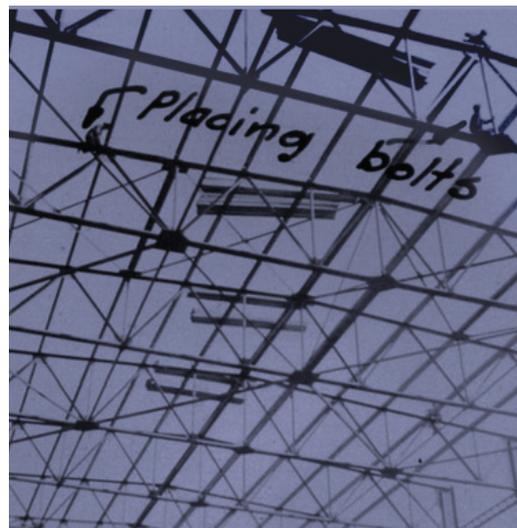


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ALBUQUERQUE RAIL YARDS MASTERPLAN



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ALBUQUERQUE RAIL YARDS MASTERPLAN

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90' Bay-



EXECUTIVE SUMMARY 1

1.0 EXECUTIVE SUMMARY

1.1 Project Introduction

This Master Development Plan (MDP) is the culmination of a two-year planning and design process initiated by the City of Albuquerque for the 27.3 acre site referred to as the “Rail Yards”. The process included active involvement from many diverse stakeholders, including the City, Rail Yards Advisory Board, the Barelás, South Broadway, and San Jose Neighborhood Associations, WHEELS Museum, New Mexico Steam Locomotive and Railroad Historical Society, general public, and other individuals interested in railroad history. The MDP responds to the input received from all of the interested parties regarding this unique property.

The MDP is intended to provide the necessary guidance for long term redevelopment of the Rail Yards property. It is not intended to be overly restrictive, but rather to provide a road map for the future.



Historic Santa Fe Rail Yard, Site Aerial

1.2 Project History and Process

Phase One - Request for Proposal

A Request For Proposal (RFP) was issued by the City of Albuquerque in July 2010 for a Master Developer to “plan, design, implement, and manage a mixed use redevelopment of the City-owned 27.3 acre site containing Historic Locomotive Shops (a.k.a. the Rail Yards)”. The intent was to redevelop the Rail Yards into a mixed use project that would include a minimum of 30 units of workforce housing and a transportation museum to be operated by the WHEELS (We Have Everything Everyone Loves Spinning) Museum Foundation. The City’s Rail Yards Advisory Board was responsible for recommending the selection of the Master Developer to the Mayor and the City Council. The RFP provided a list of purposes for the redevelopment project as follows:

1. Develop Workforce Housing and a museum to be operated by the WHEELS Museum to meet legislative requirements;
2. Establish a focal point for social and commercial activity;
3. Restore connectivity between the site and adjoining neighborhoods, and strengthen connections with other area amenities and resources;
4. Catalyze further neighborhood redevelopment in collaboration with the Barelás and South Broadway neighborhoods;
5. Preserve and re-use the site’s historical architectural assets and unique visual environment;
6. Stimulate redevelopment of Albuquerque’s greater downtown area;
7. Maximize transportation opportunities offered by proximity to the “Railrunner” Commuter Train Station, city transit hub, and bicycle

network;

8. Generate employment opportunities, with a mix of living and high wage jobs, as well as job training; and
9. Provide for the substantial public and social needs of the community, including, for example, health care, job training, education, immigrant services, and childcare.

Proposals were submitted to the City in September 2010. Samitaur Constructs (Samitaur) was subsequently selected as the Master Developer for the redevelopment project. The project is envisioned to be developed in four phases, with Phase 1 being the RFP process, Phase 2 entailing the creation of the Master Development Plan, Phase 3 entailing the design and approval of the Master Development Plan, and Phase 4 covering the disposition, financing, construction, and management of the Rail Yards Redevelopment project to be regulated pursuant to a Master Development and Disposition Agreement to be negotiated between the City and Samitaur.

Phase Two and Phase Three Master Plan Agreement

The Phase Two and Phase Three Master Plan Agreement is between the City of Albuquerque and Samitaur. The agreement, which was signed on June 15, 2012, confirms the selection of Samitaur by the City as the Master Developer of the Rail Yards project and confers upon Samitaur the right to develop the entire project area under the City’s ownership or control. The Master Plan Agreement provides the framework for the Master Development and Disposition Agreement. The Master Plan Agreement defines the project area as follows:

Tract A as shown on the Plat of Tract A, A.T. & S.F. Railway Company Machine Shop, Albuquerque, Bernalillo County, New Mexico, as the same is shown and designated on the plat thereof, filed in the office of the County Clerk for Bernalillo County, New Mexico on January 25, 1996, in Plat Book 96C, Folio 44, containing approximately 27.32 acres more or less.

The Rail Yards property was acquired by the City with funds appropriate for specific purposes, including state and local funding sources. Pursuant to the RFP, state funds, and City Council Resolutions R-07-202, R-07-274, and R-07-332, the Master Development Plan shall address community revitalization through the elimination of blighted conditions and emphasis on economic development, and shall include a minimum of 30 units of workforce housing and a location for the WHEELS Museum.

The Master Plan Agreement addresses financing for on-site and off-site infrastructure. Samitaur is responsible for on-site infrastructure needed to implement the Master Development Plan. Samitaur will be responsible for any off-site infrastructure only to the extent that it is required to benefit the project. The City is required to help Samitaur locate funding for off-site improvements to the extent that the infrastructure capacity required by the City exceeds that required for the project.

The Master Plan Agreement provides language regarding environmental issues, traffic impact study, conceptual drainage plan, and conceptual water, sewer, and dry utilities plans. In regard to traffic impact analyses and the evaluation of the capacity of intersections, the Master Plan Agreement gives the Planning Director the authority to accept alternative analyses, including the evaluation of public transportation opportunities, shuttle services to City parking structures, etc.

Guiding Principles

The Master Plan Agreement set forth a number of guiding principles for development of the project, and to be reflected in this MDP. The Guiding Principles are as follows:

Job Generation

The Project Area was once an economic pillar for the community and must become one again. The Master Plan should accommodate uses which provide the opportunity for generation of quality, living-

and high-wage jobs and programs which will link those jobs with community residents.

Housing

Housing availability is an important element of the Master Plan. The Master Plan will provide for the targeted housing (minimum 30 units of workforce housing). The Master Plan should also endeavor to provide additional affordable and market rate housing if deemed feasible. The Master Plan should consider and coordinate the housing component with the City's on-going efforts to rehabilitate existing housing. The workforce housing should seek to preserve the neighborhood heritage and interface with employment and service opportunities.

Community

The Master Plan for the project area will reflect efforts to be sensitive to and interface with the surrounding neighborhoods, including Barelás, South Broadway, and San José. Uses in the Master Plan will reflect efforts to complement and support adopted plans for and commercial areas within the surrounding neighborhoods. The Master Plan will reflect efforts to support current and planned economic activity in the Downtown area and, where physically and economically possible, reinforce the City's transit goals and objectives and integrate with and complement existing and proposed features and attractions in the area (e.g., the Albuquerque Zoo and BioPark, Tingley Beach, Rio Grande State Park, the National Hispanic Cultural Center, the South Broadway Cultural Center, Old Town and its museums, Downtown Albuquerque and its amenities, the Alvarado Transportation Center, the Historic 4th Street Corridor, etc.).

Architecture and Historic Preservation

The Master Plan must both preserve and capitalize on the historic value of the architectural and engineering resources at the site. The Parties share the belief that the site has local, national, and international cultural and historic significance. They recognize the need to cooperate in keeping with the other guiding principles and the public's interest in historic preservation on this site. Accordingly,

the Parties agree to cooperate wherever possible on preservation planning, financial incentives, ordinances, and plans as may be applied to the Project Area. These include but are not limited to the City's Landmarks and Urban Conservation Ordinance and the Barelás Sector Development Plan. The site may be designated a City of Albuquerque Landmark with appropriate controls, including specific development guidelines and demolition review criteria. The site may also be placed on state and national historic registers.

Art and Culture

The Master Plan will include opportunities for both art and culture, including but not limited to the WHEELS Museum. Access to public open spaces within the Project Area will be provided.

Economic Development

The Master Plan will be designed to achieve economic and business success for the Project Area. The Master Plan shall be flexible so as to accommodate a variety of potential future economic uses and opportunities and will recognize that the success of the Project Area is directly related to and must incorporate the financial feasibility of each use proposed. Samitaur will not be required to implement elements of the Master Plan which are not financially self-sustaining without sufficient public financial assistance to provide for their development and sustained operation.

Economic Viability

These Guiding Principles are subject to the overarching need for the Master Plan creating a Project Area that is an economically viable endeavor individually and collectively for the City, Samitaur, WHEELS Museum, workforce housing, tenant/users, the public and surrounding communities without creating a need for indefinite direct and indirect City or Samitaur funding.

1.3 Master Development Plan Intent

The MDP is a long-range planning document that is intended to guide redevelopment of the Rail Yards property into a vibrant, mixed use employment center that includes commercial, office, light industrial, and institutional uses that are complemented by residential development and public spaces. In order to fulfill the vision for redevelopment of this property, the MDP provides:

- The necessary framework to direct new development that respects the historic condition and context of the Rail Yards property;
- A description of the background history of the site and neighborhood context, physical conditions, public input process, regulatory framework, and guiding principles, goals, and policies to ensure users of the document understand the intent and vision for redevelopment activities;
- The framework for physical redevelopment of the site graphically illustrated by a Site Plan for Subdivision, Landscape Master Plan, Grading and Drainage Master Plan, and Master Utility Plan, and described in narrative format through Design Performance Standards; and
- The process and procedures for phased redevelopment and approval of site development requests over time that provides the necessary predictability and streamlining for full build-out of the Rail Yards property.

