

Continuity and Connection

A PRE-PLANNING REPORT ON THE STATE OF HISTORIC PRESERVATION IN SANTA FE

MARCH 2021

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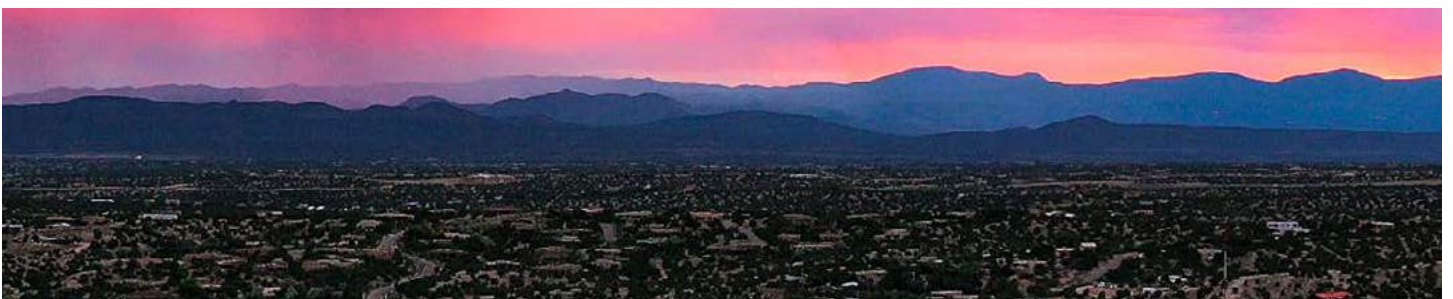
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NOTE ON COMMUNITY ENGAGEMENT

Due to the COVID-19 public health emergency, which coincided with this initial phase of coordinated planning, it was not possible to convene an advisory group of community stakeholders and/or experts directly. Every effort will be made in the next phase of planning to engage and include all interested individuals and organizations.

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APPENDICES

- A *Historic Context Study*
by John Murphey
- B *City of Santa Fe Historic Preservation Division*
Operations and Procedures Manual
- C *Historic Districts Handbook*
—*A Guide to Historic Preservation and Design Regulations*
in Santa Fe (2021 Edition)
- D *Demographic Data: Methodology and Tables*
by Logan Rockefeller Harris

Purpose of the Study

This study serves as a pre-planning report, which is intended to inform and guide the development of a heritage preservation plan for the City of Santa Fe. According to the National Alliance of Preservation Commissions, “Preservation planning is a proactive way to provide for the protection of a community’s historic resources and character. A community that includes a preservation component as part of long-range planning recognizes the importance of local heritage and the built environment.”^[1] A heritage preservation plan will accomplish the following:

- *Identify and articulate community preservation values and goals.*
- *Define a vision about how the community intends to grow and manage change within and around the City’s historic districts.*
- *Reduce confusion regarding the purpose of local preservation regulations.*
- *Educate and inform the public about the community’s history and heritage.*
- *Set an agenda for future preservation efforts.*

Before embarking upon a robust community-based heritage preservation planning process, the City of Santa Fe Historic Preservation Division felt it necessary to conduct a study that would clearly delineate the history of local preservation efforts, begin to define the historic contexts in which local historic resources are considered significant, evaluate existing municipal preservation tools and resources, and conduct a baseline assessment of current community conditions. This report represents the results of such a pre-planning study.

¹ <https://www.napcommissions.org/preservation-plans>

Introduction

Old buildings hold great power. Power to evoke emotion and imagination, to give us a sense of continuity with the past, to make us feel connected with a story from another time. Historic places allow us to transcend the present moment, taking us from the physical, the mundane, into the intangible, the sacred. Santa Fe's historic districts are as exquisite in their aspect as they are alluring in the sentiments they conjure. They are unparalleled treasures of architectural revivalism and restoration. However, not everyone who lives in Santa Fe feels that way. Santa Fe's historic districts are contested places where differing values are confronted, defined for many residents as much by the families and businesses that have moved away as by the old buildings and stylistic harmony have been saved. Central questions guide local efforts to develop a plan for historic preservation in Santa Fe—*What meanings do Santa Fe's historic buildings and areas hold for the community today? Are the City's historic preservation regulations achieving the outcomes the community desires? And what roles do these regulations play in shaping the community, both now and into the future?* This report represents the findings of pre-planning activities which are intended to lay the foundation for the development of the Santa Fe Heritage Preservation Plan.

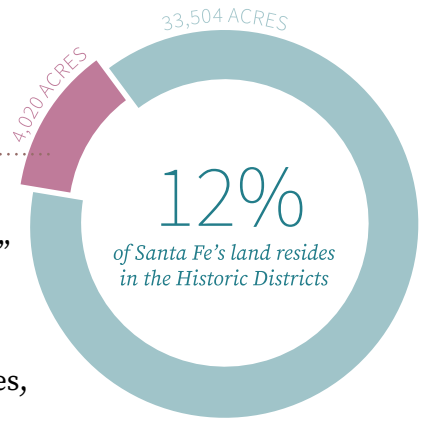
ARE THE CITY'S HISTORIC PRESERVATION REGULATIONS ACHIEVING THE OUTCOMES THE COMMUNITY DESIRES?

Santa Fe was an early municipal leader in the American preservation movement. The first plan adopted by the newly-formed Santa Fe City Planning Board in 1912 recommended that all new buildings should be required to conform with the "Santa Fe Style" in exterior appearance. Although this policy directive never became legally binding, a consensus was emerging among early City of Santa Fe and Museum of New Mexico leaders at the time that the Spanish-Pueblo and Territorial revivalism at the core of the newly-formalized "Santa Fe Style" would be instrumental in shaping the future of Santa Fe.

6,503
STRUCTURES

in Santa Fe's Five Historic Districts, February 2021

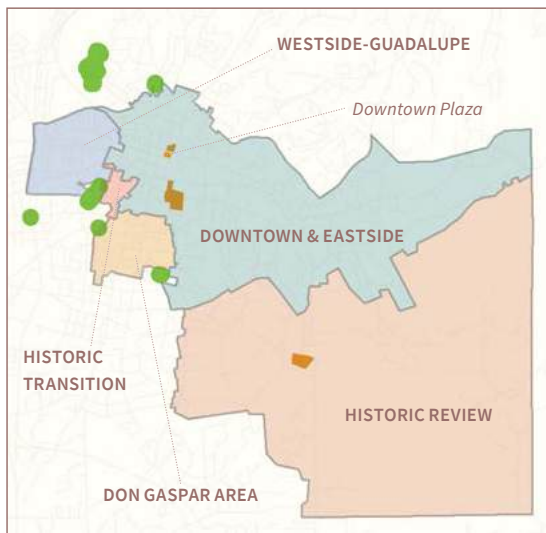
Initially adopted in 1957, the original “Historical District Ordinance” was designed to protect and promote Santa Fe Style architecture in and around the Plaza. Today, the City of Santa Fe’s historic districts overlay zoning regulations control the preservation of historic homes, the design of new construction and exterior renovations, and the demolition of structures in any of Santa Fe’s five historic districts. Santa Fe’s historic districts cover twelve percent of the land area within the City limits and apply to over 6,500 structures within that area. Within Santa Fe’s historic districts, there are numerous individual properties and three districts listed on the National Register of Historic Places and State Register of Cultural Properties, as well as four National Historic Landmarks. In addition,



URBAN AREA

HISTORIC DISTRICTS

SANTA FE'S FIVE HISTORIC DISTRICTS BOUNDARY MAP



■ NATIONAL REGISTER OF HISTORIC PLACES AND STATE REGISTER OF CULTURAL PROPERTIES

■ NATIONAL HISTORIC LANDMARKS

the City’s Archaeological Review Districts overlay regulations apply to all land within the City limits, requiring archaeological investigations in advance of development projects that meet certain thresholds, offering an additional measure of cultural resource protection, in coordination with state and federal laws.

Santa Fe is vastly different now than when local preservation initiatives began over a century ago. As Santa Fe has continued to experience steady and at times sharp population growth, particularly in the last four decades, the challenges the community faces have become more pronounced, and the historic districts have become areas where the complexities of these challenges are deeply felt. The luxury real estate market booms even as the housing affordability crisis is at an all-time high. Each year, Santa Fe is lauded as a top destination for tourists and retirees, even as the city endeavors to diversify its economy, create new job opportunities, and attract and retain

the families and businesses that will sustain the city into the future. Santa Fe’s historic districts are widely regarded as places where historic architecture has been preserved and where new development harmonizes with the old, yet the legacy families who built these treasured neighborhoods have increasingly been displaced by part-time residents and vacation rental occupants. Although historic preservation and design harmony have been key values in city planning efforts since it became the state capitol in 1912, Santa Fe has never had an adopted heritage preservation plan, and the social, cultural, and

economic contexts in which its historic preservation regulations operate have not been adequately studied or understood.

This report represents the findings of phase-one activities that lay the groundwork for the development of the City of Santa Fe Heritage Preservation Plan. In this pre-planning, research phase, City staff worked collaboratively with a team of independent consultants to gather information, evaluate current conditions, improve existing tools and operations, and identify questions and strategies that will guide a second phase of planning. Phase two of this effort is intended to focus on engaging the community in dialogue about what residents value and have experienced around historic preservation in Santa Fe. The public engagement phase of this planning effort will ask at times difficult questions with the intent of deepening our understanding of the complex issues that surround historic preservation here, and will seek to give voice to the diversity of experiences and values that will steer the formulation of guiding principles, goals and strategies needed to direct the future of preservation in Santa Fe.

It is worth noting that phase one of this project was conducted during a period of unprecedented public health challenges due to the COVID-19 global pandemic. As a result, delays were experienced, and there was not as much stakeholder involvement or community interaction as initially envisioned. However, the situation also presented an opportunity to adapt, to creatively problem-solve, and to view the work through the lens of public health. This perspective has proven to be of immense value in framing the research and is one that can continue to be useful as the project moves into its community engagement phase. In fact, as the field of historic preservation continues to grapple with foundational questions regarding the future of the preservation movement in communities nationwide, the intersection between public health and preservation is increasingly becoming an informative and valuable standpoint from which to reframe the practice of historic preservation at the local level.

History of Santa Fe's Preservation Movement

SANTA FE STYLE AND PRESERVATION IN THE CITY DIFFERENT

Santa Fe has one of the oldest local historic preservation ordinances in the Country.^[2] When it was adopted in 1957, Santa Fe's "Historical District Ordinance," as it was originally named, was one of only a handful of municipal historic preservation laws in the country. However, organized historic preservation efforts date back much further in Santa Fe, to the turn of the twentieth century. Local leaders at the time turned to preservation as they navigated between forces of Americanization, which pushed a progressive image of a city and territory ready for statehood in order to draw new residents to Santa Fe, and tourism, which capitalized on the region's antiquity and unique expressions of Spanish-colonial and indigenous cultures to attract visitors to Santa Fe as an economic development strategy.

Amidst this tension between tradition and modernity, the City Different movement and Santa Fe Style were born. With the City Different booster campaign, Santa Fe's early leaders sought to emphasize harmony of built form, while capitalizing on the unique

ZUNI PUEBLO, 1900s



View in Zuni Pueblo, New Mexico, 1903. Photo by Edward S. Curtis. Courtesy of the [Palace of the Governors Photo Archives](#) (NMHM/DCA). Negative Number: 143701.

ACOMA PUEBLO, 1900s



Entrance to street, Acoma Pueblo, New Mexico, 1910–1925. Photo by Jesse Nusbaum. Courtesy of the [Palace of the Governors Photo Archives](#) (NMHM/DCA). Negative Number: 158155.

² The narrative presented here is an excerpt from the Santa Fe Historic Districts Handbook, 2021 edition.

architectural traditions in Santa Fe and the growing national fascination with Pueblo Indian tourism. The City Different movement was a method of civic reform and a means to turn the tide of population decline at the time. At its heart, the formalization of Santa Fe Style and the birth of the City Different movement in the early years of the twentieth century were about elevating what city leaders saw as truly unique about this place and as highly marketable to tourists and potential new residents. And to some, Santa Fe's regional architectural traditions represented a more authentic American architectural style born from this place, as opposed to the borrowed European styles popular back east.

In this manner, Santa Fe became an early leader in the American preservation movement, uniquely focusing more on achieving stylistic harmony than on saving individual buildings, and introducing revivalism as a method of formalizing and preserving regional architectural traditions. When demolition was proposed for the Palace of the Governors, a preservation-minded group of civic leaders formed to block this action. The group, which included founder of the Museum of New Mexico and the School for American Archaeology Edgar Lee Hewett, artist Carlos Vierra, attorney Frank Springer, and architect Isaac Hamilton Rapp successfully pushed for a speculative “restoration” of the then Territorial style building that would conform to the tenants of Santa Fe Style, newly named and defined by archaeologists Sylvanus Morley and Jesse Nusbaum as a revivalist amalgamation of Spanish-Pueblo and Territorial design precedents. This group believed that if Santa Fe lost the unique visual character embodied by Santa Fe Style, it would negatively impact its nascent tourism industry, which was already an important part of the local economy.

Hewett worked with the newly formed City Planning Board to draft requirements for Santa Fe Style in all new development in Santa Fe, at a time when most wondered whether regulating architectural design, or land use for that matter, was even legal.

PALACE OF THE GOVERNORS, LATE 1800s



“Palace of the Spanish Viceroy, now Residence of the Governor, the only Palace in the United States, from the West”, Santa Fe, New Mexico, 1884–1892. Photo by Dana B. Chase. Courtesy of the [Palace of the Governors Photo Archives](#) (NMHM/DCA). Negative Number: 050278.

PALACE OF THE GOVERNORS, 1920s



Palace of the Governors looking northeast, Santa Fe, New Mexico, 1920–1925(?). Photo by Aaron B. Craycraft. Courtesy of the [Palace of the Governors Photo Archives](#) (NMHM/DCA). Negative Number: 016670.

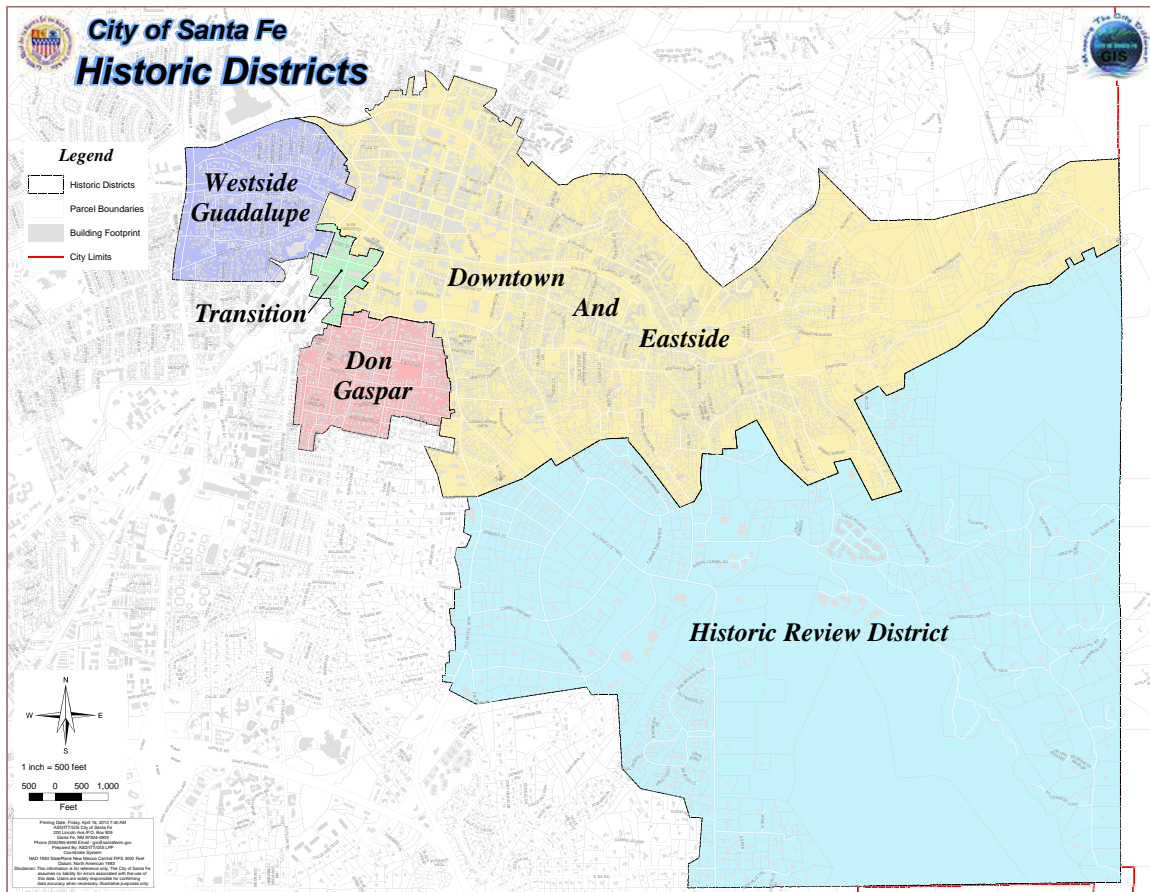
These directives, captured in the minutes of the first City Planning Board meeting in 1912, asserted “*that it should be the duty of all city officials to guard the old streets against any change that will affect their appearance... until proper assurance is given that the architecture will conform exteriorally with the Santa Fe style.*” City Councilman H.H. Dorman continued to push for conformity with Santa Fe Style, even lobbying the new state legislature for design review authority. Although this effort was ultimately unsuccessful and never became legally binding, a consensus was emerging among local leaders that the Spanish-Pueblo and Territorial revivalism at the core of Santa Fe Style would be instrumental in shaping the future of Santa Fe.

During the 1920s, Santa Fe and the surrounding region became popular destinations for tuberculosis treatment. Many health-seekers who came to Santa Fe for this reason remained here after being cured and went on to become community leaders. Patients included many well-known artists who established “Artist Colonies” and built their own homes using traditional adobe construction and building methods. Through the 1910s and early 1920s, Santa Fe Style was popularized by the architectural firm of Rapp and Rapp. When Rapp and Rapp left Santa Fe in the early 1920s, architect John Gaw Meem, who had come to Santa Fe as a tuberculosis patient and subsequently established a local architectural firm, took the lead in promoting and proliferating Santa Fe Style buildings in and around the historic downtown.

Following the post-World War II boom in Santa Fe, local preservation advocates began to feel that the introduction of modernism and advances in building technology posed a new threat to the now well-established regional architectural tradition of Santa Fe Style. In the 1950s, the American preservation movement gained critical legal support nationally, and several other examples of local preservation ordinances around the country had proven successful. As a result, Santa Fe’s movement to perpetuate “historical styles” was reinvigorated, with the goal of incorporating the aims laid out by the 1912 Planning Board into law. As chair of the Planning Commission for the City of Santa Fe, John Gaw Meem was instrumental in the enactment of the Historical District Ordinance, drafted by local author Oliver LaFarge and architect Irene Von Horvath and adopted by the Santa Fe City Council in 1957.

In 1983, the ordinance was amended to establish four additional historic districts, including the Don Gaspar Area Historic District, the Westside-Guadalupe Historic District, the Historic Transition District, and the Historic Review District, in addition to the previously established Downtown and Eastside Historic District (formerly referred to as the “Core”). In 1992, the regulatory scope of the ordinance was expanded to include historic preservation requirements, historic status designations, and height restrictions, in addition to the design standards that were previously central to the regulations, with the goal of preserving historic “streetscapes” and buildings in addition to requiring that new construction harmonize with historic architectural precedents. In 2004,

CITY OF SANTA FE'S FIVE HISTORIC DISTRICTS BOUNDARY MAP



the responsibility for designating and reviewing historic building status was delegated by the Santa Fe City Council to the Historic Districts Review Board (originally known as the Historic Design Review Board), allowing structures that become eligible for preservation due to age to more easily be designated as contributing or significant.

Today's ordinance includes both historic preservation requirements and design standards, such that individual historic structures as well as the surrounding streetscapes and neighborhoods retain Santa Fe's unique architectural character and integrity. The stated purpose of the ordinance is to ensure the continued existence and preservation of historical areas and buildings, continued construction of buildings in historical styles, and a general harmony between the new and the old. Santa Fe's Historic Districts Ordinance is unique in its approach to historic preservation, in which design and preservation standards work in conjunction to maintain a distinctive regional architectural tradition at the heart of the City's very identity.

