3 LAND USE

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The text and policies of the Land Use chapter are expressed through the Themes, Guiding Policies, and Implementing Policies. Land Policy Overlays (Figure 3-1), and Future Land Use (Figure 3-2) are graphic representations of these policies, designating only the proposed general location, distribution, and extent of land uses; they are not by themselves "the General Plan." They should be used only in conjunction with other figures and text in the Plan. For some areas, additional detail is provided in documents such as the *Downtown Plan* and the *Historic Districts Handbook*. In other areas, additional detail will be included in a Community Area Plan.

Land use classifications, shown as letter designations, labels, graphic patterns, and/or color on Future Land Use (Figure 3-2), specify an intended range for housing density or building intensity for each type of land use. These density/intensity standards allow circulation and public facility needs to be determined; they also reflect the environmental carrying-capacity limitations established by other chapters of the General Plan (Figure 3-3). They do not directly correspond to existing zoning categories nor do they change the underlying zoning. Changes in zoning may be recommended in a Community Area Plan and subsequently changed by ordinance. Changes in the existing zoning classifications may also be changed by ordinance to more closely resemble the Plan's classifications.

The following themes and guiding policies apply to this chapter:

THEMES

- Affordable Housing Actively participate in the creation of affordable housing.
- Quality of Life Enhance the quality of life of the community and ensure provision of community services for residents.
- Transportation Alternatives Reduce automobile dependence and dominance.
- Economic Diversity Develop and implement a comprehensive strategy to increase job opportunities, diversify the economy, and promote arts and small businesses.
- Sustainable Growth Ensure that development is sustainable and that growth, conservation, redevelopment, and natural resource protection are balanced.
- Character Maintain and respect Santa Fe's unique personality, sense of place, and character.
- Urban Form Promote a compact urban form and encourage sensitive/compatible infill development.
- Community-Oriented Downtown Put community activities back into Downtown.
- Community-Oriented Development Orient new development to the community; foster public life, vitality, and community sprit.
- Mixed Use Provide a mix of land uses in all areas of the city.

GUIDING POLICIES

For additional policies related to affordable and economic development, see Sections 10.1 and 10.2 and Institutional Framework Section 11.

- 3-G-1 There shall be consistency between the General Plan and the city's land use development laws (see Section 11 policies).
- 3-G-2 There shall be a mix of uses and housing types in all parts of the city.

Mixed use should not just be encouraged, but in certain areas, such as the mixed-use districts(neighborhood centers) and redevelopment areas, it is specifically recommended in the General Plan.

3-G-3 There shall be infill development at densities that support the construction of affordable housing and a designated mix of land uses that provide an adequate balance of service retail and employment opportunities to address residential growth throughout the Urban Area, including the Railyard property.

3.1 EVOLUTION OF THE LAND USE PATTERN

The location of the first Spanish settlement at the foot of the hills north of the Santa Fe River and the initial arrangement of uses—church and governmental institutions to the north and east of the Plaza, and commercial and residential areas to the west and south—have played a large role in shaping Santa Fe's land use pattern. The official plan for the Plaza, which was strictly followed by the first Spanish settlement, was based on the Spanish precepts for new towns. The Plaza was to form the heart of the town; it was to be surrounded by arcades, and all major streets were to radiate out from it.

The city's growth and expansion were influenced by topography and the availability of water. For two and a half centuries after the city's settlement, almost all institutional and commercial activity was confined to the central core, which contained a true mix of uses, although residential development gradually extended outward. The hills to the north and the northeast restricted urban development in these directions, up until about 30 years ago, to a narrow band adjacent to the central area. Also, both the river canyon and Atalaya Hill on the east discouraged residential development. In comparison, the rolling topography to the west and the south presented few problems. Because of water availability, initial residential expansion from the core was along the Santa Fe River. Residential development was located also along Acequia Madre and its tributaries, and along Agua Fria, to the west and parallel to the river, because of the importance of Agua Fria as the Camino Real, the early trading route from Santa Fe to Mexico City.

