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Clovis, New Mexico

METROPOLITAN REDEVELOPMENT AREA PLAN, 2006

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Metropolitan Redevelopment Area FAQs

What is the Metropolitan Redevelopment Code, and what is its intent?

The Metropolitan Redevelopment Code [3-60A-1 to 3-60A-13, 3-60A-14 to 3-60A-48 NMSA 1978] was passed by the legislature to authorize municipalities to acquire, own, lease, improve and dispose of properties in a metropolitan redevelopment area so that the municipalities can attract economic activity in the area, provide for adequate housing and public facilities, and in other ways establish a healthy, stable community. The code requires that a municipality document the problems in an area that can be eliminated through specific projects undertaken in accordance with a plan.

What is a metropolitan redevelopment area (MRA)?

An MRA is a slum area or blighted or a combination of the two that has been designated by the local governing body as appropriate for a metropolitan redevelopment project.

What is a metropolitan redevelopment project?

A project under this Act is an activity or series of activities designed to eliminate slums or blighted areas in designated metropolitan redevelopment areas. Redevelopment projects must conform to an approved plan for the area – a metropolitan redevelopment plan.

What is a metropolitan redevelopment plan?

The metropolitan redevelopment plan identifies how problems created by blighted conditions will be eliminated. The plan indicated proposed activities to be carried out. The plan must conform to the municipality's comprehensive plan.

Is this a new concept in Clovis?

Clovis has not implemented an MRA. However, this concept is not new in New Mexico. The initial projects that have helped improve downtown Albuquerque were accomplished using powers granted under the Metropolitan Redevelopment Act. These projects involved a combination of public and private investment, and the success of these projects has encouraged additional private redevelopment. The City of Hobbs and the City of Las Cruces are considering using this tool to help revitalize their downtowns.

Who is responsible for the MRA?

An MRA is created through action of the local governing body which designates the metropolitan redevelopment area, adopts the plan and approves specific projects. The municipality may create a metropolitan redevelopment agency by ordinance that has the authority to conduct the business of the MRA. In this case, a board of commissioners is appointed by the mayor with the consent and advice of the local governing body.

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I. EXECUTIVE SUMMARY

The Clovis Downtown Metropolitan Redevelopment Area (MRA) was established in January 2005 by the Clovis City Commission, pursuant to the provisions of the New Mexico Municipal Redevelopment Code. This designation provides the City of Clovis with a variety of legal tools for implementing projects that contribute to area redevelopment, including the following:

- redevelopment of blighted properties
- zoning changes
- enhanced public services
- financial incentives such as tax increment financing, bond financing and tax exemptions
- land acquisition and assembly

The Clovis Downtown MRA includes both sides of Main Street from US 60 (1st Street) to 14th Street, extending one to three blocks on either side of Main Street. It also includes the Burlington Northern & Santa Fe Railroad Property between S. Gidding Street and N. Rencher Street. A map of the MRA is shown in Figure 1.

The conditions to be ameliorated through the application of MRA tools are documented in the Existing Conditions Assessment in this report.

The Clovis Downtown MRA Plan, developed through an open public process, describes activities to be carried out in the MRA and the recommended implementation tools. The Plan consists of the following elements:

- Analysis of Existing Conditions
- Vision, Goals and Objectives for the MRA
- Proposed Opportunity Sites and Redevelopment Strategies

A. Existing Conditions

The MRA is the area designated as Clovis' downtown in the current draft of the Comprehensive Plan. This area is predominantly commercial and office, with a few residences. The commercial district is surrounded by residential neighborhoods to the east and west and BNSF Railroad properties to the south.

There are numerous vacant properties, and much of the space in existing buildings is obsolete or in poor condition. Main Street is substantially occupied, but other blocks suffer from a rundown, visually cluttered appearance.

B. Vision for the Downtown Clovis MRA

There is a fair amount of consensus in regards to what the community would like their Downtown to be. In general, the Downtown is envisioned as a regional center for specialty shopping, entertainment and cultural activities.

C. Goals and Objectives

Through existing studies as well as community meetings held specifically for the purposes of this report, a number of goals have been identified for Downtown Clovis. Objectives and strategies to achieve these goals can be found in sections IV and V of this report.

District Development Goal: Reinforce the existing pattern of use districts: railroad, government, commercial, entertainment and residential

Community Theme Goal: Use community themes to inform development efforts

Economics Goal: Increase the economic vitality of the MRA

Design Goal: Improve the overall appearance of the MRA

Housing Goal: Improve the quality of housing within the MRA and in neighborhoods adjacent to the MRA

D. Opportunity Sites

The Downtown Clovis MRA Plan presents an overall redevelopment approach for the MRA and specific redevelopment strategies for four 'opportunity sites'. It analyzes MRA lands to determine specific properties or areas that, if redeveloped, have the potential to achieve goals and meet objectives of the overall Vision for Downtown Clovis. These properties and/or areas are identified in this report as 'opportunity sites.' From a large list of 'opportunity sites,' specific redevelopment strategies will be detailed for four priority 'opportunity sites.' The MRA Plan focuses on few sites in order to concentrate limited resources in properties with the greatest chance of success. These strategies are contained in a vision statement and redevelopment strategy for each site. The MRA Plan also presents examples of how the redevelopment strategies could be implemented in the form of a detailed site design describing a redevelopment project for each site. The project descriptions include a preliminary analysis of financial feasibility and an estimate of the level of public assistance that might be required. The MRA Plan envisions that these or other projects that are consistent with the plan recommendations would be carried out by means of public/private partnerships, as funds are available.

A variety of criteria were used to select 'opportunity sites' that would provide the greatest benefit to Downtown Clovis while still being economically feasible.

Based on these criteria and community input, the Clovis MRA Plan recommends four opportunity sites/projects: the **Main Street Streetscape**, the **Hotel Clovis Redevelopment**, the **Railroad District Redevelopment** and a combination **Gateways and Historic Route Project**.

II. INTRODUCTION

A. Background

In 2004 the City of Clovis and Clovis MainStreet, with the assistance of the New Mexico MainStreet Program, initiated a study to document conditions of blight that were sufficient to warrant designation of Downtown Clovis as a Metropolitan Redevelopment Area (MRA). On January 6, 2005, the area was officially designated as an MRA by the Clovis City Commission. This document constitutes the MRA plan for the area.

B. Project Sponsor

The City of Clovis, with the assistance of community based Clovis MainStreet, is primarily responsible for initiating projects and programs in the MRA.

C. Description of the Metropolitan Redevelopment Code, Area and Plan

The MRA plan is the second step in the process of revitalizing blighted areas under the provisions of the New Mexico Municipal Redevelopment Code [3-60A-1 to 3-60A-48, NMSA 1978]. The first step was the MRA designation by City Council. The MRA designation provides municipal governments with several legal tools for implementing projects that contribute to area redevelopment.

