

Section 5

Shared Vision
Projects

*Creating a Sustainable Future
through Quality Growth*

STRATEGY AND ACTION PLAN



CONSENSUS REPORT ON THE
SHARED VISION TOWN HALL



*October 16 and 17, 1998
Albuquerque, New Mexico*

ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

Participants in the Town Hall believed that the Albuquerque metropolitan area should not continue to grow as it has been growing. Growth must be planned and plans must be followed. New strategies are needed that channel growth into vital centers of activity for living, working and playing that encourage walking and use of transit so as to reduce our reliance on automobile travel and create more choices in living options.

Maintenance of infrastructure—water, sewer and roads.

Maintenance of existing neighborhoods where most people live is the highest priority for which we need funding.

- Find new revenues to eliminate the maintenance backlog and remedy deficiencies
- Conduct an accurate assessment of repair and maintenance needs citywide
- Re-evaluate the capital improvements program linked to the growth strategy
- Increase efficiencies through better coordination and outsourcing
- Ensure that new areas pay their fair share to develop and sustain all services.

Infill on vacant or underutilized land within the existing city.

Infill is a high priority and a higher percentage of growth—at least double the current amount—should flow into the existing metropolitan area.

- Choose a pilot transportation corridor for development of light rail or other transit
- Inventory and identify desired development and preservation districts
- Create financial and regulatory incentives and upgrade infrastructure for target areas
- Revitalize downtown to create a 24 hour full service center
- Involve neighborhoods in shaping where and how higher densities and mixed-use development will occur in coordination with major transit corridor plans.

Edge development at the edge of the built part of the city.

The growth of the city must be balanced and sustained within both infill and edge development. Planned communities are better than rural sprawl in addressing tax base and environmental impacts.

- Set priorities for provision of urban services
- Use a broad-based cost benefit analysis for fiscal responsibility
- Evaluate and prioritize proposals for self-sustained planned communities based on adopted criteria



Implementation.

These strategies must be implemented in ways that respect cultural and environmental resources so as not to lose those qualities that give our community its identity and uniqueness.

- Recommend options for improved city, county and metropolitan/ regional coordination and governance of growth strategies
- Undertake appropriate revisions to the general plan and regulatory policy
- Reach out to the entire community with interactive education and visualization to publicize and illustrate key ideas.
- Form a Consensus Action Team to evaluate, coordinate, and monitor implementation.



INTRODUCTION

This Growth Strategy for the Albuquerque metropolitan area is the result of a town hall held on October 16 and 17, 1998, at which a broad-based cross section of interested citizens came together to thoughtfully consider the important question of how our community is to grow and develop. The report reflects the discussion and consensus of the town hall. Shared Vision, Inc. (SVI), a private non-profit corporation, in partnership with the City of Albuquerque and County of Bernalillo, served as a neutral convenor and facilitator of this process of civic involvement.



Audience with visiting mayors.

The town hall was open to anyone who wished to participate in an open democratic process valuing community education and dialogue. The approximately three hundred and fifty participants included neighborhood associations, business interests, developers, government officials and commissioners, and a variety of civic groups. Registrations indicate the following breakdown of those who attended:

- 28% neighborhood associations, residents, community-based organizations, students
- 13% civic and advocacy groups
- 29% state and local government employees
- 6% elected officials and commissioners – local, regional and state
- 9% professional planning consultants, architects, attorneys, engineers
- 15% business and development including finance, developers, builders, realtors

For the first time, a separate children's workshop was also held at the town hall. The Institute for Environmental Education along with architectural students from the University of New Mexico School of Architecture and Planning worked with a fifth grade class from Montezuma Elementary school to help them envision the future city they would like to see. This report includes drawings produced by these future citizens.



Children's workshop

On Friday October 16, town hall participants heard presentations on growth issues, consisting of panel discussions by the mayors of Austin, Denver, Fort Collins and San Antonio; presentations on the Planned Growth Strategy study



commissioned by the City and County; and discussion of proposed implementation initiatives by local officials.

On Saturday October 17, approximately one hundred and fifty people participated in twelve discussion groups and a plenary session to develop consensus on a metropolitan growth strategy. Having heard



Local Panel (left to right- Ned Farquhar, Larry Wells, Councillor Tim Cummins, Commissioner Barbara Seward, and Victor Chavez)

the presentations on Friday, those who attended were well informed and prepared to address the topic. In addition, each participant received a packet of information on growth, including background articles by the two major newspapers. This foundation of information led to a thoughtful, engaged dialogue and resulted in a product that forms a sound basis for the next phase of action.

Saturday's session provided an opportunity for people to exchange different views and talk through complex issues. Everyone who registered for the town hall was assigned to a discussion group in order to ensure a balanced mixture of interests in each group. The richness of the conversation among diverse points of view created new substantive concepts and reinforcement of community values.

Participants were asked to evaluate four possible growth options and then to develop a consensus strategy and recommended action steps for implementation. A community conversation emerged around three topics:

1. How are we to maintain our infrastructure?
2. How are we to grow within existing developed areas?
3. How are we to grow into new undeveloped areas?

Each discussion group developed a consensus growth strategy and action steps to carry out their recommended growth strategy. They selected five highest priority actions based on the following criteria:

- Can start within six months.
- Would send a message that the Town Hall is going to produce results.
- Is feasible to implement.
- Involves different segments of the community working together

Each group reported out their strategy and one doable action at the final plenary session. The Strategy that follows summarizes the conclusions of each group.

The value of the town hall will be realized only to the extent that the ideas and consensus contained in it lead to broader education and action on the part of citizens, business



community, developers, neighborhoods, and elected officials. People called for local governments and others to facilitate the community vision and see that it is implemented consistently. They wanted the Strategy to be publicized and disseminated to the broader community. A Consensus Action team will be set up to oversee the implementation of the Growth Strategy and Action Plan.



Discussion group.

A committee representing the various constituencies who attended Saturday's session reviewed this document to ensure that it reflects

the discussion among one hundred and fifty people as closely as possible. Recorders' and flipchart notes are available upon request, as are lists of other actions developed by the discussion groups but not included in the Growth Strategy priorities.





I. CONSENSUS GROWTH STRATEGY

Participants in the Town Hall strongly and without exception believed that the Albuquerque metropolitan area should not continue to grow as it has been growing. By managing growth differently, we can create opportunities for beneficial change. A two-pronged approach is recommended emphasizing both infill and planned communities, respecting cultural and environmental resources in neighborhoods and the expanding city so as not to lose those qualities that give our community its identity and uniqueness as growth occurs.



Keeping and Creating Communities

Whether in new or older neighborhoods, people want to see not just development, but creation of communities, also referred to as activity centers or nodes consisting of a “number of neighborhoods in a proximate area.” These desired communities would have certain characteristics—they would have a diversity of people and income levels, more choice in types of housing to include higher densities, and a mixed use, compact development pattern with housing located in proximity to jobs and services. They would be designed to encourage walking, bicycling and use of transit.

“Our motto: Think regionally, act locally.”

They would be designed to attract and draw people. Each community would have a distinctive character and a center with convenient stores, restaurants, services and public spaces where people can come together, creating a sense of vitality and interaction.

Links with Transportation

The long range transportation planning process should shift the emphasis to a balanced transportation system which focuses on systems other than automobiles. Participants favored a targeted rather than unfocused approach to growth, locating development strategically in centers and along higher density transportation corridors to create more choice in living opportunities with good access to transit.

“Maintaining choice is important, but people should pay for their choices.”





Children's workshop

Maintenance

Participants in the town hall were educated and knowledgeable regarding the backlog of infrastructure maintenance and rehabilitation needs that are negatively impacting older neighborhoods, and were willing to support new sources of revenue on a temporary basis in order to catch up. All agreed that maintenance of existing neighborhoods where most people live is the highest priority for which we need funding. We must also create a more

"Catch up on maintenance of existing infrastructure and ensure that capability for continued maintenance is not jeopardized by extending services to new areas."

equitable distribution of services/ resources and address inequalities in areas that have been neglected.

Resources are currently not adequate to meet the needs of maintaining and rehabilitating infrastructure—water and sewer lines and roads—within older parts of the city, and without such resources, these areas will continue to deteriorate. Greater cost efficiencies can be achieved through planning for urban services for new communities, and by emphasizing the redevelopment of existing communities where development has minimal impact on existing city resources.

"We need to more effectively utilize our dollars allocated."

Infill

In general, people supported the creation of a more compact urban form, emphasizing infill within the existing city and then extending step by step outward. There was widespread agreement that infill is a high priority and that a higher percentage of growth—perhaps double the current amount—should flow into vacant or underutilized land within the existing metropolitan area, where appropriate and feasible.

"Preserve the vitality of existing neighborhoods."



Infill should be planned and targeted to specific centers and corridors rather than occurring in a blanket fashion throughout the city. There is the opportunity to carefully fill in and redevelop properties to create vital centers and a vital core with more choice in the type of living options available to people. These targeted areas can model our infill policy.



For redevelopment to be acceptable, it should be high quality and enhance neighborhood character. Agricultural areas and neighborhoods with particular historic or cultural character would be enhanced, preserved and maintained.

Downtown

Participants widely supported the revitalization of Downtown as a key part of the Growth Strategy. Downtown has a special status as the “heart and soul” for the metropolitan region, and it deserves special attention and treatment to draw people and create a 24-hour full-service center. Downtown can be a model for an emerging mixed-use center for playing, working, and living.

“The one common denominator to revitalized cities is a vital downtown.”

Edge

There was recognition that there is not enough vacant or underutilized land to accommodate all demand with infill development alone and that some growth needs to be absorbed at the edge of the built part of the city. The growth of the city must be balanced and sustained within both.

Participants addressed how this growth should occur, and agreed that edge development should be planned and sustainable. Edge growth should have clear parameters with priorities set based on resources and fiscal responsibility as defined in a broad-based cost benefit analysis. Concern was expressed about setting growth boundaries because strict boundaries could force development outside the governing area and result in a contiguous urban area without adequate open space.

“Edge development is the toughest issue.”

The city, county and public schools need to plan and set clear priorities for provision of urban services. This planning should occur prior to development rather than reacting to development.

In addition to development within urban service areas, there was support for developing planned self-sufficient new communities on large land holdings in outlying areas separated by open space: these must be based on availability of water and should be connected to the heart of the city by multi-modal transportation corridors. Planned

“Cost issues are critical on the edge.”



mixed-use developments were listed as a key element of a consensus growth strategy. These communities should be “self-sufficient”, in terms of providing the maximum number of basic services (schools, jobs, shopping) that the community will sustain and at no net cost to local governments. New development should provide sufficient tax base to pay for itself.

“Since there is not enough room with ‘infill’ alone, planned communities are better than rural sprawl in addressing tax base and environmental impacts.”

There should also be alternatives that allow individuals the choice to live without urban services.

Incentives

Participants favored the use of regulatory and financial incentives to encourage desired development patterns. The strategy calls for identifying “desired development zones” in which densities could be increased and “desired preservation zones” throughout the metropolitan area. Fiscal and regulatory incentives would encourage higher density, mixed use development in the desired development zones.



Plenary Session, Consensus Strategy

Public Involvement

Implementation of the Growth Strategy must take the values of the community into account—protection of neighborhoods and open space, property rights, environmental resources, and cultural and geographical diversity. While people subscribe to the growth strategy in theory, there is concern about how it will be applied and how it will affect existing communities. Plans for improved access to transportation must be clear and in place before higher density mixed use development is feasible.

A targeted approach to growth requires choices, and neighborhoods must have a strong say in these choices. Infill will not be automatically accepted; it will first be necessary to



Plenary Session, David Campbell, Plenary Chair

undertake an extensive interactive communication phase using visualization as to what these concepts really mean and how they will be implemented. An emphasis on infill will require special resources and attention, and must involve neighborhoods from the very beginning in shaping where and how higher densities and mixed use development will occur.

It will be necessary to generate and reinforce market acceptance of more sustainable forms of development. Reaching out to the entire community with education and visualization is a critical next step to implement the growth strategy created at the town hall.



II. ACTION PLAN

- C-PA** Consensus Priority Action reported out at the final Plenary session
- CS** Plenary Consensus Strategy
- GCS** Group Consensus Strategy developed by an individual discussion group
- 5-PA** One of five Priority Actions developed by the individual discussion groups
- GB** Brainstorming by individual discussion groups

Note: All consensus action steps recommended as priorities have been included, even if they would require statutory changes to be implemented.

A. MAINTENANCE (defined as maintenance of infrastructure—water, sewer and roads)

Strategic Action: Study and recommend funding sources to remedy deficiencies and to provide necessary on-going infrastructure maintenance. These may include revenue sharing options, re-evaluation of the capital improvements programs or restoring the quality of life tax. (C-PA)

This strategy has three parts:

A.1. Identify revenue options to eliminate the maintenance backlog, redevelop and improve existing infrastructure, and stay current.

Sources of Revenues. The following sources of revenue were identified by the small discussion groups. Since there is no consensus on the kind of funding, these proposals need further evaluation; the recommended funding should then be implemented in a timely manner.

Options for further study:

- Dedicate a percentage of the capital improvements program to repair and replace existing infrastructure, after reviewing and evaluating amounts currently allocated.
- Develop an infrastructure/ maintenance GO bond issue earmarked and targeted for that use only. The bond issue should include streetscape/ redesign and be broader than simply traffic considerations. (GCS)
- Implement a ¼ cent gross receipts tax increase for repair and replacement of existing infrastructure. Restore the quality-of-life tax to provide facilities essential for our quality of life and an endowment fund to provide maintenance (GCS)
- Create a flexible, prioritized well-defined ten year maintenance plan that addresses existing infrastructure needs and incorporates funding mechanisms. (GCS)



- .. Increase property taxes to reduce the backlog or to stay current on infrastructure maintenance in the future. (GCS) (GB)
- .. Quadruple property tax rate for unimproved vacant land in the City. (5-PA)

A.2. Inventory, define and prioritize the maintenance and rehabilitation needs of existing infrastructure to ensure careful, coordinated, efficient reallocation of resources for infrastructure maintenance. (C-PA) Conduct an accurate assessment of repair and maintenance needs citywide. (5-PA)

To be successful in eliminating the backlog, we need a better understanding of infrastructure problems. There was strong support for re-evaluating the capital improvements program in terms of its effect on infrastructure. Maintenance needs to be prioritized by geographic area with a commitment to link to the capital improvements program. Short and long term goals are needed with a definite timeline that identifies implementation resources. (5-PA) The capital program needs to be CLEARLY tied to the growth strategy and the Comprehensive Plan. (5-PA)

In addition the city needs to institute management systems to ensure that this backlog does not occur again. Efficient maintenance requires the planning and management of resources with forethought. The city needs to evaluate, streamline and update policies that are not working and to improve project management. There is a need to ensure coordination among roads, lighting, sewer and water maintenance with consideration given to outsourcing and contracting of services to introduce competition into the maintenance of systems and improve coordination. Efficiencies can be increased through compact development patterns and long term planning for maintenance of existing and new infrastructure.