While much of Santa Fe's growth has been incremental in nature, the city's form was fairly compact until large residential tracts were developed in the southern part of the city in the early 1950s. As late as the mid-1940s, when the city's population was about 25,000 (or about 40 percent of its current population), urban development was confined to an area of about



2,500 acres.¹ About 80 percent of the population lived in an oval area measuring 10,000 feet and 6,000 feet along the two axes, an area of about 1,300 acres. Thus, most residents lived within a half-mile radius—a ten-minute walk on average—of the Plaza. This area contained a fine-grained mix of uses, ensuring that jobs, schools, and commercial and recreational activities were within walking distance for most residents. While traffic congestion was an acknowledged problem even then, the narrow, winding streets posed relatively few constraints to the residents' overall mobility.

Except for some outlying rural development, until the last two decades or so, residential development in the Extraterritorial Zone was clustered in traditional communities. Rising housing prices and population growth in the region have prompted a more diffuse, less intense, and nontraditional form of development, which ignores the long history of urban design in Santa Fe.

3.2 CURRENT LAND USE PATTERN

Magnitude of Uses

Of the approximately 43,550 acres in the Urban Area; 17,492 acres (40 percent of the land) is currently developed or is the subject of an approved development project. Forty-eight percent of the developed land is devoted to single-family residential use; city and other public uses are the next major uses. The largest flat, undeveloped portions of the Urban Area lie to the south of the city.

Distribution of Uses

Santa Fe's street system and the location of jobs and commercial activity reinforce the radial development pattern of the city. Barring some relatively new streets such as St. Francis Drive and Paseo de Peralta, virtually all major roads lead to Downtown. The Downtown and the adjoining State Capitol Complex (together referred to as the Business Capitol District) are home to about 10,600 jobs, or one-third of the total wage and salary jobs in the Urban Area. This pattern of development has contributed to Downtown's vitality, and despite parking and congestion problems, it remains a much sought-after business address. A majority of state offices are located at the State Capitol Complex, while most of the rest are located at the South Capitol Complex, which lies southwest of Downtown. To the west and south of the Business Capitol District are generally older, moderate-density residential areas with a mix of housing types. To the northeast and northwest are lower-density residential areas.

Growth of the city has been accompanied by an increase in jobs and a decline in residential population in the Downtown. Increasing distances between residences and the Plaza, and the premium commanded by a Downtown location have resulted in relocation of most community-oriented retail uses to outlying locations. Increasing distances between jobs and residences have also forced an ever-increasing number of commuters onto the same streets.

1

Santa Fe Comprehensive General Plan, 1946.





Although much of this development pattern can be attributed to market forces and demands of the automobile, conscious planning policy has played an equally critical role. For example, the 1946 General Plan foresaw new residential development at about 5.0 units per gross acre, compared to the then prevalent density of about 6.2 units per gross acre.² In effect, actual development has been at even lower densities. The 1946 Plan also directed growth primarily to the south and southwest.

3.3 GENERAL PLAN LAND USE FRAMEWORK

The land use framework of the General Plan is embodied in Future Land Use (Figure 3-2), which is a graphic representation of the themes and policies that are contained throughout the Plan. It is the result of many months of work by the community and the Planning Commission. As a prelude to preparation of Future Land Use, three alternative sketch plans were prepared and evaluated—for qualitative planning aspects as well as for impacts on traffic and the environment, and the cost of supporting infrastructure. The selection of the Preferred Plan was a result of public commentary and suggestions at five hands-on workshops where the alternative plans were discussed and compared.

Ideas and principles that have shaped the General Plan land use framework include:

- **Compact Urban Form.** A majority of growth is contained within 4.0 miles of the Downtown, while most of the rest is within 5.5 miles of Downtown.
- **Reaffirmation of the Role of Downtown as the Center of Community.** Future Land Use (Figure 3-2) ensures that the Downtown location as the physical heart of the community is enhanced and that no new center rivals the Downtown in size and scale. Unlike development over the last two decades, realization of the Plan will result in a decrease in the average distance between residences and the Downtown.
- Mix of Uses in All New and Existing Neighborhoods. Most new residences are located within walking distance of neighborhood commercial centers, ensuring that services such as grocery stores are located close to where residents live.
- Mix of Housing Types in All Neighborhoods. Future Land Use (Figure 3-2) illustrates neighborhoods with integrated housing types, designed to locate a larger share of residences close to transit and neighborhood centers.
- **Transit-Supportive Development.** Future Land Use (Figure 3-2) identifies transitintensive corridors that will be serviced by high-frequency transit and will build on the success attained by Santa Fe Trails in a relatively short period. Employment centers, new neighborhood centers, and centers in existing neighborhoods are located so as to be served with a short loop to minimize the length of the transit network. Sites for two multimodal stations are also shown.