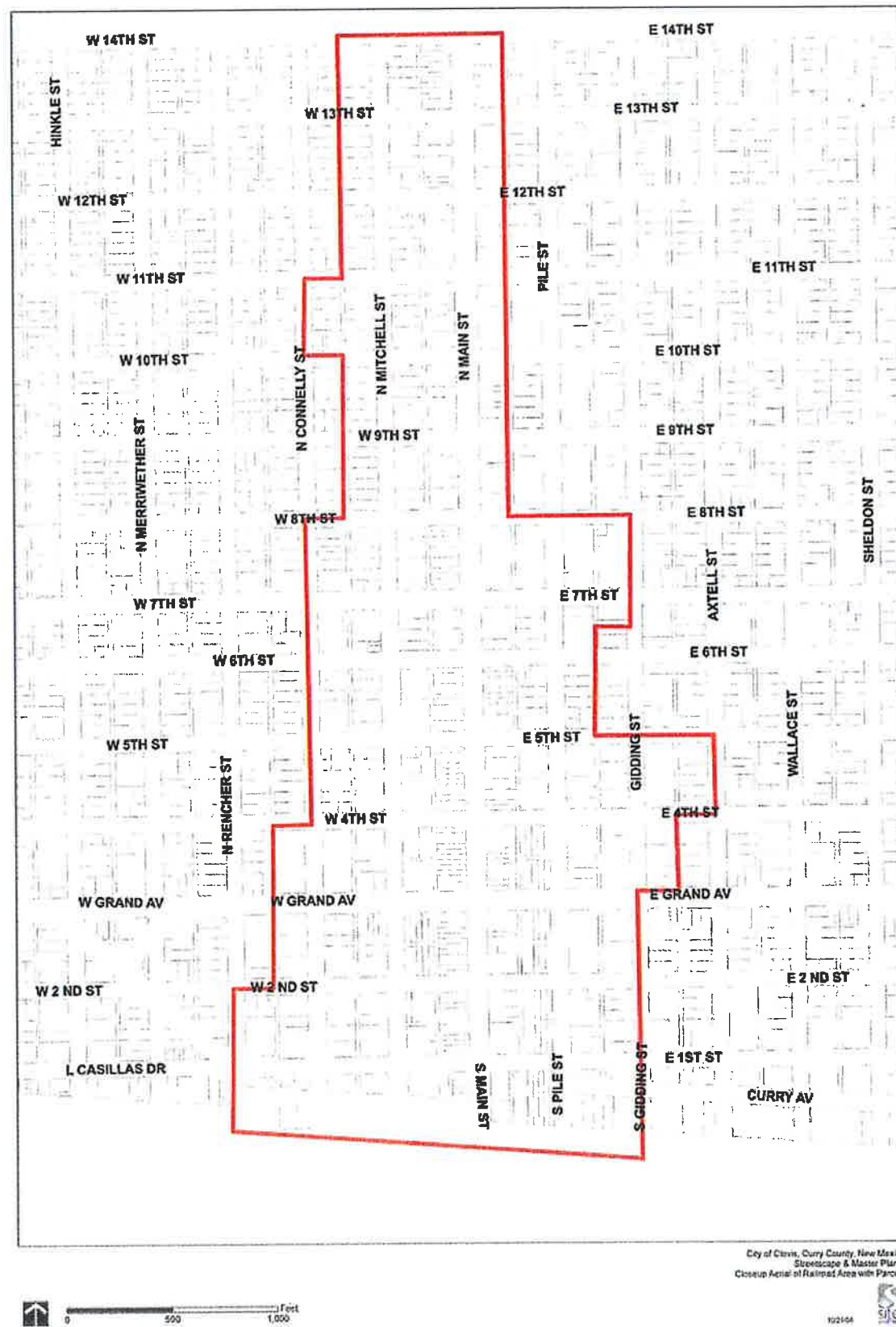
The MRA designation gives the local government the authority to carry out a variety of projects designed to eliminate the blighted conditions identified in the designation report. Examples of such activities include land acquisition, demolition and removal of structures, redevelopment of blighted properties, zoning changes, and enhanced public services. In addition, certain financial incentives, such as tax increment financing, bond financing and tax exemptions are possible within the designated MRA. The intent is to provide maximum opportunity for redevelopment by private businesses with public support of redevelopment objectives.

The metropolitan redevelopment plan, developed through an open public process, describes the activities to be carried out in the MRA and the recommended implementation tools.

D. Location of the MRA

The MRA boundaries are shown in Figure 1. The area includes properties along Main Street from US 60 (1st Street) to 14th Street, blocks east and west of Main Street and BNSF Railroad properties south of US 60. The area is predominantly commercial.

Figure 1. Metropolitan Redevelopment Area



E. Statement of Purpose / The Need for Revitalization

The purpose of the MRA plan is to develop a strategy to eliminate the problems created by blighted conditions within the downtown.

1. The Need for Revitalization

The Clovis City Commission found that the following conditions substantially impair and arrest the sound growth and economic well being of Downtown Clovis. These conditions were found to constitute an economic and social burden and a menace to the public, health, safety, and welfare in their present condition and use.

- Substantial number of vacant, underutilized and deteriorated structures;
- Unsafe conditions
- Deterioration of site and other improvements on a number of properties within the designated area
- Low levels of commercial activity and redevelopment

The area within the MRA boundary was found to be appropriate for metropolitan redevelopment projects and was designated as the Downtown Clovis Metropolitan Redevelopment Area. The City Council found that rehabilitation, conservation, development, and redevelopment of and in the West Central Metropolitan Redevelopment Area are in the interest of the residents of the City.

This plan conforms to adopted plans of the City of Clovis, including:

- Clovis Comprehensive Plan (draft)

The plan is also consistent with the activities of Clovis MainStreet, a non-profit organization charged with the revitalization of downtown.