Existing plans and their fiscal commitments should be funded or rescinded prior to adopting new plans. (GB)

A. 3. Ensure that new areas pay their fair share to develop and sustain all services. Pay future maintenance by establishing impact fees to help pay for maintenance of as-yet unbuilt roads, water and sewer. (GCS)

Issues of maintenance and new development are related, and means of financing both must be addressed. Maintenance is a high priority for which we need funding via taxes and fees linked to usage. In order to ensure that maintenance needs of older areas are met, we need a plan to maintain infrastructure in new areas as well as developed areas. Service to and maintenance of existing areas must assume a priority. Extending services to new areas should not be done at the expense of service to and maintenance of existing areas. The political cost of charging for maintenance needs to be taken on. Before new development the city needs to determine how maintenance can be paid for in advance.

A.4. Improve schools in older neighborhoods. (GB)



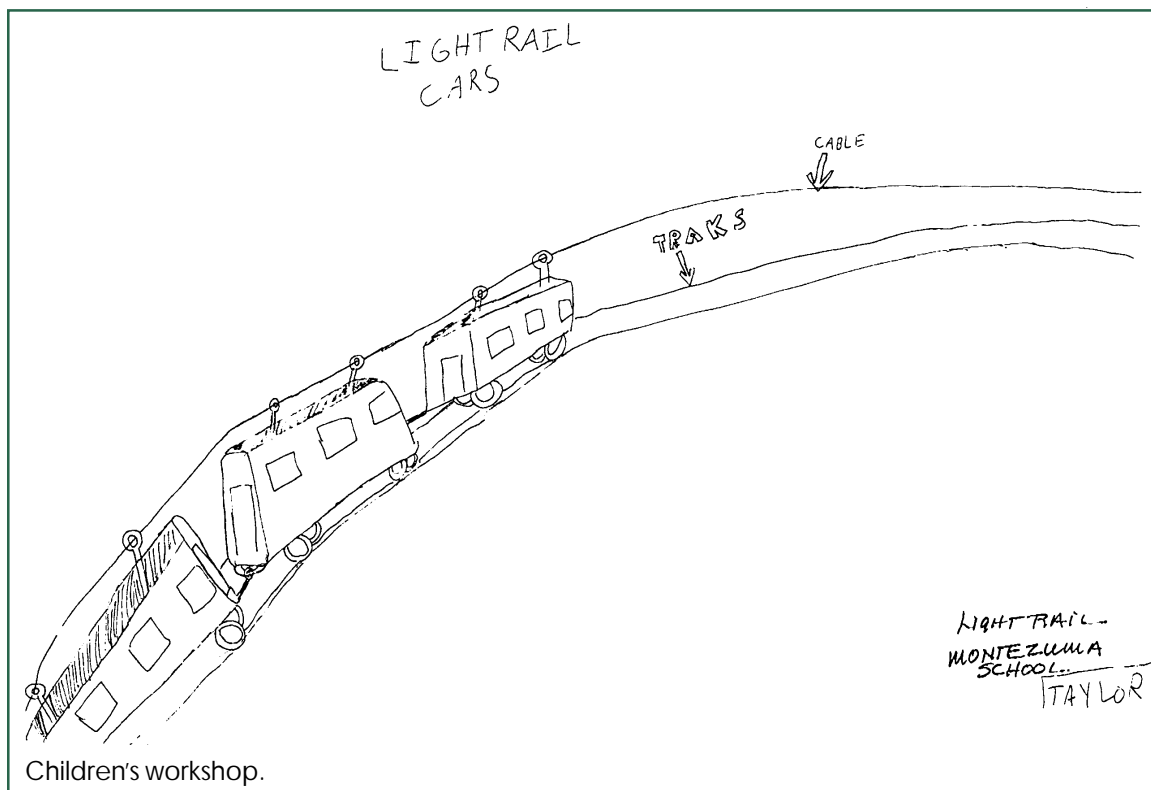
B. INFILL (defined as development on vacant lots or underutilized land within the existing city)

Strategic Action: Identify desired development and preservation districts and offer financial and development process incentives for infill within target areas. (C-PA)
Identify and channel development to specific areas for infill. (GCS)

This strategy has four parts:

B. 1. Inventory infill sites and identify developable and redevelopable zones. Exclude farm land and cultural, religious, historical and other unique attributes of the city to be protected. (5-PA) Identify desired development zones. (5-PA)

B.2. Choose a pilot transportation corridor for development of light rail or other types of transit. Identify opportunity sites and the type of development desired along the corridor. (C-PA) Identify corridors and centers; focus activity centers and transportation corridors on up to 10 areas and prioritize two and begin to develop soon. (GCS) Create four or five areas with centralized community spaces that would provide a base for businesses and community and be the hub of the transportation corridors. (GCS)



Participants wanted to choose pilot areas for immediate action that could serve as a model for implementation. High capacity corridors and activity centers should be identified and prioritized through extensive public involvement, working closely with neighborhoods so that they are not negatively affected. (5-PA)



Particular emphasis needs to be placed on integrating desired infill areas with transit planning. The long-range transportation process should be overhauled to shift the emphasis to a balanced transportation system to focus on systems other than automobiles. (GCS) A new system of transportation and more strategic use of transit goes hand in hand with the creation of higher density mixed use communities. Transit-intensive, walkable neighborhoods should be developed and redeveloped wherever possible. Destinations for transit must be pedestrian friendly and service must be reliable and frequent. The transit piece must be in place first for higher densities to be acceptable to neighborhoods.

B.3. Create innovative financial incentives to provide quality and cost-effective infill and implement incentives or fee waivers for developers, businesses, and investors who will use the designated centers and corridors space throughout the city. (GCS)

Fiscal and regulatory incentives would encourage higher density, mixed use development in the desired development zones. (GCS) Examples of incentives are: assistance with financing, property tax abatements, reduction of permit/ impact fees, or relaxation of zoning restrictions within the corridor/ redevelopment zone. There was support for using reduced impact fees, permit fees, or waivers as a way to promote growth in desired areas. (5-PA)

A first step would be to research current local and state tax laws to come up with recommended changes to create incentives for maintenance/infill & new funding mechanisms.

B.4. Support infill through upgrades to infrastructure and streamlining the development process for infill development within targeted areas.

In addition to financial incentives, local government needs to support infill with upgrades to infrastructure. Delivery of upgraded city services to targeted areas can encourage higher densities and mixed use development.

Another suggestion is to reduce the development process time for infill as an incentive. (GCS)

C. EDGE (defined as development at the edge of the built part of the city)

Strategic Action: Set priorities for development on the edge of the city. (C-PA) Extend new roads and utilities to unserved areas in accordance with an agreed upon capital implementation plan. Evaluate and prioritize proposals for self-sustained planned communities. (C-PA)

C.1. Build out and develop primarily in areas where there are existing services available as a first priority, while doing timely planning for the next areas of outlying development and providing an integrated, cost-effective, resource-based infrastructure. (GCS) Identify desired development zones. (5-PA) Define the urban service area. (5-PA)



The city, county and public schools need to plan and set clear priorities for provision of urban services. This planning should occur prior to development rather than reacting to development. Fiscal responsibility is critical. Infrastructure should be integrated and cost-effective, and services should be extended based on a general plan strongly linked to the capital program.

"If we have edge development planned, it provides a tax base that benefits local government."

Planning for development and infrastructure on the edge should be resource and cost based and should be timely to guide development. The issue of water availability and the need to recharge the aquifer came up as the most frequently mentioned environmental constraint. Participants wanted development and engineering standards which are ecologically sensible, i.e. development that does not cause a net loss to the aquifer so that resources are not depleted.

"We have the capacity to plan, we just don't do it or use it."

One group wanted to extend services to the Developing Urban Area as specified in the Comprehensive Plan. (GCS)

C. 2. Conduct and complete a broad-based cost benefit analysis as a basis for setting priorities for urban services (GCS).

C.3. Implement impact fees. (5-PA) Impact fees should be based on a cost-benefit analysis of where development should or should not occur. (5-PA)

C. 4. In addition to development within urban service areas, develop planned self-sufficient new communities on large land holdings in outlying areas separated by open space: these must be based on availability of water and transit. (GCS)

Edge development should have a variety of uses and densities, including mixed-use areas that respect cultural, historical, and natural resources and accommodate diversity of lifestyle. Participants agreed on the desired characteristics and form of growth on the edge, with a strong preference for master-planned mixed-use communities with a variety of uses and densities that address social, economic, and environmental sustainability. These communities should contain the maximum number of basic services (schools, jobs, shopping) that the community will sustain.(GCS) They should offer affordability and diversity of housing choices. They should incorporate internal open space, connections between neighborhoods and linked transportation centers. They should be connected to the heart of the city by multi-modal transportation corridors. (GCS)

"There is real value to being able to look out and see the edges."

Many favored the concept of satellite communities separated by open space but in these cases financial self-sufficiency is a requirement, and areas need to be defined and prioritized. Planned, self-sufficient communities should comply with the adopted planned communities criteria under which infrastructure would be provided subject to the policy of no net cost—including life cycle costs and benefits—to local government.



Appropriate standards for sustainable development of new sites are needed. At the same time, zoning should allow the flexibility to use new development and planning concepts.

"Balancing of edge and inner (infill) development." (CS)

D. IMPLEMENTATION

Strategic Action: Create a representative implementation committee that evaluates these strategies, turns these ideas into action, monitors and coordinates growth plans, and provides oversight. (5-PA)

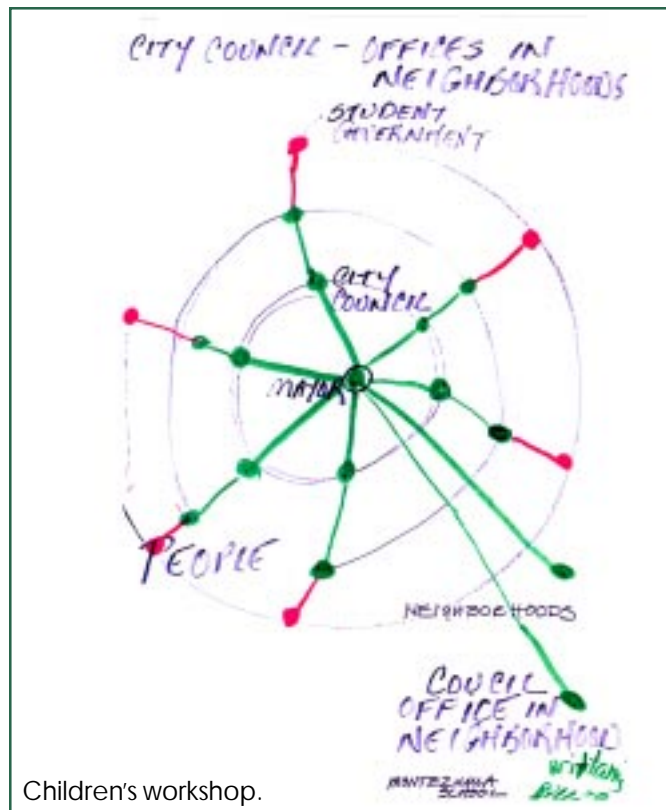
All wanted action and follow through to come from this meeting. People wanted to provide a focal point for accountability in implementing this community-generated growth strategy by forming an independent, citizen-led action implementation committee. (GCS) A vehicle that facilitates cooperation between the public and private sectors is needed for implementation. The implementation committee would:

- Prioritize actions to implement the growth strategy by timeframes.(5-PA)
- Facilitate the growth strategy and ensure that it is implemented consistently.

D. 1. Undertake revisions to the comprehensive plan, zoning code and other regulatory policies to implement the growth strategy. Review, analyze and incorporate appropriate parts of existing policies, plans, and intergovernmental agreements as appropriate. (C-PA)

- Develop a good metropolitan plan (i.e. comprehensive plan or general plan) that can be implemented through marketing and public involvement. This plan should include a clear schedule for building infrastructure, etc., for next 20 years. It

should address designated high density areas to include redevelopment which will exist along transportation corridors. The metropolitan plan should address "where and what", and communities should address "how", allowing for development of unique community characteristics. The metropolitan plan must be coordinated among local jurisdictions, should be consistent and predictable, and encourage designs consistent with local community character. (GCS)



- .. Complete the regional systems plan to provide context for the metropolitan plan. (GCS)
- .. Amend city and county ordinances and zoning to implement the plan and the growth strategy, involving extensive public participation. Zoning regulations should reflect the growth strategy and allow mixed uses and densities in appropriate designated areas. (5-PA) Zoning amendments should remove obstacles to desired development and support transit oriented/ pedestrian friendly development on corridors/centers. Regulations should allow flexibility in new areas and not drive development to outlying rural locations. (GCS)
- .. Develop design standards for new and existing neighborhoods that make it safe and inviting for children to walk/bicycle for school and play (5-PA)
- .. Use the ten community planning coalitions (partners) as a primary avenue for citizen involvement in decision making. (5-PA)

D.2. Coordinate city, county and metropolitan/ regional growth strategies. Examine, recommend and implement options for metropolitan governance, revenue sharing, or other structural change to improve the planning and management of growth. (C-PA) Coordinate all designated urban service areas with public school plans – for infill, maintenance and edge development. (GCS)

“Professional planning is needed, but it doesn't produce buy-in.”

City/County/Regional cooperation is essential to reduce duplication of services, reduce competition for revenue, improve resource management, and define urban service areas. The City and County need to agree on where urban development will happen. Participants in the town hall supported city-county cooperation or consolidation and wanted to initiate planning now for some form of city/county metropolitan government involving revenue and cost sharing. The cost benefit analysis of growth strategies would provide a base of information. (GCS)

D.3. Publicize Albuquerque's vision and growth strategy. Make the growth strategy visible by using visual techniques. Illustrate ideas for mixed-use development, higher density housing, plazas and other public meeting spaces. Use techniques such as a visual preference survey, visual glossary, and computerization. Develop a visual presentation package and speakers bureau to meet with and educate citizens on the growth strategy. Develop a “roadshow” and educational packet to neighborhood associations.



Visual presentation by Robert McCabe, Planning Director, City of Albuquerque



Public involvement and marketing will be essential to implementation of a metropolitan growth plan with ownership and accountability. Effective and meaningful public participation in planning for growth is necessary to build public confidence and support and should include visualization.

People called for on-going, effective public participation as key to ensuring that infill works as intended. A flexible approach to combining redevelopment/reuse and infill would take into consideration the nature of surrounding neighborhoods. The public would participate in identifying the location of centers and corridors in which higher density development would occur or areas to be preserved. The infill strategy requires strong and diverse community involvement in the decision-making process.

The following recommendations were part of the group consensus from each discussion group:

- Reach out to the entire community in order to build and implement a vision for the future. This broader community must include all ages, cultures, and income levels.
- Develop a community education campaign on growth issues. Create an education package from this conference and distribute to all neighborhood associations and stakeholders. The education package should be unbiased, discuss the current situation, include realistic costs and benefits and analyze the consequences of different decisions. Hold a series of neighborhood decision making and planning meetings to address infill. The City and County should establish and fund a mechanism for public education and involvement. The education campaign should be done professionally.
- Create mechanisms for meaningful public input throughout the planning and development processes. These processes must address how densification and implementation of centers and corridors will be accomplished (to avoid “bad experiences”).
- Continue and expand the existing community planning process.
 - Talk/ listen to more people and improve the dissemination of information
 - Make the Design Center available for public use
 - Talk with the Downtown Action Team
- Immediately initiate a visual preference survey that informs the public about development options and solicits meaningful public input regarding the location and nature of desired development zones and high capacity transit corridors.
- Use visual aides to develop an acceptance for infill. We need to deal with the culture that exists, in terms of “what people want” and educate the public as to how and what alternatives are available. Design a visual glossary of concepts such as high capacity corridors, mixed use, cluster housing, etc. to get everyone speaking the same language. Design is important and must be shown by examples from other successful development to avoid “cookie cutter” solutions.



