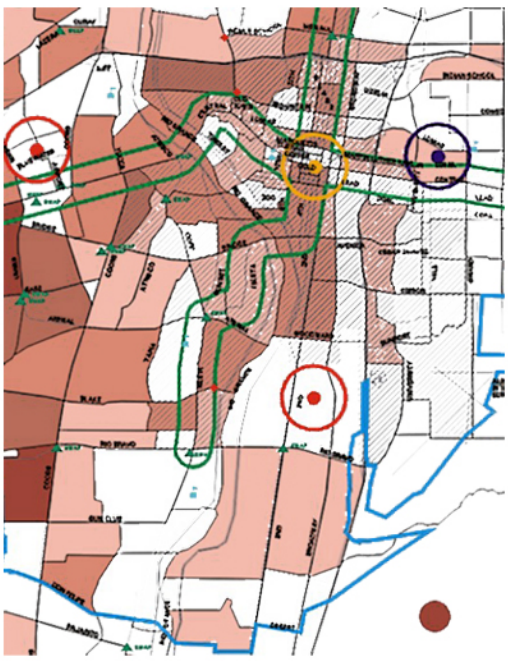
PLANNED GROWTH STRATEGY



PART 2

PREFERRED ALTERNATIVE

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Section 1

Preferred Alternative

1.0 Introduction and Rationale

The Planned Growth Strategy, Part 2 – Preferred Alternative speaks to a future image of Albuquerque and how this future may be achieved. This future Albuquerque is predicated on many factors: (1) planning policies which already have been adopted by the City of Albuquerque and the County of Bernalillo; (2) the preferences of local residents as indicated by on-going surveying efforts and Town Halls conducted as part of the Planned Growth Strategy; (3) residents' and professional observers' assessments of the outcomes of past planning; and (4) the findings of the Planned Growth Strategy study contained in the Part 1 – Findings Report, related to infrastructure condition and efficiency in service delivery. This part of the report also discusses the process of developing the Preferred Alternative for Albuquerque's future and describes this future image. Lastly, the critically important topic of implementation is covered. Recommendations are presented concerning legal, procedural, organizational, and financial mechanisms (and changes in current practice) needed in order to realize the Preferred Alternative.

An outstanding team of consultants performed critical technical work and made recommendations that are contained in the Planned Growth Strategy, including: CH2M-Hill; Camp, Dresser & McKee; Wilson & Co., Inc.; Parsons Brinckerhoff for engineering related studies; Freilich, Leitner & Carlisle and Lora Lucero for legal analyses and recommendations; Sites Southwest, Inc. for demographics; Growth Management Analysts for recommendations related to growth planning and development charges; Michael McKee, Ph.D. for econometric modeling; and Friedman Resources for growth management practices in other communities. Parsons Brinckerhoff provided over-all management of the project through its first phase. While the consultants provided critical insights and information, the Preferred Alternative was the creation of the County of Bernalillo/ City of Albuquerque staff technical team, whose members are identified elsewhere. This division of labor evolved in the course of the study and is believed to reflect a good balance of national expertise and local knowledge. An Advisory Committee, made up of members of neighborhood associations, development groups, business organizations, and planning advocacy groups, reviewed many of the findings and made important contributions to the product. An ad-hoc group representing development and business organizations also assisted in the technical approach to establishing growth-related costs.

1.1 Planned Growth Goals for Albuquerque

The Planned Growth Strategy goals for Albuquerque are achievable, long-term, future conditions that are supported by the recommendations of the study. These goals can be simply stated here and are based on widespread community desires and already adopted public policy. Statements of support for these goals are covered in Section 1.2 below.

The Planned Growth Strategy intends to achieve the following:

- The existing Albuquerque community and its built environment—including the young and old, working people, homes, stores, offices and factories, parks, schools, streets, water and sewer systems, its landscape and neighborhoods, and the economic needs of its residents—are the top priorities in terms of policies, development regulations, and allocations of public funds.
- Albuquerqueans, whether in the already developed areas or in new development at the fringe, should be able to live

in stable, supportive, and aesthetically satisfying communities. These planned neighborhoods should be diverse in terms of income, cultural background, and age; have close proximity to activity centers that contain businesses that serve basic needs and also contain civic facilities such as schools, preschools, and parks; be pedestrian, bicycle, and transit friendly; be located close to employment opportunities; include a mix of housing types and densities; and incorporate a satisfying built environment brought about through visually pleasing structures, landscaping, and physical identity.

- Residents should have the satisfaction of knowing that urban growth, the metropolitan form, and public systems support values of resource efficiency and environmental protection.
- The diverse communities of Albuquerque should experience on-going improvement socially and in the built environment, and urban growth should have positive impacts on residents' lives and their neighborhoods. Individuals' investments in their homes and businesses should be protected.
- Sufficient public resources should be made available on an annual basis to maintain and rehabilitate infrastructure and correct deficiencies in infrastructure over time.
- New development should be adequately served with basic services, including streets, water, sewer, storm drainage, parks, and schools.
- The highly valued environment of Albuquerque should be protected and enhanced through preservation of vistas, maintenance of open space, natural resource conservation, retention of biological diversity, and urban growth that is harmonious with the natural environment.
- In order to conserve the public's wealth, there should be efficient management of the water and sewer utilities, governmental services such as Fire, Police, Libraries, Schools, etc., and the provision of capital facilities such as streets, storm drainage, parks, community centers, and schools. Furthermore, the public's wealth should be conserved through the preservation of existing neighborhoods and businesses.

1.2 Rationale

In the past two years, questions sometimes have been raised, such as "Why is an urban growth strategy needed for the Albuquerque area?" and "Why does Albuquerque need to go further than the growth framework included in the Albuquerque/Bernalillo County Comprehensive Plan, by providing a land-use plan and making changes related to implementation?"

1.2.1 Urban Growth Strategy

The most direct response is that the people of Albuquerque understand that plans are vehicles for identifying and realizing their aspirations for Albuquerque in terms such as the relationship with the environment; the adequacy of facilities like parks, schools, and roadways; the visual appearance of the community; the relationships of neighbors; and the condition of neighborhoods. But, there is evidence that Albuquerque's residents are experiencing a widening gap between their aspirations and the Albuquerque being developed. In the 1999 Citizen Satisfaction Survey, only 26% of Albuquerque City residents agreed with the summary statement: "Albuquerque is well planned."[1]

1.2.2 Urban Development Paradigm Shift

There is the need for an urban development paradigm shift. A paradigm

is an over-all habit or pattern of behavior. Albuquerque's existing paradigm for urban development is that government will be responsive to incremental private development initiatives with limited controls to avoid negative consequences. The current approach is carried out or fostered through the infrastructure development process; the Comprehensive Plan; the metropolitan water and wastewater utility's "line extension policy" contained in Bill No. R-390 (Enactment No. 20-1984) and subsequent development agreements; the provision of urban infrastructure by a variety of public and private agencies besides the City, including the County of Bernalillo, the Albuquerque Metropolitan Flood Control Authority (AMAFCA), New Mexico Utilities, Inc., Middle Rio Grande Council of Governments (MRGCOG), and the State of New Mexico; and more routinely through various mechanisms of approval within the development review process.

The development process for urban infrastructure (streets, water, sewer, and storm drainage) entails the forecasts of population and employment within 21 metropolitan subareas, called Planning Information Areas. These subarea forecasts are based primarily on residential and non-residential construction activity in the previous nine years. These forecasts are considered to be similar to the Trend Scenario in the Planned Growth Strategy, Part 1. The Planning Information Areas allocations of employment and population growth are converted into totals for Data Analysis Zones and Subzones by MRGCOG and are used by their staff and the staffs of the metropolitan water and wastewater utility and the City and County Public Works Departments to identify infrastructure projects in the Capital Improvements Program and the Transportation Improvement Plan. Given that urban infrastructure is a requirement for development, the planning and delivery of services become a circular or self-fulfilling process.

The Albuquerque/Bernalillo County Comprehensive Plan is a policy document that contains only a broad-brush land-use element. Bernalillo County is divided into different land categories, importantly—Central Urban, Established Urban, and Developing Urban. Land in these categories is considered suitable for urban development defined in terms of overall gross density, in contrast to land categorized Semi-Urban, and in the normal course as Rural and Reserve. There is a large amount of vacant land in the first three categories, more than a 20 year supply, but there is no land-use element that indicates specific timing and phasing of future development in different areas.[2] The Comprehensive Plan contains a number of policies related to Land Use, Environmental Protection, and Community Resource Management. The Service Provision section calls for public services and facilities to be developed in concert with land-use policies. However, no scoring system for development is included, and whether a proposed project meets the Comprehensive Plan requirements, in the final analysis, is a subjective judgment in the sense that no unambiguous standards exist for making this determination. Since virtually all projects can be said to satisfy at least some policy requirements, the Comprehensive Plan does not provide clear guidance to decision-makers. A more effective plan would clarify choices and provide greater guidance in the review process with regard to which development proposals and locations are consistent, and which are inconsistent, with public policy.

The water and wastewater utility's line extension policy follows the existing paradigm of being responsive to development. This policy does not explicitly incorporate Comprehensive Plan policies regarding identified development areas and their density expectation, or those policies regarding service provision priorities. The water and wastewater utility's line extension policy contained in Bill No. R-390 (Enactment No. 20-1984) provides a mechanism for the private financing of

expansions of these systems. The urban water system is enlarged by geographic units called "pressure zones," and the sewer system by sewer "sub-basins." In theory, expansions of these utilities should be included in the Capital Improvements Program in a manner consistent with a Water System Master Plan and a Sewer System Master Plan. In practice, the utility has insufficient funds for master plan improvements, such as water wells, reservoirs, pump stations, transmission and distribution lines, and sewer interceptors. The line extension policy provides that Master Plan lines "requested in advance of funding in the Capital Improvements Program" and developments which "would require the construction of major facilities for water system production, storage, and distribution, or for pumping and collection facilities for sewage treatment" needed "in advance of funding . . . in the Capital Improvements Program" can be financed by a developer ("Petitioner") essentially advancing the cost of the improvements. The policy also provides that the "Petitioner will be reimbursed" by the utility in excess of the cost for which the developer is responsible. Various agreements allow the developer to be reimbursed through the Utility Expansion Charges, i.e., development impact fees, collected by the utility upon customer hook-up to the systems. Utility Expansion Charges are used to reimburse the developer up to 80% of the expansion costs, and the remaining 20% is repaid from utility revenues.

There are several consequences of this approach that bear comment. First, the policy allows the private developer to make the determination as to where the utility should be expanded and, hence, where Albuquerque should grow. The developer takes on the role of utility management in terms of system expansion. He or she finances the system expansion and largely is reimbursed with system revenues. Second, the Utility Expansion Charge is based upon cost of expanding water and sewer system through the entire range of major facilities like wells, treatment plants, and master plan transmission lines. However, the developer is reimbursed 100% of the Utility Expansion Charges collected regardless of whether the privately financed system improvements included all of these facilities. In other words, a developer may only finance master plan water lines and sewer collection interceptors, but the entire Impact Fee collected is reimbursed to the developer up to 100% of cost. In addition, the Utility Expansion Charges represent only a portion of the cost of the utility system expansion. This system prioritizes reimbursing the developer for utility expansion cost that he or she financed; thereby reducing the risk associated with the success of the project.

The utility does not receive less funds than if it had financed the infrastructure expansion and received Utility Expansion Charges revenue in return, however, other financial and operational consequences can occur which may not be desirable. The developer's decision to finance master plan infrastructure is based on his or her analysis of the project's financial success given market conditions. The fact that part of the utility's cost of infrastructure is borne by all rate payers and that there is a general requirement that the utility operate in an efficient manner, implies that the financial impact of service extensions should be considered.[3] The utility should ask whether the urban growth served by expansion of the system can be addressed using existing infrastructure. If the answer is "yes" and growth is directed to a location which absorbs this capacity, then the Utility Expansion Charges revenues collected would not be used to repay the developer for system expansion but would reimburse the rate payers for prior system expansion costs by holding

rates down. Additionally, excessive amounts of land being served with utilities beyond that needed in terms of expected urban growth means that operation, maintenance, and rehabilitation costs, all borne by the rate payers, are higher than necessary. In addition, local governments should be concerned about the impact of infrastructure expansion on other public services, such as police and fire protection, libraries, and so on.

