



MCKINLEY COUNTY, NEW MEXICO

Comprehensive Plan Update



McKinley County, New Mexico Comprehensive Plan

THE '360/365' PLAN is taking a "360 Degrees/365 Days" approach to catalyzing prosperity for families and communities in McKinley County.

- Plan:** Asset-based approach to creating livable communities
- Collaborate:** Bringing people & ideas together in a creative partnership and working networks.
- Catalyze:** Working hard and being accountable for prosperity.

Final Plan – September 2012

*Produced by the Northwest New Mexico Council of Governments
Funded by HUD Community Development Block Grant*

P R E F A C E

This document presents an update of the **McKinley County Comprehensive Plan**, previously updated in 2003 (Phase I) and 2005 (Phase II). The objective is a Plan that is easy to understand and use, as well as up-to-date relative to past Comprehensive Plans, Census 2010 statistics, neighboring tribal and other sub-regional plans, and land-use-related regulations. The State of New Mexico requires local governments to update their Comprehensive Plans every five years, which among other things serves as a prerequisite for eligibility to receive future Community Development Block Grant (CDBG) funding.

This Comprehensive Plan update includes an integration of local and regional plans, updated socioeconomic and demographic data, updated content, inter-jurisdictional coordination, and research on zoning and development standards. It will be essential, going forward, to further engage County stakeholders in an updated Implementation Plan, as well as a Strategic Investment Plan targeted to selected County hub zones.

The Northwest New Mexico Council of Governments provided both a technical and an administrative role in producing this update, as reflected in the following scope of work:

FUNCTIONS & TASKS	DETAILS
FUNCTION 1 <u>INTEGRATION PIECE</u>	
<i>Task 1.1</i> BACKGROUND	Background Materials Collection.
<i>Task 1.2</i> LITERATURE REVIEW	Review of Current Comprehensive Plan & Other Plans.
<i>Task 1.3</i> INTEGRATION	Integration strategy.
<i>Task 1.4</i> PLAN REVIEW	Review Process & Oversight
FUNCTION 2 <u>DEMOGRAPHIC UPDATE</u>	
<i>Task 2.1</i> DEMOGRAPHICS	Update socioeconomic & demographic data.
FUNCTION 3 <u>ELEMENTS UPDATE</u>	
<i>Task 3.1</i> ELEMENTS	Update strategic information on each Element in the Plan.
FUNCTION 4 <u>LAND USE UPDATE</u>	
<i>Task 4.1</i> LAND USE	Update Land Use Issues and Recommendations.
Function 5 <u>IMPLEMENTATION PLAN</u>	
<i>Task 5.1</i> IMPLEMENTATION	Implementation Strategy.
Function 6 <u>PUBLIC INVOLVEMENT PLAN</u>	
<i>Task 6.1</i> PUBLIC INVOLVEMENT	Public Participation Plan.

OVERVIEW

Background. Soon after the onset of the recent national/global recession, citizens and leaders in the Four Corners region of northwestern New Mexico identified “greater inter-governmental relations and coordination” on issues of prosperity and livable communities as the most important focus. Working together across jurisdictions for the common good is an important first step in advancing communities, families, and individuals. A new paradigm of cooperation must be grounded in respect and forged to combat multi-generational poverty and foster prosperity in a global economy. This cooperation must be developed at the community level and supported by local governments. McKinley County has tremendous need for basic infrastructure, which will take a high level of inter-governmental partnership and coordination. The County government itself can play an important role as a natural convener – linking communities together with a roundtable of governmental entities and nonprofit organizations to advance prioritized projects, all aimed at advancing prosperity and building livable communities.

The purpose of this Plan is to oversee and create a common platform for stakeholders and communities, as well as units of governments, including McKinley County. Development of the Plan is aimed to comprehensively integrate and weave together the region’s many existing planning documents in a comprehensive and holistic guide for regional sustainable development.

THE '360/365' PLAN. This Plan is meant to help provide guiding principles and actions that will guide a long-term planning horizon but take a “360 Degrees/365 Days” approach to catalyzing prosperity for families and communities in McKinley County. The focus of this Plan is three-fold in terms of implementation:

- **Plan:** Taking an asset-based approach to creating livable communities;
- **Collaborate:** Bringing people & ideas together in a creative partnership and working networks; and
- **Catalyze:** Working hard, moving projects and being accountable for prosperity.

Other key principles include:

Creating a “Living” Document. The Plan and the strategies and projects included within it will be a “living” document, and not “another plan that sits on the shelf,” outdated after just a few years. It will serve as a focal point or blueprint for the region’s public and private citizens, communities, organizations, and stakeholders as the County changes and grows together. The Plan will be a flexible tool designed to be modified, changing with the opportunities, needs and progress of the region over time. It will regularly and perpetually integrate the local preferences and priorities and reflect Livability Principles with housing, transportation and other infrastructure needs while helping to maximize balanced land use for the land that preserves our people.

Public Input. The Plan is based on numerous, strong, and current plans and strategies (both regionally and/or locally) in the areas of transportation, housing, land use, economic development, conservation and more. The integration of these plans assumes the notion that they were created with public input and community involvement. Also, with the update of this Plan, it is highly recommended that it is taken through unprecedented community input throughout the County. It should include previously unparalleled transparency through the use of a multi-faceted public involvement plan blending both traditional outreach (such as charrettes and community forums) and modern outreach (such as graphic facilitation, social networking and other media outlets). This integrated outreach approach is needed in order to serve the County’s diverse but interrelated rural and urban high desert communities.

Guidance, Not Regulation. The Plan provides guidance for natural resources preservation, construction quality, positive community appearance, economic development, job creation and much more. County needs are addressed in recommendations and suggested action steps. Planning directions are intended as guidelines, not as enforceable rules. Whereas the City of Gallup enforces zoning laws suitable for that municipality's more urbanized character, the vast lands in the remainder of the County do not require detailed land use regulations. McKinley County does apply sound and common sense principles of land management through its subdivision regulations. The McKinley County Smart Growth Commission was established in the Comprehensive Plan (2005 update) to act as an advisory body to work with and oversee application of the Comprehensive Plan, providing a mechanism for supporting planning goals and objectives without imposing additional legal requirements.

County Staff Involvement and Goal Integration. The Plan must be tied to day-to-day activities of County staff and have their buy-in. Without this, the Plan is doomed to fail. From its title, the 360/365 PLAN needs daily focus, attention, and action. The Plan provides overall guidance, policy, and strategies, but it only gets implemented "in the trenches." County staff must self-identify as coordinators for projects, programs, and activities that uplift the County and bring parties for together. The Plan must be robustly tied to 5-year Infrastructure Capital Improvement Plans (ICIP) and annual Department goals, work programs, budgets, and performance metrics. The County Manager will need to educate and empower staff to help communicate and connect to the 360-degree vision and 365-day work program.

The Implementation Plan is the responsibility of all County staff and stakeholders. With assistance by the Council of Governments, County staff will serve as a clearinghouse for evaluating accomplishments, shortfalls or changes of direction in the implementation process. Local and tribal governments, civic organizations and interested citizens are encouraged to provide input regarding the document's effectiveness in addressing problems and exploring opportunities.

Planning Assumptions. Drawing on assistance from consultants, the Council of Governments and others, McKinley County has conducted numerous planning exercises over the years. In general, these plans addressed a specific function, such as water resources or economic development. The City of Gallup and Navajo Chapters, as well as other County communities, have created their own approaches for land use, transportation, infrastructure and many of the other subject areas covered in this Comprehensive Plan.

The County-wide planning process creates an opportunity to recognize existing information or programs, and related interests (infrastructure, water resources, fiscal planning) can be tied together through cross-referencing and integration within the multi-faceted Comprehensive Plan.

The basic principle of cooperation helps to define relationships – jurisdictional, public/private and others. The Comprehensive Plan provides a broad overview 'umbrella' for considering citizens' visions and needs, as well as subjects of interest to all County residents. The Plan seeks to organize background information, analyses and implementation actions in ways that may achieve public aspirations.

The Plan is informational and advisory in nature. The County moreover understands that the Plan does not countervene or presume upon native nation sovereignty in the governance of tribal lands, nor do they trump authorities established for the City of Gallup and the State of New Mexico. The Plan may nevertheless provide a useful reference for inter-jurisdictional cooperation.

McKinley County requires a coordinated response to address problems and take advantage of opportunities County-wide. Job creation, water security and housing construction are examples of programs that could have far-reaching benefits. The McKinley Community Health Alliance and the Mariposa Domestic Water Alliance demonstrate innovative local efforts to share information and work toward collaborative solutions.

STATE OF NEW MEXICO
COUNTY OF MCKINLEY

Resolution No. SEP-12-044

A RESOLUTION TO ADOPT THE "MCKINLEY COUNTY COMPREHENSIVE PLAN UPDATE" DOCUMENT AND SUPPORT ACTIVITIES TO PROLIFERATE ITS IMPLEMENTATION ACTIONS.

WHEREAS, the Board of Commissioners did meet in regular session on September 18, 2012; and,

WHEREAS, the Board of Commissioners recognize that Section 3-19-9 NMSA 1978 addresses the general purpose of the comprehensive plan, and that Section 3-21-5 NMSA 1978 authorizes municipalities and counties to enact regulations, which are to be in accordance with a comprehensive plan.

WHEREAS, the Board of Commissioners further recognize that the McKinley County Comprehensive Plan was adopted in April 2003 and December 2005; and,

WHEREAS, the Board of Commissioners certify that the McKinley County Comprehensive Plan update document was formulated with broad-based support and input from a Planning Committee and that this revision was necessary to create concrete recommendations and implementation tasks from which the Commission could take action; and,

WHEREAS, the Board of Commissioners further certify that the Northwest NM Council of Governments (NWNMCOG) staff presented and updated the Commission regularly on all materials related to the Comprehensive Plan update, and finally, on August 21st the NWNMCOG staff presented the draft plan.

NOW THEREFORE BE IT RESOLVED by the Board of Commissioners of McKinley County to hereby adopt this plan; and,

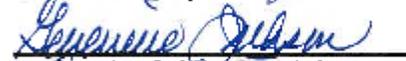
BE IT FURTHER RESOLVED THAT the County of McKinley will continue to work to provide its citizens with an adequate level of services, needed infrastructure, and sound policy on into the future.

PASSED, APPROVED, AND ADOPTED at McKinley County, Gallup, New Mexico, this 18th day of September 2012.

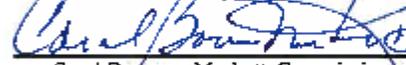
MCKINLEY COUNTY
BOARD OF COMMISSIONERS



David R. Dallago, Jr., Chair



Genevieve Jackson, Commissioner



Carol Boyman-Muskett, Commissioner

ATTEST


Jacquiline Sloan, County Clerk

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I.

INTRODUCTION

The McKinley County Comprehensive Plan establishes a broad framework for inter-jurisdictional respect and cooperation. Its principal purpose is analyzing citizens' resources toward improving quality of life while preserving tradition and natural assets. This Plan builds on the County's prospects through realistic evaluations of its strengths and recognition of the challenges that need to be addressed.

Communication constitutes a key ingredient for Comprehensive Plan success. Public input helps to raise the level of understanding among participants regarding the County's widely varying demographic and physical conditions. This document reports the aspirations of the County's people – with suggested steps for achieving them.

Coordination.

Comprehensive plans serve a coordinating function that cross-references with previous studies, analyses or public policies to present an overview of where the jurisdiction is headed. McKinley County has selected a dozen different subject areas, or Elements, as principal Comprehensive Plan components. These topics (such as Land Use, Economic Development and Water Resources) are interrelated. They must work together for efficient growth management.

Equally important is coordination among McKinley County's many entities (public and private) to avoid conflicts, diseconomies or duplication of effort in preparing for the area's future. The Comprehensive Plan recognizes sovereignty of tribal lands, property rights of individual citizens, municipal adopted plans and regulations as well as unincorporated communities' residents' preferences. A central premise of McKinley County's Plan is promoting improvements that are mutually beneficial -- not attempting to dictate how governments, groups, or individuals should conduct their business.

Ultimately, every resident of McKinley County is a Comprehensive Plan stakeholder. A Comprehensive Plan assists in answering the question: "Where is it written?" By documenting common goals and objectives -- ranging from transportation improvements to expanding local governments' revenue base -- the Plan articulates public policy on behalf of all County residents. Under the auspices of McKinley County and the State of New Mexico, planners from the Northwest New Mexico Council of Governments, with consultants, collaborated in developing this comprehensive statement of County vision for the future.

How to Use this Plan.

The McKinley County Comprehensive Plan is a reference work. It is not meant to be read in one sitting. However, its organization of facts, analyses, recommendations and action strategies is intended to be useful as a guide for decision-making. Elected representatives, residents, business people, property owners and developers are encouraged to observe and rely on the principles expressed in the Comprehensive Plan.

County planning identifies common ground that affects security and quality of life for everyone. Whether he or she resides in an urban area such as Gallup, in a close-knit community (e.g., Zuni, Tohatchi, Crownpoint or Thoreau), or in a spacious, rural setting far from nearest neighbors, a McKinley County resident benefits from facilities, services and opportunities provided for the public.

Legal and Administrative Framework.

State Statutes Overview: The authority of a County to prepare a comprehensive plan is established in the New Mexico statutes. The following discussion presents an overview of the legal framework for “comprehensive” or “master” planning (these terms appear to be used synonymously in the statutes). Selected relevant statutory provisions and state regulations are quoted and discussed. The full statutes and state regulations should be consulted when researching specific questions.

The authority of a County to prepare a comprehensive plan is established in the New Mexico statutes.

General powers of counties and municipalities: The statutes of New Mexico enable the preparation of a comprehensive plan by local governments, including both municipalities and counties. Most of the statutory provisions regarding comprehensive plans are written specifically for municipalities. The following statute grants counties the same authority that municipalities have in many areas, including planning. Section 4-37-1 NMSA 1978 states:

All counties are granted the same powers that are granted municipalities except for those powers that are inconsistent with statutory or constitutional limitations placed on counties. Included in this grant of powers to the counties are those powers necessary and proper to provide for the safety, preserve the health, promote the prosperity and improve the morals, order, comfort and convenience of any County or its inhabitants. The board of County commissioners may make and publish any ordinance to discharge these powers not inconsistent with statutory or constitutional limitations placed on counties.

Purpose of a plan: Section 3-19-9 NMSA 1978 addresses the general purpose of a master plan. Subsection (A) states:

... a municipal planning commission shall prepare and adopt a master plan for the physical development of the municipality and the area within the planning and platting jurisdiction of the municipality which in the planning commission’s judgment bears a relationship to the planning of the municipality.

Subjects the plan may recommend on: Section 3-19-9(B) allows that, in addition to recommendations for the physical development of the municipality and its planning jurisdiction, the master plan may also address:

... streets, bridges, viaducts and parkways; parks and playgrounds; floodways, waterways and waterfront development, airports and other ways, grounds, places and space; public schools, public buildings, and other public property; public utilities and terminals, whether publicly owned or privately owned; community centers and neighborhood units and the replanning of blighted districts and slum areas; and public ways, grounds, places, spaces, building properties, utilities or terminals.

Zoning conformance to plan: The most specific statutory provision relating to counties is Section 3-21-5 NMSA 1978, entitled “Zoning Conformance to Comprehensive Plan.” Subsection (A) states: “The regulations and restrictions of the County or municipal zoning authority are to be in accordance with a comprehensive plan...”

County planning commission formation: Section 4-57-2 NMSA 1978 enables the creation of County planning commissions and describes the power and duties of the commission. The statute does not specify what the recommendations must address; consequently, recommendations may address the subjects of a comprehensive plan. Subsection 4-57-2(B) allows that a County planning commission may:

- (1) make reports and recommendations for the planning and development of the County to any other individual, partnership, firm, public or private corporation, trust estate, political subdivision or agency of the state or another legal entity of their legal representatives, agents or assigns;
- (2) recommend to the administrative and governing officials of the County, programs for public improvements and their financing.

Approval of changes to public property and rights-of-way: Section 3-19-11 NMSA 1978 addresses the legal status of a municipality's master plan, including:

- (A) After a master plan... has been approved and within the area of the master plan... the approval of the planning commission is necessary to construct, widen, narrow, remove, extend, relocate, vacate, abandon, acquire or change the use of any
 - (1) park, street or their public way, ground, place or space;
 - (2) public building or structure; or
 - (3) utility, whether publicly or privately owned.
- (B) The failure of the planning commission to act within sixty-five days after submission of a proposal to it constitutes approval of the proposal unless the proponent agrees to an extension of time. If the planning commission disapproves a proposal, it must state its reasons to the governing body. The governing body may overrule the planning commission and approve the proposal by a two-thirds vote of all its members.

Subdivision regulations' conformance with the plan: The New Mexico Subdivision Act, Section 47-6 NMSA, adopted in 1996, requires counties to regulate subdivisions according to requirements and procedures in the act. An amendment was approved in 2003 requiring counties with subdivision regulations that are stricter than the act to have a comprehensive plan that supports the more stringent requirements. Section 47-6.9 (C) states:

Nothing in the New Mexico Subdivision Act shall be construed to limit the authority of counties to adopt subdivision regulations with requirements that are more stringent than the requirements set forth in the New Mexico Subdivision Act, provided that:

- (1) the County has adopted a comprehensive plan in accordance with Section 3-21-5 NMSA 1978;
- (2) the comprehensive plan contains goals, objectives and policies that identify and explain the need for requirements that are more stringent; and
- (3) the more stringent regulations are specifically identified in the comprehensive plan.

Extraterritorial zoning, planning and subdivision regulations: The statutes allow for a one-mile extraterritorial area for zoning and a three-mile extraterritorial area for planning and platting (subdivision). Section 3-21-2(B) (NMSA 1978) states:

A municipal zoning authority may adopt a zoning ordinance applicable to the territory within the municipal boundaries and, if not within a class A County with a population of more than three hundred thousand persons according to the last federal decennial census, shall have concurrent authority with the County to zone all or any portion of the territory within its extraterritorial zoning jurisdiction that is within...

- (2) one mile of the boundary of any municipality having a population of one thousand five hundred or more but less than twenty thousand persons, provided such territory is not within the boundaries of another municipality...

Section 3-19-5(A) states:

Each municipality shall have planning and platting jurisdiction within its municipal boundary. Except as provided in Subsection B of this section [for cities with over 200,000 persons], the planning and platting jurisdiction of a municipality:

- (1) having a population of twenty-five thousand or more persons includes all territory within five miles of its boundary and not within the boundary of another municipality; or
- (2) having a population of less than twenty-five thousand persons includes all territory within three miles of its boundary and not within the boundary of another municipality.

The City of Gallup, with over 20,000 persons, has a five-mile extraterritorial area, although this does not extend onto Indian lands.

Community Development Block Grant Regulations (CDBG) on Preparation of a Comprehensive Plan

The Local Government Division of the New Mexico Department of Finance & Administration provided a CDBG planning grant in support of this Update of the McKinley County Comprehensive Plan Update. In the state's *Community Development Block Grant Regulations for Small Cities*, Section 2.110.2.11 Eligible Activities/Categories, it is stated:

Grant assistance from the CDBG program must be used for a comprehensive plan, if a community or County does not have a current comprehensive plan (adopted or updated within the last five years) that includes at a minimum the following elements:

- (1) Land use;
- (2) Housing;
- (3) Transportation;
- (4) Infrastructure;
- (5) Economic development;
- (6) Water
- (7) Hazards; and
- (8) Implementation, a compilation of programs and specific actions to be completed in a stated sequence
- (9) Development of additional elements of a comprehensive plan may include but is not limited to:
 - a. Drainage,
 - b. Parks, recreation and open space,
 - c. Tourism,
 - d. Growth management,
 - e. Fiscal impact analysis,
 - f. Intergovernmental cooperation,
 - g. Social Services,
 - h. Historic Preservation, and
 - i. Asset Management Plan

In reviewing and rating CDBG grant applications, as well as in awarding other State grants and appropriations, the State evaluates the consistency between the Comprehensive Plan and the *Infrastructure Capital Improvement Plan (ICIP)*. Under planning criteria for application review and evaluation process, Section 2.110.2.18 (E)(5) describes the criteria used to evaluate consistency:

- (a) Extent to which the applicant has participated in the local Infrastructure Capital Improvements Plan (ICIP) submitted to the Division;
- (b) Ranks the project high on the ICIP list of projects; and references the project, and shows consistency, to the local comprehensive plan.

II. SOCIOECONOMIC PROFILE

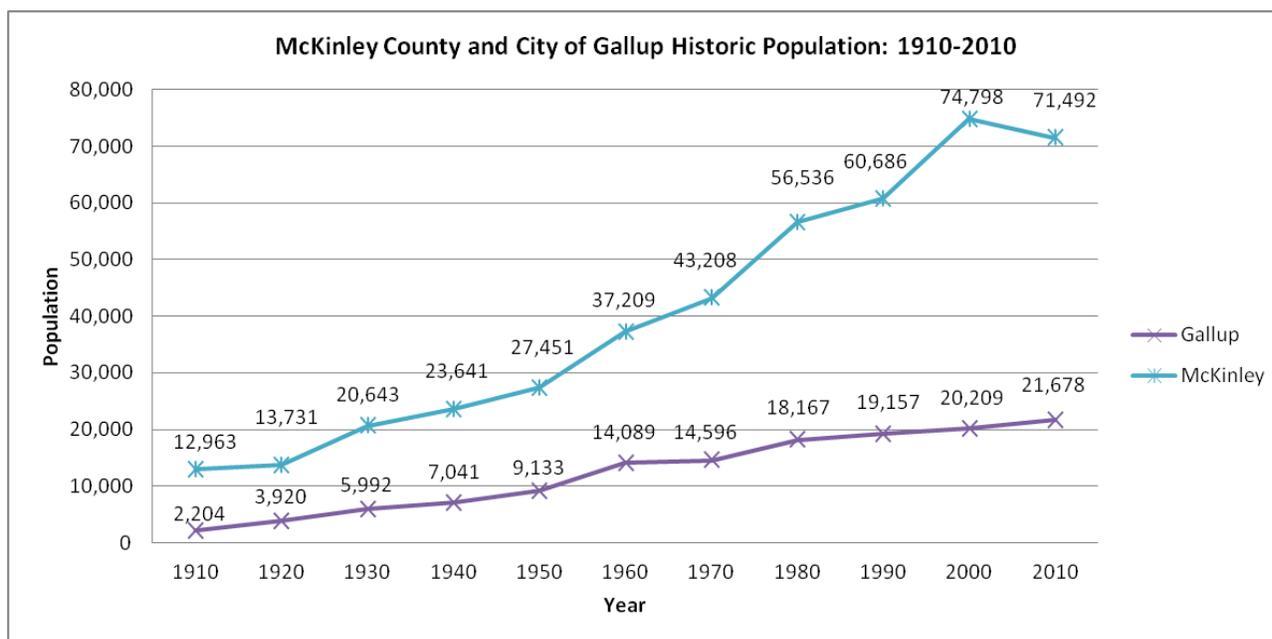
A critical objective of this Plan was to use the 2010 Census data to update the socio-economic section of this plan and compare it to historic trends.

A. Population.

McKinley County had experienced long-term moderate growth. Population grew every decade in both the City of Gallup and McKinley County between 1910 and 2000, as shown in the following figure. However, the 2010 U.S. Census shows there was a decrease in population for McKinley County between 2000 and 2010. The unincorporated area of McKinley County has grown faster than the City of Gallup from 1960 through 2000. Gallup's share of the total County population peaked in 1960 with 38% and declined to 30% by 2010. The unincorporated area's population more than doubled from 23,120 persons in 1960 to 54,589 persons in 2000, but again declined from 2000 to 2010 to 49,814 persons.

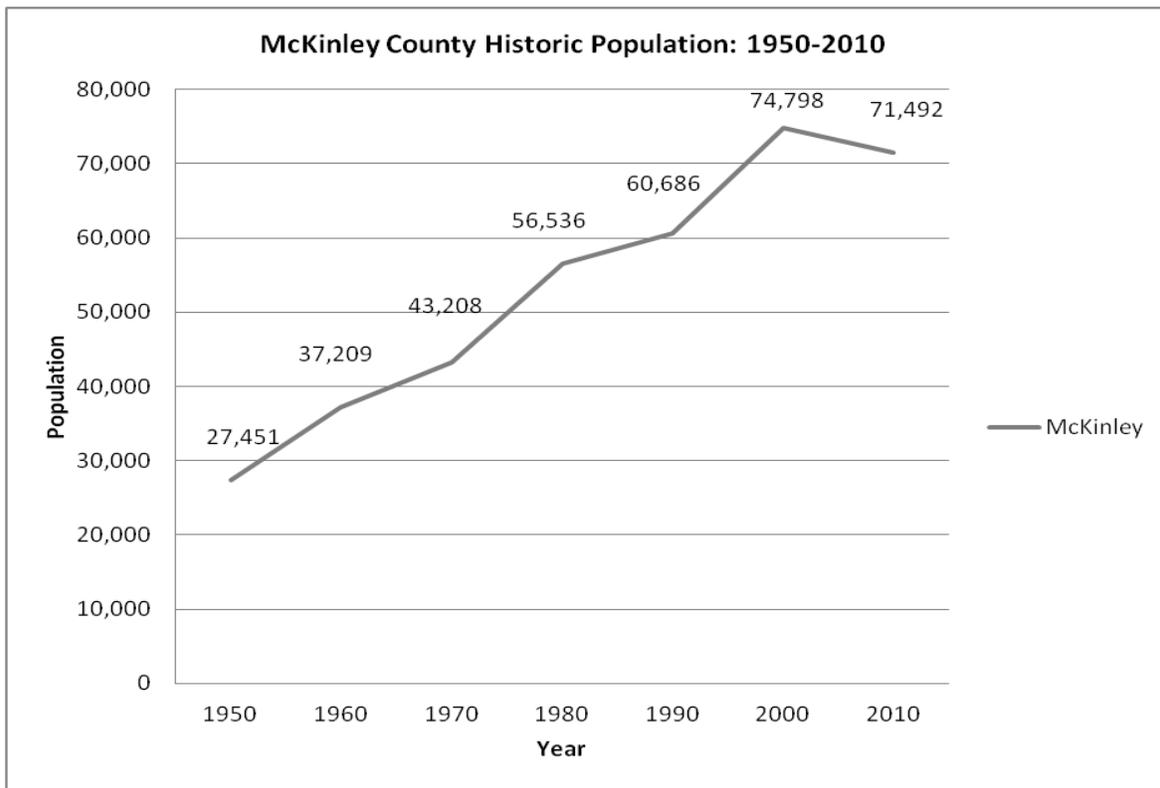
The unincorporated area's population more than doubled between 1960 and 2000.

Figure: County and City of Gallup Population, 1910-2010



Between 1950-2000, the average annual rate of growth in both McKinley County and the state of New Mexico was 2.0%, but, between 2000 and 2010, McKinley County's average annual growth rate was -0.5%. During the last 40 years, McKinley County grew faster than the state in the 1970s and 1990s and slower in the 1980s; however, between 2000 and 2010, the County experienced a decrease in population.

Figure: County Population, 1950-2010



Year	1960	1970	1980	1990	2000	2010
Average Annual Growth Rate	3.1%	1.5%	2.7%	0.7%	2.1%	-0.5%

Population by Subareas.

As shown on the map below and in the following charts, the County has been divided into eight subareas for data analysis.

All subareas of the County grew in the 1990s but declined in the 2000s. The greatest growth in the 1990s (+ 6,500) occurred in the greater “Gallup Metro” area. This subarea was further divided into “Gallup North” (total 2000 population 10,039) and “Gallup South” (8,490). Together, these smaller areas grew by around 3,200 persons between 1990 and 2000. The “Gallup Metro” area immediately surrounding Gallup added 2,169 persons, while the Thoreau subarea added 2,177 persons during that decade.

In the 2000s, only “Crownpoint”, “Ramah”, and “Zuni” Sub-areas grew in population, though only minimally. All other Sub-areas declined in population, with the largest decline in the “Gallup, Outside Metro” area. Overall, there was a negative growth rate of -0.5% for McKinley County. The overall 20-year trend is starting to showcase outmigration patterns.

Most Native American communities in McKinley County grew between 1990 and 2000, but decreased from 2000 to 2010. Of 29 Navajo Chapters with land mainly in the County, 23 lost population. Chapters with minimal growth were Churchrock, Crownpoint, Rock Springs, Mexican Springs, and Thoreau. It should be noted that the U.S. Census Bureau, working with the Navajo Nation, focused on improving the accuracy of the Native American count in the 2000 Census, although most observers acknowledge that problems continue to persist. Migration has been a particularly difficult variable to understand.

Figure: Map of McKinley County Subareas

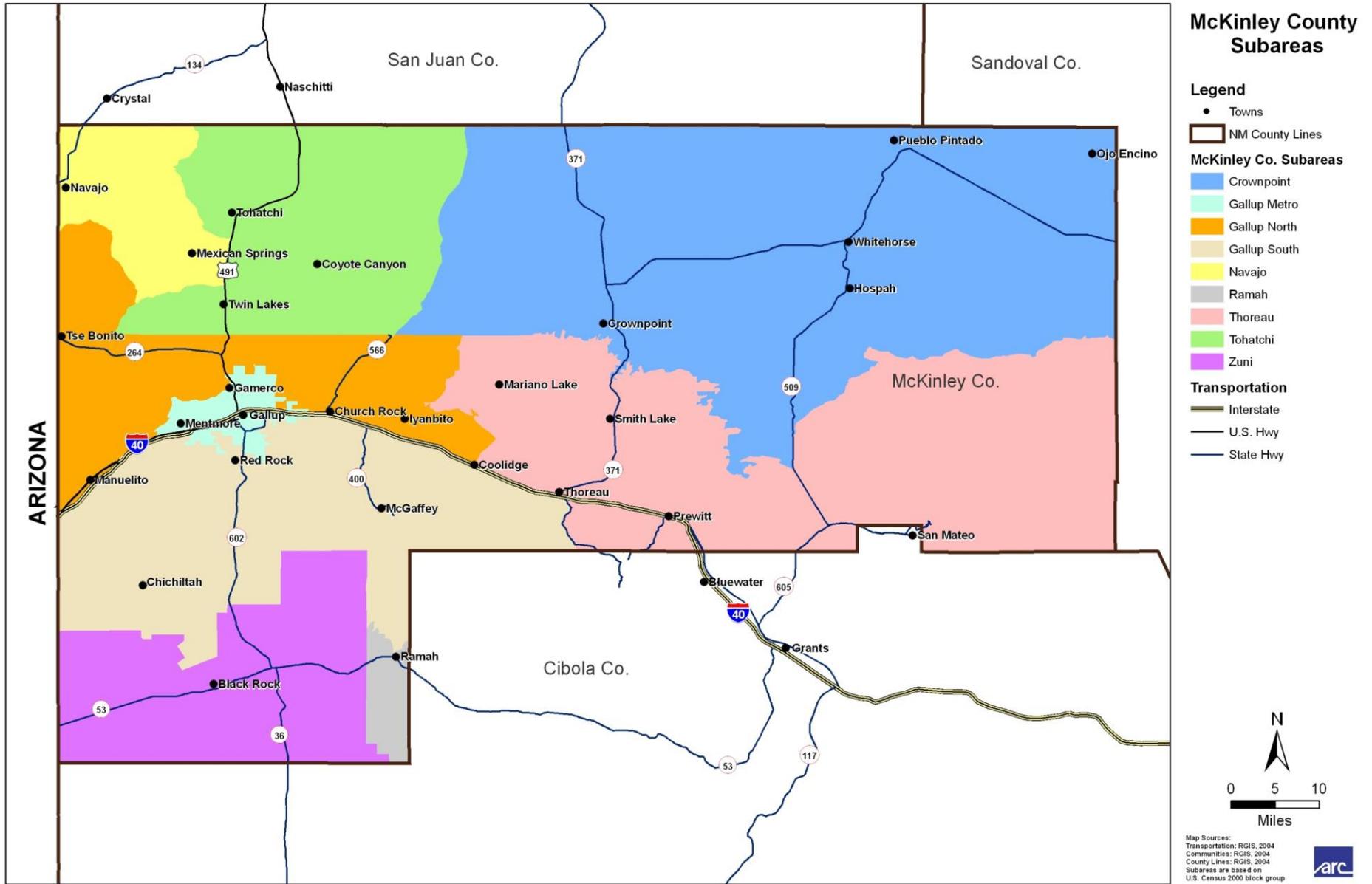


Figure: County Subarea Population, 1990-2010

Population by Subareas of McKinley County: 1990 through 2010							
Subarea	1990	2000	2010	1990-2010			
				Change		Average Annual Growth	
Gallup Metro	21,241	23,410	21,678	2,169	-1,732	1.0%	-0.8%
Gallup, Outside Metro	12,465	18,979	11,092	6,514	-7,887	4.2%	-5.4%
Navajo	3,066	3,720	3,274	654	-446	1.9%	-1.3%
Tohatchi	4,807	5,394	4,347	587	-1,047	1.2%	-2.2%
Crownpoint	5,847	7,438	7,733	1,591	295	2.4%	0.4%
Thoreau	5,394	7,571	4,514	2,177	-3,057	3.4%	-5.2%
Ramah	484	537	1,400	53	863	1.0%	9.6%
Zuni	7,382	7,749	7,891	367	142	0.5%	0.2%
McKinley County	60,686	74,798	71,492	14,112	-3,306	2.1%	-0.5%
New Mexico	1,515,069	1,819,046	2,059,179	303,977	240,133	1.8%	1.2%

Source: U.S. Census 1990, 2000, & 2010. Subarea aggregation of block groups into subareas.

Figure: Native American Population in the County, 1980-2010

Native American Population in Communities of McKinley County: 1980-2010										
	Persons				Change			Average Annual Change		
	1980	1990	2000	2010	1980-90	1990-00	2000-2010	1980-90	1990-00	2000-2010
Gallup and Surroundings Sub-Area										
Church Rock Chapter	1,633	1,684	2,737	2,868	51	1,053	131	0.3%	5.0%	0.5%
Iyanbito Chapter	852	969	1,029	890	117	60	-139	1.3%	0.6%	-1.4%
Pinedale Chapter	931	608	1,110	1,109	-323	502	-1	-4.2%	6.2%	0.0%
Rock Springs Chapter	1,416	1,295	986	1,086	-121	-309	100	-0.9%	-2.7%	1.0%
Tsayatoh Chapter	1,172	1,288	731	658	116	-557	-73	0.9%	-5.5%	-1.0%
Red Rock Chapter	1,573	1,022	1,974	1,866	-551	952	-108	-4.2%	6.8%	-0.6%
Bread Springs Chapter	1,005	1,147	990	908	142	-157	-82	1.3%	-1.5%	-0.9%
Manuelito Chapter	394	623	350	264	229	-273	-86	4.7%	-5.6%	-2.8%
Chichiltah Chapter	1,371	1,442	1,667	1,443	71	225	-224	0.5%	1.5%	-1.4%
<i>Subtotal</i>	10,347	10,078	11,574	11,092	-269	1,496	-482	-0.3%	1.4%	-0.4%
Zuni Reservation-Ramah Sub-Area										
Ramah Navajo Indian Reservation (partly in Cibola Co)	1,163	1,114	1,598	1,400	-49	484	-198	-0.4%	3.7%	-1.3%
Zuni Indian Reservation	6,343	7,412	7,758	7,891	1,069	346	133	1.6%	0.5%	0.2%
<i>Subtotal</i>	7,506	8,526	9,356	9,291	NA	830	-65	1.3%	0.9%	-0.1%
Thoreau Sub-area										
Thoreau Chapter	1,341	1,336	1,363	1,433	-5	27	70	0.0%	0.2%	0.5%
Mariano Lake Chapter	718	720	865	823	2	145	-42	0.0%	1.9%	-0.5%
Smith Lake Chapter	579	504	1,044	951	-75	540	-93	-1.4%	7.6%	-0.9%
Baca/Prewett Chapter	1,452	666	879	789	-786	213	-90	-7.5%	2.8%	-1.1%
Casamero Lake Chapter	407	555	547	518	148	-8	-29	3.2%	-0.1%	-0.5%
<i>Subtotal</i>	4,497	3,781	4,698	4,514	-716	917	-184	-1.7%	2.2%	-0.4%
Crownpoint/Eastern Agency Sub-area										
Crownpoint Chapter	1,295	2,468	2,642	2,729	1,173	174	87	6.7%	0.7%	0.3%
Little Water Chapter	582	636	567	427	54	-69	-140	0.9%	-1.1%	-2.8%
White Horse Lake Chapter	429	603	542	406	174	-61	-136	3.5%	-1.1%	-2.8%
Pueblo Pintado Chapter	580	447	436	419	-133	-11	-17	-2.6%	-0.2%	-0.4%
Torreón/Star Lake Chapter (partially in Sandoval County)	1,157	1,326	1,777	1,612	169	451	-165	1.4%	3.0%	-1.0%
Ojo Encino Chapter (partially in Sandoval County)	148	577	699	688	429	122	-11	14.6%	1.9%	-0.2%
Becenti Chapter	246	193	498	403	-53	305	-95	-2.4%	9.9%	-2.1%
Standing Rock Chapter	504	243	678	641	-261	435	-37	-7.0%	10.8%	-0.6%
Nahodisgish Chapter	272	313	404	408	41	91	4	1.4%	2.6%	0.1%
<i>Subtotal</i>	5,213	6,806	8,243	7,733	1,593	1,437	-510	2.7%	1.9%	-0.6%
Tohatchi/Twin Lakes Reservation Sub-area										
Twin Lakes Chapter	1,692	1,952	2,240	2,212	260	288	-28	1.4%	1.4%	-0.1%
Coyote Canyon Chapter	835	1,226	941	685	391	-285	-256	3.9%	-2.6%	-3.1%
Tohatchi Chapter	1,572	1,460	1,988	1,450	-112	528	-538	-0.7%	3.1%	-3.1%
Mexican Springs Chapter	942	710	1,312	1,418	-232	602	106	-2.8%	6.3%	0.8%
Red Lake Chapter (both Navajo, NM and Red Lake, NM)	2,315	2,203	2,344	1,856	-112	141	-488	-0.5%	0.6%	-2.3%
<i>Subtotal</i>	7,356	7,551	8,825	7,621	195	1,274	-1,204	0.3%	1.6%	-1.5%
Total Population (All Subareas)	34,919	36,742	42,696	12,345	803	5,954	-2,445	0.5%	1.5%	-11.7%

Notes: The Rincon Marquez Community is counted in Torreón/Star Lake and White Horse Lake Chapters. Fort Defiance Chapter and Crstal Chapter extend into New Mexico, although most residents live in Arizona. Naschitti Chapter extends into McKinley County, although most residents live in San Juan County.

Sources: U.S. Census 2000 & 2010, Navajo Nation Community Division of Community Development, Chapter Images 2004 for 1980 and 1990 numbers, based on U.S. Census counts.

Indicators of Migration.

Most of the growth that occurred in McKinley County between 1990 and 2000 was due to natural increase. Between 1990 and 2000, the population of McKinley County increased by 13,384 persons. Eighty-five percent (85%) of this growth (or 11,409 persons) was due to natural increase (births minus deaths), while 15% (or 1,975 persons) was due to in-migration. In comparison to the state as a whole, McKinley County experienced a higher proportion of in-migration of youths and more out-migration of young adults.

Figure: County Migration, 1990-2000

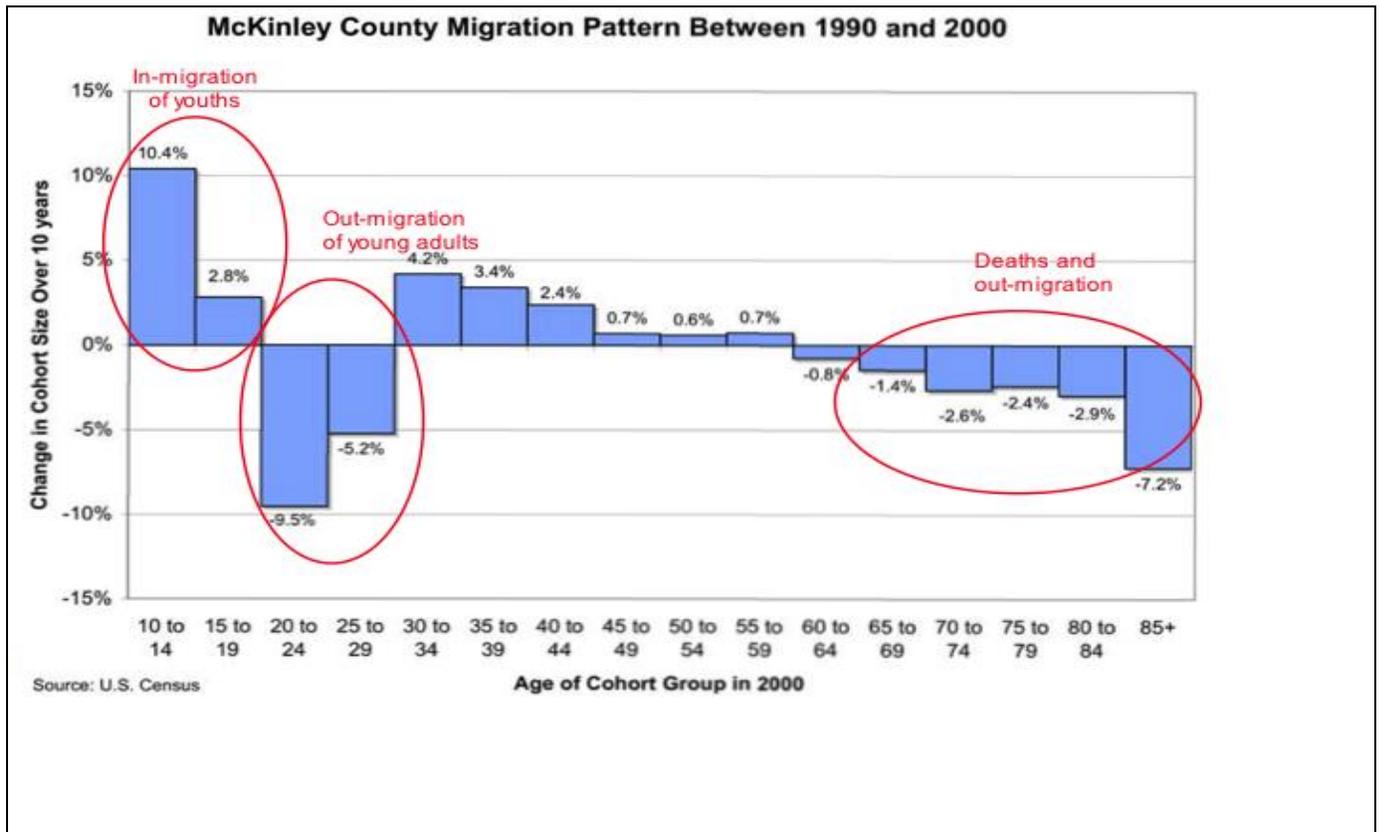
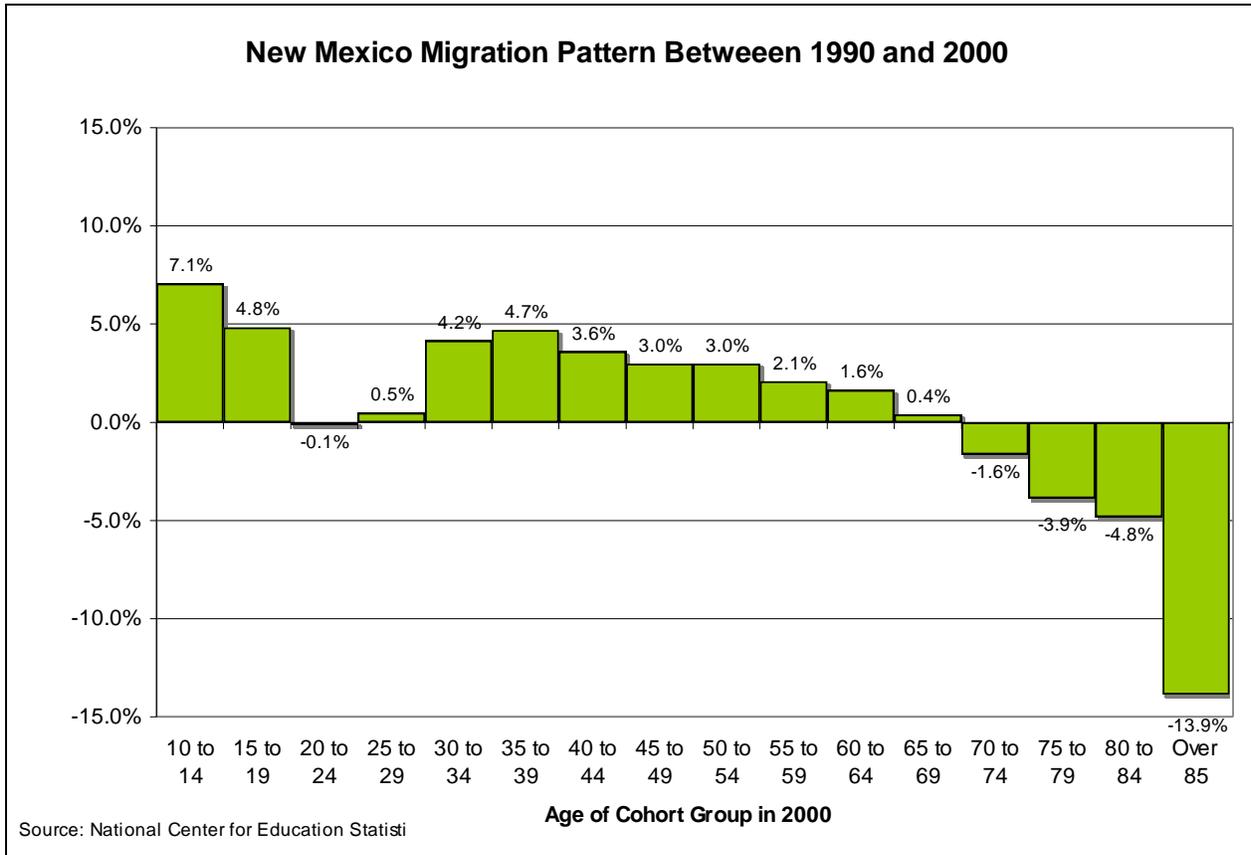


Figure: State Migration, 1990-2000

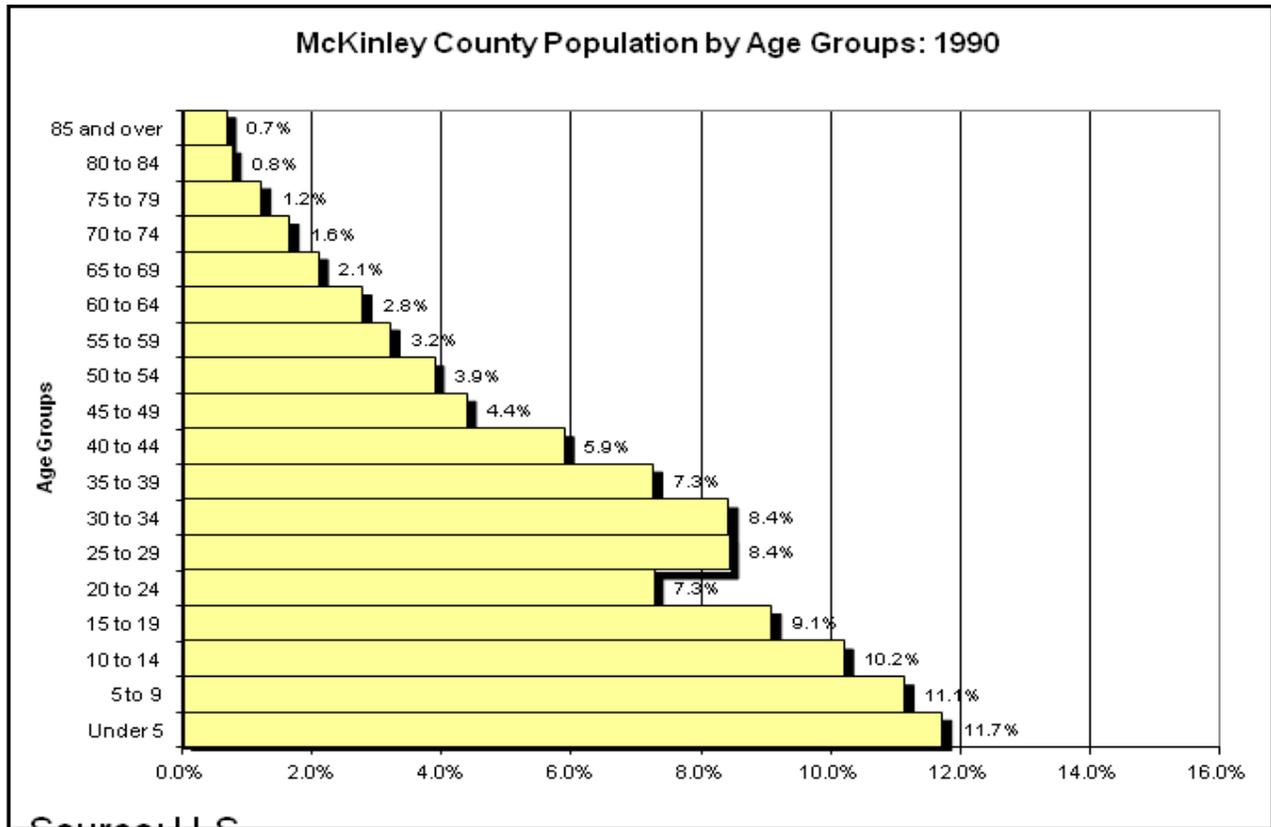


Age Characteristics.

McKinley County has a comparatively young population. The median age in 2000 was 26.9 years but rose to 31.6 as of 2010. However, the median age is still younger compared to 34.6 years in the state and 35.3 years in the U.S.

The population aged in McKinley County between 1990 and 2000, as can be seen by comparing the 1990 and 2000 half-pyramid charts below.