- Recruit local citizen action teams to help develop and redevelop.
- Conduct visual education of citizenry on the growth strategy using computer modeling.
- Initiate a series of "community conversations"
 - include those without a previous voice
 - include "controversial" topics
 - use neutral third party facilitators
 - use a win-win approach
 - hold in the community locally
 - issue household by household invitations



APPENDIX 1

Priority Doable Action Steps

Following are priority action steps developed by each group that were not reported out in the plenary session and are not included in the consensus strategy.

- .. Set up regional authorities for air quality, water quality & quantity, and transportation
- .. Spend less on new roads and more on transit & alternative transportation.
- .. Provide a funding mechanism to expand transit infrastructure to support desired development.
- .. Embrace work on sustainability and make decisions (Refer to Sustainability Committee work and 31 factors (includes adequate air quality). Get the entire community involved in the sustainability issues and undertake PR efforts to increase awareness.
- .. A process needs to be developed to have all communities input/support then recommend results to planning commission for implementation.
- .. In low density areas, develop park & ride centers to encourage use of mass transit or HOV's.
- .. Enact more/necessary user base tax revenues.
- .. Definition of terms used.
- .. Ask office of ABQ Neighborhood Coordination to go to the Office of Neighborhood Community Planning Partnerships and other groups (now being done).



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For information regarding this report, please contact Shared Vision, Inc. at 764-6078.



Shared Vision

Report on

PLANNED COMMUNITIES FORUM



August 13, 1999

A L B U Q U E R Q U E , N E W M E X I C O

“Planned communities afford an opportunity to design new areas using the best planning techniques available. A planned community can balance housing and employment opportunities, create a mixture of densities which support mass transit, offer affordable housing, propose water systems and use to assist conservation, and proportion the built environment with open space. Those are the possibilities. We also know that infill development is critical to the vitality of our existing city. With your collective wisdom,... we will have some direction on how to strike a balance.”

*Barbara Seward,
Bernalillo County Commissioner*

shared vision

REPORT ON PLANNED
COMMUNITIES FORUM

Results of Public Involvement



August 13, 1999

Metropolitan Area

Albuquerque, New Mexico

“As we grow, we need to be supporting the development and enhancement of the communities of our cities and our region– all the things shown in the town halls and forums– mixed use, adjacency of schools, kids being able to bike, public places for people to interact and come together as a community and get to know each other, people on the street to lessen the need for security– all those issues are about community.

These concepts don't apply only to development in reserve areas with an open space buffer. They relate to things that occur downtown, the northeast heights, the university area– all over our city. We should think about these principles as they apply to everything we do– to infill, edge development and new communities in the reserve area.

People at these forums can do a lot to shape our future. We need to get past “them and us” and start working together to move forward and make that future happen. We need to move from the valuable information coming out of this kind of session into a team that can build a future for our city that our grandkids will inherit.”

Bob McCabe, City Planning Director



Table of Contents

| | |
|-------------------------------------|-------------|
| I. Executive Summary | Page |
| A. Introduction | 1 |
| B. Major Themes | 1 |
| C. Summary of Recommendations | 4 |
| II. Forum Proceedings | 7 |
| Summary of Presentations | |
| Panel 1 | 8 |
| Panel 2 | 16 |
| Lunch Panel | 22 |
| Wrap up | 28 |
| III. Discussion Groups | 28 |
| IV. Reporting Out | 35 |

ACKNOWLEDGEMENTS

TOWN HALL
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S P O N S O R S

Shared Vision, Inc.

City of Albuquerque

McCune Charitable
Foundation

Sandia National Labs

*Facilitated by
Shared Vision in
partnership with
the City of Albuquerque
and County of Bernalillo*

Cover: Street scene of Civano, a planned community near Tucson, Arizona. View of mixed use neighborhood center. The sketch shows how the neighborhood center is the visual center of the community, envisioned with historic southwestern architecture.

Note: All Civano slides are provided courtesy of Lee Rayburn, Case Enterprises, Civano.

“In the last six or seven years I’ve been pleasantly surprised as we have more of these town halls, by how much of the public is getting involved– and the variety of people from our community. As we open up the dialogue, more and more people participate with different points of view. More public involvement has helped me as an elected official because it takes a lot of people to mold a solution and come up with what is workable.

This forum is important to us in Albuquerque. People want to live close to work, shopping and open space. This is a great opportunity to make changes now in areas closer to the city boundaries, such as the southwest mesa and other unincorporated parts of the county, that can make a difference in the next 5-10 years.”

Alan B. Armijo, City Councilor

I. EXECUTIVE SUMMARY

A. Introduction

Continuing the community dialogue on growth issues, the Shared Vision Planned Communities Forum on August 13, 1999 heard from national experts on growth management and planned communities elsewhere, and then met in small groups to develop a framework for possible policy changes in the local approach to planned communities. Of the almost 200 people attending, approximately 35% were from government (State, City, County, Federal and regional); approximately 28% were from the private sector (developers, architects, planners, attorneys, real estate); 32% represented the civic element (neighborhoods, civic and advocacy groups, community activists, Indian pueblos); and approximately 5% from educational and health institutions.

The purpose of the forum was not to develop consensus or to consider specific local proposals for planned communities, but rather to raise awareness of the issues, conduct a dialogue among different segments of the public, and identify areas of agreement to move forward with. The Forum results will be presented to the City and County as input into a preferred alternative for quality growth.

Three panel discussions of outside experts and local officials were held. The first gave a national perspective comparing planned communities that are being built today to those developed in previous decades, highlighting current best practices in design and public private partnerships to achieve better performance. The second panel focussed on fiscal and regulatory tools and standards that can be used to ensure that planned communities achieve their goals both internally and in relationship to a larger region. City and County officials then discussed policy issues facing local decision makers.

In the afternoon, six facilitated break-out discussion groups of 15 to 20 people each met for an hour and a half. Recorders were assigned to each group to take notes on the discussion and record points of agreement within each small group. At the end of the day, each group reported out their key ideas. The following material is based on both the *reporting out* exercise and analysis of the recorders' notes. This analysis identifies the common themes which emerged from the discussions.

B. Major Themes

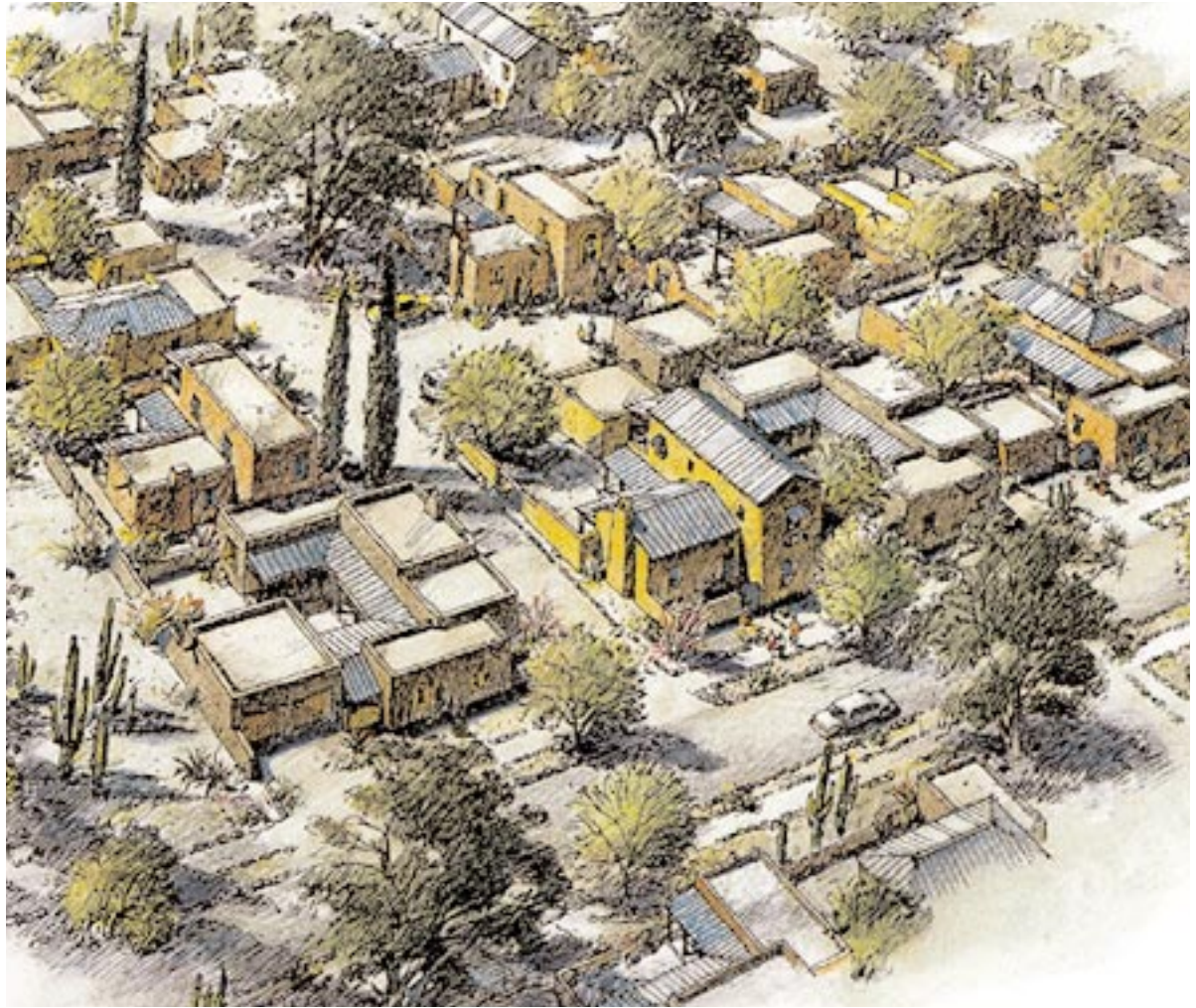
Participants used the term *planned community* to apply both to new communities in undeveloped areas and to the planning of existing communities to make them more livable. According to one participant: "We got to this forum because at the last meeting we needed to balance infill and planned communities."

Characteristics of planned communities

Planned communities in new areas offer an opportunity to start with a blank slate and create communities that provide the lifestyle many people aspire to. Development in new areas should follow organizing principles and not be done in separate unrelated pieces which are difficult to correct once piecemeal development has occurred and zoning is in place.

People reaffirmed earlier town halls that supported mixed use, compact development patterns with housing located closer to jobs and services, a mix of housing types, diversity of income levels, internal open space, and sufficient densities to support mass transit. Development can be more sustainable long term by living, working and recreating in one community. A sense of community and civic pride is important, fostered through the creation of active public spaces for people to meet and

Planned communities should reflect an appropriate regional character, preserving historical, social, cultural and architectural elements in their design.



Civano, Arizona. View of Compound Villa housing. This housing emphasizes design elements and characteristics of southwestern vernacular architecture: strong geometric volumes, juxtaposition of intimate private space with public space, and deep thick walls.

a high level of community participation in civic life. Planned communities should reflect an appropriate regional character, preserving historical, social, cultural and architectural elements in their design.

Participants thought that we should set higher standards for new communities. Many groups wanted more attention to creating a sustainable environment as a primary goal, with higher standards required, especially for water. Most wanted specific performance requirements for availability of water, water reuse and conservation, air quality, drainage and energy efficiency.

Every group added quality job creation to the list of desired characteristics. A new community needs to have a strategic economic development plan, with a jobs/ housing

balance that is phased in and monitored over time to avoid becoming a bedroom community.

Location of planned communities

In response to the question: "*Where should planned communities be established?*" almost all groups responded that they should be located wherever it is possible to create the kinds of communities that we want according to the desired criteria, whether in new or existing areas. A comprehensive list includes: transportation, education, parks and open space, mixed use centers, clean air, good water, healthy land, sufficient capitalization, and quality jobs. Desired community principles should be applied everywhere, while the details and phasing would differ. "Planned communities should be established where they

perform under the criteria or characteristics of desired communities."

Existing communities can and should be planned also to make them more livable, with the same community principles applied. Many wanted to establish planned communities along revitalizing corridors such as Central Avenue. Maintenance of older neighborhoods is "not just about fixing the roads." Infill should be organized and done effectively.

Phasing of planned communities

These statements do not imply that planned communities should be done all at once. All groups pointed to the need to be more definitive in making growth decisions: "Location needs attention" and "Time needs attention." There should be phasing of where planned communities happen and at what point.

There was general agreement that the development of planned communities should not be allowed to drain vitality from the existing urban areas or draw resources away from the infrastructure needs of the existing community, i.e. addressing rehabilitation and deficiencies. "Don't do things that weaken Albuquerque."

At least four groups wanted to emphasize infill first before doing development at the edge: "Infill first, urban edge second"; "Infill first before you go to the edge" and "Infill and adequate maintenance of existing areas should happen right away." "Planned communities should be done first in the city; look to the city before you go to the edge. If this is not feasible, then start as close to the city as possible." In the Reporting Out session, several groups said that the priority and emphasis should be within existing boundaries and that reserve areas should be last. Some thought that

there should be linkages established so that infill is happening in synch with planned communities. Planned communities in infill areas can also be phased and come in stages.

At the same time, participants recognized that growth is inevitable and should be planned, using the planned community model for growth at the urban fringe. There was support for staging and prioritizing of the planned communities themselves to avoid overbuilding. At least four groups suggested

that planned communities should be staged and that one should precede the other, with the order determined through rating using criteria to select the order.

"Planned communities that are closest should be staged first in consideration of infrastructure costs." Many believed that new planned communities should first be located near adequate transportation with sufficient economic development and infrastructure. "The closer the better."

Internal sequencing within a planned community as it builds out is also needed to ensure "concurrency of development-housing, jobs and infrastructure." "How the development occurs is as important as the plan itself."

Three groups mentioned starting with a community center first, then developing around it.

Although this forum was not intended to make definitive decisions on phasing, such decisions are needed to move forward and the process should continue. These opinions on timing were offered despite the fact that groups were not asked this question directly. The emphasis on timing and phasing was a surprising and important focus that came out of the discussions, particularly since people came up with the issue on their own rather than in response to a specific discussion question.

The development of planned communities should not be allowed to drain vitality from the existing urban areas or draw resources away from the infrastructure needs of the existing community,

People at the forum wanted a different, more intentional approach to growth that is not reactive or piecemeal but instead follows carefully considered principles that are developed with a high degree of community involvement.

Process

Who decides? Phasing considerations are multi-jurisdictional. A decision making body should pick where to try a planned community first within the identified criteria.

