



City of Las Cruces[®]

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COUNCIL WORK SESSION SUMMARY ROUTING SLIP

Meeting Date March 14, 2016

TITLE: INFILL AND DOWNTOWN POLICY ANALYSIS AND RECOMMENDATIONS.

- Are there attachments to the Council Work Session Summary? Yes No
- Will there be a Video Presentation for this item? Yes No
- Will there be a PowerPoint Presentation for this item? Yes No
- If "yes", will a copy of the PowerPoint Presentation be included on the Council Work Session Agenda? Yes No

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City of Las Cruces®

PEOPLE HELPING PEOPLE

Council Work Session Summary

Meeting Date March 14, 2016

TITLE: INFILL AND DOWNTOWN POLICY ANALYSIS AND RECOMMENDATIONS.

PURPOSE(S) OF DISCUSSION:

- Inform/Update
- Direction/Guidance
- Legislative Development/Policy

BACKGROUND / KEY ISSUES / CONTRIBUTING FACTORS:

The City of Las Cruces has formally encouraged the utilization of vacant and under-utilized property within the central core of the city since the late 1990's. The "Infill Development Overlay District Analysis & Assessment Report" provides an analysis and assessment of the Infill Development Overlay District (IDO) which was adopted in 1998 with Ordinance No. 1678 and amended in 2009. The IDO is based on the Infill Policy Plan (IPP) adopted by Resolution No. 98-214. City Councillors requested that Community Development staff analyze possible boundary changes to the IDO at a September 28, 2015 City Council Work Session. The boundary reconsideration presents an opportune time to analyze the IDO boundaries and to reassess the IDO in its entirety which includes policy, process, goal and policy implementation outlined in the IPP, and the IDO's relationship to the Comprehensive Plan 2040. Community Development staff will present the report and potential next steps.

SUPPORT INFORMATION:

1. Attachment "A," Infill Development Overlay District Analysis & Assessment Report Summary.
2. Attachment "B," Infill Development District Overlay Analysis & Assessment.

(Continue on additional sheets as required)



Infill Development Overlay District Analysis & Assessment Report Summary

Introduction

This report provides an analysis and assessment of the Infill Development Overlay District (IDO), adopted in 1998 and amended in 2009. The IDO is an ordinance based on the Infill Policy Plan (IPP) adopted by resolution in 1998. City Councilors requested Community Development Staff analyze possible boundary changes to the IDO at a September 28, 2015 City Council Work Session. The boundary reconsideration presents an opportune time to analyze the IDO Boundaries and to reassess the IDO in its entirety which includes policy, process, goal and policy implementation outlined in the IPP, and the IDO's relationship to the Comprehensive Plan 2040. This report is divided into three parts: (I), (II), and (III).

Part I: Background (Source: Art. V. Sec. 38-48 2001 Zoning Code)

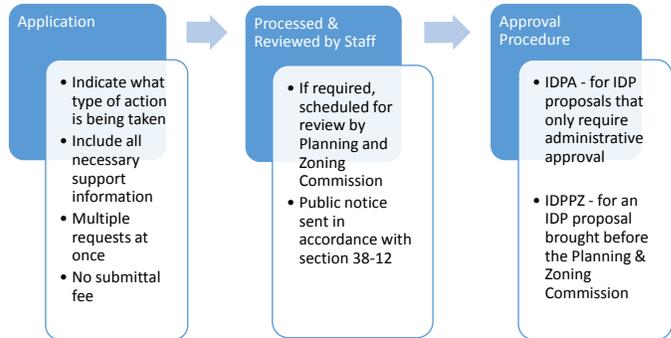
The purpose of the infill development overlay district is to implement land use and development policies as established in the infill policy plan. Specifically, the purpose of this overlay zone is to provide a streamlined review process for the development of vacant and underutilized parcels or those parcels ready for redevelopment within the urban core area of Las Cruces regardless of the property's zoning. The goal is to develop active uses that are compatible with surrounding land uses while promoting economic development in the central part of [the] city, in accordance with the comprehensive plan.

Part I: Infill Development Process (IDP)

The IDP is a streamlined development process for qualifying infill parcels and can be used for the following requests:

Variations, (including signs)	Special use permits	Planned unit developments (Including land uses not allowed in the parcel's existing zone)	Subdivisions (See City of Las Cruces Subdivision Code, Article V)
Building permits	Sign permits	Business registrations	Application procedure

Part I: Application Procedure



- Application**
- Indicate what type of action is being taken
 - Include all necessary support information
 - Multiple requests at once
 - No submittal fee

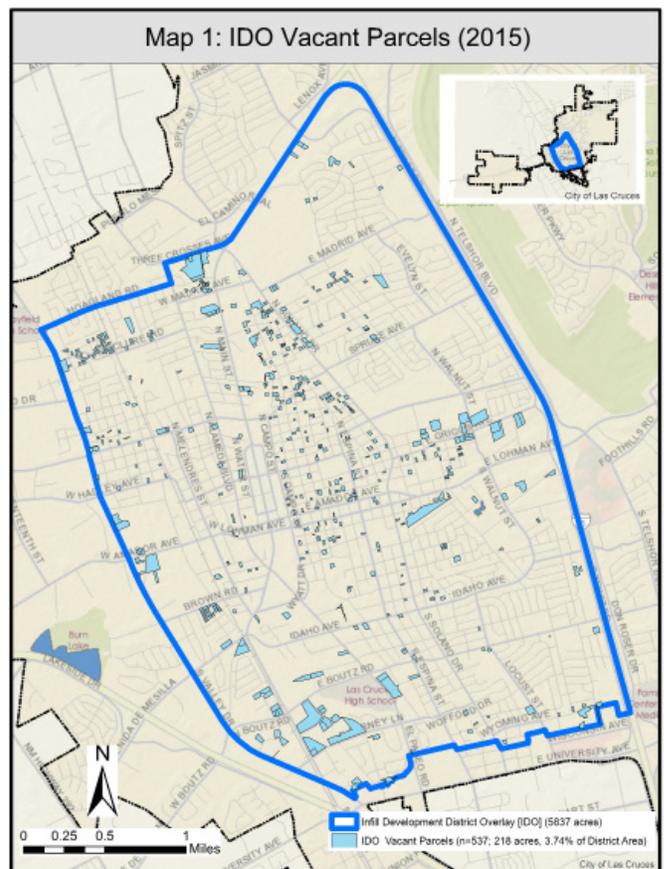
- Processed & Reviewed by Staff**
- If required, scheduled for review by Planning and Zoning Commission
 - Public notice sent in accordance with section 38-12

- Approval Procedure**
- IDPA - for IDP proposals that only require administrative approval
 - IDPPZ - for an IDP proposal brought before the Planning & Zoning Commission

Part I: Incentives

Expedited Permit Review	Waived Fees	Flexibility
<ul style="list-style-type: none"> • Review period of (3) working days • Single-family residential may be submitted over the counter 	<ul style="list-style-type: none"> • No submittal fee • No permit fees • All New Construction within the IDO waived excluding impact fees 	<ul style="list-style-type: none"> • In design • In use

Part I: Current IDO Boundary & Vacant Parcels

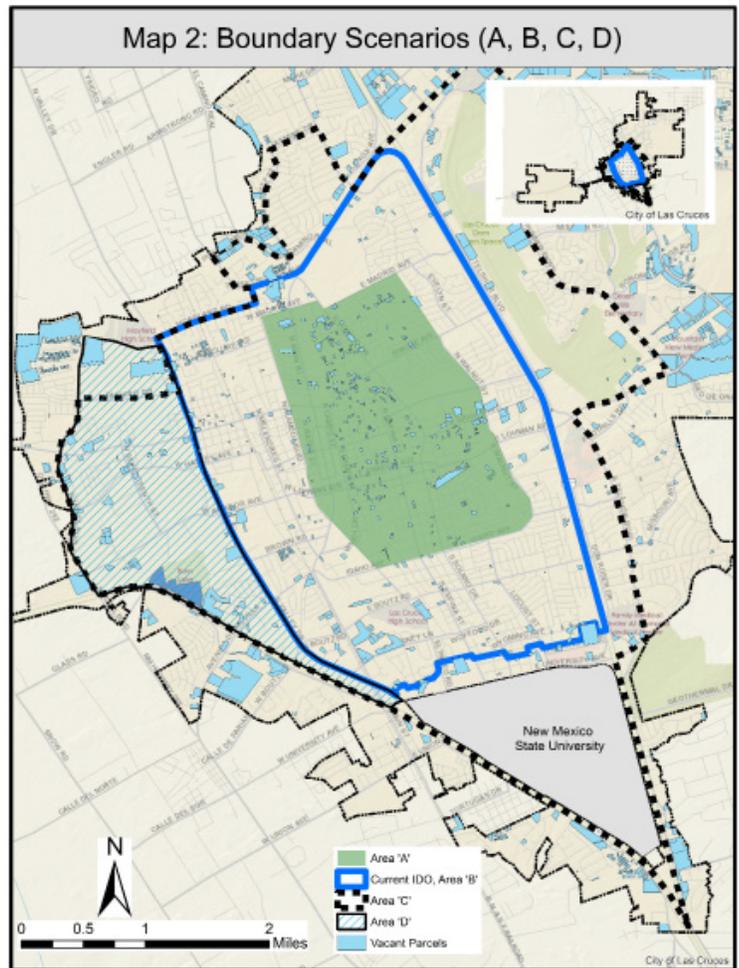


Part II: Boundary Analysis

Part II is an IDO boundary analysis and considers four boundary scenarios: *inward*, *no change*, *shifting outward*, and *shifting westward*. Map 2 compares the four different boundary scenarios and Table 1 describes each boundary scenario. The IPP outlines *Goal 2, Objective 1, Policy 1.1* which provides a vacant parcel threshold of 3%. The current Vacant Parcel rate within the IDO is 3.73%. **Community Development Staff recommend the City maintain the current IDO boundaries and instead consider policy and process reform to create a more effective Infill Development Program for the City.**

Table 1: Boundary Areas Summary

Area:	Shift:	Description:
'A'	Inward	Shift Inward; Based on Original 1998 IPP Area 'A'
'B'	No Change	Current Infill Overlay District (IDO) Boundary
'C'	Outward	Expansion in all directions outwards. Based on the <i>Functional Classification Map</i> produced by the Mesilla Valley Metropolitan Planning Organization (MPO)
'D'	Westward	Expansion Westward along Valley Drive based on <i>Functional Classification Map</i>



Part III: IDO/IDP Policy & Process Analysis

Process:	Recommendation:
Infill Development Process (IDP)	<ul style="list-style-type: none"> Clarify the IDP Differentiate IDP from the regular permitting process Differentiate projects which undergo IDP from new construction projects in IDO Consider an IDP process for specific development types (i.e. new construction) Clarify the role and authority of Staff, Development Review Committee, and P&Z Commission
Incentives	<ul style="list-style-type: none"> Conduct financial analysis of money saved developing in IDO versus outside Provide more transparent information on incentives (See <i>Education</i> section.) Provide hard financial incentives
Monitoring/ Database	<ul style="list-style-type: none"> Monitor all projects within the IDO Create more robust database Follow <i>Goal 1, Objective 2 of the IPP</i> which outlines <i>Monitoring</i>
Education	<ul style="list-style-type: none"> Fulfill IPP Goal 1, Objective 5 & Policies which provide <i>Education</i> Policies Require all development applicants in IDO be informed and made aware of IDO Create a Pamphlet Guide for IDO/IDP with FAQ Provide workshops to the public including Builders/Developers, Residents, etc.
Promotion	<ul style="list-style-type: none"> Fulfill IPP <i>Goal 1, Objective 5, Policies 5.3-5.5</i> which represent <i>Promotion</i> policies Highlight champions of infill and specific infill Case Studies Frame the IDO from a sustainability perspective Add infill questions to <i>Development Statement</i>.

Conclusion:

The vacant parcel rate within the IDO has not met the threshold to expand. The City should maintain the current IDO boundary and instead focus on development of a more effective Infill Development Program. Possible next steps include:

- Analyze the IDO for the number of underutilized parcels
- Reform IDO incentives
- Implement design standards

For detailed analysis, recommendations, and next steps please read the *Infill Development Overlay District Analysis & Assessment Report*.



Infill Development District Overlay Analysis & Assessment

CITY OF LAS CRUCES COMMUNITY DEVELOPMENT DEPARTMENT
PLANNING AND REVITALIZATION

ACKNOWLEDGEMENTS

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January 21, 2016

Infill Development Overlay District Analysis & Assessment

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Executive Summary:

This report provides an analysis and assessment of the Infill Development Overlay District (IDO), adopted in 1998 and amended in 2009. The IDO is an ordinance based on the Infill Policy Plan (IPP) adopted by resolution in 1998. City Councilors requested Community Development Staff analyze possible boundary changes to the IDO at a September 28, 2015 City Council Work Session. The boundary reconsideration presents an opportune time to analyze the IDO Boundaries and to reassess the IDO in its entirety which includes policy, process, goal and policy implementation outlined in the IPP, and the IDO's relationship to the Comprehensive Plan 2040. This report is divided into three parts: (I), (II), and (III).

Part I provides a general background of the IDO which looks at the timeline, policy and process of the IDO. Numerous maps provide detailed information on the IDO based on the 2008 & 2015 *Land Use Inventories*. The analysis reveals there are currently 537 vacant parcels within the IDO which represent 218 acres, 3.73% of the IDO is vacant. The vacancy rate represents a 12% increase in the number of vacant parcels since the 2008 *Land Use Inventory*, but a decrease in total vacant area from 250 to 218 acres, a 13% decrease within the IDO.

Part II considers IDO boundaries and provides a boundary analysis based on four scenarios: *no change*, *shifting outward*, *shifting westward*, and *shifting inward*. The *no change* analysis is based on the current IDO boundaries and recommends an emphasis on actual policy and process reform instead of shifting boundaries. The *outward analysis* considers shifting the IDO outwards in all directions based on the *Functional Classification Map* produced by the Mesilla Valley Metropolitan Planning Organization (MPO). As well, a third scenario is *shifting westward* based on the *Functional Classification Map*. The *shifting inward* analysis suggests utilizing the original Area 'A' outlined in the 1998 IPP. The IPP outlines a policy which states the boundary should not be shifted unless the Vacant Parcel rate within the IDO is less than 3%. The current Vacant Parcel rate is 3.73% as seen in *Part I*. **Community Development Staff recommend the City maintain the current IDO boundaries and instead emphasize policy and process reform to create a more effective Infill Development Program for the City.**

Part III is an assessment of the IDO policy and Process. The analysis breaks down the IDO policy and process based on five categories which include: IDP, Incentives, Monitoring/Database, Education, and Promotion. **Analysis reveals IDO implementation based on these five categories is lacking and there needs to be policy reform in order to create a more effective Infill Development Program.**

In conclusion, although the vacant parcel acreage within the IDO has decreased drastically since the 1998 IPP the vacancy parcel rate within the IDO has not met the threshold to expand. The City should maintain the current IDO boundaries and focus on the creation of a more effective Infill Development Program.

