



Bernalillo County, County Planning Commission
Findings and Conditions, Recommended by Staff & Agencies
SRP-20130004 & CZ-20130009 (Santolina)
December 3, 2014

FINDINGS for Master Plan Approval SPR-20130004

1. This is a request for a Planned Communities Level A Master Plan called the Santolina Master Plan. The plan area is generally bounded by Interstate 40 to the north, 118th Street and the escarpment open space to the east, the Pajarito Mesa on the south, and the escarpment area adjacent to the Rio Puerco Valley on the west, encompassing projected sections 1, 2, 3, 4, 5, 8, 9, 10, 11, 12, 13, 14, 15, 16 & 17, T9N, R1E and sections 6, 7, 8, 16, 17, & 18, T9N, R2E and sections 32, 33, 34, 35, & 36, T10N, R1E and sections 30 & 31, T9N, R2E, N.M.P.M., Town of Atrisco Grant, Albuquerque, Bernalillo County, New Mexico and containing and approximately 13,851 acres, generally zoned A-1 Rural Agricultural.
2. The request for approval of the Santolina Level A Master Plan has been submitted in conjunction with a request for a zone change for Planned Communities (PC) Zoning in accordance with Section 19.5 of the Bernalillo County Zoning Code (Planned Communities Zone) (CZ-20130009).
3. The Santolina development will take place within the next 40-50 years in accordance with the Level A Santolina Master Plan and subsequent Level B and Level C Plans. The Plan is responsive to the population and economic growth that is anticipated to occur in the Albuquerque Metropolitan Area by the Mid-Region Council of Governments.
4. The plan includes goals of providing for mixed land uses, a broad range of housing, employment, educational, and recreational opportunities in distinct residential village centers, industrial/business parks, parks and Open space, an urban center, a business park, and a town center with an open space network that provides connections to all portions of the development. The plan area will have a total build-out of approximately 38,045 dwelling units with concentrations that eventually will be high enough to support transit and extensive open space, parks, and trail networks. The overall gross residential density of the Santolina Community shall not exceed 2.7 dwelling units per acre, as specified in the Level A Plan.
5. The Santolina Level A Master Plan is consistent with the Albuquerque/Bernalillo County Comprehensive Plan policies for the Reserve Area that call for substantial self-sufficiency and environmental sensitivity and development that is at no net cost to Bernalillo County.

6. The Santolina Level A Master Plan complies with the criteria found in the Planned Communities Criteria for Level A Master Plans for land use, transportation, environment and open space, and government and public services, in a manner that can serve as the basis for a Development Agreement between the County of Bernalillo and the applicant and for subsequent Level B and Level C Plans required for the development of the Santolina Community.
7. The Level A Development Agreement is being prepared for execution by the Board of County Commissioners and the Developer at the time of approval of the Level A Santolina Master Plan and Planned Communities Zoning to ensure compliance with the Level A Planned Communities Criteria and that the development will be at no net cost to Bernalillo County. Development agreements with other local governments are not required at this stage.
8. Section 19.5.A.2 PC Planned Communities Zone of the Zoning Code requires the Level A Development Agreement to govern the interim permissive and conditional uses until a Level B plan has been adopted. The area proposed for the Level A Santolina Planned Community currently has existing sites that contain Special Use Permits as approved and regulated by Section 18, Special Use Permits of the Zoning Code and potential sites for local and state economic development projects. The remaining portions of the Santolina boundary area is undeveloped and are expected to remain undeveloped until a Level B and Level C plan is adopted.
9. The proposed Santolina development is suited for approval as a planned community as a result of (1) a large contiguous tract of land primarily under a single ownership, (2) its location on the urban fringe with limited existing development or infrastructure and the potential to function as a self-sufficient community, (3) its proximity to existing suburban and urban areas, (4) its potential for a wide range of activities, land uses and housing types, (5) its opportunity for a network of community open space and recreation facilities, (6) its opportunity for an integrated multi-modal transportation network, and (7) its opportunity to provide a systematic and financially responsible provision of infrastructure and community facilities.
10. The Santolina Level A Transportation Plan and Land Use Plans recognize the importance of maintaining a reasonable balance between residential uses and employment uses throughout the development of the property. The jobs/housing balance is a critical component of the sustainability of Santolina.
11. The Santolina Level A Transportation Plan provides an acceptable transportation network that will adequately serve the proposed development, will connect to existing and proposed future roadways, and will be followed and further elaborated upon in subsequent Level B and Level C Planning.
12. A Santolina Level A Fiscal Impact Analysis and an Economic Impact Analysis have been prepared in conformity with the Level A Planned Communities Criteria and demonstrates

substantial benefits to Bernalillo County. However, there are no concrete assurances that market demand currently exists for the development.

