

Village of Cloudcroft Comprehensive Plan

Final Plan
July 2014



Architectural Research Consultants, Incorporated
With Larkin Group NM, Inc.

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What is a comprehensive plan?
A long-range plan that sets the framework for the development of a community.

This project updates the Cloudcroft comprehensive plan begun in 2004 and adopted in 2005, which was preceded by the Cloudcroft Community Development Profile and Plan of 1974.

I. Introduction

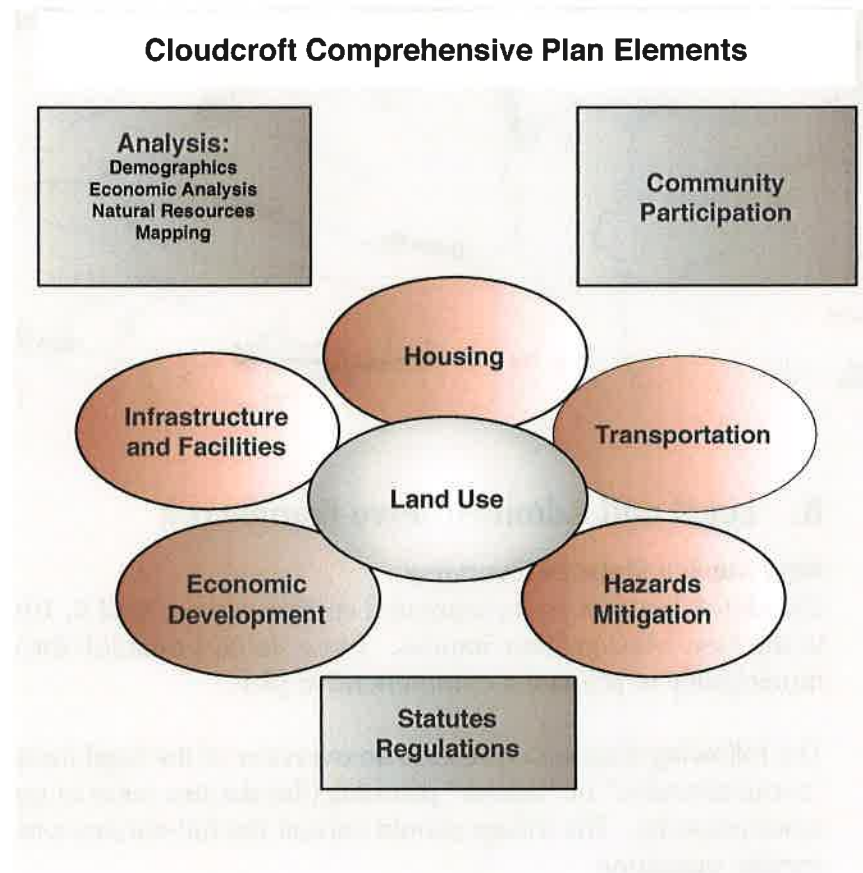
A. Purpose of the Plan

The Village of Cloudcroft Comprehensive Plan is an official public document adopted by the Village government as a policy guide to making decisions about the physical development of the community. It describes how the leaders and citizens of Cloudcroft want the community to develop in the ensuing five to 20 years.

The comprehensive plan helps Cloudcroft to prepare for the future by anticipating change, maximizing community strengths and minimizing weaknesses. The plan sets policies that help guide how to address critical issues that face the community, achieve goals according to priority, and coordinate both public and private efforts.

The Village of Cloudcroft Comprehensive Plan encompasses the functional elements that bear on physical development in an internally consistent manner, including land use, transportation, economic development, infrastructure and housing. The data, goals and objectives of these elements should support each other.

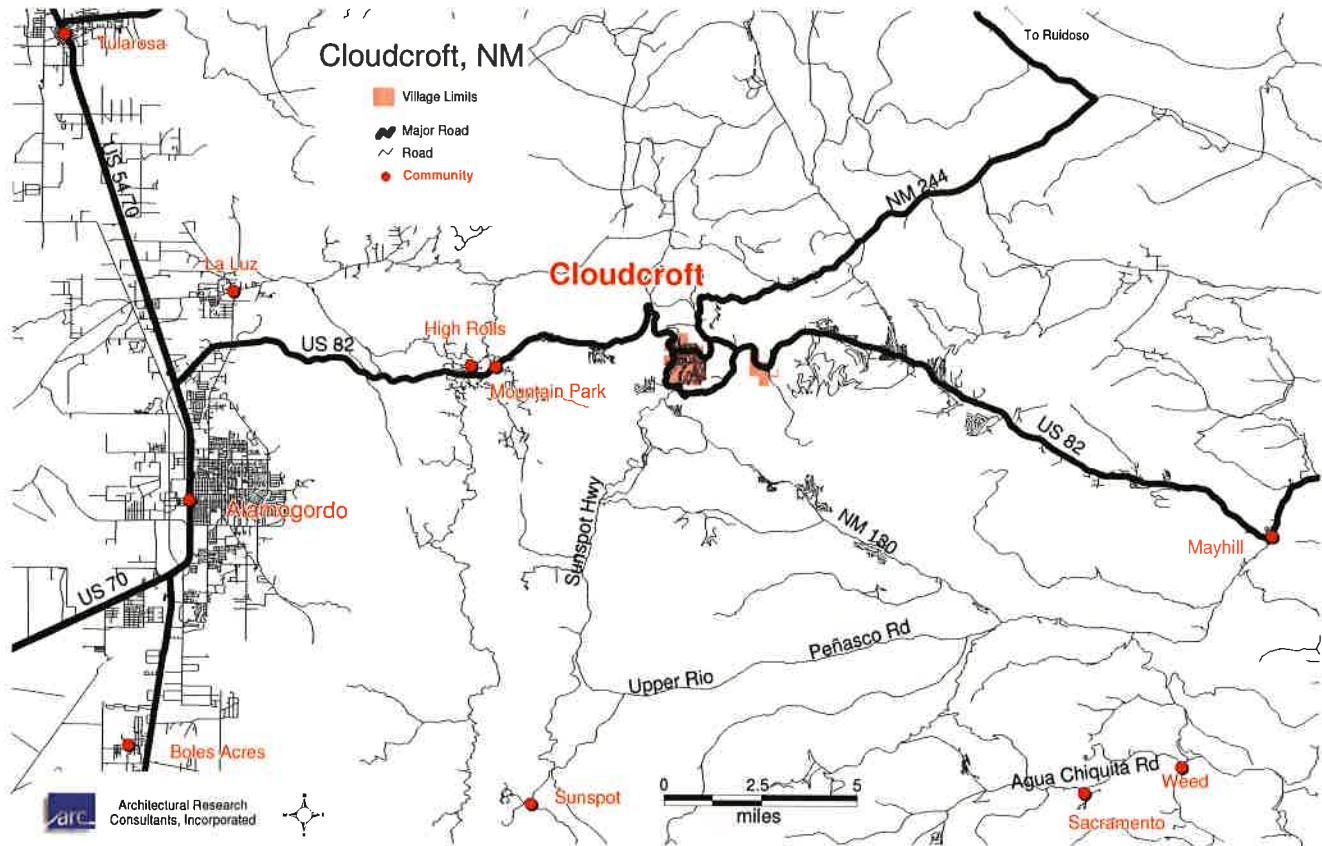
Exhibit I-1:
Plan Elements



The plan lays out the Village's overall long-range approach to guide decision making about any new development, infrastructure or programs to improve. As a general document, the plan does not carry regulatory authority, unlike zoning and subdivision regulations, although the plan is adopted by resolution.

Exhibit I-2:
*Cloudcroft within
its Geographic
Region*

In developing the plan, planners conducted steering committee and Village Council meetings to ensure consideration of the values and concerns of residents. Topic-based meetings with the steering committee examined all issues.



B. Legal and Administrative Framework

New Mexico Statutes Overview

Cloudcroft became an incorporated community on April 5, 1948, and is subject to the New Mexico State Statutes. These statutes establish the authority of a municipality to prepare a comprehensive plan.

The following discussion presents an overview of the legal framework for “comprehensive” or “master” planning (the statutes seem to use these terms synonymously). The Village should consult the full statutes when researching specific questions.

General powers of counties and municipalities: The statutes of New Mexico enable the preparation of a comprehensive plan by local governments, including

both municipalities and counties. Most of the statutory provisions regarding comprehensive plans are specifically for municipalities.

Purpose of a plan: Section 3-19-9 NMSA 1978 addresses the general purpose of a master plan. Subsection (A) states:

... a municipal planning commission shall prepare and adopt a master plan for the physical development of the municipality and the area within the planning and platting jurisdiction of the municipality which in the planning commission's judgment bears a relationship to the planning of the municipality.

Subjects on which the plan may make recommendations: Section 3-19-9(B) allows that, in addition to recommendations for the physical development of the municipality and its planning jurisdiction, the master plan may also address:

... streets, bridges, viaducts and parkways; parks and playgrounds; floodways, waterways and waterfront development, airports and other ways, grounds, places and space; public schools, public buildings, and other public property; public utilities and terminals, whether publicly owned or privately owned; community centers and neighborhood units and the replanning of blighted districts and slum areas; and public ways, grounds, places, spaces, building properties, utilities or terminals.

Planning authority to develop a plan: The Village council may develop a plan or form a planning commission to develop the plan. Section 3-19-1(a) NMSA 1978 states:

A municipality is a planning authority and may, by ordinance:

A. establish a planning commission;

B. delegate to the planning commission:

- (1) the power, authority, jurisdiction and duty to enforce and carry out the provisions of law relating to planning, platting and zoning; and
- (2) other power, authority, jurisdiction and duty incidental and necessary to carry out the purpose of Sections 3-19-1 through 3-19-12 NMSA 1978;

C. retain to the governing board as much of this power, authority, jurisdiction and duty as it desires; and

D. adopt, amend, extend and carry out a general municipal or master plan which may be referred to as the general or master plan.

The statute does not specify what the recommendations must address.

Approval of changes to public property and rights-of-way: Section 3-19-11 NMSA 1978 addresses the legal status of a municipality's master plan, including:

(A) After a master plan... has been approved and within the area of the master plan... the approval of the planning commission is necessary to construct, widen, narrow, remove, extend, relocate, vacate, abandon, acquire or change the use of any

- (1) park, street or public way, ground, place or space;
 - (2) public building or structure; or
 - (3) utility, whether publicly or privately owned.
- (B) The failure of the planning commission to act within sixty-five days after submission of a proposal to it constitutes approval of the proposal unless the proponent agrees to an extension of time. If the planning commission disapproves a proposal, it must state its reasons to the governing body. The governing body may overrule the planning commission and approve the proposal by a two-thirds vote of all its members.

Extraterritorial zoning, planning and subdivision regulations: The statutes do not allow for a municipality with fewer than 1,500 persons, such as Cloudcroft, to zone outside its boundaries; however, it does allow for a three-mile extraterritorial area for planning and platting (subdivision).

Section 3-21-2(B) NMSA 1978 states:

A municipal zoning authority may adopt a zoning ordinance applicable to the territory within the municipal boundaries and, if not within a class A county with a population of more than three hundred thousand persons according to the last federal decennial census, shall have concurrent authority with the county to zone all or any portion of the territory within its extraterritorial zoning jurisdiction that is within...

- (2) one mile of the boundary of any municipality having a population of one thousand five hundred or more but less than twenty thousand persons, provided such territory is not within the boundaries of another municipality...

Section 3-19-5(A) NMSA states:

Each municipality shall have 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...

- (2) having a population of less than twenty-five thousand persons includes all territory within three miles of its boundary and not within the boundary of another municipality.

C. Funding

Most of the funding for this comprehensive plan was made possible through a legislative grant approved by the New Mexico Finance Authority.

II. Village Assessment/Existing Conditions

This section presents information about natural conditions, demographic trends and projections, historic context and historic resources at Cloudcroft.

This section presents background information on the village of Cloudcroft, including an analysis of demographic trends, a brief description of natural conditions, and a discussion of the historic context and resources of the community.

A. Natural Conditions



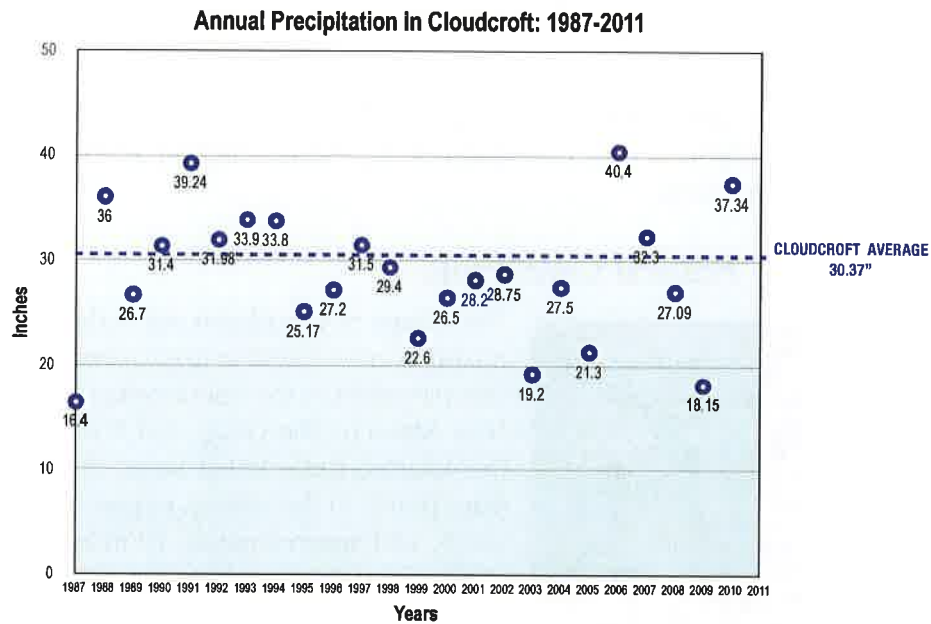
The village of Cloudcroft sits within a heavily wooded mixed-conifer forest at approximately 8,600 feet to 9,000 feet elevation in the Sacramento Mountains of south central New Mexico. The village is 4,300 feet in elevation above the Tularosa Basin to the west. This basin, which is visible from points in the village, expands 35 miles both north and south, and approximately 30 miles across from east to west. White Sands National Monument is in the basin and has an elevation of approximately 3,900 feet. The Sacramento Mountains are a small rugged range; Sierra Blanca is at approximately 12,000 feet elevation, 30 miles to the north of the village. The mountainous area near Cloudcroft contains timber-covered ridges, sedimentary in origin, at 9,600 feet elevation. The village also straddles the upper watershed of the Peñasco River that flows east through the Sacramento Mountains and drops to the Eastern Plains grassland of Eddy and Chaves Counties. The river goes underground approximately 30 miles from Cloudcroft and remains dry for roughly 58 miles to its confluence with the Pecos River.

Cloudcroft is 16 miles from Alamogordo and 39 miles from Ruidoso via NM Highway 244 and US Highway 70. The village is 4,300 feet above Alamogordo and 1,700 feet above Ruidoso.

Cloudcroft is located in the Peñasco River Underground Water Basin, which underlays most of the Sacramento Mountains vicinity of Cloudcroft, Mayhill, Dunkin, Timberson and Piñon.

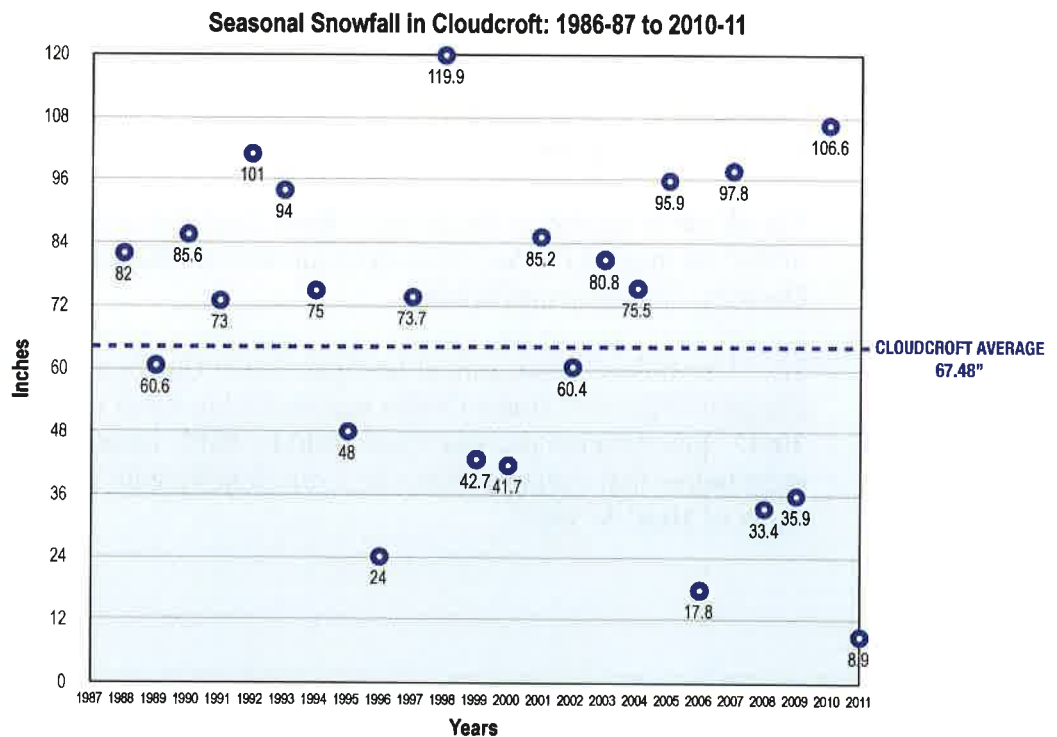
The chart below shows annual precipitation in Cloudcroft in recent years. The Western Regional Climate Center reported Cloudcroft received an average of 30.37" precipitation per year from 1980 to 2011; however, 15 of the last 25 years were below that average. Years vary considerably, with a high of 40.4" in 2007 and a low of 16.4" in 1987.

Exhibit II-1:
Precipitation in
Cloudcroft 1987-
2011



Average annual snowfall varies even more than annual precipitation. With an average of 67.48", the highest recent year was 119.9" in the winter of 1997-98 and the lowest year was winter of 2010-11, with only 8.9".

Exhibit II-2:
Snow in Cloudcroft
1988-2004



The village enjoys moderately warm summers, with average highs in the low 70s during June and July and moderately cool winters with average lows of 18 to 21 degrees in December through February.

B. Demographic Trends and Projections

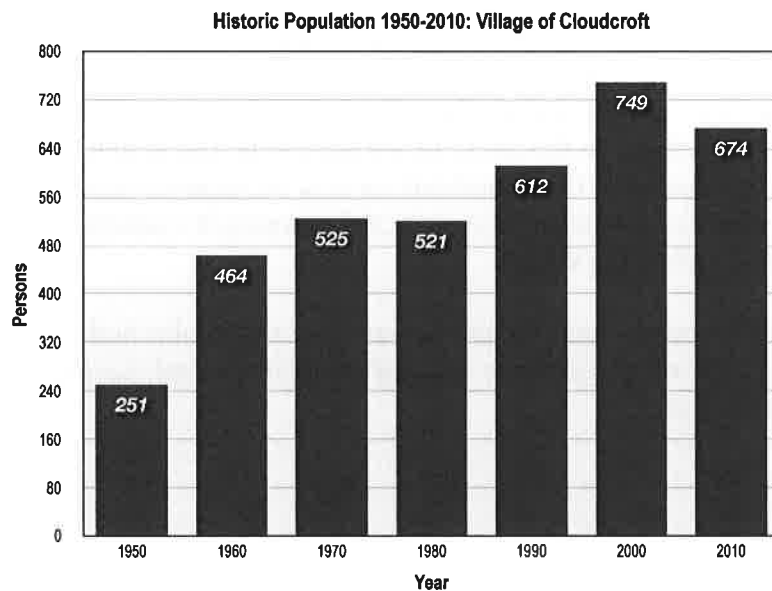
Long-term economic and demographic trends tend to shape the future of communities. While the past does not dictate the future, the dynamics of the community portrayed in long-range trends tend to continue with some momentum into the future, unless unforeseen conditions intervene.

Population

The village's permanent population has steadily grown, tripling in the 50 years between 1950 and 2000. However, the U.S. Census Bureau reported a slight decline in residents in the 2000s.

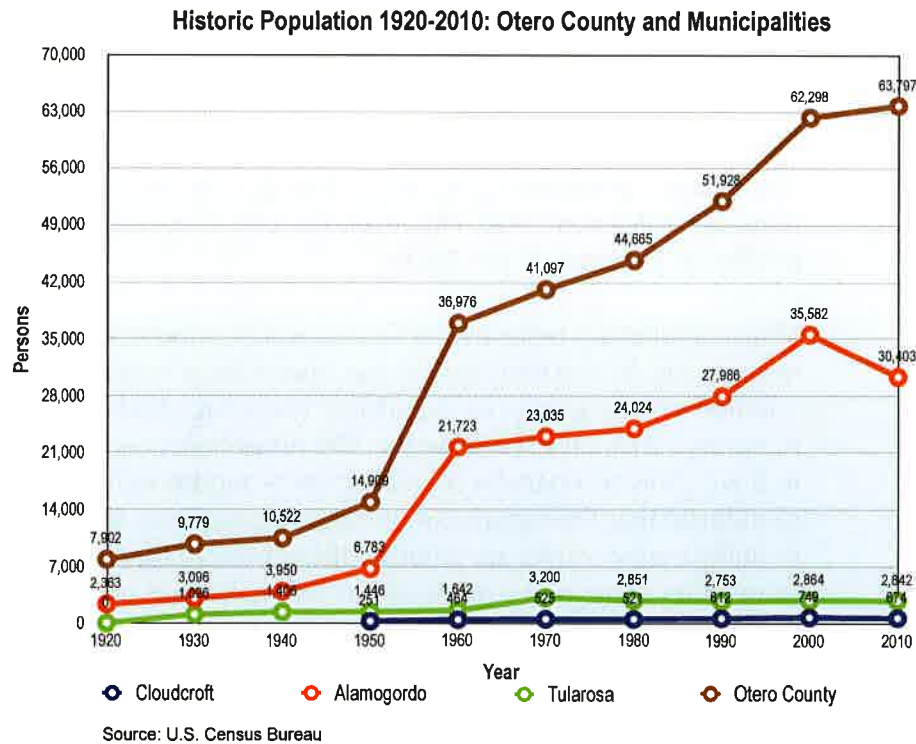
Village leadership believes the Census Bureau undercounted population and households, basing their conclusion upon village residential utility meters and the addition of new houses in the village. The village had 699 active residential meters in Spring 2013, far exceeding the 399 households counted by the Census Bureau in 2010. This comparison of utility meters and households is puzzling and seems to indicate that the census counts were incomplete. Some variables to consider in utility meter counts are whether there is more than one meter per housing unit or whether some part-time residents maintain their meters during the off-seasons. Additionally, prior U.S. census population counts must have also been similarly difficult and may have inaccuracies due to the large number of part-time residents. Nonetheless, lacking better data, for purposes of the comprehensive plan, census counts are useful indicators of growth and change.

Exhibit II-3:
*Village of
Cloudcroft Long-
Range Population
Trends 1950-2010*



The populations of Otero County and Alamogordo grew faster than Cloudcroft's between 1950 and 2000, as shown in the chart below. Over the last decade, Otero County added very little population, while Alamogordo reportedly lost over 5,000 residents. The City of Alamogordo is challenging the count, and discussions with the Census Bureau continue. One possibility is that the 2000 count was too high. Many local and state observers believe that Alamogordo's population did not lose 5,000 residents in the 2000s.

