PLANNING, ZONING, & ORGANIZING:
A PLACE-MAKING TOOLKIT

A Civic Skills-building Workshop brought to you through a collaboration of the City of Albuquerque’s Planning Department and Office of Neighborhood Coordination and Common Ground ABQ, a McCune-funded organization using an equity lens to strengthen the City’s relationship with local organizations and underserved communities.
PLACE BUILDING TOOLKIT:

PLANNING –
LAYERS OF IMPACT ON COMMUNITIES & PLACE
What is Planning?

• Understanding current conditions and trends
• Garnering participation from all stakeholders in the community
• Creating a vision for where we want to be in 10, 20, or 30 years
• Making a “plan” to achieve the vision
  • The plan document includes policies, actions, and timeframes

Adapted From: Philadelphia Citizens Planning Institute, Introduction to Planning in Philadelphia
Who Plans?

- Federal, state and local government
  - All of these entities do their best to coordinate so the various plans work together
- Community groups
- Businesses
- Private landowners and developers

Engaging community members in the railyards redevelopment efforts
## Types of Plans

<table>
<thead>
<tr>
<th>Plan</th>
<th>Scale</th>
<th>Timeframe</th>
<th>Lead Agency</th>
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<tbody>
<tr>
<td>Comprehensive Plan</td>
<td>City &amp; County</td>
<td>20 years</td>
<td>Planning Departments</td>
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<td>Metropolitan Redevelopment Plan</td>
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<td>Economic Development Plan</td>
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<td>Master Plan</td>
<td>Location in the city</td>
<td>10 years</td>
<td>City Departments</td>
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Albuquerque's Planning History:
Geographic Setting
Albuquerque's Planning History: Indigenous Legacy

Breath
Sensing the connectedness between the human and natural world

Center
That place where all things are created

Emergence
Becoming the people and their landscape

Movement
Movement is the revered element of life

Connectedness
The building, the landscape, the region, all together are the physical expressions of their beliefs

In the Tewa language there is a word which means “seeking life.” That word incorporates the most basic concept of Pueblo thinking, that human life is about the search for harmony and balance, about breathing and walking carefully and sensing the connectedness between polarities in the human and natural worlds.

Albuquerque's Planning History: Indigenous Legacy

Emergence
Becoming the people and their landscape

Breath
Sensing the connectedness between the human and natural world

Movement
In the stories Pueblo elders tell, the ancestors journeyed many times and settled in many places

Albuquerque's Planning History: Indigenous Legacy

Center
That place where all things are created

Connectedness
The building, the landscape, the region, all together are the physical expressions of their beliefs

LOCATIONS OF 16\textsuperscript{TH} CENTURY SOUTHERN TIWA PUEBLOS
Albuquerque's Planning History: Spanish Colonial Legacy

El Camino Real de Tierra Adentro

- 1598-1882
- 1,600 mile long trade route based on an existing indigenous trade route
- Connected Mexico City and Ohkay Owingeh, New Mexico
Albuquerque's Planning History: Spanish Colonial Legacy

1598: Spanish colonization
  • Land Grants
  • Leyes de los Indias

1680 Pueblo Revolt
  • Response to brutalization, banishment of spiritual practices
  • Spanish colonizers expelled from NM

1692 Reconquista
  • 1693 Atrisco founded
  • 1706 La Villa de San Francisco Xavier de Alburquerque founded

San Jose del Vado, New Mexico

The Plazas Of New Mexico, Stefanos Polyzoides, 2002.
Albuquerque's Planning History:
Spanish Colonial Legacy

Old Town Albuquerque. Sketch by Augustus Koch, 1886.
Albuquerque's Planning History: Anglo Colonial Legacy

1821: Santa Fe Trail
Connected Franklin, Missouri and Santa Fe, NM

“Mother of the railroad”
- Served as a commercial highway until arrival of railroad

1846-1848: War of U.S. Aggression (Mexican-American War)
- Treaty of Guadalupe Hidalgo
- Change in property ownership laws
- New wave of colonization
Albuquerque's Planning History: 
Anglo Colonial Legacy

1880: Atchison, Topeka, and Santa Fe (AT&SF) Railroad reaches Albuquerque

1891: “New Town” incorporated

New Town was dominated by Anglo-Americans and European immigrants who modeled its buildings and institutions on those they remembered back home.

