



PEOPLE



PLACE



QUALITY OF LIFE

MCKINLEY COUNTY

Comprehensive Plan

Vision 2020



Acknowledgements

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McKinley County

Administrators & Staff
 School District
 Middle College High School
 Behavioral Health
 Presbyterian Medical Services
 Community Services
 DWI Program
 Emergency Management
 Sherriff's Office
 Facilities Management
 Solid Waste Authority
 Fire & EMS Services
 Water Systems/Associations
 Soil & Water Conservation
 GIS
 McKinley Community Health Alliance

City of Gallup

Administrators & Staff
 Solid Waste
 Public Works
 Utilities
 Metro Dispatch Authority
 Water/Wastewater
 gallupARTS
 Adventure Gallup & Beyond
 Greater Gallup Economic
 Development Corporation
 Community Service Center
 Fire Department
 Police Department
 Behavioral Health Investment
 Zone
 Adult Detention Center

Navajo Nation

EA Capital Projects
 Management
 Government Development
 Office
 Telecommunications
 Regulatory Commission
 EA Rural Business
 Development
 Ramah Navajo DOT
 Navajo Tribal Utility Authority
 Division of Community
 Development
 Water Resources &
 Management
 Community Housing &
 Infrastructure
 EMS Services (Tohatchi &
 Crownpoint)
 Division of Public Safety
 Ramah Navajo Police
 Pinehill EMS
 Pinehill Health Center

Pueblo of Zuni

Tribal Council
 School District
 Police
 Transportation
 Utility
 Housing Authority
 Planning & Development
 Tourism
 Education & Career
 Development
 Recovery Center

Other Partners

UNM-Gallup
 Rehoboth McKinley Christian
 Hospital
 Continental Divide Co-op, Inc.
 Gallup Land Partners, LLC
 Southwest Indian Foundation
 Battered Families, Inc.
 DOI, Navajo Region BIA
 BIA Natural Resources
 Veterans for Veterans
 Indian Health Service
 Bureau of Indian Education
 NM Department of Health,
 Navajo Agency
 Community Outreach &
 Patient Empowerment
 U.S. Forest Service
 Frontier Navajo
 Communications
 Sacred Wind Communications
 DePauli Engineering
 Gallup Express
 BIA Real Estate Services
 NM Workforce Connection
 National Indian Youth Council
 NM State Police



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**We aspire to foster an economically
vibrant and safe county that embraces
and respects cultural diversity.**



INTRODUCTION

Background

This documentation will serve as an efficient living document to the most recent version of the McKinley County Comprehensive Plan (the Plan), previously updated and completed in September 2012. McKinley County (hereinafter “County”) directed other comprehensive plans previous to the 2012 version: 2003 (Phase I) and 2005 (Phase II). The focus of this plan was to create “a common platform for stakeholders and communities, as well as units of governments to integrate and weave together the region’s many existing planning documents in a comprehensive and holistic guide for regional sustainable development.”

The current 2012 plan was prepared by the Northwest New Mexico Council of Governments (hereinafter “COG”), and the project was funded by the U.S. Housing and Urban Development’s (HUD) Community Development Block Grant. The COG is an inter-governmental planning agency that has and continues to provide professional planning services and technical support for McKinley County. The COG continues to play a key role in establishing vivacity in the County’s efforts of initiating some of the most inspiring and optimistic planning prospects for this region.



Figure 1.1: Timeline of Comprehensive Planning in McKinley County

What is a Comprehensive Plan?

Community planning, according to the American Planning Association, is “a process that seeks to engage all members of the community to create a more prosperous, convenient, equitable, healthy, and attractive place for present and future generations.” One of the fundamental responsibilities of local government is to plan for future growth and development of the community. The guidance document that results from this planning process is the comprehensive plan.

The development of a Comprehensive Plan provides an opportunity for elected officials, organizations, and individual citizens to determine how the future of the County should be focused and shaped across the spectrum of elements that influence health, welfare, safety, and prosperity of its residents. This Comprehensive Plan helps create a vision, goals, and strategies that guide policy, program, project, and resource decisions. This Regional Transportation Plan (RTP) for Northwest New Mexico is an integral part of the New Mexico Transportation Plan (NMTP), a federal requirement for the New Mexico Department of Transportation. This Comprehensive Plan provides a framework for thinking about the community future over the period

of 2020 to 2045. Additional legal, administrative, and other conformance can be found in Appendix I: Framework.

Purpose of a Comprehensive Plan

The intent of this Plan is to revise and demonstrate certain changes emphasizing the ongoing needs and the continuing efforts of multi-jurisdictions of improving the well-being of communities within the region. A key of this Plan is to inform on infrastructure needs, economic opportunities, and system upgrades, thus such determinations are motivated by infrastructure improvements of roads and bridges, and developments of water and emergency response systems.

Additionally, ongoing partnerships and planning alliances are required to address the needs and demands of regional communities collectively. Through collaborative sponsorship between McKinley County and COG, the plan’s emphasis will focus on specific aims and objectives, including but not limited to:

- » Identifying key stakeholders who share the same vision for creating sustainable, healthy and livable communities
- » Strengthen collaborative and support networks between all stakeholders, contractors and collective leaderships within the region
- » Prioritizing planning targets and purposes through support and guidance
- » Managing allocated resources and funding capacities sustainably to ensure planning goals and actions are attained and fulfilled
- » Strategically utilizing and implementing planning tools and resources to ensure the development of sustainable and healthy communities

Planning Vision

McKinley County’s planning vision focuses on the well-being of its people and communities. Through shared values and responsibilities, cultural diversity and equality will be honored and mutually respected.

An organized framework of proactive leadership and unified governance will strengthen commitments and encourage regional cooperation and accountability. Through education and transparency, the County pledges to nurture and preserve cultural values and environmental significances of our region by maintaining a strong sense of community. The County will lead in protecting the bio-region by conserving natural resources.



HISTORY & GEOGRAPHY

Historical Content

This section briefly reviews the history of the region within McKinley County that has had major historical, cultural and socioeconomic impacts that is still seen today. This region's economic development is most specific to tourism and the marketing of Indigenous cultural arts, jewelry and textile works that begin decades before the introduction of the railroad. Today, McKinley County is one of the primary tourist destinations in New Mexico where a number of prehistoric and historic places highlight regional attractions.

Trading Post Era

The Indigenous populations of this region has long established economic trade routes that connected the historic Puebloan Chaco empire to the Aztec, Mayan and Incan empires of the central and southern American continents. Trading, whether through an intricate system of bartering or merchandising, was the root of all sociocultural and economic prosperity of this region. Today, local small businesses and entrepreneurs still operate on this generational knowledge.

The Spanish and Mexican monarchical reigns help introduced the world to Indigenous wares, textiles and arts through international trading that essentially evolved into the American Industrial Revolution's trans-continental trading networks of the 1880s. Since the Territorial-era (1840-1900), the American southwest was a cache for Native American rugs, blankets, pottery, and silver-smithing. These goods were exported from this region by Euro-American traders and businessmen who came to this region via the infamous Santa Fe Trail.

From the 1870s, with the help of the railroad, these traders established a network of economic opportunities through the development of railroad towns that connected to rural trading posts by wagon-trails. By the 1950s, there were well over 250 trading posts operating within the Navajo reservation. Early tourism was essentially established through these existing trade routes. Until the Automobile-era, tourism remained advantageous to certain economic markets.

Railroad Era

The development of the railroad changed the socioeconomic and socio-political hemisphere of this region, ensuing the inception of the national mining boom that more effectively became regionalized during and after the World War II era, lasting well into the modern age of automation and technology. Gallup, New Mexico was first established in the 1880s as a railroad stop along the Atchison, Topeka, and Santa Fe (AT&SF) rail line. The development of the railroad enabled Gallup to become the

leading commercial catalyst and key promoter for geotourism that initially put the region on the national map.

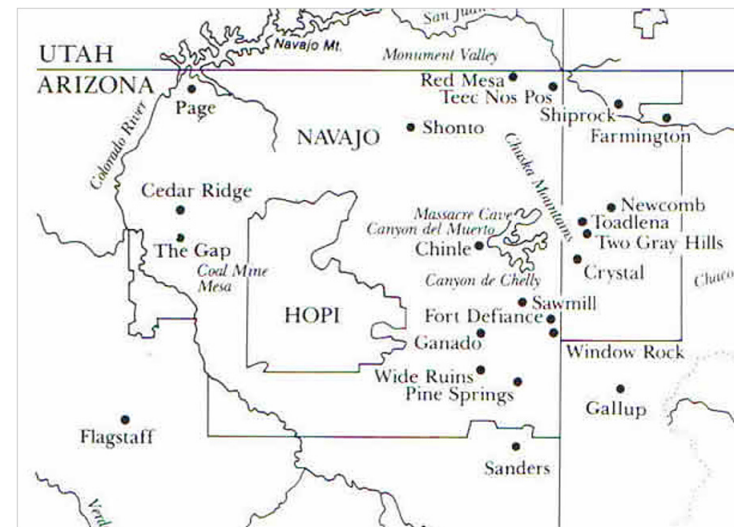


Figure 2.1.1: Trading Posts on the Navajo Reservation, circa 1900s.



Figure 2.1.2: Catalpa Coal Mine (Gallup, NM). McKinley County had a total of three coal mines operating between 1900-1902. Source: SteelWorks Archives (Pueblo, CO)

The Fred Harvey Company

Collectively, the railroad industry and tourism have been historically central to the local and regional economic fabric, throughout the decades. Although small inherent changes have occurred in response to global sociocultural and socioeconomic transitions from the industrialization to the modernization of technology. The railroad tourism boomed with establishment of the Fred Harvey House hospitality franchise that dotted along the rail lines throughout New Mexico, Texas and Oklahoma.

In 1878, Fred Harvey, an English businessman, established the first railroad lunchrooms with the Atchison, Topeka & Santa Fe Railway (AT&SF) in Kansas. The success of providing quality food and welcoming atmosphere for traveling tourists became an instant phenomena.

By 1902, the Fred Harvey Company began to popularize and develop markets for Indian textiles and craftsmanship from Albuquerque's The Alvarado Hotel, where early Indian markets featured Pueblo and Navajo arts and crafts. There were a total of 13 locations in New Mexico alone at the height of its industry. The El Navajo Hotel (Figure 2.3) provided a hub catalyzing the local economy. The El Navajo Hotel was designed by the master architect Mary Colter, blending Pueblo Revival and Art Deco styles, and was decorated using Navajo sand paintings. The hotel was demolished in 1957 to widen Route 66. Today, the historic train depot acts as the Gallup Cultural Center and houses a cultural museum, retail shops, and an Amtrak station.



Figure 2.1.4: The Sequoyah Hotel (Fred Harvey), Syracuse, Kansas, c. 1936. Source: Kansas Historical Society.



Figure 2.1.3: The Sequoyah Hotel (Fred Harvey), Syracuse, Kansas, c. 1936. Source: Kansas Historical Society.



Automobile Era

Regional railroad tourism eventually transitioned to automobile tourism during the height of the Automobile-era in the early 20th century, with the development of the Ford Model-T and its interchangeable parts, and traveling by rail soon became obsolete where tourism was concerned. Road networks were established to accommodate interstate travels, but early Route 66 travelers were effected by unmaintained dirt roads that early automobiles were not built to withstand. Between Albuquerque and Santa Fe, the La Bajada Hill was notorious for stranding tourists.



Figure 2.1.5: Downtown Gallup 1950s. Source: Gallup Downtown Redevelopment Plan, 2015

By the 1930s, two ambitious entrepreneurs, Cyrus Avery and John Woodruff, developed the idea of connecting rural regions across the Midwest that eventually expanded from Chicago, Illinois to Los Angeles, California, with an improved road system (Figure 4.5). The Great Depression also brought in defeated farm families migrating from the Dust Bowl-riddled regions to the uncertain promises of California's job prosperity, with some families settling along the way. It was during the post-WWII-era that the automobile became an American accessory, coupled with quality and affordable housing options for returning veterans (i.e. Levittowns). The sociocultural changes of the 1950s focused on family and family time. Tourism re-established as an American all-time-favorite.

Modern Impacts

Today, Gallup still is the center of commerce for the County. The population of Gallup runs just over 20,000, but the commercial services region provides outlets for around 100,000 people, mostly from tribal and rural communities that lack businesses and services. Gallup is tourist hub due to its location along US Interstate 40. The City is the only urban center with major developments and businesses, and provides access to key services (e.g. commercial, educational, public safety, healthcare, and

employment). While Gallup is essential to regional economics, there are several unincorporated localities (e.g. Crownpoint, Thoreau and Tohatchi) within the county that also provide limited services for food, gas, medical care, and/or emergency services. Gallup is a more preferred location for consumers as it acts as a one-stop shop with a variety of retail outlets, including big box stores, shopping plazas and malls, fast food chains, and more.

Due to the boom and bust cyclical economy from extractive and energy sector industries, there are pockets of employment and periods of decreased job opportunities. These periods correlate with retail leakage due to reduced disposable incomes and substantial out-migration of our workforce that leaves to find job opportunities elsewhere. Another issue that was raised by residents, is brain drain. Out-migration occurs when local workforces migrate to areas with high employability, often larger urban centers like Phoenix (Arizona), Albuquerque (New Mexico), Denver (Colorado) and Salt Lake City (Utah). Brain drains are the younger generation who leave the nest in pursuit of higher educational opportunities, and who often stay away due to higher employment opportunities that are not readily available in rural regions they come from.

McKinley County has the potential to overturn some of the adverse effects and impacts of a weakened economy by implementing innovative planning approaches and practices achieved in other parts of the country, such as other coal-impacted communities in Appalachia. The idea is not to inject with local and regional economy with fleeting or short-term economic potentials, but to introduce and inspire a sense of resiliency towards economic slumps and depressions by investing in new industries that creates new job markets, skills and employability. Currently, the City of Gallup and its partners have begun conversations around new developments relative to our transportation and locational assets, including our interstate highways and rail line. (For more details, refer to the Economic Development section.)



Figure 2.1.6: Gallup Arts Crawl Event in Downtown Gallup. Source: Gallup Arts Facebook

Geography

McKinley County is located in the west central part of the state, with the City of Gallup being the county seat. McKinley County was designated from the 1890 Bernalillo County genealogical boundary maps that predated to the early 19th century (Figure 3.1). The County was coined after the 25th President of the United States, William McKinley (b. 1843, d. 1901). The geographical coordinates for Gallup are 35.528° Latitude and -108.743° Longitude, and an elevation of 6,640 feet. McKinley County has a total land capacity of 5,455 square miles, (14,130 square kilometers, or 3,491,200 acres). Of this total, only 5.5 square miles (14 km²) is water.

Topography

The terrain within the county is often referred as being part of the higher elevations of the Colorado Plateau or the lower elevations of the San Juan Basin that extends into all four-corners states. Vegetation species varying from spruce, pine, fir, maple and juniper trees, as well as cacti, sage, shad scale, and rabbitbrush.

Elevations range between 5,000 to 9,100-feet of rugged and arid landscapes. With the exception of periodic monsoon seasons, there is little to no precipitation year-round. This region is mostly shrouded with varying species of vegetation and small to medium-sized trees. Watershed within this region are often dry tributaries that are fed by passing cloudbursts or upper elevation precipitation. The higher elevations range between 7,000 to 10,000-feet above sea level, and the landscape is fertile with denser vegetation, and higher concentration of watersheds and runoffs that connect with lower elevation tributaries. There are three elevated peaks in the McKinley/Cibola County region:

- » Chuska Mountain is located in the northwest corner of the county, adjacent to the unincorporated community of Tohatchi, with a height about 9,800-feet.
- » Mount Sedgwick is part of the Zuni Mountain Range peaking at 9,256-feet, located about 13-miles west of the City of Grants (Cibola County).
- » Mount Taylor (Cibola County) is adjacent to the Village of Milan and Grants, with an elevation of 11,300-feet.

Climatic Conditions

Although McKinley County and surrounding areas are identified as arid high desert regions, there is consistent annual precipitation, but data will show and support that such regional precipitation is often insufficient compared to other similar landscapes within the southwestern regions of neighboring states.

Precipitation is any type of climatic activity that produces water-based deposits onto the ground in the form of mist, rain, snow or sleet. The following information is in regards to the average climatic weather conditions within the county, more specifically to the Gallup area, that was generated from two different sources that

support further statements of the lack of sufficient precipitation within the region. Climate data is collected from a weather station located at the Gallup Municipal Airport.

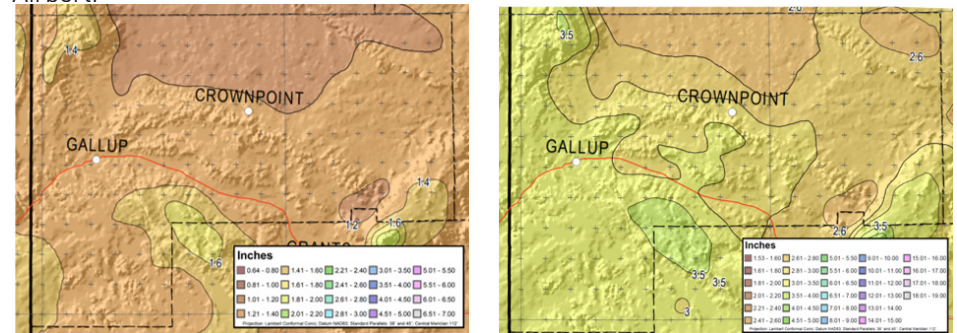


Figure 2.2.1: Left image is of Isopleth (equal rainfall) of 24-hour precipitation (inches) with Average Recurrence Interval of 2-years. Right image is of Isopleth of 24-hour precipitation (inches) with Average Recurrence Interval of 100-years.

Figures 2.1 illustrates annual rainfall activity within McKinley County. According to the U.S. Department of Commerce's National Oceanic and Atmospheric Administration (NOAA), the precipitation frequency (inches) with an Average Recurrence Interval (ARI) (1-year), for the Gallup area basin was estimated between 1.01 and 1.10 inches; and the precipitation frequency with an ARI (5-year) was estimated between 1.61 and 1.80 inches.

Another data source, Weather Spark, reported average monthly rainfall as illustrated in Figure 2.2 on the following page. Climographs based on historic analysis period (1980 to 2016), where estimated frequencies of precipitation as average recurrence intervals and durations, were created. This same graph illustrates variations in "rainfall accumulated over a sliding 31-day period centered around each day of the year." Most of Gallup's precipitation occurs during the summer monsoon season, with extremes being typically between mid-July to mid-September.

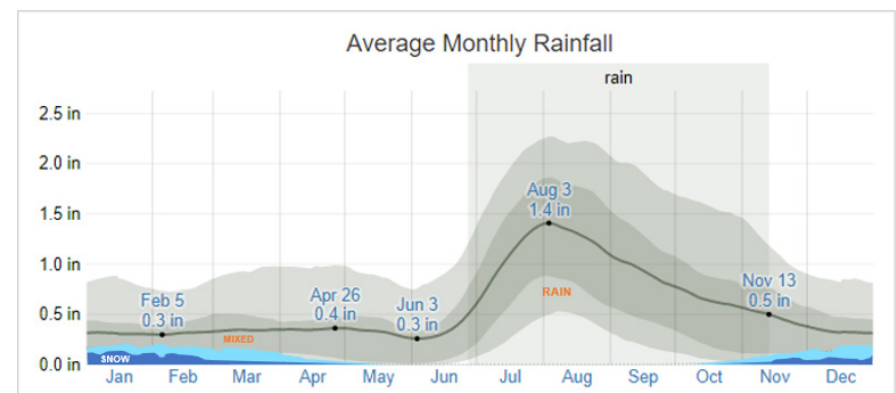


Figure 2.2.2: Climograph of average monthly rainfall for Gallup area in 2016 (Appendix, Exhibit 3B). Source: Weather Spark. Recurrence Interval of 100-years.



The least rainfall precipitation was on June 3rd with an average accumulation of 0.3 inches (in.), and the most rainfall precipitation was on August 3rd with an average accumulation of 1.4 in. Mixtures of climatic activity varies between mid-October through mid-May. Gallup generally receives snow precipitation from November through February, but in more recent years, there has been some occasional snow activity as late as May.

Humidity is typically low and comfortable for the McKinley County region. Data sources base humidity comfort levels on dew points, as determined by the rate of evaporation of perspiration from human skin surface with respect to local weather conditions. Open air environments in regions with lower dew points often feel drier compared to regions with higher dew points where the humidity comfort levels peak muggy conditions (Appendix, Exhibit 3B and 3C).

Wind conditions highly vary within the McKinley County region for it is dependent on regional topography, instantaneous wind speeds and direction. For example, in 2016, Gallup experienced "significant seasonal variation." The windier months were between January and June with average wind speeds of 9.4 miles per hour. The windiest day was on April 11th with recorded wind speeds of 12.1 miles per hour. Wind vectors are calmer between June through January. August 15th was the calmest day with winds at 6.7 mph.

In general, the overall weather outlook for McKinley County is mostly suitable and comfortable, and perfect for regional travel and tourism, particularly for outdoor recreational enthusiasts. Gallup has been one of the state's primary recreational playgrounds offering a variety of access and activities, including hiking, biking, and horseback trails, birdwatching, ballooning, ATV/motorized trails, camping, and fishing. One of the region's major outdoor recreation projects, the Zuni Mountain Trails Project, include the linking and extension of area trails between Gallup and Grants (Cibola County); further discussed in the Economic Development and Tourism elements.

Natural Resources

New Mexico has been and continues to be one of the leading producers of energy, minerals, and other natural resources in the nation, heavily contributing to the State's income. Natural resources within the State include timber, coal, uranium, crude oil, petroleum, natural gas, copper, gold, lead, zinc, molybdenum, vanadium, pumice, flagstone, gypsum-anhydrite, limestone, manganese and titanium. Coal and uranium were the most valuable resources in McKinley County.

Uranium was first discovered near Grants, NM in 1948 by a Navajo shepherd which later ensued the national uranium rush that ended drastically in the late 1980s. The downfall of the uranium mining industry resulted in a number of abandoned open-pit quarries, particularly in rural mining communities throughout the county. For example, the United Nuclear Corporation (UNC) has abandoned mines and uranium tailings pits that continues to expose surrounding communities and watershed

resources. In the summer of 1979, the dam sustaining UNC's disposal pond breached, spilling over 1,000 tons of solid radioactive mill waste into local watershed sources. This event is signified as one of the worst environmental disasters. In 2003, the Church Rock Chapter initiated the Uranium Monitoring Project for site assessments and found considerable existing radiative contamination. The mine has been designated as a U.S. Environmental Protection Agency (EPA) Superfund Site, and cleanup and remedial efforts are ongoing. McKinley County is in full support of local and regional environmental conservation initiatives with hopes of gearing the region towards sustainable and renewable energy.

Coal, on the other hand, has continuously played a significant role in the region's history since the mid-19th century. Coal resources underlie 12% (14.6 million acres) of the state's total area. While 46% of New Mexico's total energy needs are met through power generated from coal today, the demand for sustainable resources is almost inevitable, given the current status of global markets and demands.

The northwestern counties of New Mexico and Arizona are currently struggling with the slump in the coal industry that has impacted other coal-reliant regions in the country, including the Appalachian regions, in recent years. The Four Corners region is a beacon for this long-standing industry where coal mines and coal-fired power plants are in transition and many are scheduled to shutdown for good. In Arizona, the Kayenta Mine and the Navajo Generating Station are scheduled to close on December 22, 2019. The San Juan Generating Station closed two unit in 2017 and is also scheduled to shutdown in 2022. The regional opportunity is locate replacement power operations in McKinley County, as the Power Service Company of New Mexico (PNM) looks to replace at 760 megawatts (MW) with natural gas-fired peaking units, solar, wind, and/or battery storage capacity.

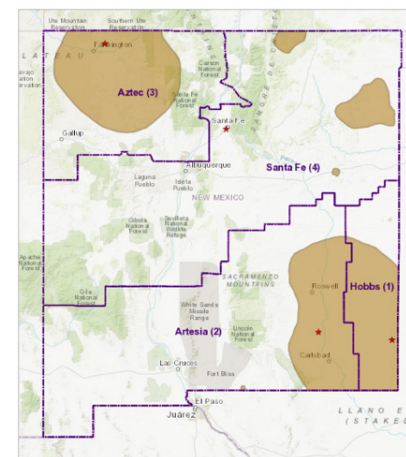


Figure 2.2.3: Oil and gas production areas in 2018. Source: New Mexico Energy, Minerals and Natural Resources.

Crude oil was first successfully tapped and produced in 1921 near Farmington (San Juan County), followed by several drilled commercial oil wells in southeastern New Mexico, marking the beginning of industry marketing for black gold in the region. Today's market for oil and gas is a stark contrast to the coal industry. The Oil and Natural Gas industries are currently booming in New Mexico. Figure 3.3 shows areas where these resources are excavated and produced, with most of the resources originating in the San Juan Basin area and the Permian Basin of southeastern NM and west central Texas. An important goal of this comprehensive plan is to develop innovative solutions and responses to this region's socioeconomic challenges by transitioning and diversifying industries.



Land Use

The components of the Land Use section include residential, commercial, industrial, mixed use, public uses, trails & open spaces. The McKinley County Comprehensive Plan is intended to act as a comprehensive planning tool and reference regarding the location of resources and the strength of development in the County. This document is intended to function as a guidance for McKinley County with respect to regional economic growth and prosperity.

The Land Use section establishes the groundwork for all planning and development initiatives, as reflected in this document and any other planning documents (e.g. Master Plans, Economic Studies). The Economic Development and Transportation sections also correlate with Land Use with respect to infrastructure, utilities, and growth. Categorically, the rural expanse of the County and the severe lack of basic infrastructure for certain communities, there is a crucial need for all jurisdictions to commit and collaborate in addressing these issues. The definitive goal of networking initiatives is to collectively amend, enhance and improve the overall well-being of all communities with the expectation of moving towards a brighter and healthier future for all generations to come.

Assessing the region within and around McKinley County, a large percentage of land base belongs to two Indigenous sovereign nations: the Pueblo of Zuni and the Navajo Nation. The Pueblo of Zuni land base is an estimated 723 square miles (1,873 square kilometers, or 462,000 acres), located at the southwestern corner of the County. The Navajo Nation extends across New Mexico, Arizona and Utah with a total land base of 27,425 square miles (71,030 kilometers, or 17,552,000 acres). The land capacity is immense for Navajo Nation central government to sustainably manage, and since the 1950s, the land base has been slowly subdividing into 110 Navajo Chapters, and organized under regional agencies. Of the 110 Chapters, there are 34 Navajo Chapters within the boundaries of McKinley County alone, with 32 original chapter and 2 whose boundaries cross into Arizona or San Juan County.

Extraordinarily diverse communities give the County a unique sense of community and concord. The indication and understanding of the importance of collaborative partnership is crucial to the County's planning efforts. The vision here is to develop capacity building ingenuities in efforts of creating sustainable and resilient communities, together. The perception behind such an approach is to merge planning enterprises in development and infrastructure that strengthens and improves local economies.

Land use issues often hinge on specific jurisdictional (city, county, tribal, state and federal) formalities, procedures, and regulations. For example, an average road improvement (e.g. resurfacing, grading, drainage) project in a rural community typically involves 3.7 jurisdictions, including the U.S. Department of the Interior's (DOI) Bureau of Indian Affairs, the U.S. Department of Agriculture's (USDA) Forest Service, the County, the private landowners, respective tribal governments and/or the State of New Mexico Department of Transportation. Issues such as this are most often problematic and time-consuming, further impacting communities and local

economies.

Other ongoing land use issue involve the conservation of natural and water resources, and learning to identify solutions to regional and local economic slumps. The challenge lies in how to collectively approach these concerns as residents and communities. Future capacity building and planning developments should stress firm coordination and involvement between municipal, County, and Chapter governments that allows creative and local solutions.

As aforementioned, most of the County's land base is sovereign Indigenous lands thus must inform direct involvement from local tribal entities. Since the City of Gallup is the only urban municipality within the county, all urban land use issues are limited to city government policies and regulations. Examples of urban land use issues the City of Gallup manage are residential densities, mixed-use developments, and large commercial and industrial zoning. In contrast, the unincorporated and rural communities, mostly of Navajo and Zuni land bases, within the County have low residential densities and clustered employment centers, as seen in Tohatchi, Thoreau and Crownpoint.

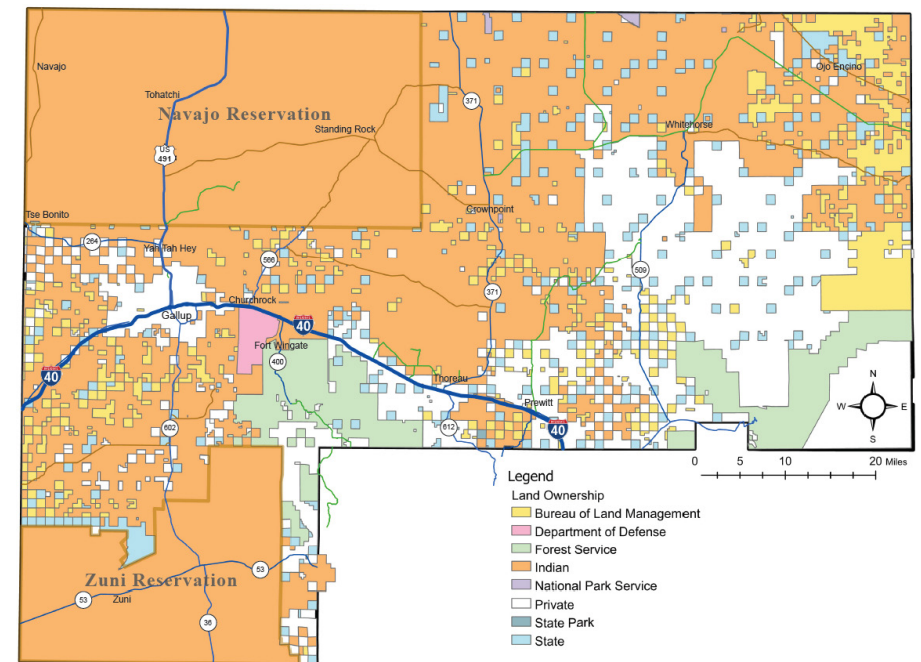


Figure 2.2.4: Landownership in McKinley County, 2019. Source: NWNMCOG



MCKINLEY COUNTY PROFILE

SOCIO-ECONOMIC DATA

Like many other rural regions across the United States, McKinley County is experiencing a slight decrease in total population. This relative decline reflects the national pattern in which most rural communities throughout America have experienced population decline in the past decade, with predictions that these numbers will continue to decline in most cases. A predominant factor in this decline is the pattern of out-migration to urban centers, driven by metro areas' stronger economic conditions and better employment opportunities. People from rural communities frequently drive longer distances to access social, health, and academic services in larger centers. In addition, necessities such as food, clothing, supplies, and gasoline, are often purchased at larger centers. Frequent commuters from rural communities often move to urban centers where services are readily accessible and to alleviate the burden and cost of travel.

According to estimates from 2019 indicate a slight decrease in population with projections predicting very limited growth between 71,000 and 73,000 from now until 2045. Of course, this projection is a best-case scenario and is dependent on improvements to the economic environment and the overall quality of life in the region. At the end of 2020, there is an expectation of severe job shrinkage due to energy market contractions including coal industry. McKinley County has within itself, the dynamic of urban/semi-urban and rural populations with just over 30% of the population residing in the City of Gallup (22,105). A full demographic profile is available as Appendix III: Socio-Economics Profile and this should be updated based on the 2020 Census. The next section outlines key data take-aways that are critical to focus attention and strategies for planning, priority setting, and understanding the

factors that could move the needle for our County. Below are several graphs that are available via Greater Gallup Economic Development Corporation's website to find real-time County data and demographics to supplement Census data.

McKinley County Socio-Economic Comparison with United States					
People & Income Overview (by place of residence)	Value	Rank in U.S.	Industry Overview, 2019 (By Place of Work)	Value	Rank in U.S.
Population	71,367	764	Covered Employment	20,947	878
Growth (&) since 2010 Census	-0.2%	1,474	Average Wage per Job	\$37,510	2,188
Households	20,942	928	Manufacturing - % All Jobs in County	3.5%	2,362
Labor Force (persons)	24,155	958	Average Wage per Job		196
Unemployment	7.0	104	Transportation & Warehousing - % All Jobs in County	2.1%	1,698
Per Capita Personal Income	\$29,714	3,045	Average Wage per Job		2,548
Median Household Income		3,015	Health Care, Social Assist - % All Jobs in County	25.1%	48
Poverty Rate	30.1	63	Average Wage per Job		1,081
High School Diploma or More - % of Adults 25+	77.2%	2,911	Finance and Insurance - % All Jobs in County	2.0%	1,688
Bachelor's Degree or More - % of Adults 25+	11.4%	2,952	Average Wage per Job	\$35,175	2,610

Table 3.1.1: McKinley County Socio-Economic Comparison with U.S.

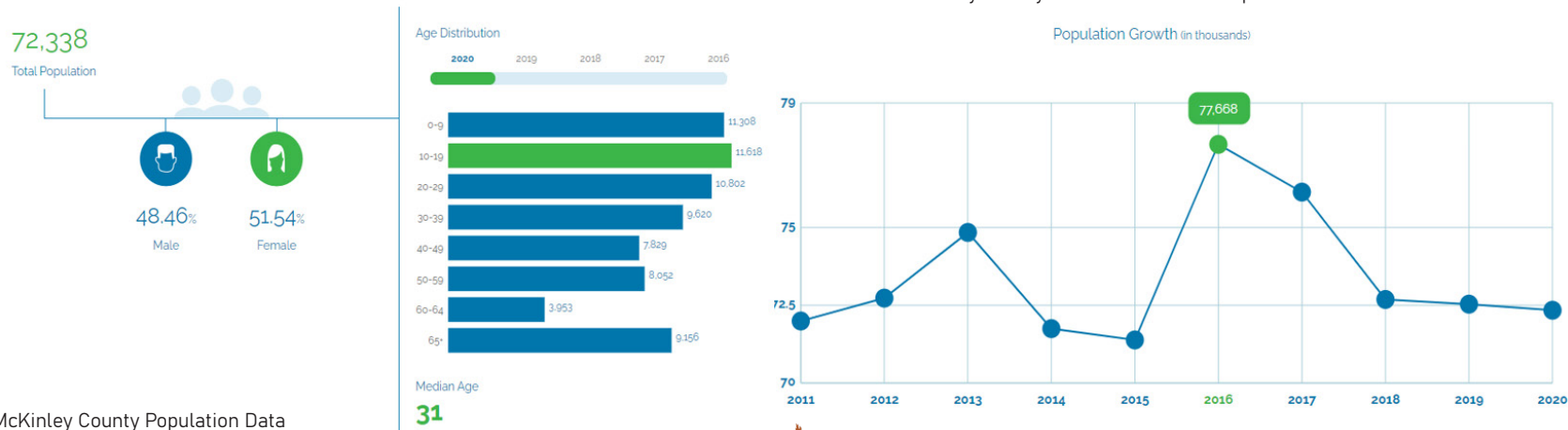


Figure 3.1.1: McKinley County Population Data

Population

In 2013–2017, McKinley County, New Mexico had a total population of 72,849. The median age was 31.6 years. An estimated 29.6% of the population was under 18 years, 36.2% was 18 to 44 years, 23.1% was 45 to 64 years, and 11.1% was 65 years and older.

Key Take-Aways: Growing Workforce

- » The Population Pyramid reflects a stable population with broad-based births and a narrow top responsive to the rate of mortality.
- » Over 50% of citizens are working age. (Producers > Dependents) – see chart, growing Workforce
- » Youth and education services will continue to grow in demand.
- » The graying of America continues yet the County median age is 31 is actual younger than the national median age (37.8 years), State median age (37.2 years), and our region.

Translation into Strategy:

Need to create pathways to employment for high school graduates to level up skills needed for local employment. This is a huge selling point to recruit businesses and puts the County in a good position in terms of tax base.

Median Household Income

The median income of households in the United States was \$57,652. The median income of households in New Mexico is \$43,872 and the County is at \$30,336. This is in comparison to a median income of \$29,272 in 2016, representing a 3.63% annual growth.

Key Take-Aways: Lots of Room to Continue MHI Growth through Job Creation

- » 20.9% of households had income below \$10,000 a year.
- » Median earnings for full-time, year-round workers was \$32,244.
- » City and County difference is \$45,319 versus \$32,681, respectively or \$12,638.

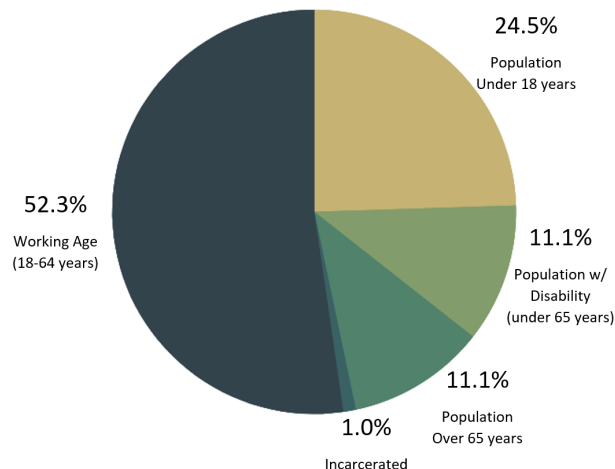


Figure 3.1.2: McKinley County Population Characteristics

- » Strategies to increase wages, augment household income, and recruit higher paying jobs are needed as McKinley County is the lowest in the region.
- » These estimates are prior to the closure of coal power plants and associated businesses throughout the Four Corners region. This will increase the need for social services, food banks, and other programs that provide basic needs and services.

Translation into Strategy:

Target certified sites and spec-buildings in County to recruit employers; focus on keeping existing industry and businesses located in County areas.

Average Household Size

The average household size in United States was 2.63 people and in New Mexico is 2.65. There are about 19,764 households in the County and the average household size is 3.65 persons per occupied household. Families made up 69.4% of the households including both married-couple families (37.0%) and other families (32.4%). Female householder families with no husband present and own children under 18 years are 10.1% of all households. Non-family households made up 30.6% of all households in McKinley County.

Key Take-Aways: Unmet Housing Demand

- » 38.3% of all households have one or more people under the age of 18; creates a huge first-time Millennial homeowners' market.
- » 30.0% of all households have one or more people 65 years and over; showcasing intergenerational values and learning opportunities.
- » Reveals overcrowding and need for housing and rental stock, but could increase risk for contagious disease spread.

Translation into Strategy:

Target certified sites and spec-buildings in County to recruit employers; focus on keeping existing industry and businesses.

Unemployment

In the United States, 58.9% of the population 16 years and over were employed. An estimated 80% of the people employed were private wage and salary workers; 13.8% were federal, state, or local government workers; and 6% were self-employed in their own (not incorporated) business. In McKinley County, New Mexico, 43.2 percent of the population 16 years and over were employed. An estimated 56.9 percent of the people employed were private wage and salary workers; 35.7 percent were federal, state, or local government workers; and 7.4 percent were self-employed in their own (not incorporated) business. From 2016 to 2017, employment grew at a rate of 0.992%. The most common job groups, by number of people living in McKinley County, NM, are Office & Administrative Support Occupations (3,000 people), Sales & Related Occupations (2,098 people), and Education, Training, & Library Occupations (1,842 people).



Key Take-Aways: Job Creation and Up-skilling Labor Force

- » 16.1% unemployment in the civilian labor force 16 years and older
- » 48.5% of 16 years and over are not participating in the labor force putting pressure on the ratio “Producers > Dependents”.
- » High number of individuals available to mobilize into skills training and careers in the labor shed. The official unemployment rate is 8.8%. Chronic unemployment and limited options can have generational impacts as well as mental and physical well-being.

Translation into Strategy:

Need to reverse engineer available jobs, high growth jobs, and jobs of the future into workforce training, college certifications and programs, dual credit, and K-8 curriculum integration.

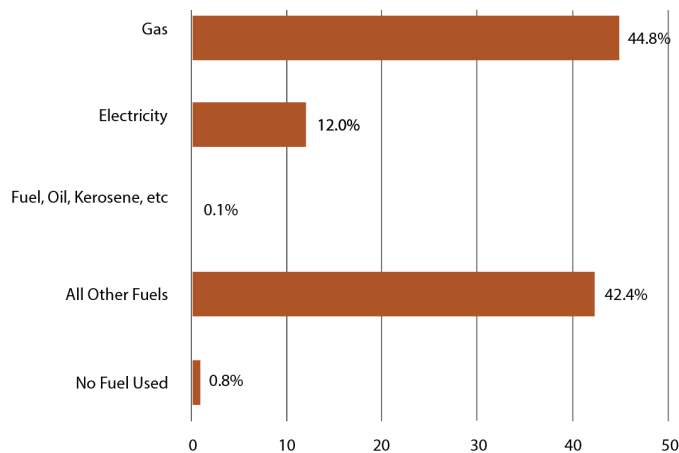


Figure 3.1.3: Types of Fuel for Heating Homes in McKinley County

Poverty

In the United States, 14.6% of people were in poverty. An estimated 20.3% of children under 18 years were below the poverty level, compared with 9.3% of people 65 years old and over. An estimated 13.7% of people 18 to 64 years were below the poverty level. In 2013-2017, 37.5% of people were in poverty in McKinley County, New Mexico. An estimated 45.7% of children under 18 years were below the poverty level, compared with 28.3% of people 65 years old and over. An estimated 35.1% of people 18 to 64 years were below the poverty level.

Key Take-Aways: Need Paradigm Shift and Assistance in Scaling Best Practices

- » 1 out of every 2 children in McKinley is in poverty.
- » Highest poverty rate in region and among all counties nationwide.
- » Poverty is a social determinant of health.
- » Need new thinking, policy, and private foundational support that works to scale solutions

Translation into Strategy:

Need to unite on a holistic, visionary, and data-driven pathway out of poverty program that include ideas like housing first, mentorship/apprenticeship programs, behavior health investment zone investments, youth programming, asset-building and wealth creation strategies.

Persons with Disabilities

In the United States, among the civilian non-institutionalized population, 12.6% reported a disability. The likelihood of having a disability varied by age – from 4.2% of people under 18 years old, to 10.3% of people 18 to 64 years old, and to 35.5% of those 65 and over. In McKinley County, 15.8% reported a disability, including 3.8% of people under 18 years old, to 14.4% of people 18 to 64 years old, and to 55.7% of those 65 and over.

Key Take-Aways: Healthy Community by Design

- » Increasing demand for transport services and facilities that are ADA compliant, and community by design to support the 1 of 2 seniors in McKinley County reporting one or more disabilities.
- » A growing percentage of aging disabilities relate to diabetes.

Translation into Strategy:

Need to consider employment programs and designing infrastructure and facilities that all able bodied individuals can access.

Foreign Born

In the United States, 13.4% of the people living here were foreign born. Of the foreign-born population, 48.1% were naturalized US citizens. An estimated 2.3% of the people living in the McKinley County in 2013-2017 were foreign born. Of the foreign-born population, 53.9% were naturalized U.S. Citizens.

Key Take-Aways: Embrace Diverse Population

- » For generations, Gallup's industry from railroad to coal mines attracted foreign born citizens
- » The Four Corners being an international draw – you might imagine higher percentages but they are low compared to US.
- » Foreign Direct Investment looks favorable on communities that have foreign born citizens or descendants from that country.

Translation into Strategy:

Embrace the diverse population of McKinley County and incorporate multi-cultural perspective into future development.



Commuting

In the United States, 76.4% of US workers drove to work alone and 9.2% carpooled. Among those who commuted to work, it took them on average 26.4 minutes to get to work. In McKinley County, an estimated 74.8% of McKinley County workers drove to work alone and 9.7% carpooled. Among those who commuted to work, it took them on average 22.1 minutes to get to work.

Key Take-Aways: Reliable Transportation is Key

- » Transportation is a higher cost than most places in the US; higher gas prices have a disproportionately negative impact on household income including artisans.
- » County residents are willing to drive for a job.

Translation into Strategy:

Transportation network and corridor investments are key to providing commuting routes to communities and subdivisions.

Health Insurance

Among the civilian non-institutionalized population in McKinley County, 76% had health insurance coverage and 24% did not have health insurance coverage. Private coverage was 26% and government coverage was 55.9%, respectively. The majority of government coverage relates to Indian Health Service, thence Medicaid and Medicare, and last to Veterans' Administration health services. The percentage of children under the age of 18 with no health insurance coverage was 13.5%.

Key Take-Aways: Medicaid Expansion

- » From 2013–2016, uninsured citizens dropped 11.4%.
- » 44.8% of citizens are insured through Medicaid; 17.4% employer coverage.

Translation into Strategy:

While we have a further to close, Medicaid expansion has greatly benefited County citizens but need understand correlation with cliff effect of moving underemployed persons up the wage scale without losing these benefits.

Broadband Internet Subscription

In the United States, 87.2% of households had a computer, and 78.1% had a broadband internet subscription. An estimated 78.2% of households had a desktop or laptop, 71.1% had a smartphone, 53.7% had a tablet or other portable wireless computer, and 4.8% had some other computer. In McKinley County, 54.9% of households had a computer, and 39.6% had a broadband internet subscription. An estimated 41.4% of households had a desktop or laptop, 42.3% had a smartphone, 29.2% had a tablet or other portable wireless computer, and 6.4% had some other computer. Among all households, 25.9% had a cellular data plan; 24.6% had a broadband subscription such as cable, fiber optic, or DSL; 4.6% had a satellite internet subscription; and 1.0% had dial-up alone.

Key Take-Aways: Conquer the Divide

- » Both quantitative and qualitative, this issue arose as the #1 issue for the County
- » Broadband is critical for education, economic development, health, community centers and libraries, public safety, and daily use.
- » We understand that private providers and local businesses are working to close this major digital divide, but there might be things the County can do to expedite and encourage coverage.
- » Due to the extent of the issue, several further data drill downs have been done in the next several pages. To gather real time information – use the New Mexico Broadband Map – <https://nmbbmapping.org/mapping/>

Translation into Strategy:

A broadband planning, development, and joint financing effort with tribal partners, private providers, and public stakeholders such as health, education, public safety, economic development, community development, and other key anchor institutions.

Broadband Internet in the Four Corners	
County	Percentage
Apache County, AZ	38.6%
McKinley County, NM	39.6%
San Juan County, UT	48.8%
Cibola County, NM	52.2%
San Juan County, NM	58.4
Navajo County, AZ	59.5%
Dolores County, CO	63.8%
Montezuma County, CO	67.9%
Coconino County , AZ	75.3%
La Plata County, CO	77.1%

Table 3.1.2: Broadband Internet in the Four Corners Region of U.S.



Industries and Economy

This section discusses the industries that support our regional economy, including emerging opportunities and leveraging our unique transportation assets to diversify our economy.

Tourism

Tourism and recreation are mainstays of the economy in McKinley County. Adventure tourism is an emerging niche industry. Assets include primitive wilderness areas, campgrounds, forest and woodlands, national monuments and state parks for hunting, fishing and outdoor recreation. As a gateway to the Four Corners, with the closest international airport located in Albuquerque, a significant amount of Four Corners travelers rely on highways, roadways, and byways in Northwest New Mexico. The region spearheaded the State and Federal designation of Trail of the Ancients byway, which connects the nationally designated Trail of the Ancients byways in Utah and Colorado. This byway provides a backbone for regional traveler, which require signage, interpretation, rest areas, visitor centers, and other transportation amenities to keep them safe and spending money in our regional communities.

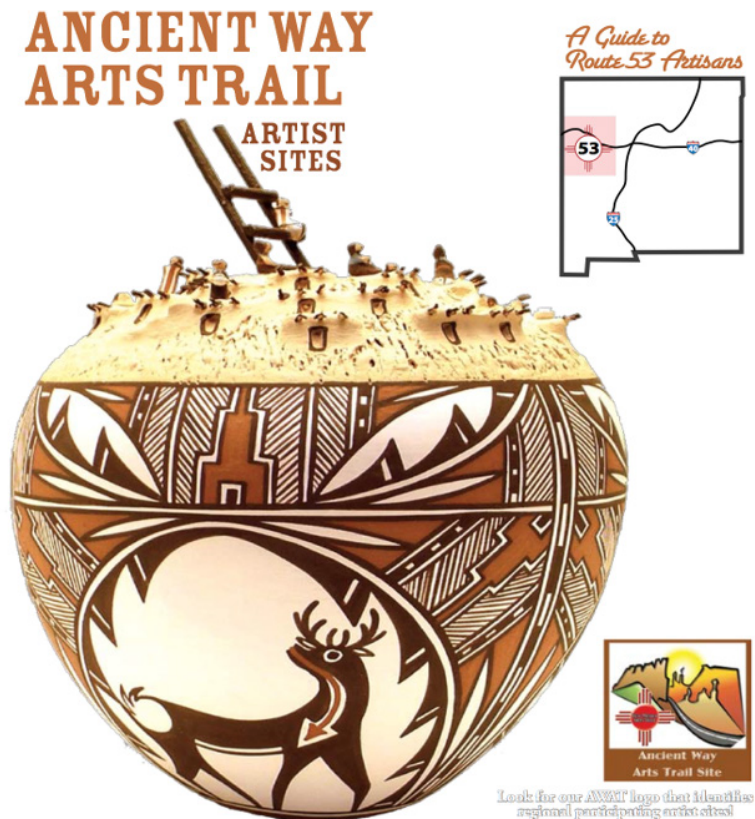


Figure 3.2.1: Ancients Way Arts Trail - www.fourcornersgeotourism.com

Major regional attractions include Chaco Culture National Historical Park, Aztec Ruins National Monument, Salmon Ruins and Heritage Park, Bisti Badlands, Acoma Sky City, Bandera Volcano, El Malpais Monument, La Ventana natural arch, Ice Caves, Bluewater Lake State Park, El Morro National Monument, Old Laguna Pueblo, Pueblo of Zuni, Red Rock Park, Zuni mountains recreation area, as well as the five tribal casinos. There are two visitor centers located along Interstate 40, the State's Manuelito Visitor Center and the El Malpais Visitor Center in Grants. These centers are strategic in moving tourists into rural and tribal communities and along the Trail of the Ancients byway.

In addition, events such as the Gallup Inter-Tribal Indian Ceremonial, the Navajo Nation Fairs, the Navajo Rug Auction in Crownpoint, and recreation and sporting events frequently bring visitors into our region. Our region is also known as a primary producer of high-quality Native American arts, crafts, and jewelry.

The need to maintain linkages between rural and urban areas is essential to the economy. A rural transportation system that supports tourism plays a central role to the County's tourism industry. It connects visitors to urban areas and to key attractions. Ensuring a safe and reliable transportation system will continue to attract more visitors to our region. McKinley County has an abundance of authentic historic and cultural venues for visitors who are seeking the more genuine experience of "New Mexico True."

Strategic Economic Base Industries

The interrelationships between the economy, the transportation system, and land use are critical elements to the vitality and long-term sustainability of the region's future. Direct investments in efficient transportation infrastructure have significant economic impacts and opportunities generated by a strategic regional transportation plan. Such a plan will not only stimulate economic growth and job creation, but it will yield efficient economic productivity and movement of goods throughout the region. A plan that addresses the needs for logistics, shipping distribution, and the movement of goods in a region is essential to the establishment of favorable conditions that will fuel economic growth and activity.

Northwest New Mexico is undergoing a significant shift away from being one the state's and nation's strategic energy corridors. This transition will dramatically alter the economic vitality of the region and calls for rapid diversification to ensure the region maintains its economic health. At this point in time, the energy industry still encompasses a large portion of the region's economic base. The production of energy elements and value-added products provides substantial base power to regional markets, generating severance tax revenue for the state. A shift away from this traditional economic base will require substantial efforts to replace its place in the regional economy.

A healthy economy reflects a high export value and a relatively low import value to generate sufficient regional revenue. To get to this level of economic stability, a region



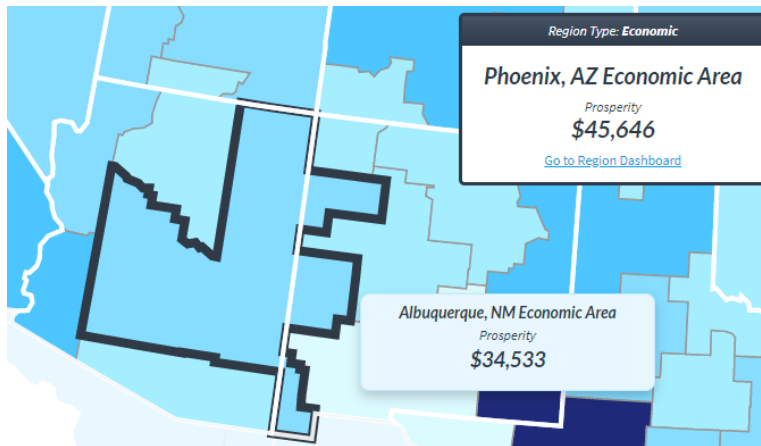


Figure 3.2.2: Phoenix Economic Area Prosperity Index – 2018

Cluster Specialization

- Strong clusters above 90th percentile specialization
- Strong clusters above 75th percentile specialization
- Other specialized clusters (LQ > 1.0)

- BCR >= 95th pctile & RI >= 20%
- BCR 90th-94th pctile & RI >= 20%
- Next closest clusters not meeting above criteria



Cluster Linkages and Economic Diversification

Phoenix, AZ Economic Area, 2018

Due to changes in the quality of data available in the Census County Business Patterns (CBP) at the county level, this analysis is available through 2016 only.

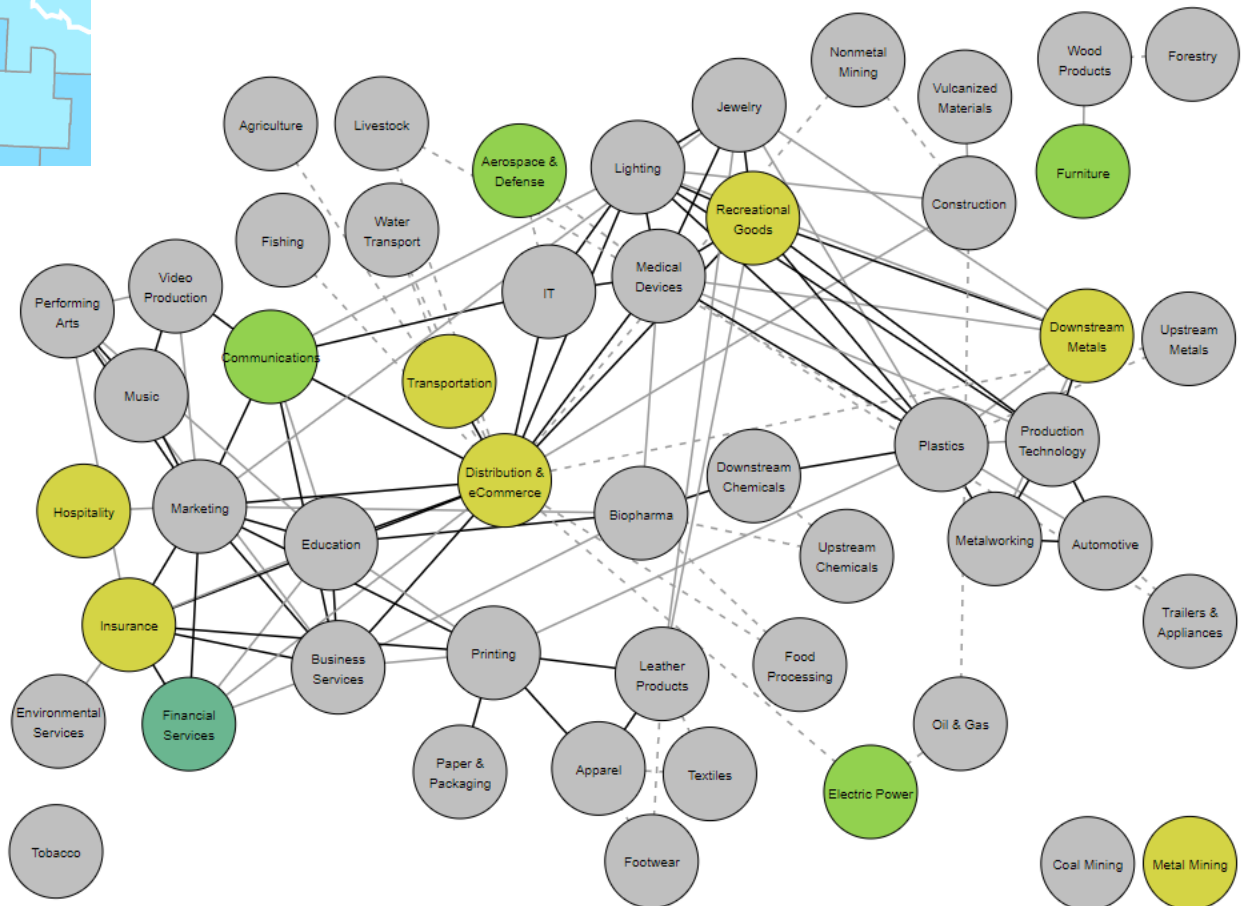


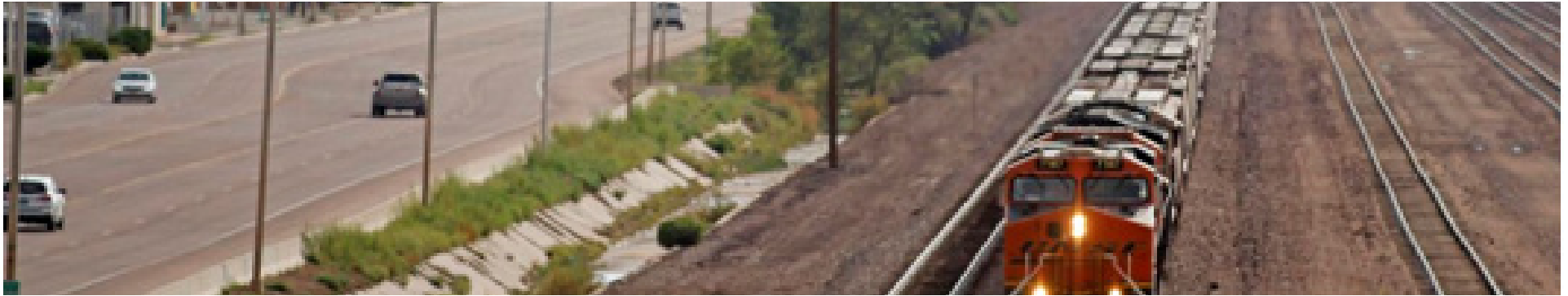
Figure 3.2.3: Phoenix Economic Area Industry Cluster – 2018

must various economic based industries that are producing more than what they import from outside of the region. These industries must have a low leakage rate to ensure that value stays within the region during and post-production. With the shift away from traditional energy production methods, the region needs to focus efforts on other industry sectors such as agriculture and food processing, light manufacturing, and logistics. An effective and efficient network of freight transportation systems will help achieve this goal. The establishment and operation of a national or global

logistics park will require a sophisticated, safe, reliable transportation network that will export and import goods with efficiency. Operational efficiency and logistical advancement are vital to maintaining a competitive advantage for our region.

According to US Cluster Mapping, McKinley County is actually included in the Phoenix, AZ Economic Area and this is visual representation of cluster advantages, linkages, and diversification as of 2017.





Regional Industry Cluster

Industry clusters are used to quantify and illustrate how concentrated a particular industry is in a region compared to a larger geographic area. The industry cluster analysis graphs shown on the following pages compared the Northwest region of New Mexico to the entire United States. These analyses reveal important information about the regional economy :

- It helps determine which industries make the regional economy unique.
- It helps identify "export-orientation" of an industry and identify the most export-oriented industries in the region.
- It helps identify emerging export industries beginning to bring money into the region.
- It helps identify endangered export industries that could erode the region's economic base.

Special attention should be given to industries with higher Location Quotients (LQ) since they typically bring money into the region and form a strong economic base for the region. These industries generally produce a multiplier effect for the region by creating jobs in other dependent industries such as retail trade, food service, hospitality, etc. However, a high LQ industry with a small number of jobs may be an export-oriented industry but may not be a vital driver for employment in the region's economy. A large, high-LQ industry with declining LQ over time represents a dangerous trend in the regional economy .

Industry clusters drive regional economies. They produce exports and build value within the region they are located. A diverse portfolio of clusters within a region, at different stages or life cycles, provides a region with a basis for economic success. It is also important to create policies and processes that can optimize competitive performance and retain the high multipliers generated by these clusters.

