



# GALLUP DOWNTOWN REDEVELOPMENT PLAN

*A METROPOLITAN REDEVELOPMENT AREA PLAN*



Adopted October 2021



**RESOLUTION NO. R2021-33**

**A RESOLUTION MAKING CERTAIN FINDINGS AND DETERMINATIONS PURSUANT TO THE  
NM METROPOLITAN REDEVELOPMENT CODE, AND APPROVING THE MODIFIED  
GALLUP DOWNTOWN METROPOLITAN REDEVELOPMENT AREA PLAN.**

WHEREAS, Section 3-60A-8 NMSA 1978 of the Metropolitan Redevelopment Code (Sections 3-60A-1 through 3-60A-48 NMSA 1978) states: "A municipality shall not prepare a metropolitan redevelopment plan for an area unless the governing body by resolution determines the area to be a blighted area, and designated the area as appropriate for a metropolitan redevelopment area plan," and

WHEREAS, the City of Gallup ("City") and NM MainStreet, and their employees, have for some time engaged in a study of deteriorated areas within the downtown, and have submitted their findings and recommendations concerning the area detailed in the Metropolitan Redevelopment Area Designation Report, which was approved by the City Council on December 9, 2014 as per Resolution R2014-41 and amended on December 8, 2015 as per Resolution R2015-34.

WHEREAS, the Metropolitan Redevelopment Area Plan is being modified by amending certain sections of said plan; and

WHEREAS, Section 3-60A-9D NMSA 1978 of the Metropolitan Redevelopment Code states: "A metropolitan redevelopment plan may be modified at any time; however, if the plan is modified after lease or sale by the local government of real property in the project area, the modification shall be subject to any rights at law or in equity a lessee or purchaser or the lessee's or purchaser's successors in interest may be entitled to assert. Any proposed modification that will substantially change the plan as previously approved by the local government shall be subject to the requirements of this section, including the requirement of a public hearing, before it may be approved.

**NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL,**

1. The City Council, after having conducted a public meeting pursuant to the Metropolitan Redevelopment Code, adopts the modified Gallup Downtown Metropolitan Redevelopment Area Plan, as attached hereto as Exhibit A and incorporated herein.
2. The City Council finds that:
  - A. The Gallup Downtown Metropolitan Redevelopment Area Plan proposes activities for the redevelopment of the area that will aid in the elimination and prevention of blight; and
  - B. The Gallup Downtown Metropolitan Redevelopment Area Plan does not require the

relocation of any families and individuals from their dwellings and a method for providing relocation assistance is not needed; and

- C. The Gallup Downtown Metropolitan Redevelopment Area Plan conforms to and complements the Gallup Growth Management Plan; and
- D. The Gallup Downtown Metropolitan Redevelopment Area Plan affords maximum opportunity consistent with the needs of the community for the rehabilitation or redevelopment of the Gallup Downtown area by private enterprise or persons, and the objectives of the Metropolitan Redevelopment Area Plan justify the proposed activities as public purposes and needs.

3. The City shall support efforts to establish redevelopment projects intended to make the area more pedestrian friendly and mixed in income and use, thus affording the opportunity for locally-owned small businesses to establish themselves, and the City shall also support community education activities that broaden the local knowledge base and invite members from outside the immediate area to take part in these community education activities.

4. The City shall support these programs in providing technical assistance to local committees interested in developing mixed-use, mixed-income housing programs, and by providing technical assistance to businesses within the Metropolitan Redevelopment Area for the purpose of obtaining funding for redevelopment activities, and providing guidance and technical assistance to businesses wishing to open, operate, and/or expand within the Metropolitan Redevelopment Area.

5. If any section paragraph, sentence, word or phrase of this resolution is for any reason held to be invalid or unenforceable by any court of competent jurisdiction, such decision shall not affect the validity of the remaining provisions of this resolution. The Council hereby declares that it would have passed this resolution and each section, paragraph, sentence, word or phrase thereof irrespective of any provisions being declared unconstitutional or otherwise invalid.

**PASSED, APPROVED, AND ADOPTED** this 12th day of October, 2021.



ATTEST:

  
Alfred Abeita, City Clerk

CITY OF GALLUP, NEW MEXICO

  
Louie Bonaguidi, Mayor

# ACKNOWLEDGEMENTS



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**District 2: Michael Schaaf**

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**City Manager: Maryann Ustick**

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## *DOWNTOWN COORDINATING COMMITTEE MEMBERS*

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*Adopted Resolution No. R2021-33*



# CONSULTANT TEAM



## *NORTHWEST NEW MEXICO COUNCIL OF GOVERNMENTS*

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# 1

## INTRODUCTION

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The Gallup Downtown Metropolitan Redevelopment Area (MRA) Plan defines the downtown vision through community participatory processes which have identified priority catalytic projects to revitalize the downtown district. The MRA Plan examines existing conditions and assets, analyses the downtown economics and market, develops a physical land use plan and design guidelines, designs specific redevelopment sites, and projects, and identifies sustainable implementation strategies and funding sources for downtown's future physical improvements. When adopted by the City Council, the Downtown Redevelopment Plan becomes the living document that guides future downtown revitalization.

The New Mexico Metropolitan Redevelopment Code (3-60A-1 to 3-60A-48 NMSA 1978) provides municipalities in New Mexico with the powers to correct conditions in areas or neighborhoods which “substantially inflict or arrest the sound and orderly development” within the city. These powers can help reverse an area’s decline and stagnation. Designation of an MRA is based on findings of deteriorated or dilapidated conditions, which include physical as well as economic conditions. The Gallup Downtown MRA Plan will provide the city and its partners with implementation tools, such as public/private partnerships, Tax Increment Financing (TIF) districts, and property tax abatements to property owners, to encourage and finance the revitalization process.

Through an extensive community participation process, the downtown redevelopment plan was formed to reflect its historical context, outline its present opportunities, and identify future revitalization outcomes. The Downtown Redevelopment Plan presents a vision for modified and future land uses and lists key catalytic revitalization projects that would contribute to the creation of a vibrant and sustainable downtown district.

The plan includes:

- An asset inventory to determine the significant cultural and historic features and buildings, opportunity sites for redevelopment, and major regional attractions. The history and settlement story will identify key historical and cultural events or populations that can serve as contributing to a place-based identity for the downtown district.
- An inventory of vacant, underutilized and/or available land and buildings within the area that could be redeveloped and or pegged for adaptive reuse.
- A list of priority catalytic projects that will stimulate revitalization efforts and attract private sector reinvestment into the downtown district.
- Identification of funding sources to implement the plan.

The MRA planning process resulted in a prioritized and phased Downtown Redevelopment Plan with implementation strategies consisting of revitalization projects and steps that the City of Gallup and Gallup MainStreet/Arts & Cultural District can follow for the successful and long-term revitalization of the downtown district.





Figure 1 - Downtown Metropolitan Redevelopment Area (MRA) Boundary Map. Source: NWNMCOG



The Metropolitan Redevelopment Area (MRA) boundary encompasses the heart of downtown Gallup, from the north embankment of the Rio Puerco to a half block south of the courthouse complex and on the west from S Seventh Street and Route 66 to a couple blocks east of the visitor's center. This is the area most in need of revitalization and possessing great potential for redevelopment and infill. The boundary is congruent with the proposed boundary identified in the City of Gallup Downtown Metropolitan Redevelopment Area Designation Report Oct. 2014 with a slight adjustment on the north which extends the boundary to the north embankment of the Rio Puerco. The boundary is illustrated on "MRA Boundary Map", and defined within these borders, from Historic Highway 66 at South Cliff Drive:

- SW on Route 66 approximately 100 feet
- NW across Route 66 to the train tracks
- SW along the tracks to S Puerco Drive
- NW across the tracks to the north side of the Rio Puerco
- SW along this trajectory to Fifth Street
- SE to Round House Road
- SE to Route 66
- SW along Route 66 to Seventh Street
- SE on Seventh Street to mid-block between Aztec Avenue and Hill Avenue
- NE along mid-block to Fifth Street
- SE along Fifth Street to mid-block between W Hill Avenue and W Mesa Avenue
- NE along mid-block to Fourth Street
- SE along Fourth Street to mid-block between W Mesa Avenue and W Green Avenue
- NE along mid-block to First Street
- NW along First Street to mid-block between E Hill Avenue and E Aztec Avenue
- NE along mid-block to S Woodrow Drive
- NW along S Woodrow Drive to mid-block between E Aztec Drive and W Coal Avenue
- NW in alignment with S Cliff Drive back to Route 66



# 2

## HISTORY AND SETTLEMENT PATTERNS

Gallup is the only incorporated place in McKinley County, near the Four Corners region of northwest New Mexico. The town is 20 miles east of the Arizona border on Interstate 40, approximately midway between Albuquerque, NM and Flagstaff, AZ. It is bisected by historic U.S. Highway 66, Interstate 40 and the rail line.

When the Spanish Conquistadors arrived in the area now known as northern New Mexico in 1540, a highly sophisticated Native American culture was thriving. The regions inhabitants, the Navajos and the Acoma, Hopi, and Zuni Pueblo Indians displayed sophisticated craft, building and farming methods. A century of suppression and enslavement by the Spanish colonists led to the Pueblo Revolt in 1680. Most of the area pueblos submitted to the Christian colonists in the coming decades, although the Navajo and Apache peoples continued to resist the Spanish Authorities in the 18<sup>th</sup> and 19<sup>th</sup> centuries.



Figure 2: Depiction of Gallup Ceremonial Parade. Source: 2015 Gallup Downtown Redevelopment Plan.

The *Long Walk to Bosque Redondo* refers to the 1864 - 1866 deportation to eastern New Mexico of the Navajo people from their land in the Gallup area and beyond by the U.S. government. The 1868 return of the *Diné* resulted in the granting of some traditional lands to the tribe. Eventually the reservation increased to over 16 million acres, surrounding the City of Gallup. Native cultures continue to struggle with poverty, unemployment and racism in the modern city.



Gallup traces its modern origins to the railroads and trading post entrepreneurs of the late 19th century. In 1880, while the railroad was pushing its way slowly westward, a paymaster named David Gallup established a small company headquarters along the projected right-of-way. Rail workers soon began "going to Gallup" to collect their pay, and when the tracks were finally laid through the area in 1881, the new settlement was formally named after the paymaster. Gallup was incorporated as a town in 1891. A local government was established and in 1901 it became the county seat of McKinley County.

In its early days, Gallup was a typical rough-and-ready frontier settlement, with its share of saloons, wooden sidewalks and a single road paralleling the railroad tracks. This route is now known as Historic 66 through town. In time wide streets were laid out in a formal grid pattern based on this single road.

For its first half century, the economy of the emerging town was largely supported by plentiful coal mining in the region. Gallup's rich coal fields directly adjacent to the rail line provided fuel for the trains. The town eventually became a major buying and shipping point for wool, piñon nuts, cattle, and sheep.

The town's first inhabitants were those European, Oriental, Mexican and westward-seeking American workers who sought employment in the mines, as well as building the rails. These workers included Italians, Scots, Germans, Slavs, English, Mexicans, Japanese, African-Americans, Irish and Croatians. Today descendants of these early immigrants, alongside more recent immigrants and the natives who have always made the area home contribute to the unique ethnic mix of the area.



*Figures 3 - 5: Top: Buildings from Historic Commercial District, Middle: Gallup Rail Depot, Bottom: McKinley County Courthouse. Source: 2015 Gallup Downtown Redevelopment Plan*





Early 20<sup>th</sup> century passenger rail service and the development of the Harvey House Hotel, El Navajo, contributed to the mix of people and increased Gallup’s reputation as a trading center. Gallup is now the principal trading hub for Navajo and Zuni people and a center for the wholesaling of Indian arts. Native traditions are celebrated annually at the *Inter-Tribal Indian Ceremonial*, with the 94<sup>th</sup> held in 2015.

The early 20<sup>th</sup> century saw the construction of several iconic structures in Gallup. Buildings of special note within the MRA are the former Rex Hotel (circa 1900) which is now the Rex Museum, the pueblo revival McKinley County Court House (1938) and the Spanish colonial revival style El Morro Theatre. The Gallup Cultural Center and the Amtrak stop are located on Route 66 in a two-story stucco station built in 1918 in the Mission Revival architectural style. The Harvey House hotel and restaurant, El Navajo was connected to the west wing of the depot. Much of the 1923 hotel portion of the depot was demolished in 1957 to widen U.S. Route 66.

A nomination for listing the Gallup Commercial and Industrial Historic District in the National Register of Historic Places and the State Register of Cultural Properties is being funded by NM MainStreet and prepared under a contract to Heather Barrett, Certified Architectural Surveyor. The nomination’s narrative notes the distinct collection of late-nineteenth and early twentieth century commercial and industrial resources that represent McKinley County’s diverse history. “Although the predominant architectural idiom is Utilitarian and Decorative Brick Commercial styles, the district also includes notable examples of Romanesque Revival, Art Deco, Mission and Spanish Colonial Revivals.”

The El Morro Theatre, listed in the National Register in 1988, is an excellent example of the Spanish-Baroque Revival with an ornate, colorful, and lively façade according to Barrett. “The historic El Morro Theatre is the centerpiece of downtown Gallup. Carl Boller of Boller Brothers designed the Spanish Colonial Revival-style theater. The symmetrical building has a deeply recessed tiled entry with projecting ticket booth. Two intact storefronts, which housed Holman’s Jewelry Company and the El



Figures 6 - 8: Top: Gallup Ceremonial Poster - 1926, Middle: El Morro Theatre, Bottom: Grande Hotel/Ricca’s Mercantile. Source: 2015 Gallup Downtown Redevelopment Plan



Morro Beauty Shop in the 1940s, frame the central section. Decorative red tilework outlined with black tile enlivens the lower façade.”

The former Ricca and Grand Hotels, 306 West Coal Avenue is another significant historic structure within the MRA. Barrett describes the building as a “... two-story, buff brick commercial building, constructed between 1922 and 1930,” with... “a symmetrical façade, which is divided into two storefronts. Built as a hotel, the building also housed a dry goods store and bus depot on the first floor with lodging above.

A circa 1920s photograph showing the streetscape indicates this building housed the Ricca Hotel (spelling varies) in the early 20th century. By 1940, the City Directory lists the Grand Hotel here, and by 1960, the building housed Ricca’s Mercantile and Furniture Store, as well as the Grand Hotel. Mrs. Virginia Brooks was the hotel manager.”

The nomination for listing the Gallup Commercial and Industrial Historic District in the National Register of Historic Places and the State Register of Cultural Properties states that the 1895 two-story Kitchen’s Opera House on Historic Route 66 is “a Gallup landmark and one of the oldest buildings in the city. The Gallup Cleaner, the newspaper in the 1890s, reported: *When finished, it (Kitchen’s) will be the best opera*



Figure 9 – Kitchen’s Opera House: Source 2015 Gallup Downtown Redevelopment Plan

*house between Denver and Los Angeles. It will be fitted up with all modern improvements.* Kitchen’s Opera House has hosted important social, political, and sporting events in Gallup for nearly 120 years. It served as the venue for movies, community dances, traveling shows of Shakespeare and various musicals, boxing matches, high school graduation ceremonies, political conventions, and lectures by prominent New Mexicans. The opera house was located on the second floor over a bar and restaurant.” The buildings diverse history prompted Roger M. Zimmerman, Ph. D., P.E. to author a book titled, *Kitchen’s Opera House, Gallup, New Mexico* and a series of stories told about the Opera House and its influence on the community found at [www.kitchensoperahouse.com](http://www.kitchensoperahouse.com).

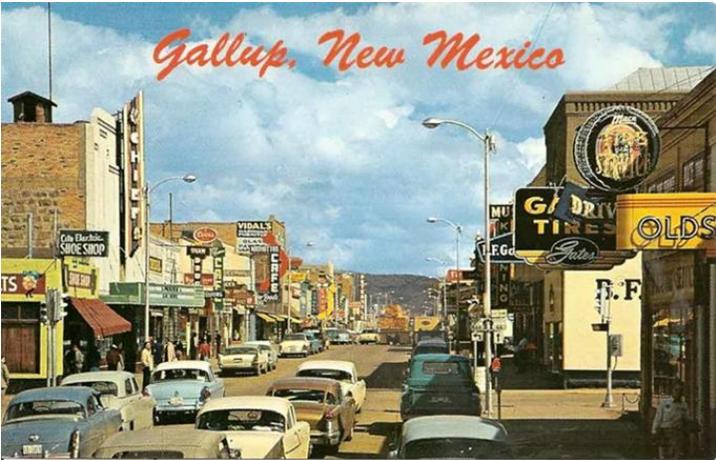
When Route 66, connecting Chicago to Los Angeles, came through town in 1926, numerous motels and service business sprang up on Main Street. The most prevalent businesses were the dozens of Indian Trading Posts that sprouted up displaying Native American arts and crafts to the many travelers along the Mother Road. Many of these vintage trading posts can be seen today, along with galleries, gift shops, old motels, and restaurants along Historic Route 66 and Coal Avenue in Gallup.



At one time Route 66 split traffic through the downtown, with one way traffic heading east on Coal Avenue and west along the rail line on Main, what is now Historic 66. There remain “Y” intersections with Historic 66 at both ends of Coal Avenue, although they are located beyond the boundaries of this redevelopment plan. Two-way traffic now flows along both Historic 66 and Coal Avenue.

The completion of Interstate 40 through Gallup in 1980 fundamentally changed the City’s future. With Interstate 40, Gallup now had direct access to Albuquerque and Flagstaff. The highway diverted traffic away from the City’s downtown and the historic core experienced a loss of some of its vibrancy in the following decades. The vitality of the Downtown is reviving, in part due to a reawakening of interest in the old Route 66 and the arts heritage of the town.

Since Gallup’s founding in 1881, the City has repeatedly reinvented itself and taken advantage of transportation routes. Gallup’s role as a regional retail and cultural center is well established. Gallup has a bright future as it seeks to harness its potential from its people and built environment. Through using its ingenuity, sense of place, and embracing a changing economy, Gallup can continue to grow and adapt to form the bright future its citizens want for their city.



*Figures 10 - 11 – Top: Downtown Gallup Postcard, Bottom: White Café. Source 2015 Gallup Downtown Redevelopment Plan*



# 3

## EXISTING CONDITIONS

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### *EXISTING LAND USE*

Understanding the mix, amount, character, and location of current land uses and activities will help identify opportunities for infill and redevelopment and provide information to guide and monitor strategies to achieve City objectives related to Downtown revitalization. The goal to become a more complete mixed-use area and primary destination for residents, tourists and regional trade, hinges on the effectiveness of land use and patterns that promote revitalization.

The MRA boundary encompasses approximately 130 acres with a mix of commercial, industrial, public, and residential, uses as well as developed and undeveloped open space, vacant land, parking, and circulation. It encompasses the heart of downtown Gallup, including the center of downtown retail and historic building fabric along Coal Avenue and Route 66, the McKinley County Courthouse complex, the bulk of Gallup's federal, regional, state and city government offices, regional banking and financial services, important civic institutions such as the regional libraries and visitor's center, the industrial area between the rail line and U.S. I-40, and portions of the channeled Rio Puerco. (Please refer to Figure "Existing Land Use Study Map").

Development south of Route 66 and the rail line rises up the hill in a regular grid pattern of city blocks with roads parallel and perpendicular to the rail line. The majority of structures are orientated to the streets going east and west, with fewer structures fronting on the north/south streets. A system of midblock alleys runs parallel to east/west streets providing back entrances and utility easements for businesses.

Development north of the rail line sits in the level plain associated with the Rio Puerco and is composed of larger blocks that accommodate primarily industrial, open yard and warehouse uses as well as the channeled Rio Puerco and the concrete structures that support elevated portions of U.S. I-40.



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

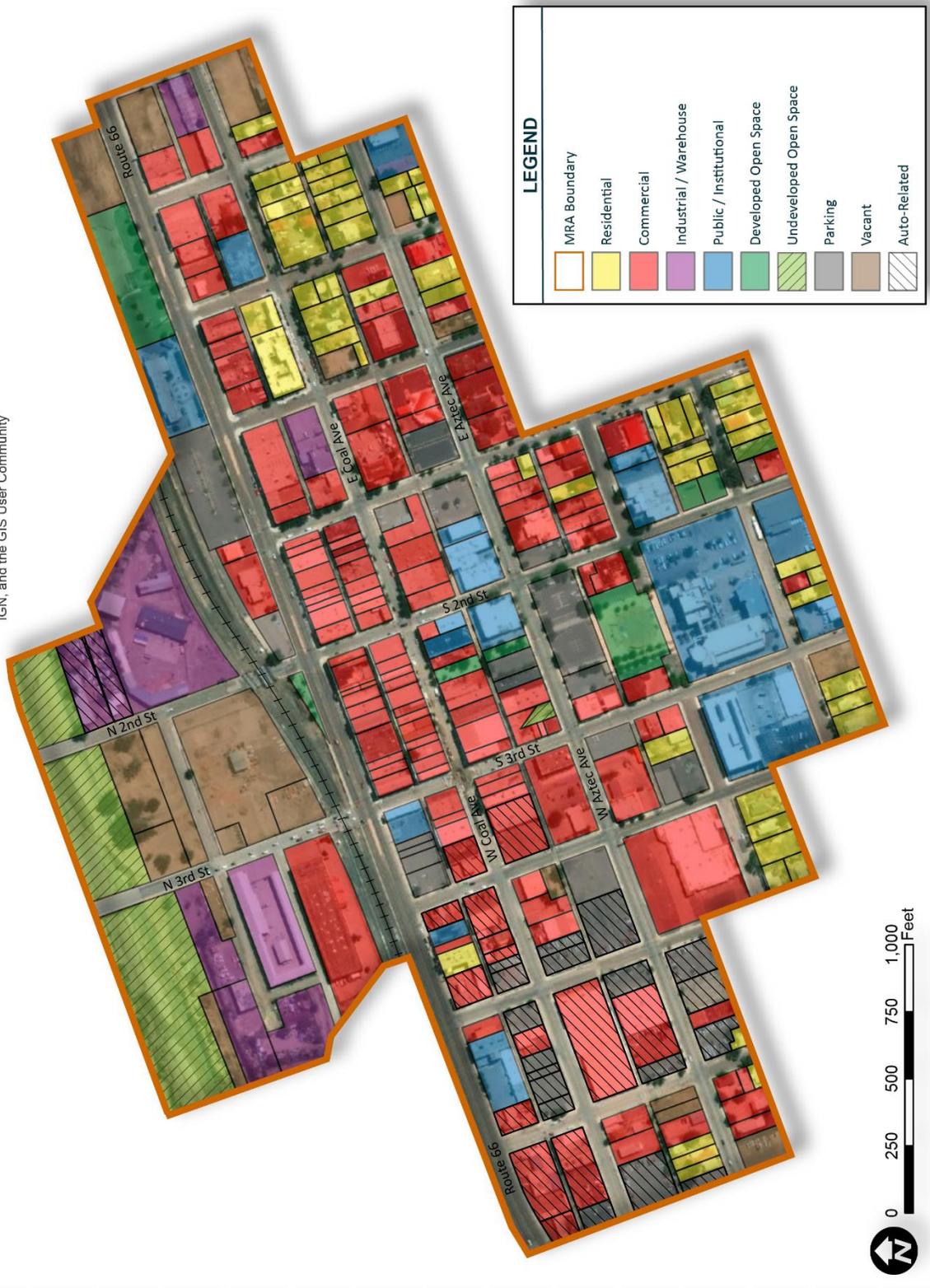


Figure 12 - Existing Land Use Map. Source: City of Gallup Land Development Standards, NWNMCOG



**Commercial:** The predominate land use type within the district south of Route 66, occupying approximately 22.7% or 29.51 acres of the MRA district. Commercial uses include retail, wholesale trading, personal services, banks and financial services, galleries, miscellaneous small businesses, offices, restaurants, and bars.

The concentrated and vibrant mix of commercial uses continue to make downtown Gallup a regional destination on weekends and to a lesser extent on weekdays. With a renewed interest in authentic historic downtowns that serve locals, there is an opportunity to meet economic development goals by expanding existing businesses, encouraging new commercial uses, and repurposing buildings. Challenges to overcome include: the lack of a 24-hour presence due to limited business hours, the low number of restaurants, the lack of overnight accommodations, limited residential development and the noise associated with the rail line. Other obstacles include the difficulty of complying with modern building codes and ADA requirements (see vacant and under-used buildings).

**Industrial and Warehouse:** Uses occupy approximately 6.8% or 8.80 acres of the district. Most sites are located on large properties north of the rail line on the grounds of the former roundhouse. Many of the properties are under-used and could be further expanded or redeveloped. Challenges to redevelopment include the lack of a rail line quiet zone, insufficient infrastructure and potential costs related to environmental mitigation.

