

Agenda Number: 3 Project Number: 1003275 Case #: 13EPC-40148 February 13, 2014

# Supplemental Staff Report

Garrett Dev.Corp. & Consensus Planning Agent

Western Albuquerque Land Holdings **Applicant** 

LLC

Site Development Plan for Subdivision Request

Tract 1-A-1, Plat of Tracts 1-A-1 & I-B-1, Legal

El Rancho Atrisco Phase 3 **Description** 

SE Corner of Unser Blvd. NW and Ladera Location

Dr. NW

Size Approximately 19.98 acres

SU-1 Planned Office Park & Commercial Zoning

Dev.

## Staff Recommendation

APPROVAL of 13EPC 40148, site development plan for subdivision, based on the Findings beginning on Page 5, and subject to the Conditions of Approval beginning on Page 9.

> Staff Planner Chris Glore, Planner

#### Summary of Analysis

This request was deferred at the December 12, 2013 EPC Hearing at the request of the applicant. This staff report should be read in conjunction with the December 12, 2013 staff report (attached).

This request is for Tract 1-A-1, Plat of Tracts 1-A-1 and I-B-1, El Rancho Atrisco Phase 3. The subject site is within the West Side Strategic Plan and the El Rancho Atrisco Sector Plan and is zoned SU-1 for Planned Office Park and Commercial Development. The applicant proposes a Site Plan for Subdivision with design standards for a mixed-use development.

During agency review, comments were received regarding the proposed access to Unser Blvd. through a process involving the NMDOT and MRCOG. Adjacent residents, the Ladera West Neighborhood Association, the Parkway Neighborhood Association, the Laurelwood Neighborhood Association, the Tres Volcanes Neighborhood Association and the Westside Coalition were notified.

A facilitated meeting was held on January 28, 2014. There is concern from Neighborhood Association members regarding the requested Unser Blvd. access, potential multi-family residential development, and bicycle and pedestrian access.



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#### I. OVERVIEW

#### Deferral

This request is for a Site Development Plan for Subdivision (SPS), and was deferred at the December 12, 2013 Environmental Planning Commission (EPC) hearing at the request of the applicant. The case was not heard on December 12, 2013, and no Staff or public testimony was presented.

#### **Proposal**

This is a request for a Site Development Plan for Subdivision (SPS) with design standards that govern an approximately 19.98-acre site, located on the east side of Unser Blvd. NW, between Ladera Dr. and Hanover Rd., the "subject site." The 19.98-acre SPS site is described as Tract 1-A-1, Plat of Tracts 1-A-1 and I-B-1, El Rancho Atrisco Phase 3.

The current zoning is SU-1 for Planned Office Park and Commercial Development; there is no request for change. The El Rancho Atrisco Phase III Sector Plan zoning of the property sets a maximum of 50% commercial uses on the site, and subtracting the existing convenience store property leaves approximately 10.99 net acres developable with commercial uses.

The subject site would be developed in two parts under the SPS. Development on proposed Tract B (the northern portion) would consist of commercial development pursuant to the C-1 Zone uses. Development on proposed Tract A (the southern portion) would be office and/or multi-family residential development pursuant to the C-1 Zone uses. Development standards would be in compliance with C-1 Zone requirements, and Zoning Code §14-16-3-18 General Building and Site Design Regulations for Non-Residential Uses, applied to all site development including residential. Specific building details would be evaluated with future Site Development Plan for Building Permit (SPBP) review; the applicant requests delegation of approval authority for SPBPs to the DRB.

The proposed SPS signage design standards would be consistent with the standards of the Unser Blvd. Overlay Zone signage requirements and the Zoning Code §14-16-3-5 General Sign Regulations.

The subject site is located within the area designated Developing Urban by the Comprehensive Plan and within the boundaries of the Rank II West Side Strategic Plan and the Rank III El Rancho Atrisco Phase 3 Sector Development Plan.

EPC Role, History/Background, Context, Transportation System, Corridor Designation, Trails/Bikeways, Transit, and Public Facilities/Community Services

Please see pages 2-3 of the December 12, 2013 Staff report (attachment).

