

ST. JOSEPH HOSPITAL/CIVIC AUDITORIUM AREA

SECTOR DEVELOPMENT PLAN

July 11, 1979

Prepared by the Department of Municipal Development

Planning Division

City of Albuquerque

ST. JOSEPH HOSPITAL/CIVIC AUDITORIUM AREA
- SECTOR DEVELOPMENT PLAN -

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INTRODUCTION

The purpose of this Sector Development Plan is to define land use relationships for the redeveloping area which includes the Civic Auditorium site, St. Joseph Hospital, Longfellow School, and Sandia Foundation property fronting on Lomas Boulevard (See Map #1). The Plan is needed to resolve the present climate of uncertainty regarding the Hospital's future expansion plans and the amount of land available for private development. This uncertainty has, over the years, impaired successful negotiations for redevelopment of Civic Auditorium property and created perceived conflicts between the expansion needs of the hospital and desires of neighboring residents to improve and protect their neighborhoods.

While the City has played a leadership role in negotiating solutions to these conflicts, major interest groups within the Plan area or affected by it have also been closely involved in the planning process. City Planning staff held two meetings with residents of Martineztown, North Martineztown, and Huning Highland neighborhoods, and owners of property included within the Plan boundaries have contributed to Plan recommendations.

The approach to the Plan has been pragmatic and action-oriented. The Plan recommends land to be sold for hospital use, institutes re-zoning to SU-1 for the entire Plan area, and furnishes guidelines by which the City can determine how the remaining portion of the Civic Auditorium area land should be reused. In this sense, the document is a "plan for action."

While a land sale agreement will be prepared to implement the terms of the new zone, the method and conditions of sale lie outside the legal purview of this Plan and should be determined after the City Council has approved the precise configuration of city land to be made available for Hospital use.

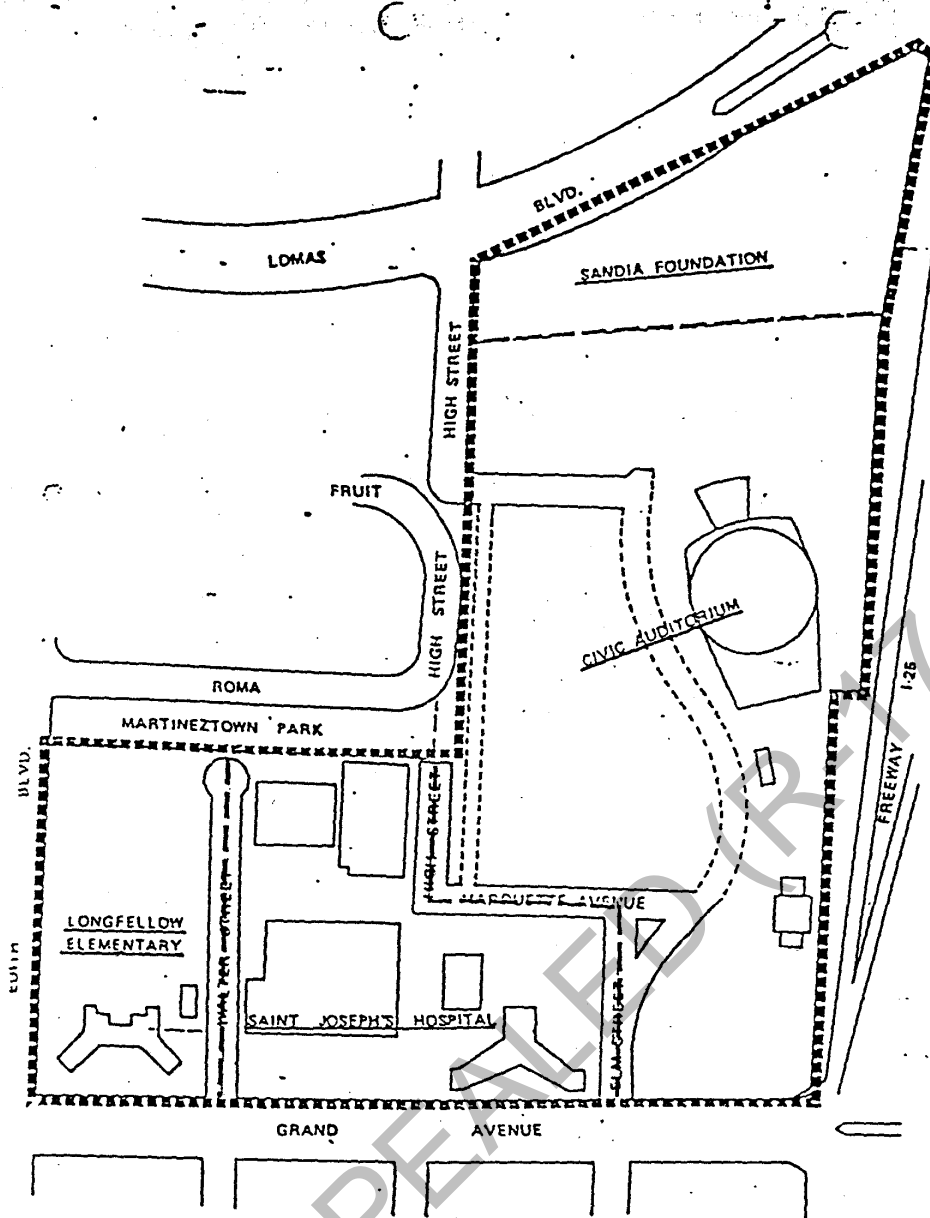
I. PLAN INITIATION AND SCOPE:

This Sector Development Plan has been prepared at the request of the present city administration and pursuant to Council Bill R-312, which in 1976 directed city staff to prepare a study and make recommendations concerning the disposition of Civic Auditorium property as a revision to the Urban Development Plan and land sale agreement previously rejected by the Council.

On February 27, 1979, the city administration requested two issues to be addressed in the Sector Plan:

1. A recommendation on the amount and configuration of land required to meet Hospital parking and expansion needs. During the course of Plan preparation, the Hospital published its own 15-year plan and program for expansion which would entail development of city-owned land directly to the east of its present location. The Planning staff has evaluated this Hospital proposal along with two other staff-proposed alternatives.
2. An evaluation of present proposals for re-use of the Civic Auditorium site, including Water World, medical-related offices, Shriners' Temple, and hotel.

Council Bill R-312 also instructed the Urban Development Agency to "issue a Request for Proposals to implement the Plan for redevelopment of the Civic Auditorium Project Area." Since a revised plan was never developed, a Request for Proposal process has never been formally undertaken. The existing proposals mentioned above have been offered informally to the City without any adopted legal framework or planning basis for selection.



PLAN BOUNDARY & OWNERSHIP

Map #1

It is the Planning staff's recommendation that the City should not accept or reject present redevelopment proposals until the City settles the issue of the Hospital's future land needs, determines the need to provide for Civic Auditorium activities, and initiates a formal Request for Proposal process clearly defining the type of development desired by the City and the boundaries and access to the site. Until these actions are taken, the total picture for the area will not be available.

In light of these findings, the following Sector Development Plan phases are proposed:

PHASE I. . . Settle appropriate land use configuration and re-zoning. Full Council action by August 6, 1979.

PHASE II. Complete feasibility Study for Civic Auditorium Replacement Facility (See pp. 12-13, for discussion)
July-October, 1979.

PHASE III. Prepare, issue Municipal Redevelopment and Disposition Plan for Civic Auditorium properties.

PHASE IV: Prepare Request for Proposals.

