



# TOWN OF CLAYTON COMPREHENSIVE PLAN

ADOPTED 5.13.2020





**RESOLUTION NO. 20-24**

**A RESOLUTION ADOPTING THE COMPREHENSIVE PLAN  
FOR THE TOWN OF CLAYTON**

**WHEREAS**, the Town of Clayton Trustees have determined that it is in the best interest to engage in long range planning activities for The Town of Clayton; and

**WHEREAS**, Consensus Planning of Albuquerque has developed the 2020 Comprehensive Plan for The Town of Clayton; and

**WHEREAS**, the Comprehensive Plan is intended to guide and manage decision-making related to the future growth, physical development, and capital expenditures of the Town over a 20-year planning horizon; and

**WHEREAS**, the Comprehensive Plan addresses a wide range of planning elements, through goals and implementation strategies regarding land use, housing, economic development, infrastructure, water resources, transportation, public facilities and services and implementation; and

**WHEREAS**, the Town recognizes that the adoption of this Comprehensive Plan will provide proper direction and priority recommendations to Town staff, local businesses, and citizens alike; and

**WHEREAS**, after public input the Town of Clayton Trustees have determined that the 2020 Comprehensive Plan is ready for final adoption.

**WHEREFORE, BE IT RESOLVED AND DECLARED** by the Governing body, for The Town of Clayton, New Mexico that the 2020 Comprehensive Plan is hereby adopted.

**PASSED, APPROVED AND ADOPTED THIS 13<sup>TH</sup> DAY OF MAY, 2020**



*Stephanie J. Arella*  
Deputy Clerk

**THE TOWN OF CLAYTON, NEW MEXICO**

By: *Ernest Sanchez*

Ernest Sanchez, Mayor

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# ACKNOWLEDGEMENTS

Ernest Sanchez, Mayor

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# CLAYTON VISION

Clayton is a warm and welcoming community in northeastern New Mexico with Rabbit Ears Mountains as our backdrop. We celebrate and are proud of our deep and rich history that began in pre-historic times with dinosaurs roaming the area. Residents and visitors alike enjoy our dark skies, Clayton Lake, and location along the Santa Fe Trail. Our downtown area is accessible, easy to navigate, and features the restored historic Luna Theater, Eklund Hotel, and Farmers and Stockmens Bank building. We have an excellent quality of life that features our well-maintained neighborhoods and new and rehabilitated homes, our high achieving public school system, active parks and community center, and opportunities for higher education through the new community college. Our economy is growing and our young people who left have been drawn back to the community seeking the new, well paying jobs, and most importantly, family connections and our small town atmosphere.

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# CHAPTER 1: EXECUTIVE SUMMARY





## 1.1 INTRODUCTION

The Town of Clayton is located in Northeast New Mexico. It is the county-seat and most populous incorporated community in Union County. Clayton sits at a well-traveled crossroads for motorists driving to regional destinations in Colorado, Texas, and Oklahoma.

Clayton is celebrated by its residents and all who learn to love Clayton through its rich and varied history stretching back to pre-historic times, its stop over on the Santa Fe Trail, establishment as a railroad town and the early 20th century boom, the WPA years, all the way to the present. Its history is captured in the wonderful historic buildings that continue to line Main Street and other streets in Downtown. A strong sense of community spirit and pride is abundantly evident to all that visit Clayton.

The backdrop to Clayton is an area full of outdoor recreation opportunities, including Clayton Lake State Park and Dinosaur Trackways, Capulin National Monument, and the Kiowa National Grasslands. It is a somewhat hidden gem from much of New Mexico and opportunities to expand the economy through cultural and recreational tourism is strong.

The Comprehensive Plan tells the story of Clayton and its people. Each chapter provides the history and background, existing conditions, and future aspirations as expressed through goals, objectives, and strategies.

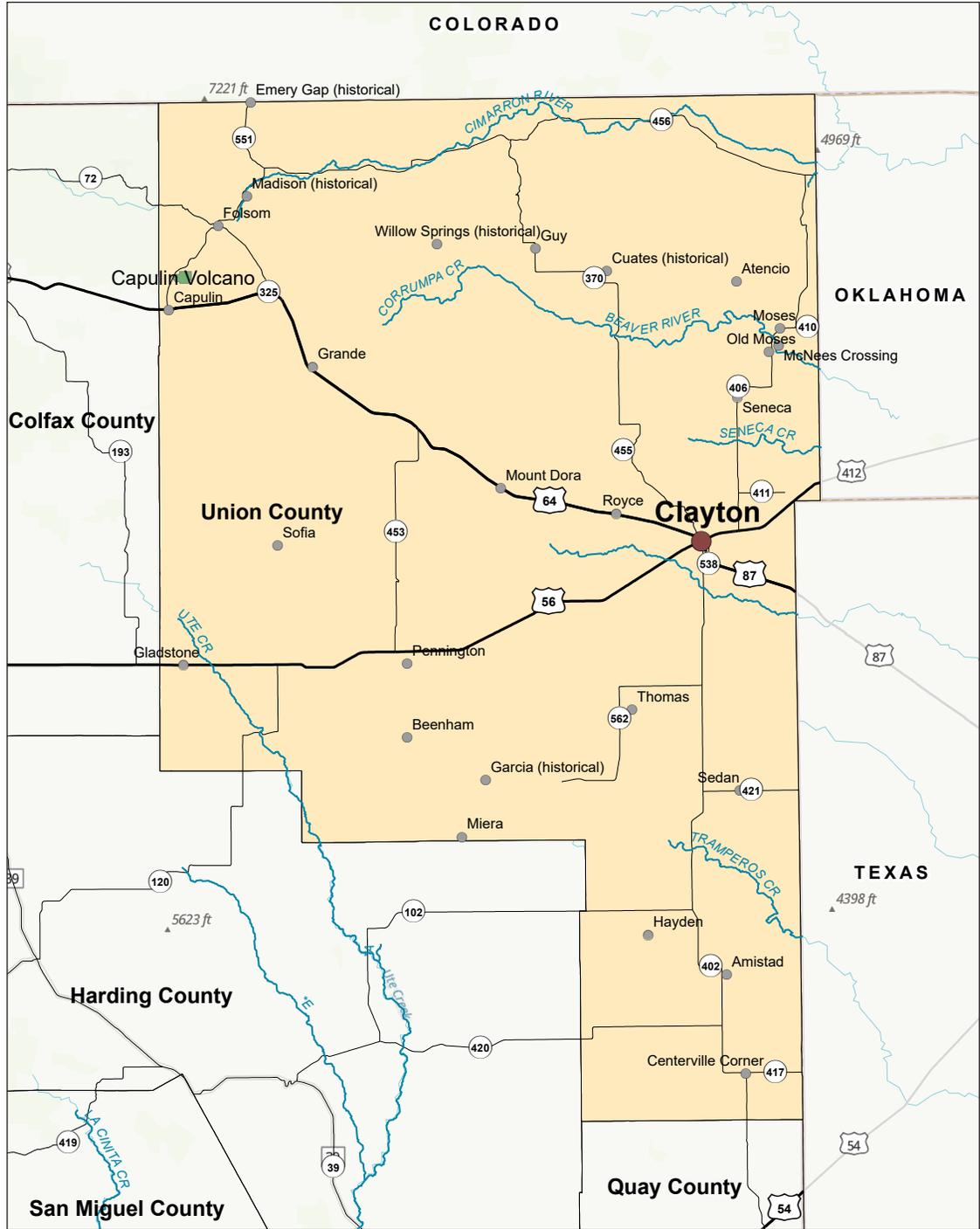
The Town of Clayton Comprehensive Plan and Union County Comprehensive Plan were completed simultaneously by the same consultant. This provided an excellent opportunity for coordination between the two governmental entities and ensured the two planning efforts were in sync.

## 1.2 PLAN OBJECTIVES

The following objectives are intended to provide guidance and structure for implementing the Comprehensive Plan and ensuring its relevancy over time:

- The Comprehensive Plan should be reviewed and referred to by elected officials that are making decisions related to growth, development, and investments in capital improvements.
- The Comprehensive Plan should be reviewed on an annual basis and updated when necessary to ensure that Comprehensive Plan remains relevant and useful to decision makers and the community at large.
- As with all community planning efforts, an integral part of updating the Comprehensive Plan should include public engagement and strive to capture and accurately reflect the community's aspirations and vision.
- The Comprehensive Plan and the Infrastructure Capital Improvement Plan (ICIP) should be linked together; the ICIP should reflect the priorities and implementation strategies contained in the Comprehensive Plan.
- The Town of Clayton should continually identify available funding sources for implementation of capital improvements and base future grant applications and funding requests on the implementation strategies contained in the Comprehensive Plan.

# TOWN OF CLAYTON COMPREHENSIVE PLAN



Community Context.

### 1.3 PLAN ELEMENTS

The Comprehensive Plan contains eight plan elements, including Land Use, Economic Development, Housing and Neighborhoods, Infrastructure, Transportation, Community Facilities and Services, Hazard Mitigation, and Implementation. Each element contains a description of existing conditions; issues and opportunities; and provides goals, objectives, and strategies to facilitate the community's vision for the future. A brief description for each of the Plan elements follows below:

#### CHAPTER 3: LAND USE

The Land Use element describes how growth and development should occur in the Town of Clayton over the next 20 years. It includes descriptions of existing land use; existing zoning and other land use regulations; annexation; extraterritorial jurisdiction; historic preservation; land use issues; a Future Land Use Scenario that shows preferred land uses, redevelopment areas, and a limited number of annexation areas. Goals, objectives, and strategies address:

- Promoting infill development and redevelopment of vacant, abandoned, or underutilized properties through creating an inventory of Town-owned excess properties available for sale and redevelopment, creating incentives for infill and redevelopment; designating two Metropolitan Redevelopment Areas; pursuing redevelopment and reuse of vacant and blighted buildings;
- Expanding the Town of Clayton through evaluating the annexation of properties that create islands of County land adjacent to the municipal boundary, can be served with infrastructure, and support new commercial development;
- Creating an attractive built environment through the consistent application and enforcement of land use and development regulations; updates to the zoning code and zone map; determining adequate staffing levels; and zone changes per the Future Land Use Scenario; developing a subdivision ordinance; working with Union County on urban/rural interface issues; and developing community gateways; and
- Promoting historic preservation through developing a brochure and walking tour for Downtown Clayton; educating the public on the availability of historic tax credits and grants; encouraging nominations; and creating a review process for new development in Downtown.

#### CHAPTER 4: ECONOMIC DEVELOPMENT

The Economic Development element describes the actions Clayton should take to achieve a more balanced economy. It includes an economic profile for the Town of Clayton; descriptions of key industries and major employers; summary of cultural attractions; identification of strengths and challenges; and descriptions of economic development organizations, initiatives, and opportunities. Goals, objectives, and strategies address:

- Pursuing a sustainable and stable economy that fosters new business investment and employment opportunities, and retaining and expanding small businesses;

- Clayton as a tourism destination and a hub for outdoor recreation for visitors to Clayton Lake State Park and Dinosaur Trackways, Clayton Lake Observatory, Capulin Volcano National Monument, Santa Fe National Scenic Byway through promotion activities and branding;
- Development and promotion of Clayton Business Park as the local and regional commercial and industrial center through its location along the Ports-to-Plains Corridor and recruitment of businesses related to warehousing and distribution, value-added agriculture and production, renewable energy, storage, and other industries;
- Creating a well-trained workforce through expansion of workforce training programs related to existing and future business clusters; seeking workforce investment funds; and coordination with Clayton Municipal Schools and regional community colleges; and
- Promoting Downtown Clayton as the community's retail and cultural activity center through creating a Downtown MRA Plan; pursuing public/private partnerships for redevelopment; recruitment of new restaurants, retail, and mixed use projects; and improving sidewalks, streets, and utilities.

### CHAPTER 5: HOUSING & NEIGHBORHOODS

The Housing and Neighborhoods element provides direction for improving neighborhood conditions, diversifying the housing stock, and increasing the amount of affordable housing in the community. This chapter includes a housing profile; description of existing housing conditions by area; summary of housing needs including special needs populations; discussion of the housing market and property values; identification of housing resources; and issues and opportunities related to housing. Goals, objectives, and strategies address:

- Providing equal access to a range of safe and affordable housing types through applying for funding and creating an affordable housing plan compliant with NMMFA requirements; inventorying land and buildings owned by the Town that could be donated to an affordable housing program; identifying a location for a mobile home park for new employees at the Northeast New Mexico Detention Facility; and developing an educational program on available affordable housing, credit counseling, first time homebuyers, rehab, down payment assistance, etc.; and
- Promoting the safety, security, and stability of residential neighborhoods through partnerships with private developers to rehabilitate vacant and abandoned housing; establishing a "Home of the Month" program; yard improvement recognition programs; working with organizations to apply for beautification grants; and improving sidewalks and streets within neighborhoods.

### CHAPTER 6: INFRASTRUCTURE

The Infrastructure element emphasizes the need for upgrades to the water, sanitary sewer, and wastewater treatment facilities. It includes summaries of existing water resources and services; stormwater drainage; wastewater system and treatment; water conservation; description of solid waste collection and need for a regional landfill; identification of future projects and requirements; and

an overview of private utilities such as gas, electric, and telecommunications. Goals, objectives, and strategies address:

- Providing an efficient domestic water supply system through developing a Water System Master Plan; Asset Management Plan with GIS mapping and Asset Database; update to the 40-year Water Plan; and pursuing funding for increasing water delivery capacity for distribution, fire protection, and reduction of water stagnation;
- Encouraging water conservation through creating a Water Conservation Plan that is compliant with NMOSE requirements; completing an GPCD analysis and AWWA Water Audit; and determining the feasibility of using treated effluent for irrigation; pursuing funding for water conservation and drought management; and evaluating extension of services to future development areas;
- Providing an efficient wastewater collection and treatment system through developing a Wastewater Master Plan; Asset Management Plan with GIS mapping and Asset Database; pursuing funding for improving and replacing lift stations, lagoon renovations, and performance evaluation of the wastewater treatment plant; and evaluating extension of services to future development areas and Clayton Business Park;
- Minimizing impacts and losses due to flooding through routing of off-site and on-site storm water runoff; creating a drainage design standard for new development; providing maintenance and improving existing storm drain systems; and identifying areas for stormwater detention;
- Reducing the solid waste stream that is transported to Texas through recycling and identification of additional drop off collection locations; providing public information on the benefits of recycling; and determining the feasibility of a jointly owned and operated regional landfill.

## **CHAPTER 7: TRANSPORTATION**

The Transportation element emphasizes creating an efficient, safe, and integrated transportation system to serve the mobility needs of the community. The chapter includes an overview of the existing transportation system, functional classifications, and recommendations for new classifications; description of roadway conditions and approaches to pavement management; description of the Ports-to-Plains Regional Transportation Corridor; overview of the Clayton Municipal Air Park, Airport Master Plan, and planned improvements; description of public transit provided by Golden Spread Rural Frontier Coalition; description of the rail system; and future projects and requirements. Goals, objectives, and strategies address:

- Creating an integrated transportation system through the completion of an Asset Management Plan; developing traffic control standards for traffic safety; requiring a traffic impact analysis for new development; integrating roadway improvements with utility work; designing roads and traffic control that minimizes turning, curb parking, uncontrolled access and frequent stops on arterials; developing an arterial access control policy; determining the feasibility of adding bike lanes on arterials; and pursuing funding for roadway improvements;

- Maintaining safe street conditions and connectivity through the development of a preventative street maintenance schedule; preparing a sidewalk replacement plan; and completing the lighting project on US 87;
- Providing safe and expanded air travel at Clayton Municipal Air Park through improving safety and capacity at the airfield and landside facilities; completing an Airport Business Plan; and identifying businesses that may benefit from airport services; and
- Expanding transit services through additional state or federal funding; providing transit services for tourists going to Clayton State Park, Capulin Volcano National Monument, and other attractions; and including transit planning in construction of new or improvement to existing roads.

### CHAPTER 8: COMMUNITY SERVICES and FACILITIES

The Community Facilities and Services element addresses a wide range of services that are primarily managed by the Town of Clayton, but also includes education and healthcare provided by other entities. The chapter includes an overview of public safety, including police, fire, emergency services, and the Northeast New Mexico Detention Facility; parks and recreation; community facilities including the Clayton Senior Center, Clayton Library, Town Hall, and the Police Department; community health and outcomes; and public education. Goals, objectives, and strategies address:

- Maintaining an adequate level of public safety services through developing a comprehensive public safety needs assessment and pursuing a Memorandum of Understanding that addresses the management of the Clayton-Union County Jail;
- Developing new park facilities to serve residential neighborhoods through acquiring new parkland; developing a new multi-generational community center; and working with Clayton Municipal Schools on joint use of school recreation facilities;
- Providing a range of multi-generational community facilities and programming through a preventative maintenance and replacement program; completing needs assessments for the A.W. Thompson Memorial Library and Clayton Senior Center; and pursuing funding to meet the facility and programming needs;
- Increasing public access to information through developing a Town of Clayton website; and creating and maintaining a Town of Clayton Facebook page.
- Supporting equal access to quality education and learning through initiating a town hall on educational initiatives; determining the potential for and feasibility of a community college satellite in Clayton or Union County; and providing information on adult education offered at regional colleges; and
- Improving the delivery of healthcare services through collaborating with Union County General Hospital and other healthcare providers on creating a strategic healthcare plan; promoting medical school mentorship programs to recruit high school seniors for medical training and return to Clayton after graduation; and recruiting senior care providers for assisted living, memory care, and skilled nursing services.

## CHAPTER 9: HAZARD MITIGATION

The Hazard Mitigation element describes the potential hazards, mitigation approaches, and importance of disaster preparedness. The chapter includes an overview of key principles and best practices in hazard mitigation; summaries of existing hazard mitigation plans and disaster preparedness; existing hazards, including wildfires, drought, flooding, major storms, and earthquakes. Goals, objectives, and strategies address:

- Reducing the community's vulnerability to natural hazards through completing a Hazard Mitigation Plan that complies with FEMA requirements; developing a vehicle routing and evacuation plan; installing backup generators at designated shelters; and collaborating with Union County, State of New Mexico, and FEMA on mitigation;
- Reducing the vulnerability to wildfires through developing a public information program; working with Union County on a program for weed and brush removal at urban/rural interface areas; becoming a member of Fire Adapted New Mexico; and seeking grants from the Community Planning Assistance for Wildfires program;
- Reducing the impact of drought through determining the feasibility of developing a water reuse system for irrigation; and continuing drought monitoring, assessments, and implementing recommended actions contained in the Drought Management Plan; and
- Improving Clayton's ability to respond to hazardous material spills and accidents through providing equipment and training for Clayton Fire and Rescue; and developing a plan for responding to hazardous spills, removals, and accidents along US 87.

## CHAPTER 10: IMPLEMENTATION

The Implementation element repeats the strategies contained in each of the Plan elements and provides a time line and responsible entity for each strategy. The time lines are categorized by short term (2020-2023), medium term (2024-2027), long term (2028-2035), and on-going, which are those actions that do not have an end date. The intent of the implementation schedule is to provide flexibility to respond to fiscal constraints and is not meant to be rigid set of rules, but rather, its intended to provide a system of checks and balances.

### 1.4 COMMUNITY ENGAGEMENT PROCESS

The community engagement process provided the foundation for the entire Comprehensive Plan. The community provided the background and information necessary to develop a vision, goals, objectives, and implementation strategies. A description of the community engagement process follows below:

#### STEERING COMMITTEE

The Town of Clayton formed a Steering Committee at the onset of the planning process. Member of the Committee included Town staff, business owners, local community leaders, and other interested parties. The planning consultant held several meetings with the Steering Committee and kept the members apprised of the information that would be presented at the public meetings.

The initial Steering Committee meeting was held on May 22, 2019 to kick-off the project and get acquainted with the consultant team. During this meeting, the consultant presented an overview of the Comprehensive Plan process, reviewed the activities within each of the project phases, shared the project schedule, and discussed the roles of the Steering Committee. The Steering Committee was then asked to brainstorm and discuss their ideas on the special aspects and issues facing Clayton in the future.

The second Steering Committee meeting was held on June 26th. The meeting included a debrief from the first public meeting, review of draft documents, and a discussion of their visions for the future of Clayton. The public meeting was held that evening at the Clayton Civic Center.

The third Steering Committee meeting was held on September 25th. The Steering Committee reviewed the results from the community and youth surveys, and provided input on the draft goals and objectives, and the two alternative land use scenarios. The public meeting was held later that evening.

The last Steering Committee meeting was held on January 28, 2020 before the public meeting that evening. The group discussed the draft Comprehensive Plan, particularly in regard to the implementation strategies. It was explained that the strategies would be categorized into short, medium, and long term timeframes in coordination with the Town Manager.

### COMMUNITY SURVEY

A community survey was designed by the consultant, with input from Clayton staff and the Steering Committee. It was distributed between July 8 and August 8, 2019. The survey contained 33 questions aimed at drawing out specific information on a range of community topics, such as quality-of-life issues, growth and development, jobs and education, community services, transportation, and housing. A total of 209 responses were received (*see Appendix B for the full community survey results*). The key findings from the community survey are incorporated into the discussion and recommendations contained in each of the Comprehensive Plan chapters.

### YOUTH SURVEY

The Steering Committee asked the consultant to engage youth in the planning process. The consultant designed a youth-oriented survey, with input from the Superintendent of Clayton Municipal Schools. The survey was distributed to students in grades 7th through 12th during their weekly College Prep class. The questions related to issues in Clayton affecting their quality-of-life, personal goals after graduation, and what would draw or keep them in Clayton in the future. The survey generated 180 responses (*see Appendix B for the full results of the Youth Survey*).

**PUBLIC MEETINGS**

A series of public meetings was held with the Clayton community at key milestones in the planning process. The input received during the public meetings provided direction to the consultants on the development of the Comprehensive Plan and reflects the community’s vision for the future of Clayton. Brief summaries from each of the public meetings follow below:

**June 25, 2019**

The first public meeting for the Clayton Comprehensive Plan was held on June 25, 2019 at the Clayton Civic Center. It was a joint meeting with residents of Clayton and Union County to discuss the two Comprehensive Plans. The purpose of the meeting was to gather input about the positive aspects, issues, and future vision for the Town of Clayton and Union County.



*Reviewing alternative Future Land Use Scenarios at the September 25th public meeting.*

**September 25, 2019**

The second public meeting was held at the Clayton Civic Center on September 25, 2019. The purpose of the meeting was to present and ask for input on draft goals and objectives for each of the Comprehensive Plan elements, and review and provide input on two alternative future land use scenarios. After a presentation by the consultant, participants were asked to “vote” on their preferred goals and objectives, and their preferred future land use scenario. The Future Land Use Scenario in Chapter 3: Land Use combines the preferred elements from each of the two scenarios.

As part of this public meeting, Christie Tafoya, Director of New Mexico State Parks, engaged the participants in a discussion on the potential renaming of Clayton Lake State Park to incorporate a dinosaur theme. Participants asked questions and offered suggestions on the name change.



*September 25, 2019 public meeting discussion.*

### **January 28, 2020**

The third public meeting was held at the Clayton Civic Center on January 28, 2020. Consensus Planning presented the draft Comprehensive Plan and solicited questions and comments from the participants. Representatives from Eastern Plains Council of Governments (EPCOG) and New Mexico State Parks were also in attendance. The response from participants was positive and supportive of the vision and plan for the future growth of Clayton.

### **May 13, 2020**

After review of the Implementation schedule by the Town Manager, the Comprehensive Plan was updated and provided for final review and adoption. The Comprehensive Plan was adopted by the Clayton Board of Trustees at the meeting on May 13, 2020.

# CHAPTER 2: COMMUNITY PROFILE





## 2.1 INTRODUCTION

The Town of Clayton is located in the northeastern plains of New Mexico and the lava-capped uplands of the Dry Cimarron Valley. It sits at an elevation of approximately 5,050 feet above sea level. Highway travelers pass through Clayton on their way to or from Colorado, Texas, and Oklahoma as the community is situated approximately 8 miles west of the Texas state line, 35 miles south of the Colorado state line, and 11 miles from the panhandle of Oklahoma. US 87 intersects Clayton running northwest to Raton, New Mexico and southeast to Dalhart, Texas. Highway 412 also intersects Clayton northeast from Boise City, Oklahoma to Springer, New Mexico.

## 2.2 HISTORY OF CLAYTON

The source for the historic information presented in this section was from the New Mexico Historic Preservation Division, State Register of Cultural Properties, National Register of Historic Places, New Mexico Office of the State Historian, and the Clayton Chamber of Commerce history web page.

In prehistoric times, the Clayton area was traversed by dinosaurs; 500 dinosaur tracks have been discovered and preserved at the Clayton Lake State Park and Dinosaur Trackways. The tracks are believed to have occurred during the migration of dinosaurs from north to south. The Folsom Man archaeological site near Folsom Village - 50 miles northwest of Clayton - provides evidence the region was utilized by indigenous peoples for hunting. Many pieces of pottery, spear points, human remains, and animal bones have been collected and carbon dated to over 10,000 years.



*Dinosaur tracks at Clayton Lake State Park.*

The Santa Fe Trail was first established in 1821 after Spanish rule was evicted from Mexico, opening up trade between Santa Fe and the United States. Between the 1820s and 1880s, the Santa Fe Trail played a key role in the migration of people and trade of goods from the midwest to the west. The section of the Santa Fe Trail known as the Cimarron Cutoff brought some of the first Americans through the Clayton region with travelers using the Rabbit Ear Mountain as a guiding

landmark and shortening the Santa Fe Trail by more than 100 miles. The area was known for its semi-arid prairie landscape and altercations between travelers and indigenous people of the area.

The Santa Fe Trail provided a passageway for the Westward Expansion era, which brought settlers from the east to west in search of economic opportunity, land ownership, ranching, farming, and trade. Cattle ranchers and sheepherders established ranches in the area, and ranching became the area's main economic driver. The land soon became predominantly owned by large ranching companies for free range cattle grazing. Private ranchers and the federal government also owned land in the area. People who came to the area established homesteads or were employed by ranching companies to help manage cattle and land. The current town site of Clayton was previously a tent town for cattlemen.

Stephen Dorsey, a nearby rancher, received the rights to the area where the railroad ran. Plans for the railroad were beginning to reach the ears of New Mexico politicians. New Mexico Senator Stephen W. Dorsey was responsible for persuading the Denver and Fort Worth Railroad to plan and construct a railroad line through the area. The Denver and Fort Worth Railroad Company found the request reasonable as the area was a halfway point between Trinidad, Colorado and Amarillo, Texas. It provided an easier access point for people living in northeast New Mexico to ship their goods as the area was fairly level and nearby springs were utilized for a railroad pumping plant.

With the railroad construction underway, the tent town moved towards a more permanent settlement with wooden buildings. The Town of Clayton was named after Senator Dorsey's son, and in 1887, the Town of Clayton Company incorporated and formally began to plot the streets, blocks, and lots of Clayton. Soon after in 1888, the Denver and Fort Worth Railroad company had completed the construction of the railroad and rail cars with goods and passenger trains began arriving. The cattle business and the up and coming sheep industry utilized the new rail stop in Clayton to ship cattle, sheep, and goods to other regions of the country. The cattle and sheep industry grew as a result.

By 1891, Clayton was a busy railroad town and regional shipping hub. The influx of people coming in on passenger trains and automobiles from Highway 56 and 64 gave way to the hospitality industry like the Eklund hotel, still operating on Main Street today. This prompted the beginning of Clayton's downtown commercial district.

Clayton and the surrounding area continued to grow in population and prompted the incorporation of Union County. Mora and Colfax counties adjusted their respective boundaries to present day Union County. In 1892, the Town of Clayton became the county seat and population continued to grow. The population in the early 1900's was around 750 and grew to 970 by 1910.

Another new industry, farming of cash crops, began to boost the economy. Farmers were growing corn, beans, grain sorghum, broom corn, and other small grains. With the assistance of the railroad, farmers were able to ship their goods to other parts of the country.

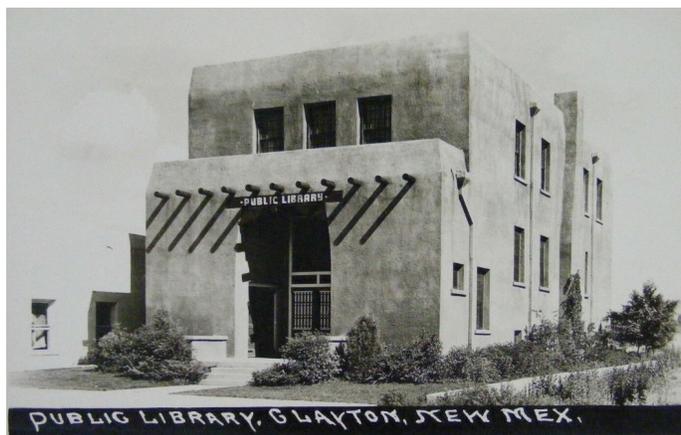
It was around 1916 when the Mission Theatre - now known as the Luna Theatre - was constructed to provide a means for entertainment and a community gathering space. The 1920's were Clayton and Union County's heyday. The area

was bustling with commerce and people, but Clayton and Union County suffered the same fate as most other towns in the United States when the stock market plummeted and the Great Depression took hold. Many lost their investments and jobs. In addition to the Depression, the area experienced severe drought that immensely weakened the local economy. The population of Clayton and Union County began to decrease as people left in search of opportunities elsewhere.



Main Street, c. 1910s.

Federal programs to counteract the effects of the Great Depression reached the Town of Clayton and Union County. The Works Progress Administration (WPA) completed many community development projects (as part of the New Deal) in Clayton to alleviate unemployment. The Clayton Public Schools Campus is a WPA project with the first building built in 1935 and the Clayton Library built in 1939. The WPA also started vocational programs to teach students how to create art, pottery, textiles, furniture, and work with various medals.



Clayton Public Library, c. 1939.

The WPA also started vocational programs to teach students how to create art, pottery, textiles, furniture, and work with various medals.

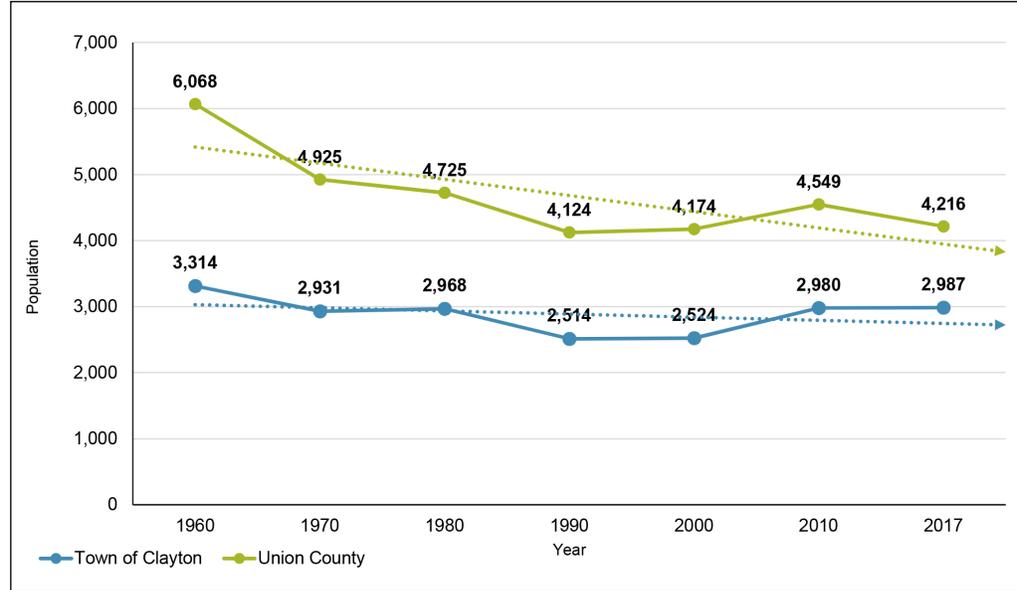
Today, Clayton continues to be a farming and ranching community that continues to value its rural lifestyle and small town atmosphere. Much of Clayton's history remains embedded within the built environment. The WPA buildings are utilized as public facilities, government buildings, and schools. Clayton remains the most populous community in Union County and a place where travelers can stop for an overnight stay and enjoy the local and regional cultural and recreational amenities.

## 2.3 DEMOGRAPHICS

### HISTORIC POPULATION

Between 1960 and 2017, the population in Clayton has remained relatively flat, with a slight downward trend. The Town of Clayton's estimated 2017 population was 2,987, which represented 71% of Union County's overall population. The population of Clayton was at its highest in 1960 at 3,314; it has slightly fluctuated ever since, but has never come close to matching its 1960 population. Its lowest population count was 2,514 in 1990.

FIGURE 2.1: HISTORICAL POPULATION, 1960-2017



Source: U.S. Census Bureau.

### POPULATION CHARACTERISTICS

#### Population Shifts

Between 2010 and 2017, the population of Clayton remained stagnant with a growth rate of just .2%. In 2017, the median age in Clayton was 38.7 years, which was a slight decrease from 2010 (see Table 2.1). In comparison, the median age in New Mexico for 2017 was 37.8 years. For Clayton, the largest shifts between 2010 and 2017 were in the 55 to 59 age cohort, which increased by 53.1%, and in the 15 to 19 age cohort, which decreased by 57.5%.

#### Race and Ethnicity

As defined by the U.S. Census Bureau, race and ethnicity are self-identification terms in which residents choose the race or races, and ethnicity they most identify with. The Clayton Community Profile focuses on the Hispanic or Latino and Not Hispanic or Latino ethnic categories as a significant portion of New Mexico's population originates or descends from Hispanic ancestry.

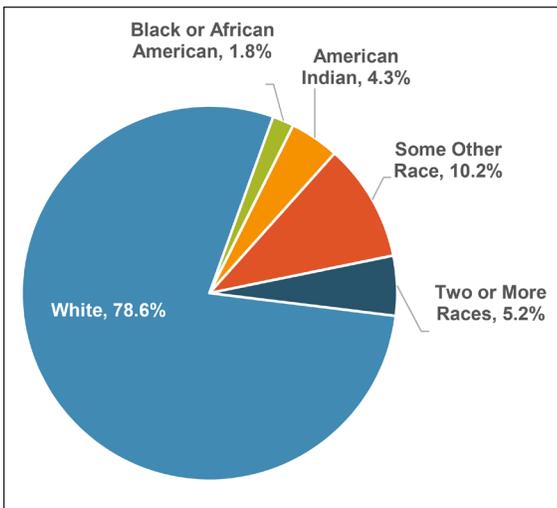
Clayton residents identify themselves as 78.6% White; 4.3% American Indian; 1.8% Black or African American; 5.2% Two or More Races; and 10.2% categorize themselves as "Some Other Race". Relative to ethnicity, 51% of the population describe themselves as Hispanic or Latino. In comparison, the Hispanic population in New Mexico was 46% in 2017.

**TABLE 2.1: CLAYTON POPULATION CHARACTERISTICS, 2010 -2017**

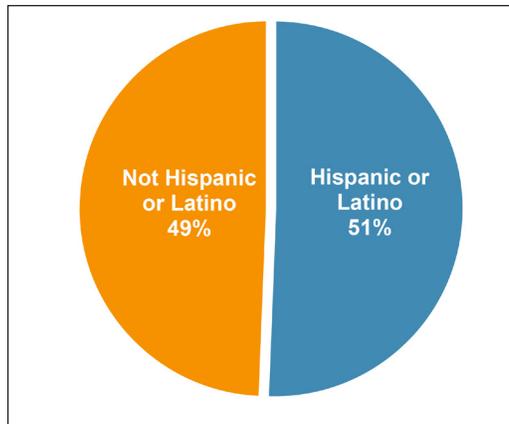
Population	2010	2017	% Change 2010-17
Total Population	2,980	2,987	.2%
Male	1,766	1,167	-33.3%
Female	1,214	1,320	8.7%
<b>Age Cohorts</b>			
Under 5 years	165	175	6.1%
5 to 9 years	153	182	19%
10 to 14 years	153	141	-7.8%
15 to 19 years	174	74	-57.5%
20 to 24 years	186	242	30.1%
25 to 34 years	500	467	-6.6%
35 to 44 years	403	453	12.4%
45 to 54 years	442	383	-13.3%
55 to 59 years	147	225	53.1%
60 to 64 years	161	139	-13.7%
65 to 74 years	270	310	14.8%
75 to 84 years	151	124	-17.9%
85 years and over	75	72	-4%
Median Age (years)	39.0	38.7	-0.8%
18 years and over	2,403	2,435	1.3%
65 years and over	496	506	2%

Source: U.S. Census Bureau and American Community Survey 2010-2017 5-Year Estimates.

**FIGURE 2.2: CLAYTON RACE, 2017**



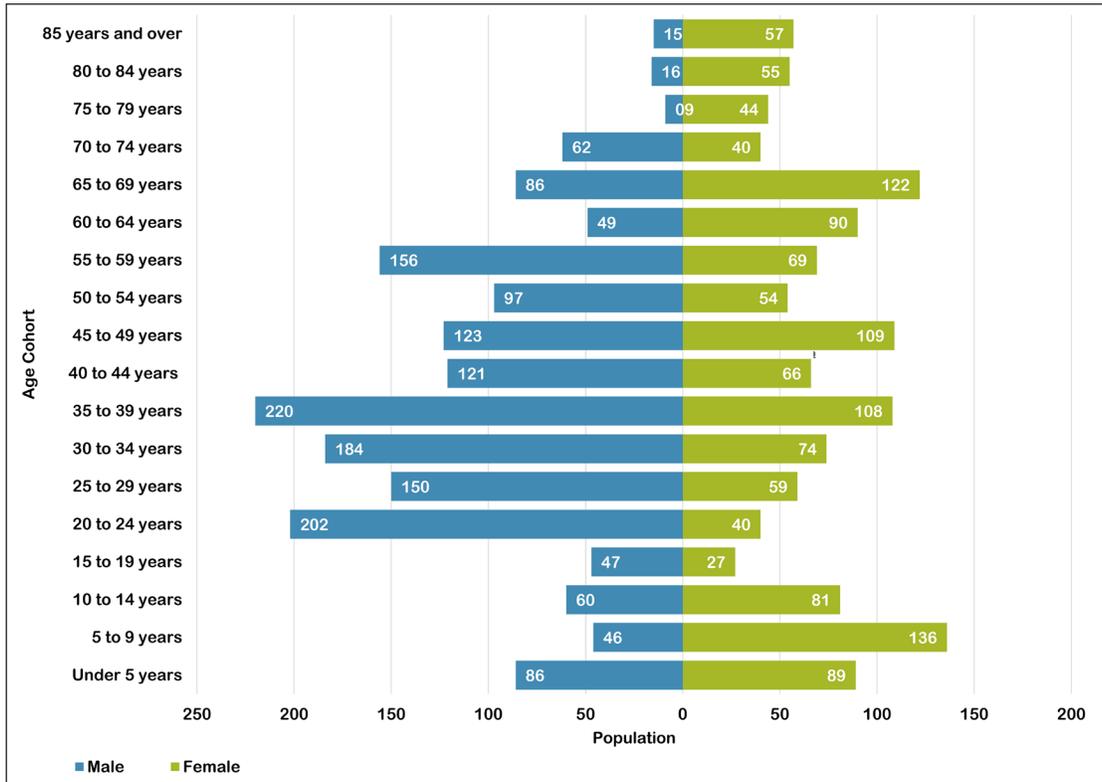
**FIGURE 2.3: CLAYTON ETHNICITY, 2017**



**Age Distribution**

In 2017, males age 35 to 39 years were the largest cohort in Clayton (220) followed by males 20 to 24 years (202). The largest female cohort was 5 to 9 years (136), followed by 65 to 69 years (122). In general, the working age population (between 20 and 59 years) of Clayton tends to be male. The generally retired population (65 years and older) and the youth population (20 years and younger) tends to be female.

**FIGURE 2.4: CLAYTON AGE DISTRIBUTION, 2017**



Source: American Community Survey 2013-2017 5-year Estimates.

**COUNTY MIGRATION**

The Town of Clayton has experienced in- and out-migration primarily to and from counties across New Mexico and the southwest (see Figure 2.5). Clayton experienced the highest levels of in-migration from Tulsa County, Oklahoma and Lea County, New Mexico; 63 and 58 people respectively. The highest levels of out-migration from Clayton was to Otero and Valencia counties; 36 and 41 people, respectively.

**EDUCATIONAL ATTAINMENT:**

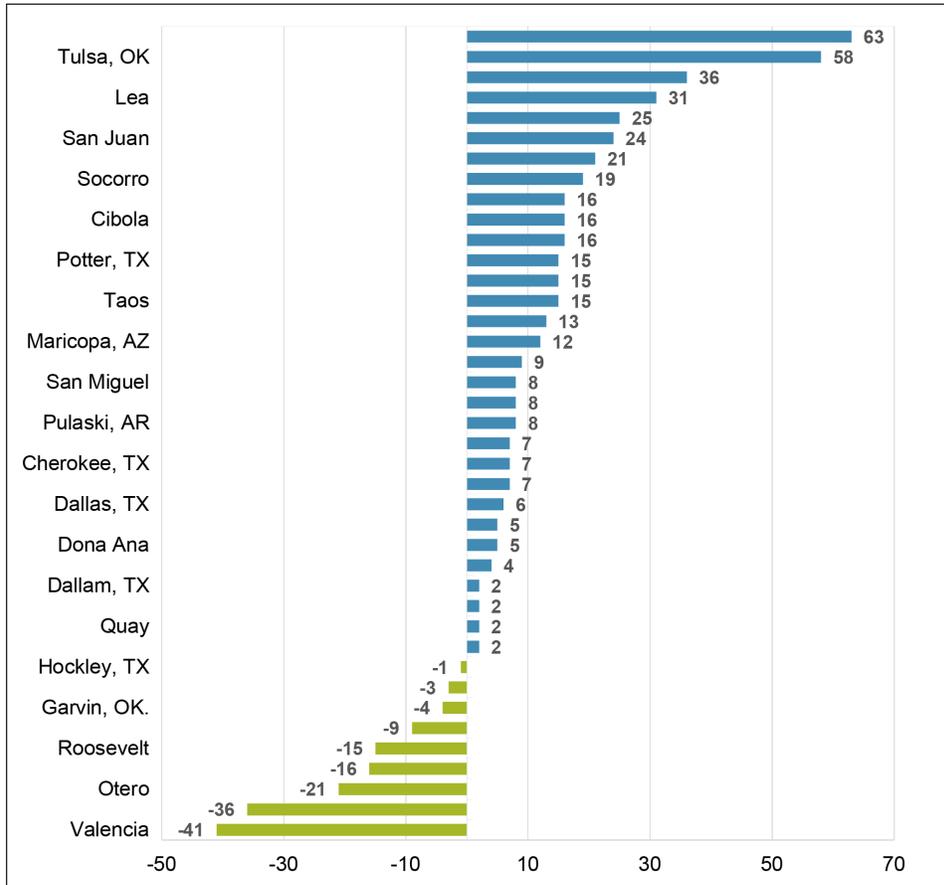
An important determinant of a community's strength and resilience is the level of education attained by its residents. Communities that achieve higher levels of education often have better outcomes in other areas, such as employment, health, and social outcomes.

**2.4 EDUCATIONAL ATTAINMENT**

In 2017, Clayton residents aged 25 and older that attained education up to a high school graduate or equivalency was 42%, an increase of 4% from 2010. In New Mexico, the 2017 rate in this category was 26.4%. The percentage of Clayton residents obtaining associate's, bachelor's, or graduate or professional degrees remained in single digits, and those attaining a bachelor's, graduate, or professional degree decreased. A concerning statistic for Clayton

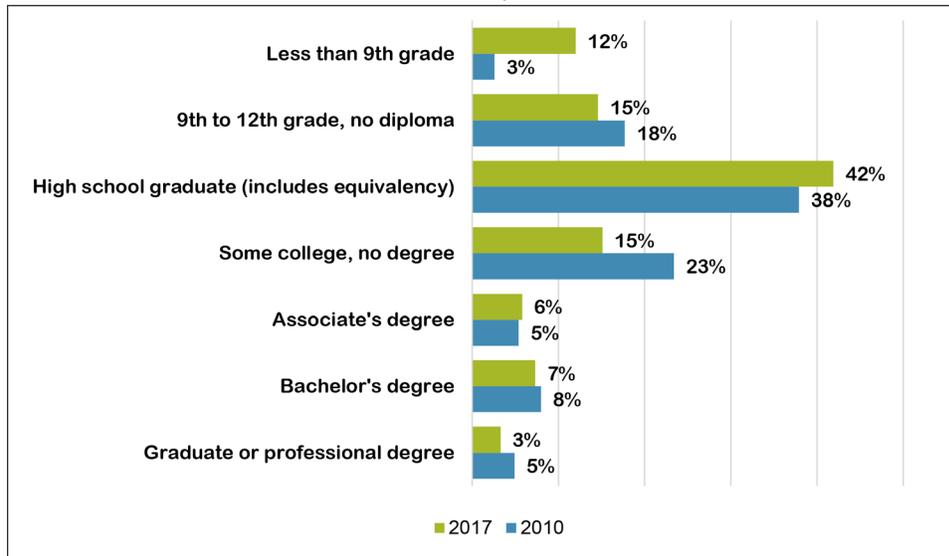
is the sharp increase of those that attained less than a 9th grade education, which rose from 3% in 2010 to 12% in 2017, and is nearly double the statewide average of 6.5%. Community stakeholders should address and help reverse this trend towards less education.

FIGURE 2.5: COUNTY MIGRATION, 2012-2016



Source: American Community Survey 2012-2016 5-year Estimates.

FIGURE 2.6: EDUCATIONAL ATTAINMENT, 2010-2017



Source: U.S. Census Bureau and American Community Survey 2013-2017 5-year Estimates.

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# CHAPTER 3: LAND USE





### 3.1 INTRODUCTION

The Land Use element is the central component of the Comprehensive Plan that provides guidance for the future growth and development of the Town of Clayton. Land use is an important factor for addressing the issues identified in other sections of the plan such as providing opportunities for economic development and quality housing throughout Clayton. The Land Use element analyzes existing land uses, zoning regulations, annexations, historic preservation, and other issues to provide a set of goals, policies, and implementation strategies that can be used to guide decision-making on land use, development, and zoning processes.

### 3.2 EXISTING LAND USE

To provide a foundation for land use scenario planning, a windshield survey of existing land use in Clayton was completed by Consensus Planning in May 2019. The windshield survey provided an understanding of the range and adjacencies of land uses within the Town of Clayton. The survey also revealed a high rate of vacant properties (see *Existing Land Use map, page 27*).

The Town of Clayton's land use pattern consists mostly of single-family residential homes arranged alongside a traditional gridded street layout that is oriented to the railroad. The railroad bisects the Town generally from north to south. Commercial and industrial land uses are generally located along the railroad tracks, as well as along US Highways 56/64/87/412, which bisect the Town north to south and east to west. Clayton has a small, compact downtown surrounding the intersection of US 87 (First Street) and Main Street. A brief overview of each of the 11 land uses identified by the windshield survey follows below:

#### RESIDENTIAL

Single-family residential makes up approximately 6% of Clayton's land acreage. The majority of single-family residential homes are older construction built along the traditional street grid. There is a mixture of site built houses, modular homes, and mobile homes. On the north and east sides of Town, there are some small areas of newer residential subdivisions characterized by curved streets and cul-de-sacs. Though lot sizes vary, residential lots in the older parts of Clayton are between 5,000 and 8,000 square feet. Some lots are up to a half-acre in size.

#### HIGH DENSITY RESIDENTIAL

Very little high density residential is currently present in Clayton; less than 1% of the land area totaling approximately 5.4 acres. These properties include the Clayton Housing Authority development near Alvis Elementary School and apartments located on Maple Street south of Downtown.

#### RESIDENTIAL/AGRICULTURAL

Agricultural-residential represents approximately 7% of the land use in Clayton. This land use is characterized by single-family residential homes on large lots that may also be accompanied by ranching or small-scale agricultural uses. These properties are mostly located near the edges of Clayton to the north, west, and south. Lot sizes for this use are typically more than one acre in size or larger.

**AGRICULTURAL**

There are a few agricultural tracts of land within the Town boundary, comprising approximately 8% of the land use in Clayton. This includes a portion of the land associated with the Five States Livestock Auction on the north side of Town and large tracts to the south of the Airport between US 87 and the Northeast New Mexico Detention Facility.

**MOBILE HOME PARKS**

Mobile home parks are another very small portion of Clayton's existing land use, less than 1%. The Clayton RV Park on 5th Street next to Alvis Elementary School and Clayton Junior High was the only location identified with this land use. Additional land for mobile home park use is being explored in order to provide housing to state employees at the Northeast New Mexico Detention Facility.

**COMMERCIAL**

Commercial uses comprise a very small percentage of the land area within the Town of Clayton, approximately 1.2%. Much of the commercial is within the Downtown area bounded by the railroad on the west, Third Street on the east, Chestnut Street on the north, and Walnut Street on the south. Additional commercial uses are located at Clayton's north and east gateways on N. First Street and E. Main Street, and along S. First Street (US 87) where there are more automobile-oriented uses, including hotels, restaurants, and service stations. Commercial properties outside of Downtown are typically larger (between one-half and two acres), while lots as small as 2,500 square feet can be found in the Downtown area.

**INDUSTRIAL**

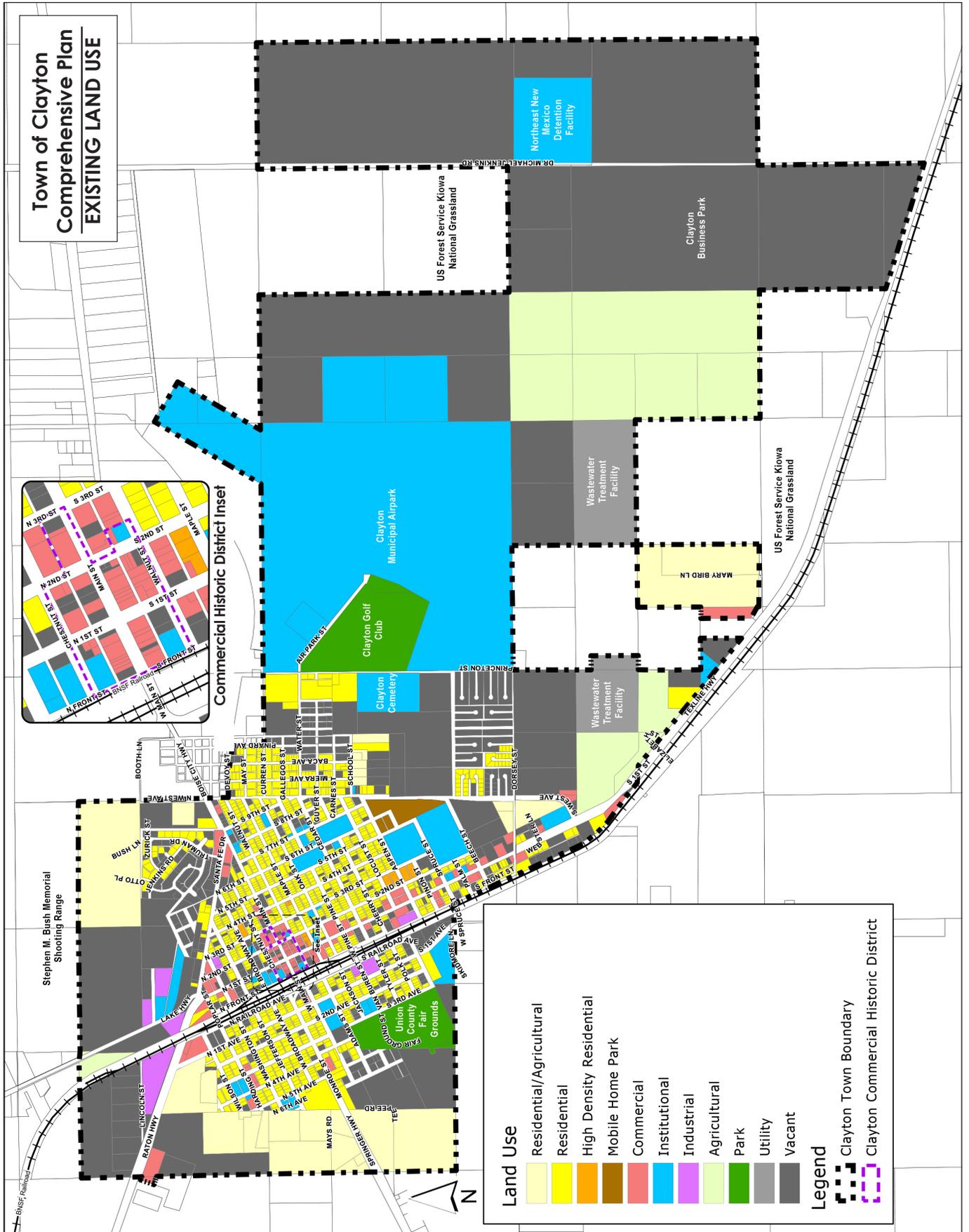
While there is a substantial amount of industrial zoned land in Clayton, very little of it is actually in industrial use; less than 1%. It is mostly concentrated along the railroad and on a few parcels on the north side of Town. These uses are generally characterized as outside storage, contractors' yards, and utility and road maintenance facilities. The Town of Clayton owns and has planned the Clayton Business Park, which is located in the southeast part of the Town near the Northeast New Mexico Detention Facility. However, the Business Park is currently vacant.

**INSTITUTIONAL**

Institutional uses account for 17.6% of the existing land use in Clayton. This is a broad land use category that includes Town of Clayton facilities; Union County Courthouse and related facilities; Clayton Public Schools; Clayton Municipal Air Park; Union County General Hospital; and the Northeast New Mexico Detention Facility. Churches are also identified in this category. These uses are spread out with Town of Clayton facilities near Downtown, Clayton Public Schools more to the south and east, and the County Courthouse to the west of the railroad tracks. Clayton Municipal Air Park and the Northeast New Mexico Detention Facility are on the east side of Clayton.

**PARK**

Park use in Clayton is comprised of two facilities that total approximately 2.5% of the land use. City Park is located on the west side adjacent to the Union County Fairgrounds. The Clayton Golf Club, Swimming Pool, and other recreation facilities are located on the east side next to the Clayton Municipal Air Park.



### UTILITY

This use is comprised of the Clayton Wastewater Treatment Facilities located south of the Clayton Municipal Air Park; approximately 2.5% of Clayton's overall land use.

### VACANT LAND and STRUCTURES

Clayton has a high rate of vacancy of both structures and land. Vacant property accounts for the largest land use category by far at 42.4%, in part because of large unused tracts that have been annexed on the north and far eastern parts of Clayton. There are also a large number of vacant lots scattered throughout the residential areas and several vacant commercial properties within Downtown and along S. First Street (US 87).

## 3.3 EXISTING ZONING

The Town of Clayton adopted its Zoning Ordinance (No. 558) on December 8, 1986 and concurrently established a zoning map. The Zoning Ordinance includes 22 sections, including purpose; application; definitions; general regulations; zone district boundaries and regulations; signs and outdoor advertising devices; allowable use table; nonconforming uses; off-street parking; administration and enforcement; and procedures, etc. The Ordinance established five zone districts. The following section includes a general purpose statement, primary development regulations, and a general description of each zone district.

### ZONE DISTRICTS

#### **R: Single-family Residential**

The purpose of this zone is "to allow single-family dwelling units and those uses which are compatible and enhance the predominantly residential nature of the area." Single-family dwellings are the only permissive use in this zone. The residential zone district also allows multi-family dwellings subject to approval of a conditional use. Other conditional uses in this zone include a variety of low-intensity office and commercial uses, such as barber or beauty shops, medical clinics, and nursery schools. There is no minimum lot size for this zone except all lots in Clayton must meet New Mexico Environment Department standards, and the maximum density is limited to one dwelling per 50 feet of lot frontage. A minimum front setback of 25 feet is required with no side or rear setbacks, except where needed to comply with clear sight and parking requirements.

