



**Environmental
Planning
Commission**

**Agenda Number: 5
Project Number: 1000032
Case #: 08EPC 40019
March 20, 2008**

Staff Report

Agent	Tierra West LLC
Applicant	Univest/Coors Road LLC
Request	Sector Development Plan Map/Text Amendment
Legal Description	Tract 3, Coors Village
Location	Coors Boulevard NW, between Western Trails NW and Milne Rd. NW
Size	Approximately 7.7 acres
Existing Zoning	SU-3
Proposed Zoning	SU-3 (re-allocating 7.7 acres of commercial use to multi-family)

Staff Recommendation

Recommendation of APPROVAL of 08EPC 40019 to the City Council, based on the findings beginning on page 16, and subject to the condition of approval on page 20.

Staff Planner

Anna DiMambro, AICP -- Planner

Summary of Analysis

This is a request for a sector development plan map/text amendment for Tract 3, Coors Village, which is a part of Parcel V of the University of Albuquerque Sector Development Plan. The subject site is currently zoned SU-3. The applicant is proposing to re-allocate 7.7 acres from Commercial to Multi-Family (17 dwelling units per acre) to construct senior housing. The applicant has submitted an application for a site development plan for subdivision and for building permit, which will be heard at the April 2008 EPC hearing. While this request does not specify that senior housing will be the use, staff has recommended a condition of approval requiring EPC approval of the site development plans, which specify senior housing.

Overall, the applicant has met the requirements of R-270-1980 based upon the proposed zoning being more advantageous to the community, and has cited a preponderance of goals, objectives, and policies that are furthered by this request. There is no known neighborhood or other opposition to this request, and staff recommends approval with conditions.

Location Map (3" x 3")

City Departments and other interested agencies reviewed this application from 2/11/2008 to 2/22/2008. Agency comments were used in the preparation of this report and begin on page 22.

AREA CHARACTERISTICS AND ZONING HISTORY

Surrounding zoning, plan designations, and land uses:

	<i>Zoning</i>	<i>Comprehensive Plan Area; Applicable Rank II & III Plans</i>	<i>Land Use</i>
<i>Site</i>	SU-3	Established Urban; West Side Strategic Plan, Coors Corridor Plan, University of Albuquerque Sector Plan	Vacant
<i>North</i>	SU-1 for PRD	Established Urban; West Side Strategic Plan, Coors Corridor Plan	Single-family
<i>South</i>	SU-3	Established Urban; West Side Strategic Plan, Coors Corridor Plan, University of Albuquerque Sector Plan	Multi-family
<i>East</i>	SU-3	Same	Single-family
<i>West</i>	SU-3	Same	Vacant

Background

This is a request for a sector development plan map/text amendment for Tract 3, Coors Village, which is a part of Parcel V of the University of Albuquerque Sector Development Plan. The subject site is currently zoned “SU-3 for Mixed Use to include 27.2 acres of Single-Family Residential, 4-8 dwelling units per acre, 5.1 acres Office, 13.7 acres Commercial, 6.0 acres Multi-Family Residential, 12-24 dwelling units per acre, and 1.8 acres Neighborhood Park.”

The applicant is proposing to re-allocate 7.7 acres from Commercial to Multi-Family (17 dwelling units per acre), which would result in the proposed zoning “SU-3 for Mixed Use to include 27.2 acres of Single-Family Residential, 4-8 dwelling units per acre, 5.1 acres Office, 6.0 acres Commercial, 13.7 acres Multi-Family Residential, 17 dwelling units per acre, and 1.8 acres Neighborhood Park.”

Use	Existing Acreage	Proposed Acreage
Single-family residential	27.2	27.2
Office	5.1	5.1
Commercial	13.7	6.0
Multi-family residential	6.0	13.7
Neighborhood Park	1.8	1.8

The applicant is proposing to construct senior housing. The applicant has submitted an application for a site development plan for subdivision and for building permit, which will be heard at the April 2008 EPC hearing. While this request does not specify that senior housing will be the use, staff has recommended a condition of approval requiring EPC approval of the site development plans, which specify senior housing.

History

The University of Albuquerque area was designated as an Urban Center with adoption of the Metropolitan Areas and Urban Centers Plan in 1975 (Resolution 69-75). The *University of Albuquerque Sector Development Plan* was adopted by the City Council in 1982, which included annexation and establishment of SU-3 zoning (AX-80-26, Z-80-122, & SD-80-3). The intent of the sector plan was to designate broad land use categories for the plan area with subsequent subarea planning to detail the uses and to ensure integration of those uses with each other and the surrounding area. Planning details for the subareas was delegated to the EPC.

In January 2002, the Urban Center designation was eliminated (R-02-41). On April 12, 2007, the EPC voted to recommend approval to the City Council of 07EPC 00122, an amendment to the West Side Strategic Plan to designate Tracts X1A1, X1A2, and X2A, University of Albuquerque Urban Center, as a Community Activity Center. On April 12, 2007, the EPC also voted to recommend approval to the City Council of 07EPC 00115 an amendment to the *University of Albuquerque Sector Development Plan* to change the zoning on Parcels A and B (Tracts X1A1, X1A2, and X2A) from “SU-3 for Mixed Uses- A minimum of approximately 30 acres within Tracts A and B shall be developed as apartments (R-3) at 24-30 du/ac; the balance of the property is to be developed as (C-2) commercial or (O-1) office (approximately 19 acres); and church and related uses; residential uses (R-3) at 24-30 du/ac and/or joint use park and ride facility (ten acres or less)” to “SU-3 for Church and related uses for approximately 10 acres; a minimum of approximately 17 acres shall be developed for office (O-1), the balance of the property is to be developed as (C-2) commercial or (O-1) office (approximately 30 acres)”. A site plan for subdivision (07EPC 00114) and a site plan for building permit (07EPC 00121) were also approved by the EPC on April 12, 2007. Both the zone change that amended the University of Albuquerque Sector Development Plan (07EPC 00115) and the designation of the Community Activity Center that amended the West Side Strategic Plan (07EPC 00122) were approved by the City Council in September of 2007.