2. Statement of Purpose

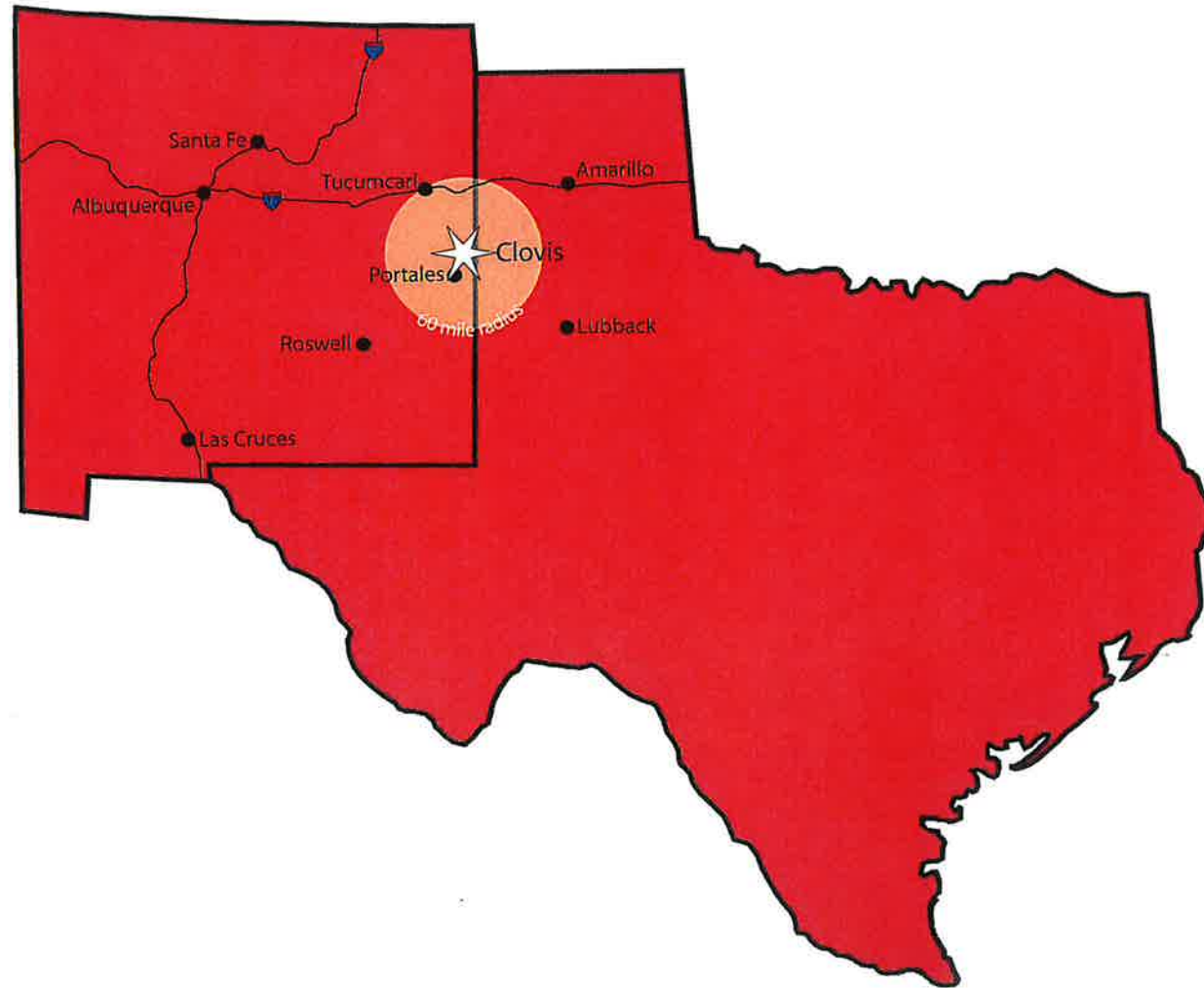
The Downtown Clovis MRA Plan presents an overall redevelopment approach for the MRA, a survey of 'opportunity sites' and specific redevelopment strategies for four specific 'opportunity sites.' These strategies are contained in a vision statement, goals and objectives for each site and a conceptual site plan. The MRA Plan also presents, as examples of how the redevelopment strategies could be implemented, a sample design and redevelopment project for each site. The project descriptions include a preliminary analysis of financial strategies and an estimate of the level of public assistance that might be required. The MRA Plan envisions that these or other projects that are consistent with the plan recommendations would be carried out by means of public/private partnerships, as funds are available.

III. EXISTING CONDITIONS

A. Demographic Profiles & Market Characteristics

Clovis is located in Eastern New Mexico very close to the Texas border. Its location has implications that affect how Downtown can be revitalized. The demographic profiles and market characteristics of this region will play a crucial role in determining how to cater to that market. As seen in Figure 2, the Texas towns of Lubbock and Amarillo, although outside of the immediate region (defined here as a 60 mile radius), are reasonably close and provide a shopping destination for Clovis residents. Given an adequate alternative, residents would generally prefer to stay within their region for basic needs, saving both the time and expense of driving. This has implications for the market positioning of Downtown Clovis.

Figure 2. Greater Clovis Region



1. Population, Income and Consumer Expenditures

The region surrounding Clovis provides an important population base to help support Downtown as well as the entire city. As Tables 1-2 and Figure 3 show, the region extending in a 60 mile radius from Clovis contains a much larger population and number of households than Clovis alone, including Portales, Muleshoe and a number of other towns. Given an equal choice, people within this region, roughly half way between Clovis and the larger cities of Lubbock and Amarillo, will choose to drive to Clovis. This regional population provides well over 100,000 people for which Downtown Clovis could be a regular shopping and entertainment destination.

Table 1. Clovis Regional Population

POPULATION	1990 Census	2000 Census	2003 Estimated	2008 Projected
Clovis – 10 mile radius	40,319	42,724	42,730	42,718
Microplex – 25 mile radius	59,960	63,932	64,003	64,097
Sub-Region – 40 mile radius	75,289	79,000	78,734	78,322
Region – 60 mile radius	121,162	122,266	120,767	118,570

