



**Environmental
Planning
Commission**

*Agenda Number: 2
Project Number: 1009119
Case #12EPC 40003
February 7, 2013*

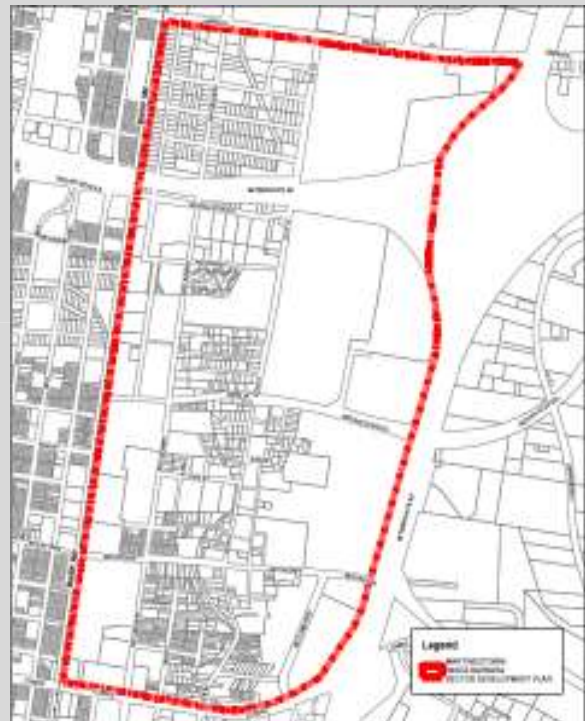
Supplemental Staff Report III

Agent	Planning Department
Applicant	City of Albuquerque
Request	Amendment to the Martineztown/ Santa Barbara Sector Development Plan
Location	This Plan area is bounded by Menaul Boulevard on the north, Lomas Boulevard on the south, the New Mexico Railrunner Express Railway tracks (NMRX) on the west, and Interstate 25 on the east.
Size	Approximately 548 acres
Existing Zoning	SU-2/Various Uses (or) R-1 Single Family Residential R-T Houses/Townhouses R-2 Houses/Townhouses/Apartments RCM Residential/Commercial O-1 Office/Institution NRC Neighborhood Residential/Commercial C-3 Heavy Commercial M-1 Light Manufacturing HM Heavy Manufacturing P Parking SU-1 Special Use (Cemetery/Church/Park/PRD)
Proposed Zoning	SU-2/MTSB R-1 Single Family Residential R-T Townhouse R-2 Medium Density Residential NRC Neighborhood Residential Commercial O-1 Office and Institution C-3 Heavy Commercial M-1 Light Manufacturing HM Heavy Manufacturing P Parking MX Mixed-Use NAC Neighborhood Activity Center SU-1 Special Use

Staff Recommendations

- 1) **REPLACE THE 2012 DRAFT PLAN WITH THE 2010 DRAFT PLAN** per the request of the community and all four stakeholder groups.
- 2) That a **RECOMMENDATION OF APPROVAL** be forwarded to the City Council for 12EPC-40003 (#1009119), based on the Findings beginning on Page 27.

**Staff Planner
Lorena Patten-Quintana**



I. AREA CHARACTERISTICS AND ZONING HISTORY

Surrounding zoning, plan designations, and land uses:

	Zoning	Comprehensive Plan Area; Applicable Rank II & III Plans	Land Use
Site	SU-2/Various Uses	Central Urban; North Valley Area Plan; 1990 Martineztown/Santa Barbara Sector Development Plan	Single-Family Residential, Multi-Family Residential, Commercial Service, Wholesale/Warehousing, Industrial/Manufacturing, Parking, Public/Institutional
North	M-1; SU-1 for Planned Industrial Development; SU-1 for Private School; SU-1 for Planned Residential Development	Central Urban; North Valley Area Plan	Warehousing, Public/Institutional, Multi-Family, Industrial/Manufacturing, Commercial Service
South	M-1; SM/SU-1 for Drive Thru; SM/C-1; SM/R-G; SM/RL-T; SM/O-1; C-2	Central Urban; South Martineztown Sector Development Plan (Broadway to High); St Joseph Hospital Sector Development Plan (High to I-25)	Commercial Retail, Commercial Service, Parking, Multi-Family Residential, Single-Family Residential
East	C-2; C-3	Established Urban	Industrial/Manufacturing, Commercial Service, Commercial Retail, Single-Family Residential Wholesale/Warehousing Parking
West	M-2/ SU-2 M; SU-3 Warehouse Focus	Central Urban; McClellan Park Sector Development Plan (Mountain to Slate); Downtown 2010 Sector Development Plan (Slate to Lomas)	Wholesaling, Commercial Service, Public/Institutional, Parking

II. SUMMARY UPDATE

Per the EPC's direction at the August 2nd EPC Hearing, the City hosted three facilitated meetings with the Martineztown/Santa Barbara community. The four stakeholder groups and other members of the community came to the 3rd facilitated meeting with copies of the 2010 plan in hand. They stated that they did not want the 2012 Draft but rather the 2010 Draft. At the meeting's conclusion, the community and stakeholder groups came to a consensus to support that draft. The Business Association, Neighborhood Association, Northern Neighborhood Group, and Martineztown Work Group would therefore like to submit comments on the 2010 rather than the 2012 draft plan. Letters of support for their requests are attached as Exhibit A.

The community stated that the 2012 plan was difficult to understand with an overabundance of rules and regulations. Many property owners were opposed to the rezoning of their properties. The stakeholder groups and other community members said the 2010 plan better reflected their goals to keep the historic village environment and better defined projects to address their needs. The 2010 plan is a much briefer document.

The 2010 draft is a direct response to the December 2006 letter from the Neighborhood Association that requested assistance with incompatible land use and zoning, inadequate storm drainage and sewer lines, and traffic issues. The vision statement developed by the community became the basis for the goals and action items in the plan. The focus is to promote Martineztown/Santa Barbara as a "Village in the City" to preserve, enhance and celebrate its rich history and historic uses in the short and long term.

The 2010 plan concentrates capital improvements along the 2 historic corridors of Mountain (the Old Carnuel Trail) and Edith (El Camino del Lado).

The 2010 draft separates the plan area into districts. It is written so that each district's recommendations stand alone and recommended projects are separated by City implementing divisions.

Implementing divisions were instrumental in developing the 2010 plan recommendations. The 2010 plan is a short range action plan that is user friendly with fewer regulations and zone changes.

The implementation section is yet to be developed. At the time this plan was presented to the public, the implementing divisions and neighborhood stakeholders agreed to work together to discuss the scope of their desired capital improvements, cost estimates, and budget programming.

It is appropriate to insert the Implementation Policies section from the 2012 plan into the pending Plan Implementation section of the 2010 plan.

The Planning Department (including Code Enforcement, Current Planning and Long Range Planning) have continued to attend the stakeholder groups' meetings to answer questions and help facilitate consensus. As of January 10, 2013 there is community consensus on the zoning language.

Based on all four stakeholder group's request, substitution of the 2012 MTSB SDP Draft with the 2010 MTSB SDP Draft with the zone changes that reflect the desires of the community is Planning Staff's recommendation to the Commission.

III. INTRODUCTION

Background

Original zoning was established for Martineztown/Santa Barbara by the County in 1953. The City adopted the established zoning in 1959. The neighborhood was envisioned to be an expansion area for Downtown. Despite the existing prevalence of low density residential land use, much of the neighborhood was zoned for commercial and industrial uses.

Redevelopment planning surveys indicate that the northern and central sections of the Plan area, between Menaul Boulevard and Rosemont Street, have developed in a fairly conventional manner of residential development surrounded by commercial and light industrial uses along major arterials. Zoning and land use are generally consistent in this area. Zoning irregularities are most pronounced in the southern portion of the Plan area, south of Rosemont Street and east of Broadway Boulevard.

The 1976 MTSB SDP identified the mismatch between land use and zoning in the southern area and created a non-regulatory land use plan to guide zone change requests. Zoning was not changed. This Land Use Plan anticipated a slow change of zoning from commercial to residential supported by the City's housing rehabilitation policy. In order to qualify for rehabilitation loans, applicants were required to have residential zoning. The policy resulted in over fifty spot zone changes from commercial to residential zoning beginning in the mid 1970's.

The 1990 MTSB SDP replaced the 1976 MTSB SDP. The principal goal of the plan was conservation and renewal of the neighborhood. The plan adopted SU-2 (Special Neighborhood) zoning for the plan area to help stabilize the area in its present condition but still allow property owners flexible use of their land. It created two new mixed-use zones for the neighborhood: SU-2 RCM (Residential-Commercial Martineztown), a modification of the City's RC zoning that allowed commercial uses to occupy up to 100 percent rather than half of the gross floor area, and SU-2 NRC (Neighborhood Residential Commercial), a mixed-use zone that allowed residential and low intensity commercial uses. This zoning was considered transitional, and the plan recommended future amendments. The plan also established SU-1 Special Use zones for properties, such as the Moose Lodge, Sun Village Apartments, parks and churches that had one use but many different zones, and made some changes in the SU2 HM (Heavy Manufacturing) zone.

Despite the changes in 1990, there remained a mismatch between existing land uses and their designated zoning categories, particularly in the residential areas. In 1993, the plan was amended to provide a zoning classification, SU-2 PR, for off-site reserved parking. In 2002, the plan was amended to prohibit new off-street commercial surface parking lots as a permissive or conditional use in certain zones.

In 1990 the area was designated a Metropolitan Redevelopment Area. To date, no Metropolitan Redevelopment Plan exists for this area, but information gathering and preparatory work is underway.