The goal of cluster initiatives is to develop one or more economic sectors in a geographic region that will attract new businesses or to revitalize an industry. Regional clusters depend on reliable and efficient networks of transportation to establish and sustain competitive advantage. Industry clusters that often benefit greatly from rail

Figure 3.2.4: Industry Activity in Northwest New Mexico – Stronger Economies Together Plan, 2016



Industry Cluster Analysis 2007-2012

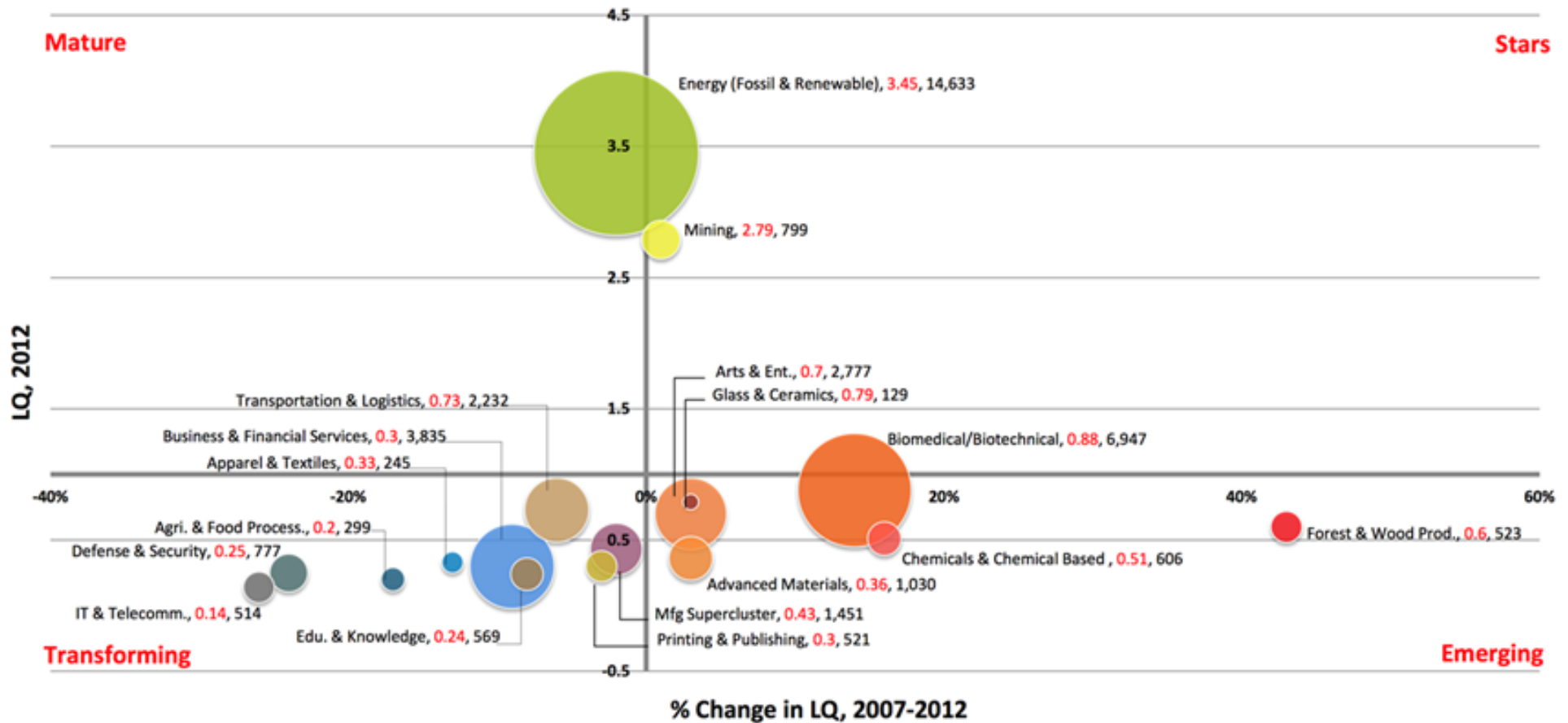


Figure 3.2.5: 2007 - 2012 Northwest New Mexico Industry Location Quotient Chart - Stronger Economies Together Plan, 2016

transportation are mining, agriculture, and manufacturing industries, which can generate significant economic-base revenues from the export of regional products.

The "Industry Cluster Analysis 2007-2012", showcases the industries that contribute to the makeup of the regional economic base. During this period, the northwest region of New Mexico began to see a transition away from its historical composition. The two leading contributors, energy, and mining, which combined for a total of 15,432 jobs, walked the line of "maturity" and "star" characteristics. Both industry sectors unfortunately showcased a negative trend toward maturity and have since seen decline. The next most influential industry sector is biomedical/bio-technical. This "emerging" industry sector employs approximately 6,947 individuals and just falls under the national average of shares in the overall economy. As represented, the biomedical/bio-technical industry was an "emerging" sector with the potential to become a key contributor. Other emerging economic based industries included

forest & wood products, chemicals & chemical based, advanced materials, arts & entertainment, and glass & ceramics. Having "emerging" characteristics, these industries were in position to expand and represent a larger portion of the regional economic base. Transforming industries are considered to be immature and have not yet grasped enough momentum to ensure long-term growth.



Industry Cluster Analysis 2015-2019

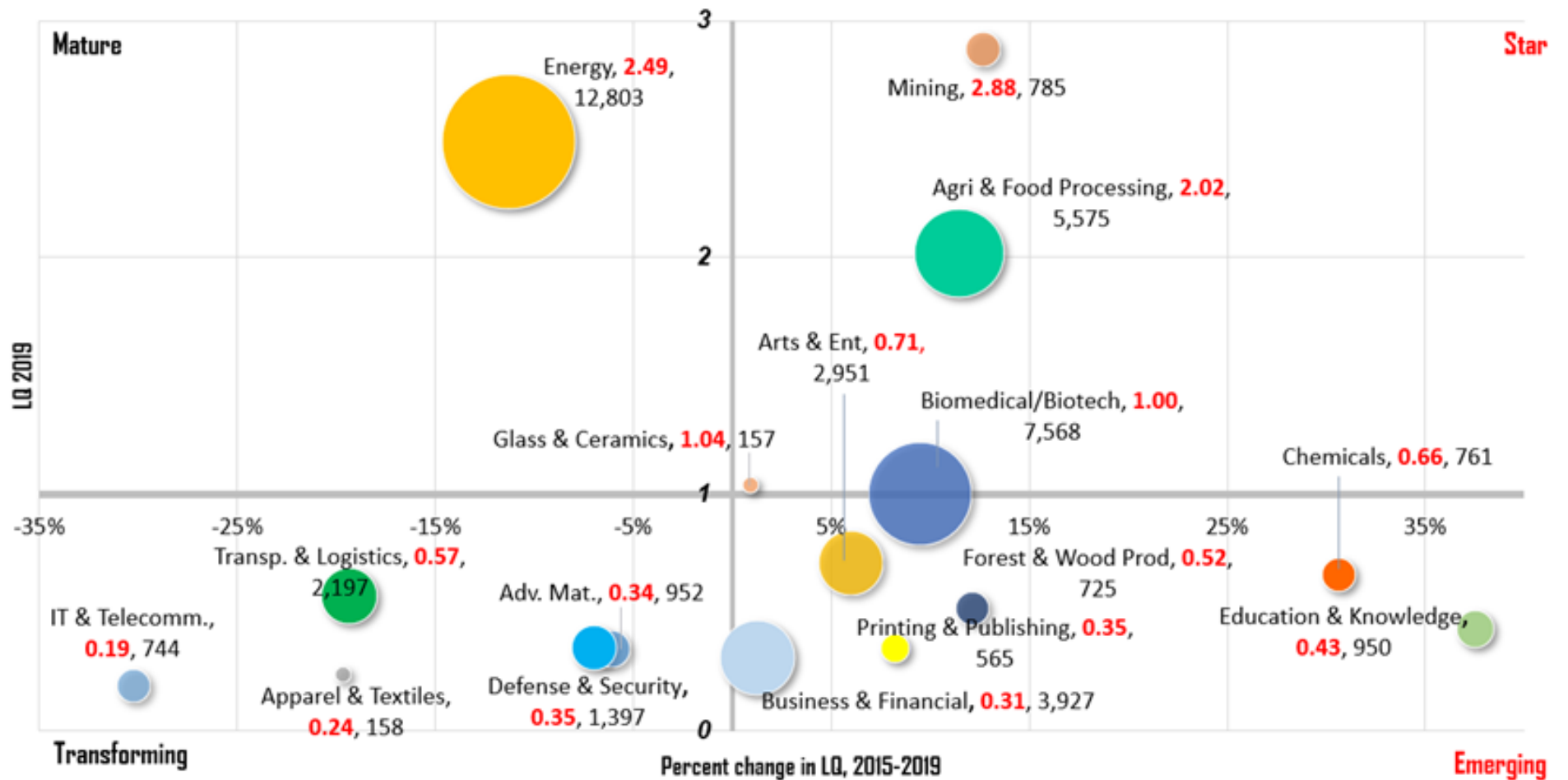


Figure 3.2.6: 2015 – 2019 Northwest New Mexico Industry Location Quotient Chart – Purdue University, Center for Regional Development, 2021

The “Industry Cluster Analysis 2015-2019”, illustrates the current economic base of the northwest region of New Mexico. Most notably, the region’s two industry staples, energy, and mining, continue to represent a large share of the regional economic base. The energy sector is now a “mature” industry and has continued to showcase negative trends including a decrease in employment, and a reduction in its share of the regional economic base. The mining industry, however, has remained at the levels shown in 2007-2012 and has assumed a larger share of the regional economic base due to the reductions in the energy sector. Both industries still reflect higher concentrations than national averages, which indicates reductions at the regional level and shifting away from traditional energy production and extractive industries at the national level. One of the more noticeable change in the regional economy

is the rise in agriculture & food processing industry. This sector was previously categorized as “transforming” and has since grown to represent a large share in the regional economy and now has “star” characteristics. Lastly, the biomedical/ bio-technical industry did not reach anticipated projections and has remained an emerging industry but still has the potential to become a key contributor to the regional economy.



Industry Clusters 2015-2019

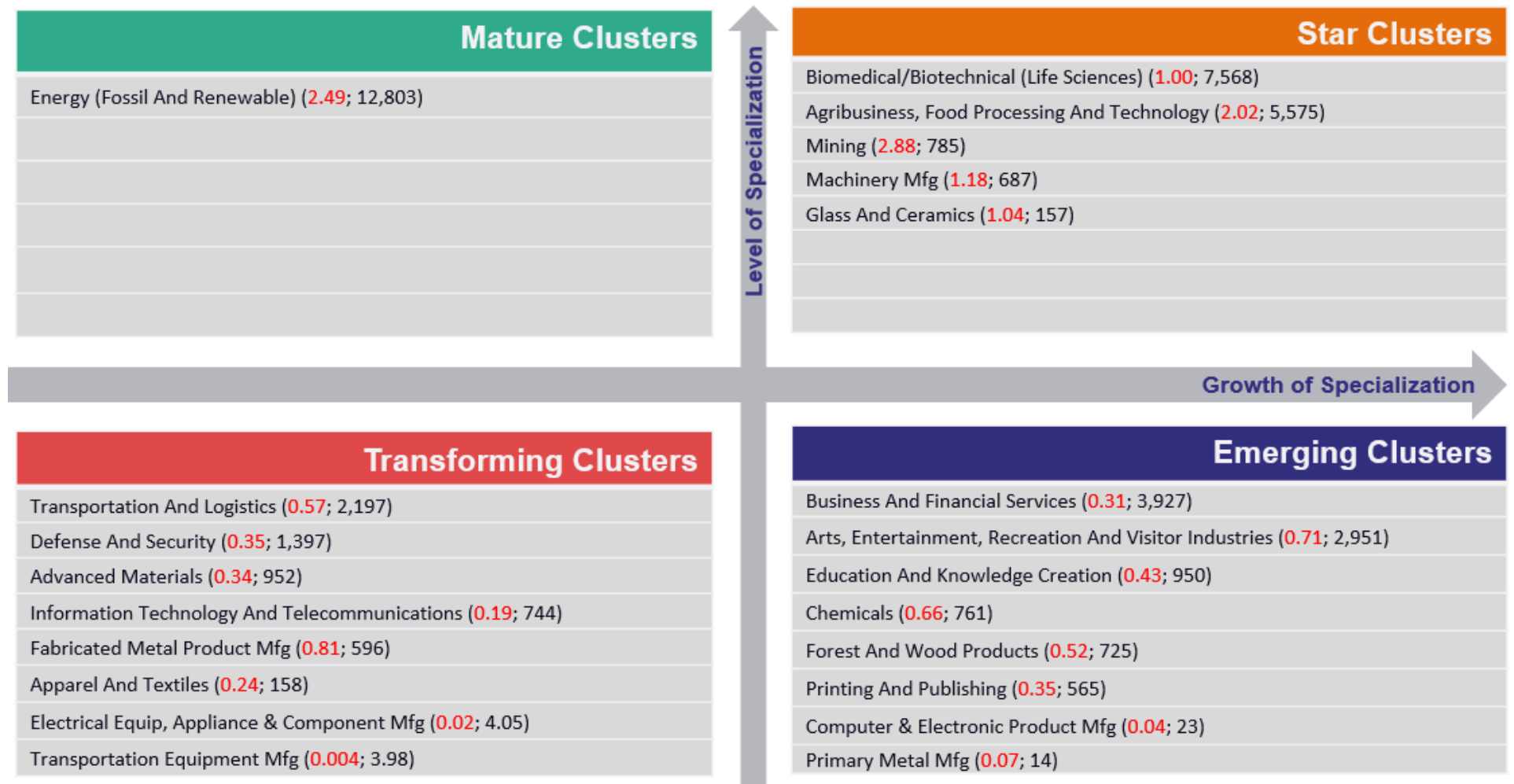


Figure 3.2.7: 2015 – 2019 Northwest New Mexico Industry Location Quotient Categorization – Purdue University, Center for Regional Development, 2021



Economic Leakage

Economic leakages are inevitable, but they can be proactively managed through processes that maximize the region's ability to build and improve its production and efficiency of exporting goods. The chart below illustrates the region's expenditures and leakages from 2019. Most clusters, including those that make up a significant portion of the region's economic base, show high leakage figures which indicates that materials and supplies needed for operation and production are satisfied by sourcing outside of the region. This dynamic has created the need for a network of efficient transportation routes and strategic economic development activities

that centralize the movement of goods and products. The region's biggest industry clusters, Energy, Agribusiness & Processing, Biomedical/Bio-technical and others also represent the largest portion of leakage. Improving the production and export of these industries from the region with the establishment of new freight lines and centralized logistic hubs may minimize leakage.

Regional Requirements, Expenditures & Leakage - 2019

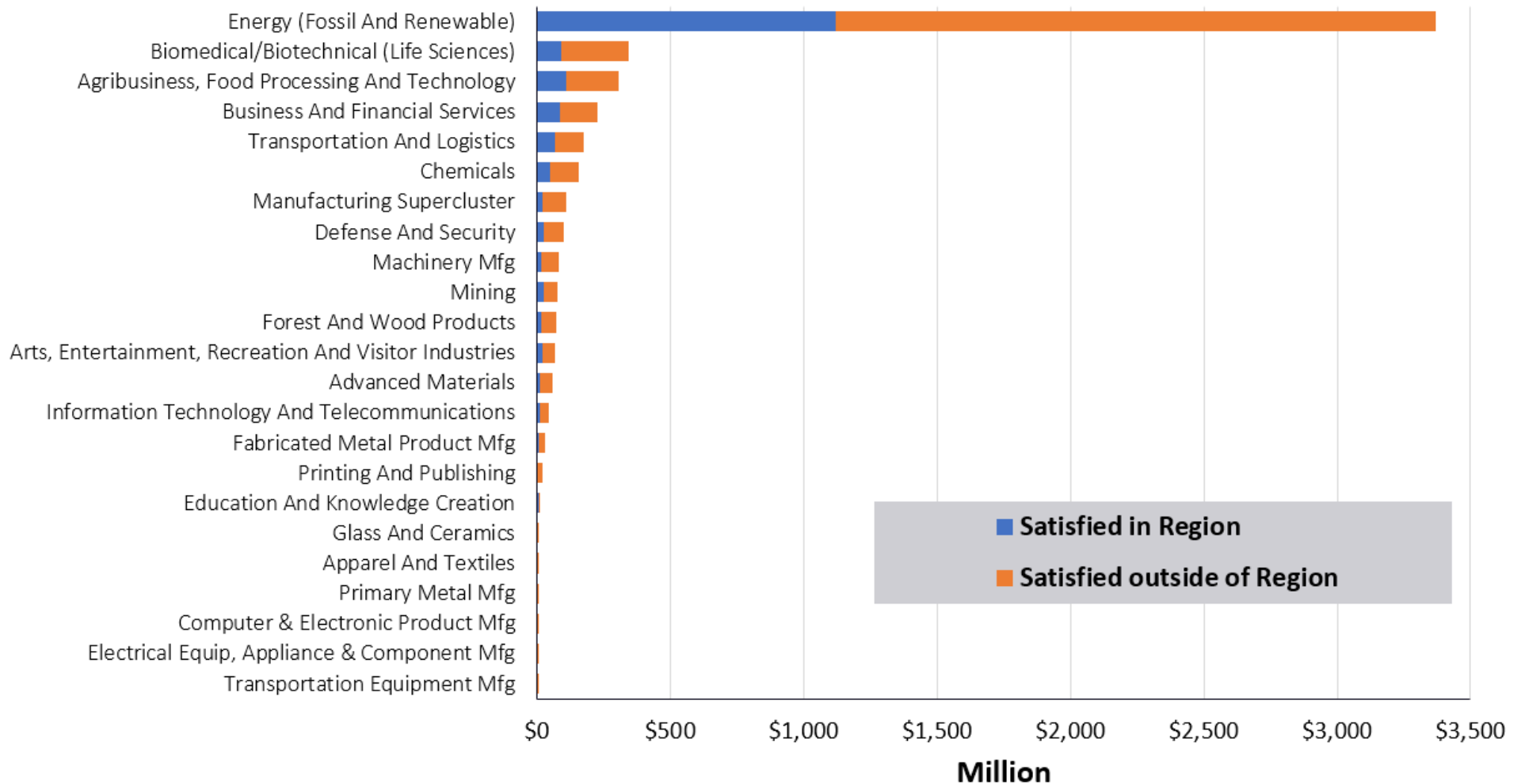


Figure 3.2.8: 2019 Northwest New Mexico Regional Requirements, Expenditures & Leakage - Purdue University, Center for Regional Development, 2021



Job and Wage Diversification

McKinley County has about 20,000 jobs available to our 38,100 civilian workforce or about 1 job for every 2 workers. The three industry clusters that provide the top wage producing jobs are Oil & Gas Production & Transportation (\$140,220 annual average wage), Electric Power Generation & Transmission (\$109,930 annual average wage), and Paper & Packaging (\$82,471 annual average wage). While only providing 3% of the total jobs, provide close to 10% of the purchasing power in the County as well as account for a high percentage of tax base and in region purchases and supply chain. Marathon Oil Jamestown Refinery and the Prewitt Industry Cluster are major industry anchors in the County that the County and its partners need to sustain, expand, and if needed re-purpose as they are not easily replaced in terms of economic multiplier effects. Government-based jobs are typically stable base jobs as the bring outside dollars into the economy represent 40% of the County gross domestic product. A focus on growing private sector base jobs to diversify the portfolio of jobs is critical as drastic cuts to government spending will have disproportionate negative impact on the economy.

Economic development strategies should look to:

- Target reaching 30,000 jobs by 2040, which is 500 net jobs a year for 20 years; Target creation of 200 private base jobs a year;
- Develop targets and integrated workforce strategies for competitive clusters with growth and sustaining potential.
- Heightened Business Retention & Expansion (BRE) program on top 10 industry clusters in wages and tax base with special focus on Jamestown and Prewitt.

A good indicator and question to measure is whether the economy is greater and growing faster than the population or is the Economy > People? (E > P)

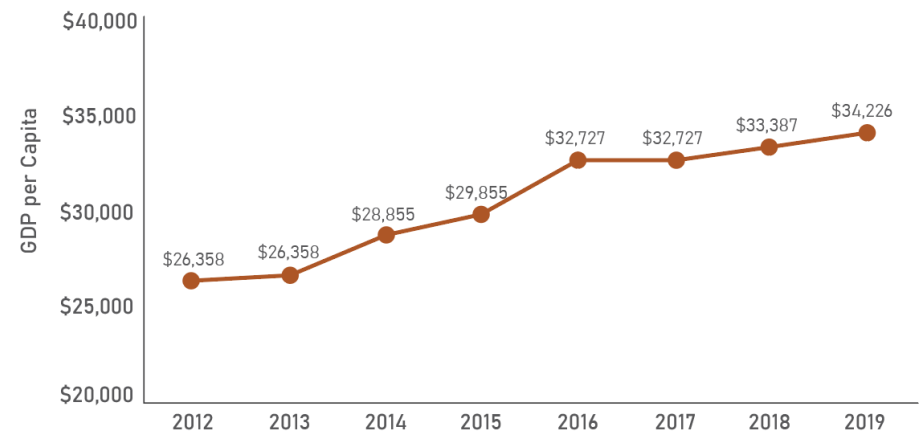
This is the basic calculation for gross domestic product (GDP) per Capita, which indicates:

- GDP per capita is a County's economic output divided by its population.
- It's a good representation of the standard of living.
- It also describes how much citizens benefit from their County's economy.

McKinley County Jobs and Wage Diversification		
Industry Cluster	Jobs	Average Wage
Health Services	3,908	\$48,891
Education and Training	2,479	\$41,218
Hospitality Establishments	2,384	\$14,495
Government	2,047	\$49,932
Community & Civic Organizations	1,561	\$19,472
Real Estate, Construction and Development	1,246	\$42,317
Motor Vehicle Products and Services	1,125	\$30,336
Food and Beverage Processing and Distribution	766	\$26,692
Hospitality and Tourism	660	\$24,094
Local Commercial Services	399	\$36,250

Table 3.2.1: McKinley County Jobs and Wage Diversification

McKinley County E > P



McKinley County Gross Domestic Product Annual Change 2012 - 2019									
Year	2012	2013	2014	2015	2016	2017	2018	2019	% Change
Gross Domestic Product	\$1,906,359,000	\$1,949,041,000	\$2,102,005,000	\$2,190,949,000	\$2,390,004,000	\$2,370,183,000	\$2,400,880,000	\$2,442,637,000	28%
Population	72,327	72,604	72,733	73,386	73,028	72,423	71,911	71,367	30%
GDP Per Capita	\$26,358	\$26,845	\$28,855	\$29,855	\$32,727	\$32,727	\$33,387	\$34,226	-1%

Table 3.2.2: McKinley County Gross Domestic Product Annual Change 2012 - 2019



Land Use and Communities

McKinley County is made up of about 50 community designated places or “historic communities.” Each community has its own unique identity and sense of place. The significance of the land and our connection to these lands remains constant across the various American Indian Tribes, as well as ranchers, conservationists, and travelers alike. Water is the source of life, but it is the major limiting factor on the carrying capacity as well as opportunities for business expansion and industrial recruitment.

The County's complex land ownership pattern affects land use, economic development, and transportation planning in two major ways. First, regulatory, policy and right-of-way issues can become extremely complicated and problematic. For example, the failure to resolve the right-of-way issues between New Mexico and the Navajo Nation created a significant delay in implementation of the project to widen US 491 between Gallup and Farmington. Second, the multiple jurisdictions that may be involved in a single project can complicate funding strategies, especially for major projects. Given the complexities of land ownership in the County, effective partnerships are critically important to the successful implementation of key projects.

The complexity of having a mosaic of overarching political systems and processes underscores the unique sovereignty of tribal nations but can be a complex bureaucracy to navigate in terms of planning and development. Key routes in the region can range in responsibilities from various Federal entities (FHWA, BIA, NPS, BLM, USFS) to the State Department of Transportation to city, county and tribal routes and roads. Inter-jurisdictional coordination is an overarching goal not only in this plan but in all regional plans that the Northwest NM Council of Governments has facilitated and assembled.

The Northwest region of New Mexico is made up of four tribal nations: the Navajo Nation and the Pueblos of Acoma, Laguna, and Zuni. The Navajo Nation is the largest reservation in the United States, and spans into vast portions of Arizona, New Mexico, and Utah. Each tribal government has its own unique governance structure, for example, the Pueblo of Laguna has six villages each with its own officials.

In Northwest New Mexico, there are 54 Chapters that rest within three Agencies (Eastern, Northern and Fort Defiance). The levels of Navajo Chapter government and jurisdiction are Nation, Agency, District, and Chapter. The Chapters are the most local form of government in the Navajo governance structure. On April 27, 1998, Navajo Nation President Thomas Atcitty signed the “Local Governance Act,” which provides major improvements to Chapter government by recognizing local governmental authority over local matters and requiring local officials and administrators to govern with responsibility and accountability to the local citizens by adhering to the principles of checks and balances and the separation of powers. McKinley County, there are 6 certified Navajo Chapters, including Casamero Lake, Littlewater, Baahaali (Breadsprings), Ojo Encino, Baca-Prewitt, and Fort Defiance.

About half the land area in the region is administered as American Indian

Reservations. Governments hold 78 percent of the land in the region, including 24 percent Federal land, 49 percent trust land, and 5 percent held by the State of New Mexico; Deeded lands in private ownership account for the remaining 22 percent. Land ownership patterns are complicated by “checkerboarding” in areas where land ownership is parsed out in small square units divided between Indian reservation lands, national forest areas, private ownership and several other categories of land ownership. The complexity of land ownership and land availability constrains economic opportunities. Our region plans strategically to navigate this complex lattice of land ownership, governmental policies, procedures, and jurisdictions. It often involves robust collaboration with local agencies and landowners to plan and complete projects.

Native American Lands in McKinley County

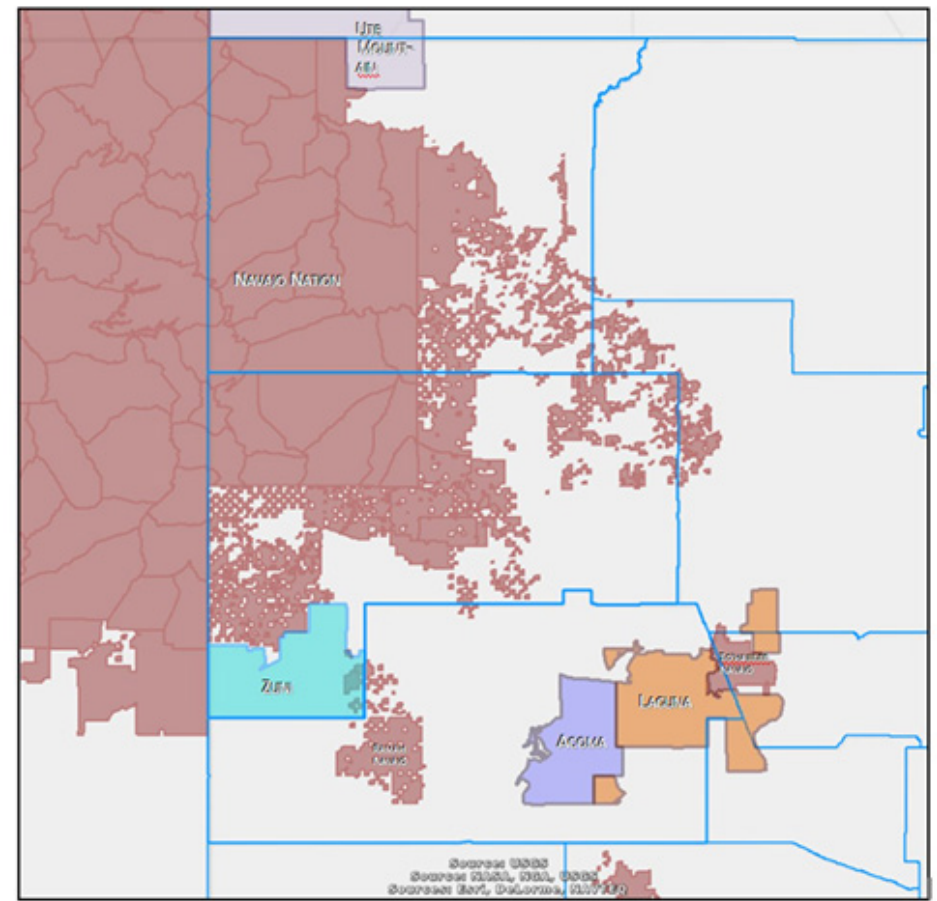
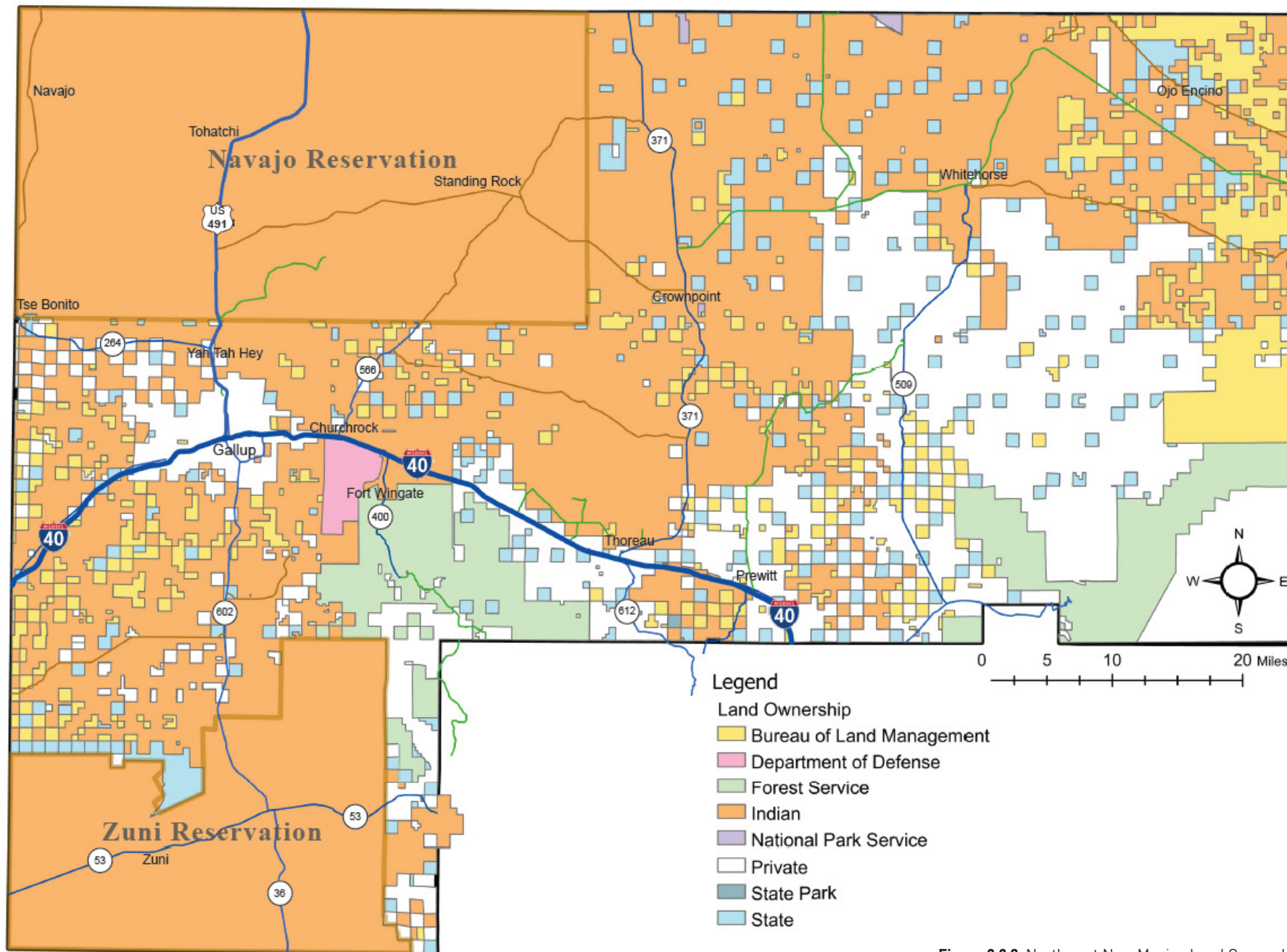


Figure 3.3.1: Native American Lands in McKinley County

Land Ownership in McKinley County



Land Use Plans within McKinley County		
Entity	Government Type	Plans
McKinley County	County	Comprehensive Plan (2020)
City of Gallup	Municipality	Growth Management Master Plan (2018)
Navajo Nation	Pueblo	Long-Range Transportation Plan (2016)
Pueblo of Zuni	Tribe	Long-Range Transportation Plan (2016)
Baahaali Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2006)
Baca Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2005)
Chichiltah Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2005)
Churchrock Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2002)
Crownpoint Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2004)
Inyanbito Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2001)
Littlewater Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2004)
Manuelito Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2003)
Mariano Lake Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2004)
Nahodishghish Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2004)
Ojo Encino Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2003)
Pinedale Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2004)
Pueblo Pintado Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan
Red Rock Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan
Ramah Navajo Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2003)
Smith Lake Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2005)
Standing Rock Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan
Thoreau Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan
Torreón Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan (2002)
Tsayatoh Chapter	Navajo Nation Chapter (Eastern Agency)	Land Use Plan

Tbale 3.3.1: Land Use Plans in McKinley County



PLANNING ELEMENTS

Land Use

The Land Use Element is intended to act as a general guide regarding the location and intensity of development and ways McKinley County should grow with respect to the surrounding natural environment. There are different categories of land use types (residential, commercial, industrial, mixed use, public uses and trails & open space), all critical to the success and implementation of this comprehensive plan as an integrated whole. Land Use forms the framework around which all other planning elements are organized. The Transportation, Infrastructure and Economic Development elements are closely related to Land Use, in the context of McKinley County's size, needs and the need for coordination by all jurisdictions.

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

Land Use Overview

McKinley County is predominantly rural (Figure 8.1). Most of county land is controlled by tribal governance (Navajo Nation and the Pueblo of Zuni) and several federal agencies (i.e. BIA, BLM, USFS). Urban land uses are concentrated in the City of Gallup, including residential densities, mixed-use developments, commercial and industrial areas. In contrast, the rural open spaces are identified as the unincorporated and tribal communities.

Approximately 5,499 square miles of land make up McKinley County. It is bordered by San Juan County to the north, Sandoval County to the East, Cibola County to the South, and the state of Arizona to the west. Interstate 40 is the County's primary east-west transportation corridor. U.S. Highway 491 and State Highway 371 are the principal north-south transportation corridors connecting Gallup to the Four Corners areas. Highway 602 is the main connector between Gallup and Zuni/Ramah areas. Cibola National Forest covers a significant area along its southern border.

Incorporated Area is the incorporated municipality of the City of Gallup, located in the west-central portion of the County. Land uses in the City reflect development patterns common to cities and towns in the region that are organized along major

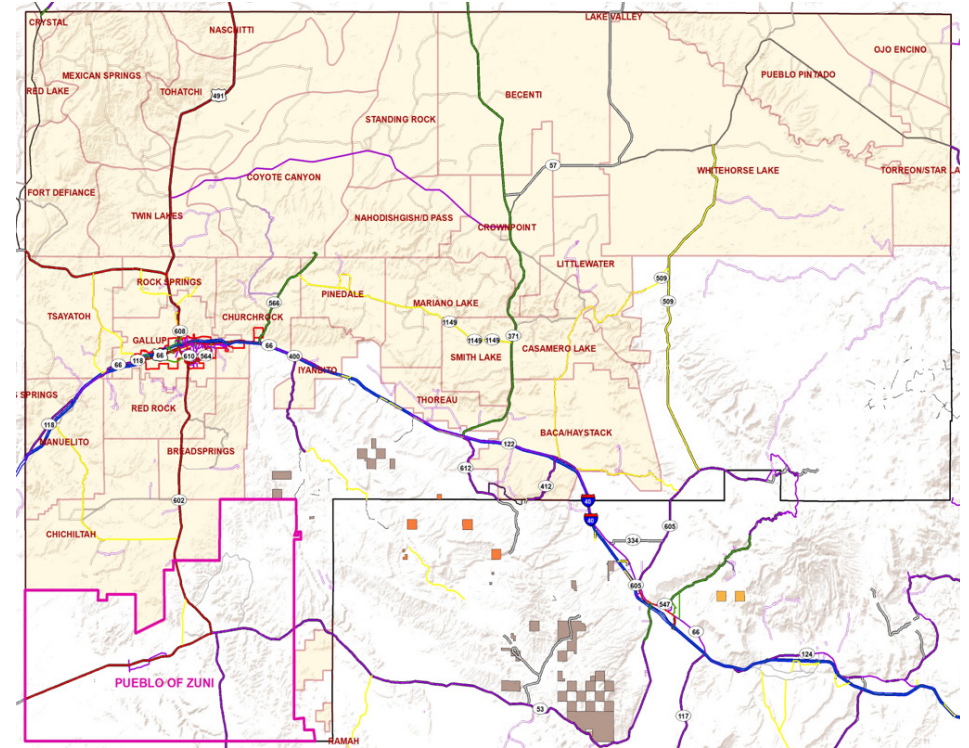


Figure 4.1.1: Navajo Chapter Boundaries in McKinley County

transportation corridors. Residents are well-served by the local transportation network and access to amenities. Developed land use occurs primarily in incorporated areas.

Development patterns in the County adhered the traditional settlement patterns of the local Indigenous populations. In areas outside the Gallup city limits, land development is largely unplanned. As the county's seat, Gallup is the focus of planned urban developments in the County. Adopted in 1999, updated in 2009, the Gallup Growth Management Master Plan describes develop-ability gradations useful in mid-term and long-range planning. This model could be modified to meet the development planning needs of the County and surrounding jurisdictions.

Unincorporated Areas of the County heavily rely on demand and owner preference to dictate land use priorities. Almost 75% percent of the land in McKinley County is owned by Indigenous tribes. Additional lands in public ownership -- portions of the



Cibola National Forest and small, scattered Bureau of Land Management and State land holdings – reduce the amount of privately developable real estate to less than 20% of the County's total land area.

Under the Navajo Nation Local Governance Act, the Navajo Nation is requiring Navajo Chapters to complete their much-needed Community Land Use Plans (CLUPs) that holds the same legal weight as this comprehensive plan, in terms of meeting development and growth needs for the County. This is a major step in the recognizing the benefits of planned land use development and priorities. Common issues, needs, plans, and potential capital projects all need to sync with this comprehensive plan to meet any future development needs.

Tribal communities are generally low density with limited developments and infrastructure. Land uses in these areas tend to be based primarily on ancestral ownership patterns. Pursuing development on tribal lands will require the involvement of local governing agencies and authorized federal agencies. Access to the tribal, rural settlements is limited. Roads are often not maintained and are difficult to traverse. One critical issue exacerbating this situation is the difficulty in obtaining express rights-of-way (ROW).



Land Use Conditions and Issues

Of the land that the County has actual jurisdiction over, nearly 80% of the land in McKinley County is owned by either the federal or state governments or is held as trust. The City of Gallup is 13.4 square miles, leaving 1,159 square miles of private, unincorporated lands. Land use issues and conditions for the County include:

Small Communities and Exurban Development

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

- » Eleven unincorporated communities are formed around water and sanitation districts or mutual domestic water systems.
- » There is substandard development with dilapidated structures/blight in portions of the unincorporated County.

Land Requirements for Housing and Non-Residential Uses

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

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

- » State law enables joint municipal/County planning, subdivision regulations (platting) and zoning for areas around municipalities. The extraterritorial planning and platting authority for the City of Gallup extends three miles beyond City limits. The City of Gallup and McKinley County have discussed extraterritorial zoning on several occasions. The County does not have staff available at this time to administer extraterritorial planning, platting and zoning; and staffing arrangements with the City have not been formally considered nor agreed upon.
- » The City of Gallup annexation plan includes areas on the east side (in proximity of the Rio Puerco) and west side (in proximity of Nizhoni Boulevard/Mendoza). A more extensive annexation plan may be developed in the future to address a broader range of concerns and interests of the City and neighboring areas.
- » Before Rehoboth Red Mesa Foundation sold their property, they were in the middle of developing a master plan for an 800-acre mixed-use, multi-income area on the east side of Gallup. This master plan proposed the development of dense housing clusters that allows for the conservation of open spaces, prevention of rural sprawl, and the reduction of impact on surface water runoff. Currently, the Rehoboth School community is exploring possible options to meet their current infrastructure needs, including annexation.

Environment and Resources

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



The County is very invested in using outdoor recreation including trails, amenities, and venues to drive and diversify the economic, improve health outcomes, and better quality-of-life for all residents. Federal lands should take this Comprehensive Plan and this overarching goal into consideration with all NEPA reviews and proposed projects that might have a negative impact on this overarching goal.

Jurisdiction

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

Existing Regulations of Land Use and Related Subjects

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

Zoning and Subdivision Regulations

- » The County subdivision regulations appear to mainly follow the "template" set in the New Mexico Subdivision Act, with limited County standards and few extra provisions added that may address the desires and needs of special communities or subareas.
 - Thirteen exemptions from the definition of subdivision are legislated through the New Mexico Subdivision Act, including the creation of lots greater than 140 acres, realignment of lot boundaries and family transfers. Exemptions can be abused and create impacts on County infrastructure as well as nearby landowners; however, the County is not allowed to regulate exempt land division activities. Change in state law would be needed to address this

issue.

- McKinley County requires parties who are creating lot divisions that are exempt from the subdivision regulations based on the N.M. Subdivision Act to submit an application for their exemption.
- There is no County zoning, leaving the possibility of incompatible uses and lesser standards of development occurring in the unincorporated private lands of the County. However, zoning requires planning staff to administer a zoning ordinance, including permitting processes, and zoning code enforcement in order to be successful. A review of options can be found in Section V. Management.
- » Administering County subdivision regulations requirements:
 - Develop procedures for submittal
 - Review proposed plats, and
 - Conduct reviews with the elected officials or Smart Growth Commission.
- » The registered electors living in a special zoning district must elect a zoning commission. This commission may provide zoning enforcement by ordinance, according to Section 3-21-23 NMSA 1979. Enforcement is a major issue that would need to be addressed.

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

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

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





Land Use Goal

Promote sustainable use of lands and development practices in the County that balances preservation, open space, growth and development.



Land Use Policies and Strategies

Designates the location, extent and variety of uses for public and private lands. Places to live, work and play maintain compatibility with one another as well as continuity with spacious, natural surroundings. Quality development considers the availability and capacity of roads, utilities and other service systems as well as community appearance. Land use decisions in McKinley County are made by local authorities.

The County has no jurisdiction over sovereign Indigenous lands, lands held in trust by the federal government, or tribal trust lands that are not part of an Indian reservation. In such cases, the County will seek consultation and cooperation from property-owners and stakeholders regarding the advancement and development of these policies.



LU-1: PRESERVATION

Preserve the sensitive lands and special scenic qualities of McKinley County.

LU-1.1: Cooperative plans with local, state and federal entities to protect the scenic landscapes, cultural places, and watersheds of the County.

LU-1.2: Encouragement of urban development in the Gallup area to be mainly compact and to discourage leapfrog and sprawl development patterns.

LU-1.3: Encouragement of planned growth outside the urban portion of the Gallup area, i.e., to be located mainly in clustered communities, minimizing disturbance of natural areas, preserving scenic vistas and limiting the cost of extending and maintaining new infrastructure.

LU-1.4: Recognition and encouragement of voluntary preservation of the historic and special environmental characteristics of traditional communities in the County, including but not limited to Ramah, Thoreau, Zuni Pueblo and scattered housing of some Navajo Chapters.

LU-1.5: Collaboration with the County extension agent and other parties to promote sound rangeland management practices, to minimize land disturbance and erosion.

LU-1.6: Establishing regulatory measures to protect sensitive lands and vegetation through subdivision regulations with terrain management requirements.

LU-1.7: Support for trash cleanup along roads and for efforts by public and private parties to keep illegal dumping in check; this could include joining Cibola County in an Illegal Dumping Taskforce and carrying out a joint implementation plan that would include participation by the Northwest New Mexico Regional

Solid Waste Authority.

LU-1.8: Expansion of the hub-and spoke recycling program coordinated by the Northwest New Mexico Regional Solid Waste Authority, including review and revision of the County's Comprehensive Recycling Plan.

LU-1.9: Review the City's Trails & Open Space Plan and amend and expand, to include all County areas (e.g., the Zuni Mountain Trail System) and expand its role in establishing conservation easements, access agreements, and NEPA review work.



LU-2: Growth Areas

Locate most development in identified growth areas where full urban services are available and greater efficiencies of mixed land uses can be more easily achieved (not including tribal trust lands).

LU-2.1: Encouragement of urban development to be located inside the City of Gallup, where full urban services are available and greater efficiencies of mixed land uses (i.e., living, working, shopping, recreation and entertainment) can be more easily achieved. Sites with the best transportation accessibility and available infrastructure would have the highest potential as future growth areas.

LU-2.2: Tailoring of any incentives to assist desirable growth in identified locations near population centers, to reduce commuting distances. The adequacy and configuration of the transportation network can shape land use patterns in a large, sparsely populated area like McKinley County. Increased efficiencies in land use and transportation system utilization can result from efforts to locate employment opportunities near existing and planned population centers.

LU-2.3: Limiting development in unincorporated areas and focus on urbanized development that can be served by City utilities and may be annexed by the City.

LU-2.4: Encouragement of the development of growth boundaries for existing unincorporated communities, e.g., Gamerco, Yah-ta-Hey, Williams Acres, White Cliffs, and Fort Wingate. Growth within the advisory growth boundaries would be appropriate when there is water and wastewater treatment capacity to serve additional residences or businesses.

LU-2.5: Putting in place plans and incentives to ensure that any new communities and developments are pre-planned, mixed use, small and compact.

LU-2.6: General discouragement of low-density “exurban” development in the County.

LU-3: Energy Diversity

Promote a balanced energy policy and development in the County, as detailed in the County’s Energy Plan.

LU-3.1: Sustain traditional energy clusters that operate today, employ area residents, and are being regulated by the State and Federal government.

LU-3.2: Assess new energy industries and businesses through State and Federal permitting consultation process.

LU-3.3: Support for the development of renewable power projects in areas of the County that do not have the greater potential for higher tax base returns or job creation.

LU-4: Agriculture

Support agricultural land uses within the County.

LU-4.1: Consultation and collaboration with the Farm Services Agency and the US Department of Agriculture in promoting retention and restoration of sustainable agricultural practices in the use of County lands for agricultural production, to include methods to reduce erosion and support sustainable methods of grazing, irrigation, and dry land farming.

LU-4.2: Promotion and support of community gardens and community supported agriculture projects (e.g. Red Willow Farm) to reduce food desert issues in the region. (See Health Element).

LU-5: Housing

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



LU-6: Guided Development

In conjunction with this Plan's Housing Element, promote appropriate and sustainable land use planning to anticipate and support new housing and related mixed-use community development in the County.

LU-6.1: Continued use of the "County Smart Growth Commission" as an advisory group regarding land use issues.

LU-6.2: Evaluate County subdivision regulations for planning and policy consistency. Consider any revisions as needed:

- Discouraging exemptions from subdivision standards, such as waiving road standards or proof of water requirements; and
- Preserving diminishing groundwater supply by requiring a stricter proof of water by extending the number of years of sustainable yield and applying water availability and delivery standards in approving new subdivisions of all types, including subdivisions smaller than 25 parcels (Type 5).
- Adding a rural living fact guide to disclosure statements (e.g. Apache County's "Code of the West" document or Pueblo County, Colorado's "information for Living in a Rural Setting")

LU-7: Master Planning

Develop master site and infrastructure improvement plans for major economic and housing targets (i.e. NMFA Planning Grant, Industrial site master planning).

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

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

LU-8: Joint Planning Agreements

Developing joint planning agreements with state/federal agencies for development on lands near rail assets. Assess joint development or purchase of properties with long-term value to the county.

LU-9: Intergovernmental Cooperation

Promote intergovernmental cooperation in land use planning.

LU-9.1: Collaboration with Navajo Housing Authority (NHA), other quasi-public and non-profit housing developers in the development of public housing to meet County needs.

LU-9.2: Consultation with the Navajo Nation and local Chapters early in the development process on intergovernmental coordination regarding road improvements, utilities, transit, and other infrastructure and services.

LU-9.3: Discuss future plans of Fort Wingate lands returned to Navajo Nation and Pueblo of Zuni.

LU-9.4: Work with the City of Gallup to cooperatively develop a plan for City annexation of current County areas and a cooperative extraterritorial planning and zoning plan.

Examples of Achievements

- » Creation of the Smart Growth Commission and a Special Projects position.
- » Substantial review and approval of several subdivisions including Dine Estates, Tampico Springs, Juniper Hills, etc.
- » Working with Greater Gallup Economic Development Corporation on master planning several potential economic development sites:
 - Boardman Industrial Site – now home in part to the State-National Veterans' Cemetery
 - Gallup Land Partners – now home in part to the Gallup Energy Logistics Park
 - Northwest NM Regional Solid Waste Authority Industrial Site
- » Developed a hub and spoke recycling program and eliminated several illegal dumping sites in the County with the Northwest NM Solid Waste Authority.
- » Approval of new cell towers and co-locates throughout the County under the new Wireless Communications ordinance.
- » Passage and implementation of an animal control ordinance along with past litter & weed control ordinance; open, unattended fires ordinance; pawn brokers ordinance; circus operators ordinance; and Local Economic Development Act Ordinance (LEDA).



TRANSPORTATION

McKinley County is well-positioned as a transportation nexus in western New Mexico. Advantages include multiple interchange access points to Interstate 40, two major north-south highways, Burlington Northern transcontinental rail line, and aviation service.

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

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

Transportation Overview

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

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

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

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

US Highway 491 headed northward from Gallup and New Mexico State Highway 602 headed southward are the principal north-south connectors intersecting the City of

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

Transportation Conditions and Issues

Federal and State Highways

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

Functional Classification

Over the years, functional classification has come to assume additional significance beyond its purpose as a framework for identifying the particular role of a roadway in moving vehicles through a network of highways. Functional classification carries with it expectations about roadway design, including its speed, capacity and relationship to existing and future land use development. Federal legislation continues to use functional classification in determining eligibility for funding under the Federal-aid program (see Functional Classification Map).

Commute and Travel

Population disbursement strains the capability to maintain adequate transportation access within the county. The vastness of McKinley County makes it difficult to provide adequate services for highways maintenance and improvements for citizens. The diffused patterns of semi-developed rural communities within the county only increases travel times and distances for residents commuting to work or for other activities. In 2016, the Northwest Regional Transportation Planning Organization (NWRTPO), a NWNMCOG organization, published the Northwest New Mexico Regional Long-Range Transportation Plan. Data determined that a majority of County residents travel an average of 25.2 to 49.2 minutes to work daily, while other employees travel an hour or more on their commute.

Additionally, the household transportation costs total up to 45% of the median household income, which is one of the highest percentages in the country, according to the H+T Affordability Index. This alone has a significant impact on family resources. Approximately 39% of the County's 74,798 residents live in an urban area or an unincorporated community. The remaining 61% live in rural communities far from public safety and health accessibilities.



McKinley County Functional Classification Map

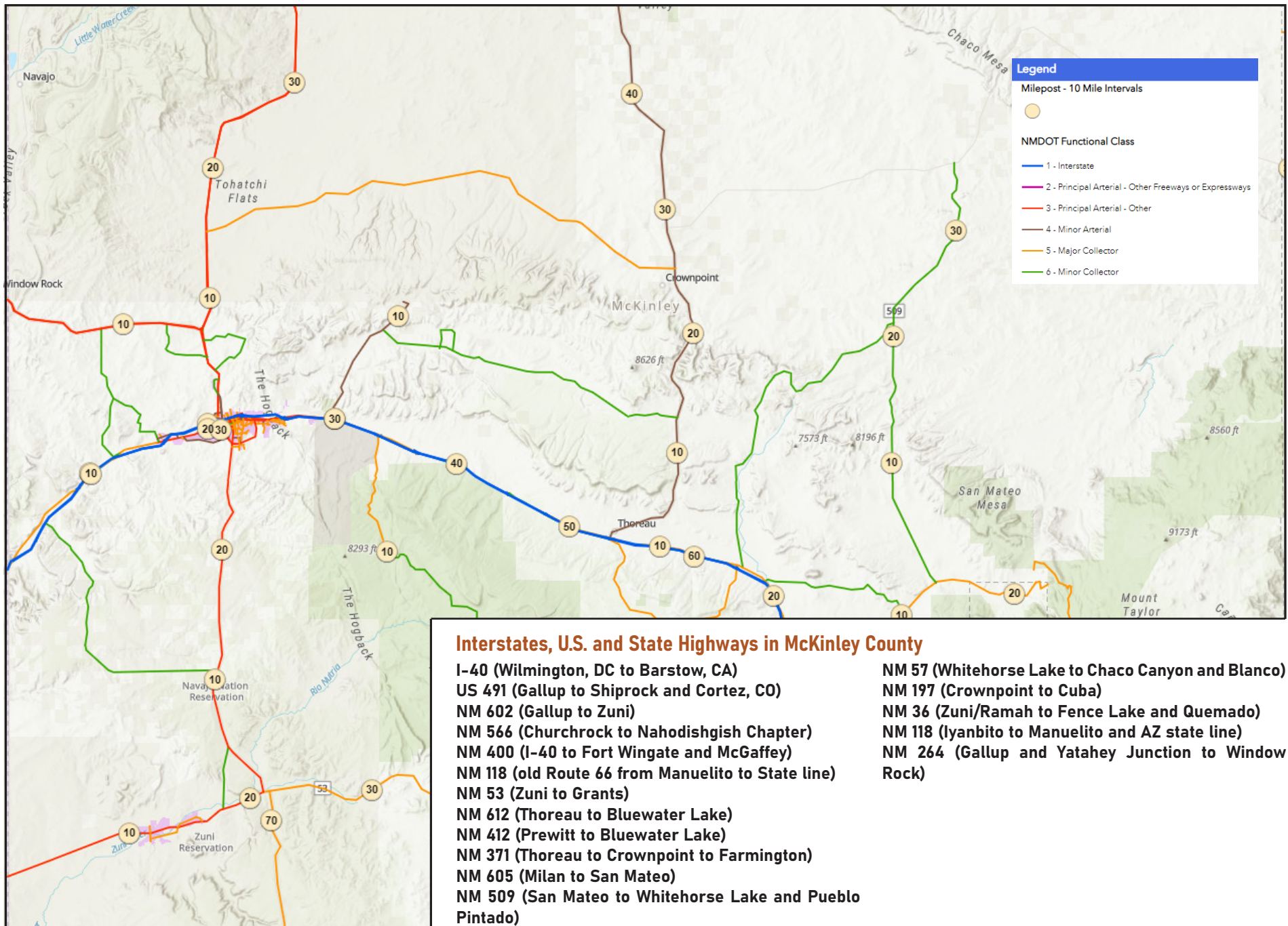


Figure 4.2.1: Road Classification in McKinley County



Public Safety

Public outreach programs are critical. The public need to be kept informed of the many dangers associated with public safety (i.e. seatbelt and car-seat safety. Public input has recommended (a) increasing awareness, (b) extended services across multiple agencies, and (c) establishing policy for stronger intergovernmental relationships across all jurisdictions and agencies operating within and surrounding McKinley County (Appendix). Other top concerns include:

- » Driving While Intoxicated (DWI) and Driving Under the Influence (DUI) are major concerns. Law enforcement initiatives have been increased in recent years. An inter-agency collaboration has been established among all county, city, tribal and state law enforcement agencies, as well as fire, emergency management and public safety personnel.
- » Pedestrian accidents need to be prioritized, including accidents with bicyclists.
- » Road safety is critical, especially on the county roads that are unpaved or graveled. Motorists traveling at excessive speeds have resulted in serious injuries and death.

Littering

Littering along roadsides creates unsanitary conditions and detracts from the aesthetic and natural beauty of the region. It portrays a bad picture for the region. Littered items include fast food packaging, cigarette butts, used drink bottles, used tires, mattresses, broken glass, etc. Most litter result from extreme windy conditions during the spring and fall seasons. Some communities have also feared that by opening new roads or improving existing roads will result in increased illegal dumping. Public input recommends establishing public awareness for citizens and business, reporting systems, and to instate stricter penalties for offenders to help curb activities.

Public Transportation

- » Amtrak's Southwest Chief passenger train offers services along the Los Angeles-Chicago route. In years past, Congress had the option to drastically cut federal funding for Amtrak, which would certainly result in cease of services.
- » Navajo Transit, A'Shiwi Transit, Gallup Express, and other transit providers for the elderly and the disabled (i.e. Coyote Canyon, ZEE, Inc.) operate along main thoroughfares within the county and neighboring counties. There has been a major uptick of private services for medical and non-medical transport, including a small handful of Uber and Lift drivers in the Gallup area. School buses operate on all jurisdictional roads throughout the county.
- » Gallup Express offers several bus routes within city limits. The organization continues to work on expanding routes, especially to rural areas and unincorporated communities located along major roads.



Figure 4.2.2: Pine Haven Road and Bearcat Roads Signage South of Gallup. Source: NWNMCOG

Road Connectivity and Access

- » Some roads in the county are dead end roads. The County has the opportunity to extend these roads to connect to other major or minor collector roads to improve accessibility.
- » For fiscal reasons, the County should restrict the lengthening of existing roads and to establish a prioritization system that assesses and monitors traffic activities and incidents (i.e. type of accidents, dates and times of incidents, frequency, number of households served, level of accessibility and connectivity, and other quantitative and qualitative data.
- » Substandard county roads that serve communities of significant populations should be prioritized. One example is an access road to the unincorporated community of White Cliffs, east Gallup, that passes through a narrow underpass corridor beneath the BNSF railway onto a narrow, deteriorating WWII-era bridge (Appendix, Exhibit 11B and 11C).

Planning and Programming

The NWRTPO continues to provide support for McKinley County through participatory and collaborative initiatives on local and regional projects. NWRTPO will stay abreast with national, state and regional opportunities pertaining to the new MAP-21 (Moving Ahead for Progress in the 21st Century) and FAST Act (Fixing America's Surface



Transportation) transportation programs, as developed by FHWA and BIA. Regional partners are encouraged to take advantage of all potential funding and support opportunities.

- » McKinley County Roads Department established a working group that prioritizes road improvement projects and regularly updates the Board of County Commissioners.
- » NDOT developed criteria that identifies “priority roads” for maintenance as outlined in the 2016 Navajo Nation Long-Range Transportation Plan.
- » Planning of federal and state highways and road improvements is conducted by NMDOT, operating from (a) the District 6 Engineer’s Office located in Milan, and (b) the state department offices in Santa Fe. Plans include: the NWRTP0 Long Range Plan and the State Transportation Improvement Program (STIP). McKinley County’s participation in the planning processes should be essential to assure that its needs are met.
- » Road improvement and extension projects are completed through project-specific state and/or federal legislative appropriations and other programs (i.e. STIP, TIF).
- » Through a 2005 NM Legislative Bill, the Tribal Infrastructure Fund (TIF) was established to assist tribes with major infrastructure projects, including planning, design and construction. In 2012, McKinley County won the Tribal Best Practice Award, at the NM Infrastructure & Finance Conference (NMIFC) for modeling the use of this funding on County Road #6 with Chichiltah Chapter.
- » McKinley County needs to continue consulting and collaborating with regional transit providers to best serve county residents and by improving quality of life. All regional transit providers (i.e. Navajo Transit, Gallup Express, A’Shiwi Transit, GMCS) are encouraged to support the improvement of regional transit services. McKinley County’s primary role is to coordinate and maintain county roads for school bus routes. The ongoing volatility and fluctuation of oil markets signal the need to develop alternative funding strategies.

Road Inventory

McKinley County maintains an extensive network of roads, most with dirt surfaces with little or no base for drainage. The County had a total of 800-miles of roads that was reduced to 549-miles of roads presently. According to the NDOT’s Long-Range Transportation Plan, there are a total of 366-miles of County roads traversing through Navajo Chapter land bases, particularly the “checker-board” areas of the county (Appendix, Exhibits 8A and 11A), thus are under multiple jurisdictions (i.e. NDOT, BIA, Pueblo of Zuni, USFS, NMDOT, private). Although the Pueblo of Zuni maintains roads within their respective land bases, the County has the opportunity to extend partnerships with Zuni and the Ramah Navajo agencies. There are also a number of private roads in the county, most of which do not meet minimum transportation standards, including adequate drainage, that are more susceptible to flooding and

severe erosion, resulting in inadequate driving surfaces and conditions.

The roadway system is more developed north-to-south than east-to-west (Appendix, Exhibit 8A), with a majority of roads being federal and state. Some tribal roads are paved, and some roads end abruptly at the Navajo Nation border. A regional, multi-agency comprehensive plan needs to be developed to support robust corridor improvements.

Bridges

The McKinley County Road Department own and maintain an inventory of 48 bridges, 45 of which are limited by tonnage (weight limits) and bridge widths, which hampers the safe passage of school buses, fire trucks, and other emergency transport vehicles. A 2015 NMDOT Load Analysis and Rating System (LARS) assessed the county’s highest priority bridges for a load-rating analysis, which is only revised in the event of physical or structural changes (i.e. erosion, deterioration). Of this report, it is recommended that the County organize and develop a comprehensive bridge replacement schedule, including identifying potential funding capacities.



Figure 4.2.3: Manuelito Canyon Bridge 2015. Source: NWNMCOG



Rights-of-Way (ROW) on Tribal Lands

By policy, McKinley County requires consent and authorization of Right-of-Way (ROWs) to expend county resources for improvement and maintenance projects. In recent years, road projects have essentially been shelved due to the extreme difficulty of obtaining ROWs that are in compliance with environmental and archaeological standards. Public input has stressed the importance for all regional agencies, local governments, and state and federal agencies to: (a) establish working relationships and partnerships that are held in common trust and respect, (b) develop policies for an intergovernmental/inter-agency collaborative framework that streamlines ROW processes through Memorandum of Understanding (MOUs), Intergovernmental Agreements (IGAs), etc. (Appendix, MCV2CP, Phase I Public Workshop Series executive summary reports).

The main issue is that McKinley County and its Road Crew maintain over 537 miles of roads in their system that include roads to and through tribal lands. Of these only about 200 miles have express rights-of-way (ROW), while the County maintains the remaining roadways based on historic and implied rights-of-way. The County is concerned that if they are sued in trespass that all road maintenance would cease, and that achieving ROW approval and easements for this maintenance is too arduous. The second issue is defining and delivering road improvements to provide an all-weather roadway along current roadway alignments that are dirt and used daily. A third issue is that we have developed a viable partnership to attract investments into upgrading roads, but the programs, policies, and bureaucracy seems to add to make it harder to navigate and implement.

It seems that the process to acquire rights-of-way across tribal lands continues to become more cumbersome, including the recent Bureau of Indian Affairs (BIA) rule making (25 CFR 169) and that funding sources either State and especially Federal are mandating ROW certifications.