Figure 3. Clovis Region

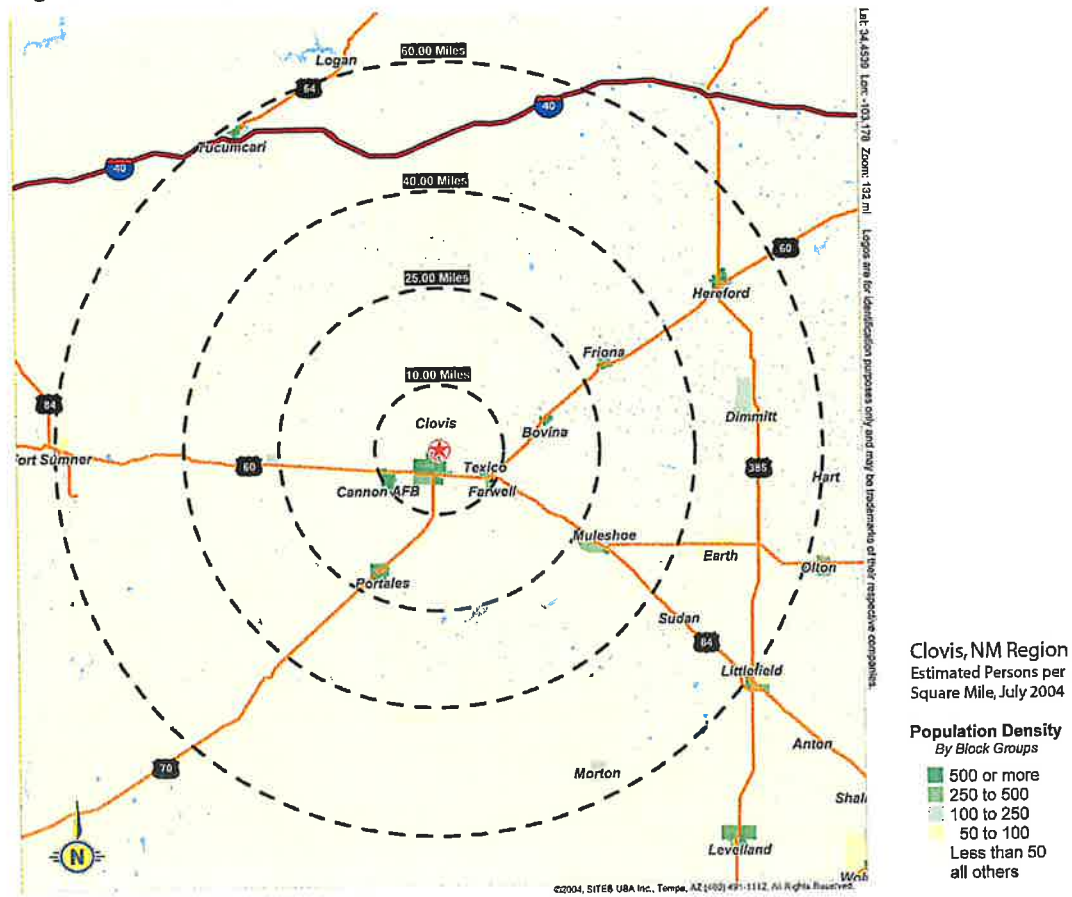


Table 2. Clovis Regional Number of Households

HOUSEHOLDS	1990 Census	2000 Census	2003 Estimated	2008 Projected
Clovis – 10 mile radius	14,479	15,896	16,092	16,391
Microplex – 25 mile radius	21,331	23,531	23,760	24,108
Sub-Region – 40 mile radius	26,609	28,862	29,005	29,224
Region – 60 mile radius	42,358	44,237	44,115	43,945

Table 3. Clovis Regional Income

INCOME	2003 Est. Average Household Income	2003 Est. Median Household Income	2003 Est. Per Capita Income
Clovis – 10 mile radius	\$42,047	\$32,781	\$16,354
Microplex – 25 mile radius	\$41,137	\$32,157	\$15,701
Sub-Region – 40 mile radius	\$41,427	\$32,255	\$15,634
Region – 60 mile radius	\$41,527	\$32,003	\$15,492

Table 4. Clovis Regional Consumer Expenditure

CONSUMER EXPENDITURE	2003 Est. Total Household Expenditure (in millions)
Clovis – 10 mile radius	\$615.9
Microplex – 25 mile radius	\$897.5
Sub-Region – 40 mile radius	\$1,101.0
Region – 60 mile radius	\$1,677.4

Source: Sites USA, 2004

2. Downtown Clovis as a Regional Center

Within the region, the MRA, or Downtown Clovis, is envisioned to function as a regional center. Potential customers for this downtown include Downtown employees, residents of Downtown neighborhoods, residents of Clovis, residents of the regional trade area, and visitors from elsewhere. The customers from this geographic trade area provide the continuing patronage necessary for future support of Downtown businesses. The trade area can be described as having four components: the primary trade area composed of the closest residents and workers, a secondary trade area that includes the greater Clovis area, a tertiary, or regional trade area and finally, the visitors and tourists coming from outside the region.

Each of these trade areas houses a population with different motives for patronizing Downtown businesses:

- **Primary Trade Area:** Nearby neighborhood residents and daytime workers tend to shop and use services located within walking distance when competitive opportunities are available.
- **Secondary Trade Area:** Residents of the greater Clovis area can be (and are) drawn to Downtown for specialty goods, services and entertainment.
- **Regional Trade Area:** Residents of the surrounding Clovis region can also be drawn to Downtown for specialty goods, services and entertainment.
- Tourists might be drawn to Clovis, and then to Downtown, for a number of different events and attractions as well as specialty retail opportunities like the existing cluster of antique shops.

Clovis' downtown is the government center of Curry County and the City. Downtown draws residents and others from the region who need to do business at County or City offices.

In the greater Clovis area, attractions and events include: Cannon Air Force Base (currently in a state of transition), Hillcrest Park and Zoo, area golf courses, the Casel-Land Fun Center, the Norman Petty Studios, the Clovis Music Festival, the Blackwater Draw Museum & Archaeological Site, the Eula Mae Edwards Museum/Art Gallery, the H.A. "Pappy" Thornton Homestead & Museum, the Annual Rod & Run Car Show, the Curry County Fair, Pioneer Days, and High Plains Junior Rodeo Finals. Once someone is in Clovis for one of these events or to visit local attractions, they may also patronize downtown shops, restaurants and attractions.

Specifically in Downtown, visitors and residents alike can visit the Clovis Depot Train Museum, attend the Badlands Motorcycle Rally and browse the Clovis Cultural Arts Fest. Every event held Downtown brings foot traffic and dollars to Downtown stores and restaurants. There might be opportunities to bring existing events, such as the Clovis Music Festival, as well as new events, to Downtown.

3. Downtown Clovis as a Neighborhood Center

The people living in the neighborhoods surrounding Downtown are often overlooked as a potential market. This primary trade area, however, due simply to its proximity to Downtown, can be a major economic force supporting local businesses. Figure 4 shows an approximate area within walking distance and the different neighborhoods included in that area. Many downtowns across the nation are marketing specifically to these residents with high levels of success.