II. PLAN OBJECTIVES:

To provide a land use solution for the St. Joseph Hospital/
Civic Auditorium Area which:

- a. Provides for the growth and development needs of the Hospital as a major city institution.
- b. Furthers the city's neighborhood revitalization and preservation goals.
- c. Retains the viability of the Civic Auditorium site for appropriate future re-use or redevelopment.

The purpose of the Plan is to tie these objectives together in a complementary solution by providing for Hospital expansion needs within the present Civic Auditorium property, institutional expansion into residential areas becomes unnecessary. Resolution of conflicts between Hospital and neighborhood needs creates a more certain future for the community and enable it to focus its energies on positive steps for strengthening its residential character. This partnership will make it possible to meet needs that none of these interests could meet alone. By deciding on the amount and configuration of Civic Auditorium land to be provided for Hospital use, the city can determine more precisely appropriate uses for the remainder of the Civic Auditorium property and can actively pursue a re-use or redevelopment decision.

It should be noted further that all three objectives must be met by the proposed solution. To provide for Hospital needs alone could preclude future effective utilization of Civic Auditorium property. To emphasize the redevelopment potential of Civic Auditorium property alone could encourage a level of intensive use incompatible with both the Hospital and the neighborhoods. Although protecting the city's property values has been one objective of the Plan, to view the city's

ownership interest or potential development role as primary would narrow the Plan's scope to a real estate decision focussed solely on short range economic return.

The Plan objectives solve conflicts in the urban environment that might otherwise prevent realization of neighborhood and institutional goals. The city's interest is the public interest, which is best served by enhancing the viability of center city neighborhoods and supporting growth of a major institution which, through its development plans, proposes to increase employment opportunities and improve health care services for the entire metropolitan community.

REPEALED (R-17-213)

III. BACKGROUND:

A. St. Joseph Hospital Expansion Needs:

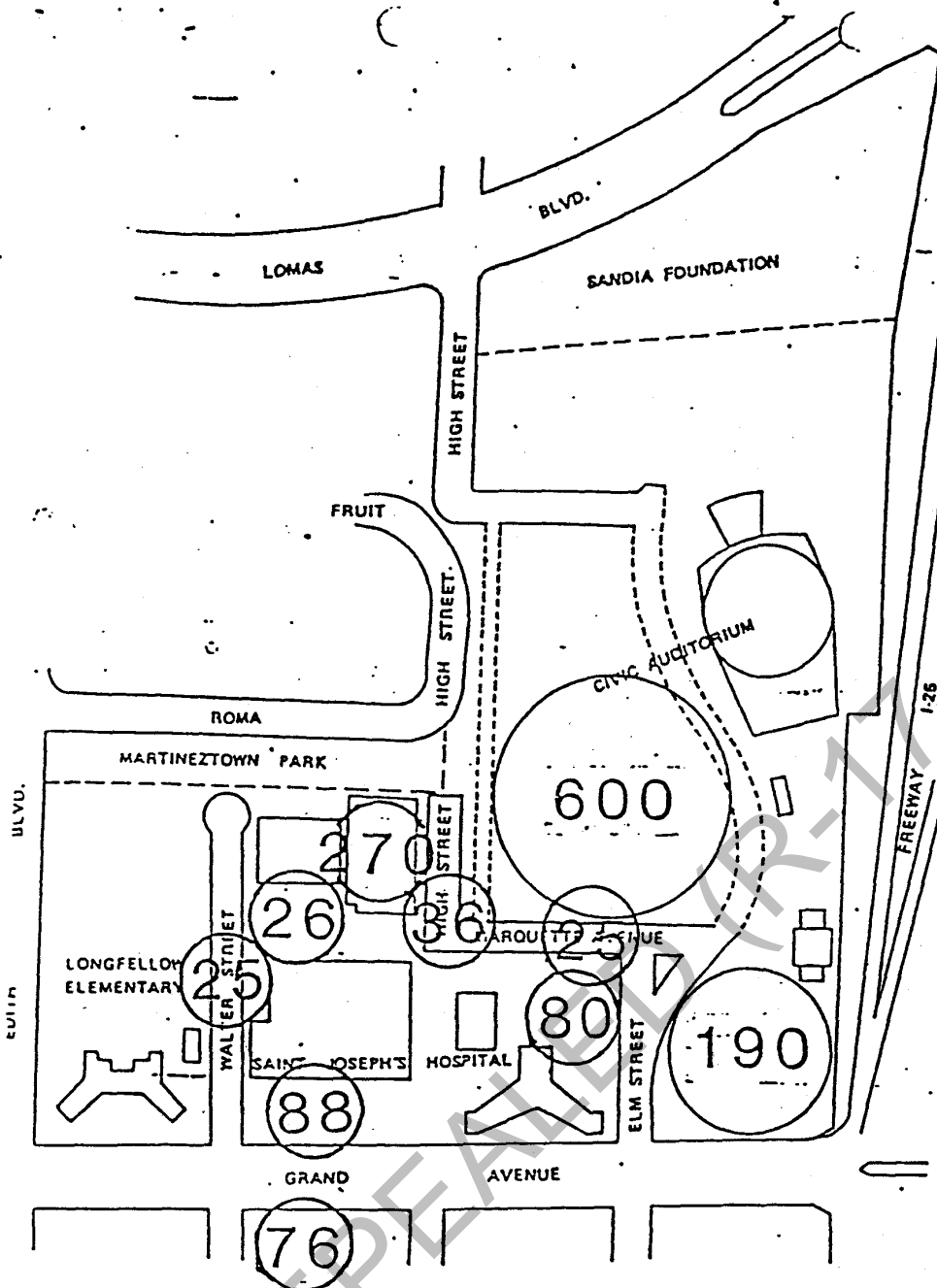
1. Land Use History. The Hospital's current parking and expansion problems stem from an unplanned sequence of events precluding expansion to the north and west. Expansion to the north was cut off in 1956, when the City condemned Block '11 of the Belvidere Addition then owned by the hospital to build the Civic Auditorium. In 1965, the city paid a compensation of \$18,000 to the Hospital for this property. The Hospital sought expansion to the west in the early 1960's, and in 1964 was assured by the APS Board of Education and Superintendant that Longfellow School would be closed and that the Hospital would have first option to purchase the property.

At the same time, City plans called for redevelopment of the Martineztown area with a large educational and institutional complex. Based on the School Board commitment and the encouragement of City leaders at the time, the Hospital administration decided to expand on its existing site, and in 1968 constructed a new 12 million dollar facility facing the Longfellow School property.

During the Model Cities neighborhood planning period from 1967-1973, Martineztown residents successfully resisted the City's attempts to renovate Martineztown with non-residential development, and established a new direction for the area strongly oriented to neighborhood revitalization and residential expansion. This resulted in a reversal of the previous decision to close Longfellow School and left the Hospital in its present expansion predicament.

The Huning Highland Sector Development plan, 1977, essentially prevented Hospital expansion of parking to the south of Grand by re-zoning hospital owned properties to a new residential/office category. Because of these previously adopted neighborhood plans which restrict expansion of the Hospital in their direction, the Hospital, in order to remain in its present location, has no alternative but to expand in the direction of the Civic Auditorium site.

