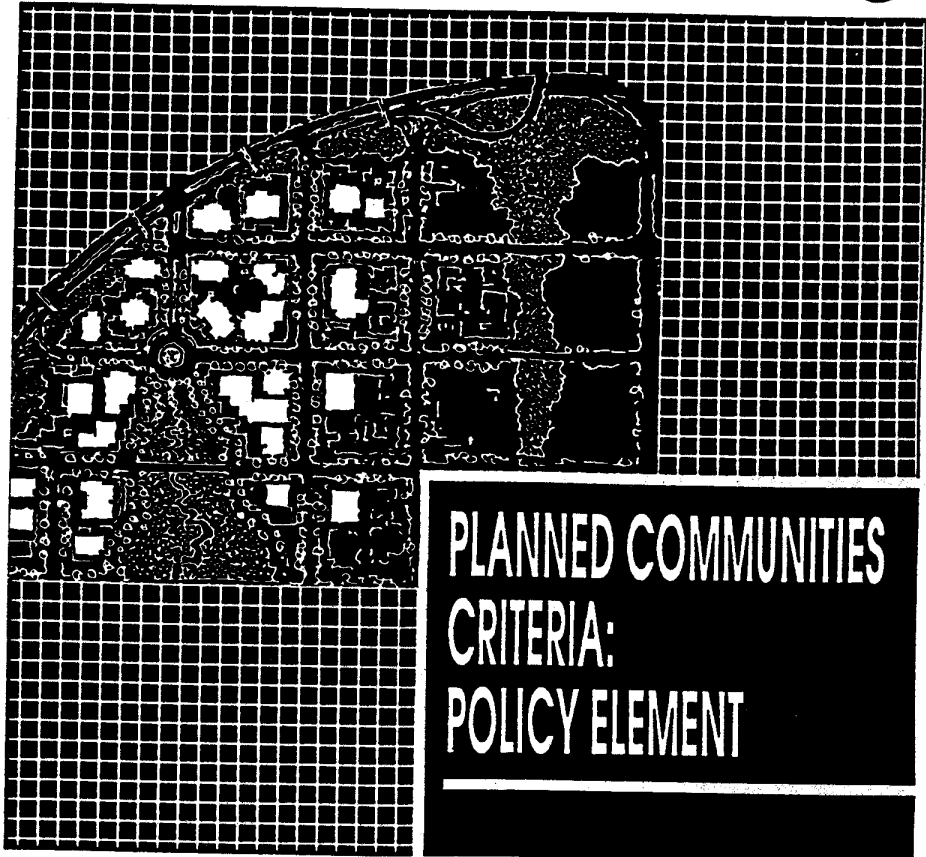


PLANNED COMMUNITIES



**PLANNED COMMUNITIES
CRITERIA:
POLICY ELEMENT**

February, 1991

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PLANNED COMMUNITIES CRITERIA:

POLICY ELEMENT

FEBRUARY, 1991

Albuquerque/Bernalillo County Planning Department
P. O. Box 1293
Albuquerque, New Mexico 87103
505/768-3860

Printed on Recycled Paper

CITY of ALBUQUERQUE
NINTH COUNCIL

COUNCIL BILL NO. C/S R-149 ENACTMENT NO. 151-1990

SPONSORED BY: Alan B. Armijo, by request

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1 RESOLUTION

2 ACCEPTING CRITERIA TO GUIDE THE PLANNING AND DEVELOPMENT OF PLANNED

3 COMMUNITIES IN THE RESERVE AREA AND PARTS OF THE RURAL AREA, AS

4 SPECIFIED IN THE ALBUQUERQUE/BERNALILLO COUNTY COMPREHENSIVE PLAN.

5 WHEREAS, in adopting Resolution 138-1988, which adopted the

6 revised Albuquerque/Bernalillo County Comprehensive Plan, the

7 Council by floor amendment added Subsection 2.D requiring the City

8 Planner, after working with the private sector, to propose criteria

9 as to the size, configuration, land use mix, densities, and other

10 features of planned communities; and

11 WHEREAS, in adopting Resolution 138-1988 the Council by the same

12 floor amendment added Subsection 2.E suggesting that area plans

13 might study densities of planned communities, and that if justified

14 by analysis an area plan can be the basis for amending the

15 planned-community gross density provisions of the Comprehensive

16 Plan; and

17 WHEREAS, the Environmental Planning Commission and the City

18 Council recognize the need for intermediate policy guidance which

19 can link specific zoning and subdivision regulations to the general

20 Reserve and Rural Area planned community policies of the

21 Comprehensive Plan; and

22 WHEREAS, the Environmental Planning Commission and City Council

23 recognize the need for a phased approach to the long-range

24 development of new planned communities in appropriate parts of the

25 Reserve and Rural Areas and in accordance with special agreements

26 between community developers and local government regarding the

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1 financing, operation, and maintenance of public service; and
2 WHEREAS, the attached Planned Communities Criteria are
3 promulgated in recognition that proposed planned communities are
4 likely in the future, and the criteria are not intended to promote
5 such communities or to suggest any lack of public support to infill
6 or redevelopment within present public service areas; and
7 WHEREAS, the Planned Communities Criteria have been developed
8 through supporting technical studies and cooperative effort of
9 private developers and local government, with review and comment by
10 a variety of other interest groups and the public.
11 BE IT RESOLVED BY THE COUNCIL, THE GOVERNING BODY OF THE CITY OF
12 ALBUQUERQUE:
13 Section 1. ACCEPTANCE OF PLANNED COMMUNITIES CRITERIA: POLICY
14 ELEMENT. That the Planned Community Criteria: Policy Element,
15 attached hereto and made a part hereof, are accepted and approved in
16 fulfillment of Subsection 2.D of Resolution 138-1988, conditioned
17 upon public hearing and approval by the Albuquerque City Council and
18 the Bernalillo County Commission of the following amendments to the
19 Albuquerque/Bernalillo County Comprehensive Plan; Reserve Area
20 section,
21 Policy II.B.2.b. first paragraph:
22 "Overall gross density shall not exceed three dwelling
23 units per acre; density transfer (clustering) shall be used to
24 accomplish appropriate urban densities in planned communities while
25 ensuring an open space network within and around them. Within this
26 overall density policy, housing densities and land use mix, open
27 space, infrastructure size and location, and other public services
28 and facilities are to be prescribed through rank two plans or rank
29 three plans." and also
30 Policy II.B.2.c.
31 "Development within Reserve Areas shall take place either
32 in accordance with an approved planned community master plan (up to
33 three dwelling units per acre), or in accordance with the standards

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1 applicable to Rural Areas." and also

2 Policy II.B.2.d.

3 "A planned community master plan approved in accordance
4 with this section and more specific development criteria shall serve
5 to implement the Comprehensive Plan. A planned community master
6 plan shall not be approved if it fails to demonstrate its own sense
7 of place, self-sufficiency, environmental sensitivity, separation
8 from the contiguous Albuquerque urban area by permanent open space
9 and the provision of infrastructure which is not a net expense to
10 the City."

11 Section 2. INTENT OF POLICY ELEMENT.

12 A. These criteria provide intermediate level policy
13 guidance and should be used to guide the process as well as the
14 size, configuration, land use mix, densities, and other features of
15 individual planned communities.

16 B. Implementing regulations should be prepared by the City
17 Planner, consistent with this resolution.

18 Section 3. RELATIONSHIP TO COMPREHENSIVE PLAN. That the
19 provisions of Comprehensive Plan Goal II.B.2., concerning the
20 Reserve Area, and Goal II.B.3., concerning the Rural Area, together
21 with the adopted policies under those goals which relate to planned
22 communities, govern the development of planned communities.

23 A. The more detailed material in the attached criteria are
24 appropriate to guide development of planned community master plans,
25 provided that the fundamental goals and policies of the adopted
26 Comprehensive Plan are followed.

27 B. In the Reserve Area, the City/County Planner and the
28 County or Environmental Planning Commission may recommend and the
29 Bernalillo County Commission and/or City Council, as appropriate,
30 will consider planned community master plans which contain a gross
31 overall density within the plan boundaries of up to 3.0 dwellings
32 per acre. Developments within the Reserve and Rural Areas which do
33 not conform to these criteria and submittal requirements are subject

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1 to the development policies contained in the Comprehensive Plan for
2 development not within planned communities.

3 C. In Rural Areas, the City/County Planner and the County
4 or Environmental Planning Commission may recommend and the
5 Bernalillo County Commission and/or City Council, as appropriate,
6 will consider planned community master plans which contain a gross
7 tract density (within the community master plan boundaries) of up to
8 2.0 dwellings per gross acre.

9 D. Overall gross densities of dwelling units per acre
10 established as policy in the Comprehensive Plan are a general guide
11 for land use intensity in Reserve and Rural Areas; specific
12 densities within a given planned community may be less than the
13 Comprehensive Plan overall gross density figure, depending upon the
14 characteristics and development suitability of each planned
15 community, and shall be set through analysis supporting each planned
16 community master plan. A planned community master plan approved in
17 accordance with the Planned Communities Criteria shall serve to
18 implement the Comprehensive Plan for that community area.

19 Section 4. DEVELOPMENT AGREEMENTS. That phasing of planned
20 communities through development agreements between the communities
21 developers and the City as well as other appropriate units of local
22 government should be established as an appropriate mechanism to
23 assure reasonable and equitable allocation of financial
24 responsibility for capitalization, operation, maintenance, and
25 rehabilitation of public services and facilities in the Planned
26 Communities.

27 Section 5. PLAN RANKING. That planned community master plan
28 ranking relationships are as follows:

29 A. Planned community master plans will implement and be
30 compatible with the Rank One Comprehensive Plan.

31 B. Planned community master plans will implement and be
32 compatible with relevant Rank Two plans. However, planned community
33 Level A Community Master Plans may, when specifically so adopted

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1 constitute or contain an amendment to a Rank Two Area Plan
2 previously adopted. Where no Rank Two Area Plan has been adopted,
3 the planned community master plan shall be adopted as a Rank Two
4 plan.

5 C. Planned community Level B Village Plans shall be
6 adopted as Rank Three plans; they shall not conflict with other Rank
7 Three plans affecting the same area. However, Level B Community
8 Master Plans may, when specifically so adopted, constitute or
9 contain an amendment to relevant Rank Three plan previously adopted.

10 PASSED AND ADOPTED THIS 15th DAY OF October, 1990.

11 BY A VOTE OF 8 FOR AND 0 AGAINST.

12 Yes: 8
13 Excused: Yntema

14
15 
16 Steve D. Gallegos, President
City Council

17
18 APPROVED THIS 5TH DAY OF Nov., 1990

19
20 
21 Louis E. Saavedra, Mayor
City of Albuquerque

22
23 ATTEST:

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25 
26 Karen Acuna
City Clerk

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33

RESOLUTION AR 158-90

1
2 ADOPTING CRITERIA TO GUIDE THE PLANNING AND DEVELOPMENT OF PLANNED
3 COMMUNITIES IN THE RESERVE AREA AND PARTS OF THE RURAL AREA, AS SPECIFIED IN
4 THE ALBUQUERQUE/BERNALILLO COUNTY COMPREHENSIVE PLAN.

5 WHEREAS, the Board of County Commissioners, the governing body of the
6 County of Bernalillo, has retained authority to adopt master plans for the
7 physical development of areas within its jurisdiction, as authorized by
8 Sections 4-57-1 and 4-57-2, NMSA 1978; and,

9 WHEREAS, County zoning regulations and restrictions are to be in
10 conformance with a Comprehensive Plan as provided by Section 3-21-5 NMSA 1987;
11 and

12 WHEREAS, in adopting resolution no. 103-88, the County directed the
13 preparation of criteria governing the size, configuration, land use mix,
14 densities, and other features of planned communities, and

15 WHEREAS, the County Planning Commission and Board of County Commissioners
16 recognize the need for intermediate policy guidance which can link specific
17 zoning and subdivision regulations to the general Reserve and Rural Area
18 Planned Community policies of the Comprehensive Plan; and

19 WHEREAS, the County Planning Commission and Board of County Commissioners
20 recognize the need for a phased approach to the long-range development of new
21 Planned Communities in appropriate parts of the Reserve and Rural Areas and in
22 accordance with special agreements between community developers and local
23 government regarding the financing, operation, and maintenance of public
24 services; and,

25 WHEREAS, the attached Planned Communities Criteria are promulgated in
26 recognition that proposed planned communities are likely in the future, and
27 the criteria are not intended to promote such communities or to suggest any
28 lack of public support to infill or redevelopment within present public
service areas; and

1_ . WHEREAS, the Planned Communities Criteria have been developed
2_ through supporting technical studies and cooperative effort of private
3_ community developers and local government, with review and comment by
4_ a variety of other interest groups and the public.

5_ BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS, THE GOVERNING
6_ BODY OF THE COUNTY OF BERNALILLO:

7_ Section 1. ACCEPTANCE OF PLANNED COMMUNITIES CRITERIA: POLICY
8_ ELEMENT. That the Planned Community Criteria: Policy Element,
9_ attached hereto and made a part hereof, are accepted and approved in
10_ fulfillment of Subsection 2.D of Resolution 103-88, conditioned upon
11_ public hearing and approval by the Bernalillo County Commission and
12_ the Albuquerque City Council of the following amendments to the
13_ Albuquerque/Bernalillo County Comprehensive Plan; Reserve Area section,

14_ Policy II.B.2.b. first paragraph:

15_ "Overall gross density shall not exceed ~~two~~ three
16_ dwelling units per acre; ~~and~~ density transfer
17_ (clustering) shall be used to accomplish
18_ appropriate urban densities in planned communities
19_ while ensuring an open space network within and
20_ ~~buffer~~ around them.

21_ Within this overall density policy, housing
22_ densities and land use mix, open space,
23_ infrastructure size and location, and other public
24_ services and facilities are to be prescribed
25_ through rank two plans or rank three plans." and
26_ also

27_ Policy II.B.2.c.

28_ "Development within Reserve Areas shall take place

1_ either in accordance with an approved planned community
2_ master plan (up to three dwelling units per acre), or in
3_ accordance with the standards

4_ applicable to Rural Areas."

5_ and also

6_ Policy II.B.2.d.

7_ "A planned community master plan approved in
8_ accordance with this section and more specific
9_ development criteria shall ~~be considered an~~
10_ ~~approved amendment to~~ serve to implement the
11_ Comprehensive Plan Map. A planned community
12_ ~~sector development~~ master plan shall not be
13_ approved if it fails to demonstrate its own sense
14_ of place, self-sufficiency, environmental
15_ sensitivity, separation from ~~either~~ the contiguous
16_ Albuquerque urban areas by permanent open space
17_ and, ~~if within the Rural Area~~, the provision of
18_ infrastructure which is not a net expense to the
19_ City."

20_ Section 2. INTENT OF POLICY ELEMENT.

21_ A. These criteria provide intermediate level policy guidance and
22_ should be used to guide the process as well as the size, configuration, land
23_ use mix, densities, and other features of individual planned communities.

24_ B. Implementing regulations should be prepared by the City Planner,
25_ consistent with this resolution.

26_ Section 3. RELATIONSHIP TO COMPREHENSIVE PLAN. That the provisions of
27_ Comprehensive Plan Goal II.B.2., concerning the Reserve Area, and Goal II.B.3,
28_ concerning the Rural Area, together with the adopted policies under those
goals which relate to planned communities, govern the development of planned

1 communities.

2 A. The more detailed material in the attached criteria are
3 appropriate to guide development of planned community master plans, provided
4 that the fundamental goals and policies of the adopted Comprehensive Plan are
5 followed.

6 B. In the Reserve Area, the City/County Planner and the County or
7 Environmental Planning Commission may recommend and the Bernalillo County
8 Commission and/or City Council, as appropriate, will consider planned
9 community master plans which contain a gross overall density within the plan
10 boundaries of up to 3.0 dwellings per acre. Developments within the Reserve
11 and Rural Areas which do not conform to these criteria and submittal
12 requirements are subject to the development policies contained in the
13 Comprehensive Plan for development not within planned communities.

14 C. In Rural Areas, the City/County Planner and the County or
15 Environmental Planning Commission may recommend and the Bernalillo County
16 Commission and/or City Council, as appropriate, will consider planned
17 community master plans which contain a gross tract density (within the
18 community master plan boundaries) of up to 2.0 dwellings per gross acre.

19 D. Overall gross densities of dwelling units per acre established as
20 policy in the Comprehensive Plan are a general guide for land use intensity in
21 Reserve and Rural Areas; specific densities within a given planned community
22 may be less than the Comprehensive Plan overall gross density figure,
23 depending upon the characteristics and development suitability of each planned
24 community, and shall be set through analysis supporting each planned community
25 master plan. A planned community master plan approved in accordance with the
26 Planned Communities Criteria shall serve to implement the Comprehensive Plan
27 for that community area.

28 Section 4. DEVELOPMENT AGREEMENTS. That phasing of planned communities
through development agreements between the communities, developers and the

1

1 City as well as other appropriate units of local government should be
2 established as an appropriate mechanism to assure reasonable and equitable
3 allocation of financial responsibility for capitalization, operation,
4 maintenance, and rehabilitation of public services and facilities in the
5 Planned Communities.

6 Section 5. PLAN RANKING. That planned community master plan ranking
7 relationships are as follows:

8 A. Planned community master plans will implement and be compatible
9 with the Rank One Comprehensive Plan.

10 B. Planned community master plans will implement and be compatible
11 with relevant Rank Two plans. However, planned community Level A Community
12 Master Plans may, when specifically so adopted constitute or contain an
13 amendment to a Rank Two Area Plan previously adopted. Where no Rank Two Area
14 Plan has been adopted, the planned community master plan shall be adopted as a
15 Rank Two plan.

16 C. Planned community Level B Village Plans shall be adopted as Rank
17 Three plans; they shall not conflict with other Rank Three plans affecting the
18 same area. However, Level B Community Master
19 Plans may, when specifically so adopted, constitute or contain an amendment to
20 relevant Rank Three plan previously adopted.

21
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1 PASSED, ADOPTED, APPROVED AND SIGNED THIS 23 DAY OF OCTOBER 1990

2 BOARD OF COUNTY COMMISSIONERS

3 COUNTY OF BERNALILLO, NEW MEXICO

4 Eugene M. Gilbert

5 Eugene M. Gilbert, Chairman

6 Albert Valdez

Albert Valdez, Vice Chairman

7 Patricia H. Cassidy

8 Patricia H. Cassidy, Member

9 Jacquelyn Schaefer

Jacquelyn Schaefer, Member

10 Henry Gabaldon

11 Henry Gabaldon, Member

12 ATTEST:

13 James R. Reddin, Deputy

14 Gladys Davis, County Clerk

15 THIS RESOLUTION WILL BECOME EFFECTIVE ON: OCTOBER 23, 1990

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1 following "Medium to High Density Residential" to read "(townhouses,
2 multi-story apartments, bed and board and shelter care facilities)."

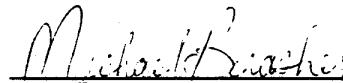
3 B. On page 25, under Village Center/Permissible land uses
4 "In or Adjacent to Core Area," amend the items in parentheses
5 following "Medium Density Residential" to read "(garden apartments,
6 townhouses, bed and board and shelter care facilities)."

7 C. On page 36 (Level A Submittal Requirements, Environment
8 and Open Space), amend item C.7. to read "Strategy for wastewater
9 and solid waste management/recycling, including provision for waste
10 reduction strategies, and landfill options as necessary."

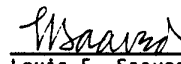
11 PASSED AND ADOPTED THIS 20th DAY OF February, 1991.

12 BY A VOTE OF 8 FOR AND 0 AGAINST.

13 Yes: 8
14 Excused: Griego

15 
16 _____
17 Michael Brasher, President
18 City Council

19 APPROVED THIS 27th DAY OF February, 1991

20 
21 _____
22 Louis E. Saavedra, Mayor
23 City of Albuquerque

24 ATTEST:
25
26 _____
27 City Clerk

PLANNED COMMUNITIES CRITERIA

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PREFACE

The resolutions adopting the Albuquerque/Bernalillo County Comprehensive Plan required the City Planner to propose planned community criteria for adoption by the City and the County which would more specifically define the Comprehensive Plan's policy intent. This document is the result of a year long effort by a public and private sector task force to provide goals, policies, and criteria governing the size, configuration, land use mix, densities, and other features of planned communities in the Rural and Reserve Areas of the Comprehensive Plan.

In addition to the Planned Communities Criteria, the Planned Communities Task Force will study the need and make recommendations for:

- a revision of the City and County zoning ordinances with possible additional sections
- the use of development agreements
- revisions to the State Enabling Legislation
- a new chapter of the Development Process Manual prescribing detailed standards and procedures not included in the zoning ordinance revisions

Together these documents will provide the overall performance criteria and implementation tools for future planned communities.

The Rural and Reserve Areas are presently located outside of the City of Albuquerque in Bernalillo County. While some of these areas are adjacent to the existing City limits, most are not. An annexation agreement analysis should be an integral part of the development agreements study and annexation regulations reviewed in conjunction with the State enabling legislation.

This Planned Community Criteria document provides guidance upon which developers can prepare planned community master plans and a framework for review of these plans by the City and County. Due to the long term nature of planned communities, these criteria have been developed to allow flexibility and phasing of development within a three-tiered process of Community Master Plan, Village and/or Community/Employment/Urban Center Plan, and Subdivision/Site Plan. Although acreages and service areas are provided within this document as guidelines, the determination of the size and configuration of Communities and Community Centers, Villages, and Village Centers, Neighborhoods and Neighborhood Centers will be established based on population, land use, zoning, and demographic factors. Specific densities within planned communities will be based upon a planned community master plan developed in accordance with these criteria.

The planned community master plan will be a direct implementation of the goals and policies outlined in the Comprehensive Plan and this document. Planned community master plans will implement and be compatible with relevant Rank Two plans, though Level A planned community master plans may be an amendment to a previously adopted Rank Two plan. Where no Rank Two Plan has been adopted, the Level A planned community master plan shall be adopted as a Rank Two Plan. Planned Community Level B plans will be adopted as Rank Three plans. It is the intent of this document to encourage large property owners to engage in comprehensive master planning prior to land sales of smaller parcels. It should also encourage smaller parcel holders to assemble their contiguous lands together into units of a planned community, for example a village.

A description of existing conditions is included as Appendix A to provide a thorough overview of the character and setting of the Reserve and Rural Areas subject to the Planned Communities Criteria (see also the Comprehensive Plan map at end of Appendix E). In addition, a comparison of "planned communities" in other parts of the United States appears as Appendix B. This comparison is of five examples in different locational and political contexts, of various size, age, ownership characteristics, and objective. The examples are provided as a contrast to the Albuquerque vision of planned communities as expressed in this criteria document, in hopes that a thorough and clear definition results.

It is important to note that these criteria are presented here by direction of the City Council and Bernalillo County Commission in acknowledgement of the fact that planned communities are likely to be proposed in the Reserve and Rural areas within the foreseeable future. Presentation of the criteria is in no way intended to indicate an abandonment of commitment to the existing city and its public service needs, or of commitment to infill and redevelopment. It is, rather, a recognition of the probability of new planned communities and statement of policies to shape them into maximum conformance with the Comprehensive Plan when they do happen.

