
CHOICES FOR FUTURE GROWTH

With its creation in May of 2000, the original charge of the Regional Planning Authority was to develop and recommend to each governing body a future land use plan for the five-mile extraterritorial zone that surrounds the city. The founders of the RPA envisioned a process whereby the city and county could, together, establish a unified vision and strategy for future development through common land use practices. The idea was to reconcile planning policy differences in order to balance development—to provide some benefit to both jurisdictions without creating an undue burden to either or to the community as a whole. This made particular sense given that both bodies had recently adopted general plans, each incorporating the fundamental basics of land use planning. The land use plans themselves were not particularly incompatible, however, the underlying policies of growth varied in their approaches.

By 2002, the regional concerns over future water supply and its relationship to growth prompted the RPA to expand its definition of “land use plan” to include growth management. Whereas the future land use map was to originally address the “where and what” of desired or appropriate development within the EZ, the regional plan would have been effectively silent on “when” development should occur and where capital investment should be directed. There was an emerging interest in relating land use and water as a measure of growth. At that time, the regional plan became the “Santa Fe Regional Future Land Use and Growth Management Plan.” Now, where the land use plan presents a two-dimensional representation of the desired future (“where and what”), growth management now introduces the element of time (“when”). Incorporation of development phasing lends a three dimensional element to the plan.

Developing and applying a growth management system predicated on a land use-to-water supply relationship has presented its own set of opportunities and challenges. Given the regional water supply constraints, creating such a linkage offers new opportunities for managing water. Land use decisions may now be considered a function of the water necessary to serve development, including the potable water that flows through the system, wastewater that is delivered back as return flow or as a reusable reserve with the water rights needed to lay claim to that resource. The primary constraint to tying future land use to water, however, is that future supply remains undefined. That which is known is either tentative, speculative or relies on the construction of major capital facilities that have projected completion dates several years out. This presents the greatest challenge in allocating future growth in accordance with projected supply. An effective growth management plan must recognize these constraints and incorporate them into a strategy that achieves desired results.

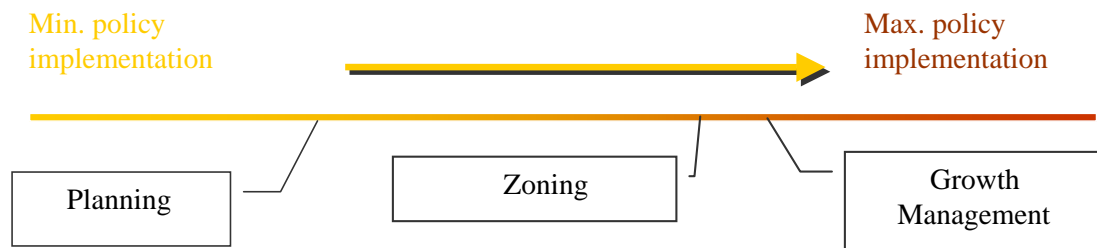
The following section presents three theoretical *policy choices* for future growth assuming some degree of a land use-to-water relationship. Given the constraints of directly allocating growth according to water supply as mentioned above, a strategy for managing growth is suggested by the plan that integrates preferred land use locations (in accordance with the policies and principles) with potential water delivery. By using this method five principles and policies continue to guide and direct land use policy and practices. The growth management strategy

further recommends preferred areas for development phasing through water delivery. These areas may serve as the basis for water extension policies and/or agreements between the governing bodies.

Section 6.1 Choices for Growth

Growth management is a strategic planning tool that addresses the timing or phasing of development. It focuses on controlling or mitigating particular issues (i.e., traffic congestion, high land consumption, costly utility extensions, water shortages) that produce negative quality of life measures within the community. In essence, it is an intervention mechanism that redirects or changes normal patterns in order to meet a particular goal or end result.

In first considering alternative regional growth strategies, the RPA has discussed general relationships between planning, implementation (zoning) and growth management within a broad



range of policy measures illustrated below. It was also recognized that growth management similarly comes in a variety of tools depending on the desired level of flexibility or control needed to achieve a specific goal. In order to establish a desired balance, three choices for growth have been considered and discussed for the region. These three choices present a broad range of minimum to maximum growth controls. These include the following:

1. **Limiting growth to delineated areas designated as redevelopment, developing and built areas ("Limited Growth").** Under this alternative, growth prioritization would be limited to areas that are currently subdivided and developing within a given time frame (4-5 years, e.g.) This alternative treats growth as a static process—it recognizes growth within those areas where land use decisions have already been determined, therefore, future growth is a function of the current water supply assigned to a development as the single guiding principle (rather than preferred land use decisions). Of the three alternatives, this is the most restrictive growth choice. It is limited in its ability to meet all five of the regional principles, including affordable housing and economic development.
2. **Developing and assigning growth priority areas in accordance with regional policies and principles ("Directed Growth").** In contrast to alternative #1, this method allocates a certain percentage of growth to areas that continue to develop and to future areas of preferred development. This process is considered dynamic—it directs a certain level of growth to areas of "preferred" development according to the regional principles, while providing for certain limits according to the resources available. Restated, it creates a

linkage between land use decisions and available resources using regional goals and policies as the guideline.

3. *Assuming growth will occur according to market demands ("Market Growth")*. This alternative assumes that the market determines where and how much growth occurs in the future. It also assumes that the market provides the resources necessary to accommodate certain levels of growth. This alternative provides the greatest flexibility for development. It assumes minimal regulatory intervention in directing growth and is similar to current development practices within the EZ. It does not represent, per se, a growth management tool. It also reflects "business as usual" practices.

These three choices serve as a basis in developing a growth management strategy. The RPA has recommended that Policy Choice #2, or "Directed Growth", be used as the basis for developing a growth management strategy. It was also recognized that elements of all three policy choices may be incorporated into a single strategy, but the emphasis would be placed on a directed growth method.

Section 6.2 Elements of Future Growth

Regional growth patterns have been influenced by several key factors. The primary growth determinant for Santa Fe, particularly for county development, has been access to water and/or water utility. Other influences have historically included the access to 1) alternative water sources (well systems), 2) wastewater utilities, 3) roads, 4) terrain and view corridors, and 5) family transfer/lot splits within traditional communities. It is assumed that these same factors will continue to influence future growth within the region.