**Automotive related:** Uses such as gas stations, mechanic shops and car dealerships including associated parking lots are further differentiated as an overlay on the map to highlight location and significance of the automotive sector within the district. The automotive industry comprises approximately 9.01 acres within commercial and 1.54 acres within industrial land uses in the district.

**Public and Institutional:** These uses are concentrated in the center of downtown with a few smaller institutions scattered throughout. Occupying approximately 8.6%, 11.17 acres of the plan area, they include federal, state, regional and local government offices, the McKinley County Courthouse complex, the post office, El Moro Theater complex, the visitor's center and depot, the regional libraries, accessory uses and churches.

Concentrated public and institutional uses and the associated employment downtown contribute to jobs and conveniences for residents and efficiencies for government agencies. Retaining these uses downtown as they expand services and facilities to serve the regional population growth will be essential to downtown remaining a regional destination and key employment center.

**Residential:** Uses occupy approximately 10.2% or 13.23 acres of the district and are located primarily along the edges of the MRA boundary adjacent to historic residential neighborhoods. There are approximately 50 single family homes, duplexes, and triplexes with an overall suburban density of approximately 7.5 units per acre. Much of the single-family housing stock is aging and provides an opportunity for restoration or replacement with higher-density residential development or mixed use.

There are a few small multifamily apartment complexes, a couple of group homes and the historic Lexington Hotel which was converted to a single room occupancy facility for individuals transitioning out



of homelessness. These developments are medium-density and in many cases provide affordable housing to qualifying individuals and families.

The most intensive residential development is the 44-unit Hooghan Hózhó mixed income family housing project located on Coal Avenue west of South Puerco Drive. It provides much needed infusion of residential development in the heart downtown and a good example of quality higher-density residential development. The downtown district has benefitted from the increase in density and future high-density residential development would only continue to reinvigorate the downtown district. An increase in density would spring other revitalization efforts such as increased retail, restaurants, and services within the district.

**Developed Open Space:** Parks and manicured open spaces occupy 2.3% or 3.06 acres of the district. This designation includes areas that are intentionally designed and improved to provide key outdoor public gathering areas such as the Courthouse Plaza, the walkway connecting Coal Avenue to the Plaza and the newly constructed Downtown Skate Park located east of the Cultural Center. Included is also the site of a potential future pocket park located at the recently demolished NMDOT buildings on Second Street just north Mesa Avenue. Additional developed open space would improve quality of life for residents and visitors and contributes to effective programming of space and events with the district.

**Undeveloped Open Space:** These areas occupy approximately 4.2% or 5.46 acres of the district. This designation is for areas that provide important natural functions such as storm water drainage associated with the Rio Puerco and the "Little Puerky" also known as "Pepsi Canyon" where it enters at southern boundary of the plan area east of Second Street before being piped underground at Mesa Avenue. These areas typically remain undeveloped but could be incorporated into multi-purpose projects such as drainage/recreation amenities.

**Vacant Land:** Approximately 6.9% or 8.95 acres of the district consists of vacant land scattered throughout the area. The largest property is associated with the vacant Alpine Lumber site north of the rail line.

Development on vacant lots provides an opportunity to meet objectives related to large scale regional uses such as a museum, event center or library and in appropriate locations for higher-density quality residential development.

**Parking:** Approximately 4.4% or 5.75 acres of the district is devoted to parking (not including on-street parking). This includes reserved parking, dispersed off-site employee and visitor parking and parking associated with the car dealerships. It does not include on-street parking or parking that is an accessory use to a primary use or activity of a site, such as parking for retail stores.

Downtown Gallup has two primary forms of parking, street and park-once off-street public parking lots. On-street parking is heavily utilized to access businesses and public services while many of the large off-site parking lots are underused and could be considered prime redevelopment and in-fill sites within the district. These underutilized lots are also prime areas for temporary programming for events such as farmers markets, art markets, car shows, etc.



**Right-of-Ways:** Public streets, alleys, utility easements and the railroad occupy approximately 33.9% or 44.07 acres of the plan area. Although a large percentage of the district, this is a typical amount of land for most downtown areas and is needed to provide adequate circulation for public transit, automobiles, pedestrians, and cyclists as well as easements for utilities. The city has made significant strides in improving the usability and functionality of downtown transportation corridors. The city has prioritized the Coal Avenue Commons Event Street project as its catalytic downtown project with hopes that the enhancements to the corridor will provide a quality pedestrian experience for everyday shoppers and during downtown events such as the Monthly Arts Crawl, Downtown Night Out, and annual ceremonial activities. The city has also prioritized alleyway enhancements to improve connectivity and increase pedestrian traffic within the downtown district. Additional enhancements to create a comfortable and safe pedestrian environment will be key to transforming downtown into a cohesive and vibrant urban area for the local community, regional visitors, and tourists.

Table 1 – Land Use by Acreage and Percentage of Total MRA Area

*LAND USE BY ACREAGE & PERCENTAGE OF TOTAL MRA AREA*

LAND USE	ACREAGE	% OF TOTAL AREA
COMMERCIAL	29.51	22.7%
INDUSTRIAL/WAREHOUSES	8.80	6.8%
PUBLIC/INSTITUTIONAL	11.17	8.6%
RESIDENTIAL	13.23	10.2%
DEVELOPED OPEN SPACE	3.06	2.3%
UNDEVELOPED OPEN SPACE	5.46	4.2%
VACANT LAND	8.95	6.9%
PARKING	5.75	4.4%
PUBLIC AND RAILROAD R.O.W.	44.07	33.9%
<b>TOTAL</b>	<b>130.00</b>	<b>100%</b>

Table 1 – Land use by acreage & percentage of total MRA area. Source: 2015 Gallup Downtown Redevelopment Plan, NWNMCOG.

**Vacant and Under-used Buildings:** Scattered throughout the district are numerous vacant and under-used buildings that deter visitors to the district and create unappealing and uninviting sense of place. Most of the vacant and under-used buildings are situated within the historic fabric of the district along historic Route 66 and Coal Avenue. As noted in the City of Gallup MRA Designation Report, October 2014:

*"Several historic buildings downtown, notably the old Grand Hotel, remain intact but go largely unused or altogether vacant. While building deterioration in the heart of downtown is largely unseen from the street several buildings are reportedly facing serious structural and interior deterioration, largely due to neglect."*

The issue is compounded by the relatively narrow deep lots owned by separate owners making it difficult to achieve economies of scale for redevelopment. Additionally, rehabilitating historic two-story buildings is complicated due to the expense and difficulty of complying with modern building codes and ADA standards required for certain uses on the second floor. The City's updated Land Development Standards has greatly reduced requirements for rehabilitation of these building and encourages private investment.



Finally, many properties may have environmental issues such as asbestos, which may require remediation for certain uses.

The plan area has numerous buildings that are over 10,000 square feet. Of those buildings the following are underutilized or vacant and should be considered for repurposing and/or redevelopment:

- **306 Coal Avenue:** Ricca Merc Building - Grand Hotel
- **218 E Historic Highway 66:** Drake Hotel – Currently the Southwest Indian Foundation (SWIF) Project Office.
- **383 E Historic Highway 66:** Navajo Garage
- **149 S. Strong Drive:** Elks Lodge - Corner of S. Strong Dr. and E. Coal Ave. east of the Hooghan Hózhó mixed income housing complex.
- **Warehouse with Parking on Top:** corner of E. Coal Ave. and S. Puerco Dr. east of La Montanita Coop Food Market.
- **105 W. Coal Avenue:** Former Gallup Print and Office Supply – currently being rented and used for storage.
- **115 W Coal Avenue:** Two story building west of Sammy C's Sports Bar. Ground floor is half occupied and top floor occupation is unknown but would be ideal for residential or office space.

Redevelopment and/or repurposing of underused smaller buildings should consider the location within the block and adjacent buildings. There may be opportunities to assemble properties or rehabilitate several buildings in a row to lower costs and achieve efficiencies.



## EXISTING ZONING

### EXISTING REGULATORY FRAMEWORK

This section of the plan provides an initial review and summary of Articles of the Gallup Land Development Standards (LDS) that apply to the redevelopment of downtown Gallup and the MRA. This includes code sections related to zoning and development standards, administrative procedures and building regulations as they relate to historic structures. Overall, the current code anticipates re-establishing a vibrant downtown Gallup. To further support infill, redevelopment and revitalization efforts, the code has been reviewed and amended to include a wide range of incentives, flexible approval processes and performance-based zoning regulations that accommodate policy objectives from the Growth Management Master Plan and the MRA Plan.

### ZONING DISTRICT

The zoning districts that apply to the MRA plan area include the **Downtown Overlay Area**, several base zoning districts, and the Business Improvement District. For zoning district boundaries please refer to Figure 12 “Existing Zoning Study Map”.

**Downtown Overlay District (DO) – 10-2-B-d:** The Downtown Overlay District, DO, is intended to facilitate the redevelopment of the downtown area. It establishes district standards to ensure the preservation and creation of a well-defined, urban form. The DO district establishes design requirements for land and structures in all underlying base districts within the boundaries of the overlay district to create a consistent appearance and a distinctive identity throughout the downtown area and ensure development conforms to the intent of the Gallup Downtown Redevelopment Plan (*Gallup Land Development Standards 2018/21*).

As part of the Land Development Standards update in 2018 and amended in 2021, the DO now prescribes standards for future development activity within the DO district. These standards apply to new construction, expansion, and renovation of all residential, mixed-use, and non-residential structures within the district. However, exceptions are made for historic structures listed on the National Historic Register.

### DOWNTOWN OVERLAY DISTRICT SPECIFIC STANDARDS

**Permitted Uses:** In the DO the permitted and conditional uses are the same as the base zoning districts except for uses that are specifically prohibited such as adult entertainment, adult retail, heavy manufacturing, and special manufacturing. Additionally, a minimum of fifty (50) percent of the total ground floor area of the buildings in the DO shall be occupied by uses in the residential, civic, and institutional, food and beverage, recreational and entertainment, lodging, office and services, or retail sales. Lastly, residential dwelling units above the ground floor shall be permitted by right without conditional use (*Gallup Land Development Standards 2018/21*).



**Dimensional Standards:** The dimensional standards in Table 10-2-27: *Downtown Overlay District Dimensional Standards* within the City of Gallup Land Development Standards shall apply to all buildings within the DO district.

The primary building wall facing a public right-of-way shall occupy a minimum of fifty (50) percent of the front property line width. On a corner lot, the required fifty (50) percent must begin at the corner. The minimum ground floor height shall be twelve (12) feet (*Gallup Land Development Standards 2018/21*).

**Signage:** Each business within the DO district is limited to one (1) projecting sign per tenant per frontage (*Gallup Land Development Standards 2018/21*).

**Building Entrances:** Buildings shall have at least one (1) pedestrian entrance facing the public right-of-way. Primary building entrances shall be clearly defined and highly visible through incorporating at least two (2) of the seven (7) entryway design features listed within the LDS (*Gallup Land Development Standards 2018/21*).

**Façade Articulation:** Buildings that have zero (0) setback and exceed three (3) stories in height shall provide a ten (10) foot step-back at the fourth story of the front façade (*Gallup Land Development Standards 2018/21*).

**Transparency:** To improve aesthetics and to make the DO district more inviting to residents and visitors, the LDS requires that buildings conform to transparency standards. A minimum of fifty (50) percent of any ground-floor wall that faces a public right-of-way shall contain transparent display windows and/or doors, with the lower edge of the windowsills no higher than thirty (30) inches above the finished floor. A minimum of thirty (30) percent of each higher floor that faces a public right-of-way shall contain transparent windows and/or doors (*Gallup Land Development Standards 2018/21*).

Figure 10-2-15: Downtown Overlay District - Transparency



Figure 14 – Transparency Standards Example in Downtown District Overlay. Source 2021 Gallup Land Development Standards

**Parking:** The City’s update of its Land Development Standard has identified the need for reduced requirements for parking within the DO district. This reduction in requirements is based on feedback from existing, former, and potential business owners within the district and the difficulty conforming to standard city-wide parking requirements. Additionally, the districts walkability and the multiple free city parking lots has allowed for reduced parking requirements. Some requirements for new construction, and expansion are required based on city-wide parking standards, however reductions in the percentage of

Table 10-2-27: Downtown Overlay District Dimensional Standards	
Development Type	Downtown Overlay District
<b>Lot Standards</b>	
Lot area, min.	NA
Lot depth, min.	100 ft.
Lot width, min.	30 ft.
<b>Setbacks</b>	
Front, max.	10 ft.
Side, min.	0 ft.
Rear, min.	10 ft.
<b>Building Standard</b>	
Height, max.	26 ft. in Commercial Historic District/ 65 ft. elsewhere

Figure 13 – Dimensional Standards in Downtown District Overlay. Source 2021 Gallup Land Development Standards



required parking spaces can be granted based on feasibility or lack thereof (*Gallup Land Development Standards 2018/21*).

**Base Zoning Districts:** The following base districts are situated in the MRA District and are depicted on Figure 12 "Existing Zoning Map".

HC	Heavy Commercial
MXC	Mixed-Use Center
I	Industrial
MFRH	Multi-Family Residential High
MXN	Mixed-Use Neighborhood



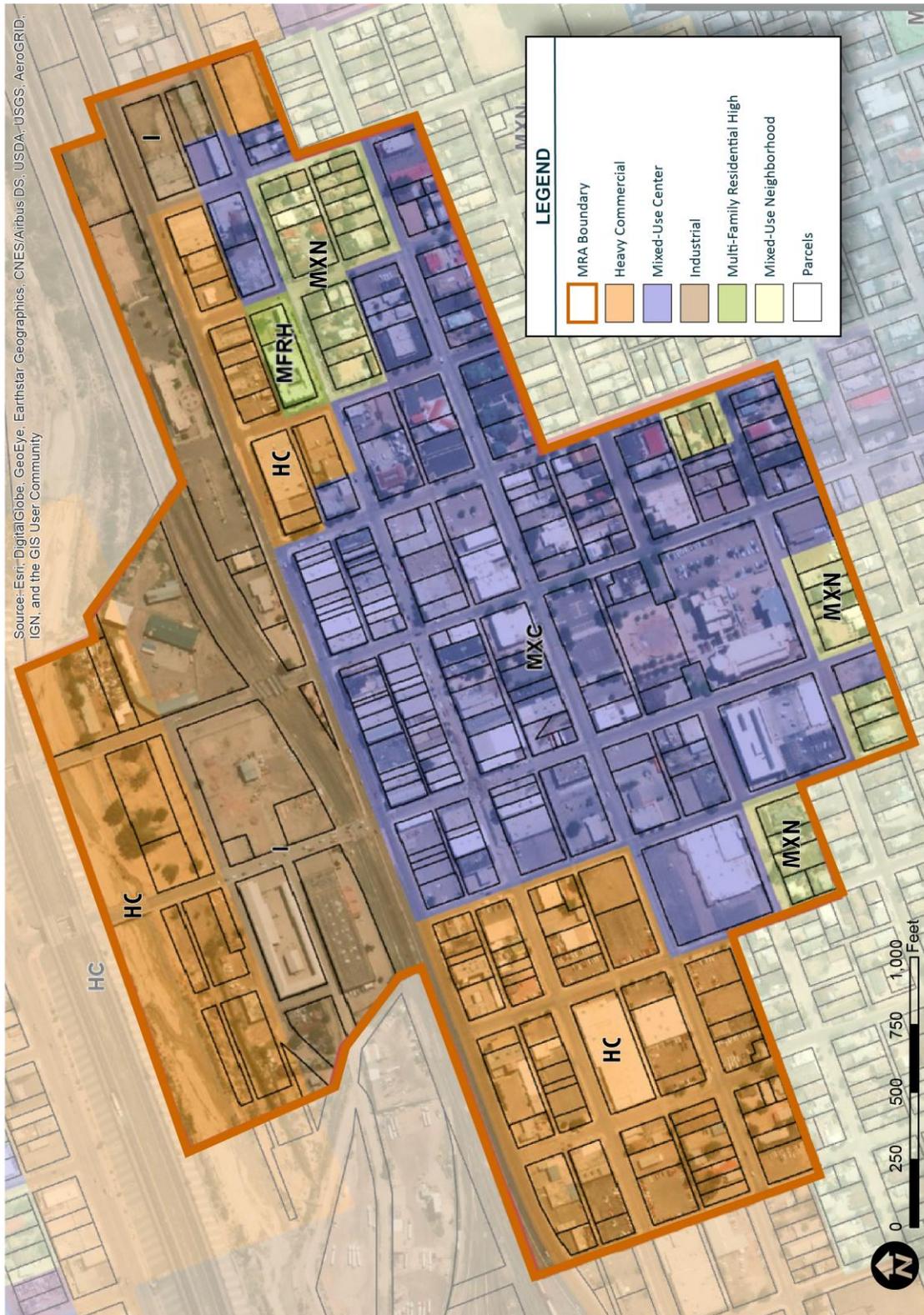


Figure 15 - Existing Zoning Map. Source: City of Gallup, NWNMCOG, 2021



**(HC) Heavy Commercial District:** The purpose of the Heavy Commercial District is “to provide for more intense commercial uses, retail sales and services, and storage activities. These uses often require large lots, have special ingress/egress conditions, and generate higher impacts in terms of noise and traffic. Uses may be associated with the merchandising or servicing of transportation vehicles, large equipment, construction materials, and the like. The HC district designation should not be assigned to areas adjacent to residential areas”. Permitted uses in the HC district include but are not limited to various forms of group living, civic and institutional, animal care, food and beverage, recreation and entertainment, motor vehicle related, offices and services, retail sales, wholesaling and storage, telecommunications, accessory uses and temporary uses. Conditional uses within transportation, manufacturing, and lodging are allowable within the district (*Gallup Land Development Standards 2018/21*).



Table 10-2-21: HC District Dimensional Standards		
Development Type		Heavy Commercial
<b>Lot Standards</b>		
a	Lot area, min.	5,000 sq. ft.
b	Lot frontage, min.	30 ft.
c	Lot width, min.	50 ft.
<b>Setbacks</b>		
d	Front, min.	10 ft.
e	Side, min.	10 ft.
f	Street <sup>30</sup>	10 ft.
g	Rear, min.	15 ft.
<b>Building Standard</b>		
h	Height, max.	55 ft.

Figure 16 - Heavy Commercial Building Typology Example and Dimensional Standards. Source 2021 Gallup Land Development Standards

**(MXC) Mixed-Use Center District:** The Mixed-Use Center district was “established to encourage and facilitate the development of vibrant, high-intensity, pedestrian-oriented activity centers that contain a concentrated mix of land uses. Centers are intended to allow for a higher level of development that is urban in character and provides a horizontal or vertical mix of uses that may include office, civic, institutional, commercial retail and personal services, and residential uses. The siting, architectural style, and scale of development in these destinations should reinforce a pedestrian oriented, walkable environment”. Permitted uses in the MXC district include but are not limited to various forms of household living, group living, civic and institutional, animal care, food and beverage, recreation and entertainment, lodging, offices and services, retail sales, accessory uses, and temporary uses. Conditional uses within lodging, manufacturing, and telecommunications are allowable within the district (*Gallup Land Development Standards 2018/21*).





Table 10-2-17: MXC District Dimensional Standards		
Development type		Mixed-Use Center
<b>Lot Standards</b>		
a	Lot area, min.	NA
b	Lot frontage, min.	NA
c	Lot width, min.	NA
<b>Setbacks</b>		
d	Front, min./max.	0/10 ft.
e	Side, min./max.	0/5 ft.
f	Rear, max.	15 ft.
<b>Building Standard</b>		
g	Height, max.	62 ft.

Figure 17 - Mixed-Use Center District Building Typology Example and Dimensional Standards. Source 2021 Gallup Land Development Standards

**(I) Industrial District:** The purpose of the Industrial District is to “provide for manufacturing, assembly, fabrication, processing, warehousing and storage, resource extraction, and general industrial uses in appropriate locations, while protecting surrounding areas from any adverse off-site impacts of those activities. Industrial development may be organized in a district-planned industrial park or in individual buildings on individual lots. The principal land uses are industrial, with incidental and supportive business and office uses”. Permitted uses in the I district include but are not limited to various forms of civic and institutional uses, food and beverage, motor vehicle related, retail sales, manufacturing, production and extraction, waste and salvage, wholesaling and storage, transportation telecommunications, accessory, and temporary uses. Conditional uses within manufacturing, transportation, recreation and entertainment, agriculture and animal care uses are allowable within the district (*Gallup Land Development Standards 2018/21*).



Table 10-2-23: I District Dimensional Standards		
Development Type		Industrial
<b>Lot Standards</b>		
a	Lot area, min.	NA
b	Lot frontage, min.	NA
c	Lot width, min.	NA
<b>Setbacks</b>		
d	Front, min.	10 ft.
e	Side, min.	15 ft.
f	Rear, min.	20 ft.
<b>Building Standard</b>		
g	Height, max.	65 ft.

Figure 18 - Industrial District Building Typology Example and Dimensional Standards. Source 2021 Gallup Land Development Standards



**(MFRH) Multi-Family Residential High:** The purpose of the Multi-family Residential High District is to “accommodate high-density, multi-family development in urban areas within a maximum height of five (5) stories. This district is intended to provide for multi-family dwelling units, live/work units, and townhouses. The district also permits limited recreation and entertainment uses, civic and institutional uses, and uses incidental or accessory to multi-family dwellings”. Permitted uses in the MFRH district include but are not limited to various forms of household living, group living, civic and institutional uses, accessory, and temporary uses. Conditional uses within recreation and entertainment, lodging, and accessory uses are allowable within the district (*Gallup Land Development Standards 2018/21*).



Table 10-2-10: MFRH District Dimensional Standards		
Development Type		Multi-Family
Lot Standards		
a	Lot area, min.	15,000 sq. ft.
b	Lot frontage, min.	50 ft.
c	Lot width, min.	100 ft.
Setbacks		
d	Front, min.	15 ft.
e	Side, min.	5 ft.
f	Rear, min.	15 ft.
Building Standard		
g	Height, max.	62 ft.

Figure 19 - Multi-Family Residential High District Building Typology Example and Dimensional Standards. Source 2021 Gallup Land Development Standards

**(MXN) Mixed-Use Neighborhood:** The purpose of the Mixed-Use Neighborhood District is to “accommodate neighborhoods serving commercial and office uses to create a transition from established residential neighborhoods to commercial areas. It is intended to encourage pedestrian-oriented development at a scale appropriate to the surrounding area. This district allows individual or small groupings of retail sales and services offering a limited variety of convenience items and services for the needs of a local neighborhood”. Permitted uses in the MXN district include but are not limited to various forms of household living, group living, civic and institutional uses, food and beverage, offices and services, retail sales, accessory, and temporary uses. Conditional uses within civic and institutional uses, food and beverage, recreation and entertainment, lodging, offices and services, telecommunications and accessory uses are allowable within the district (*Gallup Land Development Standards 2018/21*).

As the downtown area evolves to accommodate more hospitality, residential and/or public institutions the boundaries and standards of the industrial district may need to be adjusted and/or some properties rezoned.



## *PLANNING FRAMEWORK*

This subsection identifies and summarizes plans, reports and related policies that impact the MRA plan area. The goals, recommendations and policies identified in the planning framework provide important background information, support and sound direction for the development and implementation of this plan.

### **1. City of Gallup Downtown Metropolitan Redevelopment Area Designation Report 2014**

This report is the foundation for the City of Gallup's Metropolitan Redevelopment Area District. The report documents aspects of the Downtown area that are deteriorating or inadequate and are contributing to an overall underperforming downtown. The report was drafted to identify blighted areas within the downtown district and to develop the boundaries of an MRA to correct conditions and aid in redevelopment and revitalization.

### **2. Gallup Arts & Cultural District Resource Team Assessment 2014**

This report assesses Downtowns Gallup's historic role, character, and unique ability to meet challenges and seek opportunities presented by the Creative Economy. It provides background information on The New Mexico Arts & Cultural District (A&CD) Program, objectives and benefits of State Authorized Arts & Cultural Districts and recommendations in the following areas: Cultural Planning, Marketing and Promotion, Capacity Building and Finance, Physical Planning and Design.

### **3. Library Planning and Feasibility Study 2013**

This study prepared for the Octavia Fellin Public Library and the City of Gallup provides programming including the size of the building to meet the projected 20-year needs. It also includes an evaluation of potential sites to accommodate the new library.

