



**Environmental
Planning
Commission**

**Agenda Number: 3
Project Number: 1007322
Case #: 08EPC 40072
July 10, 2008**

Staff Report

Agent	COA, Planning Department
Applicant	City of Albuquerque
Request	Adopt the South Yale Sector Development Plan
Legal Description	See attached map
Location	Area bounded by University on the west, Gibson on the south, St. Cyr (and alignment) on the north, Columbia, Kathryn, alley west of Cornell to Vail and up to Girard and south to Gibson on the east
Size	Approximately 519 acres
Existing Zoning	Various zoning
Proposed Zoning	Various sector plan specific form based zones AND no change

Staff Recommendation

CONTINUANCE of 08EPC 40072, based on the findings on page 22, and subject to the conditions on page 29.

Staff Planner

Christopher Hyer, Senior Planner

Summary of Analysis

The Planning Department requests that the Environmental Planning Commission (EPC) begin the discussion of the South Yale Sector Development Plan and continue the hearing for a minimum of 60 days in order to obtain further comments from the public, commenting agencies, and the Environmental Planning Commission. Following submittal of the Plan to the EPC in early June of this year, staff has received many noteworthy comments that warrant additional time to address. Staff requests that further comment be obtained in order to identify problem areas that need attention in the Plan.

The purpose of the plan is allow and encourage development in the Yale area that will add a mix of uses and support community vitality. The Plan uses a form-based approach, which adds uniformity and certainty to developments by paying attention to both land use and the physical characteristics of the building itself. The Plan also presents a series of design standards on development within the Plan's boundaries. This will help alleviate problems of pedestrian and bicycle connectivity throughout the Plan area.

The request for continuance will allow a dialogue to take place and afford consensus where property owners have concerns with portions of the regulations. Staff has received comments from City departments asking for more time to review the document. Staff has also received concerns regarding the proposed PNR zone, proposed C-3 design standards, protection for existing buildings, protection for current SU-1 zoned sites, alley drainage ways and the resources used in the plan.

City Departments and other interested agencies reviewed this application from 06/9/2008 to 06/20/year. Agency comments were used in the preparation of this report and begin on page 31.

Surrounding zoning, plan designations, and land uses:

<i>Plan Area</i>	<i>Zoning</i>	<i>Comprehensive Plan Area; Applicable Rank II & III Plans</i>	<i>Land Use</i>
<i>North</i>	University Heights Neighborhood – SU-2/RTD, SU-2/DR SU-2/R-3, SU-2/O-1	Established Urban; University Neighborhoods Sector Plan	Residential, Education
<i>East</i>	R-1, SU-1 Golf Course & Rel. Fac.	Established Urban	Residential, Golf Course
<i>South</i>	C-1, C-2, C-3, O-1, M-1, IP and SU-1/Airport and Rel. Fac.	Established Urban	Commercial, Office, Airport, Manufacturing, Hospitality
<i>West</i>	SU-1/PDA O-1/C-2/IP, O-1, C-1, C-2, R-1, R-3, SU-1/Motel & Rel. Fac.	Established Urban	Institution, Vacant

Background

This is a request for continuance in order to solicit comments from the public and interested parties as well as the Environmental Planning Commission. Ultimately, adoption the South Yale Sector Development Plan will be requested at the City Council.

This project started with the adoption of City Council Bill R-06-81 that established the objective of completing a sector plan focusing around Yale Boulevard including the south University area and the north side of the Gibson Boulevard corridor. The resolution also declared a moratorium on the issuance of conditional uses allowing residential uses to be constructed in commercial zones.

After this resolution was passed in March 2007, a design team consisting of staff from the Planning Department and Strata Design (the consultants to the City for this project) was assembled. The sector plan project was initiated in May 2007 with the design team attending a public meeting to discuss neighborhood issues.

There were a total five public meetings to help determine the issues and the ultimate goals of the plan. The draft plan was presented at a final meeting held in April 2008. Part of the public involvement included an all day design workshop, which was held in September 2007; approximately 25 members from the community participated. Attendees at this workshop offered ideas from walking routes to concerns within the area as well as things that residents liked about the area and what residents would like to see in the future. In addition, the workshop included a visual preference survey designed to garner input on building types, height, massing and landscaping. The results of this survey along with the other input from the meeting were fundamental to the creation of the design regulations contained in the plan.

Context

The boundaries of the Plan area were determined approximately at the same time the boundaries for the metropolitan redevelopment area (MRA) were determined. Residents of the area spoke at the Development Commission and asked that the boundaries include areas they felt needed to be improved or were blighted. The recommended boundaries were forwarded to the City Council. The Council included the entire Clayton Heights neighborhood and the entire Lomas del Cielo neighborhood and exclude the single-family residential portion of the Victory Hills neighborhood.

The lack of pedestrian connectivity and design standards is seen as an important part of why this area was becoming blighted. The Yale corridor and the northern side of Gibson Boulevard were seen as logical boundaries for both the MRA and the sector plan. The following items were combined to arrive at the result of determining the boundaries for the sector plan as well as the MRA: the inclusion of the two neighborhoods, the exclusion of the Victory Hills single-family homes, the exclusion of the university controlled business park (land west of University Boulevard), the exclusion of the residential parcels north of the City's transit facility (under control of the University Neighborhoods Sector Plan) and the inclusion of the north side of the Gibson corridor that was not already in an MRA.

The Plan boundaries are University Boulevard on the west, St. Cyr (and its alignment relatively east-to-west) on the north, Columbia Drive south to Kathryn Avenue and west to the alley (on the west side of Cornell Drive) and south to Vail Avenue and then east to Girard Boulevard and south to Gibson Boulevard – for the eastern boundary, then west on Gibson to University Boulevard (see attached map).

The Plan area covers approximately 519-acres and includes the historic Fairview Cemetery, a large section-8 housing development, several limited service hotels for the airport, Isotopes Park and the Veloport, the City's east side transit maintenance facility, the Islamic Mosque, the Loma Linda Community Center, the university's football stadium, tennis courts, track stadium, soccer fields and married student housing, a large portion of CNM, several new hotel developments, a large mobile home park, a heavy commercial area and single and multifamily housing.

The area is a gateway from the Albuquerque Sunport and related office and commercial buildings. West of Yale Boulevard, a single-family neighborhood (Clayton Heights) and Lowell Elementary School reside. Further west of Yale is the university's south campus sports complex and the Isotopes Park and an older single family residential developments – one is an old mobile home park and the other is an old public housing facility that is now privately owned. Also west of Yale and fronting onto Gibson is the recently approved Broadstone Town Center residential development. West of the Plan area is the University's Basketball Arena (the Pitt) and the University business park.

On the east side of Yale, beyond the immediate commercial buildings, Community Center and Mosque (outside of the Plan area), is the residential neighborhood of Victory Hills and the Puerta del Sol Golf Course. Within the Plan area and across Girard from the golf course is the heavy commercial area. This area includes an old Bag and Save grocery store building, storage buildings and office buildings.

Most of the area was developed in the 1950's although the cemetery dates back to the 1880's.

The Planning Process

As mentioned, this is a City Council initiated sector plan that occurred as the result of the Clayton Heights community requesting it be performed. The residents of the area have been very interested with this Plan's development process and have been active at all the public meetings held by the design team. The first public meeting, May 23, 2007, was organized by the community and was used as an opportunity to kick-off this project.

The design team began working on the formulation of the community's goals from the beginning and thought that an economic study would help add to their information base - Bob Gibbs and Associates performed the economic study. This economic study helped provide not only the economic picture for the area - acknowledging the large student body from UNM and the influx of travelers from the Sunport - but also gave a view of future economic activity of this older area and how the Gibson corridor and future development in the UNM business park would impact the area.

There was another public meeting to collect more community input August 2007 after the economic study was finished, and an all day visioning workshop September 2007 to formulate goals and objectives for the Plan area. The design team was able to take these ideas, meet with key stakeholders and various agency representatives and formulate a draft of the Plan. It was recognized that a form based approach would be the best way to proceed when combining the community's goals, identified transportation and drainage issues and the alignment of the future modern street car while working towards establishing new economic opportunities for the area.

