

Land Use

Section 4

INTRODUCTION

The land use element is the central part of the comprehensive plan. It provides the framework for determining how and where the community will grow and change over the next 20 years. Land use policies and objectives if properly implemented, can help create a better and more livable community.

The first portion of the Land Use element describes how the community looks today in terms of current land use and recent development patterns. The first section also looks at current analyses and socio-economic conditions in order to determine the expected amount of land to be consumed in the future. The second section identifies community goals and objectives related to land use, which are used to guide overall future land use decisions. Section three presents two scenarios which illustrate alternative policies for future land use through the year 2020. Section four describes the preferred land use policy alternative, followed by section five, which provides recommendations for implementation policies to help ensure the community achieves its goals and objectives related to future land use.

4.1 EXISTING CONDITIONS

To describe existing land use conditions, information was collected and analyzed on current land use and zoning regulations. Information on current land use was obtained by conducting a windshield land use survey, which was collected at various intervals during the year 2000. A summary of current land use patterns is depicted on 7.1 to 7.8 in the Map Section of the Plan. Information was also gathered on current demographic and economic conditions, as well as, recent development patterns. The following sections summarize the important findings from each of these studies.

Current Land Use

When analyzing current land use it is important to distinguish between several different geographic areas. The first area includes the entire study area, referred to here as the Greater Carlsbad Planning Area. The planning area is defined as private land within the City of Carlsbad and five miles outside of the municipal limits into Eddy County. Map 2.0 in the map section depicts the geography of the planning area, which is described in detail in Community Profile, Section 3.

Approximately 61% of the land in the planning area consists of public lands/open space, held by the state and federal government. The second largest land use in the study area is agriculture at 27%. These percentages illustrate the highly rural and undeveloped nature of the study area as a whole.



Agricultural land use within the study area. Cotton is one of the major crops grown in the region.

Most of the urbanized areas of the Planning Area are within the municipal boundaries of the City of Carlsbad. Carlsbad developed along traditional American County Seat models, with a gridiron street pattern and a centrally located courthouse square. The degree of compactness has diminished in recent times as development has begun to push the community outward, especially along major highways and arterial roadways.

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Chart 4.1 categorizes of the major land uses within the City of Carlsbad. The majority of land within the City boundary is defined as vacant (32%). The next largest land uses include: single family housing (18%), social and civic uses (12%), public land (10%), agriculture (8%), and commercial (8%). Vacant land uses are located geographically on Map 6.0 in the Map Section of the Plan.



Single family residences in Northern Carlsbad.

The current land use analysis shows that the City has not yet reached build out, due to the large amount of vacant land within the city limits. The most urbanized area is located in the central area of the city limits, and west of the Pecos River. Residential areas are located throughout the planning area, while commercial uses are located primarily along major highways and arterial roadways.

Outside the city limits, land use is dominated by public uses (approximately 80% of Eddy County remains in public lands), agricultural cultivation, and rangeland for grazing livestock.

