

V. Transportation Element

The Transportation Element is intended to guide improvements to streets, streetscape, transit services, bicycling and pedestrian facilities.

A. Introduction

The purpose of the Transportation Element is to guide improvements and expansion of the multi-modal transportation system needed to meet the demands generated by the existing population as well as future growth over the next 20 years. The transportation system is pivotal to the city's economic development, providing access for regional shoppers, travelers and city residents to jobs, goods and services. Safety, efficiency, costs, energy savings, convenience, aesthetics and community character are all major aspects of the transportation system in a community. The Transportation Element is closely related to the Land Use Element in addressing the land use pattern that streets serve, and also is closely related to the Urban Design Element in addressing multi-modal uses and design of street rights-of-way.

The current Transportation Master Plan was prepared by Wilson and Company in 1992. While the Transportation Element provides a policy framework for transportation, much more detail is contained in the transportation master plan, which should be updated in the next few years.

B. Existing Conditions

Transportation Infrastructure

Street Network

The city of Gallup has a well-connected network of streets in the historic parts of downtown, with block sizes that are conducive to walking and bicycling. Outside of the Downtown core, the natural topography, presence of water channels, steep hills and railroad lines limit the potential for a network of streets that are as highly connected. These constraints have restrained a thorough grid system, however, they have not caused development of a sparse collection of disconnected roads. Newer subdivisions in Gallup mainly have longer curvilinear blocks compared to a gridded network, although most streets are connected. The streets in Gallup's subdivisions typically provide more alternative access routes compared to the cul-de-sacs and loops in many post-World War II subdivisions which seriously discourage walking and bicycling.

Interstate 40 and the Burlington Northern railroad are major transportation systems dividing the city east to west. I-40 has four interchanges through the 10.3 miles of Gallup's contiguous length, not including Red Rock Park. These interchanges provide interstate travelers with access to different parts of the city and also provide more local traffic with a way to traverse the linear city and find alternative north-south routes, since there are north-south streets in proximity to each interchange.

The principal arterial streets provide continuous long-distance routes through the metropolitan areas. All of the city’s principal arterial streets are state and federal highways, including:

- U.S. 66 (N.M. 118 and formerly U.S. 66)
- U.S. 491 (Muñoz Overpass and highway to Shiprock)
- N.M. 564 (South Boardman Avenue)
- N.M. 602 (south of Muñoz Drive and highway to Zuni)
-

Minor arterial streets are continuous routes through urban areas. State highways that serve as minor arterial streets in Gallup are:

- N.M. 608 (Ninth Street north from Maloney Avenue to U.S. 491)
- N.M. 610 (South Second Street)
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City-maintained minor arterial streets include:

- Nizhoni Boulevard and Mendoza Road, forming a continuous route on the south side of Gallup
- Maloney Avenue from Miyamura to Allison on the north side of Gallup
- Jefferson Avenue (Ninth Street to Maloney Avenue)
- Aztec Avenue (Marguerite Street to Tocito Trail)
- Third Street (Logan Avenue to Maloney Avenue)

Collector streets have continuity over shorter distances than arterial streets, and gather traffic from numerous smaller local streets.

The follow table shows distances of streets by functional classification:

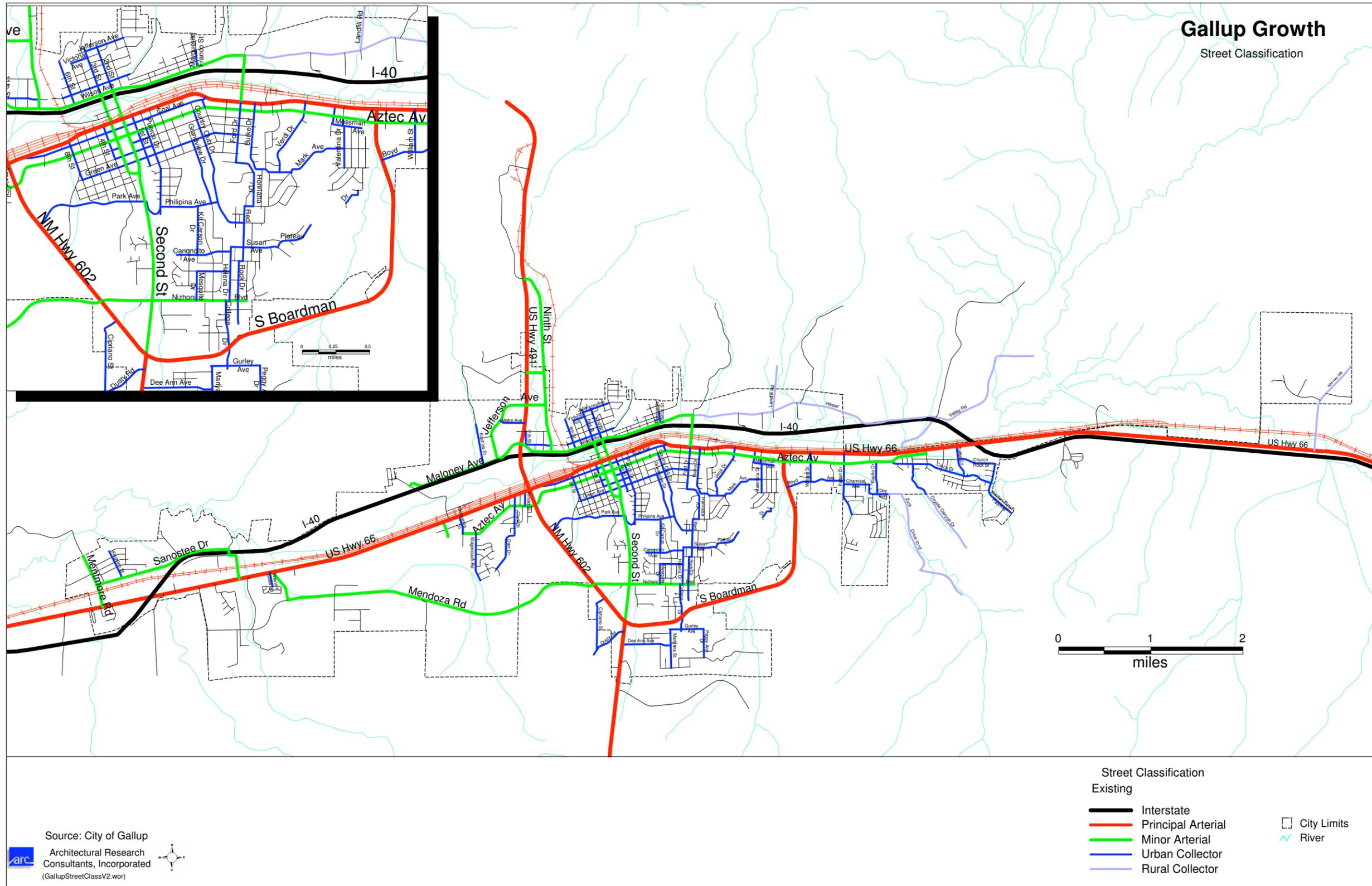
Exhibit V-1
*Streets by
 Functional
 Classification*

