

**SECTION 3:      GOALS AND OBJECTIVES**

**3.1      INTRODUCTION**

The major challenges facing local governments in Doña Ana County are the result of past and future population growth, and the demands for various types of public services. The area of the ETZ, some 343 square miles, contains a Year 2000 estimated population of 56,200 persons in 20,343 housing units. Year 2020 projections estimate that there will be over 82,000 people in over 31,000 housing units. Goals, policies and programs must be considered and adopted now to manage the impact of such growth.

The Las Cruces/Dona Ana County Extraterritorial Zone’s Comprehensive Plan is designed to guide future growth and development in the ETZ in a manner consistent with the community’s goals for its physical, social and economic environment. This plan provides a combination of goals, objectives, policies and programs that will be used to promote sound patterns of development, while providing for the health, safety and welfare of the community for the next twenty years. The plan should be reviewed periodically (minimum of every five years) and revised to meet changing development conditions and community needs.

Successful implementation of planning and growth management programs is a direct outgrowth of systematic responses to local goals and objectives. Both the Las Cruces/Doña Ana County ETZ Plan and subsequent growth management programs must proceed from articulated and politically established goals and policies. Politically supported goals and policies are the critical first step of the process of planning and management of future development in the ETZ. Goals, objectives, policies and programs are the underpinning for effective and legally defensible planning and growth management systems.

Goals and objectives assume great importance from five perspectives:

- The goals and objectives will be reviewed by a court of law upon a legal challenge to determine whether they are legitimate ends of the police power regulations. Therefore goals and objectives, as statements of intent, must be clear and legally supportable.
- The goals and objectives must be realistic and capable of being documented and implemented; that is, they must be translatable into a comprehensive plan and adopt appropriate implementation tools (zoning and subdivision regulation), which operate in a fair and equitable manner.

- The goals must reflect actual problems and needs in the community. Thus, if environmental or resource protection is an objective, there must be an identifiable need to preserve a resource, such as the ETZ's water supply (groundwater and aquifer).
- The goals and objectives must be consistent with relevant federal, state, and regional policies and programs.
- The individual goals and objectives for functional areas must be complementary and internally consistent so that achievement of a goal in one area does not adversely impact a goal achievement in another area.

The ETZ Plan update has three basic characteristics:

- **It is generalized:** It is intended to provide general guidance and direction for decision-making regarding growth and development in the intermediate sphere of the extra territorial land jurisdiction known as the ETZ. More specific guidance is typically provided with integration of implementation tools that include the ETZ Zoning Regulations, Subdivision Regulations and the Capital Improvement programming activities of both the city and the county relative to infrastructure and public services financing schedules.
- **It is comprehensive:** The plan addresses issues of physical, social and economic concerns for the provision of infrastructure, protection of the environment and the economic betterment of the region.
- **It is long range:** This update plans for the pressing needs identified today, but considers the ultimate needs of the city and county with respect to significant issues of inter-local cooperation, joint infrastructure planning and coordinated annexation programming. This ETZ Plan is intended to function as a policy document that will guide both public and private decision-makers in addressing growth and development.

### 3.2 EXISTING ADOPTED AREA GOALS AND POLICIES

The City of Las Cruces and Dona Ana County have adopted a variety of significant goal and policy statements in their respective Comprehensive Plans (See Table 3.2-1 and Table 3.2-2). The potential success for achieving their desired ends is of major impact in

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the ETZ, and affecting the manner in which Doña Ana County and the City of Las Cruces proceed with the management of growth and development in the immediate area. Goals and policies are meaningless unless the ETZ planning process and ETZ's Future Land Use Conceptual Map are supported and implemented. There is a need to meld together both City and County public goals and policies in a coordinated approach to the management of growth, development, infrastructure and service provision while protecting the environmental resources in the ETZ.

### **3.3      PARTICIPATION**

In order for the ETZ Plan to be effective and to receive both public and private sector support ETZ goals and policies become the paramount and critical focus for action. Together with an extensive field survey, a program of public participation and stakeholder interviews were used to support the process of issue identification.

The program of goal setting involves a continuing process of analysis, feedback, drafting the alternatives, evaluation and assessment, and determination of support for feasible options. Following the identification of community issues, policy guidance is achieved by determination of:

- **Goals:** the end result desired by the community for each of the supporting plan elements;
- **Objectives:** more specific (and more readily measured) aims or expected results;
- **Policies:** courses of action that are proposed by the community to implement the Objectives; and
- **Programs:** Specific tasks or work items to implement the Policies

The continuing responsibility of local government is then to execute the ETZ Plan and to provide for continuing and coordinated periodic evaluation, review and maintenance of progress and direction.

### **3.4      ETZ GENERAL AND SPECIFIC SUB-AREA ISSUES**

The ETZ is comprised of a variety of unique and distinct sub-areas, which will require individualized and targeted growth management, zoning and infrastructure solutions. Among the most critical issues identified by the public:

#### **Extraterritorial Zone in General**

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- City/County development ordinances, automated permit processing and customer service streamlining should be undertaken with a goal of more compatibility between City and County regulations and procedures, while recognizing the unique and individualized requirements for specific zone district regulations and requirements in each jurisdiction (County, ETZ and City).
- Property developed in the ETZ should be the subject of clearly written, uniformly applied and proportionate/fair share standards for internal and off-site infrastructure exactions and infrastructure improvements.
- Joint Capital Improvement Programs (CIP) and Annexation Programming should be undertaken in order to coordinate timing and delivery of appropriate public services.
- Revised Historic, Aesthetic and Environmental standards and regulations should be supported for distinct and unique target planning area needs.
- Medical hardship and temporary second home permit loopholes should be eliminated in favor of efforts to promote the availability of more affordable and more conforming manufactured housing sites.
- Serious environmental investigation of soil type capability to support proliferating reliance on individual septic tanks systems is needed.
- Establish and protect the visual gateways to the Las Cruces Extraterritorial Zone.
- Establish and develop the infrastructure for High Density Corridors.