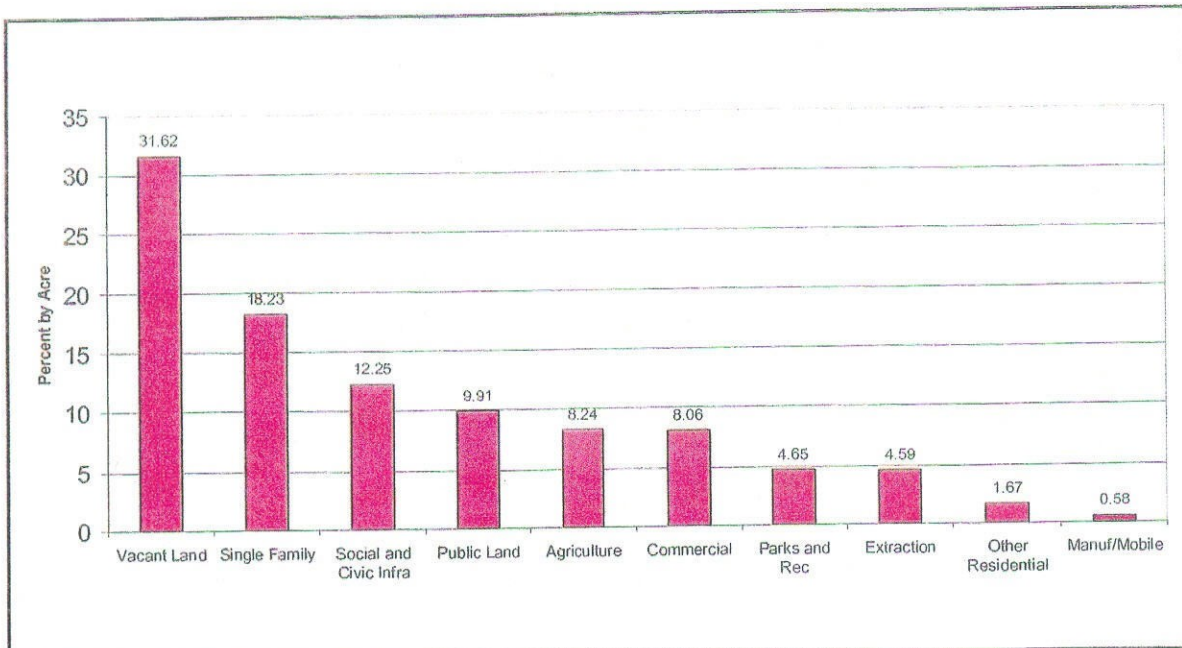


Chart 4.1 Current Land Use Within Carlsbad City Limits

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Current Zoning

The zoning code defines ten major zoning districts ranging from residential to commercial and industrial uses. The City uses a cumulative or pyramidal zoning structure. This form of zoning allows land uses to take place in a particular zone based upon their intensity. Zones that allow land uses of greater intensity such as, manufacturing, allow all land uses to take place within them. Areas zoned for land uses of the least intensity only allow residential development. While this type of zoning is flexible, it also does not prohibit incompatible land uses from locating near one another.

Eddy County has not implemented zoning.

Extraterritorial Zoning (ETZ)

Under New Mexico law current at the time, the City of Carlsbad unilaterally adopted zoning within its Extraterritorial Zone in 1977 (see Section 3). Within this area it has established three zones: RC-1 (farming, ranching, and most industrial uses), RC-2 (light commercial uses), and RC-3 (primarily residential). Current state law calls for counties and cities to jointly adopt zoning within extraterritorial zones. The establishment of a joint powers ETZ agreement is one potential way to implement this Plan. If such an agreement were entered into, both the City and County would share planning authority, including subdivision and zoning powers within the extraterritorial zone.

Subdivision Approval

The City of Carlsbad reviews and approves subdivisions of land within its municipal limits. Within the ETZ, the City and Eddy County simultaneously review and approve subdivisions, each according to procedures set forth in New Mexico statutes. Eddy County reviews and approves subdivisions within the planning area that

are outside the ETZ in unincorporated areas of the county.

Impacts of Socio-Economic Trends on Land Use

The socio-economic projections depicted in the Community Profile, Section 3, depict the City of Carlsbad as growing slowly over the next thirty years. Eddy County will grow faster than the City, but at rates slower than New Mexico as a whole. The focus of the local economy on a handful of economic sectors (principally extraction and agriculture) makes it particularly vulnerable to price fluctuations in commodities markets. Carlsbad has weathered these changes in the past, most significantly in the 1960-1980 period when population first declined and then recovered as a result of changes in mining operations. Diversification of the economy and successful realization of economic development strategies could significantly alter this scenario.

Faster growth rates in Eddy County pose important challenges to Carlsbad and Eddy County. The trend may result in more development occurring in unincorporated portions of the planning area in areas adjacent or nearly adjacent to the city. Carlsbad has an interest in controlling the quality of development at its edges and of realizing the benefits of greater numbers of residents who will undoubtedly take advantage of Carlsbad's high quality public services.

In summary, the analysis of socio-economic conditions within the Greater Carlsbad Planning Area highlights the need to consider a different set of planning tools and techniques than those used in rapidly urbanizing areas of the state. These tools and techniques should consider the need to do more with less given the limited fiscal resources to implement policies.

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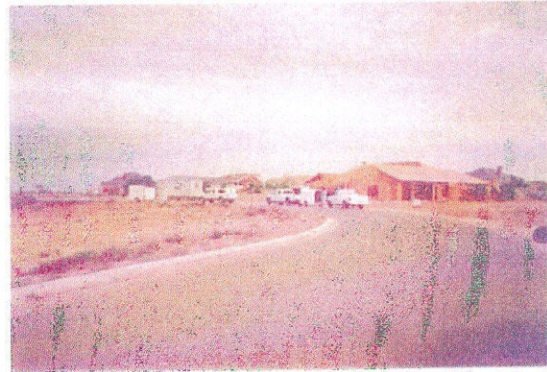
Recent Development Patterns

Map 5.0 in the Map Section of the Plan depicts the location of permitted building with a minimum value of \$50,000 in Carlsbad in the 5-year period immediately preceding the planning process. Despite the fact that the community has not significantly increased in population over the last 20 years, recent development patterns show that the community has not remained static. Rather, development has shifted from certain areas of the community to other areas and the city has become more disperse. The areas receiving new development include those areas located in the northern part of the City, some of which are outside the City limits. Areas where businesses and residences have left and structures have become abandoned are located primarily in areas of blight and are characterized by deteriorated housing conditions.