Exhibit II-4:
*Historic Population
of the County and
Municipalities
1920-2010*



This plan can reasonably consider the area within the boundaries of the Cloudcroft Municipal School District as a service area, with Cloudcroft as its hub. Comparing population in the region, the full school district area declined slightly during the decade while the area outside the village but within the district increased by 33 residents. The Cloudcroft vicinity, as approximated by the school district boundaries, consisted of over 2,300 permanent residents in 2010, of whom 77% lived outside the village.

Smaller communities in the Sacramento Mountains had a total of 1,340 residents in 2010, with High Rolls, although unincorporated, having a larger population than Cloudcroft.

Exhibit II-5:
Population of
Census Designated
Places near
Cloudcroft

**Population of Census Designated Places (CDPs)
In and Near the School District**

Places	2000	2010
Mayhill CDP		75
Piñon CDP		25
Sacramento CDP		58
Timberon CDP	309	348
Weed CDP		63

Source: U.S. Census

Age

Older residents of Cloudcroft are a higher proportion of the population than they were 20 years ago, while both the number and proportion of residents under 19 years of age or in their main child-bearing years have declined. The numbers in the main labor force have fluctuated, with the highest count in 2000. The numbers of retirees nearly tripled in the past 20 years, gaining in both number and proportion of population.

Exhibit II-6:
Trends in Age
Distribution for
Cloudcroft

Age Distribution of Village of Cloudcroft: 1990, 2000 and 2010

Age Groups	1990		2000		2010	
	Population	Portion of Population	Population	Portion of Population	Population	Portion of Population
Under 5	43	6.8%	37	4.9%	21	3.1%
5 to 9	51	8.0%	40	5.3%	39	5.8%
10 to 14	61	9.6%	61	8.1%	42	6.2%
15 to 19	51	8.0%	53	7.1%	46	6.8%
20 to 24	33	5.2%	25	3.3%	23	3.4%
25 to 29	37	5.8%	28	3.7%	18	2.7%
30 to 34	42	6.6%	37	4.9%	30	4.5%
35 to 39	52	8.2%	59	7.9%	25	3.7%
40 to 44	63	9.9%	59	7.9%	39	5.8%
45 to 49	41	6.4%	70	9.3%	62	9.2%
50 to 54	33	5.2%	63	8.4%	58	8.6%
55 to 59	43	6.8%	47	6.3%	45	6.7%
60 to 64	27	4.2%	55	7.3%	63	9.3%
65 to 69	33	5.2%	58	7.7%	57	8.5%
70 to 74	11	1.7%	32	4.3%	41	6.1%
75 to 79	10	1.6%	16	2.1%	34	5.0%
80 to 84	4	0.6%	4	0.5%	20	3.0%
Over 85	1	0.2%	5	0.7%	11	1.6%
Total	636	100.0%	749	100.0%	674	100.0%

Under 19	206	32.4%	191	25.5%	148	22.0%
Main child-bearing years (20-34)	112	17.6%	90	12.0%	71	10.5%
Main labor force (35-64)*	259	40.7%	353	47.1%	292	43.3%
Retirees (65 and over)	59	9.3%	115	15.4%	163	24.2%

Source: U.S. Census Bureau



Age and Housing Characteristics Comparisons

Compared to the state as a whole and to Alamogordo, the village and surrounding areas had older populations, higher housing vacancy rates, and a lower percentage of households with individuals under 18 years of age.

Compared to the village, smaller communities (referred to below as Census Designated Places or CDPs) in the area had:

- Older populations - except Piñon
- Higher housing vacancy rates - except Timberon
- Smaller household sizes - except Piñon
- Lower percentages of households with individuals under 18 years. 144 households with individuals under 18 years (over half) are outside the village and CDPs.

Exhibit II-7: Age and Housing Characteristics for Cloudcroft, Area and State

Age and Housing Characteristics of Cloudcroft, Area, and State

Place	Population	Median Age	Housing Units	Households	Vacancy Rate	Household Size	Households With Individuals Under 18 Years	% Households With Individuals Under 18 Years
Village of Cloudcroft	674	48.9	1,043	313	70.0%	2.15	70	22.4%
Cloudcroft School District	2,993	55.4	4,871	1,426	70.7%	2.09	241	16.9%
Mayhill CDP	75	55.8	34	25	26.5%	2.06	7	20.6%
Piñon CDP	25	42.5	23	11	52.2%	2.27	2	18.2%
Sacramento CDP	58	51.4	61	23	62.3%	2.09	2	8.7%
Timberon CDP	348	60.4	671	186	72.3%	1.87	15	8.1%
Weed CDP	63	60.5	62	34	45.2%	1.85	1	2.9%
Alamogordo	30,403	37.4	14,052	12,763	9.2%	2.33	3,896	30.5%
New Mexico	2,059,179	36.7	901,388	791,395	12.2%	2.55	267,023	33.7%

Source: U.S. Census 2010

Cloudcroft Village, School District, County and State Population: 1990, 2000 and 2010

Exhibit II-8: Trends in Population for Cloudcroft, School District and Otero County

Geographic Area	1990	2000	2010	1990-2000		2000-2010	
				Change	Average Annual Growth Rate	Change	Average Annual Growth Rate
Village of Cloudcroft	612	749	674	137	2.0%	-75	-1.0%
Cloudcroft Municipal School District	1,636	3,035	2,993	1,399	6.4%	-42	-0.1%
School District Outside Village	1,024	2,286	2,319	1,262	8.4%	33	0.1%
Otero County	52,034	62,298	63,797	10,264	1.8%	1,499	0.2%
City of Alamogordo	27,596	35,582	30,403	7,986	2.6%	-5,179	-1.6%
New Mexico	1,515,069	1,818,046	2,059,179	303,977	1.8%	240,133	1.2%

Source: U.S. Census

Ethnicity

The majority of village residents (93% in both 2000 and 2010) describe themselves as white, according to the respective censuses. Residents who describe themselves as Hispanic declined in population percentage from 15.5% in 2000 to 8.9% in 2010.

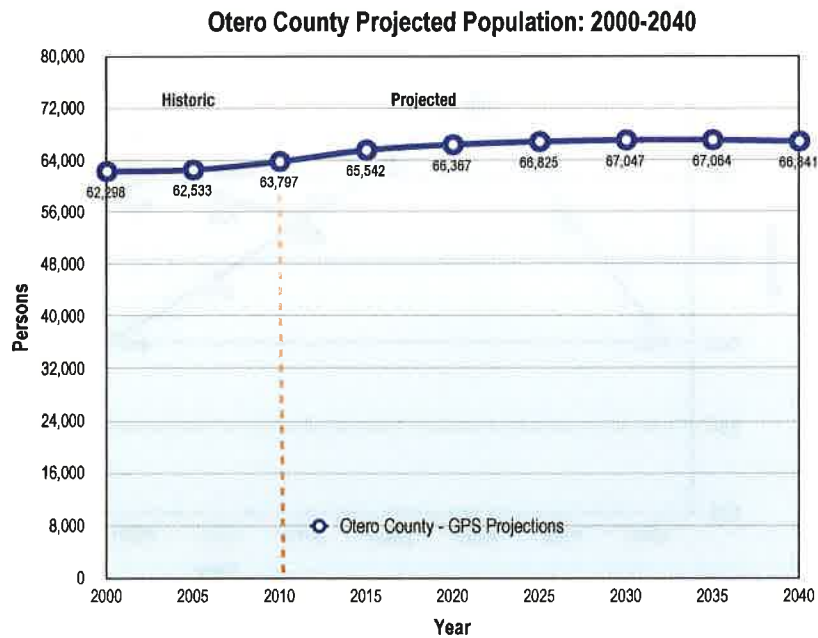
Village Population Estimates since 2010

The U.S. Census Bureau estimated that the village of Cloudcroft had 692 residents in 2011 and 697 residents in 2012, resulting in a gain of 23 residents in the two years since 2010.

Population Projections for Otero County

The University of New Mexico Geospatial Population Studies (formerly Bureau of Business and Economic Research or BBER) prepares population projections for every New Mexico county. The most recent county projection series, released in 2012, shows far slower growth for Otero County than the prior series of 2004 and 2008. They projected Otero County to grow from 63,797 to 66,841 persons between 2010 to 2040, as shown on the following chart. The highest population growth is predicted between 2010 and 2015, an increase of over 1,700 persons, while later five-year periods average a gain of 260 persons.

Exhibit II-9:
*Historic and
Projected
Population of
Otero County
2000-2040*



Sources: U.S. Census 2000 and 2010 counts and 2005 estimate; University of New Mexico- Geospatial Population Studies projections, 2012

Village Population Projections

ARC prepared three population projections for the village, extending to year 2040. The horizon of the projections approximates the horizon for the 40-year water plan to be prepared at a later time.

Factors considered:

- Historic trends in population growth in the village, vicinity and county
- Aging of the population in the U.S., New Mexico, and of existing village residents
- Declining household size in the U.S., New Mexico, and of existing village households
- Growth in housing stock, particularly with the new Skywater Subdivision to add some workforce housing (addressed in the Housing Element section)
- The high rate of seasonal residency, expected to continue (addressed in the Housing Element section)

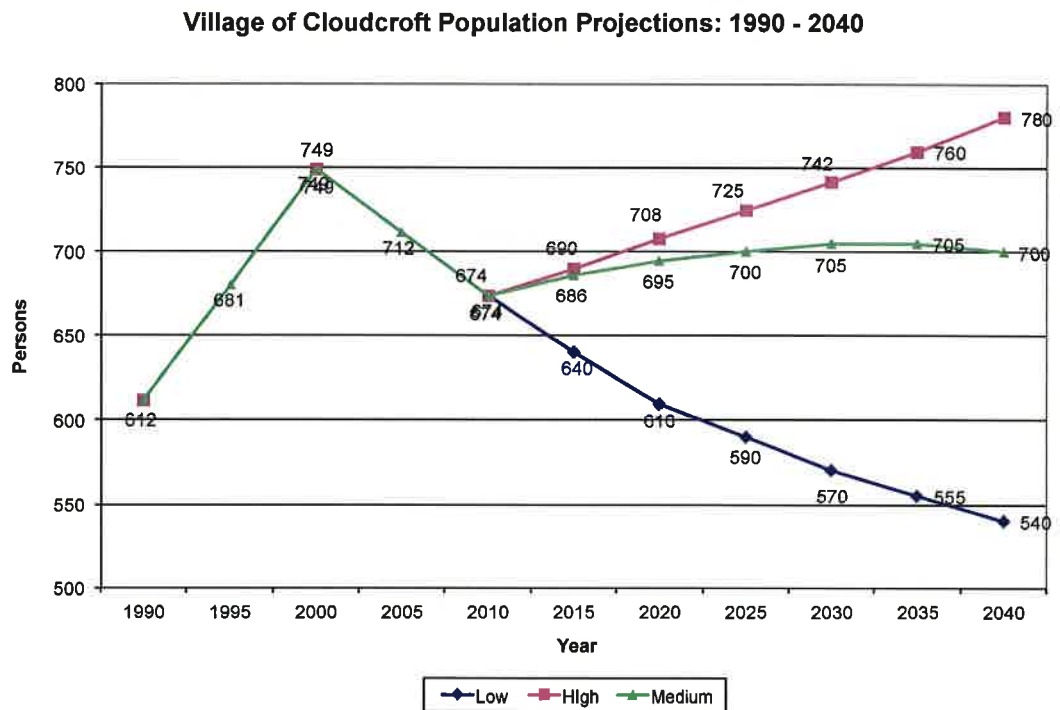
Assumptions:

- The low-range series assumes loss at the same rate of change experienced from

2000 to 2010, an average annual percentage of -0.5% up until 2020, slowing to a rate of -0.3% per year from 2020 to 2040

- The mid-range series assumes the same growth rate as projected for Otero County by GPS in 2012, slowing from 0.4% projected from 2010 to 2015, to 0% in 2035, and declining to -0.1% from 2035 to 2040
- The high series assumes the same rate of growth in the village from 1990 to 2010 at an average annual rate of 0.5%

Exhibit II-10:
Cloudcroft
Population
Projections 2000-
2040



C. Cloudcroft's Historic Context and Resources

The Logging Industry in Cloudcroft

The beautiful forests and plentiful wildlife of the Cloudcroft area attracted Native Americans to hunt and camp over a wide geographic area. For centuries, the Mescalero Apache considered the Sacramentos part of their homeland.

In the late 1800s, Anglos recognized the logging, ranching and farming potential of the area and people began to settle permanently in the area. A railroad was completed between Alamogordo, New Mexico and El Paso, Texas in the 1890s. The investors saw both the beauty and economic assets of the Cloudcroft area that could directly benefit their project.

The El Paso and Northeastern Railroad founders, Eddy brothers Charles Bishop and John Arthur, assisted by their attorney, William Ashton Hawkins, arrived in the newly founded town of Alamogordo, with plans to continue northward to the mining town of White Oaks and beyond. They realized there was a need for timber and railroad ties, and began eyeing the nearby Sacramento Mountains as a possible resource. A survey crew was sent into the area to determine the feasibility

The information in this section was adapted from articles by Patrick Rand, local historian and former Director/Curator of the Sacramento Mountains Historical Museum, with additional material from Vernon J. Glover's Logging Railroads of the Lincoln National Forest.

of laying a railroad line up to the summit. In the fall of 1898, it was reported this line was not only possible, but also the beauty of the region could attract visitors from a wide territory. The name of “Cloudcroft” — a pasture for the clouds — was suggested. The report was accepted and work on the line soon began.

The railroad purchased 2,700 acres of land at the summit and established the new village. By June of 1899, a plat of the proposed “Place of Cloudcroft” was filed, resulting from plans made the previous year by the organizers of El Paso Northeastern Railroad.

Meanwhile, work was underway on the line from Alamogordo up to the Sacramentos and by the end of 1898, it had been extended as far as Toboggan Canyon. Construction was started on a structure called the Pavilion at the summit, which would provide accommodations for the anticipated tourists once the line was completed. It consisted of a dining room, kitchen, parlor, entertainment hall, and 40 tents, set on wooden platforms, for sleeping. In June of 1899, John Arthur Eddy formally opened the Pavilion. Tourists, who rode the train as far as Toboggan, finished the trip by stagecoach. They were royally entertained on their arrival. Glowing reports of the new resort of Cloudcroft were published in area newspapers, and people began to flock to the mountains. The Pavilion burned twice in the 1920s, but was rebuilt each time to conform to original plans.

Lots were sold and other buildings erected. The Virginia Hotel, which later became the Texas Hotel, and was later a shop named Colliques, was also built in 1899. It soon became apparent that an organization was needed to operate the affairs of Cloudcroft.

The Cloudcroft Property Owners Association, known as the Directory, was formed in 1903. John Arthur Eddy drew up the by-laws and served as the first secretary of the organization. Until Cloudcroft was incorporated in 1948, the Directory was the governing body of the community. The Directory still exists as of 2014, but membership has declined.

The railroad line finally arrived in Cloudcroft in 1899 and construction of a depot was begun. It was located about 250 feet west of the Pavilion. The building was occupied in June of 1900, and “meeting the train” became a daily festivity in the village.

The railroad also built a grand lodge for its workers, which was also used as a summer resort for El Pasoans. The village grew around the Lodge. The Lodge burned in 1919 but was rebuilt and is still open, complete with the ghost of Rebecca.

Exhibit II-11:
The Original Lodge

Photo: Sacramento
Mountains Historical
Society, Inc.



For the first half of Cloudcroft's existence, the train was the major means of travel to the village besides the more basic local road. The railroad spur climbed an incredibly vertical 4,700 feet in 27 miles. In the beginning, three trains a day arrived in Cloudcroft, some to haul logs down the mountain and others to carry mail and passengers. In the mid-1940s, the first state highway to the village was opened, taking away much of the train's logging and excursion business. Because of competition from the increased use of automobiles and trucks, the line began losing money. The last passenger train climbed the mountain in 1938, and the last freight train went down the hill in 1947. The tracks are gone but some of the curved trestle remains, one of the most distinctive features of the area.

Exhibit II-12:
*Excursion Train at
Mexican Canyon
Trestle, ca. 1906*

Museum of New
Mexico Photo 102816
by Green Edward Miller
Electronic scan by
Vernon J. Glover.

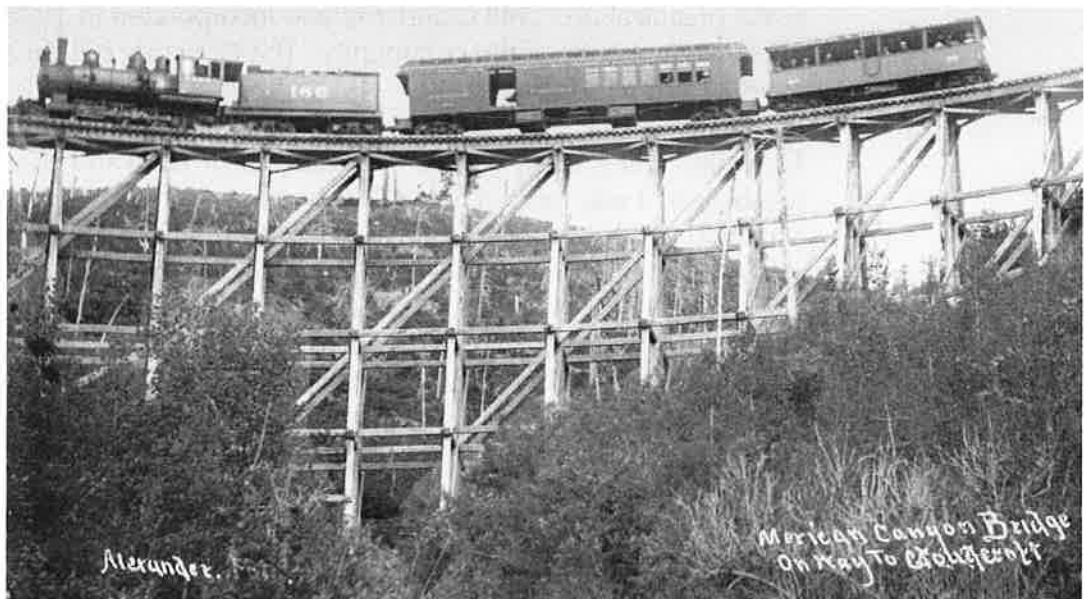


Exhibit II-13:
Excursion Train
at Cloudcroft
depot, early 1900s

Museum of New
Mexico Photo 102811
by Green Edward Miller
Electronic scan by
Vernon J. Glover



Logging in the Sacramento Mountains

The need for lumber was the impetus for the founding of Cloudcroft and played a major role in the area's origins. Logging in the Cloudcroft area was a turbulent enterprise, with railroad, logging and lumber companies starting up and soon failing, technological changes, fires, wars and economic upheavals, and changes in markets and demand. Logging began in the Sacramentos when the Eddy Brothers organized the El Paso and Northeastern Railroad in 1897. There was an immediate need for a large amount of lumber from which to make railroad ties. The Alamogordo and Sacramento Mountain Railroad was formed to operate a line from Alamogordo to the proposed resort of Cloudcroft, and the Alamogordo Lumber Company was established to operate a lumber industry in the Sacramento Mountains. The railroad company would construct and provide a railroad line from the mill to the summit of the Sacramento Mountains and would transport logs to the mill.

In 1899, the lumber company built its plant in Alamogordo. Logs were loaded onto the railroad at Toboggan, where a spur extended into the timberland. Another spur was run into Bailey Canyon, and a logging camp was built in the vicinity. As soon as the railroad reached the head of Cox Canyon in June 1900, spurs were run eastward down Pumphouse Canyon and southeasterly down Cox Canyon. The line down Pumphouse Canyon dropped into James Canyon, where another logging camp was built, including a four-track engine house and an elevated water tank. In May 1903, the railroad line was completed to the head of Russia Canyon, where a logging spur headed east down the canyon. Over the years, various spurs and lumber camps were built as different areas were logged.

Early logging was done with handsaws and animals — usually horses and mules, but occasionally oxen were used for hauling. Logs were skidded to landings along the railroad spurs, where they were hoisted onto the log cars by steam loaders. Over the years, the process became more automated and somewhat less labor-intensive.

Railroad operations continued into the World War II era. But by late 1942, it was determined that trucking was cheaper and more practical than running trains over the tortuous railroad, which now extended more than 30 miles and required four locomotives. The Alamogordo sawmill operated until 1960 and then moved to El Paso. It reopened in 1968 and operated until it closed in 2000, mainly due to the lack of accessible lumber. White Sands Forest MFP, which had successfully operated a mill on the Mescalero Reservation, took over the plant in 2001, and began operating on a reduced scale with material from thinning of the reservation's forests and private land cutting. It closed in 2007.

Small operators have also had sawmills in the area over the years. A number of lumber mills operated in the mountains, with a few continuing until recent years, such as Dee's Sawmill, just east of the James Canyon Cemetery on US Highway 82 and Chippeway Lumber, located west of Weed.

Exhibit II-14:
*Logging Camp
at the confluence
of Brown and
Cathey Canyons,
June 27, 1928*

U. S. Forest Service
Photo 233517 by E. S.
Shipp

Electronic scan by
Vernon J. Glover



Cloudcroft's Mountain Climate: An Attraction for Health and Recreation

Cloudcroft's high mountain location near desert cities was a major attraction for people seeking relief from hot summers. A unique part of Cloudcroft's history is the Cloudcroft Baby Sanatorium or "Baby San," as it was affectionately known. It operated during the summer months from 1911 through 1934, and treated more than 500 tiny patients, generally from the nearby communities of El Paso, Alamogordo, and Las Cruces.

Prior to air conditioning, during the hot summer months, small children often became dehydrated, either from the heat or from stomach ailments and, if not

properly treated, could die. Dr. Herbert Stevenson, whose own son had died from dehydration, founded the “Baby San” to provide such treatment. He convinced the railroad board of directors to donate land for it.

Over the years, with better food refrigeration and the advent of ways to cool buildings in the summer, there was less need for treating babies, and so toddlers were added as patients. A gradual shift from babies to underprivileged children modified the “Baby San’s” original purpose and, by 1935, it was converted to serve solely as a summer recreation camp for children from 6 to 10 years old.

In the following years, the facility’s use altered, affected by world and local events. Its tenants came and went, none remaining for more than a few years. In 1964, Buddy Ritter, then the owner and operator of the Cloudcroft Lodge, purchased the property, tore down the old structure and built his private residence on the site. Some of the furnishings and the old patient records remain today, housed at the Lodge museum.

Exhibit II-15:
*Cloudcroft Baby
Sanatorium (“Baby
San”)*

Photo: Sacramento
Mountains Historical
Society, Inc.



Exhibit II-16:
Eagle Eyre

*Built in 1897 as
a hunting lodge,
it has been
renovated but still
retains much of its
original character.
It functions today
as a vacation
rental cabin.*



A number of houses and lodges located in the oldest part of Cloudcroft were built in the rustic tradition and have notable architectural features and remarkable natural settings.

The following chart shows the properties currently listed on the State and National Historic Registers that are located either in Cloudcroft or in the surrounding area.

Exhibit II-17:
*Designated
Historic Properties*

Cloudcroft and Vicinity: Designated Historic Properties

Property Name	State Register Date	National Register Date
Cloudcroft Lodge	10/2/87	
Cloudcroft Municipal School	3/17/89	
Hubbell Canyon Log Chute		12/31/91
Mexican Canyon (Cloudcroft) Railroad Trestle	12/18/70	5/7/79
Springville (Cloudcroft) (Kent Ecton Cabin)	2/9/90	
Wills Canyon Spur Trestle		12/31/91
Wofford Lookout Complex	3/4/88	1/28/88

Source: New Mexico State Historic Property Officer, 2012

Preserving the Area's History

The Sacramento Mountains Historical Museum, Pioneer Village and Research Center actively promotes and interprets the history of Cloudcroft and the surrounding area. The museum grounds contain cabins, cottages and other buildings important to the history of Cloudcroft, as well as farm and fire-fighting equipment. The museum itself houses photographs, artifacts and memorabilia.

