

# CITY of ALBUQUERQUE

## TWENTY-FIRST COUNCIL

COUNCIL BILL NO. R-14-46 ENACTMENT NO. R-2014-022

SPONSORED BY: Trudy E. Jones and Isaac Benton

### 1 RESOLUTION

2 EVALUATING AND UPDATING THE COMPREHENSIVE PLAN VISION FOR  
3 GROWTH AND DEVELOPMENT IN THE CITY OF ALBUQUERQUE; REVISING  
4 LAND USE, TRANSPORTATION, AND DEVELOPMENT REGULATIONS TO  
5 IMPLEMENT THE COMPREHENSIVE PLAN VISION.

6 WHEREAS, the Albuquerque/Bernalillo County Comprehensive Plan  
7 (hereafter, "the Comprehensive Plan") has not been significantly updated  
8 since its original adoption in 1989 and its subsequent amendment in 2001 to  
9 create "Centers and Corridors" to focus development in appropriate areas  
10 connected by multi-modal transportation corridors; and

11 WHEREAS, an increased range of housing options are needed closer to  
12 employment centers, and employment centers are needed closer to existing  
13 housing west of the river; and

14 WHEREAS, preserving agricultural lands is increasingly important in order  
15 to protect rural character and cultural traditions, provide for regional food  
16 demands locally, and improve stormwater retention and groundwater  
17 infiltration; and

18 WHEREAS, the largest segments of the population – Millennials, and Baby  
19 Boomers – are increasingly seeking urban lifestyles in mixed-use areas that  
20 provide for entertainment and services without requiring driving or automobile  
21 ownership; and

22 WHEREAS, the demand for these types of developments are not  
23 sufficiently met in Albuquerque, where existing land-use regulations strongly  
24 encourage suburban single-family detached development over compact  
25 mixed-use; and

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1       **WHEREAS, in the last decade, local and regional transit agencies have**  
2       **introduced a new generation of public transportation systems, such as**  
3       **enhanced bus service and commuter rail; and**

4       **WHEREAS, these new transit services have created new opportunities for**  
5       **dense, mixed-use development along transit corridors, which cannot be fully**  
6       **realized under adopted planning policies; and**

7       **WHEREAS, increased traffic congestion, despite better transit options,**  
8       **warrant new analysis and coordination among city departments; and**

9       **WHEREAS, West Side growth and infrastructure improvements warrant**  
10      **additional planning and coordination with regional transportation and land-**  
11      **use development; and**

12      **WHEREAS, the unpredictable nature of federal government funding**  
13      **emphasizes the need to diversify the economy to increase private sector**  
14      **employment; and**

15      **WHEREAS, updating the Comprehensive Plan provides an opportunity to**  
16      **identify how to best leverage public sector investment as well as cultural and**  
17      **natural assets to improve economic development that benefits the region,**  
18      **local businesses, and residents; and**

19      **WHEREAS, a healthy economy can improve the quality of life for all**  
20      **residents by providing more resources for parks and open space; services for**  
21      **residents; schools; and infrastructure for placemaking -- raising property**  
22      **values and wages, and improving health and happiness; and**

23      **WHEREAS, there is growing interest and need for sustainability in road and**  
24      **utility systems, including reduced energy and water consumption; and**

25      **WHEREAS, significant planning will be needed to adjust water and land**  
26      **consumption patterns to support the additional 305,000 residents forecasted**  
27      **to locate in Bernalillo County by 2040; and**

28      **WHEREAS, the City's Capital Implementation Program is required by**  
29      **Section 2-12-1 ROA 1994 to implement the Albuquerque/Bernalillo County**  
30      **Comprehensive Plan and lower-ranking adopted plans and policies; and**

31      **WHEREAS, many Rank 2 and Rank 3 plans are out of date and may no**  
32      **longer be useful in effectively identifying and prioritizing projects for the**  
33      **Capital Improvement Program; and**

1       WHEREAS, an update of the Comprehensive Plan would be an opportunity  
2       to employ contemporary best practices for land use, transportation, and  
3       preservation planning techniques and strategies for regional, interagency  
4       transportation and land-use planning activities; and