**East Mesa**

- Portions of East Mesa ETZ lying within the City of Las Cruces' long term wastewater treatment service area should be planned and reserved for a combination of fully serviced urban densities and a phased program of annexation to the City of Las Cruces.
- Portions of the East Mesa ETZ outside the Wastewater service area and lying generally south of Foothills Road should be planned and reserved for large lot site-built and manufactured housing.
- Open space and recreation opportunities should be negotiated on lands now owned by the state and federal governments.
- The majority of future mobile home housing on large lots with septic systems should be restricted to areas generally north of US 70 East.

- Higher urban densities and a full range of detached and attached housing should be encouraged in targeted centralized wastewater service areas in the East Mesa area, including the use of packaged treatment systems.
- Advanced right-of-way reservation/acquisitions for major arterial roadways should be negotiated with public and private sector land owners.
- Establish a Corridor Study Area for the possible development of an East-West transportation link between Brahman Road and North Third Street (Town-site of Organ).

### **North Valley**

- Mobile home/manufactured housing lot size incentives should be provided to encourage re-subdivisions with paving and modern amenities.
- Medical hardship or temporary second home permits promote zoning loopholes, and should be discontinued in favor of efforts to promote the availability of more affordable and more conforming manufactured and lower priced housing sites.

### **West Mesa**

- The upper portions of the West Mesa should remain in public domain absent urban infrastructure.
- Retain natural open space areas south of Interstate 10 and west of the Rio Grande.
- Establish a Corridor Study Area for redirecting the traffic flow on Shalem Colony Trail.

### **North/South River Valleys**

- Efforts to protect, preserve and enhance agriculture and farmland productivity should be supported.
- Efforts to promote the formation of centralized wastewater, water and paving districts should be supported.
- Non-agricultural commercial development should be minimized unless major transportation access is available.
- Transitions from agricultural use to residential subdivisions and non-residential uses should be supported only when served by centralized water and wastewater infrastructure.

- Location and acquisition of cross-valley roadway corridors should be finalized.
- Farmland trust and transfers of development rights techniques should be explored whenever economically and administratively feasible.

### **3.5      RECOMMENDED ETZ GOALS AND OBJECTIVES**

The following goals and objectives are presented to complement, supplement and extend the application of existing adopted City and County Comprehensive Plan goals and policies to the ETZ. The goals and objectives in the plan are intended to serve as a guide for managing future ETZ growth through intergovernmental land use planning, regulatory and public investment decision processes, while preserving and protecting the ETZ’s natural and built environment.

**GOAL 1:**      **Develop, adopt and maintain a Comprehensive Plan and a Future Land Use Conceptual Map for the entire ETZ jurisdiction, including the five (5) Sub-Areas. The plan should reflect the public’s recommended directions for growth, general land uses, densities and other issues of concern. The plan should:**

- **Maintain and protect areas from incompatible land uses.**
- **Achieve an urban form that supports and enhances the Extraterritorial Zone’s unique environment.**

**Objective 1.1:** Develop and maintain the ETZ Plan as the principal policy coordinating document for the City of Las Cruces and Doña Ana County

**Policy 1.1.1:** Develop the physical structure of the ETZ in a manner supportive of a “sense of community,” which reflects a logical, efficient, aesthetic and environmentally sound overall form of development.

**Program 1.1.1.1:** Provide for a balance of residential environments reflecting the unique and individual character of the various sub areas of the ETZ.

**Policy 1.1.2:** Restrictive Covenants, utilized by developers during the course of the planning process to assure compatibility with surrounding land uses, may be relevant evidence of the character of a particular community. Local government may consider such evidence in making land use decisions but cannot assume the responsibility of enforcing a covenant.

**Policy 1.1.3:** Discourage “leap-frog” development in areas that lack the necessary infrastructure, such as roads and utilities.

**Policy 1.1.4:** Evaluate City and County actions and programs in terms of implementation of the goals and objectives set forth in the ETZ Plan.

**Program 1.1.4.1:** Prepare a biennial review of the ETZ Plan implementation with referral to the City Council and County Commission.

**Objective 1.2:** Promote an efficient pattern of land use that follows the adopted comprehensive planning policies and regulatory requirements.

**Policy 1.2.1:** Provide for multicentered growth in areas that are planned for full infrastructure and urban service delivery.

**Policy 1.2.2:** Develop urban village sub-area plans. Such plans should promote urban densities where water and sewer infrastructure are available and can support a variety of land uses.

**Policy 1.2.3:** Large-lot rural densities should be encouraged in areas where wastewater services are not available

**Policy 1.2.4:** Develop sub-area land-use plans that reflect the unique and divergent characteristics of the river basin, farmlands, transportation corridors, rural service, existing residential settings and planned urban service areas.

**Policy 1.2.5:** Promote multiple use and mixed use concentrations of higher density residential, shopping, business and office uses in all-purpose nodes.

**Program 1.2.5.1:** High intensity commercial uses shall not be located adjacent to rural and low density residential zones, and shall be designed to minimize traffic flow and encroachment on adjacent neighborhoods.

**Program 1.2.5.2:** Utilize low or medium intensity commercial or medium intensity residential uses as transitional zones, buffering, and screening measures to separate incompatible uses.

**Program 1.2.5.3:** Locate moderate and high-density residential development near commercial, recreational, and transportation facilities or near village centers.

**Program 1.2.5.4:** Establish guidelines that are flexible and allow for a creative and aesthetic development of mixed use centers.

**Program 1.2.5.5:** Limit commercial strip development along major highways, collector and arterial streets in favor of commercial nodes with limited access and varied setbacks to allow for areas of open space to be interspersed along their lengths.

**GOAL 2:**

**Develop the physical structure of the ETZ in a manner that provides a “sense of community” and reflects a logical, efficient, aesthetic and environmentally sound overall form that will serve to:**

- **Maintain sensitivity to city image through aesthetic, design and environmental guidelines.**
- **Use every opportunity to retain an “open character” in the ETZ.**
- **Support a balanced program of farmland, environmental, aesthetic, historic, open space and scenic lands protection and preservation.**

**Objective 2.1:** Achieve a multicentered growth pattern characterized by planned urban centers of employment, business, shopping, cultural and/or residential activity.

