



**Environmental  
Planning  
Commission**

*Agenda Number: 2  
Project Number: 1009157  
Case s#: 12EPC-40006, -40007, -  
40008, -40009, -40010, -40011  
July 5, 2012*

**Staff Report**

<b>Agent</b>	Planning Department
<b>Applicant</b>	City of Albuquerque
<b>Requests</b>	<b>Amendment to West Route 66 Sector Development Plan (SDP), new West Route 66 SDP, Amendment to West Side Strategic Plan, Amendment to Tower/Unser SDP, Amendment to Old Town SDP, Amendment to Huning Castle/Raynolds Addition SDP</b>
<b>Location</b>	The new WR66SDP area is generally bounded by properties fronting Volcano Rd and Central Ave to the north, by Sunset Gardens Rd, Bridge Rd and properties fronting Central Ave to the south, by 106th St to the west and by Rio Grande Blvd to the east.
<b>Size</b>	Approximately 1,016 acres
<b>Existing Zoning</b>	RA-1, RA-2, R-1, R-T, R-2, R-3, O-1, C-1, C-2, C-3, SU-1 (incl. SU-1 MH, SU-1 PDA), SU-2 IP, SU-2 PCA, SU-2 PDA, SU-2 M-1, P, P-R. <u>Note</u> : a DOZ applies to all zones.
<b>Proposed Zoning</b>	R-1, SU-1, SU-2/W66 R-2, SU-2/W66 C-2, SU-2/W66 IP, SU-2/W66 SU-1, SU-2/W66 CAC, SU-2/W66 EPR, SU-2/W66 MAC, SU-2/W66 MX, SU-2/W66 RA, SU-2/W66 SAC

**Staff Recommendation**  
*CONTINUANCE of Project #1009157, Case #12EPC-40006, -40007, -40008, -40009, -40010, -40011 for 90 days to September 6, 2012, based on the Findings beginning on Page 30*

**Staff Planner**

*Carol Toffaleti, Senior Planner*

## Summary of Analysis

The Planning Department requests an Environmental Planning Commission recommendation to City Council to approve a new West Route 66 sector development plan and boundary, which would replace the 1987 plan and boundary upon adoption. Also requested are related amendments to certain activity center designations in the West Side Strategic Plan and map amendments to the Tower/Unser, Old Town and Huning Castle/Raynolds Addition sector development plans in order to address overlapping boundaries.

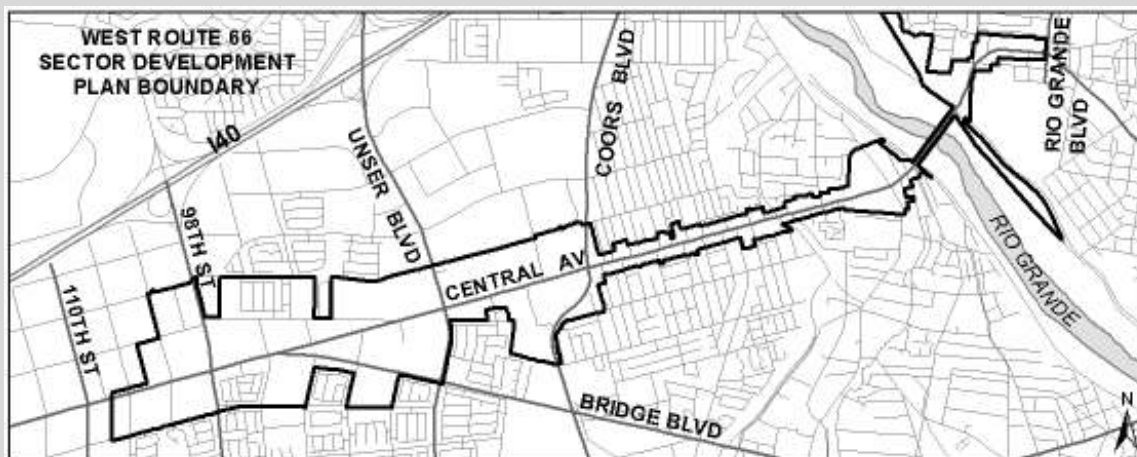
The new WR66SDP establishes land use and development regulations, and recommends capital improvement projects to improve the appearance and multi-modal function of West Central, a principal arterial and designated transit corridor, and to support significant community assets along this 5-mile stretch of Route 66.

The new WR66SDP furthers a preponderance of applicable goals and policies in adopted City plans. The proposed zone changes would be more advantageous to the community as articulated in higher-ranked City plans. It reflects the community's vision, goals and objectives to strengthen West Route as a commercial, employment and recreational destination for residents and visitors. The new zones would replace existing zones that are less appropriate, because: they do not align with lot and ownership lines, are out-dated and do not adequately achieve the City's priorities, including strengthening activity centers and corridors and supporting important scenic, cultural, natural and historic resources along West Route 66.

Note that a moratorium (R-2011-130) is in effect until September 2012 or adoption of the new plan for building permits for certain auto-related uses located on Central between Rio Grande Blvd and Atrisco Dr.

Department and agency comments have been received, but Zoning Services are pending. Comments have also been submitted by property-owners. Planning Staff proposes to address all comments in a supplemental staff report reviewed by the EPC at a second hearing of the plan. Note that a hearing was held on April 5, 2012 but was voided because no audio recording of the full proceedings is available. This July 5, 2012 hearing serves as the first hearing of the project.

### Proposed WR66SDP boundary:



The draft plan is available on the project webpage at <http://www.cabq.gov/planning/long-range/wr66sdp.html> and the 1987 plan at <http://www.cabq.gov/planning/publications/pdf/West66amended2009Wlegislation-0511.pdf>

**I. AREA CHARACTERISTICS AND ZONING HISTORY**

*Surrounding zoning, plan designations, and land uses:*

	<b>Zoning</b>	<b>Comprehensive Plan Area; Applicable Rank II &amp; III Plans</b>	<b>Land Use</b>
<b>Site</b>	RA-2, R-1, R-T, R-2, R-3, O-1, C-1, C-2, C-3, SU-1 (incl. SU-1 MH, SU-1 PDA), SU-2 IP, SU-2 PCA, SU-2 PDA, SU-2 M-1.	Central Urban, Developing Urban, Established Urban Areas; West Side Strategic Plan (Rank II); West Route 66 SDP, Tower/Unser SDP, Huning Castle/Raynolds Addition SDP, West Mesa SDP, Old Town SDP, Rio Grande Blvd Corridor Plan (Rank III).	Vacant, Single-Family Residential, Multi-Family Residential, Public/Institutional, Commercial Retail, Commercial Service, Wholesale/Warehousing, Industrial/Manufacturing, Drainage/Flood Control, Utilities, Parks/Recreation
<b>North</b>	County A-1, City R-1, C-2, R-LT, SU-1, IP, R-2,	Central Urban, Developing Urban, Established Urban Areas; West Side Strategic Plan (Rank II); West Route 66 SDP, West Mesa SDP, Old Town SDP, Rio Grande Blvd Corridor Plan (Rank III)	Vacant, Single-Family Residential, Multi-Family Residential, Commercial Retail, Commercial Service, Industrial/Manufacturing Drainage/Flood Control, Parks/Recreation
<b>South</b>	R-D, RA-2, R-1, R-LT, R-T, R-G, R-2, SU-1. County R-1, C-1	Developing Urban, Established Urban Areas; West Side Strategic Plan (Rank II); West Route 66 SDP, Tower/Unser SDP, Huning Castle/Raynolds Addition SDP, Rio Grande Blvd Corridor Plan (Rank III)	Vacant, Single-Family Residential, Multi-Family Residential, Commercial Retail, Utilities, Parks/Recreation
<b>East</b>	H-1, SU-1	Central Urban Area; Huning Castle/Raynolds Addition SDP, Rio Grande Blvd Corridor Plan (Rank III)	Public/Institutional, Commercial Retail, Parking
<b>West</b>	County A-1	Developing Urban Area; West Side Strategic Plan (Rank II); West Route 66 SDP (Rank III).	Vacant, Single-Family Residential, Commercial Retail

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## II. INTRODUCTION

### *Proposal*

The primary request (12EPC-40007) is a recommendation of approval of the new Rank 3 West Route 66 Sector Development Plan (WR66SDP), with a new plan area (12EPC-40006). Proposals for a Major Activity Center and to change the activity center in the Atrisco area form the request to amend the West Side Strategic Plan (12EPC-40008). The remaining related requests are to amend the maps of three sector development plan that overlap with the new WR66 plan area. They consist of a minor adjustment to the Tower Unser SDP area (12EPC-40009), and removal of properties fronting Central Ave from the Old Town SDP (12EPC-40010) and Huning Castle & Raynolds Addition SDP (12EPC-40011).

### *EPC Role*

The EPC's role is to make a recommendation to the City Council, which has authority to approve the sector development plan and map, per §14-16-4-3(C)(3) in the Zoning Code. The other four related requests depend on the EPC's position on the new plan and should be acted on at the same time.

### *Background and Planning Process*

In mid 2010, the City Councilors for Districts 1 and 3 sponsored a planning effort to replace the West Route 66 Sector Development Plan adopted in 1987. City Council hired consultants Strata Design, and the Planning Department was charged with managing the joint project. The planning team determined that there were enough changes to development trends, city policies and community needs to warrant replacing the 1987 WR66SDP rather than updating it. The community planning process was launched in September 2010. Property-owners in the existing plan area were notified and invited to the kick-off meeting, along with neighborhood associations and coalitions in the southwest area of the city bounded by I-40 and the Rio Grande. A series of Community Listening meetings and Visioning workshops followed, in order to identify issues and opportunities, and to distill the ideas into community goals and objectives that would shape the new plan.

- Two significant changes to the plan area were made in December 2010: on the west end, the Bernalillo County Board of Commissioners decided to initiate a sector development plan for the segment of the 1987 plan area located within their jurisdiction; and on the east end the plan area was extended across the river to Rio Grande Blvd.. The idea of extending the east came from discussions at a WR66 community meeting on the West Side. It was considered by the planning team, the retail marketing consultant and affected Councilors, prior to presenting it to property-owners and neighborhood associations east of the river. The river has in the past been viewed as a barrier. By including Central Ave, and adjacent properties and cultural amenities on both sides of the river in the same sector plan, zoning regulations and capital projects can be coordinated to boost development opportunities and access to services and amenities for residents, including those on the West Side.
- In the Summer of 2011, the planning team invited business-owners, property-owners and neighborhood associations representing a cross-section of West Central to form a Liaison

Committee, which helped formulate the Working Draft of the new plan. MRCOG Staff made a presentation to the committee on 2035 traffic projections for West Central and the Director of ABQ Ride discussed the potential for a Bus Rapid Transit system on the corridor. The Working Draft of the new plan was presented to the wider community at a meeting in October 2011 and posted on the project webpage.

- During the same one year period, the City Planning Team commissioned a retail market study, met with government departments and agencies, gathered and analyzed data and conducted research, all of which informed the content of the new plan.

### ***Plan Area***

The proposed plan area follows Central Ave. from the city-county line near 106<sup>th</sup> Street in the west, to Rio Grande Blvd. in the east, a distance of approximately 5 miles. Segment 1, the western portion extending to Coors Blvd. is characterized by a high mesa landscape with expansive views. Lots are typically large (over 4 acres) and deep (1,000 ft) and many remain vacant. This portion of the plan area is broad as it also includes properties fronting Volcano Rd and Bridge Blvd. in addition to those on Central Ave. The Central Avenue right-of-way (ROW) is generally over 200 ft wide in Segment 1. The eastern portion, Segment 2, is a more established area with finer-grained development on smaller lots. Central descends into the valley, crossing the river and bosque and reaching the edge of Old Town. The Central ROW narrows considerably in this segment, to as little as 87.5 ft west of the Atrisco activity center. The plan area is primarily a commercial corridor between abutting residential subdivisions, with the exception of the Atrisco Business Park adjoining the north edge of the plan area between Unser and Coors. To the extent possible, the plan boundary was adjusted to remove properties that are both zoned and developed as single family detached houses. The corridor includes several motels and roadside businesses from the post-war heyday of Route 66, along with their neon signs. Significant cultural amenities are clustered on either side of the river: a network of acequias, the Rio Grande State Park and much of the Bio Park (the Botanical Garden, Aquarium and Tingley Beach).

