

## IV. Land Use Element

*“Land use” is the study and practice of guiding the urban form and development patterns of the community.*

*The Land Use Element presents a broad vision of current and future land use, serves as the basis for land use regulation, and generally integrates all elements of the plan.*

**Exhibit IV-1**  
*Aerial Photograph of Pre-2006 City Limits.*  
*Shows Gallup’s linear form*  
*(source: Google Earth)*

### A. Introduction

The purpose of the Land Use Element is to guide the future pattern of land use in the city and adjacent unincorporated county area over the next 20 years. The Land Use Element presents a broad vision of current and future distribution and character of land uses. The Land Use Element is the “keystone” in the growth management master plan. More than any other element, it integrates all of the plan components. Consequently, it should be consistent with and supported by the other elements of the plan.

### B. Existing Conditions

#### Location

Gallup is situated at 6,515 feet elevation on the Colorado Plateau in northwest New Mexico within the valley and hills above the Rio Puerco of the west. Chapters of the Navajo Reservation are located in all directions from Gallup, with the historic reservation line seven miles to the north of Gallup. The Zuni Reservation is 25 miles south of the city. The Fort Wingate Army Depot is located on 22,000 acres (<http://www.globalsecurity.org>), three miles east of Gallup. The Cibola National Forest encompasses 360,000 acres of the Zuni Mountains southeast of the community. Gallup is 22 miles from the New Mexico /Arizona state line.

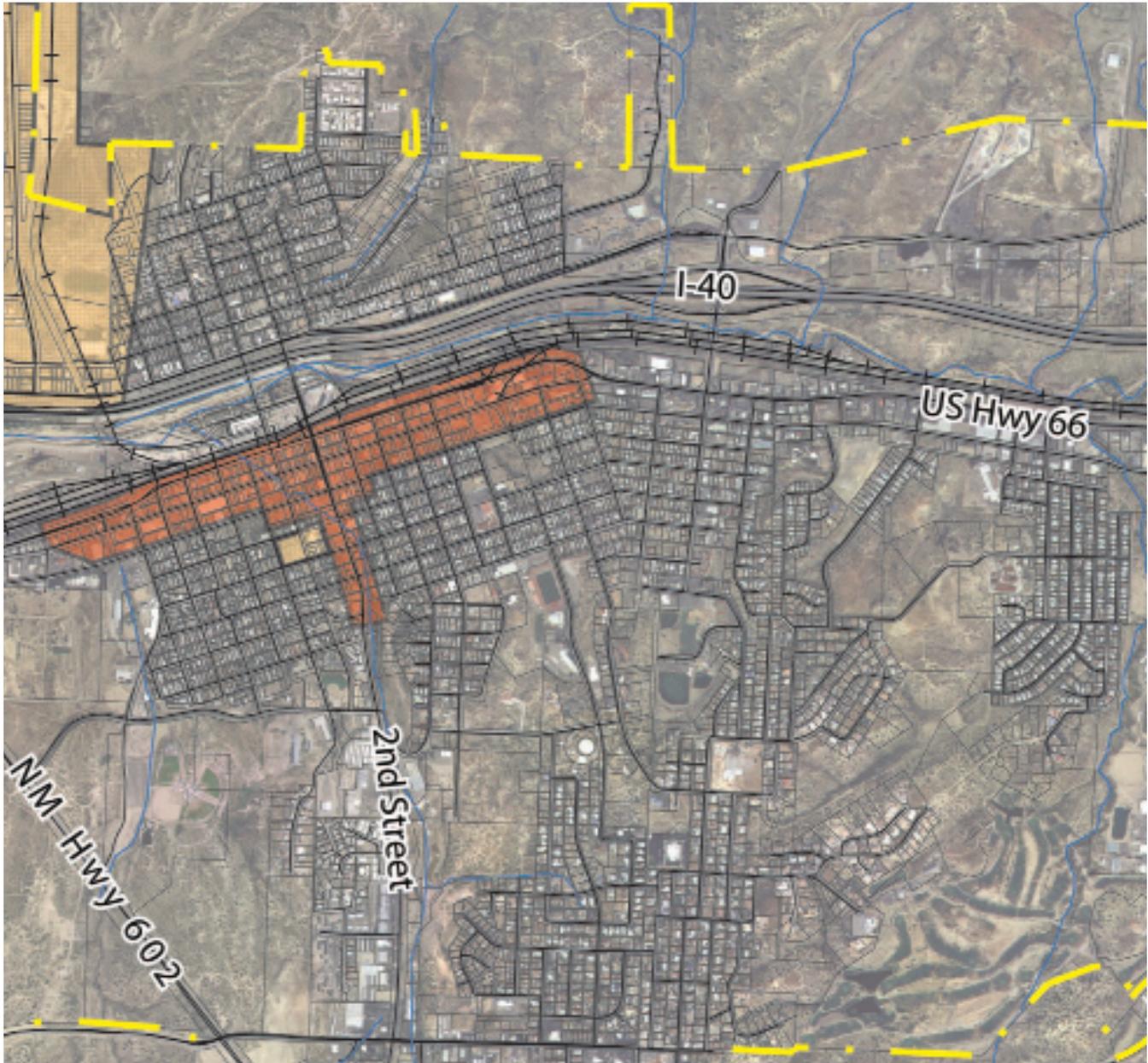
#### Urban Form

The city of Gallup is notably linear in its form, following the east-west orientation of the Rio Puerco, railroad, U.S. (Route) 66, and Interstate 40. Including the extension to Red Rock Park, the city is nearly 14 miles long. Without the Red Rock Park extension, Gallup is approximately 10.3 miles long.



**Exhibit IV-2**  
*Gridded  
Downtown and  
Surrounding  
Neighborhoods  
on the South  
Side and Historic  
Neighborhoods on  
the North Side*

The historic downtown and gridded surrounding neighborhoods are south of the Rio Puerco. Newer neighborhoods continued to develop in the hills to the south in proximity to the Gallup Indian Medical Center, Rehoboth McKinley Christian Hospital and other clinics comprising the medical center. The University of New Mexico-Gallup Branch and rural residential development are south of the medical center. The historic North Gallup area, primarily residential, is located east of Camerco Wash and west to Miyamura on the northern edge of the valley floor and climbing up the hills north of Interstate 40.



Numerous residential neighborhoods built after World War II are distributed along the length of the community. The neighborhoods typically are not contiguous with one another, separated by undeveloped land. Gaps between neighborhoods are created by hillsides, rock outcrops, drainages, coal mine waste piles, and major streets or highways acting as barriers. In some areas, clusters of nonresidential land uses and changes in land ownership contributed to the physical separation of neighborhoods. Many neighborhoods have unconstrained vacant land on their edges that could be developed in the future.

**Exhibit IV-3**

*Example of a Physically Separate Neighborhood on the Far East Side. (Source: Google earth)*



The community contains several distinct commercial areas. The downtown is the historic hub of the community, oriented originally in proximity to the train depot (now the community visitors' center) and later, Route 66. Both east U.S. 66 and west U.S. 66 are commercial corridors with groupings of contiguous businesses separated by varying undeveloped stretches. Some of the newest commercial development has located close to the east and west I-40 interchanges along U.S. 66. The U.S. 491 commercial area north of I-40 is the largest contiguous commercial district in the city. South Second Street is another commercial corridor extending south from downtown over a distance of approximately 1-1/2 miles.

Gallup's setting among major physical features allows for impressive views in all directions. Nearby physical features include Pyramid Rock, Church Rock, all of the Red Rocks, the White Cliffs to the north, and the Zuni Mountains to the south. Besides the largely developed hills in the central area within the community, the Hogbacks are at the east end of town, extending from the south in a northwest direction. The Rio Puerco historic flood plain extends along the length of the river. Some of the arroyos and washes draining through the community into the Rio Puerco include: Gamarco Wash (north), Bread Springs Wash (south), Little Rio Puerco (south), Catalpa Arroyo (south), and Periti Wash (south).

Coal mines in the area have also influenced the community's development pattern. Some mine shafts underlay the historic downtown and have been built over without apparent major structural problems. In general, undermined areas should be avoided for development unless they are fully stabilized. Most mines in and near Gallup created surface disturbance and activity levels that discouraged nearby urban growth, leaving the area undeveloped until it was reclaimed later.

For example, mines in the vicinity of Patton Drive, the Sports Complex, and the Northside created pockets around which urban development was diverted. Mines with waste piles identified in 1996 are listed below with location by township, range, section, and, for some sites, quarter section. Some of the waste piles have been removed since 1996.

### Coal Mines in Gallup

- Independent Mine T.15N., R.18W., Sec. 14 SW1/4
- Camerco West Mine T.16N., R. 18W., Sec.33 SW1/4
- Allison Mine T. 15N., R.18W., Sec. 18 SW1/4
- Winter Mine T.15N., R.18W., Sec. 21
- Aztec Mine T.15N., R.18W., Sec. 21
- Thatcher Mine T.15N., R.18W., Sec.13, NW1/4 of the NW1/4
- Wood and Stewart Mine T.15N., R.18W., Sec. 14, NE1/4
- Unknown Biava Mine T.15N., R.18W., Sec. 14, NW1/4
- Rocky Cliff Mine T.15N., R.18W., Sec.10 SE1/4 of the SE1/4
- Enterprise Mine T.15N., R.18W., Sec. 14
- Sunshine Mine T.15N., R.18W., Sec.10, SE1/4
- Hyde Mine T.15N., R. 18W., Sec. 13 NE1/4
- Biava Mine T.15N., R. 18W., Sec. 10
- Red Rock Mine T.15N., R. 18W., Sec. 19
- Navajo Mine\* T.16N., R. 18W., Sec. 33 and 34

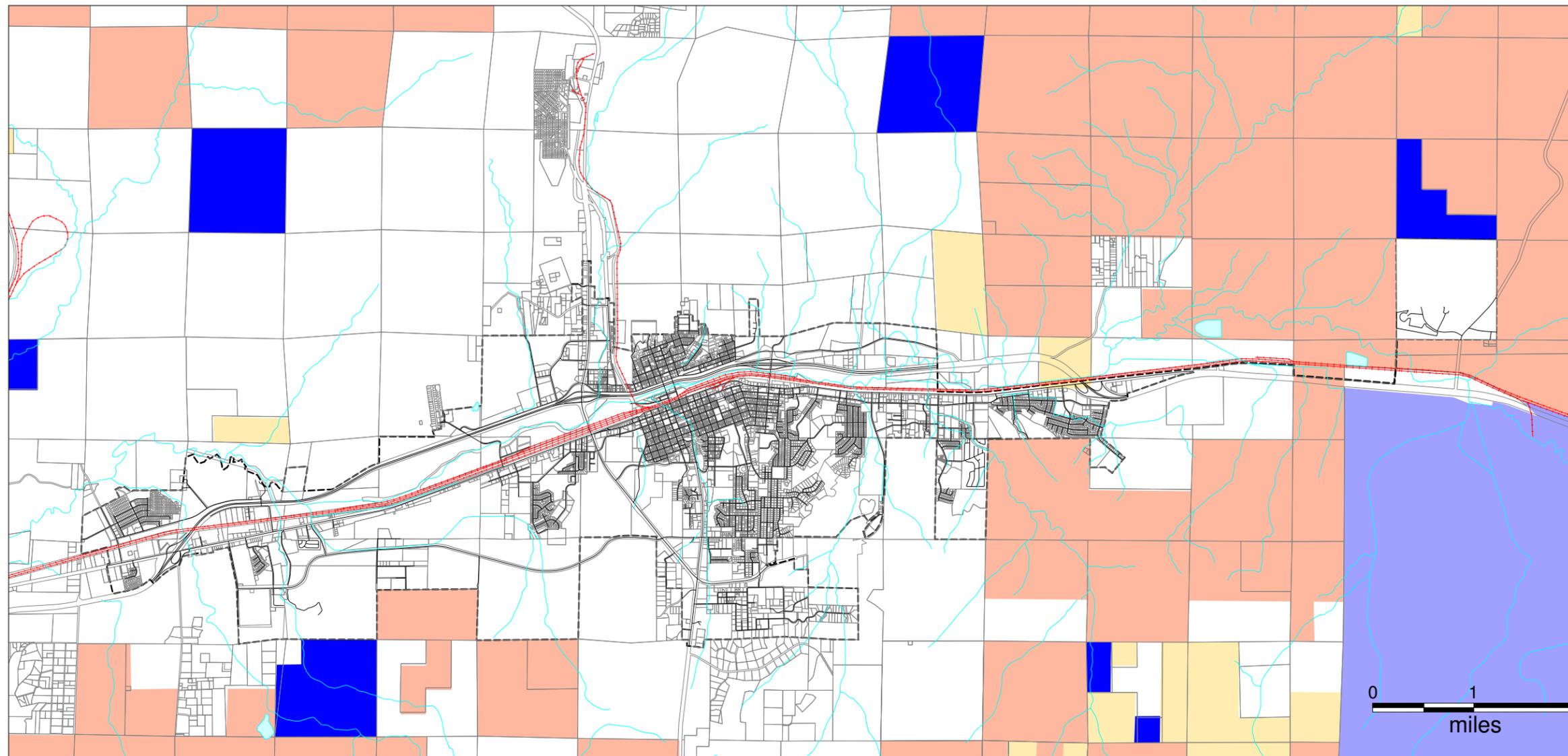
Source: Memorandum from Raymond Rodarte, Reclamation Specialist 3 to the Gallup Reclamation Project - 95, January 9, 1996.

### Land Status

The city of Gallup is on private land in the midst of mainly public and Indian lands. McKinley County encompasses a total of 5,463 square miles, of which 78.5% is public and Indian lands and 21.5% is private lands. Non-private land holdings are generally not available for urban development, with some exceptions. Navajo Chapter community centers and the Churchrock Industrial Park, where the Fire Rock Casino is currently under construction, are examples of urban development on Indian lands in proximity to Gallup. The Fort Wingate Army Depot has been decommissioned and effectively locked up in management and ownership disputes. Development on the Army Depot lands is not considered likely in the near future.

A mix of private, Indian, state and federal land holdings are in the Gallup vicinity, both inside and outside the city. Much of the private land is held in large tract ownership. Camerco Associates is the largest landowner in the area.

**Exhibit IV-4**  
Land Status in the Gallup Vicinity



**Land Ownership**

- |   |   |
|---|---|
|  Bureau of Land Management |  Railroad    |
|  Department of Defense     |  Water       |
|  Indian                    |  City Limits |
|  Private                   |  Parcel      |
|  State of New Mexico       |   |

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## Existing Land Use

The city of Gallup contains just over 12,000 acres, or 18.9 square miles of land area. Over half of the land area, 11.8 square miles, remains undeveloped for urban uses, and is either vacant or in rights-of-way. Of the remaining developed land, residential lands require the most area, just over 2.5 square miles, or 35%. Most of the residential land is in single family development, with 1.8 square miles. Businesses, including commercial and industrial uses, are the second largest category, occupying 1.5 square miles. Parks and recreational facilities come third, with 1.4 square miles. Public uses, including city, county, state and federal offices, and accessory uses, occupy 0.8 square miles of land, while schools take 0.7 square miles of land in the city. The other land use categories — hospitals/medical clinics, churches, and cemeteries — each occupy 0.1 square miles.

**Exhibit IV-5**  
Land Use  
Inventory

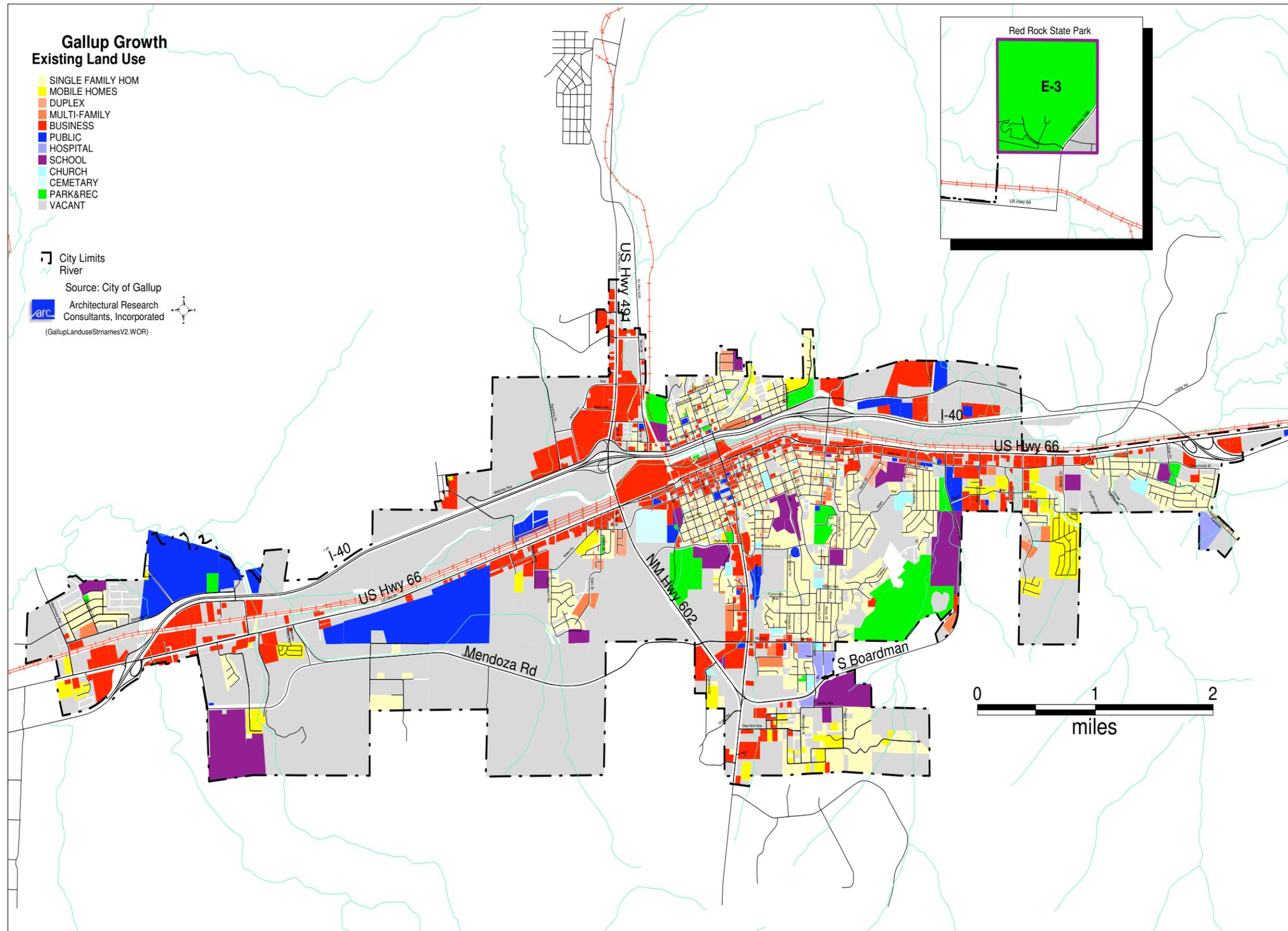
Land Use Category	Acres	Square Miles	Portion of Total Area	Developed Area
Single Family Residential	1,169.5	1.8	9.5%	24.2%
Mobile Homes	285.7	0.4	2.3%	5.9%
Duplexes	52.5	0.1	0.4%	1.1%
Multi-Family Residential	104.0	0.2	0.8%	2.2%
Business	1,074.8	1.7	8.7%	22.2%
Public	633.4	1.0	5.1%	13.1%
Hospitals/Medical Clinics	55.6	0.1	0.4%	1.1%
Schools	453.8	0.7	3.7%	9.4%
Churches	61.1	0.1	0.5%	1.3%
Cemetery	41.9	0.1	0.3%	0.9%
Parks and Recreational Facilities	902.1	1.4	7.3%	18.7%
Vacant and Some Rights-of-Way	5,624.9	8.8	45.5%	NA
Rights-of-Way - Remainder	1,904.9	3.0	15.4%	NA
<b>Total</b>	<b>12,364.2</b>	<b>19.3</b>	<b>100.0%</b>	<b>54.5%</b>