Civil engineer Walter G. Marmon was hired to lay out the town, creating a grid with numbered streets.
Albuquerque's Planning History: Anglo Colonial Legacy

1900: City Beautiful
Dry Climate believed to be ideal for tuberculosis patients
The city's largest employer was the American Lumber Company sawmill, which employed over 850 people in 1906

1920: Origins of Sprawl
Housing subdivisions began to extend eastward along Central Avenue
Cars became common, the city shifted from compact pedestrian-oriented development to a suburban land-use pattern.

1926: U.S. Route 66 established
The road brought a steady stream of travelers through town dozens of motels, diners, and gas stations were built to accommodate them.
Albuquerque's Planning History: 
Anglo Colonial Legacy

1930s – Depression Era/New Deal

Albuquerque saw a wide variety of public works projects

Some of the projects included new fairgrounds for the new Mexico State Fair, a new Municipal Airport, and a variety of schools, community centers, and other public buildings

The city continued to grow, reaching a population of 35,499 in 1940
1940s: Post-war Growth
Houses spread into the Northeast Heights in increasingly large subdivisions

From 1940 to 1950 the population nearly tripled, to 96,815, and then doubled again to 201,189 by 1960

Many of the postwar suburban developments were racially segregated with covenants prohibiting black or Asian people from buying property there.

1960s: Urban Renewal
The prevailing planning philosophies of the day favored a top-down, monumental approach rather than more organic development.

In Albuquerque, this led to wholesale demolition of older buildings in favor of large new projects like Civic Plaza and the Albuquerque Convention Center
Albuquerque's Planning History: Anglo Colonial Legacy

1970s to Present: Suburban Sprawl

Albuquerque's population has continued to grow since the 1970s, reaching 545,852 in 2010.

Much of this growth has been residential development on the West Side, creating traffic problems and demand for more river crossings.

1990s to Present: Revitalization

Efforts to revitalize downtown commenced in the 1990s.

Albuquerque has seen more infill construction in Downtown and Nob Hill since the 1970s.
What is the Built Environment?

- The physical structures and infrastructure of communities
- Plays a significant role in shaping health and life expectancy

WHERE WE LIVE
WHERE WE WORK
WHERE WE PLAY
THE BUILT ENVIRONMENT AND...

...RACIALLY RESTRICTIVE PLANNING PRACTICES

REDLINING

- Preferential areas marked green and blue. “Undesirable” areas marked with a redline.

- Redlined areas, contributed to institutionalized racism by systemically denying loans or mortgage insurance to individuals who were
  - African American
  - Catholic
  - Jewish
  - Or immigrants particularly from Asia or southern Europe
REDLINING
THE BUILT ENVIRONMENT AND...

...RACIALLY RESTRICTIVE PLANNING PRACTICES

RESTRICTIVE COVENANTS

- Limits what homeowner’s in a neighborhood can do with their property
- Racially restrictive covenants legally prevented a homeowner from renting or selling their home to anyone who was not white or Caucasian.
- Covenants were then recorded with the property deed, making it a part of the official chain of title – meaning the institutionalized racism of this planning process now become harder to challenge due to its legality.
14. **RACIAL RESTRICTIONS**...No property in said addition shall at any time be sold, conveyed, rented or leased in whole or in part to any person or persons not of the White or Caucasian race. No person other than one of the White or Caucasian race shall be permitted to occupy any property in said addition or portion thereof or building thereon except a domestic servant actually employed by a person of the White or Caucasian race where the latter is an occupant of such property.

15. **ANIMALS.** No hogs, cattle, horses, sheep, goats, or similar livestock shall be permitted or maintained on said property at any time. Chicken hens, pigeons, rabbits and other similar small livestock, not exceeding a total of twenty-five in number, shall be permitted but must be kept on the premises.
# The Cost of Racism in the 21st Century

**If you were white...**
- More and better areas available
- FHA-backed loan
  - 10% down
  - 30 years to pay off
- More money available for maintenance and improvements
- Properties overwhelmingly increased in value over time
- Equity loans available for sending kids to college, etc. - HELOC
- Average Net Worth (2014) - $102,800

**If you were black...**
- Fewer areas with less infrastructure
- Conventional loan
  - 50% down
  - 10 years to pay off
- Less money available for maintenance and improvements
- Properties overwhelmingly decreased in value over time
- ZERO Equity
- Average Net Worth (2014) - $9,590