### ***Community goals and City policy framework***

The purpose of the plan is to provide a regulatory and policy framework to realize the community's vision and goals and the City's adopted policies for the West Central area.

The community (primarily representatives of surrounding residential neighborhoods and local business-owners) call for more, and a wider range, of retail and services, employment and recreational opportunities to be located along Central, with future development scaled appropriately for different parts of the corridor and of high quality. Land uses and urban design should celebrate Historic Route 66, the openness of the West Mesa and the cultural and natural amenities around the Rio Grande for the benefit of both local residents and visitors. In relation to transportation, the community goal is to make Central an attractive corridor that accommodates all modes of transportation, primarily by improving conditions and facilities for pedestrians, cyclists and transit users. Better trail connections are desired throughout the plan area to link residential areas to Central Ave, improve access to the bosque and capitalize on the network of canals and ditches in the river valley.

Central Avenue's designation as an Enhanced and Major Transit Corridor, with activity centers located at significant nodes and segments of the corridor, played heavily in the development of the new plan. Relevant goals and policies are found in the Comprehensive Plan and West Side Strategic Plan (amended through 2009). Denser and varied housing is one of several uses encouraged in the plan area to support transit and attract new retail and service development. Other adopted goals and policies influencing the plan, including the Bosque Action Plan, aim to promote and protect local character and identity.

### ***Plan Overview***

#### Activity Center Designations (Ch. 2, p. 17)

The plan recommends the designation of a new West Route 66 Major Activity Center (MAC) between 86th St. and Coors Blvd. The new activity center would consolidate and replace two existing Community Activity Centers and a Neighborhood Activity Center that are in close proximity to each other. The existing Atrisco Business Park north of this proposed center was originally designated as a potential major activity center, but was supplanted by the creation of the regional center at Cottonwood Mall on the Northwest Side, and has become a fairly low density industrial park with minimal other uses. There is no other major activity center designation on the Southwest Mesa despite a significant population increase in the past decade.

A new "River to Boulevard" Special Activity Center (SAC) is proposed to encompass the Central Bridge and the remaining Central Ave. corridor east to Rio Grande Blvd. The designation would create a district of pedestrian- and tourist-oriented land uses unified by streetscape elements such as adobe street walls and pocket gardens that knit together both sides of the river, the bosque, BioPark, historic Route 66 properties and Old Town.

In the Atrisco area, the plan proposes to concentrate the existing activity center at the crossroads of Central and Atrisco Drive and reinstate it as a Community Activity Center (CAC) consistent with its size and function.

#### Zoning and Development Regulations (Ch. 4)

The plan proposes SU-2 (sector development plan) zoning across the entire plan area and identifies it as specific to the West Route 66 SDP by using the prefix "W66".

Properties that have approved site development plans, such as those with existing SU-1 zoning and SC (shopping center) designations, would retain their existing entitlements. Existing non-conforming uses and uses that become non-conforming with adoption of the plan would be considered approved conditional uses. The conditional use status would expire if the use ceases for a continuous period of one year or more. Additional development or redevelopment that would result in an increase in square footage of 25% or more on a site would trigger applicable zoning and development regulations of the plan.

The plan proposes two categories of zones, *Modified Conventional Zones* and *Form Based Zones*, and *General Development Standards* applicable to all zones:

- The majority of the *Modified Conventional Zones* consists of W66 C-2, located west of 86th St. in Segment 1 and between new Coors Blvd. and the Arenal Canal in Segment 2. The

commercial uses are supplemented with R-2 uses capped at 20 DUs/acre and regulated by development standards to ensure quality design. The other conventional zones are only modified by the general development standards in the plan. These consist of W66 IP (Industrial Park) on larger lots in Segment 1, a pocket of W66 O-1 (Office) near Coors Blvd. and a row of W66 R-2 (medium density residential) on lots fronting 40th St. near the river. Any SU-1 zoned properties in Segment 1-B without approved site development plans would be subject to plan regulations. The BioPark's existing C-2 zoning would be changed to SU-1 to reflect its special use and the fact that it has an approved master plan. Development approval is per the Zoning Code, except for residential development in the C-2 zone.

- The *Form Based Zones* are inspired by those in the Zoning Code (see §14-16-3-22), but are tailored for different portions of the West Route 66 plan area in terms of the allowed land uses, site layout and scale of development. However, all are intended to encourage quality development that is accessible by multiple modes of transportation. They aim to balance flexibility of uses with predictability of design. In addition to a zone for each activity center (W66 CAC, MAC and SAC), they consist of: W66 EPR Employment Park Residential; W66 MX Mixed Use; and W66 RA River Activity. The W66 MAC and W66 EPR zones in the western segment were formulated to maintain the open feeling and views prized by the community while encouraging commercial uses and more diverse, denser housing. Measures include maximum building heights near Central Ave in the MAC and a mix of employment and residential uses in a campus-style environment. The W66 MX zone is located in Segment 2-A between the Arenal Canal and the CAC, where the topography is flat and the existing building pattern is fine-grained and close to the street. The aim is to enhance this segment as a “main street” with pedestrian-oriented uses and design. The W66 RA is a small zone that allows for commercial, recreational and residential uses in order to complement the river, bosque trails and acequia system.
- In general, the regulatory section of the Plan allows auto-related uses, such as drive up service windows, along Central Ave. and limits them within activity centers to provide a built environment that is attractive and safer for pedestrians. Nursing and rest homes are permitted in several zones to allow for residential uses combined with personal and nursing care, such as assisted living and senior housing. Each W66 form based zone includes zone-specific design requirements. The “default” development approval is through the Building Permit process. However, development that includes phasing, or requires platting or infrastructure, would continue to trigger review by the Development Review Board (DRB). Development that does not comply with form requirements of the W66 zones would trigger administrative or EPC review depending on the significance of the requested deviation.
- The *General Development Standards* apply to new development, and to significant additions to existing development, throughout the plan area. However, not all standards would necessarily apply in each case. For example, Building Types only apply in the form based zones, and they include additional options to those provided in the Zoning Code (townhouse, rowhouse and loft). Design standards for multi-family housing aim for visual quality, limited building mass and pedestrian-friendliness. Note that there are standards for stand-alone ATMs, on-site stormwater management (Low Impact Development or LID), development

phasing, signs and demolition. The signage regulations are intended to encourage the use of neon and iconic signs that build on the West Route 66 legacy and invite creative proposals.

#### Project Recommendations (Ch. 5)

The plan recommends projects to improve infrastructure in the plan area with a focus on transportation. They may be implemented in different ways, as capital improvement projects, with Metropolitan Development Agency support, through Council set-asides and in some cases through the development process

- *Transportation:* General streetscape improvements are proposed to correct deficiencies, such as gaps in the long range bike network, and inadequate sidewalks and landscaping. Major crossroads would be improved to address multi-modal safety as well as functionality. Pedestrian priority crosswalks would be implemented at key locations, including on the long unsignalized stretch between new Coors and Yucca, at the trail crossing on Arenal Canal and in the Special Activity Center. Wayfinding elements would be used to highlight each activity center. Projects specific to Segment 1 include: improving the frontage road along the north side of Central to create a Route 66-themed recreational trail and to support adjacent businesses and future development; creating additional streets in the Major Activity Center to relieve traffic on Central and improve access by all modes of transportation. The single major project in Segment 2 is to add a pedestrian bridge alongside the Central Bridge. A Bus Rapid Transit (BRT) service on Central between 98<sup>th</sup> and Tramway could be built within a decade, pending federally-required analysis and funding. The potential BRT project should be coordinated with projects in the WR66SDP, and vice versa.
- *Other projects* relate to various public facilities and services. They include: adding a community center in the western portion of the plan area; incorporating Low Impact Development measures in streetscape projects and new public facilities to help control runoff and stormwater quality; moving utility poles that block sidewalks; improving access, including ADA-compliant access, and facilities for visitors to the Rio Grande State Park from both sides of the river:

#### Pending sections and issues

The Planning Department proposes to address the following outstanding issues prior to the next hearing, and respectfully requests direction from the EPC on July 5<sup>th</sup>:

- the possibility of adding a request to the application to repeal the out-dated West Mesa sector development plan which does not establish zoning;
- the proposed zoning of properties removed from the 1987 plan area (see att. map);
- an analysis of 2010 Census data (see attachment);
- and completion of the project summary table (Ch. 6, p. 160).

### ***Transportation System***

#### ***Roadways***



The Long Range Roadway System map (Metropolitan Transportation Board/MRCOG 2004) designates:

- Unser Blvd., and Coors Blvd as Limited-Access Principal arterials, with a right-of-way of 156'.
- Central Ave. and 98<sup>th</sup> St. as Principal Arterials, with a right-of-way of 124' (Established Urban) or 156' (other areas including Developing Urban).
- Rio Grande Blvd. north of Central as a Minor Arterial, with a right-of-way of 86'.
- 86<sup>th</sup> St, Bridge Blvd, Airport Dr, Yucca Dr, Old Coors Dr, Atrisco Dr, Sunset Rd and Tingley Dr as Collector streets, with a right-of-way of 68'.

The Current Roadway Functional Classification System (Metropolitan Transportation Board/MRCOG 2010) differs only in that it designates Old Coors Dr as an Urban Minor Arterial.

### ***Comprehensive Plan Corridor Designations***

Central Ave from 98<sup>th</sup> St to Atrisco Dr, 98<sup>th</sup> St south of Central and new Coors Blvd north of Central are designated Enhanced Transit Corridors.

Central Ave from Atrisco Dr to Rio Grande Blvd is designated a Major Transit Corridor.

98<sup>th</sup> St north of Central and Coors Blvd south of Central are designated Express Corridors.

The purpose of corridor designations is to develop street design, transit service and adjacent development form that provide a balanced circulation system and encourage alternative modes of transportation to the automobile. Greater employment and housing densities are promoted on Major and Enhanced Transit Corridors, along with parking reductions and pedestrian activity near the street.

### ***Trails/Bikeways***

Figures 29 and 39 in the draft WR66SDP (p. 58 and 59) show the existing and proposed multi-use trails and on-street bikeways within and near the plan area. The multi-use trail alignments run north-south, intersecting or touching Central Ave at 98<sup>th</sup> St, Unser Blvd, Coors Blvd and along the east bank of the Rio Grande. On-street bikeways in the plan area include bike routes and lanes. There are gaps in the existing network that the plan proposes to remedy.

### ***Transit***

Figures 27 and 28 (p. 55 and 56) show the transit center at Central & Unser, which includes a park and ride, and the bus routes operating in and near the plan area. The Red Rapid Line (766) and Route 66 in combination provide a frequent and late service throughout the week. Five local routes connect to Central, providing transfer opportunities.

### ***Public Facilities/Community Services***

Figure 31 on p. 61 shows public facilities in and near the plan area. Development of a new Fire Station 7 has been approved on Central at 57<sup>th</sup> St. with ground-breaking scheduled for late 2012. A library is proposed on Central next to the transit center and is in the design stage. The

Alamosa Multi-Service Center is an established and well-used facility located near the plan area off new Coors.

Figure 37 on p. 74 shows city and county parks and open space in and near the plan area. The BioPark (Aquarium, Botanical Garden, Farm and Tingley Beach) are facilities that overlap the plan area.

Other baseline information, including drainage and other utilities. is provided in Chapter 3 (p. 63 – 70).

### III. APPLICABLE ORDINANCES, PLANS AND POLICIES

#### *Albuquerque / Bernalillo County Comprehensive Plan*

Policy Citations are in Regular Text; Staff Analysis follows in ***Bold Italics***.