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PART I: BACKGROUND-INFILL DEVELOPMENT OVERLAY DISTRICT

1. General Background (Source: Art. V. Sec. 38-48 2001 Zoning Code):

1.1 Purpose:

According to Sec. 38-48 of the 2001 Zoning Code the purpose of the infill development overlay district is to implement land use and development policies as established in the infill policy plan. Specifically, the purpose of this overlay zone is to provide a streamlined review process for the development of vacant and underutilized parcels or those parcels ready for redevelopment within the urban core area of Las Cruces regardless of the property's zoning. The goal is to develop active uses that are compatible with surrounding land uses while promoting economic development in the central part of [the] city, in accordance with the comprehensive plan.

1.2 Definitions:

- *Infill parcel* - is defined as any vacant or underutilized tract, lot, or parcel of real property, including those parcels currently used for agricultural purposes, that falls within the infill area
- *Underutilized* - any tract, lot, or parcel of real property on which additional development or redevelopment may occur without significantly altering neighborhood character. A parcel may be considered underutilized for a number of reasons, including but not limited to:
 - Presence of a structure that has no active utility service;
 - Presence of a multi-unit commercial or residential structure with sustained high vacancy rates;
 - Undeveloped land area sufficient to construct an additional, non-accessory structure;
 - Land use that is less dense/intense than current zoning allows.
- *Vacant parcel* - any tract, lot, or parcel of real property that currently has no building on premises, but may contain utility, transportation, agricultural or other non-building structures (including but not limited to utility poles, alleys, garden plots).

1.3 List of Abbreviations

IPP – Infill Policy Plan

IDO - Infill Development Overlay District

IDP - Infill Development Process

Infill Development Overlay District Analysis & Assessment

IDPA - Infill Development Process with administrative approval only

IDPPZ - Infill Development Process with Planning & Zoning Commission approval

MPO - Mesilla Valley Metropolitan Planning Organization

SMO – South Mesquite Overlay District

1.4 Timeline

1985 - The Infill Concept mentioned for the first time in the 1985 Comprehensive Plan's Land Use Element third goal, "Undertake a coordinated and coherent effort to utilize vacant land within predominately developed sections of the Planning Area for urban development"

1991 - First established in the 1991 Subdivision Code:

- Purpose and intent of the Infill Subdivision procedure is to provide an efficient process to encourage the development of vacant properties within the central part of the City and to utilize existing infrastructure in a more cost effective manner
- Infill Area defined "...as the area bounded by Interstate 25, University Avenue, Valley Drive, Hoagland Road, and Three Crosses/North Main Street

1998 - Infill Policy Plan approved by City Council on January 1998 (Resolution No. 98-214)

- Purpose of the Infill Policy Plan was intended to provide guidelines and incentives for development of vacant and possibly underutilized parcels or those parcels ready for redevelopment within Las Cruces' urban core area, regardless of the property's zoning.
- Expanded Infill Policy beyond subdivision processes.
 - Permits
 - Zoning

1998 - An Ordinance Establishing Section 6.2J, Infill Development Overlay District, and Amending Portions of Sections 2.1, 2.4, 6.4, and 6.5 of the Las Cruces Zoning Code. This Amendment Proposes to Establish an Infill Development Overlay District and Implement the Infill Development Process. Submitted by the City of Las Cruces. (Ordinance No. 1678) The ordinance establishes a primary Infill Area 'A' and a secondary infill Area 'B.'

2009 - Las Cruces Municipal Code Sections, 37-141, 37-142, & 38-48 pertaining to Infill Development Amended to allow underutilized parcels within the designated Infill Area to utilize the Infill Development Process. (Ordinance No. 2519)

Infill Development Overlay District Analysis & Assessment

1.5 Overlay District Boundary:

The original boundaries for the *Infill Policy Plan* were formally adopted in 1991 as a part of the rewrite to the City's Subdivision Code. Today, the boundary within the *Infill Development Overlay District* is almost the same however, the Southern East-West border, initially, University Avenue is modified due to the adoption of the *University Avenue Corridor Overlay*. The boundaries are delineated by major transportation corridors in the City which include:

- Interstate Highway 25,
- The northern boundary of the University Avenue Corridor Overlay Zone,
- Valley Drive (NM Highways 188 & 185),
- Hoagland Road,
- Alameda Boulevard,
- Three Crosses Avenue, and
- North Main Street (U.S. Highway 70).

However, in the initial 1998 ordinance establishing the IDO. The ordinance mentions a two infill areas. Infill Area 'A,' and Infill Area 'B.' City Council opted for the larger infill Area and chose Area 'B.; However, the small Area, Area 'A' is referred to in greater detail in **Chapter 4:**

Boundary Analysis. Area 'A' is bounded by:

- Interstate Highway 25
- The northern boundary of the University Avenue Corridor Overlay
- Valley Drive (NM Highway 188 & 185),
- Hoagland Road
- Alameda Boulevard
- Three Crosses Avenue and
- North Main Street (U.S. Highway 70)

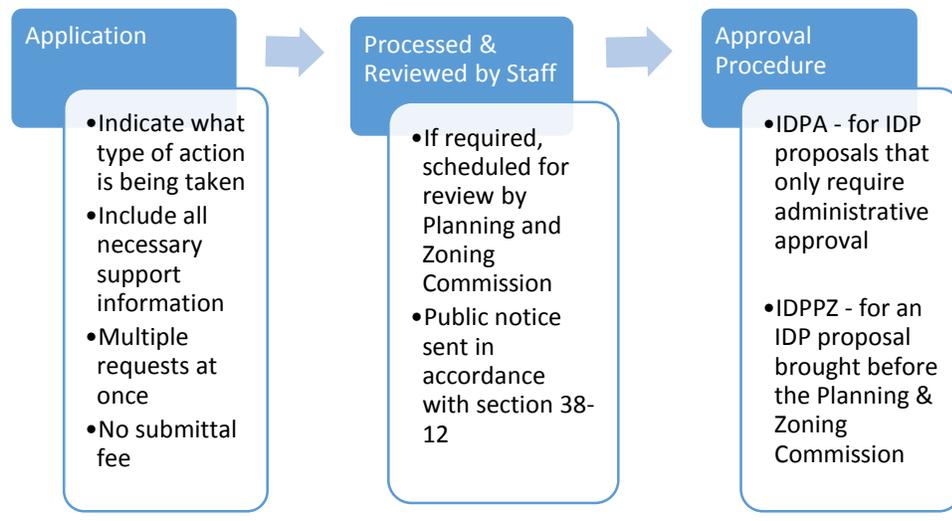
Infill Development Overlay District Analysis & Assessment

1.6 Infill Development Process (IDP):

The IDP is a streamlined development process for qualifying infill parcels and can be used for the following requests:

Variances, (including signs)	Special use permits	Planned unit developments (Including land uses not allowed in the parcel's existing zone)	Subdivisions (See City of Las Cruces Subdivision Code, Article V)
Building permits	Sign permits	Business registrations	Application Procedure

1.7 Application Procedure:



1.8 Incentives:

Expedited Permit Review	Waived Fees	Flexibility
<ul style="list-style-type: none"> • Review period of (3) working days • Single-family residential may be submitted over the counter 	<ul style="list-style-type: none"> • No submittal fee • No permit fees • All New Construction within the IDO waived excluding impact fees 	<ul style="list-style-type: none"> • In design • In use

Infill Development Overlay District Analysis & Assessment

2. Infill Overlay District Data & Maps:

2.1 Overview:

Chapter 2 presents a series of maps and tables which provide the background framework for the current state of the IDO. *Currently, this analysis only considers vacant parcels with no structures based on the City Land Use Inventory Database. Thus far, there is no analysis which considers agricultural lands or underutilized parcels.* This summary provides a brief description and issues/concerns for each map, table, and their contents.

Name	Description	Issue/Concerns
Map 2: IDO 2015 Vacant Parcels	Presents the total number of vacant parcels as defined by the LBCS codes.	-
Map 3: IDO Vacant Parcels, 2008 & 2015	Presents the number of vacant parcels based on the 2008 & 2015 Land Use Inventory	-
Map 4: City Owned Vacant Parcels, 2008 & 2015:	Compares the number of city-owned parcels based on the 2008 & 2015 Land Use Inventory	Possible use to demonstrate City Infill Project
Table 1: Vacant Parcels from 2008 & 2015	Provides Data on the Vacant Parcels and change from 2008 to 2015	-
Table 2: City-Owned Parcels	Provides Data on the Vacant Parcels and change from 2008 to 2015	Possible use to demonstrate City Infill Project
Map 5: Vacant Parcels by Council Districts	Breaks down the vacant parcels by council district.	Prioritize certain Council Districts over others
Table 3: Vacant Parcels by Council District	Provides Data on the Vacant Parcels by council district	-
Map 6: Special Zoning Districts Nearby	Provides information of the Special Zoning Districts within the IDO	Consider the relationship between IDO & Other Special Districts
Map 7: Historic Zoning Districts & Vacant Parcels	Shows vacant parcels within the two Historic Districts	IDO does not include SMO
Map 8: IDP Process Parcels since 2008	Data from MUNIS utilized to map all IDP Parcels	Helps to identify where infill is occurring

Infill Development Overlay District Analysis & Assessment

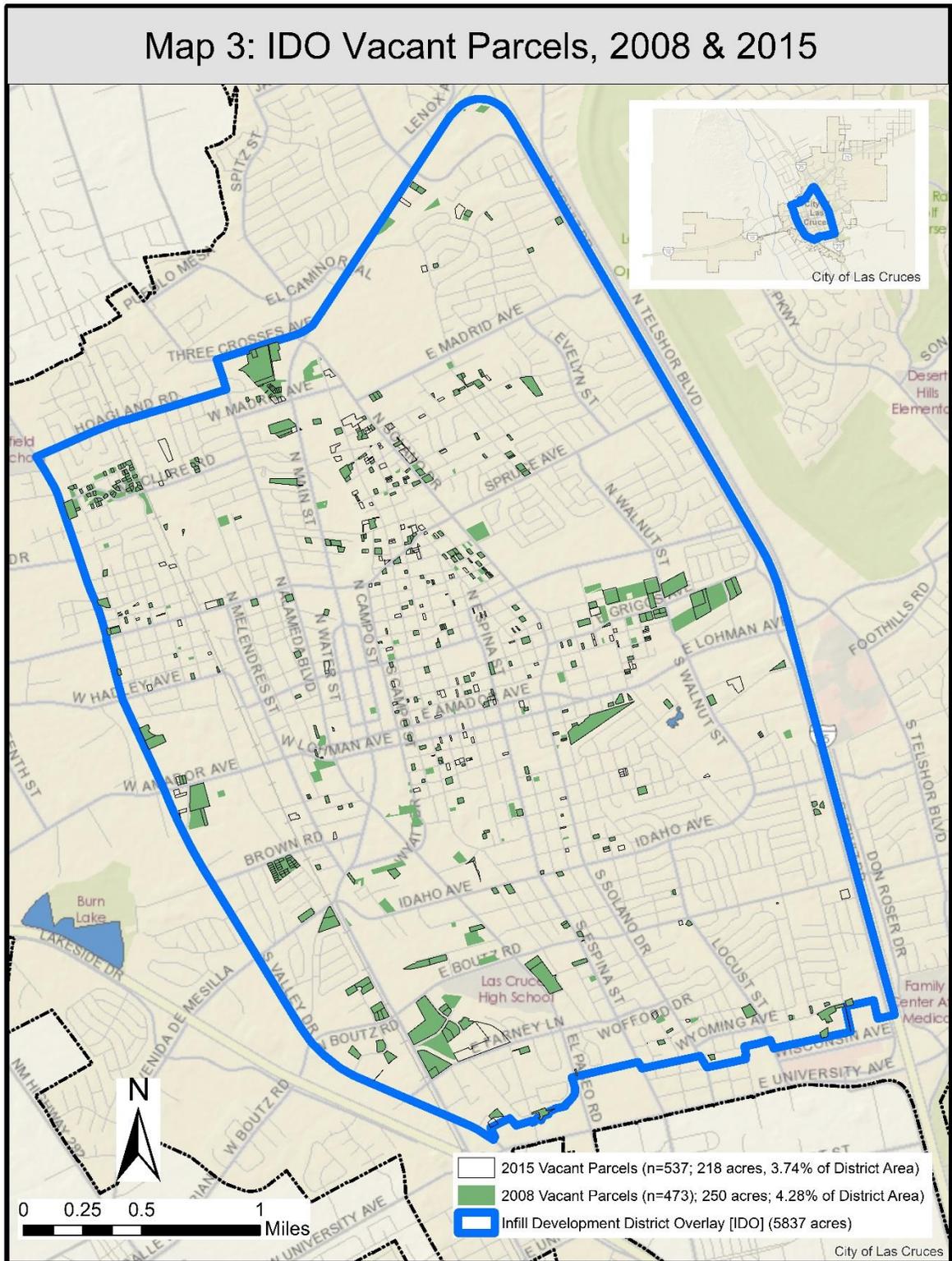
2.2 Maps & Tables

Map 2: IDO 2015 Vacant Parcels



Infill Development Overlay District Analysis & Assessment

Map 3: IDO Vacant Parcels, 2008 & 2015



Infill Development Overlay District Analysis & Assessment

Table 1: Vacant Parcels from 2008 & 2015

Vacant Parcels from 2008 & 2015				
Land Use Inventory	1997 (In IPP)	2008	2015	Percent Change 2008-2015
Infill Overlay Area (Acres)	5837			-
Number of Total Parcels (IDO)	12509	12679	12845	+1.31
Number of Vacant Parcels	672	473	537	+12
Vacant Area (Acres)	609.58	250	218	-12.8
Average Size (Acres)	-	0.53	0.41	-23
Minimum Size (Acres)	-	0.000052	0.00025	-
Maximum Size (Acres)	-	9.66	9.66	-
Percent of Total Area (%)	10.73	4.28	3.73	-13
South Mesquite Overlay District (SMO) [Excluded] (%)	-	-	3.54* <small>(n=69; 10.94 acres)</small>	-

