



CHAPTER III

goals, policies, and implementation

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11.0 Goals

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The following goals are intended to support the policies set forth in the Rank I Albuquerque Bernalillo Comprehensive Plan, the Planned Growth Strategy, the Rank II West Side Strategic Plan, and the Rank III Northwest Mesa Escarpment Plan. The goals represent the overarching intent of the Plan.

11.1. Environment and Open Space

11.1.1. **Establish an interconnected open space network comprised of parks, arroyos, the Petroglyph National Monument, and other open spaces.**

An organized system of open space can help conserve the natural environment, mitigate the impacts of development, provide exceptional recreational opportunities, and increase property values and quality of life for residents, employees, and visitors in and around Volcano Heights. Opportunities to experience and enjoy nature should be plentiful, especially for children. Often, these open space features can form the boundary of neighborhoods and maintain views to the Volcanoes and Sandia Mountains.

11.1.2. **Respect Albuquerque's culture and history, including Hispanic and Native American, through contextually sensitive development of Volcano Mesa.**

Volcano Mesa provides a unique portal to understand the rich interplay of cultures that is New Mexico. The stories and meaning of this place to Native Americans can be told through living in and visiting Volcano Heights, which should influence the way this special area develops. Volcano Heights should be an entry point for Albuquerque residents into different and important perspectives on humanity's place on earth and our spiritual paths.

11.1.3. **Conserve Volcano Heights' archaeological resources and protect and emphasize views and visual connections to the Volcanoes, Sandia Mountains, and the Rio Grande.**

The Volcanoes, Petroglyph National Monument, outcrops of basalt (especially those containing petroglyphs), the Sandia Mountains, and other locations are sacred places for many Native Americans, and they still figure into their ceremonial practices. Views can be protected and enhanced through considerate site planning and by creating view corridors using streets and arroyos. Important views from locations within Volcano Heights to the Rio Grande basin, across the city of Albuquerque and the Sandia Mountains should be protected.

- 11.1.4. **Maintain scenic edges, protect important views, and minimize the visual impact of development that can be seen throughout the city.**

The built environment and landscape along the edge of the Petroglyph National Monument will form a pleasant transition from the natural area to the developed area. Open space constitutes an important resource that demands special landscape and architectural treatments. As development within the Volcano Heights Major Activity Center will be visible from most of the City of Albuquerque, care should be taken to achieve development that is not visually intrusive, especially in the lower-density residential areas adjacent to the Petroglyph National Monument. Appropriate building heights, sizes, and reflectivity will minimize the visual impact of development.

- 11.1.5. **Encourage infrastructure strategies that are economically, aesthetically and environmentally sound.**

Electrical utility distribution lines should be placed underground. Infrastructure improvements should promote and make visible an environmental ethic for the area. Infrastructure should be designed and constructed to increase and maintain property values and enhance sustainable developments. Drainage treatments should respect sensitive lands such as Piedras Marcadas Canyon, the Petroglyph National Monument, and significant rock outcroppings, as well as the unique aesthetics of the area. Transportation infrastructure should enhance the economic sustainability of the community by offering viable choices for multiple modes of travel for people of all ages and abilities.

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11.2. Economic Development

11.2.1. Provide a variety of employment opportunities that provide livable wages and high-quality work environments.

Economic development and recruitment efforts should emphasize businesses that provide livable wages and high-quality work environments.

11.2.2. Achieve a sustainable and vital mix of regional- and local-serving retail and services.

This Plan seeks to help minimize the jobs/housing imbalance between Albuquerque's West and East sides by creating a Major Activity Center that serves local and neighboring populations. A densely-developed mix of commercial activities that meets a wide range of needs will encourage visitors to "park once and walk" to multiple destinations and attract residents and large employers to the area.

11.2.3. Coordinate development across property lines and among multiple property owners.

This Plan advocates coordination across property owners, including the possibility of working with a Master Development Coordinator who can partner with owners to oversee the improvement of all properties. This strategy is particularly helpful to coordinate infrastructure planning and construction, including grading, roads, and utilities to prepare properties for development. A master development coordinator would be instrumental in preparing an application for a TIDD, an SAD, or a PID to benefit multiple property owners, if not the whole Plan area.

An experienced, third-party master developer and/or marketing strategist can also help to coordinate complex projects with a variety of development types and/or projects that will overlap and/or follow one another.

11.2.4. Establish a Major Activity Center in order to provide significant long-term economic development opportunities while also providing for the social, cultural, and environmental needs of the Volcano Mesa area.

The development of a Major Activity Center in this area can help achieve a diverse and balanced set of uses that would spur economic development and reduce the need for West Side residents to travel long distances to access employment and other daily services. Allowing a wide range of uses that support the establishment of a Major Activity Center can serve as a catalyst for private investment and the creation of much-needed jobs west of the Rio Grande. Capitalizing on and respecting the unique resources and features of the area, such as the Petroglyph National Monument and rock outcroppings, will strengthen "sense of place" and contribute to successful development.

11.3. Transportation

11.3.1. Provide a choice of viable transportation options for commuting and daily needs.

Walking is a safe, viable travel option, especially for children and the elderly, for recreation, commutes, and shopping. For greater distances, transit should offer a convenient alternative to single-occupancy vehicles. Reducing reliance on the automobile reduces pollution, congestion and pressures to widen roads and bridges, especially at regional “pinch points” like the Rio Grande.

11.3.2. Support an efficient and reliable transit system.

To support frequent service and maximize ridership with less public subsidy, transit stop locations should be coordinated with the development of higher density residential uses and more intense corridors should be lined with higher densities and major retail, commercial, and employment destinations. Doing so will allow the early implementation of traditional transit service, which can eventually segue to **BRT** systems using specialized vehicles and techniques that make transit travel times competitive with the single-occupancy vehicle. All arterial streets have cross-sections with either dedicated transit lanes on the outside edges or extra-wide medians capable of incorporating dedicated transit lanes.

11.3.3. Create Complete Streets for people as well as cars, by providing street trees, landscaping, wide sidewalks and active uses.

Streets should feel safe and comfortable for pedestrians. The design of streets and the buildings that face them influences whether someone will choose to walk. Pedestrian-friendly streets have wide sidewalks, street trees and slow moving traffic. They also have pedestrian-scaled buildings with frequent entries, windows, and attractive features. Parking lots and blank walls should be minimized along pedestrian routes.