City of Albuq - N.M.



EXISTING CONDITIONS **2**

2.0 EXISTING CONDITIONS

2.1 Neighborhood History & Context

The Rail Yards property lies within the Barelmas neighborhood, one of Albuquerque’s oldest, and is adjacent to the South Broadway neighborhood. Settled as a farming community and later shaped by the establishment of the railroad in the 1880’s, by the 1900s, Barelmas was flourishing. Many of its residents were employed by the Atchison, Topeka and Santa Fe Railway (AT&SF).

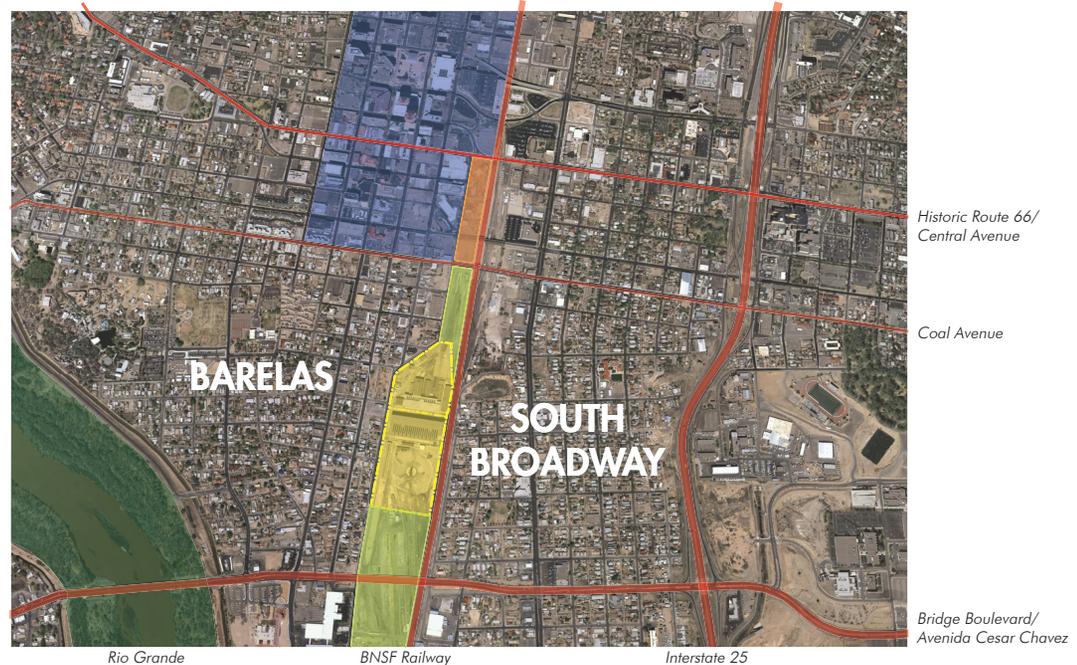
In the mid-1920s, South Fourth Street in Barelmas was designated part of Route 66 and the Pan American Highway (U.S. 85), which helped establish a thriving commercial corridor active from the 1930s through the 1950s. The decline of the railroad industry and the construction of Interstate 25 negatively affected the community, as did the urban renewal program of the 1970s, which led to industrial development replacing much of the housing stock in south Barelmas. However, the historic Barelmas neighborhood has added new amenities in recent decades, including the Albuquerque Hispano Chamber of Commerce and further south, the National Hispanic Cultural Center, which have reaffirmed its history and community character.

Along the eastern edge of the Rail Yards is the South Broadway neighborhood. Much of the community’s growth took place between 1885 and 1925, following its founding by Antonio Sandoval, a wealthy landowner responsible for constructing the Barelmas ditch, which drained and irrigated the surrounding area. As in Barelmas, many of South Broadway’s residents made their living through agricultural pursuits before transitioning to jobs at the Rail Yards and local iron foundry.

South Broadway urbanized rapidly during this period, only to suffer similar economic and population decline concurrent to that of the railroad industry. Recently, the United South Broadway Corporation

and other organizations have worked to provide affordable housing for residents of the community.

The redevelopment of the Rail Yards provides an opportunity for Barelmas, South Broadway, and downtown Albuquerque to enrich their respective individual identities while rallying around a new collective identity to whose development each is crucial. Residents of



Albuquerque, Map showing relationship of Rail Yards site to adjacent neighborhoods



Figure 1: Site Aerial Context

Aerial view Albuquerque showing relationship of Rail Yards site to surrounding civic amenities

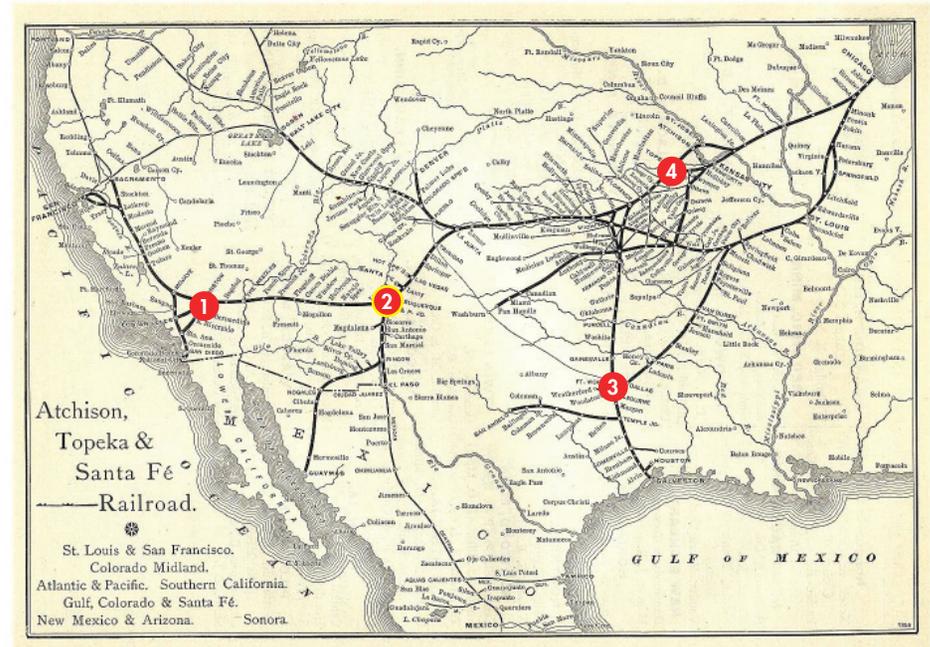
these communities have expressed both excitement and reservations regarding redevelopment plans for the Rail Yards and, given the personal ties many have to the history of the Rail Yards, for good reason. Nevertheless, successful redevelopment truly has the potential to be a force of unification for the communities, the city, and the state of New Mexico.

2.2 Site History

“Between 1880 and 1930, the single most important factor in Albuquerque’s transformation from a farming village to a commercial and industrial center, and its emergence as the leading city of New Mexico, was the railroad. Throughout this period, the Santa Fe Railway was the city’s leading employer, culminating in an estimated 1500 employees during World War II.” (Wilson, 1986)

The impact of a transcontinental railroad on the economic development of the Territory of New Mexico, and the subsequent growth of the City of Albuquerque cannot be overstated. As was the case with other previous economic lifelines in the region, such as the Camino Real de Tierra Adentro in the sixteenth through early nineteenth centuries and the Santa Fe Trail in the early to mid-nineteenth century, the arrival of the Atchison, Topeka & Santa Fe (AT&SF) Railway into northeast New Mexico in the winter of 1879 was a significant historical event for not only New Mexico and Albuquerque but the entire region as well. (Dodge, 2013)

The Historic Locomotive Shops on the Rail Yards site were built by the AT&SF Railway between 1914 and 1924 as a maintenance and repair facility for steam locomotives that served the southwestern United States and was one of only four such facilities built for that purpose. (The other three being located in Topeka, Kansas, Cleburne, Texas, and San Bernardino, California). The shop complex was outfitted with the latest engineering technology for locomotive repair and industrial



Early map of the AT&SF Railroad showing relationship of Albuquerque to other major rail shop facilities; 1) San Bernardino, California 2) Albuquerque, New Mexico 3) Cleburne, Texas 4) Topeka, Kansas



Rail Yards upon completion of Machine Shop, ~1922



Albuquerque as Railroad Town, 1886



Rail Yards, San Bernardino, CA (demolished 1996) showing similarity of shop complex to Albuquerque Rail Yards