Context

The subject site is currently vacant and is bordered by vacant land to the west, single-family homes to the north and east (across Coors) and multi-family housing to the south.

The subject site is located in the Established Urban Area within the boundaries of the West Side Strategic Plan, the Coors Corridor Plan, and the University of Albuquerque Sector Development Plan. The subject site is also part of the Coors/Western Trail Neighborhood Center as designated by the West Side Strategic Plan.

Long Range Roadway System

The Long Range Roadway System (LRRS) map, produced by the Mid-Region Council of Governments (MRCOG), identifies the functional classifications of roadways.

The Long Range Roadway System designates Western Trail NW as an Existing Urban Minor Arterial, with a right-of-way of 86'.

The Long Range Roadway System designates Coors Boulevard NW as an Existing Urban Principal Arterial, with a right-of-way of 124' (Established & Developing Urban) or 156' (elsewhere).

A bicycle lane exists on Coors Boulevard and is proposed for Western Trail.

Transit is available on Coors Boulevard.

Coors Boulevard is designated an Enhanced Transit Corridor.

Public Facilities/Community Services

The subject site is located within one mile of a fire station, an elementary school, and several developed and undeveloped city parks. Bus service exists on Coors Boulevard and Atrisco Drive.

ANALYSIS OF APPLICABLE ORDINANCES, PLANS AND POLICIES

Albuquerque Comprehensive Zoning Code

The subject site is currently zoned SU-3. The applicant is requesting a zone change to another SU-3 descriptor. According to the zoning code, the SU-3 zone allows "a variety of uses controlled by a plan which tailors development to an Urban Center; these include centers of employment, institutional uses, commerce, and high density dwelling." The Zoning Code continues to state, "any use consistent with the master plan and specified by a duly adopted Sector Development Plan is permitted. Specifications contained in the Sector Development Plan shall control. However, if a matter controlled in the R-3 or C-2 zones is not mentioned in the Sector Development Plan, then the provisions of the R-3 zone shall be applicable for residential uses and the provisions of the C-2 zone shall be applicable for nonresidential uses."

The procedure for individual premises within the total urban center is as follows:

"All uses and structures must have a Site Development Plan and, if relevant, a Landscaping Plan, each approved by the Planning Director. (1) These shall be approved only when they are consistent with the Sector Development Plan. (2) The Planning Director or a designee may approve site plans for park-and-ride temporary facilities."

Although this procedure states that the Planning Director may approve site plans within the SU-3 zone, these approvals within the University of Albuquerque Sector Development Plan have consistently been delegated to the EPC.

The University of Albuquerque Sector Development Plan is the controlling plan for this site. Although the Urban Center designation was removed from the site in 2002, the provisions of the SU-3 zone still apply. Currently, the applicant has requested only the zone change. Approval of a site development plan will be required. Because the University of Albuquerque Sector Development Plan contains only allowable uses without any design requirements, the provisions of the R-3 zone will apply to the applicant's proposed multi-family development. Compliance with these regulations will be ensured during the site development plan review process.

This request is for both a map amendment and a text amendment. Text amendments require City Council approval per Zoning Code §14-16-4-1.

Albuquerque / Bernalillo County Comprehensive Plan

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

The subject site is located in the area designated Established Urban by the *Comprehensive Plan* with a Goal to "create a quality urban environment which perpetuates the tradition of identifiable, individual but integrated communities within the metropolitan area and which offers variety and maximum choice in housing, transportation, work areas, and life styles, while creating a visually pleasing built environment." Applicable policies include:

Developing and Established Urban Areas

Policy a: The Developing Urban and Established Urban Areas as shown by the Plan map shall allow a full range of urban land uses, resulting in an overall gross density up to 5 dwelling units per acre.

The proposed use will contribute to a full range of urban land uses and will bring the overall gross density of the Developing Urban and Established Urban Areas closer to 5 dwelling units per acre. This request furthers this policy.

Policy d: The location, intensity, and design of new development shall respect existing neighborhood values, natural environmental conditions and carrying capacities, scenic resources, and resources of other social, cultural, recreational concern

The location and intensity of the proposed land use will respect existing neighborhood values, natural environmental conditions, and social, cultural, and recreational concerns. The surrounding neighborhood contains a mix of housing densities, and the natural environment of the subject site is already disturbed. The proposed senior housing will contribute to social, cultural, and recreational concerns by providing services dedicated specifically to the needs of aging residents. The design of the proposed development, as well as carrying capacities and scenic resources, will be reviewed at the site development plan review stage. This request furthers this policy.

Policy e: New growth shall be accommodated through development in areas where vacant land is contiguous to existing or programmed urban facilities and services and where the integrity of existing neighborhoods can be ensured.

The subject site is currently vacant and is contiguous to existing urban facilities and services. The applicant states that the integrity of the existing neighborhood can be ensured because the proposed land use re-allocation increases the residential component and decreases the commercial component, thereby reducing the possible intensity of use on the site. Staff agrees with this analysis and finds that this request furthers this policy.

Policy h: Higher density housing is most appropriate in the following situations:

- In designated Activity Centers.
- In areas with excellent access to the major street network.
- In areas where a mixed density pattern is already established by zoning or use, where it is compatible with existing area land uses and where adequate infrastructure is or will be available.
- In areas now predominantly zoned single-family only where it comprises a complete block face and faces onto similar or higher density development; up to 10 dwelling units per net acre.
- In areas where a transition is needed between single-family homes and much more intensive development: densities will vary up to 30 dwelling units per net acre according to the intensity of development in adjacent areas.

The applicant correctly notes that the subject site is located within the Coors/Western Trail Neighborhood Activity Center, and that it has excellent access to Coors, which is a part of the major street network. Also, a mixed density pattern is already established with multi-family housing to the south and single-family housing to the east and north. The applicant is proposing a density of 17 dwelling units per acre. This request furthers this policy.

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

Senior housing is unique in terms of residential uses in that it also provides many employment opportunities. The proposal is for independent living. Many services are provided to residents who choose to take advantage of them – for example, three meals per day will be offered. The subject site is located convenient to residential areas. Because many seniors who choose to live in this type of facility do not drive, adverse effects of pollution and traffic will be minimized. Lighting will be analyzed during the site plan review process. This request furthers this policy.