² Calculation using information in the 1946 Plan.

- **Protection of Natural Resources and the Environment.** Development on hillsides, steep slopes, riparian corridors, or flood plains is minimized or prohibited.
- **Protection and Conservation of Neighborhoods.** Future Land Use (Figure 3-2) envisages Santa Fe as a network of neighborhoods with individual identities but integrated into the overall fabric of the community. Limitations are imposed on the size and scale of development to prevent encroachment of large-scale commercial uses in neighborhoods (see Chapter 5).
- Corridor Protection Area Between Urban and Rural Uses. To prevent sprawl and delineate clearly the boundary between urban and rural areas, Future Land Use (Figure 3-2) shows a corridor protection area between urban and rural uses along the Veterans Memorial Highway (Santa Fe Relief Route) and Interstate 25. The hillsides to the east will result in a natural boundary between urban and rural development.
- Minimal Impacts on Congested Streets. This document respects Santa Feans' desire for narrower streets and locates development to minimize traffic along already congested north-south arterials such as Cerrillos Road and St. Francis Drive. This document recommends as a priority detailed planning for the land use and road net-work in the area of Cerrillos Road and Airport Road.
- Commercial and Higher Density Residential Development Located away from Arterials. The purpose is two-fold: to avoid strip-commercial development and to create neighborhoods away from the noise, pollution, and traffic of arterial streets.
- Network of Open Space. Future Land Use (Figure 3-2) illustrates a network of open space along the arroyos that will be realized over time and smaller parks within neighborhoods.
- Respect for Traditional Communities such as Tesuque and Agua Fria. This document affirms the independence of the communities in shaping their destinies; however, in many aspects, such as transportation and land use planning, a partnership between the city and the traditional communities will be essential. This document recommends as a priority establishing a joint planning effort to develop a community area plan for the Agua Fria Area.

Santa Fe Railyard Area

The City of Santa Fe purchased 50 acres of railyard property and is presently pursuing redevelopment of this property. The Santa Fe Railyard area will continue to be used as an active railyard, where trains utilize the historic depot; will provide sites for parks and open space, arts and cultural sites; a mix of retail, offices, public and private services; affordable housing, live/work opportunities, and other residential uses serving the daily needs of residents and workers within the Railyard and surrounding area, in a pedestrian and transit-oriented, traditional Santa Fe environment. Maximum store-size and parking limitations, as well as reduced minimum parking and shared-parking standards, will be established in the Railyard master plan. Development will be in accordance with urban design principles and standards set out in the Railyard master plan.

3.4 LAND USE CLASSIFICATIONS

This section describes the land use classifications designated on Future Land Use (Figure 3-2). Future Land Use is a graphic representation of policies contained in the General Plan. It is to be used and interpreted only in conjunction with the text and other figures contained in the General Plan. The legend of Future Land Use abbreviates the land use classifications described below, which represent an adopted part of the General Plan. Uses on sites less than ten acres in size are generally not depicted on Future Land Use.

Designation of a site for urban use on Future Land Use (Figure 3-2) may not necessarily mean that the site is ready for urban development right away; policies related to contiguity and phasing will regulate the timing of development.

The classifications in this section represent adopted city policy. They are meant to be broad enough to give the city flexibility in implementing city policy, but clear enough to provide sufficient direction to carry out the General Plan. Further details on development intensities, use mixes, and design are provided in Chapter 5: City Character and Urban Development. The city's land development laws will contain more detailed provisions and standards for land use, maximum and minimum densities, and building intensities than are described in the classifications. More than one zoning district may be consistent with a General Plan land use classifications.