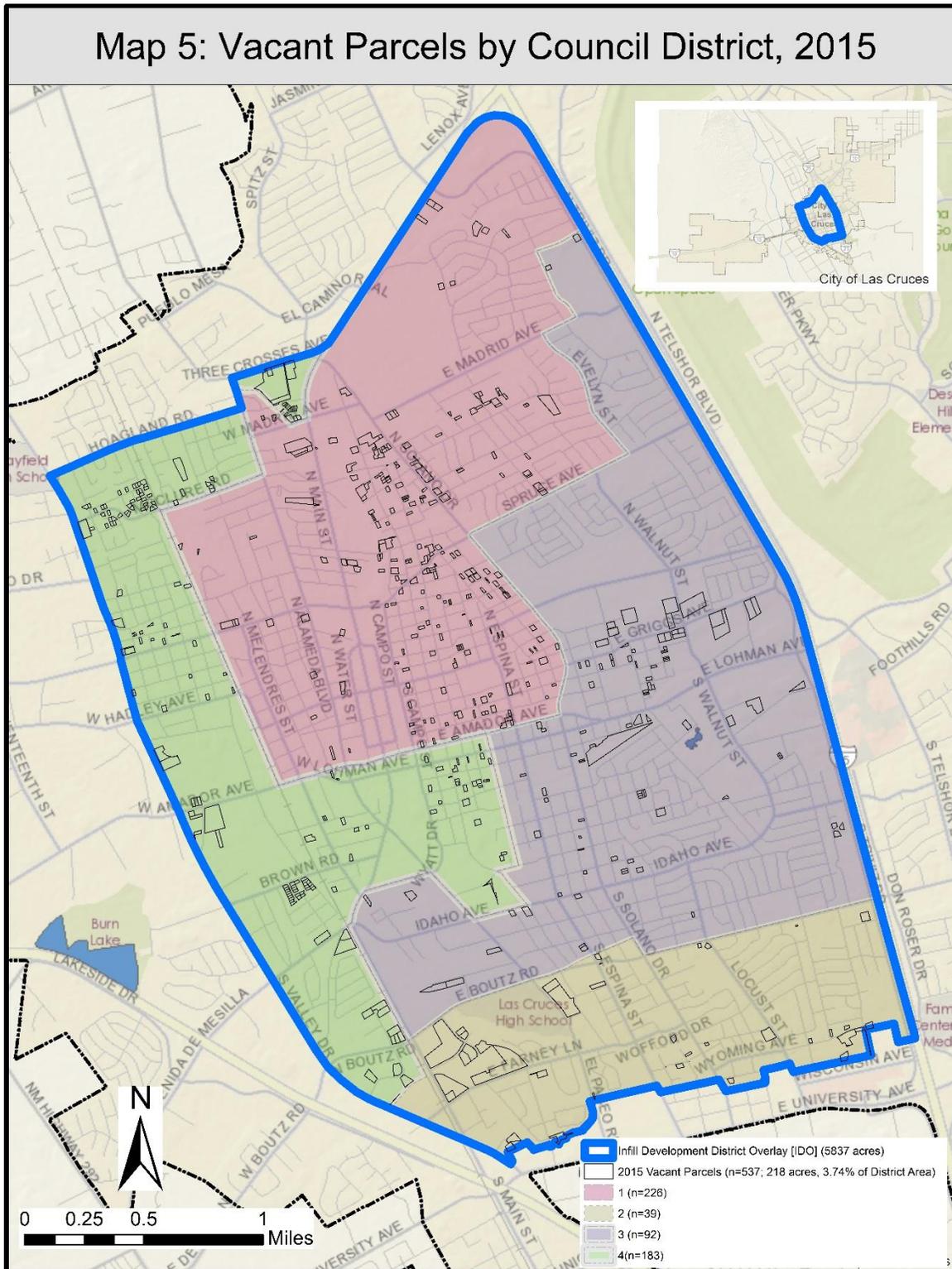
**If the SMO is excluded from the analysis than 3.54% of the IDO is still vacant land.*

Table 2: City-Owned Parcels

City-Owned Parcels				
Land Use Inventory	2000	2008	2015	Percent Change 2008-2015
Infill Overlay Area (Acres)	5837			-
Number of Total Parcels	No Data	12679	12845	+1.31
Number of Vacant Parcels		32	26	-18.75
Vacant Area (Acres)		26.7	12.72	-52.3
Average Size (Acres)		0.83	0.49	-41.0
Minimum Size (Acres)		0.00070	0.00025	-64.3
Maximum Size (Acres)		3.8	2.22	-41.6
Percent of Total Area (%)		0.46	0.45	-2.17

Infill Development Overlay District Analysis & Assessment

Map 5: Vacant Parcels by Council Districts



Infill Development Overlay District Analysis & Assessment

Table 3: Vacant Parcels by Council District

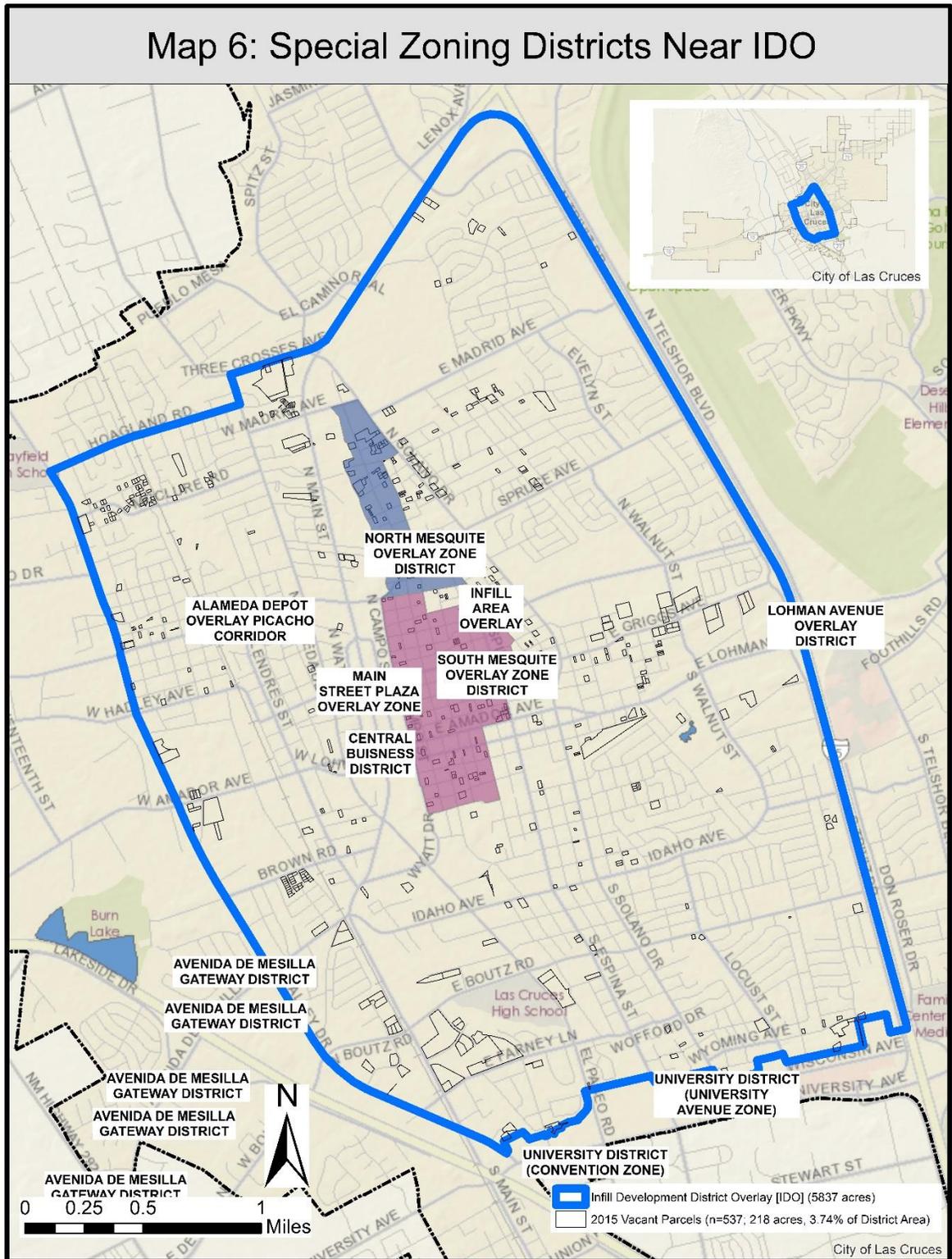
Council District	Parcels within Study Area			Vacant Parcels by District 2008			Vacant Parcels by District 2015			
	No.	Area (Acres)	% of Total	No.	Area (Acres)	% of Total within District	Number	Area (Acres)	%of District Area within IDO	%of Total IDO Area
#1	4420	1405	33.26	183	52.75	3.75%	226	58.86	4.13	1
#2	1836	642	13.81	36	44.16	6.88%	39	45.91	7.15	0.79
#3	4526	1538	34.05	94	75.19	4.89%	92	50.5	3.28	0.87
#4	2509	896	18.88	163	77.43	8.64%	183	62.45	6.97	1.07
#5	N/A*									
#6	N/A*									
Total	13291	4483	100	476	249.53	6.04%	539**	217.72	5.40	3.72

* Council District boundaries shifted since the 1997 Infill Policy Plan

** Parcels can cross Council Districts and therefore are counted more than once.

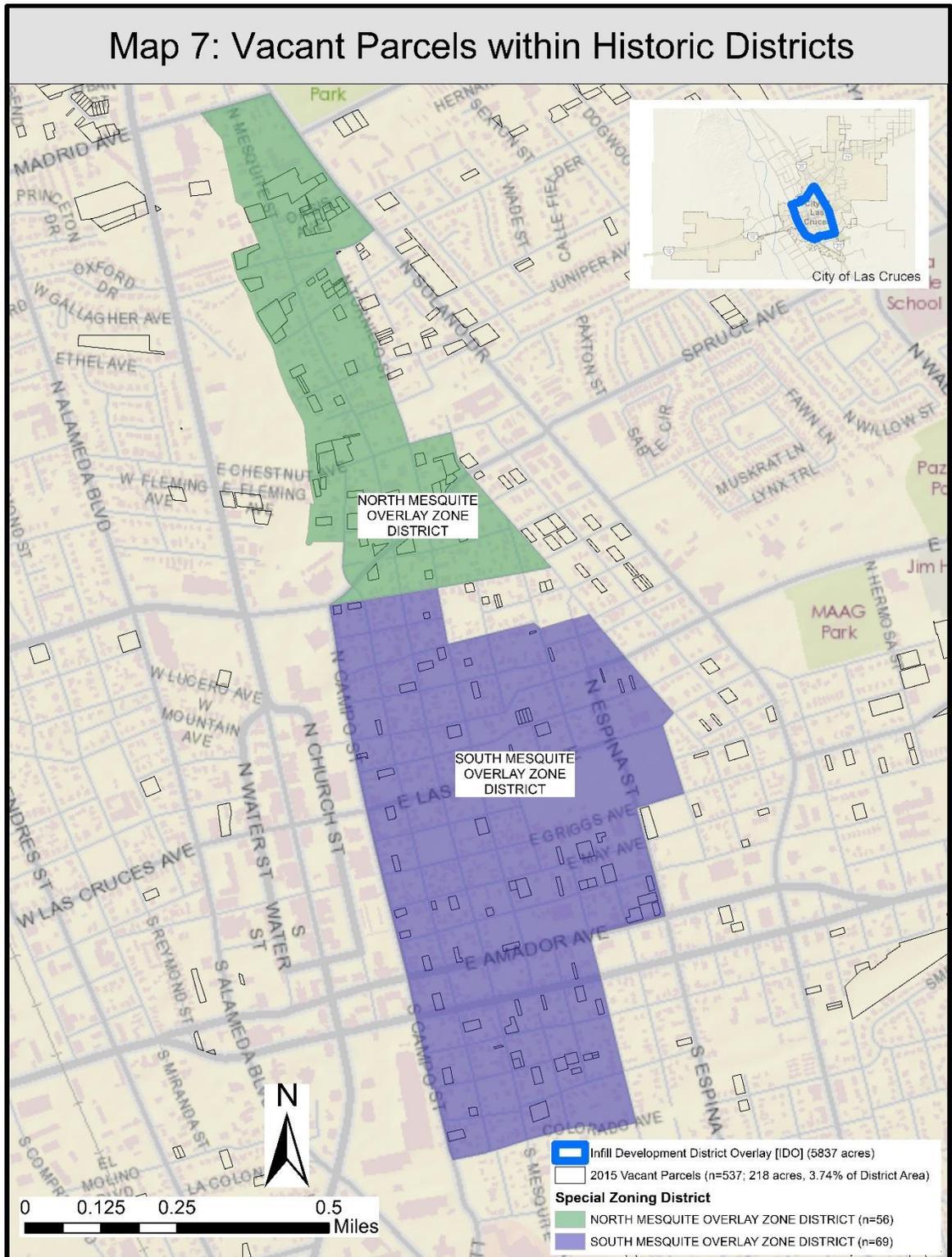
Infill Development Overlay District Analysis & Assessment