Activity Centers

Goal: to expand and strengthen concentrations of moderate and high-density mixed land use and social/economic activities which reduce urban sprawl, auto travel needs, and service costs, and which enhance the identity of Albuquerque and its communities.

This proposal will increase moderate density mixed land use in the Coors/Western Trail Neighborhood Activity Center. Because it is infill development, it will reduce urban sprawl,

and the mixed use nature of this Activity Center will reduce auto travel needs. The applicant also notes that this site is located on a transit line, which will also reduce auto travel needs. This request furthers this goal.

Policy a: Existing and proposed Activity Centers are designated by a Comprehensive Plan map where appropriate to help shape the built environment in a sustainable development pattern, create mixed use concentrations of interrelated activities that promote transit and pedestrian access both to and within the Activity Center, and maximize cost-effectiveness of City services. Each Activity Center will undergo further analysis that will identify design elements, appropriate uses, transportation service, and other details of implementation. The following table specifies policy objectives for each type. *(The subject site is located within the Coors/Western Trail Neighborhood Center. The referenced table is located after page II-35 in the Comprehensive Plan.)*

The request for multi-family residential uses is in accord with typical land uses for a Neighborhood Activity Center. This request furthers this policy.

Policy b: Net densities above 30 dwelling units per acre should generally be within Major Activity Centers; lower net densities in areas surrounding all types of Activity Centers will serve as a transition to residential neighborhoods.

The applicant is proposing a density of 17 dwelling units per acre, which is appropriate for a Neighborhood Activity Center. This request furthers this policy.

Policy i: Multi-unit housing is an appropriate use in Neighborhood, Community, and Major Activity Centers.

The applicant is proposing multi-unit housing in a Neighborhood Activity Center. This request furthers this policy.

Air Quality

Goal: The Goal is to improve air quality to safeguard public health and enhance the quality of life.

The applicant states that the proposed senior housing will have little impact on air quality because many of the residents will not drive. Staff agrees with this analysis and finds that this request furthers this goal.

Policy b: Automobile travel's adverse effects on air quality shall be reduced through a balanced land use/transportation system that promotes the efficient placement of housing, employment, and services.

The applicant argues that the proposed senior housing will place housing and employment on the same site, thereby lessening the need for automobile travel. Staff does not agree with this analysis, as the residents of the senior living facility are unlikely to also be employees of the facility. However, due to the larger site's distribution of land use categories, this request places housing in close proximity to commercial uses that will be used by future residents. This request furthers this policy.

Transportation and Transit

Goal: The Goal is to develop corridors, both streets and adjacent land uses, that provide a balanced circulation system through efficient placement of employment and services, and encouragement of bicycling, walking, and use of transit/paratransit as alternatives to automobile travel, while providing sufficient roadway capacity to meet mobility and access needs.

The applicant has not addressed this goal, but staff finds it to be relevant. The proposal will place dwelling units on a transit route, thereby promoting the use of transit as an alternative to automobile travel. This request furthers this goal.

Policy a: The following table presents ideal policy objectives for street design, transit service, and development form consistent with Transportation Corridors and Activity Centers as shown on the Comprehensive Plan's Activity Centers and Transportation Corridors map in the Activity Centers section. Each corridor will undergo further analysis that will identify design elements, appropriate uses, transportation service, and other details of implementation. (*Coors Boulevard is designated an Enhanced Transit Corridor. The referenced table is found on pages II-82 and II-83 in the Comprehensive Plan.*)

The housing density target for an Enhanced Transit Corridor, such as Coors Boulevard, is 7-30 net dwelling units per acre. This proposal, at 17 dwelling units per acre, falls into the desired range. This request furthers this policy.

Policy c: In order to add to transit ridership and where it will not destabilize adjacent neighborhoods, additional dwelling units are encouraged close to Major Transit and Enhanced Transit streets.

Coors Boulevard is designated a Major Transit Corridor. The applicant is proposing additional dwelling units close to Coors Boulevard. The proposed senior housing will not destabilize adjacent neighborhoods because there is an existing pattern of mixed density in the area, and site plan review will ensure appropriate design. This request furthers this policy.

Housing

Goal: The Goal is to increase the supply of affordable housing; conserve and improve the quality of housing; ameliorate the problems of homelessness, overcrowding, and displacement of low-income residents; and assure against discrimination in the provision of housing.

The applicant states that the proposed development will increase quality housing for senior citizens. The proposed development is not low income or public housing. Because the site is currently vacant, no residents will be displaced. Although this request does not restrict the site to senior housing, staff has recommended a condition of approval for this request requiring EPC approval of a site development plan that specifies the senior housing use. This request furthers this goal.

Policy d: Availability of a wide distribution of decent housing for all persons regardless of race, color, religion, sex, national origin, ancestry, or handicapped status shall be assured.

Approval of this request will increase the distribution of decent housing for senior citizens, some of whom may be handicapped. This request furthers this policy.

Economic Development

Goal: The Goal is to achieve steady and diversified economic development balanced with other important social, cultural, and environmental goals.

The proposed use will contribute to the economic diversity of the West Side. The senior housing use fulfills important social and cultural goals. This request furthers this goal.

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

The proposed development will provide new employment opportunities within walking distance of several residential neighborhoods. This request furthers this policy.

Policy g: Concentrations of employment in Activity Centers should be promoted in an effort to balance jobs with housing and population and reduce the need to travel.

The applicant incorrectly states that the subject site is not located in an activity center, although it is in fact located within the Coors/Western Trail Neighborhood Activity Center. Although the applicant is replacing commercial (employment) uses with residential, the type of residential use proposed will also generate some employment while providing housing opportunities within close proximity of commercial services. The site's location on a bus route reduces the need for individual automobile travel. This request furthers this policy.