Promulgation of these criteria also is not a fully studied validation of City support to new development beyond present service areas and facilities. Regional, technical appraisals of the overall costs and benefits of different growth scenarios need to be done by local government, resulting in a "baseline" recommended scenario against which any new development, planned community or otherwise, can be measured and its consequences determined. Information bases and computerized modeling tools are becoming available for transportation systems, water resources, environmental assessment, and general fiscal impact analysis.*

*As of Spring 1990, a City of Albuquerque interagency team made up of Planning Division, Public Works, Capital Improvements Programming Division, Redevelopment Division, and the Department of Finance and Management is working on the acquisition of a computerized fiscal impact analysis model. The model can be used to test the service and fiscal costs and benefits to the City of any major land use proposal, including planned communities and any part or phase of a planned community. The model will be used to determine the City's position in entering into any development agreement.

1. INTRODUCTION

Over the past twenty years large-scale planned communities have been tested and refined in many areas of the country. Columbia, Maryland was started in the mid 1960's; Las Colinas, Texas and Ocotillo, Arizona are other examples begun much more recently. During the same period of time, standard planning and subdivision practices developed over fifty years have been applied to our community. Certain drawbacks have resulted from standard development practices which the "Planned Community" can improve upon. These concerns reflect the inability of standard practices to meet certain community planning goals, including:

- Provision for better access and mobility as well as alternative modes of transportation
- Accommodation and encouragement of economic diversity in housing and employment
- Proximity and connection of housing areas to employment areas
- Preservation of environmental features
- Sense of community identity

Planned community developments usually aim to improve on approaches of the past--to do a better job, more sensitive to environmental concerns and the provision of a comprehensive mix of land uses. Through planned infrastructure, recreational facilities, multi-modal transportation networks, employment areas, and mixed-use activity centers, these planned communities provide the opportunity for residents to live, work, shop, and play within the same community.

One major opportunity of planned communities is the interaction and interconnection among land uses and neighborhoods within the community and the provision of community-wide open space networks which act as non-vehicular parkways.

New communities can minimize landform disturbance, capturing instead the hills, valleys, water courses, vegetation, escarpments, and other natural features as visual and environmental assets to the community. Each community can use low water-requiring landscaping and minimize impervious surfaces so that wherever feasible, water courses and their flood plains may be developed for recreational uses in their natural state rather than having to be channelized.

These communities can provide social, recreational, service, commercial, and employment uses in centers connected to residential areas in a way which accommodates walking or bicycling as conveniently as the car. The communities can connect conveniently to metropolitan/regional infrastructure, services, and open space systems and help to implement areawide objectives.

Overall, the planned community can become a special place with a unique sense of identity, where activities are mixed, housing types are affordable and diverse, and local streets can serve as social connectors rather than strictly as traffic movers. The mixture of uses in and around activity centers can help promote lively activity throughout the day and into the evening. Each successful planned community strives for a mix of housing and jobs suitably matched to each other socially and economically.

Foreseeable and reasonable trends affecting where and how future residents live in the Albuquerque area, coupled with the large landholdings in the Reserve and Rural Areas, give the City and County an unique opportunity to guide the long-term development of exceptional living environments. Albuquerque can become a leader in building communities which respond positively to changing demographics, work habits, life styles, and environmental and cultural settings.

2. STATEMENT OF INTENT

PROBLEM STATEMENT

Development review in the City of Albuquerque and Bernalillo County is conducted on the project level, concentrating on the site plan or subdivision review. Although this encourages well designed individual projects, developments do not necessarily relate well to the city, other land uses, or surrounding neighborhoods. Infrastructure and community service planning is reactive--often relying on conditions which can radically change based upon specific projects and their impact upon the system. This can result in costly system improvements and tends to severely affect the later development in a given area (e.g. Transportation corridors are developed without knowing the ultimate demand that will be placed upon them, continually necessitating costly improvements and redesigns).

Air quality deterioration and traffic congestion are closely related. Poorly distributed land uses--particularly housing, jobs and services--coupled with a finite number of arterial connections between the developing fringe areas and the city core, diminish air quality.

Transit ridership is declining while car ownership and vehicle miles traveled are increasing. The form of the existing city, with its low density and multiple destinations, makes traditional mass transit solutions difficult to implement. This lack of real options to a continued reliance upon the automobile poorly serves those members of the community who do not drive, and families who have only one car.

Not all housing needs are being satisfactorily met. Despite an often expressed desire for variety of neighborhood and housing types, cost and character, there is a growing homogeneity in residential development. Older neighborhoods are often sliced apart by arterial roads. The most common housing form on the market is the detached single family home, in spite of recent shifts in household makeup and income requirements for home ownership. Changes occurring in family structure, in the work force, and in demands placed upon an individual's time may lead to a need for alternative subdivision or housing design.

Recent City financial analyses reveal substantial, growing needs for public facilities maintenance and rehabilitation. Future communities must be designed on a different basis, with emphasis on efficient urban form that promotes fewer and shorter auto trips, transit and ridesharing, and lower public facility maintenance requirements. Financing must be through public/private partnerships which protect existing taxpayers and ratepayers from a disproportionate burden of the costs of new communities. These partnerships will be defined through development agreements. A cost-benefit analysis will be used to determine the ability of the proposed development to meet the no-net expense provision of the Comprehensive Plan.

PLANNED COMMUNITY DEFINITION

A planned community typically consists of 4 to 8 villages on 5,000-10,000 acres with sufficient population to support (require) community-scale civic and commercial services located within a community center. The land use mix within a planned community should promote self-sufficiency, with approximately one half the land area devoted to residential uses, up to one-fifth devoted to open space, and the remainder to non-residential service and job-producing uses. (See Appendix B)

The planned community approach to suburban development allows planning of specific residential areas and business districts within a larger planning context. This planning context often has a downward "ripple effect" of benefits to the subdivision and site plan level, making better individual projects, and reducing the isolation and discontinuity that often plagues many developments.

Planned communities constitute a relatively new and more advantageous approach to development of properties at the urban fringe. They have evolved from mixed-use Planned Unit Developments (PUD's) in response to economies of scale and the specialization of the land developments as part of the overall real estate development process. Because planned communities have long build-out periods (up to 50 years) and are a varied and evolving type of land development, they require flexible planning approaches. Planned communities are typically characterized by the following:

1. Large land holdings, usually under a single ownership, and with a master developer controlling an overall masterplan guiding the development of specific parcels by other developers and builders
2. Location on the urban fringe with little in the way of existing development or infrastructure.
3. Proximate to existing, sometimes high-growth suburban areas;
4. Wide range of activities, land uses, housing types, and price ranges;
5. Hierarchy of land uses and multi-functional activity centers;
6. Community open space and preservation areas;
7. Consistent urban design and landscape standards;
8. Integrated, multi-modal transportation network;
9. The systematic and financially responsible provision of services and facilities through phased, integrated, and timely construction of infrastructure;

Planned communities can offer many benefits to their residents and the city in which they are located. These benefits include:

1. A more balanced community, offering alternative modes of travel (bicycle and pedestrian, transit and paratransit), and schools, parks, and commercial areas conveniently located to neighborhood residents;
2. Enhanced environmental, cultural/historical and scenic protection;
3. Activity centers which concentrate commercial, public, recreational, and higher density residential land uses;
4. Effective integration between neighborhoods and community amenities;
5. Greater diversity of housing types, cost and accessibility, with incentives for units specially built for elderly and handicapped and for those constructed to provide affordable housing.
6. Enriched social life through the appropriate mixture of land uses, better linkages among uses and activity centers, and the creation of a stronger community identity;
7. Reduced trip lengths and traffic congestion through provision of a compatible mix of land uses and alternative modes of transportation;
8. Stimulation of business and economic development opportunities through the provision of planned employment areas in conjunction with the appropriate transportation and community facilities;
9. Community open space allowing for the development of an integrated system of trails, parks, and stormwater management;
10. A flexible long-term development responsive to changing market conditions and trends

Well-timed and well-executed planned communities are good for the land, people, and institutions. They provide the opportunity to create better neighborhoods and therefore better living and working environments.

APPROACH

The Planned Community Task Force developed the following items in preparing this criteria document:

1. An outline of current socio-economic and development trends using existing national, state, and local data.
2. An analysis of these trends, and their potential impact upon future development within planned communities.
3. Performance Objectives (criteria) which will be used to review and evaluate planned communities when proposed.
4. Requirements for submittal and processing of Planned Community Master Plans as well as subsequent, more detailed plans (village, subdivision, activity centers, etc.).

3. TRENDS, ANALYSIS, AND IMPLICATIONS FOR PLANNED COMMUNITIES

Demographic and economic trends indicate that the Albuquerque region will experience growth in the coming decades, though perhaps at a slower rate than in the past two or three decades. Unless local government initiatives succeed in improving conditions for infill and redevelopment, planned communities in the Comprehensive Plan Reserve and Rural Areas could satisfy a significant proportion of emerging demand for housing and supporting non-residential activities.

While office, industrial, and retail land uses are not likely to be high in near-term demand in planned communities, all land use activities will be in the longer term. As planned communities mature, they can achieve a more favorable balance between employment and residences. Complex factors work against this integration, so developers and local government must exert conscious design control to create and maintain the balance.

Following is a more thorough analysis of trends and their implications for employment, housing, land use and transportation.

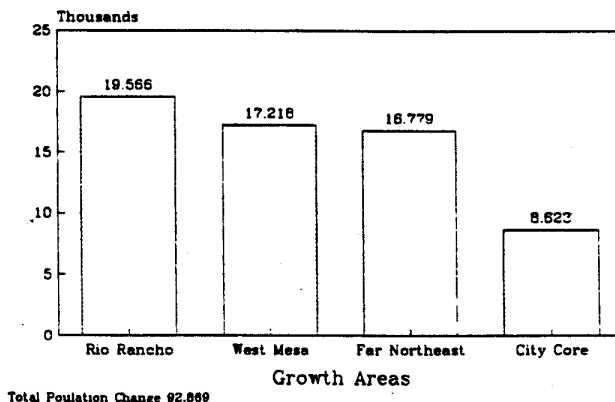
POPULATION

Data/Trends

The Albuquerque metropolitan area⁽¹⁾ population in 1980 was 427,068 and is projected to be 538,973 in 1990, representing a 2.4 percent annual compound rate of growth this decade. Since 1985 the metropolitan area has seen population grow at a slightly faster rate - 2.7 percent annual average rate, from 480,278 in 1985 to 519,972 in July, 1988.

In addition, approximately 40,000 more people live in smaller, outlying communities⁽²⁾ which are integral to the Albuquerque urban area. Population growth during the 1980's has been substantial, ranging from a low of 1.71 percent (1980-81) to a high of 2.80 percent (1986-87). The location of population growth within the Albuquerque metropolitan area however has been concentrated in a few areas. The high-growth areas were Rio Rancho, the West Mesa and the Far Northeast Heights. The following chart illustrates this pattern.

POPULATION CHANGE 1980 to 1988



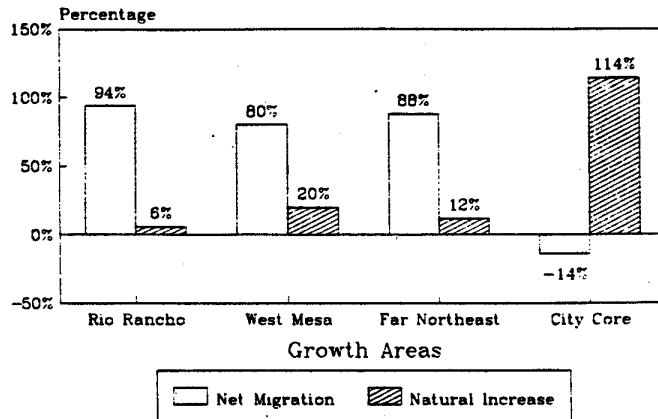
(1) Albuquerque/Bernalillo County, KAFB and Rio Rancho

(2) Including Corrales, Bernalillo, Placitas, and Bosque Farms/Los Lunas

Furthermore, the components of population change during this time period have also varied substantially from area to area.

Net migration, that is in-migration less out-migration, has accounted for approximately 59 percent of total metropolitan area population growth from 1980 through 1988. Natural population increase, i.e. births less deaths, accounted for only 41 percent. For some areas, most notably the rapidly growing urban fringe, total population growth was due almost exclusively to net migration, while older established city areas' growth was almost entirely due to natural increase. The following table illustrates these characteristics.

GROWTH CHARACTERISTICS 1980 to 1988



Total Population Change 92,869

As the foregoing review indicates, suburban communities often attribute more than 80% of their population growth to net migration. Migrants to Albuquerque come most often from Northwest and Midwest regions of the U.S., with substantial movement back and forth between neighboring states, particularly Texas and Arizona. Similar movement has characterized residents moving to Albuquerque from California, although positive net in-migration from California may soon be the trend.

For the 1990's Albuquerque is projected to experience a somewhat slower rate of growth at a 1.9 percent annual average, or approximately 10,900 new persons per year (compared to an annual average of 11,600 for the 1980's). But even at this lower rate of growth, Albuquerque will be growing faster than the U.S. as a whole. Nearly 65% of this growth will occur in locations at the urban fringe. These suburban locations may experience growth rates 3 to 5 times the metropolitan average.

Even with the general aging of the "baby boom" generation, the Albuquerque metro area will exhibit a younger age profile than the U. S. due to high birth rates; and high net migration. High-growth areas at the urban fringe will have an even more youthful age structure because of the attractiveness of these locations for young growing families. Nationally, the fastest growing segment of the population during the 1990's will be the 45 to 54 age group, followed by 35-to 44-year olds, and then the 55 to 64 age group.

For the Albuquerque metropolitan area, the 45 to 64 age group is projected to have the fastest growth for the metro area, while substantial growth in the under 14 age group is also anticipated. Consistent with national trends, the

Albuquerque age group of 25-to 34-year olds is expected to actually decline between 1989 and 2000, a reflection of the low birth rates during the early 1970's. Rapidly growing new developments at Albuquerque's urban fringe are projected to have even more rapid growth in the under 14 age segment--almost 7 times the metropolitan average.* The fast growing--45 to 64 age group is expected to grow at nearly 3 times that of Albuquerque as a whole. By the year 2000, 40% of the population will be over 55. This pattern of segmented population growth would probably be typical of new planned communities.

There have been dramatic shifts in family structure over the past two decades. In 1970, according to the U.S. Bureau of the Census, 71% of households consisted of married couples with children. By 1980, the figure had dropped to 61% and the trend is projected to continue on into the year 2000, dropping to 53% of households. Only 10% of households consist of a father in the labor force, a mother not in the labor force and children under 18 years of age. Over 2/3 of married women with children work outside the home today.

Implications

Sustained population growth during the 1990's and, in particular, projected rapid growth at the urban fringe, would enable planned communities to capture a significant proportion of new growth, especially if infill and redevelopment projects are only modest. (The 1988 Comprehensive Plan notes that 60,000 additional dwelling units could be built on Albuquerque's vacant, residentially - zoned land if it were all available.)

High levels of net migration at the urban fringe could mean a relatively high demand for housing within new planned communities. While the vast majority of housing needs for growing families and mature couples continues to be met by a single family detached product, the dramatic changes in population age characteristics, household structure and workforce participation suggest ramifications in future housing stock, commercial markets and urban form.

Due to a high rate of in-migration, new residents within planned communities are likely to prefer housing styles with which they are familiar, such as traditional, California or Southwest regional architecture.

A relatively young age structure within planned communities makes educational, recreational and family activities important community amenities. Paying the costs of education will be a growing challenge. Since planned communities are anticipated to attract a significant proportion of the statistically large "elderly" population in addition to growing families, successful new communities will target some social, cultural and recreational amenities to this group also.

Developers/Builders dealing with 1) the dilemma of affordability by younger buyers and 2) community preferences desired by older, more efficient buyers, will seek regulatory flexibility in an effort to balance the products and home-lifestyle choices in accordance with a longer-than-customary project buildout.

*Overall, Albuquerque Public Schools (APS) projects a consistent but slower rate of growth in school-age population for the 1990's, followed by a decline in the lower grades around the year 2000. Beyond 2000, APS projects the areawide long-term trend in school-age population to be downward. District operations and maintenance requirements are expected to remain constrained by limited budgets, and rehabilitation costs to grow with the aging of existing facilities system-wide.

EMPLOYMENT

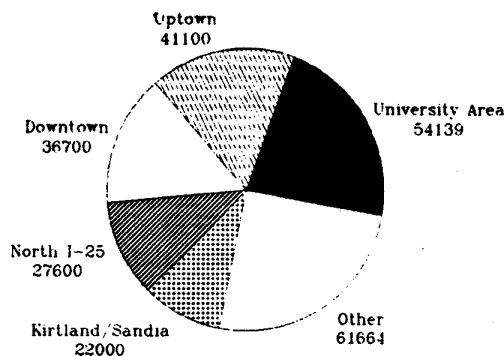
Data/Trends

Total nonagricultural employment for the Albuquerque metropolitan area totalled 243,203 in 1988. From 1960 to 1988, Albuquerque's employment grew at a 3.9 percent compound average annual rate. More recently, the Albuquerque metropolitan area grew at an annual average rate of 4.2% between 1985 and 1988. Currently employment is growing more slowly, at a rate of approximately 2.0%. Since 1960, Albuquerque has seen the strongest growth in the services and trade sectors. This reflects Albuquerque's growing role as a trade and services center for the state and the region.

Government has historically been a major factor in the Albuquerque economy. By 1988, civilian, federal, state and local government workers totalled 47,730, or almost 20% of the total metro area non-agricultural employment. The federal share of Albuquerque employment including both civilian and military employees, is approximately 24,000 employees or nearly 11% of the metro total. This is made more significant by the fact that a variety of other private sector jobs exist in support of the federal employment.

Five major employment centers exist within the Albuquerque metro area. Together they account for almost 75% of the total metro area employment. The greatest concentration of employment occurs in the University area and includes health care services, retail trade and education (government) employment. The Uptown vicinity is the next largest with employment primarily in the services and retail sectors. The Downtown area is a close third with the majority of employment in local government, services, utilities, finance and insurance. The North I-25 Corridor has a concentration in the manufacturing and service sectors. Finally, the Kirtland Air Force Base / Sandia National Lab area has approximately 22,000 employees in the military, civil service, and research and development areas.

EMPLOYMENT AREAS Albuquerque Metropolitan Area



1988 Total Employment = 243,203

The Albuquerque metropolitan area is projected to have a faster rate of employment growth (at 2.24 percent) than the U. S. as a whole (as much as 1.8 percent). The employment sectors with the highest rate of growth will be manufacturing, construction, retail trade, and tourism. Although suburban locations will experience high rates of growth for employment, this will be primarily due to the relatively small existing employment base at the urban fringe. The vast majority of projected employment growth, almost 60 percent, will be at locations close to the city core, while the West side is expected to provide approximately 10,500 new jobs by 2000 or 16% of the metro total. The present base of 12,300 employees will increase by an annual average growth rate 7.1%. Employment in the Northeast Heights is expected to grow by approximately 8,000 new jobs by the year 2000 or 12% of the metro total. The present base of 21,600 will grow by 3.1% per year to 29,600. The number of two-earner households will continue to increase.

Implications

Continued metropolitan area economic and population growth, even at rates somewhat lower than the rapid pace of the early 1980's, will be greater than the nation as a whole. This growth will probably be sufficient to make planned community development economically viable in the coming decades. Through economies of scale, planned communities potentially provide lower cost land to employers than do many areas of the existing city.

While job growth within planned communities may be dramatic, employment levels will not reach those associated with the existing urban core--Downtown, UNM/Airport, North I-25 or Uptown--until planned communities reach maturity. The opportunity to attract a diversity of new employers could exist within planned communities. However, the newer communities, being further away from the predominant, existing job centers, may find it necessary to provide some sort of extra, stimulating attractions to capture a self-sustaining portion of job growth early in the development process.

HOUSING MARKET

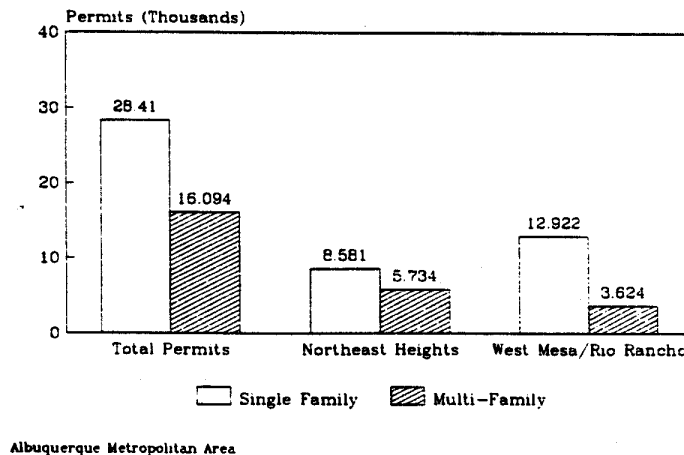
Data/Trends

Although the pace of residential construction in Greater Albuquerque has been uneven throughout the 1980's, the Greater Albuquerque area (including Rio Rancho) has averaged more than 4,900 total residential building permits per year. From a period of very slow residential construction in 1981 and 1982, Greater Albuquerque's housing market bounced back in 1983 through 1986 when the area averaged over 7,100 total residential building permits per year. The boom was driven by an expanding national economy, a sharp decline in interest rates and favorable tax provisions for real estate investments. An average of 4,012 single family housing permits were issued each year during this time, while multi-family permits grew to 3,102 per year. The pace of residential construction slowed markedly in 1987 and 1988, particularly new apartments, due to multi-family over-building and the repeal in 1987 of the accelerated depreciation tax law. Only 1,009 apartment units were permitted in 1987 and even fewer -- 353 -- were issued in 1988.

Albuquerque's growth during the next decade will see a shift in single family activity from the Northeast Heights to the West Mesa, including Rio Rancho. During the 1980 through 1988 time period, 28,410 single family permits were issued in the Albuquerque metropolitan area. Of this total, 46% were issued on Albuquerque's West Mesa and Rio Rancho, while 30% were issued in the Northeast Heights. By year end 1988, 17% (23,905 units) of Albuquerque's single family housing stock was built/located on the West side and in Rio Rancho and 25% (36,418 units) had been built in the Northeast Heights, with the balance in more mature Albuquerque neighborhoods.

From 1980 through 1988, 16,094 multi-family permits were issued in the Albuquerque metropolitan area. Of this total, 23% were issued on Albuquerque's West Mesa and Rio Rancho, while 36% were issued in the Northeast Heights. In addition, the Downtown, University of New Mexico and North I-25 Corridor areas represented almost 30% of the total multi-family permits issued during this period. At year end 1988, 9% (4794 units) of Albuquerque's multi-family housing stock was located on the West side and in Rio Rancho and 23% (12,738 units) had been constructed in the Northeast Heights. In addition, nearly 45% (24,998 units) had been built in the downtown, University of New Mexico, and North I-25 Corridor areas.

RESIDENTIAL BUILDING PERMITS 1980 to 1988



Albuquerque Metropolitan Area

Prospects for the 1990's residential construction are steady. For single family homes, the Albuquerque market is expected to perform at nearly historic levels in the 1990's--3400 units per year, versus 3600 units per year for 1980 to 1988. The overbuilt multi-family market, coupled with lagging demand, will limit new multi-family construction in the foreseeable future to about 60% of the 1980's pace, or 1200 units versus 2000 units annually. The expected metropolitan area residential "split" - single family versus multi-family, will be 74% new single family units and 26% new multi-family units, while new residential construction at suburban locations will tend more toward single family units at 80 to 90 percent.

