

February 13, 2024

Jonathan R. Hollinger, Chair  
Environmental Planning Commission  
600 Second Street  
Albuquerque, NM 87102

RE: ***Project #: PR-2024-009765 Case #: RZ-2024-00001, 1100 Woodward NE, 3-acre parcel***

Dear Jonathan R. Hollinger,

Santa Barbara Martineztown Neighborhood Association (SBMTNA) requests denial of the zone map amendment from MX-M to MX-H based on the following:

1. The application does not satisfy the IDO and State Legal requirements for changing the subject property's existing zoning. (Exhibit 1, Fairway Village Neighborhood Council, Inc vs. Board of Commissioners of Dona Ana County.)
2. The applicants request for zone map amendment from MX-M to MX-H is a spot zone and spot zones are illegal. The proposed use is not a transition. The MX-H is not compatible with the historical single-family neighborhood. The uses are detrimental to any residential neighborhood. The three-story physical therapy hospital should be on arterials that can accommodate the traffic, noise, and air pollution. Mountain Road is an old historical residential two-lane road designated as a collector that cannot accommodate any more traffic.
3. A Traffic Study and an Environmental Impact Study is requested.
4. The Albuquerque hospitals and Physical Therapy Hospitals are nearby and are located in Non-Residential Zones next to arterials.
5. The Impacts of High-Density Developments on Traffic and Health (HIA Report) counters the Traffic Engineers comments. A Traffic Engineer should address the HIA Report and the comments made by the City Planning Departments Traffic Engineer. The Traffic Engineers only reasoning to accept the zone map amendment was that the traffic didn't meet a certain threshold. The community has been dealing with traffic accidents at Mountain and the Frontage Road since the opening of the frontage road and the City of Albuquerque has done nothing to resolve the issues. There is no cross walk or light for the students at Woodward and Mountain Road NE. There has been requests to make only a right hand turn on Mountain and the frontage road and there has been no efforts to implement this request. Another suggestion was to have an island in the middle of Mountain Road to stop the 5-ton truck from entering Mountain Road. There has also been a proposal to do a roundabout at Edith and Mountain Road and again nothing is being done to protect the residential pedestrians and the students at the high schools.
6. Because of the existing cumulative impacts due to the frontage Road, Lomas Boulevard, I-25, I-40, the number of air quality permits issued by the Environmental Health Department and congestion at peak hours on Mountain Road NE, the SBMTNA requests denial of the zone map amendment to MX-H. The MX-M zone is already considered

detrimental to any neighborhood. A higher intensity MX-H will increase the negative impacts that already exists.

## HISTORY

Mountain Road is a historical neighborhood road. It was built before the invention of vehicles. The road is a small narrow road that cannot accommodate high volume of traffic. The property was grazing land and playground for the Martineztown children. The site was used as a dumping ground during the construction of the I-25. However, it continued to be the playground for the youth.

On March 5, 1990, the subject site was part of Martineztown/Santa Barbara Sector Development Plan. As shown, the predominant land use is historical single family residential, but the zoning of the historical single-family dwellings continues to be in error and is zoned heavy commercial.

The subject property was zoned SU-2 described as C-3 which are “A. Permissive uses: 1. Uses permissive and as regulated in the C-2 zone. 2. Antenna up to 65 feet in height. 3. Uses which must be conducted within a completely enclosed building. 4. Uses permissive in the R-2 zone. B. 1. Uses permissive or conditional in the C-2 or C-3 zones and not permissive in the C-3 category but not in the C-3. (See the MSSDP, page 74 and 75.) 2. All existing C-3 uses which become non-conforming as of adoption of this Sector Development Plan are approved as conditional uses. 3. Existing legal conforming uses which become non-conforming upon adoption of the 1990 plan are approved conditional uses.”

**Resolution R-20-75 states the City of Albuquerque is committed to addressing racial and social inequity.** Martineztown Santa Barbara Neighborhood was zoned in the 1959 commercial. The neighborhood predominant land use has continued to be single family residential R-1. **The Housing and Neighborhood Economic Development Fund 2022 Comprehensive Plan (HNDEF Plan)** states that while these new developments are exciting for Albuquerque residents, they may create inhospitable economic conditions that produce neighborhood displacement and gentrification. The continued commercialization of our neighborhood will be the detriment to the neighborhood.

Upon the adoption of the 2018 IDO, the zoning designation changed from SU-2/C-3 (C-2 permissive uses) to MX-M (Mixed-Use – Medium Intensity). The SU-2/C-3 in Martineztown Sector Plan the permissive uses is C-2. This MX-M zone is consistent and predominant commercial zone in the Martineztown Santa Barbara Neighborhood boundaries.

The Martineztown Santa Barbara Sector Development Plans that were draft from 2007 to 2013 outlines and calls for more intense uses to be further away from developed neighborhoods and residential areas. ***The MX-H is not compatible with the historical single-family neighborhood. The proposed three-story physical therapy hospital/medical facility is out of character and should be on arterials that can accommodate the traffic, noise, and air pollution.***

## ABC COMPREHENSIVE PLAN

Under the City Comprehensive Plan, Goal 4-1 Character enhances, protect, and preserve distinct communities - *Martineztown Santa Barbara is a historical neighborhood. Under Policy 4.1.4-Neighborhoods, the City violates this policy by not enforcing the historical protection to enhance, protect and preserve the neighborhood and traditional communities as key to our long- term health and vitality of the Martineztown Santa Barbara neighborhood which has historically been permitted single family land use.*

(Goal 4-2 and Goal 4.2.2 Process) *The City of Albuquerque Comprehensive Plan and Integrated Development Ordinance was approved without participation from the whole community. SBMTNA had a lawsuit and a Civil Rights Complaint because of the continued discrimination. The residents have had to endure living next to incompatible uses (development) by the City of Albuquerque that impact the health, safety and welfare of the residents.*

Chapter 4 – Community Identity (4.1.1-Distinct Communities) –*This request for zone map amendment is in the Martineztown Santa Barbara Neighborhood that has been neglected by the City of Albuquerque and this proposed zone map amendment is a misrepresentation of the quality development which is not consistent with the distinct character of this community. It will impact the neighborhood with 24-hour service and vehicles up and down the neighborhood. It will exasperate an already congested area. The propose use will bring more idling cars to an area that is already dealing with severe air quality issues. There are nearby physical rehabilitation centers that are within minutes of Martineztown/Santa Barbara neighborhood. The City HIA Report states these types of uses are detrimental to the very existence of the neighborhood.*

Policy 4.1.2-Identity and Design – *The request does not promote the protection and enhancement of the Martineztown Santa Barbara neighborhood character by establishing a zoning conversion that is not appropriate and not contextual to the current land uses. The proposed zoning conversion are not compatible with surrounding land uses and zoning patterns. Martineztown Santa Barbara neighborhood is a predominant historical single family dwelling land use. The zone map amendment counter acts the distinct character of this community.*

Under Goal 5-2 - *The MX-H does not provide a service that doesn't already exist nearby. The recommended zoning is a threatening development and will impact the residential area The zone map amendment is detrimental to the residential neighborhood.*

*The zone map amendment and proposed project would not support Policy 5.1.2 and Goal 5.3.1 in Chapter 5: Since the Land Use proposal is already provided nearby on Central NE, Elm Street NE and Medical Arts NE including UNM hospital. This request for a higher intense use is injurious to Martineztown Santa Barbara Neighborhood.*

*The Martineztown/Santa Barbara community continues to oppose the high intensity use as supported by the City of Albuquerque HIA report that states it will increase costs pressures on low- income households and create inhospitable economic conditions that produce neighborhood displacement and gentrification. The EPC should carefully consider that an up-zone is detrimental to residents that live right next door to this proposed zone map amendment.*

## **POLICY 5.2.1**

**Land Uses: Create healthy, sustainable, and distinct communities with a mix of uses that are conveniently accessible from surrounding neighborhoods. [ABC]**

- (a) Under Policy 5.2.1 Land Use – Encourage development and redevelopment that brings goods, services, and amenities within walking and biking distance of neighborhoods and promotes good access for all residents. [ABC] **The physical therapy hospital does not provide day to day needs for the residents. This use will increase pressures on low-income households.**
- (b) Encourage development that offers choice in transportation, work areas, and lifestyles. [ABC] **The physical therapy patients that will visit the hospital will not be using alternative transportation. There are not enough bus drivers to provide good service and my understanding Mountain Road has limited amount of people using the service.**
- c) Maintain the characteristics of distinct communities through zoning and design standards that are consistent with long- established residential development patterns. [ABC] ***The MX-H is not compatible with the historical single-family area. The three-story physical therapy hospital should be on arterials that can accommodate the traffic, noise, and air pollution.***
- (d) Encourage development that broadens housing options to meet a range of incomes and lifestyles. [ABC]. ***This use will not provide affordable housing in order to bring families into the neighborhood that will support already existing institutions such Albuquerque High School, Long Fellow Elementary, Career Enrichment Center, San Ignacio, Second Presbyterian, St. Paul Lutheran Churches.***
- (e) Create healthy, sustainable communities with a mix of uses that are conveniently accessible from surrounding neighborhoods. [ABC] ***The neighborhood is mixed use but the majority of uses do not support the day to day needs of the residents. The uses are detrimental to health, safety, and welfare of residents.***
- (f) Encourage higher density housing as an appropriate use in the following situations: [ABC]
  - i. Within designated Centers and Corridors; ***Martineztown Santa Barbara Neighborhood is not in a Centers and Corridors it is a predominant single***

- family residential neighborhood and according to the Metropolitan Redevelopment Office Martineztown does not have an MRA.*
- ii. In areas with good street connectivity and convenient access to transit; *Mountain Road is an old historic road with two small lanes that cannot accommodate large amounts of traffic. The increase in traffic causes traffic to idol and impacts the health safety and welfare of the residents.*
  - iii. In areas where a mixed density pattern is already established by zoning or use, where it is compatible with existing area land uses, and where adequate infrastructure is or will be available; *The existing MX-M was established when the IDO was first established in 2018 and is part of the established surrounding zoning. This proposed physical therapy is not compatible for the neighborhood. It does not belong in a historical residential neighborhood nor does it belong next to high schools. The infrastructure cannot accommodate any more traffic. Mountain Road is considered one of highest fatality rates in Bernalillo County. The MX-M and the proposed MX-H is not compatible with the residential single-family area. The MX-H is detrimental to the health, safety and welfare of the residents. These uses bring in unwanted traffic in all of the neighborhood residential streets.*

Under Goal 5.6 (5.6.2 Areas of Change) - City Development Areas – *this property is in the Martineztown Santa Barbara boundaries next to Area of Consistency. Policy 5.6-3 – These properties in Martineztown Santa Barbara Neighborhood are in Areas of Consistency and are not protected and the proposed application counter acts the protection and enhancement to preserve the character and health, safety and welfare of the existing single family dwelling neighborhoods.*

The Goal 5-7 Implementation Processes – *The application does not satisfy the IDO and legal requirements for changing the subject property’s existing zoning.*

According to Part 14-16-6: Administration and Enforcement 6-4(I): Traffic Impact Study Requirements General Procedures 6-4(I) TRAFFIC IMPACT STUDY REQUIREMENTS 6-4(I)(1) A traffic impact study may be required pursuant to standards in the DPM or Subsection 14-16-5-2(E)(2)(c). The extent of the study or report will depend on the location of the project, the amount of traffic generated from the development, and the existing conditions in the project area.

*According to the City of Albuquerque Planning Department the area did not generate enough traffic. However, the Impacts of High-Density Development on Traffic and Health, the Health Impact Assessment states Mountain Road and Broadway Intersection ranked 6<sup>th</sup> and 15<sup>th</sup> among the top intersections in Bernalillo County having the highest fatal and injury crash rates for 2005-2009. Furthermore, research shows that pedestrian fatalities occur more frequently in low-income communities. Martineztown Santa Barbara Neighborhood is a minority low-income community which the City of Albuquerque has failed to address the racial and social inequities.*

***Mountain Road is a small narrow road established in the mid 1800s. Mountain Road has the highest fatal and injury crash rates and can no longer have any increases in traffic. The best use for this site would be for AHS and CEC is an open space park to deal with heat waves, or a park with a swimming pool and tennis courts with plenty of trees.***

***In the HIA Report it states that vehicle counts for Mountain Road, west of Pan American, have significantly increased, undoubtedly due to the construction of the large Embassy Suites Hotel and Tri Core Laboratory (figure 1). Vehicle counts in the area of the I-25 and I-40 interchange have also continued to increase with a 2011 average weekly vehicle count on I-402 west of I-25 of 136,200 and east of I-25 of 180,000. Additionally, the 2011 average weekly vehicle count on I-25 north of I-40 was 193,300 and south of I-40, 166,100. Elsewhere, vehicle counts have remained stable or declined.***

6-4(I)(2) A scoping meeting with the City Engineer may be scheduled to determine whether a traffic impact study is required. 6-4(I)(3) If a traffic impact study is required, it shall be submitted as part of the application materials and is subject to ENVIRONMENTAL IMPACT

***SBMTNA recommends the City of Albuquerque to require the applicant to perform a Traffic Impact Study and Environmental Impact Study. The recommended studies would show what the Bernalillo County has already stated in their report that our area is the highest for heart rates and cancer than anywhere in Bernalillo County. According to the City of Albuquerque, Martineztown is one of areas for heat watch. HIA states The City freeway and heavy commercial uses, diesel trucks with the allowed Air Quality Permits have caused this area to be at dangerously high levels of air pollution. Residents of Martineztown Santa Barbara neighborhood suffer from traffic related noise because of their close proximity to two large interstates I-25 and I-40 and the BN&SF Railroad. The frontage road brings onto Mountain Road lines of idling traffic to the neighborhood which further impacts the health, safety and welfare of the residents.***

## **6-7(G) ZONING MAP AMENDMENT – EPC**

### **6-7(G)(3) Review and Decision Criteria**

An application for a Zoning Map Amendment shall be approved if it meets all of the following criteria.

6-7(G)(3)(a) The proposed zone change is consistent with the health, safety, and general welfare of the City as shown by furthering (and not being in conflict with) a preponderance of applicable Goals and Policies in the ABC Comp Plan, as amended, and other applicable plans adopted by the City.

***The proposed zone change from MX-M to MX-H is not consistent with the health, safety, and general welfare of the City and is in direct conflict with the Goals and Policies in the ABC Comp Plan, as amended, and other applicable plans as adopted by the City. The zone map amendment does not meet the requirements of the IDO or State law.***

6-7(G)(3)(b) If the subject property is located partially or completely in an Area of Consistency (as shown in the ABC Comp Plan, as amended), the applicant has demonstrated that the new zone would clearly reinforce or strengthen the established character of the surrounding Area of Consistency and would not permit development that is significantly different from that character. The applicant must also demonstrate that the existing zoning is inappropriate because it meets any of the following criteria.

1. There was typographical or clerical error when the existing zone district was applied to the property. There was no error for this property. ***The MX-M is consistent with the 2018 IDO. There was no typographical or clerical error.***
2. There has been a significant change in neighborhood or community conditions affecting the site.

***The development is consistent with established 2018 IDO MX-M zone for TRICOR and Embassy Suites.***

3. A different zone district is more advantageous to the community as articulated by the ABC Comp Plan, as amended (including implementation of patterns of land use, development density and intensity, and connectivity), and other applicable adopted City plan(s).

***The different zone district is not advantageous to the community as articulated by the ABC Comp Plan and the IDO including State law. See the Health Impact Assessment Report for further understanding how damaging this request for zone map amendment to MX-H will be to the neighborhood. The MX-H is a higher intensity use that will be more detrimental to Martineztown Santa Barbara historic neighborhood. It allows uses such as construction yards and other uses that are not compatible.***

6-7(G)(3)(c) If the subject property is located wholly in an Area of Change (as shown in the ABC Comp Plan, as amended) and the applicant has demonstrated that the existing zoning is inappropriate because it meets any of the following criteria.

1. There was typographical or clerical error when the existing zone district was applied to the property. ***There was no typographical or clerical error.***
2. There has been a significant change in neighborhood or community conditions affecting the site that justifies this request. ***There has been no significant change. TRICORE and Embassy Suites are zoned MX-M the established zoning in the 2018 IDO.***

3. A different zone district is more advantageous to the community as articulated by the ABC Comp Plan, as amended (including implementation of patterns of land use, development density and intensity, and connectivity), and other applicable adopted City plan(s).

***The MX-H is detrimental to any neighborhood. The proposed use is available nearby and throughout the city of Albuquerque.***

6-7(G)(3)(d) The requested zoning does not include permissive uses that would be harmful to adjacent property, the neighborhood, or the community, unless the Use-specific Standards in Section 14-16-4-3 associated with that use will adequately mitigate those harmful impacts. ***MX-H zoning category is detrimental to the historical neighborhood. MX-H is incompatible next to residential. The residents are dealing with high volume of traffic that is impacting their health.***

6-7(G)(3)(e) The City's existing infrastructure and public improvements, including but not limited to its street, trail, and sidewalk systems, meet any of the following criteria:

1. Have adequate capacity to serve the development made possible by the change of zone. ***The area does not have adequate capacity. The City of Albuquerque is aware that the frontage road is very dangerous and has on record many fatalities. Mountain Road is a small historical residential street. The proposed zone is detrimental to the residents.***
2. Will have adequate capacity based on improvements for which the City has already approved and budgeted capital funds during the next calendar year. ***There are no proposed improvements. The neighborhood has been asking for years and are still waiting for improvements. (Exhibit 6 - Letter to City Council Benton )***
3. Will have adequate capacity when the applicant fulfills its obligations under the IDO, the DPM, and/or an Infrastructure Improvements Agreement (IIA). ***There are no proposed improvements made by the applicant. Other than bringing unwanted traffic into the neighborhood.***
4. Will have adequate capacity when the City and the applicant have fulfilled their respective obligations under a City- approved Development Agreement between the City and the applicant. ***The City of Albuquerque has failed to provide any improvements after a traffic study was done to provide street improvements for the safety of the pedestrians and drivers specifically for Mountain Road and the Frontage Road***

6-7(G)(3)(f) The applicant's justification for the Zoning Map Amendment is not completely based on the property's location on a major street. ***According to the applicant, the***



*reason for the development is that it is close to downtown. Martineztown Santa Barbara is an adjacent historical single family residential neighborhood. The applicant proposal will not serve the neighborhood residents day to day needs.*

6-7(G)(3)(g) The applicant’s justification is not based completely or predominantly on the cost of land or economic considerations. ***Economic conditions should not be justification at all.***

6-7(G)(3)(h) The Zoning Map Amendment does not apply a zone district different from surrounding zone districts to one small area or one premises (i.e., create a “spot zone”) or to a strip of land along a street (i.e., create a “strip zone”) unless the requested zoning will clearly facilitate implementation of the ABC Comp Plan, as amended, and at least 1 of the following applies.

1. The subject property is different from surrounding land because it can function as a transition between adjacent zone districts. ***This proposed zone map amendment to MX-H cannot function as a transition. The uses in the MX-H are detrimental to the neighborhood.***
2. The subject property is not suitable for the uses allowed in any adjacent zone district due to topography, traffic, or special adverse land uses nearby. ***This zone map amendment to MX-H is not suitable due to the historical low density single family residential neighborhood next door and the historical Mountain Road residential street.***

### **Summary of Analysis.**

The applicant proposes a zone map amendment from MX-M to MX-H. The applicant states the reason is to build a physical therapy hospital which is allowed in the MX-M. The MX-M only allows 20 beds. The applicant proposes to build a three story 60 bed physical therapy hospital.

The purpose of the **MX-M** zone district is to provide for a wide array of moderate-intensity retail, commercial, institutional and moderate-density residential uses, with taller, multi-story buildings encouraged in Centers and Corridors.

***The MX-M is medium intensity zone was established in 2018 IDO, which the property is zoned. The request MX-H zone uses are detrimental to the neighborhood.***

The purpose of the MX-H zone district is to provide for large-scale destination retail and high-intensity commercial, residential, light industrial, and institutional uses, as well as high-density residential uses, particularly along Transit Corridors and in Urban Centers. The MX-H zone district is intended to allow higher-density infill development in **appropriate** locations.

Allowable uses are shown in Table 4-2-1.

According to my research, all hospitals in the nearby vicinity are zoned nonresidential and are located next to arterials.

Mountain Road NE is a historical narrow two- lane residential street developed before the invention of vehicles. The City Traffic Engineer states Mountain Road is a collector street. The Albuquerque hospitals are located next door to residential, but these residential areas are well protected with R-1 zone, and some many have Historical Overlays. The City of Albuquerque fails to address racial and social inequities in Martineztown Santa Barbara Neighborhood.

The MX-H zone would not be an appropriate zone map amendment at 1100 Woodward NE. The MX-H zone does not satisfy the day to day needs of the neighborhood or the high schools. The traffic volume, noise, traffic commercial vehicle emissions will be detrimental to the neighborhood.

The applicant is requesting a zone change from MX-M zoning to MX-H zoning which would result in a spot zone. The subject site is located next two high schools with approximately 4000 plus students and a historical residential single family predominantly minority neighborhood which the policies require protection and preservation of the neighborhood. MX-H is significantly dangerous for the neighborhood. The IDO and State law does not support this request.

The SBMTNA recommends that the proposed zone map amendment from MX-M to MX-H be denied. Based on the applicant does not satisfy the IDO and legal requirements for changing the subject property's existing zoning. The applicant failed to address the changed conditions. The zoning was established in the 2018 IDO.

Thank you for your thorough review of this case and your consideration for denial based on the IDO and State law.

Sincerely,  
Loretta Naranjo Lopez, President  
Ronald Vallegos, Vice President  
Theresa Illgen, Secretary  
Jesse Lopez, Treasurer  
Rosalie Martinez  
Olivia Ayon  
Gilbert Speakman  
Melissa Naranjo  
David Naranjo  
Frank Garcia

# SANTA BARBARA MARTINEZTOWN

## EXHIBITS

### FOR

Project #: PR-2024-009765 Case #: RZ-2024-00001

1. Exhibit 1 – Fairway Village Neighborhood Council Inc vs. Board of Commissioners of Dona Ana County and Picacho Hills Development.
2. Exhibit 2 – Impacts of High-Density Developments on Traffic and Health Report (HIA Report)
3. Exhibit 3 – Martineztown Santa Barbara Sector Development Plan Draft – August 2010
4. Exhibit 4 – R-20-75
5. Exhibit 5 – Technical Memorandum – Martineztown Santa Barbara Traffic Study
6. Exhibit 6 – AC-20-9 – Conditional Use for Construction Yard
7. Exhibit 7 – Martineztown Santa Barbara Traffic Study
8. Exhibit 8 – Albuquerque New Mexico Heat Watch Report  
11/11/21
9. Exhibit 9 - Petition Signatures

Exhibit 1

6-7 (G) (S)

WESTLAW CLASSIC

2023 WL 7697092

Only the Westlaw citation is currently available.

UNPUBLISHED OPINION. CHECK COURT RULES BEFORE CITING.

Fairway Village Neighborhood Council, Inc. v. Board of Commissioners of Doña Ana County

Court of Appeals of New Mexico. November 15, 2023. Not Reported in Pac. Rptr. 2023 WL 7697092 (Approx. 3 pages)

New Mexico Appellate Reports. Refer to Rule 12-405 NMRA for restrictions on the citation of unpublished decisions. Electronic decisions may contain computer-generated errors or other deviations from the official version filed by the Court of Appeals.

Court of Appeals of New Mexico.

[ FAIRWAY VILLAGE NEIGHBORHOOD COUNCIL, INC., Appellant-Respondent,

v.

BOARD OF COMMISSIONERS OF DOÑA ANA COUNTY, Appellee-Petitioner,

and

Picacho Hills Development Company, Interested Party.

No. A-1-CA-40374

Filed November 15, 2023

APPEAL FROM THE DISTRICT COURT OF DOÑA ANA COUNTY, James T. Martin, District Court Judge

Attorneys and Law Firms

Karen E. Wootton Legal Services, P.C., Karen E. Wootton, Las Cruces, NM, for Respondent

Macke Law & Policy, LLC, Daniel J. Macke, Albuquerque, NM, for Petitioner

MEMORANDUM OPINION

DUFFY, Judge.

\*1 (1) The Board of County Commissioners of Doña Ana County (Board) appeals from a district court order reversing the Board's approval of a zoning change. The Board contends the district court erred by (1) finding that the Board was required to make independent or separate findings rather than adopting findings and conclusions prepared by county development staff, and (2) concluding the Board's decision was not supported by substantial evidence. For the reasons that follow, we affirm the district court's order reversing the Board's decision.

BACKGROUND

(2) In June 2021, the Doña Ana County Planning and Zoning Commission (the Commission) denied an application by Picacho Hills Development Company for a zoning change for a 4.56 acre parcel of land located at 1200 Fairway Village Drive in Doña Ana County. Picacho Hills sought to upzone the parcel from D3 (high density residential) to C2 (community commercial) to allow for the development of a recreational vehicle storage facility on the land. In September 2021, the Board, acting in an appellate capacity, held a de novo public hearing on the Commission's decision to deny the zone change. During the hearing, the Board heard testimony from a Picacho Hills representative, community development department staff, and community members opposed to the zoning. The Board voted to reverse the Commission's decision and approve the zone change, finding that the proposed development was consistent with the Doña Ana County Comprehensive Plan and the zone change was appropriate and reasonably necessary to protect the public interest. The Board also found that there was a "substantial change in conditions in the surrounding area."

Furthermore, the Board noted that the zone change was not "spot zoning" and would be beneficial to residents in the area by increasing the availability of RV storage.

(3) Fairway Village Neighborhood Council, Inc. are nearby homeowners who oppose the zone change and development of an RV storage facility on the land. Following the Board's decision, Fairway Village appealed the Board's approval of the zone change to the district court.

(4) The district court, acting in an appellate capacity pursuant to Rule 1-074 NMRA, reversed the Board's decision and denied Picacho Hills's application for a zone change. In a letter decision, the district court stated that the Board's order approving the zone change "merely parrots [the Board's] staff's conclusions without any analysis or citation to the record to support those conclusions" and noted that the Board did not discuss the standards for zoning changes set forth in *Albuquerque Commons Partnership v. City Council of Albuquerque*, 2008-NMSC-025, 144 N.M. 99, 184 P.3d 311, or *Miller v. City of Albuquerque*, 1976-NMSC-052, 89 N.M. 503, 554 P.2d 685, "in such a way as to show that the [Board] complied with the applicable legal standard necessary to justify a zoning change." We granted the Board's Rule 12-505 NMRA petition for writ of certiorari review.

#### DISCUSSION

"2 (5) "When reviewing an agency decision by writ of certiorari, we apply the same standard of review applicable to the district court under Rule 1-074(R) NMRA ... while at the same time determining whether the district court erred in the first appeal." *Ann Morrow & Assocs. v. N.M. Hum. Servs. Div.*, 2022-NMCA-060, ¶ 7, 517 P.3d 965 (internal quotation marks and citation omitted). This Court will affirm an agency's decision unless (1) the agency acted fraudulently, arbitrarily, or capriciously; (2) based upon the whole record on appeal, the agency's decision was not supported by substantial evidence; (3) the agency's action was outside its scope of authority, or (4) the agency's action was not in accordance with law, Rule 1-074(R).

(6) The zoning change at issue must be justified by (1) a change in conditions in the community that make the amendment reasonably necessary to protect the public interest, (2) a mistake in the original zoning, or (3) a showing that the zoning change is more advantageous to the community compared with other available property. *Albuquerque Commons*, 2008-NMSC-025, ¶¶ 25, 30; *Miller*, 1976-NMSC-052, ¶ 14. The Board's order indicates that it relied on the first justification, change in community conditions. The district court determined that the Board's finding was not supported by substantial evidence. The district court noted that the Board, "in their formal order adopting recommendations from its staff, found that ... there had been a substantial change in the area since 1999 through the existence of the golf course, clubhouse, and wastewater plant." The court noted, however, that the golf course, clubhouse, and wastewater plant had all been in existence since 1979 and predate the most recent zoning classification for the area, which occurred in 2017. The court concluded, "There was no evidence to show any substantial change in the area's uses or activities since the most recent zoning adoption." See *Miller*, 1976-NMSC-052, ¶ 15 (noting that in order to show a change in community conditions, there must be a substantial change in the character of the neighborhood "since the original zoning to such an extent that the reclassification or change ought to be made"). The Board has not challenged this aspect of the district court's decision on appeal to this Court, and has not directed us to any evidence in the record of post-2017 activity supporting its finding that a change in conditions justify the zoning change. Consequently, we affirm the district court's determination that the Board's action was not supported by substantial evidence.

(7) The Board argues that even if the change in condition analysis fails, its decision is affirmable under the third justification, that the change is advantageous to the community. See *Albuquerque Commons*, 2008-NMSC-025, ¶ 30. We note that the Board does not appear to have relied on this justification when reaching its decision. Nevertheless, on the merits, the "public need" justification also fails because it is unsupported by substantial evidence in the record. The Court in *Albuquerque Commons* noted that "the proof in such a case would have to show, at a minimum, that (1) there is a public need for a change of the kind in question, and (2) that need will be best served by changing the classification of the particular piece of property in question as compared with other available property." *Id.* (internal quotation marks and citation omitted). While the Board argues that the proposed RV storage facility would "fill the need of the surrounding community, as there is limited storage of this type that is not already at capacity available in this area," it has not pointed to any evidence in the record supporting the second prong. The Board's briefing likewise fails to

address how this need will be best served by changing the classification of this particular piece of property. Consequently, the Board has not demonstrated that the zoning change was justified based on the benefit to the community under the criteria required by *Abuquerque Commons*.

\*3 (8) In sum, after a thorough review of the parties' briefs and a whole record review of the proceedings below, we affirm the district court's order reversing the Board's decision and denying Picacho Hills' application for a zone change. The Board has not demonstrated that the zoning change was justified under any of the criteria set forth in *Abuquerque Commons* and *Miller*, or that the district court erred in concluding that the Board's actions are arbitrary, capricious, and not supported by substantial evidence.

#### CONCLUSION

(9) We affirm the district court's order reversing the Board's decision.

(10) IT IS SO ORDERED.

WE CONCUR:

JACQUELINE R. MEDINA, Judge

GERALD E. BACA, Judge

#### All Citations

Not Reported in Pac. Rptr., 2023 WL 7697092

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Document

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IMPACTS OF HIGH  
DENSITY  
DEVELOPMENTS ON  
TRAFFIC AND HEALTH

Written and Researched by the  
Bernalillo County Place Matters Team  
June 2013

*This Report is in  
Response to a  
Request for  
Assistance by  
Martineztown Work  
Group*

## **Introduction**

Land-use plans play a significant role in the look, feel and vitality of a neighborhood and can strongly influence neighborhood conditions such as clean air, access to safe places to play and work, and the availability of quality schools and employment. Researchers are discovering that the availability of neighborhood conditions such as these profoundly influence residents' overall health, particularly among children<sup>i</sup>. Conversely, residents living in neighborhoods characterized by poor quality schools, few job opportunities, and a polluted environment have poor overall health and a shorter life expectancy. In fact, in Bernalillo County there is a dramatic difference in life expectancy depending on where one lives – with residents residing in higher income, predominantly non-Hispanic white, and amenity rich neighborhoods living up to 22 years longer<sup>ii</sup>.

Planners can create land-use plans that encourage healthy neighborhoods for all by considering how the plan will positively, or negatively, impact the health and welfare of the residents who live there. A tool called Health Impact Assessment, or HIA, enables planners to consider the health impacts of a proposed plan prior to decision making by gathering health related data.

Because of the Bernalillo County Place Matters Team's (Team) experience with HIAs, representatives of the Martineztown Work Group (MWG) asked the Team to conduct a HIA on the proposed 2012 Santa Barbara Martineztown (SBMZ) Sector Development Plan (Plan). Specifically, neighborhood residents were concerned that the Plan's implementation would result in higher density developments, which in turn, would increase vehicle volumes within their neighborhood and negatively impact: 1) road safety resulting in increased crash related fatalities/injuries; 2) air quality resulting in increased respiratory illness, cancer, and cardiovascular disease, and; 3) noise levels resulting in increased learning disabilities among children. Unfortunately, given time constraints, the Team could not conduct a full blown HIA and instead offered to develop a report for the City Councilors of the City of Albuquerque consisting of data on current neighborhood conditions as they relate to vehicle volumes and health and a summary of research on the impact of increased vehicle volumes on health.

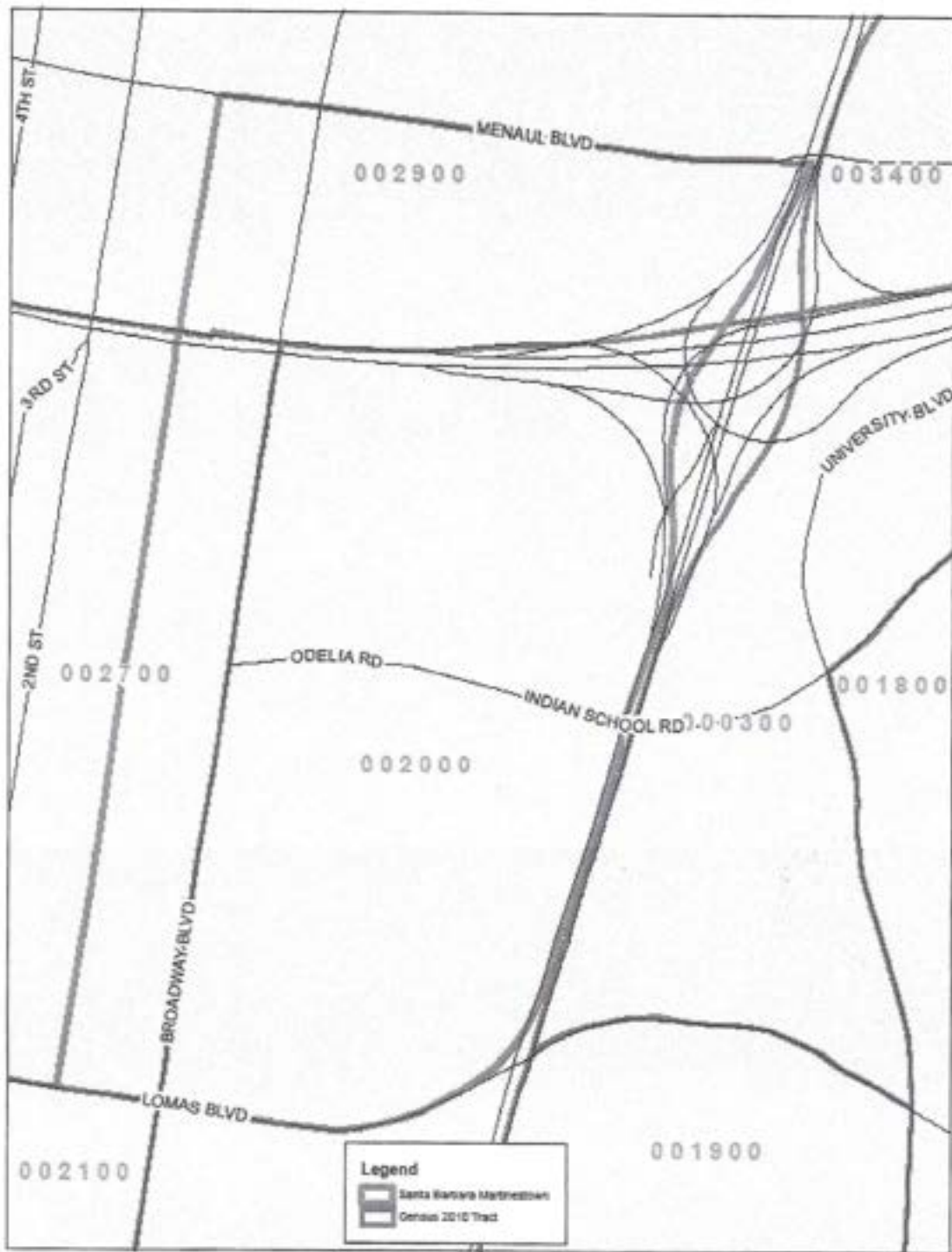
## **The Santa Barbara-Martineztown Community**

The two census tracts underlying SB-MZ are tracts 20 and 29 (map 1) with a total 2010 population of 6,321, comprised of 57.6% (census tract 20) and 58.5% (census tract 29) Hispanics. Comparatively, Bernalillo County is comprised of 48.1 percent Hispanics. Twenty-five percent (tract 20) and 14.9% (tract 29) of SB-MZ residents live below the Federal Poverty Level (\$23,550 annually for a family of four), compared to 16.6% of Bernalillo County residents.

SB-MZ geographically sits at the cross-roads of two major Interstates, I-25 and I-40, and is bordered by two major roadways, Lomas Blvd. and Menaul Blvd. to the north and south, respectively, with the BN&SF railroad nearby, to the west.



Map 1. 2010 census tract boundaries underlying Santa Barbara-Martineztown



Source: 2010 U.S. Census Bureau

## Vehicle Volume

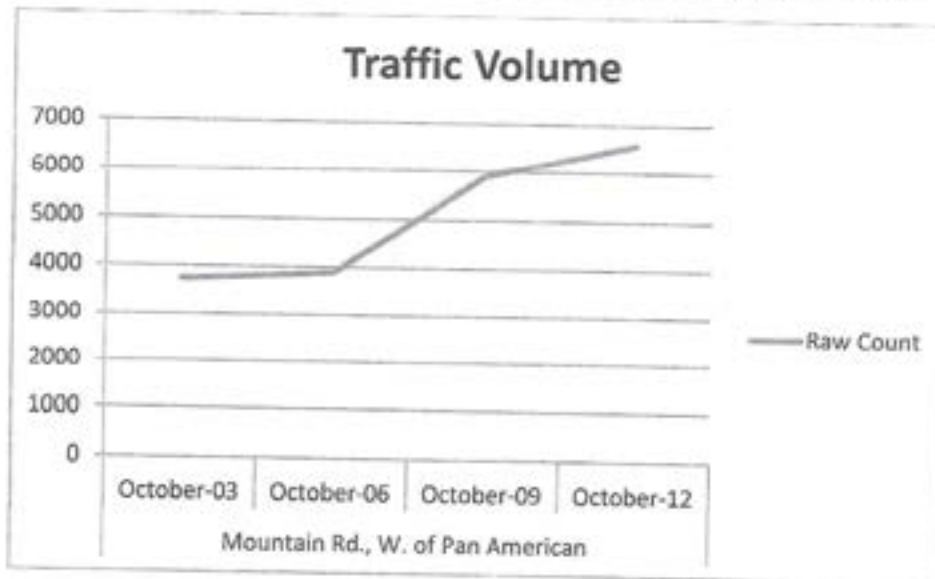
### *The Association between Vehicle Volume and Health*

Public health and transportation safety research demonstrates that vehicle volumes are an independent environmental predictor of pedestrian injuries<sup>iii iv</sup>. The magnitude of the effect from vehicle volume on injuries is significant. For example, in a study of nine intersections in Boston's Chinatown, researchers calculated an increase in 3 to 5 injuries per year for each increase in 1,000 vehicles<sup>v</sup>. High traffic also contributes to increased respiratory and cardiovascular disease from increased air pollution and to increased stress levels among adults and learning disabilities among children due to traffic-related noise.

### *Current Vehicle Volumes in SB-MZ*

Attachment 1 illustrates the time trend of vehicle volumes (in years) in the study area by raw vehicle counts and locations<sup>vi</sup>. Vehicle counts for Mountain Rd., West of Pan American, have significantly increased, undoubtedly due to the construction of the large Embassy Suites hotel and Tri Core Laboratory (figure 1). Vehicle counts in the area of the I-25 and I-40 interchange have also continued to increase with a 2011 average weekly vehicle count on I-40 west of I-25 of 136,200, and east of I-25 of 180,000. Additionally, the 2011 average weekly vehicle count on I-25 north of I-40 was 193,300, and south of I-40, 166,100. Elsewhere, vehicle counts have remained stable or declined.

Figure 1. Time trend of traffic volume by raw count of vehicles and year, Mountain Rd.



Figures 2 - 4 show the types of vehicles (the majority of which are automobiles) traveling on the following road links within the boundaries of SB-MZ: 2<sup>nd</sup> Street, South of I-40 South Frontage Rd.; Indian School, East of Broadway; and Broadway, South of Menaul<sup>vii</sup>.

Figure 2. Number of vehicles by vehicle type – Broadway – November 2006

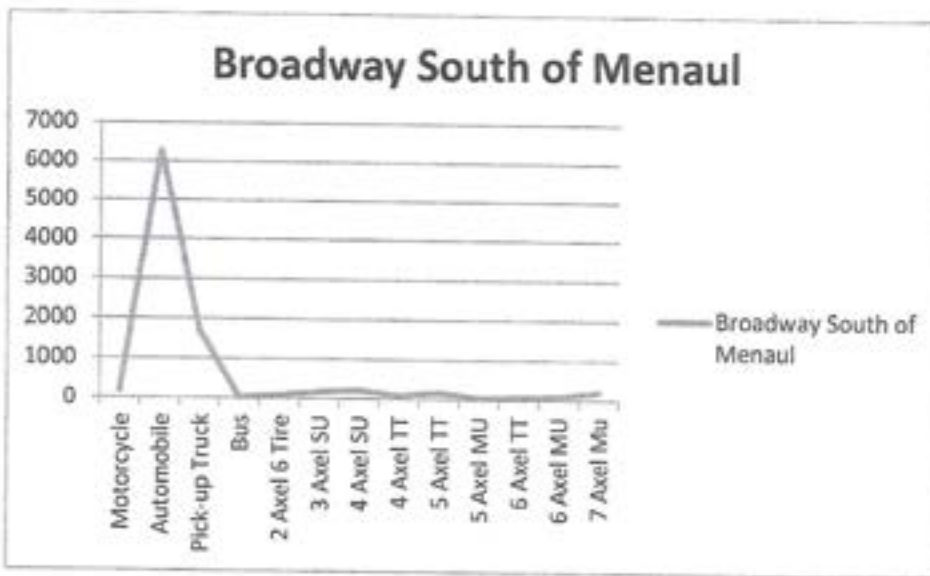


Figure 3. Number of vehicles by vehicle type – 2<sup>nd</sup> Street – October 2002

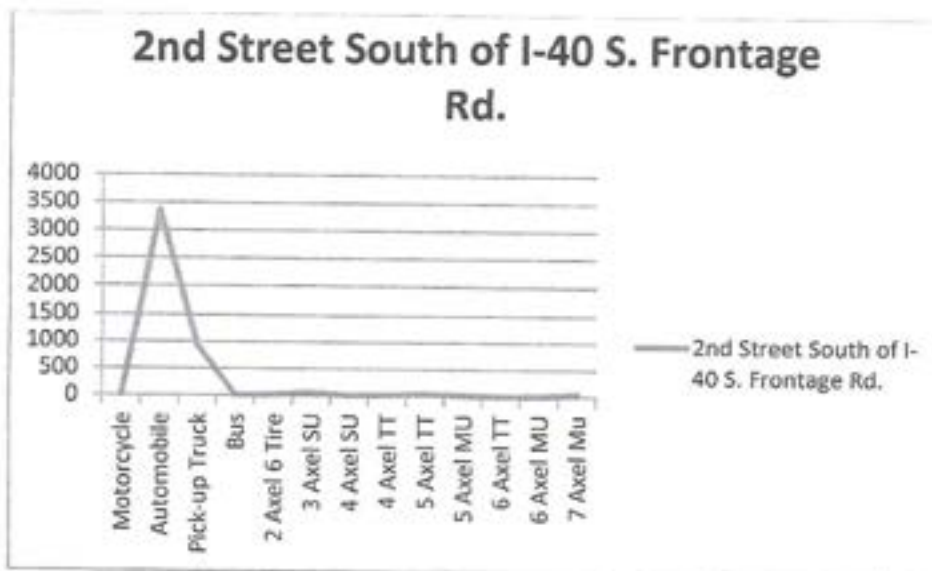
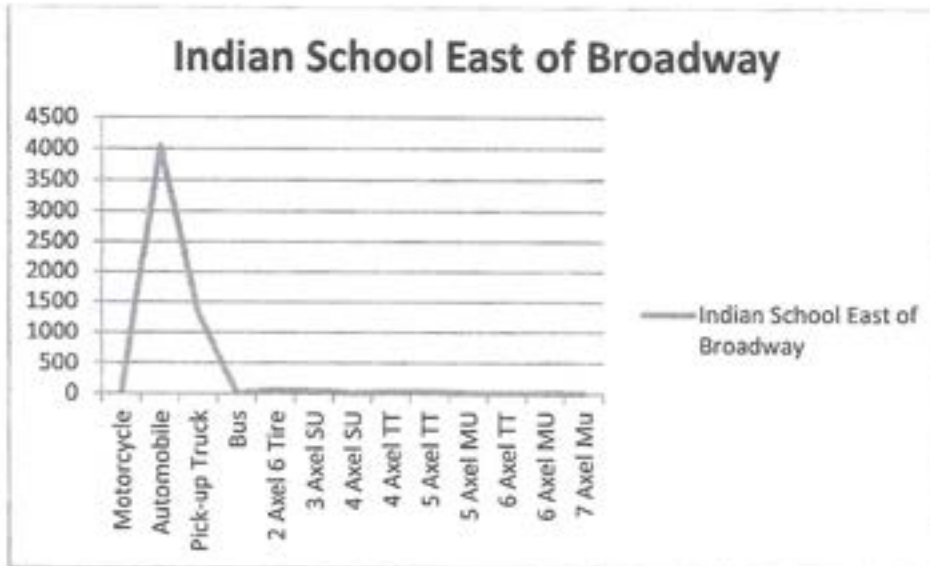


Figure 4. Number of vehicles by vehicle type – Indian School – October 2007



## Roadway Safety

### *The Association between Roadway Safety and Crash Related Injuries and Fatalities*

Road safety is a particularly relevant topic in New Mexico; the 2009 pedestrian fatality rate was 1.94 deaths per 100,000 people, compared to the national pedestrian fatality rate of 1.33<sup>viii</sup>. In addition to the tragic loss of human life, the Centers for Disease Control and Prevention estimate that crash related deaths cost New Mexico \$435 million per year<sup>ix</sup>.

Older adults suffer disproportionately from both risk and impact of pedestrian-vehicle crashes. Older adults walk slower and have slower reaction times that put them at greater risk. In the event of a crash, older adults are also more likely to have serious injuries or die due to their frail physical conditions<sup>x</sup>.

Research also shows that pedestrian crashes occur more frequently in low-income communities. Using data from four California communities, researchers found that pedestrian injuries were greater in areas characterized by higher unemployment, lower median household incomes, and younger populations<sup>xi</sup>. Similarly, a King County, Washington study found that pedestrian injuries and fatalities were greater in communities having lower median home values, regardless of the level of pedestrian activity or population density<sup>xii</sup>.

Traffic speed is the primary determinant of crash severity<sup>xiii</sup>. An overwhelming proportion of traffic related injuries/fatalities occur along roadways that have been engineered for cars, with little consideration given to people who walk, are wheelchair bound, who bicycle, or who push strollers. High operating speeds give drivers less time to react to unforeseen hazards. A study in

the UK showed that a pedestrian struck by a vehicle traveling 40 mph has an 85% chance of being killed. This fatality rate drops to 45% at 30 mph, and to 5% at 20 mph or less<sup>xiv</sup>.

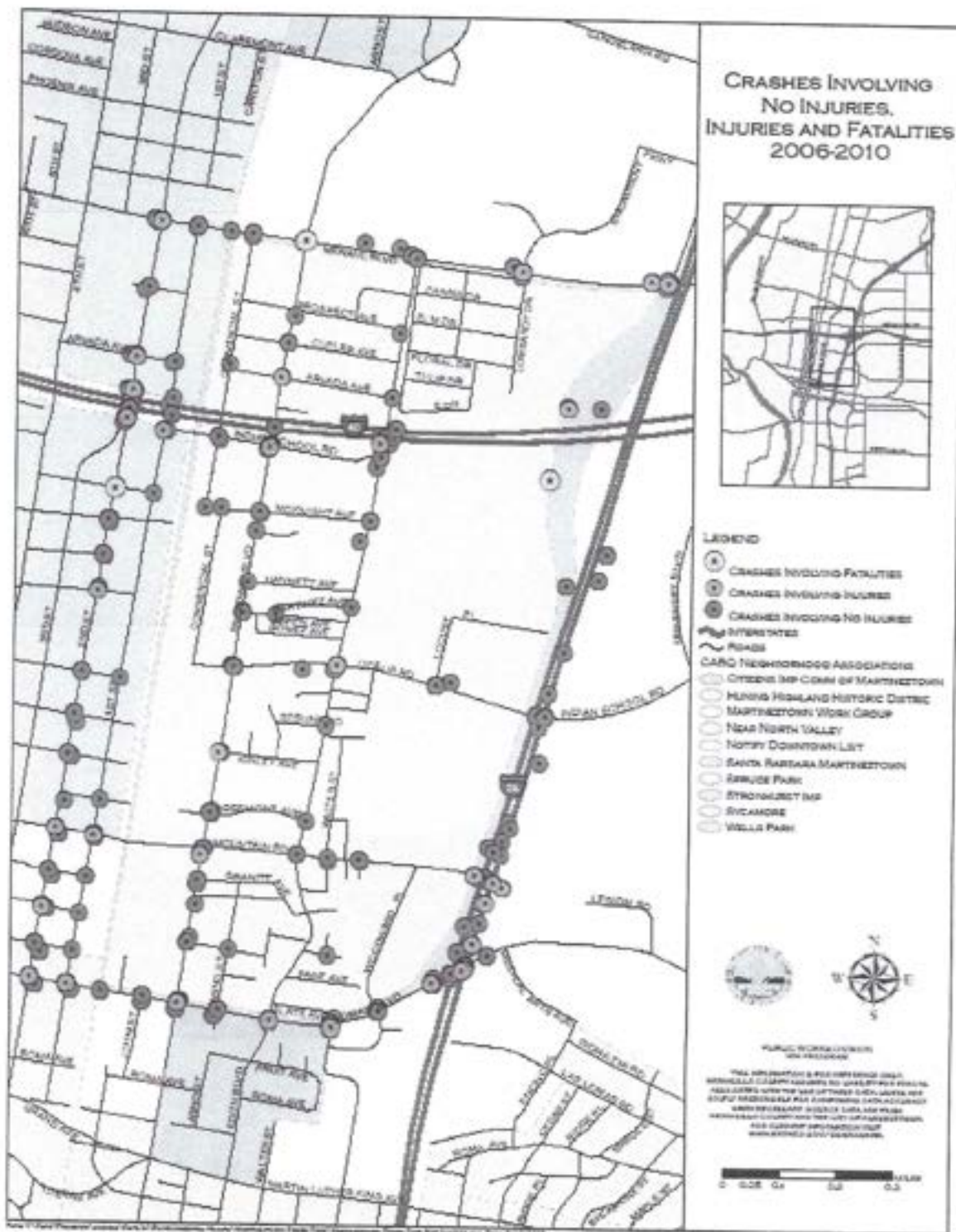
Lower speeds achieved through traffic calming measures can profoundly impact safety. A detailed analysis of 33 studies found that area wide traffic calming programs reduced injury accidents by 15%, with a smaller reduction of 10% on main roads<sup>xv</sup>.

