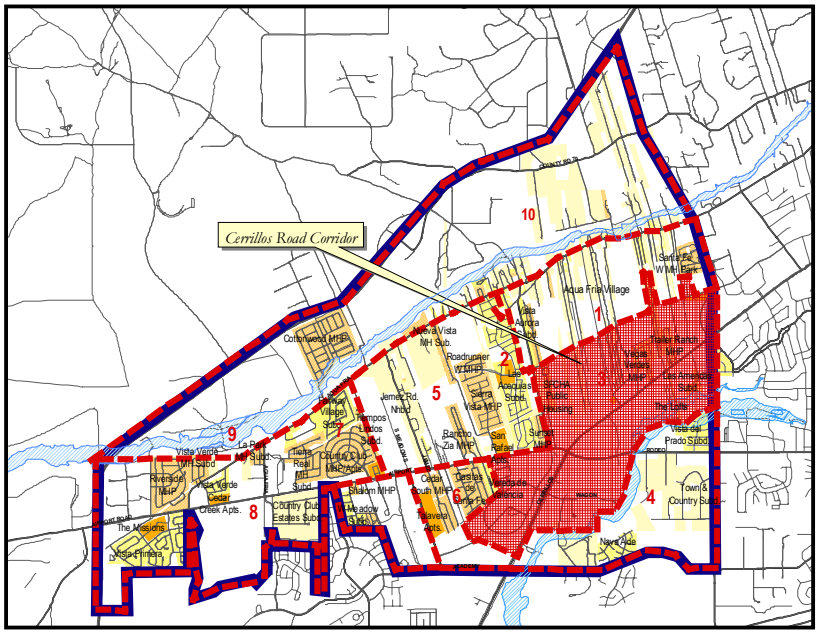
Cerrillos Road Corridor Plan Area[1]

Unit Area Description

The Cerrillos Road Corridor neighborhood planning area (Map 2.5.1) is generally comprised of those tracts of land fronting onto or having access from Cerrillos Road and are located south of Rufina Street and north of the Arroyo de los Chamisos. The area consists of approximately 860 acres of which 240 acres, or roughly 28%, currently fall outside of the city limits. In addition, nearly 358 acres, or 42%, located within the area remain undeveloped. Of that acreage, approximately 71% of undeveloped lands fall outside of the City boundary, with the majority falling between the Agua Fria THC and the city limits. There are six urban area neighborhoods within the area, in addition to the traditional, rural land holdings of the Agua Fria Village area.



Map 2.5.1. Cerrillos Road Corridor Neighborhood Unit

Existing Land Uses and Urban Forms

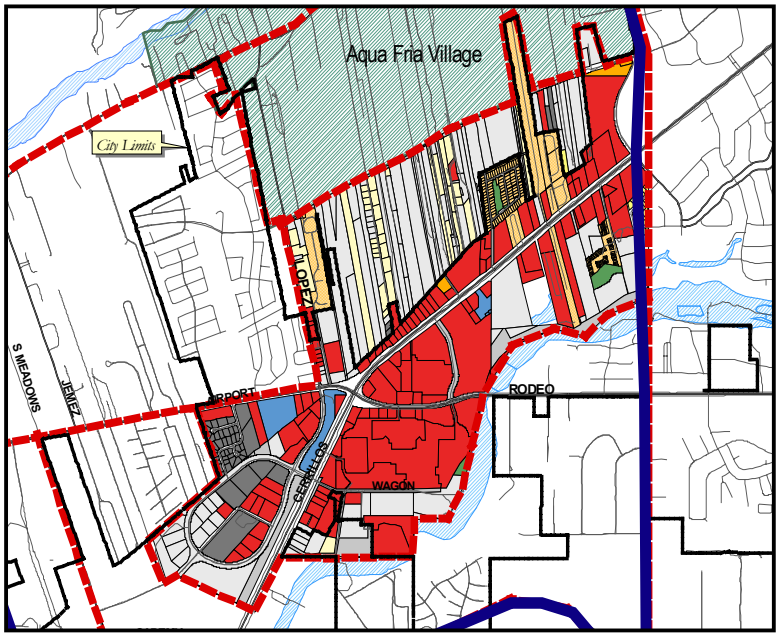
The commercial and industrial land uses (see Table 2.5.1) are the predominant land