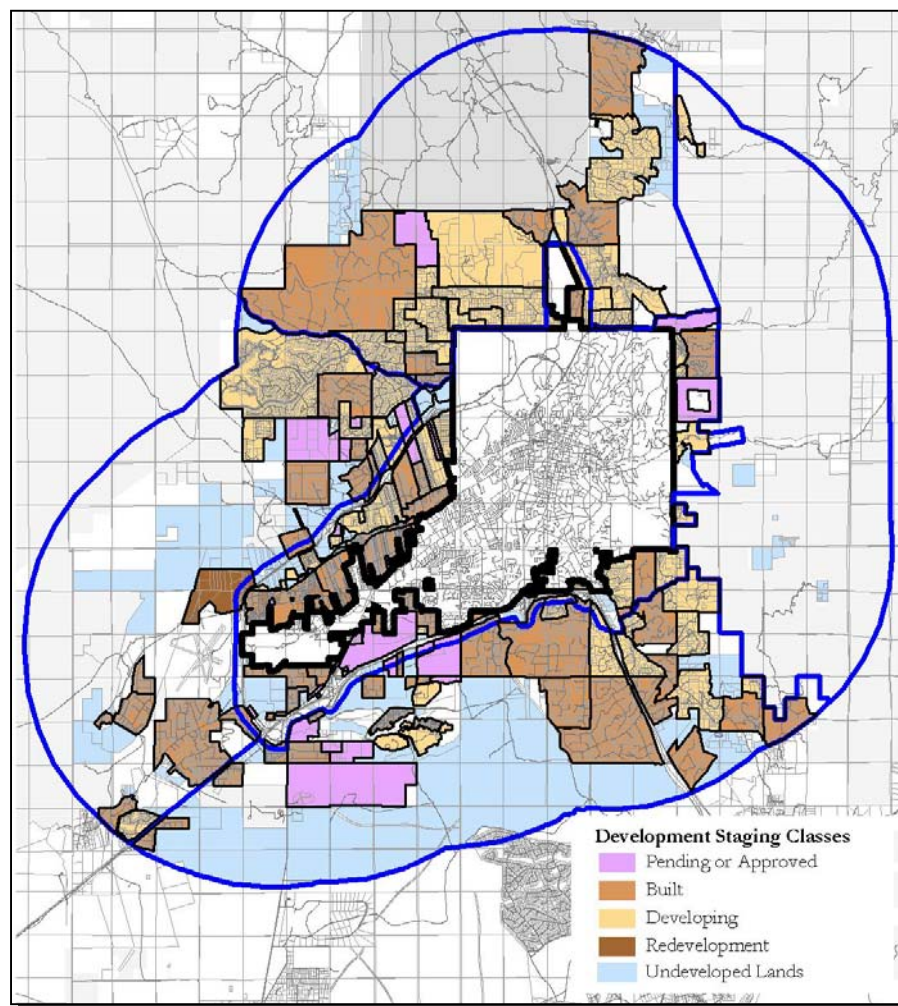
Future growth areas have been classified according to its current development status. Areas are categorized according to; 1) development that is nearing build out, 2) development that is currently active, 3) pending or approved [future] development and 4) undeveloped lands that may have development potential but are not yet "ripe" for production. The Development Staging Map (Map 6.2.A.) illustrates these classifications based on the existing land use/vacant lands inventory of existing conditions.

Development Staging Map definitions include:

1. **Built Areas**. These are development areas (usually at the subdivision or project level) that are at or near build out (approximately 70% or greater of the total number of lots) that are to be classified as infill areas.
2. **Developing Areas**. These areas are currently under development but are generally less than 70% built out. For purposes of classification, it is assumed that these areas will generate a future population, housing and employment base as well as some future demand for water. It is further assumed that a developing area has a secured water commitment through either central utility service or wells as part of its development approval. It assumes that no additional future water commitments would be necessary

although future water demand is expected (any future phases of development would be considered new development and would be categorized as pending below).

3. **Pending or Approved Development.** These areas represent potential future growth areas. They include known projects that are either in the development review process or have certain levels of approval but have not begun construction. They may or may not have secured water commitments for projects. The projects are also in various stages of submittal or review.
4. **Redevelopment Areas.** Redevelopment designations apply to areas that are at or near build out, but whose land uses are expected to move to “higher and better” land uses



Map 6.2.A. Regional Development Staging Map (4/2004)

because of changing conditions or environments. The changes are usually encouraged, promoted and desirable. It assumes that water demand associated with current uses will transfer to the new uses, however, depending on the intensification of the use, water demand may either increase or decrease depending on the change in use. Because

redevelopment is assumed a higher priority in all cases, it is not subject to the growth prioritization process.

5. **Undeveloped Land.** This classification describes large tracts of undeveloped lands commonly held in private ownership (with exceptions) that may or may not have future development potential, but are not identified as being actively subdivided or platted for purposes of development.

Table 6.2.A provides the estimated acreage of residential vacant, undeveloped, public and pueblo lands illustrated by the Developed Staging Map.

RPA Planning Subareas

Subarea	Total Acres	Public Lands	% Total	THC's/Pueblo	Acres (est.)	% of Total
North Area	36,919	5,105	14%	Tesuque THC/P	15,000	41%
Urban/East**	33,108	31,372	95%			
Urban Area*	16,408	1,053	6%	Agua Fria THC	750	5%
West Area!	35,353	11,227	32%	La Cienega/Cieneguilla	8,100	23%
South Area	37,095	3,380	9%			
Totals	158,883	52,137	33%		23,850	15%

** Urban/East is included within the Urban Area statistics.

! In the West Subarea, an additional ~2,500 acres of public lands is attributable to the municipal airport and the landfill.

* Does not include the City of Santa Fe @24,037 acres.

Area	Acreage (est.)
Pueblo	12,000
Public Lands	54,700
Residential Lots Vacant	15,200
Residential Lots Developed	32,800
Undeveloped Lands	29,300
Pending or Approved	7,700
Total Lands*	151,700

