

INTRODUCTION

Section 1.1 Why a Regional Plan for Santa Fe?

The City of Santa Fe and Santa Fe County both adopted comprehensive plans during the late 1990's. The *City of Santa Fe 1999 General Plan* combines a policy document addressing major city initiatives with a land use plan. The land use map guides land use decisions within the city and for adjacent lands that are expected to be annexed in accordance with an urban boundary. The *Santa Fe County 1999 Growth Management Plan* is a policy-based document that provides for local development prototypes and establishes major planning initiatives. The two plans were undertaken independently of one another, yet there were overlapping boundaries and policies contained within both plans.

The original charge of the Santa Fe City/County Regional Planning Authority ("RPA") was to compare the two general plans and make an assessment on the common elements contained within the plans as well as elements of potential conflict. In those areas of potential conflict, the RPA was to recommend solutions vis-à-vis a regional future land use plan. This plan then, represents the completion of that principal task.

In general, the two major differences between the plans are in the treatment of land use and in the philosophy of growth. These differences reflect the varying viewpoints that cities and counties often have regarding urbanization and service delivery. The purpose of this regional plan is to then unify the two perspectives into one plan—one vision—one process. In theory, this will promote consistency and uniformity in the decision making process.

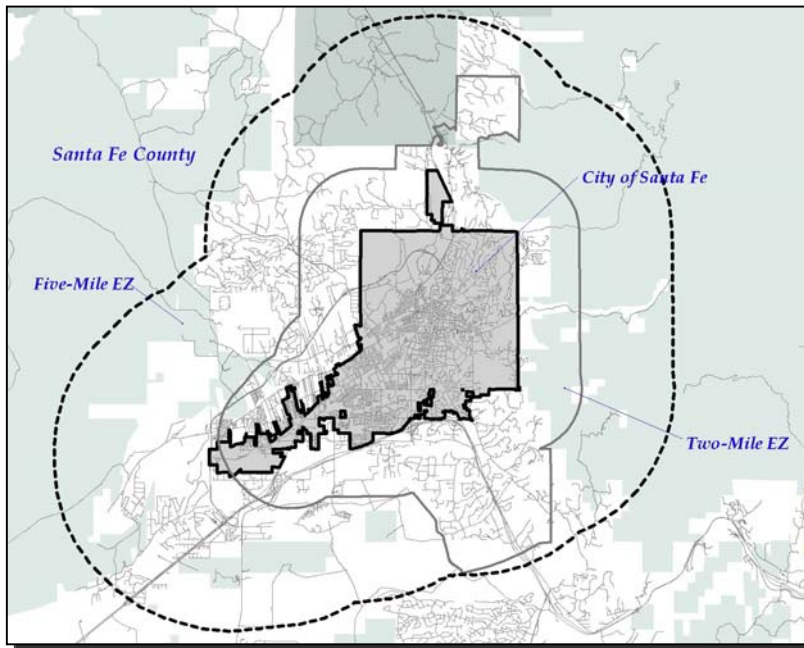
Section 1.2. The RPA Planning Area

The Joint Powers Agreement ("JPA") establishing the Regional Planning Authority provides for the body's authority, purpose and primary functions. The principal charge for the RPA is the creation of the future land use plan, including the future land use map for the five-mile area around the city.

The JPA also qualifies the area subject to its authority. The language states that areas designated as traditional communities ("TC") and traditional historic communities ("THC") are to be excluded from the planning area of the RPA. In addition, for those areas for which community plans have been or are in the process of being adopted the RPA shall consider the plans in developing its regional plan.