CHRONOLOGY: SANTA FE'S HISTORIC PRESERVATION MOVEMENT IN CONTEXT



1821
Mexico establishes independence from Spain, following a decade-long revolutionary war.

The Santa Fe Trail is pioneered by Missouri trader William Becknell, establishing an important route of international commerce with New Mexico.

1846
The Army of the West, under General Stephen Watts Kearny, occupies Santa Fe, and New Mexico becomes an American territory.

1856
Mt. Vernon's Ladies Association is established to preserve George Washington's home, becoming the first private organization geared towards the preservation of a historic property in the United States.

1857
Carpenter's Hall in Philadelphia (site of the first Continental Congress) is restored and opened to the public as the first privately owned American building that was preserved for the public good.

1872
Yellowstone is named the world's first National Park.

1889
Casa Grande, near Coolidge, Arizona, is designated the first National Monument by an Act of Congress.

1906
Antiquities Act passed by an Act of Congress. This is the United States' first major federal preservation legislation, focused on the preservation of archaeological sites.

Mesa Verde National Park is established as the national park dedicated to the preservation and interpretation of cultural heritage resources.

1850s
The Palace of the Governors receives a painted wooden Territorial style portal during the first wave of improvements to this historic building, which houses the governor's offices and residence, the United States Depository, and the territorial legislative chambers.

1863
The Santa Fe Plaza is redesigned in a formalized, symmetrical scheme of radiating paths leading to a central bandstand.

1867
A stone obelisk known as the Soldier's Monument is erected in the center of the Santa Fe Plaza Park, commemorating the dead of the Civil and Indian Wars and becoming a standard reference for local property surveys. One of the monument's inscriptions states, "To the heroes who have fallen in the various battles with the savage Indians in the Territory of New Mexico."

1877
The Palace of the Governors is remodeled again to include elaborate painted wooden moldings capped with an ornate cornice.

1881
The railroad arrives in Santa Fe, bringing new building materials and facilitating the construction of business blocks around the Santa Fe Plaza and the proliferation of architectural styles from the eastern United States, including Greek, Romanesque and Gothic Revival styles, Italianate, Queen Anne, and Second Empire styles.

1890s
Booster campaigns begin to promote tourism in Santa Fe as a means to attract visitors and residents and to turn the tides of economic and population decline. With the City Different campaign, Santa Fe's early boosters seek to capitalize on the unique architectural traditions in Santa Fe and the growing national fascination with Pueblo Indian tourism. Local leaders simultaneously promote a progressive image of an Americanizing territory ready for statehood.

1900
New Mexico Territorial Capitol building, designed in Neoclassical style by Rapp and Rapp, is constructed.

1911
The annual Fiesta de Santa Fe includes a re-enactment of the 1692 Spanish reconquest of Santa Fe, known as the Entrada.

1912
New Mexico is admitted into the United States as the 47th state.

1931
The United States' first municipal preservation ordinance is adopted in Charleston, South Carolina.

1933
To document historic sites and put out-of-work architects to work, the Historic American Building Survey (HABS) begins as part of the New Deal.

1935
National Historic Sites Act is passed by Congress, and the Department of the Interior is given authority to survey and acquire sites of national historic significance.

1936
Louisiana State Constitution is amended to create a commission to preserve the Vieux Carré district (French Quarter) of New Orleans.

1939
San Antonio, Texas, is the third U.S. city to establish a municipal preservation ordinance.

Alexandria, Virginia, becomes the fourth U.S. city to establish a municipal preservation ordinance.

1941
The first two court cases verifying the legal authority of municipalities to control changes in a local historic district are upheld in the Louisiana Supreme Court.

1944
Charleston, South Carolina, publishes the first city-wide inventory of historic buildings in the United States.

1946
Alexandria, Virginia, becomes the fourth U.S. city to establish a municipal preservation ordinance.

1912
Directed by archaeologist Sylvanus Morley, the "New Old Santa Fe Exhibition" is held at the Palace of the Governors, introducing the tenants of Pueblo-Spanish Revival style and coining the term "Santa Fe Style."

The first meeting of the Santa Fe City Planning Board includes directives that no new building permits should be issued unless the proposed architectural design conforms with the tenants of the "Santa Fe Style." Although later determined to be not legally enforceable, this policy is encouraged and promoted by City leaders.

1913
The Palace of the Governors is remodeled in the Santa Fe Style by archaeologist Jesse Nusbaum, replacing evidence of the building's Territorial-era ornamentation with the iconic Spanish-Pueblo Revival style portal that remains today.

1915
Edgar Lee Hewett, Director of the School of American Archaeology (later the School for American Research) and the Museum of New Mexico in Santa Fe, curates the Southwestern exhibits for the Panama-California Exposition in San Diego. Hewett commissions Isaac Hamilton Rapp to develop a "New Mexico Pavilion" for the event. Drawing architectural inspiration from New Mexico's mission churches, Rapp's design of the expo building becomes the basis for the design of the Fine Arts Museum (see below).

1917
The Fine Arts Museum is constructed in Santa Fe. Designed by Isaac Hamilton Rapp, the New Mexico Museum of Art (as it is now known) becomes the definitive expression of the Santa Fe Style. As museum benefactor Frank Springer stated at the building's dedication, "*This commanding structure — an edifice which in its massive grandeur, its majestic simplicity, and its historic significance, thrills all beholders with a new sensation — rises before us as a thing well done, and it will stand, for this and future generations, as an imperishable monument to the enlightened public spirit of the people of this young state.*"

1920
John Gaw Meem arrives in Santa Fe as a tuberculosis patient at the Sunmount Sanatorium. Meem later becomes a leader in the proliferation of "Santa Fe Style" and in drafting the Santa Fe Historical District Ordinance.

1926
The Old Santa Fe Association is founded "*for the purpose of working for the preservation of Old Santa Fe, and of guiding new growth and development and advancement in material welfare, in such a way as to sacrifice as little as possible of the unique charm and distinction of this city, born of age, tradition and environment, and which are Santa Fe's most priceless assets.*"

1949
National Trust for Historic Preservation is chartered by an Act of Congress.

1954
The U.S. Supreme Court upholds that aesthetic regulations are an acceptable use of the State's police power in *Berman vs. Parker*.

1960
Reservoir Salvage Act is ratified by Congress, requiring federal agencies to notify the Secretary of the Interior upon discovery of significant archaeological resources threatened by dam construction or terrain alteration and authorizing "salvage archaeology."

National Park Service assumes the administration of the National Historic Sites Program, which later evolves into the National Historic Landmarks Program.

1961
Jane Jacobs publishes *The Death and Life of Great American Cities*. It is the first major effort to repudiate the urban renewal and modernist planning efforts popular at the time and to celebrate the vibrancy of traditional, historic neighborhoods.

1963
Demolition of Pennsylvania Station begins in New York City, initiating a huge public outcry locally and across the country and becoming one of the seminal events in the American preservation movement.

1966
National Historic Preservation Act is passed by Congress, establishing the National Register of Historic Places, creating the Advisory Council on Historic Preservation, authorizing grants to states and territories for the establishment of State Historic Preservation Offices, establishing the Section 106 Historic Review requirements for federally funded projects, and providing funding to the National Trust for Historic Preservation.

1953
The Historic District and Landmark Act is enacted by the New Mexico state legislature, granting municipalities the authority to protect historic resources within their jurisdictions.

1956
The Committee on the Preservation of the Santa Fe Character is established as a subcommittee of the City of Santa Fe Planning Commission and charged with developing regulatory tools to preserve Santa Fe Style.

1957
Santa Fe City Council adopts the Historical District Ordinance, becoming the fifth local historic district ordinance in the country.

1961
The Historic Santa Fe Foundation is established "*to preserve, protect and promote the historic properties and diverse cultural heritage of the Santa Fe area, and to educate the public about Santa Fe's history and the importance of preservation.*"

1966
The Santa Fe Plaza and the Palace of the Governors are designated National Historic Landmarks.

1969
 National Environmental Policy Act is enacted by Congress, requiring Environmental Impact Statements to be conducted for all federal actions and including determinations of impact to historic and archaeological resources.

1968
 Barrio de Analco Historic District is listed on the National Register of Historic Places.

1969
 New Mexico Cultural Properties Act is passed by the state legislature, establishing the State Office of Historic Preservation and the State Register of Cultural Properties, providing for the protection of archaeological sites through the creation of a permitting process for archaeological survey and excavation, including human burials, and establishing civil and criminal penalties for looting archaeological sites and disturbance of unmarked burials.

1973
 Santa Fe Historic District is listed on the National Register of Historic Places.

1974
 Someone chisels the word “savage” off one of the Santa Fe Plaza obelisk’s inscriptions.

1983
 Santa Fe City Council amends the Historical District Ordinance to establish four new historic districts, in addition to the Downtown and Eastside Historic District (originally referred to as the “Core Historic District”). New districts include the Don Gaspar Area Historic District, the Westside-Guadalupe Historic District, the Historic Transition District, and the Historic Review District.

 Don Gaspar Historic District is listed on the National Register of Historic Places.

1987
 Santa Fe City Council adopts the Archaeological Review Districts Ordinance, requiring archaeological investigation and review for certain types of development projects in all areas of the city.

1988
 Camino del Monte Sol Historic District is listed on the National Register of Historic Places.

1989
 The New Mexico Prehistoric and Historic Sites Preservation Act is passed by the state legislature.

 Santa Fe Archaeological Review Districts Ordinance is amended to create the Archaeological Fund, to specify procedures for approving expenditures on treatment of archaeological sites of citywide significance, and to set cost ceilings for archaeological treatment for projects complying with the ordinance.

1990

Native American Graves Protection and Repatriation Act is passed by Congress, requiring the inventory of all human remains held by the U.S. government, museums, and universities that receive federal aid and repatriation to their respective tribes.

Attendees at the National Preservation Conference in Charleston, South Carolina, adopt the “Charleston Principles” for community preservation through a step-by-step process that incorporates historic preservation into the community planning process.

1990

Santa Fe Archaeological Review Districts Ordinance is amended to eliminate the subcommittee status of the Archaeological Review Committee and to update the provisions relating to human remains to align with state and federal statutes.

1992

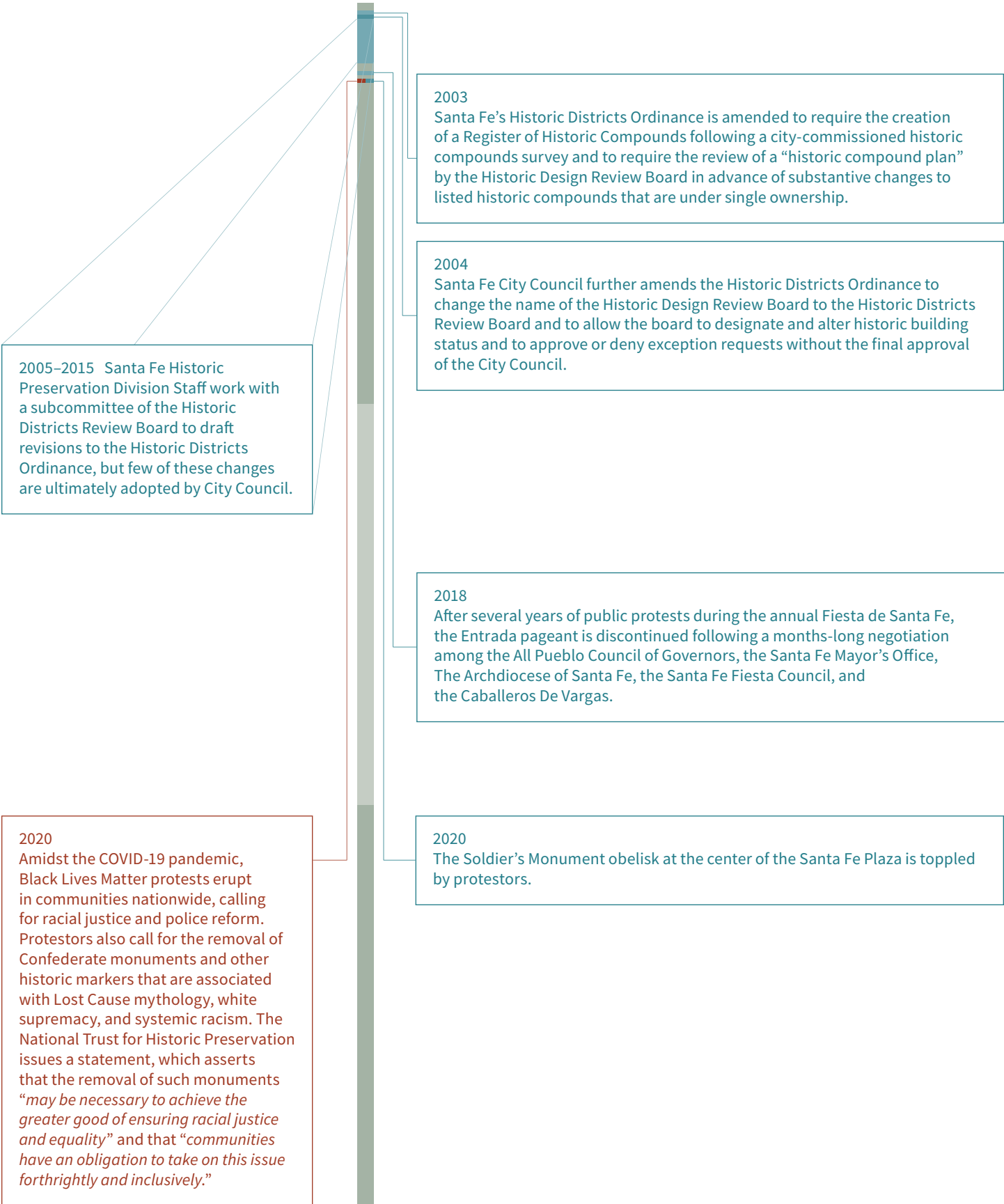
Santa Fe’s preservation ordinance is amended again, changing its name to the Historic Districts Ordinance and including requirements to preserve historic buildings and materials in addition to complying with design standards. The amendment also specifies a process for designating historic building status (final status designations are still made by City Council at this time) and adopts the official Historic District Status Map, and the Historic Design Review Board is given the authority to limit the height of buildings in Santa Fe’s historic districts.

1993

New Mexico Cultural Properties Protection Act is enacted by the state legislature, encouraging state agencies to work with the Historic Preservation Division to develop programs for identifying cultural properties under its jurisdiction and to ensure that cultural properties are not inadvertently damaged or destroyed. It also establishes a Cultural Properties Restoration Fund for providing grants for interpretation and preservation of cultural resources on state property.

1996

Santa Fe City Council amends the Historic Districts Ordinance to expand the authority of the Historic Design Review Board to limit height in the historic districts, to adopt the Official Map of Building Heights, to include “applicable streetscape” provisions, and to define when the Board can recommend exceptions to the Historic Districts Ordinance (final approval by the City Council still required at this time).



Historic Context Study and Plan for Continued Resource Survey

In an effort to facilitate the identification and evaluation of historic properties in Santa Fe's historic districts, phase one of the development of a Santa Fe Heritage Preservation Plan included the development of a Historic Context Study, to be utilized by City of Santa Fe Historic Preservation Division staff and the Historic Districts Review Board in the evaluation of historic building status for structures located within the city's historic districts (See Appendix A). Tasks associated with the development of the Historic Context Study include an analysis of the past and current state of historic resource study and recommendations regarding continued survey of historic resources within the historic districts, included in this report. The Historic Context Study is a stand-alone document and includes the identification of historical time periods, themes, events and patterns of development in Santa Fe, as well as recommendations for enhancing the Historic Context Study in the future to improve its utility within the city's historic districts review process. Included below are summary statements of the architectural character and periods of development for Santa Fe's historic districts, followed by an overview of the city's practices around the study and inventory of Santa Fe's historic resources and recommendations for continued resource survey.

ARCHITECTURAL CHARACTER OF SANTA FE'S HISTORIC DISTRICTS

SUMMARY DESCRIPTIONS

DOWNTOWN AND EASTSIDE HISTORIC DISTRICT

Originally referred to as the "Core Historic District," the Downtown and Eastside Historic District represents the highest concentration of historic residential, institutional, and commercial architecture in Santa Fe. The downtown portion of the district is ringed by Paseo de Peralta and contains the remnants of Colonial, Mexican and Territorial period Santa Fe, including the Plaza, the Palace of the Governors, and the Barrio de



The New Mexico Museum of Art, located in Downtown Santa Fe, was constructed in 19XX (confirm in timeline) and was the first Santa Fe Style building, designed by (confirm in timeline). Photo by [Five D Media](#).

Analco neighborhood. The New Mexico State Capitol complex is located at the south-central end of the downtown area. Buildings located downtown are generally one to three stories in height. Most downtown buildings dating to the twentieth century were designed (or have been remodeled) in the Spanish-Pueblo Revival or Territorial Revival styles during the twentieth century. While the Santa Fe Style predominates downtown, there are many important historic buildings in this area that represent other stylistic influences, including the Santa Fe Cathedral (1869-80), the Loretto Chapel (1878), and the Scottish Rite Temple (1912). The Eastside neighborhood extends north, south and east from Paseo de Peralta and represents a semi-rural residential area that has evolved over the course of four centuries. Geographically, the area is dominated by the Santa Fe River and its eastern canyon and the Acequia Madre, which still provides water for irrigation to many properties adjacent to it. Architecturally, one-story Spanish-Pueblo, Spanish-Pueblo Revival, Territorial, Territorial Revival, and Northern New Mexico Vernacular architecture predominates. However, other historic architectural styles including Queen Anne, Four Square, and Bungalow are in evidence, especially along Palace Avenue and Alameda Street.

DON GASPAR AREA HISTORIC DISTRICT

The Don Gaspar Area Historic District is notable as an early twentieth century residential subdivision that reflects a unique blend of Anglo-American house forms with traditional Santa Fe design elements. Several Spanish-Pueblo and Territorial adobe houses dating from the nineteenth century are also extant. Residential development of the area began in the 1890s and continued through the 1940s. While one and two-story bungalows are common in this district, a number of other styles are in evidence, including Italianate, Four Square, Mission Revival, Colonial Revival, Northern New Mexico Vernacular, Spanish-Pueblo Revival and Territorial Revival. The relative diversity of architecture reflects the stylistic influence of eclecticism popular throughout the United States during the late nineteenth century and promoted in Santa Fe following the arrival of the railroad in 1881. The promotion of “Santa Fe Style” by City leadership beginning in 1912 saw the construction and remodeling of buildings in a manner more consistent with Spanish-Pueblo and Territorial Revival styles. Today, the district survives as an outstanding example of an early twentieth-century residential neighborhood containing a blend of traditional, eclectic, and revival architecture.



Arts and Crafts Style residence in the Don Gaspar Area Historic District. Photo by [Five D Media](#).

WESTSIDE-GUADALUPE HISTORIC DISTRICT

The Westside-Guadalupe Historic District originally developed as a traditional Hispanic residential neighborhood that grew primarily during the Great Depression of the 1930s. Geographically, the area is relatively flat and defined by the Santa Fe River and Agua Fria Street, which was until the mid-nineteenth century the El Camino Real (Royal Road) linking Santa Fe and Chihuahua, Mexico. The earliest buildings in the district, dating from the late eighteenth century, are located along West San Francisco Street between Agua Fria and Alto Streets, and were originally associated with agricultural use of the land. Growth of the neighborhood was slow, and use of the area was largely agricultural until the 1920s when an influx of population from rural northern New Mexico resulted in the subdivision of the land, the construction of small, one-story, owner-built houses, and the growth of many dense family compound properties. Architecturally, the majority of buildings in the district today are one-story vernacular structures with Spanish-Pueblo Revival and Territorial Revival elements. Roughly one-third of the buildings have pitched roofs, and the remainder are flat.



Territorial Style residence in the Westside-Guadalupe Historic District. Photo by [Five D Media](#).

HISTORIC TRANSITION DISTRICT

Located just east of the railyard, the Historic Transition District represents one of Santa Fe's earliest platted neighborhoods. Subdivided in a grid in anticipation of the need for housing and commercial space with the arrival of the Atchison, Topeka, and Santa Fe Railroad to the city in 1881, the area actually only grew slowly through the late nineteenth and early twentieth centuries. The buildings constructed in the district during this period were primarily Anglo-American in inspiration and included Queen Anne, Second Empire, and Bungalow stylistic influences not native to Santa Fe, but a result of a concerted effort that was made by businessmen and politicians to "Americanize" the city prior to statehood in 1912. During the post-1920 period, the area became more commercial and a location for car dealerships, auto repair shops, and light industrial activities (many constructed in the Spanish-Pueblo Revival idiom and still extant). While



Located in the Historic Transition District, the Hesch House is one of the few remaining late nineteenth-century structures in Santa Fe influenced by contemporary European architectural details. It is built in 1888 by Philip Hesch, a Canadian-born master carpenter of German extraction. Photo by [Virtuance](#).

the district today contains an eclectic blend of building types and styles, it is unified in its original layout and acts as an important transition zone between the Downtown and Eastside Historic District, the Westside-Guadalupe Historic District, the Don Gaspar Area Historic District, and the Santa Fe Railyard District.