### **4. Draft Targeted Brownfields Assessment Nov 2011**

The assessment, prepared for US Army Corp of Engineers identifies, assesses, and inventories potential brownfield properties in the downtown area. The purpose of the assessment was to assist Connection, Inc. with developing a revitalization strategy for the area. The study area is not wholly congruent with the MRA area; the project area is bordered by Second St. on the west, Ford Ave. on the east, Maloney Ave. on the north and Hill Ave on the south.

### **5. The City of Gallup Growth Management Master Plan 2016**

The Growth Management Master Plan, adopted by the Gallup City Council is a city wide-comprehensive policy guide to decisions about the physical development of community. It is a complete revision and update to the Growth Management Master Plan adopted in 2009 which established a community vision statement and growth management policy framework. The 2016 plan provides specific guidance to desired land use in the downtown area and identifies the potential for more intensive use. One of the overriding recommendations includes promoting the continuing efforts to revitalize downtown. To that



end the plan provides several strategies including encouraging urban density mixed- use development, improve streetscapes and pedestrian amenities, increase, and promote public art, enhance alleyways for pedestrian use, improve transition areas and support and promote downtown events.

#### **6. Gallup Business Improvement District (BID) Business Plan 2009.**

This plan provides a planning framework for the Business Improvement District, (BID), a private sector initiative to promote the improvement of Gallup's downtown environment, financed by a self-imposed and self-governed assessment on commercial property within the BID boundaries. The BID encompasses approximately 35 blocks covering the core of downtown and the Route 66 corridor. It includes information pertaining to the establishment, legal framework, and organization of the BID and identifies initial improvement projects and initiatives to improve the business climate, physical appearance, sense of welcome, and overall marketability of downtown to attract new businesses, consumers and visitors.

#### **7. Gallup NM Livability Guidelines, Gallup Mainstreet 2006**

These guidelines are intended to help local officials, stakeholders, property owners and tenants recognize and appreciate character-defining features and to provide a framework for asset management to ensure future development is compatible with the historic and cultural character of Downtown Gallup.

#### **8. The Gallup-McKinley Trails and Open Space Master Plan 2005**

This plan reflects the long-range vision for an interconnected trails and open space system in the Gallup-McKinley County area. This Plan integrates the economic consideration of adventure tourism and serving the needs and desires of the local population for a safe recreational and alternative transportation system. It provides specific recommendations for walking paths to downtown, graphic standards for urban trails, the creation of a river park, bicycle routes through downtown and a skatepark.

#### **9. McKinley County Museum Feasibility Study 2005**

This study was sponsored by NWNMCOG and provides recommendations for both a countywide museum and a network of museums and institutions. Key plan objectives include applying funding as a regional consortium through a centralized entity and collaborative marketing efforts under a unified brand.

#### **10. "Weaving a Vision for Our Community: A Gallup Region Town Hall" Dec 2005**

This report prepared by New Mexico First provides extensive background information and analysis on Gallup as a regional economic and cultural center with the potential for revitalization based on the community's sense of place. It also documents the results of a town hall meeting conducted over several days which established the concept that redevelopment efforts should "work for Gallup first and then invite others to join in on the fun" and that the key to successful redevelopment is the forging of a partnership between the public and private sectors with significant leadership and investment by private business.



### **11. Downtown Gallup Revitalization Plan May 1982**

Downtown Gallup Revitalization Plan is a technical assistance report completed in May 1982 for the City of Gallup and the Gallup Downtown Development Corporation. The report provides urban design concepts for revitalization and an in-depth existing conditions and historic building inventory. It concludes that the presence of the (then new) Rio West Mall will introduce an element of serious competition and have a genuine influence on the economic vitality of Downtown. Local and regional shoppers were going to do less shopping Downtown because some of their favorite Downtown stores had moved to the new Mall location and because they disliked the parking, traffic congestion and general lack of upkeep and cleanliness in the downtown area.

### **12. City of Gallup Comprehensive Housing Market Analysis 2020**

The Comprehensive Housing Market Analysis adopted in June 2020, identifies housing needs and barriers to housing development within the City of Gallup and propose goals and implementation steps aimed at addressing housing needs. This report quantifies Gallup's needs for housing of all types and price range. The plan highlights the downtown as a "logical location for higher density housing to aid in revitalization of downtown". Additionally, the report highlights the district's primary zoning types including retail but more importantly, the Mixed-Use Center.

### **13. City of Gallup Retail Market Study 2020**

The Retail Market Study completed in 2020 was the City's effort to evaluate the potential for commercial and lodging development in the City of Gallup, to identify specific targets for recruitment or business development. The plan identified downtown Gallup as a critical specialty retail district, visitor destination, and center of government with the potential for significant redevelopment opportunities for commercial, mixed-use, and multi-family residential projects.



# SOCIO-ECONOMIC PROFILE

## POPULATION

The population of Downtown Gallup is described here by census tract 9454. The tract encompasses all of the proposed MRA boundaries and also includes the surrounding residential neighborhoods and contains approximately 2,604 people. To get a better sense of the characteristics of the downtown community, it's important to understand the percentage of age groups within the district. According to the U.S. Census Bureau's 2015 - 2019 American Community Survey (ACS) data, downtown Gallup is mostly comprised of a middle-aged population with approximately 42.6% of the total population between the ages of 25 - 54 years. Of the 42.6%, approximately 27.4% are between the ages of 25 - 40 years. The older population is represented by 16.9% of the total population between the ages of 55 - 64 years and 19.6% over the age of 65 years. Downtown in comparison to the rest of the City and the State exemplifies a community with long-term residents and higher than average middle-aged populations with few young adults and children. ACS data indicates that downtown has a median age of 41.8 years old compared to the rest of the city at 32.7 years and New Mexico at 37.8 years.

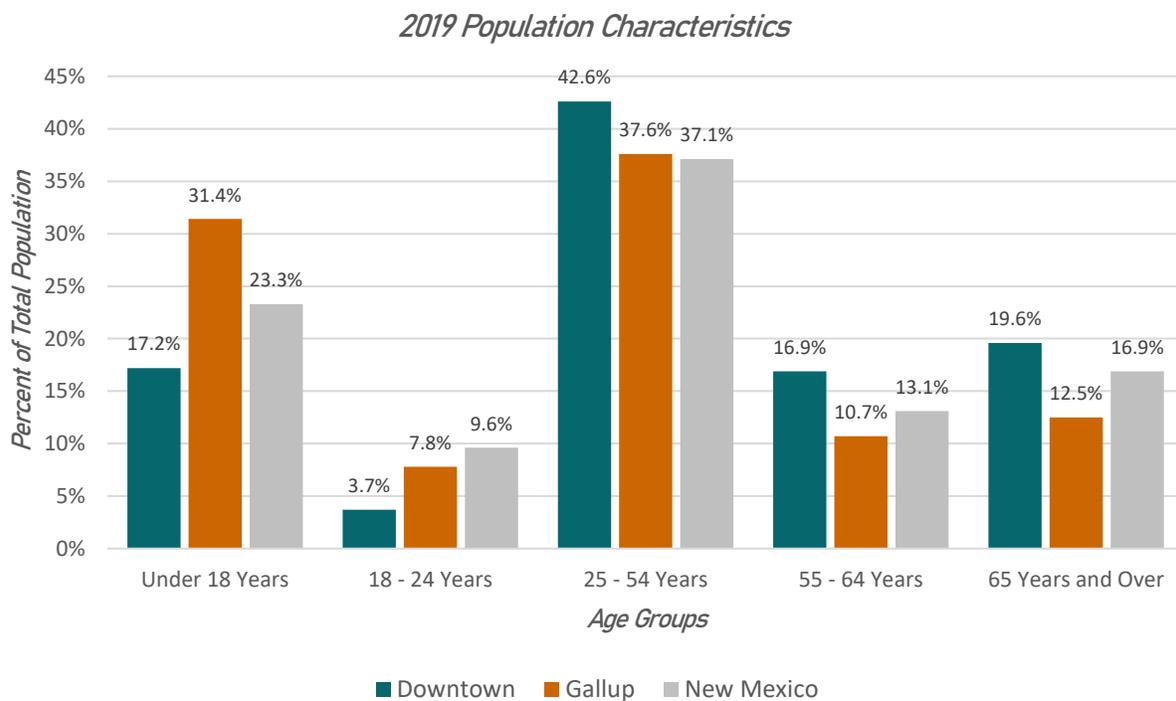


Chart 1 - 2019 Population Characteristics. Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates

Like the rest of the City, Downtown Gallup is comprised of a diverse population. However, unlike the rest of the city, Downtown has a smaller percentage of Native American population at approximately 28.9% of the total population compared to 44.1% of the city's total population. Of the American Indian population downtown a vast majority are Navajo. Downtown has more white, black and multi-racial residents than the rest of Gallup, making it overall a more diverse community than the city as a whole.



## ECONOMICS

Household income is an essential characteristic to aid in understanding the make up of a community. As household income plays an important part of the local economy and the quality of life of families in the district, it is generally a good indicator of the economic health of a community.

The downtown district, including the outlying area is comprised of a diverse set of household income levels. Most notably, the majority (39.8%) of households within the district have household income levels between \$35,000 - \$49,999 (19.4%) and \$50,000 - \$74,999 (20.4%). These income groups aligns with the demographic make up of the community and the identification of a large working class population. However, the district does host a large portion (14.6%) households with less than \$10,000 in annual income. This is in alignment with the rest of the city (14.1%) but significantly larger than the state (8.6%). The downtown district has a median household income of \$49,388 compared to the city's \$48,065, and \$49,754 in New Mexico.

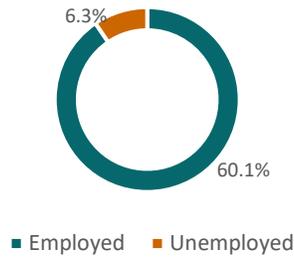


Chart 2 - 2019 Household Income. Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates

Unemployment Downtown is relatively low at 6.3%, and is in alignment with the State unemployment rate of 6.7%. In comparison with the City of Gallup at 7.4%, downtown is a full percent below. However, unlike unemployment rates, downtown has a higher poverty rate (24.8%) than the state rate of 19.1%. Poverty in the district, although relatively high, is approximately 3.6% less than the City's rate of 28.4%.



2019 Downtown Employment



2019 Gallup Employment

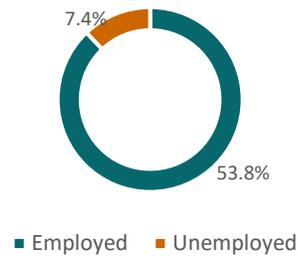


Chart 3 - 2019 Employment Data. Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates

The many government workers Downtown bolster the area’s percentage of persons with Bachelor’s Degrees yet this same population shows higher poverty rates (6.3%) in Downtown than do the same populations in the city (4.4%) or the state (6.2%). This young, educated, and largely single population presents great potential for private development in Downtown. Not only can this population serve as the foundation of a thriving private service economy it can also feed a neighborhood retail and entertainment economy. Currently, however, the educated population of Downtown remains underfunded and faced with limited economic choices.



## HOUSING

To gain a complete understanding of the housing market in Gallup, the City developed a Comprehensive Housing Market Analysis. The analysis, which was conducted and adopted in June 2020, has the following findings:

- **Housing Availability:** In general, housing demand is higher than housing availability and there is always a limited stock for sale and rent. New residents by way of employment find it difficult to find rental units and rates are high and unaffordable. There is a large temporary workforce from the education and health care industries whose contracts are for one or a few years and require rental housing. This population often reverts to rent rooms due to limited stock.
- **Housing Conditions:** Housing stock is old and in poor condition. Landlords have no incentive to invest in maintenance or rehabilitation. Owner modifications can be poor quality and not up to code. Vacant, abandoned homes are a problem.
- **Housing Choice:** People cannot move up or down because the lack of inventory and choices. Entry level professionals and service workers need housing affordable to them. Most of the current stock is not affordable to this sector of the population. Housing options for higher wage earners are limited. There is a need for more market rate housing, both rental and for sale. Higher quality rentals is desired among temporary higher wage earners. Middle density housing like townhomes and duplexes are an option for affordability.
- **Barriers to New Housing Construction:** Construction costs are high. The rate of construction does not allow for economies of scale. Soils and topography hinder construction and increase costs. There are no local architects and limited skilled tradesmen. Infrastructure is needed to support new development.
- **Impact of Housing needs on the Community:** The lack of housing is a barrier to economic development recruitment and expansion efforts.

According to the 2020 Housing Market Analysis, the City of Gallup has approximately 8,483 housing units. Of those units, 85.3% are occupied while 14.9% remain vacant. Of the occupied units, 59.6% are owner occupied while the remaining 40.4% are rented. Within the downtown area, there are approximately 1,479 housing units. 79.3% are occupied while 20.7% remain vacant.

Downtown Gallup including the immediate surrounding area is comprised mostly of single family detached homes (59%). The next most prominent housing types are dwellings with 2 units (7.6%) and dwellings with 3 to 4 units (19.5%). This is a typical housing typology pattern of a historic downtown surrounded historic neighborhoods such as Chihuahuita.



### 2019 Housing Types in Downtown

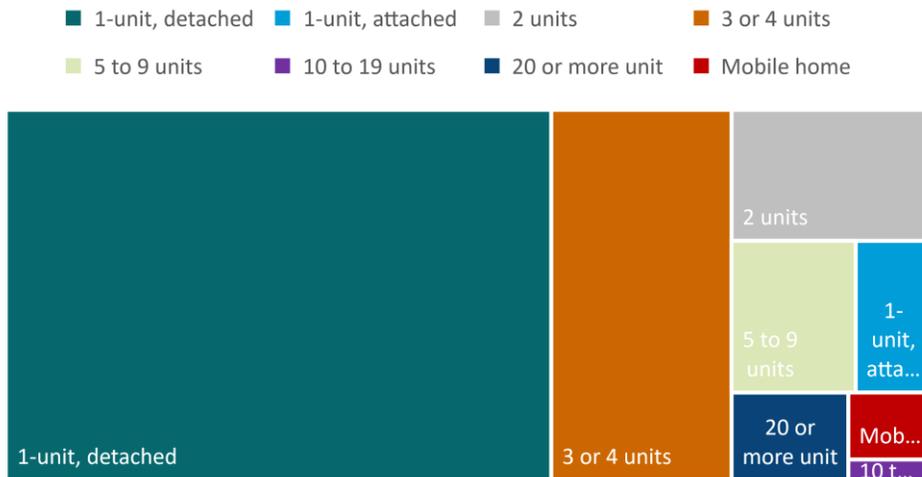


Chart 4 - 2019 Housing Data. Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates

As one would expect, many of the housing units within downtown are relatively old compared to the rest of the City. Of the 1,479 housing units within the downtown area, approximately 87.7% were built before the year 1979. A large percentage of housing units were built between the years 1940 – 1949 (18.5%) and 1939 or earlier (24.5%). From the year 2000 to present, approximately 5.1% of the total housing units were constructed within the downtown area. Overall, the downtown area is comprised of older single family homes with little to new homes and a decent amount of multi-unit dwellings.

According to the 2020 Comprehensive Housing Market Analysis, there is significant unmet demand for housing and homeownership within Gallup. In 2018 there were approximately 2,919 households renting and 1,159 of those were classified as being cost burdened renter households. 50 households had housing problems and 500 households were cost burdened low income senior homeowners. This data inconjunction with community surveys conducted as part of the Housing Market Analysis, have identified the need for approximately 40 units of affordable and workforce rental units and approximately 30 market rate rental units annually.

### OVERALL MARKET PERFORMANCE

INCOME RANGE	# OWNER HOUSEHOLDS	LESS AVAILABLE MARKET UNITS FOR SALE	UNMET NEED
UNDER \$20,000	0	6	N/A
\$20,000 - \$34,999	27	9	18
\$35,000 - \$49,999	21	13	8
\$50,000 - \$74,999	29	10	19
\$75,000 - \$99,999	17	3	14
\$100,000 OR MORE	14	3	11
<b>TOTAL</b>	<b>127</b>	<b>44</b>	<b>83</b>

Table 3 - 2018 Annual Estimated Demand for Homeownership Data. Source: 2020 Comprehensive Housing Market Analysis



Much like rental units, there is significant demand for homeownership. The Housing Market Analysis categorized homeownership need through market data and community surveys and have identified approximately 83 unmet homeownership needs across various income levels.

While an effort should be made to preserve and restore homes that are well maintained and better built it may be necessary to replace some homes in the neighborhoods surrounding downtown in order to create a healthy and appealing neighborhood aesthetic. The replacement of homes within the downtown area and surrounding neighborhoods not only aids revitalization efforts but contributes to meeting the unmet demand for all types of housing.

The long-standing and newly developing community around Downtown is an essential asset to the development and sustainability of Downtown. Residents must be considered essential in every step of the Downtown redevelopment process.



## EDUCATION

Downtown has historically been a critical employment center for the City of Gallup. With retail sales, food and beverage, artisan enterprises and other commercial activities defining the downtown district, the district continues to require a large workforce. However, this large workforce is comprised of individuals with lower levels of educational attainment and this is represented within the chart below. According to U.S. Census data, in 2019 the downtown area had approximately 70.2% of the total working age population with education levels of Associate’s Degree or less. Compared to the rest of the City (79.5%) and the State (75.3%), the downtown area is comprised of a slightly more educated population. This is reflected in downtown’s number of individuals with a Bachelor’s Degree or higher. In 2019 the downtown area had approximately 29.8% of the population with a Bachelor’s Degree or higher. This is almost 10% more than the city’s percentage of 20.5% and 5% more than the state average. This trend is likely to continue as local governments and federal agencies continue to call downtown home.

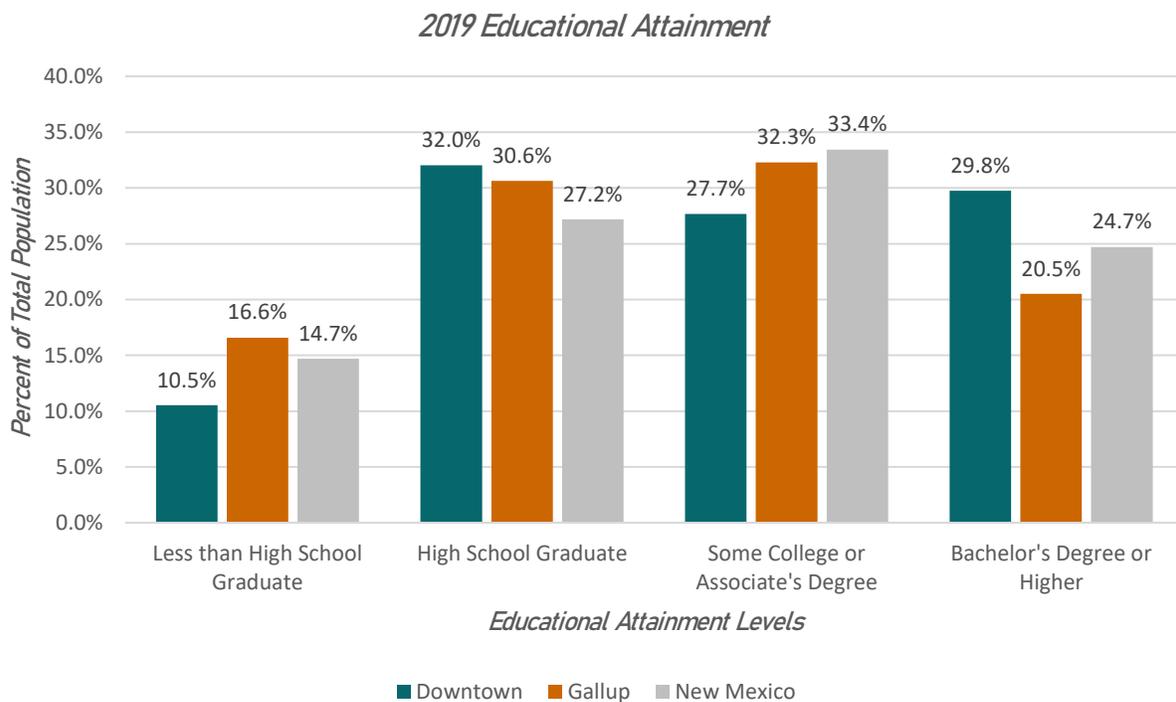


Chart 5 - 2019 Educational Attainment. Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates



## *DOWNTOWN MARKET ANALYSIS*

The City of Gallup is uniquely positioned for economic success. The City is the major center for commerce and services, drawing in thousands of customers over a huge region for shopping, services and entertainment. Downtown Gallup is fueled primarily by the arts and cultural trade, making it a completely unique place economically and culturally. So the customer base in the city as a whole is robust and Downtown is completely unique and an interesting place, but much work needs to be done Downtown to capitalize on these advantages. Today the typical Downtown sectors such as retail, entertainment, eating and drinking are relatively weak in the Downtown. A regional center needs a great downtown as the heart of the community, the center for arts, celebrations, civics, entertainment, eating, drinking and professional services. Gallup's role as a regional and cultural center positions it well for a successful downtown, but much work needs to be done to capitalize on this opportunity and grow downtown's impact on the long term success of the city.



In an attempt to better understand the current retail, dining and lodging markets of the City of Gallup, the city conducted an update of their 2011 Retail and Lodging Market Analysis. The 2020 Market Study listed the following significant findings:

“Gallup has significant opportunities to attract new retail, dining, and lodging establishments through a combination of chain business attraction and startups. Chain businesses play an important role in retaining trade area customers who might otherwise leave the city to shop in communities where these businesses are located. When they stay to shop locally, they will also tend to spend more with local independent retail businesses and restaurants”.

“The city's trade area is very large, extending more than an hour from the city center, or further. This takes in much of the Navajo and other reservation lands, and Native Americans make up about four of five trade area residents”.

“Over six million visitors pass through the city every year, but fewer than half of them stop, even just for a short time. The potential of this market is substantial. This is especially true for eating and drinking, where the visitor market potential exceeds that of trade area residents”.

**Gallup Market Area Characteristics:** Gallup has several qualities that make up the characteristics of its market including an unusually large market area, a sizable underground economy, deferring household expenditures, and a strong visitor market. To define the trade area for the City of Gallup, the report acknowledged the region's cultural significance and relation to other larger destinations and trade areas.



As part of this analysis, it was determined that the city really had two trade areas. First was the primary trade area which encompasses communities within a 45-minute drive. “This represents the area in which residents will consider Gallup their primary destination for the majority of their shopping, service, and dining needs”. The secondary trade area was “extended further in all directions, but especially to the south and to the northwest” to include communities that patrons travel from to shop at local establishments in Gallup. It is important to note that the secondary trade area includes populations that do not refer to Gallup as their primary destination but visit Gallup for specialty retail shops and services.

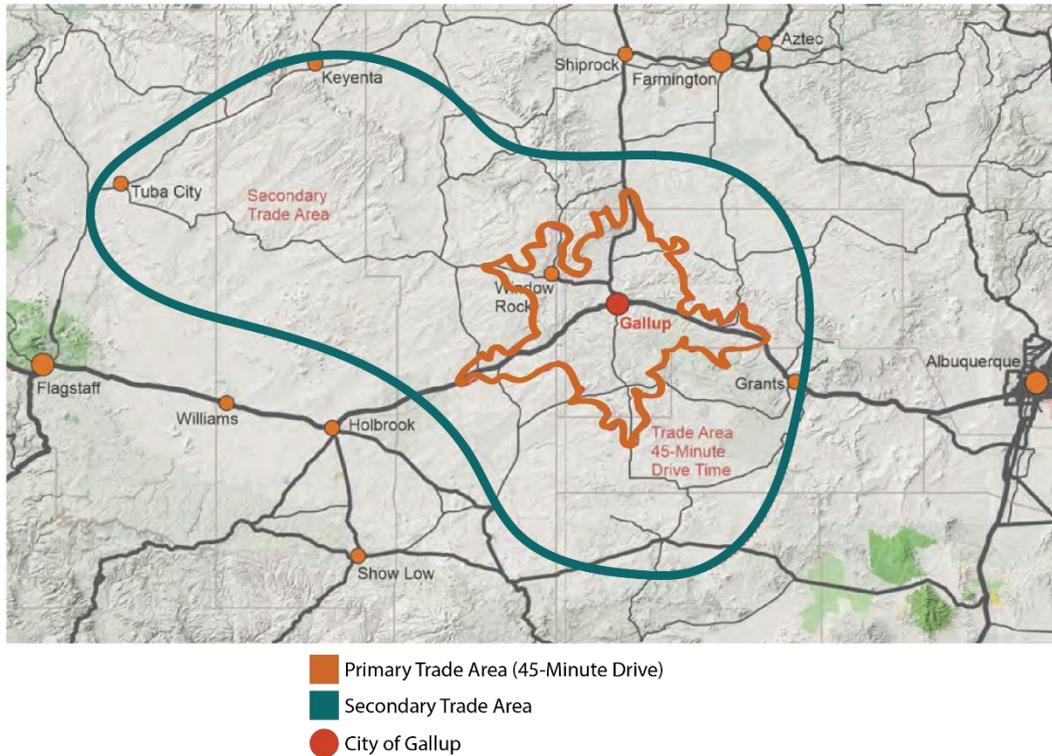


Figure 20 - : 2020 City of Gallup Retail Trade Area Map. Source: City of Gallup Market Study, 2020

As noted, the City and region as a whole have substantial underground economies specifically within the Native American populations. “The trade in arts and crafts is a substantial part of the underground economy, as are food stands, small farms, flea markets, and other ventures”. The 2020 Market Study noted that there are significant data limitations which have led to inaccurate estimates of the underground economy. Various reports and studies were reviewed to determine the amount of impact this economy has on the city’s trade area. According to the study, a conservative figure of 20% of the Native American population participated in the underground economy and “on average they were making \$18,000” and when added to federally reported income generation, this resulted in household income aggregates of approximately \$72,939,000.

