

PLANNING DEPARTMENT
URBAN DESIGN & DEVELOPMENT DIVISION
600 2nd Street NW, 3rd Floor, Albuquerque, NM 87102
P.O. Box 1293, Albuquerque, NM 87103
Office (505) 924-3860 Fax (505) 924-3339



OFFICIAL NOTIFICATION OF DECISION

April 20, 2023

City of Albuquerque City Council
Attn: Petra Morris
PO Box 2248
Albuquerque, NM 87102

Project # PR-2023-008358
SI-2023-00505 - Master Plan- Major Amendment
SI-2023-00639 Site Plan- EPC, Major Amendment

LEGAL DESCRIPTION:

The City of Albuquerque, Council Services, requests a Major Amendment to the Railyards Master Plan and a Site Plan - EPC for all or a portion of Tract A Plat of Tract A AT&SF Railway Company Machine Shops, located at 1100 2nd St. SW, south of Coal Ave. SW and north of Avenida César Chavez SW, zoned PD, approximately 27.5 acres (K-14)
Staff Planner: Leslie Naji

On April 20, 2023 the Environmental Planning Commission (EPC) voted to forward a recommendation of APPROVAL of Project # PR-2023-008358/SI-2023-00505 - Master Plan- Major Amendment, and SI-2023-00639 Site Plan- EPC, Major Amendment, to the City Council based on the following Findings and subject to the following Conditions for Recommendation of Approval:

FINDINGS - Master Plan- Major Amendment- SI-2023-00505

1. The request is for a Major Amendment Master Plan for Tract A, Plat of Tract A, AT&SF Railway Machine Shops (the "subject site") containing approximately 27.5-acres, located 1100 2nd St. SW, between Hazeldine Ave. SW and Cromwell Ave SW.
2. The subject site is zoned PD (Planned Development), a zoning designation received upon adoption of the IDO. The subject site was formerly zoned SU-2 for Institutional/ Government.
3. The EPC is reviewing this request because Resolution R-13-272, which approved the AT&SF Railroad Machine Shops Master Plan, requires major amendments to be reviewed by the Environmental Planning Commission and approved by the City Council. Council bill R-23-113 was introduced on 2-22-23 and referred the amendments to the EPC.
4. This major amendment to the Master Plan serves to accomplish two things: removal of all references to Samitaur in the document, and to remove parcel specific uses from the plan. The range of allowed uses will remain the same but they will be permissive anywhere on the site.
5. The subject site is located in an Area of Change as designated by the Comprehensive Plan and is located along Second St. which is a major local collector.

6. The Albuquerque/Bernalillo County Comprehensive Plan, the Albuquerque Rail Yards Master Plan, and the Integrated Development Ordinance (IDO) are incorporated herein by reference and made part of the record for all purposes.
7. The request is consistent with the following Comprehensive Plan Goals and Policies regarding Character from Chapter 4:

A. Goal 4.1 Character: Enhance, protect, and preserve distinct communities

The request would enhance, protect and preserve the surrounding community because the subject site is a historically integral part of the surrounding communities.

The site is expected to be a hub of development for the entire city; however, that growth will have an especially strong impact on the Baretas and South Broadway neighborhoods. The Master Plan seeks to ensure that the revitalization of the site supports these neighborhoods.

B. Policy 4.2.2 Community Engagement: Facilitate meaningful engagement opportunities and respectful interactions in order to identify and address the needs of all residents.

The Rail Yards Master Plan process has involved months of community engagement in order to work towards a final development that addresses the needs and concerns of the adjoining neighborhoods. Both Baretas and South Broadway have representation on the Rail Yards Advisory Board.

C. Goal 4.3 City Community Planning Areas: Protect and enhance the natural and cultural characteristics and features that contribute to distinct identity and prioritize projects and programs to meet the needs of communities, neighborhoods, and sub-areas.

The request would generally enhance the characteristics of the Central Albuquerque Community Planning Area (CPA). The Rail Yards site is a major building site in the area. The restoration and occupancy of these buildings will greatly enhance the CPA.

8. The request is consistent with the following Comprehensive Plan Goal and Policy regarding Land Use from Chapter 5:

A. Policy 5.2.1 Land Use: Create healthy, sustainable, and distinct communities with a mix of uses that are conveniently accessible from surrounding neighborhoods.

The request would facilitate quality development that will allow for a mix of uses and activities conveniently accessible from surrounding neighborhoods. In addition, the site will ultimately provide workforce housing and a clean and revitalized site.