HISTORIC REVIEW DISTRICT

Located in the southeast corner of the city, the Historic Review District was primarily developed in the late twentieth century, with the majority of its architecture dating from the 1970s to the present. The largest of Santa Fe's historic districts, the Historic Review District was intended as a design review area only, with preservation requirements only applicable to the few historic structures that predate the majority of development in the district. Historic structures include the Sunmount Sanitorium (1920), the Laboratory of Anthropology Building (1930), the John Gaw Meem Residence (1937), the Wheelwright Museum (1937), the National Park Service Building (1937), and the original buildings of St. John's College. The Historic Santa Fe Trail runs through the district and the area's association with this important historic entry to the city is a crucial aspect of its character and significance. Design review in the district is intended to ensure visual continuity with the adjacent Downtown and Eastside Historic District.



Territorial Revival Style—Peterson Student Center at St. John's College in the Historic Review District. Photo by [Five D Media](#).

PERIODS OF SANTA FE DEVELOPMENT

SUMMARY STATEMENTS

COLONIAL AND MEXICAN PERIODS (1610-1846)

Santa Fe's appearance before 1680 is unknown, as all records were destroyed during the Pueblo Revolt. The only surviving fragments of description were made by visiting priests. La Villa de Santa Fe likely started as an un-official civilian settlement, populated by colonizers from the first capital, San Gabriel de los Caballeros, near present-day Ohkay Owingeh. Based on Roman ideals, planners meant to direct future growth by providing a blueprint for orderly development through a traditional grid, fashioned around a large open square. The gridiron, however, never expanded beyond the Plaza until American settlement.

Continued conflicts over cruel treatment led Pueblo Indians to repel the Spaniards from New Mexico. The allied pueblos murdered over 400 Spaniards and drove the remaining 2,000 colonists out of the province. Returning to Santa Fe in 1692, Diego de Vargas found the Spanish settlement erased. Indians had destroyed most of the buildings and erected a walled city with towers near its center. Work after Reconquest consisted of rebuilding the Palace of Governors, the parroquia church, and other government structures.

The first clue of Santa Fe's appearance is a c.1767 map by Joseph Urrutia, a visiting cartographer. It reveals a dispersed, lightly populated settlement, most of it given over to cornfields. It includes Barrio de Analco, a string-like settlement south of the Santa Fe River. As in several colonial cities, Santa Fe developed the barrio to accommodate Mesoamerican Indian auxiliaries. The meandering pattern of Barrio de Analco, instead of the gridiron Plaza, would predict Santa Fe's future growth. The opening of the Santa Fe Trail ushered in international commerce as rare items, such as glass windows, metal lamps, and mirrors found their way to the remote colony. Independence from Spain in 1821 brought new challenges, but the Mexican era led to the first improvement of the Plaza and the creation of a public park.

TERRITORIAL PERIOD (1846-1911)

During 66 years of American territorial rule, Santa Fe remained isolated from the rest of the United States. While often directly tied to world events, the territorial capital was not often an immediate concern for the federal government, and the town mostly retained its traditional, rural character and the ways of earlier occupiers. This changed with the arrival of the railroad in 1880, which thrust the sleepy village into national affairs. The introduction of industrial-era capitalism and the two-party system prepared

Santa Fe for statehood. Architecturally, the American influence initially manifested with the greater availability of milled doors and windows — and eventually with brick and variety in the domestic floor plan. The style galvanized in the 1880s in the Territorial building: a vernacular interpretation of earlier American forms. Many of the changes that came with modernizations in the late 19th century would be reversed soon after statehood. The brick house, praised in the 1880s as the symbol of progress, would be reviled in Santa Fe 20 years later.



The White House dry goods store, Catron Building on Plaza, Santa Fe, New Mexico, 1915(?). Photo by E.V. Harris. Courtesy of the [Palace of the Governors Photo Archives](#) (NMHM/DCA). Negative Number: 067593.

NEW STATEHOOD PERIOD (1912-1929)

Having finally achieved statehood in 1912, Santa Fe's leaders moved forward with a campaign of city improvement led by Mayor Arthur Seligman. Seligman tasked a subcommittee to research other cities' plans, leading to communications with notable planners Frederick Law Olmsted and Frederick and George E. Kessler. With little money to pay professionals, the City's quest for modernity was soon hijacked by another force — tourism. Beginning with the Chamber of Commerce and abetted by two archaeologists, the City turned its attention to creating an architectural style that would attract tourists.



Fine Arts Museum, Museum of New Mexico, Santa Fe, New Mexico, ca. 1920. Photo by T. Harmon Parkhurst. Courtesy of the [Palace of the Governors Photo Archives](#) (NMHM/DCA). Negative Number: 022973.

Through heavy promotion, exhibits, and design contests, Santa Fe's tastemakers arrived on the so-called Santa Fe Style, a synthetic combination of Pueblo Indian and Spanish colonial-era forms. The style's first iteration, a clumsy combination of cubic volumes and viga-studded Mission Revival parapets, saw little adoption. Starting in 1915, as the wealthy traveled to the West Coast for the Panama-California Exposition, the impact of auto tourists would change the look of downtown, as older buildings were demolished to make way for large hotels, auto service buildings, and filling stations.

Artists and writers discovered Santa Fe by the early the 1920s, creating a small colony centered along Camino del Monte Sol and its intersecting roads. Mary Austin hired John Gaw Meem, a young designer with little formal architectural training, to create her Camino del Monte Sol salon. Farther up the road, five young artists, with the help of older artist Frank Applegate, built expressionist studio homes. The City adopted its first

zoning law in 1927, but calls to require Santa Fe Style in the design of new buildings were not yet considered legal. By this time, the Santa Fe Style took on two forms — that of the renovated Palace of Governors, and the pastiche of Franciscan mission details expressed most strongly in Museum of New Mexico and Fine Arts building (1916).

GREAT DEPRESSION / NEW DEAL PERIOD (1930-1939)

The Great Depression hit Santa Fe with a heavy hammer. Much of its population, already poor and living on the edge, reached a new depth of poverty. Paradoxically, the severe economic downturn did much to improve its citizenry and infrastructure. Federal money began to pour into cities in 1933 after President Franklin Roosevelt launched his First 100 Days, resulting in a panoply of New Deal programs. As the state capital, Santa Fe benefitted immensely from this federal largess. New Deal programs headquartered in the City delivered technical assistance, financial support, and employment. Work relief programs, such as the Civilian Conservation Corps and Work Projects Administration, hired hundreds of people, mitigating the region's economic pain.



La Fonda Hotel, Santa Fe, New Mexico, Santa Fe, New Mexico, ca. 1930s–1940s. Photo by Fred Harvey Company. Courtesy of the [Palace of the Governors Photo Archives](#) (NMHM/DCA). Negative Number: HP.2015.15.001.

The relief work resulted in numerous socially beneficial projects, and made a significant contribution to Santa Fe's progress. Improvements that had been wished for since statehood — taming the Santa Fe River, building parks, and new schools — could now be paid for through the New Deal. Using these programs, the City, County, and State erected nearly a dozen significant buildings — many now historic landmarks, still used and contributing to Santa Fe's character.

Federal work would tilt Santa Fe's style toward the Territorial Revival, a muscular, symbolic style communicating the ideals of the New Deal. Other mundane and unseen improvements, such as sewer lines, sanitary privies, and flood and erosion controls improved the community's health. Beyond buildings and infrastructure, money made available during the New Deal employed out-of-work artists, musicians, and writers and helped revive Hispanic arts and culture.

WORLD WAR II PERIOD (1940-1945)

Santa Fe, like many communities across the country, experienced significant disruptions

during World War II. Mobilization and the draft had removed nearly 10% of its population, as hundreds of young men were shipped off to serve overseas — some never to return. Because of its lack of industry, Santa Fe did not benefit directly from defense work. Instead, it trained a large portion of its male youth and women for wartime work on the west coast. The remaining population pitched in and raised Victory Gardens and participated in scrap drives.

The construction of a large military hospital and a Japanese detention center, only a few miles apart, created separate towns near to Santa Fe, and each sustained the City's economy. With material shortages and travel restrictions, Santa Fe's tourist industry plummeted. Its built environment slumbered as well. Because of shortages, loss of labor, and architects joining the war effort, few buildings were constructed. Still, plans were underway that would greatly alter the City's residential areas after the war.

POST-WAR EXPANSION PERIOD (1946-1965)

Veterans returning to Santa Fe experienced an extreme housing shortage, as little residential construction had taken place during the Depression and war years. Despite the availability of federal veteran housing programs, few GI residential developments were erected. Construction instead was focused on the commercial sector, beginning with car dealerships and office buildings — many of which challenged tradition with their modern lines and expanse of glass. In 1947, Santa Fe hired Harland Bartholomew and Associates, a St. Louis city planning firm, to develop a general plan. Having designed the federal interstate system, the planning group focused on building a highway through the center of the city. Debated for nearly five years, the so-called “cross-town highway” displaced hundreds of families living west of the Plaza.

The encroachment of commercial design, highway blight, and a crop of young architects challenging tradition, pushed Santa Fe's preservationists and the tourist trade to join together to save Santa Fe's charm. After two years of deliberation, starting with a failed citywide architectural control proposal, Santa Fe adopted the “Historical District” ordinance on October 30, 1957.

The first buildings after the regulation were mixed, consisting of slavish interpretations of old and modern edifices that met the letter of the law but not its intent. The 1961 demolition of the Nusbaum House revealed significant deficiencies. At the same time, a major shift of population to the city's south side began to alter the demographics of the once Hispanic-dominant Eastside neighborhoods. The change would lead to charges of blight and decay, resulting in later urban renewal.

MODERN ERA (1966-PRESENT)

In the mid-1960s, Santa Fe entered a period of architectural experimentation. Beginning in 1966 with Paulo Soleri's theater design for the Institute of American Indian Arts, architecture began to take a more expressive form. Soleri's use of Native American forms of the Kiva and Hogan, coupled with sculptured features, would influence the next ten years of experimentation. This was followed by McHugh and Kidder's redesign of the Santa Fe Opera Theater (1968), with its organic forms and sweeping canopies. Other architects, such as Phillippe Register and Ted Luna, also worked in a freer, expressionistic idiom.

In the late 1960s, Santa Fe attracted counterculture migrants, many of whom built their own homes. Homemade houses inside and outside the historic district played with the plasticity of adobe, creating expressive forms. These homebuilders did not imitate Spanish colonial architecture but, like Soleri, turned to Native American architecture for inspiration. Their experimentations were followed by professional architects who worked with adobe to build climate-sensitive solar homes. Led by architect David Wright, these designs received national attention and led to the passive solar trend.

While creativity flowed around the revival of adobe construction, City leaders looked to conventional city planning to cure traffic woes and revive the central business district. This included the use of federal urban renewal funds to redevelop 24 acres southwest of the Plaza and a "loop" around the downtown. Each had consequences, removing housing and businesses and displacing residents. Urban renewal met with resistance in local barrios. Mirroring the national Chicano Movement, a group of local muralists began painting La Raza history and resistance scenes on buildings. Others formed Chicano schools and barrio clinics.

The intensification of tourism led to the construction of several downtown, era-changing hotels. Built over the former Loretto Academy grounds, the eponymous Inn of the Loretto (1975) won plaudits for its neo-Pueblo design, while the Eldorado Hotel (1984-86) found resistance from the Historic Design Review Board and resulted in new standards in the ordinance. With increasing development pressure in and around the district's core, in 1983 Santa Fe created four additional historic districts to protect its surroundings, and limitations on building height were imposed in the 1990s in response to out-of-scale development downtown.

STUDY AND INVENTORY OF SANTA FE'S HISTORIC RESOURCES

Historic building surveys, neighborhood-scale studies, and thematic assessment of historic resources are important tools that allow for informed land-use planning and development decisions. Such studies produce baseline information on historic resources upon which further land use and development decisions can rely. The findings of these studies should be made available to property owners, the broader public, City staff, and decision-makers for use in the land-use planning process. Periodic completion and update of historic building surveys by the City facilitates compliance with its development and design review regulations by providing the Historic Districts Review Board (HDRB) and City staff with an understanding of a property's historic significance and character-defining features.

The following is a list of historic resource studies that have been conducted or commissioned by or in partnership with the City of Santa Fe. Many of these studies and surveys were conducted with funding from the Certified Local Governments (CLG) Program of the New Mexico Historic Preservation Division (HPD). The CLG Program continues to be an excellent source of funding to support the continued study of Santa Fe's historic districts, and the New Mexico HPD is a key partner in the furtherance of the study and understanding of Santa Fe's heritage resources. The following documents are all available in digital format and should be made accessible to the public on the City of Santa Fe website.

- *Design and Preservation in Santa Fe: A Pluralistic Approach (1977)*
- *Greater Westside Peoples Association Neighborhood Plan (1981)*
- *Guadalupe Neighborhood Historical Survey (1981)*
- *Camino del Monte Sol Architectural Historic Survey (1984)*
- *Westside-Guadalupe Streetscape and Design Ordinance Report (1987)*
- *Santa Fe Historic Neighborhood Study (1988)*
- *The Santa Fe Acequia Systems: Summary Report on Their History and Present Status with Recommendations for Use or Protection (1988)*
- *Eastside Historic Streetscapes: An Analysis of Corridors and Adjacent Settlement Patterns in Santa Fe's Core Historic District (1989)*
- *Santa Fe Historic Plaza Study I (1990)*
- *Santa Fe Historic Plaza Study II: Plaza Excavation Final Report (1992)*

- *Not Occupied... Since the Peace: The 1995 Archaeological and Historical Investigations at Historic Fort Marcy, Santa Fe, New Mexico (1995)*
- *Report on the Survey of Historic Compounds (2005)*
- *Santa Fe Plaza Cultural Landscape Report (2005)*

For many years, the City of Santa Fe utilized Certified Local Government (CLG) Program funding to conduct historic resource surveys of buildings in its historic districts. Historic Cultural Property Inventories (HCPIs) were produced for numerous properties in at least 1982, 1985, 1992, 1996, and 2002.³ In 2002, the City had a consistent track record of applying for CLG grants to re-survey about 85 to 150 properties every one to five years, taking an incremental approach to fulfilling its obligations to study and document the historic properties it regulates.⁴ However, no evidence is apparent that regular incremental or large-scale property surveys or re-surveys have been initiated by the City since that time.

The cessation of the City's efforts to survey the historic districts has left the burden of producing or updating historic building inventories entirely to property owners as the need for historic status designation or review arises on a property-by-property basis. The result is that an already cumbersome review process has become more expensive, time-consuming, and frustrating for property owners, and the HDRB's evaluation of a property's significance relies on an inconsistent level of property documentation. A strong desire has been expressed both by property owners and by city staff to resume City-initiated historic building survey activities and to share the responsibility for stewardship and study of Santa Fe's historic properties with property owners in the City's historic districts.

It is important to note that historic building status was not originally a component of the City of Santa Fe's Historical District Ordinance. From its adoption in 1957 through the early 1990s, the historic review process was limited to design review, focusing on harmony of built form and compatibility with Santa Fe's "historical styles" in addition to review of demolitions. In 1992, the ordinance was amended, changing its name to the Historic Districts Ordinance and introducing requirements to preserve historic buildings and materials in addition to complying with design standards. This amendment also defined a process for designating structures as *non-contributing*, *contributing*, *significant*, or *landmark* and adopted the official Historic District Status Map, in addition to granting the HDRB the authority to limit the height of buildings in Santa Fe's historic districts (another important shift in the city's regulatory authority).

³ These years were identified by reviewing a large sample of HCPIs that are on record at the City of Santa Fe. It is possible that surveys were conducted more frequently than this report reflects.

⁴ "Historic Regulations Policy Memorandum," by Clarion and Associates with David Kammer, 2002.

Santa Fe's criteria for the evaluation of a property's historic significance are slightly different from the criteria for significance associated with the National Register of Historic Places. This has led to a great deal of confusion by property owners and difficulty in utilizing the state's historic building inventory forms, which are structured around evaluation of significance in accordance with national standards. The Santa Fe Land Development Code provides definitions of historic buildings status that refers to concepts of "significance" and "integrity;" however, although these are presumed to refer to the National Register concepts, these terms are not specifically defined in the code. Santa Fe's historic building status designations are defined as follows (SFCC § 14-12 Definitions):

Landmark. *A structure outside a historic district that otherwise meets the definition of a significant structure. A structure may also be a landmark structure if it is listed on or is eligible to be listed on the State Register of Cultural Properties or the National Register of Historic Places.*

Significant. *A structure located in a historic district that is approximately fifty years old or older, and that embodies distinctive characteristics of a type, period or method of construction. For a structure to be designated as significant, it must retain a high level of historic integrity. A structure may be designated as significant:*

- » *for its association with events or persons that are important on a local, regional, national or global level; or*
- » *if it is listed on or is eligible to be listed on the State Register of Cultural Properties or the National Register of Historic Places.*

Contributing. *A structure, located in a historic district, approximately fifty years old or older that helps to establish and maintain the character of that historic district. Although a contributing structure is not unique in itself, it adds to the historic associations or historic architectural design qualities that are significant for a district. The contributing structure may have had minor alterations, but its integrity remains.*

Non-contributing. *A structure, located in a historic district, that is less than fifty years old or that does not exhibit sufficient historic integrity to establish and maintain the character of the District.*

For a property in one of Santa Fe's historic districts to be considered worthy of preservation by being designated "contributing" or "significant," it first must be at least 50 years old and have "integrity." Although undefined in Chapter 14 of the SFCC, it is assumed that the concept of "integrity" is taken from the National Register standards to mean "the ability of a property to convey its significance." In looking at the City's definition of "significant structure" specifically, it is possible to extract the criteria by

which a property’s significance is evaluated. The following table presents a comparison of an attempt at delineating the City’s criteria for property evaluation with those of the National Register:

TABLE 1: COMPARISON OF LOCAL AND NATIONAL CRITERIA FOR EVALUATING PROPERTY SIGNIFICANCE

SANTA FE CRITERIA FOR DESIGNATING A STRUCTURE AS “SIGNIFICANT” OR “LANDMARK”	NRHP CRITERIA FOR EVALUATING PROPERTY SIGNIFICANCE
Associated with events or persons that are important on a local, regional, national or global level.	<p>CRITERIA A— Associated with events that have made a significant contribution to the broad patterns of our history.</p> <p>CRITERIA B— Associated with the lives of persons significant in our past.</p>
Embodies distinctive characteristics of a type, period or method of construction.	<p>CRITERIA C— Displays distinctive characteristics of a type, period, or method of construction, work of a master, high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.</p>
[NOTE: The City’s definition of “ significance ” as it pertains to archaeological sites is similar to NRHP Criteria D: “ <i>The determination of the potential value of an archaeological site to increase the knowledge of the prehistory or history of Santa Fe.</i> ”]	<p>CRITERIA D— Yielded, or may be likely to yield, information important in prehistory or history. (Generally applies only to archaeological resources.)</p>
Listed on or is eligible to be listed on the State Register of Cultural Properties or the National Register of Historic Places.	

The introduction of preservation regulations and historic building status designation and review to the Santa Fe historic districts review process was significant. Prior to this time, historic building surveys and historic resource studies were utilized primarily in the evaluation and creation of new historic districts, in the adjustment of district boundaries, and in the consideration of demolition requests. With the adoption of requirements to preserve historic materials and architectural features and the inclusion of historic building status designation, the utility of historic building surveys was elevated and became central to the historic districts review process.

In 2004, the ordinance was further amended to grant the authority to make final decisions regarding the historic status of properties solely to the HDRB. Prior to this time, the HDRB would review historic status for properties relatively rarely and was required to make a recommendation to the City Council who would then make a final ruling and simultaneously amend the official Historic District Status Map. Since the 2004 amendment, the authority to perform historic status reviews and designations has been delegated to the HDRB. In contrast to other cities where historic review is required, HDRB members receive very little if any training in historic status designation, criteria for significance, or National Register eligibility. Further complicating the process is the lack of clarity as to whether the official Historic District Status Map must still be amended by the City Council following a status designation or change by the HDRB.