Most of the new residential construction will be at urban fringe locations which include Rio Rancho, the West Mesa, and the Far NE Heights. In addition, the South Valley communities of Los Lunas and Belen, and the East Mountain area are expected to capture an increasingly greater share of the single family market because of several important planned communities emerging at these locations, in particular Rio Communities in Belen, Sun Ranch at Los Lunas, and Mountain Ranch on the east slope of the Sandia Mountains.

Nationally, during the next decade nearly two-thirds of all home-buyers are expected to be traditional married 35 to 54 year old households who are moving up. The housing needs of this segment will be diverse, including families, empty-nesters, and early retirees. Homebuyers in this group are expected to continue to demand bigger homes - up today by an average of 230 square feet since 1982. Housing, both nationally and in Albuquerque, will tend to become more segmented and tailored to the individual needs and preferences of each market sub-group.

The unmet housing needs of young individuals and families will be more tenuous. Because of the projected decline in the typical starter home age group, i.e. 25 to 35, and sizable unsatisfied demand from those unqualified for ownership during the last decade, the starter home age profile has gotten older. Assuming that national economic expansion continues and pressure for low long-term interest rates continues, substantial demand for affordable starter homes could be unleashed.

Implications

Competitive land prices which enable affordable housing, relatively low density, and significant open space and amenities, could all combine to make planned communities an attractive residential location.

Successful planned communities would address all residential market potentials, from starter homes to move-up to scaled down, high-amenity homes. Greater market segmentation in housing means smaller project size and individualized site design features. For this reason, planned community development requires more flexibility relative to subdivision design criteria and a greater degree of coordination by the master community developer.

LAND ABSORPTION

Data/Trends

Recent vacant land and infill studies for Albuquerque indicate more than 15,000 acres of vacant land within the Established and Developing Urban areas. While some infill development is occurring, barriers still exist which must be confronted through public policy and private initiatives if more infill development is to become feasible.

Factors which hinder infill in Albuquerque and make growth in developing areas more competitive, include:

1. Land prices which are high in relation to the sale or lease value of new infill development.
2. High land development costs on sites which have irregular topography, drainage problems or inadequate infrastructure.
3. Higher construction costs. Economies of scale, which are possible with some types of development, cannot be achieved with individual buildings. Permit and utility fees, financing costs, and other expenses are set at scales which favor larger projects.
4. Uncertainty in obtaining development approvals and carrying costs of land during processing if a change in platting or zoning is required, as it has been with over one-third of recent infill projects.
5. Generally lower profit margins for infill developers. Major builders tend to avoid infill development.
6. A lack of appropriately zoned sites of a suitable size for the types of development which major builders favor.
7. The absence of a market or additional costs of recruiting a market for infill in declining or depressed neighborhoods.

Implications

In spite of statistical availability of a great deal of vacant land in the Established and Developing Urban Areas, difficulties surrounding their development make planned communities in the Reserve and Rural areas potentially viable and cost-competitive alternatives to meeting the land needs of urban development, even perhaps by the year 2000. This is especially true if local government takes no concerted action to mitigate barriers and assist infill development in a similar fashion to the City's Redevelopment program.

ENVIRONMENT/OPEN SPACE

Data/Trends

The Albuquerque/Bernalillo County area is characterized by dramatic natural features which give it special identity. The Sandia Mountains and foothills, the Rio Grande Bosque, the volcanoes and associated arroyos and their floodplains are the primary features comprising the Major Public Open Space network delineated by the Comprehensive Plan. These lands contain a total of more than 40,000 acres.

While the Major Public Open Space network can meet regional needs for conservation, recreation, public safety, and urban shaping, there are also localized needs down to the neighborhood level for open space to serve similar purposes. Preservation and sensitive treatment of regional and local environmental resources is a growing community interest across the nation and in the Albuquerque area. Open space and recreational amenities are common market expectations in most new developments today. Americans want such opportunities close to home, in the very areas often being paved over or wasted by conventional development practices. Environmental awareness has increasingly become a mainstream phenomenon, affecting peoples expectations for protection of the public safety and welfare as well as provision for a healthy recreational and aesthetic environment.

Citizen groups representing existing neighborhoods commonly resist the infilling of vacant lands nearby simply because they have become accustomed to the openness and consider it a valuable asset to their identity. With an opportunity to avoid such conflict in newly developing areas, people want assurance that there is adequate open space already planned into the community for a variety of purposes--parks, golf courses, visual or educational enjoyment, as well as trails connecting land uses and offering a healthful alternative way of traveling within the community. This seems to be the case regardless of the demographic nature of the community. In fact it increases with increasing age and proportions of retired people.

Implications

Besides filling needs for conservation of important natural and cultural resources, recreation, and travel linkages, planned communities should offer opportunity to create uniqueness and functional diversity through environmental analysis and consequent configuration of the local open space network. Pre-planned, adequate open spaces and links will be an important marketing feature of future communities, obviating localized conflicts over the "infilling" of the community as it builds out over time.

OFFICE MARKET

Data/Trends

The Albuquerque office market is undergoing changes with the opening of several new office buildings Downtown, Uptown and elsewhere. The year end vacancy rate for 1988 stood at 19.3% of a metro office base of 6.8 million square feet. Gross leasing activity for 1988 was 769,119 square feet, but net absorption was only 91,735 square feet, reflecting an over-built condition. Downtown, where the vacancy rate currently is 17.3% of the existing 2,035,107 square feet, an additional 400,000 square feet is under construction in two major projects being completed in 1989-1990 -- the National Bank of Albuquerque project and the Albuquerque Plaza development by Beta West. The primary uses of Downtown office space are business services, local government, finance, insurance and utilities.

Uptown, with an existing office base of 1.7 million square feet, currently has a vacancy rate of 20.7 percent with several important new projects underway. The second phase of the highly successful Park Square project is under construction, adding 183,000 square feet, and 1700 Louisiana Place adds 52,000 square feet.

With an existing office space base of 220,570 square feet, the North I-25 Corridor has a vacancy rate of 11.0 percent, with more than 120,000 square feet under construction. Uses of the North I-25 Corridor office space are manufacturing, and business and professional services.

With no significant new office projects under construction, and an existing base of 1.7 million square feet, the Northeast Heights experienced the majority of the metropolitan areas net office space absorption in 1988. Finance, insurance, real estate, and business and professional services are the primary uses of office space in Uptown and the NE Heights.

Implications

Anticipated slowing in office space demand, the recent introduction of competitive Class A offices, the attractiveness of existing city core locations, and high vacancy rates in Class B and lower space all suggest that multi-tenant offices in new planned communities would be difficult to establish in the near term.

Office uses which could locate in new development in the next few years will tend to be dominated by single-user, campus-like projects, mixed office and industrial fabrication/assembly and warehouse projects, and small office-showroom (wholesale/retail) projects.

INDUSTRIAL MARKET

Data/Trends

Albuquerque's largest real estate market sector, industrial space, remained unchanged in 1988 as compared to the previous year. The overall vacancy rate was 8.4% of an industrial space base of 25.4 million square feet for the metro area as a whole. Gross leasing activity for 1988 was up 54% over the previous year, or nearly 1.4 million square feet. Net absorption held steady at 500,000 square feet. The largest concentration of individual space in the metro area is the North I-25 Corridor at 45% or almost 11.1 million square feet with a vacancy rate of 7.5%.

By the end of 1988 over 420,000 square feet of new industrial space was under construction. The greatest selling and leasing activity is the North I-25 Corridor, which is characterized by newer, multi-tenant industrial buildings, predominantly warehouses. The next highest level of activity was the Northeast Heights, which is characterized by small, single user, owner-occupied manufacturing buildings. Industrial tenants in Albuquerque are mainly involved in wholesale trade or manufacturing.

Implications

Demand for new industrial space in the next few years will probably be satisfied by the existing and under-construction supply as the North I-25 Corridor and Northeast Heights sites become more fully utilized. In the longer term, projected increases in manufacturing and wholesale trade employment potentially provide opportunities for new industrial projects within planned communities which are well-served by roadway, airport, and rail access.

RETAIL MARKET

Data/Trends

The Albuquerque retail real estate market was basically unchanged in 1988 compared to the previous year. With the addition of five new major shopping centers totalling 650,000 square feet the vacancy rate for retail store space actually rose slightly to 11.1% by the end of 1988.

A number of new large national and regional tenants such as Target, Home Club and the Food Emporium absorbed a sizable portion of this additional square footage. These new projects bring the base of retail space in the Albuquerque metropolitan area to nearly 12.5 million square feet.

Retail sales for Albuquerque were up 14.6% in 1988 over the previous year, in part due to increases in personal income. Because Albuquerque is the trading center of the state, improvements in the economy within other areas of the state and region, and increases in tourism, benefit the Albuquerque retail market.

A population with an increasing median age and a growing number of elderly people does not necessarily mean a "greying" of the economy as well. In fact, between 1978 and 1988, single or married couple elderly households have actually enjoyed an increase in real income. They also evidence an unprecedented level of asset ownership. This accumulated wealth suggests that the elderly will provide a greater share of consumer demand than ever before.

Personal income per capita in Bernalillo County remained less than the national average (approximately 94% of U. S. average) and grew at approximately the same rate as the national average for the last decade. Personal income per capita is expected to increase moderately in the 1990's.

The 1990's will be characterized by a strong retail demand, in spite of uncertainty associated with structural changes in the retail sector. In general, retail will increasingly become a two-tiered market divided into the low-end discount merchandise market and the up-scale specialty goods market. The discount market will move toward larger scale projects which offer a wide choice of merchandise at competitive prices, such as "hyper stores" and "power centers", in addition to expanded discount stores. Traditional strip centers, and their new evolutionary form, "power centers" combine aspects favored by consumers, i.e. convenience, visibility, accessibility and low cost products. The trade areas for large-scale retail projects can be significant -- certainly metropolitan and even statewide.

Specialty shopping, on the other hand, will be more closely tied to specific affluent residential neighborhoods or district, and, given Albuquerque's retail profile they will tend to be smaller, more dispersed centers until a "critical mass" of buying power for these goods is reached.

Two additional trends will be an important part of the retail picture: the trend toward the recreational and social aspects of shopping, and the trend toward convenience and time-savings.

Regional malls will tend to become destination centers with cultural, educational and recreational facilities, including health clubs and day care.

Implications

Retail opportunities within planned communities will depend upon timing of construction, the pace of residential development, and the spending characteristics of residents. "Power Centers" and "Hyper-stores" tend to be contrary to concepts of human scale mixed-uses concentrated in activity centers, so it may be necessary to meet this trend by locating such structures in Employment Centers of planned communities (see Appendix D, Definitions)

Since planned communities are intended to reduce traffic necessities for consumer-driven trips, retailing must be prepared to deliver a proportion of goods and services to each neighborhood, village center, or other centers of the planned communities instead of relying on intercity commuting.

EMPLOYMENT/RESIDENCE RELATIONSHIP

Data/Trends

The existing pattern in Albuquerque is that rapidly growing population centers generally do not coincide with major employment areas. The ratio of migrants to new jobs is an important measure of the "balance" between residential development and employment within a community. Between 1985 and 1988 the Albuquerque metro area's ratio was approximately 1 : 1, while for Rio Rancho, a prototypical high-growth suburban community, the ratio of migrants to the number of new jobs available decreased from 12:1 in 1980 to 3:1 in 1988. This is considered a favorable trend for maturing communities. Still, data from AMREP Southwest, the developer of Rio Rancho, indicate that only 10 percent of the Rio Rancho residents work in Rio Rancho. Moreover, studies show that for even relatively self-sufficient planned communities, such as Columbia, Maryland and Miami Lakes, Florida, (both begun in the 1960's) only 35 percent of employees are residents.

Implications

Achieving a "balanced" self-sufficient new planned community is a desirable but complex undertaking. As planned communities mature they achieve a more favorable balance between employment and residences, but other complex factors such as housing affordability and alternative business locational preferences tend to work against more complete integration of jobs and residences.

In some ways, the distribution of retail and other employment-generating activities within a hierarchy of centers runs contrary to apparent market trends, and will have to be dealt with through design controls by both the planned community developer and local government from the outset.

TRANSPORTATION

Data/Trends

Albuquerque is an automobile-oriented city like most cities in the American Southwest. More than 90 percent of occupied housing units have one vehicle and almost 60 percent have two vehicles. Albuquerque residents log over 9.7 million vehicle-miles per day, an increase of 70 percent since 1975. Only 0.7 percent of all trips are handled by transit, down from 2.6 percent in 1980. Because only one-third of the automobile passenger miles are from worktrips, the importance of the remaining two-thirds related to shopping, schooling, health-care and recreation can not be ignored.

Implications

Put simply, the automobile is an efficient conveyance for worktrips in low density suburban areas, and demographic and transportation analysis indicate the persistence of an automobile-oriented culture in the 1990's. Reinforcing this persistence is the trend toward two-earner families and greater female participation in the work force, resulting in a strong demand for roadways connecting increasingly dispersed employment areas to low-density residential suburbs. Still, with Americans in general becoming more interested in environmental and personal health, the demand for recreational trails, mass transit service, and other alternatives to automobiles is likely to increase. Convincing Albuquerque residents to abandon low density residential areas and to forego automobile use and to accept in their place high density dwellings and mass transit or pedestrian accessibility may be a difficult prospect, but communities designed to facilitate other modes of transportation should become a significant part of such an alternative future.

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4. PLANNED COMMUNITY CRITERIA

GENERAL

A Planned Community within the area designated Reserve by the Albuquerque/Bernalillo County Comprehensive Plan means a substantially self-sufficient urban development separated from the Established and Developing Urban Area by permanent open space yet jurisdictionally tied with the City of Albuquerque. It must meet overall policy objectives of the Comprehensive Plan in terms of size, land use and intensity appropriate to the site, environmental and cultural preservation, and provision of public services at no net expense to the City of Albuquerque. It should also demonstrate an ownership/management mechanism sufficient to implement the Community Master Plan.

Rural Areas mapped by the Albuquerque/Bernalillo County Comprehensive Plan have more development constraints than Reserve Areas; planned communities in Rural Areas will be more open, and will conform to Rural Area development policies of the Comprehensive Plan. They will more nearly approximate villages as described in this document. Overall land use intensities, employment, and population will be lower than in Reserve Area planned communities. (See Appendix E)

Due to the benefits derived from master planning, performance of a Planned Community should improve upon that of the Established and Developing Urban Area per household or per capita for:

- Non-renewable energy use
- Vehicle miles travelled
- Travel time
- Single-occupant vehicle trips
- Water use
- Available open space and recreation
- Storm drainage/flood hazard protection
- Air quality deterioration
- Noise levels in sensitive areas
- Costs of essential public services

LAND USE

Planned Community: A planned community typically consists of 4 to 8 villages encompassing 5,000-10,000 acres with sufficient population base to support community-scale civic and commercial services located within a community center. The land use mix within a planned community should promote self-sufficiency, with approximately one half the land area devoted to residential uses, up to one fifth devoted to open space, and the remainder to non-residential service and job-producing uses. Each planned community should have a discreet identity defined by open space, architectural design, or other distinguishing feature.

Densities for planned communities will be developed based upon these criteria and the submittal requirements outlined in this document. Gross tract density will be proposed as part of the planned community master plan, not to exceed three dwelling units per acre, per the gross overall density policies contained in the Comprehensive Plan. Developments within the Reserve and Rural Areas which do not conform to these criteria and submittal requirements would be subject to the development policies contained in the Comprehensive Plan. Refer to possible techniques listed under Comprehensive Plan policy II.B.2.c.

Community Center

Purpose: To provide the primary focus, identity, and sense of character for the entire planned community in conjunction with community-wide services, civic land uses, employment, and the most intense land uses within the planned community.

Land Uses: Permissible land uses within the Community Center include the following:

Core Area (50 to 60 acres)

- Specialty Commercial
- Service Commercial
- Offices
- Public and Quasi-Public uses (Library, Police, Fire etc.)
- Entertainment (restaurants, theaters, etc.)

In or Adjacent to Core Area

- Recreation and Open Space (urban parks, water features, amphitheater, etc., private and/or public)
- Medium to High Density Residential (townhouses, multi-story apartments, bed and board, shelter care facilities)
- School, Middle or High School
- Large religious institutions (more than 5 acres)

Access: Very accessible by automobile (Parkways and Major Collectors) from the surrounding villages and the entire region. Should provide the main hub for regional transit, and should be accessed from the community-wide trail network. The interior of the Community Center should be very accommodating to the pedestrian, even within the predominantly off-street parking areas.

Service Area: •5,000 to 10,000 acres
•Ultimate population of 40,000 plus

Village: A village typically consists of several neighborhoods, encompassing 650-1200 acres contained within a physically cohesive unit, defined by such elements as arterial streets or major landforms, with a sufficient population base to sustain basic civic and neighborhood-scale commercial services located within a village center.

Village Center

Purpose: To provide for the daily service needs and focal point for all residents and employees within the village's neighborhoods.

Land Uses: Permissible land uses in the Village Centers include the following:

Core Area (20-35 acres)

- Neighborhood Scale Commercial (Grocery and/or Drug Store anchor center)
- Public and Quasi-Public uses (Branch Library, Post Office, Police, Fire, etc.)
- Garden Offices
- Recreation, community, or senior center

In or Adjacent to Core Area

- Medium Density Residential (Garden Apartments, Townhouses, bed and board, shelter care facilities)
- School, Middle or High School
- Large Neighborhood Park, playfields (10-25 acres)
- Medium Scale Religious Institutions (3 to 5 acres)
- Trail links to the larger planned community open space system and neighborhood parks.

Access: While the primary access to the Village Center may be with the automobile (Major and Residential Collectors), pedestrian and bicycle connections to all adjacent neighborhoods will provide for and encourage non-automobile accessibility. Attractive, visible, convenient transit services should also be provided for in conjunction with community-wide and regional transit development. On-street parking is permitted. Shared off-street parking is encouraged.

Service Area: •650 to 1,200 Acres
•5,000 to 10,000 ultimate population

Neighborhood: A neighborhood is a social/physical unit typically based on a 1/4 mile to 1/2 mile walking radius.

Neighborhood Center

Purpose: To provide a social, recreational focal point for the surrounding neighborhood(s) that is accessible from all surrounding residential developments. In some instances, it may be appropriate to combine more than one neighborhood around a neighborhood center.

Land Uses: Permissible land uses in the neighborhood centers include the following:

Core Area (5-15 acres)

- Recreation or Senior Center
- Convenience Commercial (1 to 3 acres)
-No Drive-up Facilities
- Daycare Center

In or Adjacent to Core Area

- School, Elementary; parking shared with park
- Neighborhood, Park (3-10 acres)
- Neighborhood scale religious institutions (up to 3 acres)
- Medium Density Residential (townhouses, patio homes)
- Combination of residential (above) retail at street level

Access: Active pedestrian areas should be provided at neighborhood centers in conjunction with schools, parks, and adjoining residential development. Traffic access will include pedestrian and bicycle ways, as well as neighborhood scale streets (Minor and Residential Collectors). On-street parking is permitted.

Service Area:

- Up to .5 mile walking distance (200 to 640 ± Acres)
- 2,500 to 5,000 ultimate population

Urban Center

Purpose: To provide a major concentration of a full mixture of the city's most intensive activities needed by entire quadrants of the metropolitan area population; 300 to 500 acres around a dense central core.

Land Uses: Permissible land uses within the Urban Center include the following:

- Regional Shopping center
- Regional Commercial
- Regional/Corporate offices (Mid and High rise)
- Bank headquarters
- Large Public/Quasi Public Uses (e.g. government annex, museums)
- Recreation and urban parks/public areas
- Trails system linking public areas/parks to residential, commercial, business and employment areas
- High Density Residential (Mid and High rise)
- Higher education facilities (University branch, technical/vocational colleges, etc.)
- Cultural, entertainment facilities
- Hospital/medical complexes
- Large religious institutions

Access: Very accessible by automobile, yet designed to encourage pedestrian mixing among land uses within the center. Should be located at major transit stops/transfer points, and near major roadway access.

Service Area: Areawide, metropolitan population and beyond.

Employment Center

- Purpose:** To provide mixed-use areas predominantly devoted to employment which can be places of work for residents of the surrounding planned community with convenient access by all modes of transportation.
- Land Uses:** Permissible land uses within the Employment Center include the following:
- Light manufacturing/supporting facilities
 - Other production enterprises (e.g. printing, publishing)
 - Warehousing and sale of industrial products (e.g. moving companies, volume warehouse stores, home products, rent-all outlets)
 - "Hypermart"/multi-purpose retail
 - Technical service and research companies
 - Back office facilities
 - Other heavy commercial enterprise
 - Supporting service commercial, especially restaurants
 - Low-to mid-rise corporate offices
 - Daycare
 - Restaurants
- Access:** Connected to major roadways for convenient automobile access; on major transit corridors; safe pedestrian, bicycle connections to surrounding neighborhoods and community(ies)
- Service Area:** Areawide, metropolitan population potential, though matched to the planned community demographics in order to reduce travel needs.

TRANSPORTATION

The transportation system within a planned community should be adequate to serve the ultimate development level envisioned in the community master plan (see Planned Communities Submittal Requirements). This can be demonstrated through appropriate traffic studies and can be accomplished through phasing and staging of roadway and other transportation system improvements.

The transportation system for connecting the planned community to the existing urban transportation system should be adequate to accommodate traffic that is projected to result from development of the planned community plus development associated with other land uses outside the planned community boundary that are expected to depend on common affected transportation facility(ies) for access.

For collector and arterial roadways, guidelines in place through the Long Range Major Street Plan (LRMSP) and standards for street right-of-way and roadway cross section, design elements, and appurtenances contained in City or County subdivision and other development regulations at the time of the planned community submittal represent minimums to be provided. For State Highway and Federal-aid System routes, state standards will control in most instances. Each of these guidelines or standards should be met or exceeded, and all requisite non-local approvals must be secured prior to submittal of site-specific development or subdivision plans.

Planning to Accommodate Travel Within the Community

For roadway facilities, the objective is to plan and implement a system that is adequate, functional, and attractive. For pedestrian, bicycle, and transit facilities and services, the objective is to plan and implement systems to make these modes available for the types of travel that can reasonably be expected to occur via each of them.

Under the following headings, guidance for laying out a planned community transportation system is provided.

Major Street (Arterial and Collector) System

- 1) Neighborhoods, including the neighborhood center, should have access to at least one arterial and one collector. Arterials should not bisect neighborhoods.
- 2) Villages, including the village center, should have access to no fewer than two planned arterial connections and two planned collector connections. At least one of the two arterials should be designated for limited access.
- 3) For an urban center, community center, or employment center, there should be access to no fewer than three planned arterial and three planned collector street connections to surrounding centers, villages, and neighborhoods and nearby metropolitan roadway facilities. At least one of the three arterials should be designated for limited access and at least two of the three arterials should connect to similarly classified facilities that are existing or programmed routes.

Local streets

Local streets should be of a scale and design to promote safe traffic speeds, terminate or define vistas, protect pedestrians, and promote access to transit.

Pedestrian Mode

In general, the type of travel that is most likely to be attracted by the pedestrian mode is a short trip that, if taken in an automobile, would be primarily via local streets with no more than approximately one-half the distance via a collector or arterial street.

