

VII

Implementation

1. INTENT

Adoption of the Volcano Heights Plan will satisfy an important land use regulatory requirement for making available more than 3,400 acres for the future growth of the Albuquerque urban area. Development of the Volcano Heights Area as envisioned in this Plan is expected to result in approximately 12,000 additional housing units, 30,000 residents, 5 million square feet of non-residential building containing 18,000 jobs. The total growth in the Albuquerque market is approximately 5,500 residential units and 7,000 new jobs per year. Since Volcano Heights is only a portion of the inventory of developable land, it is reasonable to expect build-out there to occur over a number of years.

City Ordinance, in Section 14-13 ROA 1994, states that the “Planned Growth Strategy [PGS] report found that the Albuquerque area faces critical challenges related to . . . timely provision of infrastructure, parks, schools, and other facilities to support new development.” Section 14-13-2-3 states: “The Planned Growth Strategy, in conjunction with the Albuquerque/Bernalillo County Comprehensive Plan, shall guide the future development of the Albuquerque urban area. The Planned Growth Strategy shall serve as the comprehensive guide for this urban growth management program . . .” PGS Bill No. F/S R-02-111(A) (Enactment No. 112-2002) identifies Adequate Public Facilities regulations as an approach to insure that facilities, such as streets, water, wastewater, hydrology, parks, and schools, are available in a timely way to support new development. This legislation states that “Adequate infrastructure and facility regulations shall be established through a future Adequate Public Facilities Ordinance (APFO)”. Adequate Public Facilities regulations are a planning tool to phase and time urban growth.

The Volcano Heights Plan contains a number of recommendations related to open space; parks; natural, or “prudent line”, treatment of the arroyo drainage system; expanding the buffer of the Petroglyph National Monument at the Escarpment edge; and so on, that call for recommendations regarding acquisition and funding.

The Volcano Heights Plan, as a Sector Plan, contains a number of regulations related to land use and zoning, urban design, roadway location and design, open space, landscaping, and so on. The Volcano Heights Plan attempts to set these standards at a more general level of specification. Procedures for development plan review and approval are needed that allow speedy review when consistent with the Volcano Heights Plan standards but also provide for flexibility to amend the regulatory requirements.

2. GROWTH PHASING AND TIMING

(See **Exhibit 31** *Phasing Diagram*)

It would be neither prudent nor wise to assume that development may take place in all parts of Volcano Heights concurrently. Growth does occur when a number of conditions are met, many of which have to do with the provision of infrastructure. In the past, the public sector has responded to requests from developers for facility capacity. Planned Growth Strategy Town Hall participants, however, said that they “wanted a different, more intentional approach to growth that is not reactive or piecemeal but follows carefully considered principles that are developed with a high degree of community involvement. The community needs to be more proactive” In the Volcano Heights Plan this direction is translated into a plan for the desired phasing and timing of growth.

The plan for phasing and timing of growth contains four categories:

- Pipeline projects
- Phase 1: 2006 to 2010
- Phase 2: 2010 to 2015
- Phase 3: 2015 to 2020 and beyond.

Given the practical constraints for planning, Special Assessment District and other development approvals, and infrastructure and facility construction, these are considered optimistic with regard to the years identified.

The considerations for the various phases of growth assigned to Plan subareas include the following:

- projects exempted from the Volcano Heights moratorium because of some level of preexisting development approvals;
- the phasing of the expansion of water and sewer service by the Albuquerque Bernalillo County Water Authority to Pressure Zones 3WR/4W and then to 5W;
- completion of Special Assessment District plans and approvals that will be necessary to design, finance and construct locally serving infrastructure;
- prioritization of the Volcano Cliffs Village Center including urban residential tracts as the first complete mixed-use village;
- response to fast-track development of the Albuquerque Public Schools Volcano Heights high school;
- unitary ownership of land by Longford Homes;
- allowance for the market in the Volcano Heights area to strengthen before the development of the higher density Town Center.