Presently, when a property owner or their representative approaches the Historic Preservation Division to initiate a review process for exterior alterations, City staff must make a determination as to whether the property is eligible for review of its historic status designation. Generally, a status review is called for in the following circumstances:

- a) If a property has become eligible for a status upgrade due to age since the last time it was surveyed or altered;
- b) If a property's historic status has not been reviewed or confirmed by the HDRB in recent years (although there is no formal policy or threshold in place); or
- c) If a property has no status designation on the official map or historic building survey on record.

Historic status review adds an additional step in the review process for exterior alterations, and this is made more complex by the city's practice of placing the burden of historic building survey on property owners as the need arises. Further complicating the process is the difficulty and lack of clarity around updating the official Historic Districts Status Map. Already overburdened Historic Preservation Division staff must be diligent in keeping records of status changes and periodically compile these for

adoption by the City Council and update by the GIS Division. The result is that the map available to the public is often incorrect, and staff must search through City case records and building surveys to either confirm historic status or determine that a status review is needed.

RECOMMENDATIONS FOR CONTINUED RESOURCE SURVEY

While much work has been accomplished, both in historic resource survey and in neighborhood-scale and thematic study of Santa Fe's historic resources, past work does not cover 100% of the building stock in Santa Fe's historic districts. As properties become eligible for historic status due to age, additional surveys are needed to fill this gap. Furthermore, as time passes, the results of earlier survey projects become out of date and insufficient to meet the needs of city staff and the Historic District Review Board when properties become eligible for historic status review. This underscores the need for ongoing survey and resurvey in Santa Fe's historic districts.

Informed by the evaluation of the Historic Preservation Division's historic resource survey practices and records, the following recommendations are provided to improve consistency, efficiency, and quality in the historic status designation and review process:

1 RESUME A REGULAR PROGRAM CITY- INITIATED HISTORIC RESOURCE SURVEY

The City of Santa Fe may annually request CLG grant funds for the purpose of continued survey and study of historic resources in its historic districts. Recent efforts to reorganize and increase staffing levels have left the Historic Preservation Division in a better position to resume such a program and to better coordinate with the State Historic Preservation Division. It is recommended that the City's Historic Preservation Division Manager lead this effort, that new or updated surveys be conducted every two to three years, and that survey strategies be evaluated based on thematic or geographic priorities with the assistance of the Historic Districts Review Board, private citizens, professional stakeholders, and guidance from the State.

2

REQUIRE THE USE
OF THE NEW MEXICO
HISTORIC CULTURAL
PROPERTIES
INVENTORY (HCPI)
FORM AND MANUAL
FOR HISTORIC
RESOURCE SURVEY

Unless the City wishes to develop its own historic building inventory form and guidance, it is advisable to require that anyone surveying property use the HCPI form and manual issued by the state Historic Preservation Division for the purpose of documenting historic properties and evaluating their significance. This assures a uniform product and provides a level of consistency in the review and designation of historic status. It is also recommended that the City consider aligning its criteria for historic significance with the state and national standards to improve clarity, compatibility, and cooperation with the state Historic Preservation Division. And finally, it is recommended that all HCPI forms produced for the purposes of historic status review and designation under the City's historic review process be transmitted to the State Historic Preservation Division for review and archiving.

3

DEFINE
"SIGNIFICANCE"
AS IT PERTAINS
TO HISTORIC
BUILDING STATUS
DETERMINATIONS

Although discussions and evaluations of historic building status at HDRB hearings often center around the concept of "significance," there is no formal definition in the Santa Fe City Code (SFCC) to guide these determinations. For a property in one of Santa Fe's historic districts to be considered worthy of preservation by being designated "contributing" or "significant," it first must be at least 50 years old and have "integrity." Although undefined in Chapter 14 of the SFCC, it is assumed that the concept of "integrity" is taken from the National Register standards to mean "the ability of a property to convey its significance." In looking at the City's definition of "significant structure" specifically, it is possible to extract the criteria by which a property's significance is evaluated. However, City staff and the HDRB are in need of an official definition of "significance" in order to make determin

4

ENHANCE AND
ADOPT THE SUMMARY
HISTORIC CONTEXT
STUDY

Historic contexts are living documents that, while providing a stable framework for evaluating resources, should also respond to changes and new ways of thinking about culture and history. To date, the City has not had a context statement to provide background for assessing historic building status. The Historic Context Study developed as a component of this project offers a preliminary framework for such an approach. Further elaboration and adoption of a more encompassing context statement will help the Historic Districts Review Board better understand historical significance and provide a more rational process to assign Contributing status beyond the 50-year rule. Particular periods and resources will require additional in-depth research and development. Specific types of resources, coming of age, could benefit from this approach. A focused survey should inform these types of contexts. Historic context development is a typical grant project funded by the Certified Local Government Program. The HDRB should meet annually with City staff to discuss themes and resources that would benefit from a historic context study.

5

DEVELOP AND
ADOPT A STANDARD
CULTURE HISTORY
AND ENVIRONMENTAL
SETTING FOR EACH
OF THE CITY'S
ARCHAEOLOGICAL
REVIEW DISTRICTS

In order to reduce redundancy and streamline the City's archaeological review process, the Archaeological Review Committee (ARC) has requested that the City commission standard statements of culture history and environmental setting for each of the Santa Fe's archaeological review districts, to be referenced in archaeological work plans and reports produced in compliance with the City's archaeological clearance process. Such archaeological context statements would be intended for use by archaeologists in preparing inventory, testing, and treatment reports for review by the ARC, with the intention that the archaeologists will provide project-specific details as needed while referencing these standard context statements, resulting in greater efficiency and consistency of information.

6

RENEW
COLLABORATION
WITH THE
STATE HISTORIC
PRESERVATION
DIVISION

One of the primary roles of the Certified Local Governments Program is to “facilitate public participation in local preservation, including participation in the National Register listing process.” When a property is nominated for the state or national registers, the state Historic Preservation Division typically reaches out to the City for review and comment. The Historic Districts Review Board, through staff, should be sending substantive comments to the State Historic Preservation Division and its Cultural Properties Review Committee regarding upcoming register nominations. The relationship between the City of Santa Fe and the State regarding historic preservation matters is a critical one, and work is needed to renew this relationship towards improved stewardship and management of Santa Fe’s heritage resources more generally.

Evaluation of Historic Preservation Tools and Operations

In addition to looking back at the history and development of the City and its preservation regulations, a critical focus of pre-planning activities toward a heritage preservation plan for Santa Fe was an evaluation of current policies, operations and resources within the Historic Preservation Division. To this end, City staff undertook an internal examination of existing policy guidance, regulatory tools, operations and procedures, workflows and staffing resources within the Historic Preservation Division. In addition, initial benchmarking research with other comparable municipal historic preservation programs was performed by City staff, and recommendations for operational improvement were formulated, which take into account the findings of the City's internal evaluation of its own historic preservation operations.

EXISTING HISTORIC PRESERVATION POLICY GUIDANCE

To establish a baseline of previous and current historic preservation policy guidance, City staff reviewed and compiled policy statements, goals, and recommendations from previous City planning efforts as they relate to historic preservation. Recent cultural planning efforts undertaken by the City are of particular use in evaluating current policy as it relates to the preservation of Santa Fe's cultural and built heritage and will be a foundational guide in undertaking the public engagement phase of the heritage preservation planning process. The following is intended as a compilation of existing policy guidance as it relates to historic preservation in Santa Fe and should be referenced as guiding principles are formulated through the next phase of the project.

SANTA FE CITY CHARTER

The Charter of the City of Santa Fe was adopted by the voters at a special municipal election in 1997 and amended during regular municipal elections in 2008 and 2014. Article II of the Santa Fe City Charter includes seven "policy statements" that speak to the broad principles under which the City of Santa Fe operates and seeks to benefit

the citizens of Santa Fe. Significantly, one of these seven policy statements pertains to “Cultural and Neighborhood Preservation.” It states:

The people of Santa Fe derive invaluable benefits from our multi-cultural heritage. The multi-ethnic and multi-racial residents who have made their homes here over the centuries have each left their unique cultural mark on our city, producing a rich blend of stories, traditions, and neighborhoods. The result is a community that treasures a variety of artistic, literary, and musical forms, that symbolizes an architectural style, and that celebrates the diversity of those who have chosen to live here. We therefore declare that the multi-cultural heritage and neighborhoods of Santa Fe are essential to the people of this community and that public officials shall at all times exercise their powers with sensitivity to and respect for that cultural and neighborhood heritage.

SANTA FE GENERAL PLAN (1999)

Adopted by the Santa Fe City Council in 1999, the Santa Fe General Plan is the City’s primary policy document and statement of direction for the physical development, conservation and growth of the city. Although the Santa Fe General Plan is in need of a comprehensive update, it continues to serve as the link between the values and visions of the community and the decision-making and administration of city regulations that implement that vision. Chapter 2 of the Santa Fe General Plan is dedicated to Heritage Resources.

Themes identified in the General Plan are the over-arching values that guide the development of Santa Fe, as articulated through the planning process. The Heritage Resources chapter of the General Plan identifies the following themes as applicable to the preservation of the city’s heritage resources: *Quality of Life, Character, Urban Form, Community-Oriented Downtown, Community-Oriented Development, Streamlined Review Process.*

Guiding Policies state the city’s general goals as they relate to the overall themes identified in the General Plan. The following are the guiding policies expressed in the Heritage Resources chapter of the Plan:

- 2-G-1: *Foster municipal and community awareness, positive appreciation, and support for Santa Fe’s archaeological, cultural and historic resources.*
- 2-G-2: *Identify and assess archaeological and heritage resources (man-made) for the aesthetic, educational, economic, and scientific contributions they make to Santa Fe’s quality of life.*

- 2-G-3: *Respect and sensitively manage archaeological, cultural, and historic patterns, resources, and symbols, preserving the contribution they make to understanding Santa Fe's characteristic cultural traditions.*
- 2-G-4: *Preserve the heterogeneous cultural, historic, and visual qualities of Santa Fe.*
- 2-G-5: *Recognize that the city's policies of promoting affordable housing and preserving cultural, historic and visual qualities of Santa Fe may require close coordination.*

Implementing Policies represent the City's commitments to specific actions that serve to implement the Guiding Policies and Themes of the General Plan.

- 2-1: *Community Awareness and Partnerships*
 - » *Educate the community about the value of heritage resources.*
 - » *Lead by example through sensitive treatment of city-owned heritage resources.*
 - » *Monitor the contents of and update the city's Historic Districts Handbook and Archaeological Districts Handbook to better assist the public in complying with heritage resource regulations.*
 - » *Strengthen and encourage partnerships with state, federal, and non-governmental historic preservation entities through collaborative programming, technical assistance, and educational opportunities.*
 - » *Continue to support the diverse cultural activities of Santa Fe, and develop programs aimed at the preservation of historic cultural traditions.*
 - » *Encourage participation in the State Register of Cultural Properties and National Register of Historic Places for resources that qualify for such listings.*
 - » *Identify opportunities for acquiring historic properties and interpreting them for the community's benefit.*
 - » *Support Santa Fe County's efforts to implement its historic preservation program.*

- 2-2: *Heritage Resource Identification*
 - » *Continue efforts to survey and resurvey heritage resources.*
 - » *Expand resource survey efforts to include recording characteristics or unique physical features and historic development patterns.*
 - » *Identify unrecorded historic resources and consider them for management objectives.*
 - » *Locate and evaluate the significance of archaeological resources.*

- 2-3: *Heritage Resource Management*
 - » *Make the management of heritage resources a municipal commitment through the integration of sensitive treatment of such resources in city projects, including self-enforcement of municipal ordinances.*
 - » *Review and amend the Archaeological Review Districts and Historic Districts Ordinances to ensure the continuation of proper treatment of heritage resources.*
 - » *Preserve structures and neighborhoods that exhibit individual architectural merit and that collectively exhibit Santa Fe's sense of place through the review and amendment of its land use laws.*
 - » *Investigate and determine the appropriateness of existing historic district boundaries, and consider opportunities for additional historic districts and/or conservation districts.*
 - » *Establish standards for proper treatment of identified heritage resource types (such as historic bridges, acequias, etc.).*

- 2-4: *Preservation of Diverse Qualities*
 - » *Maintain Santa Fe's unique low-profile physical character, its characteristic landscape features, and views and vistas within and beyond the city.*
 - » *Research and develop standards for the establishment of a "transitional zone" around the city's historic districts to ensure compatible development.*

- » *Investigate and determine options for providing local tax relief or incentives for the preservation and maintenance of heritage resources.*
 - » *Encourage early consultation for proposed development to ensure consistency with Santa Fe's historic land use and construction patterns.*
 - » *Research and evaluate existing standards for street engineering and design for consistency with Santa Fe's historic character.*
- *2-5: Coordination of Preservation with Affordable Housing*
 - » *Strive to achieve an appropriate balance between these policies and to affect a reasonable compromise through careful analysis of the potential economic boundaries and neighborhood conservation districts.*
 - » *Examine and determine the appropriateness of altering existing zoning standards to ensure compatibility of density, use, and physical character within established neighborhoods and historic areas, while maintaining and providing affordable housing.*

SANTA FE DOWNTOWN VISION PLAN (2007)

Although never formally adopted, the Santa Fe Downtown Vision Plan was approved by Steering Committee action and presented to City Council in 2007. The Downtown Vision Plan utilized a steering committee and community engagement activities to define a vision and goals for the area surrounding the historic downtown. It was intended to be used as a guide for code amendments, policy changes, financing strategies, and additional studies needed for implementation. The stated purpose of the Plan was to “*provide a planning framework for preserving and protecting the historic character of downtown while allowing for appropriate new development within the constraints imposed by that framework.*”

The vision defined in the Downtown Vision Plan is as follows:

The historic downtown should be an economically vital and ecologically sustainable place where new and existing retail and commercial establishments serve both local and visitors' needs:

- » *Where public areas are accessible and welcoming to all;*

- » *Where a living Santa Fe River and an active Plaza become a focus of public activity;*
- » *Where sufficient parking and easily accessible transportation accommodate a pedestrian friendly environment;*
- » *Where a healthy mix of Santa Feans live to create a neighborhood feeling and a sense of safety at all hours;*
- » *And where the character and standards of all new and redevelopment are clearly defined.*

The stated goals of the Downtown Vision Plan include the following:

- 1) *Preserve Santa Fe's Character*
- 2) *Foster Local-Serving Retail*
- 3) *Enhance the Public Realm*
- 4) *Increase Public Parking Supply*
- 5) *Improve Transportation Access*
- 6) *Promote More Housing*
- 7) *Expand Employment Opportunities*
- 8) *Promote Sustainability*

CULTURE CONNECTS SANTA FE: A CULTURAL CARTOGRAPHY (2016)

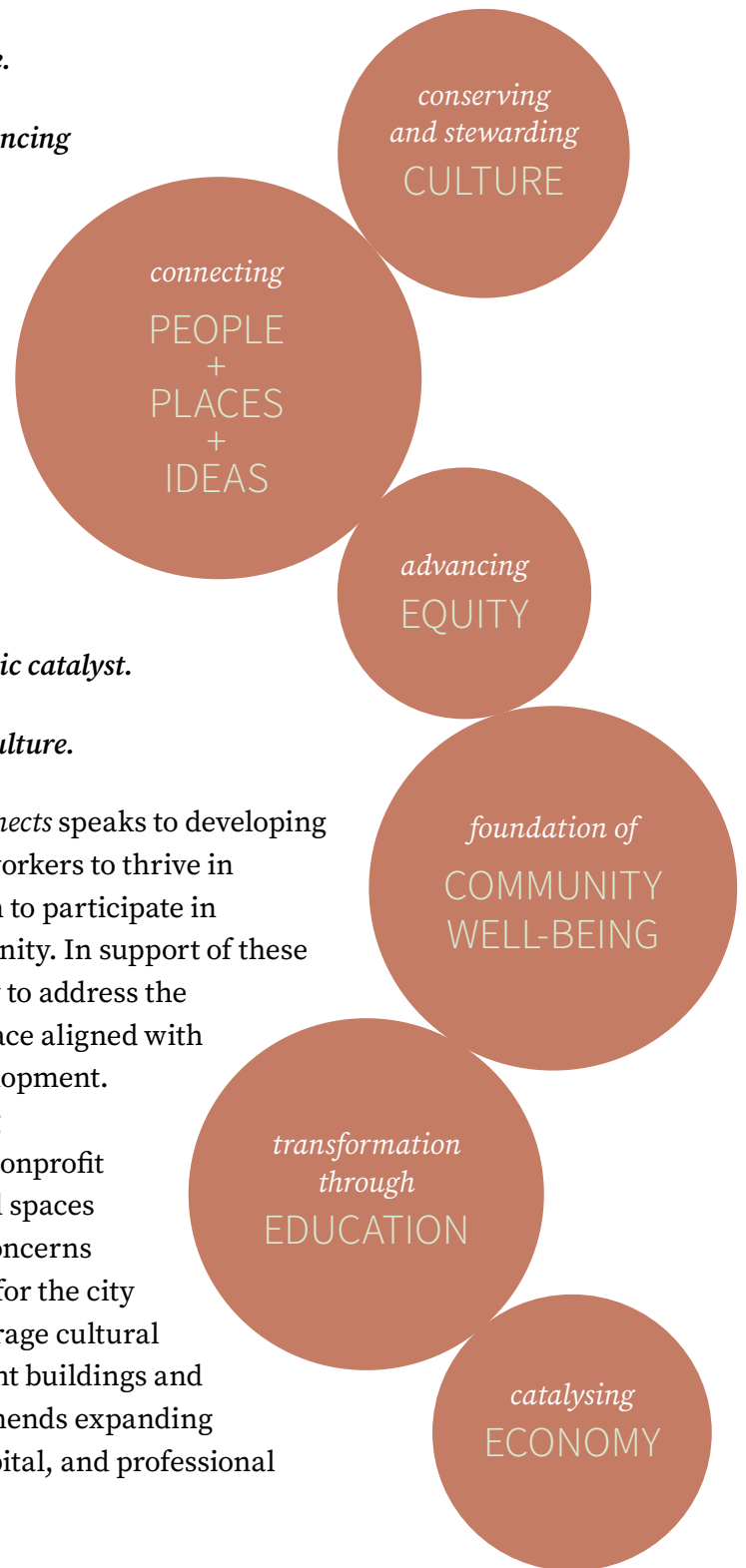
In 2016, the City of Santa Fe commissioned a cultural plan, resulting in “*Culture Connects Santa Fe: A Cultural Cartography*.” This pivotal study served to define, describe and navigate a city of both immense cultural richness and deep contradictions. The planning process engaged a diverse swath of the City in community conversations about what culture means, its intrinsic value, and the challenges and opportunities it represents for all who call Santa Fe home. The study emphasizes the potential of culture to connect Santa Fe and the possibility of bringing people together through storytelling and creativity and of healing the divides within our community. *Culture Connects* presents a statement of values and a series of strategies, recommendations, and ideas. Value statements are included below, followed by action items that pertain to historic preservation in Santa Fe, to which the Santa Fe Heritage Preservation Plan should seek to build upon and respond directly.

Santa Fe values...

- ... the breadth and depth of its culture.*
- ... the essential role of culture in advancing equity.*
- ... the potential of culture to connect people, places, and ideas.*
- ... the transformational role of culture in education.*
- ... culture as fundamental to the wellbeing of individuals and the collective.*
- ... the impact of culture as an economic catalyst.*
- ... stewardship and conservation of culture.*

Under the category of “People,” *Culture Connects* speaks to developing the capacity of young people and cultural workers to thrive in Santa Fe, expanding opportunities for them to participate in cultural activities and to stay in the community. In support of these recommendations, the plan directs the City to address the shortage of affordable housing and workspace aligned with principles of innovation and ethical redevelopment. It specifically addresses the idea of creating incentives for the real estate industry and nonprofit organizations to develop accessible cultural spaces and residences mindful of neighborhood concerns about gentrification and displacement and for the city and others to develop programs that encourage cultural workers to occupy, rehab, and/or own vacant buildings and foreclosed homes. Finally, the plan recommends expanding access to cultural and creative markets, capital, and professional networks.