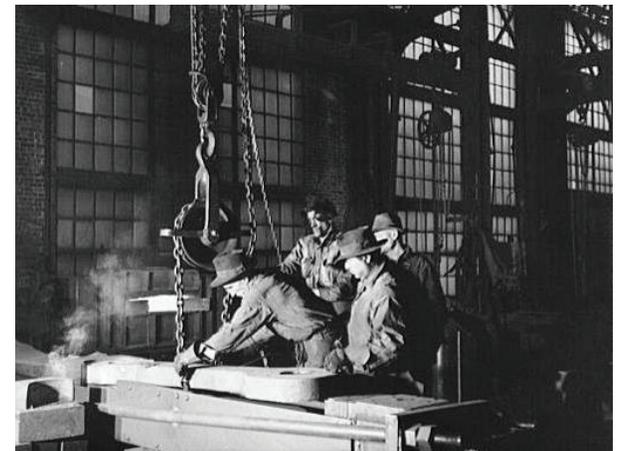
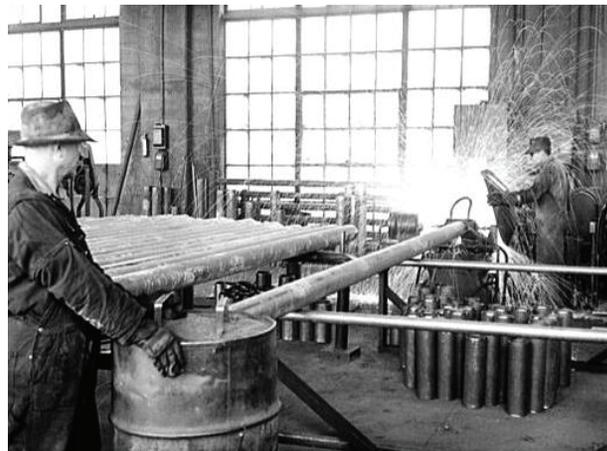
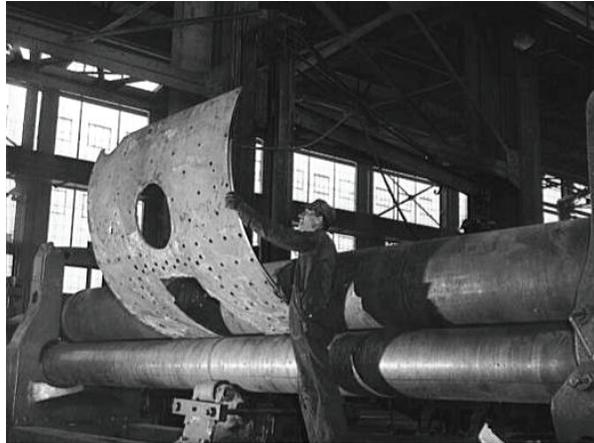
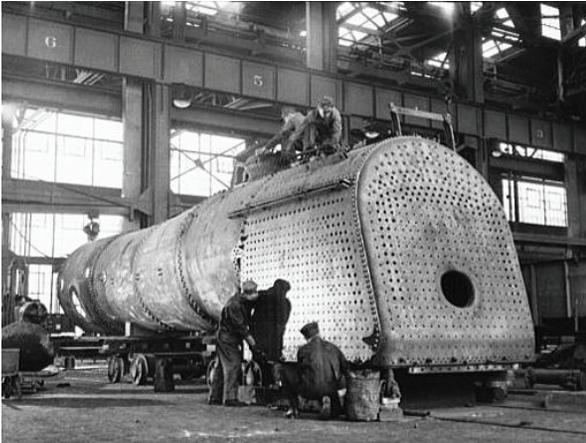
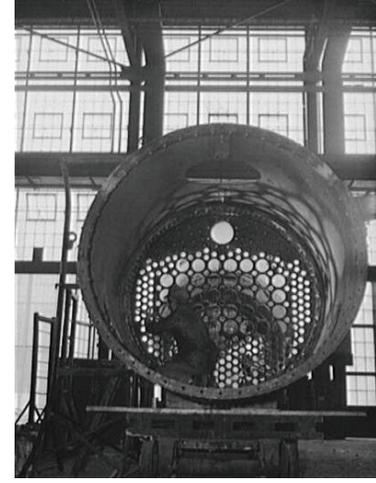
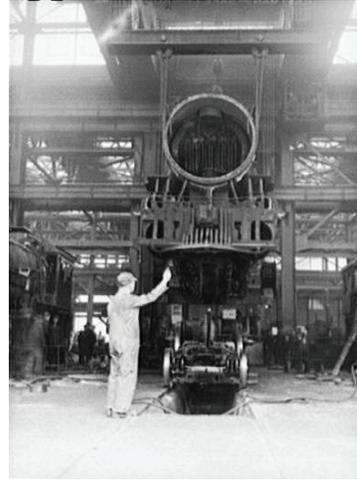
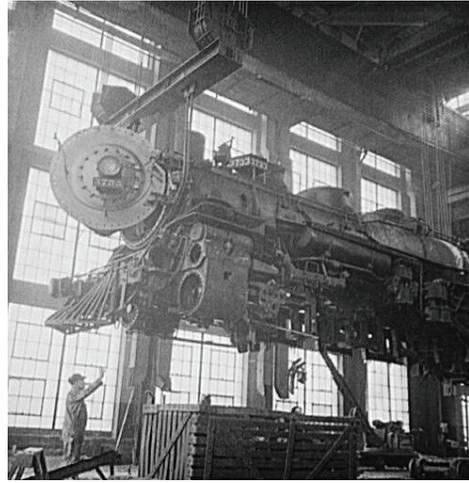
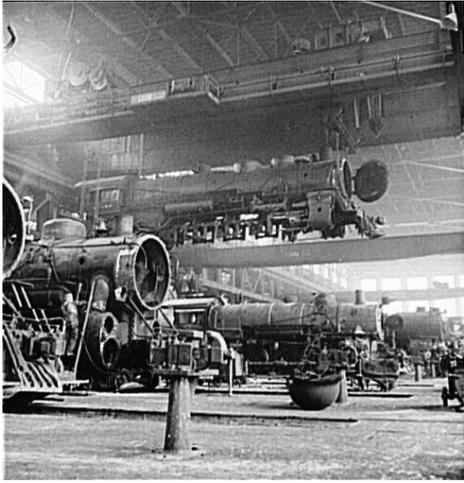
Rail Yards, Major Historic Buildings

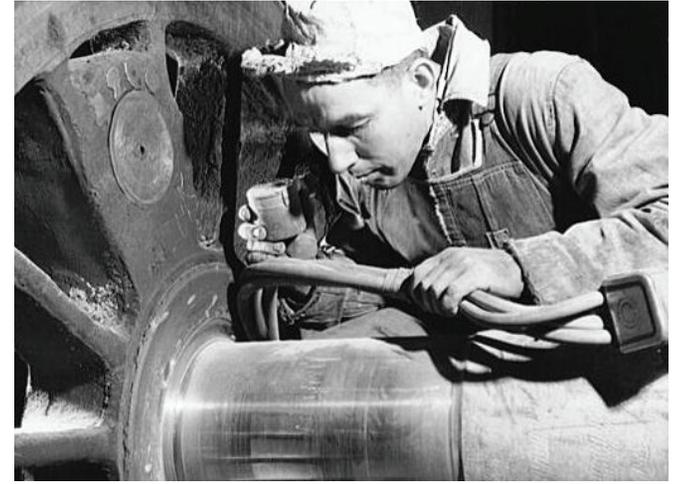
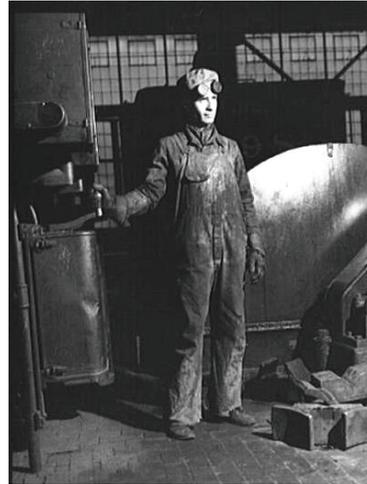
efficiency. As such, the shops were an integral part of the AT&SF's railroad transportation system, which provided freight and passenger service for more than six decades. The Locomotive Shops also played an integral part in the economic history of Albuquerque by its status as the second largest industrial complex in that state and the city's largest employer. The shops played a major role in the city's economic development, particularly in the adjacent neighborhoods of Barelás, South Broadway and San Jose. (Dodge, 2013)

Beginning in 1914 and continuing intermittently for the next ten years, the Rail Yards expansion resulted in the completion of more than twenty-five buildings, structures, and other improvements spread over twenty-seven acres. The resulting complex represented the latest in industrial construction techniques and installing equipment that embodied state-of-the-art engineering technology for steam locomotive repair and maintenance - a task that required a great deal of daily maintenance as well as regular, periodic major overhauls. Every day, or every 100 to 150 miles, it was necessary to remove clinkers (the residue of unfired or partially fired coal) from the locomotive's firebox, clean the fire tubes, flues, and smoke boxes, wash out mineral residue from the boiler, and inspect all moving parts for general wear and tear. Major overhauls were undertaken every 400,000 miles of operation that included a complete disassembly of the engine, the cleaning and repairing of all moving parts including truing the wheels, and patching or replacing the boiler or firebox. All of this work, including the reconditioning and fabrication of replacement parts, was done at Albuquerque's locomotive shops. (Dodge, 2013)

At their height in the mid 1940's, the shops serviced an average of 40 locomotives per month. The complex was built at a time when industrial architecture was making a shift nationwide from large masonry load bearing walls with timber roof construction to steel structures with thinner walls of brick veneer or a structure of reinforced

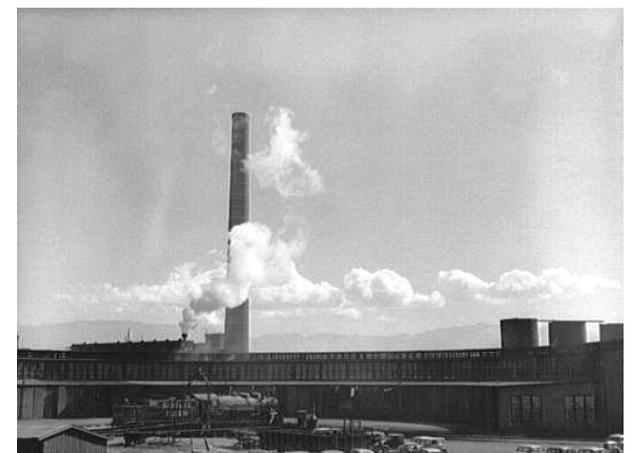
Figure 2: Spirit of the Rail Yards





concrete. Both steel and concrete structure allowed for much larger window openings, and therefore, better interior day lighting and ventilation. Because of the railroad's leading role, the remaining structures are now the most prominent reminders of this important period in Albuquerque's history. (Wilson, 1986)

The "Spirit" of the Rail Yards referenced throughout this Master Plan document is embodied in the images shown in this spread; American ingenuity, craftsmanship, pride of work. The intent of the proposed redevelopment is to continue this lineage of innovation into the modern era, not through nostalgia, but by rekindling the original spirit.