- 1) For shorter distance travel to or from a place of residence (three-quarters of a mile or less, one way), pedestrian travel should especially be facilitated via connections to neighborhood and employment locations.
- 2) For shorter distance travel to and from places other than residences, pedestrian travel should be facilitated via adequate connections among land uses within individual non-residential sites and to and from sites that contain different types of land uses.
- 3) For recreational and social trips, pedestrian travel should be facilitated via adequate connections to and from neighborhoods, to, through, and from open space, to and from schools, to and from churches, etc.
- 4) Protected pedestrian malls within centers of all types are encouraged.
- 5) Adequate pedestrian crossings of major roadways should be provided.

Bicycle Mode

In general, the type of travel that is most likely to be attracted by the bicycle mode is a medium distance trip that, if taken in an automobile, would be primarily via local, collector, or minor arterial streets, with less than half the distance via principal arterials.

- 1) For medium distance travel to or from a place of residence (four miles or less, one way), bicycle travel should be facilitated via adequate facilities that connect neighborhoods to village, urban, and employment centers and connect among the various types of centers.
- 2) Neighborhoods that are adjacent to one another but separated by substantial natural or man made features should have at least one dedicated bicycle facility (bike lanes or trail) connection between them.
- 3) For recreational medium distance travel, a system of connections between the commuter-oriented bicycle facilities and the more recreation-oriented trail system should be provided.
- 4) Adequate bicycle crossings of major roadways should be provided.

Transit Mode

For travel within the community, most characteristics that lead to successful local transit operations will not be present: travel times and distances will be relatively short, roadway corridors will have limited congestion, costs for private vehicle operation will be relatively low, and availability of private vehicles is likely to be relatively high. Under such conditions specialized paratransit services (dial-a-ride, elderly assistance, small employee commuter associations, etc.) may be used most effectively.

Planning to Accommodate Travel to and from the Community

For roadway facilities, the objective is to plan and implement a system that is adequate, functional, and attractive. For pedestrian, bicycle, and transit facilities and services, the objective is to plan and implement systems to make these modes available for the types of travel that can reasonably be expected to occur via each of them.

Under the following headings, guidance for laying out a transportation system to and from a planned community is provided.

Major Street (Arterial and Collector) System

- 1) Extensions of major streets into the Reserve or remote Rural Areas would be needed to support development not envisioned by local government at this time. City or County participation in the planning, design, right-of-way acquisition, and implementation of facilities shown on the September 1989 Long Range Major Street Plan can be anticipated during the next twenty years. (See Appendix F, re: phasing).
- 2) Although City and County participation in the planning and design of extensions into the Reserve or remote Rural Areas can be anticipated during the twenty year period, programming for acquisition of the ultimate right-of-way and implementation of the initial two lanes of permanent roadway, intersections, and other elements during this timeframe is attributed to these remote new planned communities and funding sources available to them.
- 3) Subsequent stage construction of additional lanes based on actual demand and short term projections of demand will be eligible for consideration of local government capital programming.
- 4) Maintenance of public roadways is a responsibility of the public sector.
- 5) Before any Level C* approval is granted, access meeting acceptable standards of public health, safety, and welfare will be met.
- 6) Opportunities will be preserved on principal arterials to eventually effectuate exclusive bus or high-occupancy vehicle (HOV) lanes or other mass transit alternatives.

*See Part 5 of this document, entitled "Planned Communities Submittal Requirements" for explanation of Levels of approval.

Pedestrian Mode

Long distance pedestrian travel may be accommodated along major connecting arterials or collectors or along recreational trails connecting communities. Specialized intercommunity pedestrian facilities for commuter travel are not anticipated.

Bicycle Mode

Long distance bicycle commuter trips should be accommodated by no less than one dedicated bicycle facility connection between the community and each adjacent community and between the community and an existing dedicated facility or one included in the adopted local government Capital Improvements Program or designated on the September 12, 1989 Bikeways Master Plan.

Transit Mode

The conditions that generally support successful transit operations (relatively long distance trips, relatively higher operating costs, and some degree of congestion as roadway projects are phased and staged) should be exploited through the provision of appropriate transit services. These may include: express commuter services, park-and-ride, walk and ride, or others. In addition, some internal collection and distribution service to support express services may contribute to successful operations. Village, community, employment, and urban centers will provide activity nodes which are logical local and regional transit and paratransit service locations.

ENVIRONMENT AND OPEN SPACE

Planned communities should identify and conserve environmental resources and incorporate them into the open space network. Environmental and Open Space objectives include:

- 1) Protect the natural status/functions of steep slopes, sensitive soils, significant vegetation, floodplains, and runoff
- 2) Identify areas of most significant environmental value and include within an open space system which identifies the function of the open space relative to the community.
- 3) Provide reclamation for open areas unavoidably disturbed by development
- 4) Preserve and enhance unique local and regional views
- 5) Preserve and enhance natural drainage corridors with appropriate treatment for the safe conveyance and management of stormwater runoff
- 6) Development orientation to facilitate use of solar energy options balanced with other site considerations such as terrain and views
- 7) Reduction of demand for irrigation by capturing maximum benefit from rainfall, irrigation/reuse, and drought - tolerant landscaping.
- 8) Prevention of deterioration of surface and groundwater quality
- 9) Prevention of deterioration of air quality
- 10) Avoidance or mitigation of conflicts between noise generating activities and noise-sensitive land uses
- 11) Identification and mitigation strategy for archaeological and paleontological sites
- 12) Composition of the above factors into a network of open space areas and links among land uses, serving the following purposes:
 - Natural/cultural resource management/conservation
 - Recreation (public and private)
 - Travel among origins and destinations within and outside of the planned community
 - Education
 - Community identity
 - Public safety
- 13) Open Space may be either public or private, and may include parks, arroyos and floodplains, steep slopes, special pedestrian linkages, public plazas, water features, golf courses, equestrian areas, other outdoor recreation areas, buffers, and landscaped easements associated with regional throughways.
- 14) Provision for liquid and solid waste recycling to use waste as a resource and maximize the community's self-sufficiency.

GOVERNMENT AND PUBLIC SERVICES

Planned communities should efficiently and equitably provide facilities and services to assure the health, safety, and welfare of the public. Objectives pertaining to government, jurisdiction, and financing of public services in planned communities include:

- 1) Determination of scale and mixture of land use, and development phasing such that infrastructure provided and revenue generated from the development shall continuously be sufficient to provide required public services. Interim revenue generation shortfall for public service costs shall be borne by the development so as to prevent net expense to the City of Albuquerque as required by policy adopted in the Albuquerque/Bernalillo County Comprehensive Plan.
- 2) Maintenance of essential public services at acceptable levels (per nationally recognized standards) throughout the development stages of the planned community.
- 3) Determination of local governmental responsibilities relative to appropriate public and private services and activities in new communities over time.
- 4) Determination of public services financing plans and public/private responsibilities for funding, operating, maintaining, and rehabilitating based on a financial feasibility analysis. Results will be used in preparing development agreements.

5. PLANNED COMMUNITIES SUBMITTAL REQUIREMENTS

There are three levels of review and approval of a planned community. Level A is the overall Community Master Plan, Level B includes the Village Plan, the community center, employment center, or all or part of an Urban Center plan. Level C is for subdivision or site development plan review. The following section addresses the level of detail required at each stage of review. At each more detailed level of planning, specific design, location, and development issues will be refined in accordance with the higher level plan. However, if the more detailed plan deviates significantly from the intent and framework established in the higher level plan, especially in terms of fiscal impacts, then the higher level plan would need to be amended. While this process outlines three separate levels of review, it is possible that levels could be developed simultaneously and approved jointly. At each level, the checklist of descriptive, graphic, and quantitative items which the developer needs to present are as follows:*

LEVEL A: COMMUNITY MASTER PLAN

- Level of approval: City Council, Bernalillo County Commission
- Typical community size range: 5,000 to 10,000 acres
- Review for validity: 10 years after initial approval

A. Land Use

1. General mix of land uses including activity centers, employment areas and residential areas. Intensity of development including approximate number of dwelling units and employees.
2. Description of the hierarchy of mixed-use activity centers.
3. Delineation of community-wide public and private open space, illustrating connections among land uses and to the regional open space network where proximate.
4. Identification of how proposed open space will function as part of the overall planned community.
5. A phasing plan indicating timing and sequencing of portions of the planned community, such as villages, the community center, urban or employment centers, in response to evolving market trends.
6. A conceptual strategy for providing utilities in support of the overall land use plan, which strategy must emphasize efficient use of resources, i.e. land, water, and energy.

* Note: See also the Planned Community Criteria preceding this section.

†Note: The developer is responsible for formulating a Master Plan and Implementation Program based on such factors as projected population and the need for schools, hospitals, libraries, open space and other necessary public facilities. Although acreages and service areas are given as guidelines for determining the number of community centers, village and neighborhood centers, ultimate determining factors will be population, land uses, zoning, demographics, and environmental sensitivity.

B. Transportation

1. A comprehensive transportation system plan which discusses major street continuity and phased analyses of travel demand and supply, identifies major travel corridors, and considers private and public responsibilities for on-site and off-site improvements must be conducted prior to formal submittal of the Level A plan. Studies supporting the plan will require specification of land use proposals in terms of timing, location, quantity, and type as assumptions underlying the travel demand estimates. These assumptions shall be monitored as Level B and C submittals are made; substantial variation in proposed timing, location, quantity, or type of land use in subsequent submittals will require re-examination of the Level A studies and amendment of the Level A Community Master Plan prior to approval of Level B or Level C plans.
2. An over-all plan which identifies strategies for workable multi-modal opportunities to facilitate walking, bicycling, and mass transit connections among land uses in and external to the community.
3. A hierarchy of internal and regionally connected roadway facilities.

C. Environment and Open Space

1. Identification and incorporation of major landforms and site amenities for protection and optimum use.
2. Identification of slopes, drainage, soils, vegetation, wildlife, hydrogeology, noise zones, recreation resources, and other characteristics which help define appropriate land use.
3. Drainage strategy for management and maintenance of watersheds and floodplains.
4. A Class I archaeology resources investigation, including literature search and plan for field survey.
5. Identification of area meteorological and physiographical conditions that may affect air quality (existing data)
6. Identification of depth to groundwater and proximity to production wells; documentation of physical and legal water availability, quantity and quality (existing data).
7. Strategy for wastewater and solid waste management/recycling, including provision for waste reduction strategies, and landfill options as necessary.

D. Government and Public Services

1. A concept plan for provision of schools and parks, other public facilities and services.
2. Strategy for funding of infrastructure, including demonstrated financial feasibility of proposed phases.
3. A proposal for annexation by the City of Albuquerque, if required.

4. Level A development agreement will be developed in accordance with the Community Master Plan to:
 - a. Codify the Master Plan and Land Use Plan.
 - b. Outline a preliminary infrastructure/service agreement to cover phasing of master plan and public services/facilities, and designation of financial, operations, and management responsibility over time.
 - c. Commit to mitigation of negative consequences of development when known.
 - d. Provide an assignable agreement expressing items mutually accepted by the City and/or County and the planned community developer and committing to their permanency unless re-negotiated.
 - e. Provide a document suitable as a legally recorded instrument with the County Clerk.
 - f. Identify incentives to be provided by the City to the developer, if any are agreed to.

*Parties to each level of development agreement could include the developer, the City of Albuquerque, County of Bernalillo, Albuquerque Public Schools, Albuquerque Metropolitan Arroyo and Flood Control Authority, and others as deemed necessary. Development agreements officially approved at any Level must pass with the land in the event of change in ownership. See Development Agreements paper, Appendix C.

LEVEL B: VILLAGE MASTER PLAN, COMMUNITY CENTER, EMPLOYMENT CENTER OR URBAN CENTER

- Level of approval: Environmental Planning Commission, County Planning Commission
- Typical village size range: 650 to 1200 acres, cluster of neighborhoods
- Review for validity: 4 years after initial approval

A. Land Use

1. Identification of land uses by parcel, acreage and type - including residential and retail/commercial or other non-residential space.
2. Conceptual description of village characteristics in terms of market potential and opportunities, including location and description of village center--parcel sizes by use, suitability to natural topography, intensities; service area of center
3. Location and densities of neighborhoods and neighborhood centers within the village
4. Delineation of open space system, parks, recreation areas and links among land uses, with identification of proposed ownership, management, and maintenance
5. Definition of important design characteristics, including typical streetscapes, signage, building massing and setbacks, landscaping, connections, parking, civic spaces

B. Transportation

1. A disclosure statement regarding strict conformance with the Level A Transportation System Plan will be required, or a substitute traffic analysis, with consequential findings, recommendations, and proposed amendments to the Level A Transportation System Plan and Level A Community Master Plan, must be conducted prior to formal submittal of the Level B plan.
2. A Level B transportation system analysis, including specific traffic studies for the particular plan submittal plus all other approved Level B plan elements in the community, existing and projected demand (phased as appropriate), and consequential noise and air quality impacts, must be conducted prior to formal submittal of the Level B plan.
3. The traffic circulation system must be identified, including:
 - a. major roadways within the Level B area;
 - b. major roadway connections between the Level B area and the remainder of the Level A area;
 - c. concept location for local street intersections with major roadways; and
 - d. major street access and access limitation concepts.

4. Typical roadway cross-sections for major roadways, including:
 - a. right-of-way widths;
 - b. number of lanes, including high occupancy vehicle lanes;
 - c. medians and median treatment;
 - d. streetscape character and special design features;
 - e. bus bays and other transit facilities; and
 - f. trails or bicycle lanes.
5. The type and approximate location of pedestrian, bicycle, and transit elements of the transportation system must be specified.
6. A plan which identifies performance objectives for increasing transit ridership as appropriate, as well as strategies for achieving a mode split that maintains level of service D or better on all roads in the affected area, must be submitted.
7. Any remaining transportation problems or issues identified in the Level A Transportation Systems Plan and appropriate to the detail of Level B review must be resolved.

C. Environment and Open Space

1. Analysis of slopes, drainage, soils, animal life, groundwater, vegetation, airport noise zones, and other environmental characteristics which identify unique and important site features for protection and optimum use or which restrict development
2. Strategy for meeting community air quality objectives and standards
3. Strategy for promoting energy efficiency, maximizing options for alternative energy sources
4. Conceptual drainage plan for management of watersheds and floodplains and preservation of arroyo corridor multiple-use opportunities
5. Update Class I literature search/and do Class II sample of geotechnical and archaeological features; mitigation strategy
6. Siting of industrial land uses to avoid groundwater contamination and toxic air emissions impacts on nearby residential or other sensitive areas.

D. Government and Public Services

1. Strategy for funding and maintenance of public facilities and sites, including open space
2. Facilities plan including detailed location, phasing of water systems, sewer systems, drainage systems, and mobility systems
3. Annexation plan/agreement
4. Statements of water availability and availability of public services including liquid and solid waste management/recycling, cultural and human service facilities, fire and police protection, transit services, and schools

5. Level B development agreement to:

- a. Follow through with more detailed infrastructure/service agreement covering phasing of the village master plan and its public services/facilities, and designation of financial, operations, and management responsibility over time
- b. Specify measures to mitigate negative consequences of the village's development
- c. Augment Level A development agreements expressing items mutually agreed to by the City and/or County and the planned community developer and committing to their permanency unless re-negotiated; any limitations on development established at Level A cannot be increased at Level B.
- d. Provide a legal recording instrument
- e. Identify more specifically any public incentives to the developer, or public/private partnerships, including provisions for affordable housing
- f. Identify more specifically any public incentives or agreements between the local government and developer for the appropriate protection and maintenance of the open space system.

LEVEL C: SUBDIVISION, SITE DEVELOPMENT PLAN

-Level of Approval: Staff, with pre-application conference.

-Review for validity: 2 years after initial approval

A. Land Use

1. Subdivision platting of lots and parcels, showing land survey data
2. Dedication of easements, rights-of-way, parks, public open space, links
3. Specification of maximum floor area ratios of non-residential uses
4. Specification of land uses within any activity center, design features, parking, site coverage, signage, setbacks, landscaping

B. Transportation

1. A disclosure statement regarding strict conformance with the Level B Transportation System Plan will be required, or a substitute traffic impact study, with consequential findings, recommendations, and proposed amendments to the Level A and Level B Transportation System Plans, Level A Community Master Plan, and Level B Village Master Plan, Community Center, Employment Center, or Urban Center Plan, must be conducted prior to formal submittal of the Level C plan.
2. A Level C site-specific traffic impact study, including the particular plan submittal plus all other approved Level C plan elements in the community, existing and projected demand (phased as appropriate), and consequential noise and air quality impacts, must be conducted prior to submittal of the Level C plan.
3. Specific design platting and dedication of all street and trail rights-of-way
4. Streetscape details
5. Parking and internal circulation, including bicycle, pedestrian and transit systems
6. Location, dedication of specific transit stops, shelters and other transit facilities
7. Site access and circulation details
8. Identification of on-and off-site adverse consequences, and specific proposals for mitigation, timing and responsibility for implementation

C. Environment and Open Space

1. Platting, dedication, reservation, or identification for government purchase of key site features identified by Village Master Plan
2. Site specific assessment and proposed maintenance program for key site features identified as part of the master plan's open space system. (Slopes, drainage, soils, vegetation, wildlife and recreational resource potential, etc.).

3. Site-specific air and water quality assessment and maintenance program
4. Specific assessment of energy efficiency options maintained by design
5. Specific design and dedication of drainage facilities
6. Specific geo-technical surveys and analysis, and Class III archeological surveys and mitigation proposed, in accordance with Village Plan
7. Final documentation of water availability, quantity, and quality.
8. Final plan and program for wastewater and solid waste management/recycling

D. Government and Public Services

1. Detailed design of water system, sewer system, drainage systems, mobility systems in accordance with all applicable plans, policies, and regulations
2. Implementation of Level B annexation agreement
3. Negotiated agreement for dedication of specific school sites to be available for future construction by Albuquerque Public Schools
4. Level C development agreement to:
 - a. Implement pertinent portions of Level B development agreement concerning funding, management, and maintenance of public facilities, services, and places; any limitations on development established at Level B cannot be increased at Level C.
 - b. Commit to mitigation measures specified in Level B development agreement or identified as necessary by site-specific archaeological or geological survey
 - c. Provide a binding, legal contract instrument for public recording which specifies actions and commitments agreed to by the City and/or County and the developer, including any incentives the City and/or County may agree to provide the developer such as provisions for affordable housing.
5. Subdivision and site plan financial guarantee for improvements

APPENDIX A

Existing Conditions

EXISTING CONDITIONS

RESERVE AREAS

The Reserve Area is comprised of vast tracts of undeveloped land on the southeast and west mesas. The west mesa is the high plain between the mesa slopes to the east of the Rio Puerco and west of the Rio Grande. The southeast mesa, commonly known as Mesa del Sol, lies just south of the existing city limits. The site is approximately five miles from the Albuquerque Central Business District and adjacent to I-25 on the west.

WEST MESA RESERVE AREA

Landforms: Geology and Topography

Ceja (eyebrow) Mesa, which is located between the Rio Grande and Rio Puerco floodplains, rises from 300 to 400 feet above the Rio Grande floodplain and from 400 to 600 feet above the Rio Puerco floodplain. The mesa is part of an old plains surface through which the Rio Grande once meandered. It was joined to Albuquerque's east mesa before the Rio Grande began cutting the inner valley and differs little topographically from it. Due to uplifting of Ceja Mesa in the Albuquerque area after the river cut the inner valley, the two mesas differ 300 feet in elevation. A fault zone runs along the mesa's eastern edge.

The mesa's gently undulating sandstone and mudstone surface is dotted with drainage depressions or playas. Eolian (airborne) sand and alluvial (water-deposited) sand and gravel cover its surface. Sand dunes and sand sheets are concentrated on the mesa's extreme western edge. Although the entire study area is within a zone of moderate to high potential petroleum occurrence, four dry petroleum well holes located at the center of the southwest mesa are the only evidence of petroleum exploration.

Soils

The West Mesa is primarily of the Madurez-Wink Association. This association is found on the mesa top and in the moderately sloping terraces of the mesa slopes. Major soils were formed in old unconsolidated alluvium, modified by wind, and include the Madurez and Wink soils. Pajarito, Latene, and Embudo soils and cut and fill lands make up the rest of this association.

Well drained loamy soils in this association are suitable for range, watershed, wildlife habitat, and community development. Depending upon slope, slight to severe engineering modifications are sometimes required for this soil association.

Water Resources

The West Mesa aquifer is located in Tertiary Age sand and gravel deposits referred to as the Santa Fe Group. The Santa Fe Group deposits consists of a complex sequence of gravel, sand, silt, clay, caliche, and volcanic deposits. The average permeability of the Santa Fe Group generally is high.

Depths to water are reported to range from approximately 800 feet to 1,000 feet below the land surface. The range in depth is due partly to the change in depth of the ground-water trough beneath the west mesa and partly to variations in the land surface elevation.

Natural Drainage

Range depressions dominate the mesa. They affect drainage by directing surface water from the edges of the mesa top toward their centers. Although flash flood hazard is slight, the depressions tend to collect and spread water out causing inundation of large areas for short periods of time. Drainage of the mesa is generally to the south-southwest.

Dominant Vegetation and Wildlife Resources

The mesa and its slopes are associated with two major plant communities; grassland and shrubland. Much of the grassland has been severely overgrazed and most plant communities no longer represent original vegetation.

Grassland/Shrubland - Dominant grasses include burro grass, grama grasses, fluffgrass, dropseeds, galleta, tabosa, ring muhly, Indian ricegrass, alkali sacaton, needle and thread, western wheatgrass, three-awn, bottle brush and squirreltail. Shrubs and forbs include sagebrush, snakeweed, Mormon teak, oak, locust, fourwing saltbrush, indigo bush, yucca, prickly pear, peppergrass, stickleaf and spectacle pod. Creosote bush is found in small isolated areas.

The wildlife resources of this area have been significantly affected by long term overgrazing. Much of the original grassland has been replaced by less palatable species as well as shrubs such as snakeweed and creosote bush. Other than acting as a soil stabilizer, many of the shrubs and grasses are of little value to wildlife.

Representative wildlife species inhabiting this area of arroyos, stocktanks, and temporary instream pools, include the black-tailed jack-rabbit, desert cottontail rabbit, badger, swift fox, ord's and banner-tailed kangaroo rat, silky pocket mouse, white-footed mouse, hispid pocket mouse, spotted ground squirrel, northern grasshopper mouse, meadowlark, horned lark, mourning dove, scaled quail, mockingbird, vesper and black-throated sparrows, prairie falcon, collared lizard, roundtailed horned lizard, and the western diamond, prairie and black-tailed rattlesnake. A herd of antelope also inhabit the area, using the Rio Puerco escarpment zone as a primary migratory route. Raptors in the area, most notably prairie falcons, are protected by the U.S. Congress Migratory Bird Act.

Archaeological Sites

The West Mesa reserve area has an abundance of archaeological sites and Petroglyphs representing a continuous record spanning over 10,000 years, with some Paleo Indian sites dating back 12,000 years. A majority of known archaeological sites are along the volcanic escarpment of the northwest mesa and along the Rio Puerco escarpment and slopes.

The average site density for the plan area is 10 to 12 sites per section (one square mile).

Since Paleo Indian sites are generally located well below the surface and tend to be discovered only in those areas that are subject to erosion, there have been many such sites discovered along the Rio Puerco escarpment and slopes but few have been uncovered on the mesa. However, archaeologists believe that the mesa, which remains virtually unsurveyed, will prove to be a vast repository of Paleo Indian sites.

