CITY OF ALBUQUERQUE NINETEENTH COUNCIL

COUNCIL BILL NO. <u>C/S R-11-200</u> ENACTMENT NO. _____ **SPONSORED BY:** Dan Lewis, by request RESOLUTION 1 2 FOR AN AREA OF APPROXIMATELY 2,327 ACRES AND BORDERED GENERALLY 3 BY THE PETROGLYPH NATIONAL MONUMENT AND CITY OF ALBUQUERQUE MAJOR PUBLIC OPEN SPACE ON THE EAST, SOUTH AND WEST, AND BY THE 4 PASEO DEL NORTE/TOWN OF ALAMEDA GRANT LINE ALIGNMENT ON THE 5 NORTH. ADOPTING THE VOLCANO CLIFFS SECTOR DEVELOPMENT PLAN AS A 6 7 RANK 3 PLAN; CHANGING EXISTING ZONING FROM R-1 AND R-D TO SU-2 VOLCANO CLIFFS VILLAGE CENTER, SU-2 VOLCANO CLIFFS MIXED USE, SU-2 8 9 **VOLCANO CLIFFS URBAN RESIDENTIAL, SU-2 VOLCANO CLIFFS LARGE LOT,** AND SU-2 VOLCANO CLIFFS RURAL RESIDENTIAL. 10 11 WHEREAS, the City Council, the governing body of the City of 12 Albuquerque, has the authority to adopt and amend plans for the physical development of areas within the planning and platting jurisdiction of the City 13 14 authorized by Statute, Section 3-19-1 et. seq., NMSA 1978, and by its home rule 15 powers; and WHEREAS, on February 3, 2011, the Environmental Planning Commission, 16 in its advisory role on land use and planning matters, recommended that City 17 18 Council adopt the Volcano Cliffs Sector Development Plan; and WHEREAS, the Environmental Planning Commission found approval of the 19 20 Volcano Cliffs Sector Development Plan consistent with applicable goals and 21 policies of the Albuquerque / Bernalillo County Comprehensive Plan, the Westside Strategic Plan, the Trails and Bikeways Facility Plan, the Facility Plan 22 23 for Electric Service Transmission and Subtransmission Facilities, the City of 24 Albuquerque Major Public Open Space Facility Plan, the Facility Plan for Arroyos, 25 the Northwest Mesa Escarpment Plan, and the Comprehensive City Zoning Code

and R-270-1980.

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

Section 1. The City Council adopts the following findings:

- A. The Volcano Cliffs Sector Development Plan (VCSDP) is a Rank 3 plan that covers an area of approximately 2,327acres. The plan boundaries are the Petroglyph National Monument on the east, south and west and Paseo Del Norte to the north.
- B. The Volcano Cliffs area currently contains land that is zoned R-1, R-D, RO-20, A-1 County, SU-1 for Major Public Open Space, and the VCSDP proposes five new zone categories SU-2 Volcano Cliffs Village Center, SU-2 Volcano Cliffs Neighborhood Mixed Use, SU-2 Volcano Cliffs Urban Residential, SU-2 Volcano Cliffs Large Lot, and SU-2 Volcano Cliffs Rural Residential as well as General Standards and General Regulations that apply to all properties within the VCSDP boundary.
- C. The VCSDP supports the following goals and policies in the Rank 1
 Albuquerque/Bernalillo County Comprehensive Plan:
 - 1. Policies II.B.5.c, d, f, i, k, m, n: through the proposed Neighborhood Activity Center for the Village Center, the mix of uses proposed in order to provide neighborhood services and retail in specific locations in the Volcano Cliffs area, the lower densities and encouraging of cluster development in the SU-2 Volcano Cliffs Rural Residential zone, the proposed treatment for the arroyos, and zoning regulations and standards for height, color, and reflectivity that ensure development will not be visually intrusive;
 - 2. Policies II.B.1.c, f, j: through the location of the least intense zoning adjacent to Major Public Open Space and the General Standards that address colors, heights, reflectivity and fencing adjacent to the Petroglyph National Monument. Also through the designation of existing and future single-loaded streets as scenic corridors, and the provision of trails;
 - 3. Policy II.B.7: Goal: through the designation of the Volcano Cliffs Village Center as a Neighborhood Activity Center;
 - 4. Policy II.C.6.c: through the language in General Standards that address Archaeological sites;