Map 6: Special Zoning Districts Nearby



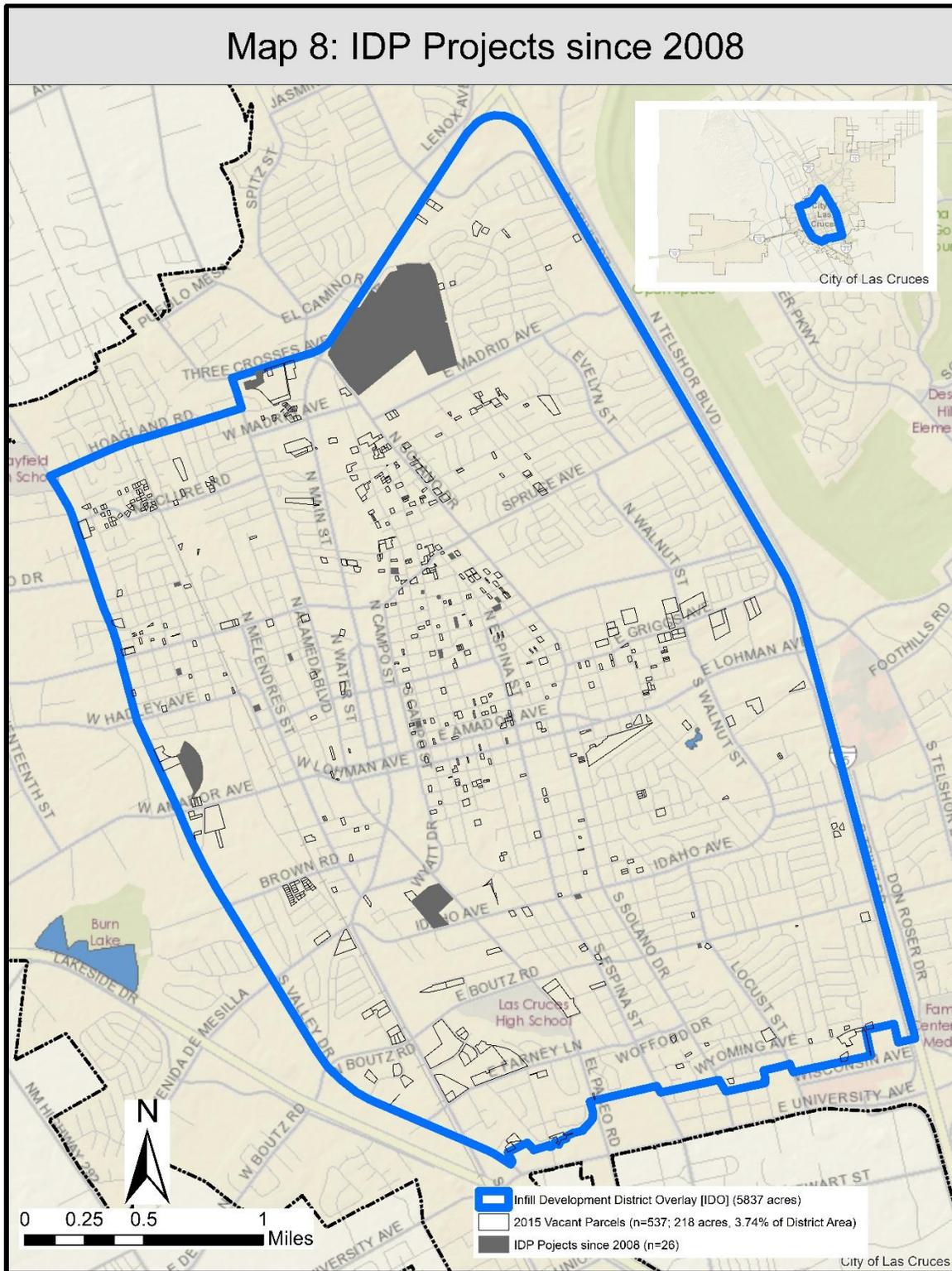
Infill Development Overlay District Analysis & Assessment

Map 7: Vacant Parcels Nearby



Infill Development Overlay District Analysis & Assessment

Map 8: IDP Process Parcels since 2008



PART II: BOUNDARY ANALYSIS

3. OVERVIEW:

Part II, Chapter 3 presents four options in regards to the IDO Boundaries which include: *no change, shifting outward, shifting westward, and shifting inward.*

3.1 Scenario 1: Maintain Boundaries

The IDO is clearly delineated by several Transportation Corridors and another overlay zone. These boundaries are clear and are easily identifiable within the City. **The IPP stipulates boundaries to the IDO should not be modified unless the vacancy rate within the IDO reaches three percent according to Goal 2, Objective 1, Policy 1.1. However, this policy refers to Infill Area 'A,' however, since Infill Area 'B' was formally adopted as the primary infill Area in the 2009 Ordinance we can utilize this IPP Policy as the criteria to shift the boundaries. The percentage of vacant parcels relative to the land area within the IDO is 3.73% (Table 1), therefore, the IDO boundaries should not be moved outward until the vacancy rate within the current IDO meets the three percent threshold. However, simply shifting the current IDO from the Roadway Centerline of the Current boundaries to run over the adjacent parcels could capture vacant parcels lying on the opposite side of the boundary.** As well, **Part III: IDO/IDP Policy & Process Analysis** provides discussion of the importance of maintaining the current IDO in order to concentrate development within the IDO and strengthen the community.

3.2 Scenario 2: Shift Boundaries

3.2.1 Outward

Map 4.1 reveals a general analysis of vacant parcels within a quarter mile, ½ mile, and a mile of the current IDO boundary. Shifting the IDO outward could deconcentrate development and provide transitional challenges for the City and Community to adapt. Two options have been identified to shift the IDO boundaries outward.

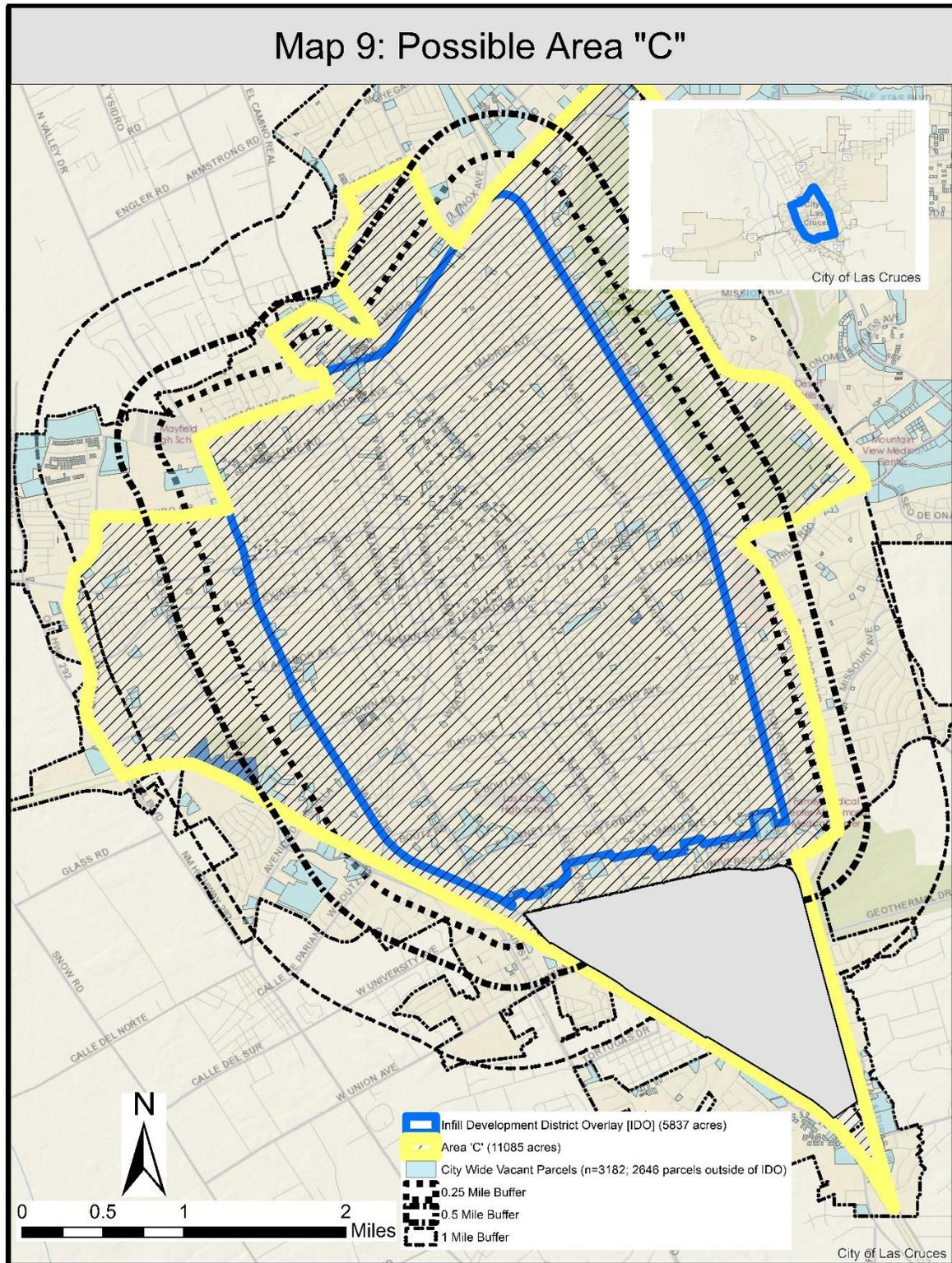
- **Option 1** - IPP Goal 2, Objective 1, Policy 1.3 provides guidelines to establish new boundaries. Utilizing the Mesilla Valley Metropolitan Planning Association (MPO) Functional Classification Map the new shifted IDO border is based on the nearest specified Functional Classification Road within a 0.25, 0.5, or 1-mile buffer of the current IDO. Map 9 provides an example of a potential Area 'C' which represents a new IDO boundary line. Map 10 shows the Area 'C' with the Functional Classification Map.

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- **Option 2** - This a general option which looks at the area lying just west of the Western most boundary of the current IDO along Valley Dr. *Map 11* shows a Possible extension of the IDO Westward along Valley Drive.

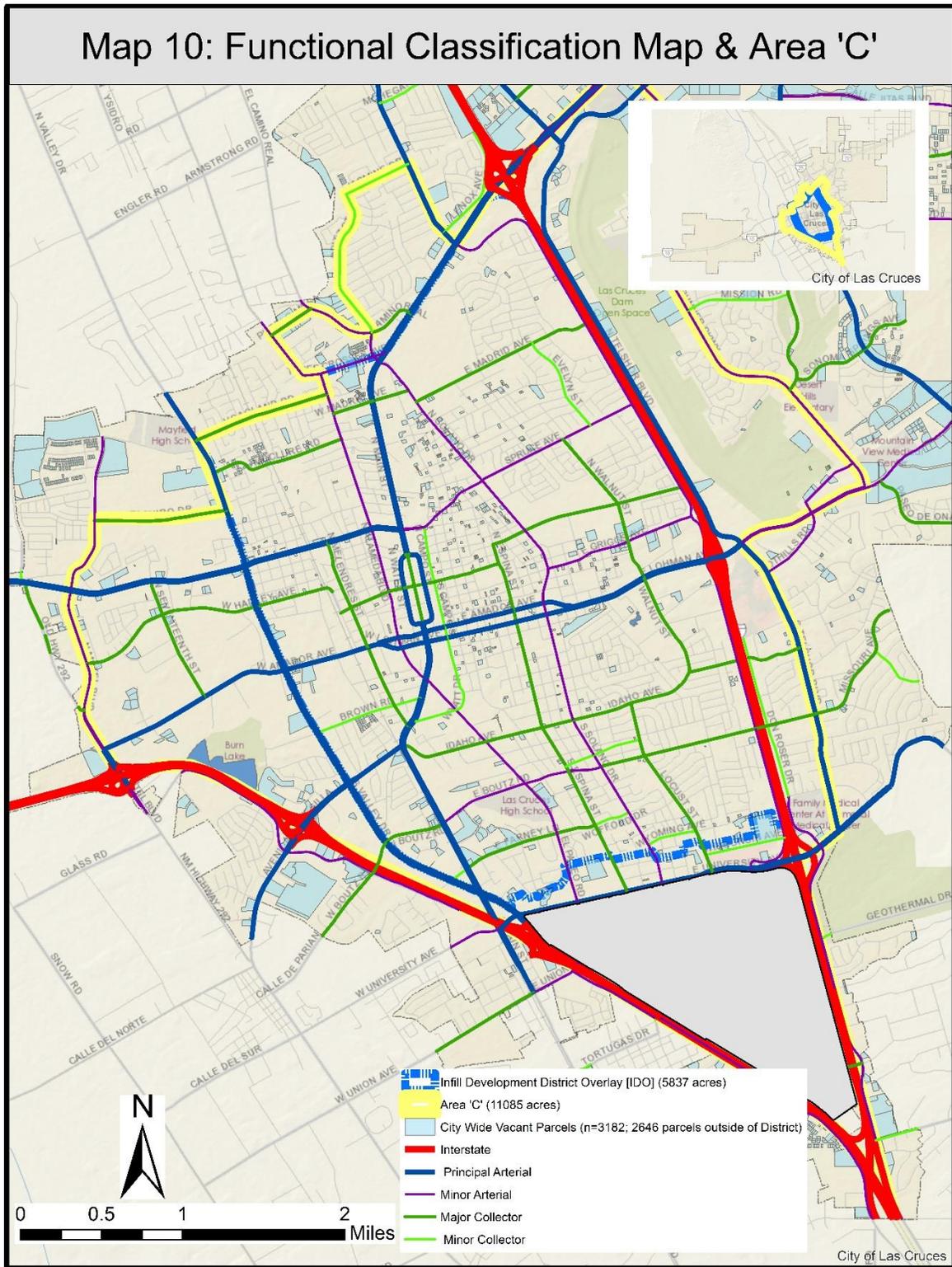
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Map 9: Possible Area 'C' for IDO



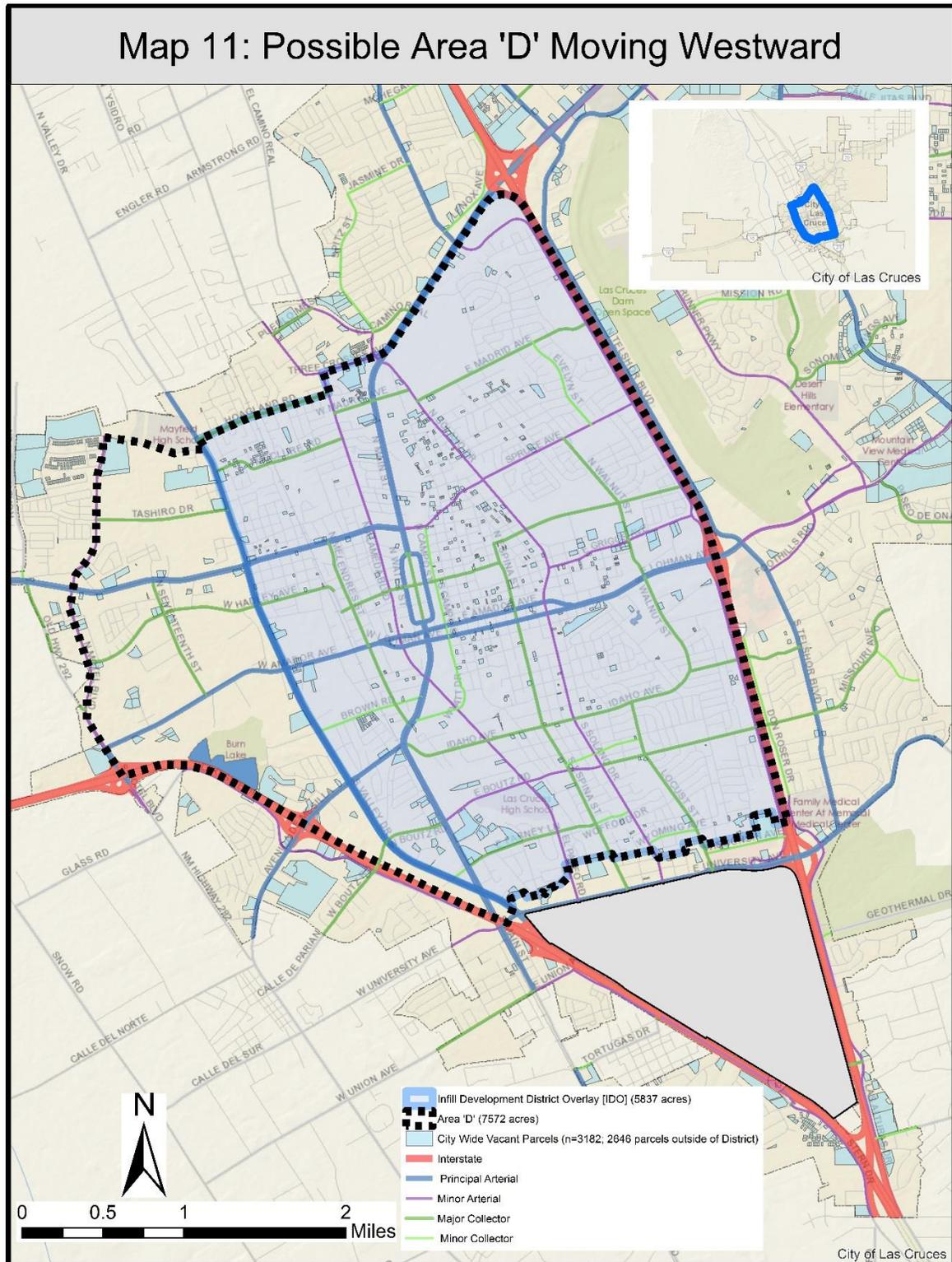
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Map 10: Functional Classification Map & Area 'C'