Lithic scatters (stone implement manufacturing sites) are a predominant site find along the Rio Puerco escarpment and slopes. Chacoan outlyer sites, concurrent with those at Chaco Canyon and located along the Chacoan road system, have been found along the Rio Puerco.

Noise

The Double Eagle Airport will be a major source of noise within the West Mesa area. The areas encompassed by mapped noise contours are exposed to airplane noise levels which affect their land use suitability. Other noise factors that characterize the west mesa area are the Albuquerque International Airport and Kirtland Air Force Base. Although, air traffic noise from these sources is apparent, the noise does not affect land use suitability. Roadways may also be a major contributor to noise issues within the West Mesa area.

Visual and Recreational Resources

The West Mesa area has many unique visual attributes. The fabric of the urbanized valley areas, set against the background of the Sandia Mountains, provides a rich view from the west mesa.

Observers looking west from most parts of Albuquerque find pleasure in the unique volcanic cones and associated volcanic escarpment. The close proximity of these extinct volcanoes to high populations of people, provides a visual experience that is most unusual. As the extinct volcanoes represent the highest landforms of the west mesa, the western skyline is visually significant. The volcanic escarpment below the cones also represents an extremely strong visual feature that spans almost the entire north/south distance of the West Mesa area.

Recreational resources of the area are primarily associated with the visual attributes. Hiking and use of off-road vehicles is popular in the escarpment area, leading to problems of accelerated erosion in areas of significant disturbance. Developed recreation is limited to the model airplane park near the volcanoes, and to target shooting in the Shooting Range Park west of Double Eagle II Airport. Another area of land in the south end of Shooting Range Park is being used by the City as a "soil amendment facility" for the spreading and drying of sewage sludge. Depending on climatic conditions, the facility may present odor problems for certain nearby uses.

SOUTHEAST RESERVE AREA - MESA DEL SOL

Landforms: Geology and Topography

Mesa Del Sol is an alluvial (water deposited) mesa at the base of the Manzanita Mountains south of Albuquerque. The mesa has been little modified by human intervention, with the area showing only scattered signs of settlement or stock grazing.

The mesa top is at an elevation of approximately 5,300 feet; the high point of the mesa is at 5,337 feet in the west central portion of the mesa. The mesa top slopes slightly down to the center from the east and west boundaries, draining to large playa lakes.

The low point of the site is at an elevation of approximately 4,950 feet near the I-25 interchange at the southwest corner. An escarpment surrounds Mesa Del Sol on the north and west. The escarpment is relatively steep, with much of the area over 8% in slope.

Soils

The soils in the Mesa del Sol area are deep, well-drained soils formed from old, unconsolidated materials deposited by the ancestral Rio Grande. Much of the soil in the area has also been modified by wind-deposited sand.

The mesa top consists of Madurez, Latene, Pajarito, Tome, and Wink soils. All soils are loamy sands or sandy loams. The soils are highly suited for urban development. The only limitation is a moderate shrink-swell susceptibility for foundations and roads. If vegetative cover is disturbed, the soils can be exposed to severe blowing.

The escarpment is composed of Bluepoint, Kokan, and Wink soils. Those soils are fine sands and loamy sands, with scattered areas of gravel. In areas of less than 8% slopes, the soils are suited to urban development. In areas of 8-15%, the soils are moderately susceptible to erosion; over 15% the risk of erosion is severe. Again, if vegetative cover is disturbed, the hazard of soil blowing is severe. Precautions should be taken to mitigate this problem through proper urban design.

Water Resources

The Mesa del Sol area lies to the south and east of the existing City of Albuquerque water system. The closest major plant facilities to the area are the Miles Pump Station, situated on University Boulevard approximately 1/2 mile south of Gibson Boulevard, and Burton Reservoir situated on Carlisle Boulevard at San Rafael Road.

Sanitary Sewer

The Mesa del Sol are lies south of the existing City of Albuquerque sewer system. The closest major sewer interceptor line, the Tijeras Interceptor, lies in the Tijeras Arroyo immediately north of the project area. This line serves the City lying essentially east of Moon Street and channels flow to Sewer Plant No. 2, located on Second Street at North Street.

Natural Drainage

The Mesa del Sol area can be divided into three distinct topographic regions:

- 1) the escarpment;
- 2) mesa top rangeland; and
- 3) the Manzano and Manzanita Mountains watersheds.

Soils in the escarpments region are classified as hydrologic group A for high water absorption. Runoff generated on the west escarpment flows westward in well defined swales and arroyos before crossing under I-25 through several drainage structures.

The most distinguishing feature of the mesa top rangeland is the extremely flat topography. For example, the northeast corner of the property is only 20 feet higher than the southeast corner with a distance between the two point of approximately 27,000 feet (this represents a slop of 0.00074). Also prevalent are playa lakes which dot the mesa top. Soils are from the Wink Series, classified as B hydraulic soil group (above average water absorption).

The mesa top rangeland is impacted by runoff generated in the Manzano and Manzanita Mountains. This runoff is directed towards three primary drainage systems:

- 1) the Coyote Arroyo which is a branch of the Tijeras Arroyo;
- 2) the mesa top playa lakes, and
- 3) Hell's Canyon Wash

Runoff reaching the playa lakes originates in the Manzanita Mountains. A large portion of the runoff in the Tijeras Arroyo and the Hell's Canyon Wash has its headwaters in the Manzanita Mountains.

Dominant Vegetation and Wildlife Resources

The vegetation of Mesa del Sol is composed of grasses, with some shrubs and annual plants. Plant growth is limited by the 7-10 inches of annual precipitation. Average vegetative cover is 15% of the soil surface. According to the "Bernalillo County Soil Survey" (1977), vegetative cover includes black grama, sand dropseed, galleta, three-awn, blue grama, alkali sacton, bush muhly, Indian ricegrass, and fluffgrass. There are a variety of cacti in the disturbed areas. The only trees on the site are scattered pinons in the southwest corner. While the potential for rangeland wildlife habitat is poor, the area does support rabbits and rodents as a potential food supply for birds of prey.

There are no identified rare or endangered species on Mesa del Sol, according to the New Mexico Natural Resources Department.

Cultural Resources

There have been no archaeological surveys of the Mesa del Sol area. However, it has been determined that the area is potentially important in that it may yield information about early man in the uplands during the Pleistocene period.

There have been Paleontological resources of potential significance documented in the area. The area north of Mesa del Sol at the Tijeras arroyo has been surveyed and specimen collected. A mammoth skull was found in this area in August, 1983. This find is very important in that it represents one of the earliest mammoths found in the country. Other finds in the general vicinity include early horses and glyptodon. There have been reports of another paleontological site south of the Mesa del Sol property on the Isleta Reservation. Given finds north and south of the property, it is likely that Mesa del Sol will also yield paleontological information.

Noise

Albuquerque International Airport is located immediately north of the Mesa del Sol area. The vast majority of Mesa del Sol is unaffected by aircraft noise based on existing data. A small section of the northern portion of the site receives some noise from the north-south runway. The noise is in the 65 Ldn Range which, according to FAA land use compatibility analysis, is acceptable for all land uses.

Visual and Recreational Resources

The visual character of Mesa del Sol is open, with long, distant views in all directions. The Manzanita Mountains provide a dominant backdrop to the east, rising 5,000 feet above the Mesa. The mountains provide the strongest view potential for urban development. The view to the north is of urbanized Albuquerque. The downtown area is a focal point to the northwest.

The view to the west is of the agricultural uses in the Rio Grande Valley and the distant West Mesa. Negative views are limited to the few existing uses such as the working areas of the landfills. These negative views can be controlled through screening and eventual phase-out of incompatible activities.

The area is not open to general public use for recreation, though a racetrack and numerous off-road vehicle trails are present in the northern portion near Montessa Park.

RURAL AREAS

There are numerous areas of rural character surrounding the metropolitan region, primarily the East Mountain Area and the Rio Puerco Valley. There are also large enclaves of rural areas along the Rio Grande River in the North and South Valleys and north of the Mesa del Sol reserve area.

Agriculture and rural lifestyles play an important part in the region's physical, social, and environmental character, yet development pressures threaten their existence. As land development and growth continue, the potential returns from agricultural production are outweighed by the land's potential developed value. The urbanization process is accelerated when public services and facilities become available.

EAST MOUNTAIN RURAL AREA

The East Mountain Area is a sizable portion of Bernalillo County, encompassing 316 square miles or 23% of total land in the County. Today, the ancient route through Tijeras Canyon has evolved into a super highway, Interstate Highway 40. To the north of I-40, along NM Highway 14, are the older settlements of Tijeras, Carnue, Sedillo, Zamora, and San Antonio, all of which have changed with the influx of in-migrants from Albuquerque seeking a more rural lifestyle. To the south of I-40, along NM 14, lie the small, originally Spanish, settlements of Cedro, Yrissari, Juan Tomas, Escobosa, and finally, Chillili. Old abandoned buildings of stone construction still stand along with an increasing number of occupied dwellings in these historic settlements.

The East Mountain Area has grown rapidly in the last decade. Most in-migrants come from Albuquerque and tend to remain functionally part of the metropolitan community. They commute to City jobs and their income reflects the affluence of a larger metropolis. The national trend is for non-farm rural population to earn more than their rural farm counterparts -- the East Mountain Area is no exception.

Continued rapid development is tempered somewhat by resource limitations such as lack of water, poor soil or excessive slope. Precipitation, as a water resource in the East Mountain Area, varies in intensity and amount not only from season to season, but also relative to topographic features and changes in elevation. For example, annual rainfall at the Crest can be as high as 40 inches, while the Foothills eastward towards the Estancia Valley might get 20 inches or less. Due to higher precipitation in the higher elevations, there is more varied vegetation which act as water retainers and collectors, slowing runoff and allowing maximum infiltration back into the aquifer. AS a result, there is limited surface water in the East Mountain Area. Groundwater is difficult to quantify due to the faulted nature of subsurface geology in the area. Coupled with groundwater quantity problems is deterioration in water quality due to extensive use of septic systems in areas where limestone is the principal aquifer and soil zones are thin (1-4 feet). The effluent from septic tanks goes basically unchanged into the aquifer. In conclusion, the nature of the aquifers and unfavorable conditions of the soil put limitations and conditions on where development can occur and to what extent it should take place.

The East Mountain Area has a number of significant archaeological and historic sites. Many of the sites have been excavated, but others are still subsurface undisturbed.

Visually and recreationally, the area is very attractive and in demand as the closest mountain retreat for Albuquerqueans. The Sandia Peak Ski Area is probably the best known developed recreation resource, although numerous parks, trails, and recreation areas are found scatered throughout the East Mountain vicinity.

THE RIO PUERCO VALLEY

The Rio Puerco Valley lies east of Albuquerque and the Rio Grande Valley. The Puerco Valley runs along a north/south axis. The Valley is bounded on the east by a mesa (Albuquerque's West Mesa) and on the west by the Mount Taylor system.

Use of the Rio Puerco Valley has historically been for rangeland, as its predominant vegetation is grassland. It has never been developed with any urban uses, and access to the land is limited to private ranch roads. A "Northwest Loop" has been proposed by the area landowners. A westward extension of Paseo del Norte to connect with the proposed Northwest Loop in the Rio Puerco Valley has also been recommended by the area's landowners, though topographic difficulties of proposed alignments have not been resolved.

The natural and cultural resource environment of the Rio Puerco Valley is diverse. The primary natural features are summarized below:

- 1) Terrace alluvium soils make up most of the Valley; floodplain alluvium predominates along the Rio Puerco bottom lands. The terrace alluvium soils are highly erodible both by water and wind, particularly when disturbed.
- 2) Topography undulates from nearly flat to very steeply sloping, being flattest near the Rio Puerco channel and increasingly dissected and steep eastward to the watershed divide. Numerous floodplains cross the Valley along arroyos cutting from the divide westward to the Rio Puerco floodplain.
- 3) Surface water is limited to runoff along the arroyos and their floodplains during precipitation, and to a slight flow within the deeply cut channel of the Rio Puerco.
- 4) Vegetation is sparse, limited to grassland in the western two-thirds of the Valley and grassland mixed with juniper woodland in the eastern one-third.
- 5) Although its vegetation, topography, and surface water features support indigenous wildlife, the Valley is not documented as home to any endangered species of flora and fauna. The valley's vegetation corridors associated with the escarpment and the Rio Puerco flood plain do function as wildlife migratory routes.
- 6) Depth to the relatively poor quality groundwater of the Rio Puerco Valley is 300 to 500 feet, except within the floodplain of the Rio Puerco where depth to groundwater is less than 100 feet. (The same subsurface geology which created uranium deposits of Mt. Taylor may contribute to poor groundwater quality in the Rio Puerco area.) The groundwater is alkaline and may be too high in dissolved solids to be potable. Aquifer yield is not well-documented.

- 7) The heaviest known concentration of archaeological sites (some 40 individual locations) in the Rio Puerco Valley lies north of the proposed Hawk Missile Site, though recent surveys on four separate City-owned properties two to three miles south and west of the missile site recovered substantial evidence of archaic (Pueblo III Period, AD 1100-1300) and Colonial (AD 1540-1750) encampments, tool-making sites, and pit houses used by native Americans. The prevalence of surface and subsurface artifacts indicates that the Rio Puerco Valley may be richer archaeologically than the Rio Grande Valley within Bernalillo County. Moreover, the Rio Puerco area is comparatively undisturbed as yet, unlike the long-settled Rio Grande Valley. The Rio Puerco area also may have significant potential as a paleontological resource area, as indicated by discovery of fossilized dinosaur remains further north in the basin.
- 8) The northern portion of the Rio Puerco Valley is crossed in separate corridors west to east by a 230 KV and a 115 KV power line, both owned by Public Service Company of New Mexico.
- 9) The valley is visually attractive for outdoor recreational pursuits, although it is privately owned and relatively inaccessible.

APPENDIX B

Planned Communities Comparison

PLANNED COMMUNITIES COMPARISON

Dozens of land developments around the United States and indeed the entire world have billed themselves as "Planned Communities". They have many things in common, and many differences. The things we in Albuquerque are most interested in comparing are their aspirations for self sufficiency, site-sensitive design, mixing of land uses to reduce car trip needs and promote alternative modes, and to encourage a sense of community. How large are (were) they, what are their ownership characteristics, their land use phasing and financing scheme, their relationship to existing units of local government? These are some of the main questions we will attempt to answer through this document.

The movement towards developing planned communities is a conscious departure from the Albuquerque area's traditional development patterns. Although not the only alternative to traditional planning and development, planned communities have significant advantages as explained in the Planned Communities Criteria.

Peter Calthorpe, nationally known proponent of tightly developed "Pedestrian Pockets" distributed along a commuter light rail line, says "Our current round of suburban growth is generating a crisis of many facets: mounting traffic congestion, diminishing affordable housing, receding open space, and stressful social patterns. The truth is we are using planning strategies which are 40 years old and relevant to a different culture; our household makeup has changed dramatically, the workplace and workforce has been transformed, real wealth is shrinking, and environmental concerns have surfaced. But we are still building World War II suburbs as if families were large and had only one breadwinner, as if all jobs were downtown, as if land and energy were endless, and as if another lane on the freeway would end traffic."

As a definition/supplement to the Planned Communities Criteria, this paper examines some of the planned communities that have been developed as well as some planned communities just starting up. There are numerous developments around the country labeled as planned communities. They vary in size, scale, design, land use intent and overall success. This analysis looks at the following planned communities:

- Columbia, Maryland
- Las Colinas, Texas
- Estrella, Arizona
- Ocotillo, Arizona
- Seaside, Florida

Comparing and contrasting these planned communities will begin to illustrate what is being attempted by the developers and what the advantages and disadvantages are to the communities. Some of the communities were started in the 1960's and 1970's, and therefore can offer valuable historical perspectives regarding constraints to the development and their marketability. Other communities are in their initial stages and can only be examined for their projected goals, objectives and theory. Review of these communities can pinpoint the similarities and differences between the developments to better understand the potential for the concept of planned communities to offer a viable alternative for Albuquerque's future development.

COLUMBIA

- Developer, Date - James Rouse (started 1963)
- Architects - The Rouse Company, Morton Hoppenfeld
- Location/Context - Howard County, Maryland
Midway between Baltimore and Washington
- Size - 13,700+ Acres
- Ownership - Howard Research and Development, a corporation jointly owned by Connecticut General Life Insurance Company and Community Research and Development, Inc. (Now the Rouse Company).
- Land Use -
- 30,000 residential units (single family dwellings and apartments)
 - 1,900 businesses employing 42,000 employees
 - 12.5 million square feet industrial floor area
 - 3.7 million square feet office/retail floor area
 - 2,000+ acres of open space including three lakes
 - 9 villages/20-25 neighborhoods
- Intent:
- To create a stimulating social and physical environment that would grow with it's residents while making a profit on the entire development.
 - "I believe that the ultimate test of civilization is whether or not it contributes to the growth and improvement of mankind. Does it uplift, inspire, stimulate, and develop the best in man? There really can be no other right purpose of community except to provide an environment and an opportunity to develop better people. The most successful community would be that which contributed the most by its physical form, its institutions, and its operation to the growth of people."
-James Rouse, 1966
 - Land Use locations were dictated by the environmental factors (i.e. what worked best with the land).
- Factors
- Acquisitions of land at a reasonable cost to offset long development timetable and carrying costs transactions.
 - Project required 175 land transactions to assemble the tract.
 - Pacing capital expenditures to balance with development returns.
 - The plan was created by overlapping work groups including experts from all fields. (i.e. education, housing, engineering, transportation, etc.)
 - "This process of interdisciplinary confrontation, of personal involvement and commitment to the process by planners and developer, and the continued search for social validity is at the crux of Columbia's effort. Design decisions based on sensual, engineering, or economic considerations must vie with the test of social purpose."
-Morton Hoppenfeld 1963

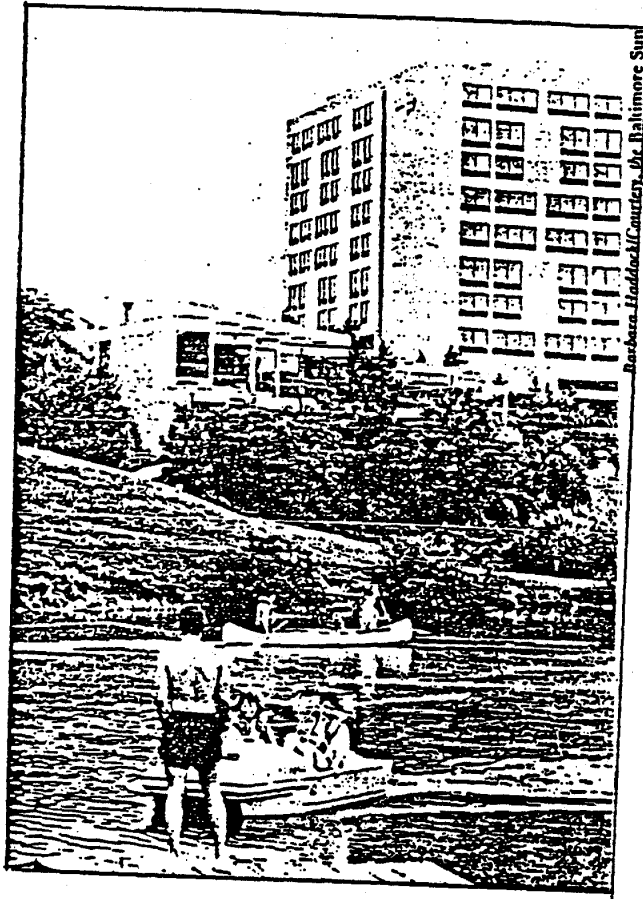
Factors (cont.)

- Public transit consisting of an extensive bus system was utilized to reduce the reliance upon the automobile
- Intense commercial activities were directly connected to bus routes serving the communities and villages.
- Columbia is entirely annexed into Howard County and subsequently receives all County services (i.e. police, fire, water, sewer, schools, etc.). The County in turn benefits from Columbia's tax base.
- The majority of all low-middle income housing is located in close proximity to the activity centers and bus system.

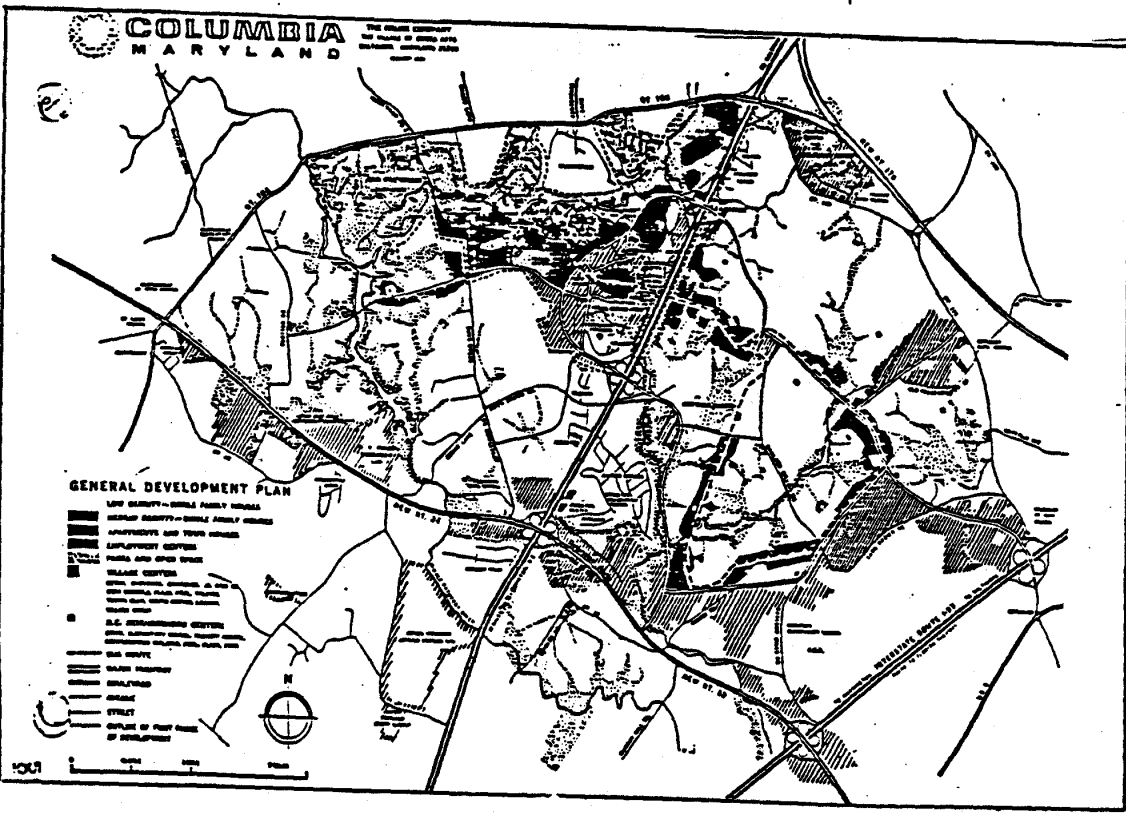
Observations

- Columbia Association, serves as a non-profit community corporation that owns 2,000 acres of open space and operates 34.5 million worth of recreational facilities
- Columbia is designed as a series of centers serving overlapping communities.
- Master Plan incorporates three scales of development ranging from the town center, the village center and the neighborhood center.
- Centers are designed to serve as activity locations for schools, employment, daycare, library and open space.
- 35% of population is within three (3) minute walk to bus stop.
- Approximately 7% of housing stock is available for low-income people. The goal was to serve 10%. Median income in Columbia is considerably higher than the region's average.
- Although Columbia has experienced substantial market fluctuation, in response to national trends, the overall development has been successful.
- The public transit system is currently underused due to the low percentage of low income tenants and the refusal of higher income residents to ride the bus.
- In an effort to balance housing with employment, Howard County is currently limiting high income developments by requiring all new developments to meet minimum low income percentages per project.
- It is hoped that by redirecting growth, Columbia will be able to provide more low-middle income housing and thereby accommodate more of Columbia's service sector.

