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# Barelas Rail Yard Redevelopment: A Stakeholder Assessment

Michael Furze

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**Barelas Rail Yard Redevelopment:  
A Stakeholder Assessment**

**BY**

**MICHAEL W. FURZE**

***B.A., Anthropology, University of Massachusetts, Amherst***

THESIS

Submitted in Partial Fulfillment of the  
Requirements for the Degree of

**Master of Community and Regional Planning**

The University of New Mexico  
Albuquerque, New Mexico

**December, 2010**

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## DEDICATION

I dedicate this thesis to Melody Zagami. With your love and support I was able to finish this document with distinction. To Bender and Darby, your constant request for play time helped me focused on the important things.

## ACKNOWLEDGMENTS

To my parents, Peter and Maria Furze, thank you for all of your patience, love and support. To my sister Melissa and my brother Steve, thank you for listening to my long-winded attempts to refine my ideas and for sharing my company. I love you all. I verily acknowledge Ric Richardson, my advisor and dissertation chair. Thank you for providing encouragement and opportunity in the classroom and in the field. His guidance, style and process will remain with me as I continue my career.

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And finally to my partner, Melody Zagami, your love, especially throughout the late hours and long weekends, is a tremendous gift I am thankful for every day.

**Barelas Rail Yard Redevelopment:  
A Stakeholder Assessment**

**BY**

**Michael Furze**

Community-based redevelopment of Albuquerque, New Mexico's twenty-seven acre Barelas Rail Yard site represents one possible outcome of the ongoing redevelopment process. This thesis uses semi-structured interviews with neighborhood residents and community activists to reveal visions and concerns about the future of the site from beyond the profit-driven approach of typical contemporary projects. Through interviews and the case studies, I provide recommendations for discussion and capacity-building that allows neighborhood residents to better navigate a complex political landscape and influence the redevelopment of the site through a community-based process that brings together multiple visions of renewed activity on the site that respects the cultural and historical relationship to the space while doing no harm to the surrounding neighborhoods.

Submitted in Partial Fulfillment of the  
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**Master of Arts**

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# CHAPTER I: INTRODUCTION

## *Overview*

Community-based redevelopment of Albuquerque, New Mexico's twenty-seven acre Barelvas Rail Yard site represents one possible outcome of the ongoing redevelopment process. The neighborhoods adjacent to the redevelopment have representation on a Community Advisory Board that oversees the selection of the eventual developer. However, the neighborhood residents participating in that Board maintain rigid control over the narrative about their neighborhoods' relationship with and vision for the redeveloped site. This thesis uses semi-structured interviews with neighborhood residents to reveal visions and concerns about the future of the site from beyond the small circle. Analysis of the themes, dilemma and ideas raised by the interview process leads to four case studies that demonstrate how other communities have responded to redevelopment proposals that would significantly impact their communities. Building from the interviews and the case studies, I provide recommendations for discussion and coalition-building that would connect community

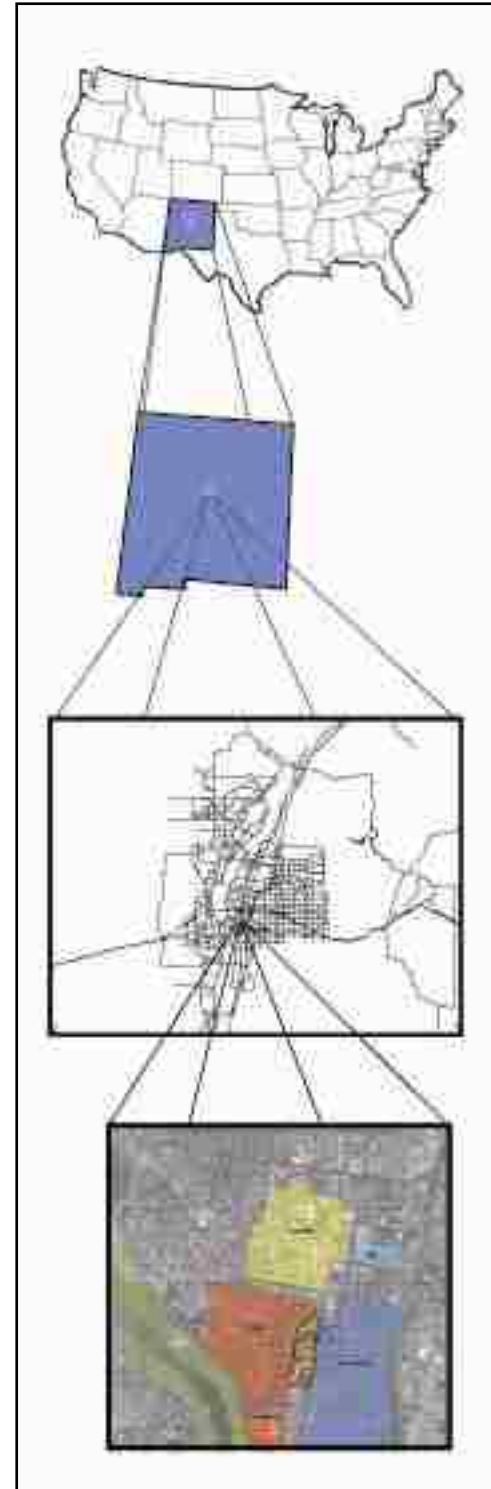


Figure 1: Context



stakeholders and augment existing social capital networks. The recommendations would allow neighborhood residents to better navigate a complex political landscape and influence the redevelopment of the site.

Such a process could assist the community in bringing together multiple visions of renewed activity on the site that respects the cultural and historical relationship to the space while doing no harm to the surrounding neighborhoods. This network of new participants could be brought into a community-based redevelopment effort that expands the focus of the redevelopment effort beyond the profit-driven approach of contemporary projects.

### ***Why the Rail Yard?***

The story of the Rail Yard and the surrounding communities is one of transition: from an agricultural community, through the Barelás Rail Yard's function as a site of industrial production, to a languishing relic and currently as an urban redevelopment project awaiting implementation of the multiple visions for its future use. Along with the railroad, the site represents the hearth of Albuquerque's growth. The Rail Yard's industrial cathedrals are one of a handful of historic buildings that remain standing in the downtown area and these structures connect the surrounding low income neighborhoods to a time of prosperity. Connection to this identity is

The redevelopment process is a confrontation between the social capital of the neighborhood residents and the social capital of pro-growth proponents. The struggle is complicated by the fragmented local political relationships within and between leadership of the Barelás and South Broadway neighborhoods.

Beyond the leadership in the neighborhoods and formal political leadership in the city and state level, the lives of thousands of households will be impacted by the redevelopment of the Rail Yard. Although redevelopment of these buildings can follow any number of possible paths, contemporary urban redevelopment tends to follow a prescriptive path focused on the creation and implementation of public incentive to finance private profit. If the Rail Yard follows a similar path, then the gentrification already occurring in the disinvested neighborhoods surrounding it may take a more aggressive form. If residents are displaced, their physical connection to an important identity will be severed.

The neighborhood has a place at the table, with several residents serving on the Community Advisory Board; however, the opportunity to reshape the discussion about the site is lacking both an understanding of neoliberal redevelopment structures and strong grass-roots participation in the community. Without understanding of the local infill growth coalition's ideology and methodology to facilitate urban redevelopment, the scale of the opposition may be misunderstood and opportunities to leverage public investment may be missed. Without widening the base of support, I believe the limited number of residents on the Board will be relegated to negotiating minor details, with the most substantive aspects of redevelopment left for more powerful actors. The stakeholder assessment offers an array of possible discussion points that could draw more members of the community into active participation in the redevelopment process that could pay larger dividends than the current participants can generate.

## ***Key Findings***

Redevelopment of the Rail Yard is part of historical and political-economic process that cannot be understood without understanding Albuquerque, New Mexico's historic and contemporary growth. Decades of suburban expansion lead to disinvestment in the downtown area, a trend that has begun to change since the passing of the Downtown 2010 Sector Plan. This shift in the focus of growth in Albuquerque is part of ongoing local, national and international efforts to profit from redeveloping disinvested real estate. The redevelopment of the Barelás Rail Yard and similar projects from around the country fits within the context of renewed interest in growth in the downtown area and, specifically, converting vacant building into new adaptive reuse projects. These projects often create a new kind of publically subsidized gentrification into low-income communities.

The Barelás Rail Yard is a continuation of the historic trend of capitalism, which creates and exploits uneven development. The macro-scale trends of international capital and neoliberal regimes of accumulation influence the day-to-day lives of residents in subtle and not-so-subtle ways. However, the threads connecting these complex processes to daily life are not necessarily apparent during the struggles of neighborhood activists and residents to influence redevelopment projects in their neighborhood. Fluid international financial capital flows back into previously developed landscapes to generate new projects that can deliver a return on the investment. Like other forms of growth, the

opportunity to redevelop the Rail Yard presents itself to those who a vision for the end product and the capacity to access and influence decision-makers to implement the vision. Redevelopment will create lasting impacts on the community, which explains why members of the community demand being at the table shape the outcome of the development and ensure the stories of Rail Yard that are yet to be told have a local voice.

According to my analysis of the interviews:

A successful community-based process is possible.
Redevelopment should leave the neighborhood a better place.
The interviews provided a number of visions and desired land use outcomes.
Providing safety is crucial to current residents and redevelopment.
Prominent Ideas that surfaces during the interviews include “tiered-claims” on the site, the need provide amenities and “do no harm,” the site is a “nexus” or central place, provide open space.
Dilemmas that will challenge the redevelopment process from the interviewees’ perspective include the eventual users of the site and the relationship of the site’s past and current identity to the future identity of the site.

Table i: Summary of Analysis

### ***How to use this document***

After the Introduction, the next chapter is the Methodology. This chapter describes the limited stakeholder assessment I used to determine if there is sufficient common points of interest among residents and community activists to proceed with a broad, community-based redevelopment process that shapes the redevelopment of the Barelás Rail Yard. Residents and community activists living and working within the Barelás and South Broadway neighborhoods were interviewed with a semi-structured survey instrument that sought connections to

the site, visions for redevelopment and the individual's capacity to achieve that vision.

Chapter Three, the Literature Review, places my research in the context of relevant research. This discussion covers the production of space; Fordism, Post-Fordism and urban growth under each paradigm; contemporary redevelopment discourse on the intent, claims and outcomes on redevelopment projects; criticisms of Post-Fordist redevelopment and social responses to this kind of redevelopment. The discussion of the political economy of growth includes growth machine theory, growth regime theory, regulation theory and growth coalition theory. Each element provides context for discussing the development, power relations and prospects for redeveloping the site.

The Chapter Four examines Albuquerque's growth as a city from the arrival of the railroad in 1880 to 2010; after the site became a city-owned redevelopment opportunity. The growth of the city and the site-specific history of the Rail Yard create the context for Chapter Five, which presents the analysis of the stakeholder interviews. The responses are organized into Themes and Dilemmas, as well as Prominent and Unique Ideas. Chapter Six connects the Themes, Dilemmas and Ideas presented by the interviews with four case studies that show how other communities have responded to similar redevelopment efforts. This chapter also directly connects elements of the Case Studies with specific Themes, Dilemmas and Ideas from the Stakeholder Assessment interviews. Chapter 7 provides Conclusions and Recommendations for the community to pursue. This chapter outlines topics for a community-based

redevelopment process, including how to build on Themes, resolve Dilemmas and pursue specific Ideas presented during the interviews that build the capacity of local organizations, develop a community dialogue and engage the ongoing redevelopment process.

## CHAPTER II: METHODOLOGY

### *Introduction*

This section presents the methodology used to determine if there is sufficient common ground among stakeholders outside of the existing redevelopment narrative to proceed with a broad, community-based redevelopment process that shapes the redevelopment of the Barelvas Rail Yard. Participant observation in the community led me to believe that a stakeholder assessment would be beneficial to the neighborhoods adjacent to the Rail Yard. The research relies on semi-structured interviews with questions designed to elicit residents and community activists' understanding of the site, their vision for redeveloping the site and their capacity to implement that vision. Interview participants we selected based on prior experience in the community and snowball sampling lead to additional participants. The result of this process is a limited stakeholder assessment that articulates the visions, themes, dilemmas of neighborhood residents and neighborhood activists working in the neighborhoods surrounding the Barelvas Rail Yard.



Figure ii: Sample Area

Figure 2 shows the sample area.

I worked in the community from 2007-2008 in three roles. First, as a Graduate Assistant for Professor Ric Richardson and subsequently as a Project Assistant for both the UNM's Resource Center for Raza Planning and UNM's

Design Planning Assistance Center (DPAC). This experience in the community demonstrated that although the individual members of the community voiced a number of visions for the redevelopment of the site, a few individuals controlled the public narrative that reached elected officials, public officials, development professionals and outsiders. In my opinion, those controlling the narrative had both a limited understanding of the complexities of contemporary urban growth and redevelopment and a limited capacity to achieve their redevelopment narrative.

Given these constraints, I believe that if the individuals proceeded with their tactics, then the ultimate redevelopment would be detrimental to the residents of surrounding communities. By interviewing people who live and work in the Barelás and South Broadway neighborhoods who have limited influence on the established narrative, I intended to identify points of discussion that, although outside the current narrative, could be the starting point for a community-based discussion of the redevelopment of the site that would guide the eventual redevelopment effort. The expanded discussion could engage more members of the surrounding communities and allow more residents to take ownership of the redevelopment process.

### ***Survey Methodology—Snowball Sampling within a Cluster Sample***

The eight semi-structured interviews generated qualitative data using a cluster sample method to identify a specific area from which to draw interview participants. Within this area, the method used a snowball sample technique to



locate people with knowledge or experience relevant to the research. The initial design proposed twelve semi-structured interviews with residents, activists and leaders in the cluster area, the neighborhoods adjacent to the Rail Yard. At the conclusion of each interview a request was made for recommendations for other people to contact. From these initial participants, the survey could expand to include others recommended by the initial participants. In some cases interviewees then suggested individuals who could be considered untapped or hidden stakeholders or occasionally multiple interview subjects mentioned the same individual.

I chose to limit the potential interviewees to those who live and work in Barelás and South Broadway neighborhoods. First, having worked closely with residents and members of community groups in the Barelás neighborhood, I recognized divergent points of view from the formal narrative. I requested these individuals and groups participate in the limited stakeholder interview process that these nascent points of view had been excluded from the narrative and might be further subsumed in a complete stakeholder assessment. Second, the intent of the thesis research is to provide a path for a community-based redevelopment process. Given that I perceived a lack of understanding about redevelopment and limited capacity to influence the Rail Yard process among current neighborhood stakeholders, conducting a complete stakeholder assessment could embolden development interests to pursue an outcome that is detrimental to the residents. Third, this assessment excludes members of the infill growth coalition and other powerful economic and political actors within the

Albuquerque metropolitan region. Avoids bringing such groups into direct conflict with the neighborhood residents, and I believed it would allowed me greater access to community members if they understood that the benefits of the research would accrue to them and not be used against them by outsiders.

### ***The Survey Instrument***

The purpose of the interviews is to understanding, vision, capacity of stakeholders can be used to to shape the redevelopment of the site. I worked with my Professor Richardson to develop questions that would elicit the interviewee's connection to the site, the vission for redevelopment and the capacity to achieve that vision. The specific instrument is included in Appendix A, however, the instrument broadly attempt to answer the following questions:

- Who are the community-based stakeholders in the redevelopment of the Barelvas Rail Yard?
- Is redevelopment of the Rail Yard desirable?
- What are the connections to the site, the visions for redevelopment, and capacity of the interviewees to achieve that vision?
- Do other individuals and groups share the connections and visions?
- Can these individuals and groups work toward points of common interest?
- If collaboration is beneficial, what are the next steps for stakeholders?

The stakeholder assessment involved open-ended interviews with the goal of allowing participants to discuss their understanding of, vision for and capacity to redevelop the site. The interview consisted of two parts, and IRB-compliant Interview Consent Form and nine question interview. The Form introduced the research project and purpose of the activities, laid out the format of the interview, explained potential risks and benefits of participation and described how anonymity would be retained. The interview loosely followed a script, with nine question and sixteen follow up questions that elicited more detailed responses from the participants.

I conducted formal interviews with eight community leaders, residents and community activists in the Barelás and South Broadway neighborhood. For each interview, I obtained verbal and written consent after explaining the purpose of the interview. If consented to, the interviews were recorded using a digital recorder, which was supplemented by note-taking. The sequence and length of each interview varied, depending on the subject's responses.

### ***Limitations of the Sample***

Unfortunately, not all of the initial twelve interviewees chose to participate. However, no request was ever directly refused; participants either did not arrive at the time and location they had requested for the interview or did not respond to interview requests. This attrition reduced the sample size in half. Eventually, the survey methodology led to interview eight stakeholders from two broad categories: members of community-based organizations and residents. As noted in Section B, the sample intentionally excluded stakeholder assessment

traditional participants out of the process. Members of the infill growth coalition, elected officials, public officials, development interests did not participate. Members of institutions surrounding the neighborhoods, such as the National Hispanic Cultural Center, the Zoo, and schools also did not participate. In addition, the survey process also omitted a number of community voices from the thesis research.

Spanish-speaking residents were not included. These include both recent immigrants to the neighborhood and long-tenured residents. The recent immigrants from Mexico had not participated in the outreach activities facilitated by the UNM and, based on my experience, seem to live a separate existence within the neighborhood boundaries. Also, I cannot speak Spanish and had no access to their networks. Business owners were selected in the sample but never participated in interviews. Residents from the Downtown or EDO neighborhoods were not selected as they are not immediately adjacent to the site.

As a result of these omissions, the interviews do not offer a holistic representation of the neighborhood or a complete assessment of traditional participants in the urban redevelopment process. These limitations also suggest the challenges of conducting a stakeholder assessment without authority from political leadership. Without this legitimacy, residents are less compelled to participate. However, the small sample size represents community activists and artists gentrifying the community extremely well. These groups have been excluded from the formal community narrative and represent untapped assets for the community-based redevelopment process.

## CHAPTER III: LITERATURE REVIEW

### ***Introduction***

This section describes and categorizes literature relevant to understanding the context for the community-based redevelopment of the Barelmas Rail Yard. First, this includes a discussion of social production of urban space. Second, a review of urban growth, the governance systems that creates the conditions for growth and the spatial patterns emerging from these systems. Third, the national and international policy frameworks that facilitate local urban growth are examined. Finally, literature about local responses to the shift from Fordist urbanism and toward Post-Fordist entrepreneurial cities is described. Interconnected phenomena spatial use, history and culture are reviewed. Connections are made between macro-geographic movements with the micro-geographies of this specific place. Understanding the interaction between different scales is crucial to understanding transformations of urban space in Albuquerque and the neighborhoods surrounding the Rail Yard.

### ***Understanding Space***

Postmodern sociologists and geographers investigate the nature of space and the transformation of urban space. Ed Soja, Manuel Castells and David Harvey provide different theories about space that provide an understanding of how and why residents can act to influence complex urban system cities and the influence of national and international scales on cities. For these theorists and for the residents of the neighborhoods surrounding the Rail Yard, space is the

arena of struggle over form, meaning and use. The redevelopment of the Rail Yard exemplifies this struggle in a number of ways.

This section begins to place the site into spatial, social and historical context. This context includes the contestation over the outcome of redevelopment by multiple groups. The struggle makes more sense when understood as a Post Fordist reinvestment and redevelopment of a Fordist space; a structure built with a set of values and intentions will be recreated for a new era. The outcome of the Rail Yard's redevelopment will include the values, uses and users of the space are of critical importance to those interviewed for this thesis.

In *Thirdspace*, Soja builds upon Lefebvre's' work and presents "an interdisciplinary idea of space, history, and society...." (Soja, 1989, 2). By connecting these three concepts, he believes research can value and connect macro-geographic trends with the micro-geographies of a place. Combining space, history and society in this research adds to my understanding of the space of Barelás and the Rail Yard articulated by several interviewees. The following chapter details the Rail Yard and the history of urban growth in Albuquerque in order to place the defunct Rail Yard within the course of the city's urban expansion. Society is examined through interviews of a sample of residents and community activists in the neighborhoods surrounding the site as well as the Post Fordist context for urban redevelopment and the case studies of other communities responding to similar redevelopment efforts. Together, these

elements provide a better understanding of the context in which redevelopment will take place than if the thesis relied upon one approach alone.

### ***Capitalist Space, Uneven Space***

At the heart of urban growth is an intertwining of the capitalist systems ability to produce wealth and to secure the structural change necessary to increase the production of wealth. Soja also presents four historical, uneven geographical relationships created by capitalism that help understand capitalist space as inherently uneven. In Barelás and Albuquerque, we see the landscape impacted by the urban/agricultural and the Imperial/colonial dialectics. At the Rail Yard, as period of Late Capitalism narrowed the investment focusing on the most profitable growth sectors than offered by the site. Today, redevelopment emphasizes the real estate investment typical of fourth dialectic described in the text, which refers to the flexible specialization recognized as part of neoliberal globalization.

Sociologist Manuel Castells discusses a new Post-Fordist mode of development, “the space of flows,” (Castells, 1996, p.307) the linkages created by the electronic communication technology and high-speed transportation networks. These flows connect the powerful command and control centers of the Post-Fordist world with the less powerful peripheral space. This connection disrupts natural human experience and often overwhelms local practices. If unchecked, decisions about how to redevelop the Rail Yard will reflect the vision and values of the dominant groups, profitability. Residents and stakeholder in the case of the Barelás Rail Yard can look to the case studies presented in

Chapter VI to better understand how other communities have organized to resist the dominant flows and reinforce or recreate local redevelopment practices that benefit their community.

Geographer David Harvey's research focuses on the changes in the creation of space and spatial practices that have occurred as a result of the unraveling of Fordism and emergence of postmodernism. In a direct reaction to the compression of space and time enabled by the telecommunication technology necessary for the control of vast production territories of flexible accumulation and the space of flows, some communities have initiated "regional resistances" (Harvey, 1989, p 303). These movements focus on place-specific identity, local autonomy and a rejection of the commodification of their local tradition and culture. As in the case of the Rail Yard, the spatial practices of these regional resistance actors are essential to their preservation of identity. Although, Harvey does not believe the resistance has much chance for success against the spatial practices of the capitalist hegemony, the case studies presented later in this document demonstrate the potential for success.

### ***Fordism***

Harvey defined Fordism as a "set of labour control practices, technological mixes, consumption habits, and configuration of political-economic power that enabled the economic growth after World War II until 1973. This system relied upon laborers' willingness to work in the "assembly-line system" and more importantly, allowed workers sufficient time and income to consume the products



of the system (Harvey, 1989, p.126). Schumacher and Rogner observe the logic of Fordist mass production and the impact of that system on urban space. The progression of the system's impact begins in 1914, when Taylor's principles facilitate a shift from artisanal production to the scientific management of work, increasing the efficiency of both individuals and the system in which they operate. Within this system of production and social relations, architect Albert Kahn's provided an architectural form and spatial organization for factories, which is seen in the design of the Rail Yard site and individual buildings. His designs offered space for functional adaptation of a single style of building to varied production lines. The techno-spatial system then transfers from a single factory to a factories complex. The site witnessed this transformation with the demolition of the single Round House structure and construction of the collection of repair and machine shops currently standing. Subsequently, the principles of production complexes are applied at a regional and national scale. This expansion of production accounts for the selection of Albuquerque and other cities as sites of railroad production (Schumacher and Rogner, 2001, p. 2).

### ***Shift from Fordism to Post Fordism***

The Fordist mode of production and social relations has seen "rapid change, flux, and uncertainty" since 1973 toward "flexible labour processes and markets, of geographical mobility and rapid shifts in consumption practices," (Harvey, 1989, 124). The affluence of some segments of the workforce led to market stratification, undermining the economics of mass production. As mass

markets saturated with existing products, segments earning higher incomes became potential markets for producers to sell specialty and luxury goods. Selling to these discrete markets offered with higher profit potential than existing mass markets. New technologies enabled the shift in production at two distinct scales. First, small batch production fulfills stratified markets and utilizes flexible production. Second, central command and control functions directed decentralized processes over larger and larger distances.

Within the Fordist system in the United States, political and financial turmoil, including problems with the international exchange-rate system, the oil crisis and a worsening recession in 1974 followed. As a result, working class organizations, wages, and standards of living eroded. Production processes shifted from national firms to multinational, transnational and international firms in order to achieve economies of scale in production for stratified markets. Formerly national financial markets were globalized, integrating production and consumption and enforcing changes in national economies. Such changes include austerity programs, privatization of state industry, and dissolution of welfare state programs. In addition to these Post-fordist features, collective bargain agreements are dismantled in favor of flexible arrangements. Harvey documents an important consequence of the shift, capital investments seeks out those urban centers which embraced emerging sectors in the new economy deemed profitable by the Post-fordist command and control apparatus, including real estate development projects (Harvey, 1989, 294). Others cities failed to make the transformation.

The processes of globalization “generate geographically specific, highly uneven, concrete outcomes” (Dicken, 2004, p. 16) across the entire network. Therefore, the overlapping political, economic, and cultural dimensions of globalization have consequences as they reach into cities not directly within the highest levels of the “space of flows” described by Castells. These new spatial forms also represent a shift from local or regional control and management of production and financial markets (Sassen, 1991, p. 324).

Although all cities “accumulate and retain wealth, control and power because of what flows through them” (Harris and Ullman, 1945, p. 67), the degree to which cities operate within a global network of trans-national processes has changed dramatically over the past forty years. Previously, the Fordist state could intervene in the market to ensure public goods, including infrastructure, and minimum standards for housing and workplace conditions. In response to the crisis, new regulatory processes, new regimes of accumulation and new urban forms that would continue to facilitate growth emerged. The more neoliberal system tends to “operate as if the borders were not there” (Taylor et al. 2002, p. 3) and exposes previously sheltered areas, including those surrounding the Rail Yard, to the market. Participants in community-based processes must understand that most of the capital necessary to fund redevelopment will come from private investors seeking a return on investment. Without a specific reason, these groups will likely see local residents simply as a potential market.

The above process simultaneously shifts traditionally national regulatory power to both international/transnational agreements and to local jurisdictions

and government structures (Hackworth, 2007, p. 12). Known as Glocalization, the process tends to localize responsibility for social welfare provisioning, while shifting state-like power to international institutions and agents that tend to facilitate capital mobility (Hackworth, 41). At the municipal level, the policy framework includes "reduction of public subsidies and regulation, aggressive promotion of real estate development, especially spaces of consumption, and the privatization of previously public services" (Hackworth, 2007, p. 16). Within the system of flexible accumulation, governance at the city level shifts to "become defined as the ability of governmental structures assist, collaborate with or function like the corporate community (Hackworth, 2007, p. 10)." Because cities operate within the space produced by the global system, "[n]eoliberalism has become naturalized as the 'only' choice available to cities in the U.S. and elsewhere (Hackworth, 2007, p. 11)."

Although Neoliberalism is not as hegemonic as it presents itself, good governance at the local level tends to shift away from providing individual and redistributive welfare rights to the "ability of formal government to assist, or function like the corporate community" (Hackworth, 2007, p. 11). The result of this process is the self-selection of neoliberalism as the only choice available to cities in the United States and elsewhere, however, as the case studies illustrate, this is not the only choice. Participants in community-based redevelopment must be able to recognize neoliberal policies and effectively communicate their potential impact to mobilize others. In addition, they must recognize local investments, such the City of Albuquerque's investment of Workforce Housing

Funds in the purchase of the Rail Yard, might provide additional leverage to their policy analysis.

### ***Understanding Urban Growth***

Governance, at any scale, is inextricably linked to growth. “The outstanding fact of modern society is the growth of great cities,” (Burgess, 1924, p. 20) the result of a process of aggregation of urban population and the physical expansion of urban space required by a municipal plan, zoning and subdivision requirements. President Coolidge’s comment that the “business of government is business” reflected the growth tradition of the urbanizing United States, (Hoch, 2000, p. 375). Government institutions facilitated growth by creating funding pathways during and after the Great Depression. Notable funding streams including the Federal Housing Administration (FHA), Fannie Mae, the Federal Interstate Highway Investment Act and the Water Quality Act of 1965 created the growth infrastructure that subsidized the transformation of urban centers into suburban landscapes (Hoch, 2000, p., 376). Urban expansion can create a phenomenon of “urban aggregates, or conurbations” (Burgess, 1924, p.21), where neighboring towns expand towards one another to the point of a nearly continuous urban area. These regulatory changes facilitated Albuquerque’s growth after the city’s Railroad era, which expanded through existing settlements, such as the Village of Old Town and the agricultural community of Barelás.

Albuquerque’s growth is unique, based on the natural environment, the time and amount of capital investment during particular dialectic periods,

described by Soja, and modes of development, described by Castells, and the actions of local and national political entrepreneurs, described by Mollenkopf. Several geographic models have been developed to describe urban growth during the Fordist period. Burgess's Concentric Rings, Hoyt's Ribbons of Development, and Harris and Ullman's Multiple Nuclei are three models useful to understanding Albuquerque's expansion away from the historic neighborhoods surrounding the Rail Yard and contemporary growth, which includes infill redevelopment of low income neighborhoods.

Burgess's concentric rings theory helpful to understand the process of urban expansion through secession, where the affluent continue to move outward, less wealthy residents from the internal zones "invade" the next outer zone through a process of succession

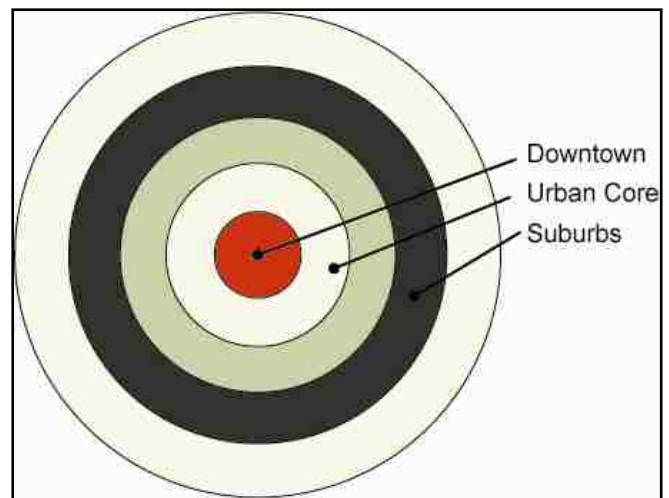


Figure iii: Burgess Diagram

(Burgess, 1924, p. 23) that decentralizes the city. Hoyt expands on this idea, stating that growth occurs simultaneously in the neighborhoods of all income groups and that more affluent residents leave inner neighborhoods for outer neighborhoods as housing stock aged and property values declined. This occurred in Barelmas, where the children of residents who were contemporaries of the functioning Rail Yard moved to other locations in Albuquerque where they could afford to rent or purchase housing. Those residents that could not afford to leave remained with those who chose to stay in

their neighborhood. The lack of capital investment in the neighborhood makes reinvestment by redevelopment of the Rail Yard attractive.

Hoyt also described the growth of “ribbons of development” extending along transportation routes from the central business district. This axial growth explains Albuquerque’s expansion along the Rio Grande, the railroad and highway systems, including the U.S Route 66 and U.S Route 85. The multi-

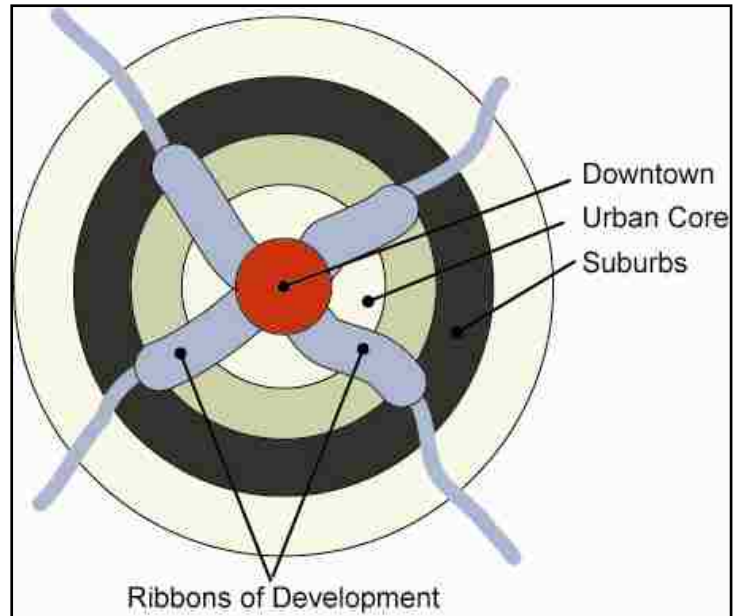


Figure iv: Ribbons of Development

nuclei model explains the current collection of growth areas in the City and surrounding municipalities. Land use analysis identifies “special purpose

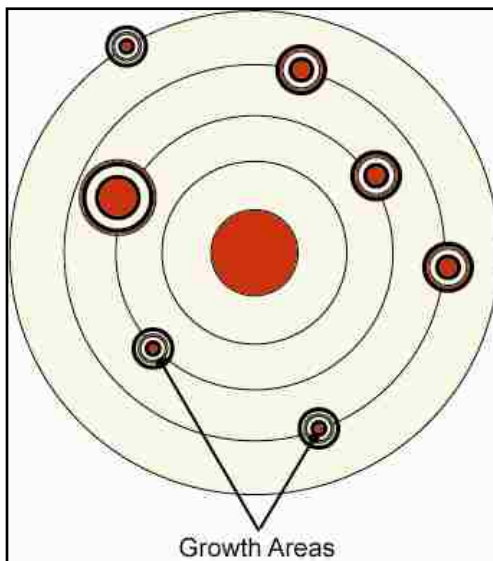


Figure v : Multiple Nuclei

districts,” defined as “nodes of economic activity that require specialized facilities or benefit from the clustering of [land] uses” (Harris and Ullman, 1945, p. 46).

Development of these nuclei “result[s] from historical development and operation of localization forces” (Ibid.) and these patterns are particular to individual cities.

This is the contemporary pattern of

Albuquerque, with multiple centers competing with the Rail Yard for the capital investment necessary for the region's finite growth.

### ***Post Fordist Urban Growth***

Even if the residents of Barelás choose to pursue a community-based redevelopment process, the Barelás Rail Yards will be developed under the logic of Post Fordism. The shift from Fordism to flexible accumulation of Post Fordism represents a significant economic and political transformation for urban spaces, one that breaks down the planned and managed systems of social power and political authority established in Fordist late capitalism. The changes create new ways for elites to accumulate capital, relying upon global divisions of labor and flexible financial systems that have created "innovative urban and regional production complexes located outside centers of the old Fordist industrial landscape" (Soja, 1989, p. 171). These new production complexes are not a concern of this research, but as capital leaves sites of former Fordist production, including the Barelás Rail Yard, disinvested downtowns and vacant industrial facilities represent an opportunity for profitable reinvestment.

The uneven landscape under the Post Fordist mode of development increased cycles of exploitation on the urban landscape and lead to "accelerated regional recycling" (Soja, 1989, p. 172). Repurposing of the former industrial landscape is characterized as "responsive regionalism" that happens as political leadership in urban areas compete against each other for jobs and capital investment, the Albuquerque Rail Yard RFQ, Appendix C, shows how



Albuquerque's growth coalition has positioned itself to attract capital investment. Simultaneously, myriad social movements and regional political coalitions react to the restructuring to resist, encourage, reorganize, and demand more from urban reinvestment. The community-based redevelopment processes documented in the case studies represent potential avenues for expanding the distribution of benefits of the reinvestment in the Rail Yard; however participants should be aware of the common redevelopment aspects presented below.

### ***Discourse of Post Fordist Urban Redevelopment***

As noted above, the intention of urban redevelopment is capital accumulation. This goal is obtained by the restructuring of the rules of redevelopment to ensure profit for investors, including financial command and control aspects of the Post Fordist economic system. However, redevelopment is framed in a completely positive context by an industry of writers promoting urban growth. Proponents of downtown redevelopment often purport that a wide section of the population, including "all income levels" has an interest in increasing safety, making downtown more hospitable, and orderly. The distribution of the benefits of these projects raises "legitimate questions" for local residents (Frieden and Sagalyn, 1989, p. 285). Critics of redevelopment policy, discussed in more detail below, claimed that one of the guiding principles to be reestablishing "middle-class control" (Frieden and Sagalyn, 1989, p. 238).

The consequences of this rhetoric, neoliberal policy systems and governance changes and the redevelopment projects they promote, "... have

been fairly negative for the urban poor in the United States...” (Hackworth, 2007, p. 14). As intercity competition for the capital investment necessary to fund redevelopment increased, elected and appointed officials of the local growth coalition acted as “civic boosters” to attract projects and investment. If capital investment can be enticed to reinvest in a particular project, subsequent redevelopment often revolves around a series of themes: reentry by affluent suburban types, housing, and gentrification. According to the rhetoric, downtown reinvestment often occurs along a prescriptive path. Successful redevelopment “satisfied middle-class values by setting up secure, well-maintained, protected areas” (Frieden and Sagalyn, 1989, p. 238). As the projects began to include “preserving landmarks, building comfortable and lively spaces for buying and selling, and incorporating long-standing department stores” into the projects, they evolved from downtown malls into “downtown market places.” The scope of the downtown redevelopment projects expanded to include “new office towers, a convention center, an atrium hotel, a restored historic neighborhood.” The “trophy collection” for mayors might also included projects like a stadium or aquarium deemed essential for a “first-class American city” (Frieden and Sagalyn, 1989, p. 259) that revolved around strengthening the downtown economy.

Richard Florida offers the Creative Class as a frame for the “transformation of urban space, which rests on the ‘emergence’ of a new social class based on a professional typology and consumption patterns” (Florida, 2002, p. ix.). Florida suggests that possessing these individuals is the key to prosperity and survival for modern cities. Accordingly, he offers a set of goals for

an urban policy shift, based on Creative Class values: individuality, meritocracy, and diversity and openness, which shall be applied to work, consumption and community policy, systems and spaces.

Although Florida encourages a number of factors beyond real estate development, the “Power of Place” to attract, entertain and house the Creative Class is an essential element used by urban political coalitions to promote reinvestment (Florida, 2002, p. 215). The argument states that if the proper built environment does not exist, the Creative Class will leave and drain away an important potential resource from a community. Therefore, a proper place must be constructed to contain suitable employment opportunities, accommodate Creative Class “scene” and lifestyle, facilitate social interaction among the group and be collocated in close proximity to cultural diversity. The resulting creative places have an identity and authenticity that akin to marketing brand appeal.

Chris Leinberger, Eugenie Birch, David Moulton and others have capitalized on Florida's framework to encapsulate a formula driving spatial production of contemporary downtown urban redevelopment. The new spaces capitalize on the value of a city's spatial qualities in the informational mode of development. These qualities can be enhanced and the negative features, including the “concentration of poverty,” (Birch, 28), minimized through urban design strategies and governance policies that transform an urban core previously unattractive to the private market into a place where “Cities rock,” (Birch, 9).

Often, the implementation of the downtown redevelopment plan is lead by a successful “private/public partnership” (Leinberger, 8). The local government convenes the strategic planning process and establishes policies that enable private capital to develop. Leinberger suggests city leaders can “[m]ake it easy to do the right thing” by eliminating zoning codes in favor of form-based codes that can achieve urban form appropriate for walkable urbanism. Downtown property owners can create non-profit organizations to champion and enforce the vision. One type of non-profit is the business improvement district (BID), a “quasi-governmental board for the downtown, the ‘keeper of the flame’ of the downtown strategy, and the provider of services the city government cannot deliver” (Leinberger, 11). BIDs then take over of the implementation of the downtown strategy from the municipality. Management includes an ‘operational’ role in improving the downtown brand through programming, cleaning, and safety programs.

To guide management in the redevelopment process, Birch developed a series of themes for downtown redevelopment and “21st century urban theory:” place matters, social and economic heterogeneity is important, locals know best, the private market is key and cities “rock” (Birch, 9). Birch has drawn from different urban disciplines to promoting this spatial practice, including the creation or appropriation of “funky neighborhoods” for the creative class, historic preservation of existing buildings, the architectural patterns of New Urbanism and contemporary urban design for new development and making over existing spaces (Birch, 11). Contemporary processes and projects evolved from trends

which began in the 1970s, redevelopment responds to public demand for “safe-controlled environments,” ranging from downtown shopping centers to a host of new redevelopment typologies. Birch organizes redeveloped downtown into three distinct typologies: office-focused, mixed use environment, town center or “faux” downtown (Birch, 33). Although the Rail Yard is included in the Barelas Sector Plan and the interviewees described the need for neighborhood control, the ULI proposal for the site included the creation of a special, mixed use district to plan and redevelop the site.

Residents should be wary of rhetoric that frames the Rail Yard as part of the downtown area “super neighborhood” that requires special attention to adapt to contemporary change and special strategies to support growth for a “vital downtown.” Land uses that should be scrutinized include office use; market-rate residential use, and services and amenities serving market rate or high-end clientele; higher education institutions; arts and culture, such as museums; hospitality convention centers, hotels; and entertainment facilities, including restaurants, cafes and casinos; major open space amenities that draw people and associated projects that improve regional circulation, including light rail, transportation hubs, pedestrian systems (Birch, 15).

### ***Post Fordist Critique of Contemporary Urban Redevelopment***

The outcome of redevelopment projects differs greatly from the artistic renderings and rhetoric provided by developers and other members of growth coalitions to the public. Hollands and Chatterton caution that the “return to the

urban center is underpinned by a belief that the revitalization of core areas of older industrial cities is crucial for economic renewal” (2007, p. 366). From a policy perspective, the shift represents a change in the “managerial and welfare functions” of the local state, “towards aiding urban regeneration via property development, deregulation and encouraging corporate inward investment.” The context of the Rail Yard is complex. The City of Albuquerque’s investment of Workforce Housing Trust funds represents a specific investment in this project that will add affordable housing units. However, the use of Tax Increment Financing, infrastructure funding and Form-Based Zones elsewhere in the city shows the extent to which the city plays a role in promoting market-rate oriented growth. Interviewees were concerned that the application of market-oriented policies and financing mechanisms would allow their vision for the site to be subsumed by the pursuit for profit.

“Entertainment and nightlife” represent central components of this process to “offset decline in the local economy” (Hollands, 2007, p. 366). The process for change to “stylized, safe and sanitized nightlife” opportunities has been stimulated by recent economic recession and the correlated spending, especially by rising income among “wealthy city livers, urban service professional classes, and university students” (Hollands, 2007, p. 368) and represents a “class remake of the central urban landscape” (Smith, 39). This type of redevelopment is underway already in downtown Albuquerque and adjacent neighborhoods, through the HDIC, Gold Street Lofts, Flying Star, Silver Street Lofts, and Albuquerque Lofts in Edo. Some of these developments received municipal

subsidy to create market-rate projects featuring entertainment venues, restaurants, parking structures and housing with secure access. The housing units are priced above the surrounding neighborhood's's median income, serving a market segment that can afford luxury.

The type of gentrification accompanying the redevelopment of the urban core for the Creative Class is different than previously types. Contemporary gentrification creates “hermetically sealed living-working-playing environments for a new group of mobile, wealthy, young and usually childless urban” residents (Hollands, 2007, p. 369). Conversely, the current residents of the urban core and surrounding neighborhoods, as well as the “unemployed, low income and welfare dependent groups literally have no space in [“the illusion of a wealthy urban oasis” (370)] and instead are objects of suspicion and surveillance” (Hollands, 2007, p. 369). Mike Davis provocatively describes elements of Los Angeles as a Fortress City, “fortified cells” combining urban design, architecture and police apparatus to create sites for middle class colonization within the city. At these locations, social/class segregation is encoded and “institutionalized” in the structure of urban space. Instead of increasing personal safety, security restricts access to these spaces, isolating the “truly wealthy” from the other in “residential, work, consumption and travel environments (Davis, 1990, p. 160).” The result urban design reduces accessible public space and erodes the public realm. Activity that normally takes place in public is redirected to “secure space, responding to the middle class demands” of security from the other (Davis, 1990, p. 161). For Davis, the positive narratives of urban redevelopment, growth,

resurgence and renaissance mask the middle class colonization of disinvested spaces. The act of re-colonization occurs “over the brutalization of inner-city neighborhoods (Ibid.).” The “fortress effect” is a “deliberate social-spatial strategy” that entails a necessary severing from the past and from non-dominant, “non-Anglo” narrative threads. This “spatial apartheid” cuts off the existing, adjacent communities from the re-colonized spaces than now provide a “continuum of middle class work consumption and recreation (Davis, 1990, p.163).