2. Current Parking Needs: The Hospital currently utilizes two parking areas on City-owned Civic Auditorium property (See Map #2). In 1971 the Hospital entered into a fifteen-year parking agreement with the City to lease the block east of Elm Street, which provides 190 spaces. The City permits the Hospital to utilize 600 spaces of the Civic Auditorium parking lot at no cost. Thus 56% of the Hospital's current parking needs for 1,346 spaces (peak demand) are being satisfied on an interim basis. (Ref. St. Joseph Hospital Administration estimate of current need).
3. Hospital Master Plan: The master plan recently developed for St. Joseph's Hospital, "Site Development and Land Acquisition Needs for St. Joseph's Hospital," prepared by W. C. Kruger & Associates, dated March 15, 1979, states that the hospital needs approximately 7.6 acres of the Civic Auditorium site, in order to satisfy its expansion and parking needs. Map #3 summarizes the site plan and phasing of development over a period of 15 years.



PARKING SPACES UTILIZED BY SAINT JOSEPH'S HOSPITAL

ON SITE (HOSPITAL PROPERTIES) = 464

OFF SITE (INCLUDES STREET PARKING) = 952

PHASE 1 1980-1985

- A New Doctor's office building and parking structure.
- B Add two levels to existing parking structure.
- C New clinical services addition.

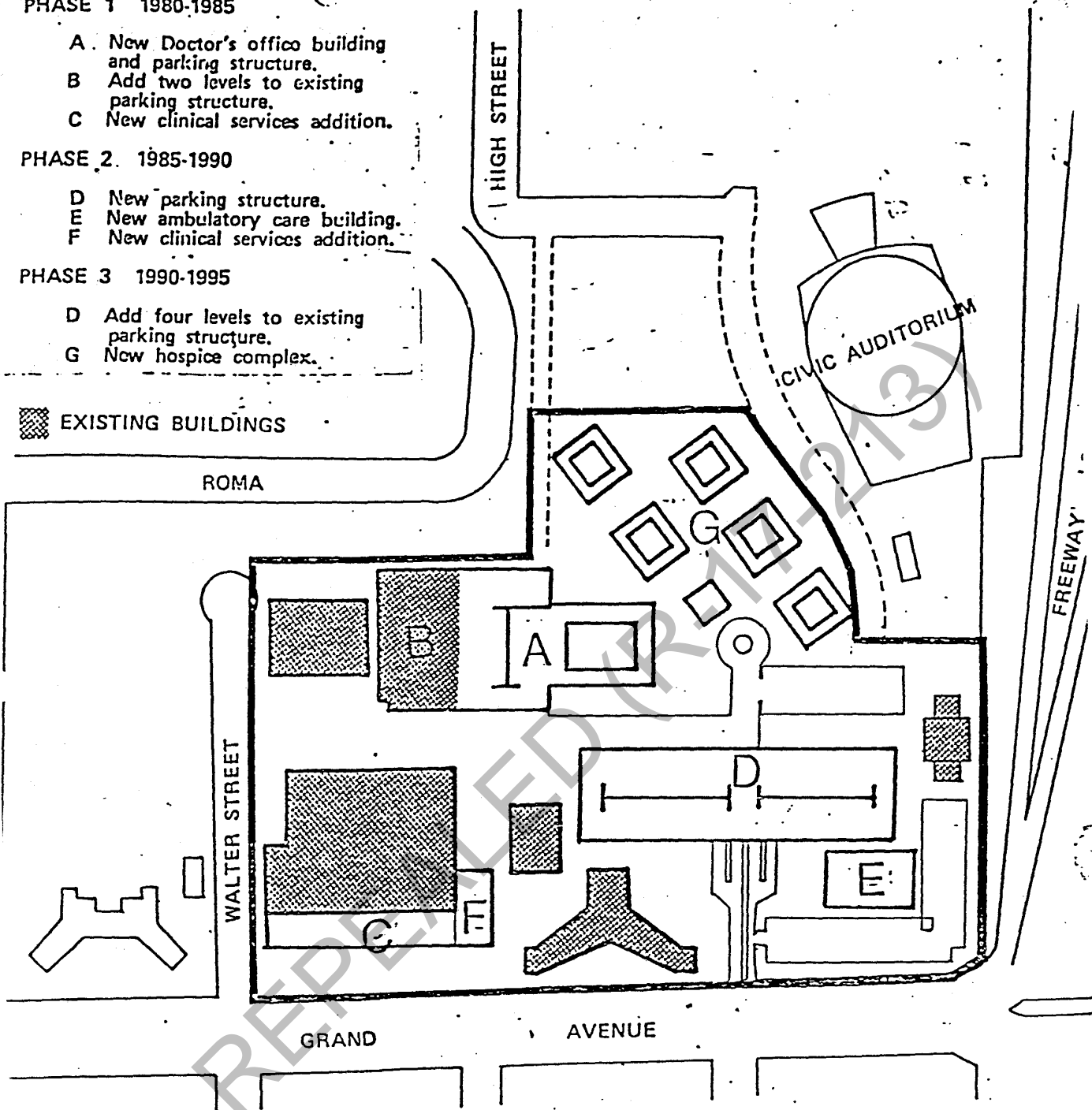
PHASE 2 1985-1990

- D New parking structure.
- E New ambulatory care building.
- F New clinical services addition.

PHASE 3 1990-1995

- D Add four levels to existing parking structure.
- G New hospice complex.

EXISTING BUILDINGS



SAINT JOSEPH'S HOSPITAL
PROPOSED DEVELOPMENT
MASTER PLAN

4. Role in Economic Development: The present St. Joseph Hospital complex, representing a 20 million dollar capital investment and a 24 million dollar annual operating budget, plays a substantial role in the center city economy. Hospital facilities consist of the original building (1930); the main building (1968); and a professional building (1974), St. Joseph Medical Towers. The total 481,000 square feet owned by the Hospital represents 5.1% of all non-residential space in the center city and 30% of all space allocated to the services sector. (Hammer Siler George, ECONOMIC BASE STUDY OF THE CENTER CITY).

The Hospital's expansion plan projects a \$22 million dollar additional capital outlay although this plan has not yet been reviewed by the New Mexico Health Systems Agency who must approve all hospital plans in accordance with state and federal regulations.

An investment of this magnitude, however, would strongly support regional economic goals. In defining a regional economic base, local economists have urged expansion of health services as one of several potentially strong industries which make substantial use of regional assets. (Lee Brown, "A Future Economy for the Southwest and Related Issues," NEW MEXICO BUSINESS, Vol. 31, No. 10, November 1978). The Hospital's planned expansion would capitalize on the favorable national economic outlook for the services sector, which is growing faster than any other segment of the national economy.

1993
Current
figures?

The Hospital's role as a major center city employer further substantiates its economic importance. The institution maintains a sixteen million dollar annual payroll supporting over 1200 employees who comprise 5.2% of the total center city workforce.

B. Civic Auditorium Site Redevelopment.

1. City Policy: In 1976 Council Bill R-312 declared that "redevelopment of the Civic Auditorium Project Area is in the best interest of the City of Albuquerque," and requested City staff to make recommendations concerning its disposition. This policy statement followed the Council's rejection of a proposed sale of land by the Urban Development Agency to Financial Resources, Inc. for redevelopment of the site as a "New Town in Town," pursuant to the Grand Center Redevelopment Plan accepted by the City in 1973. Although several widely differing proposals for redevelopment have been seriously considered by the City, the Council Resolution statement referenced above constitutes the only formal policy direction stating the City's intent to redevelop the site.

Subsequently in 1976, the Council again declared the property surplus in connection with a proposed trade of the Civic Auditorium site for 200 acres of APS land proposed for a Solar Energy Research Institute. The plan prepared by the Planning Department in 1976 prior to approval of the land trade recommended that the Civic Auditorium be used by the public school system for sports activities.