Under “Places,” *Culture Connects* advocates for inspiring the cultural transformation and revitalization of neighborhoods through the elevation of the unique cultural identity and assets of neighborhoods and through cultural capacity building in neighborhoods. Ideas for implementing these recommendations include identifying and supporting organizations that have begun to conduct neighborhood



oral history projects, establishing places for cultural activities in every neighborhood, support collaborative projects between creatives and neighborhoods that represent place and define neighborhood identity. The plan promotes adopting the emerging concept of spatial equity and the principles of ethical redevelopment to guide development practices, as well as creating a program of neighborhood block parties to celebrate Santa Fe's diverse identities. It calls for the activation of open and empty spaces, corridors, and commercial-cultural hubs and the enhancement of the City's network of cultural corridors. The installation of banners, public art, and multi-lingual signage to designate cultural corridors is suggested as a way to enhance their visual appeal and highlight the city's history and culture. Additionally, the plan suggests leveraging the existence of Santa Fe's waterways to celebrate tradition and connect communities.

Recommendations under the category of "Practices" are particularly relevant for historic preservation, focusing on advancement of equity and shared sense of purpose, values and community wellbeing in order to address tensions that arise from historic trauma and ongoing inequities and the use of storytelling to increase cross-cultural dialogue. *Culture Connects* calls for expanding access to meaningful and relevant cultural experiences, strengthening the cultural sector's capacity, sustainability and impact, and conserving the community's cultural heritage. Opportunities to build awareness of shared histories and culture are recommended, as well as measuring and communicating the benefit and impact of culture in Santa Fe. The building of strategic partnerships among City departments and with community organizations is a repeated strategy. The plan specifically recommends expanding the City's thinking about "historic preservation" to a broader meaning of stewardship and conservation that is inclusive, sustainable, and relevant to the 21st century, highlighting the possibility of embracing a conservation ethic in relation to managing change in Santa Fe while also engaging broad community participation to further the value of stewardship of both the tangible and intangible assets in the community, including language, story and memory.

With regards to "Policies," *Culture Connects* recommends optimizing the impact of city funding by strengthening support for arts and cultural organizations and programming. It further recommends optimizing city operational structure and strategies through the integration of cultural impacts into the operations of all City departments, the review of City codes, ordinances, and permitting procedures to remove barriers to cultural activities, and the consideration of cultural impacts on local neighborhoods and communities. The plan notably recommends supporting the Historic Preservation Division's plans to develop and implement an inclusive community engagement process to assess, update and strengthen the focus of the division. The development of culturally relevant curriculum and inter-cultural teaching strategies that provide our children with a strong foundation for cultural participation throughout their lives is a suggested strategy for improving the educational reach of the City's heritage preservation efforts.

LAND USE AND URBAN DESIGN STUDY (2017)

The Land Use and Urban Design Study was completed in 2017 and was intended to help prepare an update to the City of Santa Fe General Plan by examining recent and anticipated development trends and beginning to incorporate a vision for future growth in the Santa Fe. Chapter 3 is entitled “History and Preservation” and provides general descriptions of the city’s historic districts and heritage resources.

The study states the following goals and policies as they relate to historic preservation, many of which appear to be taken from the 1999 General Plan almost verbatim:

Goal: Santa Fe will remain an internationally recognized center of history and culture.

Policy 1: Preservation of Historic Structures

Preserve structures with architectural merit that exhibit Santa Fe’s unique sense of place through the review and consideration of amendments to existing land use laws.

Policy 2: Maintain Physical Character, Landscapes and Views

Maintain Santa Fe’s low-profile physical character, its landscape features, and views and vistas through continual examination and revision to land use and development codes.

Policy 3: The Preservation Movement

Continue to educate the community about Santa Fe’s heritage resources.

Policy 4: Historic Regulations

Assess how existing regulations succeed in balancing the preservation of Santa Fe’s heritage resources with the need for reasonable accommodation of improvements to historic properties and new development within the historic districts.

Policy 5: Historic Buildings and Places

Continue to identify, preserve and protect historically significant buildings and places in the city.

Policy 6: Historic Districts

Preserve the character of the identified historic districts around downtown and require that new development be compatible with their historic character.

Policy 7: Historic Downtown

Maintain the historic character of downtown Santa Fe as a destination for tourism while continuing to integrate and encourage local customs,

traditions, and celebrations in and around the Plaza. Require that new development be compatible with historic character downtown.

Policy 8: Archaeological Sites

Continue to require archaeological investigation in the review districts and reporting of such investigations to the city for future reference and knowledge.

Policy 9: Ordinance Review and Amendments

Review and amend the Archaeological Review Districts and Historic Districts Ordinances to ensure proper management of heritage resources.

Policy 10: Forster Awareness

Foster community and municipal awareness and appreciation of Santa Fe's heritage resources.

Policy 11: Partnerships and Education

Strengthen and encourage partnerships with government and community-based historic preservation entities towards programming and educational opportunities.

Policy 12: Cultural Activities and Historic Resources

Support diverse cultural activities which bring residents and visitors into contact with tangible heritage resources, and develop programs to preserve historic cultural traditions.

Policy 13: State and National Registers

Encourage participation in the state and national registers.

Policy 14: Resource Surveys

Continue efforts to survey and resurvey heritage resources.

CURRENT REGULATIONS, RESOURCES, AND REVIEW PROCEDURES

A critical component of phase one pre-planning efforts was an internal review by Historic Preservation Division staff of its current historic preservation activities, tools and resources utilized for the historic districts and archaeological review districts review processes, as well as current outreach/education activities. The purpose of this activity was to identify areas for operational improvement under the current regulations, to update existing tools and resources, and to evaluate opportunities to partner with other City departments and with community-based organizations to expand the educational mission of the Historic Preservation Division.

HISTORIC DISTRICTS ORDINANCE

The statement of general purpose included at the beginning of Santa Fe's **Historic Districts Ordinance** (SFCC § 14-5.2(A)(1)) reads as follows:

In order to promote the economic, cultural, and general welfare of the people of the city and to ensure the harmonious, orderly and efficient growth and development of the city, it is deemed essential by the governing body that the qualities relating to the history of Santa Fe, and a harmonious outward appearance, which preserve property values and attract tourists and residents alike, be preserved, some of these qualities being:

- (a) The continued existence and preservation of historical areas and buildings;*
- (b) The continued construction of buildings in the historic styles; and*
- (c) A general harmony as to style, form, color, height, proportion, texture and material between buildings of historic design and those of more modern design.*

The purpose statement is indicative of the values and goals that are furthered by the ordinance, which can be summarized as follows:

- » Promotion of economic, cultural and general welfare
- » Harmonious outward appearance
- » Orderly and efficient growth

- » Preservation of property values
- » Attraction of tourists
- » Attraction of residents
- » Preservation of physical qualities that relate to Santa Fe’s history, including historic buildings and areas and historic architectural styles

Economics (tourism, property values) and external appearance (stylistic harmony, order) are central priorities that are the foundation of the city’s current Historic District Ordinance. The physical integrity of historic buildings and neighborhoods and the preservation of Santa Fe’s history are key values. Residents are mentioned in the purpose statement, although the statement seems to refer specifically to the attraction of new residents. This statement doesn’t specifically exclude the retention of existing or legacy residents; however, it does not directly address this important aspect of neighborhood preservation. The very first statement in the purpose relates to “economic, cultural, and general welfare of the people.” This statement is significant, as it points to the importance of considering the economic, cultural, and general wellbeing of the people of Santa Fe, with the implication that the ordinance is in place to serve all Santa Feans, not to exclusively benefit a few. As the planning process moves forward, it will be important to examine these values to determine if they match the community’s current and evolving sentiments around historic preservation, growth, and equity in Santa Fe, and to evaluate whether the ordinance in its current form is achieving its desired purpose.^[5]

In its current form, Santa Fe’s Historic Districts Ordinance is structured as follows:

- » SFCC § 14-5.2(B) Minimum Maintenance Requirements
- » SFCC § 14-5.2(C) Regulation of Contributing and Significant Structures
- » SFCC § 14-5.2(D) General Design Standards
- » SFCC § 14-5.2 (E-I) “District-Specific” Design Standards
- » SFCC § 14-5.2 (J) Creation of Historic Districts

⁵ This recommendation echoes similar suggestions made in the 1989 evaluation of the ordinance by the National Trust for Historic Preservation (“Evaluation of Santa Fe’s Historic Districts Ordinance,” National Trust for Historic Preservation, 1989)

- » SFCC § 14-5.2 (K) Historic Compounds
- » SFCC § 14-5.2 (L) Landmarks
- » SFCC § 14-5.2 (M) State Capital Outlay Projects
- » SFCC § 14-5.2 (N) County and SFPS Capital Outlay Projects

In evaluating the City’s primary regulatory tool for historic preservation, internal discussions took place between the Historic Preservation Division staff and the City Attorney’s Office. It was generally acknowledged that there are numerous areas where minor “clean-up” is needed to reduce conflicts between provisions and to add clarity. In the longer term, there are also areas of the code that deserve concerted attention to improve function and reduce confusion, both for the public in their attempts to comply with the code and for the staff and the Historic Districts Review Board in their efforts to administer the code. In particular, attention should be given to the following sections:

SFCC § 14-5.2(C) Regulation of Contributing and Significant Structures

Although Santa Fe’s system for classifying “historic building status” is similar to the systems used in many other communities throughout the country, it is somewhat unique in its application of terms and standards that are related to national standards but different in their application and lack of definitions, specifically for key concepts such as “significance” and “integrity.” There are two principal types of resources in Santa Fe’s system: historic districts and individual landmarks. Santa Fe’s historic districts include structures that are designated as “significant,” “contributing,” or “noncontributing,” while landmarks are structures that meet the definition of “significant” but are located outside of a historic district. (Historic building status designations are defined in SFCC § 14-12 Definitions.)

Although improvements were made to this section of the code in 2004, it is worth noting that Santa Fe’s code lacks a definition of “significance” as it pertains to historic structures, and the application of this concept in the review process does not align with National Park Service definitions of “significance” or criteria for eligibility. There is also no definition of “historic integrity,” although the concept is used frequently in staff and Board discussions of historic building status. This continues to be a source of confusion and incompatibility of standards.

SFCC § 14-5.2(D) General Design Standards

The “General Design Standards” delineated in the Historic Districts Ordinance primarily define the preservation requirements for proposed additions or alterations to structures that have been designated as “significant” or “contributing” in one of Santa Fe’s historic districts or landmark structures throughout the City. This is confusing for many because the title of the subsection conflates design standards that apply to all buildings, with preservation standards that only apply to certain historic structures. It should more clearly define the preservation standards that apply only to existing historic structures with “significant,” “contributing,” or “landmark” status, as distinguished from the general design standards that apply to new construction and alterations to “non-contributing” structures. This is further confused because the subsection also includes the regulations for “height, pitch, scale, massing and floor stepbacks,” which apply to all structures in most areas of the historic districts, regardless of historic building status. The city should consider separating the regulations for “height, pitch, scale, massing and floor stepbacks” and placing them in a different subsection, separate from the preservation standards, and the difference between design standards that apply to all structures and preservation standards that apply to “significant,” “contributing,” and “landmark” structures should be clarified in the ordinance.

SFCC § 14-5.2 (E-I) “District-Specific” Design Standards

The ordinance also contains design standards that are specific to each historic district and apply to all structures within those districts. One issue with the “district-specific” standards is that aside from the Downtown and Eastside Historic District Design Standards, the standards for all four other districts are extremely similar, but contain minor differences. Better definition of the design standards for each district is needed, to align with the unique character, diversity of styles, and development patterns in the each of the corresponding districts. Alternatively, the consolidation of the design standards for the four districts other than the Downtown and Eastside would be beneficial. Clarity is also needed in the Downtown and Eastside Historic District Design Standards, as the distinction between what is considered “Old Santa Fe Style” and what is considered “Recent Santa Fe Style” and when each is applicable is a continuous source of confusion for both the public and staff.

There are, of course, many other places in the code that need revision to improve its function and clarity. Such opportunities for improvement were explored in depth by subcommittees of the HDRB between 2005 and 2015, but few changes were implemented. The above are general recommendations, and specific code changes should track with the values and goals that emerge from the community-driven planning process that is needed to complete the development of a heritage preservation plan for Santa Fe. Two notable evaluations of the code are worth reviewing as this process continues — one conducted in 1989 by the National Trust for Historic Preservation, and another performed by Clarion and Associates with historian David Kammer in 2002.

ARCHAEOLOGICAL REVIEW DISTRICTS ORDINANCE

The City of Santa Fe adopted its Archaeological Review Districts Ordinance (SFCC § 14-5.3) in 1987 for the stated purpose of preserving the “unique cultural traditions, prehistory and history of Santa Fe” by establishing three archaeological review districts that serve to:

- 1) *Recognize the value of archaeological resources from all periods of history and prehistory, including prehistoric Native American settlements, Spanish colonization and settlement and settlement and developments under Mexican and American governments;*
- 2) *Provide the means for identifying archaeological sites by requiring surveys and test excavations, depending on the district, through the development review and construction permit process;*
- 3) *Provide the means by which archaeological sites may be evaluated for their potential contribution to cultural, educational, historic, economic and scientific concerns;*
- 4) *Establish a procedure for treatment of archaeological resources on private and public land, thereby mitigating the information loss from the sometimes unavoidable destruction of archaeological resources and providing for the treatment of those resources that can be preserved; and*
- 5) *Provide methods for the emergency treatment of archaeological resources found through unexpected discovery.*

The City’s archaeological review and clearance procedures are intended to compliment and in many instances exceed what is required by state and federal cultural resource protection regulations; however, the relationship between municipal and state/federal regulations is often confusing and should be better clarified in the ordinance. As with

the Historic Districts Ordinance, there are areas that could benefit from a “clean-up” level of revision to improve clarity and reduce conflict. Furthermore, there is a clear need for procedural improvement within the Archaeological Clearance Permits subsection (SFCC § 14-3.14). For instance the terminology used that is used in the code should be compatible with standard terms used in state and federal regulations and in archaeological practice more broadly. Additionally, revisions are needed to better distinguish the archaeological clearance procedures for utility installation as opposed to other ground-disturbing activities.

PUBLIC HANDBOOKS

Important tools for translating the often confusing and technical language of the code for the public are the Historic Districts and Archaeological Review Districts Handbooks. As part of the current project, the Historic Districts Handbook has been updated, revised, and formatted as a digital document with hyperlinks, designed to be accessible via the City of Santa Fe website. The previous versions from 1996 and 2002 were becoming obsolete as the review process has evolved, and printing a lengthy handbook in hardcopy for distribution to the public has been seen as an increasingly unnecessary expense as the Land Use Department completes its transition towards digital documents and an online permitting system. The Archaeological Review Districts Handbook should be similarly updated and made available online.

OPERATIONS AND PROCEDURES MANUAL

In order to efficiently and effectively serve the community in administering the Historic Districts and Archaeological Review Districts regulations, the City’s Historic Preservation Division has been in need of standard operating procedures to provide clear guidance and excellent customer service to the public and to increase internal capacity to work as a high-functioning, collaborative team within the Land Use Department. As a phase one pre-planning activity, the Historic Preservation Division Manager developed the Historic Preservation Division Operations and Procedures Manual with input and feedback from Division staff to serve as an internal guide to processes and procedures utilized by the Division in administering the overlay zoning regulations that apply in the Historic Districts and the Archaeological Review Districts. This document is included as an appendix to this report and should be continually updated (See Appendix B).

BENCHMARKING RESEARCH

A comparison of historic preservation practices in Santa Fe with those of three comparable American cities yields similarities and differences that have important lessons for the evaluation of and planning for historic preservation in Santa Fe. Of the cities studied — San Antonio, Texas (population 1,300,000), Charleston, South Carolina (population 120,000), and New Orleans (parish population 340,000) — Santa Fe, New Mexico (population 80,000) is by far the smallest, but is nevertheless comparable in terms of its significance in American preservation, the scale of its historic resources, and the length of time the City has been regulating historic preservation.

The structure of historic districts review in these four cities is similar. Each has at least one board or commission that presides over both preservation and design issues, and each has a number of preservation districts. Differences are apparent in terms of which and how many architectural styles are sanctioned, the number of different historic building status designations or ratings, the presence of an Architectural Review Committee as a specialized, standing subcommittee of the preservation board or commission, the treatment of urban design as a preservation issue, as well as the areas of engagement provided by local non-profit preservation organizations.

CHARLESTON

Charleston established its Board of Architectural Review (BAR) and municipal preservation ordinance in 1931, and it serves to protect individual structures as well as the “quaint neighborhoods” of the historical city. Today, Charleston has four historic districts, and projects involving publicly visible construction in the districts are reviewed in a multiphase process by either the BAR-L for large projects in excess of 10,000 square feet or BAR-S for small projects less than 10,000 square feet. There are also a number of policy statements that have been adopted by the BAR, covering issues such as fencing and hardscaping, hurricane prevention panels, the use of mechanical tools in rehabilitation of structures and signs. In 2017, the Board also issued a set of Architectural Review Principles for New Construction and Renovations and Repairs, addressing the fact that “each building has its own context” while encouraging new construction that is compatible with the city’s culture and heritage. These encourage verticality, and narrow frontages, working to establish harmony to enhance the public realm, mitigation of parking impacts on the pedestrian experience, sidewalk life, and climate-appropriate building stock. The non-profit Historic Charleston Foundation is involved in the purchase and stabilization of historic structures, working to ensure areas of affordable housing in the region and balancing historic preservation with competing values.

SAN ANTONIO

The City of San Antonio established its first preservation ordinance in 1939. Today there are 30 historic districts, six River Improvement Overlay districts, and more than 2,000 individually designated landmarks. The city of San Antonio's well-designed website offers a wealth of information on preservation in the city. The City adopted a Strategic Historic Preservation Plan adopted in 2009, with the objectives of *"promoting historic preservation as a tool for revitalizing neighborhoods and commercial districts, enhancing tourism and cultural arts activities, creating new jobs and businesses, and managing effectively the overall design and development of areas and districts within the City of San Antonio."* The City conducted a series of workshops and stakeholder interviews to help guide the plan's development. In 2012, the City adopted its Historic Design Guidelines with general principles on preservation, new construction, signage, urban design and other topics. Seventeen distinct historical styles are identified and described for preservation. The website contains also other documents presented in a user-friendly format. The San Antonio Conservation Society offers education, survey, advocacy, and awards.

NEW ORLEANS

The City of New Orleans has been regulating historic preservation since it adopted its local ordinance in 1936, when the Vieux Carré district and commission were established. Today, the city has 18 historic districts which altogether represent 40 per cent of the city's urbanized area and over 45,000 properties. In addition, the Vieux Carré Commission (VCC) regulates only the French Quarter, while the New Orleans Historic District Landmarks Commission (NO-HDLC) and the Central Business District Historic District Landmarks Commission (CBD-HDLC) regulate the other districts. Further, each commission has an Architectural Review Committee composed of architects and technical experts who review applications prior to the HDLC review. The City offers pre-sale inspections on violations in the districts, which follow the properties, and not owners. New Orleans is also home to the Preservation Resource Center of New Orleans, a non-profit organization dedicated to preserving the city's historic architecture, neighborhoods and cultural identity through advocacy, education, and easements. It includes an interactive map with information about current projects.