13. The Santolina Level A Master Plan provides for a permanent open space buffer and an internal open space network consistent with the Planned Communities Criteria and with the Albuquerque/Bernalillo County Comprehensive Plan. Per the Planned Communities Criteria, Major Public Open Space (MPOS) has been distinguished from other 'Open Space,' however the method of conveyance and proposed phasing of the conveyance of MPOS has not been identified, or included in the economic impact analysis and must be consistent with the policy of no net expense to the County.
14. The current version of the Level A Plan shows major arterials cutting through MPOS, which is not consistent with the purposes, policies, and uses for Major Public Open Space in the Comprehensive Plan or the Major Public Open Space Facility Plan. Several of the proposed roads on the east side of Santolina are consistent with the current draft of the Metropolitan Transportation Plan, and those proposed on the west side of Santolina are not.
15. The Santolina Level A Master Plan provides for a network of parks, recreation and open space facilities consistent with the Bernalillo County Parks, Open Space and Trails Master Plan. However, the current version of the economic analysis does not fully account for all the operational expenses of the proposed Parks and Open Space system at full build-out, including the costs of operating community centers, aquatic centers and the full cost of operating parks and open spaces, and therefore is not consistent with the policy of no net expense to the County. Also, in the current version of the Plan and corresponding fiscal analysis, the connection between phasing of development and the phasing of the conveyance and construction of appurtenant recreation and open space facilities is unclear, and therefore it is not possible to determine whether there will be sufficient funds from development to support the construction and operation of recreation facilities to support this development.
16. A Level 1 Archeological study has been conducted as required for a Level A Planned Communities Master Plan. More detailed investigations are required by the Planned Community Criteria for Level B and Level C plans, as well as by the Bernalillo County Subdivision Ordinance.
17. Through provision of a letter from ABCWUA, dated 7/29/14, the Santolina Level A Master Plan has demonstrated the physical and legal availability of water and wastewater as required in the Level A Planned Communities Criteria. Water and wastewater services will be provided by the Albuquerque/Bernalillo County Water Utility Authority.
18. The Santolina Level A Master Plan includes an acceptable plan for drainage and stormwater management that is consistent with the natural environment and addresses the requirements of Bernalillo County, AMAFCA, and the ABCWUA.
19. Bernalillo County has approximately \$450 million dollars in unfunded capital infrastructure facility needs currently in its 2014-2020 Capital Improvement Plan, and the financial impact of Santolina infrastructure development cannot add to this unfunded amount.

All
State
Governments

20. The proposed Santolina development is within the Albuquerque Public Schools (APS) district boundaries. The schools anticipated to be needed within the (over the next forty to fifty years) are not included in APS's current Facilities Master Plan, and APS has not approved any school sites or construction of any schools within the Santolina Plan Area.
21. The request for Level A Planned Community Zoning for Santolina is consistent with Resolution 116-86. It provides an overall development strategy and master plan for the approximately 13,851 acre site over the next 40 to 50 years that is intended to result in a cohesive, sustainable community with economic benefits to Bernalillo County.
22. The request is consistent with the health, safety, and general welfare of the residents of Bernalillo County.

CONDITIONS OF APPROVAL FOR LEVEL A MASTER PLAN:

Development agreement/No Net Expense Agreement

1. A Level A Development Agreement shall be entered into between Bernalillo County and the applicant which reflect this approval and a) clearly identifies responsibilities for development of and infrastructure and other facilities in Santolina; b) requires a link between housing and employment development in Santolina; c) maintains an overall residential density that is consistent with the Albuquerque/Bernalillo County Comprehensive Plan density requirements and is included in the Santolina Level A Plan; d) shall adhere to water use and conservation requirements of Bernalillo County and the Albuquerque/Bernalillo County Water Utility Authority.
2. Bernalillo County and the applicant agree on the "no net expense" clause of the Planned Community Criteria whereby the forthcoming Development Agreement shall explicitly state that Bernalillo County is not and never will be financially obligated to pay any net costs for any portion of future roadway, trail, sidewalk, landscaping, storm drainage, water and sewer, park and open space, fiber optic, natural gas, or electrical infrastructure within Santolina's plan boundaries.