Another public meeting was held in November 2007 to communicate back to the community what the design team heard at the all day workshop and to build consensus for the regulatory portion of the Plan. The design team started outlining a rough draft of the Plan in December 2007 and was able to then present a complete draft of the Plan to the community in April 2008. A final public meeting was held April 29, 2008 in order for the design team to present the modifications to the Plan before the final draft was printed. The latest draft is before the EPC now and is the June 2008 version of the Plan.

Goals and objectives of the South Yale Sector Development Plan

As early as the all day design workshop, the community began to formulate goals of desired outcomes they would like to have in the community. There were four common themes identified and they became the goals for the sector Plan. Each of the goals has a series of policy objectives listed for implementing the goal. The Goals for the Plan are as follows:

Goals for the South Yale Sector Development Plan:

- **For retail and commercial development: *Develop South Yale into a retail/ commercial destination with local identity to serve local needs.***
- **For Entertainment and Hospitality Development: *Develop South Yale into an enjoyable entertainment and hospitality destination which is an inviting, comfortable and easy to use environment for tourists and sports enthusiasts as well as residents.***

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- **For Healthy Neighborhood Development:** *Develop South Yale as a healthy neighborhood which is safe, clean, and walkable with a vibrant mixed-use economic area that promotes community ownership.*
 - **For the Public Realm:** *Develop South Yale with a public setting that reflects New Mexico, is family friendly, and an easy and attractive place to conduct business for all populations.*

The design team was able to take these Goals and their objectives and create a strategy to implement the larger community vision. The strategy occurs in the form of zone changes to key parcels as identified in the Plan. “Character zones” are then established using the new zones in order to achieve the desired outcome expressed by the community through their visioning process.

South Yale Sector Development Plan Summary

The South Yale Plan is organized into 6 chapters. The Plan consists of the Goals and Objectives that guide it, the creation of new zones and the regulations of those zones using a form based approach, design standards for the Plan area as a whole, the Plan’s implementation and projects and area characteristics. Formally, the Plan is broken down as follows:

Chapter 1 – Introduction. Provides the purpose of the Plan, the Planning process and area overview.

Chapter 2 – Goals and Objectives. Detail on the community’s desired outcomes is provided.

Chapter 3 – Plan Implementation: Development Regulations. Detail is given on the approval process, new zone descriptions, their regulations, locations and building types and the general standards for the Plan area.

Chapter 4 – Plan Implementation: Transportation. This chapter includes transportation design standards.

Chapter 5 – Plan Implementation: Projects. Capital improvement projects are presented for the Plan area

Chapter 6 – Area Character and Conditions. An overview and the characteristics of the Plan area are presented. There is also a discussion of how this sector plan furthers the goals and objectives of the *Comprehensive Plan*, the *Planned Growth Strategy*, and the City’s *Zoning Code*. There is further recognition of transportation plans, the objective of the modern streetcar, the MR designation of this area and UNM south campus master plan.

There is also an appendix, which includes a Glossary and a Plant List.

Reorganization of the Chapters in the Plan

Upon further examination of the Plan, staff recommends that the Plan be slightly reorganized. The suggested reorganization is as follows:

Chapter 1 – Introduction. This stays the same

Chapter 2 – Area Character & Conditions. (Formerly Chapter 6)

Chapter 3 – Goals & Objectives. (Formerly Chapter 2)

Chapter 4 – Regulatory. (This chapter will have former chapters 3 & 4 combined in it.) The regulatory portion should be broken into 2 sections.

Section I:

- Character Zones
- Design Standards
- Building Types
- Frontage Types

Section II:

- Transportation:
 - General Discussion
 - Corridor Improvements
 - Other Modes

Chapter 5 – Implementation. This chapter needs a table with the identified projects listed and dollar figures associated with each project.

Development of Character Zones in the South Yale Plan

The design team applied the new zone categories where it was deemed necessary in order to achieve the community's goals. Recognition needs to be made that there is a challenge to doing this though. There are a few large parcels within the Plan area that are not within the City's zoning jurisdiction. These parcels are lands that are owned by the institutions of UNM, CNM and APS. However, these lands are surrounded by the City's right-of-ways and thus are still considered part of the Plan area.

In addition, there are additional properties within the Plan area that are not rezoned even though they are within the City's zoning jurisdiction. They are properties that are left out of this process because it is not necessary for the Plan to change the zoning of these areas. These properties are all zoned R-1, C-3 and some properties that are zoned SU-1 – the South Yale business park, Isotopes Stadium and the Veloport, CNM, the east side transit facility and the cemetery. Of the remaining City zoned properties, they are put into 5-sector plan specific categories that are directed by the form-based approach. There is a map in the Plan on page 11 that shows the properties with proposed zoning changes. Page 12 shows what the new zoning for those properties will be.

The sector plan area has specific design standards that shall be followed. These are listed in the description of each sector-Plan-specific zone as well as a General Standards section in Chapter 3 (section 5) that are applicable to all newly created zones in the Plan's area. These design standards will be discussed after this portion in the staff report.

Sector-Plan-Specific Zones

The 5 sector-plan-specific zoning categories are best thought of as character zones. The 5 character zones are:

- Yale Corridor Commercial (YCC) consisting of the existing C-2 zoned properties located along Yale Boulevard from St. Cyr to Ross Avenue. The intent is to allow a mixture of uses that include retail, offices, commercial services, residential and civic uses that will create economic and social vitality.
- Residential Multi-family (RMF) consisting of the existing multi-family residential that is scattered throughout the Clayton Heights residential area. When these properties are

redeveloped, form based code standards will apply to ensure that multi-family redevelopment is sensitive to existing single-family homes.

- Neighborhood Mixed Use (NMX) consists of a mix of R-2 and C-2 zoned properties at the southern end of Yale Boulevard and Gibson Avenue extending to the west. This zone addresses site planning and land use issues and topographical issues in order to better integrate properties in existing neighborhoods while increasing opportunities for high-quality, mixed-use development.
- Planned Neighborhood Residential (PNR) consists of the existing SU-1 PRD parcels that are located within the Plan area. This is primarily a residential zone with limited non-residential uses. This zone allows for large-scale site planning opportunities at a neighborhood scale.
- Gibson C-3 (C-3) does not adopt the form based code standards, yet is still subject to the design standards. The properties within this zone, at the southeast portion of the Plan area, maintain the uses and regulations provided by the C-3 zone with the addition of incorporating the design standards of the sector plan in creating a more pedestrian friendly commercial node which embraces streetscape improvements along Girard Boulevard as well as the redevelopment efforts occurring in the sector plan area.

The parcels new zones can be seen on the map in the Plan document on page 12 and a development zone map on page 13. Properties within these zones will also be given the SU-2 prefix to signify they are within the sector plan's control.

An additional zone needs to be added to the sector plan in order to allow the 2 large SU-1 for PRD tracts to have the flexibility to keep their SU-1 zoning or to adopt the PNR regulations. The EPC has the discretion to determine how the development on these parcels shall be developed currently and the property owners may want to let the EPC use its discretion on future development. Thus, a proposed zone may be:

SU-1 PRD

Properties within this zone shall be able to keep their underlying zoning or exercise the option to utilize the regulations within the PNR zone.

Concerns of General Regulatory Requirements

There is a portion of the sector plan that concerns staff and that is section 3.0 on page 14. The first 3 sections need to be modified in order to provide clarity.

Development Review Process

The table in section 3.1 does not provide clarity as to what is expected for each of the types of approvals and where those approvals are to take place. There is also not a category for the SU-1 zoned properties. Staff would like to reexamine this table and present the cleaned up version at a following EPC hearing.

Applicability

Staff recognizes that additional consideration needs to be made in determining when the design standards and regulations of this Plan shall be applied to a property. While the intent of the Plan is to have properties comply with the standards set forth by the Plan, many improvements that a property owner may make are small and the cost to be compliant with the Plan may be very large. Thus, the property owner may choose not to make basic improvements if they are to be subject to making a large investment in order to be compliant with the Plan. The language of concern is found on page 14, section 3.2:

“All submittals shall comply with the policies and design regulations for the South Yale Sector Development Plan. Existing structures and parcels in the new development zones shall be nonconforming uses until such time as the existing structures are rehabilitated or reconstructed, such that those modifications require a building permit. Tenant Improvements shall be exempt.”

Thresholds of when the design standards apply to projects within the sector plan area need to be determined. Staff recommends that a committee of property owners, the consultant team and staff be assembled to work on this language.