Government needs to prioritize where growth in planned communities should occur and in what sequence so as to achieve maximum benefit to the whole region. "Growth areas need to be defined and prioritized and intended." Several of the groups mentioned the importance of having a physical land use plan. "Government should create the staging, be in control and monitor the master plan."

Partnerships between developers, government, and the community are needed to carry these ideas forward. Diverse groups should be brought together for ongoing discussions to craft a vision and then problem solve to make sure things happen according to the vision. People wanted more and more frequent public involvement. "These concepts are great- what additional value will come with community input?"

People at the forum wanted a different, more intentional approach to growth that is not reactive or piecemeal but instead follows carefully considered principles that are developed with a high degree of community involvement. The community needs to be more proactive, with development part of a bigger plan. More attention needs to be paid to balanced community development on a metropolitan wide scale. Two groups put it this way: "All of Albuquerque and the metropolitan area should be a planned community."

C. Recommendations - Synthesis of Reporting Out Session and Group Discussions

1. *Develop unifying principles to guide the development of planned communities to achieve the desired characteristics. Develop consistent standards for new planned communities among governments in the region.*

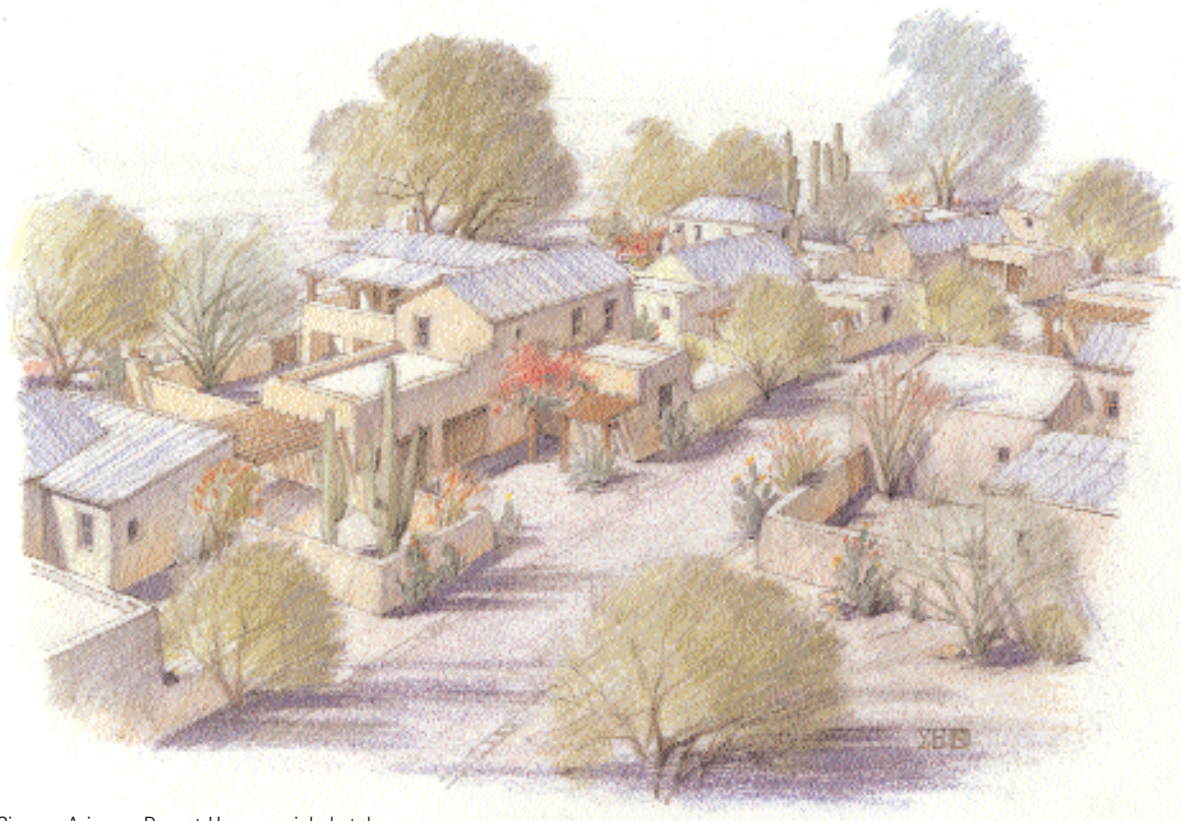
- *Raise the density cap for planned communities in the Reserve Area. Raise the density cap upward from 3 dwelling units per acre currently to 8 dwelling units per acre or to unlimited densities to permit mass transportation. Higher densities should be tied to provision of open spaces and the current criteria of one-fifth open space should not be a maximum.*
- *Raise the bar on environmental standards. Develop new standards and additional criteria for sustainable development that are higher for planned communities and edge development, including emphasis on availability of water and water conservation provisions, solar energy and air quality.*
- *Develop consistent standards for planned communities applied among governments in the region.*
- *Lower the size criteria for infill and edge areas. There should be flexibility in the size of planned communities depending on location. Planned communities in infill areas would be smaller, perhaps 25 acres, rather than 5,000 to 10,000 acres in the reserve areas.*
- *Sequence growth within planned communities to ensure a balance between jobs and housing and avoid creating "bedroom communities." Require planned communities to present a plan for phased growth and create monitoring systems to monitor how the development is occurring. Each community should include a major employment center and a plan for housing, jobs and infrastructure to develop concurrently.*
- *Develop community centers first. Create civic places where people can celebrate that create civic pride. Include active people places that encourage relationships.*
- *Add criteria for planned communities that*

address their composition and state the intent that they should be socially heterogeneous in terms of income, ages, ethnicity, etc. Require a mix of income levels and affordable housing to ensure that people can move up within the same community.

- *Make planned communities "kids-centered" for the next generation.*
- *Include a strategic economic development plan for each planned community to foster quality jobs to retain our children instead of losing them to other communities who can provide better paying and more interesting jobs.*
- *Consider the capitalization and financial capacity of the development organization in approving new master planned communities.*
- *Clarify the process for review of planned communities to minimize interpretation and add certainty as to what is required in each stage.*

2. *Put the existing community first in terms of vitality, development and infrastructure needs.*

- *Locate planned communities to interface with existing infrastructure and transportation corridors to minimize long term fiscal impact.*
- *Create linkages to ensure that infill is happening concurrently with planned communities.*
- *Clarify the policy of "No net cost." Take into account eventual revenue generation that could be used to revitalize the existing city core and should be captured by the local jurisdictions.*
- *Set aside sufficient tax revenues for maintenance.*
- *Consider incentives, tax structures and financing of public infrastructure to achieve the goals of infill and planned communities in a regional context to accomplish a growth strategy.*



Civano, Arizona. Desert Home aerial sketch.

3. *Develop an urban growth plan* that integrates planned communities criteria, area and sector plans and the Comprehensive Plan. Growth areas need to be defined and prioritized in a more intentional way. There needs to be attention to phasing on a multi-jurisdictional scale which addresses where growth is to occur and at what point in time.

- *Develop a physical land use plan that is incorporated into the urban growth strategy.* The land use plan should identify where planned communities and open space should be located that would provide an over-all vision and direction.
- *Evaluate and revise zoning regulations* in light of the ideas discussed.
- *Clarify lines of response in government* to avoid "passing the buck." Government should create the staging and be in control, and should monitor the master plan to ensure it is carried out.
- *Provide logical connections* for various modes of transportation.

- *Develop a phasing and staging plan* for planned communities by evaluating and rating them using criteria based on the desired characteristics.

4. *Build partnerships between the government, community and developer to achieve the goals for planned communities.*

- *Emphasize communication* and improve the information flow from government to the community.
- *Provide continuous discussions on attitudes regarding growth.* All groups should come together to develop a shared vision of what we want to see in the community. Residents of existing and future communities should be included in discussions. There should be citizen monitoring and problem solving, to make sure development happens according to the vision.

II. FORUM PROCEEDINGS

INTRODUCTION

Nadyne Bicknell, President of Shared Vision and Co-Chair of the Forum, gave opening remarks.

Shared Vision stimulates community dialogue and action through education and consensus building and works toward the vision of a vital and sustainable community. The organization encourages both public and private participation, joining the community voice with the power of government. Shared Vision events build on each other, with each taking the results of previous town halls to continue the dialogue and action process. These forums increase our civic capacity to deal with difficult and important issues.

At the October 1998 Town Hall on Quality Growth, participants wanted to change the way we grow to achieve a more sustainable future. That town hall recommended learning more about planned communities and how they might fit into a total growth strategy. The purposes of this Forum are to:

- Improve the quality of development at the edge of the city
- Identify issues of planned communities that need to be addressed further, and
- Provide input to develop a preferred alternative for the City/County Planned Growth Strategy

MAYOR JIM BACA, Co-chair of the Forum, said that “It is evident from the work of Shared Vision, the City Council and others that the debate has been joined over how this region will function in the future. The diversity of opinion that you get is extremely important. This diversity of opinion is what will make progress for us in planning the future of this region and this community. There are three planned communities and maybe a

fourth planned. Today you’ll be talking about who gets what resources. The purpose of the meeting today is to figure out what planned communities can do and how they will function.”

BARBARA SEWARD, Bernalillo County Commissioners and Co-Chair of the Forum, thanked Shared Vision for giving us this opportunity in democracy. The town hall is following up on a key issue identified at the October 1998 town hall. The focus today will be at a policy level rather than considering current local proposals. Planned communities afford an opportunity to design new areas using the best planning techniques available. A planned community can balance housing and employment opportunities, create a mixture of densities which support mass transit, offer affordable housing, propose water systems and use to assist conservation, and proportion the built environment with open space. Those are the possibilities. We also know that infill development is critical to the vitality of our existing city. With your collective wisdom, hopefully at the end of the day we will have some direction on how to strike a balance. We are privileged to live in a very special place. May it always be so.

ALAN B. ARMIJO, City Councilor and Co-Chair of the Forum, said that, “In the last six or seven years I’ve been pleasantly surprised as we have more of these town halls, by how much of the public is getting involved. As I’ve looked at the various town halls, I’ve seen a variety of people from our community. As we open up the dialogue, more and more people participate with different points of view. How do we work together? More public involvement has helped me as an elected official

because it takes a lot of people to mold a solution and come up with what is workable.”

“This forum is important to us in Albuquerque. People want to live close to work, shopping and open space. Some people are looking to communities such as Mesa del

Sol and Black Ranch, which are far out in the future. But this is a great opportunity to make changes now in areas closer to the city boundaries, such as the southwest mesa and other unincorporated parts of the county, that can make a difference in the next 5-10 years.”

SUMMARY OF PRESENTATIONS

PANEL 1

“Planned Communities: New Challenges, New Models”

Moderator: Jim Baca, Mayor

What are *planned communities*? Can they provide an alternative to urban sprawl? Representatives of planned communities from elsewhere highlight trends in creating more sustainable cities. How are planned communities different than typical development at the edge of the city? What is their role in the metro area’s future? What were the lessons learned?

REID EWING, author of *Best Development Practices and Transportation and Land Use Innovations*, consultant to EPA and other governmental agencies, and professor at Rutgers University, gave an overview of the performance of planned communities as compared to traditional suburban sprawl with the theme of “New Challenges, New Models.”

He chose four examples of different models for satellite, urban edge and infill developments, looking at these elements:

- a. New design concepts
- b. New implementing mechanisms
- c. New cost sharing arrangements

An essential issue is how government relates to the new planned communities. He used case studies to analyze how the relationship between government and the master developer has changed over time and where it ought to be going.

Obstacle Course- pre-1980’s. Miami Lakes, Florida, developed in the early 1960s, could be viewed as an example of an “obstacle course” approach where government sets up obstacles that have to be cleared by the developer.

The developer of Miami Lakes held to the original master plan from the early 1960s, that included two business parks, 23 neighborhoods oriented toward lakes, a town center and 5 convenience centers. The Graham Companies had to deal with the constraints of existing single use zoning in implementing the plan. They faced opposition when attempting to create a mixed use town center that required a zoning special exception for multi-family housing across from single-family homes. They also had problems obtaining a variance for shared parking and setback reductions in order to create a more pedestrian friendly environment. It became necessary to privatize the Main Street in order to accomplish goals of New Urbanism such as narrowing the street and providing angle parking. Even though Miami Lakes has been a great success, the relationship with government has been adversarial, and the developer has had to clear multiple obstacles that shouldn’t be put in the way of a good project.

Horse Trading – 1980’s. Rancho Santa

An essential issue is how government relates to the new planned communities... how government and the master developer has changed over time and where it ought to be going.



Mixed-use Town Center, Rancho Santa Margarita, California site plan. *Courtesy: Reid Ewing*

Margarita, California reflects the thinking about master planned communities in the 1980's. The relationship between the master developer and government could be viewed as a "horse-trading" exercise. At the time the development was proposed, there was already a problem with heavy east-west traffic to I-5 as a result of the approval of bedroom communities in the area. The developer convinced the County that the general quality of life could be improved and congestion lessened by developing a mixed use community and complementary transportation system. Traffic mitigation measures included:

- a. Promise of jobs-housing balance. This would allow residents to travel by sub-regional roads to the business park rather than traveling via I-5 to employment sites in Irvine.
- b. Inclusion of a town center for East Saddleback Valley. This would allow residents to travel by sub-regional roads to the town center rather than using east-west arterials to access regional shopping opportunities along I-5.
- c. New regional parkways funded by the developer and others through community development bonds and development

fees. This developer and others also provided funding for a reality-based multi-modal transportation plan

Development at Rancho Santa Margarita is clustered, with 50% of the land area left undeveloped, with greenbelts on three sides, wildlife corridors and other open spaces. This is part of the conservation plan for the entire basin. The development provides major gathering places for people, with dense housing surrounding a central park, lake, and other public places. As a result of providing a pedestrian-friendly environment, people are out walking all the time. Other features of the development include: mixtures of housing types, good public facilities and parks; a community shopping center in the commercial core; and a walkable, pedestrian-oriented Main Street.

The developer made an attempt at transit-oriented development, and in return was allowed to develop at high suburban densities. An average net density of 12 DU/acre is offset by the 50% open space the higher densities enabled the developer to sell 15% below market and to be very successful in the early years, when as many as 1,900 homes were sold in a single year. However, the higher densities are still insufficient to support transit at such a remote regional location surrounded by low-density development.



Mitigation - Attempt at Transit-Oriented Development. Rancho Santa Margarita, California. *Courtesy: Reid Ewing*

Limited Partnership – 1990's. The Southeast Sector of Orlando, Florida, a 19,000 acre area with multiple land owners, could be

viewed as a “limited partnership” between land owners and the City. The City shared the cost of developing a master plan for the sector. The City committed to infrastructure improvements in the area. The City and landowners went hand-in-hand to the state for environmental permits. The resulting New Urbanist plan includes a town center, village centers, a network of greenways and upland buffers around wetlands, and a jobs-housing balance.

Once a plan was completed, the landowners became concerned about the marketability of their land among conventional developers and builders. A local firm was hired to re-do the plan, and came up with an “escape clause” that would allow conventional development on the site. However, if developers opted for conventional site plans, they would be ineligible for various incentives from the City—higher densities, narrow streets, fast approvals, and certain fee waivers or fee reductions.