Consider a situation where a new development is being proposed some miles from the developed edge of the community,which development will build-out incrementally over time. The population standard for a fire station is about 20,000 residents.[4] The Fire Department's service delivery standards are 4-6 minute fire response time, 6 minute Basic Life Support emergency medical response time, and 8 minute Advanced Life Support response time.[5] The residents of this new community, however, will expect to receive the same standard of fire service as other parts of the community. Meeting these service delivery standards may be quite difficult for the fire department, and for other departments for similar reasons, leading to requests to build a new fire station, police substation, new school, new park, and so on.

The City water and sewer utility currently has no procedure to estimate the cost-effectiveness of service expansions. City government uses the FISCALS model to determine the cost-revenue balance of new development.[6] However, FISCALS is based on per capita (average) costs for services, rather than estimates of "blocks" of system capacity that characterize service delivery, especially expansion in new growth areas. The model does not take into consideration built but unused infrastructure capacity that might support new development at low additional cost. FISCALS also bases the cost side of the cost-revenue equation on past levels of City expenditures for infrastructure. This approach makes the leap of equating past spending levels with the need for infrastructure spending. This approach is inconsistent with the findings of this study that infrastructure needs are not being adequately funded. The approach actually contributes to the large backlog of infrastructure projects by perpetuating the past practice of underfunding. The model does not distinguish situations in which development causes net new growth from development that supports expected growth. The model does not account for situations where existing residents are moving from established areas to new developments resulting in no increase in revenue but new demands for services. More fundamentally, the basic question being asked needs to be changed. Prudent financial management suggests that rather than asking whether a new development will generate revenues over time to cover public costs, the question should become: What is the most efficient way urban growth can be supported?

Such system efficiency considerations tend to withdraw to the political background under the current paradigm where developers finance the cost of utility expansions. Because in situations where the expansion of the system initially is privately financed, it may appear to many policy-makers and the public as if it were "free."

Urban development at the fringe largely is developer driven. This paradigm involves individual developers securing the necessary infrastructure to support their projects. This results in separate reactions about the future development of metropolitan area within the various parts of City and County government and in other public and private agencies. As a result, the total picture of where growth will take place in the future is not generally well understood. As noted, the

developer may obtain the necessary infrastructure from different sources besides the City, including the Albuquerque Metropolitan Flood Control Authority (storm drainage), New Mexico Utilities (water and sewer), Bernalillo County (streets and storm drainage), and the State of New Mexico (streets).

Figure 1 (pg.9) contains the capital projects planned as of 1997 for the following 10 years by the City and for fewer years by other agencies. These are projects that have been identified by the agencies as supporting new growth. Figure 1 indicates that growth is being supported in all parts of the urban fringe where the private sector has substantial land holdings. It also shows how these individual decisions are mutually reinforcing. Infrastructure development by one agency is the rationale for development of complementary improvements by another.

Growth in the northwest portion of the urban area, from Montano north to the Bernalillo County line is being supported by a number of infrastructure projects to be constructed by the City, AMAFCA, and New Mexico Utilities. This new growth is expected to require expansion of Coors Blvd. and Montano river crossing/4th Street improvements. Growth in the southwest portion of the urban area, along west I–40, generally as far south as Arenal, also would be served by a number of new infrastructure projects to be constructed by AMAFCA, the County of Bernalillo, and the City. Long-range infrastructure plans also supported new development in the northern portion of the urban area. AMAFCA and the City are providing street and storm drainage improvements along Paseo del Norte and in the North Albuquerque Acres area. Vacant property also would be served by planned projects in the southeast portion of the area. These include Gibson and S. Eubank transportation improvements and storm drainage projects being managed by the City.

Figure 1 indicates the importance of other infrastructure service providers besides the City in the growth of the metropolitan area. This figure shows the location of well drilling permits in the northwest corner proposed by New Mexico Utilities to the State Engineer. The City, with 130,000 customers, has consumptive water rights of about 70,000 acre feet of water per year. New Mexico Utilities, Inc. submitted an application with the State Engineer to draw an additional 50,500 acre feet of groundwater. New Mexico Utilities, in 1995, had a customer base of about 3,700 accounts. One can conclude that, should this well drilling permit application be approved, New Mexico Utilities, Inc. would be able to support a substantial part of Albuquerque's growth with water (and sewer) service for a number of years.

The existence of a number of sources of urban infrastructure puts government in a defensive and reactive position. In addition, the ability of any one government to plan for growth and to assure infrastructure efficiencies consequently is reduced.

The existing urban development paradigm of being responsive to development implies a reactive and piecemeal approach, rather than a proactive, systemwide approach. This paradigm makes less pressing the perceived need to develop systemwide approaches, such as determining the range of direct and indirect financial requirements related to growth, and capacity deficiencies and rehabilitation needs related to public facilities and infrastructure. Consequently, these planning efforts in Albuquerque have not been embraced by capital planners.

There are several consequences of the current paradigm, including: over-crowded schools and streets in growing fringe areas; park development which follows growth by nearly 10 years; a more than $700 million dollar backlog of infrastructure deficiency

Growth Related Planned Infrastructure (1997)

Legend

- Undeveloped Land
- Redevelopable Land

Capital Projects

- City Water Facilities
- City Water (Reservoir/Pump Station/Well)
- City Wastewater
- County Water & Wastewater
- City Hydrology
- City Streets
- County Streets
- NM State Highway
- AMAFCA
- New Mexico Utilities Proposed Well Sites

Figure 1

Planned Growth Strategy

Scale: 1 inch = 2 miles
Map Printed January 2001

projects; deficiencies in the street system which exceed the cost of supporting new urban development for the next 25 years; an approximately $1.9 billion dollar need for infrastructure rehabilitation over 25 years; inefficient expansions of utility systems sometimes well in advance of the needs based on projected growth.

Perhaps more important, this reactive approach implicitly lodges its trust in private development to meet public goals. When the market is not supportive of public goals, there is little recourse or governmental initiative. A proactive approach to planning and urban development, while relying on the private sector in most instances, would identify when governmental intervention was needed to achieve public goals and take action in cooperation with the private sector to achieve these outcomes.

1.2.3 Inconsistency between Policies and Development

One cause of the inconsistency between Comprehensive Plan policies and the outcomes of development is that the policies were not translated into changes in the structure of law, regulations, procedures, and financial charges. The more detailed operations of government, in the context of a somewhat ambiguous set of policy statements, finally determine what is built, where it is built, and cost sharing between the developer, property owners, and the general public. While it was intended that modifications be made to regulations, charges, etc., these actions were not taken. One of the components of the Planned Growth Strategy is to move beyond the identification of the Preferred Alternative to recommendations related to the successful implementation of this vision.

1.2.4 Implementation

Accepted professional practice in urban planning since the 1920s has been to link comprehensive plans to implementation practices, such as zoning, with accompanying land-use maps. Early planning practice, in Washington, D.C. (1902), Cleveland (1903), San Francisco (1906), and Chicago (1909) focused on comprehensive approaches to urban growth addressing public buildings, streets, parks, and, in some cases, private land use. However, later attention was shifted to zoning regulations for the development of specific parcels of land. In the 1912 case of *Eubank v. City of Richmond,* the Supreme Court affirmed a municipality's ability to establish lot setback requirements. In 1913, the City of New York adopted a zone code affecting land use, building heights, and setbacks. By 1926, more than 400 municipalities had adopted such zoning ordinances. These ordinances were called into question by a U.S. District Court finding that the Village of Euclid's zone code was unconstitutional. Alfred Bettman, one of the leaders in the planning profession, presented a defense of the Village when the case was heard by the U.S. Supreme Court. The Court agreed with Bettman and upheld this type of zone code in a 1926 landmark 4-3 decision, *Village of Euclid v. Ambler Realty Co.*[7]

However, the negative consequence of these events was that zone codes were adopted "unrelated to a general plan for the fulfillment of community aspiration" as expressed in the earlier comprehensive plans.[8] Bettman believed that the zoning code, subdivision ordinance, and expenditure of public funds should be tools to implement, and thus subservient to, a long-term comprehensive plan. This plan would contain the official expression of long-term (25 to 50 years) goals and policies with regard to urban form and structure.[9] This approach was incorporated into the Standard City Planning Enabling Act that was published by the U.S. Department of Commerce in 1928.

Unfortunately, Albuquerque adopted its zoning code in 1959 without the guidance of a comprehensive plan, the first of which was adopted as several elements of the City Master Plan, between 1964 and 1972.

A new Albuquerque/Bernalillo County Comprehensive Plan was approved in 1975. Since parcel zoning already was in place even in 1964, city government did not engage in a thorough review of zoning in order to make these land-use requirements consistent with long-term goals and policies as contained in the City Master Plan or in the Albuquerque/ Bernalillo County Comprehensive Plan. Consequently, the tenants of professional planning practice leads us to develop a Planned Growth Strategy as an element of the Comprehensive Plan and then to make consistent modifications, as needed, to the zoning code, subdivision ordinance, Capital Improvements Program, and so on in order to achieve its implementation.

1.2.5 Conclusion

The frustration with the current situation led to strong endorsement for change among Shared Vision Town Hall participants. Participants supported an active role for local government in managing future growth. In the Planned Communities Forum report, it states: "People at the forum wanted a different, more intentional approach to growth that is not reactive or piecemeal but instead follows carefully considered principles that are developed with a high degree of community involvement. The community needs to be more proactive, with development part of a bigger plan."[10]

1.3 Part 2 of the Planned Growth Strategy

Planned Growth Strategy, Part 2 addresses the Preferred Alternative, implementation, and recommendations. It contains the following elements:

1. Section 1 first summarizes the of public preferences and adopted policies related to the Planned Growth Strategy as indicated by two Town Halls conducted by the Shared Vision organization; the 1997 and 1999 Albuquerque Citizen Satisfaction Survey which addressed issues of urban growth, redevelopment, and economic development; the Albuquerque/ Bernalillo County Comprehensive Plan; and adopted legislation including Bill No. F/S R-70 (R-91-1998 [section 3-8-6 Albuquerque Code of Resolutions] hereafter referred to as R-70) that established a growth policy framework, Bill No. R-55 (Enactment No. 55-2000) related to centers and corridors policy, and Bill No. R-17 (Enactment 25-2000) that created a process to develop infill implementation strategies and mechanisms. The two Town Halls that were conducted for the Planned Growth Strategy project resulted in the following reports: Creating a Sustainable Future through Quality Growth and Report on Planned Communities Forum. These policies and preferences are compared to actual conditions in the Albuquerque area.
2. Section 1 then presents the Preferred Alternative for the form and timing of growth of the metropolitan area. This is addressed through text, graphics, maps, and tables describing the process of developing the Preferred Alternative; policies and planning principles reflected in the Preferred Alternative; and final population, housing and employment allocations for two periods: 2000 to 2010 and 2010 to 2025. A data set of population and employment growth by Data Analysis SubZones (DASZs) is created. This section also will include a depiction of *visual elements* of the Preferred Alternative within the Planned Growth Strategy subareas.
3. Section 2 presents the recommended changes needed in laws, regulations, policies, and financial charges to implement the Preferred Alternative.

An analysis of existing laws, procedures, policies, and charges in relation to achieving the Preferred Alternative is included. The work product includes outlines of legislative and procedural changes needed.

4. Section 3 presents the major strengths and weaknesses of urban growth management techniques. This analysis is based on the implementation of growth management in 20 other communities.

5. Section 4 addresses recommendations for infrastructure spending levels and revenue sources in relation to capital needs. It contains normative annual spending levels to support growth, rehabilitation, and deficiency needs for water, sewer, streets, storm drainage, and transit. The normative levels are compared to actual average spending and any shortfall is identified. Recommendations are made related to sources of any additional funding. Recommendations related to use of Impact Fees and other financial and regulatory approaches to implement the Preferred Alternative are provided.

6. Appendix A contains the two Planned Growth Strategy Town Hall reports: Creating a Sustainable Future through Quality Growth, Strategy and Action Plan and Report on Planned Communities Forum.

1.3.1 Justification of the Preferred Alternative

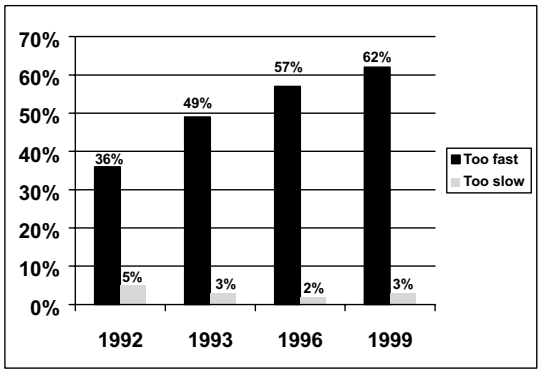
There are a number of bases in fact and public sentiment that support the establishment of a Planned Growth Strategy for the future of the Albuquerque metropolitan area and also provide guidance for the decisions made in developing the Preferred Alternative for directing growth. These factors include public sentiment as obtained in scientific surveys of the entire City population and from Shared Vision Town Halls conducted as part of this project; adopted planning policies approved by the Bernalillo County Commission and the Albuquerque City Council; information obtained in the Planned Growth Strategy, Part 1 – Findings Report including estimates of the infrastructure costs for supporting three alternative scenarios for Albuquerque's growth; the financial requirements for correcting existing infrastructure deficiencies and addressing rehabilitation needs; the physical characteristics of the community, such as geological and platting constraints on development, environmentally sensitive areas, locations of landfills and leaking underground storage tanks, the extent and capacity of already developed urban infrastructure service; trends as indicated by recent residential and non-residential development; and so on.