Approval Process

Section 3.3 states “Upon approval granted for a site development plan, the Plan shall be valid for two years and subject to an extension ...” The sector plan needs to be clear as to who grants the approval to start the clock.

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 Yale, Cesar Chavez and University as a Minor Arterials, with right-of-way of 86'.

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

The Long Range Roadway System designates Girard as a Collector street, with a right-of-way of 68'.

All other streets are Local streets.

Long Range Bicycle Plan shows a path along Buena Vista.

The 16/18 bus route and the 50 bus route pass along Yale.

University and Gibson are Enhanced Transit Corridors.

Yale is an Enhanced Transit corridor south of Gibson, just outside the boundary of the plan.

ANALYSIS OF APPLICABLE ORDINANCES, PLANS AND POLICIES

Applicable goals, objectives and policies are in regular text followed by Staff analysis in *bold italics*.

Albuquerque / Bernalillo County Comprehensive Plan

B. Land Use

The South Yale Sector Development Plan area is within 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:

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 South Yale Sector Development Plan contains a variety of zones throughout the entire Plan area that allow for both residential and commercial uses. For residential land use, the Plan allows for the existing zone categories of R-1 and SU-1 PRD, as presented in the City Comprehensive Zoning Code, and introduces the YCC zone (allows R-2 uses second story and above), the RMF zone (allowing R-2 permissive uses and accessory living quarters), NMX which allows R-2 permissive uses in a mixed use development and PNR which again allows R-2 permissive uses and is very similar to the SU-1/PRD zone. Both the existing zone categories and new zone categories support the residential density as described in 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, and recreational concern.

The new zones of the sector plan area are tailored to promote economic vitality and stable land uses while respecting the existing development and topographical elements. The form based building regulations for each zone helps to shape the type and mixture of uses each parcel’s development can have. This helps govern the density and intensity as well as the design of new developments within the area.

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 Plan area is fully served with urban infrastructure and new developments will add to the efficiency of these services. The vacant parcels within the newly created sector Plan zones shall develop in a similar fashion to the existing developments adjacent to it.

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 South Yale Sector Development Plan creates new zones that are form based to categorize the form developments take. There are two large sites that are currently zoned SU-1/PRD within the Plan area. They have the option to redevelop at a higher density as provided in the PNR zone. Also, the YCC zone along Yale corridor allows for apartments along both sides of the corridor. This corridor is the alignment of the modern street-car. The sector Plan also recognizes that there are multi-family units developed within the single-family residential neighborhoods. The Plans intention is to rezone these properties to make them a conforming use.

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.

The newly created zones of the sector Plan have regulations to ensure that residential and non-residential uses will be compatible when located adjacent to each other. This will help allow for a mix of multi-family and non-residential uses in the mixed use zones of the Plan area. For example, the YCC zone is used for corridor design, a transition between single-family residential to more intense non-residential uses and allows for service commercial uses to line the corridor. The NMX zone allows for a mixture of residential and non-residential uses.

Policy k: Land adjacent to arterial streets shall be planned to minimize harmful effects of traffic; livability and safety of established residential neighborhoods shall be protected in transportation planning and operation.

The more intense commercial uses are along the Yale corridor. Other non-residential uses are controlled through design standards.

Policy l: Quality and innovation in design shall be encouraged in all new development; design shall be encouraged which is appropriate to the Plan area.

Proposed design standards for these sector plan specific zones, and the general design standards for the sector plan area, are intended to promote a quality environment for the

area by the incorporating of design elements for buildings and sites and the encouragement of a pedestrian environment.

7. Activity Centers

The South Yale Sector Development Plan contains areas that are designated as **Activity Centers** in the Comprehensive Plan with a **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.”

Applicable Policies

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.

Policy a: (Table 1) Types of Activity Centers:

Scale: a) Platting, b) Buildings (size, massing, height, intensity, setbacks), c) Parking, d) Pedestrian amenities.

Specialty Activity Center

- a) Typically one large parcel, but may be broken up by multiple buildings
- b) Buildings and related facilities may be of any height, appropriate to use and size
- c) Predominantly off-street surface parking; site circulation plan should avert conflict between pedestrian movement and vehicles
- d) Interior of center should be very accommodating to the pedestrian, even within off-street parking areas

Major Activity Center

- a) Mixed small and large parcels
- b) 3 story and higher; floor area ratios of 1.0 and larger; connections between buildings and to sidewalks; buildings close or touching in more urban of centers
- c) on-street and off-street parking; opportunity for park-and-ride; structured parking encouraged
- d) larger scale plazas and paths; greater opportunity for public-private partnership in creating public spaces.

The Comprehensive Plan adopted the Activity Centers and a Transportation Corridor Map in January of 2002 which identified the location of and described Activity Centers; Neighborhood Activity Center, Community Activity Center, Major Activity Center, Specialty Activity Center or Rural Village Center. There are two designated Special Activity Centers and two designated Major Activity Centers in and adjacent to the South Yale Sector Development Plan area. The Specialty Activity Centers are the Albuquerque International Sunport - the Plan area is a gateway into the City for the Sunport - and the UNM South Sports Complex. The land around the Sunport is designated as a Major Activity Center as well because of the density of office, industrial, manufacturing and commercial services. The other Major Activity Center is the area surrounding CNM. Additionally, the sector Plan is just south of another Major Activity Center, the University of New Mexico.

Policy f: The most intense uses in Activity Centers shall be located away from nearby low-density residential development and shall be buffered from those residential uses by a transition area of less intensive development.

The Special Activity Center of UNM South Sports Complex lies across Buena Vista Avenue from the Clayton Heights single-family neighborhood. There is not a proposed buffer/transition offered from this Plan because the City does not have control over the state owned land that the sports complex resides on. The only land separating these uses is Buena Vista Avenue, which is a local street.

Policy g: Activity Center locations shown on a Comprehensive Plan map, and their predominate uses in accordance with their unique roles and expected needs of the community, shall be developed in accordance with more specific sub-area planning efforts.

These Activity Center locations, therefore, shall develop in accordance with more area-specific sub-area planning efforts, and guide more intense development away from existing residential areas.

Policy j: The City will structure capital expenditures and land use regulations in support of creating multi-use Activity Centers and will promote ongoing public/private cooperation necessary for private market conditions that support the development and functioning of Activity Centers.

The newly created zones of YCC, NMX and PNR allow for mixed-use developments. Multi-family structures are allowed in NMX, PNR and the SU-1/PRD zones and residential uses are allowed second story and above in the YCC zone. These zones are a large portion of the Plan area including the lands adjacent to the Sunport, CNM and the Sports Complex.

C. ENVIRONMENTAL PROTECTION AND HERITAGE CONSERVATION

1. Air Quality

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

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 sector Plan offers several ways to reduce air pollutants through reduction of traffic along Yale Boulevard. Since Yale Boulevard is the alignment for the modern street car, Yale will be developed with a focus of being a transit corridor. The YCC zone recognizes that there will be a lot more pedestrian activity and therefore, regulates developments to be pedestrian oriented. There will be commercial services at the street level with an allowance of residential above. The streetcar will help to reduce personally operated vehicles along this corridor as well as the reduction in speed limits along Yale Boulevard.

Policy c: Traffic engineering techniques shall be improved to permit achievement and maintenance of smooth traffic flow at steady, moderate speeds.

The sector Plan recommends that there is a reduction of the speed limit along Yale Boulevard (see page 53 of the Plan). The Plan reduces to posted speed limit to 30 mph between Ross Avenue and Gibson Boulevard with a further reduction to 25 mph between Avenida Cesar Chavez and Ross Avenue along Yale Boulevard.

8. Developed Landscape

The Goal is to maintain and improve the natural and the developed landscapes' quality.

Policy a: The natural and visual environment, particularly features unique to Albuquerque, shall be respected as a significant determinant in development decisions.

West of Yale Boulevard and west of the single-family homes of Clayton Heights, west of Buena Vista Avenue, the grade changes rapidly – about 30-feet. This natural 'bench' provides for some of the greatest views of the Rio Grande river Valley looking west. The sector plan is not suggesting to alter this grade change and has actually taken it into account when determining the placement of the zones NMX and the mobile home park on the southwest portion of the Plan area.