#### **Land Use**

The majority of the proposed plan area, from its western boundary to New York Ave east of the river, is located in areas designated *Developing or Established Urban* by the Comprehensive Plan with a Goal “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 West Route 66 sector development plan (the Plan) furthers the Goal by retaining C-2 and IP zoning and establishing new zones that broaden the choice of housing and employment opportunities in the area. The zone-specific development standards are tailored to the identity of different parts of the corridor, while the general standards aim to enhance its overall appearance and integrate different neighborhoods and uses--with Central Ave as the unifying element.***

Applicable policies include:

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 values of residents, property-owners and businesses are articulated in the community’s goals and objective for land use and urban design (see p. 9) and were used to guide the formulation of the Plan’s zoning and development standards. The permitted land uses and site and building design standards in the proposed zones respect the scenic, cultural and recreational resources of concern to the community, including the open character of the southwest mesa, the Rio Grande and bosque, and historic Route 66 properties. The Plan thereby furthers the policy.***

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 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.

***The Plan furthers the policy by allowing higher density housing in appropriate areas: in Activity Centers (Major, Community and Special); along Central Avenue and other major streets in the plan area; and on properties north of Volcano Rd in Segment 1, where the use can act as a transition between single family residential subdivisions to the north and the industrial park or community commercial uses located closer to Central.***

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.

***The Plan proposes zones for employment and service uses in the western segment of the plan (W66 EPR, W66 MAC) where the uses can complement the surrounding residential subdivisions that have been built in recent years. Development regulations in the plan, including controls for setbacks, building heights, area lighting, landscape buffering and screening, aim to minimize possible adverse effects of these uses on existing residential areas. Several new zones do allow a mix of multi-family housing and non-residential uses, but with appropriate spacing and buffering between them to ensure compatibility.***

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

***The new zones in the Plan foster an approach to design that focuses on building form and site layout, the development's relationship to the street and meeting the needs of all users including pedestrians. The general standards encourage a variety of architectural styles and several standards offer a choice of measures for achieving the desired quality, which encourages innovation. Examples of this flexible approach include residential building articulation (p. 115), Low Impact Development to control storm run-off (p. 119), and development phasing (p. 120). The Plan also includes sign regulations that give neon and iconic signs more latitude than conventional signs--in terms of location, number, size and type--in order to build upon the Route 66 identity and foster creativity (p. 124). The Plan furthers the policy.***

Policy II.B.5.m: Urban and site design which maintains and enhances unique vistas and improves the quality of the visual environment shall be encouraged.

***The Plan aims to maintain the openness and vistas of the western segment of the corridor by creating a zone for campus-style development (W66 EPR) and, in other zones, limiting building heights within 50 ft of Central and requiring aggregated open space between buildings. The overall intent of the development standards is to improve the visual quality of the built environment over time by addressing many elements of building and site design, including building articulation and street orientation, drive-up service windows, public spaces and requiring landscaping at the initial stage of phased development. The Plan furthers the policy.***

The portion of the plan area east of New York Ave is located in the area designated *Central Urban\** whose 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 the Established Urban Area.

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

***A new zone, the W66 Special Activity Center zone, overlaps with the Central Urban Area and furthers this goal by providing for a mix of activities that serve visitors and residents. The Plan also calls attention to the cluster of historic Route 66 motels and signs in this area that merit protection and redevelopment, such as the El Vado motel (see Fig 19 p. 37). The Plan furthers the goal and policy.***

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.

***The proposed W66 SAC zoning along with streetscape improvements and redevelopment of the El Vado Motel, will help transform this stretch of Central into a more attractive link between the bosque, BioPark and Old Town, and help turn it into a destination for both residents and visitors. The zoning and recommended projects for the Central Urban area of the plan further the policy.***

### Activity Centers

Goal: 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.

***The Plan furthers the goal by concentrating moderate and higher density mixed land uses in existing and new activity centers along Central Ave, accommodating economic activities closer to residential neighborhoods, and enhancing the identity of Route 66.***

Policy II.B.7a: Existing and proposed Activity Centers are designated by the Comprehensive Plan map (Figure 20)\* where appropriate to help shape the built environment in a sustainable development pattern, create mixed use concentrations of interrelated activities that promote transit and pedestrian access both to and within the Activity Center, and maximize cost-effectiveness of City services. Table 10 specifies policy objectives for each type of Activity Center.

\*Boundaries of Activity Centers shown on the Plan map are not official, but merely indicate where non-residential use and/or Zoning meet the edge of residential use and/or Zoning, and where interrelated activities exist within walking distance of one another.

Table 10: Policy a: Types of Activity Centers

*Community Activity Center description:*

Purpose: Provides the primary focus for the entire community sub-area with a higher concentration and greater variety of commercial and entertainment uses in conjunction with community-wide services, civic land uses, employment, and the most intense land uses within the community sub-area.

- Service/Market Area:
  - Up to 3 miles
  - Serves population of 30,000+
- Access:
  - Very accessible by automobile
  - Located on minor & major arterial streets
  - Should provide main hub connecting to regional transit system
  - Community-wide trail network should provide access to center
  - The interior of the center should be very accommodating to the pedestrian, even within the predominantly off-street parking areas
- Land Uses:
  - Core Area: 15-60 acres + adjacent contributing uses
  - Limited floor area per building
  - Examples of typical uses: low-rise office, public & quasi-public uses (e.g. post office, library), entertainment (restaurants, theaters, etc.), hotel/motel, shelter care, medical facilities, education facilities, large religious institutions, medium density residential, middle/high school, senior housing, community or senior center, park-and-ride facility under certain conditions
- Scale:
  - Some larger parcels, but heavily punctuated with fine grain, smaller parcels; very walkable
  - 2-3 story; moderate floor area ratios (.3 to 1.0); connections between buildings and to sidewalks; more than one façade; buildings separate off-street parking from the street
  - Predominantly off-street parking; site circulation plan is important to avoid conflict between pedestrian and auto; parking in lots or structures; pedestrian paths between parking & bldg.; bicycle parking is encouraged
  - Public plaza/open space should be provided

***The existing activity center at Central and Atrisco is designated as a neighborhood activity center in the WSSP and a community activity center (CAC) in the Comprehensive Plan, with slightly different boundaries (see p. 19 in draft plan). The Plan proposes to reinstate it as a community activity center for the following reasons that meet the above criteria: the population it serves on both sides of the river; its area (47 acres); its adjacency to such contributing uses as the Pat Hurley Community Center, BioPark and outdoor recreational facilities (county Little League fields, Tingley Beach and bosque Open Space); and the mixture of large and small parcels which can accommodate off-street parking and improvements to pedestrian circulation.***

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*Some properties were removed from the community activity center, because at the west end they are more characteristic of a “main street” (W66 MX zone) and, at the east end, the proposed W66 RA zoning is more compatible with proximity to the acequias, river and bosque open space. The related request in the subject application (12EPC-40008) would amend the WSSP accordingly.*

*Major Activity Center description:*

Purpose: Provides the most highly concentrated locations of commercial, service and employment uses in conjunction with area-wide needs.

- Service/Market Area:
  - Serves the entire metropolitan population and beyond
- Access:
  - Accessible by all modes of travel, including pedestrians and bikes
  - Located at major roadways and/or major transit stops/transfer points
  - Served by on street and off-street parking; structures encouraged
  - Major street intersections designed to facilitate pedestrian travel
  - Transit connections
- Land Uses:
  - Area: 300 acres or more
  - Land uses typical in modern commercial, office, and technology centers, including medium to high density residential in sensitive relationship to employment
  - Transition from intense core to surrounding residential neighborhoods
  - Examples of typical uses: mid & high rise office, hotels, major cultural & entertainment uses, regional & corporate offices, retail & service uses, technology/light manufacturing, higher education facilities, public & quasi-public uses, medium to high density residential
- Scale:
  - Mixed small and large parcels
  - 3 story and higher; floor area ratios of 1.0 and larger; connections between buildings and to sidewalks; buildings close or touching in more urban of centers
  - On-street and off-street parking; opportunity for park-and-ride; structured parking encouraged
  - Larger scale plazas and paths; greater opportunity for public-private partnership in creating public spaces

*The proposed West Route 66 Major Activity Center (see Figure 4 on p. 18) would replace the Atrisco Business Park MAC, which has already been downgraded to employment center status in the WSSP, and would consolidate the existing CACs at Unser and Coors into a single MAC. It would be the only activity center of this size, concentration and diversity south of I-40 on the West Side. The new MAC meets the above policy objectives through existing conditions, proposed zoning regulations and transportation recommendations in the Plan. The 350 acre MAC is located on three major roadways, accessible by all modes of travel (including the best transit route in the city) and includes a park-and-ride. While the area is already developed with supermarkets, a major employer (Verizon), a regional mega-church and smaller businesses, some vacant land remains.*

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*The W66 MAC is a new zone that would allow new development of a wide range of land uses and, in conjunction with general development standards, would provide for the scale of building and site design described in the policy. The Retail Market Analysis commissioned for the WR66SDP identified the West Central corridor's potential to support a variety of retailers in upcoming years, based on population growth, access, lack of competition, commute patterns and available sites. The study is summarized on p. 32 of the draft plan and available in full at <http://www.cabq.gov/planning/long-range/pdf/WestRte66RetailMarketAnalysis0311.pdf>.*

*Specialty Activity Center description:*

Purpose: Provides locations for unique attractions serving local, regional and statewide needs.

- Service/Market Area:
  - Serves the entire population of the metro area; draws some users from around New Mexico and nationally
- Access:
  - Accessible by all modes of travel, depending on nature of uses
  - Located on or easily accessible to major roadways
  - Served mainly by off-street parking
- Land Uses:
  - Area: Up to several hundred acres, depending on nature of uses
  - Examples of typical uses: unique, large-scale recreational attractions, major air transportation hub, supporting retail and service uses (e.g. restaurants gift shops, administrative offices)
- Scale:
  - Typically one large parcel, but may be broken up by multiple buildings
  - Buildings and related facilities may be of any height, appropriate to use and size
  - Predominantly off-street surface parking; site circulation plan should avert conflict between pedestrian movement and vehicles
  - Interior of center should be very accommodating to the pedestrian, even within off-street parking areas

*The Cultural Services department, which operates the ABQ BioPark, defines this facility as the Zoo, Botanic Garden, Tingley Beach and Aquarium. Together they form an existing Special Activity Center (SAC) that overlaps with the plan area. The WR66SDP proposes an additional SAC (see p. 19) beginning at the west end of the Central bridge and extending to Rio Grande Blvd at the edge of Old Town. This area encompasses the bridge with viewing platforms over the river, access to parking and picnic facilities in the bosque, and three historic Route 66 properties including neon signs (see Fig. 19 p. 37). These valuable community assets along with adjacency to the BioPark and Old Town are the foundation for the proposed SAC, which would cater to both tourists and locals. The SAC would be implemented through W66 SAC mixed use zoning and transportation recommendations, including a pedestrian bridge over the river, improved trail connections at the Alameda Lateral, and streetscape improvements to enhance the area and make it safer and more convenient for pedestrians and cyclists. Overall, the proposed SAC meets the policy objectives.*

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Policy II.B.7c: Structures whose height, mass or volume would be significantly larger than any others in their surroundings shall be located only in Major Activity Centers to provide for visual variety and functional diversity in the metropolitan area while preserving pleasing vistas and solar access.

***The proposed W66 MAC zone (see p. 94) aims to accommodate taller buildings than other parts of the plan area, while mitigating their impact on views. Measures include minimum setbacks and limited building heights on Central and next to residential zones and requiring breaks between buildings through maximum block sizes and aggregated open space. The Plan is consistent with the policy.***

Policy II.B.7e: New Activity Centers may be designated and added to the Comprehensive Plan through local government review and approval based upon the following criteria:

- The proposed Activity Center's potential for shaping the built environment, consistent with policies of the Comprehensive Plan.
- Market potential for concentrating activities to higher than average intensities, and potential for promoting infill of vacant land inside the existing urban services boundary.
- Appropriateness of the proposed Activity Center, including location relative to the market area and access/connections including transit service potential.
- Fiscal impact of the proposed Activity Center on City government and the private sector.
- Compatibility of the proposed Activity Center with surrounding neighborhoods.
- Capacity and availability of public services such as transportation, water, and sewer systems to support the Activity Center as proposed.
- Environmental impact of the proposed Activity Center.