**Policy 2.1.1:** Discourage the continued proliferation of inefficient and substandard large lot residential developments through the provision of density incentives in planning sub-areas.

**Policy 2.1.2:** Consider the use of specific-overlay zoning districts and development incentives (e.g., high density transportation corridors).

**Objective 2.2:** The design quality for proposed projects should contribute to and reinforce efficiency in existing and planned infrastructure and services.

**Policy 2.2.1** Encourage development only where it can be supported by existing or planned expansions to infrastructure, without having a negative impact on the level of services available in the developed portion of the ETZ area.

**Policy 2.2.2:** Land use development shall be designed to require compatibility between residential and non-residential uses, infrastructure, public facilities, and services.

**Objective 2.3:** Identify possible future locations for commercial and industrial nodes whenever compatible with surrounding development or development patterns.

**Policy 2.3.1:** The multi-use centers shall be planned to efficiently coordinate with transportation demands throughout the ETZ area, with the intention of preserving open spaces.

**Policy 2.3.2:** Develop an urban village plan with residential neighborhoods, commercial nodes and mixed-use centers in portions of sub-areas where agriculture is not the principal land use in order to preserve the rural character of the ETZ and/or natural open space.

**Policy 2.3.3:** Locate moderate and high-density residential development near commercial, recreational, and transportation facilities or near village centers.

**Objective 2.4:** Adopt a “landscaping plan” that includes buffering and screening criteria.

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**Policy 2.4.1:** Proposed non-residential developments in village or urban centers shall comply with the following design criteria:

- a. Future development shall maintain or be compatible with surrounding streetscape patterns.
- b. Landscaping improvements will include buffer areas and screening that would serve as transition zones between properties with incompatible uses.
- c. Require the development of landscaping features which will enhance industrial and commercial sites or unsightly areas from direct view.

**Objective 2.5:** The ETZ shall work with the County, the City of Las Cruces, and the Town of Mesilla to promote compatible land uses along the ETZ boundaries.

**GOAL 3:**      **Support a balanced program of protection and conservation of open space, scenic lands, historic areas and archeological sites in order to:**

- **Preserve and enhance the area’s natural, visual and cultural resources.**
- **Protect and preserve historic districts, buildings and archeological sites.**
- **Identify the “Gateways” to the City of Las Cruces.**
- **Protect the views of the mountains and the river.**

**Objective 3.1:** Enhance the form and image of the region through use of aesthetic and urban design regulatory techniques to preserve unique slopes, land features, knolls, bluffs, out-crops and indigenous vegetation.

**Policy 3.1.1:** Update the ETZ zoning ordinance and subdivision codes to include appropriate revisions to guide the development of mountain, foothill and mesa areas, as well as the development of sites that are in close proximity to designated open space and recreational areas in the Extraterritorial Zone.

**Program 3.1.1.1:** Development shall be based on the following criteria:

1. Low to very low density development in the rural areas.
  2. Limit water and wind erosion along drainage ways.
  3. The removal of any native vegetation on property that is subject to development shall be limited to the building footprint and the site at which the installation of a utility is to be located.
  4. In the areas where indigenous plants are damaged, outside the area of the building
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footprint or where a utility was installed, the plants native to the area shall be replanted, to recover the natural landscape that existed prior to the disturbance.

**Policy 3.1.2:** Promote and support community based aesthetic compatibility within existing and proposed developments.

**Program 3.1.2.1:** Require aesthetic design guidelines for new residential construction and manufactured housing based on building sizes and shapes, broken-front elevations, roof pitch, square footage, and attached garages.

**Program 3.1.2.2:** Revise and extend ETZ zoning regulations with respect to urban design standards, efficient growth patterns, zoning district buffering techniques, and general site and landscaping requirements.

**Policy 3.1.3:** Provide design incentives to developers for provision and protection of community amenities.

**Program 3.1.3.1:** Provide for mixed use design considerations in land use and community facility planning, and prepare regulatory development incentives to achieve quality subdivision and site designs.

**Policy 3.1.4:** Identify significant view sheds

**Program 3.1.4.1:** Protect view sheds through the Zoning Ordinance and the Subdivision Code.

**Objective 3.2:** Promote a coordinated open space and recreational program for long range provision of region-serving recreation, open space and scenic lands protection.

**Policy 3.2.1:** Coordinate the planning, preservation and acquisition of land within the ETZ region for serving the public's need for open space and recreational resources.

**Program 3.2.1.1:** Identify existing and potential natural, open space, scenic and recreational assets and develop a priority program for preservation, protection or acquisition of regional open space and recreational needs.

**Program 3.2.1.2:** Prepare a parks and recreation facility needs plan for the ETZ's sub- areas.

**Program 3.2.1.3:** Identify and establish public access points along the Organ Mountain Recreation Area.

**Policy 3.2.2:** Provide for multi-use parks and open-space linkages to support development of a plan for regional parks, trails and open-space activities and facilities.

**Program 3.2.2.1:** The ETZ will achieve an interconnected system of open space based on natural arroyos, irrigation and drainage channels, the Rio Grande and unused existing rights-of-way for the purpose of developing a network of pedestrian, horse and bicycle trails, and other recreational purposes.

**Program 3.2.2.2:** Insure that park and recreation facilities and schools become the focal points around which open space networks shall be organized.

**Program 3.2.2.3:** Major undeveloped flood plains and arroyos should be designated for multi-purpose recreational or open-space uses.

**Objective 3.3:** Promote the educational, cultural, economic and general welfare of the public through preservation, maintenance, and protection of structures and districts of significant historic, architectural, archeological or farmland interest.

**Policy 3.3.1:** Establish and maintain an inventory of historic, cultural, architectural, archeological and other natural agricultural and farmland resources and properties.

**Policy 3.3.2:** Promote and preserve the cultural and historic values of structures and sites in the ETZ.

**Program 3.3.2.1:** Create Historic Zoning Districts that recognize State, Federal, and Local Historical Sites.

**Program 3.3.2.2:** Establish a Historic Zoning Advisory Committee to develop appropriate design standards for redevelopment and new development in historic areas (to assist and report to the ETZ Commission).