By encouraging a variety of redevelopment proposals, the City has tacitly assumed that the site could be turned into a revenue-producing asset through private initiative. What has not been formally considered or answered on a policy level is whether the auditorium serves public needs that should continue to be met by another city facility.

2. History and Present Use:..The Civic Auditorium was constructed in 1957 for sporting, entertainment and general public events. Since that time, the development of larger, more specialized facilities such as the UNM arena, Popejoy and Woodward Halls, Tingley Coliseum and the Convention Center have pre-empted the Civic from many activities for which it was originally designed. Promoters indicate that its limited seating capacity (4,850) makes it undesirable for major entertainment functions, and places Albuquerque in a secondary or tertiary market category for entertainment events.

Presently such diverse events as rock concerts, wrestling, pro-volley ball, commercial dances, conventions, and a summer youth program sponsored by the City Parks and Recreation Department find a home at the Civic. The Auditorium management estimates that it is used an average of 3.5 nights a week throughout the year and projects over 75% usage during the coming summer months.

3. Costs and Revenues: The City has always been responsible for the management and maintenance of the Civic Auditorium - first under the Parks and Recreation Department and now under the Department of Services. The expense of proper maintenance has

Auditorium
was

increased as the facility ages, and the city budget has been inadequate for effective care. A report in 1971 stated that if the Civic Auditorium is to continue to serve the public adequately, repairs, replacements, and additions are an absolute necessity. In 1977, the Department of Services estimated the cost of renovation at \$495,000.

Operating expenses are paid from revenues generated by rental and parking fees, concession sales and sales taxes, with the deficit made up from the City's general fund. For FY 1978, revenues totalled \$117,395 compared to \$226,533 in expenditures, leaving an operating deficit of \$109,138. The picture, however, seems to be improving. From FY 1977 to 1978, revenues increased 47% while expenditures increased less than 1%.

A simple profit and loss statement, however, does not adequately portray the total economic picture. Since the Auditorium provides a seating capacity of 5,000 versus the Convention Center's 2,500 capacity, the Auditorium does provide the only facility capable of attracting large conventions which indirectly generate revenues to tourist-oriented businesses. Since few other city service departments are expected to be self-supporting (e.g., library, zoo, museum), the real question is whether the Civic Auditorium provides a service which the taxpaying public wishes to continue to support.

4. Other Potential Public Uses. The Parks and Recreation Department is presently conducting a summer youth program to test and demonstrate the potential use of the auditorium as a youth center.

5. Need For Replacement Facility: In 1973, at the time the City was considering the Grand Center redevelopment proposal, the Civic Auditorium and its possible closing became a controversial issue. To address the problem, the City Manager appointed a nine-member Advisory Board, which after studying present usage and other available public events facilities, concluded that bond funds should be sought for constructing a replacement. The City Commission also felt that it would be a disservice to the community to accept a proposal for Civic Auditorium redevelopment without a definite commitment to its replacement. The Commission placed a condition on development that the Civic Auditorium would remain available for public use for five years, and authorized the Advisory Board to undertake a study of the size and type of new facility needed to accommodate Civic Auditorium uses.

In 1977 the City programmed \$35,000 for a feasibility study for an "Albuquerque Arena and Auditorium Center" which was envisioned as a large 15,000 seat facility to house community-oriented events (C.I.P. Project Definition). This amount was approved as part of the Civic Auditorium Improvement Project under the Department of Services, Special Events Facilities. The study has never been initiated because of uncertainty over its scope and orientation to a large arena-type stadium.

To avoid unnecessary controversy over Civic Auditorium site redevelopment, information concerning the need for a replacement facility, recommended location and financial feasibility should

be available if and when the city accepts a proposal abandoning the present Civic Auditorium functions.

6. Private Redevelopment Potential: The 18.6 acres of Civic Auditorium property offer an excellent site for redevelopment characterized by its high visibility and accessibility via I-25 and by its choice position relative to the City's major medical, educational and employment complexes.

If 7.6 acres is conveyed to the Hospital to meet its long-term expansion and parking needs, 11 acres of City property will remain. The combination of this property and the Sandia Foundation property fronting on Lomas totals to 16.5 acres.

Private developers have been attracted to the site's assets and have offered the City various redevelopment proposals, as outlined below.

- a. "New Town in Town Concept": Grand Center. In December 1973, the City Commission approved a "New Town in Town" plan for the site which called for mixed residential and neighborhood commercial use, authorized the Urban Development Agency to request proposals, and in June 1974, approved a contract between UDA and a private joint venture partnership for purchase and development.

Would-be developers of the Grand Center Plan characterized the site as occupying an "imposing position, lying adjacent to the I-25 Freeway, Grand Avenue and Lomas Boulevard." They cited its "excellent circulation, easy access and central location" as prime attributes which could "lead to the

creation of a true community center with exciting influences on the downtown core and frame areas."

(GRAND CENTER, A JOINT PROPOSAL BY DIDIER RAVEN, DEVELOPER AND ST. JOSEPH HOSPITAL, 1973).

The contract was voided by the City Council in 1975 due to failure of the joint venture to make timely payment. Reasons for the failure of this project were legally complex, but the developer cited "the uncertainty surrounding the St. Joseph Hospital situation" as the principal consideration. (Letter from Financial Resources, Inc. to UDA, September, 1974).

At the time the master plan was approved, the developer agreed to set aside seven acres to meet the Hospital's expansion needs. The Hospital in turn agreed to two possible configurations of these seven acres. The preferred alternative continued to be expansion to the Longfellow School site plus three acres of Civic Auditorium land. If acquisition of Longfellow School failed to materialize within 3-5 years, the Hospital would receive seven acres of the Civic site in a northerly configuration (Option #2 of this plan).

Thus only the corner of Grand and the Freeway, for which the developer agreed to pay the Hospital the full value of its ground lease for parking, was available for immediate development; the amount of

land remaining was uncertain and dependent upon the Longfellow School decision over which the developer had no control.

- b. Medical Office/Commercial Complex: For the past year, city officials, Albuquerque Public Schools and a private developer have been discussing a complex land trade proposal which would convert the Civic Auditorium into a medical office and commercial complex. All concerned parties have been willing to consummate the trade; but, again, indecision over how to solve the Hospital's parking problem and the concerns of residents have prevented its completion. By mutual agreement, the private developer and the City deferred this latest redevelopment proposal until the Hospital's needs are satisfied by this Sector Plan.
- c. Water World: The City has concurrently been considering a proposal for use of the Civic Auditorium by Water World, Inc., which would renovate the Auditorium to offer aquarium viewing and various aquatic exhibits. The development proposal states the following goals: "to expose inland New Mexico residents to the world of the sea, provide an aquatic educational atmosphere, serve as a family recreational experience, promote tourism, and encourage a better understanding of the environment with particular emphasis on aquatic life." In 1978 a feasibility study for the proposed park estimated a high return on investment associated with an established facility that is well located relative to the market.

("Evaluation of Economic Potentials for Water World," Economic Research Associates, May 1978). Water World proposes to provide 450 parking spaces to the Hospital for seven years. It would lease the Civic Auditorium site on the following basis: "A twenty year lease-purchase agreement for a rent of \$50,000 minimum against five percent of the first \$1 million sales and four percent over \$1 million."

Per the City Administration's request, this Sector Plan provides an evaluation of the Water World proposal (pp. 24 & 25), with the principal finding that the proposal does not make adequate provision for satisfying the needs of the Hospital.