Figure: County Population by Age Groups, 1990



Focusing on the year 2000 age composition in comparison to the state of New Mexico “half-pyramid” charts below, it is notable that the County had a smaller “Baby Boomer” generation and a larger Generation Y (Echo). Consequently, there were proportionally fewer middle-aged residents (39-54 years) and more youths (10-24%) in McKinley County than in New Mexico.

Figure: County Population by Age Groups, 2000

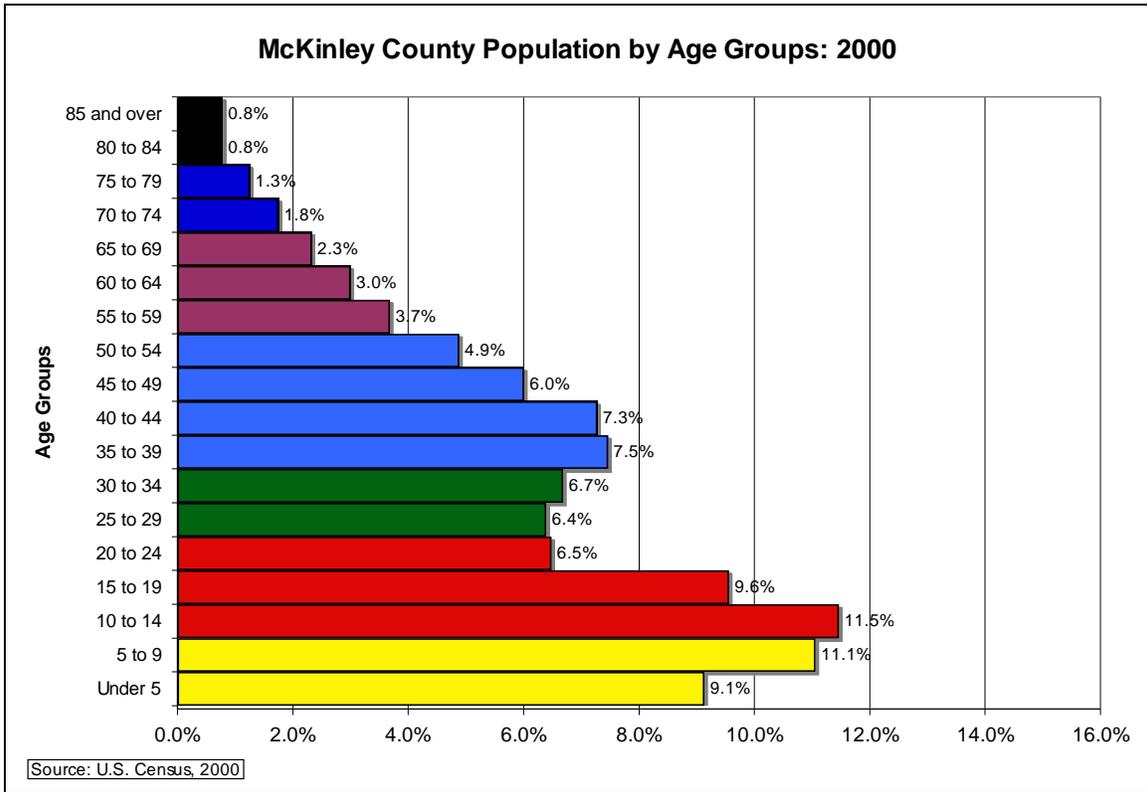
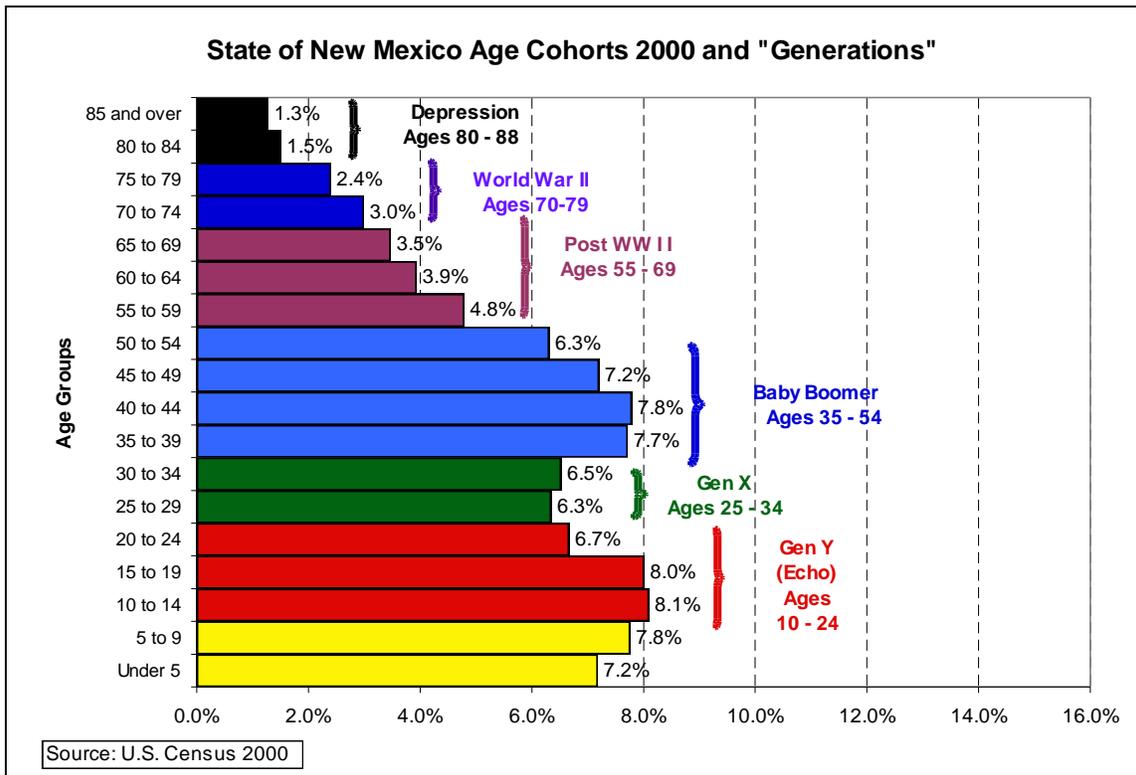
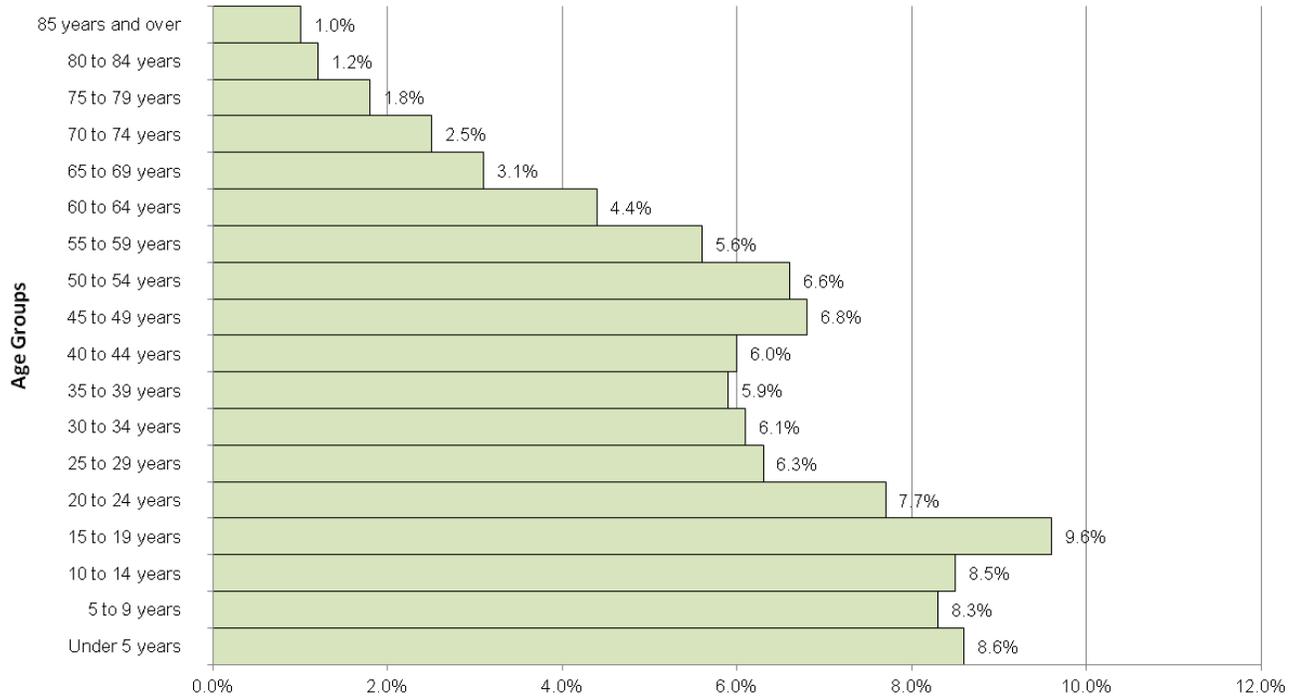


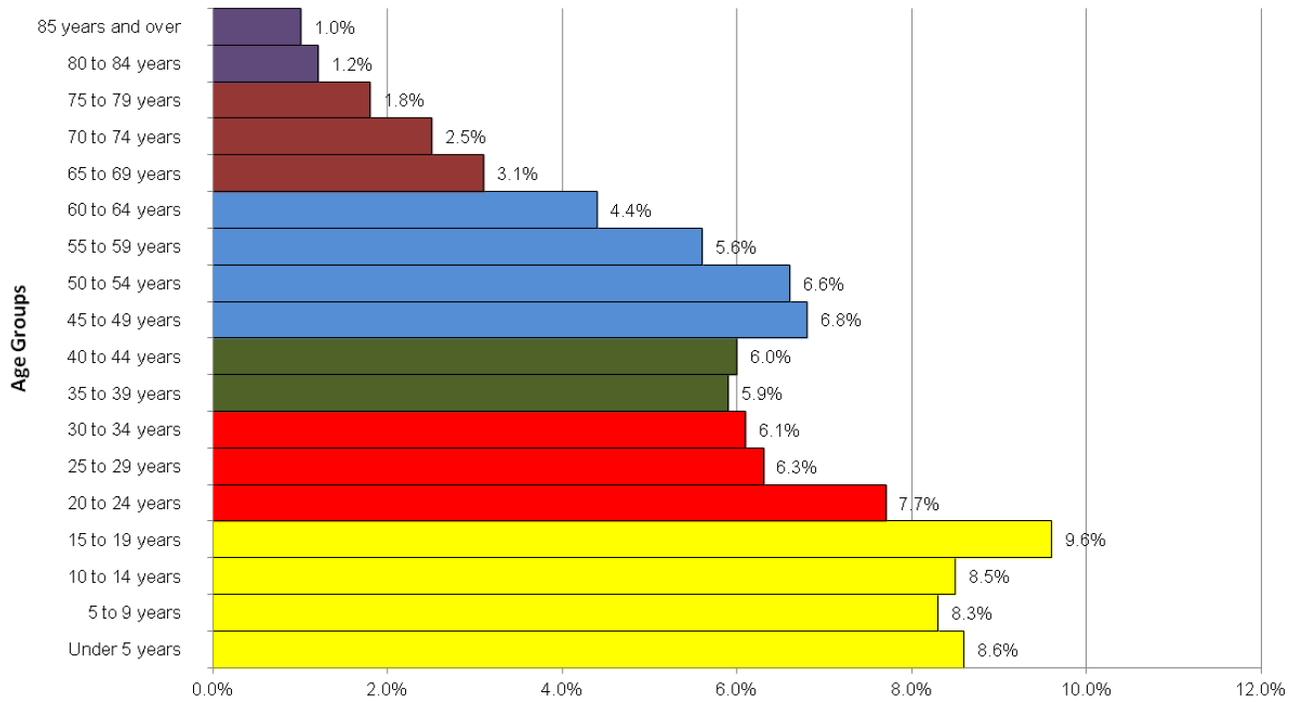
Figure: State Age Cohorts 2000



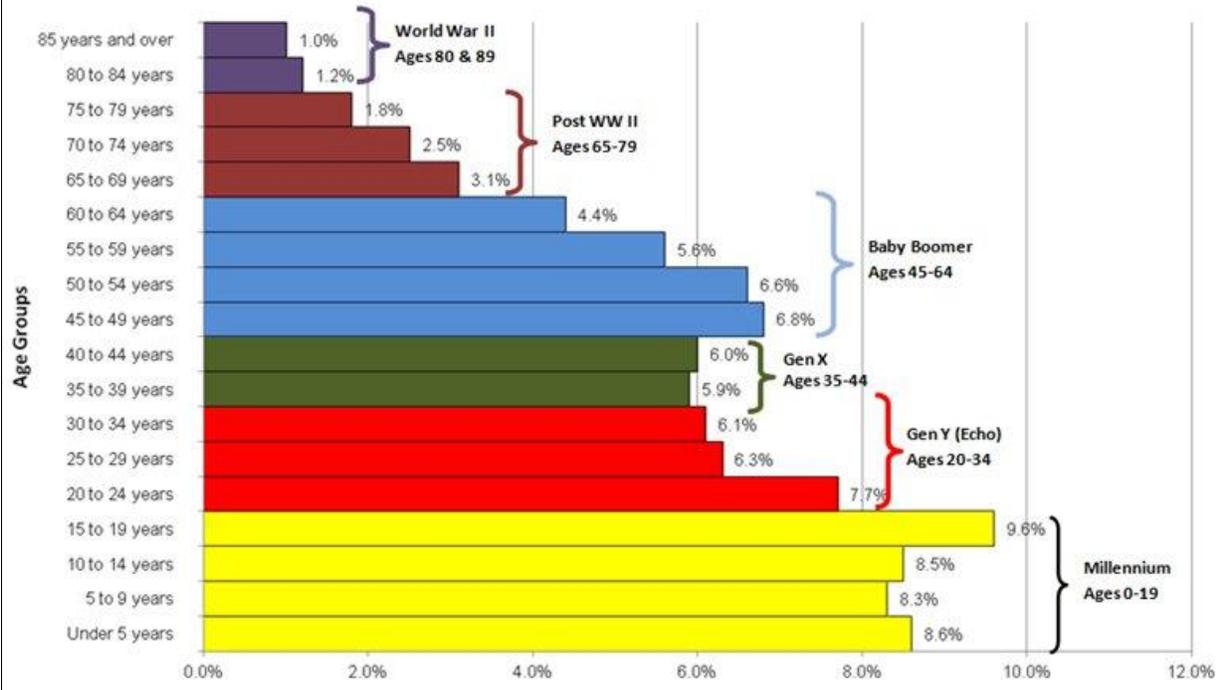
McKinley County Population by Age Groups: 2010



McKinley County Population by Age Groups: 2010



McKinley County Population by Age Cohorts and Generations: 2010



Age Cohorts by Subarea, 2000 & 2010

Figure: Gallup Metro Subarea

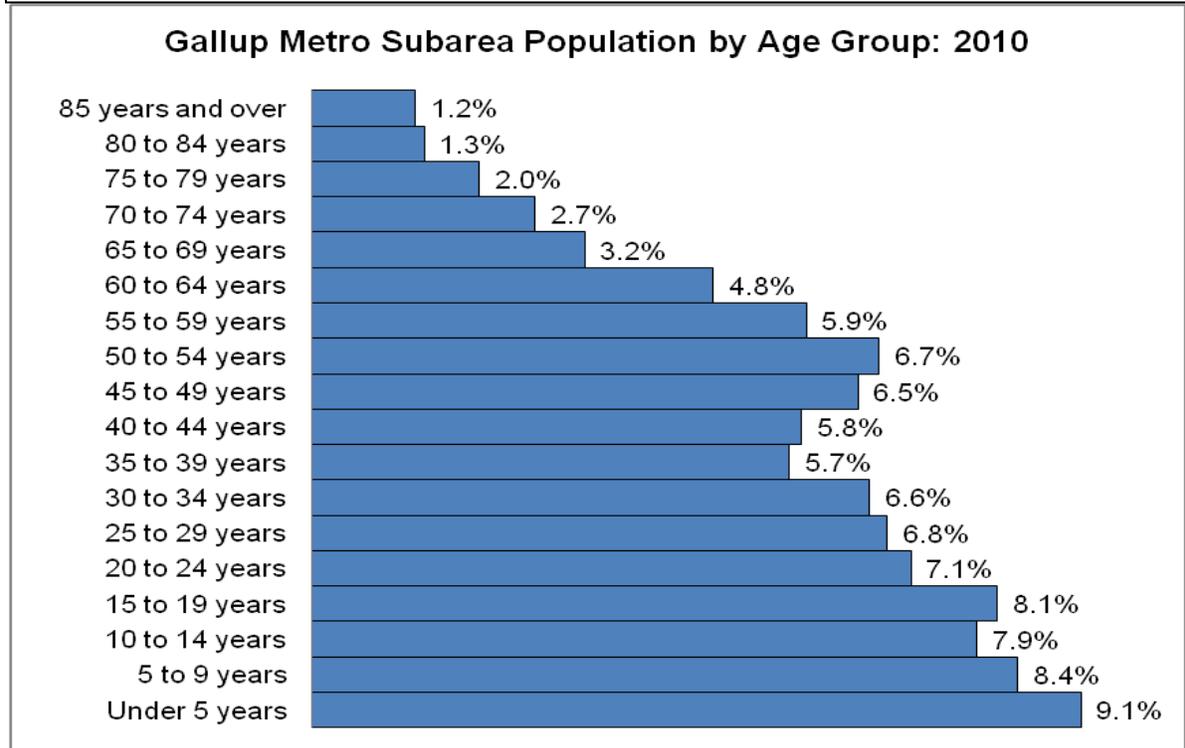
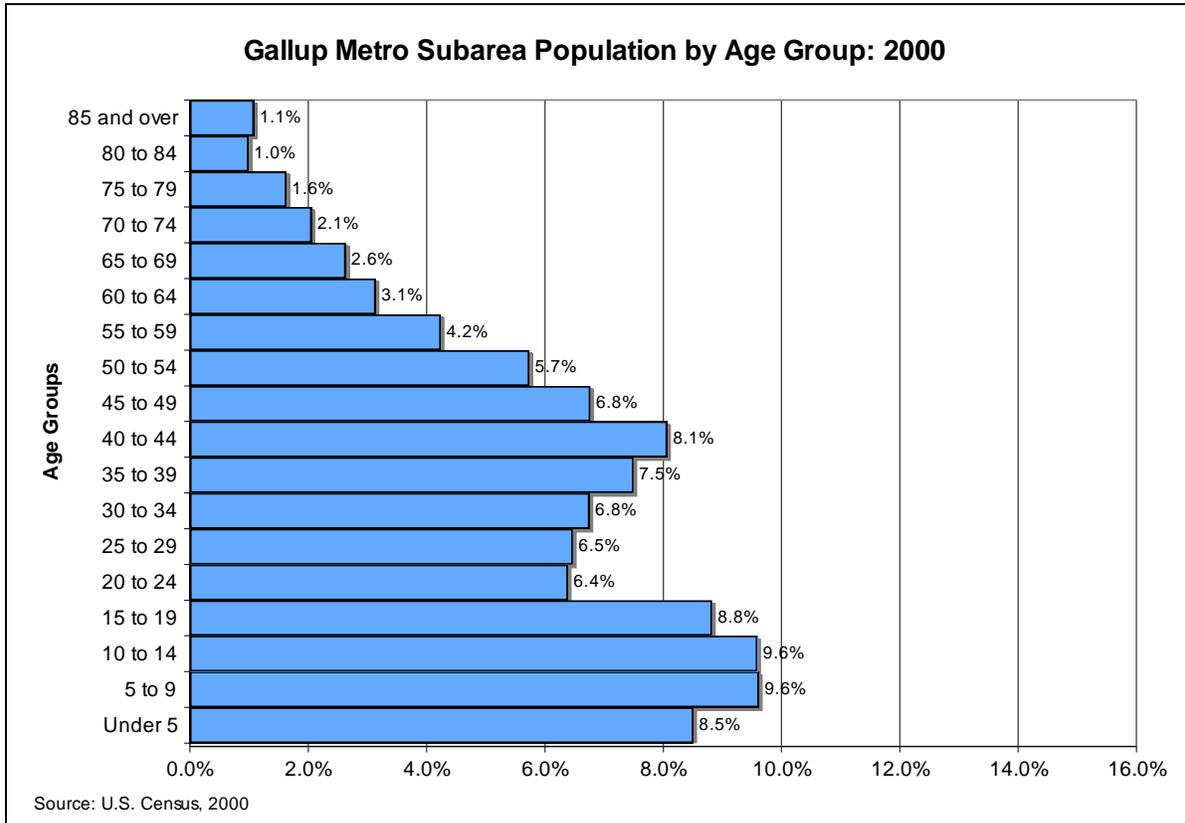


Figure: Tohatchi Subarea

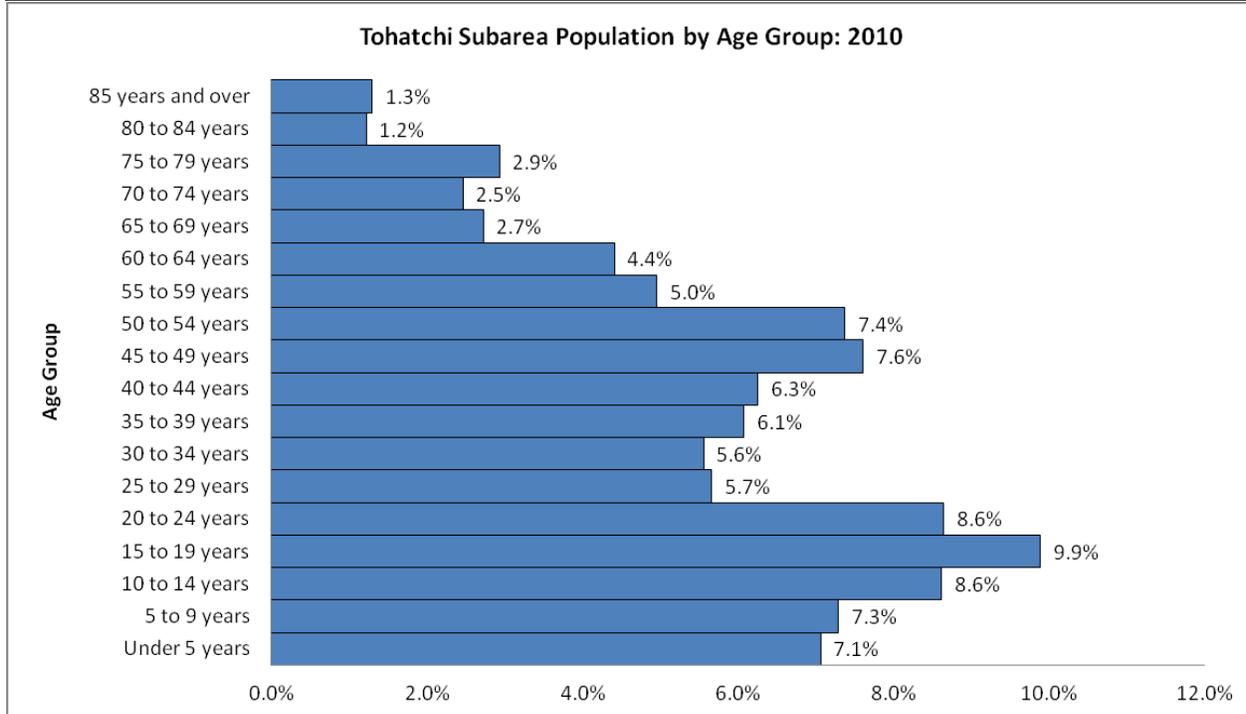
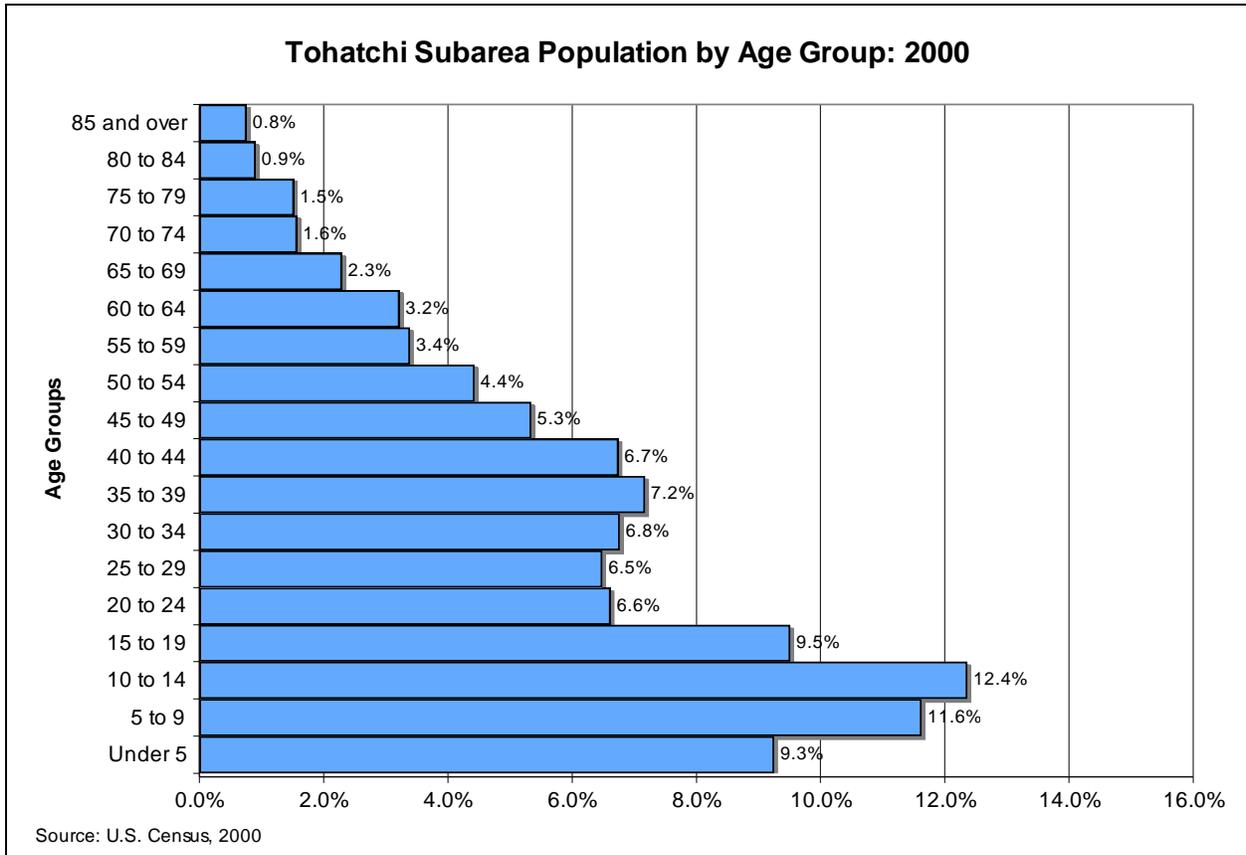


Figure: Ramah Subarea

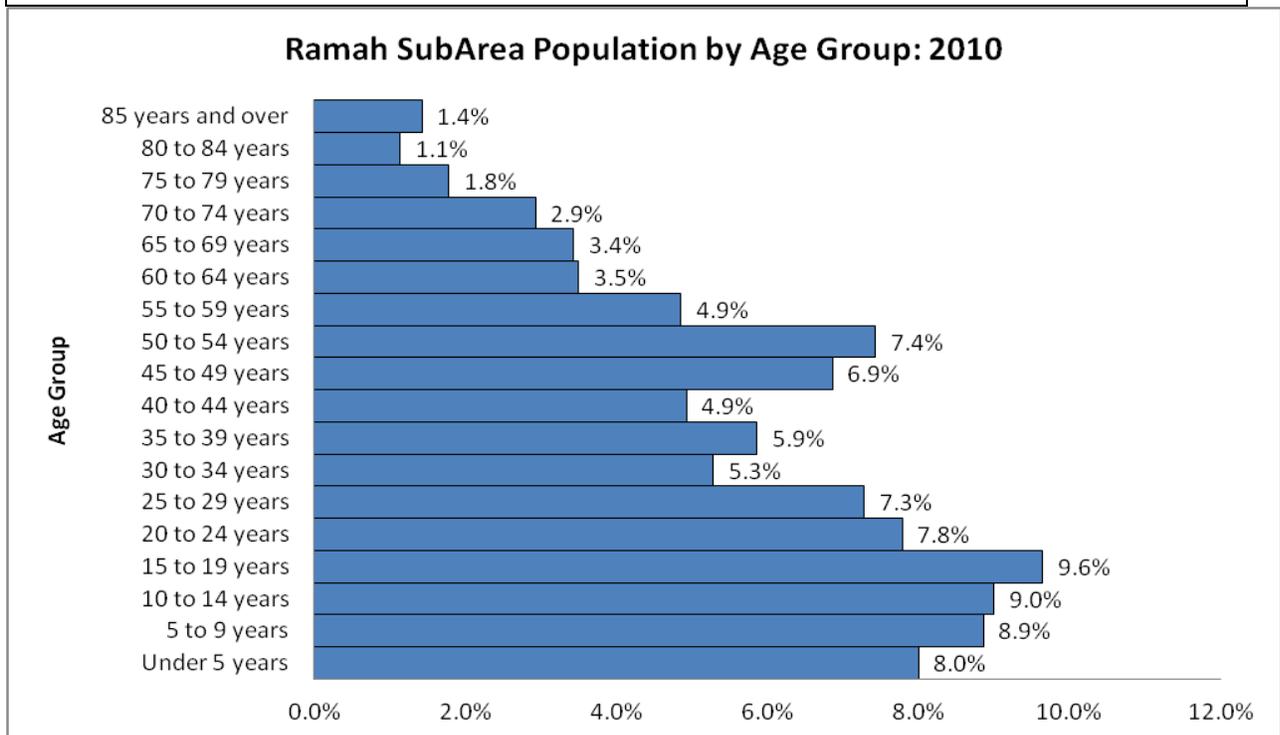
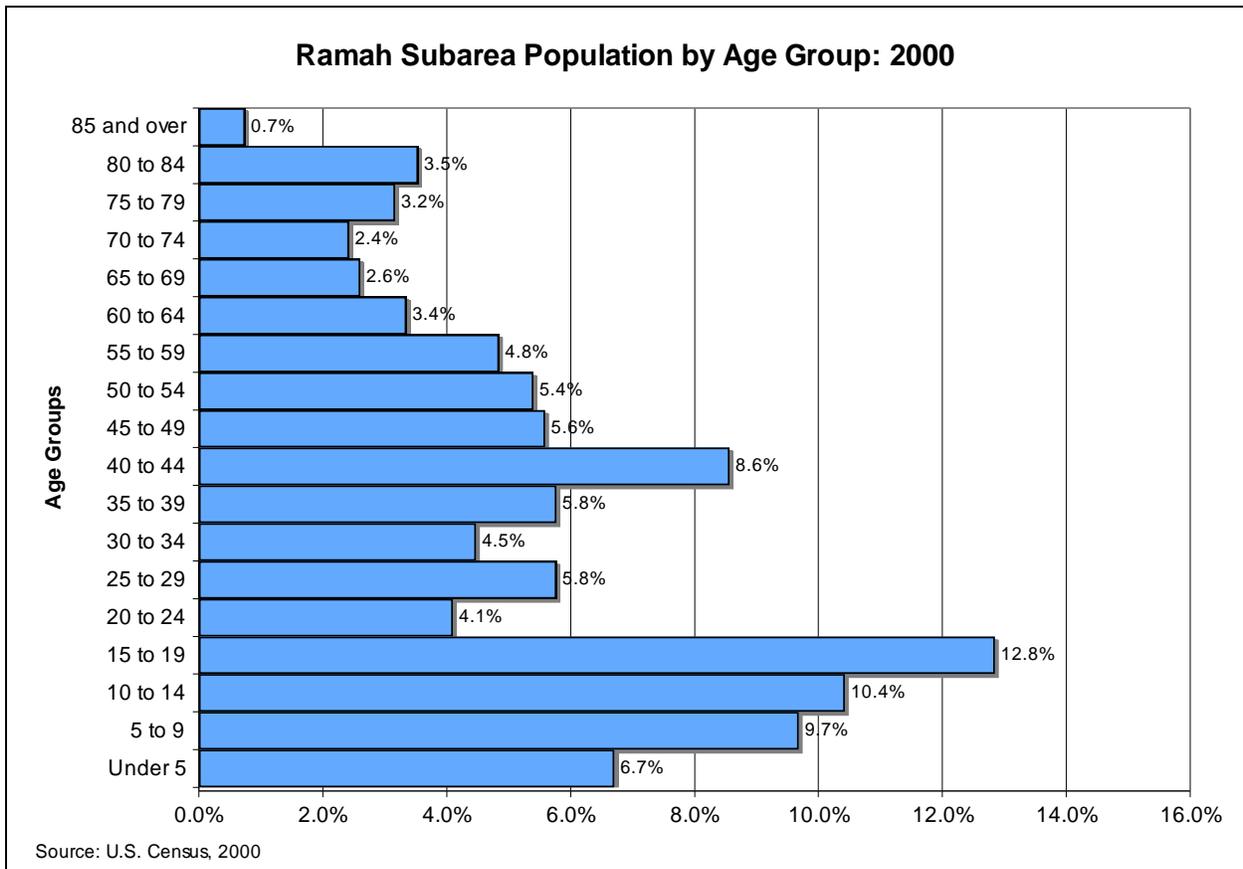


Figure: Outside Metro Gallup Subarea

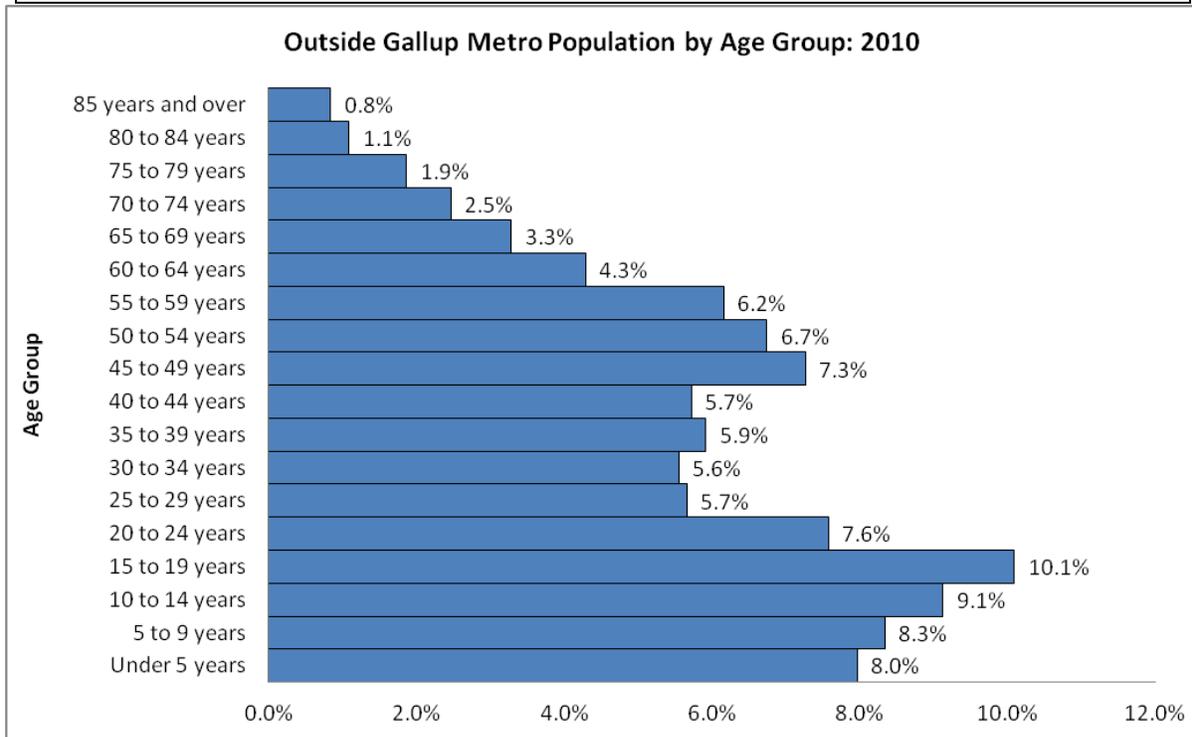
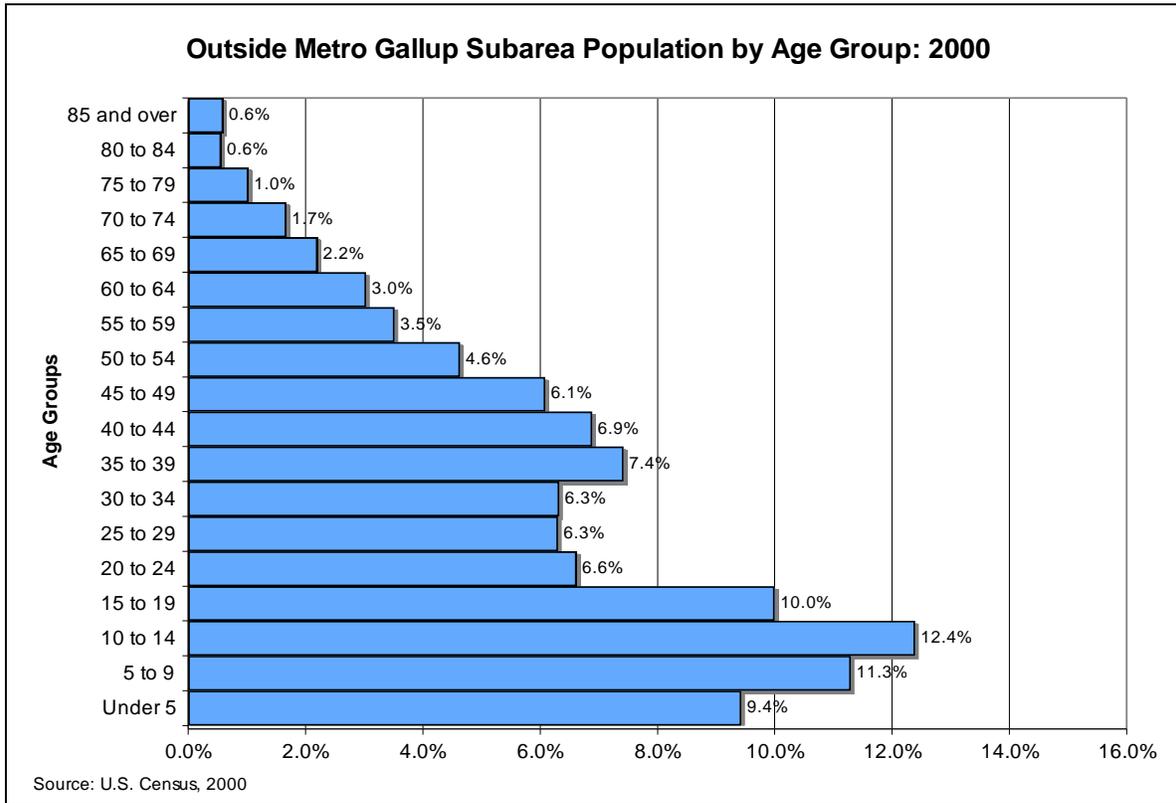


Figure: Navajo Subarea

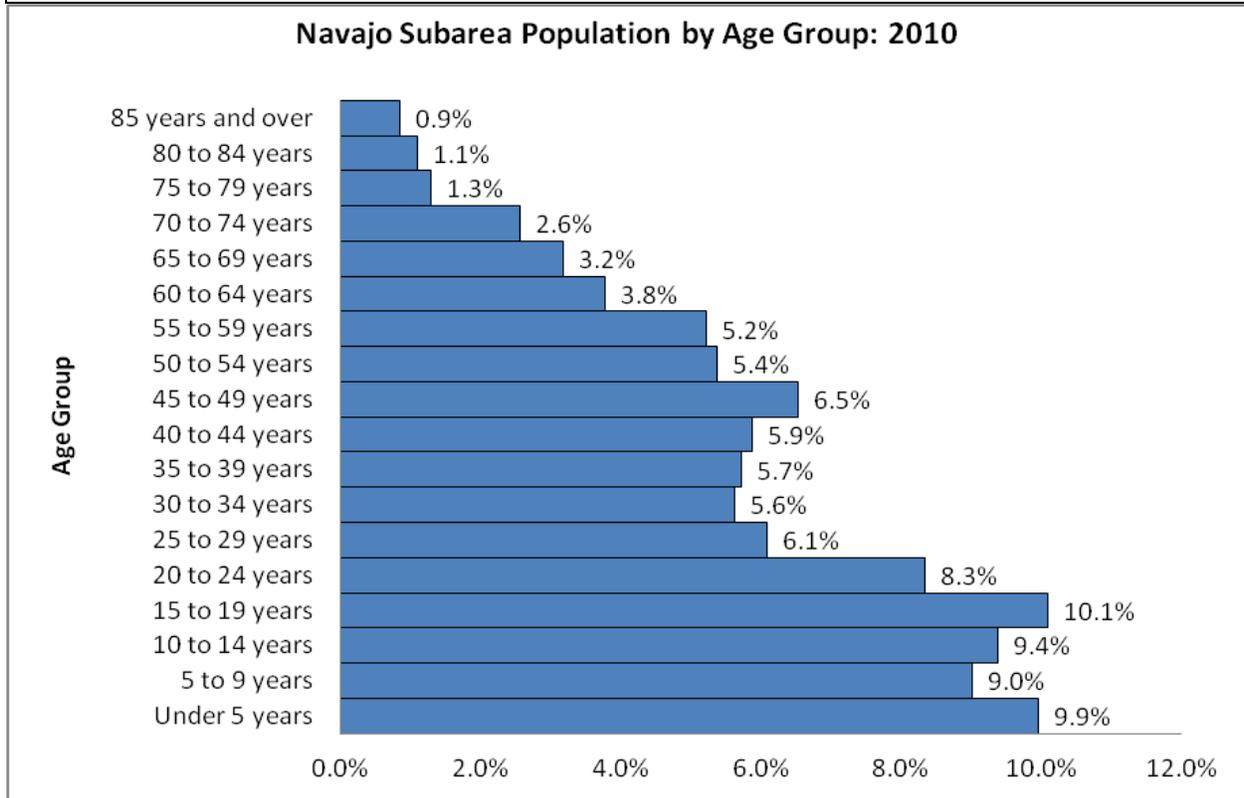
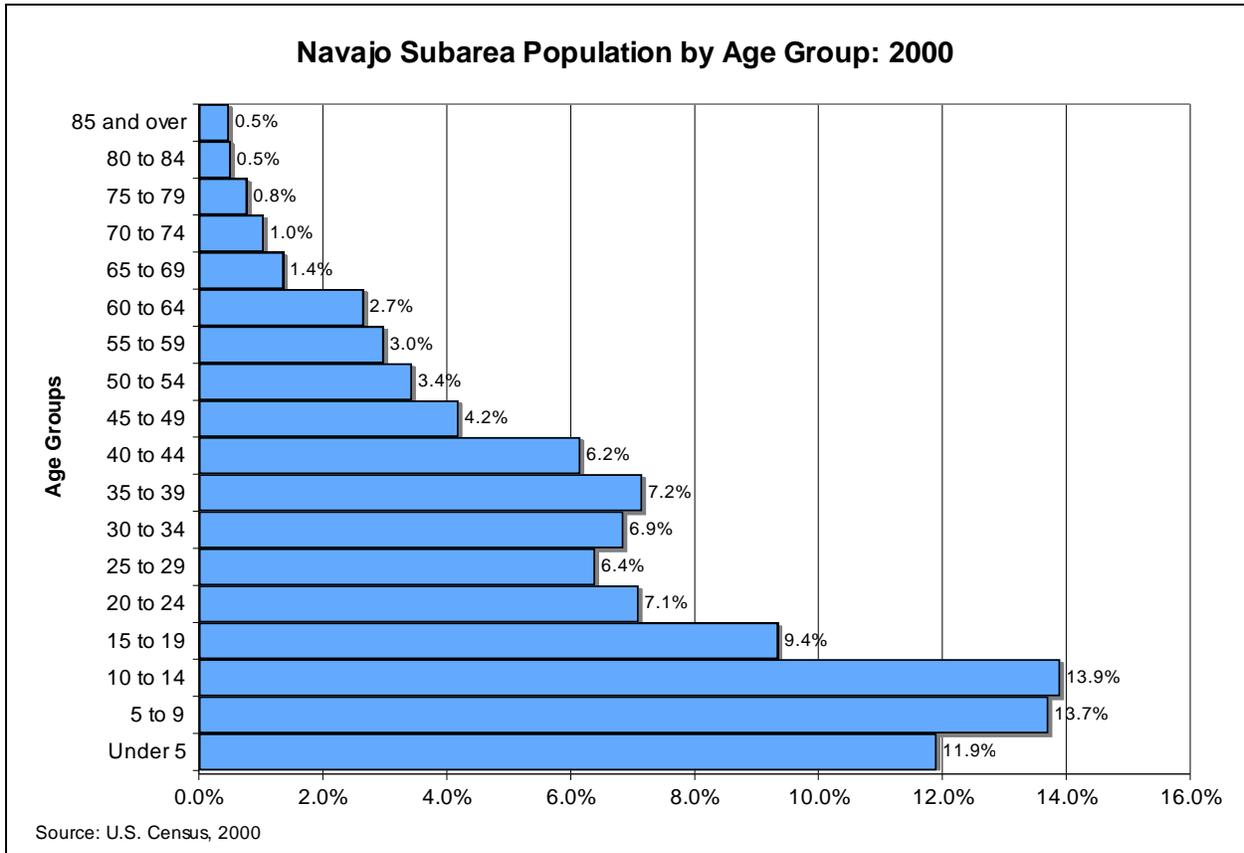


Figure: Thoreau Subarea

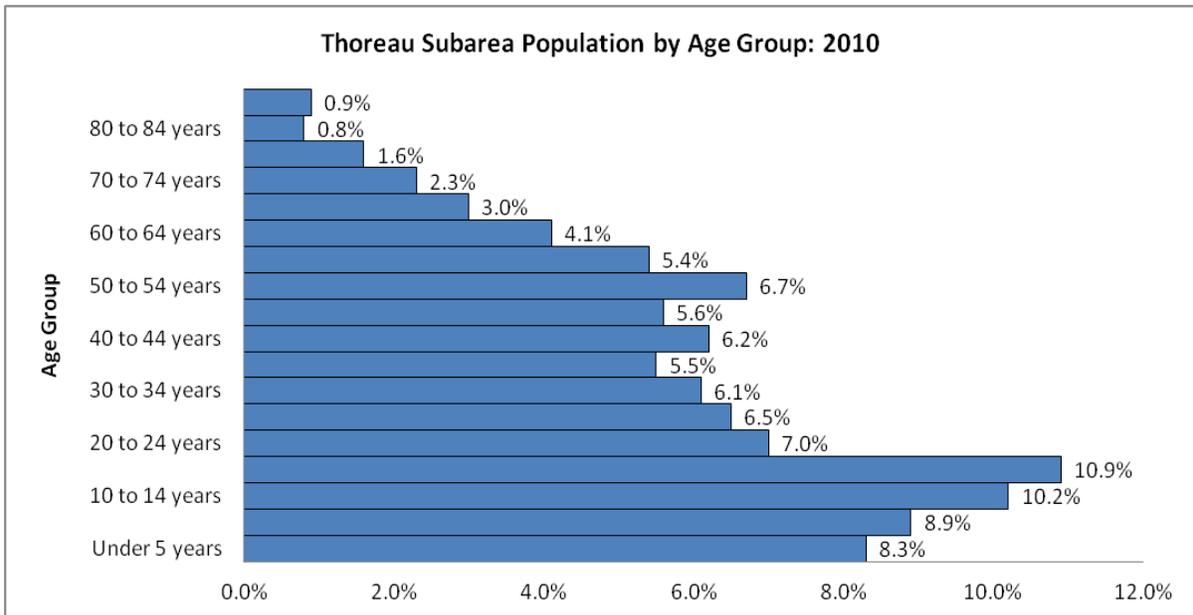
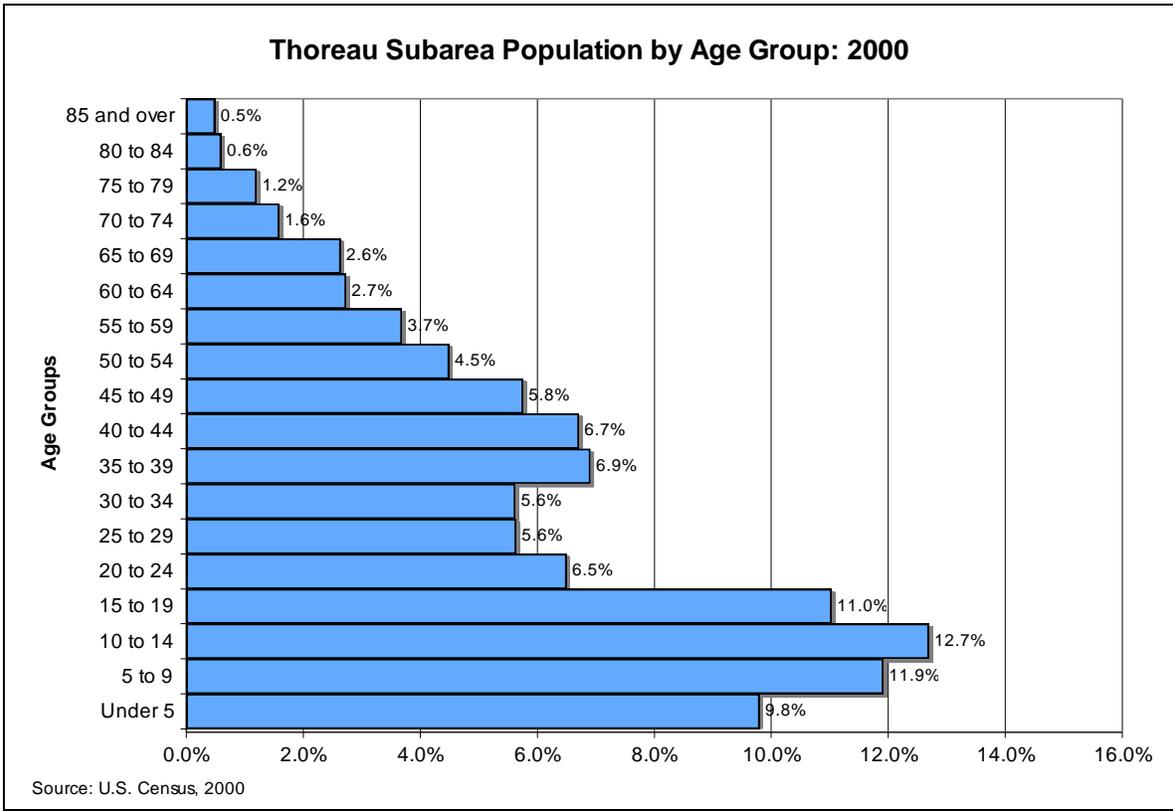