Participants in the Rail Yards process should focus their analysis of redevelopment proposals on proposals that will create urban entertainment center out of the site. Common features of these projects include “corporate ownership, “branding and theming” of redevelopment space, “conscious attempts to segment markets” via gentrification and “sanitization of leisure activities” (Hollands, 2007, p. 361). The redevelopment projects focused on urban entertainment are typically Post Fordist in the sense that they redefine the use of an existing urban space, in order to develop “synergies between retail, media, real estate, sports, nightlife, dancing, eating and other entertainment pursuits,” (Hollands, 2007, p. 362). These kinds of uses have been discussed in general terms for the Rail Yard and connections between the uses and the type of user they serve should be closely monitored by residents.



## ***Social Response to Post Fordist Urban Growth***

Castells formulation that “the city is not produced arbitrarily” (Castells, 1983, p. 305) is important to understanding the ability of community members to influence the city over time. If there is no “predetermined direction of social change” any stakeholder group could succeed in encoding the built environment with their values (Castells, 1983, p. 304). The outcome could lead to urban social change, the redefinition of urban meaning as in the case studies, where communities succeeded in developing *and* implementing their vision for space. Again, although Castells believes the powerful win the struggle over space more often than not, the case studies in Chapter VI document successful approaches to redefining the meaning of urban space.

The future of local communities becomes “more tenuous” (Holland, 2007, p. 135) as cash-strapped inner core communities compete in a global environment for the return of capital investment. Treated as commodities, local places are rated according to “exchange value in the global markets of business, tourists, retirees and the like” (Holland, 2007, p. 135). Downtown redevelopment in American cities often takes the form of recreating space to maximize the exchange value of the place. The projects that constitute the contemporary downtown typically require public subsidy, typically in the form of financing packages, such as bonds, TIFS, tax abatements, land deals. Such controversial public investments could provide local community members with an opportunity to place social equity demands on the project due to the public money. These benefits could be structured by a Community Benefits Agreement, as in the

Gates Factory case study or negotiated through quantitative policy analysis as in Fox Courts case study.

Participants in the community-based redevelopment process for the Rail Yard must engage local government in order to develop a community response to policies of Post Fordist urbanism. Local government, despite fragmentation and financial discipline, remains a “site for political activity” as new opportunities for democratic citizen engagement emerge (Anttiroiko & Kainulainen, 1998, p. 6). As Post Fordist policy adversely impacts local residents, tensions may rise between them and policies, practices and practitioners of neoliberal globalization. Community politics will allow people to explore of new forms of democracy, because of “the possibility of direct involvement of people in collective decision-making and...participatory democracy” (Anttiroiko & Kainulainen, 1998, p. 6).

Those leading the discussion on the future of a community are often those “empowered by their class and education to see themselves as the makers” (Holland, 2007, p. 83) of a place. Case studies from the *Social Capital in Poor Communities* show how neoliberal spatial practices decreased access to “sources of economic and social power” in communities of color in central cities. This is true of the Rail Yards process, where a few residents dominate and control discourse by “legitimizing” specific participants and community-based activities. Local political discourse promulgates local variations on the Creative Class rhetoric mentioned previously. Given the relative strength of Post Fordist

profit-making structures, low-income communities may have few obvious resources to draw upon to resist or reshape their space.

There have, however, always been threads of resistance to the growth-oriented agendas. Marginalized as romantic, irrational, backwards or against progress, these voices have often been ignored by elite coalitions and their sympathizers, “even in the face of accumulating journalistic portrayals of the evils of bigness” (Molotch, 1976, p. 22). The challenge facing residents of poor communities affected by the implementation of ideas of vocal elite groups is to ensure community “issues are heard and addressed, regardless of race and class, with the same degree of influence and urgency as those who predominate public discourse” (Holland, 2007, p. 83). The Rail Yard is a complex situation because there appear to be two dominant discourses, one proposed by the growth coalition and another proposed by the neighborhood. Each maneuver to exclude other community issues presented in the stakeholder interviews.

The response includes organizing around existing, locally-oriented social capital networks and institutions. These include churches, neighborhood organizations and kinship, friendships and “homeplace” ties. The acquisition and deployment of social capital occurs as the structural changes of macro-level forces intersect with micro-level relationships. Instead of presenting social capital as a panacea, Saegert, Thompson and Warren show “patterns of agency and constraint” (2001, p.31) that “unfolds in multiple group settings in which one social group, intentionally or not, may secure advantages that disable others” (Saegert, et. Al., 2001, p. 32). The residents and community activists in the

Barelas and South Broadway neighborhoods must develop and deploy the social capital of a coalition of residents, challenging that of other dominant groups in order to succeed. Interviewees questioned the capacity of existing organizations to sufficiently coordinate such an effort, however, each case study shows other communities successfully applying their social capital to achieve their vision for redevelopment.

### ***Political Economy of Urban Growth***

This section seeks to understand to what extent to which community stakeholders and local government can shape decisions that affect the redevelopment of the Barelas Rail Yard in the face of structural changes taking place at the global scale. Identifying and understanding these trends puts community actors in a better position to understand the larger factors influencing the redevelopment of the BRY and how they can best act in this environment. Regime theory focuses on 'urban growth coalitions' as one of many possible political coalitions that might emerge in a city. The entrepreneurialism of contemporary cities represents one of a range of leadership styles for local government and local governing coalitions. Broadly, the theory highlights the potential local response to global scale changes. The lens of Regime Theory will allow participants in the community-based redevelopment process to better understand the public-private collaboration that enable urban redevelopment to occur at the Rail Yard. Civic Boosters play a role in promoting local economic development, advertising the benefits of a place, including natural features, local

culture and the ability of local power to promote prosperity. The actions of these local stakeholders do not benefit all residents equally, leading to controversy. In the shift from fordist to Post Fordist accumulation regimes, local policies emphasize policies intended to make a particular place more competitive in the global economy.

### **Growth Machine**

Growth Machine theory provides us with the ability to understand the answers to questions about “the implications of social complexity for local politics” and “the roles of democratic politics and disadvantages groups” in the redevelopment of the Barelvas Rail Yard (Anttiroiko & Kainulainen, 1998, p. 3). In *The City as a Growth Machine*, Molotch describes land as “a market commodity providing wealth and power, which some very important people...take a keen interest in” (Molotch, 1976, p. 2). Within the market context, interested parties use political and economic channels to pursue growth, “the key operative motivation toward consensus of politically mobilized elites” (Molotch, 1976, p. 3) The need for growth, the “growth imperative,” drives decision-making and constrains the set of policy choices available to a locality in order to increase the population and retail and commercial trade.

When the city operates as a growth machine, local elected and appointed officials can develop into “strategic coalition[s]” in order to promote growth or the prerequisite conditions for future growth, such as infrastructure and favorable land uses. These strategic coalitions become champions of growth, seeking out potential investors and advocating on behalf of the community and the local

advantages (Wyner, 1967). Civic boosterism and local growth promotion are the purpose of local government. Those who have the most to gain or lose in this process and the associated land-use decisions, typically property owners and “investors in locally oriented financial institutions,” are the most likely participants in these local attempts to steer growth. Although the government funds different types of civic boosterism, the members of strategic coalitions who organize, legitimize and sustain the territorial bond have a specific use for it, using it to obtain pro-growth policies (Molotch, 1976).

This orientation of elected and appointed officials within the coalition toward local growth frames public discourse, focusing on “certain sectors of the business and professional class” (Molotch, 1976, p. 13) rather than on distributive issues. This focus has led to a number of emergent growth machine trends. First, growth benefits only a small proportion of local residents. Second, growth often costs existing residents more money than new residents (Molotch, 1976, p.14). Third, growth is less of a financial advantage to the taxpayer than is conventionally depicted (Molotch, 1976, p.15). Fourth and finally, local growth does not make jobs; growth distributes jobs (Ibid.). Participants in the redevelopment process should refer to this list as a way to evaluate the claims made by specific proposals for the site and be aware of attempts made by the local growth machine “to legitimize the gains of its members and disarm critics by espousing an ideology of value-free development which claims that economic growth is good for all” (Anttiroiko & Kainulainen, 1998, p. 2).

## **Growth Coalitions**

The growth coalition is a nascent urban regime, consisting of local resident who participate in urban activities because they have “the most to gain or lose in land use decisions” (Logan and Molotch, 1987, p. 12). Drawn from local business, such as property development, real estate and allied professions, the growth coalition operates as a centralized, closed group to influence public policy. Members’ decision on how to pursue growth reveals their values as they attempt to alter the local mode of regulation. Growth coalitions “strive to become regimes” (Elkins, 1995, p. 1) in order to direct economic development, but the ascension is not a given.

## **Urban Regimes**

Clarence Stone argues that coalitions of a community’s elite members of political and business establishment emerge to attain power, because one particular group cannot completely control the complex, multiple scales of the global economy. The “interdependence of governmental and non-governmental forces in meeting economic and social challenges” (Anttiroiko & Kainulainen, 1998, p. 3), creates space for action because of the need for cooperation/coordination of government, business community, non-profits and civil society in order to govern. These coalitions are “informal yet relatively stable group[s] with access to institutional resources, and which [have] a significant impact on urban policy and management” (Ibid.) whose composition varies from city to city and shifts over time within a single city. These coalitions influence urban policy, and the type of development it facilitates. The final spatial and policy outcomes of growth are “dependent on institutional arrangements,

business interest mediation and some degree of popular control and economy guided mainly but not exclusively by privately controlled investment decisions” (Anttiroiko & Kainulainen, 1995, p. 5). Participants in Albuquerque must recognize that local politics to have some influence on local spatial and social practice, but other factors typically have greater influence on the type of project that may be developed.

In order to engage all elements of the local growth coalition, residents and community activists in the neighborhoods surrounding the Rail Yard should recognize, “[l]ocal authorities are working alongside other public, private, and voluntary sector organizations not only in providing services for a locality but also in making the strategic decisions and affecting the local conditions and development” (Anttiroiko & Kainulainen, 1998, p. 5). The market-oriented public-private partnerships involved in urban redevelopment projects “consist of growth coalitions of local elected officials, public bureaucrats, financiers, and business people” (Holland, 2007, p. 158). These groups coalesce around public funding sources intended to “stimulate new investment” in the urban core. The stated goals of these partnerships often include returning the middle class to cities, the creating profitable real estate projects and public facilities and “to ameliorate the living and working conditions of poorer downtown residents” (Ibid.). For-profit enterprises often join the pro-growth partnership; these include “land developers, bankers, and the proprietors and managers of finance companies, real-estate construction businesses, architectural firms, and landscape design firms.



Mollenkopf sees the political entrepreneurs who lead “pro-growth coalitions” as the driving force that shaped urban form, especially post-industrial urban form. The political entrepreneurs create a frame for political collaboration that brings together competing political actors. The group is more able to influence political decision making together than as individuals, allowing them to create and exercise power. This logic elevates political considerations over economic consideration. Although Mollenkopf recognizes the importance of economics and the interaction between the two elements, for him “politics and government are independent driving forces which can override economic functional necessities (Mollenkopf, 1982, p. 8). By changing the rules of the game throughout the processes of pursuing growth, political entrepreneurs risk gaining and losing political capital to direct that growth. By rewriting policy, pro-growth coalitions create new sources of power and reshape politics. Through this process, Mollenkopf posits that a cities form depends upon political choices and is not imposed upon by larger economic forces. Changes in policy related to the Rail Yard should be closely watched by residents and community activists.

Judd and Swanson examine the intersection of governmental power and private resources from a different perspective than Mollenkopf. They proposed that government has influence, but not control over the most fundamental goal of cities: local economic growth. Judd and Swanson cite a national “culture of privatism” which favors individual efforts and aspirations over collective or public purposes. In pursuit of local economic growth, cities depend on the shifting focus of private economic activities. These capital investment activities create

momentarily profitable spatial manifestations, including downtown redevelopments. When an area's rate of profit declines, the actors move on to create others elsewhere. As is the case with the Rail Yard, prior spatial manifestations can then be revisited later with new capital investments to generate profits under a new system. "The expansion of government (state, federal and local) powers partially has been used to promote local economic growth and protection from the unpredictability of the market" (Judd and Swanstrom, 2008, p. 2) and the allocation of political power in this system is termed "politics of secession" (Judd and Swanstrom, 2008, p. 5) by the authors, citing the trend of urban residents moving and living in segregated enclaves.

### **Regulation Theory**

Regulation theory, embedded within the Marxist tradition of historical materialism, attempts to understand the structures and process that order and stabilize the inherent contradictions of capitalism. Capital accumulation occurs when regulation, along with "social cultural and political supports" (Lauria, 1997, p.15) stabilizes the economic forces. This "mode of regulation" represents a specific amalgamation of these elements in space and time (Lauria, 1997, p. 18). For example, the Fordist mode of regulations was characterized by a specific production processes, capital-labor relationships, Keynesian policies and a culture built on mass consumption. The shift to a more neoliberal mode of regulation is not a complete policy shift, but an uneven replacement of policies over time and across space. Regulations are a complex process rather than a stable product. However, if viewed as a process rather than a mode, the uneven

nature of policies over time and across space can be better understood. This geography of regulation is the key to understanding the specific context of development. For example, in Albuquerque, political actors create new regulations and repeal or adapt existing regulations. Within the region, municipalities each have slightly different regulations. Even within Albuquerque, three neighborhoods surrounding the Rail Yard, Barelmas, South Broadway and Downtown each has their own Sector Development Plans, which provide specific rules for development in the area that may not apply in another plan area.

The sites of regulation include economic space, social space and political space. Each of these elements exists in a scaled hierarchy, with the smallest units operating within the context of larger units. Goodwin and Painter describe urban regimes as “being situated at the intersection of political, economic, and social space” (Lauria, 1997, p. 22) because of the combination of the capacity of local government and non-governmental capacity, in the form of social and economic resources. Urban regimes have accommodated the shift from urban government, “the role of directly elected government institutions,” to governance, “the exercise of authority by nongovernmental institutions coupled with claims of legitimacy” (Lauria, 1997, p.25). The impact of this shift is an intensified focus on responses to the “failures of the fordist regulation and on the role of uneven development therein” (Lauria, 1997, p.28).

### **Integrating Growth Regimes and Regulation Theory**

Ultimately, the “political economy of cities and the regulation of the capitalist economy are best understood in relation to one another,” (Lauria, 1997,

p.239). Regime theory emphasizes how dominant political coalitions at the city scale establish and maintain the capacity to govern. Regulation theory focuses on the co-evolution of economic, political and social organizations. This can be used to recognize regimes of capital accumulation, which emphasizes the governance of production systems. Regulation theory can be best used to contextualize urban regimes and the processes that enable regime formation, reproduction and crisis can then be described. Focusing on local political practices along with national and international regulatory and economic processes allows participants in the community-based redevelopment process to focus on how local accumulation strategies position local economic space within the urban hierarchy of the global economy. In order to understand development in particular place or period of time, such as the Rail Yard, local nuances must be understood to provide context to the broad political economic backdrop.

Local politics and local urban regimes can only be understood in context of the global economy. Given Paul Peterson's insight that local development politics in a global economy tend to promote local economic goals rather than social goals, Christopher Leo describes the tension between the tendency toward homogenization at the local level, especially in terms "of urban built form, of urban physical structure, and of administrative and political arrangement..." (Lauria, 1997, p.78) and the implementation of policies intended to make a place more competitive and to highlight particular aspects of the local that make a place unique.

Jessop utilizes Gramsci to provide a framework for urban regime research. Urban regimes cannot operate in isolation from the global economy, and can be connected to larger regimes of accumulation, and the associated mode of production or to locally hegemonic “power blocs” (Lauria, 1997, p.50). Like the state, an urban regime “justifies and maintains its dominance but manages to win the active consent of those over whom it rules” (Gramsci, 1971, p. 244). This occurs as the regime organizes support for a specific plan of action that includes production processes, regulation and supporting discourse. The Rail Yard’s Community Advisory Council is one such method to achieve consent. Participants in the broader community-based process should identify the claims that the benefits will accrue broadly and seek to demonstrate that over the long term, benefits will accrue to specific interests of the growth coalition. The neighborhood participant will face difficulty in achieving their visions for the site if their economic strategy is not acceptable to those individuals, groups and institutions of the growth coalition that coordinate the “extraeconomic” conditions necessary to achieve the specific accumulation strategy (Lauria, 1997, p.66).

Feldman develops the concept of “spatial structures of regulation” in order to articulate the links between “the local and global in regulation theory and between regulation theory’s political economy and regime theory’s economic politics” (Lauria, 31). Research on spatial structures of regulation intends to understand the social, historical and spatial construction of perceived interests. Often tied to a sociopolitical role, these perceived interests influence the development of the local economy. Feldman’s processes, distinct flows and

relations of capitalist production, each possess spatiality, a “distinct scale, pattern, and dynamic” (Soja, 1989, p.202). A local economy reflects the specific combination of these processes, when combined with and coordinated by specific local regulation. Production processes, including real estate development, and the means of regulation, including planning documents and development incentives, creates a framework for redeveloping the Rail Yard and other projects in the City.

## CHAPTER IV: ALBUQUERQUE'S GROWTH AS A CITY

### ***Introduction***

According to Lefebvre, because space is ever changing, “analysis of space must be historical” (Lefebvre, 1974, p.194). Soja recommends connecting the history, space and society in order to better understand spatial practice.

Presenting Albuquerque's growth establishes context for the redevelopment of the Rail Yard site. This sector discusses incorporates the growth of

Albuquerque's downtown and subsequent suburban dispersion and the impact of investment and disinvestment of the Rail Yard on the Barelás, South Broadway and San Jose neighborhoods. Development in Barelás, South Broadway and San Jose has been influenced over the centuries by various forces– the early

colonial agricultural lifestyle, the coming of the Railroad in the 1880s, and the rise of the automobile in the 20th century, suburbanization after world war II, 1950s urban renewal and even two waves downtown revitalization efforts.

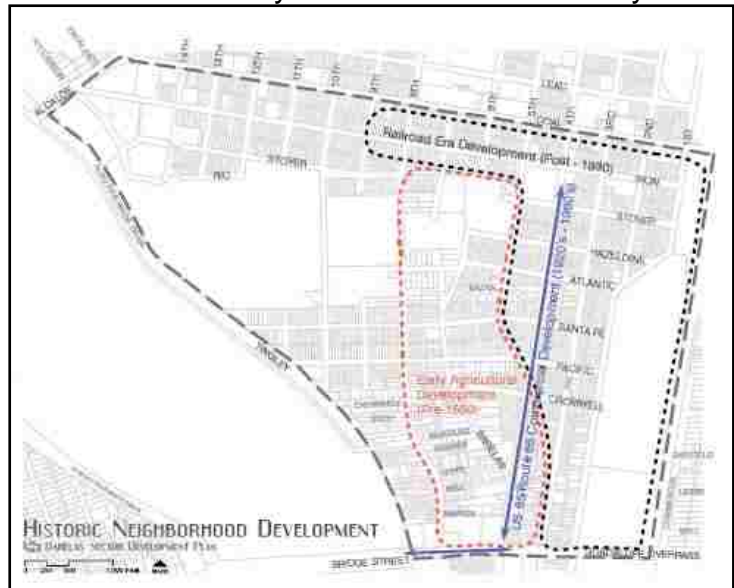


Figure vi: Growth in Barelás

## ***Albuquerque's Growth as a City***

### **Pre-Railroad**

There is limited literature about the settlement pattern of Albuquerque before it being established as a village in 1705. Today's expanding city incorporates the old Villa, surrounding settlements and land grants (Johnson, 1980, p. 15). Situated on the periphery of Mexican territory, local economic development limped along until it could take better advantage of its location as an oxen cart stop and later the Bernalillo county seat.

Settled around 1830, San Jose is the oldest of the collection of three neighborhoods east of the railroad tracks. The community grew along the Barelás ditch in the western and southern portions of the area. Early history of the community indicates that Barelás was part of the San Nicolás Land Grant located "opposite the agricultural lands of Atrisco and on the edge of the Esteros de Mexia" (Barelás Sector Plan, 6). Barelás Road might also have been part of the route of the Camino Real De Tierra Adentro. Residents initially settled in Barelás to farm, and "several prominent Hispanic families colonized the area," (Barelás Sector Plan, 6). Agricultural development began close to the swamps of the Rio Grande. Three irrigation ditches, including the Acequia Madre de Barelás, served the community's water needs at this time. The acequia system allowed "thirty to forty houses" to be built along the Barelás road, north of Bridge Boulevard (Barelás Sector Plan, 6). Platted in the 1880s, the South Broadway neighborhood has some of the city's earliest housing. The construction of the Barelás ditch allowed for drainage and irrigation of the South Broadway area, making settlement and agricultural production possible. Farms between 5 and



20 acres grew corn, alfalfa, and fruit in orchards. As a result, older property orients toward the ditch to ensure access to the acequia. Over time, subdivision of the lands created narrow lots that had access to the ditch. When no longer possible, subdivision created irregular lots that lost orientation to streets and had limited access to the ditch.

### **Railroad Boom**

Rapid growth accompanied the development of the Santa Fe Railroad facility in 1880 when the construction of the tracks divided the agricultural neighborhoods (South Broadway Sector Plan, 3). In order to bring the railroad to Albuquerque, the A.T. & S.F. railroad negotiated “a covert scheme of land acquisition” (Johnson, 1981, p. 4) with three local citizens, Franz Huning, Fritz Hazeldine and Stover to purchase right of way for the rail company in exchange for a share in profits in land development around New Town.

The arrival of the railroad, a modern industrial system of production and culture, began a new era of life in the community when the Atchison Topeka and Santa Fe Railroad arrived in 1880. This change intensified and moved closer into community life and the cultural landscape when the company built shops on the eastern edge of Barelás, employing men from across the region, some of these families still live in Barelás today (Barelás Sector Plan, 6). The strength of this rail activity “provided wage employment for at least a third of the town heads of families” (Biebel, 1985, p. 1).

This marked a turning point where the local area became connected with the capital networks of the eastern United States. New connections generated new spatial patterns brought new residents to Albuquerque and helped establish new social practices. In fact, the railroads arrival and long term impact essentially created modern Albuquerque's downtown as New Town. Improvements in physical access and subsequently in economic and social connections made it a more attractive place to settle. So, the population of New Town grew; from 2000 in 1885 to 7000 in 1892; surpassing that of the Old Town (Biebel, 1985, p. 5).

Downtown Albuquerque saw increased building activity at this time, described as a "renaissance" by Biebel. New construction included the First National Bank Building, the Sunshine Building, the Franciscan Hotel and the Kimo Theatre. Despite the concentration of new buildings in the core of Albuquerque, the automobile had already begun to influence the build landscape in the city, enabling the "dispersal of residential suburbs" (Biebel, 1985, p. 32). After the railroad, numerous "civic improvements" were planned and implemented. These included a streetcar, telephone, electric lights, water works, illuminating gas plant, the educational institution which became the University of New Mexico, and a public library (Johnson, 1980, p. 5). The northern part of New Town development, around the railroad stop, included an industrial area. On Gold Avenue a district was developed for finance, insurance and real estate (FIRE). Concurrent with the railroad's arrival, the Albuquerque Streetcar Company was established to connect the existing settlements to New Town. This

local connection enabled residents of Old Town to access the rapidly emerging commercial development in New Town—banks, saloons, builders and architects, drug and hardware stores, etc. (Johnson, 1981, p. 34). Utility companies were established to provide for the growing town. Real estate trade, increased by railroad promoters, began drawing more and more residents from the east.

Growth accelerated with construction of the railroad's divisional repair shops there decades later. Because of location adjacent to the railroad, winding roads from the previous, agricultural, historic fabric have been superimposed upon by the grid of the railroad in Barelás (Dewitt, 1978, p. 54). The expansion of industrial capitalism into the neighborhoods around the Rail Yard included new development of commerce and housing (**MAP THIS WITH SANBORN INSURANCE MAPS**). Along with physical development of the space, new residents, including immigrants came relocated in the community. Close proximity to railroad shops and the Albuquerque Foundry allowed working class neighborhoods to emerge. Since the arrival of the railroad, South Broadway has become one of the most ethnically diverse neighborhoods in Albuquerque, with "a large Black and Hispano population," (Dewitt, 1978, p.107). This development coincided with expansion of the downtown area.

During the 1900s, residents of the Barelás included railroad employees or entrepreneurs catering to those residents. In 1906, the community had 360 residents, which was larger than any other North Valley establishment at that time. The community, centered on Barelás street, is located between the railroad tracks and the Y bend in the Rio Grande. Vibrant growth continued in the Barelás

neighborhood through the 1920s. The wealth allowed for the construction of a chapel, San Jose Patriarca and then the construction of a larger church, Sacred Heart in 1921 (Barelas Sector Plan, 6). Electric Trolley System service connecting the neighborhood to the city is another indication of the community's success. The line traveled down Third Street and connected the neighborhood to downtown, Old Town, Sawmill and along central to the University of New Mexico.

### **Albuquerque after the Rail Road Boom**

The period between WWI and WWII saw Albuquerque increase its importance as a military outpost, receiving personnel and funding for military aviation and weapons research. The influx of these military and support professionals fueled decentralized suburban expansion that had already increased the population to 35,000 (Johnson, 1981, p.14). Suburban decentralization and the relatively high incomes of new residents promote auto-oriented development and reduce the financial viability of the downtown businesses, which leave for automobile-oriented commercial strip in the community.

In 1926, the U.S. Department of Transportation designated Fourth Street as a section of Route 66 and the Pan American Highway (US 85), which became the Fourth Street commercial strip. At this time, many businesses located along the street to serve local residents, residents from the South Valley and throughout the city and those traveling through. Continuously operating businesses include in this area include Ruppe Drugs, The Red Ball Cafe, and

Ives Flower and Gift Shop (Barelas Sector Plan, 7). The construction of Highway 66 also created a major east-west transportation axis to complement the north-south Highway 85 and the Santa Fe tracks. This connection to Chicago and Los Angeles represents a profoundly important spatial reorientation of the city. Central Avenue created a new axis for the flow of capital into the Albuquerque region, complementing the traditional north-south connection between the regional capital colonial capital of Santa Fe and Mexico City. Even earlier spatial patterns introduced to the region retained this north-south orientation; however, Central Avenue represents an east-west colonization of space, bringing new influences to the region.

Federally-funded projects helped shelter Albuquerque from the national economic depression. Emblematic of Fordist intervention to maintain a standard of living for citizens, the “massive infusion of federal money emanating from the New Deal” set the stage for growth in the late 1930s and 1940s (Biebel, 1985, p. 49). Residents of the Huning Castle and Heights Additions benefited the most from public investments, in the form of Public Buildings and Federal Highway Construction, extension of City Services through work relief, and Federal Mortgage Loan Guarantees (Biebel, 1985, p. 49). These funding streams “both directly and indirectly aided entrepreneurs developing subdivisions in the outlying areas of the city” (Biebel, 1985, p. 49).

Albuquerque public schools received over \$8 million for new school construction and school expansion during the decade and developers on the east mesa benefited from the construction of new schools as they attracted new

residents (Biebel, 1985, p. 52). Developers also benefited from federal work relief funding that expanded city services, “including street grading and surfacing, sidewalk, curb and gutter construction, water main and sanitary sewer extensions, and installation of storm sewers,” (Biebel, 1985, p. 53). The seeds of federal funding spent on infrastructure expansion in the 1930s, coupled with the growth of Kirtland Field, Sandia Base and associated defense industry activities will propel growth in the coming decades. The infrastructure expansion of this period sets the stage for further expansion into the north valley and on the east mesa; the history of Albuquerque up to this point is “perpetual suburban growth,” (Biebel, 1985, p. 58).

The 1930s WPA projects included an expansion of the airfield built in 1928 and creation of:

- Albuquerque airport terminal building,
- State Fair Grounds buildings,
- Jefferson Middle School,
- Nob Hill Elementary School,
- Monte Vista Junior High,
- Pershing Elementary School,
- Roosevelt Park,
- UNM Library,
- UNM Administration/Laboratory Building,
- Monte Vista Fire Station,
- Street construction,
- Sewer facilities,
- Power line extensions, and
- Road paving.

## Post World War II

Growth between 1901 and 1940 added 7.9 square miles to Albuquerque's original 3.1 square miles via annexation (Biebel, 1985, p. 2). However, Albuquerque expansion during the post-war period easily eclipsed earlier expansion. The 1940s saw expansion common to Sunbelt Cities, Albuquerque benefited from good roads built in suburban areas with federal depression era funding, air service and rail facilities. Additional features, "pleasant climate, ample water supply (especially rare among western cities), location astride major highway, rail and air routes, proximity to rich natural resources, especially uranium," (Rabinowitz, 1981, p. 3), made Albuquerque "ripe for military and civilian development" (Johnson, 1980, p. 8). Between 1940 and 1950, the city's population grew from 69,341 to 145,673. This continued surge in population set the stage for further growth in the 1950s. This period saw an increase in healthcare industry and hospitals, and the "general exodus of business from downtown" to shopping centers and strip commercial development.

Year	Area (Acres)	Population
1940	7,040	35,449
1950	30,720	36,815
1960	39,040	20,1503
1970	52,672	243,751
1980	64,000	315,000
1990	104,320	589,131
2000	113,500	712,738
2009	122,000	857,903

Table ii (Rabinowitz, 1981, p. 2).

Concerns about the nature of growth and the future of the city lead to the formation of permanent planning commission in 1949 and a zoning ordinance in

1953. Even with these efforts, “developers and boosters dictated land-use policies,” (Rabinowitz, 1981, p. 27). “Between 1960 and 1963 downtown property declined in value by 50%,” Sears, Montgomery Ward, Kistler-Collister, and Fedway left downtown for more attractive locations (Ibid.). Albuquerque began using Industrial Revenue Bonds (IRB) to pursue new industry. Several references (Rabinowitz, Biebel) are made to attempts to attract “clean industry” and non-polluting plants. These efforts landed a GTE Lenkurt telecommunications manufacturing facility in 1969, a GE jet aircraft engine plant and a Levi Strauss plant. The IRB-attracted industries stimulate growth in “trade, service and construction sectors” incentives (Rabinowitz, 1981, p. 10).

Despite greater Albuquerque’s prosperity, the decline in the railroad industry following the World War II and the eventual replacement of Fourth Street by Interstate 25 as the major north-south city route initiated a major decline in Barelvas and South Broadway, removing former sources of income and opportunity generated by that access to capital traveling the corridor. Along with the construction of I-25, the construction of Civic Plaza cut off significant north-south traffic in the city, forcing regional commuters onto other routes. The South Fourth Street commercial district experienced a corresponding decline, although some of the original small, family owned and operated businesses remain in business along with new businesses.

### **Urban Renewal Period**

Toward the end of the 1960s, continued flight from downtown provided an opportunity to redevelop the space, with an urban renewal commission leading



this effort. The city used the federal urban renewal program to begin demolition of the historic fabric of downtown as growth continued to occur on the edge of the city, including the demolition of buildings, including Korber Building, Franciscan Hotel, Ilfeld Building and other landmarks. In the mid 1970s, typical urban renewal structures replaced them, including a new city hall, a convention center and adjacent hotel, police building, public library, underground parking garage, and the National Building, which is the tallest in the city (Rabinowitz, 1981, p. 27) and other new bank and office buildings. New infrastructure, in the form of the Grand overpass, eased access into and out of downtown and the redevelopment of the former Alvarado Hotel site into the Alvarado transportation center connected downtown Albuquerque to the region. The underground Galleria shopping center was the only downtown retail development at this time. Community response to the destruction of historic landmarks put sufficient pressure on local elected officials to create a survey of the remaining historic buildings in downtown. Redevelopment of the Barelás neighborhood and in immediately adjacent areas has changed the built environment. Also in the 1970s, the local application of the federal Urban Renewal Program demolished the adobe homes south of Bridge Boulevard in order to reuse the space for industrial uses; only a handful of houses from South Barelás remain (Barelás Sector Plan, 8).

In the wake of Urban Renewal's devastation of downtown's historic fabric, and a connection with the growing environmental ethic sweeping the nation in the late 1960s, a push for preservation and adaptive reuse of historic structures and

designating historic neighborhoods as landmarks for urban conservation in the city. This culminated in the adoption of the Albuquerque/Bernalillo Comprehensive Plan in 1975 and establishing the city Landmarks and Urban Conservation Commission in 1978 (Rabinowitz, 1981, p. 28). As a result of these efforts adaptive reuse of historic downtown structures helped breathe life in to the flagging downtown economy. This effort focused especially along Central Avenue, with the renovation of the Kimo Theater, First National, and Rosenwald buildings, the state theater and the old Skinner building.

By 1979, the even more federal agencies moved to Albuquerque, combined these newly arrived agencies had over 12,200 employees in the three downtown Federal Office Buildings and in scattered offices. The U.S. military also had an increasing presence in the region, with Kirtland Air Force Base, Sandia Base (now Sandia Labs) and Manzano Base. Combined these organizations employed over 16,500 personnel by 1980, with local contracts valued at \$128,800,000 (Rabinowitz, 1981, p. 5).

## **Albuquerque's Regional Growth**

### **1980s**

Between 1986 and 2003, "Albuquerque did almost nothing to alter its growth and land use policies to fit contemporary conditions (Price, 2003, p.156). A possible solution to this continued growth pattern "is to begin the creative and political processes" necessary to deal with the harsh realities of the West and the neoliberal development agenda that has created a similar sprawling landscape in

large western cities, like Phoenix, Denver, and Las Vegas. The Rail Yard offers an opportunity to build on infill trends that have begun after 2000.

During the 1980s, population growth continued at a pace less than the growth from 1960 to 1977. The population grew by 84,447 people during the 1980s to 515,116. During this time, “Albuquerque became a “polynucleated city,” with no central core, despite two decades of downtown renovation. It is now dotted with “exurbs,” “outtowns,” “slubs,” and “burbs,” and is becoming, in many ways a nonplace urban field” (Price, 2003, p. 24).

The neighborhoods around downtown experienced population loss in absolute terms during the 1980s. The area lost over 1000 residents despite a 400 unit increase in housing stock, indicating a new type of household moving into the area as another type moves out. Meanwhile, Rio Rancho, the Westside and Far Northeast Heights’ experienced strong population growth (BBER, 1990, p. 2). Five major employment centers exist in the region in the 1980s: Downtown, North I-25 Corridor, Uptown area, University/Gibson SE area, and Kirtland AFB. Combined, these areas had 72.7% of total employment (BBER, 1990, p 2).

Price describes two prevailing growth dynamics in the 1980s, the preservation of publicly protected land forms, including open space and suburban development around these systems and on the edge of Albuquerque. The Bosque, the acequia ditch system, the foothills and numerous city parks, trails, and bike paths aggregated to 21,285 acres of open space, the fifth largest holding in the United States at that time (Price, 2003, p. 81). La Luz

development in 1969 was the last large cluster development sensitive to open space, replaced by sprawling development in the Northeast Heights. Seven sprawling developments surrounded on of the signature open spaces in the city, the Petroglyph National Monument and the growth pressure lead to expanded roadways.

### **1990s**

Between 1990 and 1995 Albuquerque continued to grow at a rate greater than the United State average, adding nearly 55,000 new residents to 589,131 total residents (BBER, 1996, p. 1). Between 1995 and 1998 growth slowed in Albuquerque along with the rest of the country. Growth continued on the Westside, which saw the largest increase in population. This area includes the Southwest Mesa, Paradise Hills, Cottonwood Mall and Rio Rancho, which combined for 52.2% of the population growth during this period. The neighborhoods surrounding downtown continued to see population declines since 1990 (BBER, 1996, p. 2).

During the same period, Albuquerque added an additional 56,000 jobs, a 22.3% increase in employment. This rate is also one of the fastest in the United States, lead by the “migration of new high tech manufacturers and tele-services businesses to the region” and a rise in construction necessary to house and provide services for the incoming residents (BBER, 1996, p. 4). The expansion of the Intel Corporation in Rio Rancho has created the only substantial employment growth west of the river. Other new business that migrated to the city included corporate support facilities—call centers, a Wal-mart distribution

center, and manufacturers Emcore West and Allies Signal's Transportation and Energy Systems Division (BBER, 1996, p. 6).

The 1993 Barelas Sector plan attempted to revitalize the community and a number of changes have occurred in the community since that time. The Barelas Community Development Corporation (BCDC) formed in 1993, established to work on affordable housing and economic development. This CDC closed in 2010. Other changes include the National Hispanic Cultural Center, the Hispano Chamber of Commerce, and the Barelas Job Opportunity Center (Barelas Sector Plan, 8).

In Barelas, Coal and Lead Avenues were converted to two-way streets east of the neighborhood to facilitate traffic flow into and out of downtown. The city also converted Second and Third Streets into a couplet of one-way streets. Fourth Street had streetscape improvements in the 1990s, "including business façade renovations, upgraded and decorated bus shelters that display artwork reflecting Barelas' cultural heritage, and the creation of the Joseph P. Baca plazuela at the intersection of Fourth Street and Barelas Road," (Barelas Sector Plan, 9).

### ***Post-Millennial***

The housing records set in the late 1990s were shattered by new housing construction on the far west side as shown in the 2000 map. The growth curve begins to decline by 2005 and then plummets below 1000 units in 2008, coinciding with the national economic recession. A decline in employment growth

coincided with the slowing of housing construction in 2006 and rates of growth continued to decline.

Despite and optimistic appraisal of the 1990s, if Albuquerque can reach political consensus on the “what kind of growth it wants,” when Price reissues the book in 2003, he asserts that

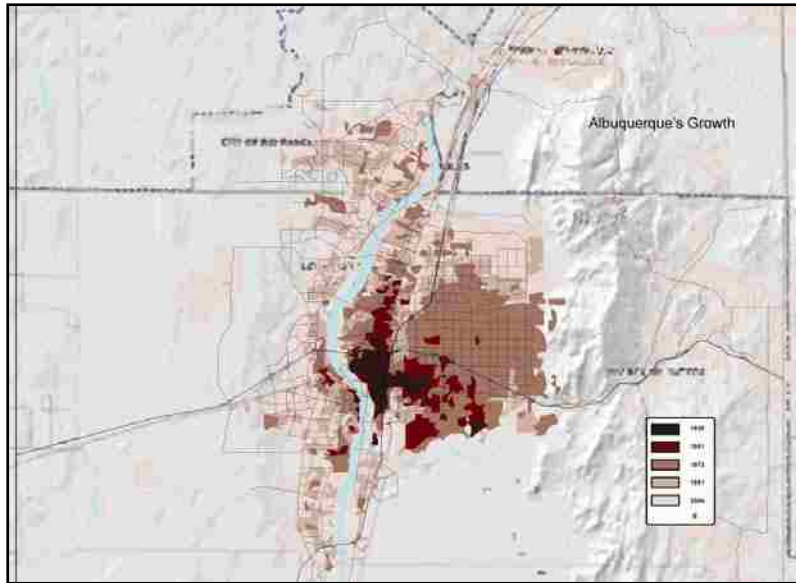


Figure vii: Albuquerque's Growth

“the people who think of New Mexico as an empty space to be filled with generic corporate gimcracks and the marketing fruits of bad ideas that have cluttered up the rest of the nation and the West with a babble of strip malls, neon commercial graffiti, and sprawling suburbs appear to be winning the war for Albuquerque’s identity” (Price, 2003, p.147).

The trend of urban expansion at the edge of the region began to give way to an increasing number of new building permits issued within the core of the city—Uptown, Albuquerque High, Nob Hill, Silver Lofts, Sawmill Land Trust and smaller projects. In addition, during this time, exurban town centers in Rio Rancho and Mesa del Sol began to develop with the help of tax increment financing (TIF) and tax increment development districts (TIDD). A number of

planning and regulatory changes began in the 1990s but took until after 2000 to implement. These elements represent the mode of development for future growth in the city, including infill projects like the Rail Yard.

In the addition traditional gentrification of Artists that move into the neighborhood and improve single units, Barelás has seen infill development along its edges and within its borders. Coal Avenue includes new housing, live/work developments and affordable rental units. Infill housing and mixed use development can be found in adjacent neighborhoods where more capital investment has occurred. Downtown, EDo, and South Broadway neighborhoods have each experienced growth. According to the Barelás Sector Plan revision in 2007, the neighborhood had “low levels of owner-occupied buildings, absentee landlords and a high proportion of rental unit,” (Barelás Sector Plan, 6). Landlords that have allowed the rental units occupied by low-income residents to deteriorate, make more recent efforts at code enforcement and rehabilitation more difficult.

## ***Management of Growth-Establishing a Mode of Regulation***

### **City/County Consolidation**

Rabinowitz argues that the influx of new residents to the Albuquerque region after the Second World War, who had different expectations of city government and the services it should provide, pushed for reorganization and city/county consolidation as early as 1940. A group of residents established a formal committee by 1958 to “promote efficiency, uniformity, and economy in the

government of the area of Bernalillo County, under circumstances where metropolitan growth has substantially occupied such area and yet preserve the non-metropolitan area and residents from unfair burdens of expense or restriction in enterprises,” (Rabinowitz, 1981, p. 29). A renewed consolidation campaign reemerged in 1973 to address and prevent further ‘wasteful duplication of urban services.’ This campaign was defeated by voters; however, consolidation of infrastructure and other specific governmental functions, such as schools, has occurred under the auspices of efficiency and economy.

### **Annexation**

In this context, and the growth of surrounding communities such as Corrales and Rio Rancho, the City government response to growth has been “additional annexation (Rabinowitz, 1981, p. 31). This has occurred since growth between 1901 and 1940, which added 7.9 square miles to Albuquerque’s original 3.1 square miles via annexation (Biebel, 1985, p. 2). The pace of growth quickened after 1940, aided by the federal programs described above and an aggressive policy of annexation, including Old Town in 1949, Hoffmantown in 1950, Four Hills in 1958 and Snow Heights in 1952. Annexation continues today with an additional 12,900 acres and an additional 55,000 respectively with Mesa del Sol and SunCal master planned communities on the fringe of Albuquerque.

### **Streamlining and Modernizing City Government**

This included a merit-based hiring system, Planning, Traffic and Parks and Recreation departments, a city/county Air Pollution Control Board, Parking Authority, Board of Standards and Appeals, and a planning commission and



numerous citizen advisory boards between 1949 and 1955 (Rabinowitz, 1981, p. 31-32). At this time, traffic and parking surveys were undertaken and the city purchased companies that provided garbage and bus services throughout the city. Public works construction expanded between 1954 and 1958, with the construction of four fire stations, two libraries, a downtown parking garage, and four community centers. Additionally, the city paved 157 miles of streets and expanded from 291 acres to 3,063 acres.

### **Governance Structure**

In 1974, after rejecting city-county consolidation, voters approved a new city charter that replaced the city commission/manager format with a city council and mayor. David Rusk, elected in 1977 under the new format, faced a challenge to maintain public service levels, manage economic development to prevent the Uptown Center from decaying like Downtown, and avoiding uncontrolled expansion on the west side, while faced with new federal spending reductions and cutbacks (Rabinowitz, 1981, p. 34).

### ***Promoting Growth—Shifting Mode of Regulation***

Understanding the form and mode of regulation in Albuquerque explains the massive suburban expansion between World War II and the present day. However, in the past 15 years, the rules that govern development have changed dramatically. These changes represent growth-promoting policy changes that provide an overall structure, financing mechanisms, and alterations to perceived obstacles to growth. Combined, the new mode of regulation allows Albuquerque

to present itself as friendly to growth in general, and in particular, to infill growth currently favored by Post Fordist/Creative Class projects.