1.3.2 Beginning Perspectives: Albuquerque Residents' Evaluation of Past Growth

Albuquerqueans' perception of metropolitan growth provides a reference point for the Planned Growth Strategy. Two Town Halls were conducted to obtain public input into the Planned Growth Strategy. The entire reports from these sessions are included in Appendix A. The first Town Hall, held on October 16 and 17, 1998, provided a strong endorsement for change in existing urban growth regulation practices. The report stated: "Participants in the Town Hall strongly and without exception believed that the Albuquerque metropolitan area should not continue to grow as it has been growing. By *managing* growth differently, we can create opportunities for beneficial change" [italics added].[11]

In 1999, a cross-section of Albuquerque residents was asked about their perception of Albuquerque's growth rate: Was the City was growing "too fast," "too slow," or "just about right." The large majority of residents, 62%, believed that the rate of growth was too fast, nearly twice as many as those who believed the rate of growth was "just about right" (32%) (Chart 1). Only 3% thought that Albuquerque growth was too slow.[12]

Chart 1 Perception of Albuquerque's Growth Rate, 1992–1999



As indicated above, residents' perceptions about Albuquerque's growth have changed in a dramatic way since this question began to be asked in the 1992 Citizen Satisfaction Survey. At that time, only 36% of Albuquerqueans were concerned with the rapid pace of growth. The percentage of residents who are concerned about growth has nearly doubled in eight years.

These views do not mean that Albuquerque should stop growing or significantly reduce growth. Rather, the views suggest that Albuquerque residents are concerned with the manner of growth and the impact of growth on the community. Broadly speaking, urban growth management can take two approaches: (1) accepting the projected rate of growth and supporting that growth in terms of infrastructure, other capital facilities, and governmental services and regulating that growth in ways that meet community goals and aspirations; or (2) consciously attempting to reduce the rate of growth. The Planned Growth Strategy takes the first approach.

1.3.3 Evaluation of Planning in Albuquerque

Albuquerque residents have expressed their opinions about how well Albuquerque is planned. In the 1999 Citizen Satisfaction Survey, residents placed "planning" at the bottom of services that City government provides. Only 26% of City residents believed that "Albuquerque is well planned." Residents were more likely to express satisfaction with traffic volume, or noise, or ease of driving around the City compared to City government's planning performance.[13] This finding reinforces the point that Albuquerqueans are not literally in favor of significantly reducing growth but rather that they favor managing differently the growth that is occurring.

What residents mean by good planning, their preferences for growth, and factual information related to these sentiments help explain people's overall evaluation of local planning. These factors also have provided direction for the Preferred Alternative in the Planned Growth Strategy.

1.3.4 Preferences for Albuquerque's Growth and Development

Citizen survey findings and the preferences of participants at the Planned Growth Strategy Town Halls conducted by Shared Vision provide direction for the community's future. As it turns out, virtually all of these preferences are reflected in adopted government policies. The following section addresses these topics and provides measures of related conditions in Albuquerque. Table 1 (pg.13) summarizes the main points and the sources of support for them.

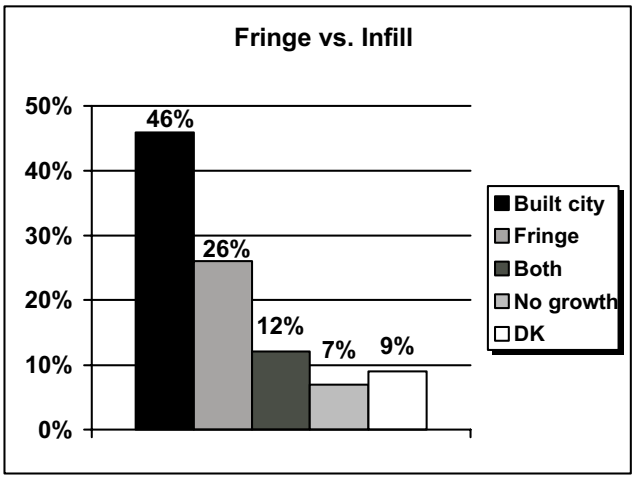
Preferred growth of residential areas. Residents were asked in the 1999 citizen survey whether Albuquerque's residential areas should "grow through developing vacant land in the built up parts of the City" or "grow on vacant land that is now on the outer boundaries of the City" (Chart 2). Albuquerqueans were more likely to prefer residential development within the built up part of the City (46%) rather than on vacant land at the fringe (26%). Only 7% preferred no growth. This finding indicates that few residents support stopping urban growth.

Preferred economic development. In the 1997 Citizen Satisfaction Survey, residents were asked to evaluate proposed approaches

Table 1 Bases in Policy and Public Opinion: Preferences for Albuquerque's Growth and Development

Preference	PGS Town Halls	Comprehensive Plan	R-70 "Interim Growth Policy"	City R-55 "Centers & Corridors"	City R-17 Infill Development Task Force	Citizen Satisfaction Surveys
Prioritize the needs of the existing community	X	X		X		X
Foster community	X	X				
Address infrastructure rehabilitation and maintenance needs	X	X	X			
Support infill development and redevelopment	X	X	X	X	X	X
Prioritize centers and corridors and downtown redevelopment	X	X	X	X	X	
Establish a proactive role for government in urban growth management	X		X			
Create jobs-housing balanced development	X	X				

Chart 2 Preferred Growth of Residential Areas



to economic development. The highest ranked approaches were: "Training Albuquerque's workforce for higher paying jobs," "Helping community-based organizations in lower income neighborhoods," and "Identifying and supporting the industries in Albuquerque that create the most jobs."[14] This represents the same type of preference for the existing community as expressed above. This is reflected in the Shared Vision Planned Communities Forum at which participants identified high quality, well-paying jobs based on an economic development plan as an important objective.[15]

The Albuquerque/Bernalillo County Comprehensive Plan contains several economic development related policies. These include the following: "New employment opportunities which will accommodate a wide range of occupational skills and salary levels shall be encouraged" (Policy D.6.a); "Development of local business enterprises as well as the recruitment of outside firms shall be emphasized" (Policy D.6.b); and "Opportunities for improvement in occupational skills and advancement shall be encouraged" (Policy D.6.c). Albuquerque residents, as reflected in survey findings, appear to emphasize support for local businesses and creation of well-paying jobs.

Prioritizing the Needs of the Existing Community

Participants at the two Shared Vision Town Halls reinforced this prioritization in the way they addressed development in infill areas, at the fringe, or in legally defined Planned Communities in the Comprehensive Plan Reserve and Rural Areas. While in principal most were not opposed to development in all locations, participants wanted to "Put the existing community first in terms of vitality, development and infrastructure needs."[16] With regard to the provision of infrastructure, participants indicated that "Service to and maintenance of existing areas must assume a priority. Extending service to new areas should not be done at the expense of service to and maintenance of existing areas."[17] They stated "development of planned communities [in Comprehensive Plan Reserve and Rural Areas] should not be allowed to drain vitality from the existing urban area or draw resources away from the infrastructure needs of the existing community, i.e., addressing rehabilitation and deficiencies."[18] This position was reinforced by the comments of Douglas Porter, the director of the Growth Management Institute, at the August 1999 Town Hall.[19] The Albuquerque/Bernalillo County Comprehensive Plan directs that "Development's negative effects upon . . . neighborhoods shall be minimized" (Policy D.8.c).

Fostering Community

Emphasis on creating communities. As a result of the City of Albuquerque/County of Bernalillo adoption of Planned Communities Criteria: Policy Element,[20] the initial Town Hall discussion of Planned Communities focused on new development located in the Comprehensive Plan Reserve and Rural Areas. In the first Town Hall, however, participants began to view such communities as containing many desirable characteristics not specifically linked to geographic location. The Creating a Sustainable Future Town Hall report states: "Whether in new or older neighborhoods, people want to see not just development, but creation of communities."[21] But what is meant by "community"? This term is discussed below in "On fostering communities."

The distinction was fully developed in the second Town Hall. The report indicates: "Participants used the term *planned community* to apply both to new communities in undeveloped areas and to the planning of existing communities to make them more livable."[22] The second Town Hall separated planned communities from geographic location. In response to the question, "Where should planned communities be established?" participants responded that they should be located wherever it is possible to meet the desired development criteria.[23] As a result, this report will focus primarily on the creation of community. The term "Planned Communities" will be used when these legally defined entities located in Comprehensive Plan Reserve or Rural Areas are discussed.

On fostering communities. The Planned Growth Strategy Town Hall reports contained a number of ways to foster community. Participants recommended that "unifying principles" should be established to guide the development in order to achieve desired characteristics.[24] Criteria should be varied somewhat depending on the sizes of different places.[25] The desired elements of communities include the following:

- Diversity of residents in terms of age, income, ethnicity, and so on; "segregated" or uniform communities by income level should be avoided
- Mix of housing types, including affordable housing (e.g., the 20% affordable housing standard in the Civano community)
- Mixed-use development with housing close to jobs and services (e.g., one job for every household in The Woodlands community and one job for every two households in Civano)

- Higher densities and compact urban form
- Design to encourage walking, bicycling, and use of transit; dense "social edge" encouraged along the street front
- Distinctive and appropriate design character and identity; preserving historic, social, cultural, and architectural elements
- Mixed-use centers including stores, restaurants, services, recreation, and public spaces where people can come together creating a vital social environment
- Complete and integrated communities in terms of basic services, including schools, shopping, jobs, recreation, and civic facilities
- Internal park and open space amenities; use of natural terrain, drainage, and vegetation
- Neighborhood sociability, the size of neighborhoods based on walkability, within larger communities
- Connection between neighborhoods, to transportation centers, and to the heart of the city by multi-modal corridors
- Well paying, quality jobs based on a community-based strategic economic plan
- Environmental standards related to water, drainage, energy, and recycling (e.g., in Civano: reduce energy use by 75% from average usage, reduce water use by 65%, improve air quality by 45%, reduce solid waste by 75%). Standards of sustainability need to be established.
- Create a sense of security within the built environment

Some of the standards recommended above are contained in Comprehensive Plan policies, including: "The natural and visual environment, particularly features unique to Albuquerque, shall be respected as a significant determinant in development decisions" (Policy C.8.a), and "The supply of affordable housing shall be preserved and increased" (Policy D.5.a).

Recommendations specific to Planned Communities in Comprehensive Plan Reserve or Rural Areas. Town Hall participants also made several recommendations specific to legally defined Planned Communities. These include the following:

- The adopted density cap for Planned Communities in Reserve and Rural Areas should be raised to at least eight dwelling units per acre or higher to support mass transit. It was reported that about eight du/acre is the minimum to support mass transit.
- Community centers should be developed first.
- Existing size requirement of 5,000 to 10,000 acres for Planned Communities should be relaxed. Planned Communities could be as small as 25 acres.
- Housing, jobs, and infrastructure should be sequenced within a Planned Community and monitored over time. Development agreements should tie authorization to proceed with one type of development, e.g., housing, with the successful achievement of benchmarks for other types of development, e.g., retail, office, industrial, so that mixed-use development occurs simultaneously.

The Albuquerque/Bernalillo County Comprehensive Plan contains a number of policies for legally defined Planned Communities in Reserve or Rural Areas that are consistent with the general Town Hall recommendations, including a variety of economic levels and types of housing; substantial self-sufficiency in terms of employment, goods and services, and public facilities; and transit capability (Policy B.2.a). As described above, there are a number of Comprehensive Plan provisions for Planned Communities that the Town Hall participants recommended amending.