TABLE 2: COMPARISON OF PRESERVATION IN FOUR AMERICAN CITIES

CITY	HISTORIC DISTRICTS REVIEW STRUCTURE	NO. OF HISTORIC DISTRICTS	HISTORIC BUILDING STATUS	HISTORIC PRESERVATION PLAN	LOCAL PRESERVATION ORGANIZATIONS	ONLINE RESOURCES
Santa Fe	Historic Districts Review Board reviews exterior alterations, new construction and demolition using standards that are unique to Santa Fe.	5	NONCONTRIBUTING CONTRIBUTING SIGNIFICANT LANDMARK <i>for structures located outside historic districts</i>	No preservation plan. Primary policy guidance is the “Heritage Resources” chapter in General Plan (1999).	Historic Santa Fe Foundation provides education and technical assistance, and Old Santa Fe Association advocates and lobbies for local preservation issues and policies.	Basic information provided on city website . Other portals for agendas, application tracking. No online application.
Charleston	Two Boards of Architectural Review (BAR) review all new construction, alterations and renovations that are visible from a public right-of-way. The “Charleston Standards” are applied in a multi-stage review process.	4	“Inventory Rating System” includes: CATEGORY 1 (EXCEPTIONAL) CATEGORY 2 (EXCELLENT) CATEGORY 3 (SIGNIFICANT) CATEGORY 4 (CONTRIBUTORY) <i>Additionally, a notation of +/- further refines these categories.</i>	Preservation Plan adopted in 1974 and 2007. The 2007 plan focuses on issues of archeology, sustainability, disaster preparedness and preservation of community.	Historic Charleston Foundation provides education, advocacy around neighborhood revitalization and affordability and manages house-museums	Good city website including an interactive map. No online application possible
San Antonio	Projects are granted a “Certificate of Appropriateness” either administratively or are reviewed by the Historic and Design Review Commission (HDRC).	30	“Property Classifications” include: CONTRIBUTING NON-CONTRIBUTING	Strategic Historic Preservation Plan was adopted in 2009.	San Antonio Conservation Society provides advocacy and education.	Good city website with online application system.
New Orleans	Vieux Carré Commission, two Historic District Landmarks Commissions (HDLCs), and separate Architectural Review Committees (ARC) for each. Multi-stage review (staff • ARC • HDLC).	18 <i>Vieux Carré (French Quarter) + 17</i>	“Property Rating System” includes: SIGNIFICANT CONTRIBUTING NON-CONTRIBUTING <i>Formerly had 7 rating levels</i>	No city-wide preservation plan, but a dedicated chapter in the New Orleans 2030 plan and a separate plan for the Vieux Carre.	Preservation Resource Center of New Orleans provides advocacy & education. Vieux Carre Commission Foundation provides funding and resources to the VCC.	Well-designed city website with guidance on design and review process, publicly accessible digital survey resources that include records on 47,700 structures, interactive maps, informational videos, etc. No online application.

RECOMMENDATIONS FOR OPERATIONAL IMPROVEMENT

Based on the internal evaluation of the current tools and resources of the Historic Preservation Division, the following recommendations are intended to guide further operational improvement moving forward:

1 MAKE COMPREHENSIVE UPDATES TO THE CITY OF SANTA FE HISTORIC PRESERVATION DIVISION WEBSITE

The Historic Preservation Division website should be an important resource for communicating with the public about regulations and procedures in the City's historic districts. Consider including the following categories of information:

- a) FAQs (basic questions, definitions, etc.)
- b) Historic Districts Review Board (purpose, composition, schedules)
- c) Archaeological Review Committee (purpose, composition, schedules)
- d) Ordinances (links to online municode) and Code Interpretations
- e) Document Library (Historic Context Study, property surveys, historic resource studies and reports, etc.)
- f) Maps (historic and current maps of the districts)
- g) Handbooks (2021 Edition of the Historic Districts Handbook and the Archaeological Review Districts Handbook)
- h) Contact Us (staff list and contact information)

2 UTILIZE THE OPERATIONS AND PROCEDURE MANUAL

Ensure that the Historic Preservation Division Operations and Procedures Manual, created in 2020, is utilized and routinely updated by Division management and staff, such that it continues to be a living tool for internal operational clarity and consistency.

3

PUBLISH
WRITTEN CODE
INTERPRETATIONS

Produce and publish written code interpretations to improve clarity of existing regulations. Subsection 14-1.10 of the Santa Fe City Code dictates that the Land Use Director, in consultation with the City Attorney, shall be responsible for making interpretations of the provisions of Chapter 14 and that these interpretations shall be made in writing and available to the public. The following is a list of code interpretations that are either already drafted or have been identified as needed:

- HDRB vs. Staff Review
(draft has been reviewed by HDRB)
- Wall and Fence Standards
(draft has been reviewed by HDRB)
- Rooftop Solar
(draft has been reviewed by HDRB)
- Screening Rooftop Appurtenances
- Stucco Colors
- Standards for Greenhouses
- Definition of Hardship
- Application of the Fifty-Year Rule
- Demolition-by-Neglect / Minimum
Maintenance Requirements

4

MAKE STRATEGIC
CODE “CLEAN-UP”
REVISIONS

Make strategic code revisions to the Historic Districts Ordinance (SFCC § 14-5.2) and Archaeological Clearance Permits procedures (SFCC § 14-3.13). In the short term, work with staff and subcommittees of the HDRB and ARC to perform “code hygiene” to include corrections, reduction of conflicts, and language clarifications. In the longer term, utilize the heritage preservation planning process to identify targeted areas of code revision to improve process and outcomes, and make these code revisions as an implementation step.

Improve interdepartmental collaboration to expand the education and outreach mission of the Historic Preservation Division and to achieve coordinated efficiencies. Opportunities for interdepartmental collaboration include:

a) *Library Services*

Explore the creation of a city-wide digital archive and community history repository to collect and share oral, visual, and documentary history of Santa Fe.

b) *Arts and Culture*

Collaborate on hiring and utilizing the City Historian position, the development of neighborhood fiestas, and the utilization of storytelling and public art as public history opportunities.

c) *Affordable Housing*

Develop a “toolbox” of neighborhood stabilization incentives and supports for retaining legacy families/households who may be experiencing challenges staying in their historic homes, and identify opportunities to introduce more affordable housing into the historic districts.

d) *Economic Development*

Develop a “toolbox” of incentives and supports for retaining legacy businesses and for encouraging culturally-appropriate local businesses in the downtown area and throughout the historic districts.

e) *Sustainable Santa Fe*

Develop messaging and public education linking preservation and sustainability in terms of retention, retrofit, and adaptive re-use of existing buildings and materials.

5

IMPROVE
INTERDEPARTMENTAL
COLLABORATION

6

IMPROVE
COMMUNITY
COLLABORATION

Improve community collaboration to expand the education and outreach mission of the Historic Preservation Division. Opportunities for collaboration with local museums, preservation organizations, and community-based non-profits include:

- a) Development of public history programming.
 - b) Continuation of local storytelling, story gathering, and oral history projects.
 - c) Development of local history curriculum targeted at elementary, middle, and high school levels for use in the Santa Fe Public Schools.
-

Evaluation of Community Conditions

In preparation for a broad-scale public engagement process that will lead to the creation of the Santa Fe Heritage Preservation Plan, an evaluation of current community conditions was undertaken by the project team. This included gathering of both quantitative data and qualitative, experiential information. City staff worked collaboratively with [New Mexico Health Equity Partnership](#) (NMHEP) to gather demographic and housing data that describe the current conditions in the historic districts and to identify changes that can be observed over the last four decades. To qualify and ground this research, the city partnered with [Littlelobe, Inc.](#) to collect personal narratives through audio and video interviews, which allowed the team to capture the current felt experiences of a range of citizens who are connected to Santa Fe's historic districts. Qualitative themes from the interviews were then cross-referenced with data describing demographic trends and housing shifts in the historic districts and Santa Fe at large. Interviews were utilized to contextualize the narrative behind the broader trends, and public health literature was woven into the analysis of the findings to assess the impacts that demographic and housing shifts have on the individual and family health of residents and community health more broadly.

DATA TRENDS AND FELT EXPERIENCES

The study utilized U.S. Census Bureau data from 1980 to 2018, including decennial census datasets from 1980, 1990, 2000, and 2010, and American Community Survey data from 2018.^[6] The period of time between 1980 and 2018 was one during which substantial change took place in the historic districts and during which available data is of sufficient quality to detect trends. The historic districts were lumped together for the purposes of this study, utilizing census tracts that closely approximate the borders of the districts, and comparisons were drawn with the Santa Fe urban area. This allowed the team to make observations about how data trends within areas of the city regulated by the Santa Fe Historic Districts Ordinance may differ from the rest of the city.^[7] Data tables, full methodology, and metadata can be found in Appendix D, and full interview transcripts and footage have been provided as a separate deliverable.

⁶ At the time the study was undertaken, 2020 decennial census datasets were not yet available from the U.S. Census Bureau.

⁷ Data tables, full methodology, and metadata can be found in Appendix D.

From August to October 2020, a total of ten personal interviews were conducted with a range of individuals, including current or former residents of Santa Fe’s historic districts and architects, historians, designers, or builders who work in the historic districts. Five interviews from Littlelobe’s 2019 ¡Presente! project were also included in this collection, in addition to short, pop-up interviews conducted with individuals at random at the following four locations: the Apodaca Hill neighborhood, Frenchie’s Field, the Genova Chavez Community Center, and the Santa Fe Baking Company. Interviews were then coded and analyzed to verify and contextualize data trends, and a short edited **film** was prepared to summarize the interview findings. The narrative below weaves together both data observations and resident voices.



Littlelobe team interviewing historic district residents in Fall 2020.

POPULATION

Over the last four decades, the population of Santa Fe has grown by 69%, from around 52,000 people in 1980, to over 88,000 people in 2018. According to recent reports, population may have increased even more dramatically since 2018, as the so-called “Zoom-boom” amidst the COVID-19 pandemic has resulted in an influx of remote workers to small and mid-sized cities like Santa Fe.^[8] By contrast, the population of Santa Fe’s historic districts has declined by 26% since 1980 and has become less dense.

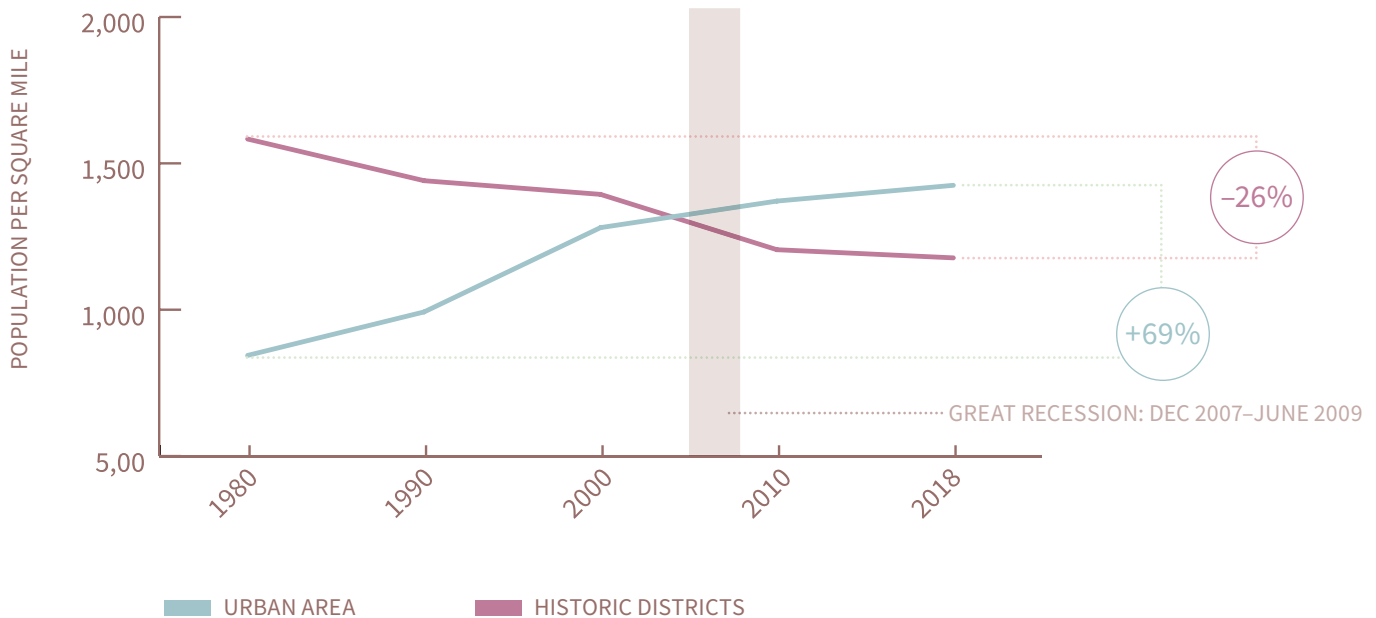
POPULATION DENSITY IN SANTA FE: URBAN AREA VS. HISTORIC DISTRICTS, 1980–2018

YEAR	TOTAL POPULATION		POPULATION DENSITY (PER SQ MI)	
	URBAN AREA	HISTORIC DISTRICTS	URBAN AREA	HISTORIC DISTRICTS
1980	52,058	9,952	843	1,584
1990	61,226	9,051	992	1,441
2000	79,055	8,759	1,281	1,394
2010	84,722	7,563	1,372	1,204
2018	88,054	7,389	1,426	1,176
% Δ 1980 to 2018	69%	-26%	69%	-26%

8 <https://www.theguardian.com/us-news/2021/jan/29/santa-fe-new-mexico-zoom-boom-housing>

Recent data indicates that particularly in the Downtown and Eastside Historic District, the number of families with children and people under age thirty has decreased.^{9]} Residents recall a time where extended families lived in the historic districts. Many residents had grandparents, aunts, and uncles that lived down the street, and some residents were raised by extended family members. The neighborhoods and households were multi-generational, kids were in abundance, and family gatherings were commonplace. Residents report that the service industry, teachers, fire people, police, etc. have been “driven out” due to the lack of housing affordability. Further, as long-time residents have been forced to sell their homes due to rising costs, many former family homes have been turned into galleries, which may also contribute to the declining population in Santa Fe’s historic districts.

POPULATION DENSITY IN SANTA FE: URBAN AREA VS. HISTORIC DISTRICTS, 1980–2018



INCOME AND POVERTY

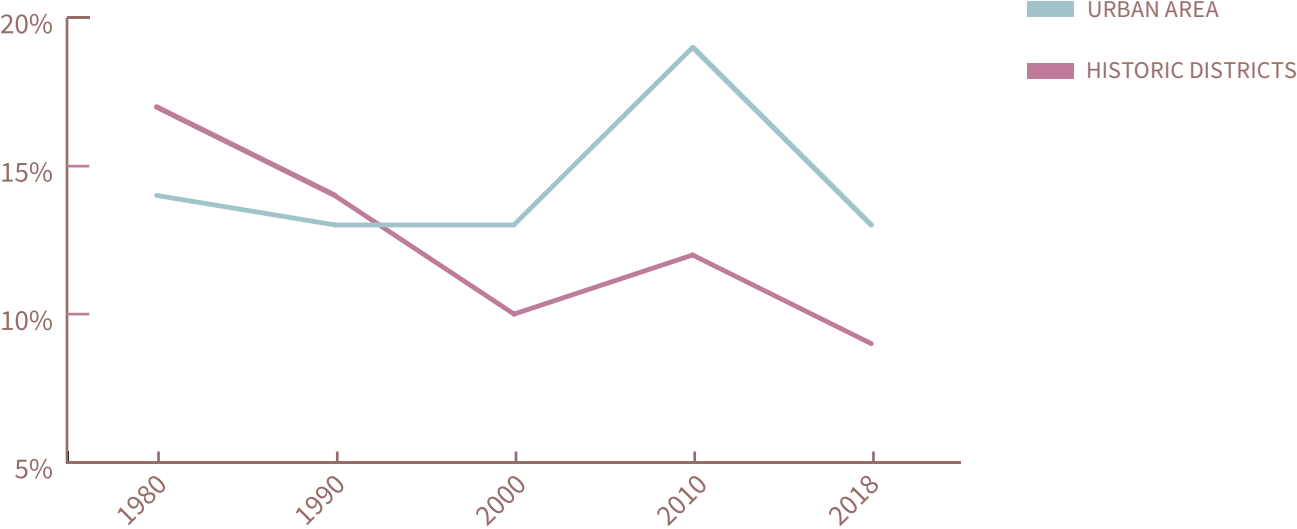
Data trends related to median income and poverty are illustrative of broad economic shifts both in the composition of households and of real estate values. Census data shows that the median income has increased in the historic districts at a more rapid rate than elsewhere in the City between 1980 and 2018. It is interesting to note also that prior to 2000, median income in the historic districts was lower than in Santa Fe generally. Since that time, however, median income in the historic districts has exceeded that of the rest of the City.

⁹ <https://chainbreaker.org/wp-content/uploads/2015/09/HIA-report-Final.pdf>

POVERTY RATE (PERCENT OF HOUSEHOLDS WITH INCOMES BELOW THE FEDERAL POVERTY LINE*)

**In 2018, the federal poverty line was \$25,100 for a family of four.*

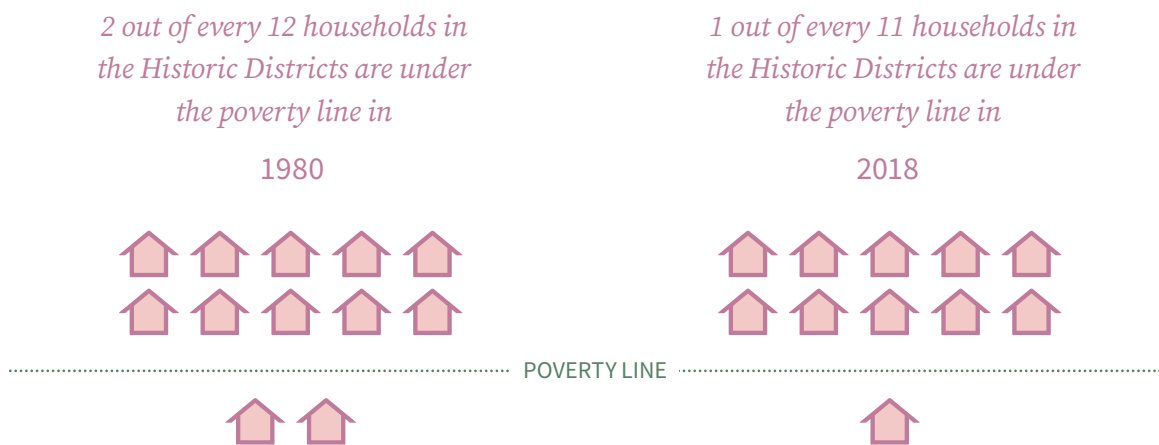
YEAR	URBAN AREA	HISTORIC DISTRICTS
1980	14%	17%
1990	13%	14%
2000	13%	10%
2010	19%	12%
2018	13%	9%



The Santa Fe Association of Realtors reports a 2020 median home price of \$428,500 within the city as a whole, which is already a stretch for a large portion of Santa Fe residents. However, with a 2020 median home price of over \$820,000 in the area of the city that includes much of the historic eastside, many residents view the historic districts as exclusive and high-end with limited economic diversity.^[10] Whereas in the past, the city’s historic neighborhoods included a diversity of income levels, residents report that within the historic districts today there are fewer permanent residents, the home owners are wealthier, and people working in the service sector are often not able to live in the historic neighborhoods where they work. One resident explained that where the historic districts are today were at one point considered

¹⁰ Santa Fe Association of Realtors, Year End Property Statistics. See also the SFAR “2020 Santa Fe State of Housing Report” for more detailed analysis of housing market trends.

the poor side of town. Residents shared that the historic districts have gentrified and that they perceive this gentrification as spreading throughout the city. For newcomers who move to Santa Fe from larger urban areas, Santa Fe is affordable in comparison. A steady influx of wealthy homebuyers, coupled with well-documented housing shortages, has contributed to the inflation of property values in the historic districts and elsewhere in the Santa Fe. By contrast, some residents report having three jobs yet still being unable to afford to live in the historic districts, illustrating deep inequities. Residents describe people being “pushed out” of their homes, neighborhoods, and communities. Long-time residents are uprooting their lives and re-planting roots elsewhere, often outside of Santa Fe, with few options to return.



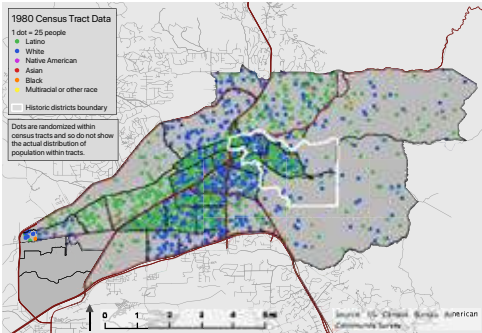
RACE AND ETHNICITY

Increases in median income, decreases in poverty, and rising home values have contributed to the historic districts becoming less diverse as long-time residents are often priced out of their houses. Census data illustrates that the historic districts have gotten whiter and less Latino over the study period.

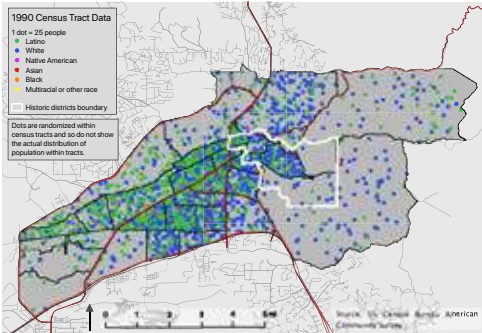
“Dad would say all the Hispanics are going to move and the only thing that will remain is the Spanish street names, and that has come to be.”