West Side Strategic Plan (Rank 2)

The West Side Strategic Plan (WSSP) was first adopted in 1997 and has been amended several times, most recently in December 2005. The WSSP area is bounded by the Sandoval County line on the north, the Rio Puerco Escarpment on the west, a line south of Gun Club Road (the Atrisco Grant line) on the south, and the Rio Grande on the east for areas north of Central, and Coors Boulevard on the east for areas south of Central. It encompasses over 96,000 acres of land, or approximately 150 square miles. Specific boundaries are shown on the Plan Boundary map on pg. 5 in the WSSP.

The WSSP identifies thirteen communities in established areas of the West Side. The subject site is located within the Ladera Community, which is bounded by the Rio Grande on the east, Western Trails on the north, Unser Boulevard and the Petroglyph National Monument on the west and I-40 on the south. The Ladera Community encompasses 2926 acres and is completely within the City of Albuquerque's municipal limits. Major existing streets are Coors Boulevard and Atrisco. Ladera and Ouray provide east/west access through the community. Substantial commercial and public services exist along Coors Boulevard extending from Interstate 40 to St. Joseph's Drive.

Applicable goals, objectives, and policies include:

Goal 10: The Plan should create a framework to build a community where its citizens can live, work, shop, play, and learn together while protecting the unique quality of life and natural and cultural resources for West Side residents (p. 16).

The applicant states that the proposed senior housing will allow senior citizens an opportunity to live, work, shop, play, and learn together. Staff agrees. Site plan review will ensure continued quality of life for current West Side residents. This request furthers this goal.

Goal 12: The Plan should provide for long-term sustainable development on the West Side (p. 17).

The applicant states that this proposal for increased acreage for senior housing on the West Side is sustainable because the demand for senior housing will continue to increase in future years. Because no demographic information has been provided to substantiate this argument, it can only be considered anecdotally. However, staff does find that multi-family housing within an activity center is a long-term sustainable land use for the West Side. This request furthers this goal.

Objective 1: Provide for a complete mix of land uses on the West Side, including opportunities for large-scale employment, in order to minimize the needs for cross-metro trips. Employment opportunities are encouraged on the West Side (p. 17).

The proposed use will provide employment opportunities due to the services that will be offered as part of the proposed senior housing use. This request furthers this objective.

Objective 2: Provide the opportunity for creative and innovative solutions to housing, utility, and transportation problems. Improve upon methodologies employed elsewhere in the region in order to eliminate repetition of previous mistakes. Provide incentives for “good” development, not just deterrents for “bad” development, through design requirements specifically geared toward the West Side environment (p. 17).

This proposal provides a solution to a housing problem by proposing senior housing. This request furthers this objective.

Objective 4: Preserve a sense of community and quality of life for all residents based on wise, long-term decision-making (p. 17).

Making senior housing available preserves the quality of life for aging residents and provides those residents with a community geared toward their specific needs. This request furthers this objective.

Objective 8: Promote job opportunities and business growth in appropriate areas of the West Side (p. 17).

The proposed use will provide job opportunities. This activity center is an appropriate area of the West Side for such job opportunities. This request furthers this objective.

City Council Rank One Goal 1: Enhance lives of seniors, youths, and family, foster affordable housing and maintain (p. 19).

The proposed use of senior housing will enhance the lives of seniors. This request furthers this goal.

City Council Rank Two Goal 4: Achieve sustainable development, balance development, redevelopment, and infill development (p. 19).

Development of the subject site could be considered infill. This request furthers this goal.

Policy 1.1: Thirteen distinct Communities as shown on the Community Plan Map and described individually in this Plan, shall constitute the existing and future urban form of the West Side. Communities shall develop with areas of higher density (in Community and Neighborhood Centers), surrounded by areas of lower density. Bernalillo County and the City of Albuquerque Planning Commissions shall require that high density and non-residential development occur within Community and Neighborhood Centers. Low-density residential development (typical 3-5 du/acre subdivisions, or large-lot rural subdivisions) shall not be approved within Centers (p. 38).

The proposal is for higher density housing in a neighborhood center surrounded by areas of lower density. This request furthers this policy.

Policy 1.16: Neighborhood Centers shall be located on local collector and sometimes arterial streets. While their primary access may be by auto, pedestrian and bicycle connections shall be provided to all adjacent neighborhoods, parks, and to the larger open space system. Convenient transit services shall be connected with community-wide and regional transit development (p. 41).

The applicant has cited this policy, although staff finds that it would be more relevant to a site development plan. This policy is not applicable to this request.

Policy 2.5: When considering approval of subdivisions or site development plans for residential development or zone changes to residential or higher density residential, the City Planning Department shall consider whether local public schools have sufficient capacity to support the increased number of homes. If area schools are at or over their designed capacity, then the requested action should be denied unless the applicant demonstrates that the proposed action will create no net increase in enrollment for area schools (e.g. senior housing) (p. 48).

The applicant is proposing senior housing, which will have no impact on the public school system. Also, school impact fees will be assessed for this development. This request furthers this policy.

Policy 3.25: Proposals for new development and rezonings in this area should be carefully analyzed to avoid negative impacts on the National Monument and other surrounding properties. Review of proposed projects should consider the design and site layout implications of any new development on surrounding properties (p. 63).

This request will have no negative impact on the National Monument. A Traffic Impact Study will be required at the site plan review stage at which point design and site layout implications will also be considered. This request furthers this policy.

Coors/Western Trail Neighborhood Activity Center

The Coors/Western Trail Neighborhood Activity Center is currently located south of Western Trail on the west side of Coors Boulevard.

Area of surrounding neighborhoods: \approx 1,226 acres

2020 population served: \approx 8,901

2020 employment: \approx 7,407

Neighborhood Activity Center area: \approx 44 acres

Potential uses: Convenience retail, service; fringe area will contain public/institutional (St. Pius X High School), medium and high-density housing, and services.

1. Encourage convenience retail, office and higher density residential uses in the neighborhood centers in the Ladera community. Limited retail development is recommended in these centers because of the existing supply of retail space along Coors.
2. Improve pedestrian and bikeway access to the proposed neighborhood centers.

This section of the West Side Strategic Plan states that limited retail development is recommended due to the existing supply of retail space along Coors. The applicant's proposal to re-allocate 7.7 acres of commercial use to medium density residential is in accordance with the goal for this neighborhood activity center.