Figure 4. Neighborhoods Surrounding the MRA

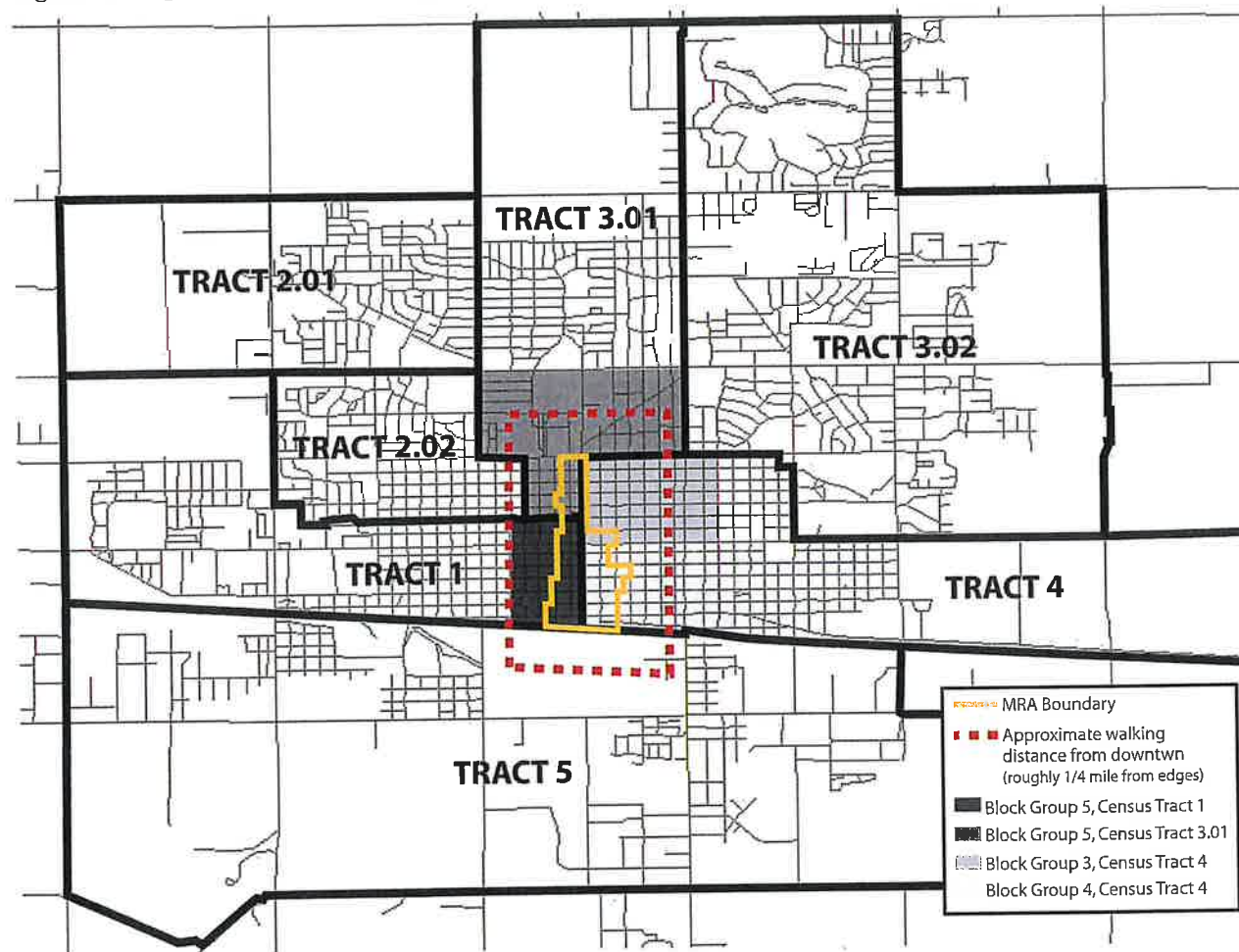


Table 5 shows the total population and number of households in the primary trade area. Projections indicate that the population of neighborhoods immediately surrounding downtown is declining.

Table 5. Primary Trade Area Population

POPULATION	1990 Census	2000 Census	2005 Estimated	2010 Projected
Total Population	4,691	4,534	4,416	4,411
Households	1,928	1,780	1,749	1,755

Source: Claritas, 2005

Downtown residents represent all ages, with young families with children as well as people of retirement age. The estimated median age of neighborhood residents in 2005 is 31, which is about the same as the median age of residents in the region. Table 6 shows the downtown population age distribution.

Table 6. Age Breakdown of the Downtown Population

Age	Number of People	Percent of Total Population
0-4	373	8.5%
5-17	883	20%
18-24	537	12.2%
25-44	1,364	30.9%
45-64	825	18.7%
65+	434	9.8%
Total	4,416	100%

Source: Claritas, 2005

To make this market as strong as possible, Downtown neighborhoods should be full and vibrant, with a well maintained housing stock. Currently, the state of the housing stock indicates a few issues for concern. First, of the 2,237 housing units within the MRA, only an estimated 1,749 are occupied, indicating an occupancy rate of 78%. The high vacancy rate is a concern for ongoing maintenance of vacant homes. The high vacancy rate also means that there aren't as many families living in these neighborhoods as is desirable.

Table 7 describes the composition of housing types in the MRA. The housing stock is primarily single family, although nearly a third is small multifamily buildings.

Table 7. Types of Housing Units in MRA

Type of Unit	Number of Units	Percent of Total Units
1 Unit Attached	155	6.9%
1 Unit Detached	1,521	68%
2 Units	245	11%
3 to 19 Units	162	7.2%
20 to 49 Units	20	0.9%
50 or more Units	10	0.5%
Mobile Home or Trailer	116	5.2%
Boat, RV, Van, etc.	8	0.4%
Total	2,237	100%

Source: Claritas, 2005

Home values are low compared to the greater Clovis area. This can be partly attributed to a general state of disrepair, as many homes are quite old; the majority were built before 1970 and many have not been renovated. The low values are not a totally negative thing, however, as affordable housing presents a opportunity for moderate income families to purchase homes as they are available for sale and to renovate them. Table 8 shows a breakdown of when housing units were built.

Table 8. Housing Units in MRA by Year Built

Year	Number of Units	Percent of Total Units
1999 to present	49	2.2%
1995 to 1998	42	1.9%
1990 to 1994	24	1.1%
1980 to 1989	63	2.8%
1970 to 1979	220	9.8%
1960 to 1969	392	17.5%
1950 to 1959	515	23%
1940 to 1949	467	20.9%
1939 or earlier	465	20.8%
Total	2,237	100%

Source: Claritas, 2005

Finally, there is a high percentage of renter occupied units. Over 50 percent of the occupied housing within walking distance of Downtown is renter occupied. It would be beneficial to increase the amount of owner occupied units to increase the stake that residents have in the quality of their neighborhoods and in the health of downtown.

The estimated average household income in the primary trade area in 2005 was \$30,796 with people employed in a wide array of occupations. Table 9 shows the occupation classification of primary trade area residents.

Table 9. Occupation Classification of Downtown Population over Age 16

Occupation Classification	Number of People	Percent of Total Population
Blue Collar	484	30.3%
White Collar	678	42.4%
Service and Farm	436	27.3%
Total	1,598	100%

Source: Claritas, 2005

Table 10 shows race classification and ethnicity for the primary trade area population. This population was estimated to be over 46% Hispanic or Latino in 2005, with over 27% of the total population speaking Spanish at home. This is an important market segment that could be served by Downtown businesses.

Table 10. Race and Ethnicity of the Downtown Population

Ethnicity	Number of People	Percent of Total Population
Hispanic or Latino	2,062	46.7%
Not Hispanic or Latino	2,354	53.3%
Race	Number of People	Percent of Total Population
White Alone	2,826	64%
Black or African American Alone	405	9.2%
American Indian and Alaska Native Alone	96	2.2%
Asian Alone	39	0.9%
Other Race Alone	846	19.2%
Two or More Races	204	4.6%
Total	4,416	100%

Source: Claritas, 2005

People in these neighborhoods would likely shop for necessity items such as groceries and convenience merchandise as well as other family related goods and services if they were conveniently located Downtown.

Generally, primary trade area residents also tend to visit professional services such as doctors, lawyers and accountants, use personal services such as dry cleaning, beauty parlors, shoe repair shops and day care and visit business services such as banks, loan companies and copy shops. Many of these services are already located Downtown, and by expanding the services aimed at this population, a higher percentage of their business could be easily captured.

Daytime workers are also an important segment of the primary trade area market. With City and County offices, banks, law offices and other businesses currently located in Downtown Clovis, daytime workers constitute a fairly large market. In fact, entire niche markets have been developed around this segment of the population. There are 3,842 total employees of various businesses located in the primary trade area, almost as many people as are residents in the area. The business types that employ the most people are retail, finance, service and government. Daytime workers patronize restaurants, retail and personal and business services that are convenient to their place of work.

B. Land Use & Zoning

1. Land Use Inventory

During 2004 and early 2005, Clovis Main Street conducted an inventory of properties and businesses within the MRA boundary. The general land uses in this downtown area, along with vacant properties, are shown in Figure 5. A listing of these properties is contained in Appendix A.

Some general land use characteristics are apparent within the MRA. Where there are concentrations of one type of land use, a sort of use district can be identified. Four such districts can be interpreted in the MRA.