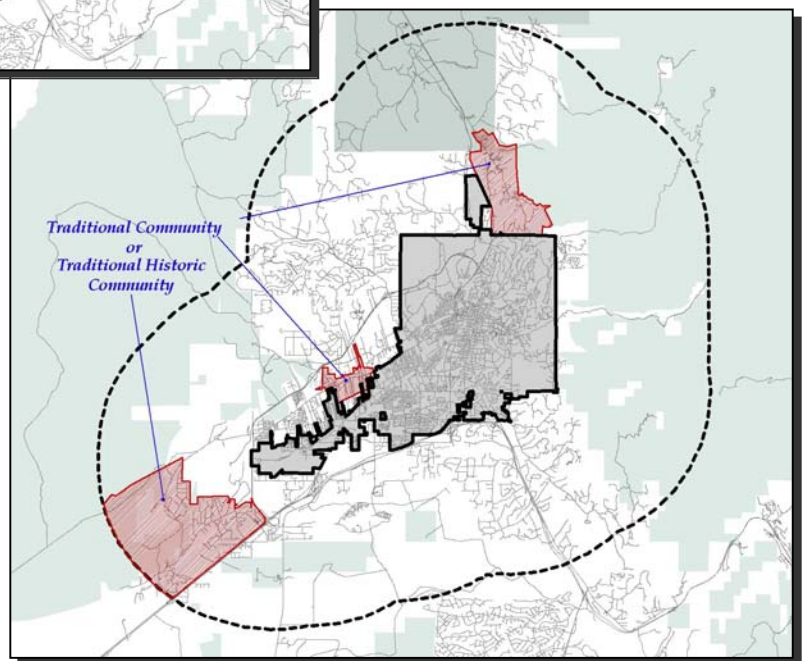
The "RPA Planning Area" is then considered to be the area from the City of Santa Fe incorporated boundaries to the extent of the five-mile extraterritorial zone, including both the two-and five-mile EZ areas (Map 1.2.A.), *less the traditional historic communities* (Map 1.2.B.) This also corresponds to the area where the City and County have concurrent planning, platting and zoning (as it applies to the two-mile EZ) jurisdiction in accordance with NM Ann. Stat. 3-21-2 (78). The area includes national forest, other federal, state and local lands, and the Tesuque Pueblo. Although local

regulation would not be applicable to state and federal lands under sovereignty doctrines, land uses which appropriately reflect the nature of the underlying or future uses, terrain, and surrounding patterns shall be incorporated to meet the goals and intent of this process.



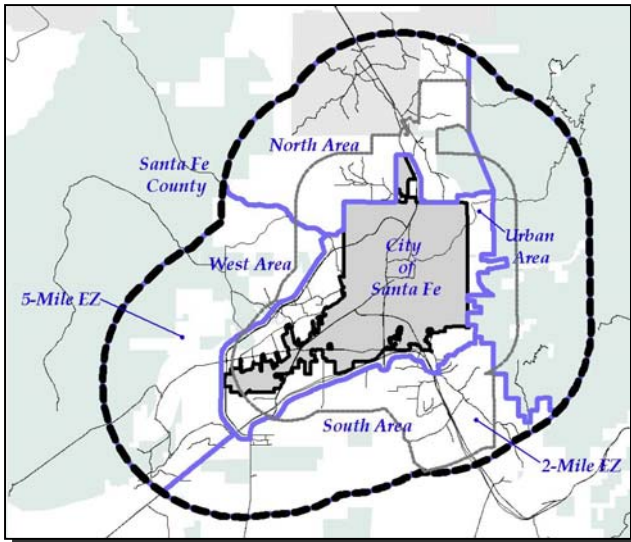
Map 1.2.A. Jurisdictions within the RPA Planning Area

Map 1.2.B. The RPA Planning Area excluding the THC/TC's (2004).