McKinley County spearheaded a series of meetings from 2014–2018 with BIA, Navajo Nation, and other counties that serve Navajo Nation to discuss and detail recommendations.

Trail Systems Within McKinley County

There have also been substantial focus and investment into multi-use trail systems in McKinley County to develop adventure tourism as an economic driver, including:

- » In 2012, the High Desert Trail System was recognized as a National Recreation Trail. The design of this trail system is a series of “stacked loops” — or narrow, single-track — trails that access the best scenic outlooks in the region. Three trails loop atop the mesas, respectfully named after the ancient Anasazi dwellings and the Pueblo of Hopi’s First, Second, and Third Mesas.
- » Nearly a decade ago, the U.S. Forest Service (USFS) launched the Zuni Mountains Trail Partnership (ZMTP), partnering with McKinley and Cibola Counties. The ZMTP is designing and constructing over 200-miles of non-motorized, single-track

trail systems. The ZMTP Master Trails & Conservation Plan was also completed. The USFS approved the National Environmental Policy Act’s (NEPA) Finding of No Significant Impact condition. Project highlights include the following:

- In 2018, the Recreational Trails Program awarded \$1.7 million: (a) Cibola County to develop the Quartz Hill Trail, a 30-mile trail segment, and (b) McKinley County to develop the (McGaffey) Milk Ranch Trail, a 36-mile trail segment.
- In 2019, the Recreational Trails Program awarded another \$151,134 for design and construction of the McKenzie Ridge Trail Connector to continue implementation of the overall Zuni Mountains Trail Project.



Figure 4.2.3: County Road 27. Source: NWNMCOG

Transportation Policies & Strategies

This section focuses on creating an effective transportation system that promotes multi-modal access to move people and goods throughout the County, including a major focus on improving all major roads to all-weather. The section is supported by the County’s Road Policy, the Regional Transportation Plan, and New Mexico Transportation Plan. This structures provides a high value on data collection and sharing, mapping, and inventorying the County road network to prioritize limited investments.

Transportation relates to infrastructure including bridges, roads, trails, airports, rail, transit, and alternative modes of transportation including the future of autonomous vehicles and increased drone technologies.



Transportation Goal

Achieve the highest feasible adequacy, accessibility, safety and inter-connectivity of transportation facilities and services on behalf of county residents and visitors.



T-1: Agreements & Policy

Ensure the County, neighboring agencies, and state/federal partners regularly review and update guiding policies aimed at providing quality, reliable and safe transportation amenities for resident and visitors.

T-1.1: Review and update the following policies:

- McKinley County Road Maintenance & Improvement Policy (updated 2019)
- Memorandum of Understanding between the Navajo Nation (NDOT) and McKinley County, New Mexico (expires March 2021)
- Intergovernmental Agreement between the Navajo Nation and McKinley County, NM for Road Repair and Maintenance (expires March 2021)
- Global Lighting Agreement with New Mexico Department of Transportation.

T-3: Prioritize Development

Develop mechanisms to prioritize county road improvements.

T-3.1: Continue to allow County Road Superintendent and staff to recommend priorities to the Commission and merge this into the ICIP planning process with county priorities and apply for State and Federal resources.

T-3.2: Utilize functional classification, existing data, and average annual daily traffic (AADT) to determine roadway improvements (e.g. paving, graveling, or dirt) as well as factors such as (a) the number of residents and/or school children served, (b) network connectivity plans, (c) level of funding capacity, and (d) economic development potential for tax base.

T-3.3: • Prioritize funding for road projects that have dedicated ROWs and are essential to network connectivity.

T-2: Connectivity

Develop an integrated transportation network.

T-2.1: Prepare a regional “strategic connectivity plan” that identifies needs for network improvements and network connectivity, based on data and strategic goals. Major corridors that serve larger populations should be prioritized as well as primary, secondary, and emergency access. Connections of long, dead-end roads should be sought.

T-2.2: Reduce and control additional costs for extending county road-miles. Limit road improvements and extensions for networks that serve very few residents.

T-2.3: Assess the possibility of transferring ownership and authority of roads by developing a joint initiative, with NDOT, BIA, and neighboring counties, to achieve greater network connectivity and efficiency of maintenance responsibilities.

T-4: Intergovernmental Cooperation

Promote intergovernmental cooperation among local, tribal, state, federal and private entities in the planning and implementation of road improvement and maintenance priorities. Apply the 4C's concept (Collaborate, Communicate, Cooperate, and Coordinate).

T-4.1: Continue to allow County Road Superintendent and staff to recommend priorities to the Commission and merge this into the ICIP planning process with county priorities and apply for State and Federal resources.

T-4.2: Utilize functional classification, existing data, and average annual daily traffic (AADT) to determine roadway improvements (e.g. paving, graveling,

or dirt) as well as factors such as (a) the number of residents and/or school children served, (b) network connectivity plans, (c) level of funding capacity, and (d) economic development potential for tax base.

T-4.3: • Prioritize funding for road projects that have dedicated ROWs and are essential to network connectivity.



T-5: Safety

Promote and support transportation planning and project development that are focused on safety for all county facilities and services.

T-5.1: Consider complete corridors design including 300-foot easements to allow for utilities, complete streets, and action transportation such as equestrian, bike, and pedestrian safety in road design projects (i.e. accessibility, crossings).

T-5.2: Working with communities to provide signage to warn for and/or reduce livestock on roads, based on local input and crash data.

T-5.3: Collaborate with the RTPD to establish a forum for reporting issues, problems and recommendations for road and safety improvements.

T-5.4: Coordinate with authorized agencies (i.e. NMDOT, BNSF, FHWA) to address and resolve the recurring flooding and drainage problems along the NM 118 (Frontage Road) corridor, at the McGaffey/Ft. Wingate overpass. Distribute the County's Drainage Master Plan.

T-5.5: Mitigate safety and congestion concerns for BNSF at-grade railroad crossings.

T-6: Maintenance

Promote an organized and cost-effective maintenance program on roadways inventoried and listed for maintenance and coordinate service standard, schedule, permission, routes, and funding with partnering agencies.

T-6.1: Collaborate with BIA, NDOT, NMDOT and RTPD to develop a regionalization program for improvements and maintenance priorities through legal agreement to facilitate cross-jurisdictional support.

T-6.2: Assign responsibilities and identify (a) existing maintenance yards and personnel, and (b) the feasibility for new maintenance yards.

T-7: Environmental Protection

Promote conservation initiatives and activities that help to reduce fossil fuel use and air pollution in the county.

T-7.1: Consider developing a phase-in schedule for replacing the County vehicle fleet with hybrid or ethanol-based vehicles.

T-8: Transportation Alternatives

Encourage alternative modes of transportation.

T-8.1: Identify multi-modal connectivity networks for bicyclists, pedestrians, public transit, and recreational trails in support of regional economic development opportunities.

T-8.2: Support Amtrak rail service for continued service in the County.

T-8.3: Collaborate with Navajo Transit, GMCS, Gallup Express, A'Shiwi Transit, and other transit providers to enhance and extend transit service to other unincorporated areas within the county. Build on prior RTPD findings for the possibility of extending transit services along the I-40 corridor, between Gallup and Albuquerque, by partnering with multiple agencies and stakeholders.

T-8.4: Collaborate with neighboring communities and the Rails-to-Trails Conservancy on preserving rail corridors for trails projects. Consider rail banking to prevent removal of critical infrastructure during rail abandonment processes by the Surface Transportation Board.

Infrastructure Metrics that can be tracked:

- Plans completed or updated
- Projects funding and status
- Energy and water usage and savings
- Brownfield investments: acres/buildings assessed, cleaned up, and re-used
- Lives Improved



T-9: Strategic Planning & Coordination

Develop strategic roadway improvements to promote safety, economic development, population growth and environmental protection.

T-9.1: Coordinate and collaborate with all regional state and federal partners for top priorities. Refer to the US 491 case study as a model for Carbon Coal Road and Allison Corridor.

T-9.2: Collaborate with regional partners in optimizing the County's crossroads assets by developing a major freight hub in Gallup as an economic base builder, as an offshoot of the Gallup Energy Logistics Park and the Navajo Inland Port. Review and follow recommendations from 4CITE Master Plan. Collaborate to fund and plan the Prewitt-Milan Transportation Master Plan to plan transportation to re-purpose industrial areas from coal to other base employers.

T-9.3: Consult with Navajo Chapters on joint financing and shared responsibility for planning, design, and construction of road projects.

T-9.4: Support the City of Gallup in re-aligning the Allison Corridor and I-40 interchange.

T-9.5: Support safety and access along NM602, NM118, and NM53, per Road Safety Audits.

T-9.6: Mitigate safety and congestion concerns for BNSF at-grade railroad crossings.

T-9.7: Partner with communities regarding drainage and flooding issues including on US Army Corps of Engineers (USACE) Drainage Master Plan.

T-10: Bridges

Work to improve and replace bridges throughout the county to improve safety and connectivity.

T-10.1: Work with NMDOT Commissioner, State Legislators, and Governor in addressing these major infrastructure issues.

T-10.1: Identify resources for the "A Bridge Project a Year" program to help kick-start the County's replacement schedule.

Examples of Achievements

- » Created and adopted the McKinley County Road Improvement Policy;
- » Prioritized and advanced ROW acquisition on County and non-County roads by creating Land Use Specialist position;
- » Supported a TIGER application for improvements along US491 and attracting final \$80M to four-lane this corridor;
- » Supported the development of the Trail of the Ancients scenic byway – now Nationally designated;
- » Major partner in trail development including High Desert Trail System and Zuni Mountain Trail Partnership;
- » Supported the operations and expansion of the Gallup Express;
- » Completed one strategic corridor through GRIP II program – County Road #1, which created a safer secondary commuter route and potential for industrial recruitment;
- » Expanded and strengthened partnerships with BIA, Navajo Nation, Cibola County, Indian Affairs, NMDOT, etc, including over 10 inter-governmental meeting.
- » Modeled partnership financing in build-out of County Road #6 (Received State Planning Award), County Road #27, County Road #55 (Johnson Road), Deersprings Road, Manuelito Canyon Road & Bridge, and County #19;
- » Successfully accessed and utilized Navajo Nation Fuel Excise Tax funds for projects in McKinley County;
- » Forged the master IGA between Navajo Nation and McKinley County for Road Repair and Maintenance (reduces time to use County as road contractor for services);
- » Developed and held three successful road forums to train community leaders on road planning, development, and financing.
- » Completion of Gallup Energy Logistics Park study, two Inland Port studies (Navajo and County), and the Four Corners Inter-modal Transloading Equinox (4CITE) Master Plan.
- » Partnered with NMDOT to study the concept of building a Super Truck Stop Center along I-40.
- » Implementing Monthly Roads Meetings.
- » Facilitation and participation of the Four Corners Counties and Navajo Roads Coalition to explore strategies to streamline ROW and improve roads.



Infrastructure & Facilities

Infrastructure is the basic physical and organizational structures, installations, and facilities needed to operate the County, including staff, services, and day-to-day operations, such as:

- Roads
- Bridges
- Railways
- Broadband
- Utilities (i.e. electricity, gas, water)
- Solar grids, wind farms
- Water and wastewater
- Dams, levees
- Telecommunications (i.e. line phones, cellular, emergency)
- Public facilities (i.e. fire, police, EMS, senior center, jails)
- Airports, ports, subways, tunnels



This system of public works are generally government-built and publicly-owned. These are the basic systems and services needed in order for local and regional governments and organizations to function properly. Shortages and deficiencies in funding and intergovernmental capacities, communities and citizens will be greatly impacted. These are also systems that require significant and consistent initial investments and funding sources to enable a productive economy. Consequently, intergovernmental relations and cooperation is crucial to addressing local and regional needs to meet current demands.

Additionally, infrastructure spans not only these public works facilities, but also the operating procedures, management practices, and development policies that interact together with societal demand and the physical world to facilitate the transport of people and goods, provision of safe drinking water, proper and safer disposal of residential and commercial waste, provision and transmission within and between communities.

- **Develop a cooperative and efficient intergovernmental framework.**
- **Encourage governments to share resources and leverage matching funds.**
- **Maintain ongoing assistance for local governments.**
- **Recognize the critical needs of fiscally distressed communities by identifying opportunities and develop responsive strategies.**

Infrastructure & Facilities Overview

McKinley County is severely lacking in virtually all infrastructure categories. Many citizens lack basic household services, such as water, electricity, and bathrooms. Rural communities have needs for improved fundamental services: all-weather roads, water and wastewater systems, electricity, telephone, and broadband service. Outlying areas often have no utilities, and it is cost-prohibitive to extend existing infrastructure systems to sparsely populated and developed areas. The County has put a major emphasis on facility improvement and new construction, which has resulted in several state-of-the-art facilities. The County has developed winning financing strategies to leverage small County and local investments into large projects. McKinley County acknowledges its diverse populations as unique communities and distinctive geographies. Intergovernmental relations are crucial to finalizing much-needed local capital improvement projects. For example, oftentimes in transportation, road maintenance and improvement projects require the engagement and participation of different agencies of various government levels (i.e. NDOT, NMDOT, BIA) to share information and resources.

In addition, the development of basic infrastructure (i.e. utility, water, wastewater) for rural communities is further made difficult by:

- The distance to nearest existing infrastructure,
- Costs of connecting to existing infrastructure,
- Right-of-Way issues, and
- The lack of sufficient funding, resources, knowledge, time, and/or leadership at the local level.

Infrastructure & Facilities Conditions and Issues

Many changes have occurred since the first installation of infrastructure within the county that began with the construction of the railroad in the 1880s, the construction of the Mother Road (Route 66) in the 1930s, and the construction of Interstate-40 in the 1960s after the passing of the Federal Highway Act of 1956. The build-out of rural utilities and water systems began around the 1970s in response to increased developments along major thoroughfares, but frontier communities still do not have access to basic infrastructure today.

Additionally, these regionalized systems are now experiencing the effects of aging and failing infrastructure that will soon need replacement and upgrades. Some communities are only accessible via one bridge and/or one road, and if either fail, families are impacted: children cannot go to school, parents cannot work, etc.



Roads and Bridges

McKinley County, NDOT, BIA, NMDOT, and private landowners all have jurisdictional authority over roads and bridges within the county. McKinley County owns and maintains 48 bridges throughout the County, many which are old WWII/Korean war-era “Bailey” bridges that are in need of repair, upgrade, or replacement. Historic road development (many of these routes are still being used today) are in conflict with current right-of-way regulations meaning that many are being used and maintained in “trespass” as there is no express ROW that has been approved or recorded. These routes are vital to communities and residents for access, and many of them are in need of upgrade, re-design, and/or improvement to make them all-weather, sustainable roadways.

All Rights-of-Way (ROW) governed by the Bureau of Indian Affairs’ (BIA) regulations compiled at 25 Code of Federal Regulations (CFR) Part 169 go through the complex process of approvals and authorizations that often takes years to fulfill, which in turn “shelves” a project. Much-needed projects are essentially delayed due to bureaucratic issues which in turn forces funding agencies to pull “secured” funding because projected timelines were not fulfilled in a timely manner, thus risking losing monies for projects.

Water and Wastewater

A large portion of the County rely on water hauling or individual wells for daily water needs and are not part of community water or wastewater system or connection. The City of Gallup is served by Gallup Joint Utilities and has been building out the Gallup Regional System to provide long-term water supply to communities outside the City limits. Several communities have voluntarily formed (or been ordered by the court to) water associations either as Mutual Domestic Water Users Associations or Water & Sanitation Districts. Under State law, these entities have many of the same powers as incorporated municipalities including taxing. Many of these communities have community water and wastewater systems in various forms, service levels, and efficiencies. The County worked with eight willing entities to plan and engineer tie-in projects to the Gallup Regional System for long-term viability.

As for Navajo Chapters, the Navajo Tribal Utility Authority (NTUA) has jurisdiction in these regions. As a tribal entity, NTUA provides access and services for Navajo communities and is also working with Bureau of Indian Affairs and Indian Health Services on building up community connections and systems that will be on-line in order to distribute water from the Navajo-Gallup Water Supply Project.

The Navajo-Gallup Water Supply Project (NGWSP) is an inter-regional project that will provide surface water supply and service on the Navajo Nation, County communities and unincorporated areas, and the City of Gallup. With new water supply, new customers, and potentially more use, wastewater services and a regional wastewater facility will be needed to treat affluent water.

Public Facilities

The County is served by and maintains a number of facilities situated throughout the region, including those listed below:

- Battered Families Domestic Violence
- Bluewater Volunteer Fire Department
- Bluewater Village Volunteer Fire Department
- Gallup Community Center
- Gallup Community Pantry
- District Attorney’s Office
- County Fire & Rescue Department and Training Facility
- Gallup-McKinley Adult Detention Center
- San Mateo Volunteer Fire Department
- Thoreau Health Clinic (PMS)
- Timberlake Volunteer Fire Department
- White Cliffs Volunteer Fire Department
- Zuni Village Volunteer Fire Department
- Magistrate Court
- McKinley County Courthouse
- McKinley Health Office
- McKinley West Volunteer Fire Department
- Metro Dispatch 911 Building
- Navajo Estate Volunteer Fire Department
- Navajo Nation Behavioral Health
- Navajo Volunteer Fire Department
- Sheriff’s Department (Public Safety Building)
- Thoreau Community Center
- Vanderwagon Volunteer Fire Department
- Wingate Volunteer Fire Department
- Information Technology Building
- Pinehaven Volunteer Fire Department
- Prewitt Volunteer Fire Department
- Public Defender Office
- Pueblo Pintado Ambulatory Volunteer Fire Department
- Ramah Senior Center
- Ramah VFD
- Roads Department
- Thoreau Ambulance Volunteer Fire Department
- Thoreau Senior Center
- Whispering Cedars Volunteer Fire Department
- Zuni Black Rock Volunteer Fire Department
- Community Services Department (DWI, Compliance, JSAAC)



Railways

Burlington Northern Santa Fe (BNSF) operates the southern transcontinental line through McKinley County that connects the Port of Houston, TX to the Port of Long Beach, CA. There are several rail spurs that are public or privately maintained and operated throughout the County, notably Prewitt, Thoreau, Fort Wingate, Gallup and Tsa-Ya-Toh/Mentmore. Several economic development projects and industrial parks with rail service are being developed under BNSF's certified site program. Several planning and safety initiatives are occurring in downtown Gallup including the Gallup Area Transportation Safety Plan and 2nd and 3rd Streets Road Safety Audit (RSA).

This RSA study area consists of the intersections of Route 66/NM 118 and Maloney Avenue/NM 609 with 2nd Street/NM 610 and 3rd Street as well as BNSF rail crossings on 2nd Street/NM 610 and 3rd Street. The area has several safety issues and a history of vehicle, pedestrian, and rail crashes. The goal of the RSA is to determine safety deficiencies and hazards to public right-of-way users. The RSA also considers the safety impacts of closing one or both rail crossings on 2nd Street/NM 610 and 3rd Street.

The final report released May 2019 proposes four alternatives and one special alternative:

- A. Alternative #1: Close the 3rd Street railroad crossing and divert all traffic to 2nd Street/NM 610, reconfigured as a two-way street from Maloney Avenue to Route 66/NM 118.
- B. Alternative #2: Close the 3rd Street railroad crossing and divert all traffic to 2nd Street/NM 610, reconfigured as a two-way street from Maloney Avenue to Green Avenue.
- C. Alternative #3: Close the 2nd Street/NM 610 railroad crossing and divert all traffic to 3rd Street, reconfigured as a two-way street from Maloney Avenue to Route 66/NM 118.
- D. Alternative #4: No modifications.
- E. Special Alternative: Pedestrian underpass, as detailed in the Gallup Downtown Redevelopment Plan (see section 2.2.4).

Broadband. McKinley County only has jurisdiction over towers specified for public safety access (e.g. police, fire, EMS). All other towers are owned by private telecommunication entities. The New Mexico Senate Bill 159 was passed in March 2014 that stressed the need for assistance with broadband accessibility for K-12 public schools, especially in rural areas. Through the Broadband for Education Initiative (BB4E), school districts within the county were equipped with advanced systems and tools to support educational programs. This begins to address the local and regional issues that stem from the lack of infrastructure and connectivity supporting public safety and education.

According to the Office of Broadband and Geo-spatial Initiatives, under the New

Mexico Department of Information Technology (DOIT), there are several types of broadband service that schools utilize. There are at least five private schools (Rehoboth Christian School (Rehoboth, NM), St. Bonaventure Indian Mission School (Thoreau, NM), Zuni Christian School (Zuni, NM), and Sacred Heart Catholic School (Gallup, NM)) that were not included on the New Mexico Broadband Map.

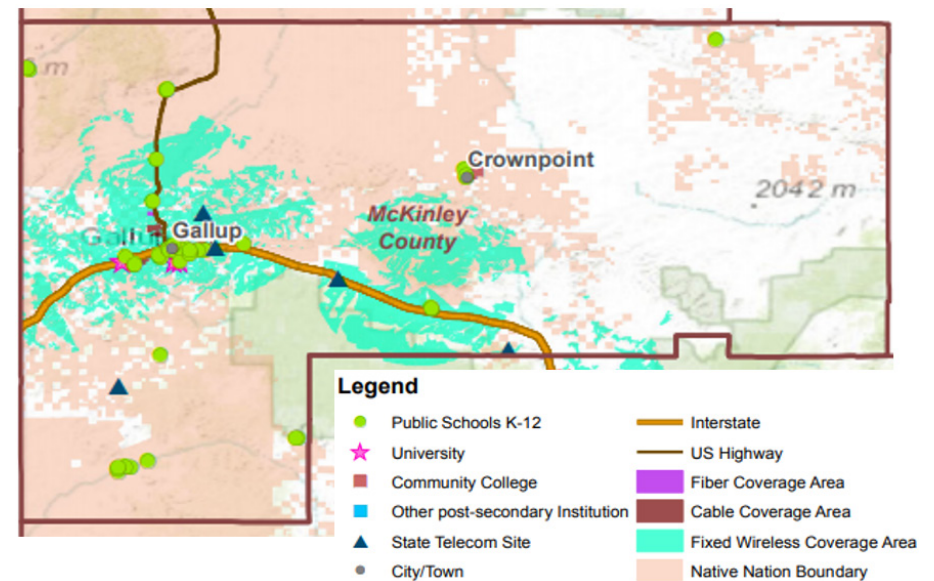


Figure 4.3.1: Public Facilities and Services in McKinley County. Source: NWNMCOG

- Traditional: 41 schools get internet via fiber optics, wireless and copper.
- Alternative: 1 school get internet via copper.
- State Charter: 1 school get internet via DOCSIS.
- District Charter: no district charters within McKinley County.
- BIE School: 12 schools get internet via fiber optics.

Under the BB4E program, a total of sixteen schools (e.g. public, private, BIE) received eRate funding between 2016 and 2018. Telecommunication companies — CenturyLink (\$65.6 million) and Frontier Communications (\$25.5 million) — operating within McKinley County received state funding through the NM Connect America Fund program between 2016 and 2018.

The Trump Administration advanced executive actions that prioritizes the expansion and enhancement of broadband accessibility to increase local and regional economic opportunities. The Office of Science and Technology Policy (OSTP) is charged with advising and designing policies that effectively support the development and application of science and technology (S&T) initiatives that improves rural quality of life, supports job growth and private-sector investments, and leverages federal assets for efficient build outs. The American Broadband Initiative (ABI) centers on stimulating private investment and services to fill broadband connectivity gaps



Dams, Levees, & Drainage

There are no large bodies of water that require the construction of dams or levees within McKinley County, but earthen dams in Navajo communities have been historically utilized as water sources for agriculture and livestock. Some of these earthen dams have breached, critically increasing demands for reliable water sources.

Moreover, variable climatic conditions have resulted in flooding issues in certain locations within the county that has impacted communities and public safety. For example, portions of the I-40 Frontage Road, at the Wingate exit, have continuously flooded due to the accumulation of sand along tributaries and under rail bridges. This another issue that will involve all stakeholders support and participation to determine viable solutions.

In 2014, McKinley County partnered with the U.S. Army Corps of Engineers to provide a drainage master plan including evaluation of the flood risk and propose risk reduction measures at the four sites shown on the adjacent map.

Due to the seasonal nature of our precipitation, flooding, drainage, and erosion control measures are critical important through McKinley County. More studies like these, in conjunction with the local communities and elders is an important partnership strategy moving forward.



Figure 4.3.2: Flash Flood in McKinley County along earthen corridor in the Navajo Nation

Utilities

Regional cooperatives and gas companies are privately-owned entities that provide basic infrastructure (i.e. electricity, gas) for customers who can manage to pay for the high costs of archaeological clearances, professional engineering reports (PER), equipment, installations, services, maintenance and labor. As for water/wastewater infrastructure, small-scale utility lines for commercial and residential are mostly constrained to existing infrastructure along main thoroughfares, but large-scale transmission lines are established based on federal and corporate (i.e. PNM, Tri-State, Excel) service agreements.

Current infrastructure news on the Navajo Nation involves an interstate, multi-agency pilot project called “Light Up Navajo” initiated to electrify rural Navajo communities in the four-corners region. Local municipalities partnered with the American Public Power Association (APPA) and several other public power utility companies nationwide. Volunteer crews provided materials and equipment to connect a hundred households. This project is scheduled from April through May 2019.

Telecommunications

Local and regional telecommunication companies are privately-owned entities that provide conventional infrastructure (i.e. landline telephone, cellular, public safety) for consumers (i.e. residential, corporate, government, commercial). Unlike water/wastewater infrastructure, telecommunication towers and lines are not restricted to existing infrastructure along main thoroughfares but are established in areas of assured access and connectivity. As in transportation, telecommunications projects and initiatives are also bound to ROW approvals and requirements.

Renewable Energy Facilities - Solar Grids & Wind farms

Excluding private and residential solar installations, there have been a few local solar projects most specifically in the City of Gallup. McKinley County is favorably located geographically to expand alternative energy sources to benefit communities and industries.

- » Gallup Solar Park. A 9.8-megawatt (MW) solar farm for the City of Gallup, with 28,896 photo voltaic (PV) modules designed to produce 10% of Gallup’s energy needs, essentially saving an estimated \$785,000 over eight-years.
- » Bethany Christian Reformed Church Solar Carport is an 1,800-square-foot carport with 100 solar panels that meets the needs of the church, saving a total of \$10,390 over eight-years.
- » McKinley County and the Smart Growth Commission have been in discussion and negotiation for incentives for several large-scale projects that are connected with developing replacement power for PNM for the coal-fired power plants in San Juan County.

Other solar news in the southwestern region:

- » Navajo Tribal Utility Authority (NTUA). Started construction on the Kayenta Solar Plant (AZ) in 2018 where two solar arrays will produce a total of 55MW of energy.



Other proposed solar projects:

- Paragon-Bisti Ranch (NM) — based on 2014 feasibility study,
- Cameron (AZ) — enterprise of Kayenta Solar
- Grey Mountain (AZ) — enterprise of Kayenta Solar.

The Lujan-Grisham Administration approved and signed the Energy Transition Act (ETA), in March 2019, that focuses on moving New Mexico towards 100% renewable energy (carbon-free) by 2045, which is landmark legislation that will have opportunities for McKinley County.



Figure 4.3.3: Ribbon Cutting Ceremony for Gallup Solar Project

Airports, Helipads, Ports, Subways, Tunnels.

There are several airports and medical heli-pads within the county that are municipal, private, or tribally-owned facilities for public use. The Navajo Nation completed a Airport System Master Plan in 2014, and several rural communities are working on developing medical heli-pads. There are no established alternative mass transit systems (i.e. subways, tunnels) with the exception of Amtrak Southwest Chief that connects Gallup to Chicago and Los Angeles once a day every day. Geographic location does not necessitate maritime port, subways or tunnel infrastructure as is necessary for more populated regions. Conversely, current dialogs encompass the design and development of an inland inter-modal terminal, a transportation portal (i.e. Super Truck Stop) and the expansion of existing developments and infrastructure surrounding future enterprises that support regional economic growth.

- » Crownpoint Airport is a 18/36 asphalt runway (5,820 feet by 60 feet) with aircraft operations for air taxi and general aviation. Owned by Navajo Nation.



Figure 4.3.4: Crownpoint Airport in Crownpoint New Mexico, Navajo Nation Eastern Agency

- » Gallup Municipal Airport is a 6/24 asphalt runway (7,316 ft by 100 ft) with aircraft operations for air taxi, general aviation, airline and military. Owned by the City of Gallup. There have been no passenger air services in operation for several years, but the airport is recognized as a base for emergency medical transportation services operated by several private operators (i.e. Gallup Med Flight, Eagle Air Med).
- » Black Rock Airport/Helipad was the first airport in the community was permanently closed to all air traffic except for emergency medical transport in February 2018. The airport/helipad is specifically used for emergency medical transport.
- » Andrew Othole Memorial Airport is a 6/24 asphalt runway (4,807 ft by 50 ft) with aircraft operations for general aviation aircraft operations. Owned by the Pueblo of Zuni. The newest airport opened in May 2017.

Other regional airports around McKinley County, include:

- » Window Rock Airport is 13/31 asphalt runway (7,000 ft by 75 ft) with aircraft operations for air taxi and general aviation. Owned by the Navajo Nation.
- » Grants-Milan Municipal Airport is a 6/24 asphalt runway (7,172 ft by 75 ft) with aircraft operations for air taxi and general aviation. Owned by the City of Grants.



Infrastructure & Facilities Policies & Strategies

For purposes of this plan, we will discuss the need for infrastructure in terms of basic, needed, and strategic infrastructure as defined as:


- Basic infrastructure includes infrastructure like access to clean water, power, telephone, etc.
- Needed infrastructure includes water systems, wastewater, utilities, all-weather roads, telecommunications, internet, drainage, etc.
- Strategic infrastructure includes highways, rail, broadband, energy production, etc.

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

The planning and implementation process for the development of this comprehensive plan creates an opportunity for citizens to not only recognize current and emerging initiatives, but to also become active members of their respective communities by advocating and supporting local projects and programs (i.e. ROWs). Encouraging the public to become involved could potentially inspire local leaders to take interest and concern with issues that require full cooperation and support. In this era of time where federal coffers are either cut or reduced, it is vital more than ever for local agencies and governments to start sharing information, resources and provisions to effectively meet the needs of the people.

Citizens and community leaders have the energy and understanding to recommend implementation actions and practices that best serve their respective populations. Navajo Chapters and municipalities have created their own ideas and strategies for transportation, infrastructure and land use. To change this, attune the “not my problem” mindset with “how can we help” mindset. Input from public workshops stressed the importance of anchoring and strengthening intergovernmental relations to oblige the 4Cs. Through facilitated public workshops and listening sessions, suggestions and recommendations were stated by local experts, community members and some tribal leaderships with regards to how this comprehensive plan should be developed and executed once adopted by the County Commission. Further discussions are still needed to identify in-depth opportunities and coordinating strategies for policies and local projects. Intergovernmental cooperation between all local and regional governances is crucial to addressing issues and stressing collaborative regional planning.



The background image shows a building with a prominent tower and an American flag flying on a tall pole. The scene is set against a clear blue sky. The foreground features a paved area and some landscaping, including a small tree and a person walking in the distance.

Infrastructure & Facilities Goal

Proactively build partnerships that place a high priority on planning, funding, and constructing essential community-driven infrastructure in service to County residents and maximize and optimize County facilities and space

IF-1: Intergovernmental Approach

To counter local socioeconomic challenges, the County is concerned with (a) identifying assets and resources, and (b) understanding process and procedures that are aimed at completing much needed projects. The idea is to plan for economies of scale as a strategy that gears towards improving the overall quality of life for all citizens and local communities.

IF-1.1: Promote the 4C's to meet local needs by promoting cost-sharing initiatives for planning, designing and construction of projects, such as encourage Intergovernmental Agreements (IGAs) for shared investments, resources, support, and services.

IF-1.2: Hold annual government-to-government listening sessions with Pueblo of Zuni, City of Gallup, and Navajo Nation to discuss and review basic, needed, and strategic infrastructure.

IF-2: Catalytic Projects

Use strategic infrastructure projects as a catalyst for community development and strategic infrastructure improvements and opportunities such as water supply, roads, and power including expanded services for rural communities. Example projects include:

IF-2.1: Navajo-Gallup Water Supply Project

- Plan, design and build ready to connect distribution systems for County water associations.
- Continue value planning and engineering for other systems that might be connected outside the project service area.

IF-2.2: US 491 Four-Laning Project

- Work to support Navajo Chapter and their CLUPs to build road connections and develop economic and community development along this valuable corridor.
- Continue to work with Chapter and NMDOT on warranted safety upgrades.

IF-2.3: Carbon Coal Road

- Work with economic development partners to plan and implement economic development projects along this corridor.

IF-2.3: Allison Corridor Project

- Formulate, integrate, and coordinate economic development projects with this project build-out.

IF-3: Stewardship

Ensure the cost-effective maintenance of County infrastructure assets in good order.

IF-3.1: Identification of maintenance and operations responsibilities pertaining to infrastructure investment.

IF-3.2: Enacting a preventive maintenance program for County facilities.

IF-3.3: Establishment of a dedicated source of revenue for assured system upkeep and preventive maintenance.

IF-3.4: Augmenting staffing capacity and intra- and inter-governmental collaboration by investing in software for a) investment management and grantsmanship and b) overall project and planning management.

F-3.5: Review cost benefit of commissioning services for new facility construction.

IF-4: Energy Efficiency & Conservation

Continue to utilize and define projects from the 2012 investment grade facility audits completed to evaluate and enact energy conservation measures and guaranteed energy efficiency measures (GEEM's) at County facilities to reduce energy and water cost savings and use.



IF-5: Special Projects Office

Implement a special projects office and hire a coordinator under County Manager direction.

IF-6: Infrastructure Capital Improvement Plan (ICIP)

Actively manage, prioritize, and track performance of the County's Infrastructure Capital Improvement Plan (ICIP) as the County's strategic priority and investment plan, roads, and power including expanded services for rural communities.

IF-6.1: Develop a strategy of how to prioritize this planning document that ties into the County budgeting process and incorporates regional projects, prioritizes projects by readiness from shovel-ready, shelf-ready, development project, and parking lots conceptual ideas.

IF-7: Annual Planning & Financing Cycle

Enact a year-round infrastructure planning and financing cycle to plan, vet, apply, and fund projects.

IF-7.1: Create a one-year action work plan to target projects and project phases to programs like NM Finance Authority, Tribal Infrastructure Fund, Community Development Block Grants, etc.

IF-7.2: Develop a real-time platform to track success and project status.

IF-8: State and Federal Grant Programs

The County should continue to advocate through its State and National Associations for the continuation and increased funding for programs like the US Department of Housing & Urban Development's (HUD) Community Development Block Grant (CDBG) program, US Department of Commerce's Economic Development Administration grant programs, and many others that provide critical funds for projects.

IF-8.1: The County should align targets to back to its ICIP and become efficient in grant and project management to maximize its opportunities for grant funding.

IF-9: Master Planning

Finance master site and infrastructure improvement plans for major economic and housing targets, for example using NMFA Planning Grant for industrial site master planning.

IF-9.1: Work closer with Federal and State land agencies to

- Host an annual meetings to understand priorities, plans, projects, and possibilities,
- Consider on a case-by-case basis becoming a cooperating agency on National Environmental Protection Act (NEPA) projects, which entails staff time and financial commitments,
- Consider coordination as defined under the Federal Land Policy and Management Act of 1976 (FLPMA) or the National Forest Management Act (NFMA), and/or
- Develop joint planning agreements with State or Federal agencies, e.g. State Land Office offer on lands near rail assets.

IF-10: Facility Usage Efficiency

Continue to regionalize services in planned new facility construction and infrastructure development and efficiently utilize current office and facility space. All new construction projects should be designed efficiently and based a space utilization plan.

IF-11: Broadband Planning

Initiate a private-public-tribal partnership to develop a county-wide broadband and telecommunications plan with schools, public safety, economic development, and other stakeholders and partner with providers to support State and Federal grants to build up broadband infrastructure.

IF-12: Brownfields

Continue to utilize this program to evaluate sites and buildings for re-use including economic development, housing, public facilities, and adaptive re-use.



Economic Development

The people of McKinley County and their leadership recognize the importance of economic development. Economic development increases the tax base allowing the County to provide better services, and it also improves the lives of the residents who live here. The County still experiences some of the lowest income levels and highest unemployment rates in the United States. Despite significant efforts and investments, the County's tax base has eroded over the past several decades. The County also experienced an impact from the national recession, which continued as State and Federal funding declined over the last decade. Since 2015, the County's economic profile has stabilized and shows some positive upticks in personal income, per capita income, and wages and salaries. The County continues to experience population losses and a jobs gap between available employment and working age residents. A major concern is the current downturn in coal industry, including regional power plants, associated mines, and support businesses. This downturn has already strained the tax base and forced the County and its partners into some real strategic planning, focus on diversification, and recognition of the large base job providers.

Economic Development

The City of Gallup is the County seat and only incorporated municipality in McKinley County, serving as the County's commercial center. The County has pockets of development that serve its many tribal communities, subdivisions, other semi-urbanized areas, water associations, and other organized entities. The Gallup Micro-politan Statistical Area (Gallup MSA) is relatively stable, due in large part to the strong presence of governmental institutions and programs, as well as robust retail sales and services meeting the needs of over 100,000 people in northwestern New Mexico and northeastern Arizona. Major industries in the area include retail services, government, mining, refining/energy production, healthcare and Native American jewelry production.

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

McKinley County is one of the poorest counties in New Mexico. According to the US Census Bureau, the percentage of County residents below the poverty level continues to hover near 40%. A serious job gap exists between working age residents and available jobs.

The area's once strong economic engines of mining and farming/ranching have been in decline overall since the 1970's. Mining employment has been on a steady decline since the 2009 closure of Chevron's McKinley Mine north of Gallup and more recent

with the bankruptcy of Peabody Energy and significant downsizing at Lee Ranch mine in rural McKinley County.

In summary, the past thirty years has seen an overall decline in the economic health of McKinley County. Since 2015, population growth has dipped due in some part to outmigration, which could be due to the jobs and skills gap. Several major employers report high-paying jobs go unfilled due to this skills gap. As indicated by its ongoing high rate of unemployment, the County is struggling to create jobs for its residents and workforce pipelines to fill existing jobs.

McKinley County leadership recognizes external threats to several of its major taxpayers that could disrupt County revenues. These impending impacts coupled with State and Federal policies (e.g. hold harmless) and unfunded mandates (e.g. jail detention costs), McKinley County faces two short-term options: support, expand, and diversify its tax base or cut essential services. Recently, McKinley County has been proactive to grow its economy by providing business incentives to a manufacturing firm and several solar production facilities. The County is working with local and tribal economic development organizations to advocate for additional tools, such as rural Infrastructure tax credits, a public-private partnership law, and other innovative programs for speculative buildings. McKinley County is interested in implementing economic strategies to attract manufacturing, warehousing, transportation/logistics, energy, construction and other economic-base industrial activities to promote economic growth. The County has spearheaded economic development planning to create commercial and industrial hubs in areas positioned for development.

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

In the 1990's, Gallup and McKinley County were leaders in early telecommunications infrastructure opportunities but has fallen behind the national curve in terms of broadband availability, access, and redundancy. Telecommunications expansion into rural communities has been slow, but more recently emerging enterprises like Sacred Wind Communications and Continental Divide Electric Cooperative have



been welcomed providers. State of the art broadband access and connectivity is essential to business recruitment these days and can also help grow all businesses, including home-based/location-neutral enterprises.

Large infrastructure improvements such as the Navajo-Gallup Water Supply Project and the four-laning of US Highway 491 provide both short-term employment in construction jobs and long-term capacity for economic development and sustained population growth. McKinley County is currently implementing the Four Corners Inter-modal Transloading Equinox (4CITE) master plan in the design and build-out of Carbon Coal Road and US491 intersection to bring an industrial corridor for the Gallup Energy Logistics Park. McKinley County has created a special authority to retain McKinley Paper, decommission and re-purpose Tri-State assets, design the Prewitt Industrial Park, and complete the Prewitt-Milan Transportation Master Plan.

Economic Development Conditions and Issues

As discussed in some detail in the socioeconomic section of this plan, there are many opportunities as well as substantial problems with economic growth in McKinley County. Poverty and unemployment in McKinley County are particularly serious concerns. Issues which may affect economic development potential in McKinley County are related to lack of private land, checkerboard nature of land, and jurisdictional systems that oversee land use. These issues are “structural” in nature and beyond the responsibility and ability of County officials and staff to address.

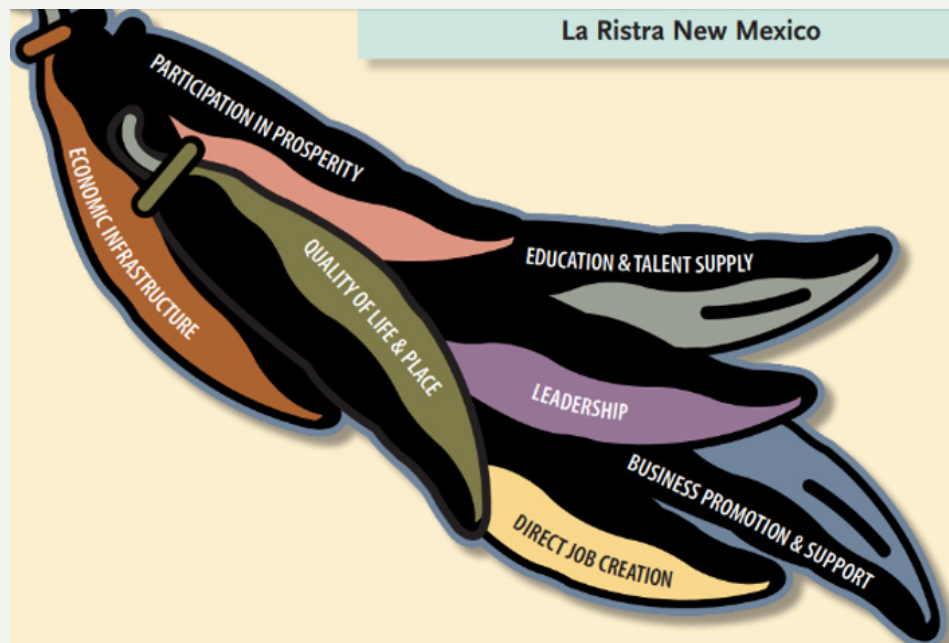


Figure 4.4.1: Goals from NWNM Comprehensive Economic Development Strategy

The Comprehensive Economic Development Strategy (CEDS), developed and managed by Northwest New Mexico Council of Governments, provides an overall plan for economic development for McKinley County as well as the other counties in the region. The La Ristra Northwest strategy focus in around three main visions:

1. **People** – growing individual and household prosperity;
2. **Community** – Creating great places to live, work, play and stay;
3. **Jobs & Enterprise** – putting the region's workforce to work that umbrella the following goals:

- Goal 1: Participation in Prosperity
- Goal 2: Education & Talent Supply
- Goal 3: Leadership
- Goal 4: Quality of Life & Place
- Goal 5: Economic Infrastructure
- Goal 6: Business Promotion & Support
- Goal 7: Direct Job Creation

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

Broadband

- » A key obstacle that cut across all the elements in this Comprehensive Plan relate to access, available, affordable, and redundant broadband.

Inter-governmental Cooperation

- » Transform our multi-jurisdictional composition into an asset of cooperation.
- » McKinley County can and should act to bring various economic development partners to a common table to plan and implement strategies, programs, and projects.
- » Invest where we can, now for the greatest return – e.g. IRS-designated Opportunity Zones.

Workforce

- » The International Economic Development Council (IEDC) states that workforce development is quickly outpacing other factors in its importance to compete globally for jobs and businesses.
- » Communities that are growing in the Southwest are changing the paradigm, whereby talented workers are moving to places they want to live (e.g. Phoenix and Denver) and companies are moving operations to harness this talent.
- » Many high-paying jobs remain unfilled due to skills gap in the County; need for developing and implementing an education and training career pathway system that produces trained workforce with life skills that is ready and available to work.



Limited Job Opportunities

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

Housing Shortage

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

Business Climate

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

Land Requirements

- » Some lands designated for industrial development have physical constraints, lack infrastructure, environmental concerns and have “structural” land issues as described above.
- » Need to prioritize resources and focus to create assets on lands that are positioned for development and in demand by the private sector.

Tax Base

- » McKinley County needs to protect, sustain, and diversify its current tax base, including embracing business, retention, and expansion (BR&E) strategies and building clusters like in Prewitt. More economic development in the off-reservation unincorporated County area is also desired.

Economic Development within Navajo communities

- » Since Navajo communities are a major part of McKinley County, there is a desire to assist in their economic development when possible. For example, County roads are a major factor supporting economic development in rural areas.
- » Navajo Nation Division of Economic Development has several programs and key assets (e.g. Church Rock Industrial Park and Fort Wingate Depot) that offer ready-built opportunities for recruitment.

Micro-enterprise

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

Top Employers in McKinley County - 2019		
Business	Industry Sector	Employees
Gallup-McKinley County Schools	Education	1,992
Gallup Indian Medical Center	Medical	1,692
Wal-Mart	Retail	530
Rehoboth McKinley Christian Hospital	Medical	506
City of Gallup	Government	390
Bureau of Indian Affairs	Government	323
Navajo Nation Gaming Enterprise	Retail	300
University of New Mexico - Gallup	Education	266
Zuni Public School District	Education	261
McKinley County	Government	255
Peabody Energy (Lee Ranch / El Segundo Mines)	Energy	240
Marathon Petroleum Refinery (Jamestown)	Energy	213
Bio Pappel / McKinley Paper (Prewitt)	Manufacturing	129
Tri-State Escalante Generating Station (Prewitt)	Energy	117
BNSF Railway Company	Transportation / Logistics	50
Sacred Wind Communication	Telecommunications	44
El Paso Natural Gas Company	Energy	23
Continental Divide Electric Co-op	Utilities	15

Table 4.4.1: 2019 Top Employers in McKinley County. Source: Greater Gallup Economic Development Corporation



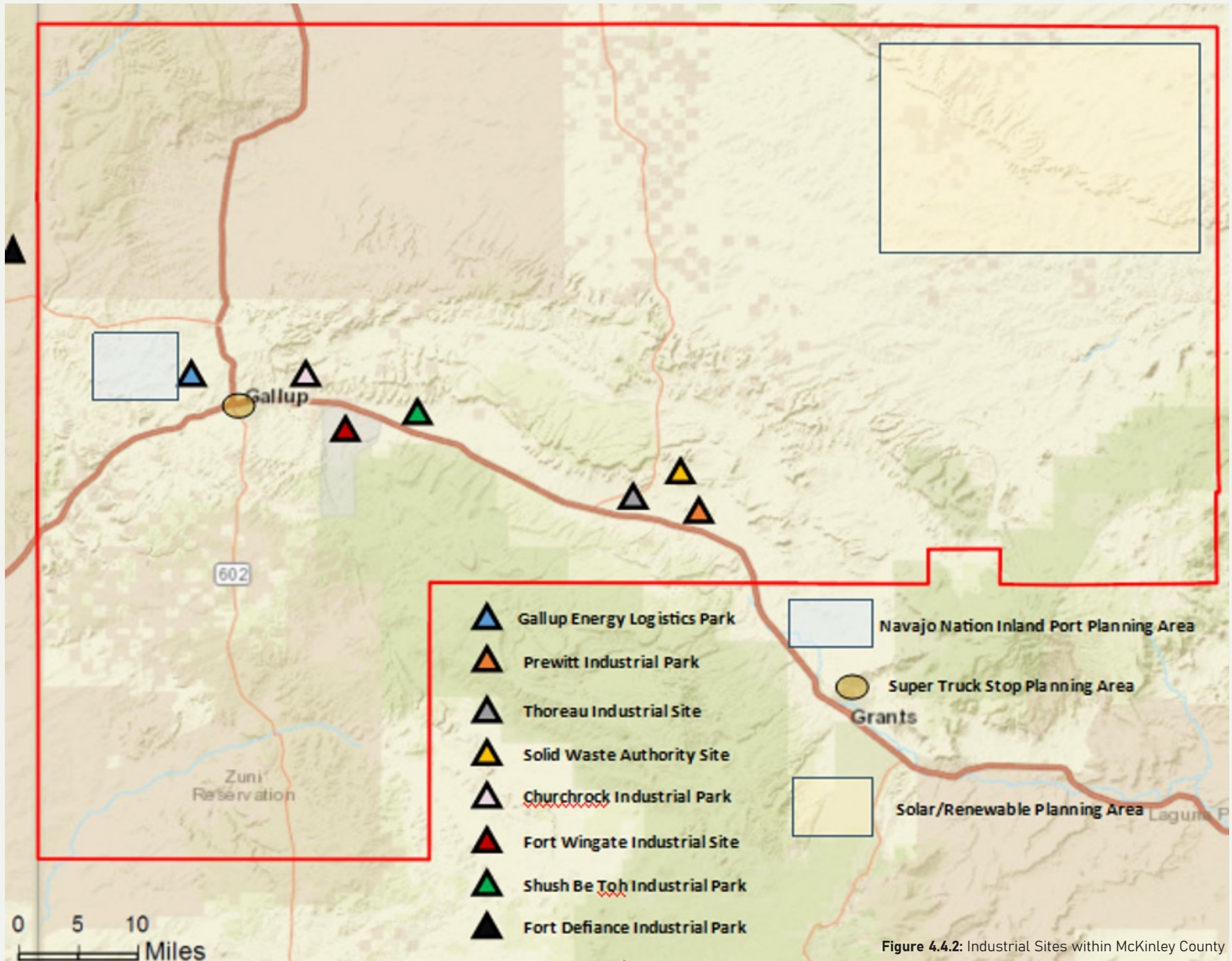


Figure 4.4.2: Industrial Sites within McKinley County





Economic Development Goal

It shall be the goal of McKinley County to promote and support the expansion of economic opportunity; to stabilize, expand, and diversify the County tax base; and to strengthen the economic resiliency of county citizens and families.



Economic Development Policies & Strategies

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

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

ED-1: Local Economic Development Act Plan

Maintain, periodically update and utilize a local Economic Development Plan in conformance with the provisions of the Local Economic Development Act (LEDA), which shall include a menu of incentives and other benefits and investments that the County Commission may authorize on a case-by-case basis for economic development activities and projects.

ED-1.1: McKinley County should link incentives to companies that hire local and support the workforce training pipeline.

ED-2: Economic Development Fund

Establish a local Economic Development Fund, to which allocations may be made periodically at the discretion of the County Commission in accordance with available budget, for which a protocol shall be in place to guide utilization of the Fund, and which may be tapped for County contributions to and/or investments in specific economic activities and projects.

ED-2.1: Funding can be directed for a speculative (spec) building program to better position the County for potential recruitment opportunities.

ED-2.2: This fund can be used to build out shovel-ready sites and industrial parks.

ED-3: Inter-Agency Cooperation

Participate with other local public and private entities in economic development activities and projects as appropriate to the interests of the citizens of McKinley County, and promote economic development in the County through various programs that are integrated and set in a regional, intergovernmental context.

ED-3.1: Partnership with the Greater Gallup Economic Development Corporation (GGEDC), which offers a focus on economic-base business and industrial attraction in the region, including management of a professional economic development website and several economic development professionals that are certified by the International Economic Development Council (IEDC).

ED-3.2: Coordination with and participation in the Comprehensive Economic Development Strategy (CEDS) plans as managed respectively by Northwest New Mexico Council of Governments and the Navajo Nation.

ED-3.3: Working with the Navajo Nation, Navajo Chapters in McKinley County, and the Zuni Pueblo to jointly promote economic development consistent with the goals and policies of this plan.

ED-4: Local Priorities

Select economic development priorities that are most appropriate in McKinley County.

ED-4.1: select, prioritize and promote projects and businesses in conformance with criteria in the regional CEDS, such as target industries appropriate to the County and potential for expansion, e.g.:

- Expansion in the Gallup and County retail sector;
- Tourism development, especially with Adventure Gallup & Beyond initiatives and State Outdoor Recreation division under NMEDD;
- Industrial park development and recruitment;
- Regional storage/logistics/distribution hub development;
- Home-based businesses in all communities;
- Cottage industries, and arts and crafts cooperatives;
- Manufacturing niche/target industrial sectors for medicines, medical equipment, and possibly manufacturing involving hazardous materials for which a large unpopulated land area is required for safety, such as at the Ft. Wingate Army Depot production, consistent with its history; and
- Manufacturing activities with low water demands.



ED-5: Unique Assets

Recognize and take advantage of McKinley County's physical and cultural characteristics to attract tourism growth.

ED-5.1: Support of efforts of the Gallup Tourism Department, Gallup-McKinley County Chamber of Commerce and other governmental and non-profit entities in the region to develop a central tourism station clearinghouse that offers tourists "one-stop shopping" for hotels, tours, events and other arrangements.

- The central station would book reservations and ensure that they are available when tourists arrived. Tourism should be packaged and easily enable tourists to gain an authentic cultural experience.

ED-5.2: Coordination with the area organizations and other business and tourism promoters to advance:

- Navajo and Zuni tourism;

- "Step-on" guide service for Navajo and Zuni tourism as a possible niche for the area;
- Adventure Gallup and Beyond initiatives.

ED-5.3: Support for efforts of the area organizations to distribute information to the public in support of tourism and economic growth, including:

- Creation of a rapid response team to respond to leads and inquiries about relocation to McKinley;
- Development of up-to-date community profiles.

ED-6: Workforce

Recognize and understand the need for true workforce development in McKinley County and develop mechanisms to develop a well-round workforce.

ED-6.1: Continue partnership through Gallup Executive Directors' Alliance to encourage members to improve the connection between education, workforce development, and economic targets, including participation in the Greater Gallup Economic Development Corporation new workforce program build a better pipeline for government sector workers and with Leadership McKinley to train the next generation of leaders.

ED-6.2: Utilize State and Federal trends, including the Energy Transition Act and Assistance to Coal Communities to transition and re-train skilled but displaced workers.

ED-7: Housing Development

Encourage housing development as a means of both job creation and meeting critical local needs.

ED-7.1: Participation in a public/private effort to promote an integrated, seamless housing industry serving McKinley County residents

ED-7.2: Encouragement of high-quality, affordable and environmentally sensitive "green architecture"

ED-7.3: Expansion of the modular home industry in McKinley County

ED-7.4: Collaboration with the City of Gallup to evaluate whether incentives are needed for developers to build housing in the City of Gallup and McKinley County.

ED-8: Land Development

Promote land that is available, planned, and desired for new industrial development, especially focused and targeted in the IRS-designated opportunity zones.

ED-8.1: In order to increase the County tax base, promote development on private fee land in the City of Gallup and on those lands in unincorporated McKinley County that are subject to County taxation.

ED-8.2: Prioritize economic development in metro areas, where full access to utilities and transportation facilities exist, before encouraging development on undisturbed lands in unincorporated rural areas of the County.

ED-8.3: Promote economic development activities on available lands in

unincorporated areas of the County (e.g. Prewitt Industrial Park and Solid Waste Authority site).

ED-8.4: Support development that is consistent with best fit industries with high returns of tax generation, job creation, high wages, limited environment impacts, and community context.

ED-8.5: Support economic development initiatives in tribal communities in McKinley County.



ED-9: Water Supply

Promote programs to build-out water distribution, supply, and systems that are and will be needed for economic development.

ED-9.1: Support for and coordination with the Navajo-Gallup Water Supply Project, including financial contributions to the City of Gallup's cost share of the Federal project, as a critical asset for sustained growth and development in County communities.

ED-9.2: Support for the Gallup Regional Water System as a mechanism for ensuring water supply in unincorporated County communities as a basis for economic development.

ED-9.3: Emphasis on business and industrial activities with low water demands.

ED-9.4: Support for water conservation activities and programs managed by local public and private entities.

ED-10: Energy Development

Promote environmentally sound energy development, including leveraging New Mexico's Energy Transition Act to provide off-ramps for historic power generation, sustain current businesses, and gear-up for future opportunities.

ED-10.1: Promotion of wind, solar, geothermal, and other renewable energy development.

ED-10.2: Support for resource development if mining, drilling operations and reclamation meet state and federal environmental standards.

ED-10.3: Advocacy for local employment for large environmental cleanup projects, whether related to land mines and mills, Superfund and Brownfield sites, or Fort Wingate restoration work.

ED-12: Micro-enterprise

Encourage small entrepreneurs to develop new economic activities.

ED-12.1: Adoption and implementation of the Ernesto Sirolli model of Enterprise Facilitation and/or Wealthworks model of Building Value Chains to develop markets and to motivate and coordinate local producers and local sellers.

ED-12.2: Promotion of micro-lending programs, particularly targeting groups who have traditionally been discouraged from engaging in commercial ventures.

ED-12.3: Financial literacy training for County residents, including education on debt, credit and accounting to discourage reliance on payday loans and reduce the high rate of individual indebtedness and bad credit.

ED-11: Agricultural Use

Promote the restoration, continuation, and further development of local agricultural traditions.

ED-11.1: Promotion of livestock ranching and grazing as a traditional economic activity in most areas of the County, recognizing the modern need for supplemental economic activities for families engaged in ranching.

ED-11.2: Support for forest management of national forest lands where tree harvesting is limited to minimize environmental damage, to adequately thin forest growth and to leave watersheds undamaged, including projects like Bluewater and Zuni Mountains Forest Landscape Restoration Projects and trail building.

ED-11.3: Support for and cooperation with agricultural extension activities that appropriate in McKinley County and that conserve the land.

ED-13: Families Economic Security & Asset Building

Support programs managed locally by public and private entities that focus on economic well-being and asset development in County households, such as special-purpose savings accounts, financial literacy and asset protection from predatory lending practices.

ED-13: Outdoor Recreation

The County is very invested in using outdoor recreation including trails, amenities, and venues to drive and diversify the economic, improve health outcomes, and better quality-of-life for all residents. Federal lands should take this Comprehensive Plan and this overarching goal into consideration with all NEPA reviews and proposed projects that might have a negative impact on this overarching goal.



ED-14: Leveraging

Leverage regional, state, and federal resources that can benefit the County's economic development strategy. Strategies may include working with the State Legislature, the Governor and the Economic Development Department to increase economic development resources and support to communities in McKinley County.

ED-12.1: Broadband: bringing together a public-private-tribal partnership to access broadband needs and development strategies, especially for economic sites and other community anchors (schools, centers, health, government, emergency, etc.).

ED-12.2: Opportunity Zones: focus efforts, development, marketing, and financing on sites within IRS-designated opportunity zones with support from local, tribal, and State economic development organizations, investors, and private sector partners.

ED-12.3: Certified Sites: focus on planning and development efforts to increase the number, size, and readiness of certified sites, including but limited to Red Mesa Business Park in Prewitt.

ED-12.4: Spec-building program: research models from around the country and consult with State agencies on developing a program that can be deployed in McKinley County. This could include a virtual spec-building program with three-dimensional build-outs, including real design options on actual site parcels, costs, clearance processes, and timelines for developers to use.

Economic Development Metrics that can be tracked:

- Economic Sites (e.g. Industrial Parks) and Buildings
- Acres available for development
- Number of Certified Sites (e.g. BNSF, State, etc.)
- Public investment (both direct and leveraged County funds and funding administered via County)
- Leveraged investment (private and other investments made based on public investment)
- Direct job creation, including wage scale of those jobs and % locally filled

Economic Development Examples of Achievements

- » Adoption of a Local Economic Development Act ordinance to allow for tax and funding incentives for base jobs and updated in 2014
- » Creation of a local economic incentive package and application
- » Formation of the Smart Growth Commission to review applications
- » Partnership re-use planning of Pittsburg & Midway (P&M) Chevron Mine
- » Investment into the Courthouse Square and creation of the Gallup BID as a tool for reinvestment into downtown Gallup
- » Support of major infrastructure projects, e.g. Navajo Gallup Water Supply Project,

US491, and County Road #1

- » Partnership in the NWNM Brownfields coalition to assess, cleanup, and re-use properties
- » Nomination of Pueblo of Zuni as first tribal MainStreet program in the country
- » Designation of Downtown Gallup as both a MainStreet and Arts & Cultural District
- » Upgrade of Navajo Technical College to a full-blown university
- » Designation of High Desert Trail System as a National Recreational Trail
- » Completion of the sale of 26,000 acres from Gamerco & Associates to Gallup Land Partners
- » Announcement of \$1B uranium mine cleanup for the Navajo Nation
- » Creation of Greater Gallup Economic Development, a non-profit, private organization, which is now staffed by IEDC certified economic developers
- » Development of a Business Recruitment & Expansion (BRE) program by Greater Gallup Economic Development Corporation
- » Investment in rail build-out at the Gallup Energy Logistics Park
- » Designation of Gallup Energy Logistics Park as a Burlington Northern-Santa Fe (BNSF) Certified Site
- » Zuni Mountains Trail System, a 200+ miles of non-motorized, multi-use trail
- » Partnership on Standard Solar, Inc. builds a 9.8-MW solar farm in Gallup
- » Land transfer lands associated with Fort Wingate Depot from the Department of Defense back to Navajo Nation and Pueblo of Zuni
- » Award of EDA and other investments to Navajo Technical University to build a Metrology and Materials Testing Center
- » Partnership on locating Rhino Health LLC with plans to invest more than \$49 million and create 350 jobs producing nitrile gloves in Churchrock
- » Announcement of new hotel in Crownpoint
- » Work to certify, recruit investment, and market three qualified opportunity zones in the County
- » Completion of a number of plans including:
 - Economic Site Planning through NM Finance Authority for several sites including Gallup Energy Logistics Park (GELP).
 - Navajo Nation and County Inland Port Analysis two studies to investigate the feasibility of developing an inland port.
 - Four Corners Inter-modal Transloading Equinox (4CITE) to plan transportation upgrades for GELP and Navajo Inland Port.
 - Regional Economic Assessment & Strategy for the Coal Impacted Four Corners Region to research market opportunities to stabilize and diversify the regional economy based on coal value chain declines.
 - Prewitt Area Industrial Cluster an outgrowth the Regional Assessment, this site master plan and supporting documents drill down into the potential of building an industrial park in Prewitt.
 - Freight-Related Economic Development Opportunity Study a study by the NM Department of Transportation to assess feasibility of locating super truck centers in New Mexico and recommendation of sites on Interstate 40.
 - Education to Employment – NM Pathways Project (Gallup-McKinley County) under a Kellogg Foundation grant, Innovate + Educate produced this report focusing on education and workforce recommendations. Two of biggest obstacles of training and employment for the County were childcare and transportation.