Policy d: Landscaping shall be encouraged within public and private rights-of-way to control water erosion and dust, and create a pleasing visual environment; native vegetation should be used where appropriate.

The form based regulations of building types and facades, along with the design standards of the Plan, landscaping will be an integral portion of each development. Street scape standards will also add to the visual experience of right-of-ways while mitigating against dust and erosion.

9. Community Identity and Urban Design

The Goal is to preserve and enhance the natural and built characteristics, social, cultural and historical features that identify Albuquerque and Bernalillo County sub-areas as distinct communities and collections of neighborhoods.

Policy d: Development projects within Community Activity Centers should contribute the following:

1. Related land uses that effectively encourage walking trips from one destination to another within the center, including shopping, schools, parks or plazas, employment, entertainment, and civic uses such as public libraries, recreation or senior centers, post office or fire station.
2. Pedestrian linkages among uses in the Activity Center and connecting to surrounding neighborhoods.
3. Buildings designed and arranged to reflect local architectural traditions, scale, height, massing and setbacks appropriate to the community served by the Activity Center and that support public transit and pedestrian activity.
4. Landscaping, street furniture, public art, colored or textured paving and other improvements to the public realm that reinforce the cultural, social and design traditions of the community served by the Activity Center.

The sector plan promotes pedestrian connectivity through its design standards for each character zone and the General Standards, section 5 in chapter 3. The buildings of each character zone are designed specifically to promote pedestrianism. This is best seen in the YCC zone where no new curb cuts are allowed and access to the buildings is encouraged to be from the back of the building allowing for pedestrian activity on the sidewalks of Yale Boulevard. The form-based approach also encourages greater pedestrian activity through design that invites people to participate with the buildings rather than to keep them away from the buildings. Landscaping, street furniture, textured pavement for pedestrians, etc. are also an integral part of this Plan.

Policy e: Roadway corridors (collectors, arterials, Enhanced Transit and Major Transit) within each community and that connect the community's Activity Centers shall be designed and developed to reinforce the community's unique identity; streetscape improvements to these roadways shall be designed to:

- minimize water use
- screen parking areas
- create useful and attractive signage and building facades
- facilitate walking safety and convenience

The sector Plan's design standards for each zone and in general promote community identity by regulating a more uniform and consistent type of building and façade as well as promoting connectivity and walk ability through the Plan area.

D. COMMUNITY RESOURCE MANAGEMENT

4. Transportation and Transit

The goal of **Transportation and Transit** 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.

Policy a: The following Table presents ideal 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.

The sector plan provides the elements of creating Yale Boulevard into a transit corridor that is consistent with the Comprehensive Plan’s objectives of street design as presented in this goal’s table. The tailored zone of YCC allows for transportation and transit to co-exist along with pedestrian and bike modes of transportation.

Policy d: The frequency of driveways along principal and minor arterial streets will be reduced when possible, toward a spacing frequency of one or two drives per 300-feet of frontage on principal arterials and one or two drives per 200-feet on minor arterials.

Yale Boulevard allows for the modern streetcar to be placed in the traffic lanes when it is constructed. Part of creating Yale to be a transit corridor is limiting the number of curb cuts and slowing traffic and these are a part of the proposed sector plan.

Policy g: Pedestrian opportunities shall be promoted and integrated into development to create safe and pleasant non-motorized travel conditions.

Non-motorized connections are incorporated into intersections crossings linking pedestrian and bicycle movements together within the Plan’s area.

Policy q: Transportation investments should emphasize overall mobility needs and choice among modes in the regional and intra-city movement of people and goods.

Yale Boulevard, Avenida Cesar Chavez and Gibson Boulevard are suggested in this Plan as roadways that could use improvements to enhance mobility needs. Further, connectivity does not terminate at the Activity Centers; the design standards allow for both motorized and non-motorized connectivity throughout the Plan area.

There are specific infrastructure projects addressed in the Plan’s Implementation: Projects chapter, chapter 5. These elements, collectively, address the promotion and integration of pedestrian opportunities, including at-grade crossings, urban walkways and overall Plan improvements to mobility.

5. Housing

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.

Policy a: The supply of affordable housing, shall be preserved and increased and the opportunity to obtain standard housing for a reasonable proportion of income assured.

The Plan area has a section-8 housing development and an older trailer park and the City has no intention of providing future opportunities for those developments to be something else. Additional residential is allowed above the ground floor of the buildings that are in the YCC zone, which may be affordable. Further, multi-family housing is permissive in the mixed-use zone (NMX), the multi-family zone (RMF) and the planned residential (PNR) zones.

6. Economic Development

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

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.

Development and redevelopment along the Yale Boulevard corridor will bring various employment opportunities. The allowance of residential above the commercial space on the ground floor in the YCC zone will allow residents to walk a short distance to their place of employment. As well as many local residents could work close to their home.

The proximity to the Sunport and the UNM research area also allows for many companies to locate within the Plan area as well.

Policy d: Tourism shall be promoted.

The Sunport is located directly south of the Plan area and brings many residents and visitors from all over to it – regionally, nationally and internationally. UNM's sports complex is also within the Plan's area and many visitors are drawn to sporting events. The university is also located further north on Yale Boulevard. All of these attractions will promote tourism in the Plan area.

Albuquerque Comprehensive Zoning Code

This article is intended to help achieve Article IX of the Charter of the City of Albuquerque and the city's master plan; in particular the master plan documents which comprise the

Albuquerque/Bernalillo County Comprehensive Plan. This article is intended to create orderly, harmonious, and economically sound development in order to promote the health, safety, convenience, and general welfare of the citizens of the city. These regulations are necessary to provide adequate open spaces for light and air including solar access; to avoid undue concentration of population, to secure safety from fire, panic, and other dangers; to help control congestion in the streets and public ways; to control and abate unsightly use of buildings or land; to facilitate adequate provisions for community utilities and facilities such as transportation, water, sewer, schools, and parks; to encourage the most appropriate use of land; to properly channel flood water runoff; to conserve and stabilize the value of property; and to enhance the appearance of the landscape. (Zoning Code, §14-16-1-3, Intent)

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.

As mentioned, the South Yale Sector Plan uses a form-based approach in creating the ‘character zones’ that determine the regulations of the plan. When combined with the four Community Goals and their Objectives, the character zones help to define the sense of place desired by the residents of the Plan area. The zones specify the land uses allowed, the types of buildings to be used in each zone and specifics of how they are oriented to the street.

An analysis of this approach and how it complies with *Resolution-270-1980* is provided. Each policy is listed followed by a discussion in bold that explains how this policy is met.

- A. A proposed zone change must be found to be consistent with the health, safety, morals and general welfare of the City.

The proposed zoning is found to be consistent with the general welfare of the City by giving property owners certainty with the types of development that will occur in the future. The proposed zoning and the design standards will promote multi-modal forms of transportation throughout the Plan area which will contribute to the health and safety of the citizens within the plan area.

- B. Stability of land use and zoning is desirable; therefore, the applicant must provide a sound justification for the change. The burden is on the applicant to show why the change should be made, not on the City to show why the change should not be made.

The proposed zoning offers stability to the area by providing better utilization of land use. The mixed-use zoning along Yale Boulevard allows people to be along the corridor on a 24/7 basis, thereby providing a more stable environment. Other individual parcels in the Plan area are given a character zone category that is relevant to their existing use. The residential areas, SU-1 properties and C-3 properties do not have altered zoning.

- C. A proposed change shall not be in significant conflict with adopted elements of the Comprehensive Plan or other City master plans and amendments thereto including privately developed area plans which have been adopted by the City.

The sector plan furthers applicable goals and policies of the Comprehensive Plan and promotes the idea of a better-served community. The new zones in the sector plan area are tailored to promote economic vitality and stable land uses while respecting the existing development and topographical conditions. The use of a form based approach for building types and the establishment of specific design standards will ensure quality and innovation in design, ensure compatibility between residential and non-residential uses, and provide a balanced circulation system with safe and convenient pedestrian connectivity.

- D. The applicant must demonstrate that the existing zoning is inappropriate because:

- 1) there was an error when the existing zone map pattern was created, or
- 2) changed neighborhood or community conditions justify the change, or

The proposed alignment of the Modern Street Car along Yale Boulevard presents a "changed condition". The residents in the Plan area are in favor of this alignment and endorse the idea of promoting Yale as a commercial/transit corridor. For these reasons, the current zoning along Yale Boulevard is no longer appropriate.