Current Land Use	*Total Acres*	*% of Total*
Commercial	277.7	32%
Industrial	37.7	4%
Easement/ROW	44.1	5%
Institutional	15.5	2%
Mixed Use	8.1	1%
Park	5.8	1%
Residential	112.6	13%
Undeveloped	358.3	42%
Total Acreage	**859.8**	**100%**

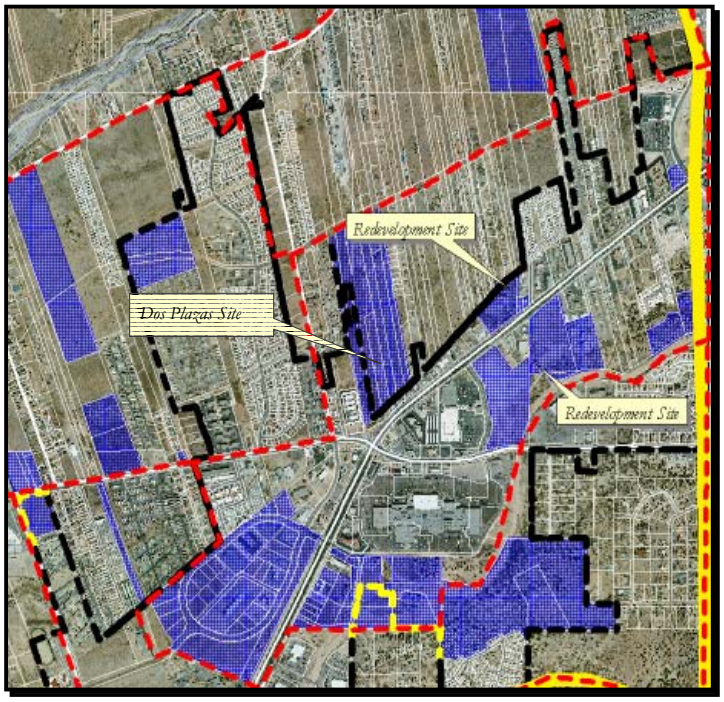
Table 2.5.1. Existing Land Use Summary

[1] This section, as well as Chapter 3, Section 3, was adopted by the Santa Fe City Council in November, 2001 as independent plans. Some of the language has been modified in order to accommodate re-incorporation into the master plan, however, there has been no substantive revision to either section.

use feature of the corridor. Within this corridor are several large-scale retail centers and business parks including the Villa Linda Mall, the Santa Fe Plaza Shopping Centers I & II, Home Depot and the Valdes Economic Development Park Center. The area contains much of the regional commercial square footage that currently is serving northern New Mexico. Map 2.5.1 illustrates the existing land uses within the planning area. There also exists the smaller, (and often older) local retail establishments within this section of the corridor, many of them located on the north side of Cerrillos Road. There has recently been an increase in redevelopment activity occurring along this particular section of the corridor. This redevelopment trend indicates that the area is continuing to shift from small local retail to that of greater use intensity as well as an increase in building scale and footprint as indicated by recent City general plan amendments/rezoning requests and development plan submittals [see pending future development--Map 2.5.3].



Map 2.5.2. Cerrillos Road Corridor Existing Land Use Patterns



Map 2.5.3. Pending Applications for Future Development

Residential areas vary greatly in type, pattern and density. With the exception of the long-lot, traditional patterns of Agua Fria to the north, the two principal types of existing residential are the higher density, attached single-family and mobile home parks. The neighboring residential areas, both in and out the SW Planning Area boundary, quickly "step back" in density to a more typical [City] single-family residential pattern at 5 dwelling units per acre (du/ac). Existing gross density range from 14.5 du/ac. within Las Americas

subdivision to the more traditional land patterns at an average of 3.3 du/acre. The average gross density for the area falls around 8.4 du/ac. This is comparable to a City General Plan future land use classification of Residential Medium Density (7-12 du/ac.) Densities on the southern side of Cerrillos are slightly higher than on the north. This is consistent with the expected densities that would typically occur in an urban versus rural setting.

Urban forms and land patterns, again, vary greatly within the area. There remains a strong presence within the corridor, predominantly outside the city boundary, where the rural, long-lot traditional Agua Fria pattern continue in their original form. In contrast, there is also dominating intense urbanization both within City commercial and residential areas, that often located coincidental to the organic, rural forms. *These variations in patterns illustrate, most prevalently within this plan area than any of the other six, the intensity of competing market forces between traditional, rural forms and urbanization*. In recent years, there has been increasing development pressure to consolidate and develop the remaining rural tracts at urban densities and intensity (i.e., the Dos Plazas development project, e.g.—See Map 2.5.3.) The master planning initiative for the Southwest Area was prompted, in part, as a direct response to these issues (see Appendix I, City of Santa Fe Resolution 1999-91).