**Program 3.3.2.3:** Develop guidelines and criteria for identifying properties and resources of significance.

**Program 3.3.3.4:** Identify and recommend districts, sites, properties and resources requiring protection and methods for their preservation consistent with the New Mexico State Register of Cultural Programs and the National Register of Historical Places.

**Policy 3.3.3:** Support regulatory and financing techniques to maintain, promote and protect significant historical, architectural facilities, archeological sites and natural and farmland resources.

**Objective 3.4:** Identify the “gateways” to the ETZ’s communities and to the City of Las Cruces such as Interstate 10, Interstate 25 and U.S. Highway 70.

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**Policy 3.4.1:** Very careful consideration shall be given to proposed developments at the "gateways" to major communities to insure that such developments are compatible and attractive.

**Program 3.4.1.1:** Heavy industrial uses along highways leading into communities shall be discouraged.

**GOAL 4:    Protect the Extraterritorial Zoning area’s natural resources**

- **Protect the quality and supply of water resources in the county.**
- **Protect the public from contaminated water supplies, and insure access to liquid waste disposal services.**
- **Preserve unique natural areas, native vegetation, and wildlife habitat.**
- **Protect and improve air quality in the county.**

**Protection of Water Resources**

**Objective 4.1:** Water quality of all surface waters and groundwaters shall be protected in order to preserve or improve existing water quality in the ETZ.

**Policy 4.1.1:** Protect groundwater sources and groundwater recharge areas in the ETZ from adverse development or land use practices.

**Program 4.1.1.1:** Establish a groundwater protection overlay district on a map, illustrating the overlay district’s boundaries, to reflect the best hydro-geologic information available as of the date of the map.

**Policy 4.1.2:** Establish overlay zones to protect surface water and groundwater sources as well as groundwater recharge areas.

**Policy 4.1.3:** Establish wellhead protection criteria in order to protect the quality and source of water that is available in the ETZ area

**Program 4.1.3.1:** Identify the municipal and public wells located within the boundaries of the ETZ, and identify the sites on the ETZ’s groundwater protection overlay district map.

**Objective 4.2:** Promote the protection and conservation of the limited resources and water quality of the region.

**Policy 4.2.1:** Insure the availability and quality of water supplies.

**Program 4.2.1.1:** Applications for major developments shall be accompanied by a copy of the State Engineer’s report relevant to the indicated area.

**Program 4.2.1.2:** Identify and develop planned areas to be served by new water distribution systems utilizing tax benefit districts, municipal systems, water districts and alternative financing mechanisms.

**Program 4.2.1.3:** Develop a coordinated City-County process for assuring the timing and delivery of water distribution infrastructure in the East Mesa and other locations targeted for urban services and development.

**Program 4.2.1.4:** Create urban design guidelines, regulations and incentives to promote appropriate desert tolerant and low water using plant materials.

**Program 4.2.1.5:** Inventory, identify and analyze the issues and relationships surrounding soil types, depth-to-aquifer and water quality in varying sub-areas of the ETZ.

**Program 4.2.1.6:** Review domestic water provider’s plans for the timely expansion of water delivery infrastructure.

**Objective 4.3 :** Promote the efficient and environmentally sound recovery and reuse of wastewater resources.

**Policy 4.3.1:** Consider when applicable the reuse of wastewater (gray water) for recreational or non-residential sites.

### **Vegetation and Wildlife**

**Objective 4.4 :** The ETZ shall protect and preserve native vegetation and wildlife habitat areas and shall especially seek to protect unique natural areas and rare and endangered plant and animal species.

**Policy 4.4.1 :** Encourage the retention of as much existing native vegetation as possible when reviewing and approving new development proposals.

**Policy 4.4.2 :** A landscape plan shall generally be required as part of the application submittal or building plans for all major new construction excluding individual residential lots.

**Policy 4.4.3 :** The use of indigenous plants shall be encouraged for all new landscaping. To further this policy, a native plant list shall be adopted. Vegetation requiring significant amounts of water shall be discouraged.

**Policy 4.4.4 :** The ETZ and County shall assist in the development and implementation of plans for the preservation, protection and management of important riparian and wetland habitat areas along the Rio Grande.

**Policy 4.4.5 :** The ETZ and County shall coordinate with State and Federal wildlife management agencies, conservation groups, and land management agencies to preserve important wildlife habitat areas.

### **Air Quality**

**Objective 4.5 :** Establish dust control measures that will help to preserve or improve the existing air quality of the region.

**Policy 4.5.1 :** The County Commission, the ETZ Authority and the ETZ Commission shall incorporate appropriate dust evaluation and mitigation requirements in its subdivision and major development review and approval processes.

**Policy 4.5.2 :** Formation of road improvement districts shall be encouraged as a means of solving dust problems and allocating costs to those most affected.

**Policy 4.5.3 :** Efforts shall be made, to the extent that funding is available, to pave dirt roads, particularly collector roads having relatively high traffic counts or where excessive dust is a problem.

**Program 4.5.3.1 :** Every effort shall be made to pave, vegetate, or stabilize the shoulders of County and State roads.

**Program 4.5.3.2 :** The County Transportation Department should pursue aggressive dust control efforts on existing unpaved roads where dust pollution affects residents and is in violation of federal and state air quality standards.

**Policy 4.5.4 :** Protection of existing air quality shall be a major consideration in the review of plans for new industrial, commercial, and residential projects.

**Program 4.5.4.1 :** Applicants for major developments shall be required to show the impact of their proposed activities on air quality within the County.

### **Energy Conservation**

**Objective 4.6:** The ETZ shall encourage the reduction of dependency on non-renewable resources.

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**Policy 4.6.1:** The future land-use map should take into consideration maximum energy efficiency.

**Policy 4.6.2 :** Land-use planning should, to the maximum extent possible, seek to recycle and re-use vacant land and those that are not energy efficient.

**Policy 4.6.3 :** Land use planning should, where possible, combine high density development along high density multi-use corridors to achieve greater energy efficiency.