***The new MAC is consistent with the policy criteria as analyzed under policy II.B.7a. In addition, after the EPC makes its recommendation, a fiscal impact analysis of the entire sector plan will be included in the transmittal packet that goes through the City Administration to the City Council. Participants in the community meetings and workshops from surrounding residential neighborhoods supported the designation. Internal circulation and improved connectivity for the MAC are addressed in the Plan through zoning requirements and transportation recommendations (see Figures 51 & 53, p. 140 & 141).***

Policy II.B.7j: The City will structure capital expenditures and land use regulations in support of creating multi-use Activity Centers, and will promote ongoing public/private cooperation necessary for private market conditions that support the development and functioning of Activity Centers.

***The Plan identifies potential capital improvement projects based on priorities that include creating attractive environments and developing infrastructure in activity centers for the benefit of businesses and their customers (see p. 159). The land uses allowed in the W66 CAC, MAC and SAC zones are intended to attract private development appropriate to the individual character and purpose of each center. The Plan furthers the policy.***



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### Community Identity and Urban Design

Goal: 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.c: The identity and cohesiveness of each community shall be strengthened through identification and enhancement of community Activity Centers that have a scale, mix of uses, design character, and location appropriate to the unique character of the community.

*The proposed zones and recommendations in the WR66SDP, including activity centers, were formulated to protect and enhance the distinct areas of West Central and to complement the neighborhoods that adjoin the corridor. The Plan reflects existing physical conditions (see Chapter 3) and the social, cultural and historical features prized by local residents, businesses and property-owners, as articulated in the community goals and objectives (see p. 9). The Plan furthers the goal and policy.*

Policy II.C.9.d: Development projects within Community Activity Centers should contribute the following:

1. Related land uses that effectively encourage walking trips from one destination to another within the center, including shopping, schools, parks or plazas, employment, entertainment, and civic uses such as public libraries, recreation or senior centers, post office or fire station.
2. Pedestrian linkages among uses in the Activity Center and connecting to surrounding neighborhoods.
3. Buildings designed and arranged to reflect local architectural traditions, scale, height, massing and setbacks appropriate to the community served by the Activity Center and that support public transit and pedestrian activity.
4. Landscaping, street furniture, public art, colored or textured paving and other improvements to the public realm that reinforce the cultural, social and design traditions of the community served by the Activity Center.

*The W66 CAC zone (see p. 86) allows a wide range of uses and, in conjunction with general development standards, promotes development that is pedestrian-friendly. Recommendations to improve sidewalks, landscaping and way-finding along Central and at Atrisco Drive are intended to reinforce the center's connection to the surrounding community's cultural and design traditions (see p. 143). The Plan furthers the policy.*

Policy II.C.9.e: Roadway corridors (collectors, arterials, Enhanced Transit and Major Transit) within each community and that connect the community's Activity Centers shall be designed and developed to reinforce the community's unique identity; streetscape improvements to these roadways shall be designed to:

- minimize water use
- screen parking areas
- create useful and attractive signage and building facades
- facilitate walking safety and convenience

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*The 5 miles of Central in the plan area constitute an arterial roadway linking a series of activity centers and is a designated Transit Corridor from 98<sup>th</sup> eastward. The Plan calls for streetscape improvements (see p. 143) and adjoining developments that reflect each area's natural setting and character. These areas transition from the open high mesa into more established, fine-grained neighborhoods the valley. General design regulations (beginning on p. 111) include on-site stormwater management, screening of parking areas, and facilitate neon and iconic signs and pedestrian safety and convenience. The Plan furthers the policy.*

### **Transportation and Transit**

Goal: 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.a: Table 11 (see p. II-82 of Comprehensive Plan) presents ideal policy objectives for street design, transit service, and development form consistent with Transportation Corridors and Activity Centers as shown on the Comprehensive Plan's Activity Centers and Transportation Corridors map in the Activity Centers section. Each corridor will undergo further analysis that will identify design elements, appropriate uses, transportation service, and other details of implementation.

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.

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.

*The Plan furthers the goal and these policies for Enhanced Transit and Major Transit Corridors by establishing land use regulations that provide for multi-modal travel and jobs and housing at higher densities in support of transit. The regulations include general standards as well as requirements that are fine-tuned for individual zones to address local conditions and character. The Plan also recommends projects to improve conditions for pedestrians, cyclists and transit users at major intersections and to remedy deficient or missing sidewalks along the corridor (see p. 133 - 148).*

### **Historic Resources**

Goal: To protect, reuse, or enhance significant historic districts and buildings.

Policy II.C.5a: Efforts to provide incentives for the protection of significant districts and buildings shall be continued and expanded.

*The Plan identifies the historic properties on Route 66, those eligible for the National Register of Historic Places, and other properties and signs of interest or characteristic of the route's historic period from 1926 to 1956 (see Fig 19 on p. 37). The section highlights available tax*

*credits and recommends programs for conservation easements and neon sign incentives to foster protection. The El Vado Motel east of the river is a City Landmark slated for redevelopment with a strong interpretive component and public access (see p. 41). A general regulation would also require a demolition review period to evaluate opportunities for protecting historic resources (see p. 127). The Plan furthers the goal and policy*

### **Water Management**

Goal: Efficient water management and use.

Policy II.D.2.b: Maximum absorption of precipitation shall be encouraged through retention of natural arroyos and other means of runoff conservation within the context of overall water resource management.

*The Plan includes a requirement to incorporate Low Impact Development measures in landscaping and open space within developments. It recommends similar measures in streetscape improvements and projects such as the frontage road on the northside of Central that extends west of Unser (p. 150). The Plan furthers the goal and policy.*

### **West Side Strategic Plan (Rank 2, amended through 2009)**

The West Side Strategic Plan (WSSP) was first adopted in 1997 and has been amended several times, most recently in March 2009. The WSSP area is bounded by the Sandoval County line on the north, the Rio Puerco Escarpment on the west, a line south of Gun Club Road (the Atrisco Grant line) on the south, and on the east: the Rio Grande for areas north of Central, and Coors/Old Coors Boulevard for areas south of Central. It encompasses over 96,000 acres of land, or approximately 150 square miles. The Plan Boundary is shown on the map on pg. 5 (See <http://www.cabq.gov/planning/publications/documents/WestsideStrategic-comp2009-COMLETE1211.pdf>).

*The vast majority of the plan area falls within the scope of the WSSPP, with the exception of properties fronting the southside of Central and located east of Old Coors Blvd, and the area east of the river.*

Policy 1.10: Designated neighborhood and community centers shall be reviewed periodically for viability and appropriateness; if a center comes to exhibit characteristics, which justify it, its designation may be amended from neighborhood to community or vice-versa.

*The Plan proposes to upgrade the activity center at Central and Atrisco to Community status in recognition of the criteria for market area, access and scale delineated in policy 1.9. The shopping center site on the north side of Central has been renovated and includes a major supermarket and vocational college. The Plan is consistent with this policy.*

The Southwest Area Strategic Action Plan (SWASAP) was adopted as part of the WSSP in 2009 (see p. 305 of WSSP) with the overarching goal of transforming the sub-area south of Central into a Complete Community. Goals relevant to West Route 66 include:

Goal 1. Build complete neighborhoods and a network of activity centers to serve them. (p. 321)

*Key Concepts*

- A “Complete Community”: Clusters of complete neighborhoods served by a network of highly accessible community and neighborhood size activity centers that conveniently concentrate opportunities for living, learning, working, shopping and playing.
- “Complete Neighborhoods”: Neighborhoods, each comprised of a variety of quality built, southwestern style single-family and multiple-family housing in a range of prices; businesses; parks; schools; and landmarks all easily accessed by walking or bicycling.
- A “Network of Community and Neighborhood Activity Centers”: Well-distributed community and neighborhood-serving concentrations of public services, commercial services, and shopping.

Goal 4: Increase and improve retail and commercial services. (p. 347)

Goal 5: Develop a complete multi-modal transportation network (p. 353)

***The Plan proposes to rationalize activity center designations in the SWASAP area without reducing the overall network, and to create zones that support concentrated opportunities for shopping, commercial services, employment and additional housing choice in the proposed MAC (W66 C-2 and W66 MAC). The existing Neighborhood Activity Center at 98<sup>th</sup> St would remain, but rezoned W66 C-2 to allow commercial, moderate density residential including the option of assisted forms of housing. The general standards for site layout and pedestrian circulation (p. 117 & 121) and transportation recommendations in the Plan (p. 134 – 142) support access to activity centers and travel along major streets by multiple modes. The Plan is consistent with these goals.***

In addition, the SWASAP updated the general policy framework for residential and commercial development for the entire WSSP plan area including the following policies:

Policy 4.6.c Gated and/or walled communities and cul-de-sacs are strongly discouraged on the West Side. In rare instances when these are permitted, openings through perimeter walls and cul-de-sacs shall be provided every 600 ft so that pedestrians and bicyclists are provided direct access to transit services and other destinations.

***The Plan’s design standards for multi-family residential development (2, 3 and 7 on p. 115) discourage large developments and gated communities, and require orientation to adjacent public ROWs, which furthers the policy.***

Policy 4.6.g: Create commercial developments that are or will be accessible by transit. Locate buildings adjacent to street frontages and place parking areas to the rear or sides of properties and/or on adjacent streets. Locate landscaping, walls, or fences so they do not create barriers for pedestrians. Parking shall not take precedence over pedestrian circulation.

Policy 4.6.h: Limit the maximum number of parking spaces for office and commercial uses to 10% above Zoning Code requirements. Each development shall have an approved pedestrian and bicycle circulation plan that provides safe, attractive, and efficient routes to neighboring properties, adjacent streets, and transit service. The site plan shall show convenient access throughout the site. Regularly spaced pedestrian access through breaks in walls and continuous

landscaping shall be provided. Stairways do not promote pedestrian convenience and shall be restricted or eliminated..

***The new zones and general development regulations in the plan further the intent of these policies, by balancing the needs of pedestrians and motorists in site design and by lowering the minimum parking requirements significantly in comparison to conventional requirements in the Zoning Code.***

***Trails and Bikeways Facility Plan and Albuquerque On-Street Comprehensive Bike Plan (Rank 2)***

These plans, adopted in 1993 and 2000 respectively, propose a network for trails and bikeways and associated policies. (See <http://www.cabq.gov/planning/publications/trailbky.pdf> and <http://www.cabq.gov/planning/publications/pdf/ABQcomprehensiveonstreetbicycleplan.pdf> ). The network recommendations in these plans are also reflected in the Long Range Bikeway System Map in the 2035 Metropolitan Transportation Plan.

***The Plan includes recommendations for trails and bike facilities along Central and at intersecting roadways and ditches, such as the Arenal Canal and Alameda Canal, which are consistent with these two plans (p. 148 and 155).***

***Bosque Action Plan (Rank 2)***

The plan was adopted in 1993 and includes the following land use goals and policies applicable to the WR66SDP:

Goal A Environment and Wildlife is to protect and enhance the natural resources of the Rio Grande Valley State Park.

Policy 1: Land use decisions shall be compatible with the ecological opportunities and constraints characteristic of the identified biophysical land units (described in Appendix B)

***The W66 RA zone in Segment 2 of the plan area (p. 102) was formulated to ensure that land uses and densities would be compatible with the adjacent Rio Grande Valley State Park, which furthers the goal and policy.***

Goal B Recreation and other public uses is to protect and enhance the natural character by facilitating appropriate management practices and public uses.

Policy 9: Encourage developed recreation and other public uses between the area north of Barelás Bridge and south from I-40.

Policy 10: Access points shall be developed in appropriate areas.