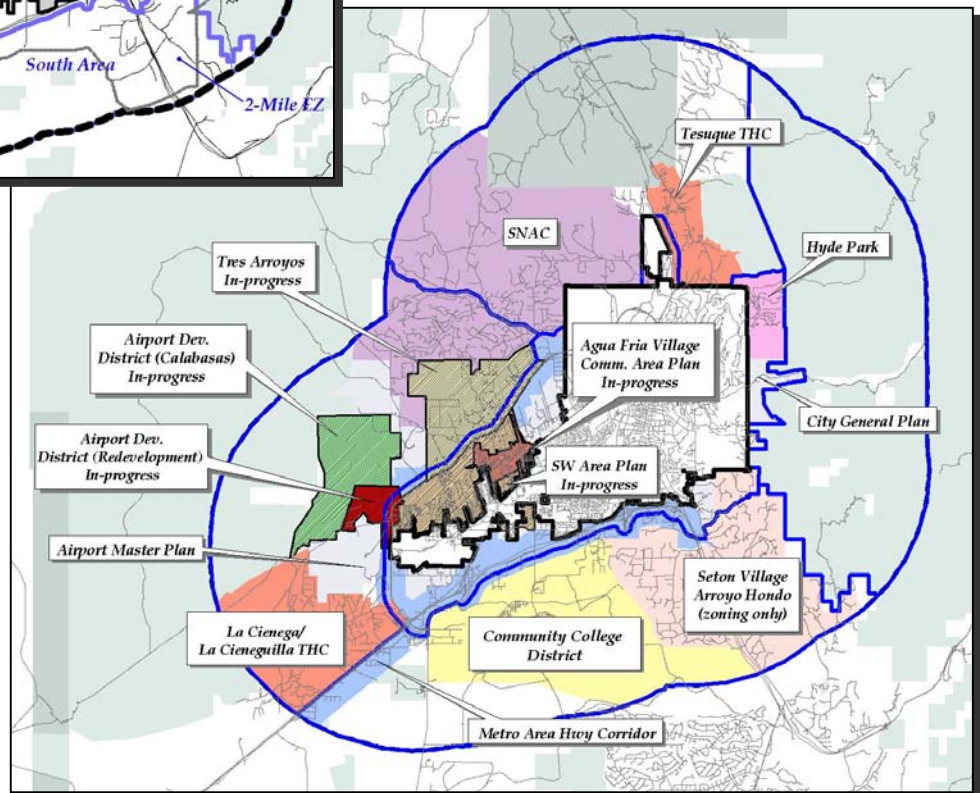
For purposes of analyzing and reporting trends, the RPA Planning Area has been divided into smaller subareas (Map 1.2.C). These subareas include the urban area, north, west and south subareas. The eastern segment of the 5-mile area is predominantly national forest, therefore, there is no significant population to report or forecast. Any population within that area is considered part of the larger urban area. Sections of the plan also refer to the city as a subarea—for purpose of

data analyses the city is treated as such but it is not considered part of the RPA Planning Area. All subarea boundaries are based on common elements of terrain, development patterns and transportation networks.



Map 1.2.C. The RPA planning subareas

Map 1.2.D. Composite of community and district plan areas within the RPA Planning Area



The urban area also includes the Southwest Planning Area, Agua Fria Village, The Hyde Park Road area, and the Urban Growth Areas #1 and #2 identified in both the City General Plan and the County Growth Management Plan. The *north subarea* incorporates Tesuque Village and Pueblo, northern Las Campanas and La Tierra. The *west subarea* includes Tres Arroyos, the Airport Development District and a portion of the La Cienega/La Cieneguilla Traditional Historic Community. The *south subarea* consists of Seton Village, Arroyo Hondo, Sunlit Hills, the Community College District and the northern most tip of Eldorado.

Within the RPA Planning Area, a number of community area plans and district plans have been

completed or are currently underway by the County. Map 1.2.D. illustrates the areas where planning processes have been undertaken. One of the RPA objectives is to evaluate the interfacing of these smaller plans to determine consistency or conflict, and to consolidate the future uses into a single map. This is to be accomplished without compromising the nuance or intent of the original plan language; yet attempt to translate those uses into designations suitable for a regional scale.

There are also areas within the 5-mile EZ that have not been subject to detailed planning that will be designated for future uses in accordance with existing patterns. The final important element of preparing the future land use map is to understand the existing, underlying uses and then to translate them into an appropriate future land use designation.