5       WHEREAS, the existing hierarchy of overlapping Rank II and Rank III Plans,  
6       Zoning Code, Subdivision Ordinance, Planning Ordinance, and Development  
7       Process Manual (DPM) are intended to implement the growth and development  
8       vision set out in the Rank I Comprehensive Plan; and

9       WHEREAS, the Rank I, Rank II, and Rank III Plans, Zoning Code,  
10      Subdivision Ordinance, Planning Ordinance, and DPM were all created at  
11      various points in time and contain overlapping and sometimes conflicting  
12      policies and regulations that have not been evaluated in a comprehensive  
13      manner; and

14      WHEREAS, these uncoordinated policies and regulations often present  
15      unnecessary and counter-productive obstacles to both the development  
16      process and enforcement efforts; and

17      WHEREAS, these lower-ranking plans and existing regulations need to be  
18      analyzed and revised to ensure that they implement an updated Rank I  
19      Comprehensive Plan and provide a simpler, clearer, and more effective means  
20      of implementing the growth and development vision; and

21      WHEREAS, the City's development review process should be optimized to  
22      ensure that appropriate analysis and approval procedures for developments  
23      that implement the City's vision are provided in a timely and effective manner;  
24      and

25      WHEREAS, compiling all land use, transportation and development  
26      regulations into one Unified Development Ordinance (UDO) may simplify the  
27      regulatory framework and make it more effective, enforceable and easier to  
28      understand; and

29      WHEREAS, revised land use and development regulations need to balance  
30      the need for both predictability and flexibility; and

31      WHEREAS, an update to the Comprehensive Plan and the regulatory  
32      framework and processes that implement it, provides an opportunity to foster  
33      increased collaboration and coordination between the City of Albuquerque

1 and Bernalillo County by serving as a regional plan for healthy growth,  
2 efficient transportation, infrastructure needs, and land use policies and  
3 regulations to better reflect new market demands, diversify and bolster the  
4 economy, better serve key demographics, support alternatives to the  
5 automobile, and improve efforts to grow in ways that are sustainable, respect  
6 and preserve natural and cultural resources, and improve the quality of life for  
7 all citizens.

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

10 Section 1. The City, in coordination with Bernalillo County, the Mid-  
11 Region Council of Governments (MRCOG), and all relevant City and County  
12 Departments shall review and, where necessary, update the  
13 Albuquerque/Bernalillo County Comprehensive Plan to ensure it accurately  
14 reflects a community vision for long-term growth and development that  
15 emphasizes a healthy economy, strengthens and incentivizes placemaking,  
16 and protects and enhances the region's cultural and natural assets. Goals and  
17 policies shall be revised where applicable to reflect current development  
18 conditions, market trends, and best practices.

19 Section 2. During and following this update to the Comprehensive Plan,  
20 the City shall evaluate how effectively its master plan is implemented by the  
21 current Zoning Code, Development Process Manual, Planning and Subdivision  
22 Ordinances, and other adopted land use and transportation plans and  
23 regulations. The City shall update and integrate these regulations into a new  
24 Unified Development Ordinance that implements City and regional growth  
25 policies as reflected in the Comprehensive Plan while consolidating and  
26 simplifying regulations for use by staff, land owners, residents, developers  
27 and the general public.

28 Section 3. The following considerations shall guide the process to  
29 update the Comprehensive Plan and subsequent efforts to revise the land use,  
30 transportation and development regulations that implement it.

31 A. The planning effort shall include a rigorous public participation  
32 process to ensure meaningful input and maximize citizen and stakeholder  
33 engagement. This public participation process is intended to engender a

1 consensus vision for the region's growth and development and attendant  
2 policies, which will be implemented in the City via revised zoning and design  
3 standards and long-range facility plans.

4 B. The City shall revise its land use and transportation policies and  
5 regulations to support and encourage increased densities and mixed uses in  
6 the City's Centers and Corridors and place-based development throughout the  
7 Plan area with easy access to the full component of services and amenities to  
8 meet the daily needs of residents closer to their homes or employment.