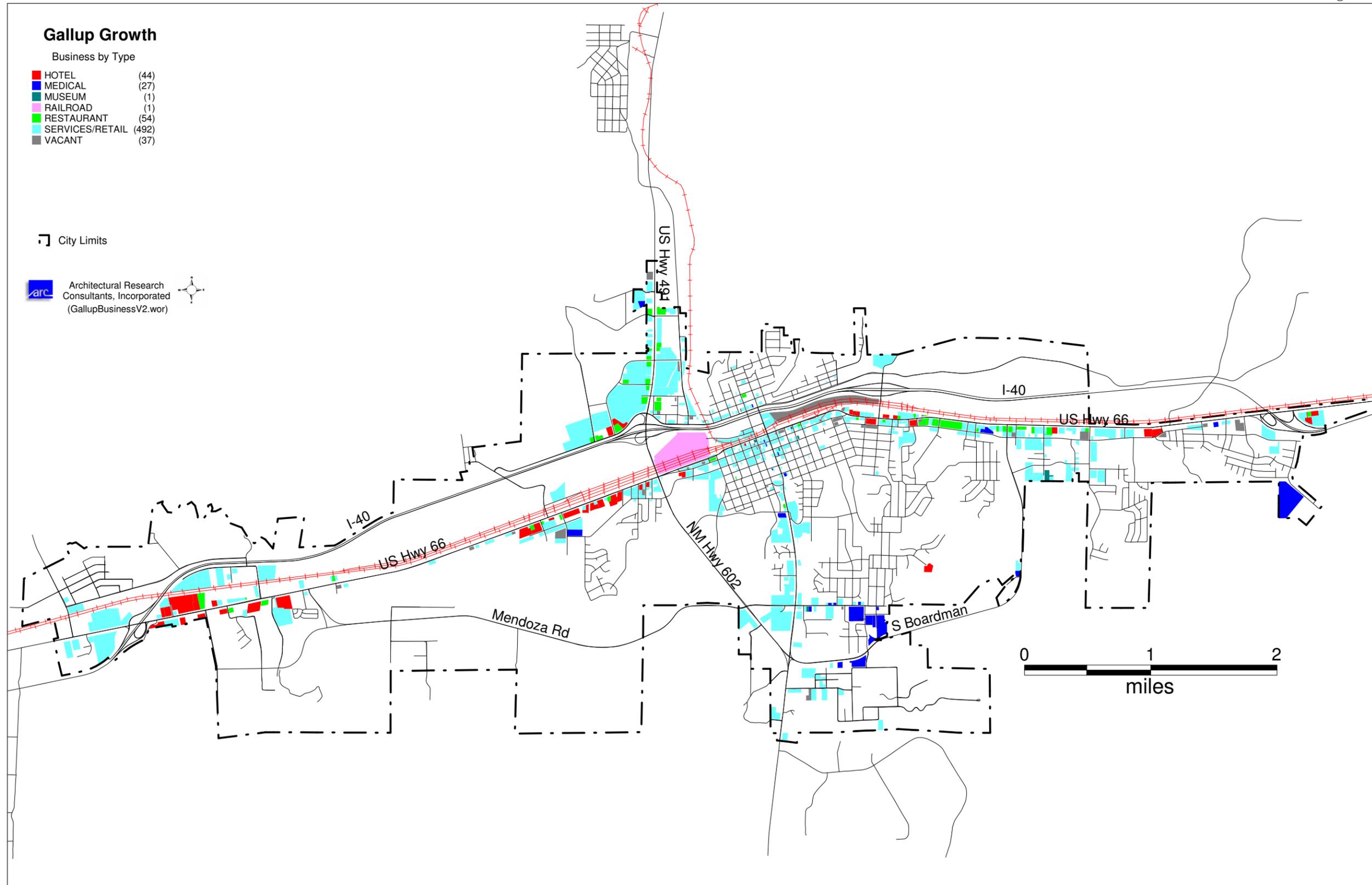
Sources: McKinley County Assessor's Office parcel data, City of Gallup addressing database, City of Gallup Planning Department, and ARC - August 13, 2008.

Note: the parcel-based data do not show partially vacant properties.

Businesses were further differentiated into categories of general service/retail, hotels, restaurants, medical, museums, railroad, and vacant buildings. Exhibit IV-4 shows the pattern of business locations in the city. Most hotels are within a mile of the Interstate interchanges. Restaurants are in many commercial districts, but are most concentrated on U.S. 491, downtown and on East 66. Most medical land uses are in the medical center on the hill.

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While not shown on the existing land use map, the pattern of land use outside the city provides the framework for much of the community dynamics inside Gallup. Mainly residential communities close to Gallup include:

- North of Gallup
  - Camerco
  - Yah-ta-hey
  - Rock Springs Chapter
- West of Gallup
  - Allison
  - Tsayatoh Chapter
  - Manuelito Chapter
- East of Gallup
  - Communities of Churchrock and Sundance in the Churchrock Chapter
  - Fort Wingate
- South of Gallup
  - Breadsprings Chapter
  - Red Rock Chapter
  -

## **C. Issues and Opportunities**

### **Land Area Requirements to Accommodate Future Needs**

The city of Gallup must be prepared for likely growth that will require infill, redevelopment and expansion of urban development into currently undeveloped areas. An important component of growth management is the development of a realistic range of land area requirements in the future. A reasonable level of growth can then be guided in appropriate locations, with coordination of acreage, sizing of infrastructure and public services, and timing.

As discussed in the Existing Conditions chapter of this plan, the city's population is projected to increase at an average annual rate of 0.5% to 1.5% during the planning period. An implication of this growth is the need for additional housing in the community. Additional demand for housing units in the community also results from declining household size, anticipated to continue due to an aging population and some overcrowding. In addition, since Gallup's housing stock is aging, replacement housing units will drive more land use change, some of which should occur in existing developed areas as infill and redevelopment, while some will be on currently undeveloped lands.

Nonresidential development has increased faster in recent years than residential growth in Gallup. Since Gallup is a center of regional employment and provider of regional trade and services, the current as well as anticipated demand for nonresidential land area is more closely associated with McKinley County population growth than city population growth. The regional trade area served by Gallup actually extends beyond the county into portions of San Juan County, New Mexico and Apache County, Arizona.

Existing land uses were correlated by land area (in acres) to current housing and population levels in the city and county in order to determine likely land

requirements for additional urban land area in the city. The analysis included assumptions about changes in the distribution of housing types and densities. A slightly higher proportion of housing units was expected for duplexes and multi-family housing than currently are in Gallup, while mobile homes, or residential development of similar density, were anticipated to continue to take the same share of housing as they do currently. Nonresidential demand for business-based land use was anticipated to increase at the rate of projected county population growth (also shown in the Existing Conditions chapter of this plan).

**Exhibit IV-8**  
Land  
Requirements  
Scenarios

<b>City of Gallup Land Requirements Scenarios (Acres)</b>				
Land Use Category	Existing Land Use (2008)	Net New Developed Land		
		Ten Year Period Based on Mid-Range Scenario 2*	Ten Year Period Based on Average of Mid and High Range Population Projections	Twenty Year Period Based on Average of Mid and High Range Population
Single Family Residential	1,169	110	268	535
Mobile Homes	286	30	64	128
Duplexes	53	11	16	31
Multi-Family Residential	104	13	26	52
Business	1,075	162	162	346
Public	633	55	55	109
Hospitals/Medical Clinics	56	80	80	80
Schools	454	68	68	146
Churches	61	9	9	20
Cemetery	42	6	6	14
Parks and Recreational Facilities	902	50	50	100
Vacant and Some Rights-of-Way	5,625	NA	NA	NA
Rights-of-Way - Remainder	1,905	NA	NA	NA
<b>Total Developed Land</b>	<b>4,834</b>	<b>594</b>	<b>804</b>	<b>1,562</b>
<b>Total Land</b>	<b>17,199</b>	<b>17,792</b>	<b>18,002</b>	<b>18,761</b>
<i>Portion of Net New Developed Land Over Existing Developed Land</i>		12%	17%	32%
Notes:				
*Scenario 2 housing type allocation places a higher portion of new housing units in duplexes and multi-family than in single family houses compared to the existing (2000) housing stock. The portion of mobile homes stayed the same.				
*Scenario 2 non-residential land use requirements are based on acres per capita of current and projected McKinley County population, with the exceptions of: public. No new developed land is needed for the airport. The needed land for Hospitals assumes that IHS will build a new hospital using 80 acres of developed land. New new developed land is needed for Red Rock Park since a regional facility does not require new land area on a per capita increment.				
The business land use category includes both retail and industrial/warehouse. Expansion of industrial/warehouse uses, which tend to be land-intensive, may require more land than shown here.				
Some additional rights-of-way will be required in the future. Land requirements have not been quantified.				

The results of the future land use requirements analysis are that Gallup needs from 600 to 800 acres of net new development land over a 10-year period. Over a 20-year period, one scenario shows a need for 1,562 acres of additional developed land, within a range of 1,200-1,600 acres. Compared to the current developed land base, this growth represents an increase of 12-17% over a 10-year period, and over 30% increase over a 20-year period. Gallup has a substantial land base

of undeveloped land that could be suitable for development if infrastructure were extended to serve growth areas. Undeveloped land is shown in most quadrants of Gallup in the existing land use map (Exhibit IV-6).

It should be noted that the 1999 Growth Management Master Plan anticipated a substantially higher rate of land absorption, expecting 100 acres per year, which is 20-40% more than the current calculation. By broad categories of land use, the calculations in 1999 and 2008 are proportionally similar.

Through the existing land use inventory, major opportunities are identified for infill and redevelopment in addition to newly developed land areas. Residential redevelopment and mixed-use developments offer many benefits to the community by building within activity centers and nearby established areas, resulting in conveniences, efficiencies, and some reduced costs. With the aging of the population, there will be more households with singles and couples with no children. Smaller housing units located within walking distance of work, stores, restaurants and leisure activities should take a share of the expected growth.

Many existing nonresidential developments in Gallup contain unused or under-used areas of their properties that could be further built or redeveloped. Some of these properties should be primary areas for the absorption of new nonresidential development, including expansion of existing businesses.

## **Regional and Secondary Activity Centers**

### ***Regional centers***

The two most important centers in Gallup are the Downtown and U.S. 491 Business District. Both of these areas have risen to primacy because of their concentration of businesses and employment, and high potential to become more complete mixed-use areas that would be primary destinations for local residents as well as regional trade. Both areas must continue to make improvements over time in order to retain their competitiveness, improve their functions, and enhance the experience of shoppers, workers and residents.

#### *U.S. 491 Business District*

The continuing investment in the shopping and hospitality sectors indicates that there are land development opportunities in the easily-accessible, already built-up areas of Gallup. The demand for continued retail/commercial expansion in areas adjacent to the Rio West Mall near U.S. 491 and Interstate 40 is straining the city's circulation efficiency, which could also be adversely affected if the accessibility and congestion of highways is not improved. (See the Transportation Element.)

The U.S. 491 Business District is the largest retail center in the community and has the opportunity to transform into the "New Town" center of Gallup. A proposed vision for this highest priority area includes:

- Architectural distinction that is human scale and attractive
  - Accessible to trade area residents as well as city residents
- Small and large protected public spaces, pleasant urban places
- Attractive big-box shopping offerings

- Hotels that provide for visitors walkability either to adjacent park or to stores
- Street trees
- More diverse, mid-range scale shopping
- Convenient accessibility achieved through a more extensive network of small and mid-sized streets, providing more capacity on alternative routes
- Smaller parking lots located where drivers can park once and walk to various stores
- Nearby residential areas with a range of housing prices and types where residents walk to shopping opportunities
  - Senior housing should be a part of the housing mix
- Parks and other public spaces

### ***Urban Design Aspects of U.S. 491 District Development and Redevelopment***

The Urban Design Element includes a visualization of redevelopment of the U.S. 491 Business District that would create a versatile retail/mixed land use pattern and improve traffic congestion by adding more street network. Land use, urban design and transportation features are integrated in the visualization of the district. The full realization of this vision will require many years, although catalytic land use development steps should take place within the next two to three years.

#### *Downtown*

Downtown Gallup has key opportunities for retail, office and hospitality industry expansion. There, revitalization as a pedestrian-oriented shopping, dining and entertainment precinct creates a more urban business opportunity environment than in other locations in the community.

The vision for a lively historic downtown includes:

- Restaurants, entertainment and cultural events at several public and private venues, including Courthouse Square
- Increased private employment in local offices, arts, and services
- Retained public employment
- Thriving retail shops
- One or more hotels catering to travelers and destination tourists
- Tourists and locals enjoying the walkable commercial area with interesting local shops, and its scale, historic buildings, murals, Courthouse Square, and new, high quality and compatible architecture
- Investment in both old and new buildings
- Housing (some affordable) on upper stories, several new apartment buildings, and intact single family homes and duplexes in the nearby walkable historic neighborhoods
- Shade and protection from the elements
- Outdoor entertainment
- Views of the courthouse
- Places for young and old to enjoy
- Use of El Morro Theater for larger venue entertainment and some conference space or, if not feasible, a new building for a performing arts center, meetings, small conventions, and other events

### ***Barriers to Use of Second Floors in Downtown Gallup***

Converting or re-establishing upper stories for living quarters has been difficult to accomplish due to building and fire codes and ADA compliance. While such efficient use is a laudable objective, it may not be achievable. Most of the historic buildings downtown have narrow stairwells, halls and doorways. Sprinkler systems may not be installed, or, if old, may not meet current standards.

Many communities besides Gallup have struggled with barriers to re-use of historic buildings. Some communities offer alternative “proportional” code provisions to provide fire protection and life safety systems in historic buildings in order to keep historic significance intact. “There is no single, fits-all solution,” wrote Caroline Alderson and Marilyn Kaplan for an American Institute of Architects conference on building codes and historic rehabilitation (<http://www.aia.org>). For example, Grapevine, Texas recently finished a project of retrofitting sprinkler systems throughout their historic downtown. It is recommended that city code officials research what has worked in other peer communities, and work with building owners on a case-by-case basis to arrive at acceptable practices. Historic building owners/developers may need a design team of fire protection engineers and architects to propose well-documented solutions for the city to review.

### ***Urban Design Aspects of Downtown Gallup Development***

The Urban Design Element contains detailed guidelines and recommendations for Downtown Gallup. Components of land use, urban design and transportation are addressed.

#### ***Secondary Centers***

Besides the regional centers of downtown and the U.S. 491 district, numerous locations are available for neighborhood commerce, professional or administrative offices, business park employment campuses, industry and warehousing.

These nodes should develop into unique smaller districts with distinct functions, such as:

- Retail centers associated with nearby established neighborhoods
- Travel centers
- Industrial development
- Medical center(s)
- Educational institutions (e.g. UNM-Gallup and the high school)

Decentralization in commercial services has long been a strong force in Gallup’s land use pattern. Shopping centers typically anchored by a large retail tenant serving local and regional customers, such as a supermarket, are dispersed along commercial corridors. The discontinuous strip development along U.S. 66 east and west and, to a lesser extent, south on Second Street manifests the trends in decentralization. Ease of travel by automobile facilitated this development pattern, while concerns are increasing that the costs of gasoline and the inconvenience of dispersed destinations favor more compact development. Nonetheless, Gallup is a generally low-density community with a high level of regional services, many of

which are in fairly close proximity to residences. The assets of this development pattern should be used to create, preserve and in some areas transform current business areas into more desirable nodes of development in the future.

This plan advocates promoting focused growth in selected activity areas along U.S. 66 and other commercial arterial streets that are well placed in proximity to residential areas or specialized activities. This strategy encourages those areas to emerge as sub-area nodes that serve their functions completely. Special architectural and landscaping features, the colocation of complimentary uses that fulfill the nodes' varying purposes, walkability within each activity area, and the introduction of public park space, public art or community services should characterize each of the designated nodes.

### **Residential Growth Revitalizing Neighborhoods**

All of the city's sectors have ample tracts of residentially zoned land that could be designed for housing production in response to the shortage of dwelling units (see the Housing Element). With appropriate site planning, these areas would readily lend themselves to the revitalization of deteriorating properties, create economic opportunities, and more efficiently utilize in-place services and roads.

The Downtown and central neighborhoods deserve the highest priority for residential revitalization. In addition to Downtown neighborhoods, this plan identifies numerous other areas as immediate, high priority candidates for redevelopment. They include:

- (1) Vacant commercial and residential properties situated between U.S. 491 and Ninth Street, in the vicinity of Wilson and Maloney Avenues, on the western edge of the U.S. 491 Business District and adjacent to established older North Gallup neighborhoods
- (2) The area of east-central Gallup bounded by Boardman Avenue (U.S. 564) and Verdi Drive, by Aztec Avenue to the north, and the Gallup-McKinley County School Complex to the South
- (3) The area immediately south of Route 66 and north of Hillcrest Cemetery

Detailed indicators for re-use planning and land use intensification are described in the sub-sector analyses presented later in this chapter. Land development standards incentives are intended to create substantial redevelopment potential for each of these areas as mixed-use residential and community-serving, commercial precincts.

### **Residential Growth Expanding Existing Neighborhoods and Creating New Neighborhoods**

In considering the advantages and disadvantages of expanding existing neighborhoods vs. creating new neighborhoods, there appear to be greater opportunities to expand existing developed residential areas because of the current, rather low level of residential development activity and relative savings expected on infrastructure costs. Since many of Gallup's residential areas are non-contiguous, it would be more efficient to develop suitable adjacent areas than to establish an entire new community. This development should successfully

address challenges such as making street and utilities infrastructure connections, accommodating increased traffic, changing community character, and avoiding sensitive lands that may be in the path of development. However, creative in-fill should add vitality to benefit the neighborhood.

