CITY of ALBUQUERQUE TWENTY FIFTH COUNCIL

COUNCIL BILL NO. <u>O-23-96</u> ENACTMENT NO						
SPONSORED BY: Klarissa Peña						
	1	ORDINANCE				
	2	ADOPTING A NEW ARTICLE IN CHAPTER 9 OF THE REVISED ORDINANCES OF				
	3	ALBUQUERQUE 1994 TO BE KNOWN AS THE "ENVIRONMENTAL				
	4	PROTECTION ALBUQUERQUE - BERNALILLO COUNTY AIR QUALITY				
	5	CONTROL BOARD ENVIRONMENTAL JUSTICE IN AIR QUALITY PERMITTING				
	6	ORDINANCE".				
	7	WHEREAS, it is the role of the City of Albuquerque to achieve an appropriate				
	8	balance between environmental protection and economic development, and the				
	9	risk levels established by this ordinance are selected to strike that balance; and				
_	10	WHEREAS, a strong economy is fostered by protection of human health and				
 tior	11 12	the environment, and the basic right of equal protection; and				
- New Deletic	12	WHEREAS, to protect human health and the environment for the benefit of				
_i '	13	all populations, municipal decision-makers need accurate information about the				
ateri eria	14	impacts of proposed action, including those on the determinants of health and				
	15	the environment, and how these will be impacted by air quality permit decision				
ored orb	16	making; and				
SI SC	17	WHEREAS, the City Council desires to establish additional permitting				
t t	18	requirements for certain new and modified stationary sources of air pollution				
Bracketed/Underscored Material Bracketed Strikethrough Material -	19	that are located or proposed to be located, in whole or in part, in a vulnerable				
	20	or overburdened community in order to minimize and mitigate any				
	21	disproportionately high and adverse public health impacts or air pollution on				
크 Ba	22	the community and ensure meaningful public participation in the permitting				

24 BE IT ORDAINED25 OF ALBUQUERQUE:

process.

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BE IT ORDAINED BY THE COUNCIL, THE GOVERNING BODY OF THE CITY

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- 1 SECTION 1. A new Article 25 in Chapter 9 of the Revised Ordinances of
- 2 Albuquerque 1994 is hereby adopted as follows:
- 3 "[SECTION 9-25-1 SHORT TITLE.
- 4 This Ordinance shall be known and cited as the "Environmental Protection
- Albuquerque Bernalillo County Air Quality Control Board Environmental 5
- 6 Justice in Air Quality Permitting Ordinance."
- 7 SECTION 9-25-2. SCOPE.
- 8 A. Applicability: A person who intends to construct a new stationary source or
- 9 modify an existing stationary source that is subject to permitting under
- 10 20.11.41 NMAC, 20.11.60 NMAC or 20.11.61 NMAC.
- 11 B. Exemptions: Sections 9-25-1 et seq. does not apply to:
- 12 (1) technical permit revisions under 20.11.41.28(B) NMAC;
- 13 (2) administrative permit revisions under 20.11.41.28(A) NMAC;
- 14 (3) administrative permit revisions under 20.11.41.28(A) NMAC;
- 15 (4) relocations for portable sources under 20.11.41(F)(2)(G) NMAC;
- 16 (5) any source exempt from 20.11.41 NMAC, 20.11.60 NMAC, 20.11.61 NMAC; 17 and
 - (6) sources within Bernalillo county that are located on Indian lands over which the Albuquerque - Bernalillo county air quality control board lacks jurisdiction.
- **SECTION 9-25-3. DEFINITIONS.**
- In addition to the definitions in Section 9-25-3, the definitions in 20.11.1 NMAC,
- 20.11.41 NMAC, 20.11.60 NMAC and 20.11.61 NMAC apply unless there is a
- conflict between definitions, in which case the definition in Section 9-25-3 shall
- govern.
- A. "Adverse environmental and public health indicator" is an indicator related
- to the environment or public health identified in a census tract or block on
- the map referenced in Section 9-25-5.
- B. "Census block" is an area defined by the Census Bureau that usually has in 30 the range of 600 to 3,000 people living in it.
- 31 C. "Community" means a group of people who are brought together by
- 32 something in common, such as cultural background, shared experience, and
- 33 geographic location. One person can belong to many communities.