1	5. Policies II.C.9.b, c, e: through the proposed zoning, the proposed
2	arroyo treatments, the proposed road network, and the proposed
3	Neighborhood Activity Center, and through the employment opportunities
4	provided by the Village Center;
5	6. Policies II.D.6. a, g: through the small business and employment
6	opportunities provided by the mixed-use areas and the Village Center.
7	D. The VCSDP supports the following policies in the Rank 2 Westside
8	Strategic Plan (WSSP):
9	1. Policy 1.1 through the high-density and non-residential uses to be
10	located in proposed nodes;
11	2. Policy 1.9 through the location of a Neighborhood Activity Center in
12	the Village Center of Volcano Cliffs;
13	3. Policy 1.16 through the location of the Volcano Cliffs Neighborhood
14	Activity Center on a minor arterial, Universe Boulevard;
15	4. Policy 3.96 through the establishment of new zoning that will create
16	mixed-use neighborhoods and allow higher-density residential
17	development that can both support and be served by transit;
18	5. Policy 3.97 through the establishment of a Neighborhood Activity
19	Center in the Village Center of Volcano Cliffs that will provide daily
20	services, convenience goods and personal services to adjacent residential
21	areas;
22	6. Policy 3.99 through policies that conserve arroyo corridors,
23	recommend acquisition of land suitable for Major Public Open Space as
24	funding becomes available, reduce the impacts of development by
25	encouraging single-loaded streets along the edges of Major Public Open
26	Space and Petroglyph National Monument, providing options for
27	Conservation Development and limiting building heights and setbacks
28	adjacent to the Escarpment face;
29	7. Policy 3.100 through regulations on building color and reflectivity,
30	heights and setbacks;
31	8. Policy 3.101 through regulations limiting fill;
32	9. Policy 3.103 by requiring mitigation of rainwater run-off from
33	development into Major Public Open Space or Petroglyph National

1 Monument, encouraging preservation or development of trail networks in 2 arroyo corridors and Major Public Open Space, and establishing setback requirements near the edges of Major Public Open Space and Petroglyph 3 National Monument to protect natural and archaeological features: 4 10. Policy 3.104 by requiring that development, trails and recreation 5 areas be set back by at least 50 feet from prehistoric petroglyphs or other 6 significant archaeological sites as defined by the Albuquerque 7 8 **Archaeological Ordinance**; 9 11. Policy 3.105 by setting rural densities in the western half of the plan 10 area and encouraging the clustering of homes, by requiring the 11 preservation of natural arroyo corridors, and by requiring that future 12 platting of new streets aim to increase scenic corridors, which are defined 13 in the plan as single-loaded streets abutting open space lands such as the 14 Petroglyph National Monument or an arroyo. 12. Policy 3.106 by requiring that development, trails and recreation 15 16 areas be set back by at least 50 feet from prehistoric petroglyphs or other 17 significant archaeological sites, unless designed under the guidance of a 18 qualified archeologist, per the city's Archaeological Ordinance; 19 13. Policy 3.110 by proposing access points, both fully signalized and right-in/right-out intersections, from neighborhood areas to Paseo del 20 21 Norte and Unser Blvd.: 22 14. Policy 3.111 by promoting land-use, density and development 23 patterns that concentrate mixed-use and make frequent transit service 24 viable, by proposing access points to Paseo del Norte and Unser Blvd. that 25 facilitate access for transit, by reducing parking requirements for development near transit stops, and by including proposed routes for Bus 26 27 Rapid Transit and permitting the designation of dedicated transit lanes on 28 major streets (dependent on future transit route design). 29 15. Policy 3.112 by including bicycle lanes in Street Cross Sections; 30 16. Policy 3.113 by supporting the development of recreational trails