### **Albuquerque/Bernalillo County Planned Growth Strategy**

Begun in 1995 and completed in 1999, the Bernalillo County Planned Growth Strategy (PGS) contains a number of principles that should guide future planning efforts. Through these principles and the changes recommended in the document, the plan's writers posit that the city would show increased quality of life for residents. The guiding principles are intended to allow the city to provide services that accommodate steady growth. The services, such as capital improvement projects, would be targeted to higher density activity centers and the high volume transportation corridors that connect them. the city and county would create incentives and allow for "density increases and mixed uses" in these areas. Impact fees would be developed that assesses a change based on the real cost of providing municipal services to new developments. Finally, utility and road extensions would be coordinated "to assure orderly growth" (Planned Growth Strategy, 2). The seven basic principles follow:

1. "Local government should play a proactive role in managing growth. Growth should not be addressed in a piece-meal and reactive way, but should be guided by a plan based on well-considered principles. The plan should include the phasing and timing of growth by location.
2. The outcome of growth should be community, whether at the fringe or in existing neighborhoods. We should build new neighborhoods at the fringe, not just bedroom suburbs.
3. The existing community—its neighborhoods, school, and businesses—should be the priority in terms of "vitality and development".
4. The infrastructure (streets, water and sewer systems, storm drainage, schools, and other facilities) in existing neighborhoods should be maintained, rehabilitated and the deficiencies corrected as a high priority.

5. Urban growth should be supported in an efficient way. In other words, grow first where urban infrastructure already is in place.
6. Don't just plan – implement.
7. Recommit ourselves to good planning and keep the community involved in carrying out the growth plan.”

The plan recommends changes to regulatory structure in order to achieve the principles. Contemporary laws and regulations that governed development, such as capital improvement planning and land-use controls would not allow the kind of development necessary to achieve the vision laid out in the plan. Furthermore, coordination between the city and county and their departments necessary to achieve strong centers and corridors and other elements of the plan did not exist. To correct these shortcomings, the plan proposes “new, innovative tools [that] are needed in order to direct growth to the centers, corridors, redevelopment areas, and other subareas identified in the Preferred Alternative” (Planned Growth Strategy, 219) shown in the table below..

Linkages between land use and transportation
Zoning and design standards
Exactions/Impact Fees/Development Agreement policies
Line Extension Policy
Transfer of Development Rights
Approaches to regionalism
Housing affordability and mixed-income communities
Other approaches and policies as appropriate

Table iii: Planned Growth Strategy Elements

These elements draw upon New Urbanist approach to the form of development, including regional architecture patterns and “traditional neighborhood development.” Impact fees would help pay for the cost of municipal services required by new development. These would be targeted to the centers and corridors to incentivize growth in those areas.

### **Form Based Zones**

The City adopted voluntary “Form Based Zones” (FBZ) in 2009, expressing the new approach to zoning as “redress[ing] the gap that exists between present development patterns and our community’s aspirations as expressed in the City / County Comprehensive Plan and the Planned Growth Strategy” (cabq.com).

Traditional zoning focuses on land use. By contrast, form-based zones regulate the form and type of a building. This includes the relationship of the building to the street and the form of the neighborhood around it.

By shifting zoning to a visual presentation of the form of future redevelopment, the city hopes that the current “highly unpredictable and contentious processes between neighbors, the City and developers” (cabq.gov) can be overcome. However, the application of the FBZ has caused some neighborhood residents, including some interviewed for this thesis, that the new rules will “allow developers to more easily deviate from existing neighborhood sector plans” (Childress, 2008, p. 1).

### **Impact Fees**

Historically, property taxes funded the roads, water and sewer infrastructure, and schools required by new residential and commercial

development (Nelson, 2003, p.1). Facing a decline in these revenues during the late 1970s, Florida and California enabled impact fees as a way to pay for the costs of growth without increasing taxes on existing residents. A municipality may charge new development a one-time fee that helps “pays for the construction or expansion of off-site capital improvements” made necessary by the growth (impactfees.com). The capital improvements benefit the new development and help reduce the economic burden on local jurisdictions that accompany growth. Impact fees are often presented a tool for financing local infrastructure needs in growing communities that otherwise would not be able to fund infrastructure improvements that sustain growth.

The local authority having jurisdiction determines the type of facilities that may be assessed an impact fee. Within this jurisdiction, assessment districts may include subdivisions where the impact fee varies. Based on “fair share studies” and standardized pro-rata formulas, these fees differ from negotiated exactions, which are determined on an ad hoc and project-by-project basis through the development approval process (impactfees.com).

In 1993, the New Mexico state legislature passed the New Mexico Development Fees Act of 1993. This enables counties and municipalities within the state to create local impact fee legislation, including Albuquerque’s ordinance. Beginning on July 1, 2005, Albuquerque used impact fees to fund four kinds of major infrastructure; drainage facilities; parks, recreation, trails, and open space; public safety facilities; and roadway facilities (Cabq.gov). The developers of new commercial and residential buildings pay impact fees that

“represent a fair, proportionate share of the cost of the parks, roads, drainage facilities and public safety facilities necessary to serve that new development” (Cabq.gov). The City’s Planning Department manages the program and outside consultants determine the fee schedule through an established methodology. In light of the recession and its affects on real estate development, especially the housing market on the West Side of Albuquerque, the Albuquerque city council passed a year-long moratorium on impact fees.

### **Tax Increment Financing**

In 1952, California passed the first tax increment financing (TIF) law. Today, nearly all states have some sort of TIF laws that act as both a financing tool and a land development and improvement tool (Johnson, 1980, p. 5). The state’s enabling legislation provides local governments the authority to designate tax increment financing districts or tax increment development districts (TIDD). Governed by a board, TIDDs are political subdivisions of the state. This means they are separate and distinct from the municipality or county in which they are located (NM Voices with Children, 2008).

Within a district, local governments finance capital projects intended to promote economic development by earmarking property tax revenue from increases in assessed values. This financing method uses the additional taxes generated by a completed development within the district to pay for development costs. The difference between the taxes before the development occurs and after its completion is referred to as the "increment." (See graphic) (CABQ Memo) TIDD boards issue bonds that anticipate the future revenue provide

funding for improvements. Investors in TIDD bonds are intended to take all the investment risks rather than local or state government (NM Voices for Children, 2008).

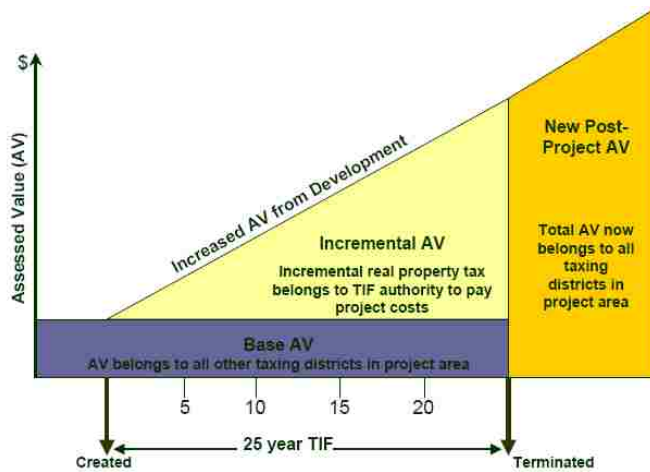


Figure viii: Tax Increment Financing

[http://www.realtor.org/smart\\_growth.nsf/docfiles/TIFreport.pdf/\\$FILE/TIFreport.pdf](http://www.realtor.org/smart_growth.nsf/docfiles/TIFreport.pdf/$FILE/TIFreport.pdf), accessed Sept. 7, 2010)

Initially, TIF had a limited purpose, financing the redevelopment of blighted communities. However, in the 1980s, local governments endured significant federal funding cuts for economic development and infrastructure projects. In some states, TIFs and TIDD usage expanded to help local governments “overcome problems associated with local fiscal stress” (Dye and Merriman, 2006, p. 1) TIDDs now finance commercial and industrial projects, land acquisition, site development, property rehabilitation, road improvements, water and sewer expansion, and building expansion.

Research on TIDDs indicated that while more growth occurs in these areas, “Observing high growth in an area targeted for development is unremarkable” (Dye and Merriman, 2006, p. 5). TIF can only finance economic development; successful projects require skillful planning and actual

opportunities for growth to occur. TIF can cannibalize the commercial land use in a municipality, as it will tend to locate in the area with subsidy.

#### *The First TIDD in NM*

The 12,900-acre greenfield project on a mesa south of Albuquerque owned by Forest City Covington NM, LLC, Mesa del Sol is the “largest contiguous TIF district in U.S. history” (Cabq Memo). The unique New Mexico enabling legislation allows for the capture of both property tax increment and the gross receipt tax increment over the 25 year span of the district. This equates to 67% of the base increase for gross receipts and property taxes that would go to the city, 75% of the state’s gross receipts taxes and up to 75% of the County of Bernalillo. The City of Albuquerque projects the development potential to be “25,000 houses and more than 1 million square feet of retail space,” a potential tax diversion estimated “in excess of \$500 million” (Cabq Memo).

#### *Public Private Partnership*

Public Private Partnerships (PPP) result in arrangements between private entities and public entities to provide public services. A range combinations of services and activities is possible, however in the case of real estate development, municipalities may agree to provide revenue or land to a private entity. An arrangement to provide specific benefits through contractual arrangements or community benefits agreements may accompany this transaction; in redevelopment projects, these benefits can include affordable housing requirements or local hiring provisions. Increasingly, a municipality may enter into a partnership as a reaction, without conducting analysis to demonstrate



the need for such action (Walzer and Jacobs, 1998, 187). These partnerships have played an increasingly significant role in urban revitalization programs (Walzer and Jacobs, 1998, 187). Albuquerque has created a PPP out of the Rail Yard by purchasing the site.

### ***Setting for Redeveloping the Rail Yard***

Albuquerque's growth patterns created a "sprawling metroplex, a decentralized urban field of daunting proportions" (Price, 2003, p. 32). This decentralization of the former small town has occurred in spatial, racial, cultural, linguistic, and religious dimensions. Albuquerque represents a metaphor for "emerging cities of hybrid vigor that are reaching for a larger share of migratory global economy, while struggling to preserve their local culture and sense of place" (Price, 2003, p. 31).

Albuquerque's history of demolishing historic structures has a splintering effect on the different populations in the city. Without the physical markers necessary for generating a conversation about the past, memories recede into the minds of the communities and the individuals who hold them. These memories contribute to fragmentation of social and political factions whose unequal access creates the potential for treading on sacred ground without any malicious intent. Each particular community context represents a home that has a powerful connection for residents; this attachment helps explain the city's cultural fragmentation. Each of the geographic areas of the city, Uptown, Downtown, Nob Hill, North Fourth Street, South Broadway, the Academy, South Valley, North Valley, University area, Old Town, Northwest Mesa, Paradise Hills,

Rio Rancho, and East Mesa operates independently and often without engaging other groups or looking to precedent in other contexts before acting.

Adding to the complexity of conducting a stakeholder assessment for the Rail Yard redevelopment is the assertion that Albuquerque's fragmentation is more than typical "ethnic and socioeconomic" issues, both "obvious and invisible divisions" (Price, 117). These elements contribute to an archipelago of enclaves within Albuquerque that do not share a common civic identity. The "islands of culture, geography, language, politics, occupation and economic class" (Price, 2003, p. 118) create enough of an obstacle to promote fragmentation between neighborhood groups. In this political vacuum, more a "loose confederation of contexts" than a unified entity" (Price, 2003, p. 119), the "most historically persistent and organized faction in Albuquerque is that of land speculators, developers, the construction industry, banks, and savings and loans" (Price, 2003, p. 118). This isolation and the emergent reactions that each individual context might bring to challenge the City's growth agenda, however, the Rail Yard redevelopment could allow for a historic element to be preserved for the region.

The pattern of growth that created the tendency toward isolation contributes to a relationship between those residents and interests that see the city as a marketplace and those who see it as a sanctuary. Resolving this tension requires "respectful growth," where development is based on "continuing" the features of the community that contributes to the cultural and emotional sense of

place rather than development that severs the continuity, in a cultural, emotional of physical way (Price, 2003, p. 139).

### ***Rail Yard Historical Context***

In his Historical Assessment of the Rail Yard, Chris Wilson cited the Rail Yard as the “single most important factor in the development of Albuquerque between 1880 and 1930,” (Wilson, 1). As the city’s largest employer, the Santa Fe Railway helped transform “a farming village into a commercial and industrial center” (Wilson, 1). Due to this central role, these “prominent reminders of this important period in Albuquerque’s history” were viewed with pride in the community as signs of “progress and prosperity,” (Wilson, 1).

Selected by the as a division point between the Atchison, Topeka and Santa Fe railroad and Atlantic and Pacific Railroad meant that in addition to the construction of a train depot, Albuquerque would also have division offices and major repair shops. Construction was completed on the locomotive and train car repair shops and a large roundhouse by the mid 1880s (Wilson, 1). This initial capital investment attracted a number of other industries to collocate near the rail yard. These businesses included a foundry, lumber and wool scouring mills, dry goods, grocery and hardware warehouses (Wilson, 1). By 1919, the locomotive workshops employed 970 Albuquerque residents, ¼ of the city’s workforce.

Edward Ripley, the president of the company from then until 1920, applied two key influences to the company: Fordist/Taylorist efficiency management /industrial production and in corporate image-making architectural design ideas and neoclassical from the City Beautiful movement. Each of these elements

influenced the development and organization of the Rail Yard (Wilson, 1). The three periods of development reflect three distinct three architectural styles on the site: the depot was California mission style; the rustic Mediterranean fire station; and the cutting edge industrial design of the shops.

Fordist industrial practices arrived in Albuquerque along with the depot, shops and operations of the rail yard. The work at the Rail Yard employed an extension of Taylorism, which shifted repair/production from the initial sight in Chicago into the field. Taylorism's application in the field extended the production/maintenance process for the individual locomotive. The configuration and procedures of the site simplified this and allowed the Rail Yard to overhaul 40 locomotives per month (Wilson, 6). In addition, railroad management attempted to standardize it's product to reduce costs, improve efficiency and increase profits: developing larger locomotives and rebuilding the rail line to accommodate them, centralizing shops, employee bonuses and a pension program, more detailed record keeping in the shops and the supply stores, an apprenticeship system (Wilson, 3). Changes on site included the application of the bonus system and record keeping, which greatly influenced the industrial operations. Standardized schedules addressed each aspect of each kind of locomotive repair activity by assigning times for the completion of each activity, with bonuses for those completed in less than 1.5 the calculated time (Wilson, 3). This system enabled management to identify, investigate, and remedy components of the systems that operated below the required efficiency levels.

In 1912, the Santa Fe Railway company approached the city of Albuquerque to expand the inefficient Arizona & Pacific (A & P) locomotive shops. The city provided funding purchase residential land between Bridge Street, and Second Street and construction of this second phase began in 1914 and ended in 1915, including the roundhouse and the storehouse. A new blacksmith shop began in 1916 along with the adjacent Flue Shop. The machine shop began in 1922 completed in 1923 and the companion Boiler Shop was built in 1922. The Fire House was built in 1924 (Wilson, 4).

Facility	Year Built	Square Feet	Stories
Machine Shop	1921	165,000 <sup>1</sup>	1 <sup>2</sup>
Boiler Shop	1923	58,100 <sup>3</sup>	1
Transfer Table	Pre-1919	36,000	0
Blacksmith Shop	1917	24,867	1
Storehouse	1915	18,900	1
Tank Shop	1925	18,564	1
Sheet-Iron Shed	Pre-1919	13,950	1
Turntable	1915	11,309	0
Flue Shop	1920	8,878	1
Firehouse	1920	3,936	2
Washroom	1919	3,640	1
Locker Room	1919	2,964	1
Assembly Hall	1922	2,800	1
Babbit Shop	1924	2,250	1
Motor-Car Garage	Pre-1931	1,512	1

<sup>1</sup> 3.8 acres. <sup>2</sup> With mezzanine. <sup>3</sup> 1.3 acres.

Source: Chris Wilson, "History of the Rail Yard Site," University of New Mexico.

Table iv: Existing Buildings at the Rail Yard Site

Construction of the Rail Yard site occurred in a number of different phases; the transition in construction technology is visible in the buildings on site. Older structures, such as the sheet metal shed and wood timber structure. The roundhouse, storehouse and flue shop, built before World War I, are made from Reinforced concrete. The Blacksmith Shop, built in 1917 uses steel frame construction with “vestigial brick walls,” (Wilson, 5). The Machine and Boiler Shops, built after the war, also employ steel frame with spans up to 86 feet and “continuous glass curtain walls along the east-west sides,” (Wilson, 5). The Roundhouse represents an early example of a standardized plan created by Santa Fe’s engineering department in Chicago.

Around 1920, steam locomotives required regular maintenance after each daily run of approximately 150 miles. Accordingly, the company located a repair roundhouse tracks at this frequency, with Albuquerque division points in Las Vegas, Gallup and San Marcial. Before the introduction of standardized parts, regular maintenance at shops similar to those in Albuquerque would be necessary at regular intervals. In 1935, the Santa Fe began experimenting with diesel engines that would replace the steam locomotives due as cheaper to operate, and running longer distances with longer intervals between required maintenance. World War II postponed the transition and Albuquerque had an increase of workers, with a peak of 1500. Santa Fe completed the transition to diesel engines in 1956 and the San Bernardino, California and Cleburne, Texas shops became the diesel locomotive shops for the company. At this time, the Albuquerque facility transitioned to become the central facility for rail line repair,

which did not require use of the shops and required only 200 employees (Wilson, 9).

### ***Transition to a Relic and Informal Use of the Space***

Located immediately south of downtown Albuquerque, the locomotive shops have been idle and the property more-or-less unused since the replacement of steam locomotives with diesel engines in about 1962. The structures on the site have considerable historic value, and proposals for the re-use of the site must assume the rehabilitation and re-use of most of these buildings. The redevelopment of this property is expected to provide a unique physical asset to the City and neighboring communities, in its urban form, sense of place, and economic vitality. **(CREATE AND INSERT IMAGES of graffiti and vandalism).**

### ***Rail Yard Redevelopment Context***

The City of Albuquerque acquired the deed to this property in November 2007, with funds from grants from the State of New Mexico and commitments from the City in the form of Workforce Housing General Obligation Bonds. These efforts ensure the non-profit Wheels Museum will be a tenant and at least 30 units of affordable housing must be developed on the site.

In the Winter of 2008, The City of Albuquerque, (Mayor Martin J. Chávez and District 3 City Councilor Isaac Benton), the Wheels Museum, and the University of New Mexico's School of Architecture & Planning cosponsored a panel of ULI members to develop a set of highest and best uses for the rail yard site. The group conducted a number of interviews with a broad range of

stakeholders, analyzed data collected on the residential and commercial real estate markets in the city and presented their findings in a public presentation and booklet entitled “Albuquerque Rail Yards” (Appendix B).

The sponsors provided the ULI Advisory Services Panel with an “assignment” and a series of questions to answer when examining the 27-acre property of the Old Santa Fe Rail Yards. The sponsors asked the panel develop and analyze specific alternatives and make recommendations for the highest and best use of the historic locomotive repair shops and surrounding acreage and buildings. These alternatives and recommendations were to consider the context of the city and its neighborhoods and assume the “inclusion of the Wheels Museum, along with economically viable commercial and/or housing options for the remainder of the site,” (ULI, 2008, p. 6).

The process was intended to give the Barelmas neighborhood “a major voice in any proposed redevelopment,” including possible employment opportunities and the effect of redevelopment on the community, specifically addressing gentrification. The ULI considered input from the South Broadway neighborhood as well.

The Final ULI reports contains numerous frames the redevelopment as an “opportunity for Barelmas, South Broadway, and downtown Albuquerque to enrich their respective individual identities while rallying around a new collective identity to whose development each is crucial.” With this sentiment, the redevelopment can be presented as a potential “force of unification for the communities, the city, and the state of New Mexico” (ULI, 2008, p. 8). The recommendations go on to



provide a formula for a “large-scale, mixed-use redevelopment program” (ULI, 2008, p. 10). Social and economic impediments stand in the way of achieving this goal.

The ULI cast a broad net, recognizing that opportunities exist for a number of uses—specialized manufacturers, performing arts facilities, a public market, film studio operations, departments or specialized training programs of the University of New Mexico, a charter school and the WHEELS Museum (ULI, 2008, p. 10). However, given the downturn in the market, the ULI did not make specific recommendations other than an anchor would need to found in addition to the Museum.

The ULI presented a number of predevelopment projects that would need to be undertaken by the city to make the Rail Yard “as appealing as possible” to potential developers. The list of recommended predevelopment projects include environmental remediation, resolving the BNSF easements on the site, and creating a special, zoning district for the site, distinct from the existing Barelás Sector Plan (ULI, 2008, p. 12).

Other predevelopment activities should include, “environmental remediation, demolition of nonessential buildings, and selection of a nonprofit entity to oversee the construction of the 30 units of workforce housing” (ULI, 2008, p. 12). Once resolved, the city should select an experienced master developer to oversee the redevelopment and then initiate a planning process. Given the scale of the site and the number of different structure, the ULI believed that no single use would take over the entire site. In addition, the development of

the site should be phased in order to create a financially viable mixture of uses over time.

The eventual uses of the site are clouded by the economic downturn and competition with from the existing and developing activity centers within Albuquerque. With so many competing regional activity centers, the market cannot support regional anchors. Furthermore, community anchors such as ethnic specialty market, discount department stores, or a grocery store/supermarket would be more appropriate than regional anchors. Office space does not seem like appropriate use because the current regional rents are significantly lower than what could be financed by a new development and the location is not ideal. Lack of truck connectivity and co-locating uses discourages industrial uses, with the notable exception of film studios or prefab housing manufacturers (ULI, 2008, p. 15). Currently, the site is also not particularly well suited for a hotel/convention center, although it could become more feasible after several successful phases of mixed use development.

Market rate housing would be too expensive to justify on the site, however, the ULI seems to suggest that workforce housing “opportunities exist” in the short term for “artists and young people.” In the longer term, the ULI suggests market rate housing targeted to “younger single people and childless couples who value proximity to work or transit and do not depend on local schools.” ULI suggests that this market could be captured if the redevelopment “emphasize[s] the quality of public spaces and provide a variety of units to appeal to different segments of the market, including townhouses, duplexes, loft

apartments, and conventional three- to four-story apartment buildings,” (ULI, 2008, p. 16).

Like other uses, retail faces complications that seem prohibitive: uncertain visibility and access; the presence of historic buildings are sized differently than traditional, market ready commercial development properties; ongoing site planning and phased development, access and parking challenges (ULI, 2008, p. 20). Also, until a demographic for the end users of the site is determined, it will be difficult to program the space with appropriate retail activity.

Finally, to specifically address the requests of the Barelás Community interview participants, the ULI Panel said that “[s]maller, convenience-oriented businesses, such as a coin-operated laundry, have also been proposed as a needed amenity accompanying redevelopment. Unlike a grocery store, however, such businesses could be accommodated on 4th Street or as part of a larger, targeted local economic development effort focused on promoting commercial activity nodes,” (ULI, 2008, p. 20).

The ULI concludes that the development is complex, that traditional uses and approaches will not create a feasible development. Essentially, the Rail Yard will be a successful development only if the right major user or group of users arrives to “take advantage of the historic buildings with limited changes, bring their own funding, and draw regional support” (ULI, 2008, p. 21).

Successful redevelopment might occur around a number of different uses; however, these anchors are “not likely to emerge from analyzing the current market.” The anchor user must be drawn into the development opportunity or

recruited by the master developer. This enticement will likely require subsidy or concessions from the city, the state, and other entities. “The city will need to attract the developer and the major user and then plan the redevelopment together with the community” (ULI, 2008, p., 21).

### ***Conclusion***

The historical context places the redevelopment in the context of Albuquerque’s growth. After an initial transition from an agricultural outpost to a stop on the railroad network, Albuquerque has spent decades encouraging suburban development. This includes using federal monies to fund infrastructure and housing, as well as creating local rules and regulations that govern development, such as Comprehensive Plans, Sector Plan, Growth Plans, and financial regulatory mechanisms, such as IRB, TIDD, TIF and impact fees. After establishing this framework and the specific history of the Rail Yard, the thesis follows Soja’s advice, turning to investigate the social element to provide a more holistic understanding of the redevelopment of the Rail Yard from the perspective of community residents and activists.

## CHAPTER V: ASSESSMENT OF STAKEHOLDER INTERVIEWS

### ***Introduction***

The assessment presents shared and conflicting concerns presented by community members in the neighborhoods adjacent to the Rail Yard. The stakeholder interviews elicited themes, dilemmas and ideas regarding the claims, capacity, and access to decision-makers of the participants. As with a traditional stakeholder assessment, the information is organized into two sections. The first section contains Themes and Dilemmas, exploring broad undercurrents that emerged from the interviews. The second section contains Prominent, Unique and Insightful Ideas and uses more focused information from the interviews.

### ***Themes***

#### **Redevelopment should leave the neighborhood a better place.**

*“Rail Yard should be sensitive to the neighbors. How does [the redevelopment] work, fit or conflict?”*

The specific cultural, historical and spatial relationships of the communities around the Rail Yard are not understood or valued in the profit-making, bottom line perspective of cookie-cutter developments. The severed spatial, historical, and cultural ties between the site and the surrounding communities should be reconnected as a result of any redevelopment.

The interviews provided a number of visions for how the redevelopment could make the neighborhood a better place:

- Gateway community space
- European Shops and Cafes
- A full range of housing opportunities
- A land-trust to preserve cultural space
- Employment opportunities

- Create multimodal access to the site.
- Retain the possibility of safe industrial uses, like an urban tree farm.
- Provide space for youth
- Daily needs commercial that does not exist in downtown
- Communal gathering space that recognizes historic identity and nurture the growth of that identity through to the present

The interviews revealed some desired land use that interviewees felt would make the neighborhood a better place:

- Co-op Grocery Store
- Permanently affordable housing
- Mixed income housing
- Mixed Use

### **Safety is crucial to current residents and redevelopment**

No interviewees viewed the Rail Yard as a safe place. Redevelopment of the site should address three main issues in order to positively impact the surrounding neighborhoods:

- Remediate brownfield contamination and, perhaps more importantly brownfield concerns;
- Access to and through the site for neighborhood residents;
- Reverse the creeping blight and homeless incursion from the site.

### **A Successful Community-Based Process is possible**

*“...an open dialogue to put out ideas, and have those ideas respected.”*

*“...allow people from different walks of life to see they have points of agreement.”*

Despite the visions, community members are fearful that they as individuals or as groups might be shut out from the dialogue, the process, and as a result, shut out from the benefits of redevelopment or the site itself. The neighborhood should participate in the process. Such participation will work if it:

- allows an honest, open dialogue
- has transparency
- embraces the unique potential and constraints of the site
- provides impartial technical experts who can evaluate ideas,
- bring together the neighborhoods historically connected to the site of redevelopment
- bring together those historic neighborhoods and the potentially connected (Downtown, Edo)
- a community-driven dialogue about race, class and capitalism, would be a prerequisite to conversation with a developer
- identify and activate informal neighborhood actors by making the meetings more human, less formal and more open to suggestions
- how can outsiders initiate redevelopment?; (Neighborhoods must initiate)

## ***Dilemmas***

### **What is the name of the site?**

A number of different names for the site emerged during the course of this thesis. Groups have chosen specific names as a way to lay claims to the site and to invalidate the name and claims of other groups. Names used for the site include:

- The Rail Yard
- The Barelás Rail Yard
- The Albuquerque Rail Yards
- The Santa Fe Shops
- Albuquerque Locomotive Shops

### **Future users: Who will use the redeveloped Rail Yard and what will they use it for?**

Can the different lifestyles coexist in and around that space—can the social capital networks of the surrounding communities coexist with the creative class networks and/or other new residents that might flow into the space?

## **What will be the future identity of the site?**

*“The neighborhoods are done being taken advantage of but have not figured out how to get what they want.”*

*“The redevelopment could be able creating jobs for local residents and creating affordable housing for their families.”*

The idea that the existing identity and affordability of the space should be recognized and understood and a new “false” identity should not be fabricated to attract creative class types to the redeveloped rail yard. The site cannot be planned with a “contemporary redevelopment model” especially one that is “cut and pasted” from elsewhere.

## ***Legitimacy***

Questions remain over who has standing to participate in the dialogue about redevelopment. Previous redevelopment efforts have been initiated by outsiders, who have come to the community with a nearly complete proposal. Unsuccessful in redeveloping the site, the prior processes did not engage the communities in a meaningful way. Current processes and groups operating in the neighborhood also asked insightful questions:

*“Can a process initiated by outsiders and only responded to by the community achieve the multiple things above themes?”*

*“How can an outsider propose change to this cultural landscape and not fuck with the patrimony?”*

*What can the community do to shape the redevelopment process?*

## ***Prominent Ideas***

### **Tiered “claims” of site ownership**

Several interviewees articulated an understanding that, although the residents in the communities adjacent to the Rail Yard had a strong sense of



ownership, the nature of the redevelopment project means residents from other neighborhoods and across the city would have a stake in the redeveloped space. For example, one resident said that by virtue of tax payer funding, other residents are entitled to benefits of the redevelopment and another stated that it should be a destination for locals to take visitors to the city. Within the tiered claims to the site, those who would be most impacted should have the most say and the most input from the redevelopment. The theme that the project do no harm to the neighborhood echoed in what many local people said. Although there is no clear way to resolve this in practice the idea reflects how deeply locals feel and how strongly they will advocate for a say in the redevelopment process.

In part, the potential for this sense of “co-ownership” of the site comes from the rail yard’s continued existence. Unlike many of Albuquerque’s other historic structures, the Rail Yard continues the physical connection to the past, part of Albuquerque’s history when the city transformed and grew from a village into a modern town.

### **Amenities/Do no harm**

Several interviewees expressed their belief that the site is a delicate space surrounded by businesses that are just hanging on and historic neighborhoods that have mixed racial, income, social and cultural groups. Within this context, traditional residents and the life ways supported by the cultural landscape would be put at further risk if a redevelopment approach commodified the space and does not respect the community. Residents either preferred developing a way to articulate this landscape and tell their stories in a format that

developers can understand or by creating the redevelopment from their perspective.

A common theme was that the redevelopment should include amenities that existing residents need but do not have close by, without jeopardizing the surrounding local business. Fear of gentrification is an undercurrent that shapes this entire discussion. Although not in full swing, the neighborhood certainly has the potential to be gentrified if the redevelopment takes off. The redevelopment will change the cultural landscape of the place and bring new residents into the community. So, this is a legitimate concern. Unfortunately, instead of generating action, the discussion has tended to create anxiety.

### **Nexus/central place**

The idea that this was an economic and cultural hearth for the region cannot be denied. Nor can the fact that the loss of economic activities has drained the communities. However, the cultural roots of the land and the people who lived there need to be expressed by the remaining residents. In order to provide some context, several interviewees suggested that I read Rudolpho Anaya's *Heart of Aztlán*, which is a fictional account of the lives of neighborhood residents in 1960s. This novel describes a juxtaposition of cultural landscapes and a transition to industrialized culture from pastoral landscapes. Barelas today reflects the commingling of these spaces.

During the interviews, people described the importance of the neighborhood and struggled with how this could be effectively communicated to a developer. Although only one person directly referenced Anaya's novel, their

sentiments echo some of the text's themes. According to the interviews, "people have a special feeling about Barelás;" "[t]his has been some residents' neighborhood for generations" and the developer must "[r]ecognize the blood sweat and tears that residents poured into the site.

### **Businesses accessible and suitable for existing residents (daily needs/commercial/co-op)**

During the interviews the residents I spoke with expressed strong concerns about the eventual users of the site. They strongly feel that the community should be allowed access to the site and would like to see the redevelopment take care of their daily shopping needs and they disagreed with the ULI suggestion that those kinds of businesses should be located on 4th Street.

### **Open space**

Interviewees suggested several ideas for open spaces; from permaculture gardens to an interpretive site that tells the community's story from their perspective to a space for youth. They also wanted to reconnect with this site, both physically and in some cases, spiritually. In terms of the final redevelopment of the space, this means having access to the site without a requirement of consumption, either in the form of purchases from business or by paying fees for access.

## **Green Building**

Several interviewees discussed the opportunity to incorporate green building elements into the final design for the Rail Yard buildings. Peoples' reasons for recommending green measures varied. One individual saw this as an ideal opportunity to transform a brownfield industrial landscape into a post-modern design with use centered on sustainability. Another individual saw the inclusion of energy efficiency and renewable energy technologies as a way to make the development more affordable for the new residents and businesses that would occupy the site. One person expressed the idea that this could be used to display current construction 'best practices', an example for the region and the country in adaptive reuse of historic structures. Finally, one suggested redeveloping the site as an open ended permaculture, which would serve as a counter-point to the creative destruction cycle of capitalism.

## **Conflict**

Currently there are several groups that have some form community-based political power in the communities surrounding the Rail Yard. They include the Barelás Neighborhood Association, Barelás Community Coalition, Barelás CDC, United South Broadway and various neighborhood associations in the South Broadway neighborhoods. Institutions like schools, churches, long-standing businesses, the Wheels Museum, and the Hispano Chamber of Commerce also exert influence. Finally, political leaders in the community exert influence over the site, including the Mayor, local City Councilor, County Commissioner, State Representative and State Senator.

Interviewees stated that many neighborhood residents who are stakeholders in this process do not participate in the formalized structures mentioned above. They also said that the groups listed above have many internal differences of opinion. It's true that during the course of decades of engagement and participation in neighborhood politics these groups have developed working relationships. But in some cases their positions have also become antagonistic and adversarial. Planning fatigue has set in for some long time participants. They mentioned that some people who were formerly involved have become disengaged, either disenchanted with the process or made to feel unwelcome by other participants.

### **Outsiders**

There is an insider/outsider tension that runs through the interviews in the historic neighborhoods surrounding Albuquerque's downtown; Barelás and South Broadway are no different. Among the group I interviewed, this tension manifested itself in the following forms. Several described participating in processes that were initiated by outsiders, (e.g., the Urban Land Institute, University of New Mexico's Design and Planning Assistance Center charrettes, city charrettes, and developer-driven charrettes). None talked about participating in a process of, by and for residents.

One talked about participating in brownbag discussions, pláticas, initiated at the request of the Barelás Neighborhood Association by Resource Center for Raza Planning. These brought experts to community members to discuss specific topics of concern to them. Interviewees described the existing

community-driven processes lead by the Barelvas Community Coalition (BCC) and the Barelvas Neighborhood Association (BNA) as wanting to control what is going on and prevent new ideas from usurping the priority of group leaders. Another interviewee pointed out that the BCC relies heavily on outsiders for technical assistance and labor.

One interviewee suggested that the pattern of participating in outsider-lead processes must stop and that success in redevelopment of the rail yard from the neighborhood perspective would require that the neighborhoods get together on their own accord first and discuss complex issues related to poverty and race before engaging the political power structure.

**“Outsiders” involved within the neighborhood redevelopment process:**

- University of New Mexico and Design and Planning Assistance Center
- Gentrifiers involved with the Barelvas Neighborhood Association and the Barelvas Community Coalition (BCC)
- Community Development Corporation in Barelvas
- “BCC organizer doesn’t live there” and “new residents have power” and “access to local politicians”

**Capacity**

A realistic question that a resident asked aloud is “Do community groups have the technical and political skills to do everything on their own?” No, they answered. But some of the neighborhood activists are still fearful of asking for assistance and thus tend to not get anything done.

## **Gentrification**

Concerns over the end users are justified further by the types of projects that have been built downtown since the Downtown 2010 Plan was adopted. These include: high-end, “creative class” style developments like the EDo-Albuquerque High, restaurants, Flying Star and the Silver Street Lofts, The Gold Street Lofts, the Theater Complex, the stalled Anasazi apartments and the general Bar culture downtown. More recently, some townhomes and affordable housing projects have begun to emerge within the Albuquerque core. But there is still a heavy preponderance of high end development. The city administration’s choice to bring in the ULI to develop a ‘highest and best use’ plan for the site further contributes to these specific concerns, as that is typically the sort of project they promote. At least one interviewee suggested that the creative class and the neighborhood residents cannot coexist in the same space; the creative class, if it comes, will push out the long-time residents. Another resident acknowledge the likelihood of gentrification; “neighborhoods are on a cycle and residents move through a place and the cycle keeps going.” The relationship between these two ideas is extremely important for community members to understand. Gentrification in Barelás today entails individuals and families moving into the neighborhood and renovating the homes they live in. Typically, these people are artists, and contribute their aesthetics to the eclectic neighborhood. Creative Class redevelopment projects represent a form of intensified gentrification that creates pockets of space for relatively wealthy residents while actively and passively excluding other income groups.

## ***Unique Ideas***

In addition to the common ideas, several interviewees had particularly insightful comments. These include:

- A desire for redevelopment that acknowledges the existing identity of the space and does not attempt to create a new identity.
- Members of the community are fearful at the prospect of being shut out of the space if redevelopment is by and for outsiders.
- Concerns that people with different lifestyles need to be allowed to coexist

The above concepts revolve around a central dilemma about the eventual users of the site. The rail yard had an identity and this should be recognized by any developer working at the site. Although there is not any real articulation of the site's identity within the neighborhood in the interviews, there is without any doubt a connection to the space felt by many members of the community. There is recognition that the site will not be redeveloped for Barelas. There are also long memories of the imposition of institutional developments located within the community that have been perceived as negatives for the community; the zoo, National Hispanic Cultural Center (NHCC), closure of Fourth Street at civic Plaza, Central Avenue and the NHCC.

These comments demonstrate an understanding by its members of the relative inability of this community to resist development pressure that is supported by city administrations. Conflict with the now defunct CDC exacerbated the situation and strengthened community mistrust of and opposition to administrative power. Finally, the neighborhood does not seem to have robust political connections. While this may be changing, there is limited organized political influence in the community other than specific negative



reactions, such and the response to the original proposal to develop 7th and Iron Apartments under grandfathered land use. Currently, the Sawmill Community Land Trust has received Workforce Housing funding from the city to redevelop that site into affordable housing.

Additional ideas in this area include:

<i>"These historic neighborhood spaces have been experimented on by the city and developers to increase density and this speculation has lead to displacement."</i>
<i>"Displacement has a racial component and leads to sprawl."</i>
<i>"A community-centered dialogue should occur prior to any discussion with a developer."</i>
One resident referred to the site as a "Post-apocalyptic space reflecting isolation."
Another interviewer was not as harsh in the description as "post-apocalyptic," but described the isolation that occurs in physical and social terms, saying "safety of the site and access to the site are concerns for redevelopment."
One resident addressed the homeless in an unexpected way, suggesting that "homeless individuals should not be excluded from the space." The needs of this group have not been brought into the discussion about redevelopment. Balancing profit, neighborhood and homeless concerns will be a complicated discussion.
The isolation from the South Broadway neighborhoods is more pronounced. The eastern edge of the site contains functioning rail road tracks. Unlike the western edge, there is no street access. The edge abuts a fenced-off stormwater retention pond and a neighborhood street. There are three blocks between the tracks and the South Broadway, an auto-oriented commercial corridor.

**Table v: Additional Ideas**

## ***Analysis of Stakeholder Themes, Dilemmas and Unique Ideas***

### **Amenities/Do no harm**

I believe that this is an important point to discuss, but more work is required to translate this desire into architectural programming for the new development. This idea relates to the fear that existing businesses will be hindered by careless redevelopment. Also, there are amenities missing from the historic neighborhoods surrounding downtown and the Rail Yard, including a grocery store and commercial retail that provides for resident's daily needs.

However, there has never been a systematic assessment of the businesses in the neighborhood, the types of services they provide and their market share. This economic assessment of small businesses and services would be a first step to identifying the types of services and land uses that do not currently exist in the area. Then, these missing elements could be plugged into a redevelopment pro-forma and their potential viability determined.

The issue of competition with the current businesses is also a difficult dilemma, the new businesses that come into the Rail Yard will likely serve different markets and provide different services that currently available in the neighborhoods. However, there is no guarantee that current businesses will be able to compete with new venues in the redeveloped Rail Yard. I think that improving connectivity could help address some of the challenges here, by drawing the Rail Yard's new users and residents to those businesses that remain within the surrounding neighborhoods.

The issue of new local business was not thoroughly investigated in my research process, but should be part of an internal community dialogue...how

can the neighborhood encourage “community” development or development that aligns with “community” values.

### **Nexus/central place**

The neighborhood was a point of transition for many families. The shift from agricultural/pastoral to industrial might have taken a generation, but the children of the neighborhoods often sought affordable housing opportunities on the West Side of Albuquerque and elsewhere.

### **Open space accessible to the community**

I believe the desire for access and connectivity is an important because it indirectly articulates the fear of being shut out of the site, physically and economically. The desire for access/connectivity, for reconnecting with a historic space, is important to address in the discussion or the site’s future. A gathering space of some kind, whether a community gateway off-site or space within the site itself would allow community members to visit and enjoy the space on their own term. Free access to the site would not be possible if the site became a closed campus.

### **Capacity**

Currently, no single group has the capacity to redevelop the Rail Yard according to their vision. Pieces of this capacity exist in the community, including limited access to politicians and limited experience with affordable housing development. However, outsiders bring technical skill to the development process. They can organize around emergent issues and try to fend off particular projects like the apartments/affordable housing project at 7th and Iron.

But success at that smaller scale and with that type of initiative is significantly different than influencing the redevelopment of the Rail Yard. That will require a sustained effort over the course of months and years. Participation in the ongoing negotiation about the space will lead to political engagements beyond those of the neighborhood.

### **Conflict**

The conflict presented above makes it clear that no one group speaks for the entire community. Further, there is internal conflict between and among several of the groups. Community participants in the redevelopment of the site will need to understand this weakness and be ready to deal with the existing political landscape in a unified way to achieve their desired outcome. Otherwise, once a development partner comes to the table with funding and financing for a project, the fractured landscape could be exploited by stakeholders with political power to achieve *their* desired end result. That outcome could very well be damaging to the more grassroots elements of the community.

## CHAPTER VI: CASE STUDIES

### ***Introduction***

The community could benefit from understanding how other communities have developed capacity and expertise necessary to influence the process of redevelopment and the outcomes achieved by their action. The case studies show three approaches to shaping the redevelopment of a site, including those lead by community development corporations (CDC), those lead by developers, and those with community benefits agreements (CBA). Drawn from those three process types, case studies highlight points of interest that emerged from the stakeholder interviews. Outcomes include affordable housing, community access, and how to serve a range of potential end users at the site. These case studies will be followed with a suggested “next steps” process for the neighborhood to pursue.

### ***Fox Courts, Oakland***

#### **Introduction**

Fox Courts is an affordable housing development within a neighborhood that has been targeted for large-scale market-rate redevelopment by the City of Oakland. Part of the Uptown District in Downtown Oakland, California the development will have over 800 market rate units and these 80 units of “permanent affordable apartments for families, people with special needs, individuals, and seniors with incomes ranging between 30% and 60% of the Area Median Income” ([http://www.rcdev.org/what\\_development\\_fox.html](http://www.rcdev.org/what_development_fox.html)). In this context, residents organized a coalition to create a stand-alone affordable

housing development that is integrated into market rate expansion within an established neighborhood. The Oakland-based Coalition for Workforce Housing worked for over a decade to engage the City proposal to subsidize market rate residential development as a way to revitalize the downtown area with trendy New Urbanist-style development of an Arts and Entertainment District. In order to accomplish this green building project, the developer acquired an array of funding. The green features in this project, like those requested by interviewees make the units healthier and more affordable for tenants and building operators in the long-term.

## **Process**

The Fox Courts affordable housing development is part of a much larger redevelopment effort in Oakland. Historic disinvestment and gentrification funded by the dot-com bubble paved the way for more aggressive redevelopment of the historic core of Oakland. In the mid-1990s, “a consensus emerged among developers, politicians, and other city officials that market-rate residential development was the best strategy for revitalizing the city’s downtown” (Sheldon, 1, 2009). The City of Oakland subsequently developed the 10K Housing Initiative, which sought to bring 10,000 new residents to the downtown neighborhoods, creating transit-oriented development with “elegantly dense” (Salazar, 178, 2008) housing and an “upscale 24 hour commercial economy” (Ibid). Oakland’s Uptown District redevelopment area represents a significant change from small-scale infill redevelopment efforts of local non-profits to a large scale, New Urbanist project planned by Peter Calthorpe and developed by Forest

City West. Uptown is part of an “Arts & Entertainment” district that features “historic theaters, art galleries, music venues, dining and shopping” ([http://www.theuptown.net/pdf/Uptown\\_4fold.pdf](http://www.theuptown.net/pdf/Uptown_4fold.pdf)).