The first development under the new plan, Lake Nona, has chosen to develop in a New Urbanist rather than a conventional manner, though not rigidly so. It provides another example of a limited partnership between public and private sectors, with the developer, school district regional hospital, and UMCA sharing the cost of the first building on the site.

Full Partnership – Current, next decade.

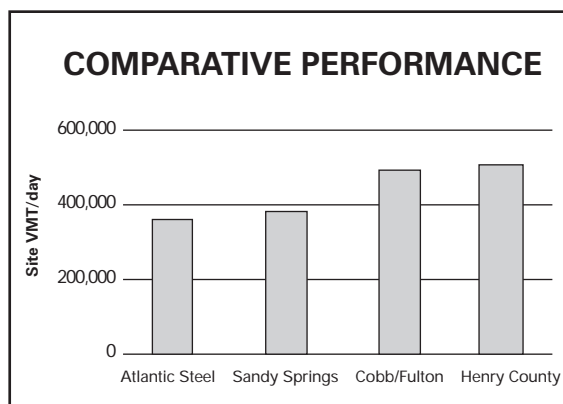
A fourth example, the Atlantic Steel project in Atlanta, represents a “full partnership” between

a developer and various government entities, including the Clinton Administration, U.S. Environmental Protection Agency, Federal Highway Administration, Georgia Governor’s office, and Mayor of Atlanta. It involves a brownfield site in Midtown Atlanta that is ripe for redevelopment, but cannot be redeveloped without better access to I-75/ I-85 adjacent to the site and the MARTA rapid transit station on the other side of the Interstate. Access is to be provided via three freeway ramps and a bridge.

What gave rise to the partnership was a conformity lapse under the Clean Air Act, whereby Atlanta’s adopted transportation plan was not contributing to the attainment of national air quality standards. The conformity lapse makes the area ineligible for federal highway funding, and would have precluded the construction of needed on-ramps and bridge. Applying for a Project XL exemption from environmental regulations, the developer showed that the same amount of development on the Atlantic Steel site would produce many fewer vehicle miles traveled and much lower vehicle emissions than would development of new satellite communities in outlying areas, where projected development would otherwise go. Subsequent analysis showed that a redesign of the site plan along New Urbanist lines including mixed uses would outperform the developer’s original plan for the site. On this basis, EPA granted the exemption and development is proceeding. This project has become a poster child for Smart Growth nationally.

For developers who want to build quality and are suitable partners, partnering requirements include:

- Exchange of purpose
- The right to say “no”
- Joint accountability
- Absolute honesty
- Contact without control



Comparative Performance of Vehicle Miles Travelled per Day. Atlantic Steel Project, Atlanta, Georgia. *Courtesy: Reid Ewing*

JOHN LASWICK, Manager of Tucson’s

Sustainable Communities Program, described Tucson as a metro area of 850,000 population which has grown at a rate of 18,000 people a year since 1985 and continues to experience pressure for new development.

Civano is a planned community that blends new urbanism and green building on 1100 acres. It grew out of a solar village and is the result of a community-driven vision rather than a developer-driven plan. It began in 1991 with a series of design charrettes. The plan was done in partnership with the city and received unanimous approval.

More than 350 people showed up to celebrate the opening of Civano. The plan includes 2600 houses in a wide price range, 1 million square feet of commercial/ industrial development, 35% open space and parks, and mixed use neighborhood design with sustainable construction methods. It includes a village center, three neighborhoods, greenways, and a mixed use compact form of development.

They created performance targets including:

- Provide 1 job for every 2 housing units.
- Reduce energy use 75%

- Reduce water use and demand by 65%
- Improve air quality by 45%
- Reduce solid waste by 75%
- Provide 20% affordable housing
- Create a pedestrian environment
- Reduce internal vehicle miles by 40%
- Promote green construction, waste recycling
- Create a City/developer sustainability work program

Better development has both costs and benefits. Creating a mixed-use, pedestrian oriented community that uses less water and energy can save the City approximately one half million dollars per year. In return, the City is providing \$30 million of infrastructure improvements, land and a project management team. Civano is serving as a model for growth and a new form for edge development through its mixed use compact design.

The project evolved into a Livable Tucson Vision program with a community vision and indicators of sustainability. Tucson is also retrofitting older neighborhoods for sustainable living. Principles that can be applied:

- Innovation requires inducement. Think



Civano, Arizona. Neighborhood One Plan. The original plan, with its overly rigid road grid system, was modified to respond more sensitively to the landscape and to issues of solar orientation. The neighborhood size evolves from comfortable pedestrian walking distances and the creation of a hierarchy of streets. The streets are designed to ensure that pedestrian traffic would be co-equal with vehicular traffic.

The development is an essay on how you can live in the desert, using alternative building materials that can moderate the desert climate



Civano, Arizona. Porch transition zone.

- about how to induce innovations.
- Set performance based high standards for sustainable communities.
 - Use a partnership model for a balance between the regulatory and market models.
 - Innovative communities represent a huge market niche with opportunity for high returns because no one is in that market

LEE RAYBURN, director of the planning and design of Civano, described Civano as a new community that combines New Urbanist planning concepts with environmental goals. In overlaying a new plan onto the desert, the developer committed to keeping 30% of the

land as regenerative open space. The plan breaks down the mass of land into walkable sections to encourage pedestrian activity and help create a strong sense of community. The planning units of the project are roughly sized according to how far you can walk in 10 minutes, which represents each person's view of the world.

The hierarchy of streets follows a classic New Urbanist model of major boulevards, residential streets, and alleyways for utility needs. The residential streets exhibit a dense "social edge" along the street front, where socializing is encouraged. Special zoning allows for in-house businesses and granny apartments. This zoning flexibility allows the community to grow and defines secondary uses over time.

The development is an essay on how you can live in the desert, using alternative building materials that can moderate the desert climate. They are testing innovative permaculture ideas, with the goal of slowing and holding water in the desert to give it a chance to percolate into the ground and create a lush environment.

A tenet of New Urbanism is to build social amenities along with the first phases of housing. They created a community center of 20,000 sq.



Civano, Arizona. Social edge streetscape. Shows the variety achieved in the street front by paying attention to design elements. All garages are in back alleys, and therefore there are voids in the public street front. This street front is a good example of a strong social edge. All houses have porches, and the design elements from the sidewalk to the front door-steps, porches, trellises, walls, etc., have been given careful consideration to create zones of varying privacy. This invites interaction with neighbors



Civano, Arizona. Two-story housing that is being built on the streets immediately surrounding the neighborhood center. This helps create the sense of a dense center with a heightened degree of activity, all of which invite social interaction.

ft., with a small cafe, shops and a courtyard that functions as a gathering place and a destination point for a larger sub-region. Two-story houses are located around the neighborhood center in order to create density and an actively used center of the community that draws people.

Homes are located close to the street with lots of variety in design, in and out spaces, voids and shaded places. Every house had to have a front porch. This creates active social edges as you move along the street and from the street to the entry to the houses. As you go from the sidewalk to the front door, there is an entry zone, steps, and front porch, creating zones of privacy and community that invite people in.

The housing includes many innovative design elements, including porches, trellised terraces and courtyards that integrate the housing into the landscape; and building materials such as adobe, Rastra, strawbale, and steel framing.

Some of the housing is grouped around a common courtyard, creating a highly complex variety of private and public spaces. In these common courtyards, alternative paving materi-

als, a combination of native soil and polymer enzyme has been used, eliminating asphalt with its heat absorption and radiation characteristics.

All of these design elements help to create a physical environment which feels friendly and invites a commitment to community. According to the developer, "We're not, ourselves, building community, we're building a framework which allows community to form as people move in."



Civano, Arizona. Close-up of front porch.

ROGER GALATAS, former President and CEO of The Woodlands, a 26,000 acre development outside of Houston, Texas, described a balance between environmental objectives and urban growth.

Master planned communities have a significant share of new housing with one-sixteenth of the population now living in master planned communities. They have the following characteristics:

- Large scale (from several hundred to thousands of acres) The average size is 500-4600 acres; sale of 1500 DU per year is standard
- Programmed to create a balanced mix of land uses, including residential, commercial, employment, recreational, and public space
- Controlled by a master developer
- Master planned in the early stages
- Emphasis on neighborhood identity
- Variety of housing types
- Balanced uses that complement housing
- Coordination between land planning, environment, architecture, amenities and lifestyle

The emphasis is on community and livability. Master planned communities can mitigate urban sprawl by offering an alternative, but they don't eliminate it entirely and other measures are needed also to address urban sprawl.

They are typically located where cities and jobs are growing—in California, Texas, Nevada, Arizona and Florida. The average project life is 16 1/2 years, representing a long-term risk for the developer. Three basic needs for development are: land, money and people. Land must be acquired in the right location, at the right time, and at the right price. Sufficient capitalization is required to withstand economic cycles over a 16 year life of the project. A team of people is required to manage and operate the development within and outside the community so that it is livable and attractive in the

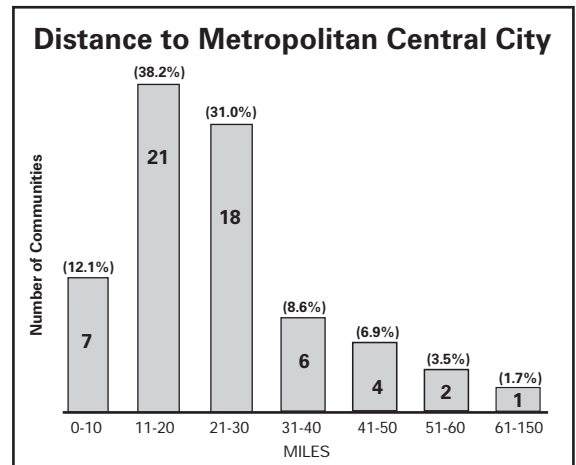
marketplace.

Success factors include defining the market in terms of customers and what they can afford, and communicating a message or vision for the project as to what you are trying to accomplish. It is important to focus on quality and provide the best quality of housing within each market niche, thereby creating more value for the development. The owner should be personally involved on site, paying attention to detail as well as the grand scheme. Designing in harmony with nature makes the project more marketable.

It is important to pay attention to building blocks for the community that make people want to live there: public/private education, personal safety and security, environment and open space, transportation and mobility, access to and away from the property, recreation and amenities, including passive open space, shopping and jobs within the local community, creating a place to "live, work, play and learn."

Located on the Interstate, the Woodlands is intended to be the downtown for a population of 1 million people in the vicinity. It contains a regional mall, national corporate headquarters, a 13,000 seat outdoor amphitheater, research parks and advanced research center. Since it has a full range of housing, many generations of families live there.

The Woodlands has a population of 50,000



Title: Location of New Communities within Metropolitan Areas. Courtesy: Reid Ewing

people, 20,000 homes, and 18,000 jobs, or 1 job for every household. A good living environment has helped to attract companies to locate near where people live. Approximately 30% of the land is open space, 20% commercial. The goal is 150,000 population and 75,000 jobs in 15 years. Approximately

1/3 of the population works there; 1/3

works in Houston, and 1/3 in other locations. The Woodlands is at the top of the Houston area in home sales.

The development pays its way in tax revenues; while 20% of the County population lives in the Woodlands, it generates 30% of the County taxes. This wasn't the case at first but it is now.

Questions & Answers

■ Question – How does each development have a partnership with the schools?

ROGER GALATAS - The Woodlands developer donated land for schools. The community supports bond elections because different generations live there. A community college provides lifelong learning for retirees.

LEE RAYBURN – The City is working with a local group to create a local charter school at Civano.

REID EWING – Rancho Santa Margarita donated land and contributed to the architecture to retain a Mediterranean look. Schools are a tremendous marketing plus. Lake Nona donated land and entered into a partnership, placing the first school in a greenbelt south of the first neighborhood.

■ Question – Why did the Woodlands succeed when many other master planned communities begun in 1972 by HUD failed?

ROGER GALATAS – Location on an interstate highway and near an airport;

growing metropolitan area; attractive environment, progressive good schools, and well capitalized with a HUD loan guarantee. Other HUD communities were not in as good a market location and were poorly capitalized.

REID EWING recommended looking to see how well capitalized developers are, in order to weather the down cycles in the economy.

■ Question – What is the transit share of master planned communities?

The highest is Montgomery Village near Washington, DC with a 13% share. Transit is context sensitive. Master planned communities tend to be affluent and auto oriented.

Civano considers both internal and external transit. Civano does not yet have enough density for a bus line. Their strategy is to get people in the habit of being pedestrian oriented by creating social amenities so they won't have to use the car after they drive home, and these lifestyle changes could perhaps lead to a greater demand for transit.

PANEL 2

“Tools for Directing Growth”

Moderator: Alan B. Armijo, City Councilor

What strategies can local government use to achieve the desired results?

Professional experts discuss fiscal and regulatory tools as they relate to infrastructure, development charges, mixed uses, schools and other facilities in a total growth strategy for reserve, contiguous and infill areas.

DOUGLAS PORTER, director of the Growth Management Institute and former director of research at the Urban Land Institute, described a public policy context for planned communities. New communities are not a neat fit in managing growth:

- They are often located outside designated growth areas and tagged as promoting urban sprawl if they are not contiguous to existing development.
- Their large scale has effects on the existing community due to infrastructure requirements and environmental impacts. This is true even if they are located within an existing urbanized area.
- The mix of uses and design objectives doesn't coincide with standard zoning objectives.

At the local level, they are treated as special cases needing special review, and localities invent special ways of dealing with them, including:

- PUDs allowing flexibility
- Clustering ordinances
- Special exceptions with conditions
- Specific plans used in California as an adjunct or amendment to the Zoning Ordinance
- Authorization for special financing districts or taxing districts as a means of funding
- Overlaying zoning districts
- Multi-phase planning and entitlement processes
- Development Agreements invented to handle problems

At the regional or state levels, special legislative authorities have been created to evaluate Development and Regional Impacts (DRIs) of planned communities. The Twin Cities Metropolitan Council has the authority to review projects that impact several jurisdictions and regulate results. There are special review procedures for developments with regional impacts, but often there are no special criteria or standards for densities, land use mixes, urban design, or sustainable infrastructure systems. Such reviews are often concerned with process alone and leave the content to local jurisdictions.

Growth area allocations can include new communities. The good news is that major features of local legislation have positive features:

- Comprehensive treatment of planning and design
- Protection of sensitive lands
- Connections to existing infrastructure systems
- Protection of natural resources and sensitive lands
- Affordable housing and special amenities
- Flexibility to allow innovative design

These standards go hand in hand with development interests in dealing with a marketable product.

The bad news is that approval procedures are highly discretionary, leading to complications and drawn out reviews often taking 3-10 years, with extensive lists of studies and engineering designs required. This process allows many opportunities for intervention by special interest groups, introducing delays, demands, opposition, litigation, and controversies, often ending up postponing a decision through the next election. These issues continue in subsequent phases as changes are asked for and required.

This discretionary process often creates a “Christmas tree” exaction process where local

government gets facility contributions they never would get from other developers. These exactions may be good for the community or may add to the price of housing within developments.