#### **C-B: Commercial-Business**

This zone allows "those commercial uses which serve the community on a day-to-day basis such as retailing, financial, and personal services, as well as provide for highway oriented commercial uses to serve both local and transient automotive and related needs." The commercial zone permissively allows multi-family residential and conditionally allows single-family residential. This explains why some residential lots along the highways crossing through Clayton are designated as commercial zoning but are developed with homes. There are no lot size or setback requirements for the Commercial-Business zone except as needed to meet clear sight or other requirements of the Ordinance.

#### **C-R: Commercial-Restricted**

The purpose of the Commercial-Restricted zone is to "provide a buffer between the commercially zoned districts and residential districts where the front footage

of a commercial restricted district faces, across a street, the front footage of a residential district." This zone allows the same uses as the Commercial-Business District, but imposes additional standards for landscaping and screening to reduce the impacts of the use on neighboring property. The Restricted Commercial zone also limits access to any roadway fronting these zones by requiring the owner to pursue a conditional use permit.

### **I: Industrial**

The industrial zone provides for "non-offensive types manufacturing, processing and warehouse activities." There is no lot size or setback requirement for this zone except as needed to meet other provisions of the Ordinance such as parking and loading.

### **S-U: Special Use**

The purpose of this zone is for "those uses which require special consideration because of their unusual nature, dimensions, frequency of occurrence, effect on surrounding property, or other similar reason." The boundaries of this district are determined on a case-by-case basis. This zone allows for special conditions to be applied to development via the zone change approval process, and requirements for lot size, height, or setback are set via this process. However, setbacks may not be any more restrictive than those for residential uses. Special uses include, but are not limited to, airports, automobile salvage yards, cemeteries, chemical manufacturing, detention institutions, fairgrounds, feed lots, hospitals, mobile home parks, and schools.

## **ZONE MAP**

The above five zone districts are designated on the adopted zone map maintained by the Town of Clayton. Given the broad nature of the limited zoning categories, in addition to the small amount of new development that has occurred in the past 25 years, the zone map has been amended only twice - in 1992 and 1996 - and is significantly out of date and deficient. The map does not reflect the most recent annexations to the south and east of Clayton. Further, the zone map designates the two commercial zones as one and the same since they are identical, with the exception of certain development standards. The map separately designates churches, which are one specific use within the Special Use Zone and do not have a separate zoning district within the Code of Ordinances. It is recommended that the Town of Clayton complete an update to the zone map to accurately reflect the extent of its jurisdictional boundary and current zoning for all properties so property owners know what rules apply to their property.

## **3.4 OTHER REGULATIONS**

### **Addressing**

The Town of Clayton adopted an addressing ordinance (No. 630) on March 11, 2003 to "enhance the easy and rapid location of properties by law enforcement, fire rescue, and emergency medical service personnel." The Ordinance requires the naming of streets and numbering of buildings within the Town of Clayton. As new developments and subdivisions occur, proposed road names and addresses must be reviewed and approved by the Town for compliance with the Ordinance and the Enhanced 9-1-1 system, and the approved names and addresses must be shown on the final plan for the development.

**Subdivisions**

The Town of Clayton does not currently have a subdivision ordinance. This deficiency should be addressed as a follow-up action to the Comprehensive Plan.

**Agriculture**

Despite being a rural community, Clayton does not have any special regulations pertaining to general agriculture should it occur within the Town limits. However, given the large amount of ranching in the area, the Town of Clayton does regulate feed lot operations and livestock auctions as Special Uses that must be located on a minimum of 10 acres of land. As Special Uses, feed lots and livestock auctions are subject to approval of a specific development plan as described in the Clayton Zoning Ordinance.

**Airport Hazard Zoning**

The Town of Clayton Code of Ordinances Chapter 155 is the Clayton Municipal Airpark Hazard Zoning Ordinance. This Ordinance specifies certain zones surrounding the Clayton Airpark where special height and use limitations are appropriate and necessary for the safe operation of the facility. Height limitations within the specified zones are generally based on a slope extending away from the airport with greater limitations for those areas extending from the ends of the runway. It is noted that “nothing in this chapter shall be construed as prohibiting the growth, construction, or maintenance of any tree or structure to a height up to 50 feet above the surface of the land.” Use regulations prohibit those that may create electrical interference with communication signals, make it difficult to distinguish airport lights, create glare or impair visibility, or otherwise may create a hazard to those aircraft using the Airport.

**Outdoor Lighting**

The Town adopted an Outdoor Lighting Ordinance (No. 663) in 2009 to “improve nighttime public safety and security; promote energy efficiency; reduce lighting that is detrimental to the environment or to public use and enjoyment of public and private property; and preserve and promote the dark sky resource” of Clayton and Union County. The Ordinance specifies certain standards for lighting to prevent spillage onto adjacent properties through shielding and down lighting, as well as limitations on height and lumen output. The Ordinance grandfathered existing lighting for a period of 10 years. As such, all non-compliant lighting should have come into compliance by January 14, 2019.

**3.5 ANNEXATION**

Annexation is the mechanism municipalities use to expand their regulatory and taxing authority to adjacent unincorporated areas. It is one method a municipality may use to ensure adjacent lands are consistent with the development and land uses already within the municipality. Annexation allows for uniform and effective service provision of water, sewer, and emergency services.

Under Section 3, Article 7 of the New Mexico State Statutes, municipalities are authorized to annex territory pursuant to the following three methods:

- Arbitration Method (Sections 3-7-5 through 3-7-10 NMSA 1978): Allows a municipality to annex contiguous territory if the municipality can declare that the benefits of annexation can be made within a reasonable time frame to the desired territory.

- Municipal Boundary Commission Method (Sections 3-7-11 through 3-7-16 NMSA 1978): Establishes an independent commission to determine annexation of a territory to the municipality. The Municipal Boundary Commission meets whenever a municipality petitions to annex a territory or if a majority of the landowners of a territory petition the Commission to annex the territory into the municipality.
- Petition Method (Sections 3-7-17 NMSA 1978): Requires a petition signed by the majority of property owners in a contiguous territory supporting annexation into a municipality.

Areas considered for annexation must be contiguous to the municipal boundary and the municipality must be able to demonstrate the ability to provide services, such as expanding utilities, within an appropriate time frame.

### ANNEXATION HISTORY

The Town of Clayton has approved eight annexations since 1976, including four between 2005 and 2011. Previous annexations included the area planned for the Clayton Business Park and the Northeast New Mexico Detention Center property along Dr. Michael Jenkins Road. Given the amount of vacant land within the annexed territory, plus the number of infill parcels within the developed parts of Clayton, future annexations are not a high priority for the Town of Clayton. It is recommended any future annexation include a cost/benefit analysis showing the clear benefits of additional gross receipts taxes, employment opportunities, and other economic development considerations.

### 3.6 EXTRATERRITORIAL JURISDICTION

In addition to the annexation of adjacent unincorporated land, New Mexico state law authorizes municipalities the size of Clayton to exercise extraterritorial zoning within one mile of its boundary, and planning and platting jurisdiction within three miles of said boundary (Sections 3-19-5 to 3-21-2 NMSA 1978). The Town of Clayton does not currently exercise extraterritorial or concurrent jurisdiction of land use activities outside of the Town limits. However, the Town may consider exercising these powers and working cooperatively with Union County when subdivision or development is occurring near the Town. Utilizing Planning and Platting Jurisdiction would allow the Town subdivision and building permit review authority over development happening within three miles of the municipal limits. Such cooperation could effectively address the transition in land uses between Union County and the Town of Clayton.

As an example, the Stephen M. Bush Memorial Shooting Range has been approved and is under construction just outside the Town within Union County. During community meetings, it was noted by participants that while they will enjoy the use of the Shooting Range, there were concerns about proximity to residences within the Town limits. In the future, collaboration with Union County could result in win-win solutions where such uses are successfully sited with the additional protections desired by neighbors.

### 3.7 HISTORIC PRESERVATION

The Town of Clayton was incorporated in 1908 and has a number of historic buildings, some dating to before incorporation. In addition, there are several Works Progress Administration (WPA) era buildings and sites that have been preserved over the years in Clayton. These buildings were particularly important as their construction provided jobs and community gathering spaces for residents during the Great Depression and Dust Bowl that greatly impacted the livelihood of families on the American prairie.

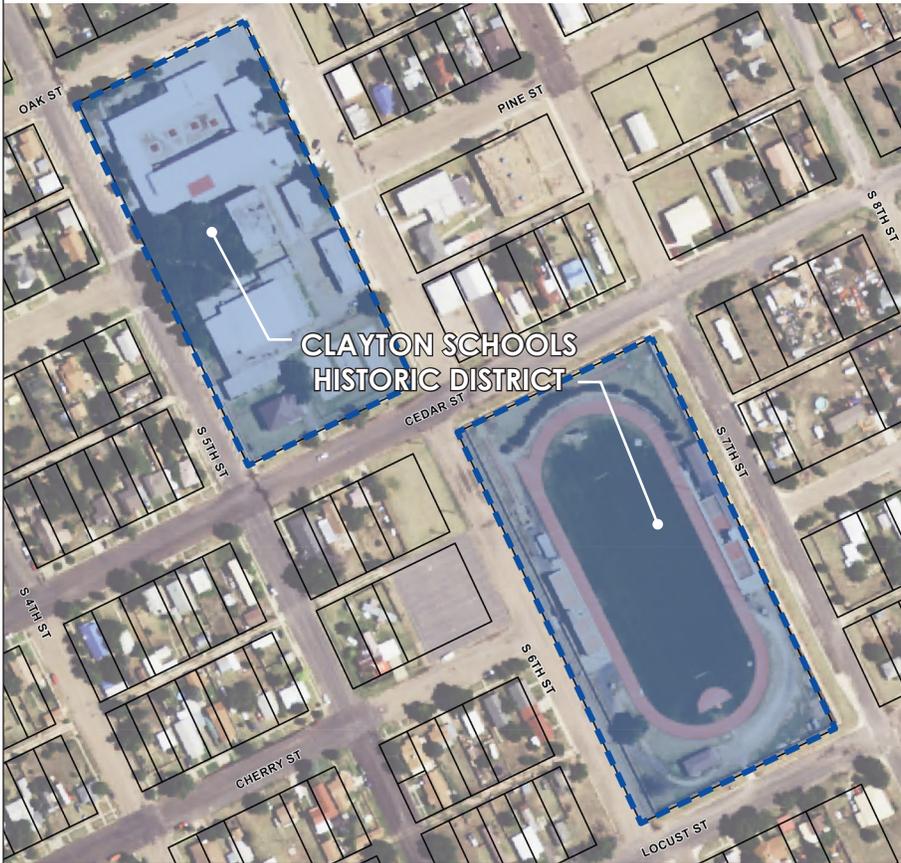
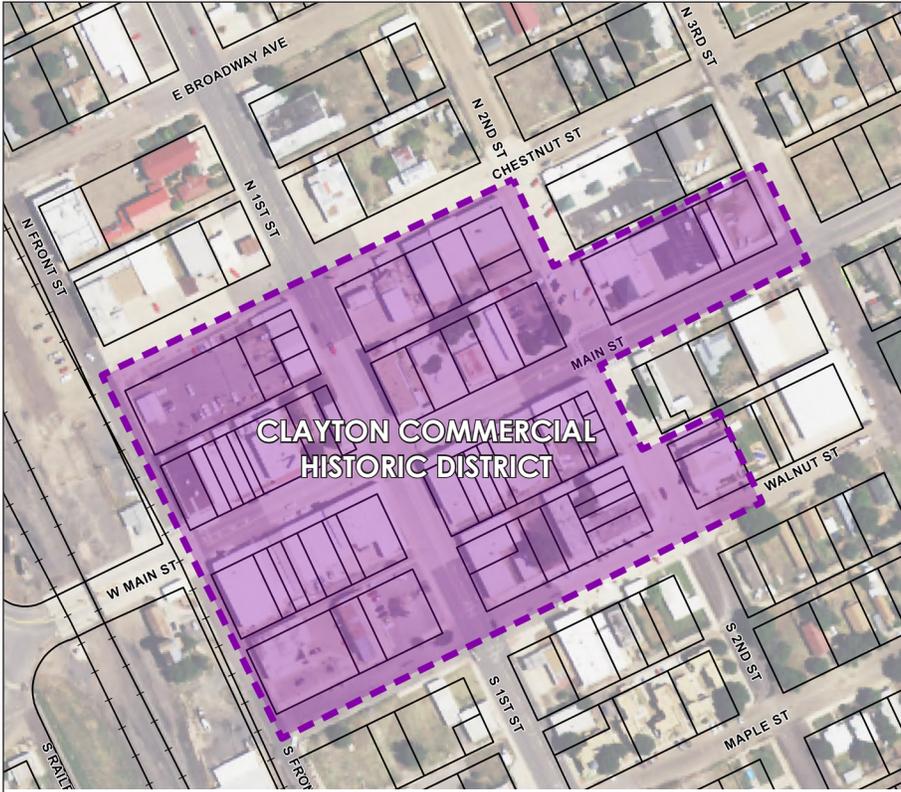
#### HISTORIC DISTRICTS and STRUCTURES

There are two historic districts in the Town of Clayton, including the Clayton Commercial Historic District and the Clayton Public Schools Historic District. The Clayton Commercial Historic District (located in Downtown) was listed on the New Mexico State Register of Cultural Properties in 2009. The Clayton Public Schools Historic District was listed on both the State Register of Cultural Properties and the National Register of Historic Places in 1996. In addition to the two historic districts, there are six other listed historic properties in Clayton. Five of these are individually listed buildings, including the Clayton Public Library, Eklund Hotel, Herzstein Memorial Museum, Luna Theater, and Union County Courthouse. The sixth property contains the Gate, Fence and Hollow Tree Shelter (Dionicio Rodriguez, 1943), a group of three sculptures that was commissioned by B.C. Froman and modeled after another work of Rodriguez in San Antonio (see Table 3.1 for listings and locations).

**TABLE 3.1: HISTORIC RESOURCES IN CLAYTON**

Resource	Address	SR Date	NR Date
Clayton Commercial Historic District	Multiple	4/3/2009	N/A
Clayton Public Schools Historic District	Multiple	1/26/1996	3/15/1996
Clayton Public Library	116 Walnut Street	4/5/2002	12/20/2002
Eklund Hotel	15 Main Street	9/20/1971	1/17/2002
Gate, Fence, and Hollow Tree Shelter	320 Oak Street	4/4/2008	11/28/2008
Methodist Episcopal Church (Herzstein Memorial Museum)	22 S. 2nd Street	8/4/1989	N/A
Luna Theater	4 Main Street	8/11/2006	1/17/2007
Union County Courthouse	100 Court Street	8/22/1975	12/7/1987

Source: New Mexico Historic Preservation Division. "SR Date" refers to the State Register of Cultural Properties and "NR Date" refers to the National Register of Historic Places.



Town of Clayton  
Comprehensive Plan  
CLAYTON HISTORIC  
DISTRICTS

These historic resources are treasured by Clayton residents. They are important assets to Clayton, and as such, their continued preservation will help educate people on Clayton's history. Providing information on available federal and state tax incentives and grant programs would assist in such efforts.

### **3.8 LAND USE ISSUES**

#### **LACK OF SUBDIVISION ORDINANCE**

A previously mentioned, the Town of Clayton does not currently have a subdivision ordinance. Subdivision ordinances are used to provide for the orderly development of cities and towns during the subdivision process. Subdivision regulations typically include requirements for streets, utilities, drainage, and other standards that mitigate the impacts of private development. Without such an ordinance, land may be subdivided in Clayton without going through the necessary review to ensure there is adequate water or sewer capacity, access, electric service, etc. In addition to allowing for this review process to occur within the Town limits, adoption of a subdivision ordinance would also allow Clayton to exercise some authority over development activities within its planning and platting jurisdiction in Union County.

#### **URBAN/RURAL INTERFACE**

As a community in a rural area, Clayton keenly understands the relationship and transition between the denser residential uses of the Town and the agricultural and recreational uses outside the Town limits. Oftentimes, these uses might present nuisance issues to residents of the Town and solutions to minimize those impact should be pursued. Examples include the Stephen M. Bush Memorial Shooting Range that is currently under construction, or some of the feed lots and livestock auction uses in the area. While these uses provide positive recreational and economic benefits to Clayton and the larger region, they may create impacts by way of noise, smells, or runoff that can affect water quality.

Utilizing its planning and platting jurisdiction to monitor these uses as they occur close to the Town and provide some review or oversight to minimize the negative impacts would go a long way to ensure these uses may continue to make positive contributions to Clayton and its residents.

#### **CODE ENFORCEMENT**

The Town of Clayton has established the position of Code Enforcement Officer subordinate to the Chief of Police. The Code Enforcement Officer has the authority to investigate, issue citations, and prosecute violations on a variety of manners, including junk on vacant lots, abandoned vehicles, weeds, addressing, signage, setbacks, fences, and nonconforming uses.

According to the community survey, 91.3% of respondents agreed or strongly agreed that the visual appearance of Clayton should be improved. If current enforcement procedures or staffing levels are not adequate to accomplish this, the Town may consider changes or additions to applicable Town ordinances to strengthen enforcement procedures or look for ways to expand the capacity for Code Enforcement activities.

## DOWNTOWN REDEVELOPMENT

Respondents to the community survey agreed or strongly agreed (89.7%) that the Town of Clayton should encourage the development of vacant and underutilized properties in areas that are already largely developed and have access to services. This goes hand-in-hand with a desire from survey respondents for the visual appearance of Clayton to be improved. One critical part of this is ensuring that Clayton has a healthy and vibrant Downtown area.

Methods to accomplish this may be varied and could include the designation of a Metropolitan Redevelopment Area (MRA) and preparation of a Metropolitan Redevelopment Area (MRA) Plan for Downtown Clayton. Designation of a MRA allows the Town to contribute to and support private development projects using a number of mechanisms, including land donation, direct contribution, public-private partnerships, and construction of public improvements, such as sidewalks, streets, and utilities. Using these methods, Clayton could make it easier for new businesses to develop and revitalize this important part of the community.

Currently, there is no differentiation in commercial zoning between Downtown and other areas where the character of development is different and more automobile-oriented. Adoption of a Historic Overlay Zone or a new zone district that differentiates commercial development that occurs Downtown from other commercial development could also aid the preservation of existing Downtown buildings and promote the character of the area during redevelopment. Building setbacks, minimum parking standards, and building heights are typical aspects of development that are regulated by zoning and should use a different approach in the Downtown area than other commercial areas.

## LACK OF HOUSING and RESIDENTIAL INFILL

There are limited housing options available in Clayton. Only a small number of properties were identified as high density residential or mobile home parks, and there are few single-family homes on the market for new residents. Due to a relatively low growth rate, little has been added to the housing supply over the years. This lack of supply is an issue that should be addressed in order to provide adequate housing opportunities for new residents, such as new employees at the Northeast New Mexico Detention Facility.

One option to address this issue is through the redevelopment of existing vacant homes and construction of new homes on existing vacant lots. Outside of Downtown, neighborhoods throughout Clayton include vacant homes and lots that would benefit from such reinvestment in the future. Based on an estimate from the existing land use survey, there are approximately 425 vacant lots in Clayton that could support future infill development within existing neighborhoods.

Another option being explored by the Town and the State of New Mexico is identifying a site for a new mobile home park. The State desires approximately 40 acres, which could be located on Town-owned land to the north of the Detention Facility (see *Future Land Use Scenario*, page 37-38). Infrastructure, including water and sewer, are available near this location as it was previously installed to serve the Detention Facility.

### 3.9 FUTURE LAND USE SCENARIO

The Future Land Use Scenario is an overall vision of how the Town of Clayton would like to grow and develop over the next 20 years. The following section provides an overview of the Future Land Use Scenario, which was developed based on existing conditions, best planning practices, and community input. Two alternative future land use scenarios were presented at the second public meeting. Participants identified which of the two scenarios they preferred and were encouraged to provide comments on the elements in both scenarios. The Future Land Use Scenario is a hybrid of the two alternatives and is described below:

#### **Residential/Agricultural**

As a rural community, it is anticipated that some new residents desire homes on larger lots with room for animals, gardens, or other small-scale agricultural uses. Proposed residential/agricultural areas are adjacent to areas where the use currently exists on the north and west edges of Clayton, as well as to the north of the Northeast New Mexico Detention Facility. Additional residential/agricultural land uses are identified within three future annexation areas on the south side of town near US 87. This land use comprises approximately 15.5% of the Future Land Use Scenario.

#### **Residential**

Traditional single-family residential comprises 10.3% of the Future Land Use Scenario. This use includes existing residential uses and infill of vacant lots throughout Clayton. In addition, new residential development is shown between West Avenue (NM 538) and the Clayton Municipal Air Park.

#### **High Density Residential**

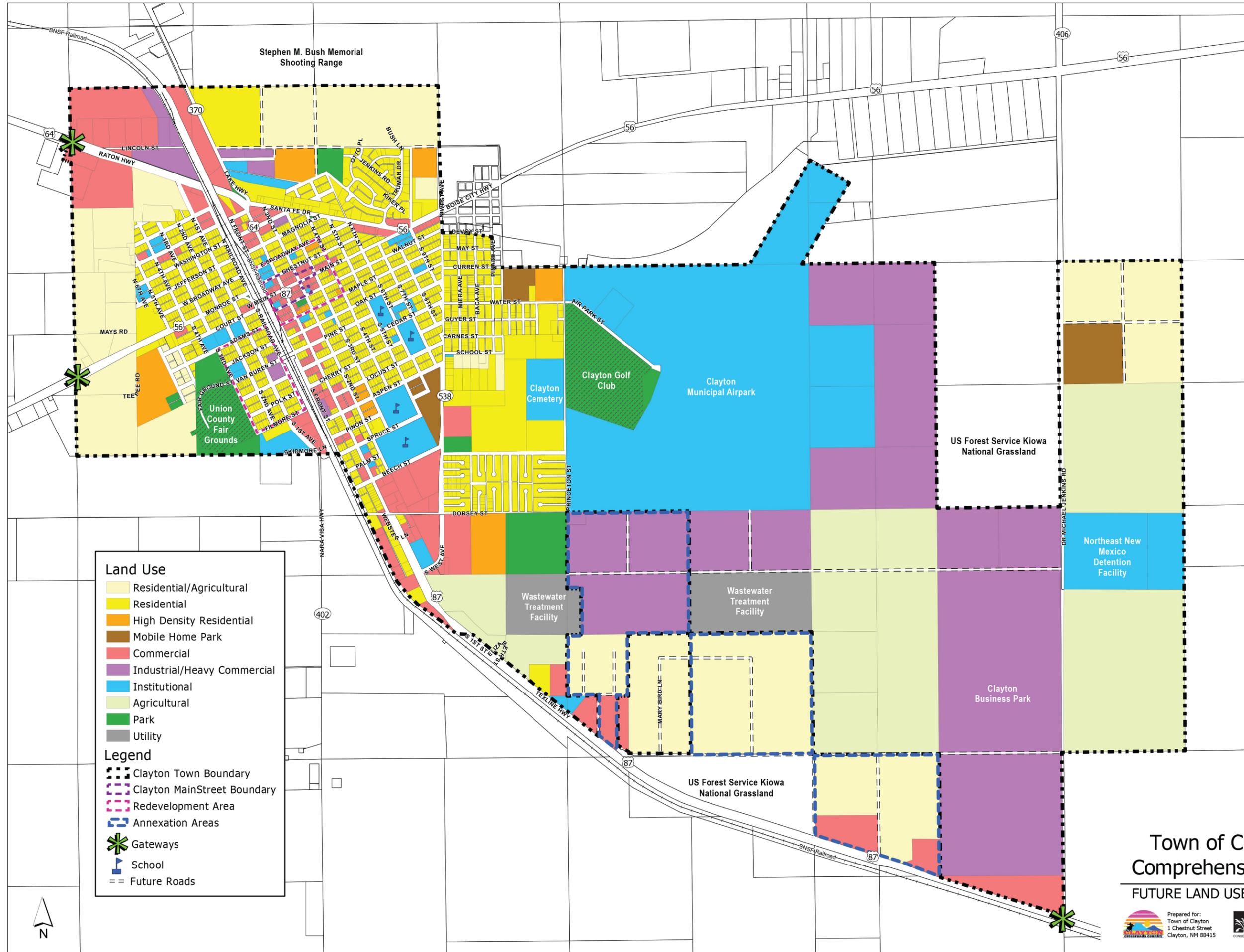
Five areas are identified for new high density residential, which will expand available housing types within Clayton. Along with existing high density uses, these areas make up 1.5% of Clayton's future land use. Two of these areas are located on the north side adjacent to a newer subdivision and pond. Another is located on Water Street near the entrance to the Clayton Municipal Air Park. The fourth area is located west of the Union County Fairgrounds, and the last area is on Dorsey Street, east of West Avenue.

#### **Mobile Home Park**

Mobile Home Park uses are shown at 1.2% of the Future Land Use Scenario. Most of this is from a proposed parcel along Dr. Michael Jenkins Road to the north of the Northeast New Mexico Detention Facility. The State of New Mexico is looking for approximately 40 acres for such a use, and this Town-owned land would be an opportunity to provide affordable housing for state employees in relative proximity to their jobs at the Detention Facility. In addition to this land, approximately 23 acres are located within the existing Clayton RV Park and along Water Street.

#### **Commercial**

A significant increase in commercial uses is proposed through redevelopment and an expansion of highway commercial options along US 87 to the north and south sides of Clayton. These commercial uses will better meet the needs of Clayton residents and those in the surrounding communities. Under the Future Land Use Scenario, commercial use increases from 1.2% to 6.1%.



**Land Use**

- Residential/Agricultural
- Residential
- High Density Residential
- Mobile Home Park
- Commercial
- Industrial/Heavy Commercial
- Institutional
- Agricultural
- Park
- Utility

**Legend**

- Clayton Town Boundary
- Clayton MainStreet Boundary
- Redevelopment Area
- Annexation Areas
- ✱ Gateways
- ♣ School
- Future Roads

## Town of Clayton Comprehensive Plan

### FUTURE LAND USE SCENARIO

Prepared for:  
Town of Clayton  
1 Chestnut Street  
Clayton, NM 88415

Prepared by:  
Consensus Planning, Inc.  
302 8th Street NW  
Albuquerque, NM 87102



### Industrial/Heavy Commercial

Industrial uses are primarily directed to the planned Clayton Business Park along Dr. Michael Jenkins Road. Other industrial areas are proposed surrounding the Clayton Municipal Air Park, including within one of three future annexation areas. Industrial use comprises 18.4% of the Future Land Use Scenario.

### Institutional

The Future Land Use Scenario shows only a small increase in the acreage of institutional uses. This use consists of the existing Town of Clayton and Union County facilities, Northeast New Mexico Detention Facility, and churches, etc. Due to such a small increase compared to the overall acreage of land within the Clayton including future annexations, institutional uses are proposed to decrease to 16.6%.

### Agricultural

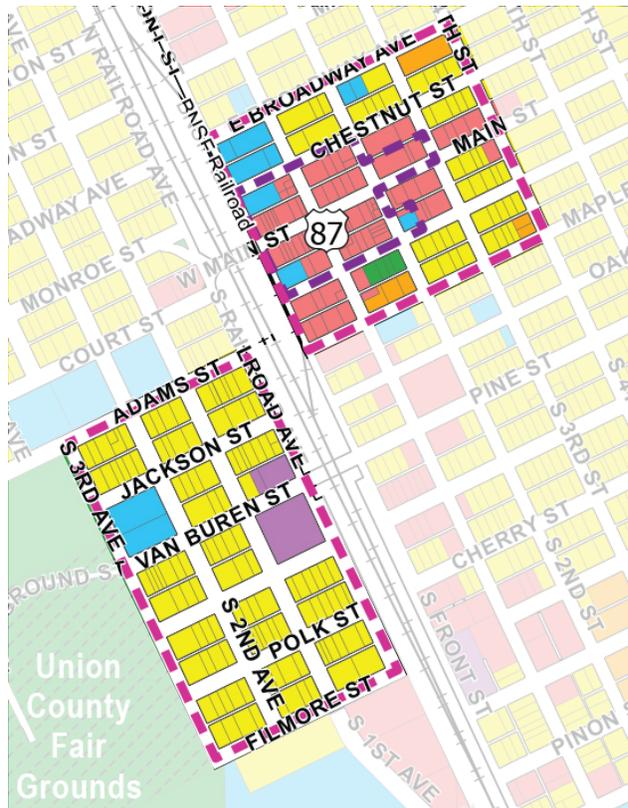
Agricultural uses are located primarily on the east side of Clayton surrounding the Clayton Business Park and Northeast New Mexico Detention Facility. There may be potential to use these lands for economic development purposes in conjunction with nearby industrial use. Agricultural use is 14.2% of the Future Land Use Scenario.

### Park

Park use includes the existing City Park and Union County Fairgrounds, as well as the Clayton Golf Club. New parks are proposed on the north and south sides of town to provide recreational opportunities in proximity to new residential areas. Parks are proposed to increase slightly from 2.5% to 3.4%.

### Metropolitan Redevelopment Areas

Two metropolitan redevelopment areas (MRAs) are identified in the Future Land Use Scenario. These include Downtown Clayton Central Business District covering the area from the railroad tracks to 4th Street and from Broadway Avenue to Maple Avenue and the area west of the railroad tracks to 3rd Street and from Adams Street to Filmore Street. This area is primarily residential and provides an opportunity for infill residential and rehabilitation of the existing housing stock. Both areas exhibit blighted physical and economic conditions and would be appropriate for MRA designation. The two MRAs are shown on the graphic to the right.



Downtown and West Railroad Avenue MRAs.

### Utility

No changes are proposed to the existing wastewater treatment facilities. Due to future annexations, the utility use decreases from 2.5% to 2.3% of the overall Future Land Use Scenario.

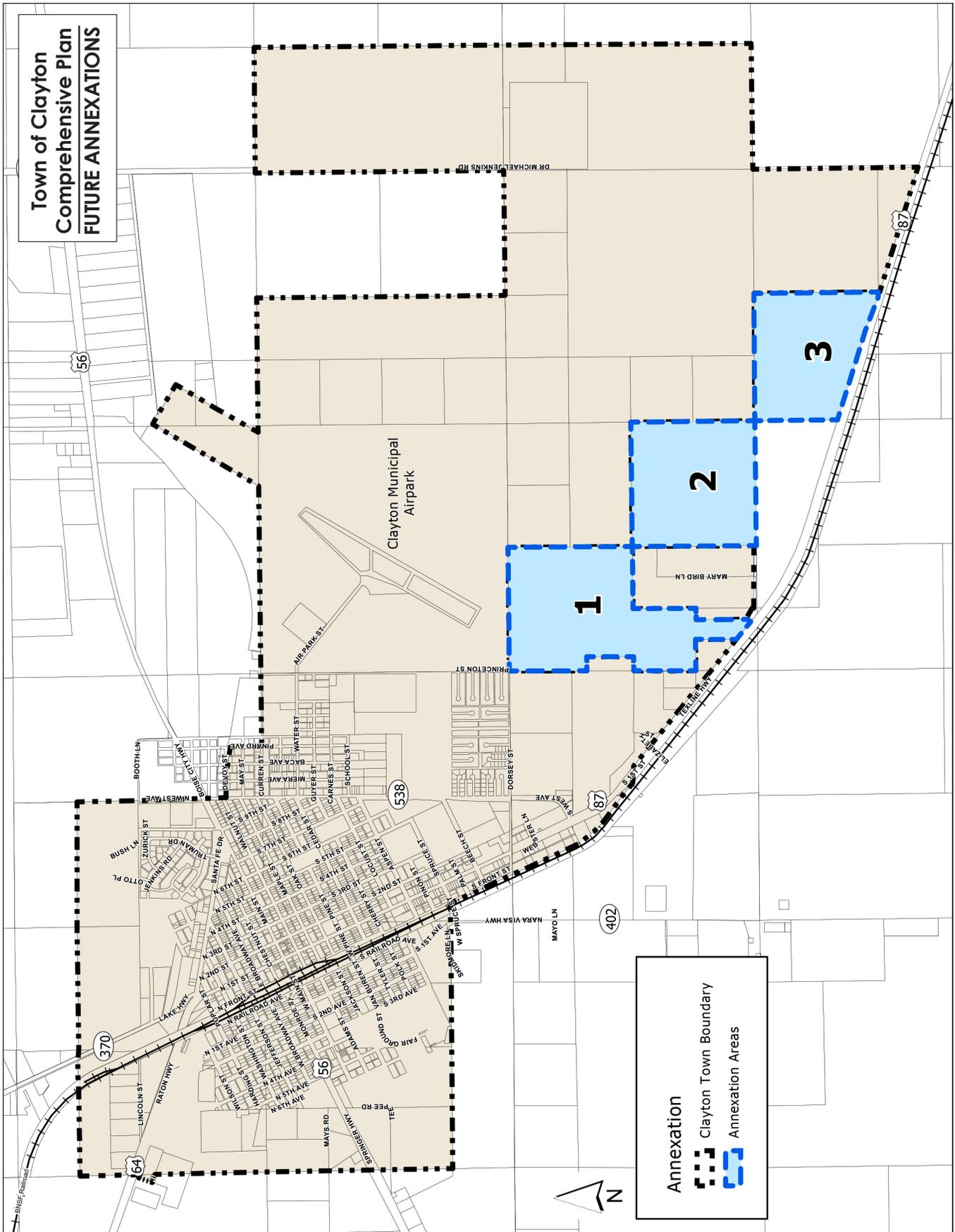
### Gateways

Three gateways are shown along major corridors entering Clayton. These include US Highways 56 and 64 on the west edge Clayton and US 87 on the southeast edge of town near the Clayton Business Park. These areas are appropriate for entry signage that welcomes visitors and would be an excellent opportunity for beautification and town branding.

### Annexations

The Future Land Use Scenario identifies three areas recommended for future annexation. These areas are described as follows:

- Area 1: This area is an island of County land surrounded on three sides by the Town of Clayton municipal boundary. Containing approximately 204 acres, it is located between the two wastewater treatment facility properties. As such, it provides an appropriate location for industrial development adjacent to the Clayton Municipal Air Park. The south side of the annexation area is adjacent to US 87 and provides an opportunity for highway commercial uses, as well as residential/agricultural uses. Streets could be extended across this land and other Town-owned lands already annexed to connect to Dr. Michael Jenkins Road across from the Northeast New Mexico Detention Facility.
- Area 2: An approximately 160-acre area, Area 2 is bounded on three sides by the existing municipal boundary and on the south by a portion of the Kiowa National Grassland. Existing and proposed land uses surrounding this area include agricultural to the east, residential/agricultural to the west, and utility to the north, so residential/agricultural is an appropriate future use with access shared from the adjacent residential/agricultural land.
- Area 3: This area contains approximately 137 acres and is located adjacent to the north side of US 87 and bounded by existing municipal boundaries to the north and east. Due to its location along the highway, this annexation area provides an opportunity for new commercial uses. Residential/agricultural use is also shown farther away from the highway due to its distance from the center of Clayton.



### 3.10 LAND USE GOALS, OBJECTIVES, & STRATEGIES

#### **Land Use Goal 1: Promote infill development and redevelopment of vacant, abandoned, or underutilized properties.**

*Objective 1.1: To mitigate the negative impact of blighted conditions on the community.*

*Objective 1.2: To foster community building through the productive reuse of deteriorated buildings and properties.*

*Objective 1.3: To encourage new investment, redevelopment, and reuse of buildings and properties in Downtown Clayton and other blighted areas.*

**Land Use Strategy 1.1:** Create an inventory of excess properties owned by the Town of Clayton that are available for sale and redevelopment purposes. The inventory should identify the size, zoning, drainage issues, and existing infrastructure for each property.

**Land Use Strategy 1.2:** Develop a list of incentives for infill development and redevelopment, including but not limited to, reduction or waivers for utility extensions and density bonuses.

**Land Use Strategy 1.3:** Designate Downtown Clayton and the area east of S. 3rd Street and west of S. Railroad Avenue and south of Adams Street and north of Filmore Street as Metropolitan Redevelopment Areas (MRAs), as shown on the Future Land Use Scenario. As identified in Chapter 4: Economic Development, and once the two MRA designations are in place, pursue funding from New Mexico MainStreet and New Mexico Finance Authority to complete MRA plans in accordance with the New Mexico Redevelopment Act.

**Land Use Strategy 1.4:** Once the two MRA designations are in place, pursue redevelopment and adaptive reuse of existing vacant and blighted buildings and properties within Downtown Clayton and the area east of S. 3rd Street and west of S. Railroad Avenue and south of Adams Street and north of Filmore Street.

#### **Land Use Goal 2: Pursue the expansion of the Town of Clayton through a measured approach to annexation.**

*Objective 2.1: To eliminate islands of County land in proximity to the Town of Clayton.*

*Objective 2.2: To achieve a more cost-effective and efficient delivery of municipal water and sanitary sewer services.*

*Objective 2.3: To determine the fiscal impact of annexations to the Town of Clayton through a cost/benefit analysis.*

**Land Use Strategy 2.1:** Create an evaluation process for proposed annexations (as identified in the Future Annexations map and other future potential annexation areas). The evaluation should be based on a cost/benefit analysis and should address:

- Existing capacity of municipal infrastructure systems;

- Feasibility, cost, and anticipated time line of infrastructure extensions;
- Potential for furthering economic development; and
- An assessment of the property owners' support for the annexation.

**Land Use Strategy 2.2:** Prioritize annexations that are currently contiguous to the municipal boundary, create a logical municipal boundary, support new commercial development, and can be served by municipal infrastructure.

**Land Use Goal 3: Create an attractive built environment through the consistent application and enforcement of land use and development regulations to properties within and adjacent to the Town of Clayton.**

*Objective 3.1: To address urban/rural land use interface issues.*

*Objective 3.2: To provide greater oversight of subdivisions, land use, and development.*

*Objective 3.3: To improve the visual appearance and aesthetics of Main Street and other major corridors.*

*Objective 3.4: To protect the community's health, safety, and welfare by improving nuisance properties and removing inoperable vehicles, dilapidated structures, weeds, and overgrown vegetation.*

**Land Use Strategy 3.1:** Complete a comprehensive update to the existing Town of Clayton Zoning Code. The update should include, but not be limited to:

- Creating a wider range of zoning districts containing a clear set of permissive and conditional uses for each district;
- Development standards for single-family residential, multi-family residential, mobile home park, commercial, industrial, institutional, and renewable energy uses;
- Buffer, landscaping, screening, and fencing standards;
- Approval processes that address zone map amendments, site plan approvals, text amendments, and special exceptions; and
- A new zoning map that illustrates zoning districts and accurately depicts the existing Town of Clayton boundary.

**Land Use Strategy 3.2:** As part of the comprehensive update to the existing Town of Clayton Zoning Code, create a new zoning district for Downtown Clayton that allows for mixed use development and includes development standards appropriate for the Clayton Downtown Historic District. This should include, but not be limited to, parking, building setbacks, building height, landscaping, signage, historic character, etc.

**Land Use Strategy 3.3:** Provide adequate staffing in the Clayton Police Department for enforcement of existing nuisance regulations that address dumping, litter, weeds, graffiti, inoperable vehicles, and deteriorated structures.

**Land Use Strategy 3.4:** Work with private property owners of vacant properties to determine their support for zone map amendments that would be consistent with desired land uses, as illustrated in the Future Land Use Scenario.

**Land Use Strategy 3.5:** Develop and implement a subdivision ordinance that includes procedures, regulations, and standards that address the following:

- Lot requirements;
- Access requirements;
- Easements (utility, access, drainage, etc.);
- Utility plan requirements (water, sanitary sewer, storm drain);
- Grading and drainage plan requirements;
- Street improvement requirements;
- Processes for preliminary and final subdivision plats (minor, major, and summary plats); and
- Subdivision exemptions.

**Land Use Strategy 3.6:** Work with Union County on urban/rural interface issues within one mile of the Town of Clayton municipal boundary. This may include the establishment of a Planning and Platting Jurisdiction (PPJ) for the purpose of addressing land use issues.

**Land Use Strategy 3.7:** Develop community gateways (signage) at the major entries into Clayton, as identified on the Future Land Use Scenario.

### **Land Use Goal 4: Promote the restoration and preservation of historic properties in Clayton.**

*Objective 4.1: To cultivate a greater appreciation for the history of Clayton and Northeast New Mexico.*

*Objective 4.2: To educate and increase property owners' access to state and federal historic preservation grants and tax incentives.*

*Objective 4.3: To increase tourism activity in Downtown Clayton.*

**Land Use Strategy 4.1:** Develop a brochure and walking tour that highlight the unique history of Clayton and the historic properties within Downtown Clayton.

**Land Use Strategy 4.2:** In concert with Strategy 3.1 above, create a review process and mechanism for enforcement of development standards for the Clayton Historic Downtown district. Consider establishing a new commission comprised of citizen volunteers for this purpose.

**Land Use Strategy 4.3:** Provide information and education to owners of historic properties on the benefits of having their properties listed on the state and federal historic registers. This should also include information on the New Mexico State Income Tax Credit for Registered Cultural Properties, Federal Tax Credit for National Registered Historic Places, and available grant opportunities to encourage the rehabilitation of historic buildings in Downtown Clayton.

# CHAPTER 4: ECONOMIC DEVELOPMENT





## 4.1 INTRODUCTION

It is incumbent upon communities to maintain an active and inclusive economy that can stimulate new opportunities and remain resilient during economic cycles. Economic development is comprised of various activities and programs that work in conjunction to create and retain jobs, diversify the economy, and build the local tax base. The Economic Development Element examines the current economic conditions in Clayton, the resources available for support, and the opportunities for future economic growth.

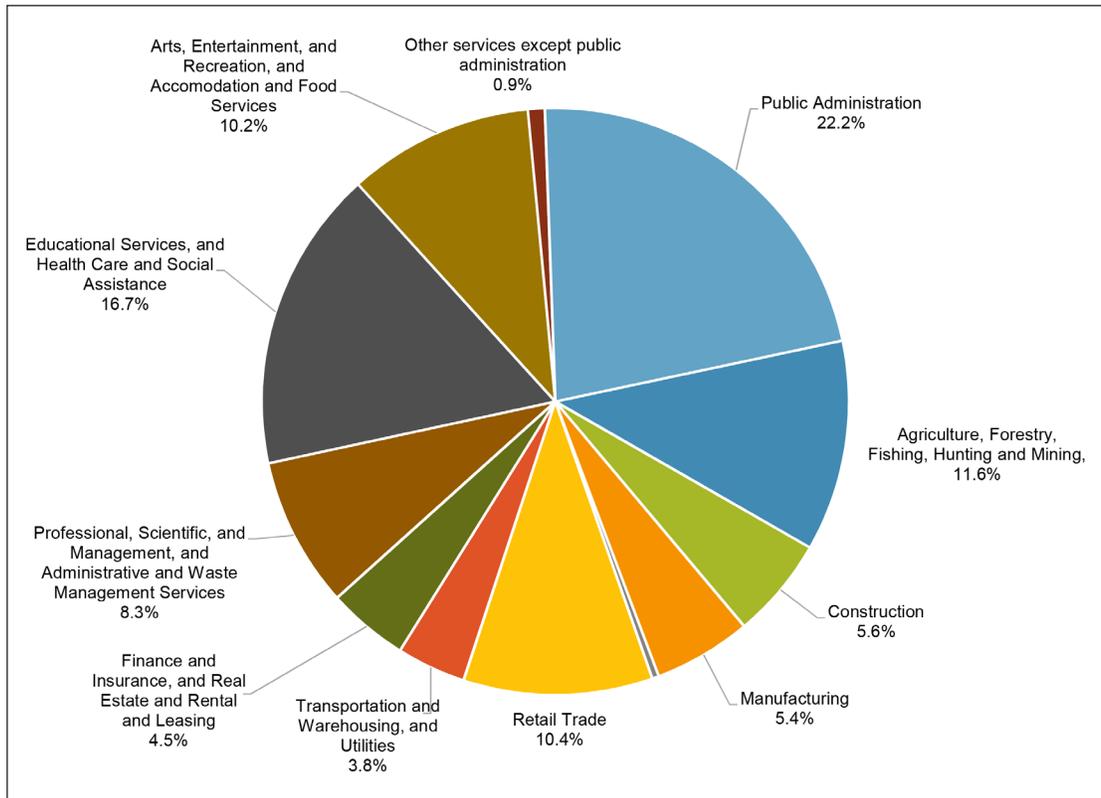
## 4.2 ECONOMIC PROFILE

### INDUSTRY

Where industry is the type of activity at a person's place of work, occupation is the kind of work a person does to earn a living. Class of worker categorizes people according to the type of ownership of the employing organization. This section describes all three of those characteristics.

In 2017, the largest industry by occupation in Clayton was Public Administration (22.2%), which increased by nearly 105% from 2010. Jobs in this sector are attributed to the municipal and county government jobs and at the Northeast New Mexico Detention Facility. For New Mexico as a whole, the percentage of workers in the Public Administration industry was 7.6%. The second largest industry in Clayton was Educational Services and Health Care and Social Assistance, employing 16.7% of the workforce. In comparison, New Mexico as a whole employed 25.6% in this sector.

**FIGURE 4.1: CLAYTON INDUSTRY BY OCCUPATION**



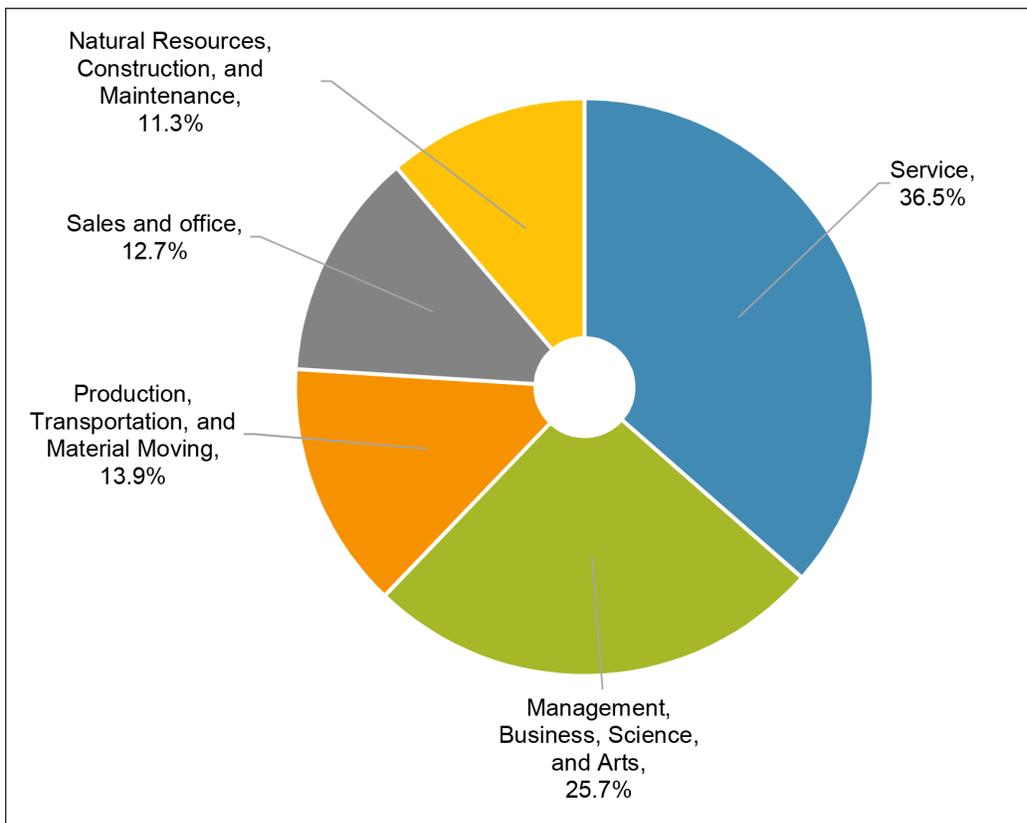
Source: U.S. Census Bureau and American Community Survey 2013-2017 5-Year Estimates.

**OCCUPATIONS & CLASS OF WORKER**

In 2017, most workers in Clayton held jobs in Service Occupations (36.5%) and Management, Business, Science, and Arts Occupations (25.7%). In New Mexico as a whole, Service Occupations comprised 20.8% and Management, Business, Science and Arts Occupations comprised 37.4% of the workforce. In Clayton, the highest growth from 2010 to 2017 was in the Production, Transportation, and Material Moving occupations, which increased by 55%.

In 2017, 65.5% of Clayton workers were Private Wage and Salary Workers, 46.9% were government workers, and 12.4% were self-employed. Clayton has a significantly higher percentage of workers employed as government workers than New Mexico as a whole in which 20.8% were employed in this sector.

**FIGURE 4.2: CLAYTON OCCUPATIONS**



Source: U.S. Census Bureau and American Community Survey 2013-2017 5-Year Estimates.

**UNEMPLOYMENT**

Unemployment numbers are calculated at the county level by the New Mexico Department of Workforce Solutions. In January 2019, Union County had an unemployment rate of 3.9%, the lowest of the surrounding four counties in northeast New Mexico, and the third lowest unemployment rate out of the 33 counties in New Mexico. Between 2013 and 2019, Union County’s unemployment rate decreased by 22.0%. In comparison, the overall unemployment rate in New Mexico in 2017 was 5.5%, which was a decrease of 24.7% from 2010 levels.

County (2019 Ranking)	Jan. 2013	Jan. 2016	Jan. 2019	% Change
UNION COUNTY (3)	5.0%	4.0%	3.9%	-22.0%
Colfax County (22)	8.2%	6.2%	5.2%	-36.6%
Mora County (6)	13.1%	10.8%	7.4%	-43.5%
Quay County (20)	8.1%	7.4%	5.4%	-33.3%
Harding County (21)	5.8%	7.0%	5.3%	-8.6%
New Mexico	7.3%	6.7%	5.5%	-24.7%

Source: New Mexico Department of Workforce Solutions, LASER.

**MEDIAN HOUSEHOLD INCOME**

In both 2010 and 2017, the median household income in Clayton was significantly higher than other municipalities in northeast New Mexico, including Raton, Tucumcari, and Santa Rosa. However, between 2010 and 2017, median household income in Clayton dropped by 4.4%, a significantly smaller decrease than the other communities. In comparison, the median income for New Mexico in 2010 was \$34,133, which was lower than Clayton, but rose by 36.9% to \$46,718 in 2017. Clayton’s relatively higher median household income is a positive indicator that its economy has withstood some of the heavy declines in median income experienced by other communities and provide promise for future economic growth.

Entity	2010	2017	% Change
CLAYTON	\$38,607	\$36,905	-4.4%
Raton	\$32,986	\$27,902	-15.4%
Tucumcari	\$26,972	\$23,686	-12.2%
Santa Rosa	\$30,817	\$26,304	-14.6%
New Mexico	\$34,133	\$46,718	36.9%

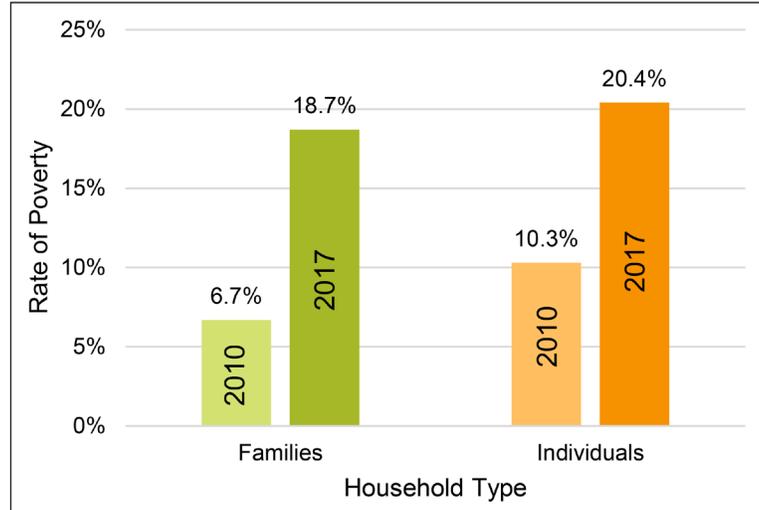
Source: U.S. Census Bureau and American Community Survey 2013-2017 5-Year Estimates.

**POVERTY STATUS**

Poverty levels are an indication of community health and can signal that segments of the population are struggling to have their essential needs met. Families and individuals living in poverty are more vulnerable to crime, health problems, and housing crises.

According to the U.S. Census Bureau, in 2017, Clayton had a poverty rate for families of 18.7% and 20.4% for individuals. In comparison, poverty rates for New Mexico families were 15.6% and 20.6% for individuals. The Clayton community experienced significant increases in poverty status between 2010 to 2017 for both families and individuals; 79% and 98% respectively.

**FIGURE 4.3: CLAYTON POVERTY LEVELS, 2010-2017**

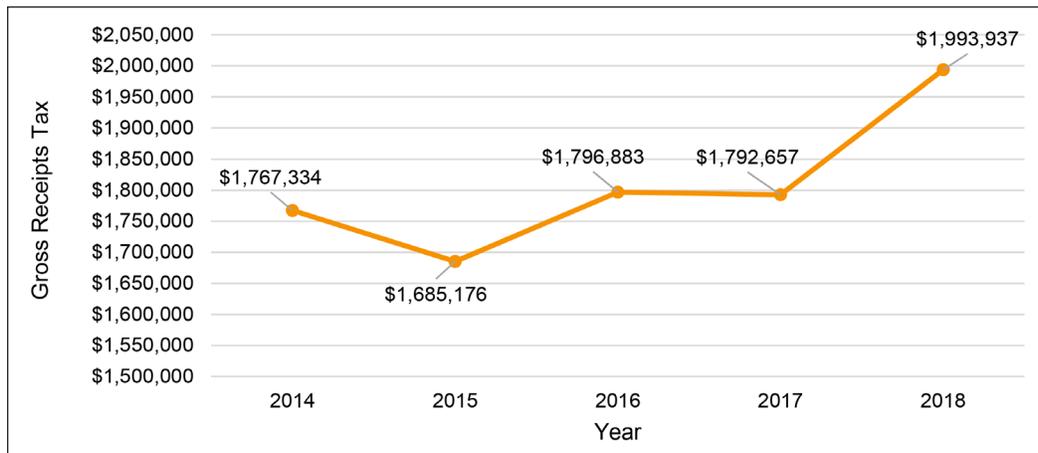


Source: U.S. Census Bureau and American Community Survey 2013-17 5-Year Estimates.

**GROSS RECEIPTS TAXES**

Gross receipts taxes (GRT) for all industries in Clayton have generally increased between 2014 and 2018. In 2014, the GRT was approximately \$1.7 million where, despite a small decrease in 2015, it remained until 2018 when it grew to over \$1.9 million (13% increase from 2014). Despite these increases, the GRT increase in Clayton was lower than in New Mexico overall where GRT revenues increased by a rate of 23% from 2014 to 2018.