The history of these proposals indicates that indecision over land to be provided to the Hospital has prevented acceptance and feasibility of several worthy redevelopment concepts. Unless the configuration of the site to be available to the Hospital is publicly determined and legally settled, any hopeful private developer interested in the City land will continue to be faced with changing project parameters and possible political controversy.

C. Neighborhood Revitalization:

Plans already adopted by the city stress the importance of neighborhood revitalization. The city's Comprehensive Plan places the "redevelopment and rehabilitation of older neighborhoods" as a first priority (Policy A.2.a.), essential to its over-all growth

strategy of mixing uses and increasing densities within Redeveloping Urban Areas. Policies and studies promoting the redevelopment of Downtown Albuquerque recognize that the core area will prosper only if a new residential base is attracted to the center city.

Over the past decade, local government has encouraged the rehabilitation of neighborhoods surrounding the Civic Auditorium by channeling federal funding resources provided by the Model Cities and Community Development Programs into Martineztown, North Martineztown and Huning Highland. Plans developed under these programs have encouraged a high level of citizen participation which has in turn strengthened the position of residents in influencing the Hospital's expansion plans and Civic Auditorium redevelopment decisions.

Local government today finds a partnership of interests with these neighborhood associations whose preferences coincide with and implement the above-stated city policies. Residents of Martineztown and Huning-Highland neighborhoods desire to retain and strengthen the role of Longfellow Elementary School, viewing it as a center for community life and a necessary ingredient for attracting new residents. Re-zoning initiated in the Huning Highland sector plan and Martineztown redevelopment plan demonstrates the city's and neighborhoods' desire to expand the residential population and prevent institutional expansion into residential areas. Further evidence of favorable residential trends can be seen in the 45-unit townhouse development soon to be built in Martineztown and the placement of the Huning Highland historic district on the national register.

Because it is in the public interest to support these favorable trends, this Plan stresses impact on adjacent residential areas in its evaluation of alternative land use options and proposed redevelopment guidelines. The Plan provides an environmental context which will further neighborhood revitalization goals.

REPEALED (R-17-213)

IV. EVALUATION AND RECOMMENDATIONS:

A. General Recommendations.

- pursued*
1. Longfellow Elementary School should continue to serve the Martineztown and Huning Highland neighborhoods. The City should work actively with Albuquerque Public Schools in a partnership approach to strengthen the role of Longfellow School and expand its function as a community-oriented educational complex.
 - pursued* 2. The City should make sufficient Civic Auditorium land available to provide for the reasonable, controlled expansion of the Hospital compatible with surrounding neighborhoods.
 3. The land trade or sale agreement for the disposition of the Civic Auditorium property should contain provisions for continued joint use of 600 parking spaces within the present Civic Auditorium site. To ensure the continued viability of present Civic Auditorium functions, the possibility of a lease-sale agreement should be investigated, which would permit the Civic Auditorium to utilize these spaces during evening hours until such time as the Civic Auditorium is redeveloped and used for another purpose.
 4. The City's adopted policy to redevelop the Civic Auditorium site and accept proposals assumes that the Auditorium has outlived its usefulness. However, considering the present need to conserve public finances, improvements to the Civic which would encourage its continued and more productive use by the city should not be ruled out as one possible re-use option.

5. If the City decides to continue to support the public functions which the Civic presently serves, it is necessary to determine whether renovation or a more specialized replacement facility would be the most cost effective course of action. The study already programmed to determine feasibility of a Civic Auditorium replacement facility should be undertaken immediately in order to provide these answers at the time redevelopment or re-use proposals are being considered. This study should determine the feasibility of a new or renovated public events facility and define its best possible size, location and use relative to the market and projected attendance. Of particular importance to implementation would be determination of the cost and anticipated revenues.
6. When the results of this study are available, the city should consider innovative ways by which the sale and redevelopment of the current site could be used to help finance any recommended renovation or replacement at a new location.
7. The City should continue to actively explore the possibility of a cooperative, voluntary development agreement with Sandia Foundation, owners of the Lomas frontage north of the Civic, to encourage a total development approach and integrated site planning for the remainder of undeveloped Civic Auditorium and Sandia Foundation properties.

B. Land Use Options.

Variables influencing the precise amount and configuration of land to be made available for Hospital use are the subject of the

following analysis of the proposed options shown on pp. 25a, b, and c at the end of this section. Plan objectives outlined in Section II provide the basis for evaluating these land use options.

The Hospital Plan proposes closing off hospital related uses to all outside traffic, forcing a complete separation between hospital and Civic Auditorium uses.

This approach, however, severely limits both the re-use potential and present use of the Civic Auditorium site by cutting off the Elm Street access from Grand Avenue and forces traffic to re-route north on Edith through Martineztown to Lomas. The Hospital Plan, however, provides the greatest amount of adjacent acreage for Hospital expansion and parking.

Option 1 modifies the Hospital Plan by preserving access to the Civic Auditorium site, but would still enable the Hospital to carry out its Master Plan with minimum change. While the retention of Elm Street would continue conflicts between Hospital traffic, including emergency vehicles, and traffic to and from the Civic site, these conflicts may be alleviated by improving northern access to the Hospital on High Street, as shown on the map for Option 1. The northern redevelopment orientation of this option provides some incentive to the city to initiate a development agreement with the Sandia Foundation.

This option clearly benefits the surrounding neighborhoods by providing adequate access to the Civic Auditorium property so as to avoid re-routing of traffic onto Edith Blvd., by orienting potential intensive redevelopment to the northern portion of the Civic Auditorium property away from existing neighborhoods, and by

permitting the Hospital to satisfy its expansion needs in an easterly, horizontal direction. (See Map #3).

Option 2 maximizes Civic Auditorium redevelopment potential by retaining the entire I-25 frontage, including the parcel at Grand and I-25. Elm Street would serve as a natural existing divider between Civic Auditorium site uses and the Hospital. This option, however, provides less than six acres for Hospital use, as compared to the 7.6 acres provided by Option 1 and the Hospital proposal. Option 2 would therefore require a greater concentration of structures and necessitate more vertical expansion.

According to W. C. Kruger & Associates, who prepared the Hospital Master Plan previously referenced, Option 2 would require consolidation of the two parking structures proposed in the original plan into a single structure nine levels high with a capacity of over 1,000 cars. The height, mass, and traffic flow problems caused by such a structure would conflict with the residential character of the proposed hospice area and Martineztown.

Reduction of the land area available for Hospital use in this option would either cause the hospice area to lose open space or force multi-story construction - either of which would work against the open, residential character important to realizing the hospice concept. Forcing the hospice area north may cause interaction problems with future Civic Auditorium site uses. The same traffic conflicts between Hospital and Civic site uses are present as in Option 1.

This option also poses some disadvantages to the neighborhoods. To Martineztown, it could mean increased heights

and densities on the west Civic Auditorium parking lot. By leaving the corner of I-25 and Grand open and available to private initiative, this option could encourage redevelopment orientation to the southern end of the Civic site, as proposed by previous interested developers, thus increasing traffic on Grand. This possibility would be less desirable for the Huning Highland neighborhood than the level of intensity and use proposed in the existing Hospital Master Plan.

The foregoing analysis is summarized on the following matrix (p. 25d). It is clear from the matrix and the above evaluation that there are trade-offs involved for each option.

• Recommendation:

THE STAFF RESPECTFULLY RECOMMENDS ADOPTION OF OPTION 1.

Option 1 most successfully meets all three Plan objectives defined in Section II.