Public Process

This process was initiated by the Planning Department at the request of the neighborhood to address ongoing concerns about incompatible land uses, drainage and traffic. The Sector Development Plan kick off meeting was held in June of 2007. The City had conducted a total of 18 public meetings to assess existing conditions, identify community issues and develop recommendations to address those issues. Zoning issues were discussed and zoning and design standards were developed.

The 2010 plan was written by the Planning Department and implementing City Divisions with assistance from the consulting firm Sites Southwest (2007-2009). The 2010 plan was submitted to the community in August of 2010. At that time, City Council contracted the services of Strata Design and later, Karpoff and Associates to conduct additional workshops, surveys and facilitated meetings. The additional public outreach and the expansion of the planning team resulted in the 2012 Draft Plan that was submitted to the EPC and first heard on March 1, 2012.

While the 2012 plan may have been acceptable in its recommendations, the community did not support the draft as evidenced below.

Hearing #1 March 1, 2012

Planning Staff requested a 60 day continuance based on the written and verbal requests for continuance/deferral from the community and the need for additional time to review their comments. Comments were received from property owners, residents, business owners, member of the Neighborhood Association and the MTSB SDP Advisory Committee. The testimony and letters of opposition (primarily to zone changes), from the community led to the Commission granting the continuance to May 3, 2012 and recommending that specific representatives from the different groups sit together to come to a compromise.

The MTSB community reportedly held 2 meetings to negotiate and develop a memorandum of understanding (MOU) to present to the Commission at the May Hearing. The groups represented at these meetings include the Santa Barbara Martineztown Neighborhood Association, the Albuquerque Interfaith Group, and the Santa Barbara Martineztown Business Association. The City was not a part of these negotiations.

Hearing #2 May 3, 2012

Planning Staff requested a 30 day continuance based on the requests from the representatives of the groups listed above. The groups reported successful negotiations and requested a continuance in order to conduct additional meetings to finalize their Agreement.

The community requested and the Commission granted a 90 day continuance to August 2, 2012.

Hearing #3 August 2, 2012

Planning Staff requested a 30 day deferral because of the substantial changes in the zoning proposed in the August 2012 redline draft. Both in writing and at the hearing, all four stakeholder groups asked for an additional six months to understand the new zoning. Testimony included concerns about lack of clear explanation of zone changes, removal of existing permissive uses, onerous and

expensive design standards, and expensive professional representation required to understand the sector development plans.

The Commission granted the community a 6 month deferral to February 7, 2013 with the expectation that the City engage professional facilitation between stakeholder groups and the planning team.

Per the August 2nd EPC directive, the City hosted three facilitated meetings with the Martineztown/Santa Barbara community. As referenced in the summary update, the four stakeholder groups and other members of the community came to a consensus to support the 2010 draft.

Context – see map on page 2

This Plan area is approximately 548 acres bounded by Menaul Boulevard on the north, Lomas Boulevard on the south, the New Mexico Railrunner Express Railway tracks (NMRX) on the west, and Interstate 25 on the east.

Martineztown/Santa Barbara is an historic neighborhood located within the Central Urban Area near Albuquerque's downtown employment district.

The Central Urban Area includes Downtown, Old Town, and the University district, places well established in the early Twentieth Century. The area has a very high building density. Area characteristics are the largest concentration of older (pre 1940) housing and a significant concentration of larger public and private buildings, cultural amenities, historic districts, and parks.

Martineztown/Santa Barbara is one of eleven historic and economically interrelated neighborhoods in the Central Urban Area that have suffered disinvestment and decline. Much of this central area has been redeveloped with an emphasis on cultural and historic preservation as well as commercial revitalization.

Martineztown/Santa Barbara needs redevelopment and preservation.

Overview of the 2010 MTSB SDP

The 2010 Sector Plan addresses issues identified by the Santa Barbara/Martineztown Neighborhood Association in their December 2006 letter to the Albuquerque Planning Department. Their concerns became their vision statement. Their vision statement became the goals of the plan and the goals became the action items.

The Plan establishes land development regulations and recommends capital improvements to preserve and protect the neighborhood's historic residential core and existing commercial properties.

Capital improvements are concentrated along historic corridors and zoning is changed to reflect traditional mixed uses. A neighborhood activity center is recommended to re-establish a traditional neighborhood center as a place that provides a social setting and services for its residents. Single family residential zoning is more than doubled.

The 2010 draft separates the plan area into districts. It is written so that each district's recommendations stand alone and recommended projects are separated by City implementing divisions.

The 2010 MTSB SDP recommends that a separate Redevelopment Plan be written and adopted using this Sector Plan for its framework. There is a section in the 2010 Plan that proposes specific catalytic projects for redevelopment and suggests possible funding sources.

TRANSPORTATION SYSTEM

Roadways

The Current Roadway Functional Classification System map of the 2030 Metropolitan Transportation Plan, produced by the Mid-Region Council of Governments (MRCOG), identifies the following Martineztown/Santa Barbara streets:

- Lomas Menaul and Broadway Boulevards are the area's "Urban Principle Arterial" streets (major transportation corridors designed to carry high volumes of traffic).
- Odelia Road is an "Urban Minor Arterial" street designed to accommodate heavy commercial vehicles and higher traffic volumes.
- Mountain Road is a "Collector" street and as such, provides land access, service, and traffic circulation within residential, commercial and industrial areas.
- Edith, between Menaul and Lomas, is a "Local" street. By definition, these streets provide the lowest level of mobility by accessing adjacent land use, serving local trip purposes, and connecting to higher order streets. This classification typically contains no bus routes and non-local traffic is most often deliberately discouraged.
- All other streets are "Local" streets.

In addition to MRCOG designation as "Urban Principle Arterial" streets, the Albuquerque/Bernalillo Comprehensive Plan designates Menaul and Lomas as Enhanced Transit Corridors. The purpose of this designation is to develop land uses and intensities that promote and are promoted by the use of transit.

Trails/Bikeways

A bicycle lane is a facility that is located in a portion of a roadway facility. A lane is designated by pavement markings for the exclusive or semi-exclusive use of bicycles. Travel by motor vehicles or pedestrians is prohibited, but pedestrian and motorist cross flows are permitted. Lanes are usually along the right edge of the roadway but may be designated to the left of parking or right-turn lanes.

Striped bicycle lanes extend along both sides of Odelia Road from Broadway Boulevard to where Odelia Road becomes Indian School Road and continue on Indian School, offering connections to and from points east of Martineztown/Santa Barbara. In addition, Mountain Road has an existing bike lane on each side of the street from Walter Street to the I-25 frontage road. West of Walter, Mountain Road is a designated Bicycle Route.

A bicycle route is defined as a bicycle facility located in a roadway and designated by signs as available for bicycle travel. Routes are shared with motorists and require lane widths of 14 feet. In many cases, no special on pavement markings are provided.

Two designated bicycle routes serve Martineztown/Santa Barbara – Edith Boulevard to the north and south and Mountain Road from east to west.

A bicycle trail is a paved off -street facility designated by signs and pavement markings for the primary use of bicycles. Cross-flows by motor vehicles are minimized. Trails may accommodate pedestrian or other non-motorized users.

Currently there are no existing multi-use trails in the Plan area.

Parks

There are three parks within the Martineztown/Santa Barbara Plan Area. As a group, they offer baseball fields with bleachers, playground equipment, picnic areas and tables, basketball courts, and grass for unstructured recreation. Over 23.8 acres of park area exists within the Plan boundary.

Martineztown-Santa Barbara Park is an approximately 10.2 acre park with large open areas available for informal or formal sport use, a playground, basketball court, large shade structure and baseball diamond. Parking is available on an onsite lot or along Hannett Street. Playground equipment was installed in 2005.

Santa Barbara Park is a just over a half-acre, owned by San Ignacio Church, which leases the park to the City to operate and maintain. The park contains a small grassy area, a half basketball court, a small shade structure, benches, and play equipment. The City Parks Department is working with Council Services to fund an upgrade of the park with new playground/play equipment.

Vietnam Veteran's Memorial Park is a 13-acre park on land owned by APS and leased to the City. The park consists of two baseball fields and a playground/jungle gym. The park is primarily used for soft ball and baseball games. The site is also used for stormwater detention. Known as the Odelia Pond, it detains runoff before sending it to the pumping pond at Broadway and Lomas.

Martineztown Park is located outside the Plan area, just to the south, but serves the area due to its proximity and its partial co-location with the area elementary school, Longfellow Elementary. A portion of the park located on Longfellow Campus is closed to the public during school hours and includes play fields. The open portion of the park includes play structures, sitting and eating areas, and public art.

Public Facilities

The Wells Park Community Center, located outside the Plan area at Mountain Road and 5th Street NW, offers a computer lab, gym, game room, after-school youth programs, some organized sports for seniors, and a new spray park, a water play park for children, opening in the summer of 2012.

Services for seniors are available at La Amistad Senior Center, near Edith Boulevard and Fruit Street, as well as Los Griegos Multi-Service Center at Candelaria and 12th Street NW.

The Santa Barbara School houses both a senior living facility operated by the City Office of Senior Affairs and a Santa Barbara-Martineztown Learning Center that offers after-school programs. The facility contains eight housing units, a community room, two classrooms, and office space.

Community Services

The Martineztown House of Neighborly Services, a private organization on Edith Boulevard, north of Lomas Boulevard provides before and after school programs for children six to 11 years old. Martineztown House also offers an adult literacy program, a bilingual literacy program for preschoolers, Head Start, child and family development programs, and various summer programs. Citing a budget shortfall, the Martineztown House of Neighborly Services suspended services for six months beginning in October 2011.