Since being established, its volunteers have worked to identify historic structures, acquire them and move them to the museum site. Over the years, museum volunteers have obtained historic buildings and moved them to the site as historic exhibits. The site is likely to be built out in the future. The Infrastructure and Facilities Element contains more information about the museum.

Exhibit II-18:
Greentree Lodge

Photo: Sacramento
Mountains Historical
Society, Inc.



Exhibit II-19:
*Grounds at the
Museum, 2013*



Present-Day Tourism and Recreation

Visitors to today's Cloudcroft seek many of the same qualities of place that attracted people 100 years ago: clean mountain air, cool summer temperatures and a relaxed rustic atmosphere. All-weather highways to the village enable year-round recreational activities, which take advantage of snowy winters to provide opportunities for skiing and other snow sports.

The Lodge is both Cloudcroft's premier historic site and tourist destination, which retains the charm of the turn-of-the-century original building. It attracts tourists and conference-goers to its beautiful grounds and amenities, which include a golf course, restaurant, spa, and museum.

However, lifestyles for some families and younger adults have changed, with many people seeking a broader range of physically intense activities. Visitor-serving businesses in Cloudcroft seek to develop new opportunities and community members have discussed expanded outdoor opportunities such as a zip line, more trails to serve a variety of users, and other possibilities, discussed in the Economic Development element.

Events the Year Round: Special events scheduled for 2014 include February's Mardi Gras in the Clouds, the High Altitude Classic Bike Race, a cross-country mountain bike event, April, the Mayfair Juried Art Show, festivities for July the 4th, the July Jamboree Art Show, Labor Day commemoration and Outhouse Races, Lumberjack Day in September, the October Art Fest, and the Fall Harvest Fest held around Halloween. The BAMM Festival is planning to hold its fifth multi-day outdoor music event during Summer 2014.

D. Visioning for Cloudcroft's Future

Residents of Cloudcroft participated in a visioning session to help guide recommendations for the comprehensive plan. At a public meeting held on August 21, 2013, attendees broke into groups to discuss questions for visioning:

- What do you like about Cloudcroft?
- What are your issues and concerns?
- The Future: What should Cloudcroft do to ensure a good future and what are the top five actions that you will support?

Each group developed its own ideas and then posted them for the entire meeting group to vote on with dots and "sticky notes." The charts on the next pages list all of the ideas for which there were votes. The results were presented at a community meeting in October 2014 for validation.

What do you like about Cloudcroft?

Likes	Number of Dots
Small Town Atmosphere	21
Community/Tourist and Chamber Events	13
History/Train/Pioneer Heritage	12
Western Appearance/Motif	9
Mountain Serenity/Clean/Peaceful	7
Lodge Resort & Golf Course	6
The People/Family Feel Community	5
Ski Area	5
Walking Community	5
The Trestle	3
Recreation	3
Access to Lincoln National Forest	3
Western Bar	3
Climate	2
Chamber	2
Low Crime	2
Rails to Trails	1
Parades, Community Events	1
Preserve Boardwalk	1
Wildlife	1
Biking	1

Likes	Number of Dots
Night Skies	1
Area Attractions	1
Scenic Views	1

What are your issues and concerns?

Issues and Concerns	Number of Dots
Water (also drainage)	22
<i>Activities/Recreation Issues Combined:</i> Not enough to do - lack activities in general & for tourists/recreation/Town shuts down at 5 PM	17
Fire safety/Wildfire danger	13
Develop ski area for winter and summer	12
<i>Parking-related Issues Combined:</i> perimeter parking, parking in general, RV water stations	7
High business turnover	6
Lack of economic development	5
Dropping Population	5
Lack of work ethic/limited workforce	4
Develop cemetery	4
Declining school enrollments	4
Need to appreciate tourists	3
More public restrooms, properly maintained	3
Communication (not defined) - need for infrastructure or communication by village?	3
Retirement community vs. growing community	2
Need sustainable future	2
Lack of PR communication, e.g., (lack of follow-up in media, weak info about meetings like this)	2
Lack of amenities, including grocery	2
Jobs	2
Move municipal properties off boardwalk	1
Land-locked community	1
Lack of enforcement of current ordinances	1
Better coordination between entities	1

The Future: What should Cloudcroft do to ensure a good future and what are the top 5 actions that you will support?

Economic Development Results	Noted
Promote economic development-general	10
More and better advertising	2
Support business development	2
Promote year round events/activities; assist Chamber with this	2
Tax and/or community incentives for business	2
Define/develop a village identity to draw economic development and people of all ages	1
Promote village as destination for conferences that bring 100-200 visitors	1
Shop local	1
Total	21
Infrastructure	Noted
New water sources/all possible sources/secure supply	6
Water system in general: reliable, improved	5
Water conservation/reuse	3
Water and sewer line repair/maintenance	2
Pure water for irrigation only	1
Street paving	1
Safety when crossing//walking along US Hwy 82	1
Total	19
Village Image and Spirit	Noted
Community involvement/volunteering	3
Be positive/support Cloudcroft's good aspects	1
Willing to work on improved communications	1
Willing to work on applying for grants	1
Participate in decisions for change	1
Support community events - don't only rely on tourists	1
Provide a more modern image with full village internet and free wireless	1
Aesthetically improve feel of boardwalk/ Burro Ave - connectivity/ viability	1

Develop community /tourism branding	1
Keep atmosphere of small/western historic town	1
Total	12
Recreation	Noted
Ski area Development: more activities, year round	4
Multi-use trails link village and forest	1
Promote recreation for economic sustainability and strengthen infrastructure to support these improvements	1
Promote activities for a wide variety of active outdoor enthusiasts	2
Be an all-season playground and use Village-owned outdoor facilities as part of the effort	2
General recreation	1
Total	11
Fire Prevention	Noted
Forest management: prevention through thinning, defensible space, safety practices, etc	4
Emergency services	1
Fire suppression lake/water system, other infrastructure	2
Total	7
Governance	Noted
Look into Home Rule Municipalities	1
Rework Village ordinances to create a more progressive community	1
Have good leadership	1
Total	3
School Enrollment	Noted
Work to increase school enrollment	3
Total	3
Parking	Noted
Provide parking for trailer with ATV and snow mobiles	1
Need more parking in village	1
Total	2

Resources/Sustainability	Noted
Promote sustainability as a Village image; use Village incentives for greening buildings	2
Total	2
Acknowledge Military Personnel	Noted
Military appreciation	1
Discounts to military personnel	1
Total	2

III. Land Use Element

The land use element presents a broad vision of current and future land use in and around Cloudcroft. It generally integrates all elements of the plan.

A. Introduction

The purpose of the comprehensive plan land use element is to guide the future pattern of land use in the village over the next five through 20 years. It presents a broad vision of the current and future distribution of land use. It also describes attributes of the community character. This element provides general guidance for future studies and revisions to the zoning and subdivision regulations of the Village. Since the village of Cloudcroft is the key community in the southern Sacramento Mountains region, this section also contains information about patterns of land use in the Lincoln National Forest and subdivisions in the vicinity.

B. Existing Conditions

Village Land Area

The village of Cloudcroft's land area consists of 1.6 square miles (1,034 acres) of incorporated property. The map in Exhibit III-1 shows the village's boundaries.

Land Status

Most of the platted lots in the village are privately held. The existing land use inventory lists the properties, which are addressed in the discussion below.

The Lincoln National Forest surrounds the village and has many private in-holdings, mainly along drainage bottoms. Much of the U.S. Forest Service (USFS) land has grazing permits held by local ranchers. The USFS has leased portions of its land for timbering. However, recreational uses predominate on these lands.

The Mescalero Apache Indian Reservation's southern boundary is located three miles north of Cloudcroft and is on Indian Trust Land.

Generalized Land Development Pattern in the Cloudcroft Vicinity

The village's land use pattern is a fairly tight scale of contiguous development in hills above the flat trough of James Canyon, with the core area of the community in the trough area. Commercial areas along Burro Avenue and US Highway 82, Cloudcroft Municipal Schools and Zenith Park are within the core area. The village boundaries extend east along a narrow strip following US Highway 82 for approximately 2-1/4 miles and include most of the ski area.

Exhibit III-2 shows the general land use pattern in Cloudcroft and the vicinity. Since the national forest abuts the village, there has been little development directly outside the village limits. Development in the unincorporated area on Lost Lodge Road to the southwest of the village includes the Cloudcroft Schools football field and the Lost Lodge subdivision. East of the ski area, homes are located on large lots within various unincorporated subdivisions on the valley floor of James Canyon. Within a radius of about ten miles surrounding the village is additional subdivision development of bordering "in-holdings" of private property within the national forest. The southern portion of the Mescalero Apache Indian Reservation adjacent to the Cloudcroft vicinity has seen little development.

Lot sizes vary greatly in the village, based on the topography and the designs of individual subdivisions and additions to the original Cloudcroft Subdivision. Standard lot size in the original subdivision is 40'x100', or 4,000 square feet. Lots in the Woodlands Subdivision range in size from 6,000 square feet to 1.75 acres (76,000 square feet). The newest subdivision in the village, Skywater, has single family lots that vary from 4,300 square feet to 11,000 square feet, as well as 3.22 acres of additional lots zoned for commercial uses and 2.19 acres zoned for multifamily and townhouse development.

Roughly calculated, with 1,043 housing units (2010 U.S. Census count of total housing units, a small number of which are townhouses and apartments), the average lot area is 9,025 square feet, not including street rights-of-way.

Exhibit III-1:
Village of
Cloudcroft Village
Limits

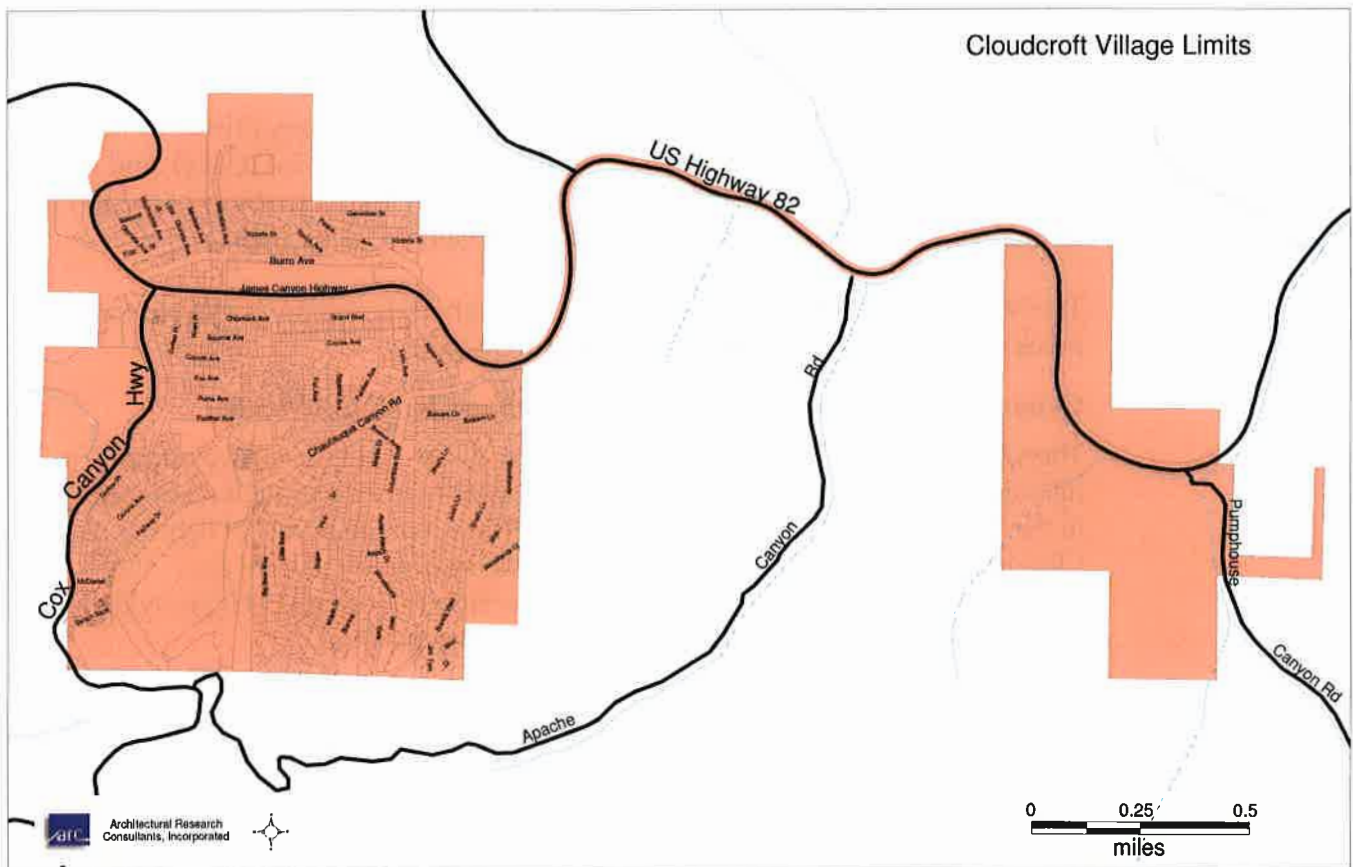
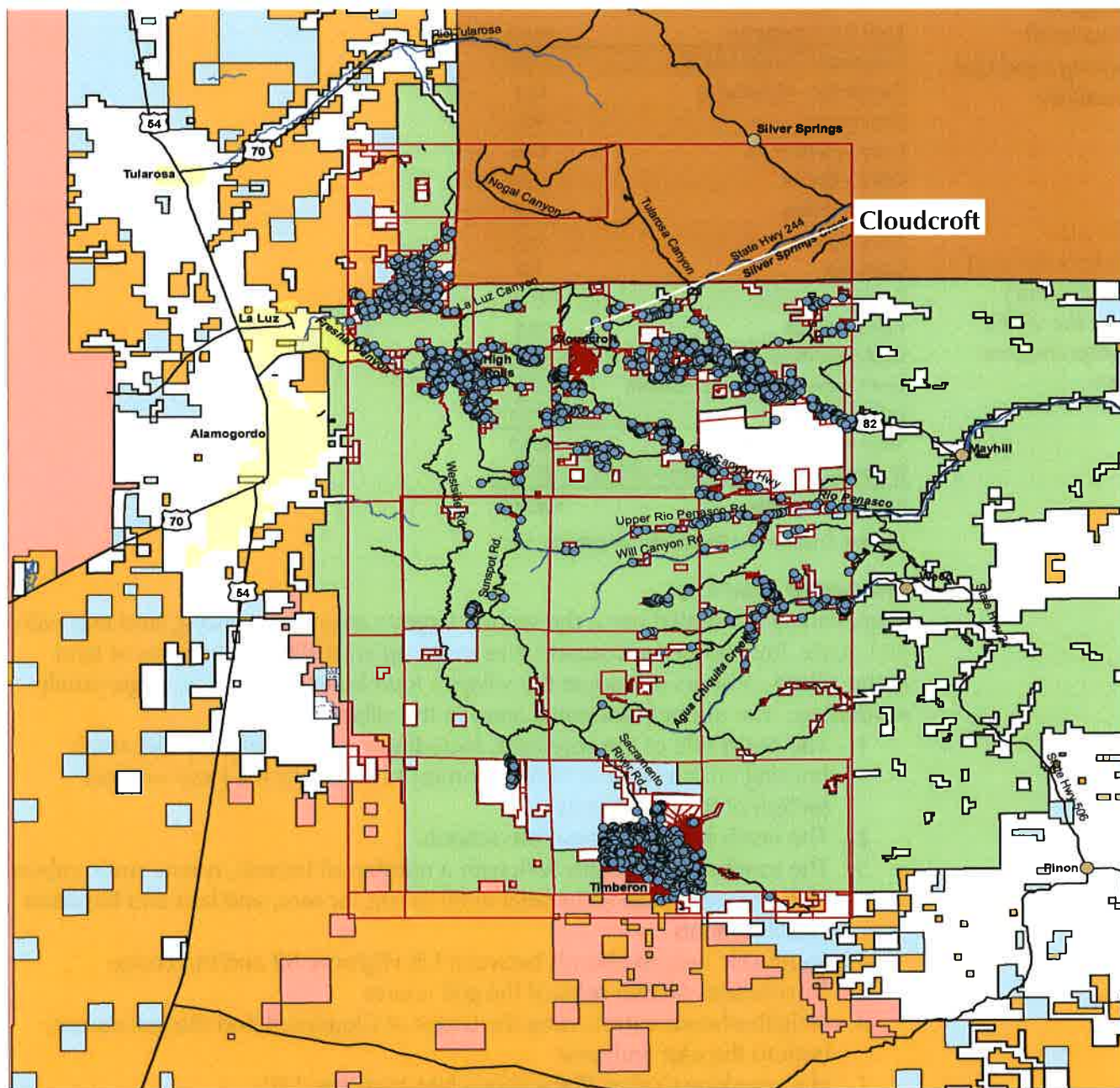


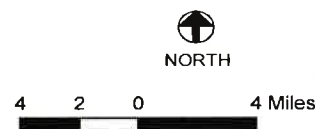
Exhibit III-2:
Cloudcroft and
Vicinity Land Status
and Development
Areas (2005)



Legend

 Village of Cloudcroft	 Bureau of Land Management
o Rural Addressing	 Bureau of Reclamation
 Parcel Boundaries	 Department of Defense
~ Rivers and Streams	 Forest Service
	 Fish and Wildlife Service
	 Bureau of Indian Affairs
	 National Park Service
	 Private
	 State
	 State Wildlife Refuge
	 State Park

**Village of Cloudcroft
and Vicinity**



Village's Existing Land Use

The table below shows land uses by category in acres. Exhibit III-4 maps the existing land use inventory.

Exhibit III-3:
*Village of
Cloudcroft
Existing Land Use
Inventory*

*This plan
updates the land
use inventory
from the 2005
Comprehensive
Plan.*

Village of Cloudcroft Existing Land Use Inventory

Land Use Categories	Acres
Residential - Single Family	203.0
Residential - Multi-Family	13.1
Commercial	9.3
Lodging & RV Park	12.5
Office - Private	1.5
Public - Village	34.8
Public - Other	5.0
Churches	1.6
School	34.0
Parks - Village	28.5
Ski Area - Village	125.2
Golf Course - Lodge at Cloudcroft	35.3
Undeveloped	350.4
Total Area Inventoried	854.3
Highway and Streets Rights-of-Way	175.7
Total Area of Village	1,030.0

Source: Architectural Research Consultants, Inc.

Residential Land Use

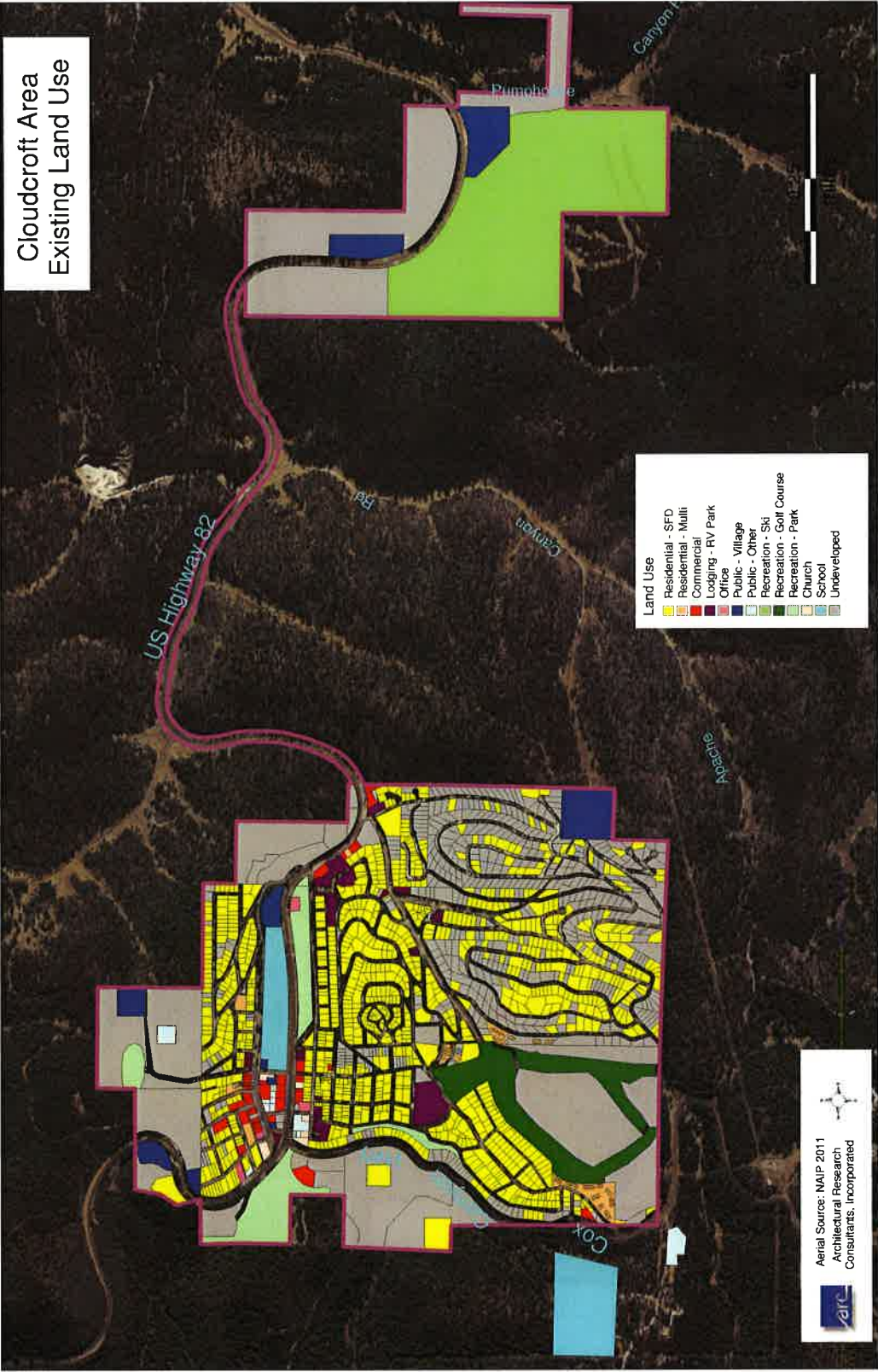
Single-family residential use is the second largest category of existing land use, with 203 acres. Townhouses and apartments make up an additional 13 acres of land in the village. Visitors rent some the village's townhouses, as well as single-family residences. The distinct residential areas in the village include:

1. The north side of the core area, including a number of fairly old, small housing units as well as mobile homes; traditionally the local workers' section of the community
2. The north side area above the schools
3. The south side of Zenith Park with a number of historic, ornate rustic cabins and a mix of newer residential in-fill cabins for rent, and bed and breakfast establishments
4. South side neighborhoods between US Highway 82 and the Lodge
5. Townhouses on two sides of the golf course
6. Neighborhoods surrounding the Lodge at Cloudcroft and the golf course, both to the east and west
7. Houses along Curlew Place above NM Highway 130
8. Developing Woodlands Subdivision in the southeastern quadrant of the village
9. Developing Skywater subdivision in the northeastern quadrant of the village

Commercial Land Uses

Commercial-use properties occupy 9.3 acres. This category did not change between 2005 and 2013, even though some structures have been rebuilt.