Activity Centers and Neighborhood Cores

Community Activity Centers and Neighborhood Cores/Centers can be described as those public places where people congregate for social, educational, religious or recreational participation or interaction. An activity center would typically serve a larger population and geographical area where more intense and diverse activities would be common. (A fellow planner lightheartedly described activity centers as a "place where people hang out!") Neighborhood cores, in contrast, tend to be smaller in scale with a greater neighborhood focus and with a heightened emphasis on institutional spaces such as schools, churches and parks.

Villa Linda Mall

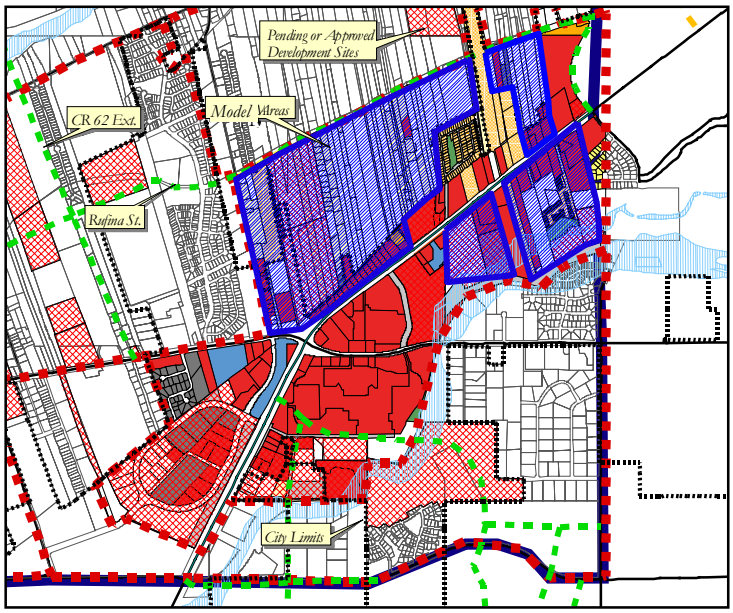
The largest community activity center for the area is Villa Linda Mall. The center encourages and accommodates a large assembly of people and a variety of activities not for only the planning unit, but for the Santa Fe region in general. In many of the neighborhood workshops, Villa Linda Mall was identified as the primary activity center for the Southwest Area. Other activity centers include the Villa Linda Community Park (soccer field and tot lot), and the Arroyo de los Chamisos Urban Trail. *Although there are several activity centers currently serving the unit, there*

continues to be added overall need for community and/or regional parkland since the area is highly urbanized and underserved.[2]

Neighborhood cores within the area are typically in the form of private open space or parkland. For example, the Las Americas subdivision contains a privately owned greenbelt park as does the Vegas Verdes Mobile Home Park. Since much of the gross residential area within the unit remains rural, there are only a few existing neighborhood cores. *As new neighborhood areas develop within the corridor, it is recommended that new neighborhood cores*[3] *be incorporated with the development since the area is currently underserved by neighborhood public spaces and institutional uses (currently only 3% of the total land uses for the unit).* The size of a new neighborhood unit area (and proximity to other similar uses or services) would dictate the types and intensity of uses appropriate for each development (see reference to neighborhood pattern models below) within a neighborhood center. In all cases, however, a neighborhood core should be included as part of the neighborhood development.

Proposed Neighborhood Pattern Areas

As previously noted, nearly 42% of the planning area remains vacant or undeveloped. In addition, there are also areas within the unit that are likely to redevelop[4]. One of the principle tasks of the neighborhood workshops was to



Map 2.5.4. Cerrillos Road Corridor Proposed Neighborhood Pattern Applications

identity and define the areas where neighborhood pattern models[5] can best be applied and in what form and type. (Neighborhood pattern areas are typically

[1] Based on the findings/deficiency analysis contained in the *City of Santa Fe Parks, Open Space, Trails and Recreation Master Plan (2001)* as well as the *SW Area Existing Conditions Report*.
[2] Principle 4 (page 19) of the *Final Report* calls for every neighborhood to have a neighborhood center at their core.
[3] This premise is based on the current development activity or as an expressed interest by the property owners to redevelop their lands.

applied to vacant, developable land or to those areas of traditional rural or vacant lands where there is a strong public interest or need for conservation or preservation.*) Since it is likely that redevelopment will occur along Cerrillos Road over time, it is recommended that the corridor area design guidelines be applied to any site that redevelops*[6] *in order to be in keeping with the overall vision and guiding principles of the Final Report.* Although the redevelopment sites are not specifically identified as future neighborhood pattern areas, they should be treated as such when redevelopment occurs.