New residents able to pay higher rents displaced both low-income tenants and artists already living in the area. In response, a coalition of residents, activists, labor unions and church congregations organized a campaign to educate residents on tenant rights and to oppose the City’s decision to provide subsidy to developments that further gentrified the neighborhood (Salazar, 180, 2008). In 2002, volunteer architects and planners worked with community members to create an affordable housing design for the Uptown project. This insurgent plan showed that the community’s could accomplish their desire for affordable housing and services “without significantly changing Forest City’s development plans,” (Salazar, 182, 2008). In 2003, neighborhood leaders and activists took demonstrative part in a charrette, showing their affordable housing counter-proposal that included. The group also acted as a public-policy watchdog, analyzing proposed subsidies and making recommendations that they believe would both benefit tax-payers and more directly serve community needs (Ibid.). The alternative proposal demonstrated the “feasibility and financial viability” of affordable housing (Sheldon, 2009, 6). This negotiating tool allowed the Coalition to push for the specific demands: “more affordable units, acceptance of Section 8 vouchers, and that there be more larger units to accommodate families,” (Ibid.). After two years of negotiations, the percentage of affordable units rose to 20% and the developer designated an entire block for

affordable housing, with subsidy initially targeted for the for-profit developer going to the affordable housing developer. As a result of these efforts, Fox Courts opened in 2009. As mentioned by interviewees, the development demonstrates the ability of affordable housing development to serve both individuals and families, as well as provide services for low-income residents.

## **Conclusion**

Although smaller than the other case studies, this project provides a number of examples that can be applied to the Rail Yard. Fox Courts integrates community services into a permanently affordable housing development that serves low income residents at 30% and 60% of the Area Median Income. The site is location efficient, along transportation corridor and increases affordability further by applying green building techniques that meet the Enterprise Green Community Standards and exceed the California Building Standards Code by over 15%. The specific green features include:

- photovoltaic electrical systems for all common area loads,
- passive heating and cooling and maximum day lighting to minimize HVAC and electrical needs,
- solar thermal panels for radiant hydronic space heating,
- CRI Green Label carpeting,
- low or no-VOC paints and low or no formaldehyde cabinets,
- drought-tolerant landscaping,
- bioswales for on-site storm water management,
- Energy Star appliances in all units.

Residents and activists, not design professionals, initiated and drove the community design process used for Fox Courts. The desired outcome was not aesthetic, but “to help achieve political, economic and social change” that “was one step in a process of building neighborhood power” (Ibid.). By proving the



viability of the affordable housing portion of the larger redevelopment effort, the coalition opened the door to negotiate with the city and the developer with a level of credibility that further leveraged their support within the community. The ability of the creative class residents and low-income residents to live side by side remains to be seen.

The relationship between market-rate and carved-out space for affordability may be useful if the outcome of the community-based process in Barelás is a desire to partner with technical experts to produce housing affordable to residents. This type of project could be something similar to the recent mixed affordable housing developments in the Downtown Albuquerque area, including South Broadway Lofts, Downtown @ 700 and Silver Gardens. Developing stand-alone affordable housing either located on or off the Rail Yard site, might be a step along the way to influencing the Rail Yard or could be part of a project on the site itself. Furthermore, Fox Courts demonstrates the green building and connectivity desired by interviewees is achievable at Fox Courts. This location-efficient project helps solve the transportation challenges that many low-income workers face ([http://www.rcdev.org/news\\_press\\_091002.html](http://www.rcdev.org/news_press_091002.html)). The affordability of the development is governed by federal rules; however, the interaction with the surrounding market-rate development will take years to establish.

## ***Gates Factory, Denver***

### **Introduction**

The Gates Factory, like the Barelas Rail Yard is a vacant and contaminated former industrial site. Unlike the Rail Yard, the project represents on piece of a much larger planning effort, known as Blue Print Denver. This long range planning document expects to accommodate anticipated growth in the “Front Range Region” in a network of interconnected transportation corridors and station areas (Blue Print Denver). The plan describes the Gates Factory as “a singular opportunity” for “high density housing, employment” and is a “perfect blend of uses and access to create a model TOD.” Transit-oriented development, is an area with combination of relatively high density residential, commercial and other land uses that encourages access to public transportation. The 50 acre infill site is 10-15 minutes by train to major centers, approximately 2 miles to Downtown Denver. In addition to transit accessibility, the site is located at a nexus of two major arterials and I-25. Stable, attractive neighborhoods surround the periphery of the site and new infill projects have been developed to the south of the station area.

In addition to connections established by the regional plan, the scale of the project required partnerships between the developer, Cherokee Gates, and the Denver Urban Redevelopment Authority. This partnership combined considerable expertise and experience with brownfields, master planning, development, management as well as financing mechanisms necessary to attempt redeveloping the Gate Rubber Factory. Adjacent developments intended to complement the station area include a parking garage, office space and

market rate housing. Funding for the site includes Tax Increment Financing and Public Improvement District financing that totals \$126 million. The first phase of the project entails remediation of the Gates Factory site. Once completed, there will be several phases of redevelopment over 10 to 15 years to create a special mixed use district. Activism by community stakeholders led to the inclusion of both affordable for-sale and rental housing on the site.

## **Process**

Although city bureaucracy and the regional transportation district initiated the initial development process, community members, like the interviewees, wanted the development to be as compatible with their existing neighborhoods as possible. To achieve this, neighborhood leaders worked with the Front Range Economic Strategy Center (FRESC) to organize themselves around a community benefits agreement and on-site affordable housing. The affordable housing for this development will be at income ranges that would be affordable to many Barelas residents.

The planning process essentially had two-parts. The first dealt with broad details, and the subsequent process worked with more narrowly defined stakeholders on affordable housing and community benefits. The project included a substantial public outreach campaign, which began with 45,000 postcards. These invited residents to one of eight neighborhood meetings. Over 300 neighbors and interested persons attended meetings held by the Cherokee Denver Redevelopment Advisory Committee (CDRAC). Together, a total of 30 meetings covered a wide range of topics: Rezoning, Environmental, General

Development Plan, Design Guidelines, Public Finance. Based on the outcomes from these meetings, the CDRAC held five Presentations to Community Groups. Meetings also covered specific aspects of the redevelopment. The first took members on city-wide tour that discussed Design Guidelines. Three subsequent meetings, sponsored by members of city council, Denver Environmental Health, and EPA, discussed the environmental aspects of the site. Finally, the group held multiple meetings with stakeholders to discuss the affordable housing plan.

## **Conclusion**

The redevelopment of the Gates Factory is similar to the Rail Yard; a large scale redevelopment of a defunct industrial facility located next to major transit corridors and established neighborhoods. Currently stalled as a result of the financial crisis, the development shows the importance of moving beyond community organizing to complete a project. Without an outcome, no benefits accrue to the community. Residents in Barelás can understand how a community can organize to influence specific aspects of a larger redevelopment process. Specifically, the Gates Factory community benefit agreement includes provision of affordable housing and local hiring for jobs on site. In addition, the project demonstrates the expense of adaptive reuse projects and the length of time required to fully develop a complex site of multiple phases that may span decades. These neighborhoods, with the help of FRESC, the Front Range Economic Strategy Coalition, organized and engaged the developers and development partners to ensure local community members benefited from the development. A community benefits agreement ensured local hiring and

affordable housing requirements. Since the project lost financing during remediation of contaminants, Barelas cannot separate the claims for the site and the outcome. However, the vision for the site included a number of outcomes:

- Active Public Realm
- Connections
- Scale, Transition
- Active Transit Facility
- Pedestrian Friendly
- Mixed-Use, Mixed-Income
- Density
- Affordable Housing
- Living Wage Jobs

## ***Bethel New Life***

### **Introduction**

Bethel New Life allows the residents in neighborhoods surrounding the Rail Yard to understand how a community group, in this case a CDC, can position itself to influence regional development decisions. This achievement requires a significant amount of work over a considerable period of time, building capacity in several areas before being in a position to lead a redevelopment process. Bethel New Life began providing assistance to the community over two decades ago, beginning with services before transitioning to housing development. To date, Bethel New Life has developed or assisted over 1,000 new affordable housing units and brought in over \$110 million in leveraged financing to a low income community. Even with this experience, the CDC had the support of regional partners to prevent the closure of the Green Line and reached out to technical experts to increase their capacity to deliver a realistic

station area plan. The group also recognized the limits of their capacity, reaching out to technical experts to provide additional skills to strengthen the project.

Completed in 2005, the Bethel Center is a three-story, 23,000 square foot mixed use urban infill facility with. The site houses local retail space, a daycare center, an employment office, and a walkway which connects directly to the Pulaski El train station. The street storefronts include three locally owned businesses: a Subway sandwich franchise, a dry cleaner, and a coffee shop. The development also has an office of the attorney general. Two of the storefronts have been combined to be used by a Community Savings Center, a national model for innovative financial services.

The Station Area includes several other important components, including commercial corridor and industrial stabilization. Along with developing a strategic method for strengthening local business and local jobs, the plan increased connectivity and access through infrastructure improvements such as pedestrian amenities and plazas. The connections facilitate transit access for the 100 green affordable housing units built in the station area by Bethel New Life. The Center itself acts as an “anchor” for more redevelopment in the area. It also provides jobs, from on site retail, from “job center” services, and also by connecting residents to other regional employment centers by a bus line and the Green Line of the El. The site for the reclaimed and remediated a vacant brownfield space.

## **Process**

The Bethel Center is the culmination of a community-based redevelopment effort that grew out of decision to close the Green Line of the El in

Chicago, which would have devastated the community and curtailed efforts of Bethel New Life to provide services to low income residents in the station area. In that sense, the Bethel Center is the centerpiece of a much longer engagement with the growth coalition in Chicago. Like Fruitvale, this case study shows a path to affordable housing development in multiple forms that leverages technical expertise in some cases and creates capacity within the lead organization when possible. The community initiated, conducted and structured the entire Lake Pulaski Village/station area design project, making this green building an impressive achievement. In addition to providing community services, the center provides a safe connection to jobs and services via the regional transit line. Bethel New Life has developed or assisted over 1,000 new affordable housing units and brought in over \$110 million in leveraged financing to a “credit-starved” community. The focus of the case study will be on the CDC’s capacity and their recently developed community center/ mixed use office.

The Six Part process employed by Bethel New Life could be considered for the redevelopment of the Rail Yard. The process began with technical experts presenting a “sustainable kit of parts” that participants subsequently reviewed, discussed, and prioritized. The community included recommendations from this list of priorities in the design plan for the Pulaski Street EI Station. Members of the Lake Street EI Coalition selected the following primary components:

1. Housing construction, rehabilitation and infill. This housing intensification strategy is intended to increase bus and train ridership by attracting new residents and retaining existing population. The plan calls for three primary types of housing appropriate to the surrounding community, but with sufficient density to achieve the increased ridership. These include “Housing for Edges,” “Public Courtyard Infill Housing,” and “2-, 3-, and 6-

flat infill housing.”

2. Pedestrian-oriented linkage with existing commercial strip. The El Station is linked to the Madison Street area, a commercial strip four blocks away, by a proposed series of mixed use office and cultural facilities. In addition a shuttle will connect Madison Street with the Pulaski stop.
3. 24-hour mixed use center at the El station. The project improved public safety by creating access to El through the mixed use center. The center and the station area become a focal point of activities on a 24-hour basis.
4. Industrial retention and renewal. The project focuses on bringing back jobs and transit riders to a neglected industrial corridor.
5. Large retail/grocery store. The station area plan calls for a grocery store to be located immediately to the north of the El station. This would provide access to the store directly from the El, thereby allowing access to residents who do not own automobiles.
6. Other components of the plan call for a shuttle service or other neighborhood-based transportation network for getting people to and from their homes to the El quickly and easily. (From: Community Green Line Initiative, "Sustainable Growth Strategies for an Urban Future").

A broad coalition, in addition to CDC and resident participation initiated, conducted and structured the entire Lake Pulaski Village/station area design project. Chicago area community organizations, which include the inner-city and suburban groups created a vision of a safe, economically active, healthy and prosperous community and then designed redevelopment projects that fit the vision and the neighborhood. Although community organizations rarely have the chance to redesign their neighborhoods, The Lake Street El Coalition and Bethel New Life proved that communities have the resources and ability to plan for redevelopment that improves social and economic conditions.

The six planning sessions initiated by the coalition included:

1. Preliminary presentation to the Coalition about transit oriented development.



2. Review, discussion, prioritization and selection of the "Sustainable Kit of Parts;"
3. An assessment of Portland, Minneapolis and other transit
4. a review of the ISTEA planning requirements
5. a discussion of public safety issues as related to pedestrian friendly design;
6. Analysis of an industrial retention strategy;
7. Review and discussion of a preliminary design, prepared by the architects according to the previous meetings and selection of elements in the Kit of Parts; and
8. Review of the final transportation oriented design and strategy Doug Farr Associates prepared large mock-up boards to clearly, display the plan.

## **Conclusion**

The vision for the Center and the surrounding projects is a "Transit Village [that] includes affordable energy-efficient homes, traffic calming strategies, bicycle racks, greening and parks, Brownfield redevelopment, commercial development, and close proximity to childcare, schools, shopping and jobs," ([Http:bethelnewlife.org/community](http://bethelnewlife.org/community)).

The coalition initiated a number of actions that should connect with ideas raised by interviewees. First, in terms of developing the capacity to redevelop community space, the coalition hired a "smart growth coordinator" that served both as a community organizer and a liaison between the CDC, the community and technical assistance partners. The coordinator acted as a facilitator for the process and enabled a unified vision for the neighborhood. Simultaneously, the CDC leveraged larger redevelopment activities by planning for 100 affordable housing units within walking distance of the station area. Scattered site development adjacent to the Rail Yard has been discussed by interviewees. Using technical experts to develop a "kit of parts" might also be a useful way to focus community discussion on elements of the vision for the site that residents

have voiced. Once developed, elements of the kit taken from community dialogue could be shared across groups and neighborhoods.

## ***Fruitvale Village, Oakland***

### **Introduction**

The Fruitvale Village shows how a community service agency can build on existing legitimacy and acquire additional capacity over time to become a developer of affordable housing and neighborhood retail space. After initially rejecting a California Department of Transportation Parking Garage, the Unity Council, a 40-year old local CDC led the community through an innovative, multi-year community-based dialogue about the future of the site. The community's resistance centered on the idea shared by interviewees that redevelopment should be guided by a broad-based community planning process. Like those interviewed for this thesis, the idea that the redevelopment should leave the community a better place resonated throughout their work and in the finished product. The Unity Council and the more recently formed Fruitvale Development Corporation incorporated community stakeholders' vision to revitalize the adjacent neighborhoods in the design, land use and outcomes of this project. Together, they envisioned a redevelopment effort large enough to impact the entire community.

The Fruitvale Village is the result of a broad-based partnership among public, private, and nonprofit organizations working together to revitalize a community using transit-oriented development. Although the Unity Council had no experience with brownfield redevelopment or master planning, the CDC had a

history of administering programs that benefit the community. Each of the programs they administered contributed to the organization's place in the community:

- development and management of affordable housing,
- business assistance,
- historic preservation,
- façade improvements,
- community festivals,
- home ownership assistance,
- job readiness and employment services,
- Head Start and Early Head Start child development programs,
- the Fruitvale Senior Center,
- open space development, and
- environmental programs.

## **Process**

The Unity Council received \$185,000 in CDBG funds from the City of Oakland in 1992 to develop an alternative plan with more community participation than the initial DOT parking garage. During the multiyear process that followed, the Unity Council engaged local stakeholders in a comprehensive visioning and planning process that laid out the parameters of the Fruitvale Village. Like the residents of the communities surrounding the Rail Yard, the CDC lacked specific expertise in large redevelopment projects. The Council brought in local experts, the University of California at Berkeley's National Transit Access Center and created an innovative community design process, which began with a symposium that included five teams of architects that studied the site and created redevelopment proposals. Once completed, the teams presented their designs to roughly 60 community leaders, including the Mayor and the BART Director. The Unity Council's legitimacy, both to local community members and the network of local,

regional and federal partners, contributed to the success of this project. After the initial meetings, smaller meetings brought the presentations to additional community members. After the initial successes, the Unity Council sought and received an additional \$470,000 from the U.S. Department of Transportation, Federal Transit Authority to continue and expand planning.

These monies funded additional community design workshops and economic, traffic and engineering studies of the site. After completing this necessary research a working group consisting of the Unity Council, the City of Oakland, and BART formed. This team created the Fruitvale Policy Committee, similar to the Rail Yard Advisory Committee, with two representatives of the Oakland Council, one from BART and two from the City (including the mayor and the council person representing the area). Unlike the Rail Yard Advisory Committee, the Fruitvale Policy Committee held additional community workshops intended to achieve consensus around on a conceptual site plan.

Lead by the community leaders and technical experts, the Fruitvale redevelopment process relied on a “design document” in order to achieve consensus. Items would be closed for discuss upon reaching consensus. The document also allowed opposed items to remain open for circulation and discussion instead of forcing decisions at community meetings. The document required participants to articulate their ideas on paper for circulation, in order to foster dialogue and educate participants about different proposals and their variations. This approach kept unresolved issues in the open, fostering trust among participants. The design document changed as residents challenged

specific ideas and adapted others. Toward the end of the process, participants selected a plan from two alternatives that established the principal elements of the actual project: site layout, pedestrian plaza, pedestrian connections, and multiple use buildings that mixed housing, retail and offices.

The completed development entails a \$100 million mixed-use development adjacent to the Fruitvale Bay Area Rapid Transit District (BART) station in Oakland, California and a Transit Village, which include a mixture of housing, shops, offices, a library, a child care facility, a pedestrian plaza, and other community services all surrounding the BART station. The project makes the area safer for residents by reducing traffic and pollution in and around Fruitvale because community residents will have access to a range of goods and services within easy walking distance of the transit station.

Once the project moved beyond the planning stages, the Committee established the Fruitvale Development Corporation (FDC), a structure that could manage the development. Built on former BART parking lots the Fruitvale Village is a 257,000 square foot transit village. The Village is located on a retail-lined pedestrian street and plaza that connects the BART station and the neighborhood's primary retail street. This public space acts as a major community-gathering place. In addition, the site has forty-seven units of mixed-income housing, 114,000 square feet of community services (clinic, library, senior center) and office space (including the Unity Council's headquarters), and 40,000 square feet of neighborhood retail (shops and restaurants). Supporting

this mixture and the transit site is a 150 car parking garage wrapped within the buildings and a large parking structure for BART.

## **Conclusion**

Fruitvale included a number of innovative techniques that facilitated community engagement through a multi-year process that could address capacity concerns voiced by interviewees and transparently demonstrate progress to participants. First, the community used the design document to help achieve consensus. The process allowed unopposed items to remain open for circulation and discussion instead of “forcing issues” at meetings. This allowed dialogue and education about different proposals and their variations, requiring participants to articulate their ideas on paper for circulation. Approaching consensus in this way kept unresolved issues in the open, fostering trust among participants, which interviewees described as necessary for a successful public process. Second, in order to achieve the goal of promoting multimodal access, Fruitvale created an access plan to improve neighborhood access to and from the site. This plan would include a survey of surrounding amenities, including parking, wayfinding, bus routes, and other modes of transit. Third, the project illustrates a strong commitment to public involvement by the lead agencies involved. Success built on community assets, long-standing community-based organizations which augmented their existing capacity. In addition the plan and the development integrated these organizations into the land use of the site.

Barelas residents and community leaders do not have the luxury of nearly half a century of providing community services. However, they can understand

the importance of transition from organizing to reject a proposal, as in the case of the Apartments at 7<sup>th</sup> and Iron, into a long-term, community based process that develops a mixed use project that meets a number of community needs. In order to accomplish this, the community in Oakland leveraged multiple federal funding sources to develop an innovative public participation process, a design document, which closed issues as the community agreed upon items and kept open items visible to build trust. Multiple stakeholders came together over the course of planning and developing multiple phases, including local community, local elected and government officials, federal agencies. Although it contains mixed land uses, the end product of Fruitvale Village outside the traditional Post Fordist redevelopment described in the literature. Fruitvale offers low-income residents services and job opportunities on sight, as well as connections to regional job opportunities via the BART.

## CHAPTER VII: CONCLUSION AND RECOMMENDATIONS

### ***Community-centered dialogue prior to developer engagement***

I believe that a community-centered dialogue prior to development is a great concept as there are many unresolved issues within each individual community, Barelas and South Broadway. These neighborhoods would significantly benefit from discussing their stories with each other. This would allow the community to raise issues, find common ground and gain strength and then proceed to talk with other neighborhoods, the city, or a developer. Although such a process could prove difficult to achieve in the communities, it would provide an opportunity to draw more residents into the debate about the redevelopment of the Rail Yard. From this larger pool, the neighborhoods could establish a broader coalition from which to draw ideas, energy and social capital.

There are certainly multiple internal dialogues going on in the community right now, in fact that is the central point of this thesis, that these groups and individuals outside of the established community associations have ideas to contribute to the larger debate about the Rail Yard. The Fruitvale and Bethel Center case studies are instructive on how community can engage in a transparent dialogue that recognizes the contributions of those not currently participating. The topics of common interest follow.

### ***Addressing the site's identity during redevelopment***

The community should spend time exploring the historical identity of the space, collecting stories and information about the site from a perspective other than that presented in this document and from the nomination to the historic



register by Chris Wilson<sup>1</sup>. A second step would be to investigate the identity that community members have of this site. This conversation would help to define the existing identity that interviewees felt should be acknowledged.

Ultimately, the notion described by interviewees, that the new development should reflect the old identity is problematic. First, the community began as an agricultural community and the rail road, and then the rail yard dramatically alter the landscape. The agricultural pastoral landscape shifted to accommodate the modern industrial structures and practices. This identity shifted as the site grew in importance and the existing structure were built. Subsequently, the economics changed and the site became less profitable. The building ceased to function as a rail yard site and became dormant. The recent, postmodern “film set” is not the highest and best use of the site. With new uses, the identity will shift again. Redevelopment will bring new users to the site, new revenues and the “new spatialization” will transform the surrounding community. The outcome of that change is not yet determined. The Gates Factory case study shows that new use of an existing industrial space can reflect a community’s values.

### ***Capacity***

Each of the case studies shows that a community-based coalitions or CDC must possess both legitimacy, with residents and political leadership, and the capacity to translate that standing into results. Lack of organized political power will result in insufficient political capital within the community to expend on

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<sup>1</sup> Chris Wilson is currently the JB Jackson Professor and Director of the Historic Preservation and Regionalism Program at the University of New Mexico’s School for Architecture and Planning.

influencing the development. If the community is only able to resist a proposed development, as the interviewees described with the initial proposal for the 7<sup>th</sup> and Iron Apartments, then the prospects for shaping the redevelopment of the Rail Yard are dim. Transforming an Alinsky-style organizational response to immediate and emergent issues is different from the type of sustained effort and organized political support necessary to influence redevelopment.

First, the community must strengthen its social capital and use it to improve the standard of living for long-term, low income residents of Barelás without displacing them. This must be done in such a way as to keep residents in place. Sawmill Community Land Trust<sup>2</sup> has been approached to promote community redevelopment through a scattered site redevelopment/land trust model.

A second approach is home-owner and rental rehabilitation programs. Other programs that incrementally develop the capacity of a group within the area should also be considered. This would strengthen the community, while increasing their capacity to conduct housing programs. This could lead to performing development or management functions on the Rail Yard site. If capacity could be developed, elements of the community could participate in and influence some aspects of the Rail Yard redevelopment.

### ***Race, Class and Displacement***

There is certainly a class, race and gender component to displacement. I have done most of my research about the class component of gentrification.

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<sup>2</sup> SCLT is a membership, nonprofit organization in Albuquerque, New Mexico. The SCLT's mission is to develop and maintain vibrant, prosperous neighborhoods of permanently affordable housing and sustainable economic opportunities (<http://www.sawmillclt.org>).

Race is embedded in the displacement of core city neighborhoods seen during the shift from the Fordist city to the entrepreneurial city; working class and poor neighborhood contained groups that had been excluded from suburban neighborhoods. The gender element is focused on single parent households in low-income communities who are not able to earn enough to afford to live in core neighborhoods gentrified by Post Fordist redevelopment. When low-income families are displaced from formerly affordable neighborhoods, they may be pushed to the fringe of the Albuquerque region's west side. Living in these homes might be affordable; however, the increased transportation costs increase the burden on the household.

This topic should be the subject of future research.

### ***Current Condition of the Site as a Relic***

The Rail Yards are post-industrial, a structure developed for an economic paradigm has long since passed. As a result, the buildings have not been maintained and, as a brownfield, have environmental contamination. The buildings have been the location for filming several post- apocalyptic films, including *Transformers*, *Terminator: Salvation* and *Legion*. This state contributes to the blight in the neighborhood, which several interviewees actively worked against. Resolving the Rail Yard's status in a way that benefits the community is crucial for the long term health of the neighborhood residents and businesses.

### ***Neighborhood Connections***

Citizens from Barelás, the former users and their descendents are prevented from legal entry into the space. There are no current legal uses on the

site for residents of the neighborhoods surrounding the rail yard. Physically, the conversion of 2nd and 3rd Streets to one-way streets makes their primary function moving traffic into and out of downtown, which increases volume and speed of traffic in the area.

The lack of street amenities and the traffic combine to reduce the pedestrian use of the streets, which have significantly less foot traffic than 4th street and the east-west neighborhoods of Barelás. Interviewees suggested that these residents seem “confined to their homes.” The site is disconnected from downtown because of land use. The high number of homeless service providers creates an inhospitable buffer between the downtown land uses and the site. The recipients of these services presence in the area is believed to contribute to keeping residents “confined.” Fruitvale’s station area planning method helped create connections to the site from the neighborhood. This method would help participants in the Rail Yard’s redevelopment ensure connections are created.

### ***Community Process***

The communities adjacent to the Rail Yard should pursue multiple, integrated strategies to simultaneously build their capacity and to remain connected to the ongoing redevelopment process. However, problems face members of the community seeking to influence the redevelopment. Political influence through public participation is tightly controlled by the leadership of a handful of organization in this community. The Barelás Neighborhood Association, the Barelás Community Coalition, the Barelás CDC and the South Broadway Neighborhood Association and the United South Broadway CDC have

all made attempts to exert influence on the site with little lasting success. However, the community has two representatives on the City of Albuquerque's Rail Yard Community Advisory Coalition. However, unlike the coalitions in Fruitvale, Bethel, Fox Courts or the Gates Factory, the participants in the groups tend not to commingle across neighborhood boundaries and do not have a recent track record of successful collaboration. Within Barelás, the now defunct CDC did not have a track record of successful collaboration with either of the other groups and the BNA and the BCC are largely composed of overlapping participants.

Anecdotal evidence from the interviews suggests that participation in these neighborhood groups requires adherence to specific activities and a specific message. Variance from the party line leads to formal or informal exclusion from the groups. Current neighborhood level leadership tightly controls the message and participation, which pushes out both new-comers and new ideas. Without leadership that can expand participation or form larger coalitions, the neighborhoods will only be able to retain their current, limited capacity and closely circumscribed power base. This creates a negative cycle that prevents wider public involvement and maintains the shallow leadership pool.

The following section, "Next Steps," lays a framework to encourage substantial public involvement and the articulation of a community's voice. Effective leadership is difficult to develop, and legitimate leaders capable of working with a coalition of partners can emerge from the simultaneous processes of capacity building, community dialogue, and engagement in the ongoing

redevelopment process. Residents must realize that in each of the case studies, a strong leadership element possessed legitimacy in the eyes of community residents and political leadership. In Fruitvale, and Bethel, the CDCs already were recognized by the community as providing essential supportive services that helped residents. By activating large numbers of residents in the specific redevelopment projects, this identity shifted toward community-based redevelopment. Broad participation shaped the vision and increased the legitimacy of the CDCs. Through these political connections, leaders accessed resources necessary to achieve their vision. Without these elements, none of the case study communities could have achieved successful redevelopment of their community's space.

### ***Building Capacity of Local Community-based Organizations***

Without developing this capacity, the only strategy that the current Barelans Coalition could pursue is attempting to influence the redevelopment of the Rail Yard through their position on the Rail Yard Community Advisory Committee and through site-specific protests of a development proposal by the City or an outside developer. Because the political base of the Coalition and United South Broadway is both internally complex and externally narrow, neither group could currently exert sufficient influence to create a positive outcome, in terms of some sort of "community" vision for the redeveloped space. Neighborhood resistance to redevelopment or contesting particular aspects of a development seems more than leading the vision process or developing some key aspect part of a community vision. Although both the Bethel and the Fruitvale case study's begin

with community opposition to a particular development, the situation in Barelas is different. The neighborhoods surrounding the Rail Yard lack an organization, perceived as legitimate by residents and political leadership, with sufficient capacity to engage the infill growth coalition and/or manage pieces of the redevelopment effort itself.

Currently, the politically engaged stakeholders in Barelas participate in the Rail Yard Community Advisory Committee. As mentioned above, these actors operate from a narrow band of neighborhood support. Despite this position, the groups propose being directly involved in the creation of affordable housing developments on and around the Rail Yard. Such an activity would significantly surpass the technical capacity of the groups in the Barelas neighborhood. In order to achieve the necessary capacity, and to demonstrate the ability of any community group to deliver services to the community, a series of steps could include a progression from partnering with existing service providers to providing services to partnering to develop new housing. As the group(s) expands to include new activities, success will often require enlisting expertise to provide support.

The first stage would include identifying services that would support the community, including counseling, for credit managements and home ownership counseling and housing preservation programs, such as minor repair, weatherization and rehabilitation programs. Leverage existing services will demonstrate the ability to provide necessary support services in the neighborhood.

A second stage would move to direct administration of the programs. This will require additional skill sets and organizational structures to accurately manage funding and deliver services to the community. If a community group emerges to serve this need, the benefits delivered to the community could expand to include job creation.

Building on this success and the skill sets in place, the group could move into affordable housing development. New housing construction, rehabilitation and infill projects are clearly a goal of interview participants, but the complexities of managing such a project are not well understood. Moving into this arena will require new expertise, new partnerships and creativity to locate sites, design the projects, assemble funding sources, and manage the completed projects. Fox Courts demonstrates that successful quantitative analysis of development projects allows a coalition to make arguments for including community-based proposals. Outside technical expertise could assist participants in the Rail Yard analyze and make alternative proposals.

### ***Developing a Community Dialogue***

In addition to an ongoing plan to develop the capacity of community-based organizations, the community will benefit from the expansion of participants in the discussion about redeveloping the Rail Yard. Currently, community discussion in Barelás has taken place in two areas, response to proposed projects or plans in municipal forums and under the umbrella of Neighborhood Association or the Community Coalition.



The first forum tends to be reactionary and not conducive to long-ranger strategic action. In addition, these sessions might also be initiated by a developer or outside interest and often take on an antagonistic insider/outside aspect that prevents constructive dialogue. The second forum is tightly controlled. Ideas that do not correspond to the prevailing message or frame are often excluded from incorporation into the message.

In order to resolve these tensions and establish a sufficient coalition to challenge the market-rate redevelopment paradigm, the communities adjacent to the Rail Yard should consider a process similar to Fruitvale and Bethel's process with multiple stages. Utilizing a Design Document could help participants articulate ideas and make efficient use of their time. Relying on technical assistance to create a "kit of parts" could facilitate dialogue and expedite the development of a vision. The Gates Factory shows the potential benefit of negotiating a community benefits agreement, particularly as a way to achieve affordable housing and local jobs on the site.

First, both Barelmas and South Broadway neighborhoods should begin their own open, facilitated internal debate and discussion. The themes and tensions presented in this thesis could be a starting point, though they would likely emerge on their own. Ideally, this would occur before the larger stakeholder process. However, since the Advisory Committee is currently proceeding with an RFQ for a developer, this could also be a simultaneous process.

## **Debate/discussion between neighborhoods**

After the internal dialogue, community members should expand the dialogue to include adjacent neighborhoods. The internal dialogue may not have determined specific answers to all the possible questions about the redevelopment process, but unfinished questions could be brought to the larger group.

## **Full Stakeholder Assessment**

Identifying issues in a broad preplanning effort will be helpful to defining and achieving a successful redevelopment of the Rail Yard. Similar to the idea of the current Rail Yard Community Advisory Committee, the stakeholder assessment would ideally have occurred soon after forming such a group. At the moment, this approach would probably not be considered as a first choice because there is not an intractable impasse between stakeholders preventing development from taking place. However, as noted in the interviews, the site has more groups and individuals with claims on the site and additional representation should be brought into the discussions for redevelopment. Stakeholders are not limited to but should include the following:

- Residents
- Community Groups
- Local Businesses
- Nonprofit Developers
- Local Government
- Private Developers
- Non-local Government
- Transit Agency
- Elected Officials

## **Design Document**

Utilize a “design document” similar to the Fruitvale case study that allowed unopposed items to remain open for circulation and discussion instead of “forcing issues” at meetings. This allowed dialogue and education about different proposals and their variations, requiring participants to articulate their ideas on paper for circulation. This approach kept unresolved issues in the open, fostering trust among participants. Interviewees said trust and transparency would be necessary for a successful process.

## ***Engagement in the Ongoing Redevelopment Process***

### **Evaluating Redevelopment Proposals**

Unguided, the decisions about how to redevelop the Rail Yard will reflect the vision and values of the dominant groups, notable the profitability of the project. The Fox Courts case study provides insight in the use of policy analysis to gain leverage necessary for a community-based redevelopment process. Outcomes proposed by a community-based process for redeveloping the Rail Yard would differ from an approach that focuses solely on markets and profitability. In any event, community members and activists should develop a rubric for evaluating proposals and projects on the site. An outline for such an evaluation tool might include the following questions:

1. Who will have oversight of the developer?
2. What are the consequences if performance metrics are not met?
3. What benefits are given by the city to the developer?
  - a. What does the city get in return for those benefits?
4. Are subsidies required?
  - a. Who calculated the need for subsidy?
5. Are typical redevelopment regulations being waived?
6. Who are the most vocal proponents of the project?

- a. What are the reasons they express for their support?
7. Is the design self-contained or is it connected to the community?
  - a. What places will be connected to the Rail Yard?
  - b. How will these connections be paid for?
8. Are branding and theming elements part of the proposal?
  - a. What are the claims of the proposal?
  - b. Who is the intended audience for the branding and thematic elements?
9. Are any of the following land uses present:
  - a. Market-rate residential;
  - b. Retail services and amenities serving market rate or high-end clientele;
  - c. Higher education institutions;
  - d. Arts and culture, such as museums;
  - e. Hospitality convention centers, hotels; and
  - f. Entertainment facilities, including restaurants, cafes, casinos and nightlife uses;
  - g. Major open space amenities that draw crowds
  - h. Regional Connections including light rail, transportation hubs, pedestrian systems; and
  - i. Large corporate anchors be part of the site.

### **Site Planning of the Rail Yard site**

There have been innumerable iterations of professional and academic designs for the Rail Yard. I would recommend that the community pursue the open-ended approach used by Fruitvale or the “sustainable kit of parts” used by Bethel to begin the discussion from a specific template. The process would build off of the stakeholder process and neighborhood dialogue. Ideas that emerged from the interviews and demonstrated by Fruitvale, Bethel and the Gates Factory include:

- Create an access plan that emphasizes multiple, multimodal connections
- Public Space
- Recognize the historic identity
- Green Building

## **Rail Yard Area Planning**

Even if none of the previous steps are undertaken, the stakeholder interviews conducted for this document indicate the need for redevelopment area planning in the neighborhoods surrounding the rail yard. Again, the Bethel case study shows the way to plan both for connections and programming of neighborhood areas. Both of the neighborhoods have a sector plan; however, implementation of these plans does not seem to have positively impacted the commercial corridors or multimodal connectivity. Although the neighborhoods have sector plans in place, they are reluctant to reopen discussion. However, neither plan reflects a strategy for integrating the neighborhoods with a redeveloped Rail Yard.

Although not currently planned as a Transit Hub like Fruitvale, Bethel or Gates Factory, I believe that the “Station Area Planning” approach taken in these case studies in will assist the neighborhoods surrounding the Rail Yard. Connections, compatible land uses and design elements are some elements that the community could create on their own terms. Part of a long-term strategy could blend planning to support local businesses and to increase the neighborhood’s capacity. This process should include concepts, strategies and implementation plans for commercial corridor stabilization for 4th Street and South Broadway. Once completed, the communities should review the sector plans to remove any elements that contradict or conflict with the stabilization strategy.

## **Community Benefits Agreement**

As seen in the Gates case study, if the community can organize around a vision for the site, they may be able to negotiate with the developer to deliver specific conditions for the site. In the case of both Gates and the Rail Yard, affordable housing and living wage jobs for local residents could be useful measures. In addition, the amenities requested by the interviewees, such as retail that serves residents' daily needs, access to public open space and a grocery store could be included in the discussion. If a Community Benefit's Agreement is negotiated, the residents of the neighborhoods surrounding the Rail Yard would be able to hold the developer accountable for the subsidy received from public sources. In addition, the residents would be in a position to monitor the developer's ability to bring quantified, measurable improvements to the lives of residents in the adjacent areas. Perhaps most significantly, the notion that "[t]hese historic neighborhood spaces have been experimented on by the city and developers to increase density and this speculation has lead to displacement," would be replaced with appropriate control and influences over the destiny and the identity of the Barelás Rail Yard.

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## **Appendix A**

### **Interview Consent Form and Questions**

INTERVIEWS CONSENT FORM  
CONSENT TO PARTICIPATE IN RESEARCH

- **Introduce the project**

You are invited to participate in a research study conducted by Michael Furze, a Master of Community and Regional Planning candidate at the University of New Mexico's Community and Regional Planning department. This is an independent research project. You were identified as a possible volunteer in the study because of your knowledge and connections to the redevelopment of the Barelas Rail Yard and surrounding neighborhoods.

- **Describe the purpose of the study:** I am studying community stakeholders, individuals or groups that have a vested interest in the redevelopment of the Barelas Rail Yard. Stakeholders include residents, businesses, institutions, and community leaders. I have chosen this site because of the area's history of opinions on the city of Albuquerque's development plans for the community. I am interested primarily in how the values, claims, capacity and access to decision-makers of these groups may be utilized to by the community stakeholders to shape the redevelopment of the site. I am interviewing individuals with knowledge of the social conditions and historical identity of the Rail Yard and surrounding neighborhoods, and individuals who have participated in community organizations.

- **Describe the procedures and activities**

1. After reading this description, I ask for your signature at the bottom of this form. This will constitute written consent.
2. I will ask for your permission to record this interview. If you agree, I will turn on my recording device and the interview will start when you give me your spoken consent.
3. If you do not want to participate, please tell me. We can stop this interview at any time.
4. The interview will most likely last between 15 minutes and 1 hour
5. Your answers will be published in my research project and additional work I may submit for publication. A pseudonym will be used to protect your identity

- **Describe the potential risks and discomforts**

1. I will try not to ask personal questions, however if you do not want to answer a question tell me and we will move on to the next question.
2. The information revealed in this interview will be used for my project. If you wish to remain anonymous please tell me and I will use a pseudonym.
3. Please let me know if you feel uncomfortable at any time.

- **Discuss the potential benefits to participants and/or to society**

**Protocol #: 08S-522**  
**Version 2:[12/4/08]**

1. This project seeks to understand the values, claims, capacity and access to decision-makers of community stakeholders in the neighborhoods surrounding the Barelmas Rail Yard and how these can influence the redevelopment of the site. This research could help your community by giving providing an understanding of the overlapping values, claims for the site and provide an avenue to combine resources to influence the redevelopment of the Barelmas Rail Yard. It could also contribute to an understanding how inner-city neighborhoods may protect their values and influence urban development outcomes.
2. The role of stakeholder groups in the neighborhoods surrounding the Barelmas Rail Yard has not been extensively studied. This study will contribute to the understanding the role of community stakeholder in shaping urban redevelopment and will bring attention to the organizing efforts of the neighborhoods surrounding the Barelmas Rail Yard.

- **Detail the confidentiality the participant is entitle to**

Any information obtained in connection with this study and that can be identified with you will remain confidential and will be disclosed only with your permission or as required by law. I will use this interview for the purposes of my research project. I will also attempt to publish my findings from this investigation. By giving your consent to participate you are approving my use of your insights and comments in published research.

If you do not wish to have your comments published, please tell me. I will write a note on the consent form and refrain from using this material. The notes, recordings, transcripts from our interview will remain in my possession, in a locked desk, and no one else will have access to them. After two years I will destroy all notes, recordings, transcripts, taken during my investigation and erase all recordings taken.

- **Discuss participation and withdrawal**

You can choose whether to participate in this study or not. If you volunteer to participate, you may withdraw at any time without penalty or loss of benefits to which you might otherwise be entitled. You may also refuse to answer any questions you do not want to answer and still remain in the study.

- **Provide an outlet for remedy by identification of investigators and review board**

If you have any questions or concerns about the research, please feel free to contact: Professor James Ric Richardson, Professor of Community and Regional Planning and my advisor for this project. His email is [jrich@unm.edu](mailto:jrich@unm.edu) and his phone number is 505 277-6460. If you have other concerns or complaints, contact the Institutional Review Board at the University of New Mexico, 1717 Roma NE, Room 205, Albuquerque, NM 87131, (505) 277-2257, or at 1-866-844-9018.

**CONSENT OF RESEARCH PARTICIPANT**

**Protocol #: 08S-522  
Version 2:[12/4/08]**

By completing the questionnaire you are showing that you understand the procedures described above. Please ask me if you have any questions about what you have just read you.

Signature: \_\_\_\_\_

Date: \_\_\_\_\_

**SIGNATURE OF INVESTIGATOR**

I, Michael Furze, as the researcher of this project, acknowledge that the participant understands all aspects of this form and has given their consent.

Signature: \_\_\_\_\_

Date: \_\_\_\_\_

**IRB APPROVAL STAMP**

## **Barelas Rail Yard: Community Stakeholder Assessment Stakeholder Issues Assessment Questions**

**Introduction:** Hello my name is Michael Furze; I am a graduate student at UNM's Community and Regional Planning Program. I am conducting thesis research to better understand community issues and concerns for redeveloping the Barelas Rail Yard (BRY) and determine if community groups might work together along areas of mutual interest.

The first step in the project is to learn about community perceptions and ideas regarding the BRY. I am talking with key people to learn more about the issues and concerns community members have for the rail yard site. Your name has been suggested as a good person to talk with and this interview will take 25 to 35 minutes. Can we schedule a time to meet and talk?

Our conversation is confidential. The assessment is intended to gather background information, understand the issues, and assess the potential to carry out a community-based planning process.

Ideas and concerns you share will be used to assess the situation and lay the groundwork for a proposal for next steps to bring people together to talk about the redevelopment of the BRY. A summary of themes from the interviews will be used as background information at a future presentation of my master's thesis. The ideas and concerns will not be attributed to any individual or organization.

Date: \_\_\_\_\_

Name: \_\_\_\_\_

Title: \_\_\_\_\_

Organization: \_\_\_\_\_

Call Back: \_\_\_\_\_

Date: \_\_\_\_\_

Time: \_\_\_\_\_

### **Background about the Barelas Rail Yard**

Before we begin the interview, I'd like to give a little background about the Barelas Rail Yard. Since construction began in 1905, the BRY has been an important part of the neighborhood, as a source of employment, a beautiful architectural building. Change in locomotive industry decreased activity and eventually led to closure of the Yard. The vacant structures have been used since then for informal uses and for filming movies. Since 1999, there have been a number of redevelopment proposals for the Rail Yard which have failed to progress from the drawing board.

This past year, the city of Albuquerque purchased the BRY with Workforce Housing Trust funds and gave Q Studios an indefinite lease to the space. In addition, the Wheels, Inc. Museum helped to bring the Urban Land Institute to develop recommendations of the "highest and best use" of the facility. Renewed activity at the Rail Yard led to my involvement in the summer of 2007 and led me to my thesis inquiry.

**Protocol #: 08S-522  
Version 2:[12/4/08]**

## Stakeholder Assessment Questions

1. **Do you believe that the redevelopment of the Barelás Rail Yard (BRY) is inevitable? Why or why not?**

2. **I'd like to understand the situation from your point of view.**

[For members of community organizations]

- a. Would you tell me a little bit about your organization, how you've been working in the neighborhood?