B. Goal 5.6 City Development Areas: Encourage and direct growth to Areas of Change where it is expected and desired to ensure that development in and near Areas of Consistency reinforces the character and intensity of the surrounding area.

The request reinforces the character and intensity of the existing buildings and environment, and is consistent with the standards of the existing Master Plan. The location of the subject site in the Area of Change will ensure development where it is expected and desired.

9. The request is consistent with the following Comprehensive Plan policy regarding Transportation from Chapter 6.

Policy 6.2.3 Pedestrian & Bicycle Connectivity: Provide direct pedestrian and bicycle access to and circulation within Centers, commercial properties, community facilities, and residential neighborhoods.

The MP works for the opening of the site as a destination via all means of transportation including provisions for cyclists, connections to the proposed Rail Trail, the Second St. Streetscape project (which has provided clear, accessible sidewalks along the east side of the street), improved onsite parking and reworking of vehicular access to the site.

10. The request is consistent with the following Comprehensive Plan Goal regarding Urban Design from Chapter 7

Goal 7.3 Sense of Place: Reinforce sense of place through context-sensitive design of development and streetscapes.

The As-Built Site Plan demonstrates how the site is developing a streetscape and interface with the surrounding neighborhood to make the site and surrounding areas cleaner, safer and more connected. The Master Plan (MP) sets out specific as well as general guidelines for the continued revitalization of the site.

11. The request is consistent with the following Comprehensive Plan Goal regarding Economic Development from Chapter 8.

Goal 8.1 Placemaking: Create places where business and talent will stay and thrive.

The Rail Yards MP, is the guidance for developing the site. It allows for a number of uses to draw a variety of businesses and users. The plan provides for adaptive reuse of the buildings on site and creates open public spaces.

12. The request is consistent with the following Comprehensive Plan Goals regarding Heritage Conservation from Chapter 11

- A. Goal 11.2 Historic Assets: Preserve and enhance significant historic districts and buildings to reflect our past as we move into the future and to strengthen our sense of identity.

The Rail Yards MP is the framework by which this iconic and historic site will be returned to a thriving activity spot and a reminder of the catalyst that created Albuquerque as it is today.

- B. Goal 11.3 Cultural Landscapes: Protect, reuse, and/or enhance significant cultural landscapes as important contributors to our heritage and rich and complex identities.

The request is directed towards the adaptive reuse of the industrial complex that shaped the culture of Albuquerque. Updating the MP ensures that the framework for reusing the site remains relevant.

13. The request meets the Master Plan Review & Decision Criteria in IDO Section 14-16-6-6(F)(3) as follows:

- A. 6-6(F)(3)(a) The site plan is consistent with the ABC Comp Plan, demonstrated by the policy-based analysis (see above), the request is consistent with applicable Comprehensive Plan Goals and policies.
- B. 6-6(F)(3)(b) The Site Plan is consistent with any applicable terms and conditions in any previously approved PD zoning covering the property and any related development agreements and/or regulations.

Before the adoption of the IDO the subject site was zoned SU-2 for Institutional/Government in the Albuquerque Rail Yards Master Plan. This amendment maintains existing uses but removes parcel specific location to allow for greater flexibility in developing the site. The terms and conditions of that Master Plan and related development agreements and regulations have been met.

- C. 6-6(F)(3)(c) The Site Plan complies with all applicable provisions of this IDO, the DPM, other adopted City regulations, and any terms and conditions specifically applied to development of the property in a prior permit or approval affecting the property.

As specific build projects are proposed, those applications will return to the EPC for additional review prior to permit or approval.

- D. 6-6(F)(3)(d) The City's existing infrastructure and public improvements, including but not limited to its street, trail, drainage, and sidewalk systems, have adequate capacity to serve the proposed development, and any burdens on those systems have been mitigated to the extent practicable.

The existing infrastructure around the site has not changed since the approval of the Master Plan in 2014. Several on site improvements have been completed which assist in mitigating the impact of future development. These include the 2nd St sidewalk and streetscape project, on-site drainage and retention to minimize impact on surrounding neighborhoods and vacation of property to create a roundabout entrance to the site at 2nd and Hazeldine. Future development discussions continue to take place with Barelás and South Broadway to address concerns about noise and parking impacts on these neighborhoods.

- E. 6-6(F)(3)(e) The application mitigates any significant adverse impacts on the surrounding area to the maximum extent practicable.

Throughout the Master Plan process, through engineering studies and community engagement, every effort has been taken to mitigate the impacts of such a large site development. Section 6 and 7 address specific regulations and guidelines for such mitigation.