Source: U.S. Census Bureau, Survey of Income and Program Participation, 2014 Panel, Wave 2
2017 Housing Estimates

LASTING IMPACTS

Source: 2013-2017 American Community Survey 5-Year Estimates, ACS Demographic and Housing Estimates
LASTING IMPACTS

WHITE HOMEOWNERSHIP 2017

- Own homes: 62%
- Rent/Other: 38%

BLACK HOMEOWNERSHIP 2017

- Own homes: 42%
- Rent/Other: 58%

ROBERT MOSES:  
THE “MASTER BUILDER” OF NEW YORK  
Discrimination Through the Built Environment

Physical design has an underestimated power on the built environment that can shape and influence human behavior.

- Built low hanging overpasses in Long Island to prevent transit buses from accessing Jones Beach – a well known, affluent public park.
- “One consequence was to limit access of racial minorities and low-income groups – who often used public transit” – Yale Law Review

Paving over Culture

The petroglyphs are a place where messages are conveyed between ancestor spirits and the living (2019).
PAVING OVER CULTURE

• Pueblos view the landscape as a bowl, a protective sphere that embraces all life.

• Paving through the monument would break through the rim and body, compromising the sphere’s integrity and ability to sustain its contents.

• The sacred sphere would no longer be able to sustain relationships and connectedness.

• The spiritual process would be rendered incomplete and healing powers diminished (2007).

"The petroglyph area is where messages to the spirit world are communicated. Pueblo ancestors ‘wrote’ down the visions and experiences they felt. We consider each of these petroglyphs to be a record of visions written here of some spiritual being, event or expression (2010).”


THE URBAN COYOTE

https://youtu.be/RZPFF1mz-r4
**RESILIENCE**

/rəˈzɪljəns/

noun

1. the capacity to recover quickly from difficulties; toughness
2. the ability of a substance or object to spring back into shape; elasticity

**COMMUNITY RESILIENCE**

“The capacity to respond effectively to change while honoring/drawing upon core community strengths and values, to adapt successfully to new and unforeseen conditions and circumstances, and to seize opportunities to flourish.” – New Mexico Resiliency Alliance
• How has planning impacted your community?
  • Example of a benefit
  • Example of negative impact

• How has your community shown resilience?
PLACE BUILDING TOOLKIT

ZONING – IMPLEMENTING COMMUNITY GOALS
ZONING

• Establishes rights and limits on private property to protect public health, safety, and welfare

• Implements policies
  • land use
  • economic development
  • urban design
  • transportation

Property rights are protected by the 5th Amendment of the U.S. Constitution: “a person may not be deprived of property by the government without due process of law.”
Albuquerque’s Zoning History

First Valid Zoning Code – 1959

First Comprehensive Plan - 1975

Centers & Corridors Vision – 2001

1959 City Limits

1979 City Limits
SECTOR DEVELOPMENT PLANS

- ~60 plans for >50% of Albuquerque
- Mix of policies, regulations, or neither
- Majority >10 years old, no strategy to update
- Overlapping boundaries
- Conflicting policies/regulations
- Over 400 unique zones
POST-IDO ZONING

- Zoning Code: ~19 base zones
- Overlay Zones: ~21
- Small Areas: ~40

Integrated Development Ordinance

https://ido.abc-zone.com

https://tinyurl.com/IDOzoningmap
PLANNING & ZONING

ABC COMPREHENSIVE PLAN

• Shoulds:
  • Where to direct growth
  • What to protect
  • How to coordinate
  • Priority actions
  • How to measure progress

INTEGRATED DEVELOPMENT ORDINANCE

• Shalls:
  • Incentives in Centers & Corridors
  • Buffers and distance separations
  • Tailored rules
    • Areas of Consistency
    • Overlay Zones
    • Small areas

https://tinyurl.com/ABCcompplan

https://ido.abc-zone.com
PLANNING & ZONING

Long-range Planning Process:
- Designing the process & needs assessment starting June 2019
- 4 months per CPA starting June 2020
- 3 per year for 4 years

Land Use & Zoning Documents:
- ABC Comp Plan - 5 year update cycle
- IDO - 1 year update cycle

Recommendations
Community Planning Area Assessments

Albuquerque Bernalillo County
Comprehensive Plan

Integrated Development Ordinance

https://tinyurl.com/CPAprocess
https://ido.abc-zone.com
IDO ANNUAL UPDATE
PUBLIC REVIEW MEETINGS

Zones
Summaries of each of the City's 19 zone districts.
- Zone Districts
- Overlay Zones

Uses
Allowable uses in each zone district and use-specific standards.
- Use Table
- Use-Specific Standards

Development Standards
Dimensional standards and other regulations that set the bar for high-quality development.