- 1 D. "Decennial census" means the count of each resident of the United States,
- 2 <u>where they live on April 1, made every 10 years ending in zero by the United</u>
- 3 States Census Bureau.
- 4 E. "Department" means the City of Albuquerque Environmental Health
- 5 Department.
- 6 F. <u>"EJScreen" means the United States Environmental Protection Agency's</u>
- 7 <u>web-based Environmental Justice Screening and Mapping Tool, as updated.</u>
- 8 G. "Environmental justice" means the fair treatment and meaningful
- 9 <u>involvement of all people regardless of race, color, or national origin, with</u>
- 10 respect to the development, implementation, and enforcement of
- 11 environmental laws, regulations, and policies.
- 12 H. "Equity" means that all people have equal access to the same opportunities.
- 13 I. <u>"Fair treatment" means no group of people should bear a disproportionate</u>
- 14 <u>share of the negative environmental consequences resulting from industrial,</u>
- 15 governmental, and commercial operations or policies.
- 16 J. "Potential Applicant" means a person who intends to construct a new
- 17 <u>stationary source or modify an existing stationary source that is subject to</u>
- 18 permitting under 20.11.41 NMAC, 20.11.60 NMAC or 20.11.61 NMAC that is
- 19 located or proposed to be located, in whole or in part, in an overburdened
- <u>community or vulnerable community.</u>
- 21 K. "Public information meeting" means a meeting held by the potential
- 22 applicant pursuant to Section 9-25-9(E) and during which the potential
- 23 <u>applicant describes the source the potential applicant proposes to construct</u>
- 24 or modify, provides a detailed presentation on the potential applicant's
- 25 <u>environmental justice assessment report, and takes into consideration</u>
- # 26 <u>public comments.</u>
- 27 L. "Optimum control strategy" means the maximum degree of emissions
 - reduction which can include best management practices, technological
- 29 <u>advancements, and other innovative emission reduction strategies based on</u>
 - 30 the maximum degree of reduction achievable.
 - 31 M. "Overburdened community" means a census tract or block in the City of
 - 32 <u>Albuquerque or Bernalillo County identified on the map published by the</u>
 - 33 <u>Department pursuant to Section 9-25-5 where the public experiences</u>

1		maximum exposures likely to cause the public to be at higher risk for poor
2		public health outcomes than in a vulnerable community.
3	N.	"Tribe" means a state or federally recognized Indian tribe or pueblo located
4		wholly in, partially in, or adjacent to the City of Albuquerque or Bernalillo
5		County.
6	Ο.	"Vulnerable community" means a census tract or block in the City of
7		Albuquerque or Bernalillo County identified on the map published by the
8		Department pursuant to Section 9-25-5 where the public experiences
9		heightened exposures likely to cause the public to be at higher risk for poor
10		public health outcomes.
11	SE	CTION 9-25-4. INCLUSIVE COMMUNITY ENGAGEMENT REQUIREMENTS.
12	A.	The purpose of inclusive community engagement is to make it possible for
13		people with different abilities to fully participate, assuring that information is
14		accessible and reaches populations in overburdened communities or
15		vulnerable communities
16	В.	Where inclusive community engagement is imposed on the potential
17		applicant, the following shall apply:
18		(1) Send via regular mail or e-mail an invitation to all tribes for formal
19		tribal consultation. A tribe may request an extension of any deadline

- (1) Send via regular mail or e-mail an invitation to all tribes for formal tribal consultation. A tribe may request an extension of any deadline herein if it needs additional time to be able to sufficiently participate in the process. The Department, upon a determination of good cause, may extend any deadline herein for purposes of allowing a tribe additional time to participate; provided however, any extension of a deadline shall not be for more than thirty (30) calendar days.
- (2) <u>Information shall be made available in Spanish and Vietnamese, and any other language upon request or as determined by the Department.</u>
- (3) Information shall be made accessible to those with disabilities.
- (4) <u>Information shall be made accessible to any other persons upon</u> request or as determined by the Department.
- (5) All persons shall have the opportunity to engage with meaningful involvement, which means:
 - i. People have an opportunity to participate in decisions about activities that may affect their environment and/or health;