- A Commercial District on Main Street between 1st Street and 7th Street houses a number of retail shops as well as 3 theaters. The buildings are predominantly 2-story, built on the zero lot line and with no set back beyond the sidewalk.
- There are two Government Districts (designated in blue), a city government area on N. Connelly Street and W. 4th Street and a county government area on Main Street between 7th Street and 9th Street.
- A Residential District along N. Mitchell, strongest between 9th Street and 13th Street, houses a number of offices as well as residences, but is dominated by detached homes in a residential pattern.
- Finally, there is a Railroad District south of 1st Street. Uses vary from a museum to railroad administration to warehouses and storage. Most of the land is currently owned by the BNSF Railroad.

2. Historic Properties Inventory

The land use inventory also included the building date of each property. In figure 6, properties over 50 years old, historic by broad definition, are indicated. However, no evaluation of present condition or integrity was conducted, so there has been no determination of historic quality. Further study will be necessary to distinguish those buildings with individual historic merits.

The types of historic buildings within the MRA follow current land use patterns. Within what has been described as the commercial district, historic buildings are generally used for their original purpose or they are vacant. The typical form is a turn of the century 2-story with a brick façade (although some have been re-surfaced) and store front windows. The second story, most likely originally used for living, is often vacant. This pattern is strongest between 2nd Street and 6th Street. The other type of historic building in this district is the theater. There are 3 classic theaters, the Mesa, the Lyceum and the State. All seem to have original facades and signage and have relatively intact interiors as well.

The government districts are generally not composed of historic buildings except for the County Courthouse itself, built in the 1930's and renovated multiple times.