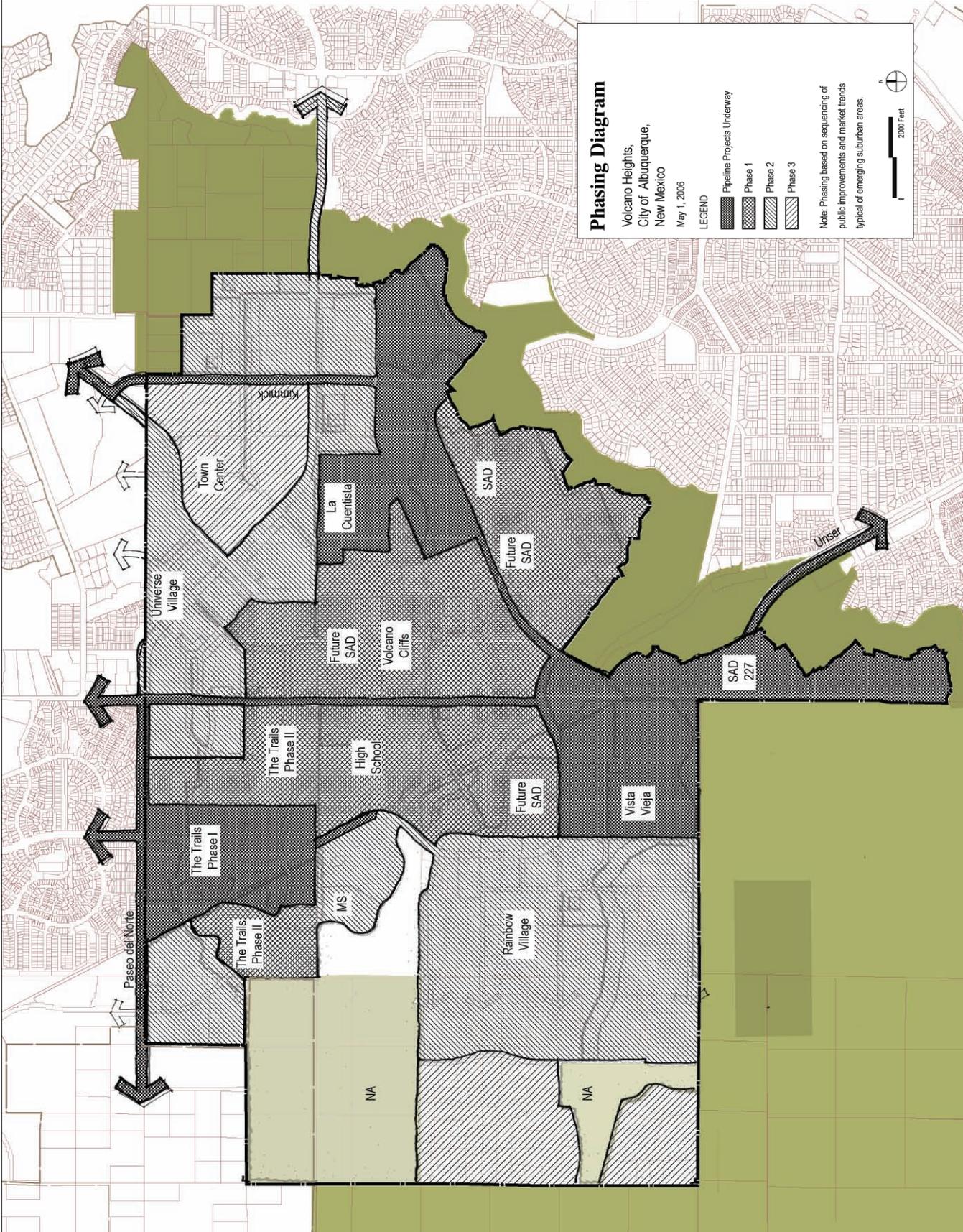


Exhibit 31

3. ADEQUATE PUBLIC FACILITIES

The City of Albuquerque shall establish Adequate Public Facilities regulations with regard to school facilities and transportation infrastructure capacity in the Volcano Heights Area. This will require a formal intergovernmental agreement with the Albuquerque Public Schools.