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- ii. The public's contribution can influence the regulatory agency's
 decision;
 - iii. Community concerns will be considered in the decision-making process; and
- iv. <u>Decision makers will seek out and facilitate the involvement of</u>
 those potentially affected.
 - C. A person participating in activities under to Sections 9-25-1 et seq. may request from the Department reasonable assistance to access the process due to a limited ability to speak, write, or understand English, or a disability. Assistance is not reasonable if it fundamentally alters the nature of the program, service, or activity; requires waiver of essential program or licensure requirements; violates accreditation requirements; or poses an undue fiscal or administrative burden on the Department. The Department will take reasonable measures to provide such individuals with access to inclusive community engagement to at no cost to a requesting individual when the request is made to the Department at least seventy-two (72) hours in advance of the public information meeting. The Department will consider requests made within seventy-two (72) hours on a case-by case basis. Potential applicants shall fully cooperate to assist and allow the Department to provide reasonable assistance for access to inclusive community engagement. The Department encourages potential applicants to anticipate requests for reasonable assistance for access to inclusive community engagement and for potential applicants to make proper arrangements in advance of the public information meeting.
 - D. Informal negotiation between the parties and the potential applicant is encouraged as the first option in resolving differences. The potential applicant may consider establishing a good neighbor agreement with the public to resolve differences.
- 29 E. Nothing herein shall prohibit or limit the Department or potential applicant 30 from conducting additional inclusive community engagement.
- 31 <u>SECTION</u> 9-25-5. MAPPING OF OVERBRDENED COMMUNITIES AND
- 32 VULNERABLE COMMUNITIES BY THE DEPARTMENT.

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- A. Within 180 calendar days of implementation of this Ordinance, the 1
- 2 Department shall publish on its website a map of overburdened communities
- and vulnerable communities. The requirements for potential applicants in 3
- Sections 9-25-5 to 11 shall go into effect 180 calendar days after the map is 4
- 5 published.
- 6 B. The map shall include adverse environmental and public health indicators
- for geographic, socioeconomic, demographic, environmental and public 7
- 8 health. Adverse environmental and public health indicator shall have a
- demonstrable nexus with air pollution but shall not be considered standards 9
- 10 required to identify quantities and duration of specified air contaminants that
- 11 constitute air pollution. The Department shall attribute a value to each
- 12 adverse environmental and public health indicator and may attribute a
- 13 weight to each adverse environmental and public health indicator. For each
- 14 adverse environmental and public health indicator, the Department shall
- 15 provide in a publicly accessible manner the justification, literature, data
- 16 source(s), methodology, and additional resources supporting inclusion of
- 17 the adverse environmental and public health indicator on the map.
- 18 Information regarding the adverse environmental and public health
- 19 indicators used by the Department shall be based on the latest scientific
 - data. Localized data may be used when it is peer reviewed, and consistent
- with accepted scientific practices.
- C. Recognized neighborhood associations may submit to the Department a
 - description of the community, including demographics, history,
 - background, public notice avenues, and an assessment of how such
 - information should inform a potential applicant's approach to enhanced
 - public participation for the Department to include as information with the
- map.
- D. Within two years after the U.S. Census Bureau releases the results of each
- decennial census, the Department shall publish on its website an updated
- 30 map of overburdened communities and vulnerable communities, to go into
- 31 effect 90 calendar days after it is published. The updated map shall include
- 32 updated census tracts or blocks reflecting the most recent decennial
- 33 census.