The Santa Barbara-Martineztown Learning Center in the Santa Barbara School off Edith Boulevard, south of Odelia Road, offers programs for middle school students.

Job training and employment services are available at the NM Workforce Connection Business and Career Center at Edith and Mountain. Outside the Plan area but within walking distance on Broadway just south of Lomas, WESST Corp, a non-profit economic development organization, provides a variety of services to start up and grow businesses owned by women and minorities.

The Los Griegos Health and Social Center Health services, located outside the Plan area at 12th Street and Candelaria, serves the community with dental care, primary healthcare for children and adults, family planning services, immunizations and the Women, Infant and Children (WIC) program. It offers income-based programs and accepts Medicaid.

III. APPLICABLE ORDINANCES, PLANS AND POLICIES

Staff analysis focuses on the city portion of the plan area. Policy Citations are in Regular Text; ***Staff Analysis is in Bold Italics.***

Albuquerque / Bernalillo County Comprehensive Plan (as amended through 2003)

The subject site is located in the area designated Established Urban which includes its most distinctive portion specially identified as the Central Urban area. It is distinctive enough to require two additional policies in addition to those addressing the rest of the Established Urban Area.

Applicable policies include:

Policy II.B.5: DEVELOPING URBAN AREA AND ESTABLISHED URBAN AREA

The goal is to create a quality urban environment which perpetuates the tradition of identifiable, individual but integrated communities within the metropolitan area and which offers variety and maximum choice in housing, transportation, work areas, and life styles, while creating a visually pleasing built environment.

The development regulations and capital improvement recommendations developed through this process and contained in this Plan aim to preserve Martineztown/Santa Barbara's historic residential neighborhoods. The plan's recommendations accommodate appropriate commercial activity and encourage new investment that improves quality of life for local residents.

As such, this Plan provides zoning regulations and development standards for properties within the Martineztown/Santa Barbara neighborhood to ensure that future development is consistent with and furthers the goals and policies of the Comprehensive Plan.

Policy II.B.5.a: The Developing Urban and Established Urban Areas as shown by the Plan map shall allow a full range of urban land uses, resulting in an overall gross density up to 5 dwelling units per acre.

The Plan includes policies and regulations that will support existing and new development to benefit the entire community. The Sector Development Plan addresses land use opportunities and concerns within Martineztown/Santa Barbara, furthering this policy to allow a full range of urban land uses.

Policy II.B.5.d: The location, intensity, and design of new development shall respect existing neighborhood values, natural environmental conditions and carrying capacities, scenic resources, and resources of other social, cultural, recreational concern.

The plan limits commercial activities and supports low-density land use within existing residential areas. This action supports the community's request to reclaim the historic low-density residential development pattern and will provide additional opportunity for affordable infill housing on existing vacant lots. The Plan establishes new zoning to provide opportunities for area revitalization. The Plan will preserve and protect the village's historic residential core while accommodating existing commercial properties.

Policy II.B.5.e: New growth shall be accommodated through development in areas where vacant land is contiguous to existing or programmed urban facilities and services and where the integrity of existing neighborhoods can be ensured.

Mixed uses are encouraged along Lomas Boulevard (from Broadway west to the Plan boundary) and along Broadway Boulevard. A shift from entirely commercial to mixed uses would buffer and protect the integrity of the lower density, single-family residential areas from traffic on Broadway Boulevard while providing a transition from higher-density development to lower density, single-family development. These locations for higher density mixed use development along corridors especially given the existing transit service, will allow new infill development while maintaining the integrity of the existing neighborhood, thus furthering this policy.

Policy II.B.5.g: Development shall be carefully designed to conform to topographical features and include trail corridors in the development where appropriate.

The MRCOG Long Range Bikeway System map, and The 2011 Draft Albuquerque Bikeways and Trails Master Plan Update were the basis for the Plan's recommendations for bicycle lanes, routes and trails.

The Plan recommends a "green" storm drainage management buffer between the residential and non-residential areas by vegetating the escarpment between Woodward and Edith Boulevard, where topography affects current and future development.

Policy II.B.5.h: Higher density housing is most appropriate in the following situations:

- In designated Activity Centers.
- In areas with excellent access to the major street network.
- In areas where a mixed density pattern is already established by zoning or use, where it is compatible with existing area land uses and where adequate infrastructure is or will be available.
- In areas now predominantly zoned single-family only where it comprises a complete block face and faces onto similar or higher density development; up to 10 dwelling units per net acre.
- In areas where a transition is needed between single-family homes and much more intensive development: densities will vary up to 30 dwelling units per net acre according to the intensity of development in adjacent areas.

Higher density housing is recommended in the proposed mixed use (MX) and Neighborhood Activity center (NAC) zones where a mixed density pattern is already established by use. These areas have excellent access to the major street network, and provide transitions to lower density development where necessary, thus furthering this policy.

Policy II.B.5.i: Employment and service uses shall be located to complement residential areas and shall be sited to minimize adverse effects of noise, lighting, pollution, and traffic on residential environments.

- 1) Achieve by Zoning and Subdivision Ordinances.
- 2) Consider use of performance zoning.
- 3) Prepare an Activity Center Implementation Plan.
- 4) Include industrial site location as a component of the Comprehensive Plan is economic development element.
- 5) Provide opportunity for neighborhood review and comment on site plans by notifying recognized neighborhood associations of site plan proposals in accordance with the City Neighborhood Recognition Ordinance 92.

The plan recommends that development within predominantly residential areas be limited to compatible land uses. The protection of residential areas is of high priority and provides for the health, safety, and well-being of the residents. All commercial activity, especially adjacent to

residential areas, should be limited to land uses compatible with residential use and buffered to minimize adverse effects.

The plan also promotes a mix of uses in appropriate locations, such as along Mountain Road and Edith Boulevard and at key intersections, that contributes to the vitality and sustainability of the traditional village, offering services and employment opportunities to residents. Public notification and Environmental Planning Commission approval would be required for all sites over 5 acres. The Plan furthers this policy of minimizing adverse effects of non-residential uses on residential areas.

Policy II.B.5.j: Where new commercial development occurs, it should generally be located in existing commercially zoned areas as follows:

- In small neighborhood-oriented centers provided with pedestrian and bicycle access within reasonable distance of residential areas for walking or bicycling.
- In larger area-wide shopping centers located at intersections of arterial streets and provided with access via mass transit; more than one shopping center should be allowed at an intersection only when transportation problems do not result.
- In free-standing retailing and contiguous storefronts along streets in older neighborhoods.

The Plan furthers this policy by recommending the development of a mixed-use Neighborhood Activity Center at Mountain and Edith to reflect the mixed use character of this traditional village. A Plazuela (small plaza) is proposed with visual art to commemorate the crossroads of the Carnuel Trail and the Camino del Lado (a portion of the Camino Real is also recommended.)

New development in an activity center at this important location would preserve and protect single family residential areas by providing opportunities for neighborhood scale retail, services, and housing outside of primarily residential areas. The recommended plazuela would provide an open gathering space for the community and define the pedestrian realm in an excessively wide public right of way. Designed to reflect traditional community character, this center would serve as a recreational and social focal point for the neighborhood within walking and bicycling distance.

Policy II.B.5.k: Land adjacent to arterial streets shall be planned to minimize harmful effects of traffic; livability and safety of established residential neighborhoods shall be protected in transportation planning and operation.

A zone change is recommended on the west side of Broadway between Lomas and Mountain from heavy manufacturing to mixed use. A mixed use zone provides expanded development opportunities and reflect the traditional mix of residential and less intense commercial uses and would provide more appropriate land uses adjacent to residential areas while increasing development opportunities by allowing new residential development opportunities. A mixed use zone would encourage a mix of residential with desired shopping, service, office, and entertainment uses along the Enhanced Transit Corridor, Lomas Boulevard. Broadway (State

Highway 47) and Lomas Boulevards are prime locations for mixed use street related development especially given the existing transit service on both Boulevards.

Policy II.B.5.I: Quality and innovation in design shall be encouraged in all new development; design shall be encouraged which is appropriate to the Plan area.

The design regulations in the plan are intended to:

- *Improve the compatibility of proximate residential, institutional, commercial and industrial land uses through requirements for site design, buffering, screening, and landscaping.*
- *Protect and conserve the area's distinct, historic physical characteristics by guiding the design of new construction and additions to blend and harmonize with existing building character, sizes, and massing without becoming unaffordable.*
- *Improve the environment adjacent to the public right-of-way (roadways, sidewalks, landscape strips) through requirements for site parking, walls, fences, landscaping, and pedestrian connections.*

Design standards are included for both residential and non-residential site and building design to encourage quality and innovation in design, which furthers this policy.

Policy II.B.5.o: Redevelopment and rehabilitation of older neighborhoods in the Established Urban Area shall be continued and strengthened.

The proposed land use policies and regulations address the status of the area as an older neighborhood and will guide redevelopment and rehabilitation to further this policy.

The forthcoming Metropolitan Redevelopment Plan will address redevelopment strategies, drainage, infrastructure, funding ideas, and potential public/private partnerships.

Additional Designation as Central Urban

The subject site is located in the most distinctive part of the Established Urban area and has an additional designation of Central Urban with a Goal to “to promote the Central Urban Area as a focus for arts, cultural, and public facilities/activities while recognizing and enhancing the character of its residential neighborhoods and its importance as the historic center of the City. The two additional policies that address this distinctive designation follow.

Central Urban Area applicable policies include:

Policy II.B.6: CENTRAL URBAN AREA*

The goal is to promote the Central Urban Area as a focus for arts, cultural, and public facilities/activities while recognizing and enhancing the character of its residential neighborhoods and its importance as the historic center of the City.