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Map 11: Possible Area 'D' Moving Westward



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Table 4: Possible Area 'D' Westward Expansion

Land Use Inventory	Area D (IDO +Area D Add-On)	Area D Add-On	IDO	City
Infill Overlay Area (Acres)	7472	1624	5837	48275
Number of Total Parcels	13777	925	12845	38061
Number of Vacant Parcels	590	51	537	3182
Vacant Area (Acres)	331	111	218	22665
Average Size (Acres)	-	2.19	0.41	7
Minimum Size (Acres)	-	0.04	0.00025	0.000000532
Maximum Size (Acres)	-	19.82	9.66	647
Percent of Total Area (%)	4.19	-	3.73	46.9
Building Permits (New Construction)	262	1*	261	4038

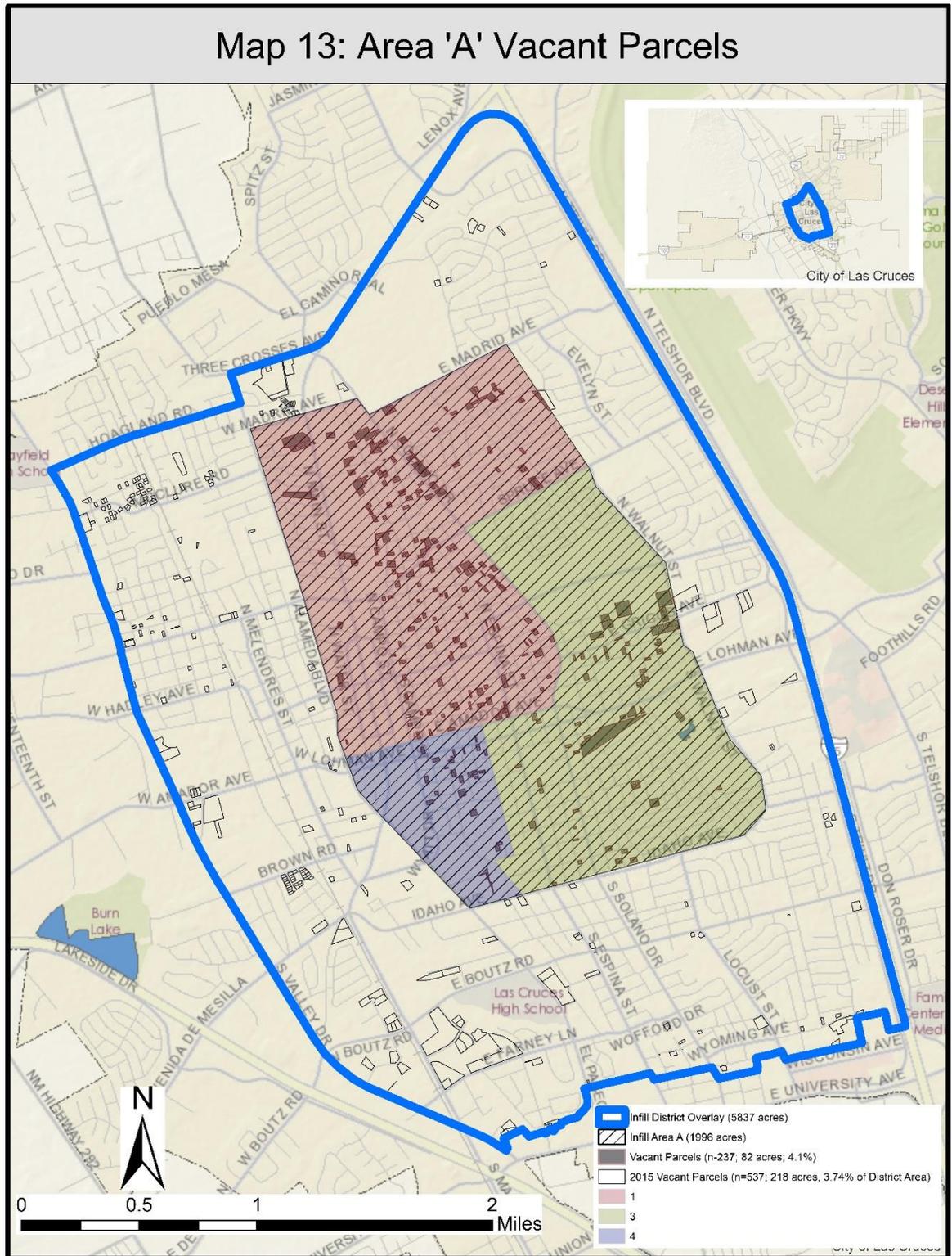
*One Commercial New Building Permit (34 other permit types)

3.2.2 Inward

The IPP outlines two infill areas, Area 'A' and Area 'B.' Area 'B' was adopted, however, Area 'A' presents a viable option to shift the boundaries inward and concentrate the IDO. *Map 13 IDO Area 'A' Vacant Parcels* present the possible inward shift to focus infill development in Area 'A.' Shifting the boundaries inward poses similar challenges to section 3.2.1. **Part III: IDO/IDP Policy & Process Analysis** provides an emphasis on enhancing the effectiveness of the IDO through policy and process instead of shifting boundaries outward or inward. This is perhaps a better option than shifting IDO boundaries inward.

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Map 13: IDO Area 'A' Vacant Parcels



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Table 5: Area 'A' Analysis

Land Use Inventory	2015 Area A	2015 Area B	City
Infill Overlay Area (Acres)	1996	5837	49275* (43788)**
Number of Total Parcels	12679	12845	38061
Number of Vacant Parcels	297	536	3182
Area (Acres)	82	218	22666
Average Size (Acres)	0.275	0.41	7.12
Minimum Size (Acres)	0.00235	0.00025	5.32e-5
Maximum Size (Acres)	8.05	9.66	648
Percent of Total Area (%)	4.1	3.73	45.9

*Municipal Area Boundaries Total Area **Total Parcel Acreage

Table 6: Shifting Boundary Scenarios Advantages/Disadvantages

Scenario	Advantages:	Disadvantages:
Scenario 1: No Change		
No Change	<ul style="list-style-type: none"> • No work necessary • Current boundaries are easily delineated • Follows IPP <i>Goal 2, Objective 1, Policy 1.1</i> Guidelines • Can focus instead on the Policy/Process of the IDO 	<ul style="list-style-type: none"> • Disadvantage to vacant parcels outside of the IDO and new boundary border • Current boundary does not include SMO
Scenario 2: Move IDO Boundaries		
Move Outward	<ul style="list-style-type: none"> • Promotes more infill development within the City 	<ul style="list-style-type: none"> • Administrative challenges • Dilutes the power of the IDO
Option 1: Shift boundary Outward in All Directions, Create Area 'C'	<ul style="list-style-type: none"> • Promotes further infill development equally across entire City 	<ul style="list-style-type: none"> • Deconcentrates infill development. • Issues with property owners along other boundaries.
Option 2: Shift boundary West of Valley Dr., Create Area 'D'	<ul style="list-style-type: none"> • Concentrates further infill development in small area west of Valley Dr. 	<ul style="list-style-type: none"> • Deconcentrates infill development. • Issues with property owners along other boundaries.
Move Inward	<ul style="list-style-type: none"> • Concentrates infill development within the City • Area 'A' already defined 	<ul style="list-style-type: none"> • Administrative challenges

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	<ul style="list-style-type: none"> • Could be easier to administer • Cohesion with Policy & Process reform could reveal great results in Infill Development 	<ul style="list-style-type: none"> • Possible issues with parcels/community within current IDO • Large Area & SMO Excluded
<i>Defining new boundary</i>		
<i>Option 1: Using boundary defined by GIS buffer</i>	<ul style="list-style-type: none"> • Easy to produce new buffer boundary • Not easy to contest GIS DATA 	<ul style="list-style-type: none"> • Administrative challenges • Buffer can cut through properties
<i>Option 2: Utilize existing road and transportation corridors</i>	<ul style="list-style-type: none"> • Roads already present • Physical boundary • Utilize <i>MPO Functional Classification Map</i> 	<ul style="list-style-type: none"> • Administrative challenges • Difficult choices • Possible issues with adjacent property owners/community

3.3 Recommendation

The current vacant parcel rate within the IDO is higher than the shifting guideline vacant parcels threshold outlined in the IPP. Maintain the current IDO boundary and concentrate on policy and process reform of the IDO outlined in *Part III*.

PART III: IDO/IDP Policy & Process Analysis:

4. OVERVIEW:

Part III, Chapter 4 provides an overall assessment of the IDO ordinance and implementation. This Chapter is an analysis of the various elements that constitute the IDO ordinance. This analysis looks at the ordinance based on several themes which include:

- IDP Process
- Incentives
- Monitoring
- Education
- Promotion

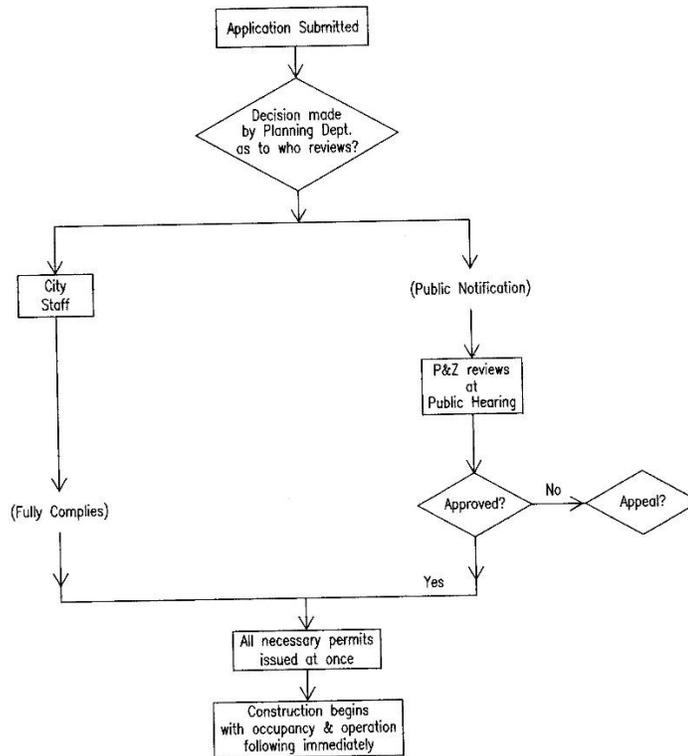
4.1 IDP Process

The IDP is unique to the IDO. The process, outlined in *Sec. 38-48* provides expedited review and flexibility for all IDO applicants. However, the process is not easily differentiated from the regular permitting process. All new construction projects within the IDO have their fees waived, however, there is no distinction on whether or not new construction within the IDO utilized the IDP Process. Essentially, an interested party must choose to utilize the IDP process however, this is not necessary if there are no changes needed (i.e. variances to the property.) Therefore, there is no real incentive to choose to complete the IDP. Use of the IDP should be monitored more thoroughly and all projects occurring within the IDO catalogued not solely on whether or not they use IDP, but if they are infill development. *Figure 1* provides the IDP process outlined in the IPP.