2.2.1 Past Preservation

The Santa Fe Railway demolished its landmark Hotel Alvarado in 1970, removing the most treasured of Albuquerque's railroad buildings after a local preservation effort stalled. Its loss informs local thinking about the value of preserving the city's remaining historic buildings, especially those of the railroad.

In 1986 the Santa Fe Railway demolished the Roundhouse, Power Plant, and 230-foot smokestack, thwarting the City's attempt to designate the complex as a City Landmark listed on both state and national historic registers that could have helped prevent demolition. Again Albuquerque's railroad architectural heritage was harmed, drawing even more attention to what remains of the massive Historic Locomotive Shops.

The historic resources remaining from the shops complex constitute the largest historic industrial plant in the state. They employ a variety of materials and features that which reflect the rapid innovation of industrial design and architecture at the time.

The Rail Yards buildings, because of the quality of their design, construction, and style, are particularly good representatives of this industrial aspect of the city's history and are eligible for listing in the New Mexico Register of Cultural Properties and National Register of Historic Places, as well as designation as Albuquerque City Landmarks.

Refer to Appendix B for a Site Survey report that provides a brief description and photo documentation of each of the historic resources to be preserved and adaptively reused.

2.3 Existing Site Conditions

The 27.3 acre Rail Yards site is rectangular in shape and oriented north-south, measuring approximately 2000ft. in length and 650ft in

width. The site is bordered on the north and south by parcels owned by the Burlington Northern Santa Fe Railroad (BNSF). These parcels are currently in limited use as railway support facilities. The site is bordered to the west by Second Street for the majority of its perimeter with the exception of the northern most portions, which tapers to follow First Street. To the east, the site lies directly adjacent the railroad alignment also controlled by BNSF and is in active use for both freight and passenger train service.

2.3.1 Neighborhood Edges

The relationship between the Rail Yards and the surrounding neighborhoods of Barelmas and South Broadway is characteristic of many American cities; modest working class, single-family detached homes located immediately adjacent the main industry or factory in town. The images on the following pages show views both to and from the Rail Yards site out to these neighborhoods.



View of Rail Yards from Santa Fe Avenue with Barelmas neighborhood homes in foreground.



View west toward Barelas Neighborhood from roof of Machine Shop.



View east toward South Broadway Neighborhood from roof of Machine Shop.



View South toward former site of Roundhouse Building from roof of Machine Shop. Turntable is still in operation.



View South down easement between Machine Shop and Barelas Neighborhood to the West.

2.3.2 Existing Building Conditions

The existing property edge is barricaded by a chain link fence and off-limits to the community. For years, the Rail Yards have been abandoned and left in a state of increasing disrepair as evidenced by the photos shown below. Beyond the cosmetic damages of graffiti and broken glass, lie the more significant concerns of potential structural damage and water infiltration damage through large areas of roof failure that have manifested in many of the large structures such as the Machine and Boiler Shops. In recent months, it has been reported that storms have continued to erode large areas of roof sheathing causing the existing creosote flooring to be significantly damaged. In addition, one of the large 20ft tall Machine Shop doors recently collapsed from its track.

The Master Plan therefore becomes both aspirational on one hand and necessary on the other to stem the tide of neglect and

abandonment that unfortunately characterizes the current condition of the once grand Rail Yards complex.

2.3.3 Easements

Beyond the historic structures described in the previous section, there exist two easements that will need to be addressed as part of any future development of the Site. The first of which allows for the continued use of the Turntable and access thereto, and the second allows for a continuous 10ft. utility easement running along the western perimeter of the site. Refer to the Site Plan for Subdivision drawing in Section 6 for the location of each.

2.3.4 Utilities

Given that the Rail Yards were in operation up until the 1980s, the site is serviced by all requisite utilities: electricity, gas, water, sewer, and storm drain. The site is not currently serviced by fiber optic telecommunications. Utility infrastructure and capacity, however,



Current condition of Rail Yards buildings characterized by vandalism, graffiti and general neglect



Current condition of Rail Yards buildings



Figure 3: Spirit of Place

Machine Shop, View from roof clerestory looking west



Machine Shop, View from roof clerestory looking east



PUBLIC INPUT PROCESS **3**

3.0 PUBLIC INPUT PROCESS

Introduction

The Rail Yards MDP process involved a multi-pronged approach for engaging the public. This included the establishment of and meetings with the Rail Yards Advisory Board, public meetings and open houses, and hearings before the Environmental Planning Commission and the City Council. This section provides a brief summary of the public input process. More detailed information regarding this process is provided in Appendix A.

3.1 Rail Yards Advisory Board

The Rail Yards Advisory Board was established by City Council Resolution F/S R-08-47. Per the Resolution, the Advisory Board was charged with assisting the City in selecting the master developer and overseeing the redevelopment process, including advising the City in regard to the approval and implementation of the MDP, the establishment of interim and/or long-term uses, and the programming and expenditure of capital and operating funds to support redevelopment efforts. The Advisory Board is comprised of elected officials and representatives from the community in order to “ensure transparency, extensive community consultation, and collaboration in the decision-making process”.

Per the Resolution, the Rail Yards Advisory Board consists of the following representatives:

- City of Albuquerque (two members) - The Mayor or Mayor’s designee and the City Councilor from District 3
- State of New Mexico (six members) - A representative appointed by the Governor, the State Senators from Districts 12 and 14, and State Representatives from Districts 11, 14, and 18
- Bernalillo County (one member) - The County Commissioner from District 2
- A representative of the WHEELS Museum
- A representative from the Barelás neighborhood
- A representative from the South Broadway neighborhood
- A representative of the New Mexico District Council of the Urban Land Institute
- If applicable, the developer selected to develop Workforce Housing

3.2 Public Meetings/ Workshops

The public input process for the Rail Yards MDP started in August 2012 (see Appendix A for more detail regarding the public input process). The City and Samitaur held three community kick-off meetings on August 23 and 25, 2012, to explain the planning process, introduce the project team, and receive initial feedback from the public. The first meeting was held at the National Hispanic Cultural Center for the general public. The second meeting was held at Barelás Community Center and was intended to reach out to the Barelás community. The third meeting was held at the South Broadway Cultural Center and was intended for the South Broadway community. A raffle was held at the meetings for a tour of the Rail Yards property at a later date in September.

A general public meeting was held by the City and Samitaur on October 25, 2012 at the Barelás Community Center (see Appendix A for more detail regarding this meeting). Over 100 people attended

this meeting, including members of the Rail Yards Advisory Board. The draft master plan concepts, which were based upon the RFP, the Guiding Principles in the Master Plan Agreement, and the feedback received at the three August meetings and the stakeholder meetings held in September 2012, were presented to the public by the Samitaur project team.

The presentation focused on the site organization, use patterns, massing and scale of the buildings, and project phasing. A number of themes emerged at the meeting, including ideas and comments from participants regarding sustainable design elements; edge treatment (proposed “acoustic mounds”); existing buildings and spaces; community open space; connection to neighborhoods; workforce housing; jobs and economic development; and planning process and phasing. In addition to the evening meeting, the City and Samitaur held three tours during the day at the Rail Yards property.

The next general public meeting was held on December 1, 2012 at the Rail Yards property (see Appendix A for more detail regarding this meeting). This meeting was designed as an open house, and over 300 people attended this event throughout the day. Samitaur provided revised master plan concepts that were based on feedback received in response to the October 25 presentation, and the project team and City staff were on hand to answer questions and record comments from the participants. Over 200 people took guided tours of the Rail Yards during this event. Given the popularity of the tours, and the limited number that could be held during this event, other interested participants signed up for future tours. Comments received were organized by the meeting facilitators into general categories, including values/principles for the master plan; specific uses, features, and site improvements; tours of the site; and personal connection to the site and its redevelopment.

A presentation of the master planning process and draft concepts for

redevelopment was given to the Rail Yards Advisory Board on January 9, 2013. City staff provided an overview of the public process to date, and Samitaur and its consultants introduced the draft redevelopment concepts. Frederick and Laurie Samitaur-Smith emphasized the importance of creating jobs for local residents. The consultants also explained the formal approval process for the MDP, including receiving recommendations from the Rail Yards Advisory Board and the Environmental Planning Commission prior to seeking final approval from the City Council.

3.3 Public Input Process - Major Planning Themes

A number of major planning themes emerged from the comments provided by the participants at the public meetings. These concepts are generally consistent with the guiding principles and are summarized as follows:

- The MDP should embrace the concept of creating “synergy” between the jobs created at the Rail Yards and employment of neighborhood residents, in order to raise the economic status for Barelas and South Broadway neighborhoods.
- Public access to the historic buildings should be maintained to the extent feasible.
- Provide the opportunity for micro-businesses to locate at the Rail Yards, and not limit users to a single commercial business.
- Provide landscaped, public spaces within the Rail Yards, including turf grass, trees, and shade structures.
- Promote and ensure better transit access to the Rail Yards.

- Prioritize redevelopment of and recognition of the Round House as an important element of Albuquerque’s history.
- Provide the opportunity for the WHEELS Museum to be located within the Round House.
- Complete the environmental clean-up of the Rail Yards property.
- Continue hosting tours of the Rail Yards property in order to build more public support and momentum for redevelopment.



2011-03-04, Press Conference with Mayor Berry, Councilmember Benton, Samitaur Smiths, and Giora Solar, Rail Yards



2012-10-25, Community Presentation, Barelas Community Center



2012-10-25, Community Presentation, Barelas Community Center



2012-10-25, Model presentation, Barelas Community Center



2012-12-01, Public Tours, Rail Yards



2012-10-25, Community Presentation, Barelas Community Center



2012-12-01, Community Presentation, Rail Yards



ZONING COMPLIANCE & REGULATORY FRAMEWORK 4

4.0 ZONING COMPLIANCE & REGULATORY FRAMEWORK

This section provides a description of the City policies and existing zoning and regulatory framework provided through the Albuquerque / Bernalillo County Comprehensive Plan and the Barelas Sector Development Plan. The intent is to illustrate how the MDP and the site design complies with these various plans, policies, and existing zoning.