**NOTE: The Central Urban Area is a portion of the Established Urban Area and as such is subject to policies of section II.B.5. as well as to those listed here. Development intensities in the Central Urban Area should generally be higher than in other portions of Established Urban.*

Policy II.B.6.a: New public, cultural, and arts facilities should be located in the Central Urban area and existing facilities preserved.

This Plan furthers this policy with recommendations that include:

- *A plazuela that includes visual art to commemorate the crossroads of the Carnuel Trail and the Camino del Lado.*
- *Signage to identify Edith Boulevard as a historic corridor. This is an important cultural corridor that should emphasize the importance of Edith and its history.*
- *Public art and nichos (i.e. decorative wall niches) on Edith and Lomas Boulevards to create community identity and to create a visual connection with nichos on the south side of Edith and Lomas Boulevard.*

Policy II.B.6.b: Upgrading efforts in neighborhoods within the Central Urban Area should be continued and expanded and linkages created between residential areas and cultural/arts/recreation facilities.

This Plan furthers this policy with recommendations that include:

- *Enhanced pedestrian routes along Mountain Road, Odelia Road, and Edith Boulevard.*
- *Installation of public art and lighting in the I-40 underpass to improve safety and help unify the community by removing a barrier between the north and south halves of the neighborhood.*
- *Additions to the bicycle network to provide the neighborhood with the connectivity they desire. Bicycle commuters working in the downtown and connecting neighborhoods could easily take advantage of intermodal transit opportunities especially along Mountain Road and Odelia/Indian School Road.*

Policy II.B.7 ACTIVITY CENTERS

The goal is to expand and strengthen concentrations of moderate and high-density mixed land use and social/economic activities which reduce urban sprawl, auto travel needs, and service costs, and which enhance the identity of Albuquerque and its communities.

Policy II.B.7.i: Multi-unit housing is an appropriate use in Neighborhood, Community and Major Activity Centers.

Multi-unit housing would be allowed and encouraged in the proposed neighborhood activity center on Mountain Road and Edith, thereby furthering this policy.

Policy II.C 5. HISTORIC RESOURCES

The Goal is to protect, reuse, or enhance significant historic districts and buildings.

Policy II.C.5.a:

Efforts to provide incentives for the protection of significant districts and buildings shall be continued and expanded.

The MTSB SDP recommends that the historic character of the neighborhood be protected and promoted. This includes architectural character and scale of housing stock, historically significant buildings, narrow roads and traditional development patterns. Public improvements are directed to the historic corridor along Edith Boulevard and the historic crossroads of Mountain and Edith. These efforts and incentives further the intent of this policy.

Policy II.C. 9. COMMUNITY IDENTITY AND URBAN DESIGN

The Goal is to preserve and enhance the natural and built characteristics, social, cultural and historical features that identify Albuquerque and Bernalillo County sub-areas as distinct communities and collections of neighborhoods.

Policy II.C.9.a: The City and County differentiate into thirteen sub-areas as shown on the Community Areas map; the unique character and constituent neighborhoods of each area identified on the Community Areas map shall be respected in all planning and development actions.

Policy II.C.9.b: In each Community Area, strategic planning, neighborhood planning, development and redevelopment shall be evaluated in light of its relationship to and effect upon the following:

1) The natural environment

- Indigenous vegetation and other materials appropriate to landscapes.
- Topography and landscape features such as arroyos, the Rio Grande and bosque, the foothills and escarpments
- Soils and erosion potential
- Colors and textures of the natural environment
- Views

2) Built environment

- Height and massing of buildings
- Setbacks from the street
- Placement of entrances and windows
- Walls and fences
- Parking areas design and relationship to buildings
- Road widths, sidewalks, curb cuts, medians

- Grain of streets/size of parcels
 - Patterns of movement (e.g. pedestrian connections, access to transportation/transit)
 - Street furniture (e.g. bus stops, street lights, signs)
 - Landscaping materials, both planting and hardscape
 - Public infrastructure (e.g. drainage facilities, bridges)
 - Social interaction opportunities
 - Relationship between built and natural environment
- 3) Local history
- Architectural styles and traditions
 - Current and historic significance to Albuquerque
 - Historic plazas and other Activity Centers
- 4) Culture and traditions
- Cultural characteristics of residents
 - Community celebrations and events

The MTSB SDP is a distinct part of Albuquerque. The historic character of the neighborhood and the land use variety within the neighborhood make this a unique neighborhood in the Downtown area. The zoning and policies proposed in the MTSB SDP are written to achieve certain goals: to better match the existing land use with the zoning, to allow for appropriately scaled and designed infill development, to preserve and celebrate the historic character, and to reinforce the area as primarily residential with mixed use corridors.

The proposed zone changes will support the Community Vision.

Policy II.D.4: TRANSPORTATION AND TRANSIT

The Goal is to develop corridors, both streets and adjacent land uses that provide a balanced circulation system through efficient placement of employment and services, and encouragement of bicycling, walking, and use of transit/paratransit as alternatives to automobile travel, while providing sufficient roadway capacity to meet mobility and access needs.

Policy II.D.4.b: The City will structure capital expenditures and land use regulations in support of creating additional housing and jobs within Major Transit and Enhanced Transit Corridors, and will promote ongoing public/private cooperation necessary to create private market conditions that support intensified development of jobs and housing in these corridors.

This policy is furthered by the land use regulations of the proposed MX zone which support additional housing and jobs along the transit corridors of Lomas and Broadway Boulevards.

The Metropolitan Redevelopment Plan Recommendations in the MTSB SDP encourages opportunities for public private partnerships and job creation within the proposed MX and NAC zones.

Policy II.D.4.c: In order to add to transit ridership, and where it will not destabilize adjacent neighborhoods, additional dwelling units are encouraged close to Major Transit and Enhanced Transit streets.

Additional dwelling units will be allowed and encouraged on both Menaul and Broadway Boulevards with the proposed MX zoning, thus furthering this policy.

Policy II.D.4.g: Pedestrian opportunities shall be promoted and integrated into development to create safe and pleasant non-motorized travel conditions.

The Plan furthers this policy by recommending installation of decorative paving on Edith Boulevard to indicate shared use and give preference to pedestrians and bicyclists in order to discourage non-local motorized traffic. The proposed plazuela would provide an open gathering space for the community, increase pedestrian activity and serve as a visual cue to calm vehicular traffic. The proposed Neighborhood Activity Center along Mountain Road is highlighted as an important link in the neighborhood Pedestrian network.

Policy II.D.4.j: For each mode, potential transportation/emergency response hazards such as grade crossings, obsolete street geometry, and inadequate street lighting shall be minimized.

The Plan furthers this policy by recommending pedestrian lighting in several locations and requests a study to determine lighting deficiencies on the collector and local streets in the plan area. A raised median with low landscaping and decorative fencing on Odelia Road, just east of AHS is proposed to direct pedestrians to cross at the traffic light in front of the high school.

Policy II.D.4.p: Efficient, safe access and transfer capability shall be provided between all modes of transportation.

The Plan furthers this policy by recognizing that the Martineztown/Santa Barbara area is fairly well served by the City bus routes. All buses have access to the Alvarado Transportation Center, where riders can transfer to buses traveling in all directions. The pedestrian and bicycle linkages and paths, outlined and encouraged by the plan, will ensure access and transfer capabilities are available in the Plan area.

Policy II.D.4.q: Transportation investments should emphasize overall mobility needs and choice among modes in the regional and intra-city movement of people and goals.

In order to ensure the better feasibility and implementation opportunities, the plan recommends an engineering study to examine pedestrian access needs, roadway geometry deficiencies, bikeway needs, and traffic calming opportunities. This policy is furthered by the Plan's recognition and facilitation of different modes of travel to, from, and within the area.

Policy II.D.5 HOUSING

The goal is to increase the supply of affordable housing; conserve and improve the quality of housing; ameliorate the problems of homelessness, overcrowding, and displacement of low income residents; and assure against discrimination in the provision of housing.

Policy II.D.5.a: The supply of affordable housing, shall be preserved and increased and the opportunity to obtain standard housing for a reasonable proportion of income assured.

The proposed zone changes will allow for a variety of housing types and mix of uses in appropriate locations while acknowledging the community's desire to preserve existing low-density housing and conserve and improve it, thus furthering this policy's intent.

Policy II.D.6 ECONOMIC DEVELOPMENT

The Goal is to achieve steady and diversified economic development balanced with other important social, cultural, and environmental goals.

Policy II.D.6.f: The City and the County should remove obstacles to sound growth management and economic development throughout the community.

The MTSB SDP proposes rezonings to stabilize the predominant residential land uses in the area. It also creates mixed use zones that allow a range of land uses with development standards appropriate to the location of the sites relative to the residential neighborhood. This removes existing obstacles to expanded economic development, and balances growth with social, cultural and environmental goals of MTSB and the community at large, which furthers this policy.

The proposed zone changes will address disinvestment in the area and will foster expanded economic development opportunities balanced with the community desire to protect residential areas. The proposed MTSB NAC zone is intended to create and promote a neighborhood activity center, which will help create jobs and thereby balance jobs with housing and population. Additionally, any existing commercial uses not allowed by new zoning categories will become approved, conditional uses in perpetuity upon adoption of this Plan.

Policy II.D.g: Concentrations of employment in Activity Centers should be promoted in an effort to balance jobs with housing and population and reduce the need to travel.

This policy is furthered by the proposal of a Neighborhood Activity Center at Mountain Road and Edith to concentrate new employment opportunities in an effort to balance jobs with housing and population and reduce the need to travel.

North Valley Area Plan (Rank II)

The North Valley Area Plan was adopted in 1993.