#### *Master-Planned Communities*

The 1999 growth management master plan emphasized master-planned communities as one of the important strategies guiding future growth. If opportunity and momentum in the housing market increase substantially in the future, then sizeable master-planned communities can create a highly desirable urban pattern. Master-planned communities can achieve an excellent variety and balance of land uses, incorporate a high level of amenities, and create a larger template for accommodating growth than small, incremental developments. Land development standards should support both residential and commercial development that foster master-planned mixed uses, including amenities such as public art, parks, and open spaces. Mixed income and housing types should be required. Incentives should be available to induce a greater variety of housing types as well as for revenue-producing commerce and employment conveniently located close to those workforce residences. Suggested strategies include the establishment of housing/employment linkages through planned unit developments, density bonuses for home builders providing open space or developing multi-family complexes adjacent to public parks/paths, and encouraging office-residence combinations.

#### **Historic Preservation**

The city of Gallup has a rich history and an impressive physical historic legacy that have contributed greatly to the community's character. The settlement grew after the Atchison, Topeka and Santa Fe Railroad tracks were laid in 1881. Almost immediately upon its settlement, Gallup became an important trading center for the Navajo Reservation. As early as the mid-1880s, general merchandise wholesalers located here to provide goods to trading post owners and to ship Navajo wool and Navajo rugs to the east.

While the concentration of historic resources is in the downtown area, there are also numerous buildings in the central area around downtown and in North Gallup, as well as some structures along U.S. 66. Several unexcavated archeological sites from Native American settlements pre-dating the town settlement are located in and around Gallup.

The historic building analysis contained in the Revitalization Plan for Downtown Gallup (1982) describes several historic period styles during which downtown buildings were constructed, including:

- Territorial style (including the C.N. Cotton House)
- Railroad commercial style (including commercial buildings along 66 Avenue, containing one and two stories and built of stone or brick, with display windows on the ground story facade and second stories with masonry facing broken by double-hung windows topped by round or segmental arches with elaborate moldings)

- Pueblo revival style (including the railroad depot and the county courthouse)
- Southwest revival styles popular in the 1920s and 1930s (including the El Morro Theater)
- Period styles popular in the 1920s and 1930s (including the U.S. Post Office)
- Residential - adobe houses and bungalows

The National Register of Historic Places is the official list of the nation's historic places worthy of preservation. The national register is administered by the National Park Service, which is part of the U.S. Department of Interior. The New Mexico Historic Preservation Division of the State Department of Cultural Affairs maintains a state register of cultural properties. Seventeen properties are listed on the state and national registers:

- Atchison, Topeka & Santa Fe Railway Depot (Multi-Cultural Center), 201 E. 66 Avenue
- Chief Theater, 228 W. Coal Avenue
- C.N. Cotton Warehouse, 101 N. Third Street
- Drake Hotel, 216 E. 66 Avenue
- El Morro Theater, 205-209 W. Coal Avenue
- El Rancho Hotel, 1000 E. 66 Avenue
- Grand Hotel (Ricca's Mercantile), 306 W. Coal Avenue
- Harrison House, 202 E. Hill Street
- Harvey Hotel, 408 W. Coal Avenue
- Lebanon Lodge #22, 106 W. Aztec Avenue
- McKinley County Courthouse 205-209 W. Hill Street
- Mentmore Meadows Archeological Site
- Palace Hotel, 236 W. 66 Avenue
- Peggy's Pueblo, N.M. 602
- Redwood Lodge, 907 E. 66 Avenue
- Rex Hotel, 300 W. 66 Avenue
- U.S. Post Office (old) (Clay Foltz Agency), 201 S. First Street

The U.S. Census reported that 993 houses still standing in 2000 were built prior to 1950 and are at least 50 years old. They represent 13.6% of the city's housing stock (U.S. Census 2000 SF 3 sample data), indicating a high level of historic houses in Gallup.

Historic preservation has long been a theme in downtown revitalization efforts, with many successful building restorations and renovations. Of course, many historic building facades were remodeled to include modernizing features that resulted in the loss of their historic character, but some of those renovations are recoverable. Downtown historic preservation continues to be a very important effort and the city should work with property owners to keep it moving forward. Additional properties should be added to the national register.

It was noted in the 1982 Downtown plan that due to the excellent masonry done in the early decades of the 1900s, the general building stock of Downtown Gallup is in amazingly good condition, despite its age. These buildings have a high priority

for preservation and restoration, but the historic houses and churches should also be preserved.

Unfortunately, some of the old houses in Gallup were not very well built, or have not been maintained at a sufficient level to make their preservation feasible. It appears that in some neighborhoods, such as Chihuahuita, a significant portion of the housing stock is in poor condition. Consequently, it would be most appropriate to demolish and rebuild selected houses while retaining a high share of the better built historic houses, for an interesting mix of homes of differing vintages in a revitalized neighborhood.

It is unlikely that one or more national register historic districts can be established in Gallup in the downtown or residential areas because so many historic structures have been altered and the buildings are somewhat dispersed. The preservation of high quality historic commercial and residential buildings should be encouraged, as should sensitivity in the design of adjacent newer structures in terms of the historic buildings' scale and perhaps architectural features.

### **Gallup Gateways**

The primary visitor entrances into Gallup are:

- East U.S. 66/I-40 interchange
- West U.S. 66/I-40 interchange
- Muñoz/I-40 interchange, and
- U.S. 491/North 9th St./Chino Loop north of the community.

Community entrances do much to influence visitors' impressions. Community gateways should be located in key visual places, or near areas with remarkable views, and established through landscaping, architecture, public art and signage. These gateways should identify and direct visitors to attractions on Route 66, Downtown Gallup, Red Rock Park, and other major attractions in the community.

### **Outstanding Physical Features and Sensitive Lands**

Prominent colorful and distinctive geologic features and drainages are constraints to development. However, they are also important visual and natural features in and near the community that should be preserved and that contribute to unique community identities for nearby neighborhood areas. Procedures for preserving these areas should be identified to provide guidance for any changes needed in the land use development standards. The Master Plan and its Trails and Open Space Element should include protection of these areas.

### **Water and Infrastructure Constraints to Development**

The most pressing constraint to future development is the needed water supply increase to accommodate anticipated population growth. Currently, in Gallup, 1-1/2 billion gallons are consumed annually, or approximately 178 gallons per person per day (including water resources used by commerce and industry). At this rate, water service demand will call for treating and transporting — or conserving — millions of additional gallons annually. The city must implement an aggressive capital improvements program to expand water and wastewater systems.

Of equal importance to Gallup's future growth potential is the city's ability to adequately process wastewater flows. Currently, the city sewer system is functioning at near capacity levels. Without expansion of the system's treatment capabilities, the construction of additional sewer lines would further tax an already overburdened system. Clearly, the expansion of wastewater treatment facilities is a capital improvements issue that must be addressed in the near future before services can be expanded.

The current water supply, once treatment plant expansion is accomplished, is considered marginally sufficient to meet mid-term growth expectations for an anticipated population of 22,500 to 25,000 persons by 2020. However, acquisition of additional water resources and expansion of the wastewater service infrastructure is recognized as a vital necessity for long-term civic progress and stability.

To address these issues, the city of Gallup is actively pursuing a secure, long-term, increased water supply acquisition strategy. Plan options include development of the new G-22 well field, water delivery pipelines from the San Juan River through the Navajo Gallup Water Supply Project, as well as water conservation and re-use. The city is also working with nearby Navajo Chapters on interim water supply development and distribution in the Navajo-Gallup Water Supply Project.

### **Greenhouse Gas Emissions and Water Conservation**

Environmental issues are epitomized in the preponderance of evidence that greenhouse gas (GHG) emissions are affecting global climate change. It is appropriate that communities consider their roles in helping to reduce GHG emissions through master plans and comprehensive plans. Water conservation is related to GHG due to the increased likelihood of drought in the arid Southwest, although, as discussed above, Gallup is concerned with water use because of its limited water supply, regardless of climate change.

In general, land use scenarios that contribute to GHG production limit mobility choices, requiring automobile transportation in order to access basic lifestyle needs, such as:

- Sprawl housing development (which place residents far from basic lifestyle needs)
- Road systems that do not include maximum connectivity to surrounding destinations, requiring residents to drive farther from point A to point B

Mixed land use, higher densities where appropriate, and compact urban form are environmentally friendly and sustainable land use development patterns. Beyond establishing a land use pattern, the city should encourage building techniques that conserve energy, including: energy-efficient building construction, weatherization of existing buildings, use of energy-efficient appliances and lighting fixtures, low-flush toilets in new housing and businesses, recycled building materials and passive and active solar energy design. Public agencies and businesses should conduct energy audits to identify areas where they can reduce electricity and water use.

A Green Environment Focus Group meeting was conducted on April 23, 2008 as part of the Growth Management Master Plan Update. The group established a goal for Gallup be a showplace for energy and water conservation. It was stated that the Land Development Standards should mandate solar orientation for new construction and retrofitting of renovations should be encouraged to provide solar orientation where possible. A “green” building code was adopted by the city in July, 2008.

The city is encouraged to retrofit municipal buildings to reduce GHG emissions and conserve water. Since funding for an energy-efficiency retrofit is not currently available, this activity should be identified along with an appropriate funding source in a future capital improvements program.

A large solar power plant to generate sufficient electricity to supply the city is being studied. Conceptually, the solar power plant would create many jobs and serve as a destination for tourists and others interested in cutting-edge alternative energy development. The preferred location for the installation is on undeveloped tracts outside the city.

### **Extraterritorial Planning, Platting and Zoning**

Extraterritorial planning, platting and zoning reflect the responsibility shared between the county and municipality to plan together for unincorporated areas in proximity to the municipality. 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, or jointly by the city and county. Extraterritorial zoning can be opted into by 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.

Consistent with state statutes, the jurisdictional area for extraterritorial planning and platting for communities such as the city of Gallup with a population of less than 25,000 persons is territory within three miles of the Gallup city limits.

The city of Gallup is enabled to establish a jurisdictional area for extraterritorial zoning within two miles of its city limits. State statute allows two miles for municipalities with a population of 20,000 or more persons.

Indian trust and allotment lands are not subject to extraterritorial planning, platting and zoning.

### ***Purposes of Extraterritorial Planning, Platting and Zoning***

The main purposes of extraterritorial planning, platting and zoning include:

- Assurance that lands likely 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 pattern

Planning and platting jurisdiction may be exercised in a joint agreement with McKinley County or in independent plans, regulations, and approval processes, where negotiations among the city, county and sometimes the developer are needed to resolve differences in standards and requirements. Extraterritorial zoning may only be implemented if both the city and county enter into an agreement, or through petition requesting zoning, signed by 25% of the electors in the area. Zoning for territory outside of the city limits cannot be initiated unilaterally by the municipality.

If it is expected that new subdivisions will be created or existing subdivisions expanded which some day may be considered for annexation into the city of Gallup, then the city is best served by exercising extraterritorial planning, platting and zoning.

Several years ago, the city of Gallup urged McKinley County to work with the city to establish extraterritorial planning, platting and zoning. The county did not express interest in this cooperative planning. The city's 2006 annexations responded to this lack of interest in extraterritorial planning, platting and zoning, and assured that the city of Gallup could provide guidance to development in the mainly undeveloped lands on its fringes. The city should continue to encourage extraterritorial land use, provided that equitable responsibilities between the city and county can be established.

## Future Land Use

The following drivers for future land use have guided the conceptual future land use map:

- Encourage development activities that support the downtown and central area of the community
  - Efficiencies of utilities, services and transportation, investments, employment center, arts and entertainment center, heart of community, livability, walkability, tourism, diversity of uses
  - Infill and redevelopment
  - Investment in and redesign of the U.S. 491 business district
  - Efficiencies of utilities, services and transportation, enliven retail, keep up with the times, improve circulation and accessibility of street network, make walkable, tie into trails, support redevelopment and property values in nearby neighborhoods, create new residential including senior housing
- Support nodes for distinct functions: retail centers associated with nearby established neighborhoods, travel centers, industrial development, hospital, high schools (including new nodes/activity centers)
  - Add residential development clustered in these areas, and add nonresidential, plus parks and services
- New development areas (acres) scaled to land area requirements projected for future needs
- Protection of constrained and sensitive lands
- Guidance for desired land use patterns in recently annexed undeveloped lands

Future land use categories added to the existing land use map in the Conceptual Future Land Use Map include:

- **Primary Centers.** The U.S. 491 business district and downtown are the primary centers. The *mixed-use* category indicates small-scale infill and redevelopment in the downtown. New residential highlights both a new use to the west and infill and redevelopment of an existing neighborhood between U.S. 491 and Ninth Street, as part of the overall mixed-use redevelopment in the U.S. 491 business district. The area designated business is more extensive in the U.S. 491 business district, anticipating redevelopment of several existing shopping centers and adjacent expanded retail, office or hotel development.
- **Targeted Redevelopment and Secondary Centers.** The *mixed-use* land use category designates areas for targeted redevelopment and concentration of development in designated secondary hierarchy centers. Redevelopment efforts are shown on the fringe of downtown and in the Maloney Avenue corridor. Emergent secondary centers are located close to Miyamura, Boardman, Gallup High School, Mentmore/west gateway, and the east gateway/Rehoboth/Red Mesa areas.
- **Industrial and Warehouse Areas.** The *industrial, warehouse* land use category is applied to existing uses as well as sites identified in a 2004 study.
- **Residential Neighborhoods.** Some infill is indicated as *new residential*. Contiguous areas that are currently undeveloped are also identified as *new residential*. Land areas designated as new residential mainly flank existing residential neighborhoods. However, some new community areas are new

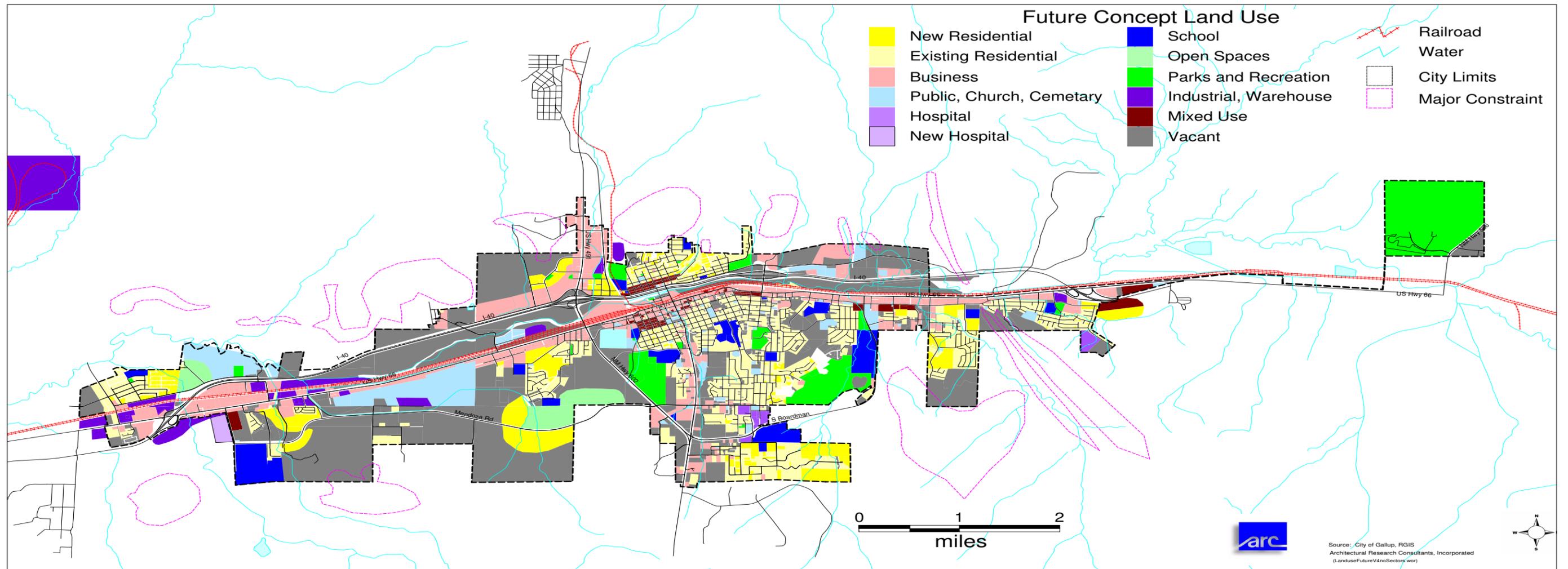
*The Navajo Nation's Fire Rock Casino, located four miles east of I-40 Exit 26, is a major destination. If a new casino replaces the current facility in a new location, then the status and location of this "secondary center" should be revised.*

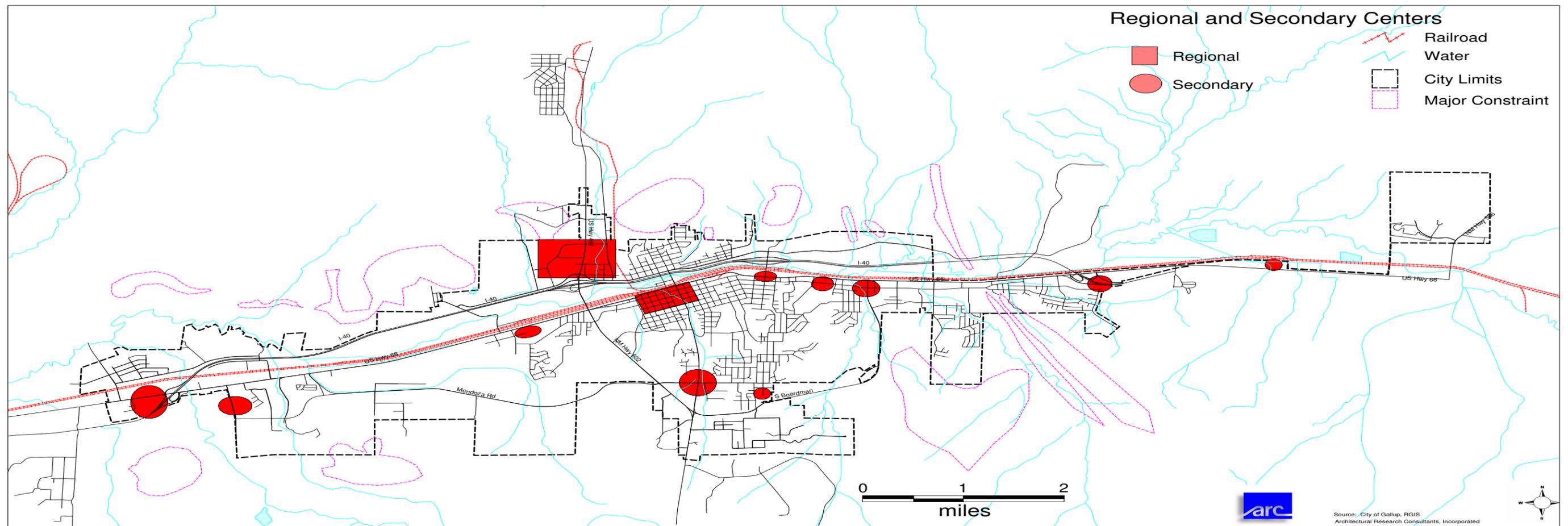
residential (i.e., U.S. 491 west side along Mendoza, and the east gateway areas).