### ***Current Crash Related Injuries and Fatalities in SB-MZ***

Map 2 shows the occurrence of crash related injuries and fatalities within the SB-MZ neighborhood boundaries for the time period of 2006 – 2010. Map 3 provides additional information on whether the crash involved a pedestrian, bicycle, or another vehicle.

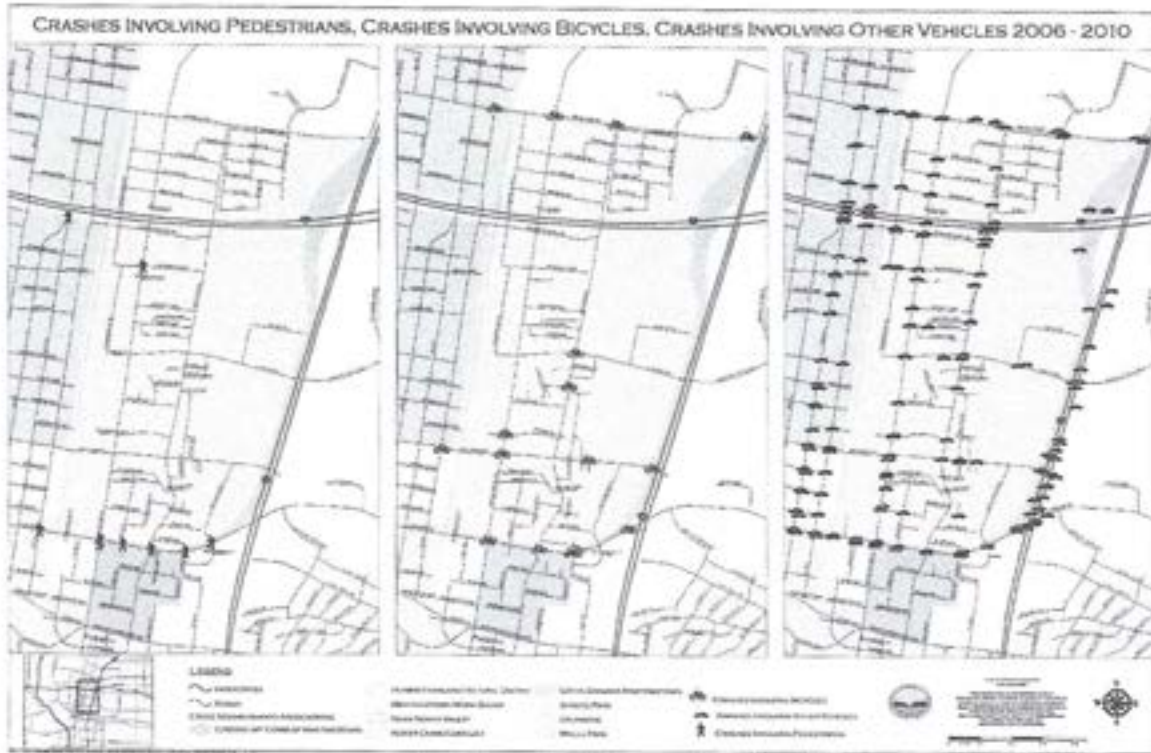
The Mountain Rd.-3<sup>rd</sup> St. and Mountain Rd.-Broadway intersections ranked 6<sup>th</sup> and 15<sup>th</sup> among the top 20 intersections in Bernalillo County having the highest fatal and injury crash rates for 2005-2009. Further, the Mountain Rd.-4th St. intersection ranked 8<sup>th</sup> among the top 10 intersections having crash rates involving pedestrians<sup>xvi</sup>, while the Mountain Rd.-3<sup>rd</sup> St. intersection ranked 2<sup>nd</sup> among the top 10 intersections having crash rates involving bicyclists.

Map 2: Location of crashes occurring within the boundaries of Santa Barbara-Martineztown



Source: Mid-Region Council of Governments, data provided via email request, May 2013

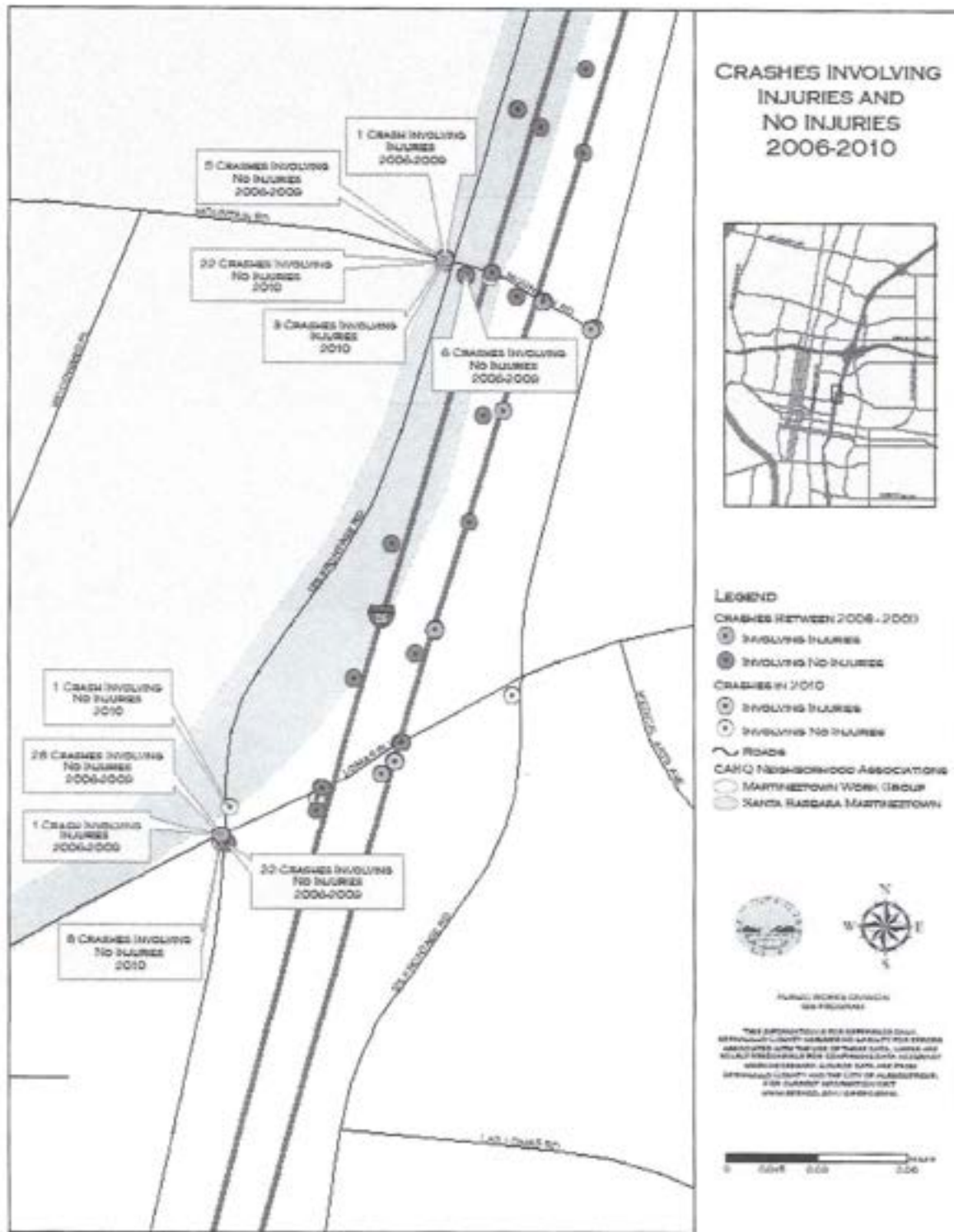
Map 3. Crashes involving pedestrians, bicyclists and other vehicles



Source: Mid-Region Council of Governments, data provided via email request, May 2013

Map 4 shows the occurrence of crashes resulting in injuries and no injuries for 2006-2009 and for 2010 for the west frontage road (north of Mountain Rd. to Lomas Blvd.), an area of concern to the residents living in SB-MZ, and for I-25.

Map 4. Crashes involving injuries and no injuries for residents' area of concern





Research shows that negative health outcomes, including injuries and fatalities from crashes, are linked to living in close proximity to busy roadways and railroads. Children and the elderly are particularly vulnerable to these negative health consequences.

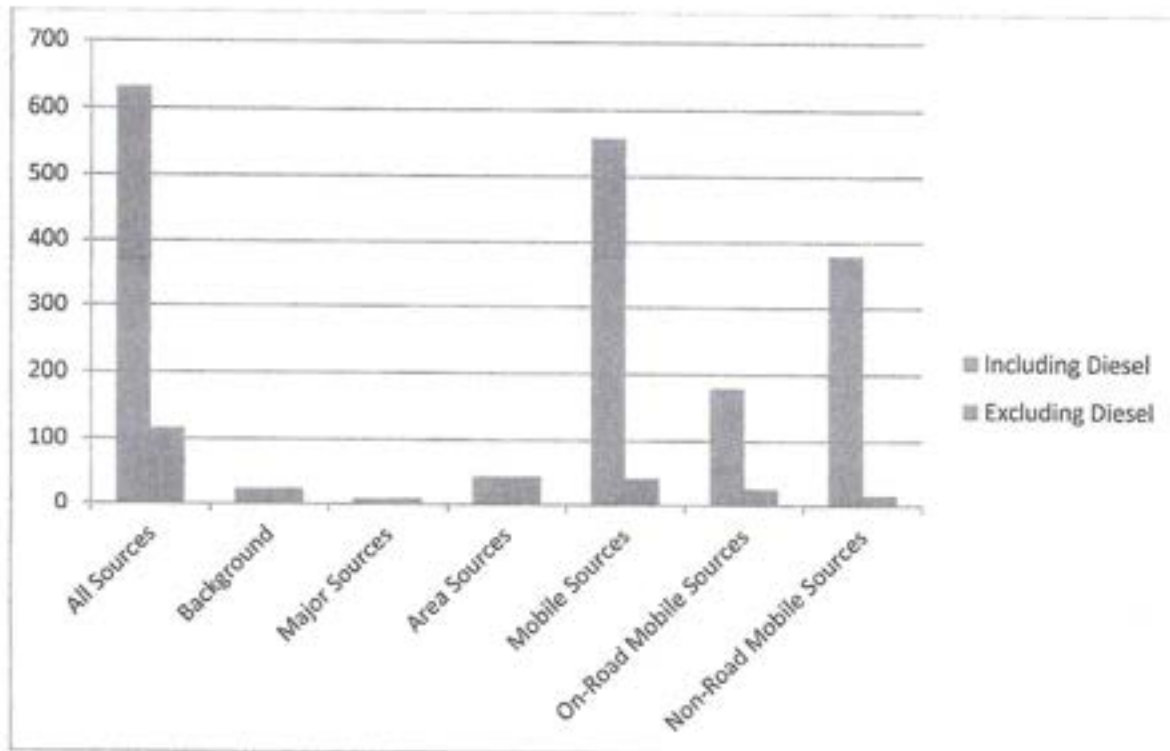
### Air Quality

#### *The Association between Traffic Related Air Pollution and Respiratory Illness, Cancer and Cardiovascular Disease*

Exposures to sources of traffic pollution can impact the health of a community. Adverse health outcomes associated with vehicle and train related air pollution, include respiratory diseases, such as asthma and chronic obstructive pulmonary disease, cancer and cardiovascular disease<sup>xvii</sup>  
xviii xix xx

Diesel emissions coming from trains and large trucks are one of the most toxic sources of emissions. In addition to carbon monoxide and nitrogen oxides, diesel exhaust is composed of fine particles that contain more than 40 cancer-causing substances, such as benzene, arsenic and formaldehyde<sup>xxi</sup>. Diesel exhaust is emitted at ground level, where one can breathe it, making it more harmful. Illness and deaths related to diesel exhaust is high. Approximately 21,000 people die prematurely each year from exposure to particulate matter from diesel engines. Every year, over 400,000 asthma attacks and 27,000 heart attacks are attributed to fine particles from diesel vehicles<sup>xxii</sup>. These illnesses lead to increased emergency room visits, hospitalizations and lost school and work days. Figure 5 shows the contribution of diesel emissions to cancer risks in the metropolitan areas of the U.S. Diesel emitted from off-road vehicles and on-road vehicles, such as large trucks, contribute to a vast majority of the cancer risks.

Figure 5. Distribution of estimated cancer risks in US metropolitan areas, per million



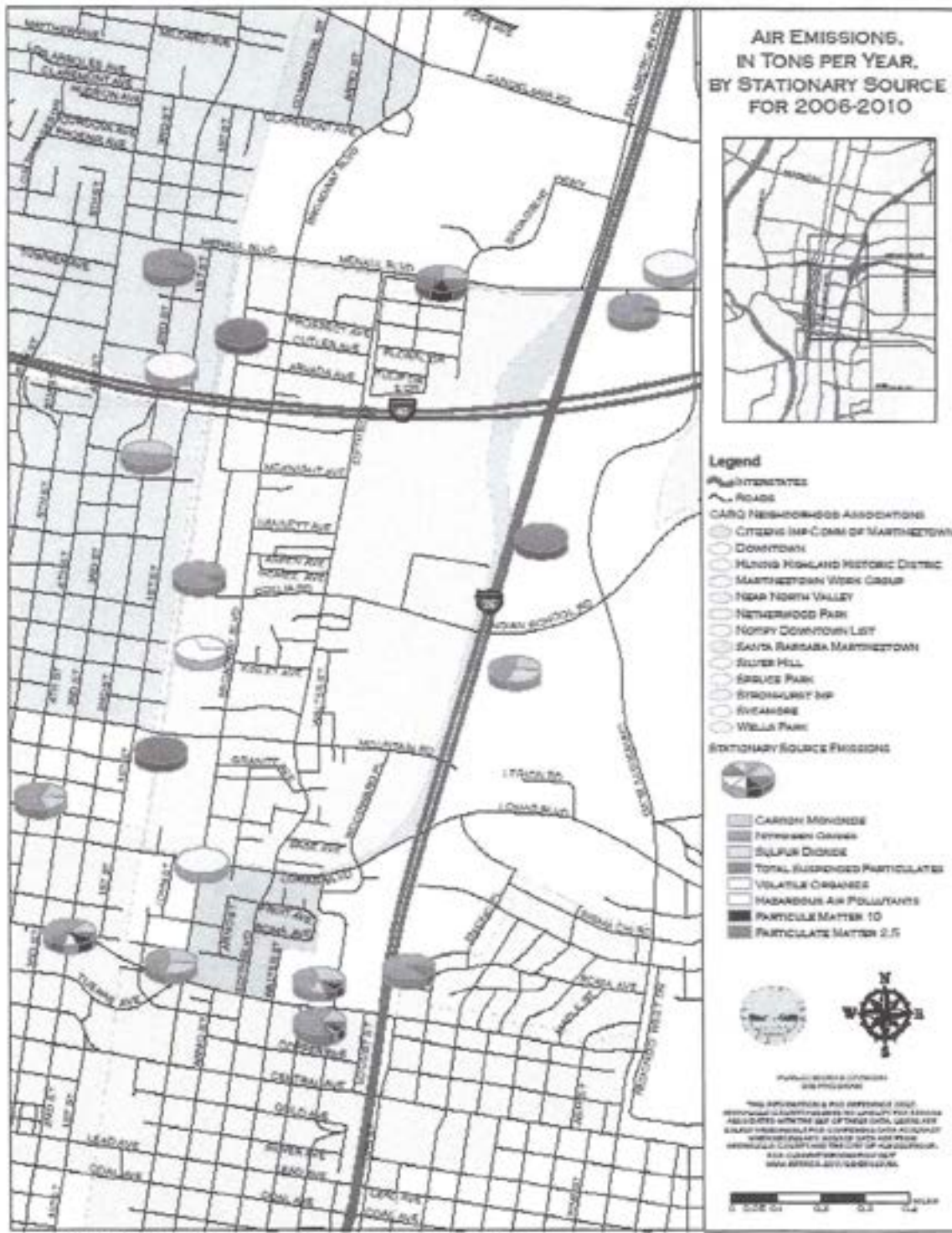
Source: Morello-Frosch R, Jesdle B. (2006) Separate and unequal: residential segregation and estimated cancer risks associated with ambient air toxics in US metropolitan areas.

### *Current Air Quality Conditions in SB-MZ*

Because there is no air quality monitoring station near or in the SB-MZ neighborhood, data on ambient air quality for the six Environmental Protection Agency criteria air pollutants (lead, carbon monoxide, sulfur dioxide, particulate matter, nitrogen oxides, and ozone) are unavailable. Therefore, it is difficult to estimate the contribution of emissions coming from vehicles travelling on the roadways intersecting or bordering SB-MZ, namely I-25, I-40, Lomas, and Menaul. Further, it is also difficult to estimate the diesel emissions from trains travelling on rail, located on the western border of the neighborhood.

In spite of these limitations, data do exist for facilities that have permits to emit air pollution in the neighborhood. Map 5 shows the locations of these facilities, by the specific pollutants emitted, in tons per year.

Map 5. Locations of facilities emitting air pollutants by tons per year



Source: Stationary Source Data File, City of Albuquerque, 2006-2010.

***Current Health Status for Diseases that are Associated with Poor Air Quality: Heart Disease, Chronic Respiratory Disease, and All Cancers in SB-MZ***

Table 1 shows the age adjusted death rates for heart disease, chronic lower respiratory disease, and cancers for the time period of 2005 to 2009 for the Department of Health's small area 8, which most closely approximates the boundaries of the SB-MZ neighborhood. When compared with Bernalillo County, the death rates for heart disease and all cancers are higher in SB-MZ, 190.2 deaths per 100,000 people and 197.6 deaths per 100,000 people, respectively. Conversely, the death rates for chronic lower respiratory disease are higher in Bernalillo County at 45.6 deaths per 100,000 people.

Table 1. Age-adjusted death rates for heart disease, chronic lower respiratory disease, and all cancers combined, 2005-2009, small area 8-Bernalillo County, Lomas Broadway and Bernalillo County

<b>Age-Adjusted Death Rate for Heart Disease, 2005-2009*</b>			
	<b>Number of Deaths</b>	<b>Number in the Population</b>	<b>Deaths Per 100,000 Population</b>
<b>Small Area 8-Bernalillo County, Lomas Broadway</b>	199	103,289	190.2
<b>Bernalillo County</b>	5,134	3,156,640	162

\*Circulatory, Heart Disease (ICD10: I00-I09, I11, I13, I20-I51)

<b>Age-Adjusted Death Rate for Chronic Lower Respiratory Disease, 2005-2009*</b>			
	<b>Number of Deaths</b>	<b>Number in the Population</b>	<b>Deaths Per 100,000 Population</b>
<b>Small Area 8-Bernalillo County, Lomas Broadway</b>	43	103,289	41.6
<b>Bernalillo County</b>	1,413	3,156,640	45.6

\*Respiratory, Chronic Lower Respiratory Disease (ICD10: J40-J47)

<b>Age-Adjusted Death Rate for All Cancers Combined, 2005-2009</b>			
	<b>Number of Deaths</b>	<b>Number in the Population</b>	<b>Deaths Per 100,000 Population</b>
<b>Small Area 8-Bernalillo County, Lomas Broadway</b>	206	103,289	197.6
<b>Bernalillo County</b>	4,936	3,156,640	155.5

\*Neoplasm, Malignant (ICD10: C00-C97)

Source: New Mexico Indicator-Based Information System (NMIBIS)

## Noise Levels

### *The Association between Traffic Related Noise Levels and Learning Disabilities among Children*

Traffic noise has been linked to many adverse health outcomes, including general quality of life, induced hearing loss, increases in blood pressure and cardiovascular diseases, and psychosocial disorders such as noise induced sleep disturbances<sup>xxiii</sup>. There is a dose response relationship for all of these. As persistent noise levels increase, adverse health outcomes also increase<sup>xxiv</sup>.

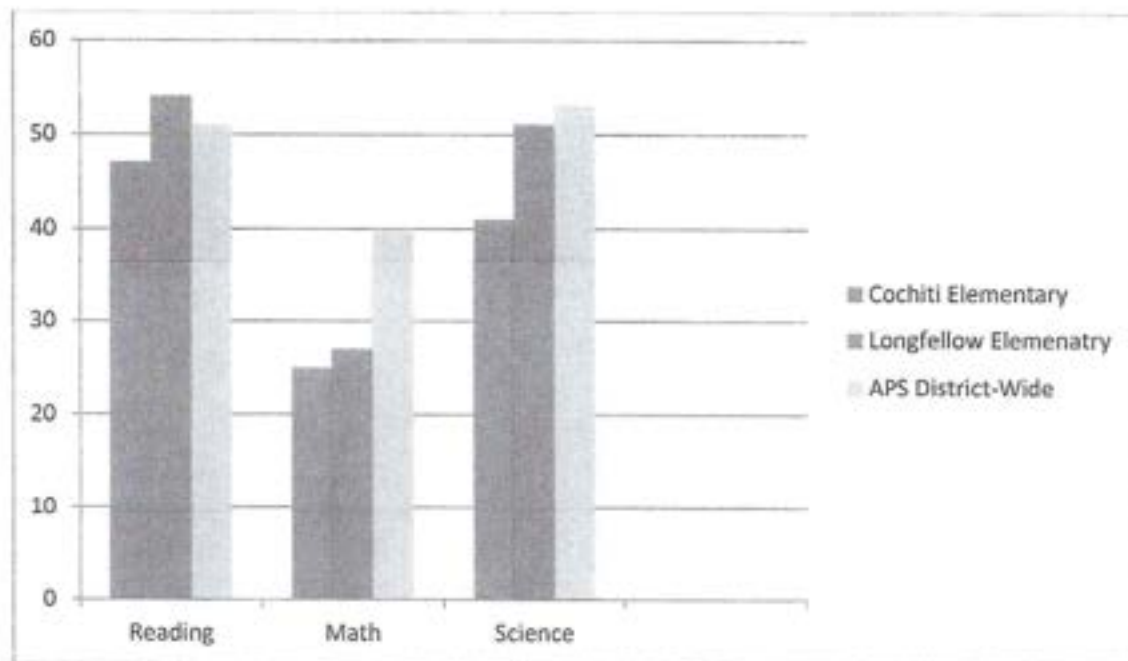
These adverse health outcomes are particularly pronounced in children who have less well-developed immune, cardiovascular and neurological systems. Therefore, children have an additional risk from excessive ambient noise exposure<sup>xxv</sup>. Evans et al. examined children exposed to moderate road traffic noise (outside daytime level  $L_m > 60\text{dB(A)}$ ). Their night time urine contained increased concentrations of free cortisol and cortisol metabolites when compared to those of children living in quieter areas (outside daytime level  $< 50\text{dB(A)}$ )<sup>xxvi</sup>. Studies have also found that children exposed to intense ambient noise from traffic and aircraft at school may have lower reading and math scores than children who attend quieter schools.

### *4<sup>th</sup> Grade Reading, Math and Science Scores among Children Attending Schools in SB-MZ*

Residents of SB-MZ suffer from traffic related noise because of their close proximity to two large interstates, I-25 and I-40 and the BN&SF railroad. High noise levels can impact children's stress levels and reading and math scores.

There are two elementary schools located in the SB-MZ neighborhood, Longfellow and Cochiti. According to New Mexico Standards Base Assessment for the 2007-2008 school year; 47%, 25%, and 41% of 4<sup>th</sup> graders attending Cochiti Elementary were at or above proficiency levels for reading, math and science, respectively. Reading, math, and science proficiency scores for 4<sup>th</sup> grade students attending Longfellow Elementary School were 54%, 27%, and 51%, respectively. Albuquerque Public School district-wide scores for 4<sup>th</sup> grade students at or above proficiency levels for reading, math and science were 51%, 40%, and 53%, respectively (figure 6).

Figure 6: Percent 4<sup>th</sup> grade students at or above proficiency level for the 2007-2008 school year

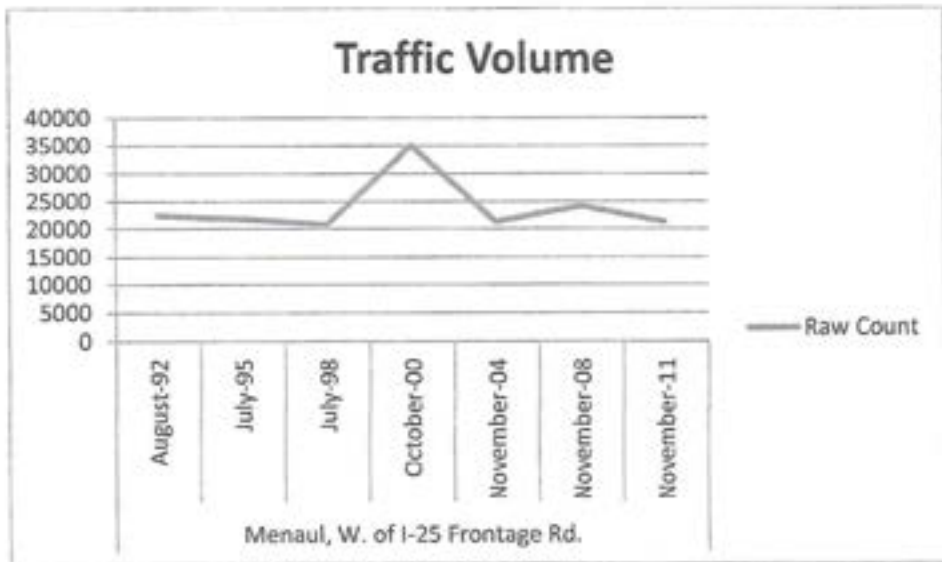
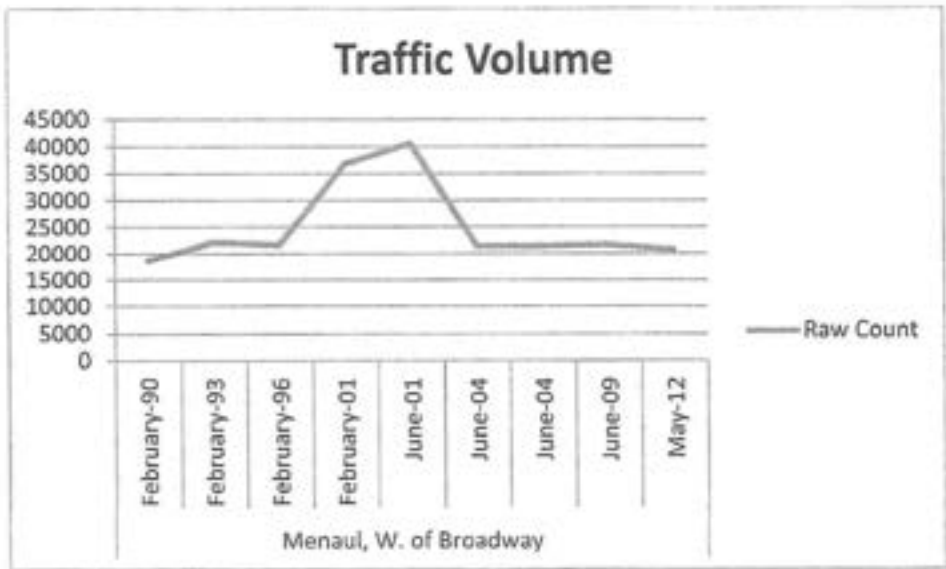


Source: Albuquerque Public Schools, New Mexico Standards Base Assessment

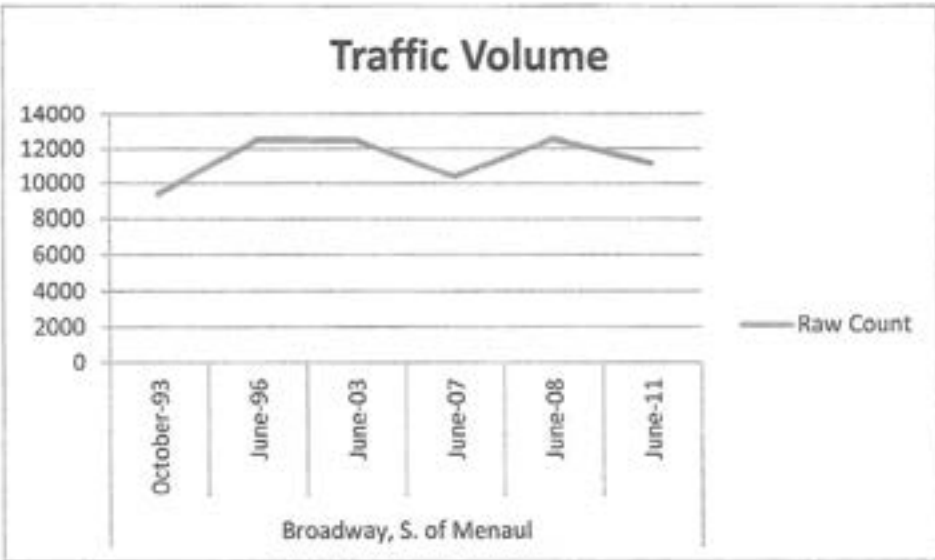
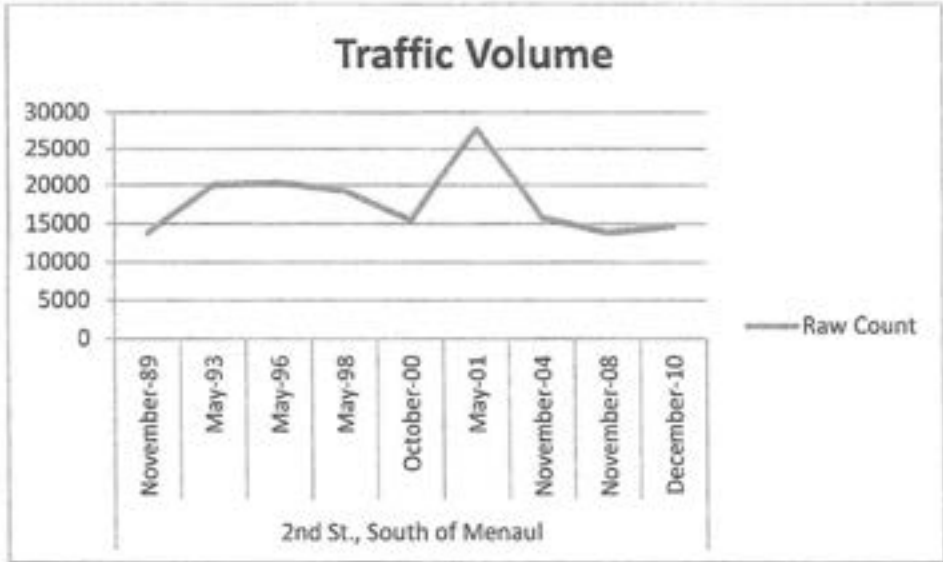
### **Conclusion**

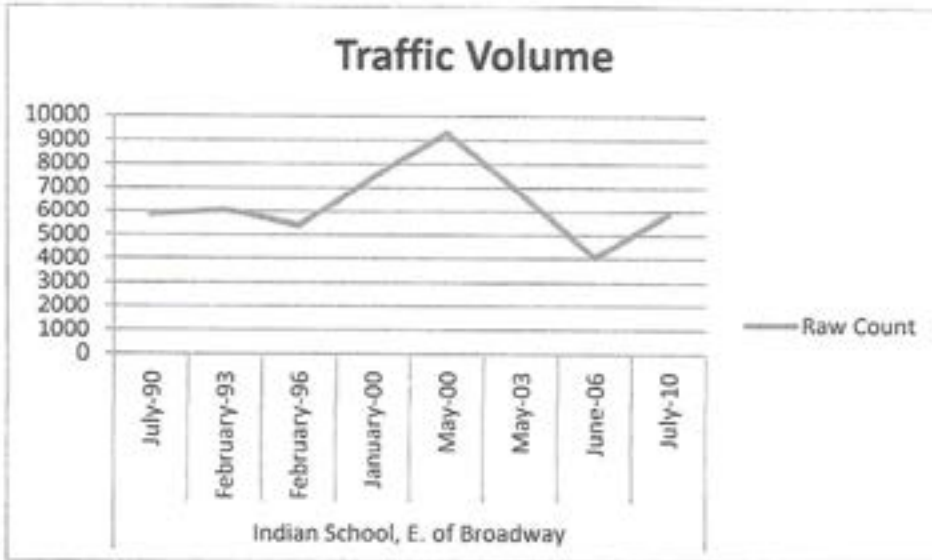
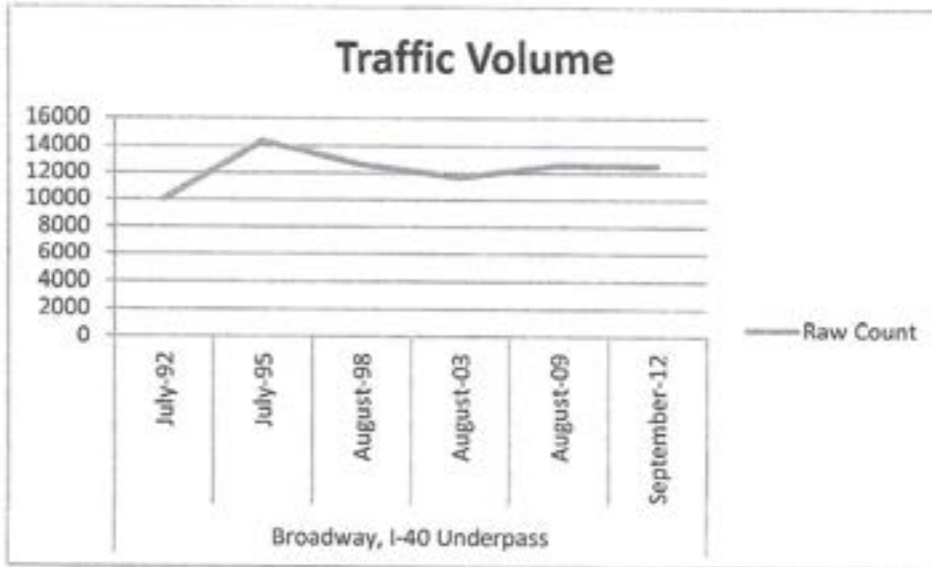
Given the data provided above we urge you to consider the ways that increased traffic, a potential result of 2012 Plan implementation, may negatively impact the health of residents living in the SB-MZ neighborhood.

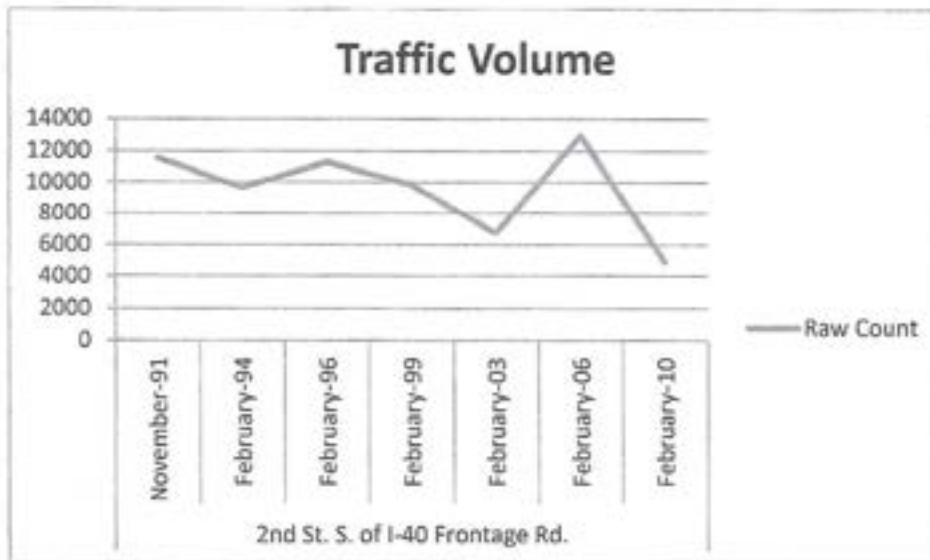
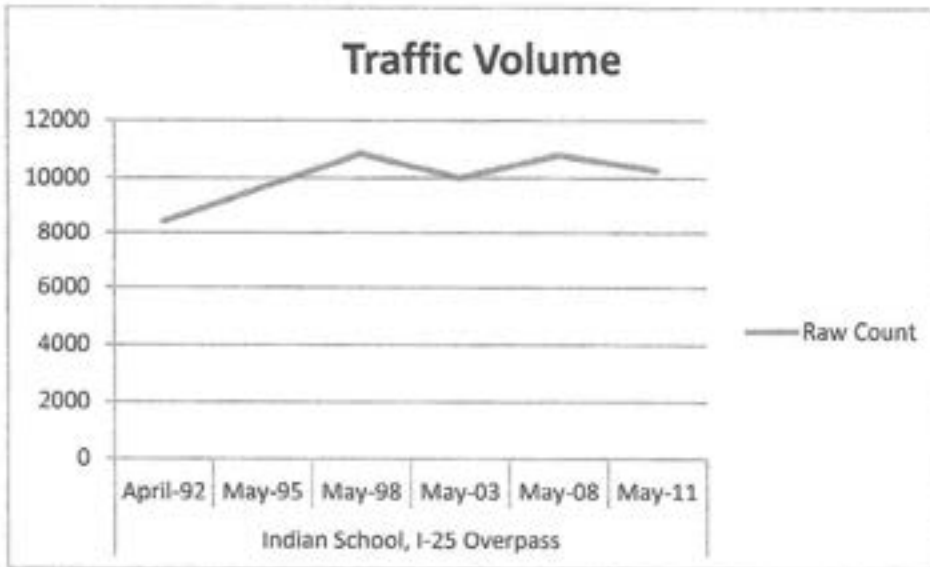
**Attachment 1: Traffic Volumes by Number of Vehicles, Date and Location**

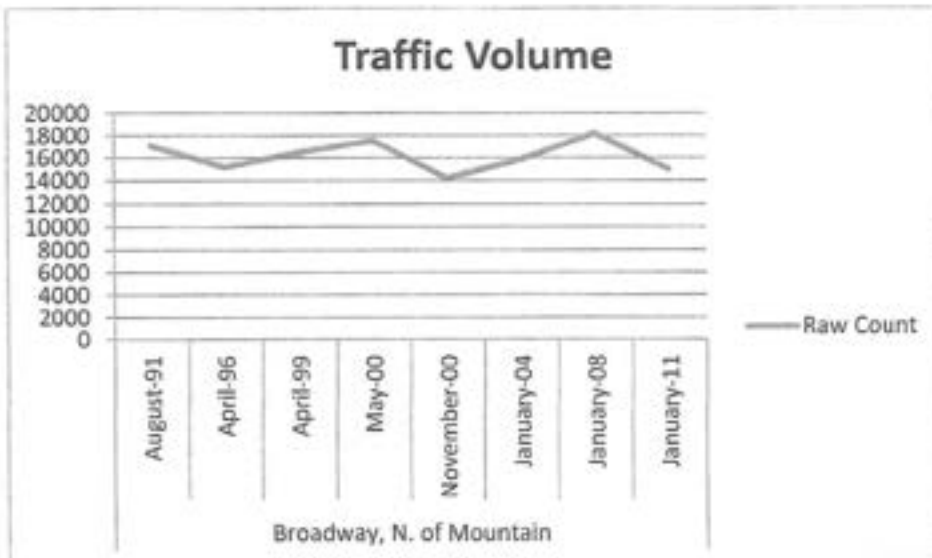
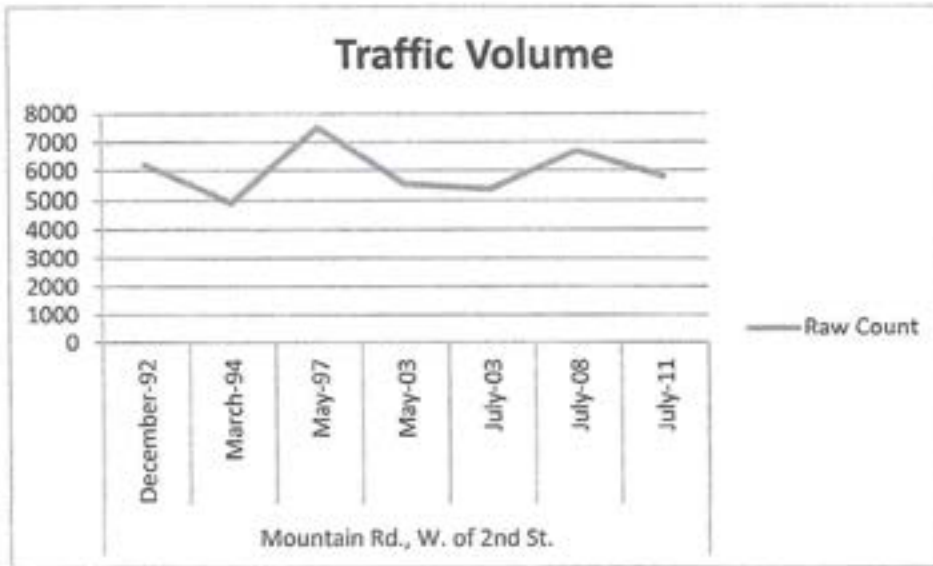


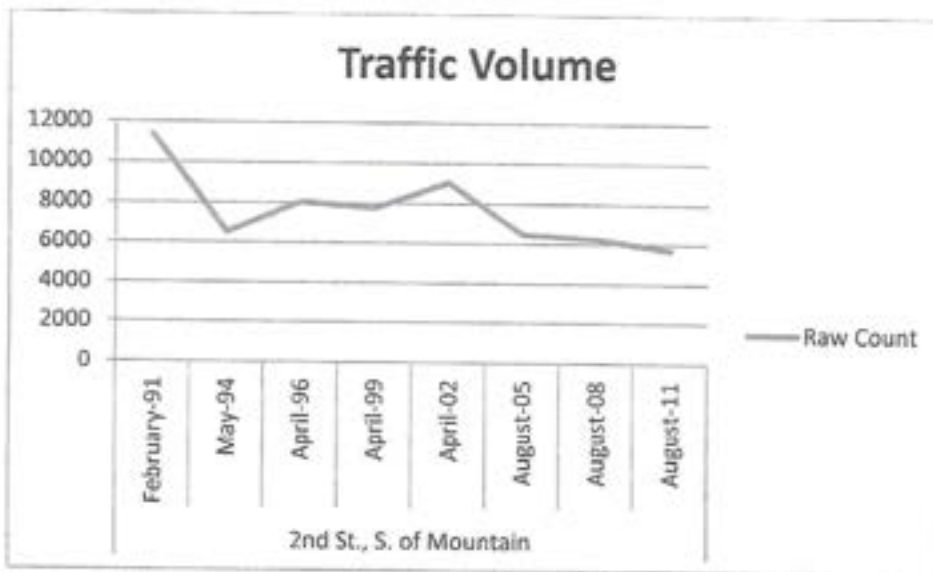
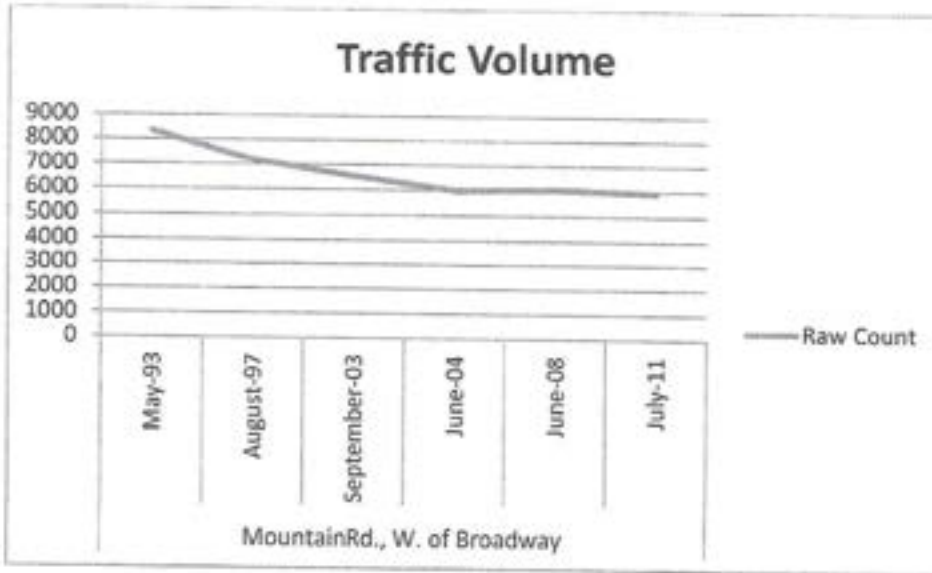


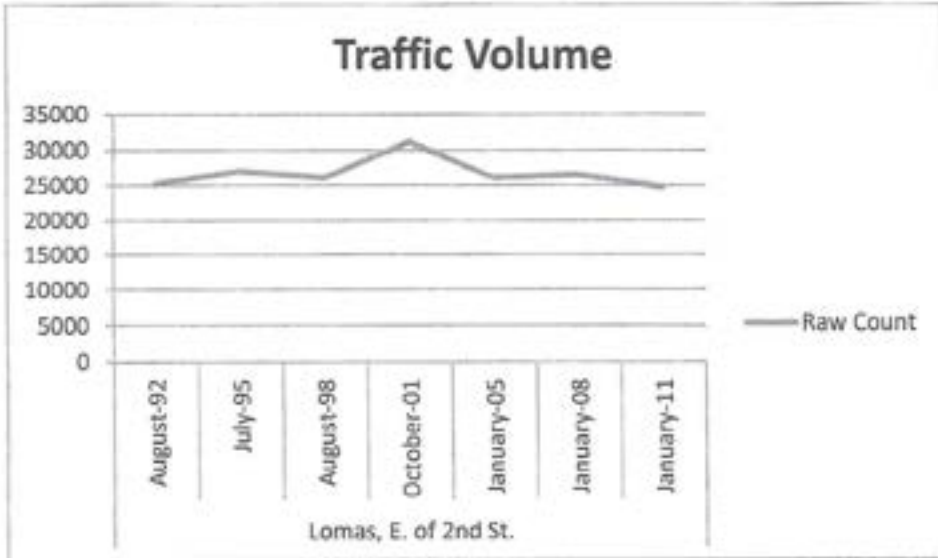
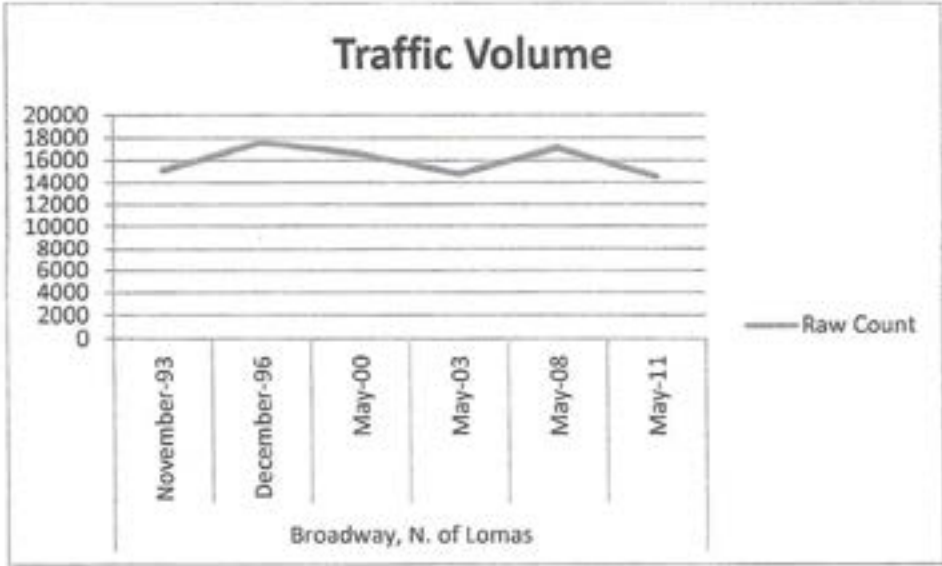




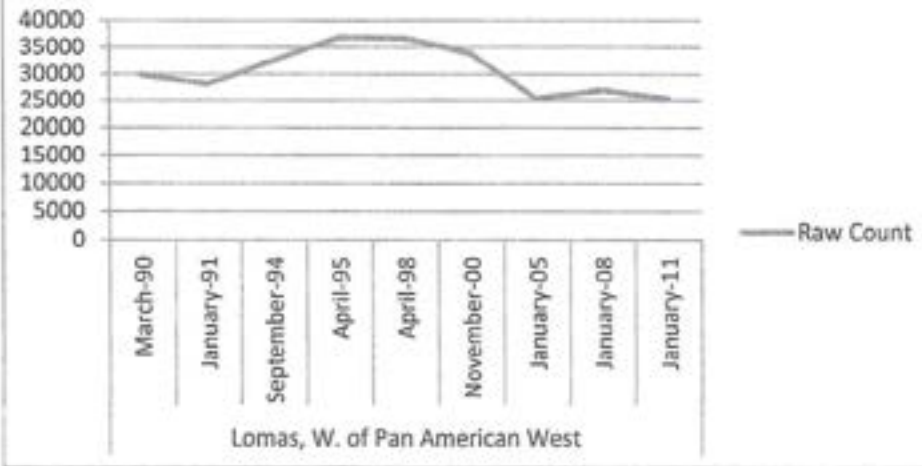








# Traffic Volume



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- <sup>vii</sup> Email correspondence by E. Webster, Mid-Region Council of Governments, May 2013.
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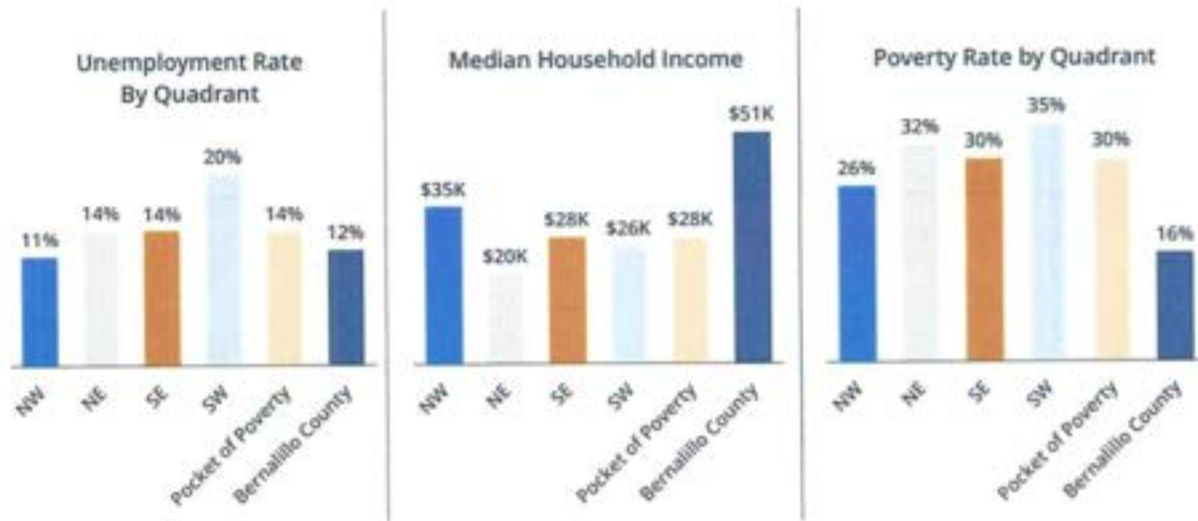


# Exhibit 2A

Housing and Neighborhood  
Economic Development Fund

2022 Comprehensive Plan

Figure 7: Data Analysis—Unemployment, Median Household Income, Poverty Rate



## REAL ESTATE CONDITIONS

Higher rents, lower vacancies, and increasing demand for new real estate development characterize the office, industrial, retail, and multi-family rental markets since 2002 and suggest that while the real estate market in the Pocket is growing, these conditions have not improved local residents' economic prospects.