Streets by Functional Classification Within the City of Gallup

Street Classification	Length (Miles)	Portion of Total
Interstate	14.0	9%
Principal Arterial	16.0	11%
Urban Arterial	21.4	14%
Urban Collector	28.5	19%
Rural Collector	2.5	2%
Local	68.4	45%
Total	150.8	100%

Source: City of Gallup existing streets inventory GIS, and calculations by ARC.

The map on the following page shows the hierarchy of streets in the city.



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Pedestrian Facilities

The Downtown has a fairly comprehensive system of sidewalks. However, within the overall community, existing sidewalks are incomplete and disconnected. In many areas, sidewalks are in poor condition due to lack of funding for repairs. Poorly maintained streets and sidewalks reduce the desirability of walking, bicycling, and even transit use. These conditions are especially problematic in a community that has a fairly high level of pedestrian activity.

The Trails and Open Space Element section contains additional information about sidewalks and trails in the city and surrounding areas. Some sidewalks and trails provide for multiple pedestrian needs, including safe routes to school, while many trails serve primarily recreational purposes.

Transit Service

The Gallup Express is the transit system serving the community (NWNMCOG Transit Study, June, 2006). The system began operations as a public transit provider in October 2004. Funding is provided by the New Mexico Department of Transportation (NMDOT) through the Na’Nizhoozhi Center, Inc. using federal Section 5311 assistance.

Gallup Express operates from 6:30 a.m. to 6:00 p.m., Monday through Friday. Fares are \$1.00, with children under the age of 5 riding for free and a 30-ride pass available for \$25.00. The system has a total of five fixed routes plus a paratransit service. Two of the fixed routes run on a 60-minute frequency, while the remaining three fixed routes run at irregular frequencies, each of which is greater than 60 minutes. The Gallup Express fleet includes a total of six small vehicles.

Service is provided through four distinct routes to most key destinations in the community. Destinations served include Downtown, U.S. 66, the UNM Gallup campus, Wal-Mart, Rio West Mall, and many others.

The local transportation agency, Saferide, provides paratransit service to seniors who need to travel to the doctor or make other trips in town.

Two services, Navajo Transit Service (NTS) and ZEE, Inc. Transit, provide bus services between Gallup and nearby communities in the region. Navajo Transit System is operated as a department under the Division of General Services within the Navajo Nation Government and is funded primarily through the New Mexico and Arizona Departments of Transportation. NTS administers and operates inter-city fixed route transportation services for the general public to Fort Defiance, with stops at Window Rock and Tse Bonito.

ZEE, Inc. Transit provides transportation for the general public of the Pueblo of Zuni. Their services are to Gallup and other communities by special request, including student transportation for those attending University of New Mexico in Gallup.

Greyhound offers interstate bus service to Gallup, including two buses per day between Gallup and Albuquerque. The duration of a trip is 2 hours and 40 minutes. Two buses per day also operate from Gallup to Flagstaff, requiring 3 hours and 40 minutes. One bus per day runs from Gallup to Farmington — the trip duration is 11 hours and 35 minutes.

Railroad

Gallup is historically a railroad town; and the Burlington Northern (formerly Atchison, Topeka and Santa Fe Railway System) maintains tracks through the city and railyards near Downtown. Some 120 freight trains are estimated to pass through Gallup each day. Several sidings in Gallup serve local businesses, including along North Ninth Street and on West 66 Avenue.

Amtrak operates one passenger train per day in both directions between Albuquerque and Los Angeles. Each train stops at the Multi-Cultural Center in downtown Gallup. A trip from Gallup to Albuquerque takes approximately 2 hours and 20 minutes, slightly longer than normal driving time.

Airport

The airport provides service to private planes and Federal Express. In recent years, the airport has experienced an increase in private jet traffic and currently has approximately 10,000 enplanements a year. Federal Express flies in daily. At this time, it is difficult to establish the impact of the rising increase in fuel costs on that demand. The Zuni Pueblo is also building an airstrip which may impact the demand for flights into Gallup.