11.3.4. Connect different uses and areas by an efficient and convenient street network.

Streets should create safe and direct connections between common destinations, not create barriers that separate people and neighborhoods. Streets should be designed to control auto speeds and be a comfortable place for neighbors to interact. Rather than concentrate traffic, highly connected streets will distribute traffic among roadways. A street network grid also creates redundancy for additional safety and emergency response.

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- 11.3.5. **Retain the primary purpose of Paseo del Norte and Unser Boulevard to serve regional traffic, while balancing the needs of the local road network to serve new development and multiple modes of traffic, including pedestrians.**

The Plan recognizes the limited-access nature and classification of Paseo del Norte and Unser Boulevard. At the same time, the Plan proposes land uses and a mandatory road network intended for safe, attractive, dense, pedestrian-friendly urban environment, including a “loop road” of connector streets that provides alternative access to development off of Paseo del Norte and Unser Boulevard. As the area develops over time, the goal is to “tame” these roads to help create a gateway to a more urban, walkable environment. These regional roads will give the first “sense of place” to many potential visitors to Volcano Heights and should reflect and complement the area’s character accordingly, while still functioning as limited-access, primary regional arterials.

- 11.3.6. **Remove restrictions on truck traffic on key roads to provide truck access necessary to support retail and commercial uses.**

Several roads on the West Side restrict truck traffic. The City DMD should work with the Mid-Region Council of Governments and constituent jurisdictions to remove several of these restrictions in order to facilitate truck movement to serve businesses and improve services on the West Side.

11.4. Land Use and Urban Design

- 11.4.1. **Recognize walkable neighborhoods and districts as the essential building blocks of a more sustainable city and region.**

Strong and healthy neighborhoods, because they operate at a scale where people walk and interact, are essential to successful and sustainable development. Organizing development within walkable mixed-use districts and neighborhoods supports transit, economizes on infrastructure, and respects the environment. Requiring that development comply with design standards that support the creation of safe, comfortable and visually attractive settings supports a community’s long-term economic, cultural, and social viability.

- 11.4.2. **Bring homes, businesses, and daily destinations — like retail and community facilities — closer together within neighborhoods and districts.**

Homes should be within walking distance of a mixed-use center containing retail, community services, park and plazas. Studies have shown that this walkable pattern of development can reduce the number of vehicle-trips dramatically. Walkable districts and neighborhoods also have proven social and economic benefits resulting from better access to basic needs, services, and amenities; safer and more active streets; and improved health through physical activity.

- 11.4.3. **Encourage architectural and landscape treatments that are consistent with the region's traditions and climate and help to establish a unique sense of place.**

New development in Volcano Heights should continue to respect and enrich Albuquerque's design traditions that spring from its arid climate, intense sun, local materials, and the cultural background of its inhabitants. These considerations deserve continued attention to respect the past and work toward an energy- and water-efficient future. The quality of individual buildings contributes to a sense of place and permanence. High standards for architectural and landscape design for individual buildings, lighting, utilities, walls, and landscaping materials help to create a built environment with lasting character that draws on southwestern regional styles and traditions. Standard franchise architecture should be discouraged. Individual design expression within distinctive character districts should contribute to an overall framework of quality. Buildings should be designed to address the unique climatic conditions of the southwest, including orientation to conserve water, protect pedestrians from intense summer sunlight and heat, provide adequate heating during cold winters, and take advantage of natural lighting.

- 11.4.4. **Promote diverse housing options throughout Volcano Heights.**

A variety of housing types—at varying densities—allows the opportunity for residents to move through all stages of life within the same neighborhood. Housing diversity will also promote and attract businesses to balance residential development on the West Side.

- 11.4.5. **Support the creation of a major employment center in Volcano Heights.**

Most working West Side residents commute to work on the east side of the Rio Grande (many in downtown Albuquerque or along Interstate 25), which contributes to regional traffic congestion at river crossings and on the West Side. Major job growth in Volcano Heights will provide opportunities for working closer to home, minimizing the need for river crossings or reversing commutes in a direction where roads have existing capacity. A frequent and reliable transit service for this Major Activity Center will further improve commuting times.

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- 11.4.6. **Establish a mixed-use Major Activity Center as a transit-oriented development that offers a range of retail, commercial, and entertainment destinations; urban housing; and employment opportunities.**

A Major Activity Center should encourage higher-density and higher-intensity opportunities for residential options and employment areas. While neighborhood retail can meet most daily requirements, many needs must be met within larger centers that serve larger populations. A mixed-use Major Activity Center should encourage opportunities for comparison shopping, entertainment, restaurants, cultural activities, and government services.

Unlike many exclusively single-family residential subdivisions, Volcano Heights should offer dense urban housing in mixed-use environments for those who prefer them, which greatly increases the likelihood of walking and transit use. Transit, amenities, and housing in the Major Activity Center will help attract employment to the West Side.

- 11.4.7. **Incorporate street infrastructure and streetscape details that support the creation of distinct, pedestrian-friendly districts.**

Where taller lights are required, for example a major thoroughfare, consideration should be given to a design appropriate to the larger scale. Reproductions of historic lamps such as the “bishops crook” poles are a more aesthetic solution than the cobra head.

- 11.4.8. **Locate more active uses nearest to transit, bikeway, and pedestrian facilities. Locate auto-oriented uses near ‘B’ streets.**

This Plan distinguishes between ‘A’ streets, which are designed to best accommodate pedestrians, transit users, and cyclists, and ‘B’ streets, which are meant to be more auto-oriented. Development that includes active street life, such as theatres and restaurants with patio seating, should be located along ‘A’ streets, as near to transit as possible. Auto-oriented development should be located along ‘B’ streets to provide the primary auto access to development.

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- 11.4.9. **Achieve a walkable built environment through a vital mix of retail and services near higher-density residential development.**

Pedestrian-friendly commercial areas will benefit from the additional “eyes on the street” and customer base provided by high-density residential development like apartments, lofts, and condominiums. Ultimately, this vibrant “critical mass” of residents and retail and service providers will contribute to the creation of a “sense of place” in Volcano Heights that can help attract additional employers and businesses to the area.

11.5. Infrastructure

- 11.5.1. **Provide for the orderly expansion of infrastructure and public facilities in the area.**

Infrastructure improvements in Volcano Heights will need to be phased in a way that recognizes technical limitations and available funding and that provides infrastructure and facilities in a timely way to meet the needs of residents and local employees.