**FIGURE 4.4: GROSS RECEIPTS TAXES**

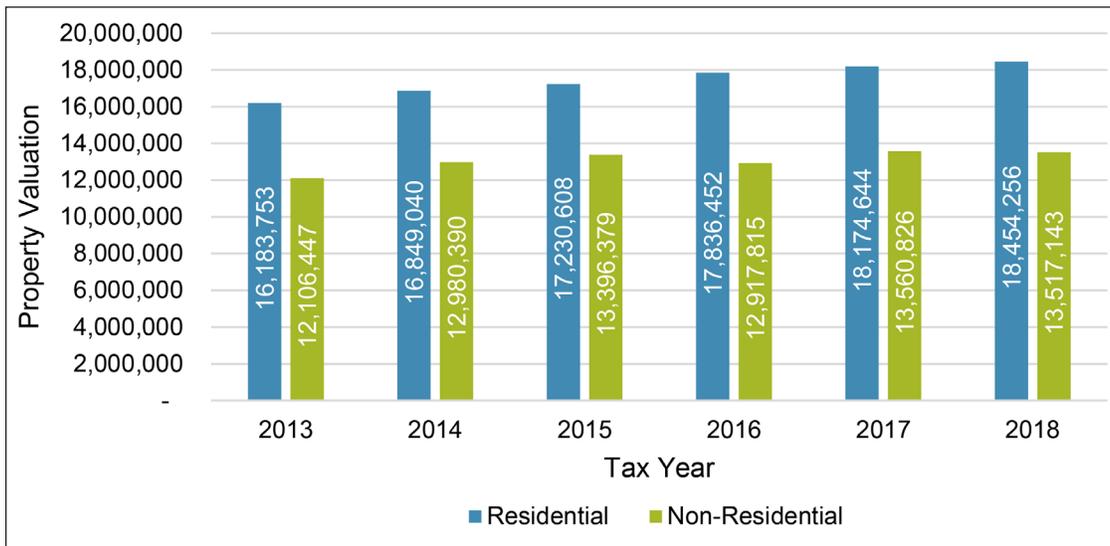


Source: New Mexico Finance Authority, Analysis of GRT, RP-500 Entity GRT Data.

### ASSESSED PROPERTY VALUATIONS

The Union County Assessor's Office determines the fair market value of a property to ensure the tax burden can be fairly and equitably distributed. Property valuations are categorized by residential and non-residential. Clayton residential property valuations increased by 14% between 2013 and 2018 and non-residential property values increased by 11.7% during the same time period (see Figure 4.5). New Mexico valuations increased by 9% and 10% respectively.

**FIGURE 4.5: ASSESSED PROPERTY VALUATIONS**



Source: New Mexico Department of Finance and Administration.

### LODGERS' TAXES

Tourism is an important component of Clayton's economy. Clayton is located along US 87. Clayton's hotels provide a place to rest and spend the night for travelers along the route. With an effective marketing approach for the dinosaur tracksite, the Town could attract more visitors. Attracting out of town visitors can provide an important source of revenue because the money spent is outside the local economy, thus growing the economic pie.

Lodgers' tax is imposed on persons using commercial lodging accommodations and provides revenue for tourism-related facilities and advertising. Clayton began collecting lodgers' taxes in 2014. There was a large increase in tax revenue in 2015, and then in 2016, it went down to \$146,954. Between 2016 and 2018, tax revenue increased each year by about 3%. In 2018, lodgers' tax revenue totaled \$156,313 (see Figure 4.6, next page).

FIGURE 4.6: LODGERS' TAXES



Source: New Mexico Department of Finance and Administration.

### 4.3 KEY INDUSTRIES

#### OUTDOOR RECREATION and TOURISM

Clayton is fortunate to be located in proximity to several opportunities for outdoor recreation and tourism. Clayton, being the largest population center in Union County with amenities such as hotels and restaurants, is well-positioned to draw tourists. The following is a summary of the outdoor recreational opportunities available for residents and tourists alike.

#### Clayton Lake State Park and Dinosaur Trackways

The Clayton Lake State Park and Dinosaur Trackways was identified in the community survey as being the most popular recreational site with 81% saying it is an area they and their families currently use. The State Park is located about 12 miles northwest of Clayton in the grasslands of northeastern Union County. The State Park offers a variety of outdoor recreation activities including:

- Boating - Motorized and non-motorized boats, canoes, kayaks, and boards are allowed on Clayton Lake. Boat ramps are available.
- Picnicking - The State Park contains two group picnic shelters, restrooms with vault toilets, and shower facilities.
- Camping - There are five campgrounds, 26 developed campsites, seven sites with water, and group campsites.
- Fishing - Fishing is allowed from boats and from banks. The Lake is stocked with walleye, bass, trout, and bluefish.
- Hiking - There are 1.4 miles of trails in the State Park, including interpretive trails for the Dinosaur Trackway exhibit. Horses are allowed in primitive areas.

The Dinosaur Trackway is within the State Park and is one of the most popular attractions in the Clayton area. During excavation of a spillway in the 1970s, silt flowed to uncover one of the best preserved dinosaur track sites in the United States. The track site contains nearly 500 dinosaur tracks from at least eight species



Top: Clayton Lake; Bottom: Dinosaur Trackway; Upper right: dinosaur track.

that are over 100 million years old. Researchers are currently conducting 3-D research to determine which dinosaurs made these tracks.

An easy 1/4 mile unpaved trail, bustling with wildlife, leads visitors to the track site. Once there, a small pavilion provides information about the site and visitors can view the tracks from a wooden walkway that surrounds the track site. Information signage is displayed at strategic locations to help visitors identify tracks and locate dinosaur walking paths.

New Mexico State Parks Department worked closely with the Town of Clayton and Union County in 2019 to rebrand the name of the Park to highlight the dinosaur

trackway. The rebranding will be helpful to Clayton as it looks to attract tourists by highlighting the Dinosaur Trackway. The Park name change provides an intriguing and clear message to visitors what is special about the State Park and why visitors should stop and explore.

### **Clayton Lake Observatory**

In 2010, Clayton Lake State Park (*as it was then called*), earned official designation of International Dark Sky Park by the International Dark Sky Association. This designation is reserved for land that possesses an “exceptional or distinguished quality of starry nights and a nocturnal environment that is protected for its scientific, natural, educational, cultural heritage, and/or public enjoyment”. The New Mexico State Parks staff and volunteers worked closely with the Town of Clayton and the New Mexico Parks System to ensure quality lighting guidelines within the State Park and in the surrounding community to protect the quality of night sky.

To view the cosmos in the extremely dark sky, the Clayton Lake Observatory was erected in 2012. It is one of two observatories in New Mexico State Parks. The observatory is a 12 x 16-foot building with a retractable roof that houses a 12-inch, solar powered, computer operated telescope and remote television monitor for group viewing. Stargazing parties are held at the observatory regularly through volunteer assistance. Private groups can reserve the space for events.



*Clayton Lake Observatory.*

### **Capulin Volcano National Monument**

The Capulin Volcano National Monument is located approximately 60 miles north west of Clayton along US 87. Capulin Volcano is located in the Raton-Clayton Volcanic Field. Volcanic fields consist of clusters of small volcanoes that erupted within a the space of a hundred miles. The Raton-Clayton volcanic field covers 7,500 square miles, much larger than most other volcanic fields. The area is noted for its size, young age, continental interior setting, and association with one of the few volcanic hot spots in the world. Within the Raton-Clayton volcanic field lies the Capulin Volcano, the youngest and easternmost volcano in North America. The volcano is easily accessible to visitors.



*Capulin Volcano National Monument.*

Visitors can drive the winding two-mile Volcano Road to the top of the Capulin Volcano, over 1,000 feet from the volcano floor. On a clear day, visitors can see the five states of New Mexico, Colorado, Kansas, Oklahoma, and Texas. There are two nature trails on the top of Capulin. The Crater Rim Trail is a one-mile long trail that roams the rim of the crater. Visitors can view one of the best preserved segments of the Santa Fe Trail from this vantage point. The second trail will take visitors to the vent at the bottom of the crater where visitors can see the inside of the volcano.

In the summer months, visitors can access five miles of hiking trails, some of which cover the Volcano's ancient lava flows. The National Parks Services offers programs and demonstrations covering a range of topics and are offered daily at 10:00 am and 2:30 pm and by special arrangement.

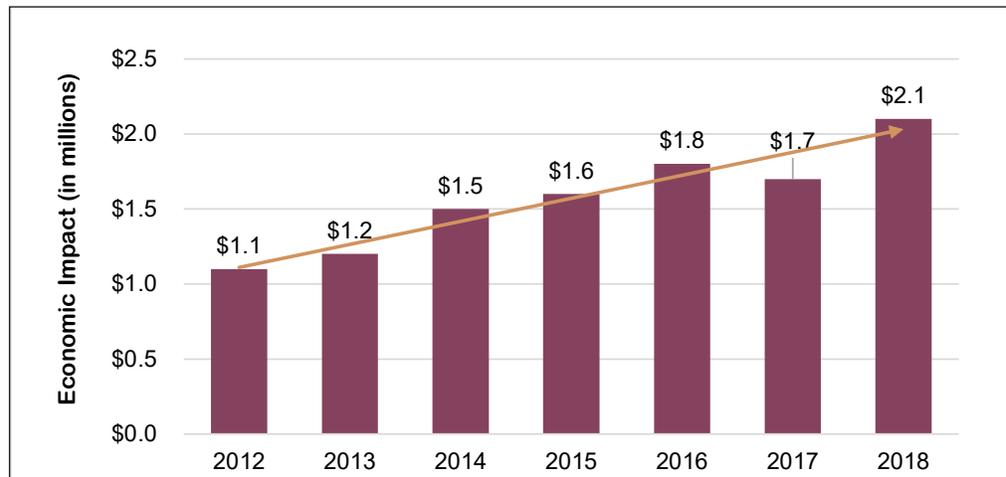
### ***Economic Impact of Capulin Volcano National Monument***

The National Parks Service measures the economic impact of National Parks and Monuments on local gateway economies. The data is published in the *National Park Service Visitor Spending Effects Report*.

The economic impact the Capulin Volcano National Monument has on the local gateway economy has steadily increased from \$1.1 million in 2012 to \$2.1 million in 2018. In 2018, 67,400 park visitors spent an estimated \$2.1 million in local gateway regions while visiting Capulin Volcano National Monument. This spending contributed to a total of 29 jobs, \$652,000 in labor income, \$1.1 million in value-added, and \$2.1 million in economic output (see *Figure 4.7, next page*).

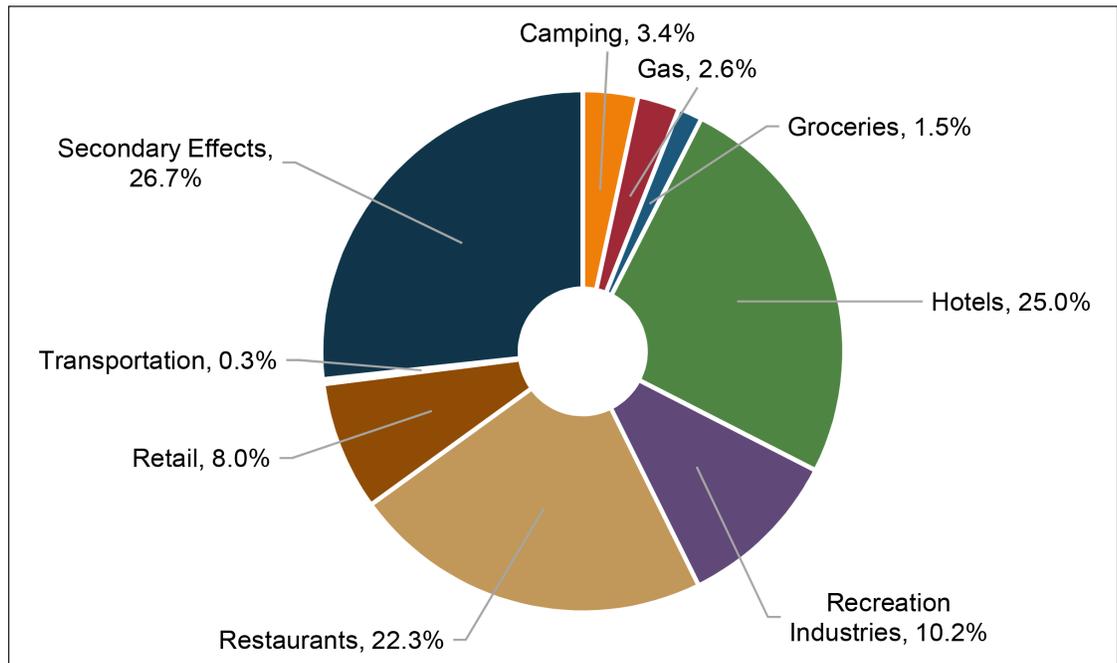
The majority of the economic impact was in Secondary Effects (26.7%), which is the money paid by tourists to businesses that in turn pays for supplies, worker wages, and other items used in the products or goods. Hotels and restaurants contributed 25.0% and 22.3%, respectively, to the economic impact of visitors to the Capulin Volcano National Monument (see *Figure 4.8, next page*).

FIGURE 4.7: CAPULIN VOLCANO NATIONAL MONUMENT ECONOMIC IMPACT



Source: National Parks Service, 2018.

FIGURE 4.8: CAPULIN VOLCANO NATIONAL MONUMENT ECONOMIC OUTPUT, 2018



Source: National Parks Service, 2018.

### Kiowa National Grasslands

The Kiowa National Grasslands is administered by the Cibola National Forest. The Grasslands are 136,505 acres in area and stretch from the northeast corner of New Mexico to Roy, Springer, and Clayton. US 56 (Springer Highway) travels across the Grasslands to the beautiful Mills Canyon along the Canadian River. The area is admired for its wildlife viewing, geologic and landscape diversity. North of Clayton lies a 2-mile section of the original Santa Fe Trail Cimarron Route. The area has two campgrounds, and dispersed camping is allowed.

### Santa Fe Trail National Scenic Byway and Historic Trail

Passing through Clayton is one of the most well-preserved stretches of the Santa Fe Trail, an important trade route that connected the Missouri River to the Provincial Capital of Santa Fe, of the Republic of Mexico, to eastern traders. Travelers along the trail used horse covered wagons to transport goods along the trail that followed those used by Native Americans. The Route played a major role in transporting goods, people, and the transmission ideas across the plains from 1821-1880.

Today, travelers can follow the trail as it enters New Mexico from Highway 406 out of Oklahoma and travels north out of Clayton past Rabbit Ears Mountain. The Santa Fe Trail then travels west along Highway 56 towards the Raton Pass near Colorado. Points of interest along the Santa Fe Trail in Union County include:

- McNees Crossing of Corrumpa Creek - This landmark is located 3.5 miles west of Oklahoma State line and 1.5 miles south on Highway 406. This rock crossing is still visible and retains much of its original appearance. The crossing was used a campground and resting area for traders and scouts.
- Rabbit Ears Mountain - One of the most important landmarks along the Santa Fe Trail. Rabbit Ears Mountains provided one of the first elevations seen by early traders entering New Mexico and was an important landmark and direction point. The trail passes both the north and south of the landmark.
- Rabbit Ears Creek Camp - Today, Rabbit Ears Creek Camp is located on private land. The campground was considered an excellent place to camp and rest for several days as it was close to spring water, wood, and game for food. The Rabbit Ears Mountains are visible from the campground.



*Rabbit Ears Mountain.*

**Stephen M. Bush Memorial Shooting Range**

The New Mexico Department of Game and Fish is constructing a shooting range just outside of Clayton in Union County. The shooting range will sit on 161.5 acre parcel donated to the Department. Phase 1 of the project will be located on half the total acres, and will include: A 50-yard pistol range; a 50-yard small bore rifle range; a 200-yard rifle range; a 80-yard archery range; and a multi-purpose shotgun field. Future phases will add a skeet and trap shooting.

The shooting range will be managed by New Mexico Game and Fish Department. This is the only shooting range of its kind in Union County and is expected to draw visitors from the region.

**AGRICULTURE**

Over 50% of the respondents to the community survey said the main reason they live in Clayton is for the rural lifestyle. Agriculture is a way of life and very much a part of Clayton's identity and heritage. Much of the agricultural land is located along Clayton's municipal edge. The proximity of agriculture to Clayton provides an excellent opportunity to streamline the supply chain to potential production facilities at the Clayton Municipal Industrial Park.

The Census of Agriculture provides data on the agricultural industry on a county-wide level. The Census of Agriculture data is collected by the United States Department of Agriculture (USDA) every five years. Table 4.3 provides a profile of the agricultural industry in Union County and Table 4.4 provides a summary of the market value of agricultural products sold.

**Number and Size of Farms**

In 2017, there were 369 farms in Union County, which was a 4.5% increase from 2012 when there were 353 farms. The majority of farms (60%) are 1,000 or more acres in size (see Table 4.3) with the average farm size being 5,114 acres. A total of 1,886,887 acres in Union County are in agricultural use and only 1% of land (15,404 acres) in farms are irrigated.

**Income and Payments**

The net cash per farm average fluctuated between 2012 and 2017 (see Table 4.3). Between 2012 and 2017, the net cash income per farm average decreased by 42.7% - from \$61,227 to \$35,103. This correlates with a diminishing market value of products sold. Conversely, farmers have increasingly received a higher level of government payments. For instance, in 2017, the average payment to farmers in Union County was \$28,678, which represented a 72.1% increase from 2012. Overall, the total net cash income for all farms in Union County was \$12,953,000.

**Market Value of Agricultural Product Sold**

Union County accounts for 3% of total agricultural sales in New Mexico. In 2017, the County ranked 7th in New Mexico for total market value of agricultural products sold at \$83.1 million, which was a decrease of 15.3% from 2012. The vast majority of sales, \$74.9 million, were from cattle and calves. Large sales numbers correlate with 95% of the land in farms designated as pasture land (see Table 4.4).

A majority of the crop operators grow grain, oilseeds, dry beans, and dry peas. Other operators grow vegetables, melons, potatoes, sweet potatoes, or focus

on nursery, greenhouse, floriculture, and sod. County-wide crop sales in 2017 were \$8,121,000, a significant decrease of 51.8% since 2012 when sales were \$16,862,000.

**TABLE 4.3: UNION COUNTY AGRICULTURAL PROFILE, 2012 - 2017**

	2012	2017	% Change
Number of Farms	353	369	4.5%
Land in Farms (Acres)	1,967,370	1,886,887	-4.1%
Average Size of Farm (Acres)	5,573	5,114	-8.2%
Irrigated Land (Acres)	26,014	15,404	-40.8%
<b>County Total</b>			
Government Payments	\$2,900,000	\$2,896,000	-0.1%
Farm-Related Income	\$2,425,000	\$3,896,000	60.7%
Total Farm Production Expenses	\$81,850,000	\$76,973,000	-6%
Net Cash Farm Income	\$21,613,000	\$12,953,000	-40.1%
<b>Per Farm Average</b>			
Market Value of Products Sold	\$278,013	\$225,297	-19%
Government Payments Received	\$16,667	\$28,678	72.1%
Farm-Related Income	\$25,797	\$25,461	-1.3%
Total Farm Production Expenses	\$231,871	\$208,600	-10%
Net Cash Farm Income	\$61,227	\$35,103	-42.7%

Source: USDA Census of Agriculture, 2012 and 2017.

**TABLE 4.4: MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD, 2012 - 2017**

Market Value of Agricultural Products Sold	2012	2017	% Change
Total Value of Agricultural Products Sold	\$98,138,000	\$83,134,000	-15.3%
Value of crops, including nursery and greenhouse	\$16,862,000	\$8,121,000	-51.8%
Value of livestock, poultry, and their products	\$81,277,000	\$75,013,000	-7.7%
<b>Value of Sales by Commodity Group</b>			
Grains, oilseeds, dry beans, and dry peas	\$14,702,000	\$7,319,000	-50.2%
Vegetables, melons, potatoes, and sweet potatoes	(D)	(D)	Unknown
Nursery, greenhouse, floriculture, and sod	(D)	-	Unknown
Fruits, tree nuts, berries	-	(D)	Unknown
Other crops and hay	(D)	(D)	Unknown
Poultry and eggs	(D)	(D)	Unknown
Cattle and calves	\$80,496,000	\$74,898,000	-7.0%
Hogs and pigs	(D)	(D)	Unknown
Sheep, goats, wool, mohair, milk	\$21,000	(D)	(D)
Horses, ponies, mules, burros, and donkeys	(D)	(D)	Unknown
Other animals and animal products	\$13,000	-	Unknown

Source: USDA Census of Agriculture, 2012 and 2017.

\* Represents zero. (D) Withheld to avoid disclosing data for individual operations.

### **CLAYTON LIVESTOCK RESEARCH CENTER**

The Clayton Livestock Research Center is located approximately six miles east of Clayton. The Research Center is a New Mexico State University (NMSU) facility dedicated to the research of shipping protocols for livestock, particularly the nutrition needs of newly transported cattle; irrigated pastures; and grazing on natural grasslands including densities of locoweed infested pastures. The facilities include a feed mill, flaker, 24 sort pens, and 8 treatment pens. Researchers conduct up to 32 studies at a time and conduct pasture studies in the grazing areas. Graduate and undergraduate students can live in the residential facilities on site.

## **4.4 MAJOR EMPLOYERS**

### **NORTHEAST NEW MEXICO DETENTION FACILITY**

The Northeast New Mexico Detention Facility employs approximately 114 staff, including administration, correctional officers, and support staff. The Detention Facility has been operated by GEO Group, a private prison company, who in 2019 declined to renew its contract with the State of New Mexico. As such, the New Mexico State Department of Corrections assumed management of the Detention Facility, and an Intergovernmental Agreement between the Town of Clayton and the State of New Mexico was established. The State of New Mexico is expected to increase wages for these positions, which in turn is expected to draw workers to the Clayton area.

### **UNION COUNTY GENERAL HOSPITAL**

The Union County General Hospital is the second largest employer in Clayton. The Hospital has a staff of 92 physicians, nurses, medical technicians, and administrative staff. The UCGH is owned by Union County and is managed by the Community Hospital Corporation. For more detail on the services provided by UCGH, refer to Chapter 8, Community Facilities and Services.

### **CLAYTON MUNICIPAL SCHOOLS**

Clayton Municipal Schools is the largest school district in Union County. It employs 88 teachers, support, and administrative staff. The District is comprised of four schools, including Clayton High School, Clayton Junior High, Kiser Elementary, and Alvis Elementary. All of the schools are located in Clayton. The District enrolls students from Clayton and the surrounding communities including Sedan, Grenville, Texline, Moses, and Amistad. For more detail on Clayton Municipal Schools, refer to Chapter 8, Community Facilities and Services.

### **TOWN OF CLAYTON MUNICIPAL GOVERNMENT**

The Town of Clayton is the fourth largest employer in Clayton with a staff of 72. Town staff oversee Clayton government departments, including City Office, Fire and Rescue, Public Works, Housing Authority, Police Department, MainStreet, and the Clayton Air Park.

## 4.5 CULTURAL ATTRACTIONS

Clayton's cultural identity is linked to its small-town western heritage and its location along the Santa Fe Trail. The following are the cultural attractions in Clayton that highlight that cultural heritage.

### Luna Theater

The Luna Theater is the crown jewel of Downtown Clayton. Over 65% of the community survey respondents stated that it is a community facility that they value and use on a regular basis. The Theater is an excellent example of the commitment the Town of Clayton and Clayton MainStreet have to revitalizing the Downtown area.

The Theater building was constructed in 1916 and was known as the Mission Theater. During the 1930s, under the WPA, the Theater was renovated to its more modern form and re-branded as the Luna Theater. The Luna Theater was placed on the National Register of Historic Places and the State Register of Cultural Properties in 2007. Today, the Luna Theater shows first run movies on Friday, Saturday, and Sunday. The Theater is also available to rent for private parties.



*Luna Theater's renovated marquee on Main Street in Downtown Clayton.*

Renovation of the Luna Theater was made possible through the Historic Theater Initiative, a New Mexico Department of Economic Development (NMEDD) program in partnership with New Mexico MainStreet (NMMS), which assists in the rehabilitation and revival of downtown theaters across New Mexico. Historic theaters once brought people and investment into downtowns in rural communities everywhere. Over time, theaters closed their doors, and communities inevitably experienced economic and cultural loss. The National Trust for Historic Preservation estimates downtown theaters generate an extra \$2 to \$3 dollars in downtown centers per every dollar spent on the purchase of a theater ticket, showing that rehabilitation of historic theaters has a catalytic economic effect on communities.

The Historic Theater Initiative relies on the Local Economic Development Act (LEDA) to fund rehabilitation projects. The New Mexico Economic Development Department administers the LEDA funds for installation of new digital projectors and sound equipment. New Mexico MainStreet provides the technical assistance to affiliated community programs to assess local theaters, develop architectural plans, and provide cost estimates for the rehabilitation. Both NMEDD and NMMS have granted funds and assistance to many New Mexico theaters, including the Luna Theater. In addition, NMMS holds workshops through the Historic Theaters Institute on new trends in cinema, operating strategies, and strategies to foster local community theater programs, amongst others.

### Hotel Eklund

The Hotel Eklund is the heart and soul of Downtown Clayton. This premier boutique hotel combines the wild west with modern amenities. The original part of the structure was built in 1892 and served as a saloon and gambling hall. In 1894, Carl Eklund purchased the property and expanded in phases with the hotel portion completed in 1905. The Eklund Hotel is a great example of a historic restoration and the economic development opportunity that results.

The Eklund has 24 guest rooms, two dining rooms, and one of New Mexico's most iconic and famous bars. Residents and visitors alike are often found dining at the Eklund. The Eklund often has live entertainment. It is not unusual for a musicians passing through Clayton on their way to gigs in bigger cities or local musicians to stop by and give an impromptu concert.



*Historic Eklund Hotel on Main Street.*

### Herzstein Memorial Museum

Located at the corner of South 2nd Street and Walnut Street, the Herzstein Memorial Museum has a little bit of everything from dinosaurs to outlaws to ghosts. This striking building is listed on the New Mexico State Registry of Cultural Properties. Established in 1919 as a United Methodist Church, the building is constructed of light gray stone with high vaulted ceilings, stained glass windows, and hardwood floors. A large renovation of the building was made possible through a grant from the Albert & Ethel Herzstein Charitable Foundation.



*Herzstein Memorial Museum on 2nd Street.*

The Museum is managed by the Union County Historical Society. Antiques and artifacts that tell the local Clayton and Northeastern New Mexico history are on display. Items include vintage clothing, Native American artifacts, toys and furniture, and numerous historic photographs. Many of the items are from the Herzstein family, early Jewish settlers in New Mexico who owned a general mercantile store, movie theater, and a family ranch. A collection donated by the late Franz Dyche is also displayed. The Herzstein Memorial Museum is run by volunteers and is open on weekends.



## 4.6 ECONOMIC STRENGTHS and CHALLENGES

Planning for future prosperity requires an understanding of the economic strengths and challenges that characterize the community. The following table provides a brief snapshot of Clayton's economic strengths and challenges.

<b>TABLE 4.5: CLAYTON ECONOMIC STRENGTHS &amp; CHALLENGES</b>	
<b>Strengths</b>	<b>Challenges</b>
Close knit small-town community	Lack of employment opportunities
Located along U.S. Highways 87 and 56/412 and the Ports-to-Plains Corridor	Limited housing options
Strong agriculture and ranching economy	Lack of diverse industries
Restaurants and lodging available for visitors and travelers	Substandard commercial and residential buildings
Close proximity to outdoor recreation and tourist attractions	No community college in Clayton or Union County for post-secondary education and training opportunities
Strong public education	No active economic development corporation
Union County General Hospital	Limited public facilities such as parks and community centers
Quaint, walkable, Downtown with Luna Theater, Hotel Eklund, and historic structures	Few options for higher wage employment
Active organizations - Clayton MainStreet, Clayton Union County Chamber of Commerce	Decreasing population
Downtown MainStreet, Historic, and Economic Impact Districts	No Town branding
Fun community events	Town has no on-line or web presence
Clayton Air Park	No child/day care facilities
Clayton Lake State Park and Dinosaur Trackways	Lack of commercial retail and services
Clayton Business Park	Lack of healthcare professionals, including dentists and mental health professionals
Union County Fairgrounds Complex	
Northeast New Mexico Detention Facility	

## 4.7 ECONOMIC DEVELOPMENT ORGANIZATIONS

The Town of Clayton is a dynamic place with several resources for economic development. As collaboration is the key to true long lasting economic success, the Town can use these resources to invest in the several businesses opportunities and strengthen its economy. The following is a summary of those resources.

### **EASTERN PLAINS COUNCIL OF GOVERNMENTS**

The Eastern Plains Council of Governments (EPCOG) assists communities with Community Development Block Grants, capital outlay requests and award

assistance, and Infrastructure Capital Improvement Plan (ICIP) planning. EPCOG works closely with local governments by facilitating workshops, meetings, and discussions on economic development issues. EPCOG represents the eastern region of New Mexico with local governments, to ensure the regions interests are being recognized by the State Legislature and the U.S. Congressional delegation also works with local governments to manage capital outlay projects to make sure they are proceeding in a timely and accountable manner.

EPCOG completed the Town of Clayton Comprehensive Plan in 2002. EPCOG also created the Comprehensive Economic Development Strategy for the Eastern Plains in 2017.

### CLAYTON UNION COUNTY CHAMBER OF COMMERCE

The Clayton Union County Chamber of Commerce is a 501(c)6 non-profit organization. The Chamber is comprised of members from the business community, professionals, industrial firms, and community members that are interested in the economic well being of Clayton and Union County. The Chamber is an active community resource promoting Clayton businesses through its social media and website, and is a co-sponsor of many community events.

#### Community Events

Community events are an effective way to keep residents connected and reaffirm community identity. The Town of Clayton hosts several community events that are cherished by the residents and draw visitors from across the region.

- Clayton Lake Trout Derby - Held the first weekend of June, this two-day family-friendly event boasts several fun activities. The highlight of the weekend is competing for cash prizes by catching the largest trout, walleye, and bass of the weekend. The event also includes a horseshoe competition, dinosaur egg hunt, food and refreshments.
- 4th of July Celebration - One of the largest Independence Day celebrations in New Mexico is held Downtown and at the Union County Fairground Complex. The community celebration starts on July 3rd with a rodeo, followed by a street dance and live music in Downtown. On July 4th, the festivities begin with a pancake breakfast at the Herzstein Museum, followed by the community parade through Downtown. At the Union County Fairgrounds there is a barbecue lunch, turtle races, games, and a rodeo. The day's festivities are capped off with the Firework Extravaganza organized by the Clayton Fire and EMS Society.
- Union County State Fair - Held on the first weekend of August, the Clayton and Union County community gathers at the Union County Fairground Complex for a weekend of livestock showing and competitions, handiwork competitions, rodeo, live entertainment, and dancing. The Fair is especially exciting for Clayton's youth population who participate in Junior Livestock and 4-H indoor projects.
- Viva! New Mexico Music Festival - The Viva! New Mexico Music Festival celebrates New Mexico music and attracts the most popular entertainers in the state. The festival is held the third weekend of July in Downtown Clayton. Concerts are held at the Hotel Eklund and the Luna Theater.

## CLAYTON MAINSTREET

The area bounded by Chestnut Street to the north, Second and Third Street to the east, Walnut Street to the south, and First Street to the west is designated as the MainStreet District, Clayton Historic Commercial District, and the Economic Impact Zone (see *Historic District map, page 33*). Clayton MainStreet is an non-profit organization working for economic and community revitalization in Downtown Clayton and is an affiliate level member of New Mexico MainStreet.



New Mexico MainStreet is an economic development program housed within the New Mexico Economic Development Department. Clayton MainStreet follows the downtown revitalization approach set forth by the National Main Street Center to support economic development with Economic Transformation Strategies implemented through The 4-Point Approach™ (economic vitality, promotion, organization, and design). Accomplishments of the Clayton MainStreet organization include:

- Renovation of the Historic Luna Theater - Clayton MainStreet, in partnership with the Town of Clayton, rehabilitated the historic Luna Theater. The New Mexico Economic Development, through its Historic Theater Initiative, awarded approximately \$730,000 in grant funding to restore the building and upgrade the technological systems. Clayton MainStreet managed the rehabilitation and coordinated volunteer hours to complete the project. Clayton MainStreet now manages and operates the Theater, creating jobs and family-friendly entertainment.
- Clayton Community Clean-up - MainStreet coordinates a Spring and Fall Downtown clean-up. Community members are asked to volunteer their time to pick up trash, weeds, and beautify Downtown Clayton. Clayton MainStreet also coordinates the "Best Clayton Spaces" contest. The contest incentivizes community members to clean and improve their properties.
- Community Events - Clayton MainStreet partners with other organization in Clayton to bring community and family-friendly events to the Town such as the Viva! New Mexico Music Festival in July; the 4th of July parade; and the Eklund Singer Songwriter Convention.

In June 2019, Clayton MainStreet held a charrette with architecture students from the University of New Mexico. The charrette focused on generating ideas to renovate and reuse the Historic Farmers and Stockmens Bank building on Main and First Streets in Downtown Clayton. Several ideas were generated that involved an adaptive reuse of the building into a mixed-use facility with living spaces on the upper floors and commercial spaces on the first floor.

### MainStreet Master Plan

The most recent Clayton MainStreet Plan was completed in 2008 and is outdated as they are intended to be updated approximately every five years. An update to the Master Plan should be done as an Metropolitan Redevelopment Area Plan, which help identify catalytic projects and funding sources to revitalize Downtown and allow the Town of Clayton to enter into public/private partnerships in accordance with the New Mexico Metropolitan Redevelopment Code.



Top: Architectural detailing on the commercial storefronts along Main Street. Bottom: Historic Farmers and Stockmens Bank building on the corner of Main and First Streets.

## 4.8 ECONOMIC INITIATIVES and OPPORTUNITIES

The following economic development initiatives and opportunities provide Clayton with the ability to grow its economic pie for the benefit of the community. Used together, these initiatives and opportunities will increase Clayton's competitiveness, strengthen the local and regional economy, and provide new jobs and revenue.

### PORTS-TO-PLAINS CORRIDOR

Seeing the need to expand economic development along US 87/287 near Lubbock, Texas, a group of elective officials, civic leaders, and chambers of commerce from nine states, plus Mexico and Canada, developed the north/south Port-to-Plains Corridor to advance trade via an international transportation network. The Ports-to-Plains Corridor is approximately 2,300 miles and serves a 4,950 plus miles region stretching from Mazatlan, Sinaloa, Mexico to Northern Alberta Province in Canada. The Corridor runs through oil and agricultural regions that historically had limited access to distribution and transportation networks.

Clayton is located on a spur of the Corridor along US 87/64, which runs west to Raton and connects with Interstate 25. In 2012, this highway was the first to expand from a 2- to 4-lane road under the Ports-to-Plains designation. Since the official designation of the Ports-to-Plains Corridor in Clayton, the area has seen an increase in travelers and freight vehicles carrying agricultural goods and energy products.

Businesses that accommodate travelers have benefited from the increased traffic. A Love's Truck Stop was opened along US 87 to capture business from additional traffic. The Clayton Business Park is located along the Corridor, an excellent location for travel related business development, such as a truck stop or warehouse distribution center. Clayton has the potential to capture travelers for tourism with a strategic marketing push featuring the amenities and tourism activities in Clayton and the surrounding area.

### LOCAL ECONOMIC DEVELOPMENT ACT

The Town of Clayton adopted a Local Economic Development Act (LEDA) ordinance in 2006 (Ordinance 648). The LEDA Ordinance allows the Clayton to support economic development projects by providing assistance to businesses, including:

- Purchase, lease, grant, construct or reconstruct, improve or acquire land, buildings, or infrastructure;
- Implement public works improvements deemed essential to the location or expansion of a qualifying business;
- Provide payments for professional services contracts for implementing a plan or project;
- Provide direct loans or grants for land, buildings, or infrastructure;
- Provide loan guarantees;
- Purchase land for a publicly-held industrial park (Clayton Business Park); and
- Construction of a building for use by a qualifying business.



Ports-to-Plains Corridor - illustrates the US 87/64 spur through Clayton to Raton.

### **JOB TRAINING INCENTIVE PROGRAM (JTIP)**

The New Mexico Job Training Incentive Program (JTIP) is administered through the New Mexico Economic Development Department. The JTIP provides funding for classroom or on-the-job training for companies expanding or relocating in New Mexico and reimburses 50-75% of employee wages during training. The JTIP is an important incentive to assist in job recruitment and expansion. Clayton can market this resource as an added incentive to attract industry to the Clayton Business Park, and thus support, expand, and diversify economic growth and stability.

### **CLAYTON BUSINESS PARK**

Respondents to the community survey identified manufacturing (55%) and technology (49%) as two of the most important industries needed in Clayton. The Clayton Business Park is the Town's most important economic development asset. Developed in 2008, the Business Park is approximately 1,700 acres located on Dr. Michael Jenkins Road north of US 87 and across from the Northeast New Mexico Detention Facility. The Business Park remains vacant.

When the Clayton Business Park was annexed in 2008, the intent was to draw businesses that would benefit from its proximity along the Ports-to-Plains Corridor. Sewer, water, and electric infrastructure have been extended to the site; however, natural gas lines have not been installed. This is a constraint to new development, which should be addressed.

Some of the potential industries that could locate in the Clayton Business Park include:

- Truck Stop / Travel Center - As previously mentioned, the designation of US 87 through Clayton as a spur of the Ports-to-Plains Corridor has increased truck traffic through Clayton. The Business Park is an ideal location for this type of business as it has easy access to the highway and can accommodate heavy traffic in a non-residential area.
- Manufacturing / Production Facility - Raw materials can be transported into Clayton via US 87 to a manufacturing or production facility where they can be transformed into a produced good. A partnership with Union County farmers could provide a clear supply chain of organic material suitable for production, such as hemp, hops, and biofuels. This would benefit the entire County and region.
- Warehouse Distribution Center - The Ports-to-Plains spur was created as a link between the main north/south corridors just east of Clayton in Texas to Interstate 25 near Raton. This makes the Clayton Business Park a strong location for a warehouse distribution center that can move market goods along the US 87 spur to Interstate 25. A warehouse distribution center requires a large land area and access to travel routes; the Clayton Business Park meets those requirements.
- Storage Facility - In addition to warehousing, a storage facility would be an appropriate use for the Business Park. Modern storage facilities with interior access provide a good option for storage of household goods.

The Town of Clayton can continue to work with the Ports-to-Plains Alliance to develop the Business Park and increase the economic network within the Corridor.

## COMMUNITY BRANDING

Capitalizing on the fascinating dinosaur tracksite at Clayton Lake State Park and Dinosaur Trackways is one of Clayton's priorities to draw tourism traffic to the region. The New Mexico State Parks Department, in coordination with the Town of Clayton and Union County, recently rebranded the State Park to Clayton Lake State Park and Dinosaur Trackways to encourage travelers to visit the tracksite.

Clayton can benefit from the example of Roswell, which has capitalized on the "alien" story to strengthen its tourism sector. Roswell businesses use alien branding in their marketing materials, City gateway signs incorporate alien imagery, and the City hosts an annual Alien Days Festival, which draws visitors nationwide.

The following are steps the Town should consider to market the dinosaur tracksite to potential visitors:

- Signage - Use lodgers' tax revenue for signage along the three highways that run through the Town; US 87 (Ports-to-Plains Corridor), Highway 412, and County Road 370. Additional signage in Clayton can point visitors to Clayton Lake State Park and the dinosaur tracksite. Signage should be clear and easy to understand for travelers unfamiliar with the area.
- Branding - Develop a brand that incorporates dinosaur tracks. This could be used in marketing for tourism, businesses, and public art.
- Dinosaur Theme Park - Recruit and work with private investors on developing a Jurassic Park theme with adventure activities geared towards children and adults. This type of attraction could pull travelers off the road to spend time in Clayton, grab a bite to eat, stay overnight, and spend money locally on souvenirs and other items.
- Social Media - Create a social media presence with videos, photographs, and online brochures that focus on the tracksite as an adventurous excursion.
- Promotion - Ensure Clayton has a strong presence on travel websites, such as Travelocity, Expedia, and New Mexico True. These websites provide an important service to travelers and are often the go to for setting travel itineraries.

Community branding and investment in promoting the dinosaur tracksite as a fun visitor attraction can help draw additional tourism revenue into Clayton and create a more robust local economy.

## CULTURAL HERITAGE TOURISM

Historic downtown buildings and lore, such as the story of Black Jack Ketchum, provide a fun and educational backdrop for tourists. Clayton can market its unique western heritage and amenities as a Cultural Heritage Tourism destination. The National Trust for Historic Preservation defines Cultural Heritage Tourism as "traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present. It includes cultural, historic and natural resources."

The following benefits are connected to Cultural Heritage Tourism:

- Creates jobs and businesses;

- Increases tax revenues;
- Diversifies local economy;
- Creates opportunities for partnerships;
- Attracts visitors with interest in history and preservation;
- Increases historic attraction revenues;
- Preserves local traditions and culture;
- Generates local investment in historic resources;
- Builds community pride; and
- Increases awareness and perception/image of the site or area's significance.

Cultural Heritage tourists are generally older, not traveling with children, and are looking for authentic experiences. The National Trust for Historic Preservation found that Cultural Heritage tourists stay longer and spend more than typical tourists. Clayton has the history and cultural assets to appeal to these types of tourists. The goal for Clayton is to entice tourists to spend an extra day or two, have some good meals at local restaurants, stay at a local hotel, and take in Clayton's unique culture and history.

### OUTDOOR RECREATION

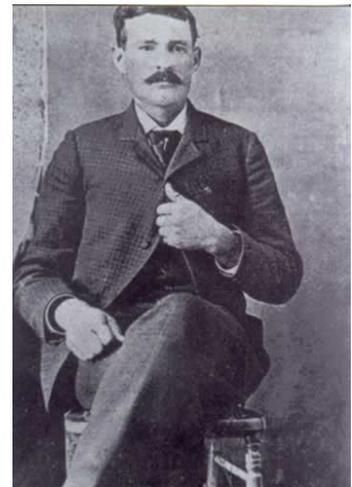
According to the Outdoor Industry Association, over 65% of New Mexico residents participate in outdoor recreation activities each year. Outdoor recreation consumers in New Mexico spend \$9.9 billion annually; contribute to 99,000 jobs; and generate \$623 million in state and local tax revenue. Clayton is well poised to take advantage of these consumers within the state and region.

In 2019, the Division of Outdoor Recreation was created within the New Mexico Economic Development Department. The new office will focus on supporting businesses related to outdoor recreation; marketing the state's camping, hiking, fishing, and hunting offerings; and improving roads and trails tied to outdoor recreation experiences. There is also funding for the Youth Conservation Corps to pay for trail and infrastructure projects. The New Mexico Economic Development Department will be developing an Outdoor Business Incubator that will be tasked with supporting early-stage small businesses that focus on outdoor recreation.

There are potential business opportunities directly linked with outdoor recreation, such as technical apparel and gear manufacturing and retail, tour guides and drivers, and trip planners. The outdoor recreation industry can spur innovation and entrepreneurship in other types of businesses, such as restaurants, retail, technology, and product design.

### CLAYTON AS A CULTURAL HERITAGE DESTINATION

Clayton is fortunate to have fascinating folklore and a wide range of attractions for a small town. Clayton's Herzstein Museum, Eklund Hotel, Luna Theater, the myth of Black Jack Ketchum, and WPA Museum are draws for Cultural Heritage Tourists. Marketing these assets, along with other Union County attractions, can create a jewel of historic exploration in New Mexico.



Black Jack Ketchum.



Hemp fiber processing plant in Alberta, Canada.

## VALUE-ADDED AGRICULTURE

As the agricultural market expands to new incorporate new trends, Clayton has the opportunity to become a regional leader in the production of two of the industry's most hopeful new crops, hemp and hops, as well as biofuel.

### Hemp Farming and Processing

The change in federal legislation for hemp farming by the United States Congress presents a strong opportunity for both Clayton and Union County to capitalize on the economic power of industrial hemp. As the growing and cultivation of hemp plants is expanding, the available processing capacity, particularly for hemp stalks, is lacking nationwide. Being located near a reliable source of raw hemp from Union County farmers, and having the space and resources for the development of a hemp processing plant at the Clayton Business Park, puts Clayton in an excellent position for expanding into this industry and bringing manufacturing jobs to the community.

Hemp is a versatile crop that can be grown as fiber, seed, or as a dual-purpose crop. Hemp is used in furniture, textiles, food, paper, beverages, beauty products, automotive products, pharmaceuticals, and construction supplies. The Congressional Research Service prepared the "Hemp as an Agricultural Commodity" report in 2018 stating that sales of hemp products in 2016 were estimated to be \$700 million. In 2016, hemp was only allowed to be grown by research institutions and under strict federal regulations as hemp was still considered a Schedule 1 drug by the Drug Enforcement Agency. Federal decriminalization and regulatory framework imposed at the state level will grow the economic potential of hemp throughout the United States.

#### 2018 FARM BILL

*With the passing of the Agricultural Improvement Act of 2018 (Farm Bill) by the U.S. Congress, hemp is now a legal agricultural commodity that can be cultivated, possessed, sold, and distributed. To assist in regulation, the Farm Bill defined hemp as a Cannabis Sativa plant with a delta-9 tetrahydrocannabinol (THC) concentration of no more than .3% by dry body weight. The Farm Bill delegated the responsibility of regulation to states and Indian tribes, which will be required to submit hemp production plans to the U.S.D.A. for approval, with the goal of all hemp production being regulated by the 2020 planting season.*

**WHAT IS VALUE-ADDED AGRICULTURE?**

The USDA defines value-added agriculture as "A physical change in the physical state or form of the product, the production of a product in a manner that enhances its value, as demonstrated through a business plan, and the physical segregation of an agricultural commodity or product in a manner that results in the enhancement of the value of that commodity or product".

**Hemp: A Value-Added Opportunity**

Hemp provides Clayton with an opportunity for expansion in the value-added agriculture industry. Hemp stalks are often bundled into bales for transport to a processing facility. The stalks are then separated into bast fibers, which are long and strong, and hurds, which are small wood chip type pieces. After processing, the bast fibers and hurds are shipped to manufacturing plants for processing into value-added products. Hemp stalk products can include mulch, cloth, insulation, bioplastics, paper products, and biofuels.

Hemp seeds and flowers are processed into oil using extraction methods after they are dried. This process requires specialized extraction and refining equipment that ensures the oil is free from toxins. Hemp seed products include CBD and hemp oil, body products, lubricants, flours, milk, and protein.

**Hops Farming and Craft Beer**

According to the United States Brewers Association, the sales volume growth in craft beer was up by 3.9% in 2018, reaching a total of \$27.6 billion dollar industry and accounting for more than 24% of the \$114.2 billion beer market in the United States. Craft brewers prize unique and specialized hops, which give beer a nuanced and vigorous flavor. Hops are added at varying levels depending on the type.



Hops farm in Western Colorado.

**Hops: A Value-Added Opportunity**

Preserving and distributing hops to brewers is a venture that requires specialized infrastructure, but will ultimately make hops farming more lucrative. Clayton and Union County could become a leader in hop growing and production with the institutional knowledge of farming, available land to grow, and land within the Clayton Business Park for a processing and production site. Beyond

this, local hops could be transformed by local brewers into craft beer in Clayton. Farmers in the area could be supplying brewers across the region with specialized hops and beer for years to come.

### Biofuel

Another strong potential for value-added agriculture is bioethanol. Ethanol is a renewable fuel primarily made from plants containing sugar. Corn is the most common crop used for ethanol, but other cellulosic feedstock can also be used. Almost all gasoline in the United States contains some blend of ethanol.

The State of New Mexico mandates that all diesel fuel contain a 5% biodiesel blend. That mandate was waived for several years because there were few blending operations. Currently, Portales has the only ethanol production station in New Mexico. The demand for ethanol and lack of production plants is a gap that could be met with the development of a production plant at the Clayton Business Park.

Bio-fuel production technology has advanced in recent years and many production facilities aim for a zero discharge process with little to no water used in the production process. Union County farmers could supply the raw material, such as switchgrass and hemp, needed for a production plant. Bio-fuel plants can add manufacturing and production, waste management, and transportation jobs.

#### WHAT IS BIOFUEL?

Biofuel refers to solid, liquid, or gaseous fuel consisting of or derived from biomass, which are recently living organisms or their metabolic byproducts, such as manure from cows. The original source for the biofuels comes from sunlight. It stores in plants through the process of photosynthesis. There are various plants and plants derived materials used in biofuel production; sugar cane crops, wood and its byproducts, waste materials including agriculture, household, industry, and forestry are some examples. Bioethanol is a common example for a type of biofuel.



*Ethanol production plant in South Dakota.*

There are several resources for farmers interested in developing crops for biofuels. USDA Rural Development offers loan guarantees for the development, construction, and retrofitting of commercial-scale biorefineries through the Biorefinery Manufacturing Assistance Program. A resource of the USDA Cooperative Extension is the eXtension Farm Energy website, which provides

information on developing biofuels. The eXtension Farm Energy is provided by University Extension specialists throughout the United States. It offers information on energy conservation, growing and producing bio-fuels, evaluating feedstocks, calculating farm wind and solar power potential, and practical information on sustainable use and production of farm energy.

### COMMERCIAL GREENHOUSE

There is a growing market for locally-produced plants, vegetables, and specialty crops. A commercial greenhouse could incentivize active and aspiring producers to get into the business of growing and selling plants on the wholesale market, in a retail business, or both. The Clayton Business Park would be an ideal location for a large commercial greenhouse.

Commercial greenhouse development typically requires a minimum of two acres of land to allow for facilities, outdoor growing areas, parking, and buffers. A location near a highway is preferable to handle heavy truck traffic and efficient transport to markets. The amount of water needed depends on many factors, including type of plants, climate, and irrigation system.

#### COMMERCIAL GREENHOUSE:

*According to the New Mexico State University (NMSU), the southwest is an ideal area for greenhouse plant and vegetable production because of the abundance of sunlight, especially high winter light intensity, moderate winter temperatures, low humidity, and easy access to markets.*

There are many crops that are suitable for greenhouse production such as lettuce, tomatoes, roses, small fruit trees, bedding plants, herbs, etc. Some commercial scale greenhouses grow with hydroponic techniques, which essentially use mineral-rich nutrient solutions instead of soil in a controlled environment. Producers of hops and other plants can grow starter plants in greenhouses to market and ship to growers nationally.

### SMALL-SCALE MANUFACTURING

Downtown Clayton contains several vacant buildings that may be suitable for small-scale manufacturing, which would add to the vibrancy of the Downtown area and create jobs. Clayton MainStreet has been exploring the idea of transforming the historic Farmers and Stockmens (F&S) Building on the corner of Main and First Streets into a mixed-use building that could hold space for small-scale manufacturing.

The economic impact of small-scale manufacturing include:

- On average, these businesses employ 10-30 employees, and often wages are higher than other small businesses.
- Small-scale manufacturing is moderate to low intensity. With the advent of 3-D Printing technology, products can be created in small spaces and with little to no impact on surrounding businesses.
- Locally-owned and operated businesses can more efficiently use local raw products. This strengthens the local supply chain by reinvesting locally at a much higher rate than non-local chains.
- Online retail is a vast marketplace. This allows manufacturers to target their products to specific customers outside their local area.
- Small-scale manufacturers can use a hybrid model, where the manufactured goods are also retailed, such as a brewery or boutique body products. Showing these products in storefront within a walkable area, such as Downtown Clayton, would add to the vibrancy of the area.

- Potential entrepreneurs in small-scale manufacturing businesses often come from different socioeconomic, cultural, and educational backgrounds. This can give economic security to populations often left out of the traditional job market.
- Unusual spaces, such as abandoned commercial properties or older buildings that do not match modern retail environments, are ideal for small-scale manufacturing.
- Larger spaces can be transformed into co-working or mixed use production spaces. Educational institutions can benefit from these types of spaces with students using space for training or internships.

The creation of food products is an example of small-scale manufacturing that often includes breweries. Attracting a brewery that uses locally grown and processed hops would bring more people and create more vibrant activity in Downtown Clayton.

### **PUBLIC/PRIVATE PARTNERSHIPS**

Public/private partnerships are a powerful tool in creating strong economic development. According to the Urban Land Institute (ULI), public/private partnerships are considered “creative alliances” formed between a government entity and private developers to achieve a common purpose. Creating successful public/private partnerships takes dedication and collaboration to take on development challenges.

The following list is from “The Ten Principles to Successful Public/Private Partnerships” (ULI, 2005):

- Prepare properly for public/private partnerships;
- Create a shared vision;
- Understand your partners and key players;
- Be clear on the risks and rewards for all parties;
- Establish a clear and rational decision-making process;
- Make sure all parties do their homework;
- Secure consistent and coordinated leadership;
- Communicate early and often;
- Negotiate a fair deal structure; and
- Build trust as a core value.

The Town of Clayton owns a substantial amount of vacant land that could be used for the development of new residential, commercial, or industrial uses. The Two important tools available to New Mexico communities that help facilitate public/private partnerships and stay in compliance with the state’s Anti-Donation Clause include Affordable Housing Plans (developed in accordance with the New Mexico Affordable Housing Act) and Metropolitan Redevelopment Area Plans (developed in accordance with the New Mexico Metropolitan Redevelopment Act). Creating public/private partnerships is not easy, but successful ventures help create trust amongst multiple stakeholders to the economic benefit of the entire community.

### RENEWABLE ENERGY

New Mexico is well poised to become one of the leaders in renewable power generation. With wind farms and transmission line projects ready to be developed in Union County, Clayton residents can train to be wind turbine technicians and inspectors, which are among the fastest growing jobs in the United States. As shown above, over 50% of respondents were interested in training for renewable energy jobs, including wind and solar.

#### RENEWABLE ENERGY JOBS:

*In FY2019, the New Mexico State Land Office reported that it received more than 1,300% increase in solar energy lease payments as compared to 2018, and a more than 400% increase in wind energy lease payments.*

*According to the Solar Energies Industries Association, New Mexico is ranked 16th in the nation for number of solar installations, with enough solar installed to power 205,000 homes. The report also showed that 2,168 New Mexicans hold solar-based employment. The American Jobs Project, a nonprofit think tank that aims to identify local pathways to advanced energy employment, predicts that through 2030 advanced solar technology can support more than 6,800 directly related jobs in New Mexico. (Source: Albuquerque Business First, Aug 2019)*

As power generation jobs become available through wind farm development in Union County, residents can receive training at Clovis Community College through the Industrial Technology Program, which prepares graduates to operate and maintain industrial equipment in production plants and wind farms. Clayton Public Schools could coordinate with Clovis Community College for distance learning availability for this training.

### HIGHWAY COMMERCIAL

Over 85% of respondents to the community survey indicated that Clayton needed additional commercial retail and services to serve residents. Highway commercial services can help fill that demand for commercial services. The US 87 corridor is an excellent location for many highway commercial businesses, such as restaurants, gas stations, and convenience stores. This would allow businesses to capture a greater share of sales by travelers.

The Future Land Use Scenario identifies appropriate locations for highway commercial. The Town of Clayton should complete a follow up effort to rezone properties in accordance with the Future Land Use Scenario and use LEDA funds to help attract and support business development along the corridor.

### SMALL BUSINESS INCUBATOR

The New Mexico Economic Development Department cites studies that show small business incubators have a survival rate of 87%, while only 44% of small businesses working in isolation survive. Small business incubators foster the creation of new jobs, enhance entrepreneurship, assist in business retention, build or accelerate growth within industries, and diversify local economies. Small business incubators offer start-up and small businesses with resources that are outside their capabilities during early stages.

Incubators provide below market retail space, flexible lease terms, access to technology, financing, marketing, and other business development services.

Establishing a small business incubator in Clayton would have a catalytic economic impact on the community. A small business incubator could help facilitate a variety of products from local manufacturers, agribusinesses, artists, and others. Understanding who might be interested in participating in such a facility and undertaking a feasibility study would be good steps for the Town of Clayton to take.

Clayton has explored the possibility of locating a small business incubator on South First Street in an old fire station. Referred to as the “Rabbit Ears Small Business Incubator”, this could be accomplished as a joint effort between the Town of Clayton and Union County. There are many good examples of small business incubators in New Mexico to draw from, such as the HUB in Aztec, Santa Fe Small Business Incubator, South Valley Economic Development Center, etc. The New Mexico Economic Development Department (NMEDD) would be a good resource for Clayton to utilize in determining the feasibility of the business incubator.