**Policy 4.6.4 :** Energy conservation efforts in the County should include consideration of existing and potential capacity of renewable energy as alternate sources for adding to the region’s energy output. Renewable energy sources include water, sunshine, wind, geothermal heat and municipal and farm waste.

**Program 4.6.4.1 :** Land-use plans should be based on utilization of the following techniques and implementation devices can have a material impact on energy efficiency:

1. Lot size, dimension, and siting controls.
2. Building height, bulk and surface area.
3. Density of uses, particularly those that relate to housing densities.
4. Availability of light, wind and air.
5. Compatibility of and competition between competing land use activities.
6. Systems and incentives for the collection, reuse and recycling of metallic and nonmetallic waste.

**Policy 4.6.5:** Develop and implement economical and efficient methods of solid waste collection and disposal.

### **Light Pollution**

**Objective 4.7:** The ETZ shall maintain an improved and up-to-date night-time lighting ordinance.

**Policy 4.7.1:** Provide for the protection of the appearance of the ETZ’s night-time sky while considering safety, the conservation of energy and the preservation of the environment from light pollution.

**Program 4.7.1.1:** Preservation of the ETZ’s night sky by regulating outdoor night-lighting

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fixtures.

**Policy 4.7.2:** Areas near existing observatories shall be developed with special consideration for the impacts that development may have on astronomical observing conditions.

**GOAL 5:**

**Preserve and maintain agricultural lands.**

- **Support a balanced program of farmland protection and preservation.**

**Objective 5.1:** Agricultural lands shall be preserved and maintained for farm use, consistent with existing and future needs for agricultural products.

**Policy 5.1.1:** Urban growth should be separated from agricultural lands by a buffer or by transitional areas of open space.

**Program 5.1.1.1:** Support evaluation and analysis of feasibility of Transfer of Development Rights (TDR's), or agricultural preservation and conservation easement techniques for environmental, open space and farmland protection.

**Policy 5.1.2:** Plans providing for the preservation and maintenance of farm land for farm use should consider as a major determinant the carrying capacity of the air, land and water resources of the farmland area.

**Policy 5.1.3:** Non-farm uses permitted within farm use zones should be minimized to allow for maximum agricultural productivity.

**Policy 5.1.4:** Extension of services, such as sewer and water supplies into rural areas should be appropriate for the needs of agriculture and farm uses.

**Policy 5.1.5:** Open spaces should be permitted on agricultural land that is being preserved for future agricultural growth. The change of use from agricultural to open space should not be subject to tax penalties.

**GOAL 6:**

**Provide for the housing needs of citizens residing in the Extraterritorial Zone.**

- **Allow for a variety of residential densities and housing types.**
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- **Promote housing availability and affordability.**
- **Promote housing and neighborhood enhancement and preservation.**
- **Provide for compatible, safe and attractive locations for site-built, manufactured homes and mobile housing units.**
- **Provide housing opportunities in rural and urban areas of the ETZ that meet the needs of present and future populations in all socioeconomic groups.**

**Objective 6.1:** A housing plan should be developed in a manner that insures the provision of appropriate types and amounts of land subdivided within urban growth areas. Such subdivisions of land should be necessary and suitable for housing that meets the needs of households of all income levels.

**Policy 6.1.1:** The ETZ’s comprehensive plan should provide for a continuing review of housing need projections and should establish a process for accommodating needed revisions.

**Policy 6.1.2 :** Decisions on housing development proposals (subdivisions, building permits) should be expedited when such proposals are in accordance with zoning ordinances and with the comprehensive plan.

**Policy 6.1.3 :** In addition to preparing inventories of buildable lands, the housing elements of the comprehensive plan should, at a minimum, include:

1. A comparison of the distribution of the existing population by income with the distribution of available housing units by cost
2. A determination of vacancy rates, both overall and at varying rent ranges and cost levels
3. A determination of expected housing demand at varying rent ranges and cost levels
4. Allowance for a variety of densities and types of residences in each sub-area
5. An inventory of sound housing in ETZ areas, including units capable of being rehabilitated.

**Objective 6.2:** Plans should provide for the appropriate type, location and phasing in of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment.

**Policy 6.2.1:** Plans should take into account the effects of utilizing financial incentives and

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resources to stimulate the rehabilitation of substandard housing.

**Policy 6.2.2:** The ETZ Zoning Ordinance should provide incentives that can be used to increase population densities in the ETZ, taking into consideration (1) services and facilities, (2) the economic, environmental, social and energy consequences of the proposed densities and (3) the optimal use of existing urban land, particularly in sections containing significant amounts of unsound substandard structures.

**Policy 6.2.3:** Additional methods and devices for achieving this goal should, after consideration of the impact on lower income households, include, but not be limited to:

1. Tax incentives and disincentives.
2. Building and construction code revision.
3. Zoning and land use controls.
4. Subsidies and loans.
5. Fee and less-than-fee acquisition techniques.
6. Enforcement of local health and safety codes.
7. Coordination of the development of urban facilities and services to disperse low income housing throughout the planning area.
8. Public and private partnerships

**Objective 6.3:** Provide for high quality and diverse housing sites and living units to accommodate a full range of income and lifestyles in well-planned and well-maintained neighborhoods, tailored to planned ETZ sub-areas while observing private existing covenants.

**Policy 6.3.1:** Provide for quality development of new housing and protection of existing neighborhoods in a manner that ensures safe, sanitary, habitable and well-maintained structures.

**Policy 6.3.2:** All development shall adhere to quality design that facilitates the coordination of services, infrastructure and compatibility with adjacent land uses.

**Policy 6.3.3:** Locate site-built homes, manufactured housing types and urban subdivisions within existing or planned wastewater service areas.

**Program 6.3.3.1:** Provide regulatory lot size and density incentives in targeted ETZ planning sub-areas in order to encourage development of more affordable low and middle income

housing opportunity.

**Policy 6.3.4:** Discourage the continued proliferation of inefficient and substandard large-lot mobile home developments through the provision of density incentives in planning sub-areas.

**Program 6.3.4.1:** Medical hardship/temporary second home permits should be discontinued in favor of efforts to promote the availability of more affordable and more conforming manufactured-housing sites.