4.1 Albuquerque/ Bernalillo County Comprehensive Plan

The Albuquerque/Bernalillo County Comprehensive Plan (Comprehensive Plan) is a Rank 1 plan. The Rail Yards property is located within the Central Urban area as designated by the Comprehensive Plan. The Central Urban area is a portion of the Established Urban area and is subject to those policies in addition to the Central Urban policies. The goal of the Central Urban area is as follows:

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

Applicable policies address locating public, cultural, and arts facilities in the Central Urban area and preserving existing facilities, upgrading neighborhoods through capital improvements, and creating links between these facilities and residential areas. Policies in the Established Urban area address a variety of issues applicable to the Rail Yards property.

Applicable policies and how the MDP furthers them are as follows:

Land Use Policies

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, and recreational concern.”

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

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

Economic Development Policies

Policy II.D.6.a: “New employment opportunities which will accommodate a wide range of occupational skills and salary levels shall be encouraged and new jobs located convenient to areas of most need.”

Policy II.D.6.b: “Development of local business enterprises as well as the recruitment of outside firms shall be emphasized.”

Policy II.D.6.c: “Opportunities for improvement in occupational skills and advancement shall be encouraged.”

The Rail Yards MDP, and the existing zoning as designated by the Barelas Sector Development Plan, have been designed to be consistent with and fulfill these land use and economic development policies. The MDP includes the necessary safeguards for developing new commercial and light industrial uses alongside of existing and future residential uses, both adjacent to and within the site.

The MDP provides the framework for redevelopment of the Rail Yards

site in order to reinvigorate this area and bring new life to this long vacant property within an historically significant area of Albuquerque. Design Performance Standards and the Site Plan for Subdivision contained within the MDP address noise, lighting, sustainability, and landscape issues within and adjacent to the property through proposed edge treatments and careful siting of the on-site residential use, limitations on the height of light fixtures and shielding to respect night sky issues, water harvesting, building materials, etc.

The proposed redevelopment strategies contained in the MDP respect neighborhood values by providing for the opportunity of new, permanent jobs for local residents with a potential range of occupational skills and salary levels. Construction jobs will also be an important component of the project, which will last for many years until full development of the property is achieved. The MDP provides physical connections and entry points from surrounding neighborhoods to the property for pedestrians, bicyclists, and vehicular traffic. The MDP provides strategies for interim and permanent.

4.2 Barelás Sector Development Plan & Existing Zoning

The Rail Yards property is located within the Barelás Sector Development Plan area. The Barelás Sector Development Plan (Barelás SDP), a Rank Three plan, was adopted in April 2008 and zoned the Rail Yards property as SU-2/HLS (Historic Locomotive Shops).

The Barelás SDP prioritized the redevelopment of the Rail Yards property as a key economic development strategy. Participants in the planning process for the Barelás SDP identified the importance of creating employment opportunities for local residents and mitigating any negative impact redevelopment might have. They also valued the historic nature of the existing structures and felt that redevelopment

should recognize and celebrate the history of the railroad. Participants felt that efforts towards business retention and recruitment should be directed towards businesses that meet local shopping needs.

The Barelás SDP requires that the entire Rail Yards property be controlled by a MDP that is reviewed by the Rail Yards Advisory Board and the Environmental Planning Commission and adopted by the City Council before a building permit is issued for any portion of the site. Exceptions include a museum project (WHEELS Museum) and a City-sponsored housing project, both of which may receive approvals and building permits prior to the adoption of the MDP, and subject to an agreement with the City that has been approved by City Council being in place (SU-2/HLS K.1, page 76). The Barelás SDP requires that the MDP include appropriate buffering between residential and non-residential uses on the site (SU-2/HLS K.2, page 76).

The SU-2/HLS zone for the Rail Yards property (as established by the Barelás SDP) is based on the C-2 Community Commercial zone, IP Industrial Park zone, and R-3 Residential zone of the Comprehensive City Zoning Code (Barelás SDP, pages 74-76). As stated in the Barelás SDP, "The zone provides for flexibility of land use and design within the property and for compatible orientation to the neighborhood and buffering between the locomotive shops complex and residential areas." This unique zoning supports the community's desire to provide high-quality employment in the neighborhood, increase the neighborhood's residential population, and provide for goods and services that meet the needs of neighborhood residents and businesses.

Permissive and conditional uses of the three zoning categories are allowed by the Barelás SDP, with exceptions. Uses permissive in the C-2 Community Commercial zone are allowed. Uses permissive in the IP Industrial Park zone are allowed, with the exception of an air separation plant. Permissive uses also include iron or steel foundry

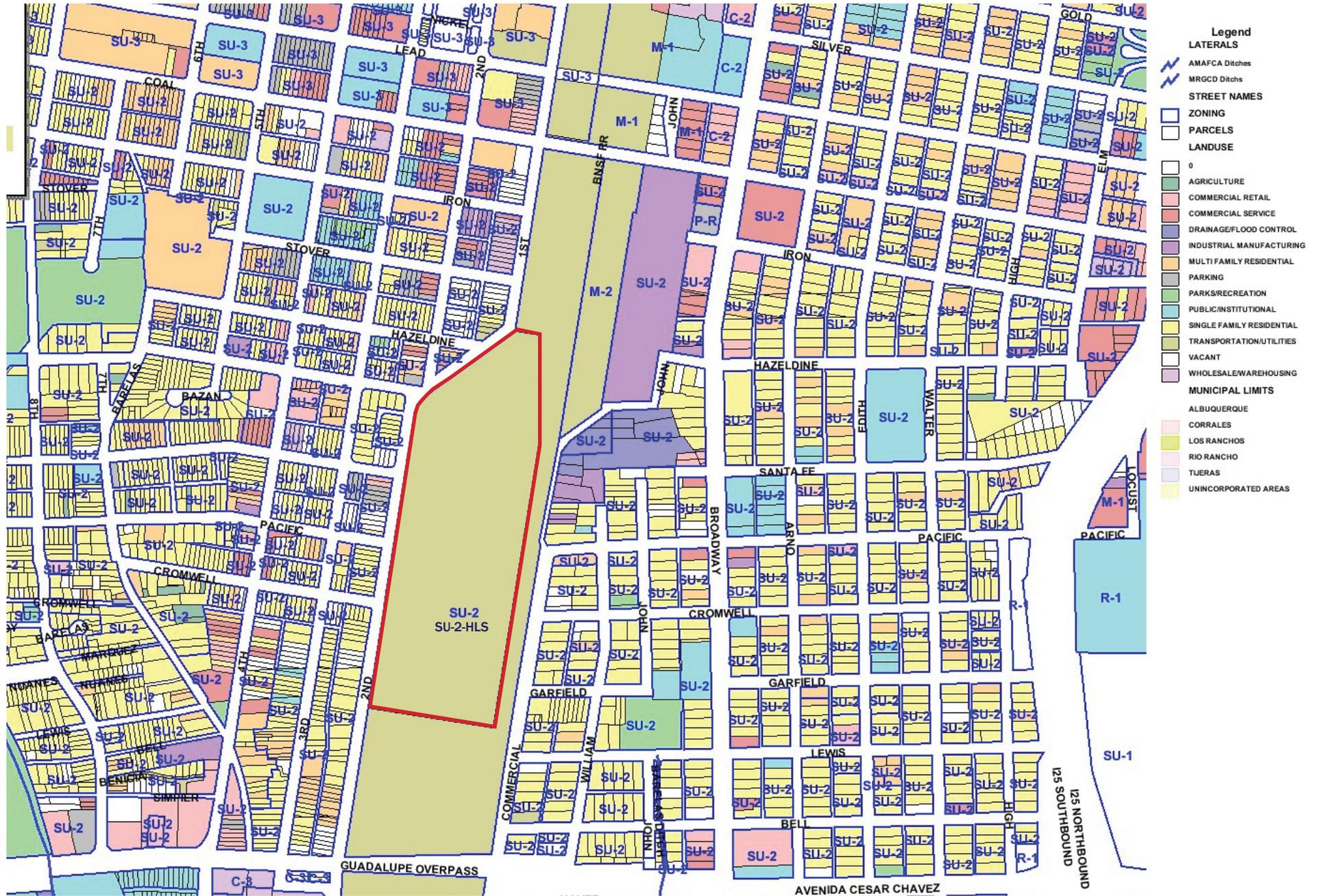


Figure 4: Rail Yards, Surrounding Parcelization & Zoning

or fabrication plan, forging, rolling, or heavyweight casting, as regulated by the MDP and provided that such use is buffered from abutting residential zones or residential uses, as approved in the MDP. Conditional uses of the C-2 Community Commercial and R-3 Residential zones are allowed, with the requirement that they are shown on the MDP along with their relationship to other uses on the site. Prohibited uses include emergency shelter, retail sale of alcoholic drinks for consumption off-premise, off-premise signs, sale of gasoline and liquefied petroleum gas, adult amusement establishment and adult store, cold storage plant, and pawn shop.