- 11.5.2. **Invest in and incorporate the most up-to-date technology and maximum capacity for infrastructure and utilities.**

The best technology and highest capacity should be planned for infrastructure and utilities, particularly telecommunications, in order to attract and support high-tech businesses as well as a diverse spectrum of desirable commercial activity.

- 11.5.3. **Coordinate among property owners to leverage investment in water source and water quality improvements.**

Volcano Heights spans two water pressure zones, one of which is smaller than the City’s standards size, as it was previously owned by New Mexico Utilities. The amount of bedrock in the area, the presence of arsenic, and the need for a new water tank to support new development will pose significant front-end costs before any development can occur. These improvements could be included in a TIDD, SAD, or PID, which would provide a mechanism to share the costs across property owners based on the potential benefits to each property. See **Section 13.0 Implementation** in this Plan and **Appendix A** for more explanation of Pre-Existing Conditions, including water systems.

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12.1. Environment and Open Space

- 12.1.1. The City Open Space Division should prioritize significant rock outcroppings, the archaeologically significant playa area, and double-loaded portions of the Park Edge road for acquisition or land swaps. Areas identified for acquisition should be reviewed by the Open Space Advisory Board for inclusion in the **Major Public Open Space** priority acquisition list.
- 12.1.2. Future open space acquisitions within the Plan area should be considered for future General Obligation Bonds.
- 12.1.3. Sensitive lands – whether rock outcrops or significant cultural, archaeological, volcanic, or geologic land – that cannot be or have not been purchased by City Open Space should be permanently protected privately through either a Transfer of Development Rights, a Conservation Easement, or replatting as **private open space**. See **Appendix D** for more about options for private preservation options.
- 12.1.4. Property owners should provide public access to **rock outcroppings** via nearby sidewalks and pedestrian walkways. Where such access is provided, the property owner should grant a public access easement that remains with the property in perpetuity. **Appendix D** offers additional options for private preservation options, including Conservations Easements, which may be eligible for tax rebates. These areas are excellent places to incorporate **water harvesting**, as coordinated and approved by the City Open Space Division and the City Hydrologist. (See **Table 10.3.**)

12.1.5. The City should adopt an ordinance to allow Transfer of Development Rights (TDR). This would allow property owners with **rock outcroppings** to “send” density to “receiving” properties where density is more appropriate. Similarly, property owners with multiple properties — some with rock outcroppings and some without — would be able to transfer development densities and height bonuses between properties.

12.1.6. Dedications of land to the City for **Major Public Open Space, detached open space**, and/or **parks** are preferred **abutting** the Petroglyph National Monument, **rock outcroppings**, multi-use trails, or parks. Dedications are subject to approval by City Parks and Recreation and/or Open Space Division.

12.1.7. The City should swap land it owns within Volcano Heights for any portions of properties rendered undevelopable by mandatory streets, particularly the Park Edge Road. Where a land swap is not possible, the City should purchase undevelopable remnants of land.

12.2. Economic Development

12.2.1. The City should designate all but the Transition zones as the Volcano Heights Major Activity Center, including updating the Centers and Corridors map in the Albuquerque-Bernalillo County Comprehensive Plan.

12.2.2. Economic development should include a range of retail, office, and light manufacturing. Non-residential development should include goods and services for regional and local residents and visitors.

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- 12.2.3. Business recruitment should focus on employment opportunities that provide livable wages and high-quality work environments.
- 12.2.4. Mixed-use development should include opportunities for retail and services for local and nearby residents.
- 12.2.5. Innovative businesses, green businesses, and new businesses that add employment opportunities, as opposed to cannibalizing commercial uses in other areas, should receive priority consideration for public-private partnerships, matching funds, and leeway in standards within the range acceptable as Minor or Major per **Table 3.2** and **Table 3.3**.
- 12.2.6. City Economic Development should work with property owners, prospective businesses, and the Double Eagle Airport to recruit businesses for Volcano Heights.
- 12.2.7. The most up-to-date and forward-thinking communications infrastructure should be incorporated throughout Volcano Heights to allow maximum flexibility for prospective businesses and industries.

12.3. Transportation

These Transportation Policies provide guidance for the development of a transportation network within the Volcano Heights Plan area. The goal is to facilitate a range of transportation options that support lifestyle choices and quality of life for people of all ages and abilities. This Plan advocates strategies to create a street network that distributes local traffic efficiently and maintains regional traffic movement through the Plan area. This street network includes bicycle facilities and pedestrian amenities to serve commuters as well as recreational users, linked to public transit nodes. The intent is to create a transportation system that provides easy access to where people live, work, and play. A transportation assessment conducted in 2012 analyzed the Mandatory Road network and cross sections included in this Plan. (See **Appendix C**).

These policies are intended to support and implement goals set by the Mid-Region Council of Governments (MRCOG) to shift the mode of travel to mitigate congestion at river crossings, promote the integration of alternative modes of transportation, and encourage higher-density land use in appropriate areas oriented to multiple modes of traffic, including pedestrians, transit, and cyclists.

The designated Major Activity Center (MAC) in the Volcano Heights incorporates the higher-densities and mixed land uses that promote walkability and support frequent high-capacity transit such as **BRT**. This type of development can also play a role in preserving open space and views and buffering existing lower-density areas from higher-activity areas.

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Well-connected, context-sensitive local street systems work together with the form-based zoning to shorten block lengths, provide a variety of transportation options for commuters and for resident's daily needs, reduce traffic on arterial roadways, and support bicycling and walking as viable modes of travel.

Linking land use and transportation planning to investment is a key factor in managing congestion and improving the balance of housing and jobs west of the Rio Grande. More specifically, higher-density **mixed use** development in appropriate locations and densities is necessary to support vital local communities and a cost-effective transportation system. The Volcano Heights MAC is intended to provide a center of activity to address transportation needs throughout the metropolitan area.

Intensive uses and population density are critical to successful transit. In return, transit will play a vital role in reducing regional traffic congestion, but to be widely used it must be fast, frequent, and reliable. This Plan's emphasis on walkability and urban development will help to make more frequent transit service viable.

The **BRT** system proposed for the area in the future incorporates dedicated bus lanes and emerging technologies to make travel times competitive with the car. MRCOG is in the early stages of a high-capacity transit study as of 2012. Potential alignments identified for high-capacity transit routes include Unser Boulevard and Paseo del Norte in the Volcano Mesa area and extend to the Journal Center / North I-25 area. High-capacity transit would transport area residents and workers to and from the Plan area and established West Side communities, as well as provide mass transit to central Albuquerque and jobs in the I-25 corridor.

