

Silver Medal Winner

Santa Fe Railyard Redevelopment

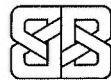
Santa Fe, New Mexico



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Partnering Strategies for the Urban Edge

2011 RUDY BRUNER AWARD FOR URBAN EXCELLENCE



BRUNER FOUNDATION, INC.

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Historic Santa Fe Railway Station

Project At-A-Glance

WHAT IS THE SANTA FE RAILYARD REDEVELOPMENT?

- The Santa Fe Railyard Redevelopment is a 50-acre, \$137 million project to restore and revitalize the industrial and transportation district directly adjacent to the former Atchison, Topeka and Santa Fe Railway Company spur line.
- The Santa Fe Railyard includes 13 acres of open space (including public plazas and a 10-acre park) and 500,000 square feet of buildings.
- The North Railyard District of the project contains a variety of retail and gallery spaces, the Railyard Park, the New Mexico Rail Runner Express train depot, and four core nonprofit tenants: the Farmers Market Institute, SITE Santa Fe, Warehouse 21, El Museo Cultural and one core for-profit tenant, the Santa Fe Southern Railroad.
- The Baca District of the project contains housing and small business spaces.
- The project is the culmination of more than two decades of planning and community activism related to the development of this area.

PROJECT GOALS

- To become a community asset that emphasizes local artists, local businesses and local cultures.
- To preserve the history and continuing use of the Railyard as an alternative mode of transportation, while maintaining a primarily pedestrian environment.
- To ensure that existing community-based nonprofits could remain in the Railyard through rent reduction.
- To cherish and protect the beauty and quality of surrounding neighborhoods, and to respect their unique architectural characteristics.
- To maintain the vitality of the deeply-rooted neighborhood by keeping development consistent with the historical context while maintaining the industrial architectural character of the site.
- To provide affordable activities for the community in beautiful, welcoming public spaces that offer social vitality, healthful activity, and vibrant artistic elements.
- To create a sustainable park appropriate for New Mexico's arid high desert climate.

Project Chronology

1880 First train of the Atchison, Topeka and Santa Fe Railway Company pulled into the capital city of Santa Fe, New Mexico.

1940s The Santa Fe Railyard remained an active center of rail activity.

1980s Due to the decline in rail activity the site had become an unused section of town with homeless living in cars on site. In other parts of Santa Fe, boom-time growth was occurring, and the city had begun to develop plans to manage that growth.

1985 Mayor Montaño announced a plan to develop the Railyard.

1985 Trust for Public Land (TPL) approached Mayor Pick to initiate the idea of acquisition of the Railyard through a non-profit purchase program.

1987 June: the City of Santa Fe passed a resolution declaring the Railyard a “blighted area” which required the City to follow State laws on the redevelopment of the property.

1987–88 The City began planning the Railyard. The Metropolitan Redevelopment Commission (MRC) was created, began hearings and hired Robert Charles Lesser Co. to develop a Master Plan for the Railyard. The City did not commit to a purchase of the Railyard.

1989–90 Atchison, Topeka and Santa Fe Railway Company formed Catellus Development Corporation to prepare development plans for the Railyard.

1991 Catellus Report for the Railyard was released. The plan included demolition of most existing buildings and new buildings two to six stories tall with 1.2 million square feet of development planned.

1992 The Catellus Plan was rejected by the MRC and the City Council.

1994 City of Santa Fe General Plan update reflected a major shift in policy toward community planning and participation as a result of the election of Mayor Debbie Jaramillo.

1995 *December:* the City of Santa Fe purchased the 50 acres of the Railyard with bridge financing support and facilitation from TPL.

1996 *December:* The City, TPL, Santa Fe Land use Resource Center (LURC) and the Santa Fe Chapter of the American Institute of Architects (AIA), with the National AIA Regional/urban Design Assistance Team (R/UDAT) issued an open invitation to the citizenry to come and vote for what they wished to have on the Railyard. The number one desire was to keep the railroad running to the historic depot for freight, passenger and excursion use. The public also requested a large park, a teen center, local business opportunities, and an arts and cultural district within the Railyard. They valued protection of adjacent neighborhoods and keeping the “rugged, gritty” look of the Railyard.

1997 *February:* the City, LURC and Santa Fe AIA held a four week long design process. In week one, over 200 people worked with local architects and planners to design preliminary land use concepts for the Railyard. During week two, the AIA R/UDAT and local designers produced the “*Community Plan.*” The report was released as a donation and gift by the Santa Fe Reporter, so that everyone in town could receive a copy. *Spring:* City Council unanimously approved the Community Plan

1997 The Santa Fe Railyard Community Corporation (SFRCC) was formed as a New Mexico non-profit corporation in response to recommendations in the Community Plan; however the City of Santa Fe waited until 2002 to sign an agreement with SFRCC.

2000 The City and TPL approved a 13-acre easement agreement for a central open space spine, including the park, the rail line, a plaza and alameda in the Railyard.

2001 The City chose TPL to facilitate design and development of the new public spaces, with the intention of developing a formal stewardship organization (modeled on the Central Park Conservancy) to assist the City in managing the future public spaces.

2001 *March:* Design Workshop Inc. was selected by the City of Santa Fe to develop the Railyard Master Plan and Design Guidelines.

2001 *June & September:* Public meetings were held to provide the opportunity for representatives of 30 organizations to participate in widespread community discussion.

2002 Spring: TPL conducted an international design competition and received 52 applications for the design of the Railyard Park and Plaza. Four finalists—groups of architects, landscape architects, urban planners, artists, etc. both local and national—prepared plans and models of their visions for the rail yard public spaces. Hundreds of community members viewed the designs and made comments. After studying the plans a jury of local and national experts chose a winning conceptual design by Ken Smith, landscape architect; Frederick Schwartz, architect; and Mary Miss, artist. During schematic design the design was transformed by the suggestions of the community which held several formal and informal meetings.

2002 February: The Railyard Master Plan was approved by the City Council. The Master Plan honored the history and cultural heritage of the site – embracing the “rugged, gritty” look of the Railyard and encouraging the presence of local businesses, particularly non-profits, with a focus on alternative transportation, arts, culture and community.

2002 February and July: The Santa Fe Railyard Community Corporation (SFRCC) entered into a lease and management agreement with the City. SFRCC took responsibility to develop the 37 acres of mixed-use space that will include museums, galleries, restaurants, retail shops, office space and live/work residential units for artists and craft persons.

2004 September: Ground breaking occurred on the Railyard with the beginning of archaeological studies.

2005 Resident prairie dogs relocated to large rural wildlife preserve; infrastructure construction begun.

2006 June: TPL launched public phase of capital campaign to build the Railyard Park and Plaza, as well as other public spaces on the Railyard.

2006-08 Building sites and public spaces developed by SFRCC, and private developers; TPL begins development of public space.

2008 September: Santa Fe Railyard Grand Opening, including the Farmers Market’s first day in new site; REI (Recreational Equipment, Inc.) store opened; underground parking garage opened; and park, plaza and alameda hosted two-day festival, including “ribbon cutting” ceremony featuring the Santa Fe

Southern Railway and the New Mexico Rail Runner Express, performances and activities, and cartoons and movie on the park.

2009 TPL's all-volunteer Railyard Advisory Committee, which provided community guidance for the project since 1985, was incorporated as the Railyard Stewards, an independent nonprofit organization.

KEY PARTICIPANTS INTERVIEWED

Santa Fe Railyard Community Corporation

RICHARD CZOSKI *Executive Director*

SANDRA BRICE *Director – Events & Marketing*

STEVE ROBINSON *Board President*

LLETA SCOGGINS *Board Member, Former Executive Director*

OUIDA MACGREGOR *Board Member; Former City Councilwoman*

CRAIG BARNES *Board Member*

GILBERT DELGADO *Board Member*

ELLEN BRADBURY *Board Member;*

Member, Historic Guadalupe Neighborhood

Railyard Stewards

ELIZA KRETZMANN *Executive Director*

CAROL SCHRADER *Director – Outreach & Education*

TOM HNASKO *Board President*

SUBY BOWDEN *Board Executive Committee; Railyard Master Plan Team Member, and Community Design Consultant*

CARMELLA PADILLA *Emeritus Board Member;*

Community Historian and Journalist

VARIOUS VOLUNTEERS AND PROGRAM PARTICIPANTS

City and State Officials

MAYOR DAVID COSS *City of Santa Fe*

DEBBIE JARAMILLO *Former Mayor, City of Santa Fe (by phone)*

ROSEMARY ROMERO *Councilwoman, City of Santa Fe*

ROBERT ROMERO *City Manager, City of Santa Fe*

JEFF GONZALEZ *Parks Department, City of Santa Fe*

CHRIS BLEWIT *Project Manager, NM Rail Runner Express*

ROBERT GONZALES *Operations Manager, NM Rail Runner Express*

Design and Planning Team

KEN SMITH *Principal, Ken Smith Landscape Architecture (by phone)*

FAITH OKUMA *Lead Principal,*

Design Workshop for the Railyard Master Plan

JENNY PARKS *Former Executive Director,*

Trust for Public Land New Mexico; Current Executive Director, New Mexico Community Foundation

Developers and Tenants

ANA GALLEGOS Y REINHARDT *Executive Director, Warehouse 21*

JAIME BECCERRIL *Interim Board President, El Museo Cultural*

MARCO GONZALES *Partner, Railyard LLC*

RICK JARAMILLO *Partner, Railyard LLC*

ROSE UTTON *Developer,*

North Railyard and Baca District art spaces (by phone)

JONAH STANFORD *Baca District tenant;*

Architect, NeedBased Studio, Inc.