- 1 E. Within 30 calendar days of publishing on its website a map or updated map
 2 of overburdened communities and vulnerable communities pursuant to
- 3 Section 9-25-5(A) or (D), the Department shall publish a notice of availability
- 4 <u>in the newspaper with the largest general circulation in Bernalillo County and</u>
- 5 provide a copy of the notice by U.S. Certified Mail to all existing sources with
- 6 <u>a permit under 20.11.41 NMAC, 20.11.60 NMAC or 20.11.61 NMAC.</u>
- 7 SECTION 9-25-6. PRE-APPLICATION ENVIRONMENTAL JUSTICE
- 8 COSULTATON WITH THE DEPARTMENT.
- 9 After the initial map of overburdened communities and vulnerable communities
- 10 goes into effect, a potential applicant shall contact the Department in writing
- 11 and request an environmental justice consultation to discuss whether the
- 12 potential applicant plans to locate the source or may potentially locate the
- 13 source, in whole or in part, in an overburdened community or vulnerable
- 14 <u>community and what, if any, additional permitting requirements apply pursuant</u>
- 15 <u>to Sections 9-25-1 et seq. before submitting an application to the Department.</u>
- 16 The potential applicant may request the environmental justice consultation be
- 17 combined with the pre-application meeting required by Section 9-25-6 if a pre-
- 18 application meeting is held, and the Department may agree. At the time the
- 19 potential applicant submits a request for an environmental justice consultation,
- 20 the potential applicant shall also request the initial screening information from
- 21 the Department pursuant to Section 9-25-7. Upon receipt of a request for an
- 22 <u>environmental justice consultation, the Department shall schedule the</u>
- 23 environmental justice consultation to occur within thirty (30) calendar days after
- 24 the request is received. The potential applicant is required to review the initial
- 25 screening information provided by the Department and to attend the
- 26 <u>environmental consultation prior to submitting its application to construct a</u>
- 27 new stationary source or modify an existing stationary source that is subject to
- 28 permitting pursuant to 20.11.41 NMAC, 20.11.60 NMAC, or 20.11.61 NMAC. The
- 29 <u>Department shall not waive the pre-application environmental justice</u>
 - 30 consultation requirement.
 - 31 SECTION 9-25-7. PROVISION OF INITIAL SCREENING INFORMATION BY THE
 - 32 DEPARTMENT.

1	A. Before conducting the environmental justice consultation required by
2	Section 9-25-6 NMAC, a potential applicant shall request from the
3	Department the initial screening information described in Section 9-25-7(B),
4	or gather the screening information from the Department website. The
5	Department shall provide the initial screening information within fifteen (15)
6	calendar days after receiving the request.
7	B. Initial screening information shall include:
8	(1) the list of adverse environmental and public health indicators used in
9	developing the latest map of vulnerable and overburdened
10	communities published by the Department pursuant to Section 9-25-
11	<u>5:</u>
12	(2) all adverse environmental and public health indicator values for the
13	vulnerable or overburdened community in which the source is located
14	or proposed to be located;
15	(3) all adverse environmental and public health indicator values for any
16	contiguous vulnerable or overburdened community located, in whole
17	or in part, within a one-half mile radius around the boundaries of the
18	property the source is located or proposed to be located; and
19	(4) which adverse environmental and public health indicators are present
20	in the overburdened community or vulnerable community in which the
21	source is located or proposed to be located and any contiguous
22	overburdened community or vulnerable community located, in whole
23	or in part, within a one-half mile radius around the boundaries of the
24	property on which the source is located or proposed to be located.
25	C. The screening information will be available on the Department's website.
26	SECTION 9-25-8. ENIVRONMENTAL JUSTICE ASSESSMENT REPORT BY THE
27	POTENTIAL APPLICANT.
28	A. Before proceeding with the enhanced public participation process required
29	by Section 9-25-9, a potential applicant shall conduct an environmental
30	justice assessment and document the findings in an environmental justice
31	assessment report. The purpose of the environmental justice assessment
32	report is for the potential applicant to provide the core information necessary

to assess the existing adverse environmental and public health indicators in

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- a vulnerable or overburdened community; document how the construction 1 2 of a new stationary source or modification or relocation of an existing stationary source will impact those adverse environmental and public health 3 4 indicators; any measures the source proposes to address those impacts; document the nature of the community it proposes to locate in; assess the 5 source's impact on the community; and provide the community with 6 7 information about the source to facilitate meaningful public outreach. The 8 environmental justice assessment report shall avoid scientific language to 9 the extent possible and, instead, should use plain language that an average 10 person may easily understand. The potential applicant shall not be required 11 to disclosed information protected from disclosure pursuant to the Air 12 Quality Control Act, NMSA 1978, Section 74-2-11.
- B. The environmental justice assessment report shall reflect the purposes
 described in Section 9-25-8(A) and include:
 - (1) An executive summary of the information contained in the environmental justice assessment report;
 - (2) The initial screening information obtained from the Department pursuant to Section 9-25-7;
 - (3) Copies of all available EJScreen reports for a one-half mile radius around the boundaries of the property the source is located or proposed to be located on;
 - (4) A description of the source and related facility, if any; the nature of the business; the process or the change for which the permit is being requested, including a preliminary estimate of the maximum quantities of each regulated air contaminant the source will emit if the permit is issued and the proposed construction or modification is completed; and, if the source is being modified, the net change in emissions.;
 - (5) A detailed description of the source's purpose and current and proposed operations, including all equipment and processes to be used and anticipated construction schedule;
 - (6) A completed compliance history form;