The issue is how the planned communities relate to the overall community plan. The need for changes in multi-year projects opens up controversy. Often the local jurisdictions are not able to understand impacts and do the needed reviews, and it often comes down to believing or disbelieving a developer.

“Anthem” a Phoenix area development by Del Webb is a multi-generational, multi-use community of 5900 acres, 14,700 homes, 623 acres of commercial and industrial and 2150 acres of open space and recreation. After a 5 year planning process with environmental values, it was approved through the zoning procedure that required special plans. The development was opposed by the community as being outside the growth area. The counter is that it is a mixed use project that would deliver quality in an area that would otherwise be developed with 1-2 acre lots and that this is a better way to grow.

Hidden Springs, Idaho, also outside the growth area, also got approved. This is a development of 1700 acres and 915 homes. The town center was the first thing constructed; neighborhoods incorporate traditional neighborhood design with detailed residential design guidelines. Playa Vista, Los Angeles is next to Marina del Rey, Santa Monica. This was an infill project with concern for wetlands, riparian areas, and connections to areas around it.

Conclusions regarding how planned communities deal with the larger community in a growth management environment:

1. Planned communities require special treatment and are held to a higher standard

than typical development because the public is allowing these developments to take place in areas otherwise not considered growth areas. A community can trade off land values for better infrastructure and more quality.

2. Planned communities are a component of overall metropolitan development and need to work into a public policy context to maintain a balance of growth inward and can't be allowed to drain the vitality of existing neighborhoods.

There is a public responsibility to maintain the value of existing areas through continual public investment and attracting private investment through public siting policies and targeting investments. within certain growth areas within the existing community.

3. To ensure quality, a community needs to set up criteria for mixed use, densities, and infrastructure investments, to look at phasing and tracking of master planned communities on a year by year basis and to meter entitlements based on performance toward objectives.

4. To maintain balance, we may need to consider establishing a linkage between investments in new communities and investment in existing areas. To do special things outside the community, we also

need to commit to do special things within the existing community.

Post-forum comments: Someone, or some organization or agency, needs to advance one or more options for how future growth should be allocated, with an analysis of pros and cons of each, for community discussion and, hopefully, consensus. The 10-20% allocation to infill development is simply inadequate and meaningless— it would probably happen anyway— and that does not get to the heart of any allocations among the three so-called planned communities and any others that might expect to capture some of the market. Those allocations

The issue is how the planned communities relate to the overall community plan. The need for changes in multi-year projects opens up controversy.

any growth allocated to planned communities should be strongly conditioned on performance by phases, with subsequent phase approvals being held up subject to reaching planned objectives in terms of uses, densities, and quality of design.

are critical to any growth management process—the market cannot be left to whatever happens and which developer markets best—but mean some tough decisions. Right now my sense is that the amorphous state of the options is contributing to talking the talk and avoiding walking the walk. Also, my main point was that any growth allocated to planned communities should be strongly conditioned on performance by phases, with subsequent phase approvals being held up subject to reaching planned objectives in terms of uses, densities, and quality of design.

CHRIS NELSON, professor of city planning and public policy at the Georgia Institute of Technology and an expert on infrastructure finance and impact assessment, gave an overview of Albuquerque’s densities, which compare favorably to other cities. Within the 1960 boundaries between 1990-97 densities grew to 7.8 DUs per acre, the minimum needed to sustain transit. In the rest of the city the density is 5.1 DUs per acre. Beyond the sewer extension areas, densities are 3.9 DUs per acre. Albuquerque’s over-all average density is 5 DUs per acre. By comparison, Atlanta’s densities average 1.25 DUs per acre.

Mesa del Sol proposes 6.7 DUs per acre density, which is almost to the level of transit support. Westland plans an average 2.5 DUs per acre and Black Ranch 4.6 to 7 DUs per acre. These proposed planned communities are less dense than the city as a whole due to the 3 DU per acre policy limit. This policy limit may be reconsidered in view of the minimum needed to support transit.

Fiscal Impact

The local policy that new development be “no net cost” with revenues less than the cost to serve has temporal considerations. After many generations, the development may generate excess revenues over its costs and these should be considered.

Planned communities require extensions of water and sewer lines with potential for

robbing infill by soaking up infill capacity. In addition, planned communities tend to not be transit friendly.

Ways to pay that are not from the taxpayer:

1. *Developer exactions.* More complex projects require complex agreements. Larger projects have more expensive fees and move away from providing affordable housing. Most new communities are the affluent communities of the region and often do not offer a balance of affordable housing. Not all impacts are mitigated.

2. *Special assessment districts.* Property taxes generate revenues to pay off bonds so that the development is assessed to pay off its own infrastructure. This type of financing has the problem of securitization. Economic downturns can bankrupt the local improvement district because rates are set by the homeowners and they won’t raise taxes to service debt. Sometimes local government will help underwrite the bond, but this may affect the local bonding capacity and exceed statutory limits.

There is also a concern for civic disengagement. If a new community becomes detached and isolated from the broader community, they are not willing to pay additional taxes.

3. *Impact fees.* This is a poor way to pay the bills for expansion at the urban fringe:

- There is no accounting for maintenance or replacement costs imposed on the community later
- Average cost pricing is limited to larger facilities. This is an excuse to cause urban sprawl.

4. Some advocate using pricing and costs to manage development. The question then is: “How do you measure?” Rather the question should be a vision question – What do we want to look like in 20-50 years? What do we want our children to see in 50 years?

Then the vision is implemented in part by addressing infrastructure allocation questions regarding current capacity:

- How much should go to infill to fulfill the vision?

- How much should go to the urban fringe?
- How much should go to planned communities?

We need to start with the basic policy and planning questions. Once you've allocated infrastructure consistent with the vision, pay for it using full cost pricing. Full cost pricing has three kinds of costs:

- Up front capital costs
- Capital preservation
- Operations and maintenance

There are three tiers of infrastructure:

- Central facilities
- Trunk or main facilities
- Local inherited cost facilities

Impact fees should cover capital costs for central and trunk or main facilities. We ought to require new development to put in infrastructure on site.

We are not doing a good job in the other two areas because we pay for capital costs and operation and maintenance based on average cost pricing. This means that older neighborhoods at 6 DUs per acre pay 8 times more per house than people on 1/2 acre lots. Low income households in low cost locations subsidize high income households in high cost locations.

We can rationalize costs by sub-area and can refine by density and kind of facilities so each person gets a bill that reflects the full costs. It may be possible to take this approach locally for utility fees also to reflect area by area differences.

What matters most is the vision: What is yours? Decide what you want to accomplish, then use the money to fulfill your vision.

JUDY CORBETT, founder and Executive Director of the Local Government Commission in California, described the Ahwahnee Principles, which represent an alternative vision to sprawl. They include community and regional principles along with implementation

strategies and by 1997 were adopted in their general plans by over 120 counties and cities in California.

Community Principles:

- All planning should be in the form of complete and integrated communities, containing housing, shops, work places, schools, parks and civic facilities essential to the daily life of the residents. Sprawl disintegrates a sense of community where there is no choice but to drive. This principle can also apply to existing communities.
- Community size should be designed so that housing, jobs, daily needs and other activities are within easy walking distance of each other. As many activities as possible should be located within easy walking distance of transit stops. Approximately 30% of the general population does not drive. Portland, Oregon has achieved 36% of trips to downtown by bus or light rail.
- A community should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries. Changing demographics of new households formed in the 1980s support this principle:
51% of households are single people and unrelated individuals
22% are single parent households
27% are couples with or without children

These statistics indicate an opportunity to provide diverse types of housing, such as housing above retail, granny flats, and co-housing models.

- Businesses within the community should provide a range of job types for the community's residents.
- The location and character of the community should be consistent with a larger transit network.
- The community should have a center

Participants in the process should be provided visual models of all proposal.

- focus that combines commercial, civic, cultural and recreational uses.
- The community should contain an ample supply of specialized open space in the form of squares, greens and parks whose frequent use is encouraged through placement and design. She described the advantages of “place-making design” with buildings surrounding open space, as opposed to “space taking design” where the building is in the center of a parking lot. Place making designs with buildings around a plaza or housing around a neighborhood park are wonderful places to be that attract people and spur revitalization.
 - Public spaces should be designed to encourage the attention and presence of people at all hours of the day and night, creating a self- policing situation.
 - Each community or cluster of communities should have a well-defined edge, such as agricultural greenbelts or wildlife corridors, permanently protected from development.
 - Streets, pedestrian paths and bike paths should contribute to a system of fully-connected and interesting routes to all destinations. Their design should encourage pedestrian and bicycle use by being small and spatially defined by buildings, trees and lighting; and by discouraging high speed traffic.
 - Wherever possible, the natural terrain, drainage and vegetation of the community should be preserved with superior examples contained within parks or greenbelts.
 - The community design should help conserve resources and minimize waste.
 - Communities should provide for efficient use of water through the use of natural drainage, drought tolerant landscaping and recycling.
 - The street orientation, the placement of

buildings and the use of shading should contribute to the energy efficiency of the community. In the desert southwest, there are excellent opportunities for solar orientation of housing.

Implementation steps are as follows:

- The general plan should be updated to incorporate the above principles.
 - Rather than allowing developer-initiated, piecemeal development, local governments should take charge of the planning process. General plans should designate where new growth, infill or redevelopment will be allowed to occur.
 - Prior to any development, a specific plan should be prepared based on these principles.
 - Specific plans should be developed through an open process that includes everyone who has a stake in developing it— developers, citizens and the city.
- Participants in the process should be provided visual models of all proposal.

LOU COLOMBO, Deputy Director of the Albuquerque City Council Services and Adjunct Professor of Planning at the University of New Mexico, presented information regarding planned communities and growth management in Albuquerque.

1. Use financial policies to achieve desired community outcomes and help achieve the vision for the future.

According to the recent Citizen Satisfaction Survey, in which 1,400 Albuquerque residents were interviewed, three times as many people want the community to grow within the existing boundaries rather than continue to expand. While this is impractical if taken literally, it does show the preferences of local residents for improving our existing neighborhoods and for redevelopment.

Utility charges

The City-controlled water system has

excess capacity within infill areas, defined as the 1960 boundaries of Albuquerque. A new home in an already established area is assessed a \$1,400 water utility development charge, but the actual cost to provide water service is lower. So, local government actually discourages infill by charging a premium in the infill areas.

The wastewater system within the infill area is fully developed and the marginal cost of making a new sewer connection in this area is lower. But every new home is assessed the same \$1,200 wastewater development charge regardless of the cost of providing service. We could have lower impact fees in infill areas to reflect the policies we are trying to achieve.

We need to make consistent the financial policies and the urban development outcomes we are trying to achieve. One way to do this is to charge less in infill areas, reflecting the lower cost to provide water and sewer services there.

Growth Policy

We have been relatively successful in achieving compact low density growth because we've been underfunding our capital program for growth, as well as for rehabilitation and to correct deficiencies. On the fringe, a developer waits for the capital program to extend infrastructure, or finances the infrastructure extensions and is paid back, to some extent, over time as people connect to the water and sewer system. So developers are price-sensitive as to how far they are developing from the edge of existing infrastructure.

We want to protect taxpayers and ratepayers through efficient delivery of water, sewer, hydrology and transportation infrastructure. The Planned Growth Study has shown that for the next 25 years, the public needs to spend about \$3 billion to take care of deficiencies, rehabilitation needs and to support urban growth. This means that public expenditures

need to roughly double over current levels. Therefore, it is very important to figure out how to grow more efficiently.

We do not conduct cost-revenue analysis when extending infrastructure. The way we grow needs to consider the economics of the cost of expansion at the fringe. We need to fully use capacity within already developed water pressure zones and sewer subzones and in roadways.

Planned communities

There are advantages to building planned communities in terms of mixed use and

somewhat higher densities that result in less dependency on the single occupancy vehicle and shorter trip lengths. We can save public money on infrastructure, but there is no procedure to financially support planned communities, potentially by passing along these savings. We need to make our financial practices consistent with our preferences for how we want our community to be in the future.

2. Use the Capital Improvements Program (CIP) more strategically and comprehensively way as part of the plan for urban growth.

- We need a plan for growth that guides street, hydrology, water and sewer projects 10-15 years in the future
- The plan should be comprehensive and include all taxing agencies (e.g. AMAFCA, Bernalillo County, MRGCOG, State of New Mexico) that affect the development of the metropolitan area, not just the City.

The Capital Improvements Program needs to be "two-sided". We should make sure that rehabilitation and deficiencies are addressed and funded as well as infrastructure to support urban growth. At the same time we are dealing with the growth question, we need to deal with rehabilitation of infrastructure in

We need to make consistent the financial policies and the urban development outcomes we are trying to achieve.

“Planned communities are the vehicle for government to step up to the plate and create the master plan for what we’re going to look like.”

the existing community and this needs to be part of the capital program.

There is an over-\$1 billion dollars backlog of rehabilitation needs (water, wastewater, streets and hydrology) and another \$700 million is needed to correct infrastructure deficiencies, meaning there is inadequate capacity to meet demand. Other capital facilities are playing catch up also, including schools, parks, libraries, etc. Non-infrastructure facilities should develop plans that are consistent with the 10-25 urban growth priorities for where the community wishes to expand in the future. This will ensure more predictability of urban services.

We also need to allocate resources to achieve public policy goals. If storm drainage deficiencies in the older parts of the city are a barrier to infill, the capital program should target funding to remove the obstacle.

Over the last 16 years, the revenue for the City’s capital program has declined 20% in real dollars while the population has increased by 25% leaving a net reduction of 45%.

We need to identify the total funding needs of the capital program and create methods to meet this increased level of support.

3. Move toward developing a land use element of the Comprehensive Plan.

A policy plan, as we have in the existing Comprehensive Plan, is subject to interpretation. New development projects usually meet policy goals to some extent. A land use element would help us to implement centers and corridors and planned community objectives. The West Side Plan divides the area into communities, village centers and neighborhoods. Each of these places should have its own mixed use and higher density center, just as we are discussing with planned communities. Yet, superimposing these community policies upon existing zoning and land use has been problematic. Many people would agree that we have not achieved our land use policies for the West Side.

This illustrates the importance of applying concepts to new areas prior to the zoning and development of those areas.

Lunch Panel

“Local Challenges and Opportunities”

Moderator: Bob McCabe, City Planning Director

We’ve had an enlightening set of speakers with great images to help us visualize what the opportunities and potentials are with planned communities. Did anyone think the lifestyle opportunities and choices shown are not the kinds of things we’d all like to be a part of?

The real issue is how we realize that in our community. The point that was made– to really think about our vision for the future and to let that drive these outcomes – and what this city is to become in the 21st century is really the key issue here.

What should be the role of planned communities in the Albuquerque metropolitan area?

Should planned communities be included not only in reserve areas but also edge development, infill and redevelopment?

BARBARA SEWARD,

Bernalillo County Commissioner

Currently 10% of our growth is infill, with the maximum attainable about 25%. This tells me that we need to do some thoughtful long

range planning. Because our children and grandchildren account for more than 70% of our growth, it behooves us to plan for our growth in a careful and accommodating way. Planned communities afford us an opportunity to design growth areas using the best planning techniques available, balancing housing and employment opportunities and other public goals. A planned community is the antithesis of sprawl. Since sprawl is defined as uncontrolled growth, usually of a low density nature, planned communities are a controlled form of development, and they provide for a variety of housing types, which would result in mixed densities. After hearing some of the comments I think we might want to look at our density requirements. I found the information very useful this morning.