**Policy 6.3.5:** Promote the construction of site-built and the installation of permanent foundation systems for manufactured housing types and urban subdivisions within existing or planned wastewater service areas.

**Policy 6.3.6:** Encourage the location of mobile homes in mobile home parks or in mobile home subdivisions to accommodate the need for affordable housing.

**Objective 6.4:** Promote the provision of fair, decent, safe, affordable housing for rental or purchase that meets the needs of present and future ETZ residents.

**Policy 6.4.1:** Affordable housing shall be encouraged in all areas that are appropriate for residential and mixed-use residential development.

**Policy 6.4.2:** Support and encourage the development of innovative strategies designed to address the housing needs of the ETZ

**Policy 6.4.3:** Coordinate the development of affordable housing considering the protection of the environment.

**Policy 6.4.4:** Encourage the use of alternative septic technologies approved by the New Mexico Environment Department in the development of affordable housing.

**Policy 6.4.3:** Encourage the use of public and private funds available through the U.S. Department of Housing and Urban Development, the U.S. Department of Agriculture Rural Development, non-profit housing developers and State resources.

**GOAL 7:**

**Provide for an orderly and efficient transition from rural to urban land use.**

- **Encourage the development of urban centers to accommodate rapid growth**

**Objective 7.1:** Identify potential areas suitable for urban development, and provide for an orderly and efficient transition from rural to urban land use.

**Policy 7.1.1:** Where appropriate, consider allowing development consistent with the urban character generally found in close proximity to the corporate limits of the City of Las Cruces, or within the two-mile area adjacent to the City of Las Cruces, that is suitable for urban development.

**Program 7.1.1.1:** In determining whether rural land located within the two-mile area adjacent to the City of Las Cruces is suitable for urban development, the following factors should be considered:

1. Demonstrated need to accommodate long-range population growth requirements consistent with the ETZ Comprehensive Plan.
2. Proximity to planned transportation corridors pursuant to the Metropolitan Planning Organization's 2000 Thoroughfare Plan.
3. Need for housing and employment opportunities.
4. Orderly and economic provision for public facilities and services.
5. Maximum efficiency of land uses within and on the fringe of the existing urban area.
6. Environmental, energy, economic and social consequences.
7. Retention of agricultural land, open space and recreational areas.
8. Compatibility of the proposed urban uses with nearby agricultural activities.

**Policy 7.1.2:** Land located between the two-mile and five-mile boundaries of the Extraterritorial Zone (ETZ) shall be considered available over time for urban uses.

**Program 7.1.2.1:** Conversion of land to urban uses outside the two-mile area adjacent to the City of Las Cruces shall be based on:

1. Orderly, economic provision for facilities and services.
2. Availability of sufficient land for the various uses to insure choices in the market place.
3. ETZ goals and the acknowledged comprehensive plan.
4. Encouragement of development within the two-mile area (Zone A) of the ETZ before the conversion of land outside the two-mile area is developed for urban uses.

**Policy 7.1.3:** The ETZ’s Zoning Ordinance and Subdivision Code or revisions thereof, should be mutually supporting, adopted and enforced to integrate the type, timing and locations of public facilities and services in a manner to accommodate increased public demand as more rural land becomes available for urban development.

**Policy 7.1.4:** Additional methods and devices for guiding land use should include, but not be limited to the following: tax incentives and disincentives; multiple use and joint development practices; acquisition-fee and less-than-fee-acquisition techniques; and capital improvement programming.

**Policy 7.1.5:** The types, locations and phasing of public facilities and services are factors that should be used to direct urban expansion.

**Policy 7.1.6:** The types, design, phasing and locations of major public transportation facilities (e.g., air, rail, mass transit, highways, bicycle and pedestrian) and improvements are factors that should be utilized to support urban expansion and restrict it from rural areas.

**GOAL 8:**

**Provide for economic and industrial development with diverse, healthy non-polluting employment tailored to planned ETZ sub-area needs and potentials in a manner that will serve to:**

- **Promote and guide the development and location of commercial and industrial uses to balance economic growth and quality of life.**
- **Promote development of industrial uses in appropriate locations throughout the region**
- **Establish and maintain a stable diversified economy.**
- **Develop policies that allow retention, expansion, and attraction of existing and new business and industry.**
- **Promote economic development and employment opportunities.**
- **Develop a diversified economic base, which builds on traditional agriculture with high technology, services and trade.**
- **Promote and enhance the region as a tourist attraction.**

**Objective 8.1:** Use existing resources, structures, and commercial or industrial zoned spaces for economic development activities in a manner that will support the expansion and diversification of the region’s economic base.

**Policy 8.1.1:** Identify commercial and industrial nodes that are compatible with existing development/zoning districts.

**Program 8.1.1.1:** Development of industrial sites shall be encouraged to locate on existing or planned arterial or collector streets or in planned industrial parks.

**Policy 8.1.2:** Preference for the development of commercial activity should be located at major intersections (i.e., intersections of two arterials, two collectors or an arterial road and a collector road).

**Policy 8.1.3:** Strip commercial development along state highways and major arterials shall be strongly discouraged.

**Policy 8.1.4:** Support development of non-polluting high value-added industry, light manufacturing, warehousing, transportation and agricultural-related activities in ETZ non-residential-planned areas.

**Objective 8.2:** Support, maintain and assist growth and expansion of the region’s existing business, industrial and agricultural economic base.

**Policy 8.2.1:** Support the farmland preservation programs for the agricultural industry in order to maintain the viability of this major sector of the local economy.

**Policy 8.2.2:** Evaluate the potential of modification of State and Local regulations, tax structures and debt financing mechanisms in order to promote competitive advantages in economic development activities.

**Objective 8.3:** Promote businesses that are compatible with the County’s environmental, cultural and economic strengths in order to ensure balanced economic development.

**Policy 8.3.1:** The economic impacts of proposed developments requesting Industrial Revenue Bonds (IRB) should be evaluated by the County, taking into account job creation, and the services and products provided.

