



**Environmental
Planning
Commission**

**Agenda Number: 01
Project Number: 1001195
Case #: 16EPC-40031
August 4, 2016**

Staff Report

Applicant City of Albuquerque Planning Department

Request **Update to the Albuquerque/Bernalillo County Comprehensive Plan and associated text amendments to the Complete Streets Ordinance (O-14-27).**

Location City-wide (City of Albuquerque and unincorporated Bernalillo County)

Zoning Not included, no changes proposed

Staff Recommendation

CONTINUANCE of 16EPC-40031, based on the findings beginning on Page 35.

**Staff Planners
Catalina Lehner, AICP- Senior Planner
Mikaela Renz-Whitmore, AICP- Senior Planner**

Summary of Analysis

The Albuquerque/Bernalillo County Comprehensive Plan (the “Comp Plan”) is the Rank I plan that covers Albuquerque and unincorporated Bernalillo County. The current version of the Comp Plan was adopted in 1988 and amended three times since then.

The Comp Plan contains Goals and policies that support a vision for growth and development over time. Though primarily a land use document, it addresses topics such as transportation, the environment, cultural resources, economic development, housing, and services.

The 2016 update to the Comp Plan, based on new data and forecasts, aims to better integrate transportation with land use and designate Areas of Change and Areas of Consistency in the City. Consolidated to be non-repetitive, Goals and policies from Albuquerque’s area plans and sector development plans are integrated into the Comp Plan. A detailed matrix was created to show where each Goal and policy can be found in the new Comp Plan.

The 2016 update included extensive public engagement. Information is available on the project website, social media, and at public libraries in hard-copy format. Notice was published in the Albuquerque Journal, the Neighborhood News and on the Planning Department website. Written comments received thus far, from agencies and interested parties, include a variety of topics. Some concerns include the broad application of policies, integration of sector plans, effect on vulnerable populations, annexation, and emphasis on centers and corridors. Staff is carefully considering and addressing each comment.

Staff recommends that the request be continued for three weeks, to the August 25, 2016 public hearing, to allow for additional public testimony and opportunity to participate and comment.

Public and Agency comments received prior to July 27, 2016 at 5 pm are attached to the Staff report. Comments received prior to July 22, 2016 at 5 pm are addressed in the Staff report and the summary table (see attachment).

I. INTRODUCTION

Request

This request is for an update to the Albuquerque/Bernalillo County Comprehensive Plan (1989, as amended in 2000, the “Comp Plan”). This is an update, as opposed to a complete replacement, because key concepts in the Comp Plan are carried through but are updated to reflect new demographic trends and anticipated growth in the region. The update is also designed to more effectively coordinate land use and transportation and to leverage and enhance a sense of place.

The key concept of Centers and Corridors and the Center boundaries remain the same, as do approximately 90% of existing Goals and policies in the Comp Plan. Goals and Policies from the City’s various Sector Plans (Rank III) and Area Plans (Rank II), except for facility plans, are integrated into the Comp Plan. Many and various policy statements from lower-ranking plans address similar topics and/or can be applied City-wide.

Scope

The Comp Plan applies to land within the City of Albuquerque municipal boundaries and to the unincorporated area of Bernalillo County (the “County”). Incorporated portions of Bernalillo County such as the Village of Los Ranchos and Rio Rancho, which are separate municipalities, are not subject to the Comp Plan.

Council Bill No. R-14-46 (Enactment R-2014-022, see attachment) became effective on May 7, 2014. R-14-46 directed the City to update the Comp Plan (see also History section of this report). The City Planning Department was tasked to work with Bernalillo County, City Council Services, and any other departments to revise and update Comp Plan Goals and policies as necessary to implement the updated vision for growth and development and then to revise City land use regulations accordingly.

Bernalillo County

For the County, Development Areas (ex. Developing Urban, Rural, etc.) will remain the same and the current system of ranked plans for specific neighborhoods, areas, and corridors will remain in place. Community engagement and long-range planning will continue to take place through area and sector development plans. At this time, the County is not pursuing any updates to its Zoning Code or Subdivision Regulations and will retain its present regulatory system.

The ABC to Z Project

The Comp Plan update is part of the City of Albuquerque’s larger ABC to Z Project— Improving Place from Planning to Zoning—undertaken to update policies, facilitate their implementation and realization, and create corresponding regulations in the City. The effort involves consolidating policies from many standalone Area Plans (Rank II) and Sector Development Plans (SDPs, Rank III) into the Comp Plan.

In addition to updating the Comp Plan, the ABC to Z Project also includes creation of a new Integrated Development Ordinance (IDO) that would replace the City’s Zoning Code, Subdivision Ordinance, Planning Ordinance, and the regulatory portions of the Rank 3 Sector Development

Plans. The IDO effort is intended to integrate and simplify the City's Zoning Code and Subdivision Regulations and serve to implement the updated Comp Plan. For example, the over 230 zones established by the SDPs and over 500 stand-alone SU-1 zones would be consolidated into a clearer and more manageable set of 25 zone categories and some overlay zones.

Environmental Planning Commission (EPC) Role

The EPC's task is to make a recommendation to the City Council regarding the proposed update to the Comp Plan. As the City's Planning and Zoning Authority, the City Council will make the final decision. The EPC is the Council's recommending body with important review authority for this Comp Plan update. This is a legislative matter.

II. BACKGROUND

Impetus for the Update

As a working document, the Comp Plan should be updated on a regular basis to reflect changes in trends and in best practices. The 2016 update was undertaken to respond to recent planning efforts and new conditions.

One recent planning effort, by the Mid-Region Council of Governments (MRCOG), is the new Metropolitan Transportation Plan (MTP) called Futures 2040. Adopted in April 2015, the MTP incorporates a new growth forecast through 2040 that anticipates over 300,000 new residents and 130,000 new jobs in Bernalillo County. For the first time, this regional transportation plan also includes a preferred scenario for growth over the next 20 years.

The preferred scenario emphasizes mixed-use development in centers and along corridors and job growth on the West Side to improve the balance of jobs and housing west of the Rio Grande. Together, these changes are expected to help address congestion on river crossings, improve mobility for all travel modes throughout the region, and maintain good air quality even as we accommodate more people in the region. These improvements are contingent on changes in land use and transportation policies by local jurisdictions, as well as public funding of regional transportation projects.

The 2016 Comp Plan update incorporates the new MTP forecast and is intended to help achieve the intention of the preferred growth scenario. Centers and corridors policies have been strengthened, policies have been added to emphasize job opportunities on the West Side, and multi-modal transportation strategies have been integrated throughout the Plan.

The 2016 update also reflects adjustments to new conditions, such as the existence of new agencies (ex. the Albuquerque/Bernalillo County Water Utility Authority) and a greater need for regional, inter-agency coordination across several topics (emergency management, behavioral health, climate change, etc.).

Integrated Development Ordinance (IDO) Effort

Launched in February 2015, the ABC to Z project (see Introduction section of this report) has included extensive public engagement to inform the Comp Plan update and guide development of an IDO. The IDO is intended to implement the vision, goals, and policies of the 2016 Comp Plan

by strengthening protections for neighborhoods, recognizing distinct patterns of single-family residential development in a new set of R-1 zones that range in size and setback dimensions, and allowing for increased density and intensity in Centers and along appropriate Corridors.

The EPC's review and recommendation of the Comp Plan update will help determine the vision, set community goals, and establish policy priorities for the City. The IDO will be submitted to the EPC at a later time, and the strategy to best implement the updated vision, Goals and policies of the Comp Plan can be further considered then.

Comprehensive Plan History (see also Appendix M)

The first joint Albuquerque/Bernalillo County Comp Plan was adopted in 1975, largely in response to a growth boom in the 1960s. Most notably, it called for the acquisition of public open space to create an open space network, which has largely been accomplished, to provide recreational and educational opportunities in perpetuity throughout the region.

The existing Comp Plan, adopted in 1988, replaced the earlier plan. Citizens and staff identified issues and choices that were considerably different and broader than those in the earlier plan. Since 1988, the Comp Plan has been amended by the City and the County to update and expand on certain elements, but without fundamentally changing the plan's scope or balance of priorities. In the early 1990s, amendments refined policies for Planned Communities in Reserve Areas and adjusted other land use policies and Development Area boundaries.

The Planned Growth Strategy (PGS), found in Section 14-13-1 ROA 1994, was developed beginning in 1998 in response to concerns regarding the environmental and fiscal impacts of growth and development in the metropolitan area and that the Comp Plan at that time was not a fully-effective growth management tool. The PGS efforts wrapped up in 2001 and produced the Planned Growth Strategy Report—a document that contains a comprehensive and integrated growth management policy analysis and program. The PGS report states that the Albuquerque area faces critical challenges related to deteriorated infrastructure; conservation of natural resources (land, water, and air quality); traffic congestion; timely provision of infrastructure, (parks, schools and other facilities) to support new development; and the decline of some older neighborhoods.

The most extensive amendment was the aforementioned Planned Growth Strategy in 2001, which introduced the Centers and Corridors framework as a means to focus more intense development in specific areas in the City and County (R-172-2001). Other amendments in the early 2000s updated population, employment, and housing growth projections. The most recent amendment, in 2013, was limited to updating statistical data and the Centers and Corridors map.

III. THE 2016 UPDATE – OVERVIEW

Overview

The Comp Plan sets the stage for determining how and where the City and County will grow and provides a policy framework to support the growth strategy. Decisions about zoning, development, and capital investments must be made in accordance with Comp Plan policies, which means that

the policies need to be updated periodically to reflect changing conditions and the evolving needs and desires of residents, businesses, and other stakeholders.

This 2016 Comp Plan update incorporates changes in the narrative descriptions as well as the goals, policies, and actions of each existing chapter. The update maintains the vision for future growth adopted in the 2001 Comp Plan: growing as a community of strong activity centers connected by corridors that provide multiple transportation options. The update strengthens the centers and corridors vision through revisions that respond to demographic, development, and economic trends based on recent data from population, transportation, and employment forecasts.

This update emphasizes the importance of vibrant and distinct neighborhoods and districts reflected in many Rank 3 Sector Development Plans (SDPs) by:

- featuring a separate chapter on Community Identity
- incorporating SDP policies that reflect best practices and extending them City-wide, and
- replacing the City's development areas with two development areas that clearly identify where growth should be encouraged (Areas of Change) and where existing development patterns should be maintained (Areas of Consistency).

The 2016 update consolidates adopted policies from the City's Sector Development and Area Plans to simplify and unify the City's policy framework for guiding development decisions. Many of these existing policies repeat ideas, sometimes word for word, across multiple plans and sub-areas. The vast majority of these policies direct the City to do good planning work and protect neighborhoods—policies that can and should be applied to the entire Comp Plan area.

The 2016 update elevates, consolidates, and coordinates these policies to the Comp Plan to ensure that decision-makers and stakeholders can easily find and implement them. Existing policies that target specific areas, such as historic districts, view corridors, or specific types of roadways were brought in to apply where they are appropriate.

The Comp Plan update incorporates comments and feedback from residents, businesses, advocates, and Staff from the City, County, and regional agencies. Some of this input identified weaknesses in the existing system of Comp Plan policies, City Sector Development Plans and Area Plans, and zoning. Commenters suggested that policies and regulations be better coordinated to ensure high-quality development and to guide growth toward Centers and Corridors. The Comp Plan update seeks to ensure predictable, high-quality development and redevelopment that responds to community needs and implements the community vision, including guidance for regulatory changes that will ensure better follow-through.

What's Remaining the Same?