Northwest Mesa Area Plan (Rank 2)

The Northwest Mesa Area Plan was adopted by the City Council in 1980 and amended several times in 1983 and 1985. The Plan area encompasses approximately 39 square miles west of the Rio Grande, north of Interstate 40, south of the Sandoval County line and east of the edge of the Established/Developing Urban Area as identified by the Comprehensive Plan. The Northwest Mesa Area Plan has essentially been superseded by the West Side Strategic Plan, although it was never officially rescinded.

The applicant has cited two policies from this plan. However, these policies are reiterations of Comprehensive Plan goals and policies, and staff has addressed them above.

Coors Corridor Sector Development Plan (Rank 3)

The subject site lies within the boundaries of the Coors Corridor Sector Development Plan (CCSDP), a Rank III plan adopted in 1984 amended in 1989, 1995, and 2003. It contains policies, regulations, and guidelines for the development of Coors Boulevard and adjacent properties from Central Avenue north to State Road 528 (Alameda Boulevard), with the overarching goal to “promote visual harmony between new and existing buildings and between the built environment and the natural scene” (p 82). *Design policies* express the intent of the City and County. *Design regulations* are to control specified critical design aspects of the area. They apply to new construction or alteration of buildings or sites. *Design guidelines* are

suggestions to supplement the design regulations. The plan also puts emphasis on Coors Boulevard as a transit and pedestrian corridor. The subject property is in Segment 2 of the Coors Corridor Plan, which extends from I-40 on the south to Western trail on the north. The applicable goals and policies, followed by staff analysis include:

Issue 3: Land Use and Intensity of Development

Policy 1 – Adopted Plans: Land use decisions shall be made in accordance with adopted plans for the Northwest Mesa area. The City of Albuquerque has adopted a hierarchical plan ranking system. The Rank 1 plan includes all the elements of the Albuquerque/Bernalillo County Comprehensive Plan. Rank 2 plans include area plans such as the Northwest Mesa Area Plan. Rank 3 plans include sector development plans including this Coors Corridor Plan. Plans of lower rank must comply with all provisions of all higher ranking plans, including issues such as land use and commercial site locations (p. 60).

Adopted plans for this area were taken into consideration in this analysis. The applicant has cited relevant policies from all applicable plans. This request complies with applicable policies of higher ranking plans, thereby furthering this policy.

Policy 3 – Recommended Land Use: The Coors Corridor Plan recommends land uses which are identified on the following maps. They specify existing and recommended zoning and recommended land uses. These recommended land uses shall guide the development in the plan area (p. 67).

The subject site is located in Segment 2 (Zoning and Land Use maps are on pages 70 and 71 of the Coors Corridor Plan). Existing zoning at the time the Plan was written was SU-3 for Employment Center. No zoning change was recommended, although the specific SU-3 designator for the site has since been changed. Recommended land use for the site is office/institutional, although the site's current zoning also allows a variety of other uses. Because the existing zoning is in conflict with the recommended land use for the subject site, staff finds that this request neither furthers nor conflicts with this policy.

University of Albuquerque Sector Development Plan (Rank 3)

The University of Albuquerque Sector Development Plan is a map showing the University of Albuquerque (former Urban Center) subdivided into twelve separate parcels with various zoning and land uses. The Plan was adopted in August 1982, which included annexation and establishment of SU-3 zoning (AX-80-26, Z-80-122 & SD-80-3). The intent of the sector plan was to designate broad land use categories for the plan area with subsequent subarea planning to detail the uses and to ensure integration of those uses with each other and the surrounding area. Planning details for the subarea was delegated to the EPC.

The University of Albuquerque Sector Development Plan was recently amended (April 2007) by the EPC, and approved by the City Council (September 2007) in which tract X-1-A1, and the neighboring tracts X-1-A2, and X2A south of the subject site were designated as a Community Activity Center. The zoning was also changed on Parcels A and B (tracts X-1-A1,

X-1-A2, and X-2A) from “SU-3 for Mixed Uses – A minimum of approximately 30 acres within Tracts A and B shall be developed as apartments (R-3) at 24-30 du/ac; the balance of the property is to be developed as (C-2) commercial or (O-1) office (approximately 19 acres); and church and related uses; residential uses (R-3) at 24-30 du/ac and/or joint use park and ride facility (ten acres or less)” to “SU-3 for Church and related uses for approximately 10 acres; a minimum of approximately 17 acres shall be developed for office (O-1), the balance of the property is to be developed as (C-2) commercial or (O-1) office (approximately 30 acres).” Essentially, 30 acres of multi-family housing within Tracts A and B were re-allocated to commercial uses. The primary justification for this change was that, at the time, area public schools were overburdened and could not handle the number of students that would have been brought into the system through development of these tracts as multi-family. Because this proposal will be tied to a site plan that will specify senior housing for the subject site, school overcrowding is not an issue.

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

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

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

A. The applicant states that the proposed zone change is consistent with the health, safety, morals, and general welfare of the City because it will return land use allocations closer to their original allocations. Staff does not agree that this necessarily is in keeping with the health, safety, morals, and general welfare of the City because each time the allocations were changed, those applicants were required to show that the new allocations met this requirement. In other words, prior applicant seeking to remove multi-family housing from this area were required to show that the removal of such housing was consistent with the health, safety, morals, and general welfare of the City. Staff is not entirely convinced by the applicant’s argument for this section, but does find that the proposed use of senior housing meets the requirements of this section. Prior re-allocations that removed multi-family housing were primarily based upon school overcrowding, which is not an issue with the proposed senior housing use.

B. The applicant has overall provided a sound justification for this change.

C. The applicant has cited a preponderance of policies that are furthered by this request.

D. The applicant's justification is based upon the proposed zoning being more advantageous to the community as articulated in the Comprehensive Plan and other adopted City plans. The applicant has adequately demonstrated that a preponderance of policies is furthered by this request.

E. None of the permissive uses in the proposed zone will be harmful to adjacent property, the neighborhood, or the community.