— RESIDENT

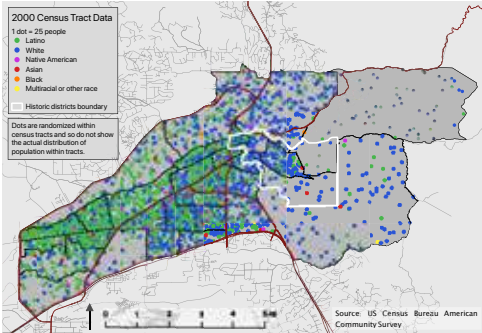
RACE AND ETHNICITY DOT DENSITY MAPS, 1980-2018



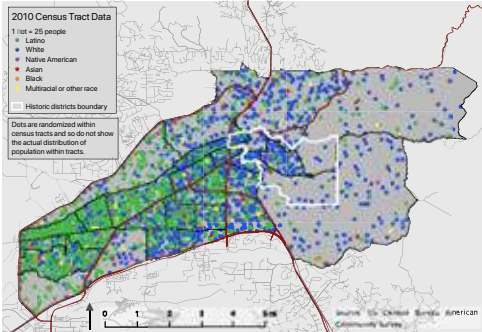
1980



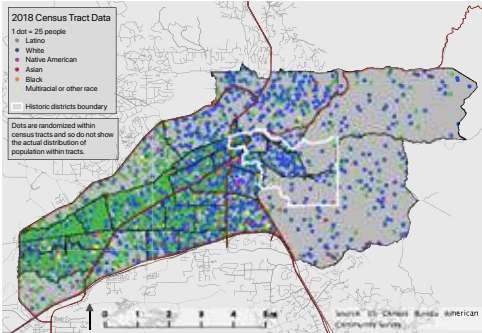
1990



2000



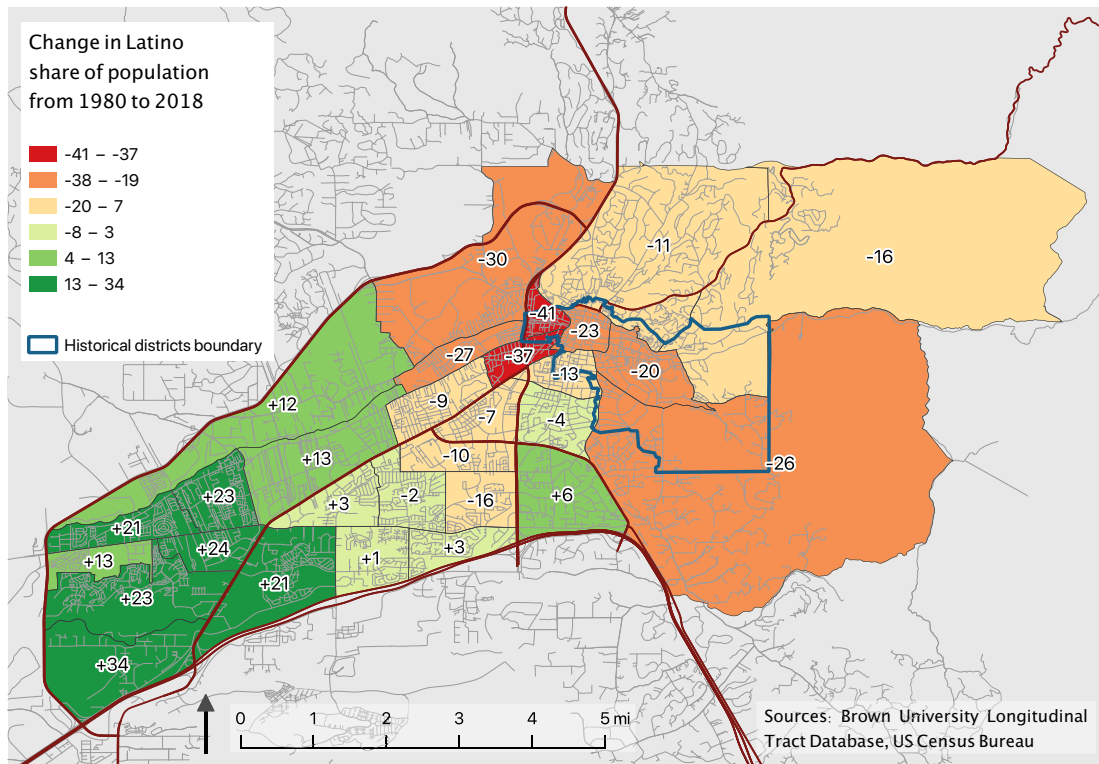
2010



2018

In many urban areas, the largely market-driven process of gentrification often widens racial divisions as wealthier, predominantly white residents move into historically African American and Latino neighborhoods. In Santa Fe, such racial disparities are apparent both in the data and in the lived experiences of residents. One resident describes a shift of what he estimates was 80% of historic neighborhood families being of Spanish descent, to now 10% in his lifetime. Other residents recall memories of Hispanic sustenance farmers that were prevalent in the neighborhood and the high number of Hispanic kids in the classes at school. One resident shared, “the brown people are now working in the yards and bussing tables.” There is a sense of anxiety and loss of community from residents not knowing their neighbors. Further, the demographic shifts also represent how residents of color are having to move out of the places where they have the strongest familial and cultural ties.

CHANGE IN LATINO SHARE OF POPULATION, 1980–2018

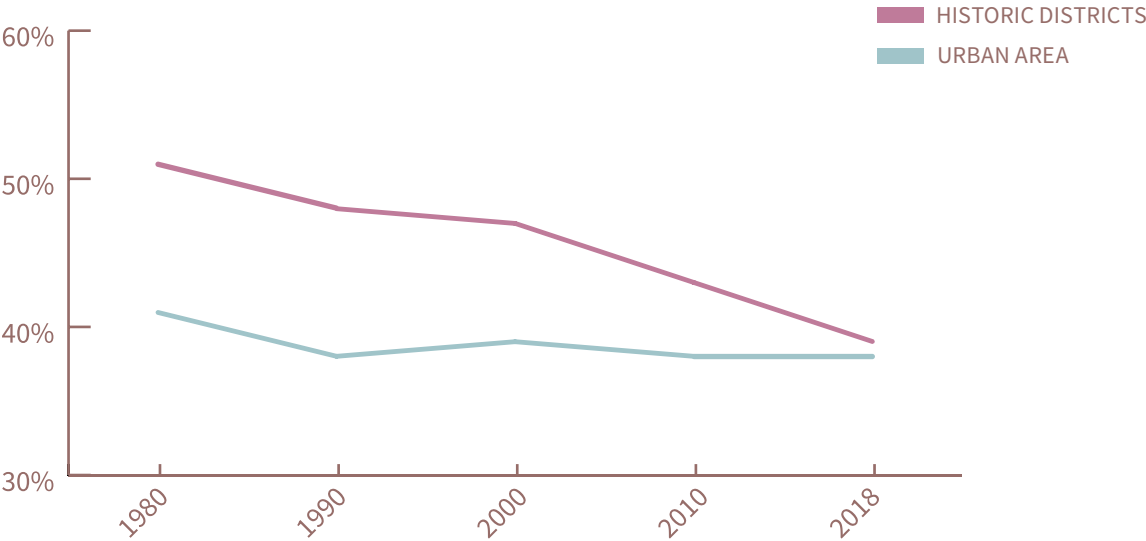


HOUSING TENURE, COST-BURDEN, AND VACANCY

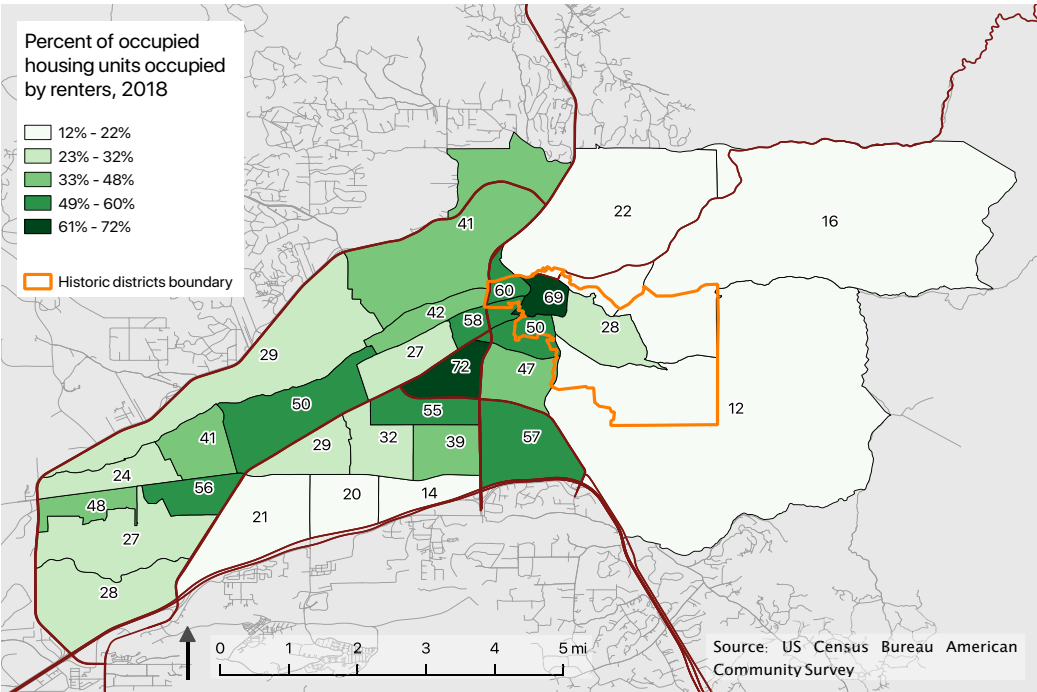
Since 1980, Santa Fe’s historic districts have seen a sharp decline in the share of housing units that are occupied by renters as compared with the Santa Fe urban area. The few long-term renters that remain in the historic districts are predominantly concentrated in the downtown area, and of these households, 57% are “cost-burdened” (defined by the U.S. Department of Housing and Urban Development as paying 30% or more of

their income for housing). The percentage of homeowners who are “cost-burdened,” on the other hand, has been on the decline in the historic districts. Only 26% of historic district homeowners were considered “cost-burdened” in 2018 as compared to at least 40% in 1980. The data indicate patterns of converting renter-occupied housing to owner-occupied housing and of lower-income households being displaced by higher-income homebuyers.

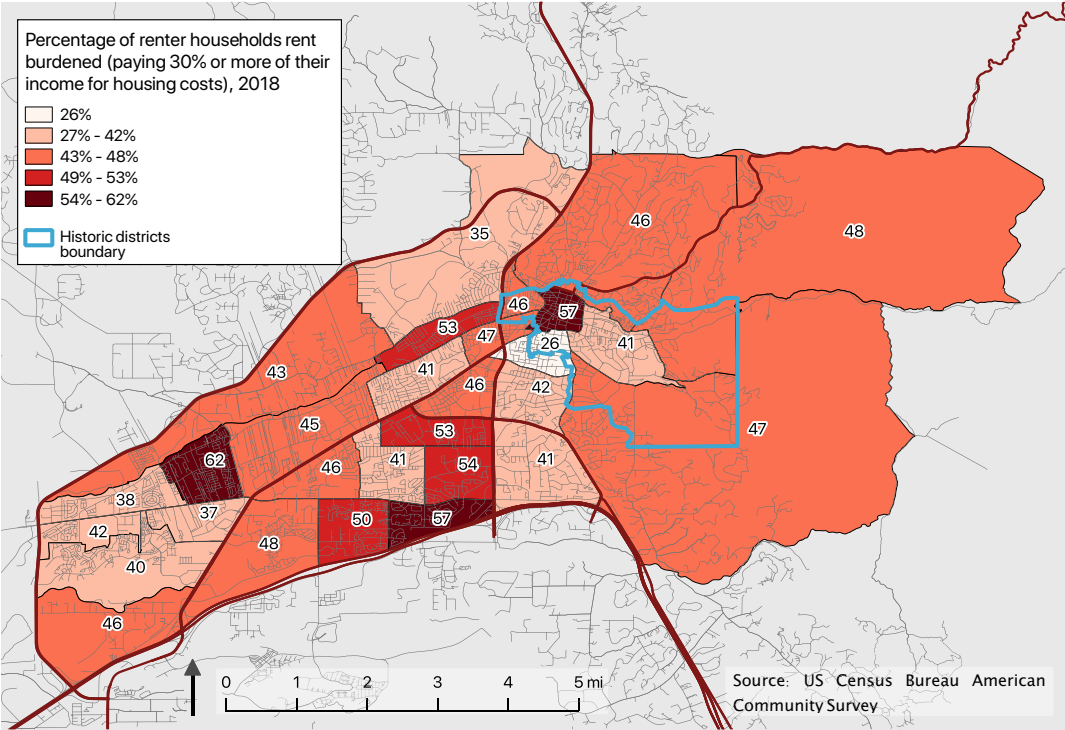
SHARE OF HOUSING OCCUPIED BY RENTERS IN SANTA FE URBAN AREA AND HISTORIC DISTRICTS, 1980–2018



SHARE OF HOUSING UNITS OCCUPIED BY RENTERS, 2018



PERCENTAGE OF RENT-BURDEN AMONG RENTER HOUSEHOLDS, 2018



Alongside these trends, the data show a reduction in overall occupied housing units in Santa Fe’s historic districts from 4,429 (93% of housing units) in 1980 to 3,975 (69% of housing units) in 2018, even as the total number of housing units rose in the historic districts over that time period. By comparison, 94% of housing units were occupied in Santa Fe as a whole in 1980, and 85% of housing units were occupied in 2018. There has simultaneously been an increase in seasonal vacancies in the Santa Fe urban area, and more dramatically so in the historic districts. In 2018, 30% of housing units in the historic districts were considered “vacant” (not occupied year-round), as compared with 14% for the urban area.

VACANT HOUSING UNITS AS A PERCENTAGE OF TOTAL HOUSING UNITS

YEAR	URBAN AREA	HISTORIC DISTRICTS
1980	6%	6%
1990	8%	11%
2000	9%	17%
2010	13%	26%
2018	14%	30%

Residents interviewed indicated that with the City’s focus on tourism, more homes have been turned into vacation rentals and part-time residences. Residents describe affluent investors subdividing properties in the historic districts, adding guest houses, or renovating and selling the properties for large profits. One resident describes his family having originally purchased a home for \$40,000, selling it generations later for \$290,000, and the house being quickly flipped and sold for \$1.8 million. Residents report that many homeowners are not year-round occupants, as the properties may be second, third or fourth homes. Residents describe their neighborhoods as exhibiting a frayed pattern of people coming and going and not knowing their neighbors. According to interviewees, the lack of affordability, greater transience, and less neighbor interaction has given way to more of a resort or “retirement community” feel and less of a neighborhood feel.

“The importance of being tied to that original home that I grew up in is the fact that that’s where our history happened. That’s where our roots come from. There’s an emotional, physical, mental, everything, tied to that property. I saw my [grandparents] pass away on that property. I saw how hard they worked for it...”

—RESIDENT

PATTERNS OF DISPLACEMENT

Gentrification is a term that is used to describe the suite of changes that take place when areas that have experienced historic disinvestment become desirable to homebuyers and investors who have more resources to invest in a neighborhood than its traditional residents. Gentrification involves increasing housing costs for rental and for-sale housing, includes an influx of higher-income, often white and college-educated residents, and leads to the displacement of renters, low-income homeowners, and people of color.^[11]

¹¹ “Dealing with Neighborhood Change: A Primer on Gentrification and Policy Choices,” by Maureen Kennedy and Paul Leonard., for the Brookings Institution Center on Urban and Metropolitan Policy and PolicyLink, April 2001.

There are a variety of factors that may lead to displacement and influence whether long-time residents move or stay in a neighborhood. This may include household composition, income and savings, increased rent or lease termination, neighborhood change, and discrimination.^[12] Displacement of long-time residents from neighborhoods can occur due to higher rents, mortgages, and property taxes. Some residents may be evicted when property owners raise rents or sell properties, while others may move because of changes to the neighborhood, including loss of social networks, community, and relevant cultural institutions.^[13]

While every plot in Santa Fe’s historic districts has its own unique story, in general, residents suggest that displacement has occurred because when property values and taxes increased and families didn’t have enough money to hold onto their property. Several residents told stories of when the occupant of the house died, no one in the family could afford to keep the home, and it was sold to an outsider for inheritance, thus breaking ownership ties with a treasured family home. Some families could not agree who would hold on to the property or didn’t have enough money to buy the other siblings’ shares. One resident shared an example of how an extended family member bought the house, leading to tensions in the family. At least one resident spoke about foreclosure, whereas in other instances the executor of the will sold the land and property.

“The family couldn’t really agree on who should take over the property or whether they should keep the property, but they were all in need of money... nobody could really afford to live in the location, they couldn’t afford the taxes anymore... We had multimillion-dollar homes coming in and property values went up. And so they all agreed it would just be best to sell the property.”

— RESIDENT

12 “Healthy Places: Improving Health Outcomes through Placemaking,” Project for Public Spaces, Inc. 2016.

13 “Equitable Development and Risk of Displacement: Profiles of Four Santa Fe Neighborhoods,” Human Impact Partners, 2015.

Some residents have moved out because they couldn't afford to renovate homes with extensive and costly deferred maintenance. One resident shared how the property values often did not reflect the houses because the land itself in the historic districts has become so valuable. Many of the houses need substantial maintenance and repair, contributing to costs, and at least one resident indicated the historic preservation and green building codes may be contributing to increased maintenance costs.

Because local wages in Santa Fe have not kept up with rising housing costs, especially in the historic districts, some residents report having to look for smaller affordable housing elsewhere in the city or in other nearby communities where they could purchase a less expensive home. In other cases, long-time residents moved away seeking a better education system or better paying jobs in Albuquerque or out of state. Often residents did not realize that once they left the historic district, they would not be able to come back because it was too expensive.

Affordable housing is essential to restore diversity in the historic districts and to maintain it in other parts of the city. The workforce needs to be able to live in the historic districts and in Santa Fe generally. One resident noted that the city's priority should not just be building affordable housing but keeping the current housing affordable. In resident interviews, the value of ethical development was underscored in the historic districts and in Santa Fe more broadly. Another resident highlighted the connection and sisterhood between historic neighborhoods downtown and the Hopewell/Mann neighborhood, which needs to be protected from gentrification as the Midtown area is redeveloped.

EXPERIENCES WITH THE HISTORIC DISTRICTS REVIEW PROCESS

In general, residents acknowledge that the Historic Districts Ordinance and its associated review process have been instrumental in preserving the integrity of architectural styles in Santa Fe's historic districts, especially in the downtown area. Some residents have had accommodating experiences working with the Historic Districts Review Board, while others experience the Board review process as being strict and overly subjective. One resident noted that the code is extremely complicated, beyond the Board's or staff's ability to apply, and that the code does not take into account the needs of people or families who may be struggling to hold on to their properties.

A few residents expressed concerns that the regulations may unintentionally push families out of the historic district and create barriers for the continuation of traditional building practices. One resident noted that splitting a house for family purposes is complicated. A few residents have had easements and land from family members that have been difficult to prove legally to the Land Use Department. Another resident reported that the regulations eliminate the possibility of continuing traditional building methods that rely on owners being able to build themselves with cooperation from their

family and neighbors and to recycle materials from other houses as they have done in the past, creating another barrier to affordability. Historically, people frequently built their own houses according to their family's needs, expanded them as their household grew, and did not have to think about complying with regulations. One resident shared that building their own houses was a way to "honor their ancestors, preserve the cultural heritage, and the spirit of what was there." Overall, there is disruption of historic building traditions and cultural heritage lifeways even as the outward architectural heritage of buildings is being preserved.

"I want someone from Santa Fe to be able to walk in the building permit office and get something approved on the Eastside on their family's property and they can't do that now because they're so overwhelmed by codes and what the city officials tell them, the hurdles they have to jump..."

— RESIDENT

Residents suggest that the regulations are costly, and it is time-consuming to work with the Board. Residents shared their experiences of going in front of the Board and being postponed multiple times or denied. One resident shared a story of it taking ten years to work up the nerve to ask the Board to let them replace their windows, and another indicated that it took two years to get approval for a fenced parking area. To many residents, the system seems to favor those who can hire architects and other professionals to represent their cases to the Board, while many residents are concerned about being able to adequately heat their houses and update their windows. Rather than fight the Board and incur extra cost and time, some residents choose to make improvements without a permit.