[For community members]

- b. Would you tell me how long have you lived here? How did you become interested in the redevelopment of the BRY?

[For both]

- c. What is the most important initiative of [the individual or the group]?
- d. How would you describe the existing condition of the BRY?
- e. How would you describe the community's relationship to the BRY?

3. **How have you participated?**

- a. What sort of activities?
- b. What came of them?

4. **What makes the Barelás Rail Yard special?**

- a. What problems detract from the special qualities?

5. **Describe what you would like to see at the Barelás Rail Yard. If you had all the money in the world, what would you do?**

- a. What role do you see yourself/group to play in this outcome?

6. **Do you want the BRY to redevelop?**

- a. Why or why not?
- b. What issues are the most important [for redevelopment] to address?
- c. What issues are the most important to address for redevelopment to occur?
- d. What concerns do you have if redevelopment of the BRY occurs?

7. **What other groups or individuals have been involved in the redevelopment of the BRY?**

- a. Why do you believe they participated?
- b. What did you understand their concerns to be?

8. **If we were bringing people together to talk about the redevelopment of BRY, would it work?**

- a. Why or Why not?
- b. What should this process always include?

9. **Are there individuals or groups that you feel could contribute to the process but have not participated?**

- a. Who do you recommend that I should I talk to?

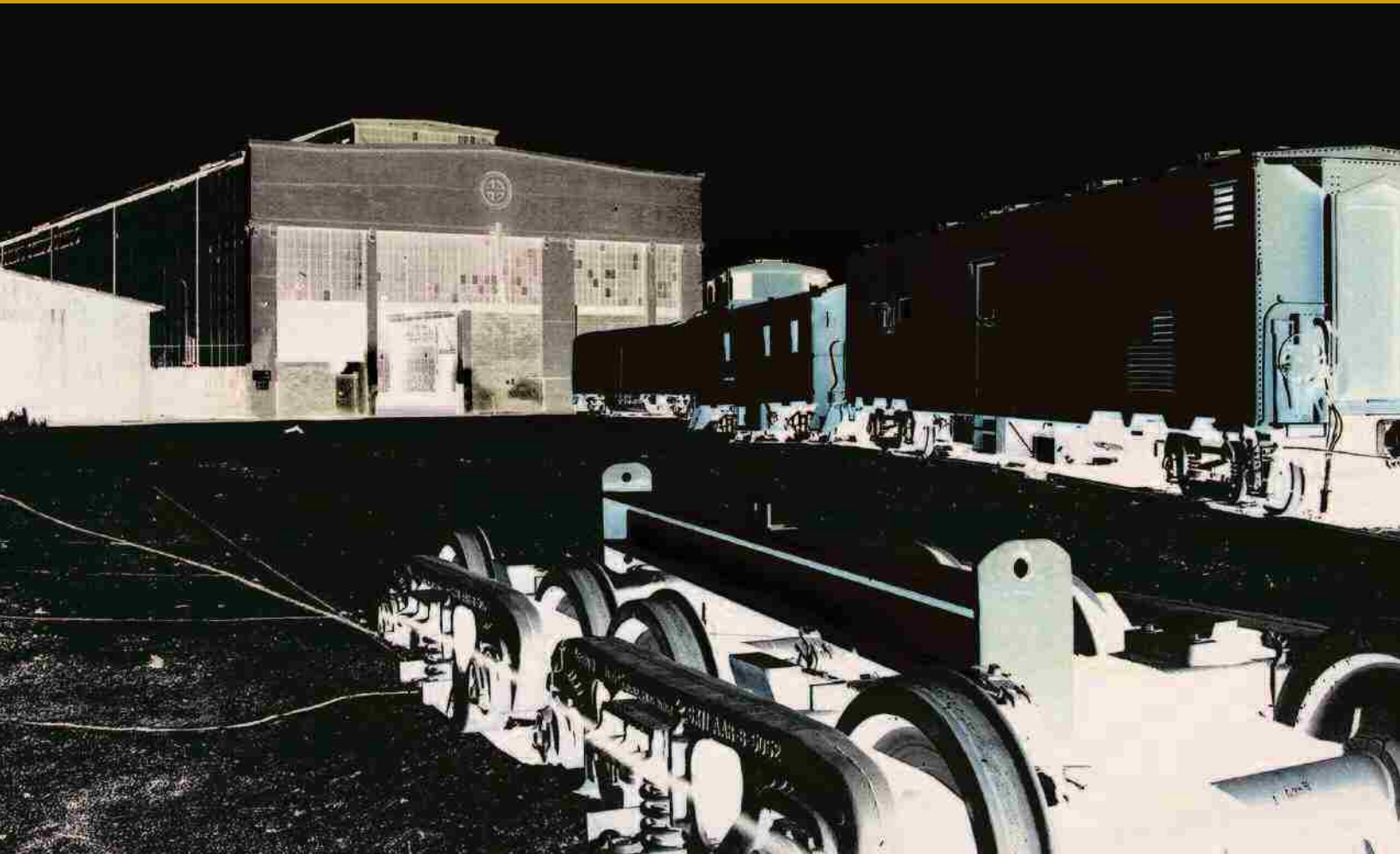


## **Appendix B**

### **Urban Land Institute Final Report**

AN ADVISORY SERVICES PANEL REPORT

# Albuquerque Rail Yards Albuquerque, New Mexico



Urban Land  
Institute

# **Albuquerque Rail Yards Albuquerque, New Mexico**

**Redeveloping the City's Historic Rail Yards**

February 24–29, 2008  
An Advisory Services Panel Report

ULI—the Urban Land Institute  
1025 Thomas Jefferson Street, N.W.  
Suite 500 West  
Washington, D.C. 20007-5201

# About ULI—the Urban Land Institute

**T**he mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and

- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 40,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

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Cover photo by Cary Sheih.

# About ULI Advisory Services

**T**he goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, partici-

pants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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# Acknowledgments

**O**n behalf of the Urban Land Institute, the panel thanks Mayor Martin Chavez, Councilor Isaac Benton and his staff, the city of Albuquerque, the WHEELS Museum, and the University of New Mexico School of Architecture and Planning for sponsoring the study of the Albuquerque rail yards.

The panel also recognizes the numerous other entities that contributed to its success, including the Albuquerque Convention and Visitors Bureau, Bernalillo County, the Albuquerque Hispano Chamber of Commerce, Albuquerque Studios, Build New Mexico, the City of Albuquerque Landmarks and Urban Conservation Commission, the City of Albuquerque Planning Department and Historic Preservation Planner, the Greater Albuquerque Chamber of Commerce, the Mid-Region Council of Governments, the National Hispanic Cultural Center, the Romero-Rose Company, the state of New Mexico, and the Urban Council.

The panel extends particular thanks to Roger Schluntz, dean of the School of Architecture and Planning at the University of New Mexico, for preparing comprehensive briefing materials and serving as an ongoing source of technical information about the site; to Tom Pederson of the University of New Mexico for technical and graphic support; to Kara Shair-Rosenfield of Councilor Benton's staff for her guidance and knowledge of the Albuquerque scene; and to Leba Freed, president of the WHEELS Museum.

Finally, the panel appreciates the participation of the many community members, including residents of the Barelás and South Broadway neighborhoods, and other individuals who contributed their time, experience, and knowledge of all things Albuquerque, to the visioning process for the rail yards. Your participation was vital to recommendations set forth in this report.

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# Foreword: The Panel's Assignment

**A**t the invitation of the city of Albuquerque, the WHEELS Museum, and the University of New Mexico School of Architecture and Planning, a ULI Advisory Services panel was convened to evaluate redevelopment opportunities for Albuquerque's historic rail yards. Founded in 1912, and in use through the 1960s before closing its doors in the early 1990s, the rail yards, a once-thriving steam locomotive repair operation, were at one time the city's leading employer.

In 2007, the city of Albuquerque and the WHEELS Museum formed a partnership to purchase the rail yards from Old Locomotive Shops LLC. The acquisition was made possible, in part, by grants from the New Mexico state legislature and Governor Bill Richardson. The Albuquerque City Council appropriated more than 50 percent of the total cost to purchase the property, and the city became the new owner of the old Santa Fe Railway rail yards on November 28, 2007.

The city, the WHEELS Museum, and the University of New Mexico School of Architecture and Planning invited the panel to “evaluate and consider the site and its historic structures in the context of the city and its neighborhoods, and include the WHEELS Museum in addition to economically viable commercial and/or housing options for redevelopment of the rail yards.”

## Background

The rail yards officially lie within the Barelás neighborhood, one of Albuquerque's oldest, and adjacent to the South Broadway neighborhood. Settled as a farming community and later shaped by the establishment of the railroad in the 1880s, by the early 1900s, Barelás had flourished. Many of its residents were employed by the Atchison, Topeka and Santa Fe Railway.



Location map.



Regional map.

In the mid-1920s, South Fourth Street in Barelás was designated part of Route 66 and the Pan American Highway (U.S. 85), which helped establish a thriving commercial corridor active from the 1930s through the 1950s. The decline of the railroad industry and the construction of Interstate

In the background of this aerial view of Albuquerque, the Rio Grande flows along the city's northwestern edge.



Downtown Albuquerque's central business district.



Right and right below: The historic Baretas neighborhood, flanking the northern edge of the rail yards site, has deep ties to the property and is poised to benefit economically from its revitalization.



25 negatively affected the community, as did the urban renewal program of the 1970s, which led to industrial development replacing much of the housing stock in south Baretas. However, the historic Baretas neighborhood has added new amenities in recent decades, including the National Hispanic Cultural Center and the Albuquerque Hispano Chamber of Commerce, which have bolstered its history and community character.

Along the eastern edge of the rail yards is the South Broadway neighborhood. Much of the community's growth took place between 1885 and 1925, following its founding by Antonio Sandoval, a wealthy landowner responsible for constructing the Baretas ditch, which drained and irrigated the surrounding area. As in Baretas, many of South Broadway's residents made their living through agricultural pursuits before transitioning to jobs at the rail yards and the local iron foundry.

South Broadway urbanized rapidly during this period, only to suffer similar economic and population decline concurrent to that of the railroad industry. Presently, efforts of organizations like the United South Broadway Corporation have provided affordable housing for residents of the community. Coupled with local businesses, many automotive-repair related, those efforts contribute to the neighborhood's identity.

The redevelopment of the rail yards provides opportunity for Baretas, South Broadway, and downtown Albuquerque to enrich their respective individual identities while rallying around a new collective identity to whose development each is crucial. Over time, residents of these communities have expressed both excitement and reservations regarding redevelopment plans for the rail yards and, given the personal ties many have to the history of the rail yards, for good reason. Nevertheless, successful redevelopment truly has the potential to be a force of unification for the communities, the city, and the state of New Mexico—also known as the Land of Enchantment.

### Study Area

Located just south of downtown Albuquerque, the 27.3-acre rail yards property is situated between Baretas and South Broadway—to the west along

2nd Street in Barelás and to the east along Commercial Avenue in South Broadway. The north end of the property bottlenecks and shares its edge with a 7.2-acre parcel owned by the BNSF Railway. Over the south edge of the rail yards, BNSF is still operationally active. Erected in the decade from 1914 to 1924 and coinciding with what is considered one of the greatest periods of industrial design and advancement in building technology, the 14 buildings currently on the property are each original. The majority of these historic structures occupy the northern half of the site, while the southern half contains an operable turntable used to rotate train engines for entry to or exit from the site.

## The Panel's Assignment

The sponsors provided the ULI Advisory Services panel the following four nonnegotiable parameters for considering the redevelopment of the rail yards site:

- The major buildings and smaller significant historic buildings on the site must be rehabilitated, with the exception of the wooden building, which should be relocated, and the north shower building, which is too dilapidated to save.
- The WHEELS Museum will locate its operations into one or more of the historic buildings.
- Redevelopment must have a mixed-income housing component, including at least 30 units of workforce housing. (*Workforce housing* is defined by Albuquerque ordinance as follows: "Dwelling units serving residents and their families whose annualized income is at or below 80% of the Area Median Income for Albuquerque ... as adjusted for household size and determined by the U.S. Department of Housing and Urban Development, and whose monthly housing payment does not exceed 30% of the imputed income limit applicable to such unit or 35% under special conditions to be defined in the Workforce Housing Plan.")
- The redevelopment must benefit and not harm the adjacent neighborhoods.

Using these premises, the panel was asked to focus on addressing the following questions:



The 27-acre rail yards with downtown Albuquerque in the background: promoting pedestrian connections between the two is a primary goal proposed by the panel.

- Rehabilitation or adaptive use of historic buildings
  - What ideas can be applied to a high-quality rehabilitation and adaptive use of the main buildings in addition to the WHEELS Museum?
  - What sustainable design elements are appropriate for the buildings?
- General uses
  - What mixture and types of public and private uses should be sought on the 27.3 acres?
  - Fourth Street in Barelás is a local business district that serves the neighborhood. What kind of retail or other development will complement and be compatible with, rather than create competition for, small businesses that are serving the Barelás and South Broadway communities?
  - If the seven-acre site directly to the north of the 27-acre study site is also acquired, what would be the best use or mix of uses for that land?
- Housing
  - What types, density, price points, and design of mixed-income housing are feasible now and in the future?
  - What tax benefits and other housing subsidies are available and advantageous in creating mixed-income housing at this site?
- Transportation, transit, and connectivity
  - What additional transit links to the site are possible?



Configuration of existing primary buildings on the rail yards site.

- How can the effect of automobile traffic on Barelás be minimized?
- What are the best methods for ingress and egress to the property by both the public and local residents (street reconfiguration and pedestrian overpass connections)?
- Does a set of design ideas or concepts exist that would maximize the links between the redeveloping downtown areas and the rail yards?
- What steps can be taken to avoid redevelopment pressures, such as displacement of existing residents, property tax increases, and loss of cultural identity?

#### • Implementation

- What is the best way to ensure that high-quality job opportunities are available for residents of the Barelás and South Broadway neighborhoods?
- What phases of development are recommended, and in what order should they be implemented?
- What role should city, regional, state, and federal governments play, including minimization of permanent subsidies, in redeveloping this site?
- What financing mechanisms, sources, and schemes are recommended, and what tax benefits are achievable and advantageous in the public and private sectors at this site?
- What is the best way to deal with the various easements—utilities, railroad, and the like—that constrain the site?

### Summary of Recommendations

Following an intense week of interviews, site tours, and discussion, the panel recognized significant opportunity for the city of Albuquerque to steer a redevelopment of its historic rail yards. The recommendations set forth were formulated to create a large-scale, mixed-use redevelopment program appropriate within the context of the city, the neighborhoods surrounding the study area, and the existing business climate. Summarized below, these recommendations are described in more detail later in this report.

#### Market Potential

Opportunities exist for various uses—specialized manufacturers, performing arts facilities, a public market, film studio operations, departments or specialized training programs of the University of New Mexico, a charter school—on portions of the rail yards property; however, an anchor use, in addition to the WHEELS Museum, will have to be found and is not likely to emerge from the current market. The site’s master developer, working in partnership with the city and the state—and being mindful of the needs of the surrounding

communities—will need to seek out this anchor user, whether conventional retail, commercial, or industrial.

### Planning and Design

Because no single use is likely to absorb the full development capacity of the site, a sustainability-oriented phased development program is appropriate. It should be dedicated to enhancing the property’s environmental quality; preserving and celebrating the iconic, historic character of the existing buildings; establishing permanent, attractive workforce housing; and integrating the rail yards with the surrounding neighborhoods. The report describes each phase in detail and provides architectural and landscape renderings.

### Development Strategies

The city should select a sound master developer for the redevelopment of the rail yards. The planning process for the property must follow, and not precede, the selection of the developer. The property must be rendered as appealing as possible by eliminating existing hurdles to successful development before exposing the property to the marketplace. Several predevelopment considerations, namely, addressing easements held by BNSF Railway, ensuring environmental remediation of the site, and creating a special zoning district for the rail yards with use categories and incentives specific to the site, should each be settled.

### Implementation

Predevelopment implementation strategies include appropriate marketing of the rail yards, emphasizing the importance of job creation and economic development as a result of the redevelopment, and appointing an advisory board to oversee the development process. At the project level, the panel advises ensuring connections are made from the rail yards site to downtown Albuquerque and surrounding neighborhoods, as well as performing site-specific activities, including environmental remediation, demolition of nonessential buildings, and selection of a nonprofit entity to oversee the construction of the 30 units of workforce housing.

**Figure 1**  
**Existing Buildings on Albuquerque Rail Yard Site**

Facility	Year Built	Square Feet	Stories
Machine Shop	1921	165,000 <sup>1</sup>	1 <sup>2</sup>
Boiler Shop	1923	58,100 <sup>3</sup>	1
Transfer Table	Pre-1919	36,000	0
Blacksmith Shop	1917	24,867	1
Storehouse	1915	18,900	1
Tank Shop	1925	18,564	1
Sheet-Iron Shed	Pre-1919	13,950	1
Turntable	1915	11,309	0
Flue Shop	1920	8,878	1
Firehouse	1920	3,936	2
Washroom	1919	3,640	1
Locker Room	1919	2,964	1
Assembly Hall	1922	2,800	1
Babbit Shop	1924	2,250	1
Motor-Car Garage	Pre-1931	1,512	1

<sup>1</sup> 3.8 acres. <sup>2</sup> With mezzanine. <sup>3</sup> 1.3 acres.

Source: Chris Wilson, “History of the Rail Yard Site,” University of New Mexico.

# Market Potential

**P**lanning for the redevelopment of a major site begins with determining what market support exists for alternative uses. Developers seek land uses that can sustain them over the long run and ideally attract significant private investment to pay for the site improvements. Market analysis provides guidance about the demand for certain types of uses by looking at comparable developments in the local market to understand how much space is needed and what people are willing to pay for that space.

To assess the market potentials of the Albuquerque rail yards, the panel reviewed the full range of traditional uses, but this site does not lend itself to traditional solutions. The unique nature of the site, its historic buildings, and its location will demand a special set of uses. Given the size of the site, long-term sustainability will demand multiple uses that feed on and support each other, allowing the project to change over time as market support ebbs and flows for different types of uses. Around the country, strong developments and communities that attract and retain users, tenants, and residents over several years benefit from the synergies of combining commercial, residential, arts, and other uses in a high-quality environment that encourages pedestrian activity and interaction.

## Economic Overview

To set the overall context, the Albuquerque area is a medium-sized metropolitan area with a population of roughly 835,000 residents. The area has enjoyed steady growth in recent years, and the Mid-Region Council of Governments projects the region's population will reach 1 million in the next 13 to 15 years. That represents an annual growth rate of 1.34 percent. Within the region, the city of Albuquerque represents 60 percent of the regional population and is growing slightly faster than the region as a whole (1.37 percent annually).

Historically, the economy has been driven by governmental activities—Kirtland Air Force Base, Sandia National Laboratories, and the University of New Mexico. More recently, the technology industry has become a major economic generator, including Intel Corporation, optics, biosciences, renewable energy, and digital media/film. Metropolitan area employment has grown from 357,400 jobs in 2000 to 397,500 jobs in 2007. Government provides 20 percent of all area jobs, followed by 16.1 percent in professional and business services, and 12.2 percent in educational and health services. Unemployment is relatively low, averaging 4.0 percent in 2006.

Turning to individual land uses, the panel considered office, industrial, hotel, residential, and retail uses, examining the current market conditions, the demand for space, the competition that development on the rail yards would face, and the future prospects and what they mean for the rail yards.

## Office Market

For many developments, office is a major use and economic generator that funds the site improvements and attracts daytime activity. Albuquerque's office market is relatively limited with 12.8 million square feet, compared with 96 million square feet in Denver and 61 million square feet in Phoenix. The market is relatively slow, with vacancies of 10.8 percent in the region as compared with an ideal of 5 to 10 percent.

Grubb & Ellis reports average office rents of \$22 per square foot for Class A space and only \$14.32 for Class B space. These rates compare with average Class A rents of \$26 in Denver and \$30 in Phoenix. As a result of these low rents, construction is limited to build-to-suit buildings for owner-occupants. Last year saw construction of only 303,000 square feet of new office space across

the region. Demand totaled less than 280,000 square feet in 2007 as measured in terms of net absorption.

Geographically, the North I-25 submarket represents 23 percent of the region's inventory (2.9 million square feet); Downtown is close behind with 2.6 million square feet, or 20 percent of the regional inventory. Uptown represents another 1.8 million square feet, or 14 percent of the regional total.

Into the foreseeable future, rents do not support new construction of speculative, multitenant space rather than single-tenant build-to-suit space. To justify private investment in a new building, the developer would need to receive rents in excess of \$30 per square foot—substantially higher than prevailing rents of \$22 per square foot for Class A space.

The rail yards site does not offer a prime office location. It lacks the easy transportation access and the concentration of other office users that attract tenants. This finding means that the site has no market potential for office space except a small amount ancillary to another use.

## Industrial Market

Albuquerque's industrial market represents almost three times as much space as the office market with a total inventory of 35 million square feet. Industrial space encompasses a variety of products. In the Albuquerque market, almost one-half of the space is general industrial space for manufacturers, contractors, and industrial services. Warehouse/distribution represents 40 percent of the space, and the rest of the space is research and development (R&D)/flex space (single-story buildings that can be configured for a mix of office and warehouse/showroom space). At the end of 2007, the region had 2.1 million square feet of vacant space, 5.9 percent of the total.

Demand for industrial space averaged 1.1 million square feet in 2007, distributed 52 percent in general industrial space, 25 percent in warehouse/distribution, and 23 percent in R&D/flex space. New construction added less than 150,000 square feet in 2007.

**Figure 2**  
**Albuquerque Metropolitan Employment by Sector, 2006**

Industry	Employment	Percentage
Information	9,400	2.4
Transportation, Utilities	10,500	2.7
Other Services	12,200	3.1
Wholesale Trade	13,300	3.4
Financial Activities	19,300	4.9
Manufacturing	24,000	6.1
Mining/Construction	31,200	8.0
Leisure and Hospitality	38,400	9.8
Retail Trade	43,800	11.2
Education and Health Services	47,900	12.2
Professional and Business Services	63,200	16.1
Government	78,600	20.1
<b>Total</b>	<b>391,800</b>	<b>100.0</b>

Source: U.S. Census, 2006.

Almost one-half of the space is located in the North I-25 submarket. The South Valley, Airport, and Mesa del Sol market includes 3.75 million square foot, 11 percent of the region's inventory. Mesa del Sol is a major new industrial development with recent development for digital media and film studios, solar array manufacturers, and an announced electric car assembly plant.

The rail yards suffer from difficult road access for trucks because of the distance from I-25 and the need to travel through a residential area to reach the site. This access deficiency will inhibit demand from conventional industrial users, particularly warehouse/distribution uses that depend on efficient truck movements. Those users will continue to favor low-cost sites with superior accessibility. The rail yards site is also less competitive because of its distance from other industrial users and the operational efficiencies provided by location within a cluster of industries.

**Figure 3**  
**Residential Units Authorized by Building Permits,**  
**City of Albuquerque**

Year	Single Family	Duplex	Multifamily		Total
			3–4 Units	5+ Units	
2006	3,420	–	27	730	4,177
2005	4,764	–	41	273	5,078
2004	5,119	–	54	324	5,497
2003	5,084	298	97	702	6,181
2002	4,217	–	91	1,121	5,429
2001	3,671	–	24	646	4,341
2000	3,412	–	40	70	3,522
<b>Average</b>	–	–	–	–	<b>4,889</b>

Source: U.S. Census, 2006.

The specialized facilities at the rail yards may have appeal and use for specific manufacturers who can benefit from a southwest location with good rail access. The building heights, overhead cranes, and load-bearing floors of rail yards facilities may offer opportunities for such industries as prefabricated housing. They have already proven to be attractive to film studios that can make good use of the high ceilings and clear spans.

### Hotel Market

Albuquerque has more than 16,700 hotel rooms: 2,746 in downtown and Old Town. Albuquerque attracts 5 million overnight visitors annually, including tourists from around the country who come to enjoy the Albuquerque/Santa Fe/Taos region. About 71 percent are leisure visitors, with the remaining 29 percent split between business visitors and those attending conventions, meetings, or training. The city's convention business has lagged over the last decade or two as other cities have invested in their convention facilities, hotels, attractions, and downtown amenities.

Overall, the region's hotels achieved a 62 percent occupancy rate with an average room rate of \$70.96 per night in 2007. Typically, a healthy hotel market will have an overall occupancy rate in excess of 70 percent.

Downtown's hotel market has been constrained by the limited inventory of hotel rooms and limited support infrastructure. Associations, trade shows, and meeting planners seek locations that will attract attendance and typically want to see enough hotel rooms close to the convention center and each other to house their delegates in one place. They also want to see walkable access to good restaurants, entertainment, services, and attractions. Compared with other convention destinations, downtown Albuquerque has trouble competing. With the renovation of La Posada Hotel, extension of the Rail Runner to Santa Fe, and other investments in downtown attractions, the demand for additional hotel space will grow.

Currently, the rail yards cannot compete for a hotel. The site does not have the access and visibility typically required by hotels, and it is too far from downtown and the convention center.

However, a dynamic mixed-use development on the rail yards may create an environment sufficiently active and attractive to support an extended-stay hotel in a later phase, either on the site itself or on the 7.2-acre site to the north, closer to downtown.

### Housing Market

With Albuquerque's rapid growth, the region has seen construction of an average of almost 4,900 new housing units annually from 2000 through 2006. Much of that development has moved outward from the city and is now focused to the northeast and west, well away from the rail yards. The region's development pattern is relatively low density with single-family units accounting for 87 percent of all new residential construction since 2000. Although the trend has been toward the city's urban fringe and beyond, the renovation of the old Albuquerque High School in East Downtown to residential units, as well as several other residential infill projects downtown, shows promise for future housing market viability proximate to the rail yards.

### For-Sale Housing

In the residential for-sale market, 5,410 single-family units were sold in the Greater Albuquerque Area in 2007. They had a median price of \$197,000 and an average price of \$242,000 in the first half of



2007. Townhouses and condominiums accounted for another 582 units with a median price of \$149,500 and an average price of \$161,000. Those figures mean that not much more than 300 units sold for less than \$150,000 in the entire region.

Median prices have increased 34 percent since 2003, but trouble in the mortgage financing industry has led to a slowdown in development. Permits issued in September 2007 were about half the number issued in 2006.

### Rental Housing

In the regional rental-housing market, the Apartment Association of New Mexico surveyed almost 7,500 apartment units in the city. Just under 5 percent of the units were vacant, which indicates a market in healthy balance between supply and demand. The age of rental apartments in the city averaged 24.2 years, reflecting the limited construction of new rental apartments in recent years.

In the summer of 2007, rents for a one-bedroom apartment averaged \$575 per month without utilities; a two-bedroom, two-bathroom apartment averaged \$761 per month without utilities. These rents compare with the roughly \$1,500 monthly rent that would be required to justify private new construction on fairly inexpensive land.

### Workforce Housing

Workforce housing is in high demand. The median income for all households in the city in 2006 was \$43,021. To afford a two-bedroom, one-bathroom apartment at \$585 per month, a household would need an annual income of at least \$25,000. More than 57,000 Albuquerque households have incomes below that level. Of Albuquerque households, 37 percent had documented housing problems in 2000, according to the U.S. Census. That means they were spending more than 30 percent of their income for housing or they were living in overcrowded housing or in units with physical defects.

Among renters, the problems are even more widespread. More than 18,700 renter households spent a higher share of their income for housing than the U.S. Department of Housing and Development (HUD) judges to be affordable. In 2006, only 331 affordable rental-housing units were built.



### Downtown/Barelas/South Broadway Developments

The Downtown 2010 Sector Development Plan emphasizes development of downtown and near-downtown housing to provide greater vitality during nonwork hours and to support downtown restaurants, retail, and amenities. Almost all of the new downtown housing has occurred north of Coal Avenue. A major new development has been announced for the old Greyhound site opposite the Alvarado Transportation Center. It will bring 120 workforce housing units, live/work units, and 72 market-rate townhouses to the area. Prices of new townhouses range from \$240,000 to \$495,000, or \$220 to \$240 per square foot. This rate compares with development costs of \$190 to \$200 per square foot. Rental housing is only affordable with outside financial support from low-income housing tax credits or other federal or city incentives.

Housing in the Barelas and South Broadway neighborhoods is only about one-half owner occupied; the remainder is rented. The neighborhoods have seen a few new small infill developments to date. Some new households are being attracted to buy in the neighborhoods by the availability of good-quality historic houses at relatively affordable prices close to downtown. Some reports indicate significant buying activity in the area as spec-

New infill housing project recently constructed in the Barelas neighborhood.

ulators buy properties, anticipating that housing demand and prices will increase in future years.

For the rail yards, these market conditions mean that new housing development should include workforce units with permanent affordability protections. Although mixed-income housing will be important for the community's development, the private market will be unable to build mixed-income developments without continued financial support from the public sector.

Market-rate housing of any size will need to wait a few years until stronger connections to the downtown can be created and current projects begin to create a new image and market acceptance for the area. Attracting a major user for the rail yards could accelerate residential development by bringing new jobs and activity to the area. Ideally, new residential development would be focused on the 7.2-acre site to the north of the rail yards and on infill lots in both the Barelás and South Broadway neighborhoods.

In the short term, opportunities exist to develop some workforce housing on the site, which would have particular appeal for artists and young people. Industrial loft space is very appropriate for artists who need large work spaces that can accommodate large pieces of art and quasi-industrial fabrication techniques (for example, welding or kiln firing).

In the longer term, the demand for market-rate housing in the area is likely to focus on younger single people and childless couples who value proximity to work or transit and do not depend on local schools. New developments will need to emphasize the quality of public spaces and provide a variety of units to appeal to different segments of the market, including townhouses, duplexes, loft apartments, and conventional three- to four-story apartment buildings.

### Retail Market

The potential for retail as a major part of the rail yards redevelopment is critical for two reasons. First, it is the presence that people often first see and most easily recognize on a site; thus it will play a major role in defining the project's identity.

Second, retail can help cross-subsidize other desired, but less profitable, uses in the project's overall mix.

For this reason, it is important that retail potential for the site is analyzed in depth so specific recommendations can be made. The following analysis addresses relevant factors and constraints of the site, assesses potential competition, references key demographic data, and introduces market possibilities.

### Site Factors and Constraints

Despite the rail yards' prominent location in downtown Albuquerque, the following factors both support and limit the property's potential for redevelopment.

**Visibility and Access.** The rail yards site is visible from I-25 because of the sheer size of its buildings, namely the machine shop. This factor alone positions the property's redevelopment as high profile and will generate attention, giving the chosen project a chance to establish itself while effective retail anchors will provide longer-term exposure to the target market.

The streets abutting and leading to the rail yards are primarily residential in character and therefore lightly trafficked. Both 2nd and 3rd streets accommodate 3,600 cars per day; 4th Street, 7,000.

Conversely, the nearby Avenida Cesar Chavez is a major arterial road connecting Yale Boulevard to the southwest side, offering access to and from I-25 and providing one of the few crossings of the Rio Grande in the Albuquerque region. It accommodates 39,000 cars per day.

In terms of regional access to the site, motorists coming from I-25 would rely on 3rd Street (via Lead Street) or 4th Street (via Avenida Cesar Chavez). Switching 3rd Street from one way to two ways would mean that those using Avenida Cesar Chavez would take 3rd Street rather than 4th. In either case, development on the site would generate additional automobile traffic on local roads.

An alternative is to build an off-ramp from Avenida Cesar Chavez westbound into the rail-road-owned property to the immediate south of

the site. Access from I-25 would then be more direct. Current estimates place the cost of such infrastructure at \$2 million to \$4 million.

With regard to pedestrian access, residents of Barelás can use perpendicular side streets like Pacific Avenue or Santa Fe Avenue to access the rail yards. No crossing to or from the South Broadway neighborhood exists between Coal Avenue and Avenida Cesar Chavez, however, and little prospect exists of one at grade (street level).

**Historic Buildings.** Two of the existing buildings on the site—the 165,000-square-foot Machine Shop and the 58,100-square-foot Boiler Shop—offer the large, high-ceilinged, open spaces that can be easily adapted for big- and medium-box retail, although these sorts of tenants tend to prefer to stack merchandise and shelving along walls, which in this case could block natural light from entering lower portions of the buildings. Other structures, such as the 24,867-square-foot Blacksmith Shop, the 18,900-square-foot Storehouse, and the 18,654-square-foot Tank Shop, do not have the proper dimensions for such users, but could be appropriate for smaller retailers or even vendor-filled markets.

Stand-alone buildings, such as the 3,936-square-foot Firehouse, have been considered for sit-down restaurants. They would be just large enough for such purposes, but buildings smaller than 3,000 square feet would have to content themselves with fast casual food or specialty food/drink operators.

**Site Planning.** Retail use will present certain practical challenges to site designers, with parking being the most formidable. In addition, particular retail categories might have a locational bias. Grocery stores and other convenience-oriented uses, for example, would want to be placed on the edge of the development, with in-front parking, to facilitate easy in-and-out access for residents from surrounding communities.

At the same time, on-site retail will benefit from the traffic generated by other uses. For example, the WHEELS Museum would function synergistically with food and drink operators, while the residential housing component would direct customers to convenience-oriented businesses. Care should be taken, however, not to overestimate the level of

such on-site demand: the sales generated by up to 30 workforce housing units, for example, represent just a drop in the bucket in comparison to what merchants would need to be viable.

**Adjacent Neighborhoods.** The retail mix on the rail yards site would need to complement the businesses that exist (or could materialize) on the nearby commercial corridors of 4th Street and South Broadway. Currently, not much impact would occur, given the limited offerings on each of those two streets, but successful redevelopment would almost certainly generate new customers for what does exist. This possibility is especially pertinent for the 4th Street corridor and its existing retailers, because many are a short two-block distance from the property and located near several key access points to the rail yards.

Retail possibilities complementary to what currently exists downtown, however, are another story. The region views the rail yards site as part of downtown, but in certain categories, some retail categories would compete directly with existing downtown businesses or with ones that would otherwise consider locating there in the future. Sit-down restaurants are a prime example.

### Competition

An analysis of competitive retailing is essential to the task of determining how the property's retail potential may fit within the larger marketplace and what niches it might try to occupy or capture. Moreover, retail will have to contend not only with existing competitors in the community but also with ones that will materialize after redevelopment is underway. The panel has made redevelopment recommendations for both consumers and tenants on site.

**Regional Shopping Destinations.** At present, the Albuquerque region consists of four shopping areas with the ability to draw from across the region. Two are conventional enclosed malls, one is a lifestyle center, and the fourth is a traditional business district.

The Coronado Center is in the city's Uptown district, on Louisiana Avenue north of I-40. Opened in 1964, it is now owned by General Growth Properties, the nation's second-largest mall developer.

Right and below: Retail mix in Nob Hill, Albuquerque's vibrant, walkable shopping district.



At 1,150,000 square feet, Coronado Center is New Mexico's largest mall. With Sears, JCPenney, Mervyn's, Macy's, and Barnes & Noble as anchors, it can be characterized as a middle-market center, and with sales of roughly \$350 per square foot as of 2003, as an average performer.

The Cottonwood Mall is in the West Mesa area, at the intersection of Coors Boulevard and Coors Boulevard Bypass. Opened in 1996, it is owned by Simon Property Group, the nation's largest mall developer. At 1,041,000 square feet, it is New Mexico's second-largest mall. Sears, JC Penney, Mervyn's, Macy's, Dillard's, and United Artists anchor the complex, making it another middle-market center, with sales in the \$300s per square foot as of 2003. It, too, qualifies an average performer.

The newest addition is ABQ Uptown, in the Uptown district on Louisiana Avenue north of I-40. Developed by Hunt Development Group and opened in 2006, it is New Mexico's first lifestyle

center. Its 220,000-square-foot retail space, in the form of an open-air, faux-downtown setting, consists primarily of upmarket national comparison goods (for example, clothing, shoes, and furniture) and sit-down restaurant brands, most of which are new to the state. Future phases will include residential and hotel uses as well as additional retail.

Nob Hill, on Central Avenue, roughly between Girard Boulevard and Carlisle Boulevard, is Albuquerque's most vibrant and successful walkable shopping precinct, with a stylish mix of boutiques and restaurants, including a smattering of smaller national and regional "chain-lets" (for example, Buffalo Exchange, Il Vicino, El Paso Imports, Flying Star/Satellite Coffee). Although driven largely by its proximity to the University of New Mexico, this area has become the region's consensus "cool" business district.

With a clutch of bars and clubs as well as a movie multiplex, Downtown is a regional nightlife destination for the 20-something set, but it has yet to establish itself as a serious dining or shopping alternative. It has a surprisingly small number of sit-down restaurants and a limited collection of high-end boutiques (on Gold Avenue) that are reportedly struggling. Furthermore, its focus on an "events center" with a decidedly mass-market orientation is unlikely to change its current underlying dynamic.

Finally, East Downtown, while not yet a regional force in terms of location, is fast emerging as Albuquerque's newest "hip" district, largely a result of Rob Dickson's energy and creativity. Indeed, East Downtown is developing the restaurant cluster that Downtown has been unable to realize, and with its effective branding and superior visibility, it will be increasingly competitive for retailers as well. Also, with an inventory of available ground-floor space, it will be able to take advantage of a spillover from Nob Hill in regard to attracting new business.

**Regional Shopping Destinations: The Future.** The 12,500-acre Mesa del Sol project, being developed by Forest City Covington to the south of the Albuquerque International Sunport, will likely create a fifth major shopping destination for the Albuquerque region. The project includes plans to

develop in 2010 an “urban center” (that is, a big-box/faux-downtown hybrid) at the project’s primary gateway, a new I-25 interchange, less than five miles from the site.

**Community Draws.** The rail yards site has the potential to look to other community-level draws as anchors for retail development. Examples include discount department stores (general merchandise) and full-service supermarkets or supercenters (general merchandise plus full-service supermarket).

Target’s current locations in the Albuquerque region suggest the possibility of an additional store in the South Valley. However, a Super-Target is planned as part of a large-scale development at the intersection of I-40 and Unser Boulevard, roughly 4.5 miles from the property. Meanwhile, two Wal-Mart Supercenter stores already exist approximately 3.6 miles away, on Coors Boulevard Northwest and on San Mateo Boulevard Southeast.

The surrounding neighborhoods include a number of smaller or second-tier grocery operators. The closest full-service chain is Albertsons, with branches at Central Avenue and Coors Boulevard, and at Isleta Boulevard and Rio Bravo Boulevard, both less than four miles away. Smith’s operates a smaller, 30,000-square-foot location at Yale Boulevard and Coal Avenue, less than three miles away.

In regard to ethnic specialty markets, Pro’s Ranch Market, a small regional chain with locations in California’s Central Valley, Arizona, and Texas, is opening its first Albuquerque store. It is a 60,000-square-foot category killer in a former Wal-Mart space at Central Avenue and Atrisco Drive, just across the Rio Grande from downtown Albuquerque. El Mezquite, a smaller local chain, operates a 9,000-square-foot grocery at Isleta Boulevard and Rio Bravo Boulevard, also across the river.

**Basic Demographics.** At least 35,000 people live within a five-minute drive of the rail yards. Income levels are low, with a median of roughly \$29,000—and even lower in subareas like Barelás. About 65 percent is characterized as Hispanic, with that population rising. Almost 16 percent of the households do not own cars, and this percent-

age is likely higher in the neighborhoods closest to the site.

Within a ten-minute drive of the property are roughly 186,000 people. The median income of this larger radius is higher, approximately \$38,000.

### **Retail Potential**

The rail yards site is unlikely to be the location for Albuquerque’s next regional shopping destination. Presently, the city’s southwest quadrant is the most undersupplied, and the demographics suggest the possibility of midmarket draws. But the big-box centers to the west of the Rio Grande and the highway-accessible retail development planned for Mesa del Sol will absorb a considerable amount of consumer demand and tenant interest in the South Valley going forward. Furthermore, the redevelopment of this site cannot accommodate the retail square footage or the accompanying parking that would be needed to create such a regional-scale retail destination.

**Community Draws.** Given the low income levels in nearby neighborhoods and the SuperTarget planned at I-40 and Unser Boulevard, a Target store is probably unrealistic at this juncture. Wal-Mart is more likely to be interested, although with either of these operators, the parking requirement—ranging from 500 to 1,000 spaces, depending on the size of the store—would prove prohibitive.

Given the absence of a top-tier, ethnic-oriented brand (for example, Pro’s Ranch Market or El Mezquite) east of the Rio Grande, and the niches left unoccupied by the conventional (Albertson’s, Smith’s) and low-cost (Wal-Mart) operators, the site could probably support a specialty grocer. In this case, it should be a crossover hit similar to Talin Market World Food Fare, merchandised to cater directly to this particular market’s heavy concentration of ethnic households as well as its growing number of white loft-dwellers: for example, a cross between an El Mezquite and a Sunflower Farmers Market.

Such a store would need one parking space per 150 to 200 square feet and a location on the edge of the development with storefront parking. Furthermore, better pedestrian access to surrounding neighborhoods would need to be secured. Never-

theless, a specialty grocer would indeed help anchor other retail uses, such as a growers or public market, and promote nonretail uses, such as housing, not to mention respond to the oft-stated wishes of local residents.

Smaller, convenience-oriented businesses, such as a coin-operated laundry, have also been proposed as a needed amenity accompanying redevelopment. Unlike a grocery store, however, such businesses could be accommodated on 4th Street or as part of a larger, targeted local economic development effort focused on promoting commercial activity nodes on Avenida Cesar Chavez and Pacific Street. There, they would be more convenient to the residents of Barelás, would not have to compete so fiercely for access or parking, and would not require space that might be more attractive to a wider range of potential retailers interested in the rail yards redevelopment.

**Public Market.** A growers market or public market that includes a more substantial crafts component would help generate activity as part of the redevelopment program and promote an emerging brand of the project at large. Examples from across the country should be analyzed and consulted, not only the well-known ones, such as Philadelphia’s Reading Terminal Market, but also lower-profile, more ethnic-specific successes, such as Grand Central Market in Downtown Los Angeles and Mercado Central on Minneapolis’s Lake Street corridor.

A growers or public market would not be a money-making use in this case and would require considerable subsidy. Some sort of anchor store, however, would help increase general traffic and sales. At Plaza Fiesta, an ethnic-themed mall in suburban Atlanta, the central flea market, with its nearly 300 vendor booths, is provided a stream of possible customers by the presence of a Burlington Coat Factory and Marshalls. At the rail yards, such a large-footprint retailer would require too much parking, but a smaller-format specialty grocer, as previously mentioned, would have a similar effect.

**Food and Drink.** Food and drink concepts—sit-down and “fast-casual” eateries (for example, Panera Bread, which offers higher-quality ingredients),

cafés, and so on—can take advantage of on-site traffic generators like growers markets, university departments or programs, and film studios. Also, restaurants are an appropriate “pioneer” use in untested areas, because diners are often willing to travel significant distances and suffer great inconveniences for destinations with distinctiveness, reputations, or “buzz.” Local examples in this case include the Barelás Coffee House and the Red Ball Café.

## Market Conclusions

Traditional uses will not provide sufficient economic support for a feasible development. Successful redevelopment will need a major user or group of users that can do any or all of the following: take advantage of the historic buildings with limited changes, bring their own funding, and draw regional support.

The following uses offer potential for portions of the site:

- specialized manufacturers;
- artist studios;
- a growers market;
- film studios;
- departments or specialized training programs from the University of New Mexico or Central New Mexico Community College focused on media arts or film-related programs;
- a charter school specializing in the media arts; and
- possible increases in mixed-income and market-rate housing.

After a major user anchors the site, joining the WHEELS Museum, additional users will follow to take advantage of the new environment created, the pedestrian activity, or connections to the anchor use. The mix of uses can expand, and the project will be able to achieve the synergies of a mixed-use development.

That anchor user is not likely to emerge from analyzing the current market. The uses cannot be

prescribed or the site planned in advance. The anchor user will need to be sought out and recruited to the site by the master developer, working in partnership with the city, the state, and other entities. The city will need to attract the developer and the major user and then plan the redevelopment together with the community.

# Planning and Design

**B**ecause the redevelopment of the rail yards is expected to provide the city of Albuquerque and its surrounding neighborhoods with “a unique physical asset,” the development scenarios in this section represent a mix of uses potentially feasible for the property.