Transportation Access and Congestion

The city hosts a large regional customer base that takes advantage of the shopping and services for those who do not have these amenities within their own communities. During the 1st and 15th days of each month (scheduled paydays), and on weekends, an estimated 40,000 to 60,000 visitors are added to the local community population. This regional traffic originates mainly within a radius of approximately 30 miles around Gallup.

Traffic counts on U.S. 491 show that 80% of regional weekend traffic comes from north of I-40 on U.S. 491. Those trips typically involve multiple destinations, with Wal-Mart and the Indian Health Service Hospital as primary destinations. With those destinations located on opposite sides of the city and other miscellaneous destinations, multiple auto trips generally are needed to accommodate all of the desired trips. The high volume of traffic from the north primarily destined for Wal-Mart creates congestion in the area of the I-40 interchange, U.S. 491, Muñoz Overpass, and Maloney Avenue.

Another location where traffic congestion is a concern is where long queues occur at the intersection where vehicles attempt to turn left from Coal Avenue onto Third Street. Nizhoni Boulevard also experiences substantial volumes of traffic, including traffic to and from Gallup High School on the west side of town.

Traffic Safety

A crucial issue is pedestrian fatalities when pedestrians crossing the Burlington Northern railroad tracks are hit by trains. Over the years and on a regular basis, pedestrians have been struck by trains while they walk across the Second or Third Street crossings, or cross the tracks in other locations east and west of Downtown.

Alcohol-related vehicular crashes are relatively common in Gallup. Of the 50 worst intersections in New Mexico for alcohol-related crashes from 2004 to 2006, the following are listed for Gallup:

- Third Street and U.S. 66
- Second Street and U.S. 66
- Aztec Avenue and Muñoz Overpass
- Metro Avenue and U.S. 491
- N.M. 602 and Nizhoni Boulevard
- Second Street and Nizhoni Boulevard

Source: New Mexico Traffic Safety Bureau, Gallup Community Report, 2006.

Along U.S. 491 and N.M. 371 (not all in Gallup) 122 crashes were reported in 2005. Of that number, 37 were fatalities.

The seven intersections in Gallup with the most crashes (all types) in 2006 were:

- Maloney Avenue and U.S. 491 (29 crashes)
- Ford Drive and U.S. 66 (29)
- Jefferson Avenue and U.S. 491 (24)
- Metro Avenue and U.S. 491 (22)
- Aztec and Muñoz Drive (20)
- Third Street and U.S. 66 (16)
- Lincoln Avenue and U.S. 491 (15).

Source: New Mexico Traffic Safety Bureau, Gallup Community Report, 2006.

There is also a history of pedestrians crossing U.S. 66 and being struck by vehicles.

Decline in Federal Funding of Transportation Infrastructure

Funding for transportation is problematic nationally, due to the long-term depletion of the Federal Highway Trust Fund. The Office of Management and Budget estimated that in 2009, deficit spending would begin to cover budget shortfalls reaching a \$15-billion deficit in 2011. In September 2008, the Secretary of the U.S. Department of Transportation announced that the account would actually be expended by the end of the month. As a temporary remedy, \$8 billion was shifted into the fund, staving off deficit spending. Unfortunately, the long-range viability of the fund remains troubled.

The result of depleting the fund is that federal funding to the states is expected to be reduced by 34% in 2009. New Mexico's projected cut is approximately \$94 million. This shortfall is due to the federal gas tax, which has been static since 1993. Since the gas tax is not indexed to inflation, Federal Highway Trust Fund revenues have not kept up with normal inflationary increases. If driving decreases in response to higher fuel costs, as has recently been the case, then the highway

trust fund will lose additional revenues.

The problem has been further exacerbated by dramatic increases in highway construction costs during the past four years; many states have experienced an increase in construction costs as high as 40%. States throughout the country are facing the funding problem with various approaches. Many states expect that most, if not all, future capacity projects will be funded by means other than federal assistance. Future funding will most likely come from local sources or such innovative means as the conversion of interstate highways to toll facilities. Alternately, projects will be delayed or eliminated from current transportation programs.

The *Sustainable Transportation New Mexico First Town Hall: Paying Our Way from Here to There* report (August 2008) recommended the following measures for New Mexico:

- Creating public-private partnerships
- Spending all transportation-related revenues on transportation needs
- Indexing taxes to inflation
- Establishing a state-level permanent fund

C. Issues and Opportunities

Maintenance of Existing Street Network

Ongoing projects have been completed to provide improved vehicle movement, based on recommendations from the city's previous transportation plans. Improvements include widening U.S. 66 from First to Fourth Streets and signal improvements on U.S. 66. While there is need for additional roadway improvements on the state roads within the city limits, the state has other priorities and the city is reluctant to fund those projects, due to concerns about setting a precedent that could reduce pressure on future state funding of the city's needs.



The city's fiscal capacity is inadequate to meet the improvements that are needed citywide, however, they do have a mill and overlay program, which provides for repaving streets, based on the budget allocated to that program. There is currently no such program of maintenance for other elements of the transportation system such as multi-use trails, bicycle lanes or sidewalks. The need for those improvements is driven by "those who make the most noise."

There is no formal management system to assess roadway conditions and help establish priorities for improvements. City staff feel that the effort to develop such a system would not provide enough benefits, compared to the cost of establishing and maintaining the information.



The alleys in the older part of the city are in poor repair; many have litter and discarded equipment. Their poor condition and perceived lack of safety reduce their potential to provide additional network in their areas.

Future Street Network

The city's priorities for improvements to the state's roadway network are building the Allison interchange, the closing of the Second Street crossing, and conversion of Third Street to a two-way street.