Exhibit III-4:
Existing Land
Use Map with
Aerial Base
Information



Cloudcroft Village Existing Land Use



Lodging

The lodging land-use category consists of hotels, motels, bed and breakfast establishments, cabins and recreational vehicle parks. It occupies 12.5 acres. Most hotels and motels are located in the downtown area on or near US Highway 82. The Lodge at Cloudcroft and its associated facilities and grounds are 1/4-mile south of US Highway 82. The Lodge constitutes a major activity area, mainly surrounded by single family and townhouse residential development. Rental cabins and bed and breakfast establishments are interspersed in several residential neighborhoods.

Exhibit III-6:
*Oblique Aerial
View of the Lodge
at Cloudcroft and
Vicinity, 2013*

*The Lodge
constitutes a major
activity area,
mainly surrounded
by single family
residential
development.*



Office (Private)

The office category consists of private office buildings used for business, including the electric cooperative and individual medical offices. This category occupies just over 1 acre of land.

Public and Quasi-Public Land Uses

In total, this village land use category occupies 34.8 acres. Village properties include the Village Hall, Nivison Library/Community Center, sewer treatment plant, the two fire stations, senior center, Chamber of Commerce building in Zenith Park, Sacramento Mountains Museum, maintenance building and yard, as well as water tanks and land area for the water treatment plant. Other public and quasi-public land uses include the post office, Presbyterian Health Clinic, and the communications towers site, comprising 5 acres. The new Forest Service Ranger's Station and maintenance facilities are just outside the village limits and not counted.

Parks and Golf Course

Parks total 28.5 acres and include Village-owned and Forest Service parkland. The Ski Area inside village limits takes in 125.2 acres. A portion of the ski area is outside of the village.

The Lodge at Cloudcroft's golf course is the second largest recreation use after the ski area in the village, with 35.2 acres of mostly irrigated land.

Cloudcroft Municipal Schools occupy 34 acres in the village, some of which is used for recreation. This total does not include the football field, which is outside the village limits.

Undeveloped Land

Approximately 350 acres, or 34% of the total village land area, are not developed. The village has several areas of undeveloped land. Undeveloped sites are scattered within the developed portions of the village, some reportedly purchased to increase privacy by property owners of adjoining homes. At a later time, a portion of these lots may be developed. Because heavy forestation in the village made determination of land uses difficult, the inventory of such lots is not complete.

For steep undeveloped lots in the village, it is difficult to calculate the acreage of remaining land that has development potential. Generally, since these lots are more difficult and expensive to build on than level sites, many steep sites have been passed over for development. The main exceptions are properties with special views, particularly of the Tularosa Basin. Property owners and developers value sites with views and are willing to make greater investments in engineering and building techniques. Although some steep sites appear to be practically impossible to develop, with sufficient market interests, they, too, could be built on. The Village does not have regulations that limit development on steep slopes.

The new Skywater subdivision has added a sizeable inventory of hillside lots. The developer has approached the layout with most of the small lots angled across hillsides to be able to build cross-slope, thereby reducing vertical drop, and with conceptual multilevel house designs that can fit onto such sites.

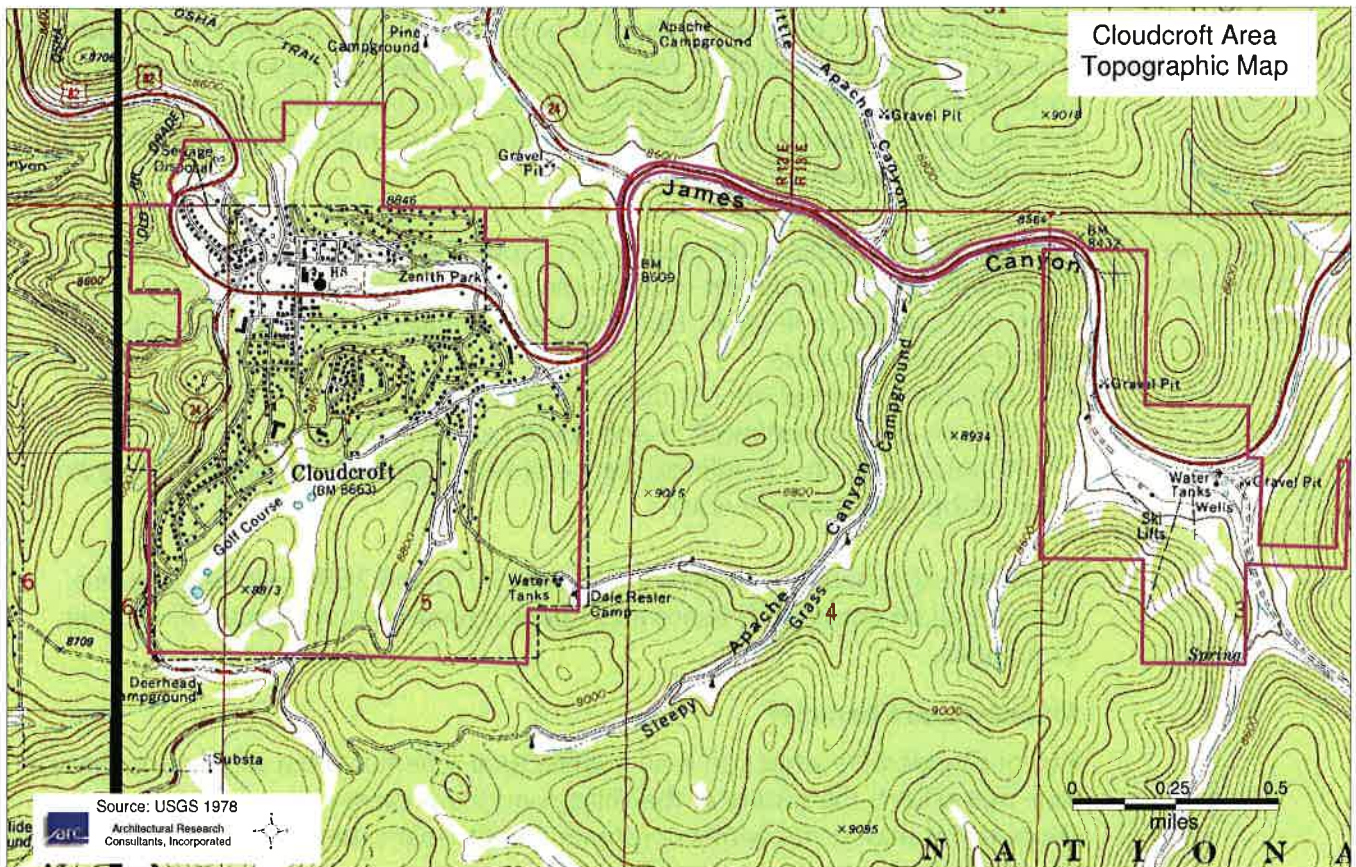
The Woodlands Subdivision, a 90-acre addition that includes 257 single-family residential lots and an area for 24 town homes, has a large number of undeveloped lots. The developer noted that many property owners have acquired multiple lots adjacent to their housing site with the intention of leaving them undeveloped. Consequently, the likely build-out of the subdivision could be considerably lower than the total number of lots created. This subdivision has been gradually building out since the early 2000s.

Several large parcels on the west side of NM Highway 130 have only one home per parcel. The inventory treats the land area outside the general development envelope as undeveloped, since these parcels could be subdivided in the future. However, the property owners' long-term plans are unknown. These properties have substantial areas with steep slopes that appear to make development difficult. As well, some of the areas are below the elevation of the sewer treatment plant, adding expense and difficulty in laying out sewer collection and pumping stations to serve potential development.

The property to the south of the golf course at the Lodge at Cloudcroft is the most significant remaining undeveloped area close to municipal services and not heavily constrained by steep slopes. Approximately 40 acres are available should The

Exhibit III-7:
Topographic
Contours Map of
Cloudcroft Area

Lodge decide to develop this area in the future. Access for development would most likely be located off of Sleepy Grass Road from the south. Right-of-way has been reserved from near Chautauqua Road to the northeast of the undeveloped area and could also provide access to a portion of the site.



Street Rights-of-Way

Approximately 17% of the entire village, over 176 acres, are in the land use category of street rights-of-way. While a few of the platted rights-of-way are undeveloped, most serve as public streets. Additionally, some private drives that act as minor through-streets pass through parcels rather than along rights-of-way.

The village of Cloudcroft has a strong sense of place as a unique community in a remarkably beautiful physical setting. The community possesses an intimate scale, with history and architectural styles that honor that history.

C. Issues and Concerns

Retaining Cloudcroft's Sense of Place

The village of Cloudcroft has a strong sense of place as a unique community in a remarkably beautiful physical setting. The community possesses an intimate scale, with history and architectural styles that honor that history. Residents of Cloudcroft strongly believe in the positive values of both the physical and social qualities of the community, not only for the residents' enjoyment, convenience and affordability, but also for maintaining the authenticity of the community that is one of the main attractions for visitors.

Members of the public at the August 2013 town hall meeting described how Cloudcroft's valued attributes relate to the community's land use pattern, then voted and ranked these ideas. Elements tied to sense of place that the Village should conserve include:

- Small-town atmosphere (21 dots, highest category)
- Western appearance/motif (9 dots, third highest category)
- Mountain serenity, cleanliness, peacefulness (7 dots, fourth highest category)
- Walking community (5 dots)

Residents expressed these values in both the 2013 and 2005 visioning sessions. More detail on community issues and values is presented in Chapter II. Existing Conditions.

Architectural Character

Part of Cloudcroft's attraction is an architectural scheme with a simple, small-town style that reflects the history of the village and the presence of small individual shops rather than stores with a corporate identity that's the same nationwide. After the fire on Burro Avenue several years ago, property owners rebuilt buildings to the original scale and in similar character. Similarly, the Village has worked with the developers of a Family Dollar store to incorporate these general architectural features into the new store on US Highway 82.

Area Residents Living Outside the Community

One of the interesting aspects of the community is that so many people who work and shop in town actually live in the unincorporated area. When talking with people who live in the unincorporated areas, they have said that this circumstance is not a problem. The village has continued to retain its sense of place and meet the needs of local residents, whether they live in or outside the village. However, this facet of the village and its region could be a drawback in the future. Many communities with substantial tourist economies work diligently to maintain a balance between the focus on economic gains from tourism and the livability of the community for its residents. In particular, senior citizens and families with children who attend local schools may appreciate the benefits of proximity to services.

Historic Preservation

The historic authenticity of the community is one of its main physical assets. The National Register of Historic Places lists no structures within the village limits, while

the New Mexico Register of Cultural Properties lists several. Many structures in the village are more than 50 years old and therefore old enough to be eligible for nomination and listing if their condition complies with register requirements and if owners wish.

Preservation in Cloudcroft should be encouraged. The Village should update existing inventories of historic structures through architectural and historic research to document resources and assess significance. The Village could consider designation of an historic district for an area that has retained its original character. For residential property owners, listing on the state register might bring the benefit of tax credits for redevelopment, as well as assign historic status to the building. Federal tax credits are available for renovation of complying commercial buildings.

National Forest Recreational Activities

For many visitors and residents, the national forest surrounding Cloudcroft is the most significant attraction of the community. Activities abound in the Sacramento District of the Lincoln National Forest for sightseeing within the forest, taking in vistas of the Tularosa Basin, traveling on mountain roads, hiking and motoring on trails, viewing the historic trestle and other sites of the railroad and logging era, camping, visiting smaller communities, hunting, winter skiing, and snowmobiling. In turn, visitors find a complementary link between the retail businesses, lodging and other facilities and services in the village and the recreational opportunities available in the forest.

The Lincoln National Forest develops plans on an ongoing basis to guide its recreational programs and other activities. While USFS land use is not subject to Village jurisdiction, the Village recognizes the importance of good land-use practices that support visitor activities, resource use, and the health of the forest. The Village and district ranger's office have worked cooperatively on many occasions to develop plans that meet objectives of both local residents and the USFS. Strong cooperation with the USFS by the Village as a unit of government and by volunteers from the community should continue in the future.

Trail Development

The Village and Sacramento Ranger District have identified an opportunity to work together on a collaborative trails planning process with the objective of developing new trails and trailheads in and near Cloudcroft. New trail features will promote better visitor and local recreational experiences, advancing economic development. The process flow chart in Exhibit III-8 describes the steps in the trails planning process.

Project ideas for collaboration include identification of the desired types of users (e.g., ATVs, horses, bicyclists, and/or walkers) on different trails, including issues of trail access through the village. Signage that directs visitors to trailheads, interpretative signage and maps would be important improvements to complement new trails.

Exhibit III-8:
Trails Planning
Process Flow
Chart

Proposed Village of Cloudcroft/ Sacramento Ranger District Trails Planning Process

Pre-Planning



Project Initiation

USFS/Village Initiation Meetings

- Problem statement: opportunities, challenges, and goals
- Scope of project, study area, time frame, task responsibilities
- In-house Ranger's District staffing
- Draft Memo of Understanding (MOU)
- Approval of MOU (separate Village Council meeting)
- Village & USFS appoint committee members
- Shared costs of completing NEPA

1 Existing Conditions:

- existing trails & trailheads
- natural features
- ownership
- easements
- user trends

1 User Types Include:

- foot
- bicycle
- motorcycle
- ATV
- horseback

Conceptual Trails and Trail Extensions

Committee Meetings

- Existing conditions assessment
- Proposed trail system & segments
- Proposed user types by trail segment
- On-ground inventory
- Consideration of alternatives
- Preliminary priorities

Preliminary Assessments

- Land encumbrances - easements, leases
- Trail conditions
- Evaluation of trail links

Public Meetings/Outreach

- Communications through contact list, flyers, websites, progress reports, interviews
- Cloudcroft Area community meeting
- Sacramento Mountains community meeting
- User group survey - El Paso, West TX, Las Cruces, etc.

Preferred Alternative

Environmental Assessment (EA)

- Alternatives assessment
- Agreements and consultations with agencies (e.g., NMDOT, Mescalero Apache Tribe, leasees)
- Program and Organizational Approaches

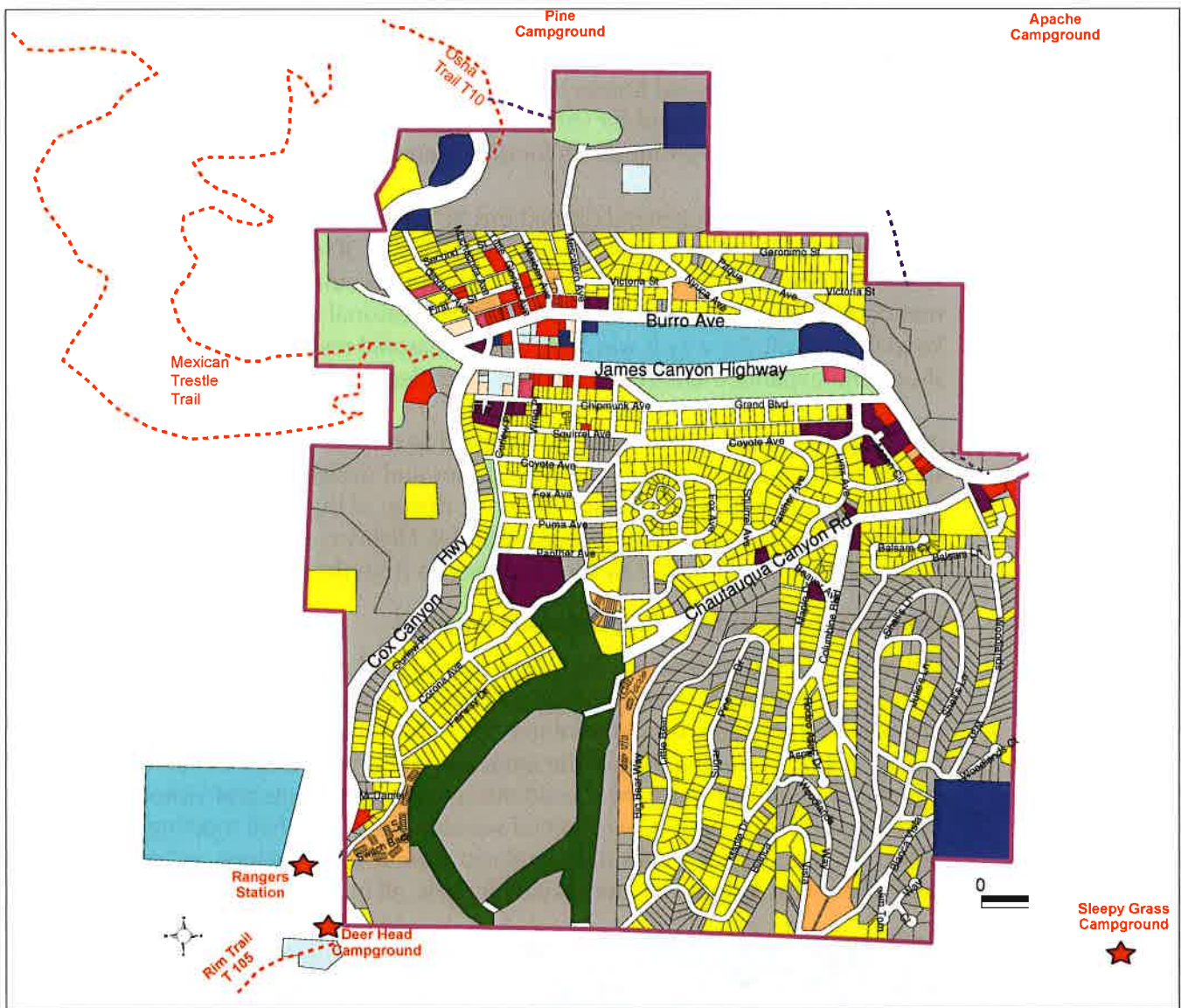
Implementation

Building Trail and Trailheads

- USFS budgeting
- Programming of village projects
- Phasing of projects
- Early wins that can be accomplished soon - like a trailhead at Ball Park

Exhibit III-9:
Study Map

This map shows some of the existing trails, trailheads and campgrounds around Cloudcroft.



Ski Area - Expand Recreation for All Seasons

The ski area offers one of Cloudcroft's major opportunities for additional recreational and entertainment venues. The Village should develop a master plan for the area to increase and improve compatible uses and work with the current contractor that leases the property. The area could be renamed to convey its all-seasons offerings. To enhance the facility's appearance, the Village should create a visual screen for the adjacent water treatment facility so that it does not detract from the recreational and entertainment uses.

Land Uses that Support Tourism and Seasonal Resident Economic Base

Cloudcroft has a substantial tourist base, drawing visitors to the special qualities of

the area and the community where they participate in special community events, stay in local lodging, or visit for a day from nearby cities. Additional discussion of this topic is in the Economic Development Element section.

Seasonal residents are the recognized backbone of Cloudcroft's economy. These residents are "hybrids" of full-time residents and short-term tourists who may become full-time residents when they retire. This sizeable group spends money in local shops, renovates old homes and builds new ones, participates in community events and creates demand for various activities. Seasonal residents are likely to make expenditures like tourists do for dining and entertainment.

Interestingly, there are general distinctions in the values held by older seasonal residents, some of whom knew Cloudcroft as it was 30 or more years ago, and newer residents, who in many cases brought with them the current context of metropolitan experiences that they left. Older seasonal residents tend to want to keep Cloudcroft the way it was. The newer seasonal residents tend to want new shops and expanded entertainment opportunities.

Any additional commercial land use oriented to tourists and seasonal residents should be in an area accessible to pedestrians and designed at a pedestrian scale with associated aesthetics. In particular, the design of the as-yet undeveloped commercial area in Skywater fronting onto US Highway 82 should be at a pedestrian scale and linked by foot and bicycle from the Burro Avenue area.

Limited Land Area for Retail Commercial Uses

Virtually all of the land within the Burro Avenue and adjacent US Highway 82 corridor is developed. Any expansion of retail commercial space related to tourism and seasonal residents should reinforce the current pedestrian character of the Burro Avenue core area. Part of the attraction of Burro Avenue is that it serves the entire community of permanent residents, seasonal residents and visitors as the hub for commercial and governmental services. As a town hall meeting participant noted in 2005, you can walk daily to Burro Avenue to visit shops, get mail from the post office, visit Village Hall and pay utility bills, all in one convenient trip.

Exhibit III-10:
*North Side of
Burro Avenue,
East of Mescalero
Avenue*



One option to capture more space for development is better utilization of land on US Highway 82. The anticipated Family Dollar store project points to the possibilities for some future redevelopment along the commercial portions of the corridor. Development of the properties can be more intense than at present. One significant improvement would be the development of a new “signature” building on the south side of US Highway 82 to generate additional shopping activities, perhaps to provide tourist information at a staffed or open kiosk (as a complement to the Chamber of Commerce Visitors Center), and serve as a formal entry to Burro Avenue.

Another option is to encourage the gradual or eventual addition of second or third floors for commercial uses in structurally sound buildings, or the replacement of selected buildings on Burro Avenue. Both of these options envision a more concentrated core area.

Design elements desired in redevelopment include:

- Compatible architectural styles or materials
- Sidewalks and short blocks for ease of walking
- Buildings oriented to streets and designed with pedestrian-scale openings (both windows and doors)
- Streetscape improvements that offer enhanced opportunities for window shopping, meeting people on the street, sitting and talking

Some buildings in or adjacent to the core area may have sufficient historic significance and should not be demolished or altered to destroy their historic qualities. On the other hand, many shops were built to replicate a historic look, and while their scale is pleasing, the buildings do not possess historic significance and do not need protection from future demolition or major alteration.

The Village should consider allowing some additional retail land uses on the south side of US Highway 82 adjacent to existing nonresidential properties. Expanding pedestrian-oriented commercial uses to the south side near the existing pedestrian core area would strengthen area character. These uses would encroach less into the residential neighborhood than would more vehicle-oriented uses. Therefore, in future the Village should restrict nonresidential uses on the south side of US Highway 82 in the vicinity of Chipmunk Street to bed and breakfasts, pedestrian-oriented retail, small offices, and other uses that generate very little vehicular traffic, noise, nighttime lighting or fumes. The Village should limit where possible any new uses such as auto repairs, construction yards, service stations, fast food and other activities that would add significant vehicular traffic and create impacts to surrounding residential areas. Mature trees should not be cut where at all feasible.

The Village zoning code should be amended to clarify what uses and activities in this area are permitted, permitted as conditional uses, or not permitted. This clarification would assure that the transition from retail commercial uses along US Highway 82 to the close-in residential neighborhoods to the south is honored

and protected, while allowing some mix of uses. Special arrangements may need to be made if the Cloudcroft Directory would not approve such land uses due to interpretation of covenant restrictions.

Expansion of the Burro Avenue commercial core area would require additional parking spaces nearby. An additional pedestrian crossing for US Highway 82 would enhance pedestrian and bicycle safety and may require demarcated crosswalks.

Exhibit III-11:
*Oblique Aerial
View of Core Area*

The commercial area on the east side of the village south of US Highway 82 is removed from the core area. While the land area is limited, some opportunities exist for in-fill, redevelopment and added intensity. The emphasis in this area is less pedestrian-oriented.



Burro Avenue and US Highway 82 Commercial Area Design Features

In addition to the issues associated with limited land area for commercial development, design concerns exist regarding the layout and function of streets, parking and public spaces, including:

- Congestion during peak events and tourist season
- Employee use of parking in front of stores, forcing customers to park farther away, and lack of parking spaces for RVs and other large vehicles
- The visual aesthetics of cars whose presence dominates the downtown, contrasted with the beautiful mountain forests
- Lack of comfortable outdoor seating in the midst of the core area

The Village should conduct an urban design study to consider making Burro Avenue a “pedestrian-oriented street.” Features should complement the Village’s intent to expand wooden sidewalks throughout the core area and include designated street-crossings, passive recreation (e.g., benches and other places to sit), some active recreation, and areas for commercial street vendor activities. The Village would need to continue access for emergency services and delivery trucks.