	1	(7)	An assessment of the source's impact on all adverse				
	2		environmental and public heath indicators;				
	3	(8)	All actions and controls the potential applicant proposes to				
	4		implement in order to minimize or mitigate the source's impact on				
	5		adverse environmental and public health indicators in the				
	6		overburdened or vulnerable community;				
	7	(9)	A description of the potential applicant's approach to inclusive				
	8		community engagement and to promote enhanced participation;				
	9	(10)	A description of the overburdened community or vulnerable				
	10		community in which the source is located or proposed to be				
	11		located, including demographics, history, and background, as				
	12		made aware to the potential applicant,				
	13	(11)	The potential applicant's name and address, and the names and				
	14		addresses of the owner or operator of the source or proposed				
	15		source;				
	16	(12)	The anticipated date the application will be submitted to the				
	_ 17		Department;				
>	Deletion 19	(13)	The exact location of the source or proposed source;				
- New	ອ <mark>ິ</mark> 19	(14)	The anticipated maximum and normal operating schedules				
			proposed for the source or facility;				
<u>Material</u>]	 aterial 21 20	(15)	The current contact information of the potential applicant to which				
			comments and inquiries may be directed, including the name of a				
orec	<u></u> 23		responsible official, phone number, email address, and mailing				
ersc	₫ 24		address;				
[Bracketed/Underscored	Bracketed/Strikethrough	(16)	The potential applicant's website, if available;				
J/pe	± 26	(17)	A zoning certification for the proposed location including any				
kete) 27		special use permits or other authorizations; and				
<u> 3rac</u>	<u>2</u> 28	(18)	The site plan, if applicable; and				
=	29	(19)	Proof of financial responsibility and pollution liability insurance.				
	30	C. The env	<u>rironmental justice assessment report may include an optimum</u>				
	31	control strategy analysis demonstrating the emission reduction strateg					
	32	based o	based on the maximum degree of reduction achievable, and any quality-of				
	33	life factors agreed upon with the applicable community.					

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- D. The Department may provide resources, data and information to potential
 applicants to assist them with preparation of the environmental justice
 assessment report.
- 4 E. The potential applicant may submit the environmental justice assessment report to the Department for review and recommendations before 5 6 proceeding with the enhanced public participation process required by 7 Section 9-25-9. The Department's review shall be limited to determining 8 whether the environmental assessment report contains all the information required by Section 9-25-8(A). The Department may identify where 9 10 information in the environmental justice assessment report appears lacking 11 in sufficient detail. Nothing identified by the Department in this optional 12 review of the environmental justice assessment report shall be deemed 13 mandatory nor binding and shall not be used as a basis for appeal of a permit 14 application decision.
- 15 <u>SECTION 9-25-9. ENHANCD PUBLIC PARTICIPATION.</u>
- A. Before submitting an application to the Department, a potential applicant shall comply with the enhanced public participation requirements of Section 9-25-9(B)-(I). Enhanced public participation shall follow the inclusive community engagement requirements in Section 9-25-4.
 - B. In addition to complying with any other public notice requirements, the potential applicant shall provide public notice:
 - (1) through publication in the newspaper with the largest general circulation in Bernalillo County;
 - (2) to the Department, and the Department will publish it on the Department's website until the potential applicant notifies the Department enhanced public participation is complete and the Department will distribute it to the Department's listserv for persons interested in receiving information about permits;
 - (3) on the potential applicant's website, if available, until enhanced public participation is complete;
 - (4) by regular mail or e-mail to all owners, as listed in the records of the Bernalillo County Assessor, of property located, in whole or in part,

within a one-half mile radius around the boundaries of the property on

iv. the potential applicant determines public interest is significant;

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<u>or</u>

9(E)(1)-(4) NMAC. At the public information meeting the potential applicant

(1) describe the source the potential applicant proposes to construct or

(2) provide a detailed presentation on the potential applicant's

(3) accept written and oral public comments, information, and questions;

(4) respond to comments and questions with sufficient detail.