Infrastructure Rehabilitation and Maintenance Needs

Town Hall participants indicated that infrastructure needs in existing neighborhoods, for maintenance, rehabilitation, and correction of deficiencies, were the "highest priority" for action.[26] They understood that the level of resources currently being allocated to streets, water, sewer, and sewer infrastructure was insufficient and that, as a result, older neighborhoods were being impacted negatively.[27] Adequate resources should be made available to catch-up with the existing backlog of infrastructure projects and to stay current with need (i.e., rehabilitation and correction of deficiencies). In addition, infrastructure should be provided in an efficient and cost-effective manner.[28] Consistent with this priority, participants supported the position that extending service to new fringe growth areas or Planned Communities in Reserve or Rural Areas should not be done at the expense of service to existing areas.[29]

A number of approaches were put forward at the Town Halls to accomplish these outcomes. These include:

1. Conduct a complete assessment of infrastructure needs.
2. Identify sources of new revenues.
3. Conduct cost-revenue analyses to set priorities for the delivery of urban infrastructure services.
4. Establish compact urban development; emphasize infill and the redevelopment of the existing community.
5. Approve development in areas where infrastructure services are available "as a first priority."
6. Growth-related planning should take place prior to development rather than reacting to it.
7. Infrastructure provision at the fringe should guide development.
8. Define an urban services area.
9. Tie the Capital Improvements Program to the growth management strategy.[30]

Related to this topic, the Albuquerque/ Bernalillo County Comprehensive Plan[31] supports a sound fiscal position for local government, and the ways suggested to accomplish this goal are to "Relate planning program and development priorities to achieve fiscal solvency" (Policy D.6.e) and "The existing public service area should be highest priority for [infrastructure] service, capacity, use, maintenance, and rehabilitation" (Policy D.1.c). The Comprehensive Plan defines "public service area" as "those portions of the metropolitan area *served* by existing municipal services" [italics added].[32] This position also is contained in R-70, the adopted Planned Growth Strategy policy framework, which indicates that "Emphasis shall be placed on maintenance, enhancements, and upgrades of roads and utilities in the core area, to prevent deterioration of existing communities and to encourage infill" (Policy 2.C).

Support Infill Development and Redevelopment

Support for infill development/ redevelopment and priorities for development at different locations. Attendees at both Town Halls indicated that infill development and redevelopment on vacant and underutilized land within the existing urban area is a high priority, "emphasizing infill within the existing City and then extending step by step outward." There was widespread agreement that a higher percentage of residential growth, "perhaps double the current amount—should flow into vacant or underutilized land."[33] Various Town Hall participants suggested different levels of infill market-share: Commissioner Barbara Seward—"maximum attainable about 25%"; City Councilor Tim Cummins—"community can only afford infill at around 20%"; Ned Farquhar, director of 1000 Friends of N.M.—"20% is a low target. We ought to be looking at 30% over the next 20 years"[34] Town Hall presenter Douglas Porter,

director of the Growth Management Institute, indicated that there should be a more aggressive objective, writing: "The 10–20% allocation to infill development is simply inadequate and meaningless—it would probably happen anyway."[35]

The City and County have long-standing policies to encourage infill and redevelopment. The Albuquerque/ Bernalillo County Comprehensive Plan provides that: "New growth shall be accommodated through development in areas where vacant land is contiguous to existing or programmed urban facilities and services" (Policy B.5.e). The Comprehensive Plan provides that "Redevelopment and rehabilitation of older neighborhoods . . . shall be continued and strengthened" (Policy B.5.o). In addition, Policy D.5.b directs that the "quality of existing housing [shall be] improved through concentrated renovation programs in deteriorated neighborhoods."

Preferences for Development at Different Locations. The October 1998 Town Hall participants recognized that "there is not enough vacant or underutilized land to accommodate all demand with infill development alone and that some growth needs to be absorbed at the edge of the built part of the city" and that these fringe developments should occur "where there are existing services available as a first priority"[36] This position is consistent with the adopted Albuquerque/Bernalillo County Comprehensive Plan Policy D.1.c that states that areas already served with urban infrastructure have the highest priority for development.[37] The participants at the first Town Hall also recognized the need for "planned self-sufficient new communities on large land holdings in outlying areas" in addition to development within urban service areas.[38]

The issue of priorities among development in infill, fringe, or Reserve/Rural Areas was explored in the second Town Hall, and there is a strong indication that infill development was preferred by these Town Hall participants. In the Planned Communities Forum report, it states, "At least four groups [out of six] wanted to emphasize infill first before doing development at the edge" and "In the Reporting Out session, several groups said that the priority and emphasis should be within existing boundaries and that reserve areas should be last."[39]

It should be borne in mind that participants in the Town Halls also indicated support for legally defined Planned Communities in the Reserve and Rural Areas of the Comprehensive Plan. There was an indication that such communities may be most easily realized on large tracts of land under single ownership. The participants at the second Town Hall recommended that government support the establishment of communities through "new tax structures and financial incentives."[40] Some participants commented that "'no net expense' does not allow for success of a new community [in the Reserve and Rural Areas] if all expenses are required up front" and that there needs to be "flexibility in the ['no net expense'] policy over time [applied to Planned Communities in the Reserve and Rural Areas] to take into consideration the revenue generated as the community builds out."[41]

It is necessary to reconcile these positions of Town Hall participants that are in conflict in Albuquerque's present circumstances including, for example, the underfunding of infrastructure rehabilitation, the extent of urban infrastructure expansion at the fringe, and the reported decline in some older neighborhoods. In part, this is incorporated into the development of the Planned Growth Strategy, Part 2 – Preferred Alternative as support for Planned Communities in the Comprehensive Plan Reserve and Rural Areas on a conditional basis, e.g., if such development does not "drain vitality from the existing urban area or draw resources away from the infrastructure needs of the existing community, i.e., addressing rehabilitation and deficiencies."[42]

There were suggestions from Town Hall participants that assist in addressing this issue. Many individuals at the first Town Hall indicated that these Planned Communities in Reserve and Rural Areas need to be "defined and prioritized."[43] This approach was explored at greater length in the follow-up Town Hall. In the Planned Communities Forum report, there was support for "staging and prioritizing of the planned communities (in Reserve and Rural Areas) themselves to avoid overbuilding," so that "one should precede the other, with the order determined through rating using criteria to select the order." Factors to be considered in this rating include: infrastructure costs, proximity to adequate transportation, economic development potential, development which does not "leap frog," growth allocated to Planned Communities conditioned on performance by phases with subsequent phases held up subject to reaching set objectives.[44] Participants also recommended defining and applying the "no net expense" and financial self-sufficiency requirements to the Planned Communities in Reserve and Rural Areas.[45]

The County of Bernalillo adopted a "Proposed Amendment to . . . the Planned Communities Criteria" related to "no net expense." This directed that a fiscal analysis be prepared by local government and a market analysis be prepared by the developer. Such studies would address development build-out, timing, and phasing of private development and of the provision of governmental services, and governmental revenues and expenditures. A development agreement would be entered into to specify the sharing of responsibilities for delivery of services and the financing of the services. It was recognized that an "Interim revenue generation shortfall . . . may occur" and that, in those instances, such a shortfall would be borne as "set forth in the development agreement."[46] The City opted to wait on the outcome of a development Impact Fee system then under study to further define "no net expense." The City later did approve the following amendment in the adoption of the FY/00 Budget: "The land-use absorption figures to be used in the FISCALS model for major development projects impacting City revenues or expenditures by more than $1 million dollars over a five year period shall be independently established or verified by a qualified MAI approval firm."[47] However, the City waited for the completion of the Planned Growth Strategy reports prior to modifying Impact Fees. While the provisions which were established by the County do clarify "no net expense," they do not provide specific, critical guidance regarding the responsibilities for paying capital and operating shortfalls.

The recommended prioritization and the other comments provided in the Town Halls and adopted policy related to the efficient provision of infrastructure are implemented in the Planned Growth Strategy through the following approaches:

1. Public funding for infrastructure to Planned Communities in the Reserve or Rural areas should be provided only after sufficient funding is available for infrastructure rehabilitation and deficiency needs as identified in the Planned Growth Strategy.
2. Public funding needed in the near term for existing rehabilitation and deficiency needs should not be reduced to pay for infrastructure for Planned Communities in Reserve or Rural Areas where funding may be recovered in the extended time frame.
3. Planned Communities should be phased and receive development approvals only in the context of stabilized or improved conditions in older neighborhoods.

4. "No net expense" implies that the public operational and infrastructure expenditures for the Planned Communities in Reserve or Rural Areas should be equivalent to the cost of locating the projected growth in more efficiently served locations; otherwise the developer should assume additional costs.

5. In this context, incentives for Planned Communities are appropriate if their development produces reduced public costs in comparison to previously constructed more typical subdivision development. Needed operational or capital expenditures in excess of these publicly supported levels should be paid, secured, or financed by the Planned Community developer.

6. In short, Planned Communities should be self-sufficient with regard to infrastructure provision, maintenance, and replacement over time.

In summary, Town Hall participants provided guidance to the Planned Growth Strategy that leads to conditional support for legally defined Planned Communities in Reserve or Rural Areas. Participants at the first Town Hall indicated support for these Planned Communities. This support was given, however, in the context of the clear preference of participants of both Town Halls to prioritize the needs of the *existing* community. This prioritization of the existing community in the context of deteriorating infrastructure in the older parts of Albuquerque and decline in some older neighborhoods, leads to actions and conditions which should be met prior to moving forward with the Planned Communities in Reserve and Rural Areas. Town Hall participants identified a set of conditions that these Planned Communities should meet in order to receive governmental approval. As a result, the Planned Growth Strategy supports this conditional approach to Planned Communities in Reserve or Rural areas.

The "no net expense" requirement is contained in Policy B.2.a of the Comprehensive Plan which states, "Negotiated sharing of service costs by the developer and the City, with water, sewer and street systems installed to meet City requirements; planned communities shall not be a net expense to the City of Albuquerque." The language indicates that "no net expense" should be applied to all public services.

Centers, Corridors, and Downtown Redevelopment

The first Town Hall report included specific suggestions for Albuquerque's future development and redevelopment. Participants favored encouraging development and redevelopment in selected centers and along higher intensity corridors. Such development would support expanded choice of living opportunities that fosters greater use of public transit and alternative transportation modes. Albuquerque's downtown was viewed as a priority metropolitanwide center. Downtown was seen as a model of mixed-use development for living, working, shopping, and playing.[48]

The Comprehensive Plan includes provisions that support centers and transit corridors; the creation of a "balanced land-use/transportation system that promotes the efficient placement of housing, employment and services" (Policy C.1.b), "Air quality shall be protected by providing a balanced circulation system that encourages mass transit use and alternative means of transportation" (Policy C.1.d), "Air quality considerations shall be integrated into zoning and land use decisions" (Policy C.1.i).

City resolution R-70, the Planned Growth Strategy "policy framework," provided a strong endorsement for the centers and corridors concept: "the City . . . shall fully develop the concept of community and regional centers and major transportation corridors citywide" (Policy 2.A), "The City

shall encourage increased densities and mixed uses in major community activity centers and corridors" (Policy 2.J), "the City shall utilize its existing development incentives and create new incentives . . . to facilitate appropriate development in community and regional centers and along major transportation corridors" (Policy 2.E), "the City shall structure its Capital Improvements Program . . . and Long Range Transportation Plan to support the Centers and Corridors principles" (Policy 2.C.), and "The City shall increase the level of transit services . . . consistent with the principles of a compact urban form and a network of centers and corridors, to improve the viability of transit" (Policy 2.M). R-70 also supports utilizing the City's economic development program for redeveloping the Downtown and other major activity centers (Policy 2.G).

City Bill No. R-55 (Enactment No. 66-2000) established the following policy objectives for centers: mixed, higher density uses, including employment, housing, retail, and commercial; buildings well connected to street and pedestrian ways and excluding automobile-dominated uses; visually unobtrusive, shared parking; convenient transit service linked to pedestrian ways; and transit, bicycle, and pedestrian friendly street design. This legislation identified three categories of corridors: "Express Corridors" emphasizing fast travel speeds; "Major Transit Corridors" with frequent bus service and development that promotes pedestrian movement; and "Enhanced Transit Corridors" with rapid bus movement and higher density development that promotes transit use.