The assessment of market potential indicates that to achieve its objectives for redevelopment of the rail yards, the city needs to take several steps to ensure that the economic sustainability of the site can support the anticipated anchor and supporting uses. In addition to economic sustainability, numerous opportunities to embrace sustainability that fosters resource conservation, energy efficiency, and sustainable landscaping are pertinent to the redevelopment vision for the site. Toward the goal of achieving LEED (Leadership in Energy and Environmental Design) certification for the redevelopment project, the panel has carefully considered numerous principles of sustainable development. Mindful of this goal, the panel proposes including sustainable design principles for their community benefits.

In this section, the panel’s report begins with site plan review and master planning, then discusses sustainable design, and finally introduces the development scenario itself. The panel hopes that the developer ultimately selected for the redevelopment of the property will pursue these planning and design recommendations to the greatest extent possible.

## Site Plan Review and Master-Planning Guidelines

Site planning gives strong professional leadership and technical expertise for all predesign, master planning, design, and construction activities. The city of Albuquerque should provide leadership during the planning phase and can be the bridge and coordinator between different stakeholders

and agencies involved in the rail yards redevelopment. Stakeholders typically include the developer, city public works departments, and the design review committee. A comprehensive planning approach involves providing support and guidance to the developer regarding all preconstruction issues, as well as coordinating specialty consultants—environmental, architectural, urban design—that might take part.

The greatest benefits of a master-planning approach to project development in an existing historical site derive from sound decisions made during the project’s planning phase. At this point, sufficient flexibility still exists to identify major planning objectives, such as community linkages and open space (discussed later). Facilities for joint use by services (businesses) and the public can be planned without the constraints of other project demands, such as cost and time limitations, and built into the project.

In addition, the project should be committed to creating high-quality environments—places that provide well-planned, high-performing, healthy environments that foster tenant satisfaction and well-being, as well as centering the community.

Master planning for adaptive use of the rail yards should create strategies for development of the physical environment, recommend planning and implementation guidelines, and established design characteristics. The planning process should achieve the following goals:

- Plan for the following specific uses: WHEELS Museum, public market support shops, restaurant at the Firehouse and other locations.
- Use outdoor gathering spaces as shared spaces for community integration, and place smaller outdoor spaces within each level of project use.





Left and below: In addition to any new construction that may take place on the rail yards, the panel believes the existing historic buildings are ideal candidates for rehabilitation using the highest standards of sustainable design. The Boiler Shop is shown at left and the Machine Shop below.



What is and what could be: Architectural renderings of adaptive use design styles potentially appropriate for the large interior spaces of the Machine Shop and other existing buildings on the rail yards property.



ARCHITECTURAL RENDERINGS BY GJK WORKS

- Provide for general use facilities, including a library, media center, fitness center, and dance centers.
- Ensure that each level of land use occupies identifiable, contiguous vertical or horizontal space.

Planning for the physical environment should address strategies for the use of public spaces among users of the rail yards and adjacent neighborhoods. Specifically, planning should

- Establish a unifying “identity.”
- Identify flexible/general-purpose spaces.
- Plan shared spaces to accommodate community joint uses.
- Use outdoor gathering spaces as shared spaces for community integration, and place smaller outdoor spaces within each level of project use.

During the planning process, design characteristics should be established to guide future development in the rail yards. The design characteristics should:

- Shape the identity and focus of the design with a shared and compelling vision for each land use level.
- Integrate open space with adjacent communities.
- Organize spaces for teaming and collaboration within each level of land use.
- Use flexible design for flexible and convertible programs.

These elements will work to guarantee that buildings are “flexible and convertible” and that other spaces are able to support a range of market potentials, including those proposed here and others yet to be identified.

## Sustainable Design

The panel advocates the objective to build out the property as a sustainable community of multiple uses that supports energy conservation, minimizes long-term maintenance of buildings and grounds, and uses water resources conscientiously.

## Landscape Approach: High-Performance Green Spaces

Any adaptive use project can be sustainable and include high-performance facilities that are restorable or designed, built, and operated in an ecological and resource-efficient manner. The panel recommends the following as a goal of potential redevelopment:

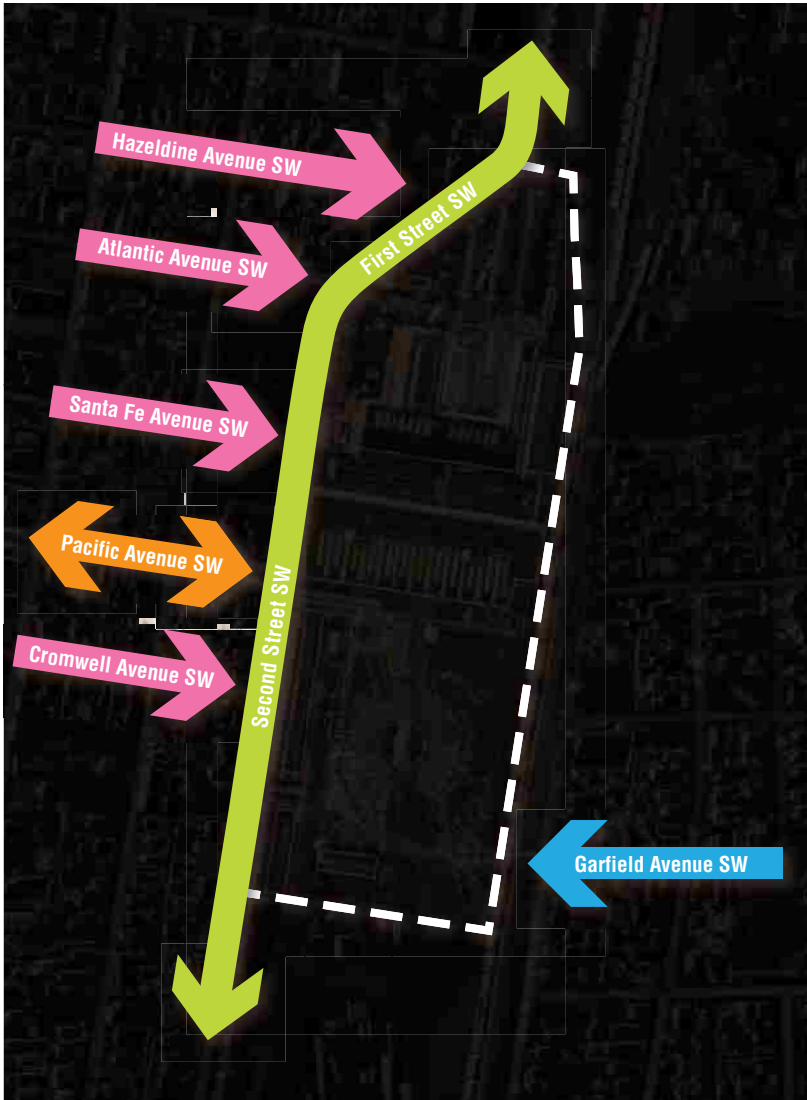
- Integrate the open spaces on the property with existing structures to create a residential live/work community.
- Develop adjacent community parks, strategically placed, that promote joint use of open spaces and buildings to serve the larger community.
- Include tree planting of native species that shade structures and minimize the use of air conditioning, encouraging the use of operable windows to let fresh air circulate through buildings.
- Choose permeable xeriscaping as a stormwater management strategy to capture rainwater, which can then be reused as graywater in the operations of some buildings.

These strategies ultimately will allow the rail yards buildings and their surrounding landscapes to function in harmony as both independent and collaboratively sustainable environments.

## Architectural Approach: Sustainable Building Design Goals

Because many of the rail yards buildings are intact and retain their stately character, their context, history, and service to the community should be considered in the context of overall redevelopment of the property. With sustainable building design goals in mind, the panel recommends considering the following issues for retrofitting existing buildings, where applicable, and new construction:

- Explore contemporary architectural solutions to enhance existing buildings.
- Maximize daylighting in buildings, and consider orienting views toward open spaces to connect interiors and exteriors.



- Pedestrian Greenway
- Turntable Plaza Linkage
- Barelmas Linkage
- South Broadway Linkage

Proposed community links to and from the rail yards. The linear greenway along 1st and 2nd streets would strengthen the city's urban fabric by promoting greater pedestrian activity between downtown and the rail yards.

- Choose building materials that have low emissions of volatile organic compounds, are regional in origin, are renewable, and are recycled.
- Consider building orientation and photovoltaic systems as a renewable energy source, given the abundance of sunlight in New Mexico.
- Improve building energy performance by using high-performance heating, ventilation, and air-conditioning systems; energy-efficient lighting systems and fixtures; and Energy Star-approved appliances.
- Consider other on-site alternative or renewable energy sources (wind, biomass, geothermal).
- Consider locally generated or cogeneration power systems if new infrastructure is required on site.
- Install low-flow plumbing fixtures for water conservation.
- Reduce the heat-island effect by installing high-albedo roofing or skylights.

### Community Links

Given the rail yards' location between two communities, a primary goal of the redevelopment vision is to embrace the history and cultures of the Barelmas and South Broadway neighborhoods and to ensure adequate public amenities are included for their residents. The dedication of workforce housing and community open space can help achieve this goal.

First, however, a review of the importance of design conformity to complement and link the adjacent neighborhoods is relevant. In traditional neighborhoods, design conformity works to ensure that each planning element evolves in unison and ultimately provides a sense of place to the project. The approach to the development of such a design vision begins with a full understanding of existing land use plans and community expectations to ensure conformity of the following elements:

- Pedestrian scale;
- Visual corridors;

- Open space/village greens/natural features;
- Residential corridor links;
- Urban edges;
- Opportunities for recreation and education;
- Appropriate barriers;
- Specified planting;
- Appropriate scale and proportion;
- Adequate pedestrian/bicycle linear corridors;
- Consistent design style; and
- Sensitive use of color and materials.

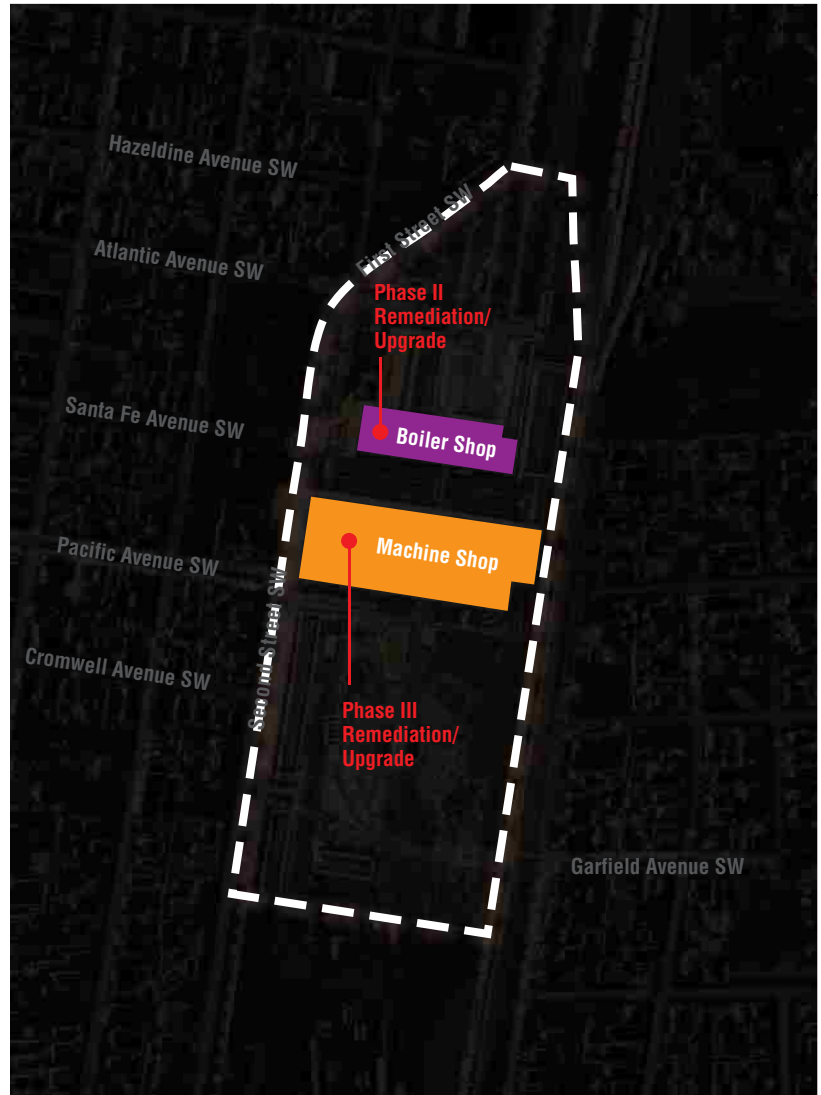
For the rail yards, a workforce housing component may use characteristics and elements of neighborhood housing styles together with design elements derived from space and function, as well as influences of neighboring architecture, traditional to New Mexico.

To preserve and restore elements of the property's historic character, rehabilitation of the Transfer Table to a plaza and of the Turntable to community parkland can serve as interpretive, archeological open space with graphic depictions of the historical significance of the site. This use will remind community members of their connection to the site and serve to introduce visitors to the rich history of the rail yards.

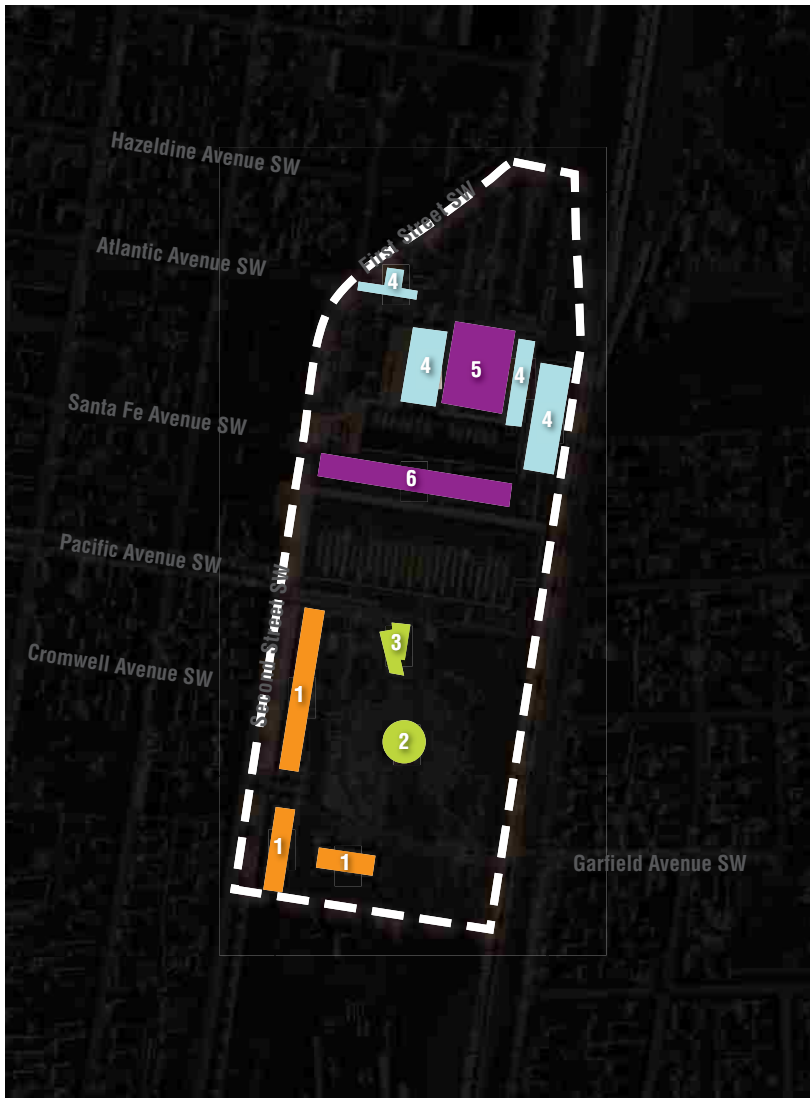
The introduction of a community park, a “green” amenity including a pavilion for activities such as weddings, Cinco de Mayo festivities, and cookouts, as well as the potential inclusion of a soccer field, can provide the entire community with much-needed open space for active and passive recreation. This proposal for interpretive space that both preserves elements of the site as archeological remnants and offers “meeting space” is included in the Landscape Program section of the following Development Scenario.

## Development Scenario

Thorough examination of relevant planning processes has informed and shaped the panel's development program for the rail yards. Proceeding



Proposed Phase II and III development program.



- |                                |                     |                                      |
|--------------------------------|---------------------|--------------------------------------|
| 1. Workforce Housing           | 3. Community Center | 5. Zocalo                            |
| 2. Turntable Interpretive Park | 4. WHEELS Museum    | 6. Transfer Table Interpretive Plaza |

Summary of phased development program.

with site development, however, will require taking some preliminary steps to prepare the property, including the abatement of soil contaminants presently on the site.

### Predevelopment Phase

The predevelopment phase will prepare the rail yards for future development by addressing environmental challenges and creating infrastructure. Specific actions include the following:

- Environmental remediation of the site, as necessary, including removal of contaminated soil;
- Demolition of structures determined to be nonessential;
- Creation of surface-level parking at the north end of the project site (entry/exit adjacent to the Firehouse) to accommodate approximately 240 automobiles;
- Infrastructure improvements to accommodate new development, including sewer trunk lines, stormwater management systems, and electrical upgrades;
- Community links via Cromwell Street, Pacific Street, and Garfield Avenue improvements; and
- Development of a linear greenway park to eventually connect the project site to downtown Albuquerque.

### Phase I Development Program

Phase I will begin the process of rehabilitating historic buildings on the site and creating new uses, including the following:

- Architectural upgrades of the Storehouse, Blacksmith Shop, Tank Shop, and Flue Shop, including remediation of potential lead and asbestos present in the buildings;
- Constructing at least 30 loft units of workforce residential housing in the Storehouse and adjacent new construction (totaling a minimum of 37,800 square feet), using historic tax credits as a funding source;
- Housing the WHEELS Museum and gift shop in the Blacksmith Shop;
- Locating a public market in the Tank Shop; and

- Putting a 4,000-square-foot family restaurant in the Firehouse.

### Phase II Development Program

Phase II will continue the development process by adding new residential and retail uses. Specific actions include the following:

- Architectural upgrades of the Boiler Shop for potential Phase II or new uses, including remediation of potential lead and asbestos present in the building;
- Possible introduction of a medium-sized grocery facility to the Tank Shop; and
- Alternative uses, including include retail space dedicated to live/work artisan studios (for example, jewelry, pottery, textiles).

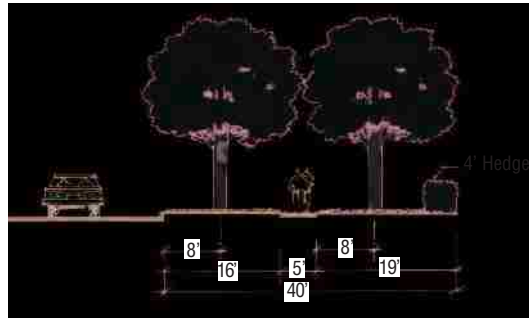
### Phase III Development Program

This phase of the development program features architectural upgrades of the Machine Shop, including remediation of potential lead and asbestos present in the building, for future development yet to be determined. It offers possibilities for sound stage production, light manufacturing, or vertical loft convertible space combining office and apartments.

### Landscape Program

The panel proposes an extensive landscape program designed to connect the rail yards to adjacent neighborhoods and create dynamic public spaces within the rail yards:

- Linear greenway (connection to downtown);
- Community links at Cromwell Avenue and Pacific Street;
- Turntable interpretive park;
- Transfer Table interpretive plaza; and
- Zocalo (central town square or plaza).



Landscape rendering of proposed design for pedestrian greenway and community links connecting the rail yards to downtown Albuquerque and surrounding communities.

### Potential Parking Needs

The panel notes that parking assumptions made in this report may not reflect actual parking demand for the proposed uses. The site is both parking and circulation constrained, and traffic studies should be completed during the predevelopment phase to validate actual parking needs or the feasibility for alternative modes of transport most relevant for serving the project selected.

As indicated in the description of the predevelopment phase, the panel estimates that initial parking needs for the proposed development—totaling approximately 240 spaces—can be built as part of site remediation and infrastructure development. A second parking development will be necessary in conjunction with Phase II development. A second level could be constructed on top of the existing surface parking area to accommodate 200 additional automobiles (projected for Phase II demand).

Parking at the south end of the Machine Shop building can accommodate the approximately 120 spaces projected for Phase III (the Machine Shop building).

# Development Strategies

**F**ollowing the extensive analysis of market potential and the planning and design vision, the panel believes a specialized set of strategies will be necessary to put the city of Albuquerque on a bold and exciting path toward building on existing historical and cultural character to achieve a unique identity and thriving future for the rail yards.

## Goal for the Study Area

The city's goal for the study area must be to ultimately reach a development agreement with a highly qualified and financially sound master developer who will be in a position to repay all of the city's investment, bring jobs to the property, and include substantial components of permanently affordable housing and neighborhood-serving retail in the mix of uses on the rail yards site.

## Strategic Approach

To achieve the stated goal, the city must have the planning process follow, not precede, the selection of a master developer. The city should solicit a request for proposal (RFP) to initiate this process. Ideally, developers who respond to an RFP will control users (for example, light manufacturing, R&D, public marketplace, artist cooperative) who will form the basis of an economic engine for the redevelopment project. Maximum flexibility must be maintained in the process to allow these engines to surface. After a developer is selected, the city can complete the planning process in collaboration with the selected developer and negotiate the public benefit features to be included in the scope of the overall plan.

## Predevelopment Steps

To maximize the number and quality of applicants, the rail yards property must be rendered as appealing as possible by eliminating existing hurdles

to successful development before exposing the property to the marketplace. To this end, before initiating the development process, the city should consider taking the following predevelopment steps that the panel believes are imperative.

## Legal Considerations

The deed from the BNSF Railway to a predecessor owner reserves two very broad easements for the railroad that could have a material and adverse effect on development of the site. The first easement reserves extensive rights over a broad area to access the Turntable and reserves the right to use, replace, and reconstruct the Turntable and the surrounding area and tracks. The easement is so extensive it is the functional equivalent of retained ownership.

The second easement seems to reserve the right to repair and replace tracks, utilities, and the like anywhere on the site where necessary for the operation of the railroad. This easement is extremely broad and not well drafted. Its interpretation, including its time limit, if any, is not free from doubt. Both of these easements should be eliminated or at least clarified and limited.

The same deed passes all responsibilities for environmental cleanup to subsequent owners and contains an extremely broad indemnity in favor of the railroad. These provisions may very well be enforceable, but an aggressive negotiating position with the railroad should test the public policy limitations of such provisions. The environmental remediation of the property is critical. If appropriate, the cause of these conditions should participate in the solution.

Currently, a practical and realistic short-term management agreement is in place for the property. Subsequent agreements with the selected developer, any tenants (including the WHEELS Museum), and all residents (tenants or purchasers) should be drafted with the highest standards of





Before redevelopment, the city must address easements held by BNSF Railway, which, if not eliminated or at least clarified, could adversely affect successful revitalization of the rail yards.

care and include clear statements of operational and financial obligations to protect the city's investment and avoid subsequent, unintended subsidies of noncity operations.

### **Planning and Zoning Considerations**

The city's ownership of the property presents unique planning possibilities. Because the city is now in complete control of all design and development issues, it should, as noted in the "Planning and Design" section, use this period of ownership to pursue an intense and creative master-planning process. The planning for the site should be dynamic and evolutionary. During this period, the city can control the issues usually subject to zoning through deed restrictions, land disposition agreements, and short- or long-term lease arrangements.

Nevertheless, planning and zoning are different functions. With the input of a qualified land use consultant who has extensive national experience, planning should lead to the creation of a special zoning district for the rail yards with use categories and incentives specific to the site. The zoning district should contain provisions regarding an application process that requires appropriate documentation and studies of traffic, parking, environmental impacts, noise, design guidelines, landscaping, methods for determining public benefits, standards for seeking relief, incentives, and the like.

The establishment of this zoning district gives the city the opportunity to address use issues, such as the incorporation of affordable and workforce housing, density bonuses, parking bonuses and flexibility, and LEED-related building standards. The zoning district should also be drafted with the adjoining Barelás and South Broadway neighborhood sector plans in mind but should be entirely separate. The current SU-2 special neighborhood zone is not sufficiently comprehensive.

The zoning district should specify the process for negotiating and implementing a development agreement that will vest the rights of any developer working with the site. This type of development agreement relates to the entitlement process and should be distinguished from the Alvarado or Paradigm Development agreements.

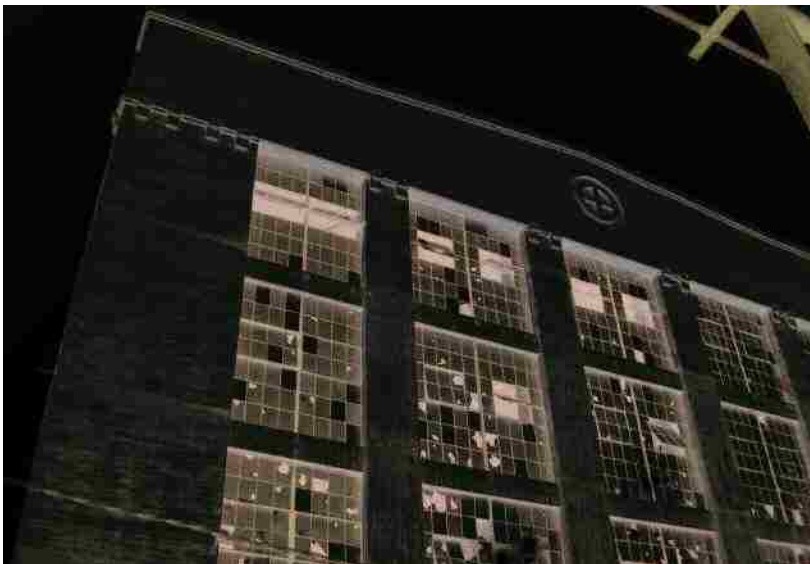
The panel believes that the city should also adopt a flexible and creative regulatory approach to dividing the property into separate lots or ownerships. The site parcel is large yet tight. It is likely too large for one owner to own and develop, or more important, for funding by one source of financing. A nontraditional approach to creating separate ownership will be required. Most likely, comprehensive cross-easement agreements, operating agreements, shared parking, and utility agreements similar to those for a large shopping mall will be required.

# Implementation

**T**he redevelopment of the historic rail yards is a project that has been highly anticipated because of its size, history, and location within the downtown area of Albuquerque. The effect of the redevelopment on the adjoining neighborhoods of Barelás and South Broadway has also been greatly anticipated. These neighborhoods grew in response to activity on the rail yards and now are challenged to redefine their future while not losing their intrinsic character.

Guided by the themes of the assignment posed by the sponsors, the panel has carefully considered the following implementation strategies. They are relevant to both predevelopment planning and on-site development activities and begin by identifying “big-picture” strategies—marketing, job creation and economic development, oversight of the development process, and the role of the WHEELS Museum as it relates to implementation of the rail yards redevelopment vision—that can be initiated before redevelopment on the rail yards property. The panel then addresses two categories of tasks appropriate at the project level: connections to

If Albuquerque’s rail yards are to flourish again and serve both business and community needs, the implementation of predevelopment planning strategies as well as on-site development activities is crucial.



downtown and surrounding neighborhoods, and site-specific activities.

## Marketing

The implementation of this redevelopment project will require a very broad view of all the components that can create a great plan. The rail yards property needs to be properly marketed and needs to be made attractive for redevelopment. The marketing program should include the identification of target industries and target markets that the site can serve.

New Mexico has been very successful in attracting and retaining business through aggressive business incentives. The Albuquerque metropolitan area and the state of New Mexico provide the following incentives to reduce the overall cost of doing business:

- Double-weighted sales option;
- Technology-jobs tax credit;
- Manufacturing investment tax credit;
- Gross receipts tax exemptions (Industrial Revenue Bonds);
- Property tax abatements (Industrial Revenue Bonds);
- High-wage-jobs tax credit;
- Job-training incentive program;
- Interstate WATS tax exemption;
- Out-of-state tuition waiver and lottery scholarships; and
- New Mexico film incentives.

The city should also evaluate the potential of developing a Foreign Trade Zone (FTZ) on the site or using the site as an extension of an existing FTZ

as a means of extending the marketability of the property and maximizing the use of the active rail. The purpose of the FTZ is to attract and promote U.S. participation in international commerce and trade. Merchandise in an FTZ is considered to be outside U.S. Customs territory and is subject to duty only when it leaves the FTZ for consumption in the U.S. market. Exported FTZ merchandise is not subject to duty liability.

The Albuquerque FTZ is just in the process of being activated. In fact, the Barelás Sector Plan identifies the establishment of an FTZ as a recommended program enhancement for the community.

## Job Creation and Economic Development

The Enterprise Zone Act was enacted to stimulate the creation of new jobs and to revitalize distressed areas in qualified communities and counties throughout New Mexico. With a strong public/private partnership and a focused strategic plan, such areas can be redeveloped to enhance the business and job opportunities for local businesspeople and residents. The program offers special incentives to businesses in the zone or who locate in the zone. The urban New Mexico zone is in the southwest quadrant of Albuquerque. This program should be reviewed to identify any incentives that could benefit job training and job creation, particularly for the communities of Barelás and South Broadway that are adjacent to the rail yards.

## Program Implementation and Oversight

The implementation of the panel's recommended plan must be guided by qualified professionals with experience in development and management of complex projects. These professionals include a highly qualified asset manager to perform the pre-development work, including contracting for the demolition of buildings that will not be incorporated in the final plan and removal of hazardous materials. The firm should have national standing to write, disseminate, and manage the RFP process recommended to identify the developer for the project. Furthermore, the services of an MAI appraiser with extensive experience in appraising industrial buildings should be engaged to

determine the market rent for the WHEELS Museum and any other buildings that will be leased to private entities.

The city has the opportunity to establish an implementation and oversight process that is transparent and inclusive of all the stakeholders who will be affected by the redevelopment of Albuquerque's rail yards. In addition to engaging professionals who are dedicated to the redevelopment process (city government representatives, community representatives, the University of New Mexico, local developers), the city should establish an advisory board. The responsibilities of such an advisory board should include the following:

- Hiring and supervising the asset manager;
- Hiring and supervising the appraiser;
- Supervising the property manager;
- Hiring the writer of the RFP;
- Selecting finalists for the RFP;
- Selecting the master developer; and
- Negotiating the development agreement.

The panel suggests the following membership for the advisory board:

- An elected representative from the Barelás neighborhood;
- An elected representative from the South Broadway neighborhood;
- A professor of architecture from the University of New Mexico whose additional duty would be to protect the architectural integrity of the existing buildings and assist in the negotiations for landmark designation;
- A professor from the University of New Mexico Business School whose duty would be to vet the financial strength of the developer applicants and the viability of the financial plans presented by the finalists;
- A representative from the mayor's office;
- A representative from the governor's office;
- A representative from the state legislature;

The rail yards parcel is occupied by a complex of large industrial buildings, formerly used by the BNSF Railway for locomotive repair operations.



the rail yards property would not exist. Their commitment to the history of the railroad and its significant effect on the development of Albuquerque has brought the redevelopment of the rail yards to this level of discussion and evaluation. The panel, therefore, recommends that the WHEELS Museum is deserving of an honored position in this development process. Given the significant amount of public monies that have been invested and that will be required to bring this project to fruition, however, the museum needs to demonstrate its viability and make an economic contribution to the success of the project ultimately undertaken.

The panel proposes the following terms for the WHEELS Museum's involvement in redevelopment procedures:

- A representative from the City Council; and
- A highly respected local developer whose duty would be to assess the feasibility of proposed uses and the project as a whole.
- The WHEELS Museum should be granted occupancy of the Blacksmith Shop on a leased basis as part of Phase I of the development program.
- The lease should be for a term of five years with recurring five-year options. No payment will be due in the first year.
- Beginning in the second year, the museum should pay market rent for the space. The rent will be determined by the MAI appraiser.

### **Role of the WHEELS Museum in Moving Forward**

But for the persistence, energy, and dedication of the sponsors of the WHEELS Museum, the current motivation to discuss the redevelopment of

- During the first year, the museum must obtain possession of at least two vintage locomotives and establish a \$60 million endowment for the purpose of covering operating and rent expenses without depending on public subsidy.
- The WHEELS Museum may have a right of first offer, with 30 working days' notice, on adjacent space, provided the museum is current in its obligations.

Museum planning and development is a specific niche activity within the broader world of institutional development. Museums serve a particular educational and cultural function within a community. In addition, museum operations are a critical component to ensure viable programming based on a strategic collection plan and supported by adequate staffing, an appropriate budget, and a generous endowment sufficient to allow a museum institution to serve its mission.

Albuquerque currently is home to several museums, some located on the University of New Mexico campus. The Albuquerque Museum of Art and History, for example, had an attendance of 113,799 in fiscal year 2007. Given the metropolitan population base in combination with 5 million annual visitors, the city seems to be particularly well served by this market. As a result, the proximity of the rail yards to downtown Albuquerque is a significant asset and can provide a link for those 5 million visitors to visit a new destination. The WHEELS Museum needs to determine a reasonable "capture rate" for these visitors, as well as for local, regional, and statewide residents.

Hard at work since 1999, the WHEELS Museum has been laying the foundation for a transportation museum in the city. The museum sees as its mandate providing an appropriate venue to preserve artifacts and educate New Mexico natives and the broader community about the importance of transportation, particularly railroads, to the formation and growth of the state. The objectives of the WHEELS Museum are to collect pertinent artifacts, assemble and preserve a collection pertaining to transportation, display and make the collection available to the public, interpret the meaning behind the objects through both temporary and

permanent exhibitions and educational programming, and provide excursion rail trips.

The WHEELS Museum board has done considerable planning and consensus building relative to carrying out its mission at the rail yards and now must turn its attention to taking advantage of the consensus and goodwill engendered by its efforts thus far to work with local stakeholders to put in place a viable plan that can birth a new museum at this seemingly natural location. Next steps should include the following:

- Developing a realistic startup budget;
- Coming to agreement on the appropriate space to begin operations within the rail yards, including negotiation of a formal lease;
- Inventorying the railroad companies and other parties for artifacts suitable for exhibition (whether temporary or permanent);
- Raising a collection budget of \$50 million;
- Raising an endowment of \$10 million;
- Developing a staffing plan with minimal reliance on city funding;
- Developing realistic attendance targets for the short and long term;
- Cultivating a relationship with the Smithsonian Institution;
- Developing a five-year program of work; and
- Engaging a third-party museum specialist who can measure progress of the WHEELS Museum.

The panel thinks the best location for the WHEELS Museum in its startup phase is in the rail yard's Blacksmith Shop, on the eastern portion of the property. The panel has recommended that the entire 27.3-acre site be developed in phases. Similarly, the WHEELS Museum should develop a phased approach for its own potential growth and development on the rail yards property, based on specific and measurable achievements. Such achievements should be based in demand, economic, and programmatic-oriented measures. Accepted methods exist for measuring success

The presence of the WHEELS Museum as part of the redevelopment plan for the rail yards would serve to both educate the public and celebrate the city's cultural history tied to the railroad industry.



among nonprofit institutions, including museums. The WHEELS Museum's potential expansion beyond the Blacksmith Shop should be predicated upon such success measures.

In addition, the museum's planning and development activities should be integrated with the overall planning vision for the property. The rail yards site, as envisioned by the panel, will be mixed use, made up of workforce housing, open spaces and exhibit spaces, a public market, restaurants, light industrial (such as a film studio) uses, retail uses, and parking.

Historically, the rail yards have been an employment center within the city of Albuquerque as well as for the Barelmas and South Broadway neighborhoods. This connection has been severed, and the rail yards have now been dormant for several years. A viable redevelopment plan for the property can renew this economic connection. Such a renewed economic connection can serve to revitalize these challenged neighborhoods and can at the same time build upon the cultural identities that are intrinsic to these communities.

To ensure such a revival of the rail yards, this process should be framed within the following themes:

- Reconnect the rail yards with Albuquerque's central business district and humanize this corridor of connection through business promotion.
- Invest in districts that surround the rail yards.
- Establish a new focus and identity for the future of the rail yards.

The WHEELS Museum is a critical component in establishing a new focus and a new identity for the rail yards redevelopment and that of its surrounding neighborhoods by building upon the neighborhood's traditional identities. The Barelmas neighborhood is rich in history and proud traditions. It is a cradle of Hispanic migration to the Albuquerque area in search of employment with the railroad. Thus a long-term link exists between the Barelmas community and the rail yards. This link is both economic and social in nature. Because so many members of the city's Hispanic population claim roots in the Barelmas neighborhood, they have strong connections to family, friends, and the place itself. This factor provides strength for the area and gives the community a competitive advantage in capturing its share of the economic growth that will result from successful redevelopment.

Finally, the city's Great Streets initiative can be an important element in upgrading transportation infrastructure leading to the rail yards. In combination, these assets will ideally overcome liabilities such as real and perceived crime and safety concerns. Another potential liability exists in the city government's strained financial resources, which make the range of physical, social, and economic problems relevant to redevelopment of the rail yards and surrounding neighborhoods difficult to deal with.

A viable redevelopment plan for the rail yards that includes a measured role for the WHEELS Museum can elevate the area to a point where the assets override the liabilities—thus potentially returning Barelmas and South Broadway to their former roles as key cultural identities inextricably linked with Albuquerque's rich history as a major hub of the railroad industry.

### **Connection to Downtown and Surrounding Neighborhoods**

During the interview process, the panel heard suggestions from various stakeholders regarding the need to "connect" the property to downtown. Residents of the surrounding neighborhoods were especially vocal about their desire to see the rail yards reconnected in a manner that will not negatively affect their communities. At the project

level, the following tasks can improve connection and access to the rail yards:

- Acquire the 7.2-acre parcel to the north of the rail yards, and evaluate the purchase of property to the south for enhanced accessibility and future expansion.
- Build a bicycle/pedestrian trail from the expanded site to Albuquerque's central business district with appropriate landscape treatment and amenities.
- Create an access point to the site from Avenida Cesar Chavez.
- Implement sector plans that address capital and infrastructure needs.
- Construct 30 units of permanent workforce housing in the existing Storehouse building (and expansion thereof).
- Remediate hazardous materials on site, taking advantage of the state's Voluntary Remediation Program. Specific remediation actions should include removing wood-block flooring in shop buildings, establishing a groundwater monitoring program, thoroughly testing the site for additional environmental contamination, encapsulating lead paint, and remediating lead-contaminated soil and volatile organic compound-contaminated soil. The panel recommends leaving remediation of asbestos-containing window glazing for cleanup by the master developer.

### Site-Specific Activities

In addition to the zoning overlay described in the "Development Strategies" section, other site-specific tasks must be executed to implement the planning design and redevelopment vision for the rail yards, including the following:

- Develop a business marketing plan for the site that addresses the strategic positioning of the property and identifies development incentives that will attract the private sector to the site. Development incentives may include the designation of the site as an Enterprise Zone or the establishment of a Foreign Trade Zone.
- Negotiate with a utility company to provide services, including burying the gas line on the west side of the rail yards, and to construct a new electrical substation.
- Retain the services of a nonprofit corporation for the development of the workforce housing.
- Seek reimbursement from the railroad for hazardous materials remediation.
- Demolish nonessential buildings.
- Reach agreement with the WHEELS Museum regarding its occupancy of the Blacksmith Shop and possible expansion options.

### Implementation Sequence

The procedures described here outline the panel's proposed steps for successful redevelopment of the rail yards. Prior to redevelopment, all organizational requirements should be put in place, regulatory standards should be established, and traditional predevelopment activities, such as clarifying title issues and remediation activities, should be attended to. Subsequent activities, following the selection of the proper developer, should be implemented concomitantly during the phased-development scenario defined in the "Planning and Design" section of this report.

# Conclusion

The city of Albuquerque is respectful of both the historic significance and the future potential the rail yards possess. Their history and future are, in fact, inseparable, and this understanding helped the panel craft recommendations it believes will facilitate the city's ability to guide the redevelopment process and ultimately brand a new identity for the property that benefits not only the city but also its communities and their residents, the greater Albuquerque region, and the entire Land of Enchantment.

For this grand vision to reach fruition, however, both practical and creative steps will need to be taken to ensure success. A redevelopment effort of this magnitude will take time, patience, and of course, sound management, and the city should pursue each step with precision and diligence. To initiate this exciting course of action, the panel reemphasizes the following steps, which it deems imperative prior to redevelopment of the rail yards:

- Address the two easements held by the BNSF Railway so they can be eliminated, or at least clarified and limited, before development.
- Identify responsibility for environmental remediation of the rail yards to render the property as appealing as possible to potential master developers before exposing it to the marketplace.
- Establish an advisory board responsible for hiring and supervising an asset manager, an MAI appraiser, and a property manager, who will be the author of the RFP to be solicited and the eventual selection of a master developer.

- Upon selection of a master developer, and to initiate the planning process, create a zoning overlay district for the rail yards with use categories and incentives specific to the site.

Following these steps, the city will be positioned to maximize the potential outcomes of a large-scale, mixed-use development scenario that includes each of its desired elements—dedicated workforce housing, adaptive use of historic buildings, improved connectivity to the surrounding communities of Baretas and South Broadway as well as to Albuquerque's central business district, use of sustainable design principles, and the future home of the WHEELS Museum—initially outlined in this report. With progress, Albuquerque's urban fabric will significantly strengthen as infill development of this nature helps knit its distinct neighborhoods into a more seamless, prosperous, livable urban tapestry.

To this end, the panel challenges the city, as the purveyor of civic leadership, to implement a vision for the rail yards that is beyond everything that has been discussed in the past. Such an ambitious achievement can instill a new sense of pride among neighboring communities, as residents whose histories are deeply tied to the rail yards again are connected to and unified by a shared past and prospects of a future legacy. When complete, successful redevelopment of the rail yards is sure to be heralded as iconic as both the buildings and history that define them.



# About the Panel

## Christopher W. Kurz

*Panel Chair  
Baltimore, Maryland*

Kurz is currently president and chief executive officer (CEO) of Linden Associates, Inc., a regional real estate services and mortgage banking company engaged in the financing, acquisition, development, and management of commercial property. The firm also consults for corporations on real estate matters. Previously, he was a cofounder, chairman, and CEO of McGill Development Company, which grew into the fourth-largest commercial real estate development company in the Baltimore metropolitan area.

Kurz served as chairman of the board of directors and cofounder of Columbia Bancorp and the Columbia Bank, a billion-dollar, publicly traded bank holding company. As a principal at Alex Brown Real Estate Group, Inc., he acquired investments for pension fund clients. Other companies with which Kurz has been involved include J.G. Smithy Company, Maryland National Corporation, and the Rouse Company.

His professional affiliations include membership in the Urban Land Institute, where he has been a member of the national leadership group, chair of the Baltimore District Council, vice-chair of the Small Scale Blue Development Council, and a National Program Committee member. Kurz is also a member of the International Council of Shopping Centers, a past member of the National Association of Industrial and Office Properties (NAIOP) and the Mortgage Bankers Association, and a past board member of the Catherine McAuley Housing Foundation in Denver. He holds an MBA from the Wharton School at the University of Pennsylvania and a BA from the University of Pennsylvania.

## Guillermo Aguilar

*Irvine, California*

A member of the American Institute of Architects (AIA), Aguilar has more than 25 years of experience managing and developing large complex projects. As a project executive, he has provided professional services including development services, architectural design, program management, environmental planning and design, master planning, and real estate development for construction projects totaling over \$3 billion.

With his strong management approach and extensive development planning, design, and construction experience, Aguilar has successfully completed projects to meet program, design, and aesthetic goals, simultaneously meeting timetables and budgetary requirements. The types of projects he has worked on include areawide development strategies and project implementation, retail/mixed-use development, medical/hospital facilities, hotels and resorts, residential multifamily buildings, and office and multiuse developments. Aguilar has proven his knowledge, professionalism, and ability to work in various areas of the development and program management field in multiple projects with many types of private and public institutions, including the Irvine Co., Walt Disney Co., the city of Los Angeles, and the Los Angeles Schools Bond Program.