### IMPACTS OF CURRENT ALBUQUERQUE PLANNING INITIATIVES

These pressures will only intensify as there are many new development projects in the pipeline that will impact the local real estate market, drive demand upward, and potentially place increasing costs pressures on low-income households and local businesses. While these new developments are exciting for Albuquerque residents, they may create inhospitable economic conditions that produce neighborhood displacement of residents and small businesses and overall gentrification. These projects include but are not limited to:

- Rail Trail and Greater Downtown Urban Trail projects
- Rail Yards redevelopment
- Proposed stadium for the New Mexico United professional soccer team

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# 1 Introduction

Martineztown/Santa Barbara is an historic neighborhood located within the Central Urban Area near Albuquerque’s downtown employment district and The University of New Mexico North Campus. (See figure 1.)

Martineztown/Santa Barbara is one of eleven historic and economically interrelated neighborhoods in the Central Urban Area that have suffered disinvestment and decline. Much of this central area has been redeveloped with an emphasis on cultural and historic preservation as well as commercial revitalization.

Martineztown/Santa Barbara needs redevelopment and preservation.

This Plan area is approximately 548 acres bounded by Menaul Boulevard on the north, Lomas Boulevard on the south, the New Mexico Railrunner Express Railway tracks (NMRX) on the west, and Interstate 25 on the east. (See figure 2.)

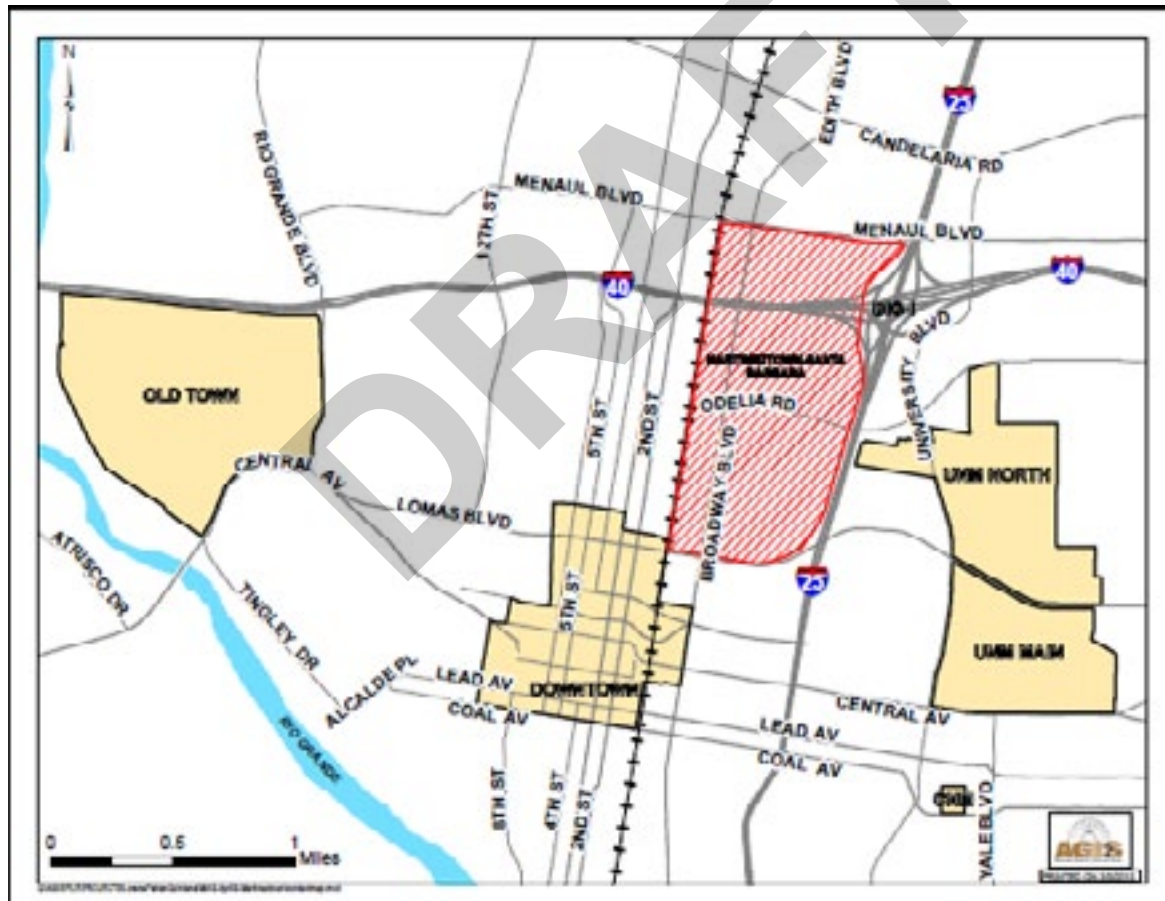


Figure 1 – Context Map

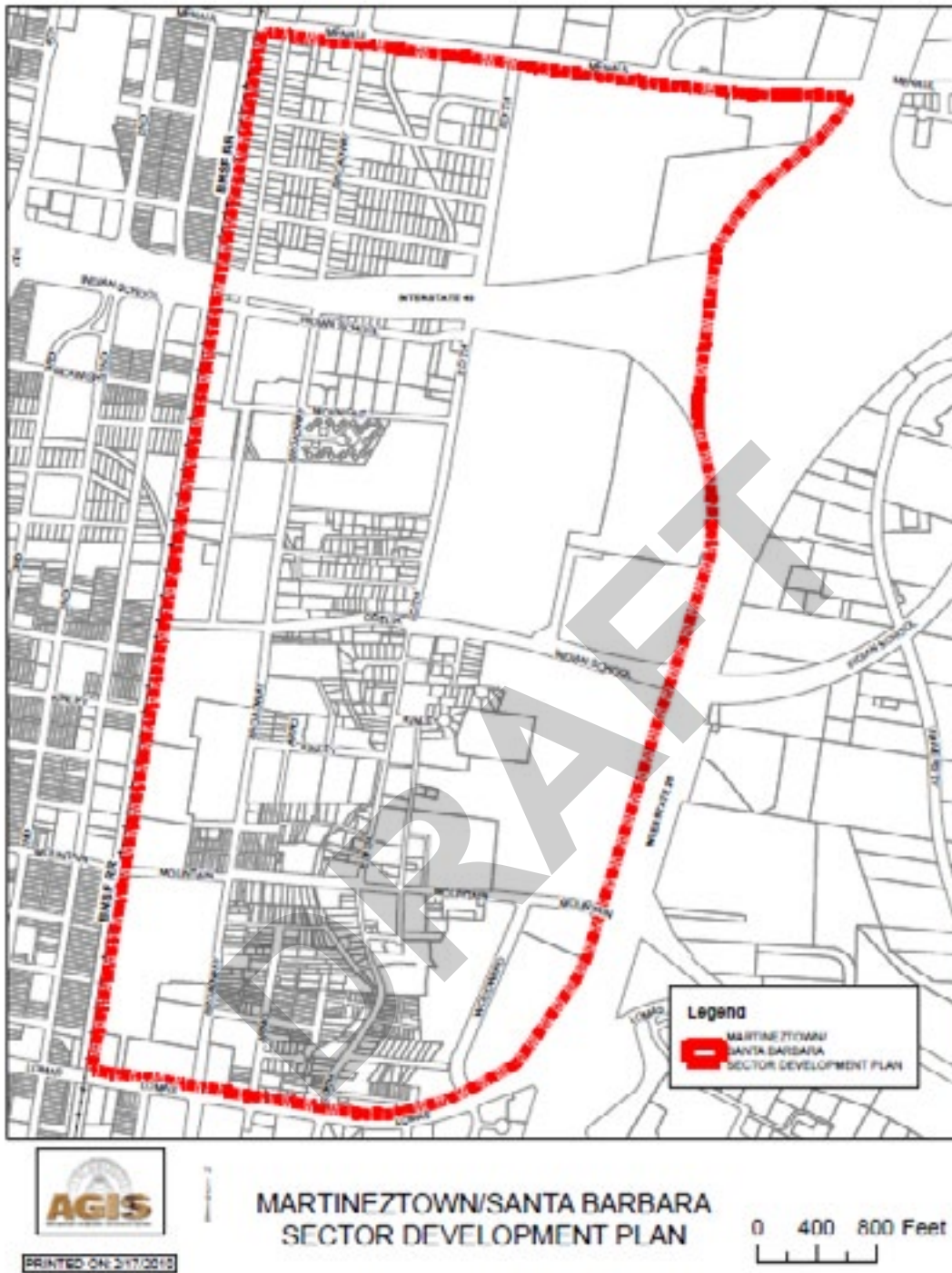


Figure 2 – Boundary Map

## **A. Purpose**

This Sector Plan addresses issues identified by the Martineztown Neighborhood Association in their December 2006 letter to the Albuquerque Planning Department. Specific neighborhood issues were: incompatible land use patterns and existing zoning; flooding and drainage problems; inadequate sanitary sewer line capacity and condition; and, commercial and high speed traffic in the neighborhood.

This Plan establishes land development regulations and recommends capital improvements to preserve and protect the neighborhood's historic residential core and existing commercial properties. This short range action plan addresses the immediate needs of the neighborhood and serves as a guide for future development.

The purpose of this Plan is to secure and maintain a balanced and stable economy for the area. The proposed programs, policies, and projects will aid in the elimination of current and prevention of future blighted conditions.

Martineztown/Santa Barbara was designated a Metropolitan Redevelopment Area in 1989. To date, no Metropolitan Redevelopment Plan (MRP) exists for this area. This Plan recommends a separate Redevelopment Plan be written and adopted using this Sector Plan for its framework. There is a section in this document that proposes specific catalytic projects for redevelopment and suggests possible funding sources.

Upon adoption of this updated plan, the former Martineztown/Santa Barbara Sector Plan adopted March 1990 is repealed.

## **B. What This Plan Does Not Include**

This Plan does not address all area issues identified by the community. The Plan does not address social service program development nor does it emphasize the many projects that the neighborhood could initiate to improve their quality of life.

## **C. Process**

This Plan is the cooperative work of the Martineztown/Santa Barbara community and the City of Albuquerque Planning Department with assistance by the consulting firm Sites Southwest.

In 2007, working committees were formed and composed of representatives from businesses, area property owners, and community activists. Stakeholder interviews were conducted and included one-on-one discussions and interviews. The results of the outreach are reflected in this Plan.

**Advisory Committee** - The Advisory Committee is a citizen's group of volunteers from the neighborhood that: assessed current needs as defined by the neighborhood association; identified additional neighborhood issues; and, assisted in the development of this update to the 1990 Martineztown-Santa Barbara Sector Development Plan. All attendees at the initial public meeting held in June 2007 were invited to join the Advisory Committee.

**Community Survey** - After the Advisory Committee completed their identification and evaluation of capital improvement priorities, a survey was developed and mailed to property owners, business owners, and made available to renters within the plan boundaries. The survey listed 16 capital improvement projects and requested the respondent to rank the projects in order of importance. The respondents were encouraged to add additional projects. Approximately 2,000 surveys were distributed and 93 or approximately 5 percent were returned completed.

**Business Owner Involvement** - The area's business owners and business property owners also provided input. They identified issues at two meetings held for the area's commercial and service community. Issues noted by the community, possible solutions, and the results of the capital project survey were presented. Members of the business community were encouraged to discuss their concerns, and a useful dialogue ensued. The inputs of the commercial and service community are also reflected in this Plan.

**Small Area Meetings** - Five small area meetings were held to allow residents, property owners and business people who lived, worked or owned property in a particular section of the Sector Plan boundary to further explore and comment on zoning proposals.

## **D. Community Vision and Goals**

At the June 2007 public meeting, participants voiced their issues and concerns regarding: community identity; vehicle and pedestrian circulation; drainage; and capital improvements. The following vision was developed by meeting attendees.

### **Community Vision**

"Martineztown-Santa Barbara shall remain a low-density residential neighborhood that is family and child-friendly. Preservation of its historic architectural character shall be maintained through preservation of historic buildings and development of new affordable infill housing or redevelopment designed to fit that character. Its streets shall be narrow, pleasant, walkable and safe for pedestrians with good multi-modal circulation. There will be some preservation of open space, opportunities for multi-generational recreation and a local restaurant and market for residents to walk to. Stormwater drainage will be sufficient, and there will be adequate parking and paved streets."

### **Goals**

Increase single family residential zoning



Preserve historic architectural character  
Improve streetscapes and create a safe multimodal circulation network  
Increase opportunity for local restaurants and markets within walking distance  
Improve drainage  
Increase parking opportunities and pave streets

### **Action Plan**

In order to address the community goals, this Plan's recommendations include the following.

Increase single family residential zoning

- Change zoning in appropriate areas to less intense manufacturing and commercial use to allow for additional housing opportunity
- Change zoning to increase single family residential zoning throughout the residential district

Preserve historic architectural character

- Create an Historic Residential Corridor along Edith Boulevard
- Place monument identification signs at key entrances to the neighborhood
- All amenities such as street lights, benches, signage etc., should have a consistent theme that reflects the culture and history of the neighborhood
- Design a Plazuela (small plaza) with visual art to commemorate the crossroads of the Carnuel Trail and the Camino del Lado

Improve streetscapes and create a safe multimodal circulation network

- Create a consistent width of Mountain Road/Streetscape from Broadway to I-25
- Install sheltered bus stops on either side of Mountain close to the Neighborhood Activity Center
- Add public amenities such as benches, shelters, and signage
- Require all properties along Broadway Boulevard to meet modified landscaping regulations within five years of adoption of this Plan
- Request an engineering study to identify pedestrian access needs, traffic calming and roadway needs and opportunities. The study is to include a warrant study for a traffic signal at the Woodward/Lomas intersection
- Make streetscape improvements along Odelia to slow traffic and provide additional safety features based on the engineering study.
- Discourage non-local motorized traffic on Edith Boulevard **Note: by what means.....? discuss**
- Implement the City's proposed bicycle facilities improvements
- Create enhanced pedestrian routes along Mountain, Odelia, and Edith
- Improve pedestrian street crossings by adding crosswalks based on the engineering study and consistent with city policy
- Perform a sidewalk inventory and pedestrian circulation study

Increase opportunity for local restaurants and markets within walking distance

- Develop a Neighborhood Activity Center at the corner of Mountain and Edith
- Modify zoning to reflect the traditional mixed use of Mountain and Broadway
- Modify zoning to reflect existing mixed uses along Lomas and along Broadway

Improve drainage

- Create a green buffer between the residential and service districts by vegetating the escarpment
- Plan and implement soil erosion control and landscaping on Odelia between Edith and High Street
- Develop a high capacity detention basin designed as a multi-use/park facility to replace the temporary pond

Increase parking opportunities and pave streets

- Pave unpaved roads and add curb and gutter or alternative walkway/storm drainage features

The Plan area is divided into four districts based on their predominant land uses. The Plan describes each area's condition, analyses the issues and provides recommendations to support one or more of the goals. Vehicle, bicycle, and pedestrian circulation are examined in the same manner but for the entire plan area rather than by district.

## **E. Community Character and Conditions**

### **Settlement**

Martineztown/Santa Barbara is one of Albuquerque's historic neighborhoods. Located northeast of New Town (downtown) along the Acequia Madre de los Barelvas, the neighborhood began as an agricultural settlement at the crossroads of Mountain Road (also known as the Old Carnuel Trail) and Edith Boulevard (also known as El Camino del Lado). Don Manuel Antonio Martin founded the community in about 1850 when he relocated his family from the Old Town area to the open pasture land on the edge of the east mesa sand hills. The neighborhood's name is derived from the Martin family.

The Martin family's settlement was intersected by the high route of El Camino Réal de Tierra Adentro (The Royal Road of the Interior), a 1,600-mile trade road from Mexico City to Santa Fe. El Camino Réal was the main north-south road linking the New World Spanish colonies. Running through the Middle Rio Grande Valley and the current site of Albuquerque, there was constant activity along El Camino Réal, which was New Mexico's lifeline to the outside world. The general path of El Camino Réal was established by the Spanish colonists under Juan de Oñate. The route was the first wagon road established in the province of New Mexico and followed along the eastern edge of the Rio Grande, with the exception of the Jornada del Muerto pass (Journey of the Dead Man). The early route of El Camino Réal in Albuquerque followed the eastern edge of the valley below the sand hills and above the low, marshy areas

of the valley floor. After the Pueblo Revolt of 1680, a series of roads linking valley settlements developed in Albuquerque. This gave travelers along El Camino Real several choices of north-south routes when they approached Albuquerque. El Camino Real, however, remained along the eastern edge of the valley floor, and its course through Albuquerque was known as El

Camino del Lado or El Camino de Ladera (the road along the edge). El Camino del Lado was used for local and trade traffic during inclement weather when the valley floor was flooded and muddy. The general consensus among historians is that this route followed the approximate course of what later became Bernalillo Road and then Edith Boulevard. (Cibola Research Consultants, 2001) (See figure 3.)

Early development in Martineztown followed the typical pattern of Spanish valley settlements with long, narrow parcels running perpendicular to the Acequia Madre de los Barelás. A few scattered houses were located along Bernalillo Road east of the Acequia. The neighborhood continued to develop as a settlement cluster and flourished after the arrival of the railroad in 1880. Around the turn of the 20<sup>th</sup> century, Santa Barbara, which took its name from a local cemetery, began to grow to the north between Mountain Road and Odelia.

The railroad created modern-day Albuquerque and brought many changes to Martineztown/Santa Barbara. The railroad era signaled a gradual change from agriculture to wage-based employment. Many area residents secured employment with the railroad and with other commercial operations that developed in and around the neighborhood. Among the early businesses were two wool-scouring mills, one of which opened in 1895 at the corner of

Mountain Road and the Atchison, Topeka and Santa Fe Railway tracks (now owned by the NM Rail Runner Express). A number of smaller, neighborhood-oriented businesses were also established, including grocery stores, barber shops and general stores. Four dance halls operated in the area during the 1920s and 1930s.

The Second Presbyterian Church and San Ignacio de Loyola Parish have figured prominently in the community. Area residents assisted with the adobe brick construction of San Ignacio (1913-1916). The church was given official parish status in 1926. The Second Presbyterian Church was founded in 1889 after the Martinez family converted to Protestantism. The existing church building was constructed in 1922, four blocks south of the original church site, which was located at the curve on Edith Boulevard. Due to the Protestant Hispano population in the neighborhood, the community was known locally as La Placita de los Protestantes.

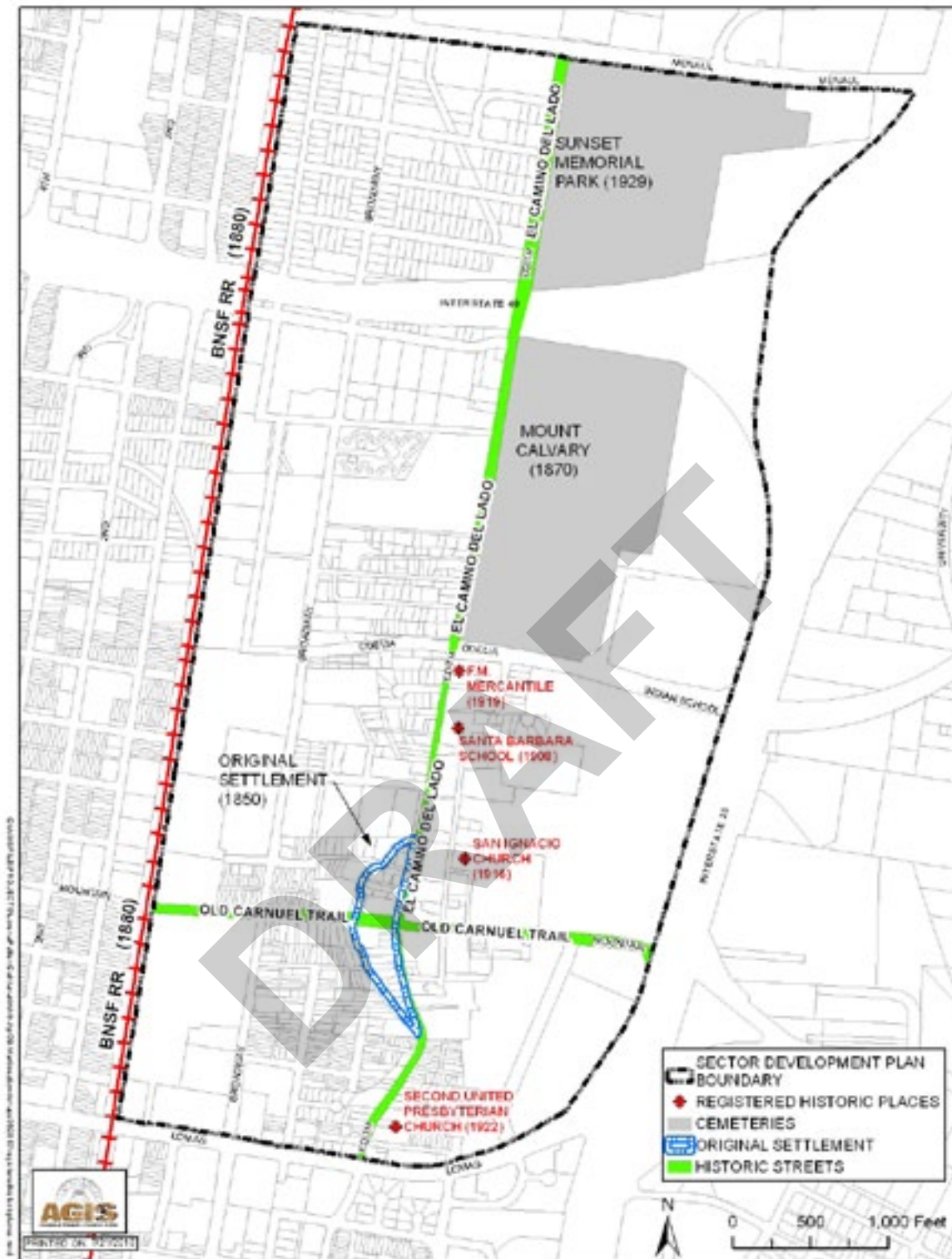


Figure 3 – Area’s Historic Relevance

Located next to and affiliated with the Presbyterian Church, the Martineztown House of Neighborly Service has provided a variety of social services to area residents since the 1920s. Provision of municipal services and facilities began after 1900. Martineztown was annexed by the City of Albuquerque in 1898, but it was not until 1948 that Santa Barbara was incorporated. Santa Barbara School, built prior to World War I, was part of the county school system and was later acquired by the Albuquerque Public School District. In the late 1920s, Edith Boulevard was paved, and the section of Odelia Boulevard from Broadway to Edith Boulevard was constructed. In the 1930s, the Santa Barbara-Martineztown Community Center was built at 1320 Edith and later demolished. Water and sewer lines were extended to area residents in the late 1930s.

Since its beginning as an agricultural settlement, Martineztown/Santa Barbara has been somewhat isolated and independent from surrounding communities. The neighborhood was distant from established development enclaves, and over the years physical barriers have reinforced this separation. The marsh that once lay on the western edge of the neighborhood (between Mountain Road and present-day Lomas Boulevard) inhibited development and formed a natural barrier between Martineztown/Santa Barbara, Old Town, and Downtown. The railway tracks along with the interstate systems have contributed to the area's physical separation from adjacent communities.

Today, portions of the community retain the look and feel of a traditional New Mexico village. Many families still live on properties that have been handed down through several generations. This continuity has contributed to the strong attachment residents have for the neighborhood. Adding to the area's unique character is a pattern of winding streets and narrow, irregularly shaped lots, typical of many Spanish settlements. This contrasts with the block-grid style of development that dominates post-railroad Albuquerque.

The physical and economic condition of the neighborhood began declining after World War II. Population decreased and a general deterioration of housing stock took place. Vacant land attracted manufacturing uses, open storage and warehousing. The abundance of commercial and industrial zoned land and the resulting encroachment of commercial uses into residential areas encouraged land speculation and discouraged residential development and reinvestment.

Since adoption of the 1976 Sector Development Plan and the 1978 and 1990 Sector Development Plan Updates, a number of physical improvements have occurred. Recent improvements include housing rehabilitation, street realignment and paving, development of three area parks, and conversion and rehabilitation of the Santa Barbara School into eight senior apartments, a community room and office space.



Historic buildings in Santa Barbara/Martineztown (top, l to r) San Ignacio Church (1916), Santa Barbara School (1908-1930), (bottom, l to-r) Second United Presbyterian Church (1922) are listed on the State and National Registers. The Mercantile Building (1919) (lower right) is listed on the State Register.

## F. Zoning History

When its original zoning was established in 1959 (see figure 4), Martineztown-Santa Barbara was envisioned to be an expansion area for Downtown. Despite the existing prevalence of low density residential land use, much of the neighborhood was zoned commercial and industrial. The northern and central sections of the neighborhood developed with residential uses surrounded by commercial and light industrial uses along major arterials. By contrast, the southern area continued to develop as primarily single-family residential, despite heavy commercial and light industrial zoning.

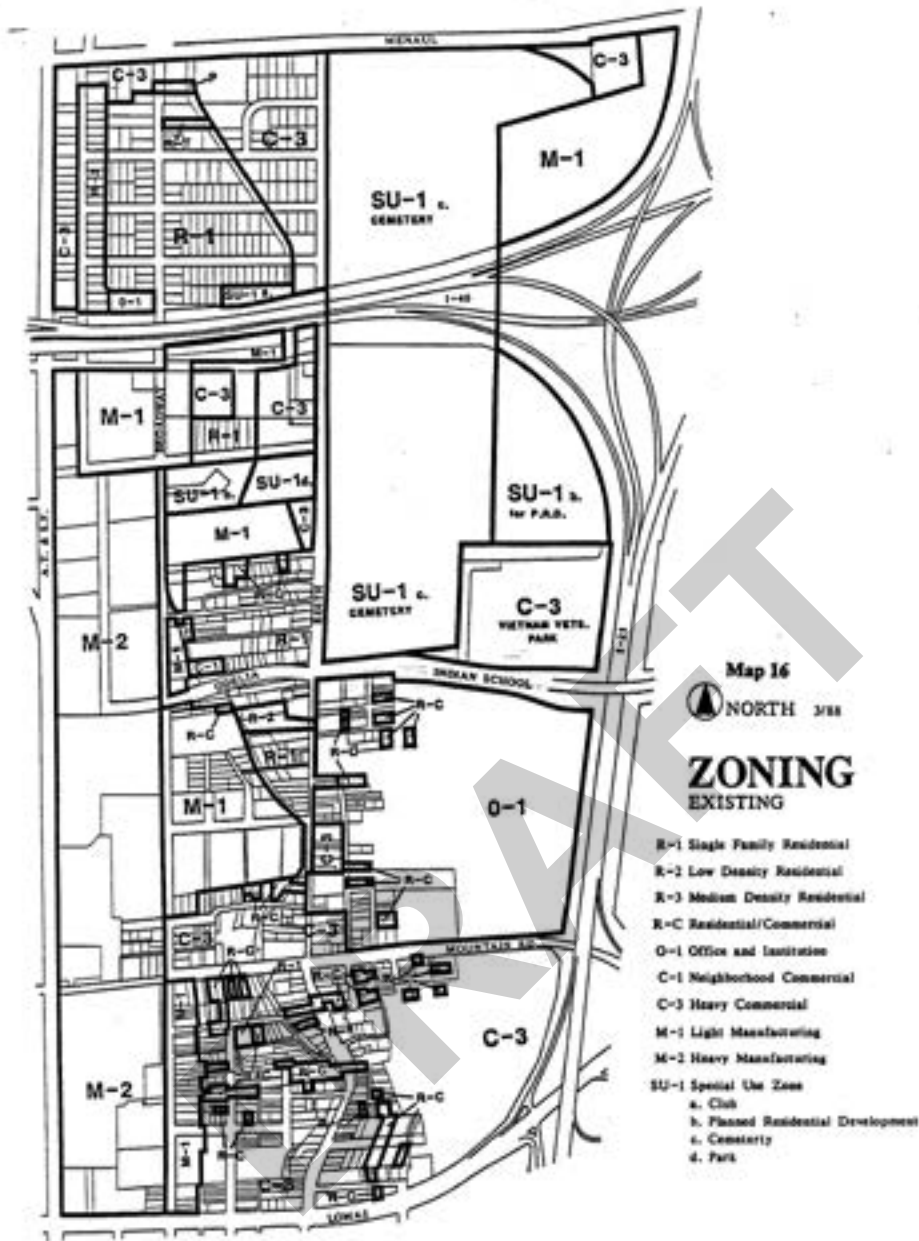
The 1976 Martineztown-Santa Barbara Sector Plan identified the mismatch between land use and zoning in the southern area and created a non-regulatory land use plan to guide zone change requests.

The 1990 Martineztown/Santa Barbara Sector Development Plan adopted SU-2 (Special Neighborhood) zoning for the plan area to help stabilize the area in its present condition but still allow property owners flexible use of their land. It created two new mixed-use zones for the neighborhood: SU-2 RCM (Residential-Commercial Martineztown), a modification of the City's RC zoning that allowed commercial uses to occupy up to 100 percent rather than half of the gross floor area, and SU-2 NRC (Neighborhood Residential Commercial), a mixed-use zone that allowed residential and low intensity commercial uses. This zoning was considered transitional, and the plan recommended future amendments. The plan also established SU-1 Special Use zones for properties, such as the Moose Lodge, Sun Village Apartments, parks and churches that had one use but many different zones, and made some changes in the SU2 HM (Heavy Manufacturing) zone. (See figure 5.)

Despite the changes in 1990, there remained a mismatch between existing land uses and their designated zoning categories, particularly in residential areas.

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# MARTINEZTOWN/SANTA BARBARA

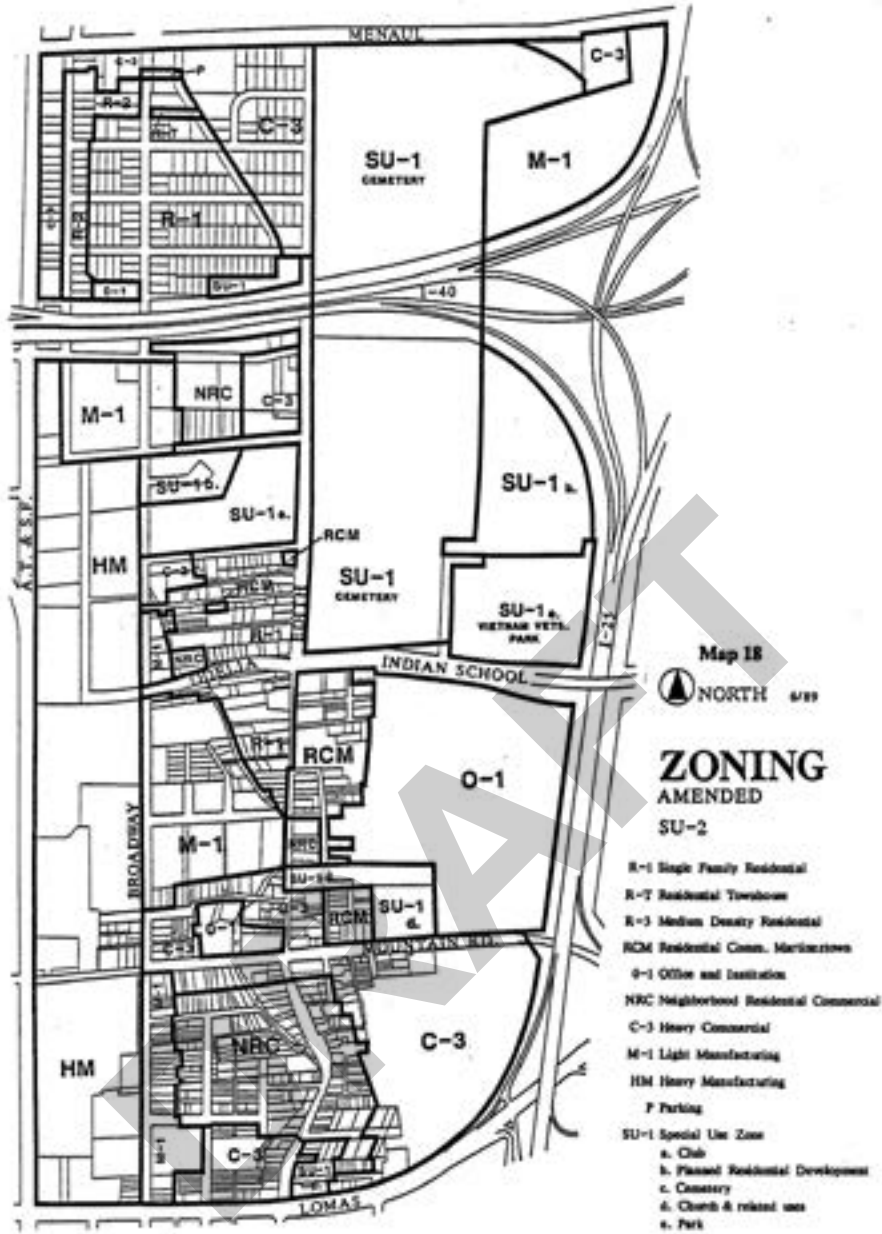


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Figure 4 – Zoning Established 1959



# MARTINEZTOWN/SANTA BARBARA



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Note: Zones shown on map are unique to the Martineztown/Santa Barbara Sector Plan Area.

Figure 5 – Zoning Amendments Adopted 1990

## **G. Demographics**

Santa Barbara/ Martineztown's population grew steadily from 1974 to 2000 when it reached a high of 2,220 people. It was estimated to have declined slightly to 2,137 in 2007 and is projected to continue to drop another 2 percent by 2012. In comparison, the City of Albuquerque's population has grown 12.7% since 2000 and is projected to grow another 8.1% during the next four years. (Unless otherwise noted, all demographic data in this section was calculated using estimated totals for 2007.)

Compared to Albuquerque, the neighborhood has a slightly smaller percentage of children under 17 years old and about 10% more young adults between 18 and 34 years old. This indicates that there may be a greater percentage of children in future years.

In terms of ethnicity, Martineztown/Santa Barbara has an almost 25% higher population of Hispanic or Latino residents than the City of Albuquerque as a whole. In 2007, the neighborhood's estimated Hispanic or Latino population was 67.8% while Albuquerque's was estimated at 43.1%. Furthermore, Martineztown/Santa Barbara has a substantially higher percentage of residents who speak Spanish at home (47%) compared to Albuquerque (23%).

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## 2 Planning Districts, Issues and Recommendations

To aid in issue analysis and solution development to accomplish the community's vision, the project team, in consultation with the neighborhood, established four character districts (see figure 6): Residential District, Railroad District, and Service District. The character, issues and recommended solutions of each district are described below.

Each section of this Plan is meant to stand alone. Issues and recommendations may appear in more than one district as well as in the transportation and drainage/sewer sections.

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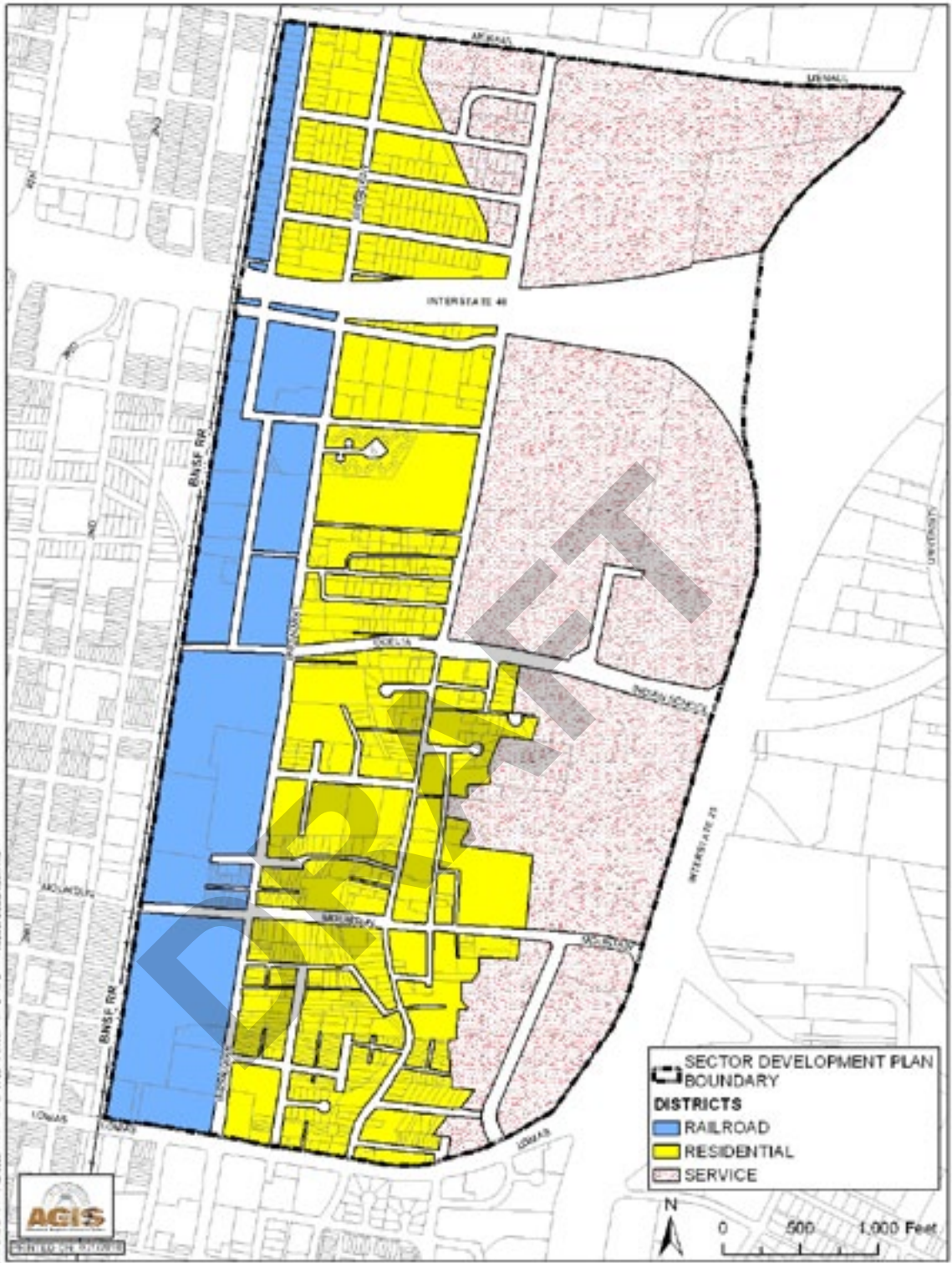
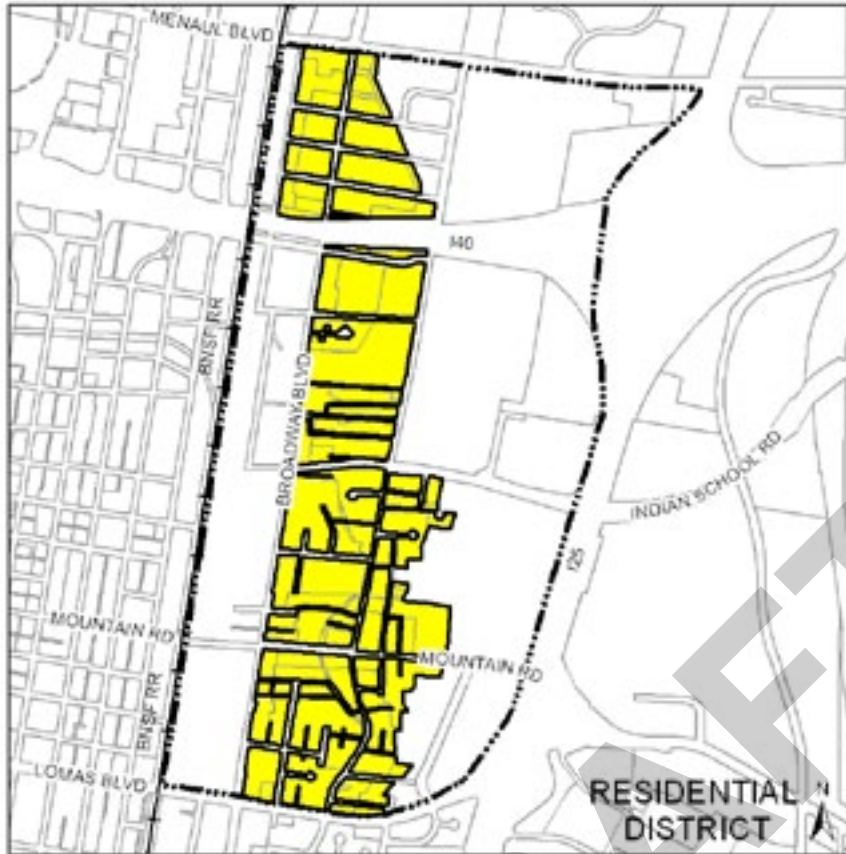


Figure 6 – Character Districts

## A. Residential District



The Residential District contains the oldest part of Martineztown/Santa Barbara, including the historic core and two historic churches. San Ignacio's church spire is highly visible from most of the district and is a landmark of the community's cultural and historic roots. The Second United Presbyterian Church founded in 1889 also has historic relevance. Land uses are primarily single-family residential with pockets of commercial/industrial located mainly along Broadway, Edith and Lomas Boulevards. This district also includes two parks, a planned residential development, the Santa Barbara Community Center, and the Moose Lodge Family Center. Approximate boundaries are Menaul Boulevard to the north, Broadway Boulevard to the west, Lomas Boulevard to the south and the escarpment (south of Odelia) or Edith (north of Odelia) and the abandoned Alameda Lateral (north of I-40) to the east.

### Issues and Analysis

#### Incompatible Zoning and Design

The zoning first established for Martineztown/Santa Barbara was predominantly commercial and industrial despite mixed uses that included residential. In 1990 zoning was changed to restrict commercial uses within residentially developed areas.

The 1990 Martineztown/Santa Barbara Sector Plan zoned the area south of Mountain Road primarily SU-2 NRC (Neighborhood Residential-Commercial). Much of the area between Mountain Road and Odelia/Indian School was zoned SU-2 RCM (Residential Commercial).

The latter is essentially the neighborhood's special live-work zoning, which allows commercial uses on 100 percent of the gross floor area. While some residents believe that this mixed-use zoning tends to destabilize rather than strengthen the area as a single-family neighborhood, others wish to preserve the ability to retain a small family business within their homes. There has not been consensus on this issue however, new zoning actions will help to preserve single family uses and allow for mixed uses in appropriate areas.

The existing SU-2 NRC zoning allows townhouse development but provides little in the way of design guidance. Residents have voiced dissatisfaction with new infill development of townhouses along Edith, south of Mountain, which is architecturally out of scale with the rest of the neighborhood design.

It is debatable whether infill construction of single family dwellings in the area remains financially feasible without gentrifying the neighborhood. One solution is to allow a secondary dwelling unit (for example, a mother-in-law quarters) on lots that are large enough to accommodate them.

Some residential zones abut C-3 (commercial) and M-1 (industrial) zones. Some of these adjacent high intensity zones are not buffered or screened from the residential zones as required by the Zoning Code.

Zoning incompatible with land use exists along Broadway from Lomas north to Rosemont. Those properties are zoned for manufacturing and heavy commercial though existing uses are a mix of single-family residential, commercial retail, commercial service and some light manufacturing. The current zoning allows far more intense future uses than now exist on those properties. Rezoning to mixed use zones would better carry out the traditional mix of residential and less intense commercial uses.

### **Lack of Neighborhood Goods and Services and a Central Gathering Place**

Residents have expressed a need for neighborhood scale retail and services. Although there are a few restaurants, most of them border the edge of the plan boundary.

An important concept in the Albuquerque/Bernalillo County Comprehensive Plan is the development of activity centers. The Activity Centers concept concentrates land uses for greater efficiency, stability, image, diversity and control while safeguarding the city's single family residential areas from potential intrusion by more intense land uses. Such centers are designed to connect to transit, pedestrian pathways and bikeways to encourage parking once and then walking to various destinations.

Neighborhood Activity Centers are designated to meet daily convenience goods and service needs of residents in two or three nearby neighborhoods. The centers typically range from 5 to

15 acres in size and contain a mix of small-scale retail with expanded outdoor seating, service uses, a park or plaza and perhaps small institutional uses. At one or two stories in height, they are to be located on local or collector streets, designed for walking from one side to the other, and serve as a recreational and social focal point for the neighborhood.

### **Mountain Road Traffic Issues**

Residents called for changes to Mountain Road to create an attractive, walkable neighborhood roadway, leaving Lomas and Broadway to carry the bulk of the through traffic, including trucks. Neighbors indicated that delivery and semi trucks speed along Mountain, creating unsafe

conditions along a road for pedestrians where four-foot sidewalks with no buffering from traffic are typical. Mountain Road issues are discussed further in the Transportation chapter.

### **Rainwater runoff**

Several hill sites contribute to the flooding of Martineztown, specifically, the slopes of TriCore Medical Laboratories, and the slopes of Albuquerque High School. The property owners at the base of the escarpment owned by Albuquerque Public Schools (APS) have had rainwater runoff flood their yards, erode their patios, and enter their homes. The City of Albuquerque has no jurisdiction over APS; however, there is a site plan that requires TriCore to vegetate their slopes.

The city has embarked on a process of reviewing area hydrology for a Mid-Valley Drainage Master Plan. A consultant has been selected and is negotiating the scope and cost with the city and AMAFCA. When complete, this report will determine the volume of the runoff and ways to collect and remove this volume. A key element of this DMP will be to determine the number and volume of stormwater detention facilities needed to protect the neighborhood.

A major element of stormwater management for this neighborhood is the Broadway Pump Station located on the west side of Broadway just north of Lomas. This pumping plant is the largest in the city and pumps storm drainage uphill to the North Diversion Channel near UNM Hospital. This plant is scheduled for a major rehabilitation in 2012-2013 supported by both the City and AMAFCA. This rehabilitation will modernize the facility and improve reliability of the station. However, one drawback of this facility has been, and will continue to be, a limited capacity. The station can only pump away about 20% of the water arriving at the location under the 100-year storm. In order to ensure against flooding, detention facilities are needed to hold the excess water until the pump station can remove it.

### **Erosion on Odelia**

There is an erosion control issue in the public right of way north of the F.M Mercantile building at 1516 Edith NE. This right of way contains a sidewalk that leads east to Albuquerque High School. The space is a bare slope that sends soil over the sidewalk and into the street when it rains. The erosion poses a threat to the adobe barn behind the historic building as well as to the safety of pedestrians and bicyclists.

## **Recommendations (See figure 7)**

### **Modify zoning to reflect the traditional mixed use of Mountain and Broadway**

The area just north of Mountain is a good location for mixed use development as it straddles Highway 47 (Broadway) with property in both the railroad and residential district. This zone change would help buffer the residential core and provide a good transition to the railroad district. A mixed use zone includes opportunity for residential development.

### **Modify zoning to reflect existing mixed uses along Lomas and along Broadway**

A change from commercial to mixed uses would serve to buffer the residential district from traffic on Highway 47 (Broadway) and the principle arterial Lomas while providing a smooth density transition to single family. These are prime locations for higher density mixed use/street related development especially given the transit service on both boulevards. This would allow for the development of new affordable infill housing. As redevelopment occurs, design regulations will ensure landscaping and some preservation of open space to further separate the railroad and residential districts and, provide additional buffering to the residential community.