COLUMBIA



Barbara Haddock Courtesy, The Baltimore Sun



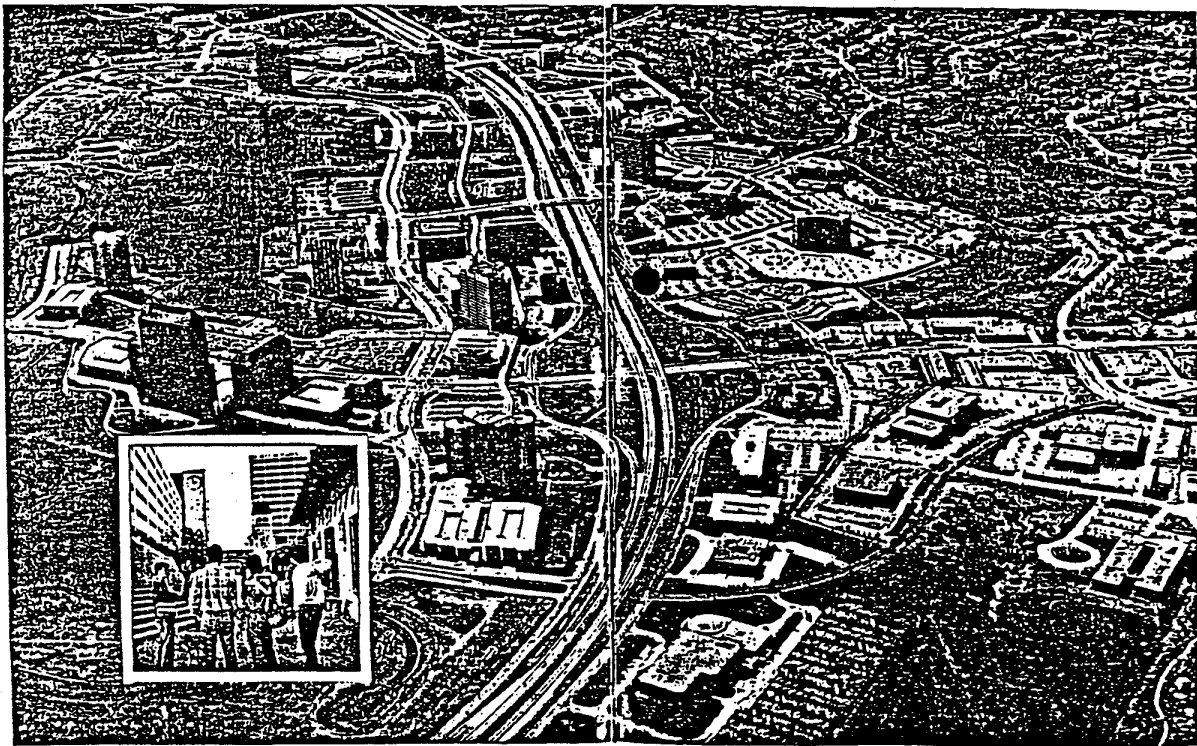
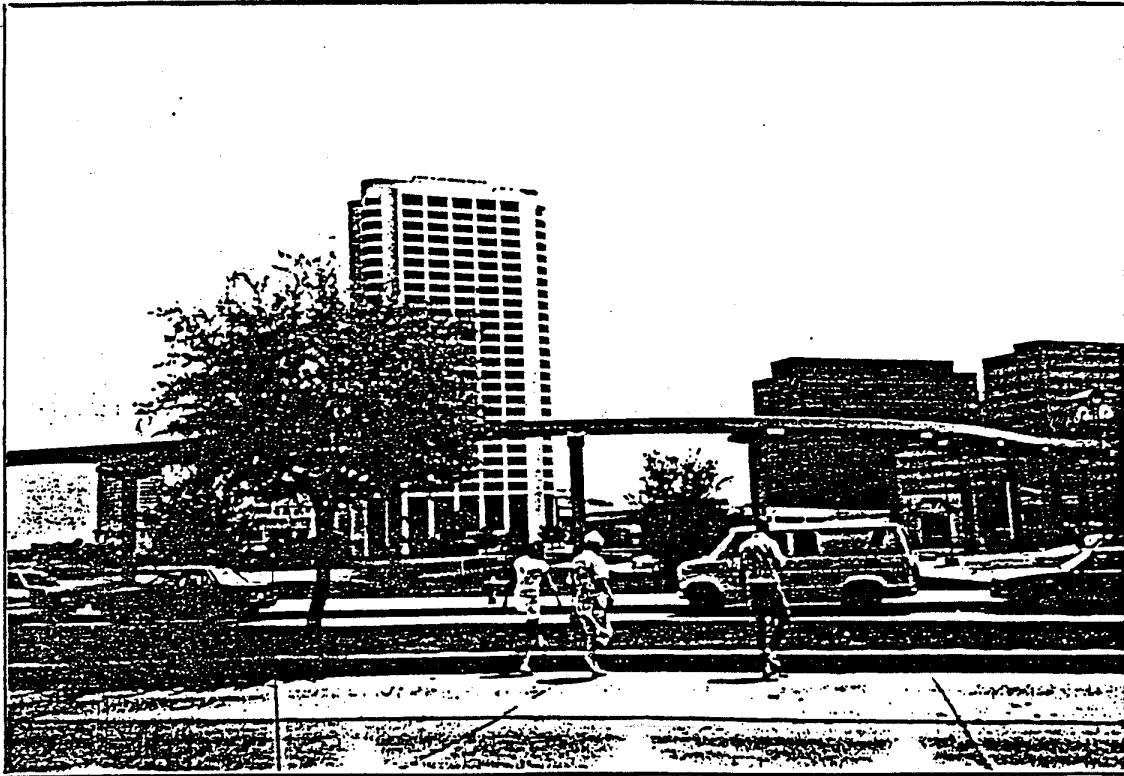
LAS COLINAS

- Developer, Date - Ben Carpenter (Started 1970)
- Architects - Wilton Becket & Associates/HKS Architects
- Location/Context - Irving, Texas
15 minutes from Dallas, 5 minutes from D/FW airport
- Size - 12,500+ acres
- Ownership - The Carpenter Family
- Land Use -
- 20,000 Residents
 - 60,000 workers
 - 900 employers; GTE, Xerox, Exxon
 - 2 Resort Hotels, 4 Country Clubs
 - 1 Urban Center
 - 5 Residential Villages
 - 4,000+ acres green space including lakes and canals
- Intent
- Create a powerful urban center attractive to Fortune 500 companies. Provide a safe, clean and orderly community.
 - Las Colinas has tried to be both a city and a suburb
 - To preserve the ranchland history of Texas and its countryside.
 - To provide a working urban center as an alternative to Dallas.
- Factors
- Dependent upon DFW airport for its successful development.
 - 1950's: Carpenter's father donated land for state highway which connects Las Colinas to D/FW and Downtown Dallas.
 - 1960's: Carpenter donated large tracts of land to neighboring communities for open space buffer between his development and to show good faith.
 - Created municipal utility district, which levied taxes on the Urban Center property owners to pay for water and flood control systems.
 - Urban Center has elevated tramway which connects all major office towers. This is the primary transit system and is quite limited as to who it serves.
 - Carpenter and adjacent developers offered to provide right-of-way and partial funding to assist in developing a rapid transit line from DFW and Las Colinas to downtown Dallas. This proposal has not been accepted to date.
 - Las Colinas is entirely annexed to the City of Irving.
 - Las Colinas works directly with the City of Irving on planning long range street improvements.
- Observations
- Freeway separates urban center from the residential neighborhoods, no integration or mixing of uses.
 - The plan does not try to create hierarchy of centers, and as such has one major urban center with separated residential areas.

Observations
(cont.):

- Most employees live elsewhere and commute in.
- Considerable diversity in styles/architectural designs.
- Housing prices currently \$250,000 - \$3 million.
- Currently there is very little low income housing, few minorities.
- Developer has begun constructing 400 apartments to rent between \$500-\$900 a month. The apartments will be located next to the urban center.
- The developments first phasing has involved construction of the lake and canal walk to solve the drainage and flood control problems followed by intensive development of the urban center. The residential neighborhoods were built as appropriate to meet demand.
- The Canal Walk and Urban Center are the heart of Las Colinas.
- Ben Carpenter defaulted on \$700 million in loans in 1987
- The development was purchased by Teachers Insurance and Annuity Association of New York and JMB Realty of Chicago.

LAS COLINAS



ESTRELLA

- Developer, Date - Charles Keating Jr. (Started 1986)
American Continental Corporation (A.C.C.)
- Architects - Design Workshop Inc./Langdon Wilson Mumper
- Location/Context - Goodyear, Arizona
Metro Phoenix's Southwest Valley
- Size - 21,000+ Acres
- Ownership - American Continental Corporation

Land Use (Projected)-

- 70,000 Residential units
- 1,000 acres industrial, Research & Development parks
- High rise office buildings
- 90 acre medical complex
- Primary and secondary schools
- Estimated population 150,000 - 200,000 by the year 2010
- Public Parks/Plazas approximately 28% of total land area
- 2 Town Centers
- 13 Village Centers
- 26 Neighborhood Centers

Intent

- "Estrella is a carefully thought-out environment for the "Good Life", with provisions for lots of quality jobs, along with excellent educational and recreational opportunities...
Yet it's affordable. It's what people have been asking for."
-Charles Keating, 1989
- To create an "employment driven" community vs. a satellite, bedroom community
- To preserve the Sonoran Desert through quality land use planning.

Factors

- A.C.C. acquired land from the Bureau of Land Management primarily through land trades with property in the northern part of the state.
- Privately invested/developed infrastructure level was high - approximately \$115 million for phase I, 4000 acres.
- Considerable financial incentives for business willing to relocate.
- Metro Phoenix's is an extremely fast growing area. Expected to grow from 1.9 million to 3.25 million by the year 2000.
- Hoping to be economic/business connector between Los Angeles and Phoenix.
- Planners worked closely with the City of Goodyear to integrate Estrella's development with the goals of the surrounding area.

Factors (cont.)

- Spent over two years working with City of Goodyear in developing Master Plan.
- Estrella's Master Plan is an integral part of Goodyear's Master Plan.
- Estrella is entirely annexed within the City of Goodyear and consequently will receive all City services. Goodyear will benefit from Estrella's tax base.

Observations

- Developer has attempted to establish land-use commitments for 20-25 years into the future to attempt to properly determine City's ultimate build-out. This information is being directly applied to the design and phasing of infrastructure, transportation and open space.
- A.C.C. and the City of Goodyear utilized several development agreements to guarantee commitments for infrastructure, services, and timing of the development. Under one such agreement, A.C.C. was responsible for all initial infrastructure with the City of Goodyear repaying a percentage of these expenses over time through permit fees and revenues generated.
- Master Plan utilizes hierarchy of centers including town centers, village centers and neighborhood centers.
- Estrella's master plan incorporates planning and design of alternative modes of transportation. Specifically, the open space will be networked to promote pedestrian, bicycle, and equestrian paths and trails throughout the planned development. This system has been designed to encourage internal circulation around the developed activity centers and neighborhoods as well as to provide access to the Estrella Mountain Regional Park and the Gila River, both located outside Estrella's boundary.
- Each neighborhood will satisfy a different market need such as retirement centers, family centers and resort centers.
- It is anticipated that by developing a hierarchy of centers, Estrella will become a prosperous self sufficient community.
- As of this writing, A.C.C. is currently in financial hardship. Despite A.C.C.'s hardships, the federal government is releasing funds to maintain improvements already installed and to complete improvements partially funded. This action has been taken to allow the approved subdivisions to develop as per the master plan regulations.

OCOTILLO

Developer, Date
Architects
Location/Context

- Ocotillo West (started 1983)
- A. Wayne Smith & Associates
- Chandler, Arizona
- South East Phoenix's Metropolitan Area
- 5,027 Acres, 1,075 Acres in Phase I
- Consortium of land owners/ranching families

Size
Ownership

Land Use*

- Single Family, Multi-Family, Townhouses 58%
- Office Employment 22%
- Neighborhood/Community Commercial 4%
- Regional shopping center 2.5 %
- Open Space/Golf Courses Approximately 10%
- Water treatment facility Approximately 4.5%
- Cemetery Approximately
- Church Approximately 4.5%
- Schools Approximately

Intent

- Create an enjoyable living/working environment of high quality.
- Provide an orderly and compatible development that will grow in accordance with metro Phoenix's regional population needs
- Provide a flexible mixed-use development that integrates environmental, architectural and social factors into a unified Master Plan.
- To reduce automobile dependency by integrating employment and housing together.
- To develop more employment areas within Maricopa County to serve the increasing high technology needs.
- Through open space networking, encourage alternative modes of transportation.

Factors

- Ocotillo plans to capitalize upon metro Phoenix's substantial growth projections.
- Abundance of quality ground water will give Ocotillo a market advantage over many of its metropolitan competitors.
- The City of Chandler is in the process of designing a sewage treatment plant that will be located within Ocotillo.
- The City of Chandler annexed Ocotillo in April of 1983 with guarantees for City services. The City in return benefits financially from the taxes generated by Ocotillo.

Observations

- Ocotillo is a community in the early stages of development.
- Through careful planning and design, Ocotillo may be able to capitalize on the projected growth of the area
- Ocotillo utilizes a hierarchy of centers and scales to meet different levels of demand.
- Ocotillo utilizes treated wastewater for all golf course, streetscape, park and open space landscaping. In addition to landscaping, the Motorola manufacturing plant uses treated wastewater for 80% of its water needs.

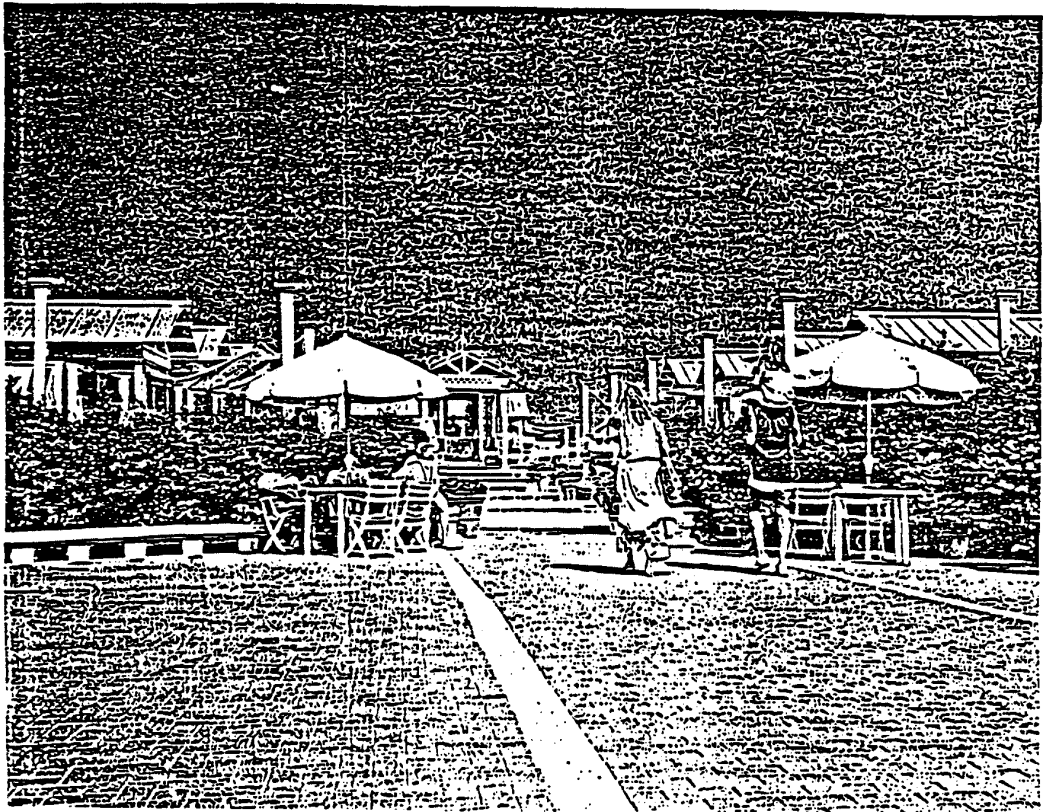
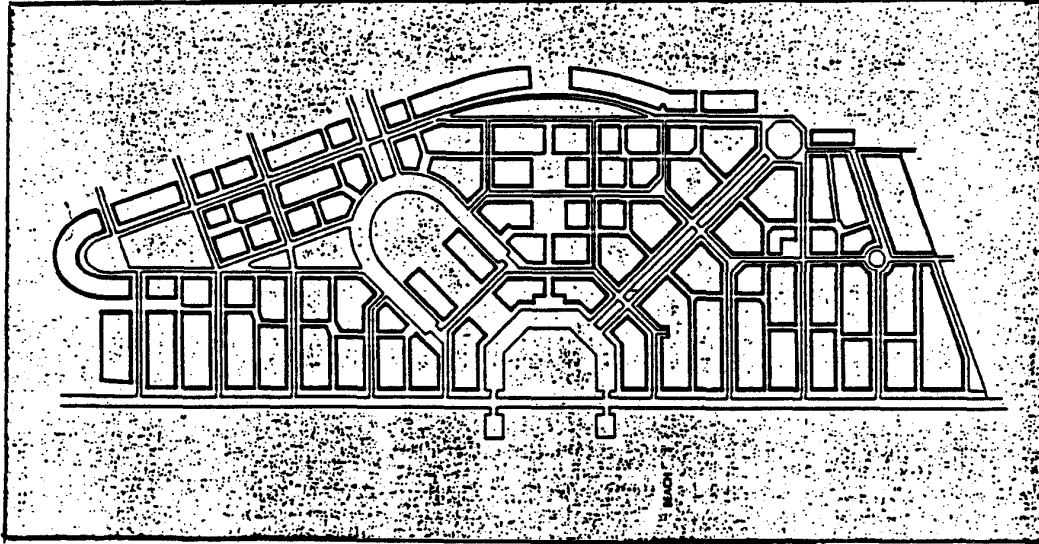
*Note: Phase 1 land use breakdown is as follows:

- Single Family, Multi-Family, Townhouses 72%
- Office Employment 8%
- Neighborhood/Community Commercial 8.5%
- Regional shopping center 0%
- Open Space/Golf Courses Approximately 26%
- Water treatment facility Approximately 0%
- Cemetery Approximately 0%
- Church Approximately 0%
- Schools Approximately 1%

SEASIDE

- Developer, Date - Robert S. Davis (started 1987)
- Architect - Andres Duany, Elizabeth Plater-Zyberk
- Location/Context Destin, Florida
Florida's North Gulf Coast
- Size 80 acres
2,300 feet beach front
- Ownership - Robert S. Davis/family
- Land Use
- 350 Detached single family dwellings
 - 200 apartments
 - 250 room hotel
 - 100,000 square feet commercial
- Intent
- Develop a place where people can live in a friendly community that encourages social interaction.
 - Create a place that is different than the usual subdivision.
 - Return to town planning of the early twentieth century. "neo-traditional planning"
 - Create intimate self sufficiency at a neighborhood scale.
- Factors
- No carrying costs on land, no time restraints on development.
 - Given luxury of no carrying costs on the land, Davis spent three years studying old towns and villages looking for inspiration.
 - Architectural style consists of wooden-shingled and clapboard siding, deep front porches, tin roofs, tall windows, and mandatory wooden picket fences -- highly controlled architectural standards.
 - The development is designed on a grid with narrow straight streets, centralized shopping complexes and a true feeling of neighborhood scale.
 - Primary consideration is given to reducing the reliance upon the automobile.
- Observations
- Development is primarily a resort community marketed to second-home buyers.
 - Real estate was intended to be marketable to middle - high income families; however, the strong market demand has boosted the prices into a high income range.
 - The "Neo-traditional" approach to community design is becoming a well publicized alternative to traditional subdivisions.
 - This design approach is being initiated in approximately 20 planned communities across the U.S. including Kentlands, MD., Charlestown Place, FL., Hill County, TX., Bedford, NH.

SEASIDE



PEDESTRIAN POCKETS

As an alternative to suburban sprawl, the architect Peter Calthorpe has been promoting his solution which he calls "Pedestrian Pockets". Although his focus is not on developing planned communities, his ideas have considerable overlap with some of the goals of planned communities and therefore warrants discussion.

The basis of the model is a dissatisfaction with single-function zoning and separation, overwhelming traffic congestion, inefficient land-use and open space, and an overall poor sense of community. In Calthorpe's words a "Pedestrian Pocket" is "Much smaller than a new town and defined as a balanced, mixed-use area within a 1/4 mile walking radius of a light rail station. The uses within this zone of approximately 50 to 120 acres would include housing, retail, daycare, recreation and open space. Up to 2,000 units of housing and 1,000,000 square feet of office can be located within three blocks of the light rail station using typical condominium densities and four-story office configurations."

By integrating a series of pedestrian pockets along a light rail system this approach begins to address the regional transportation problems that plague the suburban environment. By creating concentrated activity centers land will be more efficiently utilized, living and working environments will be better integrated and traditional community growth would prosper.

This approach attempts to address transportation and land-use planning problems in a harmonious manner. Although "Pedestrian Pockets" do not incorporate the large employment regions that total communities need, it is very effective for retro-fitting in areas of high land values and dense populations. The extent of Public Sector involvement is to coordinate and install the light rail system and encourage concentrated mixed-use developments at the pockets through zoning and design regulations. This system could lend itself to a wide variety of installations for both redeveloping and developing areas.

APPENDIX C

**Development Agreements paper
by Douglas R. Porter**

**CEMENTING PUBLIC AND PRIVATE DEVELOPMENT COMMITMENTS
WITH DEVELOPMENT AGREEMENTS**

by Douglas R. Porter
Director, Development Policy Research
ULI-the Urban Land Institute

Developers and municipalities increasingly are employing written agreements to ratify their commitments for completion of real estate development projects. Such agreements differ from ordinary rezoning decisions and other types of public approvals for development projects because, in addition to binding developers to detailed plans and conditions, they also require specific courses of action on the part of public entities. Agreements, for example, may require construction of specified public facilities according to a detailed timetable, expedited processing of required permits, creation of capital financing mechanisms such as special taxing districts, and other commitments that further project development. In addition, agreements incorporate vesting provisions that protect projects from future regulatory changes.

In return for these types of public commitments, developers promise to develop specified types of uses in defined locations, adhere to certain qualities of design, and construct or provide land or cash contributions for designated public facilities required to support the development.

Development agreements, therefore, offer a mechanism whereby private and public entities can negotiate understandings about development projects. Although there are some questions about their legal enforceability, agreements do carry a degree of moral commitment for local governments to allow completion of projects as planned. Over time, moreover, it has become clear that development agreements provide other benefits as well. Negotiations leading to agreements, for example, require that both parties work out conflicts and issues concerning land use characteristics and infrastructure needs. In effect, such negotiations and consequent agreements provide an instrument for short- and long-term planning. Agreements also provide a modicum of stability in a changeable political environment, especially important in California where legislative decisions are constantly challenged by citizen initiatives.