- 3) a different use category is more advantageous to the community, as articulated in the Comprehensive Plan or other City master plan, even though 1) and 2) above do not apply.

The proposed zoning in the sector plan is more advantageous to the community and furthers applicable goals and policies of the Comprehensive Plan as explained in Section C above. The sector Plan provides uniformity of developments through a form based approach, and the use of design standards throughout the Plan area. The adoption of a form based code and the creation of character zones rather than individual parcels having their own zoning not only seeks to implement the community's vision for the area, but enables development outcomes that are more predictable for the property owners and the City.

- E. A change of zone shall not be approved where some of the permissive uses in the zone would be harmful to adjacent property, the neighborhood or the community.

The various character zones provide certainty regarding future development by regulating permissive uses, building types and frontage types. These regulations will assure compatibility of adjacent uses and prevent harm to adjacent properties.

- F. A proposed zone change which, to be utilized through land development, requires major and un-programmed capital expenditures by the City may be;

- 1) denied due to lack of capital funds, or

- 2) granted with the implicit understanding that the City is not bound to provide the capital improvements on any special schedule.

The sector plan commits the city to capital expenditures and includes a capital improvements list for projects that are intended to enhance the area. These projects are public investments to be made to increase the functionality/ attractiveness of the area and to make private investment in the area more desirable by private property owners.

- G. The cost of land or other economic considerations pertaining to the applicant shall not be the determining factor for a change of zone.

The City is interested in guiding the area's development and keeping the area a healthy economically viable part of the community. The City is not interested in private economic interests.

- H. Location on a collector or major street is not in itself sufficient justification of apartment, office or commercial zoning.

The proposed alignment of the Modern Street Car along Yale Boulevard presents an opportunity to promote Yale as a commercial/transit corridor. The parcels of land surrounding Yale Boulevard have specific standards and are to be developed in a manner that is conducive to creating a corridor that includes various uses.

- I. A zone change request which would give a zone different from surrounding zoning to one small area, especially when only one premise is involved, is generally called a "spot zone". Such a change of zone may be approved only when;

- 1) the change will clearly facilitate realization of the Comprehensive Plan and any applicable adopted sector development plan or area development plan, or
- 2) the area of the proposed zone change is different from surrounding land because it could function as a transition between adjacent zones; because the site is not suitable for the uses allowed in any adjacent zone due to topography, traffic or special adverse land uses nearby; or because the nature of structures already on the premises make the site unsuitable for the uses allowed in any adjacent zone.

The rezoning of properties into the character zones of the Plan create a contiguous area of appropriate uses as identified by the zone. Parcels are identified as a member of the character zones by the existing use already developed.

- J. A zone change request which would give a zone different from surrounding zoning to a strip of land along a street is generally called "strip zoning". Strip commercial zoning will be approved only where;

- 1) the change will clearly facilitate realization of the Comprehensive Plan and any adopted sector development plan or area development plan, and

- 2) the area of the proposed zone change is different from surrounding land because it could function as a transition between adjacent zones or because the site is not suitable for the uses allowed in any adjacent zone due to traffic or special adverse land uses nearby.

As mentioned in I. above, the rezoning of properties into the character zones of the Plan create a contiguous area of appropriate uses as identified by the zone. The zones identified in the Plan are appropriate due to their adjacent transportation facilities and surrounding land uses - there will be no strip zoning.

CONCERNS OF REVIEWING AGENCIES / PRE-HEARING DISCUSSION

The length and complexity of the Sector Plan has resulted in PNM and Transportation agencies requesting additional time to review the Plan.

Parks and Recreation Department provided comments that will require further analysis and revisions to the Plan.

City hydrology offered a comment in support of creating an alleyway behind the properties of the west side of Yale Boulevard. This alley will not only provide access to properties that front Yale, but it will provide conveyance of storm waters as well.

PNM has requested more time to review this Plan, but offered the following comments via a phone conversation with Planning staff.

1. PNM is concerned that the placement of the build-to-line and the placement of balconies and awnings will impede access to overhead transmission lines and underground lines. PNM recommends placing buildings so that this is not an issue.

Staff will work with PNM and review the existing conditions and proposed zones to find a building placement standard.

2. Transformers are above ground facilities. How will they be included within the design standards of this Plan? Screening of transformers must allow for safe access by repair and maintenance staff.

Staff will review the existing design regulations and coordinate with PNM to make accommodations for the transformer facilities. Staff will add a condition regarding the transformer screening.

3. The location of Public Utility Easements should be clearly noted.

This is the responsibility of the applicant and should be stated at the front of this Plan.

4. PNM would like the overhead transmission corridors protected.

As with the build-to-line issue staff will work with PNM to address the transmission corridors.

NEIGHBORHOOD/PUBLIC CONCERNS

Neighborhood Associations within and surrounding the plan area were involved in the planning process and were notified of the EPC hearing. Staff has not received letters of support or opposition from any of the neighborhoods. There is general neighborhood support for the plan.

NAIOP Concerns

Staff met with members of NAIOP on June 17th, 2008 to discuss concerns regarding the South Yale Sector Development Plan. Concerns raised were:

- The Boundaries of the Plan area. How were the boundaries determined? Are the sector plan boundaries consistent with the MR boundaries?

As mentioned earlier in this staff report, the boundaries of the Plan area were developed with input from the public, the Development Commission, the City Council and staff. The center of the Plan area is Yale Boulevard and includes the Gibson corridor (on its northern side) that is not already in an MRA. A decision was made to not include lands controlled by the university west of University Boulevard, single-family neighborhoods besides Clayton Heights and Lomas del Cielo or the golf course east of Girard Boulevard. The sector plan boundaries coincide with the boundaries of the MRA.

- Where can a redline document be found of the changes that have occurred in the production of the Plan document?

There is not a redline document in existence. The consultant who authored the Plan made changes directly to the file, which erased the previous versions. Moving forward, staff will ask the consultants to create a redline file as well as a clean copy of the Plan document when a new version is made.

- Design standards for the C-3 area along Girard are too restrictive. The standards would not allow the construction of infrastructure such as loading docks. Further, the Plan calls for properties to come into compliance with the new regulations when improvements that require a building permit are made. Thus, a property owner may need a building permit for a small interior change, such as a tenant improvement. This would trigger the property owner to make more improvements than they intended and would be expensive.

As mentioned previously in this report, staff suggests having a meeting with a few of the property owners, the consultants and staff in order to find a solution.

- The PNR zone may not be necessary. All the property currently recommended for inclusion in this zone is currently zoned SU-1/PRD. The SU-1 zone is site plan controlled and requires EPC approval. These protections may be sufficient to insure that these sites develop in accordance with the sector plan.

Staff will review the PNR zone and consider the original intent of creating this zone. This zone may be modified based on this review.

- Chapter 2 of the Plan document should state how the Plan furthers the Goals and intent of the Comprehensive Plan.
Staff will review the section and will add the appropriate references of the Comprehensive Plan.

OTHER CONCERNS

Project Share, a non-profit that serves meals to homeless people or anyone in need of a meal, is concerned that the City is pursuing a sector plan when there are many people in need in the community. Project Share is also concerned that the public meetings were held at the Loma Linda Community Center where Project Share clients do not feel comfortable.

All meetings were public and no one was turned away. The sector plan process was initiated by City Council at the request of area residents.

CONCLUSIONS

This is a request for continuance of the South Yale Sector Development Plan in order to allow further review and comments from members of the public, agencies and commissioners of the EPC. The plan contains many valid recommendations, but will also require revisions - many have been identified. Staff is asking for a minimum 60-day continuance to address comments received and to allow additional time for agency review.