KEVIN DANIELS *Baca District tenant; Railyard Enterprises*



Project Description

PROJECT HISTORY AND PROCESS

Early History of the Railyard

Santa Fe is a city with a strong sense of history; so it is no surprise that, when asked about the history of the Railyard project, many interviewees began in 1880. That was the year the first train came into the Santa Fe Depot, after a furious political and financial effort by the city's leaders to bring a rail spur to Santa Fe off the main rail line (which bypassed Santa Fe in favor of Albuquerque). In the decades following that first train, multiple rail lines from other parts of New Mexico and the rest of the US were constructed, carrying both passengers and freight.

Freight service began taking a much greater proportion of trips than passenger service as World War I started. Regular passenger service was eliminated after World War II, but some tourism excursion services continued. Starting in the early 20th century, a number of industrial businesses began to lease space near the depot and build warehouses and other buildings for their operations. Lease holders included a coal yard, a beer bottling works, a fruit company, a gunpowder manufacturer, and a storage facility. Along with the railroad, these historic industrial uses set the character for the rail yard district. (One interviewee also suggested that this industrial development may have prompted the Santa Fe Style architectural mandate that was established in the 1950's. The Gross Kelly Ware-



Courtesy of the Palace of the Governors

Historic Photo of Santa Fe Railway Station

house was the first Santa Fe style building in Santa Fe after the Museum of Art was built downtown.)

Many older residents tell stories of growing up in the Hispanic residential neighborhood that built up around the rail yard; they talk of playing in the nearby acequia and picking lettuce for dinner. As the late 20th century progressed, the rail yard area also became home to less laudable activities such as drug dealing and violent crime, and homeless camps developed. Industrial buildings on the site fell into disrepair; however, the area still offered low-rent space for small businesses and nonprofits.

Railyard Redevelopment Planning

In 1985 prior to development pressure, the TPL and the Mayor's office discussed purchase of the Railyard as a Park and future Master Planning district for the City. However the Mayor was not interested at that time. During the late 1980's development pressure began to increase in Santa Fe, and the city looked to the rail yard as its next redevelopment area. The mayor's office, TPL, the citizens of Santa Fe, and the Atchison, Topeka and Santa Fe Railway Company (AT&SF) (then owner of the site) were establishing their own master plans; however, it was the plan by Catellus (a national development company formed by AT&SF to manage and develop its holdings nationally and at the rail yard properties) that drew particular ire. The Catellus proposal included 6-story buildings with hotels, office



buildings, and tourist-oriented facilities, but included no open space or train. City residents recognized the impending “Disney-fication” of their last remaining major open space and expansion area. Neighbors from the Guadalupe District next to the rail yard, one of the oldest Hispanic neighborhoods in the city, organized with community activists from around the city to defeat the proposal.

With the community's success and the subsequent election of local activist Debbie Jaramillo as mayor, the community began to move forward with its own visions for the site. The Trust for Public Land, which had approached earlier mayors about purchasing the site for open space, now worked with Mayor Jaramillo and the City of Santa Fe to purchase the land from Catellus in 1995 and convey it to the City. In a remarkable show of commitment to community priorities and land conservation, the City passed a bond to cover the \$21

Santa Fe RailYard site prior to development

million land acquisition, and agreed with TPL to set aside 13 of the 50 acres for open space in a permanent conservation easement. This also illustrated TPL's nationwide transition from a focus on land conservation in rural and suburban areas to a greater involvement in urban parks and open space.

Over the next 14 months, TPL, the Land Use Resource Center, the Santa Fe Chapter of the AIA, and City officials conducted an extensive participatory planning process, inviting community members to discuss and define the possibilities for the major priorities for the area's redevelopment. Following this process, these 4 Team members held a citywide vote to prioritize what they had learned. The third phase invited an AIA Regional/Urban Design Assessment Team (R/UDAT) to join the community to codify the community's recommendations into a series of guidelines and a concept "Community Plan". Key recommendations included focusing on local business development; protecting the character of the surrounding neighborhoods; preserving the rail yard's gritty, rugged character; creating a pedestrian-friendly rather than car-dependent area; establishing freight, excursion and commuter rail service to maintain an active rail yard; designing sustainable open space; assisting current valued tenants to remain in the redevelopment area; and creating an agency representing a broad cross-section of the community to manage the redevelopment. The City Council then voted unanimously to support the "Community Plan."

Railyard Design and Development

After the completion of the public process and the "Community Plan," the Santa Fe Railyard Community Corporation (SFRCC) was formed to assist with implementation and development. However, it would be several years before SFRCC contracted with the City; the City initially managed the process through its own internal agency. After years of attempted implementation stalled by politics, the City recognized the need for a different strategy. In 2001 the City asked TPL to manage the design and development of the park and plaza spaces in the conservation easement, and hired Design Workshop (a regional landscape and planning firm) to prepare a full Railyard Master Plan for the entire property. In 2002, SFRCC entered into a lease and management agreement with the City to manage and select tenants who developed the remaining 37 acres as mixed-use commercial and residential property.

Also in 2002, TPL conducted an international competition to select the public space design team. As in the planning phase, the design competition had a strong public engagement component, with community members viewing the finalists' models and making comments on the proposals. Once the design team (Ken Smith, landscape architect; Frederick Schwartz, architect; Mary Miss, artist) was chosen and the Master Plan approved, formal design work began for both public spaces and the development of major buildings. The project broke ground in 2005, overcoming some unusual hurdles along the way – such as community activism



- RESTROOMS
- ATM
- PARKING
- BUS STOPS
- FUTURE DEVELOPMENT
- Camping icon

- | | | | | | |
|--|--|---|--|--|--|
| <p>1 BEHAVIORAL PHYSIOLOGY INSTITUTE
Creative Arts, Photography & Performance Art
#1100</p> <p>2 BOX GALLERY
Emerging & Established Contemporary Art
1814 Paseo de Peralta</p> <p>3 CHARLOTTE JACKSON FINE ART
American & European Plein-air & Modern Art
154 South Guadalupe Street</p> <p>4 EL MUSO CULTURAL
Hispanic Cultural Center
555 Camino de la Familia</p> <p>5 GERBERT CONTEMPORARY
Monumental & Contemporary Art & Sculpture
550-554 South Guadalupe Street</p> <p>6 INMAX CINEMA
12-screen Movie Theater & Café
180 Alcala Street</p> | <p>7 JAMES KELLY CONTEMPORARY
Post War European & American Art
1404 Paseo de Peralta</p> <p>8 JAY ETKIN GALLERY
Contemporary & Ethnographic Art
Artyard #3101</p> <p>9 LEWALLEN GALLERIES
Contemporary & Modern Art
1612 Paseo de Peralta</p> <p>10 RAILYARD PERFORMANCE CENTER
Yoga, Pilates & Contemporary Dance/Workshop
1618 Paseo de Peralta</p> <p>11 SANTA FE CLAY
Ceramic Art Center & Gallery
545 Camino de la Familia</p> <p>12 SANTA FE SOUTHERN RAILWAY
Train Experiences
Santa Fe Depot</p> | <p>13 SITE SANTA FE
International Art Exhibition
1100 Paseo de Peralta</p> <p>14 TAI GALLERY
Contemporary Japanese Art & Traditional Textiles
1601B Paseo de Peralta</p> <p>15 WAREHOUSE 21
[W21] TEEN CENTER
Youth Center for Arts, Events & Workshops
1614 Paseo de Peralta</p> <p>16 WILLIAM SIGAL GALLERIES
Award & Contemporary Art/Textiles
540 South Guadalupe Street</p> <p>1 FLYING STAK CAFE
American Family Farm
Market Station</p> <p>2 TRACKS
Restaurant & Sports Bar
388 South Guadalupe Street</p> | <p>3 SECOND STREET BREWERY AT THE RAILYARD
Fresh Brewed Beer & Pub Fare
Farmers Market North</p> <p>4 STATION COFFEE
European Coffee House
230A South Guadalupe Street</p> <p>1 ANTIQUES AT THE RAILYARD
Antique Collectible Store
530 South Guadalupe Street</p> <p>2 ANTIQUE WAREHOUSE
Mexican Rustic Furniture
130 South Guadalupe Street</p> <p>3 CASA NOVA
Living with Art
130 South Guadalupe Street</p> <p>4 DANIELLA
Clothing, Jewelry & Accessories
Market Station</p> <p>5 FARMERS MARKET
Market & Community Center
1627 Paseo de Peralta</p> | <p>6 GO WIRELESS
Wireless Phones
Market Station</p> <p>7 MOSS
Luxury Outdoor Furniture
130 South Guadalupe Street</p> <p>8 ONE OF ONE
Unique Handmade Gifts
1621-A Alcala Street</p> <p>9 KEI
Recreational Equipment
Market Station</p> <p>1 ARTYARD
Solar Loft/Work Lofts & Commercial Community
701 Camino de la Familia</p> <p>2 BARKER REALTY
Residential Sales
130 South Guadalupe Street</p> <p>3 BIONEERS
Environmental & Social Justice
1627 Paseo de Peralta, Suite #3</p> | <p>4 BUDDHA FITNESS CLUB
A Personalized Fitness Club
Artyard # 1105</p> <p>5 FARMERS MARKET INSTITUTE
Promoting Local Food & Agriculture
1627 Paseo de Peralta, Suite #1</p> <p>6 NH RAILRUNNER EXPRESS
Convenient Train Service
Santa Fe Depot
www.nhrailrunner.com</p> <p>7 QFORMA
Software Consulting for the Hospitality Care Industry
1413 Paseo de Peralta, Suite # 210</p> <p>8 SAMUEL DESIGN GROUP
Fine Interior Design & Custom Furniture
Artyard # 3101</p> |
|--|--|---|--|--|--|