The 2020 Market Study noted that the “nuances of Native American household income are missed by many market analyses”. It was noted that healthcare and housing costs which are typically large portions of expenditures for households are drastically reduced due to federal and tribal assistances and services. The study “uses an estimate of 60% of health care costs and housing are covered through services provided through tribal governments”. These resulted in an average household savings of \$5,529 annually or \$74,680,000 combined.



The City of Gallup has always had strong visitor rates, but the struggle to keep visitors for extended stays has been an obstacle proven hard to overcome. According to the 2020 Market Study, “the total visitor market is estimated at 7,140,285 persons annually. However, many of these visitors (approximately 3.34 million) are passing through and do not stop in Gallup. This large number does present great opportunity to capitalize and increase visitor spending within the City and especially the downtown district. The study estimated that the visitor spending captured in Gallup was approximately \$286,280,981. “The market potential generated by potential visitors totals \$602,140,273”.

**Gallup Retail Market Performance:** Focused on retail, dining and lodging, the 2020 Market Study indicated that:

Gallup’s retail business captured three-tenths of the market available to them from the combined primary and secondary trade areas and visitors traveling.

- Market available to Gallup’s retail businesses exceeds \$2.03 billion in annual sales, split among the primary trade area (\$611.85 million), the secondary trade area (\$1.26 billion) and visitor traffic (\$166.79 million).
- Gallup’s retail businesses are estimated to be capturing a mere \$623.93 million, leaving \$1.24 billion to be captured elsewhere.

*OVERALL MARKET PERFORMANCE*

<i>TRADE AREA</i>	<i>MARKET</i>	<i>ADDED POTENTIAL</i>	<i>TOTAL MARKET</i>
<i>PRIMARY</i>	\$464,234,000	\$147,619,000	\$611,853,000
<i>SECONDARY</i>	\$759,082,000	\$497,270,000	\$1,256,352,000
<i>VISITOR TRAFFIC</i>	(Included above)	\$166,792,855	\$166,792,855
<b><i>TOTAL</i></b>	<b><i>\$1,223,316,000</i></b>	<b><i>\$811,681,855</i></b>	<b><i>\$2,034,996,855</i></b>

Table 4 - Overall Gallup Retail Market Performance. Source: City of Gallup Market Study, 2020

The Downtown plays a significant role in the city’s economy. As noted, the downtown district is a unique commercial zone within the city primarily comprised of manufacturing and exporting of art and cultural goods. Much of this activity stems from individuals in communities within the secondary trade area. The secondary trade area has an estimated potential market of \$1.25 billion.

According to the 2015 Market Analysis conducted by PlaceDynamics, a significant portion of the market, excluding the potential market, is a result of the creative economy and speality shops within the downtown district.

- In 2015, 70% of Downtown sales are related to wholesale or manufacturing of art and other creative industries. These account for approximately 8% of total sales in the secondary trade area and represents the production and distribution of Native American Arts and Crafts.



- In 2015, 62% of people working in the Downtown are employed within the professional sector. This is a result of the high level of government and federal jobs located within the district.
- In 2015, the Downtown District captured just 14% of total retail sales occurring in Gallup. A majority of the sales captured are related to non-food and beverage related activities.
- In 2015, the Downtown District only captured 4% of food and beverage retail sales. When compared with 16% of retail sales not related to food and beverage, this indicates a lack of food and beverage establishments within the district.

With the creative economy consuming downtown space, it leaves a void of typical downtown uses such as a variety of entertainment (music, performances, in-door recreation, cinemas, after-hours clubs, etc) dining and drinking establishments, and general retail (clothing, hobby, health and wellness, grocery, etc). This is still true today, even with the slight increase in general retail, the district still possesses the levels of activity required to become a vibrant and well utilized downtown. More activity and businesses in these sectors would expand livelihoods and add vitality to Downtown Gallup.

Based on these findings, the consulting team offers the following Market Recommendations:

- **Promote a mix of uses in Downtown including: retail, office, arts and entertainment, hotel accommodations, and medium-to-high density residential areas through expanded use of historic buildings, selected infill, and expansion along transition areas.**
- **Establish Downtown’s role in entertainment, dining, and accommodation.**
- **Capitalize on large professional sector employee based within the downtown district as potential consumer base for non-artisan retail development.**
- **Build in customers and activity downtown by establishing diverse housing in and near the Downtown**
- **Strengthen and develop existing relationships with organizations focused on improving economic conditions in Downtown Gallup.**
- **Continue and increase small business support services provided to existing and potential business owners within the downtown district.**
- **Improve downtown promotion by establishing a brand that encompasses all things downtown which can be used by all agencies and organizations within the district.**

**Gallup’s Role as Regional Economic and Cultural Center:** Gallup’s role as a regional center is well established. Many of the mostly Native American communities throughout northwestern New Mexico and northeastern Arizona consider Gallup to be their primary destination for goods, services and entertainment. This has been the case for generations and the trend will continue. As so, a regional center needs a great downtown to serve as the heart of the community, the center for arts, celebrations, civics, entertainment, eating, drinking and professional services. Gallup’s role as a regional and cultural center



positions it well for success, but much work needs to be done to capitalize on this opportunity and grow downtown’s impact on the long-term success of the city.

The arts and cultural economy in Gallup and its surrounding region is a significant and critical component. A report titled *New Mexico's Cultural Economy 2014* by the University of New Mexico’s Bureau of Business and Economic Research (BBER) written for the Department of Cultural Affairs found that Gallup and McKinley County had the highest percentage of workers engaged in the cultural economy. This sector of the workforce (7.4%) represented a rate 2.5 times higher than the state average. The research also showed a migration of Native Americans to the Gallup area. In a two decade period between 1990 and 2010, the Native American population increased by more than 15%.

Gallup’s cultural identity gives it a competitive advantage against regional competitors such as, Farmington and Flagstaff. Interviews conducted for the 2011 market study indicated that Native Americans prefer to shop and get services in Gallup because Gallup is more oriented towards and familiar to Native Americans compared with the other regional centers of Flagstaff and Farmington.

In the 2020 Market Study conducted by PlaceDynamics, the City of Gallup captured a mere \$623.93 million of the potential \$2.03 billion market, leaving \$1.24 billion. With the abnormally large market including both primary and secondary, the City of Gallup is primed to capture a larger share of the regional demand.

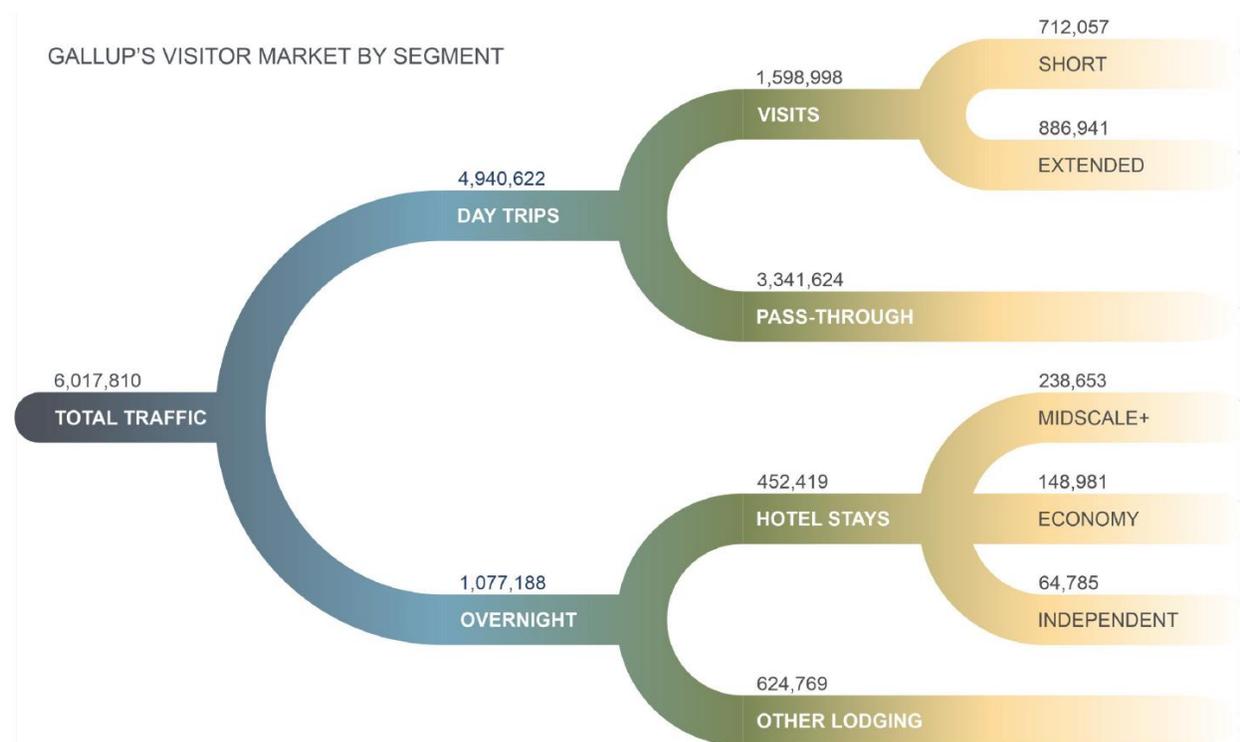


Figure 21 - City of Gallup Visitor Market Potential. Source: City of Gallup Market Study, 2020

**Gallup’s Visitor Market:** Travel and tourism is another important market for Gallup, as McKinley County experiences a significant amount of pass through and destination visitations each year. According to the 2020 Market Study, the market for visitor spending within the Gallup Trade Area is approximately \$600



million. Unfortunately, the businesses within Gallup capture just under half (\$286 million) of that, according to the 2020 study.

The potential to capture more of the visitor spending is obtainable based on visitation estimates according to the 2020 Retail Market Analysis. In 2018, there were a total of 452,419 overnight stays in Gallup Hotels. Coupled with mobile phone data, the total visitor market could be estimated at 6,017,810 visitor days. When factoring in pass through trips, the city’s total visitor market increases to 7,140,285 visitor days. According to the 2020 Market Study, “the market potential generated by these potential visitor days totals \$602,140,273. The city is currently capturing a 47.5% share of this market”.

**Economic Role of Downtown:** Gallup is an historic trading hub and gathering place for creative people over a large mostly Native American region. Gallup is also an established regional center for a wide variety of goods and services ranging from full service grocery stores to jeweler supply outlets. This regional pull provides great opportunity for the Downtown District to capture more of the regional and local sales than it does today. In 2015, it was noted that approximately 11% of total sales from the primary and secondary trade area occur in the Downtown District and approximately 7% of total commercial establishments and 4% of employment in the secondary trade area are located in the district.

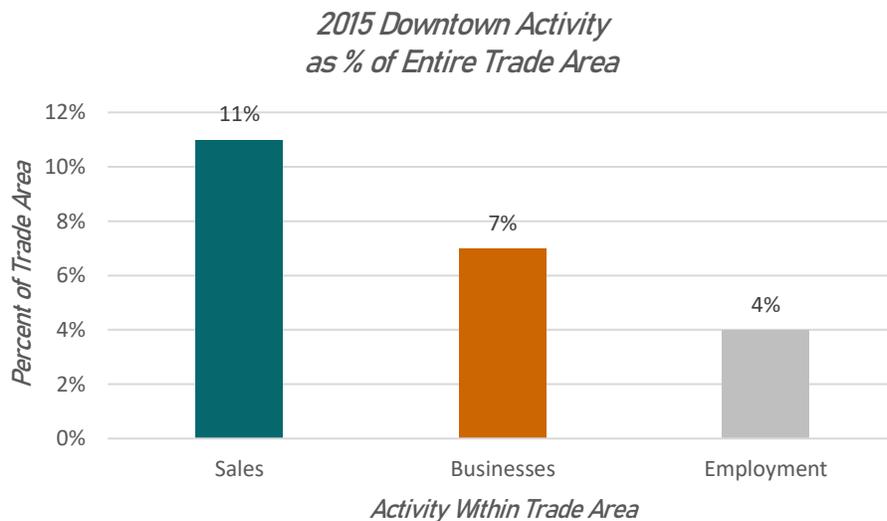


Chart 6 - Downtown Gallup Economic Activity as a percent of the regional trade area. Source: City of Gallup Downtown Redevelopment Plan, 2015

A closer look at the more immediate market, it was noted that in 2015 the Downtown District captured approximately 14% of total retail sales occurring in Gallup. Most of these sales are related to non-food and beverage related activities. It was also noted that the district only captured 4% of food and beverage retail sales, compared with 16% of retail sales not related to food and beverage.



### 2015 Downtown Retail & Food Capture

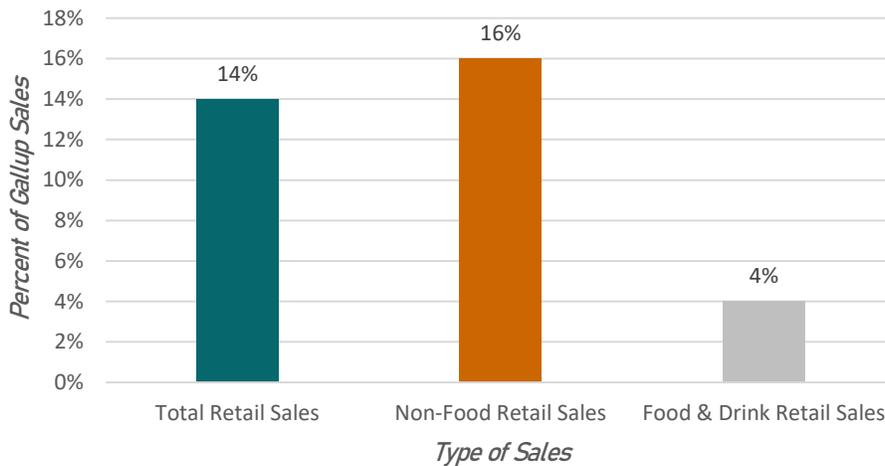


Chart 7 - Downtown Gallup Retail & Food Capture. Source: City of Gallup Downtown Redevelopment Plan, 2015

Part of the difficulty with establishing more activity in the Downtown is the fact that there are other well-established commercial districts in the city. Although in competition with other commercial districts, there is still untapped opportunity to make downtown a unique commercial destination different from the others. According to the 2020 Market Study, there are four primary commercial districts within the city:

- **Downtown Commercial District:** serves as a specialty retail district, visitor destination, and center of Government. Includes a large number of businesses selling Native American goods, galleries, and other businesses related to Native American Arts and the creative economy. The district has minimal non-artisan retail options and few dining and entertainment venues.
- **Highway 491 Commercial District:** primarily comprised of large retailers and chain restaurants that have regional pull, including the Wal-Mart SuperCenter, Home Depot, Safeway, and the Rio West Mall. The district receives the most activity but lacks sense of place and small business enterprise.
- **East End Commercial District:** composed of highway-oriented uses and some specialty retail, with hotels, restaurants, and some entertainment options such as the Red Rock Theater. The district is diverse with various forms of goods and services being offered but like the Highway 491 Commercial District, the East End lacks sense of place and does not provide for pedestrian oriented use.
- **West End Commercial District:** primarily organized around interchanges and highway related uses, including: truck stops, hotels, fast food, and sparse retail. This is the most undeveloped commercial district in Gallup and serves primarily a market that passes through Gallup with no intent to stay. The district includes vast amounts of vacant land that could be prime for development.

Proprietary market and public domain information organized and distributed by ESRI Business Analyst Online in 2015 allowed analysts to estimate the level of economic activity by sector occurring inside the



Downtown District. These market models are an important tool, but interpreting and analyzing the results requires “groundtruthing” and an understanding of the industry framework of the district. This information is a high level breakdown and comprehensive work is needed to determine specific sub-sectors of industry. In 2015, With input from the steering committee, CommunityByDesign identified five primary industry sector categories as summarized in Table 5.

<b>Base</b>	Agriculture, Mining, Utilities, Wholesale, Transportation, Manufacturing, Construction
<b>Retail</b>	Retail
<b>Food Services</b>	Restaurants, Drinking
<b>Accommodation</b>	Hotels/Motels/RV Parks
<b>Professional/Service</b>	Information, Finance, Real Estate, Scientific, Technical, Professional, Education, Health Care, Management, Public Admin, Other

Table 5 - Downtown Gallup Industry Sector Breakdown. Source: City of Gallup Downtown Redevelopment Plan, 2015

In 2015, the breakdown of sales in the Downtown District are as follows:

- 73% of sales are a result of base industries economic activity.
- 12% of sales are related to retail industry.
- 14% are a result of professional activity.
- 1% of sales are related to food services, entertainment, and accommodation.

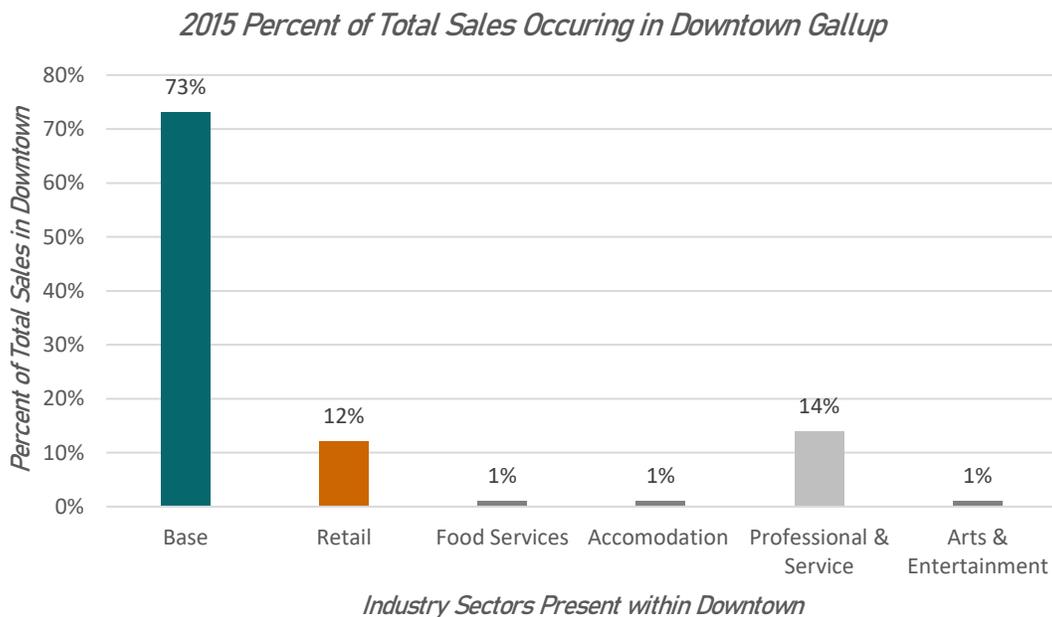


Chart 8 - Downtown Gallup Percent of Sales. Source: City of Gallup Downtown Redevelopment Plan, 2015



Most sales in the base category come from wholesale or manufacturing activity related to the production and selling of Native American Arts. In 2015, approximately 19% of district sales are a result of wholesale activity and approximately 51% of sales are related to manufacturing. Manufacturing and wholesale activity within the Downtown District is taking place in traditional retail spaces. Although a valued industry within the district, wholesale and manufacturing has consumed large portions of valuable retail space within the district that could be used for more pedestrian and visitor oriented use such as dining, entertainment, non-artisan retail, and service. Wholesale and Manufacturing within the district does not contribute to sense of place.

*2015 Wholesale & Manufacturing Activity in Downtown Gallup*

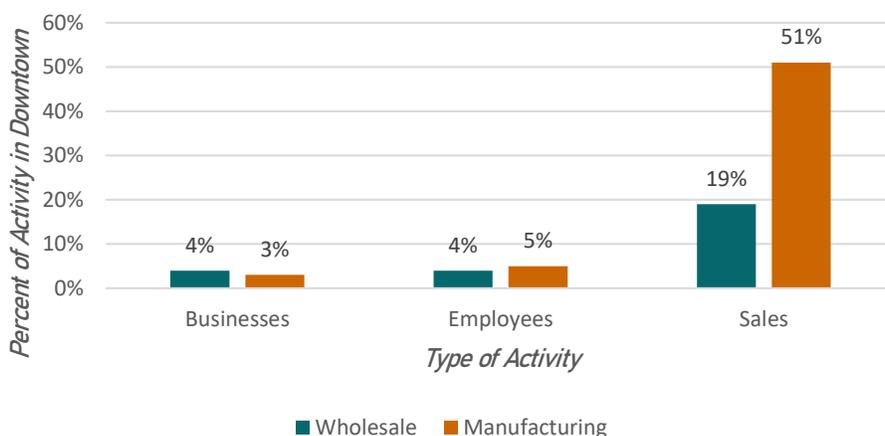


Chart 9 - Downtown Gallup Wholesale and Manufacturing Activity. Source: City of Gallup Downtown Redevelopment Plan, 2015

Its important to understand what sub-sectors comprise the large industry sectors. Accoridng to the NAICS, the manufacturing industry sector includes the following sub-sectors, which are concentrated in the Downtown District and related to the production of Native American Arts and Crafts: leather products, apparel, textiles, and jewelry. The wholesale industry sector is comprised of the following sub-sectors: jewelry/watch/precious stones, and apparel/piece goods.



While wholesale and manufacturing account for the largest portion of sales in the district, it is the professional sector that employs the most people Downtown. In 2015, approximately 62% of people working in the district were working in the professional sector, compared to 15% in base industries, 13% in the retail sector, 8% in food related businesses, and the remaining 3% in accommodation and entertainment sector.



### 2015 Percent of Total Employees by Sector in Downtown Gallup



Chart 10 - Downtown Gallup Percent of Total Employees by Sector. Source: City of Gallup Downtown Redevelopment Plan, 2015

The 2014 [Gallup Social Network Analysis Community Profile](#) by the UNM Bureau of Business and Economic Research included a survey that yielded the following findings about Gallup:

- Gallup has a commercially viable art market driven by the traditional Native American handcraft industries.
- Gallup is “the engine,” “the heart,” or “the mecca” for Native American arts. It is *the* place where Native Arts are made, and Gallup is full of artists and art entrepreneurs.
- Gallup has an international reputation for it’s’ jewelry sales. Customers come from Berlin, Tokyo, and NYC and Gallup often contributes to exhibits at the Metropolitan Museum in Washington, D.C.

The survey also identified challenges:

- Geographic isolation is a challenge. Isolation can be an impediment to artists (particularly Native American Artists), as collaboration is much more difficult when artists live up to 75 miles away from each other.
- The economy is stagnant and seasonal; it’s difficult to get visitors in Gallup, particularly during the winter.

**The Informal Economy:** Much of the Native American arts and crafts economy is informal and not easily tracked. In 2014, UNM’s BBER conducted the Zuni MainStreet Community Economic Assessment that conducted a door to door surveys to collect primary data to provide insights into how this unique economy functions. Realizing that Zuni is only a small component of Gallup trade area, this unique study based on primary research has findings that are relevant to the Gallup Downtown Plan. The majority of the Zuni tribe is involved in the cultural arts economy, with 68% of the tribe earning income from arts and crafts. However, this economy is largely a cash industry, with 84% of artists earning most of their income from



cash sources, 40% who do not have a bank account, and only 13% using credit to finance business operations.