Role of Government in Urban Growth Planning

Town Hall participants supported an active role for local government in managing future urban growth. In the Planned Communities Forum report it states, "People at the forum wanted a different, more intentional approach to growth that is not reactive or piecemeal but instead follows carefully considered principles that are developed with a high degree of community involvement. The community needs to be more proactive, with development part of a bigger plan."[49]

For the most part, these principles have been incorporated into the Preferred Alternative of the Planned Growth Strategy. The broad roles of government suggested by these individuals included the following:

- Growth areas need to be defined and prioritized in an intentional way. There should be growth phasing on a multi-jurisdictional scale that addresses "where growth is to occur and at what point in time." The plan should identify "desired development zones" and "desired preservation zones."[50] Such a plan would be more specific than the Albuquerque/Bernalillo County Comprehensive Plan which divides the County into such Areas as Established Urban, Developing Urban, Reserve, Rural, and so on.
- A physical land-use plan should be developed that incorporates, and is part of, the conceptual, phased urban growth strategy, providing over-all vision and direction.[51]
- The City, County, and Albuquerque Public Schools should develop a plan, based on clear priorities, for the provision of urban services to the urban edge, which planning should occur prior to development rather than reacting to it.[52]
- Public resources should be reallocated in a careful, coordinated, and efficient manner to address needed infrastructure rehabilitation and maintenance, and to correct deficiencies.[53]
- The Capital Improvements Program should be "tied to the growth strategy and the Comprehensive Plan" and should include a schedule for building infrastructure and other capital improvements for the next 20 years.[54]

- With regard to legally defined Planned Communities in the Comprehensive Plan Reserve and Rural Areas: City and County government should take the lead and pick the first such Planned Community based on identified criteria, and Planned Communities in the Reserve and Rural Areas should be staged in an established order ("we should not do all three at once and that one should precede the others"); growth should be sequenced and monitored within the Planned Community to assure that desired development occurs, including a balance between housing and jobs; linkages should be established to ensure that infill development is happening in synchronization with Planned Communities, that Planned Communities in the Reserve and Rural Areas do not cause "overbuilding," and that these Communities do "not drain vitality from the existing urban area or draw resources away from the infrastructure needs of the existing community, i.e., addressing rehabilitation and deficiencies."[55]

R-70, the Planned Growth Strategy "growth policy framework," also endorses, in a manner consistent with the Comprehensive Plan, the timing of government facilities and "road and utility construction to ensure orderly growth, and coordinate capacity increases and street extensions to areas of planned growth" (Policies 2.O and 3).

Suggestions for implementing the growth management recommendations. Many recommendations were made in the Town Halls to implement the growth management approaches. Some of the more general ones have been addressed above and should be combined with the items listed below. In some cases, the recommendations have been repeated here when emphasis seemed important.

General

- Revise the "comprehensive plan, the zoning code, and other regulatory processes to implement the growth strategy."[56]
- Establish financial and regulatory incentives to encourage the desired development patterns.[57]
- Utilize Impact Fees as a tool to achieve desired growth strategy outcomes, helping to direct "where development should or should not occur."[58]
- Provide a visualization of the concepts recommended.[59]
- Include design standards in the Comprehensive Plan.[60]
- Develop a 20 year Capital Improvements Program that is integrated with the growth strategy.[61]
- Set aside sufficient revenues to meet needs for infrastructure rehabilitation and maintenance and to correct deficiencies.[62]
- Coordinate City, County, and regional growth strategies [63]
- Build partnerships between the government, community, and developers to achieve urban development objectives.[64]

Infill Development

- Inventory infill sites and identify development and redevelopment zones.[65]
- Identify corridors and centers which are priorities for development.[66]
- Create innovative financial mechanisms, including incentives, to support development in infill areas, centers, corridors and redevelopment zones.[67]
- Provide impact fee and permit fee inducements for infill development.[68]
- Create regulatory incentives, including

those related to zoning and the development review process, to achieve outcomes.[69]

- Support infill through upgrades to infrastructure.[70]
- Deliver upgraded government services to infill areas.[71]
- Integrate infill development with transportation and transit planning and encourage pedestrian oriented development and multi-modal transportation options.[72]

Development at the Urban Fringe.

- Because edge development should be resource and cost sensitive, conduct a cost-revenue analysis as a basis for setting priorities for infrastructure service.[73]
- Define an urban service area.[74]
- Ensure that new development areas pay their "fair share" of public costs.[75]

Development in Planned Communities in Reserve and Rural Areas

- A set of unifying principles should be developed to guide the development of planned communities in any location. These should be consistent with the features identified in "Foster Community" in Section 1.3.4 above.
- The Planned Community review process should be clarified (implementation mechanisms suggested by Town Hall panelists include Planned Unit Developments, a clustering ordinance, overlay zoning, and multi-phase entitlement process).[76]
- The "no net expense" standard should be clarified (panelists suggested the following approaches: special financing districts, Special Assessment Districts, and exactions).[77]
- Government should consider the Planned Community developer's capitalization and financial strength.[78]
- Growth should be sequenced and monitored within and among the Planned Communities as described above in "Preferences for Development at Different Locations" in Section 1.3.4.[79]
- Linkages should be established to ensure that infill development is occurring in synchronization with Planned Communities located in Comprehensive Plan Reserve and Rural Areas, that Planned Communities do not cause "overbuilding," and that these Communities do not drain vitality from the existing urban area or draw resources away from the infrastructure needs of the existing community.[80]

Infrastructure related

- Inventory, define, assess, and prioritize needs of infrastructure maintenance, rehabilitation, and deficiencies.[81]
- Identify revenue sources to meet these infrastructure needs.[82]
- Include maintenance costs in impact fees.[83]

Some of these recommendations are found in the "growth policy framework" contained in R-70. This legislation encourages the City to amend the Comprehensive Plan to address growth management issues (Policy 3), evaluate and revise the Zoning Code to meet the goals of growth policies, (Policy 5), restructure the development review process to better implement the growth strategy (Policy 2.F), establish development Impact Fees based on the actual cost of providing services and providing incentives for infill and development consistent with the growth policies (Policy 2.D), improve the pedestrian environment citywide with special attention to identified centers and corridors (Policy 2.N), and work with neighboring jurisdictions to obtain a regional framework for urban growth (Policy 2.B).

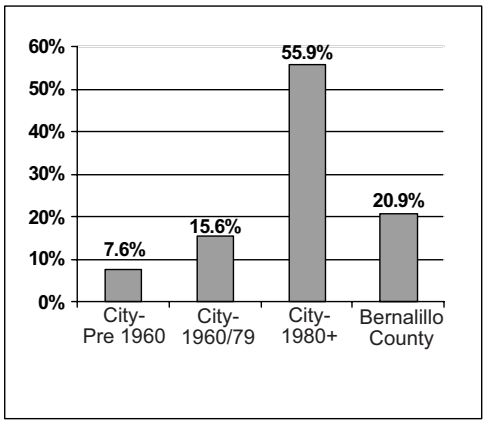
1.3.5 Albuquerque Conditions Related to Residents' Preferences and Recommendations, and to Adopted Policies

The information presented above indicates how Albuquerqueans would prefer for the community to grow and contains suggestions for implementing the Planned Growth Strategy. It is useful at this point to present data on conditions and growth trends in Albuquerque in relation to these public preferences.

Albuquerque's Growth Trends

The 1999 Citizen Satisfaction Survey, as indicated above, showed that Albuquerque residents prefer, by a nearly two to one margin, that residential development take place on land in the built-up parts of the City, as compared to "vacant land that is now on the outer boundaries."[84] Planned Growth Strategy Town Hall participants wished to "put the existing community first" in terms of vitality and development.[85] This was translated by them into support for infill development on vacant and underutilized land.[86] This preference is only weakly reflected in the new residential development that took place between 1995 and 2000. In the current regulatory and market situation, only 7.6% of new housing was constructed in the portion of the City of Albuquerque annexed between 1891 and 1959, 15.6% was in the portion of the City annexed from 1960 to 1979, and 55.9% was on city land annexed in 1980 and afterwards. The remaining 20.9% of the residential development occurred in the other parts of the Study Area mostly in the unincorporated portion of Bernalillo County predominately in the North Valley, South Valley, North Albuquerque Acres, and the East Mountain area. This is shown in Chart 4. These geographic areas are shown in Figures 2 (pg.27) and 3(pg. 29)

Chart 4 Residential Development by Location Annexation Date between 1995–2000



The 1891 to 1959 boundary of the City generally is considered the infill and redevelopment area, also referred to as the 1960 City Limits. (Bear in mind that the City of Albuquerque only had a population of about 35,000 at the close of World War II in 1945.) This older, infill area had the smallest amount of residential development. The urban fringe had by far the greatest amount of new housing, over 68% if one considers the land annexed to the City since 1980, North Albuquerque Acres, and the East Mountain area as part of the fringe.

Town Hall participants were concerned that fringe development and legally defined Planned Communities in Reserve and Rural Areas should not drain the vitality from the existing urban area. However, there are several indications that this has been taking place. Using average population figures for residential units of different types (e.g., single family, apartment), the residential construction between 1995 and 2000 would support approximately 58,000 individuals. However, the estimated population increase of Bernalillo County during this period was 30,300 persons. An *Albuquerque Journal* article "AMREP Out; Housing Up" indicated that residential building permits were at record-breaking levels in 1998 and 1999. However, the growth of wage and salary employment in those years only was 1.3% and 2.6%, respectively. The article quoted the president of the top home building firm at that time, "We are gearing up for the same

thing next year, even though people aren't moving here (from outside)."[87]

Additionally, in the 1999 citizen satisfaction survey, City residents were asked, "In your neighborhood, have you noticed in the last year a decline in the appearance of properties, or that owner-occupied homes are turning into rentals?" Thirty percent of respondents indicated that this was their perception. Nearly half (45%) of the residents of the Near Heights Planning Area, responded affirmatively. About 20% of respondents who had been in their current residence for five years or less and whose former home also was in Albuquerque said that they moved to their new home because of negative qualities of their old neighborhoods, including crime, deterioration, drugs, gangs, traffic, and schools.[88] This percentage is assumed to increase when one selects only residents who lived in the Metropolitan Redevelopment neighborhoods of Albuquerque.

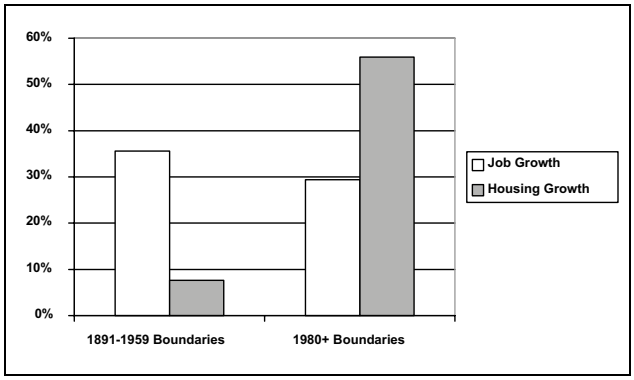
These responses indicate that stabilizing older neighborhoods depends on other factors besides urban growth management. Many older neighborhood require a set of services aimed at reducing crime, drug use, and gangs; improving schools; and controlling the undesirable qualities of high traffic levels. In other, more stable older neighborhoods, it is important to maintain public investment so that conditions do not worsen. It also is important to increase the flow of conventional and subsidized financing in older neighborhoods for house mortgages, rehabilitation, and home additions to meet changing family needs.

Jobs-Housing Balance

Comprehensive Plan policy and Town Hall participants support locating jobs close to residential areas to result in a better jobs–housing balance. This is related to the desire to have stores, restaurants, services, civic facilities, and schools located within neighborhoods and Planned Communities. Town Hall participants believed this would help create better quality of life, reduce the number and lengths of automobile trips, and increase the use of transit, walking, and bicycling.

However, in the 1995 to 2000 period, the current regulatory and market situation produced a different outcome in terms of non-residential development. The 1891–1959 City boundaries contained 35.6% of the non-residential square footage permitted during the period. In comparison, 29.4% of the new non-residential square footage was located in the area annexed to the City in 1980 and afterwards. Another way of looking at this situation is that 7.6% of the residential construction was within the 1891–1959 boundary, but 35.6% of the non-residential square footage was built in this area. In contrast, 55.9% of the housing development was in the area annexed to the City in 1980 or afterwards, but only 29.4% of the new non-residential square footage was located there.