The purposes of Adequate Public Facilities regulations are:

- To link the provision of transportation and school facilities and services with the type, amount, density, rate, and timing of development;
- To manage new growth so that it does not outpace the provision of transportation and school facilities and services according to level of service standards;
- To coordinate public facility and infrastructure construction;
- To discourage sprawl and leapfrog development;
- To encourage the types of development that incorporate the community building and design principles contained in the Volcano Heights Plan.

In order to implement Adequate Public Facilities standards for schools and transportation infrastructure in the Volcano Heights Area, the following determinations will need to be made:

- The areas and subareas within Volcano Heights to which the transportation and school facility capacity standards apply. This is addressed below regarding elementary schools.
- The service standards for school facilities and transportation infrastructure to be applied. The Mid Region Council of Governments uses Level of Service (LOS) “D” for roadway budgeting purposes. Transportation modeling performed for this Plan indicates LOS conditions at “E” and “F” at intersections on Paseo del Norte and Unser under development build-out. Therefore, the suggested LOS for Volcano Heights is “E” for transportation. An important policy issue related to schools is the “lag time” between the construction of residences and the availability of public facilities to serve the development. In order to address this issue, the City and County should consider the experience of other local government where they allow a average enrollment-to-capacity level for schools of 130%.
- Current and projected transportation and schools facilities in the Volcano Heights Area as contained in the City’s CIP, the MRCOG Metropolitan Transportation Plan (MTP), and the APS Facilities Master Plan. These capital planning documents must be consistent with the phasing and timing of development called for here.
- The point in the development approval process where the adequacy of roadway and school capacity must to be determined.
- Methods for reserving roadway and school capacity for approved development proposals.

Linking Residential Development Approval to School Facilities

Appropriate school locations are shown on the Land Use Plan. To meet current needs, APS planning and design for the new high school is well underway. The middle school that is shown on the Land Use Plan will be needed to meet demand generated from both Volcano Heights and from areas outside of the planning area. Both the high school and middle school are located on land that is currently owned by the State of New Mexico.

The Land Use Plan shows five elementary schools. The number of schools is based on student generation rates typical of suburban areas and APS school size standards. Importantly, the number of elementary schools shown is based on the minimum average density requirements, which is consistent with current market trends. If market support for dense housing was to increase appreciably, an additional elementary school might be needed.

The locations for elementary schools are based on a number of factors including access, proximity to trails, and adjacency to Village Centers and the Town Center (without displacing dense urban uses that can take best advantage of transit and conveniences contained in these Centers).

In **Exhibit 32 “Elementary Schools and Service Areas,”** each service area will generate enough students to fill one elementary school of about 650 students. The service areas have been configured to minimize the number of students who must cross limited-access arterials to get to school.

Based upon the Phasing Diagram, Woodmont Elementary and Rosa Parks Elementary would be built first, and would serve projects that have already been entitled (The Trails, La Cuentista, Vista Vieja and SAD 227), as well as housing built in SAD 228 and subsequent phases of The Trails. As the number of students generated in all of these areas combined may exceed the capacity of two elementary schools, it is likely that the next phase of school construction would lead with La Cuentista School and/or Rainbow School. Demand for Kimmick Elementary is likely to emerge later and concurrently with the Town Center area.

It is important to recognize that the Elementary School and Service Area diagram is a guide that must be integrated into the APS facilities master plan and funding program.