9 C. The City shall plan for the long-term development of high-capacity,  
10 multimodal corridors through a process involving the affected communities,  
11 property owners, and neighborhoods, including increasing the connectivity of  
12 outlying areas to the existing network of high-capacity corridors.

13 D. The City shall enhance the usability of all street corridors for all  
14 types of travel, with special attention to facilities and amenities for public  
15 transit users, bicyclists, pedestrians and the mobility-impaired.

16 E. The City shall work cooperatively with Bernalillo County and MRCOG  
17 in planning the timing of public transit, road and utility construction to ensure  
18 orderly growth, maximize return on investment, and coordinate capacity  
19 increases and street extensions to areas of planned growth in the  
20 Comprehensive Plan.

21 F. The Comprehensive Plan shall incorporate city-wide, county-wide  
22 and regional planning for facility systems and long-range capital  
23 improvements programming. Policies and goals from Rank II Area Plans, Rank  
24 III Sector Development Plans and related initiatives, shall be revised,  
25 compiled, and/or amended to be consistent with an updated Comprehensive  
26 Plan.

27 G. The Comprehensive Plan update shall include recommendations to  
28 improve the Capital Implementation Program process to ensure that projects  
29 are coordinated across City departments and prioritized based on the extent  
30 to which they implement and realize the City's vision for growth and  
31 development.

32 Section 4. The City Council directs the City of Albuquerque Planning  
33 Department to work with all relevant City departments to update and revise,

1 compile, and/or otherwise amend other land use, development, housing, and  
2 transportation plans, as well as existing regulations and ordinances --  
3 including but not limited to the Zoning Code, Planning Ordinance, Subdivision  
4 Ordinance, and Development Process Manual -- as necessary to be consistent  
5 with an updated Comprehensive Plan, ensure its implementation, strengthen  
6 enforcement efforts, and incorporate best practices.

7 Section 5. The City shall engage consultants as necessary to complete  
8 this project.

9 Section 6. The City Council directs all relevant City departments to work  
10 with the City of Albuquerque Planning Department in conjunction with  
11 Bernalillo County and City Council Services to revise and update the  
12 Comprehensive Plan goals, objectives, and policies as necessary to better  
13 implement the City's and County's updated vision for growth and  
14 development, and to subsequently revise other City land use, transportation,  
15 and development regulations and ordinances.

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1 PASSED AND ADOPTED THIS 21<sup>st</sup> DAY OF April, 2014  
2 BY A VOTE OF: 8 FOR 0 AGAINST.

3  
4 Excused: Winter

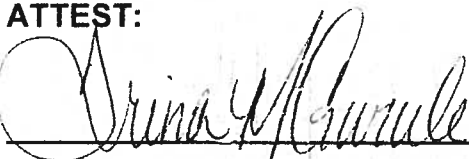
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8 Ken Sanchez, President  
9 City Council

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13 APPROVED THIS 2nd DAY OF May, 2014  
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17 Bill No. R-14-46

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22 Richard J. Berry, Mayor  
23 City of Albuquerque  
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26 ATTEST:

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29 Trina M. Gurule, Acting City Clerk  
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## IV. SUGGESTED SCOPE

The scope, timeline, and workplan will be highly contingent on the winning consultant team's recommendation. The following suggestions are provided as broad, general outlines of what are anticipated to be necessary steps. Any streamlining, innovations in public involvement methods, etc. will be welcomed.

### **Possible Phasing**

*Phase 1:* Series of kickoff meetings in Fall 2014, presenting evaluation of existing plans, ordinances, and other documents, proposing project scope and timeline for both the Comp Plan and UDO.

*Phase 2:* Identify potential solutions and approaches, round 2 public involvement (Spring 2015)

*Phase 3:* Develop draft documents, round 3 of public involvement (may be separate for Comp Plan / UDO)

### **Funding**

The City has appropriated \$600,000 for this project, with additional funding anticipated in based on a final amount to be determined in the coming months as part of the fiscal year 2015 budget process.

The County will contribute \$50,000 in fiscal year 2015, with another \$30,000 anticipated in fiscal year 2016 for Comprehensive Plan updates.

Work plans should include justification for funding exceeding these amounts if needed to perform the work described in this RFP. Any additional funds needed would be requested for future budget cycles. Separate contracts may be required.