* Does not include developed comm/industrial or agriculture

Table 6.2.A. Regional Development Staging Tabular Data

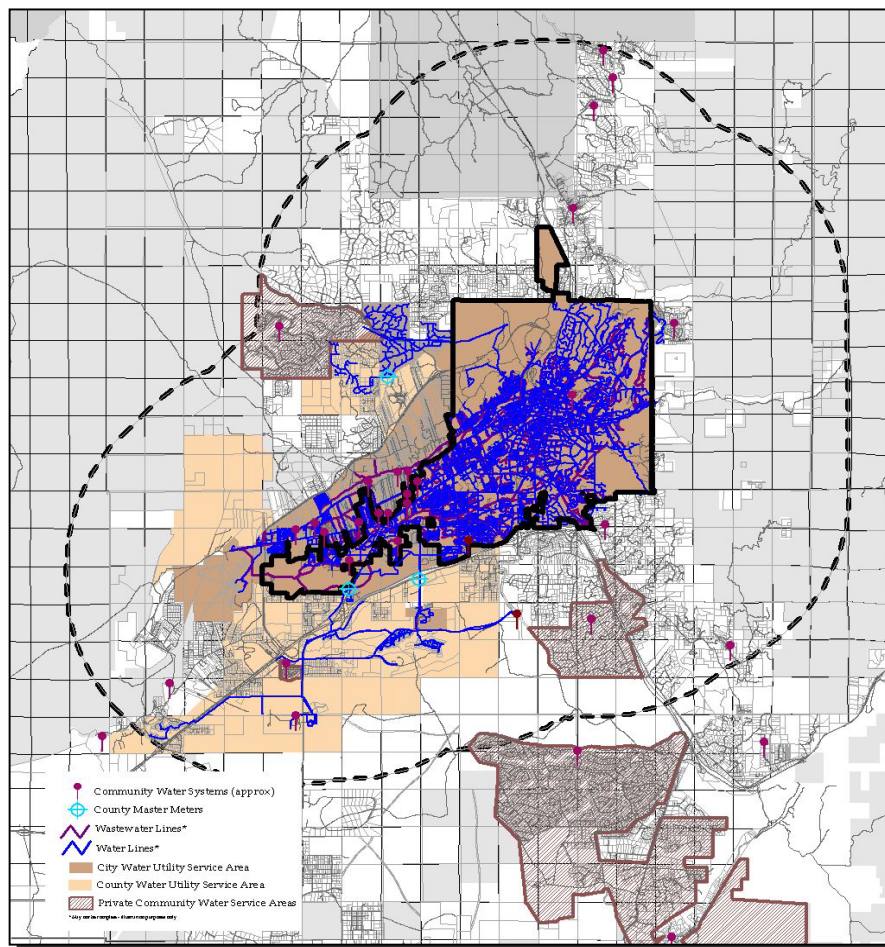
As previously noted, key factors are likely to influence potential growth. The two most relevant factors include access to utilities, principally water (Map 6.2.B), and transportation (Map 6.2.C). Access to utilities includes proximity to infrastructure, acquisition or assignment of water rights and availability of “wet” water. Roads include arterials (or higher), existing or planned and major transit lines or connections^a.

When infrastructure locations are combined with the development staging designations, service level boundaries may be assigned. These service levels^b are described accordingly:

- The City of Santa Fe represents the *Urban Core* where there is access to central utilities and where urban road systems, land uses and densities are at an urban scale.
- The *Urban Transition* area, or the region adjacent to the city limits, describes areas where patterns and densities tend to be at or near urban levels, and where there is generally some access to current or planned centralized utilities and existing or planned arterials

and collector roads. This occurs within parts of the 2-mile EZ area^c and is expected within parts of the Community College District. Land uses tend to be transitional—land uses and patterns vary from rural to urban; however, there a general movement within uses to move towards more intense urban patterns.

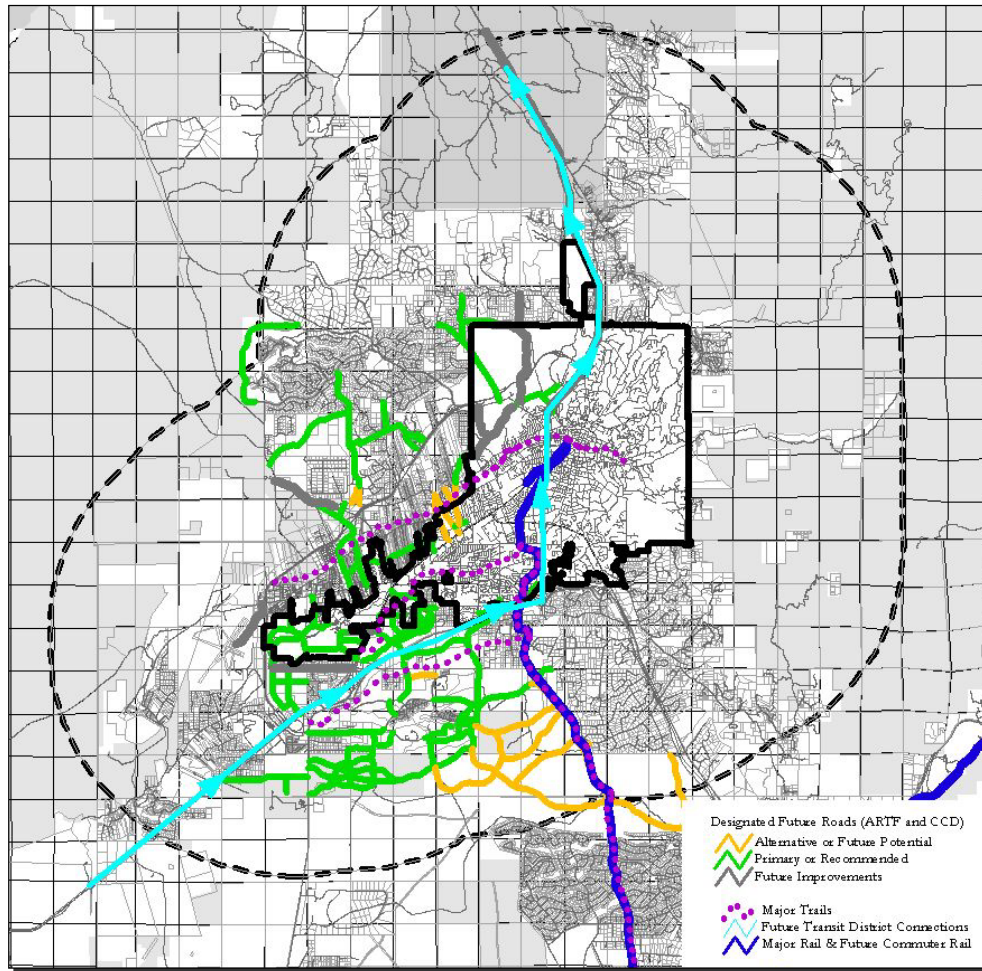
- The *Urban Fringe* area occurs at significantly lower densities and is typically served by private wells, septic and private or undeveloped or “rural” roads. Access to utilities is typically limited. Land uses within this area are primarily designated as “Rural” for undeveloped lands or “Rural Residential” where subdivision has occurred. The boundaries between *urban core*, *urban transition* and *urban fringe* may be considered the boundary lines for future growth, extension of utilities and development patterns within and possibly beyond the 20-year planning horizon.