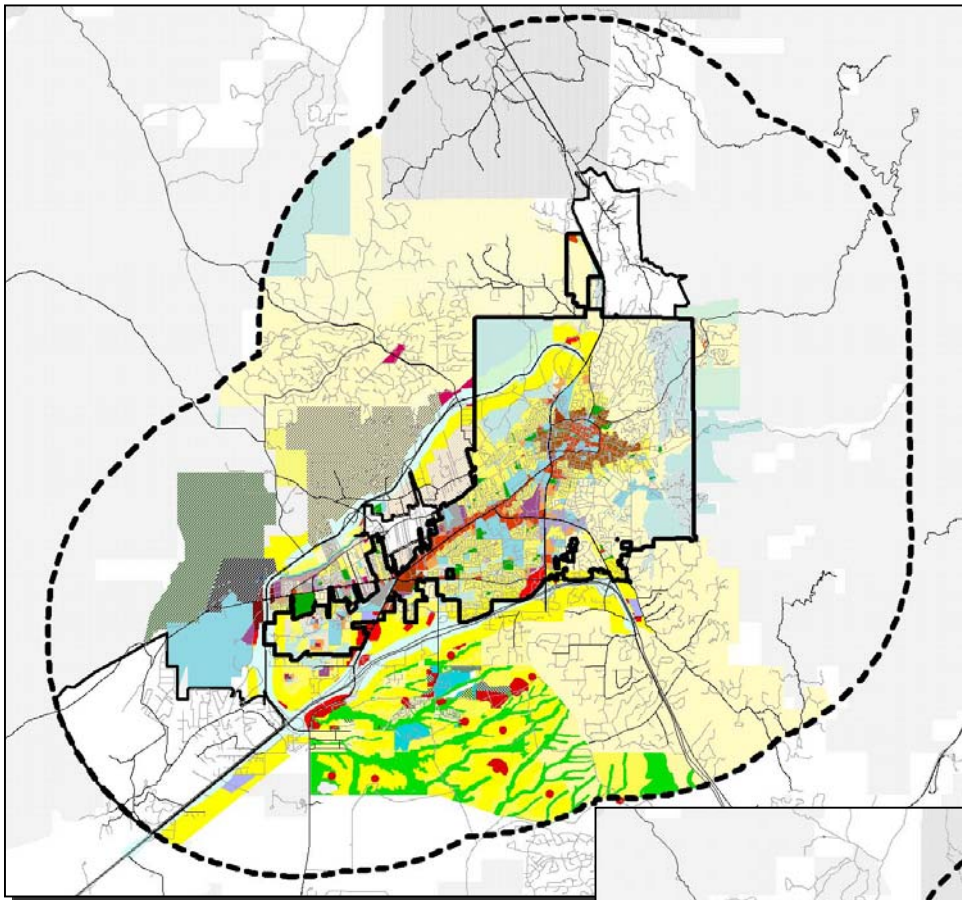
There are two district plans, five community area plans, one neighborhood plan and one corridor plan within the five-mile EZ. Of those, the Airport Development District Plan and the Southwest Area and Tres Arroyos community area plans are either in progress or nearing completion (demarcated on the map by black diagonal lines). Of these three areas, the land use recommendations contained within the Southwest Area Plan are fully developed and can be incorporated into this plan.

The existing conditions for population, housing, employment (Chapter 2) land uses and vacant lands (Chapter 4) establish the benchmark conditions for the region in order to predict possible behaviors and conditions in future growth. Projected growth is therefore a function of existing conditions and past trends. Projected growth trends are provided in Chapter 3 for regional population, housing, employment and non-residential floor area square footage. They are presented according to four scenarios; 1) "Most Likely" scenario based on more recent and projected market trends, 2) a slower growth trend throughout the region and 3) two rapid growth trends between the city and EZ where the growth is differently distributed between the two jurisdictions, however, the net growth remains constant. These four scenarios provide a high, mid-range, and slower growth range out to year 2020.