Figure: Crownpoint Subarea

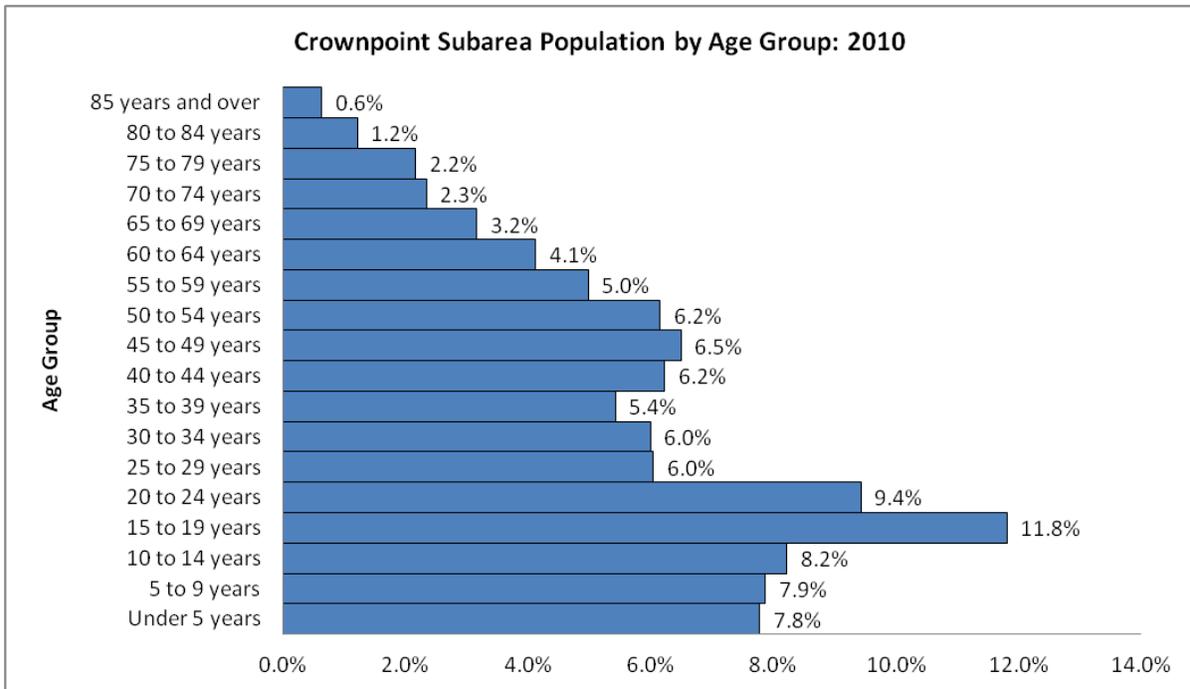
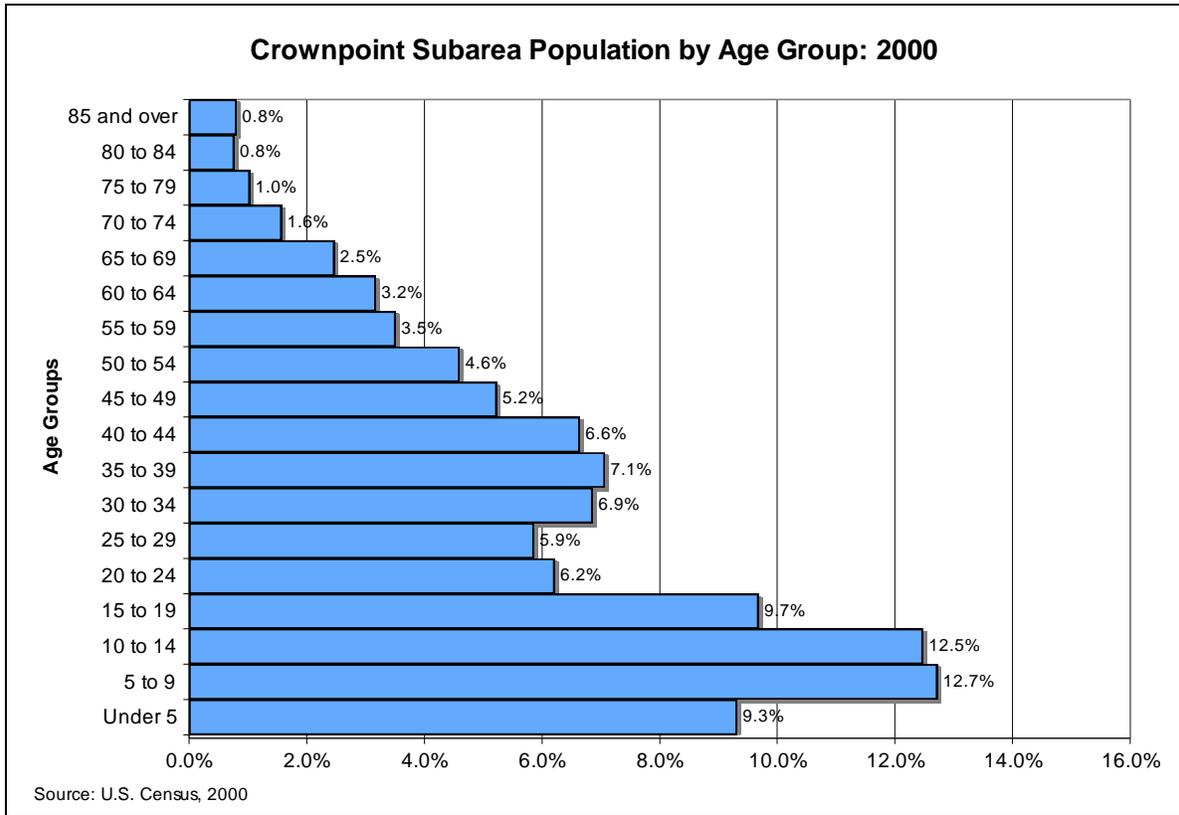
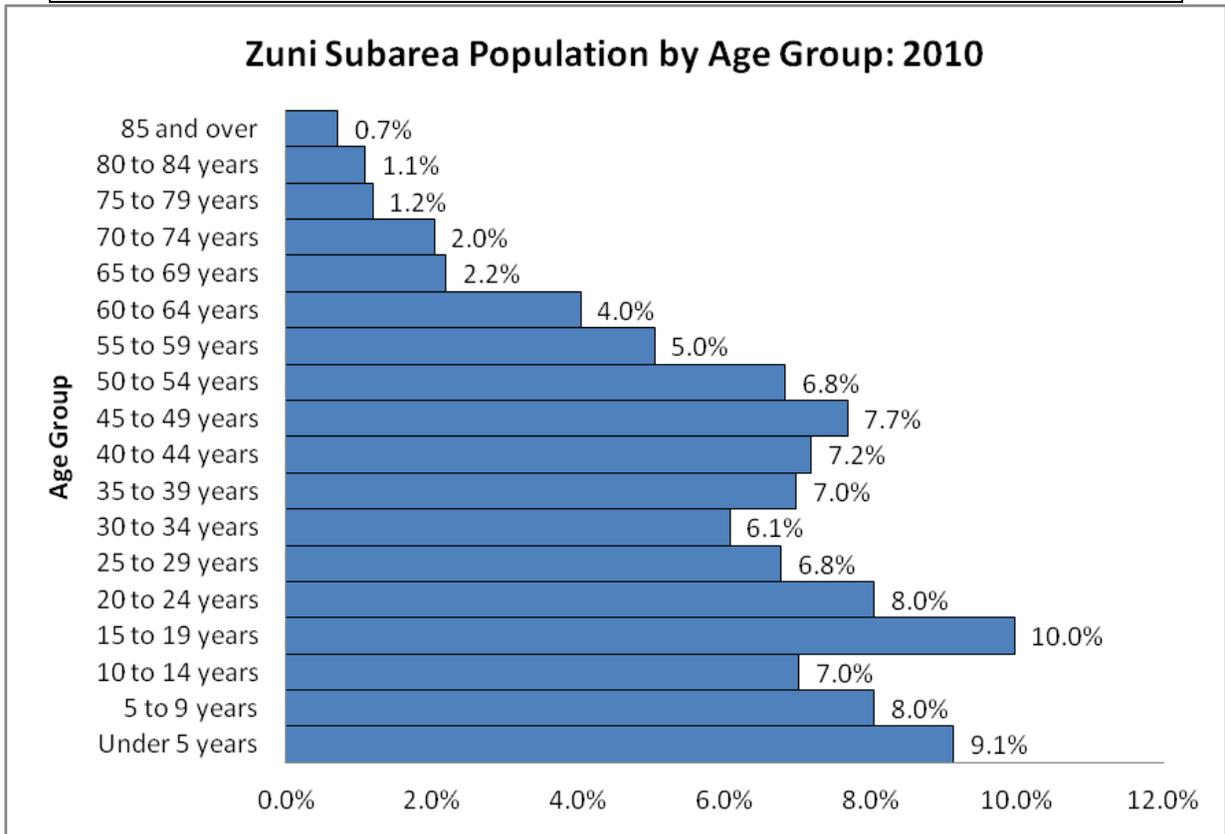
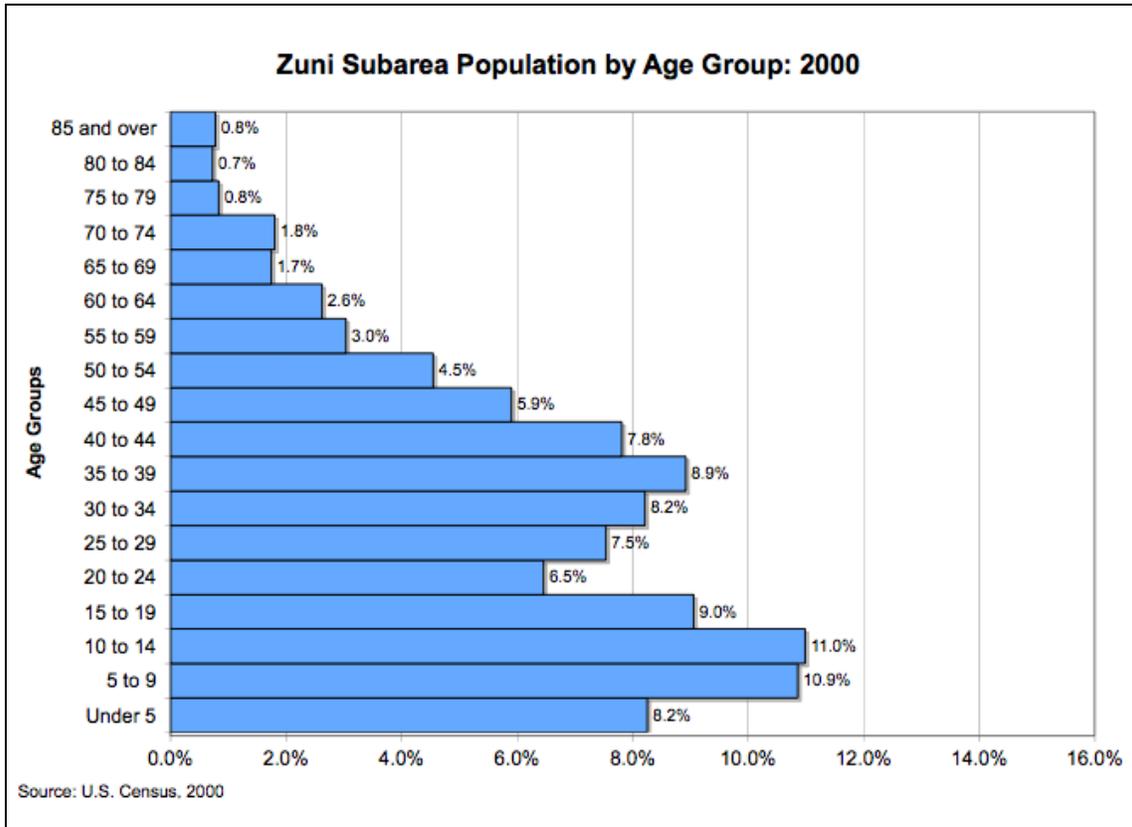


Figure: Zuni Subarea



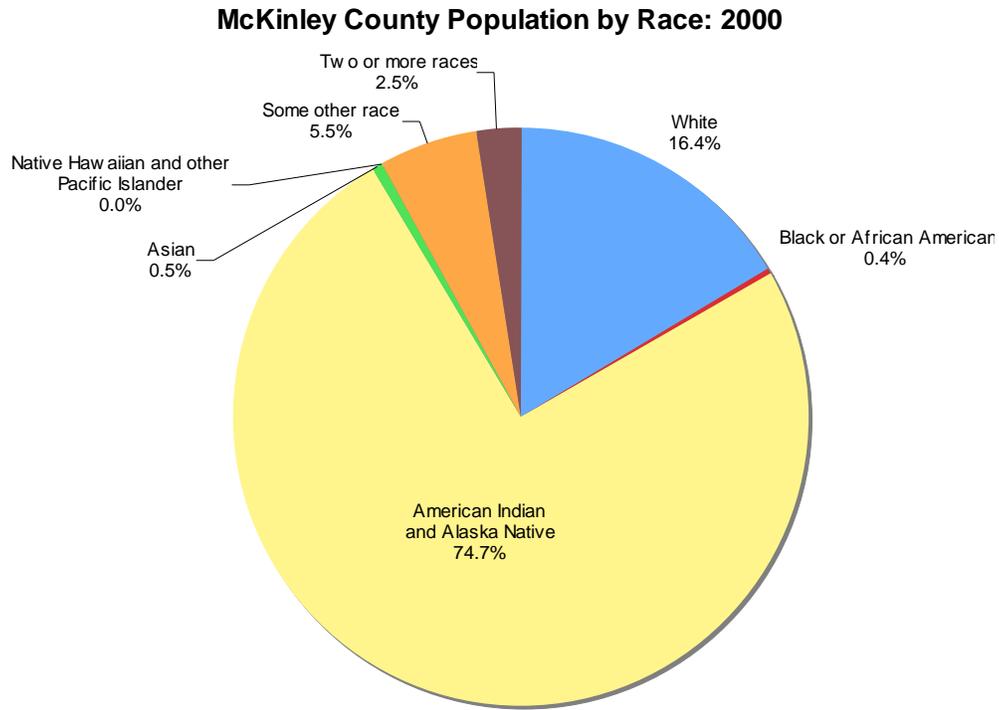
Racial Composition of the Population.

McKinley County's population is 78% American Indian, 13.3% Hispanic (can be any race), and 16% White. The following pie charts show the racial composition of McKinley County in 2000 and 2010.

County and Subarea Population by Race, 2000 & 2010

Pie charts source: U.S. Census Bureau, 2000 & 2010

Figure: McKinley County



McKinley County Population by Race: 2010

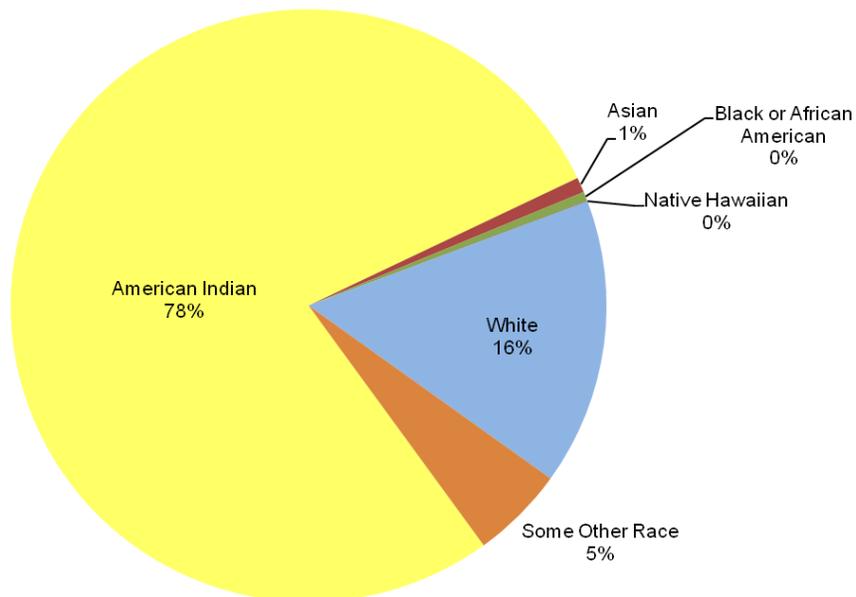


Figure: Gallup Metro Subarea

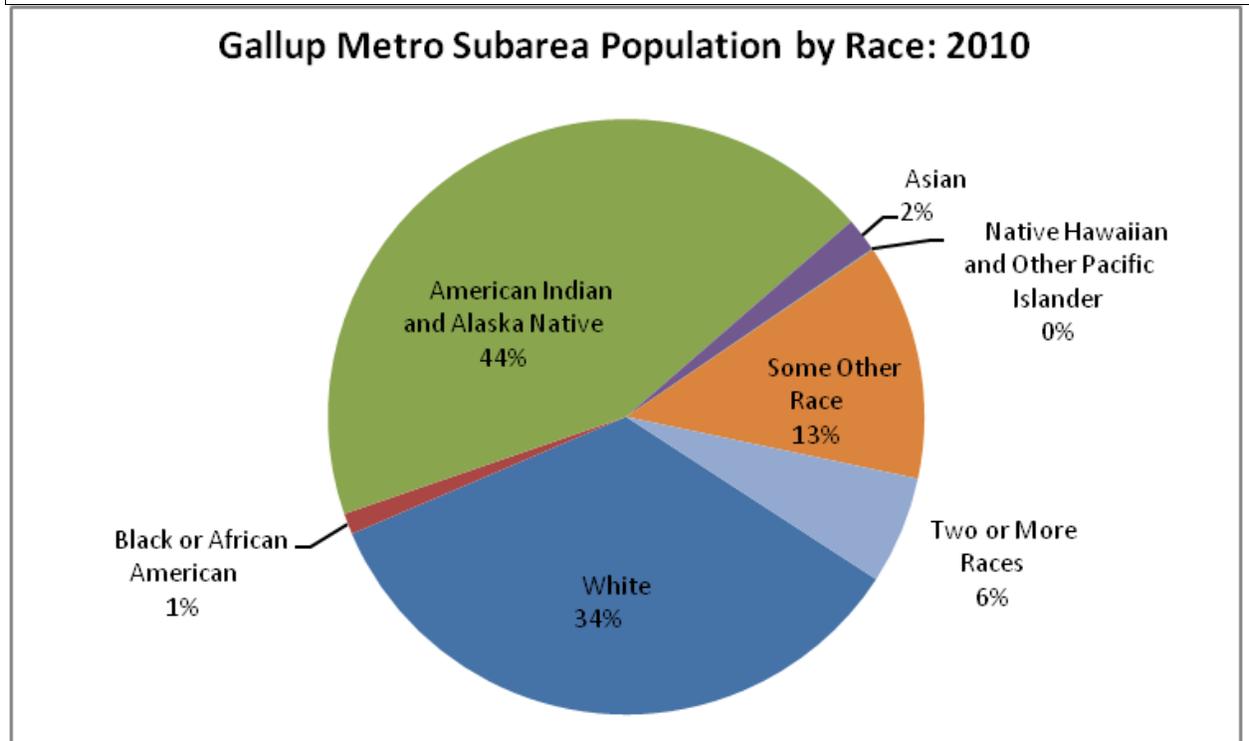
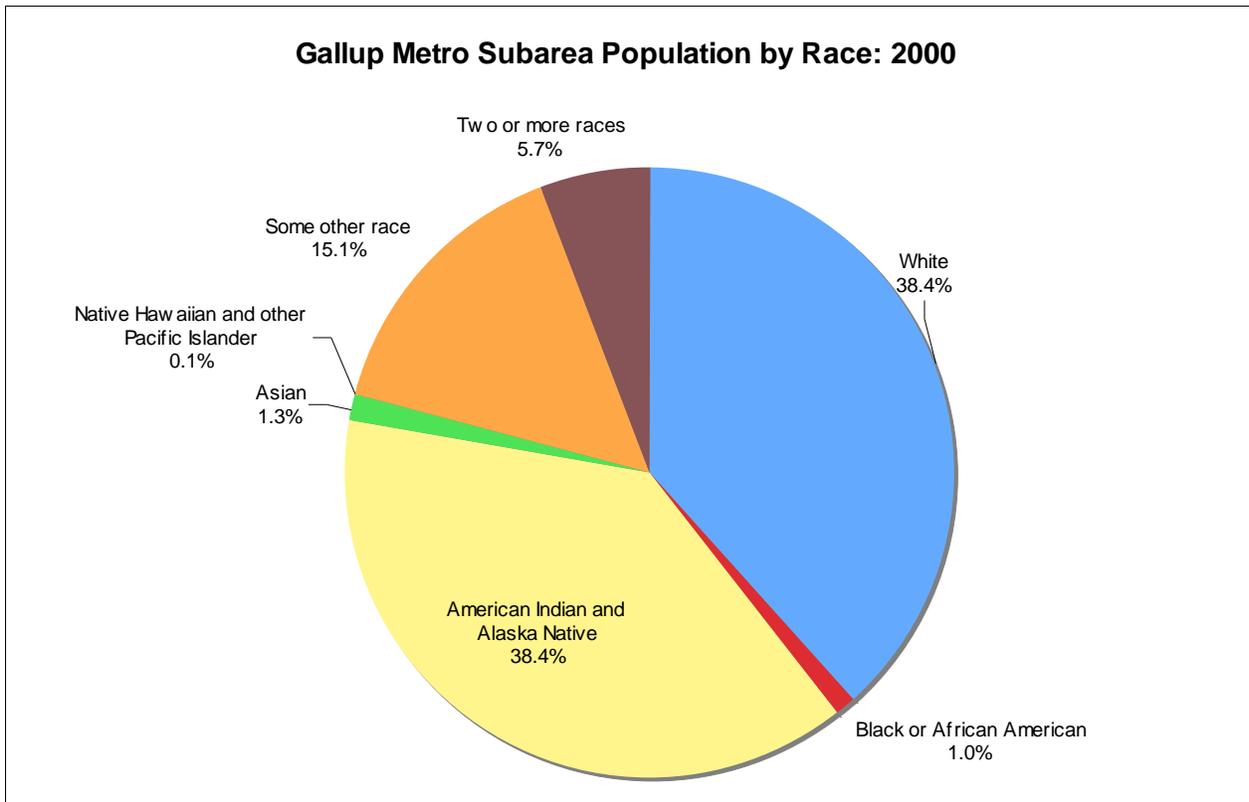


Figure: Outside Metro Gallup Subarea

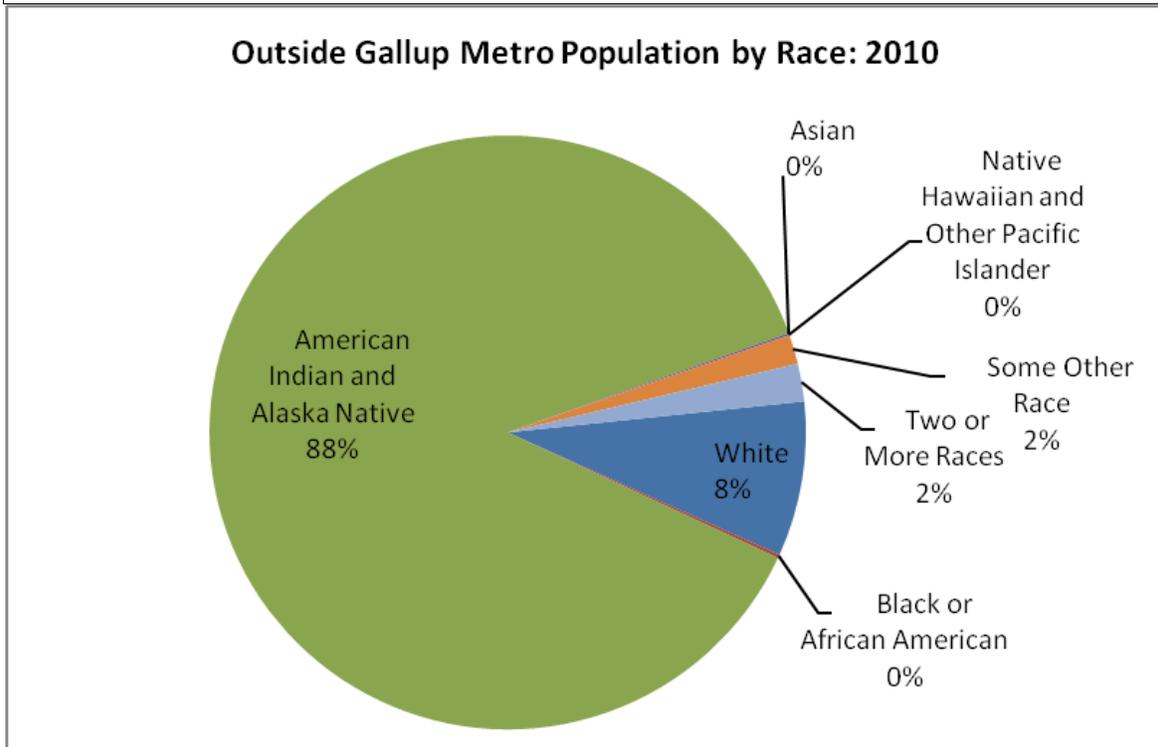
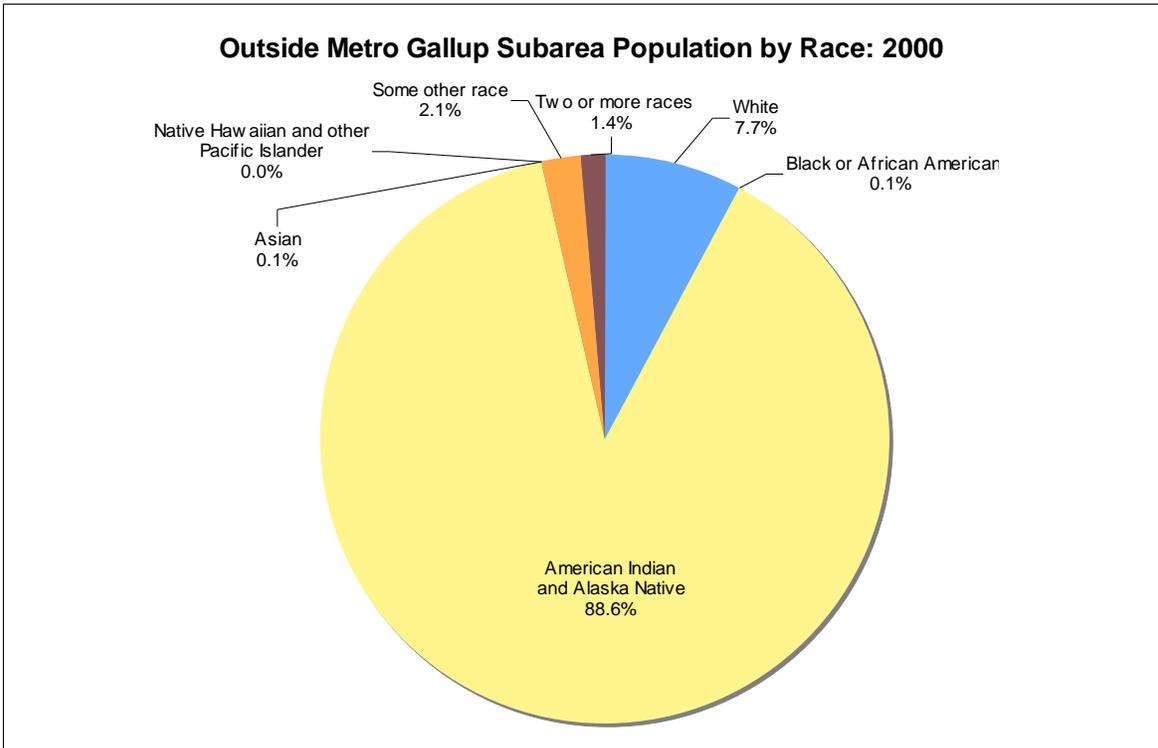


Figure: Ramah Subarea

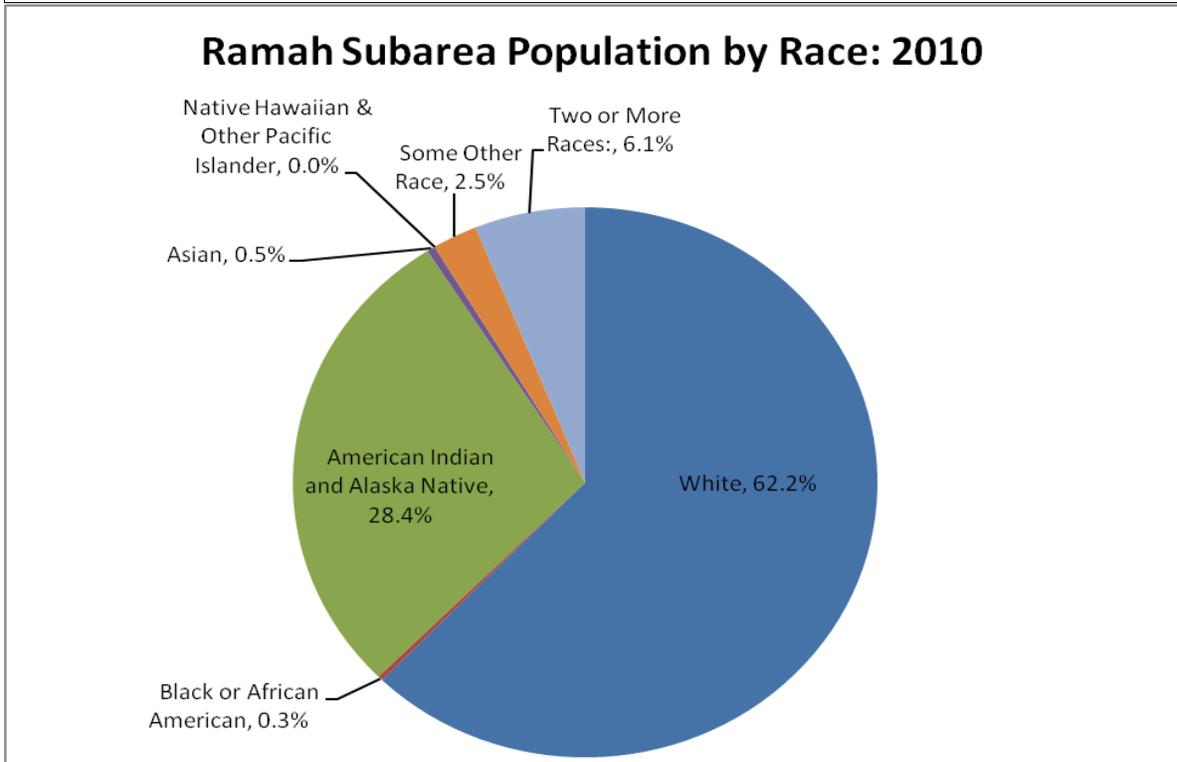
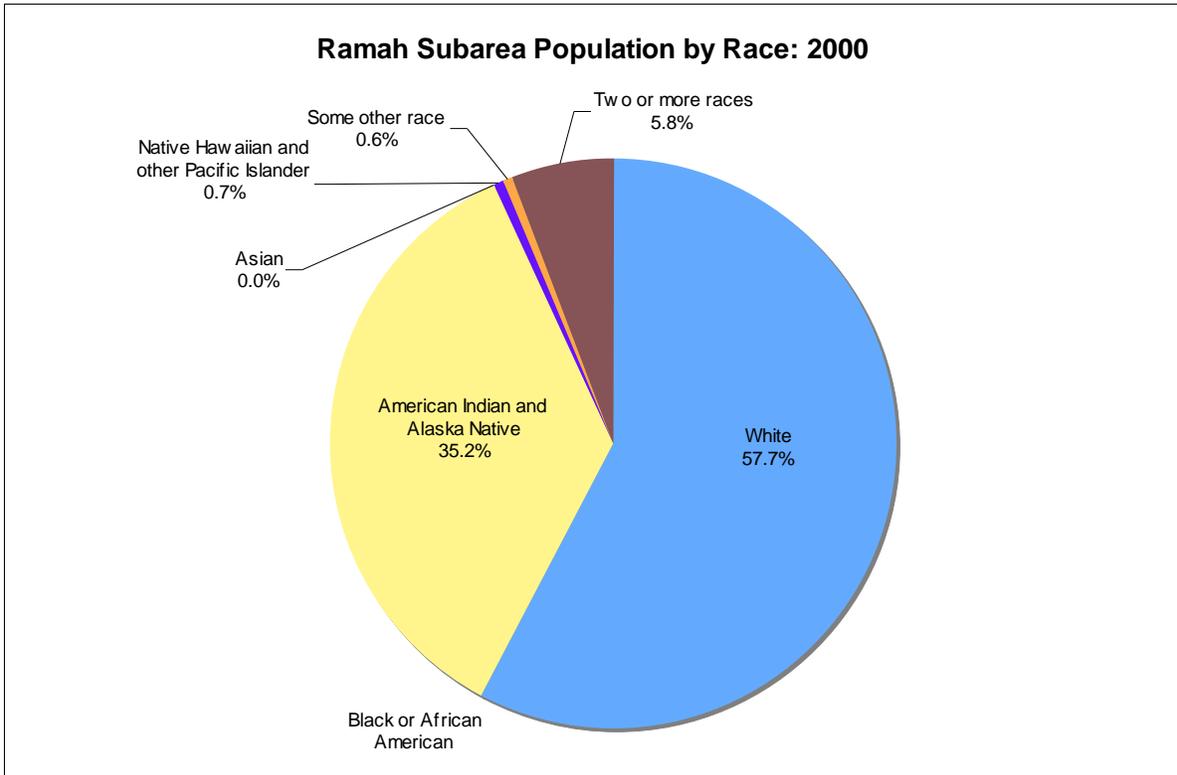


Figure: Zuni Subarea

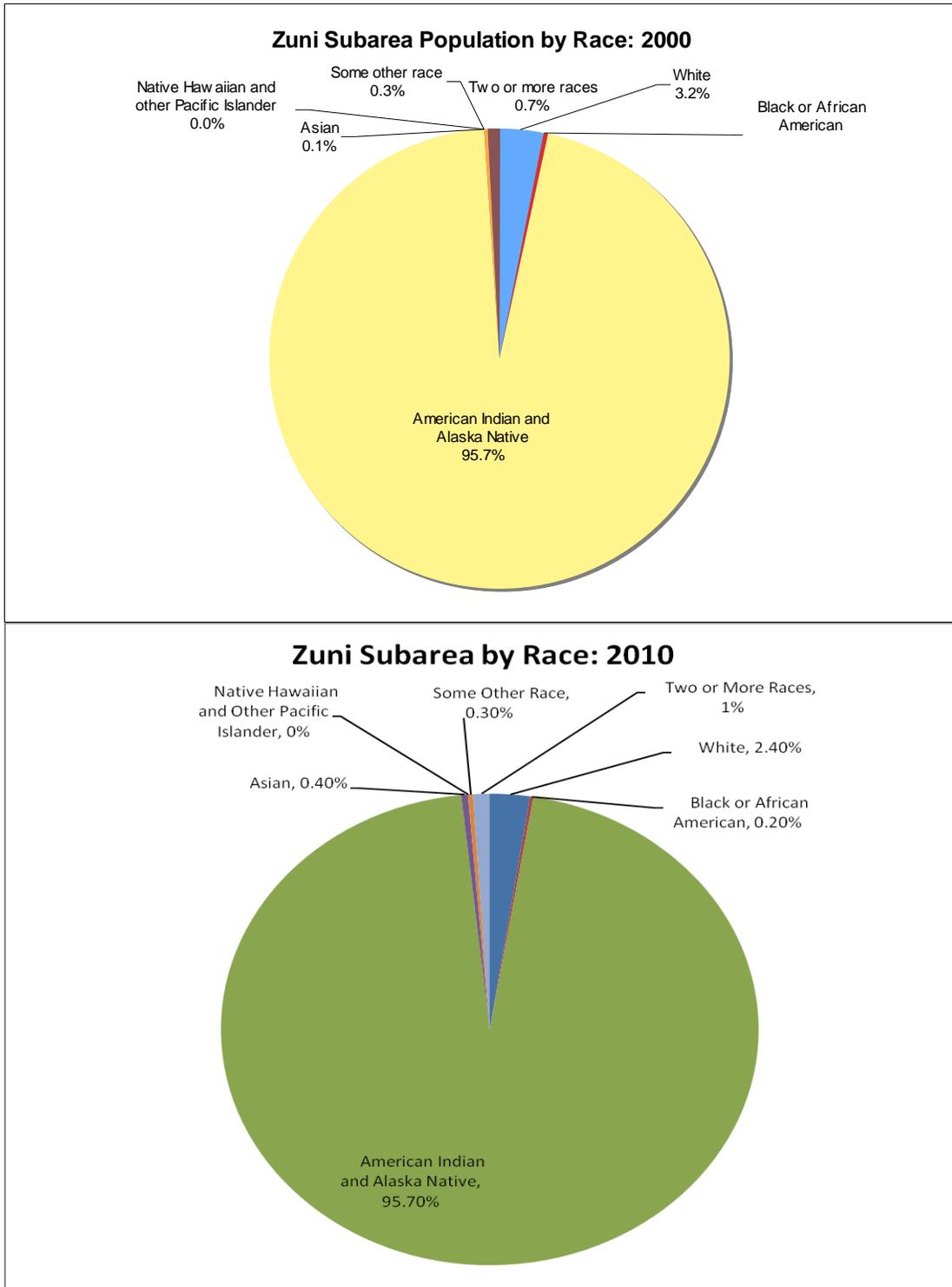


Figure: Navajo Subarea

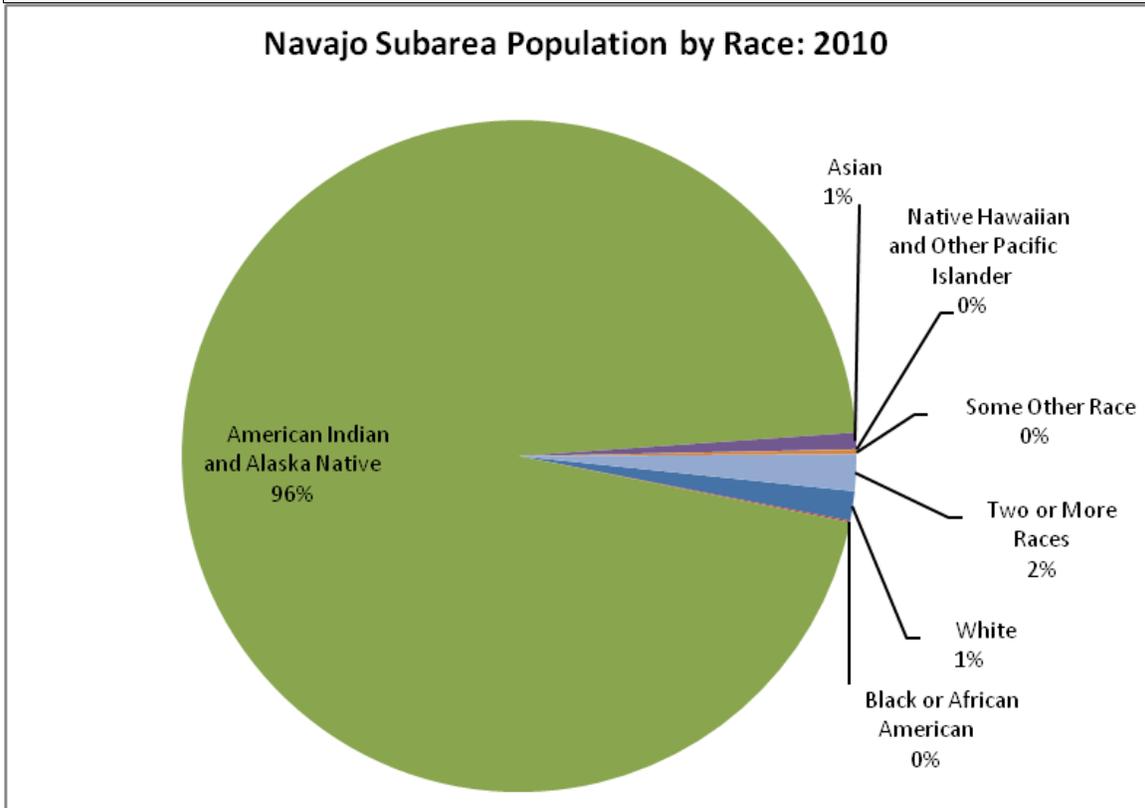
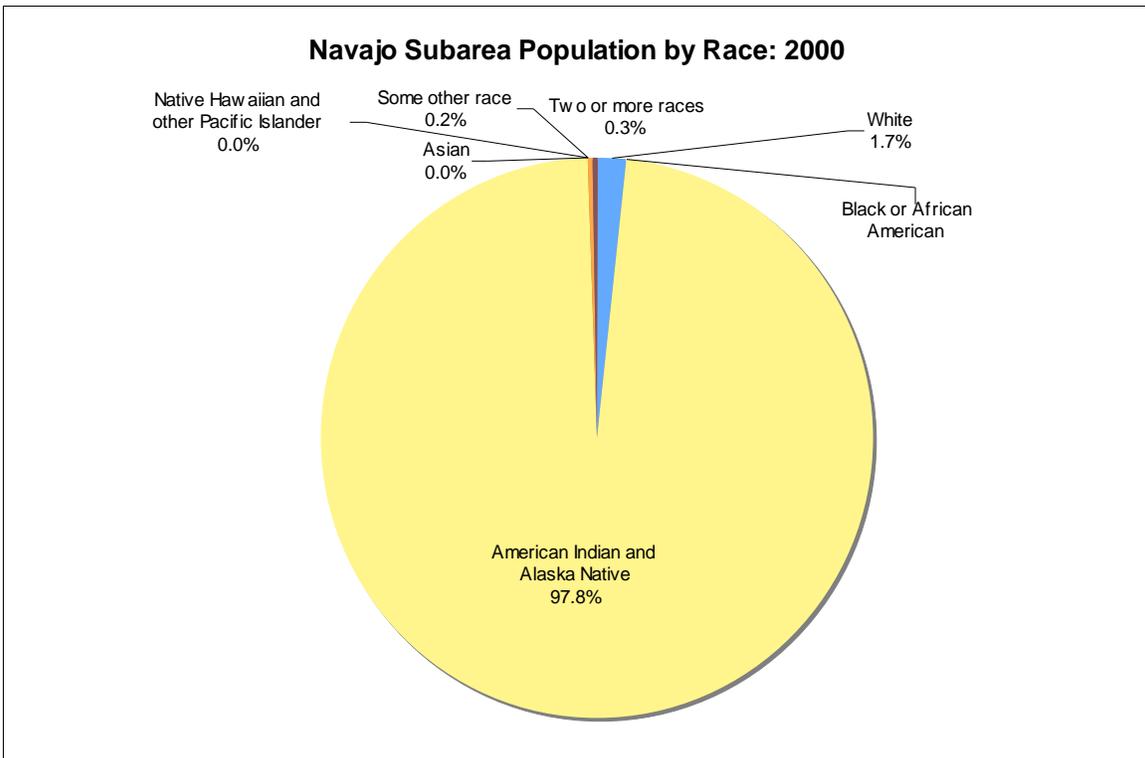


Figure: Thoreau Subarea

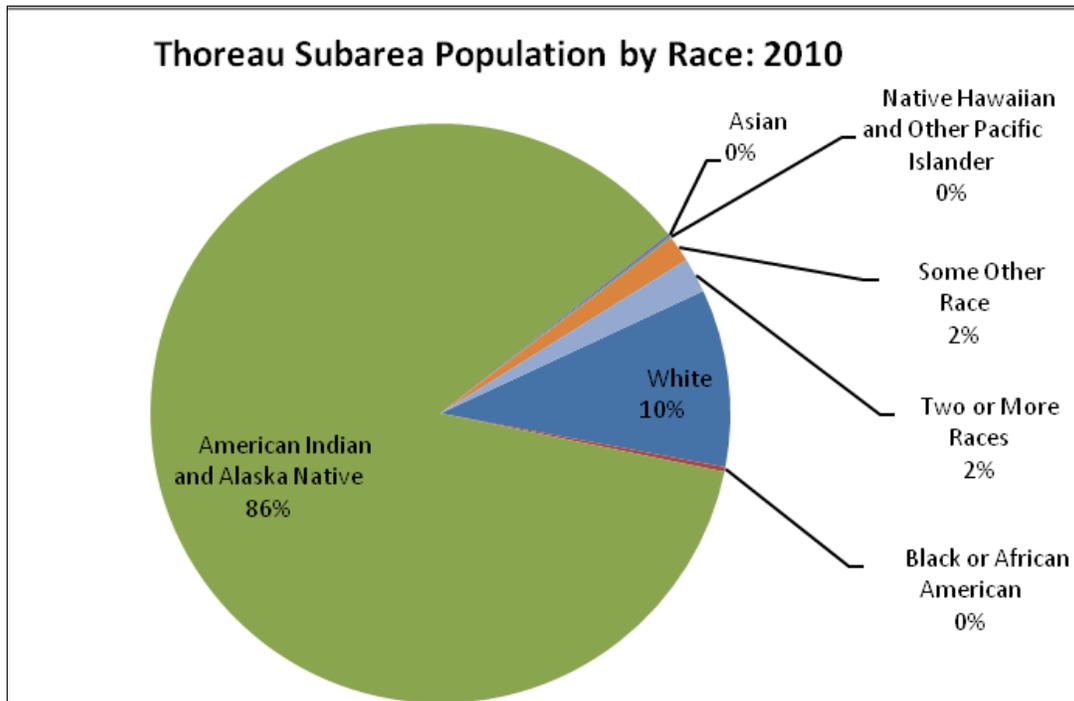
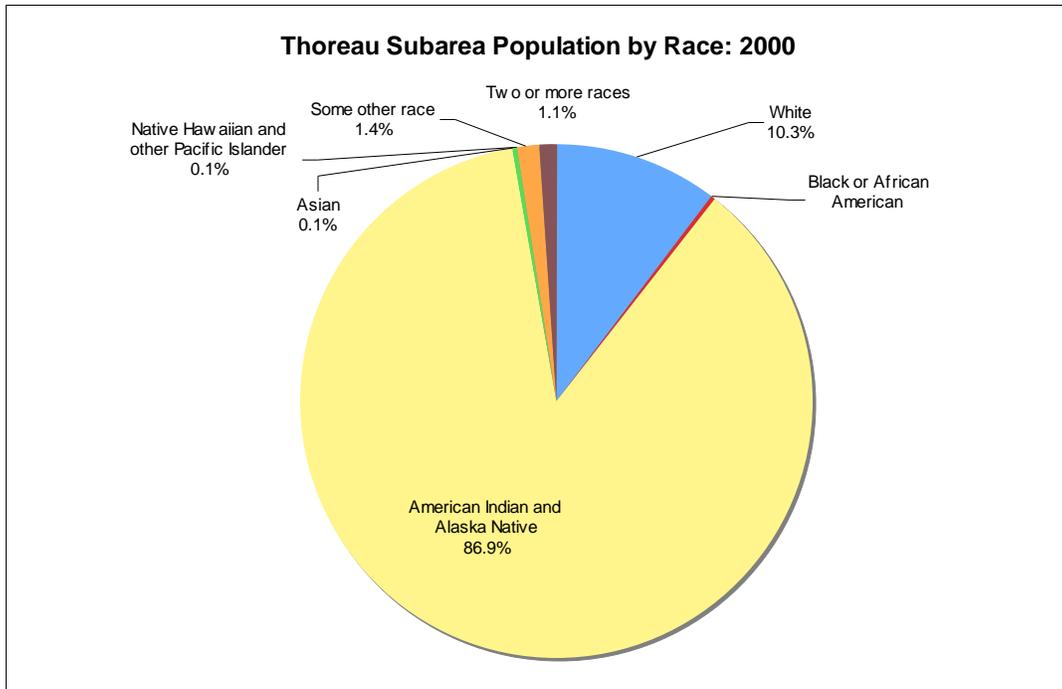