F. The potential applicant shall make all arrangements and pay all expenses

G. If a public information meeting is held, the potential applicant shall provide

environmental justice assessment report;

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that shall include:

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modify;

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associated with the meeting.

(1) the audio recording or verbatim transcript of the public information

(2) the written comments, information, and/or questions received during

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meeting, if held;

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- 2 A. In addition to all information required pursuant to 20.11.41 NMAC, 20.11.60
- 3 NMAC or 20.11.61 NMAC, as applicable, the potential applicant shall include
- 4 the following information in the permit application:
- (1) the final environmental justice assessment report and addendum
 required by Section 9-25-10; and
- (2) if an optimum control strategy is included in the environmental
 iustice assessment report, the potential applicant shall include the
 optimum control strategy in the permit application.
- 10 B. The application must meet the requirements of Sections 9-25-11(A) and
- 11 (B) in addition to all requirements of 20.11.41 NMAC, 20.11.60 NMAC or
- 12 <u>20.11.61 NMAC, as applicable, for the Department to deem it</u>
- 13 <u>administratively complete.</u>
- 14 SECTION 9-25-12. DEPARTMENT REVIEW AND DECISION.
- 15 A. The Department shall consider the environmental justice assessment report
- submitted with the application when making a final decision regarding the
- 17 permit application.
 - B. If the Department issues a permit or permit modification, pursuant to all requirements under 20.11.41 NMAC, 20.11.60 NMAC or 20.11.61 NMAC, the Department shall issue the permit or permit modification with the permit terms and conditions in the application based on the environmental justice assessment report, and, if applicable, the optimum control strategy.
 - SECTION 9-25-13. APPEAL. Appeals of permitting actions in Sections 9-25-1 et seq. shall be made under 20.11.81 NMAC, and shall be based on the permitting action and the administrative record for the same, which may include information as identified herein.]"
 - **SECTION 2. NONDISCRIMINATION.**
 - The City Environmental Health Department Air Quality Program shall not discriminate on the basis of race, color, national origin, disability, age, or sex in the administration its programs and activities, pursuant to federal civil rights laws including Title VI of the Civil Rights Act of 1964, 42 U.S.C. Sections 2000d to 2000d-7, and the United States Environmental Protection Agency's implementing regulations at 40 C.F.R. Parts 5 and Part 7. A person alleging a

permitting action under Sections 9-25-1 et seq. is either intentional discrimination or has discriminatory effects under federal civil rights laws may file a grievance with the City Nondiscrimination Coordinator. The City Nondiscrimination Coordinator shall promptly investigate the grievance using an established grievance procedure. The City Nondiscrimination Coordinator shall be appointed and the grievance procedure shall be established and carried out in accordance with 40 C.F.R. Part 7. Alternatively, a person that believes they have been discriminated against by a permitting action of the Program under Sections 9-25-1 et seq. may file a complaint directly with the United States Environmental Protection Agency. Grievances alleging a permitting action of the Program under Sections 9-25-1 et seq. is either intentional discrimination or has discriminatory effects under federal civil rights laws shall not be actionable claims under 20.11.81 NMAC and the Albuquerque-Bernalillo County Air Quality Control Board shall have no authority to hear, review or decide whether a permitting action is discriminatory, either intentionally or in effect.

SECTION 2. SEVERABILITY CLAUSE.

If any section, paragraph, sentence, clause, word or phrase of this Ordinance is for any reason held to be invalid or unenforceable by any court of competent jurisdiction, such decision shall not affect the validity of the remaining provisions of this Ordinance. The Council hereby declares that it would have passed this Ordinance and each section, paragraph, sentence, clause, word or phrase thereof irrespective of any provision being declared unconstitutional or otherwise invalid.

SECTION 3. COMPILATION.

Section 1 of this Ordinance shall amend, be incorporated in, and made part of the Revised Ordinances of Albuquerque, New Mexico, 1994.

SECTION 4. EFFECTIVE DATE.

This Ordinance shall take effect five days after publication by title and general summary.