McKinley Opportunity Zones Map

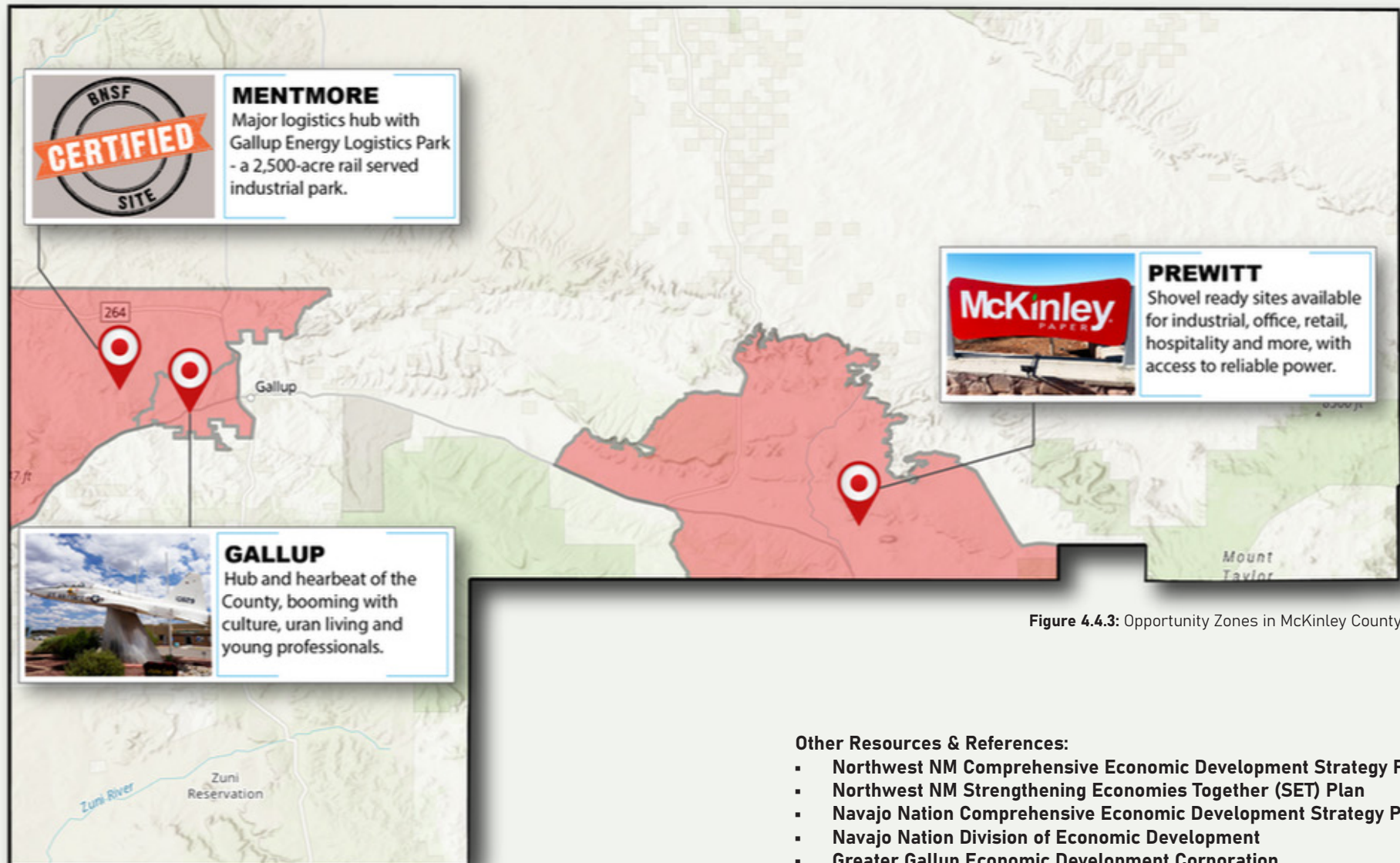


Figure 4.4.3: Opportunity Zones in McKinley County

Other Resources & References:

- Northwest NM Comprehensive Economic Development Strategy Plan
- Northwest NM Strengthening Economies Together (SET) Plan
- Navajo Nation Comprehensive Economic Development Strategy Plan
- Navajo Nation Division of Economic Development
- Greater Gallup Economic Development Corporation
- Gallup-McKinley County Chamber of Commerce
- Gallup. Real. True. Campaign
- New Mexico Economic Development
- New Mexico MainStreet
- New Mexico Opportunity Zones



Tourism

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

Interstate 40 brings thousands of travelers through the County every day. The attractions of scenic beauty, authentic arts & crafts, experiential cultural opportunities, and outdoor enjoyment cause many to stop and spend in the County. The tourism challenge is to entice tourists not just to stop but make this a destination and to extend the stay for meaningful vacationing experiences. Our region must provide seamless transitions, positive customer interactions, and authentic experiences that leave lasting memories in the traveler.

Tourism Overview

The Tourism Element provides a comprehensive look at all the region's destination assets and areas of potential economic growth. The tourism industry is a major contributor to the State and regional economic base. According to the State Tourism Department, in 2018, NM marked its sixth consecutive year of growth in visitation, with more than 35.4 million trips in 2017, a 3% increase from 2016.

A firm, interconnected relationship between the Tourism, Economic Development and Intergovernmental Relations Elements are expected and encouraged. Guidance should be solicited from tribal leadership regarding appropriate and culturally-sensitive promotion of local events, shopping and sight-seeing locations with honor and respect. Enriching tourism experience creates synergism, not competition, among local jurisdictions. Expanding the County's share of revenues increases local economic success.

Previous Recommendations for Tourism

- » **Stay on Course:** Maintain, enhance, and replicate tourism efforts and initiatives. The County affords the greatest asset for tourism promotion. Cultural, scenic, and historical features of the County are widespread, varied and appealing. Native American traditions that are publicly celebrated should be promoted as a means for visitors nationwide to understand and enjoy our cultural continuums. World class trails and outdoor adventures abound. The County needs to help maintain these assets and increase beautification and trash eradication projects.
- » **Funding:** Collaborate with the Gallup-McKinley County Chamber of Commerce, Region I Tourism Board, the State of New Mexico and the Northwest New Mexico Council of Governments in prioritizing and working together on tourism promotions, to allow for the best allocation of available funding.

- » **Prepare for Growth:** Support the expansion of civic facilities and hospitality accommodations to support and enhance future tourism growth.

Tourism Conditions and Issues

McKinley County region is a premier year-round recreational destination. New Mexico State Legislative recognized Gallup as the "Adventure Capital of New Mexico" in 2012. Tourism, particularly in the Native American arts and crafts sector brings numerous visitors the County to enjoy its culture, history and the region's geographical features. The City of Gallup has direct access to I-40 as well as other transportation services (e.g. rail, bus, aviation).

With improving domestic economy, families have more disposable income for outings and vacations. In New Mexico, visitor spending has been steadily increasing across all tourism-related sectors, culminating in a total increase of 3.2% since 2016. Since 2011, tourism-related spending has increased by over \$1.1B, or 20.3%. Tourism spending totaled over \$6.6 billion in 2017, an all-time high.

Visitor spending in New Mexico

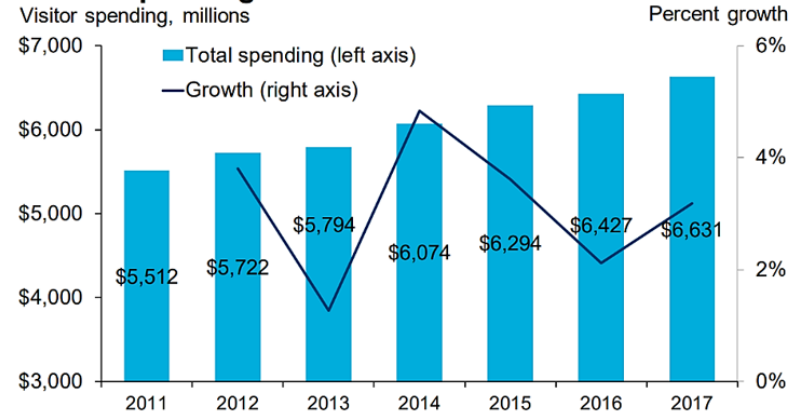


Figure 4.5.1: Visitor Spending in New Mexico. Source: Longwoods International, Tourism Economics

Gallup has historically been recognized as this region's economic engine in attracting visitors for its annual tourism activities and event programs, such as the Gallup Indian Inter-Tribal Ceremonial, Red Rock Balloon Rally, National Junior High Rodeo Championships, Lions Club Rodeo, and many more. McKinley County has implemented strategies to expand its tourism program as part of an overall goal to improve local economic opportunities and to improve the quality of life for county citizens. Today, the challenge is inviting tourists to stay longer than just a quick stop, but to extend their stay for a more meaningful vacationing experience, as that of the historic Trading Post-era or the Fred Harvey-era that put Gallup and McKinley County on the world map [Section 6 — History]. In previous comprehensive plans, planning for tourism was a priority that explored prospects for extending tourism attraction throughout the county while retaining Gallup's catchment of visitor expenditures.



Proposals are set on promoting regional day trips, expeditions, outdoor recreation that will keep tourists in the county longer.

Through community development initiatives, McKinley County help commence the Adventure Gallup and Beyond (AGB) that promotes outdoor recreation in the Gallup-area. This concept emerged from the 1999 Comprehensive Economic Development Strategy (CEDS) report, a concept that highlights this region's economic development opportunities as an adventure tourist destination, similar to Moab, Utah. The following are the top recreational opportunities in this region:

Bi-County Fairgrounds

Located in Prewitt, the former Ceremonial grandstand provides the backdrop for the annual Bi-County Fair. The fair

High Desert Trail Systems

This 26-mile trail system has offered some renowned recreational events, such as the Dusk 'til Dawn and the Squash Blossom Classic mountain bike races. In 2012, the trail was designated to be part of the U.S. Department of the Interior's National Recreational Trails program.

Zuni Mountains Trail System

Currently in progress to extend trail systems from 26-miles to over 200-miles, basically connecting the Gallup-area trails to the Grants-area trails, offering multi-use, non-motorized single-track trails for hikers, mountain-bikers, horseback-riders, and winter users. Also recognized by national outfitter REI Co-op's Mountain Bike Trails (MTB) Project. The Zuni Mountain Trail System is part of the Cibola National Forest that extends from south central McKinley County to north central Cibola County. Promoting this area as prime outdoor recreational venue is top priority. Hospitality accommodations could be provided in both Gallup and Grants.

Four Corners GeoTourism Website

Regional partners and stakeholders and the National Geographic Society launched a website that supports and promotes the greater Four Corners region, where the states of New Mexico, Arizona, Utah and Colorado meet, creating a four-cornered point. The website is a significant marketing tool for the region, and it attracts many visitors to the region. Through this designation, regional partners created a map guide highlighting natural, historical, and cultural assets in the area.



Scenic Byways

McKinley County is involved in two scenic byway designations including Route 66 Scenic Byway and the Trail of the Ancients scenic byway with connections into neighboring Cibola County and Arizona – these designations help to emphasize the day-trip experience centered in McKinley County. El Morro, Chaco Canyon, Canyon De Chelly, Petrified National Park are some of the more popular destinations for sight-seeing.

Areas to Recreate:

Below is a Strava heat map that showcases places and the severity of use for hiking, biking, and recreating in McKinley County and the broader region. Areas that are being frequented by avid users and athletes from around the world are in and around Gallup including High Desert Trail System, Pueblo of Zuni, Zuni Mountains Trail System, Crownpoint, Chuska Mountains, El Morro/El Malpais National monuments, Mt. Taylor, and Chaco Canyon area.

GALLUP

RealTRUE



Figure 4.5.2: Gallup Real True Stock Photos, <https://galluprealtrue.com/>

Overall Visitor Experience:

Movoto Real Estate Blog's 6th most exciting place in New Mexico & USA Today's Top 10 great places to honor American Indian life

Authentic Adventures	World Renowned Arts & Crafts	Red & green Cuisine	Vibrant Downtown & Trade Center	Legendary History & Culture	Regional Crossroads
Adventure Capital of NM Legislature, 2011	100 Tradings Posts Travel & Leisure	50+ Local Restaurants	Gallup Main Street 2013, NMEDD	World Class Heritage Sites	Route 66 Byway National Designation
Ride Center International Mountain Biking Association	Gallup Arts & Cultural District 2014, NMEDD	Jamie Oliver's American Road Trip September 2012	Gallup Flea Market	Most Patriotic Small Town Rand McNally, 2013	Trail of the Ancients Byway State Designation
Red Rock Balloon Rally Second Largest in the World	Monthly Arts Crawl Top 10 in Southwest	Dinner: Impossible December 2006	Downtown Walking Tours	Gallup Veterans Memorial & Events	Gateway to the Four Corners National Geographic
Wrangler Rodeo National Junior High Championships	Buying Direct Local Artisans at Restaurants & Flea Market	Sammy C's Rockin Sports Pub 101 Best Sports Bars, CNN	El Morro Theater	Military History Navajo Code talkers Hershey Miyamura, CMOH	#1 Visitor Information (Manuelito) NMTD
National Mountain Biking Championship 2013 & 2014 Zuni Mountains	Big Wall Murals Top 25 in Nation	El Rancho Hotel, 49er Lounge Top 50 Bars, Esquire Magazine	Courthouse Square & Veterans' Memorial	Network of Museums	Northwest NM Visitor Center (Grants) Federal
High Desert Trail System National Recreation Trail, DOI	History of Art WPA Art / Mary Jane Colter Architecture	New Mexico Cuisine Done Gallup Style	Gallup Cultural Center and Train Station	Native American Feast Days Pow-wows and Ceremonials	Southwest Chief Stop Amtrak
Venues Abound ATV/OHV Park, Shooting Range, Bike Park, Dog Park, Mentmore Climbing Area	Native American Arts & Crafts Worldwide Sales	Green Chile Cheeseburger Trail 2 Restaurants, NMTD	Fire Rock Navajo Casino	Gallup Inter-Tribal Indian Ceremonial Oldest Cultural Event in NM	#1 Ancients Way Arts Trail 1st Regional Art Trails in NM, NM Arts
	Arts Incubator El Morro Annex / 2nd Street Studios	NM Ale Trail NM Beer & Wine served here		Nightly Indian Dances	Regional Sporting Events & Facilities
		Largest Indian Taco Guinness Book of World Records, 2011		Downtown History Makers	Climate & Altitude
				BNSF Heritage Community	

Table 4.4.1: Events, places and activities in McKinley County





Tourism Goal

Support regional & local tourism partners in place marketing and delivering on their brand promises to exceed visitor expectations, and continue to focus and lead on place making to provide venues and assets for site-doing and experiential tourism.

TO-1: Leave it to the Professionals

Support tourism organizations, tribal entities, hospitality businesses, and event organizers, and respect the complexity of this industry to allow the professionals to best market, promote, and serve tourists. Tourism has become a highly data-driven and specialized skill set.

TO-2: Promote Regional Collaboration

Continue to support local entities, businesses, events, and attractions to work together to offer packaged tours; provide life-changing experiences, and become a destination with longer stays in the County and region.

TO-2.1: Re-energizing the Regional Tourism Board (NWNM Region 1)

TO-2.3: coordinating with the new State Outdoor Recreation Division

TO-2.2: participating in a Regional Tourism Summit

TO-3: McKinley County is NM True

Exemplary customer service is important ethic to McKinley County as one of the largest employers. County staff and their families represent not only a significant portion of the population but also some of the best, brightest, and most knowledgeable residents that could be activated as brand ambassadors for visitors.

TO-3.1: Enrollment of County employees into hospitality training like the Chamber's "Arrival to Departure" program.

TO-3.3: Develop a "We are McKinley County" travel promotion for County staff to incentivize vacationing in your own backyard.

TO-3.2: Offer and coordinate experiential experiences to County staff to distribute knowledge of venues, assets, and attractions, e.g. Hike a local trail.

TO-4: Placemaking & Scaling

Continue to lead partnerships to develop tourism as a base economic driver and placemaking projects that meet the following: (1) benefit locals, including health and quality of life, (2) are sustainable, and (3) are scaled at a level that consistent with community desire, ability to service tourists, and ability for County to maintain. Balanced and sustainable tourism is an important ethic for the County and its residents to maintain our culture and values.

TO-4.1: Maintaining public facilities and spaces to make a good first impression and partnering on new civic facilities and hospitality accommodations are needed to improve tourist experiences and encourage longer stays.

- Improve the Bi-County Fairgrounds in Prewitt.

TO-4.2: Support new venues and assets, such the Coal Avenue Commons project, improvement on roads to our venues, build-out of the Zuni Mountains Trail System, and partnering with landowners and jurisdiction to expand trail connections, such as with Gallup Land Partners on the North side Trail System and connecting High Desert Trail System.

TO-4.3: Achieve endorsements for venues and assets as a promotional strategy, including applying for National Recreational Trail designation for the Zuni Mountains Trail System (McKinley County).

TO-4.4: TO-4.3: The County is very invested in using outdoor recreation including trails, amenities, and venues to drive and diversify the economic, improve health outcomes, and better quality-of-life for all residents. Federal lands should take this Comprehensive Plan and this overarching goal into consideration with all NEPA reviews and proposed projects that might have a negative impact on this overarching goal.



WealthWorks Value Chain – Adventure Tourism

A **WealthWorks Value Chain** is a network of people, business, organizations and agencies addressing a market opportunity to meet demand for specific products or services – advancing self-interest while building rooted local and regional wealth. Economic and community development goals tend to drive development practice. McKinley County has been activating this space since the Adventure Gallup concept was catalyzed by over 150 resident leaders (circa 2000). The time seems right to be more focused and intentional about building a local and regional value chain that creates wealth for more folks.

The following are examples of ways that the County and its partners have been very intentional and offers ideas on spreading this opportunity deeper and wider:

- » **Local Builders:** Expanding and continuing programs, employment opportunities, and workforce/life skills training for area youth to make an equitable wage and build and maintain venues and assets for the adventure tourism industry. Opportunities for trailhead building and heavy equipment operators through County Road Department or other workforce development programs.
- » **Local Capacity:** Develop and employ local trail planners, mappers, and designers to help communities and provide professional expertise in creating sustainable and long-lasting trails.
- » **Buy Local Products:** Figure out strategies to buy and build locally the fixtures, infrastructure, and signage needed, e.g. Gallup Trails (Bill Siebersma) developing USFS approved cattle guards or the Artist Installations on High Desert Trail System.
- » **Local Promotion:** utilize local graphic, content, design, and marketing firms to promote the area.
- » **Event Organizers:** promote and grow event organizers from the local area to take advantage of these venues and assets.
- » **Businesses:** support current businesses, expand, and grow new businesses around opportunities and markets demands, such as adventure guides/outfitters, events and timing, hospitality support businesses, food (jerky and trail mix), and others.
- » **Recreation Industry Suppliers & Manufacturers:** grow and attract outdoor recreation products manufacturers as the area becomes a mecca for outdoor adventure.
- » **Adding Experiences:** Coupling the adventure experience with local cultural opportunities to build out a very special experience.
- » **Building the Restoration Economy:** Continuing to landscape the Forest and develop businesses around the restoration economy that keeps our Forest healthy.
- » **Service Learning and Experiential Education:** Tying these opportunities into outdoor classroom opportunities to grow our next generation as knowledgeable caretakers of the land. McKinley County could be a location for adult and career classes, e.g. wildfire management, restoration, etc.

Tourism: Examples of Area Achievements

- » Designation of the “Trail of the Ancients-NM” byway (signage & kiosks);
- » Designation of the first regional New Mexico Arts Trail – “Ancient Way Arts Trail”
- » Partnered with National Geographic and the Four Corners to develop one of the few MapGuide projects in the world;
- » Built outdoor assets such as: Mentmore Rock, Gallup Shooting Range, Gallup ATV/OTV Park, High Desert Trail, Hilso Trailhead and McGaffey Trails, Red Rock Trails, Hogback Trails, Ramah Trails, etc.
- » Organized new events: Dawn Til Dusk, 24 Hours in Enchanted Forest, Squash Blossom Classic, Motocross events, Freedom Ride & Flight, etc.
- » Hosted the Junior High National Rodeo finals;
- » Partnered to open Manuelito Visitor’s Center – the highest visited center in New Mexico;
- » Proclaimed the “Adventure Capital of New Mexico” by State Legislature and rolled out branding campaign;
- » Built Fire Rock Navajo Casino and continued Gallup Inter-Tribal Indian Ceremonial;
- » Awarded National Recreation Trail designation for High Desert Trail System;
- » Produced a 200+ mile trail plan with US Forest Service and Cibola County for Zuni mountains, and currently building the project;
- » Host of the National 24-Hour Mountain Bike Race in McGaffey (2013-2014);
- » Chosen by the International Mountain Biking Association to present our model at World Summit (2012).
- » Completed a branding and marketing plan for the City of Gallup leading to the “Gallup.Real.True” campaign.
- » Establishment of the New Mexico True brand for the State and tag “Adventure that Feeds the Soul”.
- » Development of several new hotels in the Gallup area.
- » Investment and partnership in the Coal Avenue Commons creative placemaking project.

Other Supporting Documents & References:

- New Mexico Tourism
- Northwest New Mexico region
- Trail of the Ancients Byway
- Route 66 National Byway
- Ancient Way Arts Trail
- Gallup. Real. True
- Discover Navajo
- Experience Zuni
- Gallup Chamber of Commerce
- Gallup Marketing Plan 2016



Water

Ample sources of quality water for domestic, commercial, agricultural, and industrial uses are critical for every community, especially in the Southwestern United States. McKinley County jurisdictions have long recognized that growth will be constrained until an adequate water supply is obtained. For generations the acquisition and provision of a sustainable water supply at affordable cost has been discussed in the County. The Navajo-Gallup Water Supply Project offers a long-term, sustainable water supply for McKinley County. In 2009, the project was authorized for construction and is scheduled to be completed by 2024, and McKinley County is committing \$1M in matching funds to bring “real water, to real people, in real time”.

Water Overview

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

Historically, the more reliable and efficient source of water for County residents has been groundwater, which is the source for most municipal and domestic users in the region. With increased demand for additional water by communities in the region, the groundwater becomes taxed as more wells are added to the aquifer. These additional wells reduce the yield of water that can be produced by existing wells pumping water from the aquifer, reduce the effectiveness of the existing pumps, increase the demand for electricity and draw down the water table. “Groundwater mining” refers to the depletion of these aquifers without recharge. To combat hydrological predictions that the City was on the verge of not having enough water to meet peak demand, the City has aggressively pursued water alternatives like G-22 and focused intensely on water conservation. The City of Gallup, Navajo Nation Department of Water Resources, and many area water associations have developed Conservation Plans and Drought Management Plans to aggressively scale back water use.

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

After over 50 years of consultation, planning and development, the US Bureau of Reclamation is actively building out the NGWSP system and estimates that the project will be online in 2024. Upon completion of the overall project, the NGWSP

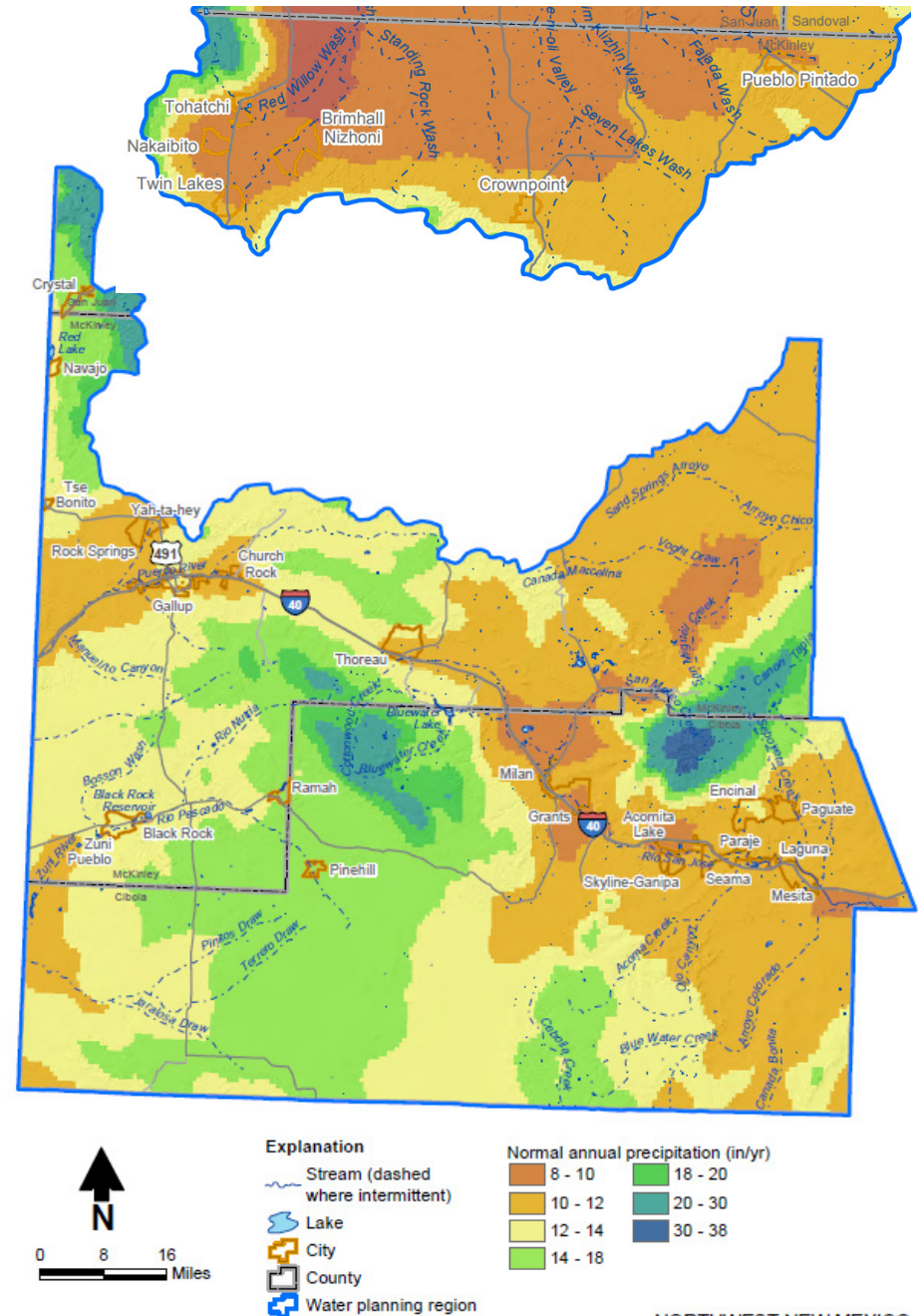


Figure 4.5.1: Average Annual Precipitation (1980 to 2010). Source: Northwest New Mexico Regional Water Plan, 2017

will convey about 37,000 acre-feet of water per year from the San Juan River to 43 Navajo Nation Chapters, the Jicarilla Apache Nation, and the Gallup area. In addition to providing water supply to Window Rock, rural Navajo communities in eastern McKinley and San Juan Counties, the Jicarilla Apache Nation, and the Shiprock Area, the NGWSP will have 7,500 acre-feet of capacity for the City of Gallup, and 10,000 acre-feet for the Navajo Nation Chapters in McKinley County.

NGWSP is the only viable option to provide renewable water supplies to Gallup and the surrounding Navajo communities. At a cost of about \$1 billion, project financing for construction will depend on substantial Federal funding, much of which is characterized as payment to the Navajo Nation under the San Juan River water rights settlement, and a portion of which will be repaid by the City of Gallup and other local entities in part with user fees, debt financing, and special taxation. McKinley County recently approved a Joint Powers Agreement with the City of Gallup to provide a dollar-for-dollar match up to \$35 million and Gallup voters approved enacting a special $\frac{1}{4}$ cent City gross receipts tax.

Previous Recommendations for Water:

The following are previously discussed and identified recommendations to improve water supply, quality and administration in McKinley County

- A. Long-term water supply: continue to support the construction and funding of Navajo-Gallup Water Supply Project (NGWSP); support County communities and their projects, and join a conjunctive use study taskforce to study in-situ leach mining potential effects on area aquifers.
- B. Regionalization: Promote a regional “Water Commons” approach to water planning and development
- C. System Development for Unincorporated communities: Institute County-wide planning and coordination of the water systems of water purveyors in the off-reservation unincorporated areas of the County.
- D. Conservation: Encourage water conservation to maintain adequate groundwater reserves and promote conservation measures that provide beneficial reduction in water use



Figure 4.5.2: Navajo Gallup Water Supply Project

Water Conditions and Issues

Across the County, both within and outside the NGWSP service area, the infrastructure that delivers water to residents needs upgrading and replacement. Many changes have occurred since the first installation of infrastructure within the County. A national movement to build-out rural utilities and water systems began around the 1970s in response to increased developments along major thoroughfares. Additionally, these systems are now experiencing the effects of aging and failing infrastructure that will soon need replacement and upgrades.

Extending domestic water service to the rural homes in the County without plumbing or access to public water distribution lines is critical. The Navajo Nation Department of Water Resources estimates that more than 30 percent of Navajo households require water hauling to meet their daily water needs. Distribution, storage, and treatment infrastructure (to meet current demands and to include new customers) is being planned by the Navajo Area Indian Health Service, Navajo Tribal Utility Authority, Gallup Joint Utilities, and the County as part of the Gallup Regional System that will distribution water from the NGWSP.

McKinley County does not operate a water or wastewater utility, but rather partners with them to access funding for improvement projects. These providers include:

- Navajo Tribal Utility Authority (NTUA)
- Zuni Utility Department
- Gallup Joint Utilities
- Water & Sanitation Districts formed by court order or formed under State statute
- Mutual Domestic Water Users Association formed under State statute
- Community or individuals wells and lagoons.

Water conditions and issues for the County include:

Water Use

Water consumption by user types are showcased in the adjacent figure. The total usage is about 15,000 acre-feet for the McKinley County area of the Northwest region. The page breakdowns the usage between surface and groundwater.

Water Supply

The following chart was pulled from the Region 6 Water Plan to show the projected increase water demand and supply needs for the region including McKinley County.

Water Quality

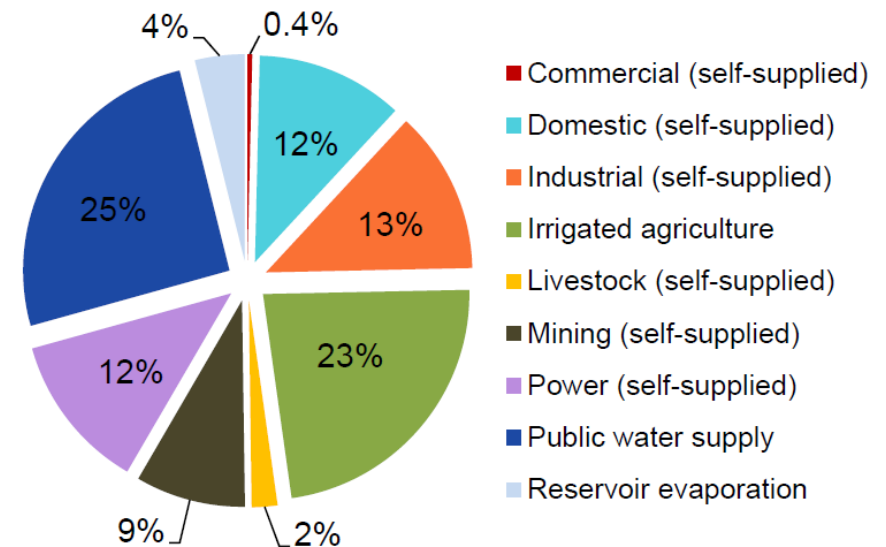
Long-range water planning in the County faces a variety of challenges. There are many influences on the quality and safety of water, some man-made and some naturally occurring. The effluent produced by water customers must be removed and treated. In more dense cities and towns, the wastewater is treated in treatment plants. However, many wastewater treatment plants, such as the plant operated by the City of Gallup, are operating at full capacity. They require expansion of the existing plant or installation of an additional plant at high cost. Another concern is that the environmental regulations on the discharged effluent from treatment plants

will continue to become more restrictive, increasing costs for facility operation as well as for capacity expansion projects.

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

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

An additional source of chemical groundwater contamination is leaking underground storage tanks. These tanks are typically found at gasoline stations, oil extraction sites, petroleum storage yards, and other locations where chemicals are stored. Cleanup of these leaky tank sites is a governmental priority at the County, State and Federal levels.

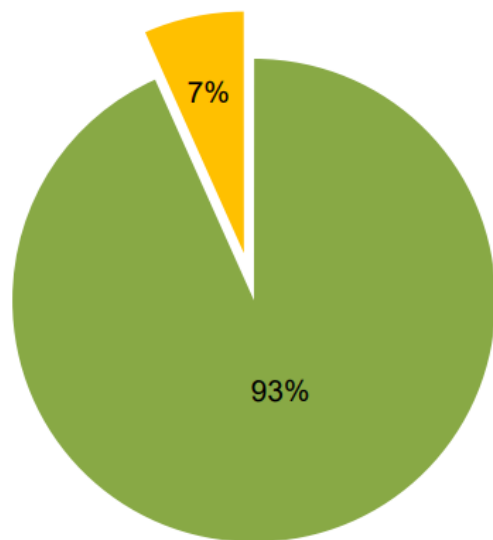


Total usage: 27,793 acre-feet

Figure 4.5.3: Total Regional Water Use, 2010 Source: Northwest New Mexico Regional Water Plan, 2017

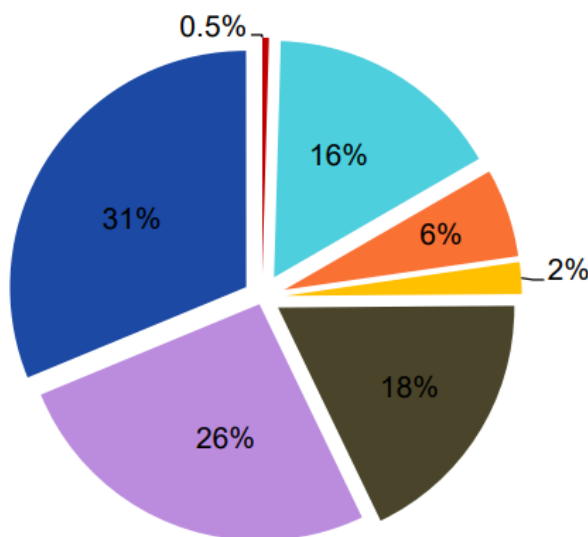


Surface Water



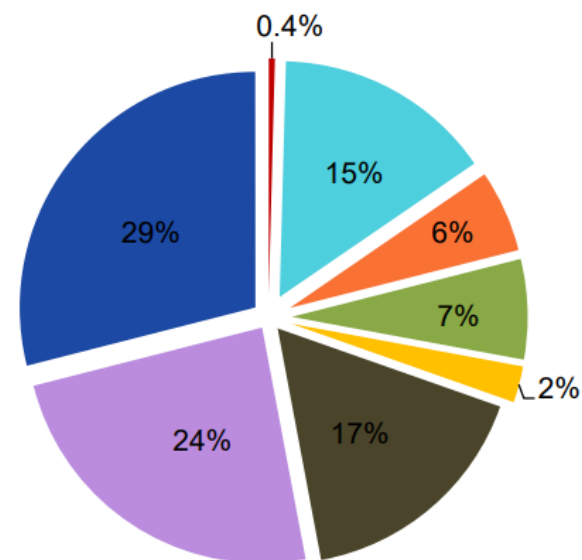
Total usage: 1,045 acre-feet

Groundwater



Total usage: 13,190 acre-feet

Total



Total usage: 14,235 acre-feet

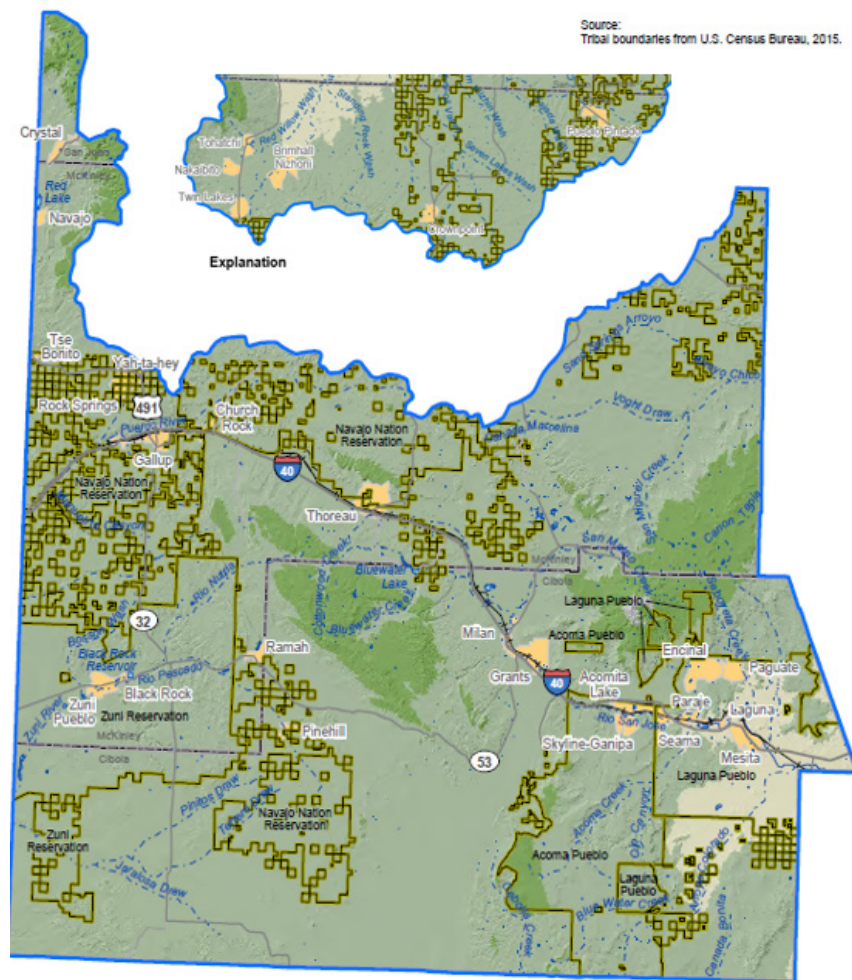
Figure 4.5.4: Regional Water Demand Source: Longworth et al., 2013, Northwest New Mexico Regional Water Plan, 2017

Natural contaminants are of concern as well. Groundwater in McKinley County tends to have high levels of radium, fluoride, arsenic, selenium, radioactive elements, iron, magnesium, sulfur, and a variety of salts. Most of these contaminants can be treated, although, treating groundwater to meet increasingly stringent environmental standards is expensive and will continue to add costs for groundwater users. The County has assisted the White Cliffs Mutual Domestic Water Users Association with the installation of a reverse-osmosis treatment unit that treated some of the area's worst drinking water.

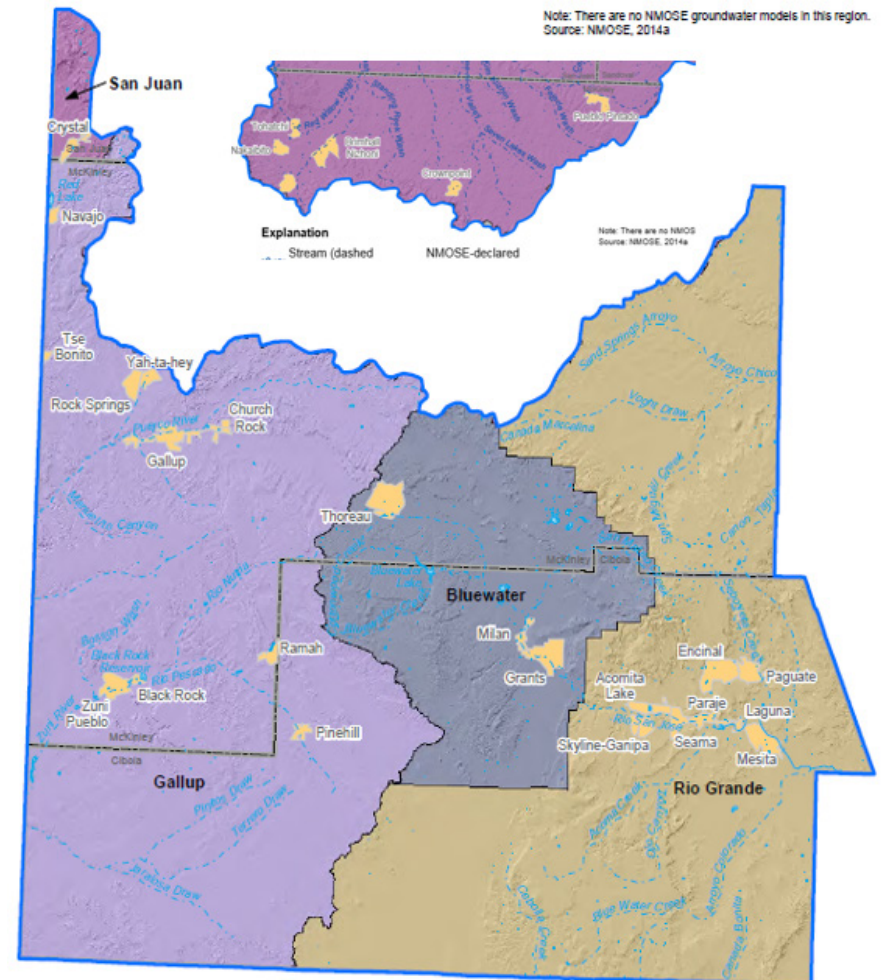
Water Conservation Planning

Through the 1996 Safe Drinking Water Act, the EPA Water Conservation Plan Guidelines assists local utilities on developing water conservation plans. States may require water systems to prepare a plan consistent with the guidelines as a condition for receiving assistance from state and federal funding programs (i.e. state revolving funds, ICIP, CDBG). Escalating costs for water acquisition, treatment and distribution provide a strong argument for the importance of water conservation in McKinley County. Reductions in per capita consumption lengthens the availability and supply of water.





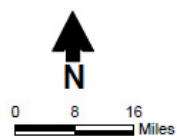
NORTHWEST NEW MEXICO
REGIONAL WATER PLAN 2017
Regional Map



NORTHWEST NEW MEXICO
REGIONAL WATER PLAN 2017
NMOSE-Declared Groundwater Basins and Groundwater Models

Figure 4.5.6: Jurisdiction and Elevation Map. Source: Northwest New Mexico Regional Water Plan 2017

Figure 4.5.7: Regional Declared Groundwater Basins Map. Source: Northwest New Mexico Regional Water Plan 2017

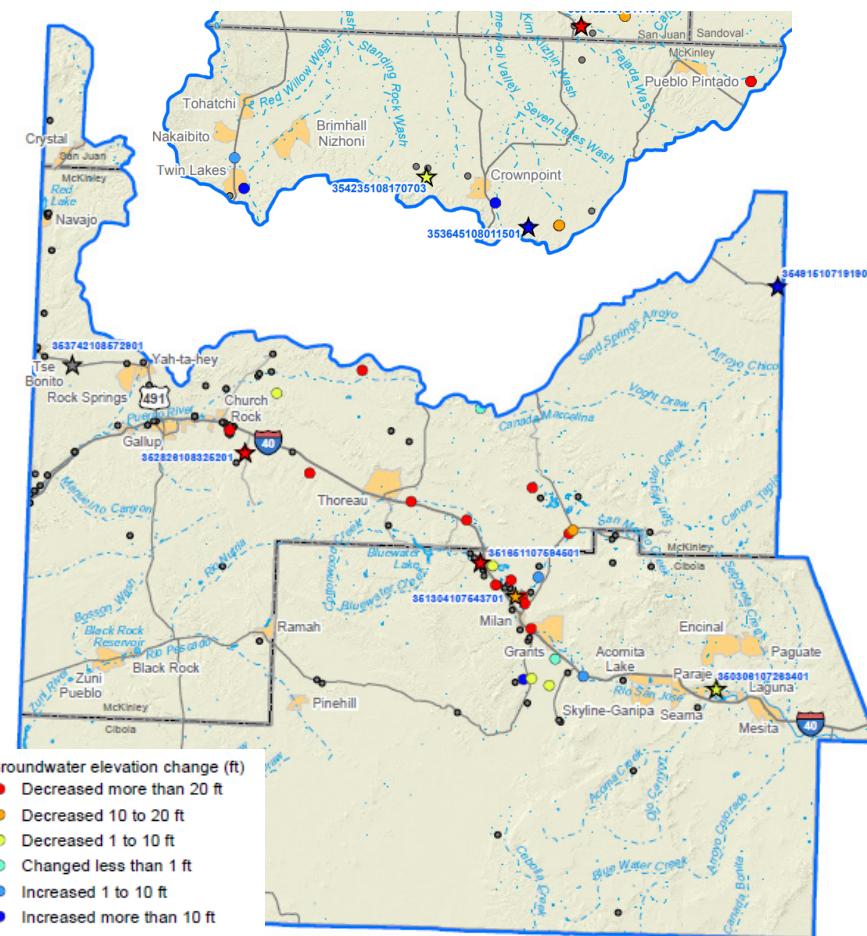


Explanation

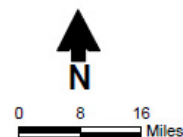
- Selected USGS stream gage
- USGS stream gage
- Stream (dashed where intermittent)
- Lake
- River basin
- Watershed
- City
- County
- Water planning region

**NORTHWEST NEW MEXICO
REGIONAL WATER PLAN 2017
Major Surface Drainages, Stream Gages, Reservoirs, and Lakes**

Note: Only those USGS stream gages with daily data are shown.
Source: USGS, 2014c and 2014d



- Groundwater elevation change (ft)
- Decreased more than 20 ft
 - Decreased 10 to 20 ft
 - Decreased 1 to 10 ft
 - Changed less than 1 ft
 - Increased 1 to 10 ft
 - Increased more than 10 ft



Explanation

- ★ Selected USGS-monitored well
- Other USGS-monitored well
- Stream (dashed where intermittent)
- Lake
- City
- County
- Water planning region

Note: Groundwater elevation change calculated by comparing median measurements for each well from the time period 1985 through 1995 with those from 2005 through 2014.
Source: USGS, 2014b

**NORTHWEST NEW MEXICO
REGIONAL WATER PLAN 2017
U.S. Geological Survey Wells and
Recent Groundwater Elevation Change**

Figure 4.5.8: Surface Drainages, Stream Gages, Reservoirs, and Lakes Map.
Source: Northwest New Mexico Regional Water Plan 2017

Figure 4.5.9: U.S. Geological Survey Wells and Recent Groundwater Elevation Change Map.
Source: Northwest New Mexico Regional Water Plan 2017

to ensure long-term, sustainable and good quality water supply for County residents and to increase access by County households to public water supply by supporting the planning, capacity building, regionalizing, and investment into efficient and effective systems through multi-party partnership.

WA-1: Long-Term Water Supply

Continue to collaborate and support the City of Gallup and Navajo Nation in constructing the Navajo-Gallup Water Supply Project by 2024, including:

WA-1.1: Continue annual matching payments to the City as part of the repayment structure.

WA-1.2: Develop cooperative agreements and projects as planned in the BOR Appraisal Level Study to connect County communities to this project to provide them a long-term sustainable water supply solution at the same water rate as City customers.

WA-2: Regionalization

Support and encourage the efforts to regionalize rural water systems, in terms of management, operations, knowledge and equipment sharing, mutual aid and support, structurally, legally, and eventually physically.

WA-3: Infrastructure Improvements

Support and invest in priority infrastructure projects that serve the long-term interests of communities and systems.

WA-3.1: Convene the County's on-call engineer, NWNMCOG staff, and invite communities to a meeting to present and discuss needs, projects, and issues in order to prioritize them as part of the County's Infrastructure Capital Improvement Plan (ICIP) and develop a project funding and development action plan.

WA-3.2: Inform and convene the eight (8) systems that participated in the Appraisal Level Study and have Long-Term Recommend Alternatives for water supply to discuss next steps with the County on-call engineer and the Northwest New Mexico Council of Governments.

WA-3.3: Coordination with NTUA, Indian Health Service, Bureau of Indian Affairs and other purveyors of water on the Navajo Reservation on planning for efficient and non-duplicative water system development and inter-ties where appropriate.

WA-3.4: Develop a policy for the County Commission to follow in terms of investing local environmental gross receipts tax (EGRT) into water and wastewater projects to encourage self-sufficiency, accountability, good planning and maintenance, and to leverage the local funds in order to attract other State, Federal, and other investments.

WA-4: Conservation & Maintenance

Encourage communities and small systems to proactively undertake measures to conserve water through operation and maintenance activities.

WA-4.1: Encourage communities and small systems to develop water conservation plans and customer education programs

WA-4.2: Encourage communities and small systems to install automated water meter readers for system and billing efficiency and leak detection

WA-4.3: Encourage communities and small systems to install automated water meter readers for system and billing efficiency and leak detection

Tourism: Examples of Area Achievements

- » McKinley County supported the Navajo-Gallup Water Supply Project (NGWSP), which succeeded in achieving passage of Omnibus Public Lands Act of 2009, which authorized the Bureau of Reclamation to construct the Navajo-Gallup Water Supply Project (NGWSP) as a component of the Navajo Nation's San Juan River Water Rights Settlement. Scheduled for completion by 2024.
- » Passage of a Joint Powers Agreement (JPA) with City to provide \$35M match.
- » Acquisition over the past 16 years of over \$30 million in State funding from the Water Trust Board for development of NGWSP-related conjunctive-use water system capacity in the eastern reaches of the Navajo Nation and in the Gallup Regional System area.
- » Creation of the County Water Board to advise the on water related issues.
- » State, Federal and local investments in the County Water System Regionalization Project, which aims at integrating small county systems both managerially and physically.
- » Support for the small systems in the County and the Aqua Mesa Water Alliance.
- » Leveraging nearly \$15 million in Water Trust Board, State Capital Outlay, CDBG, and other funds to improve water and wastewater systems in the County.
- » Implementation of a water metering program and other practices to conserve water in County systems.
- » Creation of Model Projects demonstration collaboration, multi-streamed funded and project completion:
 - Williams Acres WSD historic tie-in for wastewater services with Gallup
 - Gameraco Storage Tank and Water System Improvement project
 - White Cliffs Reverse Osmosis Water System
 - Thoreau WSD Wastewater Improvement project

Other Supporting Documents & References:

- State Water Plan
- Region 6 Water Plan
- County Small System Regionalization Plan – Phase I
- County Small System Regionalization Plan – Phase II
- McKinley County Conservation and Drought Management Plan
- BOR Small Rural Water Systems Appraisal Level Study



Health

McKinley County has notable health disparities in most major health measurements, due to social determinants of health, lack of access, and other environmental factors. Poverty, though, remains the single greatest contributor to poor health. Poverty affects one third of McKinley County's population almost double that of New Mexico. Inadequate transportation and communication infrastructure, as well as a shortage of health care providers and programs, limit access of County residents to needed services. The McKinley County Health Profile outlined significant health concerns to heart disease, diabetes, behavioral health issues, and motor vehicle deaths.

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

McKinley County has committed to State and Federal partners to bend the curve on poor health metrics by seeking resources to attack the root causes and place-based determinants. Efforts to eliminate "food deserts"; grow and consume locally produced foods; encourage joint use of public facilities as health centers; coordinate prescription trails; school wellness councils, promote youth empowerment programs; and promote policy and environmental changes needed to be heighten from conversation into action. Continue to spearhead a philosophy of investing in the front end of the problem, e.g. prevention and a healthy-communities approach. "Healthy Communities by Design" is an approach to increase access to safe places to play, affordable and healthy foods, and healthy lifestyles.

Health Overview

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

The McKinley Community Health Alliance serves as the comprehensive health council for McKinley County. This working partnership of more than 100 citizens, educators, human service providers, and health-care workers from throughout McKinley County provides leadership regarding health policy. The Alliance takes responsibility for identifying priority health issues, as well as integrating, coordinating and leveraging resources to address those issues.

Health Conditions and Issues

Health Risks

McKinley County leads the State of New Mexico in several categories of health risks, including diabetes, adult obesity, sexually transmitted infections, adult smoking, motor vehicle crash deaths, and violent crimes.

Diabetes is five times more likely to occur in Hispanics and ten times more prevalent in Native Americans than in the general population. Diabetes rates in McKinley County reflect the ethnic demographics of the County. Surveys of local residents demonstrate their awareness and prioritization of the same health concerns noted in state and national data.

According to the 2017 County Health Rankings, McKinley County, NM has a Diabetes Prevalence Value (DPV) of 13.6%, a decline by 0.7% from the 2016 value of 14.3%. DPV is defined as the percentage of adults aged 20 and above with diagnosed diabetes. According to the Health Highlight Report for McKinley County (Table 16.1), on the New Mexico's Indicator-Based Information System (IBIS) website, McKinley County had the highest diabetes deaths (67.7%) compared to the state and national percentages.

Previous Recommendations for Health:

Encourage and Support Public Health Services and Programs by:

- Providing asset-based prevention methods to address chronic illness,
- Increasing the public health workforce with qualified professionals, and
- Analyze existing policies and incorporate all efforts and initiatives.

Ensure Access to Comprehensive Medical and Dental Services and Programs:

- Develop a Regional Health Access Plan that reduces barriers to access,
- Acquire alternative funding for services in rural areas, and
- Increase healthcare facilities, equipment, and technology within County.

Strengthen Policies and Services that support Behavioral Health:

- Increase outreach programs to reduce violence and substance abuse,
- Support collaboration between police, courts, schools, & rehab programs.

Advocate and Promote Safe, Healthy, and Sustainable Communities:

- Promote safe drinking water through sustainable methods and policies,
- Join all local, state, and national emergency preparedness efforts, and
- Encourage citizen participation with land use and shared resources issues.



Navajo Chapter community health statistics were also included to show health disparities in rural McKinley County. Public health outreach initiatives and preventative services and programs are made available at some Navajo Chapters, through their Community Health Coordinator (CHR) programs and the Navajo Nation's "Just Move It" program that advocate and promote healthy living campaigns.

Another major concern of area residents is legacy impacts of uranium and other resource extraction, area powerplants, and other environmental contamination that negatively impact health. An example are events that occurred in the rural communities of Crownpoint and Church Rock, both within McKinley County, where nearby uranium operations leaked contaminants into local watersheds that had spread regionally. Issues and concerns with environmental exposure have yet to be remediated. Safeguards on public drinking water supply need to remain a priority, as we are limited in our water supply options and conjunctive use contamination of our aquifers remains a concern.

Lastly, the Opioid Crisis in America did not circumvent McKinley County, and this issue has compounded our historic substance abuse and current behavioral health crisis of the area. The County has been designated and formed a Behavioral Health Investment Zone (BHIZ) with the City of Gallup and area health care providers to implement evidence-based programs.

Health Coverage

- » 76% of the population of McKinley County, NM has health coverage, with 17.4% on employee plans, 44.8% on Medicaid, 5.66% on Medicare, 7% on non-group plans, and 1.06% on military or VA plans.
- » Per capita personal health care spending in the county of McKinley County, NM was \$7,214 in 2014. This is a 5.16% increase from the previous year (\$6,860).
- » Primary care physicians in McKinley County, NM see 1447 patients per year on average, which represents a 9.37% increase from the previous year (1323 patients). Compare this to dentists who see 1362 patients per year, and mental health providers who see 652 patients per year.

Disability & Poverty

- » In McKinley County, 15.8% reported a disability, including 3.8% of people under 18 years old, to 14.4% of people 18 to 64 years old, and to 55.7% of those 65 and over.
- » 37.5% of people were in poverty in McKinley County, New Mexico. An estimated 45.7% of children under 18 years were below the poverty level, compared with 28.3% of people 65 years old and over. An estimated 35.1% of people 18 to 64 years were below the poverty level.

Key take-aways for McKinley County:

- » 1 out of every 2 children in McKinley is in poverty.
- » Increasing demand for transport services and facilities that are ADA compliant to support the 1 of 2 seniors in McKinley County reporting one or more disabilities.
- » A growing percentage of aging disabilities relate to diabetes.

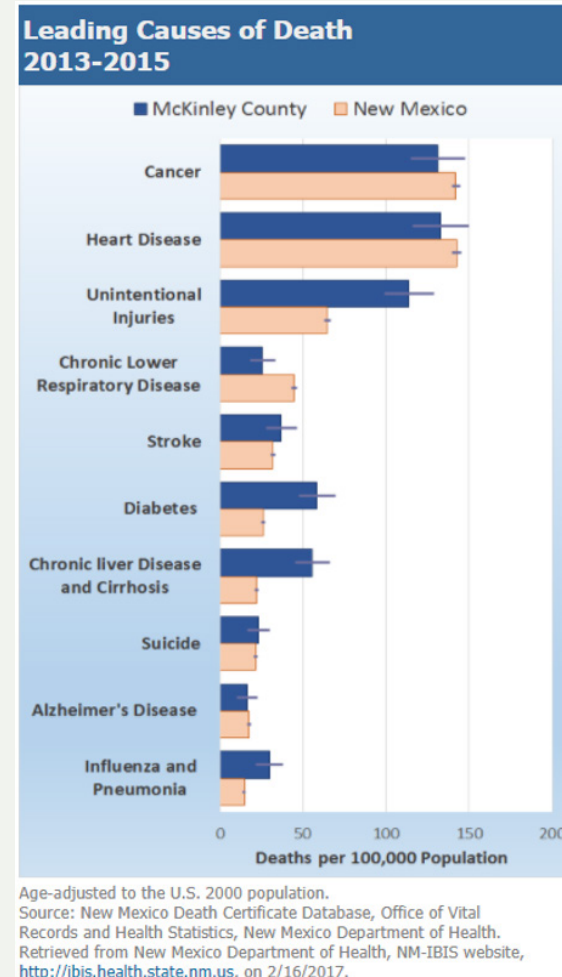


Figure 4.6.1: Leading Causes of Death in McKinley County, 2000.
Source: New Mexico Department of Health

McKinley County	67.7
New Mexico	26
United States	21

Table 4.6.1: Diabetes deaths per 100,000 population between 2015 and 2017.
Source: New Mexico Indicator-Based Information Systems (IBIS)



To improve health of people, communities, and the environment through a “health in all policies” approach focusing on prevention, well-being, and achieving health equity, and to actively participate in partnerships and make reasonable investments in programs that are science- and evidence-based with measurable outcomes and visual impacts.

Live Healthy U.S. Counties

HE-1: Reporting Results

Provide reports on health investments and outcomes (e.g. Liquor Excise funds, Trails, and other programs) and provide the associated performance measures and outcomes these investments are accomplishing.

HE-1.1: Information should be presented periodically and shared through multi-media outlets.

HE-2: Safe Places to Play

Partner with communities, entities, and volunteers to plan, design, develop, and maintain safe places to play and recreate in communities and throughout the County including trails, parks, community centers, and as part of County infrastructure projects.

HE-3: Facility Operations & Improvements

Continue relationships with health providers that operate out of County facilities (e.g. RMCHCS and Presbyterian Medical Services) to provide access to health care.

HE-3.1: Work on prioritizing and funding improvements to rural County senior center facilities (e.g. Ramah Senior Center and Thoreau Senior Center).

HE-4: Health Advocacy & County Initiatives

Advocate for rural and tribal healthcare at the State and Federal levels

HE-4.1: Lend support to the Gallup Indian Medical Center replacement project

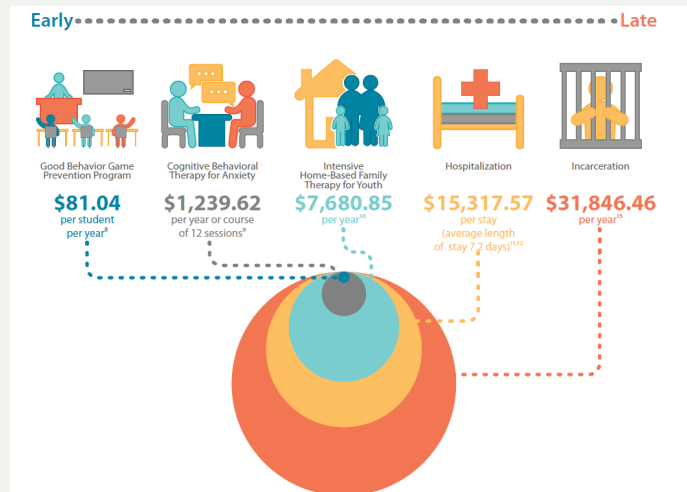
HE-4.2: Participate in National Association of Counties (NACo) and their health initiatives including Stepping Up Initiative, National Sheriff's Association Taskforce on Inmate Healthcare and Recidivism, Opioid Epidemic Resource Center, Healthy Counties Initiative and Challenge, Creative Placemaking, , and Live Healthy Program.