Section 1.3. The General, Community, Corridor and District Plans

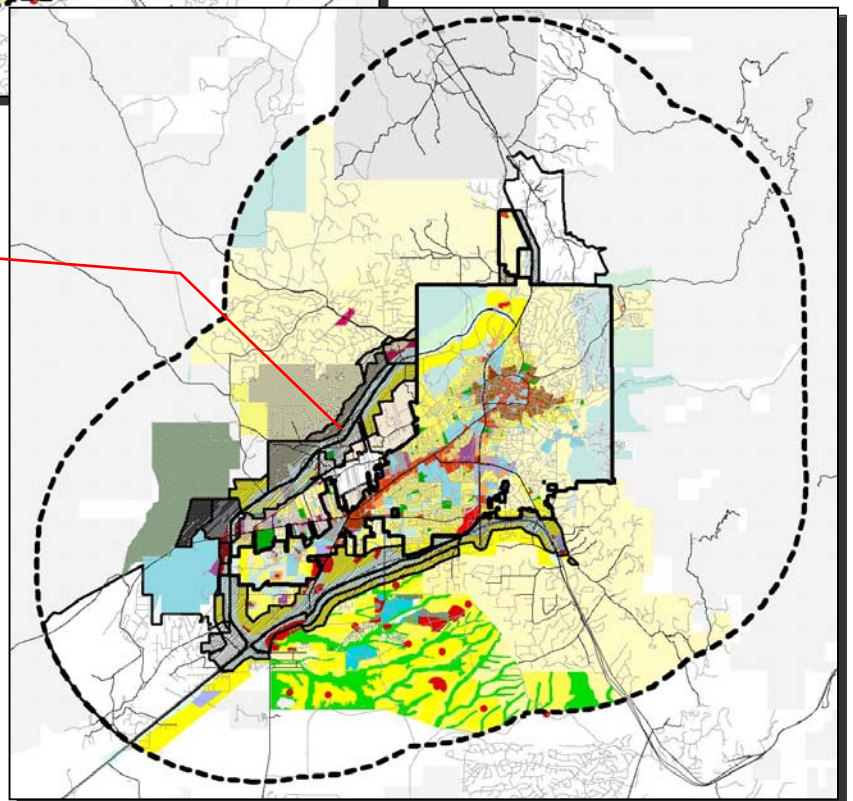
The City and County General Plans, the Community Area Plans, the Highway Corridor Plan and the Airport Development and Community College District Plans are each unique in their approach to land use. When the land uses presented within each plan are merged into a single coverage (see Map 1.3.A), they include over 30+ different classifications as well as overlap within several of the planning boundaries. These are shown in Map 1.3.B.

Overlapping planning boundaries are most common along the Highway Corridor interface. Because the Highway Corridor Plan represents the boundary between urban and rural development and between city and county service areas, the overlap and interfacing between several different planning processes is not uncommon.



Map 1.3.A. Various land use designations by community planning area

Map 1.3.B. Areas of overlap between different planning boundaries



Inconsistencies within these overlapping areas tend to occur within commercial designations. Commercial areas within the Highway Corridor Plan were determined according to planned or existing commercial areas. Other plans, such as the Community College District Plans, have expanded future commercial areas; however, the original Highway Corridor Plan was not subsequently amended to reflect the changes^a. The regional future land use map adjusts these overlapping inconsistencies and makes recommendations as to appropriate land uses consistent with regional policies and principles and surrounding land use compatibility.

Section 1.4. Framework for the Plan: Regional Policies and Principles

Process for Formulating Regional Policy

The Regional Planning Authority participated in a two-day facilitated workshop in January of 2003. The purpose of the two worksessions was to formulate a series of “agreed upon” regional principles and corresponding policies that would become the framework for the plan. The complete workshop report, including methods for development, is included in Appendix II of the plan.

These principles and policies are considered the backbone of the plan – every fundamental element of this plan is derived from or relates back to each of the five principles. These principles provide a common, single language that describes the community vision and belief about the future – it also describes the actions necessary to carry out the vision and those beliefs. Together, they provide the “test” for measuring preferred, quality development in terms of providing a clear public benefit to the region. These principles and policies are considered the single most important element of this plan.

In the two days of deliberations, members of the RPA focused on a variety of issues that had a bearing on the Future Land Use and Growth Management Plan. Key issues discussed included:

- Availability of resources, in particular water, and the relationship of the Plan to those resources;
- The need and appropriateness of a regional water planning and delivery process;
- Affordable housing and its relationship to density, quality and infrastructure;
- Infrastructure, specifically the roles and responsibilities of public and private sectors in paying for and maintaining infrastructure and the standards for public acceptance;
- The affordability of extending services;
- The need to diversify the economy (as resources would allow) while improving performance of the area’s core employers such as government, tourism, construction and small businesses;
- The need for clear urban fringes between the urban and the rural; and
- Equity in the annexation process.