### **Increase single family zoning within the Residential District**

This action supports the community's request to reclaim the historic low density residential district and will provide additional opportunity for affordable infill housing on existing vacant lots. Design regulations will ensure preservation of historic physical characteristics.

### **Develop a Neighborhood Activity Center at the corner of Mountain and Edith to include a Plazuela (small plaza) with visual art to commemorate the crossroads of the Carnuel Trail and the Camino del Lado**

Development of an activity center at this important intersection would preserve and protect single family residential areas while providing opportunities for neighborhood scale retail, services, and additional housing. A plazuela with art would call attention to the rich cultural history of the neighborhood by emphasizing the historic relevance of the crossroads. The plazuela would provide an open gathering space for the community and serve as a visual cue to calm vehicular traffic. Designed to reflect traditional community character, this center would serve as a recreational and social focal point for the neighborhood.

### **Create a consistent width of Mountain Road/Streetscape from Broadway to I-25**

Narrowing the portion of Mountain Road between Edith and Broadway would protect the residential district by calming vehicular traffic. The addition of on street parking and bulb outs with landscaping on the north side of Mountain would narrow the existing lane width without reducing the number of lanes and add needed parking. This project would create a more pleasant, walkable and safe environment for pedestrians.

### **Install sheltered bus stops on either side of Mountain close to the Neighborhood Activity Center**



Over the next two years, ABQ RIDE will evaluate bus stops throughout the entire route system. The evaluation will be used to determine effective bus stop placement. Stops may be consolidated or eliminated. One of the first routes under investigation is the Montgomery/Carlisle #5, a route that has seven existing bus stops along Mountain Road within the plan area. This route serves the Post Office, Albuquerque High School, Embassy Suites, TriCore, Career Enrichment Center, Workforce Training Center as well as Martineztown/Santa Barbara residents. At the time of this writing, ABQ RIDE is reviewing the bus stops on the #5 route from Carlisle and Menaul to the Alvarado Transit Center. As bus stops on Mountain Road are determined, shelters are recommended on either side of Mountain at the Neighborhood Activity Center.

**Create a green buffer between the residential and service districts by enforcing the TriCore Reference Labs site development plan (approved October 2002).**

Enforcing the planting of trees and grasses along the natural escarpment as required in TriCore's site development plan would help mediate long standing erosion issues, and protect the residential core from water run-off from the southern portion of the service district. Enhancing this natural feature would reflect the agricultural history of the neighborhood. (TriCore remediated the slope – visit site)

**Place monument identification signs at key entrances to the neighborhood**

This action would help to preserve and protect the unique identity of the historic residential core by alerting motorists that they are entering a low-density residential neighborhood. This measure is intended to calm traffic to increase safety of residents. Signs are recommended for southbound traffic at Odelia and Edith, northbound traffic at Lomas and Edith, westbound traffic at Woodward and Mountain, and eastbound traffic at Broadway and Mountain. Signs should be designed to complement community character.

**Create an Historic Residential Corridor along Edith Boulevard**

This action would preserve and protect the historic and cultural value of the "Camino del Lado" and its historically significant buildings. The land uses on either side of Edith are predominately residential and predate the zoning established in 1959. Local historians believe the area was first settled circa 1850. On Edith, from Menaul to Odelia are two cemeteries that date back to the mid 1800's. The four structures in the plan area listed on the State/National Registers are located on Edith between Odelia and Lomas. They are: F.M Mercantile built in 1938; the Santa Barbara School built between 1908 and 1930; the Catholic Church built in 1926; and, the Spanish Presbyterian Church built in 1922. The 1990 Sector Plan identified a Martineztown Plaza District that encompassed Edith from Marble to just north of the Catholic Church because of historic significance. The historic corridor should include the entire length of Edith Boulevard within the plan boundaries. Design regulations should be developed to limit structures, landscaping or other obstructions that may impair views of these buildings on the state and national registers.

**Require all properties along Broadway Boulevard to meet modified landscaping regulations within five years of adoption of this Plan**

This action would help preserve and protect both the residential and railroad districts while helping to create a more pedestrian friendly environment. Non-residential properties are required to comply with parking lot landscaping provisions with exceptions listed in the design portion of this Plan.

**Plan and implement soil erosion control and landscaping on Odelia between Edith and High Street**

Odelia provides the only east/west bicycle route in the plan area and a pedestrian route to Albuquerque High. Landscaping of the public right of way would improve the safety for bicyclist and pedestrians as well as preventing harm to an historic building.

**All amenities such as street lights, benches, signage etc., should have a consistent theme that reflects the culture and history of the neighborhood**

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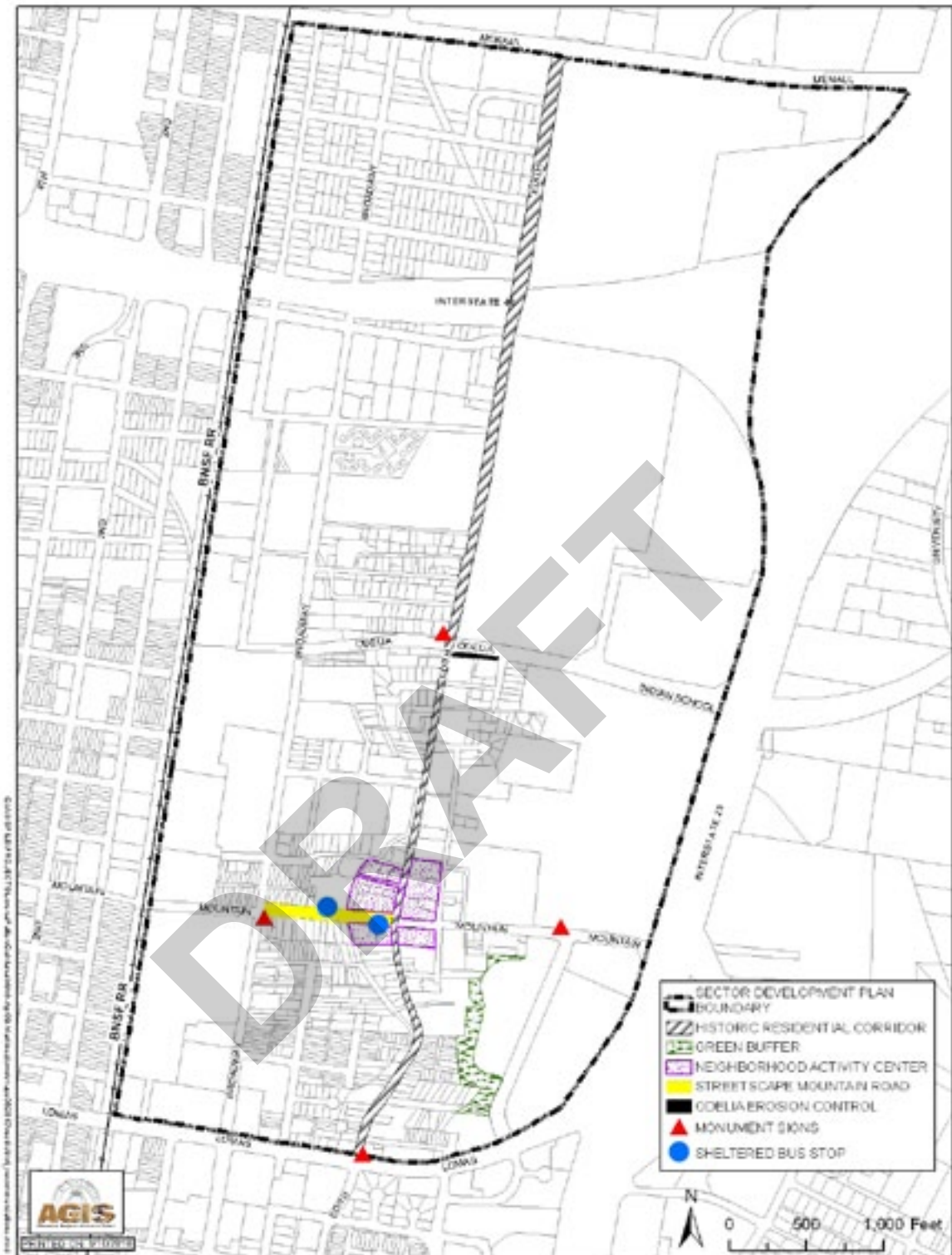
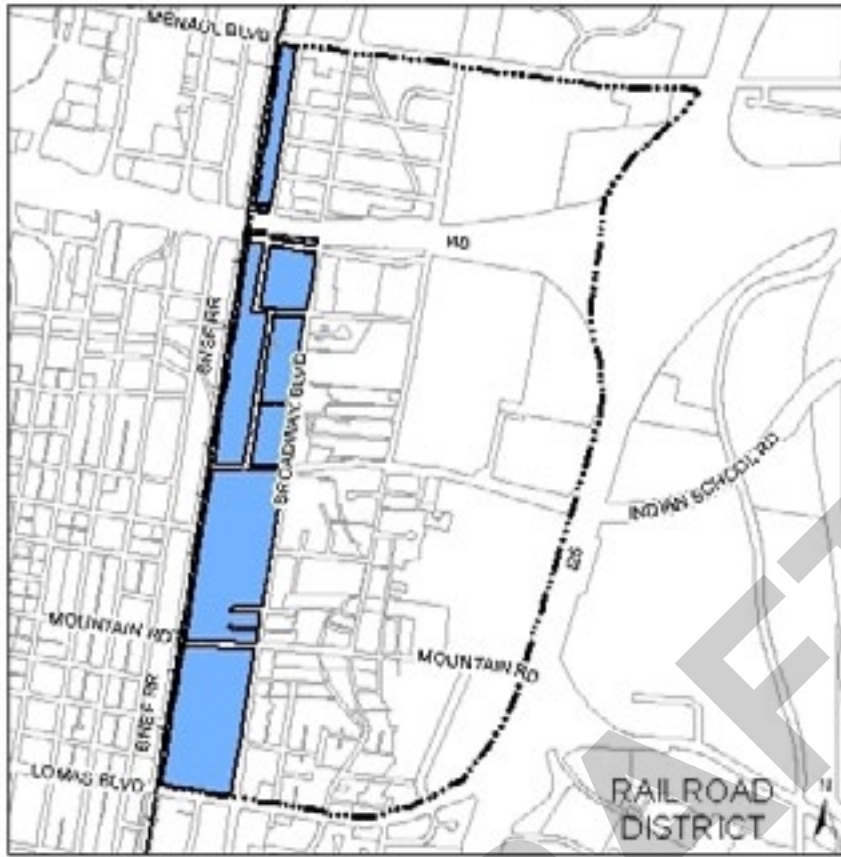


Figure 7 – Residential District Recommendations

## B. The Railroad District



The Railroad District encompasses the large parcels between the railroad tracks on the west and Broadway Boulevard (south of I-40) and Commercial (north of I-40) on the east. It is bounded by Menaul Boulevard on the north and Lomas Boulevard on the south.

Most of the Railroad District is zoned SU-2 HM (Heavy Manufacturing), a special neighborhood zone designed for areas where uses were light manufacturing and heavy commercial. A portion near Interstate 40 is zoned SU-2 M-1 (Light Manufacturing), while a strip of parcels between I-40 and Menaul are zoned SU-2 C-3 (Heavy Commercial). The US Postal Service owns most of the property between Mountain and Lomas. Except for the public use of the post office, uses are primarily warehouse and industrial, truck terminals, and a few offices except for the northwest corner of Mountain and Broadway, which consists of retail, industrial/manufacturing and single-family residential.

## **Issues and Analysis**

### **Economic Feasibility**

Martineztown/Santa Barbara historically served as an employment center for the City of Albuquerque. Warehouse facilities and industrial operations have benefited from their proximity to the railroad and the interstate highway system. The overhead costs of trucking goods have increased. Due to Albuquerque's growth it is cost effective to ship by rail as the railroad shipping cars haul twice the capacity of truck containers.

Although the warehouses on these properties are generally outdated (clear heights range from 16 to 17 feet compared with 24 to 32 feet on newer structures), the price differential per square foot is large enough for businesses to lease or renovate the buildings.

Based on interviews with property owners and leasing agents, these uses will continue into the near future, and then perhaps be adapted for other uses. A film studio, for example, is leasing space in one of the facilities.

### **Conflicts with residential uses (Rosemont)**

Within the Railroad District, near Mountain Road and Broadway Boulevard, there are a few single family houses. Homeowners reported damaging heavy truck traffic and noise. They asked if Rosemont could be closed to trucks. The street cannot be closed as there is an existing easement for public ingress, egress and utilities that shall remain open for use at all times at the west end of Rosemont.

### **Landscaping requirements for non-residential zones**

The 1990 Martineztown/Santa Barbara Sector Development Plan noted that the private sector's commitment to improve the visual image of Martineztown/Santa Barbara had been lacking, particularly along Broadway Boulevard where several large parking areas created a "sea of asphalt." To remedy this, the Plan required businesses that fronted on designated arterial or collector streets to comply with parking lot landscaping provisions in section 40.A.7 of the Comprehensive Zoning Code within two years of the adoption date of the Plan (March 5, 1990). The Plan also rescinded the exemption granted to lots developed prior to 1976.

Despite the 1990 landscaping requirement, little buffering has occurred. Truck beds have lengthened creating functional obsolescence and difficulty complying with the provisions in the Code. The spacing of landscaping would not allow the trucks to turn around in the parking lot to dock. While accommodations need to be made for semi-truck turning radii, attractive landscaping could be clustered together in strategic places without causing impediments.

### **Landscaping and buffering of the temporary basin**

Residents want the basin landscaped and buffered from the neighborhood. As a safety measure, wire fencing surrounding the area was installed. Because the pond was identified as

an emergency interim measure, no landscaping was included in the project. The pond slopes were rocked for stabilization and dust reduction. City maintenance may have to remove storm sediment therefore landscaping the bottom of the basin is not under consideration.

The City investigated costs for a landscape buffer around the pond. Estimates ranged from \$80,000 to \$150,000 for minimal landscaping. The greatest expense is due to irrigation requirements. Plants in the southwest must be irrigated (even if considered native and xeric) and the irrigation system (water connection, meter, piping, maintenance) is cost prohibitive.

### **Temporary detention basin lacks sufficient storage**

In 2008, the City and the Albuquerque Metropolitan Flood Control Authority (AMAFCA) purchased approximately two acres on the southern portion of this district at the intersection of Broadway and Lomas. An emergency storm basin was built as a temporary facility to address immediate issues.

The interim basin along with the basin at Broadway and Odelia have a capacity of only 27 acre feet (16ac-ft at Broadway & Lomas and 11 ac-ft at Broadway & Odelia) and about 100 acre-feet of storage maybe needed to solve the drainage problem in Martineztown/Santa Barbara. The combined detention capacity of the two existing basins is approximately 27% of what may be needed for flood relief. The City and AMAFCA are seeking additional sites to address the deficiency. This could mean one location for a larger basin or several locations for smaller basins. Because of side slopes and setback requirements, one large basin would require less land than smaller basins.

Tingley Park occupies about 12 acres or approximately 4 city blocks. Due to its shallow depth it is an inefficient drainage facility providing only about 2 acre-feet of storage per acre. In comparison the temporary basin occupies about 2 acres and provides approximately 8 acre-feet of storage per acre. Lomas & Broadway is in a FEMA flood zone because it is the low spot in the 600 acre drainage basin.

### **Incompatible zoning**

Residents are concerned that if the Post Office relocates, the SU-2 HM zoning would allow uses that would have a negative impact on the neighborhood. The existing zoning may limit the development potential of property along the Enhanced Transit Corridor, Lomas Boulevard. There is a pump station in the district that falls under existing zoning however, the City zoning code permits public utilities in any zone provided it follows an adopted facilities plan and a site development plan for building permit has been approved by the Planning Commission.

## **Recommendations (See figure 8)**

### **Modify zoning to reflect the traditional mixed use of Mountain and Broadway**

The area just north of Mountain is a good location for mixed use development as it straddles Highway 47 (Broadway) with property in both the railroad and residential district. The 1990 sector plan identified the northwest corner of Broadway and Mountain Road as the AAA and Sons Grocery District, acknowledging its historical mixed use. This action would provide opportunity for affordable infill housing while protecting existing residential on Rosemont as well as existing commercial uses. The design would reflect historic architectural character providing a sense of place and a gateway feature to the residential core.

Require all properties along Broadway Boulevard to meet modified landscaping regulations within five years of adoption of this plan

This measure would create a more pedestrian friendly environment along Broadway and help to separate the railroad district from the residential district. Allowing for modified regulations would give the practical relief needed for property owners to create a landscape buffer that reflects the intent of the zoning code. See Zoning Code Enforcement section of this Plan.

### **Add public amenities such as benches, shelters, and signage on Broadway**

Street furniture and signs along Broadway would further define the border that separates the railroad and residential districts. Both sides of Broadway from Rosemont to Lomas are proposed mixed use zones and as such, provide an important link to the neighborhood pedestrian network. Directional signs are a practical and functional way to promote connectivity between districts and provide wayfinding to the neighborhood activity center and other points of interest.

Over the next two years, ABQ RIDE will be evaluating bus stop placement throughout the entire route system. The Indian School Road commuter bus (Route #6), serves riders from Tramway Boulevard to Downtown. There are currently 8 stops on Broadway between Indian School and Lomas, most are south of Rosemont. A sheltered bus stop is recommended to serve the proposed mixed use zone south of Mountain.

### **Provide temporary screening for the interim detention basin at Broadway and Lomas**

A temporary landscape or manmade buffer would improve the aesthetics and pedestrian friendliness of both boulevards. When the interim basin is removed, the screening could be recycled and reused in another project.

### **Upon removal of the temporary detention pond, a redevelopment project is recommended to encourage higher density development along Lomas Boulevard**

Lomas is classified as an enhanced transit corridor with a goal to develop adjacent land uses and intensities that promote the use of transit. Commercial, mixed uses and residential development would serve the existing and adjacent neighborhoods and promote pedestrian opportunity. Higher density development along the Boulevard would further buffer the neighborhood, define its edges, and lessen adverse visual impacts between differing land uses. This type of development may reduce neighborhood noise levels and increase privacy while mitigating effects from dust and automobile fumes.

**Change the zoning between Lomas and Mountain from heavy manufacturing to mixed use**

This action would ensure that, should the Post Office relocate, manufacturing uses would not be allowed. A mixed use zone would encourage medium to high density residential, shopping, service, office, and entertainment uses along the Enhanced Transit Corridor, Lomas Boulevard. Broadway and Lomas Boulevards are prime locations for higher density mixed use street related development especially given the transit service on both Boulevards.

**All amenities such as street lights, benches, signage etc., should have a consistent theme that reflect the culture and history of the neighborhood**

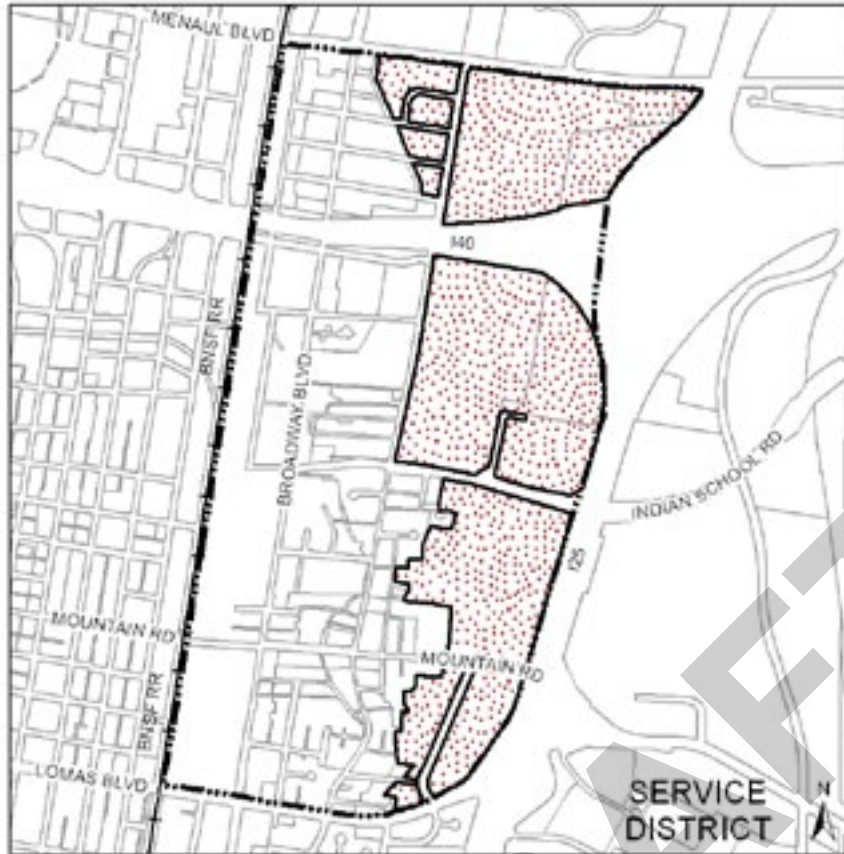
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Figure 8 – Railroad District Recommendations

## C. The Service District



The Service District boundaries abut the Residential District on the west and I-25 to the east. The northern boundary is Menaul and the southern boundary is Lomas. The southern part of this district consists of several large parcels with commercial establishments at the top of the old river embankment that serve to buffer the neighborhood from I-25: Tri-Core Reference Laboratory, Embassy Suites Hotel and the New Heart Wellness Center of New Mexico.

Albuquerque High School and the Career Enrichment Center, a science, technology and vocational APS magnet school, consume most of the land between Mountain Road and Odelia/ Indian School, which is zoned SU-2 O-1 (Office) and permits schools. Vietnam Veteran's Park is also owned by the Board of Education and the school district leases for sports fields, also serves as a detention pond during storms. The City and its regulations have no jurisdiction over property owned by the Board of Education.

North of Indian School, the Archdiocese cemetery and Sunset Memorial Park lie adjacent to one another, offering visual open space and a perimeter walking route. This area also includes the Sun Village Apartments and the Moose Lodge Family Center.

## **Issues and Analysis**

### **Flooding and Erosion**

Rainwater run-off and resulting erosion is an issue in the Service District. Though the City has no jurisdiction over Albuquerque Public Schools, a site plan requires TriCore to vegetate their slopes.

### **Woodward and Lomas Intersection**

There are concerns about the Woodward/Lomas intersection. The Embassy Suites and Tri Core Laboratories have daily employee traffic as well as increased traffic during special events. Exiting vehicles travel south on Woodward then turn left onto Lomas enroute to the frontage road. There is no traffic light at Woodward and Lomas. This requires vehicles to enter the median halfway between the east/west traffic on a major transportation corridor and wait for the opportunity to enter the eastbound lane on Lomas. The lack of a signal and the heavy traffic at this intersection creates a hazardous condition.

### **Speeding traffic and unsafe conditions on Indian School/Odelia Road**

Residents expressed safety concerns related to high speed traffic and pedestrian safety, particularly just north of Albuquerque High School. The Locust and Indian School/Odelia signalized intersection serves Sun Village Apartments and Veteran's Memorial Park to the north, and Albuquerque High School to the south. The pedestrian refuge east of the intersection ends mid block due to a left turn lane.

## **Recommendations (See figure 9)**

### **Enforce the TriCore Reference Labs site development plan (approved October 2002).**

Planting trees and grasses along the natural escarpment as required in the site development plan would help mediate long standing erosion issues. (TriCore remediated the slope – visit site)

### **Improve Traffic Operations for the Service District**

Request a warrant study per the Federal Highway Administration's Manual on Uniform Traffic Control Devices for installation of a stoplight at the Woodward/Lomas intersection to improve safety and relieve traffic congestion.

### **Make streetscape improvements along Odelia to slow traffic and provide additional safety features, while maintaining the same traffic capacity**

Install a raised median with low landscaping and decorative fencing on Odelia just east of Albuquerque High School to force pedestrians to cross at the traffic light in front of the high school. This amenity would signal drivers to slow down near the Albuquerque High School entrance.



Figure 9 – Service District Recommendations

## **6 Transportation**

### **A. Roadway System**

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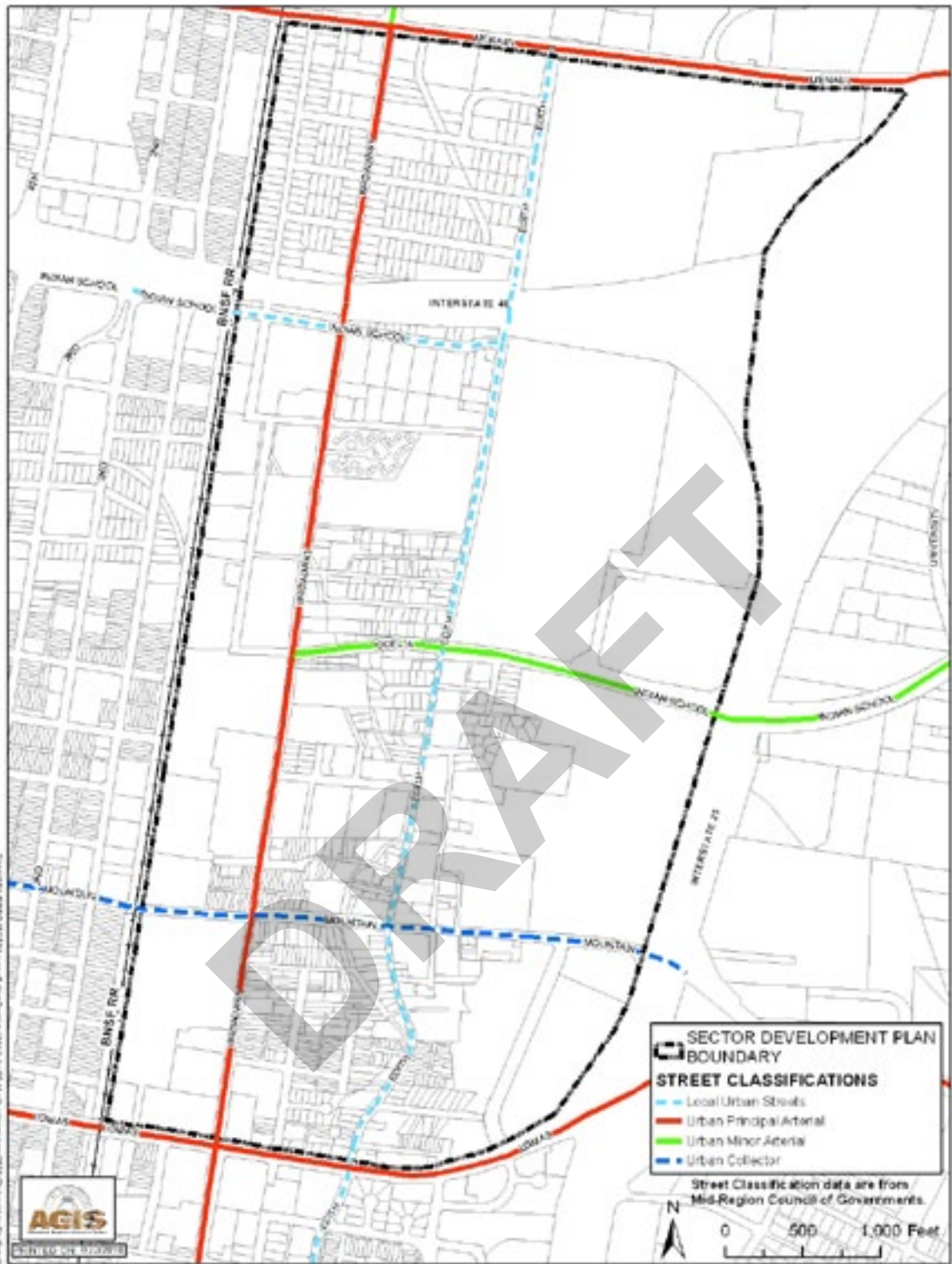


Figure 10 – Street Classifications

Lomas, Menaul and Broadway Boulevards are the areas principal arterial streets (see figure 10). Principal arterials are defined as major transportation corridors designed to carry high volumes of traffic. The Comprehensive Plan designates Menaul and Lomas as Enhanced Transit Corridors. The purpose of this designation is to develop land uses and intensities that promote the use of transit.

Odelia Road is a minor arterial street designed to accommodate heavy commercial vehicles and higher traffic volumes. Mountain Road is designated a collector street. A collector street provides land access, service, and traffic circulation within residential, commercial and industrial areas.

North of the plan area boundaries, Edith Boulevard is a minor arterial. Between Menaul and Lomas however, Edith is a local street. By definition, these streets provide the lowest level of mobility by accessing adjacent land use, serving local trip purposes, and connecting to higher order streets. This classification typically contains no bus routes and non-local traffic is most often deliberately discouraged.

The junction of I-25 and I-40 (the “Big-I”) was reconstructed in 2002 to accommodate Albuquerque’s increasing traffic. The New Mexico Department of Transportation initiated an I-25 South Corridor Study that is expected to be completed in 2010. The study area includes the Martineztown/Santa Barbara neighborhood. The analysis focuses on safety and mobility within the I-25 corridor. The study names the Broadway Boulevard and Mountain Road intersection, as well as Broadway Boulevard from Rio Bravo to I-40 as areas of concern. The study includes an evaluation of interchanges and frontage roads.

A University of New Mexico Transportation Strategic Plan is underway that may impact Martineztown/Santa Barbara. The June 2009 draft of that plan recommends that Mountain Road be extended from the I-25 East Frontage Road to provide service to the proposed new hospital and expansion of the Health Sciences Center.

Resolution 09-326 was adopted September 9, 2009 restricting gross vehicle weight on Mountain Road between Broadway Boulevard and the I-25 Frontage Road to prohibit vehicles with a gross weight of 5 tons or more from using Mountain Road as a through street. Speed limit on this segment of Mountain Road was reduced to 25 miles per hour. October 2009 signs were added to support this resolution.

## **Issues and Analysis**

### **Freeway Access**

Direct access from eastbound Mountain Road was eliminated when the junction of I-25 and I-40 was reconstructed.

While traffic on the interstate highways grew substantially from 1987 to 2006 (53 percent on I-40 and 55 percent on I-25), traffic declined on major streets through Santa Barbara/Martineztown.

Traffic decreased by 27 percent on Mountain Road and 26 percent on Odelia. The exceptions were two road segments of Broadway: Lomas to Mountain (up 7 percent) and Mountain to Odelia (up 29 percent). An historical table of traffic counts provided by the Mid-Region Council of Governments can be found in the Appendix.

Mountain Road offers access, via the frontage road, off I-25 from the North. This access is of concern to the neighborhood because of heavy trucks exiting I-25 onto Mountain. The residents' reported safety issues stemming from heavy truck weights and high speeds, therefore the planning process included a traffic analysis of Mountain Road.

The New Mexico Department of Transportation South I-25 Corridor Study in progress includes evaluation of this freeway access.

The June 2009 draft of the University of New Mexico Transportation Strategic Plan recognizes that the extension of Mountain Road has caused concern among the neighborhoods west of I-25 and south of Mountain Road that there will be more cut through traffic. The Traffic Impact Study assumes that the majority of the increase in vehicles from west of I-25 will use Broadway Blvd to reach downtown Albuquerque and that less than 10% of the traffic will use neighborhood streets. Some of this increase on Edith Blvd. will be neighborhood traffic going to the new facilities. Speed humps installed on Edith Blvd. south of Mountain Road will continue to discourage cut through traffic. Other traffic calming measures could be added to neighborhood streets if cut through traffic becomes a problem.

### **Truck Traffic**

The residents expressed concerns about heavy truck traffic and high traffic speeds within the residential district. The "Big-I" improvements impacted traffic patterns, encouraging the use of the Mountain Road exit. The high speed of traffic, especially on Mountain, Odelia and Edith created safety issues for the neighborhood. Residents expressed additional concern regarding high truck traffic speeds on Broadway. Those living in homes on Broadway must back out onto the road to exit their driveways. Residents also report that the weight of heavier commercial trucks contribute to the deterioration of older homes lining those streets.

Semi-trucks traveling west on Mountain from I-25 have difficulty turning onto Broadway. The configuration of the intersection does not allow adequate turning radii as evidenced by building damage on the northeast corner of the intersection.

City Council Resolution 09-326 addressed most of the truck traffic concerns voiced by the neighborhood.

### **Traffic Crashes**

Sites Southwest provided the following crash data.

Traffic crashes in the neighborhood have generally decreased since 2001 at major intersections, including Broadway/Odelia, Broadway/ Indian School, Broadway/Menaul, Lomas/Edith and



Menaul/Edith. The exceptions are Broadway/Lomas, where crashes ranged from three in 2001 to 26 in 2006 (average of 15 a year since 2000) and Broadway/Mountain, which averaged 18 crashes a year since 2000.

There were three crashes involving bicyclists during this time period: two at Broadway/Lomas in 2001 and 2004, and one at Broadway/Mountain in 2004. Similarly, three accidents involved pedestrians: one at Lomas/Edith in 2002, one at Broadway/Mountain in 2005 and one at Broadway/Lomas in 2006. There was one fatality, at Broadway/Odelia in 2001.

***Notes for discussion: can the source of this information be included in an appendix? Is the number of crashes per volume of traffic higher than at other intersections in the city?***

### **Woodward and Lomas Intersection**

There are concerns about the intersection at Woodward and Lomas. The Embassy Suites and Tri Core Laboratories have daily employee traffic as well as increased traffic during special events. Exiting vehicles travel south on Woodward then turn left onto Lomas enroute to the frontage road. Because there is no traffic light at Woodward and Lomas, vehicles must enter the median halfway on a major transportation corridor and wait for the opportunity to enter the eastbound lane on Lomas. The lack of a signal and the heavy traffic at this intersection creates a hazardous condition.

### **Mountain Road Traffic Study Conclusions**

Engineering sub-consultants for this sector plan conducted several studies to investigate complaints, with a particular emphasis on trucks. They performed a 24-hour traffic count on Mountain Road (prior to Resolution 09-326, an origin-destination study, and a signal and queue analysis of the Broadway and Mountain intersection, before and after proposed improvements.

Data showed that some 1,860 trucks including pick-ups, delivery trucks, and semi-truck trailers—entered Mountain Road daily from the I-25 frontage road and head west toward Broadway Boulevard. The largest percentage were light trucks (80%) followed by delivery trucks (13%), and semis (7%). There was a net decrease of about 300 trucks just east of Broadway, indicating that the rest had cut-through the neighborhood to work, home, or to other routes such as Woodward or Lomas. Approximately 990 trucks headed east on Mountain Road after the Broadway intersection. Percentages of light trucks and delivery trucks were slightly larger in this group, and semis slightly less, than in the westbound traffic group. The total count dropped off slightly to 968 after Edith Boulevard and then increased to 1,131 again between Woodward and I-25, indicating that traffic was moving onto Mountain to reach the freeway frontage road. (Traffic counts just west of Woodward dropped so severely that the data from that location is considered flawed and is not being used.)

The counts indicate that the truck traffic was dispersed throughout the day with apparent concentrations during the morning rush hour and mid-afternoon. More than 95 percent of the vehicles using Mountain Road at these times were passenger cars or pick-up trucks. Delivery trucks comprised 1.4 to 2 percent and semi-tractor trailers 0.23 to 0.45 percent of the traffic. Focusing on specific types of vehicles indicated that approximately two to four delivery trucks an

hour travel in each direction while two semis an hour use Mountain Road westbound.

### **Narrow Residential Streets**

Edith Boulevard south of Odelia is too narrow to carry high traffic volumes or heavy vehicles. In fact, a number of streets in the neighborhood are very narrow, virtually squeezed in between houses. For example, Martinez Drive, Maggie's Lane and Sprunk Road have paving widths of only 12 feet; Granite, Gomez and Cordero have paving widths of only 20 feet. In contrast, the standard width of Albuquerque's residential streets is 32 feet. Many narrow residential streets have alley-type paving with center drainage, since narrow right-of-way widths cannot accommodate curb and gutter. These narrow, winding streets can handle only minimal traffic and cannot accommodate additional outside traffic without severely impacting nearby residences. Dead end streets create access problems (mail and solid waste truck turn around). **Note for discussion: are we asking to solve access problems? Do we really want wider streets?**

**Posted signs on Edith are faded and illegible**

### **Recommendations (See figure 11)**

#### **Create a consistent width of Mountain Road/Streetscape from Broadway to I-25 (Residential District)**

Narrowing the portion of Mountain Road between Edith and Broadway would help calm vehicular traffic. The addition of on street parking and bulb outs with landscaping on the north side of Mountain would narrow the existing lane width without reducing the number of lanes and add needed parking. Streetscape amenities would be designed to reflect the historic Carnuel Trail.

#### **Design a Plazuela (small plaza) with visual art to commemorate the crossroads of the Carnuel Trail and the Camino del Lado (Residential District)**

The plazuela would provide an open gathering space for the community, increase pedestrian activity and serve as a visual cue to calm vehicular traffic.

#### **Improve Traffic Operations for the Service District**

Request an engineering study of the sector plan area to examine pedestrian access needs, roadway geometry deficiencies, bikeway needs, and traffic calming opportunities. Request a warrant study per the Federal Highway Administration's Manual on Uniform Traffic Control Devices for installation of a traffic light at the Woodward/Lomas intersection to improve safety and relieve traffic congestion.

#### **Make streetscape improvements along Odelia to slow traffic and provide more pedestrian**

These improvements can include installation of medians with decorative fencing to improve safety and force pedestrians to cross at the traffic light in front of the high school. This measure could signal drivers to slow down near the Albuquerque High School entrance. These and other improvements can be evaluated in the transportation engineering study for the plan area.

**Post traffic signs to calm traffic (Residential District)**

Along Mountain and along Edith, post new and replace faded signs reflecting the speed and weight limits.

**Place monument identification signs at key entrances to the neighborhood**

This action would help to preserve and protect the unique identity of the historic residential core by alerting motorists that they are entering a low-density residential neighborhood. This measure is intended to calm traffic to increase safety of residents. Signs are recommended for southbound traffic at Odelia and Edith, northbound traffic at Lomas and Edith, eastbound traffic at Woodward and Mountain, and westbound traffic at Broadway and Mountain. Signs should be designed to complement community character.

***Note for discussion: can the map below be made into a figure that identifies issues raised by the community?***

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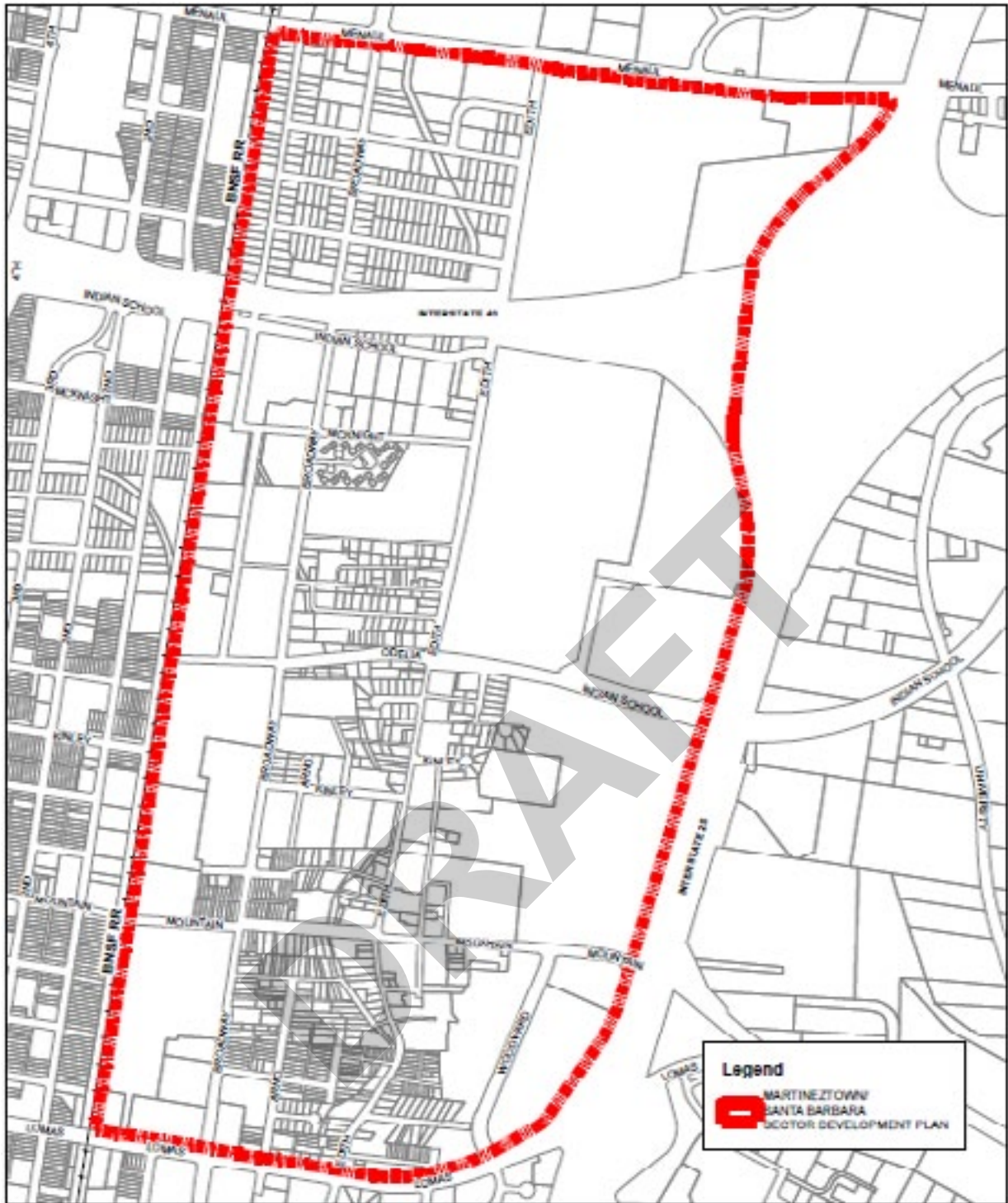


Figure 11 – Roadway System Recommendations

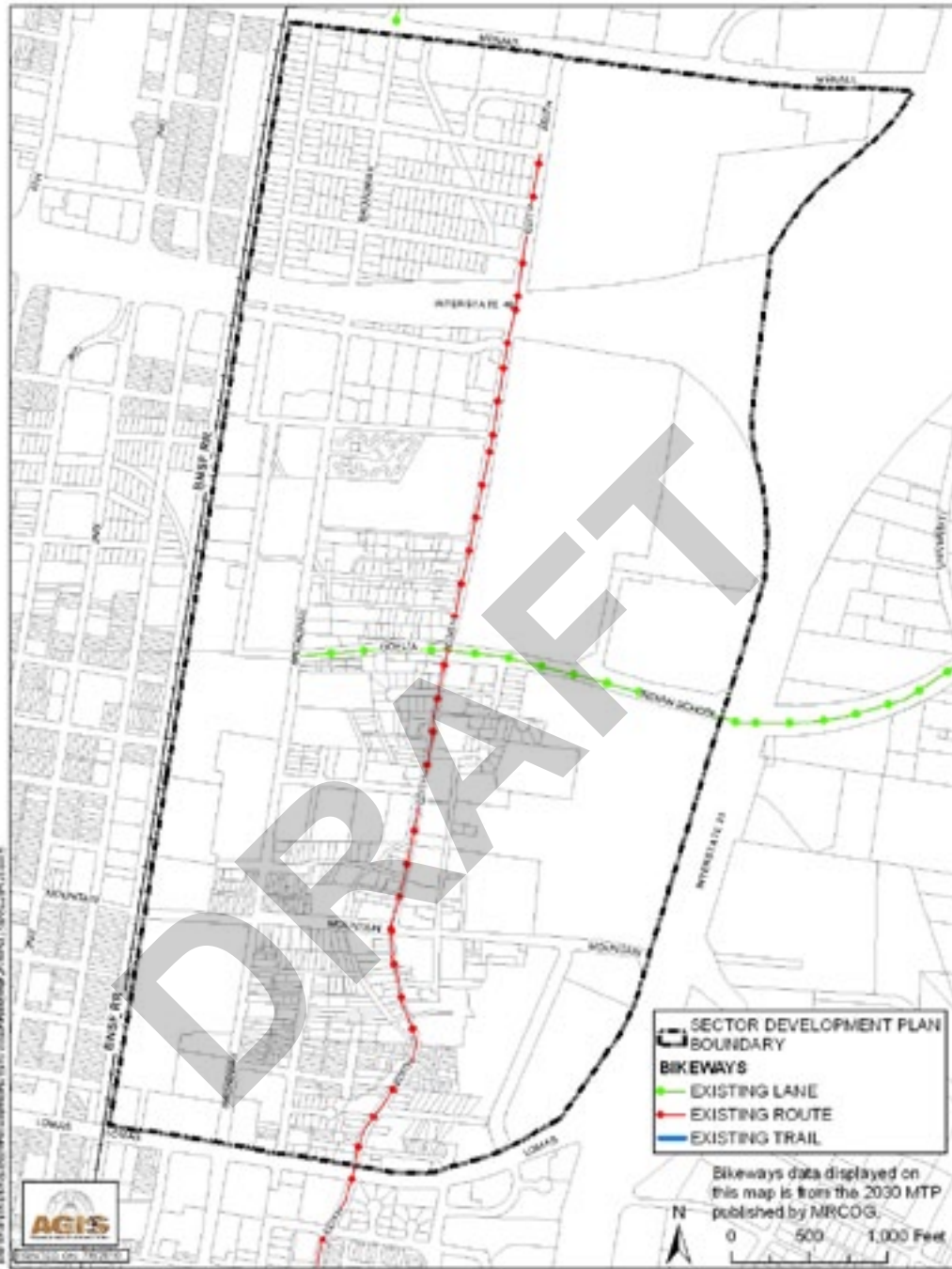


Figure 12 – Existing Bikeways

According to the Long Range Bikeway System Map, Edith Boulevard is a designated bicycle route. A route is defined as a bicycle facility located in a roadway and designated by signs as available for bicycle travel. Routes are shared with motorists and require land widths of 14 feet. No special on-pavement markings are provided.

Odelia/Indian School is designated a bicycle lane from Broadway to Tramway. A bicycle lane is a facility that is located in a portion of a roadway facility. A lane is designated by pavement markings for the exclusive or semi-exclusive use of bicycles. Travel by motor vehicles or pedestrians is prohibited, but pedestrian and motorist cross flows are permitted. Lanes are usually along the right edge of the roadway but may be designated to the left of parking or right-turn lanes.

Lomas Boulevard is a bikeway corridor. A corridor is an area where bikeway facilities are being considered but the feasibility of a facility or the specific type of facility has not yet been determined. These facilities are anticipated to be eligible for Federal transportation funding.

According to the 2030 Metropolitan Transportation Plan, the Bicycle Transportation Demand Management Program funds are used to conduct studies of arterial and collector corridors that are candidates for inclusion of bicycle facilities. The studies are to determine the potential impacts to existing traffic. The studies determine if existing street sections can accommodate bicycle lanes or if a reduction of vehicle lanes is possible while maintaining a reasonable level of service. A study of the University Boulevard corridor (a six lane section) between Lomas Boulevard and Coal Avenue is a recent example of this approach.

The City's proposed additions to the bicycle network within the plan boundary are as follows.

- Establishment of a bicycle trail adjacent to I-25 to connect the Odelia/Indian School bicycle lane to the existing segment of the I-40 Trail west of 6<sup>th</sup> street. A bicycle trail is a paved off-street facility designated by signs and pavement markings for the primary use of bicycles. Cross-flows by motor vehicles are minimized. Trails may accommodate pedestrian or other non-motorized users.
- Designate Mountain Road as a bicycle lane to connect a proposed 2<sup>nd</sup> street lane to the proposed bicycle trail adjacent to I-25
- Extend the Odelia/Indian School bicycle lane along Baca across the railroad to connect to 2<sup>nd</sup> Street (ROW needed)
- McKnight is a proposed bicycle route that would connect Edith's bicycle route to proposed routes on 1<sup>st</sup> street and another on Haines
- Just north of McKnight a bicycle lane is proposed on Indian School, adjacent to I-40 that would connect Edith to at least 1<sup>st</sup> street

The Embassy Suites hotel hosts two annual cycling events (Day of Tread & Albuquerque Century) that attract over 2000 participants. Routing for these events is westbound on Mountain directly to the Bosque Trail). Due to the number of transit stops and proximity to downtown Albuquerque, Martineztown/Santa Barbara is an ideal location for the promotion of intermodal bicycle-transit trips therefore, increase the effectiveness of both transportation modes

## Issues and Analysis

### Need for additional bikeways

There are only two existing bikeways in the plan area, one north/south and one east/west. Residents and commuters expressed a need for additional facilities, as well as more connectivity with the Albuquerque bicycle network.

A north/south bicycle lane on Broadway was requested by the community however, there are safety issues due to the high crash rate at the Broadway and Mountain intersection, as well as heavy automobile traffic on Broadway. The City's proposed bike lane on 2<sup>nd</sup> street is only 4 blocks west of Broadway and runs north to south from Claremont to Lomas. The 2<sup>nd</sup> street proposal seems to be a more appropriate and visually appealing location for a facility.

The need for additional east/west facilities would be satisfied by the proposals for Mountain Road and Odelia/Indian School Road. A bicycle lane on Mountain Road would allow bicyclists to travel from the Rio Grande to I-25. Extending the Odelia/Indian School lane would allow travel from 2<sup>nd</sup> street to San Pedro.

Other proposed additions to the network under consideration would provide the neighborhood with the connectivity they desire. Bicycle commuters working in the downtown and connecting neighborhoods could easily take advantage of intermodal transit opportunities especially along Mountain Road and Odelia/Indian School Road.

### Trip barriers

According to the Albuquerque Comprehensive On-Street Bicycle Plan, there are trip barriers to overcome before bicycle usage can be increased. Trip barriers that exist in Martineztown/Santa Barbara include the perception of safety, actual safety problems associated with traffic as well as a physical barrier - the Burlington Northern Santa Fe Railway track.