The SU-2/HLS zone also provides site development regulations including height, setbacks, off-street parking, landscaping, and orientation as follows:

- **Maximum Height:** “Same as O-1 of the City Zoning Code, except height up to 67 feet (five stories) is allowed at a minimum distance of 100 feet from any single-family residential zone” (SU-2/HLS D.1, page 75).
- **Setbacks:** “Setback along Second Street is a minimum of 10 feet” (SU-2/HLS F.1, page 75).
- **Off-street Parking:** “Parking should be screened by buildings, where possible, and not front on streets. Parking that is adjacent to the street because of the configuration of existing buildings must be screened by landscaping or a solid wall or fence 3 feet in height” (SU-2/HLS G.1, page 75).
- **Landscaping:** “Landscaping shall meet the requirements of the City Zoning Code. The intent of landscaping of the locomotive shops site is to provide a visually attractive edge and streetscape between it and the neighborhood, and provide an attractive environment within the property, including color and shade” (SU-2/HLS H.1,

page 75). “Perimeter landscaping should be consistent with the character of the adjacent neighborhood, with an emphasis on drought tolerant plants to minimize water consumption” (SU-2/HLS H.2, page 75). “A public gathering area shall be designed into commercial uses on the site. These might include porticos along commercial storefronts or an open plaza with seating and/or outdoor dining. Shade should be provided by landscaping or shade structures” (SU-2/HLS F.3, page 75).

- **Orientation:** “New residential and commercial development along First Street or Second Street shall orient entrances to the street” (SU-2/HLS I.1, page 75). “Buildings along the street frontage shall include entries and windows open to the street” (SU-2/HLS I.2, page 75). “Where possible, public access to the property shall be provided, and the use of existing buildings for uses accessible to the public is encouraged” (SU-2/HLS I.3, page 76). “The entrance to the locomotive shops property should open to the neighborhood and provide access to the public areas of the property” (SU-2/HLS I.4, page 76). “Where buildings orient to First or Second Streets, development should open to the street” (SU-2/HLS I.5, page 76).

4.3 Preservation Regulations

Because the site is owned by a public entity, the City of Albuquerque, and contains historic resources, the site plan and its implementation will involve numerous preservation compliance regulations. These regulations are spelled out in federal law in the National Historic Preservation Act of 1966 (as amended) and in state law in the New Mexico Historic and Prehistoric Sites Preservation Act (Section 18-8-7, NMSA 1978), also known as Section 7 review. Some of these steps as well as other preservation measures are already underway.

- Federal regulations apply when federal money is being used for a

project or if a federal permit, license or approval is required. In such a case, the law requires that a Section 106 Review (referring to the section number of the National Historic Preservation Act) be conducted by the State Historic Preservation Officer to determine if there is any adverse effect to the historic resources. To date, the only federal dollars involved with this project were used for Environmental Protection Agency (EPA) efforts at the site. It has been determined by the Advisory Council on Historic Preservation (ACHP), the agency responsible for making such determinations, that the EPA involvement was not sufficient to trigger a Section 106 review of the project. In the future, if federal funds are used, including housing assistance, the question of a Section 106 Review may become applicable.

- Federal tax credits are available for rehabilitation projects on registered historic properties that meet the Secretary of the Interior's Standards for Treatment of Historic Properties and pass the rigorous reviews of the Internal Revenue Service as well as the National Park Service.
- State preservation regulations spelled out in the New Mexico Historic and Prehistoric Sites Act do apply to public funds, including funds spent by municipalities in the State. Projects that are publicly funded require a Section 7 review by the New Mexico State Historic Preservation Office (SHPO). If the entire site is nominated for listing on the State Register of Cultural Properties, then Section 7 review will be required of this project because of the City of Albuquerque's ownership of the site and its intended participation on the project going forward.
- To date, there have been five meetings with SHPO staff, attended by City of Albuquerque and Samitaur staff and consultants regarding the project. SHPO staff has visited the site numerous times, and staff members have worked with the City of

Albuquerque to prepare inventory forms of the cultural resources.

- As the plans develop, and as project begin on the site, SHPO staff will be reviewing draft plans and designs and commenting on proposals. Attendance of SHPO's staff to ongoing planning meetings has been on an advisory role up to now. If and when the City and developers list the site to the State Register, SHPO's role will further involve official compliance review under applicable preservation laws (Federal Section 106 and State Section 7).
- State tax credits are available for approved renovations to historic properties on the State Register.
- The Firehouse on the site has been named a City of Albuquerque Landmark and has its own set of guidelines for treatment developed by the City's Landmarks and Urban Conservation Commission (LUCC). Any changes to the Firehouse will require prior approval by the LUCC in addition to other permitting processes.
- The City of Albuquerque has prepared a nomination for the site to the National Register of Historic Places. Nominations are reviewed by the State Historic Preservation Office (SHPO), then placed before the New Mexico Cultural Properties Review Commission (CPRC), the citizens' advisory board for the New Mexico Historic Preservation Division (HPD). The CPRC can make a decision to place the site on the State Register of Cultural Properties. If the CPRC votes to move the nomination forward to the national level, it will be sent to Washington, DC, for review by the keeper of the National Register. This process can take from 12 to 18 months.
- Before the site is officially listed on the National Register, buildings and structures (site features) may be subject to Section 106 review by being determined to be eligible for the National Register. The

City of Albuquerque has prepared Historic Cultural Properties Inventory (HCPI) forms describing each building on the site as well as some of the non-building features. The HCPI forms will be a reference for the Determination of Eligibility (DOE) to be executed by the City of Albuquerque and SHPO in mutual consultation. Refer to Appendix C for a summary of the HCPI forms and the proposed treatment for each historic resource.

- In addition to the HCPI, Samitaur has hired internationally recognized conservation architect, Giora Solar, based in Israel, to review the historic resources and to provide a report recommending preservation measures. Refer to Section 6 for an overview of these recommendations.
- With several preservation issues and agencies involved with bringing the Rail Yards back to life, it will be important to bring all the interested preservation agencies together to map out a “compliance plan.” This plan would coordinate which agency will review what parts of the plan and subsequent designs of individual components. For example, it is not efficient for both the SHPO’s office and the City’s Archaeologist to review archaeological issues. If the City’s LUCC decides to list the site or components as landmarks (in addition to the Fire House), it will be important to coordinate the LUCC’s guidelines for development with the opinions of the SHPO to uncover any differences of opinion early in the process, since both agencies would have review authority. A good “compliance plan” will describe when reviews need to happen and by whom. It should determine times for review, so that the development schedule can proceed in a timely manner.

4.4 Memorandum of Understanding (MOU)

As part of the “compliance path”, it is the intention of the Master Developer to memorialize the preservation recommendations included in the Master Plan in a Memorandum of Understanding (MOU)

between the Master Developer, the City of Albuquerque, the New Mexico SHPO, the ACHP and possibly others such as the BNSF. In order to move forward with development, there needs to be agreement on not just the specifics of what is to be preserved, but additional agreement on how that preservation effort will be conducted. This agreement is necessary in order for the Master Developer to be able to recruit economic development projects for the site and have a level of comfort about the preservation stipulations that will be placed on that phased development. The development of the MOU cannot be negotiated with the SHPO until such time as the historic resources are deemed eligible for listing and the entire site is officially listed on the State Register of Cultural Properties.

There is good precedent for this process in the MOU for the Santa Fe Railyard redevelopment. That MOU was between the City of Santa Fe, City of Santa Fe Archaeological Review Committee, Santa Fe Railyard Community Corporation, New Mexico Cultural Properties Review Committee, SHPO, and the Trust for Public Land, dated 2004. In this case the site was already listed on the National and State Registers. It covers such issues as;

- Surveying all the properties (this has already been done for the Albuquerque Rail Yards)
- Listing of the Historic properties and their character defining features
- Treatment of Archaeological Sites
- Description of continued railroad operations (not applicable to Albuquerque Rail Yards)
- Design guidelines
- Process of approval for potential designs

- Recording requirements of any buildings to be removed

While the Albuquerque Rail Yards project is much more complex, the Santa Fe MOU and other MOU examples should be researched to come up with a document that codifies the consensus of the involved parties and guides the development process procedures in far greater detail than is appropriate at the master planning phase. This agreement should ride with the land as a component of leases and building rights documents to ensure that future parties abide by its requirements.

4.5 Maintenance Program Agreement

While it is not a legal regulation, many multi-building historic sites make use of a Maintenance Program Agreement with the SHPO. Program Agreements are management agreements between the National Park Service, represented by the SHPO, and the management of a specific site with cultural resources such as a National Park, a military base, or a university that uses federal funds on some buildings. A Maintenance Program Agreement, among other objectives, establishes the process by which cultural resources will be maintained and repaired. The federal law discussed in Section 4, called "Section 106," requires that federal agencies and agencies receiving federal funds avoid adverse effects on cultural resources. This requirement is in place not just for initial changes to a site, but over time as repairs and maintenance are needed.

A good Maintenance Program Agreement eliminates the need for site managers to consult the SHPO on every treatment of a cultural resource for repair and maintenance. It accomplishes this objective by describing common maintenance and treatment situations that are expected to occur and describing the treatments that will be used. An example of recurring maintenance would be the replacement of chinking on historic log cabins at Glacier National Park: when should it be done and how should it be done. Another example would be how reroofing is to be done on various types of historic buildings.

The Albuquerque Rail Yards is being developed by a private Master Developer. At this time, Section 106 requirements are not applicable because no federal undertaking is currently involved. However, future development might occur that includes federal funding such as housing development funds. In addition, future tenants or owners of building rights may wish to pursue Federal Tax Credits.

The City of Albuquerque and the Master Developer have a vested interest in having the cultural resources of the site repaired and maintained in keeping with the Secretary of the Interior's Standards. Otherwise, through the years, with many different property managers making repairs and doing maintenance, the historical integrity of the property could diminish.

It is advised that the Master Developer and the SHPO develop a Maintenance Program Agreement for the Rail Yards that can serve as a guide for repair and maintenance by the Master Developer and form the basis of covenant agreements with future tenants, building rights of owners and developers.

A few examples of the types of repairs and maintenance items that should be included in a Maintenance Program Agreement include proper materials for replacement of broken glass; maintenance of metal surfaces; cleaning of brick and concrete surfaces; etc. The list can best be developed by referring to the character defining features that are described in the National/State Register Nomination. Examples of this type of program agreement can be found on line on the NPS website.