Other ideas to be considered in a downtown plan/charrette design are:

- Landscaped parking areas
- Pedestrian bridge from Scenic Park to Burro Avenue, designed with a railroad theme and functioning as an entryway to the village from the west
- More angled parking
- Electric lines placed behind buildings rather than in front
- Parking structure on part of the site of the Electric Coop Warehouse (if it ever relocates)
- Spaces for seasonal plantings in protected areas along the street, such as in barrels
- Signage to Deer Park

Economic Diversification: Office and Manufacturing Use and Forest Products

As described in the Economic Development Element section, desired diversification of the economy requires designating land for office or manufacturing uses. Since land is limited in the village, there does not appear to be an opportunity to create a separate district for these job-creating uses. They would need to be mixed into the identified commercial land area.

With substantial wood resources from the nearby forest, forestry products could possibly be the basis for some small-scale manufacturing business in the village. Space for any major forest products industry would need to include a hauling area for trucks, service yards, and therefore, might be beyond the existing land availability within the village boundaries. In general, when it reviews applications for manufacturing and economic activities related to forest products, the Village would need to consider environmental impacts such as air quality degradation and noise. As well, only small-scale operations are recommended because heavy truck traffic through the village could negatively impact the tourist and residential atmosphere. The Village must find a balance between encouraging uses that generate significant truck traffic and retaining the calm atmosphere more conducive to tourist and residential activities.

Housing Demand

The projected average number of new housing units that might be built in the village is in the range of 80 to 140 units per decade over the next three decades, as described in the Housing Element section. Between 2010-2040, the village would need 288 units in total, according to mid-range projections.

Based on the existing inventory of vacant land in the village, there appears to be sufficient land area to accommodate long-range housing demand at the current range of densities in the village. However, based on the type of recently developed housing products, “market rate” housing may be too costly for some local residents. For any future subdivisions, the Village should designate a portion of new lots as affordable for local residents/employees. A higher proportion of housing development should probably be townhouses, multifamily housing or housing on smaller lots.

Wildland/Urban Interface Fire Planning

The USFS has substantially thinned the forest around Cloudcroft. According to the District Ranger, the mixed conifer type of forest around Cloudcroft is less prone to forest fire than ponderosa stands. Nonetheless, forest fires are a fact of life in the Sacramento Mountains and several fires have occurred in proximity to Cloudcroft in recent years. The Village Planning and Zoning Commission is currently considering a wildfire/urban interface ordinance to reduce the risk of a forest fire in the village. Early fire prevention efforts of the Village focus on tree thinning on public properties. The Village should phase regulation of private property building materials or overgrown vegetation to take progressive steps forward on a more gradual timetable.

The purpose of the future land use map is to provide guidance for the designation of land uses needed to accommodate future growth.

D. Future Land Use Map

Use of the future land use maps (see the two versions of the map on the following pages) will provide the Village with guidance for the designation of land uses needed to accommodate future growth. Land use categories are discussed below.

This plan assumes that the village boundary with the national forest is generally fixed for the future. The mid-range population projections in this plan do not show a need for expansion of the land area. Cloudcroft is a relatively compact community, and some additional intensity of use is anticipated and most likely beneficial, especially in the pedestrian commercial core area.

Residential

As indicated on the existing land use maps presented earlier in this plan element, Cloudcroft's residential neighborhoods have varying mixes of single family residences, townhouses, apartments, and lodging. Future development should retain this fabric of compatible uses. It is assumed that many seasonal homes will continue to be part of the mix. Development of any large vacant tracts should include a portion of housing designated to be affordable for local permanent residents.

The future land use map shows some additional areas north of Burro Avenue with townhouse and multifamily uses. While the specific lots may or may not convert to this use, some infill of slightly higher density housing would be positive for bringing more residents close to the core area and providing more affordable housing.

Commercial

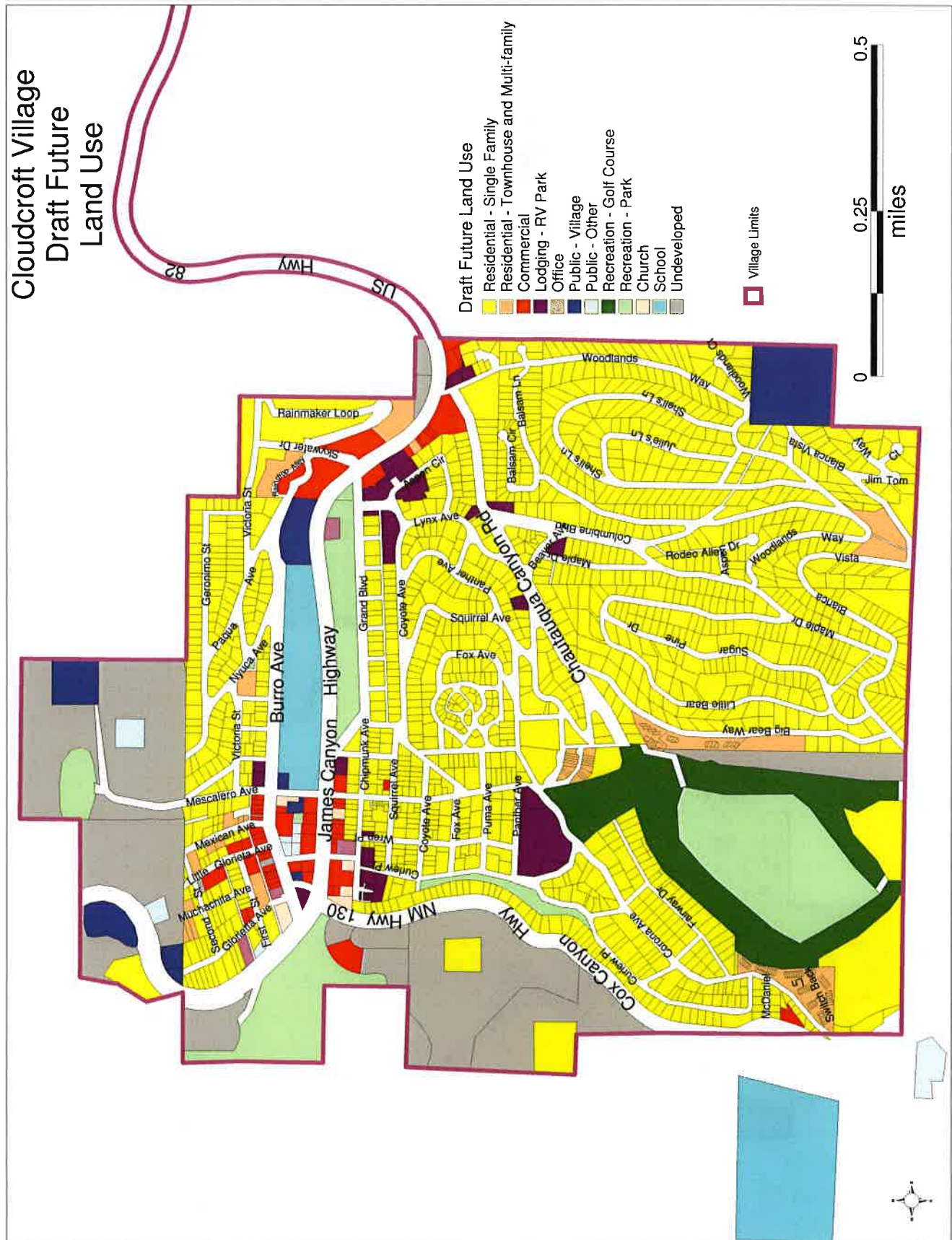
Core Area

The commercial core area contains a mix of pedestrian-oriented retail commercial, heavy commercial, lodging, public and office uses. Heavy commercial use does not involve pedestrian traffic and new heavy commercial development does not need to be located in this area. Higher density residential uses, including apartments, townhouses and small lot single family residences are appropriate in the core area, which is slightly expanded from the existing pattern. The Village should address the design and scale of buildings, and limits on the orientation for automobiles to enhance compatibility with more traditional single-family uses.

Village of Cloudcroft Future Land Use Map with all Incorporated Areas



Village of Cloudcroft Core Area Future Land Use Map



The Burro Avenue area should have a strong orientation to pedestrian traffic, however, vehicular traffic should not be excluded from the area. The area needs to accommodate emergency and service vehicles, and additional convenient customer parking.

The plan shows some additional commercial development south of US Highway 82 westward toward the entrance to town, where the Forest Service Ranger's Station had been. This property is elevated from the highway but could become a prominent entry feature to the community from the west.

East Commercial Area

The Skywater Subdivision has designated the portion of its land closest to US Highway 82 for commercial uses. This area presents a major opportunity to add retail, office, and perhaps lodging uses that would expand the community's current offerings, bring in additional tourists, and increase the tax base. Given the slope of the land and the highway frontage, the area must be developed carefully, but should have interesting, even dramatic architectural features. Sidewalks constructed on both sides of US Highway 82 and designed to connect the Burro Avenue area to the schools and Zenith Park could extend eastward to create a walking amenity for both residents and visitors.

Further east on the south side of US Highway 82 is another commercial area that is more highway-related, without easy pedestrian access. Eventually this area, too, should have sidewalks linking it to the west.

Lodging

This category recognizes the special use of the Lodge Resort at Cloudcroft as a relatively large-scale resort hotel, along with the smaller existing lodges, rental housing and RV park.

Recreational

Existing recreational parks are major amenities that the Village should further develop and improve in the future. Ski Area use should be for activities in all seasons.

The Lodge Resort owns land between the golf course fairways that the map shows as recreation, due to the Lodge's intention to leave it undeveloped.

Public

This plan anticipates a continued need for existing public uses. The village's current expansion trend is to increase development of its existing facilities such as the fire stations and senior center. In the future, the village may need yet unidentified additional areas or on-site expansions, such as for new water tanks or additional office or maintenance facilities.

Undeveloped

The plan does not designate in any future land use category for vacant land with slopes so steep that development would be difficult, such as Communication

Towers Hill, across US Highway 82 from the sewer treatment plant, and portions of land west of NM Highway 130. It does not recommend urban uses.

E. Land Use Goals and Policies

1. Protect historic assets of the community.

- Encourage a high level of maintenance of existing historic buildings in the village
- Conduct an inventory of structures built before 1960 in Cloudcroft through architectural and historic research to document historic resources and an assessment of historic significance. The Village could possibly form an historic district.
- Encourage nomination of appropriate historic structures to the National Register of Historic Places or the New Mexico Register of Cultural Properties
- Support efforts to educate the public about the interesting history of the community through displays and other efforts led largely by the Sacramento Historical Museum
- Support continuing efforts to protect historic assets of the railroad and logging-era area outside the village, including documentation of their history
- Consider landscape and rights-of-way design themes that illustrate aspects of Cloudcroft's history and scenic surroundings

2. Protect the scale and architectural character of the community, while encouraging a moderate rate of growth for commercial and economic development activities and land uses.

- Organize a downtown design plan or "charrette" to further detail desired land use, architectural and public space design features
- Continue to implement the Village's architectural review ordinance
- Consider developing additional detailed nonmandatory guidelines to more clearly articulate desired architectural features
- Promote economic development activities in areas designated on the future land use map for commercial uses, including the core pedestrian commercial area and the eastern highway commercial area

3. Protect high quality environmental features of the community.

- Protect dark night skies through the village's night skies ordinance
- Develop a wildland/urban interface fire prevention and protection plan, and accompanying regulations

4. Encourage more housing in the village that is affordable for permanent residents.

- Encourage developers of residential projects to include affordable housing

5. Encourage commercial, governmental and quasi-governmental land uses that serve both local residents and tourists in the core commercial area.

- Allow greater density or intensity of uses in the pedestrian commercial core area
 - Designate additional land area for some expansion in the retail commercial area
- 6. Maintain and enhance residential neighborhoods.**
- Promote maintenance, upkeep and rehabilitation of houses
 - Encourage home occupations, provided they do not create noise or odors that impact nearby homes
 - Work with owners of dilapidated buildings to voluntarily remove them. This removal would reduce owners' property taxes and make the properties more desirable for future sale and development.
 - Consider an ordinance that allows the Village to condemn dilapidated structures
 - Require demolition of dilapidated buildings, but only as a last resort to protect health and safety
- 7. Pursue cooperative planning with other governmental agencies in the vicinity.**
- Coordinate with the Sacramento Mountains District Ranger's Office on a trails and trailheads planning effort, expanding trails and better connecting trails directly from the village
 - Develop a master plan with a feasibility study for ski area development, working with the leasor, U.S. Forest Service and other parties
 - Discourage any development outside the village in the 3-mile extraterritorial zoning area that would detract from the village's scale or its natural setting
- 8. Update Village zoning ordinance and subdivision regulations to be consistent with the comprehensive plan.**
- Consider zoning code text and map amendments to make the existing code follow the guidance of the Future Land Use Map and reflect the recommendations and policies in the Land Use Element section
- 9. Assure that growth in housing, lodging and other land use activities does not exceed the capacities of public facilities.**
- The Village should exercise a growth management option if it determines that it is in its best interests to slow down or redirect the location of development because of limited ability to provide services
- 10. Promote discussions and education on desired land use practices among property owners in the village.**
- Provide citizens with public access to the plan and the opportunity to learn about the land use practices it recommends. Place copies of the plan in the public library for reference and publish the plan on the Village's web site.
 - Through periodic updates of the comprehensive plan or special planning or design efforts, pursue innovative ways to gather ideas and build support for positive land use change and urban design

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IV. Transportation Element

The Transportation Element presents a broad vision of current and future land use in and around Cloudcroft. It generally integrates all elements of the plan.

A. Introduction

The purpose of the Transportation Element is to guide improvements and needed expansions to the network of streets, sidewalks and trails in the village in order to meet the demands of the existing population and future growth over the next five to 20 years. Providing effective storm water drainage goes hand-in-hand with street design.

Access to the community and the transportation system within the community are key aspects of the character of Cloudcroft, affecting the opportunities for future growth and development.

Although Cloudcroft is not really far from some of its neighboring communities, the mountainous nature of the region's highways make those trips longer. Additionally, the very secluded nature and the small size of the village, even though among its greatest charms, add to its dependence on neighboring cities and towns such as Alamogordo for many of the necessities of everyday life. This dependence creates a reliance on US Highway 82 that connects the village to these cities and towns.

B. Existing Issues and Conditions

Regional Transportation System

At its beginning, Cloudcroft was connected to the outside world only by train. Today it has no rail service. Alamogordo–White Sands Regional Airport, about 25 miles from Cloudcroft, is the closest airport capable of handling commercial flights but at present, the airport lacks commercial air service. New Mexico Airlines discontinued service to the airport on April 1, 2012 after the airport lost eligibility for subsidies through the Essential Air Service program. Commercial passenger service to Dallas is currently available at Roswell, just over 100 miles away, El Paso, Texas, about 90 miles away, or Albuquerque about 220 miles away. Discussions have taken place in an attempt to bring major airline service back to Alamogordo, but costs to the city to subsidize service would be significant.

Alamogordo is also the primary marketplace for many products essential to daily life in Cloudcroft, including groceries and health care. US Highway 82, maintained by the New Mexico Department of Transportation (NMDOT), connects Cloudcroft with Alamogordo to the west and with Artesia and southeast New Mexico. Delivery trucks from adjacent cities bring goods and services to the village almost daily. Individual deliveries are available from services such as Federal Express and United Parcel Service.

Although usually well maintained, US Highway 82 through the Sacramento Mountains has sharp curves and is subject to severe mountain weather that may periodically force its closure. Wildfires in the area can also close the highway.

While transportation systems of larger modern cities revolve around trains, planes, automobiles and local public transportation, as well as routes for bicyclists and

pedestrians, small communities rarely have train or air service and only sometimes provide local transit. They may also lack safe routes for walking and bicycling.

Transit

Cloudcroft lacks a public transit system, so residents for the most part rely on their own vehicles or on help from family and friends. The Senior Center does provide van service for community members 60 years of age or older. The main destinations to which the van service travels outside the village are for medical services and shopping, mainly in Alamogordo. With such a rural school district, most students rely on bus service provided by the district.

Village Streets

The village street system provides for daily travel around the village. Uses include travel by motor vehicles, bicycles, and on foot. Cloudcroft has few sidewalks, but because traffic is generally light, the various modes of travel coexist rather well. The street system connects the business area on Burro Avenue and US Highway 82 with the residential areas of the village.

Burro Avenue is the heart of the Cloudcroft business district. Its spacious width provides not only for travel, but also angled parking for customers and tourists. It also provides motorcycle parking during events.

Exhibit IV-1:
*Burro Avenue on a
Summer Weekend*



Another unique aspect of Burro Avenue is the boardwalk system, which contributes to Cloudcroft's rustic appearance. This system presently covers about half of the Burro Avenue sidewalk area and provides some points of accessibility.

Village residents have noted a lack of parking in the Burro Avenue shopping area. Acquiring additional sites for parking would be difficult in this already built-out area, so in future, Village leadership may wish to study nearby locations to

accommodate overflow and RV parking. The center of upper Burro Avenue serves as a short-term parking area for commercial trucks who tend to be in Cloudcroft only on certain days of the week. At present, it is the only area convenient for deliveries to the businesses in this area.

Transportation Projects Recommended for the Village

ICIP Projects for 2015-2019

Project 2017-01: Plan, Construct Street Paving over 3 Years: \$625,000

Project 2018-01: Plan, Design New Blanca Vista Street Evacuation Route: \$395,000

Over the past ten years, many of the local streets have received a surface seal coat. This treatment has reduced erosion from storm water and dust during dry periods. It has also improved the “ride” of the streets.

The Village plans to continue its program to seal coat the major streets. They recognize that they must maintain the streets already seal-coated to protect their investment, and extend the process to uncoated streets to provide service to residents as additional funds become available.

The Village has also authorized the design of improvements to five intersections in its northeastern part. These intersections have very sharp angles. Turning traffic and the effects of storm water flows is causing deterioration. The aim of planned improvements is to find long-term solutions to these problem intersections.

The Village is committed to continuing the development of its Burro Avenue walkway system as a means to promote the village’s frontier look and feel. The upcoming remodel of Village Hall will include adjacent boardwalks. The community is also considering building a boardwalk adjacent to the post office, where there is a one-block gap in the system.

Drainage

Drainage is an important issue in the high mountain terrain of Cloudcroft. Large parts of the village are quite steep and prone to erosion. This situation has been a serious problem for street maintenance in the past, and although a seal coating program helped, some areas still experience serious erosion with nearly every summer thunderstorm. In some cases, gravel surfacing of existing streets is being deposited in piles or as surfacing on private property to the dismay of both the Village and the property owners.

One drainage problem that has received considerable attention is in the area of the municipal school complex and Zenith Park. Zenith Park was once a pond or marsh area. Several of the canyons discharge their flows into this area. A drainage system is intended to carry these flows east to James Canyon but apparently has insufficient capacity, so Zenith Park and the school property frequently flood. NMDOT owns the drainage system, but currently has no funded project to remedy the problem.

Exhibit IV-2:
*Area with Drainage
Problems along US
Highway 82
next to the High
School*



Two other planned projects address storm water concerns south of the James Canyon Highway. One planned project addresses erosion of the existing gravel roadway whenever a major rainfall occurs. This damage causes loss of service, increased maintenance costs, and street gravel to be placed on private property. The other project is to remedy flooding of houses and yards by storm water runoff from streets to private property. Both of these projects should help reduce the cost of storm water damage to the village and its residents.

C. Goals and Policies

- 1. Continue to improve local street conditions and appearance.**
 - Maintain local streets, paving additional sections as funding becomes available
 - Expand the boardwalks on Burro Avenue to enhance the area's rustic appeal
 - In the future, design and construct an emergency evacuation route to be located on the south side of the village, approximately at Blanca Vista Street
- 2. Seek solutions to expanding parking in the Burro Avenue area.**
 - Conduct a parking study for the village's commercial area to identify solutions to parking shortages
- 3. Address storm water drainage issues within the village.**
 - Continue to address drainage issues throughout the village
 - Encourage New Mexico Department of Transportation to eliminate drainage problems on US Highway 82

V. Infrastructure and Facilities Element

This element presents data, discusses issues and identifies Cloudcroft's needs for its utilities, village-owned buildings and parks, as well as information about services provided by other government agencies.

A. Introduction

The purpose of the infrastructure and facilities element is to assess existing conditions and establish long-range goals and policies that promote efficiencies and best practices for facilities investments. This section includes utilities, Village-owned buildings and recreation facilities.

The infrastructure and facilities element ties directly into the five-year Infrastructure Capital Improvements Plan (ICIP) required by the New Mexico Department of Finance and Administration in order to successfully apply for capital funding. Infrastructure is also associated with the land use element because long-range direction and intensity of growth affect it. These factors determine what new facilities and services the village will need and where they might be located.

B. Infrastructure: Existing Conditions for Water and Waste Water Systems

Cloudcroft provides its own water and waste water services. For over a decade, the Village has struggled to ensure adequate, safe drinking water and waste water treatment that meets safety standards.

Existing Water System

The Village has 850 acre-feet of water rights, but because of its mountain top location, water supplies are often insufficient to meet demands during drought periods. All domestic water supply for the village currently comes from Pumphouse Canyon, which has been the village's sole source area for domestic water for a number of years. Pumphouse Canyon water comes from a number of springs and wells from which the water is harvested. The present mode of operation is to allow the springs to flow as much as they can and to pump the wells as needed to make a combined flow of approximately 50 gallons per minute.

The water flows by gravity to a collection tank near the Cloudcroft Ski Area. From the tank it flows by gravity to the high service pump station where it is chlorinated and pumped to the mountain-top storage tanks. This system has worked well most of the time. However, occasionally during drought conditions, supply is less than the demand and the Village must restrict water use.

Even more occasionally, the Village has purchased water from Alamogordo and hauled it by truck to Cloudcroft. This circumstance actually occurred in the summer of 2013. However, a large factor in this shortage was a broken private service line that was not discovered for several days.

The water system currently has about 200,000 gallons of raw water storage in the collection tank and about 900,000 gallons of storage in the three Mountain Top tanks and 100,000 capacity in the Woodlands tank. The system uses seven pressure regulating valves (PRVs) to divide the system into pressure zones and provide reasonable pressures to the various areas of the village. The PRVs are

reported to be in good condition and operating well, although the presence of some sand in the water does cause operating problems from time to time.

The water distribution system had been constructed bit by bit beginning in the 1940s. Therefore, some of the mains are quite old. They also vary widely in materials. While the recent mains are constructed of C900 polyvinyl chloride (PVC) pipe, many of the older mains are of galvanized iron pipe which is no longer used in water systems because of its relatively short life span. The Village has no records of the locations of some of the older mains, and many locations are very shallow, allowing the mains to freeze in very cold weather.

Water Treatment Facility



Different from most New Mexico communities, Cloudcroft has many second homes whose owners live out of town. These homes are frequently left unoccupied for long periods of time. This circumstance has several direct effects on the water system. First, during much of the year the water use is

much lower than would be expected for a village with approximately 1,100 service connections. On the other hand, during major cold periods in the winter, many water mains freeze, causing customers to lose service. Plumbing in some houses may also freeze and break, causing leaks on private properties. In 2010, a severe freeze caused so many inside line breaks that the village faced a severe water shortage because of the volume of water lost to them.

Existing Waste Water System

The present waste water treatment plant is an aging, barely functioning filter plant. This plant is now approximately 40 years old and is mechanically at the end of its useful life. The Village works hard to keep this plant in service until the new PURE Water Project can be completed to take its place. The “Plans and Goals for the Water and Sewer Systems” section below discusses this project in more detail. The waste water treatment plant is situated lower than the village in Mexican Canyon. Flows from part of the village enter the plant by gravity. However, three sewage pumping stations pump flows from the south and east parts of town to points on the collection system from which they can flow by gravity to the treatment plant.