12.3.1. **Transit System:** The transit system in the Volcano Mesa area should serve three significant corridors:

- (i) east-west along Paseo Del Norte;
- (ii) north-south along Unser Boulevard, and
- (iii) southeast-northwest along Rainbow Boulevard.

12.3.2. **Transit Network**

- (i) The Mandatory Road network and non-mandatory roads should form a grid as much as possible in order to facilitate the movement of transit vehicles, pedestrian access to transit stops, and the dispersion of automobile traffic away from potential congestion points.
- (ii) Transit stops and/or stations should be located to maximize the number of residents and workers within a one-quarter mile walk to a stop or station.
- (iii) On these transit routes, crossings of a limited-access arterial will need special design treatment to ensure safe and easy pedestrian crossings. Possible treatments include pedestrian delays, raised center medians (pedestrian refuges), clearly identified pedestrian crossings, pedestrian yield signage, reduced curb radii, and pedestrian starts or leading pedestrian intervals (LPis), which give pedestrians authority to start crossing before non-yielding, right-turning vehicles.
- (iv) Transit stops or stations should be placed on **'A' Streets adjacent** to planned retail conveniences, schools, and public amenities.

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- (v) Reasonably direct auto routes and acceptable system-wide travel speeds should be maintained.

12.3.3. **Transit Center:** A major transit center should be located in the Town Center **abutting** the Transit Corridor to serve the Paseo del Norte and Unser Boulevard corridors. The Transit Corridor should connect with both Unser Boulevard and Paseo del Norte at signalized intersections. A secondary transit center should be located south and west of the Neighborhood Activity Center proposed near Rainbow Boulevard and Hielo Road in the Volcano Cliffs Sector Development Plan area.

12.3.4. **Long-Range, High-Capacity Transit Plan:** The Long-Range, High-Capacity Transit Plan should designate Unser Boulevard and Paseo del Norte as suitable for High Capacity Transit. The transit plan should be amended to be consistent with recommendations adopted with this Sector Development Plan and updated as transit plans evolve. The policies and regulations in this Plan should be updated to conform with an update to the FAABS expected in 2013.

- (i) The ultimate roadway design recommendations for Unser Boulevard and Paseo del Norte in this Plan incorporate **BRT** capacity in order to design them as suitable for High Capacity Transit.
- (ii) Transit improvements may be phased, and interim routing may be different from the ultimate routes in some locations.

- (iii) The Transit Corridor and the Mandatory Road Network proposed in this Plan depend on access modifications to the limited-access Paseo del Norte and Unser Boulevard. If access modification is denied or high-capacity transit is determined to be infeasible, the Mandatory cross sections should be amended to accommodate different conditions. Language directing the amendment process is incorporated in the Council legislation adopting the Plan.

12.3.5. **Transit Center and BRT/HOV Lanes:** Travel lanes dedicated solely to buses and other high-occupancy vehicles (HOVs) reduce travel times for those who carpool or use transit.

- (i) Paseo del Norte and Unser Boulevard should be designed to accommodate **BRT/HOV** travel lanes.
- (ii) Transfer between **BRT** routes and local buses should occur at a Transit Center maintained near the center of Volcano Heights to enhance its pedestrian and locational advantages.
- (iii) Lanes solely for the use of **BRT** should connect HOV lanes along Paseo del Norte and Unser Boulevard within the center of Volcano Heights.
- (iv) Beginning 500 feet before intersections on Paseo del Norte and Unser and any other potential station locations, a minimum of 36 feet in the rights-of-way should be provided on **BRT** routes for BRT lanes and station platforms.

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- (v) The final location and configuration of **BRT** and HOV lanes will be determined during the roadway design process, as well as from findings and recommendations from the MRCOG High-Capacity Transit study for Paseo del Norte expected in 2013.

12.3.6. **Transit Center and Transit Stop Design:** The approach to the Transit Center and transit stops should offer direct pedestrian routes and be tree-lined and barrier free. The Transit Center and transit stops should be designed as prominent focal points, offering well-lit shelters that provide shade and are within or **adjacent** to **plazas** or other civic features. Shelters may be incorporated within the architecture of **adjacent** buildings or through the use of arcades or durable shade structures. Transit route and system maps should be displayed at all stops. Bicycle storage racks should be located at major transit stops.

- (i) **Transit-Oriented Development:** In deciding Transit Station and transit stop locations, preference should be given to locations with transit-supportive uses such as high-density residential and employment centers in order to attain and sustain high transit ridership. These uses should predominate within a quarter mile of transit stops. Consideration should be given to transit system policies that emphasize more frequent service along high-density corridors.

- (ii) **Convenience and Access:** Pedestrian routes to transit stops should be reasonably direct (along streets and/or off-street paths); circuitous routes should be avoided. Transit stops should be placed on **'A' Streets** near retail conveniences and community amenities. Multiple stage crossings for pedestrians should be provided at transit stops for safe crossing of wide arterials by pedestrians of all abilities and ages.

- (iii) **Signal Preference:** To improve travel times by transit, light signals in the Volcano Heights area should incorporate signal-preferencing technology such as "queue jumping" with a dedicated lane, or signal interruptions, to give buses priority at intersections.

- (iv) **Pre-boarding Fare Systems:** Consideration should be given to technology that allows bus fares to be paid prior to boarding, thereby greatly reducing boarding and transit travel times.

12.3.7. **Transportation Demand Management (TDM) Plans:** **Major employers** should consider implementing Transportation Demand Management (TDM) strategies to provide alternatives to the use of single-occupancy vehicles. TDM offers incentives for ridesharing, transit use, bicycling, and walking. Incentives may include reduced parking requirements, reduced development fees, development intensity bonuses, and/or the creation of transportation management associations to coordinate efforts among multiple users in the same area.

12.3.8. **Transportation Agency and Plan Coordination**

- (i) As development occurs, all transportation modes should be integrated, which will require coordination among property owners, City DMD, ABQ Ride, MRCOG, and the MRMPO. Roadways on MRCOG’s Long Range Major Street Plan must include appropriate access management strategies, which also requires coordination across transportation agencies.
- (ii) New Mandatory Roads should be added to the functional classification system in the FAABS.