Map 6.2.B. Utility Service Map (2/2004)

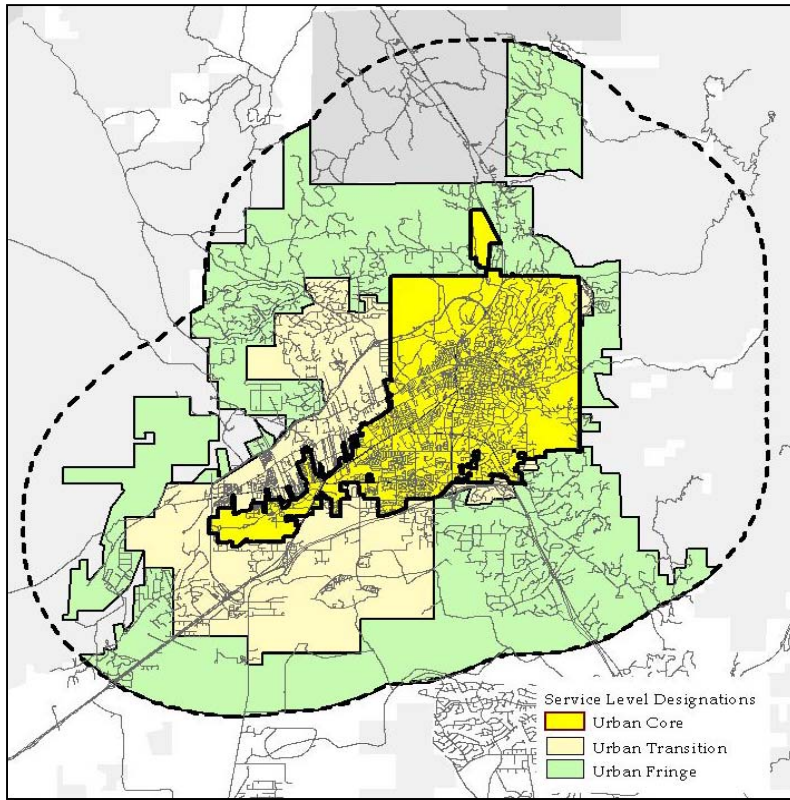
Service level designations are shown on Map 6.2.D. Assuming that growth is somewhat systematic in that it follows utility access, this map gives an indication of where growth is more likely to occur (at a gross scale). It also provides some definition of an urban/rural edge. Like

many western communities, Santa Fe’s urban fringe area is proportionately larger than the urban core. *The expansive area of development fringe implies significant urban sprawl.* This is largely due to the 2.5 to 5-acre lot subdivisions that have resulted from hydrologic performance zoning and lack of centralized utilities.



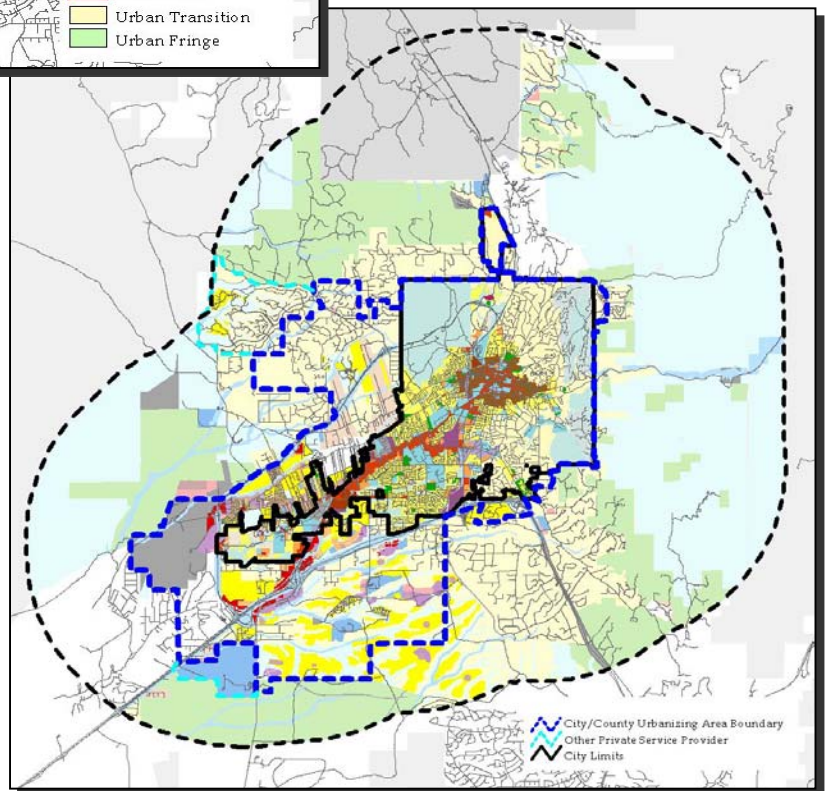
Map 6.2.C. Future Roads, Commuter Rail, Urban Trail Connections and Transit District Routes (ARTF Future Roads Network and Community College District Road Plan)

Using the service level boundaries, Map 6.3.E. defines the urbanizing area boundary. Lands outside of that boundary are considered areas of “Rural” (within the planning time frame.) In keeping with the regional policies and principles, future growth should be directed within the urbanizing boundary to 1) promote orderly and timely development, 2) reduce public infrastructure costs, 3) contain urbanization, 4) retard sprawl, and 5) preserve some delineation of urban and rural boundaries. This also aids in the preservation of Santa Fe’s unique character and style while offering protection to significant historical and cultural sites that might otherwise be threatened by expanding urbanization. Finally, it keeps land in reserve for future growth.



Map 6.2.D. Urban Service Level Designations

Map 6.2.E. City/County Urbanizing Area Boundary (2020)



Section 6.3 The Growth Management Strategy

In order to integrate the key elements of the regional policies and principles with development phasing, a growth management strategy is essential in making that linkage. The growth management strategy has been developed using the underlying choice for directed growth (Growth Policy Choice #2). This strategy has been derived using a planning overlay technique, which identifies potential land uses that are most conducive or more likely to stratify certain principle or policy elements. These areas are referred to as “higher frequency overlap”. Potential water delivery areas are then formulated according to the frequency overlapping areas.