14. The applicant notified the Barelás and South Broadway Neighborhood Associations (NA), and property owners within 100 feet of the subject site, as required.

15. A facilitated meeting was held on March 7, 2023 with the affected Neighborhood Associations. No concerns were expressed at the meeting where those in attendance spoke in support of the plan.
16. Upon approval by the EPC, the request will be forwarded to City Council for final decision.
17. Staff has not been contacted and is unaware of any opposition at the time of this writing.

CONDITIONS FOR RECOMMENDATION OF APPROVAL

1. Following recommendation by the EPC, the request shall be forwarded to the City Council for approval.
2. Replace Master Development Plan with “Master Plan” throughout.
3. On page 38, Section 4.2, amend the first paragraph as follows:

“The Rail Yards property is zoned PD, Planned Development. Within a PD zone, a site plan is used to guide the development through customized zoning and development standards for the development as delineated in the plan. Given the City’s ownership of the Rail Yards, this Master Plan has been developed to guide future development on the Rail Yards property. Together, the Rail Yards Master Plan and the site plan establish allowable land uses and development standards, including building height, setbacks, landscape, etc.”

4. On page 38, Section 4.2, amend the third paragraph as follows:
“The property is located within the Barel原因 neighborhood, which is subject to the Barel原因 Character Protection Overlay zone (Barel原因 CPO-1). The Barel原因 CPO zone contains specific design standards, including required setbacks, maximum building heights, and parking standards for properties zoned R-1, R-T, R-ML, and R-MH; however, given the Rail Yards PD zoning, these design regulations do not apply to the Rail Yards property. In addition, the regulations established by the PD zone through the Master Plan and site plan generally take precedence over development standards in the CPO; however, the IDO provides that if the PD zone district standards in the Master Plan and/or site plan are, the IDO standards apply. Use-specific standards contained in the IDO also apply unless the PD zone district provides a modification in the Master Plan or site plan.”
5. On page 58, Section 6.1.2 replace Permissive Uses with the following:

Permissive and Conditional Uses

To maintain maximum flexibility for future development at the Rail Yards, the following uses are allowed anywhere on the Rail Yards site, except for those specifically listed as Prohibited Uses below:

- Permissive: Uses permissive in the R-MH, MX-M, and NR-BP zone districts.
- Permissive: Railroad related facilities.
- Conditional: Uses conditional in the R-MH and MX-M zone districts.

6. On page 58, Section 6.1.2, amend Prohibited Uses as follows:

“The following land uses as defined in the IDO and regulated by Table 6-1-1 are prohibited anywhere on the Rail Yards site:

- Overnight shelter
- Liquor retail
- Light Vehicle Fueling
- Heavy Vehicle fueling
- Cold storage
- Pawn shop
- Nicotine retail
- Cannabis retail
- Adult retail
- Adult entertainment

7. On page 59, Section 6.1.6, amend the second paragraph as follows:

The applicant shall demonstrate that the spaces provided will be adequate for the new use(s) and shall be provided. Information provided shall detail uses, parking amount, layout, and the potential for shared parking agreements and any other relevant data. Interim parking lot trees, buffer landscaping buffer landscaping and pedestrian walkways may be required as deemed necessary. Permanent parking lot trees, buffer landscaping and pedestrian walkways may be phased as deemed necessary. Surface parking may be supplemented with pedestrian, bicycle, and transit access.”

8. On page 63, Section 6.4, add a new subsection e. with text as follows: “Off-premises signs are prohibited.”

9. On page 85, Section 8.3.5, revise the text as follows to make it apply to all residential uses on the site:

“Where residential uses are proposed, particularly for any workforce housing, landscaping should be focused more on serving residents rather than the visiting public. Although drought-resistant species will still dominate the plant palette, places for recreation that include turfgrasses are encouraged. Gathering spaces, with shaded seating opportunities for community events, shall be provided.”

10. Per Water Utility Authority: Include updated appendices related to water and wastewater if available.

FINDINGS- Site Plan- EPC,- SI-2023-00639

1. The request is for a Major Amendment Site Plan EPC for Tract A, Plat of Tract A, AT&SF Railway Machine Shops (the “subject site”) containing approximately 27.5-acres, located 1100 2nd St. SW, between Hazeldine Ave. SW and Cromwell Ave SW.
2. The subject site is zoned PD (Planned Development), a zoning designation received upon adoption of the IDO. The subject site was formerly zoned SU-2 for Institutional/ Government.