F. The proposed zoning will not require major un-programmed capital expenditures by the City.

G. Staff has not considered the applicant's economic situation in this analysis.

H. The subject site's location at Coors Boulevard and Western Trail is not the major justification for this request.

I. The proposed amendment would not create a spot zone.

J. The proposed amendment would not create a strip zone.

CONCERNS OF REVIEWING AGENCIES / PRE-HEARING DISCUSSION

Albuquerque Public Schools comments that West Mesa High School is over capacity, and Chaparral Elementary School is nearing capacity. John Adams Middle School has excess capacity. While this request does not specify that senior housing will be the use, staff has recommended a condition of approval requiring EPC approval of site development plans, which specify senior housing. Also, because of the recently implemented school impact fees, the developer will be required to pay a fee for each unit constructed.

No other adverse comments have been received.

NEIGHBORHOOD/PUBLIC CONCERNS

The Las Luz del Sol Neighborhood Association, the La Luz Landowners Association, the Quaker Heights Neighborhood Association, the Encantado Homeowners Association, and the Taylor Ranch Neighborhood Association were notified of this request. Facilitated meetings were held on February 18 and February 20, 2008 and were attended by representatives of all affected neighborhood associations. General support for the request was expressed, although some neighbors expressed concern regarding liquor sales in the remaining commercially zoned areas and traffic cut through. Staff received one letter of support from the La Luz Landowners Association dated February 25, 2008. Staff has spoken several times with a representative of the Taylor Ranch Neighborhood Association, who expressed general support for the project with some concerns about the proposed height. Because site plan review will be required for this development, height will be addressed through that process. No other comments have been received.

CONCLUSIONS

This is a request for a sector development plan map/text amendment for Tract 3, Coors Village, which is a part of Parcel V of the University of Albuquerque Sector Development Plan. The subject site is currently zoned "SU-3 for Mixed Use to include 27.2 acres of Single-Family Residential, 4-8 dwelling units per acre, 5.1 acres Office, 13.7 acres Commercial, 6.0 acres Multi-Family Residential, 12-24 dwelling units per acre, and 1.8 acres Neighborhood Park." The applicant is proposing to re-allocate 7.7 acres from Commercial to Multi-Family (17 dwelling units per acre), which would result in an increase in the allotted acreage for multi-family uses from 6 acres to 13.7 acres and a decrease in the allotted acreage for commercial uses from 13-7 acres to 6 acres. The applicant is proposing to construct senior housing. The applicant has submitted an application for a site development plan for subdivision and for building permit, which will be heard at the April 2008 EPC hearing. While this request does not specify that senior housing will be the use, staff has recommended a condition of approval requiring EPC approval of site development plans, which specify senior housing.

Overall, the applicant has met the requirements of R-270-1980 based upon the proposed zoning being more advantageous to the community, and has cited a preponderance of goals, objectives, and policies that are furthered by this request. There is no known neighborhood or other opposition to this request, and staff recommends approval with conditions.

FINDINGS - 08EPC 40019, March 20, 2008 – Sector Development Plan Map/Text Amendment

1. This is a request for a sector development plan map/text amendment for Tract 3, Coors Village, which is a part of Parcel V of the University of Albuquerque Sector Development Plan. The subject site is currently zoned “SU-3 for Mixed Use to include 27.2 acres of Single-Family Residential, 4-8 dwelling units per acre, 5.1 acres Office, 13.7 acres Commercial, 6.0 acres Multi-Family Residential, 12-24 dwelling units per acre, and 1.8 acres Neighborhood Park.” The applicant is proposing to re-allocate 7.7 acres from Commercial to Multi-Family (17 dwelling units per acre), which would result in the proposed zoning “SU-3 for Mixed Use to include 27.2 acres of Single-Family Residential, 4-8 dwelling units per acre, 5.1 acres Office, 6.0 acres Commercial, 13.7 acres Multi-Family Residential, 17 dwelling units per acre, and 1.8 acres Neighborhood Park.” The applicant is proposing to construct senior housing.
2. The applicant has submitted an application for a site development plan for subdivision and for building permit, which will be heard at the April 2008 EPC hearing. These plans specify senior housing as the proposed use.
3. The subject site is located in the Established Urban Area within the boundaries of the West Side Strategic Plan, the Coors Corridor Plan, and the University of Albuquerque Sector Development Plan. The subject site is also part of the Coors/Western Trail Neighborhood Center as designated by the West Side Strategic Plan. Coors Boulevard is a designated Enhanced Transit Corridor.
4. The current request replaces multi-family uses that were removed from Tracts X-1-A1, X-1-A2, and X-2A in September 2007 (07EPC 00115). The basis for removal of multi-family uses in 2007 was school overcrowding. The proposed senior housing use will reinstate an appropriate mix of uses overall without contributing to school overcrowding.
5. This request furthers the following Comprehensive Plan goals and policies:
 - a. The proposed use will contribute to a full range of urban land uses and will bring the overall gross density of the Developing Urban and Established Urban Areas closer to 5 dwelling units per acre (II.B.5.a).
 - b. The location and intensity of the proposed land use will respect existing neighborhood values, natural environmental conditions, and social, cultural, and recreational concerns. The surrounding neighborhood contains a mix of housing densities, and the natural environment of the subject site is already disturbed. The proposed senior housing will contribute to social, cultural, and recreational concerns by providing services dedicated specifically to the needs of aging residents. The design of the proposed development, as well as carrying capacities and scenic resources, will be reviewed at the site development plan review stage (II.B.5.d).