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#### II. ANALYSIS-APPLICABLE ORDINANCES, PLANS AND POLICIES

Albuquerque / Bernalillo County Comprehensive Plan, West Side Strategic Plan, El Rancho Atrisco Phase III Sector Plan, and Albuquerque Comprehensive Zoning Code.,

The subject site is located in the area designated Developing Urban by the Comprehensive Plan. The Developing Urban Area includes most of the City perimeter, surrounding places with established development. The Developing Urban Area is subject to policies of Comprehensive Plan Section II.B.5.

The West Side Strategic Plan identifies centers of activity on the regional, community and neighborhood scales. The subject site is within the designated Ladera/Unser Neighborhood Activity Center. The El Rancho Atrisco Phase III Sector Plan zones the subject site as SU-1 Planned Office Park and Commercial Development. Please see the *Analysis of Policy Consistency* on pages 4 – 15 of the original Staff report (see attachment).

The adopted El Rancho Atrisco Phase III Sector Plan limits the subject site block to a maximum of 50% in commercial uses. The SPS proposes commercial and office uses as permissive in the C-1 Zone and residential as permissive in the C-1 Zone. Residential buildings are subject to the R-3 Zone regulations.

#### III. ANALYSIS - SITE DEVELOPMENT PLAN FOR SUBDIVISION

#### Design Standards

The SPS proposes design standards for development on the subject site. The design standards refer to the Zoning Code for many of the design standards, including building density and height, setbacks, landscaping, walls and fences, lighting, and signage. Following is a summary of the proposed SPS design standards:

**Architecture.** The SPS references General Building and Site Design Regulations for Non-Residential Uses (Zoning Code §14-16-3-18) and residential development standards under the C-2 Zone (§14-16-2-17 (A)(8). Specifically, design requirements of §14-16-3-18(C(2)(a - e), including specifics as to façade penetrations, sidewalks, and landscape areas would be utilized. Design requirements of §14-16-3-18(D(2)(a - g) specific to facades over 100 ft. in length must also be met.

**Building Density and Height.** The maximum floor area ratio will be 0.3 for commercial uses. Maximum density for residential development will be 30 dwelling units per acre. Residential building height will be regulated by the R-3 Zone, with an allowed height exceeding 26 feet under the Zoning Code §14-16-3-3, Supplementary Height, Area and Use Regulations.

**Fencing, Lighting and Landscaping.** Zoning Code §14-16-3-19 is referenced for wall height and design in the SPS design standards. The SPS lighting standards refer to the Zoning Code §14-16-3-9. The SPS landscape standards refer to Zoning Code §14-16-3-10.

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**Signs and Signage.** With certain exceptions, the SPS signage is to be consistent with the C-1 zone signage standards (§14-16-3-5). SPS signage must also be consistent with the Unser Blvd. Overlay Zone. Additional signage would include freestanding sign height of 12 feet on Unser Blvd., and 10-feet on Ladera Blvd., Hanover Rd. and Market St. frontages.

#### Vehicular Access and Circulation

Access is proposed to be via one driveway along Ladera Dr., five driveways along Market St., and one driveway from Hanover Rd. Proposed access must meet DPM standards for minimum distances from intersections. Two access points are also proposed along Unser Blvd. The NMDOT, MRCOG and Transportation Planning staff expressed concern regarding the proposed access to Under Blvd. Unser Blvd. is classified as a high capacity, limited access Principal Arterial with full access intersections at one-half mile intervals and right-in, right-out access at one-quarter mile intervals, with access requests reviewed by the TCC. The request would require special review and approval, and is currently under review by NMDOT.

#### IV. AGENCY & NEIGHBORHOOD CONCERNS

#### Reviewing Agencies

For the complete record of comments submitted, see page 34-37 of the December 12, 2013 staff report. The NMDOT, MRCOG and City Transportation Planning Section expressed concern regarding the proposed new access to Under Blvd., a designated State Highway. The NMDOT has commented that Unser Blvd. between I-40 and Ladera Dr. is an access-restricted roadway under their jurisdiction. The NMDOT is reviewing the applicant's request to support the proposed new access to Under Blvd. A traffic study was submitted to the NMDOT for their review and NMDOT requested additional traffic study.