(See <http://www.cabq.gov/planning/publications/northvly.pdf>)

The Plan generally encompasses properties south of the Bernalillo/Sandoval County line, North of Interstate Highway 40, West of Interstate Highway 25 and East of the Rio Grande. The area addressed

by the Plan is 28.5 square miles. Of that total area, 4.01 square miles are within the corporate limits of the Village of Los Ranchos de Albuquerque and not subject to the Plan. Of the remaining area, 14.38 square miles are within the City of Albuquerque, and 10.15 square miles are within unincorporated Bernalillo County.

The process used to develop the Plan is based on Sustainable Community Development principles, which are used to describe the economic and cultural growth gained through the retention and stewardship of local resources. Community building is a necessary step in economic development wherein residents and businesses communicate and structure mutually beneficial exchanges.

The portion of the MTSB SDP that falls within the boundaries of the North Valley Area Plan is the northern portion between Menaul and Interstate 40 and between the railroad tracks and Interstate 25.

Applicable goals and policies are:

Goal 6: To encourage quality commercial/industrial development and redevelopment in response to area needs in already developed/established commercial industrial zones and areas. To discourage future commercial/industrial developments on lots not already zoned commercial/industrial.

The MTSB SDP furthers this goal by allowing office and commercial uses in locations where these uses lawfully exist. The development standards allow for new land uses and development that fit the needs and character of the neighborhood and North Valley area.

Rank II Facility Plan: Electric Service Transmission and Generation (2010-2020), revised 2012.

Standards for the Location of Transmission Line Corridors, page 4.

Standards for the Design of Transmission and Subtransmission Facilities, page 6.

The Facility Plan for Electric Service Transmission and Generation Facilities provides standards for the design and location of such facilities. PNM has provided the planning team with some language to address utility easements, landscaping and access to public utility facilities. The MTSB SDP contains language to address utilities. As the MTSB SDP area is a developed area, utility easement locations and access are already established.

Rank II Trails and Bikeways Facility Plan, 1993, revised 1996.

Goal: Facilitate commuter cycling

The MTSB SDP recommends measures to make the street system safe and proposes additional lanes and routes to provide critical connections to the existing bikeways system.

IV. SECTOR DEVELOPMENT PLAN MAP AMENDMENT (ZONE CHANGE)

Resolution 270-1980 (Policies for Zone Map Change Applications)

Resolution 270-1980 establishes policies and requirements, pursuant to the Comprehensive City Zoning Code, for deciding whether or not a zone change request is justified. This resolution which was based

on a court case (Miller v. City of Albuquerque), establishes several tests (1A-1J) that must be met to justify a proposed zone change. The burden is on the applicant to provide sound justification for the proposed change.

Subsection 1D provides reasons that can be used to demonstrate that existing zoning is inappropriate because of one of three findings: 1) there was an error when the existing zone map pattern was created; or 2) changed neighborhood or community conditions justify the change; or 3) a different land use category is more advantageous to the community, as articulated in the Comprehensive Plan or other City master plan.

Note: Staff's analysis is in bold italics.

The Martineztown/Santa Barbara Sector Development Plan (MTSB SDP) is justified pursuant to Resolution 270-1980. The proposed sector development plan map amendments (zone changes) are more advantageous to the community because they further a preponderance of applicable Goals and policies in the Comprehensive Plan and pertinent Rank II facility plans.

The proposed zone changes meet the R270-1980 criteria, 1A – 1J, as follows:

1A. A proposed zone change must be found to be consistent with the health, safety, morals, and general welfare of the city.

The MTSB SDP proposes zone changes that are consistent with the health, safety, morals and general welfare of the City. The proposed zone changes further a preponderance of applicable Goals and policies in the Comprehensive Plan and pertinent Rank II facility plans, including the Facility Plan for Arroyos and the Trails and Bikeways Facilities Plan. The purpose of such plans is to address the City's health, safety, morals and general welfare through Goals and policies; since the proposed zone changes are consistent with applicable Goals and policies in these plans, they are therefore consistent with the City's health, safety, morals and general welfare.

The purpose of the proposed zone changes is to address the continuing incompatibility of land use and zoning in the southern portion of the neighborhood, such as existing residential uses on commercially zoned properties and manufacturing uses adjacent to residential uses. The MTSB SDP proposes new zones and design regulations to ensure that both existing and new development will further Comprehensive Plan Goals, policies and the Community Vision in the MTSB SDP and therefore will be consistent with the City's health, safety, morals and general welfare.

1B. Stability of land use and zoning is desirable; therefore the applicant must provide a sound justification for the change. The burden is on the applicant to show why the change should be made, not on the city to show why the change should not be made.

The proposed zone changes will stabilize the area by helping to remedy discrepancies between existing land uses and zoning, such as instances when a zoning category does not reflect an existing use and/or community vision for the area. Aligning zone categories with existing uses will create consistency, establish consistent expectations and ensure that new development or

redevelopment is appropriate given the area's historic, residential and commercial characteristics. This will create stability of land use and zoning.

Each proposed zone category has been carefully designed to ensure compatibility with existing uses and community values, and to avoid future land use and zoning conflicts that would have a destabilizing effect. The proposed zoning will reinforce the neighborhood's primarily residential character while encouraging commercial development in appropriate locations, that does not adversely affect quality of life. The General Design Regulations, which apply to all properties in the Plan area, will improve and create compatibility of proximate residential, commercial, institutional and industrial land uses through requirements for site design, buffering, screening and landscaping.

Mixed use zones will facilitate development of corridors and a Neighborhood Activity Center that will bring commercial and residential uses to the area in a way that will not destabilize land use and zoning. Maintaining the existing zoning, conversely, could result in new development that destabilizes the neighborhood by continuing to allow heavy commercial and industrial uses adjacent to established residential uses.

- 1C. A proposed change shall not be in significant conflict with adopted elements of the Comprehensive Plan or other City master plans and amendments thereto including privately developed area plans which have been adopted by the City.

The zone changes proposed in the MTSB SDP further applicable Goals and policies in the Comprehensive Plan, the Facility Plan for Arroyos, and the Trails and Bikeways Facility Plan, as follows:

The MTSB SDP furthers the Central Urban Goal and Policy II.B.6b of the Comprehensive Plan. The proposed zone changes will address incompatibility of land use and zoning and provide opportunities for compatible development, which will enhance the character of residential neighborhoods (Goal). The Plan action constitutes an effort to upgrade Central Urban neighborhoods and strengthen linkages between neighborhoods and cultural/arts/recreation facilities (Policy II.B.6b).

The MTSB SDP furthers the Developing and Established Urban Area Goal and Policies II.B.5d, e, h, i, j, k, l and o of the Comprehensive Plan. The proposed zone changes will help create a quality urban environment that perpetuates the area as identifiable by strengthening its residential character while encouraging compatible non-residential development.

The proposed zone changes further Policy II.B.5d because the proposed zones and the general design regulations combine to ensure that the location, intensity and design of new development will respect neighborhood values and are compatible with existing land uses. Policy II.B.5e and o are furthered. The proposed zones will facilitate development in an area with existing urban facilities, without affecting neighborhood integrity (II.B.5e), and will promote continued redevelopment efforts (II.B.5o). Policy II.B.5h is furthered because the proposed zone changes would allow for a housing density higher than single-family in areas

with excellent access to the major street network, and where a mixed density pattern is already established by use.

The proposed zone changes further Policies II.B.5i and l. The proposed zones that allow employment and service uses, combined with the general design regulations, will help ensure that such uses are located to complement residential areas and minimize adverse effects (II.B.5i); the design regulations apply to all properties and are intended to promote quality design that is appropriate to the Plan area (II.B.5l). Policies II.B.5j and k are also furthered. The proposed zone changes would allow commercially zoned areas to remain and expand, and create larger commercial areas at intersections and in a neighborhood-oriented center (II.B.5j). Land adjacent to arterial streets, where traffic dominates, would be mostly for mixed-uses and commercial uses, and would protect established residential neighborhoods by providing a buffer and transition area (II.B.5k).

The MTSB SDP furthers the Activity Centers Goal and Policy II.B.7i of the Comprehensive Plan. The proposed mixed-use zones, SU-2/MTSB MX and SU-2/MTSB NAC, will strengthen concentrations of moderate density mixed land uses and social/economic activities along portions of the Broadway Blvd. and Lomas Blvd. corridors, and in the proposed neighborhood activity center near Broadway Blvd. and Mountain Rd. Such concentrations are intended to help reduce auto travel needs and service costs (Goal). Policy II.B.7i is furthered because medium-density multi-unit housing would be allowed and encouraged in the proposed Neighborhood Activity Center.

The MTSB SDP furthers the Historic Resources Goal and Policy II.C.5a of the Comprehensive Plan. The Plan area contains several buildings with significant historic and architectural value that contribute to the area's character; preservation of historic architectural character is part of the overarching Community Vision (Goal). The proposed zones acknowledge the importance of existing residential character and will ensure that development and redevelopment are compatible with existing structures, thereby protecting and enhancing this significant historic area (Goal, Policy II.C.5a).

The MTSB SDP furthers the Community Identity and Urban Design Goal and Policies II.C.9a, b and c of the Comprehensive Plan. The proposed zone changes will support the Community Vision, which aligns with the goal of preserving and enhancing the built and social characteristics of the area (Goal). In this community area, planning efforts have addressed the built environment, local history and culture and are reflected in the proposed plan's design regulations and recognition of characteristic history and culture (II.B.9b). The unique character of the area, as embodied in the neighborhoods, is respected because the proposed zone changes will support existing uses while providing opportunities for new, compatible development (II.C.9a). A proposed neighborhood activity center, with an appropriate scale, design and location, will be created through a new zone category and would reinforce the area's character.