The purpose of the Comp Plan continues to be to provide guidance to the City of Albuquerque, Bernalillo County, and area residents and property-owners on where to direct growth and how to shape future development for mutual benefit.

A number of elements of the existing Comp Plan will remain the same with the 2016 Comp Plan update, including:

- A. The Comp Plan's geographic scope, which includes the area in Albuquerque's municipal limits and the unincorporated areas in Bernalillo County.
- B. The Centers and Corridors framework as a means to encourage future growth and density in appropriate areas while protecting existing neighborhoods, natural resources and open space lands. The Comp Plan update strengthens this concept by clarifying policies for specific Centers and Corridors.
- C. Most of the goals, policies, and actions in the current Comp Plan, supplemented by those in Sector Development Plans and Area Plans adopted by the City. Approximately 90% of the City's existing 1,200 policies in these plans are represented in the 800 policies and sub-policies of the Comp Plan update. Some of the new policies come directly from existing plans, while others have been revised to make them clearer and more effective to implement.
- D. The County's Development Areas (Rural, Reserve, Semi-Urban, Developing Urban, and Established Urban) from the existing Comp Plan will continue to be used in the unincorporated area, and their associated policies will remain unchanged.

What's Changing?

The 2016 Comp Plan update has reorganized and reworded the existing Comp Plan content to reflect new data and trends since 1988. The changes made in the 2016 Comp Plan update are also intended to make the new Comp Plan more user-friendly and to provide clearer guidance to decision-makers. The most prominent changes are:

- A. *The inclusion of a Vision chapter (Chapter 3 in the 2016 Comp Plan), which serves as a "People's Summary" of the plan.* This chapter describes a vision of how the area should accommodate growth between now and 2040 (a 40% increase over today's population) in Centers and Corridors areas in order to protect rural areas and traditional single-family neighborhoods. Chapter 3 describes how area residents were involved in the planning process and how public input informed the updated Vision. This chapter also introduces the ten Comp Plan elements (i.e. content chapters) and the goals for each element. If an individual decides to read only a portion of the 2016 Comp Plan, Chapter 3 is the portion to read.
- B. *Modifications to the Center and Corridor descriptions and the addition of new Center and Corridor types.* The new Center and Corridor types will allow for better specificity and clarity regarding how development should occur in Centers and Corridors.
→ Appendix E of the draft Comp Plan includes a list of existing Centers established by the Comp Plan.

Developed based on public input, the new Center types were applied to the current Centers and Corridors to best fit existing and intended character and development patterns. (The Comp Plan update also incorporates Centers designated recently by the County in separate planning efforts.)

- i. Three Major Activity Centers have been re-designated: as Downtown – which is a unique Center and should be treated as such – or as Urban Centers (Uptown and Volcano Heights).
 - ii. The remaining Major and Community Activity Centers have been re-designated as Activity Centers or Employment Centers.
 - iii. The new Employment Center type reflects the need for concentrated job centers, where the focus is on increasing employment opportunities and serving businesses with features like access to freight routes and infrastructure. Unlike other Center types, Employment Centers do not emphasize mixed-use development and walkable environments. Employment Centers can be auto-oriented to best serve as industrial or business parks.
 - iv. A number of Village Centers have been added in the County, in the East Mountain and South Valley areas by recent County SDPs.
 - v. Certain corridors have been re-named and designated as Premium Transit corridors to be consistent with MRCOG’s Metropolitan Transportation Plan, particularly the corridors identified in its Priority Transit network.
 - vi. Enhanced Transit Corridors have been re-named and designated as Multi-Modal Corridors to guide development along streets that do not favor either transit or automobiles. Multi-Modal corridors should accommodate multiple travel modes and allow people to move safely through the community.
 - vii. Express Corridors are renamed and designated as Commuter Corridors, which are designed to accommodate higher vehicle travel speeds and more auto-oriented development.
 - viii. Main Street Corridors have been introduced as a new Corridor type to designate streets that should be designed to be walkable, with slow auto traffic to allow residents and visitors to feel safe walking, biking, and frequenting in these areas.
 - ix. The Comp Plan update also provides guidance on street and building design appropriate for each Center and Corridor, including which design elements to prioritize where Centers and Corridors overlap and/or intersect.
- C. *Reorganization of the Comp Plan into ten Elements (Chapters) that reflect more recent best practices in planning as well as the needs of area residents.* Each Element has a narrative section, which is based on content from Section I in the existing Comp Plan, and a Goals, Policies, and Actions section, which draws from the existing Section II. Most of the Elements in the Comp Plan update are also reorganized. Highlights from the updated Elements include:
- i. Community Identity and Heritage Conservation (Chapters 4 and 11, respectively) in response to public comments about the importance of neighborhood character, preserving traditional communities, and cultural landscapes.
 - ii. A new chapter, Urban Design (Chapter 7) describes design elements that support and/or constitute good design for our community, in distinct rural, suburban, and urban contexts.

- iii. A new chapter, Resilience and Sustainability (Chapter 13), reflects community concerns about conserving natural resources, preparing for climate change and natural hazards, and creating healthy environments for people.
- D. *The introduction of six guiding principles, which indicate what is particularly important to residents.* Developed based on community feedback at early visioning workshops, the six principles are strong neighborhoods, mobility, economic vitality, equity, sustainability, and community health. These principles appear in each Comp Plan Element, illustrating how they are relevant to each topic.
- E. *A new focus on coordinating land use and transportation to strengthen Centers and Corridors and to address traffic congestion on river crossings by improving the jobs-housing balance west of the Rio Grande.* The Comp Plan update contains policies that encourage varied transportation options, direct new jobs to areas where people live, and direct new residential uses near jobs to reduce the need for commuting, especially across the river.
- F. *Two Development Areas in the City will replace the six current Development Areas: Areas of Change and Areas of Consistency.* Areas of Change include most Centers and Corridors, Metropolitan Redevelopment Areas with adopted Plans, and master planned areas such as business and industrial parks. Areas of Consistency are predominantly single-family residential neighborhoods, parks and Open Space.

The policies for these new Development Areas direct growth to Areas of Change, while protecting the character of existing neighborhoods and communities in Areas of Consistency. Development Area policies will inform the IDO; development regulations will provide additional protection from potential adverse effects of development in Areas of Consistency. The new Development Areas were created to reflect the strong desire of residents to protect single-family residential neighborhoods, and to provide a clearer signal to the development community as to where denser, more intense development is appropriate to achieve the community vision for growth and development.

- G. *Updated City and County Community Planning Areas (CPAs) and policies that guide the City Planning Department to regularly engage with residents and other stakeholders in all 12 City CPAs on a five-year cycle of assessments.* The City's proposed assessment process would create more opportunities for residents to participate in and better understand the planning process, help Planning staff identify changes needed to Comp Plan policies (and IDO regulations), and inform priorities for public infrastructure and programming in each area. The CPA assessment process would cover the entirety of the city (as opposed to only half the city currently covered by Sector Development Plans) and would be done on a regular, recurring schedule.
- H. *An Implementation chapter (Chapter 14) with strategic actions, performance metrics, and policy actions to be updated on a five-year cycle.* This Chapter will set out roles and responsibilities for implementing agencies and establish performance metrics to track progress toward implementation of the Comp Plan. The City and County Planning Departments will work with other departments, as well as outside agencies, to track progress on actions and

performance measures, to provide accountability, and to ensure that the Comp Plan is implemented over time.

IV. THE 2016 UPDATE- SPECIFIC ELEMENTS (Chapters)

Community Identity (Chapter 4)

The Community Identity chapter was developed to respond to public comments that our community is a place with strong, vibrant, and diverse neighborhoods, each with an individual image and sense of place. Identifying Albuquerque/Bernalillo County communities and their strengths provides one cornerstone for preserving their identity. In 1995, the Comp Plan introduced the idea of Community Identity (I.C.9, page I-55) with a map of 13 community identity areas (page I-56) and policies (II.C.9, pages II-71 to II-72) and urban design considerations. The 2016 update expands the original concept into a full chapter that explores challenges, strategies, historic development patterns, and characteristics of the Community Planning Areas.

The purpose of this chapter is to enhance, protect, and preserve distinct communities within our region. The chapter outlines a new approach to engage communities in the City to plan for their distinct character and needs. Bernalillo County will continue to plan with its residents through Area and Sector Development Plans. The City intends to initiate Community Planning Area (CPA) Assessments for each of the 12 City CPAs on a 5-year cycle. During this assessment process, area-specific policies will be developed to protect and enhance the characteristics and features that contribute to distinct identity. This effort will also aim to prioritize projects and programs to meet the needs of communities and neighborhoods.

Each CPA consists of a collection of neighborhoods. The boundaries of the original Community Identity areas have been adjusted to follow Census boundaries to the extent possible, and jurisdiction boundaries. New CPAs have been added to cover all of Bernalillo County. The CPA Assessment process is intended to facilitate the ongoing monitoring of demographic and social trends across the plan area and provide a consistent avenue to recommend any policy or regulatory changes that are needed to address issues and opportunities within the City CPAs.

Land Use (Chapter 5)

The Land Use chapter is the heart of the Comp Plan, since the primary purpose of the Comp Plan is to guide land use and development decisions. This chapter updates and replaces the current Comp Plan Chapter B, Land Use (I & II.B, pages I-21 to I-37 and II-5 to II-44). The goals and policies in this chapter are used to inform decisions such as zone change requests for specific properties, City-wide amendments to land use regulations, infrastructure investments, and area-specific assessment efforts. This chapter is focused around three key concepts – Development Areas, Centers & Corridors, and the balance of jobs to housing.

Development Areas were established by the first Comp Plan in 1975. These areas, ranging from rural to urban, were used to foster the distinctness of communities by guiding development form, character, and density. Bernalillo County still uses these Development Areas in its development regulations to set the allowable density for future development in its zoning regulations. Because of

this close connection with zoning entitlements, and the fact that they are not revising their Zoning Code, Bernalillo County will retain their current Development Areas.

For the City, most land has been urbanized, though to varying degrees, since 1975. The 2016 update proposes to replace the original Development Areas with two new Development Areas: Areas of Change, where growth is expected and desired, and Areas of Consistency, where little growth is expected and where existing character and intensity should be protected and maintained.

The Land Use chapter also describes the Centers & Corridors framework and includes policies to encourage a development pattern that fosters complete communities, where residents can live, work, learn, shop, and play, and that maximizes public investment in denser areas. Adding density in appropriate locations will also help our community accommodate growth sustainably, in terms of preserving open space at the edges of the City and fostering more efficient use of infrastructure. In this way, our community can provide a range of lifestyles and living environments – from urban to rural. Most Centers & Corridors are also included in the City’s Areas of Change to help direct development and growth to those locations.

Finally, the Land Use chapter sets out a goal to improve the balance of jobs and housing on each side of the Rio Grande to help reduce traffic congestion, build complete communities by bringing jobs to where people already live (particularly west of the Rio Grande), and encourage residential growth near existing job centers, such as Downtown.

Transportation (Chapter 6)

The Transportation chapter updates the existing Comp Plan section on Transportation, found in Chapter D, Community Resource Management (I & II.D.4, pages I-67 to I-76 and II-81 to II-92). The new Chapter 6 identifies changing demographic trends, lifestyle preferences, and congestion management as reasons the region needs to improve transportation options. Strategies for improving transportation center on shifting trips to more energy-efficient travel modes, providing more viable multi-modal options, and helping people avoid unnecessarily long trips altogether by continuing to bring destinations closer together. This chapter has several key concepts – connecting and coordinating land use and transportation, distinct corridor types, complete streets and networks, connectivity, and active transportation.