starting in 1996 around the humane relocation of a community of prairie dogs on the site. The relocation was completed in 2006, allowing construction to finally begin.

Over the course of the planning and development process, more than 6,000 residents gave their input. More than 3,000 people attended the Railyard's grand opening in October 2008. The New Mexico Rail Runner Express began service to Santa Fe in December 2008.

URBAN CONTEXT

North Railyard

The North Railyard is approximately ½ mile southwest of the Plaza, Santa Fe's historic center. The eastern border of the site is South Guadalupe St., a major commercial thoroughfare that leads north toward the center of the city. South Guadalupe is lined by mostly single-story buildings containing a variety of small businesses; the North Railyard buildings that face this street maintain this character. Paseo de Peralta, which runs in a large loop around Santa Fe's downtown core, bisects the North Railyard, with the Railyard plaza, commercial development and rail depot to the north and the Railyard Park to the south. Many of the larger buildings of the North Railyard are clustered along the Paseo, including SITE Santa Fe, the Farmers Market, Warehouse 21, and contemporary art galleries.

The Railyard Park is bounded by S. Guadalupe to the east and Cerrillos Road to the south; a small portion of the southern end of the park is also bordered by St. Francis Drive to the west. Cerrillos and St. Francis are also both major traffic avenues, and their intersection is quite busy; some interviewees commented that St. Francis Drive has a particularly difficult pedestrian crossing, hindering access to the park from this end. (Improved crossings were conceived in the Community Plan and will be implemented as the trail between the North Railyard and the Baca District is completed over time.) Interviewees also expressed concern that the park was accessible but not very visible from the intersection of Cerrillos and S. Guadalupe at its southeast corner; there is little indication of the park's presence at that corner, as the park sits in a "bowl" below street level.



The national economic downturn has caused certain projects in the Park to be delayed, but those projects are still planned for future completion.

To the north and west of the North Railyard site is the Historic Guadalupe Neighborhood, a traditional area of adobe-style homes. When the community plan for the Railyard was developing, this was the largest remaining historic, predominantly Hispanic area with a high rate of homeownership; preservation of its character was an important goal of the community planning process. The north section of the neighborhood is more affluent than the south end. However, this southern area has also improved as planning and development for the Railyard have progressed. Not surprisingly, the Railyard increased development pressure on the south section of the neighborhood, and the community plan originally suggested neighborhood conservation district to protect the area's historic quality. While the conservation district has not yet been implemented, a moratorium on teardowns was temporarily established and the density was down-zoned, easing development pressures. Community meetings have occurred to develop studies and proposals for the residential neighborhoods adjacent to the Railyard.

Three additional landmarks are within easy walking distance of the North Railyard. The Santa Fe River runs along the north edge of the Guadalupe neighborhood, with a linear park along its length. At the intersection of S. Guadalupe and Alameda St. (which follows



Jennifer Esperanza

the alignment of the river), Our Lady of Guadalupe is an important church in the Spanish-speaking immigrant community. It is the oldest extant shrine to the saint in the United States, with a history dating back to the late 18th century. Finally, the Sanbusco Center, directly adjacent to the north end of the site near the rail depot, is a historic complex originally built for a building supply company that grew up around the rail yard in the late 1800s. It has been creatively adapted as a market for local businesses and restaurants and now anchors the neighborhood.

Baca District

The Baca District is an additional ½ mile to the southwest of the southernmost end of Railyard Park; it is connected to the North Railyard by Cerillos Road, and is connected by a newly constructed bike and walking path. On the western edge of the area is Baca St., from which the area derives its name; along this street is a neighborhood of traditional adobe buildings containing a burgeoning arts district. The small arts and manufacturing businesses within the Railyard's Baca District connect to this aspect of their surrounding

neighborhood; however they have chosen to be the most contemporary architectural district of the Railyard. Otherwise, the Baca District on one side is relatively isolated; its neighbors to the north-east are 25 acres of an old power station and a cemetery, which is conceived in the Community Plan to become a future citywide recreational area for the Railyard, with a first option for purchase by the City. The development with the Baca District reflects the same gritty, industrial character as the North Railyard. The area is also close to public transit, as designed in the Railyard Master Plan with a commuter rail stop one block east of Cerrillos Road.

DEMOGRAPHICS

The Railyard is intended for community-wide use. Although the Railyard may be more locally-oriented than the historic downtown Santa Fe Plaza, visitors are not only welcome but encouraged to visit the Railyard, and local residents are adamant that they have not abandoned the Plaza. Instead, the Santa Fe Railyard is envisioned as the “family room” of the city, working together with the “living room” of the historic Plaza to expand the availability of spaces for the social, cultural and economic life of Santa Fe.

One socio-cultural issue that came up at multiple points in the visit was “the myth of tri-cultural harmony.” Interviews indicated that the tapestry of ethnic identities attempting to blend in Santa Fe goes beyond Old Spanish, Native American and Anglo; what is more,



this mix of cultures, while offering great richness to the city, also results in ongoing tensions. Santa Fe—and Railyard managers and supporters—continue to wrestle with the challenges of representation, inclusion and cultural differences. This plays out in the continued adjustment from a majority Hispanic to a majority Anglo population (which officially shifted in the 80s and 90s); in the tensions between Hispanics with Spanish ancestry and more recent Latino immigrants; the authentic engagement and representation of Native American culture and history; and the role or voice given to other ethnic groups, such as African-Americans or Asian immigrants. Railyard managers are aware of these issues and are working to address them in their programming and the makeup of their community volunteers and board members, but some community members charge that a lack of ethnic diversity in users and tenants is a failing of the Railyard.

MAJOR FACILITIES AND SPACES

Railyard Park

The Railyard Park makes up 10 acres of the 13-acre conservation easement within the Railyard. It is designed to provide a variety of distinctive areas for passive, active and educational use. The Park is designed with sustainable management in mind, both in terms of water use and maintenance time. The Railyard Park includes reflective areas such as the circular ramada near the intersection of S. Guadalupe and Cerrillos; an interpretive area highlighting the

alignments of former rail tracks through the site; a children’s play area; several picnic areas with benches and grills; a performance green and open field for large events; orchards, community gardens and teaching gardens; and representations of traditional New Mexico irrigation features. The irrigation features include an arroyo and the historic Acequia Madre, part of a 400-year-old (still active) water rights management system in northern New Mexico. The Acequia has been preserved and restored and is actively used as part of the irrigation of the Railyard Park.