FINDINGS – 08EPC 40072 – July 10, 2008

1. This is a request for review of the South Yale Sector Development Plan. The Planning Department is requesting additional time to solicit comments from the public and interested parties as well as the Environmental Planning Commission. Ultimately, adoption the South Yale Sector Development Plan will be requested at the City Council.
2. This project was created with the adoption of City Council Bill R-06-81 that established an objective of completing a sector plan focusing around south Yale Boulevard including the south University area and the north side of the Gibson Boulevard corridor. The resolution also declared a moratorium on the issuance of conditional uses allowing residential uses to be constructed in commercial zones.
3. The Plan area is approximately 519 acres. The Plan boundaries are University Boulevard on the west, St. Cyr (and its alignment relatively east-to-west) on the north, Columbia Drive south to Kathryn Avenue and west to the alley (on the west side of Cornell Drive) and south to Vail Avenue and then east to Girard Boulevard and south to Gibson Boulevard – for the eastern boundary, then west on Gibson to University Boulevard (see attached map).
4. The boundaries of the sector plan area were determined approximately at the same time the boundaries for the (South Yale) Metropolitan Redevelopment Area (MRA) were determined. Residents of the area spoke at the Development Commission and asked for the boundaries to be drawn to include areas they felt needed to be improved or were blighted. The Yale corridor and the north side of Gibson Boulevard were seen as logical boundaries for both the MRA and the sector plan because they lack pedestrian connectivity and design standards which has led to blighted conditions along these corridors.
5. The City of Albuquerque contracted with the professional planning firm Strata Design to produce the South Yale Sector Development Plan. The project began in May 2007 with a public meeting that was organized by the community. A total of five public meetings took place for this project with the last meeting held at the end of April 2008. One of the meetings was an all-day design workshop (July 2007) where the community started to formulate the desired Goals.
6. The community established four goals that helped guide the development of this Plan. They are:
 - Develop South Yale into a retail/ commercial destination with local identity to serve local needs. (For retail and commercial development)
 - Develop South Yale into an enjoyable entertainment and hospitality destination, which is an inviting, comfortable and easy to use environment for tourists and sports enthusiasts as well as residents. (For Entertainment and Hospitality Development)

- Develop South Yale as a healthy neighborhood, which is safe, clean, and walkable with a vibrant mixed-use economic area that promotes community ownership. (For Healthy Neighborhood Development)
 - Develop South Yale with a public setting that reflects New Mexico, is family friendly, and an easy and attractive place to conduct business for all populations. (For the Public Realm)
7. There was an economic study performed by Bob Gibbs and Associates. This economic study gave insight to the economic picture for the area and a view of future economic activity of this older area and how the Gibson corridor and future development in the UNM business park would impact the area.
8. The South Yale Sector Development Plan uses a form-based approach and creates five new “character” zones. These zones regulate land uses, building form and articulation, lot layout, parking, landscaping, and signage. The new zones are applied in order to achieve the community’s goals.
9. There are a few large parcels within the Plan area that are not within the City’s zoning jurisdiction. These parcels are owned by the institutions of UNM, CNM and APS. Since these lands surround Yale Boulevard, they are still considered part of the Plan area. While there are no formal agreements with any of these entities, representatives from each institution have supported City staff’s efforts in creating this sector plan.
10. There are properties within the sector plan area that were not rezoned - their uses and existing developments will not be affected by the Plan. These properties are zoned R-1, C-3 and some properties that are zoned SU-1 such as the South Yale Business Park, the Isotopes Stadium, the Veloport, CNM, the east side transit facility, and the cemetery.
11. The sector plan proposes five new character zones. They are:
- Yale Corridor Commercial (YCC) consisting of the existing C-2 zoned properties located along Yale Boulevard from St. Cyr to Ross Avenue. The intent is to allow a mixture of uses that include retail, offices, commercial services, residential and civic uses that will create economic and social vitality.
 - Residential Multi-family (RMF) consisting of the existing multi-family residential that is scattered throughout the Clayton Heights residential area. When these properties are redeveloped, form based code standards will apply to ensure that multi-family redevelopment is sensitive to existing single-family homes.
 - Neighborhood Mixed Use (NMX) consists of a mix of R-2 and C-2 zoned properties at the southern end of Yale Boulevard and Gibson Avenue extending to the west. This zone addresses site planning and land use issues and topographical issues in order to better

integrate properties in existing neighborhoods while increasing opportunities for high-quality, mixed-use development.

- Planned Neighborhood Residential (PNR) consists of the existing SU-1 PRD parcels that are located within the Plan area. This is primarily a residential zone with limited non-residential uses. This zone allows for large-scale site planning opportunities at a neighborhood scale.
- Gibson C-3 (C-3) does not adopt the form based code standards, yet is still subject to the design standards. The properties within this zone, at the southeast portion of the Plan area, maintain the uses and regulations provided by the C-3 zone and incorporate the design standards of the sector plan in creating a more pedestrian friendly commercial node.

12. Design standards are presented in the South Yale Sector Development Plan through the description of each character zone and a General Standards section. These design standards are to create an image for this southern gateway (from the Sunport) into the City. This will help to create a sense of 'place'.

13. The South Yale Sector Development Plan is within the area designated **Established Urban** by the *Comprehensive Plan*. The sector plan is in compliance with applicable land use goals and policies for Established Urban Areas as follows:

- The Plan area contains a variety of zones that allow for both residential and commercial uses. These zone categories support densities of 5 du/acre on average (policy a).
- The newly created zones of the sector plan are tailored to promote economic vitality and stable land uses while respecting the existing development and topographical elements (policy d).
- The Plan area is fully served with urban infrastructure and new developments will add to the efficiency of these services (policy e).
- The sector plan has 2 SU-1/PRD zones, which can choose to remain with that zoning or change to the PNR zone. The YCC, RMF and NMX zones allow for a higher density residential use which is appropriate given the proximity to the Activity Centers (Policy h).
- The YCC and NMX character zones allow for a mix of multi-family and non-residential uses (Policy i).
- The more intense commercial uses are along the Yale corridor. Other non-residential uses are controlled through design standards. The proposed design standards for these character zones are intended to promote a quality environment for these areas by the incorporation of design elements for buildings and sites and the encouragement of a pedestrian environment (Policy k, l).

14. The South Yale Sector Development Plan is generally in compliance with the goal and policies of the **Activity Centers** section of the Land Use component of the Comprehensive Plan. These are met as follows:
- There are 2 designated Special Activity Centers in and adjacent to the Plan area – the Albuquerque International Sunport and the UNM South Sports Complex. There are also 2 Major Activity Centers in and adjacent to the Plan area: one is the lands surrounding the Sunport and the other is the lands surrounding CNM (Policy a).
 - The Special Activity Center of the UNM South Sports Complex lies across Buena Vista Avenue from the Clayton Heights single-family neighborhood. There is not a proposed buffer/transition offered from this Plan because the City does not have control over the state owned land that the sports complex resides on. The only land separating these uses is Buena Vista Avenue which is a local street. This does not meet this goal (policy f).
 - These Activity Center locations shall guide more intense development away from existing residential areas (policy g).
 - The newly created sector-plan-specific zones are a large portion of the Plan area including the lands adjacent to the Sunport, CNM and the Sports Complex (policy j).
15. The South Yale Sector Development Plan is generally in compliance with the goal and policies of the **Air Quality** portion of the Environmental Protection and Heritage Conservation section of the Comprehensive Plan. The Goal for Air Quality is achieved through Policies b and c that promotes Yale Boulevard as a transit corridor with slower traffic speeds.
16. The South Yale Sector Development Plan is generally in compliance with the goal and policies of the **Developed Landscape** portion of the Environmental Protection and Heritage Conservation section of the Comprehensive Plan. These are met as follows:
- West of Yale Boulevard and west of the single-family homes of Clayton Heights, west of Buena Vista Avenue, the grade changes rapidly – about 30-feet. This natural ‘bench’ provides for some of the greatest views of the Rio Grande river Valley looking west. The sector plan is not suggesting to alter this grade change and has actually taken it into account when determining the placement of the zones NMX and the mobile home park on the southwest portion of the Plan area.
 - The form based regulations of building types and facades, along with the design standards of the Plan, landscaping will be an integral portion of each development. streetscape standards will also add to the visual experience of right-of-ways while mitigating against dust and erosion.
17. The South Yale Sector Development Plan is generally in compliance with the goal and policies of **Community Identity and Urban Design** of the Environmental Protection and Heritage Conservation component of the Comprehensive Plan. These are met as follows:

- The sector plan promotes pedestrian connectivity through its design standards for each of the character zones and the General Standards, section 5 in chapter 3. The buildings of each character zone are designed specifically to promote pedestrianism. This is best seen in the YCC zone where no new curb cuts are allowed and access to the buildings is encouraged to be from the back of the building allowing for pedestrian activity on the sidewalks of Yale Boulevard. The form-based approach also encourages greater pedestrian activity through design that invites people to participate with the buildings rather than to keep them away from the buildings. Landscaping, street furniture, textured pavement for pedestrians, etc. are also an integral part of this Plan (policy d).
- The sector Plan's design standards for each zone and in general promote community identity by regulating a more uniform and consistent type of building and façade as well as promoting connectivity and walk ability through the Plan area (Policy e).