Development agreements have grown in popularity in response to public concerns for more control over the quality, timing, and cost of development and private developers' worries over the financial risks of multi-phase development in a changing regulatory climate. Agreements help to insulate developers from political shifts in development policies while providing public entities greater assurance of development quality control.

The first state legislation authorizing municipalities to execute

development agreements was enacted in California in 1979. Since then, over 154 jurisdictions in that state have adopted about 330 agreements, and over 150 additional agreements are currently under negotiation. More recently, the states of Hawaii, Florida, and Nevada have adopted enabling statutes for development agreements and Illinois, Minnesota, and Colorado have enacted legislation permitting limited forms of agreements. Given present trends across the nation toward more complex projects and more restrictive regulatory environments, it appears likely that the use of development agreements will continue to expand.

Development agreements are also being used in other nations. In Britain, for example, "planning agreements" are increasingly employed to solidify planning approvals and determine developer exactions. British law forbids exactions (or "planning gains") as conditions of planning permission under normal circumstances, so local authorities have turned to agreements as a technique to induce exactions.

Swedish municipalities and developers employ development agreements in several ways. Developers of private property must adhere to detailed development plans promulgated by municipalities; development agreements are used to spell out time schedules and upfront impact fees. "Property allotment agreements" are employed to specify housing prices and appropriate classes of homebuyers for public properties to be developed for housing.

Some Questions

The use of development agreements has raised legal, political, and other concerns that have remained controversial over a decade of experience. The principal legal question focuses on the contractual nature of the agreement, which runs contrary to the judicial tenet that legislatures cannot bind the regulatory authority of future legislatures. Development agreements require the balancing of governments' necessity to uphold their police power rights in the public interest against their ability to contract. In practice, development agreements often skirt this problem by including language permitting changes in regulations necessary to meet critical police power needs. Some current California court cases may provide more specific guidance on this question in the near future.

An issue of growing importance in recent years is the standing--or lack of it--given citizen's groups in the negotiations leading to agreements. "Classic" agreements involve two parties, a municipality and a developer. Increasingly, citizen's groups have clamored for more representation in such negotiations, especially in jurisdictions that are attempting to control the amount of development. Often this is due to the frequent use of development agreements in California to protect projects from the effects of citizen initiatives and referenda. Many development agreements, however, now incorporate procedures for citizen involvement in negotiations and amendments.

Another issue relates to the potential misuse of development agreements as a substitute for comprehensive planning by cities and counties. Especially in some rural communities, public officials have found development agreements an expedient means of determining land use and infrastructure patterns, almost to the exclusion of community-wide planning. These jurisdictions are depending on incremental, project-by-project, plans formulated by private developers as a substitute for public planning programs. Used correctly as an implementation mechanism for comprehensive plans, however, development agreements provide a "realism test" for planning policies and afford a means of assuring coordination between land development and infrastructure provision.

Both developers and local governments have found that development agreements must be amended from time to time in response to changing conditions. This need necessarily raises questions about the extent of changes that may be permitted without reopening public examination of the agreements. Most modern agreements, therefore, answer this issue by incorporating provisions defining renegotiation thresholds and spelling out procedures for amending the agreement.

Finally, as presently conceived, development agreements cannot bridge intergovernmental concerns. Enabling statutes restrict the parties of agreements to municipalities and developers, disregarding the growing necessity of inter-agency understandings between various federal, state, and local entities, especially concerning environmental issues. In this age when developers must secure permits from several governmental entities, a more versatile instrument of agreement is sorely needed.

Despite these drawbacks and uncertainties, it seems that the advantages of development agreements outweigh their disadvantages. As the development approval process has grown increasingly discretionary in many communities, development agreements provide focal points for securing mutual public and private understandings about development proposals.

[The Urban Land Institute is preparing a series of papers by experts in these issues for publication this summer. The publication will include monographs on the legislation and experience with development agreements in California, Hawaii, Florida, Great Britain, and Sweden and will discuss legal and planning issues. The publication grew out of a ULI policy forum convened in 1987 at the University of Southern California.]

APPENDIX D

Definitions

PLANNED COMMUNITIES DEFINITIONS

Access scheme: Techniques and site design features intended to promote safe and convenient traffic flow within and through a developed area.

Activity Center: An area designed to the community's needs for a central meeting place. An activity center is intended to promote the cultural, historical and civic/activities within an urban environment, while encouraging pedestrian access and interaction.

Adverse Sun Angle: Sun direction in relation to a commuter roadway which would shine into the eyes of drivers during peak travel hours.

Affordable Housing: Single family or multi-family housing in safe and habitable condition that provides sufficient living space for the family members and requires no more than 30% of the lower income family's income for mortgage or rental payments. (Low income family is defined as having income at or below 80% of the medium income for Albuquerque SMSA).

Archaeology resources investigation, Class I: General location and description of known archaeological resources documented by the Laboratory of Anthropology of the Museum of New Mexico (Santa Fe), in the Archaeological Records Management Systems (ARMS)

Archaeological and geotechnical resources sample, Class II: A surface field survey (e.g. a grid sample) verifying and adding to Class I data on archaeological resources and geotechnical features.

Archaeological and geotechnical resources sample, Class III : Sample field excavation providing a sufficiently detailed site investigation and documentation for determining a final mitigation strategy.

Buildout: The finished construction of a given urban geographic area, including buildings, streets, parking areas, and other incidental uses.

Community scale: Public or private facilities of moderate size and appearance, larger than neighborhood facilities but smaller than facilities designed to serve the metropolitan population.

Core Area (of each center): The heart of each activity center, where human social and economic activities are most concentrated.

Design speed: The maximum safe vehicle speed for which a given roadway is designed.

Employment center: As distinct from Community, Village, or Neighborhood Centers, an area especially devoted to such job-producing activities as light manufacturing, production, warehousing, volume discount stores, technical and research companies, offices and other supporting uses.

Functional Hierarchy: A system organizing the community's streets into order according to size, scale, right-of-way and demand needs; each level is subordinate and complimentary to the one above it.

Garden Office: Generally one or two-story offices oriented toward landscaping such as interior courtyards.

Government annex: A smaller, more limited function government services (probably municipal) building located in a suburban area convenient to routine needs of the population in that area, and possibly linked by computer to the central offices.

Gross tract density: The density of dwelling units within the boundaries of a planned community master plan, calculated by dividing the total number of housing units in the planned community by the total number of acres in that planned community.

Infill: The building upon vacant parcels that are served by utilities and surrounded by urban development, and which have been by-passed in the normal course of urbanization.

Landscaped Throughway: An access-controlled, multiple-lane roadway with landscaped median and right-of-way for buffering adjacent land uses. In especially sensitive sections, roadway may be depressed below grade, the right-of-way bermed, or both.

Light Rail Transit: LRT is an electrical transit railway system having a medium speed and capacity as compared to heavy rail rapid transit. LRT is generally not grade separated from the right-of-way and falls into a cost/service range between rapid transit and motor bus.

(Major) Public Open Space: An integrated system of lands and waters that have been acquired, developed, used, and maintained to retain their natural character to benefit people throughout the metropolitan area by conserving resources related to the natural environment, providing opportunities for outdoor education and recreation, or defining the boundaries of the urban environment.

Migrant to new job ratio: The number of in-migrants to the area in comparison to the number of new jobs created for them.

Mobility System: Any complete means of travel, including vehicles/roadways/parking, mass transit vehicles/routes/centers, bicycles/pedestrians/trails, park and ride lots/ridesharing programs.

Neighborhood: A cohesive residential area surrounding and within walking distance of a center typically comprised of an elementary school, park/playground, daycare center, and convenience commercial.

Office Space Class A: Up-to-date buildings with excellent location, access, and supporting amenities, and which are managed professionally to attract high rent tenants.

Office Space Class B: Buildings with little functional obsolescence and deterioration and good location, access, and construction.

Office Space Class C: Older (15 to 25 years) buildings having more market limitations than Class A or B, and which consequently offer lower rents in order to maintain steady occupancy.

Pedestrian Mall: Typically a linear, open-air walking area protected from vehicular traffic and including special amenities designed to accommodate pedestrians, such as colored and textured walking surfaces, multiple levels connected by ramps and stairs, shaded and sunlit gathering areas, seating, trees, fountains, and night lighting.

Power Center, or Hyper Store: A volume discount and grocery store of 100,000 to 200,000 square feet or more containing a wide range of retail merchandise under one roof.

Private Open Space: An integrated system of land and waters that have been designated, acquired, developed, used and maintained to retain their natural character to benefit a private development's community or neighborhood.

Protected pedestrian linkages: Walkways located in corridors away from roadways intended primarily for motor vehicle traffic.

Redevelopment Program: A program designed to encourage revitalization and reconstruction of existing buildings and neighborhoods. Current strategies involve financial incentive packages and creative development agreements.

Regional Thoroughway: A major multiple lane roadway, at least partially access-controlled, which connects destination points across the metropolitan area.

Review for validity: The review of every approved plan, at the community level, village level, or neighborhood or site plan level, after a specified time to determine if it has been accomplished or if conditions have changed sufficiently to warrant amendment, renegotiation, or repeal of the plan.

Self-sufficiency: The ability of a community to support its residential, commercial and civic needs; usually through a diversified land-use scheme which provides the opportunities required to meet the daily, weekly, and monthly needs of its residents for education, employment, shopping and services. It also implies fiscally balanced service provision, minimal waste, recycling, energy efficiency, and low water use.

Service Area: A geographic area large enough to support the respective centers' population base in relation to the land uses and services required.

Short block length: A block face of less than 500 feet from one street corner to the next street corner.

Streetscape: The overall design appearance of a particular street, as determined by placement and relationship among buildings, sidewalks, landscaping, parking, lanes, street furniture, texture, colors, and other physical elements.

Sufficient population base: A population within a planned community's service area which would be large enough to comprise a market for a variety of civic and commercial activities, as determined by the providers.

Transit and Paratransit Service locations: Typically at neighborhood, village, or community centers, or at employment centers and sometimes larger urban centers, such facilities would be comprised of well-marked, well-designed bus shelters and benches, park-and-ride lots, and similar features which could be converted to transit stations in the longer term.

Trip type: The purpose of a trip, for example home to work, home to shopping, home to school.

Urban Park: In contrast to open and undeveloped character of open space, urban parks are more active-use facilities of up to 100 acres and characterized by athletic fields, high intensity of uses, noise, and nighttime use with lighting, e.g. ball fields and tennis courts.

Village: A village typically consists of several neighborhoods, encompassing 650-1200 acres contained within a physically cohesive unit, defined by such elements as arterial streets or major landforms, with a sufficient population base to sustain basic civic and neighborhood-scale commercial services located within a village center.

APPENDIX E

**Comprehensive Plan adopting Resolutions,
Summary and Intent, Reserve & Rural
Area Goals/Policies and Plan Map**

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1 jurisdiction of the City of Albuquerque; and

2 WHEREAS, the changes within the 1987 Comprehensive Plan are of
3 sufficient magnitude to warrant adoption of the new plan instead of
4 amending the former document; and

5 WHEREAS, the 1987 Comprehensive Plan has been developed in
6 accordance with findings of numerous supporting technical studies
7 and in response to the desires and needs of City and County
8 residents as expressed through the 1983-84 Goals Committee, Plan
9 Revision Oversight Committee, special public input meetings, and
10 public hearings.

11 BE IT RESOLVED BY THE COUNCIL, THE GOVERNING BODY OF THE CITY OF
12 ALBUQUERQUE:

13 Section 1. That the attached 1987 Comprehensive Plan, including
14 the plan map, but excluding the segments of the plan cited in
15 Section 2.A. and 2.B., be adopted as the Rank One Plan for the City
16 of Albuquerque and County of Bernalillo. It shall hereafter be
17 designated the 1988 Comprehensive Plan.

18 A. The overall densities, character and design of all
19 land uses and development, including residential, agricultural,
20 commercial, industrial, and recreational and open space shall be in
21 accordance with the goals and policies of this Comprehensive Plan.

22 B. The regional network of open space identified on the
23 plan map, and the Open Space Network goals and policies shall be the
24 basis for preservation, protection, acquisition, and coordination of
25 open space to meet the present and future needs of all residents of
26 the area.

27 C. Environmental protection and heritage conservation
28 shall be pursued in accordance with the goals and policies of this
29 Comprehensive Plan.

30 D. The provision, maintenance, and design of public and
31 private facilities and services, including roads, public transit,
32 bikeways, trail corridors, public safety, education, employment,
33 solid waste disposal, drainage, and water and sewer systems shall be

CITY of ALBUQUERQUE
EIGHTH COUNCIL

COUNCIL BILL NO. R-8 ENACTMENT NO. 138-1988

SPONSORED BY: Nadyne C. Bicknell

RESOLUTION

ADOPTING THE COMPREHENSIVE PLAN FOR ALBUQUERQUE AND BERNALILLO COUNTY; REPEALING THE THREE ELEMENTS OF THE ALBUQUERQUE/BERNALILLO COUNTY COMPREHENSIVE PLAN ADOPTED IN 1975 AND AS SUBSEQUENTLY AMENDED.

WHEREAS, the Council, the governing body of the City of Albuquerque, has retained the authority to adopt master plans for the physical development of areas within its planning and platting jurisdiction, as authorized by Chapter 3, Article 19, NMSA 1978 and by the City Charter as allowed under Home Rule provisions of the Constitution of New Mexico; and

WHEREAS, municipal zoning regulations and restrictions are to be in conformance with a comprehensive plan, as provided by Section 3-21-5 NMSA 1987; and

WHEREAS, the Environmental Planning Commission, acting as advisor to the City in matters related to planning, has reviewed and recommended the 1987 Comprehensive Plan; and

WHEREAS, the Environmental Planning Commission recognizes the need for this as well as other comprehensive, master plans to guide the City of Albuquerque, County of Bernalillo and other agencies and individuals involved in land use and environmental decisions to ensure orderly development; and

WHEREAS, the Comprehensive Plan is the long-range Rank One Plan as specified by the City Plans Ordinance (Art. 7-4 R.O. 1974), governing lower ranking plans to guide development to respect human, economic and environmental goals and objectives within the planning

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1 In accordance with the goals and policies of the Comprehensive Plan.

2 E. The Comprehensive Plan Map, consisting of a map and an
3 overlay map of Major Open Space, is adopted as a constituent part of
4 the Comprehensive Plan.

5 Section 2. That Comprehensive Plan goals and policies shall
6 serve as general guidelines for land use, environmental, and
7 resource management decisions and shall form the foundation for
8 lower ranking plans and land use regulations.

9 A. The Introduction and Context Section shall serve to
10 interpret the origin and intent of goals and policies rather than as
11 adopted Comprehensive Plan policy in itself.

12 B. The possible techniques may serve to implement
13 policies, but are not adopted Comprehensive Plan policies in
14 themselves. They shall be reviewed periodically and revised, if
15 necessary, to achieve general policy objectives.

16 C. All City regulations and ordinances affecting land
17 use, environmental quality, heritage conservation, and community
18 resource management shall conform to general policies of the
19 Comprehensive Plan.

20 D. Criteria governing the size, configuration, land use
21 mix, densities, and other features of planned communities in the
22 Reserve and Rural Areas will be proposed by the City Planner, after
23 working with key members of the private sector, for adoption by the
24 City and County within one year of the effective date of this
25 resolution. The criteria will be used in evaluating and approving
26 planned communities.

27 E. In the course of developing area plans, densities of
28 planned community developments may be studied; if justified by
29 appropriate analysis, including cost-benefit analysis, an area plan
30 can be the basis for amending the planned-community gross density
31 provisions of the Comprehensive Plan.

32 Section 3. That the Monitoring and Implementation Section shall
33 be used as a foundation for procedures to evaluate accomplishments

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1 and recommend amendments to the plan and revisions to the work
2 priorities associated with implementation; and such evaluation and
3 adjustment shall be done at least biennially.

4 Section 4. That amendment procedures shall be as provided in
5 Section III of the Comprehensive Plan and in Article 7-4 R.O. 1974,
6 the City Plans Ordinance. Amendments to the attached Comprehensive
7 Plan goals, policies, and map shall be made only upon review and
8 action by the planning commissions and elected officials of both the
9 City and County. Standards for amending plan map boundaries shall
10 be as follows:

11 A. Amendment of the boundary of the Central Urban Area
12 shall be dictated by changing conditions and needs.

13 B. Because of different regulatory provisions in the City
14 Zoning Code, amendment to boundaries between the Established Urban
15 and the Developing Urban areas shall not be permitted except in
16 cases of technical mapping error.

17 C. Adding or deleting Urban Centers and adjustment to
18 boundaries of the Open Space Network may be based on lower ranking
19 plans which cover the land in question.

20 D. Revision to other plan map boundaries shall occur only
21 for compelling reasons of planning policy.

22 Section 5. That lower ranking plans undertaken should include
23 but not be limited to plans for sub-metropolitan areas, urban
24 centers, and the Open Space Network to prepare specific
25 recommendations within general density and character guidelines of
26 the Comprehensive Plan goals, policies, and map. Such plans, like
27 the Comprehensive Plan hereby adopted, are comprehensive plans and
28 master plans for statutory purposes.

29 Section 6. That the Albuquerque/Bernalillo County Comprehensive
30 Plan, adopted by Resolutions 49-1975, 69-1975, 153-1975, and as
31 subsequently amended, are hereby repealed.

32 Section 7. that in the event of conflicts between this
33 Comprehensive Plan and any already-adopted Rank Two or Rank Three

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1 Plans, this Comprehensive Plan shall govern.

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1 PASSED AND ADOPTED THIS 1st DAY OF AUGUST, 1988.

2 BY A VOTE OF 8 FOR AND 0 AGAINST.

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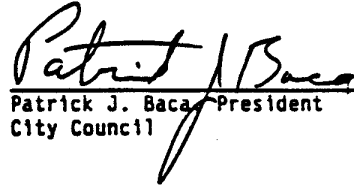
Yes: 8
No: 0
Excused: Gallegos

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Patrick J. Baca, President
City Council

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APPROVED THIS 30th DAY OF August, 1988.

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Ken Schultz, Mayor
City of Albuquerque

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ATTEST:

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City Clerk

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BERNALILLO COUNTY

BOARD OF COUNTY COMMISSIONERS

1 RESOLUTION NO. 103-88

2 ADOPTING THE COMPREHENSIVE PLAN FOR ALBUQUERQUE AND BERNALILLO COUNTY;
3 REPEALING THE THREE ELEMENTS OF THE ALBUQUERQUE/BERNALILLO COUNTY
4 COMPREHENSIVE PLAN ADOPTED IN 1975 AND AS SUBSEQUENTLY AMENDED.

5 WHEREAS, the Board of County Commissioners, the governing body of the
6 County of Bernalillo, has retained the authority to adopt master plans
7 for the physical development of areas within the jurisdiction of
8 Bernalillo County, as authorized by Section 4-57-1 and 4-57-2, NMSA 1978;
9 and

10 WHEREAS, the County Planning Commission, as the advisory body to the
11 Board of County Commissioners on all matters related to planning, has
12 reviewed the recommended the 1987 Comprehensive Plan; and

13 WHEREAS, the County Planning Commission recognizes the need for this
14 as well as other comprehensive, master plans to guide the City of
15 Albuquerque, County of Bernalillo and other agencies and individuals
16 involved in land use and environmental decisions to ensure orderly
17 development; and

18 WHEREAS, the Comprehensive Plan is the long-range Rank One plan for
19 Albuquerque and Bernalillo County specified by the Plans Ordinance (Art.
20 7-4 R.O. 1974), guiding lower ranking plans to ensure rational
21 development which respects human, economic and environmental needs within
22 Bernalillo County; and

23 WHEREAS, the changes within the 1987 Comprehensive Plan are of
24 sufficient magnitude to warrant adoption of the new plan instead of
25 amending the former document; and

26 WHEREAS, the 1987 Comprehensive Plan has been developed in accordance

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1 with findings of numerous technical studies and in response to the
2 desires and needs of City and County residents as expressed through the
3 1983-84 Goals Committee, Plan Revision Oversight Committee, special input
4 meetings, and public hearings.

5 NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS, THE
6 GOVERNING BODY OF THE COUNTY OF BERNALILLO:

7 Section 1. That the attached 1988 Comprehensive Plan, including the
8 plan map, but excluding the segments of the plan cited in Section 2.A.
9 and 2.B., be adopted as the Rank One Plan for the City of Albuquerque and
10 County of Bernalillo. It shall hereafter be designated the 1988
11 Comprehensive Plan.

12 A. The overall densities, character and design of all land uses and
13 development, including residential, agricultural, commercial, industrial,
14 and recreational and open space shall be in accordance with the goals and
15 policies of this Comprehensive Plan.

16 B. The regional network of open space identified on the plan map,
17 and the Open Space Network goals and policies shall be the basis for
18 preservation, protection, acquisition, and coordination of open space to
19 meet the present and future needs of all residents of the area.

20 C. Environmental protection and heritage conservation shall be
21 pursued in accordance with the goals and policies of this Comprehensive
22 Plan.

23 D. The provision, maintenance, and design of public and private
24 facilities and services, including roads, public transit, bikeways, trail
25 corridors, public safety, education, employment, solid waste disposal,
26 drainage, and water and sewer systems shall be in accordance with the
27 goals and policies of the Comprehensive Plan.

28 E. The Comprehensive Plan Map, consisting of a map and an overlay
29 map of Major Open Space, is adopted as a constituent part of the
30 Comprehensive Plan.

31 Section 2. That Comprehensive Plan goals and policies shall serve as
32 general guidelines for land use, environmental, and resource management
33 decisions and shall form the foundation for lower ranking plans and land

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1 use regulations.

2 A. The Introduction and Context Section shall serve to interpret the
3 origin and intent of goals and policies rather than as adopted
4 Comprehensive Plan policy in itself.

5 B. The possible techniques may serve to implement policies, but are
6 not adopted Comprehensive Plan policies in themselves. They shall be
7 reviewed periodically and revised, if necessary, to achieve general
8 policy objectives.

9 C. All County regulations and ordinances affecting land use,
10 environmental quality, heritage conservation, and community resource
11 management shall conform to general policies of the Comprehensive Plan.

12 D. Criteria governing the size, configuration, land use mix,
13 densities, and other features of planned communities in the Reserve and
14 Rural Areas will be proposed by the City/County Planner, after working
15 with key members of the private sector, for adoption by the City and
16 County within one year of the effective date of this resolution. The
17 criteria will be used in evaluating and approving planned communities.

18 E. In the course of developing area plans, densities of planned
19 community developments may be studied; if justified by appropriate
20 analysis, including cost-benefit analysis, an area plan can be the basis
21 for amending the planned-community gross density provisions of the
22 Comprehensive Plan.

23 Section 3. That the Monitoring and Implementation Section shall be
24 used as a foundation for procedures to evaluate accomplishments and
25 recommend amendments to the plan and revisions to the work priorities
26 associated with implementation; and such evaluation and adjustment shall
27 be done at least biennially.