Figure: Crownpoint Subarea

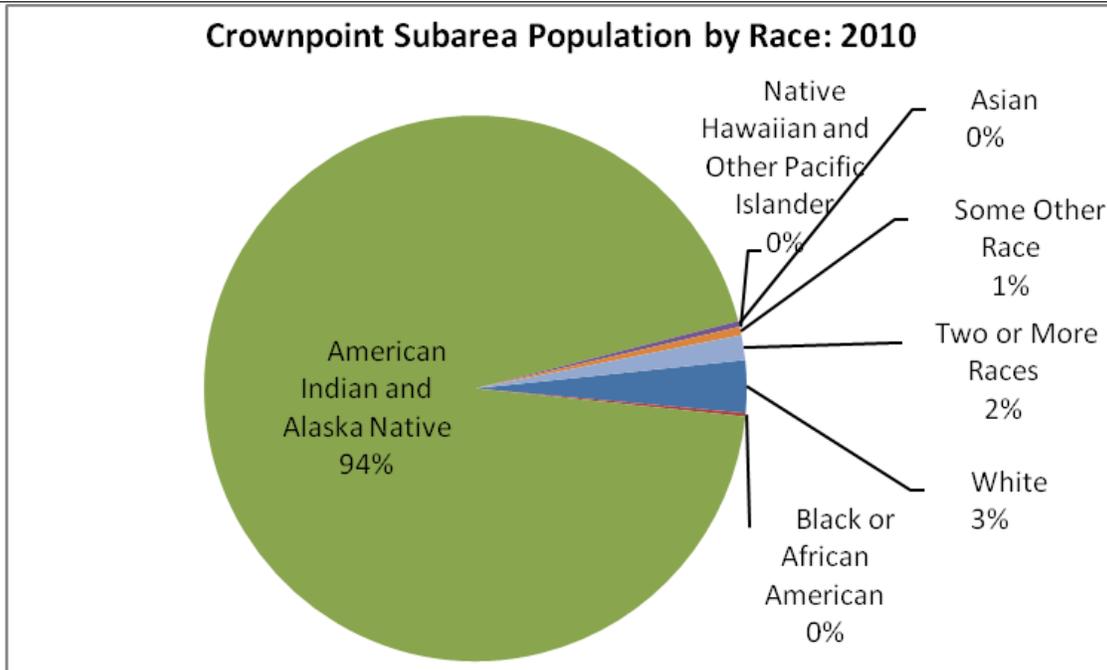
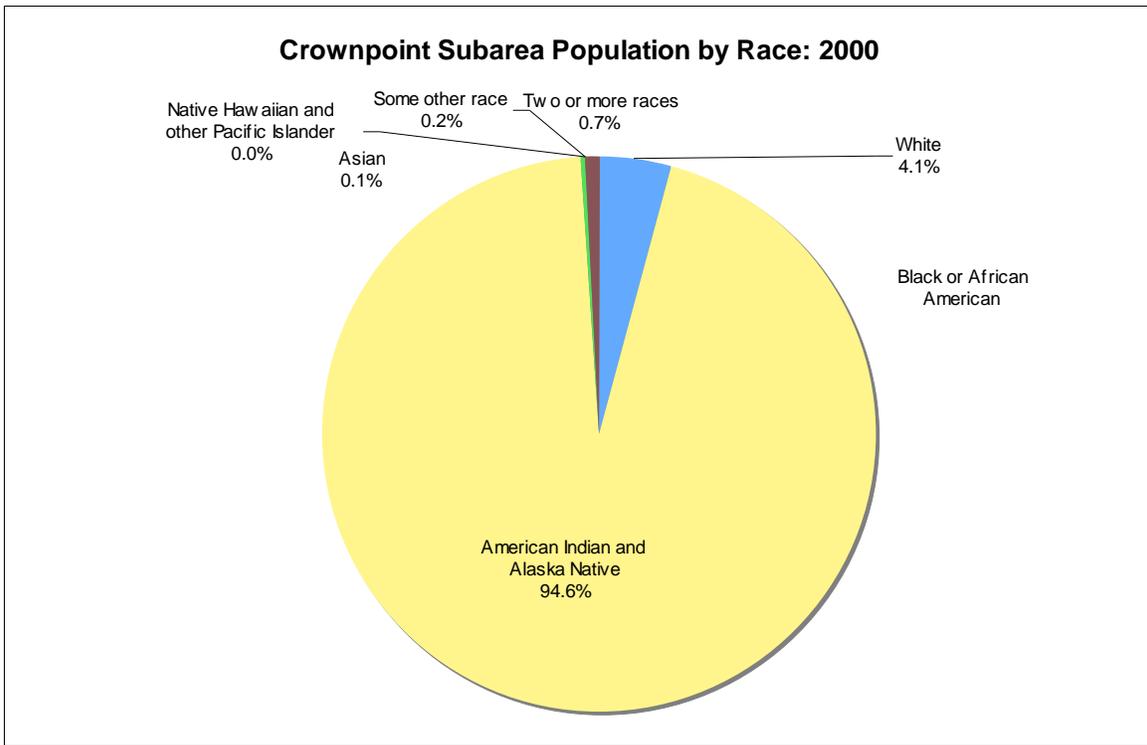
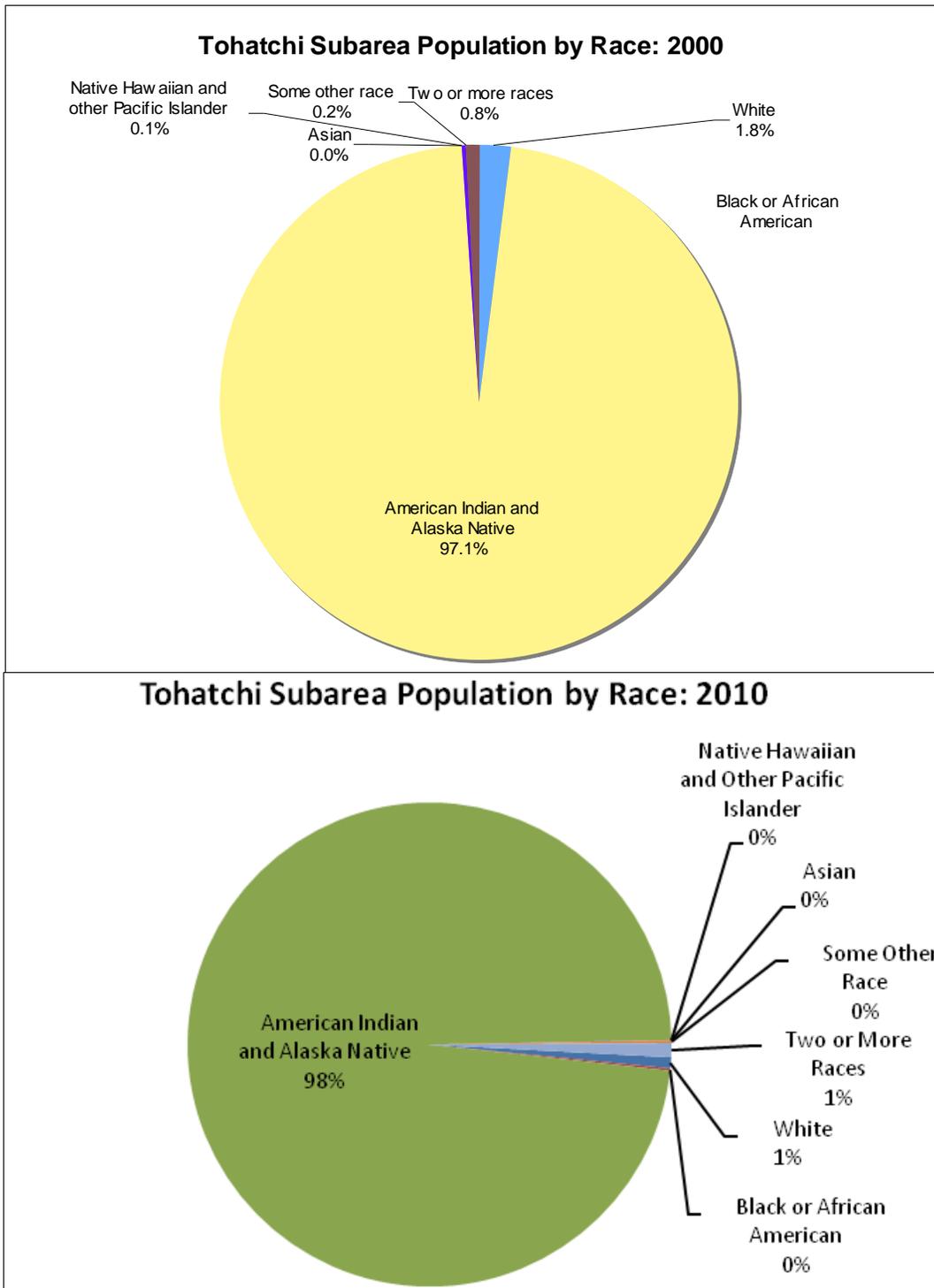


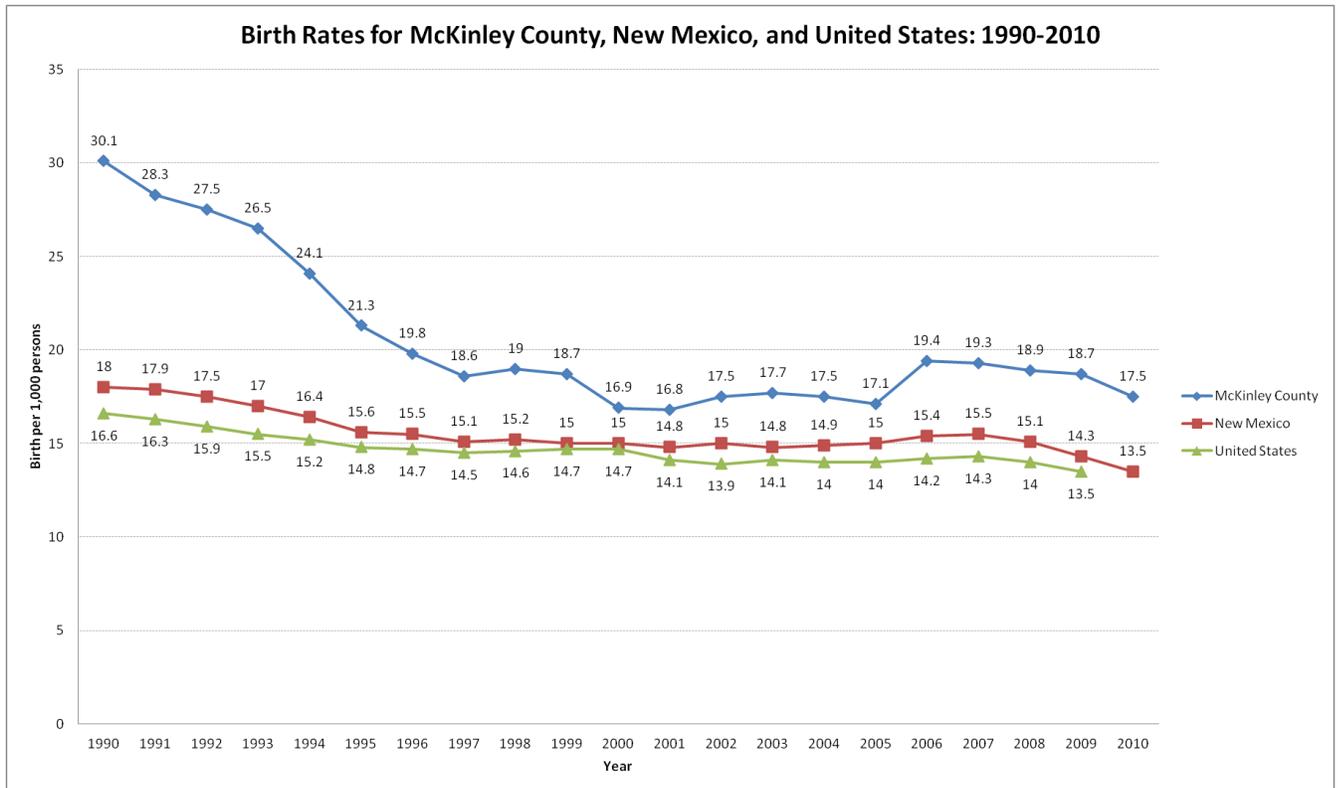
Figure: Tohatchi Subarea



Birth Rates.

Birth rates declined in McKinley County from 1990-1997, as well as in the state and U.S. The McKinley County birth rate went down at a much faster rate from 1990-1997 and continued to decline, however, it remained significantly above the state and U.S. rates through 2010. Since 2000, the County birth rates leveled out somewhat and increased in 2005 and has since declined.

Figure: County, State and National Birth Rates, 1990-2010

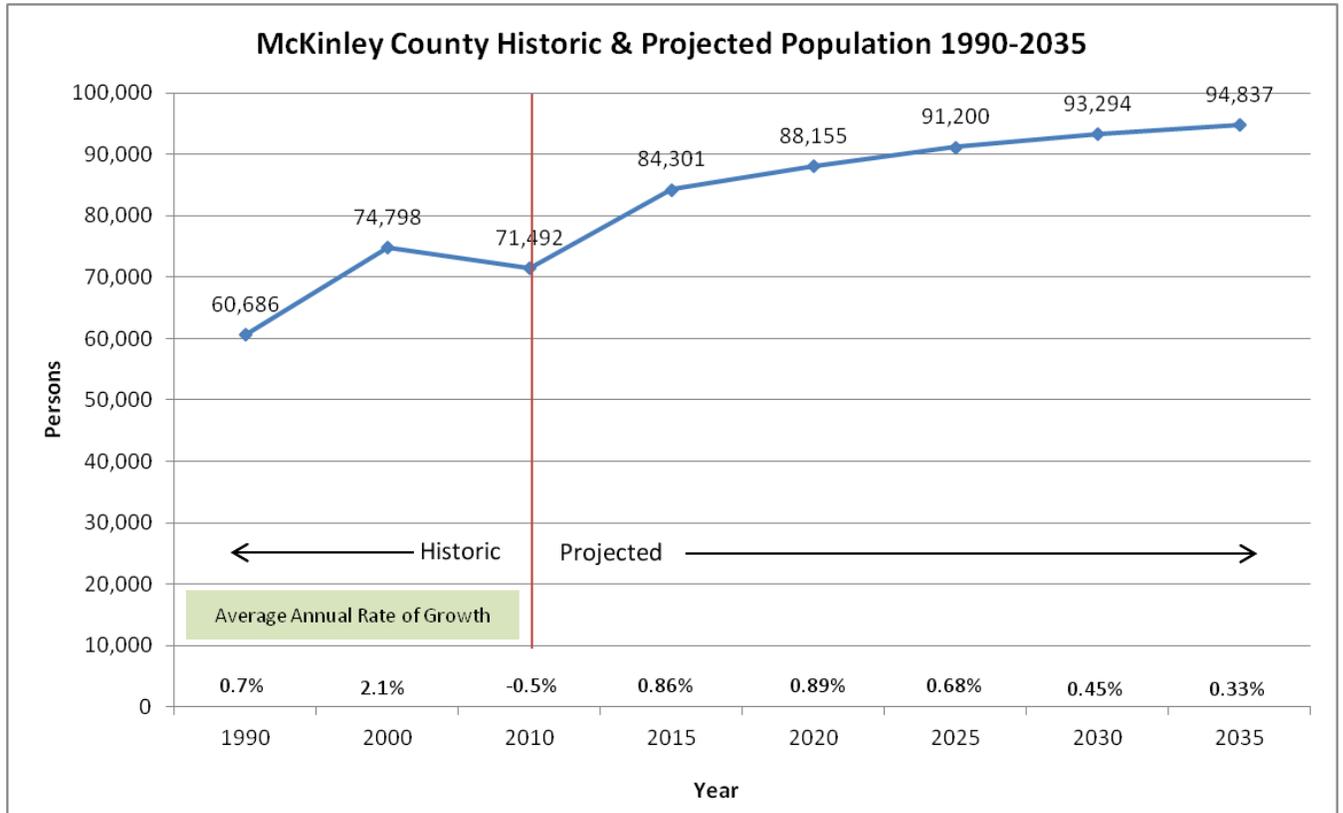


Source: New Mexico Department of Health, Bureau of Vital Records & Statistics

Population Projections.

McKinley County was projected to add 40,000 residents from 2000-2030. However, the population declined from 2000 to 2010. Projections released in 2008 by the University of New Mexico's Bureau of Business and Economic Research projected a population increase from 2005 through 2035 of nearly 17,000. The rate of growth is projected to decline each decade.

Figure: County Population, 1990-2030



Source: U.S. Census & Bureau of Business & Economic Research

B. Housing Characteristics

McKinley County had a total of 25,813 housing units according to the 2010 U.S. Census which was down by at least 900 homes from the 26,718 housing units in 2000. However, of the 25,813 total housing units approximately 85% or 21,968 were occupied; whereas, in 2000, 21,476 units were occupied households. Also, in 2010, 3,845 housing units were considered vacant/not permanently occupied.

McKinley County had a total of 25,813 housing units in 2010, of which 21,968 were occupied households and 3,845 were considered vacant/not permanently occupied.

The proportion of vacant units in the City of Gallup was 507 units or 6.3% in 2010 (Total housing units was 8,097 of which 7,590 were occupied) the lowest of any subarea in McKinley County. Gallup's vacancy rate is low compared to the state of New Mexico's total of 12.2% (McKinley County was 14.9%).

The Zuni Subarea is the next lowest of proportion of vacant units with 8.9%. The Crownpoint Subarea had a vacancy rate of 27.2%, the highest in the County. The other subareas, which are primarily part of the Navajo Nation, had higher vacancy rates. This rate continues to be characteristic of the Navajo Nation, where many housing units are used seasonally or occasionally, or are abandoned.

Figure: County Housing by Subarea, 2010

McKinley County, Housing Units, Households, and Vacant Units by Subareas: 2010				
Subarea	Housing Units	Households	Vacant Units	Portion of Vacant Units
City of Gallup	8,097	7,590	507	6.3%
Gallup Metro	8,939	8,333	606	6.8%
Gallup North	3,484	2,885	599	17.2%
Gallup South	3,259	2,580	679	20.8%
Navajo	2,052	1,728	324	15.8%
Tohatchi	1,537	1,177	360	23.4%
Crownpoint	2,259	1,645	614	27.2%
Thoreau	2,124	1,653	471	22.2%
Zuni	2,159	1,967	192	8.9%
Total	25,813	21,968	3,845	14.9%

The County as a whole has an average household size of 3.2, compared with 2.5 for the State of New Mexico.

Figure: Average Household Size by Subarea

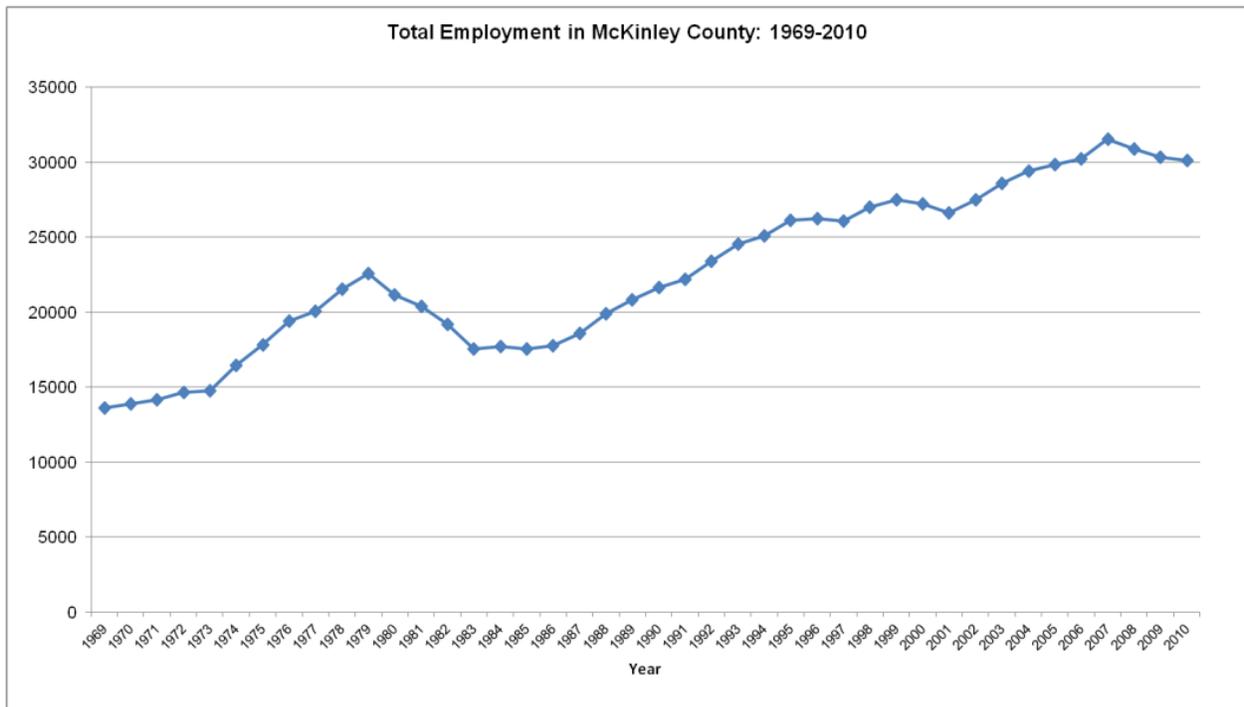
Average Household Size by Subarea: 2010	
City of Gallup	2.79
Gallup Metro	2.84
Gallup North	3.49
Gallup South	2.98
Navajo	3.62
Tohatchi	3.25
Crownpoint	3.31
Thoreau	3.43
Zuni	3.84
McKinley County	3.22
New Mexico	2.55

C. Growth Analysis: Local Economy

McKinley County's employment has grown from 13,913 jobs in 1970 to 30,141 jobs in 2010 (U.S. Bureau of Economic Analysis) with a peak of 51,531 jobs in 2007. Over the 40-year period, the County gained an average of 2.4% jobs per year. From 1986-2000, employment growth averaged 3.1% per year.

McKinley County's employment has gained over the 30-year period an average of 2.4% jobs per year. From 1986-2000, employment growth averaged 3.1% per year.

Figure: Total County Employment, 1969-2010



Source: Bureau of Economic Analysis

From 2000 to 2004 another 2,260 jobs were added; however, from 2005 to 2010 there was a decrease of 100 jobs in McKinley County (New Mexico Department of Labor).

Average earnings per job in real terms (adjusted for inflation to 2000 dollars) fell from \$30,703 in 1970 to \$24,378 in 2000. In 2000, average County earnings were lower than the state average of \$28,283 and the national average of \$36,316. In 1973-1984, County earnings were higher than the U.S. average. This time period corresponds to a spike in mining employment.

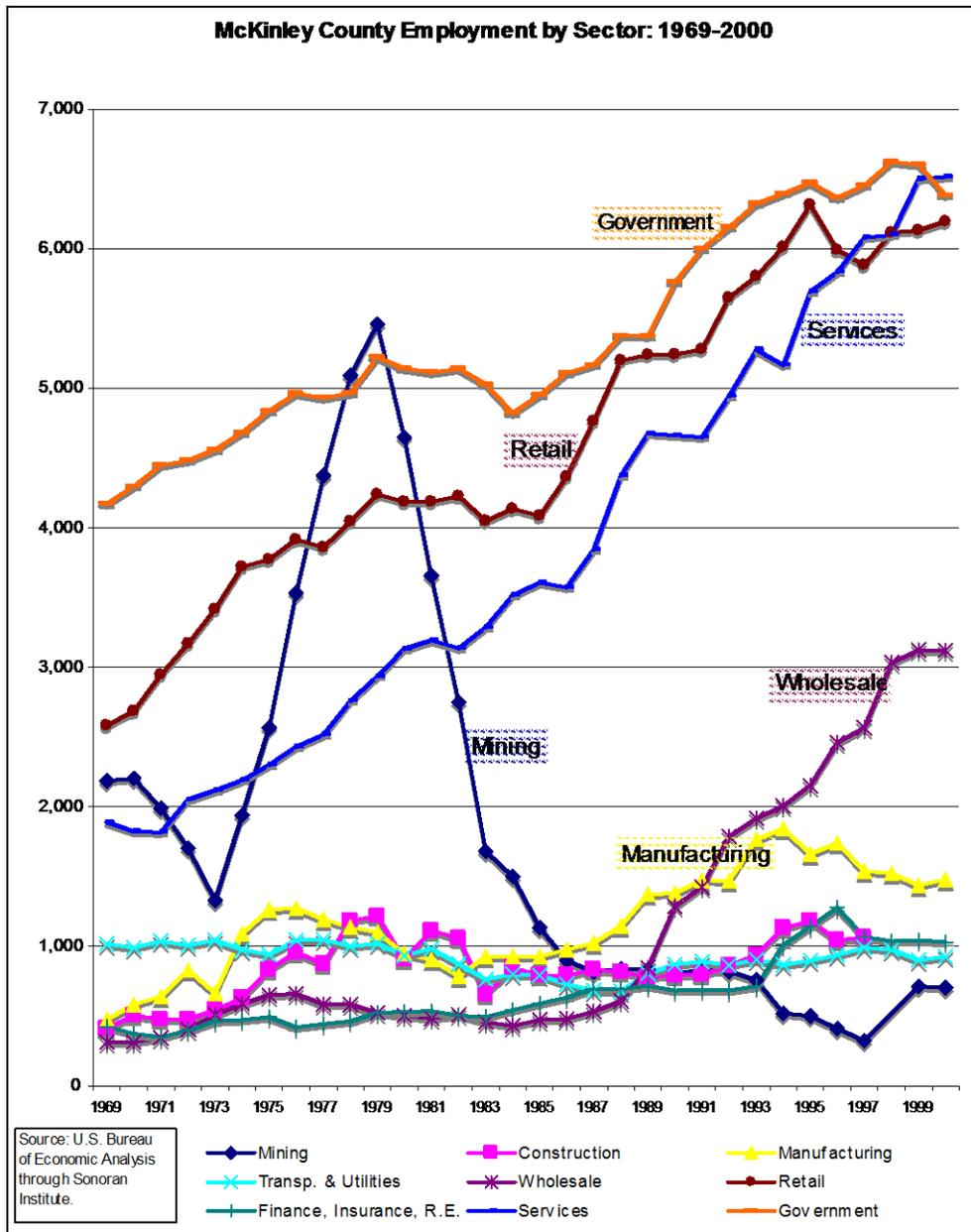
Employment by Sector.

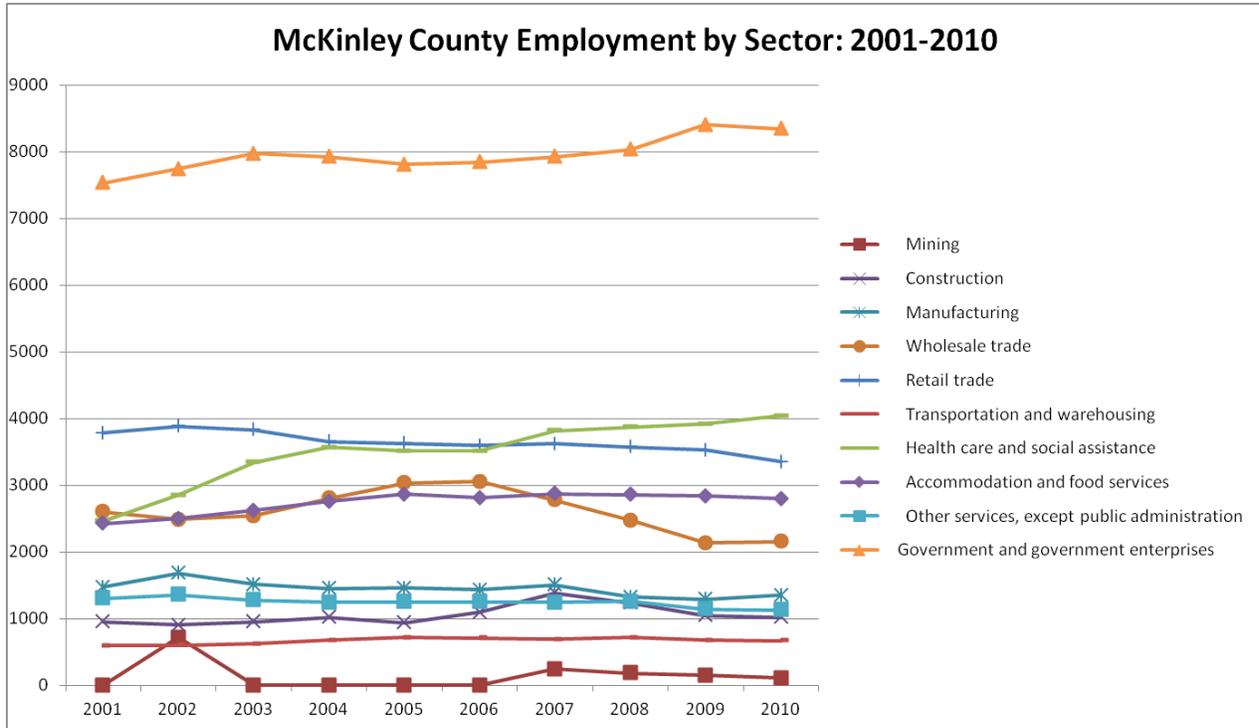
In mid-2000s, retail and service jobs have shown the greatest growth of all employment sectors. Combined, these sectors are dominant. Retail sales and services in Gallup meet the needs of approximately 120,000 people over a 15,000-square-mile territory in Northwestern New Mexico and Northeastern Arizona (source: Gallup/McKinley County Chamber of Commerce). McKinley County and Apache County, AZ have a combined population of 120,000. However, Health Care and Social Assistance industry sector is on the rise with an increase from 91 establishments in

McKinley County in 2005 to 126 establishments as of 2010. The Transportation and Warehousing sector has also seen some growth from 37 establishments in 2005 to 48 establishments in 2010.

Government employment is a very important sector in the County's economy, providing nearly 6,400 jobs by year 2000. The mining sector has diminished. Wholesale trade has grown substantially since 1988. Growth in manufacturing was significant in the 1980s and early 1990s, but has gradually declined since 1994.

Figure: County Employment, 1969-2000





McKinley County had the lowest per capita income in New Mexico in 1999 and in 2010.

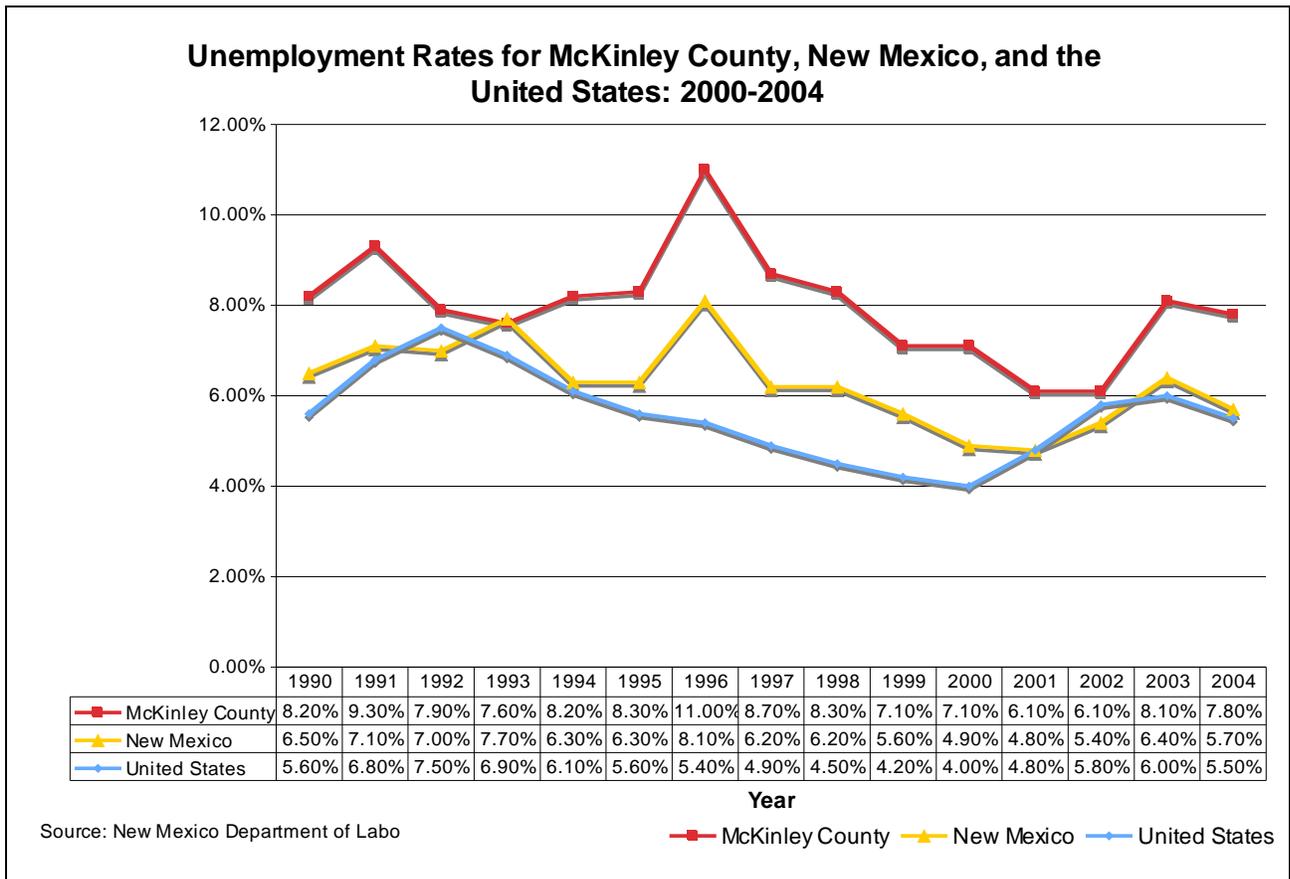
Figure: Lowest and Highest Per Capita Income in 1999 & 2010

New Mexico Counties With Lowest Per Capita Income in 1999	
McKinley County	\$9,872
Luna County	\$11,218
Guadalupe County	\$11,241
New Mexico Counties With Highest Per Capita Income in 1999	
Bernalillo County	\$20,790
Santa Fe County	\$23,594
Los Alamos County	\$34,646
Source: U.S. Census 2000.	

New Mexico Counties with Lowest Per Capita Income in 2010	
McKinley	\$ 24,130.00
Guadalupe	\$ 24,438.00
Union	\$ 24,552.00
New Mexico Counties with Highest Per Capita Income in 2010	
Eddy	\$ 40,748.00
Santa Fe	\$ 43,389.00
Los Alamos	\$ 61,539.00

The County has had high unemployment rates compared to New Mexico and the U.S. In 2004, McKinley County had 7.8% unemployment compared to 5.7% for the state and 5.5% for the U.S. In 2010, the unemployment rate for McKinley County was 9.1% and 7.9% for the State of New Mexico. The participation rate in the work force in the County is low. The New Mexico Department of Labor and the U.S. Bureau of Economic Analysis do not count “non-participants” (individuals who are officially unemployed, who do not work and are not registered as available and looking for work). On the Navajo Reservation, actual unemployment is estimated to be in the range of 50-70%.

Figure: County, State and National Unemployment, 2000-2004



2012 Major Employers in McKinley County

Top Employers in Gallup/McKinley County			
Company	# of Employees	Industry	Location
Gallup-McKinley County Schools	2,000	Education	Gallup
USPHS Gallup Indian Medical Center	1,000	Medical	Gallup
Rehoboth McKinley Christian Hospital	649	Medical	Gallup
Wal-Mart	637	Retail	Gallup
City of Gallup	601	Government	Gallup
Zuni Public Schools	417	Education	Zuni
Giant Refinery and Truck Stop	389	Energy	Jamestown
University of New Mexico - Gallup	242	Education	Gallup
California Supermarkets	240	Retail	Gallup
Bureau of Indian Affairs	210	Government	Gallup
McKinley County	200	Government	Gallup
Burlington Northern Santa Fe Railroad		Transportation	Gallup
Navajo Nation Gaming Enterprise	275	Gaming	Gallup
Bio-Pappel Paper Company		Manufacturing	Prewitt
Navajo Technical College	120	Education	Crownpoint
Lee Ranch Coal Mine	100	Energy	San Mateo
Escalante Generating Station	120	Energy	Prewitt

Source: Greater Gallup Economic Development Corporation website.

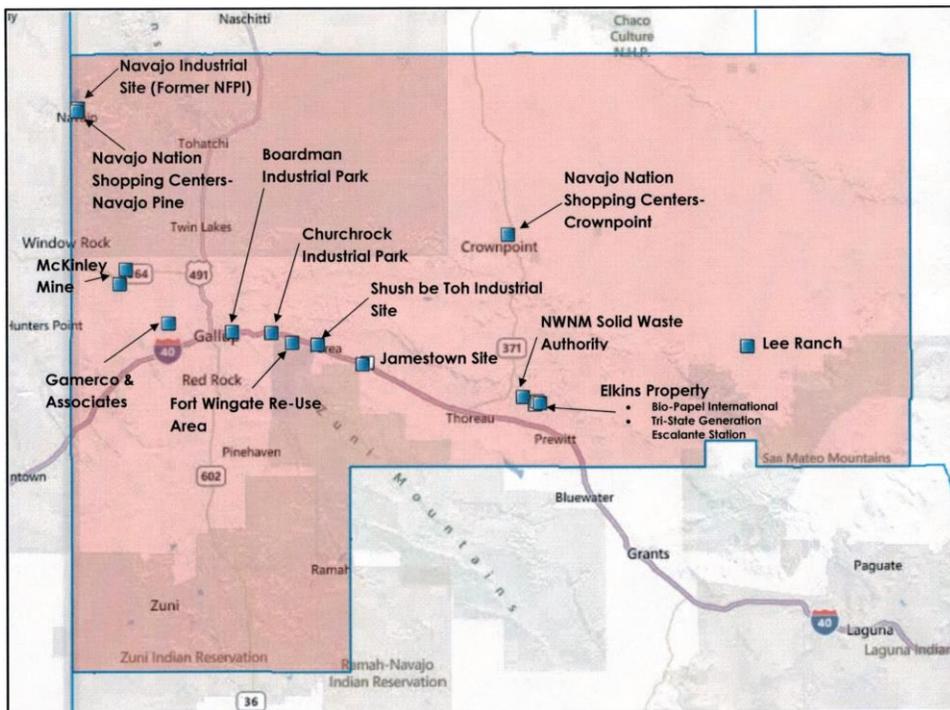
Employment Change

The following tables show expected job losses, expected job growth, and economic development prospects that have been pursued in recent years. For the most part, McKinley County's tax base remains stable even during the Great Recession with its foundations based in health care, education, government, retail, and conventional energy sectors. Major changes include the development of the Navajo Fire Rock Casino and the closure of Chevron McKinley coal mine, which is almost a wash when considered with the expansion of Lee Ranch coal mine. Yet, there are some highly skilled workers from Chevron coal mine that are human assets for our workforce. The health care sector has expanded with more dental practices, the New Mexico cancer treatment center, and the dialysis center. Navajo Technical College and UNM-Gallup have been steadily expanded programs and curriculum to meet 21st century education needs and workplace skills.

Other opportunities and assets include the build-out development of the Churchrock Industrial Park and Facility, which actively is recruiting tenants. Gamerco Associates, Ltd. is under court order to divest its 25,613 fee simple acres, assets (including a 13,000 foot railroad spur line), and leases. This development could have a huge impact on economic development and growth management.

Figure: Potential Job Growth and Loss, McKinley County

Job Loss	Number of Jobs	Additional Information
Chevron McKinley Mine	300	April 2012: Unconfirmed estimates are 300 mine workers were laid off. Skeleton crew remains, working to complete the final checklist.
BNSF Railroad engineers moved to Belen	Unknown	Unconfirmed.
Job Gain	Number of Jobs	Additional Information
Sacred Wind Communications		Headquartered in Ya-tah-Hey, this telecommunications company is providing service in rural and tribal communities.
Navajo Fire Rock Casino		Expanded to add a new convention facility.
Churchrock Industrial Park		Currently recruiting an industrial tenant, as well as incubator clients.
Uranium exploration and mining activities		Several companies are invested in exploring uranium reserves and in the process of acquiring permits to mine.
IHS Gallup Indian Medical Center Replacement	1,000 New Jobs	Phase II Site Selection & Evaluation Report cleared Rico Ranch/West Gallup site as Site #1. To prevent sprawl, this development should be master planned for mixed-use services, business, housing, energy, infrastructure, & retail.
Fort Wingate Army Depot redevelopment		
Additional coal resources in NE part of the County		
Uranium resources on Navajo Nation		Navajo Nation passed a law in opposition to permitting any mining on the Reservation
Uranium Legacy cleanup		Current 5-year plan spearheaded by EPA – a funding source is needed.
Tourism development/ Adventure Gallup & Beyond		Ongoing tourism leadership efforts by Chamber and Adventure Gallup helped Gallup get designated as the “Adventure Capital of New Mexico,” supported by a marketing campaign.
Regional storage/distribution hub development		Transportation assets are a major competitive advantage in McKinley County. Identified cluster in the CEDS for active planning.
Home-based businesses		With internet expansion home-based businesses is a real opportunity.

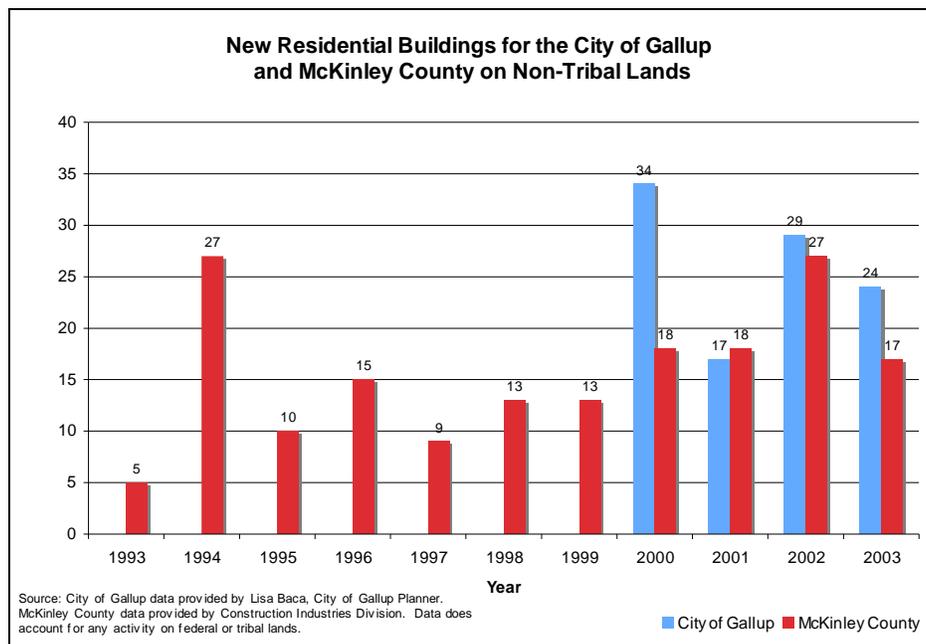


Residential Growth in Gallup and McKinley County

Building permits issued for new houses have varied by year in both the unincorporated County (non-Tribal lands) and in the City of Gallup. Overall, the number of building permits has not been high for a growing County as large as McKinley County – however, these records do not include growth on Tribal Trust and Allotment lands. Records of new homes on Tribal lands are not available. However, building activity on the Indian reservations has been occurring through the Navajo Housing Authority, other housing providers' projects, individually built homes and manufactured housing.

McKinley County permits have generally been higher in the past four years, 2000-2003, compared to the earlier period of 1993-1999. City permits have varied to a greater extent by year since 2000.

Figure: New Residential Buildings on Non-Tribal Lands



III.

VISION

Looking to the future, County citizens and leadership have identified numerous needs as well as opportunities that should be addressed through a coordinated program of preparedness planning.

To ensure historical continuity and for the purposes of this Update, the County vision is drawn from the visioning workshops held in 2002 for the “Phase I” Comp Plan ultimately produced in 2003. In the vision, citizens’ emphasis was on maintaining mutual supportive relationships within an environment of cultural diversity. Natural and traditional values were stressed. This vision calls for citizen commitment, pooling of resources, and strong leadership to improve living quality in McKinley County. Other overarching directions of the vision and plan included:

- Quality jobs
- New investment in this region
- Diverse economic development strategies
- Quality housing options
- Efficient transportation systems
- Asset wealth (including energy and financial savings)
- Healthier people and communities
- Better use of natural and cultural resources

McKinley County's planning vision centers on its people. Our shared values of life, liberty and the pursuit of happiness include personal and social responsibility, cultural sensitivity, spirituality, equality and mutual respect.

There is appreciation for education and strong support for the importance of family, nurturing of children, non-violence and security from hunger – all of which contribute to a strong sense of community. Convivial, progressive spirit envisions living quality in beautiful communities where the environment, arts, history and culture are preserved. The bio-region can be sustained through sensitive growth that stewards water resources by maintaining natural green areas as well as protecting and conserving the desert. Coordinated, unified governance will foster a stable future based on diverse development that offers an improved rural economy, attraction of well-paying jobs and encouragement of entrepreneurial ventures. County citizens commit to increased community involvement for true participatory democracy that thrives on a spirit of volunteerism and philanthropy.

Ethical, proactive leaders will meet citizens’ expectations to engage in regional cooperation with accountability, equitable distribution of resources and excellence in public service. Working together for a stable tax base will enhance local jurisdictions’ ability to provide safety, education, health care, infrastructure quality, responsive public services, tourism attraction and recreation. Future planning remembers: to protect water and air quality; to assist the young, the aged, the infirm and all those in need; and to promote the enjoyment of living in McKinley County.

IV. ELEMENTS

Comprehensive Plan Elements are the building blocks for a structured future. A dozen subject areas were selected as the factors upon which to focus McKinley County's blueprint for preparedness planning improvements.

The resulting roster of Comprehensive Plan Elements addressed in this section is:

- Land Use
- Transportation
- Water
- Intergovernmental Relations (x)
- Health
- Housing
- Hazards Mitigation
- Tourism
- Economic Development
- Fiscal Impact
- Infrastructure & Facilities
- Implementation Program

Because of its multi-jurisdictional governance, vast geographical area and cultural diversity, McKinley County often lacks a unified response to social, economic and political issues. The Comprehensive Plan Elements, with their interrelationships, offer an opportunity to establish organizing principles that address common problems.

In every Element there are opportunities for cooperation. Some, such as Transportation, Water, or Economic Development, require unified support for projects that may benefit many communities. Others, such as Land Use, Infrastructure, Housing, need special adaptations at the local level. Intergovernmental Relations and the Implementation Program are topics that emphasize coordination across jurisdictions.

Each Element is formatted in similar fashion. First, the subject is introduced with an explanatory purpose statement. A summary of existing conditions and current overview follows. Opportunities and constraints affecting the Element are addressed, often with cross-referencing to related issues covered in other Elements. Finally, an overarching goal is set, followed by policies and strategies. Policies and strategies suggest possible actions that may be taken to accomplish the Element's goal statement. To maintain Comprehensive Plan consistency, many Element recommendations have been organized into the Implementation Element's program for phased, cooperative actions. Each element section highlights achievements and progress to build from going forward for the County, as well as, other guiding documents and resources e.g. plans, ordinances, resolutions, tools, etc.

The McKinley County Comprehensive Plan acknowledges that these Elements have different priority, meaning, and application among the County's diverse communities. Purposes may be reshaped. Additional, locality-specific information can be gathered and evaluated. Specific planning measures should be tailored to fit varying circumstances and citizens' desires.

LAND USE ELEMENT

The Land Use Element of the McKinley County Comprehensive Plan is intended to act as a general guide regarding the location and intensity of development in the County. The Element also gives direction to ways McKinley County should grow in relation to the surrounding natural environment. In addition, the configuration of land use types (residential, commercial, industrial, mixed use, public uses and trails & open space) is critical to the success of the Comprehensive Plan as an integrated whole. The Land Use Element forms the framework around which all other Comprehensive Plan Elements are arrayed. The Transportation and Economic Development Elements have a particularly close relationship to this Element in the context of McKinley County's size and the need for coordination by many jurisdictions.

The cultures and geopolitical jurisdictions of McKinley County are very diverse. No fewer than 50 rural subdivisions and tribal communities, including Navajo Nation Chapters and the Zuni Pueblo, are represented in the County. In combination with other non-reservation areas, they form a unique mix of different communities. Land use issues vary depending upon County location. Concerns ranging from a desire for minimal regulation of land use and intensity to groundwater contamination to conservation of natural resources have been voiced through many community involvement processes. How to accommodate and prioritize expressed concerns is an issue for County offices and residents. Future development should emphasize coordination among County, municipal and Chapter governments, while allowing sufficient independence to allow creative and local solutions.

Land use in McKinley County is predominantly rural. Most County land is controlled by Native American governance and the US Forest Service. More urban uses are concentrated in the City of Gallup, including residential densities, mixed-use developments, large commercial and industrial areas. By contrast, low residential densities with clustered convenience and employment uses surrounded by vast open spaces characterize most of the unincorporated and Tribal lands in the County.