***The W66 RA zone allows neighborhood commercial uses and outdoor recreational uses, including community gardens. The Plan also makes open space and trail recommendations to improve access and parking for the Rio Grande Valley State Park (p. 155). Both further the goal and policies.***

**IV. SECTOR DEVELOPMENT PLAN MAP AMENDMENT (ZONE CHANGE)**

*Albuquerque Comprehensive Zoning Code*

The Plan proposes the following changes to existing zoning:

<i>Existing Zoning*</i>	<i>Proposed Zoning**</i>	<i>Location***</i>	<i>Comment</i>
C-1 Neighborhood Commercial	W66 MAC	Segment 1-B, Unser	Major Activity Center, eliminate spot zone
	W66 RA	Segment 2-B, 40 <sup>th</sup> St	Adjacent to Rio Grande/State Park, align with ownership line
C-2 Community Commercial	W66 C-2	Segments 1-A, 1-B, 2-A	Retain
	W66 MAC	Segment 1-B	Major Activity Center
	W66 MX	Segments 2-A, 2-B	Strengthen “Main Street” character, on Enhanced Transit Corridor
	W66 CAC	Segment 2-B, incl Atrisco	Community Activity Center
	W66 RA	Segment 2-B	Adjacent to River/State Park
	SU-1 BioPark	Segment 2-B	Existing land use, approved master plan
W66 SAC	Special Activity Center, Major Transit Corridor		
C-3 Heavy Commercial	W66 RA	Segment 2-B	Adjacent to Rio Grande/State Park, eliminate spot zone
O-1 Office	O-1	Segment 1-B, Coors	Retain
R-1 Single Family Residential	W66 RA	Segment 2-B, Tingley Beach	Adjacent to Rio Grande/State Park
R-2 Moderate density residential	W66 C-2	Segment 2-A, 63 <sup>rd</sup> St NW	Direct access from Central, adjoins C-2
	R-2	Segment 2-B, 40 <sup>th</sup> St	Existing residential use
	W66 RA		Adjacent to River/State Park
R-3 Higher density residential	W66 SAC	Segment 2-B	Special Activity Center, Major Transit Corridor

RA-1 Residential Agricultural	SU-1 BioPark	Segment 2-B	Existing land use, approved master plan
R-T Townhouses	W66 MAC	Segment 1-B	Major Activity Center, Access from Central, align with ownership line
	W66 SAC	Segment 2-B, El Vado (lot 24)	Special Activity Center, align with ownership line
SU-1 MH Mobile Home, 7.5 DU/Acre	W66 EPR	Segment 1-A, incl Volcano Rd	Campus-style mixed use, transition to single family residential
SU-1 PDA Planned Development Area	W66 MAC	Segment 1-B	Major Activity Center
SU-1 PRD Planned Residential Development, 20 DU/Acre	W66 EPR	Segment 1-A, Volcano Rd	Campus-style mixed use, transition to single family residential
	W66 SU-1 PRD	Segment 1-B, Bridge	Retain: partly developed, transition to SF residential
SU-1 C-2...	W66 C-2	Segment 1-A, incl 98th, Segment 2-A, 2-B	Existing zoning refers to C-2
SU-1 Camping	W66 IP	Segment 1-A, Volcano Rd	Adjoins IP, majority off Central
SU-1 Church, SU-1 C-2...	W66 MAC	Segment 1-B	Major Activity Center
SU-1 Fire Station	W66 MX	Segment 2-B, 47 <sup>th</sup> St	Facility will be replaced within 2 years at 57th St
SU-2 IP Industrial Park	W66 IP	Segment 1-A	Retain: existing land uses
	W66 C-2		Existing pattern of C-2 on Central frontage
	W66 MAC	Segment 1-B	Major Activity Center, adjoins SF residential
SU-2 M-1 Light Manufacturing	W66 IP	Segment 1-A	Adjacent to IP and more compatible with adjacent SF residential
SU-2 PCA Planned Commercial Area	W66 C-2	Segment 1-A	Similar zoning
SU-2 PDA	W66 C-2	<i>Segment 1-A</i>	Less intensive for Neighborhood Activity Center

P Parking	W66 C-2	Segment 2-A, 60 <sup>th</sup> St NW	Consolidation with primary use
P-R Parking Reserve	W66 C-2	Segment 2-A, 53 <sup>rd</sup> St NW	Consolidation with primary use

\* The 2009 amendments to the existing WR66 plan include CAC and NAC optional zones that may be used in designated Neighborhood and Community Activity Centers respectively. The Design Overlay Zone (p. 82) and Subdivision and Public Right-of-Way Regulations (p. 86a) apply to all properties within the existing plan area.

\*\* All zones are preceded by SU-2 to indicate they are within a sector development plan area.

\*\*\* On Central unless indicated otherwise

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

This Resolution outlines policies and requirements for deciding zone map change applications pursuant to the Comprehensive City Zoning Code. There are several tests that must be met and the applicant must provide sound justification for the change. The burden is on the applicant to show why a change should be made, not on the City to show why the change should not be made.

The applicant must demonstrate that the existing zoning is inappropriate because of one of three findings: there was an error when the existing zone map pattern was created; or changed neighborhood or community conditions justify the change; or a different use category is more advantageous to the community, as articulated in the Comprehensive Plan or other City master plan.

**Note:** Policy is in regular text; *staff's analysis is in bold italics*

The proposed zone changes meet the R-270-1980 criteria, 1A – 1J, as follows:

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

***The proposed zoning and general development standards in the WR66SDP further a preponderance of applicable goals and policies in the Comprehensive Plan and adopted Rank 2 plans, as analyzed in section II of this staff report. They were also formulated with guidance from the community throughout the planning process, based on their vision, goals and objectives for the future of West Route 66. Future land uses and development in the plan area will therefore be consistent with the City's health, safety, morals and general welfare.***

B. 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 general approach of the Plan is to retain existing zoning where it is consistent with applicable city goals and policies and community values, and to rezone other areas where***



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*there are opportunities to better further these goals, policies and values. The 1987 WR66SDP includes a Design Overlay Zone which applies to all properties in the associated plan area; the new plan uses the same approach by proposing general development standards. The existing plan boundary was adjusted to exclude existing single family housing where possible in order to strengthen West Route 66 as an area for commercial, employment, higher density residential, civic and cultural uses. The main strategy of the new zoning is to create concentrations of these uses in activity centers along Central, a major arterial and designated transit corridor. However, the location of the new zones and the regulatory content of the Plan were also calibrated to be sensitive to existing and adjoining land uses, scenic and natural resources and current property entitlements. In addition, some of the proposed changes remedy situations where zone lines do not match parcel or ownership lines. The Plan has aimed for a balanced approach to rezoning.*

- 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 WR66SDP further adopted elements of higher ranked plans as follows:*

*The majority of the WR66SDP plan area falls within the Developing and Established Urban Area of the Comprehensive Plan (CP). The Plan supplements the existing C-2 Community Commercial and IP Industrial Park zones with new zones that broaden the choice of housing and employment opportunities in the area. The zones are tailored so that development will respect the values and resources of different neighborhoods along West Route 66, while the general standards in the Plan aim to enhance the overall appearance of the corridor. (CP Goal and Policy II.B.5.d)*

*The Plan proposes higher density housing in appropriate areas: Activity Centers (Major, Community and Special); along Central Avenue and other major streets in the plan area; and where the use can act as a transition for single family residential subdivisions outside the plan area.(CP Policy II.B.5.h)*

*The Plan proposes zones for employment and service uses to complement surrounding residential neighborhoods. The majority of the zones also allow a mix of multi-family housing and non-residential uses, but with appropriate spacing and buffering between them. (CP Policy II.B.5.i, WSSP Goal 4)*

*The new zones and general standards in the plan allow a variety of architectural styles and many offer a choice of compliance measures, which allows innovation and helps achieve the quality of development desired by the West Route 66 community and the City. (CP Policy II.B.5.l)*

*The zones for the western segment of the corridor maintain views by promoting campus-style development, limiting building heights along public ROWs and requiring aggregated open spaces within developments. The general standards will help improve the visual quality of the*

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*built environment over time by addressing many elements of building and site design (CP Policy II.B.5.m)*

*The area east of the river is within the Central Urban Area of the Comprehensive Plan. The proposed W66 Special Activity Center zone in this area provides for denser housing and a mix of activities that serve residents and visitors. Along with development standards, the zone change respects and supports community resources, including the BioPark and existing historic Route 66 properties (CP Goal and Policy II.B.6.a & b)*

*The proposed W66 CAC, MAC and SAC zones allow concentrations of moderate and higher density mixed land uses in existing and new activity centers along Central Ave, which accommodate economic activities close to residential neighborhoods and enhance the identity of Route 66. The land uses and development standards of each zone are tailored to support the classification criteria for activity centers in the Comprehensive Plan (CP Activity Centers goal and Policy II.B.7.a & c, WSSP Goal 4)*

*The proposed W66 CAC, MAC and SAC zones reflect existing physical conditions and provide the regulatory framework to support the social, cultural and historical identity of different communities along the Central corridor (CP Community Identity and Urban Design Goal and Policy II.C.9.c, d & e)*

*The proposed zoning and development regulations improve conditions for multi-modal travel and allow jobs and housing at higher densities in support of transit along Central Ave, an Enhanced Transit and Major Transit Corridor. (Transportation and Transit goal and Policy II.D.4.a, b & c; WSSP Goal 5, Policy 4.6.c, g & h)*

*The W66 RA zone was formulated to ensure that land uses and densities would be compatible with the adjacent Rio Grande Valley State Park (Bosque Action Plan Goal A and Policy 1).*

D. The applicant must demonstrate that the existing zoning is inappropriate 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 (D)(1) or (D)(2) above do not apply.

*The proposed zone changes in the western segment of the plan area are partly justified under 2. Changed Condition, because the residential population of the Southwest Mesa has increased significantly since the existing zoning was established by the 1987 WR66SDP. The vast majority of the new residents live in single family homes. The new Plan proposes zoning (W66 EPR, W66 MAC, W66 C-2) that diversifies housing in this sub-area by allowing for multi-family housing and assisted living units, and increases opportunities for retail, service and employment uses closer to where they live.*

*Additionally, the proposed zone changes are justified under 3., because they will result in land use categories that are more advantageous to the community as articulated in higher-ranked*

*plans. (See sub-section 1C above for an analysis of applicable goals and policies in these plans)*

*The existing zones that would be replaced by the Plan (see Table on p. 20 of this staff report) are no longer appropriate or less appropriate, for the following reasons:*

- *Some of the existing zones do not support current City priorities, as articulated in higher-ranked plans (Comprehensive Plan, WSSP, Bosque Action Plan) that were adopted or have been amended since the zones were established by the 1987 WR66SDP.*

*2002 amendments to the Comprehensive Plan include strengthening Activity Centers and Corridors. The existing C-1 and C-2 zones, SU-1 PDA and SU-2 IP zones do not allow the range and mix of uses, nor the densities of development, to support the Community and Major Activity Centers proposed in the Plan, which are consistent with criteria of the Comprehensive Plan. In addition, they are fragmented and do not provide regulations to ensure that developments within centers will complement each other, inter-connect by all modes of travel and strengthen the identity of Route 66.*

*The existing C-2, C-3, R-1 and R-2 zones adjacent to the river do not realize the goals and policies of the 1993 Bosque Action Plan that call for land uses to be compatible with the ecology of the bosque and for development to increase recreational opportunities and enhance access to the Rio Grande State Park.*

- *Conventional C-2 and R-2 zoning is not sufficiently prescriptive to achieve the quality desired by the community and City for multi-family housing in Activity Centers and along designated Transit Corridors.*
- *There are areas with zones too small to be viable or with boundaries that do not align with lot or ownership lines (C-1 Neighborhood Commercial, C-3 Heavy Commercial, R-T Residential, SU-1 for a fire station at 4<sup>th</sup> St that is being replaced on another lot, P Parking, P-R Parking Reserve).*

- 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 proposed modified and new zones in the Plan were formulated to allow uses appropriate to their location on the corridor. Protection of single family residential uses in adjacent zones was addressed by providing adequate setbacks and landscape buffers and by limiting building heights. Rezoning of some districts is proposed so that permissive uses would be less harmful to adjacent property, such as from C-3 to W66 RA and from SU-2 M-1 Manufacturing to W66 IP. While the new zones allow considerable latitude in terms of permissive uses, they limit potential harm to adjacent property, neighborhoods and the wider community by requiring development to occur in specified building types and by limiting and prohibiting uses such as heavy manufacturing.*

- 
- F. 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 zones do not require any major and unprogrammed capital expenditures by the City.***

- G. 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. The most significant factor is that the changes are more advantageous to the community as articulated in adopted City plans.***

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

***The location of office, commercial and higher density residential zoning, such as apartments, along Central Ave and other major streets in the plan area is not the only justification for the proposed changes. The new mixed use zones further a preponderance of adopted City goals and policies, such as increasing housing choice and attracting more retail, services and employment to activity centers and transit corridors, for the benefit of the local and wider community.***

- I. A zone change request which would give a zone different from surrounding zoning to one small area, especially when only one 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 change that may be considered a spot zone is the rezoning of the site of the city's Aquarium and Botanic Garden from C-2 and RA-1 to SU-1 for BioPark. The change is justified under 2. because it reflects a well-established, unique land use that is associated with a master plan and its own Special Activity Center designation, which facilitates realization of the Comprehensive Plan. These make the site unsuitable for other uses and zoning.***

- 
- J. 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 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.