Railyard Plaza and Public Spaces

The Railyard Plaza and Alameda make up the remaining 3 acres of the conservation easement. The Railyard Plaza is a central paved open space just north of the Farmers Market building. Along the rail lines in the North Railyard runs the Alameda, a walking path that serves as the spine of the North Railyard and that connects to a newly constructed walking and biking path to the Baca District. The City and the New Mexico Department of Transportation are currently under contract to develop a formal connection across the one thoroughfare that is an impediment to the two bike trails. The portion of the Alameda next to the Farmers Market building holds a shade structure that is used by market vendors in the high season as well as by other special events. In the north section of the North Railyard, three other public spaces line the Alameda: the two casitas groves that provide shady pocket parks in front of the Market Station development; and the Montezuma Pocket Park at the northernmost end of the Alameda, which creates the entrance to the Alameda and the Railyard from Montezuma Avenue.

Railyard Depot

The Railyard Depot serves New Mexico Rail Runner commuter trains from Albuquerque as well as Santa Fe Southern Railroad's excursion trains. The Rail Runner was a transit project conceived 25 years prior for northern New Mexico, but shepherded and lead by former Gov. Bill Richardson; service began in 2008 shortly after the Railyard's grand opening. Rail Runner service is managed by the

Mid-Regional Council of Governments (MRCOG) and operated by Herzog Transit Services; there are 8 daily roundtrips on weekdays, 4 roundtrips on Saturdays, and 2 on Sundays.

The Rail Runner passenger service results in an unusual interaction between an intensely used public space and an active rail line, which conventional wisdom might deem too dangerous. However, the project management and operations team from MRCOG works with the rail operator, the City, and its agent SFRCC to devise solutions to safety and noise issues (such as installing bollards to keep cars and pedestrians off of tracks or establishing "quiet zones" near neighborhoods where train horns cannot be blown). The passenger rail service is used by commuters and weekend visitors. Average ridership is 4,000-4,500 passengers on a weekday; weekend ridership varies seasonally from 2,500-4,000 on a Saturday. On the most popular schedules, a 700-person train may carry up to 1,200 commuters.

The Santa Fe Railyard Depot is a historic landmark built in 1889; the building and platform have been maintained. The old train depot has historically served as a ticketing and information booth for all trains, as well as the Santa Fe Southern Railway (SFSR) freight and excursion trains for the last 25 years. SFSR has been the largest financial contributor to the Railyard project, and a leading citizen advocate from the early 80s. However, the City and SFRCC as the City's agent have controversially chosen to ask SFSR to leave the Depot and the Railyard, consistent with Chamber of Commerce plans to expand



the Depot into a more comprehensive visitor center. To connect with the incoming train service, a variety of public and private bus services now take visitors from the depot into downtown Santa Fe, out to nearby towns, and to regional attractions like casinos and resorts. These bus services stop on Montezuma Avenue at the north edge of the Railyard.

Farmers Market

The Farmers Market is considered one of the anchor tenants of the North Railyard; on a Saturday in the summer season, the market attracts 6,000-8,000 visitors to the area, and over the course of the year draws approximately 180,000 people. The building includes a 10,000 sf market hall, used for the weekly farmers market as well as periodic public events, and 9,000 sf of commercial space (of which 3,200 is office space). Major tenants include the 2nd Street Brewery, a restaurant specializing in local, organic ingredients, and Bioneers, a nonprofit office tenant. The Farmers Market Institute developed and owns the building and is the holder of the ground lease from SFRCC. FMI leases the market hall to the Farmers Market Association; FMA runs the market, manages market leases for the 150 members who participate in the market throughout the year, and runs a small café on market days. The farmers market also makes use of the adjacent plaza space and shade structure for outdoor vendors during the high season.

Market Station Area

Market Station is a commercial development owned and managed by Railyard LLC. The buildings contain the only two national retailers in the Railyard, REI and Verizon, as well as some local businesses. Underneath Market Station is the Railyard's main parking facility, a 400 space garage run by the City of Santa Fe; finding national retailers was a condition of the financing for the development of the parking facility along with the above-ground commercial space.



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Railyard Park Stewards

Just south of Market Station is the proposed location for a 28,000 square foot, 12-screen IMAX cinema and café; Railyard Company, LLC is still seeking a national or regional cinema operator as a partner for this portion of the development.

Nonprofit Tenants—

SITE Santa Fe, Warehouse 21, El Museo Cultural

One of the key priorities that emerged from the community planning process was the inclusion in the final Master Plan of space for four nonprofits occupying 100,000 square feet, and one for-profit on the site, each of which was considered an essential community institution. The four primary nonprofit tenants— SITE Santa Fe, Warehouse 21, the Farmers Market Institute, and El Museo Cultural and one for-profit tenant, SFSR— are all still on-site in new or renovated space. SITE Santa Fe remained in its existing building (which it now owns) on Paseo de Peralta adjacent to Railyard Park; SITE has renovated its facility in stages over the past several years; El Museo Cultural also remained in its existing space, in a warehouse that is part of a series of buildings along the rail line north of Paseo

de Peralta; the building is owned by the City of Santa Fe, but El Museo has grown to occupy more of the space with its activities. Warehouse 21 moved out of its old space, which was in very poor condition, into a new anchor building they designed and constructed. The Farmers Market Institute built a new anchor building in the center of the North Railyard, which houses the Farmers Market, office space, and retail and commercial tenant spaces.

Although the preservation of space for these organizations was a core goal of the Railyard's redevelopment, the process was not smooth. During the development and construction process and in ongoing operations, almost all of them faced challenges when their needs conflicted with the requirements or vision for the overall development:

- The area owned by the City, but used as SITE Santa Fe's parking lot was taken to create the Railyard Park; they continue to feel that parking in the area is located too far away from their building (and the park) to be convenient for visitors and that this affects attendance at events. In the negotiations over their

ground lease rate, SITE Santa Fe has also had to combat perceptions that they are rich, elite nonprofit. They feel that they have gotten closer to parity with the other nonprofits but are still treated differently in rental rates.

- Warehouse 21 had a designated site in the Community Plan; in order to compel SFRCC to relocate their site within the Railyard, they hired an architect to select a new site and draw up plans for them. They used these plans to generate community pressure that helped them to obtain their current location (originally slated for commercial development).
- The Farmers' Market was required to build a building in order to lease a lot. This resulted in the formation of the Farmers Market Institute as a 501c3 to oversee the fundraising, design and construction and to act as the landlord for vendor subleases and



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for subleases to commercial tenants. The amount of fundraising and the transition to a nonprofit operating a building and running a wider variety of programs was a significant shift for the organization after 40 years of not having a permanent site.

- El Museo Cultural is the nonprofit tenant facing the most challenges; they are an organization with a very small operating budget (\$80,000-\$100,000) trying to lease and maintain a very large space (40,000 sf). Internal board struggles added to the financial difficulties, and the organization was in arrears on rent. El Museo also has differences in perspective with SFRCC about how the building needs to be used and maintained to fit into the Railyard vision. SFRCC staff appeared to view El Museo's space as unkempt, rundown and uncomfortable for visitors, while the original citizens who created the Community Plan, called for gritty spaces such as the El Museo, and the staff and board of El Museo view it more as a creatively messy place that houses essential cultural programming. The weekly flea market to which El Museo rents a large portion of their space is also viewed by SFRCC as an incompatible use in the Railyard, largely because it is prohibited by city zoning. Despite differences, both organizations are committed to working together to address organizational, financial and physical challenges that El Museo faces in order to keep it as a Railyard tenant.

- The Railyard began in the mid 80s as a location for homeless to park their cars, and therefore they were part of the community conversation from the beginning of the planning process. Shortly after the completion of the Railyard master planning, a homeless shelter was established adjacent to the Northern Railyards. However, as adjacent residents have gentrified the area, there have been conflicts between the homeless and the historic residential area.

In short, the four core nonprofits have remained in the Railyard redevelopment, and the one core for-profit has been threatened from remaining. The City and its agent SFRCC, and the organizations express commitment to the continued relationship, but it is not without some ongoing conflicts and negotiations.

Galleries and Cultural Facilities

Clustered primarily along Paseo de Peralta are a series of contemporary art galleries and other cultural spaces. The four nonprofit tenants are part of this cluster, offering a variety of arts-related programs in their buildings. The pioneering galleries to locate in the Railyard are at the intersection of Paseo de Peralta and S. Guadalupe in historic warehouse buildings. These galleries with the anchor: Jim Kelly, as well as some newly constructed galleries, such as LewAllen Gallery (directly east of the rail line on Paseo de Peralta) were developed by Rose and John Utton, who were early investors in the North Railyard and are also developing a warehouse in the Baca District.





At the north end of El Museo's building is Santa Fe Clay, a ceramics retail shop, gallery and studio that provides workshop programs throughout the year. Directly to the south of El Museo's building is a smaller warehouse containing another gallery and the Railyard Performance Center, which holds a variety of dance and fitness classes; dance, theater and music performances; and other events.