Perception of safety can be improved by designing road conditions which make cycling an appealing option. Calming traffic and streetscaping along Mountain Road and Odelia/Indian School Road would increase safety. Because Edith is a narrow local street, its utility as a bicycle route would be enhanced should non-local motorized traffic be discouraged. Though segregated lanes provide a better sense of safety, the reduction of Mountain Road speed limit to 25 miles per hour may validate shared transportation lanes.

Safety problems can also be addressed by reducing traffic speeds through enforcement of limits and signage. The bicycle network within the plan area could be designed to prevent bicyclists from traveling with high speed or high volume motor traffic. Junctions should be designed with the bicyclist in mind. Additional street lighting should be considered for cycling safety.

Both the proposed lane on Mountain and the proposed route on McKnight would require the acquisition of right of way to cross the railroad tracks. The 1990 Sector Development Plan

recommended studying the possibility of extending Odelia/Indian School west across the railroad tracks. The railroad, however, has been very reluctant to approve any more at-grade crossings due to safety risks.

## **Recommendations (See figure 13)**

### **Implement the City's proposed improvements throughout the plan area**

Priority should be given to establishment of a bicycle trail adjacent to I-25.

### **Create an Historic Residential Corridor along Edith Boulevard (Residential District)**

This action would enhance the existing bicycle route by creating a user friendly environment with historic significance. Edith is the only north/south bikeway facility in the plan area. The Edith bicycle route runs from Prospect (just south of Menaul) to Gibson Boulevard with connections to many other bikeway facilities, both existing and proposed. This is an important cultural corridor that should emphasize the importance of Edith and its history as the Camino del Lado.

### **Discourage non-local motorized traffic on Edith Boulevard**

Add signs that alert drivers Edith is for local traffic only. Implement traffic calming to make it unappealing for non-local traffic. This measure would further enhance Edith's utility as a bicycle route.

### **Add lighting to improve safety**

Add lighting under I-40 overpass on Edith Boulevard and at the Santa Barbara/Martineztown Park, located at Hannett and Edith. Install additional streetlights on the northern portion of Edith Boulevard.

***Note for discussion: proposed I-40 trail corridor needs to be added to the figure below.***



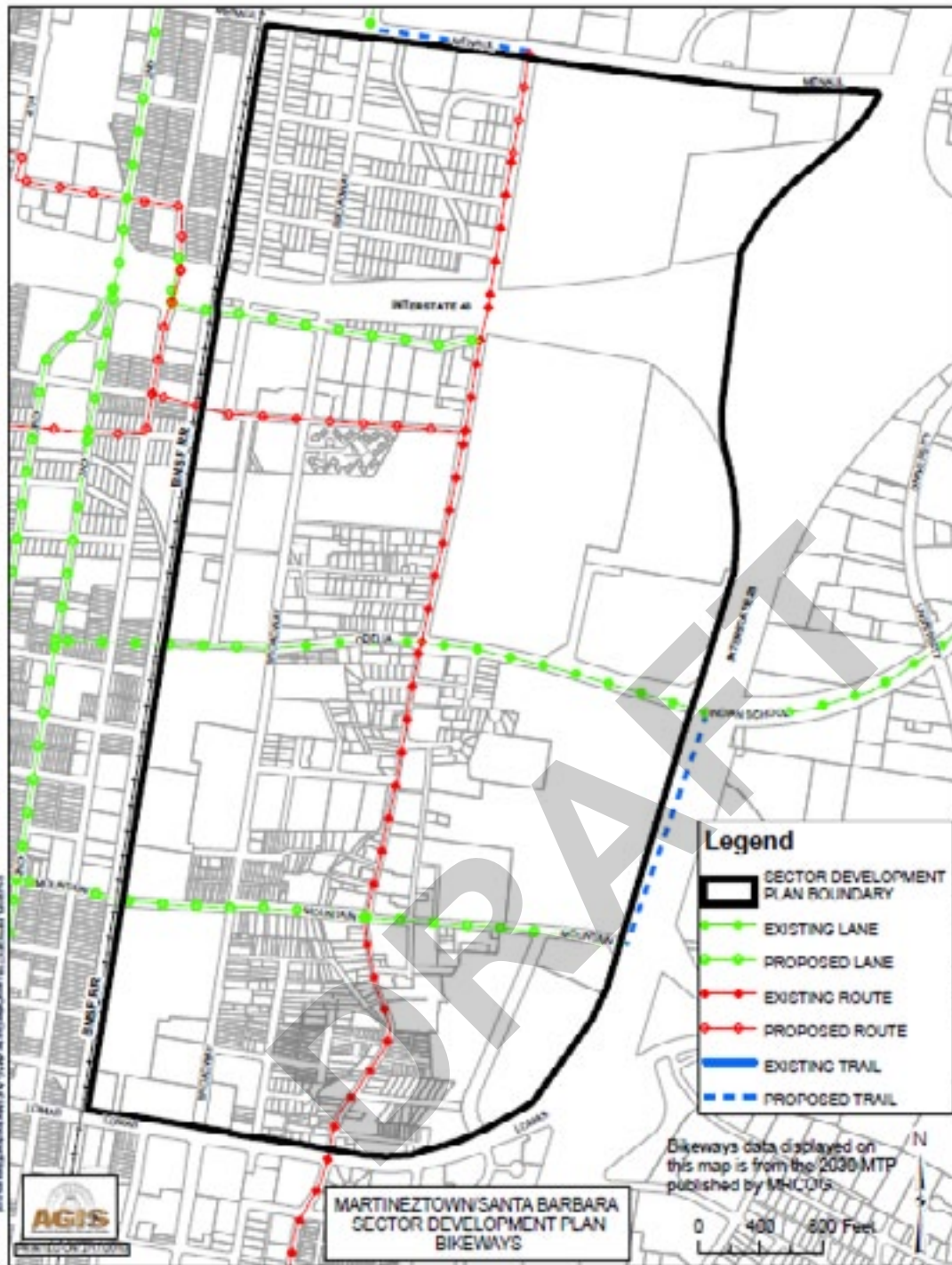


Figure 13 –Bicycle Circulation Recommendations

## C. Pedestrian Circulation

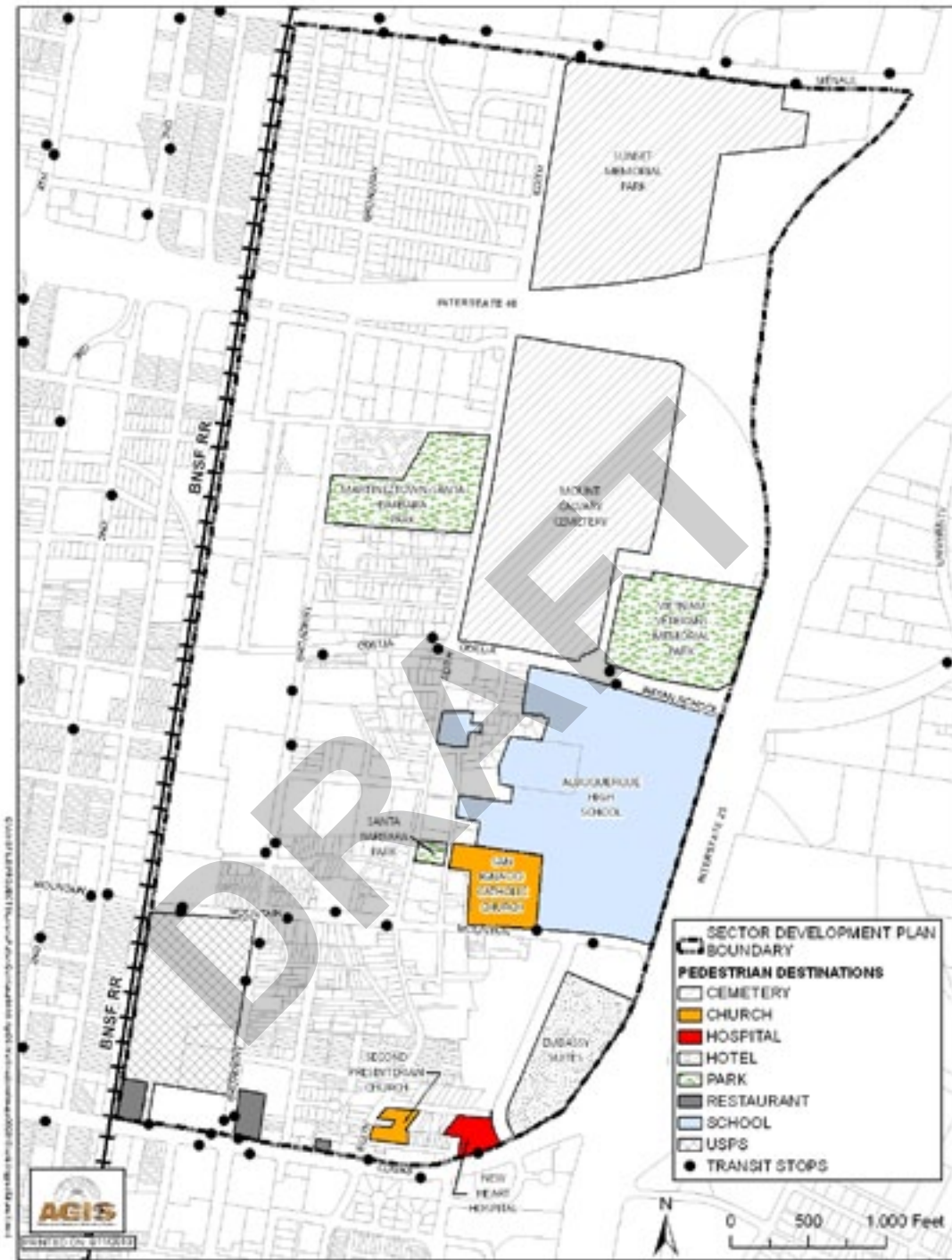


Figure 14 – Existing Pedestrian Destinations and Transit Stops

Martineztown/Santa Barbara has many pedestrian destinations within its boundaries. There are churches, schools, parks, the post office, restaurants and coffee shops in close proximity within the plan area. See figure 14.

Accessibility to transit is an important consideration when planning pedestrian networks. Lomas, Menaul and Broadway were designed to carry high volumes of traffic. Menaul and Lomas have additional designations as Enhanced Transit Corridors. The purpose of this designation is to develop land uses and intensities that promote the use of transit. Between the railroad track and I-25, Menaul and Lomas have eight bus stops each. Broadway too has eight stops. Other transit stops include Mountain Road with seven and Odelia/Indian School with five.

The 2030 Metropolitan Transportation Plan considers Martineztown/Santa Barbara a primary target area for programming federal and state resources. The plan states that the potential for pedestrian activity is present and can be enhanced with improvements to address deterrents such as crime, pedestrian crash rates, speed, and street connectivity.

The “Martineztown Stampede for Health Project” is a community health initiative led by the Santa Barbara Martineztown Neighborhood Association, the Citizens Information Committee of Martineztown Neighborhood Association, and the Medical Director of New Heart Center for Wellness. The proposed program includes almost six hundred healthy lifestyle events over the first year of implementation. Approximately five hundred of those events are neighborhood walks.

With new zoning that reflects the traditional mixed use areas within Santa Barbara/Martineztown and the development of a crossroads neighborhood activity center, pedestrian networking will become even more important to this community.

## **Issues and Analysis**

### **Sidewalk infrastructure**

Sidewalk infrastructure is a key component of urban design that supports walking. It separates pedestrians from vehicular traffic and contributes significantly to creating a pedestrian friendly environment.

Sidewalks and walkways are “pedestrian lanes” that provide people with space to travel within the public right-of-way that is separated from roadway vehicles. They also provide places for children to walk, run, skate, ride bikes, and play. Sidewalks are associated with significant reductions in pedestrian collisions with motor vehicles. Such facilities also improve mobility for pedestrians and provide access for all types of pedestrian travel: to and from home, work, parks, schools, shopping areas, transit stops, etc. Walkways should be part of every new and renovated facility and every effort should be made to retrofit streets that currently do not have sidewalks.

Both FHWA and the Institute of Transportation Engineers (ITE) recommend a minimum width of 5 ft for a sidewalk or walkway, which allows two people to pass comfortably or to walk side-by-side. Sidewalks should be fully accessible to all pedestrians, including those in wheelchairs.

Lack of sidewalks and poor sidewalk condition are problems within Martineztown/Santa Barbara. Key pedestrian routes such as Mountain Road, Edith and Odelia/Indian School have

sidewalk sections less than the recommended width, as well as sections that are inaccessible to wheelchairs. Despite narrow widths and physical deterrents, residents prefer walking these streets to Broadway, due to traffic, lack of buffering, and adequate street lighting.

There is an issue of available right of way for sidewalk expansion throughout Martineztown/Santa Barbara.

Residents requested the addition of curbs and gutters. The City is concerned the addition may trap stormwater runoff on private property and prevent it from draining into the public right of way.

### **Street Crossings**

Ensuring that people can cross streets safely and conveniently to access destinations is essential to creating an effective transportation network.

There are several roadway intersections in Martineztown/Santa Barbara that are in need of safe crossings.

Statistics reveal that, within the plan boundaries, there were six pedestrian accidents and one fatality reported between 2000 and 2006 involving bicycles and pedestrians. These accidents occurred at: Broadway and Lomas; Broadway and Mountain; Broadway and Indian School; and, Lomas and Edith.

Residents expressed additional concern about the safety of crossing Odelia/Indian School from the Veteran's Park to Albuquerque High School. The intersection of Odelia/Indian School and Edith was also listed as a priority safety concern.

Remedies to improve pedestrian crossings include incorporation of design features, such as raised medians or traffic signal timing that helps create sufficient gaps in traffic as well as the installation of actual pedestrian crossings such as traffic signal pedestrian activation devices, marked crosswalks, and textured pavement.

### **Street lighting**

Well lit streets and sidewalks enhance people's sense of security. Pedestrian lighting encourages walking and bicycling trips, reducing automobile congestion and emissions. A lack of street lights in Martineztown/Santa Barbara, particularly on Edith Blvd. north of Odelia, further discourages evening walking and likely contributes to the presence of crime.

The freeway underpasses at both Broadway and at Edith are insufficiently lit and according to the

neighborhood, the area has a history of assaults. These underpasses are used by high school students as routes to the Albuquerque High School from the north.

A study in the Safe Routes to School Program found that “simply increasing the intensity of street lighting reduced the number of vehicle-pedestrian crashes by 59 percent”.

### **Buffering and street furniture**

A buffer zone of 4 to 6 ft is desirable and should be provided to separate pedestrians from the street. The buffer zone will vary according to the street type. Landscaping and street furniture such as benches, streetlamps, and signage are commonly used to soften or mitigate the effects of vehicular traffic on pedestrians. While landscaped buffers are preferred, parked cars and/or

bicycle lanes can also provide an acceptable buffer zone.

Heavy, fast-moving traffic and lack of buffers on Broadway Boulevard limits walkability.

The 1990 Martineztown/Santa Barbara Sector Development Plan requires all area businesses with frontage on designated arterial and collector roadways comply with landscaping requirements for parking areas as specified in the Albuquerque Comprehensive Zoning Code. Many of the businesses within the plan area are out of compliance. While it may not be functionally possible to meet the requirement due to existing building placement, cluster landscaping in appropriate areas would reflect the intent of Section 40.A.7 of the zoning code.

### **Mixed uses**

Encouraging higher density and mixed uses ensures that the streets are not vacant after 5 p.m. on weekdays. It would help create a more comfortable and inviting environment allowing people to be out on the street all day and on weekends, thereby producing a safe environment through informal surveillance, (eyes on the street).

### **High speed traffic on residential streets**

Speed limit enforcement is a simple, effective and easily implemented safety improvement. This can be done with the use of speed cameras or through increasing police presence and traffic citations

Infrastructure improvement projects focused on traffic calming are another means of lowering vehicle speeds. Some traffic calming features, such as road humps and rumble areas, can reduce vehicle speeds and also encourage drivers to divert to less residential streets, which reduces traffic volume.

## **Recommendations (See figure 15)**

### **Create a consistent width of Mountain Road/Streetscape from Broadway to I-25 (Residential District)**

Narrowing the portion of Mountain Road between Edith and Broadway could help to calm vehicular traffic. The addition of on street parking and bulb outs with landscaping on the north side of Mountain would narrow the existing lane width without reducing the number of lanes and add needed parking. Streetscape amenities would be designed to reflect the historic Carnuel Trail.

### **Install sheltered bus stops on either side of Mountain at the Neighborhood Activity Center (Residential District)**

This action would encourage pedestrian activity, promote use of public transportation and add to the family friendly streetscape.

### **Create an Historic Residential Corridor along Edith Boulevard (Residential District and Bicycle Circulation)**

This is an important cultural corridor that should emphasize the importance of Edith and its history as the Camino del Lado. To emphasize walkability and pedestrian friendliness would be in keeping with the Boulevard's historic use.

### **Add lighting to improve safety (Bicycle Circulation)**

Request a study of lighting deficiencies on the collector and local streets in the plan area. Add lighting under I-40 overpass on Edith Boulevard and at the Santa Barbara/Martineztown Park, located at Hannett and Edith. Install additional streetlights on the northern portion of Edith Boulevard.

### **Require all properties along Broadway Boulevard to meet existing landscaping regulations within five years of adoption of this plan (Residential and Railroad Districts)**

This measure would encourage pedestrian use.

### **Add public amenities such as benches, shelters, and signage on Broadway (Railroad District)**

Both sides of Broadway from Rosemont to Lomas are proposed mixed use zones and as such, provide an important link to the neighborhood pedestrian network.

Over the next two years, ABQ RIDE will be evaluating bus stop placement throughout the entire route system. The Indian School Road commuter bus (Route #6), serves riders from Tramway Boulevard to Downtown. There are currently 8 stops on Broadway between Indian School and Lomas, most are south of Rosemont. A sheltered bus stop is recommended to serve the proposed mixed use zone south of Mountain.

**Make streetscape improvements along Odelia to slow traffic and provide more pedestrian amenities and safety features, while maintaining the same traffic capacity (Service District recommendations)**

Request an engineering study of the sector plan area to examine pedestrian access needs, roadway geometry deficiencies, bikeway needs, and traffic calming opportunities. Install a raised median with low landscaping and decorative fencing on Odelia just east of Albuquerque High School to force pedestrians to cross at the traffic light in front of the high school.

**Create enhanced pedestrian routes along Mountain, Odelia, and Edith**

Widen sidewalks where feasible, constructing new sidewalks, providing landscape strips, trees, bike lanes or other buffers between pedestrians and traffic.

**Improve pedestrian street crossings by adding crosswalks or other safety features at the following locations**

- Across Lomas Blvd. at Edith Blvd. (elementary school route), Broadway, and
- I-40 underpass at Menaul (northern route from the high school)
- Across Odelia from the Veteran's Park to Albuquerque High School
- Intersection of Mountain and Broadway
- Intersection at Odelia and Edith

**Pursue a sidewalk inventory and pedestrian circulation study**

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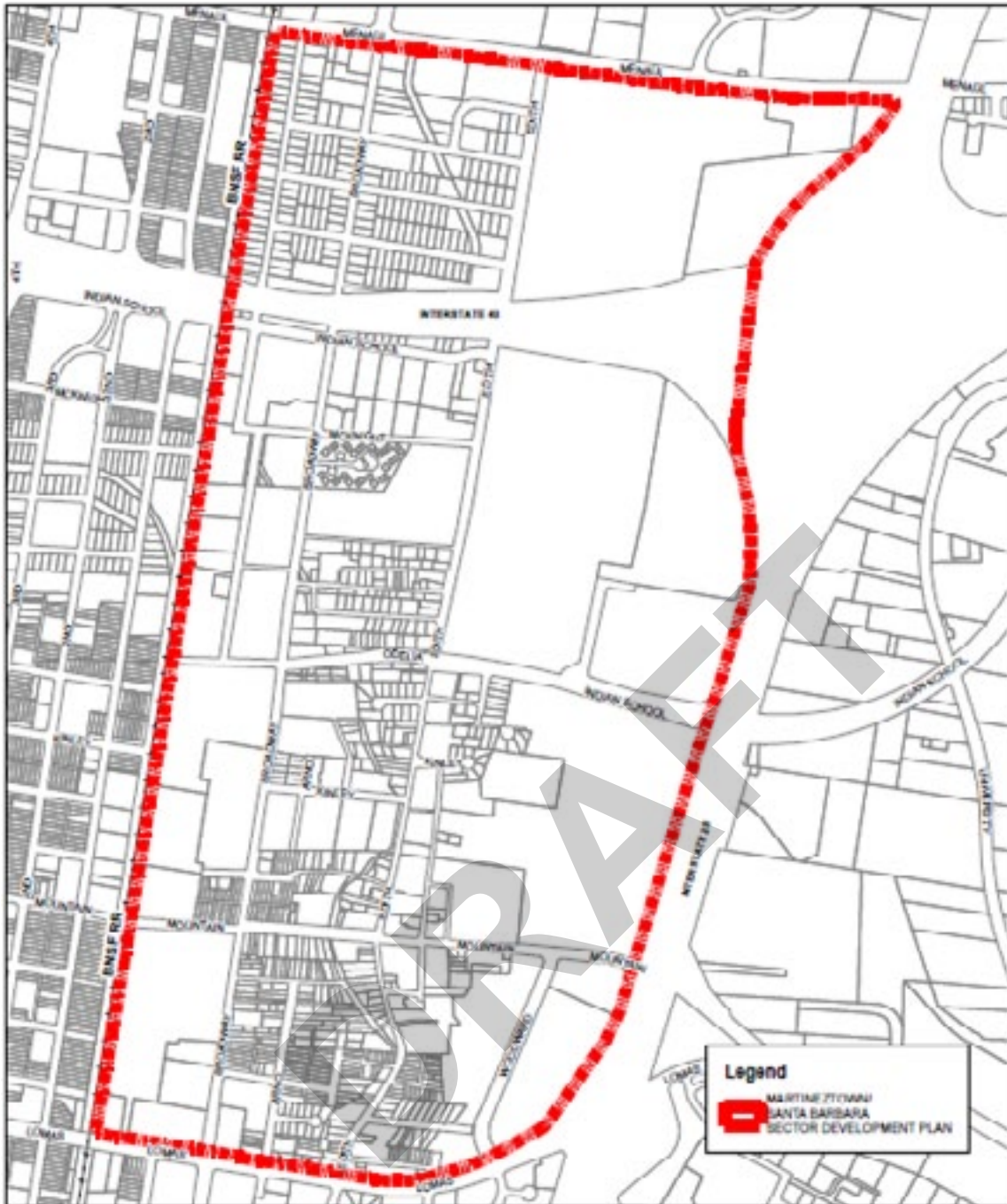


Figure 15 – Proposed Pedestrian Destinations and Recommendations



## 4 Drainage and Sewer

Recently completed projects in the plan area include: the Odelia Storm Drain; the Broadway and Odelia AQ Pond; Kinley, Broadway to Edith Storm Drain; the Post Office Interim Detention Pond; and the Mountain Storm Drain from Edith to I-25.

The Water Authority and the City Drainage worked together for the design and construction of storm drainage and sanitary sewer improvements at the intersection of Mountain and Walter. Construction of this storm drainage and sanitary sewer work was recently completed.

Historically, there have been drainage problems in Martineztown/Santa Barbara. The City has requested a study be conducted entitled "Mid Valley Drainage Management Plan." The study is expected to be completed in one year. The document will include recommendations, costs and possible projects.

There are issues related to erosion rather than drainage and sewer. Those recommendations are listed in the appropriate district.

### Issues and Analysis

#### **Temporary detention basin lacks sufficient storage**

In 2008, the City and the Albuquerque Metropolitan Flood Control Authority (AMAFCA) purchased approximately two acres on the southern portion of this district. An emergency storm basin was built as a temporary facility to address immediate issues.

The interim basin along with the basin at Broadway and Odelia have a capacity of only 27 acre feet (16ac-ft at Broadway & Lomas and 11 ac-ft at Broadway & Odelia) and about 100 acre-feet of storage maybe needed to solve the drainage problem in Martineztown/Santa Barbara. The combined detention capacity of the two existing basins is approximately 27% of what may be needed for flood relief. The City and AMAFCA are seeking additional sites to address the deficiency. This could mean one location for a larger basin or several locations for smaller basins. Because of side slopes and setback requirements, one large basin would require less land than smaller basins.

Tingley Park occupies about 12 acres or approximately 4 city blocks. Due to its shallow depth it is an inefficient drainage facility providing only about 2 acre-feet of storage per acre. In comparison the temporary basin occupies about 2 acres and provides approximately 8 acre-feet of storage per acre. Lomas & Broadway is in a FEMA flood zone because it is the low spot in the 600 acre drainage basin.

#### **Landscaping and buffering of the temporary basin**

Residents want the basin landscaped and buffered from the neighborhood. As a safety measure, wire fencing surrounding the area was installed. Because the pond was identified as an

emergency interim measure, no landscaping was included in the project. The pond slopes were rocked for stabilization and dust reduction. City maintenance may have to remove storm sediment therefore landscaping the bottom of the basin is not under consideration.

The City investigated costs for a landscape buffer around the pond. Estimates ranged from \$80,000 to \$150,000 for minimal landscaping. The greatest expense is due to irrigation requirements. Plants in the southwest must be irrigated (even if considered native and xeric) and the irrigation system (water connection, meter, piping, maintenance) is cost prohibitive.

### **Outdated Sanitary Sewer Lines and Odor**

There are plans to rehabilitate the sewer lines. The Albuquerque Bernalillo County Water Utility Authority operates a hotline committed to addressing sewer odors. The dispatch office number is 857-8250 and the web link is <http://www.abcwua.org/content/view/86/76/>.

## **Recommendations**

### **Provide temporary screening for the interim detention basin at Broadway and Lomas (Railroad District)**

A temporary landscape or manmade buffer would improve the aesthetics and pedestrian friendliness of both Boulevards. When the interim basin is removed, the screening could be recycled and reused in another project.

### **Develop a high capacity detention basin designed as a multi-use/park facility to replace the temporary basin**

Identify and purchase property for a permanent basin with the necessary storage capacity. If a parcel of this size can be obtained, design the basin to include a multi-use/park facility. This measure would accomplish the much needed drainage improvements as well as provide additional open space and multi-generational recreational opportunities. Pedestrian circulation would be enhanced. An example of this is the multi-use park/ball fields in Barelás.

### **Rehabilitate Outdated Sewer Lines**

Approximately 1350 feet of 8-inch sanitary sewer lines in the Martineztown area are anticipated to be rehabilitated by the Albuquerque Bernalillo County Water Utility Authority in the Small Diameter Water & Sewer Rehabilitation FY11 project.

***General Note: Suggest that we add planning-level cost estimates for improvements and studies that are proposed.***

## 5 Martineztown/Santa Barbara Zoning Regulations

### A. Zoning Code Enforcement

Many of the existing issues raised by the community during public meetings can be resolved through stronger enforcement of existing zoning regulations that require buffering and screening between nonresidential and residential zones.

This Plan specifies that within five years of adoption of the Sector Development Plan, all nonresidential properties in the sector plan boundary must be in compliance with the following City's Comprehensive Zoning Code requirements for buffering, screening, wall design and landscaping:

#### **§14-16-3-1: OFF-STREET PARKING REGULATIONS**

#### **§14-16-3-19: GENERAL HEIGHT AND DESIGN REGULATIONS FOR WALLS, FENCES AND RETAINING WALLS**

- if in violation of a clear sight triangle

#### **§14-16-3-10: LANDSCAPING REGULATIONS APPLICABLE TO APARTMENT AND NONRESIDENTIAL DEVELOPMENT**

- such that landscaping required does not interfere with required entrances or where compliance results in reduction of parking spaces below the required minimum as specified in Section 14-16-3-1
- in section E 4 a 6-foot high wall may be substituted for 5 (five) feet of buffering in developed lots that lack space for a 10-foot buffer.)

To ensure compliance, the plan requires that a code enforcement "sweep" of the Sector Plan area be completed five years from adoption of this Plan. Property owners will have until then to either:

- 1) Bring their properties into compliance with the Comprehensive Zoning Code ,or
- 2) Request a Special Exception as provided for in Section 14-16-4-2 of the Zoning Code.

This requirement applies to properties that were developed before 1976 as well as those developed after that date.

### B. Overview of Changes from 1990 Sector Development Plan

As demonstrated by the Existing Land Use/Zoning map, much of the zoning in Martineztown/Santa Barbara is inconsistent and incompatible with existing and historic land use. This

incompatibility is most obvious where the land use is single-family residential but zoning is SU-2/C-3, SU-2/NRC or SU-2/RCM.

The following regulations and zone map amendments will reinforce and stabilize the single-family residential character of the Residential District, while preserving the light industrial character of

the Railroad District (west of Broadway). The Plan proposes the establishment of a Neighborhood Activity Center (NAC) covering about six acres at the intersection of Mountain Road and Edith Boulevard, to be zoned SU-2/ NAC. It also proposes a new, higher density, SU-2/Mixed Use (MX) Zone, to foster higher density mixed residential/office/commercial uses along Lomas Boulevard and along Broadway Boulevard south of Mountain Road. Otherwise, the Plan retains most of the Santa Barbara/Martineztown Sector Plan (SU-2) zone categories adopted in the 1990 plan with a few modifications.

### **C. New Zones**

**SU-2/RG** (Residential Garden Apartment): THIS ZONE IS PROPOSED ALONG THE SOUTH SIDE OF MOUNTAIN ROAD BETWEEN BROADWAY AND EDITH TO PROVIDE OPPORTUNITIES FOR HIGHER DENSITY RESIDENTIAL DEVELOPMENT TO SUPPORT THE ADJACENT ACTIVITY CENTER AT EDITH AND MOUNTAIN ROAD AND THE MIXED USE ACTIVITIES AT BROADWAY AND MOUNTAIN ROAD.

**SU-2/MX** (Mixed Use) This zone provides a mixed-use environment with medium to high density residential, shopping, service, office and entertainment uses along a comprehensive plan-designated transit, enhanced transit corridor and express corridor or, in redeveloping nodal or strip shopping centers, or in a planned commercial corridor or mixed use nodes. This zone is proposed along Lomas Boulevard and along Broadway Boulevard south of Mountain road.

**SU-2/ NAC** (Neighborhood Activity Center): This zone encourages development of a mixed-use neighborhood activity center on about six acres of land at the intersection of Mountain Road and Edith Boulevard. Its intent is to re-establish a traditional neighborhood center as a place that provides a social setting and services for its residents. It will encourage redevelopment that fosters neighborhood activities, a pedestrian-friendly environment, and integrated land uses such as a café, small retail shops or services, housing, and small offices.

### **D. Modifications to Existing Zones upon Plan Adoption**

**The SU-2/R-1** Single-Family Residential Zone is modified to permit secondary dwelling units (SDUs) as a conditional use. This will help maintain residential affordability and discourage gentrification of the neighborhood. Many of the single family residential properties now zoned NRC, RCM and C-3 are proposed to change to SU-2/R-1 to better reflect the actual use on the property and protect and preserve the single-family character.

The **SU-2/ RCM** Residential Commercial Martineztown Zone is changed to SU-2/RC, removing the reference to “Martineztown” to be consistent with all other zoning descriptions in the plan area. This zone is mostly located on the east side of Edith and on the south side of Mountain Road, adjacent to the Neighborhood Activity Center. Permissive uses are modified to reflect the RC zone in the City’s Comprehensive Zoning Code, which allows a maximum of 50% of the gross floor area on the lot to be in nonresidential use. This change will better reflect how these properties are being used and to preserve and protect the single-family residential character while allowing commercial uses that would support the Neighborhood Activity Center. Properties with 100 percent commercial uses shall be approved CONDITIONAL USES per the requirements in §14-16-4-2(D) of the Zoning Code.

The **SU-2/C-3** zone is modified to correct the language in the 1990 Plan. The 1990 Plan lists certain C-3 uses under Section A as “exceptions” when actually they are allowed permissively. In addition, certain uses are prohibited and further restrictions are placed on C-3 uses to protect abutting residences.

The **SU-2/M-1** Light Manufacturing Zone east of Broadway is modified to prohibit several uses that could potentially jeopardize the health, safety and welfare of residents as this zone is often adjacent to residences.

## **E. Zoning Conformance**

### **ZONING CONFORMANCE**

Existing legal conforming uses which become non-conforming upon adoption of this plan shall be considered approved conditional uses.

## **F. Martineztown/Santa Barbara SU-2 Zoning Districts**

The following SU-2 zones are established for Martineztown/Santa Barbara as shown in figure 18, (existing zoning is shown in figure 17 for reference). They are subject to General Design Regulations in Section G of this plan.

- SU-2/R-1 Single Family Residential
- SU-2/R-T Townhouse
- SU-2/R-G Residential Garden Apartment
- SU-2/R-2 Medium Density Residential
- SU-2/R-C Residential Commercial
- SU-2/NRC Neighborhood Residential Commercial

- SU-2/O-1 Office and Institution
- SU-2/C-3 Heavy Commercial
- SU-2/M-I Light Manufacturing
- SU-2/HM Heavy Manufacturing
- SU-2/P Parking
- SU-2/MX Mixed Use
- SU-2/NAC Neighborhood Activity Center
- SU-2/SU-I Special Use

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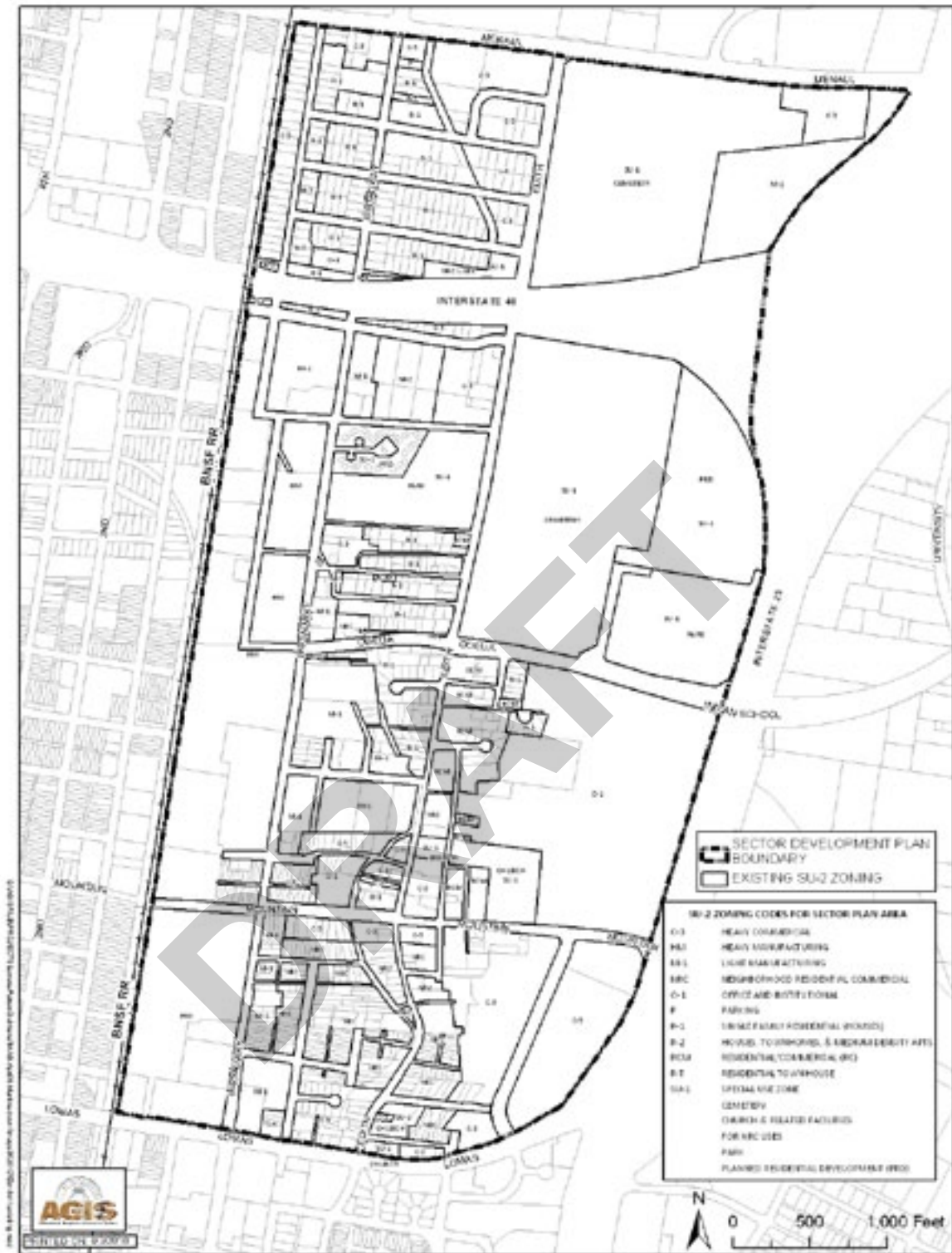


Figure 17 – Existing Zoning

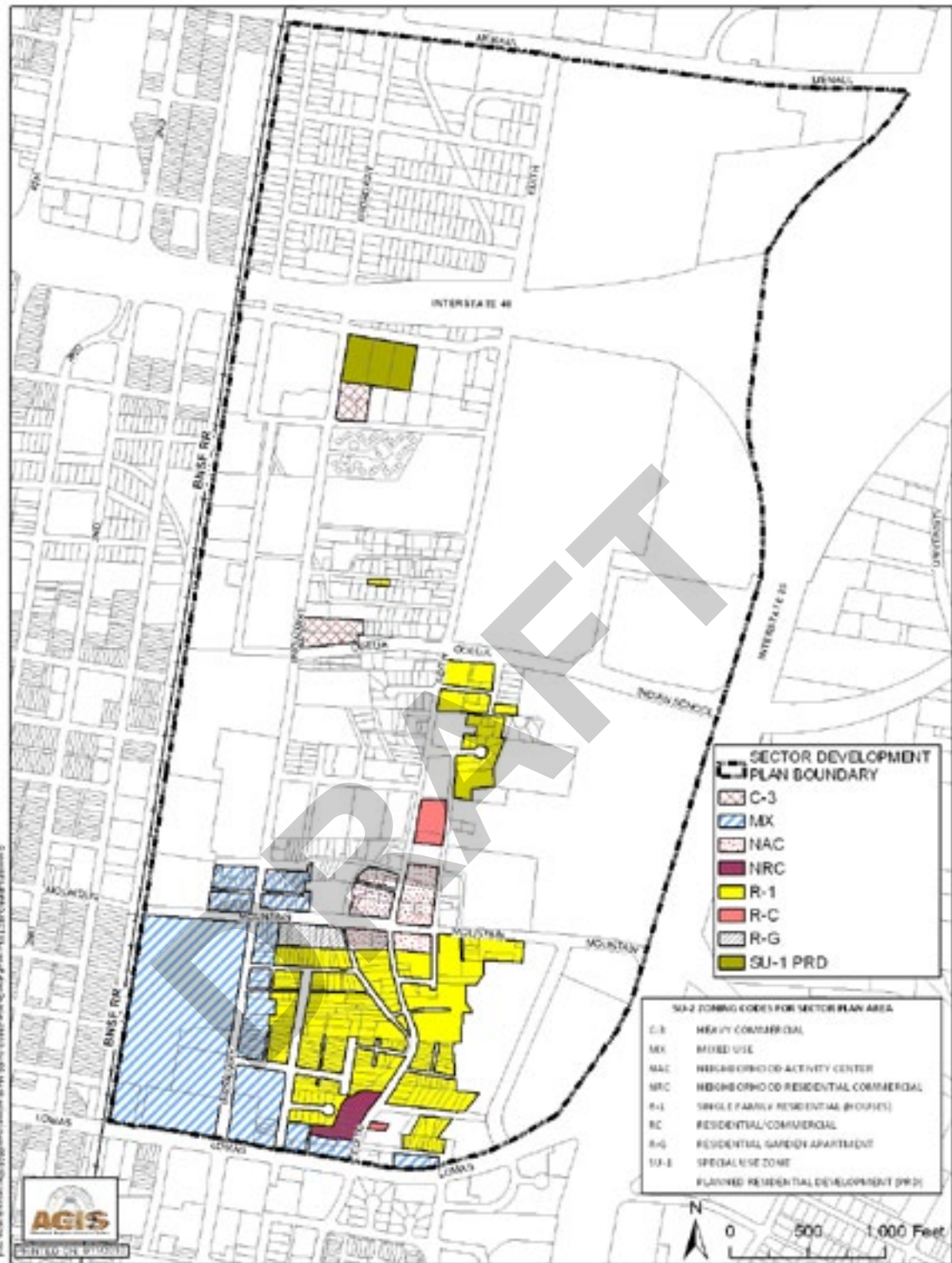


Figure 18 – Proposed Zone Changes



1. The **SU-2/R-I** (Single Family Residential) zone corresponds to the R-I Zone in the Comprehensive City Zoning Code with the following exceptions:

- A. Setback. The R-1 setback regulations shall apply except in the area between Interstate 40 and Lomas Boulevard, there shall be a front yard setback of not less than 10 feet except setback for a garage or carport shall not be less than 20 feet.
- B. Lot Width. The R-1 regulations shall apply except in the area between I-40 and Lomas Boulevard, the minimum lot width shall be 40 feet per dwelling unit. No minimum lot size.
- C. Conditional Uses. Secondary dwelling unit

1) A secondary dwelling unit is defined as a subordinate dwelling unit containing its own kitchen created within, added to, or detached from a single-family dwelling. Secondary dwelling units may not be subdivided from or otherwise segregated in ownership from the primary residence structure.

- a. Only one secondary unit is allowed per lot.
- b. Mobile homes and recreational vehicles are not allowed as secondary dwelling units.
- c. One off-street parking space is required for the secondary dwelling unit.
- d. The maximum floor area of a secondary dwelling unit shall not exceed 600 square feet, or 60 percent of the primary dwelling unit's floor area, whichever is less, except a secondary dwelling unit that is attached to the primary residence and is designed to look like one single family dwelling unit may have the same floor area as the primary residence.
- e. Usable open space shall be provided on-site at 800 square feet per dwelling unit or 600 square feet per dwelling unit where parking is accessed from a rear yard alley.

2. The **SU-2/R-T** (Townhouse) zone corresponds to the R-T Residential Zone in the Comprehensive City Zoning Code.

3. The **SU-2/R-G** (Residential Garden Apartment) zone corresponds to the R-G Zone in the Comprehensive City Zoning Code.

4. The **SU-2/R-2** (Medium Density Residential) zone corresponds to the R-2 Zone in the Comprehensive City Zoning Code with the following exceptions:

- A. Setback. There shall be a front yard setback of not less than 10 feet except setback for a garage or carport shall not be less than 20 feet for lots developed with single-family units.

- B. Parking. Multi-family residential development – for each dwelling unit, not less than 1 space per bath.
- C. Usable Open Space. Usable open space shall be provided on-site in an amount equal to 300 square feet per one-bedroom dwelling unit, 350 square feet per two bedroom dwelling unit, 400 square feet per three bedroom dwelling unit or more.

5. The **SU-2/R-C** (Residential Commercial) zone corresponds to the R-C Zone in the Comprehensive City Zoning Code with the following exceptions:

- A. Usable Open Space. Usable open space shall be provided on-site at 500 square feet per dwelling unit.
- B. Landscaping. All new commercial development must buffer according to requirements in the Zoning Code.

6. The **SU-2/NRC** (Neighborhood Residential Commercial) zone corresponds to the R-2 (Low Density Apartments) and C-1 (Neighborhood Commercial) Zones in the Comprehensive City Zoning Code with the following exceptions:

- A. Lot Size. Minimum lot width for lots developed with single-family units shall be 40 feet. Minimum lot width for lots developed with multi-family units shall be 60 feet. No minimum lot size.
- B. Setback. There shall be a front yard setback of not less than 10 feet except setback for a garage or carport shall not be less than 20 feet for lots developed with single-family units.
- C. Parking. Multi-family residential development - for each dwelling unit, not less than 1 space per bath.
- D. Usable Open Space. Usable open space shall be provided on-site in an amount equal to 300 square feet per one-bedroom dwelling unit, 350 square feet per two bedroom dwelling unit, 400 square feet per three bedroom dwelling unit or more.
- E. Signage. As provided and as regulated in the RC Zone in the City Zoning code.
- F. Landscaping. All new commercial development must landscape according to requirements listed in the City Zoning Code.

7. The **SU-2/C-3** (Heavy Commercial) zone corresponds to the C-3 Zone with the following exceptions:

- A. Permissive Uses:
  - 1) Uses permissive in the C-3 zone, except:

- (a) Adult Amusement
- (b) Bottling
- (c) Cold Storage Plant
- (d) Ice Plant, wholesale
- (e) Manufacturing of meat and fish products
- (f) Tire recapping or retreading
- (g) Operative contractor's equipment and heavy farm equipment sales
- (h) Warehousing

2) Uses permissive in the R-2 Zone

3) Antennas are limited to 65 feet in height

4) Products that are manufactured, compounded, processed, assembled or treated must be conducted within a completely enclosed building and must not result in detectable odors, dust, smoke, noise, vibration or other causes that will negatively impact adjacent residences.

B. Prohibited Uses:

- 1) Adult Amusement
- 2) Bottling
- 3) Cold Storage Plant
- 4) Ice Plant, wholesale
- 5) Manufacturing of meat and fish products
- 6) Tire recapping or retreading
- 7) Operative contractor's equipment and heavy farm equipment sales
- 8) Warehousing

C. Signage. Signs as provided and as regulated by the C-1 Zone in the Zoning Code, with the following exceptions:

- 1) Freestanding signs are limited to six feet in height along local streets.
- 2) Additional requirements as required in Section D of this Plan.

D. Landscaping. All new commercial development must landscape according to

requirements listed in section 14-16-3-10 of the Zoning Code.

- E. Height. Structures shall not exceed 26 feet in height. For sites of five acres or more, height shall be as provided and as regulated in the 0-1 Zone in the City Zoning Code.

8. The **SU-2/M-1** (Light Manufacturing) zone corresponds to the M-1 zone in the Comprehensive City Zoning Code with the following exceptions:

- A. Antennas are limited to 65 feet in height
- B. Products that are manufactured, compounded, processed, assembled or treated must be conducted within a completely enclosed building and must not result in detectable odors, dust, smoke, noise, vibration or other causes that will negatively impact adjacent residences.
- C. Prohibited Uses. The following uses are prohibited east of Broadway Boulevard in the Plan area: (are these allowed in other SU-2/M-1 zones within the Sector Plan area?)
  - 1) Adult amusement
  - 2) Auto dismantling (except in a completely enclosed building)
  - 3) Commercial agriculture
  - 4) Poultry storage and killing
  - 5) Concrete manufacture
  - 6) Gravel or sand stockpiling
  - 7) Truck terminal
  - 8) Fuel storage
  - 9) Salvage yard
- D. Signage. Signs as provided and as regulated by the C-2 Zone in the Zoning Code, with the following exceptions:
  - 1) Freestanding signs are limited to six feet in height along local streets.
  - 2) Additional requirements as required in Section D of this Plan.

9. The **SU-2/HM** (Heavy Manufacturing) zone corresponds to the M-1 Zone in the Comprehensive City Zoning Code with the following exceptions:

- A. Conditional Uses:
  - 1) Uses permissive in the M-2 Zone and not permissive in this HM category.

10. The P (Parking Zone) corresponds to the P Zone in the Comprehensive City Zoning Code.
11. **SU-2/MX** (Mixed Use) zone corresponds to the SU-1 Mixed Use Zone (MX) in Section 14-16-3-22 Form Based Zones of the Comprehensive City Zoning Code with the following exceptions.
- A. Permissive Uses:
    - 1) Uses permissive and conditional in the R-2, R-C, C-1, C-2, and O-1 Zones
  - B. Prohibited Uses
    - 1) The following uses are not permitted (in addition to those listed in the Section 14-16-3-22):
      - a. Adult Amusement Establishment and Adult Store
      - b. Package liquor unless part of a full-service grocery store
  - C. Permitted Building Types
    - 1) All listed except Light Industrial and Warehouse.
  - D. Height.
    - 1) Maximum height shall be 50 feet (4 stories) along Broadway Boulevard and Lomas Boulevard.
    - 2) Maximum height of buildings within 200 feet of a SU-2/R-1 zone shall be 30 feet.
  - E. Street Design
    - 1) Block size and mid-block crossing requirements do not apply along Broadway Boulevard.
    - 2) Street Types: CS-60 and CS-84, per Section 14-16-3-22(C)(4)(d) of the Zoning Code, shall apply to Broadway Boulevard, depending on the available right-of-way or other physical constraints.

12. **SU-2/NAC** (Neighborhood Activity Center)

A. Intent. This zone provides a medium density, mixed-use pedestrian environment inviting to neighborhood retail and office, medium density housing, cafés, plazas and outdoor seating, and shared parking. Buildings are oriented to the street or plazas. Building uses may be mixed use, residential or commercial. This zone is designed for locations within walking or biking distance of residential areas. The following zoning regulations are based on the SU-1 Infill Zone in the Zoning Code, §14-16-3-22(B)(4). The goal of the Infill Zone is to integrate infill

development into the context of the built environment while protecting the neighborhood context.

B. Permissive Uses

- 1) Uses permissive in the R-T, R-L-T, R-G, O-1, C-1 and C-2 Zones, except:
  - a. Antenna
  - b. Park and ride temporary facilities
  - c. Public Utility Structure
  - d. Retail Sales of Auto parts and supplies
  - e. Retail Sale of Gasoline, oil liquefied petroleum gas, including outside sales
  - f. Drive-in facilities
  - g. Car washing
  - h. Parking lot, freestanding
  - i. Off-premise sign

C. Permitted Building Types

- 1) The following Building Types are permitted  
(See Section 14-16-3-22(C)(1) for Building Types standards)
  - a. Rowhouse and Courtyard Rowhouse
  - b. Carriage House
  - c. Duplex, Triplex, and Fourplex
  - d. Stacked Flats
  - e. Terrace Apartments
  - f. Courtyard
  - g. Liner Building
  - h. Stand Alone Commercial/Office Building
  - i. Civic Institutional Building

D. Height.

- 1) The following height restrictions apply:
  - a. Building heights shall not exceed 36 feet.
  - b. Within 75 feet of an abutting R-1 through R-T zone or corresponding SU-2 zone, building heights shall not exceed a 45-degree angle plane that begins at a height of 11 feet, measured from the residential property line.
  - c. Section 14-16-3-3(A) Height Regulations apply with the following exclusions:

i. Section 14-16-3-3(A)(4) Walls, Fences, Retaining Walls shall not apply. Walls, Fences and Retaining Wall Heights shall be regulated by Section 14-16-3-22(C)(8).