The Village recently rebuilt one of the lift stations, the Chautauqua Canyon Lift, Station, after being damaged by a flood. It is now a modern pumping station with a standby generator in case of electrical power outages. The other two lift stations, the Spur Landing and What a View lift stations, both located in the western part of Cloudcroft, are reported to be in good condition and operating well, but do not have back-up power sources.

Chautauqua Pumping Station



The sewage collection system, like the water system, has been constructed bit by bit over many years. While some of the system is relatively new and constructed of modern materials such as Schedule 40 PVC pipe, other parts of the system are constructed of clay pipe or even antiquated Orangeburg pipe. These types of pipe

are subject to leakage and allow ground water to enter the sewers, as well as some sewage to escape. Engineering reports indicate that Cloudcroft's collection system has significant inflow and infiltration.

Existing Waste Water Treatment Plant



Another source of inflow and infiltration is some of the older manholes. These manholes were not constructed as well as newer ones to maintain water-tight conditions. Also, over the years, some sewer pipes have been connected to some of the older manholes with less than water-tight connections.

Plans for the Water and Sewer Systems

ICIP Requests for 2015 - 2019

2015 Project #1: Land Acquisition/Water Wells: \$1,610,000 for 2015-16

2015 Project #2: Plan, Install New Sewer and Water Lines: \$2,409,000 for 2015-19

2015 Project #3: Plan, Design Construct Storm Water Control/Transmission Line: \$2,040,000 for 2015-2018

Because clean, adequate water and sanitary systems are critical to the continued survival and success of the village, local leaders have taken and intend to continue steps to improve the water supply system and the waste water collection and treatment system. The first and major step in these improvements is the PURE Water Project. This state-of-the-art project will build a new waste water plant using biofilter technology.

The effluent from this plant is of very high quality and will be pumped eastward to the site of a new water treatment plant in Pumphouse Canyon. This plant will use reverse osmosis and ultrafiltration with ultraviolet light and chlorine disinfection to produce very pure water. The system will blend this water with the spring and well water to increase the available water supply through recycling. Other villages in the Sacramento Mountains are also considering using recycling to improve their water supply, but Cloudcroft is building the needed infrastructure.

In addition to the PRe Water Project, the Village Commissioners have decided to seek another water supply to supplement the flows in Pumphouse Canyon. They have stated a desire to locate a well field in a different aquifer than the one in Pumphouse Canyon. This new water supply will reduce the dependence of the village on a single water source.

The Commissioners have also moved to improve the existing water supply. At present, the existing collection tank at the Pumphouse facility needs rehabilitation, but because the village has no parallel system, it cannot be taken out of service. The Village has commissioned the design of a second 500,000-gallon collection tank that will operate in parallel with the existing tank. This addition will allow rehabilitation of the old tank that can then return to service. The new tank will be much larger than the existing one to assist the Village in another of its goals: to increase water storage as a hedge against temporary outages.

The Village also has applied for funding to rebuild one of the oldest parts of the system in the Mountain Top area surrounding The Lodge. This part of the system is known to have both water and sewer lines that are very old, constructed of unsuitable materials, and probably leaking. Because construction of this part of the system took place before Village incorporation, it has few records of the location of the water and sewer mains. Many are believed to extend beneath houses or other obstructions. By replacing these lines, the Village will take a large step in reducing maintenance costs, water loss, and inflow and infiltration.

C. Village-Owned Facilities



Cloudcroft's government is responsible for providing buildings to house staff members and the equipment they need to perform their work. The Village also owns other facilities that are operated by other groups.

Village Hall

ICIP Requests for 2015 - 2019

2016 Project #2: Improve Restroom Facility: \$225,000

2017 Project #2: New Public Safety Center: \$1,150,000

2019 Project #1: Renovate Village Office Complex: \$565,000

Building Functions

- Administration, including Department of Motor Vehicles
- Municipal Judge
- Police Department

Building Spaces

- Office spaces
- A meeting room that can accommodate 100 and is used by many groups
- Public restrooms attached to Village Hall, accessible from outside



Conditions

Renovation of the Village Hall exterior took place two years ago and roof replacement was 10 years ago. The hot water system is overstressed and part of the building and public restrooms experience issues with hot water availability.



Some office areas are overcrowded, such as the administrative and police offices. Additional renovations are planned for the future, including the interior of the Village Hall, public restroom improvements and an extension of the boardwalk. Space renovations may improve overall functionality.

Michael Nivison Public Library/Community Center

ICIP Request for 2015-2019

2015 Project #4: Design, Rehabilitate, Renovate: \$390,000

Spaces

- Library and computer room
- Art and general classrooms
- Other multipurpose rooms

Conditions

The library/community center is a busy hub for various activities. Year-round and seasonal residents and even visitors use the building. A two-story former school building, it is on the state historic register.

The building has both exterior and interior deterioration, so it requires overall renovation. Built on a slope, the two stories connect by a very steep interior staircase, and by two outside entrances to the levels, making access a challenge for some users.

The library collection has grown and requires more space to better accommodate staff and users.

Building History

Built in 1918 by the famed El Paso architectural firm of Trost & Trost, the school and its equipment originally cost \$15,000. The design, a compact, finely detailed building, is unique among the firm's school buildings. It had a library and auditorium at the rear; the basement contained two classrooms and lavatories with running water. From the beginning, the school served as a community center. It hosted dramas and recitals, and non-denominational services every Sunday. (Source: Henry C. Trost Historical Organization, <http://www.henrytrost.org/buildings/cloudcroft-school/>)

Exterior



Entrance Hallway



Library



Computer Room



Art Class



Bottom Floor Multi-Purpose Room



Senior Center

ICIP Requests for 2015-2019: None

Spaces

- Multipurpose room for dining and activities
- Kitchen
- Offices

Conditions

- Office spaces are scattered
- All spaces are crowded due to the facility's popularity
- The roof leaks
- The facility needs to improve the heating and cooling systems

Exterior



Seniors Gathering at the Center for Cards and Socializing



The Senior Center serves a wide region with a growing user group. The Center offers many programs, including meals, health checks, exercise, card games, and crafts. The building is often overcrowded, so the Village is considering the possibility of expansion to one side.

Members can use the free van service to Alamogordo for shopping and medical appointments. Meals are delivered to the homes of the frail elderly.

Managers see some need to provide senior adult day care, where seniors are brought to a facility for part or all of a day. They receive meals, can socialize, get

one-on-one attention, have a place to rest, and take advantage of personal services such as changing clothes, if needed. This type of facility is for seniors who live with working families or spouses who need respite to run errands and take care of their own needs. While the demand may not be great at this time, the growing percentage of Cloudcroft's senior population indicates that the Village should track the need.

Fire Department

ICIP Requests for 2015-2019: None

Spaces

- The fire department has two stations, with the larger one providing most of the accommodation for staff functions and storage

Conditions

- Buildings are older but the Village is making various repairs, remodeling and additions
 - Staff has done interior remodeling to the main station on US Highway 82
 - The roof needs replacement
 - An additional bay is under construction for the smaller Glorietta station



US Highway 82 Station



Glorietta Station

The larger fire station is located on US Highway 82 on the east side of the village and the other, called the Glorietta Station, is located on the west side next to the Senior Center. They provide fire and emergency medical services to the village and beyond to rural areas that surround Cloudcroft.

The chief and staff are volunteers. EMT calls are more frequent than fire calls, consistent with most New Mexico communities.

The Village recently acquired land adjacent to the station on US Highway 82 to expand station facilities in the future.

Maintenance Shop

ICIP Requests for 2015-2019

2015 Project #5: Heavy machinery for maintenance and repairs: \$425,000

Spaces

- Staff/meeting room
- Warehouse/storage space
- Garage/work space

Conditions

- Generally good
- Need repairs to skylights, rolling doors

The maintenance shop houses staff, repair facilities, equipment and various areas for supply storage. The site provides outdoor vehicle storage.

Staff provide many functions that include meter reading, installing water and sewer equipment, excavation, building maintenance, park maintenance and tree trimming in rights-of-way.

Staff have identified the need to add an additional storage area/supply room within the interior space. The Village intends to purchase an all-wheel drive grader, a front-end loader, bobcat and street sweeper/roller, which are on the ICIP as item #5, to be purchased through a New Mexico State Purchasing Contract.

Maintenance Shop and Site



D. Village-Owned Facilities Owned but Not Managed by the Village

Chamber of Commerce/Visitors Center

ICIP Requests for 2015-2019

2016 Project #1: Plan, Design, Construct Zenith Park/Chamber of Commerce
Economic Improvements: \$460,000 (also included under Parks)

Spaces

- Main room for staff and visitors
- Back room for administrative functions
- Porch with wifi hotspot
- Food booths adjacent to Chamber building
-

Conditions

- Building is 100 years old
- Building is small for its purpose during busy seasons
- Roof is sagging
- No insulation
- Food booths need work
- Rely on donated/used furnish
- Village replaced deck in recent years

Back Porch with Wifi



An historic cabin houses the Chamber of Commerce. It was moved to the current site at the east end of Zenith Park. The building interprets Cloudcroft's rustic past and complements the museum located across US Highway 82. While the Village provides the building, the Chamber is responsible for furnishings and equipment, which are donated, generally in used condition.

The lack of insulation makes the interior uncomfortably cold during the winter months, and the sagging roof needs repair.

Entrance



Main Room



Sacramento Mountains Museum

ICIP Requests for 2015-2019: None

Spaces

- Museum with visitor entry, books and gifts
- Wide variety of buildings, some furnished, equipment and machinery
- Outdoor bleachers for living history presentations

Conditions

- Buildings vary in condition and require ongoing maintenance
- Grounds require ongoing maintenance

The Village owns the Sacramento Mountains Museum site, and a dedicated group of volunteers operates the museum. The large site contains a significant collection of old buildings that convey the sense of how people of the area lived and worked 100 years ago. The volunteers continue to acquire historic buildings and transfer them to the site.

Museum Grounds with Bleachers



Interior of Wuersching House



Refer to the History section of this plan for more information about the museum.

E. Outdoor Recreation Facilities

ICIP Request for 2015-2019

2016 Project #1: Plan, Design, Construct Zenith Park/Chamber of Commerce
Economic Improvements: \$460,000

Parks

Village parks include:

- Zenith Park
- Ball field (proposed)
- Deer Park
- Centennial Park (undeveloped)
- Llana Vista Park (undeveloped strip along NM 130)

The Village also owns Camp Dale Resler used by the Boy Scouts of America and provides the camp with water. The Scouts have a long-term lease on this property.

Zenith Park



Zenith Park is Cloudcroft's largest developed recreation area, located conveniently across from the schools in the center of the village. It is an attraction for residents and visitors, with amenities. Zenith Park has the distinction of being the flattest piece of land in the village. Assets of the park include: a mature aspen tree forest, a walking trail, a pavilion,

tennis courts, restrooms, an ice rink with warming hut, and space for special events and playing fields. The Village stages a variety of special events from spring through fall on the east side of the park. The Chamber of Commerce is located at the eastern portion of the park and includes parking and facilities used for events.

The very flatness of the park has created a severe storm drainage issue that the Village wants to address. During and after heavy rainstorms, parts of the site are unusable. Safety forecasts of flooding caused cancellation of the popular Lumberjack Day event in 2013. The park needs other renovations; for instance, the tennis courts are cracked and need resurfacing.

Prior to renovating the park, Village government should consider a long-range

master plan to guide changes to the park in a phased manner that incorporates information about trends in park usage.

Ball Field Park

The undeveloped Ball Field Park site is located on Mescalero Avenue in the north central portion of the village next to the solid waste collection center. It is conveniently close to the village center, approximately 1/4-mile up a steep street from Burro Avenue, and offers views of nearby mountains and the Tularosa Basin.

The site was a landfill. The fill has created a flattened area 25' to 35' higher than the grade of the valley dropping to the north. Some methane gas has been found and has been vented. Placement of any future vents should not interfere with the playfield surface.

Site improvements that residents have been considering for the past ten years include:

- A full-size softball field
- Trailhead access to Osha Trail
- Amphitheater/stage area
- Perimeter track
- Picnic and barbecue area
- Restrooms
- Parking

One appropriate use of the park is stargazing, since there is substantial open sky at this location. If formal use for astronomy is implemented, the design of any lighting at the park and nearby should allow for turning lights off to preserve dark skies.

Aerial View of Ball Field Park and Vicinity (the maintenance yard is to the right)



Some residents believe that a ball field complex in such a beautiful high-elevation setting could attract out-of-town softball or baseball teams to tournaments. A softball field requires 1.5 to 2 acres, and since flat space is limited, laying out several ball fields may be difficult. If demand were strong for a larger facility, the Village could work on ways to make funding available to develop additional level

areas by excavating into the hillside to the west of the existing field, and perhaps moving some additional fill to the north. However, site construction would need to prevent erosion problems down the steep slope to the north.

Deer Park

Deer Park is located between Burro Avenue and US Highway 82. It is a small park, not highly visible, and partially surrounded by vehicular parking. Playground equipment is the main improvement of the park, with a few picnic tables. The park is well-maintained and appears to be in good condition. It offers a place of respite for pedestrians and their restless children, and appears to receive only limited use.

As an attraction unique within the village's commercial core, any future downtown planning efforts should consider the value of this park and how it can be enhanced through measures such as improving directional signage and access paths to this amenity.

Deer Park in the Heart of Cloudcroft



Centennial Park

Centennial Park has about 2,600 square feet of land area located within a residential area behind the public schools. It has never been developed and vehicles have created a dirt path that bisects the site. If the Village considers future improvements, they should be low maintenance.

Llana Vista Park

This undeveloped parcel is a narrow strip of steep land running north to south above US Highway 82 on the western side of Cloudcroft. Access to the property is limited, since private lots abut it on most sides. In the past, the Village has considered constructing a "minimal impact" walking trail through it, primarily for pedestrian use between the Lodge and the commercial core.

The Ski Area

ICIP Request for 2015-2019

2016 Project #4: Snowmaking Improvements: \$825,000

While approximately 2-1/4 miles southeast of the main settlement area of Cloudcroft, the ski area is located in the village limits via an annexed strip of land along US Highway 82. The Village owns three-quarters of the area (240 acres) and

the US Forest Service owns one quarter (60 acres). With 300 acres, it is the largest park area in the village. The area is characterized by meadows at the base that are visible from the highway and extend to wooded hills, some quite steep, and ski trails.

During snowy winters, the ski area is a major attraction and an important contributor to the local economy. Unfortunately, snowfall has frequently been poor in recent years. This slump led the Village to consider promoting other wintertime activities at the ski area or in the village, as well as summer activities at the ski area.

The ski lodge building is used by skiers and for summer events such as weddings. The ski area is closed to the public when not in use. Summer activities at the ski area currently include the BAMM Festival.

View of Ski Area



The Village leases the ski area to a concessionaire who is responsible for facility operations and maintenance, as well as planning and implementing new activities at the site.

Overall, the ski area is an important public property which the Village should consider for special, environmentally sensitive public uses. Over time, people

have discussed ideas for expanding the range of activities offered in the ski area by adding facilities such as a zipline, a performing arts center, fairgrounds-type facilities, trails for hikers and mountain bikes, and possibly a summer alpine slide. A trail might follow the water line or Eight Mile Road/Sleepy Grass Road to the village.

View from the Top of the Ski Area



Reimplementing snowmaking to ensure use of the ski area during dry or warm winters would boost winter economic development, but would be a challenge to accomplish. The Village has an ICIP improvement for “snowmaking improvements” for 2016.

With the many ideas afloat to supplement Ski Area activities

and investment, the Village should consider working with its citizens and the concessionaire to create a long-range master plan.

Trails

The Land Use Element of this plan discusses existing trails and ideas for creating a variety of additional trails as links through and around the village, providing opportunities for commuting and exercise for residents and activities for visitors.

Other Recreation Areas Close By

The Lodge owns the only golf course in Cloudcroft. With nine holes, it is open seven days a week between April and October. The course is a prime attraction for visitors.

Within the Sacramento Ranger District, the Lincoln National Forest provides a variety of camping and recreation sites, as well as trails for hiking, horseback riding and motorized activities, many close to Cloudcroft. The Trestle Recreation Area is particularly popular due to its location just west of the village. From spring through fall, it offers picnicking, access to area trails, interpretive information, drinking water and restrooms.

Offering stunning views, the two-mile-long Osha Trail begins just west of the village and is suitable for hiking, cross-country skiing and snowshoeing. Pets and pack animals are allowed.

F. Otero County-provided Services Located in Cloudcroft

Solid Waste

Cloudcroft has a collection center, located at 230 Mescalero Avenue. The facility takes residential and commercial waste which is trucked to the Otero-Greentree Regional Landfill, jointly owned by Otero and Lincoln Counties. The City of Alamogordo is the managing agency for this operation. The landfill disposes of residential, commercial and construction waste. Additionally, it is permitted to accept certain special waste such as asbestos and sludge waste. The landfill's design is for a life span of 99 years and it was incorporated in January 1994. It is located 24 miles south of Alamogordo.

Recycling

Beginning in 2012, Otero County began offering recycling services through its La Luz Recycling Center. With assistance from dedicated local volunteers, Cloudcroft was able to establish its own recycling location at Swallow Street across from the high school gym. Bins are available to take plastic bottles No. 1 and No. 2, aluminum and tin cans, mixed paper and cardboard.

G. Infrastructure Capital Improvement Plan (ICIP) Summary: 2015-2019

Year	Rank	Project Title	Category	2015	2016	2017	2018	2019	Total Cost
2015	1	Land Acquisition/Water Wells	Water Supply	\$660,000	\$950,000				\$1,610,000
	2	Plan, Install New Sewer and Waterlines	Water Supply	\$580,000	\$324,000	\$485,000	\$705,000	\$315,000	\$2,409,000
	3	Plan, Design, Construct Storm Water Control + Line	Storm/Surface Water Control	\$465,000	\$525,000	\$525,000	\$525,000		\$2,040,000
	4	Design, Rehab, Renovate Community Center	Libraries	\$390,000					\$390,000
	5	Heavy Equipment	Other	\$425,000					\$425,000
2016	1	Plan, Design, Construct Zenith Park + Chamber Improvements	Economic Development		\$460,000				\$460,000
	2	Burro Avenue Improvements - Rest Rooms	Health-related Infrastructure		\$225,000				\$225,000
	3	Plan, Design Construct Main Street Improvements	Economic Development		\$275,000	\$300,000			\$575,000
	4	Ski Area - Snow Making Improvements	Economic Development		\$825,000				\$825,000
2017	1	Plan, Construct Street Paving	Highways/Roads/Streets/Bridges			\$225,000	\$200,000	\$200,000	\$625,000
	2	Plan, Design, Construct Public Safety Center	Administrative Service Facilities			\$1,150,000			\$1,150,000
2018	1	Plan, Design, Construct Blanca Vista Street Evacuation Route	Highways/Roads/Street/Bridges				\$395,000		\$395,000
	2	Plan, Design, Construct, Equip New Convention Center	Convention Facilities				\$1,750,000		\$1,750,000
2019	1	Plan, Renovate Village Office Complex	Administrative Service Facilities					\$565,000	\$565,000
Grand Total									\$14,284,000

H. Goals and Policies

- 1. Ensure adequate water supply, along with water and wastewater systems to meet demands for all seasons**
 - Continue the process to acquire land in a new well field and construct new water wells
 - Continue the phased construction of the new wastewater treatment facility
 - Plan and install new sewer and water lines
 - Plan, design and construct storm water control measures
- 2. Improve water efficiencies and promote water conservation**
 - Identify and repair leaks in water lines
 - Replace old water lines that have operated beyond their useful lifespan
 - Price water to encourage conservation
 - Encourage use of rain barrels to capture and store water for yard and landscape uses
 - Consider installation of “remote read” water meters as a capital project
- 3. Maintain and improve Village-owned buildings and parks**
 - Follow recommendations of the annual ICIPs and other needs assessments to prioritize and work to fund the most needed facility repairs and expansions, including renovations and repairs to Village Hall, the library/ community building, senior center, fire stations, maintenance shop and Chamber of Commerce
 - Prepare a long-range master plan for the Sacramento Mountains Museum to address grounds and buildings maintenance, site layout to manage placement of buildings acquired in the future, collection management, and concepts to grow volunteer numbers and skills, and increase visitorship
 - Prepare site-specific master plans for Zenith Park, the ball field and the ski area
 - » For the ball field, incorporate ideas from the plan developed by local residents as a guide to improvement
 - Fund renovations and upgrades to Village parks, with particular emphasis on Zenith Park, the ball field and the ski area
 - On an ongoing basis, implement a maintenance plan for Village-owned facilities and parks
- 4. Over the long term, validate the need and seek funding for additional facilities that will improve the village**
 - Consider the needs and potential funding sources for buildings that may include a public safety building to be located on newly acquired land adjacent to the US Highway 82 fire station, a convention/meeting facility and a senior adult day care facility to meet the needs of Cloudcroft’s increasing senior population
- 5. Continue to prepare ICIPs that reassess Village capital needs on an annual basis as projects are completed and community needs change**

VI. Housing Element

The housing element presents information about Cloudcroft's housing stock, including historic trends and future needs.

A. Introduction

The purpose of the housing element is to provide guidance for meeting the demand for new housing and housing types that meet residents' needs. The plan evaluates trends in the existing housing supply and demand, identifies issues, and provides policy guidance for the future.

B. Housing Trends and Conditions

Since 1970, Cloudcroft's total number of houses increased nearly fourfold. At the same time, the number of occupied houses increased by less than twofold. These statistics reflect that the majority of the village's housing units are not occupied full-time. Between 2000 and 2010, Cloudcroft experienced growth of its total housing stock, but a small decline in the total housing growth from 2000-2010.

Exhibit VI-1:
Occupied and Vacant Housing Units

Village of Cloudcroft Occupied and Vacant Housing Units: 1970-2010

Year	Total Housing Units	Occupied Housing Units	Not Full-Time Occupied	Vacancy Rate
1970	265	163	102	38.5%
1980	608	185	423	69.6%
1990	781	244	537	68.8%
2000	920	320	600	65.2%
2010	1,043	313	730	70.0%

Source: U.S. Census

Exhibit VI-2:
Housing Growth

Village of Cloudcroft Housing Growth: 1970-2010

Decade	1970-80	1980-90	1990-00	2000-10
New Housing Units	343	173	139	123
% Increase	129.4%	28.5%	17.8%	13.4%
New Households	22	59	76	-7
% Increase	13.5%	31.9%	31.1%	-2.2%

Source: U.S. Census

The number of houses built per decade has steadily declined every decade since 1970. At the same time, more housing is being built outside village limits.

Homeowners have installed few mobile/manufactured houses in Cloudcroft and none since 2008. Mobile/manufactured houses are more common outside the village limits.

Household Size

Since 1990, New Mexico's median household size has declined, but the Cloudcroft area's declining trend has been far more dramatic.

Exhibit VI-3:
Household Size

**Village of Cloudcroft, Cloudcroft Municipal Schools and
New Mexico Household Size: 1990, 2000, and 2010**

Area	1990	2000	2010
Village of Cloudcroft	2.61	2.34	2.15
Cloudcroft Municipal Schools	2.59	2.31	2.09
State of New Mexico	2.74	2.63	2.55

Source: U.S. Census

Age and Housing Characteristics Comparisons

Compared to the state and Alamogordo, the village and district had an older-aged population, higher vacancy rate and lower percentage of households with individuals under 18 years of age.