Guadalupe Street Area

Along S. Guadalupe between Alcala Street (meaning "female mayor," named for Mayor Debbie Jaramillo, who championed the project) and Manhattan Avenue is the Gross Kelly Warehouse, a historic building and one of the few Pueblo Revival style buildings in the Railyard. The building has been creatively renovated primarily as office space, but also contains a café, restaurant, and a series of retail shops. In front of the building next to the street is a small surface parking lot.

Artyard Lofts

At the southeast corner of the North Railyard is the Artyard building, a development of live/work lofts for artists that also contains a gallery. Originally the Artyard project was to have additional phases; however, the economic downturn limited the project's access to capital, and the future phases were never developed. SFRCC was wooing a video post-production company to build offices in this area, with anticipated tie-ins to the planned cinema and to youth job training at Warehouse 21. The project required extensive Master Plan amendments, changing the scale of the Master Plans for this neighborhood. Primarily due to national economic downturn, the project did not proceed. This area also contains the largest surface parking lot in the North Railyard – 165 spaces out of the 900 total parking spaces in the North Railyard (which are distributed across surface lots, along the streets, and in the underground parking garage), and these lots are planned for future multi-story parking lots.

Baca District Development

The Baca District is still an emerging neighborhood; only 2 buildings in the area have been completed, with four more under construction and an additional 5 parcels available for lease. The completed buildings include a small mixed-use commercial and residential development and a commercial building. Projects under construction are mostly very contemporary live/work spaces for established artists or design businesses. Among the remaining vacant parcels are a few historic industrial buildings in marginal condition; SFRCC hopes to find tenants who can preserve and reuse these buildings as part of their development plans.

The Baca District feels very separate from the North Railyard and has a distinctly different character. Tenants describe themselves as “pioneers” and the area as “a bit like the Wild West”; there is a sense that there is more room for experimentation by developers in this section than in the more tightly controlled North Railyard. The Baca does not contain any significant public space, and is not an area for tourism. While the area is connected to the North Railyard by a biking and walking trail and is intended to be walkable, parking is required for developments in this section.

DESIGN***Architectural Design***

One of the stated goals of the redevelopment is to preserve the unique architectural character of the Railyard district, both in the appropriate restoration or renovation of existing buildings and in contextually sensitive design for new buildings. The community also wanted to maintain a sense of authentic architectural and industrial evolution rather than creating a faux-historic district. To that end, the architectural design guidelines in the Master Plan take architectural cues from the existing buildings, but do not specify a rigid template.

Buildings in the Railyard purposefully did not have a single architect, and the goal was to have a variety of building types and styles. The design guidelines describe appropriate lot placement, building massing, and materials for both renovations and new construction. They give guidance on certain building features, such as windows and skylights, porches and overhangs, building lights and signage, and temporary art installations. The guidelines also encourage sustainable building strategies for water, energy, and renewable building materials. Existing buildings of architectural significance are also noted in the Master Plan, and many were highlighted for preservation. Some buildings, like the Rail Depot, are under fairly strict historic controls; others, like the Barker Building and galleries along S. Guadalupe, retain much of their exterior character while allowing for contextually-sensitive adaptation on the interior.

To date, the guidelines have produced a diverse range of buildings that give a sense of authentic and fairly organic development in keeping with the way the rail yards historically grew over time. The mix of preserved, renovated and new construction also helps with the authentic feel. While buildings vary in their aesthetic success, the design guidelines help the project hang together without forcing a false uniformity.

Community response to the design has generally been positive, although there are points where aesthetic opinions diverge. Some Santa Fe residents would prefer the Railyard to have continued the Santa Fe Style present in other areas of the city, even if that style is not representative of the actual history in this location. For those who appreciate the Railyard's particular aesthetic, there is still some disagreement among different parties involved in the project about how "gritty" the site and its buildings should be. Some prefer the industrial form but a cleaner and more refined appearance; others are more comfortable with the messy, working aesthetic of the rail yard's past.

Landscape Design – Railyard Park, Plaza and Public Spaces

The Railyard Master Plan also includes guidelines for landscape design in the public open spaces of the Railyard. The guidelines offer illustrative cross sections for each major public way, as well as materials, furnishings and plant specifications. Ken Smith, landscape architect for the project, indicated that the Master Plan was



Don Unser

a valuable tool that helped the design team to understand what the community wanted in the project. It is important to remember that the Railyard redevelopment was not initiated, conceived or developed as a park project. The city purchased the property to create a public realm for Santa Feans which would replace the tourist dominated Plaza as the local's gathering place for shopping, dining and recreation. The "park" was an artifact of the conservancy easement and still struggles to be fully integrated as part of a larger and more cohesive public realm.

Railyard Park

At the north edge of the park near the Paseo de Peralta are the linear and circular ramadas, a series of simple wood and metal frame arches that outline walking paths in this portion of the park.

Circular Ramada serves as a "Public Porch" for the Park

In season, the ramadas have flowering vines that grow along the frame; these are still coming to maturity, and because of the time of year, the vines were dormant during our visit, however the intention is to have the completed landscape around the ramada encircled with more trees, with a hidden garden inside. The shape of the circular ramada recalls both the kiva, a traditional Native American religious space, and the rail yard turntable that once sat on the site. Both ramadas serve as event spaces: the linear ramada holds the weekly Railyard artists' market and is used for an annual gay pride event; the circular ramada hosted the Park's first wedding in summer 2010. The linear entry ramada is one of the two main paths into the heart of the park. The circular ramada stands near the major intersection of S. Guadalupe Street and Cerrillos Road, and is surrounded by plantings of roses, sage and sedums, and an outer circle of Austrian pines.

Between the ramadas are the arroyo and the rail gardens. The arroyo is a naturalistic interpretation of a dry creek that seasonally fills with rain; it runs alongside the entry ramada into the center of the park and is planted with a variety of native trees, shrubs and grasses. The rail gardens are host to some of the only permanent sculptures in the Railyard — full-scale sculptures of old rail axles that mark the end of preserved portions of historic rail alignments. The preserved rails show the actual locations of four rail lines that used to run north along what is now S. Guadalupe Street (they terminated in a historic building that now houses a popular Mexican restaurant). The mix of plantings in the ornamental garden around the rail align-

ments includes drought-resistant natives and non-natives chosen for their year-round presence; these plants also reference the kinds of materials and horticultural varieties that arrived in Santa Fe with the advent of rail commerce.

Continuing further into the Park, one next encounters the children's play area, which includes a range of play equipment, climbing structures, slides and water play features. Chalk drawing is permitted and encouraged on the walls and other surfaces in the play area. There is play equipment specifically for toddlers; the rest of the play area is for all ages. In the vicinity are several tree-shaded picnic circles, a brick labyrinth, and a bird and butterfly garden. The area is planted with drought-resistant native grasses and shrubs, and non-native trees that require weekly watering.



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The southern section of the Railyard Park is less structured than the northern section. A large portion of the southern section is an open field for active and passive recreation that includes two picnic circles. Along the Cerrillos Road edge of the park is an orchard containing apricot and apple trees; running next to the orchard is a border garden of xeriscape (dry landscape) plantings. The main feature of the south half of the Park is an open portion of the Acequia Madre, a 400-year-old system for water rights sharing throughout northern New Mexico. The Acequia is a traditional irrigation ditch with rough stone walls; it is surrounded by cottonwood trees, shrubs, grasses and wildflowers. A new tributary of the Acequia Madre, the Acequia Niña, was built to extend the irrigation system into other parts of the park; it feeds into the Waffle Garden.

The Waffle Garden, represents a historic Pueblo garden with rain-water conservation features that allow for arid climate gardening. The Waffle Garden is maintained by the Railyard Stewards and used in their educational programs; homeless users of the Park also sometimes pick food grown in the garden. In addition to the Waffle Garden, a community garden is located at the southernmost end of the Park. There are 12 lots in the community garden; plot assignment is managed by Santa Fe Community Gardens.

The remaining major space in the Railyard Park is the performance green, just north of the open field and west of the entry ramada; the green is used for a wide range of performances and public events. Between the performance green and SITE Santa Fe is a city parking



Top: James McMurtry performing
Bottom: Concert featuring "The Skatalites"

lot planted with trees and native shrubs. West of the performance green and the parking lot are a bike rail trail and the Alameda that runs throughout the North Railyard.

Alameda and Other Public Spaces

The Alameda is the North Railyard's spine; it runs along the rail tracks and connects all of the public spaces in this area. The Alameda provides a clear walking path for Railyard visitors. During our visit, it was also used by residents on their way to daily activities. Along the Alameda, interpretive and informational signage is provided to orient visitors to the site's history and to the redevelopment's intent to maintain aspects of the area's character.