Jobs-housing

3. The Santolina development shall achieve a reasonable balance between residential uses and employment uses such that it maintains the characteristics of a self-sustaining community. As stated in the Santolina Level A Master Plan, an approximate jobs to housing ratio of 2-1 shall be achieved with a goal of creating no less than 75,000 jobs as indicated in the Level A Santolina Plan at the time of full buildout of Santolina. A mechanism for ensuring the ratio shall be provided in subsequent Level B Plans, such that the anticipated job development shall occur in relation to residential development.

Transportation

4. The applicant will revise the Transportation Master Plan of the Santolina Level A Master Plan prior to a Level B submittal, or future development activities such as platting actions

or building permits, that generate 500 or more cumulative peak hour trips when upon coordination with the developer BCPWD deems it necessary. Items of revision shall include, but are not limited to, the following (these items shall also be addressed in the Santolina Level A Master Plan):

- a. The language that clarifies that there shall be no-net expense to the County regarding the funding of transportation improvements associated with the development of Santolina and the removal of all language that releases Santolina from constructing development driven improvements outside the Santolina boundaries must occur in the appropriate Level A document.
- b. Revise the language that clarifies how the job-to-housing ratio will be monitored, reported, and evaluated during the subsequent Level B submittals for Santolina as it pertains to traffic demands (see page 41). Jobs-to-housing data west of Rio Grande and outside Santolina can be considered in context, provided the data are not located within another master plan area.
- c. The *Santolina Access Management Plan (SAMP)* with the Traversable Median column added to Access Spacing Standards Table on Page 3 is approved. The SAMP shall be added to the Santolina Level 'A' Transportation Master Plan.
- d. Revise the Level A Transportation Network model as required by BCPWD. Revision/reanalysis shall include, but not be limited to, the 118th St./I-40 interchange, the new proposed arterial roadways, the new urban center layout, and any other changes to the Santolina roadway network. In accordance with PCC criteria, when substantial variations are identified to the Level A Master Plan, subsequent revision/reanalysis of the Level A Transportation Network model shall be required, when upon coordination with the developer, BCPWD deems it necessary.
- e. All appropriate items in the Addendum to the Transportation Master Plan dated November 4, 2014 shall be placed in the appropriate Level A document.

5. Written approval from the NMDOT will be obtained prior to the improvement or expansion of State roads identified in the Level A submittal. NMDOT and FHWA (Federal Highway Administration) review and approval will also be required for any Level B plan defining any required modifications and improvements to Interstate 40 and to other state facilities as a result of the development of Santolina and its roadway network. The approvals shall itemize financial obligations with participation and commitments spelled out. The coordination of the timeframes for the offsite roadway improvements and the Plan phasing will also need to be identified.
6. Funding for arterial streets and linkages, which are needed for Santolina and not programmed in the Bernalillo County Capital Improvements Program (CIP) or the Metropolitan Transportation Plan (MTP), shall be identified and submitted to the County for recommendation for inclusion in the CIP or the MTP. Any additional arterial streets and linkages or additional transportation capacity identified as part of any Level B analysis to be necessary to serve development of Santolina will be the financial responsibility of the developer.

Utilities/Drainage/Stormwater/Wastewater Management

7. The submitted Drainage (Stormwater) Master Plan, dated December 1, 2014, contains an addendum which includes minor inconsistencies within the calculations to the revised Land Use Master Plan. However, these inconsistencies do not alter the concept of the overall Drainage Master Plan and therefore are acceptable for this Level A Master Plan. The applicant must provide a Drainage (Stormwater) Master Plan consistent with the proposed Level A Master Plan with any Level B submittal.

8. Prior to approval of any subsequent level planning document, the applicant will provide a fully development executed agreement with the ABCWUA including provisions regarding water conservation requirements not to exceed 135 gallons per capita per day (inclusive of all uses), direct and indirect potable reuse, application of water supply charges, and a phasing plan for infrastructure development. The document shall cite compliance with all County and ABCWUA Water Conservation requirements including a commitment to meeting the ABCWUA's 2024 Water Conservation Plan Requirements and subsequent amendments.

9. Prior to approval of any subsequent level planning document, and in accordance with the ABCWUA's Water Resources Management Strategy, the applicant shall provide to the County a technical report which demonstrates, how provision of water for the Master Plan area has been considered in determining ABCWUA's availability of regional groundwater supplies (p. 2), how the anticipated demand for the project has been considered in determination of the ability to provide an adequate water supply (p.3), a discussion and presentation of the current water budget (p.21), and how the anticipated demand has been incorporated into the ABCWUA's interactive water budget model and resulting water budget (p.5).