- c. The subject site is currently vacant and is contiguous to existing urban facilities and services. The integrity of the existing neighborhood can be ensured because the proposed land use re-allocation increases the residential component and decreases the commercial component, thereby reducing the possible intensity of use on the site (II.B.5.e).
- d. The subject site is located within the Coors/Western Trail Neighborhood Activity Center and has excellent access to Coors, which is a part of the major street network. Also, a mixed density pattern is already established with multi-family housing to the south and single-family housing to the east and north (II.B.5.h).
- e. Senior housing is unique in terms of residential uses in that it also provides many employment opportunities. The subject site is located convenient to residential areas. Because many seniors who choose to live in this type of facility do not drive, adverse effects of pollution and traffic will be minimized. Lighting will be analyzed during the site plan review process (II.B.5.i).
- f. This proposal will increase moderate density mixed land use in the Coors/Western Trail Neighborhood Activity Center. Because it is infill development, it will reduce urban sprawl, and the mixed-use nature of this Activity Center will reduce auto travel needs. This site is located on a transit line, which will also reduce auto travel needs (Activity Centers goal).
- g. The request for multi-family residential uses is in accord with typical land uses for a Neighborhood Activity Center (II.B.7.a).
- h. The applicant is proposing a density of 17 dwelling units per acre, which is appropriate for a Neighborhood Activity Center (II.B.7.b).
- i. The applicant is proposing multi-unit housing in a Neighborhood Activity Center (II.B.7.i).
- j. The proposed senior housing will have little impact on air quality because many of the residents will not drive (Air Quality goal).
- k. Due to the site's distribution of land use categories, this request places housing in close proximity to commercial uses that will be used by future residents (II.C.1.b).
- l. The proposal will place dwelling units on a transit route, thereby promoting the use of transit as an alternative to automobile travel (Transportation and Transit goal).
- m. The housing density target for an Enhanced Transit Corridor, such as Coors Boulevard, is 7-30 net dwelling units per acre. This proposal, at 17 dwelling units per acre, falls into the desired range (II.D.4.a).

- n. Coors Boulevard is designated a Major Transit Corridor. The applicant is proposing additional dwelling units close to Coors Boulevard. The proposed senior housing will not destabilize adjacent neighborhoods because there is an existing pattern of mixed density in the area, and site plan review will ensure appropriate design (II.D.4.c).
 - o. The proposed development will increase quality housing for senior citizens. the site is currently vacant, no residents will be displaced (Housing goal).
 - p. Approval of this request will increase the distribution of decent housing for senior citizens (II.D.5.d).
 - q. The proposed use will contribute to the economic diversity of the West Side. The senior housing use fulfills important social and cultural goals (Economic Development goal).
 - r. The proposed development will provide employment opportunities within walking distance of several residential neighborhoods (II.D.6.a).
 - s. The proposed development will not only increase the concentration of employment, it will also provide housing opportunities within close proximity of commercial services. The site's location on a bus route reduces the need for individual automobile travel (II.D.6.g).
6. This request furthers the following goals, objectives, and policies of the West Side Strategic Plan:
- a. The proposed senior housing will allow senior citizens an opportunity to live, work, shop, play, and learn together. Site plan review will ensure continued quality of life for current West Side residents (Goal 10).
 - b. Multi-family housing within an activity center is a long-term sustainable land use for the West Side (Goal 12).
 - c. The proposed use will provide employment opportunities due to the services that will be offered as part of the proposed senior housing use (Objective 1).
 - d. This proposal provides a solution to a housing problem by proposing senior housing (Objective 2).
 - e. Making senior housing available preserves the quality of life for aging residents and provides those residents with a community geared toward their specific needs (Objective 4).
 - f. The proposed use will provide job opportunities. This activity center is an appropriate area of the West Side for such job opportunities (Objective 8).

- g. The proposed use of senior housing will enhance the lives of seniors (City Council Rank One Goal 1).
 - h. Development of the subject site could be considered infill (City Council Rank Two Goal 4).
 - i. The proposal is for higher density housing in a neighborhood center surrounded by areas of lower density (Policy 1.1).
 - j. The applicant is proposing senior housing, which will have no impact on the public school system. Also, school impact fees will be assessed for this development (Policy 2.5).
 - k. This request will have no negative impact on the National Monument. A Traffic Impact Study will be required at the site plan review stage at which point design and site layout implications will also be considered (Policy 3.25).
7. This request furthers Policy 1 of Issue 3 of the Coors Corridor Sector Development Plan because adopted plans for this area were taken into consideration in this analysis. The applicant has cited relevant policies from all applicable plans. This request complies with applicable policies of higher ranking plans.
8. The applicant has met the requirements of R-270-1980.
- a. The proposed zoning is consistent with the health, safety, morals, and general welfare of the city (A).
 - b. The applicant has overall provided a sound justification for this change (B).
 - c. The applicant has cited a preponderance of policies that are furthered by this request (C).
 - d. The applicant's justification is based upon the proposed zoning being more advantageous to the community as articulated in the Comprehensive Plan and other adopted City plans. The applicant has adequately demonstrated that a preponderance of policies is furthered by this request (D).
 - e. None of the permissive uses in the proposed zone will be harmful to adjacent property, the neighborhood, or the community (E).
 - f. The proposed zoning will not require major un-programmed capital expenditures by the City (F).
 - g. Staff has not considered the applicant's economic situation in this analysis (G).

- h. The subject site's location at Coors Boulevard and Western Trail is not the major justification for this request (H).
 - i. The proposed amendment would not create a spot zone (I).
 - j. The proposed amendment would not create a strip zone (J).
9. There is no known neighborhood or other opposition to this request.

RECOMMENDATION – 08EPC 40019, March 20, 2008

That a recommendation of APPROVAL of 08EPC 40019, a request for a sector development plan map/text amendment to the University of Albuquerque Sector Development Plan for Tract 3, Coors Village, be forwarded to the City Council, based on the preceding Findings and subject to the following Condition of Approval.

CONDITION OF APPROVAL - 08EPC 40019, March 20, 2008 – Sector Development Plan Map/Text Amendment

- 1. A site development plan for the proposed senior housing shall be reviewed and approved by the Environmental Planning Commission within six months.