- **Major Constraints.** The 1984 Growth Management Master Plan, prepared by Mimbres Consultants, contained mapping of significant geologic constraints and undermined areas. The general location of these areas shown in the Conceptual Future Land Use Map is to remain undeveloped. These areas are generally unsuitable for development, while more specific site analyses may demonstrate that some areas may be suitable and available.
- **Water** features are shown on the map. These drainage courses should typically be considered constrained from development.
- **Open Space.** Areas generally identified as open space within the city in the Trails and Open Space Element are shown on this map.
- **Hospital.** The anticipated new Indian Health Services Hospital is not shown on this map, but should be added upon identification of the approximately 80-acre site.

The draft Future Conceptual Land Use Map shows 1,326 acres of additional land area under development, which is slightly less than the 1,560 acres calculated to be required for 20 years of projected future development. Considering redevelopment opportunities, this new developed area is probably sufficient.

The Regional and Secondary Centers Map, on the next page, shows the designated centers in the community. This map accompanies the Future Conceptual Land Use Map to guide the approximate location of more intense development, as described in the goals, objectives and policies in this element.





## **Gallup Land Use Development Standards**

The city of Gallup has strived to retain a high level of consistency between the Growth Management Master Plan and the Land Development Standards. As a follow-up to the 1999 Growth Management Master Plan, the city undertook a major revision of its regulatory code to make it support, be consistent with, and assist the implementation of the Master Plan.

The following topics in the current Land Development Standards should be evaluated to assure that they support the goals and policies of the 2009 update of the Growth Management Master Plan:

- Improving code readability through reorganizing and clarifying uses and development standards
- Updating airport land use zoning regulations pursuant to the airport master plan
- Updating parks, trails and open space dedication and payment-in-lieu of land dedication provisions
- Revising standards and procedures for retail/multi-family master planning
- Revising one or more zones to encourage mixed use
  - Alternately, expand the number of zone districts to provide a finer mix of zones, mixed use, range in densities, and range in housing types, office types and employment areas
    - » Downtown zoning
    - » Mixed-use zones
- Refining residential/transition overlay zones
  - Impediments to office conversion of bungalows near downtown
- Developing separate zones or overlay zone districts with distinct development standards for automobile-oriented and pedestrian-oriented commercial developments by different intensities corresponding to the hierarchy of the centers
- Considering incentive zoning
  - Density bonuses for open space or provision of amenities
  - Incentives for affordable housing, such as reducing building permit and plan check fees, density bonuses, and possibly relaxation of development standards
  - Infill incentives: some have been developed; assess how they are working
- Revising standards and definitions update for manufactured houses and mobile homes
- Developing compact development standards that may lower the cost of housing and improve affordability
  - Density and dimensional standards (e.g., lot sizes, units per acre, height requirements, zero-lot-line development, townhouse development, multi-family development, lot coverage for small lots)
- Revising parking requirements
  - Districts such as Downtown where no parking requirements are established
  - Parking standards (e.g., spaces per 1,000 square feet) established at a level low enough to preclude excessively large parking lots that are rarely filled
  - Shared parking
  - Bicycle and motorcycle parking

- Handicapped parking in compliance with Americans With Disabilities Act (ADA)
- Revising street standards
- Revisiting sidewalk requirements using guidelines or standards for each street type
- Adding urban design/architectural standards, such as varied lot sizes and varying front elevations
- Adding a specific historic code to accommodate reuse and retrofit
- Assuring that landscape requirements support xeric landscaping
- Evaluating whether a pattern in variance requests by type indicates that a code provision is out of date
- Amending the sign code to accommodate unique aspects of signage in the different commercial districts — Downtown, U.S. 66, or U.S. 491 areas
- Determining any need to strengthen site grading standards and clearing of mature trees and vegetation
- Assuring that regulations allow for conservation subdivisions providing private common open space
- Updating zoning map in response to the conceptual future land use map

## **D. Land Use Guidance by Land Use Sectors Addendum**

### **Introduction**

The 1999 Growth Management Master Plan divided the planning area into five sectors and eleven “sub-sectors” in the Growth Management Emphases chapter. The current plan update retains the sub-sector level of analysis. Land annexed since 1999 has been added to the adjacent sub-sectors. In the downtown, streets and parcel lines were followed to delineate the Downtown area (C-1) from Cathedral (C-2) sub-sector.

The purpose of the sectors component of the Land Use Element is to provide more specific guidance to desired land use at the sector and sub-sector geographic level. Each sub-sector discussion contains a table showing the existing land use by acres, the applicable excerpt of the Future Concept Land Use map, and more detailed description of conditions and opportunities in particular areas within the sub-sector.

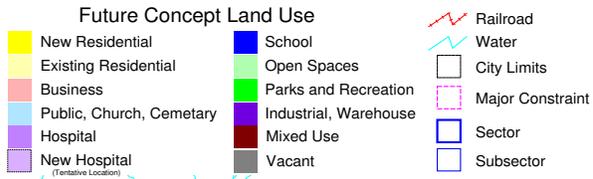
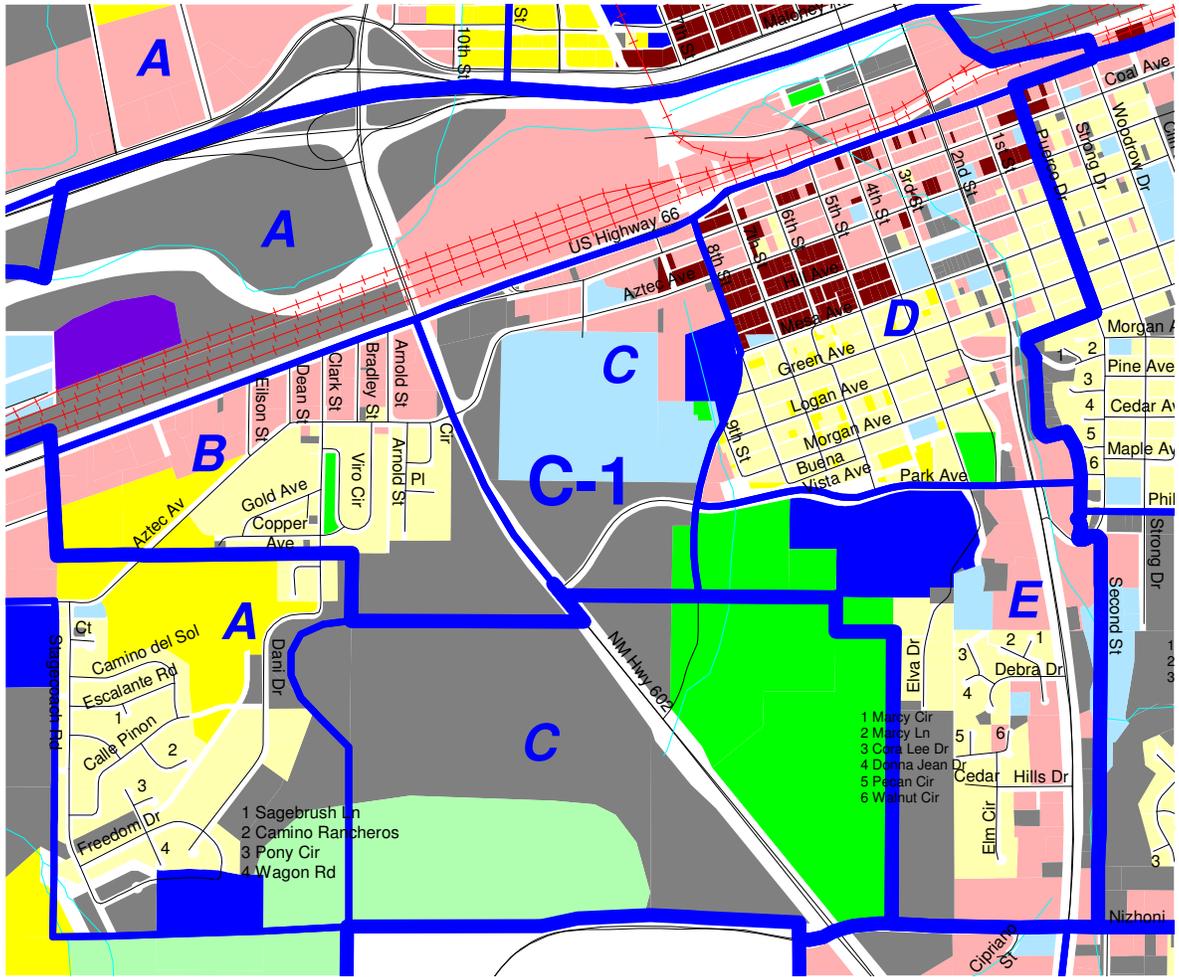
### **Central Area Sector**

Containing the Downtown business district, the core of Gallup, this area possesses a wealth of historic establishments, a wide variety of land uses, and numerous modes of transportation. While the area is relatively well built-up, it has a great deal of potential for more intensive use. One of the overriding recommendations to come from this study includes the emphasis on revitalization and renovation of the existing land uses within the older, historic Downtown area.

Besides the Downtown area, this sector is comprised of a number of distinct residential developments including those of the “Hill” area, Chihuahuita, Viro Circle, and Mossman Avenue. The southeast corner of the sector (See Sub-sector C-2) is dominated by the Municipal Golf Course/Country Club and the Gallup/McKinley County (Middle) School complex. The northern limits of this sector are primarily defined by the path of Historic Route 66, along which there is a variety of different commercial, retail enterprises ranging from hospitality/restaurant establishments to wholesale Native American jewelry houses and “trading-posts.”

Because much of Gallup’s Downtown is already developed, it is, in part, a matter of redevelopment of existing structures to accommodate new uses. Specifically, the renovation of existing residences to satisfy the demand for offices and service-related commercial ventures, a process that has already begun. Also, the downtown area of Gallup is well suited to welcoming more hospitality establishments, given its proximity to tourist-related arts and crafts retail locations.

C-1 Central - Downtown Area Sub-Sector



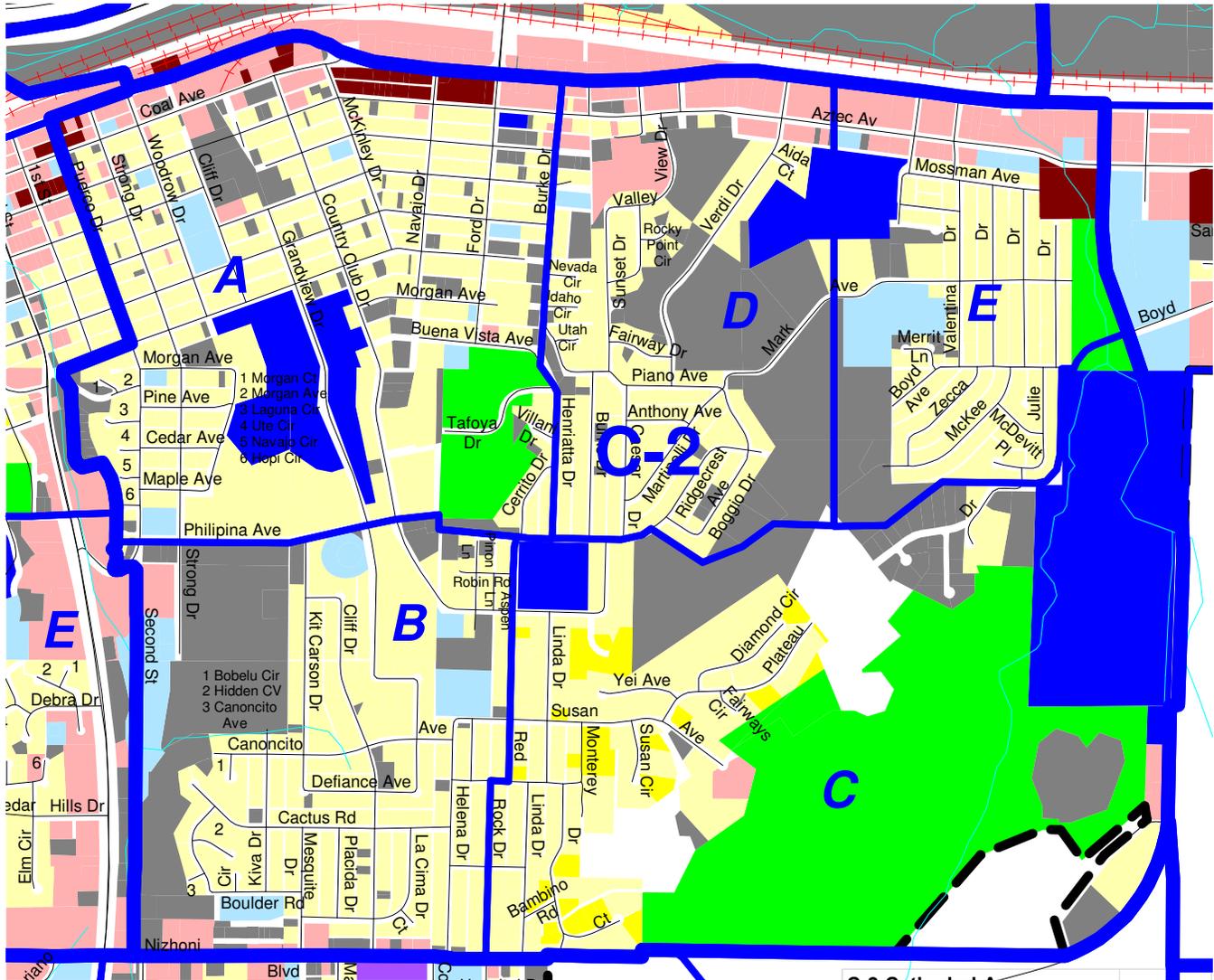
C-1 Central Downtown Area	
Existing Land Use	
Land Use Category	Acres
Single Family Residential	87.8
Mobile Homes	15.0
Duplexes	17.3
Multi-Family Residential	16.3
Business	220.6
Public	38.5
Schools	34.7
Churches	6.4
Cemetary	41.9
Parks and Recreational Facilities	9.7
Vacant and Some Rights-of-Way	315.0
Unassigned or Right of Way	287.7
<b>Total</b>	<b>1,091.0</b>

**C1-A Train Yard:** Portions west of Route 602 and north of Rio Puerco are undeveloped because of the floodplain. The area west of Route 602 and south of the Rio Puerco floodplain appears to have limited use, due to the difficulty of street accessibility and possibly the potential for flooding. The current railroad yards should continue to be used for their current purpose.

- C1-B Viro Circle:** This area, situated to the south of U.S. 66, contains single-family, duplex and mobile-home residential neighborhoods, with commercial development along U.S. 66. The presence of vacant and unused properties makes the area appropriate for in-fill and mixed-use redevelopment/rehabilitation; perhaps increased density residential developments would be appropriate. This area can emerge as a mixed use secondary center with affordable housing and resident-serving commercial uses. It is fairly close to the downtown and has excellent street accessibility in all directions. Allison Road improvements would increase its accessibility. Restrictions on development in proximity to the Gallup Municipal Airport must be honored to assure that the airport can continue to operate safely. Proceeding south along Route 602, the southeast hilltop portion of this area contains some trails and rock outcroppings that should remain as open space.
- C1-C Hillcrest:** This area includes the west edge of Gallup’s downtown. The cemetery dominates the land area, while commercial uses oriented toward U.S. 66 and Aztec to the north, and an elementary school to the east and oriented to the Chihuahuita neighborhood surround the cemetery. The southwestern portion of this area may accommodate small residential development, limited by the embankment of Route 602 and features of the terrain.
- C1-D Chihuahuita:** Justifiably dubbed the “Heart of Downtown,” this area contains government buildings, professional offices (increasingly in converted residences), shopping and restaurants. Chihuahuita is one of the oldest and most interesting historic residential neighborhoods in Gallup, containing many small houses and family residential compounds owned by several generations of families. As discussed in the Housing Element, a significant portion of the housing stock is in poor condition or needs work. The area is prime for revitalization. Mechanisms for achieving revitalization goals include programs to assist low income property owners with rehabilitation and renovation of houses, weatherization, and limited demolition of derelict houses. Continuing the tradition of mixed use is appropriate in the blocks north of Green Street. Opportunities exist for promoting shared parking among various business establishments. Creative redesign of alleys and parking off of alleys may provide satisfactory parking opportunities for some redevelopment initiatives. There may be some opportunity for land assembly for larger scale private or civic building projects, however, care should be taken not to disrupt the predominantly small scale of the historic, walkable residential area.
- C1-E Sports Complex:** This area is primarily devoted to the Gallup Sports Complex baseball fields. The park setting should be improved along the Sport Complex’s northern edge to be attractive and inviting to the Chihuahuita neighborhood. Some of the land surrounding the ball fields is steep and difficult to access, and ought to remain undeveloped. The western portion of this area has limited potential for commercial

development extension, accessed off of Park Avenue. Commercial uses should be relatively low intensity to be compatible to the nearby Chihuahuita neighborhood. The area's east side contains some vacant in-fill lands, commercial uses along Second Street, and apartment dwellings on hillsides above Second Street.