This is principally the result of the filtering of dwelling units in the housing market, a phenomenon described in detail in Housing, Section 8. This process occurs when middle to upper income residents move out of aging housing to consume newer housing someplace else in the community. The housing that is left behind then filters down to households with lower incomes. This process continues until, eventually, dwelling units are of a condition that they are not habitable or fail to attract rents that would pay for their maintenance.

Also adding to this dispersion process is the attraction of living on larger lots, which are often found in areas adjacent to the City's boundary. The periphery of the planning area has an abundance of inexpensive land with fewer land use regulations and lower property taxes that further attract residents in search of their own personal open space.

Economic forces outside of the community also influence future land use demands. The trend towards an aging society places different demands on a community, as there are a larger number of retirees who may have preferences and needs for different types of housing and community services. Real estate market trends can also influence future land use consumption as the trend towards "big-box" retail stores, such as Walmart, is projected to continue in the future. This creates a greater demand for large lots for commercial land use.



New development on the northern border of Carlsbad.

4.2 GOALS AND OBJECTIVES

The following section identifies broad goals and objectives the community should follow when making future land use decisions. It begins with a brief discussion of community values and issues of importance, since this is where the community's goals and objectives are derived from.

Community Values

Values help define and explain how the community should make decisions collectively when deciding between various policy alternatives. Community decisions surrounding land use can be especially controversial since our country has historically deeply valued private property rights. These values are no where more deeply seated than in the American West. Citizens in Carlsbad and

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surrounding Eddy County are no different: many value individual property rights highly when weighing land use decisions and public regulation is viewed with varying degrees of suspicion.

On the other hand, many citizens recognize that uncoordinated and unplanned land use decisions can often lead to unattractive and undesirable development that can actually lead to lower property values on nearby land and adversely affect economic development. In the past, strategies of private persuasion have had varying degrees of success, but the current lack of care shown by some individual property owners in the planning area may undermine public and private investment in the community.

Recent surveys and community visioning efforts have recognized the need to improve blighted areas of the community. In a community visioning activity completed in 2000 by New Mexico State University-Carlsbad, removing and repairing unoccupied buildings was one of the top ten consensus goals identified. The community has also made efforts to organize regular community clean-up activities. These efforts illustrate that citizens of Carlsbad are concerned with the community's appearance and would like to maintain a visually attractive community.

The lack of diversity in Carlsbad's economy provides local civic leaders with an economic development imperative. Citizens are concerned about maintaining and improving current economic conditions. By improving current economic conditions, the city might be able to retain younger populations, who have begun to emigrate from the community in search of profitable employment opportunities. When citizens were asked in a survey whether they would like the community to grow in population, over 65% agreed that they would like to see the community grow.



Many buildings in downtown Carlsbad are in need of renovation and redevelopment efforts.

In addition to valuing an aesthetic and economically viable community, citizens also value efficient and well-run government. Residents may grow reluctant to support the initiatives of a local government they experience as a poor steward.

Many residents remain in Carlsbad because they enjoy living in community with less crime, an abundance of open space, a clean environment, and a traditional downtown. The semi-rural ranchette home often emblemizes this type of lifestyle. Maintaining access to open space and low-density living will remain important, as will protecting the viability of Carlsbad's downtown.



Many residents in the Greater Carlsbad area enjoy the abundance of open space and rural lifestyle.

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Goals and Objectives

Goals and objectives describe how the community wants to grow and develop in the future. A goal is defined as, "a statement that describes (usually in general terms) a desired future condition," while an objective is defined as, "a statement that describes a specific condition to be attained within a stated period of time"(Anderson 1995). Objectives are similar to goals, but they are substantially more specific. Land use goals and objectives for the City of Carlsbad provide a framework for how the City will maintain and strive to improve the quality of life for current and future residents. The following goals and objectives were shaped and created from community values identified through a variety of public input processes such as community-wide surveys, results from the Carlsbad visioning process, interviews and previously completed reports.

Goal 1

The City of Carlsbad and Eddy County will coordinate and provide space for various land use activities in a manner that maintains and encourages an economically viable community.

- Promote a "business-friendly" regulatory environment.
- Provide a sufficient amount of space for industrial, commercial, and office land uses.
- Minimize the impacts arising from incompatible land uses located near one another.
- Provide incentives to encourage new businesses to locate in areas favored for future commercial development.