The MTSB SDP furthers the Transportation and Transit Goal and Policies II.D.9b, c, g, p and q of the Comprehensive Plan. The proposed zone changes will facilitate development of corridors along Lomas and Broadway Boulevards that will result in an efficient placement of employment

and services and will encourage alternatives to automobile travel (Goal). Such land use regulations, and the associated design standards, will support creating additional housing and jobs along Lomas Boulevard, an Enhanced Transit Corridor (II.D.9b). Development of additional dwelling units, in a manner that would not destabilize existing neighborhoods, is intended to result from the proposed zone changes along the Enhanced Transit Corridor (II.D.9c.) The Plan proposes pedestrian and bicycle connections and sidewalk improvements, which will be particularly important in the mixed-use areas that are proposed (II.D.9g). The improved connectivity will support efficient transfers between all modes of transportation and will link land uses, as well as emphasize overall mobility needs and choice among modes (II.D.9p and q).

The MTSB SDP furthers the Housing Goal and Policies II.D.5a of the Comprehensive Plan. The proposed zone changes will allow for a variety of housing types and mix of uses while acknowledging the community's desire to preserve existing low-density housing and conserve and improve it (Goal).

The MTSB SDP generally furthers the Economic Development Goal and Policy II.D.6g of the Comprehensive Plan. The proposed zone changes will address disinvestment in the area and will foster economic development that will be balanced with the community desire to protect residential areas (Goal). The new SU-2 MTSB NAC zone is intended to create and promote a Neighborhood Activity Center, which will help create jobs and thereby balance jobs with housing and population (II.D.6g).

The MTSB SDP furthers the Goal of the Rank II Trails and Bikeways Facility Plan to facilitate commuter cycling by supporting an increased number of bicycle routes and bicycle trails in the area. The proposed zone changes will generally help provide a mixture of land uses; mixed-uses generally promote non-vehicular transportation modes by allowing a variety of uses in close proximity.

In sum, the proposed MTSB SDP and the zone changes therein further a preponderance of applicable Goals and policies in the Comprehensive Plan. Also furthered are applicable Goals and policies in the Trails and Bikeways Facility Plan.

1D. The applicant must demonstrate that the existing zoning is in appropriate because:

- 1) there was an error when the existing zone map pattern was created, or
- 2) changed neighborhood or community conditions justify the change, or
- 3) a different use category is more advantageous to the community, as articulated in the comprehensive Plan or other City master plan, even though (1) and (2) above do not apply.”

Regarding the proposed zone changes:

- (1) There was no error when the existing zone map pattern was created; an error does not justify the proposed zone changes.***

- (2) *Though some conditions have changed in the neighborhood and/or community, many significant issues regarding land use and zoning have not: incompatibility of land use and zoning is still prevalent particularly in the southern portion of the plan area, and heavy commercial development continues to be possible next to established residential areas.*
- (3) *The proposed zone changes will result in different land use categories that will be more advantageous to the community because they further a preponderance of applicable Comprehensive Plan Goals and policies, and applicable Rank II plan Goals and policies, and reflect the community's vision for the area. Please refer to Subsection 1.C herein for an analysis of applicable Goals and policies.*

The proposed zone changes will create different land use categories through the establishment of the following new zones: SU-2/MTSB MX (Mixed Use) and SU-2/MTSB NAC (Neighborhood Activity Center). These zones are designed to implement a primary MTSB SDP goal- to encourage commercial and industrial development without compromising residents' quality of life.

The proposed zone changes promote and support the overall Community Vision of the MTSB SDP, which is supported by specific Land Use and Zoning Goals and Objectives. The community desires to retain its overall low-density residential character; zone changes to SU-2/MTSB MX and SU-2/MTSB NAC can accommodate a range of residential possibilities, from single-family to medium density residential including infill development and affordable housing. Existing uses, not allowed by new zones, will become approved, conditional uses in perpetuity.

The community also desires commercial activity, as long as its operations do not diminish residents' quality of life. The new SU-2/MTSB NAC zone is a mechanism for creating a Neighborhood Activity Center along a portion of Mountain Road and for encouraging mixed-use development. The SU-2/MTSB MX zone would provide a mixed-use setting along Lomas Boulevard, a designated Transit corridor. Both zones would support services and businesses to serve the neighborhood and the wider community and would also provide an opportunity for medium density housing in appropriate locations.

The SU-2/MTSB R-1 Single-Family zone is modified to permit secondary dwelling units as a conditional use. This will help maintain residential affordability and discourage gentrification of the neighborhood. Many of the single family residential properties now zoned NRC, RCM and C-3 are proposed to change to SU-2/MTSB R-1 to better reflect the actual use on the property and preserve and protect the single-family character.

The SU-2/MTSB M-1 Light Manufacturing zone east of Broadway is modified to prohibit several uses that could potentially jeopardize the health, safety and welfare of residents as this zone is often adjacent to residential uses.

Recent Comprehensive Plan amendments (2002), commonly referred to as "Centers and Corridors", are policies that clearly point to promoting infill and redevelopment of underutilized properties, increasing density along corridors in order to support transit, increasing intensity (height) in the corridors, and promoting mixed uses along the corridor.

The current zoning along Lomas Boulevard is inappropriate because it allows uses that conflict with the Comprehensive Plan's Centers and Corridors policies as follows:

- i. The current zoning of SU-2/M-1 and SU-2/C-3 allows manufacturing uses and heavy commercial uses in distinct locations. A mixture of uses by area, which is considered more conducive to supporting centers and corridors, would not occur.*
- ii. Auto-oriented uses, which conflict with the creation of pedestrian friendly, transit oriented corridors, dominate.*
- iii. Design regulations that provide adequate setback provisions to protect adjacent residential neighborhoods are not included.*
- iv. Building heights that are determined by angle planes, without restriction, allows very tall structures regardless of adjacent uses or structures.*

The proposed SU-2/MTSB MX and SU-2/MTSB NAC zones address and propose to remedy the above points.

The proposed zone changes are a mechanism for fulfilling the Community Vision articulated in the MTSB SDP; they also further a preponderance of applicable Comprehensive Plan Goals and policies. By doing so, the resulting zone changes will be more advantageous to the community overall than the current zoning and therefore are justified.

1E. A change of zone shall not be approved where some of the permissive uses in the zone would be harmful to adjacent property, the neighborhood or the community.

The zoning categories utilized by the proposed zone changes will not contain permissive uses that would be harmful to adjacent properties, the neighborhood or the community. The proposed zones of SU-2/MTSB NAC and SU-2/MTSB MX are designed to implement one of the MTSB SDP's primary goals- to support and encourage commercial and industrial development without compromising quality of life for residents. The additional SU-2/MTSB R-1 Single-Family in the historic core of the neighborhood better aligns the zoning category with the historic land use. And the modifications to the SU-2/MTSB M-1 Light Manufacturing zone east of Broadway protects adjacent residential properties.

1F. A proposed zone change which, to be utilized through land development, requires major and unprogrammed capital expenditures by the City may be:

- 1) denied due to lack of capital funds, or
- 2) granted with the implicit understanding that the City is not bound to provide the capital improvements on any special schedule.

The proposed zone changes do not require any major and unprogrammed capital expenditures by the City.

1G. The cost of land or other economic considerations pertaining to the applicant shall not be the determining factor for a change of zone.

The cost of land or other economic considerations are not the determining factor for the proposed zone changes. Rather, the significant factors are that the proposed zone changes are more advantageous to the community as articulated in the Comprehensive and applicable Rank II facility plans (see response to Section 1C.), are therefore consistent with the City's health, safety, morals and general welfare (see response to Section 1A.).

1H. Location on a collector or major street is not in itself sufficient justification of apartment, office or commercial zoning.

The location of mixed use and higher density residential zoning on a collector or major street is not being used in itself to justify the proposed zone changes. The location of the proposed mixed-use zones (SU-2/MTSB MX, SU-2/MTSB NAC) along the principal arterials of Lomas Boulevard and Broadway Boulevard, and Edith and Mountain is only one of several considerations. Primarily, the proposed zone changes are more advantageous to the community because they further a preponderance of applicable Goals and policies.

1I. A zone change request which would give a zone different from surrounding zoning to one small area, especially when only premise is involved, is generally called a 'spot zone'. Such a change of zone may be approved only when:

- 1) the change will clearly facilitate realization of the Comprehensive Plan and any applicable adopted sector development plan or area development plan, or
- 2) the area of the proposed zone change is different from surrounding land because it could function as a transition between adjacent zones, because the site is not suitable for the uses allowed in any adjacent zone due to topography, traffic or special adverse land uses nearby, or because the nature of structures already on the premises makes the site unsuitable for the uses allowed in any adjacent zone.

The proposed zone changes will create a spot zone on two parcels at Slate and High Street.

(1) the proposed zoning will clearly facilitate realization of applicable Comprehensive Plan Goals and policies as detailed in the response to Section 1.C herein; and

The proposed spot zone is justified because the SU-2/MTSB MX zone is proposed from the railroad track to High Street. The parcels between Edith and High are separated by two parcels zoned SU-1 for Church which resulted in a spot zone to the adjacent premises.

1J. A zone change request which would give a zone different from surrounding zoning to a strip of land along a street is generally called 'strip zoning'. Strip commercial zoning will be approved only where:

- 1) the change will clearly facilitate realization of the Comprehensive Plan and any applicable adopted sector development plan or area development plan, and

2) the area of the proposed zone change is different from surrounding land because it could function as a transition between adjacent zones or because the site is not suitable for the uses allowed in any adjacent zone due to traffic or special adverse land uses nearby.