Land use is the most significant determinant of how a transportation system functions. The land use fabric of where homes, jobs, schools, retail, and services are located generates people’s need to travel either long or short distances. This in turn affects the stress on roadway capacity, the feasibility of different transportation modes, and the impact on the environment and economy. Integrating land use and transportation is a two-way process of coordinating both development and transportation investments to support each other. The Comp Plan seeks to achieve this integration through designated Corridors, each with a different modal priority (or balance of priorities), urban design considerations, and optimal land use mix. The Comp Plan designates five corridor types: Main Street, Multi-Modal Corridor, Major Transit Corridor, Premium Transit Corridor, and Commuter Corridor. The Land Use chapter focuses on appropriate land uses on the corridors while the Transportation chapter focuses on the design of the public right-of-way and balancing different modes for each Corridor type.

This chapter reflects the City and County Complete Streets Ordinances, adopted in 2015, which call for balancing different travel modes, responding to adjacent land uses and enhancing mobility and traveler safety. Additionally, improving the connectivity of the street system maximizes accessibility, increases route options, and increases the efficiency and reliability of the transportation system. Through complete and well-connected streets, people then have more opportunity to choose active transportation modes, such as walking, biking, and using transit, which improves public health and reduces road congestion. All of our transportation investments should be mindful of enhancing safety, equity, economy, and system effectiveness in a way that responds to context and setting. These linked approaches for improving transportation systems and travel options in our community are expressed through this chapter’s goals, policies and actions.

Urban Design (Chapter 7)

The Urban Design chapter consolidates and elaborates on policies in several sections of the current Comp Plan: Developed Landscape policies (I & II.C.8, pages I-53 to I-54 and II-67 to II-69); Community Identity and Urban Design policies (II.C.9, pg. II-71 to II-72); and Corridor Development Form policies (pg. II-83), which are also updated to reflect new Center and Corridor types. The chapter focuses on the need to match street design with the intended density and character of adjacent development. Another main concept in this chapter is reinforcing sense of place through context-sensitive design of development and streetscapes, including parking, landscape, and infrastructure elements. Each of these elements can have a significant impact on the character of public space and how we interact with the built environment and our high-desert setting.

This chapter discusses opportunities to increase walkability in Albuquerque in order to enhance the built environment and improve safety for pedestrians, and how to better coordinate land use and transportation for a spectrum of development types, from auto-oriented to pedestrian-oriented. The chapter policies foster investment in the most walkable environments in Centers and along transit-oriented Corridors. A “Priority Street Element Matrix” provides guidance on how to allocate limited right-of-way, depending on the location within a Center and/or along a Corridor. Other policies focus on the development form for adjacent private property to ensure compatibility with the intended street character. A set of tables establishes guidelines for the most appropriate development form in each Center and Corridor, in terms of block size, building setback, and parking location and access.

Economic Development (Chapter 8)

The Economic Development chapter replaces the current Comp Plan section on Economic Development, within chapter D, Community Resource Management (I & II.D.6, pages I-79 and II-97 to II-98). It presents the current economic profile for the City and County, including our top economic sectors and industries, job growth, wages, and poverty rates. It also highlights recent trends, such as the film industry and entrepreneurship training, which can help boost economic vitality in the region in the longer term.

A strong economy contributes to the quality of life for all residents and impacts the ability of local government to invest in needed improvements. Generally, the Comp Plan recognizes the need to

diversify the economy, engage in placemaking to support economic activity, and ensure adequate land capacity, infrastructure, and development processes to support economic growth.

Housing (Chapter 9)

The Housing chapter updates the current Comp Plan section on Housing, within chapter D, Community Resource Management (I & II.D.5, pages I-77 to I-78 and II-93 to II-95). It summarizes our current housing stock and analyzes shifting preferences and future housing needs in Albuquerque and Bernalillo County. Goals, policies, and actions are intended to expand housing options, ensure affordable housing in rural, suburban, and urban locations, and address housing and related services for vulnerable populations and those experiencing homelessness in our community. Much of the City and County's work to achieve these goals and meet local housing needs is done through partnerships with private developers and community-based organizations.

Parks & Open Space (Chapter 10)

The Parks & Open Space chapter updates the current Comp Plan section on Open Space Network, within chapter B, Land Use (I & II.B.1, pages I-21 to I-24 and II-5 to II-10). It guides the City and County to provide facilities and access to outdoor education, recreation, and cultural activities at the local and regional scale that meet community needs, enhance quality of life, and promote community involvement for residents from all cultural, age, geographical and educational groups.

The general aim of parks and Open Space is to provide outdoor recreation and education opportunities for residents and for these open lands to help shape the urban form. For parks, this means balancing preservation and rehabilitation of existing parks with acquisition and development of new parks to equitably serve the community. For Open Space, the City is focused on acquiring land at the edges of urban development to preserve significant landforms and natural and cultural resources. The County is focused on acquiring and managing agricultural and cultural properties.

Finally, this chapter emphasizes the need for coordination across disciplines, jurisdictions, and geographies to manage and plan for the extensive public open space within the Plan area that is not owned or managed by local governments: the Bosque is a state park managed with the City; the Sandia Mountains are part of the Cibola National Forest (Federal); and Petroglyph National Monument is managed by the National Park Service (Federal). Coordination can help leverage limited resources, maximize efficiencies, and optimize residents' access to natural areas and recreational facilities.

Heritage Conservation (Chapter 11)

The Heritage Conservation chapter elaborates on content in the current Comp Plan Environmental Protection and Heritage Conservation chapter, within chapter C, Environmental Protection (I & II.C, pages I-47 to I-52 and II-61 to II-66), including sections on Historic Resources, Archaeological Resources, and Cultural Traditions and the Arts.

Archaeological and historic resources are valued for research, education, tourism, and recreational purposes. Protecting these resources helps us understand and maintain links with our past as we move into the future. Cultural traditions and the arts are vital components of the community's identity and well-being.

This update adds two new sections that address the preservation and enhancement of: 1) traditional, rural, and agricultural heritage, and 2) cultural landscapes. The first recognizes the history of indigenous peoples, land grants, and early rural and agrarian communities and aims to preserve and enhance their legacy— farmland, the acequia system, and traditional communities – not as land uses (which are discussed in the Land Use chapter) but for their value as cultural resources and expressions of a unique heritage.

Introduced in this chapter, the concept of “cultural landscape” refers to significant and identifiable areas that are the result of human interaction with nature, such as the Bosque, Petroglyph National Monument, the arroyos (pathways) that connect them, and views to the Sandia Mountains and Volcanoes. This chapter seeks to preserve these cultural landscapes as important community assets and contributors to our heritage and identities.

Infrastructure, Community Facilities & Services (Chapter 12)

The Infrastructure, Community Facilities & Services chapter includes relevant content from the current Comp Plan’s chapter D, Community Resource Management, (I & II.D, pages I-59 to I-85 and II-73 to II-108). (Note: content related to Transportation, Economic Development, and Housing has been moved to stand-alone chapters in the Comp Plan update.)

This chapter covers the wide range of infrastructure systems, community facilities and public services that sustain our built environment, quality of life and community health: from water and wastewater to energy and communications systems; from community centers to libraries; and from solid waste services to public safety, education and behavioral health services.

The future vision for the region is that these systems, facilities and services will be equitably distributed City-wide and County-wide to support existing communities and the Comp Plan’s vision for future growth. Additionally, because City and County departments do not provide all of these individually or even directly, the chapter emphasizes the need for increased inter-agency planning and coordination, and ways for pooling resources to maximize efficiencies, bridge service gaps, and provide added value.

Resilience & Sustainability (Chapter 13)

The Resilience & Sustainability chapter is a new addition to the Comp Plan that expands on existing content from the current Comp Plan Environmental Protection and Heritage Conservation chapter, including sections on air and water quality.

The update discusses our region's critical long-term environmental challenges, the expected effects of climate change, and sets out goals and policies to promote resource-efficient development that will protect the health of our natural environment and our residents into the future. This chapter emphasizes coordination among multiple agencies and departments and refers to many goals and policies in other chapters of the Comp Plan that can also help achieve resilience and sustainability for our community.

A challenge common to all metropolitan areas is ensuring that water, energy, transportation, and communication systems become more resource-efficient and resilient to better withstand adverse

events. Natural hazards in this region are likely to be periods of either drought or heavy seasonal flooding along with wildfires, all of which are expected to be more severe in the face of climate change. Protecting natural resources, such as air quality, water and energy sources, and unique landforms, can help mitigate some of the hazards that are likely to occur and maintain healthy habitat for wildlife. To ensure the long-term livability of our high-desert community, we must use water wisely and fairly and maintain the water quality of the Rio Grande in coordination with the Albuquerque-Bernalillo County Water Utility Authority and other agencies.

Another important aspect of sustainability is community health. This chapter's goals and policies call for public investment and private development that protect and maintain safe and healthy environments for our residents throughout the plan area.

Implementation (Chapter 14)

The Implementation Chapter includes a section that describes performance measures that will be used to track progress toward Comp Plan goals over time (see also Section VI of this report). Over the next few months, the project team will be working with departments and agencies who will be involved in monitoring, assessing, and tracking these measures over time to draft the metrics and propose the mechanisms and timeline for tracking efforts.

The Implementation chapter also includes a matrix of all the actions from policies in each Comp Plan element chapter. [Section 14.3 Policy Implementation Action Matrix beginning on page 14-18.] This Policy Implementation Action Matrix will be used to track progress toward Comp Plan policies for future Comp Plan updates. The project team will be working with implementing departments and agencies over the next few months to identify roles and responsibilities, timeframes (short-, medium-, and long-term), and status (Not started, Initiated, Moderate progress, Significant progress, Complete).

The project team intends to complete these portions of the Implementation chapter prior to review by the City Council's Land Use, Planning, and Zoning (LUPZ) Committee.

V. ANALYSIS OF RELEVANT DOCUMENTS

Ordinance citations are in regular text; *Staff analysis follows in bold italics.*

State of New Mexico

The Constitution of the State of New Mexico allows municipalities to adopt a charter, the purpose of which is to provide for maximum local self-government (see Article X, Section 6- Municipal Home Rule). The City of Albuquerque is a home rule municipality and has the authority to adopt a comprehensive plan as granted under Chapter 3, Article 19, Section 9 NMSA 1978 (3-19-9 NMSA 1978) and by the City Charter.

Charter of the City of Albuquerque

The Citizens of Albuquerque adopted the City Charter in 1971. Applicable articles include:

Article I, Incorporation and Powers

The municipal corporation now existing and known as the City of Albuquerque shall remain and continue to be a body corporate and may exercise all legislative powers and perform all functions not expressly denied by general law or charter. Unless otherwise provided in this Charter, the power of the city to legislate is permissive and not mandatory. If the city does not legislate, it may nevertheless act in the manner provided by law. The purpose of this Charter is to provide for maximum local self-government. A liberal construction shall be given to the powers granted by this Charter.

Updating the Comprehensive Plan is an act of maximum local self-government and is consistent with the purpose of the Charter. The updated policy language of the Comp Plan will help guide legislation and provide support for necessary changes to ordinances and standards.

Article IX, Environmental Protection

The Council (City Commission) in the interest of the public in general shall protect and preserve environmental features such as water, air and other natural endowments, ensure the proper use and development of land, and promote and maintain an aesthetic and humane urban environment. To affect these ends the Council shall take whatever action is necessary and shall enact ordinances and shall establish appropriate Commissions, Boards or Committees with jurisdiction, authority and staff sufficient to effectively administer city policy in this area.