### SMALL BUSINESS DEVELOPMENT CENTER

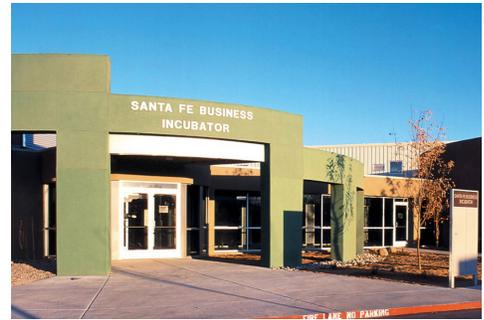
Mesalands Community College in Tucumcari hosts the Small Business Development Center (SBDC) for the region. The SBDC exists to:

- Facilitate entrepreneurial education and business assistance activities;
- Promote community-based business development; and
- Foster cooperative relationships with business assistance statewide.

Small business entrepreneurs in Clayton can utilize the SBDC for assistance with:

- Developing a business plan;
- Accessing capital;
- Financial and bookkeeping;
- Human resource issues;
- Taxes;
- Marketing;
- Government contracting; and
- International trade.

The SBDC is a valuable resource for the Clayton community and can help grow the small business environment in Clayton.



*Small business incubators in New Mexico.*

## 4.9 ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, & STRATEGIES

**Economic Development Goal 1: Pursue a sustainable and stable economy that fosters new business investment and employment opportunities, and retention and expansion of small businesses.**

*Objective 1.1: To stem the leakage and capture a greater share of consumer expenditures.*

*Objective 1.2: To expand business and employment opportunities for local residents and youth.*

*Objective 1.3: To encourage the growth of local business owners that can help Clayton achieve a higher level of self-sufficiency.*

**Economic Development Strategy 1.1:** Develop a recruitment strategy for industries that are complementary to existing business clusters in Clayton and Union County, including value-added agriculture, tourism support services, renewable energy, food manufacturing, warehouse and distribution, and law enforcement.

**Economic Development Strategy 1.2:** In conjunction with the Clayton-Union County Chamber of Commerce, develop a marketing initiative that provides information on available tax incentives, job training initiatives, available commercial and industrial sites, and desired businesses to companies interested in expanding or relocating to Clayton.

**Economic Development Strategy 1.3:** Work with local banks and economic development organizations to offer access to capital to small businesses through a revolving-loan fund.

**Economic Development Strategy 1.4:** In conjunction with Union County, complete a study that determines the feasibility of developing the "Rabbit Ears Small Business Incubator" that utilizes locally grown, created, or manufactured products and services.

**Economic Development Strategy 1.5:** Coordinate with Mesalands Community College on providing information and outreach to Clayton residents regarding the small business development center (SBDC) at the College.

**Economic Development Strategy 1.6:** Work with the Clayton-Union County Chamber of Commerce on developing and promoting a "Support Local Business" program.

**Economic Development Goal 2: Strengthen and promote Clayton as a tourism destination and the northeastern New Mexico hub for outdoor recreation.**

*Objective 2.1: To capture more tourism dollars from visitors to the Clayton Lake State Park and Dinosaur Trackways, Clayton Lake Observatory, Capulin Volcano National Monument, Santa Fe Trail National Scenic Byway and Historic Trail, Stephen M. Bush Memorial Shooting Range, and other local and regional attractions.*

*Objective 2.2: To foster an increase in the number of businesses that cater to tourists (e.g., motels, hotels, restaurants, outdoor recreation stores, etc.)*

*Objective 2.3: To expand tourism and visitors to Clayton from locations throughout New Mexico and travelers from the neighboring states of Texas, Oklahoma, and Colorado.*

**Economic Development Strategy 2.1:** Develop a marketing package that highlights the unique aspects of Clayton, including its historic downtown, wide array of outdoor recreational opportunities and assets, and the Dinosaur Trackway.

**Economic Development Strategy 2.2:** Promote Clayton as a community that has an unmet demand for the development of new motels, hotels, restaurants, and other hospitality uses. Work with the Clayton-Union County Chamber of Commerce on identifying potential developers of hospitality related amenities.

**Economic Development Strategy 2.3:** Develop a brand and promote Clayton to communities throughout New Mexico (including the Albuquerque metropolitan area), and to other neighboring states, through social media, print media, and television.

**Economic Development Strategy 2.4:** Allocate a portion of lodgers' tax revenues towards marketing Clayton as a tourism destination.

**Economic Development Goal 3: Pursue the development of the Clayton Business Park as the local and regional community's primary commercial and industrial center.**

*Objective 3.1: To attract new businesses that are involved in trucking, warehousing and distribution, value-added agriculture, and renewable energy.*

*Objective 3.2: To become a viable business hub on the Ports-to-Plains Corridor (US 87) through New Mexico.*

*Objective 3.3: To coordinate with the local business community and economic development organizations, including the Clayton Union County Chamber of Commerce, Clayton MainStreet, and the New Mexico Economic Development Department on local and regional economic development initiatives.*

**Economic Development Strategy 3.1:** Identify and recruit potential businesses related to warehousing and distribution, value-added agriculture and production, renewable energy, storage, and other industries to the Clayton Business Park.

**Economic Development Strategy 3.2:** Create an incentive package for businesses interested in locating at the Clayton Business Park. Incentives may include fee and utility waivers, property tax abatement, Industrial Revenue Bonds, utility extensions, etc.

**Economic Development Strategy 3.3:** Create a brand for the Clayton Business Park and incorporate it into recruitment materials and signage along US 87 and US 56.

**Economic Development Strategy 3.4:** Identify and pursue funding for extending natural gas services to the Clayton Business Park.

**Economic Development Goal 4: Create a well-trained workforce able to attract new industry sectors.**

*Objective 4.1: To ensure the Clayton workforce is adequately trained for future employment opportunities in health care professions, technology, renewable energy, law enforcement and corrections, and building trades.*

*Objective 4.2: To achieve a higher level of economic prosperity by raising the median household income.*

*Objective 4.3: To encourage higher enrollment in workforce training and higher education programs.*

**Economic Development Strategy 4.1:** Work with local employers on seeking workforce investment funding (Job Training Incentive Program - JTIP) from the New Mexico Economic Development Department and other entities.

**Economic Development Strategy 4.2:** Coordinate with Clayton Municipal Schools, Luna Community College, Clovis Community College, and Mesalands Community College on developing and expanding workforce training programs related to existing and future business clusters in the region, including healthcare, technology, renewable energy, law enforcement and corrections, and building trades.

**Economic Development Strategy 4.3:** Provide outreach and information about existing vocational and online classes offered at Luna Community College, Mesalands Community College, and Clovis Community College.

**Economic Development Goal 5: Promote Downtown Clayton as the community's retail and cultural activity center.**

*Objective 5.1: To encourage a higher level of retail sales, tourism expenditures, and community activities in Downtown Clayton.*

*Objective 5.2: To participate in public/private partnerships in the redevelopment or adaptive reuse of vacant and/or underutilized buildings and properties in Downtown Clayton.*

*Objective 5.3: To encourage the development of new retail stores, restaurants, and entertainment venues in Downtown Clayton.*

**Economic Development Strategy 5.1:** Coordinate with New Mexico MainStreet on submitting an application to the New Mexico Finance Authority for a Metropolitan Redevelopment Area (MRA) Plan grant. The Downtown MRA Plan will be an update to the Clayton MainStreet Master Plan, and should identify new private redevelopment projects, public sector investment projects, and support actions.

**Economic Development Strategy 5.2:** As a follow-up action to creating a Metropolitan Redevelopment Area Plan for Downtown Clayton identified in Chapter 3: Land Use, recruit new sit down restaurants, retail businesses, and mixed-use projects to rehabilitate and locate in existing vacant buildings within Downtown Clayton.

**Economic Development Strategy 5.3:** Prioritize capital improvement projects, including sidewalks, streets, and utility improvements, for Downtown Clayton and incorporate these projects into the Infrastructure Capital Improvement Plan (ICIP).

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# CHAPTER 5: HOUSING & NEIGHBORHOODS





## 5.1 INTRODUCTION

A house is not just a building it is a home; a place that shelters, protects, and nurtures its occupants. Ample housing that is affordable and safe provides the foundation for transforming quality of life by leading to better health, financial stability, and population diversity. Affordable housing draws people into communities that can provide essential services such as teachers, emergency service workers, and medical professionals. The Housing and Neighborhoods element provides an overview of household characteristics; available housing options; and resources for housing assistance. It provides the foundation for creating an affordable housing plan and associated affordable housing ordinance that will facilitate bringing more housing options to the community.

## 5.2 HOUSING PROFILE

### HOUSEHOLD CHARACTERISTICS

Between 2010 to 2017, the total number of households in Clayton decreased by 13.6%. However, the average household size increased from 2.26 to 2.63 persons, a 14.1% change. Family households (members related by birth or marriage) comprised 59.4% of all households and non-family households represented 40.6%. There was a 25.1% decrease of family households with children under 18, while family size increased by 16.5%, which could be attributed to extended family living in the same household with grandparents or adult children.

Between 2010 and 2017, there was a 9.8% decrease in non-family households (unrelated members). Householders living alone decreased; however, those 65 and over living alone increased by 27.7%.

Household by Type	2010	2017	% Change 2010-17
Total Number of Households	1,025	902	-13.6%
Family Households	60.8%	59.4%	-16.2%
With own children under 18 years	25.4%	23.1%	-25.1%
Non-family Households	39.2%	40.6%	-9.8%
Householder living alone	36.9%	37.5%	-11.8%
Householder 65 and older	14.6%	20.2%	27.7%
Households with individuals under 18	30.0%	22.2%	-4.0%
Households with individuals 60+	34.6%	47.9%	-8.4%
Average Household Size	2.26	2.63	14.1%
Average Family Size	2.89	3.46	16.5%

Source: U.S. Census Bureau and American Community Survey 5-year Housing Estimates, 2013-2017.

**HOUSING UNITS, OCCUPANCY, and TYPES**

In 2017, there were a total of 1,317 total housing units in Clayton, 40 units less than in 2010. Of the 2017 housing units, 902 (68%) were occupied and 415 (32%) were vacant. Vacant units grew by 22.4% between 2010 and 2017, which is a significant concern as expressed by Clayton residents at public meetings and in the Community Survey.

Of the estimated 1,317 housing units in Clayton, over 83% were single-family detached structures. This is a much higher percentage than New Mexico as a whole, which had approximately 64% single-family homes. The percentage of housing structures that contained more than 2-units (apartments) was 16.4%, which was significantly less than New Mexico as a whole at 32%. Clayton also had fewer mobile homes (10.3%) as compared to New Mexico (16.9%). This underscores the importance of providing a more diverse, affordable housing stock in Clayton.

**TABLE 5.2: HOUSING TENURE**

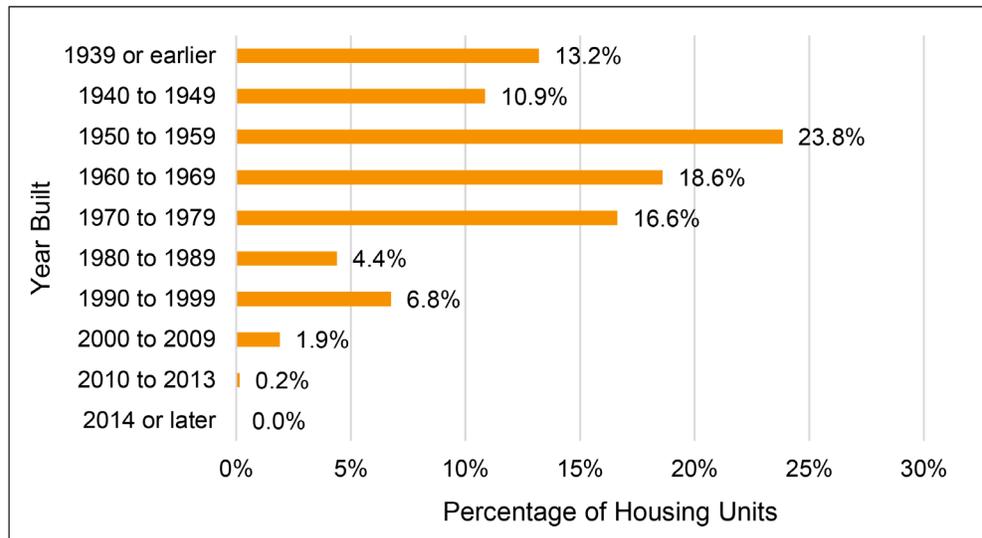
Occupied Housing Units	2010	2017	% Change 2010-2017
Total Housing Units	1,347	1,317	-2.2%
Occupied Housing Units	1,025	902	-13.6%
Vacant Housing Units	322	415	22.4%

Source: U.S. Census Bureau and American Community Survey 5-Year Estimates, 2013-2017.

**AGE OF HOUSING**

Over 66% of Clayton's housing stock was built before 1970. In comparison, New Mexico's housing stock built before 1970 was 29%. Most of the houses (23.8%) were built between 1950 to 1959. New home construction dropped off in Clayton after 1979, with only 13.3% of the housing stock constructed between 1980 and 2014. This is considerably lower than New Mexico as whole, where the share of houses built during the same time period was approximately 53%.

**FIGURE 5.1: AGE OF HOUSING**



Source: U.S. Census Bureau, American Community Survey 2013-2017, 5-year Estimates.

**VACANCY RATE**

Vacancy rate is the proportion of the housing inventory that is vacant and available for sale or rent to new occupants. Vacancy rates under 5% are considered low and above 8% are considered high in rural areas. If the numbers are high, an area may see valuations deteriorate for lack of demand. If they are low, it suggests the community does not have adequate inventory available for new occupants. These numbers can help municipalities in determining the need for new housing initiatives and programs.

In 2017, Clayton had low vacancy rates - a homeowner vacancy rate of 2.7% and a rental vacancy rate of 4.7%. In comparison, the average vacancy rates for New Mexico were 4.1% for homeowner and 8.9% for rental. The Clayton vacancy rates provide strong evidence that the housing inventory is not adequate to meet the community's needs and an effort to attract and build more housing of all types would be beneficial and help to fill the housing gap that currently exists in Clayton.

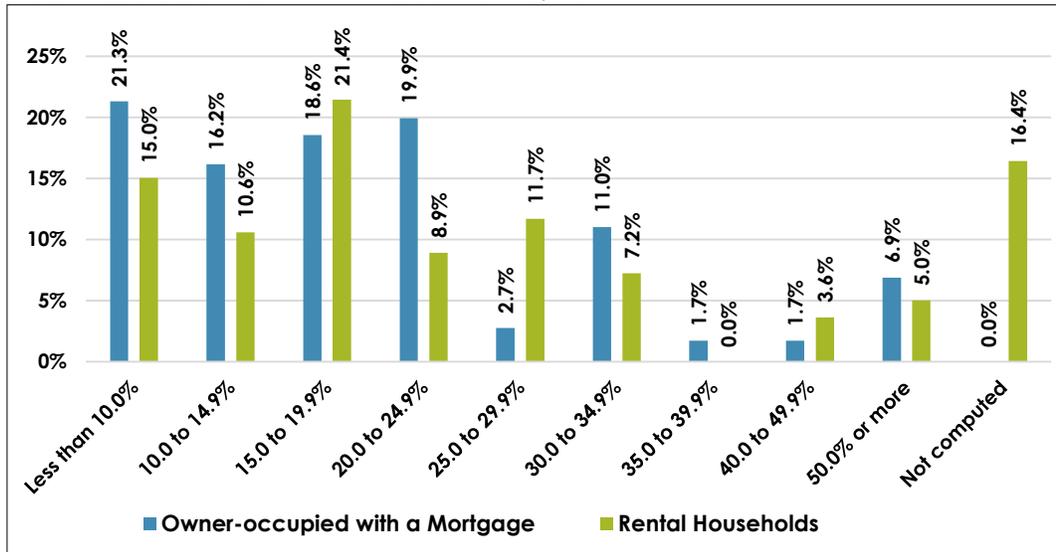
**COST-BURDENED HOUSEHOLDS**

Housing and utilities are typically the largest monthly expenses for most households. The U.S. Department of Housing and Urban Development (HUD) considers households that pay over 30% of household income to housing and utility costs to be "cost-burdened" and households that pay more than 50% are considered "severely cost-burdened."

In 2017, there were 291 owner-occupied households with a mortgage in Clayton. Of those total households, 21.3% were considered cost-burdened, including 6.9% severely cost-burdened. In comparison, there were 30.8% cost-burdened, including 1.3% severely cost-burdened, owner-occupied households in New Mexico as a whole.

Clayton renter-occupied households numbered 359 in 2017. Of those renter households, 15.8% were cost-burdened, including 5.0% severely cost-burdened. These rates are significantly lower than the state average where there were 44.5% cost-burdened rental households, including 22.6% severely cost-burdened.

**FIGURE 5.2: COST-BURDENED HOUSEHOLDS, 2017**



Source: U.S. Census Bureau, American Community Survey 2013 -2017 5-Year Estimates.

### **5.3 HOUSING CONDITIONS**

A survey of Clayton land use and general housing conditions was conducted by Consensus Planning at the start of the planning process. It was observed that the condition of housing conditions in Clayton vary by neighborhood. For ease of review, the community is shown divided into five areas. A general description of each of these five areas is provided, as well as a corresponding map that illustrates the residential areas. It should be noted that large areas of the overall Clayton municipal boundaries, particularly to the east, are excluded on the map because they do not contain residential subdivisions or development.

#### **DOWNTOWN CLAYTON**

Older neighborhoods in the Downtown area near Main Street were observed to have the highest level of rehabilitation needs. These areas also had a greater number of vacant homes. Conditions included peeling paint, boarded windows, deteriorated roofs, unkempt yards and junk, and fence issues.

#### **NORTH CLAYTON**

The northernmost area of Clayton contains larger residential/agricultural lots, many of which appear to be vacant. A subdivision north of Santa Fe Avenue and east of West Street contains what appears to be the most recently constructed homes in Clayton. This subdivision contains about 15 larger than average homes for Clayton. The subdivision has not been fully built out and vacant lots are scattered throughout. Areas to the east of Downtown and north of Maple Street are more established neighborhoods with larger homes in good condition.

#### **CENTRAL CLAYTON**

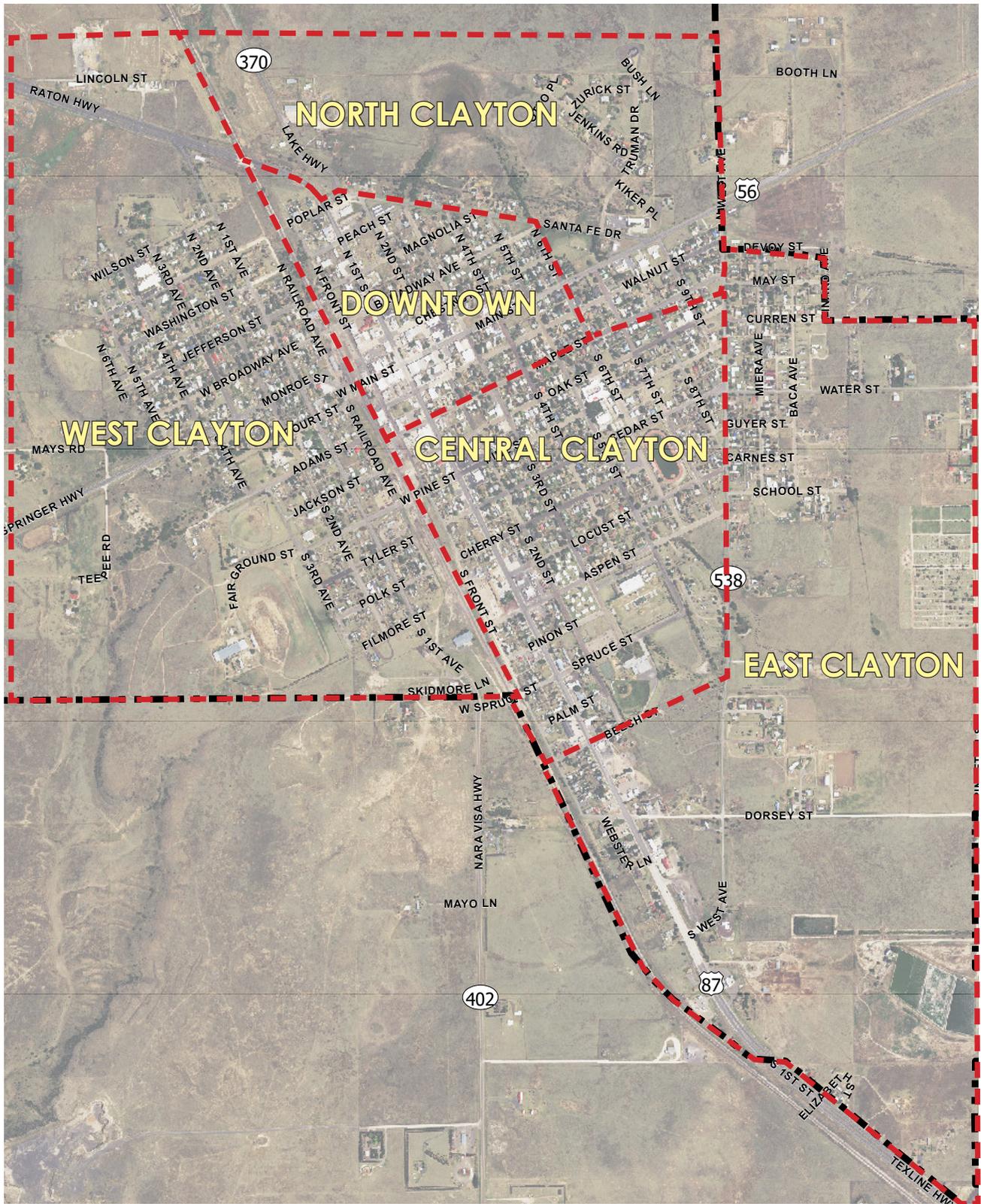
Housing south of Downtown near the Clayton High School - the central area of Clayton - were observed to be in good condition and had a smaller number of vacant houses as compared to Downtown. This area includes the 40-unit Clayton Housing Authority multifamily duplex development. Further south near Beech Street there are larger residential lots that were more recently developed.

#### **WEST CLAYTON**

In the area west of the railroad near the Union County Hospital, Union County Courthouse, and Union County Fairgrounds many of the homes were observed to be in poor condition with a high level of vacancies. Homes further north in neighborhoods around the Union County Hospital were more recently developed and have a higher level of occupancy. These homes appear to be well maintained. Residential located near the Raton Highway (Highway 64/87) are larger parcels in residential/agricultural use.

#### **EAST CLAYTON**

The area east of West Avenue contains a mix of large and average size lots with single family homes that appear to have been built more recently. The Town's only mobile home park is in this area just east of Miera Street. The area south of Water Street and north of School Road near the Golf Course contains several vacant platted lots. This is also true for the area north of Dorsey Road and east of West Avenue. In this area, several subdivisions appear to have been approved, but few homes have been built. In the southernmost section of east Clayton are larger lots in residential/agricultural use.



Note: large areas of the overall Clayton municipal boundaries, particularly to the east and north, are excluded on the map because they do not contain residential subdivisions or development.

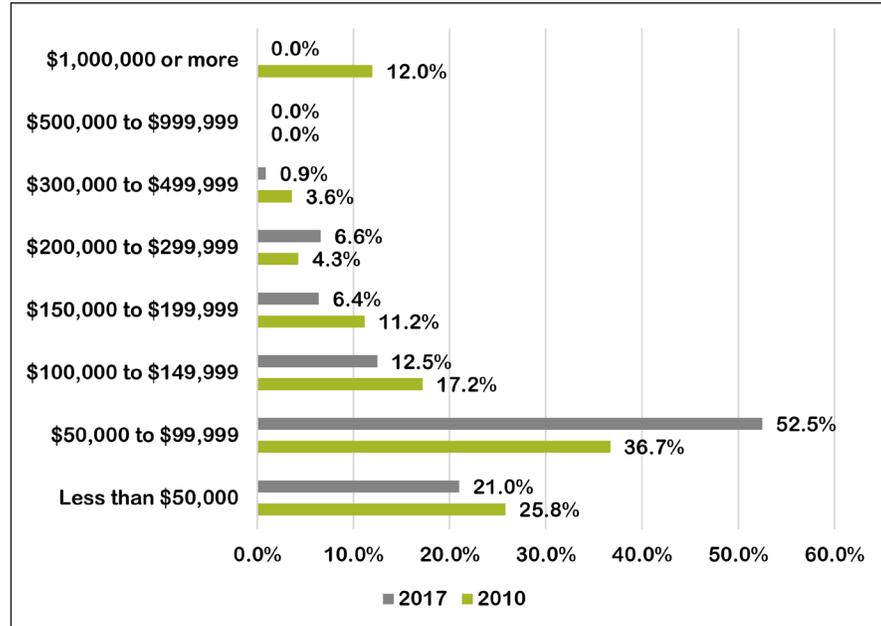
**Town of Clayton  
Comprehensive Plan  
GENERAL HOUSING CONDITIONS**

## 5.4 HOUSING MARKET and PROPERTY VALUES

### HOUSING MARKET

In 2017, the average housing value for owner-occupied units in Clayton was \$76,100, approximately \$9,100 less than in 2010. Most homes (52.5%) were valued at between \$50,000 to \$99,999. The 2017 housing values in Union County were slightly higher than Clayton with a median home price of \$89,500.

**FIGURE 5.3: PROPERTY VALUES, 2010-2017**



Source: U.S. Census Bureau, American Community Survey 2013 -2017 5-year estimates.

The median list price for houses on the market increased between 2018 and 2019, from approximately \$15,000 to \$54,000. This is significantly lower than New Mexico as a whole, where the median list price during the same time period was approximately \$232,000. Occasionally, because there are very few homes on for sale in Clayton, the median list price indicator can fluctuate dramatically over short periods when a higher value home enters and/or exits the market. For example, in December 2018, the median list price in Clayton was \$137,000. In February, the list price fell to \$57,000 due to one large property leaving the market.

On average, homes in Union County as a whole were on the market for 100 to over 300 days from January 2018 through April 2019. Overall, New Mexico homes averaged approximately 100 days on the market.

### RENTAL MARKET

Of the 487 rental units in Union County in 2017, 359 were in Clayton. Rental units represented 40% of all 902 occupied housing units. There were 49.1% of renters that paid between \$500 to \$999 gross rent per month and 44.5% paid less than \$500 per month. Median gross rent paid in Clayton was far lower at \$504 than New Mexico as a whole, which was \$803.

## 5.5 SPECIAL POPULATION HOUSING NEEDS

### SENIOR HOUSING

There are limited options for senior housing in Clayton. Participants in the public meetings and those that took the community survey identified senior housing as one of the most important housing needs in Clayton. With an aging population, Clayton anticipates that housing benefiting the senior population will become more important in the future. According to community members, seniors often rely on family members for housing support when needed. As shown in the data, more seniors are living alone and as family households are increasing, it may be due to older family members living with adult children.

### Clayton Nursing and Rehabilitation

Clayton Nursing and Rehabilitation is a 45-room nursing facility located near the Union County General Hospital. It offers post-hospital, short term rehabilitation, respite care, skilled nursing, palliative care, and a variety of specialized medical services such as stroke care, pain management, physical therapy, and psychiatry services. Residents can take part in a variety of activities, including arts and crafts, health and wellness, and social programs.

### POPULATION WITH A DISABILITY

As defined by the US Census Bureau, "Population with a Disability" refers to those with a hearing, vision, cognitive, ambulatory, self-care, or independent living difficulty. The non-institutionalized population in Clayton living with a disability was 495. Of those, the highest percentage living with a disability were 75 years and over (50.3%). Disability types most prevalent in the population were those with an ambulatory difficulty (12.0%) and those with a independent living difficulty (10.3%). This points to a general need to provide adequate and safe housing for the senior population with a disability who may have a higher need for assisted living facilities.

### VETERANS

The Veterans' Administration estimates that one-third of adult homeless men and nearly one-quarter of all homeless adults have served in the armed forces. This population is considered at risk due to poverty, lack of support from family and friends, and precarious living conditions in overcrowded or substandard housing. It is estimated that almost half of all homeless veterans suffer from mental illness, more than two-thirds suffer from alcohol or drug abuse, and nearly 40% have both psychiatric and substance abuse disorders.

In 2017, the veteran population in Clayton was 204. Of those, 19% were living with a disability. Veterans constituted 11.2% of the 480 residents in Clayton who are living below the poverty level.

Ensuring safe and secure housing and resources for the veteran population can be supported by the New Mexico Office of Veteran's Services located in Las Vegas. The Las Vegas office makes regular visits to Clayton to assist veterans with benefits, including home loan guarantees, and disability, educational, and survivor benefits.

## 5.6 HOUSING RESOURCES

### CLAYTON HOUSING AUTHORITY

The Clayton Housing Authority helps provide public housing for elderly and low income families through the management of Low Rent Public Housing. The program is income based and eligibility guidelines are set by HUD.

The Clayton Housing Authority currently manages 51 units, including 20 duplexes; ten single-family homes; and one mobile home. Most of the housing units are one-bedroom; however, two-, three-, and four-bedroom units are available. The average rent is approximately \$400 for one-bedroom units. Most of the one-bedroom units are occupied by elderly singles. According to the Clayton Housing Authority Manager, on average, units have an average occupation rate of 94-98%. Clayton Housing Authority manages an active Facebook page and posts available rental units in a timely manner.



*Clayton Housing Authority on Aspen Street.*

### GOLDEN SPREAD RURAL FRONTIER COALITION

Golden Spread Rural Frontier Coalition is a non-profit organization that provides funding support for affordable housing initiatives in Clayton and other New Mexico counties. Golden Spread manages the Walnut Street Courtyard Homes, a low income rental housing development with 25 units. Golden Spread recently acquired five homes that will be redeveloped for low income housing.

According to Golden Spread, approximately 75% of the residents of Walnut Street Courtyard Homes are families. Most units are two-bedrooms and rent for \$400 per month. Golden Spread also anticipates renting a three-bedroom home for about \$600 per month. Golden Spread accepts Section 8 Vouchers; however, the Eastern Regional Housing Authority does not have vouchers available at this time.

The Walnut Street units have an average occupancy of about 97% and there is not much turnover in tenants. Golden Spread would like to expand its housing services in Clayton and Union County, but struggles to find properties that are suitable to develop in a cost effective manner.

**EASTERN REGIONAL HOUSING AUTHORITY**

The Eastern Regional Housing Authority provides affordable housing vouchers within 12 counties in Eastern New Mexico, including Chaves, De Baca, Eddy, Guadalupe, Harding, Lea, Lincoln, Otero, Quay, Roosevelt, Union, and Curry counties. It is one of three regional housing authorities that operate under the supervision of the New Mexico Mortgage Finance Authority (MFA). The MFA provides funding, training and technical assistance to the Eastern Regional Housing Authority, which in turn supports affordable housing by distributing and managing Section 8 Housing Choice Vouchers and other federal rental assistance programs. The Eastern Regional Housing Authority is also responsible for cultivating partnerships between local governments, the state, and the private sector to plan and finance additional affordable housing construction in Eastern New Mexico.

**5.7 ISSUES and OPPORTUNITIES****VACANT HOUSING**

Vacant and abandoned properties can have a strong negative impact on the quality of life in a neighborhood, diminish the value of nearby properties, and impose fiscal burdens on municipalities as the units begin to attract criminal activity and vandalism. Vacant properties are a result of many complex issues ranging from absentee owners that do not maintain homes or local property owners that simply cannot afford to rehabilitate or fix expensive repairs leaving the home to deteriorate. Demolition of homes is problematic as it leaves a vacant lot in its place. Government options to address vacant housing, such as condemnation and demolition, are expensive and often do not provide a net cost benefit to the municipality.

**AFFORDABLE HOUSING**

Several community participants expressed concerns about Clayton's lack of affordable rental housing units. Over 76% of respondents to the community survey agreed that Clayton needs to increase its supply of affordable housing. According to the Clayton Housing Authority and Golden Spread, Clayton has adequate low-income housing available; however, there is not enough affordable housing for moderate income households. All multi-family projects in Clayton are public housing and managed by the Clayton Housing Authority.

Clayton anticipates that as the state assumes management of the Northeast New Mexico Detention Facility and pay rates increase, workers will be drawn to Clayton. There is a concern that Clayton does not have enough available housing for those workers and their families.

There is a strong opportunity for developing new rental housing in Clayton. Once an affordable housing plan and ordinance are in place, the Town of Clayton could partner with developers for multi-family residential in vacant buildings in the Downtown area. Old historic buildings can be converted to mixed use development with housing units on the upper floors and commercial on the first floors. This would help energize Downtown and provide additional rental units for the Town. Redevelopment of scattered vacant houses and buildings would provide more options for affordable housing development.

## 5.8 HOUSING & NEIGHBORHOODS GOALS, OBJECTIVES, and STRATEGIES

### Housing and Neighborhoods Goal 1: Ensure Clayton residents have equal access to a diverse range of safe and affordable housing types.

*Objective 1.1: To meet the basic housing needs of Clayton residents.*

*Objective 1.2: To expand workforce housing opportunities, particularly for those workers employed in education, health care, law enforcement, and corrections.*

*Objective 1.3: To decrease the number of cost-burdened households (i.e., spending more than 30% of their household income on housing and utility costs).*

*Objective 1.4: To accommodate the housing needs of single parent households, people with disabilities, veterans, elderly, and other special populations.*

**Housing and Neighborhoods Strategy 1.1:** Complete and submit an application to the New Mexico Mortgage Finance Authority (MFA) to fund the creation of an Affordable Housing Plan that complies with the New Mexico Affordable Housing Act, as amended. The Affordable Housing Plan should be accompanied by an Affordable Housing Ordinance. As part of this strategy, determine the feasibility of developing a joint Affordable Housing Plan with Union County.

The Affordable Housing Plan should contain at a minimum:

- A comprehensive community and housing profile that includes demographic characteristics, household characteristics, economic profile, and local housing market conditions;
- Assessment of existing and projected housing needs by Average Median Income (AMI) levels, including for-sale housing, rental housing, and housing for special needs populations;
- Assessment of existing housing conditions and quantification of the existing housing stock that is vacant and/or have major rehabilitation needs;
- Analysis and proposed solutions to the regulatory (zoning and land use development codes), non-regulatory (fees, infrastructure capacity, environmental, land availability, financial), and policy constraints to affordable housing;
- Goals, policies, and quantifiable objectives to meet affordable housing needs (rental and owner-occupied) within a planning horizon of five years; and
- Public participation and input.

**Housing and Neighborhoods Strategy 1.2:** Develop an inventory of land and buildings owned by the Town of Clayton that would be appropriate and available for donation to an affordable housing program. The inventory

should be completed in conjunction with the development of an Affordable Housing Plan and used as an incentive for private developers/builders of affordable housing.

**Housing and Neighborhoods Strategy 1.3:** Work with the State of New Mexico to identify the appropriate location for a mobile home park that could house new employees of the Northeast New Mexico Detention Facility.

**Housing and Neighborhoods Strategy 1.4:** Work with the Clayton Housing Authority and Golden Spread Rural Frontier Coalition on developing an educational program that provides information on:

- Available affordable housing programs, credit counseling, first time home buyer programs;
- Rehabilitation and maintenance assistance programs for seniors and veterans;
- Down payment and closing cost assistance; and
- Referrals to local MFA-approved lenders.

**Housing and Neighborhoods Goal 2: Promote the safety, security, and stability of residential neighborhoods in Clayton.**

*Objective 2.1: To address the negative impact of blighted properties on residential neighborhoods.*

*Objective 2.2: To support the rehabilitation and redevelopment of existing substandard and abandoned housing structures.*

*Objectives 2.3: To foster community pride through the on-going maintenance and repair of public streets and sidewalks within existing residential neighborhoods.*

**Housing and Neighborhoods Strategy 2.1:** Once an Affordable Housing Plan has been completed by the Town of Clayton, seek partnerships with private developers to rehabilitate vacant and abandoned housing in Clayton's neighborhoods.

**Housing and Neighborhoods Strategy 2.2:** Work with community volunteers on establishing a "House of the Month" program that recognizes the efforts by property owners to improve the appearance of their properties.

**Housing and Neighborhoods Strategy 2.3:** Work with the New Mexico Clean & Beautiful (program managed by the New Mexico Tourism Department) on applying for grants to fund beautification projects, litter control, recycling, xeriscape, graffiti eradication, and community stewardship.

**Housing and Neighborhoods Strategy 2.4:** Evaluate, prioritize, and systematically improve sidewalks and streets within existing neighborhoods.

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# CHAPTER 6: INFRASTRUCTURE





## 6.1 INTRODUCTION

Infrastructure provides the basic building blocks for living in an urban community. It dictates the ability to support the health, safety, and welfare for residents and attract future economic growth and development. The maintenance, continued expansion, and investment in the Town of Clayton's infrastructure systems are key elements of the successful growth and sustainability of the community. The Town's various physical infrastructure systems are addressed in this section, including water supply, storage, and distribution; wastewater collection and treatment; storm water drainage; natural gas; solid waste collection and disposal; and other utilities, such as electricity, telephone, and internet services.

## 6.2 WATER RESOURCES and SERVICE

### WATER

The Town of Clayton's water supply is drawn from the Ogallala and Dakota formations of the groundwater aquifer in the Clayton underground water basin, which was declared by the New Mexico Office of the State Engineer (NMOSE) in 2005. The aquifer is located on the east side of Union County, near the Texas border.

Domestic water is provided by four production wells (see *Water Facilities map, page 102*). The 2005 Clayton Well inventory showed a total of 19 wells of which 14 wells were acquired from Ashley Farms and five wells were owned by the Town of Clayton. The Town also operates a water treatment plant to chlorinate the water prior to distribution.

The four wells in production include Well #9, Well 11B, Well 9AW, and Well 6AW. The main production comes from Well #9 with a reported 685 gpm discharge. The other wells are reported to produce between 270-350 gpm, for a total well production capacity of 1,605 gpm. The production wells deliver water with a quality that is adequate for domestic use; however, the water is very hard.

The Town of Clayton serves the community's domestic water needs with approximately 1,061 residential water meter connections and 162 commercial water meter connections. The water facility system has a storage capacity of 1,550,000 gallons, which is derived from two ground storage tanks (750,000 and 400,000 gal.), one 100,000-gallon elevated steel tank, and one 300,000 gallon "Aquastore" standpipe. These ground storage tank locations are located on the east side of Town near the Clayton Municipal Air Park (see *Water Facilities map, page 102*). The two ground storage tanks are proposed for renovation in the near future and are included in Clayton's 2020-2024 ICIP.

The latest total water pumping figure available from 2017 is 162 MG/year. This results in 0.443 MG/day total use rate. If storage is recommended to be three days of normal use, the necessary storage would be 1.331 MG. Since Clayton has 1.55 MG of storage, it can be concluded that there is adequate storage capacity.

The Town of Clayton 40-Year Water Plan was completed in 1997; however, it still is relevant to the Town's expected long-term water needs. While the 1997 population used in the 40-Year Water Plan was 2,484, there were more water connections and higher daily water use in 1997 than is currently used despite



Clayton's higher estimated 2017 population of 2,764. The 40-Year Water Plan estimated the typical daily water consumed in 1996-97 was 269 gallons per capita. As noted earlier, the 2017 annual production was 162 MG per year. With an estimated 2017 population of 2,764 residents, this calculates to 160 gallons per capita per day (308 gallons per minute).

The four present wells produce a total of 1,605 gpm. If the largest producing well went offline (685 gpm), the remaining three wells would still produce 920 gpm. As such, it appears the present wells have sufficient capacity to provide water for drought conditions, along with a reasonable population growth projection.

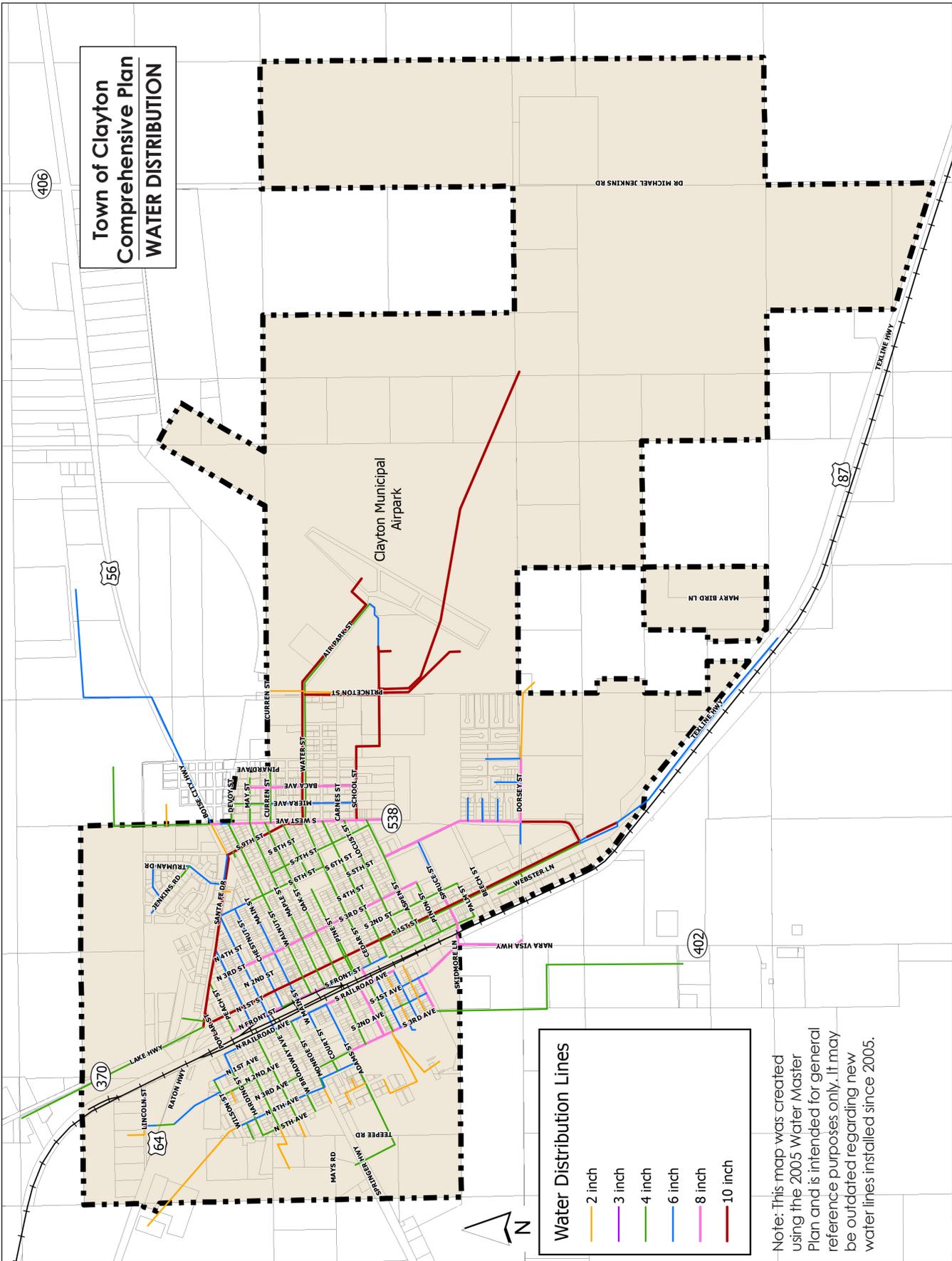
The 1997 40-Year Water Plan noted a concern with "unaccounted for" water. The annual pumped water figure in 1997 was 238 MG and the annual metered use figure was 172 MG. This identified an "unaccounted for" water amount of 66 MG per year, which is almost 28% of the total water pumped in the water system. Clayton reported in 2017 that the total pumped amount was 162.36 MG. If this is correct, it indicates that significant water use reductions have occurred between 1997 and 2017.

Although the Town of Clayton recently adopted a Drought Contingency Plan, it has not completed a Water Conservation Plan. A Water Conservation Plan would allow a detailed analysis of the water use and accurately determine "unaccounted for" water volumes. As part of the Water Conservation Plan, a GPCD analysis and an AWWA Water Audit would be performed. The Water Audit would also identify areas of strength and weakness for the Clayton water system.

It should also be noted that many water funding sources require a Water Conservation Plan (with annual GPCD and Audit updates) to be eligible for funding. It was also noted that a Water Master Plan was performed approximately 14 years ago. It is recommended that a utility master plan be completed to identify potential problems and projected needs for both the water and sewer systems. As noted above, many water funding sources require studies to be performed to verify specific utility system needs prior to requesting funding for those projects.

A Water System Inventory (WHPacific, 2010) included a water pipe summary by type and diameter from the 2005 ASCG Water Master Plan. This report showed water transmission and distribution is accomplished in Clayton by approximately 234,459 linear feet of 10", 8", 6", 4", and 2" cast iron and PVC pipe throughout the service area. A limited quality map of the water system is included on the next page. At the time of that study, there was approximately 1,000 feet of very small steel lines in service that have mostly been replaced at this time.

Generally, the water distribution system is in good condition; however, some of the smaller metal lines are still experiencing significant hardness buildup and deterioration. It was reported that the water meters were replaced recently, and the Town is taking steps to install meters at all municipal facilities that were previously not metered. The installation of the new "Radio Read" meters will reduce labor time associated with meter reading and will improve the accuracy of water delivery records along with reducing the amount of non-metered water. These actions will reduce lost water percentages for the water system.



A new water loop line was installed from US 87 to the Northeast New Mexico Detention Facility recently and steps are being taken to complete the water loop to the booster station. This looping will reduce water stagnation concerns with dead-end lines.

Town staff reported that the existing System Control and Data Acquisition (SCADA) equipment is not working properly and needs replacement. The Town has plans to replace this equipment.

### **FIRE PROTECTION**

The amount of water needed for fire flow (the rate of water flow at a residual pressure of 20 pounds per square inch necessary to control a major fire in a specific structure) was set at 1,000 gallons per minute for a two-hour duration with a residual flow of 20 PSI, according to the State of New Mexico and the National Fire Code.

The four groundwater wells and four storage tanks with a total capacity of 1.55 million gallons provide the Town with sufficient storage for fighting fires. The approximate 100 fire hydrants strategically located in the community offer adequate fire coverage, but the distribution lines cannot deliver the necessary fire flow of 1,000 gpm considered adequate for fire protection by the most recent Fire Code revisions. Fire protection capacity is being improved with the construction of the new water loop lines from the booster station to the Northeast New Mexico Detention Facility and connecting to the US 87 main water line.

In order to upgrade the system to conform to the current guidelines of the State of New Mexico and local Fire Marshal requirements for new businesses, as well as the National Fire Code water supply system standards, improvements to the system would be needed. A feasibility study for this effort is recommended to be included with a Water Master Plan to determine the most efficient method of meeting current fire flow requirements.

It is reported that the 2017 ISO Rating for Clayton is 5. With additional improvements to the water system in the fire protection category, the ISO rating may be able to be lowered, which would result in reduced home insurance premiums for the community residents.

### **WATER QUALITY**

Routine chemical monitoring of the Town wells required by the Federal Safe Drinking Water Act indicate no contamination of the water supply. According to a Source Water Assessment conducted by the State of New Mexico Environment Department, water quality data parameters are all within the requirements for a public water supply system. However, the water does possess high levels of hardness. The Town has had an excellent compliance history under the state regulations. There are no violations on record since 2011.

### **WATER RATES**

The Town of Clayton began a program to raise water rates a small amount for the years 2017-2020 to ensure that revenues will be able to offset operating costs. The 2018 water rates were approximately 30% below the state average water rate for municipalities. The 2018 Clayton water rates are 2.2% below Logan and 28.4%

below Tucumcari. The Town is also reviewing and updating its policies, but more action is needed.

The Clayton Utility Department has either replaced or removed from service all the wood utility lines. It has also replaced the water meters with automated read meters, which has significant savings in labor costs and will improve water billing accuracy. The Department is currently planning two projects to complete a major loop of the Clayton water system to minimize problems with dead-end lines.

### WATER CONSERVATION

As noted earlier, although the Town of Clayton adopted a Drought Contingency Plan with references to water conservation, it does not have a comprehensive Water Conservation Plan, which would encourage all users of water within the municipal limits to reduce water consumption and waste. This is the purview of the New Mexico Office of the State Engineer (NMOSE), who requires a 40-year water management plan for water utilities and enforces water conservation measures. As clean and safe water availability becomes scarcer and in greater demand, water conservation efforts will play a larger role for the Town. Stricter codes regulating domestic water irrigation methods and allocated times for watering will need to be adopted and enforced in the future. It is highly recommended that Clayton complete a Water Conservation Plan including a GPCD Analysis and AWWA Water Audit that follows the NMOSE requirements.

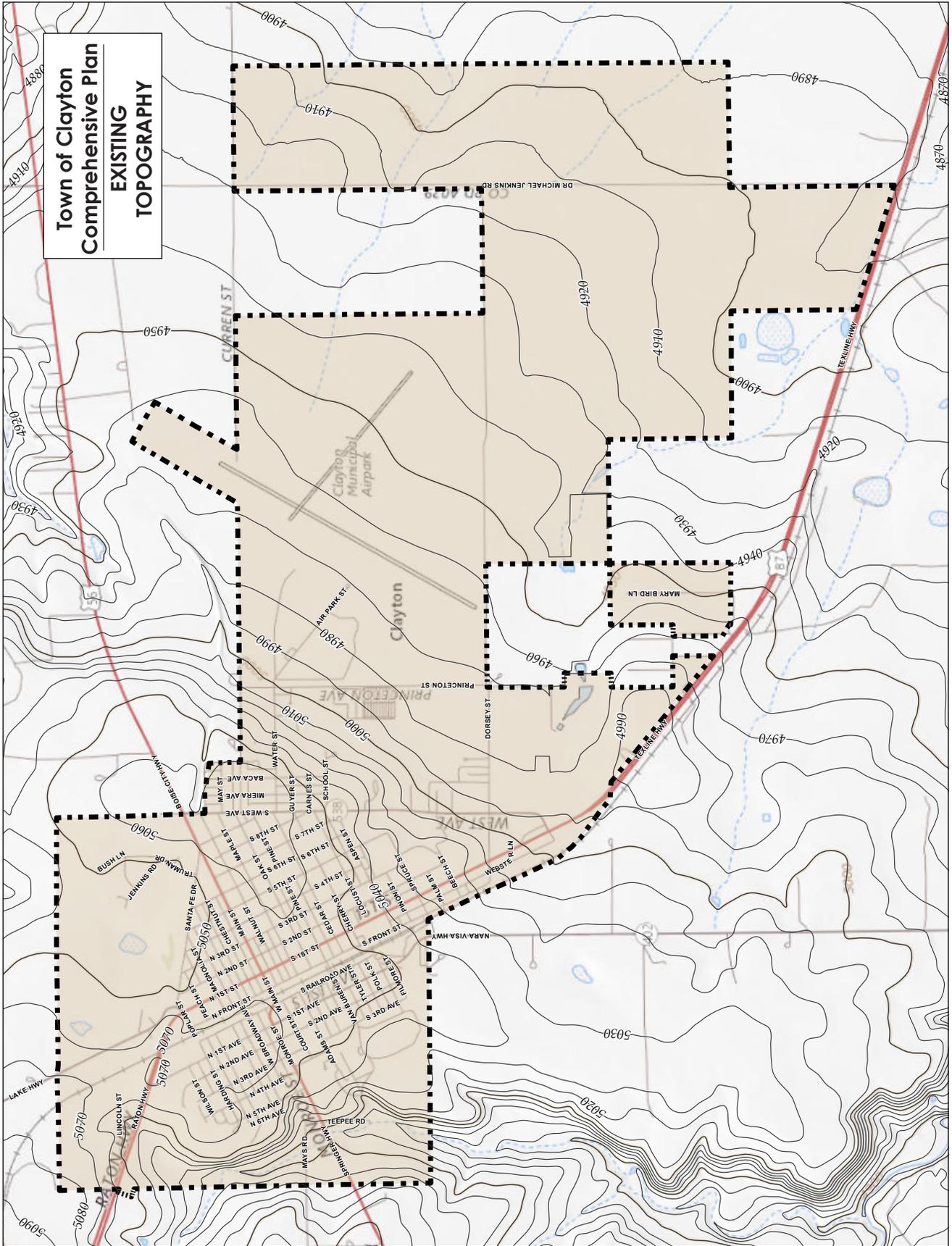
“Unaccounted for” water is also a concern for the Town of Clayton. Currently, it is estimated that the Town has slightly less than a 20% average difference in the amount of water pumped as compared to the amount of water sold. Some of this difference comes from unmetered public parks and athletic field irrigation systems. However, it would be expected that some of the “unaccounted for” water comes from water transmission and distribution system line leaks, non-metered use, and unauthorized water service connections.

### 6.3 STORMWATER DRAINAGE

Although severe rain events produce significant depths of standing water on roadways, flooding of homes or businesses has not generally been reported in Clayton. The community is situated in an area where topography is relatively flat and storm water temporarily ponds on roadways and low areas due to the flat grade.

As noted in the Chapter 7: Transportation, storm water is slow to flow off roadways in several areas and causes increased deterioration to roadways. Reconstruction of these problem intersections to fix the roadway and improve the drainage flow is a priority with the Clayton Street Supervisor. US 87 was reconstructed with storm drain piping, but overall the amount of storm drain pipeline in Clayton is very limited.

The USGS contour map (see next page) indicate the drainage flows away from the community in most areas. There is presently no FEMA Flood map of the area, which usually indicates there is not a significant problem with flooding in the community.



From discussions with the Clayton staff, it does not appear that there are major stormwater flooding problems that need to be addressed, with the exception of the following:

- The majority of properties in Clayton are typically flat and offer no slopes to drain;
- Approximately 40% of local paved roads lack curb and gutter;
- Storm water ponding on streets causes premature deterioration of the roadways. Roadways should be reconstructed to include improved drainage flow to rectify condition; and
- Previously developed properties tend to lack the use of on-lot ponding or other means of storm water detention.

## **6.4 WASTEWATER**

### **WASTEWATER COLLECTION SYSTEM**

The existing wastewater collection system in Clayton consists of a series of gravity sewer collection pipes, manholes, and lift station force main pumping system throughout the municipal limits. There are nine lift stations in the community that are primarily wet well with submersible pumps. Two lift stations have been replaced recently and significant work has been performed on four others. Three more lift stations are planned for replacement. In addition to the lift station work noted above, the Town of Clayton Water and Wastewater Superintendent noted he would also like to replace the electrical panels in each of the lift stations to upgrade them from single phase to three phase power.

The gravity collection system lines are predominately clay pipe with brick manholes. The majority of the manholes and clay pipe collection system are old, but still functional. Extensions to the existing system have been made in recent years for specific areas. The existing clay pipe generally performs well if left in place without ground disturbance.

The collection system generally functions at an adequate level, but needs to be properly inspected for integrity of the pipe and any specific problem areas. The Sewer Department has previously used a sewer camera for these inspections, but it is presently inoperable. Sewer lines with reported problems are cleaned periodically using a “jet rodding” machine owned by the Town. The “jet rodding” process has maintained many very old lines in operable condition resulting in cost savings by keeping these lines in service rather than just replacing them.

Some areas previously served by septic systems have been connected into the Town sewer system since 2002. However, a few of the areas have not been able to be connected since they are too far away from an existing sewer line and it would not be cost effective to construct the sewer line to serve those properties.

### **CLAYTON WASTEWATER TREATMENT PLANT**

The Town of Clayton presently operates a Wastewater Treatment Plant (WWTP) facility consisting of an “Imhoff Tank” and four treatment lagoons. The WWTP is located in the southeast area of Clayton on Princeton Drive, south of between Dorsey Road and US 87 (*see layout of the WWTP facilities next page*).