Development of Growth Priority Areas

Growth prioritization directs growth to those areas that can most effectively meet the regional principles and policies through a combination of incentives (access to water) and regulations (water extension policies and land use codes). It allocates a percentage of projected growth to 1) areas that are currently developing (see Development Staging Map) and 2) areas where growth is preferred within the subareas. The assignment of growth priority areas is based on performance measures derived from the regional principles. Development within a growth priority area then “competes” for water allocation within the growth priority areas through development performance and/or acquisition and transfer of water rights.

This strategy is based primarily on directed growth (Growth Choice #2). It also borrows from a) limited growth (Growth Choice #1) in that it assumes some percentage of growth will continue within the developing areas and b) market growth in that new development competes for water within a growth priority area. It assigns some percentage of growth to developing areas, recognizing that a percentage of growth will continue within active development.

Land uses within most developing areas are generally “recognized” rather than “encouraged” uses and patterns. The long term goal is to incrementally transition away from current “recognized” development trends to that of “encouraged” land uses and patterns in order to bring future growth in alignment with regional principles. Similarly, development would migrate from dependence on well and septic to centralized utility systems. The incremental migration would occur mostly by incentives—through access to water and wastewater utility systems. This would go hand-in-hand with formulation of a sustainable, regional water supply. It should be noted that the migration from predominately well and septic to centralized utility happens over time—this occurs as developing areas continue to build out and new development (assuming they develop on central systems) come on line to replace areas that build out. In keeping with the principles of Chapter 1, a general formula for development allocation has been suggested as seventy-five percent for “preferred patterns” that include compact, mixed-density development with public open space provided and twenty-five percent remaining for other “protected or discouraged” patterns. In all new development, the regional principles and policies should be met.

For *developing areas*, it is assumed^d that there is already a commitment for or allocation of water but there remains associated future demand for water as lots are developed. The assumption is that a majority of this demand occurs either through well and septic or through other community

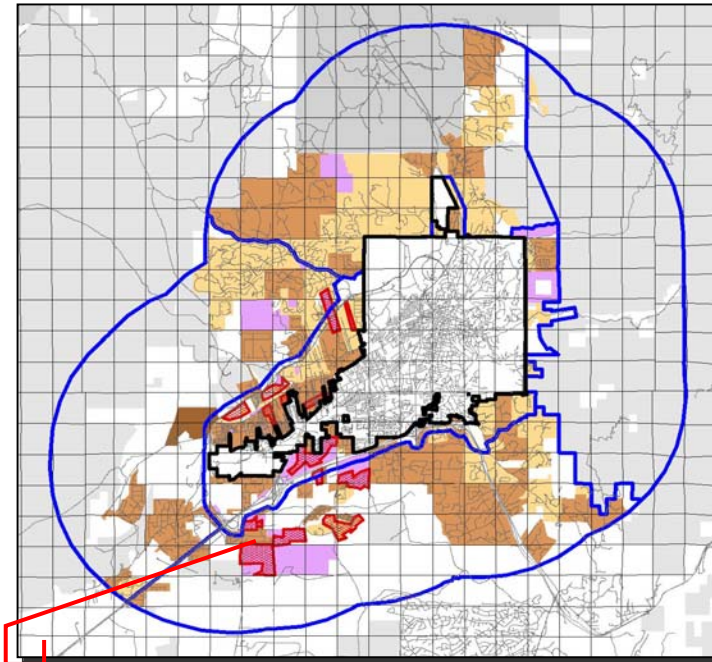
water systems (including Las Campanas, see endnote for the calculation summary)^e. The goal is to transition development from well and septic dependence to public, centralized utility systems. As this occurs, the balance, which currently favors well and septic, will eventually shift to public utility recognizing the inherent lag between the time of development approval to build out.

Neither built or developing designations includes pending or approved development. It assumes that these areas are mostly likely to be included within a growth priority designation. *Under the growth management strategy, those projects which are located within growth prioritization areas would compete for water through acquisition and transfer of water rights.* In order to obtain a priority area water allocation, a project must provide associated water rights in exchange for wet water. This may be accomplished either directly through developer acquisition related to each project within the growth areas or, through fees or assessments imposed by the governing body^f. Under the latter scenario, the governing body invests in the acquisition and transfer of such rights and metes out water accordingly. Even if water allocations are provided from external sources^g through contract agreements, water rights should be required under all scenarios. In several cases, the process of allocating water may be somewhat predetermined according to the development approval stage of individual projects. In other words, some projects may have already secured rights and approvals where other projects may not.

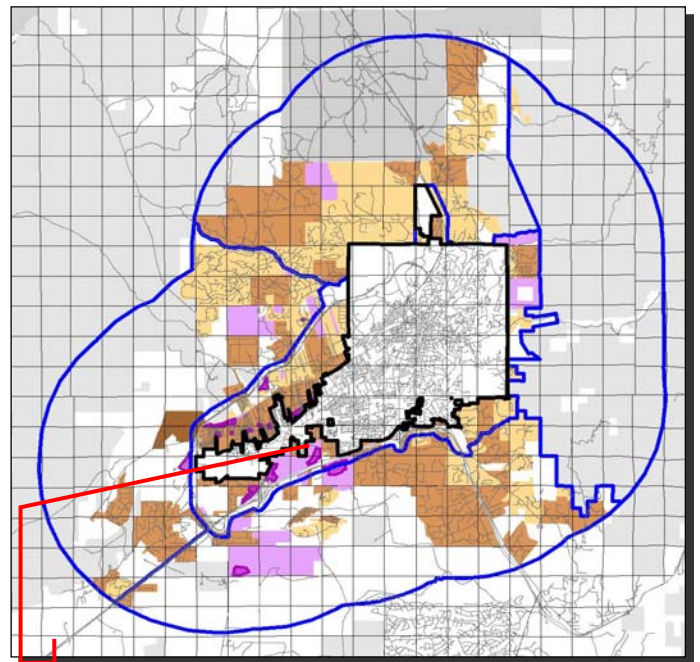
Since growth priority areas are assigned according to their ability to perform against the principles and policies, areas of potential development have been “tested” against each principle independently in order to determine the most appropriate areas according to that principle. For example, the housing opportunity principle recognizes several key policies that create greater opportunity in providing affordable housing. These include such factors as access to [public] centralized utilities which, in turn, allow for increased density, a desire for mixed housing types within a community, and employment opportunity that is in proximity to housing.

Maps 6.3.A-D. illustrate the overlays for the major elements of the principles and policies (housing, economic development, character, and services) . Once these layers are constructed, they are then stratified to indicate common locations of frequent overlap (Map 6.3.E).