The boundary areas of the elementary schools and the phasing of their development shall be used to organize residential development in Volcano Heights. The City of Albuquerque already has adopted policy contained in Bill No. F/S R-05-297 which set the following regulation: “The approval of residential subdivisions and zone changes to residential or higher density residential zoning should only be allowed through careful consideration . . . and when APS has provided a viable solution for affected schools”. This may be replaced with the following policy language in Bill No. R-06-74: “All pre-

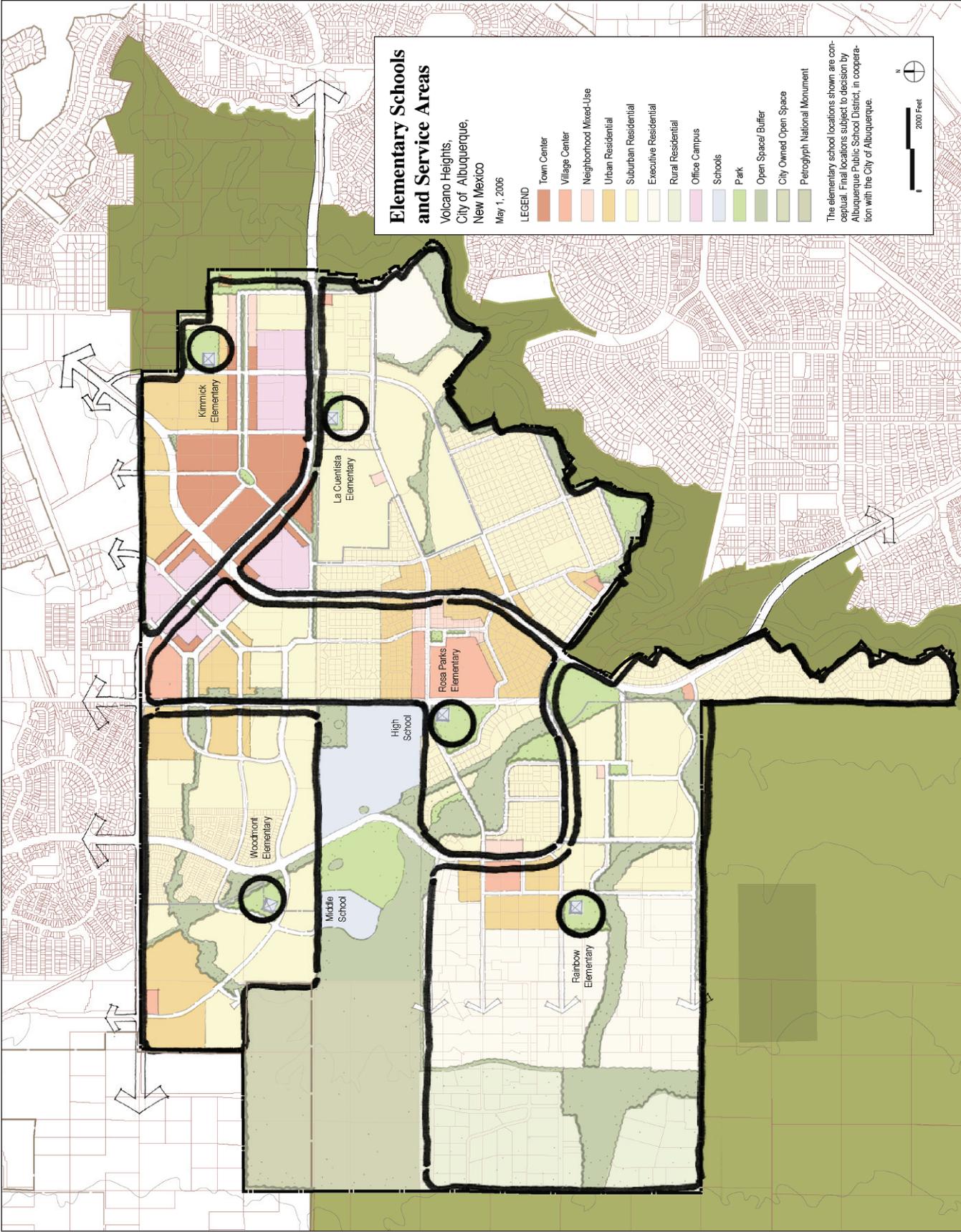


Exhibit 32

liminary plats and final plats approved after October 31, 2006 involving residential lots, single-family or multi-family residential land use, must evidence written approval by APS in accordance with APS policy and procedures. No preliminary or final plat approval will be granted by the City for any subdivision containing any residential component without the prior written approval of APS.” In either case, the City has an Adequate Public Facilities regulation related to the capacity of school facilities.