None of the zone changes proposed in the August 2010 Draft MTSB SDP will create strip zones. However, any subsequently proposed zone changes that could be considered strip zones would be justified because, pursuant to the 2010 MTSB SDP:

(1) the proposed zoning will clearly facilitate realization of applicable Comprehensive Plan Goals and policies as demonstrated in the response to Section 1.C herein. and/or

(2) The area of the proposed zoning is different from surrounding land because it could function as a transition between adjacent zones; the proposed zoning categories will establish and facilitate transitions between adjacent zones within the Plan area.

Conclusion: Staff has demonstrated herein that the proposed zone changes are justified pursuant to Resolution 270-1980. The proposed zone changes meet all of the tests (1A – 1J). The proposed zone changes are more advantageous to the community because they further a preponderance of applicable Goals and policies in the Comprehensive Plan and applicable Rank II Facility Plans and are consistent with the health, safety, morals and general welfare of the City.

V. CONCERNS OF REVIEWING AGENCIES

City implementing divisions and agencies have been involved in the writing of the 2010 plan and comments were received and incorporated during the process.

VI. NEIGHBORHOOD CONCERNS

As of January 20, 2013 the community and stakeholders groups came to consensus on the zoning proposed in the 2010 draft plan.

The owners of property within the proposed SU-2 MTSB Mixed Use (MX), SU-2 MTSB Neighborhood Activity Center zones, and the SU-2 MTSB M-1 zones east of Broadway are concerned about loss of property value should they lose any of their existing entitlements. The owners of those properties have requested an economic impact study be conducted prior to rezoning or modifying their existing entitlements.

VII. CONCLUSIONS

This update of the 1990 MTSB SDP is to address changed conditions, current conditions and desired conditions for the future.

Public input was garnered during the process and additional input and recommendations will come through the review and approval process.

Because changes and updates since 2010 were already incorporated, there are no recommended conditions at this time.

FINDINGS – 12EPC- 40003, March 1, 2012

1. The requests are for an Environmental Planning Commission (EPC) recommendation to City Council to 1) replace the 2012 Martineztown/Santa Barbara Sector Development Plan(MTSB SDP) Draft with the 2010 MTSB SDP Draft per the request of the community and all four stakeholder groups; and 2) That a RECOMMENDATION OF APPROVAL be forwarded to the City Council
2. This process was initiated by the Planning Department at the request of the neighborhood to address ongoing concerns about incompatible land uses, drainage and traffic. The Sector Development Plan kick off meeting was held in June of 2007. The City had conducted a total of 18 public meetings to assess existing conditions, identify community issues and develop recommendations to address those issues. Zoning issues were discussed and zoning and design standards were developed.
3. The 2010 plan was written by the Planning Department and implementing City Divisions with assistance from the consulting firm Sites Southwest (2007-2009). The 2010 plan was submitted to the community in August of 2010. At that time, City Council contracted the services of Strata Design and later, Karpoff and Associates to conduct additional workshops, surveys and facilitated meetings. The additional public outreach and the expansion of the planning team resulted in the 2012 Draft Plan that was submitted to the EPC and first heard on March 1, 2012.
4. Three EPC meetings were held. At each meeting, testimony included concerns about lack of clear explanation of zone changes, removal of existing permissive uses, onerous and expensive design standards, and expensive professional representation required to understand the sector development plans. The community and stakeholder groups were unable to reach consensus on the proposed zoning or the proposed 2012 draft. The groups represented at these meetings include the Santa Barbara Martineztown Neighborhood Association, the Albuquerque Interfaith Group (Martineztown Work Group), the Northern Neighborhood Group, and the Santa Barbara Martineztown Business Association.
5. Per August 2nd EPC directive, the City hosted three facilitated meetings with the Martineztown/Santa Barbara community and stakeholder groups. As referenced in the summary update, all four stakeholder groups and other members of the community came to a consensus to support the 2010 draft.

6. The Martineztown/Santa Barbara Sector Development Plan covers an area of approximately 548 acres. This Plan area is bounded by Menaul Boulevard on the north, Lomas Boulevard on the south, the New Mexico Railrunner Express Railway tracks (NMRX) on the west, and Interstate 25 on the east.
7. The Martineztown/Santa Barbara Sector Development Plan currently contains currently contains the following SU-2 zones: R-1 MTSB Single Family Residential, R-T Residential Townhouse, R-2 Medium Density Residential, RCM Residential Commercial Martineztown, O-1 Office, NRC MTSB Neighborhood Residential Commercial, C-3 MTSB Heavy Commercial, M-1 MTSB Light Manufacturing, HM MTSB Heavy Manufacturing, P Parking, SU-1 Special Use. The MTSB SDP proposes two new zones. Mixed Use (MX) is proposed along Lomas and along Broadway where land uses ranges from single-family to light manufacturing. Neighborhood Activity Center (NAC) is proposed for the properties located around the historic crossroads of Edith and Mountain to create opportunities for neighborhood scale services. The R-1 MTSB is modified to permit secondary dwelling units and the M-1 MTSB is modified east of Broadway Blvd. to protect the health, safety and welfare of residents.
8. Existing legal conforming uses which become non-conforming upon adoption of this plan shall be considered approved conditional uses in perpetuity.
9. The MTSB SDP supports the Rank II North Valley Area Plan, 1993, because the MTSB SDP encourages quality commercial/industrial development and redevelopment in response to area needs in already developed/established commercial industrial zones and areas. Additionally, future commercial/industrial developments on lots not already zoned commercial/industrial are discouraged.
10. The MTSB SDP supports the Rank II Trails and Bikeways Facility Plan, 1993, revised 1996, through policy recommendations to provide critical connections to the existing bikeways system.
11. The MTSB SDP supports the Rank II Facility Plan for Electric Service Transmission and Subtransmission Facilities, through the addition of language provided by PNM to address the address utility easements, landscaping and access to public utility facilities.
12. The Albuquerque Bernalillo County Comprehensive Plan, the Rank II North Valley Area Plan, the Rank II Trails and Bikeways Facility Plan, the Rank II Facility Plan for Electronic Transmission and Subtransmission Facilities, and the City of Albuquerque Comprehensive Zoning Code are incorporated herein by reference and made part of the record for all purposes.
13. The proposed zoning is justified under Resolution 270-1980 per the following considerations:

A. The MTSB SDP proposes zone changes that are consistent with the health, safety, morals and general welfare of the City. The proposed zone changes further a preponderance of applicable Goals and policies in the Comprehensive Plan and pertinent Rank II facility plans, including the Facility Plan for Arroyos and the Trails and Bikeways Facilities Plan.

The purpose of the proposed zone changes is to address the continuing incompatibility of land use and zoning, such as existing residential uses on commercially zoned properties and manufacturing uses adjacent to residential uses. The MTSB SDP proposes new zones and design regulations to ensure that new development will further Comprehensive Plan Goals, policies and the Community Vision in the MTSB.

B. The proposed zone changes will stabilize the area by helping to remedy incompatibility between existing land uses and zoning, such as instances when a zoning category does not reflect an existing use and/or community vision for the area.

The proposed zoning will reinforce the neighborhood's primarily residential character while encouraging commercial development that does not adversely affect quality of life for residents.

Mixed use zones will facilitate development of corridors and a neighborhood activity center that will focus commercial and residential uses in appropriate locations that will not destabilize land use and zoning.

C. A proposed change shall not be in significant conflict with adopted elements of the Comprehensive Plan or other City master plans and amendments thereto including privately developed area plans which have been adopted by the City.

The zone changes proposed in the MSBSDP further applicable Goals and policies in the Comprehensive Plan, North Valley Area Plan, the Facility Plan for Arroyos, and the Trails and Bikeways Facility Plan, as follows:

- 1) The MTSB SDP furthers the Central Urban Goal and Policy II.B.6b of the Comprehensive Plan. The proposed zone changes will address incompatibility of land use and zoning and provide opportunities for compatible development, which will enhance the character of residential neighborhoods (Goal). Doing so constitutes an effort to upgrade Central Urban neighborhoods and strengthen linkages between neighborhoods and cultural/arts/recreation facilities (Policy II.B.6b).
- 2) The MTSB SDP furthers the Developing and Established Urban Area Goal and Policies II.B.5d, e, h, i, j, k, l and o of the Comprehensive Plan. The proposed zone changes will help create a quality urban environment that perpetuates the area as identifiable by strengthening its residential character while encouraging compatible non-residential development.