3.5 USE CLASSIFICATIONS

Residential

Maximum densities are per gross acre of developable land, excluding areas subject to physical, environmental, or geological constraints and areas dedicated for riparian corridors, provided that at least one housing unit may be built on each existing legal parcel designated for residential use. Accessory units permitted by the zoning regulations and density bonuses for provision of affordable housing, if approved as part of the Zoning Ordinance will be in addition to densities otherwise permitted. Because residential densities are stipulated in gross acres, no loss of development potential will result for projects that have smaller blocks with more pedestrian, bicycle, and street connections.

The residential land use classifications are based on density, not on housing type. Thus, single-family homes can be built in an area designated for Medium Density, provided the overall density of the development falls within the stipulated density of the classification. The City Code may place limitations on the location of certain housing types, such as mobile-home parks. In order to conserve land and ensure the viability and efficiency of transit and other public services, development at densities lower than 5 units per acre is not permitted in newly annexed areas and future growth areas. The General Plan residential classifications are as follows:

• Mountain Density Residential. Up to 1 unit per 10 acres depending on slope and length of ownership as specified in the City Code. Located above the 7,400 foot contour. Clustered development, taking into consideration the natural character of the land, will

be required. On existing parcels with 30 percent slopes or greater, only one residential unit per existing legal parcel is permitted.

- Very Low Density Residential. 1 to 3 units per gross acre depending on slope. On sites with slopes greater than 30 percent, only one unit per existing legal parcel is permitted. The classification mainly applies to detached single-family dwellings.
- Low Density Residential. 3 to 7 units per gross acre. The classification mainly applies to detached single-family dwellings, but attached single-family units or multifamily units may be permitted, provided each unit has ground-floor living area and private outdoor open space.
- Moderate Density Residential. 7 to 9 units per gross acre. The classification mainly applies to detached single-family dwellings, but may include attached or multifamily units, and is typical of existing and historic residential building stock in close proximity to downtown.
- Medium Density Residential. 7 to 12 units per gross acre. The classification mainly applies to attached single-family housing and multifamily units such as duplexes, triplexes, apartments and condominiums.
- **High Density Residential.** 12 to 29 units per gross acre. Dwelling types may include apartments, condominiums, and other forms of multifamily housing. This classification includes much of the multifamily development built in Santa Fe in recent years.

Regional Commercial

This designation is for existing retail shopping areas primarily in centers serving northern New Mexico residents and tourists. The existing regional commercial centers are Santa Fe Outlet Centers, Villa Linda Mall, and De Vargas Mall.

Community Commercial

This classification provides sites for retail shopping areas, focus on a plaza, containing a wide variety of businesses, including retail stores; eating and drinking establishments; commercial recreation; service stations; automobile sales and repair services; financial, business, and personal services; and educational and social services.

Neighborhood Center

Neighborhood Centers should include a public plaza as the focus for a mix of commercial civic and religious uses, offices, residential units and services to meet the needs of neighborhood residents, in a pedestrian-oriented, traditional Santa Fe environment. Maximum store size shall be 20,000 gross square feet. Parking requirements are established by land use regulations in City Code. A market analysis may indicate an appropriate mix of commercial uses. The existing Code provisions should be modified to include this revised list of uses, maximum as well as minimum parking requirements, and shared parking standards should be developed to reduce an automobile dominated landscape. Development of the centers should be in accordance with the Architectural Review Ordinance, Streetscape and Urban Design Guidelines and new guidelines developed expressly for Neighborhood

Centers. Permitted uses will be those contained in the zoning ordinance, with residential density at a suggested maximum of 12.0 units per gross acre, subject to height and other development standards as stipulated by ordinance. The Future Land Use Map (Figure 3-2) shows the approximate locations of existing and future Neighborhood Centers.

Business Park

Business Parks shall provide areas appropriate for moderate- to low-intensity industrial and business park uses capable of being located next to commercial and residential areas with minimum buffering. Allowable uses include research and development related uses, light manufacturing, wholesaling, distribution and storage, retailing and small-scale restaurants as a related use only, and offices in a master planned landscaped setting. No raw materials processing or bulk handling would be allowed.