Health: Examples of Area Achievements

- » Implementation of NACo's Live Healthy Prescription, Health & Dental Discount Program to save County citizens thousands of dollars a year.
- » Continued to support the McKinley County Health Alliance and other health partnerships.
- » Supported expanded access and new health services by sustaining Rehoboth McKinley County Health Care Services, building a dialysis center, expansion of Behavioral Health services throughout the County, formation of the Behavioral Health Investment Zone, and advocating for new Indian Health Service in-patient hospital to replace Gallup Indian Medical Center.
- » Advocacy and partnership on Superfund and Brownfields clean-up programs.
- » Support for a comprehensive obesity and diabetes prevention initiative, including the Healthy Environments: Active Lifestyles Coalition (HE:AL), Healthy Kids McKinley County, and Community Transformation Grant programs. Some notable successes include trail systems, Jim Harlin Community Pantry, community gardens, etc.
- » McKinley County continued to support alcohol and substance abuse prevention, treatment, and intervention programs through local County funding and Liquor Excise Tax revenues, including Na'nizhoozhi Center, Inc. (NCI).

Other Supporting Documents & References:

- McKinley County Health Profile 2014
- NM's Indicator-Based Information System (IBIS) Health Highlight Report for McKinley County
- McKinley County Environmental Health Profile
- KIDS COUNT Profile
- County Health Rankings & Roadmaps
- NM Youth Risk and Resiliency Survey (YRRS) – McKinley County



Education

For education, bear in mind that McKinley County does not have direct and lawful jurisdiction over either the Gallup-McKinley County School District, Zuni Public School District or the higher education institutions.

In past updates, the Education section was included at the request of public appeal. It served as a guide for educators to identify and address issues to improve social capital investment. The McKinley County Education Alliance (MCEA) was organized to support programs and implement strategies that is geared towards achieving educational excellence and improving social growth. MCEA was modeled after the McKinley County Health Alliance (MCHA) whose collective goals include analyzing the County's education system and identifying gap areas to deter duplication, and to develop strategies and actions that would be beneficial to the county's younger populations. Solutions and recommendations have channeled policies to help county residents to realize new levels of educational attainment.

An Education element was not included in the 2012 McKinley County "360/365" Comprehensive Plan Update, but the term "education" has been applied across all relative initiatives in specific areas — Economic Development, Implementation, Health, Tourism, and Intergovernmental Relations — with a fundamental purpose of "educating" the general public on the importance of creating healthy communities and improving the overall quality of life of all citizens. The Existing Conditions section that will compare data and assess any changes that have occurred; followed by identified goals, recommendations, strategies and opportunities, as suggested by engaged public participants.

From 2003 forward, the Gallup-McKinley County School District's educational services and programs (i.e. Early Childhood) relatively helped improved the overall education conditions for children and young adults. Additionally, business entities and nonprofit organizations provided a number of business education, support and training programs that promotes local business ventures and entrepreneurships. Based on public participation input, more initiatives and support is generally needed. Current conversations on economic development opportunities for McKinley County and the surrounding region are stressing the need to strengthen such programs and services to help boost economic prospects for residents, business owners and regional industries.

Education Overview

McKinley County is served by several education institutions and schools districts. Gallup-McKinley County School District employs 1,819 individuals (including 778 teachers) who seek excellence in educating our students to become self-reliant, productive citizens in a multicultural society. The District has 11,631 students in 34 schools across the County including the following student and district demographics:

- » 3,257 ELL (English Language Learners) Students (28%)
- » 577 Homeless Students (5%)

- » 100% free lunch due to CEP (Community Eligibility Provision) Eligibility
- » Student Enrollment 11,631
- » Gallup McKinley County School District is geographically the largest school district in New Mexico covering 4,857 square miles.

School Grading Summary

The district grade is determined by the average of school grades in the district. For a description of status, see page 2.

District Grade C

	Total Number	Percent
Schools Rated in District	35	100.0
Schools in CSI Status	3	8.6
Schools in TSI Status	8	22.9
Schools in MRI Status	0	0.0

Source: PED Accountability Bureau

Figure 4.7.1: Gallup-McKinley County Schools 2018 School District Report Card. Source: New Mexico Department of Health

Zuni Public School District employs 261 individuals who seek to empower a community of learners. The District operates 4 schools.

School Grading Summary

The district grade is determined by the average of school grades in the district. For a description of status, see page 2.

District Grade F

	Total Number	Percent
Schools Rated in District	4	100.0
Schools in CSI Status	3	75.0
Schools in TSI Status	0	0.0
Schools in MRI Status	0	0.0

Source: PED Accountability Bureau

Figure 4.7.2: Zuni Public Schools 2018 School District Report Card. Source: New Mexico Department of Health

The Bureau of Indian Education (BIE) operates over 10 schools in the County and there are 25 non-public schools in the County. The County is also served by the following four higher education institutions: Navajo Technical University, University of New Mexico – Gallup branch campus, Dine College (Crownpoint), and Western New Mexico – Gallup branch campus.



Education Conditions and Issues

Conditions in education continues to adapt to the ever-changing climates — social, political, cultural, economic and technological. Federal, state and local agencies managing education programs are responsible to their respective constituents and communities. The focus is to foster educational excellence by ensuring equal access to educational opportunities. Student success is a top priority for McKinley County and while the County does not having direct jurisdiction in matters pertaining education programs and services, the County can be an active partner and advocate to ensure full support on local initiatives that strive to improve completion rates and meeting every student's need.

The underlying issues stem from limited resources and aging infrastructure and facilities that impacts student success overall. Research has shown how factors like poor temperature control, indoor air quality and lighting can negatively affect student learning. Another issue impacting school success are transportation issues. In a national census of public school districts and schools, chronic absence were defined as students who were absent 15 days or more during the school years of which 23% of all Native American students fell into this category versus 14% of non-Native American. The US Government Accountability Office reports that this is due in part to tribal road conditions. This report discusses the underlining issues of “funding constraints, overlapping jurisdictions, and adverse weater making improving and maintaining roads on tribal lands challenging. However, intergovernmental partnerships have helped mitigate challenges in some cases.” This directly correlates with State and the national infrastructure debate on prioritizing roads and bridges in rural communities that are impacted the most. Based on national survey responses, 53% of public schools need money for improvements and repairs, and an estimated total of \$197 billion for infrastructure improvements, with an additional \$4.5 million per school for maintenance and operating costs.

The figure illustrates the links between education, employment, poverty and health are uniquely complex where skills and opportunities result in the employability of an educated individual, who has access to health benefits and insurance compared to an individual with less education who hold high-risk jobs with fewer benefits.

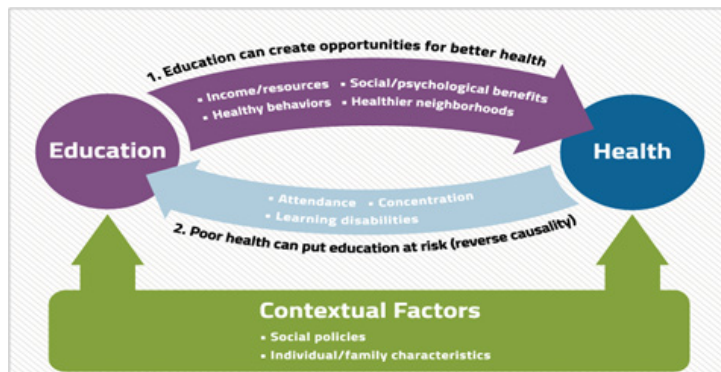
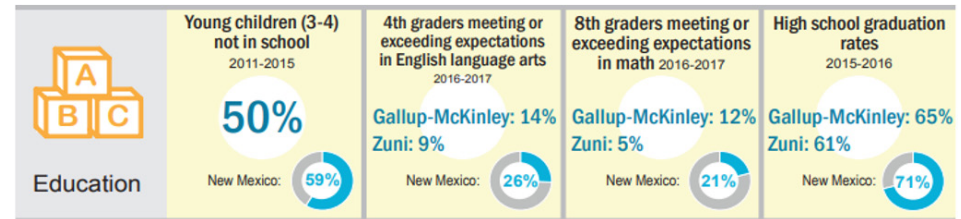


Figure 4.7.3: An illustration of the complex connections between education and health. Source: Center on Society and Health.



In the United States, 87.3% of people 25 years and over had at least graduated from high school and 30.9% had a bachelor's degree or higher. An estimated 12.7% did not complete high school. In McKinley County, 74.8% of people 25 years and over had at least graduated from high school and 10.8% had a bachelor's degree or higher. An estimated 25.2% did not complete high school.

The following tables have been extracted from executive summaries for the Phase I — Local Experts public workshops held for the Health and Education sectors. These facilitated workshops with local experts in the education and health fields have stressed a number of important issues impacting communities today, as stated in Table 15.2. Table 15.3 lists challenges in the education sectors. The next section will review all potential opportunities to resolve issues and to improve overall education conditions in the county.

"Vulnerabilities" in the Education & Health Sectors

- Broadband: County-wide connectivity/accessibility - 10
- Lack of housing options: incoming professionals - 10
- Jurisdictional issues - 5
- Evidence-based strategies for childhood education - 4
- Increased partnerships: schools and businesses - 4
- Develop systematic emergency response - 3
- Consistency in funding resources - 2
- Communication/transparency: what's our progress? - 2
- Increase in-school clinics county-wide - 2
- Quality of Life: "things to do" - 2
- County: fill-in gaps, entice developers, housing, etc.
- Challenge in recruiting/retaining talent

Table 4.7.1: Vulnerabilities in Education & Health Sectors

"Challenges" in the Education & Health Sectors

- Resources for college-bound students: jobs, housing - 3
- Threat of reduced funding - 2
- Changes in leadership/agendas: no positive progress - 2
- Bringing our children back after college - 1
- Lack of community engagement: needs, demands - 1
- Job recruitment - 1
- Be proactive: social realities, children, violence - 1
- Impacts of poverty

Table 4.7.2: Challenges in Education & Health Sectors



Education conditions and issues for the County include:

Equitable Resources

- » State and Federal funding formulas and policy seem to put our students at a disadvantage, e.g. Impact Aid funding, Yazzie/Martinez v. State of New Mexico, Higher Education funding formula, and tribal colleges being included into State programs.
- » With limited taxable properties, programs like Payment in Lieu of Taxes and Secure Rural Schools and Community Self-Determination need to be permanently funded to provide a stable and predictable revenue stream.
- » Continue to advocate for early childhood education and evidence-based strategies and programs.

Infrastructure and Broadband

- » Develop and continue partnerships to work for solutions to increase availability, speed, reliability, and redundancy of our broadband and transportation network.
- » Look for win-win situations between the schools and other community needs in upgrading and expanding current infrastructure in terms of water, wastewater, drainage, and other infrastructure.
- » Continue to stand together and voice needs in Santa Fe and Washington, DC.

Grow Our Own

- » Develop career pathways for high demand occupations in our County, as well as economic development targets and jobs of the future. These include teachers, health care professionals, public safety workers, public sector workers, utility operators, project managers and construction, STEM workers, logistics and transportation workers, and process controls engineers and I & E technicians.
- » Continue to grow dual credit course completions and increase number student's participation in career pathways and employment skills coursework.
- » Build in apprenticeship, internship and mentorship opportunities with committed partners.
- » Invest and partner on quality-of-life enhancements including housing to recruit, retain, and return professionals to our County. Look for programs and models to incentive bringing home our brightest.

Community Engagement

- » Continue to expand and strengthen partnerships to support and educate our students, e.g. parents, business community, etc.
- » Be transparent in proactive communication on progress with regards to strategic plans, performance measures, and outcomes

Community Health Centers in Schools

- » Opportunities to add in-school health clinics, including the raising needs of behavioral health.

Key take-aways for McKinley County:

- » Gallup-McKinley County School District is moving the needle and improving all schools and grade levels, including its McKinley Academy program.
- » Room for alternative programs and technical career pathways programs.
- » Impact aid funding and inequitable distribution of education funding in New Mexico contributes to our students' success (e.g. Yazzie/Martinez v. State of New Mexico)

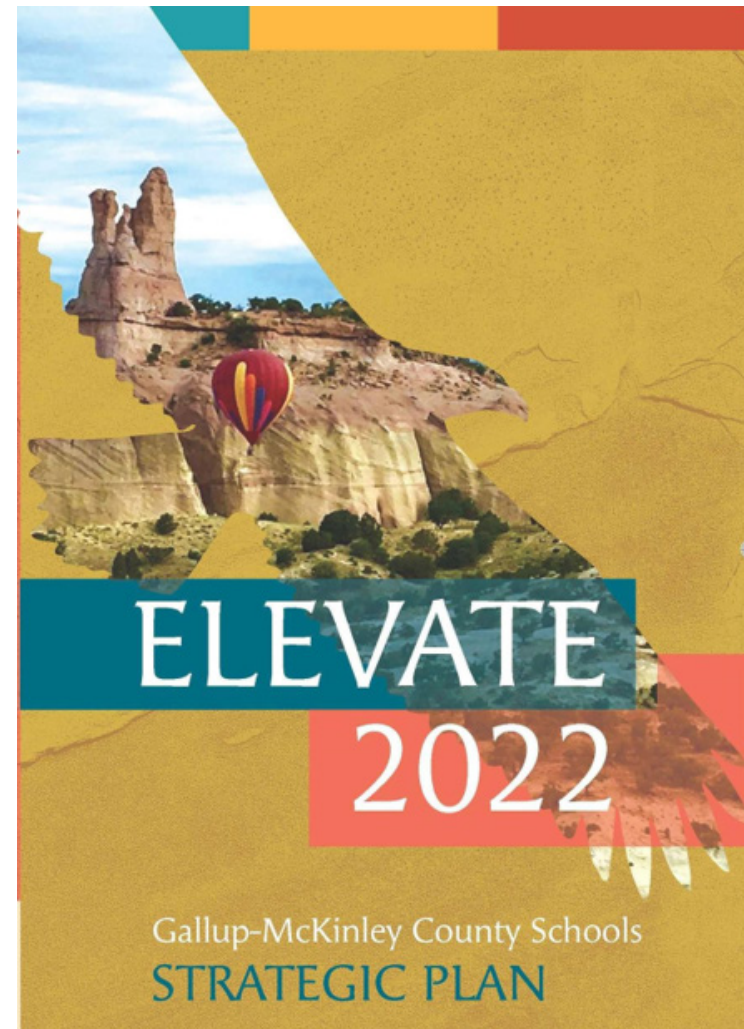


Figure 4.7.4: Gallup-McKinley County Schools Strategic Plan 2022. Source: www.gmcs.org



Education Goal

To provide educational excellence, career pathways, and real life opportunities for all students and life-long learners to build a community of individuals and families that are self-reliant, prosperous, and productive citizens.

ED-1: Equitable Resources

Lead a coalition made up of entities, agencies, and businesses that are fed up with failed policies and broken promises to change the future of the lives of children.

ED-1.1: Develop a partnership agreement with principles and priorities, along with an advocacy and engagement strategy that can be measured and tracked through a distributed leadership model (e.g. Gallup Executive Directors' Alliance).

ED-1.2: The County and its partners should look to join broader alliances with rural counties and Native American communities, as modeled by the "Counties of the Four Corners Initiative" led by McKinley County.

ED-2: Infrastructure & Broadband

Lead and/or support the continued enhancement of infrastructure and broadband for educational institutions.

ED-2.1: Annually, the County should assemble a strategic planning session with the education providers to review infrastructure plans and projects to find common areas of interest.

ED-2.2: Bring together infrastructure and broadband needs and projects in the advocacy platform above that lift all boats and achieve multiply goals and objectives as strategic economic infrastructure.

ED-3: Grow Our Own

The County as an employer is in need of talented people with an ethic of service leadership to provide quality services to our citizens.

ED-3.1: Actively participate with the schools and higher education institutions to provide internships and mentorships at McKinley County

ED-3.2: Participate on a business and community advisory committee to develop a public sector worker curriculum to inspire and educate the County workers of the future.

ED-4: Community Outreach

McKinley County should reinforce and promote positive results and outcomes by education institutions and support their strategic plans through Social Media, posting and distribution materials, website promotion and integration, and reinforcing parent involvement and attendance at school functions including but not limited to parent-teacher conferences.

Education: Examples of Area Achievements

- » Navajo Technical University becoming an accredited university.
- » The development and roll-out of dual-credit programs and McKinley Academy.

Other Supporting Documents & References:

- Gallup-McKinley County School District 5-Year Facilities Master Plan and Strategic Plan
- UNM-Gallup Facilities Master Plan and Five-Year Strategic Plan
- Navajo Technical University Strategic Plan
- Zuni School District 5-Year Facilities Master Plan and Strategic Plan
- Kellogg Foundation and Innovatd + Educate's "NM Pathways Project: Gallup-McKinley County" Report
- Greater Gallup EDC's "Workforce Development in the Construction, Manufacturing, and Logistics Sectors of McKinley County"
- New Mexico Department of Workforce Solutions 2018 Report: "State of the Workforce"

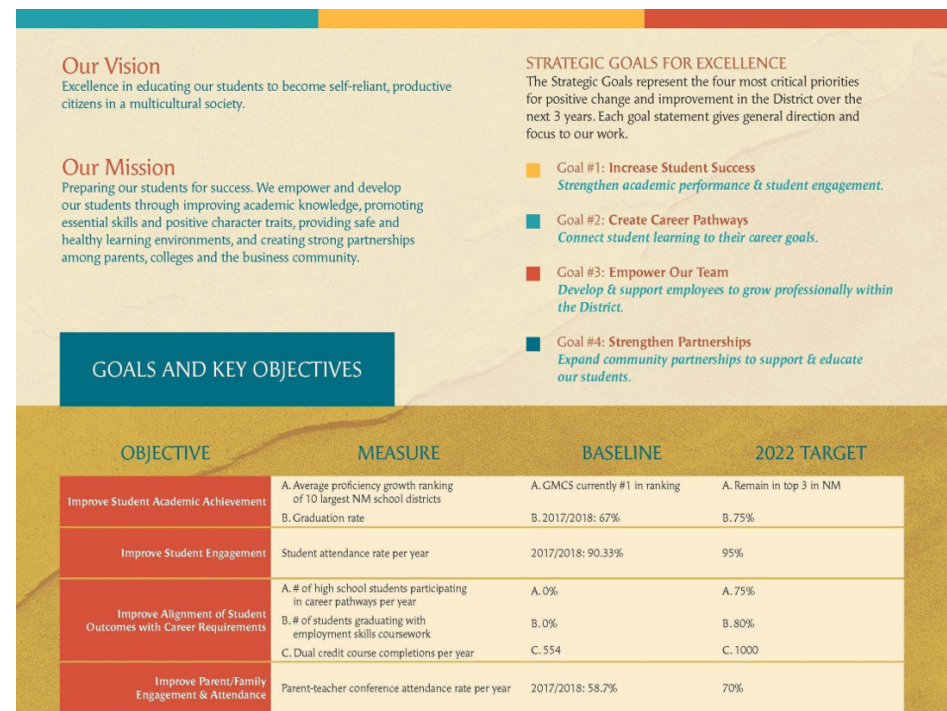


Figure 4.7.5: Gallup-McKinley County Schools Strategic Plan 2022. Source: www.gmcs.org

Housing

McKinley County encompasses a large geographic territory with a broad and diverse spectrum of housing conditions and needs. The provision of quality housing, at a variety of price levels, is critical to the economic stability and progress of the region. The County promotes good master planning of housing and subdivisions whether it's a private developer, housing authority, or a County community. Quality development that meets the needs of the market contributes to neighborhood, community and County quality of life. It is also important that any anticipated development of new housing must stress efficient operation, availability and build-out of infrastructure and utilities, and water and energy use in the local and regional environment. The Housing Element is related to all Plan Elements, including particularly close interactions with the Land Use, Transportation, Economic Development and Infrastructure Elements.

Housing Overview

McKinley County is in a unique position with regards to housing. The County is in a reactive position in terms of housing development and subdividing properties in the County. The County's Smart Growth Commission does review, discuss, and recommend action on subdivisions as guided by the McKinley County Subdivision Regulations. But for the most part the County depends on developers and housing authorities to plan, design, and build housing units in the City and communities throughout the County to meet community needs and demands.

Many data sets for housing are located in the Appendix III: Socio-Economics Profile of this Plan. Here is a chart showing the current number of housing units and vacant units compared to the previous two Census counts.

McKinley County Housing Characteristics				
Year	Housing Units	Households	Vacant Units	Portion of Vacant Units
2017	26,163	19,764	6,399	24.4%
2010	25,813	21,968	3,845	14.9%
2000	26,718	21,476	5,242	19.6%

Table 4.8.1: McKinley County Housing Characteristics. Source: U.S. Census Bureau Annual Estimates 2015 - 2019.

Housing Conditions and Issues

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

stock affects economic development efforts.

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

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

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

NHA Housing Needs Assessment & Demographic Analysis - 2011			
	Condition Related	Capacity Related (overcrowding)	Total
Total New Units/Replacements	18,900	15,200	34,100
Total Potential New Units/Repairs	4,400	0	4,400
Total Repairs	34,300	0	34,300
Total Expansions	0	8,500	8,500

Table 4.8.2: NHA Housing Needs Assessment & Demographic Analysis 2011. Source: Navajo Housing Authority.

Housing Shortage

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

Housing Authorities

Navajo Housing Authority (NHA) is the largest Indian housing authority in the country and is nearly the eighth largest public housing authority in the United States. NHA manages over 8,500 housing units including an additional 2,000 units NHA funded through sub-recipients. Since 1963, NHA has been providing public housing for



the Navajo Nation. From 1963 to 1996, NHA has offered public housing assistance under the Mutual Help housing program and the Public Rental program under the provisions of the U.S. Housing Act of 1937. Beginning in 1996, all federal Indian housing programs were consolidated under the Native American Housing Assistance and Self Determination Act (NAHASDA). Tribes now receive an annual Indian Housing Block Grant to address their housing needs based on formula funding. NHA receives \$80 to \$90 million a year from NAHASDA. NHA has spent over \$1 billion under the NAHASDA program. The following map showcases current NHA subdivisions in McKinley County.

Zuni Housing Authority (ZHA) successfully manages \$15.4 million dollars annually accumulated from 13 different sources of funding from multiply agencies. The ZHA has been successfully in building programs including United States Department of Agriculture's (USDA) Self-Help Housing program to meet people where they are with their housing situation and needs. The ZHA has translated the demand for home rehabilitations, construction, and new development projects into a local value chain. The ZHA has employed and trained the home builders and workers locally. The Pueblo of Zuni also has some model housing projects within traditional areas that blend into the cultural fabric better than typical governmental housing units. Gallup Housing Authority manages properties and housing units in the City of Gallup and provides housing assistance to low-income residents through the management of programs such Low Rent Housing and the Housing Choice Voucher Program – US Housing & Urban Development (HUD) Section 8.

Northern Regional Housing Authority operates under the New Mexico Mortgage Finance Authority's supervision and are primary service providers in the rural region of Northern New Mexico. Regional authorities are responsible for creating partnerships with local governments, state entities, nonprofit organizations and the private sector to plan, finance and create affordable housing. In addition, they operate federal programs such as Section 8 or Housing Choice Voucher Program and the Low Rent Program, also referred to as public housing. These programs provide rental assistance and subsidized rentals for households with incomes that earn 80 percent or less of the area median income.

McKinley County is also served by several non-profit housing organizations, including Navajo Partnership for Housing (NPH). NPH, one of the first Native Community Development Financial Institutions (CDFI) in the U.S. was founded in 1996 with the mission to empower Navajo families with financial knowledge and skills necessary to purchase or renovate their own homes. Until NPH was established, no financing or mortgage credit was available on the Navajo Nation. In its 22-year history, the organization produced more than \$60 million in loans and down-payment assistance, provided Home Buyer Education to nearly 4,000 families, and assisted close to 700 families.

Sustainable Master Planning

In 2012, the Navajo Housing Authority (NHA) created a sustainable planning framework for the Navajo Nation. The goal was to lay out a framework for 34,000

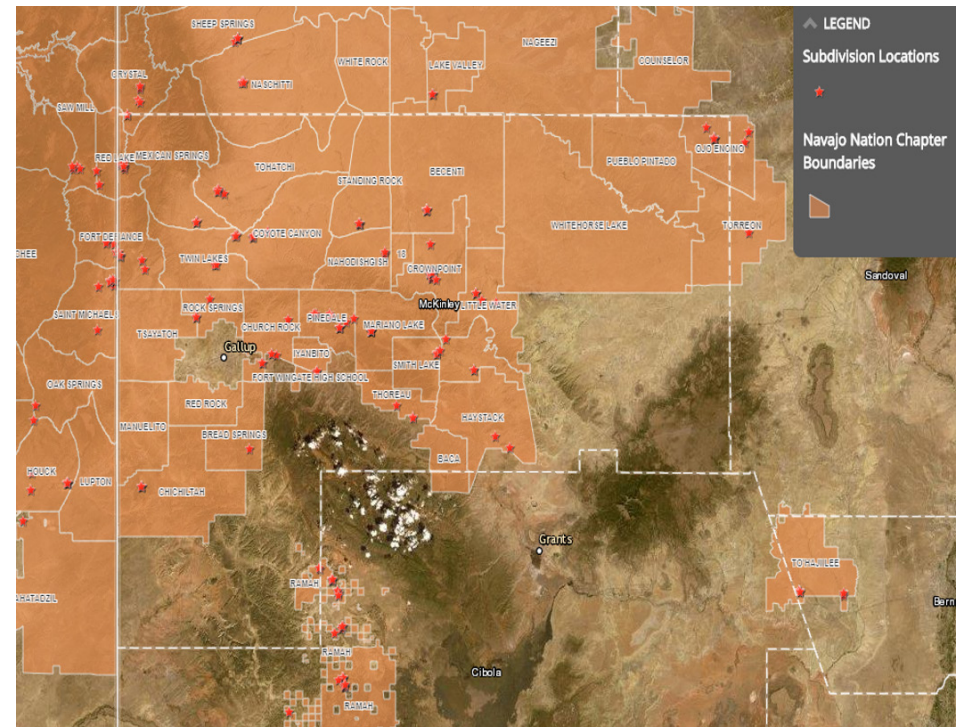


Figure 4.8.1: Navajo Nation Subdivision Location Map

housing units to satisfy the need for sustainable housing. The impetus for this major first-ever initiative was due to the fact that NHA had no more withdrawn land to build homes upon, and development was limited to only in-fill development. Additionally, utility infrastructure is the costliest component for development and NHA needed to share costs for integrated infrastructure for not only housing but local community and economic development in a regional setting approach.

McKinley County support this planning process and the resulting Conceptual Planning Studies, as well as the existing Chapter Land Use Plans that provide a guide to land use and future development based on local input and perspectives.

The City of Gallup updated its Growth Management Master Plan in 2016, which includes a housing section and related strategies, goals, and actions.

The County supports community-level decision-making and planning by the effected communities. However, the County can be a helpful resource, and with proper notice and involvement the County can be a partner in the discussion of planning and building integrated infrastructure solutions, especially roadways. The County has found that housing and roadway development can have a symbolic relationship, and the County does want to support and focus resources where development is and where it is planned.



New Subdivision Activity			
Subdivision Name	Location	Subdivision Type	Subdivision Details
Tampico Springs Mountain Monks Subdivision	South of McGaffey	Re-subdivision	Some sales but no activity; subdivided additional area creating 30-35 lots
Whispering Cedars	Jamestown	Existing Subdivision	Gradual build-out
South & East of Whispering Cedars	Jamestown	Prospect	USFS/Private land trade and consolidation of land, owner may subdivide
Dine Estates	China Springs Loop, red Rock Chapter	Existing Subdivision	GLP interested in resubdividing into some larger lots and some urban density single family and duplex lots.

Subdivision Activity in Existing Developments or Identified in the Past			
Navajo Housing Authority Subdivisions	Various Sites	Expansion of Existing and Creation of New Subdivisions	Significant housing needs have been identified, however little activity has occurred in recent years. NGWSP and 4-laning of U.S. 491 may spur housing development.
Scattered housing on Tribal Trust Land and Allotments	Various Sites	Individual Allotments	Allotment holders incrementally build new housing. As the county improves roads, new housing units develop near.
Church Rock - Ft. Defiance Housing Corp.	Church Rock Chapter	Existing Subdivision	69 units built in 2003 and 2004. No new activity
Sundance Subdivision	Sundance Road/Coal Mine Area south of Church Rock	Existing Subdivision	Incremental Growth
Springstead Estates	4 miles north of Church Rock Village in Church Rock Chapter	Prospect	No activity on 900 lot subdivision
Breadsprings/Pine Haven	Bread Springs Chapter	Individual Properties	Incremental growth on private land within the chapter
Lindsey Subdivision	Chichiltah Chapter	Existing Subdivision	24 lots on private land within the chapter, only 4 houses built
Spencer Valley	Spencer Valley/Manuelito Chapter Area	Existing Subdivision	Incremental growth
Gamerco Subdivision	North of Gallup	Existing Subdivision	Some new development
Timberlake Subdivision	Ramah Area	Existing Subdivision	Some new houses
Bluewater Lake	South of Thoreau	Existing Subdivision	No new developments; new state park master plan may result in more recreational amenities that could spur growth
Navajo Township CDC Subdivisions	Navajo, NM	Prospect	New fire station (2015). A homeownership subdivision was proposed in 2005. While infrastructure was built, no housing activity
Crownpoint Planned Community	East of Crownpoint	Prospect	Conceptual plan for new town was proposed by NHA in 2005. No activity.

Table 4.8.3: Major Residential Developments and Development in McKinley County. source: Doug Decker, McKinley County Attorney



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

HS-1: Sustainable Development

Continue to utilize Smart Growth Commission to administer the County's Subdivision Regulations and provide advice and recommendations on all new developments requiring County assistance or approval.

HS-1.1: Encourage master planning and best practices for larger-scale residential communities, including availability and build-out of infrastructure and utilities and that new housing stress efficient operation including water and energy use.

HS-2: Housing Plans

Support the development and implementation of local level housing plans to meet the housing needs of the communities throughout the county.

HS-2.1: Participate in the City of Gallup's anticipated Housing Master Plan in 2019-2020 and potentially incorporate recommendations and update this section of the Comprehensive Plan.

HS-2.2: Continue to invite developers, communities, and housing authorities to share their plans, projects, and infrastructure challenges.

HS-3: Mapping

The County should work on mapping current subdivisions, actual approved footprint of that subdivision, and potential housing developments that are planned and shared by developers, authorities, and/or communities including Navajo Chapter Land Use Plans.

Housing Need (now 350 units +/-)					
Count	Type		Density	Efficiency Factor	Acres
100	conservation	40%	1 acre/unit	.35	135 +/-
75	orchestrated neighborhood	30%	.5 acre/unit	.40	53 +/-
40	senior/vet.	15%	.25 acre/unit	.25	13 +/-
40	apartment	15%	.15 acre/unit	.15	5 +/-

Recommended Housing Sites (immediate need)			
Map Key	Type	Acres	Units
1	orchestrated neighborhood	22 acres +/-	30
2	senior/ vet.	6 acres +/-	15
3	senior/ vet.	7 acres +/-	25
4	orchestrated neighborhood	21 acres +/-	30
5	conservation	83 acres +/-	70
6	conservation	50 acres +/-	30
7	apartment	5 acres +/-	40
8	orchestrated neighborhood	10 acres +/-	15

Housing: Examples of Area Achievements

- » Several tribal and private subdivisions have been constructed in McKinley County.
- » Several non-profit developers worked to address unique and targeted housing segments, including Lexington Hotel, Chuska Apartments, and Hooghan Honzo projects in City in-fill spaces.
- » Several housing projects have been funded and successfully built in the Pueblo of Zuni.
- » The City of Gallup and its partners are actively working to promote a Housing First model and project to deal with homelessness and behavior issues in our most chronic populations.
- » Gallup Housing Authority has recently taking steps to improve and revitalize housing rental units.
- » The City of Gallup updated its Land Development Standards

Other Supporting Documents & References:

- Navajo Housing Authority
- Zuni Housing Authority
- Navajo Partnership for Housing
- McKinley County Subdivision Regulations
- City of Gallup Land Development Standards - 2017
- City of Gallup Growth Management Master Plan - 2016
- Navajo Housing Authority - Sustainable Community Master Planning
- Navajo Housing Authority - Phase II Housing Needs Assessment and Demographic Analysis

Figure 4.8.2: Housing Needs on the Navajo Nation 2012. Source: The Sustainable Journey of Beauty, Navajo Housing Authority.



Hazard Mitigation & Public Safety

Hazard Mitigation & Public Safety Overview

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

The McKinley Community Health Alliance serves as the comprehensive health council for McKinley County. This working partnership of more than 100 citizens, educators, human service providers, and health-care workers from throughout McKinley County provides leadership regarding health policy. The Alliance takes responsibility for identifying priority health issues, as well as integrating, coordinating and leveraging resources to address those issues.

Hazard Mitigation & Public Safety Conditions and Issues

State Hazards Mitigation Region

Hazards Mitigation planning and preparedness initiatives empower communities to share the responsibility of determining the best strategies for protection against any natural or human-caused disasters. Pre-disaster planning requires strong collaboration among emergency management districts, public safety sectors, community leaders, elected officials, and other select professionals in order to be successful.

The New Mexico Department of Homeland Security and Emergency Management (NMDHSEM) published its 2018 New Mexico Hazard Mitigation Plan. According to NMDHSEM, McKinley County has the 2014 McKinley County Hazards Mitigation Plan that is set to expire in December of 2019. NMDHSEM recognizes the northwest region of New Mexico as Preparedness Area 4, include the following local governances:

- » San Juan County
- » McKinley County
- » Cibola County
- » Navajo Nation and its three satellite communities
- » Ute Mountain Tribe
- » Pueblo of Zuni
- » Pueblo of Acoma
- » Pueblo of Laguna

Due to its geographical and topographical areas, McKinley County is mostly susceptible to (a) drought, (b) wildfires, (c) flash floods, and (d) human-caused hazards. But this does not exclude other hazards that are impacting communities in other parts of the country, such as hurricanes, tornados, earthquakes, volcanos, and

tsunamis. Some of the specific hazards (e.g. tornados and earthquakes) do have the potential of impacting the county or its neighboring regions.

Other hazards to also consider are human-caused hazards, such as domestic terrorism (e.g. school and workplace shootings) that has increased in activity in recent years in densely urbanized communities. While this may pertain mostly to the Public Safety sector, all elements are interconnected by purpose and function, thus it would be sensible to mention these types of incidents that could potentially impact our communities.

Non-Hazard Vulnerabilities

Non-hazard vulnerabilities are the social, economic and physical characteristics of hazard mitigation planning. Ranking highest are the social and economic vulnerabilities reflected in impoverished communities where there are high percentages of unemployment and poverty. In essence, it is to be expected that the most vulnerable populations will require greater resources and support in the event of an emergency or an event.

Physical vulnerabilities include antiquated and dilapidated structures that may be in poor condition. These types of structures are more vulnerable to extreme weather (e.g. rain, wind) that could have potential destructive consequences. Depending on who owns the property and where it is located, recovery efforts may be impacted by remoteness and the availability of funding resources.

Regional Hazards Planning

The McKinley County All-Hazards Emergency Operation Plan (EOP) was updated in 2015, and is currently in place for the McKinley County Office of Emergency Management (OEM). The plan includes "maximizing all resources of the county, tribal, and municipal governments as well as resources of various private companies and organizations." The purpose of the McKinley County Mitigation Plan is to identify the hazards that exist within the county, determine the level of risk these hazards represent, devise methods of either reducing or eliminating these effects, and to establish a plan to implement the identified strategies in a logical and orderly manner.

The 2018 McKinley County Community Wildfire Protection Plan (CWPP) was updated and approved this year. CWPPs are mandated in Title I of the Healthy Forests Restoration Act (HFRA). One of the primary CWPP requirements is hazardous fuel reduction initiatives for local governments to adopt. This document consists of three main components: (a) collaboration with all stakeholders throughout the CWPP process, (b) identify and prioritize areas considered for hazardous fuel reduction projects, and (c) gauge and address the probability of structural ignition within the area of focus. CWPPs are reviewed and approved annually by the New Mexico Fire Planning Task Force.



Hazards-Specific to McKinley County

Natural hazards are identified as anything that occurs due to weather and geological events that are beyond human control. Such events include floods, earthquakes, severe storms, tornados, landslides, forest fires and drought.

Man-made hazards are events caused by human construction or design failure. Such events could include dam failure, pipeline break, hazardous waste spills, erosion, landslide or flooding.

Human-caused hazards are instigated events triggered by actual intentions, recklessness or negligence by man. Such events could include hazardous material transport accidents, pipeline failures, arson or accidental fires, and acts of terrorism (e.g. biological, shootings).

The following listing of natural disasters are specific to McKinley County and its surrounding regions. These climatic events do not have consistent patterns annually.

Drought - Everything in the environment is connected, just like everything in our communities is connected. When we have a drought, it can affect our communities and our environment in many different ways. Each different way that drought affects us is what we call an impact of drought.

In January 2015, the U.S. Department of Agriculture (USDA) designated 26 counties in the State of New Mexico as natural disaster areas due to the extensive impacts of drought, including McKinley and Cibola Counties. The Geography section [Chapter 5] of the comprehensive plan presents additional information on regional geographic conditions.

Water - Water is a crucial resource that plays an important role in our daily activities. We need water to live and survive, including animals and vegetation. When drought occurs, it impacts local water sources for populations, livestock, agriculture, forests, firefighting, recreation and wildlife.

Water conservation initiatives have the potential to create sustainable advantages for customers and communities by decreasing water demands, energy and long-term water expenses. Water conservation also reduces demands on wastewater systems and overall maintenance and operation costs.

The Navajo-Gallup Water Supply Project (NGWSP) is designed to serve a future population of approximately 250,000 people by the year 2040. This population could be impacted by drought conditions at any point. The success of NGWSP depends on managing water demand during a variety of minor and major drought situations.

Moreover, the City of Gallup Drought Contingency Plan was completed and adopted in 2018. The project was successfully accomplished with sound leadership and partnership with various stakeholders, including the U.S. Bureau of Reclamation and the New Mexico Office of the State Engineer's Interstate Stream Commission. This plan seeks to evaluate the City of Gallup's and surrounding communities' capabilities of (a) meeting local water demands, (b) preparing to meet water demands in all stages of drought, (c) establishing mitigation plans and actions with respect to the NGWSP project and any potential drought situation. For additional information, please refer to Chapter 5.

Regional Plans - Water conservation is one of the primary tools to countermeasure the impacts of drought. The County approved and adopted the Multi-Jurisdictional Natural Hazard Mitigation Plan in December 2014. This document will need to be updated, and should coincide with all current developments of regional plans, including this comprehensive plan.

According to the U.S. Environmental Protection Agency's (EPA) Water Conservation Plan Guidelines, local water systems are recommended to plan and develop water conservation plans that state measurable goals in specific terms. There are a number of water systems (i.e. water associations, mutual domestic water users) operating and supplying much needed water sources to local communities. Currently, these water systems are all functioning autonomously without any regional representation, but are recognized by McKinley County and the State of New Mexico as local governments. The Water section [Chapter 5] presents additional information on mapping data and potential goals and strategies for water systems to establish.

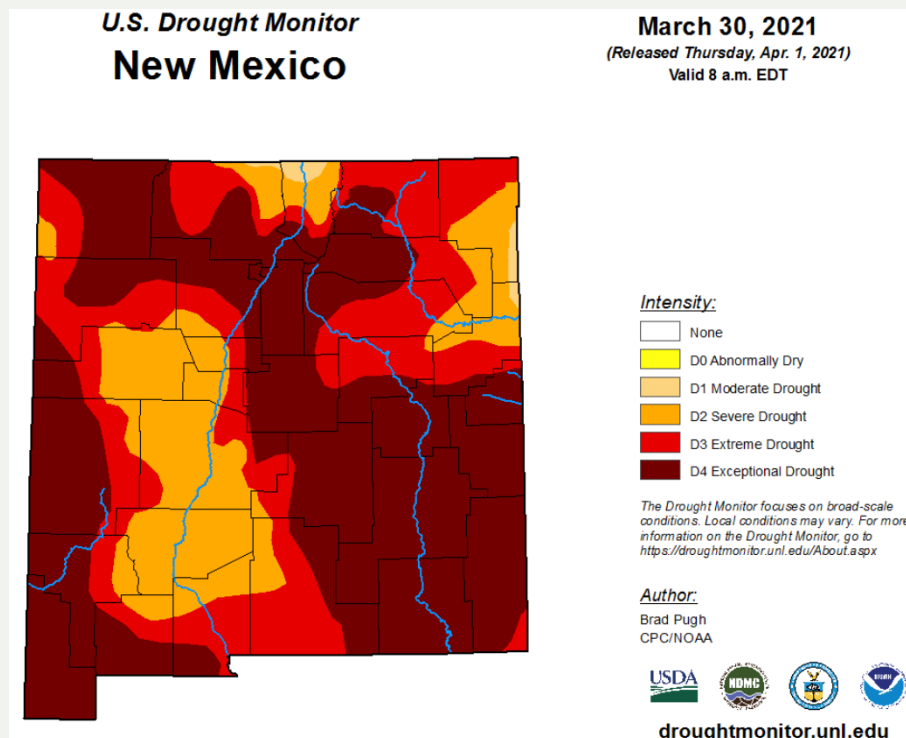


Figure 4.9.1: Housing Needs on the Navajo Nation 2012. Source: The Sustainable Journey of Beauty, Navajo Housing Authority.



- » The following is a list of some of the current regional plans that are available for McKinley County to incorporate, integrate and implement.
- » McKinley County Water Conservation Plan: 2014
- » Gallup Drought Contingency Plan: 2018, and
- » Northwest New Mexico Regional Water Plan, Region 6: 2017.

Wildfire – Wildfire is an uncontrolled inferno fueled by vegetation that could either be a naturally-caused or human-caused event. Wildfires pose major threats to community assets and resources. Wildfires may occur anytime of the year, when the conditions are right: dry weather, dry vegetation and wind/air currents.

McKinley County has historically been susceptible to drought. The goal is prepare the county, citizens and neighboring communities to prevent and/or thwart wildfires from occurring. Areas under threat are in the higher elevations, such as the Zuni Mountains, Cibola National Forest, and the Chuska Mountains, that are densely-forested lands. In 2011, uncontrolled brush and forest fires in both New Mexico and Arizona burned for weeks, costing millions of dollars in manpower and equipment to suppress the fires. A number of properties and areas of habitat were destroyed.

There are several Volunteer Fire Departments operating and functioning in the County, mostly in areas recognized as the unincorporated communities where water systems are also in operation. Again, unincorporated communities are not recognized by the State of New Mexico as a municipality or local government, thus these particular communities do not receive taxes, assets, and/or resources. The McKinley County Volunteer Fire Departments are equipped to provide emergency services and to fight fires (e.g. structural, forest). While these offices generally function with limited personnel and resources in some of the most remote locations in the county, they play a key role in respective communities.



Figure 4.9.2: Diener Canyon Fire in the Zuni Mountains south of Bluewater Acres – 2018

The County also coordinates planning and wildfire reduction projects with the Bureau of Land Management (BLM), U.S. Forest Service (USFS), Pueblo of Zuni, and Navajo Nation. Examples of projects include tree-thinning, control burns, forest restoration, and fuels reduction.

Flash Floods – The McKinley County region typically experiences periodic monsoon events that produce sudden bursts of precipitation and runoffs. Flash floods generally travel down arroyos (dry streambeds), resulting in a rapid rise in water levels and high-velocity currents moving large debris. A combination of these conditions may lead to significant damage (i.e. uprooting of trees, undermining of buildings and bridges, and scouring new channels). The intensity of flash flooding is a function of the intensity and duration of rainfall, steepness of the watershed, stream gradients, watershed vegetation, natural and artificial flood storage areas, and configuration of the streambed and floodplain.



Figure 4.9.3: The City of Gallup experienced one of the worst flash floods in July 2015. This image is of one of the many arroyos within city limits (Aztec Avenue and Patton Drive) that became inundated with runoffs, resulting in overflows.

Flash flooding effects are aggravated by steep slopes, obstructions trapping flow, and soils with low infiltration rates. Flooding of the drainages coming out of the red rock mesas along I-40 (Churchrock to Thoreau) may cause local flooding issues during periods of intense precipitation. McKinley County has declared several emergency proclamations due to such flooding events, and FEMA has provided reimbursements for damages to local infrastructure. For example, portions of the I-40 Frontage Road, at the Wingate exit, have continuously flooded due to the accumulation of sand along tributaries and under rail bridges. This another issue that will involve all stakeholders support and participation to determine viable solutions.

Flash flooding may also compromise local earthen dams, resulting in infrastructure failure and the loss of viable water source. Earthen Dams are constructed dams

or embankments generally found in Navajo Chapter communities that have been historically utilized as water sources for agriculture and livestock. Some earthen dams have breached, critically increasing demands for reliable water sources.

Human-caused Hazards - In McKinley County, potential hazards relate to the transport and/or shipping of hazardous materials through the county via Interstate 40 and the rail line. This area of the economy is generally directed by various federal agencies and special interest groups. Therefore, McKinley County should focus on key facilities and emergency management.



Figure 4.9.4: Transloading and logistics of hazardous materials in New Mexico.
Source: www.nmtransload.com

Other Hazards - Unlike wildfires and floods, which are typically concentrated in one area, severe wind and weather hazards would likely affect the entire County or region. Dust storms are a frequently recurring hazard, creating exceptional safety concerns along Interstate 40. The risk of tornado and earthquake is considered low in McKinley County. McKinley County has arrangements with the rural community centers to utilize their facilities in the event of an emergency.

Other hazards may include the complex network of pipelines, transmission lines, and historic mines and quarries. There are a number of domestic and international energy industries that are operating in and around McKinley County, like the El Paso Natural Gas and Transwestern Pipeline Company, LLC. The Peabody Natural Resources Company mines and extracts coal from the region, operating in both McKinley and Cibola Counties.

Transmission lines (powerlines) also run through the county. To avoid potential hazard, utility companies need to ensure safety precautions are being taken, such as (a) maintaining their ROW responsibilities in areas of dense vegetation and forestation, and (b) developing ways to implement protection plans that deter wildfires from occurring from failed equipment or electrical disturbances. Empowering communities and property-owners through public outreach and programs is also important. Such provisions and safeguards may include identifying areas of vulnerability (deteriorating lines, poles, transformers) and areas with excessive brush and vegetation. Any issues should be reported to utilities or other authorities.

The Public safety sector is one of the most active sectors in McKinley County. This sector encompasses several departments: police, fire, emergency response, and emergency management. McKinley County's longstanding reputation for accommodating, funding, and promoting superior commitment to public safety. Public safety services assists with the promotion of public safety and emergency management, the prevention of crime and misconduct, the delivery of quality care and services, and to ensure the safety and wellbeing of all citizens.

The County's Public Safety sector is commended being self-sustaining and reliant for developing MOUs with to established collaborative efforts with other regional agencies (i.e. Tribal, State, Cibola County). County agencies (e.g. fire, sheriff, EMS) have developed outreach programs and services to educate communities on crime and DWI prevention, fire safety, and healthy living. While this sector functions and operates on limited resources, it still manages to establish working relationships with neighboring jurisdictions and share available resources.

Public Safety is an overarching element that inter-relates with other planning elements, or areas of focus, with respect to infrastructure, transportation, education and health. The underlined statements are based on main issues and concerns addressed during the public participation meetings that will be discussed in further details later in the chapter.

- » Education – public outreach events and programs, school and elder programs;
- » Transportation – providing safe passage and road conditions, developing a regional Rural Addressing database;
- » Infrastructure – providing access to professional care and services, providing access to telecommunications, ensuring emergency personnel have adequate equipment and telecommunication services;
- » Water – having access to safe and reliable water sources, facilities and infrastructure, having access to appropriate human services, design and construction of safe and reliable wastewater facilities;
- » Housing – having adequate housing options for public safety professionals, having access to fundings and programs to rehabilitate and revitalize housing conditions.
- » Plans and implementation strategies should focus on enhancing telecommunications programs and services, and establishing regional consortiums.



Vulnerabilities and Challenges

Based on public input, the County should focus on strengthen existing relationships through refined policies dedicated towards creating regional, inter-regional and inter-state partnerships - New Mexico, Arizona, Navajo Nation, Pueblo of Zuni, San Juan County, Cibola County, Bureau of Indian Affairs (BIA), Federal Bureau of Investigations (FBI) — that expands services and accessibility to critical data and information.

"Vulnerabilities" in the Public Safety Sector

- Better Communication - 15
 - Formalize how we work together: MOUs!
 - More Multi-jurisdictional training
 - Cross-agency "User Association": Maricopa County
- Crisis Response Team for Mental Health - 13
 - Need for a crisis center: public health
 - Improve crisis response networking
- Rural Addressing Gaps - 9
 - Update and refine
- Lack of Broadband Infrastructure - 6
 - Accessible
 - Affordable
 - Cell service blackouts
- Public Safety Education - 3
 - Directory: resource guide of what is available
- Qualified Personnel - 2
 - Gaps in the number of credentialed responders
 - Career fair including public safety
- Work on Alcoholism, Violence and Crime - 1
 - Better diagnosis of mental illness
 - Get local hospitals involved
- Allocate Funds to Promote Local Public Safety Jobs
- Funds to Bring On/Pay Students: Preceptors

Table 4.9.1: Vulnerabilities in Public Safety Sectors

"Challenges" in the Public Safety Sector

- Quality/Qualified Personnel - 14
 - Pay Scales
- Interoperable Communication System - 13
- Funding Cuts - 8
 - Inadequate
 - Share funding, not just compete
 - Move to "need-based" from "population-based"
- The Chronicity - 3
 - Overcome "acceptance"
 - Communication across geography and people
- Traditional Cultures - 1
 - Implications for public safety
 - Help citizens prepare for/deal with changes/unknowns
 - Inter-generational cultural shift
 - "Individualism" culture: focus on group/community mindset
- How to Plan Comprehensively for the Future - 1
 - Need to be PROACTIVE and not REACTIVE
- Over-Dependence on Certain Industries

Table 4.9.2: Challenges in Public Safety Sectors

Contents from the Public Workshop I - Public Safety executive summary are presented to illustrate "vulnerabilities", "challenges", "strategies" and "opportunities". The method for these public participation workshops was a spinoff from the common S.W.O.T. Analysis model that is used to identify "strengths", "weaknesses", "opportunities", and "threats". The tables summarize identified vulnerabilities and challenges for Public Safety. Content with numbered figures are the top ranking.



Figure 4.9.5: McKinley County Office of Emergency Management Mobile Command Center. Source: McKinley County Office of Emergency Management



Table 4.9.6: McKinley County OEM Logo

Reduce loss of life and damage to existing community assets, including structures, critical facilities and infrastructure from all emergencies, including natural and human-caused hazards such as disease, wildfires, flooding, drought, severe weather, earthquakes, and contaminants.

Policies & Strategies

Strategies and Opportunities

McKinley County has exemplified the importance of communication and coordination amongst stakeholders in the emergency response arena with coordinated efforts and shared resources with several inter-jurisdictional agencies (i.e. McKinley County Fire and EMS, McKinley County Sheriff's Office, State of New Mexico Police, Navajo Nation Police, Navajo Nation EMS, etc.). Moreover, public input cited the importance of improving and enhancing the availability and accessibility to emergency response and management services to determine means and mechanisms of extending partnerships with other regional jurisdictional networks (i.e. Navajo and Apache Counties (Arizona), Cibola and San Juan Counties (New Mexico).

- » Support FirstNet as a rural priority
- » Prioritize funding for public safety
- » Develop County Disaster Response/Recovery Plan: assets, operations and management
- » Bring Public safety academies here: establish local training facilities and programs
- » Web-based collaborative associations: conferencing, online resource directory
- » Public Safety Consortium:
- » Local Emergency Planning Committee: monthly meetings, updates, etc.
- » Shared data, information, resources, equipment, etc. = avoid duplicated efforts
- » Increased communication and coordination
- » Market & promote Public Safety programs: acknowledge local/regional providers
- » Advocate for ruralized funding from State

Hazard Mitigation & Public Safety: Examples of Area Achievements

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

Other Supporting Documents & References:

- All Hazards Emergency Operations Plan (2018)
- Multi-Jurisdictional Natural Hazard Mitigation Plan (2015)
- McKinley County Threat and Hazard Identification and Risk Assessment Guide (THIRA) 2014
- Community Wildfire Protection Plan (2018)
- EOC Manual & HazMat Guide for First Responders
- New Mexico Department of Homeland Security (Area 4)
- County Continuity Plan

HM-1: Emergency Management Plan

Update and improve the County All Hazard Emergency Operations Plan every three years, as recommended by FEMA and Homeland Security.

HM-1.1: Research and access funding to support development and staffing of a third-party all hazard emergency notification system.

HM-2: Best Practices

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

HM-3: Plan & Assessment Update

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

HM-4: Drainage & Stormwater Master Plans

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

HM-5: Capital Improvements

Develop capital improvement plans to identify and seek local, State and Federal funding for priority emergency management and hazard mitigation projects.

HM-6: Public Information

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

HM-7: Continuity of Operation

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



Fiscal Impact

Fiscal Impact Overview

McKinley County suffers the disadvantage of having a very small tax base; only about 20% of the total land base is taxable property, and nearly three-quarters of the land is owned or held in trust by Federal or State government. Household income levels are also quite low, thus limiting the generation of public revenues. A large portion of McKinley County funding comes from outside assistance sources, but public financial needs remain inadequately met. To support the cost of developing and maintaining its very basic infrastructure, the County looks both to new funding sources – such as increased tax base – as well as strategies that encourage partnering with local jurisdictions and developers to share the financial burden.

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

Fiscal Impact Conditions and Issues

Currently, only about 20% of the land in McKinley County can be taxed. This is due to the high number of acres dedicated as Indian Reservation. Under Federal law, the County cannot tax these holdings. This severely limits the amount of property tax revenue available to flow into the County's General Fund. Although these revenues are constrained, there has been modest growth: In 2002, the County generated \$17.2 million from property taxes. In 2012, property taxes produce in excess of \$24 million annually, an average growth rate of nearly 3% per year. But in 2018, property taxes only produced about \$28 million showcasing a slowing of annual growth.

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

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

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

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

Fiscal Impact Policies & Strategies

FI-1: Target Infrastructure

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

FI-2: Cost & Revenue Sharing

Explore cost-revenue sharing intergovernmental agreements for partnering on facilities construction, maintenance, provisions of services.

FI-2.1: A tribal payments in-lieu of taxes could be explored as a means to enable County participation in extending services to tribal trust and allotment land.

FI-2.2: Road construction and maintenance joint agreements, likewise, have promise for cooperative fiscal impact response.

FI-2.3: In the past, opportunities for intergovernmental investments from tribal entities (e.g., landfill) have been missed. Look at models in San Juan County including turning all tribal fire stations and equipment over to the Navajo Nation in exchange Navajo Nation provides operating funds.





Fiscal Impact Goal

To manage and put to best use all public resources and expand the County's financial capacity through regional partnering, strategic investment, diverse funding streams and creative financial methods.



FI-3: Enterprise Fund Development

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

FI-3.1: Review financing options for Adult Detention Center and spec-building including Opportunity Zones.

FI-3.2: Any such enterprise should be founded in public purpose, not competing with private sector businesses. Two possible ventures discussed in Plan Elements are:

- Utilizing the Road Department as a contractor for externally funded road projects
- Attracting external use of the Fire Training facility for conferences and trainings. Review of current leases with non-profits and other governmental agencies.

FI-3.3: Conference Centers and recreational facilities possibilities have been discussed. Past experience, however, may cause citizens to question whether prospects for a return on investment are strong enough to justify the risk. Red Rock State Park, now owned and operated by the City of Gallup, exemplifies a tourist-attracting asset that, to date, has constituted a “loss leader” boost to the local economy.

FI-3.4: A utility or broadband consortium, on the other hand, could set McKinley County as a partner with the Navajo Nation and City of Gallup as providers of electric power and/or broadband.

- A grant to the County for establishing solar-generating energy or E-rate for broadband expansion or use of public facilities, for instance, might establish its share in a network to supply industrial and rural community needs.
- Similar interjurisdictional cooperation could be explored for wastewater and solid waste facilities; perhaps even a County role in future water resource treatment and distribution.
- The vacant land owned by the Solid Waste Authority could be leased for economic development purposes, thus reducing need for Environmental Gross Receipts tax payments from the County.

FI-4: Federal, State & Local Policy

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

FI-4.1: Evaluate hiring a lobbyist to facilitate the County's Legislative agenda and advocacy, as well as plan annual trips to Washington DC.

FI-4.2: Monitor and support City of Gallup's effort to correct hold harmless legislation.

FI-4.3: Review “Take Home Vehicle” policy and the County vehicle pool program.

FI-4.4: Implement regular meetings with City of Gallup to discuss joint operating programs and performance.

FI-4.5: Review County Investment Policy.

FI-4.6: Develop the County Employee Professional Development program.

FI-4.7: Continue County budget and audit management process as well as enact policies regarding RMCHCS hospital.

FI-4.8: Complete a County Employee Compensation Study and Policy.

Fiscal Impacts: Examples of Area Achievements

- » Re-negotiation and upgrade of County's bond rating;
- » Regionalizing facility development and shared repayment burdens, including overhead and maintenance costs (e.g. Law Enforcement Center, Regional Justice Center)
- » Working with NMAC to advocate that the Legislature provide some reimbursements for housing State inmates;
- » Working with NMAC and NMML to advocate for sustaining the hold harmless payments to Cities and Counties for loss of tax revenues on food and medical;
- » Working with NACo to advocate for PILT funding and Secure Rural Schools Act;
- » Successful joint funding partnerships for county road construction (e.g. County Road 27 and 6)
- » Utilizing and gaining road construction contracts with Navajo Nation; moving into a County enterprise;
- » Successful marketing and enrolling inmates at the Adult and Juvenile

Other Supporting Documents & References:

- **Current County Audit, Budget, and Financials**



IMPLEMENTATION

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

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

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



Figure 5.1.1: Gallup Energy Logistics Park Ground Breaking Ceremony, 2016.

IMPLEMENTATION OVERVIEW

Comprehensive Plan Amendment/Revisions

The Northwest New Mexico Council of Governments recommends that the County utilize a facilitator (Lyle Sumek Associates) to develop a Strategic Plan that utilizes the Comprehensive Plan as a guide to set short, mid, and long-term actions and performance measures and annual reports.

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

Larger Amendments to the Comprehensive Plan would occur when proposed changes of conditions or new development would substantially impact the County and its land use balance. Such an amendment may be justified when a new development of significant size would materially alter the type or intensity of land use with concomitant impacts/burdens upon surrounding land uses and infrastructure services. Major changes could be around the corner with development of Gallup Land Partners and in the Prewitt Industrial Cluster.