The updated Comprehensive Plan reflects recent best practices for policy to guide the proper use and development of land coordinated with transportation. The update will help protect and enhance quality of life for Albuquerque's citizens by promoting and maintaining an aesthetic and humane urban environment. Commissions, Boards, and Committees will have up-to-date guidance to better administer City policy.

Article XVII, Planning

Section 1. The Council is the city's ultimate planning and zoning authority, including the adoption and interpretation of the Comprehensive Plan and the Capital Improvement Plan. The Council is also the city's ultimate authority with respect to interpretation of adopted plans, ordinances, and individual cases.

Section 2. The Mayor or his designee shall formulate and submit to the Council the Capital Improvement Plans and shall oversee the implementation, enforcement, and administration of land use plans.

The review and adoption of an updated Comp Plan is an instance of the Council exercising its role as the City's ultimate planning and zoning authority. The updated Comp Plan is written and formatted to help inform the Mayor and the Council about community priorities for the formulation and review of Capital Improvement Plans. The updated Comp Plan will help guide the implementation, enforcement, and administration of land use plans and regulations that reflect current trends and priorities as well as the future vision for growth and development.

The Plan's implementation strategies are: to build public awareness and engagement; improve inter-governmental coordination; promote growth, development and conservation; and create an ongoing process for monitoring progress toward the vision, which will the Council and the Mayor a common and effective framework to build upon.

Albuquerque Code of Ordinances

Article 13: Planning; Goals and Objectives

§14-13-1 PLANNED GROWTH STRATEGY.

As stated in the PGS report, the Albuquerque area faces challenges related to deteriorated infrastructure; conservation of natural resources (land, water, and air quality); traffic congestion; timely provision of infrastructure, (parks, schools and other facilities) to support new development; and the decline of some older neighborhoods. The 2016 Comp Plan update addresses these issues in the following ways:

- A. A priority for the Comp Plan update (p. 1-11), sustainable development, is recognized as the key to the region's long-term viability. The 2016 Comp Plan promotes sustainable development best practices related to water resources, storm water management, multi-modal transportation, and urban design. A new chapter on Resilience and Sustainability (Chapter 13) has been added and includes sections on water quality and air quality, as well as discusses the region's long-term environmental challenges and the importance of becoming more resource-efficient.*
- B. The update improves coordination with the Mid-Region Metropolitan Planning Organization (MRMPO) and the Metropolitan Transportation Plan (MTP) to address transportation and traffic on a regional basis. A priority of the update is to improve mobility and transportation options (p. 1-11). The Transportation chapter (Chapter 6) discusses the importance of balancing different travel modes and providing complete and well-connected streets to provide a variety of travel options.*
- C. The Land Use chapter (Chapter 5) includes policies to encourage a development pattern that will foster complete communities, where residents can live, work, learn, shop, and play, and that maximizes public investment in denser areas. One of the chapter's primary goals is to improve the balance of jobs and housing on each side of the river to help reduce traffic congestion, bring jobs to where people already live (particularly the Westside), and encourage residential growth near existing job centers, such as Downtown.*
- D. The Infrastructure, Community Facilities & Services chapter (Chapter 12) covers a wide range of infrastructure systems, community facilities and public services that support the existing community and the Comp Plan's vision for future growth. The chapter emphasizes the need for increased inter-agency planning and coordination, and ways for pooling resources to maximize efficiencies, bridge service gaps, and provide added value. The guiding principle of equity helps identify gaps in service provision and how they might be addressed.*

§14-13-2-2 RANK IMPORTANCE OF CITY PLANS. Adopted city plans for urban development and conservation are of varying rank importance. Lower ranking plans should be consistent with higher ranking plans, and when this is indisputably not the case, the conflicting provision of the lower ranking plan is null and void. Plans should identify how they relate to relevant, higher ranking plans. The highest ranks of city plans are as follows in this section and in §14-13- 2-4:

- (A) *Rank One Plan.* The Albuquerque/Bernalillo County Comprehensive Plan is the basic long range city policy for the development and conservation of the entire metropolitan area.

Updating the Comp Plan ensures that it will reflect most recent best practices for land use and transportation planning, the priority needs and desires of residents and businesses, and a vision of sustainable growth and development for the next twenty years. This will help to ensure that lower ranking plans reflect current ideas, technologies, and up-to-date demographic and market trends.

The Comp Plan update process identified several conflicting provisions in lower ranking Plans that require an updated long-range planning process for the City. The proposed Community Planning Area (CPA) assessment effort will address planning issues City-wide as well as within each CPA on an on-going, proactive basis.

Article 16: Zoning Code

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

The update to the Comp Plan will provide up-to-date guidance for amendments and changes to land use regulations contained in the Zoning Code. This will allow the Zoning Code to better implement the City's master plan -in particular the master plan documents that comprise the Albuquerque/Bernalillo County Comp Plan.

This updated Comp Plan will facilitate a comprehensive review of land use regulations and regulatory processes to ensure they reflect the most recent best practices and the vision for future growth and development in the City to promote the health, safety and general welfare of Albuquerque's citizens. And because best practice is to have zoning and other

regulations achieve the vision of the Comp Plan, the City is also reviewing, updating, and coordinating land use regulations as an Integrated Development Ordinance (IDO).

Other Documents and References to Update

The following table includes adopted City language referring to the current Comp Plan that will need to be updated with the adoption of the 2016 Comp Plan, in order to maintain the intent of these policies and regulations.

Name/Section Reference	Council Bill No. & Enactment No. and/or date	Summary of Change
Land Use		
§1-1-4 Annexation Policies		Amend to remove reference to Central Urban, Established Urban, and Developing Urban Areas.
§ 1-2-1 Comprehensive Plan For Albuquerque And Bernalillo County		Amend the Ranked Plan structure to remove Rank Three Plans. Amend to remove reference to Central Urban, Established Urban, and Developing Urban Areas.
§1-7 Sector Development Plans		Amend to remove reference to Central Urban, Established Urban, and Developing Urban Areas Note: The intent is to rescind this section concurrently with adoption of the Integrated Development Ordinance.
Water, Sewers, and Streets		
§6-5-6-2 “Complete Streets Ordinance” ¹	F/S O-14-27 O-2015-003 2/6/2016	Amend to remove reference to Central and Established Urban Areas.
§ 6-8-2 Preparation of SAD Engineer's Report		Amend to remove reference to Developing Urban Areas.
§ 6-8-6-2 City Credit Support		Amend to remove reference to Developing Urban Areas.
Planning Ordinance		
§ 14-13-1-1 Planned Growth Strategy Findings	Last Amended 2002	Amend to add a finding that the updated Comp Plan addresses certain issues and makes them priorities.
§ 14-13-2-2 Rank Importance of City Plans	Last Amended 2012	Amend the Ranked Plan structure to remove Rank Three Plans.
§14-13-2-6 Annually Revised Planning Program	Last Amended 1990	Amend to reflect the Community Planning Area assessment process and amend the Ranked Plan structure to remove Rank Three Plans.
§14-8-2 “Neighborhood Association Recognition Ordinance.”	Last Amended 2008	Amend to reflect the Citizen’s Academy and the process for maintaining neighborhood association recognition, as proposed in the IDO.
Zoning Code		

¹ Note: the Comp Plan is replacing the Development Areas for the City with “Areas of Change and Areas of Consistency.” Without amending this reference, the Complete Streets Ordinance would be unintentionally invalidated.

§14-16-1-5 Definitions		Amend to remove reference to Central, Established, and Developing Urban Areas.
§14-16-2 Establishment of Zones		Amend to remove reference to Central, Established, and Developing Urban Areas.
Code of Resolutions		
§1-1-2 Policies for Zone Map Change Applications	R-270-1980 12/30/1980	Add a requirement to show two of the three justifications for a zone change in Section D, for requests that are within Areas of Consistency.
§1-1-4 Annexation Policies		Amend to remove reference to Central Urban, Established Urban, Developing Urban, Semi-Urban, and Rural Areas.
§1-1-10 Criteria to Guide the Planning and Development of Planned Communities in the Reserve Area		Consider amendment to remove reference to the City's Reserve and Rural Areas.
§1-2-1 Comprehensive Plan for Albuquerque And Bernalillo County		Amend to add the resolution adopting this update, or repealing the existing Comp Plan and adopting a new one.
§1-3-1 Metropolitan Areas and Urban Centers Plan; Boundary Amendments		Amend the Urban Centers to include Downtown, Uptown, and Volcano Heights, and repeal all other Urban Centers. Amend to remove reference to the Established Urban Area.

Remaining & Continuing Efforts

The City's Master Plan (the Comp Plan) is a living document that will need to be revisited on a regular schedule to ensure that new trends, market demands, demographic shifts, and new technologies are reflected and addressed by decision makers and stakeholders.

A few sections in the Comp Plan draft need additional content, such as the chapters regarding Implementation, Community Identity, and the Appendix. For example, Goal 4.3 of the Community Identity Chapter includes placeholder policies that identify distinctive character to protect, priority capital projects, and priority partnerships for each Community Planning Area (CPA). The content for Section 4.1.3.3 and Goal 4.3 will be generated through the City's proposed CPA Assessment process (the five-year cycle of assessments for each area) that is anticipated to begin immediately following the adoption of the City's Integrated Development Ordinance.

In the cases of content that can be generated in coordination with department and agency staff, the project team intends to finalize this content prior to the next stage in the City's review and approval process. In the case of content that needs to be generated in concert with additional community engagement, the City's Long Range Planning staff intends to develop content over time through the CPA assessment process, as explained above.

VI. SIGNIFICANT ISSUES AND ANALYSIS

Coordination with Regional Planning Efforts

Improved coordination with regional planning efforts is one of the reasons for undertaking the 2016 Comp Plan update (see Section II of this report). Therefore, a key purpose of the update is to coordinate with the Mid-Region Metropolitan Planning Organization (MRMPO) and its regional long-range transportation plan, the Metropolitan Transportation Plan (MTP). The current MTP, called Futures 2040, was adopted in April 2015. It includes a new growth forecast to 2040 and a preferred scenario for growth.

The MTP is updated every 4 years and has a 20 year time horizon, similar to the Comp Plan. The Comp Plan update responds to the most recently adopted MTP in the following ways:

- A. Updating Comp Plan Corridors to be consistent with MTP corridors.
- B. Coordinating Center designations with the MTP center designations that were used to develop a preferred scenario for future growth.
- C. Developing an analysis tool (Envision Tomorrow) that complements the MTP's land use and transportation models in order to predict development and traffic patterns based on population and employment forecasts and to analyze performance metrics based on different growth scenarios.

The County's Position

The County has participated throughout the Comp Plan update process, including staff from the Planning, Public Works, Parks and Recreation, Economic Development, Cultural Services, and Housing Departments.

At this time, the County is not contemplating substantive changes in its Development Areas – neither their boundaries nor their policies. In one case, a sliver of land within the unincorporated County area was included within a Central Urban Development Area. That sliver has been updated to become part of an Established Urban Development Area, as the County does not intend to maintain any Central Urban policies. The County's existing zoning strategy is closely tied to the maximum densities established by the Development Areas. Since changes to Development Areas could precipitate changes to the County zoning code, and the County is not intending to change its zoning code at this time, no changes are proposed for the Development Area policies.