28 Section 4. That amendments to the attached Comprehensive Plan goals,
29 policies, and map shall be made only upon review and action by the
30 planning commissions and elected officials of both the City and County.
Standards for amending plan map boundaries shall be as follows:

31 A. Amendment of the boundary of the Central Urban Area shall be
32 dictated by changing conditions and needs.

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1 B. Amendment to boundaries between the Established Urban and the
2 Developing Urban areas shall not be permitted except in cases of
3 technical mapping error.

4 C. Adding or deleting Urban Centers and adjustment to boundaries of
5 the Open Space Network may be based on lower ranking plans which cover
6 the land in question.

7 D. Revision to other plan map boundaries shall occur only for
8 compelling reasons of planning policy.

9 Section 5. That lower ranking plans undertaken should include but
10 not be limited to plans for sub-metropolitan areas, urban centers, and
11 the Open Space Network to prepare specific recommendations within general
12 density and character guidelines of the Comprehensive Plan goals,
13 policies, and map. Such plans, like the Comprehensive Plan hereby
14 adopted, are comprehensive plans and master plans for statutory purposes.

15 Section 6. That the Albuquerque/Bernalillo County Comprehensive
16 Plan, adopted by Resolutions 601, 635 and 660, and as subsequently
17 amended, are hereby repealed.

18 Section 7. That in the event of conflicts between this Comprehensive
19 Plan and any already-adopted Rank Two or Rank Three Plans, this
20 Comprehensive Plan shall govern.

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1 PASSED and ADOPTED this 23rd day of August, 1988.

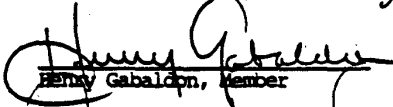
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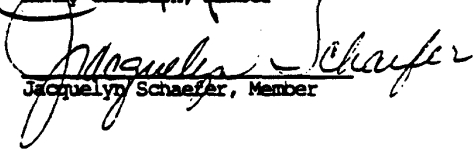
BOARD OF COUNTY COMMISSIONERS


Lenton Malley, Chairman

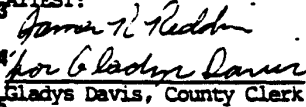

Orlando Vigil, Vice Chairman


Patricia H. Cassidy, Member


Henry Gabaldon, Member


Jacquelyn Schaefer, Member

ATTEST:


Gladys Davis, County Clerk

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Summary and Intent

Section one provides a great deal of information that describes the distinct evolution of Albuquerque and Bernalillo County. The metropolitan area is one of the fastest growing cities in the southwest as a consequence of its climatic, environmental, economic and cultural assets. The rapid growth and development has instituted many changes in the community which was once a small, sleepy, cluster of agricultural villages. The City and the County went through many and varied changes, the majority of which not only benefitted the metropolitan area, but the state and the nation as well. The many advantages which growth and development have brought also carries some liabilities discussed in the previous section. The following goals and objectives are based in the lessons of the past while looking to the future so that the citizens and their representatives in local government can build a better and brighter future for City and County residents.

Section two contains the goals and policies. They provide a single instrument which rationalizes the complex relationship between seemingly diverse issues. They relate issues to goals which are part of the community's long-term preservation and development strategy. They provide the framework by which diverse efforts can be synthesized to achieve complimentary development. The goals and policies are the yardstick for evaluating all significant public and private development proposals. They are the means by which individuals and local government officials will guide the pace, intensity, and direction of the metropolitan area's growth. Most important, the goals and policies are the citizenry's articulated aspirations for a better community which they can use to direct Albuquerque and Bernalillo County's conservation and growth.

The Open Space Network envisioned by the Plan embraces major natural features like mesas, mountains, volcanoes, and the river, and ties them together through a trail system following drainage easements. The network includes many areas unsuited for urban development because of natural constraints such as unstable soils or excessive slope. The network's developable portions should limit land use intensities, densities and be carefully integrated into the open space system.

Reserve Area lands, formerly Private Grazing Areas, are generally located far beyond existing developed areas. They include much of the land area west of the volcanoes and that of the southeast and southwest mesas. The vast mesa tracts will serve as a "reserve" for long range future development. If the lands are permitted to develop, they should become reserve area planned communities whose public service costs would be negotiated between the City and the developer. Like other plan areas, reserve area development will respect natural features while preserving resources. Each new community should provide employment, shopping, and recreation opportunities which preclude sprawl development and traffic congestion problems.

Rural areas are appropriate for low intensity land use along with the possibility of a limited number of high quality planned communities. The Plan seeks to enhance rural character and maintain large tracts for agricultural or scenic open space use. These areas (along with the Reserve areas) shape the metropolitan area by marking the end of continuous urbanization.

New commercial or industrial development should be limited to either small neighborhood-scale shopping centers or local "cottage" industries, except where part of sensitively designed planned communities compatible with the rural character of the surrounding area and capacities of the environment and infrastructure.

Semi-Urban Areas include portions of the north and south valley and North Albuquerque Acres. The areas contain important natural and cultural features that should be considered in development plans. The soil, topography and drainage conditions affect development in Semi-Urban Areas and portions have strong ties to agriculture. Development should reflect the distinct geographic, economic, and cultural setting of the Semi-Urban Areas.

Urban Area development includes growth and redevelopment in the Central Urban, Established Urban, and Developing Urban Areas. The Central Urban Area, formerly Redeveloping Urban, contains older neighborhoods that have the highest revitalization priority. These areas are the focus of efforts to enhance their unique position at Albuquerque's historic center. Infill development in the Established Urban Area is encouraged to be sensitive to existing neighborhoods. Developing Area growth is programmed through sector plans that provide for orderly growth in these fringe areas.

As growth and physical change occurs throughout the metropolitan area, and as trends and policy objectives change with time, analysis developed through Plan monitoring and implementation or through lower rank plans may justify recommending boundary modifications to any of the Plan's development areas; such justification would have to be clear and strong, meeting requisite standards specified in this Plan and its adopting resolutions.

Environmental Protection and Heritage Conservation outlines issues, solutions and strategies for preserving environmental, cultural, archaeological and historical assets in the area and represents the community's growing concern for preservation and enhancement of unique cultural features.

Air quality policies support standards which measure air quality. Emphasis in air quality improvement is placed on reducing automobile generated pollutants through provision of travel alternatives; thoughtful placement of employment and services; and traffic engineering techniques to minimize unnecessary traffic delays. The Transportation and Transit and the Energy sections also cover the importance of reducing automobile use.

Water quality addresses hazardous wastes, septic systems, and solid waste problems. The Plan calls for a coordinated water management program and a "total systems" approach to water management. Solid waste policies stress techniques for landfill design and management, waste recycling, and management of unregulated wastes that may be hazardous to public health.

New policies concerning noise have been added to cover concerns for the impact of noise on nearby land uses. The mitigation measures will help avoid future noise/landuse conflicts.

New sections covering historic and archaeological resources, and ethnic traditions and the arts have been added to the Plan. The policies underscore the importance of City and County cultural heritage. Policies stress identification, awareness, and resource protection for the area's historic, archaeological, cultural and artistic traditions. The developed landscape section deals with design and placement of buildings, roadways and landscaping and the importance of these in the visual environment.

The Plan's last section, Community Resource Management, contains nine sections that cover a range of areawide concerns including the placement and rehabilitation of City water, sewer, storm drainage, and transportation services. Policies address the need to balance new public service extension with existing system maintenance and rehabilitation. Long range regional planning will be necessary to effectively manage the above resources and systems.

Water management examines water conservation measures, water rights, and acknowledgement of its finite nature. Energy management covers efficient use of alternative energy sources such as solar, wind, solid waste, and geothermal power. Transportation system efficiency and alternative travel methods fall under this section.

Transportation and transit policies address the need for a balanced travel system. Transportation affects energy management and air quality problems and are addressed in those sections as well. Transportation constraints, planning and design, and mitigation measures should be incorporated into subsequent roadway plans.

The housing section contains policies calling for quality housing for all income groups. Employment and business recruitment are addressed in the economic development section which advocates policies supporting local industry and business development, promotion of tourism, and maintenance of sound local government fiscal position. Education issues, public service facility location, police and fire services, are all covered in the Education, Human Service, and Public Safety sections.

The goals and policies section outlines the policies, programs, and possible techniques by which the community can reach its goals and objectives. It is designed not only to resolve conflicts and guide development and preservation, but also to encourage neighborhoods to determine their priorities and plan their future within the context of overall community goals and policies. The framework is flexible, designed to accommodate future changes and needs for the area's population, environment, economy, culture and social composition. Future conditions will undoubtedly necessitate Comprehensive Plan amendments. To meet changing conditions and new priorities, the goals and policies will be subject to a biennial review which will evaluate the designated objectives. It will help both the community and local government officials determine if the course they have set for building a better community is being realized. The construction, implementation and maintenance of the community's goals and policies is our legacy to the future.

- 3) Prepare environmental, fiscal and economic analyses that demonstrate development feasibility and plan phasing. Establish boundaries via submission of a plan covering each planned community project.
- 4) Phase planned communities with respect to the City's Capital Improvements Programs, Utility Extension policy, and regional economic justification and impacts.
- 5) If balanced employment was not available within the planned community at the end of a phase, it would create a rebuttable presumption that no more residences should be approved until the job balance was provided.

Policy b

Overall gross density shall not exceed two dwelling units per acre, and density transfer (clustering) shall be used to accomplish appropriate urban densities in planned communities while ensuring an open space buffer around them. Within this overall density policy, housing densities and land use mix, open space, infrastructure size and location, and other public services and facilities are to be prescribed through rank two plans or rank three plans.

- **Transfer of development rights to local government shall ensure the permanency of the pattern.**
- **Land which is already in public ownership (whether fee or easement), including Indian lands, is not considered in calculating density, but all other land is counted.**
- **A carrying capacity analysis of each planned community area will identify constraints and opportunities presented by environmental, historical, cultural, archaeological and infrastructure factors.**

Possible Techniques

- 1) Develop plans jointly with land holders and local government; implement through zoning, comprehensive land development code, other local land use regulations and utility policies.
- 2) Negotiate schedules within each master plan or as part of pre-annexation agreements between the City and the planned community developers for the sharing of infrastructure costs.

Policy c

Development within reserve areas shall take place either in accordance with an approved planned community master plan or in accordance with the standards applicable to rural areas.

Possible Techniques

- 1) Zone County reserve area development from one to twenty acres per dwelling unit based on environmental characteristics.
- 2) When annexing reserve areas without a plan for a planned community, establish a low intensity holding zone (e.g. 5 acres/d.u.).
- 3) Annex and change zoning to allow more intensive development only upon acceptance of a planned community master plan; implement land use, design requirements, and other stipulations.
- 4) Include performance clauses in the subdivision and the site plan regulations which invalidates plans if construction has not begun within a specified period of time.

Policy d

A planned community master plan approved in accordance with this section shall be considered an approved amendment to the Comprehensive Plan Map. A planned community sector development plan shall not be approved if it fails to demonstrate self-sufficiency, environmental sensitivity, separation from other urban areas by permanent open space and, if within the Rural Area, the provision of infrastructure which is not a net expense to the City.

3. RURAL AREA

The Goal is to maintain the separate identity of rural areas as alternatives to urbanization by guiding development compatible with their open character, natural resources, and traditional settlement patterns.

Policy a

Rural Areas as shown by the Plan Map shall generally retain their rural character with development consisting primarily of ranches, farms and single-family homes on large lots; higher density development may occur at appropriate locations - within rural villages or planned communities. Overall gross densities shall not exceed one dwelling unit per acre.

- **Rural Area density patterns shall be more specifically defined through lower rank planning.**
- **Higher density development must provide local government with property rights ensuring appropriate overall-area gross density.**
- **Each higher density area is to be controlled by site development plan and is to be located well away from other such higher density areas.**
- **Small "rural villages" should contain compact housing areas - usually no more than 100 dwellings - with very few stores to serve the village.**
- **Planned communities will follow the Reserve Area policies concerning such communities, except:**

The lower gross density requirements;

The automatic requirement for unified urban government; and

In the East Mountain area, the average net density of permanent residential areas will be urban, the exact density to be determined by lower ranking plans rather than by this Plan.

- **New rural villages and planned communities will be approved only if all public infrastructure needed primarily to serve the proposed areas is provided at the cost of the developers.**

Possible Techniques

- 1) **Use agricultural zone categories for greenbelt tax status lands.**

- 2) Develop and adopt rank two area plans specifying appropriate densities; implement through zoning, platting, and sector planning processes.
- 3) Use county zones which limit development densities to between 1 to 20 acres per dwelling unit based on carrying capacity.
- 4) Provide incentives for development of cluster housing sensitive to natural constraints and adjacent development.
- 5) Consider extensions of City public services and facilities to rural areas only where:

Public health and safety are threatened and there is no safe alternative;
or

A planned community is approved and being developed, for which extension of certain services and facilities is economically feasible and environmentally sound; or

The extension is part of an adopted policy of metropolitan area service.

- 6) Monitor development through a comprehensive data base.
- 7) Determine, through the rank two planning process, where rural area boundaries may be altered to reflect existing and planned conditions.
- 8) Include performance clauses in the subdivision and the site plan regulations which invalidates plans if construction has not begun within a specified period of time.

Policy b

Development in rural areas shall be compatible with natural resource capacities, including water availability and soil capacity, community and regional goals, and shall include trail corridors where appropriate.

Possible Techniques

- 1) Develop design criteria to be utilized in development review process to minimize adverse effects of development (e.g. required terracing and roads parallel to contour on steep slopes)
- 2) Develop and adopt area and sector plans specifying guidelines based on resource characteristics and unique community concerns and opportunities; implement through zoning and platting processes.

- 3) Ensure compatible development and density through review and possible revision of the county zoning and subdivision ordinances.
- 4) Encourage and support development of community water and waste systems consistent with protecting the resource base and water quality.
- 5) Consider the location and use of trail corridors in the design of new development where appropriate.

Policy c

Development shall be carefully controlled in floodplains and valley areas where flood danger, high water table, soils and air inversions, and preservation/maintenance of agricultural land inhibit extensive urbanization.

Possible Techniques

- 1) Apply flood hazard ordinance.
- 2) Utilize low density special condition zoning categories.
- 3) Utilize agricultural and greenbelt easements, land banks, land trusts, and voluntary agricultural districts.

Policy d

Land which is suitable for agriculture shall be maintained to the extent feasible in agricultural production and discouraged from non-agricultural development.

Possible Techniques

- 1) Apply flood hazard ordinance.
- 2) Use Greenbelt Law where applicable.
- 3) Support cooperative type farmers market at which growers can sell produce.
- 4) Investigate the voluntary preservation of agricultural land and associated uses.
- 5) Encourage use of vacant land for community gardens.

Policy e

The following policies shall guide development of inhabited rural settlements of a distinctive historic and cultural character:

- **Existing buildings and spaces determined to be of significant local, State, and/or National interest should be maintained and integrated as viable elements of the community.**
- **New rural development shall be sensitive to existing historic, cultural and economic patterns.**

Possible Techniques

- 1) **Encourage programs to develop local building skills and utilize local materials as part of economic revitalization of historic villages in mountain and valley areas.**
- 2) **Investigate methods of funding revitalization within rural settlements.**
- 3) **Identify areas having a distinctive historic or cultural character for potential historic district designation.**

Policy f

Development shall be carefully controlled in the East Mountain Area to prevent environmental deterioration, and be compatible with the resource base and natural recreational and scenic assets.

Possible Techniques

- 1) **Utilize area plan; implement through zoning and platting processes, environmental Health regulations.**
- 2) **Seek cooperation of U.S. Forest Service and other government agencies in planning compatible development.**
- 3) **Consider extensions of public services/facilities to the East Mountain Area only where public health and safety are threatened.**

Policy g

The following policies shall guide industrial and commercial development in rural areas:

- Small-scale, local industries which employ few people and may sell products on the same premises are the most desirable industrial use.
- Mineral extraction should be discouraged in highly scenic or prime recreational, agricultural or residential areas.
- Where mineral extraction and industrial development occurs, noise and pollution levels should be regulated and restoration of the land should be required.
- Neighborhood and/or community-scale rather than regional-scale commercial centers are appropriate for rural areas. Strip commercial development should be discouraged and, instead, commercial development should be clustered at major intersections and within designated mountain and valley villages.

Possible Techniques

- 1) Control location of uses through appropriate zone designations.
- 2) Require compliance with environmental health regulations.
- 3) Use City and County Zoning Codes to require buffering of residences and other sensitive uses in Rural Areas from environmental impacts of commercial and industrial activities.

APPENDIX F

Phasing Example

APPENDIX F

Phasing Example

This appendix illustrates the sort of additional factors which would need to be considered when a new Planned Community is being proposed through the three levels of approval. While it focuses on transportation, where phasing both within and to/from the community is especially critical to success, it applies by example to other service systems of planned communities. This is an example only and is not meant to imply standards that will be mandated in Planned Communities. This level of detail will be developed through subsequent work of the Planned Communities Task Force.

Phasing of the Major Street System Within the Community

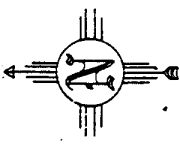
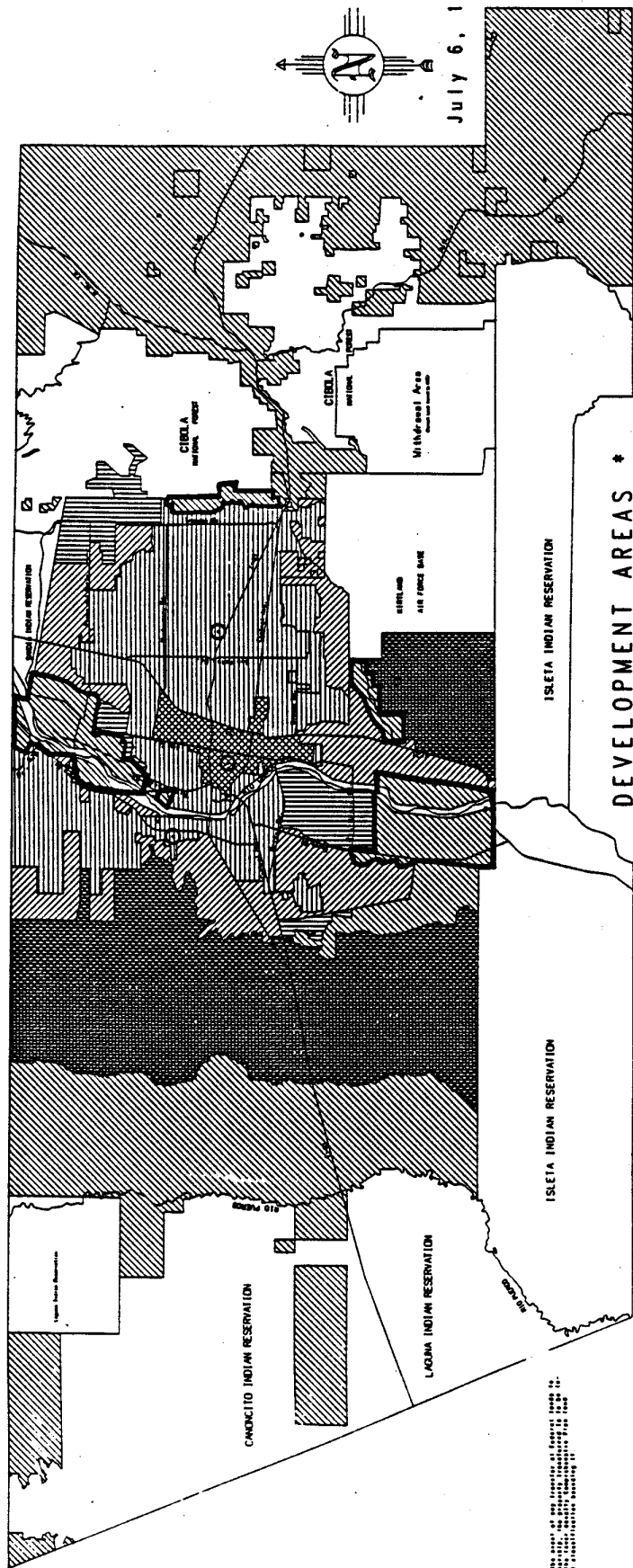
- 1) For the neighborhood, at least two major streets connecting the neighborhood to adjacent or nearby development units should be in place before a subsequent request for Level C approval that would allow development exceeding a cumulative total of approximately one-half of the dwelling units in the neighborhood plan is submitted. At least the larger of these facilities should connect to one or more higher classification facilities for the purpose of accommodating travel outside the residential neighborhood environment. The number of lanes for these facilities should be related to estimated or actual traffic demand.
- 2) For the village, no fewer than three major streets, including at least one principal arterial, connecting the village to adjacent or nearby development units should be in place before a subsequent request for Level C approval that would allow development exceeding a cumulative total of approximately one-half of the dwelling units in the village plan is submitted. At least the largest of these facilities should connect to a proximate limited access arterial that is a route or an extension of a route designated on the September 1989 Long Range Major Street Plan.
- 3) For the community center, urban center, or employment center, at least two arterial connecting streets should be in place before a subsequent request for Level C approval that would allow development exceeding a cumulative total of fifty acres in the center is submitted, and half of the major street connections required for the center should be in place before further requests for Level C approval that would allow development exceeding a cumulative total of one hundred fifty acres are submitted. At least one of the two arterials should be designated for limited access and each arterial should connect via separate corridors to a similarly classified facility that is an extension of a route designated on the September 1989 LRMSP.

Phasing of the Major Street System to and from the Community

- 1) At least one all weather arterial roadway that connects to an extension of an existing facility or one that is designated on the September 1989 LRMSP must be put in place as a condition of approval of the initial Level C submittal.

- 2) **Staged improvements to this access roadway will likely serve until an actual development level of 3,000 dwelling units within the planned community is reached. At this point, at least one additional all weather arterial roadway in a separate corridor from the first that connects to a route or an extension of a route that is designated on the September 1989 LRMSP must be put in place as a condition of approval of the Level C submittal for additional dwelling units.**

Albuquerque Bernalillo County Comprehensive Plan Map



July 6, 1988

NOTE: In the event of any inconsistency of Federal, State or County laws, regulations, orders, policies, procedures, or rules, the Comprehensive Plan shall prevail.

DEVELOPMENT AREAS *

- ☐ CENTRAL URBAN 1,700 acres, mixed densities, potential units (based on the 1980 Census) 100,000 units, potential for up to 200,000 units.
- ☐ ESTABLISHED URBAN 20,000 acres, up to five existing units per gross acre, potential for up to 200,000 units.
- ☐ DEVELOPING URBAN 24,000 acres, up to five existing units per gross acre, potential for up to 120,000 units.
- ☐ SEMI-URBAN 11,000 acres, up to three existing units per gross acre, potential for up to 33,000 units.
- ☐ RURAL 100,000 acres, up to one existing unit per gross acre, potential for up to 100,000 units.
- ☐ RESERVE 40,000 acres, up to one existing unit per gross acre, potential for up to 40,000 units.
- ☐ EXISTING URBAN CENTERS
- ☐ RURAL, NOT APPROPRIATE FOR PLANNED COMMUNITIES

PREPARED BY: BERNALILLO COUNTY PLANNING DEPARTMENT
DATE: JULY 6, 1988

PLANNED COMMUNITIES TASK FORCE

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**Cleve Matthews, New Mexico Chapter,
National Association of Industrial and Office Park Developers**

**Steve Crawford, Engineer/Planner
Crawford Development Services**

**Joan Schaeffer, Vice President/Senior Project Manager
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