West Maloney Avenue and U.S. 491

West Maloney Avenue access and congestion are among the city's top concerns for transportation network improvements. Construction of a new interchange and dual frontage roads flanking I-40 has been proposed to help reduce congestion and open up land for additional development south of I-40. Alternately, the U.S. 491 Business District redevelopment visualization, described in the Urban Design Element, provides additional street network upon which alternative routes would distribute traffic more evenly than does the current street system, thus relieving West Maloney and U.S. 491.

Also related to congestion in the U.S. 491 and Maloney Avenue area, the city is interested in an I-40 interchange at Allison Road and a realignment to straighten Allison Road as it traverses diagonally southeast across the Rio Puerco and railroad tracks, to connect to West 66 near or at Florence Street. Florence Street would then extend south to Mendoza Boulevard.

U.S. 66 Capacity

There is strong interest in maintaining all of the capacity on U.S. 66 as back-up for times when I-40 is closed due to weather, accidents, repairs or construction.

Downtown

Issues with the street network in Downtown are the circulation challenges created by one-way Second and Third Streets, Downtown parking and pedestrian movement. Downtown business owners are interested in converting the one-way streets to two-way streets. Merchants and customers feel that parking availability is a problem and there is a perception that customers will not walk from parking spaces that are not directly in front of destination businesses.

Traffic Associated With Major Destinations

The proposed new Indian Health Service Hospital will create the most significant known future impact from increased vehicular traffic in the study area. That facility will be a significant destination for employees and patients. The network around the proposed site will be important to vehicle access to that facility, and it is therefore a near-term future planning issue since the location and size of the facility

have not been fully determined.

The Fire Rock Casino, opened in November 2008, is located at least temporarily in the Churchrock Industrial Park. This new major destination generates additional vehicular traffic.

The U.S. 491 commercial district is currently congested during peak shopping hours. It is expected that additional trips will need to be accommodated through this area as retail commercial development increases or industrial development occurs in other areas accessed through the U.S. 491 area.

Bicycling Facilities

There are opportunities for those who live close to Downtown to use bicycles to accommodate some of their transportation needs, due to the Downtown's network of streets and fairly compact development patterns. Many of the streets have relatively low speed limits and are appropriate for more experienced bicyclists to share with motor vehicles.

Mendoza Road, a city arterial street extending from N.M. 602 west to U.S. 66 approximately 3.6 miles, has a two-way bicycle lane on its south side.

Although state law prohibits bicycles on highways, there are designated bike lanes on some state roads in New Mexico, although none are in Gallup. The state law should not be an issue should future development of bicycle lanes be desired.

Gallup has several paved off-street pedestrian and bicycle paths as shown in the Trails and Open Space Element. An identified need is for additional trails to provide connectivity between neighborhoods, the Downtown and other destinations.

Pedestrian Facilities

Sidewalk infrastructure is inadequate in much of Gallup, with poorly maintained or missing sidewalks and incomplete segments. The United States Department of Justice has also issued a consent decree to Gallup for ADA violations. This action was due to city facilities construction or maintenance improvement projects which did not implement ADA improvements.

Several arterial streets lack pedestrian facilities. The speed and volume of vehicular traffic along these streets present a danger to pedestrians walking on street edges. There are no dedicated accommodations for pedestrians or bicyclists to cross from the north to south sides over I-40 at Miyamura Overpass (length of 1,800 feet). The Muñoz Overpass (length of 3,500 feet) has a sidewalk on only its east side, separated from travel lanes by a jersey barrier. South Second Street has a sidewalk on the west side to Nizhoni Boulevard. South Boardman Avenue lacks a sidewalk south of the school.



The creation of new sidewalks and other pedestrian features is required by the city's land development regulations for new development. Developers have been able to avoid those improvements for some projects. In addition, Gallup-McKinley County Public Schools does not consistently install sidewalks as part of their improvement projects. Due to a lack of funding allocated for sidewalks, no program has been established to build them in areas without sidewalks or whose sidewalks are incomplete and/or in bad condition.

The city has only one mid-block crossing without a traffic signal, located in front of Courthouse Square on Aztec Street, which extends through the walkway to Coal Street. Due to the usefulness of the route, high visibility for pedestrians and motorists, and nearby land uses, this crosswalk appears to work well.



There are a number of locations where pedestrian access and safety are a concern to the city. The intersection of Aztec Street and Second Street is a concern, due to high pedestrian volumes accessing the children's library. No crash issues were identified at the location, but there is concern with ensuring that the intersection is evaluated due to the nature of the pedestrian traffic and the building's location on a primary vehicle route.

The city needs a safer crossing of U.S. 66, particularly in Downtown, but also in contiguous commercial areas along East and West 66. The crossing distance and the higher vehicle speed through the corridor discourage pedestrian movement across U.S. 66, which in turn reduces the desire to use the city's parking on the north side of U.S. 66. A general concern is that traffic calming is needed in some of the neighborhoods in and around Downtown.

In general, walkability should be improved throughout Gallup. Residents and

visitors believe that most places are not walkable, including the U.S. 491 corridor, segments of South Second Street, Second and Aztec Streets, and the area on Boardman Drive (N.M. 564) from the intersection with U.S. 66 and the John F. Kennedy Middle School. The need for improvements at the middle school entrance is recognized; the Gallup-McKinley County Schools Facilities Master Plan includes a redesign of the entrance as part of the school district's capital improvement project.

There are few opportunities for linking trips on foot. Many of the primary destinations (i.e. the Fire Rock Casino, the U.S. 491 commercial district and the Downtown area) are located some distance from each other in different areas of town, making a pedestrian trip infeasible. In addition, outside of the immediate Downtown, the development patterns do not support walking, due to the lack of sidewalks and buildings set well back from the street, and to the sprawl development patterns that are typical of suburban developments patterns.