The County currently uses Area Plans and Sector Development Plans to provide additional guidance for smaller geographic areas and to change zoning as necessary to implement the Comp Plan. Any Comp Plan updates that warrant future zone changes in specific areas of the County will be addressed through separate sector plan efforts, as needed. The County intends to keep the existing Rank 2 Area Plans that were jointly adopted with the City; therefore many of the policies in those plans that only refer to County areas have not been rolled into the 2016 update for the ABC Comp Plan.

Since the 2013 update of the Comp Plan, the County has approved a Level A Master Plan for the Santolina Planned Community. The centers established by that Master Plan have been included in

the map of Centers in the 2016 Comp Plan update. The County also adopted Rank 3 Plans, including Bridge Blvd. and in the East Mountains. The centers established by these plans have also been incorporated into the 2016 Comp Plan map of Centers.

The County adopted a Rank II Parks, Recreation, and Open Space (PROS) Master Plan in 2015. The 2016 Comp Plan update provided an opportunity to ensure the Rank I Plan was consistent with lower ranking plans, and included a new policy and action related to universal accessibility in parks, recreation, and open space facilities.

Policy Consolidation

Why and How- Part of the effort to update the 2016 Comp Plan includes a review of current Goals and policies that exist in the City's adopted plans (Comp Plan, Area Plans, and Sector Development Plans). Goals and policies found in the current Comp Plan are grouped by topic. More Goals and policies are found in the City's sector development plans and area plans; the City has adopted over 60 of these plans over the past approximately 40 years. In totality, there are over 1,200 Goals and policies.

Some sector development plans, especially the older ones written in the 1970s and 1980s, focus mostly on infrastructure needs and contain few, if any, Goals and policies. Others sector development plans, especially more recently written ones (ex. East Gateway and Volcano Heights) contain several Goals and policies (and some regulations) that are tailored specifically to each area.

Staff carefully reviewed existing Goals and policies and found that, often, the same themes are repeated in more than one plan. In some cases, a Goal or policy contains an idea (ex. promote mixed-use development) that could be applied City-wide rather than just to a smaller sector plan area. In other cases, a policy was either already fulfilled or could be more appropriately handled through a different process (ex. regulation, the Metropolitan Transportation Plan process, etc.) It became apparent that repeated ideas could be consolidated and certain ideas could be coordinated to apply City-wide.

The results of Staff's review are found in the Comp Plan Policy Matrix (the "Matrix"), which contains all existing Goals and policies from the current Comp Plan, City Area Plans, and City Sector Development Plans, and shows how each was handled in the 2016 Comp Plan update process. The Matrix is available in the project file and online at <https://abc-zone.com/abc-comp-plan-citys-epc-submittal>.

The Matrix lists the Comp Plan, area plans, and sector development plans alphabetically by name and includes the text of each Goal and policy. The ten elements of the proposed 2016 Comp Plan (Community Identity, Land Use, etc.) are also listed. If an existing Goal or policy was incorporated into one (or more) of these elements, a reference to the location of that Goal or policy in the 2016 Comp Plan is provided. If there is no reference, it means that the Goal or policy was not incorporated. The reason is listed to the far right under the "Notes" column.

Application of Revised Goals and Policies- Goals and policies will continue to be applied to proposed development projects, but somewhat differently than how they've been applied in the past for two main reasons: 1) development processes may change from what they are today, and 2) the updated Goals and policies are more specific with one or two concepts, rather than several. In addition to consolidating repetitive policies and making some general policies apply City-wide, the 2016 Comp Plan aims to disaggregate Goals and policies that contain multiple ideas.

One of the primary goals of the ABC to Z project is simplification of the development process and application of clear, consistent regulations that realize the vision of the Comp Plan. Currently, many Goals and policies contain several, related ideas. When applying a Goal or policy to a proposed development project, Staff considers the general idea but must also consider its component parts. For example, Comp Plan policy II.B.5d reads as follows:

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

The first phrase mentions the location, intensity and design of new development—three things for Staff to analyze before even getting to the four other policy components of neighborhood values, environment, scenic resources, and other resources (the latter includes three sub-types of resources). With so many components, it is likely a proposed project furthers some parts of the policy, doesn't further others, some parts may not apply, and that overall the result of the analysis is a “partially furthers” and/or multiple reads of the language based on one's perspective.

Sector Plans and Consolidation

Why and How- One of the key reasons for this update to the Comp Plan is to better integrate the goals and policies from over 40 separate Rank 2 Area and Rank 3 plans for the City. (Note that Rank 2 Facility Plans, which focus on a particular system or network, are proposed to be retained as stand-alone plans.)

→ Appendix C of the draft 2016 Comp Plan explains the history of the City's area plans and sector development plans.

Over time, policies and guidance have been developed for small geographic areas. Some of that guidance is specific and only applies to places with similar development characteristics, such as early neighborhoods or traditional communities. However, staff found that most policies and actions could and should be applied across the city, such as “Removing blighting influences,” and “Improve the quality of life in the area.” They boiled down to the concept of “do good planning” by working with community members to identify challenges and develop strategies to address them.

The effort to consolidate all of the good work that went into prior planning efforts started with documenting all currently adopted goals and policies in a spreadsheet. From there, Planning Department staff classified the policies according to the relevant chapter(s). This became the basis for the “Matrix.”

When developing each chapter, Planning Department staff reviewed the relevant policies to identify major themes and goals. For each theme or topic, staff began with the policy that was the most clear and representative of the group and edited the language to reflect other similar ideas or nuances from other sector plan policies. Where there was an idea that was determined to be a useful policy related to the main idea, but distinct in some way, staff created sub-policies to reflect that specific guidance. Where the policy language was worded differently, but provided the same general direction, staff added the policy tracking number in a footnote. In some cases, Sector and Area Plans included policies that were actually one-time actions to take, versus ongoing policy guidance. In these cases, staff changed them into Actions to implement a policy.

There were several reasons why some policies were not carried forward into the Comp Plan: (1) policies were accomplished and no longer relevant; (2) policies and goals were too vague to be implementable; or (3) policies would be more appropriate as regulations, in which case Staff noted these items to be considered as part of the regulatory system. Each policy that was not carried forward into the Comp Plan update is clearly identified in the Policy Tracking Matrix, along with the reason it was not included.

Implementation and Future Efforts

After adoption of the 2016 Comp Plan and the IDO, City Planning Staff will initiate an ongoing engagement and assessment process (Community Planning Area Assessments) to work with communities throughout the City to address planning issues and develop solutions. The policy place-holders in Chapter 4, Community Identity, will be fleshed out as part of this effort.

→ Appendix D of the draft 2016 Comp Plan provides additional information regarding how the City will plan with communities in the future.

Performance measures will be used to track progress toward Comp Plan Goals over time. Over the next few months, Staff will work with departments and agencies that will be involved in monitoring, assessing, and tracking these measures over time to draft the metrics and propose the mechanisms and timeline for tracking efforts.

Into the future, City Staff intends to work with the Mid-Region Council of Governments (MRCOG) and the City's Albuquerque Geographic Information Systems (AGIS) Staff to analyze the Centers to establish baseline information that can be used to map and track development trends over time. This analysis, which will include acreage, existing land use mix, and building permits, will become part of the Community Planning Area assessments and future Comp Plan updates. City Staff will also work with MRCOG to identify information and analyze the Centers that appear both in the Comp Plan and in the Metropolitan Transportation Plan (MTP) to help leverage planning efforts and ensure coordination over time.

VII. COORDINATION WITH OTHER AGENCIES

Comments from Agencies

The project team engaged with City and County departments as well as outside agencies to get feedback on drafts of the Comp Plan update throughout the process. Public meetings, focus groups, and/or one-on-one meetings with representatives of those departments and agencies allowed for

discussion and input, and agencies were also encouraged to submit comments on the various drafts of the Comp Plan. Below is a list of participating Departments and Agencies:

Department/Agency	City/County/Agency
Albuquerque Bernalillo County Water Utility Authority	Agency
Albuquerque Public Schools	Agency
Bernalillo County Community Health Council	Agency
Community Services Department	County
Economic Development Department	County
Office of Emergency Management	City
Environmental Health Department	City
Office of Health & Social Services	County
Mid-Region Council of Governments	Agency
Middle Rio Grande Conservancy District	Agency
New Mexico Mortgage Finance Authority	Agency
Department of Municipal Development	City
Parks & Recreation (incl. Open Space Division)	City
Planning Department	City
Planning & Development Services Department	County
Public Works Department	County
Public Service Company of New Mexico	Agency
Rio Metro Regional Transit District	Agency
Department of Senior Affairs	City
Solid Waste Management Department	City
Department of Technology & Innovation	City

Official, written agency comments were submitted by the Albuquerque Bernalillo County Water Utility Authority (ABCWUA), the Albuquerque Metropolitan Flood Control Authority (AMAFCA), Bernalillo County, the City Parks and Recreation Department, and PNM (see attachments). The comments are ordered alphabetically by agency name. Comments received by July 22, 2016 at 5 pm were responded to in the Staff Response to Comments table (see attachment).

Main Themes and Issues

Many agency comments included specific text edits to the narrative in the Comp Plan to clarify or correct information about their facilities and services and their own planning efforts. Those edits were incorporated in relevant chapters in the document.

Departments and agencies also suggested changes, additions, and deletions to Goals, policies, and actions based on their mission and mandates, ideas for improved coordination, and their experience delivering services in the community. Where the suggestions seemed appropriate and fit with the general vision and policy direction of the Comp Plan, changes were made to accommodate them.

In many cases, the project team reached out to departments and agencies for clarification and further input to ensure that the Comp Plan does not contradict or interfere with the functions and practices of these departments and agencies.

VIII. PUBLIC ENGAGEMENT

Outreach Overview

Public engagement strategies were designed to offer a range of opportunities for input, discussion, and consensus-building around land-use and transportation, as well as related topics covered by the Comp Plan, and at multiple points in the process.

→ Appendix A contains a summary of stakeholder and public engagement.

Each milestone included documents for public review, public meetings and/or focus groups, and presentations, with materials available on the project webpage for those who could not attend. Each deliverable for the Comp Plan was posted on the project webpage for review and download, and reference copies were available at all ABC Libraries. Meeting venues were chosen to provide options throughout the city, and meeting times included daytime and evening sessions. One open house was held on a Saturday prior to the EPC submittal.

The project team was also invited to speak at over 100 neighborhood and coalition meetings, stakeholder meetings, and local conferences. To reach more people and a broader cross-section of the community, the project team staffed booths and passed out promotional material at community events and farmers markets.

Articles about the ABC-Z project appeared regularly in the City's *Neighborhood News* and ads specifically for the Comp Plan were placed in print and social media in 2016 (see attachments). There is also a social media page for the ABC-Z project on Facebook.

Workshops and Public Meetings

ABC-Z Project Kickoff- ABC-Z, including efforts to update the City/County Comp Plan and the City's zoning framework, kicked off in February 2015 with a combination of daytime focus groups organized by topic and evening meetings with a more traditional presentation and a question and answer session.

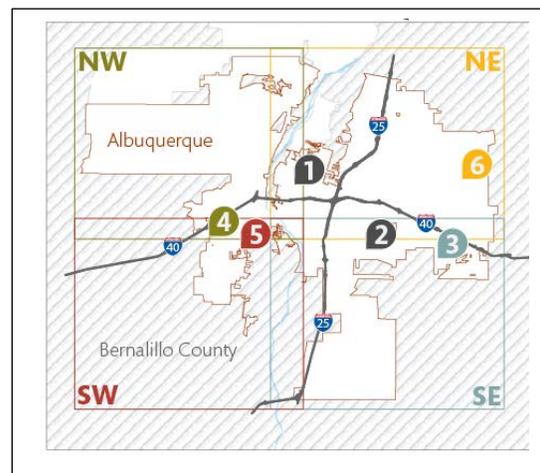
Much of the discussion at the public meetings focused on how policy and zoning are related, how current issues are related to the project (or not), and how weaknesses of the City’s existing land use and zoning framework have led to unfulfilled expectations, misunderstandings, and mistrust among neighborhoods, developers, and City staff. Background information and maps were also available in an open house gallery, with Staff available to answer questions.