Chart 3 Imbalance of Housing and Job Growth, 1995–2000

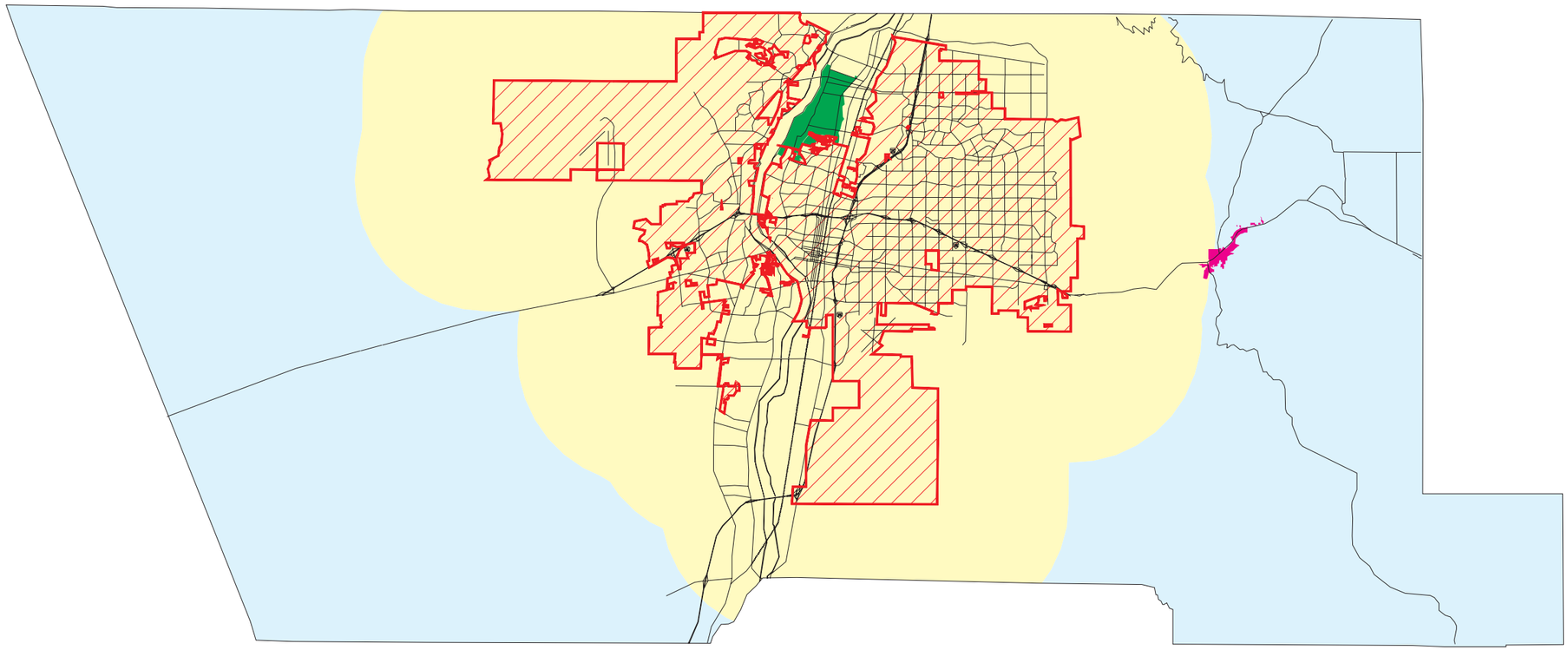


Infrastructure Needs and Levels of Spending

The Shared Vision Town Hall participants said that infrastructure needs in existing neighborhoods related to rehabilitation, the correction of deficiencies, and maintenance were the "highest priority" for action.[89] Rehabilitation costs are defined as the cost of correcting the

Planned Growth Strategy

Study Areas



Legend

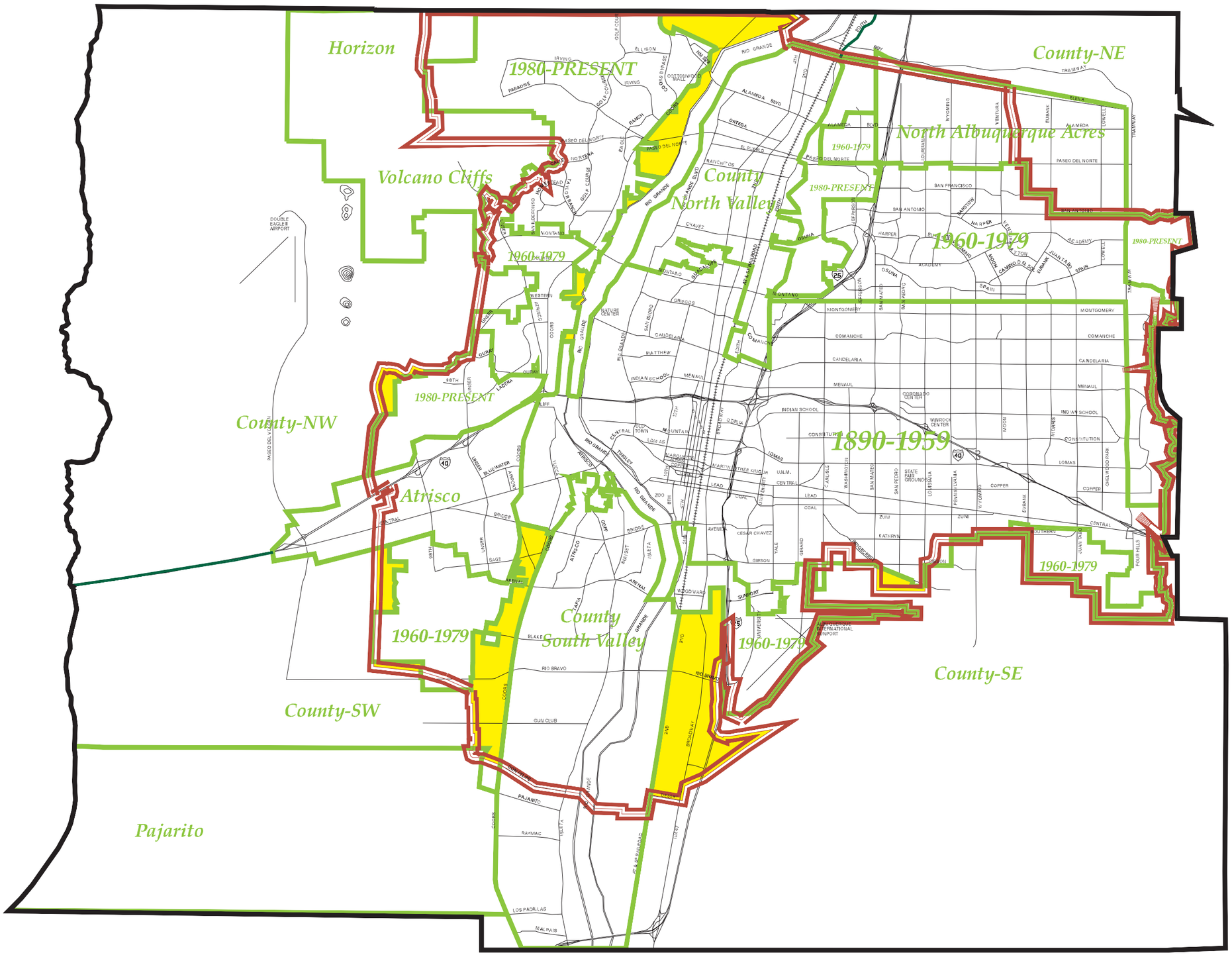
- Focus Area (90% of effort)
- Study Area (10% of effort)
- Village of Los Ranchos
- Village of Tijeras
- City of Albuquerque

N
W E
S

Figure 2

Planned Growth Strategy

Scale: 1 inch = 5 miles
Map Printed July 10, 2001



Planned Growth Strategy Subareas

Legend

- County NE, County NW County SE, County SW
- Subareas
- Area with Urban Infrastructure

Figure 3

Planned Growth Strategy

Scale: 1 inch = 2 miles
Map Printed January 2001

substandard physical condition of existing infrastructure without increasing capacity. Deficiency costs are those related to expanding infrastructure capacity to conform to engineering standards. Participants recognized that the current level of spending to address rehabilitation, deficiencies, and maintenance was inadequate, and older neighborhoods were negatively affected. They said that extending service to new growth areas should not be done "at the expense" of existing areas in terms of infrastructure needs. Participants directed local government to assess infrastructure needs, allocate sufficient revenues to catch up with the backlog of work, and stay current with infrastructure requirements.

The Planned Growth Strategy's consulting engineering firms identified the total amount of infrastructure spending needed for water, sewer, streets, and storm drainage within the Study Area (essentially all of Bernalillo County) over somewhat varying periods for rehabilitation and for correction of deficiencies. The reader is referred to the – Planned Growth Strategy, Part 1 – Findings Report for a complete description of these analyses. Separate totals were provided for three growth Scenarios: Trend, Downtown, and Balanced. In addition, these costs were divided into public sector costs and private sector costs according to standards established with an ad-hoc committee representing private sector development and business groups. The lower public cost totals for storm drainage and streets deficiency projects are based on the assumption that current cost sharing requirements are applicable for projects that are requested before Capital Improvements Program funding is available. These data are presented in Table 2.

The engineering firms made somewhat different assumptions concerning the forecast period. Water and sewer were on a 25-year time horizon. Street-related costs were tied to the MRGCOG's planning horizon of 22 years. The storm drainage situation is more complicated. The storm drainage major costs were on a 22 time horizon, and the minor costs were on a 25-year basis. Based on the consultant's recommendations, it was assumed that 93% of the West Side projects and 100% of

Table 2 Rehabilitation and Deficiency Costs by Scenario (in millions)

Rehabilitation Associated Costs						
	Total Costs			**Public Costs**		
	Trend	**Balanced**	**Downtown**	**Trend**	**Balanced**	**Downtown**
Water	$505.4	$505.4	$505.4	$505.4	$505.4	$505.4
Sewer	$347.0	$347.0	$347.0	$347.0	$347.0	$347.0
Storm Drainage	$35.5	$ 35.5	$35.5	$35.5	$35.5	$35.5
Streets	$912.3	$912.3	$912.3	$912.3	$912.3	$912.3
Total	**$1,800.0**	**$1,800.0**	**$1,800.0**	**$1,800.0**	**$1,800.0**	**$1,800.0**
Deficiency Associated Costs						
Water	–	–	–	–	–	–
Sewer	$15.3	$15.3	$15.3	$15.3	$15.3	$15.3
Storm Drainage	$221.5	$221.8	$221.5	$159.5	$158.5	$156.6
Streets	$463.2	$488.8	$461.1	$273.8	$290.8	$272.6
Total	**$699.9**	**$725.8**	**$697.8**	**$448.5**	**$464.6**	**$444.5**

the East Side projects were needed to support 25 years of growth.[90] Table 3 adjusts these figures to a common 25-year time period. Due to the City's higher level of spending for street rehabilitation as a result of the Transportation Infrastructure Tax, it was assumed that rehabilitation needs will decrease from over $21 million per year in the first 10 years of the forecast period to about $11 million in the following years. This assumption was incorporated into the extrapolation of 22-year street rehabilitation costs to the 25-year period. The following discussions will use these adjusted figures.

There are several points to be made about the infrastructure information contained in the above table. First, the extent of rehabilitation and deficiency needs is extremely large, totaling about $2.4 billion dollars in public costs over a 25-year period. This is an indication of underfunding both rehabilitation and growth related infrastructure in the past, resulting in the build up of a large backlog of projects in both these categories. Approached differently, the total cost for street projects to support urban growth for 25 years under the most conservative approach, $434.4 million dollars, is less than the cost to correct street deficiencies, $524 million dollars. This is not to suggest that correcting deficiencies and addressing rehabilitation needs are either-or propositions. It is critical that both needs be addressed. Second, there is no difference in the cost of rehabilitation projects across the three growth scenarios and only a small difference in the cost of projects to correct deficiencies among these alternatives. Third, the cost burden of rehabilitation and deficiency projects falls mainly to the public sector. About 90% of the total cost is the responsibility of the public sector.

It should be noted that the implications of deficiencies are different depending on the type of infrastructure. Deficiencies in the street system mean congestion, longer commutes, and air pollution. Deficiencies in the sewer system may mean occasional sewer line overflows. However, in some instances, deficiencies in the storm drainage system are viewed by hydrologists in terms of statistical criteria. Property owners seeking to build on vacant lots or

Table 3 Adjusted Rehabilitation and Deficiency Costs by Scenario (in millions)

Rehabilitation Associated Costs—25 Years						
	Total Costs			**Public Costs**		
	Trend	**Balanced**	**Downtown**	**Trend**	**Balanced**	**Downtown**
Water	$505.4	$505.4	$505.4	$505.4	$505.4	$505.4
Sewer	$347.0	$347.0	$347.0	$347.0	$347.0	$347.0
Storm Drainage	$35.2	$35.2	$35.2	$35.2	$35.2	$35.2
Streets	$1,017.8	$1,017.8	$1,017.8	$1,017.8	$1,017.8	$1,017.8
Total	**$1,905.2**	**$1,905.2**	**$1,905.2**	**$1,905.2**	**$1,905.2**	**$1,905.2**
Deficiency Associated Costs						
Water	–	–	–	–	–	–
Sewer	$15.3	$15.3	$15.3	$15.3	$15.3	$15.3
Storm Drainage	$218.0	$218.4	$218.1	$156.6	$155.7	$153.9
Streets	$526.4	$555.5	$524.0	$311.1	$330.5	$309.8
Total	**$759.6**	**$789.1**	**$757.3**	**$482.9**	**$501.5**	**$479.0**

to redevelop property that causes an increase in off-site storm water flow are asked to correct any found system deficiency. Existing property owners may not be experiencing a storm drainage service deficiency, but if the owner seeks to increase the intensity of use, the system may not be adequate. Otherwise, there is no immediate consequence to the property owner. It may be appropriate to correct this class of storm drainage deficiency on a case-by-case basis rather than expend very large amounts to make general system improvements. In other situations, storm drainage deficiencies can result in street and property flooding. A systematic program to correct this class of storm sewer deficiency should be established.