**CLAYTON WASTEWATER TREATMENT FACILITIES - AERIAL VIEW.**

The system is functioning well; however, the liner on some of the lagoons has deteriorated and must be replaced. There is a major item in the 2020-2024 ICIP for renovations to the WWTP and lagoons.

The WWTP does not require an NMED Discharge Permit since no effluent water is discharged. All the treated effluent is piped to two 100-acre watering circles where the effluent is used on vegetation.

Since the existing population of the community is less than the population maximum several years ago, the WWTP presently has available capacity to handle planned flows for several years. However, it is recommended that a Utility Master Plan be created in the near future to properly project needed improvements to the water, sewer, and WWTP facilities.

## 6.5 DRY UTILITIES

### GAS and ELECTRIC

Natural gas is provided to the community by the New Mexico Gas Company. Electric service is provided by PNM and the Clayton-based, Southwestern Electric Cooperative.

In November 2018, the USDA announced that it is providing funding to the Southwestern Electric Cooperative to build 34 miles of line, improve another 18 miles of line, and make system improvements, including nearly \$893,000 for smart grid technologies. Southwestern Electric Cooperative provides electric power

to 2,359 residential and commercial consumers over 1,953 miles of line in seven counties in three states. Five of these counties are classified as outmigration areas experiencing a high population loss through net outmigration. Commercial consumers include grain bins, ice plants, a large petroleum and natural gas exploration and production corporation, and the Northeast New Mexico Detention Facility.

Representatives from the New Mexico Economic Development Department indicated the Northeast New Mexico Detention Facility operates on propane, which is costly. Extending a gas line to serve the Detention Facility and the Clayton Business Park would be prudent and result in operating cost savings to the Town of Clayton.

### **OTHER UTILITIES**

Plateau Internet provides Clayton's Internet and phone services. Fiber, DSL, and Wireless Internet service can be accessed from Plateau. Cellular phone services are provided by national carriers throughout the region.

## **6.6 SOLID WASTE**

The Town of Clayton provides solid waste pickup for its residential customers on a once per week basis and for commercial customers on a three times per week basis. The Town hauls the waste to a private disposal operator in Texas. The Town also operates a convenience transfer station for general household wastes, metal, and white goods (domestic and commercial large appliances), and tires. The Town has implemented a punch card system where residents can purchase a "ten punch" card for \$10. For example, disposal of a sofa can at the convenience station costs three punches (\$3.00).

The Solid Waste Department has two trucks for hauling solid waste. The main truck is a 2013 model with approximately 76,000 miles and the backup truck (presently non-operational) is a 2003 model with approximately 160,000 miles. The Town is planning for the purchase of a new solid waste hauling truck as listed in the 2020-2024 ICIP.

The Town is also considering construction of a Solid Waste Transfer Station and a Construction and Demolition material landfill. Both of these items are listed in the 2020-2024 ICIP.

## **6.7 FUTURE PROJECTS and REQUIREMENTS**

### **WATER**

The Town of Clayton is presently planning several utility projects in the near future. The 2020-2024 ICIP lists several projects of need:

- Renovation of Well #9.
- Renovation of the 750,000- and 400,000-gallon ground storage tanks. Water tanks of this nature should receive renovation, resealing, and recoating on approximate 15-year intervals to continue to provide good service. However, with continued work of this type, some of these facilities can be kept in service for well over 100 years.

- The WWTP and lagoon renovations project is a major need listed in the later years of the 2020-2024 ICIP. This project is to address the deteriorated liner on the lagoons and is precipitated by nitrate contamination concerns from the NMED.

### **WASTEWATER**

The Clayton Utility Department is working to continue improvements to several of the sewer lift stations in the community, including:

- Two lift stations have been replaced recently and significant work has been performed on four others.
- Three more lift stations are planned for replacement.
- Replacement of the electrical panels in each of the lift stations to upgrade them from single phase to three phase power.
- Sewer camera use is another example of technology being used to increase work efficiency. Additional work could be performed on the public awareness program, as listed.

### **SOLID WASTE**

- Purchase of a new solid waste hauling truck in the first year of the 2020-2024 ICIP.
- Construction of a new Solid Waste Transfer Station and Construction and Demolition material landfill. Both items are listed in the FY2020-2024 ICIP in coming years. The Solid Waste transfer station could improve the efficiency and lower solid waste handling operating costs. A construction and demolition landfill would be a significant benefit to provide a cost savings to area contractors in lieu of hauling C&D material across the state line to the disposal company.

### **GENERAL**

- Development of an Asset Management Plan. The Clayton water and sewer systems still uses old paper maps that do not have accurate locations and do not reside on any type of computer system using GIS mapping or a data base. The Clayton 2020-2024 ICIP includes an Asset Management (AM) Plan.
- It is important that the Asset Management Plan be performed for several reasons. First, it will create a data base of all the water and sewer asset data and it can identify needed backup assets needed. This data can be used to project 20-year rehabilitation and replacement costs for these assets. The Asset Management Plan will include all these items along with level of service and life cycle costing sections as required by state agencies if any type of state funding is pursued. There are reasonable cost methods available to link the water and sewer asset data base to GIS mapping for ease of field use by the Utility Department staff.

## 6.8 INFRASTRUCTURE GOALS, OBJECTIVES, and STRATEGIES

### **Infrastructure Goal 1: Provide an efficient domestic water supply system to serve Clayton's current demand and future growth.**

*Objective 1.1: To ensure the current and future water supply needs are met through production wells, water storage, and water system improvements.*

*Objective 1.2: To ensure a redundant water supply for emergency situations.*

**Infrastructure Strategy 1.1:** Develop a Water System Master Plan that includes, but is not limited to:

- Information on Clayton's existing water system (water pressure zones, treatment, storage, transmission, and distribution components);
- Development of a hydraulic model to evaluate the water system for the current and future capacity of the transmission;
- Distribution and storage system;
- Improvements, replacements, and expansions to correct deficiencies and meet future demands;
- Annual review and coordination with the ICIP and other available funding sources.

**Infrastructure Strategy 1.2:** Develop a GIS based functional database for Clayton's existing water system. The information on the water system should be updated on an on-going basis.

**Infrastructure Strategy 1.3:** Pursue funding to complete improvements to Well #9 to ensure a reliable water supply to the community.

**Infrastructure Strategy 1.4:** Pursue and allocate funding to complete the second phase of the water loop project to increase water delivery capacity for distribution and fire protection, and reduce water stagnation problems in dead-end lines.

**Infrastructure Strategy 1.5:** Complete an update to the 40-Year Water Plan.

**Infrastructure Strategy 1.6:** Evaluate the extension of water service to future development areas, as shown on the Future Land Use Scenario map in Chapter 3: Land Use.

### **Infrastructure Goal 2: Maintain a consistent level of quality water service by encouraging water conservation and reuse.**

*Objective 2.1: To ensure the water supply is adequate during emergency and drought conditions.*

*Objective 2.2: To reduce the drawdown rate of groundwater from the Ogallala and Dakota formations.*

*Objective 2.3: To conserve potable water for drinking purposes.*

*Objective 2.4: To provide reuse effluent to meet non-potable requirements.*

**Infrastructure Strategy 2.1:** Create a Water Conservation Plan that includes a GPCD (gallons per capita per day) analysis of the existing water production and distribution records to detail water use among all customers as required by the New Mexico Office of the State Engineer (NMOSE); identification of needed improvements; an AWWA Water Audit to determine water loss volume and location identification; and clear water conservation actions, time frames, and estimated costs. Actions that should be considered, but not be limited to, include:

- For new construction, require low-flow fixtures, water-conserving appliances, low volume irrigation systems, and water conservation incentive options.
- Development of an incentive program to encourage existing construction to retrofit with appropriate water-conserving appliances and low volume irrigation systems. Staggered irrigation schedules to reduce water use.
- Requirement that commercial car washes to use recycled water where available.
- Installation of water meters on all public facilities, parks, and athletic fields to account for all water used throughout the system.
- Development of policies to help monitor possible unauthorized water use and water connections.
- Development of a water conservation education program.

**Infrastructure Strategy 2.2:** Complete the New Mexico Office of the State Engineer (NMOSE) GPCD analysis and AWWA Water Audit to identify water system leaks. Include the development of leak detection procedures to identify leaks, and subsequently, take action to eliminate the leaks.

**Infrastructure Strategy 2.3:** Determine the feasibility of using treated effluent for irrigation purposes for agriculture, parks and athletic fields, and school grounds.

**Infrastructure Strategy 2.4:** Collaborate with the Office of the State Engineer and other conservation groups and agencies that fund water conservation and drought management projects in the area.

**Infrastructure Goal 3: Provide an efficient wastewater collection and treatment system to serve Clayton's current demand and future growth.**

*Objective 3.1: To ensure adequate capacity to meet the current and future needs of residents and businesses, and to protect the groundwater supply.*

*Objective 3.2: To protect the public health, safety, and welfare through the safe collection and treatment of wastewater.*

*Objective 3.3: To mitigate water pollution issues caused by pollutants from wastewater and stormwater, and other point and non-point sources.*

**Infrastructure Strategy 3.1:** Develop a Wastewater Master Plan that includes, but is not limited to:

- Evaluation of the existing wastewater collection system and current wastewater contribution rates;
- Estimate of future wastewater flow projections;
- Computer modeling to evaluate the wastewater system with regard to the current and future capacity of the sanitary sewer system;
- Recommendations where expansion, upsizing, repair, or upgrading may be needed; and
- Annual reviews and coordination of project needs with the ICIP.

**Infrastructure Strategy 3.2:** Develop a GIS based functional database for Clayton’s existing sanitary sewer system. The information on the sanitary sewer system needs to be updated on an on-going basis.

**Infrastructure Strategy 3.3:** Pursue available funding and complete the planned improvements and replacements to the sewer lift stations.

**Infrastructure Strategy 3.4:** Replace the electrical panels in each of the lift stations to upgrade them from single phase to three phase power.

**Infrastructure Strategy 3.5:** Pursue available funding for construction of the wastewater treatment plant and lagoon renovations project that will address the deteriorated liner on the lagoons.

**Infrastructure Strategy 3.6:** Include the wastewater treatment plant in the proposed Utility Master Plan to complete a performance evaluation of the wastewater treatment plant and determine future expansion needs.

**Infrastructure Strategy 3.7:** Repair or replace the damaged pipeline camera to continue the investigation and study of the existing wastewater collection lines.

**Infrastructure Strategy 3.8:** Evaluate the extension of sanitary sewer service to future development areas, as shown on the Future Land Use map, and key areas of the Clayton Business Park.

**Infrastructure Goal 4: Minimize impacts and losses to public and private property due to flooding within the Town of Clayton.**

*Objective 4.1: To protect the health, safety, and welfare of Clayton residents and property owners.*

*Objective 4.2: To slow the deterioration of streets by constructing curb and gutter, where feasible, to direct storm flows to drainage areas.*

*Objective 4.3: To allow for more on-site drainage and water harvesting.*

**Infrastructure Strategy 4.1:** Develop and design an efficient and effective method of routing off-site and on-site storm water runoff through Clayton as part of recommended capital improvement projects.

**Infrastructure Strategy 4.2:** Create a local drainage design guideline that designates storm water criteria and establishes regulations to ensure drainage is handled properly with new development or redevelopment of existing properties.

**Infrastructure Strategy 4.3:** Provide maintenance and improvements to existing storm drain systems, drainage channels, and other pertinent storm drainage conveyances.

**Infrastructure Strategy 4.4:** Evaluate potential areas for detention of stormwater and pursue acquisition of property, if determined as being necessary.

**Infrastructure Goal 5: Reduce the solid waste stream generated from Clayton and transported to Texas.**

*Objective 5.1: To encourage Clayton residents and businesses to recycle, where feasible.*

*Objective 5.2: To reduce the cost of hauling and landfill tipping fees charged to the Town of Clayton.*

**Infrastructure Strategy 5.1:** Identify additional drop-off locations for collection and transport of recycled materials.

**Infrastructure Strategy 5.2:** Develop a public information program on the benefits of recycling (cardboard, plastic, and scrap metal) and composting of yard waste (organics). Include metrics on the amount of waste that has been diverted from transport to the landfill in Texas.

**Infrastructure Strategy 5.3:** Sponsor community recycling events where residents can bring their recyclable materials (cardboard, plastic, scrap metal, and organics) for collection and transport.

**Infrastructure Strategy 5.4:** Determine the feasibility of a jointly-owned and operated regional landfill, in coordination with Union County, Des Moines, Folsom, Grenville, and other communities within Union County.

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# CHAPTER 7: TRANSPORTATION





## 7.1 INTRODUCTION

Transportation routes were instrumental in the founding and development of Clayton. Quality transportation routes continue to be crucial for the economic health of the community. Clayton is centrally located at the junction of several highways that provide good access to other communities and interstate highways along with a regular supply of travelers through Town.

With local access to a four-lane highway, railroad, and municipal airport, Clayton has strong potential for transportation-related economic development initiatives. This Transportation element addresses Clayton's state and federal highways, local streets, air transportation, transit, pathways, and other means for people to move about in the community.

## 7.2 TRANSPORTATION SYSTEM

The transportation system in Clayton consists of approximately 35 miles of roads, including 10 miles of arterials, 8 miles of collectors, and slightly less than 18 miles of local streets. The Town of Clayton is located at the junction of US Highways 64, 87, and 56 and is served by NM State Roads 370, 402, and 538.

US 87 is a major four-lane connection between Interstate 25 at Raton for northerly traffic to Colorado and Interstates 40 and 27 at Amarillo to the southeast. This roadway is of significant regional importance that it has been designated a primary route for the Ports-to-Plains transportation planning in this region. This will be discussed later in more detail.

US 56 also provides a connection to Interstate 25 for westerly traffic to access Santa Fe and Albuquerque and easterly traffic to access the Oklahoma area.

### STREET NETWORK and FUNCTIONAL ROAD CLASSIFICATION

Roadways in New Mexico are organized by the New Mexico Department of Transportation (NMDOT) into six different functional classifications that correspond to roadway characteristics, including street width, posted speed limit, traffic volumes, and access management policies. The following sections list the major roadways in Clayton by Functional Classification, as identified on the NMDOT Roadway Functional Classification map (see page 121):

#### State and Federal Highways

- US 64 (1st Street/Main Street) - traverses the Town from west to east and serves as the main route between Raton and Boise City, Oklahoma
- US 87 (1st Street) - traverses the Town from northwest to southeast and serves as the main route between Raton and Dalhart, Texas
- US 56/412 (Monroe/Main Street) - enters Clayton from the southwest and continues northeast through the Town, serving as the main route between Springer and Boise City, Oklahoma
- NM 370 (Clayton Lake Road) - begins at N. 1st Street (US 87) and continues north to serve as the primary route to Clayton Lake.
- NM 402 (1st Avenue) - begins at Monroe Street (US 56) and continues south through Clayton towards Nara Vista.

- NM 538 (West Avenue) - begins at Main Street (US 64) and continues southerly through Clayton and terminates at 1st Street ((US 87)

### Principal Arterials

Principal Arterials serve as the major roadway system and are designed to carry the largest amount of vehicular traffic, provide a high degree of mobility, and serve the major population and commercial centers of the community. All the Principal Arterials in Clayton are also designated as federal or state highways, which means they are maintained by the NMDOT or the Town, dependent on maintenance agreements, and are eligible to receive federal transportation funds. Principal Arterials in Clayton include:

- US 64 (1st Street/Main Street) - traverses the Town from west to east and serves as the main route between Raton and Boise City, Oklahoma
- US 87 (1st Street) - traverses the Town from northwest to southeast and serves as the main route between Raton and Dalhart, Texas

### Minor Arterials

Minor Arterials serve as secondary major routes that provide service for trips of moderate length, serve smaller geographic areas than Principal Arterials, and generally have lower posted speed limits and less traffic. There is only one Minor Arterial in Clayton as follows:

- US 56/412 (Monroe Street) - enters Clayton from the southwest and continues west to 1st Street (US 87)

### Major and Minor Collectors

Major Collectors serve to gather and direct traffic from local roads to arterial roadways. The differences between Major and Minor Collectors are sometimes small. Generally, Major Collectors routes are longer, higher speed limits, are spaced at greater intervals, and have higher traffic volumes than Minor Collectors. The Town of Clayton contains four NMDOT designated Major Collectors and one NMDOT designated Minor Collector.

NMDOT designated Major Collectors within Clayton include:

- 1st Avenue - from Monroe south to the south Town limits (NM 402)
- Spruce Street - from 1st Avenue east to 5th Street
- Lake Road - from 1st Street north to the north town limits (NM370)
- Santa Fe Drive - from Lake Road easterly to Main Street
- West Avenue - from Main Street southerly to 1st Street (NM 538). This roadway also provides services as a truck route on the east side of Clayton

Following the discussion with Clayton staff and review of the existing roadway system, five additional roads have been identified for consideration of Minor Collector consideration due to their traffic flow and location accessing key Town facilities and larger collectors or arterials.

NMDOT designated Minor Collectors within Clayton include:

- Broadway Street from 5th Avenue east to 6th Street



**Proposed Designations**

Additional Minor Collectors identified for designation include:

- Cedar Street - from 1st Street east to Princeton Avenue; also serves as the access road to the Clayton Municipal Air Park
- Aspen Street - from 1st Street east to West Avenue
- Pine Street - from 1st Street west to 3rd Avenue
- 1st Avenue - from Monroe Street north to US 64
- 6th Street



Proposed Minor Collector designations.

**Local Roads**

The remainder of the roads in Clayton are designated as Local Roads and account for most of the roadway miles in the Town. Local roads provide direct access to residences and are designed to discourage through traffic, have lower speed limits, and support a lower level of traffic volume.

**7.3 ROAD CONDITIONS**

Approximately 40% of the road system in Clayton is paved state or federal highway. According to the Clayton Street Department Supervisor, the majority of the local residential and minor collector roadways are comprised of double penetration surfaces or hot mix asphalt pavement with many areas having minimal surface (1/2" – 1") and limited base course thickness.

It was noted that the roadways are generally in fair condition; however, several roadway intersections are experiencing "alligator cracking," which indicates subgrade failure. It was also noted that many of these intersections have very poor drainage characteristics, which cause water to stand on the cracked roadway longer than recommended.

The Clayton Street Department receives approximately \$40,000 annually for the purchase of cold mix material and liquid asphalt for chip sealing on the state purchasing contract. Clayton applies for NMDOT local government road funding each year for replacement of approximately 12 blocks of roadway, but typically receives approximately \$40,000, which would only allow repair of three blocks of roadway.

Considering the minimal roadway funding available, the Street Department is doing a good job of maintaining the roadways. However, the roadway network condition is gradually deteriorating, and significant improvements will need to be made to bring the roadway network to an overall "good" condition. Participants at public meetings have expressed concerns with the condition of the roadways.

### **Pavement Management**

It is common for a community to try to address its "worst" roadways first with available construction funds. The "Worst First" strategy is not a practical method to manage a roadway network. If an agency spends a significant amount of funds to reconstruct one failed roadway, it is letting other good condition roads deteriorate with no surface sealing or rehabilitation. With this strategy, the good roads continue to get worse until they also experience subgrade failure and must be reconstructed.

The alternative to the "Worst First" strategy is to implement a pavement management system that is used to evaluate the condition, age and deterioration rate of each roadway. Pavement Management software can be used to assist communities to enhance the use of available funds through an optimal plan of surface sealing, rehabilitation and reconstruction as needed. A well-established pavement management software is called PAVER and it was developed by the Army Corps of Engineers. The software cost is purposely kept low to make it available for many communities.

Pavement Management is a process where after the roadway conditions are determined, the minimum desired condition and the future roadway network average condition goals are determined that correspond to the desired quality level for the roadway conditions. The roadways are ranked in priority by Commercial roads, Industrial roads, and Residential roads so the most critical assets are identified and given additional emphasis for improvements. Specific emphasis is placed on life cycle cost analysis. Using the PAVER software, work plans are prepared to show the projected funding needs per year for roadway asset preservation, rehabilitation and reconstruction.

The key goal of pavement management is not to just repair failed roadways. The cost to reconstruct a roadway after failure is four to five times the cost to keep that roadway in good condition with periodic surface sealing and rehabilitation. The optimal pavement management strategy is to keep a roadway in good condition as long as possible using surface sealing techniques. Roadway condition for PAVER is measured using a pavement condition index (PCI). If a good roadway can be sealed every 6-7 years, the total effective life of the roadway can be extended dramatically. Chip sealing can be used for the surface sealing work required.

Drainage problems are the greatest cause of roadway failure. When water gets through the pavement surface to the underlying aggregate base and subgrade, the subgrade strength is compromised and the roadway experiences “alligator cracking”. Alligator cracking is evidence that a road will need eventual total reconstruction.

Water breaches the pavement through cracks in the roadway that develop over time. When a roadway is first constructed, it has no cracks for a few years. The annual expansion and contraction of the roadway surface due to summer heat and winter cold begins to cause “random cracks” in the roadway. After more time, these random cracks elongate to form “longitudinal cracks” and “transverse cracks”. As the cracking process continues, the longitudinal and transverse cracks connect to form “block cracks”. All these cracks in the roadway surface allow water to pass through the pavement into the aggregate base and subgrade.

It is recommended that the Town of Clayton include roadways in its Asset Management process. The PAVER pavement management process can be performed as part of the Asset Management process for the roadways along with the AM process for water and sewer assets.

Until the Asset Management process (with pavement management) can be implemented and significant grant funding for roadway work be acquired, the Street Department has identified the following three areas as priorities for the next roadway work:

- Cedar Street
- Santa Fe intersection (including drainage regrading)
- Wilson/Second intersection (including drainage regrading)

### **Funding for Roadway Replacement**

Due to the limited availability of NMDOT LGRF funding, only small portions of street replacement can be accomplished each year. It is understood that little local money is available for roadway improvements; however, the CDBG funding program can be also used for roadway repair and has a maximum of \$750,000/year. This funding should be pursued aggressively and repeatedly, along with the use of a pavement management program to optimize the use of the funding. Continued use of LGRF funding and MAP funding, as appropriate, should be pursued for roadways that have a state or US designation.

One of the most frustrating occurrences is when a roadway is repaired and then a water line breaks and causes the new roadway to be torn up. Coordination among the street and utility department should be a high priority to ensure deteriorated water lines are replaced prior to or along with road construction funding applications. CDBG and MAP funding both allow roadway, water, and sewer improvements to be coordinated and constructed with the funding.

Clayton representatives regularly attend the NMDOT NERPO Regional Transportation meetings regularly. Being able to meet with the NMDOT District Engineer regularly and develop a rapport is important to a small community. Information gained at these meetings will also allow grant applications to be focused on funding that is available and appropriate.

## 7.4 PORTS-TO-PLAINS REGIONAL TRANSPORTATION CORRIDOR DESIGNATION

The Ports-to-Plains Trade Corridor is an uninterrupted, multi-lane divided highway that will transport goods and services from Mexico and the border region through west Texas, Oklahoma, New Mexico, Colorado, and ultimately, Canada and the Pacific Northwest.

Clayton is very fortunate to be located on one of the two primary Ports-to-Plains routes. The east route will connect I-27 at Amarillo northerly through Oklahoma to I-70 and then west to Denver. The west route connects I-27 at Amarillo on a northwest path through Clayton and connects with I-25 at Raton. This route connects traffic from the two interstate highways much quicker and provides access to all the central Colorado population centers including Pueblo, Colorado Springs, and Denver.

The Ports-to-Plains organization has requested that communities along the Ports-to-Plains Corridor pass a resolution of support for Interstate Highway Designation for specific highways in Texas and Colorado. The appendix includes copies of resolutions of support for both the Texas and Colorado highways. Since Clayton is on the route between both of these highways, Clayton could pass each resolution individually or join them into a single resolution for passage.

## 7.5 CLAYTON MUNICIPAL AIR PARK

Clayton also has the capability to accept small aircraft travel to and from the Town via the publicly-owned Clayton Municipal Air Park. Extensive improvements have been made to the Air Park, which allows heavier planes to land. Terminal improvements and hangar additions have also been completed.

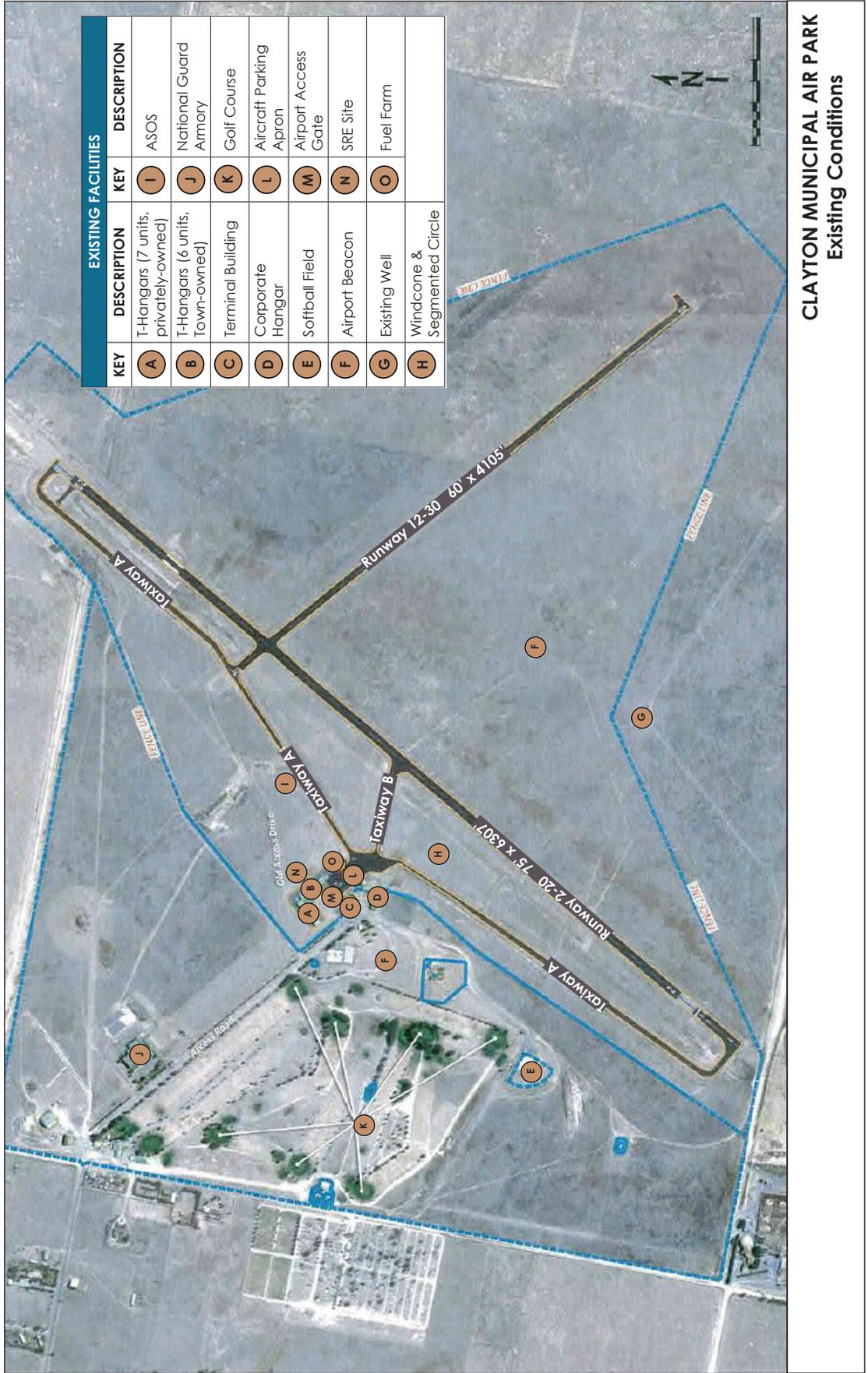
The Clayton Municipal Air Park is a 755-acre VFR Airport located two miles east of Downtown Clayton and can be accessed using Cedar Street. The Air Park is at an elevation of 4,970 feet above sea level.

There are several airports located in the region. These include the Boise City Airport (37 miles to the northeast), Dalhart Municipal Airport (39 miles to the southeast), Stratford Field Airport (54 miles to the east), Moore County Airport (65 miles to the southeast), and the Springfield Municipal Airport (66 miles to the northeast).

### Runways

The Clayton Municipal Air Park has two runways, Runway 2-20 and Runway 12-30. Runway 2-20, with a southwest-northwest alignment, is the primary runway with a total length of 6,307 feet and a 75-foot wide asphalt surface. The 2015 Airport Master Plan indicated Runway 2-20 to be in poor condition. Its declared length of 6,307 feet is due to a 380-foot displaced threshold and a 0.06% effective grade. Runway 2-20 has a single wheel loading strength rating of 18,000 pounds.

The majority of departure and arrival operations are on Runway 20 since winds are more frequently from the south favoring the Runway 20 alignment. The 2015 Airport Master Plan estimated that operations on Runway 2-20 are split with 40% on Runway 2 and 60% on Runway 20.



CLAYTON MUNICIPAL AIR PARK  
Existing Conditions

Runway 12-30 has a southeast-northwest alignment and is 4,106 feet long by 60 feet wide. During crosswind conditions, pilots may use this runway, but the Air Park manager estimated that this runway is used approximately 5% of the year. Runway 12-30 has an effective gradient of 0.47%, is in good condition, and has a single wheel strength rating of 13,500 pounds.

Although the individual and combined runways provide less than 95% wind coverage recommended by the FAA, the 2015 Airport Master Plan reported that the runways provide a combined coverage of 93.5% at 10 knots. The improved results can be attributed to wind data being collected with the FAA 36-point compass format rather than a 16-point compass.

### **Taxiways**

Taxiway A extends the length of Runway 2-20 and connects to the end of Runway 12 and the parking apron. Taxiway A has a minimum width of 35 feet and a centerline that is 240 feet or more from the Runway 2-20 centerline. Taxiway A is closest to Runway 2-20 at each end before the separation distance increases as it moves toward the terminal and apron area.

The Town of Clayton is in the preliminary engineering phase of the rehabilitation and realignment of Taxiway A. It was recently announced by the New Mexico Congressional Delegation that \$150,000 will be awarded to the Clayton Municipal Air Park to rehabilitate approximately 7,500 feet of Taxiway A adjacent to Runway 2-20. Subsequently, in November 2019, the U.S. Department of Transportation announced it has awarded \$6.5 million in Airport Improvement Program grants to three airports in New Mexico, including \$2.5 million to the Town of Clayton for rehabilitation of Taxiway A.

Taxiway B is 35 feet wide and connects Runway 2-20 to the apron area and Taxiway A. There are three additional connectors that connect Runway 2-20 to Taxiway A, one on the Runway 2 end and two on the Runway 20 end. There are also two taxi lanes that provide access to the hangers from the apron area.

It is important to note that Runway 12-30 is not served by a separate taxiway. Aircraft on Runway 30 must use the turnaround area at the end of the runway and taxi back on the runway to reach the apron area.

### **Apron and Aircraft Parking**

The Air Park has one contiguous aircraft apron area located to the west of the midpoint of Runway 2-20. This asphalt-paved apron serves aircraft parking needs and provides nine tie-down anchors. There is no officially designated helipad or heliport on the airfield so helicopters may arrive on a runway approach and hover-taxi to park on the apron or refuel at the west end of the apron.

### **Airfield Marking and Signage**

Runway 2-20 has standard markings for a non-precision instrument runway. The runway is marked with threshold markings, designators, centerline and aiming point markings. Runway 12-30 has standard markings for a visual runway. It is marked with designators and centerline markings. This runway does not have threshold markings. The taxiways and the apron have standard markings. The 2015 Airport Master Plan reported the signage was in good condition at that time.

**Airfield Navigational Aids**

Navigational Aids (NAVAIDS) refer to both visual and instrument approach aids. The Air Park's visual aids include a two light Precision Approach Path Indicator (PAPI) on Runway 2 and another two light PAPI on Runway 20. Both indicators were reported to be in good condition.

The Air Park's rotating beacon was reported to be in good condition; however, the beacon tower was reported to be in fair to poor condition. A lighted wind indicator and a segmented circle are located northwest of Runway 2-20. The wind indicator is outdated and in poor condition.

The Air Park is also equipped with an Automated Surface Observing System (ASOS), which provides automated aviation weather observations 24 hours per day. The system is operated and controlled by the National Weather Service and is in good working condition. The ASOS is located north of the apron and west of Taxiway A.

**Landside Facilities**

The terminal building is located west of the apron and Taxiway B intersection. It includes the Air Park manager's office, pilots' lounge, conference center/meeting room, restrooms, and storage areas. The Air Park also has two courtesy cars available for pilots and passengers.

Fuel storage is provided with two 5,000 gallon tanks containing 100LL/Avgas and Jet A. Both tanks use the card reader system.

The Air Park has two banks of T-hangars. One bank of T-hangars is privately-owned and contains seven units, while the other is Town-owned and contains six units. One based aircraft is on a tiedown and the others are all in hangars.

**Airport Operational Statistics**

The Clayton Municipal Air Park - Airport Action Plan (WHPacific, 2015) reported 13 aircraft based on the field in 2007 and a projection for 15 aircraft based on the field in 2027. According to the July 2019 NAVAID data, there are at present 13 aircraft based on the field, which has not changed since 2007. Of those 13 aircraft, 11 are single engine airplanes along with one helicopter and one ultralight. The 2015 Airport Action Plan reported 1,142 annual aircraft operations in 2013. The 2019 NAVAID data showed an average of 67 aircraft operations per week, which would extrapolate to 3,484 annual aircraft operations for the 12-month period ending April 5, 2019.

**7.6 RAIL**

The Burlington Northern Santa Fe (BNSF) owns the rail line through Clayton. All rail traffic moves in one direction northbound from Amarillo, Texas to Pueblo, Colorado. There are roughly six trains per day with a range from two to 16 trains per day. The train could stop in Clayton, if needed, but does not stop ordinarily.

There are four, at-grade rail crossings in Clayton. All of the crossings have signal lights and drop-down barriers. Two of the rail crossings are rubber and two are wood crossings generally in fair to good condition. Participants at the public meetings noted that the railroad should endeavor to improve its infrastructure.



*BNSF Railroad in Clayton.*

The train traffic does not appear to create a severe hindrance to the commercial traffic in the community. The railroad owns a significant amount of right-of-way through the community. Some communities are working with their railroads to create bike and walking paths on railroad rights-of-way.

## 7.7 PUBLIC TRANSIT

Clayton is home to the Golden Spread Rural Frontier Coalition, which operates as a non-profit organization to provide home health services, transit services, low income housing, as well as operating a thrift store. Golden Spread's service area covers Union, Colfax, Harding, and Quay counties, and operates as the official Greyhound ticket agent and bus station in Clayton. In addition to its local and regional service area, Golden Spread provides transit services within a four-state area, including New Mexico, Texas, Colorado, and Oklahoma.

Golden Spread's fleet features three paratransit vans for mobility-impaired residents. Convenient demand response service is provided for all types of local travel required, including shopping, beauty services, visiting friends, or to medical appointments. This local transit service allows many Clayton area residents to have access to local transportation without the financial constraints of vehicle ownership. Transit services operate from 8:00 a.m. to 5:00 p.m. on weekdays. Reservations are required 30 minutes in advance for local trips and 48 hours in advance for intercity trips.

## 7.8 AMERICANS WITH DISABILITIES ACT (ADA), PEDESTRIAN ACCESSIBILITY, and BIKE ROUTES

The Town of Clayton has estimated that approximately 50% of the streets within Clayton have sidewalks. Many of the original sidewalks were constructed by the Civilian Conservation Corps in the 1930s and are still in use today. Although a large portion of the main highways have sidewalks and ADA accessible improvements for pedestrian access, the lack of sufficient sidewalks in other areas of Clayton make it difficult to comply with the guidelines established by the Americans with Disabilities Act (ADA). The lack of sidewalks, ADA ramps, and

other accessibility elements makes it difficult for people with mobility challenges to move within the community.

As the community works to obtain CDBG and MAP roadway improvement funds, ADA improvements will be required for those roadways during construction. As roadways are identified for priority roadway funding, ADA and sidewalk improvements should be strategically planned for key pedestrian areas.

There are no bike paths or lanes in Clayton at the present time. As roadway improvements are made, a determination should be made in regard to the feasibility of including bicycle lanes within the rights-of-way of arterials or other major roadways, as desired by the community. There is strong community support for new bike trails as well, particularly leading to Clayton Lake State Park.

## **7.9 FUTURE PROJECTS and REQUIREMENTS**

### **Street Inventory and Pavement Management Program**

The New Mexico Department of Transportation (NMDOT) typically provides the Town of Clayton with New Mexico Local Government Road Fund co-operative monies annually. Historically, the grant fund allocates approximately \$25,000 to \$40,000 per year for local road improvement projects and requires a 25% local match. Due to the constraints of the State Road Fund agreements, these funds are required to be expended each year. This only allows Clayton to remove and repair or replace a few blocks of roadway each year. A strong effort to establish a street inventory and pavement management program to determine roadway surface conditions and optimize scheduled improvements should be a priority. The local NMDOT maintenance patrol conducts routine maintenance of the local state roads and highways within municipal limits.

The Town of Clayton has made some progress on installing chip seal surfacing on some of the caliche streets and some sidewalk has been repaired and replaced in the Downtown area. Street signs have also been installed around the community. Although the main highways are in relatively good condition, the local streets are in fair condition. It is understood that local funds are limited for roadway improvements; however, the CDBG funding program can be used for roadway repair and has a maximum of \$750,000 per annum. This funding should be pursued aggressively and repeatedly along with the use of a Pavement Management Program to optimize the use of the funding.

### **Sidewalk Inventory, ADA Improvements, and Bike Lanes**

It does not appear that a sidewalk inventory has been performed although some sidewalk and ADA improvements have been constructed on a few of the highways in the community. The Town of Clayton has included a project for sidewalk improvements in the new ICIP and the objectives listed could receive continue focus as desired by the community. It should be noted that Clayton has very wide residential streets that could easily accommodate bike lanes, as desired. The Town of Clayton is following up on the need for public sidewalk replacement by including \$150,000 in the 2020-2024 ICIP. These public sidewalk improvements can be installed to full ADA standards to increase the accessibility for all residents of Clayton.

### Street Lighting

Clayton residents have expressed concern regarding poor visibility on US 87 through the Town. A project is identified in the 2020-2024 ICIP for new streetlights along US 87. It is anticipated that this funding will be received shortly and construction can begin soon after.

### Asset Management Plan

The Town of Clayton included an Asset Management Plan in the first year of the 2020-2024 ICIP. It is recommended that the funding described for this Asset Management Plan line item include asset planning for the water, sewer, and roadway networks. There may also be cost effective options available to allow creation of GIS mapping with the asset data base. As state funding is pursued for utility and roadway improvements, the Asset Management Plan that complies with state guidelines will be required.

### Clayton Municipal Air Park

The Town of Clayton has been taking action to improve the level of service at the Municipal Air Park for several years through construction of a new hanger, repaving of the ramp area, and the completion of lighting improvements and reconstruction of Runway 2-20. An Air Park item included in the FY2020-2024 ICIP is the removal of a deteriorated aviation fuel tank. As previously noted, the Town of Clayton has been awarded funding to improve Taxiway A.

## 7.10 TRANSPORTATION GOALS, OBJECTIVES, and STRATEGIES

### Transportation Goal 1: Establish an efficient, safe, and integrated transportation system to serve the current and future mobility needs of Clayton residents.

*Objective 1.1: To ensure a street network that allows for a smooth flow of vehicular traffic (NMDOT designation Level of Service c).*

*Objective 1.2: To establish a well-defined street hierarchy of local, collector, and arterial roads.*

*Objective 1.3: To balance the mobility needs of pedestrians, bicyclists, motorists, and large trucks.*

*Objective 1.4: To provide a roadway system that meets the mobility needs of residents without detracting from the small-town character of Clayton.*

*Objective 1.5: To ensure design standards for local residential roads discourage non-local traffic and minimize disruption of the natural terrain.*

**Transportation Strategy 1.1:** As identified in Chapter 6: Infrastructure strategies, complete an Asset Management Plan that includes the roadway asset network. The roadway section of the Asset Management Plan should include, but not be limited to:

- A Pavement Management Program with identification of all street assets, including areas and condition;
- Cost projections for future needs;
- Funding strategies; and
- Phased list of prioritized projects.

**Transportation Strategy 1.2:** Develop traffic control standards, such as speed bumps and increased traffic control signage, to promote traffic safety and minimize through-traffic in residential neighborhoods.

**Transportation Strategy 1.3:** As part of the development approval process, require a traffic impact analysis where new development is projected to cause a significant increase in traffic volume on nearby streets. Determine whether improvements are necessary for mitigation and require private developers to pay for improvements necessitated by their development, with the exception that if the project is located within a designated Metropolitan Redevelopment Area, the Town of Clayton may participate in funding the improvements.

**Transportation Strategy 1.4:** Systematically integrate proposed roadway improvements with storm drain projects and coordinate utility work prior to, or with the roadway construction, to prevent damages to new pavement from utility line failure.

**Transportation Strategy 1.5:** Design roads and traffic controls to optimize safe traffic flow by minimizing turning, curb parking, uncontrolled access, and frequent stops on arterial roadways. Prepare traffic engineering studies for proposed street improvements as required by funding agencies.

**Transportation Strategy 1.6:** Develop an access control policy for arterial streets to minimize access points, reduce congestion, and prevent other unsafe traffic conditions.

**Transportation Strategy 1.7:** In conjunction with NMDOT, evaluate and determine the feasibility of adding bicycle lanes within arterial rights-of-way. New bicycle lanes should be designed in compliance with AASHTO (American Association of State Highway and Transportation Officials), as amended.

**Transportation Strategy 1.8:** Pursue NMDOT sponsored and funded programs through the Local Government Road Fund, Municipal Arterial Program, Cooperative Projects, Safety Projects, Bicycle/Pedestrian/Equestrian (BPE Program, Transportation Alternatives Program (TAP), and Recreational Trails Program (RTP).

**Transportation Goal 2: Maintain safe street conditions and connectivity of local roads within Clayton.**

*Objective 2.1: To bring local streets up to standards sufficient for acceptance for maintenance by the Town of Clayton.*

*Objective 2.2: To establish a long-range maintenance and funding plan for street improvements, including resurfacing and paving.*

*Objective 2.3: To ensure railroad crossings are safe and maintain adequate signage.*

*Objective 2.4: To minimize access points along arterials, reduce congestion, and prevent other unsafe traffic conditions.*

**Transportation Strategy 2.1:** Develop a preventative street maintenance schedule to ensure streets are adequately maintained and to increase

the lifespan of asphalt paving through regular crack sealing, seal coating, patching, hot mixed asphalt over cold milling, etc.

**Transportation Strategy 2.2:** Prepare a sidewalk construction and replacement plan, including cost estimates and a phasing plan, to install new or replace deteriorated sidewalks. This should also include improvements to sidewalks, ramps, and pedestrian crossings to meet ADA requirements.

**Transportation Strategy 2.3:** Complete the street lighting project on US 87 to improve roadway safety.

### **Transportation Goal 3: Provide for safe and expanded air travel to and from the Clayton Municipal Air Park.**

*Objective 3.1: To increase airport capacity and optimize operations to reduce costs.*

*Objective 3.2: To meet current FAA design criteria and respond to changes within the aviation industry.*

*Objective 3.3: To foster attract new industry that will utilize the airport services and expand economic growth opportunities for the Town of Clayton and Union County.*

**Transportation Strategy 3.1:** Pursue funding and complete improvements to improve safety and capacity at the Clayton Municipal Air Park, including the airfield and landside facilities.

**Transportation Strategy 3.2:** Complete an Airport Business Plan that examines current and historical airport revenues and expenditures, forecasts future financial outcomes, and benchmarks the Clayton Municipal Air Park against similarly-sized facilities.

**Transportation Strategy 3.3:** Work with the Clayton-Union County Chamber of Commerce to identify existing and future businesses that may benefit from and desire airport services. Begin targeted promotional advertisements and activities, as needed.

### **Transportation Goal 4: Expand transit services within Clayton.**

*Objective 4.1: To ensure residents with mobility and financial challenges have access to medical appointments, shopping, and other basic life services.*

*Objective 4.2: To provide transportation to tourist destinations within the region and to the adjacent states of Texas, Colorado, and Oklahoma.*

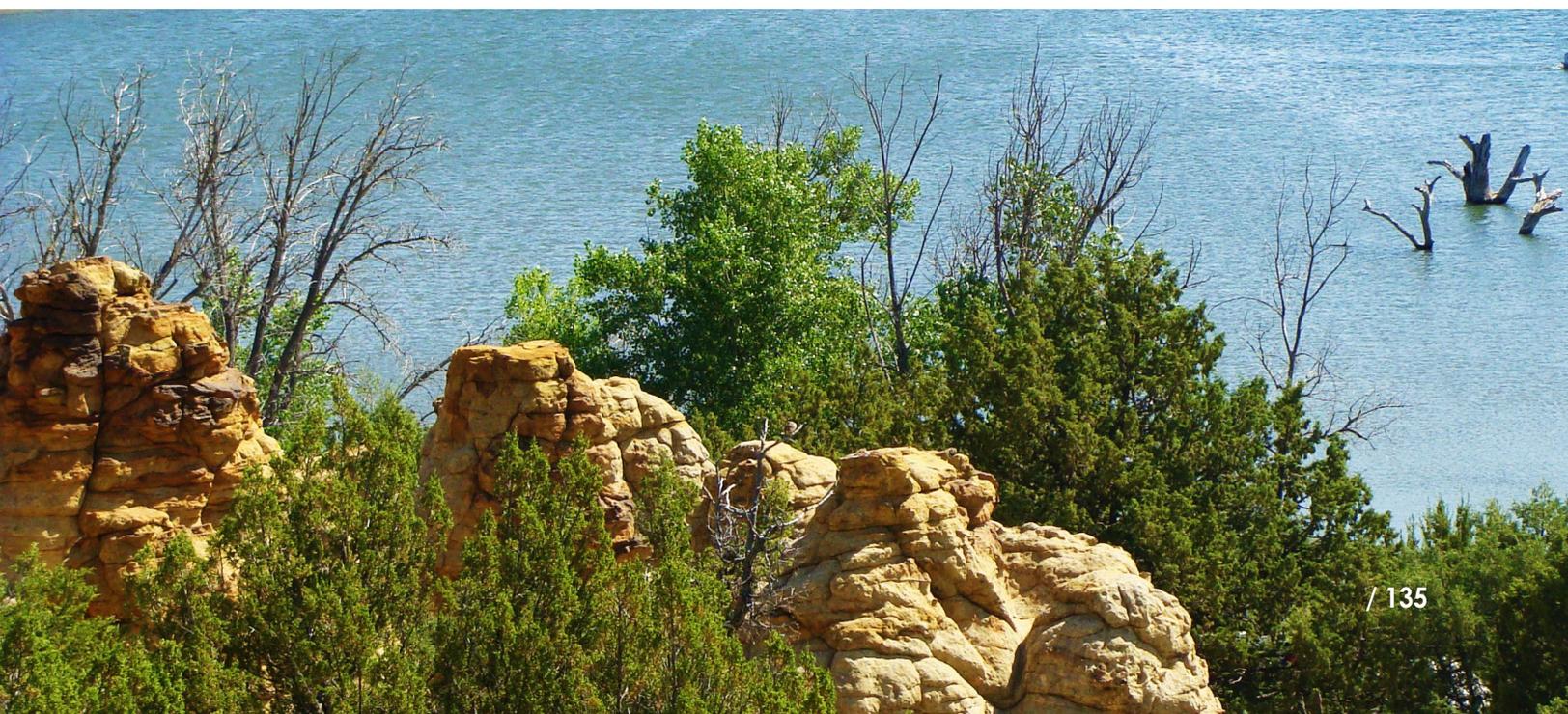
**Transportation Strategy 4.1:** In coordination with the Golden Spread Rural Frontier Coalition, seek additional state or federal funding for enhancements to and expansion of local and regional transit service to meet current and future needs.

**Transportation Strategy 4.2:** Expand transit to serve tourists seeking to visit Clayton Lake State Park, Capulin Volcano National Monument, and other regional attractions.

**Transportation Strategy 4.3:** Include transit planning in the construction of new or improvements to existing local streets and highways.

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# CHAPTER 8: COMMUNITY SERVICES & FACILITIES





## 8.1 INTRODUCTION

Community services and facilities offer vital quality-of-life amenities to communities which help residents feel safe, healthy, and connected. Developing and creating an environment where community members can learn and enjoy their surroundings helps increase social cohesion and lay the foundation for positive growth and interactions. This section describes the delivery of a wide range of services to Clayton residents, including public safety, community health, education, parks and recreation, community centers, and senior centers.

## 8.2 PUBLIC SAFETY

The number one obligation of government is public safety. Police and fire departments provide a highly visible presence in the community and can provide a sense of well-being and security. Clayton's Police Department and Fire Department take a strong community-driven approach to public safety and are dedicated to keeping their respective departments running in an efficient, professional, and well-trained manner. According to the community survey respondents, Clayton is meeting the public safety needs of the community with 71% agreeing that Clayton provides adequate public safety services.

### CLAYTON POLICE DEPARTMENT

The Clayton Police Department headquarters is located at 112 N. Front Street in Downtown Clayton. Department staff includes two Police Sergeants, five Patrol Officers, one Animal Control Officer, and five Dispatch Operators.

The Clayton Police Department handles all emergency service calls for Clayton and Union County, when requested. Locally, the emergency response time is under five minutes. Response times in the County vary depending on distance from Clayton to the call. The Police Department dispatches all calls to local fire stations throughout Union County.

The Clayton Police Department has been recognized and completed the following improvements in recent years:

- Clayton Police Department was one of the first departments in New Mexico awarded the Law Enforcement Recognition Accreditation in 2012. In 2016, it was awarded second place for Safest City in New Mexico.
- Department vehicles were upgraded to incorporate advanced technology allowing officers to complete inquiries in vehicles, connect directly to State Police, and utilize computer-aided dispatch.
- The Department offers mandatory, in-house, bi-annual training, which increases availability and lower training costs.
- A restructuring of the Department providing advancement opportunities and salary increases for officers.

### Clayton Police Department Needs

- The Police Department would like to provide additional specialized training for officers and staff in the areas of legalized marijuana, driving while intoxicated, and domestic violence.

- The Department would like to move the dispatch offices out of the Police Headquarters building and provide higher salaries to operators which will help recruitment and retention of staff.

### CLAYTON-UNION COUNTY JAIL

The Clayton Police Department has a joint agreement with Union County to operate jail facilities located in the Northeast New Mexico Detention Facility. The Clayton-Union County Jail can hold 25 detainees, both male and female. With the jail located inside the Detention Facility, officers often experience long detainee transfer times due to internal processes. The Police Department has indicated there is a need to renegotiate the terms of the agreement for the jail when the State of New Mexico takes over management of the Detention Facility.

### NORTHEAST NEW MEXICO DETENTION FACILITY

The Northeast New Mexico Detention Facility is owned by the Town of Clayton. It is a 179,624 square foot facility located on 15 acres of land along Dr. Michael Jenkins Road. The Detention Center opened in 2008 as a Level III Medium Security facility housing male inmates. It has the capacity to hold 625 inmates.

The Detention Facility was previously managed by GEO Group, a private prison company. The New Mexico State Department of Corrections assumed management of the Detention Facility in 2019, and an Intergovernmental Agreement between the Town of Clayton and the State of New Mexico was established. As previously mentioned in Chapter 4: Economic Development, one of the critical challenges for the Detention Facility is finding trained correctional officers and support staff. The wages for these workers are anticipated to increase, which in turn is expected to draw workers to Clayton.

### CLAYTON FIRE and RESCUE

Clayton Fire and Rescue provides fire protection services and emergency medical services to the Town of Clayton. The Fire Department operates out of three stations, including:

- Main Station #1 - manned full-time with three companies, operating from 1 Chestnut Street;
- Station #2 - manned 1-2 days per week, operating from 204 1/2 Jackson Street; and
- Station #3 - manned 1-2 days per week, operating from 181 Dr. Michael Jenkins Road.

Clayton Fire and Rescue is staffed by 22 volunteers and seven paid full-time responders. All staff provide both fire fighting and emergency medical services. The Department handles approximately 50% of the transports for Union County Hospital. Clayton Fire and Rescue employs several service vehicles, including three ambulances, two structure trucks, two bush trucks, two rescue vehicles, a Class A 75-foot ladder truck, and a water tender which holds up to 1,100 gallons of water.

The Department's ISO (Insurance Service Office) fire score is 5. The goal is always to lower the ISO rating, which impacts insurance rates, and is determined by the quality of the Fire Department, including staffing, training, and proximity of the firehouse; availability of the water supply, including the number of fire

hydrants and how much water is available for extinguishing fires; quality of the community's emergency communications system (911); and lastly, community outreach, including fire prevention and safety courses.



Clayton Fire & Rescue Station 1.

In recent years, Clayton Fire and Rescue has seen the volume of EMS calls nearly double due to increased passenger vehicle and large truck traffic on the Ports-to-Plains Corridor (US 87). There has also been a large increase in trucks transporting nuclear waste through Clayton causing concern within the Department that an accident would challenge existing resources.

### Department Needs

- There are no fire training facilities in northeast New Mexico. Clayton Fire and Rescue would like to construct a new classroom and an ISO and NFPA compliant "burn building". The Department believes this could attract other fire departments to Union County for training.
- With the increase in calls, the Department needs an ambulance and two new fire trucks.
- Hazmat training for all volunteers and staff, specifically focused on nuclear waste exposure.
- Training for fire fighters to combat the Town's urban/rural interface where the Kiowa Grasslands are adjacent to municipal limits. The Department wants to be prepared in the event of a fire that approaches Town structures.

## 8.3 PARKS and RECREATION

Parks and recreational facilities are an observable reflection of the quality-of-life in a community. They provide gathering spaces for social activities, increasing health and well-being, and promoting connections to the natural environment. Public parks and recreation centers in particular, provide amenities to all community members regardless of their ability to pay for access and help develop a sense of pride and unity among residents. When asked if Clayton provides adequate parks and recreation facilities and programs 32% agreed; 33%

were neutral; and 20% disagreed. The following section will describe the parks and recreation centers available to the residents of Clayton.

### PARK FACILITIES

The Town of Clayton owns and maintains the following three public park facilities:

- City Park - approximately 7.26 acres located at the intersections of South Third Street and Adams Street. City Park contains a baseball diamond and parking areas.
- Clayton Golf Club - approximately 66 acres located on Air Park Street and Princeton Avenue. The course is 9-holes and contains a small clubhouse.
- Clayton Skate Park - approximately 14.5 acres located on Air Park Street near the Golf Club, Clayton Public Swimming Pool, and the Clayton Municipal Air Park. The Skate Park contains outdoor picnic tables, skate park facilities, playground equipment, a baseball field, and a softball field.
- Clayton Public Pool - located at the dead-end of Water Street, adjacent to the Clayton Municipal Air Park. The outdoor pool is 25 meters long. The facility contains changing rooms and shower facilities.



*Clayton Golf Course.*

Although the amount of parkland would generally be considered sufficient to meet community needs, the parks as currently located and developed fall short of meeting an acceptable level-of-service (LOS). Community participants identified the need to have additional park facilities. The Future Land Use map (see *Chapter 3: Land Use*) indicates locations where new park facilities would be appropriate and provide easier access to the community.

### OUTDOOR RECREATION

Outdoor recreation is an important and valuable community asset in northeastern New Mexico. Surrounding Clayton there are several recreational opportunities on state and federal lands. Community members expressed the importance of

these areas to their quality-of-life at the public meetings and in response to the community survey. Chapter 4: Economic Development contains a more in-depth description of each outdoor recreation area. This section focuses on recreational opportunities within each recreation area.