*The Plan area consists primarily of properties fronting Central Ave. The street is part of historic Route 66, known for its road-side businesses, and is currently an established commercial corridor east of new Coors Blvd. Much of the existing C-2 zoning would be considered strip zoning, but is consistent with the historic legacy of the corridor and is suitable on an arterial. Properties currently zoned SU-2 PDA, PCA and IP at the western end of the corridor, many of which are vacant, are proposed to be rezoned to W66 C-2 to support the Plan’s vision for West Route 66. The rezoning at the southwest corner of 98th St is consistent with the Neighborhood Activity Center designation at the crossroads of two arterials. The other changes will help realize the Transportation and Transit Corridor policies of the Comprehensive Plan and unify the regulatory framework for future development on Route 66. However, the Plan proposes to incorporate the C-2 areas within the Major Activity Center into the new W66 MAC zone, which will reduce the amount of C-2 strip zoning in this sub-area of the corridor.*

*Conclusion: The proposed zone changes in the WR66SDP are justified because they have met the tests in Resolution 270-1980. In some cases they address changed conditions, but are justified primarily because they will encourage quality and context-sensitive development which is more advantageous to the community as articulated in adopted City plans.*

#### **IV. AGENCY & NEIGHBORHOOD CONCERNS**

##### ***Reviewing Agencies/Pre-Hearing Discussion***

Comments have been received from the City Engineer, Long Range Planning, the Department of Municipal Development, Parks and Open Space, Transit, AMAFCA and PNM. Comments from Zoning Services are pending. Staff will address all comments in the next staff report.

##### ***Neighborhood/Public***

All neighborhood associations and coalitions registered with the City’s Office of Neighborhood Coordination in the southwest quadrant of the city (generally south of I-40 and west of Rio Grande Blvd) were duly notified of the requests.

In addition to property-owners in and within 200 ft of the existing and proposed plan areas, mobile home park residents were notified of the requests per §14-16-4-1(C)(7) of the Zoning Code.

City staff met with several property-owners, or their representatives, to clarify and discuss the plan and its implications for their properties. Written comments have been received from property-owners requesting changes to the draft plan, which Staff will address in the next staff report.

#### ***V. CONCLUSION***

The WR66SDP furthers a preponderance of applicable goals and policies in adopted City plans and reflects the vision, goals and objectives expressed by the community during the planning process. The proposed zone changes are justified per R-270-1980, primarily because they are more advantageous to the community.

Planning Staff proposes to follow up with departments and agencies to receive and clarify their comments. Staff will address all comments received from the public, departments and agencies (in writing or at the hearing) in a comprehensive manner in the next staff report. In addition, Planning Staff will provide additional analysis and information on matters raised by the EPC or proposed by the Planning Department subject to the EPC's direction.

Staff recommends that the EPC continue their review of the WR66SDP and related cases at a subsequent hearing.

***FINDINGS - #1009157, 12EPC-40006, -40007, -40008, -40009, -40010, -40011, Map Amendment to West Route 66 Sector Development Plan, new West Route 66 SDP, Text Amendment to West Side Strategic Plan, Map Amendment to Tower/Unser SDP, Map Amendment to Old Town SDP, Map Amendment to Huning Castle/Raynolds Addition SDP - July 5, 2012***

1. The requests are for an Environmental Planning Commission recommendation to City Council to approve a new West Route 66 sector development plan (WR66SDP) and boundary, which would replace the 1987 plan and boundary upon adoption; and to recommend approval of related amendments to certain activity center designations in the West Side Strategic Plan and map amendments to the Tower/Unser, Old Town and Huning Castle/Raynolds Addition sector development plans in order to address overlapping boundaries. The proposed new plan area generally extends west to east from 106<sup>th</sup> St to Rio Grande Blvd and includes properties on and near West Central Ave, totaling approximately 1,016 acres.
2. The new WR66SDP was formulated with input from residents, property-owners and business-owners over a year-long community planning process, and is informed by baseline conditions in the plan area and adopted City plans and policies.
3. The new WR66SDP establishes land use and development regulations to meet the service, employment, housing, and recreational needs of residents and visitors. It also recommends capital improvement projects to improve the appearance and multi-modal function of West Central (a principal arterial and designated transit corridor in the Comprehensive Plan), and to enhance significant community resources, including historic Route 66 properties, the Rio Grande Valley State Park and the Albuquerque BioPark.
4. Comments were received from city departments and agencies; some are still pending. Comments were also received from property-owners who request changes to the draft plan.
5. These findings are intended to support a staff recommendation of continuance and do not reflect the more complete findings and potential revisions to the WR66SDP in the form of conditions, which would be required to support a recommendation of approval.

***RECOMMENDATION - #1009157, July 5, 2012***

**CONTINUANCE of 12EPC-40006, -40007, -40008, -40009, -40010, -40011, requests to recommend approval to City Council of map amendment to West Route 66 Sector Development Plan, adoption of West Route 66 SDP, Text Amendment to West Side Strategic Plan, Map Amendment to Tower/Unser SDP, Map Amendment to Old Town SDP, Map**

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**Amendment to Huning Castle/Raynolds Addition SDP, for 90 days to September 6, 2012,  
based on the preceding Findings**

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***Carol Toffaleti***  
***Senior Planner***

***Notice of Decision cc list:***

Contacts for the following city-registered neighborhood associations and coalitions:

Alamosa NA (R), Anderson Hills HOA, Anderson Hills NA (R), Avalon NA (R), Crestview Bluff NA (R), El Rancho Grande HOA, Encanto Village HOA, Historic Old Town Property Owners Assoc., Huning Castle NA (R), Los Altos Civic Assoc. (R), Los Volcanes NA (R), Orchards at Anderson Heights Subassoc., Inc., Pat Hurley NA (R), Riverview Heights NA (R), Skyview West NA (R), Stinson Tower NA (R), Sunrise HOA (R), Sunstar NA, Tapia Meadows NA (R), Torretta Oeste/Este HOA, Valley Gardens NA (R), Vecinos Del Bosque NA (R), Vista Magnifica Assoc. (R), Vista Sandia HOA, West Mesa NA (R), West Old Town NA (R), West Park NA (R), Westgate Heights NA (R), South Valley Coalition of NA's, South West Alliance of Neighbors (SWAN), Westside Coalition of NA's

***Attachments***

- Map of properties in the city portion of the 1987 WR66SDP area that are proposed to be excluded from the new plan area
- Selected 2010 Census data
- Action sheet and letters to speakers & commenters re. April 5, 2012 EPC hearing
- Public comments received since application was submitted on 2/23/12



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## ***CITY OF ALBUQUERQUE AGENCY COMMENTS***

### ***PLANNING DEPARTMENT***

#### **Zoning Enforcement**

Pending

#### **Office of Neighborhood Coordination**

Alamosa NA (R), Anderson Hills HOA, Anderson Hills NA (R), Avalon NA (R), Blossom Ridge HOA, Crestview Bluff NA (R), El Rancho Grande HOA, Encanto Village HOA, Historic Old Town Property Owners Assoc., Huning Castle NA (R), Los Altos Civic Assoc. (R), Los Volcanes NA (R), Orchards at Anderson Heights Subassoc., Inc., Pat Hurley NA (R), Riverview Heights NA (R), Skyview West NA (R), Stinson Tower NA (R), Sunrise HOA (R), Sunstar NA, Tapia Meadows NA (R), Torretta Oeste/Este HOA, Valley Gardens NA (R), Vecinos Del Bosque NA (R), Vista Magnifica Assoc. (R), Vista Sandia HOA, West Mesa NA (R), West Old Town NA (R), West Park NA (R), Westgate Heights NA (R), South Valley Coalition of NA's, South West Alliance of Neighbors (SWAN), Westside Coalition of NA's

#### **Long Range Planning**

Page 10 Community Goals and objectives

Are the goals and objectives meant to be used for internal review of projects and policies, such as by City divisions, of projects in the public right-of-way and other City projects, or are they supposed to be applied to development projects such as things that are reviewed by the DRB and EPC?

Page 78 Development Compliance

Based on recent conversation about the implementation of Sector Development Plans it would be appropriate to clarify the following:

2.0 B. Does this apply to both buildings and structures? The plan should define building because it is not defined in the Zone Code.

2.0 C. 1. What is included in this category?

2. Does this apply to structures also?

Notes- Could this section be re-formatted so that it is easier to read? At minimum, bold "Notes". Also please clarify the process for conventional zoning, right now it reads as though a building permit is to be obtained from DRB.

Page 114 General Standards

8. Balconies and Portals, from where is the 8 foot vertical clearance measured?

10. Reflective glass- can some standards for measuring glare and heat be provided or language that clarifies how to proceed on this issue?

Page 115 D 7

Gated Communities, this term is not defined. Would an apartment complex be able to have front and rear gates?

Page 116 D 13

Sliding windows are not defined, please clarify the window type and the intent of this regulation.

### **CITY ENGINEER**

**12EPC40006-40011** West Central 66 (106<sup>th</sup>/Rio Grande) TIS: N **#1009157**

**12EPC40006-40011** West Central 66 (106<sup>th</sup>/Rio Grande) TIS: N **#1009157**

#### **Transportation Development (City Engineer/Planning Department):**

- All Transportation design recommendations can be flexibly modified with Development Process Manuel (DPM) standards accordingly.
- Provided are the following concerns that are applicable to the Sector Plan:
  - Signage: As a precaution neon signs should not overshadow signal lights, therefore neon signs should be located away from the vicinity of the signal intersections. All proposed commercial and residential sign locations confined to private property (includes air space) or a revocable permit could be issued for two types of signs that can be located within the Right-of-Way, Temporary Directional/Identification Signage for New Subdivisions and Portable signs as identified in the Zoning Code under General Sign Regulations.
  - Median (landscaping and proposed structure): landscaping height needs to be minimized at all intersections and entrances to avoid sight distance obstruction; structures located within median will need to be evaluated with roadside safety features as prescribed by the Roadside Design Guide, AASHTO, latest update.
  - Pedestrian and striped crossings should be confined to signalized intersection on major roadways.
  - Central Avenue on-street parking and lane reduction is discouraged due to the amount of traffic circulating through this major roadway.
  - A blanket parking and cross access easements requirements should be incorporated into Site Development Plan for pad site.
  - A 24 feet minimum drive aisle should be defined in plan as well as service aisles of 30 feet in width at rear of commercial buildings for private access aisles.
  - Multi-use trails location (page 137, figure 47): Modify pedestrian crossing location to side street approaches instead of crossing frontage islands parallel to Central's traffic.