It is recommended that the City APF regulations be implemented through the following steps:

- APS produces a school facilities Capital Improvement Program that contains school Level of Service (LOS) standards addressing such issues as enrollment capacity at different school levels, facilities, number of students per classroom, and so on.
- The plan for new schools must be integrated with the City of Albuquerque’s Comprehensive Plan and the Planned Growth Strategy. More specifically, the schools Capital Program shall:
 - Be coordinated with the City’s adopted Land Use Assumptions for growth (which Assumptions must be modified by the City to incorporate the Volcano Heights Plan);
 - Establish the demographic relationship between new residential construction and the number of students contained within the households in these new structures both at the time of occupancy and over time.
- The APS school facilities Capital Improvement Program shall identify the schools contained in the Volcano Heights Plan, reflect their Plan location and boundary area, enrollment, number of households served, cost, and time frame in which they are planned to be constructed consistent with the Volcano Heights Plan phasing and timing assumptions.
- It is recognized that the Albuquerque Public Schools does not have sufficient financial resources to construct school facilities to meet the current demand. The school facilities Capital Improvement Program shall allocate a percent of total cost (or its equivalent dollar value) to each school that shall be met by (a) Albuquerque Public Schools’ property tax revenues, and (b) other financial sources such as voluntary developer contributions, State of New Mexico grants, and so on.
- When the City receives a request for approval of a subdivision, or site plan for residential development, or zone change to residential or higher density residential, the City shall provide a conditional approval that becomes effective when the Albuquerque Public Schools certifies in writing, by referring to the standards identified above, that area schools will timely be available to meet the demand created by a specific new development. It is suggested that the final solicitation/assembly of resources from public sources and developers occur when approximately 50% of the residences within the school boundary area, sufficient to provide the student base for a new school have received conditional approval from the City.
- The Albuquerque Public Schools must have reasonable assurance of sufficient present and future revenues from guaranteed sources to build the new school facilities prior to certifying in writing that area schools will timely be available.

Consequently, residential development will be “stacked” by elementary school boundary areas until the proximate number of residence to be built to supply the students for a new school have received conditional City approval. APS then will authorize development activities to build the school and the homes will be permitted by the City. Students requiring school space in advance of new facilities will be handled by somewhat exceeding design capacity at existing, nearby schools. As a result, residential development will be phased and timed consistent with the urban growth management program.

Linking Development to Roadway Capacity.

The City of Albuquerque, together with the Mid Region Council of Governments (MRCOG), the Albuquerque Metropolitan Flood Control Authority, and the Albuquerque Bernalillo County Water Authority, provide a set of facilities and services needed to support new development, including water, wastewater, storm drainage, streets, parks, community center, libraries and so on.

The provision of these services will be coordinated in relation to the growth phasing and timing plan through City Adequate Public Facilities regulations and reviews related to roadways. The City of Albuquerque will organize the provision of these infrastructure items and services by its own agencies and others consistent with the growth plan. The critical link will be the opening of transportation capacity related to arterial and collector streets.

The APF system related to roadways will involve facility demand and capacity needs, which, in the Volcano Heights Area, will be based upon streets included in adopted capital programs that have an identified funding source and that will add capacity, the capacity required by development, and the timing of their construction.

It will be necessary to develop the administrative procedures for an Adequate Public Facilities system in order to fully implement the system within City government.