Figure 5. Land Use within the MRA

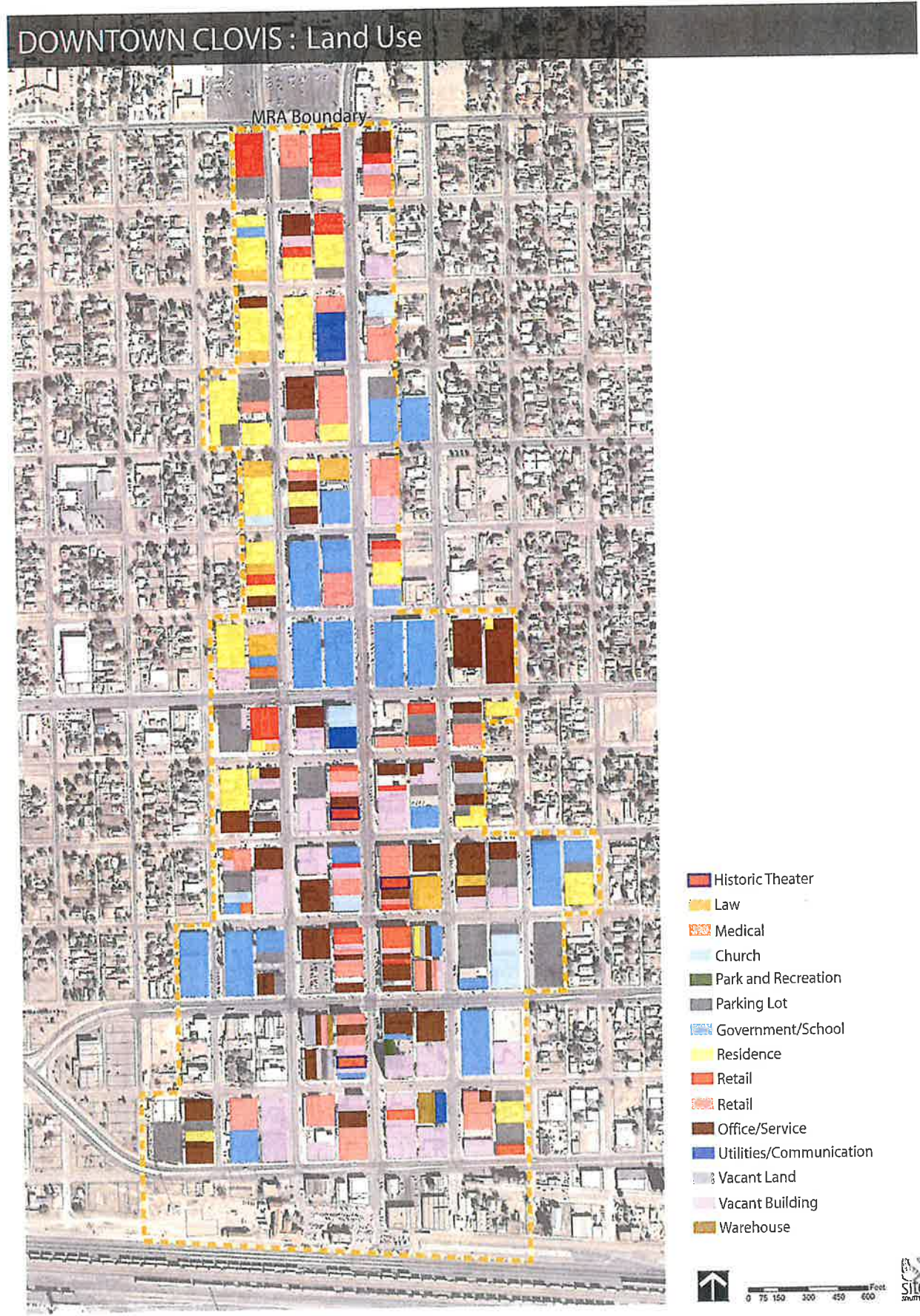


Figure 6. Districts within the MRA

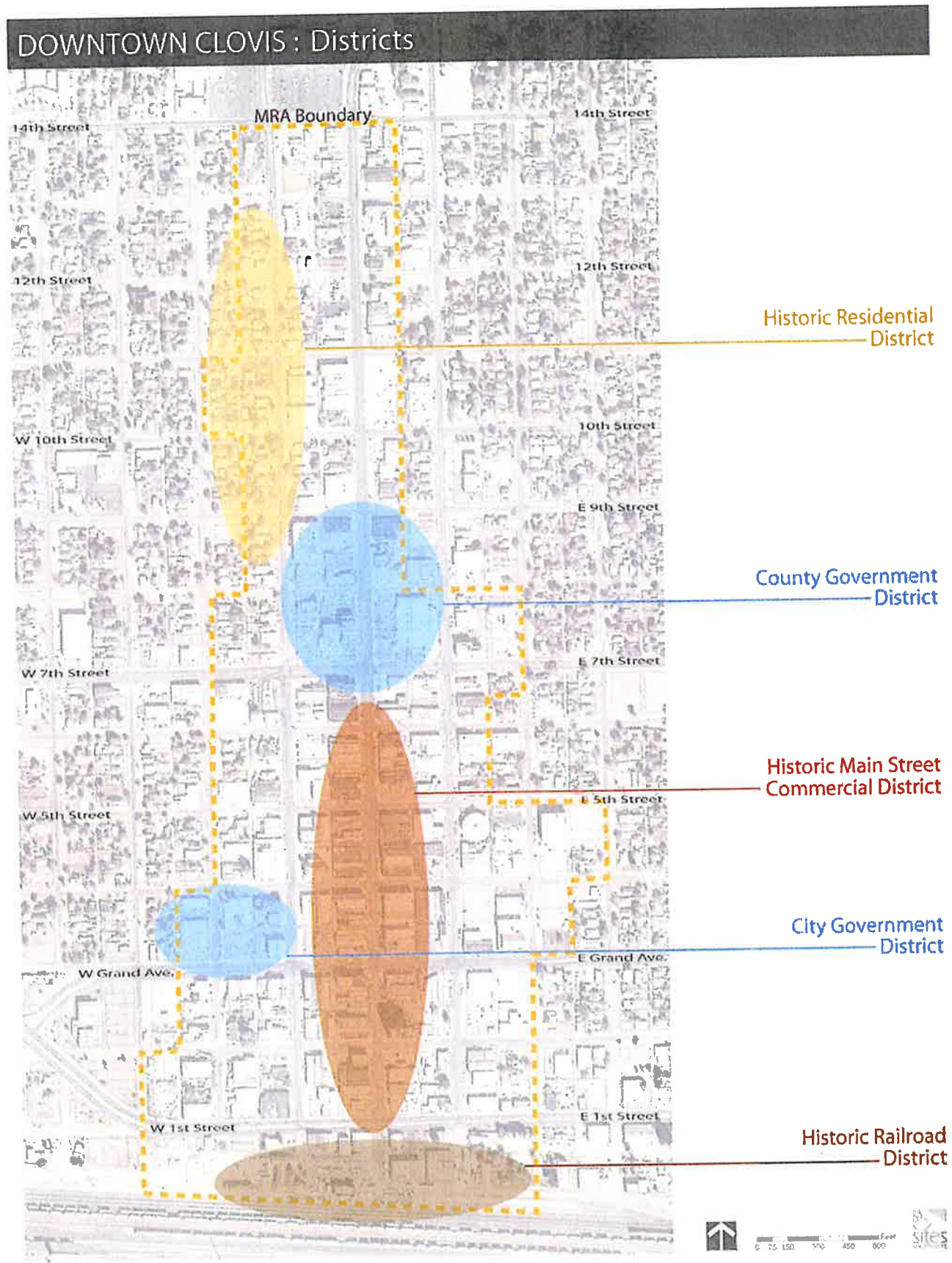
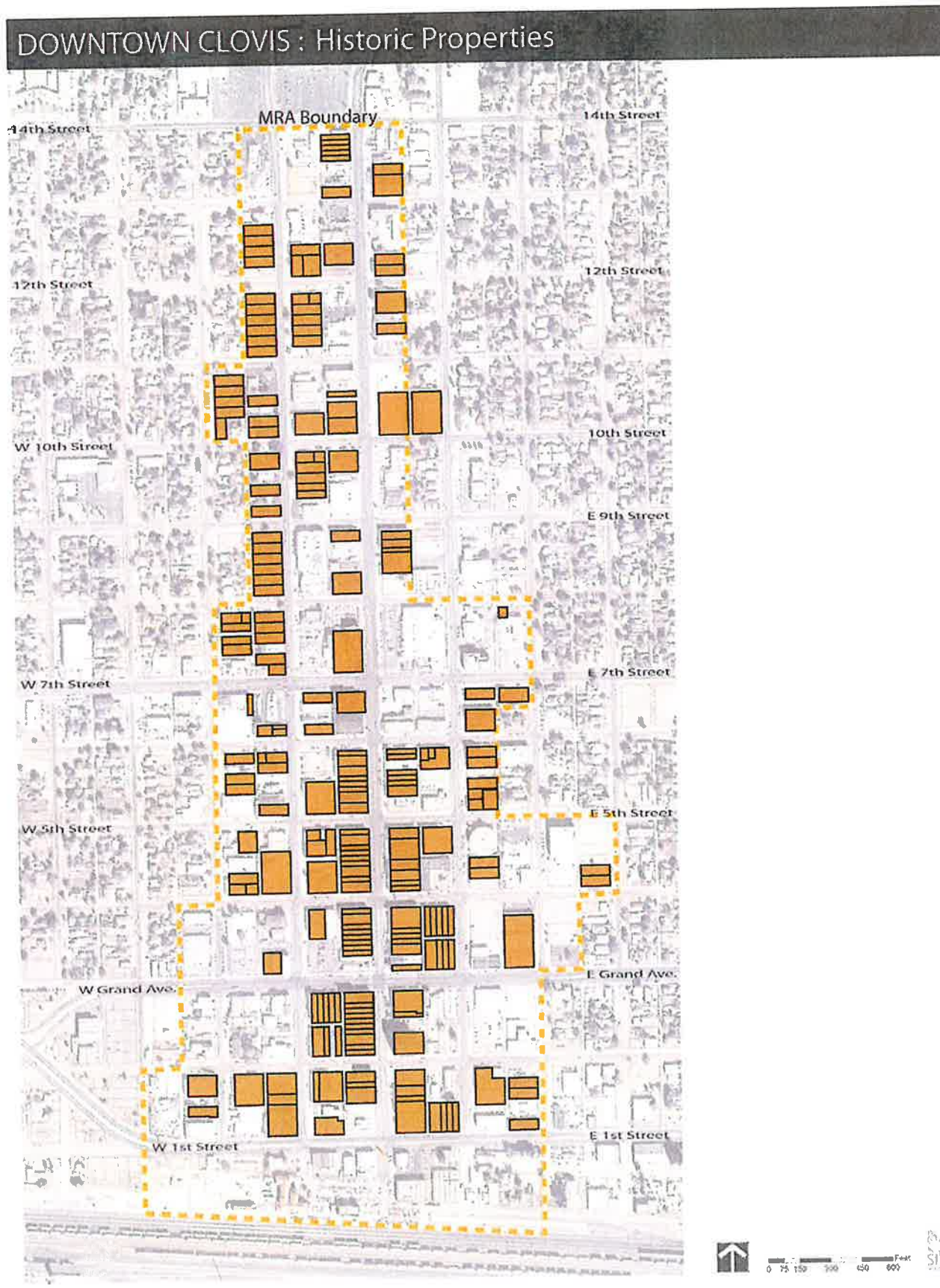


Figure 7. Historic Properties within the MRA



In the residential district, historic buildings are detached homes. Their current uses are mixed, with some residential and some converted to offices. Many are Bungalow style homes with 1-1 1/2 stories, a front porch and low-pitched roof. The current condition of the structures varies greatly. Those used as offices are generally in better condition than those used as residences. The pattern is strongest on the west side of N. Mitchell Street between 7th Street and 13th Street.

The railroad district has the best documented historic buildings. More information can be found in the "Clovis Harvey House & Railroad District Background and Case Study" created by Erick J. Aune for Clovis MainStreet. The 3 most important structures are probably:

- the Depot, built in 1907 and currently the Clovis Depot Model Train Museum
- the Harvey House, built in 1908 and currently used as storage for BNSF
- the General Office Building, built in 1920 and still used for BNSF offices

In addition, the old creamery, the credit union and a few warehouses are historic buildings with varied degrees of historic value. They should be further evaluated.