#### **Hydrology Development (City Engineer/Planning Department):**

- Change the beginning of paragraph 9.0 to "The City of Albuquerque has received its EPA MS4 Permit for stormwater quality with an effective date of March 1, 2012.
- Near the end of paragraph 9.0 change "...velocity of stormwater." To "...flow of stormwater.
- In Paragraph 9.1d please amend sentence to "... but also to insufficient storm drain capacity and electricity supply..."

#### **Transportation Planning (Department of Municipal Development):**

- The Plan does not utilize the 2035 traffic volume projections (it is discussed in the transit section only). This is a federal-aid eligible facility. If any federal funding will be requested, it must comply with this planning horizon for consideration.
- The Plan presents numerous policy and strategic issues that appear to be in conflict.

- 
- The Plan has created a difficult situation by defining such a long corridor, that it has to be broken into segments. We recognize this was probably established by others, but this is a single corridor and trying to treat it as a local street or a major commercial street or functionality in between will make it difficult to plan, fund and construct improvements.
  - When changes decrease roadway capacity, they move that surplus capacity to other streets in the immediate area. Therefore, when capacity is modified, the effects extend beyond the immediate street and that impact should be addressed.
  - Any recommendations to reduce capacity should be documented with appropriate engineering analysis to determine potential effects. Engineering analysis should accompany the recommendations.
  - Page 57, Section 6.4.1. No bike lanes exist on Central between Atrisco and Rio Grande bridge. Also, the description of which multi-use trails intersect the Plan area is confusing: east side (not northside) of Coors; east side (not southside) of Unser; and eastside (not southside) of 98<sup>th</sup> Street.
  - Page 136 – Frontage Road improvements: Item number 1 does not designate a space for bike lanes that are referenced in Item 6.
  - Page 137 - Typical Sections: The width of the trail shown in the typical section is not defined to show bike lanes, and doesn't appear to be consistent with Figure 49.
  - Page 137: Median trail crossings create a dangerous situation. Median trails and driveways are conflict points and are not supported by DMD Engineering Division.
  - Page 138 – Segment 1: There is a need for continuous bike lane on west bound Central in Figure 48. The trail shown is not an appropriate substitute for a bicycle facility.
  - Page 139 – Intersection Improvements: The Plan should acknowledge future bike lanes on Coors through the intersection.
  - Page 141: Signal intersections must be approved and supported by engineering analysis. The recommendation for through street connections should be supported and documented by engineering analysis to determine impacts and operations.
  - Page 146 – Transportation Recommendations for Segment 2: Recommendation of a full intersection at Clayton should be made after a complete engineering analysis, otherwise this is not supported by DMD Engineering.
  - Page 63: there are references to open or flush mount curbs. Curb specifications for arterial roads are designed to contain runoff. Any changes to the approved roadway specifications will require engineering, hydrology analysis, and street maintenance approvals.
  - Page 65: there are references and typical drawings of landscaping or art in a 150' radius at the corners. There are no details/dimensions of the type or profile of this landscaping or art, so we are unable to review the impact. Our concern is that we must maintain a line of sight triangle for vehicles approaching an intersection to be able to see oncoming traffic.
  - Page 73: please be advised that signal timing has been synchronized on this corridor. There can be a number of reasons that it is not apparent at times. They include:
    - Malfunctioning equipment.
    - Un-foreseen changes in traffic volumes or congestion periods.
    - Accidents, stalls or discharging passengers during the rush period.
    - Emergency vehicles passing through the intersection with pre-emption equipment during the rush period.

- Transit buses passing through an intersection with pre-emption equipment during the rush period.
- Pedestrian and bicyclists pressing pedestrian buttons during the rush period which extends their green time.

While we agree that pedestrian enhancements contribute to increased quality of life issues, congestion negatively impacts air quality, noise, road rage, accidents and drives off commercial and retail business customers.

- Related to additional crosswalks. DMD Traffic supports only marked crosswalks at controlled intersections. There are numerous publications that detail the research and impact of having marked crossings at uncontrolled intersections. In summary, they say that a marked crosswalk is less safe than an unmarked crosswalk at uncontrolled or mid-block crossings. The marked crosswalk does not change driver behavior and it provides a false sense of security for pedestrians. Controlled intersections, for the sake of this discussion, are those with a traffic signal or the legs of an intersection with stop signs.
- In studies such as this there is usually a reference to HAWK lights or RRFB lights as an alternative way to have “control” for a crosswalk. Studies indicate that from the positive side there is an increased yielding to pedestrian traffic. In those same studies, it shows that because of those drivers that do not yield the pedestrian or bicyclists are in greater danger. Similar to the remarks above in 6, the City of Albuquerque does not support HAWK light or RRFB light installations as a substitute for the required control. These also preclude the ability to synchronize signals in a corridor and are not recommended for installation on an arterial.
- Related to references to additional “full intersections”, the City of Albuquerque has adopted the Manual for Uniform Traffic Control Devices (MUTCD) by ordinance. In it, it describes the minimum criteria for installing a new traffic signal. Installing traffic signals that do not meet the minimum warrant criteria create a serious safety hazard and can not be supported.
- Related to the “will add language later” section, the current street light policy is for vehicle navigation and has PNM street lights at intersections and 500’ intervals. Security, pedestrian, and decorative street lighting is currently the responsibility of the adjacent property owner. Should additional lighting be installed in the right of way, it becomes an unfunded mandate and the operation and maintenance falls on the Traffic Engineering Division. PNM operates and maintains conforming lighting only. We currently have no budget, staff, equipment or parts to maintain non-PNM supported lighting.

**Street Maintenance (Department of Municipal Development):**

- No comments received.

**New Mexico Department of Transportation (NMDOT):**

- No comments received.

**RECOMMENDED CONDITIONS FROM CITY ENGINEER, MUNICIPAL DEVELOPMENT and NMDOT:**

Conditions of approval for the proposed Site Development Plan for Building Permit shall include:

1. All Transportation design recommendations can be flexibly modified with Development Process Manual (DPM) standards accordingly.

- 
2. Provided are the following concerns that are applicable to the Sector Plan:
    - I. Signage: As a precaution neon signs should not overshadow signal lights, therefore neon signs should be located away from the vicinity of the signal intersections. All proposed commercial and residential sign locations confined to private property (includes air space) or a revocable permit could be issued for two types of signs that can be located within the Right-of-Way, Temporary Directional/Identification Signage for New Subdivisions and Portable signs as identified in the Zoning Code under General Sign Regulations.
    - II. Median (landscaping and proposed structure): landscaping height needs to be minimized at all intersections and entrances to avoid sight distance obstruction; structures located within median will need to be evaluated with roadside safety features as prescribed by the Roadside Design Guide, AASHTO, latest update.
    - III. Pedestrian and striped crossings should be confined to signalized intersection on major roadways.
    - IV. Central Avenue on-street parking and lane reduction is discouraged due to the amount of traffic circulating through this major roadway.
    - V. Curb cuts need to be limited and compliant with DPM's criteria on spacing and frequency.
    - VI. A blanket parking and cross access easements requirements should be incorporated into Site Development Plan for pad site.
    - VII. A 24 feet minimum drive aisle should be defined in plan as well as service aisles of 30 feet in width at rear of commercial buildings for private access aisles.
    - VIII. Multi-use trails location (page 137, figure 47): Modify pedestrian crossing location to side street approaches instead of crossing frontage islands parallel to Central's traffic.
  3. Change the beginning of paragraph 9.0 to "The City of Albuquerque has received its EPA MS4 Permit for stormwater quality with an effective date of March 1, 2012.
  4. Near the end of paragraph 9.0 change "...velocity of stormwater." To "...flow of stormwater.
  5. In Paragraph 9.1d please amend sentence to "... but also to insufficient storm drain capacity and electricity supply..."
  6. The Plan does not utilize the 2035 traffic volume projections (it is discussed in the transit section only). This is a federal-aid eligible facility. If any federal funding will be requested, it must comply with this planning horizon for consideration.
  7. The Plan presents numerous policy and strategic issues that appear to be in conflict.
  8. The Plan has created a difficult situation by defining such a long corridor, that it has to be broken into segments. We recognize this was probably established by others, but this is a single corridor and trying to treat it as a local street or a major commercial street or functionality in between will make it difficult to plan, fund and construct improvements.
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  20. Page 65: there are references and typical drawings of landscaping or art in a 150' radius at the corners. There are no details/dimensions of the type or profile of this landscaping or art, so we are unable to review the impact. Our concern is that we must maintain a line of sight triangle for vehicles approaching an intersection to be able to see oncoming traffic.
  21. Page 73: please be advised that signal timing has been synchronized on this corridor. There can be a number of reasons that it is not apparent at times. They include:
    - I. Malfunctioning equipment.
    - II. Un-foreseen changes in traffic volumes or congestion periods.
    - III. Accidents, stalls or discharging passengers during the rush period.
    - IV. Emergency vehicles passing through the intersection with pre-emption equipment during the rush period.
    - V. Transit buses passing through an intersection with pre-emption equipment during the rush period.
    - VI. Pedestrian and bicyclists pressing pedestrian buttons during the rush period which extends their green time.While we agree that pedestrian enhancements contribute to increased quality of life issues, congestion negatively impacts air quality, noise, road rage, accidents and drives off commercial and retail business customers.
  22. Related to additional crosswalks. DMD Traffic supports only marked crosswalks at controlled intersections. There are numerous publications that detail the research and impact of having marked crossings at uncontrolled intersections. In summary, they say that a marked crosswalk is less safe than an unmarked crosswalk at uncontrolled or mid-block crossings. The marked crosswalk does not change driver behavior and it provides a false sense of security for pedestrians. Controlled intersections, for the sake of this discussion, are those with a traffic signal or the legs of an intersection with stop signs.

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25. Related to the “will add language later” section, the current street light policy is for vehicle navigation and has PNM street lights at intersections and 500’ intervals. Security, pedestrian, and decorative street lighting is currently the responsibility of the adjacent property owner. Should additional lighting be installed in the right of way, it becomes an unfunded mandate and the operation and maintenance falls on the Traffic Engineering Division. PNM operates and maintains conforming lighting only. We currently have no budget, staff, equipment or parts to maintain non-PNM supported lighting.

**Street Maintenance (Department of Municipal Development):**

- No comments received.

**New Mexico Department of Transportation (NMDOT):**

- No comments received.

**DEPARTMENT of MUNICIPAL DEVELOPMENT**

**Transportation Planning (see City Engineer)**

**WATER UTILITY AUTHORITY**

**Utility Services**

**ENVIRONMENTAL HEALTH DEPARTMENT**

**Air Quality Division**

**Environmental Services Division**

**PARKS AND RECREATION**

**Planning and Design**

- 11.1.1.a Conditions ; Parks, Trails and Open Space. The 2.2 acre City owned vacant lot at 90<sup>th</sup> and Volcano Road would not be adequate in size to provide a park and facility for Family and Community Services. The standard for an active recreational use park such this proposed would be a minimum of 2.0 acres for the park use. The property would best be served as either a park or a Family and Community Services facility.

- 11.1.1.c Please change this to read “Trail corridor” rather than “linear park”.
- Chapter 5, 5.1.b. Parks Recommendations. Please see above comment 11.1.1.a
- Chapter 5, 5.1.c This proposed park would best be owned and maintained by the adjacent BioPark rather than Parks and Recreation as it would serve as an entry/gateway to the BioPark.
- Chapter 5, 5.1.d. The minimum acreage for parks is to maximize active recreational use more than to provide parking although parking needs to be provided on site to minimize burden on adjacent neighborhood, residential or commercial. Goal 1.5.2 is to “Create more opportunities for active recreation.”
- Chapter 5, 5.1.e. Parks and Recreation does not presently have an “urban park model” or standards for small “pocket parks”.
- Appendices, Definitions. DRB is the Development Review Board. DRC is Design Review Committee.
- Throughout document, street trees, streetscapes and associated landscaping are to be provided. Although these improvements may be built by the developer, it should be noted that the responsibility for maintaining the required improvements in the “streetscape” area (within the right-of-way) lies with the adjacent property owner just as with sidewalks.
- Chapter 6, Projects. This seems incomplete as many of the Lead Agency and Funding boxes are not filled in with respective information. Funding opportunities are critical to the implementation of the recommendations. Many of the projects would be built by private developers as part of a development project, others would be built by the City as funding was available. Perhaps identifying those that would be the responsibility of the private sector and those that would be the responsibility of the public sector would be helpful in gaining a better understanding of how this public/private implementation would occur and what funding might be utilized.