10. Prior to approval of any subsequent level planning document, the applicant shall provide to the County a water conservation plan that is compliant with Bernalillo County and ABCWUA's guidelines, standards and requirements and which achieves the conservation goals expressed in the Bernalillo County Ordinance and ABCWUA's 2024 Water Conservation Plan Goal and Program Update, July 2013 and which requires compliance with subsequent revisions of the such guidelines, standards, requirements, and plans.

11. Water and wastewater issues for the Santolina Master Planned Community shall be resolved between the Albuquerque/Bernalillo County Water Utility Authority (ABCWUA) and the applicant prior to any Level B approval. An agreement between the applicant and ABCWUA and regarding timing, responsibilities, and maintenance of water and sewer facilities required to service Santolina will be developed and agreed upon prior to any Level B approval.

12. A drainage plan and stormwater management plan shall be submitted at the time of any Level B submittal with provisions for revision as needed to ensure consistency with any EPA-issued municipal separate stormwater system permit provisions or requirements as issued for the Urbanized Area of Bernalillo County.

* Under revision pending discussion between ABCWUA & County

Omitted from... revised.

Air Quality

13. Prior to any Level B Plan approval, the developer shall provide documentation that the proposed development will comply with Albuquerque/Bernalillo County Air Quality Standards and will demonstrate the intent to comply with air quality standards established by the Environmental Protection (EPA).

Parks, Open Space and Trails, Archaeological Resources

14. Development of Parks, Trails, and Open Space shall comply with the Level A Master Plan. Any changes to the types and general locations of open space or parks and recreation facilities other than neighborhood parks, as shown in the current draft of the Plan, shall require an amendment to the Plan. All capital and operational costs for proposed parks facilities, trails and the open space system shall be identified and included as part of the updated economic analysis prior to the conclusion of the Level A Development Agreement, consistent with the policy of no net expense. The basis for determining the operational costs will be the population of the unincorporated areas of the County, including Santolina, which is the source of service for the County. Any discrepancies in funding levels proposed for parks, recreation and open space facilities in Santolina identified after the approval of the Level A master plan and development agreement shall be addressed in subsequent Level B plans and development agreements. The subsequent Level B development agreements shall identify the method of conveyance and costs/funding of all recreation and open space facilities, as well as responsibilities for jurisdiction, replacement, maintenance, and operations, and these agreements shall also provide mechanisms for resolving issues related to overlapping jurisdictions, e.g., stormwater management and public open space. The method of conveyance for Major Public Open Space and its phasing shall be identified and included in the Level A development agreement.

15. The Planned Communities Criteria requirements regarding the study and mitigation of archaeological and geotechnical resources shall be followed in Level B and Level C Santolina Plans. Prior to any Level B approval, documentation regarding the completed study and mitigation measures within the Level B plan area shall be provided.

APS

16. The developer will work cooperatively with APS to logically locate sites and (at APS's sole discretion) to secure long-term options for those sites at a mutually agreed to price. Any future schools in Santolina will be developed consistent with the no net expense provisions of the Planned Communities Criteria. A Development Agreement shall be entered into between APS and the developer prior to any Level B submittal for Santolina.

Development of Santolina and Plan Amendments

17. Level B and C Plans shall be required prior to development of the Santolina Level A Master Plan Community. Level B and C development agreements, as prescribed in the Planned Communities Criteria, shall be provided. Consistency between Level A, Level B, and Level C plans shall be required throughout the development of Santolina. Changes to the Santolina Level A Plan, including but not limited to overall transportation, infrastructure, open space, and land use networks and configuration

approved at Level A, will require approval by the Board of County Commissioners, as required by Section 19.5 of the County Zoning Ordinance.