Administration & Enforcement
Processes for review and approval of development projects and enforcement of IDO regulations.
- Procedures Summary Table
- General Procedures
IMPLEMENTING POLICY

Protecting
- Neighborhoods,
- special places,
- & City open space

Incentivizing
- High-quality development
  in appropriate areas
PROTECTIONS

IDO Part 3
Overlay Zones

Collections of standards that differ from citywide rules to protect special places

IDO Part 4
Allowable Uses

Distance separations from residential and Open Space areas and between uses

From Residential Uses:
Liquor retail, Heavy Manufacturing, Auto repair, etc.

From Open Space:
Car wash, Gas stations, Manufacturing, Solid Waste, etc.

Between uses:
Group Homes, Pawn Shops, Bail Bonds, Payday Loans, etc.

IDO Zoning Map
https://tinyurl.com/IDOzoningmap
INCENTIVES & HIGH-QUALITY STANDARDS IN CENTERS & CORRIDORS

Incentives:
• Higher building heights
• Lower parking requirements

Development Standards:
• More building design & buffering requirements
• More walkable site design requirements

IDO Zoning Map
https://tinyurl.com/IDOzoningmap

DT = Downtown
UC = Urban Center
AC = Activity Center
EC = Employment Center
MS = 660 feet from Main Street
PT = 660 feet from Premium Transit station
MT = 660 feet from Major Transit
IMPLEMENTING POLICY

Community Input
Early consultation & more public notice

Streamlined Approval Process
More administrative review
## Table 6-1-1: Summary of Development Review Procedures

<table>
<thead>
<tr>
<th>Application Type</th>
<th>Public Notice</th>
<th>Mtns.</th>
<th>Review and Decision-making Bodies</th>
<th>Specific Procedures</th>
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<td><strong>Site Plan – Administrative</strong></td>
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<td>D</td>
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<td><strong>Wall or Fence Permit – Minor</strong></td>
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<td><strong>Decisions Requiring a Public Meeting or Hearing</strong></td>
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### Administrative Decisions

- **Public Meeting or Hearing**: Cite IDO rules only.
- **Rules decided case-by-case**: Cite Comp Plan policies AND IDO regulations.
COMMUNITY INPUT: PROJECT REVIEW

• Strategize
  • What kind of decision is this?
  • How much can input affect the decision?
  • Negative impacts?
  • Potential benefits?

• Build relationships
  • The applicant/developer
  • City staff

• Develop comments
  • Avoid or minimize negative impacts
  • Maximize potential benefits
  • Cite relevant policy or regulations

ABC Comp Plan

ido.abc-zone.com

tinyurl.com/ABCcompplan
PLACE BUILDING TOOLKIT:

ORGANIZING –
COMMUNITIES MAKING THE PLACES THEY WANT
Community Organizing

Together for Brothers (T4B) & Common Ground for the City of Albuquerque Civic Skills Workshops
What does your community need? What does your community want?

Find a partner (preferably someone sitting next or close to you) and share.
Individual vs. Collective Needs & Wants

Not just fixing the streetlight in front of your house but organizing for streetlight repairs in your neighborhood or citywide.
“Roots & Rivers”

- “Babies in the river” Story
- Root causes (rather than symptoms)
- Upstream (structures and prevention)
Community Organizing

- Builds Power
- Improves Lives
- Shifts Relations of Power
- Problem and solution identified by *those most impacted*
Community Organizing and Planning & Zoning

- Knowing your rights -- how, what, where, who and why to “engage”
- Knowing your resources -- neighborhood associations (Office of Neighborhood Coordination) & community organizations
- And “changing the Rules”
## QUESTIONS?

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<tr>
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<th>James Aranda</th>
<th><a href="mailto:jmaranda@cabq.gov">jmaranda@cabq.gov</a></th>
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