The Business Park designation on the Future Land Use Map of the General Plan is intended to encompass the I1, Light Industrial District, and the IP, Industrial Park District, existing zoning categories. It is recommended that both districts be re-examined for allowable uses and appropriate standards. It is further recommended that the IP zoning district be restructured with a stronger emphasis on research and development, offices, and related uses, to be developed in a master planned landscaped setting, and that the district name be modified to Business and Industrial Park in order to reflect these changes.

For new development and for rezonings within the Business Park designation, the appropriateness of 11 versus BIP (IP) is determined by the nature of adjacent land uses. Where an area designated Business Park on the Future Land Use map is adjacent to non-residential zoning, an existing non-residential use, or non-residential Future Land Use, then that area may be considered for 11 zoning. Where an area designated Business Park on the Future Land Use map is adjacent to residential zoning, an existing residential use, or residential Future Land Use, then that area may be considered for II zoning.

Office

This classification provides sites for administrative, financial, business, professional, medical, and public offices, and small-scale restaurants (as a related use only) in areas where retail and other community commercial uses are not appropriate.

Industrial

This classification provides and protects industrial lands for the full range of manufacturing, agricultural and industrial processing, general service, and distribution uses. Unrelated retail and commercial uses that could be more appropriately located elsewhere in the city would not be permitted. Performance standards in the Zoning Ordinance will minimize potential environmental impacts.

Public/Institutional

This classification provides for schools, child care facilities, human service facilities, museums, libraries, fire and police stations, government offices, transit sites, airport, and other facilities that have a unique public character. Where uses already exist on lands

designated "Public/Institutional" on the Future Land Use Map (Figure 3-2), they are encouraged to remain on the site unless shown as part of a redevelopment district. All "Public/Institutional" uses located within a redevelopment district may expand without amending this plan. All other "Public/Institutional" uses proposing a change in use or increase in intensity require a General Plan amendment to the Future Land Use Map, prior to any rezoning or development plan consideration.

Parks/Open Space

These classifications provide for parks, recreation complexes, public and private golf courses, and open space based upon riparian corridors and other areas. Private parks such as golf courses and equestrian centers (Santa Fe Downs) are limited special use parks.

Historic Preservation Neighborhood and Conservation

The Historic Preservation and Neighborhood Conservation Area consists of older neighborhoods which were substantially developed prior to 1940. This area reflects older development patterns and buildings of historic merit.

This designation is designed to preserve stable residential areas close to the downtown and prevent the intrusion of business district uses while conserving the developed character of these neighborhoods, so that permitted densities are consistent with developed densities. A wide range of residential uses, such as apartments, townhouses, and single family detached houses are permitted.

The two arts and crafts districts in the older residential areas provide for the mix of residential uses with small arts and crafts shops, studios, and teaching studios. A limited office and arts and crafts district provides a buffer district between established residential neighborhoods and St. Francis Drive by allowing for the allocation of certain office and arts and crafts uses which are not likely to generate heavy vehicular traffic.

Business Capitol

This designation provides for a full range of uses in the Downtown area, including retail stores, eating and drinking establishments and hotels; offices for financial, business, and personal services; educational, social service, and government offices; and housing.

Cerrillos Road/Airport Road/St. Michael's Drive Redevelopment Corridor

This classification is designed to provide opportunities for redevelopment by providing incentives for use intensification. While detailed planning for this area will be needed before specific uses and intensities can be established, it is expected that Cerrillos Road, the intersection of Cerrillos Road/Airport Road, and St. Michael's Drive will be targeted for mixed-use development, providing a variety of commercial (specific locations for big box retail), residential, and institutional opportunities. The Airport Road area will be targeted for a mix of residential uses along with office and institutional opportunities.

Corridor Protection Areas

This classification is designed and will be planned to provide a distinct physical boundary separation to minimize the effect of noise, artificial light, air pollution, etc. It will also provide a visual separation between urban and surrounding rural and highway uses. Residential use is limited to one residence per ten acres or one unit per existing legal parcel if smaller than ten acres. Agricultural operations compatible with surrounding urban uses, nurseries, parks and recreational opens space, campgrounds, and cemeteries would also be appropriate. Policies and design guidelines shall be developed to mitigate development within and adjacent to the Corridor Protection Area such as: screening with topography and transfer of development rights.