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Figure 8

INFILL DEVELOPMENT PROCESS (IDP)



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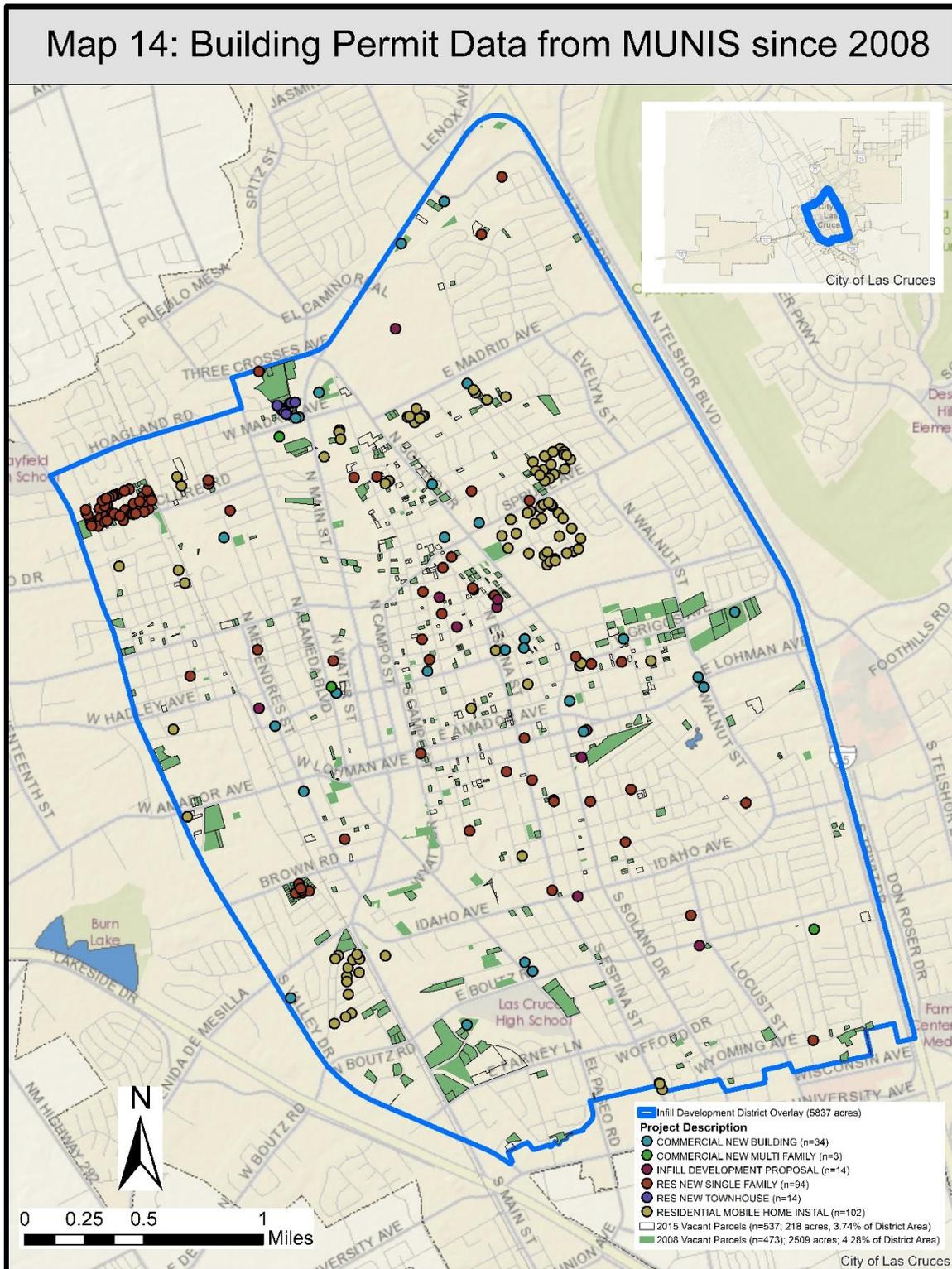
Figure 1: IDP Process

4.2 Incentives:

Incentives within the IDO are based on expedited review, waived permit fees, and flexibility in design & use. These incentives can be problematic, in particular, expedited P & Z review. *Map 14* shows waived permit fees within the IDO for all new construction however, this does not imply the project utilized the IDP. Currently, the incentives for the IDO are weak and not very transparent. The only mention of these incentives is within the IDO ordinance itself. Nowhere are the incentives published for easy accessibility by developers and applicable parties. *Chapter 6 Staff Recommendations & Next Steps* sections provides further considerations to create a more robust incentives program for the IDO. Hard incentives are the key toward a more robust Infill Development Policy that considers quality of life and sustainability for the citizens of Las Cruces.

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Maps 14: New Construction Permits in the IDO (2008-2015)



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Table 7: Infill Development Related Permits

Infill Development Related Permits			
	IDO	CLC	IDO Percentage of Total (%)
Total Area (Acres)	5837	49275	11.84%
Number of Total Parcels	12845	38061	33.74
Number of Vacant Parcels	536	3182	16.84
Number of Permits	12105	51388	23.6
Number of 'New Construction' Permits	261	3437	7.60

Table 8: Infill Development Related Permits (2008-2015)

Infill Development Related Permits (2008-2015)									
Project Description	Number of Permits	2008	2009	2010	2011	2012	2013	2014	2015
Residential New Single Family	94	10	16	15	18	12	9	10	4
Residential New Townhouse	14						14		
Commercial New Building	34	9	4	5	5	3	2	4	2
Commercial New Multi Family	3	1	1			1			
Infill Development Proposal	14	1		5		1		5	2
Residential Mobile Home Installation	102	10	6	18	15	16	15	9	13
Total	261	30	28	43	38	32	41	28	21

4.3 Monitoring:

Currently, the IDO can be found in the 2001 Zoning Code as well in the City Muni Code Database, as a formal Access Database and currently in MUNIS. Infill Development should not be tracked simply on whether or not the IDP is utilized, but as actual infill. For instance, all new construction which occurs within the IDO is not recorded unless it requires the IDP. The City should champion all infill development projects within the IDO and maintain a robust database. The *Development Statement* for all Projects should provide a question related to infill development. Development activity within the IDO should be monitored to the fullest extent possible in order to maintain a dynamic database which facilitates incentives programs, education, and the promotion of the IDO. As well, a strong database will facilitate reassessment of the IDO every 3-5 years. Monitoring reform should consider *Goal 1, Objective 2 of the IPP*

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which emphasizes the need for a GIS Database solely dedicated to infill development as well as surveys of property owners with infill parcels.

4.4 Education:

Education is a major concern in regards to the implementation and the policy and processes associated with the IDO. The *IPP Goal 1, Objective 5* stipulates the establishment of procedures to educate the public about the IDO and infill development. Policies 5.1-5.5 outline specific actions that have not been achieved therefore it is necessary to reassess and prioritize IDO education. The City should consider a comprehensive education program with City staff as well as with local community members such as builders/developers and residents. All project applications and requests that occur within the IDO should be educated on the IDO purpose and process.

4.5 Promotion

Promotion of the IDO is weak. Promotion is outlined in the IPP under *Goal 1, Objective 5, Policies 5.3-5.5*. Promotion includes media campaigns as well as face to face notification of property owners. There are endless solutions to enhance the promotion of the IDO & IDP process.

4.6 Table 9: Summary Table

Process:	Issue:	Recommendation:
<i>Infill Development Process (IDP)</i>	The IDP exists, but is not clear and does little to distinguish itself.	<ul style="list-style-type: none"> • Clarify the IDP • Differentiate IDP from the regular permitting process • Differentiate projects which undergo IDP from new construction projects in IDO • Consider an IDP process for specific development types such as New Buildings • Clarify the role and authority of Staff, Development Review Committee, and Planning and Zoning Commission
<i>Incentives</i>	Incentives include expedited review, waived permit fees, and flexibility in design & use. No monetary incentive. Incentives not well published.	<ul style="list-style-type: none"> • Conduct financial analysis of money saved developing in IDO versus outside • Provide more transparent information on incentives (See <i>Education</i> section.) • Provide hard financial incentives
<i>Monitoring/D atabase</i>	Lack of overall monitoring of the <i>IDO</i> .	<ul style="list-style-type: none"> • Monitor all projects within the IDO • Create more robust database

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		<ul style="list-style-type: none"> • Follow <i>Goal 1, Objective 2 of the IPP</i> which outlines <i>Monitoring</i>
Education	Lack of education on IDO & IDP.	<ul style="list-style-type: none"> • Fulfill IPP Goal 1, Objective 5 & Policies which provide <i>Education</i> Policies • Require all development applicants in IDO be informed and made aware of IDO • Create a Pamphlet Guide for IDO/IDP with FAQ • Provide workshops to the public including Builders/Developers, Residents, etc.
Promotion	IDO not necessarily well known in the community.	<ul style="list-style-type: none"> • Fulfill IPP <i>Goal 1, Objective 5, Policies 5.3-5.5</i> which represent <i>Promotion</i> policies • Highlight champions of infill and specific infill Case Studies • Frame the IDO from a sustainability perspective • Add infill questions to <i>Development Statement</i>.

SUMMARY & CONCLUSION

5. Table 10: Summary Analysis Options Advantages/Disadvantages:

Options:		
Boundary Analysis		
Option:	Advantages:	Disadvantages:
Option 1: Maintain IDO Boundaries	<ul style="list-style-type: none"> No administrative challenges Focus on <i>Chapter 4, Policy & Process</i> Adheres to IPP <i>Goal 2, Objective 1, Policy 1.1</i> 	<ul style="list-style-type: none"> Exclusive
Option 2: Expand IDO Boundaries	<ul style="list-style-type: none"> Promotes more infill development throughout City. Allows property owners adjacent to IDO to benefit 	<ul style="list-style-type: none"> Administrative challenges. Possibly NIMBYism Deconcentrates development Ignores IPP <i>Goal 2, Objective 1, Policy 1.1</i>
Option 3: Shrink IDO Boundaries	<ul style="list-style-type: none"> Concentrates development Focus on <i>Chapter 4, Policy & Process</i> Emphasize Downtown Vitalization 	<ul style="list-style-type: none"> Administrative challenges. Issues with development of the area between Area 'A' and Area 'B'
IDO/IDP Policies & Process Analysis		
Option 1: Maintain current Policy & Process	<ul style="list-style-type: none"> Avoid challenges associated with change Focus on Boundary shift Easy to maintain 	<ul style="list-style-type: none"> Does not lead to an effective policy.
Option 2: Reform Policy & Process	<p>Can lead to:</p> <ul style="list-style-type: none"> More robust policy. Increased sustainability Reduced City infrastructure expenditures Increased density. 	<ul style="list-style-type: none"> Administrative challenges. Possibly NIMBYism

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6. Staff Recommendation & Next Steps:

6.1 Final Recommendation

Based on the Boundary & Infill Policy & Process analyses Community Development staff recommend the City maintain the current IDO boundaries and instead focus on reform of the current Infill Development Policy and Processes. An emphasis on policy and process reform will allow the City to promote quality of life through the promotion of sustainable infill development.

Further investigations are recommended in order to access City funds saved from the use and implementation of a more developed Infill Development Policy. Analyze and focus on the feasibility of a more comprehensive incentives program. As well, consider the relationship between Staff, the Development Review Team, & the Planning and Zoning Commission authority to review projects. The results of these investigations can be advantageous to begin discussions with the Comprehensive Plan Interdepartmental Working Group as well as specific discussions with Parks and Recreation, Legal, and Finance as to the feasibility of a more expansive incentives program for Infill Development.

6.2 Next Steps/Things to Consider

- Conduct further analysis of IDO based on 1998 IPP Analysis
- Measure the number of underutilized parcels within the City
- Discuss relationship between Historic Zoning Districts and IDO. Complete possible amendment to exclude SMO.
- Consider reform and development of IDO incentives:
 - Review incentives programs from other Cities
 - Provide analysis of City's Impact fees and compare between development inside and outside IDO
 - Begin discussion with Comprehensive Plan Interdepartmental working
 - Consider tiered incentives program
 - Consider floating incentives program
- Review infill precedent from other Cities in Policy & Process
- Consider IPP *Goal 2, Objective 3* and the implementation of Design Standards/Modules

7. Conclusion

The 1998 IPP and the IDO provide a great opportunity to promote Infill Development within the City of Las Cruces, however, the implementation of the IDO through Process and Policy is weak and not well understood within the City and the community. Instead of focusing on shifting the boundaries for the IDO the City should reform the implementation of the IDO in order to promote quality of life and policies outlined in the Comprehensive Plan 2040.

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City of Las Cruces. Las Cruces Municipal Code. *Infill Development Overlay District-Ordinance No. 1678*. June, 1998. Print.

City of Las Cruces. Las Cruces Municipal Code. *Infill Policy Plan-Resolution No. 98-214*. January, 1998. Print.

City of Las Cruces. Las Cruces Municipal Code. *Underutilized Parcels-Ordinance No. 2519*. May, 2009. Print.

City of Las Cruces MUNIS

City of Tucson. Planning & Development Services. *Infill Incentive District*. May 2015. Web. 15 December 2015. <<https://www.tucsonaz.gov/pdsd/news/infill-incentive-district>>

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APPENDIX

1.) Data Sources

Feature Class:	Methodology:	Source:	GIS Query	Issues
0.25 Mile Buffer	Utilized 'Buffer' tool to create a 0.25-mile buffer around the IDO Feature Class	<i>Self-created</i>	-	-
1 Mile Buffer	Utilized 'Buffer' tool to create a 1-mile buffer around the IDO Feature Class	<i>Self-created</i>	-	-
2015 Vacant Parcels	<i>Selected from GIS Database and queried vacant parcels based on LBCS codes</i>	<i>PRODUCTION.DBO.Land UseCurrent</i>	ACTIV_100 = 9990 AND (STRUCTURE = 9000 OR STRUCTURE = 9200) AND (SITE = 1000 OR SITE = 2000 OR SITE = 2100)	Constantly changing. Cannot reveal underutilized parcels.
2008 Vacant Parcels	<i>Selected from GIS Database and queried vacant parcels based on LBCS codes</i>	<i>H:\Community Development\Neighborhood Services\PLANNING\Data Development</i>	FUNCTION = 9990 AND (STRUCTURE = 9000 OR STRUCTURE = 9200) AND (SITE = 1000 OR SITE = 2000 OR SITE = 2100)	Cannot reveal underutilized parcels.
Basemaps/LCB asemap_State Plane	-	<i>ArcGIS Map Service</i>	-	-
City Owned Parcels 2015	Utilized 2015 Vacant Parcels data and queried City owned property based on ownership LBCS codes	<i>PRODUCTION.DBO.Land UseCurrent</i>	"OWNERSHIP" = 4100	-
City Owned Parcels 2008	Utilized 2008 Vacant Parcels data and queried City owned	<i>See 2008 Vacant Parcels</i>	"OWNERSHIP" = 4100	Cannot reveal underutilized parcels.

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	property based on ownership LBCS codes			
Council Districts	Clipped feature class to IDO. Intersected clipped feature class with 2015 Vacant Parcels.	<i>PRODUCTION.DBO.ElectionAdministration</i>	N/A	-
IDP Projects since 2009	Geocoded feature class based on IDP Munis database	<i>Self-created</i>	N/A	
Infill Development Overlay District	Selected from GIS Database and symbolized.	<i>PRODUCTION.DBO.SpecialZoneOverlay</i>	-	-
Municipal Boundaries	Selected to provide context for Buffer Zones	<i>PRODUCTION.DBO.MunicipalBoundary</i>	-	-
Permits	Clipped Permits feature class to the IDO. Queried all new construction.	<i>PRODUCTION.DBO.Permits</i>	<i>PI_Master_a_project = 'CB05' OR PI_Master_a_project = 'RB05' OR PI_Master_a_project = 'CB50' OR PI_Master_a_project = 'RB10' OR PI_Master_a_project = 'RB30' OR PI_Master_a_project = 'Z050'</i>	
Zone 'A'	Drawn feature class based on 1998 IDO Ordinance boundary specifications.	<i>Self-created</i>	-	Drawn based on 1998 Ordinance. Area adjacent to border specifications might be contentious.
Zone 'C'	Drawn feature class based on possible road boundaries.	<i>Self-created</i>	-	Simply a 'could-be' scenario.

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Zone 'D'	Drawn feature class based on possible road boundaries.	<i>Self-created</i>		Simply a 'could-be' scenario.
Zoning Districts	Clipped Zoning Districts feature class to the IDO. Intersected with 2015 Vacant Parcels	<i>PRODUCTION.DBO.ZoningDistrict</i>		Created duplicate vacant parcels if parcel extended across Zoning Districts or held more than one Zoning District Classification.