#### Neighborhood/Public

Representatives from the Ladera West Neighborhood Association, the Parkway Neighborhood Association, the Laurelwood Neighborhood Association, the Tres Volcanes Neighborhood Association and the Westside Coalition of Neighborhood Associations, and property owners within 100 feet of the subject site were notified. A facilitated meeting was held on January 28, 2014 (see attachment). Attendees expressed several areas of concern: increased traffic and related safety, proposed Unser Blvd. access, potential multi-family residential development, and bicycle and bicycle and pedestrian-oriented design. Attendees expressed support for neighborhood-supporting commercial uses, including a grocery store.

#### V. CONCLUSION

This request is for a Site Development Plan for Subdivision for approximately 19.98 acres of land located at the SE Corner of Unser Blvd. NW and Ladera Dr. NW. The subject site is within

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the boundaries of the West Side Strategic Plan and the El Rancho Atrisco Phase III Sector Plan and is currently zoned SU-1 for Planned Office Park and Commercial Development.

The request furthers a preponderance of applicable policies of the Albuquerque/Bernalillo County Comprehensive Plan and the West Side Strategic Plan. The SPS standards are generally consistent with the City of Albuquerque Zoning Code.

Policy II.B.5.i, regarding *employment and service uses to complement residential areas and minimize adverse effects*; the development traffic would impact single-family residential uses if the vehicular access to Hanover Rd. is implemented.

Policy II.B.5.k, regarding minimizing harmful effects of traffic and the livability and safety of residential neighborhoods; the SPS proposes multi-direction access to Unser Blvd. which is a concern of City staff, MRCOG and the NMDOT and the adjacent neighborhoods. Staff also has concerns regarding proposed access to Market St. and Hanover Rd.

Policy II.D.4.a, regarding *policy objectives for street design, transit service, and development form in the Activity Centers*. The SPS does not propose a system of internal connecting sidewalks leading to public gathering spaces.

The SPS is partially consistent with five West Side Strategic Plan policies:

Policy 1.15 regarding *Neighborhood Centers accommodating to pedestrians and bicyclists, including outdoor seating*; the SPS does not commit to outdoor spaces for gathering aside from restaurants.

Policy 1.5 regarding *Centers with pedestrian/bicycle access to key activity areas*; the design standards do not provide sufficient detail regarding access within parking lots and between buildings.

Policy 4.6.g regarding commercial buildings adjacent to street frontages and parking to the rear or sides; location of buildings relative to street frontage and parking lots is not addressed by the SPS.

Policy 4.6.h regarding parking spaces maximum 10% above Code requirements and provision of routes to streets and transit; The SPS references Zoning Code minimums and does not impose maximum parking, and through-site access is not addressed.

Policy 6.25 regarding *internal bicycle/pedestrian trails link to trails network*; the SPS design standards do not detail how internal pedestrian access would be accomplished.

Staff recommends the following conditions to address policy consistency:

1. Require the future SPBP plans to demonstrate Hanover Rd. vehicular access emergency-only.

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- 2. Require the future SPBP plans to demonstrate a strong network of pedestrian connectivity between the commercial, office and/or residential development.
- 3. Require the future SPBP plans to propose a system of internal connecting sidewalks leading to public gathering spaces

During the agency review period of November 4, 2013 to November 15, 2013 the NMDOT, MRCOG and Transportation Planning staff expressed concern regarding the proposed new access to Under Blvd. south of Ladera Dr., a roadway segment under NMDOT jurisdiction. The MRCOG noted that Unser Blvd. is classified as a high capacity, limited access Principal Arterial. The NMDOT has commented that Unser Blvd. Dr. is an access-restricted roadway. In December of 2013, a traffic study was submitted to the NMDOT for their review. The NMDOT responded with a request for additional traffic study.

Staff recommends approval of the Site Development Plan for Subdivision, subject to conditions. A recommended condition would require NMDOT determination as to whether or not the requested access points on Unser Blvd. will be allowed, and if allowed the access request approved through the MRCOG Transportation Coordinating Committee process. If the proposed access to Unser Blvd. is not approved by the NMDOT and MRCOG, substantial changes may be required to the proposed Site Development Plan for Subdivision.