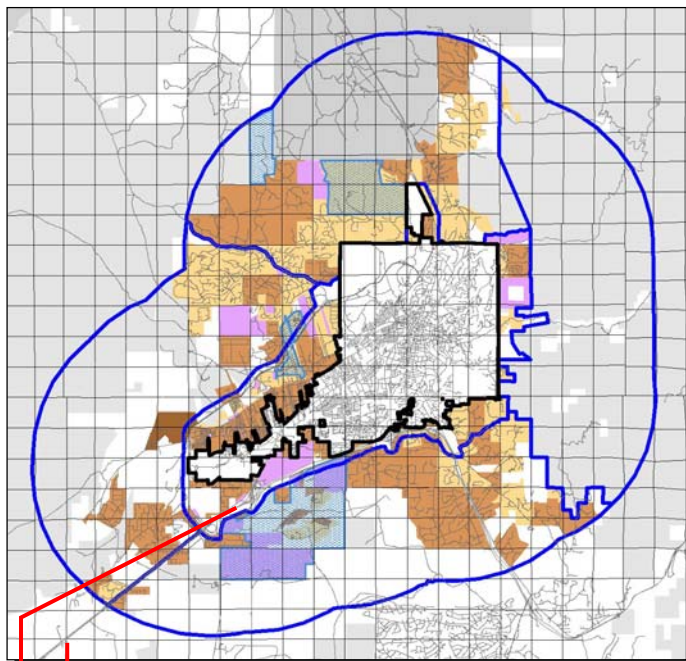
It is within these overlapping areas that growth prioritization is recommended. This directs growth to areas that can most effectively meet the regional goals for preferred development. This strategy method is founded on one important principle—in order to manage the region’s limited resources; development that meets or exceeds regional goals as a measure of public benefit should be encouraged through incentives, which direct growth to areas of preferred development.



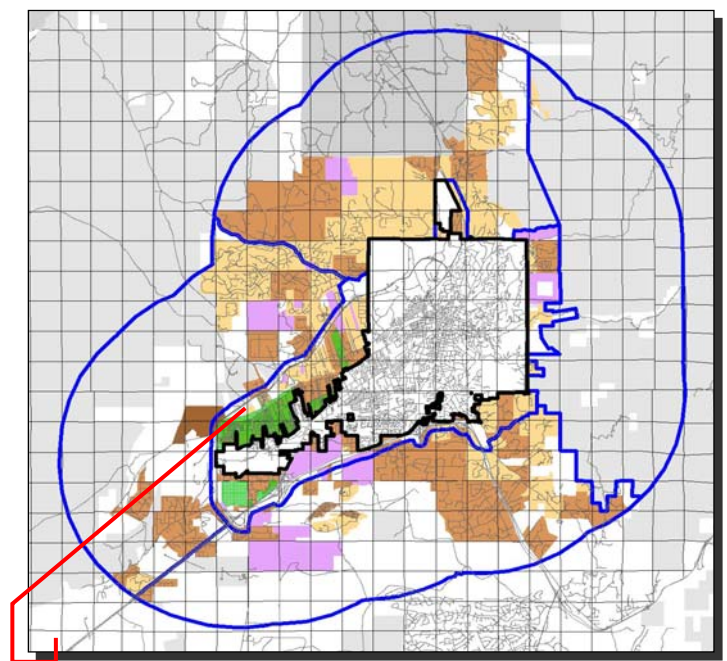
Map 6.3.A. Options for Housing Opportunity (magenta hatch)



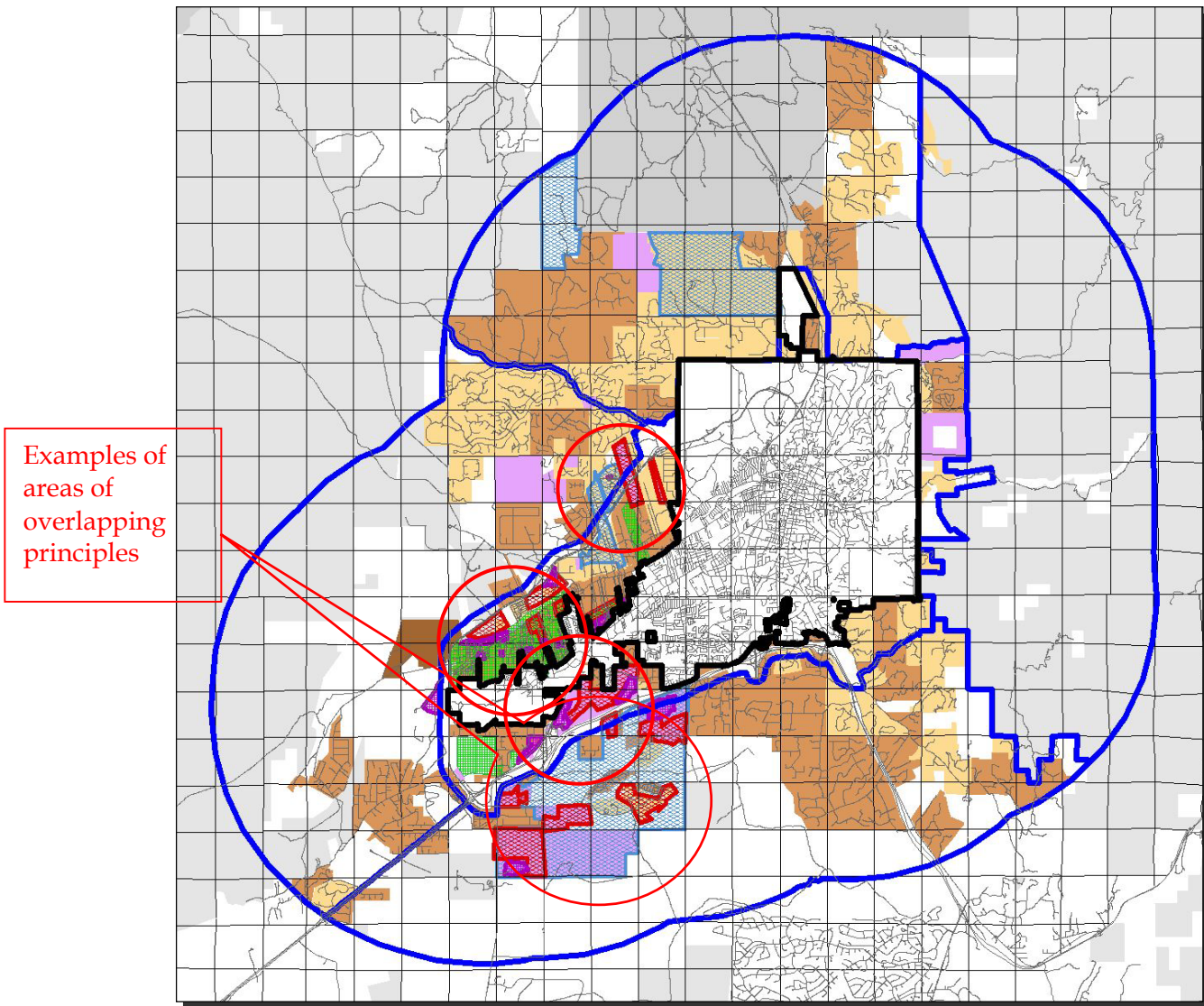
Map 6.3.B. Options for Employment Opportunity
Economic Diversification (dark purple)