### **Clayton Lake State Park and Dinosaur Trackways**

Clayton Lake State Park and Dinosaur Trackways is located 12 miles northeast of Clayton. The Lake area includes shaded structures for picnicking, off shore fishing, designated camping areas, and hiking trails. The Trout Derby, one of the most popular community events in Town, is held at Clayton Lake annually. The Dinosaur Trackway contains over 500 dinosaur tracks from different species. The tracksite is surrounded by a small boardwalk from which visitors can view the tracks up close. The Clayton Lake Observatory is available for star gazing at the designated dark skies of Union County. The Observatory is a small building with a retractable roof and a high powered telescope.



*Clayton Lake State Park.*

### **Stephen M. Bush Memorial Shooting Range**

A New Mexico Game and Fish managed shooting range is located just north of Clayton in Union County. The shooting range is being built in two phases; Phase 1 (161.5 acres) will include facilities for rifle, shotgun, and archery shooting and Phase 2 will include skeet and clay shooting areas.

### **Capulin Volcano National Monument**

Capulin Volcano National Monument is located approximately 60 miles east of Clayton and is surrounded by the Kiowa National Grasslands. Visitors to the volcano can drive or hike to the top and hike along the rim to view the inside of the volcano. The areas around the volcano are popular for camping and wildlife viewing including birdwatching.

### Kiowa Grasslands

The Kiowa Grasslands is popular among campers and wildlife viewers. Visitors can drive or hike to Mills Canyon Campground, which sits along the Canadian River. Dispersed camping is also possible in the grasslands area.

## 8.4 COMMUNITY FACILITIES

Community facilities provide for the social, welfare, spiritual, educational, and leisure needs of a community by creating spaces for people to gather and socialize with each other. Community facilities allow space to bring together people from different generations, cultures, and faiths which strengthens the community's social fabric. This section looks at all community facilities and services available in Clayton.

### A.W. THOMPSON MEMORIAL LIBRARY

One of the most popular community resources in Clayton is the A.W. Thompson Memorial Library. This is evidenced by over 66% of the community survey respondents identifying the Library as providing adequate resources and services to meet their family's needs.



*A.W. Thompson Memorial Library on Chestnut Street.*

The A.W. Thompson Memorial Library is located at 17 Chestnut Street. Staff includes one full time director and two part-time assistants, including a child librarian. The Library recently upgraded to a fully integrated, on-line library system. This upgrade will enable the Library to provide e-book check out. Currently, the Library does not have funding for e-book subscriptions, but is researching options to provide the community with this service.

Access to and assistance with technology and the Internet is an important service provided by the Library. Currently, the Library has six desktop computers, one laptop computer available for public use, and wifi throughout the facility that users can connect via their personal device. Community members can take GED classes on-line at the Library, and in the fall of 2019, started to take basic technology classes focused on on-line services, such as paying bills and using smart phones. The Library participates in the nationwide Summer Library Program and has a weekly story time event year-round for toddler age through 5 years.

Other events at the Library include the Seed Swap and Gardens Ecosystem National Parks Service (NPS) lectures in which local gardeners can bring seeds to share and swap as the NPS representatives educates the public on garden ecosystems; local interest educational talks that bring together local community leaders to discuss hot-topics; and the Monroe Lectureship which provides lectures and speeches on the history of the southwest, Clayton, and Union County. A recent lecture topic was Raymond Huff, a local leader that lobbied the U.S. Congress to construct buildings in Clayton through the Works Progress Administration during the 1930's.

### Library Needs

The Library has identified the following upgrades needed to the facility and programming needs:

- Restroom upgrades - the restrooms are not ADA accessible and do not have a baby changing station.
- Hot water - there is currently no hot water available in the Library. Hot water should be available in restrooms and other areas.
- GED Teacher - many community members are uncomfortable with on-line only classes. The Library would like to employ a part-time instructor that can teach classes for those community members working on completing a GED Certificate.
- Subscriptions for e-books and periodicals - the Library recently upgraded its on-line capabilities, but without these subscriptions, electronic reading materials are not accessible.

### CLAYTON SENIOR CITIZENS' CENTER

The Clayton Senior Citizens' Center is located at 19 E. Broadway Street. The Center has three part time staff and one full time director. The Center's full on-site kitchen accommodates the preparation of 30 congregate meals and 30 home delivery meals daily. The Senior Center has one delivery truck for meal delivery.



*Clayton Senior Citizens' Center on Broadway Street.*

Recreational activities at the Senior Center include exercise classes with workout equipment, billiards, card games, arts and crafts, and occasional out-of-town

trips. The Senior Center partners with the Union County Medical Center for medical check ups. Local transportation is provided to and from the Senior Center for seniors that cannot drive or do not have transportation.

### **Non-Metro Area Agency on Aging**

The Clayton Senior Citizens' Center is supported by the New Mexico Non-Metro Area Agency on Aging (AAA). The Non-Metro AAA offers community based services by contracting with local senior programs such as the Clayton Senior Center. Services available include:

- Adult Daycare;
- Case Management;
- Chores;
- Nutrition Counseling;
- Congregate Meals;
- Home Delivered Meals;
- Homemaker;
- Respite Care; and
- Transportation.

Clayton Senior Center is within the Provider Service Area (PSA) #3. A Provider Assistance Specialist is available to PSA #3 as needed.

### **CLAYTON CIVIC CENTER**

The Clayton Civic Center is located at 124 Front Street and serves as the primary event center in Clayton. The Civic Center was constructed in 1910. The building includes a large ballroom and an adjacent meeting room used for Clayton Board of Trustee meetings and other community meetings. The facility hosts live music and can be rented for private events.

The Clayton Civic Center, and the adjacent Clayton Town Hall and Police Department buildings, are over 100 year old brick buildings that were recently evaluated for building envelope, roof, window, mechanical units, and wall repairs. The evaluation found that the aging buildings will need substantial repairs due to aging. Clayton should prioritize these repairs to maintain these important buildings for future generations.



*Clayton Civic Center.*

### **CLAYTON TOWN HALL**

Clayton Town Hall is located at 1 Chestnut Street in Downtown Clayton. The red brick building was constructed in 1910. It stands two stories and is approximately 2,780 square feet. It houses the offices of the Mayor, City

Manager, and City Clerk/Treasurer. Residents can set up service for water, trash, and sewer at this location. The Police Department abuts Clayton Town Hall to the north.



*Clayton Town Hall on Chestnut Street.*

### **BUILDING EVALUATION**

In 2018, the Town of Clayton commissioned an evaluation of three Town-owned buildings, including the Clayton Civic Center, Town Hall, and the Police Department. The “Building Envelope Evaluation and Repair Planning” report (Avocet Design and Consulting, LLC.) found the buildings require substantial repairs due to aging. The report organizes recommendations into three categories:

- Cosmetic work - includes resealing of coping and brickwork, repainting exposed wood, and sealing joints around windows and doors.
- Repairs - include repointing mortar joints, removal and replacement of degraded drywall, and exterior structural upgrades.
- Replacement - includes roofs and ductwork on the Civic Center and Town Hall and HVAC mechanical units on all three buildings.

### **UNION COUNTY FAIRGROUNDS COMPLEX**

The Town of Clayton owns and maintains the Union County Fairgrounds Complex located at 96 Fairground Street. The Fairgrounds Complex includes a show ring, animal barn, and livestock pens and stables. Community members can use the Fair Arena free of charge. The stables and barn are available to rent. The Fairgrounds Complex hosts a variety of events throughout the year. The two largest events include:

- Union County Fair - held annually the second week in August and is the highlight of the summer. Fair activities include live music, an amusement park, food vendors, and rodeo, livestock, and creative arts competitions.

- 4th of July Celebration - the annual, multi-day 4th of July Celebration takes place at the County Fairgrounds with a rodeo, live entertainment, and barbecue competition, and culminates with a spectacular firework display.

Smaller scale events include 4-H rodeos, green chile roasting, and jackpots; swap meets; and other community events.



2019 Union County Fair Champions.



### Union County Fair Boards

The Union County Fair Complex and County Fair are supported by two all volunteer boards, including:

- Fairground Complex Board - a six member, all volunteer board that oversees the management of the Fairground Complex facilities. The Board is responsible for ensuring the complex is event ready, including processing utility payments and general maintenance.
- Union County Fair Board - a five-member, non-profit board whose primary function is organizing all events and activities for the Union County Fair.

Both boards meet on a monthly basis year round and report directly to the Clayton Board of Trustees on a quarterly basis.

### Fairground Complex Needs

The Fairgrounds Complex is a frequently-used facility that needs to be upgraded due to regular wear and tear. Some of the needed upgrades include electrical upgrades throughout the barn and remodeling of the kitchen area, especially the lighting.

## 8.5 UNION COUNTY COOPERATIVE EXTENSION SERVICE

The Union County Cooperative Extension Service is located at 100 Court Street in Clayton. The Extension Service specializes in the following three areas:

- Farm and Ranch - the Extension Service provides resources to help Union County farmers remain competitive in local, national and international markets. The extension service works to maintain and strengthen programs that address the needs of farmers including information on the latest technology, water management, and emergency preparedness. The

extension also helps to support farmers with brush and weed control and maintaining range management.

- Health and Family Well-Being - the Extension Service provides programs in Home Economics, Food Safety, and Food and Nutrition Education. These programs are geared to help the community improve family and leadership skills, financial literacy, healthy eating, and food management.
- 4-H Youth Development - Union County has a robust 4-H program. 4-H is more than just agricultural education; programs are varied and help young people, along with adult volunteers, to become self-directed, productive citizens.

## 8.6 GOVERNMENT ACCESS

Governmental websites and online social networking are considered to be a basic component for the provision of government services. Residents and others expect to find information on the internet that can help them access information and conduct business more efficiently.

The Town of Clayton does not have a website or online social networking presence. There is limited information on the Clayton-Union County Chamber of Commerce website, so communication and information sharing with the public is difficult. This is a lost opportunity as municipal websites are crucial online portals to reach residents for emergency alerts, bill payment, applications, community resources, department information, and public meeting agendas. Additionally, social networking accounts are a valuable tool for promotion and real time communication to residents about topics the community cares about, such as events and ongoing projects.

## 8.7 COMMUNITY HEALTH

A healthy community is comprised of healthy individuals. Access to physical and mental health services, regardless of economic resources, is a crucial component of promoting a healthy life. This section looks at the most recent community health data for Union County and the medical services available to Clayton residents.

### COMMUNITY HEALTH OUTCOMES

The 2018 annual County Health Rankings report (*County Health Rankings & Roadmaps Program, University of Wisconsin Population Health Institute*) was consulted to further understand community health in Clayton and Union County. The report illustrates how place affects wellness and longevity by measuring a variety of health indicators. It serves as a tool for communities to pinpoint opportunities for improving overall community health. The report ranks and groups a variety of factors for each county into two summary reports categorized under Health Outcomes and Health Factors. The following summary can assist Clayton and public health agencies in determining priorities for expanding and improving Health Outcomes and Health Factors for residents.

#### Health Outcomes

Union County ranked 6th in overall Health Outcomes when compared to the state average. Health Outcomes are measured by the following two factors:

- Length of Life/Premature Death ('Years of Potential Life Lost' before age 75 per 100,000 population) - Union County ranked 9th in the Length of Life/

Premature Death health factor (see Table 8.1). As explained in the County Health Rankings report, Years of Potential Life Lost (YPLL) is a widely used measure of the rate and distribution of premature mortality. Measuring premature mortality, rather than overall mortality, reflects the County Health Rankings' intent to focus attention on deaths that could have been prevented. Premature death is age-adjusted; YPLL emphasizes deaths of younger persons, whereas statistics that include all mortality are dominated by deaths of the elderly. For example, using YPLL-75, a death at age 55 counts twice as much as a death at age 65, and a death at age 35 counts eight times as much as a death at age 70.

- Quality of Life (self-evaluation measure based on how survey participants perceive their quality of life) - Union County ranked 3rd in the Quality of Life health factor as compared to the state average. This includes metrics regarding how residents rated overall health, physical health, mental health, as well as metrics on infant mortality and low birthweight.

<b>TABLE 8.1: HEALTH OUTCOMES</b>		
<b>Years of Potential Life Lost Rate</b>	<b>Union County</b>	<b>New Mexico</b>
Premature Death YPLL*	8,500	8,400
<b>Quality of Life</b>		
Poor or Fair Health	20%	21%
Poor Physical Health Days	4.2	4.3
Poor Mental Health Days	3.7	4.0
Low Birthweight	8%	9%

\*Years of Potential Life Lost. Source: County Health Rankings and Roadmaps, 2018.

**Health Factors**

Union County ranked 7th in overall Health Factors as compared to the state average. Health Factors measures and Union County's ranking include:

- Health Behaviors (14th) - food insecurity, limited access to healthy foods, drug overdose deaths, motor vehicle crash deaths, insufficient sleep;
- Clinical Care (25th) - uninsured residents, medical professionals, preventable hospital stays, mammography screening, flu vaccinations;
- Social and Economic Factors (4th) - education, unemployment, children in poverty, income inequality, children in single-parent households, violent crime, injury deaths, etc.;
- Physical Environment (4th) - air pollution, drinking water violations, severe housing problems, driving alone to work, long commute - driving alone.

Table 8.2 provides a summary of Health Behaviors and Clinical Care measures for Union County and compares them to New Mexico.

TABLE 8.2: HEALTH FACTORS, 2018		
Health Behaviors	Union County	New Mexico
Adult Smoking	15%	17%
Physical inactivity	24%	18%
Alcohol-impaired driving deaths	40%	31%
Access to exercise opportunities	76%	77%
<b>Clinical Care</b>		
Uninsured	104%	13%
Primary Care Physicians	2,100:1	1,340:1
Preventable Hospital Stays	70	39
<b>Social and Economic Factors</b>		
Social Associations	19.1	8.2
Violent Crimes	285	590
<b>Physical Environment</b>		
Air pollution-particulate matter	5.4	6.4
Severe housing problems	10%	18%

Source: County Health Rankings and Roadmaps, 2018.

Notable metrics for Union County by category include:

- Health Behaviors - a higher rate of alcohol-impaired driving deaths and a higher rate of physical inactivity, even though residents have a high percentage of access to exercise opportunities.
- Clinical Care - include a shortage of primary care physicians; and a lower rate of individuals getting flu vaccines than the state average.
- Social and Economic Factors - nearly double the rate of individuals in social associations and a much lower rate of violent crime that the state average.
- Physical Environment - lower particulate and air pollution and a lower rate of individuals experiencing severe housing problems than the state.

**COMMUNITY HEALTHCARE NEEDS**

Community healthcare needs in Clayton include:

- Additional mental and behavioral health services;
- UCGH is building a dental office to Clayton in 2020, but Clayton could use additional dental care, such as orthodontic and dental surgical care; and
- A part-time Medicaid office to advise beneficiaries about their current health coverage. to inform and advise beneficiaries about their current health coverage. This will encourage Medicaid patients seeking the health care they need in a timely manner and not delay treatments because of concerns for associated costs.

In 2019, the New Mexico State Legislature passed HB 480, which established the Graduate Medical Education (GME) Expansion Review Board and Advisory Group. The GME is tasked with developing a strategic plan to expand and create new programs to increase the health care workforce in New Mexico, particularly

in the fields of primary care and psychiatry. A priority of the initiative is to expand programs and providers in rural and frontier communities and to programs serving historically underserved communities. Clayton could benefit from this expansion.

A different grant program from the national Health Resources and Services Administration and administered by the University of New Mexico (UNM) Hospital aims to send graduates from its College of Nursing program to rural communities. The grant funds the program for four years beginning in 2020. Clayton is not on the list of rural communities to receive nurses; however, if the grant program is successful, Clayton could be on the list for the next round of nurse placements.

### UNION COUNTY GENERAL HOSPITAL

Union County General Hospital (UCGH) has been serving the residents of Union County and Clayton since 1912. Today, the UCGH is a full service, acute care hospital in located in Clayton. Union County owns the hospital and contracts with the Community Hospital Corporation for its management.



*Union County General Hospital on Wilson Street.*

The UCGH offers the following medical services:

- Union County Health Center - a hospital-based rural health clinic that services patients with four general medical providers and multiple staff. The clinic is located near the UCGH radiology and hematology labs allowing it to provide patients with same day diagnosis and care.
- Level IV Trauma Center - a Level IV Trauma Center provides advanced life support and stabilizes the patient prior to transfer of critical care patients to a higher level trauma center. Level IV Trauma Center Elements include: Basic emergency facilities and staff that can implement Advanced Trauma Support; Surgery and critical-care services; and Transfer to Level I or Level II Trauma Centers via flight and ground transport.

In addition to the above, UCGH offers:

- Inpatient and outpatient surgical care;
- Pharmacy;
- Laboratory services includes chemistry, hematology, microbiology, and blood bank testing;
- Radiology which includes X-Ray, CT Scan, MRI, and Nuclear Medicine;
- Physical therapy rehabilitation services;
- Respiratory care;
- Sleep study clinic; and
- Home health care which includes skilled nursing and physical therapy.

The New Mexico Department of Health manages the Office of Primary Care & Rural Health (OPCRH). The OPCRH advocates for quality health care delivery systems for New Mexico residents. Its Small Rural Hospital Improvement Program (SHIP) supports improved systems development and quality management in eligible rural hospitals statewide. Eleven rural hospitals in New Mexico were participating in the program during FY19, including the UCGH.

**TRI-COUNTY COMMUNITY SERVICES**

Tri-County Community Services is located in Clayton and provides mental and behavioral health care for substance abuse rehabilitation. The Center offers outpatient treatment using a substance abuse counseling approach and trauma related counseling. Insurance and sliding fee scale are accepted.

**8.8 PUBLIC EDUCATION**

Rural public schools are at the center of development in rural communities. They strive to prepare their students with the tools to excel and succeed after graduation onto college and a career. Rural schools have the added importance as the center of social, recreational, and cultural life in their communities. Local public schools can help students understand the history of their community, which in turn improves their sense of belonging.

**CLAYTON MUNICIPAL SCHOOLS**

Clayton Municipal Schools is the largest school district in Union County covering approximately 2,700 square miles and serving students in Clayton and the surrounding area. The District has four schools on separate campuses. Table 8.3 shows the name and address of each school. Enrollment is not broken down by school; the total 2019 enrollment is 436.

<b>TABLE 8.3: CLAYTON MUNICIPAL SCHOOLS</b>		
<b>Schools</b>	<b>Address</b>	<b>Grade Levels</b>
Avis Elementary School	404 Aspen Street	Pre-K - 4th
Kiser Elementary School	224 Spruce Street	5th - 6th
Clayton Junior High	224 Spruce Street	7th - 8th
Clayton High School	323 S. Fifth Street	9th - 12th



Clayton Municipal School locations.



Clayton High School entry.

The Clayton community has supported the District by passing General Obligation Bonds; the most recent in 2016, which allowed the District to make critical upgrades to the school facilities. These improvements included adding secure entrances with key card access at all schools; window and stucco replacement at Clayton High School; and roof replacements at Clayton High School and Kiser Elementary School.

Clayton High School is one of many Works Progress Administration (WPA) buildings in Clayton and is listed on the National Register of Historic Places and a State Cultural Property. Upgrades and modifications to the building requires

additional costs to meet historic preservation requirements. The District met those requirements and is upgrading the Clayton High School facilities.

**Educational Programming**

Clayton Municipal Schools is focused on ensuring all students graduate prepared for a successful life after high school. This includes adding financial literacy and college readiness classes into the curriculum. The District has upgraded technology access on all campuses. Students have a nearly one-to-one ratio of devices and technology is used in all classes at all grade levels.

Dual-credit Interactive Television (ITV) classes are available at Mesalands Community College and Clovis Community College for Clayton junior and high school students. These classes allow students to pursue college credits while completing their high school curriculum. Students from Clayton High School are enrolled in college level classes in chemistry, biology, algebra, history, and English. The District recently added a Certified Nursing Assistant (CNA) program. The District is also focused on maintaining classes that promote students' creative interests and skills training, such as band and music; woodshop; agriculture; Spanish; and technology.

**Clayton Graduation Rate**

An important measurement of overall school district success is the graduation rate, which is strongly related to future better earning potential, higher incomes, and more positive health outcomes. Clayton Public Schools experienced a 16% decrease in 4-year graduation rates between 2010 and 2017. The 2017 Clayton Schools graduation rate of 79% is comparable to most surrounding districts, as well as the overall graduation rates statewide.

<b>TABLE 8.4: GRADUATION RATE</b>			
<b>School District</b>	<b>2010</b>	<b>2017</b>	<b>% Change</b>
CLAYTON PUBLIC SCHOOLS	94%	79%	-16%
Raton Public Schools	63%	78%	23%
Springer Municipal Schools	98%	100%	2%
Logan Municipal Schools	95%	62%	-34%
Mora Independent School District	82%	73%	-11%
New Mexico Schools Statewide	67%	78%	16%

Source: NMPED, 4-Year Graduation Rates.

Note: Graduation rates for Des Moines Municipal Schools are not published by PED because there were less than 10 graduates.

**POST-SECONDARY EDUCATION AND TRAINING**

There is no facility for post-secondary education classes or training in Clayton or within Union County, which limits residents' access to education. Despite this, Clayton residents are very interested in pursuing post-secondary education and training. Over 68% of respondents to the Clayton student survey want to go to college after graduation. Results of the community survey showed that 82% of respondents would likely attend a higher education institution if one were located in Clayton. This is clear evidence that access post secondary education should be expanded in this region of New Mexico.

The top five areas of study identified by respondents to the student survey who are planning on going to trade school or college include:

- Medicine/Doctor/Nurse, 28%
- Trades/Welding/Mechanics, 11%
- Art/Theater, 10%
- Mathematics/Science, 10%
- Animal Science/Veterinary Medicine/Equine Study, 9%

The respondents to the community survey indicated the following top five courses would best serve the education needs of youth and adults in Clayton:

- Building trades, 82%;
- Health Sciences, 54%;
- Education, 53%;
- Agribusiness or animal sciences, 51%; and
- Renewable Energy, 50%.

Other responses included technology and vocational-type courses like mechanics, truck driving, metal work, and manufacturing.

Attracting a community college or a satellite campus to the area would provide in-person training and college level classes for future employees. This would support the desire for youth to remain in Clayton after high school. Until then, Clayton residents can take classes online, at home or on computers at the A.W. Thompson Memorial Library. The nearest community colleges and four-year university to Clayton are Mesalands Community College in Tucumcari (112 miles); Highlands University and Luna Community College in Las Vegas (152 miles); and Clovis Community College (170 miles). Each of these schools provides online classes. Students can obtain an associate degree or professional certifications and licenses entirely online in many programs of study. Students can also develop a course of study that incorporates both online and in-person classes.

## 8.9 COMMUNITY SERVICES & FACILITIES GOALS, OBJECTIVES, and STRATEGIES

### Community Services and Facilities Goal 1: Maintain an adequate level of public safety services in the Town of Clayton.

*Objective 1.1: To protect and ensure the safety and security of the Clayton community.*

*Objective 1.2: To ensure the Clayton Police and Fire and Rescue Departments are adequately staffed, equipped, and receive on-going training.*

*Objective 1.3: To achieve a lower ISO fire score rating for the Clayton Fire and Rescue Department.*

*Objective 1.4: To reduce the detainee transfer time at the Clayton-Union County Jail.*

**Community Services and Facilities Strategy 1.1:** Work with the Clayton Police and Fire and Rescue Departments on developing a comprehensive public safety needs assessment that includes:

- Data collection on past calls for nonemergency and emergency services, including ambulance transport, over the past five years;
- Training and certification needs, including training related to future legalized marijuana, DWI, domestic abuse, hazardous material accidents, and wildfires;
- Technology, equipment, and vehicle needs;
- Facility needs, including dispatch and fire training facility; and
- Identification of adequate staffing levels to maintain a high level of response times.

**Community Services and Facilities Strategy 1.2:** In conjunction with Union County and the New Mexico Corrections Department, pursue a Memorandum of Understanding that addresses the management of the Clayton-Union County Jail.

### Community Services and Facilities Goal 2: Develop and provide access to parks and recreational facilities.

*Objective 2.1: To meet the recreational and fitness needs of Clayton residents, regardless of age.*

*Objective 2.2: To facilitate the shared use of the Town of Clayton and Clayton Municipal Schools recreation facilities.*

**Community Services and Facilities Strategy 2.1:** Acquire land for the development of new neighborhood parks to serve existing residential neighborhoods, as identified in the Future Land Use Scenario.

**Community Services and Facilities Strategy 2.2:** Program, design, and construct a new multi-generational community center that provides a variety of indoor recreational amenities.

**Community Services and Facilities Strategy 2.3:** Work with Clayton Municipal Schools on joint use agreements that allow community use of school recreation facilities.

**Community Services and Facilities Goal 3: Provide a range of multi-generational community facilities and programs.**

*Objective 3.1: To ensure community facilities, such as the A.W. Thompson Memorial Library and Clayton Senior Center, help meet the social service and educational needs of Clayton residents.*

*Objective 3.2: To provide for the delivery of support services, programs, and educational opportunities for Clayton residents.*

**Community Services and Facilities Strategy 3.1:** Create a preventative maintenance and replacement program for all Town-owned facilities.

**Community Services and Facilities Strategy 3.2:** Complete needs assessments that determines existing and future programming and facility needs of the A.W. Memorial Library and Clayton Senior Center.

**Community Services and Facilities Strategy 3.3:** Prioritize and pursue funding to meet the facility and programming needs of the A.W. Thompson Memorial Library and Clayton Senior Center, as identified in the needs assessments.

**Community Services and Facilities Goal 4: Increase access to public information and communication with Clayton residents.**

*Objective 4.1: To ensure the efficient delivery of local government services to Clayton residents.*

*Objective 4.2: To maintain transparency, accountability, and openness of government to the community.*

**Community Services and Facilities Strategy 4.1:** Develop a Town of Clayton website that includes links to departments; Town Manager's office; Town Trustees and Mayor; boards and commissions; meeting agendas; adopted ordinances and resolutions; bill payments; announcements; events; etc.

**Community Services and Facilities Strategy 4.2:** Create and maintain a Town of Clayton government Facebook page that provides announcements, public service announcements and events, and provides residents with the ability to communicate with and make inquiries.

**Community Services and Facilities Goal 5: Support equal access to quality education and learning opportunities.**

*Objective 5.1: To ensure educational programming is available to all Clayton residents.*

*Objective 5.2: To facilitate a dialogue between Clayton Municipal Schools and Luna Community College, Mesalands Community College, and Clovis Community College on increasing access to education and dual credit programs for Clayton residents.*

**Community Services and Facilities Strategy 5.1:** Initiate an annual town hall on educational initiatives that address raising the high school graduation rate and expanding dual credit courses for high school students, access to certificate programs, and online classes. Community partners should include the Town of Clayton, Clayton Municipal Schools, Luna Community College, Mesalands Community College, and Clovis Community College.

**Community Services and Facilities Strategy 5.2:** Determine the potential for and the feasibility of a community college satellite being established in Clayton or Union County.

**Community Services and Facilities Strategy 5.3:** Disseminate information on adult education programs, certificates, and classes (e.g., GED preparation, ESL, computer literacy, work skills training, etc.) offered at Luna Community College, Mesalands Community College, and Clovis Community College.

**Community Services and Facilities Goal 6: Improve the delivery of health care services to Clayton residents.**

*Objective 6.1: To ensure Clayton residents have adequate access to health care services and Medicaid benefit assistance.*

*Objective 6.2: To ensure there are adequate number of health care professionals to serve Clayton residents.*

*Objective 6.3: To facilitate an on-going dialogue and pursue strategies with Union County General Hospital to increase access to health care services in Clayton and Union County.*

**Community Services and Facilities Strategy 6.1:** Collaborate with Union County General Hospital and other regional health care providers on creating a strategic plan that identifies incentives to attract and retain health care professionals and specialists in Clayton. The strategic plan should address behavioral health services, mental health services, dental care, specialty care, Medicaid benefit assistance, and recruitment of graduates from health care programs.

**Community Services and Facilities Strategy 6.2:** Promote medical school mentorship programs that recruit high school seniors from rural New Mexico communities who are interested in the health sciences to train them to be physicians and return to practice medicine in the community.

**Community Services and Facilities Strategy 6.3:** Recruit senior care providers that offer assisted living, memory care, and skilled nursing services to allow Clayton residents to age in place.

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# CHAPTER 9: HAZARD MITIGATION





## 9.1 INTRODUCTION

Hazard Mitigation is the deliberate action of reducing or eliminating the pre-conditions, during, and post-conditions of man-made and natural disasters. Implementation of mitigation strategies will not only protect the public health, safety, and welfare; it will also ensure hazards have minimal impact on the economic well being of the community. Implementation of hazard mitigation actions leads to safe, resilient, and sustainable communities.

Hazard mitigation planning has a more significant impact when local governments and agencies work together. This Hazard Mitigation element references the joint efforts between the Town of Clayton and Union County, and the key underlying principles and best practices that Clayton and Union County can employ to further their hazard planning efforts.

## 9.2 KEY PRINCIPLES OF HAZARD MITIGATION

In addition to the efforts and preparedness-related protocols, Clayton should consider the following principles of hazard mitigation for long-range planning purposes and during disaster events:

- Act before a disaster and utilize the planning process as a key component of hazard mitigation strategies;
- Document existing predicted and future hazards to continue raising awareness amongst communities;
- Participate in intergovernmental hazard mitigation planning;
- Reinforcement between hazard mitigation and other planning goals;
- Be both strategic and opportunistic, and look for opportunities for change;
- Champions are key to ensuring that hazard mitigation is important to the community and implementation depends on political will;
- Account for all stakeholder values in light of hazard mitigation planning;
- Emphasize multiple objective planning and seize opportunities for collaborative projects;
- Evaluate opportunities in the comprehensive plan for density reallocation;
- Communicate and educate the public on the risks from hazards;
- Recognize that hazard mitigation has long term socio-economic benefits to the community; and lastly
- Aim for resilience.

## 9.3 BEST PRACTICES IN HAZARD MITIGATION

The Federal Emergency Management Administration (FEMA), in conjunction with the American Planning Association (APA), work together to provide resources to communities coordinating their own hazard mitigation planning. The 2010 “Hazard Mitigation: Integrating Best Practices into Planning” report identifies effective hazard mitigation strategies based on a series of case studies for large, intermediate, small town, or rural jurisdictions across the United States. The case studies reference communities that have done the

most in hazard mitigation. The following list of best practices was derived from those case studies:

- Clearly state the goals and objectives of hazard mitigation efforts and their relationship to the Comprehensive Plan. Hazard Mitigation goals in the Comprehensive Plan should mirror those found in other plans and vice-versa.
- Utilize government expenditures and development regulations to implement hazard mitigation efforts. The Comprehensive Plan should identify the policies and actions needed to implement hazard mitigation efforts and available funding. Create multi-purpose projects for hazard mitigation to solve multiple goals. Land use regulations can also be used to implement mitigation measures.
- Document existing and predicted future conditions through a hazard mitigation assessment. Hazard mitigation assessments should provide a snapshot of historical hazards and specific events, as well as predict impacts for future hazards.
- Raise public awareness of hazards experienced in-and-around the area and mitigation measures being taken. Stakeholder values must be accounted for in light of hazard mitigation. As such, the public should be informed and included in the hazard mitigation planning process. Public participation assists with the identification of all known hazards and the development of effective strategies.
- Sustain leadership for hazard mitigation. Seize opportunities for community or political advocates to move the community towards embracing hazard mitigation objectively.
- Use external drivers and regulations as an impetus for change. Adhering to state and federal laws and programs can help drive the implementation of hazard mitigation efforts.
- Develop tools to address implementation of strategies and evaluate the mitigation measures over time.

### **9.4 HAZARD MITIGATION PLANS and DISASTER PREPAREDNESS**

The Town of Clayton and Union County have jointly created hazard mitigation and emergency preparedness plans. It is typical for counties to take the lead on hazard mitigation planning and coordinate a joint effort with local governments within their county boundaries. This section describes joint plans and protocols of Clayton and Union County.

#### **WATER CONSERVATION and DROUGHT CONTINGENCY PLAN**

The Town of Clayton adopted the Water Conservation and Drought Contingency Plan in December 2013 (Resolution No. 13-21). It addresses voluntary water conservation and mandatory drought management to conserve water resources. It includes drought management procedures that become applicable when water availability, pumping conditions, temperature and weather considerations, and other factors indicate the need to restrict water consumption in order to preserve water supplies for essential needs. It should be noted that while this document is a good step, it is strongly recommended that the Town of Clayton complete a more

comprehensive Water Conservation Plan that complies with requirements of the New Mexico Office of the State Engineer (NMOSE). The existing plan does not include the NMOSE GPCD (gallons per capita per day) analysis that details actual Clayton water use and water losses, or the AWWA Water Audit that describes the strengths and weaknesses of the Town of Clayton water system. The NMOSE Water Conservation Plan is a required item for many New Mexico State Water Grant applications.

As indicated in the Ordinance, water conservation steps to ensure and protect water availability for all residents and consumers in Clayton are as follows:

- Conduct Ongoing Water Conservation Education and Community Outreach - The Clayton Water Department will assist Town management in distributing the annual voluntary watering schedule for April through October and communicate water conservation opportunities and strategies to residents and businesses. Such strategies include finding and fixing indoor and outdoor water leaks, installing water-saving devices, and purchasing water-efficient appliances.
- Implement Water Restrictions Based on Three Stages - Water use restrictions shall be enacted when water elevations in the Town water supply tanks fall below certain levels. The three stages of water rationing and restriction include:
  - ✓ Stage 1 Voluntary Water Conservation - Voluntary water conservation shall be in effect on an ongoing basis due to high seasonal usage demands April through October or whenever the Town manager declares that the water supply or capacity of the water works system to deliver water is approaching levels at which water rationing will be required to preserve the ability of the Town utility to deliver a necessary amount of water to each water user.
  - ✓ Stage 2 Mandatory Water Rationing - Mandatory water rationing will be in effect whenever the water elevation level in the Town supply tanks fall between twenty feet and/or continues falling below the twenty foot mark.
  - ✓ Stage 3 Emergency Water Rationing - Emergency water rationing will be in effect whenever the water elevation level in the town supply tanks fall below 18 feet and/or continues falling below the 18 foot mark with a declaration of a water emergency by the Town Board of Trustees.
- Water Use Restrictions Table - Assists water users in determining which water use strategies are allowed at any one stage.
- Recommend Ongoing Conservation Practices - The Town of Clayton recommends that all water users voluntarily implement water conservation practices year-round.

## EMERGENCY NOTIFICATION SYSTEM

Clayton residents can opt into Union County's emergency notification system. Union County makes use of CodeRED™ to communicate emergencies, non-related or related to weather, to registered users. CodeRED™ allows Union

County to deliver geo-targeted, time-sensitive information to any individual opted into the service using voice, email, and text messaging. User have the option to opt into receiving severe weather notifications issued by the National Weather Service as well.

### UNION COUNTY COMMUNITY WILDFIRE PROTECTION PLAN

The Community Wildfire Protection Plan (CWPP) was developed and adopted in 2008 by the Board of County Commissioners. The CWPP was a joint effort between Union County, Town of Clayton, local fire fighting agencies, the Fire Marshal, state and federal agencies, and other communities within Union County. The goal of the Plan was to enhance human safety and reduce the risk to property and the watershed. The Plan identified and prioritized federal and non-federal lands for hazardous fuel reduction treatments, outlined methods for fuel reduction, and established measures for reducing structural ignitability. The Plan gave communities in Union County priority assistance status for U.S. Forest Service and Bureau of Land Management hazardous fuels reduction projects.

The Plan identified wildland-urban interface (WUI) zones. WUI Zones are areas where structures and other human development meet and intermingle with undeveloped wildland and vegetative fuels that pose complex and dangerous situations for firefighters. Clayton's WUI Zone boundary extends five miles outside of the municipal boundary to create a sufficient buffer zone that encompasses the surrounding infrastructure.

The CWPP recommended the following actions that would protect Clayton and its essential infrastructure:

- Public education campaigns conducted by the Interagency Outreach team;
- Creation of defensible space created by property owners;
- Local volunteer fire departments working together to contain fuel breaks and conducting prescribed burns to reduce fuel; and
- Increased Fire Department presence during large events.

### UNION COUNTY/TOWN OF CLAYTON LOCAL EMERGENCY PLANNING COMMITTEE

The Local Emergency Planning Committee (LEPC) was established under the 1986 Superfund Amendment and Re-Authorization Act (SARA Title III, Community Right-To-Know). The purpose of the LEPC is to:

- Disseminate information regarding potential chemical hazard, and identify hazardous materials transportation routes and storage sites for the public;
- Ensure compliance with the Community Right-to-Know Act;
- Assist with preparation and implementation of the All Hazards Emergency Operations Plan;
- To promote planning, training, education, and professional development of its members in order to enhance programs that encourage the safety and health of the residents of Union County and Town of Clayton, including conducting educational programs to help the public understand safety risks and community rights.



## 9.5 HAZARDS

The New Mexico State Hazard Mitigation Plan (2018) identified the hazards experienced in and around Clayton. Although the Hazard Mitigation Plan focused on County-wide hazards, the hazards are applicable to the Town of Clayton. The primary hazards faced by Clayton and Union County are flooding, wildfires, drought, tornadoes, and severe weather. Union County in particular is susceptible to the multi-hazard, drought-wildfire-flood cycle, which includes events such as dam failures, drought, flood/flash floods, land slides, and wildland-urban interface fires. Earthquakes also pose another hazard. Hazard events that have occurred in Clayton and Union County include:

### WILDFIRE

There are large expanses of grassland and pasture/grazing lands surrounding Clayton within the unincorporated areas of Union County. These areas, unmaintained, create the conditions for wildfires primarily caused by lightning. Wind contributes to the danger factor of wildfires as the region experiences periods of high wind that can carry fire to other areas with vegetative fuel. Wildfires contribute to the drought-wildfire-flood cycle as fires damage the soils' ability to infiltrate water.

In March 2018, a major wildfire dubbed the "Stateline Fire" spanned the three states of New Mexico, Colorado, and Oklahoma. The fire covered an area totaling over 28,000 acres. In Union County alone, the burn area covered 17,000 acres of state and privately owned land. No structures were damaged as a result of the Stateline Fire. In July 2019, another wildfire burned 780 acres just west of the Town of Clayton.



*Stateline Fire - an estimated 28,000-acre burn area; 17,000 in Union County alone - March 2018.*

### DROUGHT

Clayton and Union County are regularly affected by drought, similar to all of New Mexico. Drought reduces soil moisture, water, and snow levels, and causes disruptions to economic and ecological systems. Drought is a factor in wildfire

severity and flash floods. The New Mexico Hazard Mitigation Plan describes drought as being a slow-moving hazard with difficult to define beginning and end points. The U.S. Department of Agriculture designated Union County as a natural disaster area due to drought in January 2015. Drought is the leading cause of the drought-wildfire-flood cycle as it creates unhealthy ecosystems characterized by high density vegetation that lead to an increased supply of vegetative fuel for fire, and subsequently, soil erosion.

## FLOODING

Flooding can occur in Clayton and Union County year-round, but the threat is especially present during the July-August monsoon season. The New Mexico Hazard Mitigation Plan estimated that Union County has a 38% probability of a flood occurrence and 100% probability of a flash-flood occurrence. Clayton and Union County do not participate in the National Flood Insurance Program, which aims to reduce the impact of flooding on private and public property owners by providing flood insurance and encouraging communities to implement floodplain management. As a result, flood insurance is unavailable for residents.

## SEVERE WEATHER

Clayton and Union County experience severe weather, such as tornadoes and winter storms:

- Tornadoes - characterized by rotating columns of air projecting from thunderstorm clouds. Damage associated with tornadoes is caused by accompanying extreme wind pressure and wind-borne debris. A significant tornado occurred in Union County on May 23, 2010; the event is described as a "swarm of tornadoes" by the National Oceanic and Atmospheric Administration (NOAA) National Weather Service. On August 13, 2016, a tornado was reported near Capulin and another was reported near Capulin Volcano National Monument. Both tornadoes were part of the same thunderstorm system.
- Winter Storms - characterized by heavy snowfall. Union County, including Clayton, experiences 10-60 inches of snowfall in a year.

## HAZARDOUS MATERIALS

The Ports-to-Plains designation of US 87(US 64) has increased the frequency and amount of freight traveling through the area. More traffic increases the likelihood of vehicular accidents and the potential for hazardous material spills. All accident related calls are tended by local emergency response teams (some are volunteers). It is dangerous for emergency response teams to attend calls for accidents or hazardous waste spills without proper equipment and training. The Town of Clayton can prepare for accidents related to hazardous materials by continuing to educate the public, raise awareness, develop evacuation and training procedures, and work with state and federal agencies to develop hazard mitigation policy for industries.

## EARTHQUAKES

Earthquakes have been affecting the Clayton and Union County area for many years, although earthquakes have not been major enough to cause alarm. In the 2018 Clayton Civic Center Evaluation Plan, earthquakes were identified as a hazard because of the stress placed on aging buildings by seismic activity. In 2002, the

Town of Clayton experienced a 3.7 magnitude earthquake at a 5 kilometer depth; an additional earthquake in 2013 occurred with a magnitude of 2.7 at a depth of 4 kilometers. Earthquakes are natural disasters that can occur without warning and place people at risk because of vulnerable structures. Seismic risk evaluations and seismic upgraded are recommended as resources allow.

## 9.6 HAZARD MITIGATION GOALS, OBJECTIVES, and STRATEGIES

### **Hazard Mitigation Goal 1: Reduce the community's vulnerability to natural hazards.**

*Objective 1.1: To provide residents with adequate warning for major hazards, including flooding, severe weather, and tornadoes.*

*Objective 1.2: To develop greater capability and capacity to mitigate hazards and experience a shorter recovery time after hazards have occurred.*

*Objective 1.3: To increase emergency preparedness and response during natural hazard events.*

**Hazard Mitigation Strategy 1.1:** In coordination with Union County, participate in and complete a Hazard Mitigation Plan that is compliant with FEMA requirements to ensure Clayton is eligible for receiving disaster mitigation assistance and grants. The Hazard Mitigation Plan should be updated and submitted to FEMA every five years to maintain eligibility.

**Hazard Mitigation Strategy 1.2:** Develop an improved vehicle routing and evacuation system for passenger vehicles, trucks, and responding emergency vehicles during hazard events.

**Hazard Mitigation Strategy 1.3:** Install backup generators at designated shelters to protect against power loss during severe storms, wildfires, high wind events, or due to other power failures.

**Hazard Mitigation Strategy 1.4:** Coordinate and encourage on-going collaboration between the Town of Clayton, Union County, State of New Mexico, and the Federal Emergency Management Agency on mitigating natural hazards.

### **Hazard Mitigation Goal 2: Reduce the community's vulnerability to wildfires.**

*Objective 2.1: To work with Union County on fuel reduction activities in the wildland/urban interface areas.*

*Objective 2.2: To pursue on-going collaboration between the Town of Clayton and Union County on wildfire prevention.*

**Hazard Mitigation Strategy 2.1:** Collaborate with Union County on the development of a public information program on mitigation of wildfires, including:

- Creating wildfire buffer zones around structures;
- Removing combustible materials around homes; and
- Creating an emergency supply kit (e.g., water, food, batteries, flashlights, first aid kit, phone chargers, etc).

**Hazard Mitigation Strategy 2.2:** Work with Union County on developing a program for weed and brush removal within urban-rural interface areas at risk for wildfires.

**Hazard Mitigation Strategy 2.3:** Become a member of the Fire Adapted New Mexico network and utilize the knowledge of the members and the resources available to help reduce the risk of wildfire in Clayton.

**Hazard Mitigation Strategy 2.4:** Seek grants from the Community Planning Assistance for Wildfires program for assistance with wildfire mitigation.

### **Hazard Mitigation Goal 3: Reduce the impact of drought conditions on the community.**

*Objective 3.1: To pursue the development of a community water reuse system for non-potable water for irrigation purposes.*

*Objective 3.2: To educate residents on the impacts of drought and methods for conserving water.*

**Hazard Mitigation Strategy 3.1:** Determine the feasibility of developing a water reuse system that provides irrigation to the Town's parks and golf course.

**Hazard Mitigation Strategy 3.2:** Continue drought monitoring, assessment of vulnerabilities, and implement the recommended response actions during the various levels of drought contained in the Town's Drought Contingency Plan. This may include fire protection, protection of healthcare facilities, prioritizing indoor use over non-essential outdoor water use, instituting water use restrictions, construction of additional wells, and water rate increases.

### **Hazard Mitigation Goal 4: Improve the Town of Clayton's ability to respond to hazardous material spills and accidents.**

*Objective 4.1: To ensure a rapid and coordinated response to hazardous material spills and accidents on US 87 (Ports-to-Plains Corridor).*

*Objective 4.2: To ensure the Town of Clayton is prepared in specialized emergency response.*

**Hazard Mitigation Strategy 4.1:** Provide Clayton Fire and Rescue with adequate equipment, ongoing training, and staffing needed to respond to hazardous spills and accidents.

**Hazard Mitigation Strategy 4.2:** Work with the State of New Mexico and Union County on the development of a plan for responding to hazardous spills and removals, and accidents along US 87.

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# CHAPTER 10: IMPLEMENTATION





## 10.1 INTRODUCTION

Ensuring the Clayton Comprehensive Plan is turned into reality requires a concerted, consistent level of attention to implementation. This requires the Town of Clayton administration, departments, and elected officials to utilize the Comprehensive Plan as a key reference when making decisions regarding growth, development, and capital expenditures. The Comprehensive Plan provides the Town leaders and the community at large with a key tool for bringing positive change to the community.

The individual elements of the Comprehensive Plan call for specific strategies that will help Clayton realize the vision articulated by the public and the Comprehensive Plan Steering Committee. The strategies are far ranging; from revising land use and development regulations to initiatives designed to increase tourism; encourage redevelopment and infill activities; bring jobs to the community; expand the supply of affordable housing; increase access to education and healthcare services; increase access to social and recreational programs and amenities; etc.

The Comprehensive Plan calls upon the Town to pursue revenue enhancement and capital improvements that will enhance the quality of life in Clayton. It is incumbent upon the Town of Clayton to create and adhere to a focused and realistic implementation program that sets priorities regarding the sequence in which the strategies contained in the Comprehensive Plan are to be carried out.

The implementation program acknowledges the Town's fiscal and staff limitations. It is also important to monitor the Town's progress towards implementation of the Comprehensive Plan, and incorporate revisions and updates, as necessary.

## 10.2 IMPLEMENTATION PROGRAM

Each of the elements in this Comprehensive Plan contain a series of goals, objectives, and strategies. The implementation tables starting on the next page provide the complete list of strategies contained in the Comprehensive Plan. The strategies are organized by Plan element and are supplemented by projected time frames for completion and responsible party or partnership. For more detail on each of the strategies or the goals and objectives, refer back to the specific Plan element.

- 2020-2023 (short);
- 2024-2027 (medium);
- 2028-2035 (long);
- On-going (no end date).

It should be noted that the time frames presented in the implementation tables are dependent on available funding, staff resources, and the ability of the Town of Clayton to engage in meaningful partnerships with other local and regional entities. It should be understood that the time frames may need adjustment over time.

CHAPTER 3: LAND USE - IMPLEMENTATION SCHEDULE		
Implementation Strategies	Date	Responsible Entity
<b>Strategy 3.1.1:</b> Create an inventory of excess properties owned by the Town of Clayton that are available for sale and redevelopment purposes. The inventory should identify the size, zoning, drainage issues, and existing infrastructure for each property.	2020-2023	Town of Clayton
<b>Strategy 3.1.2:</b> Develop a list of incentives for infill development and redevelopment, including but not limited to, reduction or waivers for utility extensions and density bonuses.	2024-2027	Town of Clayton
<b>Strategy 3.1.3:</b> Designate Downtown Clayton and the area east of S. 3rd Street and west of S. Railroad Avenue and south of Adams Street and north of Filmore Street as Metropolitan Redevelopment Areas (MRAs), as shown on the Future Land Use Scenario. As identified in Chapter 4: Economic Development, and once the two MRA designations are in place, pursue funding from New Mexico MainStreet and New Mexico Finance Authority to complete MRA plans in accordance with the New Mexico Redevelopment Act.	2020-2023	Town of Clayton & Clayton MainStreet
<b>Strategy 3.1.4:</b> Once the two MRA designations are in place, pursue redevelopment and adaptive reuse of existing vacant and blighted buildings and properties within Downtown Clayton and the area east of S. 3rd Street and west of S. Railroad Avenue and south of Adams Street and north of Filmore Street.	2020-2023	Town of Clayton
<b>Strategy 3.1.5:</b> Work with Union County on urban/rural interface issues within one mile of the Town of Clayton municipal boundary. This may include the establishment of a Planning and Platting Jurisdiction (PPJ) for the purpose of addressing land use issues.	2024-2027	Town of Clayton & Union County
<b>Strategy 3.2.1:</b> Create an evaluation process for proposed annexations (as identified in the Future Annexations map and other future potential annexation areas). The evaluation should be based on a cost/benefit analysis and should address: 1) Existing capacity of municipal infrastructure systems; 2) Feasibility, cost, and anticipated time line of infrastructure extensions; 3) Potential for furthering economic development; and 4) An assessment of the property owners' support for the annexation.	2024-2027	Town of Clayton
<b>Strategy 3.2.2:</b> Prioritize annexations that are currently contiguous to the municipal boundary, create a logical municipal boundary, support new commercial development, and can be served by municipal infrastructure.	2024-2027	Town of Clayton
<b>Strategy 3.3.1:</b> Complete a comprehensive update to the existing Town of Clayton Zoning Code. The update should include, but not be limited to: 1) Creating a wider range of zoning districts containing a clear set of permissive and conditional uses for each district; 2) Development standards for single-family residential, multi-family residential, mobile home park, commercial, industrial, institutional, and renewable energy uses; 3) Buffer, landscaping, screening, and fencing standards; 4) Approval processes that address zone map amendments, site plan approvals, text amendments, and special exceptions; and 5) A new zoning map that illustrates zoning districts and accurately depicts the existing Town of Clayton boundary.	2020-2023	Town of Clayton
<b>Strategy 3.3.2:</b> As part of the comprehensive update to the existing Town of Clayton Zoning Code, create a new zoning district for Downtown Clayton that allows for mixed use development and includes development standards appropriate for the Clayton Downtown Historic District. This should include, but not be limited to, parking, building setbacks, building height, landscaping, signage, historic character, etc.	2020-2023	Town of Clayton

CHAPTER 3: LAND USE IMPLEMENTATION SCHEDULE (continued)		
Implementation Strategies	Date	Responsible Entity
<b>Strategy 3.3.3:</b> Provide adequate staffing in the Clayton Police Department for enforcement of existing nuisance regulations that address dumping, litter, weeds, graffiti, inoperable vehicles, and deteriorated structures.	Ongoing	Town of Clayton
<b>Strategy 3.3.4:</b> Work with private property owners of vacant properties to determine their support for zone map amendments that would be consistent with desired land uses, as illustrated in the Future Land Use Scenario.	2020-2023	Town of Clayton
<b>Strategy 3.3.5:</b> Develop and implement a subdivision ordinance that includes procedures, regulations, and standards that address the following: definitions; lot requirements; access requirements; easements (utility, access, drainage, etc.); utility plan requirements (water, sanitary sewer, storm drain); grading and drainage plan requirements; street improvement requirements; processes for preliminary and final subdivision plats (minor, major, and summary plats); and subdivision exemptions.	2020-2023	Town of Clayton
<b>Strategy 3.3.6:</b> Develop community gateways (signage) at the major entries into Clayton, as identified on the Future Land Use Scenario.	2020-2023	Town of Clayton & Chamber of Commerce/ Tourism
<b>Strategy 3.4.1:</b> Develop a brochure and walking tour that highlight the unique history of Clayton and the historic properties within Downtown Clayton.	2020-2023	Chamber of Commerce/ Tourism
<b>Strategy 3.4.2:</b> In concert with Strategy 3.1 above, create a review process and mechanism for enforcement of development standards for the Clayton Historic Downtown district. Consider establishing a new commission comprised of citizen volunteers for this purpose.	2020-2023	Town of Clayton
<b>Strategy 3.4.3:</b> Provide information and education to owners of historic properties on the benefits of having their properties listed on the state and federal historic registers. This should also include information on the New Mexico State Income Tax Credit for Registered Cultural Properties, Federal Tax Credit for National Registered Historic Places, and available grant opportunities to encourage the rehabilitation of historic buildings in Downtown Clayton.	Ongoing	Town of Clayton & Clayton MainStreet

CHAPTER 4: ECONOMIC DEVELOPMENT - IMPLEMENTATION SCHEDULE

Implementation Strategies	Date	Responsible Entity
<b>Strategy 4.1.1:</b> Develop a recruitment strategy for industries that are complementary to existing business clusters in Clayton and Union County, including value-added agriculture, tourism support services, renewable energy, food manufacturing, warehouse and distribution, and law enforcement.	Ongoing	Town of Clayton, Union County, Chamber of Commerce/ Tourism
<b>Strategy 4.1.2:</b> In conjunction with the Clayton-Union County Chamber of Commerce, develop a marketing initiative that provides information on available tax incentives, job training initiatives, available commercial and industrial sites, and desired businesses to companies interested in expanding or relocating to Clayton.	2020-2023	Town of Clayton, Chamber of Commerce, & Economic Development Corp.
<b>Strategy 4.1.3:</b> Work with local banks and economic development organizations to offer access to capital to small businesses through a revolving-loan fund.	Ongoing	Chamber of Commerce, & Economic Development Corp.
<b>Strategy 4.1.4:</b> In conjunction with Union County, complete a study that determines the feasibility of developing the “Rabbit Ears Small Business Incubator” that utilizes locally grown, created, or manufactured products and services.	2020-2023	Town of Clayton, Union County, & Economic Development Corp.
<b>Strategy 4.1.5:</b> Coordinate with Mesalands Community College on providing information and outreach to Clayton residents regarding the small business development center (SBDC) at the College.	Ongoing	Town of Clayton & Economic Development Corp.
<b>Strategy 4.1.6:</b> Work with the Clayton-Union County Chamber of Commerce on developing and promoting a “Support Local Business” program.	Ongoing	Town of Clayton & Chamber of Commerce
<b>Strategy 4.2.1:</b> Develop a marketing package that highlights the unique aspects of Clayton, including its historic downtown, wide array of outdoor recreational opportunities and assets, and the Dinosaur Trackway.	2020-2023	Town of Clayton & Chamber of Commerce
<b>Strategy 4.2.2:</b> Promote Clayton as a community that has an unmet demand for the development of new motels, hotels, restaurants, and other hospitality uses. Work with the Clayton-Union County Chamber of Commerce on identifying potential developers of hospitality related amenities.	Ongoing	Town of Clayton & Chamber of Commerce
<b>Strategy 4.2.3:</b> Develop a brand and promote Clayton to communities throughout New Mexico (including the Albuquerque metropolitan area), and to other neighboring states, through social media, print media, and television.	Ongoing	Clayton MainStreet & Tourism
<b>Strategy 4.2.4:</b> Allocate a portion of lodgers’ tax revenues towards marketing Clayton as a tourism destination.	Ongoing	Chamber of Commerce/ Tourism
<b>Strategy 4.3.1:</b> Identify and recruit potential businesses related to warehousing and distribution, value-added agriculture and production, renewable energy, storage, and other industries to the Clayton Business Park.	Ongoing	Economic Development Corp.
<b>Strategy 4.3.2:</b> Create an incentive package for businesses interested in locating at the Clayton Business Park. Incentives may include fee and utility waivers, property tax abatement, Industrial Revenue Bonds, utility extensions, etc.	2020-2023	Town of Clayton & Economic Development Corp.