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#### FINDINGS - 13EPC-40148 - February 13, 2014- Site Development Plan for Subdivision

- 1. This is a request for a Site Development Plan for Subdivision for Tract 1-A-1, Plat of Tracts 1-A-1 and I-B-1, El Rancho Atrisco Phase 3, containing approximately 19.98 acres located at the SE Corner of Unser Blvd. NW and Ladera Dr. NW.
- 2. The request involves design and development standards for Heritage Marketplace development, a mixed commercial, office and residential project. The applicant proposes to re-subdivide the property into two tracts, of which Tract A would be developed with office and/or multi-family residential uses and Tract B with commercial uses.
- 3. The subject site is located in the Developing Urban Area of the Comprehensive Plan, the Unser/Ladera Neighborhood Center of the West Side Strategic Plan, and the El Rancho Atrisco Phase III Sector Plan. The proposal must comply with the Zoning Regulations and General Regulations of the Zoning Code.
- 4. The Albuquerque/Bernalillo County Comprehensive Plan, the West Side Strategic Plan, and the El Rancho Atrisco Phase III Sector Plan and the City of Albuquerque Zoning Code are incorporated herein by reference and made part of the record for all purposes.
- 5. The Site Development Plan for Subdivision request **furthers** the following Comprehensive Plan policies:
  - Policy II.B.5.a: <u>Full range of urban land uses</u>. The request would provide urban-scale commercial and office/residential uses within an area with a range of residential density and few commercial uses. The subject property is adjacent to two arterial streets and has good access to the multi-modal transportation system.
  - Policy II.B.5.d: <u>Development respects neighborhood values</u>, <u>environmental conditions</u>, <u>and scenic resources</u>. The area is currently under-served by neighborhood commercial and service businesses. The SPS design standards would reflect design theme consistent and complimentary to the surrounding development.
  - Policy II.B.5.e: New growth shall be in areas contiguous to existing or programmed urban facilities and services and neighborhood integrity assured. Urban facilities and services consist of fully developed arterial roadways on two sides of the property, and the full range of utilities within surrounding streets. Project traffic would not need to travel through surrounding neighborhoods.
  - Policy II.B.5.h: <u>Higher density housing is most appropriate with excellent access to major streets; mixed density pattern; similar or higher density development; and transition.</u> The subject site is within the designated Unser/Ladera Neighborhood Center

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of the WSSP. The site is surrounded by residential land uses and existing infrastructure is in place. A mixed residential density exists in the surrounding area.

Policy II.B.5.j: <u>Commercial development in centers with pedestrian and bicycle access; intersections of arterial streets and transit</u>. The SPS commercial development would be at the intersection of two arterial streets and within an area of residential development.

Policy II.B.5.1: <u>Quality and innovation in design</u>. The SPS design requirements include the Zoning Code General Building and Site Design Regulations for Non-Residential Uses.

Policy II.B.5.m: <u>Design improves the quality of the visual environment</u>. The SPS would regulate building architecture, lighting, landscaping and signage in compliance with the Zoning Code.

Policy II.B.7.b: <u>Net densities above 30 dwelling units per acre within Major Activity Centers</u>. The site is designated Unser/Ladera Neighborhood Center per the WSSP. The SPS proposes maximum residential density of 30 dwelling units per acre.

Policy II.B.7.f: <u>Intense uses in Activity Centers located away from low-density residential and buffered by a transition area</u>. The subject site is bordered by two arterial roads, and multi-family residential and/or office uses would buffer adjacent lower intensity uses.

Policy II.B.7.i: <u>Multi-unit housing appropriate in Neighborhood, Community and Major Activity Centers</u>. The SPS would allow multi-family residential development in a designated Neighborhood Center.

Policy II.C.1.b: <u>Balanced land use/transportation system of housing, employment and services</u>. The request would add commercial, services and housing within an area underserved by commercial and service uses.

Noise Goal: <u>Protect the public health and welfare and quality of life</u>. The multi-family residential and neighborhood-serving commercial uses would not operate at a level of intensity disturbing to surrounding residents.

Policy II.D.4.c: <u>Dwelling units close to Major Transit and Enhanced Transit streets.</u>
Unser Blvd. is a designated Express Transit Corridor. The request would allow additional dwelling units along the Transit Corridor.

Policy II.D.6.a: New jobs created convenient to areas of need. The City's west side is deficient in jobs relative to housing. The proposed commercial and office uses would provide jobs on the west side.