2.) IDP Cases from MUNIS & Access Database since 1999

Application Ref	Location	Subdivision	Owner	App Status	Application Recv'd
IDP-01	1530 SACRAMENTO STREET		CHARLIE SANCHEZ	APPROVED	1/21/1999
IDP-02	WILLOW AND ELDER		MVHFH	APPROVED	5/12/1999
IDP-03	1021 E AMADOR		TAR VENTURES (GRADY OXFORD)	APPROVED	3/10/2000
IDP-05	BOWMAN		THURSTON EQUITY CORP	APPROVED	12/1/2000
IDP-06	201 S SOLANO		TAR VENTURES	APPROVED	5/4/2001
IDP-07	ORGAN & DONA ANA ST		KEN THURSTON	APPROVED	5/31/2001
IDP-08	SE CORNER LAS CRUCES & DONA ANA		MIKE MADRID & STEVE BARELA	APPROVED	7/4/2001
IDP-09	401 GARCIA		LIMITED TO 1981 O-1 USES	APPROVED	10/8/2001
IDP-10	LOT 2, CHISHOLM SUBDIVISION				2/19/2002
IDP-11	2341 ENTRADA DEL SOL		NANCY BATES	APPROVED	5/7/2002
IDP-12	2448 E. MISSOURI		PAUL D QUEEN	APPROVED	5/7/2002

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IDP-15	LOTS 10-14, BLOCK 13, VALLEY VIEW ADDITION (ESPINA)				4/15/2003
IDP-20	260 AVENIDA DE MESILLA		HENRY & MARTHA HEWITT		8/5/2004
IDP-21	720 SANTA FE		MV HABITAT FOR HUMANITY		9/9/2004
IDP-22	CORNER OF LOCUS ST. & SPRUCE AVE.		STEVE & GRACIE AGUIRRE		1/10/2005
IDP-23	2448 MISSOURI ST.		CROWN VENTURES INC.		2/7/2005
IDP-24	NE CORNER OF SEXTON & MULBERRY		MARK SPIESS	APPROVAL	9/28/2005
IDP-25	NW CORNER OF ESPANOLA & KANSAS		S & S DEVELOPMENT	APPROVAL	11/7/2005
IDP-26	748 OASIS		DANIEL FERRALEZ	PENDING	2/3/2006
IDP-27	809 & 813 PINON		MESILLA VALLEY HABITAT FOR HUMANITY	APPROVED	5/18/2006
IDP-28	PALM AVENUE		CRUCES INVESTMENT PROPERTIES LLC	DENIED	6/13/2006
IDP-29	1680 (formerly 1700) E MISSOURI AVENUE		TAWFIQ HINDASH / ADEL KSEIBI	APPROVED	12/14/2006
IDP-30	837 N ARMIJO		TIM CURRY	PENDING	5/21/2007
IDP-31	901 RIO GRANDE ST		CF PROPERTIES, LLC	APPROVED	8/29/2007
IDP-32	ELDER STREET - NORTH OF MULBERRY		MARK LAMBERT/GARY A. SANDLER		11/5/2007
IDP-34	630 S. ESPANOLA		ADAN SANCHEZ	APPROVED	4/1/2008
IDP-35	840 FIR AVE	COXS SECOND SUBDIVI SION	REYES HENRY	ACTIVE	6/2/2008

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IDP-34	630 ESPANOLA ST	GRANDVIEW SUBDIVISION	SANCHEZ ADAN & MARIA E	COMPLETE	2/20/2009
IDP-035	907 E LOHMAN AVE	GRANDVIEW SUBDIVISION	BULGER ENTERPRISES LTD PARTNERSHIP	WITHDRAWN	6/1/2009
IDP-36	602 HADLEY	COXS THIRD SUBDIVISION	SANCHEZ HARRY JAMES	COMPLETE	8/25/2009
IDP-37	824 E PICACHO AVE	COXS FIRST SUB	CLC MISC	COMPLETE	10/9/2009
IDP-38	724 W COURT AVE	NEW MEXICO TOWN CO SUB	CASILLAS VICTOR	ACTIVE	1/12/2010
IDP-39	1680 E GRIGGS AVE	GRAMM ERCY PARK	MARTINEZ JOSE LUIS AND HAYDEE L	ACTIVE	1/19/2010
IDP-40	819 FIR AVE	COXS SECOND SUBDIVISION	SALVADOR URIAS AND KAREN BARLOW	COMPLETE	3/22/2010
IDP-41	225 THREE CROSSES AVE	THREE CROSSES AVENUE SUBDIVISION	MAZZA PETE AND VICKY K	COMPLETE	5/11/2010

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IDP-42	725 N SANTA FE ST	COXS FIRST SUB	RIOS ARTURO A	COMPLETE	5/24/2010
IDP-43	1040 BROWNLEE AVE	PALMER' S SUBDIVI SION	HURLBURT CONSTRUCTION LLC	COMPLETE	8/20/2010
IDP-44	640 E PICACHO AVE	COUNTY ASSESSO RS PLAT 2	CRUZ MICHAEL L AND JANET A	COMPLETE	12/6/2010
IDP-45	1550 N MESQUITE AVE	BELLA VISTA	TIERRA DEL SOL HOUSING CORPORATION	COMPLETE	1/10/2011
IDP-46	1118 N CAMPO ST	ORIGINA L TOWNSI TE	MOTT KATE & SARAH MCKENNA	COMPLETE	10/26/2011
IDP-12-01	UNDEFINED	BRANIGA N TRACTS #1	CALCOT LTD	ACTIVE	12/13/2012
IDP-13-01	1305 E AMADOR AVE	PARKER PLACE	GUETHE TERRY LEE & VELIA	ACTIVE	8/8/2013
IDP-13-02	1680 MISSOURI AVE	COLLEGE TERRACE	KSEIBI ADEL & RANIA	WITHDRAWN	9/5/2013
IDP-13-03	330 E MAY AVE	ORIGINA L TOWNSI TE	WEITH PETER J (ESTATE OF)	ACTIVE	10/1/2013
IDP-14-01	2700 N MAIN ST		LAS CRUCES COUNTRY CLUB INC	ACTIVE	1/10/2014

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IDP-14-02	436 W MOUNTAIN AVE	NEW MEXICO TOWN CO SUB	REED ROGER C & JESSIE M	COMPLETE	3/7/2014
IDP-14-03	721 E MOUNTAIN AVE	COUNTY ASSESSORS PLAT 2	LOYA ALFONSO O & SOCORRO A	WITHDRAWN	4/2/2014
IDP-14-04	2700 N MAIN ST		LAS CRUCES COUNTRY CLUB INC	ACTIVE	4/7/2014
IDP-14-05	913 N TORNILLO ST	ORIGINAL TOWNSHIP	TELLES RAMON	COMPLETE	6/20/2014
IDP-14-06	1240 EL PASEO RD		K MART CORP #3058	COMPLETE	8/1/2014
IDP-14-07	821 FIR AVE	COXS SECOND SUBDIVISION	TORRES RUBEN V JR & DEBRA LEE	ACTIVE	8/19/2014
IDP-14-08	1424 E LOHMAN AVE	CENTRAL PARK #1	CAMPOS FAMILY PROPERTY TR	COMPLETE	9/11/2014
IDP-15-01	1111 E MOUNTAIN AVE	MOUNTAIN VIEW HEIGHTS	ADOBE LLC	COMPLETE	6/2/2015
IDP-15-02	1311 ALAMO ST	COLLEGE SUBDIVISION	SILVA RICHARD & REMY	ACTIVE	8/11/2015
IDP-04	921 ESPERANZA		RINCON LLC (KEN THURSTON)	APPROVED	

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IDP-13	SOUTHWEST CORNER PICACHO AND REYMOND		JIM MCNUTT	APPROVED	
IDP-14	2305 E. MISSOURI		RANDY FARMER	APPROVED	

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3.) IPP Goals, Objectives, And Policies Implementation Analysis

GOALS, OBJECTIVES, AND POLICIES	
GOAL 1: TO PROVIDE POLICIES THAT ENCOURAGE THE DEVELOPMENT OF VACANT PARCELS WITHIN A DEFINED URBAN CORE AREA OF LAS CRUCES TO BE KNOWN AS THE INFILL AREA.	
Objective 1 : To define the urban core areas for Las Cruces that are to be the "Infill Areas" and those parcels to be classified as "Infill Parcels".	
Policies:	
1.1	The Infill Study Area may be defined as two specific Infill Areas, Infill Area ‘A’ or the primary infill area, and Infill Area ‘B’ or the secondary infill area to better address specific needs within different areas of the urban core.
A.	<p>Infill Area "A" may be defined as all property contained within the following connected boundaries:</p> <ol style="list-style-type: none"> 1. Walnut Street starting at the intersection of Spruce and Walnut, 2. Idaho Avenue, 3. El Paseo Road and Alameda Boulevard, 4. Madrid Avenue, 5. Solano Drive, 6. Madrid Avenue until perpendicular to Walnut Street, and 7. A straight line extension along property lines connecting Madrid Avenue to Walnut Street (see Figure 6).
B	<p>Infill Area "B" should be all property contained within the following connected boundaries:</p> <ol style="list-style-type: none"> 1. Interstate Highway 25, 2. the northern boundary of the University Avenue Corridor Overlay Zone, 3. Valley Drive (NM Highways t 88 & t 85), 4. Hoagland Road, 5. Alameda Boulevard, 6. Three Crosses Avenue, and 7. North Main Street (U.S. Highway 70) - (see Figure 6).
1.2	"Infill Parcel" may be defined as any vacant or undeveloped tract, lot, or parcel of real property contained within the Infill Area, including those parcels currently used for agricultural purposes.
1.3	<p>Land used for agricultural purposes within the Infill Area may be considered infill parcels because:</p> <ol style="list-style-type: none"> A. they are within the core urbanized area,

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	<ul style="list-style-type: none"> B. they have easy access to developed roadway and utility infrastructure, C. they are surrounded by various forms of residential, commercial, and industrial development, and D. they are most likely to be developed more easily than outlying areas that would require substantial investment to extend necessary infrastructure to the site. 															
Objective 2 : To monitor the development of all Infill Parcels within the Infill Areas.																
Policies																
2.1	The City of Las Cruces Planning Department, in conjunction with the Technical Support Department should maintain a Geographical Information System (GIS) Database of all Infill Parcels within the Infill Areas.															
2.2	<p>The Infill Database should collect the following information:</p> <table style="width: 100%; border: none;"> <tr> <td style="width: 33%;">A. Record No.</td> <td style="width: 33%;">B. Assessor' s TaxID</td> <td style="width: 33%;">C. Year</td> </tr> <tr> <td>D. Use</td> <td>E. Utility availability</td> <td>F. Address</td> </tr> <tr> <td>G. Property ownership</td> <td>H. Zoning</td> <td>I. Lot width</td> </tr> <tr> <td>J. Lotarea</td> <td>K. Census Tract</td> <td>L. Flood zone</td> </tr> <tr> <td>M. City Council district</td> <td colspan="2">N. Parcel–Infill area location (A or B)</td> </tr> </table>	A. Record No.	B. Assessor' s TaxID	C. Year	D. Use	E. Utility availability	F. Address	G. Property ownership	H. Zoning	I. Lot width	J. Lotarea	K. Census Tract	L. Flood zone	M. City Council district	N. Parcel–Infill area location (A or B)	
A. Record No.	B. Assessor' s TaxID	C. Year														
D. Use	E. Utility availability	F. Address														
G. Property ownership	H. Zoning	I. Lot width														
J. Lotarea	K. Census Tract	L. Flood zone														
M. City Council district	N. Parcel–Infill area location (A or B)															
	<p>Sources used to maintain and expand the Infill database may include, but not limited to:</p> <ul style="list-style-type: none"> A. Windshield inventory of the parcels within the Infill Areas, B. Certificates of Occupancy issued by the City of Las Cruces, C. Demolition Permits issued by the City of Las Cruces, and D. City Subdivision database information for infill and alternate summary subdivisions. 															
2.4	The Planning Department should survey property owners of infill parcels and the development community to assess reasons for lack of development, any possible requirements that prevent development, and any possible incentives that could be provided to assist in development of said infill parcels.															
Objective 3 : Develop and implement an INFILL DEVELOPMENT PROCESS (IDP) that streamlines and assists the development of infill parcels within each of the Infill Areas.																
Policies:																
3.1	The IDP may function like a floating zone within the Infill Areas, similar to the current Planned Unit Development provisions of the 1981 Zoning Code, as amended.															
3.2	The IDP may apply to all Infill Parcels in all zoning districts within Infill Area 'A' (see Figure 7).															
3.3	The IDP may apply to those Infill Parcels in all zoning districts within Infill Area 'B' that have either non-conforming frontage or lot size for the parcel's respective zoning district and are less than five acres in size (see Figure 7).															