Although most residents understand the importance of preserving the historic districts, many people can't afford the time or expenses and instead express strong desires for a more balanced, reasoned approach. One resident noted that cultural preservation is about what goes on inside the buildings and ensuring that historic buildings continue to function for the people who live in them and whose families built them. A common theme expressed by interviewees was that the process "values aesthetics over people"—

freezing buildings in time rather than allowing them to dynamically change as their occupants' needs change. Residents insist that there is a need to update the codes and find strategies to serve all Santa Feans in ways that are culturally sensitive, supportive of multi-generational living arrangements, and understanding of the practical needs of homeowners to retain their homes and to maintain functionality rather than narrowly serving aesthetics.

PLACE AND COMMUNITY WELL-BEING

Place matters for health. It is well documented that one's zip code can be a more reliable determinant of how well and how long people live than genetics.^[14] Recent studies indicate that social factors are more influential on a population's health than physical or hereditary characteristics. Social determinants of health can be defined as the conditions in which people are born, live, work, play, and pray and the economic, social, and political systems which either contribute to healthier communities or harm

“It’s important for me to live here and to raise my son here so that he will know the value of what the past brings to the future... learning about his grandparents and what they did and how they contributed.”

—RESIDENT

them.^{[15] [16]} Social determinants of health include factors like housing, neighborhood, physical environment, and social networks.^[17] In Santa Fe, it is crucial to acknowledge the multi-ethnic origins, complex histories, and cultural contexts of the city's historic neighborhoods. Consideration must be taken for the people's connections to the land,

14 “Healthy Places: Improving Health Outcomes through Placemaking,” Project for Public Spaces, Inc., 2016.

15 “Different Perspectives for Assigning Weights to Determinants of Health,” by BC Booske, JK Athens, DA Kindig, H Park, and PL Remington, University of Wisconsin Population Health Institute, 2010.

16 “Health Factors”. County Health Rankings and Roadmaps. A Robert Wood Johnson Foundation Program. Accessed October 2020.

17 “Where We Live Matters for Our Health: The Links between Housing and Health,” Robert Wood Johnson Foundation, Commission to Build a Healthier America, Issue Brief 2: Housing and Health, 2008.

traditional knowledge, expressions of worldview, origin and migration stories, language, and collective wisdom and resilience as determinants that impact emotional, mental, physical, and spiritual health.^[18]

Viewing historic preservation through a public health lens can be particularly valuable for Santa Fe, where history, place, culture, and community are inextricably linked and where historical trauma continues to play out in complex ways with disproportionate impacts. Within the field of historic preservation nationally, there is growing recognition of the value of public health perspectives on managing community change and heritage resource conservation.^[19] Recognition of the mental, emotional, cultural, social, physical and economic health impacts of historic preservation aligns with recent calls by the National Trust for Historic Preservation and others to diversify its narratives in recognition of legacies of discrimination and injustice, to acknowledge the impact of rapid cultural and demographic change on people, and to put people at the center of preservation practices.^[20] The National Trust’s vision for a future preservation movement centered in people includes the following directives:

- *Hear, understand, and honor the full diversity of the ever-evolving American story.*
- *Nurture more equitable, healthy, resilient, vibrant, sustainable communities.*
- *Collaborate with new and existing partners to address fundamental social issues and help make the world better.*

Communities all over the country are working towards updating their regulations, practices, and programs towards a more people-centered approach to historic preservation. This includes acknowledging the connectivity among preservation regulations, real estate market forces, housing affordability, and socio-economic dynamics within the community.^{[21] [22]} It involves humanizing the issues, recognizing the complexity of both positive and negative outcomes, and reframing and revising preservation laws and programs within the contexts of cultural heritage conservation and community well-being.

18 “Indigenous Health Impact Assessment Toolkit,” Roanhorse Consulting, Valerie Rangel, David Gaussoin, Jessica Espinoza-Jensen, and New Mexico Health Equity Partners, 2020.

19 “Heritage, Health and Place: The legacies of local community-based heritage conservation on social wellbeing,” by Andrew Power and Karen Smyth, *Health and Place*, Volume 29, May 2016.

20 “Preservation for People: A Vision for the Future,” National Trust for Historic Preservation, May 2017.

21 “Exploring the Convergence of Health, Place, and the Economy,” by the National Main Street Center, August 22, 2017.

22 “Why Historic Preservation Needs a New Approach,” by Patrice Frey, Bloomberg CityLab, February 8, 2019.

GENTRIFICATION AND COMMUNITY HEALTH

Gentrification is a housing, economic, and health issue, and its relationship to historic preservation has been extensively debated for years, with many touting the benefits of reinvestment in historic neighborhoods and others decrying the exclusionary impacts of the accompanying displacement of long-time, legacy residents. As historic preservation begins to reckon with its own history of systemic bias, some accuse the practice of regulating historic districts as a new form of restrictive covenants designed to exclude certain classes and races from desirable areas of a city, while others seek to recast historic preservation as a tool to help prevent gentrification from occurring.^[23] ^[24] The solutions are not straightforward and the issues are complex; however, as Santa Fe looks to the future of historic preservation, it must acknowledge that gentrification and displacement have taken place in many parts of the city, that historic preservation has played a role in these outcomes within the historic districts (even if that role has been unintended), and that there are things that the city can do to mitigate these impacts.

“Why do we feel hopeless? The world is changing around us, and we’re not changing with it? What is important back there? All longing for something and need to work harder to make our lives close, intimate, integrated, and community-oriented.”

—RESIDENT

Housing is one of the major factors that impacts health for individuals and families. Housing quality, affordability, and location are directly connected to health status and quality of life. The ability to access safe, secure, and affordable housing has a wide range of positive health impacts for adults and children. When this is out of reach, however,

²³ “Are Historic Districts a New Variation to Restrictive Covenants?” by Mike Eliason, *The Urbanist*, February 8, 2021.

²⁴ “Can Historic Preservation Cool Down a Not Neighborhood?” by Lori Rotenberk, *Bloomberg CityLab*, June 20, 2019.

health outcomes are adversely affected.^{[25] [26] [27]} Addressing gentrification, displacement, and neighborhood shifts requires understanding the complex and interconnected forces that have perpetuated structural bias via a myriad of policies and regulations that result in inequities in individual, family, and community health. The COVID-19 pandemic has revealed and exacerbated the structural inequities tied to housing and health and has brought about a more dire economic situation.

Substantial literature has shown that gentrification negatively impacts individual, family, and community health. In Santa Fe, rising housing costs have contributed to the following: 1) strain on resident income; 2) displacement of people and businesses; 3) disruption of social cohesion; and 4) changes to physical, cultural, and social environments.^{[28] [29]} Research shows that these impacts lead to residents working multiple jobs and making longer commutes. For some, this may result in residents living in overcrowded and substandard housing conditions, making frequent moves, or even becoming homelessness. The cumulative impacts of the trauma of housing instability on mental, social, cultural, physiological, and economic health can be felt for generations. Furthermore, long-time residents who are displaced and move to new neighborhoods may have different experiences than those who remain in the neighborhood as it gentrifies.^[30] The ways in which historic preservation may be one of the factors that contributes to housing instability and its associated health outcomes should be explored further as Santa Fe's historic preservation process moves forward.

WHY PRESERVE?

Although this assessment has focused on exploring the potential public health impacts associated with gentrification and displacement, the positive community outcomes of historic preservation in Santa Fe should not be forgotten. Numerous studies in communities nation-wide have extensively examined the many local benefits of historic preservation. As Santa Fe moves forward in an effort to re-frame and seek a more community-centered balance with its historic preservation program, it is critical to remember and articulate why preservation is beneficial:

25 "Power, Place, and Public Health," by Martha Matsuoka and Jennifer Lucky, Urban and Environmental Policy Institute, Occidental College, 2017.

26 Cohen R. *The Impacts of Affordable Housing on Health: A Research Summary*. Center for Housing Policy. May 2011.

27 "Where We Live Matters for Our Health: The Links between Housing and Health," Robert Wood Johnson Foundation, Commission to Build a Healthier America, Issue Brief 2: Housing and Health, 2008.

28 "Equitable Development and Risk of Displacement: Profiles of Four Santa Fe Neighborhoods," Human Impact Partners, 2015.

29 "Health, Healing and Housing in Santa Fe," by Human Impact Partners, 2020.

30 "Gentrification and The Health of Legacy Residents," Health Affairs Health Policy Brief, August 17, 2020.

- 1) **Preserving the built environment helps tell the story of Santa Fe's long, rich and diverse history.** If done with the community in mind, maintaining historic buildings and neighborhoods can reinforce and create a sense of belonging, collective memory, and pride in Santa Fe's history. As efforts are made to preserve the physical remnants of the past, it is important to balance these efforts with the gathering, telling, and amplification of the many and varied stories of Santa Fe's past.
- 2) **Preservation protects historic character and sense of place.** Preservation programs foster appreciation of and learning about local history, inspiring creativity, and creating a sense of place. As a result, Santa Fe's historic neighborhoods are increasingly desirable places to live and work.
- 3) **Preservation is good for the local economy.** Reinvesting in our historic buildings and neighborhoods helps to support property values and promotes job creation. Historic preservation is more labor-intensive than new construction and generally utilizes more local materials. Every time a building is rehabilitated, specialized trades and skilled laborers are employed. This creates jobs and puts money into the local economy.
- 4) **Historic preservation contributes to Santa Fe's sizable tourism industry.** Studies have shown that the heritage visitor stays longer and spends more than any other category of visitor. Historic neighborhoods provide that sense of place and community that attracts visitors, while contributing to the quality of life for local citizens. Care must be taken to ensure that locals continue to feel a sense of belonging in the historic areas of Santa Fe, even as tourism continues to be an economic anchor.
- 5) **Preservation helps protect the environment.** Reusing and adapting historic buildings and neighborhoods reduces our consumption of raw land, new materials, and other resources. Rehabilitating existing buildings and maintaining existing materials are sustainable solutions and are often more cost effective over the life of the building than replacement or new construction. The greenest building is the one that already exists!

VALUES OBSERVED

The need for people-centered historic preservation policies and regulations in Santa Fe was emphasized by many of the residents interviewed. This echoes recent calls to action from the National Trust for Historic Preservation and values articulated in the city's recent cultural planning process. The following affirmative value statements can serve as prompts for further interviews and community engagement and/or as draft statements that can be refined for the final plan:

1. We value **the conservation and stewardship of cultural heritage** in a manner that places the needs of people, families, and local businesses on par with aesthetics and visual design harmony.
2. We value **the retention of local businesses, cultural intuitions, and multi-generational families** in the historic neighborhoods and land to which they have been connected for generations.
3. We value public policies, programs, and regulations that **acknowledge and support the ability of culture to support connectivity**, social networks, social cohesion, and a sense of belonging in ALL neighborhoods.
4. We value **the retention and creation of affordable housing in all areas of Santa Fe**, including in the city's historic districts.
5. We value **equitable access to important resources**, such as nutritional food, medical care, cultural institutions, and quality education, all of which affect social, emotional, mental, physical, and spiritual health and well-being.
6. We value the embrace of tourism in a manner that conveys **balance in economic and community benefits**, such that these are not mutually exclusive.

*conserving
cultural*
HERITAGE

honoring legacy
FAMILIES
+
BUSINESSES

supporting
CONNECTIVITY

stabilizing
NEIGHBORHOODS

amplifying
PLACE-BASED
STORIES

promoting
AFFORDABILITY

furthering
EQUITY

balancing benefits of
TOURISM
VS.
COMMUNITY

KEY QUESTIONS TO GUIDE PHASE TWO

In the spirit of these value statements, the following are key questions that are suggested to guide phase two planning efforts:

- *What are Santa Fe's values around heritage preservation?*
- *Are Santa Fe's preservation values limited to architectural heritage and artistic heritage?*
- *What do we want our true "legacy" as a community to be?*
- *What are we preserving, and for whom?*
- *How do we ensure that local residents, business, and culture can thrive alongside tourism?*
- *How can we craft regulations that allow more flexibility for historic district homeowners and that honor the deep ties to place held by legacy residents?*
- *How can basic maintenance/functionality, environmental sustainability, and the ability of future generations to benefit from their cultural legacies be better taken into account in City historic preservation policies and regulations?*
- *What kind of incentives are possible to encourage legacy residents and businesses to remain in the historic districts?*
- *How can the City and/or its partners provide assistance for residents to maintain and retain their homes and businesses?*
- *How can the City encourage more income diversity in the historic districts (allowing more density, further restricting short-term rentals, targeting affordable housing efforts, etc)?*
- *What can be learned from the gentrification and displacement that have taken place in the historic districts to mitigate similar impacts on communities in other geographic parts of the City?*
- *Recognizing the grief and loss experienced by residents who have been displaced, how can the City facilitate healing and reconciliation amongst residents?*

RECOMMENDATIONS FOR ADDITIONAL RESEARCH AND PLANNING

Based on the above evaluation of community conditions, the following recommendations are offered to guide further research and public engagement toward the development of a heritage preservation plan:

1

FORM AN ADVISORY GROUP OR STEERING COMMITTEE

To guide the public engagement and planning process in the second phase of this project, it is essential to form an advisory group or steering committee composed of residents, professional experts, and community organizations. The specific role of the advisory group should be determined collaboratively among city staff, consultants, and the appointed members.

2

EMBRACE A SPIRIT OF PUBLIC-PRIVATE COLLABORATION

Although contracts and scopes of work are essential, the engagement of a consultant or team of consultants should be approached in a spirit of collaboration between city staff and the consultant(s). Public-private partnerships are an important strategy to develop and implement planning efforts and to sustain quality levels of service. The development of a heritage preservation plan for Santa Fe should proceed in this spirit.

3

CONDUCT ADDITIONAL DATA GATHERING AND ANALYSIS

Due to the short timeframe and scope of the pre-planning phase, the evaluation of community conditions was limited to demographic data. However, tapping the following additional data sources would broaden the picture of community conditions:

Development Data: number and types of building permits, number and types of historic districts review cases, short term rental permits

Real Estate Data: residential and commercial property values, rates of appreciation / annualized value change, foreclosures, residential and commercial rents

Economic Development Data: job creation/growth, Lodger's Tax revenues

4

GATHER ADDITIONAL
TESTIMONIALS AND
ORAL HISTORIES

Discussions of the future of historic preservation in Santa Fe will benefit greatly by being grounded in and humanized by storytelling. The continuity of built form is only able to effectively convey meaning and maintain personal connectivity through the telling of place-based stories. Recorded personal narratives can also serve as important prompts for community dialogue and civic engagement during the planning process and as an ongoing strategy for community building.

5

PUT PEOPLE INTO
PRESERVATION

As the process of envisioning and establishing a preservation ethos for the future of Santa Fe proceeds, there is a clear need to incorporate people and neighborhoods rather than limiting preservation efforts to buildings and districts alone. This approach is recommended as a direct response to the call-to-action issued by the National Trust for Historic Preservation and to the numerous community voices engaged in the pre-planning phase of the project.

6

INCLUDE COMMUNITY
WELL-BEING AS A KEY
AREA OF INQUIRY

It has never been more apparent than within the context of a global pandemic that community health is largely determined by cultural, social, familial, social, financial/economic, and political factors. Public health is an important perspective from which to view historic preservation in Santa Fe, and community well-being should be included as a key area of inquiry as the project moves into public engagement, visioning, and goal setting.

Next Steps

In *Why Preservation Matters*, architectural historian Max Page offers a critique of the preservation movement, arguing that if historic preservation is to remain viable, it must transform its approach.^[31] Page defines a vision in which preservation becomes a force that opposes gentrification, that expands its conservation focus to include both tangible and intangible heritage, that aligns itself with environmental sustainability, and that challenges communities to confront the inherent diversity of truths about the past. When it comes to preservation of the historic built environment, Page reminds us that “*continuity without connection to the meanings embodied in old places is not sufficient.*”

As the City of Santa Fe moves forward with the development of a municipal preservation plan, the results of the pre-planning phase of the project are a valuable baseline from which community engagement and long-range planning can proceed. In framing a preservation ethos for Santa Fe’s future, it is vital to broaden the lens—to acknowledge the range of impacts that preservation has had on the community, to seek a deeper understanding of the social, political, cultural, and economic contexts in which preservation operates in Santa Fe, and to create opportunities for community dialogue, visioning, and goal-setting around heritage conservation. Values, trends, experiences, and questions evoked by the initial phase of inquiry can serve as guides as the planning process continues.

The symbolic, economic, and cultural value of historic preservation to the Santa Fe community are undeniable. That said, the City stands at a critical crossroads as it seeks creative solutions to the complex challenges presented by simultaneous crises of public health, housing affordability, and climate change. As an important strategy for managing change while retaining community character, preservation will remain a valuable tool in shaping Santa Fe’s future. However, in the words of preservation scholar David Lowenthal, “*To sustain a legacy of stones, those who dwell among them also need stewardship.*”^[32] Careful preservation of Santa Fe’s historic built environment will only remain a viable strategy for community conservation if the well-being of the people that built its historic places and comprise its historic neighborhoods is held in equal regard to their design harmony and physical integrity. The Santa Fe Heritage Preservation Plan must build on the foundation of continuity the City has spent a century securing. It must amplify the stories, meanings, and shared experiences that connect Santa Feans to one another and to this place and work creatively and collaboratively to imagine a more equitable, livable, and sustainable future.

31 *Why Preservation Matters*, by Max Page, Yale University Press, 2016.

32 “The Heritage Crusade and its Contradictions,” by David Lowenthal, in *Giving Preservation a History: Histories of Historic Preservation in the United States*, edited by Max Page and Randall Mason, Routledge, 2004.]

SUMMARY OF RECOMMENDATIONS

RECOMMENDATIONS FOR CONTINUED RESOURCE SURVEY

- 1 RESUME A REGULAR PROGRAM OF CITY-INITIATED HISTORIC RESOURCE SURVEY.
- 2 REQUIRE THE USE OF THE NEW MEXICO HISTORIC CULTURAL PROPERTIES INVENTORY (HCPI) FORM AND MANUAL FOR HISTORIC RESOURCE SURVEY.
- 3 DEFINE “SIGNIFICANCE” AS IT PERTAINS TO HISTORIC BUILDING STATUS DETERMINATIONS.
- 4 ENHANCE AND ADOPT THE HISTORIC CONTEXT STUDY.
- 5 DEVELOP AND ADOPT A STANDARD CULTURE HISTORY AND ENVIRONMENTAL SETTING FOR EACH OF THE CITY’S ARCHAEOLOGICAL REVIEW DISTRICTS.
- 6 RENEW COLLABORATION WITH THE STATE HISTORIC PRESERVATION DIVISION.

RECOMMENDATIONS FOR IMPROVED OPERATIONS

1 MAKE COMPREHENSIVE UPDATES TO THE CITY OF SANTA FE HISTORIC PRESERVATION DIVISION WEBSITE.

2 UTILIZE THE OPERATIONS AND PROCEDURES MANUAL.

3 PUBLISH WRITTEN CODE INTERPRETATIONS.

4 MAKE STRATEGIC CODE “CLEAN-UP” REVISIONS IN THE SHORT TERM, AND ALLOW THE PRESERVATION PLANNING PROCESS TO GUIDE COMPREHENSIVE CODE REVISIONS.

5 IMPROVE INTER-DEPARTMENTAL COLLABORATION.

6 IMPROVE COMMUNITY COLLABORATION.

RECOMMENDATIONS FOR ADDITIONAL RESEARCH & PLANNING

1 FORM AN ADVISORY GROUP OR STEERING COMMITTEE TO GUIDE PRESERVATION PLANNING AND COMMUNITY ENGAGEMENT.

2 EMBRACE A SPIRIT OF PUBLIC-PRIVATE COLLABORATION IN THE PRESERVATION PLANNING PROCESS.

3 CONDUCT ADDITIONAL DATA GATHERING AND ANALYSIS TO BETTER UNDERSTAND AND COMMUNITY CONDITIONS AND CONTEXTS.

4 GATHER ADDITIONAL TESTIMONIALS AND ORAL HISTORIES.

5 PUT PEOPLE INTO PRESERVATION.

6 INCLUDE COMMUNITY WELL-BEING AS A KEY AREA OF INQUIRY.

Historic Context Study

BY JOHN MURPHEY

APPENDIX A

*City of Santa Fe Historic
Preservation Division
Operations & Procedures
Manual*

APPENDIX B

Demographic Data: Methodology & Tables

BY LOGAN ROCKEFELLER HARRIS

APPENDIX D

Historic Districts Handbook

2021 EDITION

APPENDIX C