12.3.9. **Limited-access Intersections**

- (i) The City DMD should apply for Access Modifications to allow additional intersections as per the dotted circles in **Exhibit 4.3**. A traffic assessment conducted in 2012 confirms that traffic volumes and level of service on these roads can be protected even with the additional access points recommended in of this Plan. (See **Appendix A** for a summary of the process to apply for Access Modifications.) (See **Appendix C** for the traffic study.)
- (ii) Additional access points should be granted on the limited-access Paseo del Norte and Unser Boulevard as shown in **Exhibit 4.3**. These points have been selected to match the limited-access policy to the extent possible. The limited-access policy allows full intersections every 1/2 mile and a right-in/right-out (RI/RO) intersection every 1/4 mile.

- a. In order to create a loop road that allows access to new development surrounding the intersection of Paseo del Norte and Unser Boulevard while preserving the limited-access nature of these roads, this Plan recommends full intersections where the loop road intersects either Paseo del Norte or Unser Boulevard.

- b. Additional full intersections are recommended where the proposed Transit Corridor intersects Paseo del Norte or Unser Boulevard. See **Exhibit 4.3** in **Section 4** of this Plan.

- (iii) In order to protect the regional function of these roads, all access to new development in Volcano Heights should be from local roads. (See **Section 4.7.3** on page 75 for requirements.)

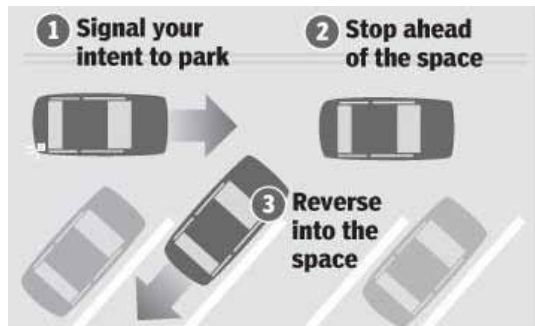
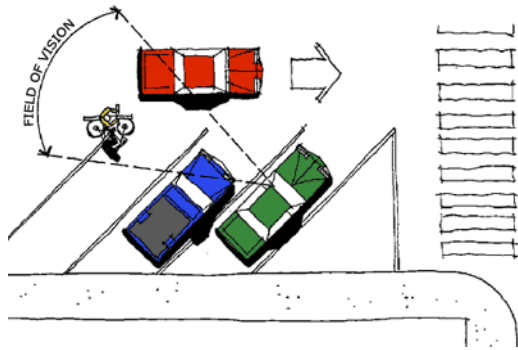
- (iv) All RI/RO intersections within Volcano Heights should allow a Left-in Only turning option.

12.3.10. **Truck Access**

- (i) The City DMD should work with the Mid-Region Council of Governments and constituent jurisdictions to remove truck restrictions on Paseo del Norte.
- (ii) The City DMD should work with the Mid-Region Council of Governments and constituent jurisdictions to remove truck restrictions on Unser Boulevard.

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12.3.11. Roadway Design



Roberto Villalpando AMERICAN-STATESMAN

- (i) Roads in Volcano Heights should follow best practices of Context Sensitive Design and Context Sensitive Solutions, as defined by the Federal Highway Administration, the Institute of Transportation Engineer's "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach, An ITE Recommended Practice" (2010), and the New Mexico Department of Transportation's "Guide to Context Sensitive Solutions" and "New Mexico Architectural and Visual Quality Design Guidelines for Context Sensitive Design and Context Sensitive Solutions," both prepared in 2006.
- (ii) Roadways should be sited and designed to minimize negative impact on views from within the Plan area to the Sandia Mountains on the east.
- (iii) The Park Edge road next to the Petroglyph National Monument should be single-loaded wherever possible. The National Park Service and the City Open Space Division prefer this edge treatment as the boundary and the transition between Open Space and development.
- (iv) Roadways designated as transit corridors should be designed to accommodate transit vehicles, pedestrians, and bicycles. See **Section 12.3.2.iii** in this Plan for more details.

- (v) Thoroughfares should be designed to provide bicycle facilities and safe multiple-stage crossings for pedestrians at transit stops and for crossing wide arterials.
- (vi) Street furniture, bike racks, and pedestrian amenities such as benches and trash receptacles should be placed along '**A**' Streets. Maintenance is the responsibility of the private owner and may shared and/or coordinated through a private mechanism such as a **Business Improvement District (BID)**.
- (vii) Retail streets should be lined with a single type of tree or a coordinated palette of trees. On residential streets, street tree species should be consistent within a given street but may vary from street to street.
- (viii) Streets should be designed for all modes of transportation. On-street parking serves retail and other uses, while providing traffic calming that enhances safety and enjoyment for pedestrians and cyclists. Where permitted by the **ROW**, reverse-angle parking should be used on '**A**' Streets as the preferred parking arrangement, as it provides the best sightlines for drivers to see cyclists. Reverse-angle parking generally requires 16-18 feet for stalls.

12.3.12. **Street Connectivity**

- (i) As development occurs, streets should maintain high connectivity for pedestrians, cyclists, and vehicles to provide a variety of safe, viable transportation options. A well-connected road or path network has many short links, numerous intersections, and minimal dead-ends. New roads, pedestrian walkways, and bicycle facilities added to serve new projects should improve connectivity. As connectivity increases, travel distances decrease and route options increase, allowing more direct travel between destinations.
- (ii) As development occurs surrounding Paseo del Norte and Unser Boulevard, grade-separated crossings for pedestrians and cyclists should be considered.
- (iii) Property owners, developers, and the City should coordinate with MRCOG on identifying new thoroughfares in the area. Streets identified as collectors within the Volcano Heights Town Center and throughout residential subdivisions should be able to accommodate transit circulators that will connect with **BRT** stations and other transit infrastructure.

12.3.13. **Street Maintenance**

- (i) New through roads should be public rights-of-way. If a property owner wants a road to remain private, and the City agrees, then the road has to be built to public standards and a public access easement needs to be granted on the private road. Public ROW is maintained by the City. Private roads, even those with public access easements, are maintained by the owner.
- (ii) Mandatory Roads should be public rights-of-way.
- (iii) Alleys that connect and serve multiple properties should be public rights-of-way. If they are internal to a site or project and are used only for deliveries, garbage pick-up, etc., then they may remain private. The City maintains **alleys** that are public rights-of-way, but only for drainage and filling in large holes. Weeds and any surfacing improvements are the responsibility of the **abutting** property owners.