Safety and Travel Delay Related to the Railroad and Second and Third Streets

Currently, Second and Third Streets are paired one-way streets extending from East Logan Avenue, north through Downtown to Maloney Avenue. They are important links in the street network connecting the north and south sides of Gallup, including the popular destination of the U.S. 491 commercial corridor. These two streets cross the BN&SF railroad tracks at grade, bridge across the Rio Puerco, and pass through tunnels under I-40.



Because of the frequency of freight trains, the crossings of the railroad with Second and Third Streets cause significant delays to vehicle and pedestrian traffic. Approximately 120 trains a day travel through Gallup and, with the increased cost of fuel, the frequency of trains should be expected to increase. Some of the current trains on this corridor are a mile long, which creates long delays for traffic. The switching yard used by coal train and other freight trains creates additional blockages. Because of the long delay caused by the trains, some pedestrians jay-walk through the railroad tracks and frequent train-pedestrian crashes are reported. In certain cases, transients sleeping or loitering on the tracks also become victims of train crashes.



Some residents and business owners also object to the noise level of frequent train whistles as trains cross streets at grade. Uses located closest to the tracks in the downtown include several major Indian arts and craft retail stores on U.S. 66. The vision for U.S. 66 and Coal Street in Downtown is an arts and entertainment center, with arts and crafts retail anchored on U.S. 66. The noise from train whistles, only necessary because of at-grade street and sidewalk crossings, is perceived to be a factor hindering desired redevelopment.

Design Improvements for Second and Third Streets

Underpass Option

To address the safety issue of the railroad crossing, the city is evaluating the idea of moving the railroad about 150 feet to the north, then converting either Second or Third Street to a two-way street in an underpass. The remaining street would then be closed. Although this idea should limit the exposure of pedestrians and vehicles to the train, it might encourage illegal pedestrian crossings across the railroad tracks in other segments of the rail because of the limited north-south connections across the railroad and the Rio Puerco. Pedestrians and vehicular traffic are accustomed to using both Second and Third Streets as key connections.

Grade separation would require further evaluation of the geometric requirements for the crossings and the tunnel. According to preliminary assessment, a street tunneling under the tracks and crossing at grade with U.S. 66 would result in steep grades at the entrance and exit of the tunnel, or a substantial realignment of U.S. 66 or the railroad (based on data at hand, the grades would have to be steeper than 15% to accommodate a tunnel under the railroad and still connect at grade with existing U.S. 66).

In addition, viable businesses north of the existing tracks would be affected and would possibly have to close. Substantial funding would also be necessary to construct this infrastructure and partnership with NMDOT and BN&SF will be key.

Alternative Solutions to Pedestrian Railroad Crossing

Instead of grade-separating the entire Second Street corridor, another option is to provide a pedestrian bridge across the railroad tracks and discourage at-grade crossings for pedestrians. Illegal vehicular and pedestrian crossings could be further prevented by increasing enforcement.

To address the issues of vehicular traffic backing up on Second Street because of the train traffic, one effective alternative is converting both Second and Third Streets to two-way traffic. This solution would distribute peak direction traffic to two streets instead of concentrating it on either Second or Third Street only, perhaps increasing the vehicle queuing capacity of streets south of U.S. 66 and using both streets more efficiently.

Transit Needs

The Gallup Express bus routes may be improved to link the various primary destinations in the community. *The Feasibility Study for a Northwest Regional Transit District White Paper* (June 30, 2008) issued by the Northwest New Mexico

Council of Governments (NWNMCOG) proposes transit service from Gallup to Grants and Albuquerque.

Some recently arrived residents of Gallup desire a more comprehensive transit system. There is an expressed need for transit service between the Mentmore area to the Northside Senior Center and for a shuttle service for local shoppers. According to those interviewed, the Gallup Express does not service routes that suit most side trips in the city. More importantly, there is no service on Friday evenings or during the weekends, including those weekends when large numbers of regional shoppers visit the city.

The Greyhound station in Gallup moved from the Multi-Modal/Multi-Cultural Center to Montoya Boulevard in North Gallup in 2007. The Multi-Modal Center was conceived as a single location for buses and trains in a highly accessible location downtown. This approach is still very desirable, because it is convenient and safe for passengers and promotes positive activity in Downtown. Long walks to other transit connections or to destinations seriously discourages transit use. The absence of sidewalks or their poor condition along the likely routes from transit stations are further safety concerns for transit users. It is recommended that Greyhound return to the Center and other transit providers continue to stop there.

Airport

The Gallup Indian Health Center and Rehoboth McKinley Christian Hospital require the availability of air service. Air transport, both helicopter and fixed wing aircraft, must be available for medical cases that cannot be served by the local hospitals. Given the great community importance of USPHS Gallup Indian Medical Center and Rehoboth McKinley Christian Hospital, ready access must be assured to an airport in or close enough to Gallup to meet their needs.

Currently, no airline provides commercial services to Gallup since a provider ceased operations in March 2008. The runway length of approximately 7,300 feet constrains the size of airplane that can use the airport. Lengthening the runway would require the purchase of properties with existing housing on both ends. The possibility for resuming commercial air service in the future remains an important economic development opportunity for the community.

The airport terminal is in poor condition and increasing federal regulatory requirements by the Federal Aviation Administration and Traffic Security Administration make operation challenging for the city. The future of the airport brings these issues:

- Upgrading the existing airport and facilities
- Demands on the city to support airport operations
- Impacts of runway expansion on adjacent properties and the need to condemn those properties
- Potential for redevelopment of airport and adjacent properties along U.S. 66 for commercial or residential uses if a more advantageous location could be found for a new airport.
- Potential to connect north-south streets through the airport if feasible, following

safety regulations or through relocating airport operations

Encroachments into the Airport Approach and Noise Zones

Encroachments into the zone districts designated to protect airport operations threaten the long-term viability of the airport. Restrictions should be enforced on the height of structures and trees, and the location of residential uses close to the airport which could be affected by aircraft noise.