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for properties closest to the Escarpment, through regulations on building

17. Policy 4.6 by establishing minimum setbacks and maximum heights

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along arroyo corridors;

color and reflectivity, by setting rural densities in the western half of the plan area and encouraging the clustering of homes, by requiring the preservation of natural arroyo corridors, and by requiring that future platting of new streets aim to increase scenic corridors, which are defined in the plan as single-loaded streets abutting open space lands such as the Petroglyph National Monument or an Arroyo, by specifying the use of Native Plants in conservation easements, by setting design standards for commercial signage, by requiring that antennas and other mechanical equipment not be visible from the street or public open space, and by specifying coyote, post and wire or view fencing on properties located adjacent to the Petroglyph National Monument or Major Public Open Space.

- 18. Policy 4.6a by providing an interconnected street network, by proposing access points to Paseo del Norte and Unser Blvd. from key streets in Volcano Cliffs, and by including dedicated transit lanes in Street Cross Sections to ensure multimodal design;
- 19. Policy 4.6b by providing an interconnected street network that reduces traffic volumes on collector streets and arterials, allowing fewer travel lanes and a more intimate, pedestrian-supportive environment, by recommending pedestrian-activated signalized crosswalks and pedestrian refuges, by recommending the installation of visual and physical features to slow traffic at crosswalks, such as signage, lighting, special pavers or speed tables that require vehicles to ramp up to the same level as sidewalks, signaling that pedestrians take precedence, by requiring that above grade obstructions, such as utility boxes or street furniture, be placed so as to maintain continuous and uninterrupted pedestrian routes, and by allowing on-street parking in areas of high activity, buffering pedestrians from travel lanes;
- 20. Policy 4.6c by prohibiting gated or walled developments in any part of the Volcano Cliffs Sector Development Plan area, and by strongly discouraging cul-de-sacs or dead-end streets, and,
- 21. Policy 4.6g by concentrating commercial and mixed-use development near proposed transit routes, by proposing access points to

Paseo del Norte and Unser Blvd. that facilitate access for transit, by reducing parking requirements for development near transit stops.

- E. The VCSDP supports the Proposed Trails Map on page 22 and the intent of the Rank 2 Trails and Bikeways Facility Plan through the expansion of the trail network in this area.
- F. The VCSDP supports the Rank 2 Facility Plan for Electric Service

 Transmission and Subtransmission Facilities through the addition of language provided by PNM to address the address utility easements, landscaping, and access to public utility facilities.
- G. The VCSDP supports the Rank 2 City of Albuquerque Major Public Open Space Facility Plan policies B2-G, B2-K, C-3 and Figure 4-1 through the policies found in Chapter 2 that address the environment and open space and the design and zoning regulations found in Chapters 4 and 5 that ensure appropriate transitions from developed areas to open space.
- H. The VCSDP supports the Rank 2 Facility Plan for Arroyos: Multiple Use of Albuquerque's Arroyos and their Floodplains policies II.B. Drainage 1, II.B. Multiple Use 1, II.E.1, II.E.2, II.E.3, II.E.4, and II.F.4 through the proposed treatment for arroyos, the design standards in the plan and the opportunity for trails along arroyos provided in Policy 1 and sub-policies 1.1-1.8 of Chapter 2.
- I. The VCSDP supports the following policies in the Rank 3 Northwest

 Mesa Escarpment Plan (NWMEP): Policies 12, 20, and 21 through the Zoning and
 General Standards, written to restrict heights and avoid visually intrusive
 development; Policy 23 through the proposed trail network and scenic corridors
 for the Volcano Cliffs area.
- J. The VCSDP is justified per Resolution 270-1980. The proposed zoning is more advantageous to the community because it furthers applicable goals and policies in the Comprehensive Plan, the WSSP, and the NWMEP. Also, there is a public need for a sector-wide map amendment to ensure an adequate mix of residential, commercial, and service uses that encourage and allow residents to live, work, shop, and recreate all in close proximity. The proposed zoning is designed to create a healthy community that contains a mix of uses, is transit accessible and bicycle friendly, and encourages pedestrian activity, which will help decrease the demand on local streets and decrease vehicle miles traveled