It is important to note that there is no simple and direct relationship between the location of an infrastructure deficiency and the location of urban growth. The Development Impact Fee Report completed in 1995 indicated that while 52.3% of the residential development was expected to occur west of the Rio Grande, about 47% of the increase in minor street use was anticipated to occur in the central part of Albuquerque on the east side of the Rio Grande, between Montgomery and Gibson.[91] As noted in the Part 1 – Findings Report, because waste water flows in the direction of the South Valley treatment plant, system deficiencies which may be caused by construction at the fringes of the service area occur in areas closer to the plant. It is important to consider each of the infrastructure systems in attempting to make a cause and effect determination related to the locations of infrastructure deficiencies and the sites of urban growth. Another way of thinking about this issue is that infrastructure efficiencies occur by growth making use of already built system capacity.

High percentages of all rehabilitation needs are located within the 1960 City Limits as summarized in Table 4. Figures 4 and 5 demonstrate this situation for streets and sewer lines.

The situation related to streets in poor and very poor conditions merits some additional comment. Prior to 1995, 60% of the street inventory was rated by the Public Works Department to be in poor or very poor condition. In that year, the mayor requested that this classification be reviewed and changed, resulting in the finding that 44% of the streets were in poor or very poor condition. By October 1998, the Public Works Department revised the ratings again with the percent of streets in these conditions falling from 44% to 25%. Table 3 and associated Figure 4 reflect the 44% figure.

The situation with water line breaks indicates two location patterns. The main line breaks have occurred mostly in the older neighborhoods, in areas annexed prior to 1960. However, water service line failures have taken place in newly developed areas for the most part. Parsons

Table 4 Rehabilitation Needs

Infrastructure	Total	Within 1960 City Limits	Percent
Streets: Miles within 1960 City Limits	2,125 lane miles	Poor & Very Poor Condition: 1,082 lane miles	51%
Water Lines: Main line breaks in 1996 and 1997	2,602 breaks	2,060 breaks	79%
Sewer Lines: Concrete construction	571 miles	492 miles	86%
Parks: High and medium priority renovation projects	132 projects	102 projects	77%

Engineering recommended replacing all plastic water service lines due largely to faulty installation or materials.[92] While installation is a private sector cost, replacement of these lines is being paid by the public. With regard to sewer rehabilitation needs, the Parsons Engineering study indicated that all concrete pipe over 40 years of age should be replaced or sliplined. As indicated in Figure 5, the vast majority of concrete sewer pipe is installed in the older neighborhoods. Parsons Engineering also recommended rehabilitating a sizeable proportion of vitrified clay pipe installed prior to 1960. Figure 5 indicates that vitrified clay pipe also has been used primarily in the older parts of Albuquerque.

The identification of the level of public spending needed for infrastructure rehabilitation and deficiencies is only part of the picture. It is important to compare this to the average level of spending occurring. Table 5 contains the annual spending requirements for each of the classes of infrastructure and the average actual spending levels. The rehabilitation spending requirements were estimated by taking the annual average over the adjusted 25-year period, except for street rehabilitation. The logic of the City's Transportation Infrastructure Tax was incorporated into the estimation of need, i.e., that over $20 million was needed per year for the first 10 years of the program and afterwards a spending level of about $10 million was required. This assumes that the backlog of street rehabilitation projects has been addressed in the first 10 years. The street rehabilitation need identified in Table 5 represents the first 10 years of the forecast period. This approach is important from a financial standpoint because preventive maintenance on streets is six to seven times less expensive than reconstruction.[93] Streets deteriorate from good condition to fair, poor, or very poor conditions relatively quickly. Improvement after street failure is many times more costly than repairs prior to failure because reconstruction is required.[94] For streets, as for other infrastructure, timely rehabilitation is the more cost-effective management approach.

The figures in Table 5 are for the Downtown Scenario only. This Scenario was selected

Table 5 Annual Spending Requirements by Infrastructure Class (in millions)

Annual Public Rehabilitation Needs and Expenditures					
	Water	**Sewer**	**Streets***	**Hydrology**	**Total**
Need	$19.5	$13.9	$32.1	$1.4	$66.9
Spending	$9.1	$7.2	$28.3	$1.9	$46.5
Difference	–$11.1	–$6.7	–$3.8	$.5	–$20.4
Percent	–55%	–48%	–12%	+36%	–31%
Annual Public Deficiency Needs and Expenditures—15 Years					
Need	–	$1.0	$5.9	$10.3	$17.2
Spending	$.5	$.5	$15.4	$8.2	$24.6
Difference	$.5	–$.5	$9.5	–$2.1	$7.4
Percent	NA	–50%	+161%	–20%	+43%

* Street related needs and spending only includes the City of Albuquerque and the County of Bernalillo. The need figures are for the first 10 years of the forecast period for streets.

because this alternative was found to be the least costly in capital infrastructure costs overall. The average annual spending for streets was obtained by taking past spending levels reported by the City of Albuquerque, the County of Bernalillo, and for AMAFCA (hydrology). The table below only includes street related needs for the City and County. (State of New Mexico Highway Department totals were not included in this table based on the more limited focus of the analysis.) Past City spending was increased by the expected expenditures from the recently adopted Transportation Infrastructure Tax, i.e., $10 million per year for rehabilitation and $5 million per year for deficiencies.[95] Expenditure figures for water and sewer were obtained from the City utility. The water utility spending needs were reduced to account for the proportion of need attributed to New Mexico Utilities, Inc. (as represented by 3.7% of the total customer base). Hydrology expenditure figures were provided by the City and County Public Works Departments and the AMAFCA.

There are several conclusions that can be drawn from these data. The shortfall in public funding is significant in the rehabilitation area, nearly $20 million per year or 31% less than the total requirement. This situation in more pronounced in water and sewer where actual spending is 55% and 48% lower than the needed level, respectively. With an additional $10 million per year being spent on street rehabilitation from the new Transportation Infrastructure Tax, the amount being expended is only 12% less than the rehabilitation requirement. Actual spending levels in the recent past, prior to the new tax, were only $18.3 million, or 43%, less than needed.[96] Hydrology rehabilitation spending is occurring at a somewhat higher rate than the level of need identified.

This picture is reversed for spending to correct infrastructure deficiencies, where total spending is 43% more than the norm established. Two comments are appropriate. The approach assumes that deficiencies should be corrected over a 15-year period. If we assume that all deficiencies should be addressed in a shorter period, the calculation of over-expenditure would be affected. This is relevant because deficient infrastructure, in some instances, has negative impacts on residents that may merit their more timely correction. Related to this idea is the possibility that these impacts on Albuquerqueans may be causing political pressure to correct the deficiencies resulting in higher spending levels.

The situation with street infrastructure is believed to reflect the current regulatory situation in which growth is permitted without a regulatory linkage to the capacity of the area roadway network. The resulting insufficient street capacity becomes a street "deficiency" after the fact of development permitting. In this regard, the findings are noteworthy. In terms of the City Public Works Department's definition of deficiency projects (because the County reports no spending on deficiency projects), total annual spending, at a level of $15.4 million, exceeds the spending need of $5.9 million by $9.5 million per year, or 161% more than the norm.

The fact that the City's annual spending for deficiency projects greatly exceeds the norm is consistent with the perception of urban growth in the metropolitan area; namely, that the City is in a reactive mode related to new development. As will be discussed later, the City appears to underfund street projects related to growth and then finds itself in a catch-up mode. This results in the high levels of spending required to address street deficiencies. In addition, this situation underlines the problem inherent in identifying the $32 million dollar allocation of Transportation Infrastructure Tax funds as "deficiency" rather than "growth" projects.

Several actions have been taken by the

City government to increase the level of infrastructure rehabilitation and deficiency spending in addition to the Transportation Infrastructure Tax. In 1999, the City passed Section 6-4-5 of the Water and Sewer Rate Ordinance that contains the requirement that $11 million per year, beginning in FY/00, must be spent on water rehabilitation including "water wells, pump stations, reservoirs, service lines, other water lines, and gate valves" and that $11 million per year be spent on the rehabilitation of "sewer lines, odor control stations, and pumping stations." In the same year, the City created a water and sewer rehabilitation fund into which $16 million in utility revenue per year is deposited. Based on the policy that 50% of capital spending should be paid with cash instead of debt financing, this revenue flow provides the resources to cover $22 million per year in rehabilitation projects. These figures still are short of the $33.4 million rehabilitation requirement identified in this study, and the City's water and sewer utility did not meet the Ordinance required spending levels in the first year after adoption.

In general, the situation found comports with residents' understanding that infrastructure needs related to rehabilitation and deficiencies have been underfunded. Town Hall participants said that such spending was the "highest priority" for government action. In addition, they said that extending service to new growth areas should not be done "at the expense" of existing areas in terms of infrastructure needs. This leads to the inference that funding levels should be increased and allocated for these purposes. Furthermore, the identified spending level should be attained and maintained as a condition for expending public funds for infrastructure to support Planned Communities in the Reserve and Rural Areas.

1.3.6 Establishment of the Preferred Alternative for Albuquerque's Future Growth

The Planned Growth Strategy, Part 2 – Preferred Alternative report contains a future image of Albuquerque. This achievable future is based on a number of factors, including the preferences of Albuquerque residents as indicated by Shared Vision Town Halls and citizen surveys; development and planning policies already adopted by the City and County; information obtained in the Planned Growth Strategy, Part 1 – Findings Report related to the cost of serving alternative patterns of future growth; factors that affect the efficiency of infrastructure provision; recent development patterns; and related conditions in Albuquerque. The Planned Growth Strategy project assembled information that guided the choices contained in the Preferred Alternative so that it reflects a balance of public goals and practical considerations.

The major steps taken to develop the Preferred Alternative included the following.

1. Identify residents' preferences as expressed in Shared Vision Town Halls convened as part of the Planned Growth Strategy in 1998 and 1999 and in citizen surveys. Summarize adopted public policies related to these preferences as contained in the City of Albuquerque/Bernalillo County Comprehensive Plan and in other legislation.
2. Compare Albuquerqueans' preferences for urban growth and their priorities for infrastructure spending with urban development in the recent past and actual expenditures for streets, water, sewer, and storm drainage infrastructure.
3. Marshal data, in the form of figures and tables, that contain the