Alternative Street Design Approaches

Since most arterial streets in Gallup are state facilities, the New Mexico Department of Transportation (NMDOT) plays a pivotal role in setting policies for acceptable street design. NMDOT provided initial support for road diets, traffic calming and other features that would support increased walkability.

NMDOT believes some locations on U.S. 66 do not need two-way left turn lanes (TWLTL), provided merchants in that segment do not object. The department representative believes that the State Traffic Operations Office will not have any concerns with removing sections of the TWLTL. NMDOT will allow new signals on state roads without warrants if the city or private development funds their installation.

NMDOT is open to such traffic calming treatments as lane reduction and road narrowing. For example, in downtown Artesia, lanes were reduced from four to two. In Portales, NMDOT traffic calmed a roadway by reducing lane widths while increasing sidewalk width on a state road. Modern roundabouts have been built in Albuquerque, Santa Fe and Santa Fe County. NMDOT would be more open to speed tables at an intersection than to speed bumps to reduce vehicle speeds.

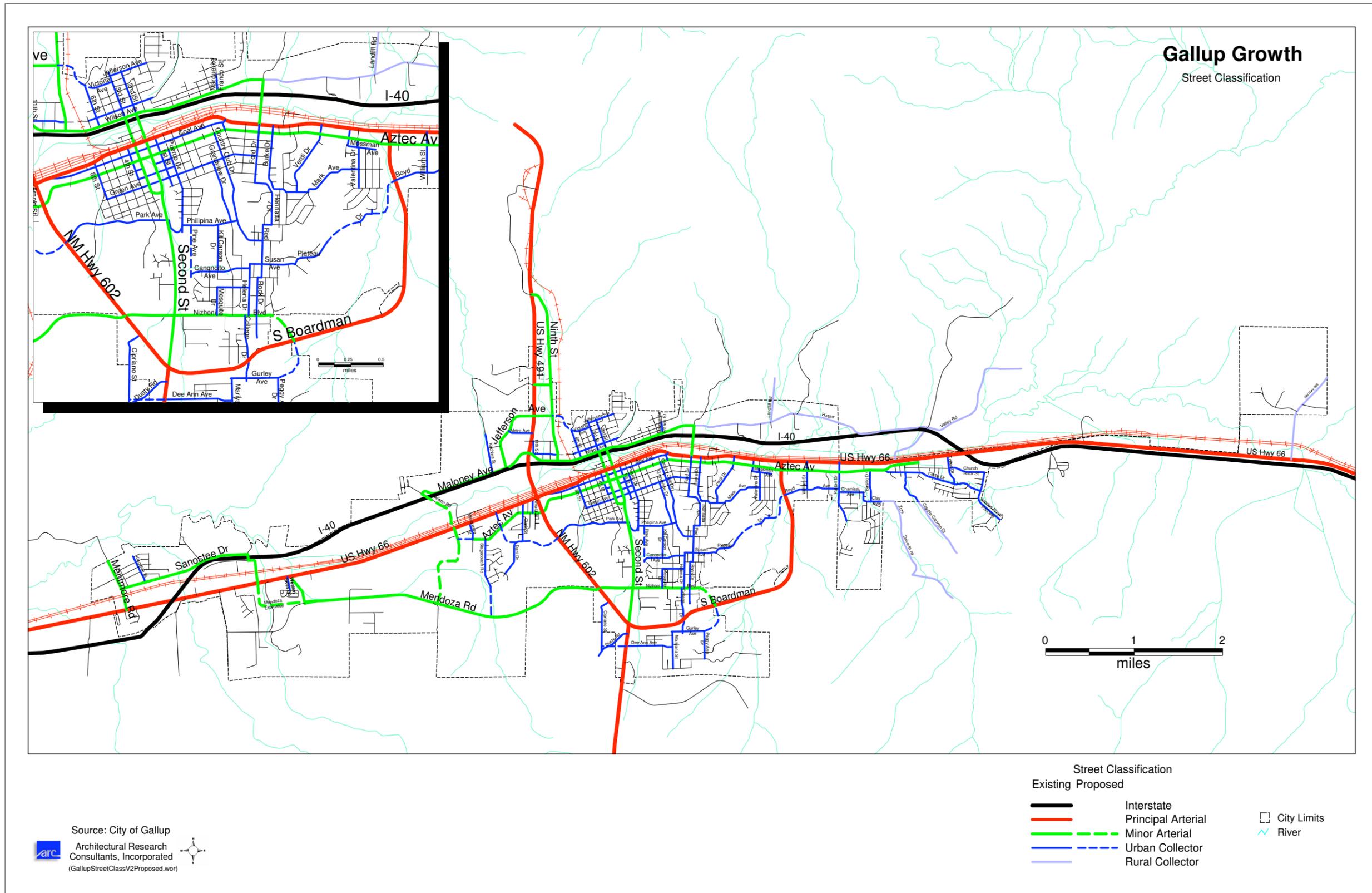
U.S. 66 is listed on the National Register of Historic Places. The Historic Preservation Division of the New Mexico Department of Cultural Affairs is the state's Historic Preservation Office (SHPO) and has authority to approve any modifications to U.S. 66 through Downtown Gallup. In the past, the SHPO has challenged changes such as the replacement of sidewalks in historic residential neighborhoods.