Option 1 provides essential access to the Civic Auditorium site from the south. Eliminating this access would cause severe traffic congestion problems for the present use, re-routing Auditorium traffic onto adjacent residential streets and impairing access to present Civic parking areas.

Option 1 provides sufficient land for Hospital use that best meets its growth and development requirements and avoids previously described adverse impacts on Martineztown of the more concentrated hospital development patterns necessitated by Option 2. It permits the Hospital to proceed positively with its Master Plan. On the other hand, Option 2 would necessitate re-design and force the Hospital to undertake more costly and less efficient development. Since the type and extent of

redevelopment desired for the Civic Auditorium property is unknown at this time, it is reasonable to base the hospital land configuration decision on present certainties.

Option 1 guarantees a level of use on the corner of Grand and I-25 which is in keeping with the Huning Highland residential character and encourages orientation of potential private redevelopment to the northern portion of the Civic site more removed from existing neighborhoods.

For these reasons, Option 1 is the Department of Municipal Development's recommended solution.

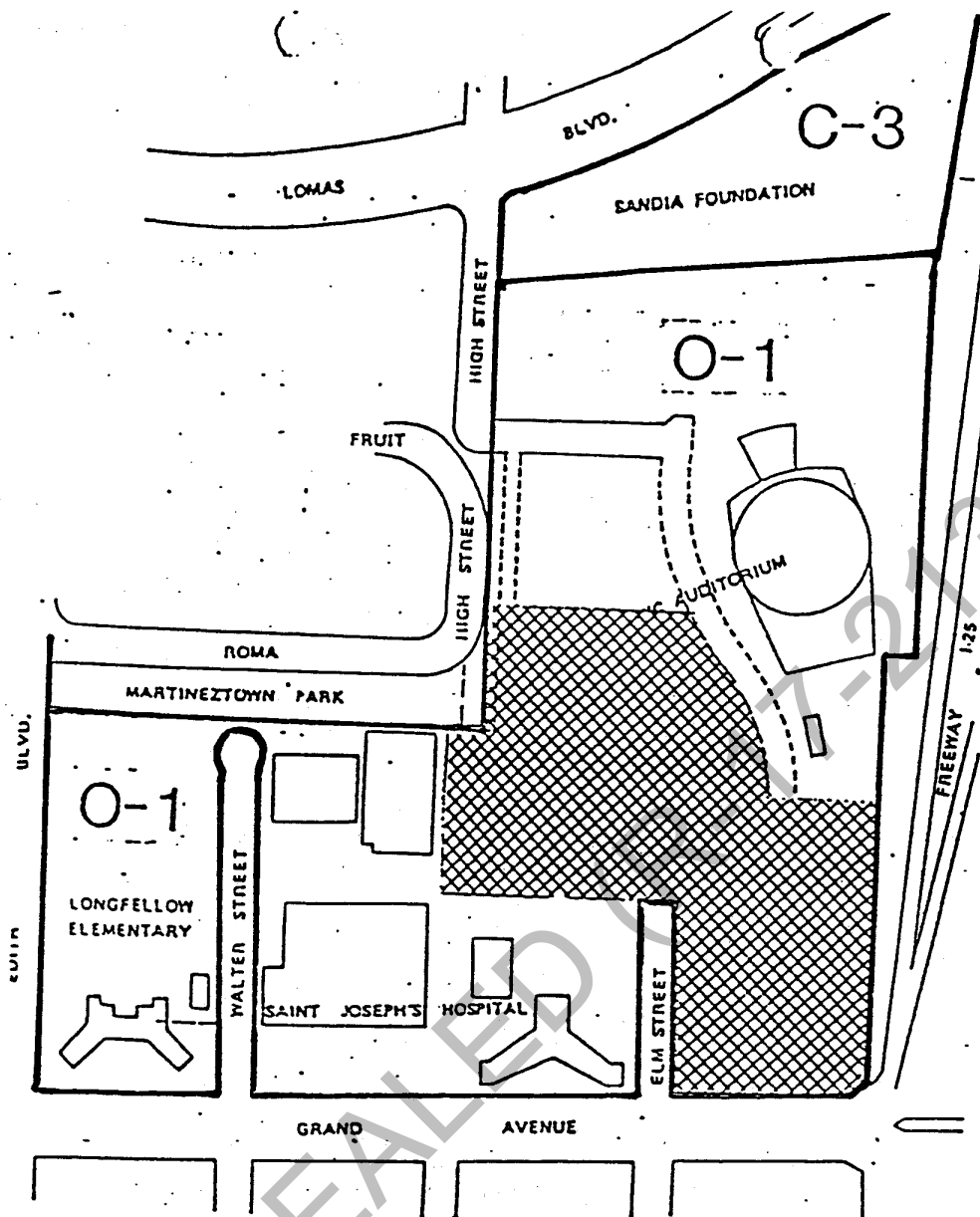
C. Redevelopment Proposals

The only proposal for Civic Auditorium redevelopment presently available in written form and capable of being evaluated is that of Water World, Inc., as described on pp. 15-16. In conformance with the administration's request that existing re-use proposals be evaluated, the Planning Division makes the following findings:

1. The Water World development as presently defined would not provide the amount of land necessary to meet future Hospital facility expansion and parking needs.
2. The proposed twenty-year lease agreement with the City does not adequately protect the City in the event that the Civic Auditorium is remodelled to Water World specifications and later fails to generate revenues projected in the feasibility study.
3. The amount of anticipated tourist business and daytime hours of use would increase traffic and parking conflicts with the Hospital.

4. The policy of the Comprehensive Plan to increase densities and mix uses within Redeveloping Areas should guide redevelopment of the Civic Auditorium site. The Water World, Inc. proposal does not significantly assist the City in carrying out the above policy.