CURRENT LAND USE OVERVIEW

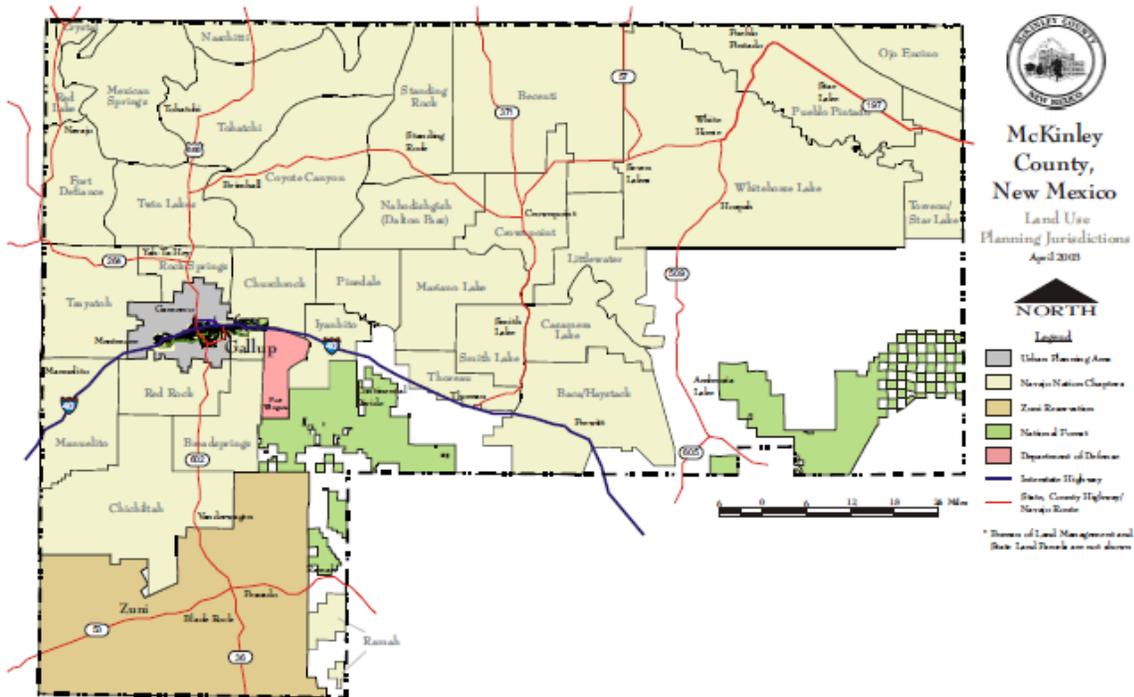
Approximately 5,499 square miles of land are within the boundaries of McKinley County. It is bordered by San Juan County to the north, Sandoval County to the East, and Cibola County to the South. The New Mexico/Arizona border is its western boundary. Interstate 40 is the County's primary east-west transportation route. US Highway 491 and New Mexico State Highway 371 are the principal north-south highways connecting Gallup to Shiprock and Thoreau to Farmington in San Juan County. State Highway 602 is the main connector from Gallup southward to Zuni. The Cibola National Forest covers a significant area near its southern border.

Development patterns throughout much of the County follow the traditional settlement patterns of the local Native American tribes. Land development in all areas of the County outside Gallup is largely unplanned. Gallup, the County Seat, is the focus of planned urban development in the County. Adopted in 1999 and later updated in 2009, the Gallup Growth Management Master Plan describes developability gradations useful in mid-term and long-range planning. The Plan delineates areas as developed, developable and developability-restricted. The City model could be modified to meet the development planning needs of the County and other local jurisdictions.

Unincorporated portions of the County still rely on demand and owner preference to dictate land use. Over the past decade, the Navajo Nation has allowed individual Chapters of their community to complete much needed land use plans under the Navajo Nation Local Governance Act. This is a positive step in the recognition of the benefits of planned land use development in the County. During the

County's Phase II Comprehensive Plan process, Architectural Research Consultants, Inc. and the Northwest New Mexico Council of Governments reviewed a majority of these plans to pull out common issues, needs, plans, and potential projects.

Developed land use in McKinley County occurs primarily in incorporated areas. Private lands in unincorporated areas and Tribal lands contain low intensity, widely-dispersed development. Almost 75% percent of the land in McKinley County is controlled by Native American tribes. Additional lands in public ownership -- portions of the Cibola National Forest and small, scattered Bureau of Land Management and State land holdings - reduce the amount of privately-developable real estate to less than 20% of the County's total land area.



Incorporated Area.

There is one incorporated municipality in the County, the City of Gallup. It is located in the west-central portion of the County, and is the largest community. Land uses in the City reflect development patterns common to cities and towns in the region that are organized along major transportation corridors. Residents are well-served by the local transportation network and access to amenities.

Unincorporated Area.

County land, in private hands, outside Gallup is in unincorporated areas. Land use in these areas is rural with low to very low residential densities. Small, established communities include Thoreau, Ramah, McGaffey, Gamerco, Vanderwagen and about 8 other subdivisions. Land use, not devoted to ranching or agriculture, is almost exclusively residential. Compact commercial areas may exist in conjunction with the residential component or to serve travelers. Large open spaces with scattered, very low-density ranch development are also present. Accessibility and convenience services to these areas varies considerably, depending on distance from established settlements or major transportation corridors.

Tribal Areas.

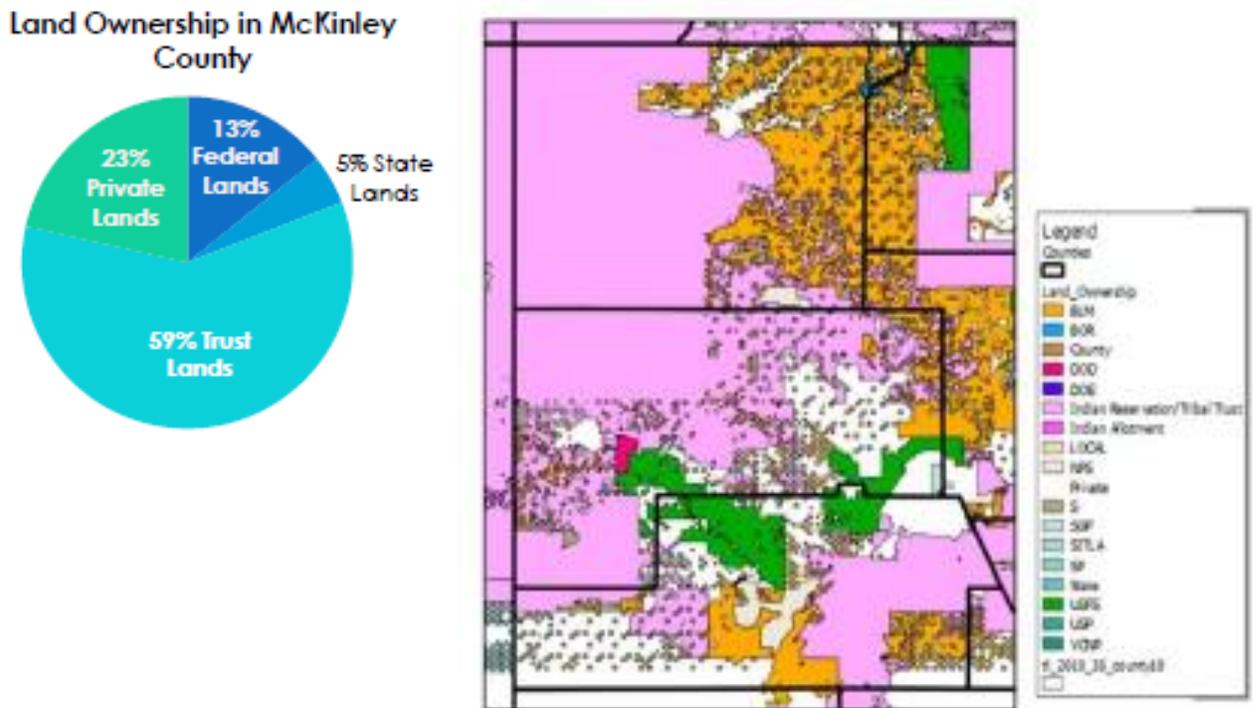
Tribal lands cover most of the County. Tribal communities are usually low density and often unorganized. Land uses in these areas tend to be based primarily on ancestral ownership patterns. Development on Tribal lands is constrained by reservation governing agencies, the Bureau of Indian Affairs, Navajo Nation and Zuni Pueblo. Access to these Tribal settlements is usually limited and difficult with roads often not maintained or maintained on an irregular basis. Exacerbating this situation is the difficulty of obtaining express rights-of-way.

LAND USE CONDITIONS AND ISSUES

Nearly 80% of the land in McKinley County is owned by the federal or state government, or is in trust status. The City of Gallup is 13.4 square miles, leaving 1,159 square miles of private, unincorporated land subject to County jurisdiction.

(Source: www.City-data.com/City/Gallup-New-Mexico.html)

Figure: County Land Status and Figure: Showcasing Checkerboard Nature of Land Ownership



Land Ownership by County (in Acres and Percent)									
County	Total Acres of Land	Number of Acres of Federal Lands	% of Federal Lands (excluding Indian Lands)	Number of Acres of State Lands	% of State Lands	Number of Acres of Land in Trust	% of Trust Lands	Number of Acres in Private	% of Private Lands
Cibola	2,906,453	847,339	29.15%	130,840	4.50%	932,741	32.09%	994,770	34.23%
McKinley	3,487,424	453,365	13.00%	174,371	5.00%	2,057,580	59.00%	802,107	23.00%
San Juan	3,544,068	889,526	25.10%	122,614	3.44%	2,295,806	64.77%	236,122	6.66%

Figure: Land Ownership by County (in Acres & Percent)

Note: In Cibola County 761.1 acres are owned by UNM and in McKinley County 34,874.24 by Bank Hed Jones Land Use

Source: County Assessors' Offices, 2012

Land use issues and conditions for the County include:

Small Communities and Exurban Development

- Some development requires County services, and those services cost in excess of tax revenues or fees generated.
 - Some unincorporated communities on the outskirts of Gallup are believed to generate low tax revenues compared to the services needed. While higher levels of services are desired, the County is in a difficult fiscal position to provide those services.
 - Rural residential growth outside cities and suburbs, called “exurban” development, is typically not efficient for roads, utilities or school bus services, and may create demands for County services in excess of revenues.
- Some residential development has no potable water supply.
- Eleven unincorporated communities are formed around water and sanitation districts or mutual domestic water systems.
- There is substandard development with dilapidated structures/blight in portions of the unincorporated County.

Land Requirements for Housing and Non-Residential Uses

- Housing demand creates issues that have both land use and economic development aspects. The demand for housing in McKinley County is perceived to be stronger than recent homebuilding activity. Pent-up demand for housing could require significant land area, and construction activity would contribute to economic development.
- Available land area and vacant lots served by infrastructure are needed to meet projected demands for housing (by varying housing types and cost ranges) and for economic development.

Work with the City of Gallup to guide land use in the Gallup Metro Area

- State law enables joint municipal/County planning, subdivision regulations (platting) and zoning for areas around municipalities. The extraterritorial planning and platting authority for the City of Gallup extends three miles beyond City limits. The City of Gallup and McKinley County have discussed extraterritorial zoning on several occasions. The County does not have staff available at this time to administer extraterritorial planning, platting and zoning; and staffing arrangements with the City have not been formally considered nor agreed upon.

- The City of Gallup annexation plan includes areas on the east side (in proximity of the Rio Puerco) and west side (in proximity of Nizhoni Boulevard/Mendoza). A more extensive annexation plan may be developed in the future to address a broader range of concerns and interests of the City and neighboring areas.
- Before Rehoboth Red Mesa Foundation sold their property, they was developing a master plan for an 800-acre mixed-use, multi-income area on the east side of Gallup. The Rehoboth-Red Mesa Foundation master plan proposes developing relatively dense housing clusters to allow for conservation of open space, reduction of rural sprawl, and a reduction of impact on surface water runoff. Residential development would amount to 80-100 acres of the total 800 acre-parcel that the foundation controls. Currently, the Rehoboth School community is exploring possible options to meet their current infrastructure needs, including annexation.

Environment and Resources

- Sensitive lands (such as fragile lands, threatened and endangered species, culturally significant, or notably scenic vistas) should be protected in the County.
- Resource lands associated with coal, oil and gas, and sand and gravel should be identified and reserved in the County in order to limit potential conflicts with any residential uses nearby.

Jurisdiction

- McKinley County has jurisdiction over private land in unincorporated areas outside the Checkerboard Area, as well as private land inside unincorporated land in the boundaries of Navajo Chapters in the Checkerboard Area.
- Indian Trust and Allotment Lands are not subject to County jurisdiction.
- U.S Forest Service, Bureau of Land Management and State lands are generally not under County land use jurisdiction, although the County may influence public land managers’ land use policies.

Section 3-21-18 of New Mexico Statutes enables counties to create one or more special zoning districts, without the need to develop zoning for the entire County.

Existing Regulations of Land Use and Related Subjects

- McKinley County exercises the following regulations related to land use:
 - Subdivision regulations
 - Litter and weed control ordinance (includes junk cars)
 - Open burning ban
 - Business license ordinance
- The New Mexico Construction Industries Division issues building permits in the County.
- The New Mexico Environment Department manages septic/waste water permits.
- The New Mexico Office of the State Engineer manages water resources of the state, including well permits and surface water withdrawal.

Zoning and Subdivision Regulations

- The County subdivision regulations appear to mainly follow the “template” set in the New Mexico Subdivision Act, with limited County standards and few extra provisions added that may address the desires and needs of special communities or subareas.

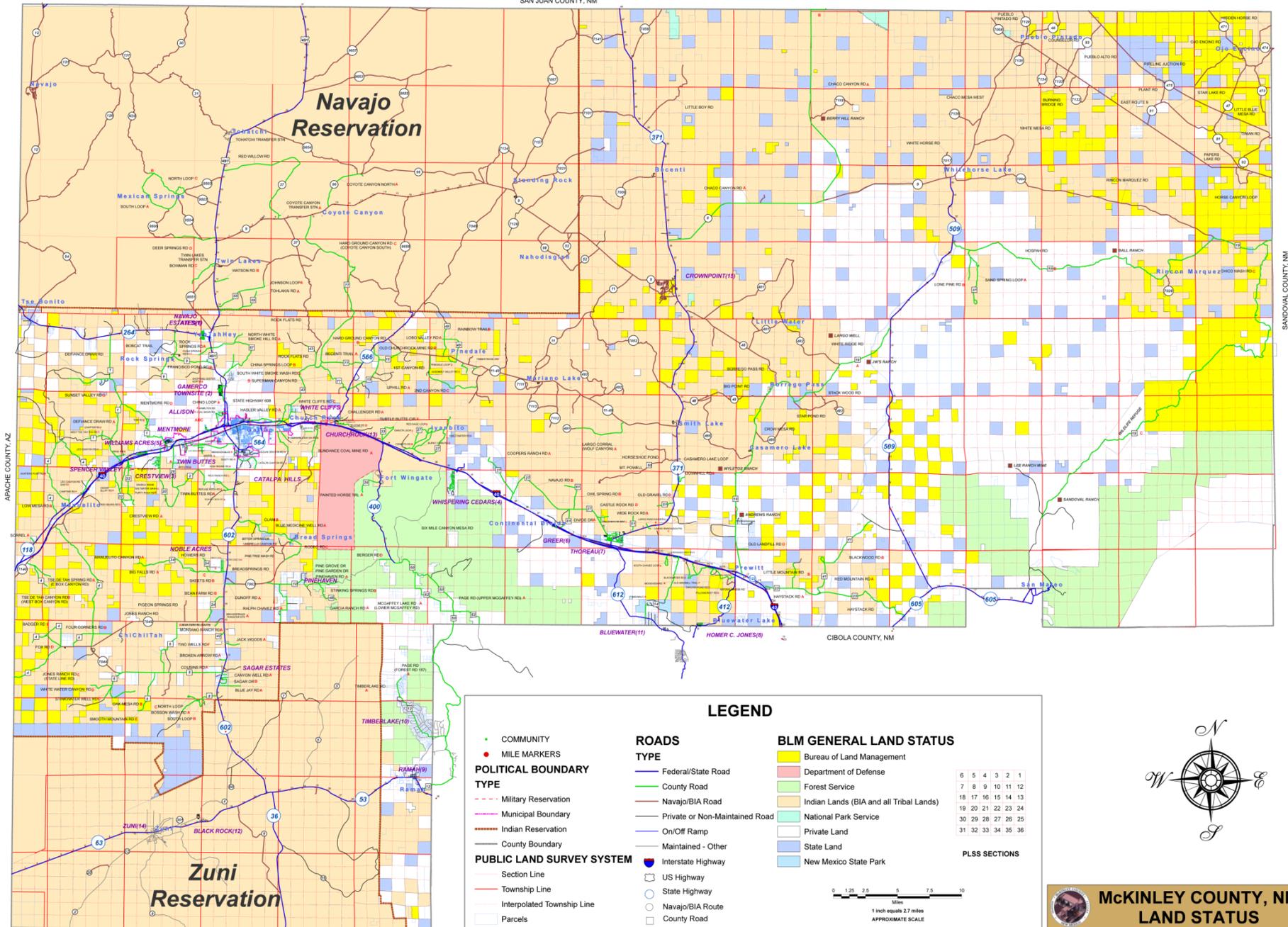
- Thirteen exemptions from the definition of subdivision are legislated through the New Mexico Subdivision Act, including the creation of lots greater than 140 acres, realignment of lot boundaries and family transfers. Exemptions can be abused and create impacts on County infrastructure as well as nearby landowners; however, the County is not allowed to regulate exempt land division activities. Change in state law would be needed to address this issue.
- McKinley County requires parties who are creating lot divisions that are exempt from the subdivision regulations based on the N.M. Subdivision Act to submit an application for their exemption.
- There is no County zoning, leaving the possibility of incompatible uses and lesser standards of development occurring in the unincorporated private lands of the County. However, zoning requires planning staff to administer a zoning ordinance, including permitting processes, and zoning code enforcement in order to be successful. A review of options can be found in Section V. Management.
- Administration of County subdivision regulations requires developing procedures for submittal and review of proposed plats, and assigning staff to conduct the reviews with either elected officials or Smart Growth Commission.

Section 3-21-18 of New Mexico Statutes enables counties to create one or more special zoning districts without the need to develop zoning for the entire County. This allows for the flexibility to enact zoning for only one or more portions of the County. Following is the language of this act:

A special zoning district is created in an area consisting of no more than twenty thousand contiguous acres that is outside the boundary limits of an incorporated municipality when:

- A. there are at least 150 single-family dwellings within the area;
- B. at least 51 percent of the registered electors residing in the area sign a petition requesting a special zoning district;
- C. the signed petition, along with a plat of the area included within the district, is filed in the office of the County clerk of the County or counties in which the area is situate; and
- D. no general zoning ordinance applying to all areas in the County outside of incorporated municipalities has been adopted by the County or counties in which the area is situate; provided that any special zoning district in existence upon the effective date of this 1979 act may continue to exist without cost to any County, and any special zoning district created pursuant to this section may continue to exist after adoption of a general zoning ordinance applying to all areas in the County outside of incorporated municipalities by the County or counties in which the district is situate without cost to any County; but no new special zoning districts shall be created in any County after the adoption of such general zoning ordinance by such County.

- The registered electors living in a special zoning district must elect a zoning commission. This commission may provide zoning enforcement by ordinance, according to Section 3-21-23 NMSA 1979. Enforcement is a major issue that would need to be addressed.

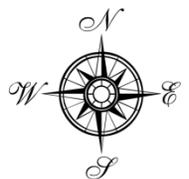


LEGEND

- COMMUNITY
- MILE MARKERS
- POLITICAL BOUNDARY TYPE**
 - - - Military Reservation
 - - - Municipal Boundary
 - - - Indian Reservation
 - - - County Boundary
- PUBLIC LAND SURVEY SYSTEM**
 - Section Line
 - Township Line
 - Interpolated Township Line
 - Parcels
- ROADS TYPE**
 - Federal/State Road
 - County Road
 - Navajo/BIA Road
 - Private or Non-Maintained Road
 - On/Off Ramp
 - Maintained - Other
 - Interstate Highway
 - US Highway
 - State Highway
 - Navajo/BIA Route
 - County Road
- BLM GENERAL LAND STATUS**
 - Bureau of Land Management
 - Department of Defense
 - Forest Service
 - Indian Lands (BIA and all Tribal Lands)
 - National Park Service
 - Private Land
 - State Land
 - New Mexico State Park
- PLSS SECTIONS**

6	5	4	3	2	1
7	8	9	10	11	12
18	17	16	15	14	13
19	20	21	22	23	24
30	29	28	27	26	25
31	32	33	34	35	36

0 1.25 2.5 5 7.5 10 Miles
1 inch equals 2.7 miles
APPROXIMATE SCALE



McKINLEY COUNTY, NM
LAND STATUS

Achievements since 2005 Comprehensive Plan include:

- Creation of the Smart Growth Commission.
- Substantial review and approval of several subdivisions including Dine Estates, Tampico Springs, Juniper Hills, etc.
- Constructing trail projects in McGaffey (e.g. Hilso Trailhead) and Ramah communities.
- Approval of a Memorandum of Understanding with Cibola County and the US Forest Service for the Zuni Mountain Trail Partnership.
- Successful administration of funding for two economic development projects – Ramah Foods, LLC. and C&D².
- Approval of three new cell phone towers and about 15 co-locates.
- Developed a hub and spoke recycling program with the NWNM Regional Solid Waste Authority.

Other Supporting Documents & References:

- County Subdivision Regulations
- Litter & Weed Control Ordinance
- Open, Unattended Fires Ordinance
- Telecommunications Ordinance
- Northwest New Mexico Factbook (2012) – <http://www.nwnmcog.com/regional-data.html>
- Gallup-McKinley County School District 5-year District Facilities Master Plan
http://www.nmpsfa.org/facility_planning/district_five-year_fmp.htm
- New Mexico Tech: Study of Oil, Natural Gas, and Coal Potential of McKinley County, NM

LAND USE GOALS AND POLICIES

GOAL: It shall be the goal of McKinley County to promote the wise and sustainable use of lands within the County, providing for an effective balance between preservation, open space, growth and development.

NOTE: The County has no jurisdiction over sovereign Indian Reservation lands, land held in trust by the Bureau of Indian Affairs, and tribal trust land that is not part of an Indian reservation. In such cases, the County will seek cooperation and consultation in advancing the general intent of these policies.

POLICIES & STRATEGIES: It shall be the role and policy of McKinley County to achieve this goal through:

LU-1. PRESERVATION. Preserve the sensitive lands and special scenic qualities of McKinley County. Strategies may include:

- a. Cooperative plans with local, state and federal entities to protect the scenic landscapes, cultural places, and watersheds of the County.
- b. Encouragement of urban development in the Gallup area to be mainly compact and to discourage leapfrog and sprawl development patterns.
- c. Encouragement of planned growth outside the urban portion of the Gallup area, i.e., to be located mainly in clustered communities, minimizing disturbance of natural areas, preserving scenic vistas and limiting the cost of extending and maintaining new infrastructure.
- d. Recognition and encouragement of voluntary preservation of the historic and special environmental characteristics of traditional communities in the County, including but not limited to Ramah, Thoreau, Zuni Pueblo and scattered housing of some Navajo Chapters.
- e. Collaboration with the County extension agent and other parties to promote sound rangeland management practices, to minimize land disturbance and erosion.
- f. Establishing regulatory measures to protect sensitive lands and vegetation through subdivision regulations with terrain management requirements.
- g. Support for trash cleanup along roads and for efforts by public and private parties to keep illegal dumping in check; this could include joining Cibola County in an Illegal Dumping Taskforce and carrying out a joint implementation plan that would include participation by the Northwest New Mexico Regional Solid Waste Authority.
- h. Expansion of the hub-and spoke recycling program coordinated by the Northwest New Mexico Regional Solid Waste Authority, including review and revision of the County's Comprehensive Recycling Plan.
- i. Review the City's Trails & Open Space Plan and amend and expand, to include all County areas (e.g., the Zuni Mountain Trail System) and expand its role in establishing conservation easements, access agreements, and NEPA review work.

LU-2. GROWTH AREAS. Locate most development in identified growth areas (not including tribal trust lands). Strategies may include:

- a. Encouragement of urban development to be located inside the City of Gallup, where full urban services are available and greater efficiencies of mixed land uses (i.e., living, working, shopping, recreation and entertainment) can be more easily achieved. Sites with the best transportation accessibility and available infrastructure would have the highest potential as future growth areas.
- b. Tailoring of economic development incentives to assist desirable growth in identified locations near population centers, to reduce commuting distances. The adequacy and configuration of the transportation network can shape land use patterns in a large, sparsely-populated area like McKinley County. Increased efficiencies in land use and transportation system utilization can result from efforts to locate employment opportunities near existing and planned population centers.
- c. Limiting development in unincorporated portions of the County primarily to urbanized development that can be served by City utilities and may be annexed by the City.
- d. Encouragement of the development of growth boundaries for existing unincorporated communities, e.g., Gamerco, Yah-ta-Hey, Williams Acres, White Cliffs, and Fort Wingate. Growth within the advisory growth boundaries would be appropriate when there is water and wastewater treatment capacity to serve additional residences or businesses.
- e. Putting in place plans and incentives to ensure that any new communities and developments are pre-planned, mixed use, small and compact.
- f. General discouragement of low-density “exurban” development in the County.

In general, urban development should be encouraged to be located inside the City of Gallup, where full urban services are available and greater efficiencies of mixed land uses can be more easily achieved.

NOTES from Phase I Input:

Comprehensive Plan surveys indicated that County residents are reluctant to give up the open feel of their communities in favor of compact development. Many said that planned growth management -- but not regulation -- was important to promoting strong economic development while maintaining a high quality of life. Unplanned growth in the County was the number one concern expressed by participants at Plan Vision meetings. Addressing problems associated with unplanned growth (such as heavy burdens on regional facilities, loss of community character, environmental degradation and infrastructure inefficiencies) were articulated by residents as high Land Use priorities.

LU-3. ENERGY DEVELOPMENT. Promote a balance, inclusive, mixed-industry energy policy and development in the County, as detailed in the County’s Energy Plan. Strategies may include:

- a. Promotion of traditional extractive energy resource development, including coordination with Federal and State land agencies.
- b. Support for the development of renewable power projects in the County.

LU-4. AGRICULTURE. Support agricultural land uses in the County. Strategies may include:

- a. Consultation and collaboration with the Farm Services Agency and the US Department of Agriculture in promoting retention and restoration of sustainable agricultural practices in the use of County lands for agricultural production, to include methods to reduce erosion and support sustainable methods of grazing, irrigation, and dry land farming.
- b. Promotion and support of community gardens and community supported agriculture projects – to reduce food desert issues in the region. (see Health Element)

LU-5. HOUSING. In conjunction with this Plan’s Housing Element, promote appropriate and sustainable land use planning to anticipate and support new housing and related mixed-use community development in the County. Strategies may include:

- a. Support for the development of relatively dense, mixed-use, and walkable communities.
- b. Consultation and cooperation with the City of Gallup in establishing a regional housing authority, to include:
 - 1) provisions for a more proactive County role in the development of new subdivisions;
 - 2) evaluation of assessment districts as tools for financing infrastructure improvement;
 - 3) increasing access by County citizens to financing for homeownership;
 - 4) analyzing the income levels of current and prospective homeowners in the County and shaping new housing development to affordability levels relevant to that population;
 - 5) regulations and incentives for the development of multi-level, innovative, sustainable, and pre-fabricated housing in clusters;
 - 6) training and inclusion of the County workforce in the construction trades, to ensure local employment as part of the economics of housing development;
 - 7) evaluate the potential of collaboration with the Navajo Nation in the use of the “Churchrock Incubator” to link the demand side for housing to production (e.g., on-site or manufactured/modular housing) and workforce development.
- c. Strengthen the capacity of County government to enforce its subdivision regulations to prevent illegal subdivisions and assure development standards are met, to include:
 - 1) Consultation with the Navajo Housing Authority and other quasi-public developers and ensuring their compliance with County subdivision regulations when development is proposed on private lands.
 - 2) Providing assistance to the Navajo Housing Authority in reviewing and coordinating with NHA’s master housing plan, with an eye to infrastructure improvements the County can provide in conjunction with new developments.

- 3) At least annual meetings with housing and economic developers to discuss development ideas, pre-construction planning, and shovel-ready projects to coordinate infrastructure planning, financing, and development.

LU-6. GUIDED NEW DEVELOPMENT. Provide guidance for new development through land use planning, regulation, and advisory support. Strategies may include:

- a. Development of a staffing plan to create a County planning program, supplementing the efforts of the County Attorney's office.
- b. Periodic assessment of whether County zoning should be established in order to address compatibility of land uses and standards of development in the unincorporated private lands of the County. The County must consider whether it has the ability to hire planning staff to administer ordinances and staff to enforce them.
- c. Support for any unincorporated area of the County in developing a special zoning district, subject to the Special Zoning District Act (Sections 3-21-15 through 3-21-26 of New Mexico State Statutes).
- d. Continued use of the "County Smart Growth Commission" as an advisory group regarding land use issues in the Gallup area.

The Smart Growth Commission was established in 2006 through a resolution of the McKinley County Commission, with the following charges and parameters:

- (a) to pursue programs and activities that support land use recommendations in the comprehensive plan, development of a more specific land use plan for the Gallup area, promotion of energy-efficient and non-polluting development, agreements for joint planning or services with Navajo Chapters, and a City annexation plan;
- (b) to recommend prioritization of road improvement projects;
- (c) to act as a planning commission and review subdivision requests and requests for variances or exceptions to the subdivision regulations;
- (d) to hear requests for County actions on land use and development, and provide recommendations to the Board of County Commissioners;
- (e) to have broad representation including but not limited to UNM-Gallup, area schools and hospitals, and designees from Navajo Chapters;
- (f) to provide recommendations of an advisory nature only to tribal entities, recognizing in particular that the County does not have jurisdiction on tribal trust lands.

- e. Consideration of zoning in unincorporated community areas that are experiencing growth or are in need of preserving special community character while accommodating change.
- f. Evaluation of the County subdivision regulations for consistency with the comprehensive plan and consider any revisions as needed, e.g., with an eye to:

- 1) Discouraging exemptions from subdivision standards, such as waiving road standards or proof of water requirements; and
 - 2) Preserving diminishing groundwater supply by requiring a stricter proof of water by extending the number of years of sustainable yield, and applying water availability and delivery standards in approving new subdivisions of all types, including subdivisions smaller than 25 parcels (Type 5).
 - 3) Adding a rural living fact guide to disclosure statements (e.g. Apache County's "Code of the West" document or Pueblo County, Colorado's "information for Living in a Rural Setting")
- g. Development of comprehensive plans for individual subareas of the County to address more specific issues of the subarea community in greater detail, while being consistent with the County comprehensive plan, to include:
- 1) A community-based planning approach that empowers community residents to prepare subarea plans in partnership with the County. County staff or contractual designees should work with community groups to formulate the plan's scope of work, research and facilitation. The community group(s) should be responsible for conducting and attending meetings, undertaking selected research, and spearheading the public involvement process to reach broad community agreement.
 - 2) Fostering the formation of subarea or neighborhood associations to engage in planning for their respective community areas.

LU-7. MASTER PLANNING. Finance master site and infrastructure improvement plans for major economic and housing targets, e.g. current NMFA Planning Grant for industrial site master planning. Work closer with Federal and State land agencies, including (a) hosting an annual meeting to understand priorities, plans, projects, and possibilities, (b) considering on a case-by-case basis becoming a cooperating agency on National Environmental Protection Act (NEPA) projects, which entails staff time and financial commitments, (c) considering coordination as defined under the Federal Land Policy and Management Act of 1976 (FLPMA) or the National Forest Management Act (NFMA), and/or (d) developing joint planning agreements with State or Federal agencies, e.g. State Land Office offer on lands near rail assets.

LU-8. INTERGOVERNMENTAL COOPERATION. Promote intergovernmental cooperation in land use planning. Strategies may include:

- a. Collaboration with Navajo Housing Authority (NHA), Navajo Partnership for Housing (NPH), and other quasi-public and non-profit housing developers in the development of public housing to meet County needs.

- b. Consultation with the Navajo Nation and local Chapters early in the development process on intergovernmental coordination regarding road improvements, utilities, transit, and other infrastructure and services.
- c. Work with the City of Gallup to cooperatively develop a plan for City annexation of current County areas.
- d. Work with the City of Gallup on a cooperative extraterritorial planning and zoning plan.
- e. Encouragement and support for the incorporation of identified communities primarily comprised of private fee lands in the County for whom municipal incorporation would be a constructive step in self-governance for those communities, e.g., Ramah, Thoreau and Gamerco. *[NOTE: Alternatively, County communities with existing special district authority, e.g., water and sanitation districts, could be encouraged to enter into Joint Powers Agreement with the County for higher levels of service in law enforcement or other County functions, as appropriate.]*

TRANSPORTATION ELEMENT

McKinley County is well-positioned as a transportation nexus in western New Mexico. Advantages include multiple interchange access points to Interstate-40, main line rail connections and aviation service.

On the other hand, population disbursement strains the capability to maintain adequate transportation access County-wide. The Transportation Element addresses existing conditions and planned transportation system improvements, suggests ways to meet the needs of County citizens for safe and accessible transportation facilities, and outlines the contributions of Transportation to other Comprehensive Plan Elements.

US Interstate-40 and US Highway 491 are the principal circulation arteries in the County, connecting to the greater region and the rest of the nation. The Burlington Northern-Santa Fe Railroad likewise provides transcontinental linkage for both passenger and freight service.

CURRENT TRANSPORTATION OVERVIEW

The County's vast, sparsely-populated areas make it difficult to provide adequate highways and roads for all residents. This diffused pattern increases travel distances and times for residents traveling to work, shopping or other activities in the County's urbanized area.

The *Northwest New Mexico Regional Long Range Transportation Plan*, prepared by the Northwest Regional Planning Organization under the auspices of the Northwest New Mexico Council of Governments, reports that most County residents travel an average of 25.2 to 49.2 minutes to work every day. A significant number of employees travel nearly an hour or more on their commute to work. Relatively few have work trips under 20 minutes.

Approximately 39 percent of the County's 74,798 residents live in a city or unincorporated settlement. The remaining 61 percent in the County's far-flung rural communities naturally spend the longest time commuting to work. Reducing travel times and increasing highway safety are principal concerns for improving roads in McKinley County.

The roadway system is more developed north-to-south, connecting Navajo Chapters and Zuni Pueblo to I-40, than it is east-to-west. Many roads either end abruptly at the Navajo Nation border or are continued/connected with roads under Navajo Nation or the Bureau of Indian Affairs jurisdiction. Some of the Navajo/BIA roads are paved, but most are dirt or gravel roads. A coherent, system-wide plan must be developed to support robust corridor improvements to the County's road system.

US Highway 491 headed northward from Gallup and New Mexico State Highway 602 headed southward are the principal north-south connectors intersecting the City of Gallup. Other major State highways in McKinley County include:

- State Highway 36 (extending from Highway 53 east of Zuni, southward to Fence Lake);
- State Highway 53 (east-west route between the City of Grants to the east and the Arizona stateline to the west).
- State Highway 264 (westward from Yah-ta-Hey junction north of Gallup, toward Window Rock and the main Navajo Reservation);

- State Highway 371 (northward from Thoreau to Farmington);
- State Highway 400 (southward from I-40 at Fort Wingate, toward McGaffey);
- State Highway 564 (known as Boardman Avenue, connecting Historic Route 66 in east Gallup westward to State Highway 602); and
- State Highway 566 (northward from Churchrock);

Traversing the southern part of McKinley County, Interstate-40 is the County’s major transportation corridor, extending from the Arizona stateline (at the west) eastward through Thoreau and Prewitt in the south central area of the County. Close, constant security of I-40 is necessary because of its strategic importance to the US government, to industry, and to citizens and visitors, and interstate safety is a major concern of the County. As a “river of commerce,” I-40 hosts the County’s more urbanized communities, intersecting Gallup, Churchrock, Thoreau, and Baca, i.e., accessible centers where new development should be prioritized.

Federal and State Highways

As noted above, Interstate-40, US 491 and State Highways form the backbone of the road network serving McKinley County. The roads listed below and shown on the map on the following page are maintained by the New Mexico Department of Transportation.

<u>Interstates, U.S. and State Highways in McKinley County</u>	
I-40	(Wilmington, DC to Barstow, CA)
US 491	(Gallup to Shiprock and Cortez, CO)
NM 602	(Gallup to Zuni)
NM 566	(Churchrock to Nahodishgish Chapter)
NM 400	(I-40 to Fort Wingate and McGaffey)
NM 118	(old Route 66 from Manuelito to State line)
NM 53	(Zuni to Grants)
NM 612	(Thoreau to Bluewater Lake)
NM 412	(Prewitt to Bluewater Lake)
NM 371	(Thoreau to Crownpoint to Farmington)
NM 605	(Milan to San Mateo)
NM 509	(San Mateo to Whitehorse Lake and Pueblo Pintado)
NM 57	(Whitehorse Lake to Chaco Canyon and Blanco)
NM 197	(Crownpoint to Cuba)
NM 36	(Zuni/Ramah to Fence Lake and Quemado)
NM 118	(Iyanbito to Manuelito and AZ state line)
NM 264	(Gallup and Yatahey Junction to Window Rock)

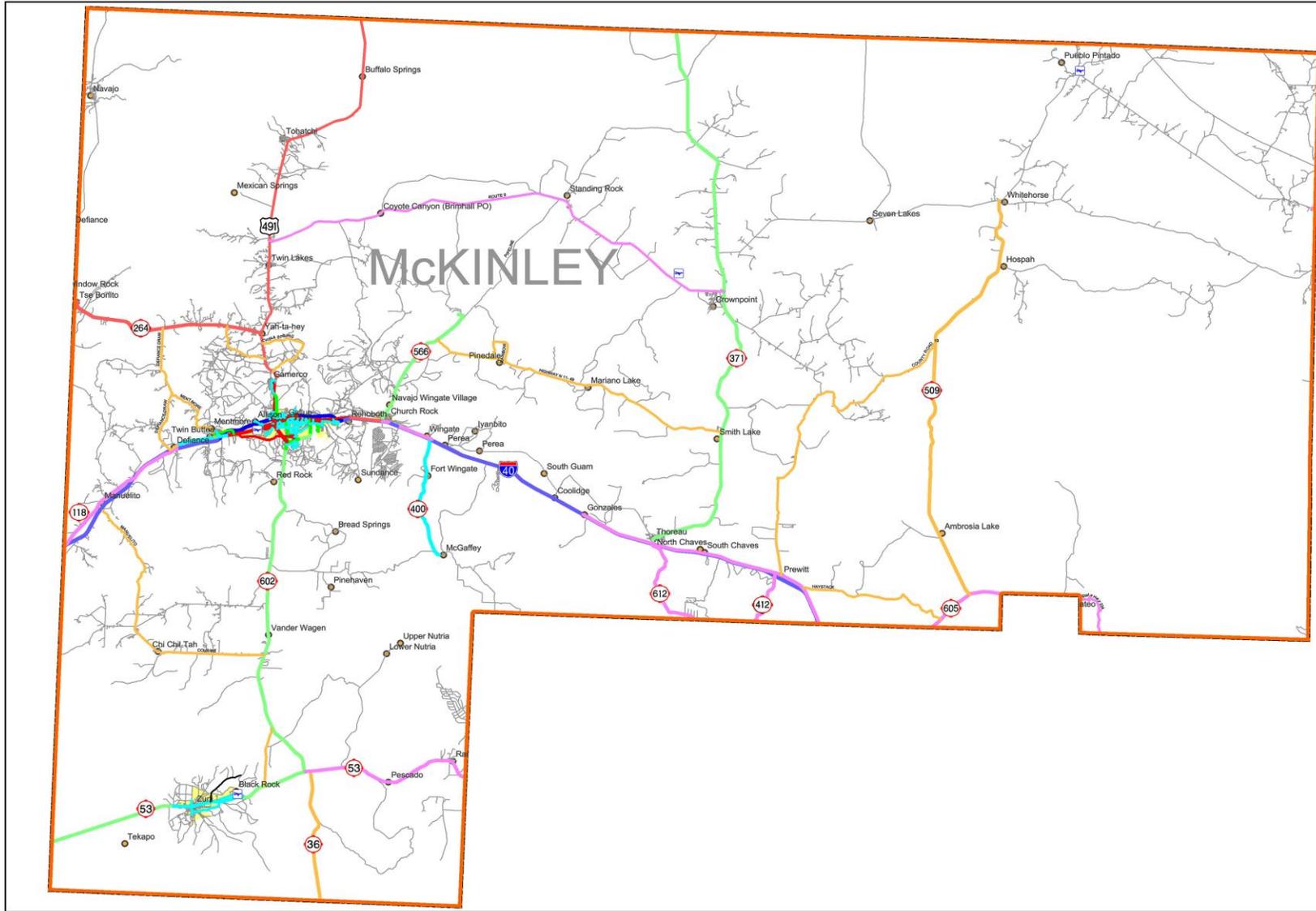
Extending from Gallup to Cortez, CO, US 491 has an Improvement Plan consisting of 14 phases, including construction of six new bridges, refurbishing currently standing bridges, and expanding the two-lane highway to four lanes. This expansion project is nearly half complete, but (as of September 2012), it is in need of an additional investment of \$102 million. (Source: NMDOT)

In 2010, Governor Richardson’s Investment Partnership (GRIP), a state and local road investment program, supported construction of County Road #1, which was targeted for safety, commuter traffic, housing and economic development considerations, including local workforce resident along that route. Other prioritized corridors include County Road 19, Navajo Route 9, NM 400, and County Road 77.

McKinley County

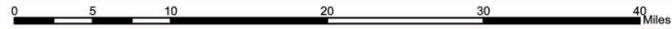


03/01/04



LEGEND

- Airports
- Counties
- Cities, Towns & Villages
- TDUA2000
- INTERST URBAN
- INTERST RURAL
- PRIMARY ARTERIAL URBAN
- PRIMARY ARTERIAL RURAL
- MINOR ARTERIAL URBAN
- MINOR ARTERIAL RURAL
- MAJ COLLECTOR RURAL
- MINOR COLLECTOR RURAL
- COLLECTOR URBAN
- LOCAL URBAN



Source: New Mexico Department of Transportation

COUNTY ROADS

McKinley County provides an extremely important service to County residents and others by maintaining an extensive network of County roads. Most County roads are dirt surface with little or no base or drainage. The County system has been reduced from a peak of 800 miles in past years to a current maintenance portfolio of 586 miles of roads. Most of these roads serve Navajo trust and allotment land, particularly in the “checkerboard” area of the County. According to the 2009 Navajo Nation Long-Range Transportation Plan, 366.4 miles of roads within the perimeters of McKinley County are located on the Navajo Reservation.

McKinley County provides an extremely important service to County residents and others by maintaining an extensive network of County roads.

The County Road Department maintains an inventory of 53 bridges, 49 of which are limited by tonnage, which affects truck transport and access for delivery. A bridge replacement schedule and process are needed, including packaging of funding.

In addition to the dedicated County roads, there are many private roads in the County, most of which do not meet minimum County standards, including provision for adequate drainage. They are therefore susceptible to floods and severe erosion, and provide poor driving surfaces.

By policy, McKinley County requires the dedication of right-of-way to the County in order to expend County resources on the improvement of roads. In recent years, road-building work has dwindled due to difficulty in obtaining rights-of-way and compliance with environmental and archaeological requirements.

Bureau of Indian Affairs (BIA), Navajo and Zuni Roads

As noted above, about 366 miles of rural roads in McKinley County are under the jurisdiction of the Navajo Nation and/or the Bureau of Indian Affairs. The Pueblo of Zuni maintains the roads on the Zuni Reservation.

Interagency Cooperation in Road Maintenance

Given that there are multiple providers of road ownership, construction and maintenance, interagency cooperation is needed on an on-going basis to address specific issues as they arise. For example:

- Maintenance yards of the State of New Mexico, McKinley County, BIA, Navajo Nation and recently, Navajo Chapters, are located at various sites throughout the County in order to be close to road maintenance projects. Independent agency and community-based decisions may not lend themselves to a well-organized, system-wide distribution of road maintenance resources.
- McKinley County regularly works with the City of Gallup on road projects of mutual interest.
- McKinley County and the Navajo Nation have joint powers agreements that assign maintenance responsibilities of some Navajo Reservation roads to the County.

Safety

- Driving while intoxicated (DWI) and driving under the influence (DUI) contribute to accidents.
- Pedestrian accidents need to continue to be addressed.
- On the extensive County road system, many of the unpaved roads are unsafe if drivers exceed the speed limits.

Littering

- Littering along roadsides creates unsanitary conditions and detracts from the beauty of the County. Some County residents fear that improving existing roads and opening new roads will result in more illegal dumping of trash.

Trains and Buses

- Amtrak trains serve Gallup on the Southwest Chief route from Los Angeles to Chicago. Congress has thus far resisted efforts to drastically cut federal funding for Amtrak; such budget cuts would reportedly eliminate the Southwest Chief.
- Navajo Transit and other senior and disabled transit providers (e.g. Coyote Canyon, ZEE, Inc.) buses operate in parts of the County.
- School buses operate throughout the County.
- Gallup Express offers three bus routes mainly inside the City, and has recently expanded bus service to several unincorporated areas outside the City.

Road Connectivity and Access

- In this large County, some roads that serve existing users and terminate in a dead-end might logically be extended to make more connections and improve accessibility.
- On the other hand, for fiscal reasons, the County should restrain growth in the length of County roads. As well, road improvements and extensions that serve a very few individuals are not warranted.
- Some substandard accesses for significant populations should be improved. For example, a shallow underpass beneath Highway 66 accesses the White Cliffs subdivision.

Planning and Programming

- The County prioritizes road improvements through a working group headed by the County Road Superintendent and priority meetings of the Board of County Commissioners.
- The Navajo Nation DOT assigns “priority roads” to the BIA for maintenance. Criteria include routes for elderly, school buses, pre-school students, high traffic volume, and safety/accident rates.

- Planning for federal and state highways and road improvements is conducted by the New Mexico Department of Transportation (NMDOT), operating out of the District Engineer's office in Milan and Department offices in Santa Fe. Plans include: the Regional Transportation Planning Organization (RTPO) Long Range Plan (developed with the Northwest New Mexico Council of Governments) and State Transportation Improvement Program (STIP). The County's participation in these planning processes to assure that its needs are met.
- State highway improvements and extensions are also accomplished through project-specific legislative appropriations.
- The 2005 New Mexico Legislature passed a bill that authorized and established a Tribal Infrastructure Fund (TIF) to assist tribes with major infrastructure projects. This fund might provide assistance in the planning and design phases as well. The County won a tribal best practice award at the Infrastructure Conference for modeling the use of this funding on County Road #6 with Chichiltah Chapter.
- County interests would be well served by continued consultation and collaboration with Navajo Transit, Gallup Express, ZEE, Inc., Gallup-McKinley County Schools, and other current and potential bus service providers to support enhancing bus transit service in the County. The County role is primarily to coordinate County road improvements and maintenance for bus routes. Ongoing fuel price fluctuation and volatility signal the need to develop alternatives to reliance on private vehicles.
- The County will also benefit from continued participation and collaboration in the RTPO to stay abreast and take advantage of national opportunities and trends within the FHWA, BIA and pertaining to the new MAP-21 (Moving Ahead for Progress in the 21st Century) Transportation Bill.

Achievements since 2005 Comprehensive Plan include:

- Created and adopted the McKinley County Road Improvement Policy;
- Prioritized & advanced ROW acquisition on County & non-County roads by creating Land Use Specialist position;
- Supported a TIGER application for improvements along US491;
- Supported the development of the Trail of the Ancients scenic byway;
- Major partner in trail development including High Desert Trail System and Zuni Mountain Trail Partnership;
- Supported the operations and expansion of the Gallup Express;
- Completed one strategic corridor through GRIP II program, County Road 1, which created a safer secondary commuter route and potential for industrial recruitment;
- Expanded & strengthened partnerships with BIA, Navajo Nation, Cibola County, Indian Affairs, NMDOT, etc.
- Modeled partnership financing in build-out of County Road 6 (State Planning Award) and County Road 27;
- Sustained Navajo School Bus Route funding in FHWA budget (\$500,000), until 2012;
- Successfully accessed and utilized Navajo Nation Fuel Excise Tax funds for projects in McKinley County;
- Forged the IGA between Navajo Nation and McKinley County for Road Repair and Maintenance (reduces time to use County as road contractor for services);
- Held two successful road forums to train community leaders on road planning, development, and financing.

Other Supporting References:

- Northwest New Mexico Regional Transportation Planning Organization:
<http://www.nwnmcog.com/rpo.html>
- NWNM Long Range Transportation Plan
- NM Statewide Transportation Improvement Plan (STIP)
- County Road Improvement Policy & County Road Resource Guidebook
- Intergovernmental Agreement (between Navajo Nation & County) for Road Repair and Maintenance
- Road Forum Reports, Road Resource Guide, and Project Input Forms (PIFs)

Emerging Priorities within the County and NWRTPO:

- Support completion for the phases of four-lane reconstruction of US-491 within McKinley County
- County Road 19 road construction to chip seal or pavement, and safety improvements for the large – six chapter community population that depends on this corridor (supported by a 2012 safety award from NM-DOT HSIP Program)
- NM-118 Rehoboth (mp27) to Church Rock (mp30) road widening reconstruction and safety improvements (where econ. dev. has outgrown traffic capacity causing safety & congestion concerns)
- Next phases of NM-400 reconstruction to address safety, and recreational economic development opportunities along this corridor
- Safety improvements to County Road 1 (supported by a 2012 safety award from NM-DOT HSIP Program)
- Support the City of Gallup for new construction for the re-alignment of the Allison Corridor and I-40 interchange
- Support the City of Gallup for 4-lane reconstruction of NM 602 from Muñoz overpass to 2nd Street intersection
- Seek ways to mitigate safety and congestion concerns for BNSF at-grade railroad crossings (with the main Iyanbito crossing as a top priority)
- Support the City of Gallup and NM-DOT Dist. 6 for reconstruction of west US-66 (NM-118) in Gallup, including drainage improvements
- Ramah Navajo 113 reconstruction from NM-53 to Ramah Mid & High Schools, and adjacent Ramah 110
- County Road 77 improvements
- Navajo Route 9 improvements

TRANSPORTATION GOALS AND POLICIES

GOAL: It shall be the goal of McKinley County to achieve the highest feasible adequacy, accessibility, safety and inter-connectivity of transportation facilities and services on behalf of residents in and visitors to the County.