4.6 Archaeological Regulations

Because the site is larger than 5 acres, the City of Albuquerque's Archaeological Ordinance will apply. The City's Archaeologist will be participating in that process. The activities that could

potentially disturb archaeological sites are more likely to occur when actual construction begins. Because buildings cover much of the site, the major concern will be the digging of utility lines. Artifacts of the historic period, especially those that might contribute to the history of the Rail Road years would be valuable additions to the story the site has to tell. Deeper excavations might also reveal pre-historic artifacts as with many sites in the Rio Grande Valley.

In addition to the City's Ordinance, certain State of New Mexico regulations may apply as well. Based on the above, it is likely that an Archaeological Report will be required. The New Mexico State Archaeologist has been in multiple meetings concerning the Rail Yards project to date and will work with the City's Archaeologist to determine what level of survey(s) are appropriate and how they might

be efficiently conducted to satisfy both agencies. The New Mexico State Archaeologist commented that since the site was originally in the flood plain, it would be surprising to find much prehistoric information. However, the historic periods, such as what the area was like prior to the Rail Yards would be of archaeological interest.



Rail Yards circa~1925 with original Powerhouse on left, William Walton Photographer, Property of the Albuquerque Museum, Milner Studio

Rio Grande.

Volcanoes



5.0 GOALS AND POLICIES

Introduction

The following guiding principles, goals, and policies are adapted from three primary sources: the City's Request for Proposals for a Master Developer, the Master Plan Agreement between the City and the Master Developer, and public input received during the Master Planning process. This section of the Master Plan is intended to serve as an overarching framework to guide the redevelopment of the Rail Yards over many decades.

Development decisions and City approvals shall consider whether a given proposal is consistent with and substantially furthers the goals and policies below, in addition to being consistent with other applicable plans, such as the Comprehensive Plan and relevant Rank 3 plans.

It is important to note that there will necessarily remain many unknowns with respect to the details of future redevelopment of the Rail Yards, such as specific tenants/user groups, types of employment opportunities, types of housing units, and particular cultural and other public amenities. However, the intent of these goals and principles will be to serve as criteria against which to judge the appropriateness, feasibility and potential efficacy of all such future development activities, beginning with design and continuing through construction, operation and maintenance.

Refer to Section 10.5 for a description on the process for amendments or deviations to the MDP.

Guiding Principle #1: Job Generation, Economic Development & Economic Viability

The Rail Yards, once an economic pillar for the community, is envisioned to become a hub of economic activity again. The Master Plan provides a framework for renewed economic and business success for the Project Area and is sufficiently flexible to accommodate a variety of potential future economic uses and opportunities. The Plan also provides opportunities to generate quality, living-wage and high-wage jobs and programs that will link those jobs with community residents.

The Master Plan recognizes that the success of the Project Area is directly related to the financial feasibility of the overall mix of uses that is ultimately developed. Implementation of the Master Plan should prioritize uses that are financially self-sustaining and, preferably, revenue-generating and minimize the City's exposure to and obligation for direct costs and subsidies.

Goal 1.1 - The Rail Yards will again become a major employment center: The Rail Yards site will function again as a major skilled employment generator that utilizes the local workforce.

Policy 1.1.1 - Focus resources and attention toward successful Rail Yards redevelopment: The City and the Master Developer, through direct investment, policies, legislation and formation of public-private partnerships, will maximize the potential for successful redevelopment at the Rail Yards site and the surrounding area.

Policy 1.1.2 - Support local business development: The City and the Master developer will support the start-up and growth of businesses that enhance the Rail Yards site and complement

businesses in the surrounding communities. This may include, for example, the establishment of a small business incubator or second stage incubator on the site.

Goal 1.2 - The Rail Yards site will support a mix of employment

opportunities: The range of employers at the Rail Yards will collectively provide a mix of living and high-wage employment, as well as opportunities for on-the-job training.

Policy 1.2.1 - Support educational/workforce training: The City and the Master Developer will work with local and state organizations to provide opportunities for “educational training” at the Rail Yards.

Policy 1.2.2 - Institute “First Source” hiring: The City, Master Developer and future businesses at the Rail Yards will encourage the practice of first-source hiring, through legislation, contracting requirements and/or incentives to hire local employees, and incentives to hire graduates of New Mexico institutions.

Goal 1.3 - Economically viable development at the Rail Yards site will create new revenue streams for the City and the State:

Redevelopment will focus on developing economically viable businesses and projects that also generate new streams of revenue for the City and State.

Policy 1.3.1- Develop a financing and implementation package:

The City and Master Developer will design a financing and implementation package that incentivizes business development yet minimizes costs, obligations and exposure for the City during both construction and operation of the Rail Yards redevelopment.

Guiding Principle #2: Housing

Integrating housing into the Rail Yards redevelopment of the site is important for three reasons:

1. *To ensure the availability of affordable housing in the community;*
2. *To minimize possible displacement of people as a result of redevelopment; and*
3. *To create a true mixed-use environment and a constant presence on the site, which will increase the overall vibrancy and safety of the site.*

The Master Plan supports construction of the required Workforce Housing and includes opportunities for additional affordable and market rate housing. The development of housing at the Rail Yards will be coordinated with the City’s ongoing efforts to rehabilitate existing housing in the surrounding neighborhoods.

Goal 2.1 - A mix of housing types will be available at the Rail Yards: A range of housing types, such as apartments and/or live/work units, that are either market rate and/or Workforce Housing could be developed in order to meet market demand for mixed-use, urban dwellings and to help create an active and vibrant site.

Policy 2.1.1 - Meet the Workforce Housing requirement: A minimum of thirty (30) units of Workforce Housing, as defined by City Ordinance 30-2006 (§14-9-1 et. seq., ROA 1994), will be constructed at the Rail Yards to help activate the site and create an appropriate transition between the site and the residential neighborhood across 2nd Street.

Policy 2.1.2 - Locate housing along 2nd Street, to become part of the neighborhood: Housing should be considered an appropriate land use along the 2nd St. frontage of the site in order to relate to development within the Barelás neighborhood.

Policy 2.1.3 - Assure complementary housing scale and design: New housing construction will respect and relate to the scale of development on the west side of 2nd St., for example by stepping up building heights towards the interior of the site or, where stepbacks cannot be achieved, through other means of ensuring compatible articulation and scale.

Policy 2.1.4 - Phase development activities to minimize adverse impacts: The Master schedule and the schedule for individual development projects should be designed to minimize impacts on commercial and residential tenants over the entire build-out time frame.

Goal 2.2 - Housing at the Rail Yards will be a part of an integrated housing redevelopment and rehabilitation strategy for the larger community: Housing development at the Rail Yards will be undertaken in concert with efforts by the City to encourage rehabilitation of existing properties and redevelopment of vacant (infill) properties in the surrounding neighborhoods, creating a vibrant, mixed-income community.

Policy 2.2.1 - Encourage infill workforce housing development on existing vacant lots and support housing rehabilitation programs: Infill workforce housing projects and rehabilitation programs within the Barelás and South Broadway neighborhoods should be a priority of the City in order to strengthen existing communities, minimize displacement, and integrate with the redevelopment of the Rail Yards.

Policy 2.2.2 - Develop balanced design standards: Design standards will be developed that reflect the context of the Rail Yard and the adjacent neighborhoods.

Guiding Principle #3: Community Connectivity

The Master Plan complements all adopted plans for surrounding areas, including the Barelás, South Broadway and San José neighborhoods. The Plan supports current and planned economic activity in the Downtown area and encourages connections with existing attractions in the area—such as the Albuquerque Zoo and BioPark, Tingley Beach, Rio Grande State Park, the National Hispanic Cultural Center, the South Broadway Cultural Center, Old Town and its museums, Downtown Albuquerque and its amenities, the Alvarado Transportation Center, the Historic 4th Street Corridor, local sports venues, the Albuquerque Sunport, and others. The Plan reinforces the City’s transit goals and objectives, and supports pedestrian, bicycle, auto and public transportation to and from the site.

Goal 3.1 - The public will feel welcome at the Rail Yards. Public gathering places will be available and accessible for the wider community to enjoy.

Policy 3.1.1 - Create public spaces: Public spaces will be integrated into the design of all phases of redevelopment of the site.

Policy 3.1.2 Maintain a balance between private and public access to the Machine Shop: While businesses at the Rail Yards will require access and privacy, public access to some portion of the Machine Shop shall be maintained. The design of uses at the Machine Shop will strive to maintain this balance. Access to the

Machine Shop, as the largest and most significant of the remaining structures, is a high priority; however, where possible, some degree of public access to other historic structures should be provided. (See also Policy 6.2.1)

Goal 3.2 - The Rail Yards will become part of a well-connected network of attractive community and regional facilities that doesn't require an automobile for access: The Rail Yards will be integrated with and will complement other attractions in the area (see Guiding Principle #3 above), and will be easily accessible by public transportation, bicycling, and walking. The need to drive and park an automobile at the site should be minimized.

Policy 3.2.1 - Support a "Park Once" strategy: Design features and facilities will support a comprehensive "Park Once" strategy, modeled after the Downtown 2010 Plan's strategy, promoting walking, bicycling or public transportation to and from locations within the greater Rail Yards area.

Policy 3.2.1.1 - Provide transportation options: Improved public and alternative transportation options to the site, including bicycle, pedestrian, and transit facilities will be accommodated. Within the site, connectivity will be provided.

Policy 3.2.1.2 - Use the Rail Line to provide site access: Connections to the Alvarado Transportation Center and the Central Business District via the main rail line will be encouraged. A future Rail Line stop at the site will be accommodated, should one be approved in the future.