#### General Comments for Trails

- Throughout document, the word Bosque is grammatically wrong. The word Bosque throughout the entirety of the Plan should be a small letter “b” and the whole word in italics. For example, “*bosque*”. Exceptions include capitalizing the “B” when using it as a name of something; for example, Paseo del *Bosque* Trail.
- Arenal Irrigation Ditch Canal is identified as a “Proposed Secondary Trail” in the adopted Trails and Bikeways Facility Plan. It has been found that this particular ditch is a major pedestrian thoroughfare for residents and should be added as a future Multi-Use Primary Trail for the City of Albuquerque to build and obtain the needed licensing from MRGCD. The trail should follow the Arenal Irrigation Canal from the Rio Grande *Bosque* to Bridge Blvd.
- Maintenance, implementation, and funding should be clarified for all trail and park related proposed infrastructure. Some sort of language should be included in the Plan about how and where resources will come from and be obtained for trail and park maintenance and possibly how much more personnel would be needed at full build out of these systems within the Plan area.
- Please add Multi-Use Trail definition to the Plan in the definitions section. The definition as determined by the City Of Albuquerque’s Parks and Recreation Department is: “A multi-use trail is a path physically separated from motorized vehicle traffic by an open space or barrier, and constructed within the street right-of-way or within an independent right-of-way including shared-use rights-of-way or utility or drainage easements that permits more than one type of non-motorized use”.



- Indicate the definition of HAWK in the “definitions” section.

### Specific Comments for Trails

- Page 11 – 1.5.3 Goal – objectives – letter e. Change wording from “Create and improve pedestrian and bike trails along canals and ditches” to “Create and improve Multi-Use Trails along canals and ditches”. Remove any references to “bike trails” as there are no trails that are specific to bicycles only.
- Page 57 – 6.4.1 – Issues and Opportunities Inventory – Second paragraph is confusing as both Coors and Unser run primarily north-south. Confused about north “side” of Coors and south “side” of Unser as these do not exist. Please clarify and/or reword. Same paragraph. The Paseo del Bosque Trail within the Plan area is not maintained by Open Space but rather by the Park Management (Campbell road south to Bridge blvd.).
- Page 71 – 11.1.1 – Issues and Opportunities, a - This should be confirmed with Parks and Recreation prior to publishing the Plan. Not sure if there is a potential for a joint use agreement here.
- Page 72 – 11.3 Issues and Opportunities – letter e. the word “rather” is misspelled.
- Page 136 and general for City maintained multi-use trails – The draft Plan proposes the Multi-Use Trail at 10 feet wide. This is Parks and Recreation’s minimum standard for a multi-use trail. If a higher pedestrian use is expected, the trail should be wider; especially in the area of the “frontage road”. If the multi-use trails are to be maintained by the City Parks and Recreation Department, the trails and striping should be constructed to City standards or equivalent to the American Association of State Highway and Transportation Officials (AASHTO) recommendations/standards. Signage should be confirmed and recommended by the City Parks and Recreation Department for multi-use trails (using the Manual on Uniform Traffic Control Devices- MUTCD).
- Page 148 – 1.4 bikeways and multi-use trails – second sentence needs the word “to” struck. This second sentence is also fragmented and should be rewritten. First sentence of second paragraph insinuates that Parks and Rec maintain bike lanes (please reword). Third paragraph should read “a multi-modal corridor that is safe for bicyclists **and pedestrians**, and to ensure...). Under letter d. – Pedestrian Bridge – May want to mention this could be part of the Mayor’s “The Plan” for funding and implementing the bridge. The Parks and Recreation Department should be contacted for appropriate placement, maintenance, and design.

### Open Space Division

1. The planning and design of a pedestrian bridge will need to be done in close collaboration with City Open Space Division Staff, in keeping with natural character of the Bosque and in compliance with the 1993 *Bosque Action Plan*.
2. Please emphasize that any development of the River Activity Zones should involve City Open Space Division Staff. With reference to the City-owned MRA-controlled tract on the northwest side of the Central bridge crossing, perhaps there could be some mention of the

previous design by Consensus Planning and how it will tie in with the Mayor's new River Crossings Plan.

3. For all recommended improvements in and around the Bosque, especially the New Parking area and ADA access and trail, please include implementation funding suggestions, time-lines that assume full funding, and identification of responsible agencies and their roles.
4. The "MRGCD trails" referred to on page 72, item D, were constructed by the Army Corps of Engineers and are currently managed by Open Space Division.
5. The maps are quite small and might hard for some to read. Would it be possible to enlarge them to 11x17 fold-outs?
6. Because this Plan will eventually be reproduced in black and white, it would probably be helpful for the graphics (primarily the maps) to not rely on color to distinguish areas. Perhaps the graphic designer could come up with a pattern-palette that would show up well in B&W.

**City Forester**

***POLICE DEPARTMENT/Planning***

***SOLID WASTE MANAGEMENT DEPARTMENT***

**Refuse Division**

***FIRE DEPARTMENT/Planning***

***TRANSIT DEPARTMENT***

1. An editorial correction: a couple of times the draft lists Central as an Enhanced Transit Corridor running to the City limits. It does not – the "Enhanced" designation runs east from 98<sup>th</sup> Street, and becomes a "Major Transit Corridor" at Atrisco.
2. At the bottom of 24/left column and on pp. 60 in 7.2: We want to make it clear that the property upon which the library is to be built actually belongs to ABQ Ride, and it is unclear what requirements the rest of the site is supposed to meet.
3. The idea of creating "private drives" and "roadways" internal to sites (see particularly #3 in the second column on page 97) seems to pervade the document, as does the idea that a 36-foot height limit with stepback is desirable. As written, however, the stepback would apply only to Central. Firstly, with R-O-W's that vary from 80 to 200 feet, we question why it is necessary to have such a severe stepback. But also: We submit that, if the purpose is to avoid a "concrete canyon" effect, the height limitation be extended to include internal drives and roadways, which are likely to be considerably narrower and thus even more susceptible to being visually cramped.
4. The following probably constitutes our major concern with the Plan "as written":

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On page 95, "Limited Uses 1" states that ***"Within 200 feet of the Central ROW, residential uses shall be prohibited in first floor buildings...."***

We find this approach, if strictly interpreted, contrary in part to the goals of the Plan – to activate the street, to create a strong pedestrian aspect, and to strengthen accessibility to transit. By hiding residential a minimum of 200 feet from Central and creating long walking paths to Central *through or past parking lots*, the critical nexus between residential uses, pedestrian connectivity, and transit ridership will be broken. While we understand there may be some concerns about noise, lights, etc., we do not understand why any but the sleeping function of a residence needs to be so protected. The Plan should allow for any common areas, associated functions like exercise rooms, etc., to be closer to Central, and should at least allow for penetration of the Central street wall to access residential areas, if only with courtyards or lobbies.

5. Extending the thoughts in 3 above: Item 10, first column of page 116, would limit garages from facing public ROW. Would this same stricture apply to "private drives" and "roadways" required to be created internal to sites?

6. As you know, the Department is about to begin an "Alternatives Analysis" for implementing Bus Rapid Transit (BRT) on Central Avenue. One of, if not *the* key characteristics of BRT is that it runs in dedicated lanes, often in the median if sufficient right-of-way is available. In various places in the latter part of the document, notably page 143 and in the closing "Projects" list, many of the existing medians are called out to be landscaped. We wish it to be clear that this goal, and the goal of implementing BRT, may be at odds with each other. (In this regard, paragraph "c" under 1.3.1 on page 147 may be sufficient.)

7. Figure 49 on page 138 is quite enigmatic: The diagram seems to show a transit vehicle, running bi-directionally in the outside west-bound lane. This, too, does not support future BRT on Central Avenue.

## ***COMMENTS FROM OTHER AGENCIES***

### ***BERNALILLO COUNTY***

#### ***ALBUQUERQUE METROPOLITAN ARROYO FLOOD CONTROL AUTHORITY***

No objection to the Sector Development Plan. AMAFCA would like to note that the Amole-Hubbell Drainage Management Plan (1999), mentioned in Section 9.0, is currently being updated to reassess capacities of AMAFCA's facilities further downstream. There are no anticipated changes in the SDP area.

#### ***ALBUQUERQUE PUBLIC SCHOOLS***

#### ***MID-REGION COUNCIL OF GOVERNMENTS***

#### ***MIDDLE RIO GRANDE CONSERVANCY DISTRICT***

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**PUBLIC SERVICE COMPANY OF NEW MEXICO****PRIVATE UTILITIES**

PNM is an investor-owned electric utility regulated by the New Mexico Public Regulation Commission (NMPRC). As a regulated utility, PNM is charged with furnishing adequate, efficient, and reliable service to customers within its service territory.

**Electric Service**

The Public Service Company of New Mexico (PNM) provides electric service to the City of Albuquerque. PNM responds to City growth by adding or expanding the capacity of its electric facilities and plans improvements based on system demands.

Transmission facilities are an important part of the existing infrastructure system in the area and are identified as protected transmission corridors in the Rank II Plan, *1995 Facility Plan: Electric Service Transmission and Subtransmission Facilities (1995-2005). Existing Conditions*

Two double-circuit 115 kV transmission lines, the PM line and the PW line, are located within the West Route 66 Sector Development Plan area (see Figure 1). The transmission voltage is “stepped down” to lower voltages at distribution substations and distribution lines, called feeders, provide electric service to residential and business customers. Distribution lines are located throughout the Plan area.

**Utility Easements**

Utility lines are placed across others' property in public utility easements (PUEs). The landowner who grants an easement usually cannot build structures within the easement or cannot use fencing that would hinder access, and there may be limitations on certain types of landscaping allowed.

Public utility easements exist within the West Route 66 Sector Development Plan area. Overhead and underground electric distribution lines are typically located within PUEs. They are compatible with other “dry” utilities such as cable, telephone and fiber optic facilities. The width of the PUE is typically 10 feet in order to provide necessary clearances for safety. Water lines, sewer lines and storm water drainage or “wet” utilities are not compatible with “dry” utilities and separation is required for safety purposes.

**Development Considerations**

PNM's landscaping preference is for trees and shrubs to be planted outside the PNM easement; however, if within the easement, trees and shrubs should be planted to minimize effects on facilities maintenance and repair. New trees planted near PNM facilities should be no taller than 25 feet in height at maturity to avoid conflicts with existing overhead electric infrastructure.

All screening and vegetation surrounding ground-mounted transformers and utility pads must allow 10 feet of clearance in front of the equipment door and 5-6 feet of clearance on the remaining three sides for access and to ensure the safety of the work crews and public during maintenance and repair, or as specified in the *Facility Plan: Electric Service Transmission and*

*Subtransmission Facilities (2005-2010)*. It is necessary to coordinate with all utility providers to allow for adequate width, clearance and appropriate locations for PUEs and utility rights-of-way.

Coordination is necessary to address:

- the extension of public utility facilities and to ensure the safety of the public and utility crews who maintain and repair such facilities
- projections such as canopies, portals, stoops, balconies, shop fronts and awnings in PUEs to be compatible with existing utility infrastructure

- parking areas and alleys to allow for adequate utility access
- utility easements within rear lot lines to allow adequate clearances for safe operation, repair and maintenance purposes
- tree variety height at maturity and necessary distance from existing and proposed electric utility easements
- Screening design to allow access to utility facilities

Physical constraints of right-of-way widths and utility locations may require some standards to be adjusted for exceptions.

Developers are responsible for costs associated with electric utility relocation, changes or realignment associated with new development. In some cases, relocation or changes to existing facilities may not be feasible due to physical, use or safety clearance constraints. PNM will review all technical needs, issues and safety clearances for its electric power systems.