Goal 2

The City of Carlsbad will ensure that land use does not negatively impact the City's environmental resources.

- Protect water quality resources by enforcing existing well field protection regulations.
- Protect water quality resources by discouraging development from locating within the floodway and near flood zones.
- Protect wildlife by maintaining riparian habitat found along the river.



The Pecos River near the Flume. The river is a major resource in the Greater Carlsbad desert-like environment.

Goal 3

The City of Carlsbad will minimize the community's vulnerability to damage and injury from natural hazards.

- Discourage development located within floodways designated on National Flood Insurance Program (NFIP) rate maps.
- Enforce existing city floodplain ordinances governing development within the 100-year flood zone designated on NFIP rate maps.

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Goal 4

The City of Carlsbad will promote efficient use of government resources through well-planned land use decisions.

- Coordinate provision of community facilities and services such as, water sewer, roads, etc. between City departments.
- Encourage development to occur in areas where City services are already provided.
- Use the investment in major public works projects to encourage the location and timing of new development.

Goal 5

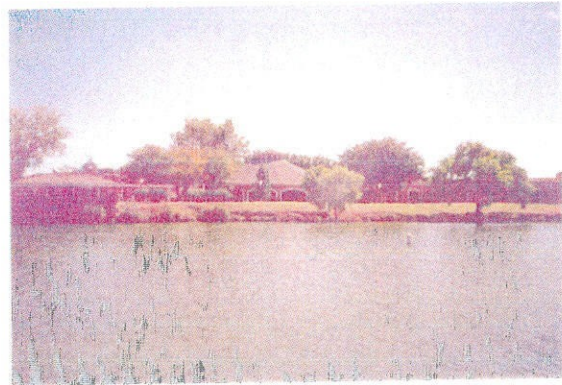
The City of Carlsbad will strive to promote and enhance the general social welfare through land use planning.

- Encourage mixed income socio-economic neighborhoods to avoid conditions of blight and abandonment.
- Protect the quality of existing neighborhoods and commercial areas.
- Redevelop areas of poor and deteriorated housing conditions.

Goal 6

The City of Carlsbad will strive to create an aesthetically pleasing built environment.

- Reduce the number of blighted and abandoned buildings.
- Encourage development to follow building design standards for landscaping and signage.
- Encourage community redevelopment along the Pecos riverfront and Carlsbad Main Street district.



Recent development along the Pecos Riverfront (Pecos River Village Conference Center).

4.3 FUTURE LAND USE

The following scenarios describe how the Greater Carlsbad Planning Area could possibly look in 2020 in terms of future land use. Each scenario highlights a different set of land use policies necessary to achieve the desired outcome illustrated by the future land use map. The first scenario describes how the Greater Carlsbad Planning Area could look if it continued according to current trends, while the second scenario considers an alternative future characterized by infill and redevelopment strategies.

Both scenarios consider two primary land uses which consume the greatest extent of developed land within the City's borders – commercial uses and residential uses. Included in commercial development are lands for office, retail, and industrial uses. Residential land uses include all types of residential structures and facilities, including single family, town houses, multifamily, assisted living centers, and manufactured and mobile homes.

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Policy Alternative 1: Trend Scenario

The Trend Scenario shown on the following page, describes how the Greater Carlsbad Planning Area would look in 2020 if current development continues the way it does today.

To create the Trend Scenario an analysis was completed to determine what the annual land use demand or consumption was for commercial and residential land use. After completing a study to determine annual commercial and residential land consumption, a separate analysis was completed using a geographic information system (GIS). This analysis identified lands most susceptible to development pressure in the near future. The criteria used to identify these lands include proximity to major rural highways, quality of existing development, and existing land use regulations for the floodway and well fields.

This analysis illustrated the fact that the Greater Carlsbad Planning Area has a large supply of land as compared to a low demand, based on future projections of development. Since there is so little foreseeable land use demand for the region in the near future, the Trend Scenario illustrates only a marginal change in land use over the next 20 years. For a more detailed discussion of how the Trend Scenario was created, see Appendix 1C.

Despite the marginal demand for land use consumption both in the past and projected for the future, it is important to note that the Greater Carlsbad Planning Area has not remained static and will continue to change in the future. This change is caused by a number of factors such as the abandonment of older, dilapidated buildings and the desire to consume newer and larger housing. Due to these factors and others, the Trend Scenario does show some residential and commercial land use changes in the Greater Carlsbad region through the year 2020.