CHAPTER 4: ECONOMIC DEVELOPMENT IMPLEMENTATION SCHEDULE (continued)		
Implementation Strategies	Date	Responsible Entity
<b>Strategy 4.3.3:</b> Create a brand for the Clayton Business Park and incorporate it into recruitment materials and signage along US 87 and US 56.	2020-2023	Town of Clayton, Union County, Economic Development Corp, & Chamber of Commerce
<b>Strategy 4.3.4:</b> Identify and pursue funding for extending natural gas services to the Clayton Business Park.	2020-2023	Town of Clayton
<b>Strategy 4.4.1:</b> Work with local employers on seeking workforce investment funding (Job Training Incentive Program - JTIP) from the New Mexico Economic Development Department and other entities.	Ongoing	Town of Clayton, Union County, & Economic Development Corp.
<b>Strategy 4.4.2:</b> Coordinate with Clayton Municipal Schools, Luna Community College, Clovis Community College, and Mesalands Community College on developing and expanding workforce training programs related to existing and future business clusters in the region, including healthcare, technology, renewable energy, law enforcement and corrections, and building trades.	Ongoing	Town of Clayton, Union County, & Clayton Municipal Schools
<b>Strategy 4.4.3:</b> Provide outreach and information about existing vocational and online classes offered at Luna Community College, Mesalands Community College, and Clovis Community College.	Ongoing	Town of Clayton, Union County, & Clayton Municipal Schools
<b>Strategy 4.5.1:</b> Coordinate with New Mexico MainStreet on submitting an application to the New Mexico Finance Authority for a Metropolitan Redevelopment Area (MRA) Plan grant. The Downtown MRA Plan will be an update to the Clayton MainStreet Master Plan, and should identify new private redevelopment projects, public sector investment projects, and support actions.	2020-2023	Town of Clayton & Clayton MainStreet
<b>Strategy 4.5.2:</b> As a follow-up action to creating a Metropolitan Redevelopment Area Plan for Downtown Clayton identified in Chapter 3: Land Use, recruit new sit down restaurants, retail businesses, and mixed-use projects to rehabilitate and locate in existing vacant buildings within Downtown Clayton.	Ongoing	Clayton MainStreet
<b>Strategy 4.5.3:</b> Prioritize capital improvement projects, including sidewalks, streets, and utility improvements, for Downtown Clayton and incorporate these projects into the Infrastructure Capital Improvement Plan (ICIP).	Ongoing	Town of Clayton

CHAPTER 5: HOUSING & NEIGHBORHOODS - IMPLEMENTATION SCHEDULE

Implementation Strategies	Date	Responsible Entity
<p><b>Strategy 5.1.1:</b> Complete and submit an application to the New Mexico Mortgage Finance Authority (MFA) to fund the creation of an Affordable Housing Plan that complies with the New Mexico Affordable Housing Act, as amended. The Affordable Housing Plan should be accompanied by an Affordable Housing Ordinance. As part of this strategy, determine the feasibility of developing a joint Affordable Housing Plan with Union County. The Affordable Housing Plan should contain at a minimum: A comprehensive community and housing profile that includes demographic characteristics, household characteristics, economic profile, and local housing market conditions; Assessment of existing and projected housing needs by Average Median Income (AMI) levels, including for-sale housing, rental housing, and housing for special needs populations; Assessment of existing housing conditions and quantification of the existing housing stock that is vacant and/or have major rehabilitation needs; Analysis and proposed solutions to the regulatory (zoning and land use development codes), non-regulatory (fees, infrastructure capacity, environmental, land availability, financial), and policy constraints to affordable housing; Goals, policies, and quantifiable objectives to meet affordable housing needs (rental and owner-occupied) within a planning horizon of five years; and Public participation and input.</p>	2020-2023	Town of Clayton
<p><b>Strategy 5.1.2:</b> Develop an inventory of land and buildings owned by the Town of Clayton that would be appropriate and available for donation to an affordable housing program. The inventory should be completed in conjunction with the development of an Affordable Housing Plan and used as an incentive for private developers/builders of affordable housing.</p>	2020-2023	Town of Clayton
<p><b>Strategy 5.1.3:</b> Work with the State of New Mexico to identify the appropriate location for a mobile home park that could house new employees of the Northeast New Mexico Detention Facility.</p>	2020-2023	Town of Clayton
<p><b>Strategy 5.1.4:</b> Work with the Clayton Housing Authority and Golden Spread Rural Frontier Coalition on developing an educational program that provides information on: Available affordable housing programs, credit counseling, first time home buyer programs; Rehabilitation and maintenance assistance programs for seniors and veterans; Down payment and closing cost assistance; and Referrals to local MFA-approved lenders.</p>	2020-2023	Town of Clayton, Union, Clayton Housing Authority, Golden Spread Coalition, NM Mortgage Finance Authority, & USDA
<p><b>Strategy 5.2.1:</b> Once an Affordable Housing Plan has been completed by the Town of Clayton, seek partnerships with private developers to rehabilitate vacant and abandoned housing in Clayton’s neighborhoods.</p>	Ongoing	Town of Clayton & EPCOG
<p><b>Strategy 5.2.2:</b> Work with community volunteers on establishing a “House of the Month” program that recognizes the efforts by property owners to improve the appearance of their properties.</p>	2020-2023	Chamber of Commerce
<p><b>Strategy 5.2.3:</b> Work with the New Mexico Clean &amp; Beautiful (program managed by the New Mexico Tourism Department) on applying for grants to fund beautification projects, litter control, recycling, xeriscape, graffiti eradication, and community stewardship.</p>	Ongoing	Chamber of Commerce & Clayton MainStreet
<p><b>Strategy 5.2.4:</b> Evaluate, prioritize, and systematically improve sidewalks and streets within existing neighborhoods.</p>	2024-2027	Town of Clayton

CHAPTER 6: INFRASTRUCTURE - IMPLEMENTATION SCHEDULE		
Implementation Strategies	Date	Responsible Entity
<b>Infrastructure Strategy 6.1.1:</b> Develop a Water System Master Plan that includes, but is not limited to: Information on Clayton’s existing water system (water pressure zones, treatment, storage, transmission, and distribution components); Development of a hydraulic model to evaluate the water system for the current and future capacity of the transmission; Distribution and storage system; Improvements, replacements, and expansions to correct deficiencies and meet future demands; Annual review and coordination with the ICIP and other available funding sources.	2020-2023	Town of Clayton
<b>Strategy 6.1.2:</b> Develop a GIS based functional database for Clayton’s existing water system. The information on the water system should be updated on an on-going basis.	2020-2023	Town of Clayton
<b>Strategy 6.1.3:</b> Pursue funding to complete improvements to Well #9 to ensure a reliable water supply to the community.	2020-2023	Town of Clayton
<b>Strategy 6.1.4:</b> Pursue and allocate funding to complete the second phase of the water loop project to increase water delivery capacity for distribution and fire protection, and reduce water stagnation problems in dead-end lines.	2020-2023	Town of Clayton
<b>Strategy 6.1.5:</b> Complete an update to the 40-Year Water Plan.	2024-2027	Town of Clayton
<b>Strategy 6.1.6:</b> Evaluate the extension of water service to future development areas, as shown on the Future Land Use Scenario map in Chapter 3: Land Use.	2024-2027	Town of Clayton
<b>Strategy 6.2.1:</b> Create a Water Conservation Plan that includes a GPCD (gallons per capita per day) analysis of the existing water production and distribution records to detail water use among all customers as required by the New Mexico Office of the State Engineer; identification of needed improvements; an AWWA Water Audit to determine water loss volume and location identification; and clear water conservation actions, timeframes, and estimated costs. Actions that should be considered, but not be limited to, include: For new construction, require low-flow fixtures, water-conserving appliances, low volume irrigation systems, and water conservation incentive options; Development of an incentive program to encourage existing construction to retrofit with appropriate water-conserving appliances and low volume irrigation systems. Staggered irrigation schedules to reduce water use; Requirement that commercial car washes to use recycled water where available; Installation of water meters on all public facilities, parks, and athletic fields to account for all water used throughout the system; Development of policies to help monitor possible unauthorized water use and water connections; and Development of a water conservation education program.	2024-2027	Town of Clayton
<b>Strategy 6.2.2:</b> Complete the New Mexico Office of the State Engineer (NMOSE) GPCD analysis and AWWA Water Audit to identify water system leaks. Include the development of leak detection procedures to identify leaks, and subsequently, take action to eliminate the leaks.	2024-2027	Town of Clayton
<b>Strategy 6.2.3:</b> Determine the feasibility of using treated effluent for irrigation purposes for agriculture, parks and athletic fields, and school grounds.	2024-2027	Town of Clayton
<b>Strategy 6.2.4:</b> Collaborate with the Office of the State Engineer and other conservation groups and agencies that fund water conservation and drought management projects in the area.	Ongoing	Town of Clayton

## TOWN OF CLAYTON COMPREHENSIVE PLAN

### CHAPTER 6: INFRASTRUCTURE - IMPLEMENTATION SCHEDULE (continued)

Implementation Strategies	Date	Responsible Entity
<b>Strategy 6.3.1:</b> Develop a Wastewater Master Plan that includes, but is not limited to: Evaluation of the existing wastewater collection system and current wastewater contribution rates; Estimate of future wastewater flow projections; Computer modeling to evaluate the wastewater system with regard to the current and future capacity of the sanitary sewer system; Recommendations where expansion, upsizing, repair, or upgrading may be needed; and Annual reviews and coordination of project needs with the ICIP.	2020-2023	Town of Clayton
<b>Strategy 6.3.2:</b> Develop a GIS based functional database for Clayton’s existing sanitary sewer system. The information on the sanitary sewer system needs to be updated on an on-going basis.	2020-2023	Town of Clayton
<b>Strategy 6.3.3:</b> Pursue available funding and complete the planned improvements and replacements to the sewer lift stations.	2024-2027	Town of Clayton
<b>Strategy 6.3.4:</b> Replace the electrical panels in each of the lift stations to upgrade them from single phase to three phase power.	2024-2027	Town of Clayton
<b>Strategy 6.3.5:</b> Pursue available funding for construction of the wastewater treatment plant and lagoon renovations project that will address the deteriorated liner on the lagoons.	2020-2023	Town of Clayton
<b>Strategy 6.3.6:</b> Include the wastewater treatment plant in the proposed Utility Master Plan to complete a performance evaluation of the wastewater treatment plant and determine future expansion needs.	2020-2023	Town of Clayton
<b>Strategy 6.3.7:</b> Repair or replace the damaged pipeline camera to continue the investigation and study of the existing wastewater collection lines.	2020-2023	Town of Clayton
<b>Strategy 6.3.8:</b> Evaluate the extension of sanitary sewer service to future development areas, as shown on the Future Land Use map, and key areas of the Clayton Business Park.	2020-2023	Town of Clayton
<b>Strategy 6.4.1:</b> Develop and design an efficient and effective method of routing off-site and on-site storm water runoff through Clayton as part of recommended capital improvement projects.	2024-2027	Town of Clayton
<b>Strategy 6.4.2:</b> Create a local drainage design guideline that designates storm water criteria and establishes regulations to ensure drainage is handled properly with new development or redevelopment of existing properties.	2024-2027	Town of Clayton
<b>Strategy 6.4.3:</b> Provide maintenance and improvements to existing storm drain systems, drainage channels, and other pertinent storm drainage conveyances.	2024-2027	Town of Clayton
<b>Strategy 6.4.4:</b> Evaluate potential areas for detention of stormwater and pursue acquisition of property, if determined as being necessary.	2024-2027	Town of Clayton
<b>Strategy 6.5.1:</b> Identify additional drop-off locations for collection and transport of recycled materials.	2028-2035	Town of Clayton
<b>Strategy 6.5.2:</b> Develop a public information program on the benefits of recycling (cardboard, plastic, and scrap metal) and composting of yard waste (organics). Include metrics on the amount of waste that has been diverted from transport to the landfill in Texas.	2028-2035	Town of Clayton
<b>Strategy 6.5.3:</b> Sponsor community recycling events where residents can bring their recyclable materials (cardboard, plastic, scrap metal, and organics) for collection and transport.	2028-2035	Town of Clayton
<b>Strategy 6.5.4:</b> Determine the feasibility of a jointly-owned and operated regional landfill, in coordination with Union County, Des Moines, Folsom, Grenville, and other communities within Union County.	2028-2035	Town of Clayton & Union County

CHAPTER 7: TRANSPORTATION - IMPLEMENTATION SCHEDULE

Implementation Strategies	Date	Responsible Entity
<b>Strategy 7.1.1:</b> As identified in Chapter 6: Infrastructure strategies, complete an Asset Management Plan that includes the roadway asset network. The roadway section of the Asset Management Plan should include, but not be limited to: a Pavement Management Program with identification of all street assets, including areas and condition; cost projections for future needs; funding strategies; and phased list of prioritized projects.	2024-2027	Town of Clayton
<b>Strategy 7.1.2:</b> Develop traffic control standards, such as speed bumps and increased traffic control signage, to promote traffic safety and minimize through-traffic in residential neighborhoods.	2024-2027	Town of Clayton
<b>Strategy 7.1.3:</b> As part of the development approval process, require a traffic impact analysis where new development is projected to cause a significant increase in traffic volume on nearby streets. Determine whether improvements are necessary for mitigation and require private developers to pay for improvements necessitated by their development, with the exception that if the project is located within a designated Metropolitan Redevelopment Area, the Town of Clayton may participate in funding the improvements.	2020-2023	Town of Clayton
<b>Strategy 7.1.4:</b> Systematically integrate proposed roadway improvements with storm drain projects and coordinate utility work prior to, or with the roadway construction, to prevent damages to new pavement from utility line failure.	Ongoing	Town of Clayton
<b>Strategy 7.1.5:</b> Design roads and traffic controls to optimize safe traffic flow by minimizing turning, curb parking, uncontrolled access, and frequent stops on arterial roadways. Prepare traffic engineering studies for proposed street improvements as required by funding agencies.	Ongoing	Town of Clayton
<b>Strategy 7.1.6:</b> Develop an access control policy for arterial streets to minimize access points, reduce congestion, and prevent other unsafe traffic conditions.	2024-2027	Town of Clayton
<b>Strategy 7.1.7:</b> In conjunction with NMDOT, evaluate and determine the feasibility of adding bicycle lanes within arterial rights-of-way. New bicycle lanes should be designed in compliance with AASHTO (American Association of State Highway and Transportation Officials), as amended.	2024-2027	Town of Clayton
<b>Strategy 7.1.8:</b> Pursue NMDOT sponsored and funded programs through the Local Government Road Fund, Municipal Arterial Program, Cooperative Projects, Safety Projects, Bicycle/Pedestrian/Equestrian Program (BPE), Transportation Alternatives Program (TAP), and Recreational Trails Program (RTP).	Ongoing	Town of Clayton
<b>Strategy 7.2.1:</b> Develop a preventative street maintenance schedule to ensure streets are adequately maintained and to increase the lifespan of asphalt paving through regular crack sealing, seal coating, patching, hot mixed asphalt over cold milling, etc.	2020-2023	Town of Clayton
<b>Strategy 7.2.2:</b> Prepare a sidewalk construction and replacement plan, including cost estimates and a phasing plan, to install new or replace deteriorated sidewalks. This should also include improvements to sidewalks, ramps, and pedestrian crossings to meet ADA requirements.	2028-2035	Town of Clayton
<b>Strategy 7.2.3:</b> Complete the street lighting project on US 87 to improve roadway safety.	2020-2023	Town of Clayton

CHAPTER 7: TRANSPORTATION - IMPLEMENTATION SCHEDULE (continued)		
Implementation Strategies	Date	Responsible Entity
<b>Strategy 7.3.1:</b> Pursue funding and complete improvements to improve safety and capacity at the Clayton Municipal Air Park, including the airfield and landside facilities.	Ongoing	Town of Clayton
<b>Strategy 7.3.2:</b> Complete an Airport Business Plan that examines current and historical airport revenues and expenditures, forecasts future financial outcomes, and benchmarks the Clayton Municipal Air Park against similarly-sized facilities.	2024-2027	Town of Clayton
<b>Strategy 7.3.3:</b> Work with the Clayton-Union County Chamber of Commerce to identify existing and future businesses that may benefit from and desire airport services. Begin targeted promotional advertisements and activities, as needed.	Ongoing	Chamber of Commerce
<b>Strategy 7.4.1:</b> In coordination with the Golden Spread Rural Frontier Express, seek additional state or federal funding for enhancements to and expansion of local and regional transit service to meet current and future needs.	Ongoing	Golden Spread Rural Frontier Express
<b>Strategy 7.4.2:</b> Expand transit to serve tourists seeking to visit Clayton Lake State Park, Capulin Volcano National Monument, and other regional attractions.	2020-2023	Golden Spread Rural Frontier Express & Union County
<b>Strategy 7.4.3:</b> Include transit planning in the construction of new or improvements to existing local streets and highways.	Ongoing	Town of Clayton

CHAPTER 8: COMMUNITY SERVICES & FACILITIES - IMPLEMENTATION SCHEDULE

Implementation Strategies	Date	Responsible Entity
<b>Strategy 8.1.1:</b> Work with the Clayton Police and Fire and Rescue Departments on developing a comprehensive public safety needs assessment that includes: data collection on past calls for nonemergency and emergency services, including ambulance transport, over the past five years; training and certification needs, including training related to future legalized marijuana, DWI, domestic abuse, hazardous material accidents, and wildfires; technology, equipment, and vehicle needs; facility needs, including dispatch and fire training facility; and identification of adequate staffing levels to maintain a high level of response times.	2024-2027	Town of Clayton, Emergency Management, & Union County
<b>Strategy 8.1.2:</b> In conjunction with Union County and the New Mexico Corrections Department, pursue a Memorandum of Understanding that addresses the management of the Clayton-Union County Jail.	2020-2023	Town of Clayton & Union County
<b>Strategy 8.2.1:</b> Acquire land for the development of new neighborhood parks to serve existing residential neighborhoods, as identified in the Future Land Use Scenario.	2028-2035	Town of Clayton
<b>Strategy 8.2.2:</b> Program, design, and construct a new multi-generational community center that provides a variety of indoor recreational amenities.	2024-2027	Town of Clayton
<b>Strategy 8.2.3:</b> Work with Clayton Municipal Schools on joint use agreements that allow community use of school recreation facilities.	2020-2023	Town of Clayton & Clayton Municipal Schools
<b>Strategy 8.3.1:</b> Create a preventative maintenance and replacement program for all Town-owned facilities.	2020-2023	Town of Clayton
<b>Strategy 8.3.2:</b> Complete needs assessments that determines existing and future programming and facility needs of the A.W. Memorial Library and Clayton Senior Center.	2020-2023	Town of Clayton
<b>Strategy 8.3.3:</b> Prioritize and pursue funding to meet the facility and programming needs of the A.W. Memorial Library and Clayton Senior Center, as identified in the needs assessments.	Ongoing	Town of Clayton
<b>Strategy 8.4.1:</b> Develop a Town of Clayton website that includes links to departments; Town Manager’s office; Town Trustees and Mayor; boards and commissions; meeting agendas; adopted ordinances and resolutions; bill payments; announcements; events; etc.	2020-2023	Town of Clayton
<b>Strategy 8.4.2:</b> Create and maintain a Town of Clayton government Facebook page that provides announcements, public service announcements and events, and provides residents with the ability to communicate with and make inquiries.	2020-2023	Town of Clayton
<b>Strategy 8.5.1:</b> Initiate an annual town hall on educational initiatives that address raising the high school graduation rate and expanding dual credit courses for high school students, access to certificate programs, and online classes. Community partners should include the Town of Clayton, Clayton Municipal Schools, Luna Community College, Mesalands Community College, and Clovis Community College.	2020-2023	Town of Clayton, Clayton Municipal Schools, & Union County
<b>Strategy 8.5.2:</b> Determine the potential for and the feasibility of a community college satellite being established in Clayton or Union County.	2020-2023	Town of Clayton, Clayton Municipal Schools, & Union County

CHAPTER 8: COMMUNITY SERVICES & FACILITIES - IMPLEMENTATION SCHEDULE (continued)

Implementation Strategies	Date	Responsible Entity
<b>Strategy 8.5.3:</b> Disseminate information on adult education programs, certificates, and classes (e.g., GED preparation, ESL, computer literacy, work skills training, etc.) offered at Luna Community College, Mesalands Community College, and Clovis Community College.	Ongoing	Town of Clayton, Clayton Municipal Schools, & Union County
<b>Strategy 8.6.1:</b> Collaborate with Union County General Hospital and other regional health care providers on creating a strategic plan that identifies incentives to attract and retain health care professionals and specialists in Clayton. The strategic plan should address behavioral health services, mental health services, dental care, specialty care, and recruitment of graduates from health care programs.	2024-2027	Town of Clayton, Union County General Hospital, & Union County
<b>Strategy 8.6.2:</b> Promote medical school mentorship programs that recruit high school seniors from rural New Mexico communities who are interested in the health sciences to train them to be physicians and return to practice medicine in the community.	Ongoing	Town of Clayton, Clayton Municipal Schools, Union County General Hospital, & Union County
<b>Strategy 8.6.3:</b> Recruit senior care providers that offer assisted living, memory care, and skilled nursing services to allow Clayton residents to age in place.	2024-2027	Town of Clayton, Economic Development Corp, & Union County

CHAPTER 9: HAZARD MITIGATION - IMPLEMENTATION SCHEDULE

Implementation Strategies	Date	Responsible Entity
<b>Strategy 9.1.1:</b> In coordination with Union County, participate in and complete a Hazard Mitigation Plan that is compliant with FEMA requirements to ensure Clayton is eligible for receiving disaster mitigation assistance and grants. The Hazard Mitigation Plan should be updated and submitted to FEMA every five years to maintain eligibility.	2020-2023	Town of Clayton & Union County
<b>Strategy 9.1.2:</b> Develop an improved vehicle routing and evacuation system for passenger vehicles, trucks, and responding emergency vehicles during hazard events.	2028-2035	Town of Clayton & Union County
<b>Strategy 9.1.3:</b> Install backup generators at designated shelters to protect against power loss during severe storms, wildfires, high wind events, or due to other power failures.	2028-2035	Town of Clayton & Union County
<b>Strategy 9.1.4:</b> Coordinate and encourage on-going collaboration between the Town of Clayton, Union County, State of New Mexico, and the Federal Emergency Management Agency on mitigating natural hazards.	Ongoing	Town of Clayton, Union County, & State of New Mexico
<b>Strategy 9.2.1:</b> Collaborate with Union County on the development of a public information program on mitigation of wildfires, including: creating wildfire buffer zones around structures; removing combustible materials around homes; and creating an emergency supply kit (e.g., water, food, batteries, flashlights, first aid kit, phone chargers, etc).	2020-2023	Town of Clayton & Union County
<b>Strategy 9.2.2:</b> Work with Union County on developing a program for weed and brush removal within urban-rural interface areas at risk for wildfires.	2020-2023	Town of Clayton & Union County
<b>Strategy 9.2.3:</b> Become a member of the Fire Adapted New Mexico network and utilize the knowledge of the members and the resources available to help reduce the risk of wildfire in Clayton.	2024-2027	Town of Clayton
<b>Strategy 9.2.4:</b> Seek grants from the Community Planning Assistance for Wildfires program for assistance with wildfire mitigation and become a member of Fire Adapted Communities New Mexico.	2024-2027	Town of Clayton
<b>Strategy 9.3.1:</b> Determine the feasibility of developing a water reuse system that provides irrigation to the Town's parks and golf course.	2024-2027	Town of Clayton
<b>Strategy 9.3.2:</b> Continue drought monitoring, assessment of vulnerabilities, and implement the recommended response actions during the various levels of drought contained in the Town's Drought Contingency Plan. This may include fire protection, protection of healthcare facilities, prioritizing indoor use over non-essential outdoor water use, instituting water use restrictions, construction of additional wells, and water rate increases.	Ongoing	Town of Clayton
<b>Strategy 9.4.1:</b> Provide Clayton Fire and Rescue with adequate equipment, ongoing training, and staffing needed to respond to hazardous spills and accidents.	Ongoing	Town of Clayton
<b>Strategy 9.4.2:</b> Work with the State of New Mexico and Union County on the development of a plan for responding to hazardous spills and removals, and accidents along US 87.	2020-2023	Town of Clayton, Union County, & Emergency Management

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APPENDICES:

**A GLOSSARY OF TERMS**

**B COMMUNITY & YOUTH SURVEYS**

**C FUNDING RESOURCES**



**Affordable Housing** - Defined by the U.S. Department of Housing and Urban Development as rental or ownership housing and utilities whose monthly cost burden represents no more than 30% of the gross income of an individual or a family. Affordable housing is supported and incentivized by many programs administered through the Department of Housing and Urban Development (HUD).

**Annexation** - The process that a municipality undertakes to incorporate new territories into its existing boundaries, per Article 3-7-1 through 3-7-18 NMSA 1995.

**Buffering** - The use of walls, fencing, plant materials, and/or setbacks to minimize the potentially adverse impact of one land use on another.

**Community Facility** - A building or structure owned and operated by a governmental agency to provide service to the public. A community center, school, senior center, and police station are examples.

**Density, Net** - The number of residential dwelling units per the total developable acreage of land, excluding public rights-of-way, open space, and utilities.

**Density, Gross** - The number of residential dwelling units per the total acreage of land.

**Development Standards** - Standards that control the size of structures and the relationships of structures and uses to each other and to open areas and lot lines. Development standards include regulations controlling maximum height, minimum lot area, minimum lot frontage, minimum size of yards and setbacks, etc.

**Easement** - A "non-possessory" property interest that allows the beneficiary to use property that he or she does not own or possess. The beneficiary cannot occupy the land or to exclude others from the land, unless they interfere with the beneficiary's use.

**Economic Development** - The process by which a community improves the local economy and social well-being of the people. This could include an improvement in the number of jobs, incomes, education levels, organization capacity or other forms of capital.

**Economic Base Job** - A job in which services or goods provided are exported outside the local economy (i.e., sold to outside customers) and bring new money into the economy. Economic Base jobs are the key to a community's economic growth and support a strong retail sector.

**Extraterritorial Jurisdiction** - An established area outside of a town, city, etc. to exercise zoning and subdivision powers outside of their boundaries. It is intended to protect the use of land on the edge of communities from being encroached on by incompatible activities that might degrade adjoining property or cause a nuisance.

**Flood Zone** - A flood hazard area as defined by the Federal Emergency Management Agency, categorized by the likelihood and depth of flooding expected annually.

**Gateway** - A monument, signage, and/or landscape feature that provides a sense of entry and arrival to a community.

**Geographic Information System (GIS)** - A computer based system for generating maps comprised of different informational elements such as topographical data, roadways, property lines, land use, etc.

**Gross Receipts** - The gross amounts realized on the sale or exchange of property, the performance of services, or the use of property or capital (including rents, royalties, interest and dividends) in a transaction which produces business income.

**Groundwater** - The supply of freshwater under the surface in an aquifer or geologic formation that forms the natural reservoir for potable water.

**Historic District** - An area that contains, within definable geographic boundaries, properties or buildings that contribute to the overall historic character of the designated historic area. Historic districts contain both "contributing" properties (those that are deemed historic and may be on historic registers) and "non-contributing" properties (those that do not have historic significance due to age or condition).

**Historic Preservation** - The protection, rehabilitation, and restoration of the districts, sites, buildings, structures, and artifacts, significant in history, architecture, archeology, or culture.

**Infrastructure Capital Improvement Program (ICIP)** - The multi-year scheduling of public physical improvements for the community that is typically prepared five-years in advance with a clear priority of what is needed most by the city or county, and including a cost estimate.

**Infill** - The development of vacant or partially developed parcels that are surrounded by or in close proximity to areas that are substantially or fully developed. For example, the construction of a new home on an empty lot within an existing developed residential subdivision.

**Infrastructure** - The underlying foundation or basic framework of a town including streets, water, sewer, storm drainage, parks, bridges, and street lights.

**Land Use** - Denotes how a parcel of land is currently used, what activities are or are not permitted on a parcel of land, and the possible requirements for future uses.

**Local Economic Development Act (LEDA)** - Legislation that allows for the public support of economic development to foster, promote, and enhance local economic development efforts while continuing to protect against the unauthorized use of public money and other public resources (i.e., Anti-Donation Clause in the New Mexico Constitution). Public entities use LEDA to enter into a "public/private partnership" for an economic benefit, such as town-wide economic development or redevelopment of a historic building.

**Local Emergency Planning Committee (LEPC)** - Under the Emergency Planning and Community Right-To-Know Act (EPCRA), LEPCs develop an emergency response plan, review the plan at least annually, and provide information about chemicals in the community to citizens.

**Light Industry/Industrial** - The assembly, fabrication, or processing of goods and materials, including growing food or plants in an indoor structure, using processes that ordinarily do not create noise, smoke, fumes, odors, glare, or health or safety hazards outside of the building or lot where such assembly, fabrication, or processing takes place, where such processes are housed entirely within a building.

**Lot** - A parcel of land occupied or intended to be occupied by a main building or group of main buildings and accessory buildings, together with such yards, open spaces, lot width and lot areas, as recorded on a plat of record or described by metes and bounds.

**Manufactured Home** - A movable or portable housing structure over 32 feet in length or over 8 feet in width constructed to be towed on its own chassis and designed to be installed with or without a permanent foundation for human occupancy as a residence and that may include one or more components that can be retracted for towing purposes and subsequently expanded for additional capacity or may be two or more units separately tow-able, but designed to be joined into one integral unit, as well as a single unit. "Manufactured home" includes any movable or portable housing structure over 12 feet in width and 40 feet in length that is used for residential purposes.

**Metropolitan Redevelopment Area (MRA)** - A designated area within a New Mexico municipality that has been targeted for reinvestment and public improvements due to the presence of "blighted" conditions that arrest the orderly development of the municipality. Municipalities may contribute public funds to private projects as well as public improvements. Metropolitan Redevelopment Areas are regulated by the New Mexico Metropolitan Redevelopment Code (Article 3-60A-1 to 3-60A-48 NMSA 1978).

**Mobile Home** - A single-family dwelling built on a permanent chassis designed for long-term residential occupancy and containing completed electrical, plumbing and sanitary facilities designed to be installed in a permanent or semi-permanent manner with or without a permanent foundation, which dwelling is capable of being drawn over public highways as a unit or in sections by special permit.

**Mobile Home Park (MHP)** - A parcel of land used for the continuous accommodation of 12 or more occupied mobile homes and operated for the pecuniary benefit of the owner of the parcel of land, his agents, lessees or assignees.

**Multi-modal** - Transportation infrastructure that allows for the safe and effective travel of all users by providing multiple transportation choices, including options for motor vehicles, public transit, bicycles, pedestrians, and other users.

**Net Metering** - A utility billing mechanism available in New Mexico that offers a credit to residential and business customers who are making excess electricity with their solar panel systems and sending it back to the grid.

**New Mexico Construction Industries and Manufactured Housing Division** - A division of the New Mexico Regulation and Licensing Department. CID protects consumers by licensing and regulating the state's industry. The CID is responsible for ensuring construction is performed in a safe manner; licensing contractors and enforcing licensing laws; required licensure for any person practicing or offering to practice constructing contracting; enforcing the laws, regulations, and standards governing construction contracting; and providing resolution to disputes that arise from construction activities.

**New Mexico Economic Development Department (NMEDD)** - NMEDD houses a variety of economic development programs that provide direct assistance to New Mexico businesses and support community development. NMEDD administers programs such as Local Economic Development Act, Job Training Incentive Program, FUNDIT, MainStreet Program, Rural and Economic Development Council, and Business Incubator Certification, among others.

**New Mexico Finance Authority (NMFA)** - The NMFA assists qualified governmental entities in the financing of capital equipment and infrastructure projects at any stage of completion- from pre-planning through construction - by providing low-cost funds and technical assistance through a variety of financing resources.

**New Mexico MainStreet (NMMS)** - NMMS is based in the New Mexico Economic Development Department and works with selected local Main Street organizations and municipalities to establish and enhance downtown revitalization programs through public and private partnerships. The program provides resources, education, training and technical services that stimulate the economic vitality of participating communities while celebrating local heritage and culture

**New Mexico Mortgage Finance Authority (MFA)** - The MFA provides financing for housing and other related services to low- to moderate-income New Mexicans. There are 37 state and federal programs administered by the MFA that provide financing for housing, including low interest mortgage loans and down payment assistance, weatherization, green building and rehabilitation, and tax credit programs. The MFA partners with lenders, realtors, non-profit, local governments, and developers. All state and federal housing programs are administered by the MFA, including Section 8 housing funds and other HUD projects.

**Nonconforming Structure** - A structure that was lawfully established but that no longer complies with applicable zoning regulations because of the adoption or amendment of zoning regulations after the structure was established.

**Nonconforming Use** - A nonconforming use is a use that was lawfully established in accordance with all zoning regulations in effect at the time of its establishment but that is no longer allowed by the use regulations of the zoning district in which the use is located. Lawfully established uses that do not comply with separation distance (spacing) requirements are also deemed to be nonconforming uses.

**Nuisance** - The use of property or land that creates unusual, unnecessary, or undue problems or situations for persons in the vicinity that would not have normally occurred otherwise.

**Ordinance** - A municipal statute or legislative action adopted by a local government that has the force of law.

**Overlay District** - Supplemental regulations that have been tailored to a specific area of the community, such as an historic district. The regulations are applied in conjunction with a general or base zone to address specific issues.

**Planning and Platting Jurisdiction (PPJ)** - Per Section 3-19-5(A) of NMSA 1978, each municipality shall have a planning and platting jurisdiction within its municipal boundary. Except as provided in Subsection B of this section, the planning and platting jurisdiction of a municipality:

- having a population of 25,000 or more persons including all territory within five miles of its boundary and not within the boundary of another municipality; or
- having a population of fewer than 25,000 persons including all territory within three miles of its boundary and not within the boundary of another municipality.

**Plat** - A plan or a map of a plot of land, containing a description of the property and everything on it, including roads, boundaries, and real property

**Public Health** - The study and promotion of the overall health of a population, as opposed to looking at the health of individuals alone. Public health includes efforts to improve health outcomes in a community by addressing factors that may impact many residents, such as pollution, disease exposure, access to clean water, access to health facilities, etc.

**Redevelopment** - The process of renovating, replacing, and improving the built environment through reinvestment, new construction, and reuse. Redevelopment usually involves occupation and habitation of vacant buildings, rehabilitation of older buildings, construction of new facilities, public investment in infrastructure, and other economic development activities.

**Renewable Energy** - An energy resource that is rapidly replaced by a natural process, such as power generated from the sun or from wind. Includes biomass resources, such as agriculture, animal waste, or small diameter timber, but does not include energy generated by the use of fossil or nuclear energy.

**Resolution** - A formal expression of the opinion or will of an official municipal body adopted by a majority vote. Unlike ordinances, resolutions do not have the force of law.

**Streetscape** - A design term referring to all the elements that constitute the physical makeup of a street and that, as a group, define its character including building frontage, street paving, street furniture, landscaping (trees and other plantings), awnings and marquees, signs, and lighting.

**Subdivision** - The division of land, lot, tract, or parcel into two or more lots, tracts, parcels, plats, or sites, or other divisions of land.

**Subdivision Ordinance** - A law or regulation set forth and adopted by a governmental authority, usually a city or county, to control the division of land by requiring development according to design standards and procedures.

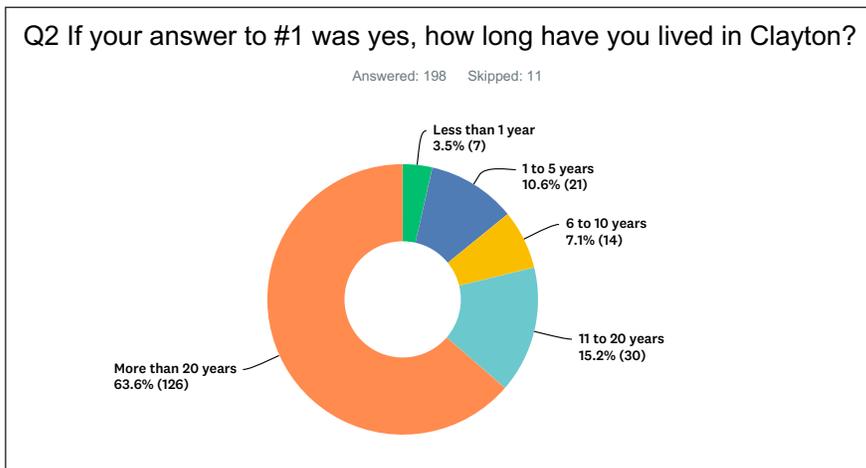
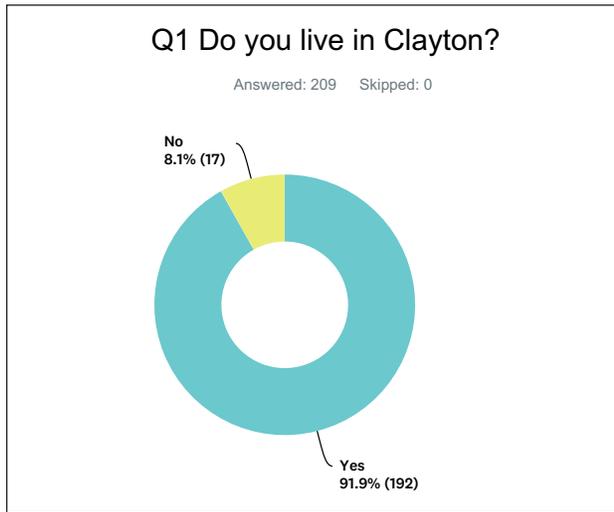
**Substandard Building** - Any building or portion thereof, including any dwelling unit, guest room or suite of rooms, or the premises on which the same is located, in which there exists conditions to an extent that endangers the life, limb, health, property, safety or welfare of the public or the occupants.

**Vacant Building** - A dwelling, dwelling unit, efficiency dwelling unit, habitable space, residential building, or structure lacking the continuous habitual presence of human beings who have a legal right to be on the premises for a period of 90 days or longer but excluding property under a listing agreement with a real estate agent licensed in New Mexico.

**Zoning** - The division of a municipality into different districts or zones, in which specific land uses are permitted, allowed conditionally, or prohibited.

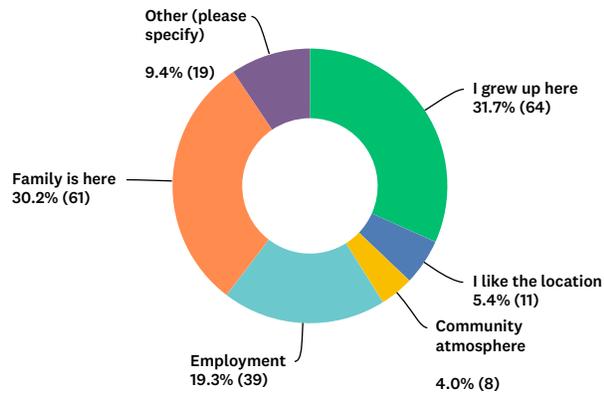
**COMMUNITY SURVEY**

As part of the planning process to update the Town of Clayton Comprehensive Plan, Consensus Planning designed a survey to receive public input on a wide range of community issues. The survey was distributed between July 8 through August 8, 2019. The survey was available electronically via Survey Monkey and printed versions were distributed at certain public locations in Clayton. A total of 209 people responded to the survey. The full survey results follow below. Written comments provided by the respondents are on file at Town Hall.



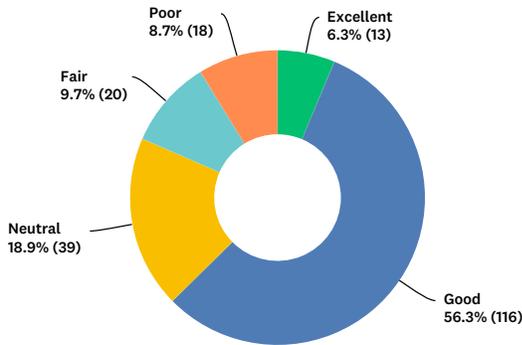
Q3 What is the main reason why you live in Clayton?

Answered: 202 Skipped: 7



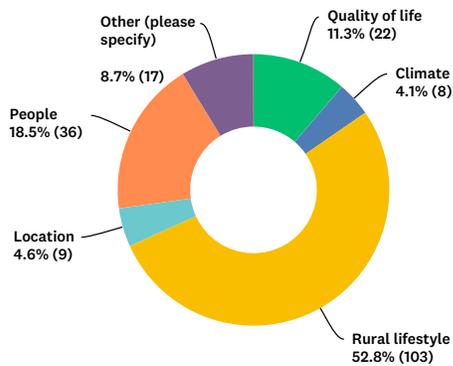
Q4 How would you rate the quality of life in Clayton?

Answered: 206 Skipped: 3



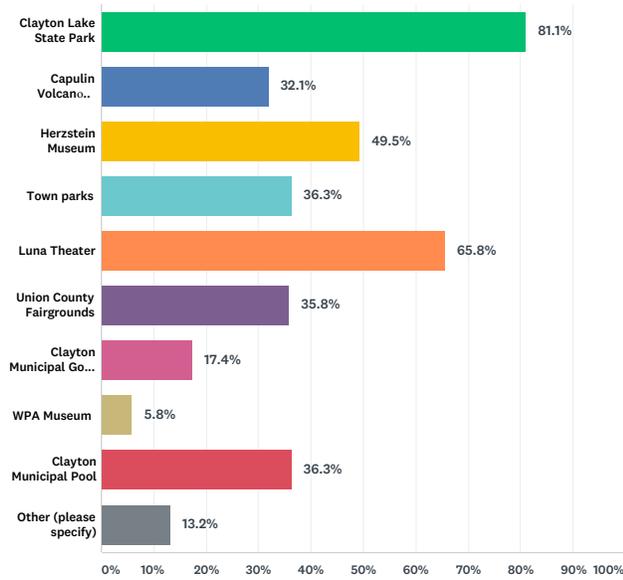
Q5 What is your favorite aspect about Clayton?

Answered: 195 Skipped: 14



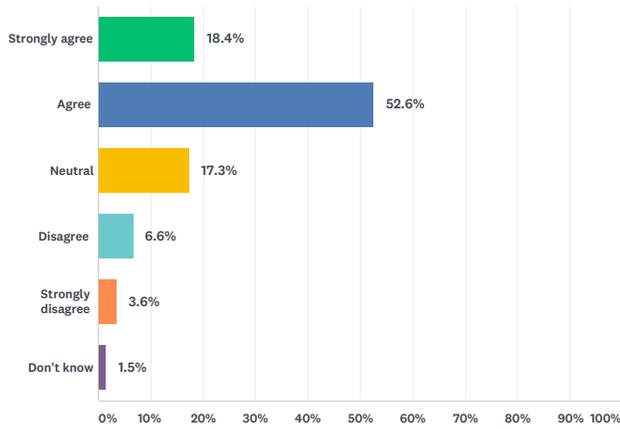
Q6 Please indicate the recreational or entertainment facilities that you or members of your family currently use (check all that apply).

Answered: 190 Skipped: 19



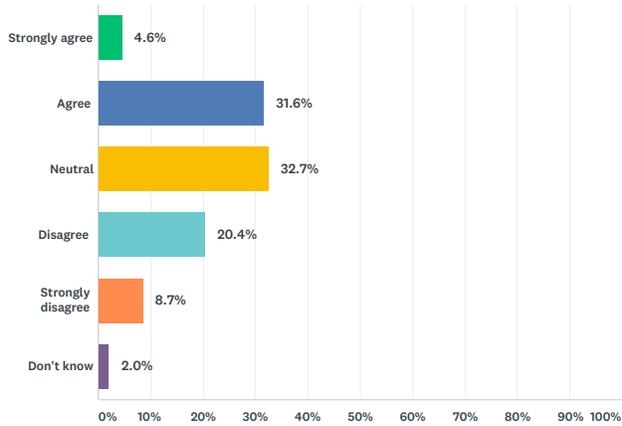
Q7 The Town of Clayton provides adequate public safety services (police, fire, emergency services).

Answered: 196 Skipped: 13



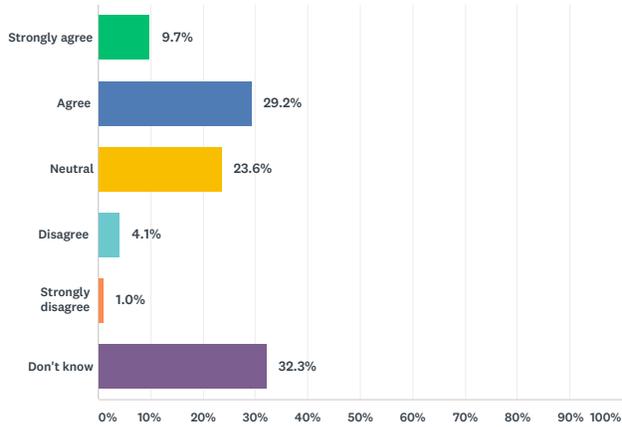
Q8 The Town of Clayton provides adequate parks and recreation facilities and programs.

Answered: 196 Skipped: 13



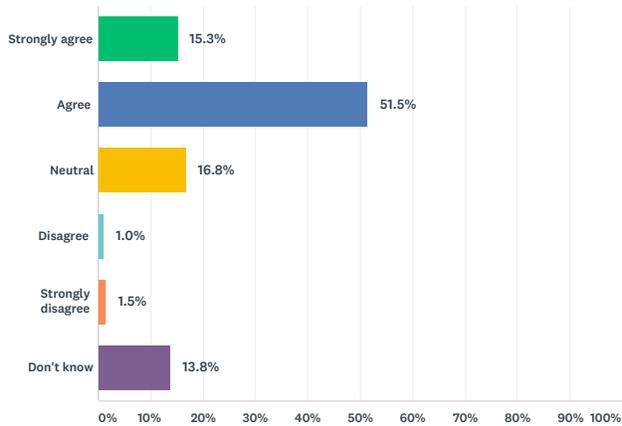
Q9 The Clayton Senior Citizens Center provides adequate programming and facilities.

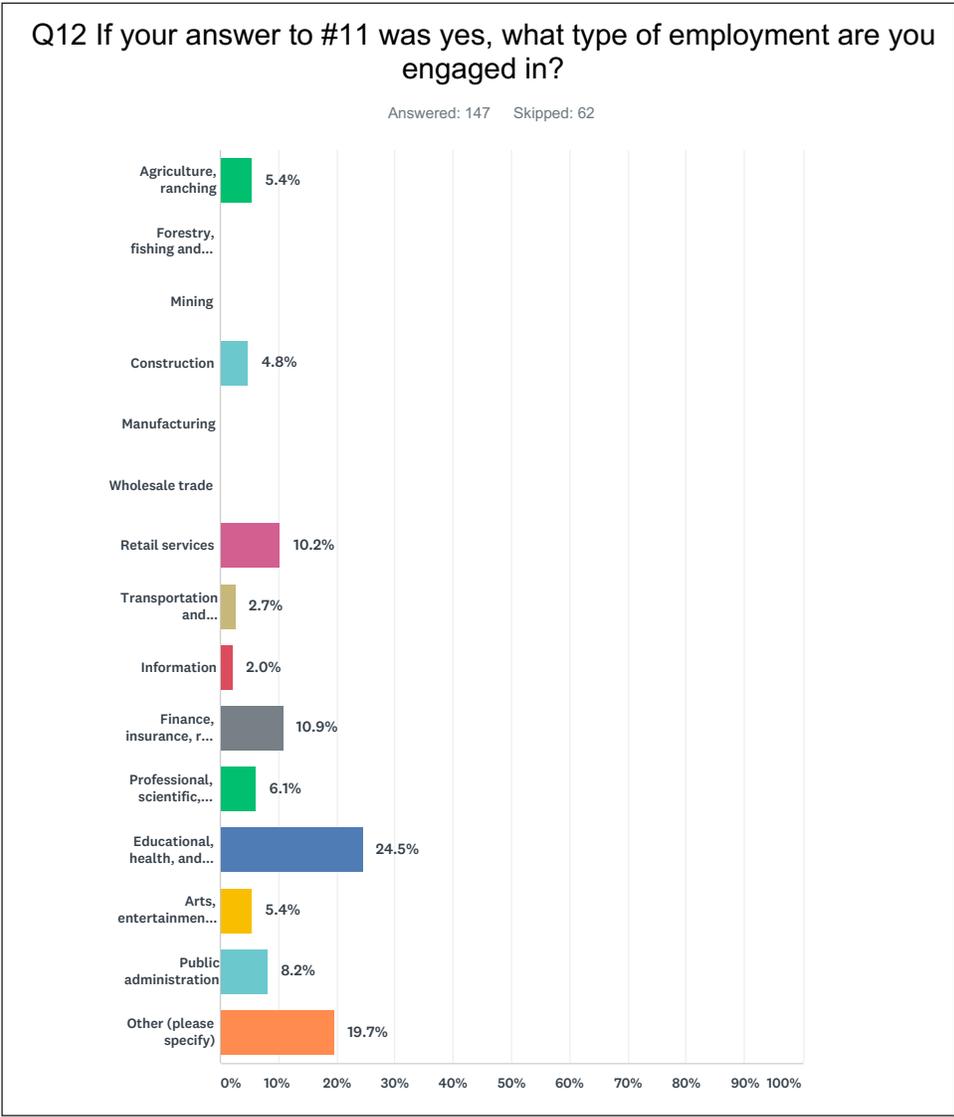
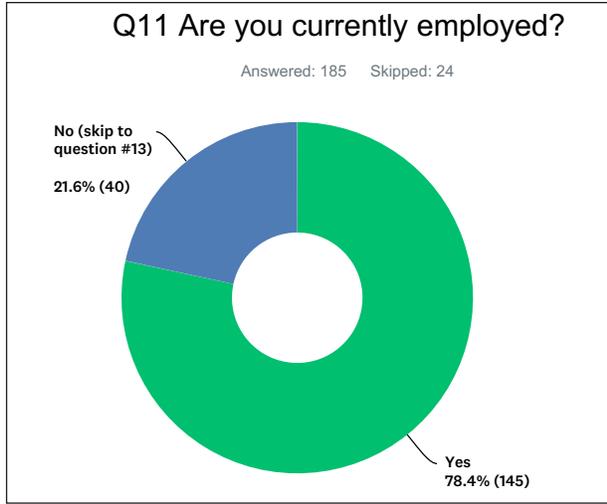
Answered: 195 Skipped: 14



Q10 The Clayton Library provides adequate resources and programs that meet my family's needs.

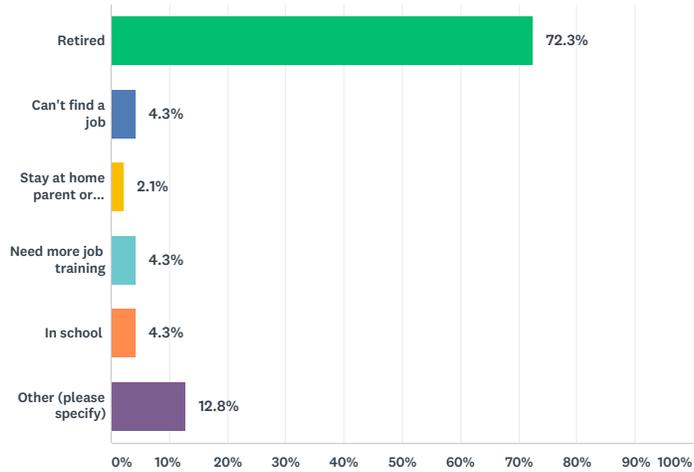
Answered: 196 Skipped: 13





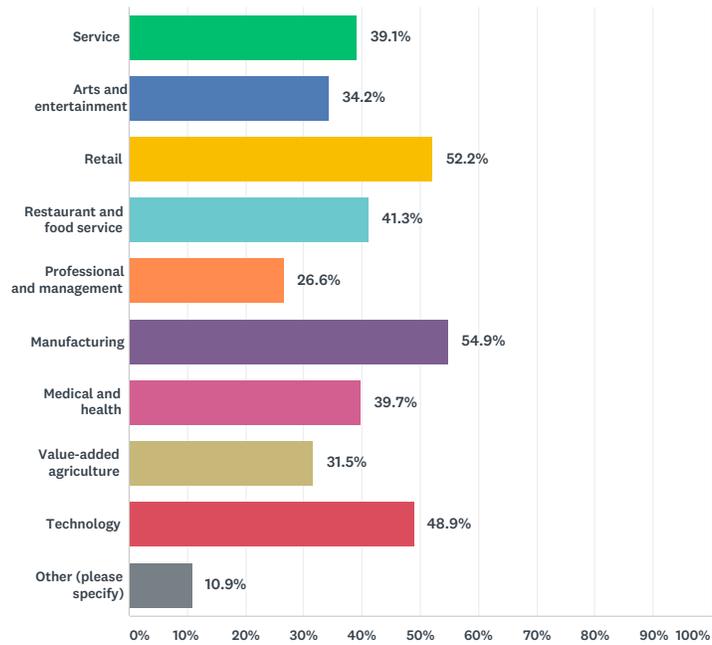
Q13 If your answer to #11 was no, why aren't you employed?

Answered: 47 Skipped: 162



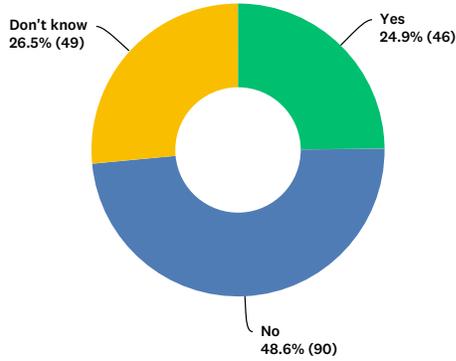
Q14 What types of new jobs or industry are needed in Clayton? (check all that apply)

Answered: 184 Skipped: 25



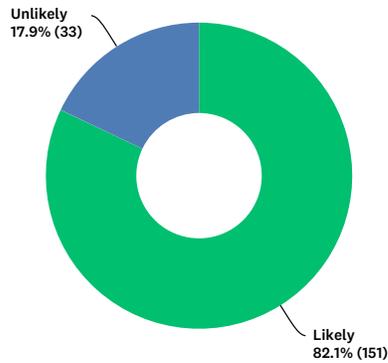
Q15 Is the current level of education of Clayton residents sufficient to meet the needs of current and potential employers?

Answered: 185 Skipped: 24



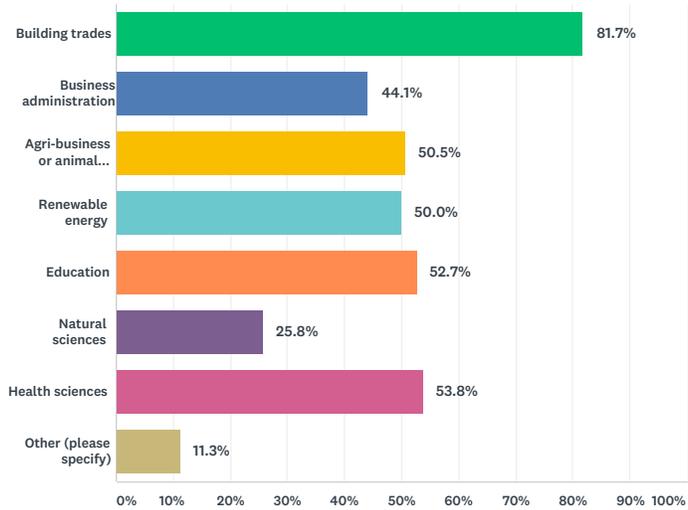
Q16 If a community college was located in Clayton or Union County, how likely would you or members of your family be to attend classes?