**C-2 Central - Cathedral Area Sub-Sector**



C-2 Cathedral Area	
Existing Land Use	
Land Use Category	Acres
Single Family Residential	490.7
Mobile Homes	0.5
Duplexes	20.4
Multi-Family Residential	21.8
Business	90.6
Public	18.0
Schools	143.3
Churches	30.0
Parks and Recreational Facilities	208.6
Vacant and Some Rights-of-Way	367.3
Unassigned or Right of Way	363.1
<b>Total</b>	<b>1,754.0</b>

- C2-A Green Street:** This area comprises the eastern portion of the historic Downtown/Central City district with residential neighborhoods built on moderately steep hillsides. The downtown commercial area has been dealt with extensively in other sections of the Land Use Element and in the Urban Design Element. This area contains some of the best-built historic homes in the city, many with prominent architectural features. Continuing maintenance and rehabilitation of structures is encouraged. Like the Chihuahuita area immediately to the west, there is evidence of conversion of older residences to office and service commercial uses. The reuse of and limited additions to houses for fairly low-intensity uses preserves historic structures and adds vitality to the outskirts of the commercial core of downtown. Care should be taken to assure that commercial uses are compatible with adjacent residential uses. Off-street parking requirements should not result in demolition of older houses, instead, shared parking on vacant lots should be promoted where needed. The city should examine the off-street parking requirements to see if they can be reduced for certain low traffic-generating business conversions. Because of its hilly character, drainage and steep terrain are constraints to further development. However, over the years, the area has been built out, adapting to the irregular terrain. Presently, the old brick yard below (south) Junker Bridge may represent an opportunity for Planned Unit Development with higher densities of single- and multi-family residences (e.g., condominiums) arranged around an open space feature.
- C2-B “The Hill:”** Southeast of downtown and Apache Avenue, this area is predominantly medium-density residential. With many older houses, maintenance and rehabilitation are strongly encouraged in this area. Scattered commercial enterprises along Second Street are interrupted by areas of severe, presumably undevelopable, conditions along the little Rio Puerco arroyo. Consequently, much of the east side of Second Street remains undeveloped. Opportunities exist to emphasize the open space character of this natural feature for scenic and recreational purposes. Along the area’s south edge, there are a number of hospital-related business uses (e.g., doctor’s offices, ambulance service) along Nizhoni Boulevard. Vacant land that is suitable for development is highly appropriate for in-fill in this central area of the community.
- C2-C Golf Course:** Predominantly larger homes arranged about the golf course characterize this area. Some parcels along Catalpa Canyon have only marginal potential for future residential development due to steep terrain. The proposed extension of Boyd to Plateau Street could make some developable areas accessible for residential use, while also improving the street network in the area.
- C2-D Verdi Drive:** This area contains East 66 commercial frontage with a mix of single family and duplex residential uses abutting to the south. The shopping center where Albertson’s Grocery Store is located is designated

as a secondary center because of its currently high level of commercial activity and its potential to further develop. This area or adjacent shopping areas may be improved with the introduction of a median and turn lanes, development of a more distinct entrance, and eventually redevelopment. Improvements that may be possible include landscaping of the entrance, use of pavers or colored concrete, sidewalk improvements, and a crossing of the highway to the north to a new trailhead for the Scenic Byways Trail. There may be an opportunity for additional commercial or mixed use development on East Aztec. Vacant lands that are not constrained by hillsides or drainages and are suitable for development, such as infill lots south of Nevada Circle, south of Idaho Circle, and along Ridgecrest Avenue, should be developed with additional housing. Redevelopment and infill efforts should be guided by detailed land use standards to avoid inappropriate mixing of residential, commercial and industrial land uses.

**C2-E Mossman:** This area has East 66 commercial frontage, a large established residential single family neighborhood, the new Aquatic Center, and the Gallup-McKinley County Schools campus. The intersection of U.S. 66 and South Boardman provides the opportunity for another, smaller secondary center. Pedestrian access should be improved in this area for crossing Boardman, walking along U.S. 66, or walking up South Boardman. Catalpa Wash west of Patton Drive and Indian Allotment land to the south (Sub-sector E-1) restrain the spread of new development. Commercial and residential developments are separated by numerous arroyo/floodplain areas. Arroyo drainage features represent an opportunity to introduce trails and open space features within and among neighborhoods.

### **East Side Sector**

The East Side of the city contains the second greatest concentration of urban land uses, after the Central City. There are more contiguously developed areas and less vacant land compared to the West Sector. The East Sector extends 3 miles on U.S. 66 with mainly commercial development fronting the route, and residential areas to the south. In comparison, the West Sector extends 4 1/3 miles on U.S. 66 with less continuous commercial land uses and smaller residential areas.

The East Side urban form is also interrupted in places by undevelopable, rocky terrain and land ownerships that preclude further city expansion. This sector contains a number of well developed residential neighborhoods. The Indian Hills neighborhood is predominantly filled with single family homes along Church Rock Street and Ciniza Drive. Centered about Patton and Chamisal Drives, the Patton neighborhood has built up with a mix of older site-built homes and new manufactured residences and mobile homes.

Commercial activity in this area of the city is dominated by Interstate-related hospitality establishments concentrated along U.S. 66. More locally oriented commercial service establishments and open-yard industrial enterprises are congregated along East Aztec Avenue. The petroleum storage fields and gas compressor station of El Paso Natural Gas are prominent uses on the north side of

the sector outside the city, and east of the Red Rock Park. The Fire Rock Casino is a major new land use in the Churchrock Industrial Park, creating some new demand for lodging, restaurants and other services currently provided in the city.

This sector also contains a number of important institutional establishments. In recent years, a number of larger facilities have grown up along the east side of Boardman Avenue (Highway 564). These include the Rehoboth McKinley Christian Health Care Services Center and Rehoboth Christian School. Besides these institutional land uses, the most significant contribution to public land use in this sector (or the city for that matter) is Red Rock Park, a square-mile camping and wilderness recreation park with an open-air stadium for large public events.

Transportation modes are varied and relatively well developed in the East Sector. The Interstate has an interchange (Exit 26) here. A number of trucking and traveler-related commercial establishments serve the Interstate at this location. Local traffic heavily uses the principal arterials of U.S. 66 and Aztec Avenue for purposes of internal circulation. An impediment to effective vehicle transportation in the East Sector is the presence of difficult terrain, hindering the development of roads and bottle-necking traffic into narrow roadway corridors.

Truck and rail traffic are readily accommodated. The El Paso Natural Gas facility is fully serviced by rail siding and access to the Interstate via U.S. 66. Likewise, truck traffic has ready access to smaller industrial establishments in this sector via U.S. 66 and Aztec Avenue.

Non-traditional transportation modes, such as bicycles, are supported by this Plan. Opportunities exist to adapt existing roadways to accommodate bike lanes and create recreation paths that provide bicyclists a link between the city and Red Rock Park. Future pathways planning may endeavor to incorporate the Rio Puerco drainage into such a connective trails system.

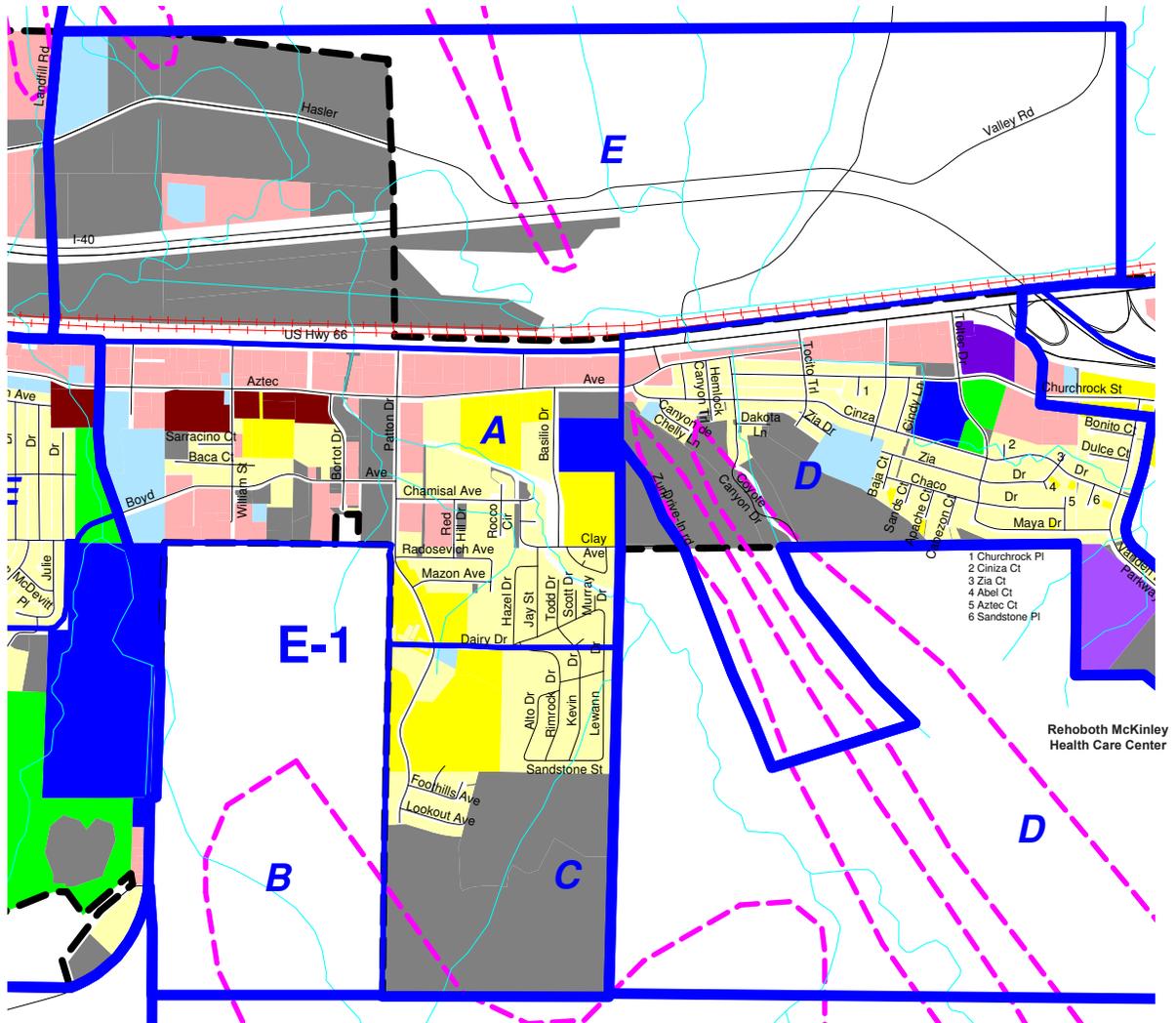
Economically, the East Sector is dominated by the hospitality-commercial activity centered along U.S. 66. An increase in these types of businesses is considered best amid already developed sites. In particular, this Plan identifies the area immediately east of the Interstate Exit 26 interchange, along U.S. 66, as suitable for further commercial growth.

Community-scaled commercial retail development is anticipated as appropriate, particularly if residential land uses continue to expand, increasing the need for local retail and services. Likewise, the encouragement of industrial/manufacturing businesses in areas already predominantly in such uses is consistent with the principle of creating job opportunities close to local residents' homes.

Generally, the East Side Sector area of Gallup is in a state of change. Over time, by carefully balancing desired land uses and with the creation of community-fostering amenities and facilities, this portion of the city has excellent development potential. Reservation of otherwise undevelopable lands for their scenic and passive recreational value, beautifying commercial areas with public art and

landscaping and creating visual and noise-buffering standards to separate industrial and residential areas, are among possible means to create a more livable, sustainable community.

**E-1 East Patton Avenue Area Sub-Sector**



- Future Concept Land Use**
- New Residential
  - Existing Residential
  - Business
  - Public, Church, Cemetary
  - Hospital
  - New Hospital (Tentative Location)
  - School
  - Open Spaces
  - Parks and Recreation
  - Industrial, Warehouse
  - Mixed Use
  - Vacant
- Other Symbols:**
- Railroad
  - Water
  - City Limits
  - Major Constraint
  - Sector
  - Subsector

<b>E-1 East Patton Avenue Area</b>	
<b>Existing Land Use</b>	
Land Use Category	Acres
Single Family Residential	121.8
Mobile Homes	129.3
Duplexes	0.7
Multi-Family Residential	21.8
Business	122.5
Public	40.4
Hospitals/Medical Clinics	23.8
Schools	18.7
Churches	13.1
Parks and Recreational Facilities	6.7
Vacant and Some Rights-of-Way	664.5
Unassigned or Right of Way	1,276.9
<b>Total</b>	<b>2,440.0</b>

- E1-A Patton:** This east Gallup neighborhood contains predominantly manufactured homes. There are numerous commercial and hospitality establishments along Aztec Avenue and U.S. 66. Much of this area's eastern edge is described by a large hogback ridge feature and steep sloped rock outcroppings. These significant landscape features simultaneously provide scenic setting and impose developmental constraint.
- E1-B Boardman:** Immediately east of Boardman Avenue, this area is dominated by hilly terrain with scattered housing. Because of jurisdictional restraints (Indian Allotment lands), the area is considered non-developable.
- E1-C Red Hills:** This area contains a new manufactured housing development at the south end of Patton Drive. Excessively steep slopes and generally rugged terrain make portions of this area difficult to develop. There are significant hogbacks in the area that, with appropriate siting and subdivision layout, may afford desired scenic views for all inhabitants.
- E1-D Indian Hills:** This area contains predominantly long-established, single-family neighborhoods. There is intermittent commercial development along U.S. 66 and the I-40 interchange frontage. Recent new motels have enhanced this area as a secondary center for visitors. The accommodations also relate in part to the recent Fire Rock Casino three miles to the east. The cinema complex and some restaurants also contribute to this area as a secondary center. This center should develop an entryway into Gallup, including a place to which hotel guests can walk (either a park or restaurants) and a landscape theme. The Planned Mixed Use (PMU) zone district was recently created in the city zoning code to allow for master planning of mixed use areas, including designation of subdistricts and streetscape types. Development in or adjacent to this area may be best suited to this zone.

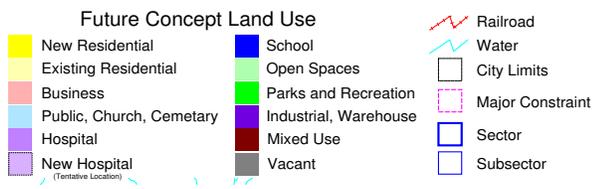
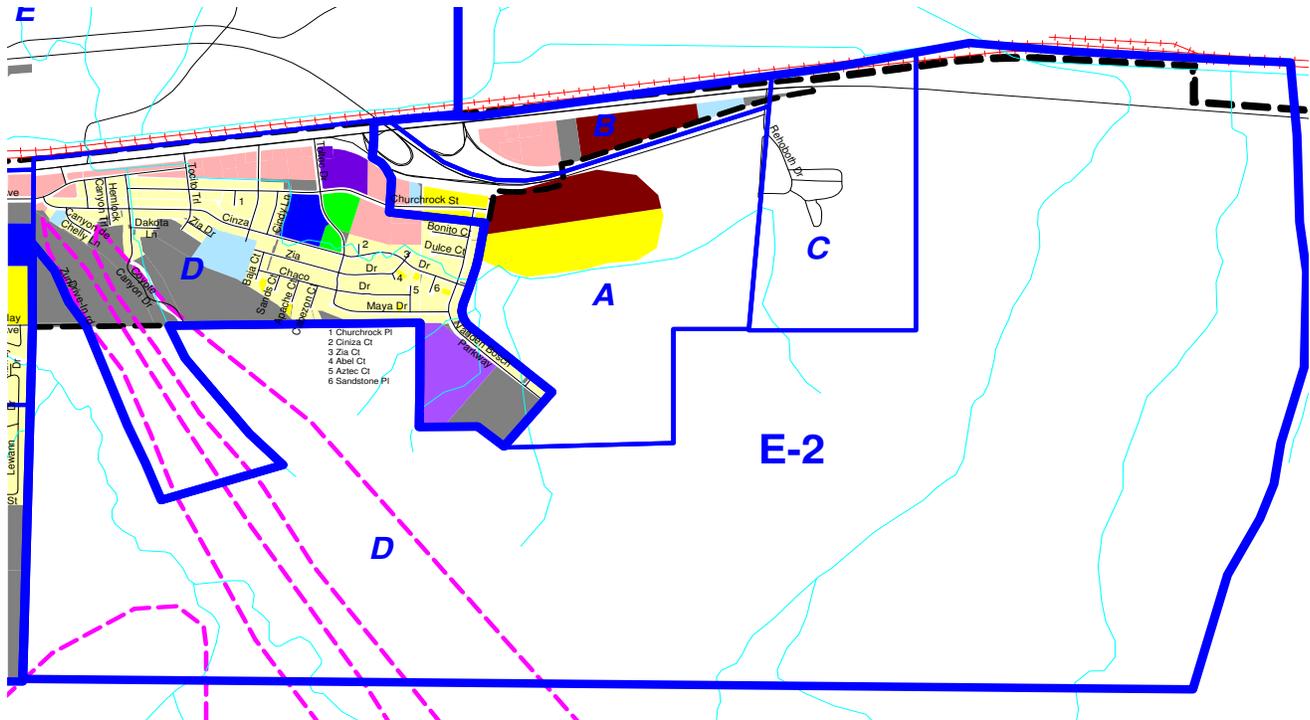
The area contains an elementary school at the intersection of Church Rock Road and Toltec Drive. The open lands and specifically the Hogbacks offer a fine visual amenity and potential trail access.

- E1-E Hassler Valley:** The area west of Ford Drive and north of I-40 accessed by Hassler Valley Road/Superman Canyon Road contains a variety of mainly industrial and heavy commercial uses. Since much of this area is visible from I-40 and close to the Rio Puerco, it should have a more orderly visual appearance and avoid run-off or leaching into the soil of oils and any industrial effluent. Unscreened junk yards should either be properly screened with walls, fencing and landscaping, and maintained. Reuse of sites and infill development creating jobs should also be encouraged. Hillsides make much of the land north of Hassler Valley Road unsuitable for development.

The area north of U.S. 66 and east of the Hogbacks is considered largely undevelopable, due to an extensive floodplain adjacent to the Rio Puerco

and rugged terrain. This area should be considered a low priority for annexation. Much of this area is comprised of Indian Allotment Lands. Scattered manufactured housing is located farther north along Hassler Valley Road. The railroad underpass has a limited height and should be upgraded to meet standards for slope of road, lane widths and emergency access. This improvement, while perhaps not needed immediately, would be more important if a road were extended east to Red Rock Park.

**E2- Far East Sub-Sector**



E-2 Far East Sub-Sector	
Existing Land Use	
Land Use Category	Acres
Business	13.0
Public	3.0
Vacant and Some Rights-of-Way	32.8
Unassigned or Right of Way	2,881.2
<b>Total</b>	<b>2,930.0</b>

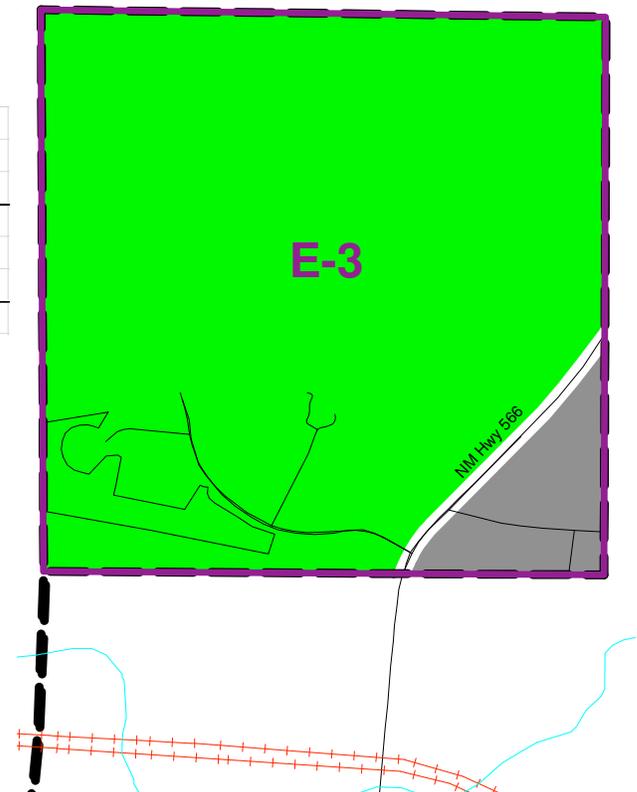
**E2-A West Rehoboth:** This area is generally a product of gradual growth of the neighborhood to the west. The eastern portion of this area, east of Vanden Bosch Parkway, is vacant. The Rehoboth Red Mesa proposal for a mixed use/mixed density project, while currently inactive, may re-emerge at a later time and would contribute to the Indian Hills secondary center. This project could be smaller, given its location on the urban fringe. The Planned Mixed Use (PMU) zone district was recently created in the city zoning code to allow for master planning of mixed use areas, including designation of subdistricts and streetscape types. Development in this area may be best

suited to this zone. Public service facilities in the area include the Rehoboth McKinley Christian Health Care Services Center. The Hogbacks are an amenity shared by this area; drainage off the Hogbacks through this area should be handled carefully to retain natural vegetation and other features. Water and sewer infrastructure would need to be extended at considerable expense to serve this area, consequently, it should be considered a low priority for annexation.