Focus groups related to zoning and/or Comp Plan topics included the following:

- Housing
- Historic Preservation
- Community Facilities
- Transportation
- Utilities
- Health
- Economic Development
- Parks, Open Space, & Trails

Community Visioning Workshops & Online Survey – Six community visioning workshops were held in May and June 2015 in locations throughout the City and County.

Location	Date & Time
County-wide Focus Workshops	
1 Los Griegos Health/Social Services Center 1231 Candelaria NW	Wed, May 20, 2015 5:30-7:30 pm
2 Hiland Theater 4800 Central Ave SE	Thurs, May 21, 2015 5:30-7:30 pm
Quadrant Workshops	
3 Manzano Mesa Multi-gen Center 501 Elizabeth St. SE	Tues, June 23, 2015 5:30-7:30 pm
4 Alamosa Community Center 6900 Gonzales Rd. SW	Wed, June 24, 2015 5:30-7:30 pm
5 Central/Unser Library 8081 Central Avenue NW	Wed, June 24, 2015 11:30 am-1:30 pm
6 Holiday Park Community Center 11710 Comanche Rd. NE	Thurs, June 25, 2015 5:30-7:30 pm



At the first two workshops in May, a total of 140 participants worked in small groups to identify where growth expected by 2040 should go and what development form it should take. Participants were given stickers that represented different types of development, representing a certain number of housing units and/or jobs, and were instructed to find places for all that stickers on the map. Each table could exchange stickers of one development type for another, keeping constant the total amount of growth to accommodate.

At the next four workshops in June, over 200 participants worked in small groups with a map of one quadrant of the City to identify needed retail, community facilities, transportation improvements, etc. In addition to these hands-on mapping exercises, each workshop included instant polling sessions that asked the same questions as an online poll, which garnered 1,115 responses.

→Full results from the survey and workshops are available online at:

<http://abc-zone.com/document/comp-plan-county-wide-workshop-results>

Focus Groups & Comp Plan 101 Meetings – Daytime focus groups were conducted in July 2015 over a two-week period. Each focus group included discussion of a particular theme from the workshops or from the existing Comp Plan that needed to be updated with recent issues and planning efforts.

Focus Group Topics- July 2015	
1. Land Use & Transportation - Context	12. Economic Development – General
2. Land Use & Transportation - Network	13. Capital Improvement Programs (CIP) /Infrastructure Programs (CIP)
3. Land Use & Transportation - Transit	14. Utilities
4. Activity Centers	15. Energy Conservation
5. Development Areas	16. Environmental Justice & Community Health
6. Parks & Open Space	17. Small Area Planning
7. Community Facilities	18. Environment: Climate Change & Water
8. Public Safety	19. Housing – Coordination
9. Heritage Conservation & Public Art	20. Affordable Housing
10. Economic Development- Entrepreneurship	21. Infill & Gentrification
11. Economic Development – Workforce Development	22. Homelessness

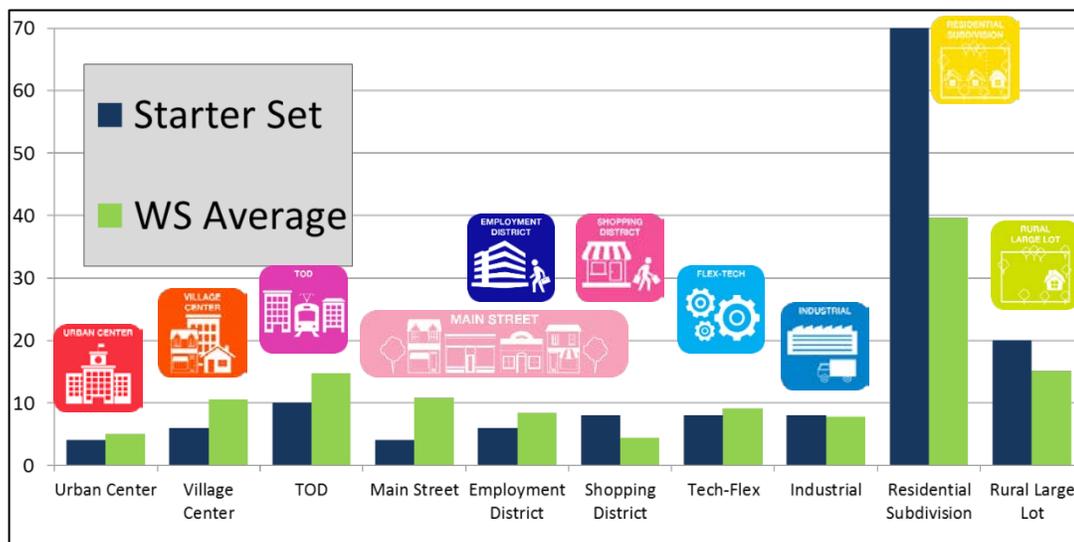
Two evening meetings were also conducted to provide an overview of what a Comp Plan is, how it is used, and how the update process works. Much of the discussion from these focus meetings and workshops made its way into the narrative, goal, and policy language in the ten Comp Plan Element chapters, particularly the Challenges and Strategies section of each chapter.

Focus Groups – Daytime focus groups were held on various topics in November/December 2015 to review and finalize Challenges and Strategies for each Comp Plan element and to identify key implementation actions and performance measures for tracking progress over time.

Focus Group Topics- November/December 2015	
1. Neighborhoods	7. Parks, Open Space & Community Facilities
2. Urban Design	8. Heritage Conservation
3. Land Use	9. Resiliency and Sustainability
4. Transportation	10. Service Provision
5. Economic Development	11. Implementation/Small Area Planning
6. Housing	

Incorporating Ideas from Visioning Workshops & Online Survey

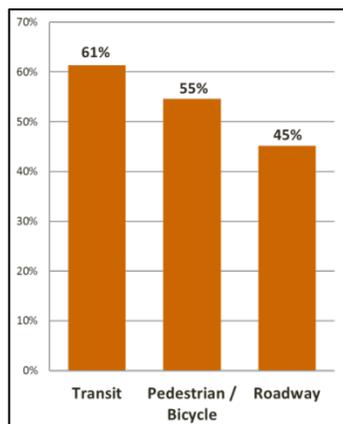
Together, the Community Visioning workshops, instant polling, and online survey provided important confirmation of the Centers & Corridors vision. In the County-wide workshops, most participant tables traded stickers representing residential subdivisions for a range of mixed-use development in Centers and transit-oriented development, and placed them in a more compact development pattern than the starting set of stickers represented. Participant tables also prioritized certain corridors for higher-quality transit, including Central Ave. and Paseo del Norte Blvd.



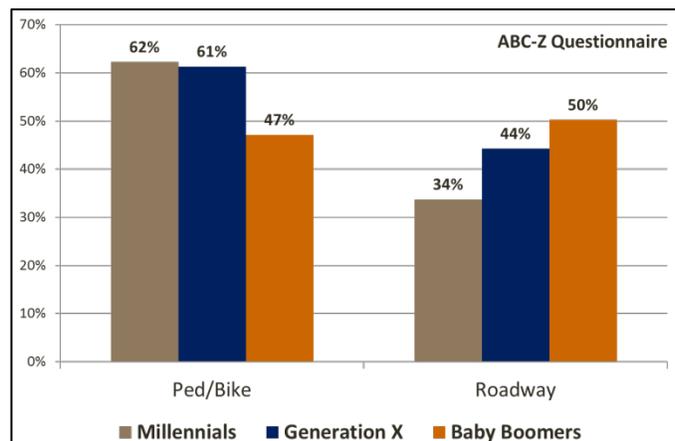
Development types used by workshop participants compared to the starter set of stickers.

The placement of Urban Center and Main Street stickers informed the mapping of Main Streets, Urban Centers, and Employment Centers. Premium Transit corridor designations were added to the Comp Plan vision map consistent with the results from these workshops and the Mid-Region Council of Government’s MTP.

The survey and instant polling results from the workshops confirmed that transit and bicycle improvements were a higher priority for a majority of respondents than roadway improvements for automobiles, a preference that tracked closely to generational preferences.

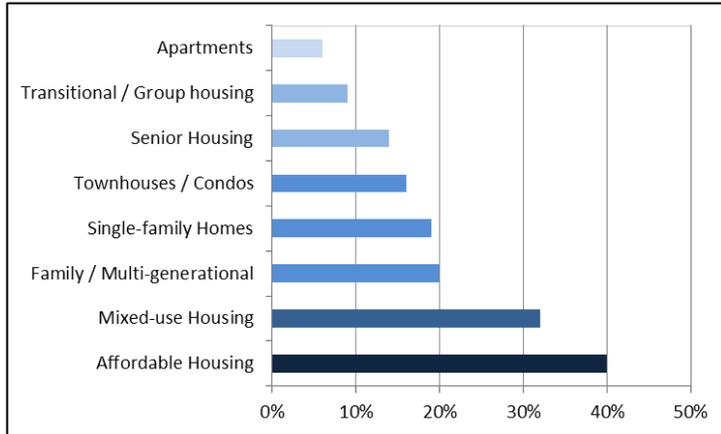


Desired transportation improvements



Desired transportation improvements by age and type

Survey and polling participants also identified a range of housing options to be a priority in the future, rather than additional single-family detached homes or apartments.



Desired housing improvements

The report-backs from each table as they described their vision maps also illuminated many themes and priorities. The following table summarizes each theme and how the Comp Plan update incorporated them.

Responses to Public Comments in the EPC Draft	
Distinct, vibrant neighborhoods	<ul style="list-style-type: none"> • Community Identity as a separate chapter, to be the first of the Elements (Ch. 4) in the Comp Plan • Community Planning Area Process & Policies – Goal 4.3 • Area of Change/Consistency policies and map in Land Use (Section 5.1.2.2 and 5.1.2.5 and Goal 5.6)
Economic vitality & West Side jobs	<ul style="list-style-type: none"> • Guiding Principle – Economic vitality (pg. 3-5) • Employment Centers (map on 5-10 and Policy 5.1.5 on pg. 5-32) • Goal 5.4 Jobs-Housing Balance (pg. 5-39)
Transit, bikes, & walkability	<ul style="list-style-type: none"> • Guiding Principle - Mobility (pg. 3-5) • Main Street corridor type (pg. 6-33) • Premium Transit corridor type (pg. 6-35) • Corridors & street design (pg. 6-33) • Development Form & Priority Elements Matrix (7-12)

Themes in Comments

Focus groups and public meetings associated with draft deliverables also illuminated important themes. The importance of acequias, agricultural heritage, and views were discussed by many participants and stakeholders. Information, policies, and perhaps most importantly, coordination actions were also added in the Land Use chapter, the Parks & Open Space chapter, and the Infrastructure, Community Facilities & Services chapter as follows:

Ch. 5 Land Use

- Community Green Space (pg. 5-12 and 5-13)
- Policy 5.5.3.f Rural Areas (p. 5-42)

Ch. 10 Parks & Open Space

- In the future (pg. 10-4)
- Strategies (pg. 10-5)
- Policy 10.4.4 Arroyos & Drainage (pg. 10-23)

Ch. 11 Heritage Conservation

- Strategies (pg. 11-5)
- Section 11.1.2.1 Rural & Agricultural Heritage (pg. 11-4)
- Goal 11.1 Traditional, Rural & Agricultural Heritage (pg. 11-21)
- Section 11.1.2.3 Cultural Landscapes (pg. 11-14)
- Goal 11.3 Cultural Landscapes (pg. 11-25)

Many meeting participants expressed concern about the City's Sector Development Plans going away. They represent years of good community planning, and the fact that a plan exists for an area often serves as a touchstone of community identity and a signal of its importance. The project team has tried to reassure community members that the sector plan content and the community planning process are not being lost, but rather are proposed to change in important, beneficial ways:

- Much of the content of the Sector Development Plans is proposed to shift to other documents. Policies are being coordinated and integrated into the Comp Plan. Regulations are being considered in the development of the IDO. Much of the area history and narratives will shift into the assessments for the City's Community Planning Areas.
- The sector planning process – which to date has resulted in over 60 sector plans, only 30 of which have policies – covers only half of Albuquerque. The Community Planning Area Assessment process is intended to reach all of Albuquerque every five years. Instead of creating separate plans for each area, the assessment process will result in a report that identifies special places and distinctive character to protect; prioritizes capital projects and partnerships; and recommends updates to the Comp Plan for policy adjustments and/or to the IDO for regulatory adjustments. Long Range planners will lead the assessment effort in

coordination with the Office of Neighborhood Coordination, and with assistance from Staff from the newly-formed Council Neighborhood Services, to track implementation efforts by various departments.