***Anna DiMambro, AICP
Planner***

cc: Univest/Coors Rd.LLC, 4800 N. Scottsdale Rd., Suite 1400, Albuquerque, NM 85251
Tierra West LLC, 5571 Midway Park Pl. NE, Albuquerque, NM 87109
Suzanne Fetsco, La Luz del Sol NA, 23 Wind NW, Albuquerque, NM 87120
Rhona Rosenberg, La Luz del Sol NA, 42 Mill NW, Albuquerque, NM 87120
Patrick Gallagher, La Luz Landowners Assoc., 2520 Jefferson NE, Ste E, Albuquerque, NM 87110
Rae Perls, La Luz Landowners Assoc., 15 Tennis Ct. NW, Albuquerque, NM 87120
Matthew Baca, Quaker Heights NA, 5125 Northern Trail NW, Albuquerque, NM 87120
W. Leon Cooley, Quaker Heights NA, 5008 Northern Trail NW, Albuquerque, NM 87120

Colin Semper, Encantado HOA, 5809 Mesa Sombra Pl. NW, Albuquerque, NM 87120
Blane Wilson, Encantado HOA, 5928 Mesa Sombra Pl. NW, Albuquerque, NM 87120
Jolene Wolfley, Taylor Ranch NA, 6804 Stag Horn Dr. NW, Albuquerque, NM 87120
Rene Horvath, Taylor Ranch NA, 5515 Palomino Dr. NW, Albuquerque, NM 87120

Attachments

CITY OF ALBUQUERQUE AGENCY COMMENTS

PLANNING DEPARTMENT

Zoning Code Services

Reviewed: No Comments

Office of Neighborhood Coordination

La Luz Del Sol NA (R), La Luz Landowners Assoc. (R), Quaker Heights NA (R), Taylor Ranch NA (R), Rancho Encantado HOA

Advanced Planning

PUBLIC WORKS DEPARTMENT

Transportation Development (City Engineer/Planning Department):

- Reviewed, no comments regarding Sector Plan Amendment.

For information

- A Traffic Impact Study is not required for this request. However, upon any future Site Development Plan request, a Traffic Impact Study will be required.

Hydrology Development (City Engineer/Planning Department):

- Hydrology Section has no objection to the sector plan amendment.

Transportation Planning (Department of Municipal Development):

- Reviewed, and no comments regarding on-street bikeways, off-street trails or roadway system facilities.

Traffic Engineering Operations (Department of Municipal Development):

- No comments received.

Street Maintenance (Department of Municipal Development):

- No comments received.

Utility Development (Water Authority):

- No comments received.

Water Resources, Water Utilities and Wastewater Utilities (Water Authority):

- Comments sent directly to staff planner.

New Mexico Department of Transportation (NMDOT):

- No comments received.

RECOMMENDED CONDITIONS FROM CITY ENGINEER, MUNICIPAL DEVELOPMENT,

WATER AUTHORITY and NMDOT:

Conditions of approval for the proposed Sector Development Plan Amendment shall include:

- a. None.

ENVIRONMENTAL HEALTH DEPARTMENT

Air Quality Division

Environmental Services Division

City Forester

PARKS AND RECREATION

Planning and Design

Reviewed, no objection. Request does not affect our facilities.

Open Space Division

POLICE DEPARTMENT/Planning

Westside Area Command/Shawn McWethy Substation

SOLID WASTE MANAGEMENT DEPARTMENT

Refuse Division

Approved on condition, will comply with all SWMD ordinances and requirements, and have required recycle area.

FIRE DEPARTMENT/Planning

TRANSIT DEPARTMENT

COMMENTS FROM OTHER AGENCIES

BERNALILLO COUNTY

ALBUQUERQUE METROPOLITAN ARROYO FLOOD CONTROL AUTHORITY

Reviewed, no comment.

ALBUQUERQUE PUBLIC SCHOOLS

Coors Village, Tract 3, is located on Coors Blvd NW between Western Trails NW and Milne Rd NW. The owner of the above property requests approval for a building permit for a Senior Independent Living Facility. Although this development is intended for a Senior Independent Living Facility, it will be assessed the School Facility Fee. The fees collected from this development will benefit the following schools; Chaparral Elementary School, John Adams Middle School, and West Mesa High School. Chaparral Elementary School and West Mesa High School are exceeding capacity, John Adams Middle School has excess capacity.

Loc No	School	2007-08 40th Day	2007-08 Capacity	Space Available
234	Chaparral	786	788	2
405	John Adams	860	1,154	294
570	West Mesa	2,749	2,632	-117

Atrisco Heritage Academy High School will open with a 9th grade academy in 2008, while the remainder of the school will open in 2009. Atrisco Heritage Academy High School will relieve overcrowding at West Mesa High School.

To address overcrowding at schools, APS will explore various alternatives. A combination or all of the following options may be utilized to relieve overcrowded schools.

- Provide new capacity (long term solution)
 - Construct new schools or additions
 - Add portables
 - Use of non-classroom spaces for temporary classrooms
 - Lease facilities
 - Use other public facilities
- Improve facility efficiency (short term solution)
 - Schedule Changes

- Double sessions
- Multi-track year-round
- Other
 - Float teachers (flex schedule)
- Shift students to Schools with Capacity (short term solution)
 - Boundary Adjustments / Busing
 - Grade reconfiguration
- Combination of above strategies

All planned additions to existing educational facilities are contingent upon taxpayer approval

MID-REGION COUNCIL OF GOVERNMENTS

Coors Blvd is a limited-access facility, with full access provided at Western Trail and St. Josephs Dr. According to the Roadway Access Policy, right-in right-out and driveway access are described in the Coors Corridor Plan.

Coors Blvd has been identified in the ITS Regional Architecture as a corridor for ITS implementation, namely Dynamic Message Signs and Controller Upgrades / Coordination. Coordination with City's representative on the ITS Subcommittee is recommended.

The Coors Corridor Study (MPO Project ID 616.0) is a City of Albuquerque project to "identify transportation management strategies to implement in upcoming years." Funding for this project is programmed for FY 2010. Coordination with DMD staff is recommended to insure that accurate land-use information is made available for this study.

For information purposes, Coors Blvd has a functional classification of urban principal arterial. Western Trail has a functional classification of urban minor arterial.

MIDDLE RIO GRANDE CONSERVANCY DISTRICT

PUBLIC SERVICE COMPANY OF NEW MEXICO

There is an overhead distribution line on the East side of the property. There is also an overhead extension into the south portion of the property. Any changes or realignment of the existing OH distribution lines will be at the customer's expense