18. The Santolina Development Agreement shall include a section that pertains to Interim Uses. This section shall indicate that all sites within the Santolina Level A boundary area governed by a Special Use Permit or any site expected to be developed with local, state and/or federal support shall be governed by Sections 18, Special Use Permits and Section 24, Administration of the Zoning Code until a Level B Plan, affecting such site, has been adopted by Bernalillo County. No building permits or subdivision plats shall be granted on all remaining sites until a Level B and Level C plan affecting the subject property have been approved. No special use permit shall be issued without a demonstration of available infrastructure and utilities, including water, electricity and sewer, to be installed before, or concurrently with, development of the site.
19. Prior to Level B Plan or Zoning submittals, the boundary of subject property shall be legally platted.
20. Minor corrections to the plan, such as typographical and grammatical corrections, editorial changes agreed to by County staff, or small changes to acreage related to surveying may be incorporated in the final, adopted version of the plan.
21. The request shall comply with all applicable Bernalillo County ordinances and standards.
22. Prior to the Board of County Commissioner's hearing the applicant shall make the following modifications to the Level A Plan (dated 12/1/14) as required by staff and agencies:
 - a) Chapter 4, Zoning, p. 47, under Amendment Process: Remove the language "Substantial changes" and replace with "Amendments"; add that the process also applies to Level B and or Level C Plans.
 - b) Chapter 4, Zoning, p. 47. Add the following sentence under Level A Governance and Interim Uses (after ..Bernalillo County..) "No building permits or subdivision plats shall be granted on all remaining sites until a Level B and Level C plan affecting the subject have been adopted."
 - c) Change the language "publicly funded" on page 92 to "proposed for public funding."
 - d) Chapter 6, Transportation, Level A Master Plan on page 95: remove the sentence "The policy supersedes other policies that may be in place for roadways within Santolina" regarding the SAMP, and remove "(by others)" regarding the extension of Gibson Boulevard.
 - e) Exhibit 1 must be corrected to indicate that the Estrella Development has not been approved by Bernalillo County; a portion of the area shown on the map has been approved for development under the Westland Master Plan.

FINDINGS FOR CZ-20130009, PLANNED COMMUNITIES ZONING, LEVEL A

1. The request is for a zone map amendment from A-1 Rural Agricultural to Planned Community Zone in connection with the proposed Santolina Planned Communities Level A Master Plan. The plan area is generally bounded by Interstate 40 to the north, 118th Street and the escarpment open space to the east, the Pajarito Mesa on the south, and the escarpment area adjacent to the Rio Puerco Valley on the west, encompassing projected sections 1, 2, 3, 4, 5, 8, 9, 10, 11, 12, 13, 14, 15, 16 & 17, T9N, R1E and sections 6, 7, 8, 16, 17, & 18, T9N, R2E and sections 32, 33, 34, 35, & 36, T10N, R1E and sections 30 & 31, T9N, R2E, N.M.P.M., Town of Atrisco Grant, Albuquerque, Bernalillo County, New Mexico, and containing approximately 13,700 acres, generally zoned A-1 Rural Agricultural.
2. The request for approval of the PC Planned Communities Zone has been submitted in accordance with Section 19.5 of the Bernalillo County Zoning Code (Planned Communities Zone). Development of the Santolina Master Planned Community will take place following the regulations in Section 19.5 of the Bernalillo County Zoning Code.
3. The request for approval of the PC Planned Communities Zone approval has been submitted in conjunction with the request for approval of the Santolina Level A Master Plan (SPR-20130004).
4. The Santolina development will take place within the next 40-50 years in accordance with the Level A Santolina Master Plan and subsequent Level B and Level C Plans. The Plan is responsive to the population and economic growth that is anticipated to occur in the Albuquerque Metropolitan Area by the Mid-Region Council of Governments.
5. The plan includes goals of providing for mixed land uses, a broad range of housing, employment, educational, and recreational opportunities in distinct land use areas that include residential village centers, industrial/business parks, parks and Open space, an urban center, a business park, and a town center with an open space network that provides connections to all portions of the development. The Santolina Zoning incorporates the land use areas that will be further defined in subsequent Level B and Level C planning and zoning.
6. The Santolina Level A Master Plan has been approved based on consistency with the Planned Communities Criteria and the Reserve Area policies of the Albuquerque/Bernalillo County Comprehensive Plan, with conditions of approval.
7. The request for Level A Planned Community Zoning for Santolina is consistent with Resolution 116-86 for the following reasons:
 - a. The request is consistent with the goals and plans in the approved Santolina Level A Master Plan, as well as policies in Albuquerque/Bernalillo County Comprehensive Plan for master planned communities;
 - b. The request has demonstrated that the existing zoning on the property (primarily A-1 zoning) is no longer appropriate and the proposed development is more advantageous to

the community by furthering and implementing the goals and plans articulated in the approved Santolina Level A Master Plan, as well as the Planned Communities Criteria and the Albuquerque/Bernalillo County Comprehensive Plan for master planned communities.

8. The request is consistent with the health, safety, and general welfare of the residents of Bernalillo County.