The main program spaces along the Alameda are the Railyard Plaza north of the Farmers Market Building and the shade structure to the west. The shade structure has room for up to 38 vendor stalls and is frequently used for the Farmers' Market and public events. The Railyard Plaza is intended as a community "free play area" where residents can toss a Frisbee, play guitar, and make chalk drawings or public speeches. Public policies and procedures define the Railyard as the only location in the City where free speech, and free improvisational performance art are legally encouraged. The Plaza can also be used for organized and advertised events, with a license. At the northwest corner of the Plaza is the iconic water tower, which can hold 3500 gallons of collected rainwater collected from the building roofs in the North Railyard.

The three other public spaces along the Alameda are small, shady pocket parks: the East and West Casitas Groves on either side of the rail line in front of Market Station, and Montezuma Pocket Park at the north end of the Alameda. The pocket parks are planted with trees and shrubs requiring infrequent maintenance.

PROGRAMS, EVENTS, ACTIVITIES AND PATTERNS OF USE

SFRCC and Railyard Stewards staff members indicated that both buildings and events are oriented toward the Alameda and Railyard Plaza, and this matched our observations during the site visit. This leaves the edges of the development along S. Guadalupe (east) and Camino de la Familia (west, the street on which El Museo is located) feeling somewhat deserted, but keeps the central public spaces populated. When events are not taking place, a light stream of pedestrians and bikers uses the Alameda for routine travel; this stream becomes heavy during rush hour when Rail Runner trains arrive and depart.

The conservation easement requires that public events in those spaces be free and open to the public, which keeps activities affordable; teenage residents were particularly pleased to have a place to go that didn't require spending money. Events include public markets, festivals, rallies, concerts and dance parties, and public art installations. For-profit as well as nonprofit businesses are encouraged

to give back through community events (for instance, the cinema, when developed, would be strongly encouraged to provide space for local film festivals). SFRCC indicated that the public spaces are fully booked for events during the high season, and those events are well attended. A list of recent public events provided by SFRCC includes markets, arts programs, musical and theater performances, walk-a-thons and rallies. The site visit team was able to observe two of the Railyard's regular events: a monthly Friday night arts walk that is an open house for the arts and cultural facilities in the Railyard; and the Saturday Farmers' Market.

The site visit team saw the project at night during the Friday night art walk, which provided a sufficient level of traffic for the area to feel populated in the evening. The 6:30 commuter rail departure also drew pedestrians through the site. Public ways and areas around the buildings are sufficiently (but not always brightly) lit, and the area generally feels safe in the main public spaces and along the main streets. The western side of buildings to the west of the rail line was a little darker and felt more deserted; lighting, buildings and activity are definitely oriented to the Railyard Plaza and Alameda. A restaurant next to the Railyard Plaza was fully occupied with patrons waiting to be seated. The team also observed an evening event at Warehouse 21, which drew a crowd of 20-30 young people.

The site visit team did not observe the park in much use, due to the winter season and to weather conditions. There were volunteers and youth program participants maintaining the plantings, and a few



Photos: Santa Fe New Mexican

“Volunteers and participants in Railyard Stewards programs stated that the Park is well used in season, for events, casual use, and a variety of job training, community service and education programs.”

residents taking a stroll. There were also two or three homeless men in and around the park; City of Santa Fe park staff note that homeless residents are welcome to use the park, but they have had fighting and other disturbances. Interviews with volunteers and participants in Railyard Stewards programs stated that the Park is well used in season, for events, casual use, and a variety of job training, community service and education programs.

Transportation

It is not difficult to reach the rail depot on foot, as the Alameda along the rail line provides a safe pedestrian zone. It is an ongoing challenge to manage pedestrian behavior next to the rail line (vehicles are also an issue, as some community members were accustomed to driving and parking in the rail right-of-way before redevelopment). Specific areas for rail crossings are provided at Alcañdesa Street, at the midpoint of the shade structure, at Paseo de Peralta, and at two additional points along the Alameda south of Paseo de Peralta. The intersection of the rail line at Paseo de Peralta is a difficult crossing for both pedestrians (crossing the street) and cars (crossing the rail and accommodating pedestrians). It is easy, however, to make the transfer from the commuter rail to the bus services that stop on Montezuma Avenue near the pocket park.

The parking strategy of the Master Plan is to disperse spaces among scattered sites throughout the development, with some strips of parking spaces along various streets and only a few concentrated areas of surface parking. The goal is to keep the Railyard accessible for and oriented toward pedestrians rather than cars. The largest surface parking lot has 165 spaces; 400 of the 900 parking spaces in the North Railyard are in the underground parking garage.

Despite the goal of minimizing vehicular presence, parking was a repeated complaint of residents and site tenants. Some commenters felt that the main parking lot was too far from activities or difficult to find; others were uncomfortable with underground parking. Technical issues contributed to some of the frustration; pay-and-display machines initially installed throughout the project did not work well and are being replaced with meters. There is also a perception that parking is more expensive in the Railyard than downtown; however, SFRCC and City officials ensure there is equal parity between the two areas on parking and event fees.

LEADERSHIP AND ORGANIZATION

The initial concept of the community was to have ongoing operations and management of the Railyard include both City and citizen representation, with the idea that a purposeful tension would lead to a healthier and more democratic urban environment over time.

The primary leadership for the Railyards has always been the City of Santa Fe, the non-profit and modest Trust for Public Land, and the citizens of Santa Fe. These three entities have participated for over 25 years together to conceive, design, finance, construct, and manage the 50 acres of the Railyard. Still to this day, TPL and the City act as grantor and grantee for the perpetual conservation easement for the public spaces. The City chose a citizen organization, SFRCC, to manage the Railyard for the City. And TPL is in the contract implementation phase of transferring the perpetual easement to the Citizen co-partners of the Railyard Stewards and the Santa Fe Conservation Trust, in continuing partnership with the City of Santa Fe.

The City provides full staff support through all of its departments to the Railyards, including police, parks, fire, parking, streets, utilities, public works, community services, financial, and the great commitment of weekly participation by the City Manager and Department Heads.

The two key organizations that evolved from the citizen process were the Santa Fe Railyard Community Corporation (SFRCC) and the Railyard Stewards. SFRCC acts as the City's manager of the 37 acres of mixed-use development in the Railyard, including all tenant leases, building construction, and event planning. The Railyard Stewards share with the City the primary responsibility for enhanced maintenance of the landscape features in the Railyard Park, as well as community engagement and education around its use. The two organizations partner together on the use and future planning for the site. In addition, the City of Santa Fe continues to play the lead role as the landowner of the site and through its Parks Department, works with the Railyard Stewards on park maintenance.

FINANCES

Capital Program

The City and SFRCC place the total value of the Railyard redevelopment at \$137 million dollars, including an estimated \$70 million to date in private investment by Railyard tenants on construction and building improvements. Of the remaining \$67 million in public funds, its sources and uses were as follows:

- \$21 million (in 1995 dollars) for acquisition of the site from Catellus, financed by a City bond issue. The bond was repaid primarily through a 1/16 cent gross receipts tax; approximately \$3 million of SFRCC's rent to the City through 2024 will also be counted toward repayment.

- \$14 million for construction of the underground parking garage, also financed by a City bond. The bond was originally to be repaid through parking revenues; since revenue has fallen short of expectations, the 1/16 cent gross receipts tax has been directed toward this debt service since July 2010.
- \$14 million for infrastructure costs, borrowed by the City from the New Mexico Finance Authority. These loans are being repaid through SFRCC's rent to the City, and will be fully repaid by 2027.
- \$3 million in offsite improvements paid by the City of Santa Fe through a capital improvement general obligation bond.
- \$2 million in archaeology and environmental work paid by the City of Santa Fe from its general fund.
- There has also been a great deal of financial commitment by the non-profit Trust for Public Land over the last 26 year. Their financial contribution is detailed below.

The estimated project cost for construction of the Railyard Park, Railyard Plaza and Alameda has a budget of \$13.5 million with \$12.8 million spent to date: \$400,000 for planning, \$1.1 million for design and engineering, \$10.5 million for construction, and \$1.5 million for administrative costs. Of that, the Trust for Public Land has raised to date \$12.8 million from the following sources:

- \$3.1 million in state legislative appropriations;
- \$2.4 million from federal transportation funds;
- \$1.3 million from City capital improvement bonds;
- \$600,000 from City and County gross receipts taxes;
- \$2.3 million in a private gift from the Santa Fe Southern Railway; and
- \$3.1 million in private fundraising.

