Design/Construction	FY2014-15	\$	PPP

Cost Breakdown: \$ < \$500,000; \$\$ = \$500,001-1,000,000; \$\$\$ > \$1,000,000

Responsibility Key: Capital Projects and Facilities Department = CPF, Community Development = CD, County Administrator's Office = CAO, Los Alamos Commerce and Development Corporation = LACDC, Public/Private Partnership = PPP, Public Works = PW, Task Lead = TL

next steps



There are a number of administrative and policy steps that need to be taken within the next year to implement the Plan. These include:

Designate a Department for Overall Project Management

It is recommended that the Community Development Department be designated as the lead department in charge of overall project management throughout implementation.

Negotiate Operational Control of SR-4 between Rover and Pajarito

The County should negotiate with New Mexico Department of Transportation for operational control of SR-4 between Rover and Pajarito. Improvements to this roadway segment and the intersection of SR-4 and Sherwood are critical to successful implementation of nearly all other plan recommendations.

Initiate Public Input and Design Process for Gateway Arches

The County should begin a public involvement process in conjunction with the design of the gateway features recommended for SR-4 at Rover and Pajarito.

Initiate Design of the Visitors Center and Associated Parking Lot

The County should begin the programming and designing phase one of the Visitors/Orientation Center and the associated parking lot. This should include RV parking and accommodations.

Create an Implementation Steering Committee

The Council should formally create a Steering Committee to oversee implementation of the Plan. The members of the Steering Committee assisting with the development of the Plan can provide the nucleus for the new committee. Additional members can be added at the discretion of County staff and the Council.

Finalize Negotiations for the Sale of A-19

Negotiations with the selected developer for the A-19 parcel should be completed in 2009. This will allow the project to begin pre-construction activities by 2010 and deliver new homes for occupancy as early as 2011. Development of A-19 will provide a strong catalyst for development/redevelopment of the rest of White Rock's commercial core.

Initiate Rezoning of Town Center

County staff should begin the process of rezoning appropriate segments of the commercial core to facilitate implementation of the Master Plan/Economic Development Strategy.