- E2-B U.S. 66 Frontage Road:** This narrow, wedge-shaped parcel is situated between Interstate 40 and Historic U.S. 66. It contains a service plaza with hotels, gas, convenience store and Native American merchandise gallery. The area has potential for expansion of similar traveler-related land uses, as a component of the gateway secondary center. Trail access to the Scenic Byways Trail should be provided, and made known to guests at the hotels.
- E2-C Rehoboth School:** This area is solely occupied by the Rehoboth Christian school and its associated residences and institutional buildings. The eastern edge is primarily undeveloped, due to rugged terrain. Conversely, the western half of this area is predominantly flat and relatively amenable to increased development with the introduction of services infrastructure. Access to these undeveloped tracts is readily accomplished via Churchrock Street, an urban collector street. Water and sewer infrastructure would need to be extended to serve this area, consequently, this area should be considered a low priority for annexation.
- E2-D Hogbacks:** This extensive undeveloped surrounding area has steep terrain, major rock outcroppings and hogbacks that impede development possibilities. Large tracts of this area are owned by the Navajo Nation, precluding the possibility for further development.

### E-3 Red Rock Park

<b>E-3 Red Rock Park</b>	
<b>Existing Land Use</b>	
Land Use Category	Acres
Parks and Recreational Facilities	570.0
Vacant and Some Rights-of-Way	44.1
Unassigned or Right of Way	9.9
<b>Total</b>	<b>624.0</b>



**E3 Red Rock Park:** The facilities of Red Rock Park were built in 1974. In the late 1990s, the city acquired the 640-acre park from the state. Since city acquisition, extensive infrastructure and facilities improvements have been considered. In addition to improvements to the existing facilities, long range plans include the construction of an indoor arena/convention center. This area best serves Gallup as a public open space with emphasis on scenic values, cultural activities, and trails for hiking and equestrian activities. Over the years, the growing popularity of annual events such as the Inter-Tribal Indian Ceremonial, rodeos and the Red Rock Balloon Rally, highlight the Park's importance as a source of community identity. To further capitalize on this civic resource, the city has plans for extending pedestrian, bicycling and equestrian trails from Gallup to the Park on the north side. Linkage between Red Rock Park and the Fire Rock Casino would better accommodate joint events, shared or coordinated uses of facilities, and enhanced use by visitors. The Facilities and Infrastructure Element, to be prepared by the city, should provide further guidance for improvements at Red Rock Park.

### North Side Sector

This sector is defined by the east-west alignment of Interstate 40 along its southern edge, Sunshine Canyon to the east and Rio West Mall and adjoining commercial development to the west. The north side of the sector is characterized by the hilly, undevelopable terrain above residential areas as well as cliffs and hills east

of U.S. 491 leading toward Gamerco. In general, this sector can be characterized as predominantly residential along its entire eastern side while the west half is dominated by various commercial enterprises. As discussed extensively elsewhere in the Land Use Element and in the Urban Design Element, this sector represents the hub of Gallup's regional commercial activity. Because of that, this portion of Gallup is heavily traveled. Consequently, heavy traffic loads and street congestion along major arterial streets are significant issues in this area. Amid these frequently intense commercial activities and busy transportation corridors, the sector contains well developed, older neighborhoods.

While much of this sector's residential development is characterized by single family dwellings, there are numerous moderate- to high-density, multi-family developments concentrated along the south edge of the area. While many of the residential areas within the sector afford little opportunity for infill, the area immediately east of Highway 491 and south of American Heritage Shopping Plaza between 10th Street and Gamerco Wash contains numerous vacant and underdeveloped properties, excellent opportunities for mixed-use revitalization efforts.

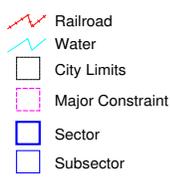
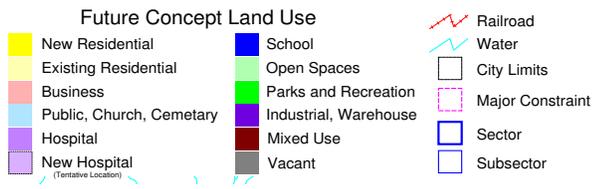
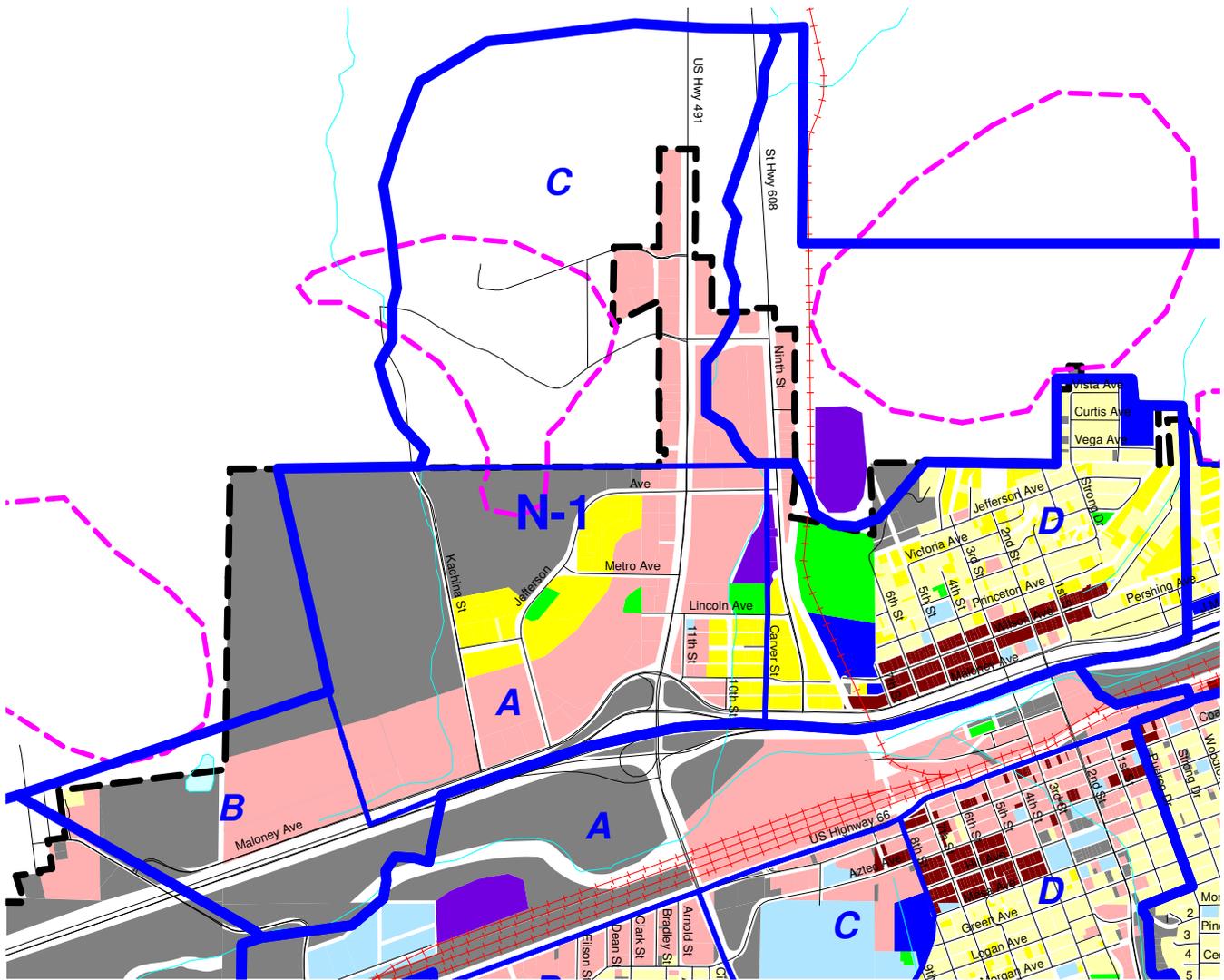
New residential development opportunities are evident in the northwest corner of the sector. The commercial construction activity and accompanying roads infrastructure provide suitable conditions for developing medium- to high-density dwellings, specifically north of Rio West Mall.

With dominant anchor shopping establishments like the Wal-Mart Supercenter, the west half of this sector contains numerous strip-mall retail establishments and restaurants that cater to both passing travelers and regional shoppers. Also, on a more locally oriented scale, there are a number of businesses concentrated along Maloney Drive that serve the neighborhood areas to which they are adjacent. The vision plan for the U.S. 491 Business District in the Urban Design Element should guide future development and redevelopment in this area.

Industrial activity is minimal in this part of the city, although the opportunity to foster such enterprises is viable at the center of the sector, adjacent to the rail spur and Ninth Street (Old Highway 608). Warehousing and light manufacturing endeavors would be afforded the convenience of readily available utilities and street infrastructure on lands already zoned for industrial use. Currently, a portion of the area is used as a flea market.

Many of the public and institutional facilities of this sector are located on the east side, amid the residential areas. Public schools in the area include the Juan de Oñate and Washington Elementary schools. Much of the park space in this sector is situated to the southeast, along Montoya Boulevard near the Hershey Miyamura Overpass, including the Playground of Dreams Park, Gallup Recreation Center, and the Harold Runnels Swim Complex. Another popular recreational facility is the Tom Saucedo Memorial Athletic Complex located off Victoria Avenue and Sixth Street.

## N-1 North Side - West Portion Sub-Sector



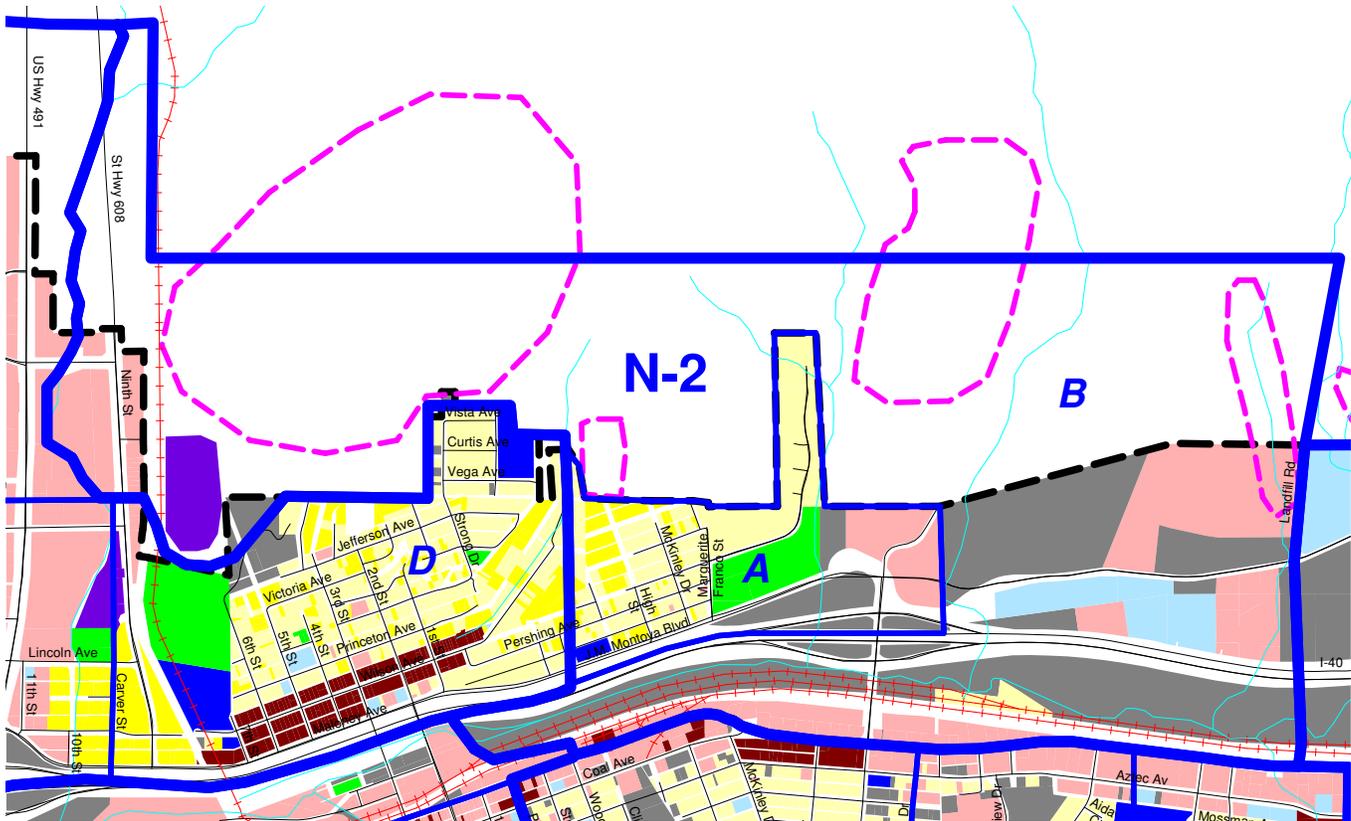
### N-1 North Side - West Portion Existing Land Use

Land Use Category	Acres
Single Family Residential	87.3
Mobile Homes	9.7
Duplexes	10.2
Multi-Family Residential	8.7
Business	217.7
Public	3.0
Schools	16.1
Churches	1.7
Parks and Recreational Facilities	25.4
Vacant and Some Rights-of-Way	454.4
Unassigned or Right of Way	710.7
<b>Total</b>	<b>1,545.0</b>

- N1-A U.S. 491 Business District:** This area comprises Gallup's north side regional commerce district, and is designated in this plan as a regional center. Redevelopment, new development, adjoining residential development, mixed use, and additional street network are the concepts promoted in the Regional Centers discussion, page IV-13 and in Policy 1-G in the Land Use Element and in the U.S. 491 Business District concepts on pages VI-15 through VI-23 in the Urban Design Element.
- N1-B North Edge:** This area is north of existing contiguous commercial uses along US. 491 corridor. Much of it is constrained by steep hillsides. In general, the need for utilities, and road upgrades and extensions make this area a low priority for the expansion of urban uses. The city should discourage annexation further north due to added infrastructure expenses. Urban development should be clustered in the existing commercial area and adjacent areas within the U.S. 491 Business District to the south. The east side of this area is rendered largely undevelopable because of the deep arroyo of Gamarco Wash, running north-south, parallel to Highway 491. The flea market off of North Ninth Street is an activity center. Access, parking and other site improvements should be made to this site. An industrial area is developing east of the rail siding.
- N1-D North Side Residential/Mixed Use:** This older neighborhood development east of the railroad tracks contains infill and redevelopment possibilities for increased housing and neighborhood shopping opportunities. The area along Maloney Avenue and Wilson Avenue has scattered, small-scale commercial uses that enhance the overall area. Reuse and redevelopment are encouraged in this area to further enhance the neighborhood's vitality. The extension of Jefferson Street from the west, a component of the U.S. 491 Business District visionary plan, would help circulate traffic from the Tom Saucedo Memorial athletic complex, as well as improve access for the residents of the area. At-grade street crossings of the rail spur are discouraged by rail operators, and should be avoided or kept to a minimum with safety crossings.

Major rock outcroppings in the northerly portions of this area prevent development beyond the edge of the existing Tom Saucedo Memorial athletic complex.

N-2 North Side - East Portion Sub-Sector



N-2 North Side- East Portion	
Existing Land Use	
Land Use Category	Acres
Single Family Residential	43.2
Mobile Homes	12.1
Duplexes	0.1
Business	88.5
Schools	1.4
Parks and Recreational Facilities	16.2
Vacant and Some Rights-of-Way	215.1
Unassigned or Right of Way	892.8
<b>Total</b>	<b>1,295.0</b>

**N2-A We The People:** This area contains established older neighborhoods to the north of I-40 and east of Grandview Avenue. Residential development extends northward into Sunshine Canyon. Many of the undeveloped lots are constrained by steep slopes, limiting the ability for much new infill development. Sunshine Canyon has some developable areas suitable for added single family or attached housing. Infill development is encouraged on vacant lots that are developable within the area. The area contains

parks, public art, children's recreation areas, a community center and the Harold Runnels swim center, much of which is centered around the intersection of Montoya Boulevard and Marguerite Franco Street. Lands immediately to the south of I-40 within the area are undevelopable due to the extensive floodplain.

**N2-B Christmas Canyon:** This is an extensive area wrapping around the north side of existing neighborhoods. The lands in this area are characterized by rugged, steep terrain. The area has strong possibilities for outdoor recreation (e.g., hiking trails, passive open space), however, extensive development is considered cost-prohibitive.

The Hershey Miyamura Overpass/I-40 interchange is the most direct access to the downtown, as well as to the North Side. The north side of the interchange has little commercial development. The Gallup Community Service Center on Bataan Veterans Street is a relatively small facility used for bingo and other community uses. The northern interchange area is anchored by public park and recreational space, and additional commercial land use is not considered to be the most appropriate use. Another commercial node is not needed, given the abundance of commercial areas near freeway interchanges and elsewhere in the community.

### **South Side Sector**

The South Side Sector of Gallup is an area roughly defined by the main highways of Routes 602 and 564 (South Boardman). This area of the city is generally amenable to continued residential and commercial development except for those areas that are too steep and irregular to allow significant construction. Beyond the physical constraints imposed by the landscape, this portion of Gallup possesses a great many positive amenities and service attributes — among them are the branch campus of the University of New Mexico, the Gallup Indian Medical Center, and the Gallup-McKinley County Hospital.

Land use in this sector lends itself to planned, orderly development, probably more so than any other part of the city. Currently there are a commercial node centrally located at the intersections of Routes 504 and 602 and along south Second Street, extensive open space opportunities, a well-established educational and health care infrastructure, industrial employment enterprises and a well-developed hierarchy of streets. While much of the residential development in this area of Gallup has tended to be low in density, the area is amenable to infill of medium- and high-density development where sewer is available, particularly in proximity to the university campus and open space areas (i.e., areas of rugged undevelopable terrain). The Master Plan calls for an increased diversification of land uses in this sector, including employment/industrial localities along the arterial corridors. Commercial retail opportunities can be further expanded in selected areas of this sector.