E. Building Frontage and Articulation.

1) Section 14-16-3-22 (C)(3) Articulation standards apply.

2) Articulation on street facades. The SU-2 General Standards for Martineztown/Santa Barbara shall apply to all Building Types except Rowhouse, Carriage House, Duplex/ Triplex/Fourplex with the following exceptions:

a. Vertical change of color or material shall not apply

b. Wall plane projection or recesses shall occur at least every 40 feet

3) Shading Elements. Facades that contain a primary customer entrance or that are adjacent to a public right-of-way shall contain shade features such as portals, awnings, canopies or shade trees along a minimum of 75% of the ground floor façade.

4) Balconies and Portals. Shall have a minimum vertical clearance of 8 (eight) feet above the public sidewalk.

F. Building Placement.

1) Buildings shall be set back a maximum of 15 feet from the front property line.

2) Side setback shall be a minimum of 10 feet from the property line.

3) Rear setback shall be a minimum of 15 feet from the property line.

G. Usable Open Space

1) A minimum 10 percent of the site area shall be designated as Usable Open Space in the form of patios, plazas, balconies, roof decks, courtyards, or exterior walkways.

H. Street Design.

1) Street Type CS-60, per Section 14-16-3-22(C)(4)(d) of the Zoning Code, should be used as a guideline. Its requirements may be modified based on available right-of-way and other physical constraints.

2) Alleys. See Section 14-16-3-22(C)(4)(c) for Alley standards.

I. Off-Street Parking. The Off-Street Parking Regulations of the Zoning Code, Section 14-16-3-1, shall apply with the following exceptions:

- 1) Required Minimum Parking.
  - a. Ground Floor Non-residential: 1 per 1,000 square feet of net leasable area.
  - b. Residential: 1 per unit.
  - c. On-street parking may count for up to 50 percent of the off-street parking requirements
- 2) Shared Parking. Shared parking spaces may be located within 200 feet from the building or use that it serves.
- 3) Parking shall be located behind buildings in the rear portion of the lot or to the side of buildings that face the street.

J. Signage. Signs as regulated by the O-1 zone in the Zoning Code, with the following exceptions:

- 1) Free-standing signs are not permitted.
- 2) No more than one wall-mounted sign per building façade.
- 3) Sign area of building-mounted signs shall not exceed 25 square feet.
- 4) Signs may project more than one foot into right-of-way per City Revocable Permit or Encroachment Agreement requirements.

13. The SU-2/SU-1/Special Use zone corresponds to the SU-1 Zoning in the Comprehensive City Zone Code. SU-2/SU-1 for NRC uses and SU-2/SU-1 for Church and Religious Facilities.



## **G. General Design Regulations**

### **Intent**

The General Design Regulations shall apply to all properties in the Sector Plan area unless specified otherwise. The intent of the regulations is to

1. Improve compatibility among housing, institutions, commercial and industrial land uses through site design, buffering, screening, and landscaping.
2. Protect and conserve the area's distinct, historic physical characteristics by guiding the design of new construction and additions so that it blends and harmonizes with existing architectural character, sizes and massing without becoming unaffordable.
3. Improve the environment adjacent to the public right-of-way (roadways, sidewalks, landscape strips) through requirements for site parking, walls, fences, landscaping and pedestrian connections.

### **Required Compliance with General Design Regulations**

1. In addition to complying with the provisions of the Comprehensive City Zoning Code, the following development requests shall also comply with the General Design Regulations contained in this plan:
  - New development;
  - Building additions adding 15% or more square feet to an existing building's square footage;
  - Buildings replacing existing buildings including buildings that are destroyed by flood, fire, or natural catastrophe;
  - Amendments to SU-1 site plans that include additions of 15% or more of existing building square footage.
2. The following activities are exempt from compliance with the General Design Regulations but shall adhere to pertinent regulations of the City Zoning Code:
  - Repairs, remodeling and maintenance of existing structures and/or buildings
  - Façade improvements to existing buildings
3. **EXCEPTIONS TO THE GENERAL DESIGN REGULATIONS.** The following two levels of modifications to the General Design Regulations are allowed:
  - A. **Minor:** The Planning Director or his designee may approve deviations of 10% or less from any \*dimensional standard.

- B. Major: The EPC shall review any deviation of more than 10% from any dimensional standard to determine if the request honors the intent of the regulation.

\*Dimensional Standard: a standard relating to numerical measurement.

### **1. Preserving Residential Neighborhood Character**

- A. Building additions and renovations shall blend architecturally with the style of the original building.
- B. New residential construction shall be architecturally compatible with existing adjacent buildings in height, mass, and architectural style.

### **2. Residential Building Design**

In addition to the design regulations in the Zoning Code, residential development shall comply with the following:

- A. Building exterior materials (stucco, brick, wood, etc.), color, window and door styles, and roof slope and materials shall be the same or similar on all parts of a structure and on all detached dwelling units on one lot.
- B. Standard unstuccoed CMU block is not allowed as a finish material for buildings.
- C. Buildings shall not exceed 26 feet in height. Building portions over 15 feet high shall be set back not less than 25 feet from property lines abutting the public right-of-way or a private street.
- D. The slope of new roofs shall range from flat to not more than a 45-degree angle.
- E. Second-story additions to existing flat-roofed buildings may have flat roofs if the front façade of the second-story addition is set back not less than 10 (ten) feet from the front façade of the first floor.
- F. New garage fronts shall be set back not less than 20 feet from the property line abutting a public right-of-way or private street.
- G. Not more than 50 percent of a building's street frontage width shall be garage front.
- H. Front doors shall face the street. In townhouse and multiple dwelling unit development, the dwelling unit(s) adjacent to the public right-of-way shall face front doors toward the street.
- I. Building façades facing a public right-of-way or private street shall contain windows covering a minimum of 25% of the façade.

### **3. Nonresidential Building Design**

In addition to the design regulations in the Zoning Code, §14-16-3-18, nonresidential development shall comply with the following:

- A. Primary entrances shall face the public right-of-way, except courtyard buildings where primary entrances may face a central courtyard.
- B. Except for buildings used only for manufacturing, assembling, treating, repairing, or rebuilding products, or for warehousing, not less than 25% of a building façade facing a public right-of-way shall be windows.
- C. Standard, unstuccoed Concrete Masonry Unit block is not allowed as a finish material for buildings.
- D. Reflective glass is not permitted.

### **4. Signage.**

Signage shall comply with Section 14-16-3-5 of the City's Zoning Code.

### **5. Landscaping**

The General Landscaping Regulations of the City's Zoning Code, Section 14-16-3-10 shall apply with the following exceptions:

A. In section (E)(4) a 6-foot high wall may be substituted for 5 (five) feet of buffering in developed lots that lack space for a 10-foot buffer.

B. Required landscaping should not interfere with required entrances or where compliance results in reduction of parking spaces below the required minimum as specified in Section 14-16-3-1

### **6. Parking**

The General Parking Regulations of the City's Zoning Code, Section 14-16-3-1 shall apply.

### **7. Utilities**

All screening and vegetation surrounding ground-mounted transformers and utility pads are to allow 10 feet of clearance in front of the equipment door and 5 to 6 feet of clearance on the remaining three sides for access and to ensure the safety of the work crews and public during maintenance and repair. Please refer to the PNM Electric Service Guide for specifications.

Coordination with PNM will be necessary if existing utilities are present where Form Based Zones are implemented, including:

- Extension of public utility facilities
- Projections such as canopies, portals, stoops, balconies, shop fronts and awnings in utility easements
- Parking areas and alleys
- Utility easements within rear lot lines

DRAFT

## H. DEVELOPMENT APPROVAL PROCESS

(MOVE THIS TO THE BEGINNING OF THE CHAPTER)

1. The following development approval process shall apply to all properties within the Martineztown/Santa Barbara Plan boundary:

<b><u>Development Type</u></b>	<b><u>Approval Body</u></b>	<b><u>Notification</u></b>
The site is less than 5 acres; and the site is not zoned SU-1; and the proposed use is a permissive use; and the development complies with the General Design Regulations.	Building Permit Staff	No public notification required
The site is 5 acres or greater; or the site is zoned SU-1; or request for a zone change; or modification of the *dimensional standards of the General Design Regulations by more than 10%	EPC	Public notification required
Special Exceptions to the Zoning Regulations	ZHE	Public notification required
Modification of the *dimensional standards of the General Design Regulations by 10% or less	Planning Director	No public notification required

\* Dimensional Standard. A standard relating to numerical measurement.

2. Existing uses which are non-conforming upon adoption of the plan are APPROVED CONDITIONAL USES per the requirements in §14-16-4-2(D) of the Zoning Code. An approved conditional use shall be void/expired if the use ceases for a continuous period of one year or more. Upon expiration of the approved conditional use, the property owner is required to comply with the regulations of the adopted zone.

## 6 Plan Implementation -

## 7 Metropolitan Redevelopment Plan Recommendation

### A. Metropolitan Redevelopment Area (MRA) Designation Report

The entire Martineztown/Santa Barbara Sector Development Plan area was designated a Metropolitan Redevelopment Area (MRA) in 1989 through City Council Bill R-498. In order for the area to be designated, it had to be proven that the area was blighted. This is demonstrated by deteriorated buildings, vacant land, irregular platting and disinvestment, and by existing conditions that have “substantially impaired the sound growth and economic health and well being” of the area.

The creation of a Metropolitan Redevelopment Area should assist in achieving the following goals:

- Eliminate conditions that are detrimental to public health and welfare.
- Conserve, improve and expand housing availability to all residents.
- Improve economic conditions through coordinated public and private actions and investment.
- Specifically, the Metropolitan Redevelopment Code is the enabling legislation that enables the City of Albuquerque to work with the private sector to:
  - Assist in the establishment of new commercial ventures.
  - Assist in preserving existing businesses in the area.
  - Implement public improvements and tax increment financing (TIF) investments.

### B. Benefits of Revitalization

A successful revitalization program could promote neighborhood stabilization by providing convenient services, creating new jobs, and upgrading area buildings, infrastructure and housing.

Business in the area include hotel, storage, warehousing, auto repair, monument manufacturing, as well as smaller retail uses such as Starbucks, Carl’s Jr., an American folk arts, pottery and basket store, a chile store and a taqueria. There is no grocery store, small restaurants or cafes where residents can congregate and meet their neighbors.

Redevelopment opportunities include vacant parcels in the plan area. In addition to being underutilized, these spaces are often frequented by drug users compromising the safety and stability of the neighborhood. Empty lots are often overgrown with weeds and littered with trash, including drug paraphernalia and liquor containers, giving the neighborhood a general sense of neglect. On the positive side, they represent an important opportunity for development.

Reducing the amount of land within the plan area zoned exclusively for industrial and heavy commercial, along with other vacant and under-utilized land could provide property for new housing to support existing and future businesses. Strategies could also be developed to promote new business opportunities that could respond to the expressed needs and desires of area residents.

An economically successful Martineztown/Santa Barbara Village Center will take advantage of opportunities identified by the community and the City of Albuquerque. Success will depend upon the commitment of the community and the City, as well as the private sector, and will require investments of both public and private funds in the years ahead.

Public funds could be used within the Village Center public right-of-way (ROW) to improve bus shelters, construct new and widened sidewalks, plant street trees and other landscaping, and better designate street crossings with bricks or other crosswalk pavers. These improvements would embody a unique design character to help define the Martineztown/Santa Barbara Village Center as a distinctive place within the City of Albuquerque.

New public improvements will help to reverse the negative economic trend, but these improvements must be combined with conscious strategies to attract profitable new businesses to the area. These strategies include neighborhood retail and service businesses but also those that thrive on a larger market area. There is strong support for local businesses that serve as “gathering places” for nearby residents.

Martineztown/Santa Barbara’s chances of revitalization and economic success will be increased if there is a significant population that takes advantage of its goods and services on a regular basis. Economic viability will intensify if there are many households within close walking distance of a distinctive place that is attractive and pedestrian-friendly.

There are select opportunity sites in the Plan area where flexibly designed buildings that accommodate mixed uses would foster limited area development to enhance the charm and small village ambiance, yet allow for the services that would strengthen the viability of Martineztown/Santa Barbara.

Section IV of this plan outlines several recommended changes from industrial and heavy commercial zoning to mixed-use zoning that permits and encourages new housing and retail opportunities.

### **C. Potential Catalytic Projects**

- The Historic Crossroads Neighborhood Activity Center is identified as a priority catalytic project. It is envisioned as the walkable area surrounding the Broadway and Mountain intersection and is defined by a quarter-mile walking distance from the intersection. The design emphasis is to strengthen the connections between the various land uses, and to redesign the place so that it emphasizes the pedestrian’s use of the area.

- A Neighborhood Activity Strip is recommended for the area along Broadway from Mountain south to Lomas. The promotion of pedestrian activity in a medium to high density, mixed use location is in keeping with the goals of the comprehensive plan.
- The Railroad Crossing Development could be high density mixed use on the Lomas Corridor from Broadway to the railroad tracks, including a grocery store.
- Other projects may be identified through the feasibility analysis within the Metropolitan Redevelopment Plan process

## **D. Recommendations**

Complete a Metropolitan Redevelopment Plan for the area, using this sector plan as a framework and taking into account the catalytic projects recommended above. This plan would typically include a demographic/trade analysis, a site analysis, a location and market analysis, a financial feasibility analysis, and implementation recommendations.

## **E. Implementation and Funding Sources for Catalytic Projects**

A number of funding sources from local, State and Federal agencies have been identified as potential opportunities to finance the implementation of the Martineztown/Santa Barbara Sector/ Metropolitan Redevelopment Plan.

- **Public/Private Partnerships**

There are a number of opportunities for partnerships to occur between these various entities. Partnerships hold the highest potential for redevelopment opportunities to occur in the Martineztown/Santa Barbara Plan area. The City can provide incentives through public financing, land holdings, or eminent domain authority, to serve as incentive/collateral for groups such as the NM Community Development Loan Fund, Accion, Wesstcorp, Small Business Association and private developers.

- **New Mexico Community Development Loan Fund**

The New Mexico Community Development Loan Fund is a private, non-profit organization that provides loans, training and technical assistance to business owners and non-profit organizations. Their services support the efforts of low-income individuals and communities to achieve self-reliance and control over their economic destiny. Loans are available to new and existing small businesses for such needs as equipment, inventory, building renovations and operating capital. They provide loans to non-profits for such needs as bridge financing against awarded private and public contracts, capital improvements and equipment, and loans to non-profits that develop affordable housing.

This program provides loans of up to \$250,000 to municipalities and counties to construct or



implement projects necessary to encourage the location or expansion of industry, in order to create jobs, stimulate private investment, promote community revitalization, and expand the local tax base. Eligible uses include infrastructure improvements, rehabilitation or installation of public facilities, site improvements and utilities, and commercial or industrial buildings or structures and other commercial or industrial real property improvements.

- **Tax Increment Financing Districts**

Tax increment financing is created through a local government's property tax assessment. The incremental difference in tax is used to finance the improvement within the district. In NM, tax increment financing is enabled in forms through the Metropolitan Redevelopment Code, Enterprise Zone Act and the Urban Development Law. The City of Albuquerque uses tax increment financing within its designated Metropolitan Redevelopment Areas (MRA). Creating a TIF District of the entire Martineztown/Santa Barbara Sector/Metropolitan Redevelopment Plan Area could be beneficial, although additional research and analysis are needed.

- **Capital Improvement Plan**

The purpose of the City of Albuquerque's Capital Improvement Plan (CIP) is to enhance the physical and cultural development of the City by implementing the Albuquerque/Bernalillo County Comprehensive Plan and other adopted plans and policies. Through a multi-year schedule of public physical improvements, CIP administers approved capital expenditures for systematically acquiring, constructing, replacing, upgrading and rehabilitating Albuquerque's built environment. In practice, the CIP develops, and sometimes directly implements, diverse projects and improvements to public safety and rehabilitation of aging infrastructure such as roads, drainage systems and the water and wastewater network.

- **Industrial Revenue Bonds (IRB)**

In economic effect, an IRB is a loan by a lender/bond purchaser to a company, where the loan proceeds and the loan repayments flow through a government issuer. The tax benefits of IRBs result from the form of the loan and the involvement of a government issuer. The tax benefits of IRBs result from the form of the loan and the involvement of a government issuer. In its simplest form, an IRB structure involves a company (typically a corporation, a limited partnership or limited liability company) that wants to purchase and/or construct and/or equip a facility. Instead of purchasing, constructing or equipping directly, the company enters into an agreement (usually a lease) with a government issuer. The agreement provides that the company will lease the facility from the government issuer, construct and equip the facility and, at the end of the lease term, purchase the facility from the issuer at a nominal price. Importantly, the company constructs and equips the facility as the agent of the issuer. In order to obtain the funds to purchase, construct and equip the facility, the issuer issues bonds. Please note that the City does not finance bonds; nor does the City provide any credit enhancement. The proceeds of the bond sale are used to pay the expenses of the facility. The bonds are paid off solely with the payments made by the company to the issuer under the lease.

Only "projects" can be financed with IRBs. Projects include land, buildings, furniture, fixtures and equipment. Municipal projects (as opposed to county projects) do not include facilities used primarily for the sale of goods or commodities at retail and certain regulated utility projects.

Projects do not need to include land; they can be for equipment only. Also, any land included in a project need not be owned in fee. The costs of projects that can be financed are limited to capital costs and transaction costs. Working capital generally cannot be financed with IRBs, nor is there any benefit associated with doing so.

- **Metropolitan Redevelopment Bonds**

Metropolitan Redevelopment Bonds, while similar in some respects to Industrial Revenue Bonds, have certain differences. These projects are restricted to designated Metropolitan Redevelopment Areas, and are available to a wider variety of projects. The public purpose for these projects is to stimulate redevelopment activities in economically distressed areas.

Metropolitan Redevelopment Bonds provide a limited property tax abatement on the net improvements to the project site (i.e., current property taxes on the existing value of the property are not exempted). The maximum property tax abatement period is for seven years. Also, Metropolitan Redevelopment Bonds do not offer gross receipts or compensating tax exemptions on the purchase of equipment for the facility. However, they are a reasonable option for projects that may not generally qualify for Industrial Revenue Bonds.

As with Industrial Revenue Bonds, the City does not provide the financing or credit enhancement for the bonds; the applicant is responsible for finding their own financing, based solely on the rates they can negotiate with the purchasers of the bonds. All financing and legal costs are paid by the applicant.

- **Transportation and Equity Act for the 21st Century (TEA-21)**

Federal TEA-21 Enhancement funds, in excess of \$200 billion, is allocated to integrate transportation projects with environmental and community revitalization goals over a period of six years. TEA-21 funds are applicable beyond highways, road and transit maintenance – funds may also be used for relevant environmental restoration, pollution abatement, historic preservation, trails, bike paths and pedestrian infrastructure including aesthetic enhancements.

- **State Financing Programs**

### **Business Loans**

The State of New Mexico has several loan programs to support business expansion and relocation to the state.

- Business Bonds
- Private Activity Bonds for Manufacturing Facilities
- Real Property Business Loan
- Severance Tax Permanent Fund/Participation Interests in Business Loans
- Severance Tax Permanent Fund/Purchases of SBA/FMHA Obligations

- **Federal Financing Programs**

## **Loans**

### **1. HUD funds for local CDBG loans and “floats”**

Community Development Block Grants are used to finance locally determined activities and can include coping with contamination and financing site preparation or infrastructure development. Eligible activities include planning for redevelopment, site acquisition, environmental site assessment, site clearance, demolition, rehabilitation, contamination removal and construction. Also, when a grant recipient can show that previously awarded CDBG funds will not be needed in the near term, it may tap its block grant account on an interim basis, using a “float” to obtain short-term, low interest financing for projects that create jobs. Money borrowed from grants in this way may pay for the purchase of land, buildings and equipment, site and structural rehabilitation (including environmental remediation) or new construction.

The City of Albuquerque receives an annual Community Development Block Grant from the U.S. Department of Housing and Urban Development to fund redevelopment activities in low and moderate income communities across the City. The City’s consolidated plan, which specifies how the funds are to be spent over a five-year period, has established several programs that could support redevelopment activities in the Martineztown/Santa Barbara Sector/MR Plan: Crime Prevention through Environmental Design (CPTED), which funds neighborhood improvements designed to reduce crime and enhance security; Acquisition of Nuisance Property, which funds the purchase of property creating conditions of slum and blight; Neighborhood Business Assistance Fund, which assists businesses with low-interest loans, façade improvements and technical assistance; and Job Training for Businesses in Low/Mod Areas, which provides funding for training employees.

### **2. SBA Micro loans**

These loans are administered through responsible nonprofit groups, such as local economic development organizations or state finance authorities that are selected and approved by the SBA. The SBA loans the money to the nonprofit organization which then pools the funds with local money and administers direct loans to small businesses.

SBA micro loans are administered much like a line of credit and are intended for the purchase of machinery and equipment, furniture and fixtures, inventory, supplies and working capital. The funds are intended to be dispersed with close monitoring of the recipient and a self-employment

training program may accompany the loan. The maximum maturity for a micro loan is six years. The average loan size is \$10,000. The loan cannot be used to pay existing debts.

### **3. SBA’ Section 504 development company debentures**

Small businesses can receive long-term capital for fixed assets from SBA-certified local development companies who issue notes backed by SBA. These resources can support up to 40 percent of a project’s total costs, up to \$750,000. A private financial institution must provide 50

percent of the project financing, but has first claim on collateral. The remaining 10 percent of funding must be obtained from the developer, a non-federal economic development program, or owner equity.

## **Loan Guarantees**

### **1. HUD Section 108 loan guarantees**

Under Section 108, state and local governments receiving Cobs can receive federally guaranteed loans, often at lower interest rates, to cover the cost of multi-year development projects too large for single year financing with CDBG funding. City or state applicants can pledge up to five times their annual CDBG grants as collateral. State can also pledge their own CDBG allocation on behalf of their small cities.

### **2. SBA's Section 7(a) and Low-Doc programs**

Under Section 7(a), SBA will guarantee up to 90 percent of private loans of less than \$155,000 to small businesses and up to 85 percent of loans between \$155,000 and \$500,000. The Low-Doc Program offers SBA-backing of 90 percent and a streamlined application, review, and approval process for guarantees of loans of less than \$100,000.

## **Grants**

### **1. HUD's CDBG Grants**

The CDBG program, one of the nation's largest Federal grant programs, is administered by the Department of Housing and Urban Development to promote the revitalization of neighborhoods and the expansion of affordable housing and economic opportunities. This includes activities that support the redevelopment of properties in distressed areas if such activity supports the mission of the program. CDBG is a "bricks and mortar" program, with the rehabilitation of affordable housing traditionally being the largest single use of CDBG funds.

### **2. EDA Title I and Title IX**

Grants are available to government and nonprofit organizations in distressed areas to fund improvements in infrastructure and public facilities, including industrial parks.

## **Equity capital**

### **1. SBA's Small Business Investment Companies**

Licensed and regulated by the SBA, SBIC's are privately owned and managed investment firms that make capital available to small businesses through investments or loans. The use of their own funds plus funds obtained at favorable rates with SBA guaranties and/or by selling their preferred stock to the SBA.

## **Tax incentives and tax-exempt financing**

### **1. Historic Rehabilitation Tax Credits**

Investors can receive a credit against their total income taken for the year in which a rehabilitated building is put into service. Rehabilitation of certified historic structures qualifies for a credit equal to 20 percent of the cost of the work; rehabilitation work on non-historic structures built before 1936 qualifies for ten percent.

### **2. New Markets Tax Credits (NMTC)**

The NMTC Program permits taxpayers to receive a credit against Federal income taxes for making qualified equity investments in designated Community Development Entities (CDEs). Substantially all of the qualified equity investment must in turn be used by the CDE to provide investments in low-income communities. The credit provided to the investor totals 39% of the cost of the investment and is claimed over a seven-year credit allowance period. In each of the first three years, the investor receives a credit equal to five percent of the total amount paid for the stock or capital interest at the time of purchase. For the final four years, the value of the credit is six percent annually. Investors may not redeem their investments in CDEs prior to the conclusion of the seven year period.

### **3. Low-income Housing Tax Credits (LIHTC)**

The LIHTC program offers a ten year credit for owners of newly constructed or renovated rental housing and sets aside a percentage of the units for low-income individuals for a minimum of 15 years. The amount of the credit varies for new construction and renovation. The project must receive allocation of New Mexico State's annual credit ceiling or use multi-family housing tax-exempt bonds that receive allocation of New Mexico State's bond volume cap. Allocations are made on the basis of the New Mexico State Qualified Allocation Plan.

**CITY of ALBUQUERQUE  
TWENTY FOURTH COUNCIL**

COUNCIL BILL NO. F/S R-20-75 ENACTMENT NO. \_\_\_\_\_

SPONSORED BY: Peña, Borrego, Sena

1 RESOLUTION

2 STRENGTHENING AND RE-AFFIRMING THE CITY OF ALBUQUERQUE'S  
3 COMMITMENT TO ADDRESSING RACIAL AND SOCIAL INEQUITY

4 WHEREAS, Article VIII of the City Charter states that, "The Council shall  
5 preserve, protect and promote human rights and human dignity...and shall  
6 prohibit discrimination on the basis of race, color, religion, sex, national origin  
7 or ancestry, age or physical handicap," and

8 WHEREAS, the Albuquerque City Council affirmed its commitment to non-  
9 discrimination and equal opportunity through passage of Ordinance 106-1973  
10 establishing the Human Rights Board, Ordinance 2-6-5-1, et. al. seq.,  
11 establishing the Americans with Disabilities Act Advisory Council, Ordinance  
12 5-6 ROA 1994 establishing the Minority Business Enterprise act, Commission  
13 on American Indian and Alaska Native Affairs, Ordinance 2-6-6-1, et. al. seq.,  
14 and R-18-7 strengthening the City's status as an immigrant friendly city,

15 WHEREAS, the City of Albuquerque Cultural Services Department in June  
16 of 2020 established the Race, History and Healing Project, steered by a  
17 community engagement team to support meaningful and difficult  
18 conversations about Albuquerque's shared cultural resources with an open  
19 invitation to all community voices and a steadfast commitment to collective  
20 solution building; and

21 WHEREAS, The City of Albuquerque is committed to working toward better  
22 addressing racial disparities, and to achieving equity across all populations  
23 and indicators; and

24 WHEREAS, The City of Albuquerque is committed to working toward better  
25 addressing racial disparities and equity concerns in all programs, services,  
26 commissions, boards, budgets, and CIP services; and

[Bracketed/Underscored Material] - New  
[Bracketed/Strikethrough Material] - Deletion

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[Bracketed/Strikethrough Material] - Deletion

1       WHEREAS, The City of Albuquerque defines inequities as disparities in  
2 health, mental health, economic indicators, housing, education, or social  
3 factors that are systemic and, therefore, considered unjust or unfair; and  
4       WHEREAS, the City acknowledges that structural and institutional racism,  
5 have led to racially disparate outcomes in many aspects of quality of life; and  
6       WHEREAS, for the purposes of this legislation the following definitions are  
7 adopted:  
8       “Equity recognizes that advantages and barriers exist and that not  
9 everyone starts from the same place. Equity means eliminating disparities  
10 in policy, practice and allocation of resources so that race, gender, religion,  
11 sexual orientation, income and zip code do not predict one’s success while  
12 also improving positive outcomes for all.  
13       “Diversity” means the presence of different races, genders, ethnicities,  
14 religions, abilities, nationalities, and sexual orientations in decision  
15 making. Diversity exists within groups among people of color and in  
16 relationships with others, particularly people of color.  
17       “Inclusion” means diverse people with different identities feel welcomed  
18 and valued.  
19       WHEREAS, race and social equity require partnership in the planning  
20 process resulting in shared decision-making and more equitable outcomes  
21 that strengthen the entire city; and  
22       WHEREAS, because the City benefits from the diversity of its population,  
23 the city desires to incorporate the expertise of those most negatively impacted  
24 by inequity in the identification and implementation of policies, programs, and  
25 budget processes and decisions; and  
26       WHEREAS, 59% of the residents of Albuquerque are people of color and  
27 our city is becoming more diverse, with growth driven by communities of  
28 color, and  
29       WHEREAS, working poverty is on the rise in Albuquerque, with too many  
30 fulltime workers of all backgrounds not earning enough to make ends meet;  
31 and

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1        WHEREAS, 18% of male and 26% of female Native American adults aged  
2 25-64 working full time in Albuquerque still live below 200% of the Federal  
3 Poverty Level; and

4        WHEREAS, 25% male and 18% of female Asian or Pacific Islander adults  
5 aged 25-64 working full time in Albuquerque still live below 200% of the  
6 Federal Poverty Level; and

7        WHEREAS, 18% male and 15% of female Latino adults aged 25-64 working  
8 full time in Albuquerque still live below 200% of the Federal Poverty Level; and

9        WHEREAS, 16% male and 18% of female Black adults aged 25-64 working  
10 full time in Albuquerque still live below 200% of the Federal Poverty Level; and

11        WHEREAS, 8% male and 6% female White adults aged 25-64 working full  
12 time in Albuquerque still live below 200% of the Federal Poverty Level; and

13        WHEREAS, the basic premise of equity holds that cities can attain stronger  
14 and more resilient economic growth for everyone by working toward racial  
15 and social equity; and

16        WHEREAS, According to the Equity Profile of Albuquerque conducted by  
17 PolicyLink, people of color pay too much for housing in Albuquerque, whether  
18 they rent or own, with Asian and Pacific Islander populations having the  
19 highest rate of homeowner housing burden, and more than half of Black and  
20 Latino renter-occupied households paying more than 30% of their incomes in  
21 rent; and

22        WHEREAS, For the first time in 2018, the City of Albuquerque began  
23 collecting demographic data on the ownership of companies with whom it  
24 does business; and

25        WHEREAS, The Minority Business Enterprise Ordinance calls for the City  
26 of Albuquerque to actively solicit information from such firms regarding  
27 unnecessary problems, requirements, or barriers involved in doing business  
28 with the city that might be ameliorated, such as the inability to obtain bonding,  
29 financing, or technical assistance; and

30        WHEREAS, The Minority Business Enterprise Ordinance supports the City  
31 of Albuquerque to encourage prime contractors providing goods and services  
32 to the city with regard to subcontractors involved in such work to assure a fair  
33 share of business for minority and women business enterprises; and



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1       WHEREAS, the City of Albuquerque has begun to collect and analyze the  
2 demographic information of applicants for city jobs, new hires and incumbent  
3 employees that will be used to help guide decision making; and

4       WHEREAS, All persons authorized to work in the United States, regardless  
5 of nationality or citizenship, are entitled to fair and equitable access to  
6 municipal jobs, and benefits; and

7       WHEREAS, the strategies necessary to address racial and social equity  
8 transcend any one department and require intention and action at the policy,  
9 process, program and service delivery levels of municipal government; and

10       WHEREAS, the establishment of racial equity goals and action plans by  
11 each department serves to catalyze the actions necessary to achieve those  
12 goals and objectives; and

13       WHEREAS, applying a racial equity analysis may assist departments in  
14 examining the distribution of benefits and burdens of municipal decision-  
15 making processes; and

16       WHEREAS, the establishment of the Office of Equity and Inclusion as a  
17 Director level Department demonstrates the City of Albuquerque's  
18 commitment to advance racial and social equity; and

19       WHEREAS, the Office of Equity and Inclusion's role is to inspire and equip  
20 city government by providing education, training, data, analysis, tools and  
21 other support necessary to achieve equity goals; and

22       WHEREAS, The Office of Equity and Inclusion has been established to  
23 provide technical assistance, training and tools to all City of Albuquerque  
24 departments and divisions to ensure inclusive outreach and equitable  
25 opportunities for all people;

26 **BE IT RESOLVED BY THE COUNCIL, THE GOVERNING BODY OF THE CITY OF**  
27 **ALBUQUERQUE:**

28       Section 1. The City of Albuquerque Office of Equity and inclusion shall  
29 recommend to the Mayor indicators related to equity and inclusion to be  
30 included in the City's five-year goals, guided by the following principles:

31       Committing to Equity, Embedding Equity: Performing an equity analysis  
32 prior to executing decisions;

[Bracketed/Underscored Material] - New  
[Bracketed/Strikethrough Material] - Deletion

1        Ensuring Equity in Resource Allocation: Equitably distributing resources  
2        and services to vulnerable groups;

3        Striving for Equity and Inclusion in Public Messaging: Conducting targeted  
4        outreach, in languages accessible to non-English speakers and other  
5        marginalized groups;

6        Being Transparent and Using Data in Decision-making: Capturing and  
7        analyzing data and using it to help guide decision making that would aim to  
8        reduce disparity;

9        Involving persons and communities of color and social diversity in the  
10       decision-making processes: Using equity analysis as put forth by the City of  
11       Albuquerque to endeavor to meaningfully involve persons and communities of  
12       color, those experiencing poverty, and people living with disabilities and of  
13       social diversity in the decision-making process while abiding by process  
14       transparency and responding in a way that is accountable to all communities.

15       Section 2. The City of Albuquerque shall use Racial Equity Toolkits and  
16       other best practices and technical assistance to understand the distribution of  
17       benefits and burdens of policy, process, program and budget decisions  
18       wherever practicable.

19       Section 3. The City of Albuquerque Office of Equity and Inclusion shall  
20       conduct targeted, mandatory trainings for City of Albuquerque administrators  
21       including the Mayor's Office, City Councilors, Department Heads and other  
22       staff as appropriate, to include, but not be limited to, curriculum developed by  
23       the Office of Equity and Inclusion, Racial Equity Tool Kits and other best  
24       practices, subject to budget, and time constraints and staffing availability, and  
25       endeavor to provide trainings to other non-mandatory staff as budget, time,  
26       and staffing allow.

27       Section 4. The City shall support the start-up and growth of businesses  
28       owned by people of color and women through inclusive contracting and creating  
29       equitable business support systems, intentionally seek to remove barriers for  
30       entry and build capacity within the small business community.

31       Section 5. The City shall prepare youth and workers of color for tomorrow's  
32       jobs by growing local talent through education and workforce strategies that

1 equip youth and workers with the skills and postsecondary education or  
2 credentials needed for careers in growing industries.

3 Section 6. The City shall ensure equal access to affordable and quality  
4 housing by following goals, policies, and actions included in the City of  
5 Albuquerque & Bernalillo County (ABC) Comprehensive Plan that are intended to  
6 help expand housing type options, ensure affordable housing in rural,  
7 suburban, and urban locations, and address housing and related services for  
8 vulnerable populations and those experiencing homelessness.

9 Section 7. The City, shall begin to complete a data collection plan and  
10 shall consult with the City Attorney or their designee prior to finalizing such  
11 plan. The plan shall include a process to begin collecting and reviewing  
12 demographic and geographic data in the delivery of programs and services  
13 and in community engagement processes. The Office of Equity and Inclusion  
14 shall regularly review and provide recommendations on indicators of  
15 important community conditions related to equity and inclusion, for the City's  
16 five-year goals. The Mayor's Office and City Council shall receive annual  
17 reports from the Office of Equity and Inclusion outlining the results of  
18 demographic and geographic data to inform future decision-making regarding  
19 policies and practices. The Office of Equity and Inclusion may propose to the  
20 Mayor ways to arrange for statistically sound analysis to identify trends in the  
21 data that encompass both historic and future impacts. During the pendency of  
22 *United States v. City of Albuquerque*, 14-cv-1025, no City department, other  
23 than as identified in a court order, shall collect data from Albuquerque Police  
24 Department or make recommendations to the Albuquerque Police Department  
25 based on a data analysis. Section 8. Each Department shall identify an  
26 equity liaison who shall report directly to the head of the Department and who  
27 will be responsible for managing and reporting on that Department's equity  
28 assessment program.

29 Section 8. With the assistance of the Office of Equity and Inclusion, each  
30 Department shall conduct a racial equity assessment and develop a racial  
31 equity action plan of that Department's practices, policies, expenditures, and  
32 distribution of resources which will be included in the budget process.

## TECHNICAL MEMORANDUM

**DATE:** April 23, 2018  
**TO:** Diane Dolan  
**FROM:** Sara Lavy  
**SUBJECT:** Memo Amendment to Martineztown- Santa Barbara Traffic Study  
**CC:**  
**PROJECT NUMBER:** 564-4354-017  
**PROJECT NAME:** Martineztown-Santa Barbara Traffic Study

The following memo addresses the issues presented in a letter sent to the City of Albuquerque from the Santa Barbara Martineztown Neighborhood Association, dated September 26, 2017, that was inadvertently left out of the Martineztown – Santa Barbara Traffic Study. The issues identified by the neighborhood association are summarized below, in bold text, with comments on how each issue has been addressed as follows.

- 1. The existing radar speed signs on Mountain Road should remain on to remind drivers of the 25 mph speed limit. There was discussion in the past of turning off the radar speed boards.**  
Currently the City has no intention of turning the radar boards off. They should be placed to maintain good visibility.
- 2. Crosswalks for Career Enrichment Center and Albuquerque High School.**  
It was not clear from the letter where students are crossing Mountain Road and where the crosswalks should be located. Mid-block crosswalks are generally discouraged for safety reasons. If the City feels crosswalks are necessary, pedestrian counts can be taken to determine where new crosswalks should be located and the appropriate signing and striping needed.
- 3. Roundabout at Mountain Road and Woodward Place**  
Adding a roundabout at the intersection Mountain Road and Woodward Place was not in the original scope of this project and was not studied in detail. The intersection is a T-intersection and a roundabout at this location would require a realignment of Mountain Road which would require right-of-way acquisition from the southern property owner.
- 4. Roundabout at Mountain Road and Edith Boulevard**  
A roundabout in this location was not part of the original scope of the project and was not studied in detail. Adding a roundabout at Mountain Road and Edith Boulevard would require acquiring right-of-way from adjacent property owners to allow for design elements.
- 5. Center median on Mountain between Edith Boulevard and Broadway Boulevard**  
Three options are presented in the report for the portion of Mountain Road between Edith Boulevard and Broadway Boulevard. All the options include a striped center median. The median is shown as striped so it can function as a two way left turn lane due to the multiple businesses and residences along Mountain Road that require access to their properties. In addition, one option included wider sidewalks on the

south side of Mountain road. The options presented are conceptual and will be further developed during design.

**6. Center median/pedestrian refuge at intersection with South Frontage Road**

The South Frontage Road is owned and maintained by the NMDOT and is outside the scope of this study.

**7. Add "No 5-ton Trucks" sign on Mountain Road**

There is one "No Trucks" sign mounted with a speed limit sign on westbound Mountain near the entrance to the Career Enrichment Center. Additional signs could be added along westbound and eastbound Mountain Road near the Broadway intersection.

**8. Add turn signals at Mountain Road and Broadway Boulevard intersection**

Restriping Broadway Boulevard to add left turn lanes and adding left turn signals at this intersection is a recommendation in the traffic study.

BEFORE THE CITY OF ALBUQUERQUE  
LAND USE HEARING OFFICER

APPEAL NO. AC-20-9

PR-2020-003906; VA-2020-00140; VA-2020-00275

JAG Planning & Zoning, agents for Jesus Apodaca, Appellant,

And,

Loretta Naranjo Lopez, in her official capacity as President of, and on behalf of the Santa Barbara Martineztown Neighborhood Association, Party Opponents.

1           This is an appeal from a decision of the Zoning Hearing Examiner (ZHE) denying a  
2 proposed conditional use application for a use the Appellant contends is a “self-storage”  
3 facility. After reviewing the record, listening to arguments and testimony, I find that the ZHE’s  
4 decision should be upheld and that the appeal should be denied. Although, objectively one of  
5 the ZHE’s findings is not well-explained, as discussed below, I find, as the ZHE similarly did,  
6 that the Appellant failed to adequately support the application with the necessary analysis  
7 required in the IDO for a conditional use application.

8           In addition, I find that there are other compelling grounds, not contemplated by the  
9 ZHE, to deny the application. In short, Appellant’s proposal, if approved, would be an  
10 abrogation of, and a departure from, the IDO’s detailed “use definitions.” As explained in more  
11 detail below, Appellant’s proposal would render the important distinction between a “primary  
12 conditional use” and an “accessory use” meaningless in the IDO.

13 **I. RELEVANT PROCEDURAL AND FACTUAL BACKGROUND**

14 The record reflects the following relevant facts. The Appellant, Jesus Apodaca, owns a  
15 construction business [R. 175]. Approximately five years ago, the Appellant purchased a  
16 .5732-acre lot that is located at 1718 Broadway Boulevard NE to utilize as the main offices for  
17 his construction business [R. 009, and LUHO hrg.]. The lot contains two existing dwelling  
18 units (buildings) [R. 179]. Appellant converted the larger of the two buildings for the exclusive  
19 office use of the construction business [R. LUHO hrg.]. Appellant's lot is zoned MX-M under  
20 the IDO [R. 175]. Because the lot is zoned MX-M, it is undisputed that the lot can be utilized  
21 for office uses. [IDO, Table 4-2-1, p. 132].

22 The second dwelling is dilapidated and apparently Appellant desires to raze it and  
23 replace it with a 3,000 sq. ft. building structure to warehouse materials and supplies for his  
24 construction business [R. 178]. Currently, Appellant stores construction materials and  
25 equipment used in his construction business on the lot [R. 184]. It is an undisputed fact that in  
26 an MX-M zone, operating a "construction contractor facility and yard" is not allowed, even by  
27 conditional use [IDO, Table 4-2-1, p. 132]. In late 2019, Staff with the City Zoning Code  
28 Enforcement Division cited Appellant for utilizing the lot as a construction contractor facility  
29 and yard because he was storing construction equipment and materials thereon the lot [R.  
30 LUHO hrg.]. There is un rebutted evidence that Appellant's lot is still in violation of the IDO  
31 because the lot continues to be used in some manner to store construction equipment for  
32 Appellant's business [R. 022, 184, and LUHO hrg.].

33 On April 3, 2020, the Appellant through his agents met with City Planning Staff in a  
34 Pre-application Review Team Meeting (PRT) [R. 040-041]. Then on June 2, 2020, Appellant

35 through his agents, submitted an application to the City Planning Department for a “conditional  
36 use to allow self-storage” on the premises [R. 033 - 034]. The purpose of the conditional use,  
37 according to Appellant is to “allow the site to come into compliance” [R. 022].

38 At the ZHE hearing, Appellant’s agents submitted a petition signed by seven  
39 neighboring residents including some abutting residents who expressed support for the  
40 proposed conditional use application [R. 084 - 086]. The Santa Barbara Martineztown  
41 Neighborhood Association (SBMNA) opposed the conditional use application and is a party  
42 to this appeal [LUHO Hrg.]. In their opposition to the proposed use, the SBMNA through its  
43 Board of directors submitted to the ZHE a letter and other documentation regarding the history  
44 of the SBMNA neighborhood including information regarding the site for the proposed use  
45 [R. 087 - 164].

46 On July 21, 2020, the ZHE held a quasi-judicial hearing on the application [R. 174].  
47 On August 5, 2020, in an Official Notification of Decision, the ZHE made twenty findings of  
48 fact and law, and denied the proposed use [R. 004 – 008]. Appellant filed his timely appeal  
49 and the City Council delegated the appeal to its LUHO [R. 009]. A quasi-judicial land use  
50 appeal hearing was held via remote video on October 2, 2020.<sup>1</sup>

51

## 52 **II. STANDARD OF REVIEW**

53 A review of an appeal is a whole record review to determine whether the ZHE acted  
54 fraudulently, arbitrarily, or capriciously; or whether the ZHE’s decision is not supported by  
55 substantial evidence; or if the ZHE erred in applying the requirements of the IDO, a plan,

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1. At the time of the LUHO hearing the City was under a public health emergency order from the State and from the City.



56 policy, or regulation [IDO, § 14-16-6-4(U)(4)]. At the appeal level of review, the decision and  
57 record must be supported by substantial evidence to be upheld. The LUHO may recommend  
58 that the City Council affirm, reverse, or otherwise modify the lower decision to bring it into  
59 compliance with the standards and criteria of this IDO [IDO § 6-4(U)(3)(d)(5)]. The City  
60 Council also delegated authority to the LUHO to remand appeals [IDO, § 14-16-6-4(U)(3)(d)].

61

### 62 **III. DISCUSSION**

63 Appellant claims that two of the ZHE's findings (Fndgs. # 16 and 18) are not supported  
64 by the evidence in the record and therefore his decision should be reversed or remanded back  
65 to the ZHE to redress the alleged errors. Only to the extent that at least one finding (Findg.  
66 #18) is not *well-explained*, I agree. However, I find that this error does not warrant a reversal  
67 or a remand because the evidence in the record supports that the proposed conditional use  
68 application should still be denied. I find that ZHE Finding #16 is an independent basis  
69 supporting denial.

70 In addition, because under IDO § 6-4(U)(3)(d)(5), the LUHO has authority to  
71 "modify" the ZHE findings, I also find that there are grounds that were not contemplated by  
72 the ZHE that also supports a denial of the application. I begin the analysis with the ZHE's  
73 decision, the reasons for the appeal, and the requirements in the IDO for a conditional use.

74 The ZHE correctly noted that under § 14-16-6-4(F)(2), the applicant bears the burden  
75 to satisfy all the IDO requirements to support an application [R. 005, Fndg. #14]. Under §  
76 14-16-6-6(A)(3) of the IDO, an applicant must satisfy all the threshold criteria for a conditional  
77 use including:

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- 6-6(A)(3)(a) It is consistent with the adopted ABC Comp Plan, as amended.
  - 6-6(A)(3)(b) It complies with all applicable provisions of this IDO, including but not limited to any Use-specific Standards applicable to the use in Section 14-16-4-3; the DPM; other adopted City regulations; and any conditions specifically applied to development of the property in a prior permit or approval affecting the property.
  - 6-6(A)(3)(c) It will not create significant adverse impacts on adjacent properties, the surrounding neighborhood, or the larger community.
  - 6-6(A)(3)(d) It will not create material adverse impacts on other land in the surrounding area through increases in traffic congestion, parking congestion, noise, or vibration without sufficient mitigation or civic or environmental benefits that outweigh the expected impacts.
  - 6-6(A)(3)(e) It will not increase non-residential activity within 300 feet of a lot in any Residential zone district between the hours of 8:00 P.M. and 6:00 A.M.
  - 6-6(A)(3)(f) It will not negatively impact pedestrian or transit connectivity without appropriate mitigation.

105 Presumably to satisfy § 6-6(A)(3)(a) (the first prong of the analysis), the ZHE expressly  
106 found that the applicant failed to cite or otherwise demonstrate policies, goals, “or other  
107 provision[s] of the ABC Comp. Plan with which the proposed conditional use would be  
108 consistent,” [R. 006, Fndg. #16]. In addition, the ZHE further concluded that “there is a lack  
109 of substantial evidence [in the record] in favor of a conclusion that the proposed conditional  
110 use would be consistent with the ABC Comp. Plan” and alternatively, “[o]n balance,  
111 substantial evidence exists in favor of a conclusion that the proposed conditional use would be  
112 inconsistent with the ABC Comp. Plan” [R. 007, Fndg. #18].

113 Appellant takes issue with these findings, arguing first that although Appellant failed  
114 to cite specific goals and policies of the Comp. Plan, he (through his agents) did cite to the

115 general intent of the Comp. Plan to keep compatible, allowable uses together [R. 015].  
116 Appellant argued to the ZHE that because the proposed use is permitted (as a conditional use)  
117 in the MX-M zone, the conditional use generally furthers the Comp. Plan [R. 015]. Appellant  
118 also argues that it was arbitrary for the ZHE to rely on the opposing evidence submitted by the  
119 SBMNA to find that the proposed use is inconsistent with the Comp. Plan.<sup>2</sup>

120 Regarding their first argument, to satisfy the first prong of the analysis required in §  
121 14-16-6-6(A)(3)(a) of the IDO, Appellant woefully assumes that there is a presumption that  
122 the use proposed “will not materially undermine the intent and purpose of  
123 the... Comprehensive Plan” merely because self-storage is an allowable conditional use [R.  
124 016]. Yet, in reviewing the IDO and the Comp. Plan, I find that there is no such generalized  
125 presumption which can be gleaned from the IDO and the Comp. Plan. I also find that the use  
126 proposed by Appellant under the facts in this matter actually does undermine the IDO because  
127 what Appellant is proposing is in fact not a “primary conditional use.” This issue will be  
128 discussed in detail further below.

129 For purposes of the ZHE’s findings, however, the six criteria of §14-16-6-6(A)(3) of  
130 the IDO requires (1) a site-specific analysis of the project site and (2) an analysis of specific  
131 goals and policies of the Comp Plan. In written arguments supporting the appeal, Appellant  
132 conceded that specificity regarding the Comp. Plan was not presented to the ZHE to meet the  
133 requirements of the first prong [R. 015]. Thus, I find that the ZHE did not err in finding that

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2. Appellant contends that a 2013 “Impact” study of the neighborhood submitted by the SBMNA is generally erroneous and inapplicable to the issues of this matter, and as such the ZHE should not have relied on it to form the basis for Finding #18. I don’t disagree, but as shown below, the conditional use should and can be denied without relying on the study evidence that Appellant challenges in this appeal.

134 Appellant's reliance on the site's MX-M zoning and the obscure generalization that a self-  
135 storage use is presumptively compatible as a permissive, conditional use is insufficient to  
136 satisfy § 6-6(A)(3)(a).<sup>3</sup> Moreover, in reviewing the record before the ZHE, including  
137 Appellant's concession that he failed to make any policy arguments based on specific goals  
138 and policies of the Comp. Plan, I find that there exists substantial evidence supporting the  
139 ZHE's Finding #16.