12.3.14. **Bicycle and Multi-use Trail Network**

- (i) This Plan supports the implementation of existing plans for regional trails within the Volcano Mesa area. Please refer to the Rank II Trails and Bikeways Facilities Plan and the Rank II West Side Strategic Plan for more information on the area-wide trail network.

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- (ii) Because of the checkerboard property ownership, this Plan does not specifically recommend any new trails within Volcano Heights. [See **Appendix A** for existing plans for regional trail locations within the Volcano Heights area.]
- (iii) If property owners wish to collaborate to build a private trail within Volcano Heights, this may be done through the subdivision or TID/SAD/PID process. This trail should be privately constructed and maintained through a **property owners association, merchants association, or Business Improvement District (BID)** that can manage maintenance requirements, carry liability, and assure an ongoing source of funds. Any such trail should be coordinated with City Parks and Recreation and built according to City standards. Preference should be given to locations that connect **rock outcroppings** and **sensitive lands**; follow arterial streets; or provide access to existing trails, **Major Public Open Space**, parks, or recreational areas.
- (iii) Development within the Town Center and Village Center zones should be the most urban, compact, and walkable developments, with high-quality pedestrian amenities and lively street activity.
- (iv) Regional retail with large areas of surface parking and auto-related uses are most appropriate in the Regional Center zone because of its proximity to Paseo del Norte and Unser Boulevard, the key regional vehicle facilities within the Plan area.
- (v) Medium-density and -intensity developments are most appropriate in the Mixed Use zone.
- (vi) Campus-like office parks are most appropriate in Mixed Use and Regional Center zones.
- (vii) Low-density and -intensity developments are most appropriate in Transition zones.
- (viii) Development within the Escarpment Transition zone should honor, respect, and enhance the unique geological, cultural, historical, and anthropological context of the Petroglyph National Monument.
- (ix) Development within the Neighborhood Transition zone should respect and enhance the existing single-family neighborhoods nearby.

12.4. Land Use and Design

12.4.1. Character Zones

- (i) High-density developments are most appropriate in the Town Center and Village Center zones.
- (ii) Developments with high employment should be located in the Town Center and/or within a quarter mile of the transit corridor as measured by existing or proposed pedestrian connections (i.e. not simply a radius).

12.4.2. Entrances

- (i) Service entrances should be located to minimize visual, noise, olfactory, and air quality impacts on surrounding uses.

- (ii) Pedestrian entrances for multi-family development and non-residential development should be located to provide the most direct access to nearby transit stops.

12.4.3. **Single-family Buffers:** Single-family residences should be buffered to the extent possible from the most intense uses. Landscape and screening buffers are adequate for buffering single-family residences from multifamily, light retail, and small-scale office developments. Multifamily or small-scale retail and office developments are appropriate uses to buffer single-family residences from heavier commercial or manufacturing uses.

12.4.4. **Building Orientation**

- (i) Buildings should be designed and sited to maximize solar gain and minimize solar impact on **abutting** properties.
- (ii) Buildings should be designed and sited to minimize negative impact on views from within the Plan area to the Sandia Mountains on the east.
- (iii) Buildings should be designed and sited to minimize negative visual impact on views from across the Rio Grande west toward the Volcanoes.

12.4.5. **Coordination and Maintenance:** Property owners should coordinate development, maintenance costs and responsibilities, and liability for publicly accessible private amenities either through forming a BID or other private mechanism.

TABLE 12.1 - APPROPRIATE DENSITY AND LAND USE BY ZONE

Character Zone		Density / Intensity	Compatible Land Uses
Center Zones			
	Town Center	Highest	Corporate headquarters, urban movie theaters and museums, entertainment
	Regional Center	High	Lifestyle centers, campus office parks, auto stores
	Village Center	High	Corner retail, live/work units
Transition Zones			
	Mixed Use	Medium	Campus office parks, multifamily units
	Neighborhood Transition	Low	Single-family residential, small-scale office and retail
	Escarpment Transition	Low	Single-family residential, small-scale office and retail, destination resort, recreation-based businesses

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12.5. Infrastructure

12.5.1. New Infrastructure

- (i) The cost of infrastructure required to service new development is the responsibility of the developer, unless coordinated with other property owners as part of a master development or other mechanism to leverage investment, such as a TIDD, SAD, or PID.
- (ii) Infrastructure planning should be coordinated along corridors and across property owners.
- (iii) The cost of backbone infrastructure that can support development throughout the Plan area should be coordinated across property owners, whether through private development agreements, a master developer, or a formal TIDD, SAD, or PID.

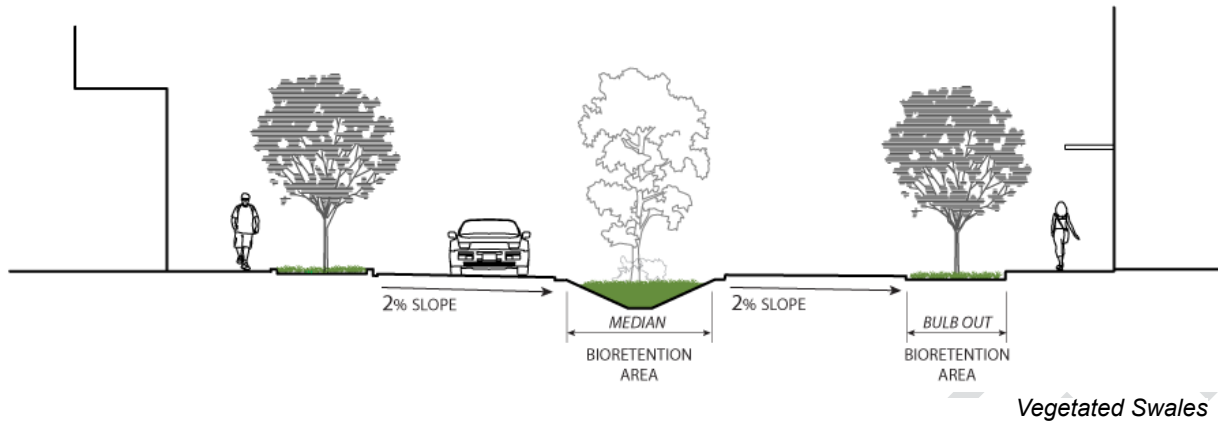
12.5.2. **Electrical Utilities:** A 2-acre parcel should be planned for an additional transformer to serve future development in Volcano Heights, preferably close to the Town Center.