### 2014 Zuni Households and the Creative Economy

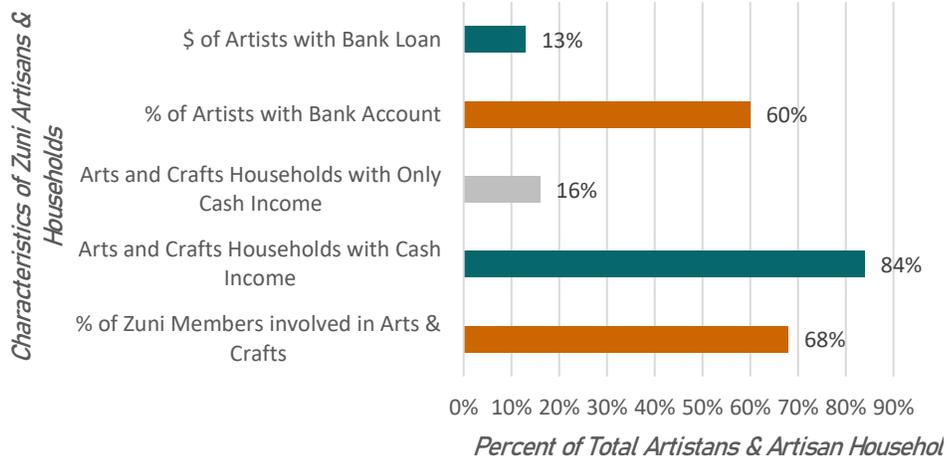


Chart 11 - Zuni Households and the Creative Economy. Source: UNM BBER - Zuni MainStreet Community Economic Assessment, 2014

This substantial unaccounted portion of the regional economy has tremendous effects to Gallup’s primary and secondary market potential. As noted above, in the 2020 Market Study it was noted that a conservative figure of 20% of the Native American population participated in the underground economy and “on average they were making \$18,000” and when added to federally reported income generation, this resulted in household income aggregates of approximately \$72,939,000. This larger than recorded household income translates into a larger portion of discretionary funds thus providing the opportunity for the downtown district to capitalize on this unrecorded potential.

The arts economy is also largely decentralized with nearly half of artists selling goods out of their homes, and a quarter of artists selling at fairs and festivals. 45% of artists sell their goods through traders.

### Zuni Artisan Forms of Product Distribution

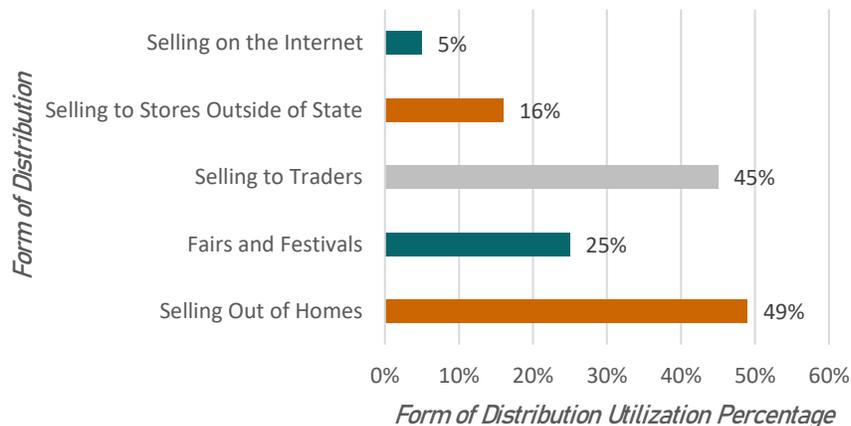


Chart 12 - Zuni Households and the Creative Economy. Source: UNM BBER - Zuni MainStreet Community Economic Assessment, 2014



## DOWNTOWN TRANSPORTATION NETWORK

Transportation plays an integral part of a community. Not only relegated as the network in which people and goods are moved, transportation is often the means in which places are defined, parcels are divided and how communities are formed. During its formation, the City of Gallup was developed and laid out in a traditional grid patterned. The downtown district, was formed around two state highways, Highway 118 (Route 66) and Highway 610 (2<sup>nd</sup> and 3<sup>rd</sup> streets). These corridors accommodate all modes of transportation and provide for circulation and mobility within Gallup's core.

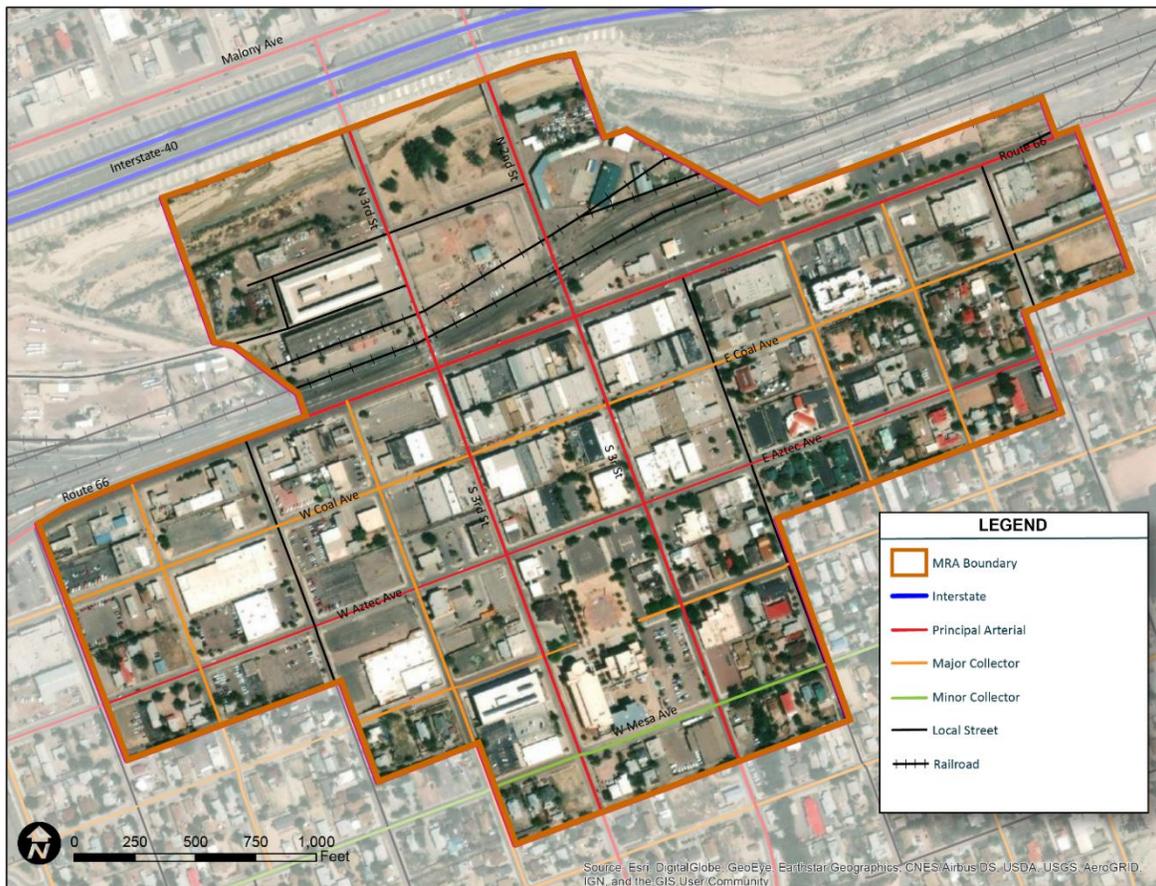


Figure 22 - Downtown Road Network & Functional Classification Map. Source: NMDOT, NWNMCOG, 2021

**Roadways:** The downtown district has a diverse transportation network. From Principal Arterials, to local streets, the district is dissected by many corridors. The two state highways, Highway 118 (Route 66) and Highway 610 (2<sup>nd</sup> & 3<sup>rd</sup> Streets) and Aztec Avenue are the primary travel corridors within the district. Supporting these corridors is a vast network of Major Collectors including Coal Avenue, Hill Avenue, 4<sup>th</sup> & 6<sup>th</sup> Streets and Puerco and Strong Drives and Minor Collectors including Mesa Avenue. The remaining streets are classified as local streets and increase connectivity. More than 90% of the MRA road miles are functionally classified and are eligible for many state and federal funding programs through the departments of transportation.



Urban design components are seen throughout the district. Most corridors are narrow two-lane streets and provide for urban street fronts equipped with sidewalks and minimal setbacks. These characteristics provide for increase transparency and access to businesses, residences and other uses throughout the district. Highway 118 and Aztec Avenue are the exceptions to urban characteristics that are seen throughout the district. Highway 118 is equipped with four travel lanes and a center turn lane and Aztec Avenue is equipped with three lanes – a center turn lane and one travel lane in each direction. Second St and Third St form a one-way couplet through the study area.

**Traffic Volumes:** Average Daily Traffic Volume data is important to understand the level of vehicular traffic and pedestrian and visitor potential of a given area. The New Mexico Department of Transportation collects this data for most functionally classified state corridors including those within the Downtown district. Traffic volume data was obtained from the NMDOT for the following corridors in the district: Highway 118 (Route 66), Coal Avenue, Aztec Avenue, 2<sup>nd</sup> and 3<sup>rd</sup> Streets. Traffic volumes were collected for the years 2018 ,2019 and 2020. The table below contains the daily traffic volume information.

*AVERAGE DAILY TRAFFIC VOLUMES IN DOWNTOWN GALLUP*

<b>ROADWAY</b>	<b>2018 ADT</b>	<b>2019 ADT</b>	<b>2020 ADT</b>
HIGHWAY 118 EAST OF 2 <sup>ND</sup> ST	11,120	11,198	9,292
HIGHWAY 118 WEST OF 2 <sup>ND</sup> ST	7,673	7,727	7,894
2 <sup>ND</sup> ST NORTH OF HIGHWAY118	6,063	5,159	4,215
3 <sup>RD</sup> ST NORTH OF HIGHWAY118	295	297	243
3 <sup>RD</sup> ST SOUTH OF MESA AVE	5,833	5,874	4,799
COAL AVE BETWEEN 1 <sup>ST</sup> ST AND PUERCO DR	2,293	2,321	1,375
COAL AVE & 11 <sup>TH</sup> STREET	3,404	3,445	2,684
AZTEC AVE BETWEEN 2 <sup>ND</sup> & 3 <sup>RD</sup> STREETS	5,559	5,598	4,162
AZTEC AVE BETWEEN 1 <sup>ST</sup> ST AND PUERCO DR	4,162	4,191	3,507
AZTEC AVE BETWEEN 5 <sup>TH</sup> & 6 <sup>TH</sup> STREETS	5,759	5,799	4,175

Table 6 - Downtown Gallup Average Daily Traffic Volumes. Source: NMDOT Transportation Data Management System 2018 - 2020

**Pedestrian Facilities:** A vibrant and effective downtown district emphasizes the importance of pedestrian movement to the overall vibrancy and economic vitality of the district. Gallup is no different, as sidewalks are constructed along most of the streets within the study area. The sidewalks range in width from approximately 5’ to 10’, with 6’ being the minimum width within most of the study area. Sidewalks within the strictly commercial area is primarily constructed at the back of curb. In the residential areas, a planting/buffer strip is common between the street and walkway.

The City has also undergone significant activities to improve the pedestrian experience including the construction of the Coal Avenue Commons “Event Street” project, which is a two block complete reconstruction of the street to include curbless design, and considerable pedestrian amenities. Additionally, the City has prioritized alleyway redesign and construction to aid in pedestrian connectivity, increase business access and allow for additional programming of often underutilized downtown space.

Although significant progress has been made to improve pedestrian facilities, a few blemishes are still present within the district. Numerous intersections have unidirectional ramps meaning that they do not



direct pedestrians in each direction of travel, many intersections have no curb ramps, and many older ramps do not have tactile strips. All blemishes pose significant issues for individuals with disabilities.

**Bicycle Facilities:** Alternative forms of transportation, especially bicycling has been on the rise throughout the country even in smaller cities such as the City of Gallup. This form of transportation is encouraged to reduce vehicular traffic and consequently emissions but also improve personal health, increase connectivity and promote inclusivity. The downtown district, although welcoming, does not have designated bicycle facilities on roadways and has very little storage options. However, bicycles are allowed to be ridden along any city street.

The 2016 City of Gallup Growth Management Master Plan Update – Transportation Element indicates that the City shall “emphasize all modes of transportation in all street improvement projects”. The plan also highlights the creation of a network of bicycle lanes, trails, and routes throughout the city on minor arterials, collectors and locally designated corridors.

**Transit:** Public transit in Gallup continues its steady rise in use and demand. The city’s transit service, The Gallup Express serves the city with four transit routes. The Blue Line serves the northern portion of the city and connects riders coming from communities north of the city to destinations in north Gallup and downtown such as Wal-Mart, Rio-West Mall, and Safeway. The Red Line serves the southern portion of the city and connects riders from downtown to destinations in south Gallup such as Gallup Indian Medical Center, the University of New Mexico – Gallup Branch. The Yellow Line serves the western portion of the city and connects riders to destinations such as the Loves Truck Stop and the Lowe’s Grocery Store. Lastly, the Green Line serves the eastern portion of the city and connects riders to destinations such as the Church Rock Community, Fire Rock Casino, the Rehoboth community, and various high-density multi-family housing developments.

Gallup is also served by two tribal transit providers in Navajo Transit and Ashiwi Transit (Zuni Pueblo). The Navajo Transit system has multiple stops throughout the city with one stop downtown at the Cultural Center. Ashiwi Transit also has various stops throughout the city with two stops in downtown at the Cultural Center and at the downtown walkway located on Aztec Avenue between 2<sup>nd</sup> & 3<sup>rd</sup> Streets.

Lastly, Gallup is also served by Amtrak, with the local station located at the Cultural Center, north of Highway 118 (Route 66), east of 1<sup>st</sup> Street within the MRA. The Southwest Chief line provides service between Chicago and Los Angeles, and includes Albuquerque to the east and Flagstaff to the west.

**Parking:** Parking is allowed on-street along each of the MRA roads. All on-street parking is parallel and the only prohibitions are the north side of NM 118 and Aztec Ave between 2<sup>nd</sup> and 3<sup>rd</sup> Streets. On-street parking time limits, 2 hours, are imposed within the central area of Gallup, generally defined as the area bounded by NM 118, 4<sup>th</sup> St, Aztec Ave, and 1<sup>st</sup> St. The 2-hour limit is imposed between the hours of 8:00 am and 6:00 pm. The district also provides multiple options for park once parking lots. These are located on corner of Aztec Avenue & 2<sup>nd</sup> Street, Aztec Avenue between 2<sup>nd</sup> & 3<sup>rd</sup> Streets, Aztec Avenue & 1<sup>st</sup> Street, corner of Highway 118 (Route 66) & 4<sup>th</sup> Street, and along Highway 118 (Route 66) east and west of the Gallup Cultural Center. See Figure 12: City of Gallup Land Use Map for locations of public parking lots.



# HISTORIC DISTRICT AND HISTORIC BUILDINGS

## GALLUP HISTORIC COMMERCIAL DISTRICT

Gallup, New Mexico was established in the 1880s as a railroad stop along the Atlantic and Pacific Railroad. The inception of the railroad allowed Gallup to become a regional trade hub and catalyst for industrial and commercial activity including a booming coal and timber center in the state. This influx of activity resulted in the establishment of an eclectic and unique downtown community comprised of many traditional sandstone and Gallup Brick buildings that still stand today. Collectively, the railroad, industrial presence and commercial activity have been critical to the local and regional economy and play significant roles in the economic and social vitality of Downtown Gallup. It is important to preserve the historic nature of Downtown Gallup and building on the legacy of the past.

On June 21, 2016, the City of Gallup and its downtown partners the Gallup Business Improvement District and the Gallup MainStreet / Arts & Cultural District formally received approval from the State of New Mexico Department of Cultural Affairs' Historic Preservation Division to certified that the Gallup Commercial Historic District (Downtown Gallup) be entered into the National Register of Historic Places. There are a total of 93 resources within the district with 60 being categorized as contributing and 7 of those are already listed in the National Register: **El Morro Theatre, Chief Theater, Grand Hotel, Palace Hotel, White Café, Rex Hotel,** and the former **U.S. Post Office**. Buildings that are individually listed in the State Register or are contributing buildings in a State-registered historic district may be eligible for the State Income Tax Credit program for certified rehabilitation of historic properties. Similarly, buildings listed in the National Register may be eligible for the federal income tax credit program for the certified rehabilitation of historic properties.



Figure 23 - Gallup Historic Commercial District Map. Source: U.S. Department of the Interior – National Park Service, 2016.



## HISTORIC BUILDINGS

The designation of the Gallup Historic Commercial District including the individual buildings, provide the city, downtown organizations, and property owners with alternative avenues to ensure the preservation and reuse of historic assets within the downtown district. The following buildings are highlighted as being on the State and/or National Register and are also prime opportunity sites that could make significant contributions to the revitalization of downtown if they were reintroduced into the market or repurposed for more advantageous use. These buildings include those located within the Historic District and a few located on their periphery but within the MRA District.

	<b>Name of Building/Address</b>	<b>State Register</b>	<b>National Register</b>
1.	228 W. Coal Avenue, The Chief Theater	Yes	Yes
2.	306 W. Coal Avenue, Grand or Ricca Hotel (Formerly)	Yes	Yes
3.	101 S. 3 <sup>rd</sup> Street, C.N. Cotton Warehouse	Yes	Yes
4.	205-209 W. Coal Avenue, El Morro Theatre	Yes	Yes
5.	236 W. Highway 66, Palace Hotel	Yes	Yes
6.	300 W. Highway 66, Rex Hotel	Yes	Yes
7.	201 S. 1 <sup>st</sup> Street, Gallup Post Office (Formerly)	Yes	Yes
8.	101 W. Highway 66, White Café (Formerly)	Yes	Yes
9.	216 E. 66 <sup>th</sup> Avenue, Drake Hotel	Yes	Yes
10.	205 – 209 W. Hill Street, McKinley County Courthouse	Yes	Yes
11.	201 E. Highway 66, Railroad Depot	Yes	No
12.	106 W. Aztec Avenue, Lebanon Lodge #22 (formerly)	Yes	Yes

### The Chief Theater: 228 W. Coal Avenue



Originally the Strand Theater, then renamed Chief Theater, was built in 1920 by R.E. “Griff” Griffith, whose brother, D.W. Griffith, also designed the El Rancho Hotel.

In 1936, the original theater was completely redesigned and redecorated. In the 1970s, a lightning strike destroyed the original marquee, and subsequent designing reconstructed the lower-level façade but preserved the upper-level façade.

The period of significance for the Chief Theater was 1900 to 1924. Areas of significance and historic functions include Architecture, Entertainment and Recreation.

Regardless of the numerous renovations to the original Chief Theater, today, the structure retains a southwest regional (Pueblo) Art Deco façade, that is characterized by a linear composition with a vertical emphasis, that contains a series of setbacks, and the highlighted, stylized decoration and relief ornamentation.



Today, the structure is still occupied the City Electric Shoe Shop for decades and is the “go-to” retail store for Native American goods, ceremonial clothing, and leather products. This building is significant because it is the only example of the regional Southwest Art Deco style (Pueblo Deco) found in Gallup and because it was the first major motion picture theater in Gallup.

PERIOD OF SIGNIFICANCE	1920
ARCHITECT	R.E. Griffith
ARCHITECTURAL STYLE	Pueblo Art Deco style
AREAS OF SIGNIFICANCE	Architecture, Entertainment
HISTORIC FUNCTIONS	Entertainment
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 87002223
REGISTRY DATE	May 16, 1988

**The Grand Hotel:** 306 W. Coal Avenue



The structure that was the Grand Hotel, or Ricca’s Mercantile and Furniture Store, is a two-story, Decorative Brick Commercial style structure with a flat roof and symmetrical facade that was built in 1925.

The structure originally had three historical functions: a dry goods store and a bus depot (lower level), and a hotel (upper level). The lower facade is symmetrical with the main entry consisting of a wooden door and full-length glaze windows, three-part sidelights of beveled glass, and a transom. A Ricca’s Mercantile sign hangs

perpendicular to the building over the main doorway.

The period of significance for the Grand Hotel was 1925 to 1949. Areas of significance include Commerce and Architecture. The architectural style is of Decorative Brick Commercial style structure with a flat roof and symmetrical façade.

Ricca's Mercantile, the 1920s Grand Hotel, is architecturally significant in Gallup as a good, though plain, example of the Decorative Brick Commercial Style and historically significant for its association with commerce and transportation in Gallup. The location of the first bus depot and waiting room in Gallop is important as a link in a vital transportation network. The hotel function of the upper floor reinforced the local tourist trade and traveling businessmen. Its location on Coal Avenue instead of Highway 66 may indicate that it was used more often by people staying for an extended period of time to conduct business in the area. The interior oak flooring and the decorative tin ceilings are still intact.



Also important to this structure is the early use of poured-in-place concrete, a construction technique developed by Thomas A. Edison in 1907 and first used in New Mexico in 1910 in the Rosenwald building in Albuquerque. The exterior of Ricca's Mercantile is so completely unaltered that it stands as a good reminder of how this area looked in the 1920s and 30s. Today, the structure is unoccupied.

PERIOD OF SIGNIFICANCE	1925-1949
ARCHITECTURAL STYLE	Decorative Brick Commercial
AREAS OF SIGNIFICANCE	Architecture, Commerce, Transportation
HISTORIC FUNCTIONS	Hotel, Specialty Store, Transportation
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 87002217
REGISTRY DATE	May 25, 1988

**C.N. Cotton Warehouse: 101 N. 3<sup>rd</sup> Street**



C.N. Cotton was one of the first traders to stir national interest in Navajo weaving, making Gallup the epicenter for Native American arts and crafts in the 20th century. The period of significance was 1894. Areas of significance include Architecture and Commerce. Historic functions specialty store and still stands today.

The structure was of the 1880s vernacular adobe architectural style building with a long, rectangular-shaped, pitched-roof. Recent renovation work appears to be restricted to the main entry facade on the east. The structure is adjacent to the rail line.

Another significant interest to this building was the historic Chief Manuelito Sculpture that was displayed in the entrance foyer for decades. In 1895, prominent sculptor, Hermon Atkins MacNeil (1866-1947), who is known for designing the Standing Liberty quarter and the Justice, Guardian of Liberty sculpture of the United States Supreme Court building.



MacNeil was commissioned by C.N. Cotton to create a posthumous memorial sculpture and dignified tribute of his friend Chief Manuelito (1818–1894), a well-respected Navajo warrior and leader. This sculpture has always been a cultural focal point of the Gallup community. It was donated to McKinley County in 2010 and was fully restored, including structural stabilization, repair of deteriorated decorative plasterwork, and restoring original paint schemes. The sculpture is now a centerpiece of the new County Courthouse annex.



PERIOD OF SIGNIFICANCE	1894
ARCHITECTURAL STYLE	Vernacular Adobe
AREAS OF SIGNIFICANCE	Architecture, Commerce
HISTORIC FUNCTIONS	Specialty Store
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 87002226
REGISTRY DATE	January 14, 1988

**The El Morro Theatre: 205 - 209 W. Coal Avenue**



The 1928 El Morro Theatre is the only example of Spanish Colonial Revival style architecture in Gallup, but is the second, next to the Kimo Theater (Albuquerque NM), in the state. The theater was rehabilitated in 2015, including repainting the façade, an extensive interior renovation, modern digital equipment and technology, and a new marquee. Today, the El Morro is a multi-performing arts and event center.

El Morro was designed by Carl Boller, Boller Brothers Architecture Firm, Los Angeles (CA), that also designed dozens of other theaters throughout the Southwest and Midwest during the Movie Palace era (1925-1940).

Once described as a "Castle of pleasure and art," El Morro still occupies a prominent location on Coal Avenue and serves as a hub for the city's cultural and social events, including playing new release and first run movies. Two intact storefronts housed a jewelry and beauty shops during the 1940s, and today, the Gallup Coffee Company and the Gallup MainStreet Office occupy these spaces. This building was individually listed in 1988.

PERIOD OF SIGNIFICANCE	1928
ARCHITECT	Carl Boller
ARCHITECTURAL STYLE	Spanish Colonial Revival
AREAS OF SIGNIFICANCE	Architecture, Entertainment/Recreation
HISTORIC FUNCTIONS	Social
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 87002221
REGISTRY DATE	May 16, 1988



**The Palace Hotel: 236 W. Highway 66**



The 1912 Palace Hotel is a hipped-roof two-story building in modified Richardsonian Romanesque Style with ventilated cornices, original arched windows with entablatures, and a central window with heavy stone lintel, on the front façade. On the western side of the building, there are arched and rectangular windows with stone lug sills. The original double-hung wooden windows have been replaced by metal encasements. The interior is in good condition. The period of significance for the Palace Hotel was 1912. Areas of significance include Architecture and Commerce.