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

Performance Measures

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

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



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

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

Useful tools for keeping Comprehensive Plan on course include:

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

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

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

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

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

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

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

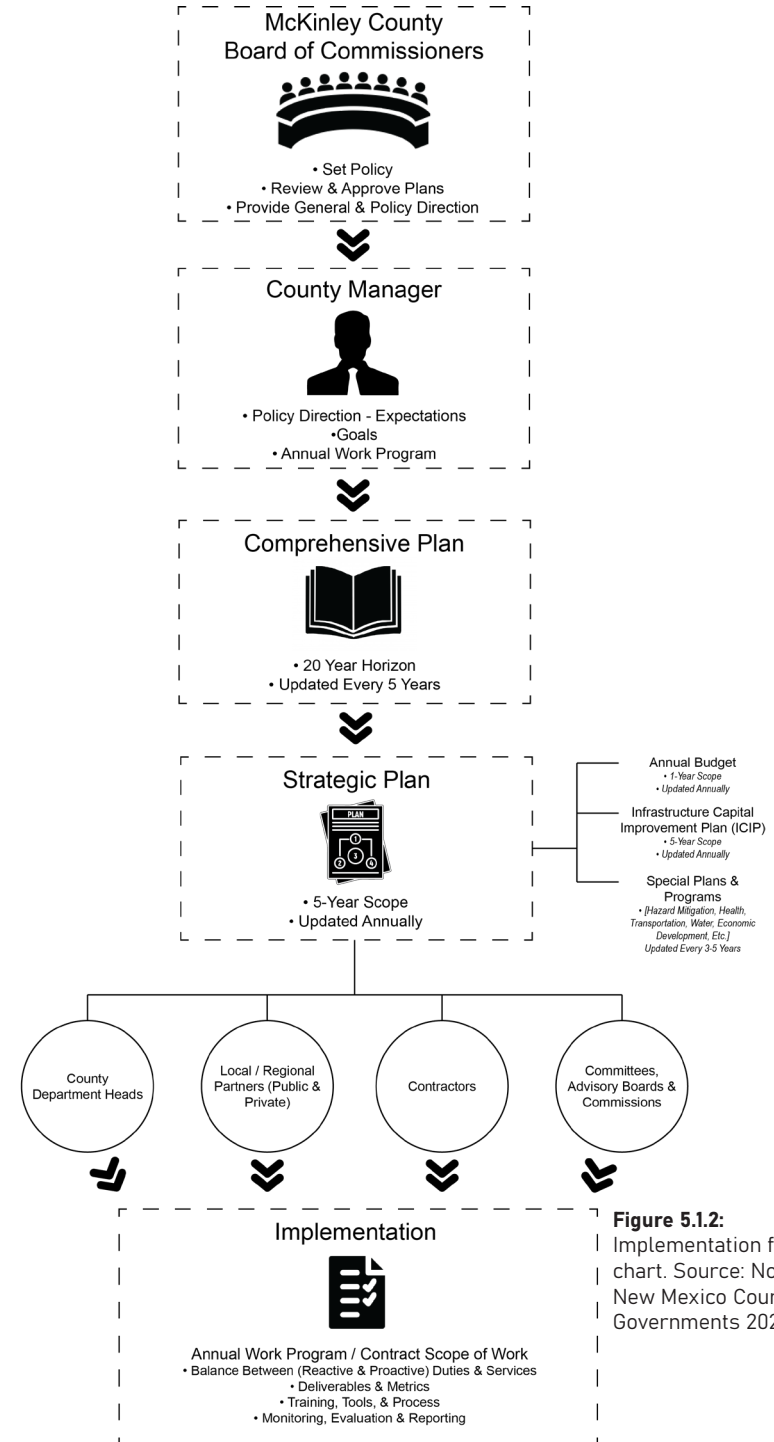


Figure 5.1.2: Implementation flow chart. Source: Northwest New Mexico Council of Governments 2021



 <h2>McKinley County: Strategic Plan in Brief</h2>	
<h3>VISION 2035</h3> <p>MCKINLEY COUNTY 2035 is a SAFE and HEALTHY COMMUNITY that CELEBRATES OUR DIVERSE CULTURES.</p> <p>MCKINLEY COUNTY 2035 has a STRONG LOCAL ECONOMY and an EFFECTIVE TRANSPORTATION SYSTEM.</p> <p>MCKINLEY COUNTY 2035 is a "GREAT PLACE TO LIVE" IN NEW MEXICO!"</p>	<h3>GOALS 2025</h3> <p>Grow the Local Economy</p> <hr/> <p>High Performing County Organization</p> <hr/> <p>McKinley County – A Great Place to Live</p> <hr/> <p>Effective Transportation for People and Commerce</p>
<h3>POLICY AGENDA 2019 – 2020</h3> <h4>Top Priority</h4> <p>"Spec" Building with Infrastructure</p> <p>Rhino Health – Phase 2 and Phase 3</p> <p>County Jail Facility: Funding Direction</p> <p>Bi-County Fair Enhancements</p> <p>County Information Systems Master Plan: Development</p> <h4>High Priority</h4> <p>Greater Gallup EDC: County Participation</p> <p>County Employee Professional Development: Next Steps</p> <p>Strategic Communications Policy, Position and Plan</p> <p>Hospital: Direction</p> <p>Weed and Litter Control Ordinance Enforcement: Direction</p> <p>Tourism Development Strategy</p> <h4>Moderate Priority</h4> <p>County Vehicle Replacement Schedule/Plan and Funding Mechanism</p> <p>Teamwork with Elected Officials: Actions</p> <p>County Bridges Maintenance/Build-a-Bridge Program</p> <p>County Road Projects: Review, Priority and Funding</p>	<h3>MANAGEMENT AGENDA 2019 – 2020</h3> <h4>Top Priority</h4> <p>Inland Port/Energy Logistics Park Feasibility Study</p> <p>County Investment Policy: Review</p> <p>Core Values – S.P.I.R.I.T.: Implementation</p> <p>Grants Capacity: Review</p> <p>Road Department: Review</p> <p>Procurement Policy: Review</p> <h4>High Priority</h4> <p>City of Gallup Strategy: Critical Issues</p> <p>County Lobbyist, Legislative Agenda and Advocacy</p> <p>County Employee Compensation: Study and Policy</p> <p>Emergency Management: Review</p> <p>Take Home Vehicle Policy: Review</p> <p>Fire Services: Review</p> <p>Emergency Operations Plan: Review and Update</p> <p>Dispatch Protocols: Review</p> <h4>Moderate Priority</h4> <p>Hold Harmless: Monitoring and Advocacy</p> <p>Regional Active Shooter Action Plan</p> <p>Williams Acres Water: Advocacy System Improvements</p>

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Figure 5.1.3: McKinley County Strategic Plan Brief page 1. Source: McKinley County

<h3>MANAGEMENT IN PROGRESS 2019 – 2020</h3>	
<p>Commercial Air Service: Advocacy</p> <p>ADC Corr Health Contract</p> <p>2018 MCI After Action Report/Improvement Plan</p> <p>Mobile Home Auction</p> <p>School Code Red Notification Listing</p> <p>NMDHSEM Grant Closeout</p> <p>Community Flu POD</p> <p>HR Strategic Plan</p> <p>Local Election: November 2019, March 2020, June 2020</p> <p>MCI Plan (County Fire)</p> <p>Finance Department Calendar</p> <p>Red Mesa Center: Direction</p> <p>GIS Data: Update</p> <p>MCU Upgrade: Type II</p> <p>Surplus Disposal Process: Streamline</p> <p>Rapidly Deployable Resources: Development</p> <p>911 Equipment: Upgrade</p> <p>Prisoner Care Contracts: Update</p> <p>County Facilities Emergency Plan</p> <p>County Courthouse: Swipe Card</p> <p>Logo Application to 2019 Version: Upgrade</p> <p>Fire Records Management</p> <p>NMDHSEM Grants Closeout</p> <p>Bi-Annual County Inventory: Completion</p> <p>Centralized Procurement System: Completion</p> <p>Redundant Fiber Metro</p> <p>McKinley County GIS/Navajo Nation Addressing Agreement</p> <p>Windows 7 PCs with Windows 10: Replacement</p> <p>New World ERP Project</p> <p>MDT: Update Systems</p> <p>Magistrate Court Automation System (Honeywell)</p> <p>Formal Bid Selection: Streamline</p> <p>Storage Room: Organization</p> <p>Sheriff Social Media Account: Open</p> <p>Purchasing Policy and Threshold: Updates</p> <p>Sheriff Full Staffing</p> <p>THIRA: Update</p> <p>Land Values: Update</p> <p>Discipline Process/Training</p> <p>2nd Annual Support Staff Professional Development</p> <p>Pay Plan Time: Alignment</p> <p>County Safety Program: Improvements</p> <p>Emergency Response Plan</p> <p>Business Licenses: Check</p> <p>Cash Handline Process: Security</p> <p>Vehicle Leasing Program: Research</p> <p>Sheriff Inventory: Completion</p> <p>Active Threat Plan</p> <p>"One Map": Completion</p>	<p>Character-based Training and Educational Material</p> <p>ADC Policy: Update</p> <p>Windows 7 Laptops with Windows 10: Replacement</p> <p>County Driver's License Program and Driving Policy: Update</p> <p>ADA Accommodation Process</p> <p>Emergency Communications: Re-Accreditation</p> <p>County Fire Policy and SOG</p> <p>Accident/Incident Form: Update</p> <p>Personal Till Machine</p> <p>Digital Media Expansion</p> <p>Drone Policy/Team</p> <p>Tax Roll: Completion</p> <p>Commercial Land Values: Update</p> <p>Mobile CAD</p> <p>Third Radio Channel</p> <p>McKinley County South (Timberlake Land Values) through Submission of Sales Affidavits</p> <p>Emergency Operations Plan Annexes</p> <p>DOJ Settlement</p> <p>Voting Precinct Outreach</p> <p>NMDHSEM All Hazards Incident Management Team</p> <p>Short Term Investment: Improvement</p> <p>Grazing Rate Adjustment</p> <p>W-9 Packet: Implementation</p> <p>LGRF Projects: FY 18, FY 19, FY 20</p> <p>HR Operating Manual</p> <p>County Job Descriptions: Update</p> <p>HR Civics</p> <p>Wellness Program: Initial Research</p> <p>Liquor Excise Tax: Distribution</p> <p>Gallup McKinley County Schools (GMCS) MOU</p> <p>JPO Diversion Program</p> <p>Fire Advisory Board: Creation</p> <p>K-9 Team Training Contract</p> <p>Narcotics Division: Staffing and Opening</p> <p>Emergency Response Team: Activation</p> <p>DWI IOP Accreditation</p> <p>DWI Drug Court</p> <p>Fire and Life Safety Codes: Adoption</p> <p>Pre-Protocols: Update</p> <p>Forest Patrol for Campgrounds/Hunting Areas</p> <p>DWI Prevention: Evaluation</p> <p>DWI Treatment: Evaluation</p> <p>Battered Families, Inc.: Training and Financial Records</p> <p>Jail Policies: Review</p> <p>Indian Health Services Building: Location and Advocacy</p> <p>Johnson Road ROW</p> <p>Road Policy: Revision</p> <p>2020 LGRF Funding</p> <p>Blue Medicine Well Road: Re-authorization</p>
<h3>MAJOR PROJECTS 2019 – 2020</h3>	
<p>Community Services Building – IT Portion: Completion</p> <p>Magistrate Court HVAC Automation System</p> <p>Sally Port Destruction</p> <p>Courthouse Carpet and Tile Replacement</p> <p>Metro Dispatch Roof</p> <p>District Attorney IT – AC</p> <p>LED Building Lights</p> <p>Thoreau Community Center Tile Replacement</p> <p>Old Courthouse Stucco Repair and Paint</p> <p>Courthouse Parking Lot Re-coat and Striping</p> <p>Gallup Health Office Interior Wall</p> <p>Sheriff's Office Building Repairs</p> <p>Thoreau Community Center HVAC</p> <p>Clerk's Office Foyer, Benches, Front Counter</p> <p>Energy Saving Project</p> <p>County Security Upgrades (Cameras, Alarms, etc.)</p> <p>Courthouse Expansion: Construction</p> <p>Pueblo Pintado Fire Station: Construction</p> <p>Ramah Senior Citizen Center Sewer System</p> <p>Street Lights</p> <p>Thoreau Fire Station Replacement</p> <p>Behavioral Health Parking Lot and Fencing</p> <p>New Zuni VFD Facility</p>	<p>White Cliffs Water System Project: Bid Packet, Bid – Design and Construction</p> <p>Thoreau Townsite Improvements</p> <p>Breadsprings Chichilthah CRC</p> <p>Superman Canyon Cuts for Road Improvements</p> <p>Milk Ranch Canyon Trailhead</p> <p>Allison Road Improvements</p> <p>Pinehaven Road Improvements</p> <p>County Road 1 Improvements</p> <p>County Road 19</p> <p>Deer Springs Road Improvements/ROW</p> <p>Mamuelito Canyon Bridge</p> <p>Federal Forestry Road Improvements</p> <p>RTP Zuni Mountain Trail</p> <p>RTP Quartz Hill Cibola County</p> <p>Carbon Coal Road</p> <p>Cousin Roads Improvements</p> <p>County Road 19 Project: Completion</p> <p>Carbon Coal Road Project: Design</p> <p>Manuelito Canyon Bridge and Road Project: Design</p> <p>Superman Canyon Road Bridge: Design</p> <p>Old Churchrock Mine: Design</p> <p>Deer Springs Road Bridge and Drainage Structure: Design</p>

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Figure 5.1.4: McKinley County Strategic Plan Brief page 2. Source: McKinley County

APPENDICES

Appendix I: Plan Framework

Legal and Administrative Framework

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

Statutes Overview

General Powers of Counties and Municipalities – Local governments (i.e. municipalities, counties) are required to develop comprehensive plans, as specifically stipulated in New Mexico state statutes. The following statute grants counties the same authority that municipalities have in many areas, including planning. Section 4-37-1 NMSA 1978 states:

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

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

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

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

- A. After a master plan has been approved and within the area of the master

plan, the approval of the planning commission is necessary to construct, widen, narrow, remove, extend, relocate, vacate, abandon, acquire or change the use of any.

- park, street or their public way, ground, place or space
 - public building or structure; or
 - utility, whether publicly or privately owned.
- B. The failure of the planning commission to act within sixty-five days after submission of a proposal to it constitutes approval of the proposal unless the proponent agrees to an extension of time. If the planning commission disapproves a proposal, it must state its reasons to the governing body. The governing body may overrule the planning commission and approve the proposal by a two-thirds vote of all its members.

Purpose of a plan – Section 3-19-9 NMSA 1978, Subsection (A) — general purpose of a master plan:

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

Subjects the plan may recommend on – The statutory provision relating to counties is Section 3-21-5 NMSA 1978, entitled “Zoning Conformance to Comprehensive Plan.” Subsection (A) states:

“The regulations and restrictions of the county or municipal zoning authority are to be in accordance with a comprehensive plan....”

Zoning conformance to plan – The statutory provision relating to counties is Section 3-21-5 NMSA 1978, entitled “Zoning Conformance to Comprehensive Plan.” Subsection (A) states:

“The regulations and restrictions of the county or municipal zoning authority are to be in accordance with a comprehensive plan....”

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

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



Subdivision Act, provided that:

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

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

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

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

Section 3-19-5(A) states:

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

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

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

Community Development Block Grant (CDBG) Regulations for Preparing a Comprehensive Plan – The Division of Local Governments of the state of New Mexico Department of Local Affairs has made funding available for the McKinley County Comprehensive Plan, Phase 2. In the state’s Community Development Block Grant Regulations for Small Cities (dated 2016), Section 2.110.2.11 Eligible Activities/ Categories, it is stated:

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

1. Land Use
2. Housing
3. Transportation
4. Infrastructure
5. Economic Development
6. Water
7. Water Hazard Mitigation
8. Implementation, a compilation of programs and psecific actions to be completed in a stated sequence
9. Development of additional elements of a comprehensive plan may include but in not limited to:
 - a. Drainage
 - b. Parks, Recreation and Open Space
 - c. Tourism
 - d. Historic Preservation
 - e. Asset MANagement
 - f. Growth Management
 - g. Fiscal Impact Analysis
 - h. Intergovernmental Cooperation
 - i. Social Services

Consistency between the comprehensive plan and the Infrastructure Capital Improvements Plan (ICIP) is evaluated and given points by the state in review of CDBG grant applications. Under planning criteria for application review and evaluation process, Section 2.110.2.18 (E)(5) describes the criteria used to evaluate consistency:

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

Local government applications for CDBG grants to prepare infrastructure or other types of more detailed plans are evaluated and given points for consistency with the comprehensive plan, as described in the Section 2.110.2.18 (F):

“Planning Criteria Category: (1) Consistency (25 points): document the degree to which the proposed planning project is consistent with the applicant’s current version of its comprehensive plan, its infrastructure capital improvement plan, and its planning region’s consolidated plan”.



Appendix II: Planning Process

Background

This documentation will serve as an efficient living document to the most recent version of the McKinley County Comprehensive Plan (the Plan), previously updated and completed in September 2012. McKinley County (hereinafter “County”) directed other comprehensive plans previous to the 2012 version: 2003 (Phase I) and 2005 (Phase II). The focus of this plan was to create “a common platform for stakeholders and communities, as well as units of governments....to integrate and weave together the region’s many existing planning documents in a comprehensive and holistic guide for regional sustainable development.”

The current 2012 plan was prepared by the Northwest New Mexico Council of Governments (hereinafter “COG”), and the project was funded by the U.S. Housing and Urban Development’s (HUD) Community Development Block Grant. The COG is an inter-governmental planning agency that has and continues to provide professional planning services and technical support for McKinley County. The COG continues to play a key role in establishing vivacity in the County’s efforts of initiating some of the most inspiring and optimistic planning prospects for this region.



Figure 6.2.1: Timeline of Comprehensive Planning in McKinley County

Purpose

The intent of this Plan is to revise and demonstrate certain changes emphasizing the ongoing needs and the continuing efforts of multi-jurisdictions of improving the well-being of communities within the region. A key of this Plan is to inform on infrastructure needs, economic opportunities, and system upgrades, thus such determinations are motivated by infrastructure improvements of roads and bridges, and developments of water and emergency response systems. Additionally, ongoing partnerships and planning alliances are required to address the needs and demands of regional communities collectively. Through collaborative sponsorship between McKinley County and COG, the plan’s emphasis will focus on specific aims and objectives. including but not limited to:

Identifying key stakeholders who share the same vision for creating sustainable, healthy and liveable communities;

- » Strengthen collaborative and support networks between all stakeholders, contractors and collective leaderships within the region;
- » Prioritizing planning targets and purposes through support and guidance;
- » Managing allocated resources and funding capacities sustainably to ensure

- » planning goals and actions are attained and fulfilled; and
- » Strategically utilizing and implementing planning tools and resources to ensure the development of sustainable and healthy communities.

The contents of the Plan will broadly demonstrate the historical and current conditions within each element of planning paradigms (i.e. infrastructure, economics), as well as all future planning goals and actions to countermeasure disparities and/or improve specific conditions and issues. This comprehensive plan will also include past and current local and regional planning initiatives and objectives, revised demographic and socioeconomic data and content information, and in-depth analysis of development requirements and specifications with respect to proposed economic industries and impacts.

Living Document

This living document shall reflect planning approaches that need to be consistent and responsive to current and future socioeconomic and sociocultural changes in order to remain consistent with the County’s proposed planning goals and actions expressed and denoted in the following sections. Thus, it will function as a blueprint sensible to this region’s changes in current conditions and potential socioeconomic opportunities. It will be a flexible and adaptable planning tool designed to address the needs and demands of all communities within this region.

Key Principles

Past comprehensive plans have been based on both local and regional strategies in the areas of transportation, land use, infrastructure, housing, economic development, conservation and so forth. An integration of planning approaches that were developed from a series of public input and community involvement. This comprehensive plan update will be an extension of these efforts with strong emphasis on transparency through practices of community outreach and capacity building initiatives, through public facilitation and social networking. This approach is necessary in capturing the true voice of local communities within this region, that also has the potential of extending said planning initiatives into neighboring counties, in efforts of widening and encompassing a more extensive form of collaborative support and public engagement necessary to accomplish some of the most challenging planning developments.

The principal purpose of this Plan is to assess and analyze citizen response and input as a planning strategy of improving the quality of life while preserving tradition and natural assets. This approach allows the County to gauge prospects through realistic considerations of its strengths, weaknesses and primary challenges that ensures a safer and healthier outlook of community well-being.

Comprehensive Plans improves the level of understanding of local and regional demographic and physical conditions. Identifying these measurements determines the level and status of existing conditions. The development of planning initiatives allows the County to implement sustainable improvements and changes that counter any, if not all, inconsistencies.



Process

The planning process included meetings and focus groups with County administrative staff, local administrators, the Comprehensive Plan Committee, and the Board of County Commissioners. This Plan shall continue to emphasize uniform and recurrent coordination with surrounding Navajo Chapter communities and the Pueblo of Zuni, including incorporating summaries of local Chapter Land Use Plans (CLUPs) and the outcome of facilitated dialogues with local chapters, the City of Gallup, rural communities, and the Pueblo of Zuni. This is in efforts of incorporating and including local Indigenous significance, influence, and effectiveness in initiating the County's planning proposals and aspirations towards creating sustainable and healthy communities.



Appendix III: Socio-Economic Profile

A critical objective of this Plan was to use the available data to update the socio-economic section of this plan to provide a snapshot of what is happening in McKinley County, develop key take-aways that can support our goals, strategies, and policies, and compare it to historic trends. It is recommended that this section be updated with the new 2020 Census to be the most accurate and useable for various County purposes, e.g. grant applications.



Figure 6.3.1: McKinley County Profile. Source: <https://datausa.io/>



Quick Snapshots

The next several images provide a quick and visual representation of the County and its socio-economic composition. While this profile is for the County as a whole, we have created these for all census designated places and the City of Gallup within the County that can be referenced in the Appendix.

People

The total population of McKinley County is 72,534. The median age is 30.88

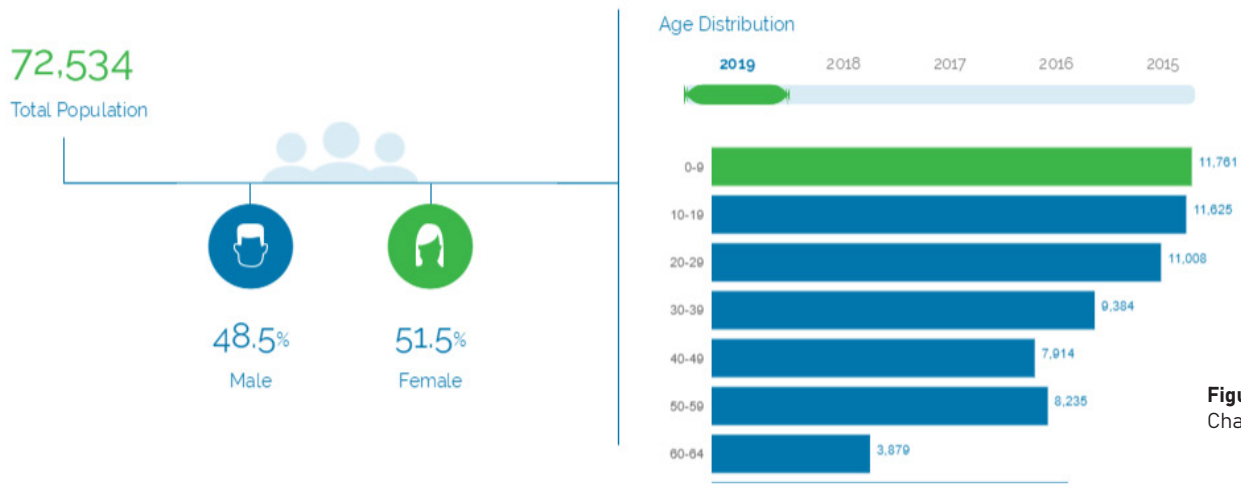


Figure 6.3.2: McKinley Population Characteristics.

Educational Attainment

The majority of the population in McKinley County has a high school degree, and 19.08% have a college degree.



Figure 6.3.3: McKinley County Educational Attainment



Businesses and Jobs

McKinley County has a total of 1,724 businesses. In 2019, the leading industries in McKinley County were Health Care and Social Services, Retail, Accommodation and Food Services, and Education.

What are the top industries by jobs?



How many employees do businesses in McKinley County have?

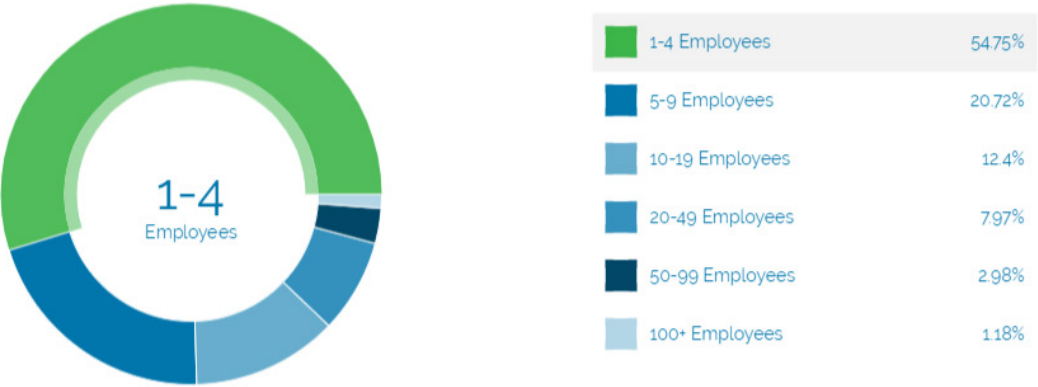


Figure 6.3.4: McKinley County Industry and Employment



Labor Force

McKinley County has a labor force of 27,101 people, with an unemployment rate of 7.5%.

27,101

Labor Force

7.5%

Unemployment Rate

▼ -2.6%

Unemployment Rate
Change (1 year)

Talent

Where are the top jobs by occupation?

Office and
Administrative
support



14.08%

2,984

Sales



11.37%

2,409

Education,
Training/Library



10.29%

2,181

Executive,
Managers, and
Administrators



7.52%

1,594

Food Preparation,
Serving

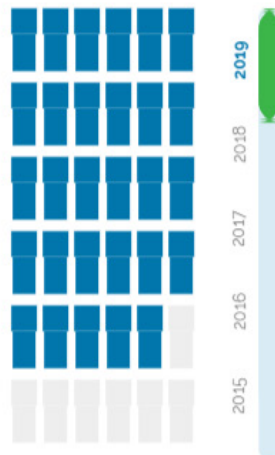


7.29%

1,545

Total Employees

21,196



The work distribution of total employees in McKinley County is:

35%

Blue Collar



64%

White Collar



Total Establishments

1,724



Figure 6.3.5: McKinley County Labor Force and Employment



Housing

There are 145% more households who own their homes than there are renters.

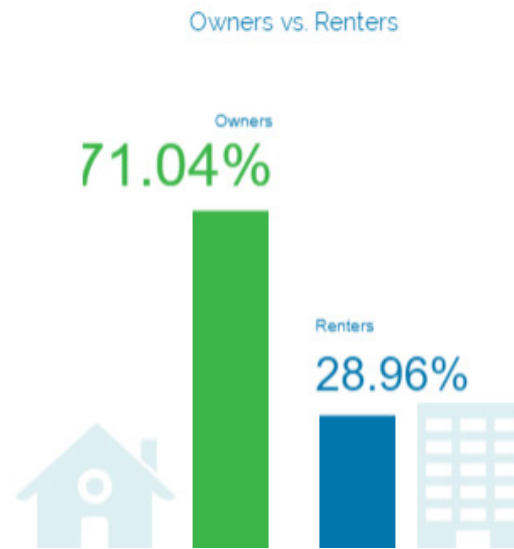


Figure 6.3.6: McKinley County Housing Ownership

Transportation

Residents spend an average of 22 minutes commuting to work. McKinley County is served by 12 airports within 50 miles. Rail can be accessed within the community. Interstates can be accessed within the community.



22min

Commute Travel Time



3 + 12(+50 miles)

Airports in Community



Interstate

In Community



Freight Rail

In Community

Figure 6.3.7: McKinley County Transportation Characteristics



Population

A population pyramid (or age pyramid) is a graphic diagram that shows (a) population growth and (b) the age and gender distribution of a population, that reflects the shape of a pyramid. A consistent pyramidal shape will suggest a healthy birth rate and a natural mortality rate of a population. The base of the pyramid shows the birth rate (age 0-14), followed by the younger population (age 15-19), the working population (age 20-64), and the elderly population (age 65-85+).

Here, the birth rate for both male and female children (under age 5) valued at 7.55%. Subsequent cohorts increased to over 8% (age 10-14), respectively, remained the same at (age 25-29), where the working population peaked, and decreased to a little over 5% (age 60-64). The elder population (over age 65) decreased further from 4% and just over 1% (age 85+), where the female elder population have outlived their male counterparts.

Figure 6.3.9 shows changes in population per age cohorts in ascending order (that is opposite of how population data are presented in population pyramid figures (i.e. Under 5, 15 to 19, etc.)). Looking at this table, total population for all children (under 19) has declined in, as well as between the 25 to 29 age cohort and the 40 to 44 age cohort.

Respectively, based on these chart numbers and figures, the birth rates (Under 5 age cohort) for McKinley County have been declining since 2000. Between 2000 and 2010, birthrates declined by -1%. Between 2010 and 2017, birthrates declined by -0.4%. Between 2000 and 2017, birth rates declined by -1.4%. This could be attributed to the younger generation choosing to pursue economical opportunities elsewhere for education (i.e. college, trade schools) and/or jobs, also known as brain drain and economic leakage, respectively.

In contrast, the mortality rates (age cohort 85+) between 2000 and 2017 have increased, improving with each subsequent census profile. Between 2000 and 2010, the mortality rate increased by 1.88%. Between 2010 and 2017, the mortality rate increased by 2.4%. Between 2000 and 2017, the mortality rate increased by 4.74%. This could be attributed to increased preventative health measures for the elderly population (age cohorts 65+).

Regional Overview

Using another source, Figure 6.3.10 presents a population growth snapshot for this region's principal urban centers, or border towns, that are located within San Juan, McKinley and Cibola Counties, respectively. Between 1980 and 2018, the City of Farmington (San Juan County) had the most population growth than Gallup (McKinley County) and Grants (Cibola County) combined. This growth is attributed to the increased extraction and production of coal and oil that has driven the region's economy since the 1970s. However, the value of coal has plunged in recent years due to the global markets shifting towards cheaper resources and sustainable energy sources (i.e. solar, wind).

Population Distribution, 2017

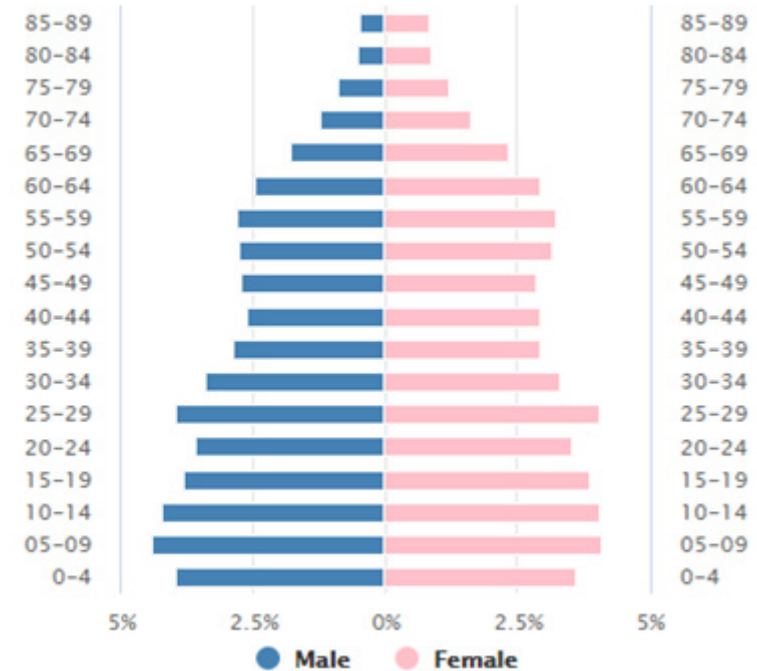


Figure 6.3.8: McKinley County Population Pyramid 2017. Source UNM BBER

Age Groups	2000 Census Totals	2010 Census Totals	2017 Estimated Totals
Under 5	6822	6166 ↓	5892 ↓
5 to 9	8274	5958 ↓	5850 ↓
10 to 14	8577	6073 ↓	6336 ↑
15 to 19	7150	6872 ↓	5727 ↓
20 to 24	4848	5503 ↑	5671 ↑
25 to 29	4779	4513 ↓	5542 ↑
30 to 34	4998	4330 ↓	4670 ↑
35 to 39	5587	4200 ↓	4246 ↑
40 to 44	5442	4316 ↓	4071 ↓
45 to 49	4496	4870 ↑	4122 ↓
50 to 54	3653	4729 ↑	4593 ↓
55 to 59	2755	4032 ↑	4206 ↑
60 to 64	2246	3117 ↑	3847 ↑
65 to 69	1742	2201 ↑	2660 ↑
70 to 74	1311	1762 ↑	2083 ↑
75 to 79	937	1316 ↑	1320 ↑
80 to 84	584	838 ↑	1149 ↑
85+	586	696 ↑	864 ↑

Figure 6.3.9: McKinley County Age Group Trends. Source USCB, ACS

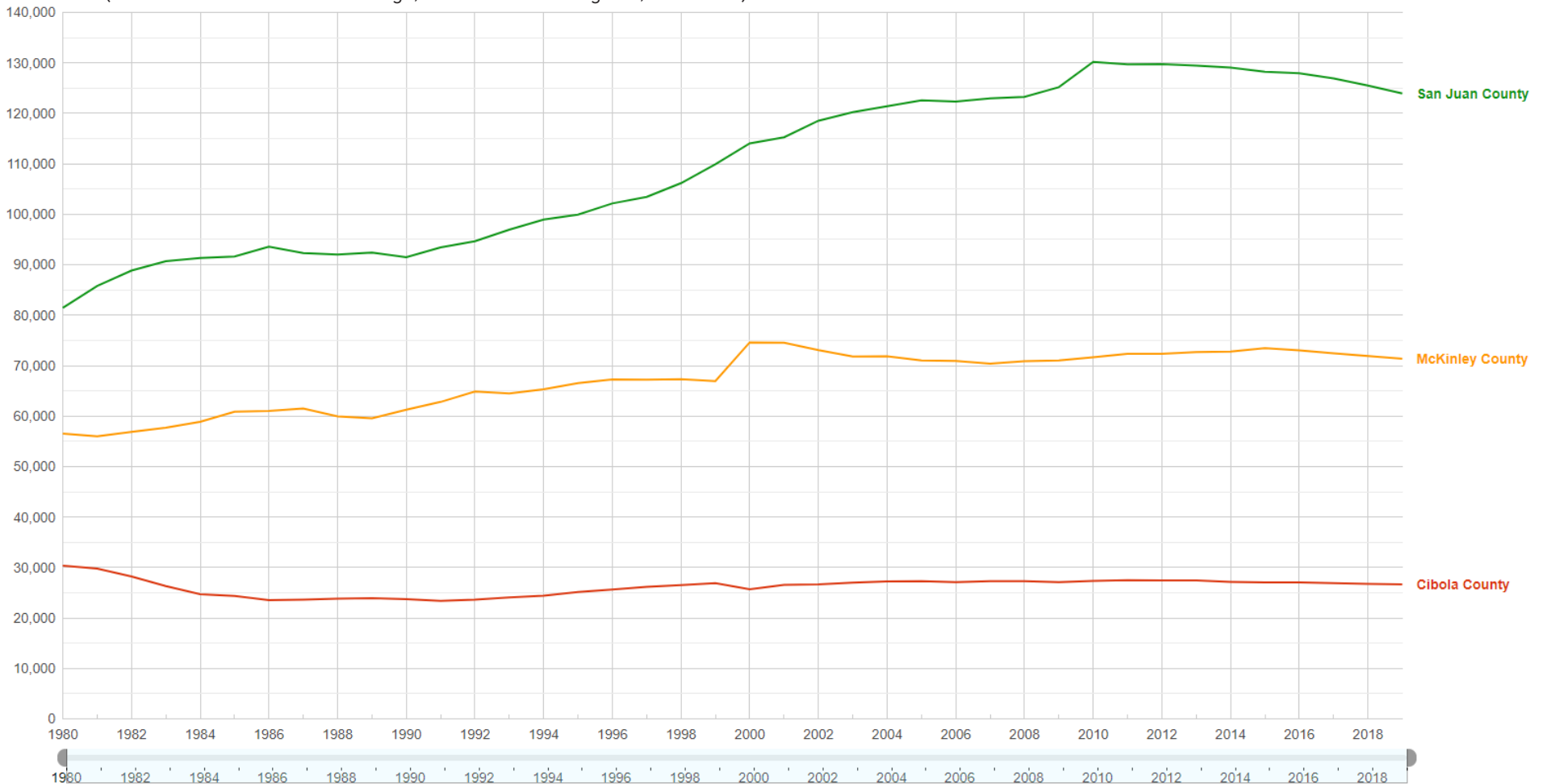


All the coal-fired power plants in northeastern Arizona and northwestern New Mexico — the Kayenta Mine, the Navajo Generating Station (Kayenta), and the San Juan Generating Station (Farmington) are all scheduled to close after 2021 with no potential outlook on future investments to avoid any closures. This shutdown will impact over 2,000 jobs combined and hundreds of millions of dollars in lost revenues. The economic recession of 2008 and the recent economic downfall of oil and gas has resulted in the overall decrease in population for the Four-Corners region (Farmington) compared to other urban centers in McKinley and Cibola Counties.

As a historical railroad town, the local economy for the City of Gallup has mainly depended on the transportation of goods and travelers since the 1880s. The Automobile Era (1920 – 1960) introduced regional tourism through the development of Route 66 (the “Mother Road” from Chicago, Illinois to Los Angeles, California)

that was later followed by the extension of interstate road networks. Today, Gallup serves as one of the main national and international transportation hubs for the rail transportation industry. Population growth has been gradual with the most increase occurring post-recession of 2008.

The City of Grants is also a railroad town whose economic growth depended on the agriculture industry of carrots and onions. Population growth has been historically stagnant, lingering under 10,000, but recent talks on creative placemaking and developments of new industries could potentially result in progressive population growth.



Data from U.S. Census Bureau Last updated: Apr 3, 2020
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Figure 6.3.10: Northwest New Mexico Population Trends 1980 – 2018. Source: <https://www.google.com/publicdata/explore>



Migration Trends

The population data presented in this section provides a perspective of where McKinley County stands in terms population growth and how that may impact or influence prospective economic growth. Overall, McKinley County's population outlook seems to progress positively, with respect to the recent 2008 economic recession. As presented, McKinley County is largely rural where the City of Gallup plays a major economic role, in addition to a number of smaller rural economic centers that provide limited services (i.e. Tohatchi, Crownpoint, Thoreau). These locations are often the only areas with existing job markets where county residents have to commute to.

Assessing all the population pyramids, age populations greatly impacted are usually the younger working populations (ages 18 to 39) compared to older working populations (ages 40 to 64), or vice versa (in some instances). The younger populations are generally college-aged students moving away from home for education or jobs available outside the county. Another concern with the younger working populations is a phenomenon called brain drain. Brain drain is defined as "the departure of educated or professional people from one country, economic sector, or field for another usually for better pay or living conditions."

This trend is largely due to the lack of professional or specialized industries that are not readily available within this region of the state, specifically in McKinley County. Despite the certainty, McKinley County and its partners are working towards creating sustainable economic strategies to reverse some of this region's economic setbacks.

Using USCB data, the New Mexico Department of Economic Development compiled state and county census tables with respect to migration trends from McKinley County. In effect, McKinley County is a largely rural and undeveloped region with limited economic foundations, which instinctively dictates motivation to seek economic opportunities that are readily available in other counties and states. Migrating McKinley County residents are often the younger generations (ages 18 to 29) moving to other parts of the state or country for academic and employment reasons. Based on the ACS 5-Year Estimates (2013-2017) census data, Table 3.3 illustrates where McKinley County residents are migrating to.

Data are based on a sample and are subject to sampling variability. Considering that the total migrating population presented are only reasonable estimates compiled from census databases made available for states and counties, a true portrait of McKinley County's migrating population can only be assumed. While the total migrating population is a mere 0.03% of McKinley County's total population (ACS 2017), it certainly is a sizeable workforce that McKinley County could retain given the availability of economic opportunities here within the region. What the data does not express is whether if these migration trends are permanent or temporary. The next sections provide a brief synopsis of local and regional data.

Migration Trends from McKinley County, NM	
<i>Migrated To</i>	<i>Estimated Population</i>
Arizona	357
Colorado	18
New Mexico (different county)	729
Utah	188
California	69
Texas	28
United States (other states/territories)	516
International	248
Total Migrating Population	2,153

Figure 6.3.11: McKinley County Migration Trends. Source: NM Economic Development, Source: American Community Survey 5-year Estimates, U.S. Census Bureau.

ACS Data Visualization

The next section of information and visualization is generated from the American Community Survey (ACS). The ACS helps local officials, community leaders, and businesses understand the changes taking places in their communities. It is the premier source for detailed population and housing information about our nation. This tool enables us to explore the data that the Census Bureau provides about counties in the United States for some of the important data sets from the 2013-2017 5-year ACS estimates and pull from it key take-aways. Some of the estimates will be different than other information showcased in other sections of the Socio-economic Profile, as we are pulling from different sources.

These sections will provide a comparison to the entire United States to get a sense of how McKinley County stacks up and then a regional comparison to counties in the Four Corners that have similar composition.



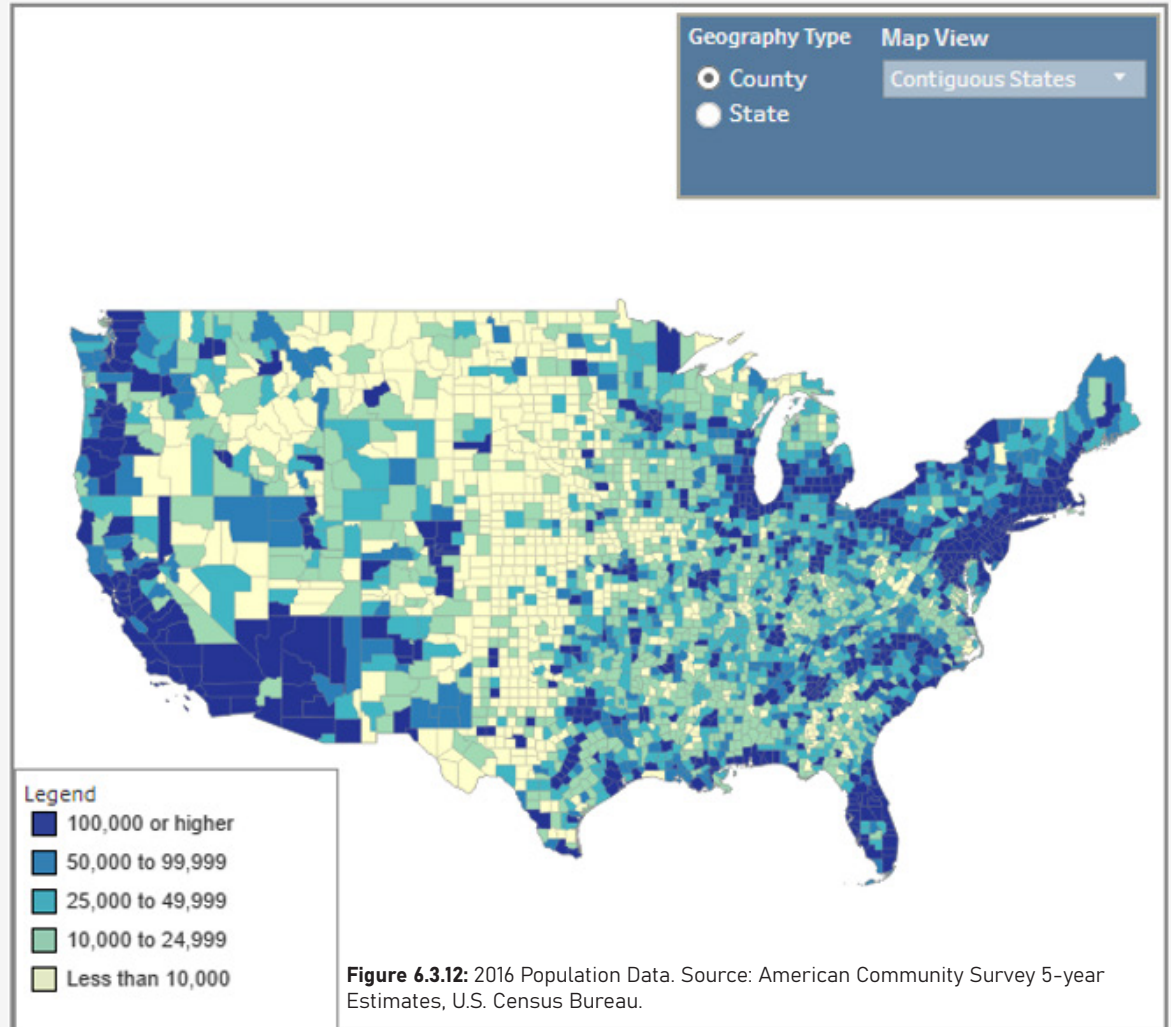
2016 American Community Survey 5-Year Estimates

Table View

Click on a characteristic to have it displayed in the map.

Characteristic	McKinley County, New Mexico		
	County	State	U.S.
Total population	74,346	2,082,669	318,558,162
Average household size	3.88	2.67	2.64
Below poverty (%)	38.1	20.9	15.1
Foreign born (%)	2.2	9.7	13.2
High school graduate or higher (%)	73.8	84.6	87.0
Mean travel time to work (minutes)	22.3	21.7	26.1
Median age	30.8	37.2	37.7
Median home value (\$)	68,000	161,600	184,700
Median household income (\$)	29,272	45,674	55,322
Unemployment rate (%)	15.7	8.5	7.4
Veterans (%)	5.6	10.0	8.0

Total population



[Click here for more information about population estimates.](#)



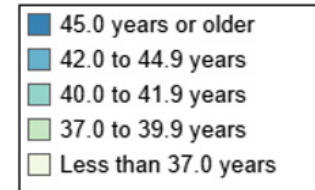
Median Age

In 2013-2017, McKinley County, New Mexico had a total population of 72,849. The median age was 31.6 years. An estimated 29.6% of the population was under 18 years, 36.2% was 18 to 44 years, 23.1% was 45 to 64 years, and 11.1% was 65 years and older.

Key take-aways for McKinley County:

- » The Population Pyramid reflects a stable population with broad-based births and a narrow top responsive to the rate of mortality.
- » Over 50% of citizens are working age. (Producers > Dependents)
- » Youth and education services will continue to grow in demand.
- » The greying of America continues yet the County is actual younger than the national median age (37.8 years), State median age (37.2 years), and our region.

Median Age Total Population



Hover or click on the map
for more information!

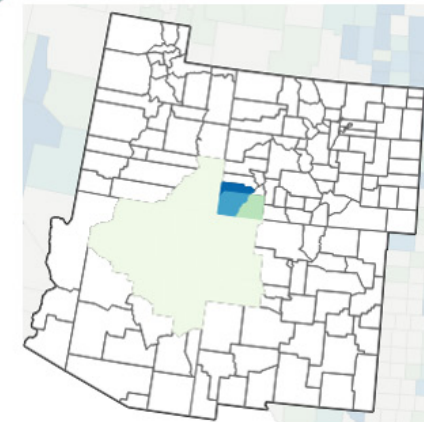
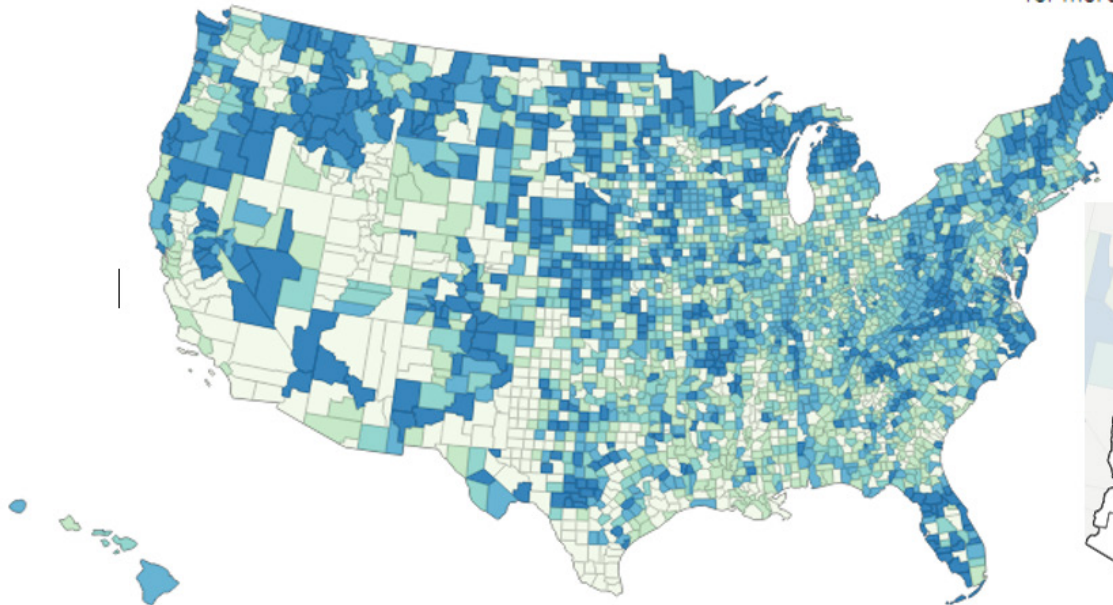


Figure 6.3.13: 2016 Median Age Data. Source: American Community Survey 5-year Estimates, U.S. Census Bureau.

County Comparison (Four Corners Region)	
County	Median Age
Coconino County, AZ	30.6 years
McKinley County, NM	31.6 years
San Juan County, UT	31.6 years
Apache County, AZ	34.2 years
San Juan County, NM	34.6 years
Navajo County, AZ	35.9 years
Cibola County, NM	36.4 years
La Plata County, CO	39.7 years
Montezuma County, CO	44.1 years
Dolores County, CO	49.4 years



Housing

Median Household Income

The median income of households in the United States was \$57,652. The median income of households in New Mexico is \$43,872 and the County is at \$30,336. This is in comparison to a median income of \$29,272 in 2016, representing a 3.63% annual growth. **Key take-aways for McKinley County:**

- » 20.9% of households had income below \$10,000 a year.
- » Median earnings for full-time, year-round workers was \$32,244.
- » Strategies to increase wages, augment household income, and recruit higher paying jobs are needed as McKinley County is the lowest in the region.
- » These estimates are prior to the closure of coal powerplants and associated businesses throughout the Four Corners region. This will increase the need for social services, food banks, and other programs that provide basic needs and services.

Median Household Income Households

County Comparison (Four Corners Region)	
County	MHI
Coconino County, AZ	\$53,523
McKinley County, NM	\$30,336
San Juan County, UT	\$42,581
Apache County, AZ	\$32,360
San Juan County, NM	\$49,686
Navajo County, AZ	\$38,798
Cibola County, NM	\$36,089
La Plata County, CO	\$62,533
Montezuma County, CO	\$45,695
Dolores County, CO	\$40,352

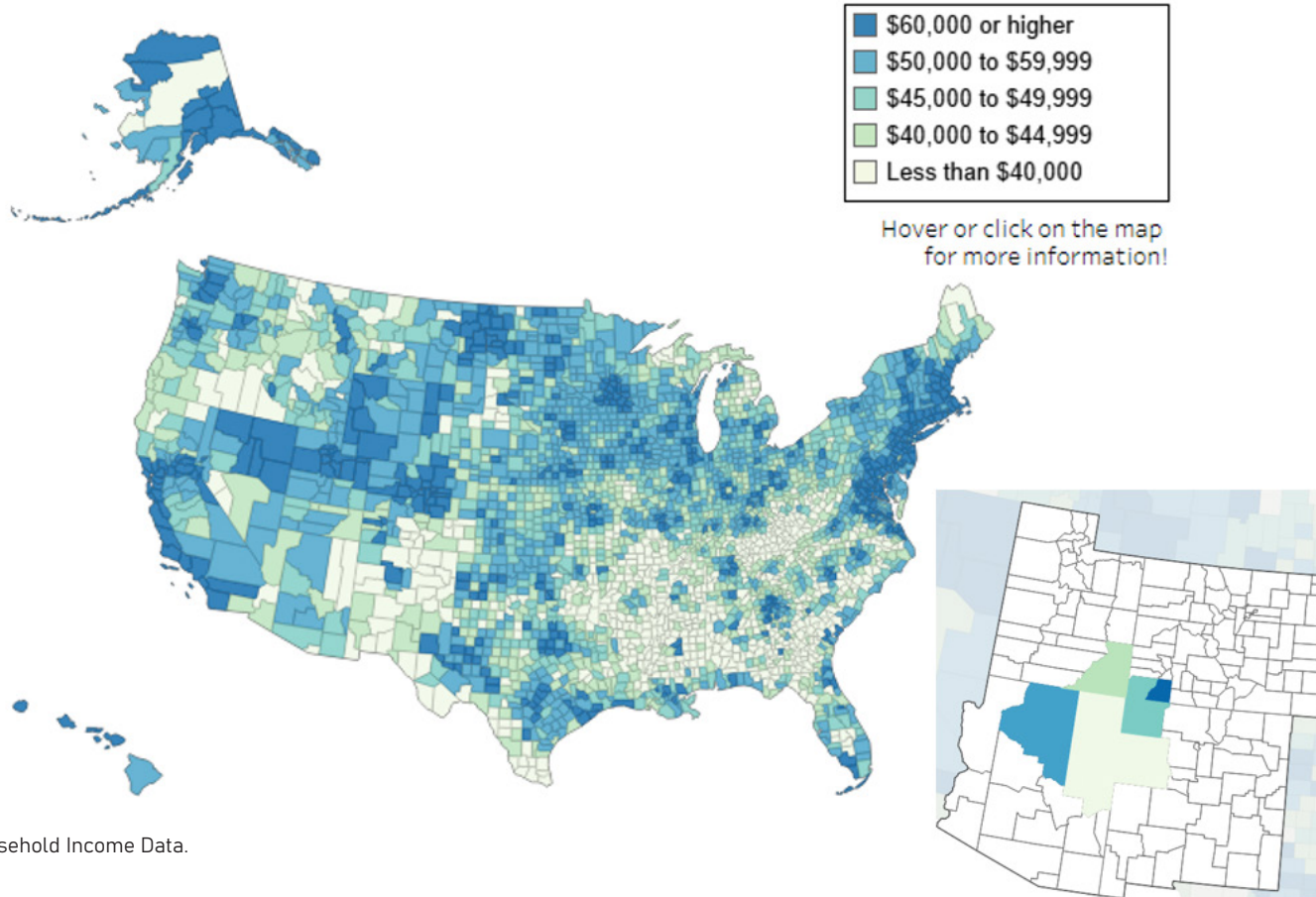


Figure 6.3.14: 2016 Median Household Income Data.
Source: U.S. Census Bureau.



Household Income in McKinley County, New Mexico in 2013-2017

An estimated 68.1% of households received earnings. An estimated 28.8% of households received Social Security and an estimated 17.4% of households received retirement income other than Social Security. The average income from Social Security was \$13,827. These income sources are not mutually exclusive; that is, some households received income from more than one source.

Household Income in McKinley County, New Mexico in 2013-2017

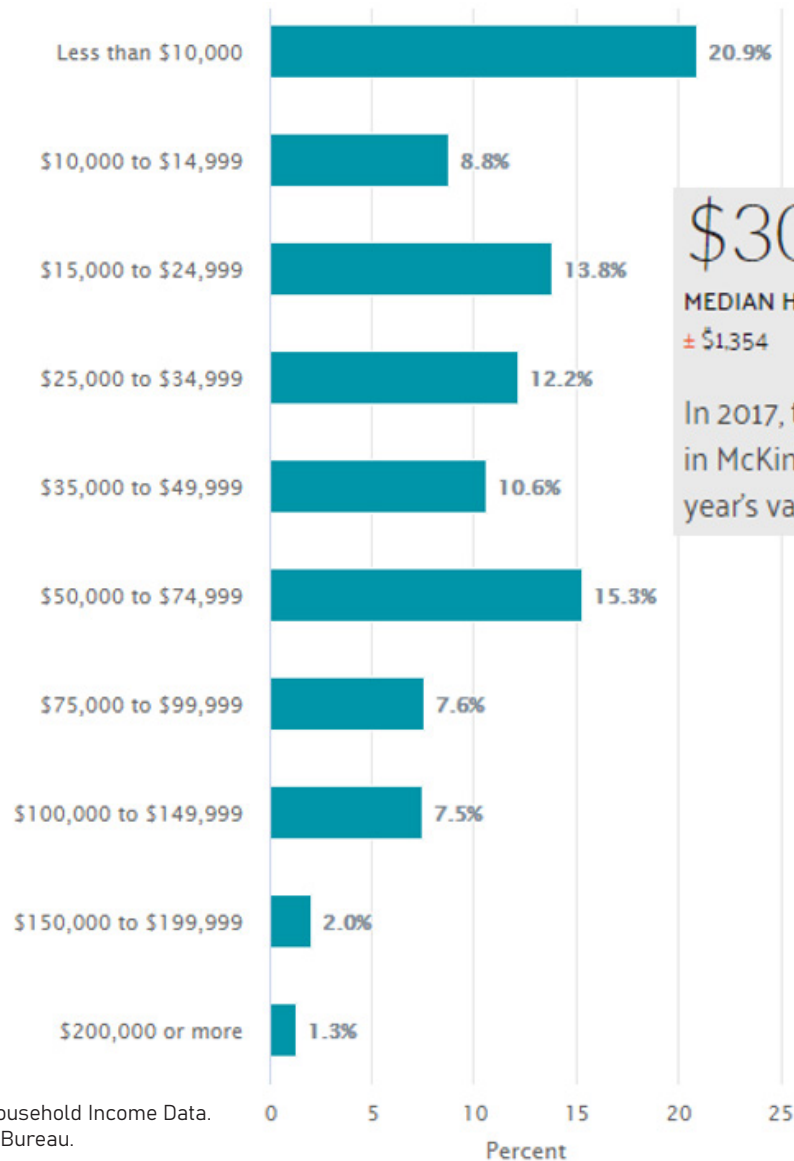


Figure 6.3.16: 2017 Household Income Characteristics. Source: U.S. Census Bureau.

Household Income Earnings in McKinley County, New Mexico in 2013-2017

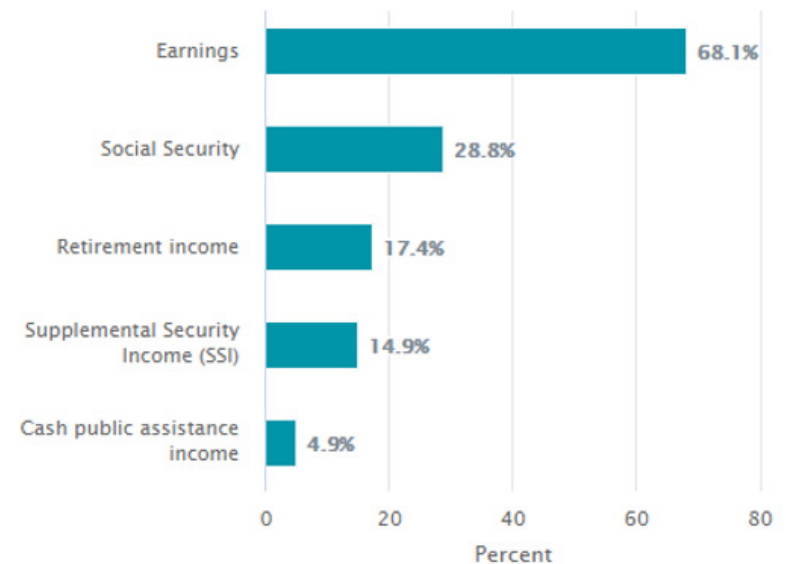


Figure 6.3.15: 2017 Household Income Data. Source: U.S. Census Bureau.



Income by Location

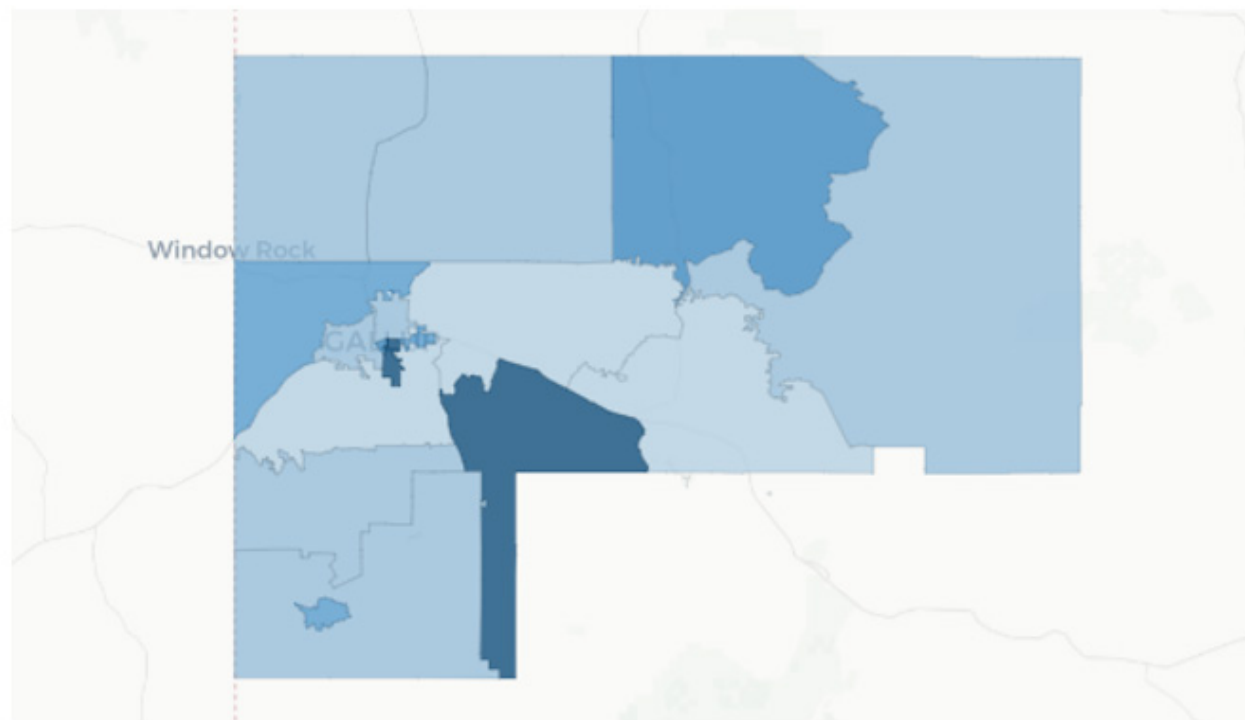
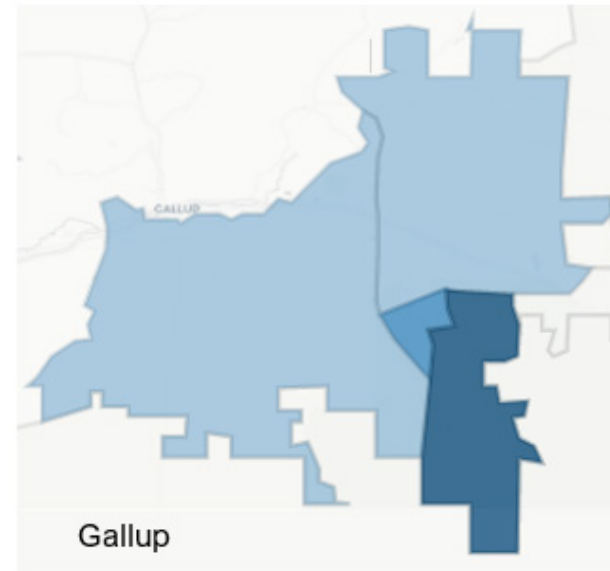
HIGHEST MEDIAN HOUSEHOLD INCOME (TOTAL)

- 1 Census Tract 9731
- 2 Census Tract 9455
- 3 Census Tract 9454

In 2017, the tract with the highest Median Household Income (Total) in McKinley County, NM was Census Tract 9731 with a value of \$62,819, followed by Census Tract 9455 and Census Tract 9454, with respective values of \$61,146 and \$43,500.

The following map shows all of the tracts in McKinley County, NM colored by their Median Household Income (Total).

Data provided by [the Census Bureau ACS 5-year Estimate](#)



Median Household Income



Figure 6.3.17: 2017 Income by Census Tract Data. Source: U.S. Census Bureau.



Average Household Size

The average household size in United States was 2.63 people and in New Mexico is 2.65. There are about 19,764 households in the County and the average household size is 3.65 persons per occupied household. Families made up 69.4% of the households including both married-couple families (37.0%) and other families (32.4%). Female householder families with no husband present and own children under 18 years are 10.1% of all households. Nonfamily households made up 30.6% of all households in McKinley County.