Our population in the metropolitan area is projected to double to 1.5 million by 2050, most of it our own natural increase. If we don't plan for that growth, the results will certainly be unplanned sprawl of the worst kind. Planning for growth via planned community concepts is appropriate and necessary, in my opinion, as we look to the future and yes, planned communities should be included in all areas of the metropolitan area.

Existing large development projects within the city service area, all of which are 400-1100 acres in size— such as Manzano Mesa, High Desert and Ventana Ranch— are master planned areas that are outperforming adjacent unplanned tracts of land. That should tell us something. The largest infill parcels on the city's recent Vacant Land Study map are in the previously mentioned communities. They are building out successfully with logical extension of services and providing a mix of land uses.

Planned communities have been formally recognized in our city and county since 1991, when the Comprehensive Plan was amended to include the Planned Communities Criteria. They have been part of the public's understanding of our future for the last eight years. There is a school of thought which believes

that people cannot or should not be left to their own devices when it comes to deciding where and how to live their lives. Choices of lifestyle have always been one of the attractions of living here. There's a middle ground here somewhere, and I hope that we have the wisdom to find it.

TIM CUMMINS, City Councillor

I agree with Commissioner Seward 100%. How did we get to where we're at? If you look at the way communities grow, communities have been built and designed by developers. In the 1970s and 1980s there were master plan developers that built communities that allowed for commercial support, and in the late 1980s everybody went broke. There are no more large scale developers locally. No one realized what was happening and stepped up to the table to say we're going to take over the master planning of the community. The industry has moved toward specialty developers, or project developments, instead of mixed use developments that incorporate all those things you need. That's why planned communities are so critical now. Planned communities are the vehicle for government to step up to the plate and create the master plan for what we're going to look like. This allows more certainty for builders.

The recent infill study says that we have 25,000 acres available and the Mayor has recently been saying that we should focus all our efforts there. Planning and growth is a Council-driven initiative; the City Council initiated the Planned Growth Study and asked the County to join. The parcels that were stepped over for infill were stepped over by the market for a reason; they have development and zoning issues that need to be addressed before they're brought in to the inventory of available land for development. If we focus on infill, we have to redevelop, replace water and sewer lines, and expand capacities in transportation systems. New development is starting fresh and is cheaper.

Our community can only afford infill at around 20%, which should be the first target for balance. We need to prioritize our spending and balance between infill and edge development, which is not the same as sprawl.

STEVE WENTWORTH,

Bernalillo County Planning Commissioner

I'm here on this panel because I'm trying to bring the perspective of the community. How many people are here from the community and neighborhood associations? There's a good turn-out. I see a void of knowledge among neighborhood associations about planned communities – what they are and what is the process. What is the City doing with neighborhood associations and this process to make them aware? We need to work on communication between developers and neighborhood associations; they are afraid of each other and we have boycotts of developments.

We should be encouraging planned community concepts. I don't see planned community criteria going into new developments. Most are residential only and I don't see village centers happening in these developments. We need community advocacy to get these criteria part of these developments. We have a good start, working with the Extraterritorial Land Use Authority and Commission has enhanced communication between the City and County officials and staff. But we have to include the community and residents. Our focus should be on educating the community about planned communities.

LARRY WELLS, National Association of Industrial and Office Parks (NAIOP)

The role of planned communities is first to provide a place to live in the future besides the other areas we will develop. There's a consensus that we want to increase infill and do things in the built center city portion. How we'll do that requires more debate and discussion, which we'll do at a town hall in November.

But infill can't handle all our future growth, so the question is, What else shall we do? What we should do is plan for the future. This morning I saw terrific ideas about how we can plan the environments we want to live in, to reduce traffic load and provide choices.

That's a big role that planned communities play, especially if we're successful in emphasizing infill. If people want to live in a more urban environment, we should do it and subsidize it. But others want more space and we need to accommodate that also. We need to accommodate growth in a way that we don't leapfrog over into surrounding counties and have regional sprawl. We should have choices of environments here in our community so people don't have to move out to get the choices they want. The role of planned communities is to provide places for us to grow intelligently and smartly.

NED FARQUHAR, Executive Director, 1000 Friends

In the 1980s Houston was surrounded by planned communities absorbing 60% of housing sales in the metropolitan area. Yet today, Houston's air quality problems are about to surpass Los Angeles, and the downtown is not in good shape. We should have planned communities; Mesa del Sol was annexed as an urban growth area in the 1980s and growth makes sense in that area.

But the three planned communities proposed locally total 200,000 population and we have 420,000 population now. There will have to be a lot of housing sales in those three planned communities for them to succeed. Their success will mean the failure of infill and revitalization policies in the core area of the city.

We are making two major mistakes in the way we're doing planned community development:

1. We're not doing growth in logical urban growth areas. We're reacting to proposals without adequate review according

- to the existing criteria.
2. We're saying we'll have a 20% maximum infill. From 1990 to 1997 we had less than 10% of new housing units within the older 1960 boundaries of the city. 20% is a low target. We ought to be looking at 30% over the next 20 years. We shouldn't think that just because we've been de-vitalizing and de-densifying that we have to continue that path. We can reverse it in the way we manage our fringe areas.

SUSAN JOHNSON,

Environmental Planning Commission

One of the things I heard this morning was to think about context. Transit is not just about densities, but is about links to other systems. We've discussed how planned communities to be developed may weaken the fabric of the city. I'd like to think about Rio Rancho, a

planned community of 50,000 population that has done very little to hurt us. It's a contributor to our metropolitan area and economy and has achieved some public goals.

The metropolitan area population projection is for 100,000 new people by 2010. We will need planned communities to accommodate this population. However it's a problem if they become bedroom communities. We need to think about the resource of low cost land for industrial locations and the big campuses companies need when they expand. We should put the location of industrial land and the economic base of job creation at the front end of planned community development, then put these areas closer to the city so we don't leapfrog to get to them. Rio Rancho has gone after the economic base of jobs first and we can learn from their example.

How are the planned community criteria currently working? What policy changes need to be made and what strategies need to be followed to achieve the role for planned communities that you've been talking about?

SUSAN JOHNSON

The density cap is not serving our needs and should be lifted. The focus on economic density we need to locate around our metropolitan area should be built into the rules for development. If we succeed in getting industry in these locations, the no net cost policy may change.

I've had trouble with the concept of the buffer zone between us and the planned communities. That was developed when we had gasoline shortages and wanted people to stay in one place.

STEVE WENTWORTH

The basic concerns of transportation, water, utility extensions, and no net cost are a burden for everyone to figure out; commissioners tend to overdo this and put a damper on the process. We're not encouraging this type of growth to happen for infill and other

types of community areas in Albuquerque. We need to look at revamping the criteria and perhaps drawing up criteria for each specific community. Maybe we should look at having more fluid criteria that are easier to evolve as we encounter issues. The whole concept of planned communities is good. We're just not doing it with our infill in Albuquerque now.

LARRY WELLS

The criteria don't work very well. The key to making them and the public input work is predictability and certainty about how the process will work. A lot of the requirements are vague and open to interpretation. We should strive for maximum predictability and certainty in language.

There is a disconnect between what should be required at the conceptual level of planned community approval and what should be

required prior to the actual development. This costs money and leads to disagreements that prevent us from working on these problems in a way to get consensus about what we want to have in planned communities.

There is confusion over fiscal analysis required. People think they've met the requirement and other think they haven't. The words are ambiguous and vague.

There is a disconnect in the timing issue. Planned communities look forward over a long period of time 40-50 years, yet transportation plans go out 20 years, and the capital program doesn't go out far either. This creates more problems and discrepancies that make decisions more difficult. Meetings like this bring issues to the forefront of our thinking and help to resolve the issues through amended laws and regulations which are intended to make it easier to solve the problems.

NED FARQUHAR

1. The planned community process works more quickly than the development review processes in town. The County has approved two planned communities without figuring out what the costs will be. The County needs a fiscal model.

2. We look at planned communities individually without looking at the cumulative or aggregate impact of planned community development. There's a requirement in the Comprehensive Plan that policy makers will look at planned community development and see how they will affect infill and revitalization efforts. We need to take that seriously and think about phasing planned communities so we are sure we'll be able to support infill and revitalization.

3. Planned communities should be considered in logical urban growth areas. We shouldn't just be extending infrastructure and services into areas that aren't logical for development.

4. The density cap should be lifted.

5. We need to look much more at enforce-

able conditions such as jobs-housing balance that might be required.

6. We need to make sure we know the financial depth of people proposing planned communities. 12 of 13 HUD planned communities that had federal financing assistance did not pay their debt. We can't just leave it to the market because the public holds the bag when the market disappears.

TIM CUMMINS

Are our actions consistent with our goals? If not, how do we change our actions?

Aspirational goals that are developed may not coincide with regulations and mechanics of how the City is approving projects. The Transportation Evaluation Study did a good job of analyzing the development process and pointed out disconnects in the process and how we get what we don't want. We approve projects the same way, but say we want something new. We can't have something new unless we change the process. The things we need to change our the density caps because we need transportation corridors. We need an option for planned growth. If we had planned community policies that are working we wouldn't have a trend analysis that is different than the planned communities program. What we have isn't working; we don't have a planned growth policy.

BARBARA SEWARD

We need a jobs-housing balance as critical to the success of a planned community. We need to get smart regarding how we create those jobs up front or simultaneously with the housing.

We do have adopted planned communities criteria. If what we've been through for the last 2-3 years is an example, one must assume that they are not working. The meaning and intention of the policy requirements is very vague and interpreted differently by everyone. We see appeals and lawsuits filed over interpreta-

tion. This tells me the criteria are not easily understood by everyone.

There is a disconnect between what should be required for conceptual level broad community wide approval and what should be required prior to development for site specific later phase approval. There are those who want level A to be specific.

There is confusion over the fiscal analysis and who determines the assumptions. Black Ranch, for example, had a number of fiscal analyses done, none of which agreed with the others. Timing is a problem. Some communities project they will build out 30-50 years. MRGCOG only plans for 20 years. It's difficult to predict costs and revenues over 50 years. There is a disconnect between broad policies, specific requirements, and other entities' policies and regulations, e.g. the State Development Fee Act. Criteria have not been revised to be consistent with State Law.

Policy changes recommended:

- Make the criteria conform to State law at a minimum, especially the Development Fee Act.
- Clarify the level of detail needed for studies at the community-wide scale versus the specific scale.
- Define who provides and reviews assumptions for fiscal analysis and no net expense.
- Clarify both public and agency input processes so last minute comments and amendments aren't proposed that no one else has had the opportunity to see.
- We need to seek public input along with landowners input so that we can reduce conflicts later.

Philosophical changes:

- Change the focus from discouraging to encouraging planned communities. We should encourage people to plan ahead and address impacts ahead of time.

COMMENTS

■ We need to raise the density caps so there is more intensive development mixed in with larger lots. *(Seward)*

■ We need to look at more than land use; these are communities and need to function well in all dimensions including economics. *(Johnson)*

■ We need to stage suburban growth logically, sensibly and affordably. There is a \$2 billion backlog. We need a concerted strategy to work together. *(Farquhar)*

■ Why we have infrastructure problems is that we haven't been paying as we go. We did not tax ourselves efficiently; we need to fix the doors, the roof and trim (of the city). We are behind because of the failure to take care of our own house and we need to do better. *(Wells)*

■ Quality of life issues are easier for elected officials to deal with. We need more emphasis on the primary function of government, to provide basic services. The Planned Community Criteria need to be more clear as to what is required for approval. *(Seward)*

Wrap-up

BOB MCCABE

As we grow, we need to be supporting the development and enhancement of the communities of our cities and our region— all the things shown in the town halls and forums— mixed use, adjacency of schools, kids being able to bike, public places for people to interact and come together as a community and get to know each other, people on the street to lessen the need for security— all those issues are about community.

These concepts don't apply only to development in reserve areas with an open space buffer. They relate to things that occur

downtown, the northeast heights, the university area— all over our city. We should think about these principles as they apply to everything we do— to infill, edge development and new communities in the reserve area.

People at these forums can do a lot to shape our future. We need to get past “them and us” and start working together to move forward and make that future happen. We need to move from the valuable information coming out of this kind of session into a team that can build a future for our city that our grandkids will inherit.

III. DISCUSSION GROUPS

Six facilitated break-out discussion groups of 15 to 20 people each met for an hour and a half. Recorders were assigned to each group to take notes on the discussion and record points of agreement within each small group. The following summaries are based on the recorders' notes.

1. What characteristics do we want in planned communities?

Each group reviewed the following list entitled CHARACTERISTICS OF DESIRED COMMUNITIES from October 1998 Town Hall on Quality Growth:

1. Diversity of people and income levels
2. More choice in types of housing to include higher densities
3. Mixed use, compact development pattern with housing close to jobs and services
4. Designed to encourage walking, bicycling and use of transit
5. Distinctive character
6. Center with stores, restaurants, services

and public spaces where people can come together

7. “Self-sufficient” with basic services (schools, jobs, shopping)
8. Planned and sustainable, Master-planned, mixed use
9. Affordability and diversity of housing choices
10. Incorporate internal open space
11. Connections between neighborhoods and linked transportation centers
12. Create communities/ activity centers with a “number of neighborhoods in a proximate area”

The discussion groups agreed with the above list but expanded it to clarify some of the points and added other characteristics that they wanted to see included. Many thought that all communities, including those already established, should achieve these characteristics.

#2 #3 #9 People supported mixed use as being better for the environment. Living space and retail can be combined within the same site. Planned communities should not be eco-

nomically or culturally segregated. Mixtures of housing prices are desirable, allowing homeowners to purchase starter homes and then move up within the same community. People did not want segregated communities but instead wanted to ensure that a community offers mixed prices and affordable housing.

#1 and #5 A sense of place is important, keeping Albuquerque's distinctive character so that "you know you are in Albuquerque." Character can be created through the use of space and the use of appropriate landscaping—native vegetation in a sustainable landscape. The historical nature of an area (natural or cultural) also needs to be incorporated into community design. This identity may have a regional context and should not be sterile or overprogrammed. It means preserving natural vegetation and historical amenities, carefully considering social, cultural, and architectural attributes.

#10 Open space should offer a place for people to connect to the natural world and should include trails. There is a need for both developed and undeveloped open space. Open space external to the community should also be provided.

#4 and #6 Community centers should be established, which are active people places that encourage relationships and enable people to walk to stores and entertainment. "We don't want to shop ten miles away from our home; we can have a handful of shops five minutes away." People reaffirmed earlier town halls that supported mixed use, compact development patterns with housing located closer to jobs and services. The idea was expressed that the town center should be a plaza. Many expressed a preference for small shops rather than mega malls. Self contained development can be more sustainable long term.

#2 and #11 Higher densities need to support mass transportation options, which should be affordable and practical. Density is closely related to transportation. Higher densities should be organized to support public transportation and should be combined with open

spaces. Densities should be mixed to create a "tiered community" with more urban compact neighborhoods at the center.