3. The EPC is reviewing this request) because Resolution R-13-272, which approved the AT&SF Railroad Machine Shops Master Development Plan, requires major amendments to be reviewed by the Environmental Planning Commission and approved by the City Council. Council bill R-23-113 was introduced on 2-22-23 and referred the amendments to the EPC.
4. The major amendment to Site Plan-EPC is to provide an As-Built site plan to facilitate future site development.
5. The subject site is located in an Area of Change as designated by the Comprehensive Plan and is located along Second St. which is a major local collector.
6. The Albuquerque/Bernalillo County Comprehensive Plan, the Albuquerque Rail Yards Master Development Plan, and the Integrated Development Ordinance (IDO) are incorporated herein by reference and made part of the record for all purposes.
7. The request is consistent with the following Comprehensive Plan Goals and Policies regarding Character from Chapter 4:

A. Goal 4.1 Character: Enhance, protect, and preserve distinct communities

The request would enhance, protect and preserve the surrounding community because the subject site is a historically integral part of the surrounding communities.

The site it expected to be a hub of development for the entire city; however, that growth will have an especially strong impact on the Barelás and South Broadway neighborhoods. The Master Plan seeks to ensure that the revitalization of the site supports these neighborhoods.

B. Policy 4.2.2 Community Engagement: Facilitate meaningful engagement opportunities and respectful interactions in order to identify and address the needs of all residents.

The Rail Yards Master Development Plan process has involved months of community engagement in order to work towards a final development that addresses the needs and concerns of the adjoining neighborhoods. Both Barelás and South Broadway have representation on the Rail Yards Advisory Board.

C. Goal 4.3 City Community Planning Areas: Protect and enhance the natural and cultural characteristics and features that contribute to distinct identity and prioritize projects and programs to meet the needs of communities, neighborhoods, and sub-areas.

The request would generally enhance the characteristics of the Central Albuquerque Community Planning Area (CPA). The Rail Yards site is a major building site in the area. The restoration and occupancy of these buildings will greatly enhance the CPA.

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The request would facilitate quality development that will allow for a mix of uses and activities conveniently accessible from surrounding neighborhoods. In addition, the site will ultimately provide workforce housing and a clean and revitalized site.

- B. Goal 5.6 City Development Areas: Encourage and direct growth to Areas of Change where it is expected and desired to ensure that development in and near Areas of Consistency reinforces the character and intensity of the surrounding area.

The request reinforces the character and intensity of the existing buildings and environment, and is consistent with the standards of the existing Master Development Plan. The location of the subject site in the Area of Change will ensure development where it is expected and desired.

9. The request is consistent with the following Comprehensive Plan policy regarding Transportation from Chapter 6.

Policy 6.2.3 Pedestrian & Bicycle Connectivity: Provide direct pedestrian and bicycle access to and circulation within Centers, commercial properties, community facilities, and residential neighborhoods.

The MDP works for the opening of the site as a destination via all means of transportation including provisions for cyclists, connections to the proposed Rail Trail, the Second St. Streetscape project (which has provided clear, accessible sidewalks along the east side of the street), improved onsite parking and reworking of vehicular access to the site.

10. The request is consistent with the following Comprehensive Plan Goal regarding Urban Design from Chapter 7

Goal 7.3 Sense of Place: Reinforce sense of place through context-sensitive design of development and streetscapes.

The As-Built Site Plan demonstrates how the site is developing a streetscape and interface with the surrounding neighborhood to make the site and surrounding areas cleaner, safer and more connected. The Master Development Plan (MDP) sets out specific as well as general guidelines for the continued revitalization of the site.

11. The request is consistent with the following Comprehensive Plan Goal regarding Economic Development from Chapter 8.

Goal 8.1 Placemaking: Create places where business and talent will stay and thrive.

The Rail Yards MDP, is the guidance for developing the site. It allows for a number of uses to draw a variety of businesses and users. The plan provides for adaptive reuse of the buildings on site and creates open public spaces.

12. The request is consistent with the following Comprehensive Plan Goals regarding Heritage Conservation from Chapter 11

- A. Goal 11.2 Historic Assets: Preserve and enhance significant historic districts and buildings to reflect our past as we move into the future and to strengthen our sense of identity.

The Rail Yards MDP is the framework by which this iconic and historic site will be returned to a thriving activity spot and a reminder of the catalyst that created Albuquerque as it is today.