- Sector Development Plans will not be replaced until the adoption of the City’s proposed Integrated Development Ordinance (IDO), which will incorporate many of the basic and individual protections for various sector plan areas. Further consideration of this departure from the existing City planning practice can also be discussed as part of the IDO review process, especially since the regulatory portions of the sector development plans will reside within the IDO.

From Groups and Individuals- Several comments questioned the over-emphasis in early draft documents on market changes due to Millennials, urban living options, and infill development. The project team removed narrative that was duplicated in multiple chapters and emphasized that, even in greenfield development, the Centers & Corridors pattern should be followed, as opposed to exclusively highlighting infill growth opportunities. Some discussion was added to explain that market conditions and existing single-family housing stock are expected to serve future demand for that lifestyle option, whereas the market will need assistance to incentivize the expected, growing demand for urban living and infill options. The following sections were changed or added from the early draft to address these concerns:

Chapter 2 – Factors of Growth & Development

- Section 2.3.5 Changing Preferences (pg. 2-8)
- Section 2.4.2 Growing Inward (pg. 2-9)
- Section 2.4.3 Expanding Housing Options (pg. 2-10)
- Section 2.4.6 Focusing Growth in Centers & Corridors (pg. 2-12)

Chapter 5 – Land Use

- Section 5.1.1 Introduction (pg. 5-2)
- Section 5.1.2.1 Accommodating Growth Sustainably (pg. 5-4)
- Section 5.1.2.2 Directing Growth (pg. 5-9)

Chapter 9 – Housing

- “Changing Preferences” (pg. 9-17)
- “Demand for Ownership Options” (pg. 9-18)
- “Demand for Rental Options” (pg. 9-19)

Comments from the EPC Process

The submittal of official, written comments regarding the draft of the 2016 Comp Plan was encouraged as part of the EPC process. At its public hearing on July 14, 2016, the EPC decided that

written materials submitted after the August 4th hearing deadlines will not be considered during the EPC portion of the review and approval process.

Deadlines for comments were posted on the City's website, and are as follows:

- Official comments received by **5 p.m. on July 22** will be addressed and included as an attachment to the Staff report.
- Official comments received by **5 p.m. on July 27** will be included as attachments to the Staff report.
- Official comments received by **1 pm on Aug. 2** will be forwarded electronically to the EPC for its consideration.
- Official comments received after that time will be included in the project file and forwarded to the City Council for consideration during future public hearings during the next stage in the adoption process.

Agency Comments

Due to coordination with agencies throughout the development of the draft Comp Plan, few agency comments were received during the EPC process. The AMAFCA, the ABCWUA, Bernalillo County, MRCOG, Parks & Recreation, and PNM submitted comments. ABQ Ride has indicated that they plan to submit comments before the August 2, 2016 deadline. The majority of the comments are minor typographic and/or editorial in nature. Planning Department Staff have reviewed the comments, and developed preliminary responses, which are provided in the "Staff Response to Comments," which is attached to this Staff report after the original commenters' text.

Comments that rise above the scope of a minor revision include:

- MRCOG's request to consider adding a CIP project prioritization process and criteria that help better align CIP investments with the Comp Plan.
 - Response: This is not currently within the scope of this effort. The current CIP process and criteria are updated more frequently than the Comp Plan and should be kept as a separate document.
- PNM's request to specify the Action 7.6.3.1, "Prioritize projects to relocate overhead utilities underground in visually sensitive areas and view corridors," as only applying to the areas defined in the Coors Corridor Plan and the Rio Grande Blvd. Corridor Plan.
 - Response: This text does not apply citywide; it only applies to existing and/or designated View Corridors, which are defined in the Heritage Conservation chapter and the Zoning Code/proposed IDO.
- Various comments to add specificity in the policies and actions.
 - Response: Staff noted where there are other plans, documents, processes, or other regulating bodies that are the more appropriate venue for adding the requested specificity.

Public Comments

Planning received comments from 11 individuals, on their own behalf, or as representatives for one or more entities. Several include suggestions for improvements to the draft Plan. All are being carefully considered and addressed by Staff. The most significant concerns thus far are:

- Several commenters expressed concern that the plan is not ready to be adopted, and has not had adequate time for public review and comment. There is also concern that the “proceedings for the Comprehensive Plan have been inequitable to populations directly impacted by the plan, specifically people of color and people who experience poverty.”
- One commenter expressed concern about the application of policies created to address particular local issues to be applied broadly.
- One commenter expressed concern that “sector plans are being discarded solely for the benefit of developers.”
 - Response: The Comp Plan update will result in the incorporation of many sector development plan policies that more appropriately should apply citywide or to larger geographies with similar characteristics. The ABC-Z project will ultimately recommend rescinding the City’s Sector Development Plans, once the relevant and meaningful policies have been adopted into an updated Comprehensive Plan, and the unique and enforceable land use and design regulations have been adopted into the new Integrated Development Ordinance. The purpose of this effort is not for the benefit of developers, but rather to simplify a system that has become overly complex to understand, implement, manage and enforce. The Planning Department believes this project will result in enhanced protections for both residents and property owners.
- The Open Space Advisory Board provided comments to clarify and update content that has changed during the drafting process. They requested that an Open Space “Use Plan” be developed to respond to the increasing population and level of service goals.
 - Response: Planning Department staff needs to coordinate with the Parks & Recreation department about the feasibility of this request.
- One commenter expressed concern that APS is not a more central partner in the land use planning process, and provided extensive recommendations to improve coordination between the city and public school system.
- Two commenters discussed the issues related to expansion of the City limits to accommodate future urban growth through annexation, and requested that more information be provided within the plan about the current state rules that govern annexation.
- One commenter expressed concern that the Comp Plan is focusing too much on accommodating growth in the Centers and Corridors, at the expense of other Areas of Change, i.e., Mesa del Sol and Westland.
 - Response: new growth of higher density and mix of uses is envisioned in the Centers and Corridors, while new single-family residential growth is anticipated in other Areas

of change, primarily master planned communities at the fringe of the City. Additional future growth will occur, at different densities and intensities, in Bernalillo County.

- One commenter requested boundary changes for two specific properties. In one case, to amend the boundaries of an existing Activity Center to enlarge it, and the other to change the designation of the property to an Area of Change.
 - Response: Staff has not been directed to modify the boundaries of the existing, adopted Centers at this time. Regarding the methodology for Areas of Change and Consistency, Planning Staff will look into any master plans that should be added to the Areas of Change.

Additional comments were received after the July 22, 2016 deadline to be included in the Staff Report discussion. These are attached to the Staff Report, but not included in this analysis or the attached “Staff Response to Comments” table.

IX. CONCLUSION

This request is for an update to the Albuquerque/Bernalillo County Comprehensive Plan (the “Comp Plan”) to reflect new demographic trends and anticipated growth in the region, more effectively coordinate land use and transportation, and leverage and enhance sense of place. The Comp Plan applies to land within the City of Albuquerque municipal boundaries and to the unincorporated area of Bernalillo County. The EPC’s role is to make a recommendation to the City Council.

The Comp Plan update is part of the larger ABC to Z Project, which also includes an effort to integrate and simplify the City’s Zoning Code and Subdivision Regulations. The key concepts will continue to be Centers and Corridors, with some changes to types of each. Approximately 90% of Goals and policies in the Comp Plan will remain. Goals and Policies from sector development plans (Rank III) and area plans (Rank II), except for facility plans, are being integrated into the Comp Plan to eliminate repetition and expand some to apply City-wide.

Staff finds that the request is consistent with the intent of the City Charter and the Albuquerque Code of Ordinances, which contains the Planning Ordinance and the Zoning Code. The update will guide the implementation, enforcement, and administration of land use plans and regulations. The update will generally help protect and enhance quality of life for Albuquerque’s citizens by promoting and maintaining an aesthetic and humane urban environment.

Public engagement was a large part of the 2016 Comp Plan update. Vision workshops, focus groups, and a survey were used to gather input. The Guiding Principles (p. 3-5) are a result of the public engagement process.

The Office of Neighborhood Coordination (ONC) notified the neighborhood representatives by e-mail and via hard copy to those who do not have email. The proposed text amendments were announced in the Albuquerque Journal, the Neighborhood News and on the Planning Department’s web page.

Staff received official written comments from agencies and interested parties. Agencies that commented include the ABCWUA, the AMAFCA, Bernalillo County, the City Parks and Recreation Department, and PNM. Their comments suggest revisions to clarify topics related to their agency's charge.

The comments submitted by interested parties cover a variety of topics. Some express significant concerns that the Comp Plan is not ready to be adopted, that policies crafted to address localized issues are applied broadly, and that sector plans are being replaced.

Staff recommends that the request be continued for three weeks, to the August 25, 2016 public hearing, to allow further opportunity for public testimony and EPC deliberation prior to forwarding a recommendation to the City Council.