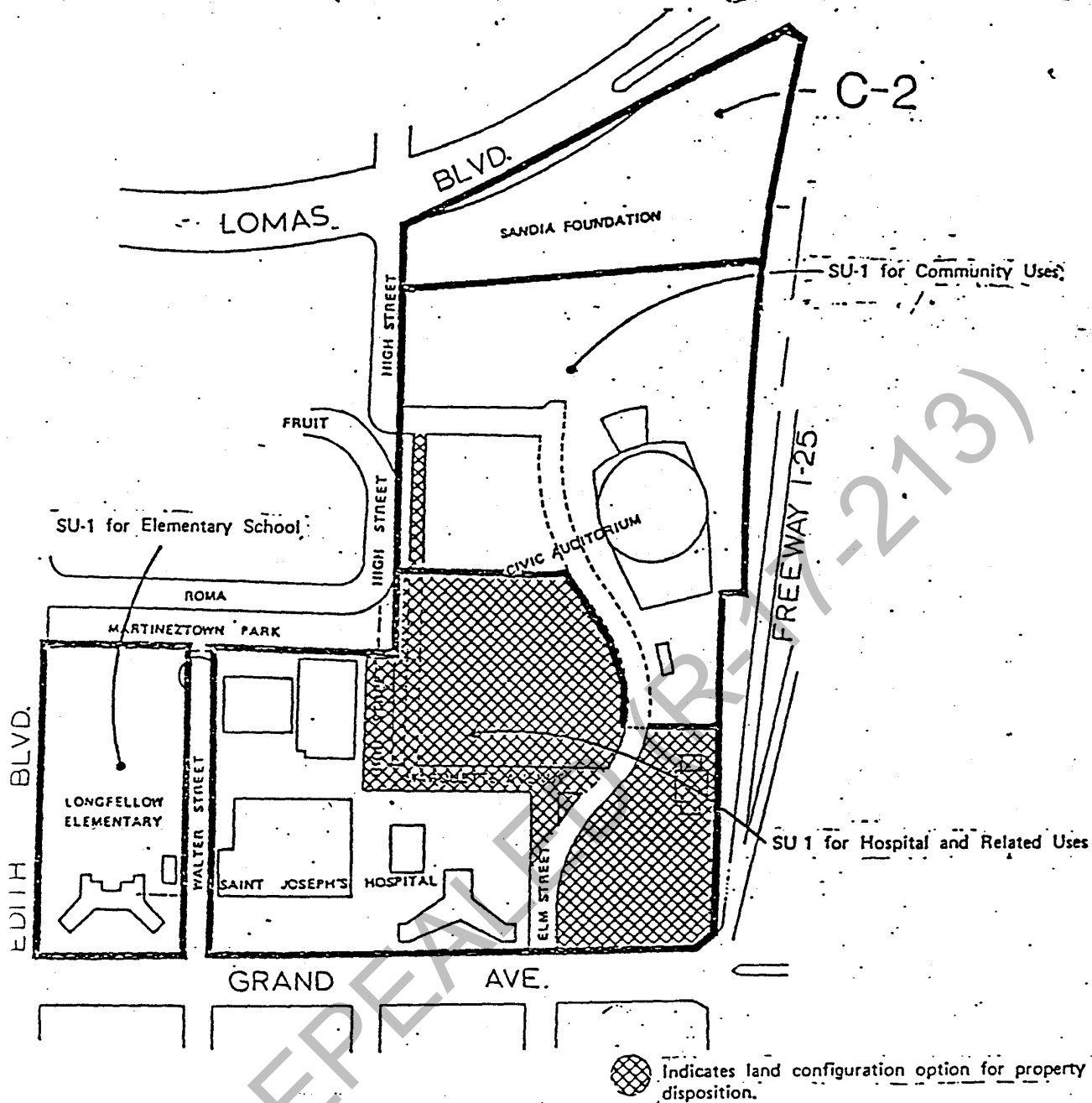
As stated under Section I, however, the City should not accept or reject any proposals for re-use at this time until a formal Request for Proposal process has been initiated pursuant to City guidelines. At that time, Water World may respond with a revised proposal oriented to the northern rather than southern portion of the site.



Indicates land configuration option for property disposition.

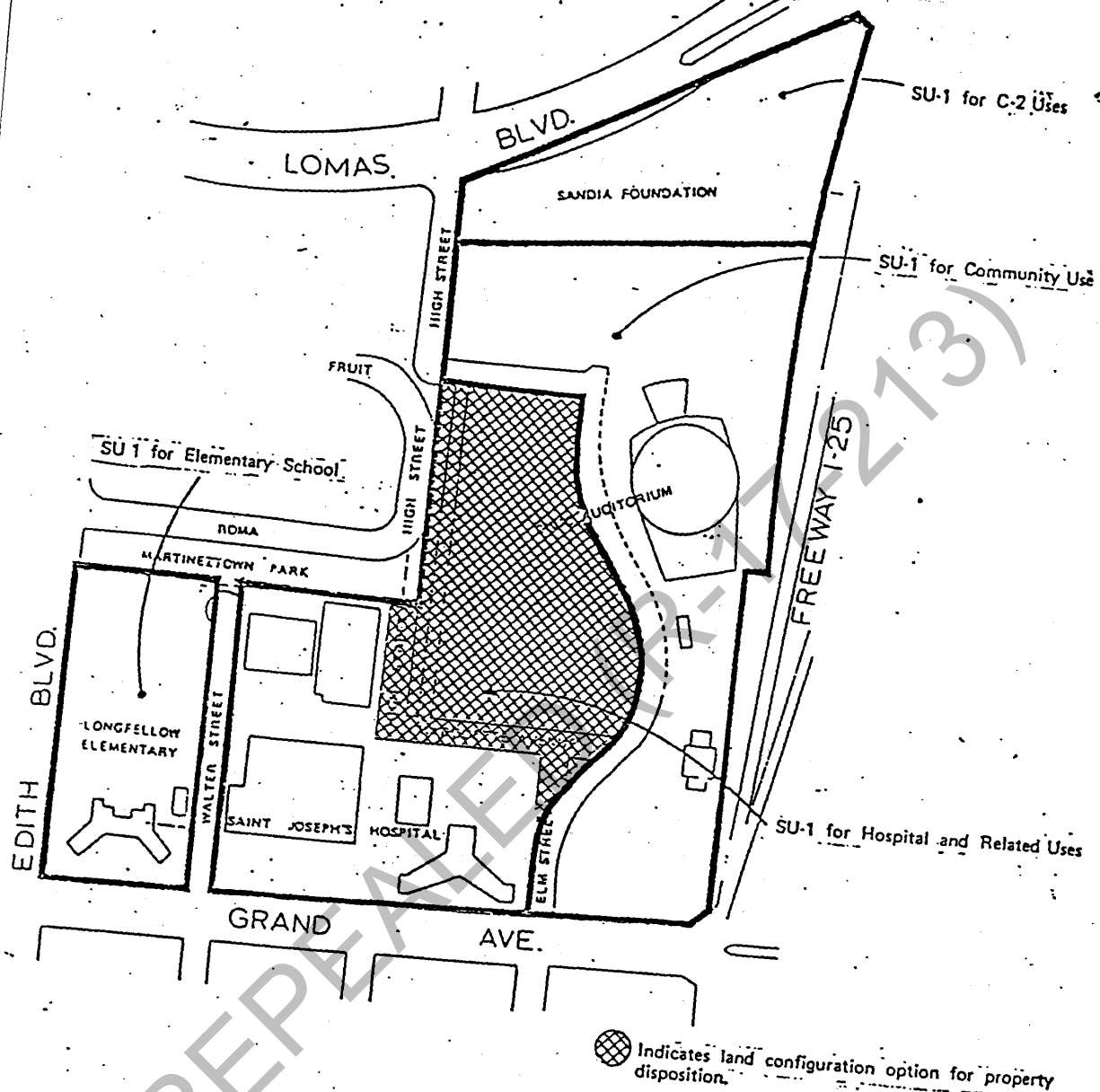
HOSPITAL PROPOSAL

No Change to Existing Zoning



OPTION 1

Proposed Zoning and Designated Uses



OPTION 2

Proposed Zoning and Designated Uses

EVALUATION MATRIX

OBJECTIVES

HOSPITAL PROPOSAL	OPTION 1	OPTION 2
→ PROVIDE FOR HOSPITAL NEEDS		
• PROVIDE ADJACENT EXPANSION AREA	•	
• MINIMIZE TRAFFIC CONFLICTS		
• PROVIDE 7.6 ACRES	•	
• IMPROVE NORTHERN ACCESS	•	
• SEPARATE HOSPITAL AND CIVIC USES	•	•
→ RETAIN VIABILITY OF CIVIC AUDITORIUM SITE		
• PROVIDE ACCESS FROM GRAND	•	•
• UTILIZE FREEWAY FRONTAGE		•
• PROVIDE ADEQUATE LAND AREA FOR REDEVELOPMENT OR REUSE		•
• SEPARATE HOSPITAL AND CIVIC USES		•
→ BENEFIT ADJACENT NEIGHBORHOODS		
• DISCOURAGE THROUGH TRAFFIC ON RESIDENTIAL STREETS	•	•
• PREVENT HIGH DENSITIES ADJACENT TO RESIDENTIAL AREAS	•	
• ENSURE LOW-RISE DEVELOPMENT OVERLOOKING MARTINEZ TOWN	•	

V. **PROPOSED RE-ZONING:**

A. **Proposed SU-1 Zoning.**

1. **Discussion.** Because of the need to encourage imaginative redevelopment for the Civic Auditorium Area, this Plan does not advocate a regulatory approach to that area. Instead, its enforcement mechanism is the site development plan review process required under Special Use SU-1 zoning, that provides an opportunity for interested parties to review and comment on a specific development proposal at a public hearing.
2. **Process.** Under SU-1 zoning, the Planning Commission must approve a site development plan for each separate use designation prior to any new construction. The process provides rules for arriving at development consensus through negotiation, so that all private and citizen interests can continue to be satisfied.