POLICIES & STRATEGIES:

- T-1. CONNECTIVITY.** Develop an interconnected transportation network. Strategies may include:
- a. Preparation of a County “*strategic connectivity plan*” to identify needs for network improvements. Some new connections for currently dead-end roads may be needed to enhance the network. Roads on new alignments may be needed. Priority should be given toward networking (connecting) major corridors that serve larger populations.
 - b. Control and minimization of new costs by restraining growth in County road-miles, including minimizing road improvements and extensions that serve very few residents.
 - c. Joint investigation with the Bureau of Indian Affairs of the feasibility of transferring road ownership and maintenance responsibilities, or a joint powers agreement for mutual and shared maintenance responsibilities (e.g., Apache County, AZ-BIA-NN) to achieve greater network connectivity and efficiency.
- T-2. PRIORITIZED DEVELOPMENT.** Prioritize County road dedications and improvements. Strategies may include:
- a. Revamping the County’s road projects prioritization process to increase public participation, consider all projects in comprehensive groupings, and integrate with the State of New Mexico’s *Infrastructure Capital Improvement Plan* (ICIP) process. This can include tasking the County Smart Growth Commission with making recommendations on road project priorities and utilizing PIFs to solicit information.
 - b. Assigning priority for funding to those road projects with express (dedicated) rights-of-way, and to those roads considered more essential to network connectivity.
 - c. Development of objective and standardized criteria for prioritizing road projects, e.g., to include number of residents and/or school children served, network connectivity plans, and funding available from other sources besides the County.
- T-3. INTERGOVERNMENTAL COOPERATION.** Promote intergovernmental cooperation among local, tribal, state, federal and private entities in planning and implementing transportation system and road maintenance projects. Strategies may include:
- a. Ensuring followup communication and coordination on transportation planning and programming based on the *County Road Forums* begun in 2011, to include ongoing consultation with the Navajo Nation, Bureau of Indian Affairs and the State of New Mexico, as well as annual replication of the Forums.

- b. Coordination with the Pueblo of Zuni to identify possible needs by the Pueblo for partnering with the County as a contractor to build or maintain roads on the Zuni Reservation.
- c. Consideration of the feasibility for the County to take responsibility for maintaining BIA roads if the BIA provides additional funding. [NOTE: Fund sharing and coordination of manpower may make it possible to improve efficiency and productivity. The ability of the County to maintain additional roads on tribal lands depends on funding from the Navajo Tribe and Zuni Pueblo for projects and maintenance.]
- d. Pursuit of a joint powers agreement between the County, the Navajo Nation and the Pueblo of Zuni to commission the Northwest Regional Transportation Planning Organization (NWRTPO) to conduct a forum from which to report problems and recommend improvements to participating governments.

T-4. SAFETY. Promote and support plans, projects and initiatives focused on transportation safety on all facilities and services within the County. Strategies may include:

- a. Ensuring consideration of the safety of pedestrians in road design projects, including pedestrian access and crossings where appropriate.
- b. Working with the Navajo Nation Department of Transportation to provide signage to warn for and/or reduce livestock on roads.
- c. Engaging the NWRTPO can provide a forum from which to report problems and recommend improvements with regard to transportation-related safety.
- d. Addressing the risk of recurring flooding and drainage problems along the corridor encompassing NM-118, Historic Route 66, and I-40 in the vicinity of Church Rock and Iyanbito Chapters, and on the US-491 corridor around Mexican Springs and Tohatchi. This should include consultation with the Navajo Nation, New Mexico Department of Transportation (NMDOT), US Army Corps of Engineers, and Federal Highway Administration (FHWA) to resolve this recurring safety concern and to fund and implement drainage improvements.

T-5. MAINTENANCE. Promote an orderly and cost-effective process for transportation maintenance and improvements. Strategies may include:

- a. Collaboration with the BIA, Navajo Nation, NMDOT and the NWRTPO in development of a regional maintenance plan that assigns road maintenance responsibility, identifies locations of maintenance yards, and allots number of personnel. If JPA's or MOU's are needed to facilitate this level of cross-jurisdictional support for maintenance of roads serving mutual constituents, it may be most efficient for the County to take a lead role in promoting this opportunity. The strategic location of new maintenance yards may result, thus achieving the highest mutual benefit to all parties.
- b. Review utilizing new materials (e.g. rubberized asphalt) from local sources like NWNM Regional Solid Waste Authority.

T-6. TRANSPORTATION ALTERNATIVES. Encourage alternative modes of transportation. Strategies may include:

- a. Support for multimodal connectivity with attention to bike and pedestrian options,

public transit, and recreational trails development supporting economic development, to include cooperation with the City of Gallup in planning bicycle routes, trails and lanes that enter unincorporated areas.

- b. Support for retaining Amtrak rail service to and through McKinley County, e.g., the Southwest Chief route.
- c. Collaboration with Navajo Transit, Gallup-McKinley County Schools, Gallup Express, and other current and potential bus service providers to support enhancing and sustaining bus transit service in the County.
- d. Consultation with Gallup Express on potential extension of routes serving unincorporated areas of the County.
- e. Pursuit of follow-up studies on the potential for expanded inter-community transit service along the I-40 corridor between Gallup and Albuquerque, building on prior studies commissioned by the Northwest Regional Transportation Planning Organization.
- f. Partnership with neighboring communities and the Rails-to-Trails Conservancy on preserving rail corridors for trails projects, including the consideration of rail banking to prevent removal of critical infrastructure during rail abandonment processes by the Surface Transportation Board.

T-7. ENVIRONMENTAL PROTECTION. Promote initiatives and activities that reduce fossil fuel use and air pollution in the County. Strategies may include:

- a. Review and establish a vehicle purchase policy that outlines the County minimum fuel-efficiency standards for each class or type of fleet vehicle purchased, and creates a preference to hybrid and alternative energy vehicles, when use, affordability, and availability are applicable. (*Exception for emergency and special-use vehicles as outlined in the County's Energy Plan*).

T-8. STRATEGIC PLANNING & COORDINATION. Expedite and advocate for strategic and major roadway improvements to promote safety, economic development, population growth and environmental protection. Strategies may include:

- a. Federal and State Corridor Development – involving advocacy and collaboration with all regional partners to finish US 491, improve NM 371, begin planning the four-laning of NM 602, and to design re-construction of NM 400 to McGaffey Lake Recreation Area.
- b. Collaboration with regional partners in optimizing the County's crossroads assets through development a major freight hub in Gallup and Thoreau as an economic base builder.
- c. Consultation and collaboration with Navajo Chapters within McKinley County on joint financing and shared responsibility for planning, design, and construction of joint priorities for County road development.

WATER ELEMENT

Ample sources of quality water for domestic and industrial use are critical for every community. McKinley County jurisdictions have long recognized that growth will be constrained until an adequate water supply is obtained. For generations the acquisition and provision of a sustainable water supply at affordable cost has been discussed in the County. The Navajo-Gallup Water Supply Project, recently Congressionally authorized and funded, now offers a long-term, feasible solution that will bring “real water, to real people, in real time.”

CURRENT WATER SUPPLY DISTRIBUTION

McKinley County's climate, soils and geography limit the availability of surface and groundwater. Located in an area of New Mexico that experiences low precipitation, high evaporation rates, and low rates of recharge into underground aquifers, McKinley County has very limited surface water resources. Infrequent, short-term stream flows combine with steady reservoir siltation to restrict prospects for relying on County surface water.

Historically, the more reliable and efficient source of water for County residents has been groundwater, which is the source for most municipal and domestic users in the region. With increased demand for additional water by communities in the region, the groundwater becomes taxed as more wells are added to the aquifer. These additional wells reduce the yield of water that can be produced by existing wells pumping water from the aquifer, reduce the effectiveness of the existing pumps, increase the demand for electricity and draw down the water table. “Groundwater mining” refers to the depletion of these aquifers without recharge. Hydrogeological reports for the City of Gallup have estimated that, as the aquifer level drops, and in the absence of supplemental water supply, by 2015 the City will not have enough water to meet peak demand. The City of Gallup and many area water associations have developed Conservation Plans and Drought Management Plans to aggressively scale back water use.

To meet the projected water needs of both the City of Gallup and the Navajo Nation, the solution of piping surface water from the San Juan River down through the eastern Navajo Reservation to Gallup has long been discussed, originally proposed in the late 1950s by the New Mexico State Engineer, and intensively planned and positioned for funding since the early 1990s. The *Omnibus Public Lands Act of 2009* authorized the Bureau of Reclamation to construct the *Navajo-Gallup Water Supply Project (NGWSP)* as a component of the Navajo Nation’s San Juan River Water Rights Settlement with the State of New Mexico and the US Government.

After over 50 years of consultation, planning and development, the US Bureau of Reclamation has finally “broken ground” on the first phases of the NGWSP pipeline system. Construction has begun with an initial influx of \$180 million in Congressional appropriations pursuant to the *Water Rights Claims Resolution Act of 2010*. Upon completion of the overall project, the NGWSP will convey about 37,000 acre-feet of water per year from the San Juan River to 43 Navajo Nation Chapters, the Jicarilla Apache Nation, and the Gallup area. In addition to providing water supply to Window Rock, rural Navajo communities in eastern McKinley and San Juan Counties, the Jicarilla Apache Nation, and the Shiprock Area, the NGWSP will have 7,500 acre-feet of capacity for the City of Gallup, and 10,000 acre-feet for the Navajo Nation Chapters in McKinley County.

NGWSP is the only viable option to provide renewable water supplies to Gallup and the surrounding Navajo communities. At a cost of about \$1 billion, project financing for construction will depend on substantial Federal funding, much of which is characterized as payment to the Navajo Nation under the

San Juan River water rights settlement, and a portion of which will be repaid by the City of Gallup and other local entities in part with user fees, debt financing, and special taxation. McKinley County recently approved a Joint Powers Agreement with the City of Gallup to provide a dollar-for-dollar match up to \$35 million and Gallup voters approved enacting a special ¼ cent City gross receipts tax.

Across the County, both within and outside the NGWSP service area, the infrastructure that delivers water to residents needs upgrading and replacement. Extending domestic water service to the rural homes in the County without plumbing or access to public water distribution lines is critical. The Navajo Nation Department of Water Resources estimates that more than 40 percent of Navajo households require water hauling to meet their daily water needs. Distribution, storage, and treatment infrastructure (to meet current demands and to include new customers) is being planned by the Navajo Area Indian Health Service, Navajo Tribal Utility Authority, Gallup Joint Utilities, and the County as part of the Gallup Regional System that will distribution water from the NGWSP.

WATER QUALITY

Long-range water planning in the County faces a variety of challenges. There are many influences on the quality and safety of water, some man-made and some naturally occurring.

The effluent produced by water customers must be removed and treated. In more dense cities and towns, the wastewater is treated in treatment plants. However, many wastewater treatment plants, such as the plant operated by the City of Gallup, are operating at full capacity. They require expansion of the existing plant or installation of an additional plant (i.e., for East Gallup) at high cost. Another concern is that the environmental regulations on the discharged effluent from treatment plants will continue to become more restrictive, increasing costs for facility operation as well as for capacity expansion projects.

In areas not served by municipal sewer systems, small septic tanks and lagoons are utilized. Contamination of wells and groundwater by septic systems is a concern of rural residents, especially in areas where homes are clustered on smaller lots. High concentrations of septic tanks risk leaching of wastewater into communities' drinking water supply. To address this issue, the County currently mandates that subdivisions of a certain size provide community water systems to minimize contamination of domestic wells, although enforcement in more remote rural areas is difficult.

Another challenge in maintaining water supply is minimizing the impact of man-made pollution. Chemicals from industrial and mining activities exist in water sources throughout the region. An example of a water pollution source is uranium mining, which requires that the water within an ore-bearing formation be pumped out prior to any mining. The removed water contains high levels of radioactivity and other minerals. Although this water is evaporated off in ponds, invariably some of this contaminated water finds its way back into the aquifer.

An additional source of chemical groundwater contamination is leaking underground storage tanks. These tanks are typically found at gasoline stations, oil extraction sites, petroleum storage yards, and other locations where chemicals are stored. Cleanup of these leaky tank sites is a governmental priority at the County, State and Federal levels. Recent steps toward analysis, cleanup and reuse of these petroleum and other contaminated sites in the region have been undertaken in conjunction with the Brownfields Assessment Coalition initiative funded by the US Environmental Protection Agency and managed by the Northwest New Mexico Council of Governments.

Natural contaminants are of concern as well. Groundwater in McKinley County tends to have high levels of radium, fluoride, arsenic, selenium, radioactive elements, iron, magnesium, sulfur, and a variety of

salts. Most of these contaminants can be treated, although, treating groundwater to meet increasingly stringent environmental standards is expensive and will continue to add costs for groundwater users. The County was successful in assisting the White Cliffs Domestic Water Users Association with installation of a reverse-osmosis unit that transformed some of the area's worst drinking water into the best.

CONSERVATION

Escalating costs for water acquisition, treatment and distribution provide a strong argument for the importance of water conservation in McKinley County. Reductions in *per capita* consumption allows water supply, as well as investments in local water systems, to go farther.

In 2007, on the recommendation of its Water Board, McKinley County adopted a Conservation and Drought Management Plan. McKinley County's "Incentive Package for Economic Development" discourages the development of industrial activity that requires high water use. Additionally, the County encourages energy conservation measures which also assist in conserving water supply, as electric power generation requires large quantities of water for cooling of machinery.

Golf courses and artificial lakes also consume significant amounts of water, and thus must be limited or must utilize recycled water to be viable. Many communities, including the City of Gallup encourage, or require, the use of "gray water" for turf irrigating and decorative water features. Recycling, by using treated effluent instead of potable water, reduces the demand on water supplies.

Achievements since 2005 Comprehensive Plan include:

- McKinley County supported the Navajo-Gallup Water Supply Project (NGWSP), which succeeded in achieving passage of *Omnibus Public Lands Act of 2009*, which authorized the Bureau of Reclamation to construct the *Navajo-Gallup Water Supply Project (NGWSP)* as a component of the Navajo Nation's San Juan River Water Rights Settlement, with the project scheduled for completion by 2024.
- Passage of *Water Rights Claims Resolution Act of 2010*, which appropriated \$180 million for design and construction of the NGWSP and passage of a JPA with City to provide \$35M match.
- Acquisition over the past 10 years of over \$20 million in State funding from the Water Trust Board for development of NGWSP-related conjunctive-use water system capacity in the eastern reaches of the Navajo Nation and in the Gallup Regional System area.
- Creation of the diverse County Water Board to advise the Commission on water related issues.
- State, Federal and local investments in the County Water System Regionalization Project, which aims at integrating small county systems both managerially and physically.
- Support for the small systems in the County and the Mariposa Water Alliance.
- Leveraging nearly \$10 million in Water Trust Board, State Capital Outlay, CDBG, and other funds to improve water and wastewater systems in the County.
- Implementation of a water metering program and other practices to conserve water in County systems.
- Creation of Model Projects demonstration collaboration, multi-streamed funded and project completion:
 - Williams Acres WSD historic tie-in for wastewater services with the City of Gallup
 - Gamerco Storage Tank and Water System Improvement Project
 - Ya-tah-hey WSD Water System Improvement Project
 - White Cliffs Reverse Osmosis Water System
 - Thoreau WSD Wastewater Improvement Project

Other Supporting & Reference Documents:

- Region 6 Water Plan (http://www.ose.state.nm.us/isc_regional_plans6.html)
- County Small System Regionalization Plan – Phase I & II
- McKinley County Conservation and Drought Management Plan (2007)
- BOR Appraisal Level Study (anticipated by April 2013)

WATER CONDITIONS AND ISSUES

The Region 6 Water Plan addresses County water issues. -Its recommendations should be incorporated into the Comprehensive Plan. The following conditions and issues were identified in the Comprehensive Plan process.

Natural Conditions

- The area has low precipitation and high evaporation.
- Virtually all domestic water supply throughout the County is groundwater. Groundwater is recharged at a slow rate. It is virtually a non-renewable water supply. Pumping has caused declining groundwater levels. Almost all of the wells in McKinley County withdraw water from the San Andrés/Glorieta Aquifer, which does not recharge quickly.
- Restoration of watersheds increases the ability the watershed to recapture surface water.

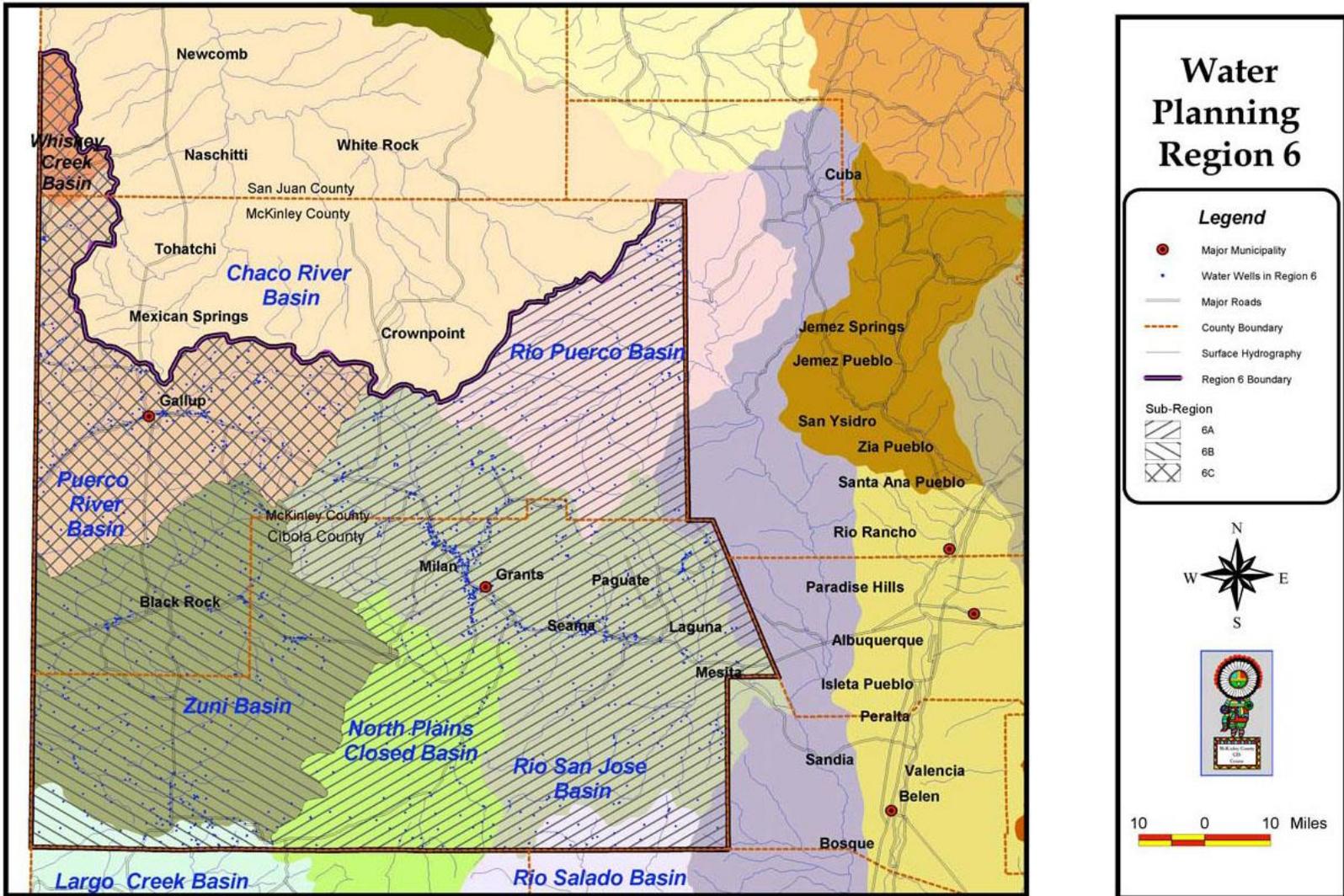
State Jurisdiction

- All groundwater basins in the County are “declared basins,” subject to permits from the Office of the State Engineer.
- Issuance of domestic water permits is a perfunctory procedure, even though they cumulatively affect the groundwater available to other permittees.

Figure: Surface and Groundwater Basins in the County

Surface and Groundwater Basins in McKinley County	
Surface Water Basins	
<i>Little Colorado Basin</i>	
Rio Puerco	
Zuni River	
<i>San Juan Basin</i>	
Chaco River	
<i>Rio Grande Basin</i>	
Rio San Jos □	
Administrative Groundwater Basins	
<i>Little Colorado River Basin</i>	
Gallup	
Gallup Extension (in Zuni area)	
<i>Rio Grande Basin</i>	
Bluewater (mostly in Cibola County, small portion in McKinley County)	
Rio Grande	

Figure: Surface Water Basins of Region 6



Source: Region 6 Northwest New Mexico Regional Water Plan, 1998

Water Demand

The projected water demand for the City of Gallup would result in a water shortage as early as 2015.

Projected water demand for the City of Gallup would result in a water shortage as early as 2015.

Diversion and Distribution Projects

- Jurisdictional and legal constraints require cooperation among many parties to develop well fields or major diversion projects.
 - City of Gallup’s general policy is to not to extend water lines outside of the City limits.
 - City water serves an unincorporated area near Boardman Street/NM 584.
- The NGWSP will divert water from the San Juan River for delivery and use in Gallup and surrounding communities within the Little Colorado River Basin.
 - The Navajo Nation, local governments, NWNMCOG, and State of New Mexico have cooperatively promoted federal funding for the NGWSP. The main pipeline runs south from a diversion point on the San Juan River east of Shiprock, and mainly following U.S. 491 through the Navajo Reservation to Gallup.
 - The eastern pipeline of the Navajo-Gallup Supply Project will service the Navajo Checkerboard Area and the Jicarilla Apache Reservation.
- The NGWSP will be built in phases. San Juan River water probably will not arrive in the Gallup area until 2024.
- Gallup Regional Water System is a planned water distribution system designed to create local water management flexibility by wheeling groundwater, which is pumped from local wells and treated through the City of Gallup water system to neighboring Navajo Chapters.
- Infrastructure costs for water escalate over time.

Rural Navajo and Non-Navajo Communities

- Almost all wells in the County are withdrawing water from the same aquifer.
- Navajo communities and unincorporated area communities on private lands are growing.
- The Navajo Nation Navajo Tribal Utility Authority (NTUA) is a major purveyor of water in the County serving Navajo communities. However, many residents do not have running water. NTUA, Indian Health Service (IHS) and other agencies are pursuing the expansion of domestic water service to individual houses, rather than hauling water from community wells.
- The Gallup Regional Water Project is able to move forward as one of the early phases of the NGWSP to address some immediate problems in Gallup and the vicinity.
- The dispersal of communities throughout McKinley County makes for poor economies of scale to build and extend infrastructure, especially water lines.
- A number of water districts in the County are on the brink of bankruptcy, due in part to their rate structures, fee collection, management and capital costs.
- The County desires that water and sanitation districts and water associations do not become “stepchildren,” requiring funds and on-going commitments. Currently, several systems are working together with the County to regionalize infrastructure and administration.

WATER GOALS AND POLICIES

GOAL: It shall be the goal of McKinley County to ensure long-term, sustainable and good quality water supply for County residents and to increase access by County households to public water supply.

POLICIES & STRATEGIES:

- W-1. LONG-TERM WATER SUPPLY.** Collaborate with and support the City of Gallup in funding Gallup’s share of the cost of constructing the Navajo-Gallup Water Supply Project (NGWSP). Strategies may include:
- a. Commitment to the City of matching funding to repay the City’s Federal loan for its share of the NGWSP.
 - b. Cooperative agreements and other mutual plans to ensure the delivery of sustainable water to County communities outside of the City limits.
 - c. Join the conjunctive use study taskforce that was assembled to study in-situ mining effect on area aquifers.
- W-2. REGIONALIZATION.** Promote a regional “Water Commons” approach to water planning and development. Strategies may include:
- a. Utilization of the **Region 6 Water Plan**, the main water plan, for McKinley County, as periodically updated.
 - b. Collaboration with the City of Gallup, Navajo Nation and State of New Mexico on strategies for meeting current and future demands per the Regional Water Plan, e.g.:
 - 1) Import new supplies: the Navajo-Gallup Water Supply Project
 - 2) Develop the Gallup Regional System for water distribution to neighboring Navajo Chapters and rural communities
 - 3) Develop and implement water conservation and re-use strategies
 - a) Re-use of treated wastewater effluent for landscape irrigation and other uses
 - b) Puerco River restoration project
 - 4) Develop a Zuni River basin water plan
 - c. Charging the County Water Board with development of an interim program to augment water supply and achieve conservation milestones, pending completion of NGWSP in 2024, in collaboration with regional partners.
 - d. Prioritization of County water infrastructure investments, based in large part on the cost and benefits to the population served, and tending to favor development in and adjacent to Gallup.
 - e. Coordination with NTUA, Indian Health Service, Bureau of Indian Affairs and other purveyors of water on the Navajo Reservation on planning for efficient and non-duplicative water system development and inter-ties where appropriate.

- f. Development of a Countywide **Water Master Plan** that incentivizes regionalization and coordinates water system development for rural, municipal, and industrial water use, to include:
 - 1) Implementation of the County Water System Regionalization Plan and support for the Mariposa Water Alliance; and
 - 2) Finalization of regionalization studies, including current work funded by the US Bureau of Reclamation.

W-3. SYSTEM DEVELOPMENT FOR UNINCORPORATED COMMUNITIES. Institute County-wide planning and coordination of the water systems of water purveyors in the off-reservation unincorporated areas of the County. Strategies may include:

- a. Charging the County Water Board development of a County-specific 40-year Water Plan, to include
 - 1) identification of needs and infrastructure improvements in all of the water and sanitation districts and mutual domestic water user associations in the County.
 - 2) protocols for protection of water rights to help individual water systems.
- b. Regionalization of the water districts in the County, represented by a single designated authority, to include provisions for revenue sharing and coordinated capital programming; with the proviso that the County not undertake major fiscal responsibilities for this regionalization without adequate new revenues.

W-4. CONSERVATION. Encourage water conservation to maintain adequate groundwater reserves and promote conservation measures that provide beneficial reduction in water use. Strategies may include:

- a. Update of the County Conservation Plan and assistance to subdivisions and water associations on their updates.
- b. Implementation of a focused, countywide public information/educational campaign to encourage reduction in water demand, with an eye to reducing costs to local communities and to the County.

INTERGOVERNMENTAL RELATIONS ELEMENT

Planning can be a key exercise in promoting better intergovernmental relationships. Determination of existing conditions in the many Comprehensive Plan subject areas points out disparities in needs and available resources throughout the County. Likewise, comparative analyses show common problems that could be addressed jointly, on a County-wide basis.

Maintaining independent governance does not rule out working together for mutual benefit. Several Plan Elements (Fiscal, Infrastructure & Facilities, Hazards, Water for instance) offer promising opportunities for achieving economies of scale in public investments.

CURRENT INTERGOVERNMENTAL COOPERATION

Dealing with numerous complex governmental relationships, McKinley County progress is affected by decision-making agendas from Washington, Window Rock, Zuni, Santa Fe and the City of Gallup as well as numerous semi-autonomous governmental agencies. The role of the Northwestern New Mexico Council of Governments (which also helps to coordinate similar governance diversity in neighboring Cibola and San Juan Counties) is especially important in identifying areas of cooperation. Comprehensive planning identifies common ground among jurisdictional interests. NWNMCOG facilitates feasible, equitable joint ventures among governments in McKinley County.

The County also faces serious economic limitations. Household incomes are low in comparison with other counties; nearly forty percent of residents are below the poverty level. Navajo Nation unemployment is extremely high in McKinley County – two-thirds of the employable population according to Eastern Navajo Agency reports. Job development, therefore, is a concern County-wide. With increasing numbers of younger Navajo residing off Tribal land (more than half, according to Eastern Agency sources), employment and housing solutions need to involve the Navajo Nation, the City of Gallup and McKinley County.

Anti-poverty funding from Federal and other sources may be leveraged to the local economy's advantage. Together with State and Federal assistance programs, County, City and private investment can increase success potential in economic development, education, housing, and other areas of shared poverty. An example of intergovernmental support is the County's application for a regional Four Corners Job Corps Center and the County Road Forum that brought together all levels of government and jurisdictions that touch road improvement project from right-of-way to financing.

Formal cooperation among the sovereign Native American communities and the County is limited. Virtually all basic services, ranging from courts and administrative systems to public safety, are independently provided for Tribal land residents. There are, however, mutual assistance activities that are provide by the County, such as cross-deputization.

Intergovernmental agreements are expected to be increasingly relevant among McKinley County jurisdictions. The Navajo-Gallup Water Supply Project (NGWSP) has been generations in the making. But, now, water rights adjudications with U. S. Government funding commitments are making the joint agreement feasible. In 2012, McKinley County entered into a historic joint power agreement with the City of Gallup to share repayment obligations for City's portion of NGWSP. Zuni participation may further enhance multi-partner relationships on water issues.

NWNMCOG staff promote models for compacts between Tribal governments and States or other political subdivisions that have been achieved in other regions. Guidelines for joint negotiating/decision resolution achieved in Idaho, as an example, could be applicable to Navajo/Zuni/McKinley County agreements.

Streamlined avenues for cooperation are needed. The length of time involved in reaching decisions has been a deterrent to intergovernmental activities in the past. Comprehensive Plan recommendations are intended to expedite joint ventures, rather than create another level of review.

County and Navajo Nation Intergovernmental Relations Conditions and Issues

Navajo Chapter Planning

- In accordance with the Local Governance Act, adopted by the Navajo Nation Council in 1998, as amended in 2004, most Navajo Chapters in McKinley County have prepared Chapter land use plans.
- Most plans have been adopted.
- Currently, there are only a handful of “certified” Chapters in the County, while several Chapters have received certification for their plans.
- Chapter boundaries now are planning boundaries, and may be re-aligned in the future. Boundaries should be formalized/legalized.

Housing Shortage

Reportedly, the Navajo Nation believes that their housing stock is short by about 35,000 homes.

	Condition-Related	Capacity-Related (overcrowding)	Total
Total New Units/Replacements	18,900	15,200	34,100
Total Potential New Units/Repairs	4,400	0	4,400
Total Repairs	34,300	0	34,300
Total Expansions	0	8,500	8,500

PHASE II HOUSING NEEDS ASSESSMENT AND DEMOGRAPHIC ANALYSIS August 2011

County Services

Road building and maintenance are important County functions. Right-of-way approvals through allotments must be approved by majority of owners, but large, extended families are difficult to assemble to make these decisions.

Revenues and Economic Development

- Chapters need revenues if they are to provide services and build facilities. They need to collaborate with the County on sharing financial resources.
- Possibilities for economic development on the Navajo Reservation include tourism, extraction, logistics/distribution, manufacturing, offshore storage of secured data, and eCommerce.
- The Navajo Nation has committed and invested in creating an Infrastructure Capital Improvements Programming (ICIP) process similar to the state of New Mexico’s, encouraging Chapters to prepare ICIPs. These are now available through the Navajo Nation WIND system: <http://wind.enavajo.org/#>

Agencies, Sub-Agency Districts, and Chapters

- Hierarchically, the Navajo Nation consists of five agencies, 23 sub-agency districts, and 110 Chapters. Districts may be the most appropriate level for conducting coordinative planning and capital improvements programming. This is because districts typically delineate subregional geographic areas with a limited number of individual communities/Chapters that may share similar issues and concerns, may share infrastructure, or may be within the same trade or service area.
- Grazing permits are based on districts.
- Districts meet once per quarter. Participants include Chapter officials, the school board and land board, all of whom are policy-makers.
- In McKinley County, one district, District 14, appears to form a reasonable subregion; however, the other two districts, Districts 15 and 16, appear to be too large for subregional planning.

District 14, within the Fort Defiance Agency, consists of five Chapters.

District 15, within the Eastern Agency, contains 10 Chapters.

District 16, within the Eastern Agency, has 15 Chapters.

- Another approach may be to use the new Council Delegate districts to organize sub-regions and.

Regional Interagency Cooperation in Economic Development

- Economic development should be regional in order to share revenues. A non-profit organization can be set up to serve a larger area than a Chapter.
An excellent example is the Tohatchi Area of Opportunity & Services (TAOS), in District 14.
- The Navajo Nation may prioritize where growth should be encouraged by developing criteria for evaluating and selecting regional and district centers. Alternately, it may be most fair to distribute such facilities as education centers, health clinics, and NHA sub-offices to different Chapters in a district.

Trash, Illegal Dumping and Disposal Station

- The Navajo Nation has no landfills in McKinley County. Currently, some residents must travel 200 miles to dispose of trash, which leads to illegal dumping. There is a major effort to develop a landfill and transfer stations close to population centers.

The closure of P&M mine provides an opportunity for a portion of that land to be used as a landfill.

Navajo Chapters by Sub-Agency District	Navajo Chapters by Council District by Current Delegate	Navajo Chapters by County Commission District
<p>District 14 of the Fort Defiance Agency Coyote Canyon Mexican Springs Naschitti Tohatchi Twin Lakes/Baa'hast'ah</p> <p>District 15 of the Eastern Agency Becenti Crownpoint Nahodishgish Lake Valley Littlewater* Standing Rock Torreon/Star Lake Pueblo Pintado White Horse Lake Whiterock*</p> <p>District 16 of the Eastern Agency Baca/Prewitt Breadsprings/Bááháálí* Casamero Lake Chichiltah Churchrock Iyanbito Manuelito Mariano Lake Pinedale Red Rock Rock Springs Smith Lake Thoreau Tsayatoh</p> <p>District 19 of the Eastern Agency Counselor Huerfano Nageezi Ojo Encino*</p>	<ul style="list-style-type: none"> • Baa'hast'ah/Coyote Canyon/ Naschitti/Mexican Springs/Tohatchi: <u>Mel Begay</u> • Church Rock/Iyanbito/ Mariano Lake/Pinedale/Smith Lake/Thoreau: <u>Edmund Yazzie</u> • Becenti/Crownpoint/Huerfano/ Lake Valley/Nageezi/ Nahodishgish/Tsé 'í'áhí/ Whiterock*: <u>Danny Simpson</u> • Bááháálí*/Chichiltah/Manuelito/Red Rock/Rock Springs/Tsayatoh: <u>Charles Damon</u> • Crystal, Fort Defiance, Red Lake, Sawmill: <u>Roscoe Smith</u> • Littlewater*, Pueblo Pintado, Torreon, Whitehorse Lake, Baca/Brewitt, Casamero Lake, Ojo Encino*, Counselor: <u>Leonard Tsosie</u> • Alamo/Ramah/Tohajilee: <u>George Apachito</u> 	<p>Commission District 1 Baca/Prewitt Becenti Coyote Canyon Mexican Springs Tohatchi Twin Lakes/Baa'hast'ah Crownpoint Standing Rock/ Tsé 'í'áhí Pueblo Pintado White Horse Lake Ojo Encino* Smith Lake Thoreau Mariano Lake Casamero Lake Littlewater* Nahodishgish Rock Springs Iyanbito</p> <p>Commissioner District 2 Breadsprings/Bááháálí* Chichiltah Churchrock Fort Defiance Manuelito Pinedale Ramah Red Rock Tsayatoh Navajo/Red Lake #18</p> <p>Commission District 3 None</p>

*indicates Navajo Certified Chapters

County and Zuni Pueblo Intergovernmental Relations Conditions and Issues

The Zuni Pueblo has expressed interest in coordinating with McKinley County on roads, water, economic development strategies, trash disposal, and the allocation of services. Further discussions are needed to identify in more depth opportunities for coordinating strategies and development of policies. Ongoing communication is needed to work with the Pueblo on issues of mutual interest.

INTERGOVERNMENTAL RELATIONS GOALS AND POLICIES

GOAL: It shall be the goal of McKinley County to foster positive and effective intergovernmental relations with the diverse agencies and jurisdictions in the County area in order to promote cooperation and collaboration in meeting the needs and promoting the best interests of County citizens.

POLICIES & STRATEGIES:

IR-1. REGIONAL APPROACH. Develop a regional intergovernmental approach to Countywide services. Strategies may include:

Encourage Chapters to regionalize their planning, housing, community & economic development projects in order to share resources, achieve economies of scale, and avoid rural sprawl.

- a. Joint efforts with the Navajo Nation and Zuni Pueblo to promote economic development, transportation, housing and other infrastructure needs, in a fashion similar to the effective County Road Forums held in 2011 and 2012.
- b. Coordination with Navajo Chapters, legislative districts and/or area nonprofit organizations to promote regional initiatives serving areas larger than single Chapters [for example, Tohatchi Area of Opportunity & Services, Inc. (TAOS)].
- c. Work with the Navajo Nation Council Delegates to encourage Chapters to regionalize their planning, housing, community development and economic projects in order to share resources, achieve economies of scale, and avoid rural sprawl.
- d. Prioritization of County-related services and resources to Chapters that have received certification under the Navajo Nation's *Local Governance Act*, in light of those Chapters' capacity for local planning, development and management.
 - For example, County road projects should be prioritized to serve communities with clustered houses or with adopted plans supporting clustered development in order to serve a larger number of residents at a lower cost per residents
- e. Initiation of interjurisdictional improvement projects both inside McKinley County and throughout the region.
 - In conjunction with the Implementation Element, participating jurisdictions could assume responsibility for their respective portions of multi-party improvements. For instance, the proposed Scenic Byway's enhancements should be coordinated within the County, including tourist amenities such as bikeways and rest stops. Coordination with Cibola and San Juan Counties, perhaps connecting into Arizona, should be featured as part of the larger Four Corners Geotourism project.
- f. Shared information and regular communication with area jurisdictions on respective priorities for capital expenditures, studies, development plans, and social and economic programs. Projects should be identified that may relate to Comp Plan implementation for potential inter-jurisdictional cooperation.
 - Direct information channels are needed, rather than added bureaucracy. Actions proposed by Tribal, State, County, or municipal government could include reference to mutual benefits for other jurisdictions to become contributing participants. For instance, future facilities – from water storage to landfills – should be designed with economies of scale to serve residents of McKinley County wherever they live.

- Regular checkpoints for information exchange should be scheduled to conform with Tribal and County budget cycles. A Countywide Advisory Capital Improvement Program could be considered, accommodating input entries from all participating jurisdictions or agencies.
- g. The County should coordinate with the Navajo Nation on a joint plan for solid waste management, cracking down on illegal dumping, and the development of landfill and transfer stations closer to population centers.
 - Among various options, the County should consider landfill development as part of the Reuse Plan for the former Pittsburg & Midway Mine.

IR-2. COLLABORATIVE SERVICE DELIVERY. Pursue collaboration to improve services to unincorporated private and Indian communities. Strategies may include:

- a. Encouragement of local communities to progress toward community self-governance.
 - For example, Ramah Water & Sanitation District does not have the authority to provide law enforcement, and likely could not afford to become a municipality, but the District could enact a special tax to get a dedicated County deputy appointed to the Ramah village community.
 - The Navajo Nation *Local Governance Act* provides for a process by which local Chapters can become certified to function with broader power and discretion, which creates opportunities for the County and other entities to directly collaborate with those communities.

IR-3. JOINT PLANNING & LAND USE. Collaborate with area communities and jurisdictions to promote joint land use planning, development and management where feasible. Strategies may include:

- a. Working with the 31 Navajo Chapters in McKinley County on planning and land use issues, and encouragement of the passage of common resolutions (and ordinances if Chapters receive certification) on land use policies and subdivision regulations.
- b. Assist local Navajo Chapters to earn *Local Governance Act* certification and empowerment.
- c. Consult with the Navajo Nation on joint prioritization of locations where growth should be encouraged, such as by developing criteria for selecting regional and district growth centers.

HEALTH ELEMENT

"Health" can be defined very broadly, and the health concerns of McKinley County - whether they relate to education, economics, environment, or access to appropriate human services -- concern every resident of the County. The Health Element of the Comprehensive Plan is concerned with guiding McKinley County in developing means and mechanisms to collaborate with regional partners in ensuring the promotion of health, the prevention of disease, and the delivery of quality health care to residents.

Citizens participating in Comprehensive Plan meetings cited the importance of improving the affordability and the convenient location of health care services.

The McKinley Community Health Alliance serves as the comprehensive health council for McKinley County. This working partnership of more than 70 citizens, educators, human service providers, and health-care workers from throughout McKinley County provides leadership regarding health policy. The Alliance takes responsibility for identifying priority health issues, as well as integrating, coordinating and leveraging resources to address those issues.

EXISTING CONDITIONS

McKinley County has notable health disparities in most major health measurements, due to social determinants of health, lack of access, and other environmental factors. Poverty, though, remains the single greatest contributor to poor health. Poverty affects one third of McKinley County's population almost double that of New Mexico, and the 2010 Census reveals McKinley County to be one of poorest County in the U.S. Inadequate transportation and communication infrastructure, as well as a shortage of health care providers and programs, limit access of County residents to needed services.

The Indian Health Service is the provider of medical and dental care to the majority of the County's population, 74.6% of whom are Native American. However, the funding level for the Navajo Area Indian Health Service was only about half of the projected total need. The County's lack of financial resources leaves health care programs and services, outside the IHS, significantly under-funded. Service providers are often dependent on federal and private "soft money" grants.

The McKinley County Health Profile, issued by the New Mexico Department of Health, outlines some of the significant health issues in McKinley County. Heart disease, diabetes and behavioral health issues (such as alcohol-related problems, depression, suicide, substance abuse, domestic violence) as well as motor vehicle deaths are major health concerns. Diabetes is five times more likely to occur in Hispanics and ten times more prevalent in Native Americans than in the general population. Diabetes rates in McKinley County reflect the ethnic demographics of the County. Surveys of local residents demonstrate their awareness and prioritization of the same health concerns noted in state and national data.

The McKinley Community Health Alliance is involved in ongoing efforts to assess needs, set priorities, and plan ways that will most effectively use resources in the County. The Alliance compiles data and map County health assets and "gaps". From these assessments, priorities will be determined and a preliminary plan proposed for incorporation into the County Comprehensive Plan.

Achievements since 2005 Comprehensive Plan include:

- McKinley County has sustained and funded the McKinley County Health Alliance as the single point of contact and coordination for health advancement (even when the State dissolved funding).
- McKinley County has supported expanded access to health services and invested resources in sustaining Rehoboth McKinley Christian Health Care Services (including a new dialysis center and sole community provider funds), expansion of Behavioral Health Services (including Thoreau Community Center), and advocating for the Gallup Indian Medical Center Replacement project.
- McKinley County partnered with the Council of Governments on a Brownfields Assessment program to assess, cleanup, and reuse properties.
- McKinley County and its partners spearheaded a comprehensive obesity and diabetes prevention initiative, including the Healthy Environments: Active Lifestyles Coalition (HE:AL), Healthy Kids, McKinley County, and Community Transformation Grant programs. Some notable successes include trail systems, Jim Harlin Community Pantry, community gardens, etc.
- McKinley County continued to support alcohol and substance abuse prevention, treatment, and intervention programs through local County funding and Liquor Excise Tax revenues to sustain Na'nizhoozhi Center, Inc. (NCI), Juvenile Substance Abuse Crisis Center, and other vital programs, such as Boys & Girls Club.

Other Supporting & Reference Documents:

- IBIS Community Health Highlight Report for McKinley County
(<http://ibis.health.state.nm.us/community/highlight/report/GeoCnty/31.html?PrinterFriendly=x>)
- County Health Ranking & Roadmaps
(<http://www.countyhealthrankings.org/app/new-mexico/2012/mckinley/county/1/overall>)
- NMDOH Racial and Ethnic Health Disparities Report Card
(https://docs.google.com/a/nwnmcog.com/viewer?a=v&pid=gmail&attid=0.1&thid=1396dbaa57155c60&mt=application/pdf&url=https://mail.google.com/mail/u/0/?ui%3D2%26ik%3D95902b5a93%26view%3Datt%26th%3D1396dbaa57155c60%26attid%3D0.1%26disp%3Dsafe%26zw&sig=AHIEtbRnepDIH0NKAIq3eJVZ-M_VOMtNhw)
- “McKinley County: Healthy Communities by Design” Community Action Plan & MAPPS Strategy
- McKinley County Health Profile
- NMDOH Youth Risk and Resiliency Survey (YRRS)
http://nmhealth.org/ERD/HealthData/YRRS/2009/Middle%20School/McKinley_MS.pdf

HEALTH GOALS, POLICIES & STRATEGIES

GOAL: It is the goal of McKinley County to promote health, prevent disease and ensure quality health care delivery through collaboration with regional partners to address and increase resources for overcoming social, environmental and cultural barriers to health.

POLICIES & STRATEGIES:

HE-1. COORDINATION. Coordinate County public health, medical/dental, and behavioral health care efforts.

Cooperation among the region's health care facilities, programs and providers is essential to assure effective, comprehensive coverage for County residents. Providers are encouraged to share information, use existing resources more effectively, and identify and obtain new and stable funding sources for needed services throughout the County. Opportunities mobilized by the Affordable Care and Patient Protection Act should be reviewed and applied for collaboratively rather than competitively.

HE-2. McKINLEY COMMUNITY HEALTH ALLIANCE. Continue to support and recognize the McKinley Community Health Alliance as the comprehensive health council for McKinley County and as a representative and knowledgeable lead entity in planning.

The McKinley Community Health Alliance is made up entirely of area residents, and is part of a statewide network of Community Health Councils. Members receive ongoing training in assessment, prioritizing and policy development. They bring those skills, along with front-line experience in communities throughout McKinley County, to collective planning efforts.

HE-3. COLLABORATION WITH NEIGHBORS. Continue involvement in and support of collaborative efforts with neighboring counties and Native American Communities.

Regional efforts to address difficult cross-border problems and to leverage needed resources promise to be more successful and effective than if the County works in isolation.

HE-4. PUBLIC CONSULTATION. Ensure that any proposed new use of shared resources (e.g. water, land, air) receives extensive public consultation.

The lives, livelihoods and cultural/spiritual foundations of County residents are dependent on the adequacy, quality and sustainability of the County's water, air and land. Use of these resources affects the entire population and must be decided collectively. Education regarding current conditions and future projections enables residents to evaluate the consequences of, as well as to mitigate environmental impacts arising from, proposed use of natural resources. New metrics and assessment practices can be excellent tools for weighing new developments against social causes and balancing environmental justice impacts, including but not limited to health impact assessments (<http://www.cdc.gov/healthyplaces/hia.htm>) and the triple bottom line tool (<http://www.tbltool.org/>). Safeguards are needed to monitor those industries that effect water, air, and land, even beyond State and Federal agencies. Independent, third party testing should be considered for any new industrial development that citizens perceive will have negative impacts to water, air, and land.

HE-5. RURAL ADVOCACY. Continue to advocate for funding and prioritization of rural and tribal health care facilities and programs. Strategic plans from health institutions and providers should be incorporated and assessed when appropriate and, in some cases, master plans completed for new facilities and potential impacts on land use, infrastructure, transportation, and housing.

The proposed Gallup Indian Medical Center Replacement project is critical to serving the growing population and health care needs of the region. The proposed project will not only support improved access but provide a critical economic driver producing over 1,000 new health care jobs. A workforce development strategy is needed to prepare the next generation of health care workers, doctors, and nurses to meet this emerging opportunity locally. The County needs to effectively leverage its mill levy and local Liquor Excise tax revenues to sustain RMCHCS and other critical prevention programs.

HE-6. PREVENTION. Continue to spearhead a philosophy of investing in the front end of the problem, e.g. prevention and a health communities approach. “Healthy Communities by Design” is an approach to increase access to safe places to play, affordable and healthy foods, and healthy lifestyles.

McKinley County has committed to State and Federal partners to turn the curve on poor health metrics by seeking resources to attack the root causes and place-based determinants. Efforts to eliminate “food deserts”; grow and consume locally produced foods; encourage joint use of public facilities as health centers; coordinate prescription trails; school wellness councils, promote youth empowerment programs; and promote policy and environmental changes needed to be heighten conversation into action.

- An example of a healthy communities design policy are “complete streets”, meaning that roadways are constructed to include alternative transportation options (such as walking, biking, etc.). A County example is the extension of Nizhoni/Mendoza road to Gallup high school.
- In a rural context, the County could push to gain rights-of-way for road improvement corridors that encompass widths needed for these options. Understanding that road improvement funding is highly competitive and limited; expanded rights-of-way could be obtained and with local sweat equity and/or youth construction crews could mobilize to build separate, natural paths for these alternative transportation modes.

With the partnership and assistance of the McKinley Community Health Alliance, the County can be a convener that coordinates key champions and officials to implement steps in this direction.

HOUSING ELEMENT

McKinley County encompasses a large geographic territory with a broad and diverse spectrum of housing conditions and needs. The provision of quality housing, at a variety of price levels, is critical to the economic stability and progress of the region. The remediation and/or removal of substandard housing contributes to neighborhood, community and County quality of life. The Housing Element is related to all Plan Elements, including particularly close interactions with the Land Use, Transportation, Economic Development and Infrastructure Elements.

The Housing Element addresses residential siting issues, as well as where and how higher density residential development can be accommodated. The role of master-planned communities in satisfying County housing needs is considered. The provision for greater housing variety should include increased efforts to promote homeownership. The anticipated development of new housing must stress efficient operation, availability of utilities and energy use in the local and regional environment.

CURRENT HOUSING CONDITIONS

The bulk of McKinley County housing stock constructed in the 1970's and in the early 1980's consisted of manufactured homes and prefabricated housing. Part of the reason for the dominance of these housing types was the need for the rapid accommodation of an influx of workers. A larger percentage of these dwelling units are now deteriorating and depreciating in value. Decreasing quality of local housing stock affects economic development efforts.

Substandard and lack of housing is a major concern on Tribal lands. Many Native American workers have found employment, but not adequate, affordable housing in the Gallup area. This compounds urban shelter problems by extending the life of substandard housing that should be replaced.

A significant shortage of desirable housing of all types occurs in most market segments of County. This lack of housing opportunities, especially in developed areas, is restricting ownership options, particularly to first-time homeowners. Housing affordable to persons of modest incomes is particularly lacking. An increasing County homeless population and overcrowding (estimated by some as equaling 20% of the County's census total) requires the creation of dwelling opportunities for these residents. Some opportunities for increasing housing densities to lower housing costs exists.

Although there are localized housing conditions that may require innovative, small-scale approaches, most of McKinley County needs could be better addressed by masterplanned residential developments employing economies of scale with mass production of dwelling units, types and prices. It is very difficult to construct housing projects in McKinley County for a variety of reasons. Most often, projects proposed in Chapters areas are complicated by checkerboard land status, environmental and water quality issues, and lack of available infrastructure. These factors are some of the issues that make Federal investment and ultimately project construction difficult.