18. The South Yale Sector Development Plan is generally in compliance with the goal and policies of the **Transportation and Transit** section of the Community Resource Management component of the Comprehensive Plan. These are met as follows:

- The sector plan provides the elements of creating Yale Boulevard into a transit corridor that is consistent with the Comprehensive Plan's objectives of street design as presented in this goal's table. The tailored zone of YCC allows for transportation and transit to co-exist along with pedestrian and bike modes of transportation (policy a).
- Yale Boulevard allows for the modern streetcar to be placed in the traffic lanes when it is constructed. Part of creating Yale to be a transit corridor is limiting the number of curb cuts and slowing traffic and these are a part of the proposed sector plan (policy d).
- Non-motorized connections are incorporated into intersections crossings linking pedestrian and bicycle movements together within the Plan's area (policy g).
- Yale Boulevard, Avenida Cesar Chavez and Gibson Boulevard are suggested in this Plan as roadways that could use improvements to enhance mobility needs. Further, connectivity does not terminate at the Activity Centers; the design standards allow for both motorized and non-motorized connectivity throughout the Plan area.

There are specific infrastructure projects addressed in the Plan's Implementation: Projects chapter, chapter 5. These elements, collectively, address the promotion and integration of pedestrian opportunities, including at-grade crossings, urban walkways and overall Plan improvements to mobility (policy q).

19. The South Yale Sector Development Plan is generally in compliance with the goal and policies of the **Housing** section of the Community Resource Management component of the Comprehensive Plan. These are met as follows:

- The Plan area has a section-8 housing development and an older trailer park and the City has no intention of providing future opportunities for those developments to be something

else. Additional residential is allowed above the ground floor of the buildings that are in the YCC zone which may be affordable. Further, multi-family housing is permissive in the mixed-use zone (NMX), the multi-family zone (RMF) and the planned residential (PNR) zones (policy a).

20. The South Yale Sector Development Plan is generally in compliance with the goal and policies of the **Economic Development** portion of the Resource Management component of the Comprehensive Plan. These are met as follows:
- Development and redevelopment along the Yale Boulevard corridor will bring various employment opportunities. The allowance of residential above the commercial space on the ground floor in the YCC zone will allow residents to walk a short distance to their place of employment. As well as many local residents could work close to their home. The proximity to the Sunport and the UNM research area also allows for many companies to locate within the Plan area as well (policy a).
 - The Sunport is located directly south of the Plan area and brings many residents and visitors from all over to it – regionally, nationally and internationally. UNM’s sports complex is also within the Plan’s area and many visitors are drawn to sporting events. The university is also located further north on Yale Boulevard. All of these attractions will promote tourism in the Plan area (policy d).
21. The South Yale SDP proposes new zoning as indicated on the Proposed Zoning Map on page 12 of the Plan. The proposed zoning is justified per **Resolution 270-1980** as follows:
- A. The proposed zoning is found to be consistent with the general welfare of the City by giving property owners certainty with the types of development that will occur in the future. The proposed zoning and the design standards will promote multi-modal forms of transportation throughout the Plan area which will contribute to the health and safety of the citizens within the plan area.
 - B. The proposed zoning offers stability to the area by providing better utilization of land use. The mixed-use zoning along Yale Boulevard allows people to be along the corridor on a 24/7 basis, thereby providing a more stable environment. Other individual parcels in the Plan area are given a character zone category that is relevant to their existing use. The residential areas, SU-1 properties and C-3 properties do not have altered zoning.
 - C. The sector plan furthers applicable goals and policies of the Comprehensive Plan and promotes the idea of a better-served community. The new zones in the sector plan area are tailored to promote economic vitality and stable land uses while respecting the existing development and topographical conditions. The use of a form based approach for building types and the establishment of specific design standards will ensure quality and innovation in design, ensure compatibility between residential and

non-residential uses, and provide a balanced circulation system with safe and convenient pedestrian connectivity.

D. 2. The proposed alignment of the Modern Street Car along Yale Boulevard presents a “changed condition”. The residents in the Plan area are in favor of this alignment and endorse the idea of promoting Yale as a commercial/transit corridor. For these reasons, the current zoning along Yale Boulevard is no longer appropriate.

3. The proposed zoning in the sector plan is more advantageous to the community and furthers applicable goals and policies of the Comprehensive Plan as explained in Section C above. The sector Plan provides uniformity of developments through a form based approach, and the use of design standards throughout the Plan area. The adoption of a form based code and the creation of character zones rather than individual parcels having their own zoning not only seeks to implement the community’s vision for the area, but enables development outcomes that are more predictable for the property owners and the City.

E. The various character zones provide certainty regarding future development by regulating permissive uses, building types and frontage types. These regulations will assure compatibility of adjacent uses and prevent harm to adjacent properties.

F. The sector plan commits the city to capital expenditures and includes a capital improvements list for projects that are intended to enhance the area. These projects are public investments to be made to increase the functionality/attractiveness of the area and to make private investment in the area more desirable by private property owners.

G. The City is interested in guiding the area’s development and keeping the area a healthy economically viable part of the community. The City is not interested in private economic interests.

H. The proposed alignment of the Modern Street Car along Yale Boulevard presents an opportunity to promote Yale as a commercial/transit corridor. The parcels of land surrounding Yale Boulevard have specific standards and are to be developed in a manner that is conducive to creating a corridor that includes various uses.

I. The rezoning of properties into the character zones of the Plan create a contiguous area of appropriate uses as identified by the zone. Parcels are identified as a member of the character zones by the existing use already developed.

J. As mentioned in I. above, the rezoning of properties into the character zones of the Plan create a contiguous area of appropriate uses as identified by the zone. The zones identified in the Plan are appropriate due to their adjacent transportation facilities and surrounding land uses - there will be no strip zoning.

22. Following submittal of the Plan to the EPC in early June of this year, staff has received many noteworthy comments that warrant additional time to address. Staff requests that further comment be obtained in order to identify problem areas that need attention in the Plan.

RECOMMENDATION - 08EPC 40072– July 10, 2008

That CONTINUANCE of 08EPC 40072 is requested for the South Yale Sector Development Plan based on the preceding Findings and subject to the following Conditions.

CONDITIONS FOR CONTINUANCE - 08EPC 40072 – July 10, 2008

1. Upon receiving additional agency comments, the Planning Department shall make appropriate revisions to the Plan document.
 2. The Planning Department shall work on the reorganization of the Plan document to make it flow in a logical sequence.
 3. The Planning Department shall address the Regulatory Requirements of Chapter 3, Section 3.0 – specifically §3.1, §3.2 and §3.3.
 4. The PNR zone will be examined as being an option to replacing the SU-1/PRD zone.
 5. The language “screening of transformers, electrical boxes and other utility structures shall not impede access to the equipment and shall provide for safe maintenance and repair by utility workers” will be added to the regulation section of the plan.
 6. The Planning Department shall make appropriate revisions to the Plan based on comments received at the EPC hearing on July 10, 2008.
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Chris Smith, Nob Hill NA, 226 Sierra Pl. NE, Albuquerque, NM 87106
Stace McGee, Nob Hill NA, 142 Truman NE, Albuquerque, NM 87106
Bill Cobb, Silver Hill NA, 1701 Silver Ave. SE, Albuquerque, NM 87106
Gordon Reiselt, Silver Hill NA, 1575 Silver SE, Albuquerque, NM 87106
John Pate, Southeast Heights NA, 1007 Idlewild Ln. SE, Albuquerque, NM 87108
Richard Macpherson, Southeast Heights, 601 Carlisle SE, Albuquerque, NM 87106
Ben Roberts, University Heights NA, 315 Harvard Dr. SE, Albuquerque, NM 87106
Sherry Smith, University Heights NA, 405 Stanford SE, Albuquerque, NM 87106
Feroza Jussawalla, Victory Hills NA, 1109 Richmond Dr. SE, Albuquerque, NM 87106
Juan Larranaga, Victory Hills NA, 1205 Vassar SE, Albuquerque, NM 87106
Joseph Valentine, Yale Village NA, 2126 Cornell Dr. SE, Albuquerque, NM 87106
Robin Berry, Yale Village NA, 2123 Cornell SE, Albuquerque, NM 87106

Attachments

1. Letter from David Campbell dated May 8, 2008
2. Letter responding to David Campbell dated May 14, 2008
3. Letter from NAIOP dated June 5, 2008
4. Email from Rich Chess dated June 18, 2008

CITY OF ALBUQUERQUE AGENCY COMMENTS

PLANNING DEPARTMENT

Zoning Code Services

Zoning staff met with Planning staff regarding the proposed regulations in the plan, prior to publication of the current, June 2008 plan. No new comments were received by Zoning staff.