- B. Goal 11.3 Cultural Landscapes: Protect, reuse, and/or enhance significant cultural landscapes as important contributors to our heritage and rich and complex identities.

The request is directed towards the adaptive reuse of the industrial complex that shaped the culture of Albuquerque. Updating the MDP ensures that the framework for reusing the site remains relevant.

13. The request meets the Site Plan-EPC Review & Decision Criteria in IDO Section 14-16-6-6(J)(3) as follows:

- A. 6-6(I)(3)(a) The Site Plan is consistent with the ABC Comp Plan, as demonstrated by the policy-based analysis (see above), the request is consistent with applicable Comprehensive Plan Goals and policies.
- B. 6-6(I)(3)(b) The Site Plan is consistent with any applicable terms and conditions in any previously approved NR-SU or PD zoning covering the subject property and any related development agreements and/or regulations.

This site plan is to serve as an As-Built site plan. It provides the starting point for future development on the site.

- C. 6-6(I)(3)(c) The Site Plan complies with all applicable provisions of this IDO, the DPM, other adopted City regulations, and any terms and conditions specifically applied to development of the property in a prior permit or approval affecting the property. As specific build projects are proposed, those application will return to the EPC for additional review prior to permit or approval.
- D. 6-6(I)(3)(d) The City's existing infrastructure and public improvements, including but not limited to its street, trail, drainage, and sidewalk systems, have adequate capacity to serve the proposed development, and any burdens on those systems have been mitigated to the maximum extent practicable.

The existing infrastructure around the site has not changed since the approval of the Master Development Plan in 2014. Several on site improvements have been completed which assist in mitigating the impact of future development. Future development discussions continue to take place with Barelás and South Broadway to address concerns about noise and parking impacts on these neighborhoods.

- E. 6-6(I)(3)(e) The application mitigates any significant adverse impacts on the project site and the surrounding area to the maximum extent practicable.

Throughout the Master Development Plan process, through engineering studies and community engagement, every effort has been taken to mitigate the impacts of such a large site development. Section 6 and 7 address specific regulations and guidelines for such mitigation.

- F. 6-6(I)(3)(f) If the subject property is within an approved Master Development Plan, the Site Plan meets any relevant standards in the Master Development Plan in addition to any standards applicable in the zone district the subject property is in.

The site plan, a part of the Master Development plan, is As-Built ; therefore, it has no proposed construction to review against the MDP with this application.

- G. 6-6(I)(3)(g) If a cumulative impact analysis is required in the Railroad and Spur Small Area pursuant to Subsections 14-16-5-2(F) (Cumulative Impacts) and 14-16-6-4(H) (Cumulative Impacts Analysis Requirements), the Site Plan incorporates mitigation for all identified cumulative impacts. The proposed development will not create material adverse impacts on water quality or other land in the surrounding area through increases in traffic congestion, parking congestion, noise, vibration, light spillover, or other nuisances without sufficient mitigation or civic or environmental benefits that outweigh the expected impacts.

This site plan is only to show changes and improvements to the site that have taken place since 2014. When there are future proposals for the site, additional analysis may be required with such proposals.

14. The applicant notified the Barelás and South Broadway Neighborhood Associations (NA), and property owners within 100 feet of the subject site, as required.
15. A facilitated meeting was held on March 7, 2023 with the affected Neighborhood Associations. No concerns were expressed at the meeting where those in attendance spoke in support of the plan.
16. Upon approval by the EPC, the Master Development Plan / Site Plan will go to City Council for final decision.
17. Staff has not been contacted and is unaware of any opposition at the time of this writing.

CONDITION FOR RECOMMENDATION OF APPROVAL

1. Following recommendation by the EPC, the request shall be forwarded to the City Council for approval.

OFFICIAL NOTICE OF DECISION

Project # PR-2023-008358

April 20, 2023

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APPEAL: Pursuant to IDO 14-16-6-4(U)(2), a recommendation, deferral, continuance, or remand by any entity shown in Table 6-1-1 is not a final decision and cannot be appealed.

Sincerely,

Catalina Lehner

for Alan M. Varela,
Planning Director

AV/CL/LN

cc: City of Albuquerque, Petra Morris, pmorris@cabq.gov
Barelas NA, Courtney Bell, liberty.c.bell@icloud.com
Barelas NA, Lisa Padilla, lisa@swop.net
South Broadway NA, Tiffany Broadous, tffany.hb10@gmail.com
South Broadway NA, Frances Armijo, fparmijo@gmail.com
Legal, dking@cabq.gov
EPC File