The neighborhood pattern areas that have been identified and created by the workshop participants (see Map 2.5.4) are intended to work as single, unified components. In other words, the neighborhood pattern areas are meant to function in a perpendicular fashion to Cerrillos Road as integrated, single projects rather than parallel to the arterial as separate, individual corridors. This means that within a neighborhood pattern designation, there will exist a corridor area, transitional area and new neighborhood unit model within each project. These Cerrillos Road model areas were designed and developed to allow for greater flexibility in design, transfer of use intensities between and within the elements themselves and, most importantly, to require full integration (of the three elements) within each proposed development.

Future Land Uses

Once the future neighborhood pattern areas were defined, future land uses were then developed. There were several planning and regulatory tools used to create future land uses: 1) existing land uses, 2) future land uses as designated within the City General Plan 3) the adopted future roads network, 4) current City and/or EZ zoning, and 5) most importantly, the *Final Report*. Designation of future land uses occurred in a two-step process; the first was to verify the existing land uses for an area against the General Plan future land use designations and, secondly, to apply new future land uses within the proposed neighborhood pattern areas that "fit" the intended desire for future development patterns.

The first step was fairly straightforward—it was essentially a measure of consistency. This would be consistency between existing uses, the zoning applied and the expected future use. As a result of this process, there were only recommended minor adjustments to the current City General Plan. These adjustments included reclassifying some of the most intense retail from community commercial to regional commercial (see Maps 2.5.5 and 2.5.6—Recommended Changes to the Future Land Use Map). Several of the fairly recent retail centers have evolved into a more regionally-based retail provider. This has occurred, in part, due to the expanding markets that are derived as more single-use retail establishments come on line within a given center (i.e. economies of agglomeration). The Santa Fe Plazas I & II represent a new generation of shopping mall, where single-use retailers are choosing to co-locate for the purpose of capturing larger markets. The recommended

[4] Neighborhood pattern models in this example are meant to include the original *Final Report's* New Development, Corridor and Rural Protection Areas.
[5] Building block three in Principle 6 (page 26) calls for a redevelopment strategy along Cerrillos Road whereby redevelopment should follow the principles expressed in the *Final Report*.

changes reflect that new trend. The change would not affect the current zoning—it would only provide a more accurate description of the current uses.

The second step involved translating the guiding development principles and building blocks of the *Final Report* into land use applications. So within the neighborhood pattern areas proposed, the workshop participants collaboratively developed and applied appropriate future uses that were in keeping with the *Final Report*. This meant 1) defining where corridor areas were to be applied or in some cases expanded, 2) where new neighborhood units were appropriate and most likely to occur, 3) where the traditional land patterns were most likely to remain intact, and 4) integrating transitional buffering areas between the corridor and existing or future residential.