Office of Neighborhood Coordination

Clayton Heights/Lomas Del Cielo NA (R), Kirtland Community Assoc. (R), Nob Hill NA (R), Silver Hill NA (R), Southeast Heights NA (R), University Heights NA (R), Victory Hills NA (R), Yale Village NA (R)

6/11/08 – Article in the June/July issue of the “Neighborhood News” will be done and will be on ONC’s newsletter webpage - siw

CITY ENGINEER

Transportation Development (City Engineer/Planning Department):

- See Transportation Planning comments.

Hydrology Development (City Engineer/Planning Department):

- Hydrology supports the idea of the alley concept on the west side of Yale to help blend the grades of the properties with the residential behind. This alley will serve as the drainage outfall.

Transportation Planning (Department of Municipal Development):

- The two weeks allotted staff to review the proposed strategic action plan is not adequate.

Recommendation:

- An additional 30 days at a minimum to allow adequate time for review and comment.

Traffic Engineering Operations (Department of Municipal Development):

- No comments received.

Street Maintenance (Department of Municipal Development):

- No comments received.

New Mexico Department of Transportation (NMDOT):

- No comments received.

PARKS AND RECREATION DEPARTMENT

Planning and Design

General Informational Comment: A statement should be made to indicate that these are recommendations and that they will not be built unless funding is made available for such projects.

Pg. 66

Who will maintain street trees and furnishings in the existing sidewalk along Yale and Ross?

Pg. 67

A Korean War memorial was just completed at NM Veterans Memorial Park the designated location for all war memorials in the City of Albuquerque.

New program elements at Korean War Veterans Park (Loma Linda Community Center) will be considered when funding is made available.

Who would be responsible for managing leases of City property at Korean War Veterans Park (Loma Linda Community Center).

Where would the building proposed to wrap the BMX facility be located?

Pg. 68

Sunport pool- A goal of Parks and Recreation is to develop an aquatics master plan to identify needed improvements to existing pool facilities. Sunport pool will be evaluated as part of that master plan for improvements.

Parks and Recreation will provide additional comments prior to the public hearing.

Open Space Division

Open Space has no adverse comments

City Forester

South Yale Sector Development Plan

- Why is landscaping always placed in parking requirements?
- PNR zone
 - Tree wells size – Long rectangles are better... 5x10, 5x15 and will reduce infrastructure conflict
 - No trees mentioned in PNR 4
 - PNR 1, 2, 3
 - Trees per X parking spaces must be located along those same X spaces?
 - Tree located where? In parking area? Is on edge OK? It should be internal to parking lot
 - Shade tree or any tree? Preference should be on shade if space/design allows
- NMX zone
 - location of trees per parking spaces?

-
- Trees in front setback – shade or ornamental? Preference should be on shade if space/design allows
 - RMF zone
 - refers to R-2 landscaping but R-2 only refers to dedicated open space
 - location of trees per parking spaces?
 - YCC zone
 - Tree located where? In parking area? Is on edge OK? It should be internal to parking lot
 - Shade tree or any tree? Preference should be on shade if space/design allows
 - I see ‘parking area’ defined as a maximum of 150 spaces but the zones say one tree required per area plus more trees for 6-8 spaces. One tree per 150 spaces is insufficient and against other codes. There are several options available to allow sufficient parking spaces and provide space for trees.
 - Large truck parking should also be away or screened from designated open space or park areas
 - Water harvesting in parking lots,
 - To what extent? Any method? Maybe a minimum of 50% of parking impervious surface or something like that...
 - All planting areas should be designed at lower grade (with a higher and lower side to facilitate siltation away from plants if need be) to allow more runoff storage and infiltration
 - Suggestion – p.37 5.2.2 - Parking paved areas can be extended if they are pervious surfaces feeding the root zone of a tree / landscape or water harvesting feature.
 - Suggestion – p.37 5.3.3 – screening should obtain a certain density or opaqueness (word?) such as 75%. If the wall is 4’ then to what height should the landscape buffer obtain?
 - What reasons are acceptable to not collect rainwater? Who decides? If all water stays on site... what about special compensation for stormwater regs?
 - Pg 51 – Streetscape landscaping
 - Trees should be identified as a required element not just the word ‘landscaping’
 - Tree grates should not be required and only used as last option. Gravel, pavers, pervious hardscape, and other alternative materials can be used and smaller plantings can be used protect edge from pedestrians. If 6’ of sidewalk is obtained as required farther up this page... then a grate would not be necessary
 - 4x8 tree wells should be absolute minimum and designs that provide more surface area and greater rooting volume should be encouraged
 - Water harvesting along sidewalks should be encouraged
 - Alternating species just for the sake of variety will lead to conflicts. Tree species can be in groups covering 1/3-1 full block with special designs near all corners (for bulb outs or the use of smaller or columnar species to highlight end of block). Varying species tree by tree is OK for view, signage, lighting, or other needs as long as its by design
 - No multi-trunk trees along streetscapes unless in median or planting area with 8’ or greater
 - Use streetscape landscaping to control pedestrian crossings and maintain other street amenities
 - In streetscape landscaping and other places trees are mentioned and why we want them... no mention is made of shade, stormwater reduction, conserving water resources thru water harvesting,

cleaning stormwater, improving air quality, reductions in EPA regulated pollutants, improved property values, trees and landscaping to improve business values and length of stay by customers, and only mentioned briefly is traffic control to protect pedestrians (by not using trees to reduce vehicle speeds) and improved walkability.

- Tree and plant list
 - Caution on Chinaberry – toxic seeds and invasive if used near any site with water
 - Caution with Mimosa - weak wooded
 - Its spelled 'Mariola' pg 85

POLICE DEPARTMENT/Planning

Southeast Area Command

SOLID WASTE MANAGEMENT DEPARTMENT

Refuse Division

No adverse comments.

TRANSIT DEPARTMENT

COMMENTS FROM OTHER AGENCIES

ALBUQUERQUE PUBLIC SCHOOLS

The South Yale Sector Development Plan will limit the development of stand-alone apartment buildings within the Plan by requiring mixed-uses. The Plan will also create a pedestrian friendly setting where transit is easy to use. APS supports these design concepts as they create safe path for students to walk or bicycle to school.

The residential units built within the South Yale Sector Development Plan will impact, Lowell Elementary School, Kirtland Elementary School, Bandelier Elementary School, Jefferson Middle School, Wilson Middle School, Albuquerque High School, and Highland High School. Lowell Elementary School is nearing capacity, Kirtland Elementary School has excess capacity, Bandelier Elementary School is nearing capacity, Jefferson Middle School has excess capacity, Wilson Middle School is nearing capacity, and Albuquerque High School and Highland High School have excess capacity.

Loc No	School	2007-08 40th Day	2007-08 Capacity	Space Available
300	Lowell	407	412	5
279	Kirtland	334	413	79
222	Bandelier	575	600	25
425	Jefferson	834	888	54
470	Wilson	508	531	23
590	Albuquerque	1,792	2,100	308
520	Highland	1,803	2,100	297

MID-REGION COUNCIL OF GOVERNMENTS

PUBLIC SERVICE COMPANY OF NEW MEXICO

PNM requests additional time to provide detailed comments on the *Draft South Yale Boulevard Sector Development Plan*. PNM will contact the staff planner to discuss initial comments.