(VMT). Furthermore, this public need is best served by rezoning this particular sector in this particular manner as compared with other available properties, which do not exist in the amount or configuration necessary to meet the public need. The proposed zoning meets R-270-1980 criteria as follows:

- (A) The zone changes proposed by the VCSDP are consistent with furthering the health, safety, morals and general welfare of the city. The purpose of the SDP is to ensure that as the area develops it is development that furthers the goals and policies of the Comprehensive Plan and other applicable plans in this case the WSSP and the NWMEP. The plan proposes residential, commercial, office and service uses, in a pattern designed to support transit.
- (B) The proposed zoning changes will provide the area with stability. Much of the VCSDP is currently zoned RD. RD allows a range of densities and limited uses with no requirement for coordination and/or planning. The proposed zoning for the VCSDP is designed to reflect the platting, the unique location of the area, and the road network and conditions and to bring neighborhood services and retail to the Volcano Cliffs area. The proposed zoning is designed to ensure that non-residential uses, mixed-use, multifamily residential, townhouses, and single-family uses all develop in a pattern and location that are supportive of creating a stable built environment.
- (C) The proposed VCSDP supports applicable goals and policies in the Comprehensive Plan, Westside Strategic Plan, the Trails and Bikeways Facility Plan, the Facility Plan for Electric Service, the Facility Plan for Arroyos, and the Northwest Mesa Escarpment Plan as outlined in previous findings C through I.
 - (D) The existing zoning is inappropriate because:
 - a. The U.S. Congress created the Petroglyph National Monument after the establishment of the existing zoning. The proposed zoning responds to and endeavors to minimize adverse impacts on the Petroglyph National Monument while allowing private property to be developed; and

b. The proposed zoning would be more advantageous to the community because it furthers applicable goals and policies in the Comprehensive Plan, the WSSP, the Trails and Bikeways Facility Plan, the Facility Plan for Electric Service, the Facility Plan for Arroyos, and the NWMEP as articulated in findings C through I above. Specifically:

- i. SU-2 Volcano Cliffs Village Center (SU-2 VCVC): This zone category replaces existing R-1 zoning for approximately 40 acres of land located in the center of the Plan area at the intersection of Universe Blvd. and Rosa Parks Drive. The Rank 2 WSSP contains a policy calling for the establishment of a Neighborhood Activity Center at this location in order to provide opportunities to develop neighborhood-serving commercial uses. The existing R-1 zoning does not provide this opportunity, which is why a zone change is needed. The SU-2 VCVC zone contains both higher-density residential and neighborhood- and community-serving commercial uses as permitted uses in order to help achieve a balance of uses within a transit-supportive environment. Based on the existing platting of the area, the Village Center zone is proposed to be located, primarily, on the only tract of land sufficiently large enough and located far enough away from the sensitive Escarpment Face to have the potential to develop into a true Neighborhood Activity Center. There are no other comparable locations.
- ii. SU-2 Volcano Cliffs Mixed Use (SU-2 VCMX): This zone category replaces existing R-1 zoning in three specific areas within the VCSDP's boundaries: 1) along Paseo del Norte in the northeast corner of the Plan area to provide opportunities for neighborhood-serving commercial development to serve residential areas in the eastern portion of the Plan area, 2) along the east side of the Neighborhood Activity Center as a transition zone between the higher-intensity Village Center zone to the west and the Large Lot (single-family) zone to the east, and 3) along Rainbow Boulevard north of the Boca Negra Dam to provide opportunities for