**Policy 8.3.2:** The County, the ETZ and the State should encourage tourist activities that highlight and enhance the ETZ’s natural, historical and cultural resources.

**Policy 8.3.3:** The County should encourage the development of businesses which can be integrated into the ETZ without adverse impacts on the County’s resources.

**GOAL 9:** Provide for coordinated planning and development of a transportation network tailored to meet ETZ sub area needs that will serve to:

- Develop an efficient, effective and economical thoroughfare system.
- Establish design criteria and funding procedures for intermodal development, facilities and

**services to all users.**

**Objective 9.1:** The ETZ shall coordinate with the Las Cruces Metropolitan Planning Organization (MPO) in developing a comprehensive circulation system serving ETZ and regional needs for existing and future travel requirements.

**Objective 9.2:** Identify, develop and implement an ETZ “critical roadway needs” and improvements process to ensure the timely location and provision of transportation infrastructure to serve areas planned for urban development.

**Policy 9.2.1:** Provide for coordinated planning and delivery of an integrated and efficient multimodal transportation system that will meet regional and ETZ sub-area needs, inclusive of commercial and industrial development.

**Program 9.2.1.1** Implement an advanced right-of-way reservation and/or acquisitions process for major arterial roadways with public and private sector land owners.

**Program 9.2.1.2:** Provide a coordinated plan of specific ETZ transportation and roadway alignment needs and a program for public/private financing responsibilities in coordination with the Las Cruces MPO.

**Program 9.2.1.3:** Develop regulation through the Subdivision Code that will establish consistent, proportional and fair share transportation exaction/development fee requirements and responsibilities for development in the ETZ.

**Program 9.2.1.4:** Assist in efforts to develop tax districts to provide paved roadway infrastructure in targeted locations.

**Program 9.2.1.5:** Locate and encourage the County to acquire cross-valley roadway rights-of-way for arterial corridors.

**GOAL 10:**

**Encourage development and expansion of public services and facilities in a manner that will serve to:**

- **Maximize the efficiency of existing and future public services and facilities within the region.**
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- **Provide opportunities for a wide range of educational services.**
- **Promote and maintain adequate health facilities.**
- **Enhance the quality of life by creating parks and recreational facilities in the ETZ.**

**Objective 10.1:** Identify, develop and implement an ETZ “critical water/wastewater” needs, planning and improvements process to insure timely location and provision of water and wastewater facilities to serve areas targeted and planned for urban development.

**Policy 10.1.1:** Encourage the formation of centralized wastewater, water and paving districts in order to upgrade public utility services in older areas lacking such services and in newer areas outside the designated Las Cruces Wastewater Service area.

**Policy 10.1.2:** Urban development will be encouraged in areas where services and infrastructure exist or are likely to be developed.

**Policy 10.1.3:** Costs for development that occur outside community service areas and require the extension of infrastructure (water, wastewater, roads, etc.) shall be the responsibility of the developer or other involved parties.

**Objective 10.2:** Provide for coordinated planning and delivery of cost-effective community health, education, and public safety services tailored to meet the respective needs of the ETZ Sub-Areas.

**Policy 10.2.1:** Promote the development and joint use of adequate educational facilities and region-serving recreation and open-space resources.

**Program 10.2.1.1:** Discourage “leap-frog” development in areas lacking necessary infrastructure (e.g., roads developed to specification, utilities, solid waste facilities and wastewater facilities within an area under development).

**Program 10.2.1.2:** Ensure that the quality of the design of a proposed development enhances efficiency, infrastructure and services, and promotes a higher quality of life for its citizens.

**Program 10.2.1.3:** Development standards shall be required to facilitate drainage, street, utility, landscaping, lighting, streetscape and urban design compatibility within and adjacent to development projects.

**Program 10.2.1.4:** Development shall not be approved when it significantly decreases the level of service of the surrounding infrastructure.

**Program 10.2.1.5:** A waivers from required design standards within planned corridors and overlay districts shall be discouraged if said request is without an equivalent alternative

solution to achieve the planned design standards (e.g., consideration of topographical barriers).

**Policy 10.2.2:** Ensure the continued open character found in many residential areas without reducing opportunities for improvement.

**Utilities**

**Objective 10.3:** The ETZ should, through the subdivision review process, coordinate with the utilities industry to assure that services would be available where needed. Conversely, development other than very low density residential shall be discouraged where utilities are not available.

**Policy 10.3.1:** Public utilities shall be located, operated and maintained in a manner that will not degrade environmental quality.

**Policy 10.3.2:** The underground placement of utilities shall be encouraged wherever feasible.

**GOAL 11:**

**Provide for the protection of life and property through efficient and effective police, fire, safety, health/medical care and hazardous material control.**

- **Provide law enforcement protection for residents.**
- **Continue implementation and expansion, as necessary, of an integrated system of fire protection, emergency medicine and rescue services.**
- **Protect residents and property in Doña Ana County from flooding.**

**Law Enforcement**

**Objective 11.1:** The County will strive to provide quality law enforcement services for all citizens.

**Policy 11.1.1:** The County Sheriff’s Department should be encouraged to locate sub-stations in villages or urban centers.

**Fire Protection**

**Objective 11.2:** The County shall act to reduce the danger from fire and shall actively seek to improve fire protection services.

**Policy 11.2.1:** The County shall deny high density (more than one unit per acre) residential and

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any commercial development in areas where fire protection, adequate water pressure and other emergency services are not readily available.

**Policy 11.2.2:** Multiple access routes into new subdivisions and other major developments for emergency purposes shall be required.

**Policy 11.2.3:** No subdivisions with parcels of less than one acre shall be established in any area except where fire protection services are provided and an adequate water source for fire suppression is available.

**Policy 11.2.4:** The ETZ shall require adequate space between structures to inhibit the spread of fires.

**Policy 11.2.5:** The County shall ensure adequate emergency vehicle access, as required by the Zoning Ordinance, to all building sites through the adoption and enforcement of appropriate property development standards.

### **Flood Management**

**Objective 11.3:** Provide for a diversified and efficient system for flood protection, drainage and stormwater management.

**Objective 11.4:** The ETZ and the County shall develop, adopt and enforce a Floodplain Management Overlay Zone Ordinance.