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- 6. The Site Development Plan for Subdivision request **partially furthers** the following Comprehensive Plan policies:
  - Policy II.B.5.i: Employment and service uses located to complement residential areas and minimize adverse effects of noise, lighting, pollution, and traffic. The SPS would be consistent with the intended land uses of a Neighborhood Center. Commercial and office development would be convenient to surrounding residents. A Traffic Impact Study is under review by the NMDOT. Traffic generated by the developments would potentially impact single-family residential from vehicular access at Hanover Rd.
  - Policy II.B.5.k: Minimize harmful effects of traffic; livability and safety of residential neighborhoods. Unser Blvd. is a Principal Urban Arterial. The SPS proposes multi-direction access to Unser Blvd. which is under State jurisdiction. The proposed access is a concern of City staff, MRCOG and the NMDOT and a concern of the neighborhood.
  - Policy II.D.4.a: <u>Street design, transit service, and development form consistent with Corridors and Activity Centers.</u> The site is within a Neighborhood Center. Unser Blvd. is a designated Express Transit Corridor. The SPS design standards would be consistent with the Comprehensive Plan Development Form details. The SPS does not propose internal connecting sidewalks leading to public gathering spaces.
- 7. The Site Development Plan for Subdivision request **furthers** the following goals and policies of the West Side Strategic Plan:
  - Policy 1.1: <u>Develop higher density in Community and Neighborhood Centers,</u> surrounded by lower density.
  - Policy 3.8: The highest density in the Community and Neighborhood Centers. Multifamily housing and employment facilities are appropriate with commercial services.
  - Policy 3.16: <u>Multifamily development and commercial or employment uses are appropriate in the Community or Neighborhood Centers.</u> <u>Mixed-use and multi-modal access shall be incorporated.</u>
  - Policy 4.6.f: <u>Locate multiple-family residential within Community and Neighborhood Centers and allow higher density so they serve as transit hubs.</u>
  - Policy 4.10: <u>Promote and establish land uses and urban patterns whose design support bicycle and pedestrian travel, and public transportation.</u>

Higher density residential and commercial development on the site would be within a designated Neighborhood Center. The SPS proposes a mix of commercial, office and multi-family residential development up to 30 dwelling units per acre. The development would be adjacent to Arterial roadways (Unser Blvd. and Ladera Dr.), a regional trail and two ABQ Ride express transit lines

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- Policy 1.9: <u>In the Established and Developing Urban areas neighborhood and community centers may be developed at appropriate locations.</u>
- Policy 1.16: Neighborhood Centers on collector and arterial streets. Primary access by auto, with pedestrian and bicycle connections to adjacent neighborhoods.

The site is within a Neighborhood Center and would be accessed from a Collector street (Market St.) and Arterial streets (Unser Blvd. and Ladera Dr.) The development would provide sidewalk connections to the Unser Blvd. trail and to surrounding single family residential neighborhoods.

- Policy 1.17: Encourage public services, parks, retail and commercial services in Activity Centers. There are no public facilities proposed. Retail and service uses and offices would be on a site within a Neighborhood Center.
- Policy 3.23: <u>Location of commercial services</u>, <u>multifamily development</u>, <u>and public facilities to reduce trips to Coors Boulevard and provide easier access</u>. The development would increase retail and service businesses and would allow multi-family residential development on property in a Neighborhood Center west of Coors Blvd.
- Policy 6.23: Require trail access to the regional trail network, through the Community Centers, Employment Centers, Neighborhood Centers, and parks and open space. The SPS would require buildings to be linked via sidewalk to the Unser Blvd. trail and to existing sidewalks.
- 8. The Site Development Plan for Subdivision request **partially furthers** the following goals and policies of the West Side Strategic Plan:
  - Policy 1.15: <u>Neighborhood Centers shall contain scale accommodating to pedestrians and bicyclists, including outdoor seating</u>. Shared parking is proposed. The SPS does not commit to outdoor spaces for gathering aside from restaurant outdoor space.
  - Policy 1.5: <u>Community and Neighborhood Centers shall provide pedestrian/bicycle access to key activity areas</u>. The SPS design standards require linking building entrances to the Unser Blvd. trail, however, there is not sufficient detail regarding access within parking lots and between buildings.
  - Policy 4.6.g: <u>Commercial developments accessible by transit locate buildings adjacent to street frontages and parking to the rear or sides.</u> The development would provide shopping and housing options for potential transit users. The location of buildings relative to street frontage and parking lots is not addressed by the SPS.
  - Policy 4.6.h: <u>Limit parking spaces to 10% above Code requirements and provide safe</u>, attractive, and efficient routes to streets and transit. The SPS references the Zoning Code

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for parking minimums and does not impose maximum parking. Through-site access is not addressed in the SPS.