Aguilar is a registered architect in California, a full member of the Urban Land Institute, a council member of the ULI's Residential Neighborhood Development Council, and a thesis adviser for the Graduate School of Architecture at the University of Southern California. In addition, he serves as a member of the Blue Ribbon Citizens Oversight Committee for school construction in Los Angeles, overseeing over \$15 billion of school bond construction.

Aguilar received a bachelor of architecture from the National University of Mexico, a master of architecture from Tulane University, and a master of landscape architecture from Harvard University. His work has been published in the *Los Angeles Times*, *Women in Architecture*, *Landscape Architecture*, and *California Architects*.

### **Luis Belmonte**

*San Francisco, California*

Belmonte is a principal of Seven Hills Properties, developers of retail, multifamily, and industrial real estate in California, Oregon, and Nevada. Previously, he was an executive vice president of, and one of the founders of, AMB Property Corporation, where he ran the development program (\$250 million per year) and supervised management of assets (50 million square feet) in the western United States. During his tenure at AMB, Belmonte spearheaded its effort to enter the Mexican market and developed its headquarters building on the San Francisco waterfront.

Before his tenure at AMB, Belmonte was a partner with Lincoln Property Company, responsible for industrial development projects in northern California. Over the course of 16 years, he developed in excess of 18 million square feet of industrial buildings. His responsibilities included site selection, financing, construction management, leasing, and property management.

Belmonte spent three years on active duty with the U.S. Navy, during which time he rode a destroyer escort on coastal patrol in Vietnam and spent 13 months as the Naval Gunfire Liaison Officer, Fire Support Coordinator, and forward observer with the First Marine Regiment.

He is a member of the Urban Land Institute, where he chairs one of the Industrial and Office Park Councils. He is a past president of the San Francisco chapter of NAIOP. He is a board member of Boys Hope Girls Hope San Francisco and Edgewood Center for Children, where he serves as finance chair. Belmonte graduated from the University of Santa Clara with a BA (cum laude) and did graduate studies in political science at the University of Chicago and the University of California, Berkeley.

### **Michael Berne**

*New York, New York*

Berne is the president of MJB Consulting, a New York City-based retail real estate consulting concern. MJB is retained by a mix of municipalities, quasi-public/nonprofit organizations, and private, for-profit developers to work on market analyses, merchandising plans, revitalization strategies, tenant recruitment, and training sessions. The firm's assignments span North America, with recent engagements in Atlantic City, New Jersey; Cleveland, Ohio; Las Cruces, New Mexico; Minneapolis-St. Paul, Minnesota; Mobile, Alabama; Saskatoon, Saskatchewan; Wilmington, North Carolina; Winnipeg, Manitoba; and, of course, New York.

Berne has written extensively for *Urban Land* and has served on expert panels for the Urban Land Institute and the International Economic Development Council (IEDC). He has presented at the annual conventions of the IEDC, the International Downtown Association, the Local Initiatives Support Corporation, the National Main Street Center, and the International Council of Shopping Centers' Alliance Program, as well as numerous statewide conferences. He has lectured at the University of Pennsylvania's Graduate School of Planning and created his own course on urban retail for the Newman Real Estate Institute (City University of New York). Last, he has appeared in a wide range of periodicals, including the *Washington Post* and the *Financial Times*.

Berne received his undergraduate degree at Columbia University, New York, and an MPhil from Columbia University in the United Kingdom.

### **Modesto Bigas-Valedon**

*Philadelphia, Pennsylvania*

AIA-member Bigas-Valedon is currently the project architect at Wallace Roberts & Todd (WRT) for the new Fraser Centre mixed-use project in State College, Pennsylvania, for Susquehanna Real Estate, LP. Most recently, he served as project architect for Charlottesville, Virginia's new transit station in its historic Downtown Pedes-

trian Mall, which is the city of Charlottesville's first new construction seeking to achieve LEED certification. The project is part of WRT's larger urban design proposal developed for the city.

While at WRT, Bigas-Valedon has been involved in the design of other projects of varying scale and complexity. They include the award-winning Broad & Washington high-rise complex in Philadelphia for Pitcairn Properties, the Tempe Town Lake project in Arizona for Namwest, and the Armed Forces Retirement Homes Initiative in Washington, D.C., for Clark Realty Capital. Prior to joining WRT, Bigas-Valedon was a senior designer at Machado & Silvetti Associates, where he participated in a wide variety of projects, such as the One Western Avenue Graduate Student Housing for Harvard University, the Atelier 505 mixed-use development for the Druker Company, the Honan-Allston Branch of the Boston Public Library, and the Getty Villa renovations in Malibu, California.

Bigas-Valedon received a bachelor of architecture from Cornell University and a master of architecture in urban design from Harvard University. He is a registered architect in Massachusetts and a LEED Accredited Professional. At Harvard, he was a teaching assistant to Professor Rodolfo Machado, and he has served as part of the design faculty at the Boston Architectural Center.

## **Diana Gonzalez**

*Miami, Florida*

Gonzalez is the president of DMG Consulting Services, Inc., and the Consulting Group of South Florida, Inc. Both firms engage in management consulting services in the areas of project management and facility development for nonprofit, government, and for-profit clients. Current clients include the Beacon Council, Carter Goble Lee, Fitch and Associates Dade Community Foundation, Miami-Dade County, and MGT of America.

Before entering the private sector, Gonzalez was employed by Dade County as the director of the Department of Development and Facilities Management. This agency provided central support services in the areas of real estate acquisition and leasing, facility management, and building con-

struction. She began her career with Metro-Dade County immediately following the completion of her master's degree from Northeastern University in 1979.

Beginning as a management intern, Gonzalez worked for most of her county career in the capital improvement field. County land acquisitions, architect and engineer selection, and capital budget expenditure oversight were some of her responsibilities in the Capital Improvements Division. This division was responsible for the development and implementation of the \$200 million Criminal Justice Program. This general obligation bond program modernized the county's criminal justice system through the development of new courthouses, jails, police, and support facilities. In 1989, the Capital Improvements Division was merged with the county's facilities and construction management divisions and Gonzalez was named director of the new Department of Development and Facilities Management.

She received her BA from the University of Florida. In 1989, she attended the Senior Executive Program in State and Local Government at the John F. Kennedy School of Government.

## **John J. Griffin, Jr.**

*Boston, Massachusetts*

Griffin joined Edwards Angell Palmer & Dodge LLP in the fall of 2002, bringing with him over 34 years of experience in the field of real estate law. During the course of his career, he has represented real estate developers, lending institutions, and educational institutions.

Griffin has represented the lender, developer, or institution in such varied projects as Copley Place, Natick Mall, Shopper's World, the expansion of the Boston College football stadium, Point West Office Center and Point West Place in Framingham, Massachusetts, and University Place, University Green, Cambridge, Massachusetts. In addition, he recently represented Parametric Technology Corp. in connection with the development and safe-leaseback of its new corporate headquarters in Needham, Massachusetts.

In addition to his development and lending experience, Griffin supervised, strategized, and successfully argued before the Supreme Judicial Court of Massachusetts the case that secured the development permits for the quarry site on Route 128 in Weston, Massachusetts. This case was probably the longest-running land use battle in the history of the commonwealth.

Griffin began his career at Herrick, Smith, Donald, Farley & Ketchum and moved to Bingham, Dana & Gould. After Bingham, Dana, he spent 18 years as a partner, member of the executive committee, and three years as managing partner of Rackemann, Sawyer & Brewster in Boston. He then spent nine years as a partner at Hutchins, Wheeler & Dittmar before coming to Edwards & Angell. For more than 20 years, Griffin has been listed in the real estate section of *The Best Lawyers in America*.

Very active with Urban Land Institute on a national level, Griffin has served on various councils and as chairman of one of ULI's councils. He has spoken frequently at ULI meetings and is also program chair of the ULI District Council for Boston. Griffin has served on the executive committee of NAIOP and currently serves on the Programs Committee, which he has previously chaired. His speaking engagements and publications include "Legal Aspects of the Development Process," Urban Land Institute Real Estate School, 1986–2001, and "Professional Service Firms and the Real Estate Economy in Boston," NAIOP, February 2003.

## **Philip Hart**

*Los Angeles, California*

Hart is executive director of the Urban Land Institute Los Angeles (ULI LA) District Council. ULI LA was the first of the 62 ULI District Councils in the United States, Europe, and Asia to reach 2,000 members. Hart also owns two small businesses located in Hollywood, California, one a real estate development company and the other an entertainment company.

A ULI member for over 20 years, Hart initially joined when he lived in Boston. With ULI LA,

Hart has been active with the Executive Committee, the Program Committee, and the Inner City and Urban Policy Committee, which organizes the annual Urban Marketplace. He has also been named a Senior Fellow at the University of California, Los Angeles (UCLA)'s School of Public Affairs for the 2007–2008 academic year.

Hart took early retirement as professor of sociology and director of the William Monroe Trotter Institute at the University of Massachusetts, Boston, in 2002, after over 25 years with the university. While there, he was also a Senior Fellow with the John W. McCormack Institute of Public Affairs for three years. On two separate occasions, Hart was a visiting research sociologist at UCLA's Ralph Bunche Center for African American Studies.

As part of ULI Advisory Services panels, Hart served in New Orleans in 2005 after Hurricane Katrina, helping guide the city's redevelopment, and in Washington, D.C., in early 2006, assisting that city with its \$100 million, four-year Great Streets initiative. Hart has also cosponsored ULI advisory services panels, including a 2001 visit to Hollywood, California. That ULI report, "A Strategy for Hollywood's Comeback," has been guiding redevelopment of this iconic neighborhood.

Hart's 25-plus-year history as a real estate developer includes serving as master developer of CrossTown Industrial Park in Boston's Roxbury neighborhood—a 75-acre urban business park with high-tech, biotech, university, office, retail, industrial, textile manufacturing, hotel, public utility, and residential tenants that opened in 1980. He was project manager for the \$60 million, 5,000-seat West Angeles Cathedral in South Los Angeles, which was dedicated in April 2001. He is senior adviser for the West Angeles Building Strategy Team for the West Angeles Campus and West Angeles Village developments and part of a team involved with brownfields remediation and development in Carson, California.

Active with issues of urban mass transit in both Boston and Los Angeles, Hart directed the Southwest Corridor Special Mobility Study in Boston in the early 1970s, an origin-destination study that was an element in the regional Boston Transporta-

tion Planning Review that led to the relocation of the Massachusetts Bay Transportation Authority (MBTA) Orange Line, the creation of the MBTA Silver Line, and the creation of a new cross-town arterial, Melnea Cass Boulevard. In Los Angeles, Hart was active with the Hollywood Chamber of Commerce in support of the Metropolitan Transit Authority (MTA) Red Line and currently serves on the MTA Expo Line Construction Authority Urban Design Committee.

Hart has published widely on a variety of topics and produced documentary films and syndicated radio programs over the past 25 years. His documentary films *Flyers in Search of a Dream*, the story of America's first black aviator, and *Dark Passages*, the story of the Atlantic slave trade, have been best sellers in the PBS Video catalogue for over a decade.

Hart earned his BA in sociology from the University of Colorado, Boulder, where he was a cum laude graduate as well as a student-athlete. He was inducted into the university's Distinguished Alumni Gallery in 1995. He earned master's and doctoral degrees in sociology at Michigan State University.

## Anita Morrison

*Washington, D.C.*

Morrison manages Bay Area Economics (BAE)'s Washington, D.C., office, directing BAE assignments for the eastern United States. Since 1977, she has specialized in market and financial feasibility analysis, public agency land disposition, affordable housing, economic development for major urban centers, and economic and fiscal impact analysis.

She has extensive experience directing revitalization strategies, including work for neighborhoods adjacent to downtown Hampton, Virginia; the Butchertown neighborhood in Louisville, Kentucky; and the Park Place neighborhood in Norfolk, Virginia. In Dayton, Ohio, Morrison evaluated revitalization and redevelopment options for nine obsolete shopping centers. She has developed special expertise in urban entertainment and arts districts through work in Pittsburgh's Cultural Dis-

trict, the Illinois River waterfront in Peoria, Uptown Charlotte, and downtown Cleveland.

In addition, Morrison has recently focused on economic development through tourism, including work on the National Road Scenic Byway and Anacostia Trails Heritage Area. She is also expert in structuring and negotiating public/private partnerships for major urban projects. She served for 15 years as real estate adviser to the Pennsylvania Avenue Development Corporation in Washington, D.C., facilitating \$1.4 billion of private investment in commercial and residential development projects. She has also structured partnerships and conducted business planning for military base reuse projects, including the Fitzsimons Army Medical Center (Colorado), the David Taylor Research Center (Maryland), the Naval Ordnance Station (Kentucky), and Newark Air Force Base (Ohio).

Morrison's housing work includes formulating an asset management strategy for the affordable portfolio held by the Albany, New York, Housing Authority; analyzing the market support for mixed-income housing in New Haven, Connecticut; evaluating affordable housing legislation in Washington, D.C.; preparing the North Suburban Consortium's Consolidated Plan in Massachusetts; and analyzing the feasibility of a planned new urbanist neighborhood for Pennsylvania State University.

She also has extensive background in feasibility analysis and development planning for bioscience and R&D parks, including assignments for the Oregon Health Sciences University, Colorado Bioscience Park Aurora, the University of Wisconsin-Madison, and the Virginia Biotechnology Research Park. She has prepared a wide range of economic and fiscal impact analyses, including studies for the Johns Hopkins University, the Washington Opera, the University of Maryland Medical System, and the District of Columbia. Her detailed analyses of the fiscal impacts of proposed historic preservation tax credits in the state of Oregon and housing/economic development incentives in the District of Columbia have supported elected officials' legislative considerations.

Morrison earned a master of public policy from the University of Michigan. She is a member of Wash-

ington's Committee of 100 on the Federal City, the International Economic Development Council, the Urban Land Institute, and the National Association of Installation Developers. She served on a ULI Advisory Panel to develop guidelines for strip commercial development and redevelopment.



**ULI—the Urban Land Institute**

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Suite 500 West  
Washington, D.C. 20007-5201



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## **Appendix C**

### **Albuquerque Rail Yard RFQ**



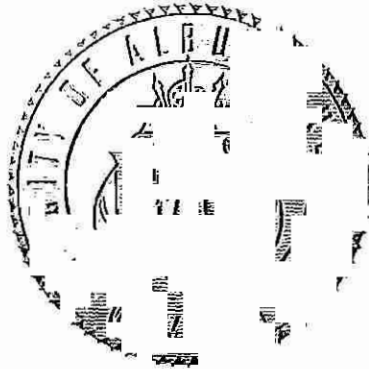
Due Sept 10  
auction Sept. 1st

# City of Albuquerque

## Request for Proposals

Solicitation Number: RFP2011-003-JR

Albuquerque Rail Yards Development



Kara  
web site  
summary of  
opportunities  
extensive

Due Date: Friday September 10, 2010 NLT 4:00 p.m. (Local Time)

The time and date proposals are due shall be strictly observed.

### Pre-proposal Conference:

Tuesday, July 13, 2010, 9 AM

Tour Location – 1100 2<sup>nd</sup> Street, SW, 87102 (Rail Yards property)

11 AM Question & Answer, Location – One Civic Plaza NW

City Hall, 400 Marquette Avenue NW 87102

9<sup>th</sup> Floor City Council Committee Room.

City of Albuquerque  
Department of Finance and Administrative Services  
Purchasing Division

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Selection process —

1) — R.R. ADVISORY BOARD — all on selection committee (making entire selection)

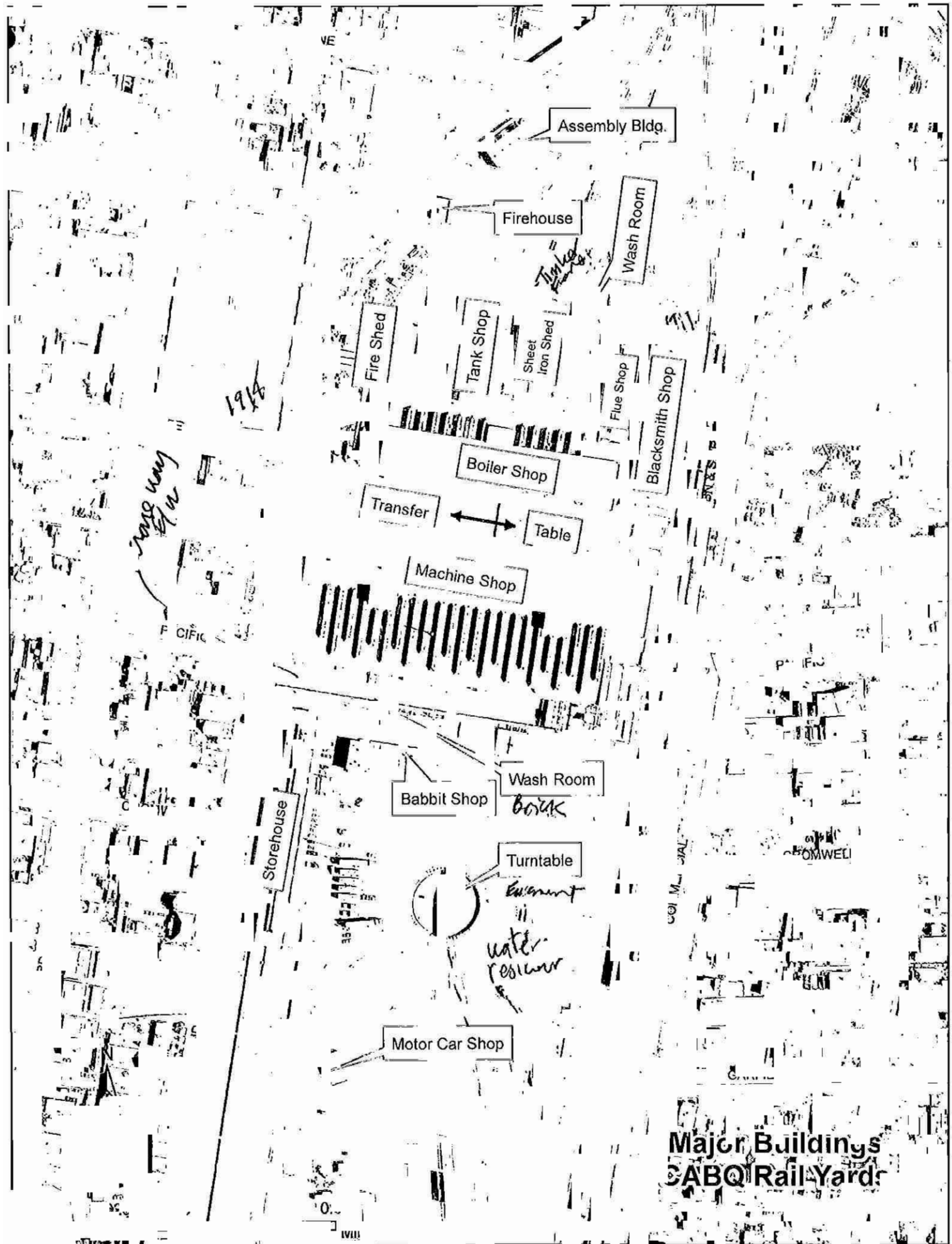
2) more of a RFQ than RFP, qualification

~~over~~ report — ? Reference  
ULI — advisory report.

3) Environmental — split property in 3 sites  
1) Northern piece  
2) South end  
3) middle

4) Pit + Redius + access easement

5) access from end of tracks, not yet



Assembly Bldg.

Firehouse

Wash Room

Fire Shed

Tank Shop

Sheet Iron Shed

Flue Shop

Blacksmith Shop

Boiler Shop

Transfer

Table

Machine Shop

Storehouse

Babbit Shop

Wash Room

Turntable

Motor Car Shop

1914

large way

CIFIC

Brock

equipment  
water reservoir

Major Buildings  
CABQ Rail Yard



Mayor divider

## NOTICE TO OFFERORS

This RFP is issued as a result of City Council Resolution R-08-47 which formed the Rail Yards Advisory Board (the "Board") for the purpose of establishing a public competitive process for the selection of a Master Developer. In order to meet the requirements of the Resolution and the Board, the traditional RFP process has been revised in several ways, creating a new form of competitive solicitation as approved by the City's Purchasing Officer. Please see Part 2, Instructions to Offerors, Section 1.26 for more information regarding process changes.

Historic?

- no level of historic design control.

- interest -

- city landmarking the whole property,  
city council adopted

only one bldg is a landmark at this time

~~Qualifications~~

Qualifications - part 4 How much Q vs P  
in RFP

not really looking for renderings of  
Proposed uses

---

city Dept involvements - 1.7 see.

12 board members - currently out of  
14

tabs, Divider, index, maps not in page count  
or Financial

## INTRODUCTION

**I.1 Overview:** The City of Albuquerque (City) is requesting sealed proposals for the selection of a Master Developer to plan, design, implement, and manage a mixed-use redevelopment of the City-owned 27.3-acre site containing Historic Locomotive Shops (a.k.a. the “Rail Yards”) (see **Appendix A** for maps and photographs; also see **Appendix N** for a “Visual Tour” of the site).

The City is interested in selecting a development team to plan, design, finance, construct and operate a mixed-use development to be substantially housed in a group of historic steam locomotive repair shops constructed in the 1910s and ‘20s and from which railroad operations were terminated in the 1960’s.

The City’s vision for the redevelopment is mixed-use and must include, by City Resolution, a minimum of thirty (30) units of Workforce Housing as defined in the City’s Workforce Housing Opportunity Act (**Appendix B**) and a transportation museum (Museum) to be operated by the WHEELS (“We Have Everything Everyone Loves Spinning”) Museum Foundation (a local 501c.3 corporation) (**Appendix C**).

Further, the City’s Rail Yards Advisory Board, which is charged with selecting the Master Developer, envisions diverse uses for the site such as, but not limited to and in no particular order:

- Light manufacturing
- Indoor athletic recreation area
- Outdoor common venue for sales of goods, such as a public market
- Mixture of general retail and office space
- Film studios or production facilities
- A school, particularly focused on training and job development for the area
- Small social service venues such as a day-care center and clinic
- An amount of outdoor public gathering space
- Hotel
- Market-rate housing as part of a mixed-income development
- Restaurant space to serve the local area as well as the city at large
- Grocery store

This list of uses is not required, and the Offeror is free to consider any other land uses it feels are consistent with the general goal of redeveloping the site as a mixed-use project. In order to achieve a wide range of uses, Offerors are encouraged, but not required, to seek partnerships and diverse funding sources.

In summary, the purposes of the redevelopment project are to:

1. *Develop Workforce Housing and a Museum to be operated by the WHEELS Museum* to meet legislative requirements (**Appendix D**);
2. *Establish a focal point for social and commercial activity;*

3. *Restore connectivity* between the site and adjoining neighborhoods, and strengthen connections with other area amenities and resources;
4. *Catalyze further neighborhood redevelopment* in collaboration with the Barelás and South Broadway neighborhoods (See Appendix E, “Barelás Community Vision” and “South Broadway Community Vision”);
5. *Preserve and re-use* the site’s historical architectural assets and unique visual environment;
6. *Stimulate redevelopment* of Albuquerque’s greater downtown area;
7. *Maximize transportation opportunities* offered by proximity to the “RailRunner” Commuter Train Station, City transit hub, and bicycle network;
8. *Generate employment opportunities*, with a mix of living- and high-wage jobs, as well as job training; and
9. *Provide for the substantial public and social needs of the community*, including, for example, health care, job training, education, immigrant services, and childcare.

**The selected Offeror will be expected, through a phased process described in Section 3 of this RFP, to develop and implement a comprehensive plan for redevelopment that will minimize the City’s development and financial risk and mitigate or eliminate the City’s operating responsibility and risk.**

**I.2 The Opportunity:** The City of Albuquerque is pleased to offer this opportunity to redevelop the Rail Yards, an important historic site, consisting of 27.3 acres of land and 360,000 sq. ft. of Historic Locomotive Shops (see Appendix F for construction documents and dimensions of major buildings). The site is centrally located near Downtown Albuquerque and between two culturally rich neighborhoods. The existing buildings are striking examples of industrial architecture, and the outdoor spaces created by them are equally commanding. There is vacant land available for new development as well as enormous potential in the re-development of the existing buildings. In addition to street access, the site can be creatively connected to the entire state by means of the railroad tracks that border the site. Establishment of a Museum under the aegis of the WHEELS Foundation has significant potential to be an active draw for tourism and education that may well have world-wide appeal. The site is centrally located to many other points of interest within the city, including the Fourth Street and South Broadway corridors, the National Hispanic Cultural Center, the South Broadway Cultural Center, the Zoological Park, and two historic national roads – El Camino Real and Route 66. Slightly further afield are downtown and the Convention Center, the East Downtown area, Old Town and its complex of fine museums, and the University of New Mexico. The Albuquerque International Airport (Sunport) and the Kirtland Air Force Base/Sandia National Laboratories complex are nearby.

The City is pursuing the total redevelopment of the site to benefit and spur responsible revitalization of the adjacent neighborhoods, provide residential, commercial, and cultural amenities to serve not just the region but the state and nation, provide Workforce Housing opportunities, offer opportunities for significant economic development,

including the provision of employment and retail/commercial services, and offer an education and tourism opportunity in the WHEELS Museum. These non-historic uses of the complex will require compatible design and additional effort but also result in round-the-clock occupation of the site. Whatever mix of uses is finally decided upon, the re-use of the buildings, the use and extension of the outdoor spaces between the buildings, and the re-connection of the site to the community at large will once again bring the people of Albuquerque, as well as the region, state, nation and world, a place of community pride and achievement.

**I.3 Albuquerque:** The City of Albuquerque is located in Bernalillo County, New Mexico, with a population estimate of 482,498, as of 2005, according to Claritas statistics. Approximately 80% of the residents of Bernalillo County are also residents of the City. The estimated greater metropolitan population is 782,916, as of 2005, according to Claritas statistics. More detailed information about Albuquerque may be obtained from the U.S. Census Bureau, the University Of New Mexico Bureau Of Business and Economic Research, and the Bureau of Economic Analysis.

With a diverse landscape of 10,000-foot tall mountains, volcanic cones, and river valley the Albuquerque area was one of the first populated areas of the United States. The ancestors of our Native American Pueblos or “peoples” arrived in the river valley as long as 12,000 years ago. The confluence of the Rio Grande River and a pass through the mountains to the east (Tijeras Canyon) caused this spot to be selected for the establishment of a new Spanish village – the Villa De Alburquerque – in 1706. Thus Albuquerque is one of the oldest cities in the New World. Another century saw the arrival of the first trappers and traders from the east, culminating in the establishment of the Santa Fe Trail.

The physical setting of the city lends itself to an outdoor lifestyle that complements its intellectual prowess. It is set at an elevation of 5,000 feet, between the Sandia Mountains and a line of volcanic cones, on the banks of the Rio Grande River. The climate is delightfully “four-season” with over 300 annual days of sunshine. It has an award-winning recreational trail system, clean skies and water, and is consistently ranked very high by such health-oriented organizations as “Outside” magazine (Top Ten Healthy Communities - #6 in 2009) and US News and World Report (Top 10 Places to Live in July 2009), which cited the city’s “clear skies, trails, and a strong economy.”

The last point about a strong economy is important. Albuquerque is known for combining prudent fiscal management with a progressive attitude towards development. Major organizations use such terms as “affordable labor,” “work force quality,” “incentives” and “ease of working with local officials” as reasons why Albuquerque is a good place to do business and continues to maintain high bond and credit ratings.

**I.4 History of the Site – Industrial Architecture, Employment, and Community:** Between 1880 and 1930, the single most important factor in Albuquerque’s

transformation from a farming village to a commercial and industrial center, and its emergence as the leading city of New Mexico, was the railroad. Throughout this period, the Santa Fe Railway was the city's leading employer, culminating in an estimated 1500 employees during World War II. The Historic Locomotive Shops on the Rail Yards site were built between 1914 and 1924, evoking local pride and prompting prosperity. Because of the railroad's leading role; the remaining structures are now the most prominent reminders of this important period in Albuquerque's history.

### **Historic Preservation**

The Santa Fe Railway demolished its landmark Hotel Alvarado in 1970, removing the most treasured of Albuquerque's railroad buildings after a local preservation effort stalled. Its loss informs local thinking about the value of the city's remaining historic buildings, especially those of the railroad.

In 1986 the Santa Fe Railway demolished the Roundhouse, Power Plant, and 230-foot smokestack, thwarting the City's attempt to designate the complex as a City Landmark, which could have helped prevent demolition. Again Albuquerque's railroad architectural heritage was harmed, drawing even more attention to what remains of the massive Historic Locomotive Shops.

The sixteen structures remaining from the shops complex constitute the largest historic industrial plant in the state. They employ a variety of materials and features which reflect the rapid innovation of industrial design and architecture at the time. Several of the buildings, because of the quality of their design, construction, and style, are particularly good representatives of this industrial aspect of the city's history and are eligible for listing in the New Mexico Register of Cultural Properties and National Register of Historic Places, as well as designation as Albuquerque City Landmarks (**see Appendix G for eligibility list**).

The sheer grandeur of the largest shop buildings is compelling as a matter of both preservation and redevelopment. Giant spaces once filled with workers and machines, noise, and heavy air are now vacant. Though empty to the eye, they're jammed with expectations -- employment, economic development, community activity, housing, tourism, and delight. Defined by structural systems that admit daylight through acres of glass, these buildings present opportunities and challenges worthy of an experienced development and design team.

### **Creating Employment Opportunities and Community Connections**

Once home to many of the shops' workers, the Barelás and South Broadway neighborhoods stand to gain from appropriate redevelopment of the complex. Having lived alongside the railroad and related heavy industry, however, residents of these neighborhoods are deeply concerned about the effects, favorable and otherwise, of any proposed redevelopment. Both the Barelás and South Broadway Sector Development Plans (**Appendix H**) note the critical role the railroad played in their development, and both advocate job creation on the site and restoring the site's once-strong connection between the two communities.



Not evident today but discernible in early 20<sup>th</sup> century photographs, part of the shops complex was planted with trees, making an apparently smooth transition between it and the Barelás residential area to the west of 2<sup>nd</sup> Street. Indeed, the railroad once owned buildings in the residential area, and there was a gradual transition between the industrial and residential uses, not a hard edge as now exists at 2nd Street. Recreating a smooth transition is very much desired in the redevelopment.

*Adapted from: The Historic Railroad Buildings of Albuquerque, An Assessment of Significance (Chris Wilson, August 1986)*

**I.5 Need to Redevelop the Site:** Ever since it was vacated by the railroad, there has been strong public interest in redeveloping the site, which has a central role to the two neighborhoods and strengthening downtown. During the 1980s and 1990s, the Rail Yards changed hands in private ownership numerous times. Some past proposals include:

1. The New Mexico World Center (1999)
  - a. Exposition Center, Train Station, Transportation Museum (WHEELS)
  - b. \$30,000,000 minimum anticipated budget
2. Albuquerque Station (2003) – The Urban Council/Renaissance Development Co.
  - a. 240,000 sq. ft. exposition center, two hotels with 1,100 rooms, 50,000+ sq. ft. retail/restaurant space
  - b. \$260,000,000 anticipated budget
3. Digital Film Studio (2004-2005) – Digital Media Group/Albuquerque Studios/Build New Mexico
  - a. Six sound stages, offices, screening rooms
  - b. Other uses proposed: day-care facility, restaurants
  - c. 200+ employees
  - d. \$50,000,000 anticipated budget
  - e. Plan withdrawn in January 2006
4. Wind Turbine Manufacturing Plant / Wind Energy R&D (2006) – The Urban Council/Renaissance Development Co.
  - a. 300 employees
  - b. Deal would have offered incentives to manufacturer: job training funds, tax credits, industrial revenue bonds

**(See Appendix I for newspaper reports on past proposal and recent history)**

The City had long expressed a desire to obtain ownership of the property in order to ensure that its redevelopment would benefit, first and foremost, the neighboring communities that developed around and depended on the activity of the original shops. In November 2007, the City was able to purchase the site and began taking initial steps to prepare it for redevelopment.

With the City taking ownership of the property, there is, for the first time, an opportunity to redevelop this site through a public process and ensure that significant public result

from redevelopment. In its current condition, the site is considered a blighted area but one with vast potential and strong community connections. The City envisions that the successful redevelopment of the site will serve as a catalyst for revitalization and responsible development in both the Barelás and South Broadway neighborhoods that are adjacent to it.

In February 2008, as a first step in understanding the potential for and obstacles to redeveloping the site, the City, along with the University of New Mexico's School of Architecture and Planning and the WHEELS Museum, commissioned an Urban Land Institute Advisory Services Panel to study and make recommendations for redevelopment of the site (**Appendix J**). The ULI Advisory Services Panel report on the Albuquerque Rail Yards should be considered by Offerors as a reference document rather than a guide or mandate for redevelopment proposals. Its recommendations should be considered in conjunction with the many other supporting materials and documents that are provided as appendices to this RFP. Following the ULI Panel and as a result of one of its recommendations, the City Council adopted a resolution establishing the City of Albuquerque Rail Yards Advisory Board for the purpose of promulgating this Request for Proposal.

The charge to the Rail Yard Advisory Board is first to select the Master Developer. The successful Offeror will then be expected to work with the City, the Advisory Board, and other stakeholders to develop and implement a mixed-use redevelopment plan, in four phases as outlined in Part 3 (Scope of Work) of this RFP.

There has never been a stronger sense of public will to redevelop the site, and the City's presence as the land-owner lends a new dimension. In contrast to previous proposals, which assumed 100% private ownership, planning and development, the City desires to enter into a public-private partnership for both master planning and development.

#### **I.6 Factors for Consideration:**

**I.6.1 Site.** The site is 27.3 net acres in size, and 16 existing buildings comprise 360,000 square feet of floor area. There are approximately 11 acres of vacant land, exclusive of the pre-existing railroad turntable, over which the Burlington Northern railroad retains an easement.

**I.6.2 Landmarks and Historic Preservation.** One building, the Fire Station, is listed as a City Historical Landmark. Others are capable of being designated (see **Appendix G for eligibility list**).

**I.6.3 Environmental Remediation.** The site is partially remediated. Environmental cleanup of the site will need to be completed (see **Appendix K for a summary of environmental issues**).

**I.6.4 Utilities.** Water and sewer lines are located in 2nd Street. Statements of

Water and Sewer Availability from the requisite public agencies must be based on a list of proposed land uses and are required for site plan approval for any similar project in the City. The provision of "dry" utilities to the site should be examined with the individual franchises.

**I.6.5 Drainage.** A storm sewer system is available to the site, but City regulations limit discharge to historical rates, thereby implying that a portion of the stormwater will have to be retained on the site. Drainage studies are a standard requirement for any development of this size in the City to ensure that historical discharge rates are maintained and adjacent properties will not be negatively affected by increased runoff.

**I.6.6 Streets.** Direct access to the street system at this time is via First and Second Streets. The area to the west of the site is a standard urban grid; the three main east-west streets which access the site are Pacific, Cromwell, and Santa Fe, all of which connect to the Fourth Street Corridor. Traffic studies are a standard requirement for any development of this size in the City.

**I.6.7 Parking.** Other than on-street parking on First and Second Streets, there is little public parking associated with the site; thus it should be considered that all parking will be accommodated on the site itself.

**I.6.8 Other Transportation Modes.** The site is proximate to the tracks of the New Mexico RailRunner commuter train, and the center of the site is about 3000 feet south of the RailRunner Downtown Station. RailRunner connects the City of Belen to the City of Santa Fe, and in 2007 the ridership was well over 500,000 passengers.

The RailRunner shares its location with the City's Alvarado Transportation Center, where the City's Rapid-Ride Express services, local busses, and Downtown Circulator Bus all have a common terminus. By means of the Transportation Center, the downtown employment population of 20,000, the seats of City and County Government, and the major financial institutions of the state are all easily accessed. The site is also proximate to Bus Line #54 on South Fourth Street, which travels the retail corridor of Fourth Street to the National Hispanic Cultural Center. 2<sup>nd</sup> Street, which borders the Rail Yards on the west, is in the process of being converted from a one-way (northbound) roadway to a two-lane roadway with bicycles lanes. The Offeror is encouraged to examine how utilization of these unique site assets could further the goals of the Project.

**(See Appendix L for transportation system study)**

**I.6.9 Zoning:** The site is currently zoned SU-2/HLS Historic Locomotive Shops Zone under the Barelás Sector Development Plan.

**I.7 Incentives:** The State of New Mexico and the City of Albuquerque have available to them certain forms of incentives which may be applicable to this project, including:

1. Affordable Housing Assistance
2. Business Improvement Districts
3. Industrial Revenue Bonds
4. Local Economic Development Act
5. Metropolitan Redevelopment Bonds
6. Neighborhood Improvement Districts
7. New Market Tax Credits
8. New Mexico Exposition Authority Bonds
9. Public Improvement Districts
10. Public Project Revolving Funds
11. Renewable Energy Tax Credits
12. Tax Increment Financing
13. State of New Mexico Incentives for Jobs Development

**(See Appendix M for list of links to incentives)**

This list is not exhaustive, and neither should it be assumed that any or all of these can be applied simultaneously to the redevelopment. Offerors are reminded that the listed incentives are subject to possible future amendments to applicable local, state and federal laws, regulations and policies that govern those incentive programs

**I.8 Project Goals:** In summary, the Rail Yards Advisory Board has established the following goals for this project:

1. Redevelop the 27.3-acre historic Rail Yards site to provide economic development opportunities and serve Barelas and South Broadway residents as well as those of Albuquerque and surrounding communities;
2. Preserve and re-use the historic buildings and spaces represented by the Historic Locomotive Shops;
3. Identify and attract tenants and events due to heightened aesthetics, service, quality and comfort levels and the location of the site;
4. Construct a minimum of thirty (30) units of Workforce Housing;
5. Provide a venue for a Museum to be operated by the WHEELS Foundation;
6. Be a model of mixed use that will accommodate multiple tenants, providing needed venues and services to the immediate neighborhoods and city at large, and create a “Live/Work/Learn/Trade/Play” environment;
7. Provide a mix of living and high-wage employment, as well as opportunities for on-the-job training;
8. Attract visitors from all over the region, state, country, and world;
9. Take advantage of and connect to area amenities, including public transportation and cultural facilities;
10. Be sensitive in scale and transition to the historic gateway to the Barelas and

South Broadway neighborhoods;

11. Further the goals, policies, and recommendations in the Albuquerque/Bernalillo County Comprehensive Plan, the Barelmas Sector Development Plan (2008), the South Broadway Sector Development Plan (1986), and the Downtown 2010 Plan (2000) (**links to plans can be found in Appendix H**);
12. Complement, not compete with, existing small, local businesses in the area, specifically on 4<sup>th</sup> Street in Barelmas and South Broadway Boulevard;
13. Create public gathering spaces for all to access and enjoy;
14. Generate new streams of revenue for the City and State;
15. Integrate with, and complement other, existing and proposed features and attractions in the area. Some of these features and attractions are the Albuquerque Zoo and BioPark, Tingley Beach, Rio Grande State Park (the Bosque), the National Hispanic Cultural Center, the South Broadway Cultural Center, Old Town and its museums, Downtown Albuquerque and its amenities, the Alvarado Transportation Center, the Historic 4<sup>th</sup> Street Corridor (the El Camino Real, Route 66, and Route 85), destination retail and restaurants, parking facilities, sports venues (Isotopes Park, the Pit, UNM football stadium), and the Albuquerque International Airport (Sunport) (**See Appendix A, Context Map**);
16. Develop a financing and implementation package that will mitigate or eliminate public subsidies and minimize costs, obligations and exposure of the City for both construction and operation of the Rail Yard Redevelopment and its associated facilities.

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**PART 1  
INSTRUCTIONS TO OFFERORS**

**1.1 RFP Number and Title:** RFP2011-003-JR, "Albuquerque Rail Yards Development"

**1.2 Proposal Due Date:** Friday, September 10, 2010 NLT 4:00 PM (Local Time)  
The time and date proposals are due shall be strictly observed.

**1.2.1 Instructions regarding Pre-Proposal Conference:** Tuesday, July 13, 2010, 9 AM Tour, Location – 1100 2<sup>nd</sup> Street, SW, 87102 (Rail Yards property), enter from 2<sup>nd</sup> Street just north of Cromwell Avenue; 11 AM Question & Answer, Location – One Civic Plaza NW (City Hall, SE corner of 5<sup>th</sup> Street and Marquette Avenue), 87102, 9<sup>th</sup> Floor City Council Committee Room.

**1.2.2 Non-Mandatory:** This is not a mandatory pre-proposal conference, but highly recommended. Those vendors who choose not to attend shall be solely responsible for obtaining any additional information, clarification or addenda resulting from this meeting. **Appendix N** contains a "Visual Tour" of the site that is intended to help familiarize and orient Offerors who are not able to attend the tour with the features of the site.

**1.2.3 Questions:** The City shall have in attendance key personnel to answer questions or discuss issues that may arise. Questions should be prepared prior to the conference and both hard and soft copy of such questions submitted to the purchasing representative on the **day of the conference**.

**1.3 Purchasing Office:** This RFP is issued on behalf of the City of Albuquerque by the Purchasing Office, which is the sole point of contact during the entire procurement process.

**1.4 Authority:** Chapter 5, Article 5 of the Revised Ordinances of the City of Albuquerque, 1994, (the "Public Purchases Ordinance"). The City Council, pursuant to Article 1 of the Charter of the City of Albuquerque and Article X, Section 6 of the Constitution of New Mexico, has enacted this ordinance as authorized by such provisions and for the purpose of providing maximum local self-government. To that end, it is intended that this ordinance shall govern all purchasing transactions of the City and shall serve to exempt the City from all provisions of the New Mexico Procurement Code, as provided in Section 13-1-98K, NMSA 1978.

**1.5 Acceptance of Offer:** Acceptance of Offer is contingent upon Offeror's certification and agreement by submittal of its offer, to comply and act in accordance with all provisions of the following:

**1.5.1 City Public Purchases Ordinance**

**1.5.2 City Purchasing Rules and Regulations:** City of Albuquerque Purchasing Rules and Regulations: These Rules and Regulations (the "Regulations") are written to clarify and implement the provisions of the Public Purchases Ordinance (the "Ordinance"). These Regulations establish policies, procedures, and guidelines relating to the procurement, management, control, and disposal of goods, services, and construction, as applicable, under the authority of the Ordinance.

**1.5.3 Civil Rights Compliance:** Acceptance of offer is contingent upon the Offeror's certification and agreement by submittal of its offer, to comply and act in accordance with all provisions of the Albuquerque Human Rights Ordinance, the New Mexico Human Rights Act, Title VII of the U.S. Civil Rights Act of 1964, as amended, and all federal statutes and executive orders, New Mexico statutes and City of Albuquerque ordinances and resolutions relating to the enforcement of civil rights and affirmative action. Questions regarding civil rights or affirmative action compliance requirements should be directed to the City of Albuquerque Human Resources Department.

**1.5.4 Americans with Disabilities Act Compliance:** Offeror certifies and agrees, by submittal of its offer, to comply and act in accordance with all applicable provisions of the Americans with Disabilities Act of 1990 and federal regulations promulgated there under.

**1.5.5 Insurance and Bonding Compliance:** Acceptance of offer is contingent upon Offeror's ability to comply with the insurance requirements as stated herein. Please include a certificate or statement of compliance in your proposal and bonds as required.

**1.5.6 Ethics:**

**1.5.6.1 Fair Dealing.** The Offeror warrants that its proposal is submitted and entered into without collusion on the part of the Offeror with any person or firm, without fraud and in good faith. Offeror also warrants that no gratuities, in the form of entertainment, gifts or otherwise, were, or will be offered or given by the Offeror, or any agent or representative of the Offeror to any officer or employee of the City with a view toward securing a recommendation of award or subsequent contract or for securing more favorable treatment with respect to making a recommendation of award.

**1.5.6.2 Conflict of Interest.** The Offeror warrants that it presently has no interest and shall not acquire any interest, direct or indirect, which would conflict in any manner or degree with the performance of services required under the contracts resulting from this RFP. The Offeror also warrants that, to the best of its knowledge, no officer, agent or employee of the City who shall participate in any decision relating to this RFP and the resulting

contracts, currently has, or will have in the future, a personal or pecuniary interest in the Offeror's business.