Exhibit VI-4:
Age and
Housing
Characteristics

Age and Housing Characteristics of Cloudcroft, Area, and State

Place	Population	Median Age	Housing Units	Households	Vacancy Rate	Household Size	Households With Individuals Under 18 Years	% Households With Individuals Under 18 Years
Village of Cloudcroft	674	48.9	1,043	313	70.0%	2.15	70	22.4%
Cloudcroft School District	2,993	55.4	4,871	1,426	70.7%	2.09	241	16.9%
Mayhill CDP	75	55.8	34	25	26.5%	2.06	7	20.6%
Piñon CDP	25	42.5	23	11	52.2%	2.27	2	18.2%
Sacramento CDP	58	51.4	61	23	62.3%	2.09	2	8.7%
Timberon CDP	348	60.4	671	186	72.3%	1.87	15	8.1%
Weed CDP	63	60.5	62	34	45.2%	1.85	1	2.9%
Alamogordo	30,403	37.4	14,052	12,763	9.2%	2.33	3,896	30.5%
New Mexico	2,059,179	36.7	901,388	791,395	12.2%	2.55	267,023	33.7%

Source: U.S. Census 2010

The U.S. Census provides demographic data beside that collected in its 100% counts. Through the American Community Service five-year estimates, it provides additional data, but with a margin of error. While helpful, the estimates should be used with some caution.

Housing Tenure

The majority of Cloudcroft's housing is privately owned, although a portion of it is rented out, either to local residents or vacationers. According to the U.S. Census American Community Survey's (ACS) sample estimate for 2008-2012, the homeowner vacancy rate was 12.2%, while the vacancy rate for rental housing was 31.2%.

Age of Housing

The ACS for 2008-2012 reports the ages of housing by decade. Approximately one-third of Cloudcroft's housing is over 60 years old. The decade of the 1990s was Cloudcroft's busiest for housing construction, with another 21% built in that time. Since 2000, the number of houses built has declined.

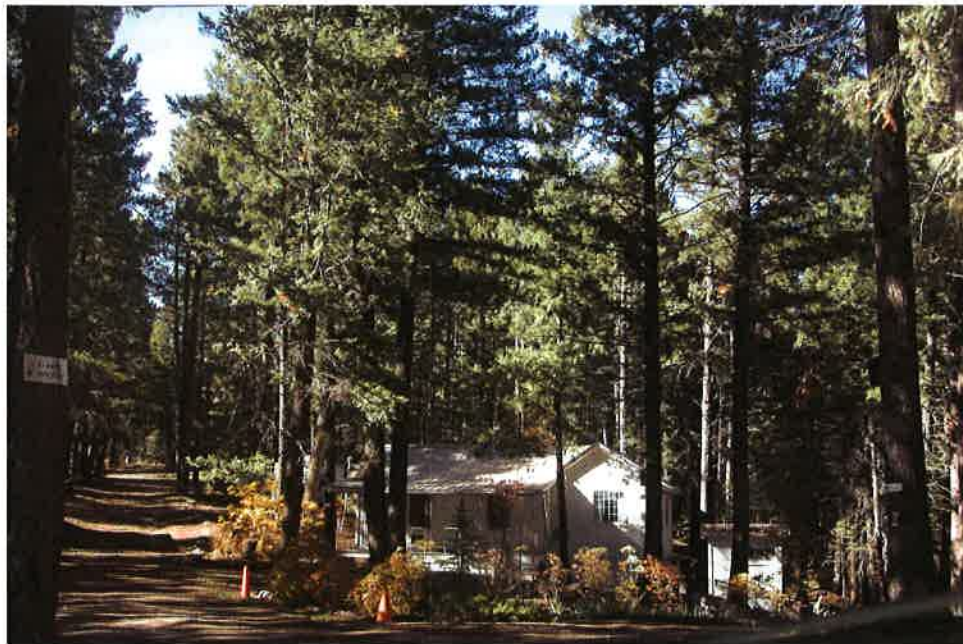
Exhibit VI-5:
Age of Structures

Cloudcroft Housing: Age of Structures

Year Structure Built	Number	Percentage
Total housing units	1,177	
Built 2010 or later	13	1%
Built 2000 to 2009	98	8%
Built 1990 to 1999	249	21%
Built 1980 to 1989	168	14%
Built 1970 to 1979	118	10%
Built 1960 to 1969	147	12%
Built 1950 to 1959	82	7%
Built 1940 to 1949	121	10%
Built 1939 or earlier	181	15%

Source: US Census, American Community Survey, 2008-2012

House on Grand Boulevard in the oldest part of the village



Housing Affordability

The 2008-2012 ACS provides statistics about rental costs, as well as housing costs as a proportion of household income for both homeowners and renters. For those paying rent for housing, the median amount is \$739 monthly.

According to the U.S. Department of Housing and Urban Development, families who pay more than 30 percent of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care. An estimated 12 million renter and homeowner households in the U.S. now pay more than 50% of their annual incomes for housing. A family with one full-time worker earning the minimum wage cannot

afford the local fair-market rent for a two-bedroom apartment anywhere in the United States. Affordability data from the ACS 2008 - 2012 estimate for Cloudcroft show that for homeowners, 42% pay 30% or more for housing costs and for renters, 67% pay 30% or more of their income for housing costs.

Public Housing in Cloudcroft

Only one apartment complex in Cloudcroft specifically serves low income seniors and families. The Sacramento Apartments are located at 96 Glorietta Avenue, about a block north of the Village Hall on Burro Avenue.

JL Gray, a national firm that manages many apartment properties throughout New Mexico, oversees the Sacramento Apartments. The firm employs a manager who lives on site.

Sacramento Apartments consist of 20 one-, two- and three-bedroom units in a two-story complex for very low-, low- and low-moderate-income people. In the past, the complex experienced a lot of tenant turnover, due to substandard maintenance and management neglect. In more recent years, conditions have dramatically improved so that tenants choose to stay. The property manager attributes improvements to hands-on maintenance, careful tenant selection and working with tenants to resolve problems promptly.

Tenants are mainly seniors or families that usually have a female head of household. The complex has a significant waiting list, usually eight to 12 people or households.

The property manager believes that at least 12 more apartments could be built and continuously occupied, but developing more affordable public housing units would be difficult. The main problem is the high cost of land in Cloudcroft.

Sacramento Mountain Apartments



Housing Needs Projections

Using its population projections and assumption about household size and vacancy rates, ARC prepared mid-range housing projections for the village through 2040.

Exhibit VI-6:**Housing Projections to 2040****Cloudcroft Housing Projections**

	1980	1990	2000	2010	2015	2020	2025	2030	2035	2040
Housing Units	608	781	920	1,043	1,050	1,088	1,125	1,163	1,203	1,247
Households	185	244	320	313	336	348	360	372	385	399
Household Size	2.82	2.51	2.34	2.15	2.05	2.03	2.01	1.99	1.97	1.95
Vacancy Rate	69.6%	68.8%	65.2%	70.0%	69.0%	68.4%	68.4%	68.4%	68.4%	68.4%
Growth in Housing Units		173	139	123	7	38	37	38	40	44
Housing Units Average Annual Rate of Growth		2.5%	1.7%	1.3%	0.1%	0.7%	0.7%	0.7%	0.7%	0.7%

C. Issues and Concerns**Limited Developable Land**

As discussed in the Land Use Element, while many areas of Cloudcroft are dotted with vacant lots, many were purchased to buffer houses from encroaching neighborhood development. The only two subdivisions with a substantial number of undeveloped lots are Woodlands and Skywater.

Lots in the Woodlands subdivision in the southeastern portion of Cloudcroft have been laid out to accommodate single-family residences. Lots range in size from 6,000 square feet to about 1.75 acres. Follow the practice in older areas, some homeowners purchased more than one lot when building their residences to ensure privacy.

The new Skywater subdivision takes a different approach to residential development. Designed to accommodate 72 single-family houses, but on smaller lots, Skywater is located directly off US Highway 82. The lots are laid out to work with cross-slope design; the steepness of most of these lots will require careful engineering, which may add to construction costs.

Need for Low- to Moderate-Income Housing: Public and Privately Owned

Cloudcroft's limited supply of housing for households with low to moderate income has created issues for some people. To find affordable housing, many people who work in Cloudcroft commute to the village from surrounding areas, with some driving from as far away as Alamogordo. Some households also prefer the larger lots and rural atmosphere of areas outside the village, as well as the affordability.

For those who would like to live in a moderately priced house on a small lot within the village limits, options are limited at present. As mentioned in the Public Housing section of this element, the high cost of vacant land within the village creates a barrier to constructing housing needed for low-to-moderate income people.

Potential for Residential Redevelopment?

Some areas of Cloudcroft have houses that appear to be in deteriorated condition, possibly abandoned or not suited for habitation. Working with property owners to rehabilitate or raze these houses could set the stage for revitalized neighborhoods that remain stable. As a long-term initiative, the Village should consider identifying programs to provide expertise and access to funding sources to provide quality housing and improve the village's appearance.

D. Goals and Policies

- 1. Provide an adequate supply of land zoned for residential development at densities that allow for housing growth in the village.**
 - Increase small lot single-family development, attached housing and mixed-use housing in or next to the pedestrian commercial core area of the village
 - As new housing is developed, ensure that infrastructure capacity is adequate to accommodate growth
- 2. Provide additional housing, both owner-occupied and rental units, for working households and for those with very low and low incomes.**
 - Consider requiring or encouraging new subdivisions to dedicate a portion of lots or housing units to be affordable for working households
 - Work to make more publicly provided low-income rental housing available to residents
- 3. Encourage maintenance of housing stock in the village.**
 - Encourage owners of dilapidated houses to clean up and rehabilitate their properties
 - Encourage owners to demolish houses that are in bad condition and cannot be rehabilitated
 - Require dilapidated houses to be demolished only as a last resort
- 4. Encourage the preservation of historic houses in the village.**
 - Encourage owners of houses 50 or more years old to apply for listing on the New Mexico Register of Cultural Properties and/or the National Register of Historic Places

VII. Economic Development Element

The economic development element establishes long-range priorities, goals and policies to guide investment in and improvements to the economy.

In compliance with the requirements of the New Mexico Finance Authority, the New Mexico Economic Development Department has reviewed and approved this economic development element.

A. Introduction

The economic development element describes socioeconomic trends in Cloudcroft and Otero County and identifies important economic development issues. It proposes economic development policies for the Village of Cloudcroft to pursue.

In public meetings, most points raised by community members were tied to the economic future of Cloudcroft. The following points summarize the major ideas from the meetings:

- Retain and promote the physical beauty and historic character of Cloudcroft while creating a fresh approach to meeting visitors' interests and retaining quality of life for residents
 - Additional entertainment and recreational activities
 - Active, adventure-based activities that respond to the interests of young adults/their families
 - Create a fresh "brand" for Cloudcroft
 - Promote a broader range of retail businesses
 - Open a broader range of restaurants and bars
 - Develop additional lodging with a variety of price ranges
 - Hold more special events to cater to a range of interests
- Create job opportunities that pay a living wage and retain the village's youth

B. Existing Conditions

Exhibit VII-1:
Historic Lodge at Cloudcroft



Cloudcroft's Earliest Economic Foundations: Tourism and Logging

Since the beginning of the logging railroad to Cloudcroft in 1899, tourism has been part of the community's economic base. By 1905, two passenger coaches added four cabooses and four open passenger excursion cars to carry passengers to Cloudcroft to escape the desert heat. Low-fare weekend excursions from El Paso were sell-outs throughout the entire summer season. The platting of the "Place of Cloudcroft" in 1899 to sell lots for summer cottages also anticipated the community's economic base. By not allowing the old growth forest to be cut in the Cloudcroft settlement area, the founders of the community assured that the beautiful wooded environment would remain for visitors and residents to enjoy.

Logging was the real business of the railroad and the largest part of the local economy in Cloudcroft's early days through cycles of boom and bust. Various logging companies operated in the vicinity of Cloudcroft, following rail spurs extending into the forested canyons. Logging continued to be a major economic activity in the Sacramento Mountains after the railroad's last scheduled run on September 12, 1947. Relatively modest logging and thinning operations have been conducted in recent years. In the past decade, the two remaining regional lumber mills, in Alamogordo and Mescalero, have shut down.

As of 2010, numerous proprietor-owned businesses in and immediately around the Lincoln National Forest produced a variety of wood products, primarily to supply southern New Mexico, west Texas, and northern Mexico. Products included dimensional lumber and cants used for the oil drilling industry; special orders for new housing designs; log cabin kits; pallets and crates; new wood composites for making signs; chips for particle board; custom crates and pallets; rough-cut telephone poles; and wood shavings for the horse racing and breeding community. In addition to these more traditional wood products, firewood is an important use of woody material in the region. http://www.fs.usda.gov/Internet/FSE_DOCUMENTS/stelprdb5328741.pdf

Employment and Business Data

Major employers in the village are listed below. The employers provided employee numbers for 2013.

- Lodge at Cloudcroft (100)
- Lincoln National Forest Sacramento Ranger District (40-45 FTE and 55-60 seasonal)
- Cloudcroft Municipal Schools (~50)
- Otero Electric Cooperative (59 FTE and 2 part time)
- Village of Cloudcroft (16 FTE and 4 part time)

As of 2013, 147 businesses were said to operate in the village, of which 47 were home-based and 100 located in commercial space.

Closed Businesses in Cloudcroft

In recent years, Cloudcroft has experienced some downturn in business trends that include:

- Closure of the Buckhorn Lodge
- Closure of Mountaintop Mercantile
- Ending of room rentals at the Cloudcroft Inn
- No new lodges or bed and breakfast establishments opened

Visitorship has varied to a large extent based on the Lincoln National Forest remaining open in summer, the festivals and events, and sufficient snow for Cloudcroft Ski Area to open.

Lodgers Tax Revenues

Lodgers tax revenues have fluctuated over the last five years: \$113,885 in 2009, \$122,628 in 2010, \$111,518 in 2011, \$121,482 in 2012 and \$110,950 in 2013.

Businesses

A Family Dollar store is planned on the former Buckhorn Lodge site. Local support for this business has been mixed, but its development fits with existing development regulations and the corporation has worked with the Village to make the building style fit in with the village character.

In 2013, the village had a total of 183 businesses, six of which were new, 21 were home-based businesses, and 41 were located out-of-town. Seven businesses closed.

Otero County Employment by Sector

Employment and unemployment for the Cloudcroft area are tracked on a county basis. Between 2005 and 2012, Otero County lost employment. The sectors most negatively affected were local government, construction, federal government, and transportation/warehousing. In the same time period, the health care and social assistance sectors saw large employment gains.

Exhibit VII-2: Otero County Employment by Sector

Otero County Employment by Industrial Sector: 2005-2012

Industry	2005	2006	2007	2008	2009	2010	2011	2012	Change 2005 to 2012
Agriculture, forestry, fishing & hunting	89	100	101	152	129	128	114	111	22
Mining	33	28	*	9	*	*	*	*	
Utilities	64	68	59	73	111	110	116	116	52
Construction	1,394	1,348	1,228	1,270	1,159	1,159	1,076	983	-411
Manufacturing	184	227	211	260	246	223	164	185	1
Wholesale trade	214	211	143	180	163	179	184	199	-15
Retail trade	2,102	2,052	2,218	2,214	2,147	2,189	2,158	2,176	74
Transportation & warehousing	514	537	533	369	348	361	304	275	-239
Information	233	234	233	230	249	241	234	251	18
Finance & insurance	464	436	413	402	384	368	373	404	-60
Real estate & rental & leasing	171	162	165	165	149	151	129	126	-45
Professional & technical services	582	729	707	715	754	754	755	737	155
Management of companies & enterprises	46	43	33	31	*	*	*	*	
Administrative & waste services	1,107	883	957	725	519	455	432	1,063	-44
Educational services	46	48	46	42	44	50	24	230	184
Health care & social assistance	1,870	1,994	2,043	2,092	2,158	2,298	2,488	2,326	456
Arts, entertainment & recreation	35	63	73	66	69	86	71	80	45
Accommodation & food services	1,671	1,590	1,617	1,552	1,650	1,557	1,604	1,735	64
Other services, except public admin	405	423	457	520	451	428	441	452	47
Non-classifiable	9	3	*	1	0	0	0		-9
Total Private	11,234	11,180	11,249	11,069	10,756	10,757	10,687	11,518	284
Total Government	6,899	6,644	6,628	6,559	6,355	6,269	6,234	6,024	-875
Federal	1,984	2,004	1,923	1,889	1,910	2,001	2,029	1,911	-73
State	792	801	803	802	790	735	709	692	-100
Local	4,123	3,838	3,902	3,868	3,655	3,533	3,496	3,422	-701
Total, All Industries	18,133	17,824	17,877	17,628	17,110	17,026	16,921	17,543	-590

* Non-Disclosure - Sum of Industries may not add to total due to Non-Disclosure.

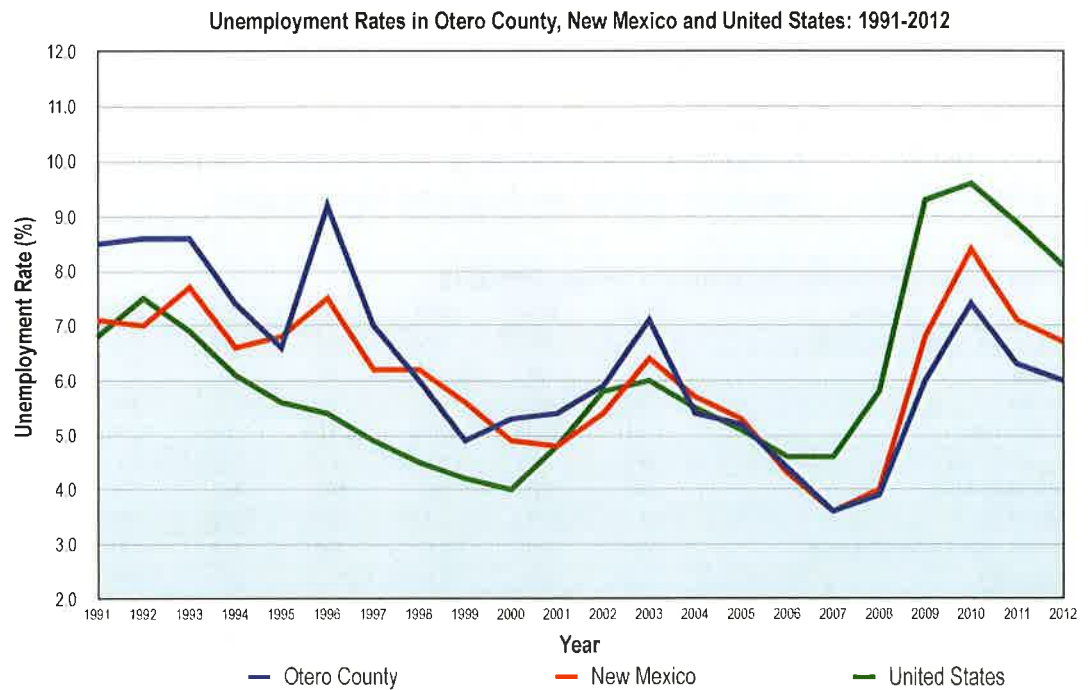
Table D is derived from the Quarterly Census of Employment and Wages publication.

Source: New Mexico Department of Workforce Solutions, Table D -- Labor Market Information Series

Unemployment Rates

The Otero County employment level was somewhat higher than New Mexico in the time period prior to 2008, but lower than the state since that time. The county and state rates of unemployment have been lower than the U.S. rate since 2006.

Exhibit VII-3:
Unemployment
Rates for Otero
County, New
Mexico and U.S.



Employment Changes in Alamogordo

Holloman Air Force Base is the biggest employer in Alamogordo, but doesn't have much direct effect on Cloudcroft. Its total personnel level is expected to remain approximately the same size as it has been in the past decade. A reduction in civilian jobs was made up by some growth in military personnel, with the transition from F-22 operations mission to the F-16 training mission. A second F-16 training squadron is expected in 2014, possibly resulting in net new personnel increase. An unmanned vehicle training (drones) program has brought new military personnel and contractors, with gradual employment growth.

Mexican-based Western Baking Corporation acquired and refurbished a baking factory and began production in September 2012, producing cookies and crackers for various brands and private label operations. At its opening, the factory had 65 employees, with the hope to expand its labor force to 300 to 500 employees over time. The 28-acre site provides room for expansion.

In recent years, investors have built new retail establishments and motels in Alamogordo.

Links between Alamogordo and Cloudcroft

Since Cloudcroft is only 17 miles from Alamogordo, the village's economy is closely tied to Alamogordo. According to the Census' *American Community Survey: 2008-2012*, nearly half of the village's working residents travel 25 or more minutes to their work, and many are likely to travel to Alamogordo. Most Cloudcroft residents shop in Alamogordo for their large grocery purchases and major items.

The residents of Alamogordo make up the immediate market area for visitors to Cloudcroft, patronizing the local shops and restaurants, and attending local events. Consequently, changes in the Otero County economy directly affect Cloudcroft's economy, for example, the level of employment at the military bases.

Tourism: Forest Service Indicators

Exhibit VII-4:
National Forest
Tourism Indicators

Lincoln National Forest Visitors by Age Group	
Age Group	Portion of Visitors
Under 16	22.0%
16-19	4.6%
20-29	9.7%
30-39	12.8%
40-49	15.3%
50-59	18.6%
60-69	10.6%
70+	6.3%
Total	99.9%

Source: USFS 2008

The Forest Service has 10 campgrounds surrounding the village. With 225 spaces in the campgrounds, over 1,000 persons can be accommodated. Campers also tend to shop in Cloudcroft. In addition, the Forest Service has five group campgrounds that can accommodate up to 420 campers if all are at maximum use. Campgrounds are generally open from mid Spring to early Fall. <http://www.fs.usda.gov/recmain/lincoln/recreation>

Exhibit VII-5:
Visitor Survey –
Top 15 Origins for
Cloudcroft Visitors

ZIP Code	State	County	Percent of Respondents	Survey Respondents (n)
88310	New Mexico	Otero County	31.0	107
88345	New Mexico	Lincoln County	9.9	34
79912	Texas	El Paso County	6.7	23
79936	Texas	El Paso County	6.4	22
Unknown Origin*			6.1	21
88355	New Mexico	Lincoln County	5.8	20
88005	New Mexico	Dona Ana County	4.6	16
88011	New Mexico	Dona Ana County	4.6	16
88325	New Mexico	Otero County	4.1	14
88352	New Mexico	Otero County	3.8	13
88001	New Mexico	Dona Ana County	3.8	13
88317	New Mexico	Otero County	3.5	12
79925	Texas	El Paso County	3.5	12
88337	New Mexico	Otero County	3.2	11
88012	New Mexico	Dona Ana County	3.2	11

* Includes respondents reporting no ZIP code or an invalid ZIP code.

The village benefits from visitors to the Sacramento Ranger District of the Lincoln National Forest. Visitorship may have recently increased in the Sacramento Ranger District partially due to forest fires in or near to Ruidoso.

Tourism: Visitorship Statistics from The Lodge

The Lodge's top tourism market by state is Texas and the top five Texas cities are Dallas/Fort Worth, Austin, San Antonio, Houston, and Midland/Odessa. Military personnel assigned to White Sands Missile Range, Holloman Air Force Base and Fort Bliss bring their visiting friends and families to Cloudcroft.