Residential development: The largest consumption of land use is generated by residential land use. The orange areas on the Trend Scenario map show where future residential land use is projected to go. A large percentage of these areas are found in the northwest, northeast and southeast portions of the study area and are not contained solely within the City's boundary. In fact a large percentage of them are located outside of the City's boundary.

Commercial development: Commercial development is indicated by the red areas on the map. They consume a much smaller total acreage of land and are concentrated primarily along the major highways in areas where sewer and water are currently available.

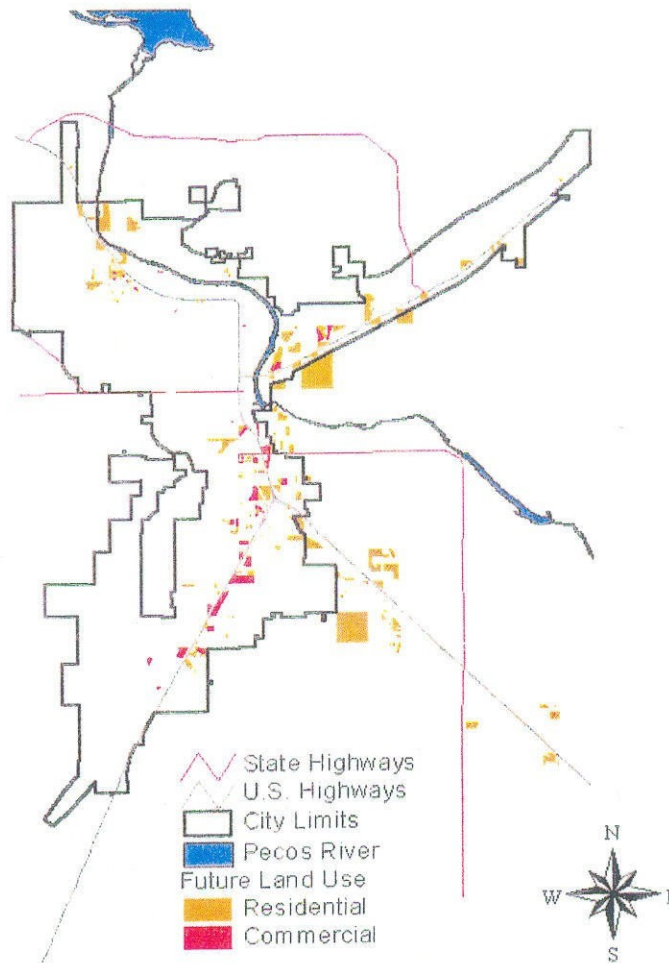
Policy alternatives associated with the Trend Scenario include the following:

- Development will be encouraged to locate where it most profitably serves individual business interests.
- The City of Carlsbad will provide water, sewer and road improvements wherever new development is located.
- The City of Carlsbad will allow Eddy County to continue to regulate land uses adjacent to the City's borders.
- Residential and commercial development will continue to be low density.

In summary, the Trend Scenario assumes that future development will be sufficiently addressed by existing land use policies and regulations and that development patterns will remain much the same as they are today.

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Greater Carlsbad Future Land Use 2020:
Trend Scenario



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Policy Alternative 2: Infill/Redevelopment Scenario

The Infill/Redevelopment Scenario, seen on the following page, uses the same number of new development units as the Trend Scenario, only they are located according to a different set of policy assumptions. In this scenario, in addition to the four factors used in the Trend Scenario to prioritize the location of development (highways, quality of existing development, and outside the floodway and well field protection zone), several other factors were used to prioritize where future development would locate.

The Infill/Redevelopment Scenario gave greater weight to vacant lots in or adjacent to already developed areas within the City's boundaries, as well as, lands located within the current city sewer and water service areas. Environmental protection was also expanded in the Infill/Redevelopment Scenario to give priority to lands located outside of the flood zone. For further discussion see Appendix 1C.

While there is not a tremendous increase in land consumption, as is the case in the Trend Scenario, the entire amount of future development was located within the City limits. Some of the more specific land use changes illustrated by this scenario are as follows:

Residential development: The orange areas on the following maps show where future residential development is projected to go. Development is first allocated to existing residential and already subdivided lands within the City's borders. All of the new residential development can be allocated in vacant areas within the City borders without converting any new land for urban land uses. New residential development is concentrated in several areas of the City including the northwest, southeast and central portions of the Carlsbad.

This alternative discourages new development from locating heavily on the northeast side of town since,

it is on the other side of the river and railroad tracks and the City currently has no plans to create a bridge to increase access to this portion of the community (ICIP 2001). New development was also discouraged from locating near the airport and industrial areas in the southernmost portions of the community in order to prevent encroachment into these areas, which are often incompatible with residential land use.