Policy 3.2.2 - Limit on-site parking: A limited amount of on-site parking will be provided, and over-parking of the site will be discouraged. At full project build-out, visible surface parking will not be allowed except for limited loading facilities and to

meet accessibility requirements. Subterranean parking will be encouraged to accommodate full project build-out parking requirements. Interim surface parking is acceptable prior to full project build-out, provided it is designed to meet Architectural standards contained in the Master Plan.

Policy 3.2.3 – Maintain direct rail access onto the site: Future development must preserve the functionality of the historic turntable and maintain rail access thereto.

Goal 3.3 - There will be safe, well-designed physical connections between the Rail Yards site and adjacent neighborhoods: Direct, safe and convenient pedestrian and bicycle connections to and from the Barelás and South Broadway neighborhoods will be constructed, and physical barriers to the site, excluding the active BNSF railroad tracks, will be removed, visibly and physically connecting the site with both neighborhoods.

Policy 3.3.1 - Remove barriers to the site: Perimeter fencing will be removed when site security can be ensured. The edges of the site should remain open and accessible, and fencing, gates and other similar barriers should be employed only when other security measures are not feasible. (See also Policy 4.1.3)

Policy 3.3.2 - Create welcoming, pleasing edges: Development at the edges of the site should be oriented towards the surrounding neighborhoods. The street edges along 2nd/1st Streets on the west, and along the railroad tracks on the east, should maintain sight lines to historic structures and should help invite people to visit the site. Developing landscaped spaces to define the edges of the site is appropriate.

Policy 3.3.3 - Create pedestrian and bicycle connections to the Barelás and South Broadway neighborhoods: Direct

pedestrian and bicycle connections between the site and adjacent neighborhoods will be created that are safe, feasible, connect to natural points of entry, and encourage people to visit, work and shop at the site. While the design and planning of facilities that serve the site, such as 2nd St. and the Guadalupe Overpass, are outside the purview of the Plan, the City should prioritize and undertake infrastructure improvements that will support redevelopment of the site and maximize opportunities for creating safe, comfortable non-vehicular access to the site.

Guiding Principle #4: Land Uses

The Master Plan encourages new development on the Rail Yards site that balances new economic and design approaches with protection of the integrity and history of the Rail Yards and the surrounding residential communities. The Plan complements the goals in other adopted plans that cover or affect the Rail Yards site.

Goal 4.1 - The Rail Yards will become a model of mixed-use development. The Rail Yards is looked to as a model for reclaiming historic properties, stimulating significant job growth and economic development, accommodating commercial and residential tenants, providing needed services and venues to surrounding neighborhoods and the entire city, and creating a “Live/Work/Learn/Trade/Play” environment.

Policy 4.1.1 –Create a balanced development such that diverse users can utilize the site to the highest degree with minimum impact to one another. Potentially incompatible uses will be organized and buffered in order to achieve compatibility.

Policy 4.1.2 - Demonstrate appropriate transition and scale:

New development should demonstrate sensitivity in scale and transition as the historic gateway to the Barelás and South Broadway neighborhoods.

Policy 4.1.3 - Integrate new development and uses with adjacent established development: New development, both buildings and site features, should relate in orientation, massing, and use to established development adjacent to the site. Uses that create impacts to surrounding residential neighborhoods will be appropriately buffered.

Goal 4.2 - Rail Yards redevelopment will catalyze redevelopment opportunities in surrounding areas: Stronger connections to the Barelás, South Broadway, and Downtown areas will be built through redevelopment of undeveloped sites that abut or are adjacent to the Rail Yards.

Policy 4.2.1 - Acquire additional land for complementary redevelopment opportunities: The City and Master Developer will consider acquiring additional sites, as appropriate, that abut or are adjacent to the Rail Yards to support area-wide redevelopment activities consistent with and supportive of the aims of the Master Plan, including residential as described in Guiding Principle #2 . If additional sites are acquired, the Master Plan may be amended to incorporate any additional site or sites.

Policy 4.2.2 - Foster partnerships for complementary redevelopment opportunities: This will be pursued through public, private and/or public-private partnerships to maximize development opportunities on sites that abut or are adjacent to the Rail Yards and that support the aims of the Master Plan.

Goal 4.3 - The Master Plan will respect and maintain consistency with the goals in other adopted Plans: New development will remain consistent with the goals, policies, and recommendations

in the Albuquerque/Bernalillo County Comprehensive Plan, the Barelás Sector Development Plan (2008), the South Broadway Sector Development Plan (1986), and the Downtown 2010 Plan (2000).

Guiding Principle #5: Architecture and Historic Rehabilitation

The Master Plan recognizes the significant value of the existing Rail Yards historic resources, i.e. buildings and structures, to a local, state and national audience. The fundamental approach to site development will be to maintain the “integrity” of the site as a whole, with individual structures being rehabilitated and adaptively re-used for modern and functional purposes, in consultation with the New Mexico SHPO.

Goal 5.1 – The Rail Yards site will be developed as a unified whole with an integrated “sense of place” and unified vision: The original Rail Yards development was characterized by a spirit of innovation and state-of-the-art technical advances in engineering and building practices. The redevelopment will strive to rekindle this spirit both in terms of the adaptive re-use of the existing buildings and the design of new infill development.

Policy 5.1.1 – Follow design standards outlined within the Master Plan in order to create a unified visual language:

Visitors, tenants and inhabitants arriving to the Rail Yards should recognize a cohesive, integrated and high quality environment.

Policy 5.1.2 – Architectural design will integrate 20th and 21st century sensibility:

The City and the Master Developer will encourage innovative architectural design - for redevelopment, new structures and landscaping - that fits within the historic context of the site.

Policy 5.1.3 – Encourage innovative and progressive building technologies:

Redevelopment of the Rail Yards should be characterized by a commitment to the future as well as the past and should build on the lineage of technological advancement embodied by the existing structures.

Goal 5.2 – Historic resources at the Rail Yards will be rehabilitated and adaptively reused: The hierarchy in the relative significance of the existing structures will inform a tiered approach to rehabilitation.

Policy 5.2.1 – Rehabilitate and/or adaptively re-use historic resources:

The historic resources represented by the Historic Locomotive Shops should be rehabilitated and adaptively reused in plans for economic ventures, cultural amenities and physical changes to the site.

Policy 5.2.2 – Preserve the human and architectural histories of the Rail Yards site for future generations:

The site’s integral role in the development of the surrounding neighborhoods and Albuquerque as a city is important to communicate. Visitors should have access to the Rail Yards in order to view the historic structures, understand their original relationship and functionality, and experience early 20th century industrial architecture and its remarkable innovations.

Goal 5.3 – Infill development will complement existing structures:

New additions or new construction to or surrounding existing structures shall be designed in consultation with the New Mexico SHPO.

Policy 5.3.1 – Ensure compatibility of infill development with existing site features in terms of size, scale, proportion and massing:

New structures should maintain a low building profile in order to maximize sight lines to and from the most significant historic structures.

Goal 5.4 –The Rail Yards site will become a model for sustainable redevelopment: The Rail Yards redevelopment will strive to incorporate innovative technologies that assist with site resource management and utilization.

Policy 5.4.1 – Incorporate sustainable design features in the redevelopment: Concepts such as natural resource conservation, on-site energy generation, utility co-generation, and sustainable material selection should be employed.

Policy 5.4.2 – Design, build and maintain regionally appropriate landscaping and open areas: Landscape design will be a major component in creating an inviting environment and connection to the wider community. Landscape design should reflect an understanding of the local climate, and landscaping materials should be selected based on their ability to withstand low water conditions and direct sun exposure. Developed open space areas should be shaded from the summer sun with trees and/or permanent or temporary shade structures. Rainwater collection and on-site reuse are strongly encouraged.

Policy 5.4.3 – Design the Rail Yards site to exceed all current City of Albuquerque adopted Energy Code standards and should be USGBC LEED equivalent rated where possible. The historic buildings will be rehabilitated to incorporate the energy standards to the extent feasible through creative design.

Policy 5.4.4 – Employ a “Rehabilitation First” strategy in programming and design: Rehabilitation of existing structures uses the embodied energy within the structure and is strongly encouraged.

Guiding Principle #6: Art and Culture

The Master Plan encourages opportunities for promoting the art, history and culture of the site, the community and the region. The Plan sets aside space for a museum that celebrates the history of transportation, particularly rail transportation. Commercial and residential tenants, local community members, and visitors from near and far will be attracted by heightened aesthetics, comfortable, quality amenities, and a unique cultural vibrancy.

Goal 6.1 - The Rail Yards will be home to a quality museum: Redevelopment will include a venue for a museum that will be operated by an organization that is committed to promoting the importance of the site and its history.

Policy 6.1.1 - Create a facility that conveys the history of the site: The site will include a museum or other appropriate facility that informs visitors of the history of the Rail Yards and the site’s relationship to the history of Albuquerque.

Goal 6.2 - The Rail Yards will foster a vibrant set of on-site cultural events and facilities: The City and the Master Developer will promote opportunities for other cultural events and facilities that support the overall redevelopment goals and, in particular, help honor the value and history of the site, the community and the region.

Policy 6.2.1 - Locate cultural facilities strategically: The preferred location to develop cultural facilities is the southern end of the site, focused around the Turntable and rebuilding the Roundhouse. However, cultural uses may also be developed on other portions of the site, including within historic buildings. For example, as the most prominent and iconic remaining structure on the site, the Machine Shop or a portion thereof could be considered an

appropriate location for a publicly-accessible use, such as a cultural facility. (See also Policy 3.1.2)

Policy 6.2.2 - Develop standards for community use of public spaces: The use of public spaces by the community will be encouraged but regulated. Standards for cultural and community events, art installation and performance, and farmers' markets, mobile restaurants and other groups will be developed as required.



Bridge Crane in action circa~1943, Jack Delano Photographer, Farm Security Administration/Office of war information photograph collection (Library of Congress)

Erecting