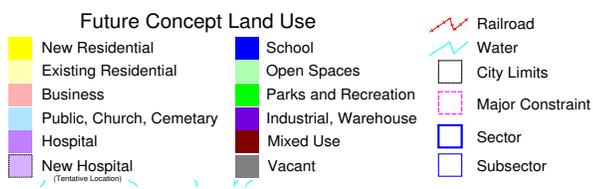
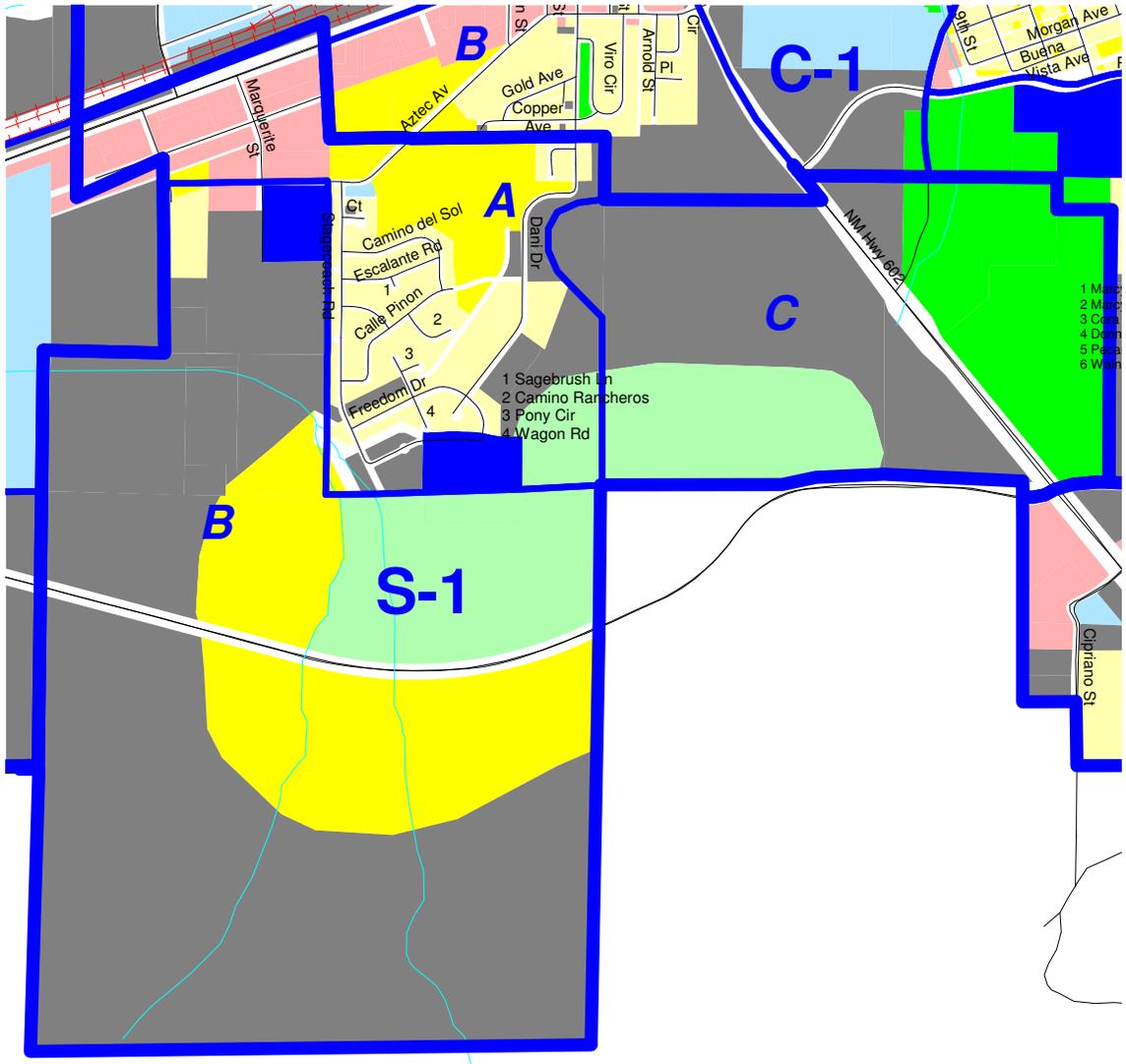
As mentioned, the South Side Sector currently possesses a circulation infrastructure that promotes balanced growth. The existing highways that cross this area

afford ready access to Interstate 40 and provide alternate routes that deter traffic congestion. Collector and local streets are well developed and tie into arterial streets and highways. In part, because of this well-developed street system, the area is considered by this plan as a high priority for infill residential and commercial development. In addition, new development accessible from Nizhoni Boulevard and Mendoza Road offers excellent new residential development opportunities.

While the opportunities for extensive development are precluded in certain parts of this sector because of topography, that characteristic offers the opportunity to create more parks/open space areas amid existing and future development. Through tying these various passive and active recreational area together, as described in the Trails and Open Space Element, this plan emphasizes the improvement of a pedestrian and bicycling pathway system. Additionally, the promotion of civic-sponsored public art in highly visible areas of parks and roadway intersections is consistent with the goals expressed throughout this Plan.

Some areas within this sector that are immediately recognizable as suitable for open space and passive recreational uses are: the Little Rio Puerco drainage, a centrally located linear park feature opportunity; the rocky outcroppings and deep drainages north and east of Stagecoach Elementary School; and the rugged hills hemming the edge of the city, south of the residential neighborhoods along Milda Avenue.

**S-1 West Nizhoni/East Mendoza**

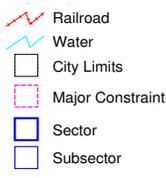
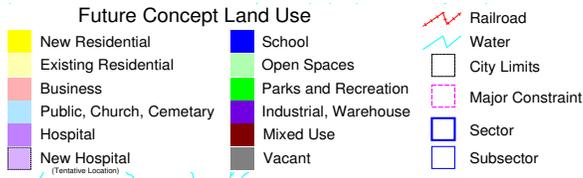
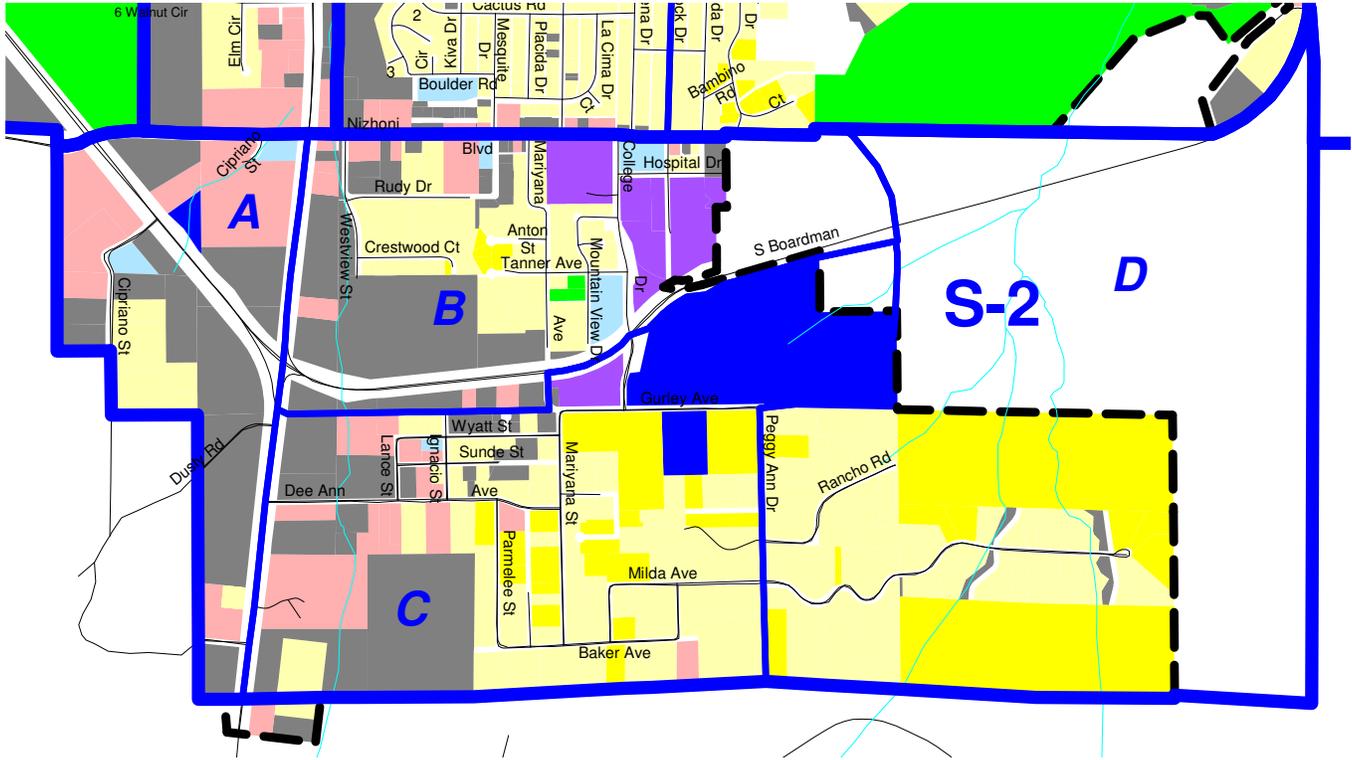


**S-1 West Nizhoni/East Mendoza  
Existing Land Use**

Land Use Category	Acres
Single Family Residential	45.5
Mobile Homes	7.1
Duplexes	4.0
Multi-Family Residential	12.5
Business	35.7
Schools	22.0
Churches	0.7
Parks and Recreational Facilities	53.9
Vacant and Some Rights-of-Way	1,132.5
Unassigned or Right of Way	20.0
<b>Total</b>	<b>1,334.0</b>

- S1-A Stagecoach:** The northwest portion of this area contains commerce along Historic U.S. 66 and Aztec Avenue, as well as developing residential areas. Stagecoach Elementary School is located in the southeast corner of this area. The area has been slated for a number of roadway improvements, including the extensions of Allison Road to Florence Street to Mendoza Road, and Stagecoach Road to Mendoza Road (north to south) and Park Avenue to Dani Drive, then to West U.S. 66 (east to west). Allison Road is classified as an arterial street, while Stagecoach Road and Park Avenue are classified as collector streets. The area north of the Viro Circle neighborhood to the Stagecoach neighborhood is considered a high priority area for new residential development. It possesses many assets for infill development, including having schools in the area, and being located within walking distance to commercial services on West 66 and Aztec Avenue and in close proximity to the Downtown.
- S1-B South Stagecoach:** This area has significant development potential for new residential development. Mendoza Road provides access to land both north and south of the road with panoramic views of the community and surrounding hills. The proposed extensions of Allison Road and Stagecoach Road south to Mendoza Road will increase the area's accessibility. The timing, location and capacity of utility infrastructure available to serve this area will be critical to the phasing of development in this area. Areas such as these merit the application of master planning and specifically planned unit development to ensure appropriate land utilization.
- S1-C Old Zuni Road:** An area directly south and east of the Stagecoach subdivision is currently used for informal trails and is designated for open space. Some of this land is steep or has rock outcroppings and deep arroyos that cumulatively render a large portion of this area undevelopable. The city's ball field complex lies northeast of Highway 602.

**S-2 South Side - Central**



**S-2 South Side - Central**

**Existing Land Use**

Land Use Category	Acres
Single Family Residential	200.8
Mobile Homes	53.5
Duplexes	0.0
Multi-Family Residential	15.2
Business	88.3
Public	2.3
Hospitals/Medical Clinics	31.8
Schools	67.1
Churches	9.3
Cemetery	0.0
Parks and Recreational Facilities	1.3
Vacant and Some Rights-of-Way	374.1
Unassigned or Right of Way	510.4
<b>Total</b>	<b>1,354.0</b>

**S2-A Amigo:** A car dealership, a collection of various small commercial uses and fire station form the nucleus of a potential secondary center west of South Second Street. Access is primarily from South Second Street, while Nizhoni Boulevard and Cipriano Street serve a portion of the area. Adjacent vacant land could be developed with a mix of commercial and residential use, consistent with center principles described in pages IV-13 and 14, and

general urban design standards in the Urban Design Elements. Existing residential development, both inside the city and adjacent in McKinley County, form small neighborhoods that are fairly low density. The priority for development depends on the availability of city utility infrastructure.

**S2-B Hospital Area:** The west edge of this area is affected by the little Rio Puerco arroyo drainage paralleling Second Street. There is, however, a new subdivision of homes off Rudy Lane developed in the sloping terrain adjacent to the arroyo, suggesting the area may be amenable to further such development opportunities. The remainder of the area is predominantly residential with commercial and office uses along Nizhoni Boulevard, particularly where it intersects with Second Street. The majority of readily developable properties within this area have been built upon.

The most prominent land use of this area is characterized by the Gallup Indian Medical Center and Rehoboth McKinley Christian Health Care Services Center, both of which are located at the far eastern edge of this area along Highway 564. Other complimentary and smaller medical offices and facilities have been developed in this area. The overall complex of medical facilities may be altered by the proposed relocation of the Gallup Indian Medical Center to a tentative location off of West U.S. 66. The reuse of the existing building is of critical importance to the city, and may provide an opportunity for a new employment base or possibly some mixed use or residential use. It is recommended that the city be involved in any feasibility analyses and decision-making for reuse of the hospital, if it is indeed to be vacated.

**S2-C UNM-Gallup:** The UNM-Gallup campus has plans for phased expansion and possibly additional access into its property. This institution is a significant activity center and amenity of the Gallup community, and should be encouraged to grow as appropriate.

Large lot, rural ranchette residential development characterizes the area south of the college campus. A small amount of commercial and industrial uses occurs along Highway 602 at the area's western boundary (at the intersection of Dee Ann Street and Route 602). A significant ridge borders the southeast portion of this area, making it extremely difficult to develop further in that direction.

**S2-D Catalpa Canyon:** The areas north and south of the Southland Hills Addition within the city appear to have some development potential for more very low density residential development. Some of this area may be constrained by drainage issues. In general, the Master Plan does not encourage much additional rural residential development within the city limits, however, this area may be the most appropriate area for such within the city, requiring few urban utility service extensions. Any new streets should be extended by developers.

## **West Side Sector**

The West Side is defined primarily by the long narrow corridor of development from the municipal airport westward to the Mentmore and Twin Buttes communities at the westernmost edge of the city. This area contains a broad range of differing land uses and a good foundation for building community through employment-based enterprises in commercial and industrial enterprises. The potential for further integrating this portion of Gallup with the rest of the city is challenged by the linear distance from the core area, restrictions on urban land uses in proximity to flight patterns of the airport, and the barriers to development created by the freeway, railroad, and Rio Puerco, dominating a great deal of land area. Mendoza Road provides access to areas that are suitable for development when infrastructure becomes available. The development of the Gallup-McKinley Schools schools and the prospective development of a new Gallup Indian Health Center provide further impetus for growth in this area. The city recently annexed a substantial amount of land within this portion of the community.

Residential development in this area is characterized primarily by single family dwellings. The Mentmore neighborhood, north of Interstate 40, has grown into a low-density development of median-priced homes. Similarly, there has been residential development activity in areas immediately north of the Gallup High School where development is primarily in manufactured homes. Another distinct residential community is the low density, ranchette-type settlement that has gradually grown up in the Twin Buttes area (beyond the city limits).

Commercial activity in the west area is predominantly Interstate-related, including restaurants, hotels and truck service centers. Businesses are primarily concentrated along the U.S. 66 corridor, which serves as the business route/access road for the Interstate. This area appears to lack the desirable neighborhood-scaled businesses conveniently located adjacent to the Mentmore residential development.

Industrial and warehousing activities are relatively minimal in this sector, although the appropriate land availability for such enterprises is substantial if demand for such arises. The city has designated an area between the railroad and Interstate 40 as an industrial park. New industrial and warehousing development should follow “smart growth principles” of energy-efficient building design, fencing and/or vegetative screening of outside storage, use of windows or building ornamentation to avoid blank walls, and inclusion of landscaping. Such principles are especially important for sites visible from I-40.

Institutional and public facilities are numerous in the West Sector. Gallup High School is located to the south of U.S. 66 at the end of Rico Street. The city wastewater treatment facility is located to the north of Interstate 40, adjacent to the Rio Puerco. Dominating fully a fourth the West Sector’s land area, the Gallup-McKinley County Airport covers approximately 300 acres immediately south of U.S. 66.

In terms of transportation, this sector is well founded in arterial and collector roads infrastructure. U.S. 66, Rico Street and Sanostee Drive are each trunks along which

considerably more road construction and development can occur. The Interstate, railroad and municipal airport, all in close proximity, afford the area ease of access for any number of industrial and commercial related ventures to flourish.

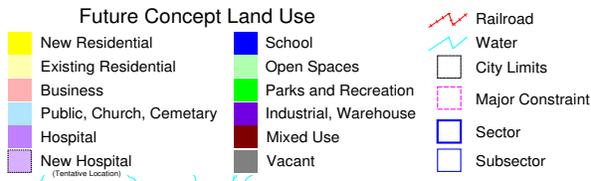
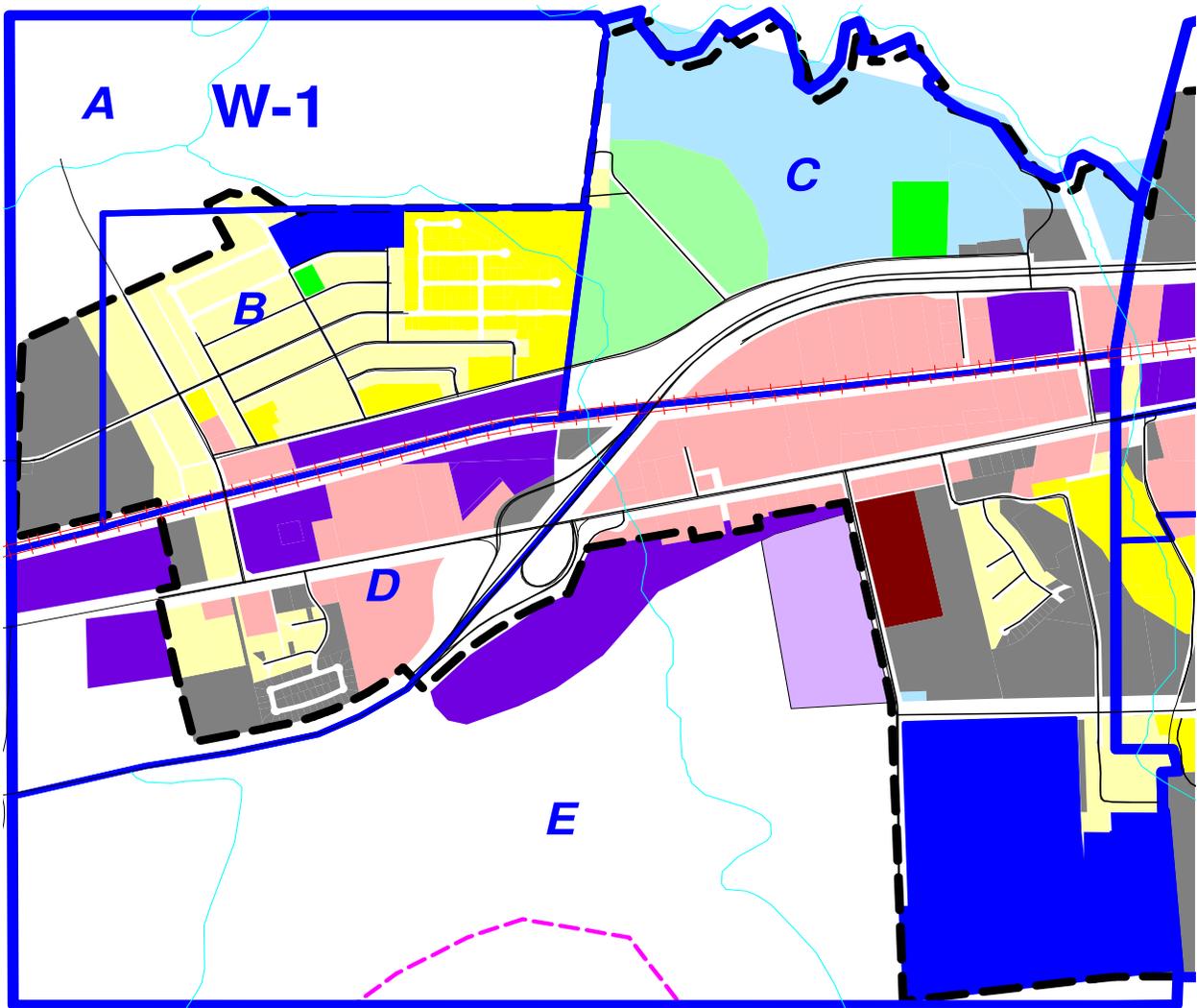
For future pedestrian and bicycle trails systems, the High School and athletic fields to the North constitute readily identifiable destination nodes through which pathways could circulate.