140 As indicated above, Appellant also alleges that the ZHE's Finding #18 is based on the  
141 Impact Study evidence submitted by the SBMNA. I disagree. Appellant assumes that the ZHE  
142 found that the ZHE's Finding #18 is based on evidence submitted by the SBMNA only because  
143 the ZHE did not adequately explain his finding. ZHE's Finding #18 is vague, and the ZHE  
144 should have better explained with objective specificity the basis for his finding that  
145 *"substantial evidence exists in favor of a conclusion that the proposed conditional use would*  
146 *be inconsistent with the ABC Comp. Plan..."* [R. 007]. To sum things up, the ZHE did not  
147 clearly identify what evidence he considered as substantial evidence to support the legal  
148 conclusion in Finding #18. However, because I find that the ZHE did not err with his Finding  
149 #16, and because there is substantial evidence supporting Finding #16, as described above,  
150 Appellant's appeal cannot be upheld regardless of the outcome on ZHE Finding #18. In  
151 addition, as alluded to above, there is another more significant reason for upholding the ZHE's  
152 decision; a reason that the ZHE did not consider of which I now consider below.

153 I find that the proposed conditional use on Appellant's lot is contrary to the express

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3. I note for the City Council, that although there are mixed uses in the area around the site, including residential uses abutting Appellant's lot, Appellant failed to clarify to the ZHE what the zoning of the abutting uses are. The abutting zoning is essential information to analyze compliance with the Comp. Plan.

154 language and to the intent of the IDO regarding self-storage facilities as *primary* conditional  
155 uses in the MX-M zone district. As a starting point, there is no dispute that an office use is a  
156 permissible use in the MX-M zone [IDO, Table 4-2-1, p. 132]. And, it is unmistakably clear  
157 that since Appellant purchased the lot, the primary use on the lot is the construction business  
158 office. The main structure on the lot houses the offices of the business [R. 014]. Moreover,  
159 at the LUHO hearing, Appellant's agent confirmed that the *primary use* of the lot is the  
160 construction business [LUHO hrg.]. Furthermore, there is no evidence in the record that the  
161 Appellant intends to discontinue the primary office use if the conditional use is approved.

162 However, the evidence in the record also demonstrates that Appellant continues to  
163 utilize the yard of the lot to store his construction business' equipment, materials, and supplies  
164 [R. 014]. This is an undisputed fact. In effect, Appellant has been utilizing the lot as an  
165 impermissible "construction contractor facility and yard," a use that is not allowed in the MX-  
166 M zone. The fact that Appellant was cited with a zoning violation for maintaining construction  
167 equipment on the premises underscores this inescapable conclusion [R. 014]. What is more,  
168 this fact was also conceded at the ZHE hearing and at the LUHO hearing [R. 176, and LUHO  
169 hrg.].

170 There is also substantial evidence in the record that Appellant intends to obtain the  
171 conditional use permit so that he can erect a building to warehouse the construction materials  
172 used with the primary use on the lot---the construction business use [R. 014, 184]. Thus,  
173 Appellant's clear intent is to continue the *primary* office use while creating a storage building,  
174 not as a primary use, but only as an *accessory use* for the existing office use.

175 Yet, self-storage facilities as conditional uses are only allowed in the MX-M zone

176 district as “*primary* conditional uses” and not as “*accessory* conditional uses” [See IDO, Table  
177 4-2-1, p. 132]. This subtle, yet significant distinction is meaningful to the analysis of this  
178 matter.

179 Under the IDO, there are three types of conditional land “uses” that are contemplated.  
180 These are “conditional primary,” “conditional accessory,” and “conditional if structure [is]  
181 vacant for five years” [See IDO, Table 4-2-1, p. 132]. There can be no question that in the  
182 MX-M zone, “self-storage” is permissible only as a “conditional *primary* use” [IDO, Table 4-  
183 2-1, p. 132]. I also note in Table 4-2-1 of the IDO, a self-storage facility is not listed as an  
184 accessory use in the accessory uses part of the list in Table 4-2-1 [See IDO, Table 4-2-1, p.  
185 133-134]. Thus, it is clear from the IDO, that a “self-storage” facility is not allowed as an  
186 accessory use. There is a strong public policy rationale supporting the distinction.

187 If allowed, Appellant’s purported “self-storage” building will effectively transform  
188 both uses (the primary and accessory use) into a *de facto*, yet impermissible, “construction  
189 contractor facility and yard.” The only difference from what is currently taking place at the  
190 site (and which is a zoning violation) compared to what is proposed by Appellant is that he  
191 intends to add the storage building to warehouse materials inside a building.

192 Moreover, Appellant’s proposed arrangement is consistent with the *definition* in the  
193 IDO of a “construction contractor facility and yard.” [See IDO, Definitions, p. 455].  
194 Accordingly, I find that substantial evidence supports the conclusion that what Appellant is  
195 currently operating on his lot and what he wishes to preserve with the conditional use is an  
196 impermissible *de facto* “construction contractor facility and yard.”

197 I therefore find that the ZHE correctly denied Appellant’s application. Under the facts

198 of this matter, Appellant's proposed conditional use is contrary to the IDO because the  
199 proposed use would achieve and circumvent the IDO's prohibition of construction contractor  
200 facility and yards in an MX-M zone district. I therefore respectfully recommend, for the  
201 reasons stated herein this recommendation, that the City Council uphold the ZHE's decision  
202 denying Appellant's application.

203

204 Respectfully Submitted:

205



Steven M. Chavez, Esq.  
Land Use Hearing Officer  
October 8, 2020

Copies to:

Appellant (through his Agents)  
Party Opponents  
City Staff

**BEFORE THE CITY OF ALBUQUERQUE  
LAND USE HEARING OFFICER**

**APPEAL NO. AC-20-9**

**PR-2020-003906; VA-2020-00140; VA-2020-00275**

**JAG Planning & Zoning, agents for Jesus Apodaca, Appellant,**

**And,**

**Loretta Naranjo Lopez, in her official capacity as President of, and on behalf of the Santa Barbara Martineztown Neighborhood Association, Party Opponents.**

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34 Pre-application Review Team Meeting (PRT) [R. 040-041]. Then on June 2, 2020, Appellant

35 through his agents, submitted an application to the City Planning Department for a “conditional  
36 use to allow self-storage” on the premises [R. 033 - 034]. The purpose of the conditional use,  
37 according to Appellant is to “allow the site to come into compliance” [R. 022].

38 At the ZHE hearing, Appellant’s agents submitted a petition signed by seven  
39 neighboring residents including some abutting residents who expressed support for the  
40 proposed conditional use application [R. 084 - 086]. The Santa Barbara Martineztown  
41 Neighborhood Association (SBMNA) opposed the conditional use application and is a party  
42 to this appeal [LUHO Hrg.]. In their opposition to the proposed use, the SBMNA through its  
43 Board of directors submitted to the ZHE a letter and other documentation regarding the history  
44 of the SBMNA neighborhood including information regarding the site for the proposed use  
45 [R. 087 - 164].

46 On July 21, 2020, the ZHE held a quasi-judicial hearing on the application [R. 174].  
47 On August 5, 2020, in an Official Notification of Decision, the ZHE made twenty findings of  
48 fact and law, and denied the proposed use [R. 004 – 008]. Appellant filed his timely appeal  
49 and the City Council delegated the appeal to its LUHO [R. 009]. A quasi-judicial land use  
50 appeal hearing was held via remote video on October 2, 2020.<sup>1</sup>

51

## 52 **II. STANDARD OF REVIEW**

53 A review of an appeal is a whole record review to determine whether the ZHE acted  
54 fraudulently, arbitrarily, or capriciously; or whether the ZHE’s decision is not supported by  
55 substantial evidence; or if the ZHE erred in applying the requirements of the IDO, a plan,

---

1. At the time of the LUHO hearing the City was under a public health emergency order from the State and from the City.

56 policy, or regulation [IDO, § 14-16-6-4(U)(4)]. At the appeal level of review, the decision and  
57 record must be supported by substantial evidence to be upheld. The LUHO may recommend  
58 that the City Council affirm, reverse, or otherwise modify the lower decision to bring it into  
59 compliance with the standards and criteria of this IDO [IDO § 6-4(U)(3)(d)(5)]. The City  
60 Council also delegated authority to the LUHO to remand appeals [IDO, § 14-16-6-4(U)(3)(d)].

61

### 62 **III. DISCUSSION**

63 Appellant claims that two of the ZHE’s findings (Fndgs. # 16 and 18) are not supported  
64 by the evidence in the record and therefore his decision should be reversed or remanded back  
65 to the ZHE to redress the alleged errors. Only to the extent that at least one finding (Findg.  
66 #18) is not *well-explained*, I agree. However, I find that this error does not warrant a reversal  
67 or a remand because the evidence in the record supports that the proposed conditional use  
68 application should still be denied. I find that ZHE Finding #16 is an independent basis  
69 supporting denial.

70 In addition, because under IDO § 6-4(U)(3)(d)(5), the LUHO has authority to  
71 “modify” the ZHE findings, I also find that there are grounds that were not contemplated by  
72 the ZHE that also supports a denial of the application. I begin the analysis with the ZHE’s  
73 decision, the reasons for the appeal, and the requirements in the IDO for a conditional use.

74 The ZHE correctly noted that under § 14-16-6-4(F)(2), the applicant bears the burden  
75 to satisfy all the IDO requirements to support an application [R. 005, Fndg. #14]. Under §  
76 14-16-6-6(A)(3) of the IDO, an applicant must satisfy all the threshold criteria for a conditional  
77 use including:

- 78 6-6(A)(3)(a) It is consistent with the adopted ABC Comp Plan, as  
79 amended.  
80
- 81 6-6(A)(3)(b) It complies with all applicable provisions of this IDO,  
82 including but not limited to any Use-specific Standards  
83 applicable to the use in Section 14-16-4-3; the DPM; other  
84 adopted City regulations; and any conditions specifically  
85 applied to development of the property in a prior permit or  
86 approval affecting the property.  
87
- 88 6-6(A)(3)(c) It will not create significant adverse impacts on adjacent  
89 properties, the surrounding neighborhood, or the larger  
90 community.  
91
- 92 6-6(A)(3)(d) It will not create material adverse impacts on other land in  
93 the surrounding area through increases in traffic congestion,  
94 parking congestion, noise, or vibration without sufficient  
95 mitigation or civic or environmental benefits that outweigh  
96 the expected impacts.  
97
- 98 6-6(A)(3)(e) It will not increase non-residential activity within 300 feet of  
99 a lot in any Residential zone district between the hours of  
100 8:00 P.M. and 6:00 A.M.  
101
- 102 6-6(A)(3)(f) It will not negatively impact pedestrian or transit connectivity  
103 without appropriate mitigation.  
104

105 Presumably to satisfy § 6-6(A)(3)(a) (the first prong of the analysis), the ZHE expressly  
106 found that the applicant failed to cite or otherwise demonstrate policies, goals, “or other  
107 provision[s] of the ABC Comp. Plan with which the proposed conditional use would be  
108 consistent,” [R. 006, Fndg. #16]. In addition, the ZHE further concluded that “there is a lack  
109 of substantial evidence [in the record] in favor of a conclusion that the proposed conditional  
110 use would be consistent with the ABC Comp. Plan” and alternatively, “[o]n balance,  
111 substantial evidence exists in favor of a conclusion that the proposed conditional use would be  
112 inconsistent with the ABC Comp. Plan” [R. 007, Fndg. #18].

113 Appellant takes issue with these findings, arguing first that although Appellant failed  
114 to cite specific goals and policies of the Comp. Plan, he (through his agents) did cite to the

115 general intent of the Comp. Plan to keep compatible, allowable uses together [R. 015].  
116 Appellant argued to the ZHE that because the proposed use is permitted (as a conditional use)  
117 in the MX-M zone, the conditional use generally furthers the Comp. Plan [R. 015]. Appellant  
118 also argues that it was arbitrary for the ZHE to rely on the opposing evidence submitted by the  
119 SBMNA to find that the proposed use is inconsistent with the Comp. Plan.<sup>2</sup>

120       Regarding their first argument, to satisfy the first prong of the analysis required in §  
121 14-16-6-6(A)(3)(a) of the IDO, Appellant woefully assumes that there is a presumption that  
122 the use proposed “will not materially undermine the intent and purpose of  
123 the...Comprehensive Plan” merely because self-storage is an allowable conditional use [R.  
124 016]. Yet, in reviewing the IDO and the Comp. Plan, I find that there is no such generalized  
125 presumption which can be gleaned from the IDO and the Comp. Plan. I also find that the use  
126 proposed by Appellant under the facts in this matter actually does undermine the IDO because  
127 what Appellant is proposing is in fact not a “primary conditional use.” This issue will be  
128 discussed in detail further below.

129       For purposes of the ZHE’s findings, however, the six criteria of §14-16-6-6(A)(3) of  
130 the IDO requires (1) a site-specific analysis of the project site and (2) an analysis of specific  
131 goals and policies of the Comp Plan. In written arguments supporting the appeal, Appellant  
132 conceded that specificity regarding the Comp. Plan was not presented to the ZHE to meet the  
133 requirements of the first prong [R. 015]. Thus, I find that the ZHE did not err in finding that

---

2. Appellant contends that a 2013 “Impact” study of the neighborhood submitted by the SBMNA is generally erroneous and inapplicable to the issues of this matter, and as such the ZHE should not have relied on it to form the basis for Finding #18. I don’t disagree, but as shown below, the conditional use should and can be denied without relying on the study evidence that Appellant challenges in this appeal.

134 Appellant’s reliance on the site’s MX-M zoning and the obscure generalization that a self-  
135 storage use is presumptively compatible as a permissive, conditional use is insufficient to  
136 satisfy § 6-6(A)(3)(a).<sup>3</sup> Moreover, in reviewing the record before the ZHE, including  
137 Appellant’s concession that he failed to make any policy arguments based on specific goals  
138 and policies of the Comp. Plan, I find that there exists substantial evidence supporting the  
139 ZHE’s Finding #16.

140 As indicated above, Appellant also alleges that the ZHE’s Finding #18 is based on the  
141 Impact Study evidence submitted by the SBMNA. I disagree. Appellant assumes that the ZHE  
142 found that the ZHE’s Finding #18 is based on evidence submitted by the SBMNA only because  
143 the ZHE did not adequately explain his finding. ZHE’s Finding #18 is vague, and the ZHE  
144 should have better explained with objective specificity the basis for his finding that  
145 “substantial evidence exists in favor of a conclusion that the proposed conditional use would  
146 be inconsistent with the ABC Comp. Plan...” [R. 007]. To sum things up, the ZHE did not  
147 clearly identify what evidence he considered as substantial evidence to support the legal  
148 conclusion in Finding #18. However, because I find that the ZHE did not err with his Finding  
149 #16, and because there is substantial evidence supporting Finding #16, as described above,  
150 Appellant’s appeal cannot be upheld regardless of the outcome on ZHE Finding #18. In  
151 addition, as alluded to above, there is another more significant reason for upholding the ZHE’s  
152 decision; a reason that the ZHE did not consider of which I now consider below.

153 I find that the proposed conditional use on Appellant’s lot is contrary to the express

---

3. I note for the City Council, that although there are mixed uses in the area around the site, including residential uses abutting Appellant’s lot, Appellant failed to clarify to the ZHE what the zoning of the abutting uses are. The abutting zoning is essential information to analyze compliance with the Comp. Plan.

154 language and to the intent of the IDO regarding self-storage facilities as *primary* conditional  
155 uses in the MX-M zone district. As a starting point, there is no dispute that an office use is a  
156 permissible use in the MX-M zone [IDO, Table 4-2-1, p. 132]. And, it is unmistakably clear  
157 that since Appellant purchased the lot, the primary use on the lot is the construction business  
158 office. The main structure on the lot houses the offices of the business [R. 014]. Moreover,  
159 at the LUHO hearing, Appellant’s agent confirmed that the *primary use* of the lot is the  
160 construction business [LUHO hrg.]. Furthermore, there is no evidence in the record that the  
161 Appellant intends to discontinue the primary office use if the conditional use is approved.

162         However, the evidence in the record also demonstrates that Appellant continues to  
163 utilize the yard of the lot to store his construction business’ equipment, materials, and supplies  
164 [R. 014]. This is an undisputed fact. In effect, Appellant has been utilizing the lot as an  
165 impermissible “construction contractor facility and yard,” a use that is not allowed in the MX-  
166 M zone. The fact that Appellant was cited with a zoning violation for maintaining construction  
167 equipment on the premises underscores this inescapable conclusion [R. 014]. What is more,  
168 this fact was also conceded at the ZHE hearing and at the LUHO hearing [R. 176, and LUHO  
169 hrg.].

170         There is also substantial evidence in the record that Appellant intends to obtain the  
171 conditional use permit so that he can erect a building to warehouse the construction materials  
172 used with the primary use on the lot---the construction business use [R. 014, 184]. Thus,  
173 Appellant’s clear intent is to continue the *primary* office use while creating a storage building,  
174 not as a primary use, but only as an *accessory use* for the existing office use.

175         Yet, self-storage facilities as conditional uses are only allowed in the MX-M zone

176 district as “*primary* conditional uses” and not as “*accessory* conditional uses” [See IDO, Table  
177 4-2-1, p. 132]. This subtle, yet significant distinction is meaningful to the analysis of this  
178 matter.

179 Under the IDO, there are three types of conditional land “uses” that are contemplated.  
180 These are “conditional primary,” “conditional accessory,” and “conditional if structure [is]  
181 vacant for five years” [See IDO, Table 4-2-1, p. 132]. There can be no question that in the  
182 MX-M zone, “self-storage” is permissible only as a “conditional *primary* use” [IDO, Table 4-  
183 2-1, p. 132]. I also note in Table 4-2-1 of the IDO, a self-storage facility is not listed as an  
184 accessory use in the accessory uses part of the list in Table 4-2-1 [See IDO, Table 4-2-1, p.  
185 133-134]. Thus, it is clear from the IDO, that a “self-storage” facility is not allowed as an  
186 accessory use. There is a strong public policy rationale supporting the distinction.

187 If allowed, Appellant’s purported “self-storage” building will effectively transform  
188 both uses (the primary and accessory use) into a *de facto*, yet impermissible, “construction  
189 contractor facility and yard.” The only difference from what is currently taking place at the  
190 site (and which is a zoning violation) compared to what is proposed by Appellant is that he  
191 intends to add the storage building to warehouse materials inside a building.

192 Moreover, Appellant’s proposed arrangement is consistent with the *definition* in the  
193 IDO of a “construction contractor facility and yard.” [See IDO, Definitions, p. 455].  
194 Accordingly, I find that substantial evidence supports the conclusion that what Appellant is  
195 currently operating on his lot and what he wishes to preserve with the conditional use is an  
196 impermissible *de facto* “construction contractor facility and yard.”

197 I therefore find that the ZHE correctly denied Appellant’s application. Under the facts



198 of this matter, Appellant's proposed conditional use is contrary to the IDO because the  
199 proposed use would achieve and circumvent the IDO's prohibition of construction contractor  
200 facility and yards in an MX-M zone district. I therefore respectfully recommend, for the  
201 reasons stated herein this recommendation, that the City Council uphold the ZHE's decision  
202 denying Appellant's application.

203

204 Respectfully Submitted:

205



Steven M. Chavez, Esq.  
Land Use Hearing Officer  
October 8, 2020

Copies to:

Appellant (through his Agents)  
Party Opponents  
City Staff

# Martineztown-Santa Barbara Traffic Study

*Prepared for*

**City of Albuquerque**  
P.O. Box 1293  
Albuquerque, NM 87103

*Prepared by*

**Parametrix**  
8801 Jefferson NE, Building B  
Albuquerque, NM 87113-2439  
T. 505.821.4700 F. 1.855.542.6353  
[www.parametrix.com](http://www.parametrix.com)

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## APPENDICES



# 1. INTRODUCTION

The scope of this study is to perform a traffic analysis for the Martineztown - Santa Barbara neighborhood. The Santa Barbara-Martineztown neighborhood is located within the City of Albuquerque and is bounded by Menaul Boulevard on the north, Lomas Boulevard on the south, I-40 to the east, and the BNSF railroad tracks to the west (see Figure 1). The neighborhood association has been working closely with their City Councilor, Isaac Benton, on traffic issues that affect the neighborhood. The scope of this study addresses issues that the residents have raised as being of particular concern which include:

- Analysis of operations on the recently restriped area of Broadway, north of I-40.
- Analysis of operations and turn movements at the Broadway/Mountain and Broadway/Odelia intersections
- Count traffic and evaluate intersection Level of Service (LOS) at the locations shown in Figure 2.
- Monitor speeds and identify speed conditions and mitigation measures, especially on Broadway and Commercial (see Figure 2)
- Identify potential traffic calming measures on Mountain Road
- Review ADA conditions and identify improvements
- Study the feasibility of a new pedestrian access to Coronado Park
- Analyze alternatives to reduce truck use of Rosemont west of Broadway

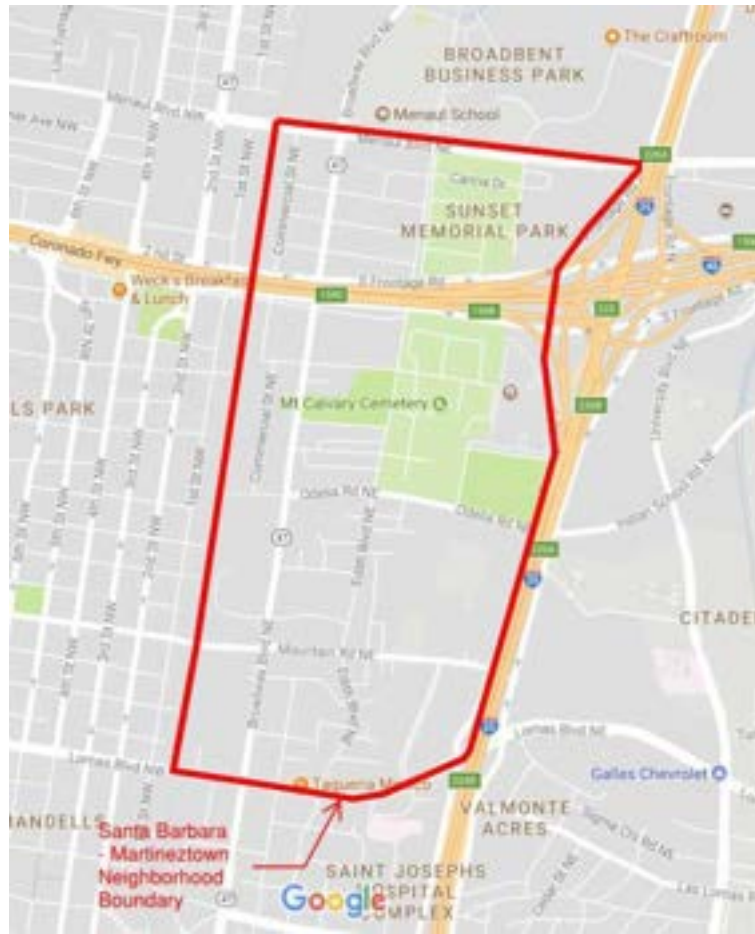


Figure 1. Study Limits

Regional principal arterials in the study area consist of Broadway Boulevard in the north/south direction and Lomas Boulevard in the east/west direction. Menaul Boulevard is considered a community principal arterial which usually have lower speeds and fewer lanes than a regional principal arterial. Odelia Road is classified as a minor arterial and Mountain Road as a major collector.

Truck traffic is restricted on several streets within the neighborhood:

- No trucks over 3 tons on Marble Avenue between Arno Street and Edith Boulevard
- No trucks over 5 tons on Mountain Road from I-40 to Broadway Boulevard
- No trucks on Edith Boulevard between Mountain Road and Odelia Road
- Trucks are also not allowed on the residential streets of Arvada, Cutler, and Prospect Avenues between Commercial Street and Edith Boulevard and on Towner Avenue west of Edith Boulevard.

## 2. DATA COLLECTION

Eight-hour turning movement counts were collected on September 5, 2017, at the following intersections (locations indicated by a “1” on Figure 2):

- Broadway/Arvada
- Broadway/Cutler
- Broadway/Prospect
- Broadway/Mountain
- Broadway/Odelia

Speed, volume, and classification data were collected using counting tubes on September 5-11, 2017, at the following locations (locations indicated by a “2” on Figure 2):

- Mountain (between Edith and Broadway)
- Broadway (between Prospect and Cutler)
- Commercial (between Prospect and Cutler)
- Edith (between Odelia and I-40)

This data is included in Appendix A and summarized in the figures in Section 3, Traffic Analysis.

In addition, Parametrix’ project engineer visited the site in September 2017 to observe existing traffic operations, existing signs, note ADA deficiencies, etc.



Figure 2. Traffic Count Locations

### 3. TRAFFIC ANALYSIS

#### 3.1 Operations of Broadway Blvd. between I-40 and Menaul

In 2016, the portion of Broadway Boulevard between I-40 and Menaul Boulevard was restriped to change the lane configuration. Prior to the restriping, Broadway had a single driving lane in each direction separated by a shared two-way left-turn lane. Now, Broadway is a two-lane undivided roadway with bicycle lanes. The roadway space that had been dedicated to the two-way left-turn lane has been reallocated to the outside of each driving lane as bicycle lanes. Vehicles making a left turn along this stretch of Broadway now make the turn out of the through driving lane. The bicycle lanes provide connectivity with the existing bicycle lanes on Broadway north of Menaul and the proposed bicycles lanes south of I-40 shown in the 2040 Long Range Bikeway System map.

As part of this study, motor vehicle, pedestrian, and bicyclist traffic at the three intersections along Broadway between I-40 and Menaul was counted in the morning, mid-day, and afternoon peak periods on Tuesday, September 5, 2017. The peak hour vehicle counts are shown in Figure 3 - Figure 5. All count data is presented in Appendix A.

Delays and levels of service (LOS) were evaluated at each of the three intersections in the morning, mid-day, and afternoon peak hours using methodologies from the 2010 *Highway Capacity Manual*. Two-way stop controlled intersection LOS is defined in terms of the average control delay for each minor-street movement (or shared movement) as well as major-street left-turns. This approach is used because major-street through vehicles are assumed to experience zero delay, so a weighted average of all movements results in very low overall average delay and this calculated low delay could mask deficiencies of minor movements. A LOS of D or better is typically considered acceptable. LOS criteria for unsignalized intersections are as follows:

<b>Average Control Delay (sec/veh)</b>	<b>LOS</b>
0 – 10	A
>10 – 15	B
>15 – 25	C
>25 – 35	D
>35 – 50	E
>50	F

Tables 1-3 show the existing delays and levels of service at each approach for each of the peak periods. The traffic analysis worksheets are included in Appendix B.

**Table 1. AM Peak Hour Delay (in seconds delay per vehicle) and Level of Service**

<b>Intersection</b>	<b>Eastbound</b>	<b>Westbound</b>	<b>Northbound</b>	<b>Southbound</b>
Broadway/Prospect	22/C	17/C	9/A	9/A
Broadway/Cutler	18/C	17/C	9/A	8/A
Broadway/Arvada	21/C	26/D	9/A	8/A



**Table 2. Noon Peak Hour Delay (in seconds delay per vehicle) and Level of Service**

Intersection	Eastbound	Westbound	Northbound	Southbound
Broadway/Prospect	17/C	16/C	8/A	8/A
Broadway/Cutler	18/C	15/C	8/A	8/A
Broadway/Arvada	15/C	18/C	8/A	8/A

**Table 3. PM Peak Hour Delay (in seconds delay per vehicle) and Level of Service**

Intersection	Eastbound	Westbound	Northbound	Southbound
Broadway/Prospect	29/D	22/C	8/A	11/B
Broadway/Cutler	30/D	17/C	8/A	10/B
Broadway/Arvada	40/E	36/E	8/A	10/B

The analyses show that most of the time the intersections operate well, with roadway level of services at a LOS C or better and vehicle delays of 22 seconds or less; however, in the afternoon peak (from 4:30 to 5:30 pm) vehicles turning off of the side streets may experience longer delays due to the heavier traffic on Broadway.

### 3.1.1 Two-Way Left-Turn Lane Warrants

Guidance for the use of two-way left-turn lanes (TWLTL) includes volume warrants, minimum and maximum access densities and minimum TWLTL length, among other considerations. The volume warrant cannot be verified with the available traffic count data collected along Broadway Boulevard in this area.

Access density is the number of access points on both sides of the street over a length of one mile. The minimum access density recommended is ten access points per mile; the maximum access density must be less than 85 access points per mile. Broadway Boulevard between I-40 and Menaul contains 31 access points over approximately 0.3 miles. (Those properties having two driveways were counted as a single access point.) The access density is calculated to be 103 access points per mile, which exceeds the recommended maximum of 85. High access densities have the potential to significantly increase the likelihood of conflicts between turning traffic and through traffic.

The recommended minimum length of a TWLTL is 425 feet. This length is based in part on providing adequate stopping sight distance at 35 mph in advance of a downstream intersection. The blocks between Arvada and Cutler, and Cutler and Prospect are approximately 285 feet long, which does not meet the minimum guideline.

The high access density along Broadway Boulevard and the short block lengths would compromise the safety of a TWLTL. These reasons support the current re-striped roadway section without the two-way left-turn lane.



Figure 3. Existing AM Peak Hour Vehicular Counts (7:30 to 8:30 am)



Figure 4. Existing Noon Peak Hour Vehicular Counts (12:00 to 1:00 pm)



Figure 5. Existing PM Peak Hour Vehicular Counts (4:30 to 5:30)

### 3.1.2 Potential for Moving Existing Bicycle Lanes on Broadway Blvd to Edith Blvd

It has been suggested that the existing bicycle lanes on Broadway Boulevard between I-40 and Menaul be relocated onto Edith Boulevard.

Bicycle lanes exist on Broadway north of Menaul and south of Iron Avenue. The Long-Range Bikeway System map shows Broadway Boulevard in the future having continuous bicycle lanes from I-25 to the south to Candelaria Road on the north. Relocating the bicycle lanes to Edith would require a through-cyclist on Broadway to travel about a quarter mile out of direction to the east and then back west, because the portion of Edith north of Menaul extending to Broadway is a gated private road. Edith Boulevard is already designated as a bicycle route that can be used by cyclists; if a cyclist prefers not to use the bicycle lanes on Broadway and Odelia, there are existing bicycle facilities on Prospect and Menaul that may be used for travel between Broadway and Edith.

Without a compelling reason to do so, it is not recommended to relocate the existing bicycle lanes on Broadway north of I-40 to Edith Boulevard.

## 3.2 Broadway/Odelia and Broadway/Mountain Intersections

The Broadway Boulevard approaches to the Odelia Road and Mountain Road intersections are each comprised of two lanes designated as a shared left/through lane and a shared right/through lane. The signal control at these approaches is a single phase; consequently, motorists making a left turn from the shared left/through lane will block and delay a through-moving vehicle behind them. Alternatively, through motorists will avoid that situation by not using the inside lane, which becomes a de facto (unofficial) left-turn lane.

As part of this study, motor vehicle, pedestrian, and bicyclist traffic at the two intersections was counted in the morning, mid-day, and afternoon peaks on Tuesday, September 5, 2017. The peak hour vehicle counts are shown in Figure 6 - Figure 8. All count data is presented in Appendix A.

As mentioned earlier, the 2040 Long Range Bikeway System Map shows that bicycle lanes are proposed on Broadway south of I-40, including through the intersections at Odelia Road and Mountain Road. With the available roadway width and average weekday traffic (AWDT) volume (approximately 10,500 to 12,000 vehicles per day [vpd] in 2016 according to the Mid-Region Council of Governments [MRCOG]), a “road diet” may be suitable for this corridor. (Also according to MRCOG, Odelia Road had an AWDT of 1,300 vpd and Mountain Road had an AWDT of 5,200 to 7,700 vpd in 2016.) According to the New Mexico Department of Transportation Road Diet Guide (November 2016), roadways with an average daily traffic volume of 10,000 to 19,000 vpd are candidates for a road diet if analysis of the key intersections along the roadway shows acceptable operations. A road diet cross section would consist of a single driving lane and bicycle lane in each direction and a shared two-way left-turn lane. This would formalize the de facto left turn lanes at the signalized intersections and would also create the desired bicycle lanes.

Delays and levels of service were evaluated at each of the intersections under existing conditions in the morning, mid-day, and afternoon peak hours using methodologies from the *Highway Capacity Manual*. A LOS of D or better is typically considered acceptable. A second capacity analysis was done for both intersections assuming a road diet section. Under the road diet option, one additional aspect of the geometry was also assumed to be changed at the westbound approach of Odelia at Broadway. Here there are currently three lanes: a left-turn lane, striped-out center lane, and shared through/right-turn lane. While the through movement volume here is low, any through

vehicle stopped at the signal will block vehicles behind it from making a right-turn on red. Opening the center lane for through vehicles will allow right turns on red and increase capacity. The results of these analyses are also shown in Tables 6-8. The traffic analysis worksheets are included in Appendix B

**Table 4. AM Peak Hour (7:00 to 8:00 am) Delay and Level of Service**

<b>Broadway/ Odelia</b>	<b>Eastbound</b>		<b>Westbound</b>			<b>Northbound</b>		<b>Southbound</b>		<b>Overall Inter- section</b>
	Left/ Thru	Right	Left	Thru	Right	Left	Shared	Left	Shared	
Existing Conditions	13/B	13/B	22/C	15/B		n/a	11/B	n/a	21/C	16/B
Broadway Road Diet	27/C	26/C	39/D	26/C	30/C	11/B	13/B	40/D	9/A	20/C

<b>Broadway/ Mountain</b>	<b>Eastbound</b>		<b>Westbound</b>			<b>Northbound</b>		<b>Southbound</b>		<b>Overall Inter- section</b>
	Left	Thru/ Right	Left	Thru	Right	Left	Shared	Left	Shared	
Existing Conditions	18/ B	17/B	23/C	15/B	14/B	n/a	8/A	n/a	9/A	12/B
Broadway Road Diet	18/ B	18/B	23/C	16/B	14/B	18/ B	11/B	13/B	15/B	15/B

**Table 5. Noon Peak Hour (12:00 to 1:00 pm) Delay and Level of Service**

<b>Broadway/ Odelia</b>	<b>Eastbound</b>		<b>Westbound</b>			<b>Northbound</b>		<b>Southbound</b>		<b>Overall Intersection</b>
	Left/ Thru	Right	Left	Thru	Right	Left	Shared	Left	Shared	
Existing Conditions	13/B	13/B	19/B	15/B		n/a	9/A	n/a	10/A	11/B
Broadway Road Diet	15/B	15/B	19/B	15/B	17/B	7/A	8/A	12/ B	7/A	11/B

<b>Broadway/ Mountain</b>	<b>Eastbound</b>		<b>Westbound</b>			<b>Northbound</b>		<b>Southbound</b>		<b>Overall Intersection</b>
	Left	Thru/ Right	Left	Thru	Right	Left	Shared	Left	Share d	
Existing Conditions	18/B	19/B	23/C	15/B	14/B	n/a	8/A	n/a	8/A	12/B
Broadway Road Diet	18/B	20/B	24/C	15/B	14/B	15/B	10/A	12/B	12/B	14/B



Figure 6. Existing AM Peak Hour Vehicular Counts (Sep. 5, 2017)





Figure 7. Existing Noon Peak Hour Vehicular Counts (Sep. 5, 2017)



Figure 8. Existing PM Peak Hour Vehicular Counts (Sep. 5, 2017)

**Table 6. PM Peak Hour (4:30 to 5:30 am) Delay and Level of Service**

Broadway/ Odelia	Eastbound		Westbound			Northbound		Southbound		Overall Intersection
	Left/ Thru	Right	Left	Thru	Right	Left	Shared	Left	Shared	
Existing Conditions	13/B	12/B	26/C	16/B		n/a	16/B	n/a	16/B	17/B
Broadway Road Diet	27/C	27/C	39/D	26/C	46/D	9/A	25/C	60/E	8/A	27/C

Broadway/ Mountain	Eastbound		Westbound			Northbound		Southbound		Overall Intersection
	Left	Thru/ Right	Left	Thru	Right	Left	Shared	Left	Shared	
Existing Conditions	19/B	19/B	23/C	15/B	16/B	n/a	9/A	n/a	8/A	12/B
Broadway Road Diet	19/B	19/B	23/C	16/B	16/B	18/B	17/B	19/B	14/B	17/B

The existing lane configuration results in a LOS of C or better for each movement. The road diet option also results in a LOS of C or better for each movement with the exception of three movements in the PM peak at the Broadway/Odelia intersection – the westbound left- and right-turn movements are expected to operate at a LOS D and the southbound left turn movement is expected to operate at a LOS E. This occurs because the cycle length is made longer to accommodate the northbound-southbound through movement which now has just one through lane (even though the inside through lane is currently shared with left turns, especially in the northbound direction the left-turn volume is so low that the through movement can typically use both of the two lanes). With the longer cycle length, and more of the cycle length assigned to the north-south movement, delay on the side streets increases and LOS worsens. The southbound left-turn movement delay increases substantially because there are fewer gaps in which to turn across the northbound through movement with one lane than there were with two.

The analyses with the road diet section on Broadway assumed that the signal phasing would still be a single phase in each direction (no protected left turn movements). Guidelines from FHWA, shown in Appendix D, list these reasons to consider a protected left turn phase:

1. A high number of crashes has occurred.
2. Adequate sight distance is not available for the left-turning motorist.
3. There are two or more left turn lanes.
4. There are four or more opposing through lanes.

- There is a high combination of left-turning vehicles and opposing through vehicles (per FHWA, more than 50,000 in a peak hour).

While crash data was provided for the years 2013-2015 (in Appendix E), they do not assume a road-diet section in which the left turns on Broadway are removed from the through lane, so it would not be valid to consider these crashes as a factor for a protected left-turn phase for the north-south movements. The data showed two crashes in a year involving left turns from Mountain Road at Broadway, but the FHWA guidelines consider four left-turn crashes as the critical number in a year. The data showed no left-turn crashes from Odelia at the Broadway intersection. In general, converting a four-lane undivided roadway to a roadway with two through lanes and a shared left-turn lane (a road diet) is expected to result in a reduction of crashes from 19 to 47%, according to the FHWA’s Crash Modification Factors Clearinghouse. Conditions 2 through 4 listed above do not exist at either Broadway/Odelia or Broadway/Mountain.

The last condition listed above may exist in the morning and afternoon peaks for the combination of the southbound left turn and the northbound through movement at Broadway/Odelia; this results in the lower levels of service for that left turn movement in the morning and afternoon peaks (“D” and “E,” respectively). However, if the road diet is implemented it is recommended that the permitted-only lefts be observed first before installing any of the equipment that would be required for a new protected left turn phase.

## 4. SPEED CONTROL

### 4.1 Speeds on Broadway North of I-40

The posted speed limit on Broadway north of I-40 is 35 mph; it is classified as a Regional Principal Arterial. For this study, speeds on Broadway were collected for a seven-day period using pneumatic tubes at a location between Cutler and Prospect. Tables 4 and 5 summarize the data, which is provided in its entirety in Appendix C. One of the columns in the speed tables presents the 85<sup>th</sup> percentile speed; this is the speed below which 85 percent of drivers were traveling. The 85<sup>th</sup> percentile speed is used as a guideline for setting speed limits because it is assumed that the large majority of drivers are reasonable and prudent.

**Table 7. Broadway Boulevard NB Driving Speeds Collected Week of Sep. 5 – Sep. 11, 2017**

Northbound Traffic	No. Vehicles Counted at Each Driving Speed				85 <sup>th</sup> Percentile Speed	Comments
	<35 mph	35-45 mph	45-55 mph	Over 55 mph		
Tuesday	3,388	3,444	178	10	39.9	Speed of 80-85 mph recorded, 7 pm
Wednesday	3,843	3,018	146	17	39.6	Speed of 80-85 mph recorded, 12 am
Thursday	4,024	2,973	136	10	39.3	Speed of 70-75 mph recorded, 11 pm

Friday	3,636	3,338	180	9	39.9	Speed of 75-80 mph recorded, 11 am
Saturday	1,470	2,281	184	13	42.0	Speed of 65-70 mph recorded, 3 pm
Sunday	976	1,866	141	5	42.2	Speed of 75-80 mph recorded, 8 pm
Monday	3,230	3,377	148	5	39.9	

**Table 8. Broadway Boulevard SB Driving Speeds Collected Week of Sep. 5 – Sep. 11, 2017**

Southbound Traffic	No. Vehicles Counted at Each Driving Speed				85 <sup>th</sup> Percentile Speed	Comments
	<35 mph	35-45 mph	45-55 mph	Over 55 mph		
Tuesday	2,816	2,482	88	3	39.5	
Wednesday	2,793	2,415	79	1	39.4	
Thursday	2,961	2,391	71	4	39.2	
Friday	2,786	2,740	88	6	39.6	
Saturday	1,275	1,643	78	2	40.4	
Sunday	917	1,163	77	2	41.0	
Monday	2,450	2,675	91	3	39.8	Speed of 75-80 mph recorded, 3 pm

The data show that:

- 49% of vehicles were traveling below the 35 mph speed limit
- 98% of vehicles were traveling slower than 45 mph (10 mph over the speed limit)
- Several drivers were recorded traveling at higher speeds up to 80 mph

According to the Long Range Transportation System Guide, 35 mph is an appropriate posted speed limit for a Regional Principal Arterial with six-foot bicycle lanes; however, the 85<sup>th</sup> percentile speeds are closer to 40 mph than 35 mph.

## 4.2 Effectiveness of Speed Humps on Commercial Street

One block west of Broadway, Commercial Street between I-40 and Menaul, which is classified as a local road, has five speed humps which have been in place at least 15 years. One speed hump is

located in each block from I-40 to Arvada, Arvada to Cutler, and Cutler to Prospect, and two speed humps are located between Prospect and Menaul. The speed limit is posted for southbound traffic at 25 mph. There is no posted speed limit for northbound traffic, but Albuquerque's City Traffic Code defines the speed limit on residential streets as 25 mph if not otherwise posted.

For this study, speeds on Commercial were collected for a seven-day period using pneumatic tubes at a location between Cutler and Prospect. Tables 9 and 10 summarize the data, which is provided in its entirety in Appendix C.

**Table 9. Commercial Street NB Driving Speeds Collected Week of Sep. 5 – Sep. 11, 2017**

North-bound Traffic	No. Vehicles Counted at Each Driving Speed				85 <sup>th</sup> Percentile Speed	Comments
	0-20 mph	20-25 mph	25-30 mph	30-40 mph		
Tuesday	138	159	48	14	26.5	
Wednesday	153	136	65	13	26.9	One speed of 85-90 mph recorded at 4 pm
Thursday	169	131	35	5	24.3	One speed of 80-85 mph recorded at 10 am
Friday	133	133	54	8	26.6	
Saturday	91	61	26	1	24.4	
Sunday	64	45	15	4	27.1	One speed of 80-85 mph recorded at 7 pm
Monday	137	120	54	5	26.6	One speed of 45-50 mph recorded at 3 pm

**Table 10. Commercial Street SB Driving Speeds Collected Week of Sep. 5 – Sep. 11, 2017**

South-bound Traffic	No. Vehicles Counted at Each Driving Speed				85 <sup>th</sup> Percentile Speed	Comments
	0-20 mph	20-25 mph	25-30 mph	30-40 mph		
Tuesday	130	97	41	5	26.5	
Wednesday	127	100	31	9	24.9	

Thursday	129	94	30	3	24.6	
Friday	107	109	37	6	26.7	One speed of 60-65 mph recorded at 1 pm
Saturday	69	33	21	2	27.1	
Sunday	68	25	7	2	22.9	
Monday	120	103	29	5	24.7	

The “Comments” column of the tables show that five outlying speeds, one up to 85 or 90 mph, were recorded during the seven-day period. However, the data also show that:

- volumes are much lower than on Broadway
- 84% of vehicles were traveling below the 25 mph speed limit
- 98% of vehicles were traveling slower than 30 mph
- 2% of vehicles were traveling 30 to 40 mph

The existing speed humps appear to be adequately keeping speeds down along this segment of Commercial Street, with the exception of the few outliers. Methods for deterring high speeds like these on Commercial are discussed later in this report.

### 4.3 Speeds on Edith Boulevard

Edith Boulevard between Odelia Road and I-40 has a posted speed limit of 30 mph and is classified as a local road. For this study, speeds on Edith were collected for a seven-day period using pneumatic tubes at a location between Odelia and Hannett. Tables 11 and 12 summarize the data, which is provided in its entirety in Appendix C.

**Table 11. Edith Boulevard NB Driving Speeds Collected Week of Sep. 5 – Sep. 11, 2017**

Northbound Traffic	No. Vehicles Counted at Each Driving Speed				85 <sup>th</sup> Percentile Speed	Comments
	0-25 mph	25-30 mph	30-40 mph	40-50 mph		
Tuesday	184	350	734	82	37.8	3 speeds recorded between 50-65 mph
Wednesday	189	302	672	79	37.9	6 speeds recorded between 50-65 mph
Thursday	221	395	784	84	37.4	3 speeds recorded between 50-55 mph

						1 speed recorded between 70-75 mph, at 11 am
Friday	238	379	787	65	37.5	5 speeds recorded between 50-90 mph
Saturday	131	238	537	71	38.0	3 speeds recorded between 50-55 mph 1 speed recorded between 85-90 mph, at noon
Sunday	101	203	469	64	38.2	1 speed recorded between 45-50 mph 2 speeds recorded between 70-75 mph 1 speed recorded between 85-90 mph, at 6pm
Monday	207	331	772	71	37.7	4 speeds recorded between 50-65 mph

**Table 12. Edith Boulevard SB Driving Speeds Collected Week of Sep. 5 – Sep. 11, 2017**

Southbound Traffic	No. Vehicles Counted at Each Driving Speed				85 <sup>th</sup> Percentile Speed	Comments
	0-25 mph	25-30 mph	30-40 mph	40-50 mph		
Tuesday	148	266	1037	293	40.9	11 speeds recorded between 50 -65 mph
Wednesday	159	241	1055	256	40.5	20 speeds recorded between 50-70 mph
Thursday	169	258	1041	256	40.2	13 speeds recorded between 50-60 mph
Friday	168	240	1089	273	40.7	22 speeds recorded between 50-70 mph



Saturday	102	140	591	166	41.2	8 speeds recorded between 50-65 mph
Sunday	91	106	513	143	41.4	11 speeds recorded between 50-65 mph
Monday	164	290	1073	204	39.5	14 speeds recorded between 50-65 mph

The “Comments” column of the tables show that many drivers were recorded traveling at outlying speeds, many in the 65 mph range and one more than one of up to 85 or 90 mph. Additionally, the data show that:

- 31% of vehicles were traveling below the 30 mph speed limit
- 88% of vehicles were traveling slower than 40 mph (10 mph over the speed limit)
- 12% of vehicles were traveling over 40 mph (more than 10 mph over the speed limit)
- Nearly 1% of vehicles were traveling more than 20 mph over the speed limit (more southbound than northbound because of the location of the speed collection)

Speed humps have already been installed on Edith south of Odelia, and it appears the study segment to the north may also justify speed mitigation, as the 85<sup>th</sup> percentile speeds generally exceed the posted speed limit by more than eight to 10 mph. Speed humps or another traffic management strategy from the City’s Neighborhood Traffic Management Program should be considered. As the speeds collected on Commercial Street show, speed humps may still allow some drivers to travel excessively fast, but they should also lower the speeds of most vehicles into the desirable range.

## 5. PEDESTRIAN ACCESS TO CORONADO PARK

The feasibility of a new pedestrian access to Coronado Park located at 2<sup>nd</sup> Street and Indian School was reviewed as part of this study. The City of Albuquerque has made improvements to the park recently, including adding skateboard facilities. An existing sidewalk exists on the south side of Indian School but is not continuous from Broadway to 2<sup>nd</sup> Street. Rio Metro has updated the railroad crossing in this location to make safety improvements (see Photo 1).

Parametrix looked at the feasibility of a sidewalk on either the south or north side of Indian School from Broadway to 2<sup>nd</sup> Street. Based on the fact that portions of the roadway already have sidewalk on the south side, pedestrian access on the south side is more feasible and economical than the north side.



**Photo 1. Looking west at RR crossing on Indian School**

The conceptual layout on the following page (Figure 9) shows new sidewalk between 1<sup>st</sup> Street and McKnight Avenue. New curb ramps and crosswalk striping would be needed at the intersection of Indian School and 1<sup>st</sup> Street. In addition, several driveways in the area that are no longer in use should be removed and rebuilt as new sidewalk. The estimated construction cost for the sidewalk improvements is approximately \$45,000.



Figure 9. Conceptual Layout for Indian School Road

## 6. MOUNTAIN ROAD

Mountain Road between I-40 and the railroad corridor has truck restrictions that limit trucks to those less than 5 tons. Mountain Road between I-40 and Woodward Place is approximately 52 feet wide. At Woodward Place, Mountain starts to narrow to approximately 32 feet wide. At Edith Boulevard, the width widens again to approximately 66 feet and then narrows again at Broadway Boulevard to 32 feet. The wide section between Edith and Broadway Boulevards is confusing to drivers. The westbound lane is approximately 36 feet wide with no additional striping to delineate on-street parking or bike lanes. Parametrix has detailed two possible conceptual layouts to narrow this area of Mountain Road to provide more direction to drivers in the area. Narrowing the roadway may also reduce the truck traffic that is currently using the road because the extra width is convenient.

- Conceptual Layout 1 - New Striping

This conceptual layout adds on-street parking, a bike lane with buffer, a right turn lane, and a center left turn lane in addition to the eastbound and westbound thru lanes. This visually narrows the road which may slow traffic and reduce truck traffic. This concept uses striping to make the changes and is relatively inexpensive. The estimated construction cost for this concept is approximately \$13,500. See Figure 10 below.