The workshop resulted in a series of key decisions summarized below. The participants agreed that:

1. The five principles and 55 accompanying policies agreed to constitute the policy framework of the Plan.
2. The Plan should be resource-based and it should contain an implementation element linking implementation to resources;
3. The RPA is the body to discuss regional planning for water and that special meetings of the RPA would be dedicated to that subject;
4. Annexation is a desirable policy for the region and should be an integral part of the Future Land Use and Growth Management Plan with proposed targets for annexation;
5. A Plan that reflects a “business as usual” attitude to development is not acceptable;
6. The Plan should model and prioritize for RPA review future development options directing future growth toward areas served by infrastructure or adjacent to already developed areas;
7. The Plan should challenge existing land use assumptions if these contradict agreed principles and policies;
8. The Plan should include a comprehensive regional open space component.

The discussion of principles and policies to guide the development of the Future Land Use and Growth Allocation Plan was the core activity of the workshops. Principles were defined as strongly held and shared beliefs, typically expressed in general terms. Policies were defined as actions that need to be taken to fulfill the principles. Principles and policies were developed in each of five areas:

- 1. Affordable Housing**
- 2. Water**
- 3. Infrastructure and Services**
- 4. Character**
- 5. Employment and Economic Development**

The agreed upon principles and policies for the five areas are described in the following section.

Principle #1: Affordable Housing

The region should contain a diversity of housing choices to enable residents within a wide range of economic levels and age groups to live within its boundaries. Housing opportunity should be an integral component of a coherent plan for future regional growth.

The following comments and clarifications were added to the proposed principle.

- The Santa Fe region is diverse, but does not have a sufficient number of affordable homes. There is a need to balance housing availability and choice across the economic range.
- The City of Santa Fe's land designated for affordable housing is insufficient and concentrated in one place. Better distribution and increased densities need to be achieved.
- Density and affordability, however, are not necessarily linked. There are examples of denser developments that are not affordable. Affordability does not always provide quality housing or quality of life.
- The Plan for the region should establish the connection of affordable housing to services - especially City provision of sewer hook-up.

Policies

1. Distribute affordable housing throughout the region;
2. Set aside a percentage for affordable housing based on housing needs, as a mandatory requirement for new development;
3. Require mixed housing types in new development in order to encourage [diverse] neighborhoods;
4. Provide density bonuses and other incentives to developers who establish affordability requirements;
5. Use annexation and utilities as incentives to create affordable housing;
6. Increase the supply of land available for development of affordable housing through annexation and the extension of utilities;
7. Allow city sewer hookups to service residences in the EZ;
8. Centralize water for developments that meet total affordability in order to accommodate higher density provided there is a close connection to existing infrastructure;
9. Encourage local governments to actively participate in public/private partnerships to provide affordable housing through subdivision or regulatory intervention;
10. Establish community land trusts to increase lands and public funds earmarked for affordable homeownership.
11. Encourage modular housing as an alternative to mobile homes and analyze the impact of down zoning on availability of affordable housing.

Principle #2: Water

The amount and type of growth shall relate to future water supply. The regional water supply remains a limited resource; therefore, growth should occur in accordance with available, sustainable sources.

Policies

1. Identify new sources of water to meet projected population growth while managing current [normal] water consumption levels;
2. Conduct a comprehensive feasibility analysis for future potential water sources;
3. Acquire water rights to meet current – legally obligated – increasing demand for water while protecting agricultural and rural communities (acequias) and the ecology of the region;
4. Integrate land use planning and water resource planning through a comprehensive planning strategy;
5. [Encourage] developments to conserve/recycle water;
6. Educate and assist the community to conserve water;
7. Limit large per capita water users;
8. Reevaluate groundwater management policies and institute zoning revisions accordingly;
9. Work proactively with the State Engineer and state legislature to modify laws and regulations to protect our groundwater;
10. Review proposed development projects for their impact on water demand and available supply and approve master plans only when they demonstrate a reliable, sustainable water supply;
11. Approve major developments only when served by the city/county water systems;
12. Provide water and sewer service to projects in the city's fringe to reduce the reliance on wells and septic systems;
13. Give priority to [water allocation] projects that encourage affordable housing, job creation and quality of life; and
14. Extend public water to TDR [transfer of development rights] receiving areas in order to achieve necessary densities.