neighborhood-serving commercial development to serve 1 2 residential areas in the western-most portion of the Plan area as well as residential areas to the north and south that are currently 3 under-served by commercial development. This zone is being used 4 at these locations because of specific needs related to these 5 locations. 6 iii. SU-2 Volcano Cliffs Urban Residential (SU-2 VCUR): This zone 7 category replaces existing R-1 zoning in two specific areas within 8 9 the VCSDP's boundaries: 1) in the northeast corner of the Plan area 10 both to serve as a transition zone between the higher-intensity Mixed-Use zone and lower-intensity Large Lot (single-family) zone 11 12 and to provide higher-density residential development opportunities to support nearby mixed-use development and transit 13 14 service, and 2) along the west and south sides of the Neighborhood Activity Center to provide higher-density residential development 15 16 opportunities to support the adjacent Village Center and Mixed-Use 17 zones and transit service for the area. The benefit of using this 18 zone at these locations is specific to the needs at each of these 19 locations. iv. SU-2 Volcano Cliffs Large Lot (SU-2 VCLL): This zone category 20 21 replaces existing R-1 zoning for all lots in the eastern portion of the 22 Plan area that are not being rezoned to SU-2 VCVC, SU-2 VCMX, or 23 SU-2 VCUR, as well as lots on the west side of Rainbow Blvd. 24 (Atrisco Dr.) up to where the Rural Residential zone begins. This 25 zone category generally corresponds to the R-1 zone with certain additions and exceptions. The most notable difference is that the 26 27 SU-2 VCLL zone limits density to 5 dwelling units per acre where R-28 1 typically allows 7-8 dwelling units per acre; the reason for this is 29 to reflect and respect the existing platting of the area, which contains larger lot sizes than typically found in R-1 areas. 30 31 v. SU-2 Volcano Cliffs Rural Residential (SU-2 VCRR): This zone category replaces existing R-1 and R-D zoning for lots in the 32 33 westernmost portion of the Plan area closest to Major Public Open

Space and the Petroglyph National Monument. Densities in this part of the Plan area are restricted more than anywhere else because of the need to step down development intensities in such a geologically, archaeologically, and culturally sensitive area of the city. The limit of one (1) dwelling unit per acre is appropriate for the area and consistent with the overall gross density limit of the Developing and Established Urban Areas section of the Comprehensive Plan; the ability to achieve up to three (3) dwelling units per acre through cluster development in this zone is also consistent with and furthers the goals and policies of the Comprehensive Plan.

- (E) The proposed zoning does not contain uses that would be harmful to adjacent properties, neighbors, or the community. Where residential and commercial properties are adjacent, the height of the non-residential zone is required to step down. Pursuant to the Zone Code, non-residential properties are required to buffer residential properties when they meet.
 - (F) None of the Plan's zone changes require major capital expenditures.
 - (G) The cost of land is not discussed in the Plan.
- (H) The decision of where to locate commercial, mixed-use and higher-density residential zoning is related to the vision proposed for the whole Volcano Mesa area and is not based solely on location on a collector or major street.
- (I) To the extent to which any of the proposed SU-2 zones are found to be spot zones, they are justified as follows:
 - a. The proposed zoning clearly facilitates realization of the Comprehensive Plan, the Westside Strategic Plan, the Trails and Bikeways Facility Plan, the Facility Plan for Electric Service, the Facility Plan for Arroyos, and the Northwest Mesa Escarpment Plan as detailed above in the response to R-270-1980, Section 1.C.; and
 - b. The proposed zones and their individual, component regulations within the plan area and the plan area itself are different from surrounding land. The proposed locations of zone boundaries create differences between adjacent lands and zones as well as differences

between zones within the plan area. The proposed zone categories create the opportunity for sustainable growth that entails different land uses that help to meet the area's housing, service, and employment needs. The proposed zoning categories establish and facilitate transitions between adjacent zones within the plan area and where adjacent to existing zoning. Even where residential and non-residential zoning abut or are adjacent, there are specific requirements for height transitions within the more intense zone category so as to maximize compatibility with the less intense zone category. There are no other available properties in the area with the acreage or configuration necessary to meet the public need for sustainable and coordinated growth.