Transportation Funding

Due to funding shortfalls from the Federal Highway Administration and the state's own funding issues, the legislature and NMDOT are seeking new revenue sources such as tolls, fuel tax increases, registration fee increases, and mileage fees. Information on NMDOT's efforts to evaluate funding options is contained in *House Memorial 35, Sustainable Funding Strategies* report, prepared by Cambridge Systematics, October 2007

Based on current funding, NMDOT expects their operations budget to be in a deficit in 2009 fiscal year. Changes in funding are necessary for the state to avoid significant disruptions in the way they normally conduct business. State DOTs nationwide are experiencing this trend.

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The following project and funding status is based on NMDOT's current adopted capital improvement program:

- A new Allison Road/I-40 interchange is not included in the State Transportation Improvement Program (STIP), but is included in the Regional Transportation Improvement Program as a need, without assigned funding.
- NMDOT District 6's first priority is to fund six improvement projects a year, then fund safety projects.
- NMDOT cannot fund all of the identified needs.
- Most of the future focus for funding in District 6 is on I-40.
- NMDOT funds local projects through the Municipal Arterial Program (MAP), County Arterial Program (CAP), COOP, etc. with typical matches of a 75% state share and a 25% local match
- The West Maloney Avenue frontage road in front of Wal-Mart is in STIP for reconstruction and drainage.
- NMDOT is not aware of other projects inside Gallup in the current STIP.
- A legislative appropriation of \$1 million has been obtained for a study and NEPA documents for the Allison Road corridor.
- MAP will fund \$500,000 for intersection modifications at Park and Second Street.
- COOP funding totals \$100,000-\$150,000 per year for the municipal arterial program.
- Lower priority road systems on the state highway system are expected to be generally left unattended.

Strengthening of the Overall Transportation Network

This plan recommends that the city of Gallup proceed in its transportation planning using different levels of planning effort, depending on the study area.

Network Planning,

In conjunction with the Growth Management Master Plan, a citywide street network plan should be developed that addresses land use, transportation and urban form. The overall network plan should address mobility and access needs associated with passenger travel, goods movement, utilities placement and emergency services. As new areas develop, the city should develop a plan to intersperse arterial thoroughfares (U.S. 491, U.S. 66, Second Street, Boardman Avenue, Mendoza Road, etc.) with a system of intermediate collector and local through streets serving local trips and connecting neighborhoods.

The city should expand the typical definition of collectors to include their function in connecting local origins and destinations to distribute trips efficiently, keep short, local trips off the arterial system and provide a choice of routes for transit, pedestrians, drivers and bicyclists.

The reservation of rights-of-way for future roadway network should be based on long-term needs defined by objectives for community character and mobility. As more detailed planning and development takes place, the plan should also be refined and updated to define alignments and establish the role of thoroughfares.

The future transportation network is shown in the map on the following page.

Sub-Area Planning

Sub-area planning examines a specific district within the city to understand its transportation infrastructure needs. The U.S. 491 Business District is an example of a sub-area where the city can consider an areawide approach to developing new street network to support redevelopment. This approach would often entail a public-private partnership and coordination with multiple property owners. Another possible application of sub-area transportation planning in Gallup is developing a street layout for a sizable portion of contiguous undeveloped annexed land, based on a preferred land use scenario for the area.

Corridor Planning

A corridor plan focuses on a specific transportation facility, i.e., U.S. 66. A study at this level will establish the function, character and design criteria for a specific corridor. It should consider not just the needs of vehicular traffic but also of other modes of travel. As well, a successful corridor plan considers not only the corridor's mobility function, but also how its design responds to ways that the facility can help support its contiguous land uses as well as function as part of the public realm.

Principles for Street Connectivity and Spacing

Street networks within the denser urban areas of the city (e.g., Downtown and adjacent neighborhoods, and the U.S. 491 Business District) should provide a high level of connectivity so that drivers, pedestrians and transit users can choose the most direct routes and access properties. Building network capacity and redundancy through a dense, connected network rather than emphasizing high levels of vehicle capacity on individual arterial facilities ensures that the network can support other objectives such as pedestrian activity, multimodal activity, safety and support for adjacent development. In other words, the city should approach transportation investment decisions with the goal of building more thoroughfares rather than wider thoroughfares.

Following are guidelines for establishing future street network that cannot be precisely anticipated in location or function. These guidelines are critical to consider as the city approves new developments, establishes new residential subdivisions and annexes new areas.

- The basic form of the major thoroughfare system is shaped by the spacing and alignment of arterial streets. The system of arterials should be continuous and networked in a general rectilinear form. In lower density suburban and general urban areas, arterial spacing may need to be one-half mile or less, with collectors spaced at 1/4-mile. In denser urban areas, arterials may need to be spaced at 1/4-mile or less.
- Arterial thoroughfares should be supplemented by secondary thoroughfares spaced at most 1/4-mile apart. Closer spacing of thoroughfares (1/8-mile for collectors) may be needed, depending on pedestrian activity levels, desired block patterns and continuity. Natural features, preserved lands, or active agriculture may interrupt the pattern.