Key take-aways for McKinley County:

- 38.3% of all households have one or more people under the age of 18;
- 30.% of all households have one or more people 65 years and over.

County Comparison (Four Corners Region)	
County	Avg. HH Size
Coconino County, AZ	2.65 persons
McKinley County, NM	3.65 persons
San Juan County, UT	3.68 persons
Apache County, AZ	3.59 persons
San Juan County, NM	3.01 persons
Navajo County, AZ	3.07 persons
Cibola County, NM	2.77 persons
La Plata County, CO	2.41 persons
Montezuma County, CO	2.43 persons
Dolores County, CO	2.46 persons

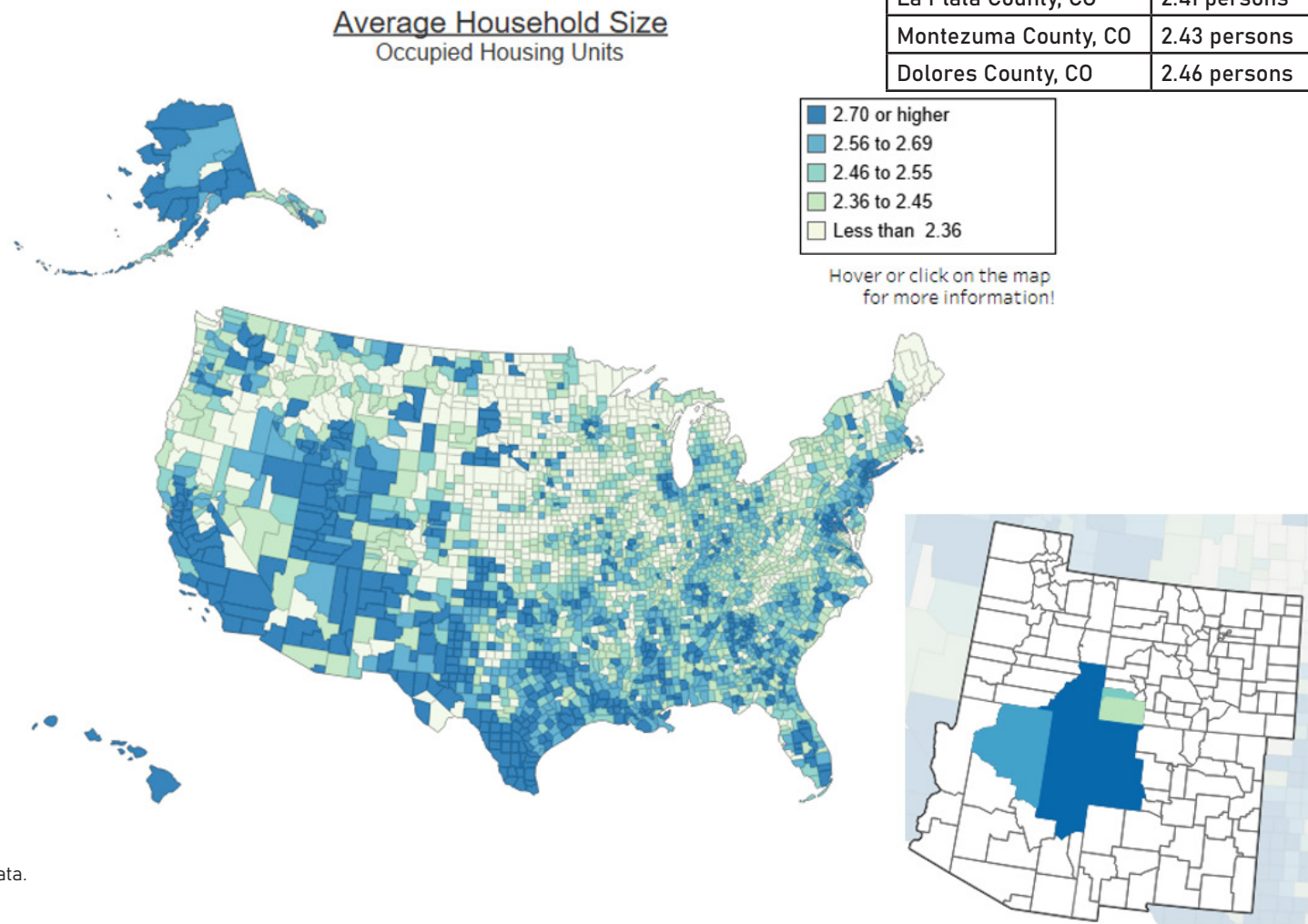


Figure 6.3.18: 2017 Household Size Data.
Source: U.S. Census Bureau.



Housing Inventory Characteristics

McKinley County had a total of 26,163 housing units. Of these housing units, 67.2% were single-family houses either not attached to any other structure or attached to one or more structures (commonly referred to as "townhouses" or "row houses"). 8.6% of the housing units were located in multi-unit structures, or those buildings that contained two or more apartments. 24.2% were mobile homes, while any remaining housing units were classified as "other," which included boats, recreational vehicles, vans, etc.

3.6% of the housing inventory was comprised of houses built since 2010, while 4.4% of the houses were first built in 1939 or earlier. The median number of rooms in all housing units in McKinley County was 4.6 rooms, and of these housing units 53.3% had three or more bedrooms.

McKinley County has 19,764 housing units that were occupied or had people living in them, while the remaining 6,399 were vacant. Of the occupied housing units, the percentage of these houses occupied by owners (also known as the homeownership rate) was 71.5% while renters occupied 28.5%. The average household size of owner-occupied houses was 3.76 and in renter-occupied houses it was 3.36.

7.3% of householders of these occupied houses had moved into their house since 2015, while 13.0% moved into their house in 1979 or earlier. Households without a vehicle available for personal use comprised 11.2% and another 17.2% had three or more vehicles available for use.

Financial Characteristics and Housing Costs

The median property value for owner-occupied houses in McKinley County was \$62,800.

Of the owner-occupied households, 25.8% had a mortgage. 74.2% owned their houses "free and clear," that is without a mortgage or loan on the house. The median monthly housing costs for owners with a mortgage was \$972 and for owners without a mortgage it was \$213.

For renter-occupied houses, the median gross rent for McKinley County, New Mexico was \$651. Gross rent includes the monthly contract rent and any monthly payments made for electricity, gas, water and sewer, and any other fuels to heat the house.

Households that pay 30% or more of their income on housing costs are considered cost-burdened. Cost-burdened households in McKinley County accounted for 29.1% of owners with a mortgage, 10.8% of owners without a mortgage, and 41.5% of renters.

Housing Types in McKinley County 2017

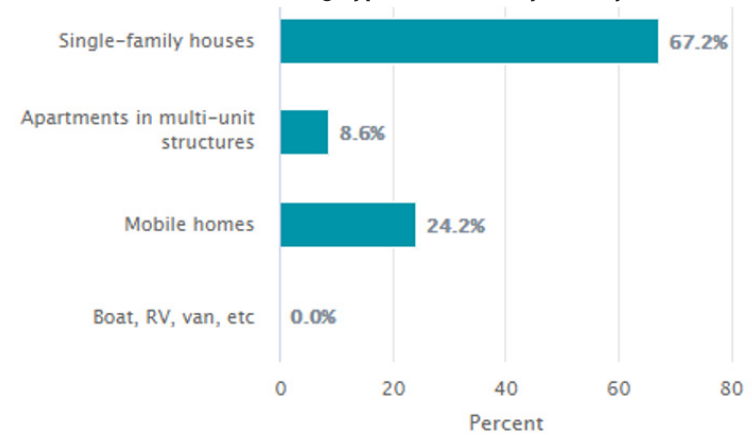


Figure 6.3.20: 2017 Housing Types. Source: U.S. Census Bureau.

Household Occupant Types in McKinley County 2017

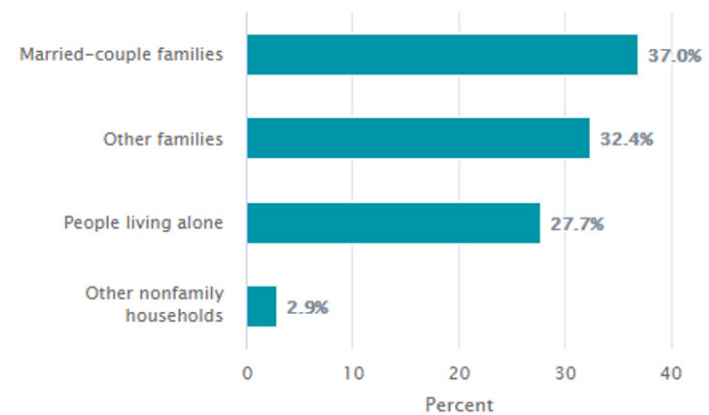


Figure 6.3.21: 2017 Household Occupant Types. Source: U.S. Census Bureau.

Home Ownership Types in McKinley County 2017

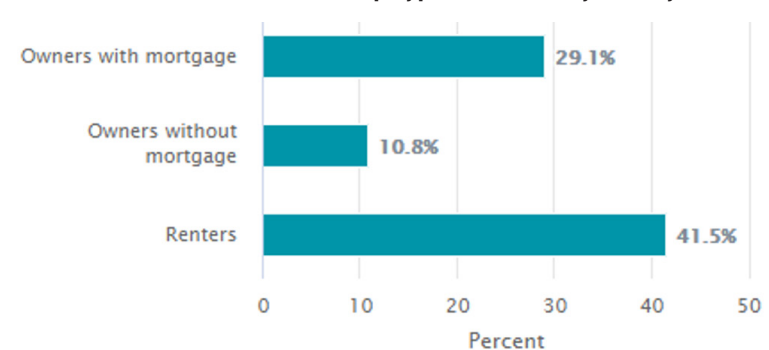


Figure 6.3.22: 2017 Home Ownership. Source: U.S. Census Bureau.



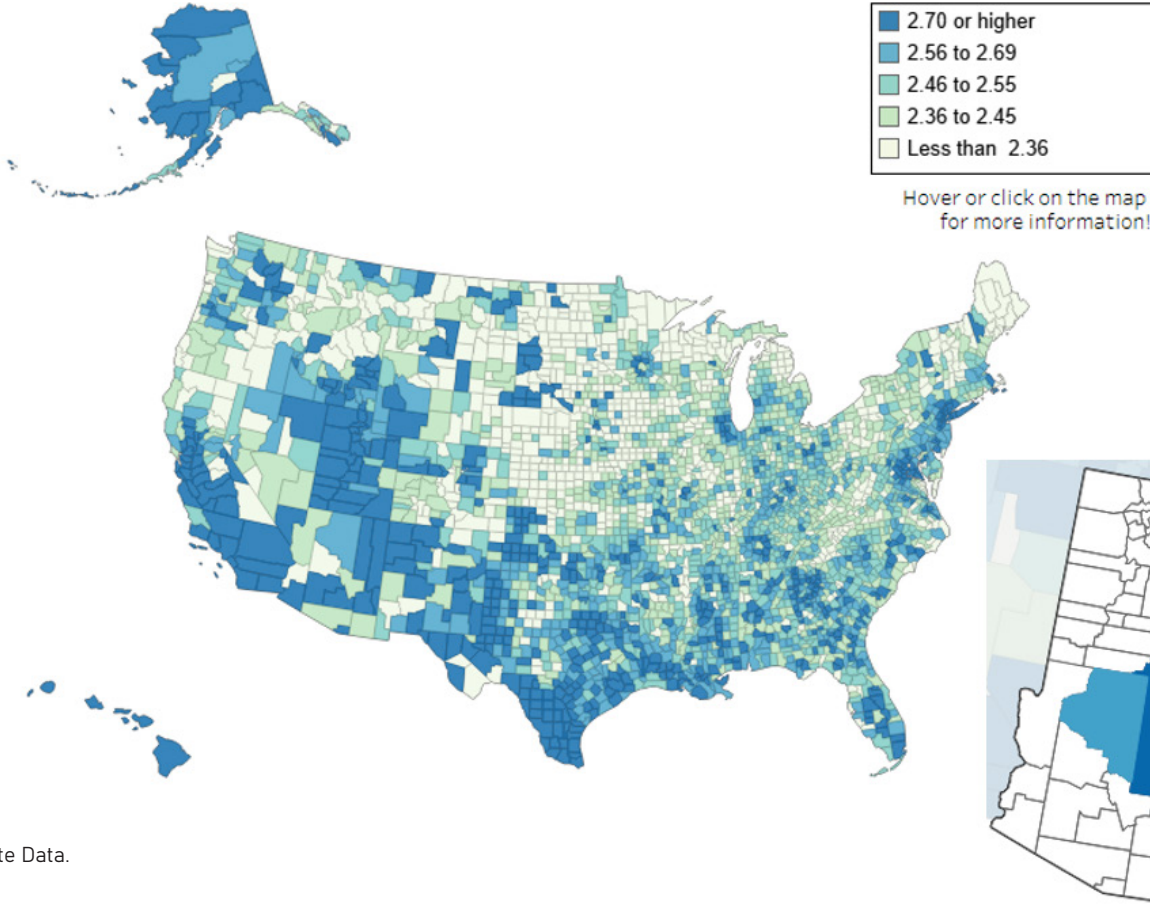
Economy
Unemployment

In the United States, 58.9% of the population 16 years and over were employed. An estimated 80% of the people employed were private wage and salary workers; 13.8% were federal, state, or local government workers; and 6% were self-employed in their own (not incorporated) business. In McKinley County, New Mexico, 43.2 percent of the population 16 years and over were employed. An estimated 56.9 percent of the people employed were private wage and salary workers; 35.7 percent were federal, state, or local government workers; and 7.4 percent were self-employed in their own (not incorporated) business. From 2016 to 2017, employment grew at a rate of 0.992%. The most common job groups, by number of people living in McKinley County, NM, are Office & Administrative Support Occupations (3,000 people), Sales & Related Occupations (2,098 people), and Education, Training, & Library Occupations (1,842 people).

Key take-aways for McKinley County:

- » 48.5% of 16 years and over are not participating in the labor force putting pressure on the ratio “Producers > Dependents”.

Average Household Size
Occupied Housing Units



County Comparison (Four Corners Region)	
County	Unemployment Rate
Coconino County, AZ	8.3%
McKinley County, NM	16.1%
San Juan County, UT	8.4%
Apache County, AZ	14.1%
San Juan County, NM	9.6%
Navajo County, AZ	16.3%
Cibola County, NM	16.0%
La Plata County, CO	0.04%
Montezuma County, CO	5.9%
Dolores County, CO	4.4%

Figure 6.3.23: 2017 Unemployment Rate Data.
Source: U.S. Census Bureau.



Employment Status and Type of Employer

In McKinley County, 43.2% of the population 16 and over were employed; 48.5% were not currently in the labor force. An estimated 56.9% of the people employed were private wage and salary workers; 35.7% were federal, state, or local government workers; and 7.4% were self-employed in their own (not incorporated) business.

Industries

The civilian employed population 16 years and older in McKinley County worked in the adjacent industries.

Percent of Jobs by Industry in McKinley County 2017

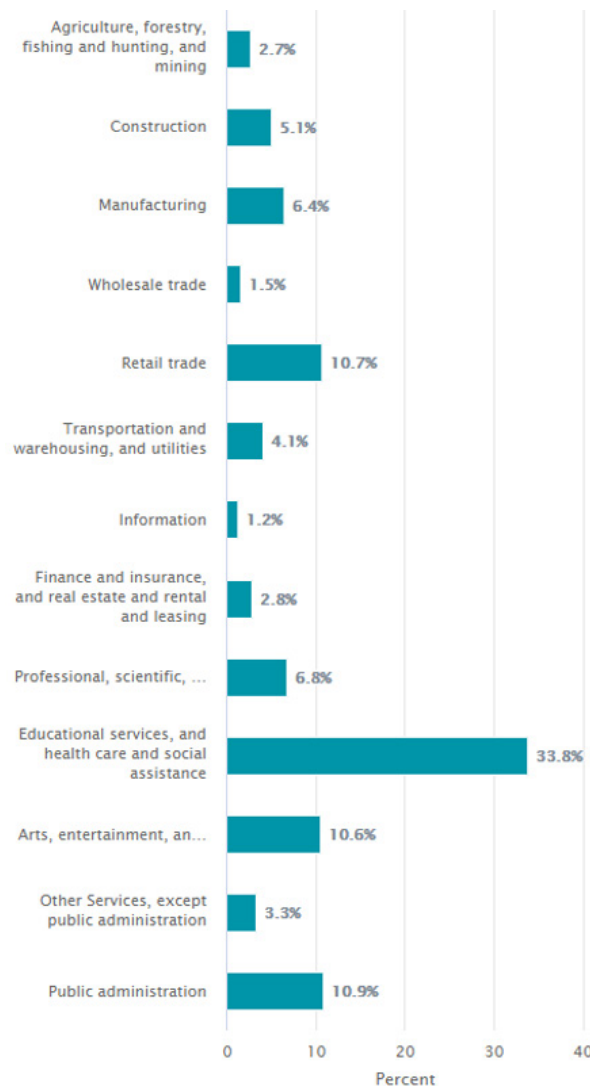


Figure 6.3.24: 2017 Percent of Jobs by Industry. Source: U.S. Census Bureau.

Class of worker	Number	Percent
Private wage and salary workers	13,204	56.9
Federal, state, or local government workers	8,283	35.7
Self-employed workers in own not incorporated business	1,711	7.4

Figure 6.3.25: 2017 Class of Worker. Source: U.S. Census Bureau.

Employment by Industries

23.2k

2017 VALUE
± 965

0.992%

1 YEAR GROWTH
± 5.79%

From 2016 to 2017, employment in McKinley County, NM grew at a rate of 0.992%, from 23k employees to 23.2k employees.

The most common employment sectors for those who live in McKinley County, NM, are Health Care & Social Assistance (4,889 people), Educational Services (2,959 people), and Public Administration (2,529 people). This chart shows the share breakdown of the primary industries for residents of McKinley County, NM, though some of these residents may live in McKinley County, NM and work somewhere else. Census data is tagged to a residential address, not a work address.

Data provided by [the Census Bureau ACS 5-year Estimate](#).

Figure 6.3.26: Employment by Industries. Source: U.S. Census Bureau



Figure 6.3.27: 2017 Types of Industry in McKinley County. Source: U.S. Census Bureau.



Most Common

The most common industries in McKinley County, NM, by number of employees, are Health Care & Social Assistance (4,889 people), Educational Services (2,959 people), and Public Administration (2,529 people).

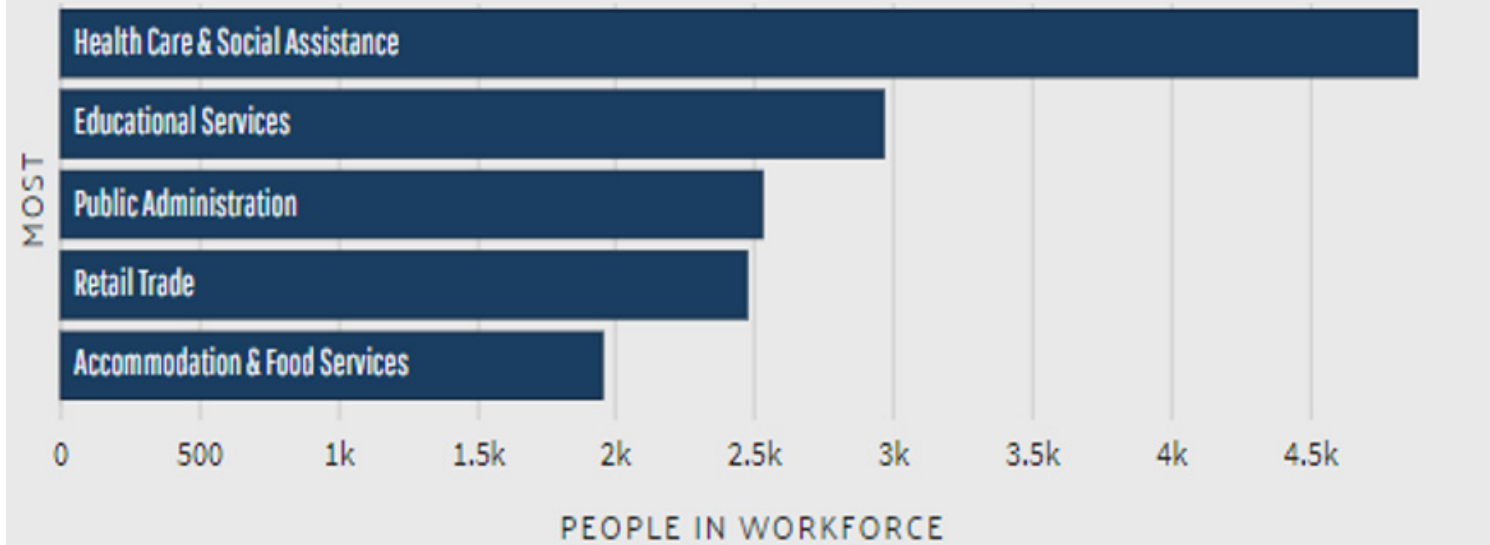


Figure 6.3.28: 2017 Highest and Lowest Paying Industries in McKinley County. Source: U.S. Census Bureau.



Most Specialized

Compared to other counties, McKinley County, NM has an unusually high number of Mining, Quarrying, & Oil & Gas Extraction (2.7 times higher than expected), Public Administration (2.33 times), and Health Care & Social Assistance (1.52 times) industries.

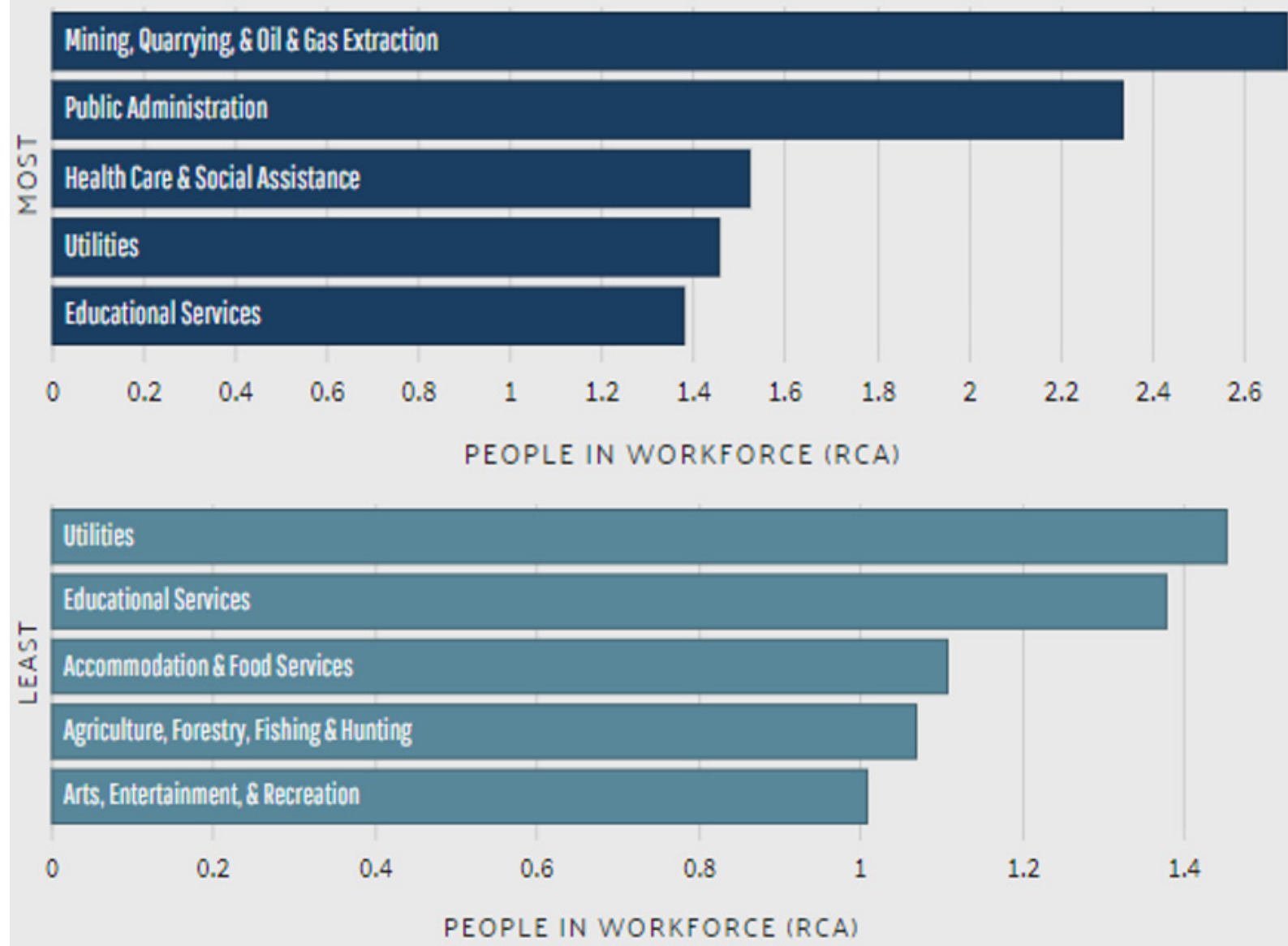


Figure 6.3.29: Most and Least Specialized Industries in McKinley County. Source: U.S. Census Bureau.



Highest Paying

The highest paying industries in McKinley County, NM, by median earnings, are Mining, Quarrying, & Oil & Gas Extraction (\$58,537), Professional, Scientific, & Technical Services (\$40,526), and Public Administration (\$37,316).

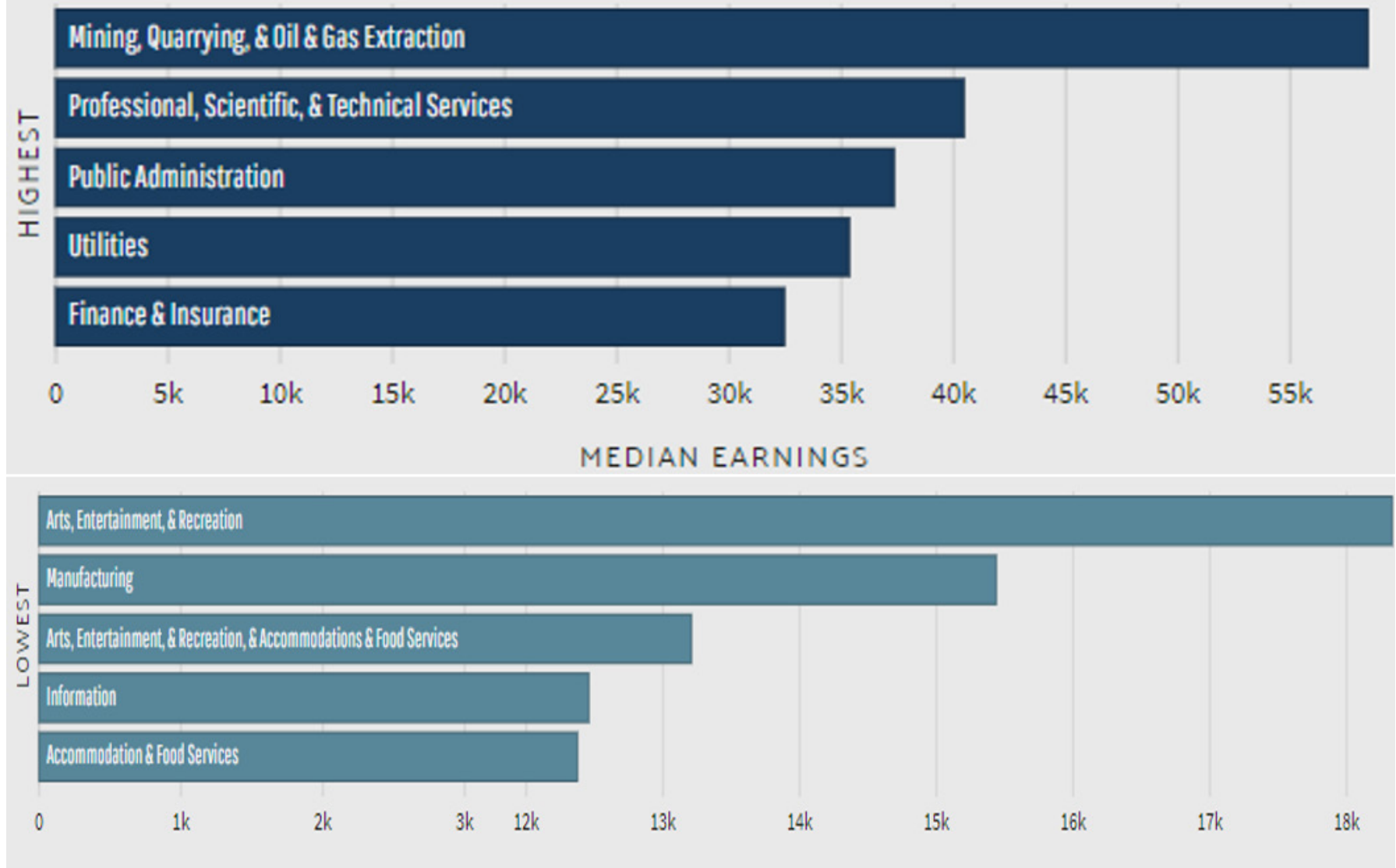


Figure 6.3.30: Highest and Lowest Paying Industries in McKinley County. Source: U.S. Census Bureau.



New Mexico Domestic Product – Exports 2015

Total: \$69.2B

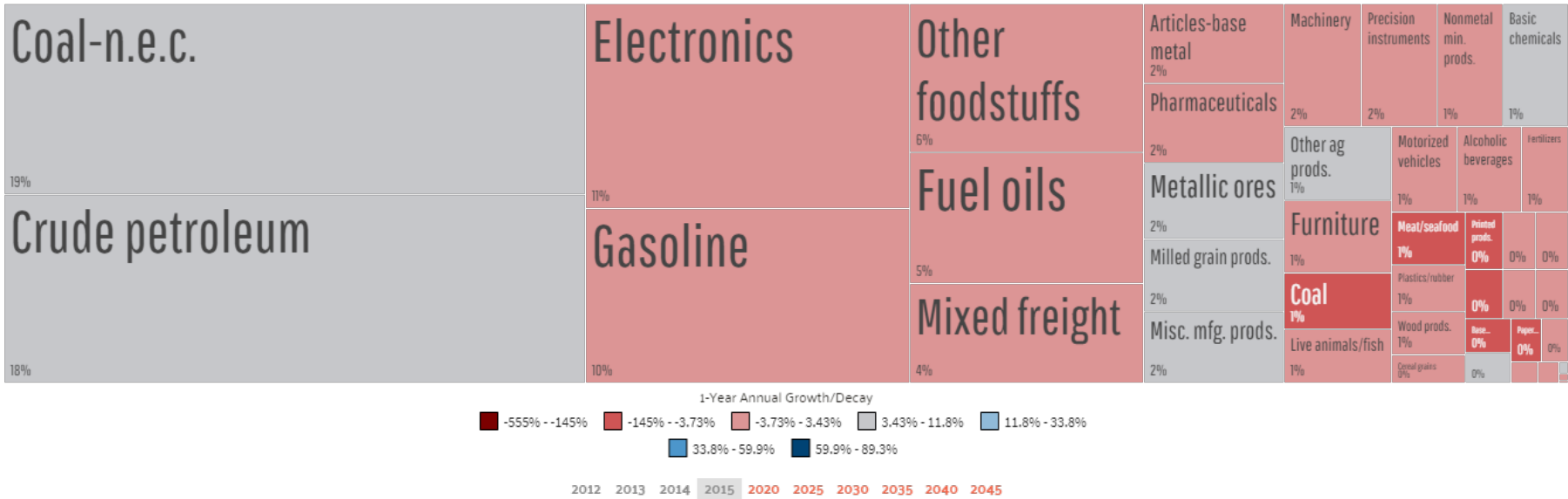


Figure 6.3.31: 2015 NM Domestic Product – Projects and Services exported from New Mexico to other States.

New Mexico Domestic Product – Imports 2015

Total: \$15T

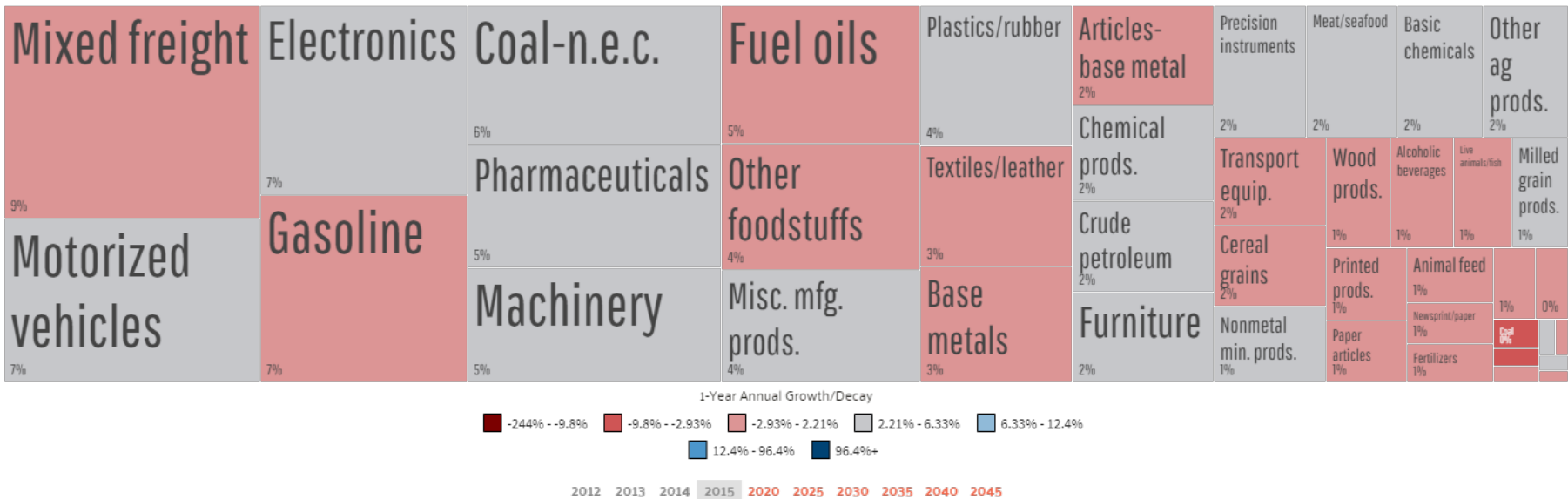


Figure 6.3.32: 2015 New Mexico Domestic Consumption – Products and Services imported into New Mexico from other States.



Most Common

The most common jobs held by residents of McKinley County, NM, by number of employees, are Office & Administrative Support Occupations (3,000 people), Sales & Related Occupations (2,098 people), and Education, Training, & Library Occupations (1,842 people).

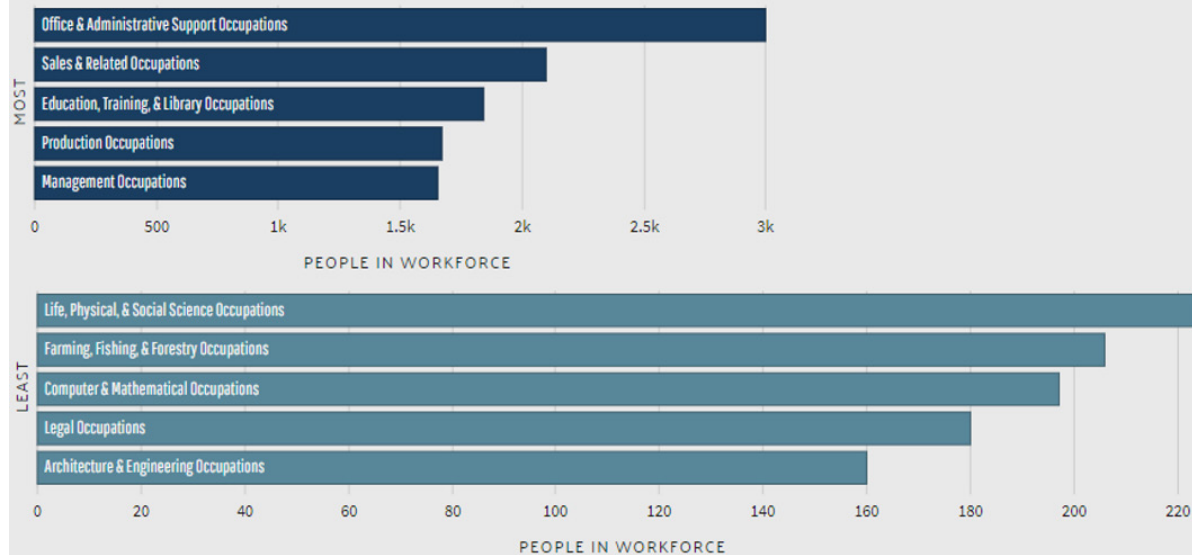


Figure 6.3.33: Most and Least Common Occupations in McKinley County. Source: U.S. Census Bureau.

Most Specialized

Compared to other counties, McKinley County, NM has an unusually high number of residents working as Personal Care & Service Occupations (1.89 times higher than expected), Law Enforcement Workers Including Supervisors (1.87 times), and Fire Fighting & Prevention, & Other Protective Service Workers Including Supervisors (1.56 times).

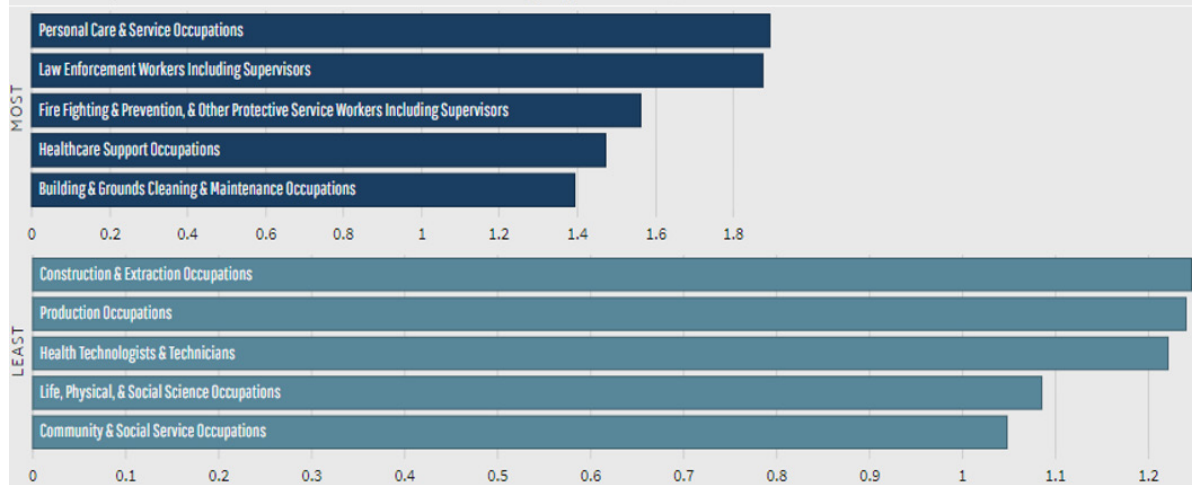


Figure 6.3.34: Most and Least Specialized Occupations in McKinley County. Source: U.S. Census Bureau.



Highest Paid

The highest paid jobs held by residents of McKinley County, NM, by median earnings, are Legal Occupations (\$78,047), Computer & Mathematical Occupations (\$77,589), and Management Occupations (\$59,382).

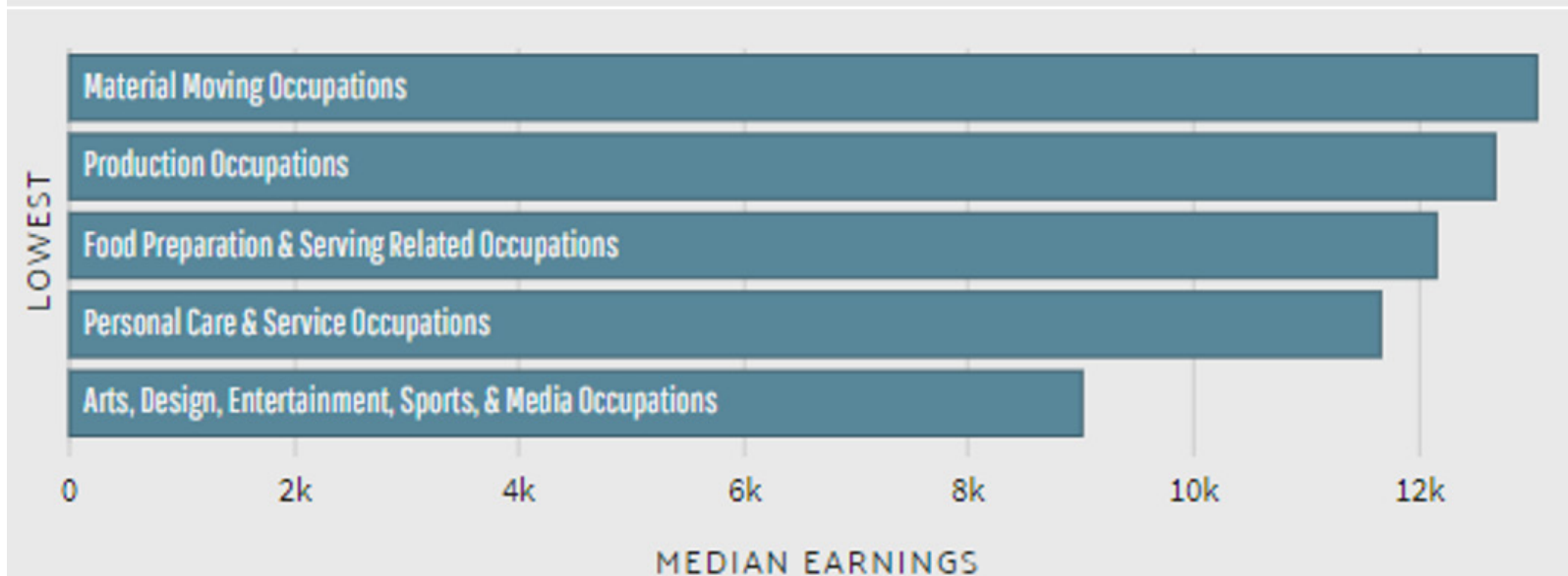
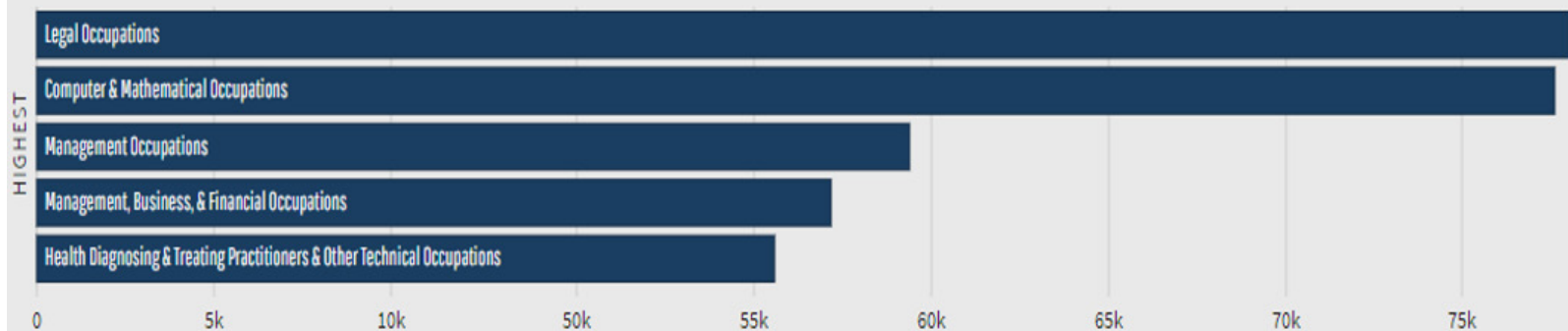


Figure 6.3.35: Highest and Lowest Paid Occupations in McKinley County. Source: U.S. Census Bureau.



Poverty

In the United States, 14.6% of people were in poverty. An estimated 20.3% of children under 18 years were below the poverty level, compared with 9.3% of people 65 years old and over. An estimated 13.7% of people 18 to 64 years were below the poverty level. In 2013–2017, 37.5% of people were in poverty in McKinley County, New Mexico. An estimated 45.7% of children under 18 years were below the poverty level, compared with 28.3% of people 65 years old and over. An estimated 35.1% of people 18 to 64 years were below the poverty level.

Key take-aways for McKinley County:

- » 1 out of every 2 children in McKinley is in poverty.
- » Highest poverty rate in region and among all counties nationwide.
- » Poverty is a social determinant of health.

County Comparison (Four Corners Region)	
County	% Below Poverty
Coconino County, AZ	21.0%
McKinley County, NM	37.5%
San Juan County, UT	28.4%
Apache County, AZ	35.9%
San Juan County, NM	20.8%
Navajo County, AZ	29.1%
Cibola County, NM	28.5%
La Plata County, CO	9.6%
Montezuma County, CO	16.8%
Dolores County, CO	14.1%

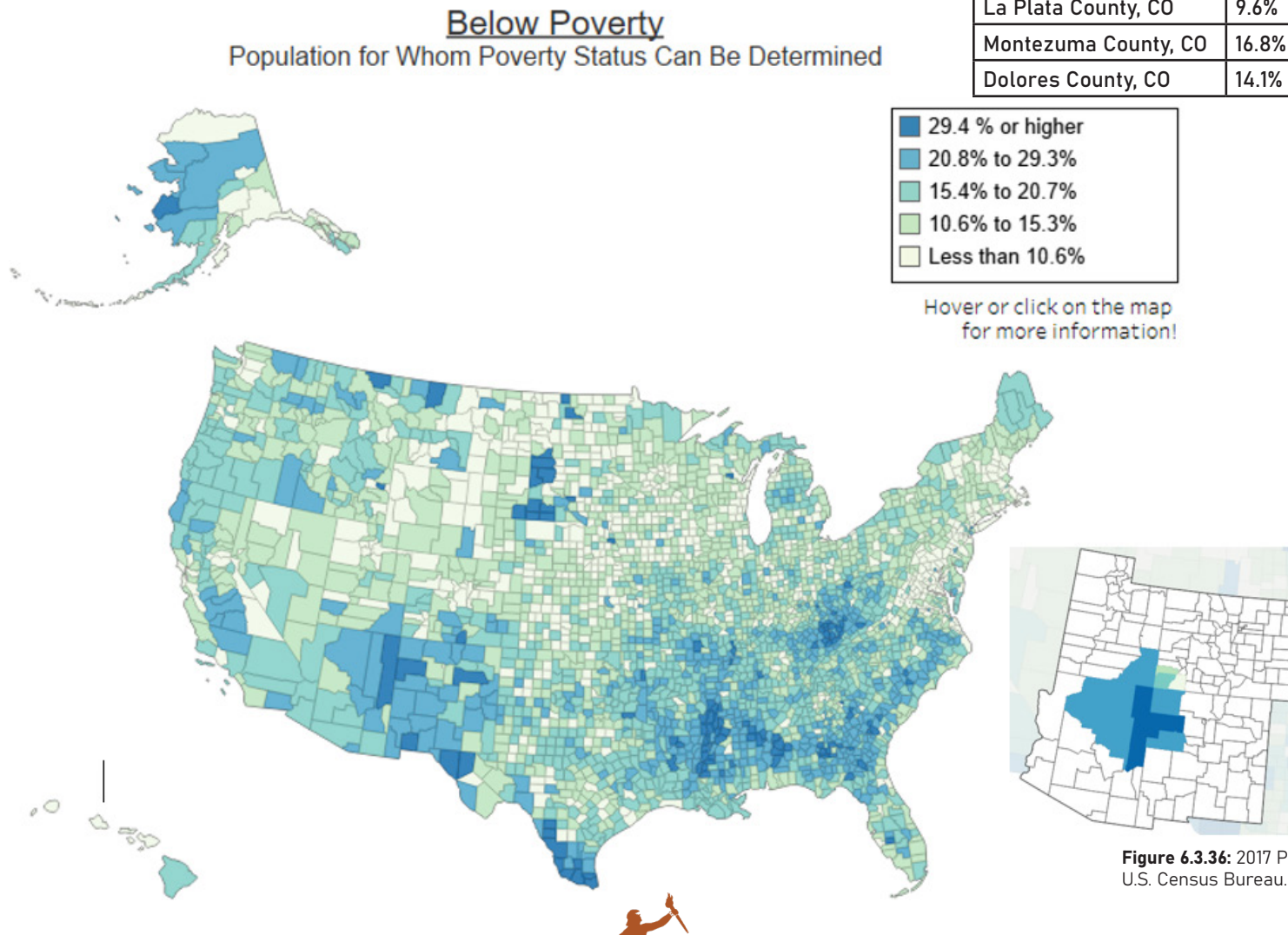


Figure 6.3.36: 2017 Pverty Rate Data. Source: U.S. Census Bureau.



In 2013-2017, 37.5% of people were in poverty. An estimated 45.7% of children under 18 were below the poverty level, compared with 28.3% of people 65 years old and over. An estimated 35.1% of people 18 to 64 years were below the poverty level.

25.7% of households received SNAP (the Supplemental Nutrition Assistance Program). An estimated 58.8% of households that received SNAP had children under 18, and 36.1% of households that received SNAP had one or more people 60 years and over. An estimated 40.9% of all households receiving SNAP were families with a female householder and no husband present. An estimated 31.9% of households receiving SNAP had two or more workers in the past 12 months.

Poverty Characteristics In McKinley County 2017

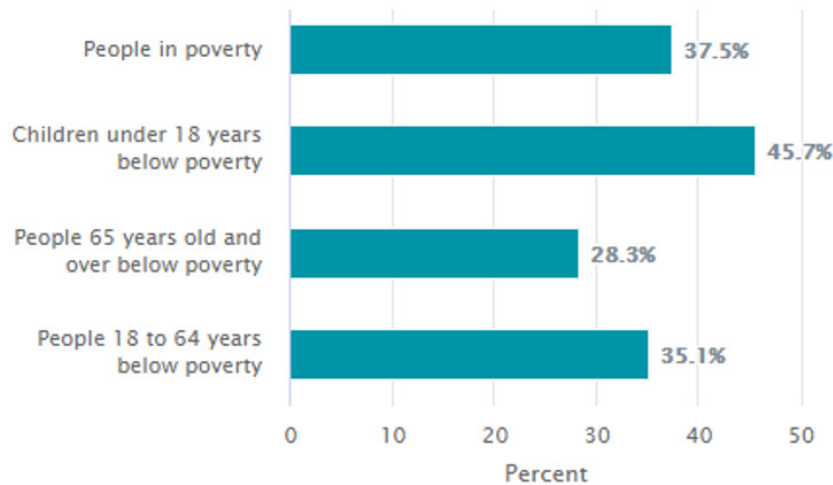


Figure 6.3.37: Poverty Characteristics in McKinley County. Source: U.S. Census Bureau

Poverty by Age and Gender

Males 25 - 34

LARGEST DEMOGRAPHIC LIVING IN POVERTY

37.5% of the population for whom poverty status is determined in McKinley County, NM (27.1k out of 72.2k people) live below the poverty line, a number that is higher than the national average of 13.4%. The largest demographic living in poverty are Males 25 - 34, followed by Females 35 - 44 and then Males 18 - 24.

The Census Bureau uses a set of [money income thresholds](#) that vary by family size and composition to determine who classifies as impoverished. If a family's total income is less than the family's threshold than that family and every individual in it is considered to be living in poverty.

Data provided by [the Census Bureau ACS 5-year Estimate](#).

Figure 6.3.39: Males Age 25-34 in Poverty in McKinley County. Source: U.S. Census Bureau

Poverty In McKinley County by Age Group 2017

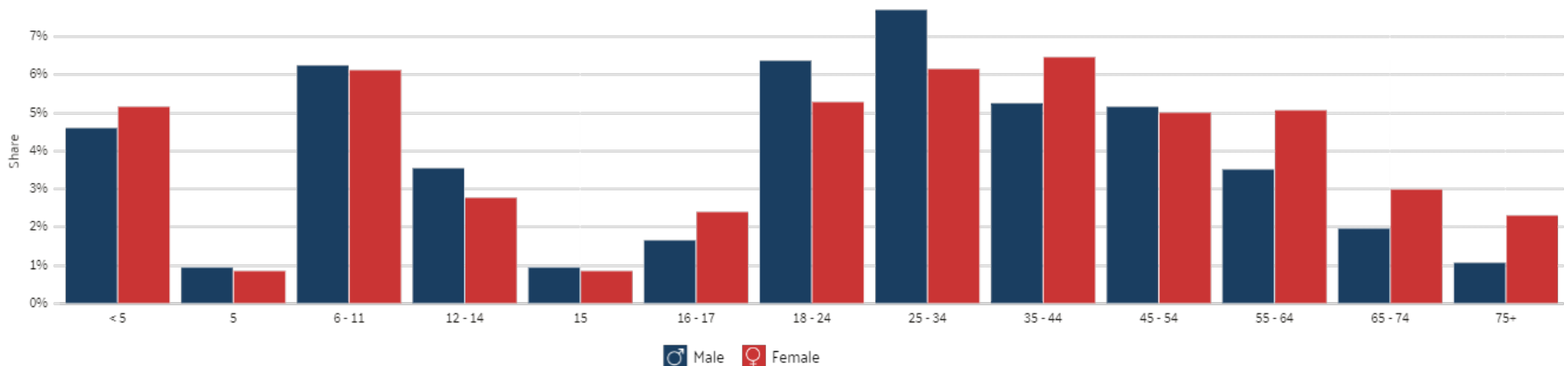


Figure 6.3.38: Poverty by Age Group in McKinley County. Source: U.S. Census Bureau

2013 2014 2015 2016 2017



Education

In the United States, 87.3% of people 25 years and over had at least graduated from high school and 30.9% had a bachelor's degree or higher. An estimated 12.7% did not complete high school. In McKinley County, 74.8% of people 25 years and over had at least graduated from high school and 10.8% had a bachelor's degree or higher. An estimated 25.2% did not complete high school.

Key take-aways for McKinley County:

- » Gallup-McKinley County School District is moving the needle and improving all schools and grade levels, including its McKinley Academy program.
- » Room for alternative programs and technical career pathways programs.
- » Impact aid funding and inequitable distribution of education funding in New Mexico contributes to our students' success (e.g. Yazzie/Martinez v. State of New Mexico)

County Comparison (Four Corners Region)	
County	High School or More
Coconino County, AZ	89.7%
McKinley County, NM	74.8%
San Juan County, UT	83.7%
Apache County, AZ	78.6%
San Juan County, NM	83.7%
Navajo County, AZ	82.6%
Cibola County, NM	80.7%
La Plata County, CO	95.2%
Montezuma County, CO	90.0%
Dolores County, CO	90.9%

Education Attainment

High School Graduate or Higher

Population 25 Years and Over

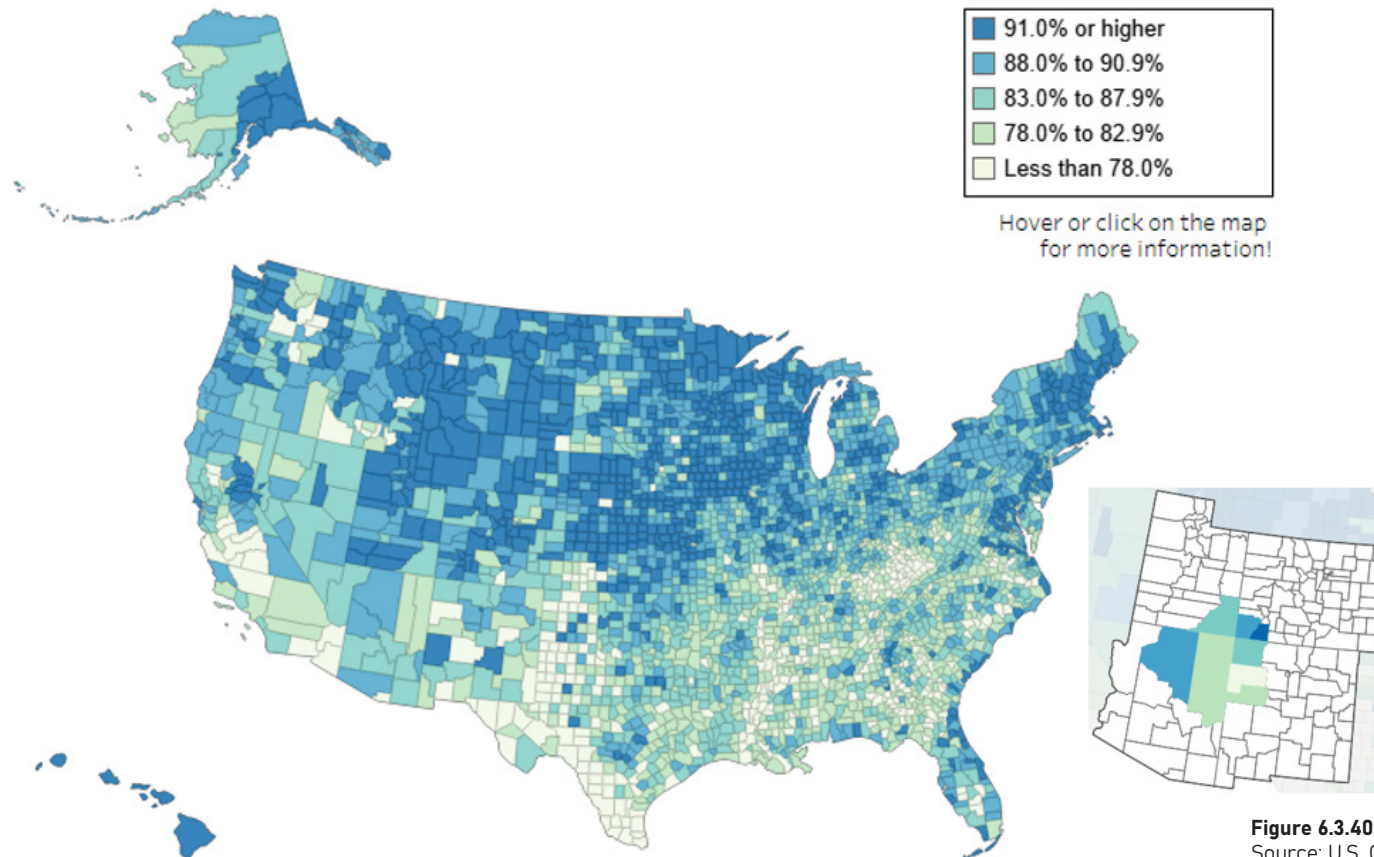


Figure 6.3.40: 2017 Educational Attainment.
Source: U.S. Census Bureau.



74.8 % of people 25 years and over had at least graduated from high school and 10.8 percent had a bachelor's degree or higher. An estimated 25.3% did not complete high school.

The total school enrollment in McKinley County, New Mexico was 20,926. Nursery school enrollment was 1,354 and kindergarten through 12th grade enrollment was 15,889. College or graduate school enrollment was 3,683.

In 2016, universities in McKinley County, NM awarded 480 degrees. The student population of McKinley County, NM is skewed towards women, with 1,640 male students and 2,513 female students. Most students graduating from Universities in McKinley County, NM are American Indian or Alaska Native (434 and 90.8%), followed by Hispanic or Latino (25 and 5.23%), White (14 and 2.93%), and Black or African American (2 and 0.418%).

The largest universities in McKinley County, NM by number of degrees awarded are University of New Mexico-Gallup Campus (244 and 50.8%) and Navajo Technical University (236 and 49.2%). The most popular majors in McKinley County, NM are Pre-Nursing Studies (57 and 11.9%), Early Childhood Education & Teaching (48 and 10%), and Registered Nursing (33 and 6.88%).

The median tuition costs in McKinley County, NM are \$N/A for private four-year colleges, and \$3,420 and \$3,420 respectively, for public four-year colleges for in-state students and out-of-state students.

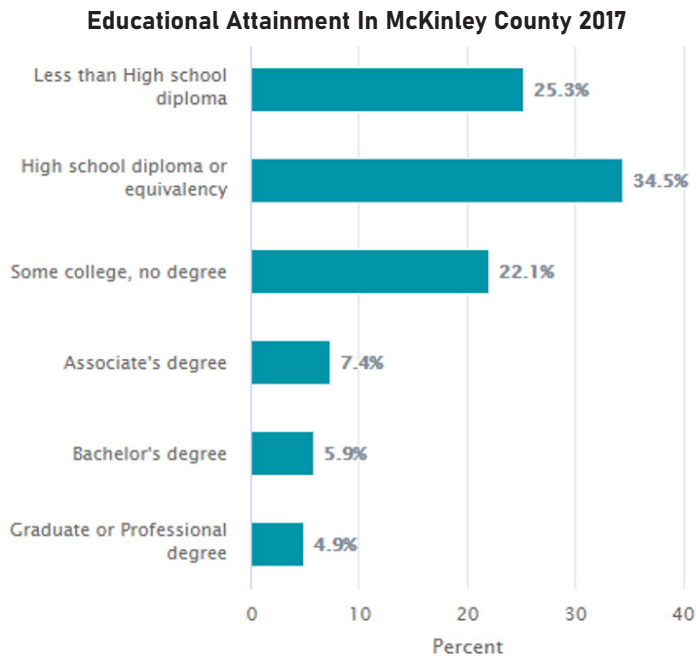


Figure 6.3.41: Poverty Characteristics in McKinley County. Source: U.S. Census Bureau

LARGEST UNIVERSITIES BY DEGREES AWARDED

- 1 University of New Mexico-Gallup Campus
244 degrees awarded
- 2 Navajo Technical University
236 degrees awarded

\$3,420

MEDIAN IN-STATE PUBLIC

\$N/A

MEDIAN PRIVATE

In 2016, the McKinley County, NM institution with the largest number of graduating students was University of New Mexico-Gallup Campus with 244 degrees awarded.