Commercial development: The red areas on the following maps show where future commercial development is projected to locate. Development was allocated to vacant lands in areas already used for commercial purposes. Due to the small amount of new commercial development projected, all of the new development was able to be allocated within the City limits and existing commercial areas. Development was located near major highways, in areas already serviced with water, and sewer.

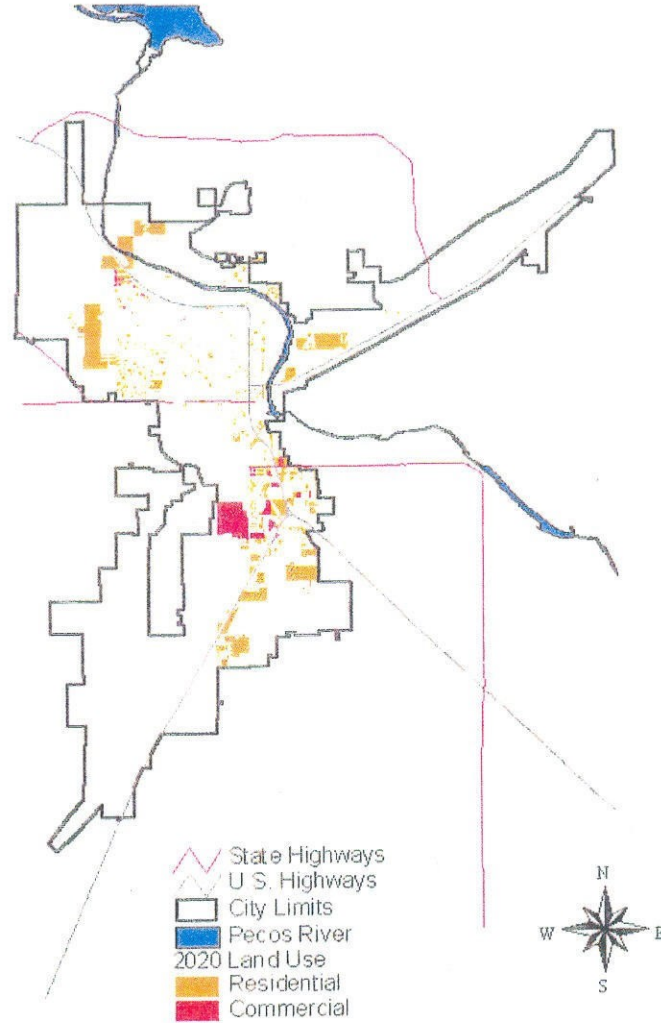
Policy alternatives associated with the Infill/Redevelopment Scenario include the following:

- Future development is encouraged to locate within and adjacent to already developed areas within the City's limits.
- Future development is encouraged to locate in areas serviced by existing community services and facilities.
- The City of Carlsbad will give priority to improving and maintaining community services and facilities within developed areas.
- The City of Carlsbad will give priority to redeveloping abandoned and blighted areas of the community.

In summary, the Infill/Redevelopment Scenario allocates future development to areas completely within the City boundary and those already receiving urban services.

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Greater Carlsbad Future Land Use 2020:
Infill/Redevelopment Scenario



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4.4 POLICY RECOMMENDATION

After considering the two land use scenarios described in the previous section, the Infill/Redevelopment Scenario was selected as the preferred scenario to guide future land use in the Greater Carlsbad Planning Area. The following section describes the benefits derived from choosing this scenario. The benefits will be described in terms of how they best help in achieving community goals and objectives stated in section 1.2.

The first community goal achieved by selecting the Infill/Redevelopment Scenario is that of promoting efficient use of scarce government resources through well planned land use decisions. The Infill/Redevelopment Scenario best accomplishes this goal since development is encouraged to locate within areas where urban services such as sewer, water, and roads already exist, thereby maximizing the use of current services and facilities.

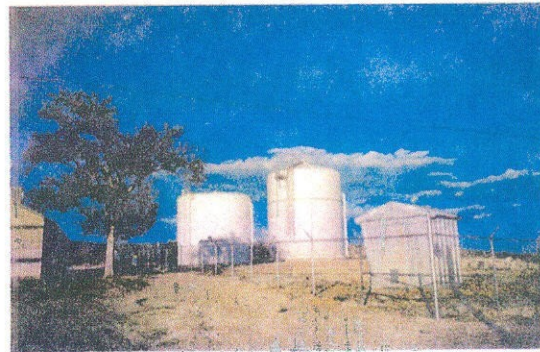
On the other hand, if the City were to follow the policy alternatives put forth by the Trend Scenario, it would have to provide water, sewer, roads and other urban services in a reactionary manner to new development. Areas often demanding new urban services are low-density residential areas located in outlying areas of the community. These developments are more expensive to service since sewer and water lines need to be extended further distances. A recent report on the costs of trend development found that infrastructure costs were up to 20% higher for low density, and highly dispersed settlement patterns (Downs 1999).