## **A. City of Albuquerque Responsibilities**

- City Council Services will provide contract and financial management for the project.
- The City Planning Department will manage the project content and process.
- City staff will take the lead on coordinating across Departments and outside agencies.
- City staff will be responsible for implementing the public involvement process, including logistics, staffing meetings, presenting and facilitating as appropriate, and collating input.
- City staff will be involved in finalizing procedures and implementation steps, particularly the interface with existing procedures and regulations across Departments.
- City GIS staff will take the lead on all required mapping.
- City staff will lead the review and approval process for both the Comp Plan update and UDO adoption.
- City staff will support the consultant in data gathering, research, and analysis.



- City staff will have ultimate responsibility for finalizing policies and regulations based on consultant recommendations and for the final editing and production of draft documents provided by the consultant.

## **B. Bernalillo County Responsibilities**

Bernalillo County Planning Staff will have responsibility for identifying and collaborating on needed updates to the Comprehensive Plan, public involvement efforts in unincorporated areas, and reviewing and finalizing draft language and graphics.

For any Comprehensive Plan elements pertaining to unincorporated areas that require funds in excess of what the County can contribute, the County shall be responsible for providing funding to cover incurred costs for consultant work on drafts and for any related public involvement efforts.

## **C. Public Involvement Process**

The consultant team is expected to take the lead in designing a public involvement strategy for the project, including both the Comp Plan updates and UDO, providing content for meetings, and presenting as appropriate.

Because this effort is expected to be a multi-year, multi-issue project, advisory groups are not expected to be the most effective method for involvement. Rather, place-based workshops, issue-based focus groups, web-based sessions, and other innovative input strategies targeted toward youth and other underrepresented groups, etc. are recommended.

A series of kickoff meetings would likely be required in October/November to give an overview of the process, introduce the planning team, and gather initial input on the project's focus, direction, timeline, and approach.

Public involvement strategies thereafter would need to be designed based on the issues/approaches requiring input and place-based visioning and/or tailoring of policies and regulations.

Strategies must be designed to engage stakeholders appropriately and efficiently, such as neighborhood workshops; issue-based focus groups; targeted presentations to existing associations, organizations, and public bodies; walking tours; and online surveys and web-based interactions.

## **D. Consultant Responsibilities**

The consultant team shall provide project management, technical expertise, graphics, data collection and analysis, best practices research, policy development and testing, and writing/editing/illustrating Plan and UDO elements. Under City Planning's oversight, the

consultant team's work efforts must be coordinated seamlessly so that local knowledge and experience complements the consultant team's expertise and vice versa.

The consultant team will be responsible for providing policies and updates to the Comprehensive Plan as needed to provide proper guidance for strategic directions of UDO regulations and processes in collaboration with City and County staff.

The consultant team will be responsible for drafting all necessary elements of the UDO in collaboration with City staff, including but not limited to updating and/or replacing existing regulations and procedures and creating new elements as deemed appropriate.

## **E. Project Deliverables**

The consultant team shall deliver drafts of all elements for which the team has primary responsibility, including but not limited to updates, replacements, and additions of the following documents:

- Comprehensive Plan
- City Zoning Code
- Subdivision Ordinance
- Development Process Manual
- Planning Ordinance

Deliverables shall be submitted in their original, editable digital formats in their native software programs (e.g. packaged InDesign folders with links and fonts as well as original graphics as Photoshop, Illustrator, etc.).

InDesign shall be used for the printed version of both the Comprehensive Plan and UDO.

The consultant team may be asked to deliver interim documents related to these elements, such as background studies, technical memoranda, and draft policy recommendations.

Specific deliverables will be worked out with the consultant team following awarding of the bid and prior to finalizing the contract.

## **F. Project Timeline**

The City anticipates a 3-4 year process that would start in October 2014. This timeframe would include public review of the final draft(s) and may include the start of the adoption process for updates to the Comprehensive Plan. The public hearing process to adopt the UDO would commence at the end of this process. The workplan and timeline submitted by the winning consultant team will largely determine the timing and order of deliverables.