Principle #3: Infrastructure and Services

The extension of infrastructure and services should occur in a logical, responsible and efficient manner. Development should also be responsible for its fair and equitable share of the costs associated with growth.

Policies

1. Provide public services consistent with the unmet needs of existing areas of the community(s);
2. Develop a capital facilities plan to encourage development in designated priority growth areas;
3. Require that all privately-built infrastructure be built to standards of public acceptance;
4. To assess and require private homeowners and associations to pay to operate and maintain private infrastructure represents an unreasonable burden for the public;
5. Make local government responsible for the operation and maintenance of infrastructure designed to public infrastructure standards;
6. Require that internal infrastructure be installed and paid for by developers;
7. Charge higher impact fees in areas and for development patterns that require more costly infrastructure; and
8. Make a better effort to include the school district in planning.

Principle #4: Character

The region's character should express and reflect the highly unique sense of place and the desirable qualities of Santa Fe through innovative new development and preservation of historic communities. There should be definable distinctions between the traditional and modern - the rural and urban - through sensitive scale and design.

The members strongly suggested that there should be a clear definition of sprawl in the context of Santa Fe's development patterns with the recognition that a great part of Santa Fe's distinctive character is the opposite of sprawl.

Policies

1. Introduce non-residential service uses in existing communities, if planned or supported by communities;
2. Investigate and encourage, where appropriate, live/work units to provide mixed use commercial opportunities, as well as alternative housing;
3. Encourage innovative or creative [new] development that enhances or reflects local character, and if desirable, introduce non-residential services, as per plan;
4. Protect and preserve traditional communities;

5. Designate areas outside of the urban area to be developed at urban densities, provided that services and infrastructure exist to serve the area;
6. Greatly restrict development in areas of ecological, archeological or cultural sensitivity;
7. Plan for clear urban fringes between the urban and the rural either by creating physical edges (through protected areas) or by looking at intermediate appropriate densities;
8. Implement appropriate zoning requirements to strengthen our urban and our rural character; and
9. Implement zoning that encourages and allows for creative design.

Principle #5: Employment and Economic Development

Land use decisions should support a healthy, diverse and adaptable-to-resources regional economy as an essential component for the region's ability to provide a high quality of life and a high level of community services and amenities.

Policies

1. Develop, implement, measure and adjust a regional long-term strategic plan for realistically diversifying the economy;
2. Designate appropriate areas in the Plan that will be zoned to support the long-term strategic plan;
3. Establish redevelopment districts within the region;
4. Develop land use policies to support location and relocation of all our key industries;
5. Encourage large sectors of our economy - Government, tourism, construction and small businesses to manage resources more efficiently;
6. Emphasize local small businesses through economic gardening in areas such as live/work, home occupation and cottage industries;
7. Correct current high-speed telecommunications infrastructure deficiencies;
8. Place greater emphasis on education and job training;
9. Attract and retain jobs that pay a living wage; and
10. Incorporate and utilize existing agencies' efforts in economic/employment development.

Section 1.5. Preferred Patterns and Allocation of Development

A "preference" exercise was also conducted on the second day of the two-day workshop. The purpose of the exercise was to identify preferred development patterns and hypothetical allocations of those patterns. This was done within the context of the principles and policies that were agreed upon. A summary of that process and its results are included below. (A complete description of the exercise, including examples of each of the development patterns surveyed, is included in *Appendix II-Policy Workshop Results.*)

Scoring Development Patterns

RPA members reviewed ten local development patterns and were asked to complete two score cards. The first asked them to determine for each development pattern whether the pattern should be encouraged or discouraged in the Future Land Use and Growth Management Plan for the region. The scorecard also asked if a pattern should be protected. The survey results are included in Exhibit 1.5.A.