Also requiring new services are aging subdivisions outside the City's borders. These areas require may require municipal sewer and water services if individual wells, septic systems, and private water utilities fail or have significant infrastructure problems. Poorly maintained and run-down septic systems can result in

environmental quality issues that can create substantial health and safety issues.

The City of Carlsbad has purchased a private water utility serving the unincorporated community of La Huerta on the City's northern limit. The City of Carlsbad now provides water to La Huerta residents under a service agreement. The use of urban service agreements is tenable if the fees they generate cover the full cost of operating and maintaining infrastructure projects over time. Fees should also include enough funding for the set aside of money for the eventual replacement of infrastructure in systems at the end of their useful life. This is especially important for assets not supported by municipal property taxes that are key to determining a city's bonding capacity and its ability to build new infrastructure and replace old systems.

Happy Valley and Otis may face similar constraints to those once faced by the residents of La Huerta.



The unincorporated Happy Valley Water Co-op is located on the western boundary of the planning area.

A second goal the Infill and Redevelopment Scenario helps accomplish is creating an economically viable community. One of the recommended ways to diversify Carlsbad's economy is through the development of the tourism industry. A unique downtown experience is often a prerequisite for a successful tourism industry. The Infill/Redevelopment Scenario is consistent with

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this objective since it encourages the improvement and preservation of the existing urban fabric of downtown Carlsbad, instead of commercial and retail services seen in "Any town, USA". Infill and redevelopment strategies also help strengthen existing downtown businesses and provide further opportunities for their expansion and the creation of new businesses.

By improving the business climate in downtown, community goals related to creating an aesthetically pleasing built environment are also achieved through the redevelopment of blighted and abandoned areas. Blighted areas in the City's periphery can also be curtailed from further expansion since there is an economic advantage to for development to locate within the City's service area. Under implementation recommendations provided in the next section, developments that do choose to locate outside of the City's service area, would be required to meet consistent City subdivision standards. This would help curtail rural blight on the City's boundaries and make it financially feasible to annex these areas should the need arise sometime in the future.

The Infill/Redevelopment Scenario is also consistent with community goals related to enhancing the general public welfare. The general public welfare is promoted through the use of government resources to improve and better existing neighborhoods, especially those in poor and deteriorated conditions. Rather than using government funds primarily for new infrastructure and expanding urban services, existing services can be properly maintained thereby benefiting and improving existing neighborhoods.

The final benefits worth mentioning relate to goals and objects related to the environment. The citizens of the Greater Carlsbad Planning Area currently experience a high quality of life in terms of the environment. There is an abundance of clean air, water, and public open space. The Infill/Redevelopment Scenario helps maintain this current lifestyle by providing for a more efficient

growth pattern. Rather than sprawling continuously into the rural landscape, development is encouraged to locate within and adjacent to already developed areas. This allows for the conservation of agricultural lands.

In addition to the conservation of agricultural land, the Infill/Redevelopment Scenario also promotes the highest protection of flood prone areas to minimize the community's vulnerability to damage and injury from natural hazards. Since flood prone areas are often times where riparian habitat areas are located, wildlife is also protected.

Policy limitations

Despite the many benefits outlined previously in favor of the Infill/Redevelopment Scenario, it is important that decision-makers recognize some of its limitations.

Perhaps the most difficult limitation to overcome if this scenario were to be adopted, is that it takes a considerable amount of political will and support to implement. The appeal of the Trend Scenario is that it is much easier to follow since it can be seen as the "do nothing" scenario where the market dictates what the community of Carlsbad will look like in 2020. While this scenario is easier to implement, residents from the Greater Carlsbad Area have expressed dissatisfaction with the current market driven economy. The results can be seen around the region as vacant and abandoned retail and commercial establishments, and visually blighted areas in the community.

One of the other drawbacks that may be perceived by critics of infill and redevelopment strategies is that they limit homebuyers choice of single family, large-lot developments. For many years this has been the preference for a large percentage of the population in Carlsbad and throughout the country (Gordon and Richardson 1998). However, it is important to note that single family homes are not restricted by the policies of the Infill/Redevelopment

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Scenario, rather they are guided through economic incentives to locate in areas where they will not create a financial hardship for the City.