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	<p>This policy may also apply for any parcel that becomes vacant and has non-conforming frontage or lot size in Infill Area and 'A' are less than five acres in size.</p>
3.4	<p>The IDP may include provisions for any proposed uses or buildings that meet all development requirements for the zoning district, to be reviewed and approved through a streamlined building permit, sign permit, and business registration review process.</p> <p>This policy applies only to those developments that would not typically require the review and approval by a public body (i.e. Planning & Zoning Commission, Board of Adjustment, or City Council)</p>
3.5	<p>The IDP may include provisions for any proposed use, building, or development that does not meet all development requirements of the zoning district, should be reviewed and possibly approved by an established public body.</p> <ul style="list-style-type: none"> A. The Planning and Zoning Commission (P&Z) should be the designated public body that has the final authority to approve all IDP proposals, as further defined within this policy, to determine the appropriateness of the request (see Figure 8). B. This provision should apply to such items and situations as: <ul style="list-style-type: none"> 1. subdivision(s) of existing parcels, 2. variances, including those for signs, 3. special use permit (SUP) and Planned Unit Development (PUD) type applications, including land uses that differ from the allowed uses within the parcel's existing zoning district, 4. legal and illegal, non-conforming lot frontages, parcels, and lot areas, and 5. any combination of the above.
3.6	<p>All IDP proposals, reviewed by the P&Z, may be appealed to the City Council by any affected party, including the applicant that submitted the IDP application, and may be appealed to the District Court, by any affected party, after review and decision by the City Council.</p>
3.7	<p>The P&Z, where appropriate, should utilize their adopted decision-making criteria and those decision-making criteria currently used by the Board of Adjustment or the City Council, in addition to the Goals, Objectives, Policies, and Design Matrices within the Elements of the Comprehensive Plan, including:</p> <ul style="list-style-type: none"> A. compatibility to the existing neighborhood and surrounding uses, B. quality urban design features and layout, including unique and compatible architecture and landscaping, C. providing a benefit to the community or neighborhood, and D. providing new housing opportunities, including home ownership and rental, for low income families, first time home buyers, and/or persons with disabilities.
3.8	<p>Those IDP proposals, that require P&Z review and approval, should be reviewed through a streamlined process and utilize minimum public notification requirements in accordance with the City of Las Cruces Zoning Code for said IDP proposals.</p>

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	The City of Las Cruces public notification requirements are currently to all property owners within 200 feet of the subject property and 15 days prior to the public hearing.
3.9	The Planning and Zoning Commission should meet, as needed, outside their regularly scheduled monthly meetings to review and consider IDP proposals when submitted or as part of their regular meeting agendas.
3.10	<p>One application form and/or packet should be created and used for all IDP applications that allow for:</p> <ul style="list-style-type: none"> A. streamlined review of building and sign plans, and business registration information, B. conceptual building and site plans required for review under Policy 3.5, C. subdivisions should only have to prepare final plats for infill parcels, and should be approved by the P&Z, if necessary, and D. construction drawings, building permits, sign permits, and business registrations (see Figure 8). <p>This policy should facilitate having the P&Z review of IDP proposals, if necessary, and all necessary permits completed at the same time.</p>
3.11	All IDP proposals should reflect quality architectural and landscaping design and use consideration to ensure compatibility to the neighborhood and surrounding uses.
3.12	The P&Z should have the authority to condition the approval of any reviewed IDP proposal to ensure quality design features and use compatibility provisions are implemented.
3.13	No application fee should be required for any IDP application.
3.14	Any owner may be able to resubmit a revised or modified IDP application, if the original IDP application is denied by the P&Z or is denied by the City Council through the appeal process.
3.15	Revisions to any originally approved IDP application should continue to use the IDP for any new variances that may be needed that are discovered as part of the permit and construction processes.
3.16	<p>Any Infill Parcel that does not qualify under Policy 3.3 located within Infill Area "B" should be encouraged to use an amended Infill Subdivision Process to be revised within the 1991 City of Las Cruces Subdivision Code, as amended.</p> <p>Also, any developed parcels that need subdivisions within either of the Infill Areas should be encouraged to use an amended Infill Subdivision Process within the 1991 Subdivision Code, as amended.</p>
Objective 4: To establish incentives that aid and foster the development of all infill parcels within Infill Area "A".	
Policies	
4.1	The City may waive utility connection fees for infill parcels for residential development provided that priority would be given to any residential development that provides new housing opportunities, including home ownership, for low income families, first time home buyers, and/or persons with disabilities. Low income families are defined as 80%,

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	<p>or below, of the median family income for the City of Las Cruces.</p> <p>This waiver should be limited to existing lots or any lots created through a subdivision, provided that the subdivision does not create more than ten lots.</p>
4.2	The City should consider reduced expense or free use of City trash receptacles or dumpsters and waived dumping fees during construction on infill parcels.
4.3	<p>The City may waive utility connection fees for infill parcels for office, commercial, and industrial development provided that:</p> <ul style="list-style-type: none"> A. the development provides new local employment equal to 50% of its total workforce, and B. the waiver be limited to existing individual lots that are not created as part of an IDP or new subdivision.
4.4	<p>The City may provide, at reduced cost, gas appliances and low-use water fixtures and equipment within new residential buildings on infill parcels, including gas water heaters, stoves and furnaces that will encourage year-round natural gas usage or low water use toilets and water restricting showers and faucets.</p> <p>This service should be limited to single buildings constructed on existing lots or any lots created through a subdivision, provided that the subdivision does not create more than ten lots or multifamily residential units on individual lots that number less than ten units.</p>
4.5	The City's Civil Engineering Department may provide sidewalk and curb cut construction for residential developments on infill parcels as part of yearly construction activities on existing individual lots that are not created as part of a new IDP subdivision.
4.6	<p>All fees, <u>not</u> including development impact fees, should be waived for all IDP applications and all other City activities that require a fee for any new development on an infill parcel, including:</p> <ul style="list-style-type: none"> A. sign permits for new businesses and developments within a year of construction completion, B. business registrations for new businesses and development for five years for the original development or business, and C. building permits for any new development.
4.7	Any fee that is waived in Policy 4.5 should not exclude the developers, builders, or owners from securing the necessary permits and applications that comply with adopted development requirements and ordinances, unless otherwise approved as part of the IDP application.
4.8	The City should provide limited site and building design assistance to aid in providing quality and compatible design.
<p>Objective 5: To establish procedures to educate the public about Infill Parcel development.</p>	
<p>Policies</p>	
5.1	Notify all property owners of infill parcels about the IDP and the importance of infill parcel development.

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5.2	The City should designate a specific staff person from the Planning Department to assist all eligible property owners in utilizing the IDP and subsequent building permit.
5.3	Educate the public, through media campaigns, about the IDP process, such as utility bills, local news releases, and city-sponsored events.
5.4	Involve the Keep America Beautiful and Codes Enforcement Staff of notifying property owners of infill development procedures and incentives as part of their regular duties related to litter and weed control programs.
5.5	Involve established neighborhood associations and residents in the public notification and input processes as part of the IDP.
GOAL 2: TO PROVIDE OBJECTIVES AND POLICIES THAT FURTHER THE INFILL PLANNING PROCESS OF THE FUTURE URBAN CORE AREA OF LAS CRUCES.	
Objective 1: To consider incentives and improvements for properties ready for redevelopment or underutilized within the existing Infill Areas and the possible expansion of the Infill Area.	
Policies	
1.1	Infill Area "A", as defined within Goal 1, Policy 1.1, should remain until such time as the amount of Infill parcel acreage, within that boundary, is less than or equal to three percent (3.00%) of the total land area within that boundary.
1.2	Acreage should be used as the common base for determining whether the Infill Areas need to be expanded.
1.3	Once Goal 2, Policy 1.1 is achieved, the new boundaries for the primary Infill Area, Area "A", should be modified to reflect the boundary for Infill Area "B" and the new boundaries for the Secondary Infill Area should be created based upon the following factors: <ul style="list-style-type: none"> A. an identifiable man-made or natural feature such as a roadway or a preserved arroyo or drainage channel should be used, B. city limits, colony grant, or section line or other mapping indicator may also be used, C. the new boundary should have vacant land equal to at least 10% but not more than 15% of the total land area within the proposed new boundary, D. the new boundary should be extended equally in all directions from the current boundary, if possible, and E. the area within the new boundary should also be predominately serviced by a developed roadway network and utility infrastructure.
1.4	To further the planning process, the City should conduct an assessment of the infill parcel property owners about the reasons associated with the lack of development on said parcels and possible solutions to assist in development and/or construction on their properties.
1.5	To also further the planning process, the City should consider the assessment and possible inclusion of parcels and buildings that are ready or in need of redevelopment or parcels and buildings that are being underutilized in accordance with the property's established zoning.

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	This assessment should include identifying and abandoning City right-of-way that may no longer be needed or used for the extension of streets within the Infill Area.
1.6	The City should consider the release or sale of City-owned infill parcels to organizations that provide for developments and/or housing for low or moderate-income families, first time home buyers, and/or persons with disabilities.
1.7	The City should pursue changes to the State Statutes for development impact fees that would allow the City and other municipalities to determine areas that are exempt or excluded from impact fees. This is based on the assumption that the proposed development is within an established utility service area and the impact from the proposed development was planned for when the utilities were installed.
1.8	Relocation of existing businesses to infill parcels either within or from outside the Infill Areas, should be eligible for any established incentive within the City Codes and Ordinances, provided that the previously used building and structures are not left vacant for more than six months. Demolition of older structures allows for easier new construction and changes in land use to occur.
1.9	Any parcel that becomes vacant and that is not identified within the Infill Database, should be eligible for the applicable incentives provided that redevelopment of the property occurs within two years of the demolition of the existing structures.
1.10	The City should establish either separate special districts or overlay zones, such as Enterprise Zones, in areas or neighborhoods with large numbers of infill parcels or include additional incentives and policy changes within new or existing special districts to address infill parcel development.
1.11	The City of Las Cruces may consider, at a later date, the addition of disincentives or assessments for infill parcels that have not developed within a to be determined time frame.
1.12	The City should determine the number of infill parcels that are too small for or that may be land locked, and would be prevented from any type of development. The City should then determine possible uses for said properties, such as: <ul style="list-style-type: none"> A. Pocket or neighborhood parks, B. Utility substations, C. Drainage or storm water retention facilities, or D. C. Acquisition and incorporation into adjoining developed parcels.
Objective 2: To address leap frog development outside the Infill Area.	
Policies	

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2.1	<p>The development community or developer should be required to provide all necessary utility and roadway infrastructure, including oversized lines, for any development that is not directly adjacent to existing development or that does not connect exterior developments with the remainder of the City.</p> <p>Oversized lines, where appropriate, should be built with the City's consent and a system established for the developer to recoup the costs associated with over sizing utility lines when new developments connect to said lines.</p>
2.2	<p>Consider other disincentives for developments not adjacent to existing roadways and other developments to further promote infill development. Possible alternatives include:</p> <ul style="list-style-type: none"> A. increased or proportionately increasing utility rates, B. increasingly graduated impact fees related to the distance the proposed development is from the Infill Area, C. increased property taxes, D. increased city fees, such as building permits and utility connection costs, E. land set aside requirements or increased land set aside requirements for parks, schools, public facilities, and open space, and F. reduced densities below the established requirements or automatic increased densities for infill parcels.
Objective 3: Improve the overall image and attractiveness of the Infill Areas and older parts of the City.	
Policies	
3.1	<p>Increase patrol of police and codes enforcement officers for illegal and enforcement activities, including:</p> <ul style="list-style-type: none"> A. weed control, B. litter and graffiti removal, C. inoperable vehicle removal, D. gang intervention, and E. illegal drug activities.
3.2	Focus rapid graffiti and litter removal efforts to the Keep America Beautiful and Parks and Recreation staffs.
3.3	Increase use and expansion of community policing programs and bicycle patrols for the Infill Area neighborhoods.
3.4	Improve and expand public transportation services within and throughout the Infill Area.
3.5	Establish a formal program for the demolition of uninhabitable buildings and structures.
3.6	Increase public notification efforts of the Community Development Department programs.
3.7	Improve and expand existing public facilities, such as additional park equipment, sidewalk reconstruction, street light installation, and repaving of residential streets within the Infill Area.
3.8	Increase community activities and involvement by providing for neighborhood block parties and city-wide events to be conducted in the Infill Area.
Objective 4: Consider the possibility of additional incentives for the future as the Infill Area expands.	

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Policies	
4.1	<p>Consider providing some form of tax abatements and Industrial Revenue Bonds for commercial and industrial infill parcel developments based upon established criteria, including such items as:</p> <ul style="list-style-type: none"> A. a long term lease or acquisition of the property by the City, and the City in turn leasing or selling the property to the end user or business, B. payment in lieu of taxes, C. new local employment equal to 50% of the employer's total workforce, and D. other requirements as may be required by the City to ensure proper development and long-term economic benefit to the City.
4.2	<p>Reduce or eliminate all associated development impact fees for infill parcels as part of the update to the Capital Improvement Plan and growth projections update, especially for:</p> <ul style="list-style-type: none"> A. new single family homes, duplexes, or townhouses on existing infill parcels or on infill parcel subdivisions lots in which less than ten lots are created, B. park fees, if determined appropriate, be recouped from the general fund while water and wastewater development impact fees, if determined appropriate, be recouped from either the general fund or from an increase from the rate base, C. any infill parcel that was subdivided, for residential purposes, into more than ten lots would not be eligible for impact fee reductions, D. any office, commercial, and industrial developments would not be eligible for impact fee reductions, and E. priority would be given to any residential development that provides new housing opportunities, including home ownership, for low income families and/or persons with disabilities. Low income families are defined as 80%, or below, of the median family income for the City of Las Cruces.
4.3	<p>Provide reduced utility rates for specified periods (e.g. 2 years) for infill development, should be based on the following criteria:</p> <ul style="list-style-type: none"> A. any type of residential development, including apartments, would be eligible but the City would limit the reduced rate to a specific number of developments per year, and B. residential infill subdivisions in which more than ten lots are created would not be eligible nor would any type of office, commercial, or industrial development.

4.) Comprehensive Goals & Policies that Mention 'Infill'

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COMPREHENSIVE GOALS & POLICIES THAT MENTION 'INFILL'		
Policies:		
Healthy Community	1.4	Encourage a balance of land uses as a means of providing convenience and functionality to those who may live and work in one area of the community, particularly in designated Infill areas or where city services exist or are planned to support mixed use development.
Healthy Community	2.4	<p>Utilize PUD and Infill development regulations to address:</p> <p>a. Provisions for design standard flexibility as a means of offering suitable opportunities for successful affordable housing creation.</p> <p>b. Incentives such as density bonuses, streamlined development reviews, and waivers to or payment from other City sources of applicable development impact fees as a means to support and enhance development opportunities, especially those which primarily propose affordable housing for the target groups.</p> <p>c. Methods of mitigating potential impacts to adjacent properties through application of design strategies aimed at increasing overall neighborhood compatibility.</p> <p>d. Require that Master Plan, Concept Plan and other similar development documents clearly identify proposed locations of affordable housing, in context with surrounding land uses in a manner consistent with the Growth Management section of this Comprehensive Plan. Developers are encouraged to take additional efforts such as disseminating the subject land use information in marketing brochures and other similar sources of information to ensure area residents are aware of proposed phasing/build-out.</p>
Healthy Community	11.2	<p>Form cooperative agreements to establish uniform BACM's.</p> <p>d. Implement vacant parcel development, such as the City's Infill Policy Plan, or mandatory ground cover plantings and maintenance on vacant parcels not ready for development.</p>

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Community Character	19.24	Require infill development, both new development and redevelopment, to respect the architectural styles, massing, color palette, scale, character, landscaping and site design relationships of the surrounding neighborhood.
Sustainable Growth	37.1	Create additional incentives to encourage infill development.
Sustainable Growth	37.8	Extend water lines to those growth areas in the city as shown on the Future Concept Map as development extends to these designated areas and promote infill development in order to utilize existing water lines.
Sustainable Growth	37.9	Extend wastewater lines to those growth areas in the city as shown on the Future Concept Map as development extends to these designated areas and promote infill development in order to utilize existing wastewater lines.
Sustainable Growth	Goal 38	Encourage sustainable practices that move toward a compact mixed-use urban form that supports infill and discourages "leap frog" growth.
Sustainable Growth	38.5	Encourage infill development as defined by City Code, as amended, as a way to support the utilization of property within the urbanized areas of the city and enhancement of the existing infrastructure network.
Sustainable Growth	38.10	Facilitate infill and/or higher density mixed use development in downtown and at key activity centers along transit.

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