Historic functions include hotel.

Pascual “Pat” Morello and Bartello “Barney” Morello, moved to Gallup from Italy in 1893, owned the Morello Brothers Saloon and Palace, with a bar on the lower level and a hotel on the upper level. Later renamed the Palace Hotel, it occupies a unique place in Gallup's early tourist history as one of the first hotels that was built on Front Street (or Railroad Avenue and Historic Route 66) during the second coal-related economic boom which stirred attendant building flurry. Prior to this, the Atchison, Topeka & Santa Fe Railway (AT&SF) deeded Front Street to the city and clinched the tourist industry. This structure is the only Romanesque building in Gallup.

PERIOD OF SIGNIFICANCE	1912
ARCHITECTURAL STYLE	Richardsonian Romanesque, Victorian
AREAS OF SIGNIFICANCE	Architecture, Commerce
HISTORIC FUNCTIONS	Hotel
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 87002216
REGISTRY DATE	May 16, 1988



**Rex Hotel: 300 W. Highway 66**



The 1910 Rex Hotel is a two-story, hipped roof structure that was constructed of locally quarried sandstone. Designed in the Stone Commercial Style, with an original cornice line of protruding stones that create a dentil-like conformation, with one-over-one double hung wooden windows. The corner entranceway is a typical design on corner buildings along Railroad Avenue. As the Palace Hotel, the Rex Hotel is associated with Gallup’s second coal-related economic boom.

The period of significance for the Rex Hotel was 1910.

Areas of significance include Architecture and Commerce. Historic functions include hotel.

The Rex Hotel is on the corner, adjacent to the Palace Hotel. Currently, the building is listed as the Rex Museum. Architecturally, the Rex Hotel remains as the best example of the Stone Commercial Style in town. Built of locally quarried sandstone, this type of architecture is a regional variation of the Decorative Brick Commercial Style.

PERIOD OF SIGNIFICANCE	1910
ARCHITECTURAL STYLE	Stone Commercial
AREAS OF SIGNIFICANCE	Architecture, Commerce
HISTORIC FUNCTIONS	Hotel
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 87002215
REGISTRY DATE	January 14, 1988

**Gallup U.S. Post Office: 201 S. 1<sup>st</sup> Street**



The former Gallup Post Office was constructed in 1933 as part of the Works Projects Administration (WPA) program that was created by President Roosevelt’s New Deal infrastructure plan. Today, the building is occupied by Comcast communications.

It was designed by the Supervising Architect of the U.S. Office, James Alfonso Wetmore. The façade is largely symmetrical with a colossal portico supported by a wooden lintel, with carved corbels, four craftsman columns and two engaged columns. The entry stairway is granite with balustrades. The interior has the original beam ceilings.

The interior has the original beam ceilings.



This former Gallup Post Office is a significant building located on the eastern end of the district’s boundaries. Constructed of blond brick, the building rests on a raised basement with window wells. The Spanish Pueblo Revival idiom is seen in the wood details. Decorative concrete architraves and iron window grills frame the wood casement windows, which are surmounted by transoms. Crests with the American eagle also adorn the façade. The low, hipped roof is covered with terracotta tile, and molded concrete coping crowns the building. A two-story section that is constructed of the same brick extends to the east. An interior chimney punctuates the roof. The interior includes a clay-tiled floor and glazed tile wainscot that features an abstract design. Employed by the Santa Fe Railroad, Warren E. Rollins painted western scene and landscape murals, who later became known as the “Dean of the Santa Fe Art Colony.”

PERIOD OF SIGNIFICANCE	1933
ARCHITECT	James Alfonso Wetmore
ARCHITECTURAL STYLE	Spanish Mission Revival, Mediterranean
AREAS OF SIGNIFICANCE	Architecture, Politics/Government
HISTORIC FUNCTIONS	Civic
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 87002228
REGISTRY DATE	May 25, 1988

**White Cafe: 100 W. Highway 66**



The White Café is an ornate Decorative Brick Commercial style building is one of the most elaborate in Gallup. This two-story, corner building is built of blond brick, decorative dark red glazed brick line designs, and stylistic dentils. Windows are one-over-one double hung wood sash, with brick arches and soldier course sills.

The original corner entrance, with a single leaf wooden door and full glazing, has been replaced, but the north-facing façade window remains intact with a wooden spindle frieze and glazed tile.

A 1941 city directory indicated the White Café, a basement bar and four listed tenants. In 1960, a Trans-Continental bus depot, Veteran’s Flash Taxicab, and the White Café. Today, there are a couple of retail spaces and some living tenants on the upper level. The White Café catered to traveling tourists by providing food, supplies, and road maps. Today, the retail spaces on the lower level are unoccupied and the upper level are occupied by tenants.



PERIOD OF SIGNIFICANCE	1928
ARCHITECTURAL STYLE	Decorative Brick Commercial
AREAS OF SIGNIFICANCE	Architecture, Commerce
HISTORIC FUNCTIONS	Restaurant, Hotel
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 87002212
REGISTRY DATE	January 14, 1988

**Drake Hotel: 216 E. 66<sup>th</sup> Avenue**



The Drake Hotel is a flat-roofed, rectangular building with brick parapet, stepped cornice, dentil elements, one-over-one double hang wooden sash and segmental arches. The front façade was altered where some of the original windows and paint have been covered. The interior is mostly unaltered with its original tin ceiling tiles still intact.

The period of significance for the Drake Hotel was 1900 to 1924. Areas of significance include Commerce and Architecture. Historic functions as a business and hotel.

This structure was also known as the Henry Hotel and the Turquoise Club.

The Drake Hotel structure has been unoccupied for several years due to flood-damaged wooden flooring and basement that has also impacted the concrete foundation. Overall, the structural exterior is in good condition.

PERIOD OF SIGNIFICANCE	1900-1924
ARCHITECTURAL STYLE	Decorative Brick Commercial
AREAS OF SIGNIFICANCE	Architecture, Commerce
HISTORIC FUNCTIONS	Hotel
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 87002218
REGISTRY DATE	January 14, 1988



**McKinley County Courthouse: 205 - 209 W. Hill Street**



Gallup was selected as the county seat and the first courthouse was built of native sandstone in 1901 on South Second Street (demolished, 1950s). The original courthouse was designed by architect Joseph L. LaDriere of Albuquerque (NM), who also designed the St. Mary’s Hospital (Gallup, 1917), the St. Anthony’s Orphanage (Albuquerque, 1939), and some buildings for the University of New Mexico.



In 1938, the McKinley County Courthouse was redesigned and constructed, at a new location, as part of the WPA program at a cost of \$227,272, by Gustavus A. Trost of the Trost & Trost Architects & Engineers, El Paso (TX). The structure is three stories with an elevated basement, and asymmetrical in massing and detail, with varying roof heights, parapets, and towers. The north entryway has an arched Spanish style portico.

In 2005, the courthouse was fully restored to its original look, including extensive restoration of the WPA mural and painting collection. The building is stuccoed brown with painted wood features. The interior has retained the integrity of its original detailing. In the corner stone of the new McKinley Country Courthouse was laid today. A small iron box behind the stone. Contained in the box is a brief history of the project, a few statistics of the county, population, number of children attending Gallup schools, copy of today issue of The Independent.

PERIOD OF SIGNIFICANCE	1938
ORIGINAL ARCHITECTS	Joseph L. LaDriere, Gustavus A. Trost
ARCHITECTURAL STYLE	Spanish Pueblo Revival
AREAS OF SIGNIFICANCE	Architecture, Politics/Government
HISTORIC FUNCTIONS	Courthouse
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 87000879
REGISTRY DATE	February 15, 1989



**Railroad Depot: 201 E. Highway 66**



In 1880, The Atlantic & Pacific Railroad built a headquarters for then Rail Paymaster, David L. Gallup. Rail workers created the famous phrase, “Going To Gallup” when referring to picking up their paychecks. In 1881, the township of Gallup was established as both the county seat and the primary rail stop and depot in this region.

Period of significance was 1900 to 1924, during which the original wooden structure was replaced by an architectural gem that designed and created by the famous southwest architect, Mary Colter, who also designed other rail stations in NM.

The railroad was later renamed the Atchison, Topeka and Santa Fe Railway (AT&SF) Depot that help famously shape the Fred Harvey Company’s “Harvey House” Hotel and Restaurant chains that dotted the AT&SF rail line between Kansas and California. Other more famous rail

stations are in Albuquerque, Las Lunas and Las Vegas, NM.

The Gallup rail station was named El Navajo Hotel with an adjacent Santa Fe Railway Station.

Although a major portion of this historic structure was deconstructed in 1957 to extend rail lines, the historic function as a rail-related transportation still rings true today. In 1996, the structure was renovated again to include the Gallup Cultural Center that stages a museum, gift shop and restaurant, in addition to an unstaffed Amtrak station and an unstaffed Greyhound Bus station.

PERIOD OF SIGNIFICANCE	1900-1924
ARCHITECT	Mary Colter
ARCHITECTURAL STYLE	Spanish Mission Revival
AREAS OF SIGNIFICANCE	Architecture, Transportation
HISTORIC FUNCTIONS	Transportation
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 88001694
REGISTRY DATE	1988



**Lebanon Lodge No. 22: 106 W. Aztec Avenue**



The Lebanon Lodge No. 22 was a Masonic fraternal organization that was chartered in October 1894 where local political leaders and businessmen were members of, including C.N. Cotton.

The period of significance was 1932 to 1938. Areas of significance include Architecture and Social History (Fraternal Organization). The historic functions as a meeting hall. It is still in good condition and retains its

original appearance.

The structure is a two-story, flat-roofed, rectangular Decorative Brick Commercial style structure, with distinguished Classical Revival detailing. Built with blond bricks, stamped with the “GALLUP” logo, that was produced locally by the Gallup Brick & Tile Company. The main façade is strictly symmetrical with three embossed Masonic symbolics, metal casement windows and decorative brick lintels with small keystone shields and concrete lug sills. The building continues to serve its historic function today and remains a place of significance within the community.

PERIOD OF SIGNIFICANCE	1900-1924
ARCHITECTURAL STYLE	Decorative Brick Commercial
AREAS OF SIGNIFICANCE	Architecture, Commerce
HISTORIC FUNCTIONS	Hotel
NATIONAL REGISTER OF HISTORIC PLACES	Reference # 87002218
REGISTRY DATE	January 14, 1988



The remaining contributing buildings within the Gallup Historic Commercial District are either occupied and are in good standing or are not suitable for use. For a list of contributing and non-contributing buildings, please see the 2016 National Register of Historic Places Registration Form in the appendices.

Figure 24 – NM Historic Preservation Division Certificate of Registration in the National Register of Historic Place. Source: NM Department of Cultural Affairs Historic Preservation Division.



# 4

## COMMUNITY PARTICIPATION

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### *2015 COMMUNITY PARTICIPATION PROCESS*

Citizen involvement is an essential activity of a planning process and is gathered through working group meetings, open houses, community workshops and other methods of engagement. The original Gallup Downtown Redevelopment Plan was the result of a collaborative effort with City of Gallup, Gallup Business Improvement District and the Gallup MainStreet/Arts & Cultural District working cooperatively with the community and facilitated by CommunityByDesign. The community participation process incorporated numerous methods to ensure community participation and buy-in. The result was a collaborative effort comprised of a diverse group of residents, representatives of the arts and community organizations, City staff, local business owners and other stakeholders in downtown and surrounding areas. Consultants provided continuous updates of the plan and allowed drafts of the Gallup Downtown Redevelopment Plan to be available on the City of Gallup's website for public review.

**2015 Community Interviews / Focus Groups:** During the 2015 community participation process conducted by CommunityByDesign, one on one interviews were conducted with stakeholders or select individuals that could influence the planning and implementation of the Downtown Redevelopment Plan. These individuals included developers, employers, and potential investors. This information is carried over from the 2015 plan and contributed to the identification of goals and catalytic projects listed within the implementation plan.

**2015 Community Workshops:** As noted above, the Northwest New Mexico Council of Governments and the DCC came to the conclusion that the original community participation process including the community workshops were extremely comprehensive and in-depth and should be used as part of this update process. The DCC recommended that this update not undertake any significant community workshops as the information and results of the 2015 workshops are still relevant.

During the 2015 community participation process, monthly Steering Committee meetings were held along with two Community engagement sessions. The workshops were held to allow for community input and feedback on both the Downtown Redevelopment Plan and Arts and Cultural District Plan. These sessions included a Community Workshop and a Community Open House to present the draft plans.



The community workshop was conducted August 21-22, 2015, at the El Morro Event Center and was attended by approximately 60 individuals. The workshop provided attendees with the opportunity to discuss, design and present their vision and projects for the downtown. The results of this two-day workshop served as the foundation for the projects included in the Downtown Redevelopment Plan. The identified projects from the two-day workshop have been carried over into this update and still provide the best opportunity for downtown revitalization.

The second community engagement session (open house format) was held in November 2015 and included a comprehensive presentation of the Downtown Redevelopment Plan including the projects identified during the two-day workshop in August. The 60 individuals who attended had an opportunity to provide comments on the plan as well as prioritize the projects that they would like to see implemented. This list of projects was the focus of the Downtown Coordinating Committee's implementation assessment held in late 2020 and early 2021.

## *2020 UPDATE PROCESS*

This update of the Downtown Redevelopment Plan took a modified approach to community participation as the original process was second to none. Consultants Northwest New Mexico Council of Governments and the MRA Steering Committee (Downtown Coordinating Committee or DCC) came to the conclusion that the original community participation process should not be discounted as the results of that process still hold true today. The Northwest New Mexico Council of Governments and the Downtown Coordinating Committee opted to forego community participation and instead utilize the committee to provide guidance and direction for the update. This determination was based on the decision to maintain continuity from the original plan and continue with the community,

steering committee and city approved goals and objectives.



Figure 25 - 27 – 2015/16 MRA Community Workshop at the El Morro Event Center. Source: 2015 Gallup Downtown Redevelopment Plan.



The intent was to update the Downtown Redevelopment Plan and not undergo a complete rewrite.

**Downtown Coordinating Committee:** A 6-member MRA Steering Committee called the Downtown Coordinating Committee (DCC) was formed to provide information, guidance, and direction for consultants. The DCC consisted of the following representatives:

- **Maryann Ustick**, *City Manager*  
City of Gallup
- **J.M. DeYoung**, *Assistant City Manager*  
City of Gallup
- **C.B. Strain**, *Planning and Development Director*  
City of Gallup
- **Kara Q. Smith**, *Executive Director*  
Gallup Mainstreet / Arts and Cultural District
- **Francis Bee**, *Executive Director*  
Gallup Business Improvement District
- **Rose Eason**, *Director*  
Gallup Arts
- **Bruce Armstrong**, *Economic Development Manager*  
Greater Gallup Economic Development Corporation

The DCC assisted the consultant team with a detailed assessment of the implementation section of the original plan. This assessment was the basis for the update of the plan as it was imperative that the group recognized progress made, projects completed, projects started and projects that have yet to gain momentum. Multiple interactive virtual workshops were held with the DCC to complete this assessment. Results of the assessment are included in the appendices of this plan.

The DCC and their insights of the downtown community allowed for consensus of a reprioritized list of existing projects that contribute to the revitalization of downtown. The DCC was also tasked with providing ideas for new projects which were voted on for inclusion and level of priority. The result is an updated project implementation list that reflects the current needs of the downtown district and is representative of the feasibility of implementation based on the capacity of the downtown organizations.

The formation of the DCC and their contributions allowed consultants the Northwest New Mexico Council of Governments to confidently update the Downtown Redevelopment Plan and develop a guide for investment into the district to create a vibrant downtown.



## PLAN VISION AND GOALS

### DOWNTOWN VISION

***Downtown Gallup is an attractive and sustainable center of civic life, the arts, and cultural experiences for community activities that celebrate its multicultural heritage. It offers opportunities for prosperity with strong connections to its authentic culture and history that embraces diversity. Gallup supports a balanced mix of uses and services for people living, working, visiting, and enjoying downtown.***

As part of the original community participation process, steering committee meetings and this update's Downtown Coordinating Committee meetings, a list of comprehensive goals have been developed to help guide downtown redevelopment and revitalization efforts. These goals were presented to the public during the original community participation process and continue to be relevant today and still provide the overarching framework for implementation strategies.

### DOWNTOWN GOALS:

- **Develop quality housing downtown.**
- **Create pedestrian and bike-friendly connections along streets and alleys.**
- **Develop state of the art library and cultural facilities that provide true Gallup experiences.**
- **Develop a regional multimodal transportation hub and public transportation for all ages.**
- **Create vibrant and attractive gathering places that encourage people to hang out and socialize.**
- **Provide for a diversity of retail, restaurant, entertainment, and business opportunities.**
- **Fully utilize the commercial buildings downtown, encourage infill development, and revitalize vacant buildings.**
- **Promote downtown public art and cultural events.**
- **Create collaborative partnerships between public and private entities to provide effective programs and facilities.**
- **Develop a clear and effective channel of communication between downtown business owners.**



# 5

## IMPLEMENTATION

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### *OPPORTUNITY SITES AND ASSETS*

Opportunity sites within the downtown district come in many forms. From public and privately owned land and buildings and especially those that are vacant and/or underutilized, the district has plenty of real-estate to accommodate the proposed revitalization strategies. The redevelopment of these opportunity sites and assets has the potential to meet the downtown redevelopment goals. Many options for revitalization activities are present including the adaptive reuse of existing buildings, infill development on scattered sites, new land uses and development of the area north of the railroad tracks, and beautification and programming throughout district.

To attempt any of the revitalization activities, many challenges must be faced. Repurposing or adapting a structure for an alternative use requires significant retrofitting, high costs, and legal processes, to undertake new development requires site costly preparation, environmental compliance and remediation, community participation, complex funding strategies and much more. Beautification and programming of space downtown requires collaborative effort, volunteers, community buy-in and complex logistics. However, although challenging, these activities are not impossible and strategies to combat those challenges are identified in the Chapters 4, 5 and 6 of this plan.

**Land and Facilities in Public Ownership:** There are numerous lots and facilities that are owned, leased and/or managed by local, regional, and federal public agencies. These properties provide some of the most accessible and viable opportunity sites for redevelopment within the downtown district. These sites are often easier to develop and tend to lend themselves to more community-oriented uses such as libraries, youth arts and performance centers, museums, parks etc. Land and facilities in public ownership provide the opportunity for redevelopment to meet changing community needs and create vibrant public gathering spaces that draw residents and tourists.

**Vacant and Underdeveloped Land:** Vacant and underdeveloped land includes infill sites scattered throughout the downtown district and the large, underdeveloped area north of the railroad tracks including the former Alpine Lumber site. The larger sites with appropriate access and frontage should be considered for regional attractions while the smaller sites should be developed to be compatible with the surrounding land use and in context with the adjacent historic building fabric.

**Vacant and Under-used Buildings:** Scattered throughout the downtown district are numerous vacant and under-used buildings. Unfortunately for downtown, these troubled sites contribute to a sense of deterioration and neglect and creates an uninviting commercial corridor. Most of the vacant and under-used buildings are in the historic fabric associated with Route 66 and Coal Avenue. Several historic



buildings downtown, notably the old Grand Hotel, remain intact but go largely unused or altogether vacant. While building deterioration in the heart of downtown is largely unseen from the street, several buildings are reportedly facing serious structural and interior deterioration, largely due to neglect.

The issue is compounded by the relatively narrow and deep lots with multiple owners making it difficult to achieve economies of scale for redevelopment. Additionally, rehabilitating historic two-story buildings is complicated due to the expense and difficulty of complying with modern building codes and Americans with Disabilities Act (ADA) standards required for certain uses on the second floor. Finally, many properties may have environmental issues such as asbestos, which may require recognition and remediation for certain uses.

The downtown district has approximately thirty-six (36) buildings that are over 10,000 square feet. Of those buildings, eight (8) have been identified as being underutilized or vacant and should be considered for repurposing and/or redevelopment (see list below and Figure 28). These buildings, both historic and more modern, occupied prime real-estate within the heart of the city, are structurally sound, adequately maintained, and provide an opportunity to redevelop and/or repurpose for uses that meet revitalization goals for Downtown Gallup.

- Ricca Merc Building, (Grand Hotel) 308 Coal Ave. (NR)
- Drake Hotel, 212 Route 66 (NR)
- "Navajo Garage", 383 Route 66
- Elks Lodge, 149 S. Strong Dr. (NE corner of S. Strong Dr. and E. Coal)
- Warehouse with parking on top, NW corner of E. Coal Ave. and S. Puerco Dr.
- 105 W. Coal Ave. (former Gallup Print and Office Supply)
- 117 W Coal Ave. Two story building west of Sammy C's Sports Bar
- 231-235 W. Coal Ave.

As a part of the planning process the team, with input from the community workshop, identified several "Opportunity Sites," to be considered for specific redevelopment projects and improvements.





Figure 28 - Opportunity and Vacant of Underutilized Buildings Map. Source: NWNMCOG, 2021.



## REVITALIZATION PROJECTS AND STRATEGIES

The following strategies and projects identify revitalization and placemaking projects that will move the city towards achieving the community's vision and goals. These projects incorporate land use, urban design, pedestrian safety enhancements, and transportation elements to create the downtown as a place that people want to live, work, and shop.

### REVITALIZATION PROJECTS

The following revitalization and placemaking recommendations include projects and programming ideas that will provide significant progress towards achieving the vision of the downtown community. These projects incorporate land use, urban design, pedestrian safety enhancements, and transportation elements to create a vibrant downtown that people want to live, work, and visit.

#### Short-Term Projects: 1 - 3 years (High Priority)

Coal Avenue Commons "Event Street": Coal Avenue between 1<sup>st</sup> and 3<sup>rd</sup> Streets is Gallup's historic main street and would benefit from work to retrofit and enhance to increase pedestrian comfort, walkability and serve as an event space when the street is closed to traffic, such as for the Ceremonial Parade, ArtsCrawl and Downtown Night Out. The city has undergone significant progress to retrofit this corridor and has completed Phase I of the project which includes curbless design, subsurface utility, and drainage infrastructure upgrades in addition to roadway reconstruction between 3<sup>rd</sup> and 2<sup>nd</sup> Streets including the downtown walkway. The project once completed will result in a completed redesigned corridor with wider sidewalks, flex zones, intersections, and landscaping treatment. The design of the corridor addresses the need for public event space within the downtown and will help contribute to programming within the district. Aesthetically, the corridor design has patterns that relate to traditional Native American arts and crafts thus displaying and acknowledging the districts rich history.



Figure 29 - Coal Avenue Commons Intersection Conceptual Drawing. Source: 2015 Gallup Downtown Redevelopment Plan.



**Arts & Cultural District Entry Features:** To provide a stronger sense of entry into the Arts and Cultural District, gateway features should be installed at the intersection of Coal Avenue and 1<sup>st</sup> Street and Coal Avenue and 3<sup>rd</sup> Street. Key elements for success include public art, lighting and informational signage/maps that corresponds to a district-wide wayfinding system. In conjunction with the Coal Avenue Commons Project, entryways can contribute to developing a destination for commerce and events.

**Alleyway Pedestrian Improvements:** Enhancements to the existing alleys between Coal Avenue and Aztec Avenue and Coal Avenue and NM 118 (Route 66) between 1<sup>st</sup> and 3<sup>rd</sup> Streets. The alleyways would benefit from infrastructure upgrades to ensure structural integrity of historic building within the district while also enhancing the aesthetics and usability of these non-traditional travel corridors. By relocating utilities into the ground and incorporating pavers, lighting, and planters, the alleyway would encourage and increase pedestrian and bicycle circulation and provide improved employee and visitor access to the rear entrances of businesses and government offices, while still allowing service access.



Figure 30 - Downtown Alleyway Improvements Conceptual Drawing. Source: 2015 Gallup Downtown Redevelopment Plan.

**Quiet Zone and Safety Improvements at 2<sup>nd</sup> & 3<sup>rd</sup> Streets Rail Crossings:** The need to establish a Quiet Zone and improve pedestrian crossing has been a need of the downtown district for decades. The establishment of a quiet zone would reduce noise pollution and safety improvements would provide increased access and allow for development north of the rail line. There are several methods that will create a Quiet Zone through the downtown area that are outlined in the Transportation Recommendations section. However, it is accomplished, it is a project that is important to the community and for the revitalization of the downtown.



Youth Arts/Performance Locations & Programming: The community has identified the need to engage the youth through opportunities in the Arts and provide alternatives to conventional youth activities. With the potential for several large-scale facility projects, it is important to incorporate youth arts and performance locations into the programming of downtown space. The need for a dedicated space for these activities is present but the programming of existing and future space can alleviate that while also increasing utilization of square footage within the district.