Answered: 184 Skipped: 25



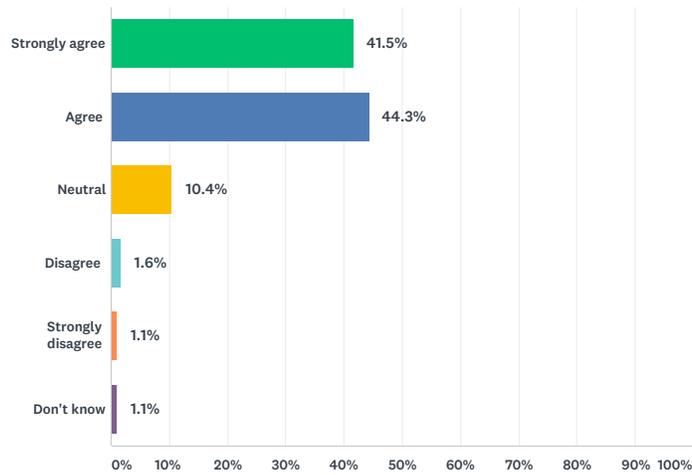
Q17 What types of programs or classes do you think would best serve the education needs of youth or adults in Clayton? (check all that apply)

Answered: 186 Skipped: 23



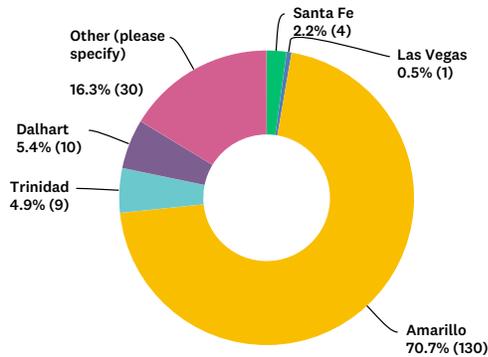
Q18 Clayton needs additional commercial retail and services to serve residents.

Answered: 183 Skipped: 26



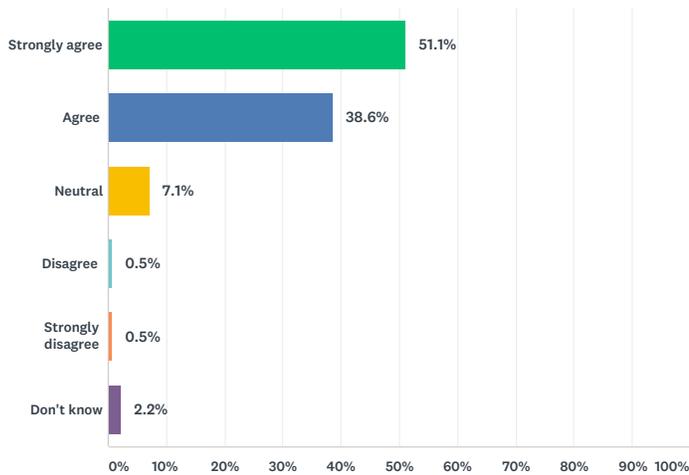
Q19 If Clayton doesn't have what you need, where do you go for shopping and commercial services?

Answered: 184 Skipped: 25



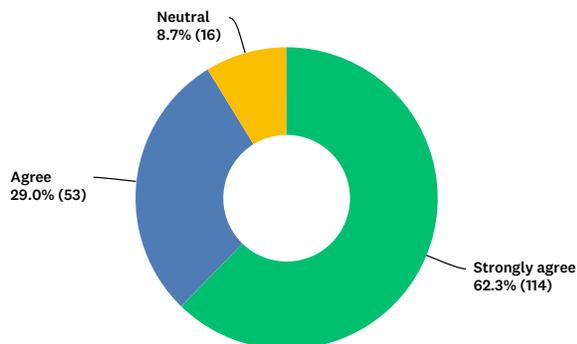
Q20 The Town should encourage development of vacant or underutilized properties in areas that have access to services and are already largely developed.

Answered: 184 Skipped: 25



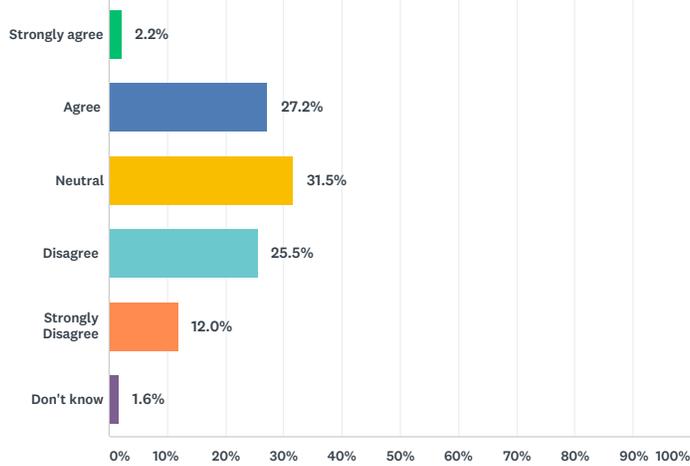
Q21 The visual appearance of Clayton should be improved.

Answered: 183 Skipped: 26



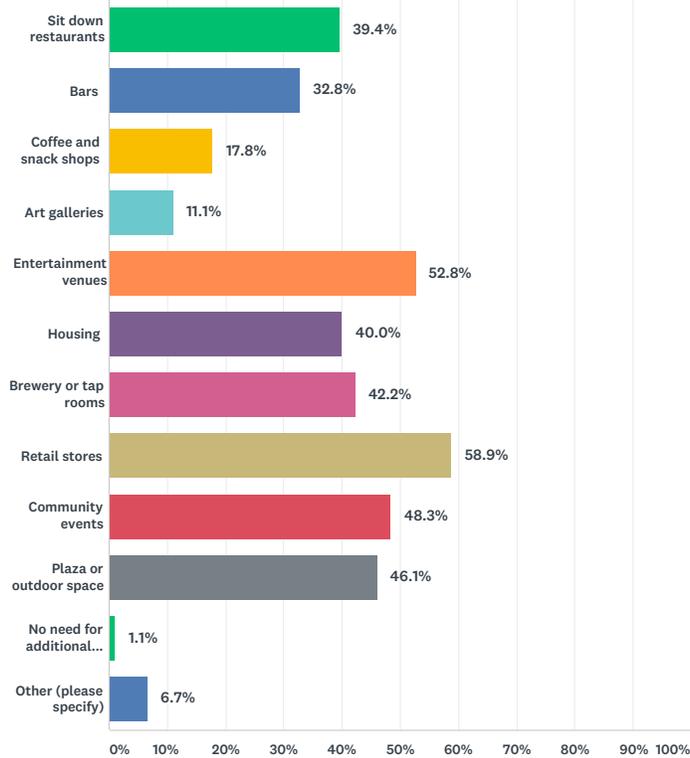
Q22 Downtown Clayton is a fun place to visit, shop, and walk around.

Answered: 184 Skipped: 25



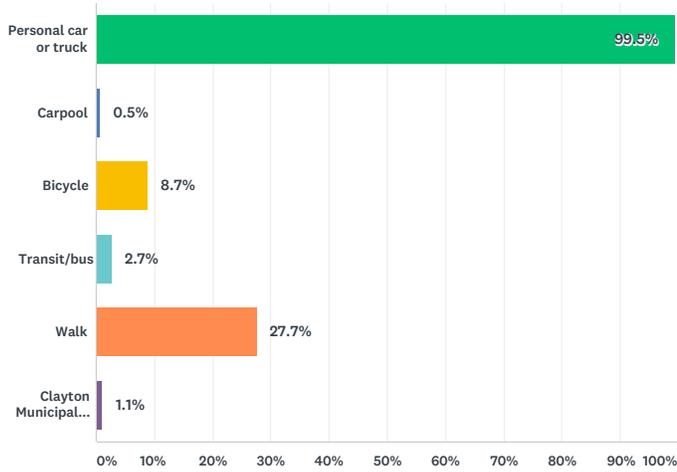
Q23 Downtown Clayton needs more of the following (check all that apply).

Answered: 180 Skipped: 29



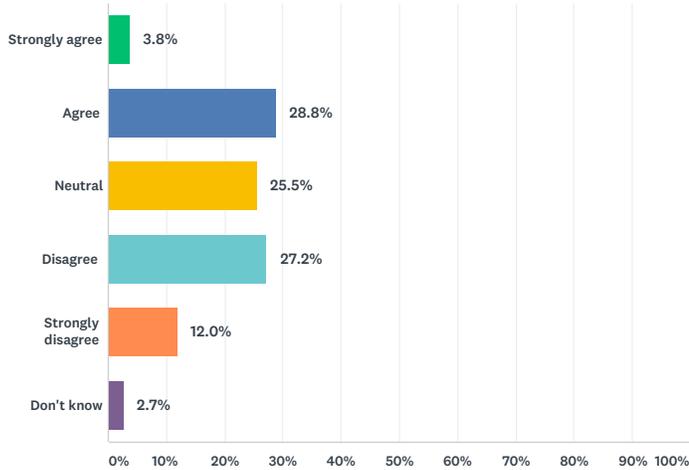
Q24 Please indicate the transportation modes that you currently use (check all that apply).

Answered: 184 Skipped: 25



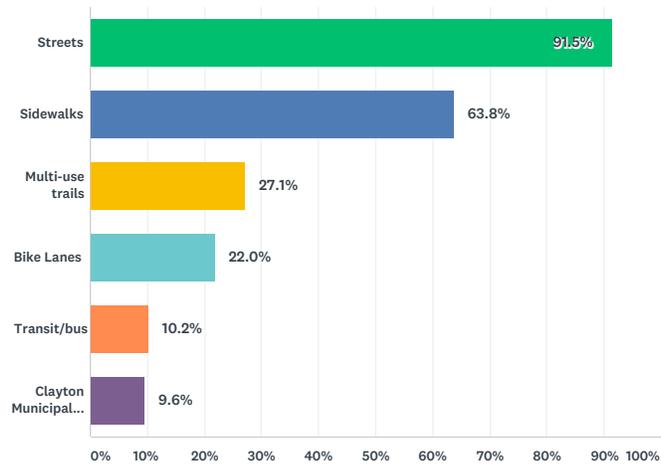
Q25 The Town has an adequate multi-modal (vehicle, transit, bicycle, trails, sidewalks) transportation system.

Answered: 184 Skipped: 25



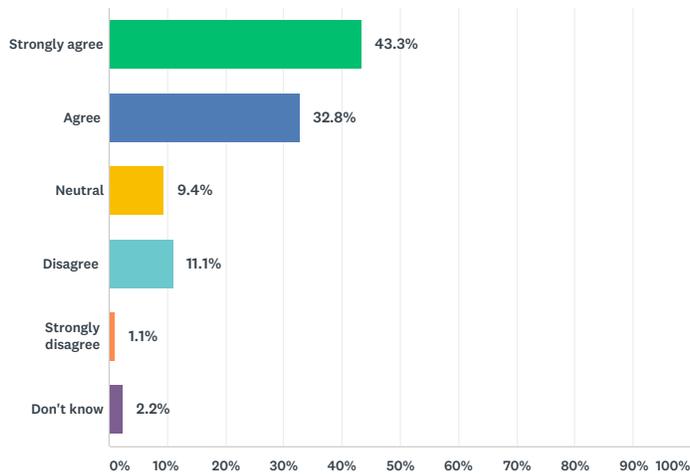
Q26 The Town should make improvements to the following transportation modes (check all that apply).

Answered: 177 Skipped: 32



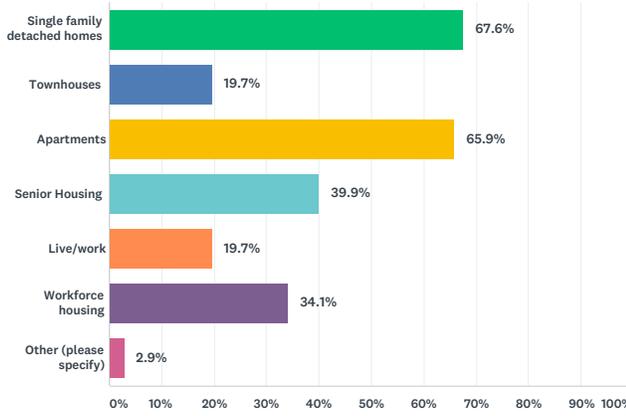
Q27 Clayton should increase its supply of affordable housing (defined as housing for which occupants are paying no more than 30% of income on housing and utilities).

Answered: 180 Skipped: 29



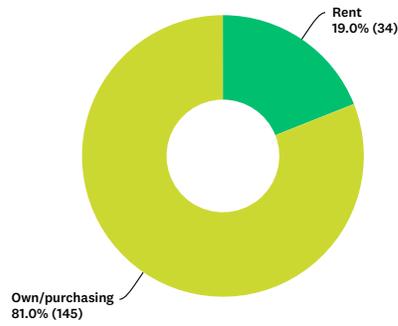
Q28 Clayton needs more of the following types of housing (check all that apply).

Answered: 173 Skipped: 36



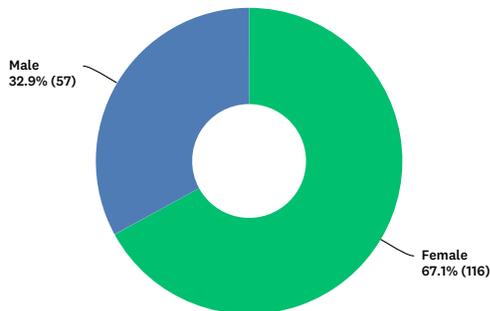
Q29 Do you rent or own your home?

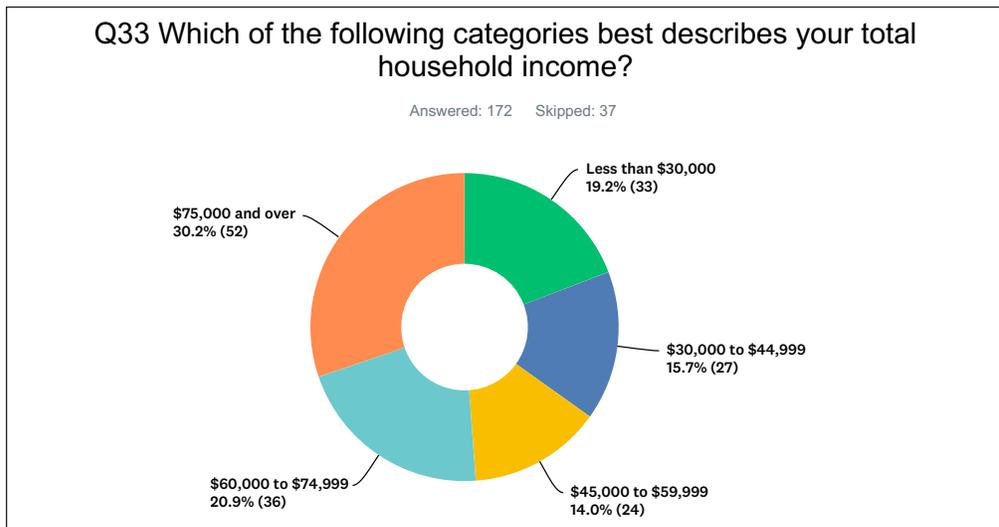
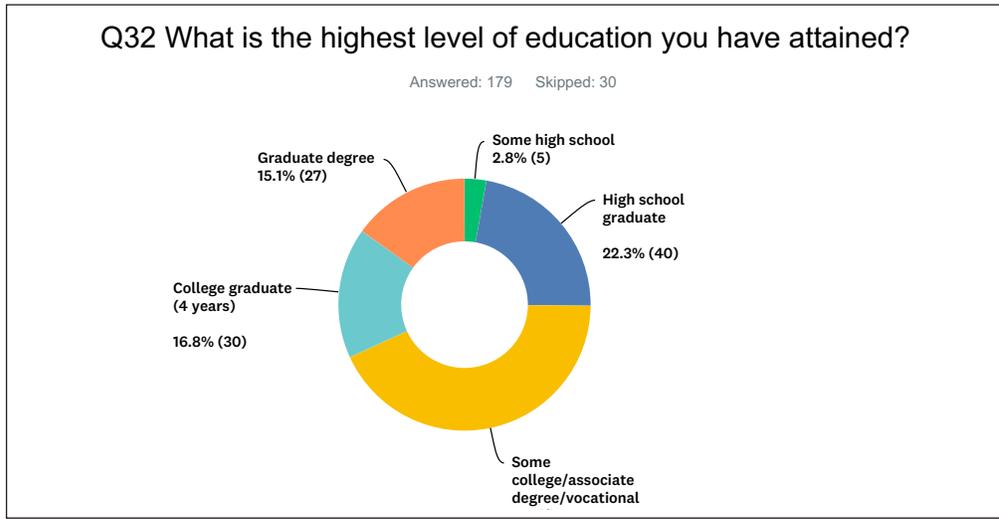
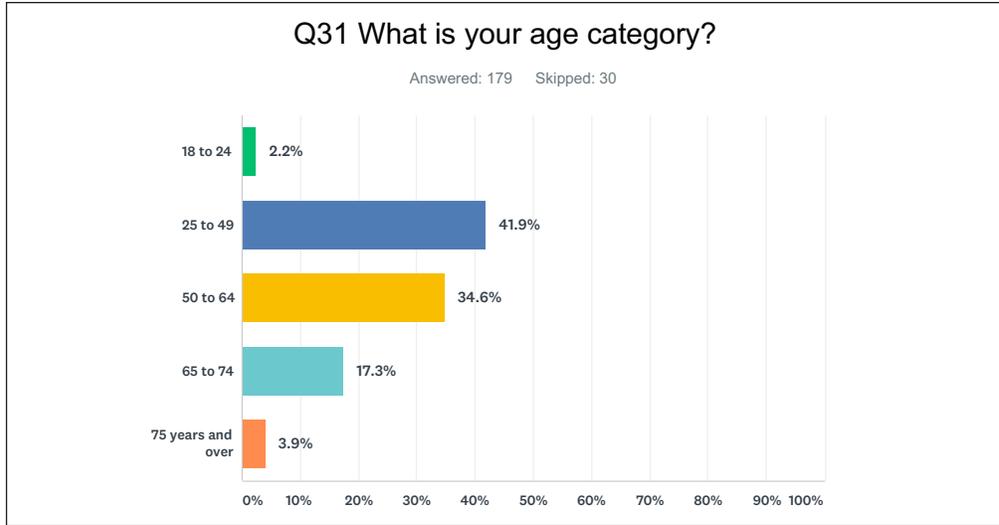
Answered: 179 Skipped: 30



Q30 What is your gender?

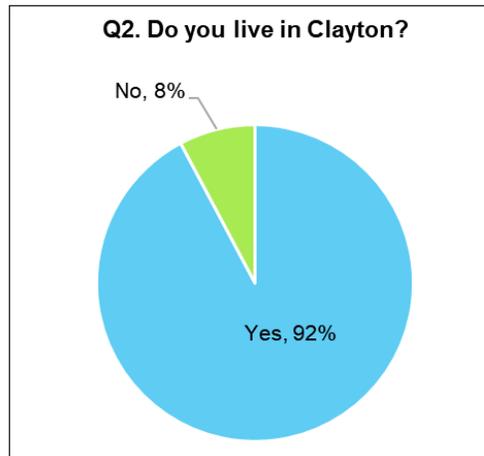
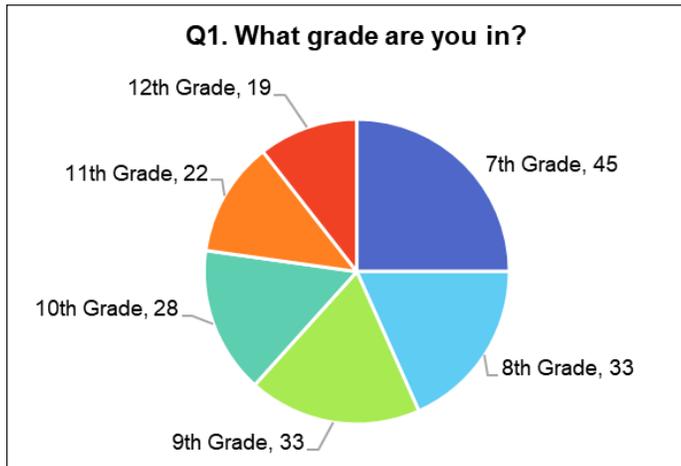
Answered: 173 Skipped: 36

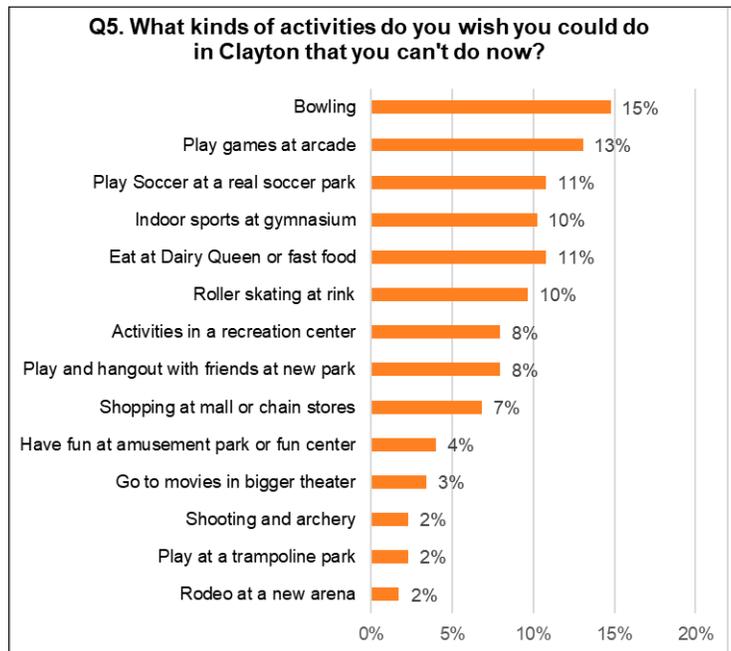
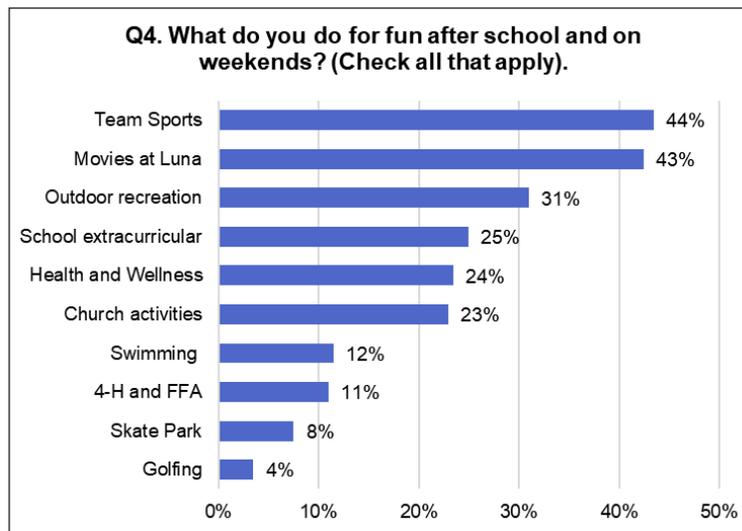
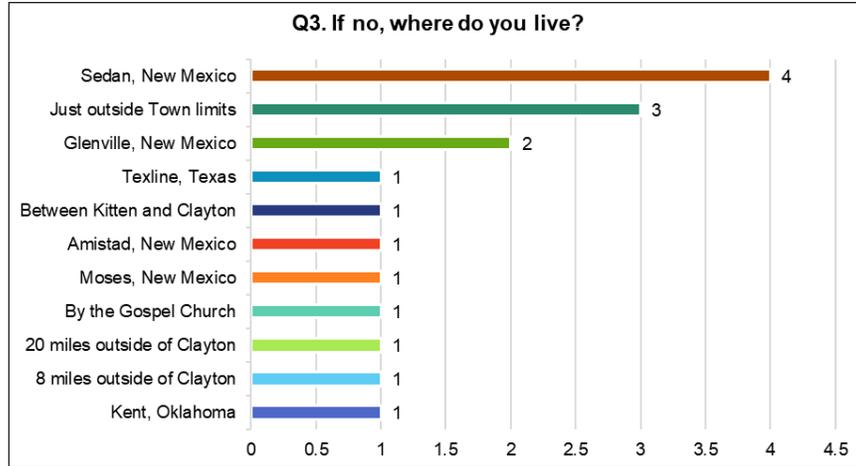


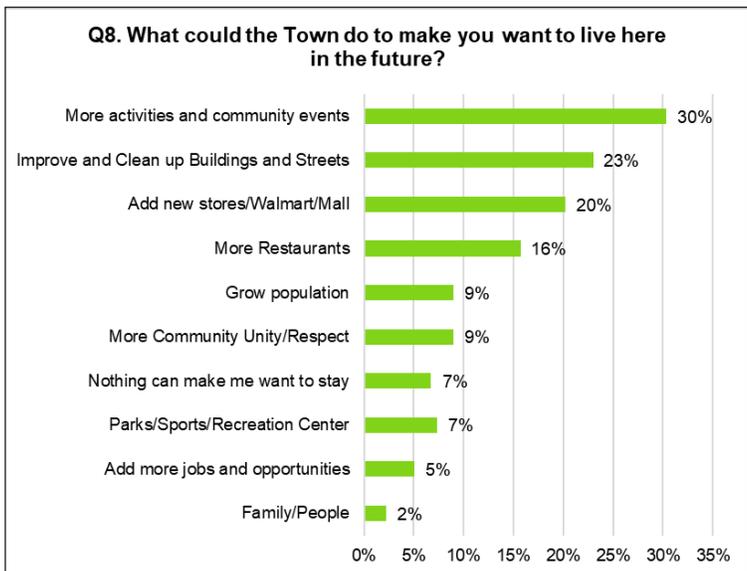
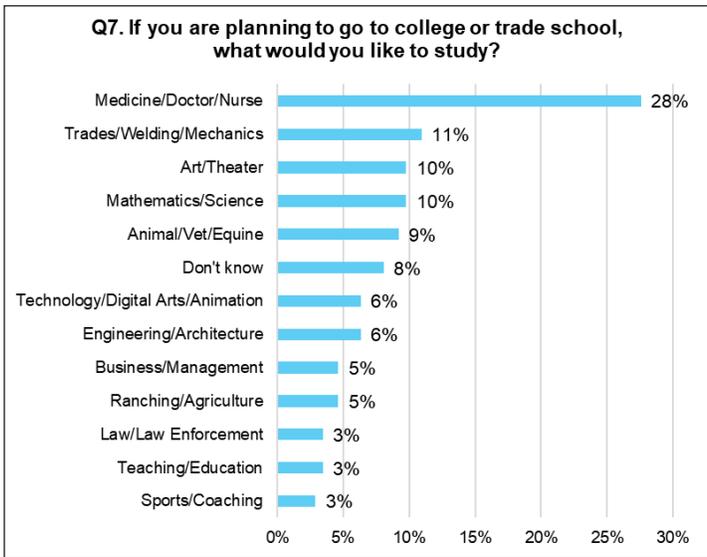
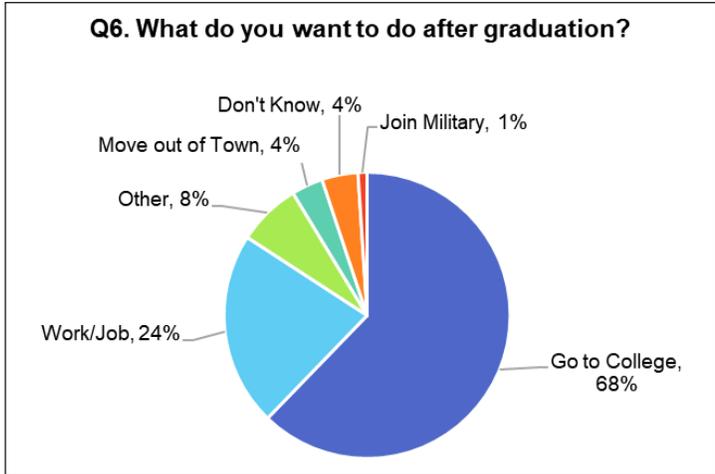


**YOUTH SURVEY**

In coordination with Clayton Public Schools, a survey was distributed to students from 7th to 12th grades with questions targeted at what they perceive are the issues affecting their current quality-of-life, what they anticipate to do after graduation, and what would encourage them to live in Clayton in the future. The survey was distributed on September 3, 2019 to students during the weekly College Prep Class which all junior high and high school students attend. A total of 180 students responded to the survey.







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This section includes a brief list of federal and state economic, business, infrastructure development, and housing resources available to both local governments and people interested in redevelopment, business development, in need of a small business loan, historic preservation, housing assistance, etc. Each of these programs require applicants to meet certain qualifications in order to be eligible for funding. Contact information is provided for each program.

## COMMUNITY DEVELOPMENT

### Cooperative Agreements Program (COOP) Local Government Road Fund

The program assists local governments and other public entities to improve, construct, maintain, repair, and pave highways and streets and public parking lots. Funds must be used for the construction, maintenance, repair, and the improvements of public highways, streets, and parking lots. The local match is 40% and awards range from \$9,000 to \$192,000. Funds are made available at the beginning of the fiscal year and must be encumbered and spent no later than the end of the fiscal year.

Contact: NMDOT, Maintenance Section  
 1120 Cerrillos Road  
 P.O. Box 1149  
 Santa Fe, NM 87504-1149  
 Phone: (505) 827-5498  
 Website: [http://dot.state.nm.us/content/dam/nmdot/planning/2014\\_Handbook.pdf](http://dot.state.nm.us/content/dam/nmdot/planning/2014_Handbook.pdf)

### Land and Water Conservation Fund (LWCF)

This federal program is administered by the National Park Service. The state side of the LWCF provides matching grants to states and local governments for the acquisition and development of public outdoor recreation areas and facilities. The New Mexico State Parks Division of the Energy, Minerals, and Natural Resources Department administers the state program. New Mexico has received \$37.4 million dollars from the LWCF program since its inception 40 years ago and funded hundreds of projects around the state from baseball and soccer fields to trails, playgrounds, and picnic areas. State agencies, municipalities, counties, schools, and tribes have developed and improved over 1,000 close to home outdoor recreation areas in response to the needs of its citizens and visitors by providing a permanent legacy of parks, facilities, and open space.

Contact: National Park Service  
 1849 C Street, NW, Org-2225  
 Washington, D.C. 20240  
 Website: [www.nps.gov/subjects/lwcf/index.htm](http://www.nps.gov/subjects/lwcf/index.htm)

### Local Government Planning Fund

This fund provides up-front capital necessary to allow for proper planning of vital water and wastewater projects. The 2005 Legislature (HB 304, Sandoval) broadened project eligibility to include comprehensive or master plans, conservation plans, and economic development plans and to allow NMFA to “forgive” the loan if the entity finances the project through NMFA.

Contact: New Mexico Finance Authority  
 207 Shelby Street

Santa Fe, NM 87501  
Phone: (505) 984-1454  
Toll Free: (877) ASK-NMFA  
Email: [frontdesk@nmfa.net](mailto:frontdesk@nmfa.net)  
Website: <https://www.nmfa.net/financing/planning-grants/local-government-planning-grants/>

### **Municipal Arterial Program (MAP) Local Government Road Fund**

This program assists municipalities construct and reconstruct streets which are principal extensions of the rural highway system and other streets which qualify under New Mexico Department of Transportation (NMDOT) criteria. Municipalities are required to contribute 25% to the cost of the project. There is no set limit to the amount of awards, but the state share typically ranges from \$50,000 to \$1.1 million per project. Applications must be received by March 15th for funding to be considered by the fiscal year beginning July 1. Municipalities must submit applications provided by the NMDOT Transportation Planning Division.

Contact: NMDOT, Engineer Maintenance Section  
1120 Cerrillos Road  
PO Box 1149  
Santa Fe, NM 87504-1149  
Phone: (505) 827-5498  
Website: [http://dot.state.nm.us/content/dam/nmdot/planning/2014\\_Handbook.pdf](http://dot.state.nm.us/content/dam/nmdot/planning/2014_Handbook.pdf)

### **Public Project Revolving Fund (PPRF)**

The Public Project Revolving Fund (PPRF) offers many examples of NMFA's investment of time, expertise, and capital. The PPRF has provided the means for unusual projects to receive financing. The PPRF is being looked at to provide an increasing array of public projects. Many of these projects have less proven revenue streams but do not have other viable sources of financing. Created in 1994, the PPRF program assists a wide range of public credits in accessing the capital markets with advantage of offering to all borrowers (regardless of their credit worthiness) fixed 'AAA' - insured interest rates.

Contact: New Mexico Finance Authority  
Address: 207 Shelby Street  
Santa Fe, NM 87501  
Phone: (505) 992-9639  
Toll Free: (877) ASK-NMFA  
Email: [frontdesk@nmfa.net](mailto:frontdesk@nmfa.net)  
Website: <https://www.nmfa.net/financing/public-project-revolving-fund/information-about-pprf-bonds/>

### **Small Cities Community Development Block Grant Program (CDBG)**

This program is administered by the State of New Mexico through the Local Government Division of the Department of Finance and Administration for communities with populations under 50,000. Funds can be applied towards planning projects, economic development activities, emergency activities, construction or improvement of public buildings, and rehabilitation or repair of housing units. CDBG funds can be used for towns engaged in downtown

revitalization including redevelopment of streets and fund facade improvement programs. There is a \$500,000 grant limit per applicant (\$50,000 maximum for planning efforts) and a 5% cash match by the applicant is required.

Contact: State of NM Local Government

Division

131 S. Capitol

Bataan Memorial Bldg., Suite 201

Santa Fe, NM 87503

Phone: (505) 827-8053

Website: [http://nmdfa.state.nm.us/CDBG\\_Information\\_1.aspx](http://nmdfa.state.nm.us/CDBG_Information_1.aspx)

### **U.S.D.A. Rural Development Programs**

The USDA provides assistance to rural communities including loan and grant programs that address small businesses and rural businesses, rural housing, rural community facilities, and rural utilities. The USDA provides loan programs such as the B&I Loan and also grant programs. USDA rural development grants can be made directly to small businesses that are accomplishing innovative economic development work or energy efficiency installations, but must flow through a non-profit or local government intermediary. Assistance is available through the following programs:

- Business and Industry Loan Guarantees
- Single Family Housing Direct Home Loans
- Single Family Housing Guaranteed Loan Program
- Community Facilities Direct Loan and Grant Program
- Single Family Housing Repair Loans and Grants
- Water and Waste Disposal Loan and Grant Program

Contact: USDA Rural Development New

Mexico Office

100 Sun Avenue NE, Suite 130

Albuquerque, NM 87109

Phone: (505) 761-4950

TTY: (505) 761-4938

Website: <https://www.rd.usda.gov/nm>

### **New Mexico Department of Transportation (NMDOT)**

The NMDOT Transportation Alternatives Program (TAP) is a Federal Aid funding program authorized through the FAST Act as part of the new Surface Transportation Block Grant (STBG) Program. TAP funds can generally be used for bicycle and pedestrian infrastructure and activities. Each state's DOT administers the program using its own competitive process, in accordance with the law. Approximately every two years, NMDOT coordinates with the state's seven RTPOs and five MPOs on soliciting TAP applications.

Contact: NMDOT District 4 Office

28 Industrial Drive

Las Vegas, NM 87701

Phone: (505) 429-0210

Website: <http://dot.state.nm.us/content/nmdot/en/D4.html>

## BUSINESS DEVELOPMENT RESOURCES

### **ACCION New Mexico**

ACCION New Mexico makes loans to small businesses that may not qualify for bank loans, and also provides business support services.

Contact: ACCION New Mexico  
20 First Plaza NW, Suite 417  
Albuquerque, NM 87102  
Phone: (505) 243-8844  
Website: [www.accionnm.org](http://www.accionnm.org)

### **New Mexico Department of Agriculture (NMDA)**

The NMDA is a constitutional agency organized under the Board of Regents of New Mexico State University (NMSU). The Department administers the Agricultural Development and Promotion Funds Program (ADFPF), which was created to promote agricultural growth and rural stability, maintain and increase markets for new products, and develop value-added products. The ADFPF may be used to promote and market specialty crops and livestock.

Contact: New Mexico Department of Agriculture  
Marketing and Development  
MSC 5600  
Las Cruces, NM 88003-8005  
Phone: (575) 646-4929  
Website: [www.nmda.nmsu.edu](http://www.nmda.nmsu.edu)

### **High Wage Jobs Tax Credit**

A taxpayer who is an eligible employer may apply for and receive a tax credit for each new high-wage economic-base job. The credit amount equals 10% of the wages and benefits paid for each new economic-base job created. Qualified employers can take the credit for four years. The credit may only be claimed for up to one year after the end of the four qualifying periods. The credit can be applied to the state portion of the gross receipts tax, compensating tax, and withholding tax. Any excess credit will be refunded to the taxpayer.

Contact: NM Taxation and Revenue Department  
1100 South St. Francis Drive  
Santa Fe, NM 87504  
Phone: (505) 827-0700  
Website: <http://gonm.biz/why-new-mexico/competitive-business-climate/incentives/high-wage-jobs-tax-credit>

### **Job Training Incentive Program (JTIP)**

The Job Training Incentive Program is one of the most valuable incentives offered to new employers in New Mexico, and can be used effectively in recruitment packages. This program reimburses 50 to 70% of employee wages and required travel expenses during an extended training period for new hires for new and expanding companies in New Mexico. The JTIP must be applied for and approved prior to reimbursable wages being paid.

Contact: Joseph M. Montoya Building  
1100 S. St. Francis Drive

Santa Fe, NM 87505-4147  
 Phone: (505) 827-0249  
 Website: <https://gonm.biz/business-resource-center/edd-programs-for-business/job-training-incentive-program/>

### **New Mexico Clean Energy Incentives**

The State of New Mexico offers programs and several tax incentives for clean energy development through the Energy Conservation and Management Division of the Energy, Minerals, and Natural Resources Department. The following are available:

#### **Clean Energy Performance Financing**

The Energy Savings Performance Contracting (ESPC) is a process that facilitates facility improvements without the need for up front capital funding from the agency.

#### **New Mexico State Tax Incentives for Renewable Energy**

Tax incentives are available for the development of sustainable and renewable energy projects. Tax credits are available for the following: Sustainable buildings; Agricultural Biomass; Geothermal Heat Pump; Biodiesel Facilities; Renewable Energy Production; and Solar Market. New Mexico also provides a Gross Receipts Tax Exemption for Wind and Solar Systems. The federal government also provides tax credits, rebates, and savings for renewable energy projects.

Contact: New Mexico Energy, Minerals, and Natural Resources Department  
 Energy Conservation and Management Division  
 1220 South St. Francis Drive  
 Santa Fe, NM 87505  
 Phone: (505) 476-3200  
 Website: [www.emnrd.state.nm.us/EMCD/](http://www.emnrd.state.nm.us/EMCD/)

### **Mesalands Small Business Development Center**

The Mesalands Community College Small Business Development Center (SBDC) located in Tucumcari, specializes in individual advising, offering services paid for by the State of New Mexico and Small Business Administration (SBA). The Mesalands SBDC advises on:

- Business start-up and acquisition issues
- Sources of capital
- Basic bookkeeping/accounting review and training
- Computer assistance
- Assistance with marketing plans and research
- Information about government procurement opportunities
- Information and referrals
- Business workshops and conferences

Contact: Mesalands Community College, SBDC  
 911 S. Tenth Street  
 Tucumcari, NM 88401  
 Phone: (575) 461-4413  
 Website: [www.mesalands.edu/community/small-business-development-center](http://www.mesalands.edu/community/small-business-development-center)

### **SBA 7A Loan Program**

SBA 7A Loan Program is the standard SBA loan guarantee program. Up to 80% of a bank loan to a private business can be guaranteed. Banks still accomplish normal due diligence, but may be willing to accept slightly more risk. This program increases the aggregate amount of funds available to small business in the banking system. It can also serve to extend term.

Contact: U.S. Small Business Administration, New Mexico  
625 Silver Avenue SW, Suite 320  
Albuquerque, NM 87102  
Phone: (505) 248-8225  
Website: <https://www.sba.gov/partners/lenders/7a-loan-program/types-7a-loans>

### **New Mexico Manufacturing Extension Partnership**

The New Mexico Manufacturing Extension Partnership provides efficiency training, training in lean manufacturing, and ISO 9000 certification (now temporarily suspended) to the state's small and medium sized businesses.

Contact: New Mexico Manufacturing Extension Partnership  
4501 Indian School Road NE  
Albuquerque, NM 87110  
Phone: (505) 262-0921  
Website: [www.newmexicomep.org](http://www.newmexicomep.org)

### **New Mexico Partnership**

The New Mexico Partnership is a private, non-profit organization that offers assistance to businesses looking to expand or relocate to New Mexico. It can assist businesses on a variety of business initiatives including:

- Initiate real estate searches;
- Coordinate site-selection trips;
- Personalize briefings and orientations;
- Assist in evaluating and applying for incentives;
- Facilitate the permitting process;
- Organize strategic meetings with key government and community officials;
- Collaborate on media and public relations; and
- Provide data on key business factors.

NM Partnership can also assist with agri-business tax credits.

Contact: New Mexico Partnership  
1720 Louisiana Blvd NE, Suite 312  
Albuquerque, NM 87110  
Phone: (505) 247-8500  
Website: <http://www.nmpartnership.com/>

### **SMART Money Loan Participation Program**

This program is administered by the New Mexico Finance Authority and intended to leverage funds provided by local New Mexico banks for businesses that create quality jobs. The program provides bank participation loans, direct loans, and loan and bond guarantees on behalf of private for-profit and non-profit entities. The program is designed to create greater access to capital for businesses

throughout New Mexico, lower the cost for the borrower, and share the risk with the bank creating a benefit to both the bank and borrower. Business loans must result in job creation and economic benefit and carry a minimum of risk.

Contact: New Mexico Finance Authority  
207 Shelby Street  
Santa Fe, NM 87501  
(505) 992-9638  
Website: <https://www.nmfa.net/financing/loan-participation-programs/smart-money/>

### The Loan Fund

The Loan Fund provides loans, training, and business consulting to small businesses that do not qualify for a bank loan, but still have a viable need for a loan and the ability to pay it back. This program started out as a micro-lending organization, but can now make loans up to \$200,000 in exceptional circumstances. Loans carry a higher than market rate to compensate for risk.

**SBA 504 Loan Program** - SBA 504 Loan Program is a cooperative loan program between the SBA, a bank, and a certified development corporation. An SBA 504 loan is a participation loan in which the SBA loans money directly to a business in participation with a bank. This loan can only be used for fixed asset financing. The primary benefit to borrowers is that it allows for minimal equity (10%) and it can also serve to extend the term.

**SBA Microloan Program** - Loans to small businesses up to \$50,000. Loans can be used for working capital, inventory or supplies, furniture or fixtures, machinery or equipment. Loans less than \$10,000 carry interest rates of 8.7%. Loans above \$10,000 carry interest rates of 7.875%. All loans can have up to 6 years.

Contact: The Loan Fund  
423 Iron Avenue SW  
Albuquerque, NM 87102-3821  
(505) 243-3196  
Website: [www.loanfund.org](http://www.loanfund.org)

### WESST

The WESST's Santa Fe office serves emerging and existing small business owners (men and women) in seven counties, including Taos, Mora, Santa Fe, Rio Arriba, Los Alamos, Colfax, Union, Harding, San Miguel, Guadalupe, and Quay counties. WESST Santa Fe is one of six WESST offices that houses a Women's Business Center Program (WBC), funded in part by the U.S. Small Business Administration. The WBC Program offers a variety of training and consulting services geared to, but not limited to women. If loans are needed, WESST will assist clients with their loan packages, financial projections, and provide information about various loan sources within the community, including their loan fund. WESST is also a participant in the SBA's microloan program.

Contact: Santa Fe Business Incubator  
3900 Paseo del Sol, Suite 351  
Santa Fe, NM 87507  
Phone: (505) 474-6556  
Website: <https://www.wesst.org/santa-fe/>

## REDEVELOPMENT & HISTORIC PRESERVATION

### Federal Historic Preservation Tax Incentives Program

This tax incentive program is administered by the National Park Service (NPS), in partnership with the IRS and State Historic Preservation Offices. The NPS must certify all rehabilitation projects of certified historic structures seeking the 20% tax credit. In order for a rehabilitation project to become certified, the NPS must find that the rehabilitation is consistent with the historic character of the property, and where applicable, with the district in which it is located. Abandoned or under-used schools, warehouses, factories, churches, retail stores, apartments, hotels, houses, and offices in many cities have been restored to life in a manner that retains their historic character. The program has also helped to create moderate and low-income housing in historic buildings.

Contact: National Park Service  
Technical Preservation Services  
1201 "Eye" Street NW, 6th Floor  
Washington, DC 20005  
Phone: (202) 513-7270  
Email: NPS\_TPS@nps.gov  
Website: <https://www.nps.gov/tps/tax-incentives.htm>

### National Trust for Historic Preservation

The National Trust for Historic Preservation is a nonprofit organization that provides leadership, education, advocacy, and resources to save America's diverse historic places and revitalize our communities. The National Trust Preservation Fund offers several types of financial assistance to nonprofit organizations, public agencies, for-profit companies, and individuals involved in preservation-related projects. In 2005, the National Trust Preservation Fund provided almost \$17 million in financial assistance and direct investment in cities, towns, and rural areas across the U.S.

Contact: National Trust for Historic Preservation  
1785 Massachusetts Ave. NW  
Washington, DC 20036-2117  
Phone: (202) 588-6000 or (800) 944-6847  
Email: [info@nthp.org](mailto:info@nthp.org)  
Website: [www.preservationnation.org/](http://www.preservationnation.org/)

### State Tax Credit for Registered Cultural Properties

This program is available to owners of historic structures who accomplish qualified rehabilitation on a structure or stabilization or protection of an archaeological site. The property must be individually listed in, or contributing to a historic district listed in the State Register of Cultural Properties. The credit is applied against New Mexico income taxes owed in the year the project is completed and the balance may be carried forward for up to four additional years. Maximum in eligible expenses is \$50,000 for a tax credit of \$25,000, unless the project is within a state-approved and certified Arts and Cultural District, in which case the maximum is \$50,000. There is no minimum project expense. This program has provided accessible and useful for small projects, including facade improvements.

Contact: Department of Cultural Affairs  
New Mexico Historic Preservation Division  
Bataan Memorial Building

407 Galisteo Street, Suite 236  
 Santa Fe, NM 87501  
 Phone: (505) 827-6320  
 E-mail: nm.shpo@state.nm.us  
 Website: www.nmhistoricpreservation.org/

### **U.S. Department of Transportation (DOT)**

The Transportation Enhancement (TE) activities offered funding opportunities to help expand transportation choices and enhance the transportation experience through 12 eligible TE activities related to surface transportation, including pedestrian and bicycle infrastructure and safety programs, scenic and historic highway programs, landscaping and scenic beautification, historic preservation, and environmental mitigation. TE projects must relate to surface transportation and must qualify under one or more of the 12 eligible categories.

Contact: USDOT Federal Highway Administration  
 New Mexico Division  
 4001 Office Court Dr., Suite 801  
 Santa Fe, NM 87507  
 Phone: (505) 820-2021  
 Website: [https://www.fhwa.dot.gov/Environment/transportation\\_enhancements/](https://www.fhwa.dot.gov/Environment/transportation_enhancements/)

### **Environmental Protection Agency (EPA) Brownfields Program**

The EPA's Brownfields Program provides direct funding for brownfields assessment, cleanup, revolving loans, and environmental job training. To facilitate the leveraging of public resources, EPA's Brownfields Program collaborates with other EPA programs, other federal partners, and state agencies to identify and make available resources that can be used for brownfields activities. In addition to direct brownfields funding, EPA also provides technical information on brownfields financing matters.

**EPA Brownfield Assessment Grants** - Assessment grants provide funding to inventory, characterize, assess, and conduct planning and community involvement related to brownfields sites. An eligible entity may apply for up to \$200,000 to assess a site contaminated by hazardous substances, pollutants, or contaminants (including hazardous substances co-mingled with petroleum) and up to \$200,000 to address a site contaminated by petroleum. Applicants may seek a waiver of the \$200,000 limit and request up to \$350,000 for a site contaminated by hazardous substances, pollutants, or contaminants and up to \$350,000 to assess a site contaminated by petroleum. Such waivers must be based on the anticipated level of hazardous substances, pollutants, or contaminants (including hazardous substances co-mingled with petroleum) at a single site. A coalition of three or more eligible applicants can submit one grant proposal under the name of one of the coalition members for up to \$1,000,000. The performance period for these grants is three years.

**EPA Brownfield Cleanup Grants** - Cleanup grants provide funding for cleanup activities at brownfield sites. An eligible entity may apply for up to \$200,000 per site. Due to budget limitations, no entity can apply for funding cleanup activities at more than three sites. These funds may be used to address

sites contaminated by petroleum and hazardous substances, pollutants, or contaminants (including hazardous substances co-mingled with petroleum). Cleanup grants require a 20% cost share, which may be in the form of a contribution of money, labor, material, or services, and must be for eligible and allowable costs. The match must equal 20% of the amount of funding provided by EPA and cannot include administrative costs. A cleanup grant applicant may request a waiver of the 20% cost share requirement based on hardship. An applicant must own the subject site at the time of application. The performance period for these grants is three years.

Contact: Environmental Protection Agency  
Fountain Place 12th Floor, Suite 1200  
1445 Ross Avenue  
Dallas, TX 75202-2733  
Phone: (214) 665-2200  
Website: [http://www.epa.gov/brownfields/grant\\_info/index.htm](http://www.epa.gov/brownfields/grant_info/index.htm)

### HOUSING ASSISTANCE

#### **New Mexico Mortgage Finance Authority (MFA)**

The MFA provides financing for housing and other related services to low- to moderate-income New Mexicans. There are 37 state and federal programs administered by the MFA that provide financing for housing, including low interest mortgage loans and down payment assistance, weatherization, green building and rehabilitation, and tax credit programs. The MFA partners with lenders, realtors, non-profit, local governments, and developers. All state and federal housing programs are administered by the MFA, including Section 8 housing funds and other HUD projects. Some of the primary rental and homeownership programs administered by MFA include:

**HOME Investment Partnerships Program** - Assistance is provided to income qualified homeowners who lack the resources to make necessary repairs to their homes. Assistance can be used for reimbursement of costs for rehabilitation, including applicable codes, standards or ordinances, rehabilitation standards, essential improvements, energy-related improvements, lead-based paint hazard reduction, accessibility for disabled persons, repair or replacement of major housing systems, incipient repairs and general property improvements of a non-luxury nature, site improvements and utility connections. Non-profits, housing authorities, and local governments administer the homeowner rehabilitation program. Funds are awarded through a RFP/Application process. MFA has also reserved funds for the Reservation Rehabilitation program to provide loans to homeowners on a house-by-house, first-come, first-served basis.

**New Mexico Housing Trust Fund** - Provides flexible funding for affordable housing initiatives for persons or households of low or moderate income served by nonprofit and for-profit organizations, governmental housing agencies and entities, regional housing authorities, tribal governments and housing agencies, etc. Interest rates are approximately 1 to 5% per annum. Construction is up to three years (current maximum \$1,500,000). Long term amortizing up to 30 years (current maximum: \$500,000). Requirements for rental households are those earning 60% or less AMI, and for single family households, at or less than 80% AMI.

**Primero Investment Fund Loan Program** - This is a flexible, low cost loan program created to finance the development of affordable rental or special needs residential facilities that would be considered “high risk” by traditional lenders. The purpose of the program is to leverage other public and private funds and to expand the housing development capacity of New Mexico’s nonprofit, tribal, and public agency housing providers. The Primero Investment Fund has been broadened over the years to include the financing of all types of projects that cannot be accommodated by existing sources – particularly the secondary market – and to develop new delivery systems through nonprofit organizations and other institutions to increase affordable housing production. Public and tribal agencies, and for-profit and nonprofit sponsors are all eligible. Rental, owner-occupied, and special needs projects of any size maybe financed under this program during any stage of the development process. New construction, conversion, and acquisition/rehabilitation projects may also be financed.

**Section 515 Multifamily Housing Preservation Revolving Loan Fund** - This program provides loans to rehabilitate housing currently financed by Rural Development through its multifamily housing loan program under Sections 514, 515, and 516 of the Housing Act of 1949. It is supported by funds provided by USDA Rural Development in the amount of \$2 million. MFA provides matching funds equal to \$550,000. Eligible borrowers include nonprofit organizations, for-profit organizations, governmental housing agencies, regional housing authorities, governmental entities, governmental instrumentalities, tribal governments and housing agencies, etc. Applicants must have ownership or site control of an eligible Section 514, 515, or 516 property.

**Ventana Fund** - The Ventana Fund is a Certified Development Financial Institution (CDFI) established in 2014 to meet the critical need for an increased supply of early stage financing for affordable housing construction and rehabilitation projects in New Mexico. It is a 501(c)(3) nonprofit corporation organized by private citizens and housing professionals. The Ventana Fund is committed to financing affordable housing in low-income communities, economically distressed communities, and market niches that are underserved by traditional financial institutions. Target markets include low-income populations earning less than 80% AMI, tribal communities, rural communities, and CDFI investment areas. Ventana Fund also focuses on hard-to-finance projects, such as older rental projects needing rehabilitation.

**542(c) FHA-Insured Multifamily Risk Sharing** - The purpose of this program is construction and permanent loans for affordable rental developments. Risk Share loans may be used as credit enhancement for bond transactions. Loans up to \$2,000,000 may be funded by MFA and are designed to minimize transaction/due diligence costs and expedite processing for small projects. Eligible borrowers include single asset mortgagors including non-profit organizations, for-profit corporations, joint ventures, limited liability companies and partnerships. This program is available for new construction, substantial rehabilitation, and refinancing or acquisition of projects having no less than five units per site.

**New Mexico Affordable Housing Tax Credit** - This program encourages private investment in affordable housing by providing donors to qualified housing developments with a credit on their state taxes. The donation must be made to an affordable housing development that has been approved by MFA. Donors receive investment vouchers for up to 50 percent of the value of the donation, which they can use towards a tax deduction on their New Mexico state taxes. Eligible projects include the development of single family homes and multifamily rental housing throughout New Mexico.

**Low Income Housing Tax Credits (LIHTC)** - This program provides federal income tax credits to individuals or organizations that develop affordable housing through either new construction or acquisition and rehabilitation. The tax credits provide a dollar for dollar reduction in the developer's tax liability for a ten year period. Tax credits can also be used by nonprofit or public developers to attract investment to an affordable housing project by syndicating, or selling, the tax credit to investors. In order to receive tax credits, a developer must set-aside and rent restrict a number of units for occupancy by households below 60% of area median income and the units must remain affordable for a minimum of 30 years. In addition to tax credits, the financing "gap" for certain LIHTC projects may be filled with a below market rate HOME loan. Tax credits and rental HOME loans are awarded annually through a competitive application process according to the state's Qualified Allocation Plan.

Contact: New Mexico Mortgage Finance Authority  
344 Fourth Street SW  
Albuquerque, NM 87102  
Phone: (505) 843-6880  
Website: <http://www.housing.org/developers/low-income-housing-taxcredits/lihtc>

### AVIATION

#### **New Mexico Department of Transportation - Aviation Division**

The NMDOT Aviation Division coordinates and administers state grants for improving aviation infrastructure. It also authorizes the expenditure of money from the state Aviation Fund for construction, development, and maintenance of public airport facilities.

**Airport Improvement Program** - This program provides grants to public agencies for planning and development of public airports that are included in the National Plan of Integrated Airport Systems. For small primary, reliever, and general aviation airports, the grant covers a range of 90-95% of eligible costs, based on statutory requirements. Eligible projects can include those for capital improvements or rehabilitation projects. Certain professional services that are necessary for eligible projects such as planning, surveying, and design can also be eligible.

Contact: New Mexico Department of Transportation - Aviation Division  
3501 Access Road C  
Albuquerque, NM 87106  
Phone: (505) 795-1401  
Website: <https://dot.state.nm.us/content/nmdot/en/Aviation.html>