One stumbling block to effective internal traffic circulation in this sector is the Interstate 40 under-/overpasses and railroad crossings; increased future traffic loads in these areas will be bottlenecks at these points. A comprehensive sub-area assessment of development and roads expansion for this part of Gallup may determine that these crossing points need to be widened and made safer for additional vehicular traffic, pedestrians and bicycles.

Regarding economic growth potential, this area has an excellent foundation on which to further develop residential, commercial, and industrial land use. In particular, the propensity for expanded industrial enterprises would offer employment opportunities close to existing and future residential neighborhoods. While the area currently lacks community-serving commercial establishments, the business profile is likely to change as the number of homes increases and land uses take shape, defining community.

With the application of well-defined growth patterns throughout the city in the form of Land Development Standards, areas like the West Side can develop the varieties of land uses discussed without adversely affecting the quality of living that citizens desire. Specifically, managed growth through zoning will avoid inappropriate adjacencies that lower property values and tarnish residents' overall sense of community.

W-1 Far West Side Sector



**W-1 Far West Side Existing Land Use**

<u>Land Use Category</u>	
Single Family Residential	62.0
Mobile Homes	35.3
Duplexes	0.0
Multi-Family Residential	7.7
Business	142.2
Public	209.7
Hospitals/Medical Clinics	0.0
Schools	150.6
Churches	0.0
Cemetery	0.0
Parks and Recreational Facilities	10.2
Vacant and Some Rights-of-Way	361.2
Unassigned or Right of Way	<u>1,323.2</u>
<b>Total</b>	<b>2,302.0</b>

**W1-A Carbon Coal:** North of the city limits and the Mentmore community, the lands are considered undevelopable because of the floodplain and steep terrain. This area has great scenic qualities, and hosts a trailhead of the High Desert Trail as well as the Outdoor Shooting Range open space area.

Farther to the north and west is an area served by a rail spur that has been identified to have excellent potential for industrial development. With additional infrastructure, it could be highly suitable for uses that generate noise or other externalities not compatible with other urban uses.

**W1-B Mentmore:** This area has single family residential development with room for expansion of similar density on its east side. While many of the home lots within the existing neighborhood have been developed, there are a few vacant home sites that provide an opportunity for infill development. The western portion of this area, immediately adjacent to the existing residential development, is suitable for extended housing construction.

The Mentmore area is not currently served by nearby retail development. A secondary center that combines functions of traveler services with resident-serving retail should develop on the southern edge of Mentmore/Truckstop area. Attached housing would be an appropriate component of this center.

**W1-C West Industrial Park:** Vacant developable residential area. The eastern portion of the area is dominated by the city wastewater treatment facility and adjoining soccer/athletic fields. Along the southern edge, there is a narrow band of industrial property that can be further developed between Interstate 40 and the railroad. Notably, in order to realize significant development in this area, considerable investment will be necessary for underpass and/or overpass upgrades across the interstate and railway corridors.

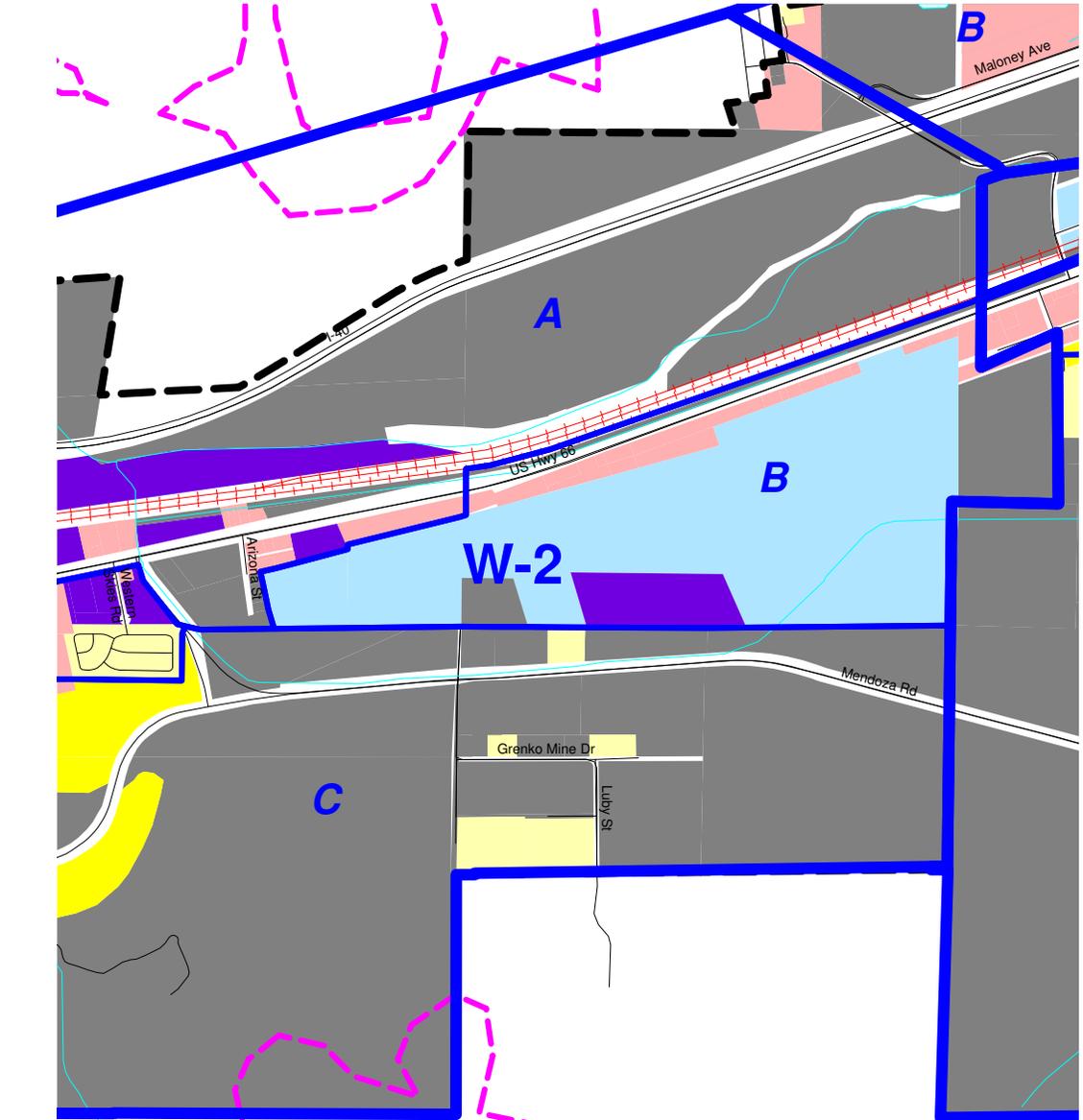
**W1-D Truckstop:** This area covers the tracts between I-40 and the railroad bisected by U.S. 66 and currently developed with truck stops and other highway-related business uses. Otherwise, the area is relatively vacant to the west with scattered housing and a nearby cemetery. The area is suitable for future commercial and warehousing development along the U.S. 66 corridor and additional housing to the south, particularly where there is existing roads infrastructure.

**W1-E Gallup High School and Twin Buttes:** An expansive, relatively flat area extends from the railroad to the far southwest corner of the area. Portions of this area may be appropriate for extended mixed-use development. Existing land use conditions include a large number of hospitality establishments along U.S. 66, primarily serving travelers of I-40. Gallup High School is located to the south at the end Rico Street. Readily appropriate for further development, Rico Street already has water and sewer service. The northeast quarter of this area is currently experiencing manufactured housing development along Day Street. On the far west edge of the area, a small neighborhood of sparse, low-density development exists in the Twin Buttes vicinity.

The Indian Health Service site selection study, conducted in 2006, gave a high ranking to a site in the vicinity of U.S. 66 and Rico Street for a new Gallup Indian Health Center. The decision and budget for this project have

not been finalized as of the date of writing. A new hospital is a major land use, and this facility would constitute a secondary activity center of the city. It is recommended that if a new hospital is developed in this area, master planned mixed-use and residential neighborhoods should be located within walking distance of the new hospital.

**W-2 Near West Side Sector**



- | Future Concept Land Use  |   | Other Features |                  |
|--|---|----------------|------------------|
| <span style="color: yellow;">■</span> New Residential                      | <span style="color: blue;">■</span> School                  | Railroad       | Water            |
| <span style="color: lightyellow;">■</span> Existing Residential            | <span style="color: lightgreen;">■</span> Open Spaces       | City Limits    | Major Constraint |
| <span style="color: lightcoral;">■</span> Business                         | <span style="color: green;">■</span> Parks and Recreation   | Sector         | Subsector        |
| <span style="color: lightblue;">■</span> Public, Church, Cemetary          | <span style="color: purple;">■</span> Industrial, Warehouse |                |                  |
| <span style="color: lightpurple;">■</span> Hospital                        | <span style="color: brown;">■</span> Mixed Use              |                |                  |
| <span style="color: lightgrey;">■</span> New Hospital (Tentative Location) | <span style="color: grey;">■</span> Vacant                  |                |                  |

**W-2 Near West - Airport Area**

Existing Land Use	
Land Use Category	
Single Family Residential	30.3
Mobile Homes	20.2
Business	54.0
Public	292.9
Vacant and Some Rights-of-Way	1,390.5
Unassigned or Right of Way	506.1
<b>Total</b>	<b>2,294.0</b>

**W2-A Allison:** Other than city warehousing facilities at the far southeast end, this area is largely undeveloped because of flooding hazard. While there are no current plans by the city to further develop additional facilities in this location, the potential exists for additional industrial and warehousing development in the area south of the Rio Puerco. Energy efficient and attractive building siting and design should be emphasized for areas visible from I-40.

**W2-B Airport:** The Gallup/McKinley County Airport, while underused at this time, is an essential transportation facility in the city for medical emergencies. It is an important asset that should be maintained also for general aviation, cargo, and future commercial flights. The city is currently updating the airport master plan to make recommendations for runway and terminal facilities improvements. The area has many possibilities for industrial and commerce development within and immediately around the airport property. Fly-over zones immediately to the west of the airport runway hinder further development, particularly along Arizona Street. Presently, there is a mobile home park development centered about Western Skies Road, west of Nizhoni Boulevard and south of U.S. 66.

**W2-C Mendoza Road:** Development is encouraged in the northwest portion of this area accessed from Mendoza Road and future north/south streets between West 66 and Mendoza Road, only after water and sewer infrastructure extensions are constructed. Urban development in this area could be a component of future development of the west end, including housing and services related to major employers such as the public schools, a new hospital, and industrial and warehouse development. The timing, location and capacity of utility infrastructure very much influence the development potential for master planned development in the area west of the Western Skies development to Mendoza Road. The Gallup/McKinley County Airport also influences the exact location and types of urban land uses in this area. Areas that are in line with runways or impacted by noise should be off limits for residential development. While current zoning addresses these limitations, regulations will likely be updated as part of the airport master plan.

New local streets should be designed according to transportation principles in the Transportation Element to accommodate walking and bicycling as well as vehicular traffic. Development in this area should be compact. Land development schemes that require unrealistic or wasteful land area, or are premature or result in spot urban development should be discouraged here.

## E. Goal, Objectives and Policies

**Goal: Promote progressive land use planning and regulations to protect the health, safety and general welfare of the residents of the city and visitors to the city, and promote the economy, convenience and good appearance of the community**

- 1. Encourage compact and compatible development so that the community can be adequately served by community facilities, public utilities, and other urban amenities**
  - a. Assure that suitable land for development is available to meet projected land use requirements.
    - Guide growth at appropriate and desired densities, scale and locations
    - Identify and promote use of lands for industry and warehousing that is consistent with the goals and policies of the Economic Development Element.
  - b. Discourage land development schemes that require an unrealistic or wasteful land area or with such low density that it is wasteful.
  - c. Discourage premature or spot urban development in undeveloped and rural areas which are not served by or near existing utilities or streets and may be constrained by environmental features.
  - d. Provide incentives to make more land available for development, or possibly disincentives for holding onto undeveloped land in in-fill or close-in areas considered most suitable for development.
  - e. Give density bonus credits and fee reductions for developers in exchange for citywide amenities
    - Permit density transfers in exchange for dedication of open space or scenic easements
  - f. Coordinate infrastructure improvements (to provide cost-sharing or other methods to encourage development in priority areas)
  - g. Primarily promote growth in the regional centers of Downtown Gallup and the U.S. 491 Business District
    - The mix of uses in the Downtown that shall be promoted includes: retail, office, arts and entertainment, hotel accommodations, and higher density residential through fuller use of historic buildings, selected infill, and some transitional expansion along Coal and Aztec Streets.
    - Primarily pedestrian-friendly, but with sufficient on-street parking and parking lots to accommodate cars
    - The mix of uses in the U.S. 491 Business District that shall be promoted includes: retail in forms of smaller scale businesses on street fronts and assembled in malls, big box retail, hotel accommodations and office, and residential uses in a variety of densities and housing types, including senior housing.
    - Redevelopment shall be promoted to achieve a pedestrian-friendly regional center as well to improve the street network to better handle traffic to and through the business district.

- Parking shall be made available on the street, in parking lots and in parking structures.
- h. Promote secondary centers to encourage commercial and mixed-use office/retail nodes in areas identified on the Future Land Use Map rather than continuous commercial development along highways designated for commercial use.
- i. Promote infill and redevelopment at urban densities in areas generally located on the conceptual future land use map.
  - Target potential sites for quality low-income rental housing.
  - Target areas appropriate for senior housing close to retail, special services, and either close to or highly accessible to medical services.
  - Promote in-fill and replace housing in established neighborhoods.
  - Identify neighborhood appearance issues and promote development or maintenance practices that improve appearance.
  - Promote development in new and expanding neighborhoods in areas generally located on the conceptual future land use map.
- j. Provide mixed-use transitional areas between residential and nonresidential areas, allowing offices and home-based businesses in selected areas on the edge of downtown.

**2. Preserve natural resource and protect and improve community aesthetics**

- a. Support cleanup of trash, graffiti and weeds to demonstrate community pride.
- b. Encourage special attention to historic preservation and to use and reuse of buildings in the downtown, north Gallup and residential areas in central Gallup.
- c. Establish a citywide program and provide incentives to demolish and redevelop properties that are blighted and beyond reasonable repair.
- d. Make Gallup a showplace for energy and water conservation.

**3. Establish gateways to Gallup**

- a. Locate gateways on the edge of the community at the I-40 east and west interchanges, Muñoz and I-40, and on the north edge of the U.S. 491 Business District.
- b. Design each gateway using a choice of architecture, landscaping, public art, and limited signage to create an attractive, representative visual display showing pride in the community and welcoming visitors.

**4. Preserve prominent geologic features and sensitive lands**

- a. Discourage development that would remove, disturb or cover rock outcroppings.
  - Preserve hogbacks and other natural terrain features.
- b. Discourage development in locations that are exposed to rock slides or in close proximity to rock walls that may be unstable.
- c. Discourage development in flood plains of the Rio Puerco and arroyos, and, if not properly mitigated, in areas subject to sheetflow flooding hazards.

- d. Promote protection of views, such as through view corridors or viewsheds in subdivision design.
- 5. Create and maintain open space in and near the city**
- a. Promote public or non-profit acquisition or dedication of lands and trails that may link from within the city to regional trails and open space, consistent with the goals and policies in the Trails and Open Space Element of this plan.
  - b. Support City Parks and Gallup-McKinley Schools
  - c. Connect public spaces with lineal parks and pathway system.
- 6. Promote extraterritorial planning applicable to the unincorporated private land close to Gallup and consultation regarding Indian trust land close to Gallup**
- a. Continue to work with McKinley County towards extraterritorial planning, platting and zoning
  - b. Work with surrounding chapters, Navajo Nation and individuals living on Indian trust and allotment land in consultation for joint planning.
    - Seek to maintain natural landscape features at community edges.
    - Restrict hillside development through buffer zones, scenic easements, and public beautification landscaping.
- 8. Update development standards and zoning map to promote desired development practices**
- a. Evaluate and periodically update land use development standards to assure that they reflect the goals and policies of the Growth Management Master Plan.
  - b. Assure that zones properly support centers.
  - c. Develop code provisions that encourage master-planned, mixed-use communities, and varied lot sizes.
  - d. Research and consult/collaborate with building owners on a case-by-case basis to arrive at effective approaches to second-floor development in the downtown district, based on what has worked in other peer communities.
    - Provide design teams to owners/developers of historic properties, to include fire protection engineers and architects, to propose well-documented solutions for city review.
  - e. Consider code revisions to address residential development design guidelines, lot size averaging within subdivisions, and roofline and building elevation variations.
  - f. Promote affordable housing.
    - Consider allowance of cost-saving construction materials and techniques.
    - Provide density bonus for open space.
    - Allow zero lot line small lots in certain zones.
    - Target potential housing sites for low-income rental housing.

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