Rodeo Road/I-25 Corridor

Preserve the open space and character of the I-25 Corridor by increased minimum setbacks from the right-of-way.

Achieve compatibility between the Corridor Protections area and existing mixed uses within and surrounding the Rodeo Road/I-25 Overlay District through design standards and performance requirements intended to minimize visual impact through architectural guidelines, reduced density, reduced heights, light glare, and other adverse environmental impacts.

Expand the allowed uses of the underlying Corridor Protection Area to include low density residential uses (3.1 - 7.0 gross units per acre).

Old Pecos Trail Scenic Corridor

The Old Pecos Trail Scenic Corridor designates Old Pecos Trail, between Cordova Road and I-25, as a scenic roadway and recognizes its importance as an unspoiled entryway into downtown. Development standards, including land uses, density, and design controls, will be developed through a public participation process.

Greater Agua Fria Area

This classification is designed to identify the Greater Agua Fria Area including the Traditional Historic Community Area and other locations within the joint planning jurisdiction of the City and County of Santa Fe. Areas within the Greater Agua Fria Area have evolved from a rural character to take on a more suburban character. A community area plan will help to preserve the life style and character of semirural residential areas while providing for a sensitive urban development, mix of land uses, and residential densities.

Siler Road Redevelopment District

The Siler Road Redevelopment District is intended to allow this industrial area, located in close proximity to expanding residential areas, to develop land uses compatible with housing, and may be implemented through new mixed-use zoning district regulations which would specify appropriate land uses and design standards.

3.6 AMENDMENTS TO THE FUTURE LAND USE MAP

Any change from one land use classification to another classification as shown on the Future Land Use Map (Figure 3-2), proposed for any parcel, requires a formal General Plan amendment to the Future Land Use Map prior to any consideration for rezoning or development plan approval.

IMPLEMENTING POLICIES

3-I-1 Maintain minimum and maximum development intensities as designated in the Land Use Classification and on the Future Land Use Map.

This implies, for example, that approval of a residential project at a Low-Density range on a site designated for Medium-Density Residential will require an amendment to Future Land Use (Figure 3-2). The average residential density of unbuilt projects with approvals in the city is only 1.1 units per acre, compared to densities between 5.0 to 9.0 units per acre in traditional neighborhoods.

3-I-2 Amend existing land use codes to allow a mix of housing densities and housing types within a single parcel so that the average equals the density of 5 units per acre (gross) for affordable housing and falls within the density range described in Future Land Use (Figure 3-2) and Land Use Classifications.

> This provides a greater degree of flexibility in meeting affordable housing and economic development goals. Design controls and the density ranges established in Future Land Use will ensure that infill development is compatible with the character of surrounding neighborhood.

3-I-3 Adopt an ordinance creating an infill zoning classification for small tracts of land that can include employment opportunities in addition to residential uses.

Development of the ordinance creating the new zone will be subject to public review and approval as provided for in City Code. Rezoning a tract of land to this classification would require its inclusion in a Community Area Plan and/or neighborhood involvement in the planning process through public review and approval of projects by the Planning Commission, Summary Committee, Board of Adjustment, and the Governing Body.

- 3-I-4 Create programs to provide development incentives, such as fee reductions and guaranteed fast-tracking of permit applications. Create assistance programs, such as loans from CIP funds for infrastructure redevelopment or assistance with off-site development costs.
- 3-I-5 Award density bonuses above the allowed residential density when projects include a set percentage of affordable housing units.
- 3-I-6 Require the inclusion of employment and neighborhood centers in future development/planning areas.

	The size of the center must be in proportion to residential development.
3-I-7	Until Chapter 14 of the City Code has been revised, and the zoning atlas updated, require all rezonings, new subdivisions, and annexations to be consistent with the Future Land Use Map (Figure 3-2), and where possible with the pertinent goals and policies of this Plan.
3-I-8	Prepare specific plans for future growth areas to provide greater detail on design, phasing, infrastructure, land disposition, financing, water and sewer and traffic system impacts, and affordable housing.
3-I-9	Adopt an Old Pecos Trail "Scenic Corridor" designation and development standards for Old Pecos Trail between Cordova Road and I-25.

UPDATED October 2001