- Areas interspersed with mixed-use and walkable activity, such as commercial districts and activity centers, require more frequent and connected networks of local streets.
- The transportation network should include a system of bicycle facilities with parallel routes generally no more than 1/2-mile apart, and with direct connections to major trip generators such as schools, retail districts and parks. Bicycle facilities may include on-street bike lanes, separated paths, or shared lanes on traffic-calmed streets with low motor vehicle volumes.
- Local streets should be configured in a fine-grained, multimodal network internal to the neighborhood, with multiple connections to the system of major thoroughfares. Where street networks cannot be connected, they should be supplemented by pedestrian and/or bike-pedestrian facilities to provide the desired connectivity.
- Pedestrian facilities should be spaced so that block lengths in less dense areas (suburban neighborhoods) do not exceed 600 feet (preferably 200 feet to 400 feet) and relatively direct routes are available. The existing historic pattern in Downtown Gallup has blocks that are 300 feet by 300 feet.
- In the densest urban areas that are developing or redeveloping (such as in the U.S. 491 area, or new village centers), block length should not exceed 400 feet. Preferably, block lengths should be 200 feet to 300 feet in developing areas where new blocks can be laid out to support higher densities and pedestrian activity.

D. Goal, Objectives and Policies

Goal: Develop a well-balanced transportation system that will provide for the safe and efficient movement of people and goods to, from and within Gallup

- 1. Develop and maintain a multi-modal transportation network**
 - a. Maintain and continue to improve the highways and arterial streets as the primary network of Gallup's traffic circulation system.
 - b. Interconnect collector and local streets to assure that the transportation network consists of many routes accommodating lower volume traffic.
 - c. Implement traffic calming strategies for local, collector and arterial streets to reduce auto speeds to safe and acceptable levels.
 - Maintain low speed limits in Central Gallup.
 - d. Emphasize all modes of transportation (e.g., automobiles, transit, pedestrians, and bicyclists) in all street improvement projects.
 - e. Comply with Americans With Disabilities Act standards for wheelchair accessibility in street improvement projects.
 - f. Design streetscape improvements consistent with the recommendations, goals and policies in the Urban Design Element.
 - g. Avoid supporting and developing costly loop roads that would likely serve very limited travel demand and may induce sprawl patterns of land use.
 - h. Continue a high level of snow removal and periodic cleaning of streets.

2. Enhance pedestrian safety in Gallup

- a. Reduce pedestrian accidents through street design, education and law enforcement.
- b. Build missing links in the sidewalk system.
- c. Replace sidewalks that are in irreparably bad condition.
- d. Complete sidewalks on I-40 overpasses, including Muñoz and Miyamura.
- e. Support development of off-street urban trails in the city that provide safe and convenient pedestrian routes to work, school and shopping consistent with the Trails and Open Space Element.
- f. Support development of recreational trails in the city for pedestrians and bicyclists consistent with the Trails and Open Space Element.

3. Manage congestion in major business districts

- a. Support means to reduce congestion on U.S. 491 and West Maloney Avenue, including the development of an Allison-I-40 interchange.
- b. Support new street extensions in a grid pattern in the U.S. 491 business district.
- c. Create alternative routes for dispersed trips.
- d. Incorporate streetscape improvements and traffic calming.
- e. Support grade separation of Second and Third Streets with the railroad tracks.
 - Consider underpass sidewalks accompanying an underpass street or, alternately, a pedestrian bridge over the railroad tracks.

4. Create a system of interlinked transit services serving Gallup

- a. Support the local Gallup Express bus system.
 - Encourage routes serving significant destinations in the community.
 - Encourage frequent service and weekend service.
 - Develop bus stops for scheduled routes, including bus shelters, benches and trash receptacles.
- b. Encourage all transit services, including Greyhound Buses, to serve the Multi-Modal Center.
 - Determine ways to staff the facility while open, maintenance of public bathrooms, and address any safety concerns.
- c. Seek coordinated schedules of transit services, including Amtrak, Navajo Transit, ZEE, Inc. Transit, Greyhound and Gallup Express, to allow for convenient transfers among providers.

5. Create a system of bicycle lanes, trails and routes

- a. Develop a bicycle network map using bicycle lanes, trails and routes.
 - Designate bicycle routes on selected local streets where bicyclists share the unmarked travel lanes with automobiles.
 - Designate bicycle lanes on minor arterial and collector streets.
 - Generally avoid principal arterial streets for bicycle lanes due to excessive costs, liability potential, and safety concerns.
- b. Develop a bicycle lane on the north side of Mendoza Boulevard to create a pair of one-way bicycle lanes pending available funding.

- c. Coordinate with the Trails and Open Space Committee, Adventure Gallup and Beyond, and other advocacy groups.
- 6. Utilize an advisory structure and appropriate planning studies to guide transportation improvement decisions**
- a. Create a transportation committee of citizens appointed by the city, with some insulation from politics, to study transportation network alternatives, transportation issues, and provide transportation planning recommendations.
 - b. Update the 1992 City of Gallup Transportation Master Plan to be consistent with the Growth Management Master Plan in areas including but not limited to: land use recommendations, street network guidelines, street spacing principles, and transportation goals and policies.
 - c. Develop a plan for median replacement of continuous turn/center lanes on selected segments of U.S. 66, either in the transportation master plan update or in a corridor plan.
 - d. Develop in the transportation master plan, or alternately, in a sub-area plan a street lay-out of the U.S. 491 Business District, including traffic forecast modeling to determine the degree to which a multi-modal network reduces congestion on U.S. 491 and Maloney Avenue.
 - e. In the transportation master plan, study and make a recommendation about the reversion of Second and Third Streets to two-way traffic flow.
 - f. Develop a circulation plan for the anticipated new Gallup Indian Medical Center at a site to be finalized.
- 7. Support transportation funding alternatives at the state level, and devise appropriate local funding options**
- a. Support transportation funding alternatives at the state level
 - Advocate for public-private partnerships, spending of all transportation-related revenues on transportation needs, indexing of taxes to inflation, and establishing a state-level permanent fund.
 - b. Seek NMDOT planning and programming of city projects.
 - c. Update the city's annual ICIP.

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