Courthouse Square Programming: The courthouse square has long been an underutilized asset within the downtown district. Programming more events in this dedicated event and performance space is critical to establish a sense of community and pride within the district. It's also imperative to ensure the maintenance of the square and provides the means for future conversations to improve infrastructure and visitor amenities within the square. The square currently hosts the nightly summer Indian dances and is programming a few times throughout the year.

Railroad Themed Parking Lot with Railroad Observation Deck: There is an opportunity to redevelop the parking lot at the corner of 2<sup>nd</sup> Street and NM 118 (Route 66) to include railroad themed elements, street furniture and an observation deck. This project could also be incorporated into one of the large facility projects identified north of the railroad.

Façade Improvement Program: A façade improvement program could serve to revitalize the downtown area in a partnership with the building owner, City, Gallup MainStreet/A&CD, and the Gallup Business Improvement District. There are several programs available from NM MainStreet Design technical assistance, to grants and low interest loans, to volunteer-based programs such as NM MainStreet's "Façade Squad" that could help the district undergo a larger scale façade program.

Downtown Mural Initiative: Downtown Gallup has a plethora of murals alongside various establishments, government buildings, and private structures. The abundance of murals have resulted in the coordination of a self-guided downtown mural tour. The Mainstreet & Arts and Cultural District, the Business Improvement District and Gallup Arts have commissioned murals in recent years and the continuation of this initiative will continue to inspire creativity while also providing an avenue for storytelling of the history and people that make Gallup. This initiative is a low hanging beautification strategy that is relatively easy to undertake and doesn't take much coordination and funding. The east façade of the downtown post office is a prime location for a mural and could help establish the south entry point.

Downtown Safety Improvements: Safety has been a key concern for residents and has significant impact of visitor satisfaction. The downtown district would benefit from added safety measures including increased law enforcement presence, improved lighting, emergency blue light boxes, and other added measures. Additional programming of the downtown district would also improve safety by way of community policing and social presence.

Virtual Art Museum: GallupARTS has identified the opportunity to establish a virtual art museum through partnership with the National Endowment for the Humanities (NEH). The Virtual Art Museum will curate Gallup's collection of New Deal architecture, Spanish Colonial-style tinwork, oak furniture, murals, prints, western American painting, and Native art (157 objects in total) through a multi-faceted, interpretive website. The Virtual Art Museum is in the prototype stage and is anticipated to be up and running within the next few years. This provides an opportunity to showcase New Deal heritage and has the potential to draw visitors to Downtown Gallup.



### Mid-Term Projects: 4 - 6 years (Medium Priority)

Octavia Fellin Library: The Octavia Fellin Public Library needs a new building to meet present and projected needs. The library should remain downtown in the civic heart of Gallup. The future Library could occur on the large vacant sites north of the rail road. The library design is dependent on the site and could result in a single or multi-story building equipped with modern amenities and programmed to meet the needs of various downtown organizations and activities. This site poses significant challenges but could be the catalytic project to encourage northside redevelopment.



Figure 31 - Octavia Fellin Library Conceptual Drawing. Source: 2015 Gallup Downtown Redevelopment Plan.

Historic Overlay Zone: The Historic Downtown of Gallup has significant architectural heritage and protection of that heritage is dependent upon the rehabilitation, preservation and restoration of its historic buildings. A Historic Overlay Zone would protect Gallup's Commercial Historic District by establishing legal protections, such as requiring property owners to obtain approval before altering or demolishing designated historic and contributing buildings.

Courthouse Square Infrastructure Improvements: The highly valued Ceremonial Plaza hosts Native American dances, large community events and is a unique place for people to gather on a daily basis. The addition of pedestrian amenities including shading that follows the geometries of the plaza, updated seating, sound systems, and vegetation will increase visitor comfort and length of stay. It will also provide additional visual attention to the Courthouse Square and increase safety and community sense of place.





Figure 32 - Courthouse Square Improvements Conceptual Drawing. Source: 2015 Gallup Downtown Redevelopment Plan.

**Route 66 Safety Plan Improvements:** The City of Gallup, in coordination with the New Mexico Department of Transportation, conducted a city-wide transportation safety plan. One of the focal areas of the plan was the downtown district, specifically the NM 118 (Route 66) corridor. The plan identified the need to implement safety measures within the downtown district. The downtown district would benefit from added transportation safety improvements and would increase pedestrian traffic and business access.

**South Downtown Temporary Use Site:** The underused publicly owned lot located on SE corner of 2nd Street and Mesa Avenue presents a prime opportunity to establish a gateway use to the south entry of the district. The community has identified the need for a temporary activity to occur on this lot such as a low maintenance open yard for occasional evenings during community events or temporary art installations welcoming visitors and residents into the district. A community sponsored and maintained site that provides opportunity for socializing, community collaboration, artistic engagement, education and locally grown food is envisioned for the lot made vacant by the demolition of the former Council of Governments office. Specific ideas include a community garden for demonstrations and growing local food plus opportunities to foster arts in all its forms from live performance to art installations. This interactive green space will evolve as the plants grow. Improvements include community stewardship, pervious surfaces, signage, lighting, garden beds, shade structures, trash receptacles and seating.





Figure 33 - South Downtown Temporary Use Conceptual Drawing. Source: 2015 Gallup Downtown Redevelopment Plan.

Downtown Walkway / Pedestrian Corridor Enhancements: Incorporated into Phase I of the Coal Avenue Commons “Event Street” project, the City has completed the first installment of infrastructure upgrades along the downtown walkway. Continuation of infrastructure improvements and beautification efforts along the walkway to the courthouse square is needed. In addition to infrastructure improvements the walkway would benefit from the installation of pedestrian amenities, incorporation of vegetation and business transparency. By establishing the connection between the two event spaces, additional programming possibilities will be introduced allowing for more and larger community events.



Figure 34 - Downtown Walkway Beautification Conceptual Drawing. Source: 2015 Gallup Downtown Redevelopment Plan.



**Bike Routes & Bike Share Program:** Bike routes are identified on 2<sup>nd</sup> & 3<sup>rd</sup> Streets and Aztec Avenue through the downtown district. These potential bicycle corridors connect downtown retail, restaurants, and civic facilities to regional destinations such as schools and the regional bike network. The City and NWNMCOG should also consider instituting a BikeShare program, similar to Downtown Albuquerque, to increase accessibility to multi-modal transportation options for tourists and residents. These connections and programs will contribute to the vitality of downtown and its importance as a regional center and support the economic benefits of geo tourism and recreational cycling.

**Makerspace/Fabrication Shop:** The arts and cultural community has expressed the need for a dedicated makerspace/fabrication space to encourage artisan enterprises. Various sites north of the railroad have been identified as prime locations for light manufacturing activities including those associated with the production and fabrication of arts and other economic based products. The existing Alpine lumber site located north of the railroad is a prime location for light manufacturing activities and could house the Makerspace/Fabrication space but needs full redevelopment as the facility is not in a usable condition. A facility is envisioned to support the arts and crafts sector with minimal renovation and operations costs by providing DIY spaces where people can gather to create, invent, and learn. Makerspaces often have 3D printers, software, electronics, craft, welding and hardware supplies and tools.

#### **Long-Term Projects: 7 - 10 years (Low Priority)**

**Rio Puerco Pathways with Retrofitted Underpasses:** The development of a pedestrian and bike pathway along the south bank of the Rio Puerco will add natural beauty and provide open space and connections to regional trails. The pathway is envisioned to be retrofitted to include bridge underpasses and at grade crossing at its intersections with Second and Third Streets. The existing river trail along the north bank of the Rio Puerco which connects to the broader area around downtown should be maintained and enhanced to increase user's sense of safety and comfort.



Figure 35 - Rio Puerco Pathway Conceptual Drawing. Source: 2015 Gallup Downtown Redevelopment Plan.



Multi-Cultural Event Center: Central to the area and key to stimulating private redevelopment and reinvestment opportunities is the development of a Multi-Cultural Event Center to accommodate a wide variety of uses and activities including but not limited to exhibit space, museums, performances, and indoor and outdoor events. This development will need to have adequate parking and compatible adjacent land uses. Community objectives for the Event Center are to attract large regional and national conventions and events, establish an annual Indian Market and to accommodate components and activities of the Gallup Ceremonial. Site to house the event center are still being determined.

Library Adaptive Re-Use: Museum: When the existing main library becomes vacant, repurpose the building as a museum. The open floor plan will reduce costs of repurposing and provide a flexible, collaborative environment for exhibits and educational programs.

Potential Mixed-Use Parking Structure: As redevelopment occurs in downtown more parking may needed and should be addressed in a parking management plan that considers a new centrally located public parking structure. An appropriate location is the existing City parking lot on the SE corner of NM 118 (Route 66) and 4<sup>th</sup> Street. In addition to providing parking the structure should accommodate retail spaces on the ground floor along its street frontage with NM118 (Route 66).

Interstate Embankment Murals: The plan recommends a stylized mural along the Interstate embankments on northern edge of downtown that will create a distinctive edge to downtown and reinforces its location within the broader scenic resource. Designs and materials should be innovative, durable, and resistant to fading; ideas include the use of stamped concrete, tiles, metal, LED lighting and three-dimensional elements. The City will need to coordinate with the New Mexico Department of Transportation which could lead the effort.

### **Private Sector Initiated: Market Dictated**

Retail/Commercial & Retail/Hotel: The plan identifies Retail/ Commercial future land uses on several large sites along the northern boundary of the MRA District with good road access, high visibility from the freeway and a conducive ownership pattern. To complement future public facilities such as the new library and multi-cultural event center the plan envisions specific uses such as hotels, restaurants, and entertainment venues. The location of Coal Avenue between 1st Street and South Puerco Drive has been identified as a premier location for a mid-scale boutique style hotel. A hotel project within the downtown district would require close collaboration and a public/private partnership.

Retail Mixed-Use - SW corner of Coal Avenue & 1st Street: Redevelopment of this prime underutilized location has been a targeted revitalization strategy for years. The site, which accommodates the two lots has an "L" shaped building and provides optimal opportunity for a mixed-use concept that incorporates outdoor seating and/or programming. Other uses that have been identified include a small neighborhood grocery store, professional offices, retail and a brewery.

Retail Mixed-Use - SW corner of Coal Avenue & 2nd Street: This site and building is in the heart of the downtown district and is prime for mix-use development including residential use on the 2<sup>nd</sup> floor. The building is of historic nature and should be preserved to maintain its historical importance but should be



retrofitted to accommodate modern uses. Located next to El Morro Event center and a few lots from the Historic El Morro theatre, the site has significant opportunity for success.

Mixed-Use - NW corner of 4th Street & Aztec Avenue and Mixed-Use - SE corner of Fifth St. & NM 118 (Route 66): To increase jobs, services and shopping opportunities for downtown, new infill buildings are envisioned for privately-owned parcels that are currently or were used as gas stations, automotive repair shops, and surface parking lots. These lots should be zoned for redevelopment that is consistent with the historic commercial buildings that front Coal Avenue and NM 118 (Route 66).

Mixed-Use/Residential - SW corner of Third Street & NM 118 (Route 66): This city owned property and historic hotel is currently being used part-time as a museum. There is an opportunity to increase the 24 hour presence of the area through adaptive reuse as live/work development geared toward artists with ground floor studios and or gallery open to the public.

Mixed-Use/Residential - Aztec Avenue & 4<sup>th</sup> Street: This privately owned parcel used to accommodate the downtown's only grocery store. Now vacant, the site could potentially fill a much needed gap in housing within the downtown district. A concept of a 4-story mixed-used residential development has been proposed on the site. Just outside of the MRA district, this site is a critical transitional area into the more historic and traditional single-family neighborhoods.

Mixed-Use/Residential - Aztec Avenue & 8<sup>th</sup> Street: This privately owned parcel could potentially fill a much needed gap in housing within the downtown district. A concept of a 3-story mixed-used residential development has been proposed on the site. Just outside of the MRA district, this site is a critical transitional area into the more historic and traditional single-family neighborhoods.

Retail Mixed-Use – NM 118 (Rt. 66) & 3<sup>rd</sup> Street (Rex Hotel): This publicly owned building and lot is located in prime location along NM118 (Route 66) and would be best utilized for retail mixed-use purposes including dining, brewery, entertainment, and other retail and mixed-use activities that diversify the downtown district. The City of Gallup currently owns the building and lot and has expressed interest in selling the property as it is underutilized and is better suited for mixed-use retail activity.



## REVITALIZATION RECOMMENDATIONS

**Incorporate the Downtown revitalization projects into the City's prioritized Infrastructure Capital Improvement Plan (ICIP) for legislative and grant funding purposes.**

- Ensure inclusion into the City's internal Capital Improvement Projects list
- Include Revitalization Strategies into the annual Strategic Plan.
- Ensure priority projects are budgeted during the City's annual budgeting process.

**Pursue acquisition and development of the properties proposed for redevelopment and prioritize sites that have larger impact and are targeted for regional centers such as the library, multi-cultural center, Museums, Makerspace/Fabrication Space etc.**

- Continue to support northside redevelopment and master planning activities including but not limited to the Alpine Lumber redevelopment, the new regional Library site master planning, and others.

**Organize a community based "Downtown Placemaking" event to improve the look and feel of the downtown area (e.g., transit stop bench, artwork, beautifying walkway, and vendor area, create street art mural, etc.).**

- NMMS can provide technical assistance to implement this endeavor.

**Establish and/or expand the Wayfinding/Historic walking tour interpretive signage system for the downtown that utilizes vehicular signage along the highways and includes pedestrian signage for walking within the downtown.**

- Incorporate the existing downtown self-guided mural tour to develop an historic tour with modern characteristics.

**Work with the Northwest New Mexico Council of Governments and NMDOT on implementing the transportation projects within the revitalization projects list. These include pedestrian improvements, multi-modal infrastructure, and general street improvements.**

- Utilize the City of Gallup's Transportation Master Plan to further highlight downtown transportation needs and ensure integration between plans.

**Coordinate a Historic Preservation workshop with the NM Historic Preservation Division for building owners with buildings that are eligible for designation on the NM Cultural Properties Register/National Register for Historic Places and the process for receiving state and federal tax credits.**

- Consider implementing a historic district overlay zone to aid property owners in rehabilitation of historic buildings and reintroduce them into the marketplace for sale or rent to commercial, service, office, dining, or entertainment use. The code should provide alternative building regulations for the rehabilitation, preservation and restoration of structures designated as historic buildings. Regulations should facilitate restoration or accommodate change of



occupancy to preserve a historic structure's original or restored architectural elements and features. The objectives of a historic building code should be to provide for a cost-effective approach to preservation, occupant safety, energy conservation and access for people with disabilities. Development of Gallup Historic Design Guidelines would also serve to protect these assets.

- The City has been recommended to adopt a local historic district ordinance and project design review procedures to become eligible to apply for the Certified Local Government program which has an annual allocation of \$130,000 to fund Historic Preservation projects in eligible communities.

**Expanded the Business Improvement District's Façade Improvement program and make available grants or low-interest loans to building owners who are interested in participating.**

- Partner with Gallup MainStreet to expand and increase resources for eligible owners.
- Utilize New Mexico MainStreet's contracted architectural consultant to design façade improvements.
- Utilize the BID and MainStreet Board and their constituents to establish a volunteer base that can assist with façade improvements.

**Continue to analyze and monitor vacant and underused parcels in the MRA to estimate and market supply available to accommodate anticipated growth and changes in various land uses.**

- Have the City's Geographic Information System (GIS) department maintain maps of vacant and underutilized buildings.
- Utilize maps to promote redevelopment and market sites to potential developers and entrepreneurs.
- Establish incentives for infill development including release from county liens, low interest loans and fee refunds.

**Prioritize downtown density through mixed-use housing development on vacant sites within the district.**

- Work with the downtown organizations to develop plans to implement conceptual mixed-use residential ideas.
- Discuss partnership with UNM-Gallup about the possibility of student housing within the downtown district to increase density and promote diversification in the economy.

**Conduct annual reviews of the City of Gallup Land Development Standards (Zoning Code) to ensure a range of incentives, flexible approval processes and performance-based zoning regulations that accommodate redevelopment objectives.**



## *BUSINESS AND MARKET RECOMMENDATIONS*

**Promote a mix of uses in Downtown including: retail, office, arts and entertainment, hotel accommodations, and medium-to-high density residential areas through expanded use of historic buildings, selected infill, and expansion along transition areas.**

- Encourage property owners to upgrade vacant and underutilized commercial property within the downtown district.
- Encourage and support 2<sup>nd</sup> Story residential development.
- Strengthen existing restaurants and enhance the restaurant cluster with additional food choices and venues such as vendor carts and temporary "pop-up" restaurants.
- Continue to encourage extended store hours to provide evening and night activity within the district.
  - Conduct research to assess the economic viability of extended hours for the types of businesses within the district. Target specific retailers, service providers, etc.
  - Educate business owners on the positive impacts evening hours have on downtowns and how that translates to improved sense of place, safety, and diversity of the economic portfolio.
  - Introduce trial periods to gauge viability of extended hours. Capitalize on signature events such as Downtown Night Out and Arts Crawl as trial periods and slow increase the frequency.
- Implement marketing and promotional strategies outlined within the Gallup Retail Study.
  - Highlight downtown as a unique entertainment destination when conducting county and citywide marketing activities.
  - Incorporate the Gallup True campaign into downtown marketing and promotion.
- Highlight vacant properties and conduct conceptual level ideas to encourage mixed-use development.
  - Examples include the Gallup Business Improvement District's conceptual work on various sites within the district and the surrounding areas.
- Promote and encourage Public/Private Partnerships for larger redevelopment projects including but not limited to hotel development and mixed-use residential concepts.

### **Establish Downtown's role in entertainment, dining, and accommodation.**

The downtown district continues to capture very little of the dining and entertainment spending in Gallup. The district currently captures a minimal percentage of the dining and entertainment sales and even less of the non-food/entertainments sales.

This has remained the trend for years and presents an opportunity to develop downtown as a destination for entertainment, dining, and accommodation. The downtown should not be viewed as competing with other commercial areas; instead, it should be viewed as providing a space that is complementary and unique. Opportunities to establish downtown as an entertainment district include:

- Increase the number of specialty retail shops that attract visitors and residents.
- Support the buy local initiative to improve business retention and expansion.
- Increase and diversify dining and bar options in the downtown district.
- Promote the use of outdoor space such as increasing outdoor seating at restaurants and bars, and increased programming of event space.



- Adopting a “parklet” ordinance which allows the temporary use of street parking spaces for dining, arts installation, etc. can help improve the use of space and increase capacity for restaurants and bars that have no options for outdoor presence.
- Promote existing signature events such as Gallup Mainstreet’s Downtown Night Out, the Gallup Business Improvement District and GallupARTS’ monthly Arts Crawl, downtown Ceremonial parade, etc.
  - Capitalize on these signature events by coordination with venues, restaurants, and bars to establish an entertainment district.
- Encourage adaptive reuse of historic buildings for uses that contribute to sense of place and entertainment. Possible uses include diverse dining options, bars, breweries, music venues, interactive museums, etc.
- Promote walkability within the district and encourage and incorporate design characteristics that lend to premier pedestrian facilities.
- Support wayfinding activities to improve connectivity between downtown assets.
  - Installation of signage throughout the district and providing maps of assets could assist connectivity between people and place.
- Support and implement safety measures within downtown to improve user satisfaction.
- Support the need for increased visitor presence by encouraging the development of a downtown hotel.

**Strengthen and develop existing relationships with organizations focused on improving economic conditions in Downtown Gallup.**

The city has worked hard to partner with organizations that are focused on improving the economy in Gallup and downtown. It is important that the city continues to foster these relationships and capitalize on resources from organizations, including Gallup MainStreet/Arts and Cultural District, Gallup Business Improvement District, GallupARTS, Gallup-McKinley County Chamber of Commerce, Greater Gallup Economic Development Corporation, Northwest New Mexico Council of Governments and McKinley County. These organizations have similar goals and objectives that align with the market opportunities presented here. Opportunities to strengthen and develop relationships to downtown economy include:

- Continue to foster the Downtown Coordinating Committee and establish a common vision for economic prosperity. A collective effort is required to ensure downtown Gallup becomes a great place to live, work, and play.
  - Identify roles and responsibilities of the group and affiliated organizations.
  - Reduce overlapping services and increase efficiency through collaboration.
  - Align economic development strategies across agencies and organizations.
  - Support and encourage cross organization economic initiatives.
  - Share and leverage Resources.

**Increase density within the downtown district by improve housing options in downtown and within the surrounding neighborhoods.**

- Implement the objectives identified within the Comprehensive Housing Market Analysis.
- Encourage the rehabilitation and development of 2<sup>nd</sup> story residences within the core commercial area of the district.
- Encourage the rehabilitation of all forms of housing within neighborhoods that are walking distance to the downtown district.
- Support large scale mixed-use residential development on the fringes of the downtown district.



**Continue to encourage and develop manufacturing, wholesale, and retail activities related to Native American arts and crafts.**

The importance of the Native American arts and crafts industry cannot be overstated today and it represents further opportunities in the future. Activity related to this sector accounts for a significant portion of sales in the downtown and a relatively large portion of sales in the total market area. This strong sector sets Gallup apart as a regional cultural center and destination. Opportunities for evolving the arts and cultural sector include:

- Increase the concentration of artisans and traders in downtown by encouraging arts and crafts development in vacant and underutilized downtown properties.
  - An example project includes the Barnhouse multi-vendor marketplace project located at 229 – 233 W. Coal Avenue. Another site includes the Gallup Cultural Center which has significant square footage that could be dedicated to arts and crafts vendors.
- Support organizations that encourage dispersed artisans in remote areas to participate in the downtown’s creative economy.
- Continue to press the need for the establishment of the downtown makerspace to encourage the production of arts.
- Promote and market this sector as unique to downtown Gallup and tie to the Gallup True campaign.

**Continue and increase small business support services provided to existing and potential business owners within the downtown district.**

- Continue to support existing services such as the SBA and the Main Street Downtown Resource Center.
- Conduct a comprehensive evaluation of needs and existing services, to formulate a tailored small business support program targeted at downtown
- Assist owners with financing to articulate their business plans and access key programs from the small business administration loans administered by local banks and non-traditional loans provided by alternative lenders such as the Loan Fund, Accion, WESST and others.
- Encourage entrepreneurship, especially within the native arts and crafts sector and target location into the downtown district.

**Increase user satisfaction by improving downtown safety.**

- Sustain the Downtown Safety Committee to continue dialogue with law enforcement, city officials, business owners and downtown organizations.
- Encourage alternatives to improve safety such as increased outdoor programming, increased business transparency, and extended hours to ensure presence.
- Develop downtown safety materials and educate business owners and visitors of safety measures available within the downtown district.
- Increase presence of law enforcement during evening hours and events.
- Enhance infrastructure to improve safety such as increased lighting within pedestrian corridors, increased business transparency, installation of emergency towers, incorporation of a downtown police substation, etc.
- Capitalize on professional and public administration sector employees within the downtown district and translate that to increased activity and density.