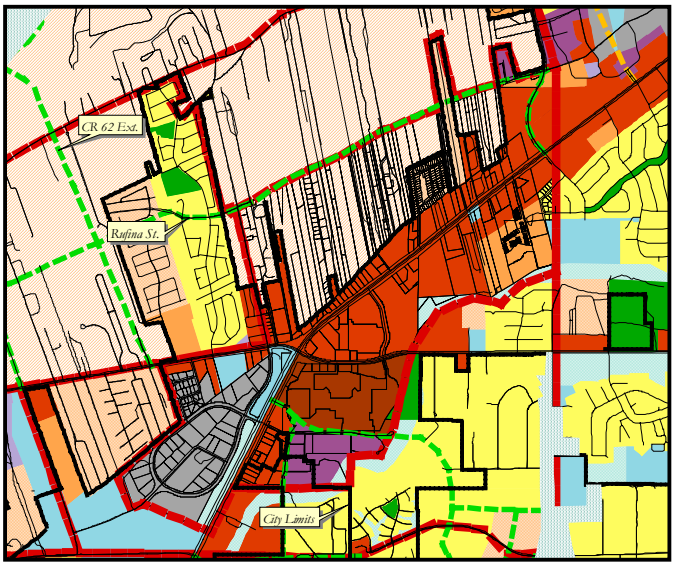
For the neighborhood pattern areas on the north side of Cerrillos Road, several design scenarios for corridor depths were tested. It was the consensus of the planning group to start with an initial corridor depth of 700 feet (as measured from the road centerline). This was based on current zoning patterns and generally reflects the 600 feet as delineated and described in the General Plan as the Cerrillos Road Redevelopment Corridor. Then, a fairly deep "two-tiered" transitional zone of 900 feet would be applied. These would include a Transitional #1 zone of approximately 450 feet that would require some reduction in use intensity, building height and scale to the corridor. Transitional #2 then would require an even further reduction in intensity, height and scale as to be compatible to adjacent residential areas. A new neighborhood unit would then be applied to the remaining neighborhood pattern area. In contrast, areas where the traditional patterns for existing residential were likely to remain, the Agua Fria model designation was used instead of the new neighborhood model. A Transition #2 area was then applied between the residential and existing commercial[7]. (See Map 2.5.7--Future Land Uses and Neighborhood Pattern Areas.)

The planning group wanted to then incorporate planning techniques that would allow for greater design flexibility and innovative development while ensuring residential compatibility. They recommended a system of "use intensity transfer" that would allow use intensity transfers on a <u>limited basis</u> between the Corridor and Transition #1 areas, and the Transition #1 and Transitional #2. The idea was that some "net" use intensity would be achieved within an entire development project, but there would be some degree of flexibility in how that net was to be achieved*. In all cases, however, the degree of use intensity would always be dependent on either the existing infrastructure carrying capacity (emphasizing roads and utilities) or the ability to provide additional capacity as required in order to adequately serve the project. If carrying capacities for anticipated loads could not be met, then the project would not be considered appropriate.*

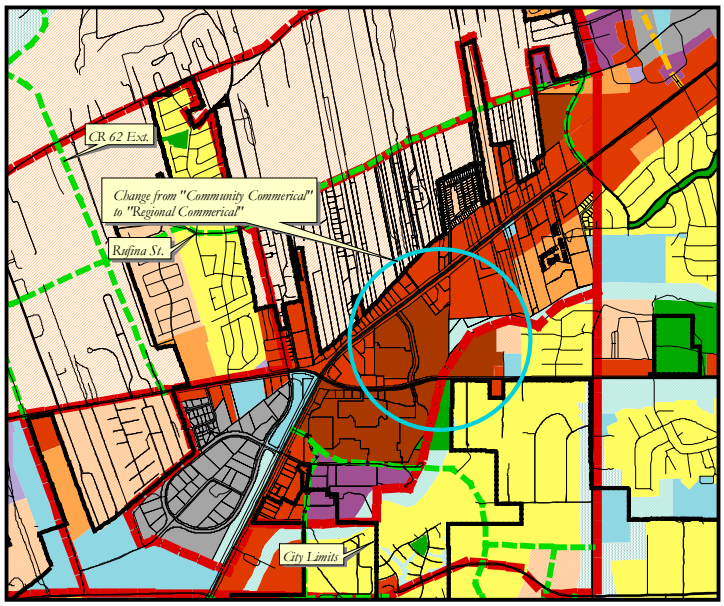
For the purposes of illustrating how a use intensity transfer[8] might be applied, the following scenario is described. A developer may chose to expand a corridor-type use by 50 feet into the Transitional #1 area, generating an additional 1,000 ADT

[7] In areas where existing commercial abuts existing residential and in development scenarios where commercial redevelopment occurs, the new commercial development would be required to provide a transitional buffering within the redevelopment area.
[8] This is for illustration purposes only and is not intended to imply an appropriate application.