Critics of infill and redevelopment also argue that constraining the supply of land available for development raises land and housing prices. While several studies have shown this to be true, the likelihood that the Greater Carlsbad Planning Area would suffer such impacts is highly unlikely due to the tremendously large number of vacant lots already located within the City's limits, and the small projected increase in development over the next 20 years.

On the other hand, decision-makers should be aware of low income neighborhoods that could potentially be displaced by new development. Such an impact could send even more residents to less expensive lands located on the periphery of the City and in the adjacent County. The level of impact from Infill and Redevelopment Scenario is likely to be negligible as again, the supply of developable land far exceeds the projected demand within the next 20 years.

In summary, without the implementation of Infill and Redevelopment Scenario, residential and employment areas will continue to slowly disperse to new areas both within and outside of the City limits, while older and deteriorating areas in the area will continue to lose population and employment and experience increasingly blighted conditions.

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4.5 IMPLEMENTATION FOR RECOMMENDED POLICIES

Implementation for recommended policies include the set of programs and specific actions that led to the fulfillment of the comprehensive plan. The following recommendations were developed to help accomplish the land use goals, objectives and policies stated previously.

- Zoning Revision:

It is recommended that the City of Carlsbad review current zoning categories to be consistent with the goals, objectives and policies put forth by the 2000 comprehensive plan update. It is further recommended that the zoning code be revised from its current cumulative structure so that incompatible land uses are discouraged from locating near one another (ex. heavy manufacturing vs. residential areas). Amendments also need to be made to promote development on smaller lots and at a greater intensity within the city limits. This can be encouraged by lowering the minimum lot requirement where it does not conflict with minimum lot sizes set by the New Mexico Department of Environmental Quality.

- ICIP Plan:

It is recommended that the City of Carlsbad coordinate with the various public works departments to ensure that the goals, objectives, and policies laid forth by this plan be reinforced by the selection of capital improvements projects. Sewer, road, and water improvements are important tools that should be used to help shape and guide growth to favorable areas of the community. Infrastructure facilities related to sewer, water, and roads in particular, serve as long term magnets for growth since they make the land more profitable to develop.

A specific ICIP project that will most likely be necessary within the 20 year planning horizon if development is to continue to occur on the

east side of the river, is another bridge crossing over the river and railroad tracks. This improvement would be necessary in order to provide a sufficient urban level of service for EMT and Emergency Response services. However, policy-makers should be aware that such an improvement would open development on the other side of the river. This could negate objectives set by the Infill/Redevelopment Scenario since development would no longer be taking place within areas in town.

- Establish ETZ Agreement:

It is recommended that the City of Carlsbad and Eddy County enter into a joint powers agreement to influence and shape development adjacent to the City's border. Such an agreement would help create continuity and consistency between subdivisions (ex. Setbacks, sidewalks, roads, etc.), as well as, allow the City to have a say in land use decisions adjacent to .

Without the establishment of an ETZ agreement, unincorporated subdivisions will continue to develop under regulations inconsistent with the City's, that may or may not provide infrastructure with a comparable level of service. Should these infrastructure systems begin to fail, the area will experience more rural blight and areas undesirable for the City to annex and provide services to.

- Annexation:

The use of annexation as an implementation tool can help guide future growth and development. Currently areas outside the city limits are annexed under a voluntary agreement between the land owner and City. It is recommended that the City of Carlsbad take a more proactive approach to annexing lands where urban level of services are already

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being provided. Annexation can help ensure a fair cost share between the beneficiaries of city services and the citizens paying for those services. Agreements to provide sewer and domestic water service should be given as a condition to annexation. If water and sewer service is provided as a condition of annexation, then annexed lands should also relinquish their domestic water rights. Relinquishing domestic water rights would help ensure that the city had sufficient capacity to provide municipal water services.

On the other hand, it is recommended that the City choose lands to be annexed carefully in that the City should not annex areas of the region unless they are able to provide urban level of services.

- Strategic Redevelopment Plan:
Development of a strategic plan to prioritize areas for infill and redevelopment of blighted and/or vacant areas of the community. In order to implement the creation of this strategic plan, it is recommended that the City investigate its ability to enact the provisions of New Mexico's Metropolitan Redevelopment Code in order to encourage infill and redevelopment of blighted areas.
- Infill/Redevelopment Incentives:
To help further development in targeted areas, it is recommended that the City of Carlsbad use a variety of incentive based tools and techniques to encourage development to take place in infill and redevelopment locations. Examples of such non-regulatory tools include density bonuses, redevelopment grants and a streamlined permitting process. For a further description of these tools, see glossary in appendix..