C. Issues and Opportunities

Cloudcroft Visioning: Community Recommendations Related to Economic Development

This comprehensive plan's Chapter II. Existing Conditions contains the full results from the community visioning exercise. A review of the results shows the links between economic development and nearly every other issue raised by visioning meeting participants. However, the following recommendations indicate how the Village government and business community can work on together:

- Promote economic development
 - general
- Improve and expand advertising
- Support business development
- Promote year-round events and activities; assist the Chamber with them
- Tax and/or community incentives for business
- Define and develop a village identity to draw economic development and people of all ages
- Promote the village as a destination for conferences that bring 100 to 200 visitors
- Shop local



Enjoying a sunny afternoon on the Burro Street boardwalk

Opportunities/Threats Identified by the Lodgers Tax Advisory Board

Community members participated in a separate economic analysis during 2013. They identified their own list of opportunities and threats:

Opportunities

- Turn village assets into economic development: ski area, ice skating, library, Zenith Park
- Create a zip line park
- Build an alpine slide
- Develop guided hiking packages
- Host events such as running events, tough mudder, warrior dash, color run
- Build a mini golf course
- Organize geo-caching events

Threats

- Closure of Sunspot Solar Observatory
- Aging tourism market
- Lack of economic development, both expanding and new businesses
- Business turnover
- Federal government issues that may limit use of forest lands
- Triple M Snow Play Area

- Condition of Zenith Park, particularly drainage issues
- Health of the Lincoln National Forest
- Persistent drought

Recreational and Cultural Opportunities Identified by Lodgers Tax Advisory Board

Ski Area

- Work with the Village to make snowmaking equipment operational
- During forest closure, work with the Forest Service for a summer special-use permit to allow hiking, biking, etc. on ski area trails, run the chair lift, open the concession, etc. Use the site as an amphitheater.

Ice Skating Rink

- Encourage year-round recreation such as roller blading, skate boarding
- Continue the Farmers' Market
- Install portable mini golf/skating facilities - a \$5,000 to \$11,000 investment that can be run as a concession during spring and fall

Other Winter Recreational Economic Development Opportunities

Encourage more snowmobiling, cross-country skiing (work with Forest Service), etc.

Zenith Park

- Repair and upgrade outdoor furniture and amenities, fencing, landscaping and drainage; seek grant opportunities from NM Departments of Transportation and Tourism
- Include schools as a park users, with a practice area for physical education classes

Historic Walking Trails

- Continue efforts developed for the Centennial Celebration with signage — use of these trails would be critical with forest closure or limitations
- Provide brochures for self-guided tour of the following segments: Lodge to Burro Avenue and Grand Avenue with signage marking historic sites

Horseback, Buggy and Sleigh Ride Activities

- Bring back year-round horseback riding, hay rides and buggy rides
- Offer horse-drawn sleigh rides in the winter

Water Activities

Work with the Forest Service to develop a lake or pond near the new Forest Service building, using effluent from the wastewater treatment plant when its stage 3 is complete and water is usable for new projects

Library and Community Center

Promote funding for renovations of the library and community center to improve its ability to accommodate a variety of arts-related and social events

Sacramento Mountain Museum

In cooperation with and with assistance from the NM Rails-to-Trails organization, prepare an exhibit and documentary about the history of the Alamogordo & Sacramento Mountain Railroad (A&SMRR) and other railroads of southern New Mexico, focusing on the era from the late 1800s to the mid-20th century. Include coverage of area geology.

Other Planning Initiatives

A Corridor Management Plan that includes Zenith Park School, Village and Chamber as a joint effort

Parks & Recreation Committee

Develop the ball field and other recreational opportunities at that location. Identify funding sources through grants, state funding, etc.

Sunspot Scenic Byway Committee

Expand the current Scenic Byway to include US Highway 82 (at least from the Trestle to Chamber/Museum)

Chamber and Other Locally Supported Events

As described in other sections of this plan, the Chamber of Commerce and other local volunteers sponsor many events that bring visitors who stay in local lodging or campgrounds, and eat and shop in the village. Recent events include:

- Various arts and crafts shows
- Wine-tasting festival
- Mardi Gras
- Labor Day street dance and outhouse race
- July 4 parade and street dance
- Lumberjack Days (cancelled in 2013 due to Zenith Park drainage issues)
- OctoberFest
- Bad Ass Mountain Music Festival (BAMM Fest)
- High Altitude Classic Bike Race
- Fire Prevention community event
- Sacramento Mountains Wildlife Academy

Economic Development Initiatives

Local Economic Development Act (LEDA)

Since 2002, 83 New Mexico communities and counties have passed a LEDA, including Cloudcroft. LEDA allows public support of economic development to do projects tailored to local needs as “public-private partnerships.” A LEDA allows municipalities and counties to enter into Joint Powers Agreements for regional economic development projects and to work with private business to provide land without violating anti-donation regulations. Cloudcroft could consider using LEDA as a development tool to assist a business that wishes to expand its services or to purchase equipment to increase productivity.

As examples, LEDA initiatives in 2013 funded the following infrastructure improvement and job creation projects:

- San Miguel County: \$15,000 for infrastructure improvements at Intergalactica Bread Co., for refrigeration storage space
- Alamogordo: \$250,000 in funds for construction of First Research Science and Technology building. The project will create 24 jobs to design and manufacture unmanned ground vehicles.

New Mexico's Frontier Communities Initiative

The New Mexico Economic Development Department (NMEDD) approved a new project in 2013. Designed for communities with populations of less than 7,500, it is managed through the NMEDD/MainStreet Program. The program provides professional services, but no funding to develop catalytic economic development projects within a traditional or historic commercial district or historic commercial corridor.

The goal of the program is to expand local capacity for people to continue to work together after the project is finished, strengthening existing community development groups and support networks to continue revitalization, bolster community pride and identity, preserve cultural heritage, transmit values and history, build economic and social capital, and stimulate economic development.

When applying for assistance, a community must identify a catalytic project from one of six categories. Cloudcroft has committed to applying for a project and has chosen to request expertise in branding. To receive assistance, the application will demonstrate the project's positive impact on job creation, business development and/or enhancement of the economic environment for the community. It will show how the project will create an authenticity meaningful to Cloudcroft and its project partners. Community members will serve as volunteers to help develop the project.

Exhibit VII-6:
*Burro Street
Exchange
at Christmas (a
two-story shopping
complex)*



Expanding/Adding Economic Opportunities

Resource- and Manufacturing-Based Development

Historically, Cloudcroft's economy was diversified by a sizeable resource-based forest products industry. Currently, forestry product operations are at a much lower level than in the past. Expansion of the forestry products economy would require

hauling by trucks and space for service yards or possibly a shop. Truck traffic through the village would increase. Relatively small-scale operations would be a logical approach for Cloudcroft.

Diversification into office, manufacturing and related sectors would mean establishing a competitive edge over other communities. To bring new businesses to Cloudcroft might require incentives, infrastructure and an assured labor supply. Office and manufacturing operations, if initiated on a small scale, would be desirable in Cloudcroft and feasible given the village's remoteness, scale and limited available land.

Any planning must recognize Cloudcroft's relative isolation, quiet and slow growth as treasures. One of the community's dilemmas is to assure that diversification and development do not overwhelm this positive community character.

Recreation for All Seasons and All Ages

The land use and infrastructure/facilities elements of this plan include recommendations to enhance recreation opportunities. They include adding and connecting trails throughout and around the village, upgrading Zenith Park and the ball field, and transforming the ski area to offer better winter use as well as increase the number of year-round opportunities.

Re-establishing Regional Air Service

Convenient air access to Cloudcroft draws business and tourism to the community. As of April 2012, New Mexico Airlines ceased flights to and from Alamogordo-White Sands Regional Airport because the airport lost eligibility for subsidies through the Essential Air Service Program. Since that time, representatives from the Cloudcroft business community have worked to attract another airline. However, the city of Alamogordo appears pessimistic about the likelihood of re-establishing commercial air service due to the costs that the city would have to incur.

Attraction of the Night Skies

Cloudcroft's clear night skies make it ideal for astronomically related activities. Astronomy is a positive visitor attraction, as well as an economic and job-creating activity for Cloudcroft and its vicinity. Many local residents and visitors engage in astronomy because of the dark night skies, high elevation and pollution-free atmosphere.

Best known of the area's observatories are the National Solar Observatory and Apache Point Observatory at Sunspot, both located 18 miles south of Cloudcroft. The now-obsolete Sunspot solar facilities will shut down after 2017 when a state-of-the-art solar observatory in Hawaii is complete. The federal government is searching for a university or other educational institution to take on the solar observatory's management. Apache Point Observatory, separately operated, may remain open since its mission and funding sources are separate.

Cloudcroft's connection to studying the night skies actually began in 1962, when the U.S. Air Force built and operated an observatory to help develop new

techniques for detecting satellites with electronic imaging. In 1995, NASA began using the facility, which was renamed the NASA Orbital Debris Observatory. It closed in 2001 and a private astronomical organization, the Tzec Maun Foundation, now owns and continues to operate the site. In 2013, the foundation installed and began testing a one-meter reflecting telescope in the main dome.

New Mexico Skies provides an opportunity for guests to stay overnight and observe the planets and stars through rented binoculars and telescopes, or to reserve one of six private observatory domes with telescopes. The owners have also developed a subdivision of home and observatory sites with astronomy-specific covenants and deed restrictions, underground electric and telephone service, high speed DSL Internet, a community water system, a recreation center and a shop building.

Dark Ridge Observatory is a newer site which located in Weed in 2007. One of its missions is to help students with their own astronomical research. The observatory is home to the northern installation of the AAVSO Photometric All-Sky Survey (APASS). It has been operating every clear night since October 2009 in a fully automatic mode except, for about a month when the system was moved to CTIO Chile and a new system installed at the Dark Ridge Observatory. Completion of the All-Sky Survey is expected in 2014.

D. Goals and Policies

1. Retain the natural qualities of the community that contribute to the long-range viability of tourism and second home residences.

- Enhance the public landscape and retain surrounding vistas
- Protect and improve dark skies in the community
- Retain the excellent walkability of the community

2. Improve the character of the existing built environment to better retain tourist and second home investment.

- Encourage incorporation of key architectural components in new commercial buildings, particularly along US Highway 82 and in the Burro Avenue commercial buildings
- With assistance from the state, conduct a branding effort as part of a New Mexico Frontier Communities initiative. Depending on this program's success, consider expanding MainStreet-type projects that can target Cloudcroft's opportunities and constraints.
- Promote refurbishment or selective demolition of derelict housing

3. Continue to cooperate with the U.S. Forest Service in support of recreation, retail services and lodging that the village provides for visitors to the Sacramento Mountains – Cloudcroft vicinity.

- Participate in joint planning efforts with the Forest Service to monitor and coordinate with changes in the national forest or village attractions

4. Enhance Cloudcroft's commercial services.

- Promote the village's role as the main provider of retail services, entertainment, education, professional services and lodging for residents

- and visitors to the Sacramento Mountains communities
- Avoid competition with Alamogordo for providing “big-box” and fast food retail services that the larger city can support
- Prepare a “gap analysis” to identify particular types of complementary retail businesses that are missing in the village and which would be supported by travelers, seasonal residents and permanent residents. For example, consider allowing more restaurants to offer beer and wine if that area has a definite gap.
- Consider participating in the MainStreet program or develop a similar program to address street and sidewalk clean-up and maintenance, storefront and storefront window promotion and image-making for the overall retail commercial district
- Promote services for local needs such as a car wash and laundromat

5. Promote the community through various local, regional or other peer means, as appropriate.

- Support the Chamber of Commerce in its efforts to promote and organize community events, concerts, and festivals
- Support the Chamber in conducting periodic hospitality training, such as “catch the enchanted spirit” sessions, for employees and others who interact with tourists and second-home residents. This training is geared to improving skills and manners in dealing with the public.
- Encourage an alliance between Alamogordo, Las Cruces, Cloudcroft, Mescalero and Ruidoso to promote tourism activities
- Consider an alliance with peer mountain communities elsewhere in New Mexico (e.g., Angel Fire, Red River, Ruidoso, and Jemez Springs) to promote tourism activities
- Participate with the Cloudcroft Chamber of Commerce, Otero County Economic Development Council, the Southeast New Mexico Council of Governments, and the New Mexico Department of Tourism in cooperative advertising, events, integrated promotion of tourism, diversification and other economic development efforts
- Enhance the capacity for tourist promotion through coordinated regional and state advertising, and more television and Internet advertising
- Work with Cloudcroft Municipal Schools to assure that the educational curriculum supports the community’s jobs creation strategy

6. Promote the creation of jobs that pay living wages and business opportunities to provide jobs for Cloudcroft’s youth and working families so they can continue to live and work in the community

7. Assure that infrastructure is in place to support economic development. (refer to the Transportation and Infrastructure/Facilities elements of the plan for more information)

- Ensure adequacy and maintenance of village infrastructure
- Pursue improvements to the village core area, including public restrooms and walkways
- Assure maintenance of roads to and through the village

8. Support economic diversification in the community.

- Expand the arts sector in Cloudcroft through events and class offerings, and consider an arts incubator or co-op (for studio space and sales)
- To encourage business expansion, identify suitable sites or buildings for office, business incubator and industrial development, and work with owners to coordinate development
- Continue to allow home occupations for small home-based businesses that have minimal impacts on residential neighbors
- Promote astronomy as a special niche that is uniquely suited to the community
- Promote forest products in the village and vicinity scaled to minimize impacts on the transportation network, noise level and air quality in the village
- Promote manufacturing and marketing of finished wood products, such as art, furniture and signage
- Promote the use of small-diameter forest products for the health of the forest and as an economic activity. For example, tree thinning in and near Cloudcroft could provide pulp wood, particle board and wood pallets.
- Promote office, manufacturing and related sectors at an appropriate village scale

9. Continue collaborative economic development efforts with surrounding communities and regional agencies

- Create an economic diversification plan with specific goals and strategies for job creation by category; monitor progress; and modify strategies as needed.

10. Continue to use the theme of Cloudcroft's history and historic preservation to promote the community

- Promote listing of additional structures and sites on the National Register of Historic Places or New Mexico Register of Cultural Properties
- Continue to support the Sacramento Mountains Museum as a major attraction

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VIII. Hazard Mitigation

Hazard Mitigation is defined as "... any action taken to reduce or eliminate the long-term risk to human life and property from natural and man-made hazards."

A. Introduction

Cloudcroft is situated in the northern part of Otero County, surrounded by the Lincoln National Forest. While located far from major cities and interstate highways, Cloudcroft has its share of potential risks from its forested mountain location, proximity to the busy US Highway 82, long-term drought and local fuel storage facilities. This plan element is a broad-brush look at hazard mitigation for Cloudcroft. It identifies the major issues that the village may face.

Examples of hazards commonly mentioned in New Mexico's community mitigation plans are wildfires, water shortages, bad weather and damage to critical infrastructure from accidents or acts of terrorism. Since some hazards are cyclical or ongoing, hazard mitigation often focuses on reducing repetitive loss. The emphasis on long-term risk is different from actions geared towards emergency preparedness and short-term recovery strategies after a disaster. The personnel involved, however, often overlap. Hazard mitigation also ties into drought and wildfire protection plans already in place and overlaps with emergency management planning.

B. Major Risks Identified for Cloudcroft

Since 2001, the Village has had an Emergency Operations Plan (EOP) in place for major hazards. Updated annually, the Village developed a full second edition in 2012 and the New Mexico State Emergency Operations Center approved it. To assist with making the community safer for its citizens, the EOP provides guidance for managing a number of critical hazards. Other issues are also addressed.

This hazard mitigation element is a broad-brush look at topics to identify the major issues that Cloudcroft already faces or could face in the future. Major risks identified for this element are:

1. Wildfires in the urban interface
2. Water shortages
3. Hazards from the commercial propane storage facility
4. Weather events
5. Major accidents with hazardous materials
6. Terrorism targeting village infrastructure and facilities

C. Issues and Concerns

Risk of Wildfires in the Urban Interface

Throughout New Mexico, the severity of wildfires has increased. New Mexico's State Forestry statistical fire records from 2003 through 2012 reported that 10,454 acres and 602 fires burned at the beginning of the time period. These numbers rose to 663,525 acres burned and 1,126 total fires in 2012.

Why Is Fire Damage Increasing?

Regional Wildfire Risk

According to the 2012 *New Mexico Communities at Risk Assessment Plan* that identifies fire risk levels for statewide counties and communities, 12 Otero County communities and the Mescalero Apache Reservation were communities at risk. As a whole, the rating for Otero County is “moderate” and for the village of Cloudcroft, “high” due to continued drought conditions.

The difference in risk ratings is due to the dramatic change of vegetation, altitude, and terrain in the northern part of the county compared to other areas of the county. All of the higher altitude communities in the county have been assigned high risk ratings.

Otero County has a *Community Wildfire Protection Plan (CWPP)*, adopted in December 2004. This earlier document identified nine of the communities in the county as high risk areas for wildfires. The county prepared the CWPP in cooperation with NM State Forestry, US Forest Service, Mescalero Indian Reservation, Bureau of Land Management and several local landowners. The Otero County Working Group, consisting of homeowners and local agencies that specifically address forest issues, meets monthly to discuss management objectives within the different land-owning agencies and entities, in accordance with the changing seasons.

The Village’s Fire Prevention Efforts

Exhibit VIII-1:
2011 Mayhill Fire
approximately
20 miles east of
Cloudcroft



In Cloudcroft’s early decades, the village did not consider the threat of wildfires and the need for prevention practices. The last recorded large Cloudcroft fire was in 1911.

More recently, creating defensible space has helped to deter fires and save property. However, defensible space surrounding property within the village is not adequate protection in the face of continuing drought. At the same time, the area is densely treed and the forest health is poor, which also increase the risk of a devastating fire in or around the village.

In 2000, the Village adopted an ordinance (Ord. 298, 10-10-2000) which requires the following:

- All structures must have noncombustible roofs
- Eaves must be enclosed
- All vegetation on roofs must be cleared
- Structures must be free of overhanging trees and/or branches
- All chimneys must have spark arrestors installed

Wildland Urban Interface Fire Hazard Assessment for Cloudcroft and Local Communities

A 2004 *Community Wildfire Protection Plan* identified the wildfire risk for Otero County. The chart below shows that all of the small communities surrounding Cloudcroft have a high hazard rating. The village has the highest score of all the communities.

Exhibit VIII-2:
Fire Hazard Scores and Ratings

Cloudcroft and Nearby Communities: Fire Hazard Scores and Ratings

Community/Area	Score	Hazard Rating
Village of Cloudcroft	89.5	High
High Rolls	88.5	High
Cox Canyon	87.5	High
Sunspot	86.5	High
Sixteen Springs	86.5	High
Weed	85.5	High
Sacramento	85.5	High
Mescalero Reservation	83.5	High
Mayhill	76.5	High
James Canyon	75.5	High

Source: Community Wildfire Protection Plan (CWPP), adopted in December 2004

Firewise Community Program

The Firewise Communities Program offers both workshops and training, and web-based, interactive training geared toward homeowners, forestry professionals, firefighters and others on a variety of wildfire safety topics. The Village began the process of becoming a Firewise Community in 2013 and recently received a grant through New Mexico State Forestry Department for tree thinning on public property and rights-of-way within the village limits.

Wildland fires can occur in residential development areas without disastrous loss of life, property and resources, but recognizing the problems and knowing how to protect the community before a fire happens are the first steps to successfully becoming truly “firewise.”

Water and Wastewater Issues

Exhibit VIII-3:
Village Water Plant Powered by Solar Energy



Cloudcroft has experienced water shortages for over a decade. In the last decade, it has taken dramatic measures to ensure a reliable water supply.

The Village has in place an ordinance addressing water conservation (7-1A-9B). The Mayor or authorized representative has authority to control, limit or cut off the constant

flow of water to an area within the village as warranted, to maintain adequate water pressure, to fight, control or prevent the spread of fire or control any emergency inimical to the public welfare, health and safety. In addition, four Declaration Levels for Water Emergencies are established that include enforcement procedures, and violation fees, defined in this ordinance.

In the past, the village has experienced extended water shortages due to broken pipes or meters and the ordinances are designed to assure the citizens of Cloudcroft they will not be without water at any time. Also in the past, the Village contracted with an outside service to haul potable water to the water storage facility to maintain water levels and usage. This operation was funded by the Village's Water and Waste Water Emergency Fund.

The Village is researching additional storage tanks and upgraded pumping capabilities for the future. The PRe Water Project for a water and wastewater facility is still in the works. This project will increase storage capability to 3,500,000 gallons.

Hazardous Facility: Commercial Propane Storage Facility

Exhibit VIII-4:
*Scotty's LPG
Storage*



A commercial propane storage facility is located at 97 Glorietta Avenue, just north of the downtown commercial district. Because Cloudcroft lacks natural gas service, propane service is essential to the community.

The fire department has identified this operation as a hazard due to its location in a residential neighborhood. It has two 8,000-gallon storage tanks, one 30,000-gallon tank and one 3,000-gallon storage tank on the premises. Emergency shutoffs are located in three areas of the compound along with emergency alarms linked with its main office and fire department. The state and the village fire department conduct regular inspections to ensure the safety of the plant and equipment. In addition, the fire department has pre-plans in place to respond to any emergency at the facility.

Weather Events

Cloudcroft sits at almost 9,000 feet, so it often experiences heavy winter snow accumulations and high winds that continue for extended periods. Power outages are common. Major communications and administrative operations have automatic propane generator backups. Manually operated fuel tanks are stored at the Village's maintenance shop, with 250 gallons of diesel and 500 gallons of unleaded fuel available, along with several portable LPG tanks on site. During power outages, services to homebound citizens are prioritized and handled by fire and/or EMS personnel in accordance with the Village Emergency Operations Plan. An

agreement is in place between the Village of Cloudcroft and Cloudcroft Municipal Schools for mass sheltering at the high school gymnasium, which also includes the use of the cafeteria. The school maintains a three-day supply of nonperishable food and drinking water in storage.

Exhibit VIII-5:
2009 Wind Storm



Major Accidents with Hazardous Materials

As a community bisected by a major highway, Cloudcroft is at risk from trucks that may carry potentially hazardous materials. The Village is not responsible for maintaining safety along these routes, but a major accident would affect residents and the provision of vital Village services. Therefore, vehicle length and weight restrictions are in effect along US Highway 82 from Cloudcroft to Alamogordo.

Terrorism: Risk to Village Facilities

Terrorist incidents around the U.S. affect the way Americans feel about safety in their communities, even in small ones like Cloudcroft. Measures by the U.S. government since 9/11 require that municipalities secure utilities and facilities that serve their communities. The Village has implemented these security measures.

Terrorism Prevention Actions

The federal government requires communities to install security fencing surrounding water sources, water treatment and storage facilities and wastewater treatment facilities. After 9/11, the federal government has also required precautionary measures for local government buildings. Cloudcroft should be aware of further preventive actions that could be mandated in the future.

County All Hazard Mitigation Plan

Otero County has an *All Hazard Mitigation Plan*. The county approved it in 2012 and FEMA accepted it nine months later. Cloudcroft participated in the planning process and the plan includes its concerns. The Village of Cloudcroft officials, the village fire department, New Mexico State Forestry, US Forest Service, and Water and Waste Water Directors, and maintenance crews provided input.

D. Goals and Policies

1. On a continuing basis, develop and continue capital and operational projects to reduce hazard risks to village safety.

Projects examples as of spring 2014 are:

- Continue to conduct tree removal activities in the public right-of-way and extend if possible to private property
- Implement the Firewise Clean & Safe Community project
- Implement and maintain the Pure Water/Waste Water project
- Update Village water conservation plans as needed
- Secure a fence around the propane storage facility

2. Work with Village departments, other agencies and programs on projects to mitigate risks that could potentially affect the village.

- Ensure that the implementation and future update of the Otero County Hazards Mitigation Plan adequately represent the village's issues
- Implement the Firewise Community Program to involve agencies and residents in mitigating wildfire risks
- Communicate with community members regarding risks and emergencies through newspaper articles, radio shows and announcements, and the Internet, as well as presentations and discussions at public meetings
- The Village should coordinate with the State of New Mexico Department of Transportation to ensure maintenance of major roadways to minimize accidents
- The Village should ensure that street and building address signs are in place and visible in case of emergencies