- (J) To the extent to which any of the proposed SU-2 zones are found to be strip zones, they are justified as follows:
 - a. The proposed zoning clearly facilitates realization of the Comprehensive Plan, the West Side Strategic Plan, the Trails and Bikeways Facility Plan, the Facility Plan for Electric Service, the Facility Plan for Arroyos, and the NWMEP as detailed above in the response to R-270-1980, Section 1.C.; and
 - b. The proposed zoning and their individual, component regulations within the plan area and the plan area itself are different from surrounding land. The proposed locations of zone boundaries create differences between adjacent lands and zones as well as differences between zones within the plan area. The proposed zone categories create the opportunity for sustainable growth that entails different land uses that help to meet the area's housing, service, and employment needs. The proposed zoning categories establish and facilitate transitions between adjacent zones within the plan area and where adjacent to existing zoning. Even where residential and non-residential zoning abut or are adjacent, there are specific requirements for height transitions within the more intense zone category so as to maximize compatibility with the less intense zone category.

Furthermore, the location of many of the "strip zones" is in response to

traffic potentials on established, but not yet fully developed arterial corridors, such as Paseo del Norte and Unser Boulevard. There are no other available properties in the area with the acreage or configuration necessary to meet the public need for sustainable and coordinated growth.

K. The Environmental Planning Commission reviewed the Volcano Cliffs Sector Development Plan and received presentations and testimony from Planning staff, commenting City departments and other agencies, property owners, interested parties, and the general public at three separate, public hearings on 02 September 2010, 04 November 2010, and 03 February 2011, and forwarded a recommendation of Approval of the VCSDP to the City Council at its 03 February 2011 hearing.

Section 2. The Volcano Cliffs Sector Development Plan, attached hereto and made a part hereof, is adopted as a Rank 3 Plan with land use control pursuant to the Comprehensive City Zoning Code and as a regulatory guide to the implementation of the Rank 1 Albuquerque / Bernalillo County Comprehensive Plan and applicable Rank 2 plans as cited above.

Section 3. All development activities within the Volcano Cliffs area shall be guided and regulated by the provisions of the Volcano Cliffs Sector Development Plan.

Section 4. The Zone Map, adopted by Article 14-16-4-9 ROA 1994, is hereby amended to reflect the rezoning in the map contained in Chapter 4 of the attachment.

Section 5. The Volcano Mesa area's road network affects more than just the Volcano Cliffs sub-area, and as detailed analysis of and designs for the network are further revised and refined via other and/or additional planning processes, the Volcano Cliffs Sector Development Plan's (VCSDP) transportation regulations shall, too, need to be revised. Therefore, Exhibit 5 and Cross Sections 1-11, contained in Chapter 3 – Transportation Regulations of the attached VCSDP, shall be considered enforceable until such time that they may be replaced by updated maps and cross sections contained and adopted in other plans affecting the same Volcano Mesa area. As the information contained in Exhibit 5 and Cross Sections 1-11 is part of an interrelated, interconnected system, and where it

changes in one part of the system, so must it change in all affected parts, it shall 1 2 not be necessary to amend the specified sections of the VCSDP through a separate process per § 14-16-4-3 in order to adopt and enforce the referenced 3 updates so long as those updates are contained in a plan of similar rank (Rank 3) 4 that has been adopted and/or amended through the process set forth in § 14-16-4-5 6 3. 7 Section 6. **EFFECTIVE DATE.** This resolution shall take effect five days 8 after publication by title and general summary. 9 Section 7. SEVERABILITY CLAUSE. If any section, paragraph, sentence, 10 clause, word or phrase of this resolution is for any reason held to be invalid or unenforceable by any court of competent jurisdiction, such decision shall not 11 affect the validity of the remaining provisions of this resolution. The Council 12 13 hereby declares that it would have passed this resolution and each section, paragraph, sentence, clause, word or phrase thereof irrespective of any 14 provisions being declared unconstitutional or otherwise invalid. 15 16 17 18 19