Exemplary efforts in surrounding counties may have application in McKinley County. Addressing regional housing problems in Cibola County, the US Department of Housing & Urban Development awarded the Pueblo of Laguna \$3 million to build new homes for low-income families and to support efforts to improve existing housing. The Laguna Pueblo Housing Authority received funds under HUD's *Traditional Indian Housing Development* program. The grant funded 18 three-bedroom housing units and 12 two-bedroom homes. This funding specifically required the construction of homes of different sizes. The project included construction of infrastructure such as roads and utilities.

These are examples of measures at a smaller scale that can be taken to alleviate inadequate housing conditions and an insufficient number of dwelling units. Interjurisdictional coordination and cooperation (Federal, State, County, Tribal, local) is necessary to leverage maximum benefits from available resources.

The national recession and mortgage crisis compounded barriers and access to capital in the private sector housing market.

Achievements since 2005 Comprehensive Plan include:

- Several tribal and private subdivisions have been constructed near Gallup (e.g. Church Rock Estates, Diné Estates).
- Several non-profit developers worked to address unique housing segments and promote innovative financing options (e.g. Navajo Partnership for Housing, CARE 66). Examples of recent CARE 66 urban infill developments include Chuska Apartments and Lexington Hotel. Chuska Apartments, consisting of 30 units restricted to low- and moderate-income residents and transitional homeless residents, received 500 completed applications when the project opened in 2008.
- Several teacherages were developed by the Gallup McKinley County School District with financing from New Mexico Finance Authority to create workforce housing stock in rural areas of the County.
- Gallup Housing Authority has recently taking steps to improve and revitalize housing rental units.
- The City of Gallup adopted regulations for mixed use developments.

Other Supporting & Reference Documents:

- Navajo Housing Authority is currently working to produce a master housing plan for the entire Navajo Nation.
- Navajo Nation Housing Needs Assessment - August 2011
- CARE 66 has several infill urban developments in the planning and pre-construction stages.

HOUSING GOALS & POLICIES

GOAL: To stimulate, encourage and support housing planning and development activities by public and private sector entities which upgrade and expand upon existing housing stock, increase affordable options for citizens, promote energy efficient and sustainable housing construction, implement innovative and best practices in community development, and utilize and build capacity in the local labor force.

POLICIES & STRATEGIES:

- H-1. CONVENE STAKEHOLDERS.** Consult and collaborate with public and private sector parties to address and overcome obstacles to the development of affordable and sustainable housing in the County, including jurisdictional, environmental, regulatory and infrastructural issues. Strategies may include:
- a. Convening collaborative meetings for problem and solution identification, such as creating a Housing Roundtable to annually bring together multiple jurisdictions, agencies and entities (County, Tribal, State, Federal and Private) to develop pathways to overcoming obstacles and coordinate preferred development areas and infrastructure investments in McKinley County.
 - b. Partnering with developers by tapping public funding sources to extend infrastructure into areas prioritized for housing development.
 - c. Assisting public and private sector developers in identifying properties in the County most amenable to sustainable housing development.
 - d. Pursue cooperative projects and partnerships with public and private sector stakeholders to promote sustainable housing development, such as:
 - 1) Incorporation of NHA’s master plan into a countywide housing plan.
 - 2) Development of regional strategies to overcome land jurisdiction, environmental protection, infrastructure development, and other issues.
 - e. Coordination with Chapter land use plans and targeting of infrastructure investments to catalyze and support future housing projects.
 - f. Master planning of identified properties for housing, to include workforce housing in proximity to current and future economic and business anchors, as well as cooperative plans to improve and develop roads serving subdivisions.
- H-2. POLICY AND REGULATION.** Review and revise County subdivision regulations, transportation plans and other policies to assist in planning and support for sustainable housing development practices in the County. Strategies may include:
- a. Continued utilization of the County-appointed Smart Growth Commission for advice and recommendation on all new developments requiring County assistance or approval.

- b. Development of a County-specific Housing Plan, to include:
 - 1) Inventory of all existing housing opportunities.
 - 2) Establishment of guidelines or regulations to ensure attractive, sustainable residential construction.
 - 3) Provisions for rehabilitation of existing substandard housing (e.g., bathroom additions, re-wiring, weatherproofing).
 - 4) Provisions for widening the move-up market with incentives for high-end builders and custom housing.
- 5) Promotion of innovation and the use of best practices in creating breakthroughs in housing affordability, efficiency and socio-cultural integrity, such as through development of an innovative housing construction industry tapping local human capital and traditional knowledge as an economic strategy to meet housing needs.
- 6) Encouragement of new master-planned residential communities, along with identification of properties amenable to such development, including:
 - 1) Coordination of the location and timing of development, seeking economies of scale in infrastructure additions and improvements.
 - 2) Establishing a “fair share” requirement for developer contributions to infrastructure development.
 - 3) Advocating and incenting system efficiencies (energy and water conservation), use of alternative energy sources and integration of recycled materials in new development.
 - 4) Encouragement of community homeowners associations.
 - 5) Integration of housing development plans with regional open space and multimodal transportation plans and systems.

H-3. AFFORDABILITY. Address and collaborate with public and private entities in meeting the affordable housing needs of McKinley County citizens. Strategies may include:

- a. Promoting programs that encourage homeownership and endorse affordable housing strategies.
- b. Developing and expanding first-time buyer programs.
- c. Increasing financial literacy of potential owners.
- d. Working with area banks to offer qualified buyers low or no down payment assistance.
- e. Continuing the Habitat for Humanity and alternative housing financing and development model efforts Countywide.
- f. Investigating the possible establishment of a regional housing authority or corporation to coordinate and implement housing strategies.
- g. Support for the development of a regional Community Development Financial Institution (CDFI) under the US Department of the Treasury for alternative access to project capital.

TOURISM ELEMENT

Tourism is a major component in the County's economic base. A strong tourism sector can contribute to improvement or expansion related to other County priorities such as education, community services, transportation and other civic needs. Recognizing this, the County has invested and implemented strategies that have enabled the expansion of tourism activities and attractions, while improving the quality of life of its residents.

Interstate 40 brings thousands of travelers through the County every day. The attractions of scenic beauty, authentic arts & crafts, experiential cultural opportunities, and outdoor enjoyment cause many to stop -- and spend -- in the County. The tourism challenge is to entice tourists not just to stop, but a destination -- and to extend the stay for meaningful vacationing experiences.

CURRENT CONDITIONS

Tourism centers around the City of Gallup with its multiple Interstate access points, rail and aviation service. The City provides hospitality facilities (hotels, fast food and sit-down restaurants); highway traveler services; shopping variety, from curios and artwork to major retailers; public art; and places of historic and cultural interest. Planning explores prospects for dispersing tourism attraction throughout the County, at the same time retaining and expanding the City's catchment of visitor expenditures and regional market share. Sights are set on promoting day trips, exploration and outdoor participation that will keep tourists in the County for more than an overnight stopover.

Red Rock Park is home to a series of top-notch rodeo and roping events, the world-famous Gallup Inter-Tribal Indian Ceremonial each August, and the world's second largest Balloon Rally each December. An increase in the length of stay for patrons is the desired goal for the Park. Additionally, other economic opportunities are being pursued on the park grounds to sustain its year-round use.

Gallup residents and visitors are within 125 miles of eight national park service installations, in addition to many other natural and cultural public attractions. There are 5 national forests and numerous lakes to attract campers, hunters and fishermen. Cibola National Forest lands are abundant throughout the southern portion of the County. Promotional emphasis on these areas would boost tourist revenue in the nearby communities of McGaffey, Breadsprings, Bluewater, Ramah, and Zuni, where hospitality accommodations related to these Forest destinations could be provided, as well as in nearby Gallup.

Community nonprofit Adventure Gallup & Beyond, Inc. and its partners have made a concentrated effort to develop and promote adventure tourism as an economic driver. Building on Gallup's reputation and attraction for cultural tourism, the City and County worked together to build world class trails, attractions, and venues, thus carving out a unique competitive edge in the Four Corners – "Culture and Wonder Steeped in Adventure". This initiative has many accomplishments, but at the very least has once again put Gallup on the map, this time as the "Adventure Capital of New Mexico".

The arts community is re-emerging to offer unique opportunities for tourists, reminiscent of the Asheville, NC model (Handmade in America). New Mexico Arts helped create a regional arts trail that brings buyers directly to the artists. Scenic Byway designation has created a unique backbone for drive traffic and emphasizes the day trip experience centered in McKinley County. El Morro, Navajo and Zuni lands are popular destinations along this route. Hospitality training is still necessary for proper customer service. The quality of lodging and food service need the most attention in the near future to promote extended stays by visitors wishing to explore the County's many attractions.

Achievements since 2005 Comprehensive Plan include:

- Designation of the “Trail of the Ancients-NM” byway (signage & kiosks);
- Designation of the first regional New Mexico Arts Trail – “Ancient Way Arts Trail”
- Partnered with National Geographic and the Four Corners to develop one of the few MapGuide projects in the world;
- Built outdoor assets such as: Mentmore Rock, Gallup Shooting Range, Gallup ATV/OTV Park, High Desert Trail, Hilso Trailhead and McGaffey Trails, Red Rock Trails, Hogback Trails, Ramah Trails, etc.
- Organized new events: Dawn Til Dusk, 24 Hours in Enchanted Forest, Squash Blossom Classic, Motorcross events, Freedom Ride & Flight, etc.
- Hosted the Junior High National Rodeo finals;
- Partnered to open Manuelito Visitor’s Center;
- Proclaimed the “Adventure Capital of New Mexico” by State Legislature and rolled out branding campaign;
- Built Fire Rock Navajo Casino and continued Gallup Inter-Tribal Indian Ceremonial;
- Awarded National Recreation Trail designation for High Desert Trail System;
- Produced a 200+ mile trail plan with US Forest Service and Cibola County for Zuni mountains;
- Host of the National 24-Hour Mountain Bike Race in McGaffey (2013-2014);
- Chosen by the International Mountain Biking Association to present our model at World Summit.

Other Supporting & References:

- National Geographic Society’s Four Corners Geotourism MapGuide project: <http://www.fourcornersgeotourism.com/>
- NM Tourism: <http://www.newmexico.org/>
- Region One Tourism Board: Indian Country - <http://www.indiancountrynm.org/>
- Trail of the Ancients Byway
- Route 66 National Byway
- Ancient Way Arts Trail: <http://www.ancientwayartstrail.com/>
- Gallup-McKinley County Chamber of Commerce: www.thegallupchamber.com
- Adventure Gallup & Beyond: www.adventuregallup.org
- Navajo Nation Tourism: <http://discovernavajo.com/>
- Zuni Tourism: <http://www.zunitourism.com/>

TOURISM GOALS, POLICIES & STRATEGIES

Tourism goals and policies are based on the suggestions of County residents. A firm, interconnected relationship between the Tourism and Economic Development Elements is expected and encouraged. The Intergovernmental Relations Element plays a vital role in Tourism as with all the Plan Elements. Guidance should be solicited from Tribal leadership regarding appropriate promotion of local events, shopping and sight-seeing in ways that respect the culture and benefit the residents of Chapters and Pueblo. Enriching tourism experience creates synergism, not competition, among local jurisdictions. Expanding the County's share of tourism revenues increases, also, local communities' economic success.

GOAL: It shall be the goal of McKinley County to collaborate with regional partners in the promotion and support of tourism as a major economic sector for the County community.

POLICIES & STRATEGIES

TO-1. STAY ON COURSE. Maintain, enhance, and replicate existing Tourism efforts and initiatives.

The County affords the greatest asset for tourism promotion. Cultural, scenic and historical features of the County are widespread, varied and appealing. Native American traditions that are publicly celebrated should be promoted as a means for visitors nationwide to understand and enjoy our cultural continuums. World class trails and outdoor adventures abound. The County needs to help maintain these assets, and increase beautification and trash eradication projects.

TO-2. FUNDING. Collaborate with the Gallup-McKinley County Chamber of Commerce, Region I Tourism Board, the State of New Mexico and the Northwest New Mexico Council of Governments in prioritizing and working together on tourism promotions, to allow for the best allocation of available funding.

Continued expansion and regular update of the Chamber's web page, video, and online marketing is strongly encouraged to reach growing digital audiences. Continue to work collaboratively to with tourism initiatives to best tap and utilize City Lodger's Tax and State of New Mexico Cooperative Marketing funds.

TO-3. PREPARE FOR GROWTH. Support the expansion of civic facilities and hospitality accommodations to support and enhance future tourism growth.

Tourism expansion is based largely on the type, quantity and quality of existing support systems. Promoting day trip destinations requires quality roads and other infrastructure for visitor convenience. As such, much of the County is in need of infrastructure improvement and maintenance. (See Infrastructure and Transportation Elements.) Further, civic facilities and hospitality accommodations are needed to improve tourist experiences and encourage longer stays, including the promotion of the County as a hub for day trips.

ECONOMIC DEVELOPMENT ELEMENT

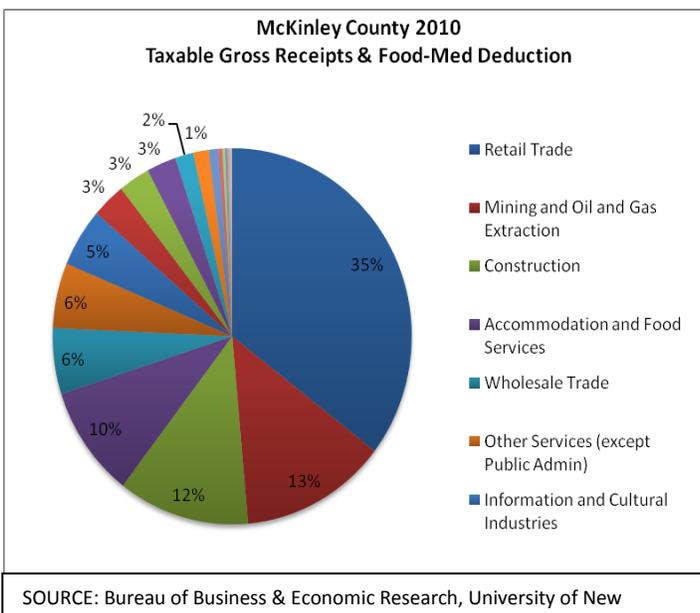
The people and leadership of McKinley County recognize the importance of economic development. The County historically experiences some of the lowest income levels and highest unemployment rates in the United States. Despite significant strides to improve education, tourism and job-building infrastructure, a weak economic base characterizes an ongoing economic decline in the County over the past thirty years. The County has also experienced a delayed-reaction, “trickle-down” negative impact from the recent national recession, which is likely to continue as Federal and State funding declines in the coming years.

RECENT ECONOMIC HISTORY

The City of Gallup is the County seat and only municipality in McKinley County, serving as the County’s commercial center. The Greater Gallup metropolitan area economy is relatively stable, due in large part to the strong presence of governmental institutions and programs, as well as robust retail sales and services meeting the needs of over 100,000 people in northwestern New Mexico and northeastern Arizona. Major industries in the area include services, government, mining, refining/energy production, healthcare and Native American jewelry production.

McKinley County benefits from its Native American arts and crafts market, which wields significant economic influence and serves as a major attraction for visitors and tourists. Small manufacturing includes printing, sheet metal products, food products, piñon nut gathering, and cattle and sheep byproducts. Heavier manufacturing includes gasoline refining, a natural gas compressor station and coal mining. The natural resource mining base includes oil, natural gas, uranium reserves and coal.

McKinley County is one of the poorest counties in New Mexico. The percentage of County families below the poverty level continues to hover around 40 percent. A serious job gap exists. The fastest growing component of personal income in the County was not from actual labor sources, but rather from non-labor sources such as investments, retirement accounts and social security. Income from labor has declined heavily in the past three decades, reflected in unemployment rates as high as 60% in some Tribal communities. (SOURCE: Bureau of Business and Economic Research, University of New Mexico)



The area's once strong economic engines of mining and farming/ranching have been in decline overall since the 1970's. Mining employment, also down, was hit again with the recent official closure of Chevron’s McKinley Mine north of Gallup.

In summary, the past thirty years has seen an overall decline in the economic health of McKinley County. Population growth has dipped due to outmigration of citizens seeking employment opportunities elsewhere. As indicated by its on-going high rate of unemployment, the County continues to struggle to create jobs sufficient to accommodate the employment needs of the current population.

CURRENT ECONOMIC STRATEGIES

In reaction to the overall decline in the local economy since 1970, the County is committed to expanding its economic base. The City of Gallup, for instance, recognizes its need for economic diversity, reducing reliance on the low-wage retail and hospitality industries. The City is implementing economic strategies to attract manufacturing, warehousing, and other economic-base industrial activities to promote economic growth.

McKinley County has major locational advantages. Gallup is an important crossroads and gateway micropolitan community, linking east and west via Interstate Highway 40 and the Burlington Northern-Santa Fé Railroad, and linking north and south via State Highway 602 and US Highway 491. It also serves as a gateway portal to the wonders of the Four Corners region, including world heritage sites situated along the Trail of the Ancients Scenic Byway, diverse cultural communities and natural wonders such as the Grand Canyon. As a transportation nexus, the County provides a uniquely powerful opportunity for commercial entities that need well-developed access to regional and national transportation corridors. As a cultural crossroads, Gallup is a Historic Route 66 community, boasts a robust regional retail economy and lives up to its long-standing reputation as the “capital” for world-class Indian jewelry and other arts, serving as a primary trading center for Native American populations (predominantly Navajo and Zuni) residing in a 100-mile radius of the community. In recognition of its world-class geographic and natural recreational assets, the Gallup-McKinley County community was also recently designated by the New Mexico State Legislature as the “Adventure Capital of New Mexico.”

In the 1990’s, Gallup and McKinley County successfully captured early telecommunications infrastructure opportunities but in recent years fell behind the national curve in terms of broadband availability and access. Telecommunications expansion into rural communities has been slow, although there are some initiatives aimed at closing this gap, including the “Internet to Hogan” project and enterprises like Sacred Wind Communications. State of the art broadband access and connectivity will be essential to attract home-based/location-neutral enterprise and other economic innovations.

Large infrastructure improvements such as the Navajo-Gallup Water Supply Project and US 491 Improvement Project provide both short-term employment in construction jobs and long-term capacity for economic development and sustained population growth.

ECONOMIC DEVELOPMENT CONDITIONS AND ISSUES

As discussed in some detail in the socioeconomic section of this plan, substantial long-term and structural challenges confront the County in addressing the area’s economic development. Poverty and unemployment are particularly chronic and serious concerns. The “checkerboard pattern” of land ownership and political jurisdiction, including federal and tribal policies governing trust and allotment lands, creates development issues that are structural in nature and thus often beyond the direct capacity and jurisdiction of the County to mitigate.

On the other hand, new opportunities are emerging in which the County will want to invest resource and policy support. The tri-county Comprehensive Economic Development Strategy (CEDS) developed and managed by Northwest New Mexico Council of Governments provides analysis and overall guidance for economic development in McKinley County, as well as in Cibola and San Juan Counties. The CEDS vision calls for *Cooperative Innovation* and *Strategic Support for Economic Vitality*, which breaks down into eight main strategies:

*The County vision for economic development, as reflected in the regional CEDS, calls for **Cooperative Innovation and Strategic Support for Economic Vitality.***

- **DIVERSIFICATION:** Creating a diversified and creative regional economy
- **INNOVATION:** Facilitating regional forums for innovation
- **COOPERATION:** Inspiring intercommunity dialogue and cooperation
- **TOURISM:** Regional cooperation in tourism
- **HOUSING:** Developing an innovative housing industry
- **STRATEGIC INFRASTRUCTURE:** Producing strategic infrastructure for development
- **LAND USE:** Creating progressive land use for user-friendly communities
- **DOWNTOWN REVITALIZATION:** Working towards vibrant and prosperous downtowns

Following are key economic development issues identified during the County comprehensive planning process:

Limited Job Opportunities

- Job growth does not keep pace with population growth, wages are low and there is high unemployment.
- Youths leave the community due to lack of job opportunities. Many high school graduates leave the area for the military, or to relocate to Albuquerque or Phoenix.
- Rural areas in McKinley County outside Gallup appear to be on the decline because employment opportunities are not increasing and may be decreasing.

Housing Shortage in Gallup

- Business development is stifled from the lack of available housing for new entrepreneurs and employees.
- Housing is an economic activity that could generate more wealth in the community. Currently, it comprises a relatively small sector of the economy, considering the high housing demand.
- Housing is reported to be expensive, the result of demand being greater than supply.

Business Climate

- Negative attitudes are prevalent in the business community and general public towards change and growth in the community.
- Local sales “leak” to Albuquerque and Phoenix (135 and 285 miles from Gallup, respectively).

Land Requirements

Some lands designated for industrial development have physical constraints. Other potential industrial areas lack infrastructure.

Tax Base

The County tax base should be expanded. More economic development in the off-reservation unincorporated County area would be helpful.

Navajo Nation Economic Development

- Since Navajo communities are a major part of McKinley County, there is a desire to assist in their economic development when possible. For example, County roads are a major factor supporting economic development in rural areas. Navajo Nation Division of Economic Development has several programs and key assets (e.g. Church Rock Industrial Park) that offer ready-built opportunities for recruitment.
- The Navajo Nation Tourism Development Department is considering developing the following types of entrepreneurial businesses:
 - Tour guides: for step-on guiding (locally knowledgeable people who lead tours such as bus tours on an occasional basis), horseback riding and hiking
 - Performers: dance, storytelling, and others
 - Galleries/Restaurants/cafés
 - Private campground facilities
 - Demonstrators: rug weaving, silversmithing
 - Traditional Navajo foods
 - Bed and breakfast lodging
 - Caterers
 - RV parks and RV supplies
 - Specialty stores: outdoor outfitter, photography

Microenterprise

In terms of economic development support that could affect a large portion of the County population, there is a need for systematic support for microenterprise, including access to relatively small infusions of capital to help sole and family enterprises enhance their livelihood from entrepreneurial activity. Microlending is the disbursement of small loans to people who do not have access to the banking system. Typical loans range from \$50 to \$1,000 and are made without conventional credit checks or collateral requirements. Many lenders have targeted women, who have traditionally been discouraged from engaging in commercial ventures. For the most part, microlending has proved that a small loan can launch a positive economic cycle, the benefits of which extend beyond individual borrowers because their businesses generate jobs and help improve living standards in their communities.

- The Northwest New Mexico Enterprise Loan Fund, managed by the Council of Governments, continues to make loans to businesses in the region, ranging from \$5,000 to \$60,000 per loan, often partnering with local banks to bridge risk.
- A number of lending institutions in New Mexico have a presence in McKinley County and can be called upon to participate in expanding access to capital for local entrepreneurs.

Achievements since 2005 Comprehensive Plan include:

- Adoption of a Local Economic Development Act ordinance to allow for tax and funding incentives for base jobs;
- Creation of a local economic incentive package and application;
- Formation of the Smart Growth Commission to review applications;
- Partnership on the Ramah Navajo Foods, LLC. and the C&D2 businesses;
- Partnership in re-use planning of P&M (McKinley Mine);
- Development of the Fire Rock Navajo Casino;
- Development and build-out of Churchrock Industrial and Business Incubator;
- Investment into the Courthouse Square and creation of the Gallup BID as a tool for reinvestment into downtown Gallup;
- Support of major infrastructure projects, e.g. Navajo Gallup Water Supply Project, US491, and County Road #1;
- Partnership in the NWNM Brownfields coalition to assess, cleanup, and re-use properties;
- Investment in a regional and targeted economic development with Greater Gallup EDC; and
- Nomination of Pueblo of Zuni as first tribal MainStreet program in the country.

Other Supporting & References:

- McKinley County Certified Communities Initiative (CCI) Plan & Community Profile
- Northwest NM Comprehensive Economic Development Strategy Plan
- Navajo Nation Comprehensive Economic Development Strategy Plan
- Greater Gallup Economic Development Corporation: <http://www.gallupedc.com/>
- Gallup-McKinley County Chamber of Commerce: www.thegallupchamber.com
- Navajo Nation Economic Development: <http://www.navajobusiness.com/>
- Adventure Gallup & Beyond: www.adventuregallup.org

ECONOMIC DEVELOPMENT GOALS AND POLICIES

The goals, policies and strategies set forth in this section coincide closely with the desired goals of County residents who provided input into the Comprehensive Plan in its various iterations over the past 10 years. This Element includes a broad spectrum of methods for enhancing the County economy, including strategies for increasing household income which focus on the diversity of County residents and give attention to small, artisan or entrepreneurial businesses.

Economic Development is tied closely to other Plan Elements including Tourism, Fiscal Impact, Infrastructure, Transportation, and Intergovernmental Relations. Constraints and impediments to economic development in McKinley County can be reduced significantly by cooperative efforts that overcome inter-jurisdictional and interagency fragmentation, including addressing the County's "checkerboard" land ownership pattern.

GOAL: It shall be the goal of McKinley County to promote and support the expansion of economic opportunity, an increase in the County tax base and the strengthening of the economic security of County citizens and families.

POLICIES: It shall be the role and policy of McKinley County to achieve its goal through:

ED-1. LOCAL PRIORITIES. Select economic development priorities that are most appropriate in McKinley County. Strategies may include:

- a. Selection, prioritization and promotion of projects and businesses in conformance with criteria in the regional CEDS, such as target industries appropriate to the County and potential for expansion, e.g.:
 - 1) Industrial park development and recruitment, as well as utilization of the Navajo Business Incubator in Churchrock;
 - 2) Regional storage/logistics/distribution hub development;
 - 3) Expansion in the Gallup retail sector;
 - 4) Tourism development, especially in connection with *Adventure Gallup & Beyond* initiatives;
 - 5) Home-based businesses in the Navajo Nation and rural communities;
 - 6) Cottage industries, and arts and crafts cooperatives;
 - 7) Manufacturing niche/target industrial sectors for medicines, medical equipment, and possibly manufacturing involving hazardous materials for which a large unpopulated land area is required for safety, such as at the Ft. Wingate Army Depot production, consistent with its history; and
 - 8) Manufacturing activities with low water demands.

ED-2. LOCAL ECONOMIC DEVELOPMENT PLAN. Maintain, periodically update and utilize a local Economic Development Plan in conformance with the provisions of the *Local Economic Development Act* (LEDA) and within the guidelines of the *Certified Communities Initiative* (CCI), which shall include a menu of incentives and other benefits and investments that the County Commission may authorize on a case by case basis for economic development activities and projects.

- ED-3. ECONOMIC DEVELOPMENT FUND.** Establish a local Economic Development Fund, to which allocations may be made periodically at the discretion of the County Commission in accordance with available budget, for which a protocol shall be in place to guide utilization of the Fund, and which may be tapped for County contributions to and/or investments in specific economic activities and projects. Strategies may include:
- a. Formation of a Private Development Closing Trust Fund, seeking investments from major industry within the County and targeting use of the Fund toward strategic development priorities cooperatively established by the County with neighboring and partnering entities.
- ED-4. FAMILY ECONOMIC SECURITY AND ASSET BUILDING.** Support programs managed locally by public and private entities that focus on economic well-being and asset development in County households, such as special-purpose savings accounts, financial literacy and asset protection from predatory lending practices.
- ED-5. INTER-AGENCY COOPERATION.** Participate with other local public and private entities in economic development activities and projects as appropriate to the interests of the citizens of McKinley County, and promote economic development in the County through various programs that are integrated and set in a regional, intergovernmental context. Strategies may include:
- b. Partnership with the Greater Gallup Economic Development Corporation (GGEDC), which offers new energy and focus on economic-base business and industrial attraction in the region, including management of a professional economic development website.
 - c. Coordination with and participation in the Comprehensive Economic Development Strategy (CEDs) plans as managed respectively by Northwest New Mexico Council of Governments, the Navajo Nation and the Pueblo of Zuni.
 - d. Working with the Navajo Nation, Navajo Chapters in McKinley County, and the Zuni Pueblo to jointly promote economic development consistent with the goals and policies of this plan.
- ED-6. UNIQUE ASSETS.** Recognize and take advantage of the County's unique physical and cultural characteristics to attract tourism and related economic growth. Strategies may include:
- a. Support of efforts of the Gallup-McKinley County Chamber of Commerce and other governmental and non-profit entities in the region to develop a central tourism station clearinghouse that offers tourists "one-stop shopping" for hotels, tours, events and other arrangements. The central station would book reservations and ensure that they are available when tourists arrived. Tourism should be packaged and easily enable tourists to gain an authentic cultural experience.
 - b. Coordination with the Chamber of Commerce and other business and tourism promoters to advance:
 - 1) Navajo and Zuni tourism;
 - 2) "Step-on" guide service for Navajo and Zuni tourism as a possible niche for the area;
 - 3) *Adventure Gallup and Beyond* initiatives.

- c. Support for efforts of the Chamber of Commerce to distribute information to the public in support of tourism and economic growth, including:
 - 1) Creation of a rapid response team to respond to leads and inquiries about relocation to McKinley County;
 - 2) Development of up-to-date community profiles.

ED-7. MICROENTERPRISE SUPPORT. Encourage small entrepreneurs to develop new economic activities in the area. Strategies may include support, but not necessarily County leadership or funding, for:

- a. Adoption and implementation of the Ernesto Sirolli model of Enterprise Facilitation to develop the markets and to motivate and coordinate local producers and local sellers.
- b. Promotion of microlending programs, particularly targeting groups who have traditionally been discouraged from engaging in commercial ventures.
- c. Financial literacy training for County residents, including education on debt, credit and accounting to discourage reliance on payday loans and reduce the high rate of individual indebtedness and bad credit.

ED-8. HOUSING DEVELOPMENT. Encourage housing development as a means of both job creation and meeting critical local needs. Strategies may include:

- a. Participation in a public/private effort to promote an integrated, seamless housing industry serving McKinley County residents.
- b. Encouragement of high-quality, affordable and environmentally sensitive “green architecture”.
- c. Establishment of a modular home industry in McKinley County.
- d. Collaboration with the City of Gallup to evaluate whether incentives are needed for developers to build housing in the City of Gallup and McKinley County.
- e. Evaluation of the need for changes in County codes to ensure that new housing development is not discouraged by County regulation.

ED-9. LAND FOR DEVELOPMENT. Provide assurance that land is available for new industrial development. Strategies may include:

- a. In order to increase the County tax base, promote development on private fee land in the City of Gallup and on those lands in unincorporated McKinley County that are subject to County taxation.
- b. Prioritize economic development in the City of Gallup, where full access to utilities and transportation facilities exist, before encouraging development on undisturbed lands in unincorporated rural areas of the County.
- c. Monitor the availability of land in the City of Gallup and, secondarily, promote economic development activities on available lands in unincorporated areas of the County.
- d. Support economic development initiatives in Indian Reservation communities in McKinley County.

ED-10. WATER SUPPLY. Promote programs to increase water supply as a necessity for economic development in County communities. Strategies may include:

- a. Support for and coordination with the Navajo-Gallup Water Supply Project, including financial contributions to the City of Gallup's cost share of the Federal project, as a critical asset for sustained growth and development in County communities.
- b. Support for the Gallup Regional Water System as a mechanism for ensuring water supply in unincorporated County communities as a basis for economic development.
- c. Emphasis on business and industrial activities with low water demands.
- d. Support for water conservation activities and programs managed by local public and private entities.

ED-11. ENERGY DEVELOPMENT. Promote environmentally sound energy development. Strategies may include:

- a. Support for coal, and oil and gas development in unincorporated areas of the County provided that mining, drilling operations and reclamation meet state and federal environmental standards.
- b. Support for uranium mining in conformance with state and federal environmental standards and in locations sufficiently removed from residential and business uses, and with permanent fencing and site monitoring to prevent grazing on contaminated soils or exposure to contaminated water. Surface and groundwater outside the mining area should not be impacted.
- c. Promotion of wind turbine and solar energy development as environmentally clean energy production.

ED-12. AGRICULTURAL PRESERVATION AND DEVELOPMENT. Promote the restoration, continuation and further development of local agricultural traditions. Strategies may include:

- a. Promotion of livestock ranching and grazing as a traditional economic activity in most areas of the County, recognizing the modern need for supplemental economic activities for families engaged in ranching.
- b. Support for logging of national forest lands where tree harvesting is limited to minimize environmental damage, to adequately thin forest growth and to leave watersheds undamaged.
- c. Support for and cooperation with agricultural extension activities that appropriate in McKinley County and that conserve the land.

ED-13. LEVERAGING. Leverage regional, state, and federal resources that can benefit the County's economic development strategy. Strategies may include:

- a. Working with the State Legislature, the Governor and the Economic Development Department to increase economic development resources and support to communities outside the Rio Grande Corridor.

FISCAL IMPACT ELEMENT

McKinley County suffers the disadvantage of having a very small tax base; only 23% of the total land base is taxable property, and nearly three-quarters of the land is owned or held in trust by Federal or State government. Household income levels are also quite low, thus limiting the generation of public revenues. A large portion of McKinley County funding comes from outside assistance sources, but public financial needs remain inadequately met. To support the cost of developing and maintaining its very basic infrastructure, the County looks both to new funding sources – such as increased tax base – as well as strategies that encourage partnering with local jurisdictions and developers to share the financial burden.

The Fiscal Impact Element reviews some of the factors that limit the growth of local public revenues. Recommendations for solutions emphasize ways to raise capital for strategic investment in the infrastructure that will stimulate economic growth.

FISCAL STRATEGIES ISSUES

Currently, only about 20% of the land in McKinley County can be taxed. This is due to the high number of acres dedicated as Indian Reservation. Under Federal law, the County cannot tax these holdings. This severely limits the amount of property tax revenue available to flow into the County's General Fund. Although these revenues are constrained, there has been modest growth: In 2002, the County generated \$17.2 million from property taxes. A decade later in 2012, property taxes produce in excess of \$24 million annually, an average growth rate of nearly 3% per year.

More than two-thirds of the County's revenue comes from property and gross receipt taxes. The remaining one-third is intergovernmental transfers and grants derived from Federal and State agencies. After budgetary expenditures for special revenue and agency funds, which consumes nearly three-quarters of the County's public funds, amounts available for County operations, maintenance and capital improvements are very limited. These vital funding needs must be supported by a more substantial revenue base without detracting from mill levy agency funds.

Reductions in revenue for the State Highway Department to maintain highways in the County is another major concern. With tax revenues down at the State level and the Federal government 'tightening its belt', future reductions are expected. Unfunded mandates, such as the localization of cost of maintaining Navajo Nation school bus routes (MAP-21 officially eliminates this funding) and the County's burden in housing State inmates in the County Adult Detention Center, seem to only be the tip of the iceberg of a shift to increased local obligations and unmet needs. Social service competition could also adversely impact the County (e.g., potential Navajo Nation decisions building its own prison or to defund the NCI alcohol crisis center in Gallup).

To attract new industries to the County, the infrastructure to support those industries (e.g., good transportation access, water and electrical service) needs to be available. Although it is desirable to have developers pay for the cost of improvements, development impact fees are not a valid option. Studies conducted by the City of Gallup in conjunction with New Mexico's impact fee statutes confirmed the conventional wisdom that these types of assessments at the time of development are counterproductive. In a slow-growth economy, impact fees tend to discourage private development investment.

Finding solutions to fund the infrastructure improvements without unfairly burdening the citizens of the County is a key precept for controlling fiscal impact. To accomplish greater financial stability in McKinley County, the creation of new revenue sources is crucial. Increasing revenues should be translated into well-researched, cost-beneficial reinvestment so as to establish a more solid tax base foundation. Similarly, provisions should be made for dedicated sources of funds that are earmarked for operations and maintenance. Fiscal planning, in and of itself, encourages private and public investment partnerships by instilling greater confidence in the County's growth management capability.

Achievements since 2005 Comprehensive Plan include:

- Re-negotiation and upgrade of County's bond rating;
- Regionalizing facility development and shared repayment burdens, including overhead and maintenance costs (e.g. Law Enforcement Center, Regional Justice Center)
- Working with NMAC to advocate that the Legislature provide some reimbursements for housing State inmates;
- Working with NMAC and NMML to advocate for sustaining the hold harmless payments to Cities and Counties for loss of tax revenues on food and medical;
- Working with NACo to advocate for PILT funding and Secure Rural Schools Act;
- Successful joint funding partnerships for county road construction (e.g. County Road 27 and 6)
- Utilizing and gaining road construction contracts with Navajo Nation; moving into a County enterprise;
- Successful marketing and enrolling inmates at the Adult and Juvenile Detention Facilities;
- Conducting energy audits and completing a lightning retrofit at the ADC;
- Reducing and holding Department budgets neutral;
- Increasing win ratio for grant opportunities;
- Enacting NACo's Prescription Drug Program to reduce prisoner health costs.

Other Supporting References:

- Current County Audit, Budget, and Financials

FISCAL IMPACT GOALS AND POLICIES

McKinley County's means for establishing positive, on-going fiscal impacts is dependent on liaisons with other private and public financing entities. Negotiated partnerships, augmented where possible by grant/loan programs available to the County, are key to establishing large-scale funding sources. Several joint-venturing possibilities are included in the policies below.

GOAL: It shall be the goal of McKinley County to expand the County's financial capacity through regional partnering, strategic investment, diverse funding streams and creative financial methods.

FI-1. TARGETED INFRASTRUCTURE. Target County infrastructure investment to assist development of industry or commerce that will produce positive revenue flow. Collaborate with Tribal, municipal and/or private development in growth areas to secure probable tax base increases.

- Jobs represent a solid hedge against negative fiscal impact. Increased household incomes and private employers' investment in the County expand the base for New Mexico Gross Receipts Tax and property tax collections.
- Infrastructure Element recommendations ought to be targeted principally to locations where taxable development would be expected to occur. In the alternative, the County and Tribal authorities might consider establishing shared revenue "enterprise zones". Or, east of the City of Gallup, prime development potential on Rehoboth and Church Rock Chapter lands could be facilitated by a joint strategy for cooperative infrastructure construction with proportionate payback arrangements.

FI-2. COST & REVENUE-SHARING. Explore cost-revenue sharing intergovernmental agreements for partnering on facilities construction, maintenance, provisions of services.

- Payments in-lieu of taxes could be explored as a means to enable County participation in extending services to Allotment land. Road construction and maintenance joint agreements, likewise, have promise for cooperative fiscal impact response. In the past, opportunities for intergovernmental investments from tribal entities (e.g., landfill) have been missed.

FI-3. ENTERPRISE FUND DEVELOPMENT. Engage in creative financing to establish profitable County-operated enterprise funds. Developing new proprietary income streams, particularly ones with promise for growing over time, could substantially reduce dependence on taxes and outside grant assistance.

- Any such enterprise should be founded in public purpose, not competing with private sector businesses. Two possible ventures discussed in Plan Elements, are 1) utilizing the Road Department as a contractor for externally funded road projects; and 2) attracting external use of the Fire Training facility for conferences and trainings. Review of current leases with non-profits and other governmental agencies.

- Conference Centers and recreational facilities possibilities have been discussed. Past experience, however, may cause citizens to question whether prospects for a return on investment are strong enough to justify the risk. Red Rock State Park, now owned and operated by the City of Gallup, exemplifies a tourist-attracting asset that, to date, has constituted a "loss leader" boost to the local economy.
- A utility consortium, on the other hand, could set McKinley County as a partner with the Navajo Nation and City of Gallup as providers of electric power. A grant to the County for establishing solar-generating energy, for instance, might establish its share in a network to supply industrial and rural community needs. Similar interjurisdictional cooperation could be explored for wastewater and solid waste facilities; perhaps even a County role in future water resource treatment and distribution. The vacant land owned by the Solid Waste Authority could be leased for economic development purposes, thus reducing need for Environmental Gross Receipts tax payments from the County.

FI-4. FEDERAL & STATE POLICY. Be alert and weigh in on policy changes at the Federal and State levels that adversely affect the County's ability to raise resources or add unfunded mandates.

INFRASTRUCTURE & FACILITIES ELEMENT

McKinley County is severely lacking in virtually all infrastructure categories. Rural communities have needs for improved fundamental services: all-weather roads, water and wastewater systems, electricity, telephone and broadband service. Outlying areas often have no utilities and it is cost-prohibitive to extend existing infrastructure systems to sparsely populated and developed areas. The County has put a major emphasis on facility improvement and new construction, which has resulted in many state-of-the-art facilities. The County has also developed creating financing strategies to leverage small County and local investments into large projects.

EXISTING INFRASTRUCTURE & FACILITIES OVERVIEW

The Navajo Tribal Utility Authority supplies power and maintains water distribution lines to Navajo Chapter communities. Typically, tribal lands are served by individual wells and septic systems; however, several communities have significant surface water storage capacities. Some rural customers in eastern portions of the County purchase power from the Continental Divide Electric Cooperative.

The City of Gallup is one of the County's principal providers of infrastructure. County and city *Infrastructure Capital Improvement Plans* (ICIP) address prospects for extending electric, water and wastewater systems beyond the City limits to serve residents in unincorporated areas or on Tribal allotment lands. Limitations on system capacity and the ability to finance expansion (coupled with electric utility deregulation), however, make it unlikely that the City can provide service well beyond its municipal boundaries.

Improved information technology for the Gallup area represents an attraction for businesses with sophisticated telecommunications needs. McKinley County officials are also actively exploring renewable energy sources, such as solar-generated power. Infrastructure synergies can result from extending fiber optic cable for County telecommunications with electric system expansion.

Inadequate road maintenance is cited as a major problem throughout the County. Accessibility and safety issues are addressed in the Transportation Element. Insufficient highway capacity (to relieve congestion and reduce commuting time, as well as for safety purposes) is also noted in the Transportation Element. Interstate 40 constitutes the County's major roadway asset, with 8 interchanges in addition to on/off interstate access at the New Mexico Port of Entry, with 3 exits serving the City of Gallup, as well as other exits at Manuelito, McGaffey, Iyanbito, Thoreau and Prewitt. The Burlington Northern-Santa Fé Railroad and its spurs also offer a major locational and logistics asset for the County, including the Thoreau, Gallup, Gamerco, and McKinley mine re-use areas.

The US Highway 491 four-laning project benefitted from the Federal Highway Administration's TIGER grant program and is about 50% complete. This project has increased mobility and safety for the County's major north-south highway benefitting a number of communities along its route.

Construction is underway for one the largest infrastructure improvements in County history, the Federally-authorized and funded Navajo-Gallup Water Supply Project. This major economic development asset is slated for completion in 2024, with enhanced local water system developments coming online in the interim (see Water Resources Element). These two projects offer a strategic corridor for community and economic development outside the City of Gallup.

On a much smaller scale, wastewater treatment facilities designed for compact residential or mixed use developments are being constructed as pilot projects. One such experiment, constructed wetlands, is in place to serve Catalpa Hill Estates residences. The County has also tapped CDBG funds to provide Williams Acres with a long-term solution and tie-in to the City's Wastewater Treatment.

Achievements since 2005 Comprehensive Plan include:

- Construction of new regional facilities:
 - Courthouse Square, Stage, and Veterans' Memorial
 - Health facilities: RMCHCS "Lidio Rainaldi" Dialysis Center and New Mexico Cancer Center
 - Juvenile Detention and Crisis Center Facility
 - Joint Law Enforcement Center
 - Regional Justice Complex
- Conducted energy audits and completing a lightning retrofit at the Adult Detention Center;
- Constructing trail projects in McGaffey (e.g. Hilso Trailhead) and Ramah communities;
- Partnering to improve and re-open the Thoreau Community Center;
- Investment to improve water and wastewater systems in the following communities: Thoreau, White Cliffs, Ya-tah-hey, Coal Basin, Gamerco, and Ramah.
- Passage of a Joint Powers Agreement with City of Gallup to contribute up to \$35 million dollars towards repayment obligation for the Navajo-Gallup Water Supply Project.
- Major investment and maintenance of County Roads – highlights include China Springs Loop, County Road #1, County Road #6, County Road #27, County Road #19 intersection, and many others.
- Held several Road Forums to create a road priority list and development a financing strategy utilizing Tribal Infrastructure Funds and capital outlay. Development of Road Resource Guide.
- Awarded the State's "Tribal Best Practice Award" for partnership with Chichiltah Chapter and improvement of County Road #6 during the NM Infrastructure Conference.
- Utilized EPA Brownfields to conduct environmental assessments prior to purchase and development of properties, e.g. Ramah Foods site, Boardman site, etc.

Other Supporting Documents & References:

- Infrastructure Capital Improvement Plan
- County Energy Plan (SAVE Plan)
- County Investment Grade Audit Report (produced by Eaton Energy Solutions/NWNMCOG)
- County Water Board and Mariposa Water Alliance
- County Small System Water Regionalization Plan – Phase I and II
- Bureau of Reclamation Small System Water Appraisal Level Study (October 2013)
- Preliminary Engineering Reports, Plans, Designs, etc.

INFRASTRUCTURE & FACILITIES GOALS & POLICIES

Holistic infrastructure planning is essential to achieve economies of scale in project construction, to coordinate timing of development and to provide for on-going maintenance. Those projects which are most preferred are those that could encourage spin-off investment. Economic development opportunities for rural areas can be enhanced through upgraded access, wet utilities and power sources. Urban jurisdictions benefit through increasing their customer base to finance systems expansion.

GOAL: It is the goal of McKinley County to place a high priority and increase funding resources for the development and maintenance of essential community infrastructure in service to County residents.

POLICES & STRATEGIES:

IF-1. CATALYTIC ASSETS. Use the Navajo-Gallup Water Supply Project and US491 Improvement Project as catalyst community development and strategic infrastructure improvements and opportunities-- water supply, roads, power -including expanded services for rural communities.

Laterals for distribution of water from the main pipeline ought to be evaluated for cost-benefit extension to outlying settlements. Alternate energy transmission lines (e.g., solar-generated power) may also be routed through multi-purpose infrastructure easements.

IF-2. STEWARDSHIP. Ensure the cost-effective maintenance of County infrastructure assets in good order. Strategies may include:

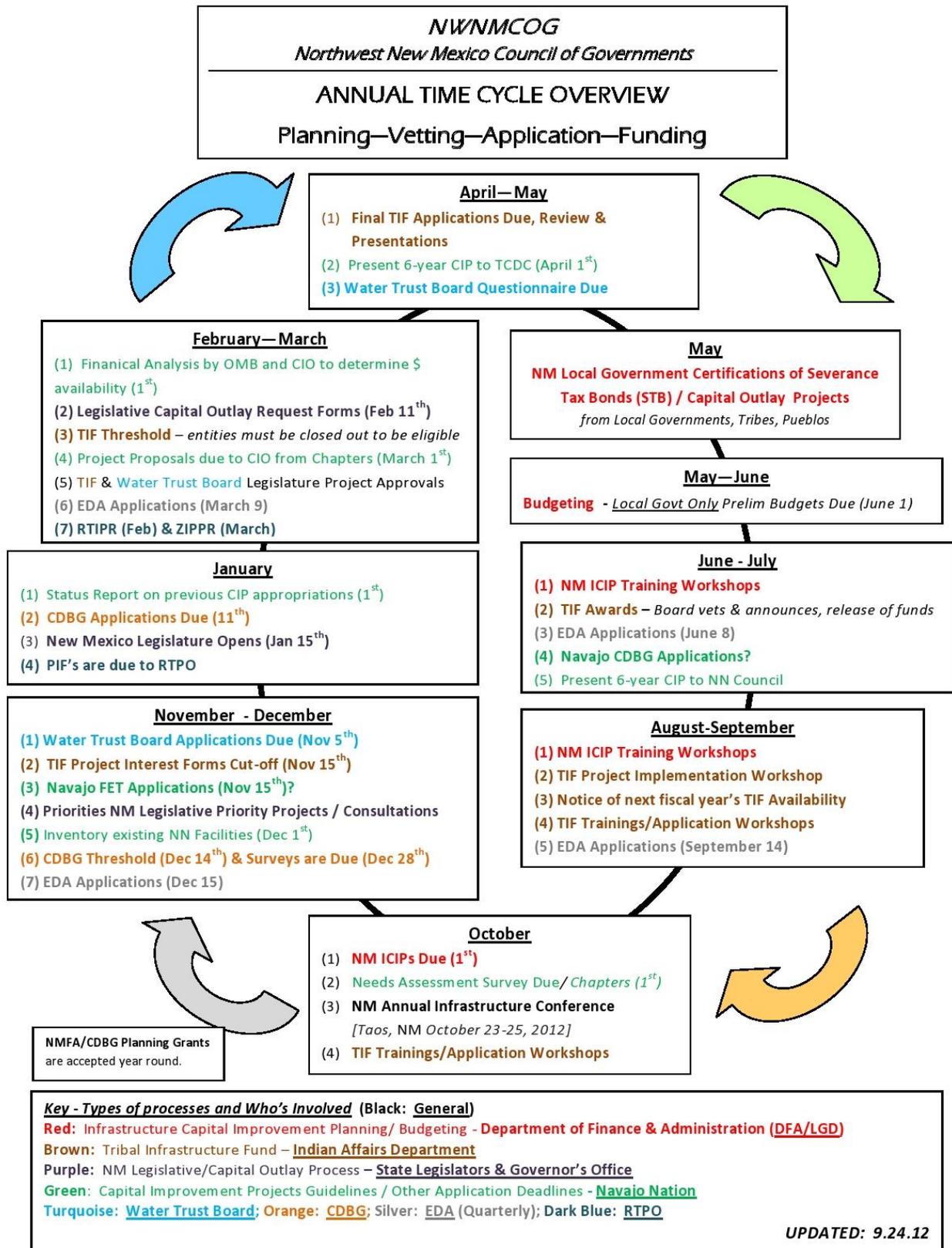
- a. Identification of maintenance and operations responsibilities pertaining to infrastructure investment.
- b. Enacting a preventive maintenance program for County facilities.
- c. Establishment of a dedicated source of revenue for assured system upkeep and preventive maintenance.
- d. Augmenting staffing capacity and intra- and inter- governmental collaboration by investing in software for a) investment management and grantsmanship and b) overall project and planning management.
- e. Review cost benefit of commissioning services for new facility construction.

IF-3. SHARED INVESTMENT. Explore opportunities for joint-intergovernmental capital investment. Apply fair share contributions among jurisdictions including grants, bonded indebtedness, user fees and other funding sources.