The review process is identical to that required for any urban center, or for any complex or unusual development situation. Zoning code provisions for amending an approved site development plan ensure the necessary flexibility and adaptation to changing circumstances as the area develops.

3. **Special Use (SU-1) Zone Designation.** With the adoption of Option 1 or 2 of this Plan, the area shown on the accompanying maps (p. 25b and c) is zoned SU-1, Special Use Zone and C-2, as provided in the Comprehensive City Zoning Code, Article XIV, Chapter 7 of the Revised Ordinances of Albuquerque, New Mexico, 1974. The SU-1 proposed zoning designates the specific uses permitted, as required by the Zoning Code. Any

change from the uses specified is subject to normal city review procedures for zone change requests. Uses designated for the Civic Auditorium site are intended to be broad enough to encourage private developer initiative, maximize redevelopment potential, and reflect market feasibility.

As shown on the maps, the Plan proposes SU-1 zoning for hospital acreage where proposed redevelopment plans potentially affect nearby neighborhoods; for the Civic Auditorium site where potential traffic conflicts and problems associated with mixtures of uses need to be solved through good site design; and for the Longfellow School site to ensure that, if the use is changed, a public hearing must be held.

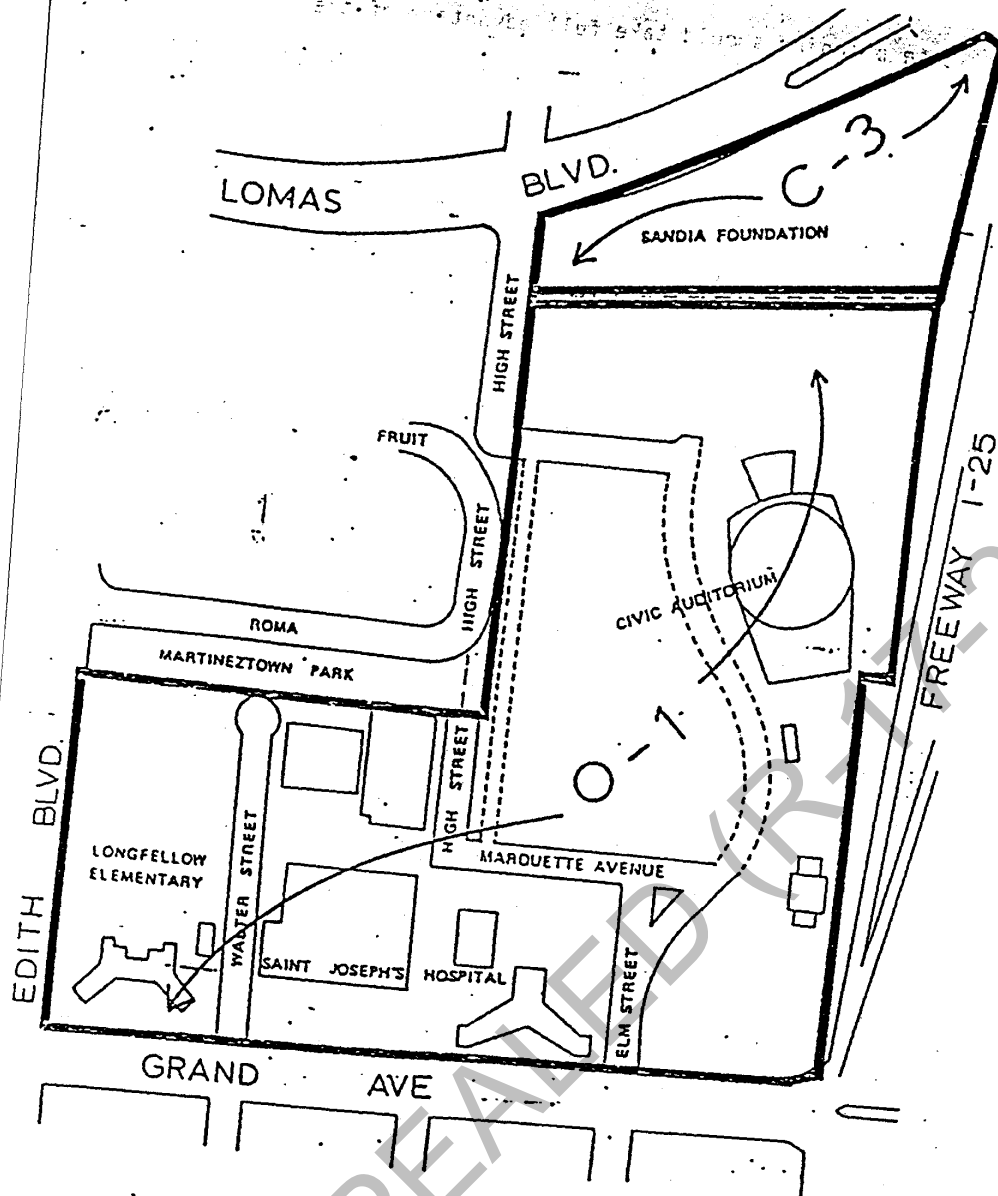
B. Sandia Foundation Property.

Because commercial zoning over five acres requires a site development plan and public review process, there is no need for re-zoning this property to SU-1. Re-zoning from C-3 to C-2 is recommended because C-2 permits all commercial uses appropriate to the area.

C. Development Review Guidelines.

This Plan recommends that the following parameters should be used in the preparation of specific site development plans and in their review by the City staff and the Planning Commission.

- a. Site development plans should pay special attention to the effects of heights on adjacent neighborhoods, particularly for the west parking lot area directly overlooking Martineztown, where R-1 heights are recommended.



EXISTING ZONING

O-1 OFFICE & INSTITUTION

C-3 HEAVY COMMERCIAL

- b. Site planning should take full advantage of the development opportunities offered by the combination of Civic Auditorium and vacant Sandia Foundation property.
- c. If either option 1 or 2 is selected, consideration should be given to providing adequate buffering between intensive uses expected on the Civic Auditorium site and Hospital uses.
- d. Commercial or institutional development that serves a market from outside the area should be located in such a manner that access traffic and servicing does not utilize residential streets.
- e. Commercial and institutional development should be buffered from residential property and residential streets. If in the future, the use of Longfellow School is changed through the public hearing process, the new use must serve a buffering function between Hospital and residential areas, and the zone change and site development plan review process should ensure performance of this function.
- f. The City recognizes that the Elm Street right-of-way from Grand to the Civic Auditorium site has major traffic and access impacts on both Hospital and Civic Auditorium redevelopment plans. During the site development plan review process, the need to retain or vacate this portion of the Elm Street right-of-way will be reviewed and evaluated in relationship to the specific re-use and site plan proposed for the Civic Auditorium area.