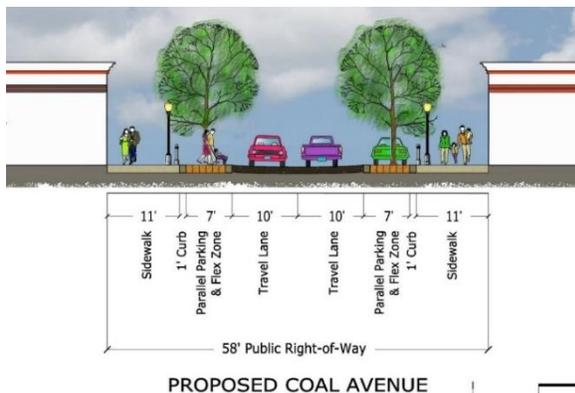
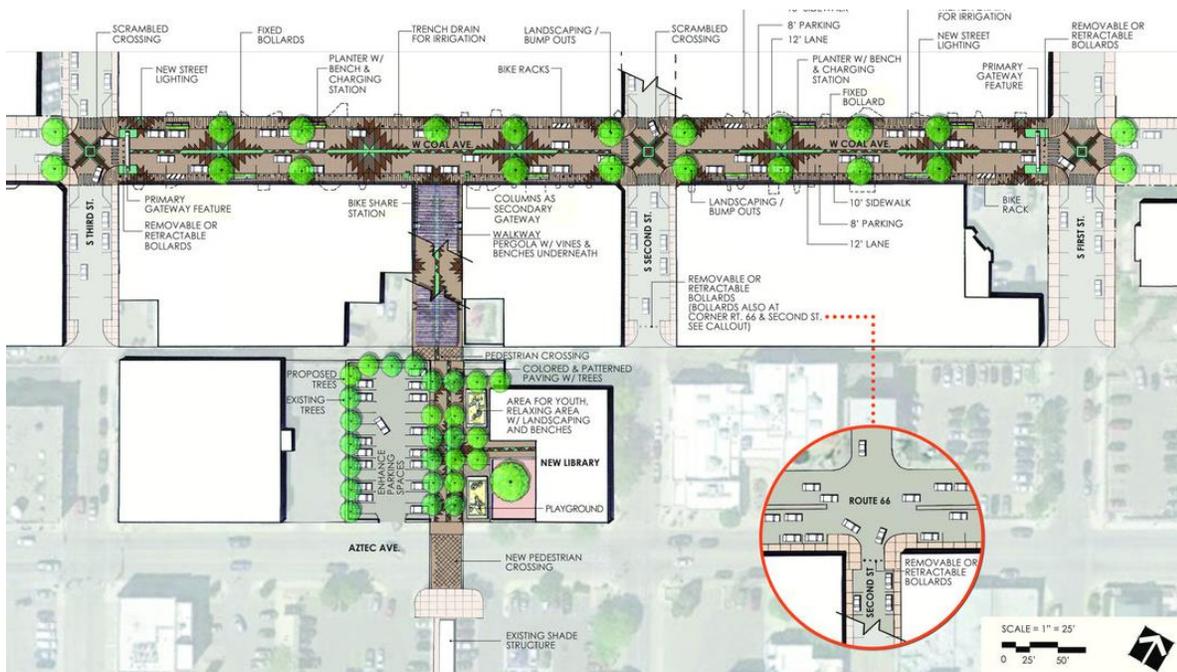
# TRANSPORTATION RECOMMENDATIONS

Transportation networks play a critical role in the development of downtowns. From the division of land, design characteristics and volume, transportation can ensure success but also can detract from downtown vitality. It is important to utilize the transportation network to establish characteristics of a vibrant downtown.

The Gallup Downtown Redevelopment Plan has several recommendations to make downtown a more multi-modal district by incorporating bicycle and pedestrian amenities to complement and expand the existing transportation network. These recommendations include the following:

## Continuation of improvements to Coal Avenue to establish the Coal Avenue Commons, a marquee event space within downtown designed with amenities to promote events and pedestrian activity.

- Carryover design characteristics of Coal Avenue into the walkway and across Aztec Avenue into the Courthouse Square.

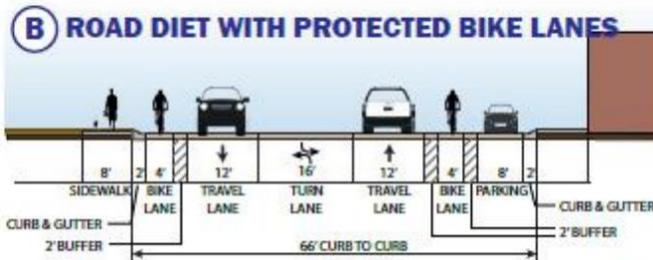


Figures 36 - 38 – Top: Coal Avenue Design, Bottom Left: Typical Downtown Street Cross-section, Bottom Right: Walkway Construction. Sources: [www.coalavenuecommons.com](http://www.coalavenuecommons.com), 2015 Gallup Downtown Redevelopment Area Plan.



**Continuation of improvements to the NM 118 “Route 66” corridor to increase pedestrian safety and promote traffic calming through the downtown area.**

- Implement the downtown specific recommendations outlined with the Gallup Transportation Safety Plan.
  - Consider a NM 118 “Route 66” road diet to include reduced vehicular lanes and installation of bike lanes and/or wider sidewalks.
  - Install bump-outs at intersections that are of proper width.
  - Increase lighting along NM 118 “Route 66” at points of conflict.
  - Install high-visibility crosswalks, pedestrian refuges, and countdown timers.



Figures 39 - 41 – Top: Downtown Pedestrian Crossing Design, Bottom Left: Downtown Route 66 Street Cross-section, Bottom Right: Gallup Area Transportation Safety Plan Cover Page. Sources: 2019 Gallup Area Transportation Safety Plan



**Continuation of alleyway pedestrian improvements to increase and promote pedestrian connectivity with the downtown district.**

- Complete current phase and actively seek funding for future phases of the project.
- Incorporate design characteristics that beautify the alleyways to create a positive travel experience.
  - Increased murals, lighting, vegetation, pavers, etc.
  - Decrease undesirable activity such as solid waste pick-up, storage, or parking.
- Encourage alleyway transparency through alternative access to businesses within the district.

**Improve rail crossings on 2<sup>nd</sup> and 3<sup>rd</sup> Streets to increase pedestrian safety and establish a quiet zone.**

- Support NMDOT's plans to improve the crossings at both intersections which have been programmed into the State Transportation Improvement Plan.
  - Advocate and push NMDOT to incorporate improvements that help establish a quiet zone.
  - Financially contribute to the crossing improvements if NMDOT's initial investment is short of what is needed to increase pedestrian safety and establish a quiet zone.
  - Advocate for design that factors in northside development including the potential for a new library, cultural center, or other large development.

**Promote non-motorized travel within the downtown district and increase bicycle infrastructure and establish a downtown bike network that ties into the larger city network.**

- Install bicycle lanes along Aztec Avenue, 2nd Street and 3rd Street.
  - Implement non-motorized strategies outlined in the Gallup Transportation Master Plan.
  - Have the City's Public Works and Planning Departments analyze the road network to identify plausible routes within the downtown district that connect to Aztec Avenue and 2<sup>nd</sup> & 3<sup>rd</sup> Streets, and to the larger network.
    - Based on road width, logical connections, traffic volume and destinations.
  - Conduct Community Outreach activities
  - Working with Transportation Engineers to develop a complete street design that is applicable to downtown thoroughfares.
- Establish a small-scale bikeshare program within the downtown district that connects to the Historic El Rancho Hotel.
  - Review case studies and determine feasibility
    - Identify stations based on destinations
  - Identify champions that would lead the program



## FUNDING SOURCES

Several funding sources from local, State and Federal agencies have been identified as potential opportunities to finance the implementation of the Gallup Downtown Redevelopment Plan.

**1. Public/Private Partnerships:** There are several opportunities for partnerships to occur between various government agencies and private non-profit organizations, Trusts, and building owners. Partnerships hold the highest potential for redevelopment opportunities to occur in the downtown. The City can provide incentives through public financing, and land holdings, to serve as incentive/collateral for groups such as the NM Community Development Loan Fund, Accion; Westcorp, Small Business Association, and private developers.

**2. New Mexico Community Development Loan Fund:** The New Mexico Community Development Loan Fund is a private, non-profit organization that provides loans, training and technical assistance to business owners and non-profit organizations. Their services support the efforts of low-income individuals and communities to achieve self-reliance and control over their economic destinies. Loans to new and existing small businesses for such needs as equipment, inventory, building renovations and operating capital. They provide loans to non- profits for such needs as bridge financing against awarded private and public contracts, capital improvements and equipment, and loans to non-profits that develop affordable housing.

**3. General Obligation (GO) Bonds:** GO bonds can be used to fund infrastructure, property and building acquisition and rehabilitation, and public improvements and community facilities, after approval by the voters in an election. Often new bond projects are approved when they are additional phases of a successful program.

**4. Tax Increment Financing (TIF) Districts and Tax Increment Development Districts (TIDD):** Tax increment financing is created through a local government's property tax assessments increments and in the case of TIDDs, gross receipt tax increments. The incremental difference in tax is used to finance the improvements within the district. In New Mexico, tax increment financing is enabled in forms through the Metropolitan Redevelopment Code. Creating a TIF District would be beneficial to the downtown area and provide an incentive for private sector reinvestment. Given the low tax base in the area, it would be advantageous if both City and County participate in contributing their respective increments to the TIF district. TIDDs can also include the State's GRT portion if approved by NM Finance Authority Board and the State Legislature and Governor.

**5. Infrastructure Capital Improvement Plan:** The City's Infrastructure Capital Improvement Program (ICIP) is to enhance the physical and cultural development of the City by implementing the Gallup Growth Management Plan and other adopted plans and policies. Through a multi-year schedule of public physical improvements, ICIP administers approved Capital Expenditures for systematically acquiring, constructing, replacing, upgrading, and rehabilitating the City's built environment. In practice, the ICIP develops, and sometimes directly implements, diverse projects and improvements to public safety and rehabilitation of aging infrastructure such as roads, drainage systems and the water and wastewater network, public art projects, libraries, museums, athletic facilities, parks, and trails, and Senior, Community and Multi-service Centers.



**6. Moving Ahead For Progress in the 21st Century (MAP-21) & Fixing America’s Surface Transportation Act (FAST Act):** Congress reauthorized the former SAFETEA-LU Enhancement funds to the MAP-21 program. This program provided federal transportation funds to the states, which have more control on how they are utilized. Since MAP-21 reauthorization, congress in 2015 introduced the FAST Act to build on the changes made in MAP-21. The FAST Act includes provisions to make the Federal surface transportation more streamlined, performance-based, and multimodal, and to address challenges facing the U.S. Transportation System. There are funds allocated for sub-programs such as the Transportation Alternatives Program (TAP) for multi-modal projects and enhancement projects that may be used for pedestrian, bicycle and transit, and regional trail improvements and the Congestion Mitigation and Air Quality Program (CMAQ) program which aims to reduce congestion and improve air quality through the promotion of non-motorized transportation, the use of alternative energy in public transit systems, and reduction in the vehicular use. Programs are administered by the New Mexico Department of Transportation which also administers the 5-year Statewide Transportation Improvement Plan.

**7. Low-Income Housing Tax Credits (LIHTC):** Ten-year credit for owners of newly constructed or renovated rental housing that sets aside a percentage for low-income individuals for a minimum of 15 years. The amount of the credit varies for new construction and renovation. The project must receive allocation of New Mexico State's annual credit ceiling or use multifamily housing tax-exempt bonds that receive allocation of New Mexico State's bond volume cap. Allocations are made based on the New Mexico State Qualified Allocation Plan.

**8. Local Economic Development Act (LEDA):** There are several funding and partnership programs under the LEDA state statute. The Local Option Gross Receipts Tax (LOGRT) of the Local Economic Development Act (LEDA) provides a means of financing improvements in the downtown through an increase in gross receipts tax that is earmarked for public improvements and arts and cultural facilities. The city can also set aside up to 5% of their general revenue for economic development projects as identified in their Economic Development Plan. The NM Economic Development Department (EDD) also manages a LEDA Capital Outlay fund to communities and businesses that can demonstrate a viable job creation metric through public/private partnerships.

**9. Community Development Block Grants (CDBG):** This program is administered by the State of New Mexico through the Local Government Division of the Department of Finance and Administration for communities with populations under 50,000. Funds can be applied towards planning projects, economic development activities, emergency activities, construction or improvement of public buildings, and rehabilitation or repair of housing units. CDBG funds can be used for cities engaged in downtown revitalization including redevelopment of streets and fund facade improvement programs. There is a \$750,000 grant limit per applicant (\$50,000 maximum for planning efforts) and a 10% cash match by the applicant is required.

**10. Community Development Revolving Loan Fund:** The purpose of this loan program is to assist local governments in attracting industry and economic development through acquisition of real property, construction, and improvement of necessary infrastructure, and other real property investments. The funds are intended to create jobs, stimulate private investment, and promote community revitalization. All incorporated municipalities and counties are eligible. Loans are limited to \$250,000 per project and repayment is not to exceed 10 years. The political subdivision must pledge gross receipts tax to repay the loan. Local governments can obtain a request forms and technical assistance from the New Mexico Economic Development Department.



**11. USDA Rural Development Programs:** The USDA provides assistance to rural communities including loan and grant programs that address small businesses and rural businesses, rural housing, rural community facilities, and rural utilities. Provides loan programs such as the B&I Loan (similar to an SBA 7A- but can be made for higher amounts) and also grant programs. USDA rural development grants can be made directly to small businesses that are accomplishing innovative economic development work or energy efficiency installations but must flow through a non-profit or local government intermediary.

**12. State and Federal Tax Credits for Registered Cultural Properties:** This program is available to owners of historic structures who accomplish qualified, rehabilitation on a structure or stabilization or protection of an archaeological site. The property must be individually listed in or contributing to a historic district listed in the State Register of Cultural Properties. The credit is applied against New Mexico income taxes owed in the year the project is completed and the balance may be carried forward for up to four additional years. Maximum in eligible expenses is \$50,000 for a tax credit of \$25,000. There is no minimum project expense. This program has proved accessible and useful for small projects that can include façade improvements. Similarly, buildings listed in the National Register may be eligible for the federal income tax credit program for the certified rehabilitation of historic properties.

**13. Brownfields Program Funds:** The U.S. Environmental Protection Agency (EPA) and NM Environment Department (NMED), through their Brownfields Program, provides funding for rehabilitating affected historic properties. The NMED and EPA's Brownfields Program provides direct funding for brownfields assessment, cleanup, revolving loans, and environmental job training. In addition to direct brownfields funding, NMED and EPA also provide technical information on brownfields financing matters.

**14. New Mexico Mortgage Finance Authority (MFA):** The MFA is a quasi-public entity that provides financing for housing and other related services to low- to moderate-income New Mexicans. There are numerous state and federal programs administered by the MFA that provide financing for housing including low interest mortgage loans and down payment assistance, weatherization, green building and rehabilitation, and tax credit programs. The MFA partners with lenders, realtors, non-profit, local governments, and developers. In 2020, the MFA managed an average of \$5 billion in assets.

**15. New Mexico Finance Authority Public Project Revolving Fund (PPRF):** The *Public Project Revolving Fund* (PPRF) is a New Mexico Finance Authority (NMFA) fund to finance public projects such as water system upgrades and other infrastructure improvements, fire and law enforcement equipment, and public buildings. Both market rate-based loans and loans to disadvantaged communities at subsidized rates are made from PPRF funds. Enacted in 2003, the Statewide Economic Development Finance Act (SWEDFA) authorizes the Finance Authority to issue bonds, make loans and provide loan and bond guarantees on behalf of private for-profit and non-profit entities. In 2005, the Finance Authority also created the *Smart Money Loan Participation Program*, a business lending program designed to use a multi-million dollar appropriation to create greater access to capital throughout New Mexico.

**16. NM MainStreet Capital Outlay Fund:** The NM State legislature has allocated an average of \$1 - \$2 million in state funds for the purpose of funding capital infrastructure projects within designated MainStreets across the state. The program is administered by the New Mexico MainStreet Division of the Economic Development Department. These funds can be used for master planning, design, engineering and construction purposes for projects that have been identified in a community-based downtown master planning process.

**17. Burlington Northern Santa Fe (BNSF) Railway Foundation Grants:** The Burlington Northern Santa Fe Foundation had been BNSF Railway's main vehicle for charitable giving since 1996 when the Burlington Northern and Santa Fe Railroads merged to form the Burlington Northern Santa Fe Railway, now known as the BNSF Railway.



The BNSF Railway Foundation has supported and helped improve quality of life for thousands of communities across the 28 states through which BNSF operates, and where BNSF employees live, work and volunteer.

**18. The National Endowment for the Arts (NEA):** NEA's Our Town grant program supports creative placemaking projects that help to transform communities into lively, beautiful, and resilient places with the arts at their core. Creative placemaking is when artists, arts organizations, and community development practitioners deliberately integrate arts and culture into community revitalization work - placing arts at the table with land-use, transportation, economic development, education, housing, infrastructure, and public safety strategies. This funding supports local efforts to enhance quality of life and opportunity for existing residents, increase creative activity, and create a distinct sense of place. Through Our Town, subject to the availability of funding, the National Endowment for the Arts will provide a limited number of grants for creative placemaking. Our Town requires partnerships between arts organizations and government, other nonprofit organizations, and private entities to achieve livability goals for communities. Our Town offers support for projects in two areas: (1) *Arts Engagement, Cultural Planning, and Design Projects*. These projects require a partnership between a nonprofit organization and a local government entity, with one of the partners being a cultural organization. Matching grants range from \$25,000 to \$200,000. (2) *Projects that Build Knowledge About Creative Placemaking*. These projects are available to arts and design service organizations, and industry or university organizations that provide technical assistance to those doing place-based work. Matching grants range from \$25,000 to \$100,000.

**19. The Kresge Foundation:** The Kresge Foundation also has a major granting program supporting arts and community building and also artists' skills and resource development. This initiative seeks to support arts and culture as a tool to revitalize communities by funding exemplary programs that integrate cultural organizations and artists into community

**20. Artspace:** Artspace is a nonprofit real estate developer specializing in creating, owning, and operating affordable spaces for artists and creative businesses. Artspace is the nation's leading developer of arts facilities – live/work housing, artist studios, arts centers, commercial space for arts-friendly businesses and other projects. Artspace works in three major areas – Consulting Services, Property Development and Asset Management. Consulting Services study the feasibility of new Artspace projects. Property Development creates new Artspace projects through a mix of historic renovation and new construction. Artspace's Asset Management group ensures long-term financial stability and affordability for artists. At present, Artspace owns and operates 35 projects across the country. Twenty-six are live/work or mixed-use projects comprised of more than 1,100 residential units.

**21. ArtPlace:** ArtPlace has four core areas of activity: a national grants program that annually supports creative placemaking projects in communities of all sizes across the country; our Community Development Investments in 6 place-based community planning and development organizations that are working to permanently and sustainably incorporate arts and culture into their core work; field building strategies that work to connect and grow the field of practitioners; and research strategies to understand, document, and disseminate successful creative placemaking practices.

**22. Certified Local Government (CLG) Program:** The Certified Local Government program is administered by the State Historic Preservation Division (HPD) for local governments that have adopted a local historic preservation ordinance to protect significant and contributing properties listed on local, state, and federal historic registers. Downtown Gallup has established a historic district and is recommended to adopting a local historic district ordinance and project design review procedures to become eligible to apply for the Certified Local Government program. Acceptance into the state's CLG program would enable Gallup to



apply for annual funding support for planning and educational programs to enhance historic preservation in the community and the A&CD. As a Certified Local Government, Gallup could be eligible along with nine other municipalities to apply for program funds directly from HPD. Current funding levels for the CLG fund are approximately \$130,000.

**23. New Mexico Transportation Project Fund:** Established in 2017/2018, the Transportation Project Fund was a step towards significant public investment into the transportation system in New Mexico. Developed to be more accessible, flexible, and rapidly deployed, the Transportation Project Fund is a great source for local governments to fund priority transportation infrastructure projects. The Transportation Project Fund will be allocated \$40m annually.

**24. City of Gallup Lodger's Tax:** The City of Gallup annually allocates funding from the accrued Lodgers' Tax to fund programming, events, and promotion of the Gallup community. These funds can be accessed to increase programming of event space and provide promotion of events to draw visitors to the downtown district.

**25. MainStreet / Arts & Cultural District Work Program:** The Gallup MainStreet / Art & Cultural District annually revisits its work program which includes the hosting of events within the downtown district. This provides an avenue to increase programming of event space including but not limited to the Courthouse Square, Coal Avenue Commons "Event Street", El Morro Theatre and Event Center, the Gallup Cultural Center, and other venues.

**26. Gallup Arts Work Program:** The Gallup Arts annually revisits its work program which includes the hosting of Art events within the County including the downtown district. This provides an avenue to increase programming of event space including but not limited to the Courthouse Square, Coal Avenue Commons "Event Street", El Morro Theatre and Event Center, the Gallup Cultural Center, and other venues.



## IMPLEMENTATION MATRIX

PROJECT IMPLEMENTATION TIMELINE	RESPONSIBLE ENTITIES	FUNDING SOURCES
<b>Short Term (1-3 years)</b>		
Coal Ave "Event Street": Phase II from 1 <sup>st</sup> to 2 <sup>nd</sup> Streets	CITY, NMDOT, NWNMCOG	3, 4, 5, 6, 9, 16, 23
Alleyway Pedestrian Improvements	CITY, BID, MS/A&CD, NWNMCOG	1, 3, 4, 5, 6, 9, 16, 23
2 <sup>nd</sup> & 3 <sup>rd</sup> Streets Rail Crossing Safety Improvements and Quiet Zone Implementation	CITY, NMDOT, NWNMCOG, BNSF	3, 4, 5, 6, 23
Railroad Themed Parking Lot with Observation Deck	CITY, BNSFF	1, 4, 5, 17
MainStreet and Arts & Cultural District Entry Features	CITY, MS/A&CD, GA	1, 4, 5, 16, 18
Courthouse Square Programming	CITY, MS/A&CD, BIG, MCK, GA	18, 19, 24, 25, 26
Youth Arts/Performance Locations	CITY, GA	18, 19, 24, 25, 26
Façade Improvement Program	CITY, BID, MS/A&CD, GA	1, 4, 9, 12, 25, 26
Continuation and Expansion of Mural Initiative	CITY, MS/A&CD, BID, PD/O, GA	1, 4, 9, 12, 25, 26
Virtual Art Museum (Gallup New Deal Art)	GA, CITY	18, 19, 26, 20, 21, 25, 26
Downtown Safety Improvements	CITY, BID	TBD
<b>Mid-Term (4-6 years)</b>		
New Octavia Fellin Library: Needs Site Acquisition/Assessment/Programming/Site planning	City, MCK	1, 3, 4, 5, 15
2 <sup>nd</sup> Street & Mesa Avenue Temporary Use / Art Installation	CITY, MC, NMDOT, MS/A&CD, BNSFF	1, 4, 5, 16, 17, 18
Bike lanes on Aztec Avenue, 2 <sup>nd</sup> & 3 <sup>rd</sup> Streets and Bikeshare program	CITY, NWNMCOG	4, 5, 6, 16, 17, 22
Walkway / Pedestrian Corridor Enhancements	CITY, MS/A&CD, BID, NWNMCOG	4, 5, 9, 11, 16
Courthouse Square Enhancements	MCK, CITY, NWNMCOG	1, 4, 5, 16
Makerspace/Fabrication Shop	CITY, MS/A&CD	1, 2, 3, 4, 5, 10, 12, 18, 19, 20
Route 66 Road Diet & Roundabouts	CITY, NMDOT, NWNMCOG	3, 4, 5, 6, 9, 16, 23
Historic Overlay Zone	CITY, MS/A&CD	N/A
<b>Long Term (7-10 years)</b>		
Library Adaptive Re-Use: Museum	CITY, MCK, UNM-G	1, 3, 4, 5, 18
Multi-Cultural Event Center	CITY, MCK, UNM-G, BIA	1, 3, 4, 5, 15, 18, 21
Rio Puerco Pathways with Underpasses	CITY, NMDOT, NWNMCOG	4, 5, 6, 16, 17
Potential Mixed Use Parking Structure	CITY	1, 3, 5, 15
<b>Private-Sector Initiated (Market-dictated)</b>		
Retail/Commercial & Retail/Hotel	PD/O, CITY, BID	1, 2, 8, 10, 11, 15, 20
Retail Mixed-Use: SW corner of Coal Avenue and 1 <sup>st</sup> Street	PD/O, CITY	1, 2, 8, 10, 15
Retail Mixed-Use: SW corner of Coal Avenue and 2 <sup>nd</sup> Street	PD/O, CITY	1, 4, 5, 12, 14, 20
Mixed-Use: NW corner of 4 <sup>th</sup> Street and Aztec Avenue, and SE corner of 5 <sup>th</sup> Street & NM 118 (Rt. 66)	PD/O, CITY	1, 4, 5, 12, 14, 20
Mixed-Use/Residential: SW corner of 3 <sup>rd</sup> Street and NM 118 (Rt. 66)	PD/O, CITY, BID, UNM-G	1, 4, 5, 7, 9, 14, 20
Mixed-Use Residential: Aztec Avenue & 4 <sup>th</sup> & 8 <sup>th</sup> Streets	PD/O, CITY, BID, UNM-G	1, 4, 5, 7, 9, 14, 20
Retail Mixed-Use: NM 118 (Rt. 66) & 3 <sup>rd</sup> Street	PD/O, CITY	1, 4, 5, 7, 9, 14, 20



**Responsible Entities**

CITY	City of Gallup
MCK	McKinley County
UNM-G	University of NM- Gallup
BIA/NN	Bureau of Indian Affairs/Navajo Nation
NMDOT	NM Department of Transportation
MS/A&CD	Gallup MainStreet/Arts & Cultural District
BID	Gallup Business Improvement District
NWNMCOG	Northwest New Mexico Council of Governments
BNSFF	Burlington Northern Santa Fe Railway Foundation
PD/O	Private Developer/Owner
GA	Gallup Arts



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## APPENDICES

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