12.5.3. **Rainwater Management:** Developments should incorporate **Low Impact Design (LID)** techniques wherever possible and appropriate. See **Table 12.2**, **Table 12.3**, and **Exhibit 12.1** in this Plan.

TABLE 12.2 – LOCATIONS APPROPRIATE FOR LOW-IMPACT DESIGN (LID) BY SCALE

Micro	
1	Tree wells
2	Medians
3	Parking lot islands
4	Pocket parks
5	Backyard/front yard ponds
6	Parkway between curb and sidewalk
7	Area behind sidewalk
8	Unused or rarely used areas of parking lots
Local	
1	Small parks
2	On-site drainage ponds retrofit for “first flush” and floatables treatment
3	Re-graded parking lot landscape areas (use speed bumps/dips as diversions)
4	Channel tributary entrances
5	Subdivision scale detention basins
6	Subdivision entry features
Regional	
1	Regional detention basins
2	Pump stations
3	Pump station discharges into Rio Grande
4	Regional parks
5	Diversion channel and arroyo outfalls to river

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Decorative Grill and Curb Cut



Permeable Paving



Parking Raingarden

TABLE 12.3 – OBJECTIVES AND RECOMMENDATIONS FOR LID BY DESIGN ELEMENT

Design Element	Design Objectives and Recommendations
Impervious Surfaces	Minimize the amount of directly connected impervious material. Transition to permeable material under parking areas and/or create breaks in impervious material with open curbs or flush-mount curbs that allow water to flow into landscaped areas.
Roadway Section	Roadway sections should be as open and as minimal as possible. Pedestrian zones should be separated from vehicular zones with a landscaped area bordered by open curbs or flush-mount curbs to allow for water flow.
Intersections	At large intersections, introduce a traffic circle designed to accept stormwater runoff and act as a landscaped bioretention area. At all intersections, minimize turning radii to slow traffic and reduce paved area.
Looped Turnaround	Where possible along the corridor, cluster development and design a looped turnaround for access. The center of the loop can be bordered by flush-mount curbs and act as a landscaped bioretention area.
Driveways	Where possible, share driveways and transition to permeable pavement in the driveway.
Sidewalks	Slope/grade sidewalks horizontally so they drain toward landscaped areas.

Exhibit 12.1 – Recommended Rainwater Design Techniques

12.0 Policies

12.5.4. Water Improvements

- (i) Increased demand within both the Corrales and Volcano Trunks will require additional treatment capacity at the wells within both these trunks.
- (ii) Additional storage capacity (i.e. an additional water tank) may be needed to provide fire protection to new development within Volcano Heights. The Albuquerque-Bernalillo Water Utility Authority (ABCWUA) will determine future storage requirements based on details as new development is proposed.
- (iii) All necessary, required infrastructure improvements to provide water service to Volcano Heights will be constructed by the developer. This includes the internal distribution systems in the study area.
- (iv) All new infrastructure must be built to ABCWUA standards before the Water Authority accepts the new infrastructure.
- (v) As Volcano Heights is outside of the existing ABCWUA service area, all development will be assessed Water Supply Charges as well as Utility Expansion Charges. The Water Supply Charges relate to the acquisition of new water rights necessary to provide service outside of the defined ABCWUA service area.

12.5.5. Wastewater Improvements

- (i) All necessary, required infrastructure improvements to provide wastewater collection services to Volcano Heights will be constructed by the developer.
- (ii) All new infrastructure must be built to ABCWUA standards before the Water Authority accepts the new infrastructure.
- (iii) All collected waste water flows from the study area will outfall to the existing interceptor in the Paseo del Norte/ Avenida de Jaimito Corridor. Extension of this line to the west from its current terminus (near Calle Nortena) will be required.

12.5.6. ABCWUA Development Agreements

- (i) All new water services within the study area will require the execution of a Development Agreement between the owner/developers and the ABCWUA before either water or wastewater service is provided.
- (ii) The Development Agreement will detail the extent of the required water and wastewater infrastructure that must be constructed before service is provided by the ABCWUA.
- (iii) The Development Agreement does not replace or supersede the development requirements of the City of Albuquerque as detailed in the Development Process Manual.

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13.1. Priority Capital Improvement Projects

Development of the Volcano Heights Plan area and the Major Activity Center is expected to occur over a period of decades and will require a high level of infrastructure to attract high-quality development and **major employers**. Priority infrastructure includes, but is not limited to the following needs:

- 13.1.1. The mandatory road network, including the Transit Corridor through the Town Center;
- 13.1.2. Complete buildout of Paseo del Norte and Unser Boulevard to the City's required cross sections;
- 13.1.3. An internal, local road network to access residences and businesses and designed to meet **block size** requirements for each district;
- 13.1.4. Telecommunications and utility infrastructure;
- 13.1.5. Water, sewer and drainage infrastructure, including regional retention pond facilities, an additional water tank, and water source and water quality improvements;
- 13.1.6. Trails, bike facilities, and other recreational facilities;
- 13.1.7. **Civic spaces, parks and open space**; and
- 13.1.8. Transit facilities, including bus stops and a multi-modal transit center in Town Center serving proposed high-capacity transit.

13.2. Implementation Responsibilities

Though it is likely that some funding will be available for certain projects from the City, County, State and other regional agencies, the bulk of the cost for infrastructure in Volcano Heights is the responsibility of land owners and developers. Broad coordination among multiple land owners and robust financing mechanisms will be necessary for development.

13.2.1. Property Owners

- (i) Coordination – engagement of a master developer is recommended;
- (ii) Infrastructure costs;
- (iii) Development costs;
- (iv) Implementation of finance mechanisms, such as **Special Assessment Districts (SADs)** or **Tax Increment Development Districts (TIDD)**.

13.2.2. City of Albuquerque

- (i) Sector Development Plan
 - Development of land use and zoning regulations
 - Development of design requirements
 - Development and implementation of streamlined review process
 - Adoption and update of the Plan
- (ii) Economic Development
 - Coordination among multiple jurisdictions;
 - Promotion of area and recruitment of business;
 - Collaboration with businesses and development of incentives, such as Industrial Revenue Bonds

13.0 Implementation

- (iii) Department of Municipal Development
 - Coordination with agencies and private utilities to develop infrastructure in a timely manner;
 - Creation and evaluation of road cross-sections; and
 - Petition for access modifications to add intersections on Paseo del Norte and Unser Boulevard.