Priority projects are those with strong forecasts of return on investment for all participating entities. Private sector partners could also be solicited where well-paying jobs or increased tax revenues are anticipated. (See: Fiscal Impact Element) The Joint Powers Agreement with the City of Gallup on Navajo Gallup Water Supply Project is a good example for joint investment into strategic infrastructure.

- IF-4. ENERGY EFFICIENCY & CONSERVATION.** Utilize the 2012 investment grade facility audits completed by Eaton Energy Solutions under contract with the COG to evaluate and enact energy conservation measures at County facilities to reduce energy and water cost savings and use.
- IF-5. ICIP.** Actively manage and prioritize Infrastructure Capital Improvement Plan (ICIP) as the County's strategic priority and investment plan (updated and adopted as 5-year plan for the County).
- IF-6. ANNUAL PLANNING & FINANCING CYCLE.** Enact a year-round infrastructure planning and financing cycle to plan, vet, apply, and fund projects. Create a one-year action work plan to target projects and project phases to programs like NM Finance Authority, Tribal Infrastructure Fund, Community Development Block Grants, etc. Figure on next page captures this process.
- IF-7. MASTER PLANNING.** Finance master site and infrastructure improvement plans for major economic and housing targets, e.g. current NMFA Planning Grant for industrial site master planning. Work closer with Federal and State land agencies, including (a) hosting an annual meeting to understand priorities, plans, projects, and possibilities, (b) considering on a case-by-case basis becoming a cooperating agency on National Environmental Protection Act (NEPA) projects, which entails staff time and financial commitments, (c) considering coordination as defined under the Federal Land Policy and Management Act of 1976 (FLPMA) or the National Forest Management Act (NFMA), and/or (d) developing joint planning agreements with State or Federal agencies, e.g. State Land Office offer on lands near rail assets.
- IF-8. USAGE EFFICIENCY.** Continue to regionalize services in planned new facility construction and infrastructure development and efficiently utilize current office and facility space. All new construction projects should be designed to be as efficient as possible per the County's Energy Plan.

Figure: ANNUAL PLANNING & FINANCING CYCLE



HAZARDS MITIGATION ELEMENT

Hazards Mitigation addresses multiple natural and human-caused emergencies and hazards which may endanger the health, safety, and welfare of the residents of McKinley County. The terrorist attacks of September 11, 2001 and the subsequent creation of the US Department of Homeland Security focused attention on these threats, resulting in funding for communities to plan for and implement actions for hazard mitigation.

Severe weather, flooding, drought, wildfires, dust storms, earthquakes, and human-caused hazards, such as hazardous materials releases, are potential risks. Of these, the McKinley County Work Group chose to limit the scope of the current **Hazard Mitigation Plan** (2005) to the four most likely hazards, concentrating on flooding, drought, wildfire and hazardous material releases.

The Mitigation Plan assesses and proposes mitigation actions for wildfire, drought, flooding, human-caused hazards (including terrorism and radiological hazardous materials transportation), and other hazards including severe weather and earthquakes. A priority mitigation action in the Plan is establishing a comprehensive communication network that will reduce potential loss of life and damage to community assets from all hazards. The Plan also recommends several mitigation actions aimed at prevention of all hazards, including public education and intra-governmental partnerships.

The *2010 New Mexico Hazard Mitigation Plan* by the New Mexico Department of Homeland Security and Emergency Management lists floods, drought, winter storms, and wildfire as the highest ranking natural hazard risks for McKinley County, with wildfire, winter storm and flash flood considered high risks while drought is a medium risk. Social, economic and physical vulnerabilities are also considered in this plan. The “non-hazard” vulnerabilities ranked highest include social vulnerability and structural type vulnerability. The social vulnerability rating took into account the county’s high poverty rate and the high percentage of the population under 18 or over 65; those considered as the most vulnerable populations expected to require greater resources in the event of an emergency. Structure type vulnerability considers that the large number of older structures in the county may be in poor condition, therefore more prone to damage by wind and storms.

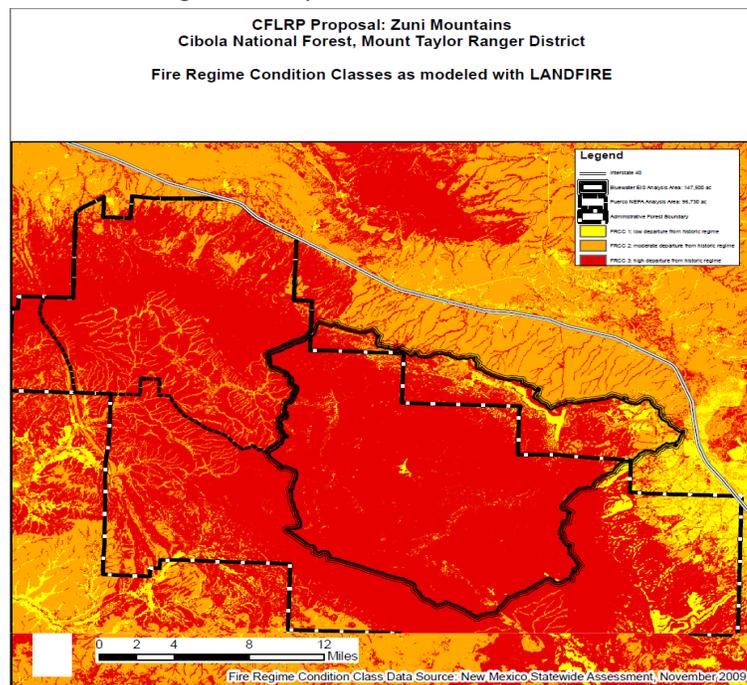
McKinley County is currently working on updating its All-Hazards Emergency Operations Plan (EOP) from 2005, which is in place to “assemble, mobilize, and coordinate a team of responders and coordinators to deal with any emergency situation. The plan identifies that hazards can be broken down into three main categories, as follows. **Natural Hazards:** A natural hazard is anything that occurs due to weather and geological events that are outside man’s control. Such events include floods, earthquakes, severe storms, tornados, landslides, forest fires and drought. **Man-Made hazards:** A man-made hazard is an event caused by human construction or design failure. Such events could include dam failure, pipeline break, erosion, landslide or flooding due to construction, and hazardous material spills. **Man-Caused hazards:** A man-caused hazard is any event that has been caused due to the intentions or negligence of man. Such events could include hazardous material transport accidents, arson or accidental fires and acts of terrorism. Hazard mitigation, disaster planning, preparation, response, and recovery are addressed by the EOP. The plan includes “maximizing all resources of the county, tribal, and municipal governments as well as resources of various private companies and organizations.” The purpose of the McKinley County Mitigation Plan is to identify the hazards that exist within the county, determine the level of risk these hazards represent, devise methods of either reducing or eliminating these effects, and to establish a plan to implement the identified strategies in a logical and orderly manner.

DROUGHT

New Mexico typically experiences drought about every ten (10) years. The decade preceding this plan update has been unusually dry and climate models suggest the trend may continue. Droughts in McKinley County reduce water supplies used for human consumption, livestock, agriculture, forests, firefighting, recreation and wildlife, and also affect water quality. Water conservation is a primary tool to protect the County from the impacts of drought. The County has a water conservation plan in place, and works with other smaller water associations to produce these plans for their communities.

WILDFIRE

Wildfire is an uncontrolled fire fueled by vegetation, possibly threatening community assets. Although wildfires may occur anytime, they occur most frequently during extended periods of dry weather, a condition common in McKinley County. Wildfires in range and cropland, which constitutes much of the county, tend to not be as large as fires in steep, densely-forested lands such as that found in the southern parts of the county, as well as around Mount Powell. In 2011, forest fires in New Mexico and Arizona burned uncontrolled for weeks, costing millions of dollars to fight and destroying property and habitat. Wildfire poses more of a threat to much of the county than structure fires. Volunteer fire departments provide protection for almost the entire county. Although many of these fire departments are well equipped to fight fires, the limited availability of volunteers during working hours and the remoteness of much of the county poses a risk to residents. The County has produced a partial Community Wildfire Protection Plan (CWPP) and is currently contracting to finalize this plan for the whole County. The County also coordinates planning and wildfire reduction projects with the BLM, US Forest Service, Pueblo of Zuni, and Navajo Nation. Currently, the US Forest Service has two major grants to thin, control burn and reduce fuels through the Collaborative Restoration Forest Landscape program for the Bluewater and Zuni Mountain areas.



FLASH FLOODS

Flooding impacted areas along the Rio Puerco Wash in McKinley County several to be an annual occurrence. Fires in the Cibola National Forest could compound this large impact on flooding in the Rio Puerco Valley, along Interstate 40. Loss of vegetation as the result of desertification and poor road and housing planning in the past ten years has exposed the soil, allowing high run-off and increased risk of flooding. This problem will persist until vegetation is re-established or a drainage master plan is completed and implemented.

Flood vulnerability assessments are typically described in terms of community assets that lie in the path of floods. The impacts of flash flooding are exacerbated by wildfire, drought and development (roads etc.), which reduce vegetative cover and expose the soil further. Severe flash flooding is most likely to occur in drainages that receive runoff from watersheds with steep slopes and narrow stream valleys. Flash flooding effects are aggravated by steep slopes, obstructions trapping flow, and soils with low infiltration rates. Flooding of the drainages coming out of the mesas along I-40 (Churchrock to Thoreau) may cause local flooding issues during periods of intense precipitation. The County has declared several emergency proclamations due to recent flooding and FEMA has provided reimbursements for infrastructure damages.

HUMAN-CAUSED HAZARDS

Terrorism and hazards created by human error are difficult to predict or prevent because they can occur anywhere. In the case of McKinley County, potential hazards relate to hazardous materials transportation through the county on Interstate 40 and the rail line. Human-caused hazards are best mitigated by focusing on key facilities and emergency service providers.

OTHER HAZARDS

Unlike wildfires and floods, which are typically concentrated in one area, severe wind and weather hazards would likely affect the entire County or region. Dust storms are a frequently recurring hazard, creating exceptional safety concerns along Interstate 40. The risk of tornado and earthquake is considered low in McKinley County. Efforts to protect against severe weather may focus on identifying individual structures and critical facilities that are vulnerable to severe weather, on public education, and on improvements to building regulations. McKinley County has arrangements with the rural community centers to utilize their facilities in case of emergency.

Achievements since 2005 Comprehensive Plan include:

- Promoting community involvement in terms of event support, trainings, and mock emergencies;
- Completion of a partial McKinley County Community Wildfire Protection Plan;
- Investment into strategic fire stations to increase volunteer capacity and response;
- Participated in several emergency declarations including flood and severe winter conditions;
- Gained and successfully completed infrastructure projects with funding for Federal Emergency Management Agency (FEMA); and
- Built a joint law enforcement center to better serve our citizens.

Other Supporting Documents & References:

- Community Wildfire Protection Plan partial (June 2008)
- Emergency Operations Plan (2013)
- EOC Manual & HazMat Guide for First Responders
- New Mexico Department of Homeland Security (Area 4)

HAZARD MITIGATION GOALS, POLICIES & STRATEGIES

GOAL: It is the goal of McKinley County to reduce loss of life and damage to existing community assets, including structures, critical facilities and infrastructure from all emergencies, including natural and human-caused hazards such as wildfires, flooding, drought, severe weather, earthquakes, and contaminants.

POLICIES & STRATEGIES:

HM-1. EMERGENCY OPERATIONS PLAN. Update and improve the County All-Hazard Emergency Operations Plan every three years, as recommended by FEMA and Homeland Security. Also research and access funding to support development and staffing of a third-party all-hazard emergency notification system.

HM-2. BEST PRACTICES. Promote and coordinate the CWPP and a Best Management Practices (BMP) approach to protect and sustain safe and defensible fire safety buffer zones around communities that border the public lands.

HM-3. PLAN & ASSESSMENT UPDATES. Assess the vulnerability of critical infrastructure facilities and structures in hazard prone areas by regularly reviewing and by updating the McKinley County Hazard Mitigation Plan every three years, as recommended by FEMA and Homeland Security.

HM-4. DRAINAGE AND STORMWATER MASTER PLANS. Plan and develop a drainage master plan and a county-wide stormwater management plan that addresses flood protection and erosion control and leads to implementation of soil stabilization and flood control projects such as dikes and culverts.

HM-5. CAPITAL IMPROVEMENTS. Develop capital improvement plans to identify and seek local, state and federal funding for priority emergency management and hazard mitigation projects.

HM-6. PUBLIC INFORMATION. Implement a public education campaign and trainings to educate County residents on hazard mitigation topics such as wildfire prevention through defensible space creation, vegetation management and fuel reduction; flood protection through on-site retention and purchase of flood insurance; water conservation techniques and retrofitting; and actions to take during an emergency situation.

HM-7. CONTINUITY OF OPERATION. Develop a Continuity of Operation Plan (COOP) to ensure that McKinley County is able to continue to perform essential functions under a broad range of circumstances.

IMPLEMENTATION ELEMENT

The Implementation Element serves as an Action Program for the McKinley County Comprehensive Plan. It constitutes a bridge between all of the preceding Elements and Part V, Comprehensive Plan Management. Planning momentum occurs at this stage. Specific project recommendations relate to step-by-step progress mileposts moving toward accomplishment of the goals/objectives set by County residents.

Introduction

This Implementation Plan presents specific actions that should be taken, organized by priority and time frame.

Short Term Actions

Strategic activities should begin within the first six months after adoption of the plan for accomplishment during the first year. Following are actions that will organize the planning effort and take critical catalytic steps:

- Hold Commissioner-led public input sessions to fine tune the Comprehensive Plan and integrate with local land use plans (starting in Commission Districts 1 & 2).
- Facilitate County staffing sessions to fine tune the implementation plan and create a County strategic action plan. A similar process for partners, contracted organizations, commissions and committees to develop roles and responsibilities for external processes and entities.
- Tie Implementation Plan and actions into staffing plans and annual work plans that are evaluated annually for goals, objectives, performance metrics and deliverables.
- Review staffing needs to expand County presence in land use, planning, and special projects.
- Conduct a workshop with County and City on extraterritorial planning, platting and zoning.

Extraterritorial Zoning Planning Activities

One of the highest priorities in the Plan is to guide development in the context of extraterritorial zoning, which identifies the land holding of Gamerco & Associates as one of the primary growth areas in the County. County consultation with the City planning department has begun, with some recommended first steps, based on Commission direction, emerging:

- City of Gallup has concurrent jurisdiction over subdivision developments in the 3-mile planning and platting jurisdiction, but in recent history has not opted to review proposed subdivisions for compliance with City regulations, a City planning and zoning policy that could be revisited.
- The County should utilize the maps and model of the City's Growth Management Master Plan for existing Land Use (IV-9) and Future Conceptual Land Use (IV-25) as a starting point to create similar maps for the County and the 3-mile planning and platting area.
- The County and City should utilize these maps as a starting point for planning together and communication on future use, projects, land sales, and development.
- Conduct a joint workshop with County and City on extraterritorial planning, platting and zoning.

Overview of Priority Actions

The County will develop a table presenting the top priorities for actions to implement the Comprehensive Plan over a period of years. Each action is associated with a desired time frame for accomplishments:

- short range (years 1-2);
- near mid-range (years 3-5);
- mid-range (years 6-10); and
- long-range (years 11-20).

As part of the 6-month implementation plan, the County Commission will develop this plan with public and staff input, thus allowing time for incoming elected officials to understand and communicate priorities for that District.

V.

MANAGEMENT

The administration and oversight provisions of the McKinley County Comprehensive Plan are intended to foster the successful achievement of goals and the implementation of policies and strategies that aim the County in making this a more prosperous place to live.

The initial Implementation plan will be vetted and created with input from the County staff. It will be lead by the County Manager and based on creating a one-year Strategic Action Plan that integrates Department work programs, goals, and performance metrics. Similarly, a process from inclusion and evaluating external entities to combine and align work programs or contracted scopes-of-work.

The administration and oversight program is composed of four related subject areas: amendments and revisions, as necessary, to the Plan; performance measures used to monitor progress in realizing the Plan; management structure; and land use decision keys to provide guidance in evaluating the merits of proposed development projects and assuring compliance with principles enumerated in the Comprehensive Plan.

Comprehensive Plan Amendment/Revisions

The Northwest New Mexico Council of Governments recommends a Commissioner-led “road show” to present the Comprehensive Plan to communities, discuss community priorities for growth and land use, and integrate joint priorities where possible. This should be a six-month process starting with Commission Districts 1 & 2 and then Commission District 3 with incoming Commissioner.

Further, as time elapses, needs, and conditions change in every jurisdiction. When appropriate, the Commission may wish to consider and adopt changes to the Comprehensive Plan constituting significant amendment or less substantial revision. Recognizing the care and effort devoted to Plan preparation, such change should not be made without careful study and deliberation.

Larger Amendments to the McKinley County Plan would occur when proposed changes of conditions or new development would substantially impact the County and its land use balance. Such an amendment may be justified when a new development of significant size would materially alter the type or intensity of land use with concomitant impacts/burdens upon surrounding land uses and infrastructure services. Major changes could be around the corner with development of Gamarco & Associates landholdings or explosion of uranium industry.

Minor revisions could occur on a more frequent basis than significant amendments to the County Plan, and most likely would consist of text changes and/or map adjustments that do significantly affect the Comprehensive Plan’s balance or intensity of land use. Over time, simple revisions may be made to align the Plan more closely with County Commission policies and procedures.

Performance Measures

It is important that the McKinley County Comprehensive Plan contain means and methods for monitoring the achievement of, and compliance with, Plan vision and directions. The Commission should use the Plan for guidance and as a regular tool in decision-making. County staff use and rely on the Plan every day, noting deficiencies to be addressed and desired changes. The Manager should be able to evaluate performance based on a Strategic Action Plan and associated Department work programs, and staff should be able to communicate changes, complications, needs, and new directions to influence needed course corrections.

As the primary source document for planning decisions, the McKinley County Comprehensive Plan should be understandable and relied upon by area residents, property owners and developers/investors. The monitoring of the implementation and success of the Comprehensive Plan should be a collaborative effort of all stakeholders, public and private.

The County Commission is the group most responsible for overseeing and supervising the Comprehensive Plan, and making decisions based on its policies and principles. However, on a day-to-day basis, County Staff is best situated to track Plan use and make recommendations for necessary and/or desirable Comprehensive Plan changes and corrections.

Information regarding development activity in the County can be used for regular checks on Element progress. An informal reporting assists in keeping the Plan on, or ahead of, schedule.

Useful tools for keeping Comprehensive Plan on course include:

- **Text revisions:**

As revisions to the Comprehensive Plan narrative are made, a means of updating user's copies, short of republishing the Plan, should be instituted. The updates could simply take the form of "addendums" or "change pages" with instructions on how to replace superseded portions with official revisions.

In addition, legal descriptions for property that is the subject of map amendments should be distributed for insertion in Comprehensive Plan documents to assure accuracy.

- **Map Revisions:**

The Comprehensive Plan's Land Use map should be updated on a regular, at least annual, basis. County staff should note for inclusion in map updates:

- General Plan amendments;
- Economic and Housing developments (including School Districts and teacherages, and health and higher education expansion plans);
- New annexations and current municipal boundaries;
- Overlay areas and/or Special Districts;
- Additions/improvements to the transportation system;
- Open Space/Parks/Trails additions and modifications.

Institution of a regular program of map updates and refinements affords the observer a "time lapse" mechanism for charting the course of implementation progress and Element transitions (e.g., land use, transportation).

- **Development Activity/Trends:**

The regular compilation of available data on construction activities assists in gauging the magnitude and location of County growth. These records could include the number and value of building permits, inspections, housing starts and increase in commercial square footage.

- **Plan Goals Achievement:**

A rating system, to be utilized annually by the County staff to report progress in the achievement of Comprehensive Plan goals, should be implemented. A score of '1', the lowest rating, evidences serious deficiencies in Plan progress; with a '10' representing progress well ahead of schedule. A rating of 6 or better would be considered satisfactory. A preferred target of an 8 rating denotes superior Element performance.

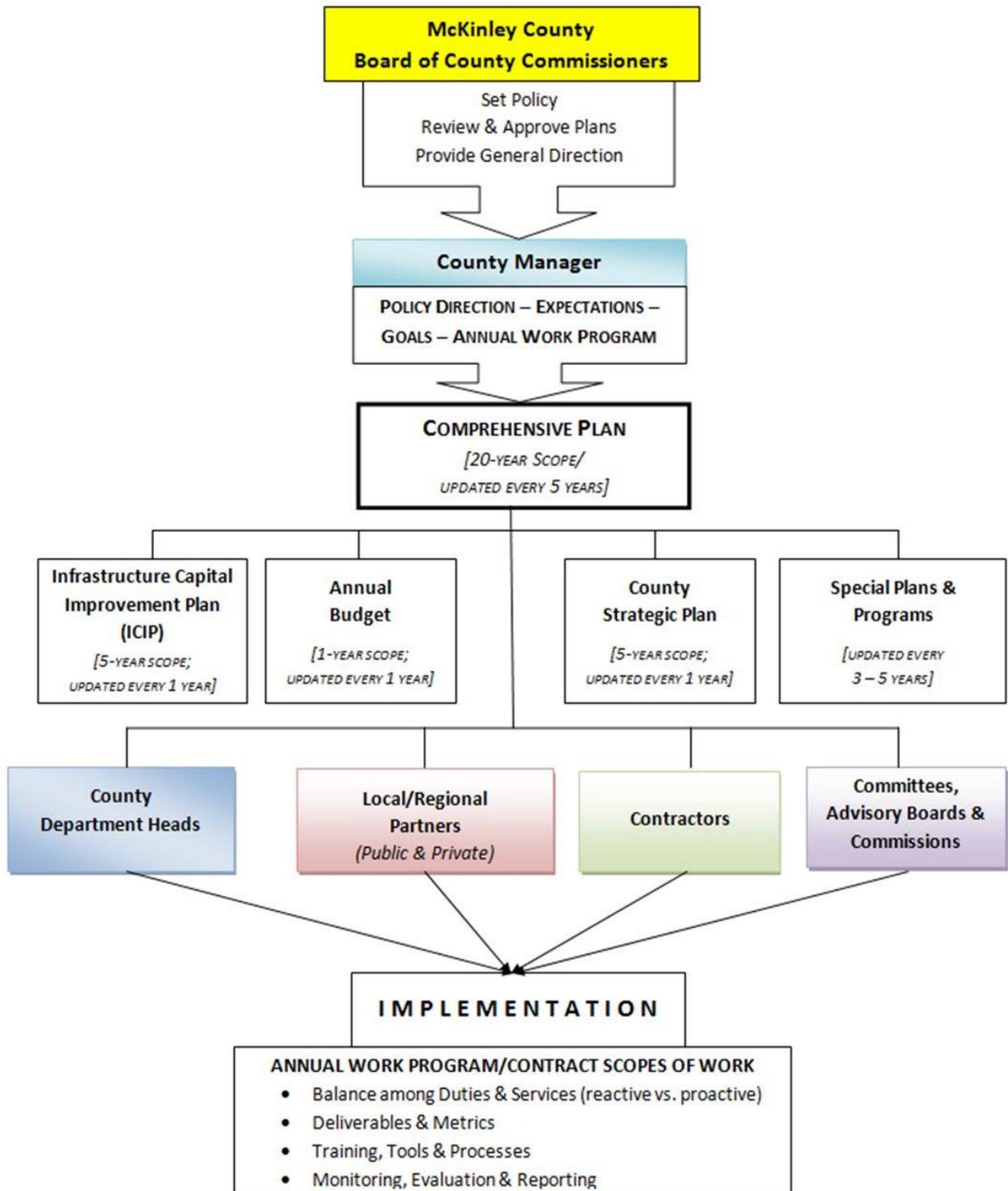
The public and private sector stakeholders may, also, be afforded the opportunity of assessing goals achievement using the same scale in order to provide the County Commission with additional input.

Provision should be made for acknowledging changes of conditions (e.g., a major development, rapid growth, economic downturn, weather) in measuring the achievement of Comprehensive Plan goals. Depending upon the magnitude and urgency of unexpected occurrences and corresponding needs (e.g., road damage, flooding), timetables and priorities may require adjustment with potential reallocation of resources. Schedule modifications and the diversion of assets should be noted in the performance measurements.

In the implementation of the McKinley County Comprehensive Plan, flexibility is very important. Just as unforeseen events may require a temporary slowing or delay in progress, unexpected opportunities may allow realization of the Plan's vision and goals to be expedited. Accurate and timely performance measurement reporting is clearly necessary to permit effective mid-course correction for Plan implementation.

Management

This is the crux of the Plan and its successful implementation. The chart on the next page offers a structure that could be organized to manage the needed process. The structure could also so be inverted for informational and provide a framework for a feedback loop for course corrections, new developments, tools needed, and Plan revisions.



Land Use Keys

The implementation of the County's Comprehensive Plan is a continuum of small, but important, events. If executed properly, all development can contribute to achieving the County's planning vision. The creation of simple, rational, achievable standards for new development can improve the livability of the County and serve to attract new residents and business investment.

Although the County and its unincorporated communities do not exercise zoning authority, there is a collective desire (shared by many citizens) to promote safe, functional and attractive development improvements. The following criteria, or decision keys, act to provide decision-making guidance to landowners and developers as well as the County Commission. Also, as part of this Plan, the Northwest New Mexico Council of Governments was charged with providing initial research on zoning options available to the County.

★ **Residential Keys**

Desirable objectives for upgrading County housing include attention to quality, affordability and variety. Guidelines may be adapted in economically-feasible ways, to apply to infill projects.

- Street access -- should be provided to an appropriately-surfaced dedicated public roadway or accepted private street for each dwelling unit, with paved areas for parking and maneuvering. Developments containing forty or more dwellings ought to provide a minimum of two points of emergency ingress-egress.
- Pedestrian connections -- should include sidewalks in community core areas or higher density neighborhoods; however, multi-purpose pathways, improved to acceptable standards, may be designed to link with schools, shopping or other activities.
- Usable open space -- subdivisions planned for forty or more dwellings should consider allocating recreational space (which may include pathway linkages) as an amenity in planned residential developments.
- Appearance themes -- are especially important to the desired "move up" market where residential designs should reflect variety in house plans and elevations with ample use of native landscaping to project a "custom housing" image.

★ **Commercial Keys**

Retail, service and office establishments are highly visible. They also attract traffic. Appearance and safety considerations may be combined with creative site planning. Many County developments, even in an established built environment, can adapt to some of these themes:

- Gateway properties – reflect on County and community image and should contribute to appearance themes through landscaping, signage and architectural character.
- Street access – provides direct ingress/egress from a public arterial or collector roadway. Properties five acres or greater in area should have two or more access driveways. Shared access points may be appropriate in more dense developments.
- Parking and maneuvering – retail, food service and other hospitality industry uses, especially, should design streetside setbacks, to separate entry points from parking areas. Required handicapped facilities and fire lane designation are essential.
- Pedestrian connections – are encouraged to link with local path or sidewalk systems. Commercial centers including multiple or larger establishments should design walkways between stores/designated pedestrian ways in parking lots to separate customers on foot from vehicular traffic. Urban and suburban pedestrian conveniences are a high priority.

- Screening and landscaping – low-water use landscape materials may be planted at the upper edges of drainage swales for appearance purposes, with more dense vegetation or block walls along rear and side property lines abutting residential developments to screen portions of the property devoted to parking, loading or outdoor storage.
- Signage – property owners are encouraged to place business signs near entry driveways in landscaped setback areas. Monument signs, four feet or less in height, are preferred.

★ **Industrial/Employment Keys**

Industrial and heavy commercial sites should be designed to accommodate current business purposes and employee convenience; but, also, to facilitate possible future expansion. Different appearance criteria depends on location: highway frontage, Industrial Park and, especially, adjacent to residential areas.

- Site planning – encouraged for projects of five acres or more, with general siting concepts showing future construction phases.
- Street access – may be by a privately-maintained roadway or driveway directly served by public arterial or collector street frontage. Special paving considerations may be required for operations involving heavy vehicles.
- Parking and maneuvering – dustproofing and surfacing should be provided as appropriate to the industrial use and its surrounding area; designated parking, loading, storage and maneuvering areas should accommodate the number and types of vehicles required by the proposed use and its employees.
- Employee amenities – protecting the health and safety of workers is necessary; facilities for work breaks or after-shift recreation are desirable, particularly in conjunction with public facility or civic organization joint-use possibilities.

★ **Public or Institutional Use Keys**

Public facilities should lead by example. County uses, parks/recreation areas, schools, churches, government agency or civic organization properties may be exempt from subdivision requirements; however, they should endeavor to follow Decision Keys.

- Site planning – to present an orderly, attractive appearance; architectural and landscaping excellence are encouraged.
- Street access – should be appropriate to the function and scale of the public or quasi-public use. High traffic generators should be expected to observe commercial location standards.
- Parking and maneuvering – areas may be designed to facilitate periods of peak use at the facility, including the designation of temporary vehicular use areas and/or joint use with nearby properties for special events.
- Community amenities – should be considered, particularly pathway connections. Useable open spaces should be scaled to the property: playground or tot lot, picnic ramadas, court games.

★ **Mixed-Use Development Keys**

Plans for larger developments that include non-residential uses should observe the keys for each type of use -- as well as taking the opportunity to design features that further enhance safety, marketability, convenience and distinctive appearance.

- *Street access* – entry monumentation is recommended for development identification and for each separate residential neighborhood. A sign theme package is desirable. Portions of the development containing 50 or more dwelling units ought to add a third point of principal access, with additional ingress/egress for each additional 100 units.
- *Pedestrian connections* – should include linkages to the pathway system especially from the development's residential areas to its open space, shopping, employment components and to nearby schools or churches.
- *Usable open space* – preferably includes added area to serve recreation and leisure needs from employment, shopping and institutional uses. Ideally, there should be a centrally-located, joint-use park (or pathway access leading to the park) within 600 feet of each home or business.
- *Streetscape themes* – may be used to identify individual neighborhoods and non-residential areas with varied landscaping, lighting or street furniture.

Research on Zoning Options in McKinley County

McKinley County does not have zoning regulations. In the 1970s, the McKinley County Planning Commission was offered zoning guidelines for consideration, which met stiff opposition and ultimately were dismissed.

Although, County growth in recent years has remained stagnant, land divestitures, in-mitigation, and infrastructure issues arising from some subdivisions have motivated the County to at least explore its options. The County does not intend to enact any form of zoning with this Plan; any future action in this regard will be given substantial public discussion.

Several examples from neighboring counties have also raised the question, “Could something like that happen to McKinley County? Is there nothing to prevent it?”. The potential for incompatible land uses is likely to increase with economic and population growth. Residents have expressed concern about the kinds of use that could be located next to their properties, such as auto repair businesses, scrap yards, junked cars, shopping centers, or mobile home parks. Access to financing for affordable housing development in some areas of the County is complicated because lenders fear subdivision devaluation, since there is no protection from adjacent incompatible uses. Other citizen concerns have included adjacent land use and varying regulations that are not consistent because of the County’s lack of jurisdiction to regulate.

Statutory Enabling for County Zoning

The power for counties to zone in New Mexico is granted by 3-21-1 NMSA 1978, which states:

For the purpose of promoting health, safety, morals or the general welfare, a County or municipality is a zoning authority and may regulate and restrict within its jurisdiction the:

1. height, number of stories and size of buildings and other structures;
2. percentage of a lot that may be occupied;
3. size of yards, courts and other open space;
4. density of population; and
5. location and use of buildings, structures and land for trade, industry, residence or other purposes.

The ability of municipalities and counties to zone only applies to private, fee simple land. This ability does not extend to public lands (including those managed by the Bureau of Land Management, Forest Service, and Parks Department) or Indian Trust and Allotment lands.

Components of a Zoning Code

Although zoning ordinances vary greatly, most include the same standard components. **General provisions** include:

- A statement of purpose says what the jurisdiction seeks to accomplish through the use of the ordinance.
- Applicability provisions identify the geographic area covered and specific situations that are covered or exempt from the ordinance.
- Definitions explain terms that may be ambiguous or which are unique to zoning.
- Zoning map provisions establish the procedures for creating and updating an official zoning map, if one is used.
- Administrative provisions describe how the zoning code will be administered by the jurisdiction's governing body, the planning commission, the zoning board, and/or the zoning or planning staff.

Alternative Systems of Zoning

Traditional zoning, also known as “Euclidean zoning” or “use zoning,” comprehensively divides the jurisdiction into zoning districts with different permitted, accessory, and conditional uses. The zones that are created are often cumulative, such that the highest zone (single-family residential) is the most restrictive and lower zones are less restrictive, with heavy industrial uses usually being the least restrictive. Alternatively, the zones may be exclusive, allowing only one type of use in each zone.

Typical zones in a traditional County zoning code include A-1 and A-2 Agriculture Residential, Residential, and Commercial. It is important to customize any model code to assure that the code supports the local land use objectives.

Other, more flexible regulatory systems have been developed as traditional zoning proved too rigid to effectively accommodate growth. Performance zoning, also called “impact zoning” or occasionally “points-based zoning,” concerns itself with the spillover effects of land use on adjacent properties and the community. This system establishes criteria to measure the effects of a certain land use and may use a points system to assess the criteria. If the criteria are met sufficiently, the use is allowed. The main concern related to performance zoning ordinances is that the criteria may be vague or overbroad. Standards must be workable and specific.

Overlay zoning is often used when the jurisdiction chooses to regulate an area for a certain purpose that spans multiple land uses, for instance historic preservation or preservation of an environmentally sensitive area. Hydrologic zoning, establishing maximum densities for development in districts mapped according to generalized groundwater resources, is another

example. The existing land uses may be continued, but an overlay zone imposes restrictions on the properties related to the overlay zone purpose. Some new development or changed land uses may be limited because of the restrictions of the overlay zone. Design codes, addressing characteristics of architectural style or site design, are sometimes used in overlay zones to protect community character that is special to an area.

Planned development codes may require developers to submit information on a larger project and work with the jurisdiction, which may condition approval of the project on certain changes. This sort of code, which often unifies zoning and subdivision regulations, allows flexibility and the opportunity for negotiation between the local government and the developer.

Jurisdictions may also use some combination of these zoning types, or they may experiment with ordinances that cannot be classified as any of these types. They may also implement zoning in only certain areas of the County, rather than implementing it across the entire jurisdiction.

Form-based codes are a relatively new tool. Rather than designating zones to separate different land uses, form-based codes focus on the physical character of development. Form-based codes often include the following:

- A regulating plan designating locations where different building form standards apply
- Building form standards controlling the configurations, features, and functions of buildings
- Architectural standards controlling architecture, materials, and quality
- Public space and street standards regulating design of these elements, including sidewalks, travel lanes, and trees and other items lining the streets
- A clearly defined administrative process

The following table provides an overview of advantages and disadvantages of each system of zoning.

Advantages and Disadvantages of Different Systems of Zoning

	Advantages	Disadvantages
Traditional zoning	<ul style="list-style-type: none"> • Familiar to professionals, public officials, and the public • Easy for staff to implement and the public to interpret • Flexibility for varied design within the limits of the use and dimensional standards 	<ul style="list-style-type: none"> • Lack of flexibility to address different site characteristics and surroundings • Allows for uncertainty as to product design
Performance zoning	<ul style="list-style-type: none"> • Flexibility to vary uses, density, and intensity of development • Addresses impacts of development 	<ul style="list-style-type: none"> • May not sufficiently address site-specific conditions or constraints • Difficult to implement because of complex calculations and discretion of decision-making body
Overlay zoning	<ul style="list-style-type: none"> • Flexibility to impose specific requirements for area-specific or site-specific needs. 	<ul style="list-style-type: none"> • If different zones overlap, may create confusing requirements
Design codes	<ul style="list-style-type: none"> • Easy to understand • Does not limit use of land 	<ul style="list-style-type: none"> • Hard to apply to built-out areas • Does not provide much design flexibility
Planned development codes	<ul style="list-style-type: none"> • Allows for creativity in design and mixed uses • Can obtain public benefits as part of development negotiation • Can involve all parties in solutions to problems 	<ul style="list-style-type: none"> • Decision-making body has a great deal of discretion • Negotiations may result in negative impressions from public
Form-based codes	<ul style="list-style-type: none"> • Creates a predicted physical result • Can codify things that are appealing about existing physical design 	<ul style="list-style-type: none"> • Does not outline permitted land uses, possibly leading to incompatible uses next to one another • Could be difficult to understand for people used to traditional zoning • May give so much detail that it would be too strict for some areas/communities.

Other tools that are commonly used together with zoning to regulate land use include:

- **subdivision ordinances**, which include platting controls and design standards such as street layout;
- **building permit requirements**; and
- **clearing and grubbing regulations**.

Some jurisdictions use growth management programs such as **planned growth programs**, which cap the number of new units allowed in a jurisdiction over a period of time; **growth boundary restrictions**, which delineate areas for growth and prohibit development outside of those areas; and **concurrency requirements**, which condition building permits or plat approval on the existence of sufficient public improvements.

Trash regulations, open burning controls, mobile home controls, environmental regulations, transfers of development rights (TDR) laws, conservation easement regulations, and impact fee requirements are all regulations that affect land use, although they may not address it directly.

Administration and Implementation

Adoption of a zoning code is not the end of the process. Qualified staff would be a requirement. Staff, planning commissioners and elected officials must be trained to use the regulations. County planning and zoning staff in particular must be trained to write recommendation reports, present issues to the zoning board and/or planning commission, work with the public, and understand the relationships between the zoning code and other ordinances and plans. Existing ordinances and plans, such as a subdivision ordinance, may need to be reviewed and amended to comply with the new zoning code. A zoning official will need to periodically tour areas of the County, receive complaints from people reporting zoning violations, explain the code to property owners and others, cite code violators, pursue legal action as necessary, and defend against any regulatory taking and other land use action against the County. The County would need to write job descriptions, hire additional staff for new duties and positions, or create a planning commission.

Furthermore, it is necessary to remember that the regulations are a dynamic document that should be continually reviewed and updated as necessary.

Recommended Zoning Approach

The County has the opportunity to manage growth more proactively through zoning, compared to its current misapplied reliance on subdivision regulations. Zoning can address the location of land uses in the context of surrounding uses, densities, and the various development standards associated with a development project. However, existing land uses would not immediately be altered by implementing zoning. Typically, most uses that would not conform to a new zoning code are “grandfathered” in and allowed to continue for a period of time, sometimes indefinitely. So, while zoning does not correct many existing land use issues, it could guide future development and result in fewer conflicts.

A consideration in the evaluation of zoning is the comparative cost of public facilities and service for different development patterns, as well as private costs and driving time. Studies have indicated typically higher costs for serving scattered, low density development than for more concentrated development patterns. With the current development pattern, it is difficult to fund roads at an adequate level of maintenance, transit, water, sanitary sewer, police protection, fire protection, and other services. This issue is compounded by the fact that the County has a limited base due to lands are taxable. Zoning may promote significant long-term cost savings in the County.

For instance, McKinley County could develop a zoning code following this approach:

1. Develop an overall County performance zoning approach that establishes a use permit process for changes in land use. Each use permit request would be evaluated based upon criteria consistent with the McKinley County Comprehensive Plan to measure environmental, infrastructure, visual and other impacts of the proposed land use. The County performance zoning would apply to lands subject to County land use jurisdiction which are not within established community districts or extraterritorial zoning boundaries.
2. Community districts should be established for the priority growth areas. Specific zoning should be developed for each area through a community-based process. This process is likely to require several phases over several years. The County is advised to undertake at least two community sub-area plans during the first phase.
3. Create additional community district plans and zoning during later phases.

Extraterritorial Planning, Platting and Zoning

Extraterritorial planning, platting and zoning reflect the responsibility shared among the County and City of Gallup to plan together for unincorporated areas in proximity to the city. Comprehensive plans developed by both the city and County may address the extraterritorial area — or, alternately, a single plan for an area might be adopted jointly by both jurisdictions. Both municipalities and counties are required to regulate subdivisions. Platting, or the regulation of subdivisions, is the planning regulatory authority most often exercised in extraterritorial areas, either separately and concurrently by the city and County, or jointly. Extraterritorial zoning can be opted into by a County and city in compliance with statutes.

Statutory Authority for Extraterritorial Planning, Platting and Zoning

The state of New Mexico enables and directs the application of extraterritorial planning platting and zoning through several statutes, including:

- Establishment of boundaries of the extraterritorial planning and platting jurisdiction in Section 3-19-5 NMSA 1978
- Subdivision regulations in municipal planning and platting jurisdiction in Section 3-19-6 NMSA 1978
- Master planning in Section 3-19-9 NMSA 1978
- Concurrent jurisdiction of subdivisions in Section 3-20-5 NMSA 1978
- Extraterritorial zoning in Section 3-21-3 1978
- Extraterritorial zoning and subdivision regulations in Section 3-21-3.1 NMSA 1978

Counties and municipalities are enabled, but not required to establish a joint municipal County zoning authority for purposes of adopting, amending and regulating subdivision regulations. Section 3-21-3.1 states “... such subdivision ordinances and regulations may define ‘subdivision’ in a manner which differs from the definitions set forth in Subsection A of Section 3-20-1 NMSA 1978 and in Subsection I of Section 47-6-2 NMSA 1978,” where County subdivision exemptions are defined.

Extraterritorial Areas in McKinley County

Consistent with state statutes, jurisdictional areas for extraterritorial planning and platting in McKinley County are:

- Territory within five miles from Gallup city limits
- Territory within two miles from Gallup city limits

Distances for extraterritorial jurisdictional areas can be modified by County/city agreements. Section 3-19-5(C) NMSA 1978 states that the planning and platting jurisdiction shall terminate equidistant from the boundary of each municipality.

Summary of Extraterritorial Planning, Platting and Zoning Options

The table below shows options for extraterritorial planning, platting and zoning with respective advantages and disadvantages. There may be additional options.

Options for Extraterritorial Planning, Platting, and Zoning

Options	Advantages	Disadvantages
<p style="text-align: center;">1</p> <p>Retain current system of concurrent extraterritorial subdivision review</p>	<ul style="list-style-type: none"> • Avoiding creation of additional commissions and authorities bureaucracy • County, City, and developer successfully negotiate some concurrent approvals (frequency?) • Appears less regulatory than other options. 	<ul style="list-style-type: none"> • Developers caught in the middle when negotiations not working • Case-by-case negotiations between jurisdictions and the developer many result in inconsistent standards • Sometimes project only processed by County and do not receive city review • Duplicative staffing
<p style="text-align: center;">2</p> <p>Create an extraterritorial commission and authority</p>	<ul style="list-style-type: none"> • County and City can work through unique set of development standards for separate jurisdictions • The commission and authority process can be more predictable and efficient than #1 • Process would be easier for developers if one set of standards can be agreed upon • Annexations may proceed more smoothly in appropriate areas through city participation 	<ul style="list-style-type: none"> • Staffing, filling appointed commission and elected officials authority increased – may not be feasible for Commissioners • Cooperation on a board can be difficult
<p style="text-align: center;">3</p> <p>Exclude County growth areas from extraterritorial jurisdiction</p>	<ul style="list-style-type: none"> • County takes more responsibility to work with residents and property owners to advance planning and arrange for facilities and services in designated areas, while inviting city to participate • More focused and more easily manage community-based planning process 	<ul style="list-style-type: none"> • Cities not so involved, where expertise and interests may add a lot to the planning and quality of development • No flexibility to change the definition of subdivision and exemptions
<p style="text-align: center;">4</p> <p>Develop extraterritorial zoning in addition to planning and platting</p>	<ul style="list-style-type: none"> • Extraterritorial fringe areas have greatest need in the County for guidance of development and would benefit from zoning regulations • City has strong interests. Annexations may proceed more smoothly in appropriate areas through city participation 	<ul style="list-style-type: none"> • Additional staffing • Cooperation on a board can be difficult • More restrictive set of regulations than subdivision regulations alone

Purposes, Benefits and Drawbacks of Extraterritorial Planning, Platting and Zoning

Many jurisdictions in New Mexico and other states have found that County-municipal cooperation in planning for extraterritorial areas has benefits on the “fringe” of municipalities. The main purposes of extraterritorial planning, platting and zoning include:

- Assurance that lands likely to be annexed are developed to the standards of the city so that upon annexation, major upgrading is not required at the expense of the city
- Cooperative planning for land development activities to proceed in locations where they can be supported in a timely and efficient way
- Assurance that environmental conditions affecting areas in the unincorporated County and municipality, such as drainages or steep hillsides, are appropriately protected or that impacts of development are mitigated
- Guidance to ensure the desired character of gateways to cities and areas of interface between urban and rural land use/development patterns

Residents, developers and officials of the County and city have a number of concerns about the viability of extraterritorial jurisdiction. Residents and property owners in unincorporated areas cannot vote in municipal elections, and some believe it is unfair to extend the cities’ decision-making authority outside the city limits. Some County officials also challenge whether it is fair or reasonable for cities to make decisions about developments outside the city limits. Requirements established by cities for extraterritorial areas can create additional infrastructure and maintenance costs for the County. This expense can be an “unfunded mandate” for the County. For example, if the city of Gallup required street lights in a subdivision in the extraterritorial area, the electricity costs would become the responsibility of the County, in the absence of a homeowners’ association. Cities, on the other hand, typically desire adequate development standards in extraterritorial areas to ensure that if they annex an area, they will not be responsible for the costs of upgrading infrastructure. Cities are also concerned that fair cost-sharing might not be arranged for added planning or enforcement responsibilities that they might take on in administering regulations in extraterritorial areas.

Coordinating Extraterritorial Development Review Processes Under Concurrent Jurisdictions

“Concurrent jurisdiction” means that the County and city with jurisdiction each independently develop plans, and review and approve subdivision applications. The County and the cities typically have differing standards for development, review and approval processes, and application fees. The statute does not clarify whether city or County regulations take precedence. Counties are mandated to define subdivisions with 13 exemptions, in compliance with the New Mexico Subdivision Act, while cities are not required to follow this definition. This problem can be overcome through joint jurisdiction (see discussion below). However, concurrent jurisdiction results in ambiguity about which activities are subject to subdivision regulations. Negotiations among the City, County and developers/property owners are often needed to resolve differences in standards and requirements.

Joint Extraterritorial Jurisdiction

“Joint jurisdiction” means a single County/city process for administering planning and subdivision regulations in the extraterritorial area. Based on statutes, it entails joint adoption of plans and ordinances (subdivision and, if agreed to, zoning) and the establishment of an advisory “commission” and an elected officials’ “authority.”

Members must be willing to serve on these bodies (volunteers, non-paid), which must be staffed. In the County’s case, this would constitute creation of planning office and provide physical space for that office. One commission and authority would probably be needed for Gallup, making for significant additional administration and meetings.

Setting standards in extraterritorial subdivision and zoning ordinances would resolve the issue of conflicting standards. It is possible for a County-majority on an extraterritorial zoning authority to establish standards that are considered to be appropriate in the County, but may be lower than those desired by the city members of an authority.

A joint powers agreement would typically be approved. It would address the commission, authority and staffing structure and office location, application fees and any cost sharing needed for planning, enforcement and other administrative services.

Differing Standards and Processes that Lead to Confusion and Frustration in Extraterritorial Planning and Platting Areas

Developers are sometimes caught between a city and County and may have to observe the regulations of both jurisdictions to obtain approval. Standards imposed by a city sometimes appear to be unreasonably strict and inappropriate for rural areas, especially if city utility services are not used and if annexation appears to be unlikely. For example, the diameter of a water pipe may be established by a city for an extraterritorial subdivision, while a rural water association provides the water service. Another problem can arise in the installation of water pipes for phased development. Developers, in conjunction with a rural water association, are sometimes required to install a complete water system, but if build-out is slow, unused lines may deteriorate.

Annexation

Annexations are expected in the City extraterritorial area. City annexation policies tend to vary over time and may not be adopted or otherwise made explicit. Cities are usually reluctant to annex areas where the costs for new facilities and services appear to exceed a gain in revenues. If a city’s water or sewer treatment plants were near or exceeding capacity and annexation would strain those plants, the city would tend to reject annexation. Undeveloped areas often appear most attractive to cities for annexation. Islands of unincorporated areas surrounded by City present problems for providing services. There also islands of non- State/City/County jurisdiction lands that will create issues.

Community-Based Planning for Growing Unincorporated Communities in Extraterritorial Planning and Platting Jurisdictions

The community-based planning approach is recommended for a County to proceed to develop specific plans and zoning for designated growth areas. Residents and property owners would actively work with new full-time employees (County Planning staff) to assess community assets; formulate specific goals; and develop land use and transportation plans, regulations, special funding programs and other ongoing services.

Concurrent or joint jurisdictional processes may unduly complicate planning for County growth areas. As a result, creating a coherent vision, appropriate development standards, growth phasing, public investment strategies and other planning tools might “fall through the cracks” in these areas. On the other hand, the advantages of joint planning and platting include utilizing the respective city’s planning expertise and taking advantage of Section 3-21-3.1 NMSA 1978, which provides more leniency in the definition of subdivision and exemptions.

Some special jurisdictional status for such unincorporated communities may be needed to determine boundaries and allow them to plan for themselves. Examples are:

- Water districts serve as local governing institutions at this time and may be able to play a broader role in planning and helping to coordinate planning activities.
- “Traditional communities” were enabled by state statute for several unincorporated communities in Santa Fe County.

Extraterritorial Zoning

The City of Gallup and McKinley County are integrally linked in the development of the metropolitan area. The urbanizing zone in the extraterritorial areas are most in need of planned, regulated development e.g. zoning. With the possible exception of the County growth areas, it is recommended that the remainder of the extraterritorial zoning areas be subject to extraterritorial zoning.

Protection and Respect for Private Property Rights

The County recognizes and values the long tradition in which property owners manage their own lands in ways they deem appropriate. Ultimately, this individual responsibility remains; and, private property rights are to be honored. Land use planning and regulations should guide general growth patterns according to the general values of the greater community. Individual private property rights and property values should be protected through a system of land use planning and regulations, while land use practices are expected to adhere to the community standards set in codes.