Albuquerque / Bernalillo County

Street Conditions

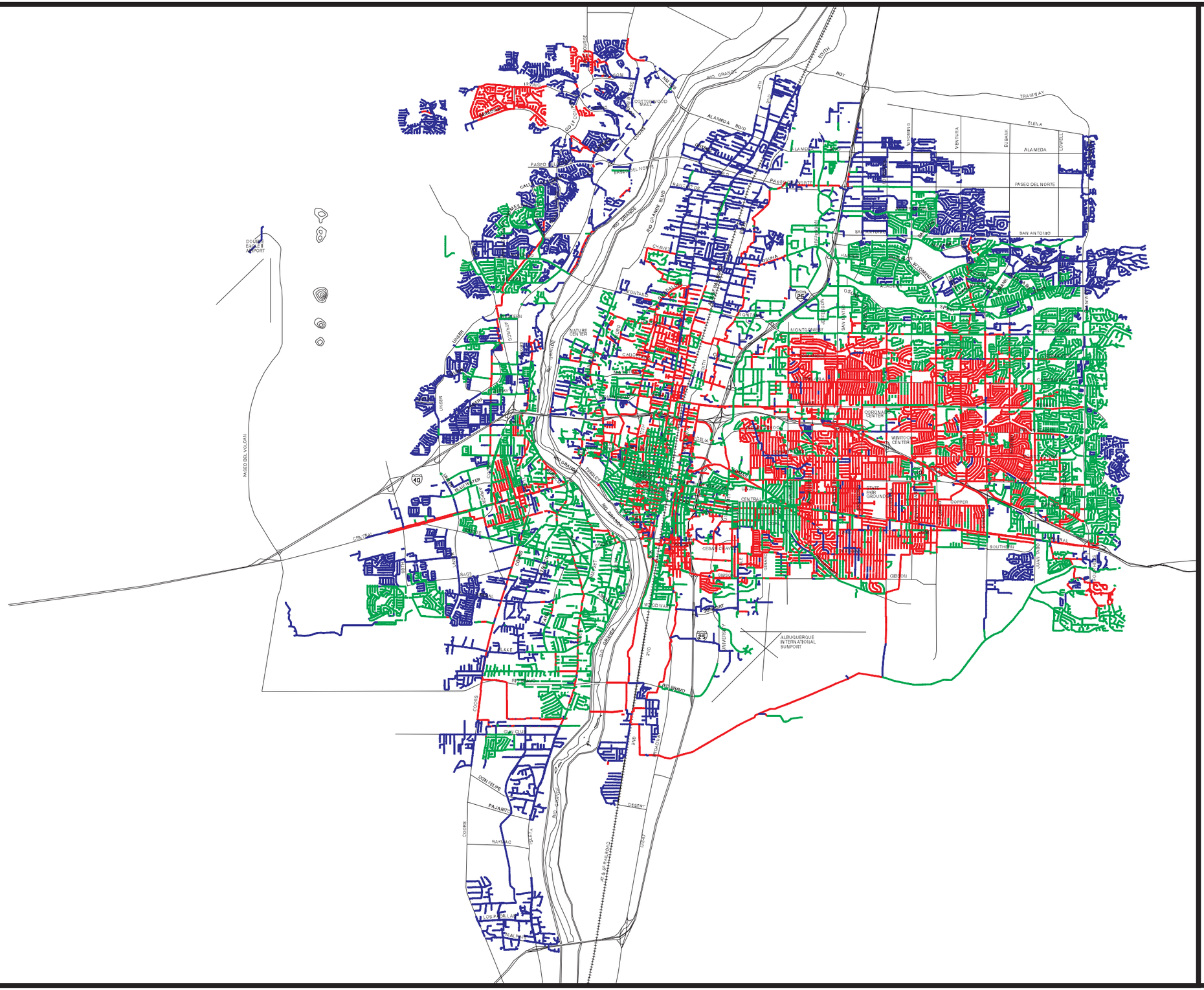
Legend

- Excellent / Very Good
- Good
- Fair
- Poor / Very Poor

Figure 4

Planned Growth Strategy

Scale: 1 inch = 2 miles
Map Printed January 2001



City of Albuquerque

Sewer Lines by Type

Legend

- Concrete
- Clay
- P.V.C.

Figure 5

Planned Growth Strategy

Scale: 1 inch = 2 miles
Map Printed January 2001

representations of Albuquerque residents' preferences and suggestions, adopted policies, factors related to land ownership, and past development patterns. Express these as "Constraints" and "Inducements" that will affect the likelihood of developing specific parcels of land.

4. Score parcels in terms of their suitability for development in regard to these market and policy considerations. Identify, inventory, and map the developable parcels, called Class 1 and 2 lots. Based on this work, identify subareas of the metropolitan area and quantify the total inventory of Class 1 and 2 lots, redevelopable parcels, and land in recently approved subdivisions.

5. Distribute government adopted forecasts of population and employment growth over the period from 2000–2025 to these subareas. Further specify these distributions in terms of smaller geographic units called Data Analysis Sub Zones (DASZs) that are used in infrastructure planning.

6. Describe the Preferred Alternative in text, visuals, and figures within each of the subareas.

Geographic Framework

The Planned Growth Strategy study's scope of services, as approved by the City of Albuquerque and the County of Bernalillo, focuses on the City of Albuquerque and the portion of the County of Bernalillo "which is adjacent to the City and in which urban intensity development can take place." The County of Bernalillo is divided into two areas for which different levels of work are to occur. These areas are indicated in Figure 2 Planned Growth Strategy, Study Areas. The "Focus Area" of the study includes the City of Albuquerque and the area within the five-mile extra-territorial limit of the City. The study's scope calls for 90% of the work to be concentrated in the Focus Area. The "Study Area" includes the remainder of Bernalillo County surrounding the five-mile extra-territorial limit. The scope of service calls for 10% of project work to be directed to the Study Area. Analysis in the Study Area is to occur on a "macro level" and includes analyses such as traffic loadings from the East Mountain area. The Planned Growth Strategy was not intended "to be a growth management program for the entire County of Bernalillo," such as for the East Mountain area.[97] As a result of this emphasis in the contract and for the simple reason that there is much greater definition in figures at a smaller scale, most maps presented here use the Rio Puerco as the western boundary and approximately the Forest Service lands as the eastern boundary.

The street network shown on Figure 4 and on many of the following figures is that contained on the "major street network" coverage of the Albuquerque Geographic Information System (AGIS). As such, these streets exclude what are classified as local streets but do include arterial roadways. The street network has been broadened to show Long Range Major Street Plan Study Corridors (see Figure 14), some important built local streets, and arterials for which funding has been committed with certainty. The Planned Growth Strategy study assumes that if funding for infrastructure is assured, these projects will be constructed. However, if a project is included in a long-term plan on a more conceptual basis that allows modification or reprioritization, it is assumed that these projects may be modified, their timing altered, or dropped, based on the Preferred Alternative. If this were not the case, the utility of the Planned Growth Strategy would be so limited as to defeat one of its purposes.

Constraints on Development

Town Hall participants indicated that infill development on vacant and underutilized land within the urban area has a high

priority for growth and that edge development should occur "where there are existing services available as a first priority."[98] In order to develop the Preferred Alternative, it was necessary to identify how much land was available for development within different subareas of the metropolitan area. It was necessary to estimate these figures at an accuracy level appropriate for making broad decisions about urban growth over the next 25 years. It was neither possible nor reasonable to achieve complete accuracy related to each parcel. In fact, the amount of developable land is not a fixed quantity but varies according to market demand. In the most general sense, every developed parcel is redevelopable to a more intense use given sufficient market demand. Since the "market" is a product of many factors, including regulation and fees, the Planned Growth Strategy implementation will affect the availability of developable and redevelopable land.

The first step in establishing this inventory of property was to eliminate the following parcels because they were considered removed from the market by reason of ownership or character: Native American lands; National Forest Service lands; County and City Open Space tracts (either acquired or identified to be acquired); Kirtland Air Force Base property; Petroglyph National Monument; parcels used for schools, cemeteries, parks, and golf courses; and lands with a surface slope of over 15%. Open Space, Native American, and Kirtland Air Force Base lands are shown on Figure 6.

Some conditions of land are development constraints but are not considered as absolute restraints on development. Property within 100-year flood zones, with poor soils (mostly basalt), and with high slopes between 10% and 15% fall into this category. These properties are indicated on Figure 7. If a parcel had a constraining condition, it was scored with a "1" for each such conditions. Otherwise, the property was given a "0" score for each constraint. The final ranking of properties is described below.[99]

An additional set of development constraining factors can be categorized as "environmental." These are indicated on Figure 8. The environmental constraints include: parcels identified with Leaking Underground Storage Tanks; public landfill sites and 1,000-foot buffers around these sites if methane gas was known to exist or if the site had not been assessed for methane; industrial and agricultural contamination site plumes, including the East San Jose Superfund site, the Fruit Street site, and the Sparton Technologies site; identified private illegal dump sites; and the City's Soil Amendment Facility. The 1,000-foot buffer around public landfills is a professional standard adopted by the City's Environmental Health Department. The City's development review staff currently checks all applications to determine whether they are located in one of these areas and notes this on the official record. The City's Soil Amendment Facility disposes of sewer biosolids by high-rate land application and subsoil tilling. This has a negative impact on the soil primarily as a result of the accumulation of salts. New biosolid management practices are being developed by the City.[100] Parcels impacted by these constraints were scored as described above.

Some tracts of land were recognized as having constraints on development resulting from policy considerations. These included farm land in the North and South Valley and land in aquifer recharge zones and corridors as shown on Figure 9. Valley Farm Land was identified using two sources: (1) land that has a property tax exemption for agricultural uses from the Bernalillo County Assessor GIS database, and (2) "agricultural" land use from the AGIS database. The agricultural lands were identified in the Assessor database from property owners who apply for an agricultural property tax exemption. The

Development Constraints

Absolute Constraints

Legend

- Undeveloped Land
- Existing Open Space
- Proposed Open Space
- Native American Land
- Kirtland AFB

N
W E
S

Figure 6

Planned Growth Strategy

Scale: 1 inch = 2 miles
Map Printed January 2001

Development Constraints

Topologic & Geologic Constraints

Legend

- Undeveloped Land
- Poor Soil/High Slopes
- 100-Year Flood Zone

N
W E
S

Figure 7

Planned Growth Strategy

Scale: 1 inch = 2 miles
Map Printed January 2001

Development Constraints

Environmental Constraints

Legend

- Undeveloped Land
- Leaking Underground Storage Tanks 1999 Data (80% parcel match)
- Landfills
- Landfill 1,000 foot buffer
- Illegal Dump sites
- Contaminated Sites (Industrial/Agricultural)
- Soils Amendment Facility

Figure 8

Planned Growth Strategy

Scale: 1 inch = 2 miles
Map Printed January 2001

Policy Considerations

Valley Farm Land & Aquifer Recharge Zones

Legend

- Undeveloped Land
- Valley Farm Land
- Water Recharge Window
- Water Recharge Corridor

Figure 9

Planned Growth Strategy

Scale: 1 inch = 2 miles
Map Printed January 2001

land-use classifications from the AGIS database were made by visually inspecting each parcel. The North Valley and South Valley were identified as areas with a 50 foot depth to ground water. These properties were scored with a constraint but were not removed from the land-use inventory. This was done because there is no prohibition or serious restriction on subdividing agricultural lands, the practice has been occurring for some time, and the farm land owners are divided on this question. In fact, the provision of urban water and sewer service in the North Valley and South Valley may support higher density development in the Valley. This policy was addressed in the Planned Growth Strategy Preferred Alternative by holding residential and non-residential growth for the next 25 years at the modest levels that occurred in the past five years, i.e. 0.4% for the County North Valley and 2% for the County South Valley. The land within aquifer "windows" and "corridors," which are particularly porous and conducive to aquifer recharge, was also scored with a development constraint. Protection of the aquifer asset suggests certain site plan conditions in these areas, which are assumed to represent additional requirements on development.

The Planned Growth Strategy identified some tracts of land being carried as part of the inventory of developable land had conditions which might slow the pace of their development. These are parcels identified as "redevelopable" and those in "obsolete" or "premature" subdivisions (Figure 10). In the Planned Growth Strategy, redevelopable properties were identified by comparing the assessed building value to the assessed land value. Parcels with a building value equal to or less than the land value were considered to be redevelopable. All residential properties of 0.5 acre or less or with homes valued at $50,000 or more were excluded from the list, as were all tracts with buildings valued at over $1 million dollars. In addition, the following properties were excluded: Albuquerque Public Schools and private school property; City and County property; cemeteries; mobile home parks; and golf courses. Redevelopable properties are slower to develop because replacement or substantial upgrade of an existing use is required. This condition was addressed in the Planned Growth Strategy land inventory by retaining these parcels and acreages considered to be redevelopable in a separate category from other vacant parcels.

It is important to note that much of the redevelopable property outside the North Valley and South Valley is commercially zoned. This may result from the general decline of market demand for the smaller, commercial buildings along arterials that characterize the older parts of Albuquerque. The seeming absence of residential redevelopable property outside the Valley may result from the exclusion of all residential parcels less than 0.5 acres in size from the inventory, a conservative assumption.

Four areas are classified as obsolete or premature subdivisions: North Albuquerque Acres, Pajarito, Atrisco, and Horizon/Volcano Cliffs. These areas are shown with hatching in Figure 10. Obsolete subdivisions are defined as areas that have been subdivided in a manner inconsistent with modern planning standards. North Albuquerque Acres is an example of this situation, where the landscape was divided into rectangular blocks containing 32 parcels, each of which is somewhat less than one acre in size. The plat fails to reflect the land's topography such that parcels are located without respect to drainage channels. A premature subdivision is one that has been replatted into parcels and sold prior to the provision of necessary infrastructure to serve the property. Modern subdivision law requires that the land developer plan and install necessary local infrastructure prior to the sale of subdivided parcels. In a premature subdivision, it is very difficult