Map 6.3.C. Preferred or Protected Pattern Areas
(Mixed-housing/clustered, rural, traditional) (blue hatch)



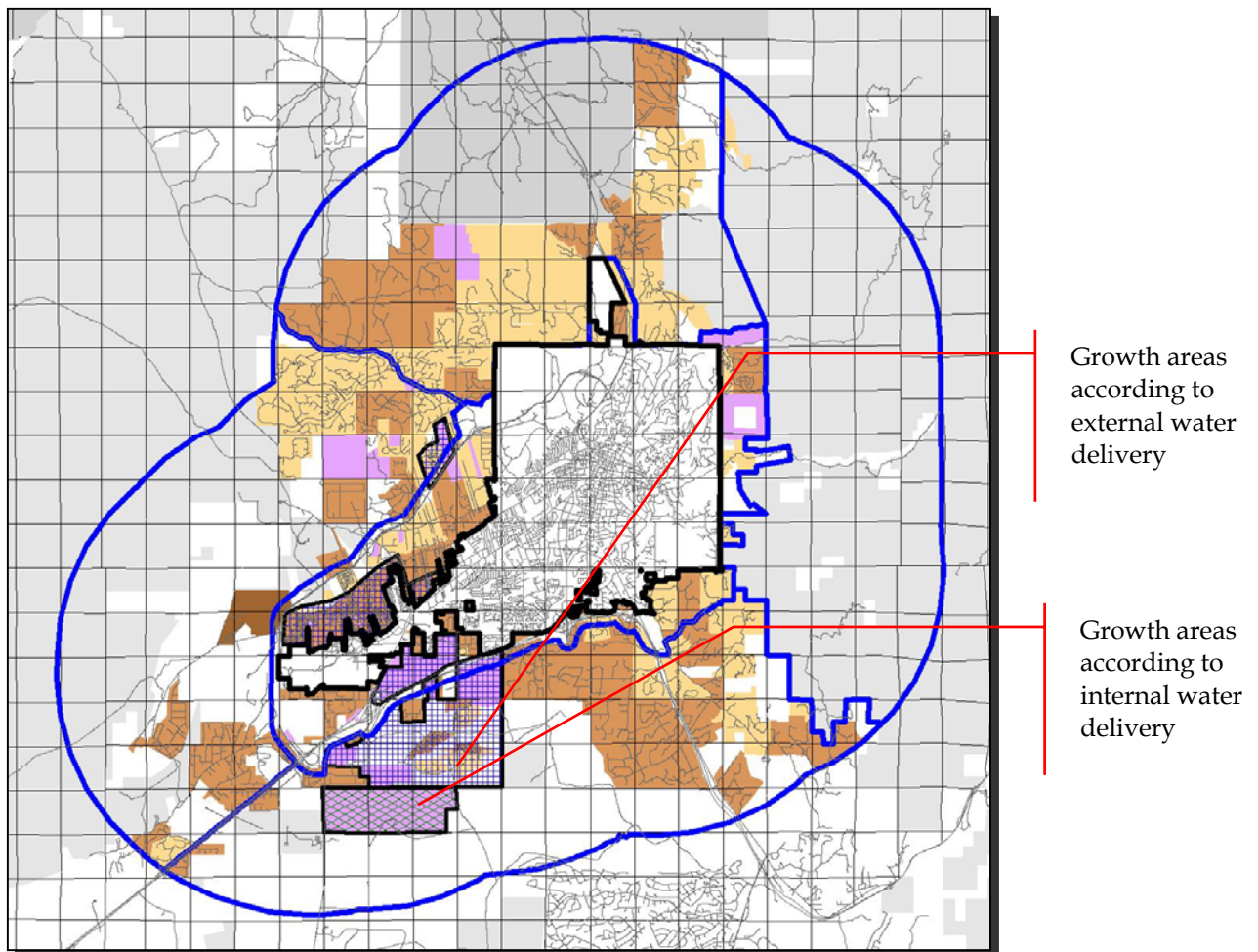
Map 6.3.D. Areas of Infill/Compact Form (green hatch)



Map 6.3.E. Composite of Overlaid Themes based on Regional Policies and Principles

Map 6.3.F demarcates these overlapping areas as “potential” growth prioritization areas according to potential water delivery or service areas. It recognizes water service according to two sources – external water delivery, or water that comes from outside of the growth priority areas, and internal water delivery, or water that comes from within or adjacent to the growth priority area. These areas may then become the growth priority areas according to newly defined water service areas in accordance with this plan. As the county utility system continues to develop, all growth priority areas are expected to be served by external water sources as systems are eventually connected or linked. This promotes a balanced utility management system that incorporates conjunctive use methods between surface and groundwater sources. If a primary goal is to achieve

regional water sustainability, then managing a conjunctive system at a regional level is essential since groundwater sources do not respect jurisdictional boundaries. Conjunctive management requires a greater regional approach. Water sustainability also requires water and wastewater linkages through public utility systems.



Map 6.3.F. "Potential" Growth Priority Areas derived from "Frequency Overlap" above as identified by Water Delivery Potential

In keeping with regional water source management, it is suggested that the external water delivery areas serve as the basis for cooperative water utility management areas. This may be accomplished through such regional water agreements as the City/County Wholesale Water Service Agreement, a joint powers agreement for a regional water agency for future water sources and other agreements regarding conjunctive use management of the well system(s). The growth management strategy has been designed to accept implementation of such agreements that the City and County may enter into regarding water. Implementation would

be thoroughly defined within the *Growth Prioritization Program* as the first step of the ‘post-plan’ implementation process immediately following adoption of this plan and the Wholesale Water Service Agreement, if they are in fact linked together. Furthermore, the plan may serve as the basis for developing other regional policies or agreements related to land use, water and growth.