**Policy 11.4.1:** “High risk” area flood hazard management policies and future capital improvement plans for flood control shall be developed.

**Policy 11.4.2:** The ETZ will not allow development to concentrate runoff in arroyos or other drainage ways to the extent that it could create erosion problems or adversely affect land areas downstream.

**Policy 11.4.3:** All new construction, including additions or alterations to existing structures proposed within 100-year floodplain areas, shall conform to the Floodplain Management Overlay Zone.

**Policy 11.4.4:** All construction proposed in the floodway shall be accompanied by an engineer’s report demonstrating that such encroachments shall not result in any increase in flood levels during the occurrence of the base flood discharge. Any construction in the floodway shall be strongly discouraged.

**Policy 11.4.5:** Development in floodplain areas shall be discouraged. Every effort shall be made

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to encourage the location of structures on the portions of property outside of delineated floodplains.

**Hazardous Materials**

**Objective 11.5:** The County shall minimize the risk to public health and safety from hazardous and radioactive wastes.

**Policy 11.5.1:** The ETZ shall cooperate with other agencies to prepare emergency response plans in case of a spill of hazardous or radioactive materials or wastes on any private or County roads or lands within the ETZ.

**Policy 11.5.2:** Applicants for commercial and industrial developments shall identify all hazardous or radioactive materials used, produced, or transported in the County through their activities, and shall submit detailed plans for the storage, recycling, transportation, and/or disposal of hazardous or radioactive materials; these plans shall include independent analyses of potential impacts on the existing quality of public health, water, air, and soils within the County.

**GOAL 12:**

**Provide for effective inter-governmental joint planning, coordination, and implementation of significant programs designed to better manage regional growth and urbanization in a manner that will serve to:**

- **Foster maximum inter-governmental cooperation and problem solving.**
- **Promote the best interests of the public in the provision of cost-effective services and infrastructure.**
- **Insure timely and effective growth management.**
- **Develop an efficient pattern of land use that follows the adopted comprehensive planning policies and regulatory requirements.**
- **Promote fair and equitable administration and enforcement of plans and ordinances.**
- **Provide for an efficient customer service and permitting process.**

**Intergovernmental Joint Planning**

**Objective 12.1:** Establish effective inter-governmental communications and coordination.

**Policy 12.1.1:** Work with Federal and State Agencies to coordinate future planning efforts on public lands.

**Program 12.1.1.1:** The ETZ shall make every effort to meet periodically with the State Land

Office and Bureau of Land Management (BLM) to coordinate any planning proposals and land disposals.

**Program 12.1.1.2:** The ETZ shall seek a strong advisory role in any future consideration by the State or the BLM, to release additional land for development to determine whether such releases are compatible with the ETZ Comprehensive Plan.

**Program 12.1.1.3:** The ETZ shall work with the County and City planning departments to promote a smooth transition of land uses along the ETZ boundaries.

**Policy 12.1.2:** Work to achieve locally coordinated solutions to infrastructure and public service provision through the joint Capital Improvement Program (CIP) and Annexation Programming to ensure coordination, timing and delivery of economical public services.

**Program 12.1.2.1:** Provide an annual process for the preparation and adoption of an ETZ Annexation/CIP Program for near-, mid- and long-term infrastructure planning of targeted urban service areas.

**Program 12.1.2.2:** Promote a process of City/County cooperative, coordinated review of tax and finance needs, service provision responsibilities and general regional conflict resolution/avoidance.

### **ETZ Planning Process**

**Objective 12.2:** Provide for periodic review, evaluation, maintenance and update of the ETZ Plan, regulatory ordinances and administrative processes.

**Objective 12.3:** Support on-going processes that would be designed to maintain and update ETZ regulations and administrative procedures.

**Policy 12.3.1:** Implement on-going processes designed to insure a fair and effective system of customer service and administrative efficiency in the permit and development review processes.

**Program 12.3.1.1:** Streamline ETZ/City/County administrative procedures by improving permit processes and customer service in order to achieve more compatibility between City and County regulations and procedures, while recognizing the unique and individualized requirements of each jurisdiction.

**Policy 12.3.2:** Implement revision processes designed to insure a fair and effective system of zoning, subdivision regulation and growth management within the ETZ in a manner fulfill the

intent of the ETZ Plan.

**Program 12.3.2.1:** Regulations developed for the ETZ should be the subject of clearly written, uniformly applied and proportionate/fair share standards for internal and off-site improvement exactions and infrastructure improvements.

**Program 12.3.2.2:** Develop regulatory and financing techniques to maintain, promote and protect significant historical, architectural, archeological, and natural and farmland resources.

**Program 12.3.2.3:** Provide regulatory lot size and density incentives to protect environmentally sensitive ETZ lands (e.g. slope, soil type, flood plain, open space and farmland).

**Program 12.3.2.4:** Provide urban design guidelines, regulations, plans and incentives to promote appropriate desert-tolerant and low-water-using types of plants.

**Program 12.3.2.5:** In the ETZ zoning and subdivision codes, implement appropriate revisions to guide hillside development. Criteria may stress low- to very-low-density development, limitations on water and wind erosion along drainage ways and restrictions on removal of existing indigenous vegetation.

**Program 12.3.2.6:** Recognizing that private land use covenants exist and that governing bodies cannot enforce said covenants, their use may be encouraged, during the course of the subdivision process, to assure aesthetic compatibility with surrounding land uses.

**Program 12.3.2.7:** Revise and extend ETZ zoning regulations with respect to urban design standards, zoning district buffering techniques, and general site and landscaping requirements.

**Program 12.3.2.8:** Provide regulatory lot size and density incentives in targeted ETZ planning sub-areas in order to encourage development of more affordable low and middle income housing opportunity.

**Policy 12.3.3:** Consider the utilization of a series of ETZ planning sub-area-specific overlay zoning districts and development incentives directed to area specific development objectives.

**Program 12.3.3.1:** Undertake evaluation, analysis and development of special form and content overlay zoning district techniques to address sub-area-unique planning issues specific to physical location and character.