Due to the current nationwide economic depression, TPL and the Railyard Stewards have chosen to wait for a future date to raise funds for the remaining aspects of the project budget, such as additional landscape trees, additional tot features, signage for the Park and administrative endowment support for the Stewards.

Operating Costs

SFRCC has an operating budget of approximately \$1.4 million, all of which is generated through the City of Santa Fe for the Railyard. Almost all of their income is generated from tenant leases, including fees for maintenance of common areas; about \$60,000 is generated in event license fees. Major expense categories include land debt service through the year 2012 (\$700,000), payroll (\$320,000), and maintenance and repairs (\$130,000).

An important part of SFRCC's operations is its management of the ground leases for all tenants. In an arrangement unusual for a major development parcel, the City of Santa Fe retains ownership of all land in the Railyard (including the 13 acres controlled by the con-



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servation easement held by TPL). On the development parcels in both the North Railyard and the Baca District, developers are given a long-term ground lease; the initial lease is typically 50 years, but with renewal options it can be as long as 90 years for some tenants who had existing businesses in the rail yard area (both for profit and nonprofit). Developers own the buildings they erect on their lots, and the leases also outline their responsibilities as far as maintenance of their parcel and adjacent public ways. All nonresidential subtenants and/or assignees of the tenants must be approved by SFRCC in accordance with the provisions of the Mater Plan. This will allow SFRCC to continue focusing on local business versus national retailers.

The Railyard Stewards have an operating budget of approximately \$146,000, the vast majority of which goes toward permanent and contract staff who run the Railyard's programs (including a full-time Executive Director and a contract Horticultural Director). Of their revenue, \$95,000 is raised through corporate, foundation and individual contributions, and \$51,000 comes from program revenue, 1/2 of which is from their contract with the City of Santa Fe for enhanced maintenance of the Railyard Park.

PARTNERSHIPS AND COMMUNITY ENGAGEMENT

Intergovernmental Partnerships

The Railyard redevelopment required coordination among local, state and federal agencies, not only for funding but also for planning, construction and ongoing operations. Key interactions included federal and state support of the project through transportation funding; financing arrangements between the New Mexico Finance Authority and the City of Santa Fe; and the partnership with the Mid-Regional Council of Governments, the City of Santa Fe and SFRCC to make active rail operations and bus connections work for the Railyard.

Multi-Sector Partnerships

The Rail Runner service illustrates another of the many multi-sector partnerships among government, nonprofits and private businesses that were instrumental in bringing the Railyard to fruition. The partnership between TPL and the City of Santa Fe to acquire the property from Catellus made the Railyard possible; this partnership continued throughout the entire planning and design process. When SFRCC and the Railyard Stewards were formed to handle various parts of Railyard development and operations respectively, they also became partners with the City. Finally, SFRCC and private business tenants work together to maintain and activate the buildings and spaces throughout the Railyard.

“Volunteers help to monitor and care for plantings; tend community gardens; and support youth work projects and community events.”

Developers in the Railyard appreciated the partnership with SFRCC but also mentioned that the multiple levels of government, nonprofit and private interaction can be difficult to navigate. As an example, although a City department would normally handle permitting for development in Santa Fe, the State of New Mexico handles development permitting on City-owned land. For early developers on the site, the State and City had not fully worked out the details of the process, and SFRCC was essential in identifying the right agencies to work with on particular issues.

Community Leadership, Engagement and Involvement

Citizen advocates have been a driving force behind the Railyard project from start to finish. Beginning with their initiation of the project, as well as their activism to defeat the Catellus development plan, citizen leadership and engagement have spearheaded the creation of a new vision for the rail yard area. Citizens were central to the planning for the land acquisition and created the community planning process that culminated with the City, TPL and AIA R/UDAT, and leaders like Mayor Jaramillo were strong advocates for the importance of community engagement.



After the initial community planning phase, citizens created SFRCC and the Railyard Stewards to develop rail yard area Master plans to assist with development and management. Citizens continued to be engaged by the City of Santa Fe and TPL in the Master Plan process and the design competition for the Railyard’s public spaces, as well as initiating the Public Policies and Procedures for the Railyard, which were adopted legislatively by the City Council. TPL’s Railyard Advisory Committee evolved into the Railyard Stewards, who have continued the tradition of extensive community engagement by bringing in volunteers to help manage the horticultural care of the Railyard Park. Volunteers help to monitor and care for plantings; tend community gardens; and support youth work projects and community events. Youth and adult community members also participate in a variety of educational and training programs. Beyond the Railyard volunteer programs, community engagement is mostly through events and use of the Railyard as visitors and consumers. Board members of both organizations are volunteers and are not

compensated for their time. Community members also serve on the boards of SFRCC and the Railyard Stewards, maintaining a community presence in the operations and management of the project.

Despite the active involvement of many community members and Santa Fe-based design and planning consultants, some groups of community members feel that the end result of the Railyard project does not adequately reflect the community goals outlined in the initial Community Plan. One of the main critiques has to do with the Railyard's affordability for potential users and potential tenants. Although the Railyard hosts many free public events throughout the year, a perception persists among some residents that the high-end art galleries and higher-priced restaurants are oriented more to tourists than locals. A few interviewees also noted that leases in both sections of the Railyard can be prohibitive for small start-up businesses and are more appropriate for established entities, eliminating the low-rent incubator space for which the rail yard was previously known and conceived as.

FUTURE PLANNING AND SUSTAINABILITY

Future Development Plans

SFRCC's future development plans focus largely on the full lease-out and build-out of remaining parcels in the North Railyard and Baca District. Major planned projects in the North Railyard include the cinema next to Market Station and the parcel next to the Art-yard Lofts. In the Baca District, a few housing projects are underway, and additional ones are proposed. Tenants such as the Farmers Market Institute and the developers of Market Station are also hoping for improved economic conditions in order to fully lease their buildings.

Multiple interviewees remarked that the national economic downturn stalled development in the Railyard just as it opened in October 2008, but most remained optimistic about a recovery. According to comments by SFRCC and Railyard developers, local businesses in the Railyard are holding their own. The entire project is 86% leased from SFRCC's point of view, with more parcels available in the Baca District than the North Railyard. Building managers with subtenant spaces, such as Railyard Company LLC or the Farmers Market Institute, report being 30-45% leased. Most interviewees attributed leasing or development delays to the overall economic situation rather than the specific mix of local to national businesses.

The Railyard Park is still maturing as far as its plantings; recent construction has now provided restroom facilities, office space and a

community meeting room in two buildings just north of the performance green. Beyond some signage and the construction of the building trellis, the Facilities park construction is almost complete. Additional landscape plantings will continue into the future.

Financial Sustainability

SFRCC has a strong income stream as the City's developer and manager of the project, and this income has remained stable despite the wider economic conditions. SFRCC currently has two financial arrangements with the city. In the first relationship, the city reimbursed SFRCC for approximately \$8 million spent by SFRCC to perform work related to the project; no reimbursement was paid initially for staff time, and administration. In the last year, however, the city has paid SFRCC a small stipend for administrative costs—only \$65,000 on \$8 million of work over 5 years, as opposed to a standard 5% or \$400,000. In the second relationship, SFRCC pays rent to the city for master leasing all of the land, except for the park. This income will compensate the city for expenses incurred in infrastructure development for the project. Their budget includes appropriate coverage for debt service, maintenance, and routine operations.

The Railyard Stewards face more financial challenges, and because they raise 2/3 of their revenue from corporate and individual donors, their income is not yet as stable. Their contract with the City of Santa Fe is also new; the City did not provide funding support in



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the first year of the Stewards' operations. The Stewards do not yet benefit from SFRCC's financial arrangements with the City of Santa Fe, though they are currently in negotiations with the City to institutionalize City financial support. Both Stewards' staff and board members are aware of the need to find stable revenue streams and are pursuing support from organizations and individuals with local ties and interest in their mission.

It is also important to note that after the acquisition in 1995, the city wide community design process ran pro formas to weigh the revenue from different levels of development density against the obligation to pay a reasonable percentage of the acquisition debt. If the community had chosen more density, the increased revenue could have gone to pay a higher percentage of the debt and/or toward a fund for the park design, construction and maintenance. At the chosen development density, the city would not be able to fund the park but was able to pay off the acquisition debt in 2010.

Play area for toddlers, with scent garden nearby

The financial tension the SFRCC has always dealt with is how to redevelop the Railyard as a community asset – to keep the old industrial buildings, the legacy tenants, the four community non profits, attract local developers onto long term ground leases – and to generate enough revenue to pay the acquisition debt and then the infrastructure debt. The legacy tenants and non profits have substantially below market ground lease rates because their presence was seen as the “good bones” on which to build the infill sites. It is a very tight fit, especially during the last few years as the SFRCC has had to restructure several leases and adjust their payments to the city.