RECOMMENDED FINDINGS - 16EPC-40031, August 4, 2016- Update to the Albuquerque/Bernalillo County Comprehensive Plan

1. The request is for an update to the Albuquerque/Bernalillo County Comprehensive Plan (1989, as subsequently amended, the “Comp Plan”). The update, which will reflect new demographic trends and anticipated growth in the region, is designed to more effectively coordinate land use and transportation and to leverage and enhance a sense of place.
2. The Comp Plan applies to land within the City of Albuquerque municipal boundaries and to the unincorporated area of Bernalillo County (the “County”). Incorporated portions of the County that are separate municipalities are not included.
3. Council Bill No. R-14-46 (Enactment R-2014-022) became effective on May 7, 2014, which directed the City to update the Comp Plan.
4. The EPC’s task is to make a recommendation to the City Council regarding the Comp Plan update. As the City’s Planning and Zoning Authority, the City Council will make the final decision. The EPC is the Council’s recommending body with important review authority. Adoption of an updated City Master Plan (Comp Plan) is a legislative matter.
5. The existing, key concept of Centers and Corridors will remain the same, as will the boundaries of existing Centers. In the City, the existing development areas (Central Urban, Developing & Established Urban, Semi-Urban, and Rural) will be replaced with Areas of Change and Areas of Consistency. In the County, the development areas will remain the same.
6. The 2016 Comp Plan update incorporates changes in the narrative descriptions as well as the goals, policies, and actions of each existing chapter. Approximately 90% of existing Goals and policies from the City’s various Sector Plans (Rank III) and Area Plans (Rank II), except for the facility plans, are being integrated into the updated Comp Plan. Many Goals and policies address similar topics and/or can be expanded to apply City-wide.
7. The ROA 1994, the Albuquerque/Bernalillo County Comprehensive Plan and the City of Albuquerque Comprehensive Zoning Code are incorporated herein by reference and made part of the record for all purposes.
8. State Constitution and Statutes:

The Constitution of the State of New Mexico allows municipalities to adopt a charter, the purpose of which is to provide for maximum local self-government (see Article X, Section 6- Municipal Home Rule). The City of Albuquerque is a home rule municipality and has the authority to adopt a comprehensive plan as granted under Chapter 3, Article 19, Section 9 NMSA 1978 (3-19-9 NMSA 1978) and by the City Charter.

9. The request is consistent with the intent of City Charter Article XVII, Planning, as follows:

- A. Section 1- The review and adoption of an updated Comp Plan is an instance of the Council exercising its role as the City's ultimate planning and zoning authority. The updated Comp Plan is written and formatted to help inform the Mayor and the Council about community priorities for the formulation and review of Capital Improvement Plans.
- B. Section 2- The updated Comp Plan will help guide the implementation, enforcement, and administration of land use plans and regulations that reflect current trends and priorities as well as the future vision for growth and development. The Plan's implementation strategies are: to build public awareness and engagement; improve inter-governmental coordination; promote growth, development and conservation; and create an ongoing process for monitoring progress toward the vision, which will give the Council and the Mayor a common and effective framework to build upon.

10. Intent of the City Charter- Related Sections:

- A. Article I, Incorporation and Powers- Updating the Comprehensive Plan is an act of maximum local self-government and is consistent with the purpose of the City Charter. The updated policy language of the Comp Plan will help guide legislation and provide support for necessary changes to ordinances and standards.
- B. Article IX, Environmental Protection- The updated Comprehensive Plan reflects recent best practices for policy to guide the proper use and development of land coordinated with transportation. The update will help protect and enhance quality of life for Albuquerque's citizens by promoting and maintaining an aesthetic and humane urban environment. Committees will have up-to-date guidance to better administer City policy.

11. Intent of the Zoning Code (Section 14-16-1-3):

The update to the Comp Plan will provide up-to-date guidance for amendments and changes to land use regulations contained in the Zoning Code. This will allow the Zoning Code to better implement the city's master plan -in particular the master plan documents that comprise the Comp Plan. This updated Comp Plan will facilitate a comprehensive review of land use regulations and regulatory processes to ensure they reflect the most recent best practices and the vision for future growth and development in the city to promote the health, safety and general welfare of Albuquerque's citizens.

12. Intent of the Planning Ordinance (Section 14-13-2-2):

Updating the Comp Plan will ensure that it will reflect most recent best practices for land use and transportation planning, the priority needs and desires of residents and businesses, and a vision of sustainable growth and development for the next twenty years. This will help to

ensure that lower ranking plans reflect current ideas, technologies, and up-to-date demographic and market trends.

The Comp Plan update process identified several conflicting provisions in lower ranking Plans that require an updated long-range planning process for the City. The proposed Community Planning Area (CPA) assessment effort will address planning issues City-wide as well as within each CPA on an on-going, proactive basis.

13. The Comp Plan update addresses the main topics in Section 14-13-1, the Planned Growth Strategy (PGS), such as natural resources conservation, traffic congestion, and infrastructure provision, as follows:
 - A. Sustainable development is a key to the region's long-term viability. The 2016 Comp Plan promotes sustainable development best practices related to water resources, storm water management, multi-modal transportation, and urban design. A new chapter on Resilience and Sustainability (Chapter 13) has been added and includes sections on water quality and air quality, and discusses the importance of becoming more resource-efficient.
 - B. The update addresses transportation and traffic on a regional basis. A priority is to improve mobility and transportation options (p. 1-11). The Transportation chapter (Chapter 6) discusses the importance of balancing different travel modes and providing complete and well-connected streets to provide a variety of travel options.
 - C. The Land Use chapter (Chapter 5) includes policies to encourage a development pattern that will foster complete communities, where residents can live, work, learn, shop, and play, and that will maximize public investment in denser areas. One primary goal is to improve the balance of jobs and housing on each side of the river to help reduce traffic congestion and bring jobs to where people already live.
 - D. The Infrastructure, Community Facilities & Services chapter (Chapter 12) covers a wide range of infrastructure systems, community facilities and public services that support the existing community and the Comp Plan's vision for future growth. The chapter emphasizes increased inter-agency planning and coordination, and ways for pooling resources to maximize efficiencies, bridge service gaps, and provide added value. The guiding principle of equity helps identify gaps in service provision and how they might be addressed.
14. City language that refers to the Comp Plan is found in various locations of ROA 1994. This language will need to be correspondingly revised with the adoption of the 2016 Comp Plan in order to maintain the intent of the policies and to maintain internal consistency in ROA 1994.
15. The 2016 Comp Plan update improves coordination with the Mid-Region Metropolitan Planning Organization (MRMPO) and the Metropolitan Transportation Plan (MTP), which includes a new growth forecast to 2040 and a preferred growth scenario. The Comp Plan update responds to the MTP by updating Comp Plan Corridors to be consistent with MTP corridors, coordinating Center designations with MTP center designations used to develop a preferred

future growth scenario, and developing an analysis tool to analyze performance metrics based on different growth scenarios.

16. A number of elements of the existing Comp Plan will remain the same with the 2016 Comp Plan update, including:
 - A. The Comp Plan's geographic scope, which includes the area in Albuquerque's municipal limits and the unincorporated areas in Bernalillo County.
 - B. The Centers and Corridors framework as a means to encourage future growth and density in appropriate areas while protecting existing neighborhoods, natural resources and open space lands.
 - C. Most of the goals, policies, and actions in the current Comp Plan, supplemented by those in Sector Development Plans and Area Plans adopted by the City. Approximately 90% of the City's existing 1,200 policies in these plans are represented in the 800 policies and sub-policies of the Comp Plan update.
 - D. The County's Development Areas (Rural, Reserve, Semi-Urban, Developing Urban, and Established Urban) from the existing Comp Plan will continue to be used in the unincorporated area, and their associated policies will remain unchanged.

17. The 2016 Comp Plan update has reorganized and reworded the existing Comp Plan to reflect new data and trends, be more user-friendly and provide clearer guidance to decision-makers. The most significant changes in the 2016 Comp Plan update are:
 - A. The inclusion of a Vision chapter (Chapter 3 in the 2016 Comp Plan), which serves as a "People's Summary" of the plan.
 - B. Modifications to the Center and Corridor descriptions and the addition of new Center and Corridor types.
 - i. Three Major Activity Centers have been re-designated as Downtown or as Urban Centers (Uptown and Volcano Heights).
 - ii. The remaining Major and Community Activity Centers have been re-designated as Activity Centers or Employment Centers.
 - iii. The new Employment Center type reflects the need for concentrated job centers.
 - iv. Certain corridors have been designated as Premium Transit corridors to be consistent with MRCOG's MTP; Enhanced Transit Corridors have been re-named and designated as Multi-Modal Corridors, and Express Corridors are renamed and designated as Commuter Corridors. Main Street Corridors have been introduced as a new Corridor type.
 - C. Reorganization of the Comp Plan into ten Elements (Chapters) that reflect more recent best practices in planning as well as the needs of area residents:

- i. Community Identity and Heritage Conservation (Chapters 4 and 11, respectively) in response to public comments about the importance of neighborhood character, preserving traditional communities, and cultural landscapes.
 - ii. A new chapter, Urban Design (Chapter 7) describes design elements that support and/or constitute good design for our community, in distinct rural, suburban, and urban contexts.
 - iii. A new chapter, Resilience and Sustainability (Chapter 13), reflects community concerns about conserving natural resources, preparing for climate change and natural hazards, and creating healthy environments for people.
 - D. The introduction of six guiding principles that indicate what is particularly important to residents.
 - E. A new focus on coordinating land use and transportation to strengthen Centers and Corridors and to address traffic congestion on river crossings by improving the job-housing balance west of the Rio Grande.
 - F. Two Development Areas in the City will replace the six current Development Areas: Areas of Change and Areas of Consistency.
 - G. Updated City and County Community Planning Areas (CPAs) and policies that guide the City Planning Department regularly to engage with residents and other stakeholders in 12 City CPAs on a five-year cycle of assessments.
 - H. An Implementation chapter (Chapter 14) with strategic actions, performance metrics, and policy actions to be updated on a five-year cycle.
18. After adoption of the 2016 Comp Plan and the IDO, City Planning Staff will initiate an ongoing engagement and assessment process (Community Planning Area Assessments) to work with communities throughout the City to address planning issues and develop solutions. Performance measures will be used to track progress toward Comp Plan Goals over time.
 19. The proposed text amendments were announced in the Albuquerque Journal, the Neighborhood News and on the Planning Department's web page. The Office of Neighborhood Coordination (ONC) sent e-mail notification on June 9, 2016 to neighborhood representatives. As of this writing, Staff has received a few informational inquiries and phone calls. There is no known opposition to the request.
 20. The public engagement process, which offered a range of opportunities for input, discussion, and consensus-building, featured a series of workshops and public meetings that included daytime focus groups organized by topic and evening meetings with a more traditional presentation and a question and answer session. The project team was invited to speak at over 100 meetings and local conferences. To reach more people and a broader cross-section of the community, the project team staffed booths and passed out promotional material at community events and farmers markets.

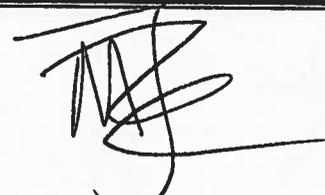
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21. Articles about the ABC-Z project appeared regularly in the City's *Neighborhood News* and ads specifically for the Comp Plan update were placed in print and social media. There is also a social media page for the ABC-Z project on Facebook.
 22. Staff received official written comments from agencies and interested parties. Agencies that commented include the ABCWUA, the AMAFCA, Bernalillo County, the City Parks and Recreation Department, and PNM. Their comments suggest specific revisions to clarify topics related to their agency's charge. Staff is considering all comments carefully and addressing them.
 23. The comments submitted by interested parties cover a variety of topics, including but not limited to time for public review and comment, annexation, effect on vulnerable populations, and the focus on centers and corridors. Some comments express significant concerns that policies crafted to address localized issues are applied broadly and that sector plans are being replaced. Staff is considering all comments carefully and addressing them.
 24. Staff recommends a continuance of this case to provide the public additional opportunity to participate in the review process and to ensure another chance for people to provide testimony. In order to make the most informed recommendation to the City Council that it can, the EPC needs more than one hearing to review and discuss the request.

RECOMMENDATION - 16EPC-40031, August 4, 2016

A CONTINUANCE of 16EPC-40031, an update to the Albuquerque/ Bernalillo County Comprehensive Plan, to the August 25, 2016 EPC hearing, based on the preceding Findings.

Catalina Lehner

***Catalina Lehner, AICP
Senior Planner***



***Mikaela Renz-Whitmore, AICP
Senior Planner***

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