Policy 6.25: <u>Internal bicycle/pedestrian trails link to the primary trails network.</u> <u>Demonstrate connectivity of trails</u>. The SPS design standards do not provide detail as to how internal pedestrian access would be accomplished.

- 9. The SPS proposed land uses are consistent with the El Rancho Atrisco Phase III Sector Plan designation for the subject site of Planned Office Park and Commercial Development Not More Than 50% To Be Developed Commercially. Proposed uses including residential are consistent with the C-1 Zone.
- 10. At the Facilitated Meeting on January 28, 2014 Neighborhood Association members expressed concerns regarding the proposed vehicle access on Unser Blvd., potential multifamily residential development, and pedestrian and bicycle access.
- 11. The applicant requests delegation of approval authority Site Development Plan for Building Permit applications to the DRB.

RECOMMENDATION - 13EPC-40148 - February 13, 2014- Site Development Plan for Subdivision

APPROVAL of 13EPC-40148, a request for Site Development Plan for Subdivision, based on the preceding Findings and subject to the following Conditions of Approval:

# CONDITIONS OF APPROVAL - 13EPC-40148 - February 13, 2014- Site Development Plan for Subdivision

- 1. The EPC delegates final sign-off authority of this site development plan to the Development Review Board (DRB). The DRB is responsible for ensuring that all EPC Conditions have been satisfied and that other applicable City requirements have been met. A letter shall accompany the submittal, specifying all modifications that have been made to the site plan since the EPC hearing, including how the site plan has been modified to meet each of the EPC conditions. Unauthorized changes to this site plan, including before or after DRB final sign-off, may result in forfeiture of approvals.
- 2. Prior to application submittal to the DRB, the applicant shall meet with the staff planner to ensure that all conditions of approval are met.
- 3. The Site Development Plan shall comply with the General Regulations of the Zoning Code and all other applicable design regulations, except as specifically approved by the EPC.
- 4. Future development on the site will require DRB review of a Site Development Plan for Building Permit.

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- 5. The Developer is responsible for permanent improvements to the transportation facilities adjacent to the proposed site development plan, as required by the Development Review Board (DRB).
- 6. Prior to DRB approval, additional information/clarification must be provided regarding existing, proposed, and future conditions.
- 7. The section of Unser Blvd referenced in the SPS is under the jurisdiction of the New Mexico Department of Transportation (NMDOT). Prior to DRB approval of any Site Development Plan for Building Permit, NMDOT shall have determined whether or not the requested access points on Unser Blvd. will be allowed, and if allowed the access request shall have been approved through the MRCOG Transportation Coordinating Committee process.
- 8. Site plan shall comply and be in accordance with all applicable City of Albuquerque requirements, including the *Development Process Manual* and current ADA criteria.
- 9. New median cuts must be requested in writing to the Traffic Engineer, Development & Review Services. The construction of appropriate left turn lanes must be included with any new median cuts.
- 10. Access points must meet DPM's minimum distances from intersections. Proposed access 'H' must provide minimum of 100 ft. setback and proposed access 'G' must be a minimum of 200 ft. setback from projected intersecting flow lines.
- 11. Concurrent Platting Action required at Development Review Board (DRB).
- 12. A cross access easement and shared parking agreement shall be part of the platting process.
- 13. The text "Landscaping and signing will not interfere with clear sight requirements. Therefore, signs, walls, trees, and shrubbery between 3 and 8 feet tall (as measured from the gutter pan) will not be acceptable in this area" shall be added to Design Standards, Section 3 Landscape and Section 5 Signage, to demonstrate that the signs and landscaping will not interfere with the sight distance of the entrances.

# Chris Glore Planner

Notice of Decision cc list:

Garrett Development Corp., 1130 Lanes End NW, Albuquerque NM 87114

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#### Attachments

- 1. EPC Notice of Decision December 12, 2013
- 2. Facilitated Meeting summary
- 2. Site photographs
- 3. December 12, 2013 Staff report