(average daily trips) of traffic generation that is within the acceptable range of existing infrastructure capacity. This would require an offsetting reduction of intensity within the Transition #2 area, such as an increase in dedicated open space, to maintain the net use intensity as well as a transfer of 50 feet from Transition #1 to Transition #2 (Under this scenario, the Transition #1 area has effectively been

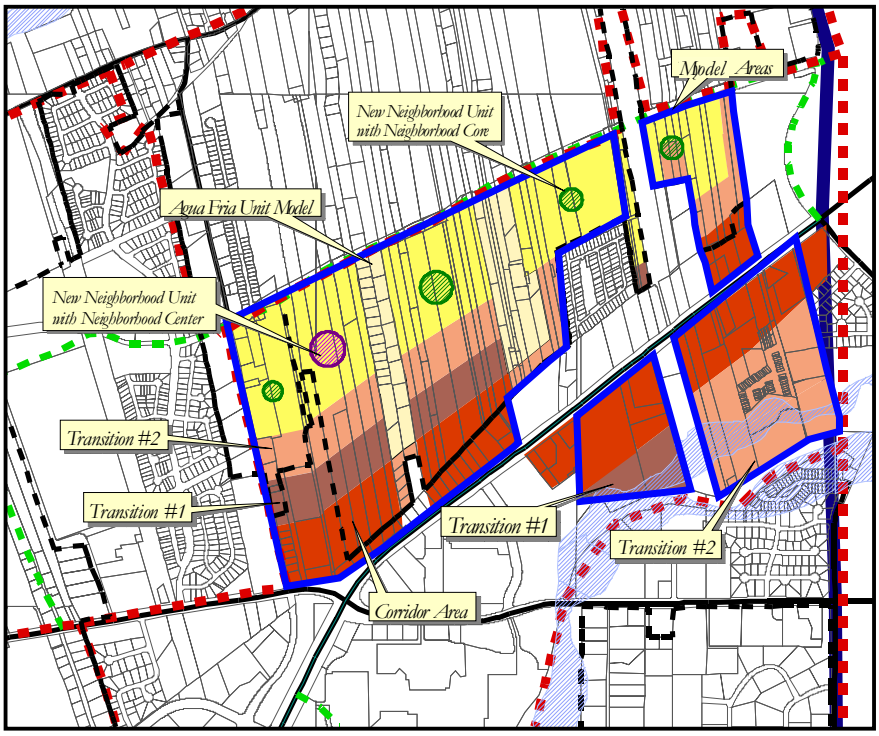


Map 2.5.5. Current General Plan Future Land Uses



Map 2.5.6. Proposed Changes to the General Plan within the City Limits (Excluding the Neighborhood Pattern Area Changes)

reduced by 100 feet). This would create a "steeper" step back of use intensity to ensure that residential compatibility is maintained. Intensity transfers may occur between the transitional areas but are not intended to reduce or encroach into the residential unit area under any scenario nor should they be used to *reduce the depth of a transitional zone by more than 50%*—this is why the transitional corridors are



Map 2.5.7. Proposed General Plan Future Land Uses within the Neighborhood Pattern Areas

relatively deep. In addition, for the intensity transfer system to be implemented effectively, it would be required that a project be treated as an entire unit, such as a master-planned development project (i.e. PUD). In all cases where commercial abuts existing residential, there would be increased setbacks and/or additional open space buffering requirements for protection in addition to the mandated Transition #1 requirement.

For neighborhood pattern areas south of Cerrillos Road, the group recommended incorporating both transitional zone types[9] adjacent to the existing corridor areas. This was done to allow for greater mixing of uses within a single project, while the adjacent arroyo would continue to provide a natural buffering feature to the adjacent residential areas located across the arroyo. Again, this would remain in keeping with the current General Plan future land use designations which currently provide for high density residential. The recommended changes would continue to allow for high density residential but would expand the opportunity for an additional mixing of uses within the same development and, particularly, to encourage live/work units within the area.

The proposed residential densities within the new neighborhood unit areas should be designed to be in keeping with the principles[10] of the *Final Report*, while respecting the current densities and patterns of adjacent existing residential. If the objective is to

[9] The type of transitional zones that were recommended examined the compatibility to the adjacent uses.
[10] Principle 5 (page 24) states that "neighborhoods…should have a variety of lot sizes and building styles to allow for economic diversity, affordability and an inclusive community".

vary patterns to encourage a variety of housing, then reduced densities that more closely reflect the adjacent residential may be more appropriate, while increased densities may be more appropriate where adjacent to transitional areas. This type of residential development scenario would encourage a diverse housing landscape while maintaining desired compatibility. In addition, the planning unit participants considered an *average* gross density of around 4½ du/ac. to be within an acceptable density range. This translates into a future land use classification of Residential Low Density (3–7 du/ac.) as illustrated in Map 2.5.7.