- Conceptual Layout 2 - New Curb

This conceptual layout provides new concrete curb on the north side to narrow the street. The area between the existing sidewalk and new curb can be landscaped. The new curb narrows the roadway while still providing a bike lane with buffer, a center left turn lane, and east and westbound thru lanes. This concept does not include on-street parking and will cost more to implement than Conceptual Layout 1. The estimated construction cost for this concept is approximately \$51,600, which includes for landscaping. See Figure 11.

- Conceptual Layout 3 - New Curb and Reconstructed Sidewalk

This conceptual layout is the same as Conceptual Layout 2 on the north side of the street. On the south side, to address community concerns with the existing sidewalk, reconstruction of the sidewalk is proposed. In this concept, we assumed that the back of the existing sidewalk would be held and that the existing power poles currently obstructing the sidewalk would also remain (these assumptions translate to no new right-of-way acquisition and no significant utility relocation costs for the pedestrian improvements). This would require that the existing sidewalk be replaced with a 5' to 6.5' sidewalk to meet minimum width requirements. Though the 5-foot width does not meet Development Process Manual requirements, in order to limit the amount of lane shift between the through lanes at the Broadway intersection, this narrower sidewalk width is proposed. The wider reconstructed sidewalk results in a lane offset of over six feet at the intersections of Broadway and Edith. Another important component of this layout is that the eastbound shared driving lane and bike lane (sharrow) is extended through to Edith; a separate bike lane is not provided in this direction. This is proposed in order to minimize the amount of lane offset between the through lanes at the Broadway and Edith intersections, otherwise, reconstruction of the west leg at Broadway and the east leg at Edith would be required to construct the geometric modifications needed to align the through lanes. The estimated construction cost for this concept is approximately \$113,000. See Figure 12.



Figure 10. Mountain Road - Conceptual Layout #1



Figure 11. Mountain Rd - Conceptual Layout #2



Figure 12. Mountain Rd - Conceptual Layout #3

## 7. ROSEMONT AVENUE

The residents along Rosemont Avenue have indicated that trucks use Rosemont Avenue to access the post office and industrial areas west of Broadway Boulevard. One alternative considered was to extend Commercial Drive to Rosemont to provide an alternate access point to the properties adjacent to Rosemont. However, there is no existing right-of-way or easement in that location. The City of Albuquerque would need to acquire the right-of-way from the adjacent property owners to extend Commercial Drive. See Figure 13 showing the properties in the area.



**Figure 13. Properties near Rosemont Avenue**

## 8. ADA DEFICIENCIES

ADA deficiencies based on the requirements and recommendations of the *Public Right-of-Way Accessibility Guidelines (PROWAG)* were evaluated throughout the neighborhood. At this time, PROWAG has not been officially adopted by the City of Albuquerque, however, the City is following these guidelines as “best practice”. This ADA review looked at general problems throughout the neighborhood and did not individually evaluate every curb ramp and driveway ramp. Common problems are noted below with accompanying typical photos.

### 8.1 PROWAG Assessment

PROWAG uses the same general requirements as the 2010 ADA Standards for Accessible Design. Key requirements of PROWAG that affect the project are listed below:

- The continuous clear width of pedestrian access routes shall be 4.0 feet minimum.
- The clear width of pedestrian access routes within medians and pedestrian refuge islands shall be 5.0 feet minimum.
- The maximum cross-slope for existing sidewalks shall be 2% maximum.
- Curb ramp maximum shall be 8.3% slopes
- Pedestrian pushbutton requirements
- Vertical Surface Discontinuities

### 8.1.1 Minimum Width

As stated above, PROWAG R302.3 states that a minimum clear width of 4 feet must be provided for pedestrian access routes and 5 feet must be provided for refuge islands (PROWAG R302.3.1). Observations are as follows:

- The sidewalks along Arvada, Cutler, and Prospect mostly meet the 4' minimum requirement.
- Some areas are narrower than 4-feet but can be rectified with maintenance such as trimming vegetation and cleaning sediment off sidewalks, see Photo 2.
- Sidewalks on Edith north of I-40 were estimated with spot field measurements and appear to range from 5-6 feet wide.
- Sidewalks on Broadway north of I-40 were estimated with spot field measurements appear to be at least 5-feet wide in most places.



**Photo 2. Arvada Street**

### 8.1.2 Maximum Cross Slope

Per PROWAG R302.6 and R407.3 the cross slope of pedestrian access routes shall be 2 percent maximum. Spot field measurements of the sidewalk cross slopes were performed using a two-foot smart level. These show that there is wide variability in the cross-slopes throughout the project area. A more detailed study with a topographic survey would be necessary to pinpoint the exact locations where the maximum cross slope is exceeded.

### 8.1.3 Vertical Surface Discontinuities

Per PROWAG R302.7.2, vertical surface discontinuities shall be 0.5 inch maximum. Vertical surface discontinuities between 0.25 inch and 0.5 inch shall be beveled with a slope not steeper than 50 percent. The bevel shall be applied across the entire vertical surface discontinuity.

Although the majority of the sidewalks in the project area are in good repair, a walking, visual survey indicates that many sidewalks are older and have shifted over time which has caused vertical discontinuities over the maximum allowable.



### 8.1.4 Curb Ramps

Per PROWAG R304.2.2 & R304.3.2, the running slope of the curb ramp shall be a maximum of 8.3 percent. Per PROWAG R304.5.3, the cross slope of curb ramps shall be 2 percent maximum. Per PROWAG R304.5.1, the clear width of curb ramp runs (excluding any flared sides) shall be 4 ft. minimum. In addition, PROWAG R305 states that detectable warning surfaces need to be placed at all curb ramps and extend the width of the ramp and be a minimum of 2 feet wide.

Many of the existing curb ramps exceed the maximum slope requirements. In addition, detectable warning surfaces are only located on the curb ramps located along the larger arterial streets such as Mountain and Menaul. Many of the existing curb ramps are the diagonal types as opposed to the directional type preferred by the City of Albuquerque, as shown in Figure 14 below. However, diagonal ramps can meet PROWAG requirements if constructed correctly.



Photo 3. Typical Diagonal Curb Ramp

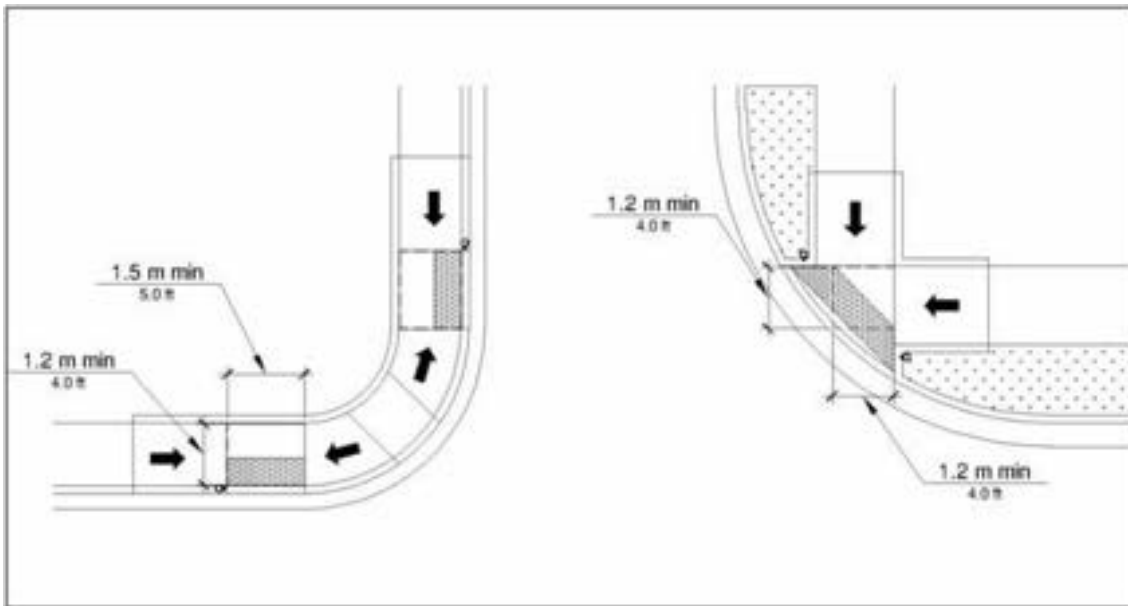


Figure 14. PROWAG Preferred Ramp Configuration

### 8.1.5 Drivepads

To have continuous Pedestrian Access Routes (PAR) throughout the project area, requirements from PROWAG Section R302.3 and R302.6/R407.3 (four foot minimum width and 2 percent maximum cross slope) are required. Many drivepads in the project area do not meet either of these requirements.

### 8.1.6 Obstacles

PROWAG R302.3 requires a clear path of 4 feet. Many of the sidewalks and ramps in the project area are obstructed by utility poles, fire hydrants, and other infrastructure. See the adjacent photo for a typical example, that is relatively common throughout the project area. Sidewalks should be widened where possible to provide a four-foot path around the obstacle. Ramps may need to be rebuilt to provide the recommended dimensions.



Photo 4. Utility Pole Within Curb Ramp

### 8.1.7 Accessible Pedestrian Pushbuttons

Where pedestrian signals are provided at pedestrian street crossings, they shall include accessible pedestrian pushbuttons complying with Sections 4E.08 through 4E.13 of the Manual of Uniform Traffic Control Devices (MUTCD). The requirements for pedestrian pushbuttons are summarized below:

- *Unobstructed and adjacent to a level all-weather surface to provide access from a wheelchair.*
- *Where there is an all-weather surface, a wheelchair accessible route from the pushbutton to the ramp.*
- *Between the edge of the crosswalk line (extended) farthest from the center of the intersection and the curb ramp if present, but not greater than 5 feet from said crosswalk line;*
- *Between 1.5 and 6 feet from the edge of the curb, shoulder, or pavement;*
  - *Where there are physical constraints that make it impractical to place the pedestrian pushbutton between 1.5 and 6 feet from the edge of the curb, shoulder, or pavement, it should not be farther than 10 feet from the edge of the curb, shoulder, or pavement.*
- *With the face of the pushbutton parallel to the crosswalk to be used; and*
- *At a mounting height of approximately 3.5 feet, but no more than 4 feet, above the sidewalk.*
- *Where two pedestrian pushbuttons are provided on the same corner of a signalized location, the pushbuttons should be separated by a distance of at least 10 feet.*
  - *Where there are physical constraints on a particular corner that make it impractical to provide the 10-foot separation between the two pedestrian pushbuttons, the pushbuttons may be placed closer together or on the same pole.*

There are six existing traffic signals within the project boundaries. They are listed below along with observations regarding ADA accessibility at each location:

- **Menaul/Broadbent** – No crosswalk is striped on the east leg of the intersection.
- **Menaul/Broadway** – The pushbuttons for the ramp at the southeast corner are too far from the ramp to meet ADA requirements. In addition there is no pushbutton for the pedestrians crossing the intersection in an east/west direction on the south leg.

- **Broadway/Odelia** – Pushbuttons are the older, smaller type and do not meet ADA standards. In addition, pushbutton locations on the southeast signal are too far from the curb ramp. No crosswalk is located on the south leg of the intersection.
- **Broadway/Mountain** – There are no curb ramps at the northeast corner although there is a pedestrian pushbutton for pedestrians crossing north/south.
- **Edith/Mountain** – Pushbuttons are too small to meet ADA requirements. There is no ramp at the southwest corner for pedestrians crossing the west leg in a north/south direction. There are pushbuttons and a pedestrian signal head facing north but no ramp.
- **Edith/Odelia** – The signal mastarm with the pedestrian pushbuttons at the southeast corner is located adjacent to the sloped portion of the curb ramp. There is a fire hydrant in the curb ramp at the northwest corner.

## 9. PUBLIC MEETING

A public meeting for this project was held on November 16, 2017. The meeting was held at the Santa Barbara School located at 1420 Edith Boulevard, NE as part of the Santa Barbara – Martineztown Neighborhood Association meeting. The meeting was attended by area residents, SBM board members, City of Albuquerque staff, and consultant staff. The meeting included a short presentation summarizing the recommendations from the draft traffic study with a question and answer session afterwards. Residents were encouraged to submit comments on either the provided comment form or as an email to the City of Albuquerque Project Manager. All comments received are compiled and shown in Appendix F. Below is a summary of the comments and how each comment has been addressed.

- Restripe Broadway Boulevard, north of I-40, to previous configuration with center turn lane and no bike lanes. **See discussion in Sections 3.1.1 and 3.1.2.**
- Mountain Road between Edith Boulevard and Broadway Boulevard – Add third option that widens sidewalk on south side of roadway. **A discussion and sketch has been added to Section 6.**
- Several questions regarding poor lighting in parts of the neighborhood. **This is not in the scope of this traffic study but the concerns were noted by staff from Councilor Benton’s office to be forwarded to the correct personnel.**
- The railroad crossing has been updated. **The updated crossing has been added to this report.**
- Add speed humps on Commercial Street south of I-40. **These are recommended in Section 11.2.**
- There were several comments regarding the intersection of Mountain Road and the I-25 Frontage Road. The comments received from the public were both for and against closing the intersection. **This intersection is actually outside the scope of this project and is an ongoing project of the NMDOT. The NMDOT is currently doing improvements to the Frontage Road to try to reduce speeds and prevent accidents at the intersection.**
- Add speed humps on Edith Boulevard north of Odelia Road. **These are recommended in Section 11.2.**

## 10. CONCLUSIONS

The Santa Barbara – Martineztown neighborhood is one of the older areas of Albuquerque. ADA deficiencies are found throughout the corridor due to the age of the facilities. Many of the streets, sidewalks, and driveways were constructed prior to ADA standards being developed. Due to the large area of the neighborhood and the many ADA deficiencies, one project to correct all the problems is probably not feasible. ADA corrections could be completed as part of smaller projects that are initiated within the neighborhood.

The analysis shows that Broadway Boulevard, north of I-40 is functioning well with some longer delays during the afternoon peak hours. Moving the bike lanes to Edith Boulevard is not recommended due to the inconvenience to bicyclists. Edith Boulevard is approximately a quarter mile to the east of Broadway and it is unlikely that bicyclists will detour that far. In addition, the current location of the bicycle lanes provides connectivity to existing and proposed bicycle improvements on Broadway Boulevard. The bike lanes increase safety for pedestrians as well by providing a buffer for pedestrians between the driving lanes and the sidewalk.

The analysis shows that the intersections of Broadway/Odelia and Broadway/Mountain could benefit from a “road diet” that reduces the two through lanes in each direction, to one through lane in each direction. This would allow for left turn lanes at the intersections to improve the intersection operations.

The existing speed humps on Commercial north of I-40 and Edith south of Odelia appear to be adequately keeping speeds down in these roadway segments. The analysis shows that the 85<sup>th</sup> percentile speeds on Edith south of Odelia exceed the posted speed limit by up to 10 mph. This segment of Edith could benefit from speed humps to reduce speeds to a more desirable range. The standards of the City’s Traffic Management Program would need to be followed for new speed humps to be implemented.

The feasibility of pedestrian access on Indian School Road to Coronado Park was evaluated with this study. In conclusion, additional sidewalk on the south side of Indian School Road is the most economical alternative as portions of sidewalk already exist.

## 11. RECOMMENDATIONS

The recommendations have been divided into two categories – short term and long-term. Short-term recommendations are those that can be done in a shorter time frame using readily available funds. Long-term improvements typically cost more and will require the acquisition of funding from additional sources. Public input was considered in the formulation of study recommendations. Costs are based on the City of Albuquerque unit prices and do not include miscellaneous costs for mobilization, demobilization, utility relocations, right-of-way needs, constructing staking and surveying, and traffic control fees.

### 11.1 Long Term

1. **Construct pedestrian access to Coronado Park along the south side of Indian School Road.** This is estimated to cost approximately \$45,000.

2. **Construct improvements to narrow Mountain Road between Edith and Broadway.** Three options were presented in the report. Two of those options are long term improvements with extensive curb and gutter reconstruction.
  - a. Option 2 – Add curb and gutter to north side, this will cost approximately \$52,000.
  - b. Option 3 – Add curb and gutter and rebuild sidewalk on south side. This will cost approximately \$113,000.
  
3. **Construct ADA improvements.** The costs for various improvements such as reconstructing sidewalk, reconstructing drivepads, reconstruction curb ramps, etc. are presented below. These costs are for individual improvements that can be combined together into separate projects, depending on available funding.

**Table 13. ADA Improvement Costs**

Improvement	Cost
Remove and Replace Deficient Curb Ramp	\$2,900
Remove and Replace Deficient Drivepad	\$4,700
Remove and Replace Sidewalk	\$40/LF (for new 6' SW)
Remove and Reset Light Pole	\$2,300
Remove and Reset Pedestal Pole	\$2,100
New Pedestal Pole	\$2,300
Push Button Station	\$300

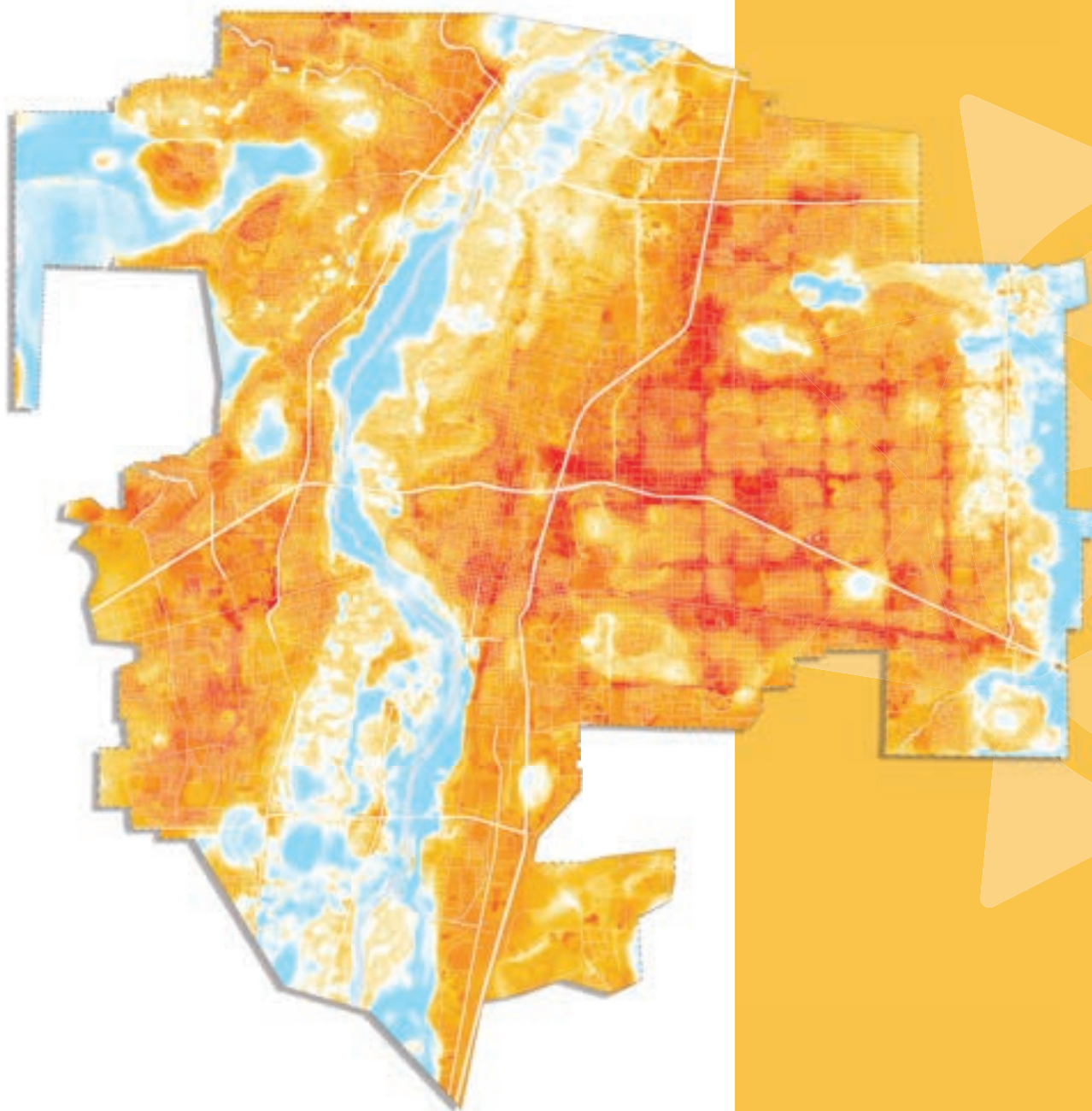
## 11.2 Short Term

1. **Restripe Mountain Road between Edith and Broadway to narrow the roadway.** This would cost approximately \$14,000.
  
2. **Restripe Broadway Boulevard between Mountain Road and Odelia Road.** The restriping will reduce the through lanes to one lane and add left turn bays at Mountain and Odelia. This will cost approximately \$33,000.
  
3. **Add speed humps on Commercial between McKnight Avenue and Odelia Road.** This will cost approximately \$15,000.
  
4. **Add speed humps on Edith between I-40 and Odelia Road.** This will cost approximately \$33,000.



# ***Albuquerque***

*New Mexico*



**HEAT  
WATCH**  
Report



The CAPA Heat Watch program, equipment, and all related procedures referenced herein are developed through a decade of research and testing with support from national agencies and several universities. Most importantly, these include our partners at the National Integrated Heat Health Information System, the National Oceanic and Atmospheric Administration's (NOAA's) Climate Program Office, and National Weather Service, including local weather forecast offices at each of the campaign sites, The Science Museum of Virginia, and U.S. Forest Service (USDA). Past support has come from Portland State University, the Climate Resilience Fund, and the National Science Foundation. We are deeply grateful to these organizations for their continuing support.







Credit: Jesse Wood

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# Executive Summary

Study Date

July 9th, 2021

Major thanks to all of the participants and organizers of the Urban Heat Watch program in Albuquerque, New Mexico. After months of collaboration and coordination, local organizers and volunteers collected thousands of temperature and humidity data points in the morning, afternoon, and evening of a long, hot campaign day on July 9th, 2021.

**65**  
Volunteers

**18**  
Routes

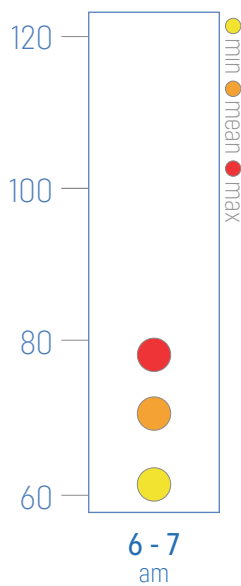
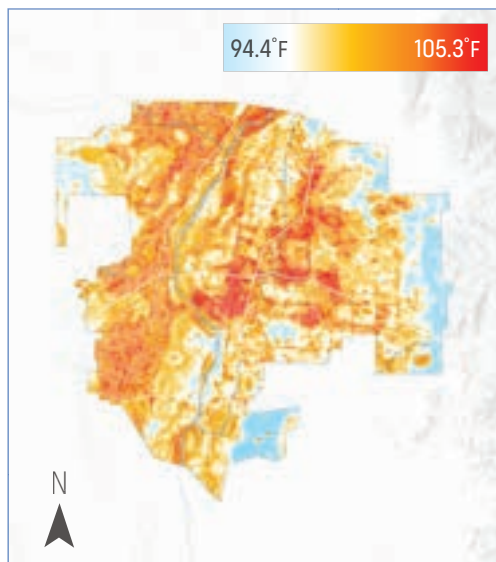
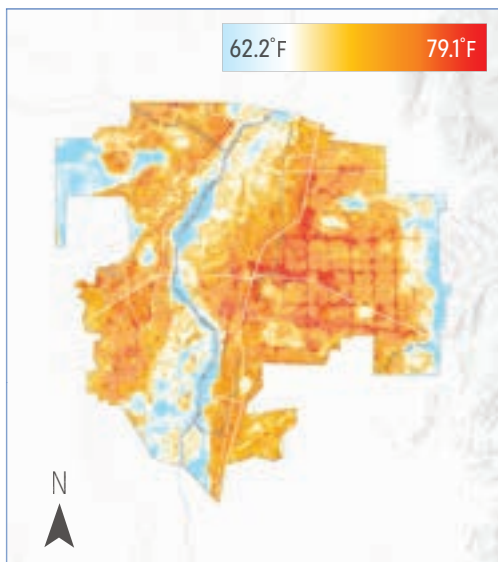
**67,662**  
Measurements

**105.9°**  
Max  
Temperature

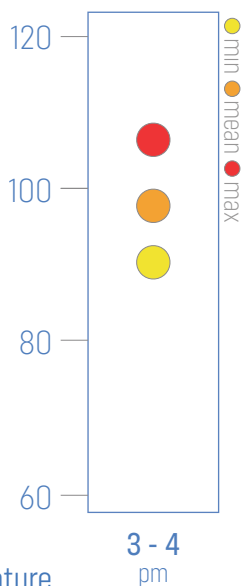
**16.9°**  
Temperature  
Differential

Morning Area-Wide Temperature (6 - 7 am)

Afternoon Area-Wide Temperature (3 - 4 pm)



Traverse Point Temperature



3 - 4 pm



Learn more about the background and goals of each Heat Watch 2021 campaign city at <https://nihhis.cpo.noaa.gov/Urban-Heat-Islands/Mapping-Campaigns/Campaign-Cities>

# Purpose & Aims

We know that climate-induced weather events have the most profound impact on those who have the least access to financial resources, historically underserved communities, and those struggling with additional health conditions. Infrastructure is also at risk, which can further compromise a region's capacity to provide essential cooling resources.

CAPA Strategies offers an unparalleled approach to center communities and infrastructure facing the greatest threat from the impact of increasing intensity, duration, and frequency of extreme heat. This report summarizes the results of a field campaign that occurred on July 9th, 2021 and with it we have three aims:

**1**

Provide high resolution descriptions of the distribution of temperature and humidity (heat index) across an urban area

**2**

Engage local communities and create lasting partnerships to better understand and address the inequitable threat of extreme heat

**3**

Bridge innovations in sensor technology, spatial analytics, and community climate action to better understand the relationships between urban microclimates, infrastructure, ecosystems, and human well-being.

With a coordinated data-collection campaign over several periods on a hot summer day, the resulting data provide snapshots in time of how urban heat varies across neighborhoods and how local landscape features affect temperature and humidity.



## Campaign Process

CAPA Strategies has developed the Heat Watch campaign process over several iterations, with methods well established through peer-reviewed publications<sup>1</sup>, testing, and refinement.

The current campaign model requires leadership by local organizers, who engage community groups, new and existing partner organizations, and the media in generating a dialog about effective solutions for understanding and addressing extreme heat.

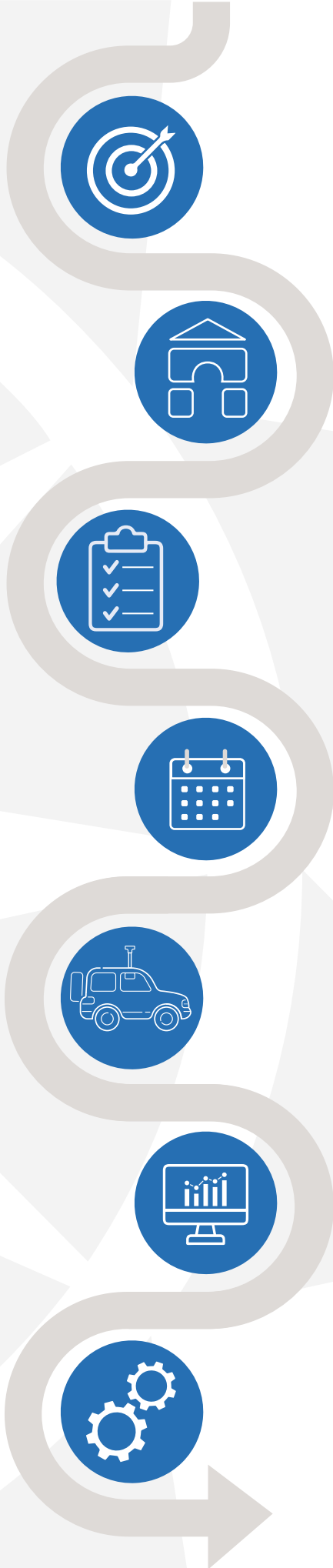
CAPA provides training, equipment, and support to the recruited community groups as they endeavor to collect primary temperature and humidity data across a metropolitan region.

The seven main steps of the campaign process are summarized to the right. An overview of the analytical modeling methodology is presented later in this report and described at full length in peer-reviewed publications.

<sup>1</sup> The most relevant and recent publications to the Heat Watch campaign process include:

Shandas, V., Voelkel, J., Williams, J., & Hoffman, J., (2019). Integrating Satellite and Ground Measurements for Predicting Locations of Extreme Urban Heat. *Climate*, 7(1), 5. <https://doi.org/10.3390/cli7010005>

Voelkel, J., & Shandas, V. (2017). Towards Systematic Prediction of Urban Heat Islands: Grounding Measurements, Assessing Modeling Techniques. *Climate*, 5(2), 41. <https://doi.org/10.3390/cli5020041>



### 1. Set Goals

Campaign organizers determine the extent of their mapping effort, prioritizing areas experiencing environmental and social justice inequities. CAPA then divides this study area into sub-areas ("polygons"), each containing a diverse set of land uses and land covers.

### 2. Establish

Organizers recruit volunteers, often via non-profits, universities, municipal staff, youth groups, friends, family, and peers. Meanwhile, CAPA designs the data collection routes by incorporating important points of interest such as schools, parks, and community centers.

### 3. Prepare

Volunteers attend an online training session to learn the why and how of the project, their roles as data collectors, and to share their personal interest in the project. Participants sign a liability and safety waiver, and organizers assign teams to each polygon and route.

### 4. Activate

With the help of local forecasters, organizers identify a high-heat, clear day (or as near to one as possible) and coordinate with their volunteer teams. Once confirmed, CAPA ships the sensor equipment and bumper magnets to be distributed to campaign participants.

### 5. Execute

Volunteer teams conduct the heat campaign by driving and/or bicycling sensor equipment along pre-planned traverse routes at coordinated hour intervals. Each second the sensors collect a measurement of ambient temperature, humidity, longitude, latitude, speed and course.

### 6. Analyze

Organizers collect and return the equipment, and CAPA analysts begin cleaning the data, as described in the Mapping Method section below, and utilize machine learning algorithms to create predictive area-wide models of temperature and heat index for each traverse.

### 7. Implement

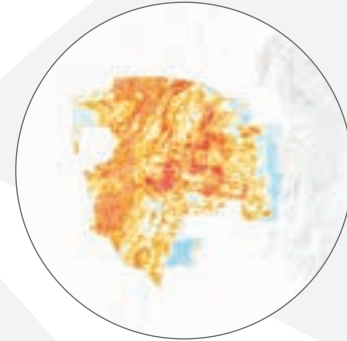
Campaign organizers and participants review the Heat Watch outputs (datasets, maps, and report), and campaign teams meet with CAPA to discuss the results and next steps for addressing the distribution of extreme heat in their community.

# About The Maps

The following sections present map images from the Heat Watch campaign and modeling process. Two sets of maps comprise the final results from the campaign process, and they include:



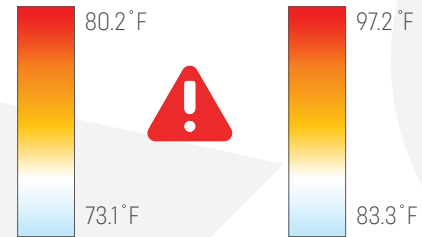
**Point temperatures** collected in each traverse period, filtered to usable data.



**Area-wide heat maps**, displaying either the modeled temperature or heat index across the entire study area at each traverse period.



The data are classified by natural breaks in order to clearly illustrate the variation between warmer (red) and cooler (blue) areas across the map.



Note that the scales are different between the traverse point and area-wide maps due to the predictive modeling process.

## How does your own experience with heat in these areas align with the map?

Find your home, place of work, or favorite park on the maps and compare the heat throughout the day to your personal experience.



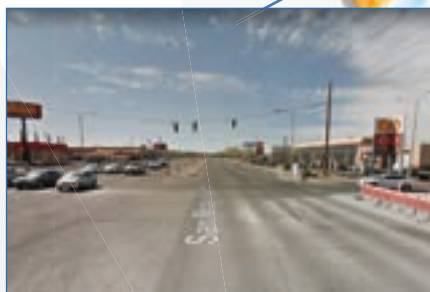
What about the landscape (trees, concrete buildings, riverside walkway) do you think might be influencing the heat in this area?

# Initial Observations

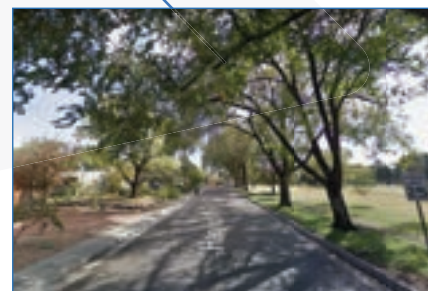
The distribution of heat across a region often varies by qualities of the land and its use. Here are several observations of how this phenomenon may be occurring in your region.



Trails abutting vegetation and arroyos offer cooler paths for pedestrians and bicyclists than the busy intersecting highways and car-filled streets.



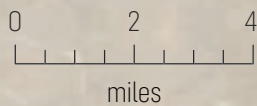
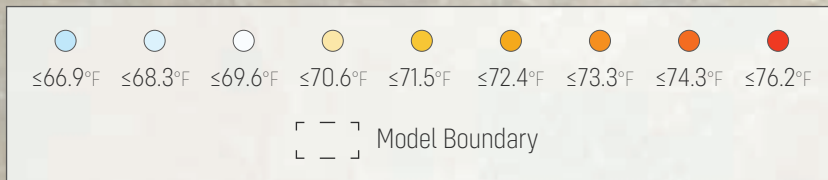
Wide asphalt intersections with little to no shade retain high temperatures and offer no refuge for pedestrians.



Streets nearby to green space and dense tree canopy show cooler temperatures.

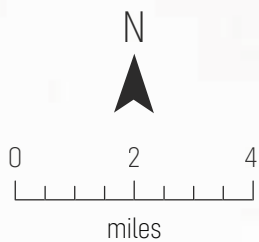
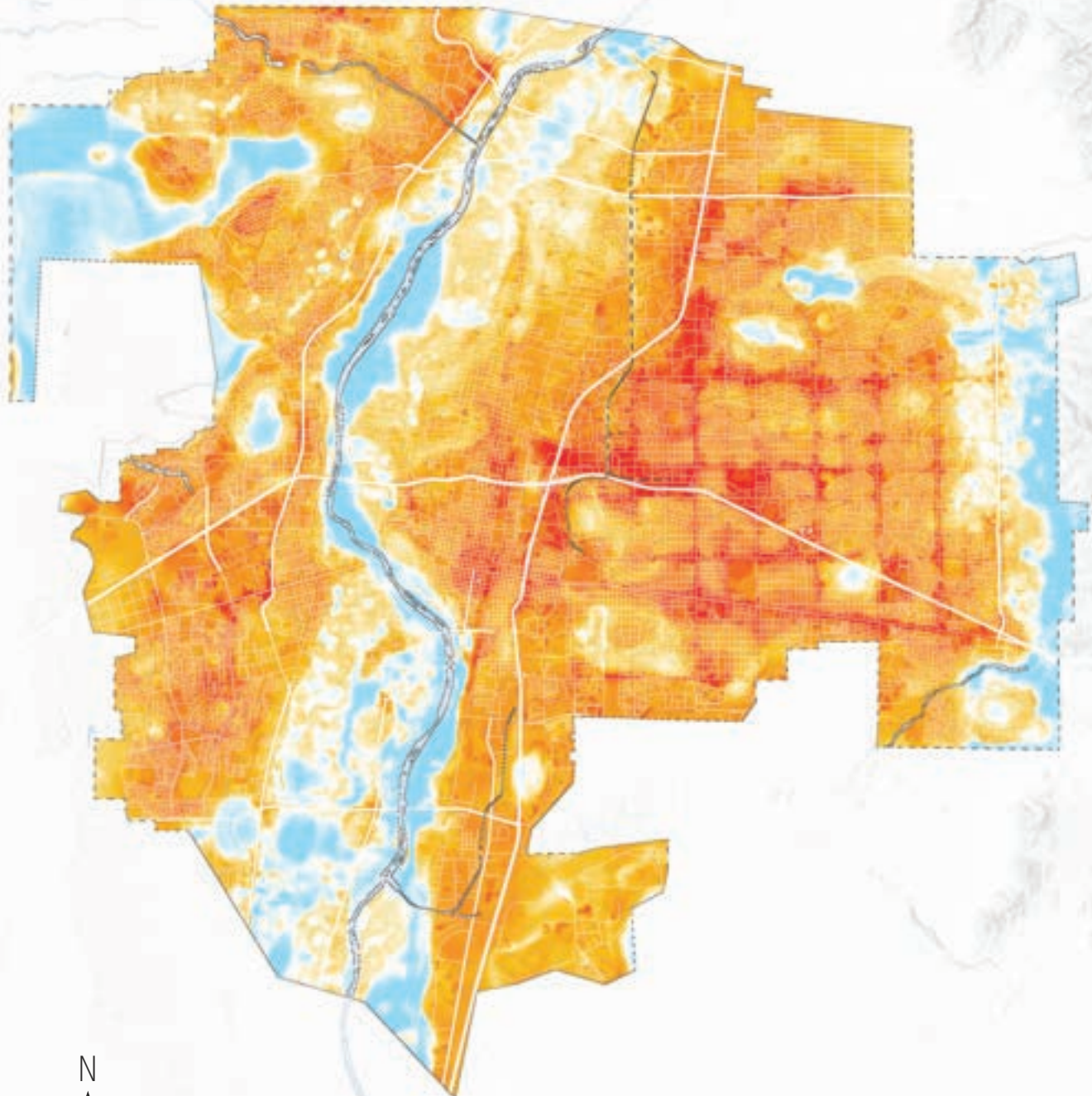
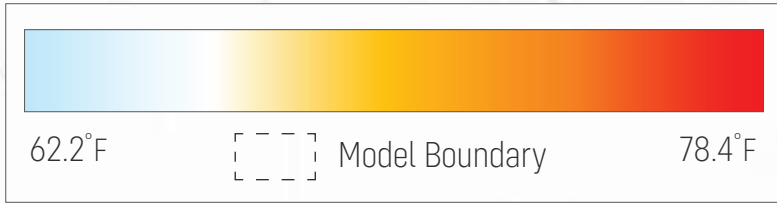
# Morning Traverse Points

(6 - 7 am)

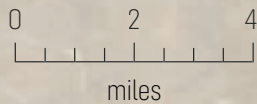
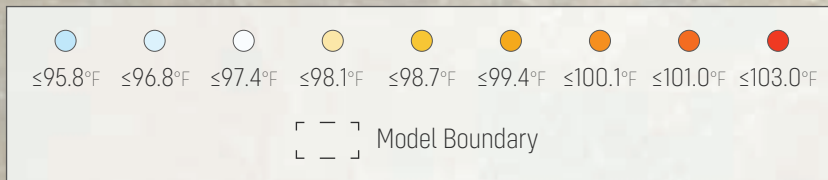


# Morning Area-Wide Predictions

Temperature (6 - 7 am)



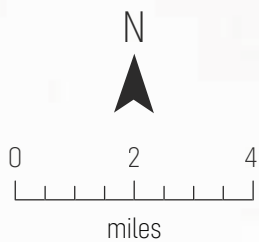
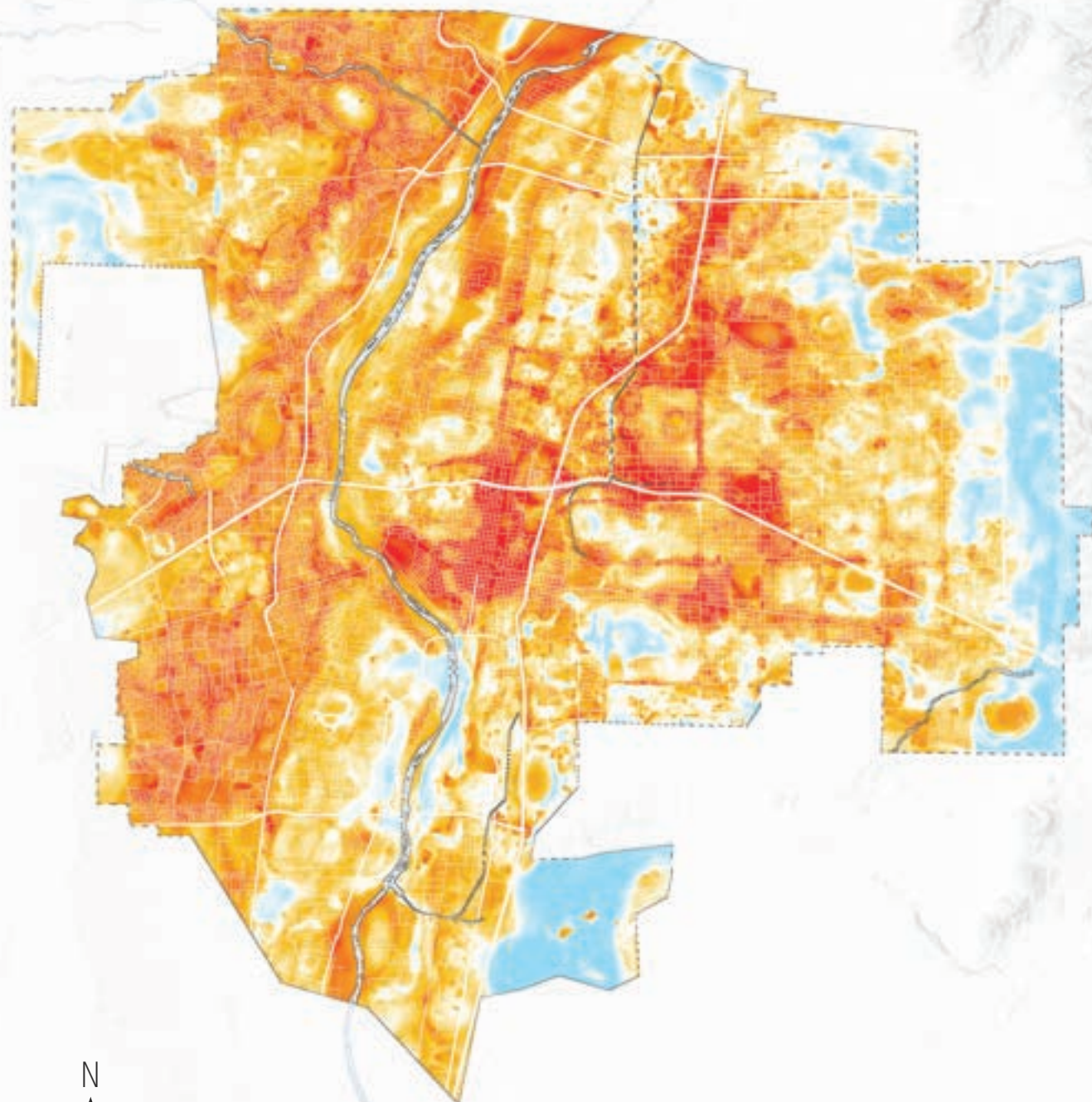
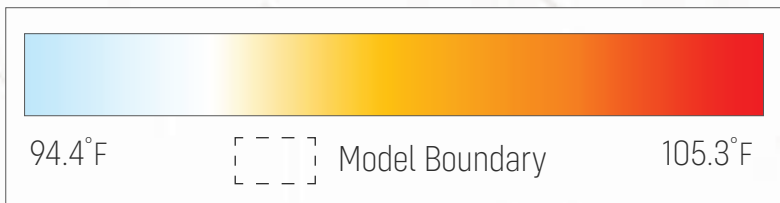




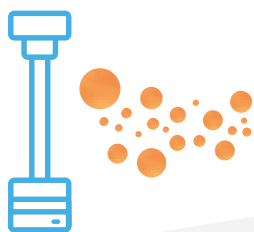


# Afternoon Area-Wide Predictions

Temperature (3 - 4 pm)



**1**  
Download & Filter



Download raw heat data from sensor SD cards

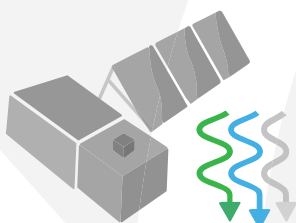


Compare data with field notes and debrief interview

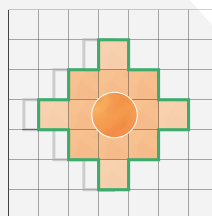


Trim data to proper time window, speed, and study area

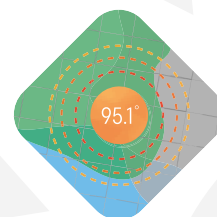
**2**  
Integrate & Analyze



Download multi-band land cover rasters from Sentinel-2 satellite

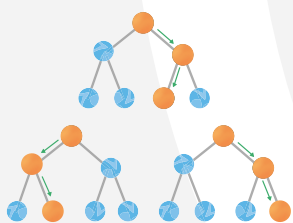


Transform land cover rasters using a moving window analysis

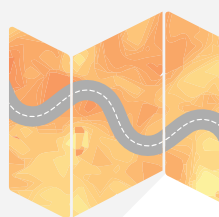


Calculate statistics of each land cover band across multiple radii

**3**  
Predict & Validate



Combine heat and land cover data in Machine Learning model



Create predictive raster surface models of each period



Perform cross validation using 70:30 holdout method

The most relevant and recent publications include:

Shandas, V., Voelkel, J., Williams, J., & Hoffman, J., (2019). Integrating Satellite and Ground Measurements for Predicting Locations of Extreme Urban Heat. *Climate*, 7(1), 5. <https://doi.org/10.3390/cli7010005>

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Credit: Gino Barasa

Accuracy Assessment*	
Traverse	R-Squared
6 - 7 am	0.98
3 - 4 pm	0.95

**Field Data**

Like all field campaigns, the collection of temperature and humidity data requires carefully following provided instructions. In the event that user error is introduced during the data collection process, outputs may be compromised in quality. While our team has developed a multi-stage process for assessing and reviewing the datasets, some errors cannot be identified or detected, and therefore can inadvertently compromise the results. Some examples of such outputs may include temperature predictions that do not match expectations for an associated landcover (e.g. a forested area showing relatively warmer temperatures). We suggest interpreting the results in that context.

**Prediction Areas**

The traverse points used to generate the areas wide maps do not cover every square of the studied area. Due to the large number of data collected, however, our predictive models support the extension of prediction to places beyond the traversed areas. We suggest caution when interpreting area wide values that extend far beyond the traversed areas

\*Accuracy Assessment: To assess the strength of our predictive temperature models, we used a 70:30 "holdout cross-validation method," which consists of predicting 30% of the data with the remaining 70%, selected randomly. An 'Adjusted R-Squared' value of 1.0 is perfect predictability, and 0 is total lack of prediction. Additional information on this technique can be found at the following reference: Voelkel, J., and V Shandas, 2017. Towards Systematic Prediction of Urban Heat Islands: Grounding measurements, assessing modeling techniques. *Climate* 5(2): 41.

**N**ow that you have completed a Heat Watch campaign, you have a better understanding of where urban heat is occurring in your region, and who is at risk of exposure. You may be wondering what to do next: how to mitigate that exposure, or help your region adapt to a hotter future. If you would like to take the next steps in preparing for climate change, CAPA's *Growing Capacity* services can help.

*Growing Capacity* services reflect a holistic approach to climate change mitigation and adaption. Our process is rooted in social scientific thinking, interdisciplinarity, and a mission of equity. This adds up to capacity-building solutions which are actionable, tailored to your region, and promote climate resilience for all.

We offer a range of services to support you in your climate adaption efforts, no matter how big or small. Choose from our offerings below to create a *Growing Capacity* package that fits your needs and budget.



*Growing Capacity* is an arm of CAPA Strategies which emphasizes place-based solutions, substantive community engagement, and the translation of data into action. These services ask not only "where do climate risks exist?," but "what can we do about them?" *Growing Capacity* services offer a systematic way to integrate data and accelerate climate adaptation in your area. We do this by reducing common barriers that limit action; making climate adaptation accessible to your colleagues and communities; and facilitating opportunities for collaboration, learning, and problem solving.



Whether your climate adaption goals require increased community-based research, data synthesis, public outreach, network-building, or novel interventions, the *Growing Capacity* team is here to assist you.



Jurisdictional Scan

Comprehensive Report



Capacity Assessment

Comprehensive Report, Analysis



Community Knowledge Assessment

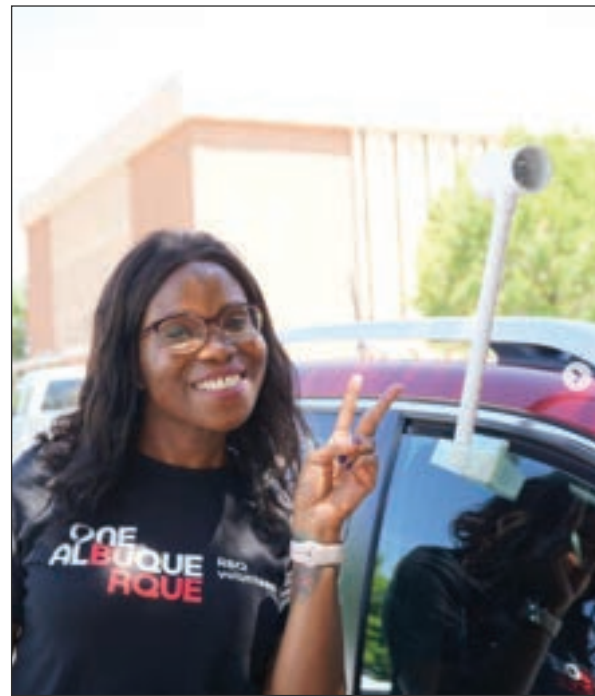
Workshops, Surveys, Focus Groups, Interviews



Resource Development

Strategic plans, Handbooks, Policy language, Tools for education/outreach

**?** Want to start a conversation about Growing Capacity in your region? Contact us at [info@capastrategies.com](mailto:info@capastrategies.com)



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