#12 There should be transit connections between neighborhoods and to the existing city with multi-modal transportation corridors.

Additions:

Economic vitality

- Every group added quality job creation to the list of desired characteristics. They wanted to be able to offer good paying jobs to retain children here so they do not have to go elsewhere. A planned community needs to have a strategic economic development plan, with a jobs/ housing balance that is phased in over time. They did not want planned communities to become bedroom communities; the creation of jobs needs to be more closely aligned with the development of housing in a regionally linked plan. To the extent possible, jobs in the community should be occupied by people that live in the community.

Environment

- Many groups wanted more attention to the environment as a primary goal, with higher standards required, especially for water. People wanted to "identify, enhance and protect our water supply," mentioning drainage, water conservation, reuse and sustainability requirements. Water should be close at hand. Specific requirements for availability of water, water reuse and conservation, air quality, energy efficiency, and drainage should be established. Self sufficient contained development can be more sustainable long term by living, working and recreating in one community.

Sense of community and civic pride

- There should be active public spaces that facilitate a sense of community or people

working together. “When you see children and flowers it means other good things will happen.” There should be a high level of community participation, where people feel comfortable having their concerns heard and being part of governance.

Safety

- Planned communities should offer a sense of security, not by adding more police or creating gated communities, but by giving people a sense of hope for the future.

Children

- There should be more attention to nurturing children in the communities we create.

Maintenance.

- Tax revenues should be set aside to create a reserve for maintenance.

Relationships

- Planned communities should be integrated with the overall community and should interface with existing surroundings.

Phasing

- These characteristics need to be phased in over time, to avoid planned communities becoming bedroom communities.

2. & 3. Where should planned communities be established? In the reserve areas only? At the urban edge contiguous with existing development? Within the existing community? Should the city and county encourage all future development at the edge contiguous with existing development to be in planned communities?

According to one group, “Planned communities should be established where they perform under the criteria or characteristics of desired communities.”

Planned communities should be located where it is possible to create the kinds of communities that we want according to the desired criteria. Those listed include: transportation, education, financial ability, parks, jobs, clean air, good water, healthy land, education. What is important is that development should follow organizing principles and not be done in separate unrelated pieces.

The principles can be applied to Albuquerque and at the regional level. “All of Albuquerque should be a planned community.”

The issue of timing is important. Many people thought that there should be some concept of phasing of where things happen and at what point. There was support for staging and prioritizing so we do not over build.

There was support among several groups for emphasizing infill first, before doing development at the edge. “Infill first, urban edge

second.” If this is not feasible, then start as close to the existing city as possible.

Development should not “leap frog.” The communities that are closest should be staged first in consideration of infrastructure costs.

Planned communities should be located near adequate transportation with sufficient economic development and infrastructure. Government should create the staging, be in control and monitor the master plan. We need to be more proactive, with development part of a bigger plan.

More attention needs to be paid to balanced community development on a metropolitan wide scale. There should be linkages established so that infill is happening in synch with planned communities. “Don’t do things that weaken Albuquerque.”

Existing communities can and should be planned also to make them more livable, with the same general community principles applied. Many felt that older neighborhoods are being ignored and that too much money is going to new development on the west side.

Many wanted to establish planned communities inside along revitalizing corridors such as Central Avenue. Infill should be done effectively. There was concern for preserving existing economic activities in place now, such as the State Fair, rather than “stealing” them from the existing communities by moving them out.

Infill has a different process but should also be considered planned communities. Planned communities in infill areas can also be phased and come in stages.

Although a number of people wanted to see planned communities only in the existing area, others recognized the need to plan for inevitable growth and wanted to avoid pressure to develop agricultural land in the valley. “We got to this forum because at the last meeting we needed to balance infill and planned communities.” The three planned communities under consideration now are not the only ones; we will have more opportunities for more planned communities in the future to accommodate inevitable growth.

Some felt that the planned communities should be staged and that one should precede the other. The order should be determined through rating using criteria to select the order.

The context should also be considered. Planned communities in some contiguous areas at the edge are problematic and may not be feasible due to multiple owners and existing zoning, making it difficult to implement large scale master plans. These areas should be planned, but not necessarily be in a planned community. Growth without planning results in tiny blocks that have no connection. It is difficult to go back once disconnected development happens.

Planned communities in new vacant areas belonging to a single landowner have certain advantages in avoiding the need to down zone many properties. This creates opportunities for doing it right the first time; it is difficult to retrofit earlier piecemeal development.

Because of availability of land under single ownership in the southwest and west and northwest areas, these locations are logical growth areas for planned communities.

Not all development at the edge of the city should be in planned communities; this would rule out both the small developer and people who choose not to live in a planned community. Planned communities are one option, but there still need to be provisions for the small developer and for individual choice. The southwestern parts of the city tend to have many smaller ownerships and there are development limits and restrictions on the east side.

There was a concern for the type of growth spurt that could be stimulated in the intermediate corridor areas between the existing city and a planned community.

4. Should the criteria for planned communities be revised?

Participants were asked to review existing criteria that apply to planned communities in the Reserve Area:

From the October 1998 Quality Growth Town Hall

1. Based on availability of water
2. Connected to the heart of the city by multi-modal transportation corridors
3. Complies with policy of “no net cost” to local governments
4. Sufficient tax base to pay for itself
5. Separated by Open Space
6. Growth areas need to be defined and prioritized
7. New standards for sustainable development

From the adopted Planned Communities Criteria applying to Reserve and Rural Areas:

1. No net expense to local government
2. Overall density not exceeding 3 dwelling units per acre (Reserve Area)
3. Phasing for allocation of financial responsibility
4. 4 to 8 villages encompassing 5,000-10,000 acres

5. Sufficient population to support civic and commercial services within a community center
6. Land use: residential, up to 1/5 open space, remainder service and employment
7. Distinct identity defined by open space, architecture or other features

Each group listed ways in which they thought the criteria should be revised for Reserve areas and for Edge areas. There was general agreement that the criteria and process should be re-evaluated and clarified. The following additions and modifications were suggested:

- Criteria depend on the scale and should be different for different sizes of communities in different areas.

Densities

- All groups agreed that the density cap of 3 dwelling units per acres in Reserve areas should be raised to at least 8 dwelling units per acre in order to support mass transportation, or even that there should be no density cap at all. Higher densities should be tied to provision of open spaces, and 1/5 open space should not be a maximum.

No net cost

- At least three groups wanted to analyze and clarify the “no net cost” policy. There need to be more definitive criteria for fiscal responsibility on all sides– City, County and developer.
- Although there were no definitive conclusions, people were aware of the complexity of the issue and offered some preliminary guidance:
 1. There was awareness of limited resources and a concern for meeting the infrastructure needs of the existing community.
 2. There was concern that a no net cost policy does not allow for success of a new community if all expenses are required up front and is not realistic.

“Concurrency can’t mean servicing everything up front.” It was also pointed out that if a developer pays for everything it raises housing costs.

3. There is a time factor to consider.

There is a need for flexibility in the policy over time to take into consideration the revenues generated as a community builds out. As a community matures there is revenue to capture. Sometimes planned communities can generate revenues to revitalize the existing city core and provide revenues for local jurisdictions, which can work to the benefit of older areas.

Incentives

- Four groups mentioned using incentives and disincentives, including the use of partnerships, joint ventures and use of tax structures, to achieve planned community goals and influence what type of developments occur. These financial tools were mentioned in connection with infill, and with developing a “good quality community.”

Growth areas

- Most groups thought that growth areas need to be defined and prioritized in a more intentional way. There needs to be attention to phasing on a multi-jurisdictional scale which addresses where growth is to occur and at what point in time.
- A governmental decision making body should take the lead and pick first where to begin a planned community using the identified criteria.

Linkages to Infill

- Linkages should be instituted to ensure that infill development is happening in synch with planned communities and that there is adequate maintenance of existing areas.

Size

- There was general agreement that there

should be reduced size requirements for infill and edge areas. The size of a planned community should correspond to its location. Infill communities could be as small as 25 acres, rather than 5,000 to 10,000 acres in reserve areas. Planned communities in infill areas would not be separated by open space.

Mixed income levels

- Criteria should be included to require a mix of income levels and affordable housing to ensure that people can move up within the same community and avoid segregated communities by income level.

Sustainability

- There should be higher environmental standards for planned communities and edge development. New standards for sustainable development should be developed including availability of water and water conservation provisions and incorporated into the criteria. Environmental standards must be strengthened and emphasized.

Job Creation

- Housing, jobs and infrastructure should develop concurrently. Monitoring systems can ensure that both proceed simultaneously. "No net cost is not as important as concurrency of development." Incentives should be offered to attract businesses to the new communities. A major employment center is desirable.

Capital

- There should be a requirement for sufficient capital at the appropriate time.

Location

- New development should not create connecting corridors of chaotic development.

Shared facilities

- The master plan should integrate services emphasizing co-location of shared facilities with the public schools. APS needs to

be talking to the developer; the education piece needs to be on board with the government, from the beginning.

5. What other high priority issues need to be addressed for planned communities?

Partnerships

- Incentives for a good quality community should be provided through joint ventures and partnerships. People noted that all the success stories presented in the morning had involved partnerships. One comment was, "If it's done well, then local government should help." Partnerships can be created between government, the community and developer that incorporate strong public involvement. Local government should take the initiative in determining joint partnerships and should pick a first candidate using the criteria for planned communities that have been identified.

Consistency

- There is a need for consistency in standards applied among governments in the region

Phasing

- Two groups liked the idea of building community centers first (or plaza, central meeting place)

6. What are the first steps that need to be taken in order to create the desired planned communities?

- *Create a land use plan for the Comprehensive Plan.* Half the groups identified the need for a physical land use plan showing open space and where planned communities should be located that would provide an over-all vision and direction.
- *Public Involvement.* Provide continuous discussions on attitudes regarding

growth. All groups should come together to develop a shared vision of what we want to see in the community. All groups mentioned the need for major public education and participation regarding planned communities.

Residents of existing and future communities should be included in discussions.

“Is the planning effort community driven or developer driven?” People need to be in the process from the very beginning. “These concepts are great—What additional value will come with community input?” There should be citizen monitoring, with a broad spectrum of citizens participating.

- **Initiate a first example.** The City and County should pick the first example of where to begin a planned community. Local government should take the initiative, form partnerships and offer incentives. Planned communities that deserve public support should get inducements; this does not mean restricting others.
- **Re-do the Zoning Code;** evaluate zoning regulations in light of the ideas discussed.
- **Clarify the roles** of different layers of government
- **Re-evaluate the development process** for planned communities to increase clarity and certainty regarding what is required at each stage, and make it more efficient
- **Consider new tax structures and financial incentives** to achieve the goals of planned communities.
- **Clarify definitions and revise the criteria** for planned communities; define and clarify the policy of “no net cost” and who is fiscally responsible.
- **Develop a strategy for phasing,** of where and when development should take place. Create linkages so infill is happening in synch with planned communities. Some believed that government should begin to establish priorities on the three

proposed planned communities, that we should not do all three at once and that one should precede the others.

Government should establish criteria, rate them, and select among the three of them. Some felt that government should create the staging and be in control, and should monitor the master plan.

- **Integrate the planned communities criteria,** area and sector plans and the Comprehensive Plan into an overall Growth Management Plan.

IV. REPORTING OUT

The following are listed in the order presented verbally by each group at a one hour final session at the end of the day. The facilitator from each group was told to state one important issue that the group had agreed upon in round robin fashion, adding only those ideas that had not been previously listed to avoid repetition. People reported out only those ideas that had not been mentioned before. There was no attempt to resolve differences. Because of this process, there is no way of knowing how many groups agreed with a particular issue other than to closely examine the notes taken of the discussion groups, and due to the one hour timeframe, there was no attempt to arrive at consensus. What follows is the resulting list of key ideas that each facilitator reported.

Desired New Characteristics of Planned Communities

- Make planned communities “kids-centered” for the next generation.
- Sequence the development of planned communities to ensure housing jobs balance
- Preserve existing natural, cultural and historical assets
- Ensure accessibility to services for disabled people
- Create villages and distinctive cultural communities
- Develop active people places that encourage relationships
- Make environmental quality an absolute priority water, solar energy, air quality
- Ensure that planned communities interface with existing infrastructure and transportation corridors
- Include a strategic economic development plan

- Provide services soon enough to avoid creating “bedroom communities”
- Make safety an absolute priority
- Create civic places for civic pride where people can celebrate
- Set specific minimum requirements for builders outside the city
- Set aside sufficient taxes for maintenance
- Ensure economic viability
- Provide logical connections for various modes of transportation
- Integrate planned communities with existing natural resources and structures

Location of Planned Communities

- Reserve areas last
- Location is secondary
- Vision primary to location
- Same principles should be applied no matter where located
- Should be overarching vision and place, relationship between developments
- Priority should be within existing boundaries
- Planned communities should go where space exists
- Different process for different sizes (existing versus reserve)
- Reserve last priority with reservations; emphasis on existing
- Strong debate (50-50) regarding Reserve versus Existing communities
- Should all edge development be in planned communities?
- Yes– Anything the City and County do together is great
- Not all; doesn’t allow for individual choice and home ownership
- All edge development should be planned
- Principles are more important at the edge
- Not all, due to individual rights

- Same standards should apply to planned communities or existing areas
- Not a practical question; improve where edges come together

Changes in Criteria for Planned Communities in Reserve Areas

- Revisit dwelling units per acre density
- Revisit open space; densities too low, open space too low; relate open space with density
- Clarify “No net cost”– not realistic
- Partnerships between developers, community and government needed
- Consider connections; new development should not be unintended corridor of chaotic development between existing and new communities
- Government should take the lead in integrating facilities, sharing resources
- Raise the bar on environmental standards, more criteria
- Clarify process; not so much interpretation

Criteria for Edge Areas

- Criteria for all areas
- Take context into consideration
- Open space may not work for infill
- Availability of resources
- Involve people more often, more public involvement
- Incentives
- Size– no formula, need flexibility

First Steps

- Revise current zoning, regulations and development process
- Clarify definitions– cost, use
- Vision first
- Regional considerations
- Inventory land– infill and vacant land study
- Craft vision; bring diverse groups together to craft vision, then problem solve to make sure things happen according to the vision
- Improve information flow from city to

interested parties

- Clarify lines of response in government to avoid passing the buck
- Conduct planning on regional or statewide level for bigger picture
- Distinguish between policy and land use
- Look at regional impacts on other communities
- Evaluate criteria for Reserve and Rural areas

Other Issues

- Emphasize education
- Create an appropriate regional character; not an “East Coast” look
- Preserve history, social, cultural, architectural elements
- Have consistent standards for development no matter where
- Jobs, jobs, jobs
- Create incentives to attract new business to area
- Create a community center first, then development around it
- Consider financial viability of development organization
- Communicate, communicate, communicate
- Include recreational facilities– hiking, parks
- Need staging and prioritizing in larger plan
- Master plan new places, new and edge
- The closer the better
- Support for planning

A C K N O W L E D G E M E N T S :

*Thanks to the follow people for serving on
a steering committee to organize the forum:*

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Lou Colombo, *Deputy Director, City Council Office*

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