In keeping with the development allocation of preferred patterns covered in the first chapter, approximately three-quarters of future development should occur within these priority areas. This allows for some land use decision flexibility in that it does recognize some development of other patterns outside of these areas. (This twenty-five percent allocation may also be limited to developing areas.)

Any water allocation to the final growth priority areas within the early years of the plan (years 1 - 5 for e.g.) should take into account the theory of development migration previously mentioned. Restated, not all development within the first several years are expected to occur solely on central utility given the percentage of outstanding development that has yet to build. The long-term goal however is to shift development towards central utility systems over time. This may be reflected in a water allocation system that increases the rate of growth of utility water demand versus non-utility over time.

Section 6.4 Growth Management Implementation

This chapter provides the basis for linking land use and water delivery through a growth management strategy. It provides a framework for future city and county cooperation by suggesting linkages between land use decisions and water delivery. This would be accomplished through delineating areas of high community benefit in accordance with the regional policies and principles. Cooperative water delivery may be the incentive in meeting those goals.

As noted in Chapter 4, implementation of the land use plan would occur primarily through revisions to zoning. Implementation of the growth management strategy would occur through one or a combination of several mechanisms. These would include utility extension policies and practices, annexation programming, water utility or delivery agreements, platting and/or subdivision of land and development standards.

This chapter provides the policy framework under which growth priority areas would be created, including the introduction of cooperative water delivery service areas. It is critical that upon completion of this plan that the *Growth Prioritization Program* be developed and implemented in accordance with 1) this chapter, 2) this plan, and 3) all water agreements that reference this plan. Elements of that program would include (but not limited to):

1. Final delineation of each growth priority area including the specifications or measures used to formulate these areas;
2. Total potential water demand associated with those areas at a) build out and 2) annually based on future land uses. (Water demand summaries would fairly generalized since it is

based on larger scale land use designations);

3. Delineation of cooperative water delivery service areas subject to internal and external water sources (what is the expected water source). Included would be the delineation of service providers and/or potential annexation areas that are to be conceptually agreed upon by the City and County.

Although annexation is generally a city-initiated process, there should be consensus between the city and county about which body can most effectively and efficiently serve an area both in terms of infrastructure as well as emergency services. Annexation is generally viable where there is a balance between costs of service and revenues without requiring a reduction in levels of service. Where fiscal imbalances occur but there may be strong justifications for annexing certain areas, revenue sharing or mutual service contracts may reduce financial burdens. These issues should be addressed within the annexation plan; however, this and the land use section may provide the context for developing such a plan.

4. Water allocations for each of the final growth priority areas on an annual basis. This would be in accordance with any and all water agreements that set forth water delivery allocations.
5. Development migration tables that estimate the expected change or shift in annual permits from well/septic to central systems. This would also serve as a potential development phasing plan.
6. Near-term, intermediate and long-term growth prioritization strategies should be included based on potential future water supply.
7. Development of utility extension policies, including water rights transfers, and code revisions for platting and subdivisions.
8. Recommendations on future revenue including such sources as bonds, impact fees, assessments, utility fees, etc... for infrastructure and water rights acquisition.

It is recommended that this program be developed within the context of a larger *regional* utility master planning function. Although the program relies on land use modeling to generate potential demand, it is primarily a water planning function. It may serve as (or at a minimum, augment) water demand and supply data for the extraterritorial zone.

In order to effectively implement this part of the plan, the program suggested above would be critical in moving these policies into practical applications. This would then complete the "planning-to-implementation circle". So, where zoning would be derived from the policy framework suggested within the land use section, water utility policies and regulations would be structured from the growth management strategy. Both planning elements would drive an annexation plan.

^a The regional plan includes transportation systems as a function of urban services; however, planning for future roads, trails and transit are not within the scope of this plan. These planning functions are reserved for other city and county agencies, including the Santa Fe Metropolitan Planning Organization (City of Santa Fe) and the future Regional Transit District, which is now being formed

to include a larger geographical area than the EZ. It is expected that the MPO will initiate the five-year update of the Long-Range Transportation Plan within the next six months and that it will be based on this plan.

^b Mapping these areas also considers the underlying future land uses. For example, there are areas that are included within a utility service boundary but are designated as rural reserve. They may later be included as urban transition, but because of the land uses, are treated as urban fringe.

^c The Las Campanas development has similar characteristics; however, it is based on private service provision and is limited in access. Except for that area that is currently served by city utilities, it is not included within this category. It is noted as a private service provider within the urbanizing area boundary.

^d This is a theoretical assumption that may or may not be true since infill development will continue to occur within developing areas. For classification purposes only, this assumption is considered valid.

^e For example, there is approximately 160 acre-feet of committed water remaining under the Wheeling Agreement (excluding County project commitments) that has not yet been put into production. If there is nearly 1,000 acre-feet of outstanding water demand associated with developing and built areas alone, including Las Campanas, the 160 acre-feet represents only 15% of the total outstanding water demand associated with committed development. Assuming that the County (EZ) permits approximately 300 to 500 dwelling units per year on the average, the associated water demand (prorated @.29 AF/d.u.) ranges from 87 to 145 acre-feet per year in new water demand. Recognizing that the county utility has historically supplied approximately 50 acre-feet a year of wheeled water, then the percentage of utility water to well (community or private) water or other service providers (those areas that are served by City water inside of the County) varies from 57% to 34% depending on the rate of growth in any given year. The utility connection percentage would be somewhat higher if development within the Las Campanas water service area were included in the calculation. For instance, if approximately 30 permits (9 AF) are issued within the Las Campanas service area a year, then the utility connection percentage increases to a range of 64% (78 acre-feet total) to 37% (136 acre-feet total) of total annual water demand. This means that somewhere between 28 acre-feet to 86 acre-feet per year are attributable to wells or community wells within the EZ excluding Las Campanas. **Average water demand for non-utility, excluding Las Campanas, would therefore be about 57 acre-feet per year based on historical usage and permit activity. In total average historical water demand for EZ utility/non-utility is estimated at 107 acre-feet (excluding Las Campanas).**

^f Other types of infrastructure requirements may also be funded through similar fees including roads and parks/open space. In all cases, development within growth priority areas should pay for itself either directly by the developer or through fees, charges or assessments.

^g Assuming a project receives a water allocation prior during the term of the City/County Wholesale Water Service Agreement, diverted rights would be still be required in order to convert that water to surface water diversion from the Buckman Direct Diversion project in the future. This is particularly important if the amount of wholesaled water is to be phased into diverted water [rights].