Financially, SFRCC is a pass-through, collecting revenues from ground leases, licenses agreements and events fees, deducting our operating expenses and forwarding the balance to the city. All the revenue from the developments on the Railyard is dedicated to the repayment of those debts for another 15 years. Then there will be significant, unencumbered revenue in perpetuity, half of which must be given to the city general fund and half to be spent on the Railyard. This reflects the city’s capacity to acquire long term financing to pay for long term public benefits. The fact that the Trust for Public Land stepped up to raise the money for the design and construction of the park, alameda and plaza is described by SFRCC leadership as, “the only way it would have gotten done at that time and we are eternally grateful.”

Operational Sustainability

The multiple partnerships for maintenance and operations of the Railyard are complex, but effective. The City, TPL, SFRCC and the Railyard Stewards all reported a high level of satisfaction with their working relationships and a commitment to ongoing collaboration with each other. The organizations continue to work out operational details such as parking, event management, and encouraging program collaborations among tenants.

Public space maintenance responsibilities are shared among the City of Santa Fe, SFRCC, Railyard Stewards and tenants. A map of jurisdiction areas clearly indicates the bounds of each entity’s maintenance duties. In general, the City is responsible for maintenance of streets, the conservation easement, and most parking lots, the Railyard Stewards horticultural maintenance; SFRCC is responsible for perimeter areas around and islands within parking lots; and tenants are responsible for their lots and the sidewalks immediately adjacent. As far as use of the public space for events and tenant activities, this is primarily coordinated by SFRCC staff with support of City and Railyard Stewards staff. The organizations work together on policies, scheduling and logistics; however, SFRCC is responsible for handling event fees.

The Railyard Stewards are defining the financial challenges affecting their planning for programs and operations. The funding from the City this year supported the Executive Director position full-time, and they were able to grow participation in their programs by more



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than 300%. The Railyard Stewards is a volunteer-reliant organization. They currently have a very strong and active base of volunteers assisting with Park maintenance and educational programs; however, their capacity will vary with the depth and commitment of that volunteer pool.

PROJECT IMPACTS

Conservation and Preservation

- The Railyard redevelopment enabled the City of Santa Fe and its citizens to retain control over the largest development area in the downtown, conserving a significant portion of the area as public open space.
- The project preserves an important aspect of Santa Fe's architectural and economic history that might otherwise have been eliminated in favor of Santa Fe style architectural revisionism for the sake of tourism.

- The project reclaimed an important area of the city that had fallen into decline, and restored it as a center of social, cultural and economic activity.

Community Engagement and Capacity-Building

- The community planning process helped a city that tends to focus more on its past than its future to establish an important part of its vision for ongoing development.
- The project illustrated that citizens, government agencies at all levels, nonprofit and community-based organizations, and private businesses – partner well together to bring a community vision to fruition.
- The leadership and involvement of Santa Fe residents both during the planning process and after the project's completion demonstrated citizens' ability to successfully mobilize around shared priorities and values even when they disagreed over how much or how little was developed

Civic, Social and Cultural Space

- The project created new space in the city for civic, cultural and social events that are free and open to the public, establishing a new center for cultural activity.
- The Railyard's focus on accessible community space allows a diverse mix of Santa Fe citizens to meet and interact with one another through events and casual use.

Transportation

- Although the Rail Runner will not replace regional vehicle traffic, managers from the Mid-Regional Council of Governments reported that the commuter rail has reduced congestion pressure and pulled some cars off the road.
- The Rail Runner provides a viable transportation alternative that can be part of a long-term culture change toward more use of public transit.



Assessing Project Success

SUCCESS IN MEETING PROJECT GOALS

- *To become a community asset that emphasizes local artists, local businesses and local cultures.*

The Railroad project's commitment to be a community asset, not a development project, emphasizing local artists, local businesses and local cultures, has proven to be successful, though continually difficult in this hard national economic downturn. The citizens are pleased the property was preserved for their long term goals.

- *To preserve the history and continuing use of the Railyard as a transportation center.*

The project planning and development team, the New Mexico Department of Transportation and the Mid-Regional Council of Governments (MRCOG) all viewed development of the Railyard and the restoration of passenger rail service to Santa Fe as mutually dependent; the groups worked to ensure that the Railyard and the Rail Runner service would function well together. Although the Railyard no longer serves as a freight transportation center, it is a growing passenger and excursion hub.

- *To focus on economic development opportunities for local businesses whose interest and investments would remain in Santa Fe.*

The priority given to local businesses in leasing clearly illustrates the Railyard's focus on opportunities for local business. SFRCC has had to manage community expectations in this regard; although the North Railyard may be less expensive than the Plaza or other downtown areas, it is not the same kind of highly affordable, largely unimproved space that businesses could find in the rail yard prior to redevelopment. The Baca District offers more affordability than the North Railyard, but is still primarily accessible to established small businesses rather than start-ups.

- *To ensure that existing community-based nonprofits could remain in the Railyard through rent reduction.*

The four primary nonprofit tenants – SITE Santa Fe, Warehouse 21, the Farmers Market Institute, and El Museo Cultural, and the fifth for profit SFSR is struggling to remain on the Railyard, though all are still on-site in new or renovated space. See section in main text for ongoing opportunities and challenges.

- *To respect and maintain the vitality of the deeply-rooted neighborhood by keeping development consistent with the historical context and industrial architectural character of the site.*

The design guidelines in the Master Plan outline in detail the types of architectural and landscape elements (forms, materials, equipment) that are permitted to maintain consistency with both the surrounding neighborhood and the particular character of the Railyard. While

not all buildings are aesthetically pleasing, new buildings and building renovations are consistent with the architectural character and respectful of the scale of the neighborhood.

- *To provide affordable activities for the community in beautiful, welcoming public spaces that offered social vitality, healthful activity, and vibrant artistic elements.*

The conservation easement requires that public events in park spaces be free and open to the public, which keeps activities affordable, and for-profit as well as nonprofit businesses are encouraged to give back through community events (for instance, the cinema, when developed, would be asked to provide space for local film festivals). The public spaces are well-maintained and attractive, although much of the landscaping is not yet mature. It was difficult to fully judge social vitality during our visit due to winter weather conditions; however, the site was active during planned events, and consistently if sometimes lightly used at other times. SFRCC indicated that the space is fully booked for events during the high season, and those events are well attended. See main narrative for additional details of programming and activity.

- *To create a sustainable park appropriate for New Mexico's arid high desert climate.*

In the Railyard Park and other public spaces, plantings are often selected to be drought-resistant or drought-tolerant, and to require some regular but limited irrigation. Plantings are not exclusively native, but are all intended to be climate-appropriate. The Railyard

Park uses traditional New Mexico irrigation systems such as the Acequias in combination with drip irrigation to support efficient and effective plant maintenance. The Railyard also collects rainwater from building roofs for storage in the water tower.

The process and final project are responsive to the vast majority of community concerns that prompted the rejection of the Catellus plan and were expressed throughout the community planning process. The development relates to the architectural heritage of Santa Fe, and the architectural character of the Railyard was maintained while allowing for compatible new development. The presence of a working commuter rail as well as the excursion trains keeps the transportation aspect of the site oriented toward the daily needs of residents and workers.

The project has provided an important place for community social, cultural and economic life. SFRCC and its tenants appear to be managing the economic downturn prudently, if not as successfully as they would like. Although we did not see the project in full use or bloom, it is a well-used, well-designed, and well-cared for community-based development.

SELECTION COMMITTEE COMMENTS

The Committee noted that Santa Fe Railyard Redevelopment offers Santa Fe an ambitious and well scaled project, defining new roles and relationships for the city, incorporating aggressive public engagement and ultimately, broad public ownership of the project by the community. The project announces what could well become a national resurgence in rail and multi modal transportation, and it offers an armature for what is becoming a significant addition to the public realm of the city.

They also credited The Trust for Public Land, whose conservation easement was a critical part of the land acquisition in the project and was well received as an urban intervention by the city and the non-profit organization. However, the resulting park design was the subject of mixed reviews by the Committee. Several members felt the park itself was not well integrated into the fabric of the redevelopment. The linear ramada in the park, for example, doesn't appear to serve as either a destination or a route that connects key project elements. Some Committee members felt there was confusion between the typology of a large urban park, and the redevelopment of the Railyard.

The committee also debated the relative merits of the lack of a defined edge to the development, concluding that the porous edge was successful and much preferred to any gateway conditions that might have been devised. Overall the consensus was that the effort is still a work in process and the organic nature of its evolution is both readable and convincing. The Committee was impressed with what they described as the civic and cultural consciousness of the project.

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