13.2.3. **State, County, Mid-Region Council of Governments**

- (i) Transportation coordination, including approving an impending update of the Future Albuquerque Area Bikeways and Streets (FAABS) Plan to better coordinate transportation and land use;
- (ii) Establishing a procedure or resolution allowing for regional access adjustments to Paseo del Norte and Unser Boulevard within Volcano Heights, as opposed to the existing access modification methods that require approval only with an impending development project on a site-by-site basis; and
- (iii) Assistance with infrastructure costs where feasible.

13.2.4. **Albuquerque-Bernalillo County Water Utility Authority (ABCWUA):** Planning guidance to verify compliance with the ongoing ABCWUA Master Planning efforts.

13.3. **Optional Financial Tools**

City Ordinances allow for a variety of financial tools that enable rising property values from development to pay for infrastructure. Desired outcomes at Volcano Heights will likely require the use of one or more of the following methods:

13.3.1. **Special Assessment District (SAD):** Described in the Albuquerque Code of Ordinances, Section 6-8, Special Assessment Districts (SADs) involve an additional charge added to property taxes to fund necessary improvements in new subdivisions, such as drinking water and sewer lines, paving and other government services. SADs can be requested by a percentage of landowners in an area or imposed by a local government, and SAD revenues are used to pay back city general funds or service debts, such as bonds, incurred for infrastructure construction.

13.3.2. **Public Improvement District (PID):** Described in the Albuquerque Code of Ordinances, Section 6-9 and enabled by New Mexico Statute Section 5-11-1 to 5-11-27 NMSA 1978 (2001), **Public Improvement Districts** involve an additional charge added to property taxes to fund a broad array of improvements in a subdivision, ranging from roads and drainage to recreational facilities, trails, parks, public buildings, libraries and other amenities. Like SADs, PID revenues are used to pay back general funds or debts incurred for the construction of infrastructure. The City of Albuquerque currently requires unanimous vote of property owners to establish a PID, though state statutes allow PIDs to be created with $\frac{2}{3}$ of property owners in agreement.

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13.3.3. **Tax Increment Development District (TIDD):**

Described in the City of Albuquerque Code of Ordinances, Section 4-10, **Tax Increment Development Districts (TIDDs)** capture a portion of the increase in property and gross receipts taxes resulting from the area's development. Funds can be used to pay back debt on a range of projects similar to PIDs, including elaborate streetscapes like the urban boulevard, parks and trails, civic spaces, and other amenities. TIDDs are typically used for a large, master-planned development, rather than a single subdivision. Unlike other funding mechanisms, they do not impose new costs or taxes on property owners (except those incurred by rising property values caused by development). TIDD proceeds can also be used for ongoing maintenance and improvement of facilities. TIDDs require major coordination among property owners to apply for and maintain districts, issue bonds, and manage revenues and bond payment.

13.4. Implementation Matrix: See **Table 14.1** [Pending].

13.5. Amending this Sector Development Plan: Changes to the text, graphics, or Zoning shall be per Sections 14-16-4-1 and 14-16-4-3 of the City Zoning Code.

13.0 Implementation

TABLE 13.1 -IMPLEMENTATION MATRIX

Abbreviations and Acronyms used in the following table:

- | | | | | | |
|-------|---|--|-------|---|---|
| CNM | = | Central New Mexico Community College | GARTC | = | Greater Albuquerque Recreational Trails Committee |
| DMD | = | Department of Municipal Development (COA) | MRCOG | = | Mid-region Council of Governments |
| GABAC | = | Greater Albuquerque Bicycling Advisory Committee | UNM | = | The University of New Mexico |

Element	ID	Policy Implemented	Priority	Action	Lead Agency	Coordination Required
A. Environment and Open Space						
Open Space	A-1	12.1.1	Short-term	Prioritize open space acquisitions in Volcano Heights	City Open Space Division	Council
Transfer-of-Development Rights (TDRs)	A-2	12.1.3, 12.1.5	Medium-term	Create legal framework allowing TDRs in the City of Albuquerque or within Volcano Heights	Council/Legal	City Open Space Division
B. Economic Development						
Economic Development & Recruitment	B-1	12.2.2, 12.2.5	Medium-term	Coordinate with property owners to form a BID and/or hire a master development coordinator	City Economic Development	Council, Property Owners
	B-2	12.2.5	Medium-term	Coordinate with property owners and Double Eagle Airport to recruit businesses for Volcano Heights	City Economic Development	Property Owners, Double Eagle Airport
C. Transportation						
Transit	C-1	12.3.4	Short-term	Identify a site for park and ride	ABQ Ride	MRCOG, Property Owners, CNM, UNM
	C-2	12.3.3	Long-term	Identify a site for transit center	ABQ Ride	MRCOG, Property Owners
Autos	C-3	12.3.9	Short-term	Modify access policy to allow recommended intersections along Paseo del Norte and Unser Boulevard	DMD	Council, MPO, TCC, RAC, TPTG
Bikes	C-4	12.3.14	Short-term	Coordinate multi-use trails along Unser Blvd. with 50-mile Bike Loop	DMD/Parks/GABAC/GARTC	Mayor's Office
Peds	C-5	12.3.12	Long-term	Investigate pedestrian grade-separated crossings for Paseo del Norte and Unser Boulevard	DMD	Property Owners

CHAPTER III: GOALS, POLICIES, AND IMPLEMENTATION

13.0 Implementation

Element	ID	Policy Implemented	Priority	Action	Lead Agency	Coordination Required
D. Land Use and Urban Design						
Coordination & Maintenance	D-1	12.4.5	Medium-term	Coordinate with property owners to form a BID to oversee implementation of the Plan and ongoing maintenance of private amenities accessible to the public.	City Economic Development	Council, Property Owners
Major Activity Center	D-2	12.2.1	Medium-term	Update the Comprehensive Plan's Centers & Corridors Map to include Volcano Heights MAC	City Planning	Council
E. Infrastructure						
Water/Wastewater	E-1	12.5.4, 12.5.5, 12.5.6	Medium-term	Coordinate with property owners on needed improvements to water systems and execution of necessary development agreements	ABCWUA	Property Owners
Utilities	E-2	12.5.2, 12.2.6	Medium-term	Coordinate with property owners on needed improvements to electric, gas, communications, and other dry utilities	PNM, NM Gas	Property Owners
PID/SAD/TIDDs	E-3	12.5.1	Medium-term	Coordinate with property owners to form PID/SAD/TIDDs when/as requested to fund infrastructure improvements	Council	Property Owners, State of New Mexico



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