- 3) The proposed zone changes further Policy II.B.5d because the proposed zones and the general design regulations combine to ensure that the location, intensity and design of new development will respect neighborhood values and be compatible with existing land uses. Policy II.B.5e and o are furthered. The proposed zones will facilitate development in an area with existing urban facilities, without affecting neighborhood integrity (II.B.5e), and will promote continued and strengthened redevelopment efforts (II.B.5o). Policy II.B.5h is furthered because the proposed zone changes would allow for a housing density higher than single-family in areas with excellent access to the major street network, and where a mixed density pattern is already established by use.
- 4) The proposed zone changes further Policies II.B.5i and l. The proposed zones that allow employment and service uses, combined with the general design regulations, will help ensure that such uses are located to complement residential areas and minimize adverse effects (II.B.5i); the design regulations apply to all properties and are intended to promote quality design that is appropriate to the Plan area (II.B.5l). Policies II.B.5j and k are also furthered. The proposed zone changes would allow commercially zoned areas to remain and expand, and create larger commercial areas at intersections and in a neighborhood-oriented center (II.B.5j). Land adjacent to arterial streets, where most traffic is, would be mostly for mixed-uses and commercial uses and would protect established residential neighborhoods by providing a buffer and transition area (II.B.5k).
- 5) The MTSB SDP furthers the Activity Centers Goal and Policy II.B.7i of the Comprehensive Plan. The proposed mixed-use zones, SU-2/MTSB MX and SU-2/MTSB NAC, will strengthen concentrations of moderate density mixed land uses and social/economic activities along portions of the Broadway Blvd. and Lomas Blvd. corridors and in the proposed Neighborhood Activity Center at Edith Blvd. and Mountain Rd. Such concentrations are intended to help reduce auto travel needs and service costs (Goal). Policy II.B.7i is furthered because medium-density multi-unit housing would be allowed and encouraged in the proposed Neighborhood Activity Center.
- 6) The MTSB SDP furthers the Historic Resources Goal and Policy II.C.5a of the Comprehensive Plan. The Plan area contains several buildings with significant historic and architectural value that contribute to the area's character; preservation of historic architectural character is part of the overarching Community Vision (Goal). The proposed zones acknowledge the importance of existing residential character and will ensure that development and redevelopment are compatible with existing structures, thereby protecting and enhancing this significant historic area (Goal, Policy II.C.5a).
- 7) The MTSB SDP furthers the Community Identity and Urban Design Goal and Policies II.C.9a, b, and c of the Comprehensive Plan. The proposed zone changes will support the Community Vision, which aligns with the goal of preserving and enhancing the built and social characteristics of the area (Goal). In this community area, planning efforts have addressed the built environment, local history and culture and are reflected in the proposed plan's design regulations and recognition of characteristic history and culture (II.B.9b). The unique character of the area, as embodied in the neighborhoods, is

respected because the proposed zone changes will support existing uses while providing opportunities for new, compatible development (II.C.9a). A proposed Neighborhood Activity Center, with an appropriate scale, design and location, will be created through a new zone category and would reinforce the area's character.

8) The MTSB SDP furthers the Transportation and Transit Goal and Policies II.D.9b, c, g, p and q of the Comprehensive Plan. The proposed zone changes will facilitate development of corridors along Lomas and Broadway Boulevards that will result in an efficient placement of employment and services and will encourage alternatives to automobile travel (Goal). Such land use regulations, and the associated design standards, will support creating additional housing and jobs along Lomas Boulevard, an Enhanced Transit Corridor (II.D.9b). Development of additional dwelling units, in a manner that would not destabilize existing neighborhoods, is intended to result from the proposed zone changes along the Enhanced Transit Corridor (II.D.9c.) The Plan proposes pedestrian and bicycle connections and sidewalk improvements, which will be particularly important in the mixed-use areas that can result from the proposed zone changes (II.D.9g). The improved connectivity will support efficient transfers between all modes of transportation and will link land uses, as well as emphasize overall mobility needs and choice among modes (II.D.9p and q).

9) The MTSB SDP furthers the Housing Goal and Policies II.D.5a of the Comprehensive Plan. The proposed zone changes will allow for a variety of housing types and mix of uses while acknowledging the community's desire to preserve existing low-density housing and conserve and improve it (Goal).

10) The MTSB SDP generally furthers the Economic Development Goal and Policy II.D.6g of the Comprehensive Plan. The proposed zone changes will address disinvestment in the area and will foster economic development that will be balanced with the community desire to protect residential areas (Goal). The new SU-2 MTSB NAC zone is intended to create and promote a Neighborhood Activity Center, which will help create jobs and thereby balance jobs with housing and population (II.D.6g).

11) The MTSB SDP furthers the Goals of the Rank II North Valley Area Plan. The proposed zone changes encourage quality commercial/industrial development and redevelopment in response to area needs in already developed/established commercial industrial zones and areas (Goal). Additionally, future commercial/industrial developments on lots not already zoned commercial/industrial are discouraged (Goal).

12) The MTSB SDP furthers the Goal of the Rank II Trails and Bikeways Facility Plan to facilitate commuter cycling by supporting an increased number of bicycle routes and bicycle trails in the area. The proposed zone changes will generally help provide a mixture of land uses; mixed-uses generally promote non-vehicular transportation modes by allowing a variety of uses in close proximity.

In sum, the proposed MTSB SDP and the zone changes therein further a preponderance of applicable Goals and policies in the Comprehensive Plan. Also furthered are applicable Goals and policies in the Trails and Bikeways Facility Plan.

D. The proposed zone changes will result in different land use categories that will be more advantageous to the community because they further a preponderance of applicable Comprehensive Plan Goals and policies, and applicable Rank II plan Goals and policies, and reflect the community's vision for the area. Please refer to Subsection C herein for an analysis of applicable Goals and policies.

The proposed zone changes will create different land use categories through the establishment of the following new zones: SU-2/MTSB MX (Mixed Use) and SU-2/MTSB NAC (Village Center). These zones are designed to implement a primary MTSB SDP goal to encourage commercial and industrial development without compromising residents' quality of life.

The community desires commercial activity, as long as its operations do not diminish residents' quality of life. The new SU-2/MTSB NAC zone is a mechanism for creating a Neighborhood Activity Center along a portion of Mountain Road and for encouraging mixed-use development. The SU-2/MTSB MX zone would provide a mixed-use setting along Lomas Boulevard, a designated Transit corridor. Both zones would support services and businesses to serve the neighborhood and the wider community and would also provide an opportunity for medium density housing in appropriate locations.

Recent Comprehensive Plan amendments (2002), commonly referred to as "Centers and Corridors," are policies that clearly point to promoting infill and redevelopment of underutilized properties, increasing density along corridors in order to support transit, increasing intensity (height) in the corridors, and promoting mixed uses along the corridor.

The current zoning along Lomas Boulevard is inappropriate because it allows uses that conflict with the Comprehensive Plan's Centers and Corridors policies as follows:

- i. The current zoning of SU-2/M-1 and SU-2/C-3 allows manufacturing uses and heavy commercial uses in distinct locations. A mixture of uses by area, which is considered more conducive to supporting centers and corridors, would not occur.
- ii. Auto-oriented uses, which conflict with the creation of pedestrian friendly, transit oriented corridors, dominate.
- iii. Design regulations that provide adequate setback provisions to protect adjacent
- iv. Building heights that are determined by angle planes, without restriction, allow very tall structures regardless of adjacent uses or structures.

The proposed SU-2/MTSB MX and SU-2/MTSB NAC zones address and propose to remedy the above points.

The proposed zone changes are a mechanism for fulfilling the Community Vision articulated in the MTSB SDP; they also further a preponderance of applicable Comprehensive Plan Goals and policies. By doing so, the resulting zone changes will be more advantageous to the community overall than the current zoning and therefore are justified.

E. A change of zone shall not be approved where some of the permissive uses in the zone would be harmful to adjacent property, the neighborhood or the community.

The zoning categories utilized by the proposed zone changes will not contain permissive uses that would be harmful to adjacent properties, the neighborhood or the community. The proposed zones of SU-2/MTSB MX and SU-2/MTSB NACC are designed to implement one of the MTSB SDP's primary goals- to support and encourage commercial and industrial development without compromising quality of life for residents.

F. The proposed zone changes do not require any major and unprogrammed capital expenditures by the City.

G. The cost of land or other economic considerations are not the determining factor for the proposed zone changes. Rather, the significant factors are that the proposed zone changes are more advantageous to the community as articulated in the Comprehensive and applicable Rank II facility plans (see response to Section C.), are therefore consistent with the City's health, safety, morals and general welfare (see response to Section A.). Adjacent zoning with compatible uses may help stabilize and improve the desirability of land in the Plan area, which could have a positive effect on property values.

H. The location of mixed use and higher density residential zoning on a collector or major street is not being used in itself to justify the proposed zone changes. The location of the proposed mixed-use zones (SU-2/MTSB MX and SU-2/MTSB NAC) along the principal arterials of Lomas Boulevard and Broadway Boulevard is one of several considerations that figure into the primary reason that the proposed zone changes are justified.

I. The proposed zone changes will create a spot zone within the proposed NR zone. The proposed spot zone is justified because the proposed zoning will clearly facilitate realization of applicable Comprehensive Plan Goals and policies as demonstrated in the response to Section C and D herein.

J. None of the zone changes proposed in the August 2010 Draft MTSB SDP will create strip zones.

Each zone corresponds to the desire for commercial development to serve neighborhood residents and the amount of vehicular traffic that each corridor can carry. The zones contain specific requirements intended to maximize compatibility with adjacent development and less intense zoning districts in the Plan area.

K. Conclusion: Staff has demonstrated herein that the proposed zone changes are justified pursuant to Resolution 270-1980. The proposed zone changes meet all of the tests (1A – 1J). The proposed zone changes are more advantageous to the community because they further a preponderance of applicable Goals and policies in the Comprehensive Plan and applicable Rank II Facility Plans and are consistent with the health, safety, morals and general welfare of the City.

14. The 2010 draft plan was submitted to the public prior to vetting between the community and the City's implementing divisions. The 2012 draft, however, contains a more complete implementation section. Planning staff recommends that the implementation section from the 2012 draft be inserted into the pending "Plan Implementation" section of the 2010 Martineztown/Santa Barbara Sector Development Plan Draft.

RECOMMENDATIONS – 12EPC- 40003, February 7, 2013

- 1) ***REPLACE THE 2012 DRAFT PLAN WITH THE 2010 DRAFT PLAN*** per the request of the community and all four stakeholder groups.
 - 2) That a ***RECOMMENDATION OF APPROVAL*** be forwarded to the City Council for 12EPC-40003 (#1009119), based on the preceding Findings.
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***Lorena Patten-Quintana
Staff Planner***