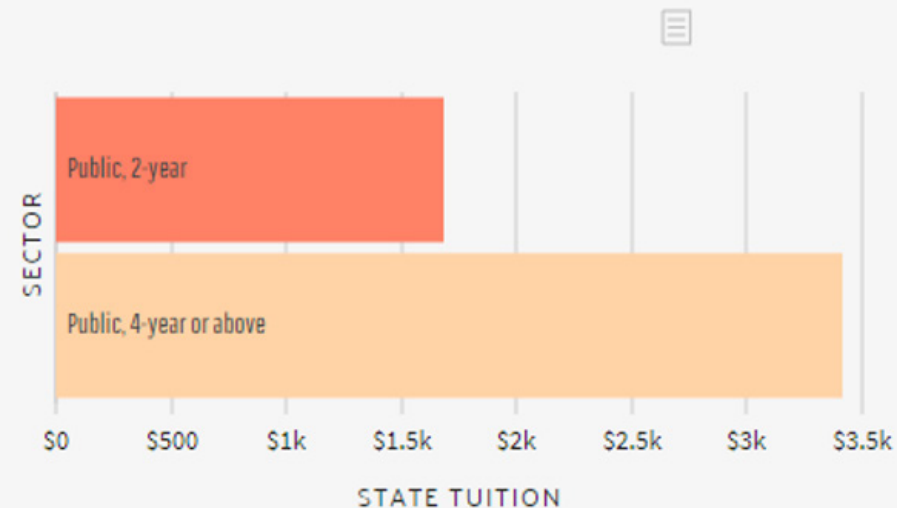


Figure 6.3.42: Largest Universities by Degrees Awarded in McKinley County. Source: NM Department of Education.



Student Gender for Common Institutions

171

DEGREES AWARDED TO MEN

309

DEGREES AWARDED TO WOMEN

In 2016, 171 men were awarded degrees from institutions in McKinley County, NM, which is 0.553 times less than the 309 female students who received degrees in the same year.

This chart displays the gender disparity between the institutions in McKinley County, NM by degrees awarded.

Student Race and Ethnicity

MOST COMMON STUDENT RACE OR ETHNICITY

1 American Indian or Alaska Native

434 degrees awarded

2 Hispanic or Latino

25 degrees awarded

3 White

14 degrees awarded

In 2016 the majority of degrees awarded at institutions in McKinley County, NM were to American Indian or Alaska Native students. These 434 degrees mean that there were 17.4 times more American Indian or Alaska Native students than the next closest race/ethnicity group, Hispanic or Latino, with 25 degrees awarded.

Figure 6.3.43: Student Gender and Race in McKinley County. Source: NM Department of Education.

Most Common Associates Dergees Obtained in McKinley County

MOST COMMON

1 Liberal Arts & Sciences

27 degrees awarded

2 Registered Nursing

33 degrees awarded

3 Early Childhood Education & Teaching

32 degrees awarded

In 2015, the most common concentration for Associates Degree recipients in McKinley County, NM was [Liberal Arts & Sciences](#) with 27 degrees awarded.

This visualization illustrates the percentage of students graduating with a Associates Degree from schools in McKinley County, NM according to their major.

Figure 6.3.44: Most Common Associates Degree. Source: NM Department of Education.

Most Common Bachelor's Dergees Obtained in McKinley County

MOST COMMON

1 Liberal Arts & Sciences

27 degrees awarded

2 Registered Nursing

33 degrees awarded

3 Early Childhood Education & Teaching

32 degrees awarded

In 2015, the most common concentration for Associates Degree recipients in McKinley County, NM was [Liberal Arts & Sciences](#) with 27 degrees awarded.

This visualization illustrates the percentage of students graduating with a Associates Degree from schools in McKinley County, NM according to their major.

Figure 6.3.45: Most common Bachelor's Degree. Source: NM Department of Education.



Most Common Masters Degrees Obtained in McKinley County

MOST COMMON

1 Native American Languages, Literatures, & Linguistics

1 degrees awarded

2 N/A

N/A degrees awarded

3 N/A

N/A degrees awarded

In 2015, the most common concentration for Masters Degree recipients in McKinley County, NM was [Native American Languages, Literatures, & Linguistics](#) with 1 degrees awarded.

This visualization illustrates the percentage of students graduating with a Masters Degree from schools in McKinley County, NM according to their major.



Figure 6.3.46: Most Common Associates Degree. Source: NM Department of Education.

Most Common Certificates Obtained in McKinley County

MOST COMMON

1 Nursing Assistant & Patient Care Assistant

0 degrees awarded

2 Intercultural, Multicultural, & Diversity Studies

0 degrees awarded

3 Truck, Bus, & Commercial Vehicle Operator & Instructor

0 degrees awarded

In 2015, the most common concentration for < 1 Year Postsecondary Certificate recipients in McKinley County, NM was [Nursing Assistant & Patient Care Assistant](#) with 0 degrees awarded.

MOST COMMON

1 General Administrative Assistant & Secretarial Science

17 degrees awarded

2 Pre-Nursing Studies

57 degrees awarded

3 Carpenter

26 degrees awarded

In 2015, the most common concentration for 1 to 2 Year Postsecondary Certificate recipients in McKinley County, NM was [General Administrative Assistant & Secretarial Science](#) with 17 degrees awarded.

This visualization illustrates the percentage of students graduating with a 1 to 2 Year Postsecondary Certificate from schools in McKinley County, NM according to their major.

Figure 6.3.47: Most Common Associates Degree. Source: NM Department of Education.



Student Gender for Common Institutions

171

DEGREES AWARDED TO MEN

309

DEGREES AWARDED TO WOMEN

In 2016, 171 men were awarded degrees from institutions in McKinley County, NM, which is 0.553 times less than the 309 female students who received degrees in the same year.

This chart displays the gender disparity between the institutions in McKinley County, NM by degrees awarded.

Student Race and Ethnicity

MOST COMMON STUDENT RACE OR ETHNICITY

1 American Indian or Alaska Native

434 degrees awarded

2 Hispanic or Latino

25 degrees awarded

3 White

14 degrees awarded

In 2016 the majority of degrees awarded at institutions in McKinley County, NM were to American Indian or Alaska Native students. These 434 degrees mean that there were 17.4 times more American Indian or Alaska Native students than the next closest race/ethnicity group, Hispanic or Latino, with 25 degrees awarded.

Figure 6.3.48: Student Gender and Race in McKinley County. Source: NM Department of Education.

Most Common Associates Dergees Obtained in McKinley County

MOST COMMON

1 Liberal Arts & Sciences

27 degrees awarded

2 Registered Nursing

33 degrees awarded

3 Early Childhood Education & Teaching

32 degrees awarded

In 2015, the most common concentration for Associates Degree recipients in McKinley County, NM was Liberal Arts & Sciences with 27 degrees awarded.

This visualization illustrates the percentage of students graduating with a Associates Degree from schools in McKinley County, NM according to their major.

Figure 6.3.49: Most Common Associates Degree. Source: NM Department of Education.

Most Common Bachelors Dergees Obtained in McKinley County

MOST COMMON

1 Liberal Arts & Sciences

27 degrees awarded

2 Registered Nursing

33 degrees awarded

3 Early Childhood Education & Teaching

32 degrees awarded

In 2015, the most common concentration for Associates Degree recipients in McKinley County, NM was Liberal Arts & Sciences with 27 degrees awarded.

This visualization illustrates the percentage of students graduating with a Associates Degree from schools in McKinley County, NM according to their major.

Figure 6.3.50: Most common Bachelors Degree. Source: NM Department of Education.



Health

76% of the population of McKinley County, NM has health coverage, with 17.4% on employee plans, 44.8% on Medicaid, 5.66% on Medicare, 7% on non-group plans, and 1.06% on military or VA plans.

Per capita personal health care spending in the county of McKinley County, NM was \$7,214 in 2014. This is a 5.16% increase from the previous year (\$6,860).

Primary care physicians in McKinley County, NM see 1447 patients per year on average, which represents a 9.37% increase from the previous year (1323 patients). Compare this to dentists who see 1362 patients per year, and mental health providers who see 652 patients per year.

Comparing across all counties in the state, Cibola County has the highest prevalence of diabetes (13.7%). Additionally, McKinley County has the highest prevalence of adult obesity (35.1%).

Diabetes in New Mexico by County

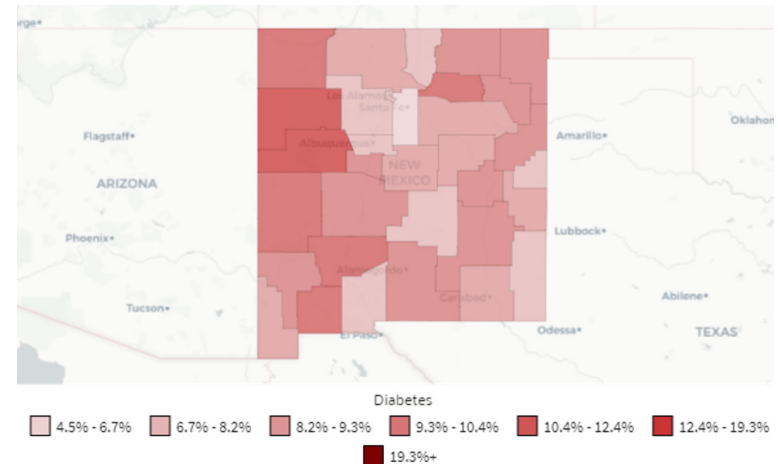


Figure 6.3.52: Diabetes in New Mexico. Source: NM Department of Health.

Annual Visitations by Type of Health Care Provider in McKinley County

1,447 to 1

PATIENT TO PRIMARY CARE PHYSICIAN RATIO

Primary care physicians in McKinley County, NM see an average of 1,447 patients per year. This represents a 9.37% increase from the previous year (1,323 patients).

The following chart shows how the number of patients seen by primary care physicians has been changing over time in McKinley County, NM in comparison to neighboring states.

652 to 1

PATIENT TO MENTAL HEALTH PROVIDER RATIO

Mental health providers in McKinley County, NM see an average of 652 patients per year. This represents a 7.39% decrease from the previous year (704 patients).

The following chart shows how the number of patients seen by mental health providers has been changing over time in McKinley County, NM in comparison to neighboring states.

1,362 to 1

PATIENT TO DENTIST RATIO

Dentists in McKinley County, NM see an average of 1,362 patients per year. This represents a 0.584% decrease from the previous year (1,370 patients).

The following chart shows how the number of patients seen by dentists has been changing over time in McKinley County, NM in comparison to neighboring states.

1,742 to 1

OTHER PRIMARY CARE PROVIDERS

Other primary care providers in McKinley County, NM see an average of 1,742 patients per year. This represents a 6.74% increase from the previous year (1,632 patients).

The following chart shows how the number of patients seen by other primary care providers has been changing over time in McKinley County, NM in comparison to neighboring states.

Figure 6.3.51: Annual Visitations by Type of Health Care Service Provider. Source: NM Department of Health.



Adult Obesity in McKinley County

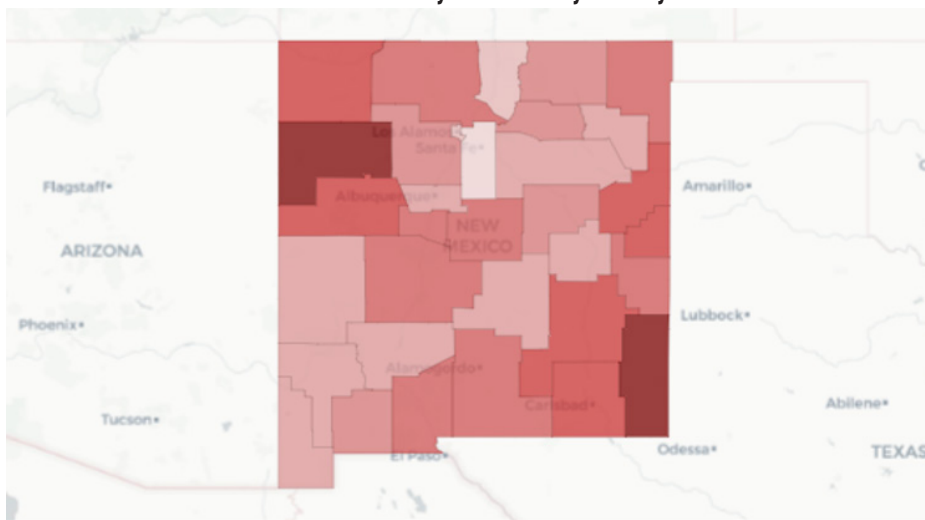


Figure 6.3.53: Most Common Associates Degree. Source: NM Department of Health.

Motor Vehicle Crash Deaths in McKinley County

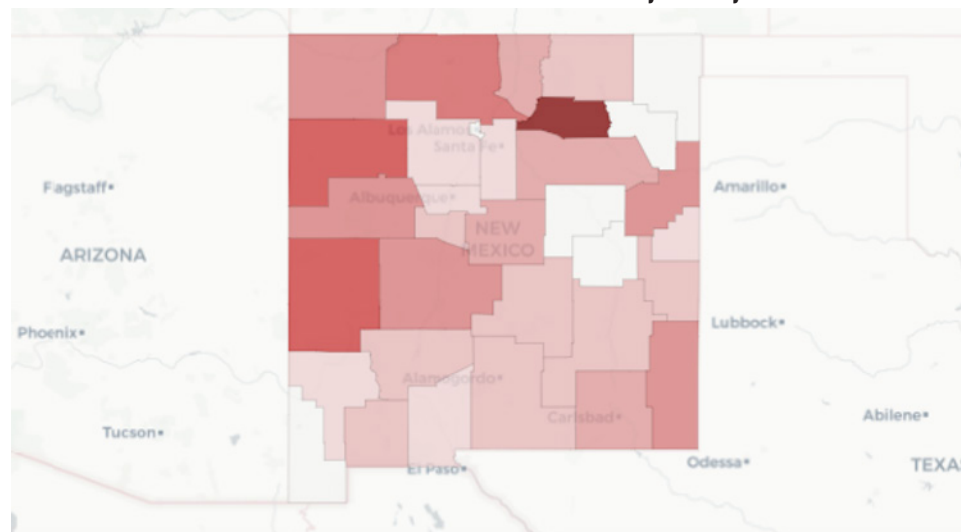


Figure 6.3.55: Most Common Associates Degree. Source: NM Department of Health.

Alcohol Impaired Driving Deaths in McKinley County

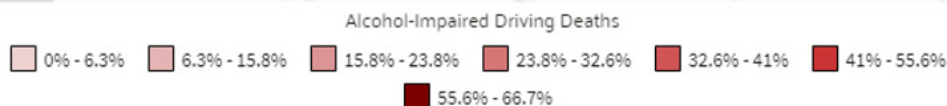
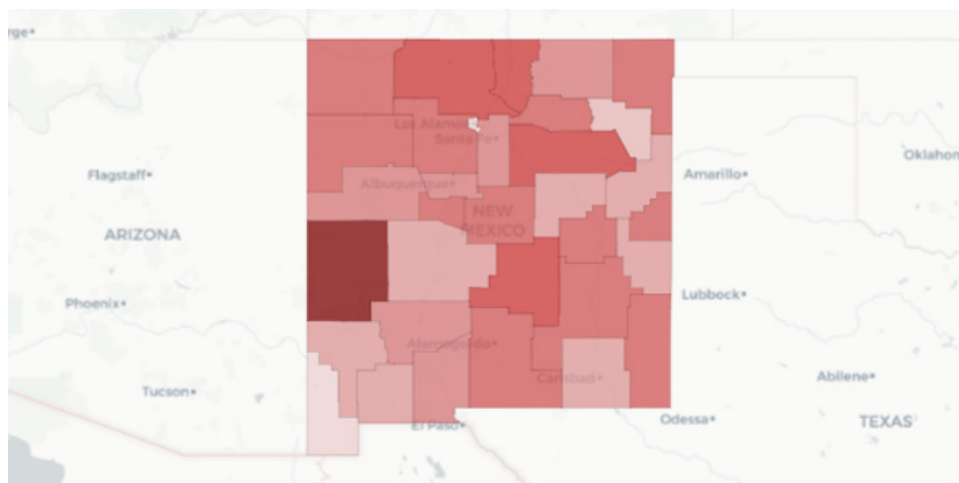


Figure 6.3.54: Most common Bachelors Degree. NM Department of Health.

Violent Crimes in McKinley County

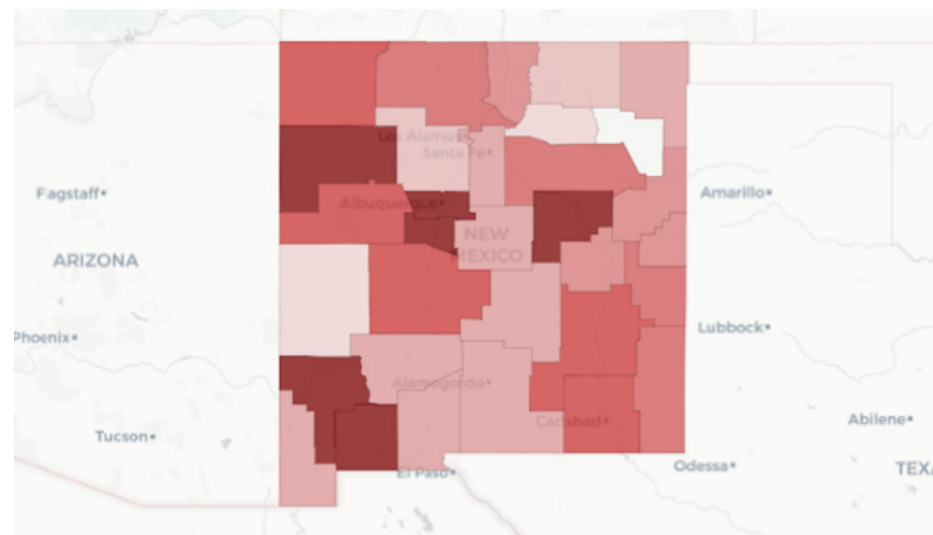


Figure 6.3.56: Most common Bachelors Degree. NM Department of Health.



Health Insurance

Among the civilian noninstitutionalized population in McKinley County, 76% had health insurance coverage and 24% did not have health insurance coverage. Private coverage was 26% and government coverage was 55.9%, respectively. The majority of government coverage relates to Indian Health Service, thence Medicaid and Medicare, and last to Veterans' Administration health services. The percentage of children under the age of 18 with no health insurance coverage was 13.5%.

Health Care Coverage

24%

UNINSURED

17.4%

EMPLOYER COVERAGE

44.8%

MEDICAID

5.66%

MEDICARE

7%

NON-GROUP

1.06%

MILITARY OR VA

Between 2016 and 2017, the percent of uninsured citizens in McKinley County, NM declined by 11.4% from 27.1% to 24%.

The following chart shows how the percent of uninsured individuals in McKinley County, NM changed over time compared with the percent of individuals enrolled in various types of health insurance.

Figure 6.3.57: Health Care Coverage in McKinley County. Source: NM Department of Health.

Leading Causes of Death in McKinley County 2013 - 2015

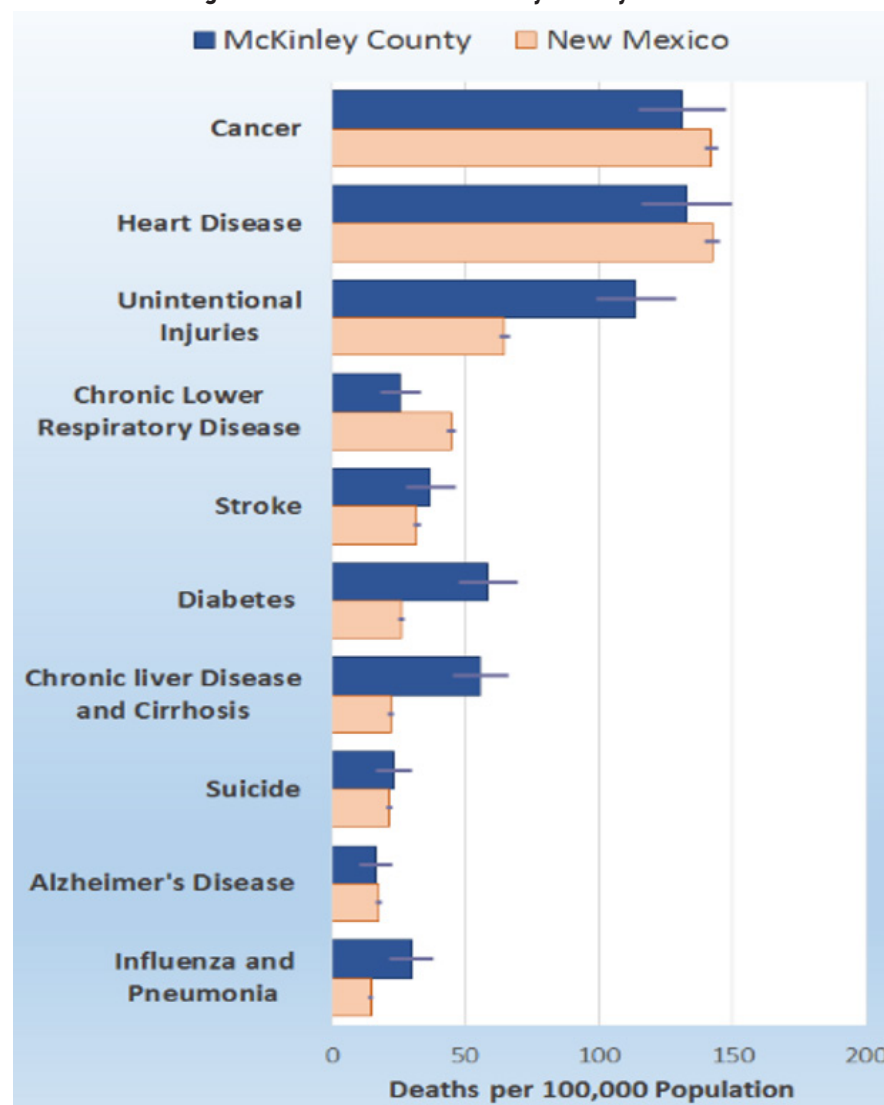


Figure 6.3.58: Leading Causes of Death in McKinley County. Source: NM Department of Health.



Broadband

In the United States, 87.2% of households had a computer, and 78.1% had a broadband internet subscription. An estimated 78.2% of households had a desktop or laptop, 71.1% had a smartphone, 53.7% had a tablet or other portable wireless computer, and 4.8% had some other computer. In McKinley County, 54.9% of households had a computer, and 39.6% had a broadband internet subscription. An estimated 41.4% of households had a desktop or laptop, 42.3% had a smartphone, 29.2% had a tablet or other portable wireless computer, and 6.4% had some other computer. Among all households, 25.9% had a cellular data plan; 24.6% had a broadband subscription such as cable, fiber optic, or DSL; 4.6% had a satellite internet subscription; and 1.0% had dial-up alone.

Key take-aways for McKinley County:

- » Both quantitatively and qualitatively, this issue arose as the #1 issue for the County;
- » Broadband is critical for education, economic development, health, community centers and libraries, public safety, and daily use.
- » We understand that private providers and local businesses are working to close this major digital divide, but there might be things the County can do to expedite and encourage coverage.
- » Due to the extent of the issue, several further data drill downs have been done in the next several pages. To gather real time information – use the New Mexico Broadband Map – <https://nmbbmapping.org/mapping/>

County Comparison (Four Corners Region)	
County	% With Subscription
Coconino County, AZ	75.3%
McKinley County, NM	39.6%
San Juan County, UT	48.8%
Apache County, AZ	38.6%
San Juan County, NM	58.4%
Navajo County, AZ	59.5%
Cibola County, NM	52.2%
La Plata County, CO	77.1%
Montezuma County, CO	67.9%
Dolores County, CO	63.8%

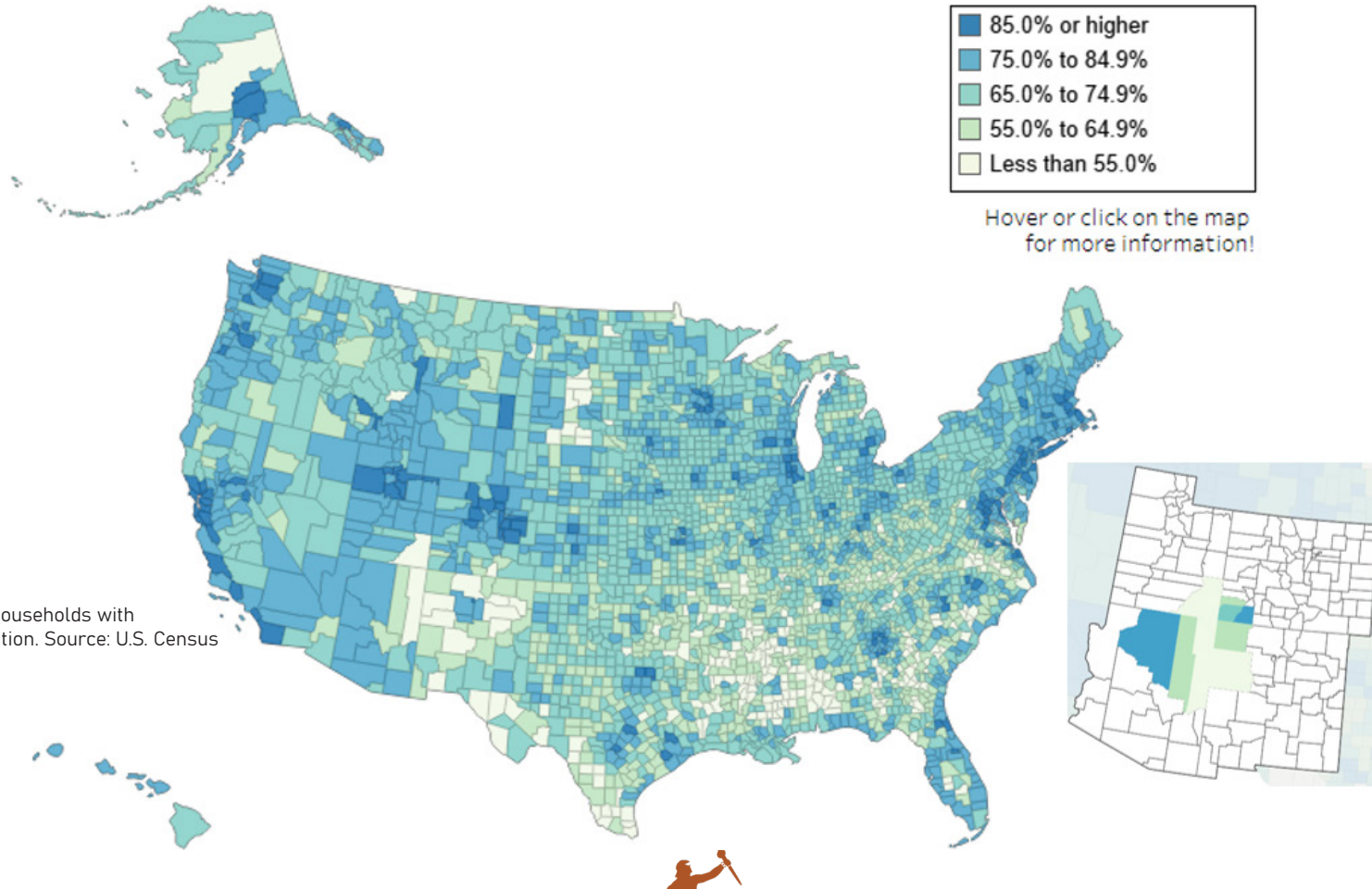


Figure 6.3.59: 2017 Households with Broadband Subscription. Source: U.S. Census Bureau.

Types of Internet Subscriptions

Among all households, 25.9 % had a cellular data plan; 24.6% had a broadband subscription such as cable, fiber optic, or DSL; 4.6% had a satellite internet subscription; 1.0% had dial-up alone; and 0.1% had some other service alone.

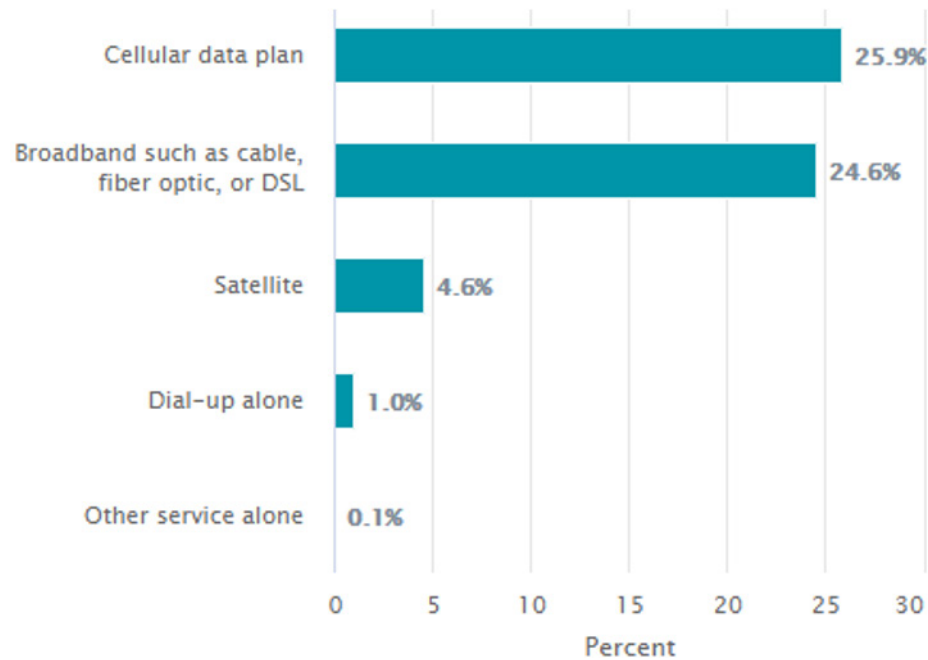


Figure 6.3.60: Types of Internet Subscriptions in McKinley County. Source: NMDOT.

List of Available Broadband Providers in McKinley County

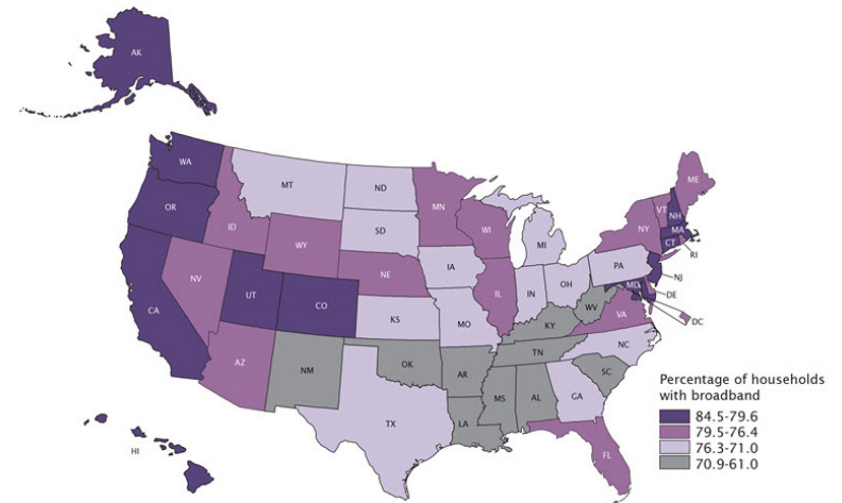
- » Agave Broadband, LLC.
- » AT&T
- » CenturyLink
- » Comcast
- » Frontier Navajo Communications
- » Level 3 Communications, LLC.
- » Sacred Wind Communications
- » Sprint
- » T-Mobile
- » Verizon Wireless
- » Hughes Network Systems
- » Skycasters
- » Star Band Communications
- » ViaSat, Inc.

Available Types of Technology

Cable, DSL, Fiber, Fixed Wireless, Mobile Wireless, and Satellite

The Digital Divide

Percentage of Households With Broadband Internet¹ Subscription by State



¹ Broadband internet refers to households who said "Yes" to one or more of the following types of subscriptions: DSL, cable, fiber optic, mobile broadband, satellite or fixed wireless.

United States
Census
Bureau

U.S. Department of Commerce
Economics and Statistics Administration
U.S. CENSUS BUREAU
census.gov

Source: 2015 American Community Survey
www.census.gov/programs-surveys/acs/

Figure 6.3.61: The Digital Divide. Source: U.S. Census Bureau

Inadequate Broadband Service

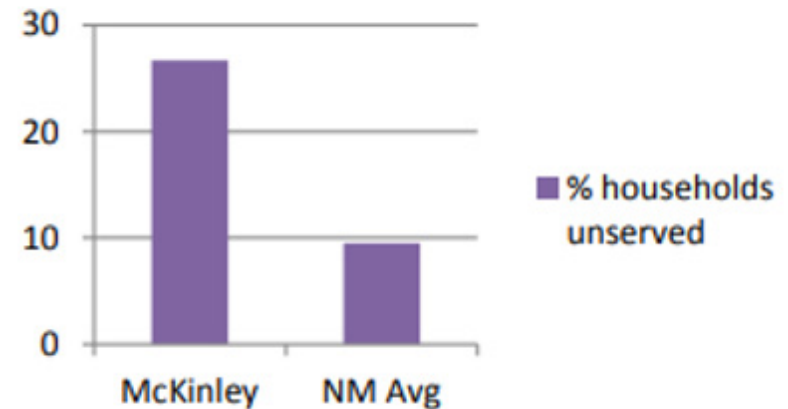


Figure 6.3.62: Broadband Adquacy in McKinley County. Source: NMDOT



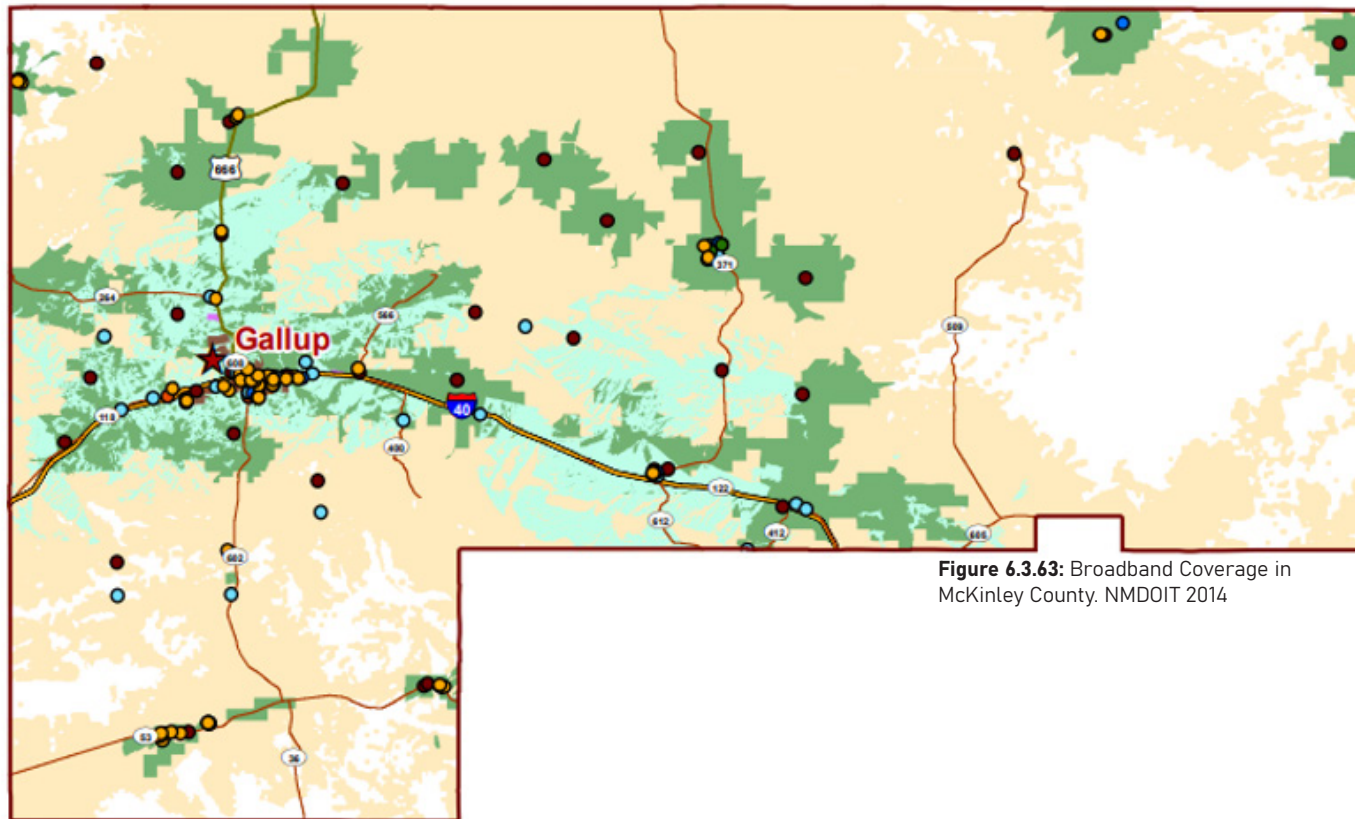


Figure 6.3.63: Broadband Coverage in McKinley County, NMDOT 2014

Legend

- | | |
|--------------------------|---|
| Cable Coverage | School - K through 12 |
| DSL Coverage | Library |
| Fiber Coverage | Medical/healthcare |
| Fixed Wireless Coverage | Public safety |
| Mobile Wireless Coverage | University, college, other post-secondary |
| Interstate | Other community support - Government |
| US Highway | Other community support - Non Government |
| State Highway | |
| County Seat | |



0 10 20 40 Miles

Broadband Data from Telecom Providers

Data is current as of the date : 1 October 2014

State Broadband Map : <http://nmbbmapping.org/mapping>

Contact : nm.broadband@state.nm.us



Cable Broadband in McKinley County

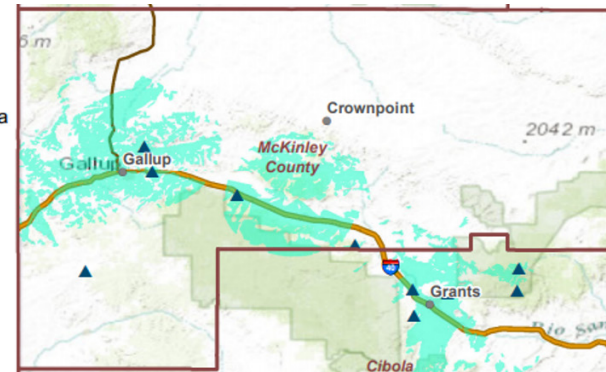


Legend

- Cable Coverage Area
- ▲ State Telecom Site
- City/Town
- Interstate
- US Highway

Figure 6.3.64: Cable Broadband Availability in McKinley County. Source: NMDOT

Fixed Wireless Broadband in McKinley County

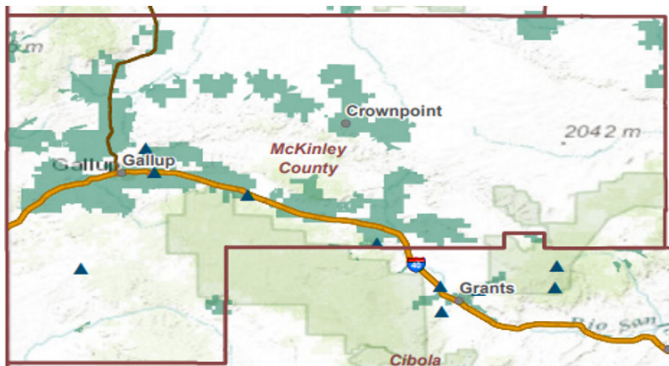


Legend

- Fixed Wireless Coverage Area
- City/Town
- ▲ State Telecom Site
- Interstate
- US Highway

Figure 6.3.67: Fixed Wireless Broadband Availability in McKinley County. Source: NMDOT

DSL Broadband in McKinley County



Legend

- DSL Coverage Area
- ▲ State Telecom Site
- City/Town
- Interstate
- US Highway

Figure 6.3.65: DSL Broadband in McKinley County. Source: NMDOT

Cable Broadband in McKinley County



Legend

- Mobile Wireless Coverage Area
- City/Town
- ▲ State Telecom Site
- Interstate
- US Highway

Figure 6.3.68: Cable Broadband Availability in McKinley County. Source: NMDOT

Fiber Broadband in McKinley County



Legend

- Fiber Coverage Area
- City/Town
- ▲ State Telecom Site
- Interstate
- US Highway

Figure 6.3.66: Fiber Broadband in McKinley County in McKinley County. Source: NMDOT



Educational Institutions in McKinley County

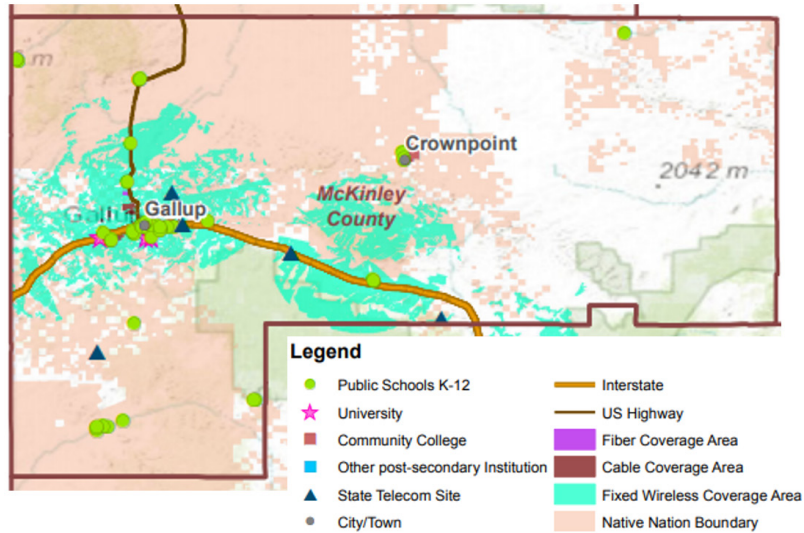


Figure 6.3.69: Educational Institutions in McKinley County. Source: NMDOT, NWNMCOG

Libraries in McKinley County

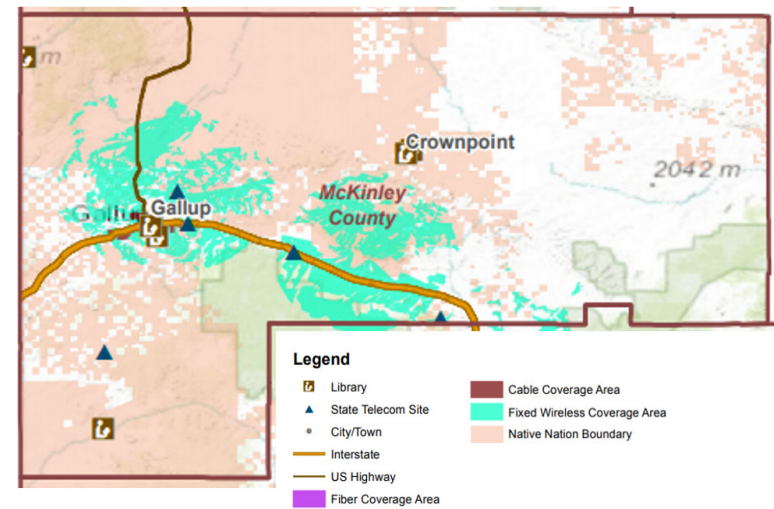


Figure 6.3.71: Libraries in McKinley County. Source: NMDOT, NWNMCOG

Government and Non-Governmental Resources in McKinley County

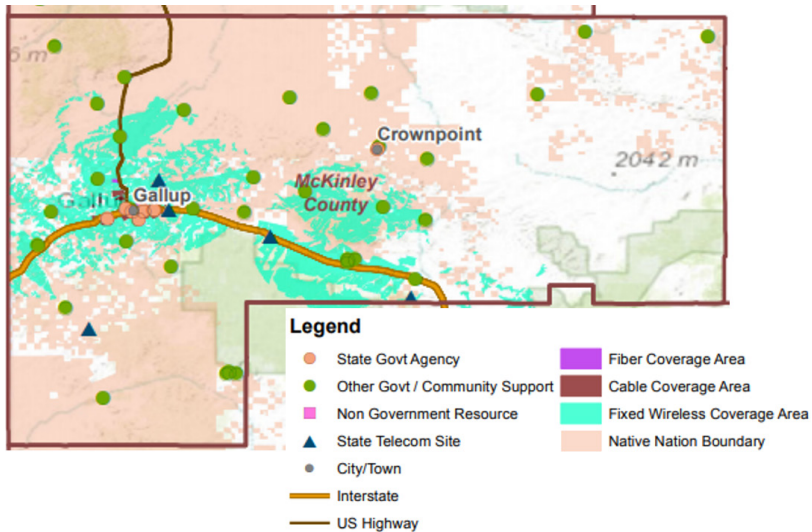


Figure 6.3.70: Government and Non-Governmental Resources in McKinley County. Source: NMDOT, NWNMCOG

Fixed Wireless Broadband in McKinley County

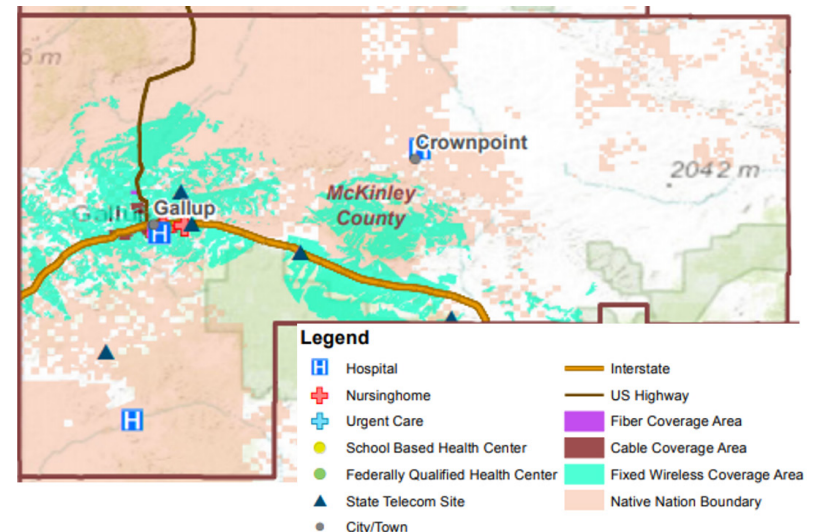


Figure 6.3.72: Medical Facilities in McKinley County. Source: NMDOT, NWNMCOG



Appendix IV: Public Participation

MCV2CP PLANNING PROCESS

This McKinley County Vision 2020 Comprehensive Plan (MCV2CP) seeks to explore on key issues and concerns to further develop strategies around future investments and initiatives. In accordance to the county's Public Participation Plan, a series of public workshops were conducted to gain perspectives on identifying ways to address local issues with efficient strategies. Workshop and executive summaries for each workshops were developed that highlights key ideas and input.

McKinley County Public Participation Plan (PPP)

The Public Participation Plan (PPP) document outlines the County's strategy for community engagement in formulating the update to the Comprehensive Plan. The PPP was developed during the beginning stages of the planning process for the MCV2CP project. While the document's entirety is not included here, the main components included here are maps as a source of reference.

"The Plan"

The focus of the Plan is to create "a common platform for stakeholders and communities, as well as units of governments....to integrate and weave together the region's many existing planning documents in a comprehensive and holistic guide for sustainable development in the County."

Purpose

Recognizing the County's roles and responsibility as a local governing body, the primary obligation is to faithfully serve the public interest by continuously achieving higher standards of professional conduct, ingenuity and understanding. All administrative and leadership functions will be fulfilled through consistent, creative and competent performance of promoting excellence of design and endeavor to conserve and preserve the integrity and heritage of the natural and built environment.

To comply with our obligation to the public, we aspire to the following principles:

- » To be conscious of the rights of others.
- » To work diligently towards expanding opportunities for all citizens to participate and share by freely expressing matters and concerns.
- » To improve knowledge and techniques that ensures the relevancy of strategies and solutions of community issues through insight responsiveness.
- » To examine the applicability of planning theories, methods, research, practice and standards to the facts and analysis of each specific issue.
- » To ensure transparency of the active planning process to its citizens.

The overarching criterion of comprehensive planning require broad-based public participation to identify goals, opportunities and strategies that align and fulfill a 20-year planning vision for community development, economic development and growth, and conservation and preservation of local culture and environment.

Planning Process

The planning process for the MCV2CP will essentially take at least twelve months of commitment and responsibility to complete. Positive outcomes from the development of applicable comprehensive plans is contingent to fulfilling certain tasks and obligations in an efficient and resourceful manner. The Planning Team is determined to fulfill every crucial task productively. The Planning Team will organize and facilitate community workshops throughout the County and to actively encourage citizen participation in the planning process and the development of the comprehensive plan. These workshops will provide a safe space for all citizens to voice their issues, concerns and suggestions.

The planning process begins with gathering, recording, analyzing and assessing incoming comments and suggestions from public input. The initial approach is to gain a broad understanding of existing conditions, followed by allocating themes or areas of focus and subsequently with detailed research and analysis of each category. Task schedules are effective planning tools that helps to ensure the planning process is conducted in a timely and professional manner while retaining clarity and transparency. The results of these workshops will then be analyzed and drafted into future policies and planning recommendations as noted in Appendix C. The documentation of this process is intended to be a reference guide, for County planners, officials, administrators and partners to inform planning goals and objectives for future development and management.

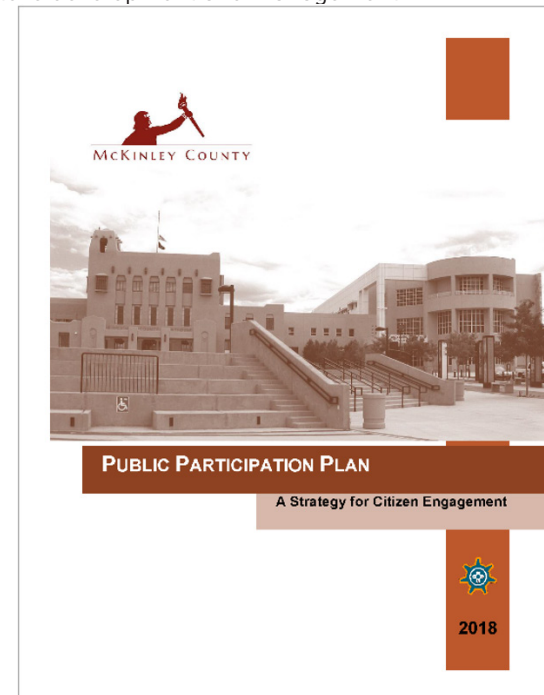


Figure 6.4.1: Public Participation Plan for Comprehensive Plan Update. Source: NWNMCOG

Public Participation

In accordance with State provisions and recommendations, the County emphasizes full participation and involvement of a broad cross-section of the region, including the involvement of local communities and groups not previously involved. The purpose of the public input process is to identify, research and assess regional resources where outcomes are then generated ideas, goals and strategies for future development. Public input will further the level of understanding on demographic and physical conditions.

Citizens who reside within the legal boundaries of McKinley County are the county residents who are urged to become stakeholders whose voice will assist in the development of the comprehensive plan. The County intends to provide opportunities to engage its citizens to have functional roles during the planning and development process of MCV2CP. Public engagement and public involvement is proportional to goals and strategies of the County's comprehensive plan that extends opportunities for the public to voice their suggestions and concerns. With respect to roles and responsibilities of local governments, the objective of this public participation plan is to:

- » Inform and coach the public about the planning process,
- » Invite public attention, interest and awareness from all communities,
- » Encourage continuous public participation and involvement,
- » Provide adequate public notice of meetings and comment periods,
- » Establish collaborative networks with all local and tribal governments,
- » Address matters and concerns of public interest,
- » Meetings held at convenient times and locations will adequate accessibility,
- » Provide clear and accurate information on planning and activities, and

Steering Committee

The primary focus for continuous public involvement is crucial to MCV2CP's planning process. A Comp Plan Steering Committee (CPSC) will be appointed to serve as the advisory arm of MCV2CP that will provide direct, ongoing access to the regional planning and decision-making process. CPSC will meet monthly to review, discuss and recommend changes to the MCV2CP.

Public Participation Activities

All public citizens and MCV2CP stakeholders and partners will be notified through various avenues of public announcements (i.e. newspapers, social media, email) of all scheduled task meetings and planning activities with adequate times to ensure ample participation. Citizens have extreme priority to participate and to voice concerns and matters regarding the public interest. The Planning Team will be responsible and accountable to:

- » Organizing and facilitating all public hearings, meeting and workshops,
- » Creating and posting public notices and announcements,
- » Generating presentation media, handouts, and poster boards to be used and referred to during workshops and meetings,
- » Taking notes and documenting each session and posting to dedicated weblinks or public reports,

- » Informing and updating County administrators and the Commission on progress and outcomes, and
- » Commit to the maintenance of all proceeding comprehensive plans

Phase I: Public Workshop with Local Experts

Workshops

1. Workshop I: Education and Health
Wednesday, June 27, 2018
Gallup McKinley County School District
2. Workshop II: Infrastructure and Transportation
Tuesday, July 10, 2018
Gallup McKinley County School District
3. Workshop III: Economic Development and Policy
Tuesday, July 10, 2018
Gallup McKinley County School District
4. Workshop IV: Land Use and Water
Tuesday, July 10, 2018
Gallup McKinley County School District
5. Workshop V: Public Safety
Wednesday, August 22, 2018
Gallup McKinley County School District

Phase II: Community Meetings

The four community meetings were organized with the intention of only gathering further input and comments on current data and public input collected at the Phase I Public Workshops.

The two Listening Sessions were held with the City of Gallup and the Pueblo of Zuni in a manner of respect to existing intergovernmental relationships and partnerships.

Listening Sessions and Community Meetings

1. Listening Session I:
Pueblo of Zuni Tribal Council & Administrators
2. Listening Session II:
City of Gallup Council & Administrators
3. Community Meeting I: Crownpoint Elementary School
Thursday, November 8, 2018
4. Community Meeting II: Chee Dodge Elementary School
Tuesday, November 13, 2018
5. Community Meeting III: Thoreau Elementary School
Monday, November 26, 2018
6. Community Meeting IV: Volkswagen Fire Station
Tuesday, October 27, 2018
7. Public Survey - Aimed at rural communities but also open to all residents of the county was available online and in paper form.



Appendix V: Opportunity Zones

What Are Opportunity Zones?

An Opportunity Zone is an economically-distressed community where private investments, under certain conditions, may be eligible for capital gain tax incentives. Opportunity Zones were created under the , signed into law by President Donald J. Trump on December 22, 2017, to stimulate economic development and job creation, by incentivizing long- term investments in low-income neighborhoods. There are more than 8,760 designated Qualified Opportunity Zones (PDF) located in all 50 States, the District of Columbia, and five United States territories. Investors can defer tax on any prior gains invested in a Qualified Opportunity Fund (QOF) until the earlier of the date on which the investment in a QOF is sold or exchanged or until December 31, 2026.

EDA and Opportunity Zones

The Economic Development Administration (EDA) provides strategic investments through competitive grants that foster job creation and attract private investment to support development in economically distressed areas of the United States.

EDA is encouraging our economic development partners to think of Opportunity Zone investment as a new arrow in their quiver to not only enhance ROI for business interests, but also to encourage the public/private partnerships needed to drive private investment to distressed areas. Steps EDA has taken to prioritize Opportunity Zones, include:

- In FY18, EDA issued a Notice of Funding Opportunity that made Opportunity Zones eligible for funding from EDA, through its special needs category, even if the area would not meet EDA's economic distress criteria.
- In June 2019, EDA added Opportunity Zones as one of its five Investment Priorities to help significantly increase the number of catalytic Opportunity Zone-related projects we can fund.
- As part of the White House Opportunity and Revitalization Council (WHORC), Assistant Secretary Fleming is providing overviews of EDA's role in the initiative at Opportunity Zone roundtables that are bringing together local elected officials, business leaders, community groups, and others across the country.

Opportunity Zones in Northwest New Mexico

Northwest New Mexico has actively engaged in the EDA Opportunity Zones program. The region has a total of 10 opportunity zones (OZs) that span across the three-county region. 2 Opportunity Zones are in Cibola County, 3 in McKinley County and 5 in San Juan County. The Opportunity Zones located in the region are a mixture of rural and semi-urban zones that focus largely on economic based industrial development but does provide opportunity for other industry sectors including retail trade, Educational Services, Health Care & Social Assistance, Manufacturing, Arts, Entertainment, & Recreation, and Transportation & Warehousing to name a few.

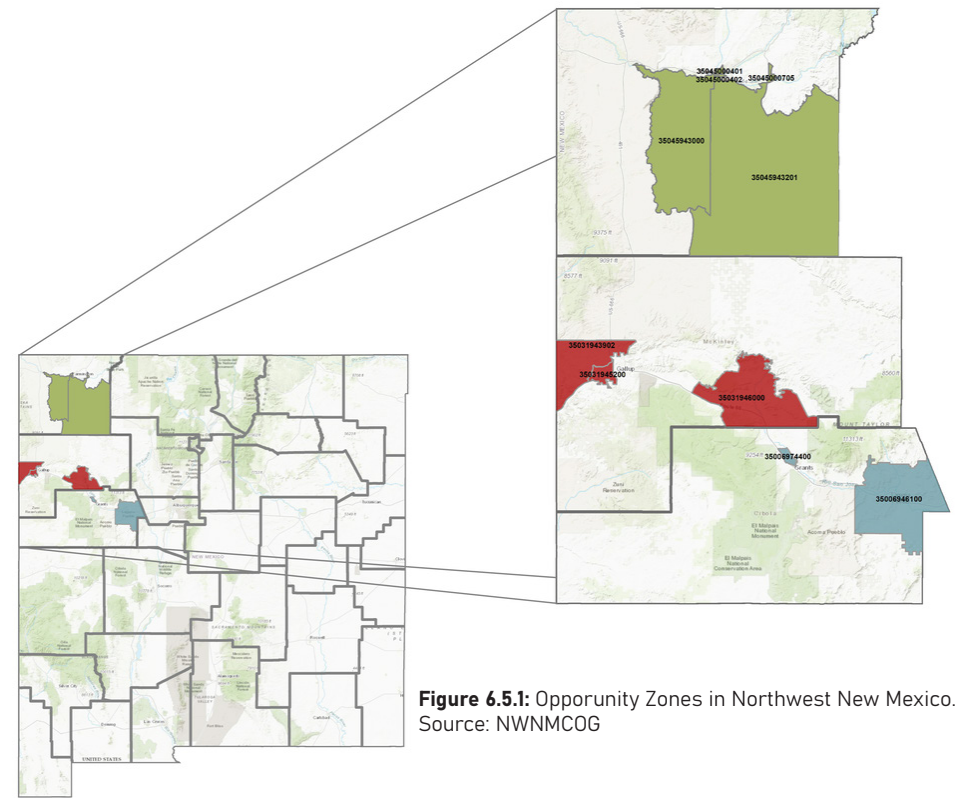


Figure 6.5.1: Opportunity Zones in Northwest New Mexico.
Source: NWNMCOG

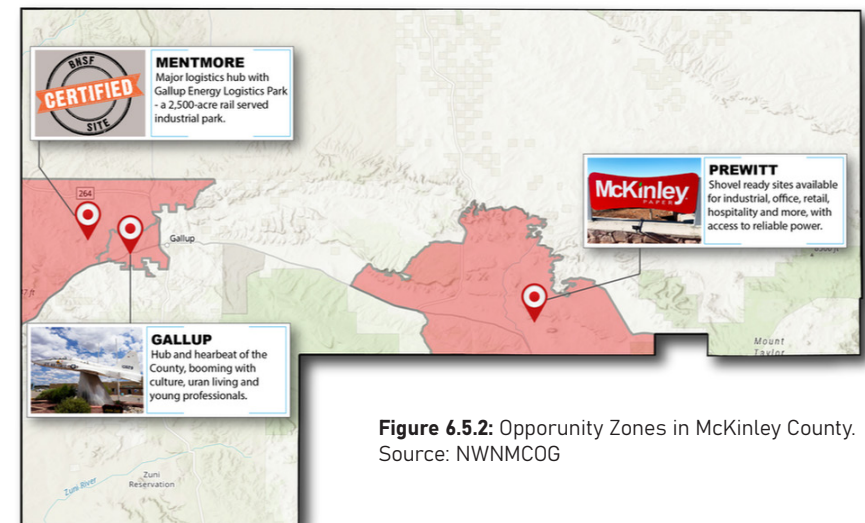


Figure 6.5.2: Opportunity Zones in McKinley County.
Source: NWNMCOG



Appendix VI: References

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50. The Executive Summary icon seen the left margins tells readers to refer to the Executive Summaries included in the Appendices.
51. Here, the idea was to steer from certain discouraging vocabulary like "weaknesses"



and “threats” that could potentially be interpreted from different perspectives.

52. The term “vulnerabilities” was not specifically applied to these workshops. A specified question was asked without the use of such descriptors. Question 3: “What are the things we (McKinley County) need to work on in the Education and Health sectors?”
53. Combined date from various sources. “Coal Plant Closures Threatens Jobs”, Industrial Equipment News. Retrieved from <https://www.iem.com/operations/news/21015531/coal-plant-closure-threatens-jobs> “Potential closure of Kayenta Mine a
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58. The census data included in this line chart were extracted from the data presented in the 2012 McKinley County Comprehensive Plan, combined with more recent estimated census data, as presented by the U.S. Census Bureau. <https://www.census.gov/search-results.html?stateGeo=none&q=McKinley+County%2C+NM&searchtype=web>
59. Take into account that these respective industries are fluid in sense where one basic industry may be categorized as a non-basic industry in another region.
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