Patterns	Totals		
	Encourage	Discourage	Protect
A. Traditional, long-lot patterns of the historic villages	0	7	5
B. Structured, cul-de-sac/curvilinear patterns on 2 to 5 acre lots	0	8	0
C. Structured, cul-de-sac/curvilinear patterns on 1 to 2 acre lots	2	6	0
D. Random development on 2.5-acre lots	0	7	0
E. Compact, mixed-density development with (public) open space set-asides	6	2	1
F. Mountainous terrain with 10-20 acre lot minimums	0	5	5
G. Traditional, long-lot patterns within the City	7	1	3
H. Early master-planned developments of the railroad period	8	0	3
I. Early suburban patterns based on ~6,000 square foot lots (gross density of 4-5 du/ac)	0	7	3
J. Mixed-use, mixed density master plan development	5	2	0

Exhibit 1.5.A Pattern ranking by “Encourage, Discourage and Protect”

The members gave clear preference to encourage patterns H, G, E and J and to discourage patterns B, A, D, I and F. Patterns A and F, while being discouraged as possible development patterns for the future, represent historic significant patterns both in the EZ and the City that should be protected.

The patterns to be encouraged have several common characteristics that include: higher overall densities, compact development patterns, variable lot size and walkable orientation. Patterns to

be discouraged, excluding the two historic patterns (A and F) are generally of lower densities, high land consumption characteristics, homogeneous lot sizes and home values.

Development patterns which more closely express and continue Santa Fe’s traditional and unique style are preferable development patterns. These include patterns of mixed housing styles and densities that can be both random, such as the traditional adaptations or early railroad period developments, and planned, such as a master-planned community. In either instance, they include a mixing of styles, uses and/or patterns.

Development patterns, which are generally structured, and uniform in style and pattern are considered less desirable. These patterns are associated with suburban-style development that promotes similar size lots served by cul-de-sac streets and curvilinear collectors.

Although the traditional patterns common to the historic villages and the development styles located within mountainous terrain are not “preferred” *future* development, there was a clear desire to protect the patterns and areas.

Allocating Development Patterns

The second score card then asked the members to propose a hypothetical distribution of development patterns in the region. The chart below summarizes the result of development pattern allocation.

Development Patterns	Total	Avg. %
A. Traditional, long-lot patterns of the historic villages	20	2.9
B. Structured, cul-de-sac/curvilinear patterns on 2 to 5 acre lots	15	2.1
C. Structured, cul-de-sac/curvilinear patterns on 1 to 2 acre lots	35	5
D. Random development on 2.5-acre lots	15	2.1
E. Compact, mixed-density development with (public) open space set-asides	170	24.3
F. Mountainous terrain with 10-20 acre lot minimums	20	2.9
G. Traditional, long-lot patterns within the City	56	8
H. Early master-planned developments of the railroad period	205	29.3
I. Early suburban patterns based on ~6,000 square foot lots (gross density of 4-5 du/ac)	0	0
J. Mixed-use, mixed density master plan development	170	24.3

Exhibit 1.5.B. Allocation of development patterns within the region

The panel recommended three development patterns as preferable for the future of the region. These are patterns H, E and J—patterns generally based on compact or clustered patterns that provide a mix of housing types and lot sizes . *Allocation of these patterns was based on their*

perceived ability to meet the agreed upon principles and policies and are consistent with the development pattern preference survey.

If these results were applied as a template for development pattern distribution within the region, nearly three-quarters of new development would occur within the three patterns of compact form and mixed-lot, master-planned development. Conversely, a quarter of new development would generally occur within the more traditional suburban or historical patterns and styles. These distributions are to serve as the basis for allocating future development patterns within the growth management section of the plan. This is based on the fundamental assumption that these pattern allocations encourage and promote the principles and policies in the most effective and realistic manner possible.

Pattern desirability and allocation are to serve as the basis for measuring desired future land uses and how future growth should be directed. The future land use designations presented in Chapter 4 are described according to their potential performance in meeting the principles and policies. The desired distribution of patterns are integrated into the Chapter 6—Growth Management. These measures will serve as the basis for describing desired future growth for the region, both in terms of land uses and patterns and in terms of directing growth to areas that are most likely to meet the test of overall public benefit.

^a There was no amendment process incorporated within the Metro Highway Corridor Plan, which made it difficult to update or revise the plan. The RPA approved a single version of the plan relative to all three jurisdictions, but that version was never subsequently readopted by each of the three governing bodies. The multi-jurisdictional issue has been the primary weakness of that plan. The inability to update the plan has reinforced the importance of keeping a plan in one location and under one jurisdictional body.