**1.5.7 Participation/Offeror Preparation:** Offeror may not use the consultation or assistance of any person, firm company who has participated in whole or in part in the writing of these specifications or the Scope of Services, for the preparation of its offer or in the management of its business if awarded the contracts resulting from this RFP.

**1.5.8 Debarment or Ineligibility Compliance:** By submitting its offer in response to this RFP, the Offeror certifies that (i) it has not been debarred or otherwise found ineligible to receive funds by any agency of the federal government, the State of New Mexico, any local public body of the State, or any state of the United States; and (ii) should any notice of debarment, suspension, ineligibility or exclusion be received by the Offeror, the Offeror will notify the City immediately.

**1.5.9 Goods Produced Under Decent Working Conditions:** It is the policy of the City not to purchase, lease, or rent goods for use or for resale at City owned enterprises that were produced under sweatshop conditions. The Offeror certifies, by submittal of its offer in response to this solicitation, that the goods offered to the City were produced under decent working conditions. The City defines "under decent working conditions" as production in a factory in which child labor and forced labor are not employed; in which adequate wages and benefits are paid to workers; in which workers are not required to work more than 48 hours per week (or less if a shorter workweek applies); in which employees are free from physical, sexual or verbal harassment; and in which employees can speak freely about working conditions and can participate in and form unions. [*Council Bill No. M-8, Enactment No. 9-1998*]

**1.5.10 Graffiti Free:** When required, the Contractor will be required to furnish equipment, facilities, or other items required to complete these services, that are graffiti-free. Failure of Contractor to comply with this requirement may result in cancellation of the contracts resulting from this RFP.

**1.6 City Contact:** The sole point of contact for this Request for Proposals is the City of Albuquerque Purchasing Division. Contact the following individual(s) regarding this RFP:

- Joe G. Rael, Internal Services Supervisor,  
Department of Finance and Administrative Services, Purchasing Division,
- Phone:(505) 857-8675 or E-Mail: [jgrael@cabq.gov](mailto:jgrael@cabq.gov)
- Post Office Box 1293, Albuquerque, New Mexico 87103



**1.7 Contract Management:** The contracts resulting from this RFP will be managed by various City Departments, which will be designated for each phase of work.

**1.8 Clarification:** Any explanation desired by an Offeror regarding the meaning or interpretation of this Request For Proposals must be requested in writing not less than ten (10) working days prior to the hour and date specified for the receipt of offers to allow sufficient time for a reply to reach Offerors before the submission of their offers. All inquiries must be directed to the Purchasing Office as stated herein. Oral explanations or instructions given before the award of the contracts or at any time will not be binding. Any information given to a prospective Offeror concerning this Request For Proposals, will be furnished to all prospective Offerors as an amendment to this Request for Proposals, if such information is necessary to Offerors in submitting offers on this Request For Proposals or if the lack of such information would be prejudicial to uninformed Offerors.

**1.9 Submission of Offers:** The Offeror's sealed proposal must be in the format outlined in Part 2 of this Request for Proposals and mailed or delivered pursuant to the following requirements:

**1.9.1 Envelope preparation.** Offers and modifications thereof shall be enclosed in sealed envelopes and have the following identifying information on the outside:

- Name and address of Offeror
- Closing Date and Time
- Request for Proposals Number
- RFP Title

**1.9.2 Ship, Deliver or Hand Carry Sealed Offers to:** The Office of the City Clerk, City /County Government Center, Basement Level, One Civic Plaza, N.W., Albuquerque, New Mexico 87102. Mark all packages as stated above.

**1.9.3 Mail Sealed Responses to:** Office of the City Clerk, Post Office Box 1293, Albuquerque, New Mexico 87103. (Certified Mail is recommended). The City shall not be responsible for the failure of mailed offers to actually be received by the Office of the City Clerk by 4:00 of the day of closing.

**Note:** The City picks up mail at the post office **only once** per day usually at 7:00 AM (Local Time). **Note: ALL SEALED PROPOSALS MUST BE RECEIVED BY THE OFFICE OF THE CITY CLERK NO LATER THAN 4:00 PM, LOCAL TIME AS RECORDED IN THE CITY CLERK'S OFFICE.**

**1.9.4 No other methods of delivery:** Neither telephone, facsimile, electronic, nor telegraphic offers shall be accepted.

**1.9.5 Submit Hard and Soft Copies of the Proposal as follows:**

- **Hard Copy** - 1 original and 12 copies of your Proposal.
- **Soft Copy** - Submit 1 Original Proposal on a CD.

**1.9.6 Modification or Withdrawal of Offer:** Offers may be modified by submittal of a substitute or supplemental proposal to the City Clerk's Office following the submission requirements set out above. Offers may be withdrawn by written request provided to the City Clerk. In either case, such action must occur prior to the hour and date specified for receipt of offers.

**1.10 Receipt of Proposals:** The only acceptable evidence to establish the time of receipt of proposals at the City Clerk's Office is the time-date stamp of such office on the proposal wrapper or other documentary evidence of receipt maintained by the office.

**1.11 Acknowledgment of Amendments to the Request for Proposals:** Receipt of an amendment to the Request for Proposals by an Offeror must be acknowledged (a) by signing and returning the amendment, (b) by letter, or (c) by mention in your proposal. Such acknowledgment may be submitted with your offer.

**1.12 Modifications to Scope of Services:** In the event that sufficient funds do not become available to complete each task in the Scope of Services, the Scope of Services may be amended.

**1.13 Draft Agreement:** A copy of the Draft Agreements to be entered into for Phases 2 and 3 are attached. Please state that you accept the terms and conditions of the Draft Agreements, or note exceptions.

**1.14 Evaluation period:** The City reserves the right to analyze, examine and interpret any offer for a period of ninety (90) days after the hour and date specified for the receipt of offers.

**1.15 Evaluation Assistance:** The City of Albuquerque, in evaluating proposals, reserves the right to use any assistance deemed advisable, including City contractors and consultants.

**1.16 Rejection and Waiver:** The City reserves the right to reject any or all offers and to waive informalities and minor irregularities in offers received.

**1.17 Debarment of Offeror:** Any proposal received from an Offeror that is, at the time of submitting its proposal or prior to receipt of award of a contract, debarred by or otherwise ineligible to receive funds from any agency of the State of New Mexico, any local public body of the State, or any state of the United States, shall be rejected.

**1.18 Award of Contract:**

**1.18.1 When Award Occurs:** Award of contract occurs when a Purchase Order is issued or other evidence of acceptance by the City is provided to the Offeror. A Recommendation of Award does not constitute award of contract.

**1.18.2 Award:** If a contract is awarded, it shall be awarded to the responsive and responsible Offeror whose offer conforming to the Request for Proposals will be most advantageous to the City as set forth in the Evaluation Criteria.

**1.18.3 Contract Term:** The contract terms for Phases 2 and 3 shall each be for a one year period from the effective date of the contract and/or final execution by the City and each may be extended for an additional two years on a year-by-year basis. The contract term for Phase 4 shall be as required by the approved Master Plan developed in Phase 2.

**1.18.4 Type of Contract:** Phase 2 -- Professional technical services contract in return for development rights or as otherwise proposed by the Offeror. Phase 3 -- Design contract in return for development rights or as otherwise proposed by Offeror. Phase 4 -- To be determined by the Master Plan developed in Phase 2.

**1.18.5 Debarment/Cancellation of Contract:** Upon receipt of notice of debarment of an Offeror awarded a contract as a result of this RFP (the "Contractor"), or other ineligibility of the Contractor to receive funds from any agency of the federal government, the State of New Mexico, any local public body of the State, or any state of the United States, the City shall have the right to cancel the contract with the Contractor resulting from this RFP for cause as provided in accordance with the terms of said contract.

**1.19 Cancellation:** This Request for Proposals may be canceled and any and all proposals may be rejected in whole or in part when it is in the best interest of the City.

**1.20 Negotiations:** Negotiations may be conducted with the Offeror recommended for award of contract.

**1.21 City-Furnished Property:** No material, labor, or facilities will be furnished by the City unless otherwise provided for in the Request for Proposals.

**1.22 Proprietary Data:** The file relating to this RFP, including the proposals submitted by Offerors shall be open to public inspection after the recommendation of award of a contract has been signed by the Mayor, or his designee. An Offeror may designate trade secrets or other proprietary data to be confidential by separating that material from the Offeror's main proposal, placing it in a sealed envelope and marking it as "Confidential". Pricing and makes and models or catalog numbers of the items offered, deliveries, and terms of payment should not be so designated. The City of Albuquerque will endeavor to restrict distribution of material separated, placed in a sealed envelope and designated as "Confidential" to only those individuals involved in the review and analysis of the proposals. If a request for inspection of records under the

New Mexico Inspection of Public Records Act (Sections 14-2-1 et seq, NMSA 1978) is received, however, which request encompasses such materials, they will be disclosed. The City assumes no responsibility to maintain the confidentiality of any materials submitted in response to this RFP.

**1.23 Preferences:** Preferences for local, small and resident businesses may be available under the City of Albuquerque Public Purchases Ordinance, for this procurement. See Part 5 of this Request for Proposals for additional information.

**1.24 REQUEST FOR PROPOSALS (RFP) PROTEST PROCESS:**

**1.24.1 When:** If the protest concerns the specifications for a competitive solicitation or other matters pertaining to the solicitation documents, it must be received by the Purchasing Officer no later than ten working days prior to the deadline for the receipt of offers.

**1.24.2 Recommendation of Award:** If the protest concerns other matters relating to this solicitation, the protest must be filed within ten working days after the receipt of notice of the Recommendation of Award.

**1.24.3 Timely Protests:** Protests must be received by the Purchasing Officer prior to the appropriate deadline as set out herein, or they will not be considered valid. The Purchasing Officer may waive the deadline for good cause, including a delay caused by the fault of the City. Late delivery by the U.S. Postal Service or other carrier shall not be considered good cause.

**1.24.4 How to File:** Any Offeror who is aggrieved in connection with a competitive solicitation or recommendation of award of a contract may protest to the City Purchasing Officer. The protest shall be addressed to the Purchasing Officer, must be submitted in written form and must be legible. Protests may be hand-delivered or mailed. Facsimile, telephonic, telegraphic or electronic protests will not be accepted.

**1.24.5 Required Information:** The protest shall contain at a minimum the following;

- The name and address of the protesting party;
- The number of the competitive solicitation;
- A clear statement of the reason(s) for the protest;
- Details concerning the facts, which support the protest;
- Attachments of any written evidence available to substantiate the claims of the protest; and
- A statement specifying the ruling requested.

**1.24.6 Address Letters and Envelopes as Follows:**

- City of Albuquerque
  - Purchasing Division
  - PO Box 1293
  - Albuquerque, New Mexico 87103
- RFP Number  
PROTEST

**1.24.7 Protest Response by Purchasing Officer:** All protests will be responded to by the Purchasing Officer upon evaluation. The Purchasing Officer will, after evaluation of a protest, issue a response. Only the issues outlined in the written protest will be considered by the Purchasing Officer.

**1.24.8 Protest Hearing:** If a hearing is requested, the request must be included in the protest and received within the time limit to be allowed. The filing fee of twenty dollars (\$20.00) must accompany the request for hearing. Only the issues outlined in the protest will be considered by the Purchasing Officer, or may be raised at a protest hearing. The granting of a hearing shall be at the discretion of the Purchasing Officer following review of the request.

## **1.25 BONDS and INSURANCE:**

**1.25.1 General Conditions:** The City will require the successful Offeror, referred to as the Contractor, to procure and maintain at its expense during the term of the contracts resulting from the RFP, insurance in the kinds and amounts hereinafter provided with insurance companies authorized to do business in the State of New Mexico, covering all operations of the Contractor under the contracts. Upon execution of each contract and on the renewal of all coverages, the Contractor shall furnish to the City a certificate or certificates in form satisfactory to the City showing that it has complied with these insurance requirements. All certificates of insurance shall provide that thirty (30) days written notice be given to the Risk Manager, Department of Finance and Administrative Services, City of Albuquerque, P.O. Box 470, Albuquerque, New Mexico, 87103, before a policy is canceled, materially changed, or not renewed. Various types of required insurance may be written in one or more policies. With respect to all coverages required other than professional liability or workers' compensation, the City shall be named an additional insured. All coverages afforded shall be primary with respect to operations provided.

**1.25.2 Approval of Insurance:** Even though the Contractor may have been given notice to proceed, it shall not begin any work under any contract resulting from this RFP until the required insurance has been obtained and the proper certificates (or policies) filed with the City. Neither approval nor failure to disapprove certificates, policies, or the insurance by the City shall relieve the Contractor of full responsibility to maintain the required insurance in full force and effect. If part of the contract is sublet, the Contractor shall include any or all subcontractors in its insurance policies, or require the subcontractor to secure insurance to protect itself against all hazards enumerated herein, which are not covered by the Contractor's insurance policies.

**1.25.3 Coverage Required:** The kinds and amounts of insurance required are as follows:

**1.25.3.1 Commercial General Liability Insurance.** A commercial general liability insurance policy with combined limits of liability for bodily injury or property damage as follows:

\$1,000,000	Per Occurrence
\$1,000,000	Policy Aggregate
\$1,000,000	Products Liability/Completed Operations
\$1,000,000	Personal and Advertising Injury
\$ 50,000	Fire Legal
\$ 5,000	Medical Payments

Said policy of insurance must include coverage for all operations performed for the City by the Contractor and contractual liability coverage shall specifically insure the hold harmless provisions of the contract resulting from this RFP.

**1.25.3.2 Automobile Liability Insurance.** A comprehensive automobile liability insurance policy with liability limits in amounts not less than \$1,000,000 combined single limit of liability for bodily injury, including death, and property damage in any one occurrence. The policy must include coverage for the use of all owned, non-owned, hired automobiles, vehicles and other equipment both on and off work.

**1.25.3.3 Workers' Compensation Insurance.** Workers' compensation insurance policy for the Contractor's employees, in accordance with the provisions of the Workers' Compensation Act of the State of New Mexico, (the "Act"). If the Contractor employs fewer than three employees and has determined that it is not subject to the Act, it will certify, in a signed statement, that it is not subject to the Act. The Contractor will notify the City and comply with the Act should it employ three or more persons during the term of the contract resulting from this RFP.

**1.25.4 Increased Limits:** During the life of the contract the City may require the Contractor to increase the maximum limits of any insurance required herein. In the event that the Contractor is so required to increase the limits of such insurance, an appropriate adjustment in the contract amount will be made.

**1.25.5 Additional Insurance and Bonds:**

For Phase 3, the selected Offeror will be required to provide to the City, in compliance with Section 1.25.1 above, a professional liability insurance policy

with liability limits in an amount not less than \$1,000,000 per claim and in the aggregate.

For Phase 4, depending on the Master Plan approved by the Board in Phase 2, the City reserves the right to request additional insurances and bonds as required for City public works projects, including, but not limited to Builder's Risk insurance, Owners Protective Liability Insurance, Performance and Labor and Material Payment Bonds.

**1.26 CHANGES IN PROCESS:** This RFP is issued as a result of City Council Resolution R-08-47 which formed the Rail Yards Advisory Board (the "Board") for the purpose of establishing a public competitive process for the selection of a Master Developer. In order to meet the requirements of the Resolution and the Board, the traditional RFP process has been revised in several ways, creating a new form of competitive solicitation as approved by the City's Purchasing Officer. The principal changes in the RFP process are the following:

**1.26.1 Ad Hoc Selection Committee.** The entire Rail Yards Advisory Board will serve as the Ad Hoc Selection Committee. Any members unable to attend a meeting will be dropped from the committee and will not participate in the scoring.

**1.26.2 Confidentiality of Proposals.** Proposals will not be open to the public until after evaluation by the committee is completed.

**1.26.3 Open Meetings.** Proposals will be evaluated and discussed in open meetings. Notice and other open meeting requirements will be met.

**1.26.4 Screening of Proposals.** If a significant volume of proposals are received, a committee of City staff and subject matter experts will score proposals based on the evaluation criteria and provide only the top ranked group of proposals to the Board for review.

**1.26.5 No Cost Evaluation.** The Board will evaluate proposals on qualifications only. No cost criteria are established and no cost proposal will be required.

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## PART 2 PROPOSAL FORMAT

Offerors are encouraged to consider a broad vision for this redevelopment as outlined in the Project Goals in the Introduction Section above. The selected Offeror must be experienced and skilled in adaptive reuse, brownfield, and mixed-use development, financing, design, construction, and operations, and must possess the desire and skills to integrate this facility with the goals, policies, and recommended actions set forth in the Albuquerque/Bernalillo County Comprehensive Plan, the Barelvas and South Broadway Sector Development Plans, and the Downtown 2010 Plan. Offerors are encouraged to consider a broad range of development components as they develop their response and to integrate the necessary skills and capabilities into their project team.

Offerors must supply all the information requested in this section in addition to providing the materials required under the Scope of Work (Section 3).

**Response Format:** As stated herein, the Offeror shall provide one (1) original electronic copy of the Response and one (1) original and twelve (12) copies (13 total) of hard copies of the Response. The original copy of the response shall be clearly labeled "Original" and shall be unbound and single-sided. The Response shall be presented in sequence and include all information requested in **Sections 2.1 – 2.4 below**. The sections of the Response must be tabbed and clearly identifiable. **There is a 25-page combined limit for Sections 2.2 and 2.3; a minimum of 12-point font must be used throughout the Response.** The City will not provide any reimbursement for the cost of developing or presenting responses in response to this RFP. Failure to include the requested information may have a negative impact on the evaluation of the Offeror's response.

**2.1 Offeror Identification:** State the name and address of your organization or office and the nature of the organization (individual, partnership or corporation, private or public, profit or non-profit). If the Offeror is a team of businesses which is not formally organized, please so state. Significant subcontractors, if any, must be identified in a similar manner. Include the name and telephone number of person(s) in your organization authorized to negotiate any Contract which may arise from responding to this RFP. Submit a statement of compliance with all laws stated herein as follows:

**2.1.1** State the names, addresses, telephone numbers, facsimile numbers and e-mail addresses of all Offeror team members, consultants and entities, including a project organization chart for each indicating key personnel, responsibilities, and relationships within the organization and the designated lead project coordinator. In response to this RFP, the Offeror is not precluded from identifying, as part of the Offeror's team, persons or entities that would be responsible for one or more functions within the proposal even though those persons/entities may also be identified in another Offeror's response.

**2.1.2** State the names and qualifications of all members of Offeror's board of directors.



**2.1.3** State the names, employers, addresses, and qualifications of all known professional consultants to be used on the project. Document that the individuals or entities responsible for planning, architectural design, engineering design, general contracting or subcontracting services are properly licensed or registered to perform such services in the State of New Mexico, as required by the relevant regulatory board or the Construction Industries Division. Design consultants must be sufficiently covered by professional liability insurance and construction contractors must be fully bonded and insured (New Mexico State and local licenses for professionals will be required as mandated by law).

**2.1.4** Provide a diagram of the proposed team structure, clearly describing who the primary responsible entities and individuals are (if applicable), as well as the roles and responsible individuals of each entity and the planned subcontractors. Include all known contractors and subcontractors who will be on the development team. The inclusion of New Mexico based entities in project teams is highly encouraged.

**2.1.5** State the Name and address of Offeror's insurance carriers and description of Offeror's proposed insurance coverage for the project.

**2.1.6** Provide a copy of Offeror's and each team member's entity formation documentation, if applicable. For example, if a corporation, provide a copy of articles of incorporation and bylaws. If a partnership, provide a copy of partnership agreement. If a 501(c)(3) corporation or entity, provide documentation from the Internal Revenue Service confirming that status.

**2.2 Successful Experience of the Offeror:** Each Offeror shall provide information on the following:

**2.2.1 Similar Projects:** Offeror shall provide detailed information on the Offeror's and/or team members' experience with developing at least three (3) projects of a similar nature. "Similar Projects" means projects that entailed historic preservation/adaptive re-use of historic structures, mixed-use development, and/or brownfield redevelopment. This detail shall include a description of the project, dates of the project, and client contact name, address and phone number. Describe the roles of each of the team members and the specific experience these team members and individuals have working together to successfully complete projects of the type described in this RFP.

**2.2.2 Financing:** Provide examples of Offeror's and/or team members' ability to obtain structure and implement financing for successful historic preservation, mixed-use, and/or brownfield redevelopments.

**2.2.3 Overcoming Technical Constraints:** Provide examples of Offeror's and/or

team members' ability to successfully overcome project development barriers and technical constraints.

**2.2.4 Public Sector and the Community:** Each Offeror shall provide examples of successful relationships with the public sector in the development of projects or as a partner with the public sector in project development. This should include project and contact name, address and phone number. Each Offeror should describe any redevelopment projects proposed by that Offeror's team or any team member to any public sector entity that was approved at a concept level but is not yet constructed, together with a description of the reasons the project has not been constructed. The "Public Sector" in this context shall include successful cooperation with both governmental agencies and non-governmental organizations, such as neighborhood groups and coalitions and public interest groups.

**2.3 Proposed Approach to the Scope of Work:** Each Offeror shall provide a description of its proposed approach to the Scope of Work (as detailed in Part 3 of the RFP). The narrative should include, at minimum, the following:

**2.3.1** An explanation of the proposed approach to the overall Scope of Work as well as each Phase of the redevelopment process.

**2.3.2** A description of how this method will take into consideration the project goals, purposes, and factors for considerations that are described in the Introduction to the RFP.

**2.4 Offeror's Financial Information:** Each Offeror shall provide information regarding Offeror's financial capability to undertake the planning, design, construction, operation and management of mixed-use and brownfield redevelopments. The information shall include:

**2.4.1** Annual Reports, financial ratings, and other supportive information indicating the financial condition of the Offeror, all subsidiary units and the parent organization, and all team members, for the last five years.

**2.4.2** Names, addresses and telephone numbers of banks, financial and lending institutions and individuals who have provided financial assistance to the Offeror or team members or who have participated financially in any of the Offeror's or team members' major projects during the last five years.

**2.4.3** Other pertinent documentation or evidence of financial capacity and ability to provide guarantees required during the development process.

**2.4.4** Properly certified statements by the appropriate officer or other individual attesting to the accuracy of and completeness of all financial information submitted.

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**PART 3**  
**SCOPE OF SERVICES**

**3.1 Legislative Charge:** City Council Resolution F/S R-08-47 created a Rail Yards Advisory Board (Advisory Board) with the following charge:

“to establish a competitive process for the selection of a Master Developer. The Master Developer shall assist the City of Albuquerque and the Advisory Board in developing a Master Plan for the site. The Master Plan shall be reviewed by the Environmental Planning Commission and approved by the City Council. The Advisory Board will oversee the redevelopment process...”

**3.2 Intent to Enter Into Contracts:** It is, therefore, the intent of the City to enter into contracts with an Offeror who is qualified and capable of planning, designing, having approved, financing, constructing, and managing a mixed-use, brownfield redevelopment, including the required Workforce Housing and Museum components and any additional uses, in accordance with the Purposes and Goals stated in Part 1, and other requirements, of this RFP.

The successful Offeror must satisfy the City that it has the technical knowledge and expertise, licenses, and financial and management capability to plan, design, develop, construct, operate and manage the improvements proposed and in accordance with the specifications provided. The successful Offeror must satisfy the City that it has and will continue to have the financial and management capability to complete and manage/operate the development over the duration of the development and operation agreement. The competence and qualifications of the Offeror shall be demonstrated on the basis of information provided in response to this RFP.

The City expects that the work to be completed in Phases 2 and 3, described below, will be at no cost to the City. Until such time as a financial structure has been approved, the City’s potential contribution is limited to the land (27.3 acres) and the buildings on the site; this does not preclude the City from making additional contributions at a future date. For any part of the project to which the City contributes capital funds, a competitive construction bid process will be required.

In accordance with the legislative charge the redevelopment process will take place in four (4) phases:

**3.2.1 Phase 1 – Selection:** The City and Advisory Board shall hold, through this Request for Proposals, a competitive process for the selection of a Master Developer. **The Master Developer selected in this first phase shall be the Master Developer for the subsequent phases.**

**3.2.2 Phase 2 – Planning:** In conjunction with the Advisory Board or its representatives, the Master Developer shall create a Master Plan (“Plan”) which meets the Project’s Purposes and Goals to the satisfaction of the City of Albuquerque and the Advisory Board. The Draft Agreement for Phase 2 is contained in Part 6 of this RFP.

The Plan shall provide a framework for a proposed financial structure for the project, at a minimum including the required Workforce Housing and Museum components. If the proposal contains components over and above the required Workforce Housing and Museum components, a proposed financial structure for each component of the project and the project as a whole shall be proposed. The Plan shall address, in as much detail as possible, key deal terms related to the development and operations of the proposed project and its major components, including, but not limited to:

- Land Lease/Rent
- Pre-Development Cost Responsibility (Risk)
- Development Assurances/Guarantees
- Design Process
- Budget Approval Process
- Cost Overrun Responsibility
- Audit Rights
- City Involvement in: Project Finance, Land Acquisition, Infrastructure, On-site and Off-site Improvements, Subsidies/Incentives, Other

**3.2.3 Phase 3 – Design and Approval:** The Master Developer shall, with the assistance of the City and the Advisory Board or its representatives, design the redevelopment and have the Master Plan for Redevelopment approved by the Environmental Planning Commission and the City Council.

It is explicitly understood that the Master Developer will be working with public and private entities to create, design, have approved, finance, and implement the Master Plan. The Master Developer shall provide a framework for the repurposing of the existing buildings, for the redevelopment in general, and for achieving the required land uses (thirty (30) units of Workforce Housing and a Museum) as well as the other land uses that are identified in the Master Plan. This framework shall include estimated development cost/budget and time lines for each component of the proposed development.

**3.2.4 Phase 4 – Implementation:** The Master Developer, under the oversight of the City and the Advisory Board or its representatives, shall be required to finance, construct, and manage the redevelopment approved in Phase 2, and in accordance with the designs developed and approved in Phase 3, subject to a subsequent contractual agreement negotiated between the City and the successful Offeror. If City funding is involved and the project is considered a public works project, a competitive solicitation will be required.

The Master Developer will be required to construct the improvements agreed to in the planning phase based on specifications provided by the successful Offeror or City and in compliance with all City of Albuquerque codes and regulations governing land use and development, and all other local, state and federal laws, rules and regulations. The Master Developer agrees that all construction shall be performed in accordance with the General Conditions contained in the **City of Albuquerque Standard Specifications for Public Works Construction** and all Supplemental General Conditions thereto, which are in effect on the date of execution of the Agreement for Phase 4. After the planning phase, the City will approve the actual design of the development as a part of the design agreement and, in addition to the required approval processes, may choose to obtain design feedback through a public hearing or public input process.

**3.3 Special Project Manager:** The City will assign a special "ambassador" for this project who will work with the selected Master Developer and report to the Rail Yards Advisory Board. This person will provide a single point of contact to shepherd the project through the development review process. Additionally, the "ambassador" will act as a facilitator to monitor the review process, ensure transparency, and endeavor to address issues in an expeditious manner and assist with the resolution of any issues. It is envisioned that by having a dedicated staff person to monitor this development application, the overall processing time will be reduced from the standard review time.

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**PART 4  
EVALUATION OF OFFERS**

**4.1 Selection Process:** The City of Albuquerque's Rail Yards Advisory Board shall evaluate the proposals and serve as the Ad Hoc Selection Committee. On the basis of the evaluation criteria established in this RFP, the committee shall submit to the Mayor a list of qualified entities in the order in which they are recommended. Proposal documentation requirements set forth in this RFP are designed to provide guidance to the Offeror concerning the type of documentation that will be used by the Ad Hoc Selection Committee. Offerors should be prepared to respond to requests by the Purchasing Office on behalf of the Ad Hoc Selection Committee for oral presentations, facility surveys, demonstrations or other areas deemed necessary to assist in the detailed evaluation process. Offerors are advised that the City, at its option, may award this request on the basis of the initial offers.

**4.2 Evaluation Criteria:** The following general criteria will be used by the Ad Hoc Selection Committee in recommending contract award to the Mayor. The proposal factors will be rated on a scale of 0-1,000 with weight relationships as stated below.

**4.2.1 Evaluation Factors:**

**Entity and/or Project Team Past Experience: (Up to 400 Points Total)**

Similar Redevelopment Projects	-- Up to 150 Points
Financing Redevelopment Projects	-- Up to 100 Points
Overcoming Technical Constraints	-- Up to 50 Points
Successful Interaction with the Public Sector	-- Up to 100 Points

**Proposed Approach To: (Up to 450 Points Total)**

Planning & Design	-- Up to 100 Points
Implementation and Financing	-- Up to 150 Points
Addressing Project Goals/Purposes/Factors for Consideration	-- Up to 200 Points

**Financial Information: (Up to 100 Points Total) -- Up to 100 Points**

**Partnering with Local Contractors: (Up to 50 Points Total) -- Up to 50 Points**

**4.3 Local Preference. Local and Resident Preference:** A preference for local and state businesses is available under the City of Albuquerque Public Purchases Ordinance for this procurement. The "LOCAL PREFERENCE CERTIFICATION FORM" and instructions can be found in Part 5 of this Request for Proposals. If a completed Local Preference Certification Form or a current and correct Resident Business Preference Number is not received with the Offeror's response, a preference will not be applied to

that offer. The Form or the Number will not be accepted after the deadline for receipt of proposals. For those Offerors qualifying for the preference, a 1.05 multiplier will be applied to the total raw score. Only one preference will apply for this procurement. Local Preference supersedes all other preferences.

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**PART 5**  
**Instructions for PREFERENCE CERTIFICATION FORM**  
**For Local, Small or Resident Business Preferences**  
**(Goods & Services)**

1. **ALL INFORMATION MUST BE PROVIDED.** A 5% small business preference and a 5% local preference or resident business preference are available for this procurement. To qualify, an Offeror **MUST** complete and submit this Form **WITH ITS OFFER**. If an offer is received without the Form attached, completed, signed and certified, or if the Form is received without the required information, the preference will not be applied. **THE FORM OR A CORRECTED FORM WILL NOT BE ACCEPTED AFTER THE DEADLINE FOR RECEIPT OF BIDS OR PROPOSALS.**

2. **PHYSICAL LOCATION MUST BE STATED.** To qualify for the small business or local preference, a business must have its principal office and place of business in the Greater Albuquerque Metropolitan Area. The business location inserted on the Form must be a physical location, street address or such. **DO NOT** use a post office box or other postal address.

3. **FORM MUST BE COMPLETED BY PRINCIPAL OFFEROR.** This Form must be completed for the Principal Offeror or one of the Principal Offerors if the Offeror is a joint venture or partnership, by an individual authorized to sign for the Offeror. Subcontractors of the Offeror may not qualify an offer for a preference and should not complete or submit the Form.

4. **APPLICATION OF PREFERENCES.** The small business preference and the local business preference will be applied to all offers submitted by eligible small businesses. The local preference only will be applied to all offers submitted by eligible local businesses which are not small businesses. If there are no offers submitted in response to a solicitation that are eligible for the local preference, then the Resident Business Preference will be applied to any offers submitted which have provided a valid, State of New Mexico-issued, Resident Business or Resident Manufacturer Certification Number.

5. **DEFINITIONS.** The following definitions apply:

- The Greater Albuquerque Metropolitan Area includes all locations within the City of Albuquerque and Bernalillo County.
- A local business is a business with its principal office and place of business in the Greater Albuquerque Metropolitan Area.
- A small business is a local business which employs an average of fewer than 20 full-time employees in a calendar year. The calendar year immediately prior to the request for the preference should be used.

- A principal office is the main or home office of the business as identified in tax returns, business licenses and other official business documents.
- A place of business is a location where the business conducts its daily operations, for the general public, if applicable.
- A full-time employee is an employee of the business who is hired to work at least forty (40) hours per week, whether in a permanent, temporary or seasonal status. If all full-time employees of the business are hired to work a shorter work week, the City's Purchasing Officer may reduce this requirement, upon receipt of adequate documentation.

6. **ADDITIONAL DOCUMENTATION.** If requested, a business will be required to provide, within three working days of receipt of the request, documentation to substantiate the information provided on the Form. The City's Purchasing Officer shall determine the sufficiency of such documentation.

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**PREFERENCE CERTIFICATION FORM**  
**For Local, Small or Resident Business Preferences**  
**(Goods & Services)**

RFP/RFB NO: \_\_\_\_\_

**Business Name:**

\_\_\_\_\_

**Principal Office:**

\_\_\_\_\_ Street Address City State Zip code

**Place of Business:**

\_\_\_\_\_ Street Address City State Zip code



*If your Principal Office and Place of Business are in the Greater Albuquerque Metropolitan Area (see definitions in Instructions attached), please provide the following information:*

**Average Number of Full-time Employees over the Prior Calendar Year: SELECT ONE**

- 0 – 19 employees.
- 20 employees or more.



*If applicable, insert State of New Mexico Resident Business or Resident Manufacturer Certification Number: \_\_\_\_\_*

**CERTIFICATION**

I hereby certify that the business set out above is the principal Offeror submitting this offer or is one of the principal Offerors jointly submitting this offer (e.g. as a partnership, joint venture). I hereby certify that the information which I have provided on this Form is true and correct; that I am authorized to sign on behalf of the business set out above and, if requested by the City, will provide, within 3 working days of receipt of notice, the necessary documents to substantiate the information provided on this Form.

**Signature of Authorized Individual:** \_\_\_\_\_

**Printed Name:** \_\_\_\_\_

**Title:** \_\_\_\_\_

**Date:** \_\_\_\_\_

**YOU MUST RETURN THIS FORM WITH YOUR OFFER**

**PART 6  
DRAFT AGREEMENT**

**THIS AGREEMENT** is made and entered into this \_\_\_ day of \_\_\_\_\_, 20\_\_ by and between the City of Albuquerque, New Mexico a municipal corporation, (hereinafter referred to as the "City"), and \_\_\_\_\_, hereinafter referred to as the "Contractor"), a \_\_\_\_\_, whose address is \_\_\_\_\_.

**RECITALS**

**WHEREAS**, the City issued a Request for Proposals for the \_\_\_\_\_ Department, RFP \_\_\_\_ - \_\_\_\_ - \_\_, titled "\_\_\_\_\_"; and

**WHEREAS**, the Contractor submitted its proposal, dated \_\_\_\_\_, in response to RFP \_\_\_\_ - \_\_\_\_ - \_\_; and

**WHEREAS**, the City desires to engage the Contractor to render certain services in connection therewith, and the Contractor is willing to provide such services.

**NOW, THEREFORE**, in consideration of the premises and mutual obligations herein, the parties hereto do mutually agree as follows:

1. **Scope of Services.** The Contractor shall perform the following services (hereinafter the "Services") in a satisfactory and proper manner, as determined by the City:

Provide Master Planning services for the Rail Yards project, in accordance with Exhibit A as supplemented by Exhibit B.

2. **Time of Performance.** Services of the Contractor shall commence on the date of final execution of this Agreement and shall be undertaken and completed in such sequence as to assure their expeditious completion in light of the purposes of this Agreement; provided, however, that in any event, all of the Services required hereunder shall be completed within \_\_\_\_\_ years of the date of execution of this Agreement. This Agreement may be extended for up to \_\_\_\_\_ additional one-year periods upon written agreement of the parties.

3. **Independent Contractor.** The Contractor is considered as an independent contractor at all times in the performance of the services described in Section 1. The Contractor further agrees that neither it nor its employees are entitled to any benefits from the City under the provisions of the Workers' Compensation Act of the State of New Mexico, or to any of the benefits granted to employees of the City under the provisions of the Merit System Ordinance as now enacted or hereafter amended.

4. **Personnel.**

A. The Contractor represents that it has, or will secure at its own expense, all personnel required in performing all of the Services required under this Agreement. Such personnel shall not be employees of or have any contractual relationships with the City.

B. All the Services required hereunder will be performed by the Contractor or under its supervision and all personnel engaged in the work shall be fully qualified and shall be authorized or permitted under state and local law to perform such Services.

C. None of the work or Services covered by this Agreement shall be subcontracted without the prior written approval of the City. Any work or Services subcontracted hereunder shall be specified by written contract or agreement and shall be subject to each provision of this Agreement.

5. **Indemnity.** The Contractor agrees to defend, indemnify and hold harmless the City and its officials, agents and employees from and against any and all claims, actions, suits or proceedings of any kind brought against said parties because of any injury or damage received or sustained by any person, persons or property to the extent arising out of or resulting from the negligent acts, errors, omissions, and performance by the Contractor under this Agreement or by reason of any asserted act or omission, neglect or misconduct of the Contractor or Contractor's agents or employees or any subcontractor or its agents or employees. The indemnity required hereunder shall not be limited by reason of the specification of any particular insurance coverage in this Agreement.

6. **Insurance.** The Contractor shall not commence any work under this Agreement until the insurances required in Exhibit A, Section 1.25, have been obtained and the proper certificates (or policies) have been submitted to the City.

7. **Discrimination Prohibited.** In performing the Services required hereunder, the Contractor shall not discriminate against any person on the basis of race, color, religion, gender, sexual preference, sexual orientation, national origin or ancestry, age, physical handicap or disability, as defined in the Americans With Disabilities Act of 1990, as currently enacted or hereafter amended.

8. **ADA Compliance.** In performing the Services required hereunder, the Contractor agrees to meet all the requirements of the Americans With Disabilities Act of 1990 (the "ADA"), which are imposed directly on the Contractor or which would be imposed on the City as a public entity. The Contractor agrees to be responsible for knowing all applicable rules and requirements of the ADA and to defend, indemnify and hold harmless the City, its officials, agents and employees from and against any and all claims, actions, suits or proceedings of any kind brought against said parties as a result of any acts or omissions of the Contractor or its agents in violation of the ADA.

9. **Reports and Information.** At such times and in such forms as the City may require, there shall be furnished to the City such statements, records, reports, data and information, as the City may request pertaining to matters covered by this Agreement. Unless authorized by the City, the Contractor will not release any information concerning the work product including any reports or other documents prepared pursuant to the Agreement until the final product is submitted to the City.

10. **Open Meetings Requirements.** Any nonprofit organization in the City which receives funds appropriated by the City, or which has as a member of its governing body an elected official, or appointed administrative official, as a representative of the City, is subject to the requirements of §2-5-1 *et seq.* R.O.A. 1994, Public Interest Organizations. The Contractor agrees to comply with all such requirements, if applicable.

11. **Establishment and Maintenance of Records.** Records shall be maintained by the Contractor in accordance with applicable law and requirements prescribed by the City with respect to all matters covered by this Agreement. Except as otherwise authorized by the City, such records shall be maintained for a period of three (3) years after receipt of final payment under this Agreement.

12. **Audits and Inspections.** At any time during normal business hours and as often as the City may deem necessary, there shall be made available to the City for examination all of the Contractor's records with respect to all matters covered by this Agreement. The Contractor shall permit the City to audit, examine, and make excerpts or transcripts from such records, and to make audits of all contracts, invoices, materials, payrolls, records of personnel, conditions of employment and other data relating to all matters covered by this Agreement. The Contractor understands and will comply with the City's Accountability in Government Ordinance, §2-10-1 *et seq.* R.O.A. 1994, and also agrees to provide requested information and records and appear as a witness in hearings for the City's Board of Ethics and Campaign Practices pursuant to Article XII, Section 8 of the Albuquerque City Charter.

13. **Publication, Reproduction and Use of Material.** No material produced in whole or in part under this Agreement shall be subject to copyright in the United States or in any other country. The City shall have unrestricted authority to publish, disclose, distribute and otherwise use, in whole or in part, any reports, data or other materials prepared under this Agreement.

14. **Compliance with Laws.** In providing the Scope of Services outlined herein, the Contractor shall comply with all applicable laws, ordinances, and codes of the federal, State, and local governments.

15. **Changes.** The City may, from time to time, request changes in the Scope of Services of the Contractor to be performed hereunder. Such changes, including any increase or decrease in the amount of the Contractor's compensation, which are mutually

agreed upon by and between the City and the Contractor, shall be incorporated in written amendments to this Agreement.

16. **Assignability.** The Contractor shall not assign any interest in this Agreement and shall not transfer any interest in this Agreement (whether by assignment or novation), without the prior written consent of the City thereto.

17. **Termination for Cause.** If, through any cause, the Contractor shall fail to fulfill in a timely and proper manner its obligation under this Agreement or if the Contractor shall violate any of the covenants, agreements, or stipulations of this Agreement, the City shall thereupon have the right to terminate this Agreement by giving five (5) days written notice to the Contractor of such termination and specifying the effective date of such termination. In such event, all finished or unfinished documents, data, and reports prepared by the Contractor under this Agreement shall, at the option of the City, become its property, and the Contractor shall be entitled to receive just and equitable compensation for any work satisfactorily completed hereunder. Notwithstanding the above, the Contractor shall not be relieved of liability to the City for damages sustained by the City by virtue of any breach of this Agreement by the Contractor, and the City may withhold any payments to the Contractor for the purposes of set-off until such time as the exact amount of damages due the City from the Contractor is determined.

18. **Termination for Convenience of City.** The City may terminate this Agreement at any time by giving at least fifteen (15) days notice in writing to the Contractor. If the Contractor is terminated by the City as provided herein, the Contractor will be paid an amount which bears the same ratio to the total compensation as the Services actually performed bear to the total Services of the Contractor covered by this Agreement, less payments of compensation previously made. If this Agreement is terminated due to the fault of the Contractor, the preceding section hereof relative to termination shall apply.

19. **Construction and Severability.** If any part of this Agreement is held to be invalid or unenforceable, such holding will not affect the validity or enforceability of any other part of this Agreement so long as the remainder of the Agreement is reasonably capable of completion.

20. **Enforcement.** The Contractor agrees to pay to the City all costs and expenses including reasonable attorney's fees incurred by the City in exercising any of its rights or remedies in connection with the enforcement of this Agreement.

21. **Entire Agreement.** This Agreement contains the entire agreement of the parties and supersedes any and all other agreements or understandings, oral or written, whether previous to the execution hereof or contemporaneous herewith. Exhibits A and B, attached hereto, are hereby made a part of this Agreement.

22. **Applicable Law.** This Agreement shall be governed by and construed and enforced in accordance with the laws of the State of New Mexico, and the laws, rules and regulations of the City of Albuquerque.

23. **Approval Required.** This Agreement shall not become effective or binding until approved by the City's Chief Administrative Officer.

**IN WITNESS WHEREOF**, the City and the Contractor have executed this Agreement as of the date first above written.

**CITY OF ALBUQUERQUE**

**CONTRACTOR:**

Approved By:

By: \_\_\_\_\_

\_\_\_\_\_  
Chief Administrative Officer

Title: \_\_\_\_\_

Date: \_\_\_\_\_

Date: \_\_\_\_\_

Federal Tax ID No:

\_\_\_\_\_

\_\_\_\_\_  
Director

State Tax ID No:

\_\_\_\_\_

Department \_\_\_\_\_

Date: \_\_\_\_\_



## APPENDICES

Appendices can be accessed at the following website:

<http://www.cabq.gov/council/current-projects-and-studies-2/railyard-rfp-appendices>

Appendix A.....	Maps and Photographs
Appendix B.....	City of Albuquerque Workforce Housing Opportunity Act
Appendix C.....	WHEELS Museum Background*
Appendix D.....	City of Albuquerque Legislation Re: Rail Yards Redevelopment
Appendix E.....	Barelas & South Broadway Community Vision Statements*
Appendix F.....	Construction Documents and Major Building Dimensions
Appendix G.....	List of Historic Locomotive Shop Buildings and Landmark Eligibility
Appendix H.....	Links to Plans: 1) Albuquerque/Bernalillo County Comprehensive Plan, 2) Barelas Sector Development Plan (2008), 3) South Broadway Sector Development Plan (1986), 4) Downtown 2010 Plan (2000)
Appendix I.....	Newspaper Clippings
Appendix J.....	Urban Land Institute Advisory Services Panel Report (2008)
Appendix K.....	Environmental Report
Appendix L.....	Transportation System Report
Appendix M.....	Links to Economic Development Incentives
Appendix N.....	Visual Tour of Site

\*These Appendices are unedited “visioning” materials that contain the opinions of and information supplied by individual stakeholder groups.