3. Zoning

The City of Clovis has established zoning designations and zoning code. Figure 8 shows the zoning designations within the MRA as well as in the surrounding areas. Select sections of this code can be found in Appendix B. The complete Clovis zoning code text is available on the City of Clovis Web Site:
<http://www.cityofclovis.org/citycode/index.htm>.

Within the MRA, the zoning designation is (UD) Urban Development. The intent of this designation is to encourage a truly urban mixed-use area that acts as central business and focal area for the city. A wide range of uses are permitted, including residential development. However, mobile home and cluster developments are not permitted. Neither are agricultural uses, domestic animals, adult entertainment, cottage industry or most other industrial uses.

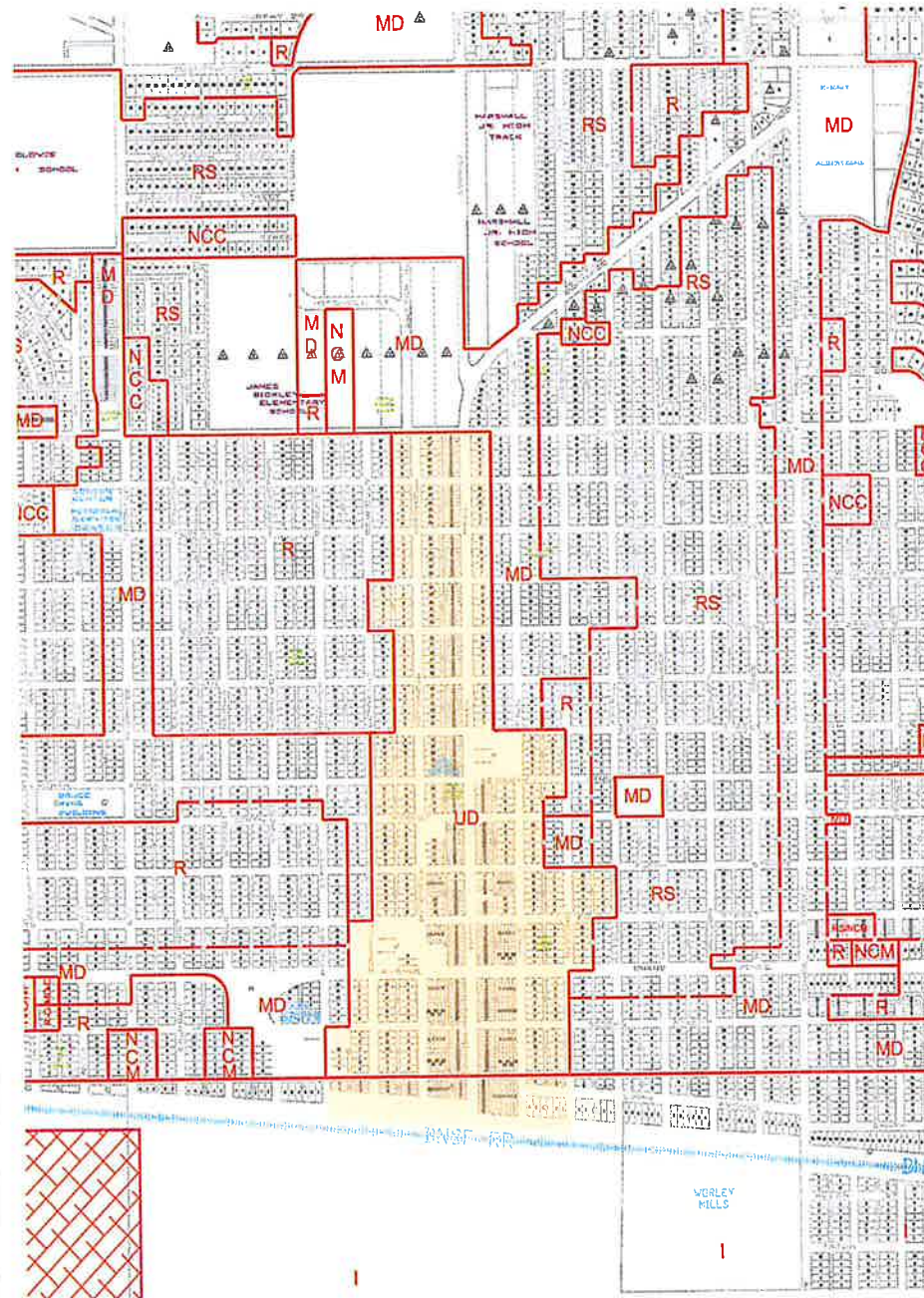
Some uses are subject to a limited review permit process. In this category, the most pertinent to Downtown revitalization are restaurants with liquor, any other liquor service or sales and special events. The criteria for liquor sales are unclear in the zoning code. This will need to be clarified and possibly amended to support future restaurant and entertainment activity Downtown. For special events, the permits are limited to events occurring 4 times per year or less, lasting fewer than 14 days with appropriate police, sanitary provisions, electrical facilities, noise levels and post event site restoration.

Off street parking requirements vary with specific uses. The requirement for general commercial retail, the most pertinent use for this report, is 4 spaces per 1000 square feet of floor area. Height requirements also vary with use. However, maximum height for commercial buildings is 50 feet, for office buildings is 120 feet and for apartment buildings is 35-80 feet. Setbacks are not required within this zoning designation except for with single-family detached units, in which case they are 25 feet.

The zoning designations surrounding the MRA are (R) Residential, (RS) Residential Single Family District, (MD) Mixed Development District and (I) Industrial District. Basic descriptions of these designations are as follows:

- The (R) Residential designation encourages all types of residential development in a mixed pattern, except mobile homes which are not permitted. It limits all non-residential uses.
- (RS) Residential Single Family Districts are intended to create suburban neighborhoods, generally in newer areas. Multi-family units are not permitted. Quality open space development is encouraged.
- (MD) Mixed Development Districts are intended as mixed-use areas permitting a full range of commercial and service uses as well as some lighter or small-scale industrial uses. Residential uses are also permitted. This designation differs from the (UD) designation in that it does not encourage the intensity. Allowable uses are basically the same, but setbacks, building heights and densities differ.
- The (I) Industrial District designation, which includes the BNSF Railroad properties within the MRA, is almost exclusively for industrial uses. Some limited commercial uses exhibiting industrial characteristics or located on a major arterial are permitted. As properties in the MRA are located along US 60 (1st Street), the proposed developments should not be a problem. Also, the area permits home businesses that involve high intensity activities inconsistent with either the MD district or any residential districts.

Figure 8. Clovis Zoning Map



- MRA
- City of Clovis
 Zoning District Map
 Revised 05/01/2003
 Map Drawn by T. Lyman Curry County Assessor's Office
- (RA) Ranchette District
 - (MD) Mixed Development District
 - (NC) Neighborhood Conservation District
 - (NCM) Neighborhood Conservation Mobile Home District
 - (NCMP) Neighborhood Conservation Mobile Home Park District
 - (NCL) Neighborhood Conservation Livestock District
 - (NCC) Neighborhood Conservation Carport District
 - (I) Industrial District
 - (R) Residential District
 - (RS) Residential Single Family District
 - (UD) Urban Development
 - (PRO) Planned Redevelopment Overlay District

C. Physical Constraints & Opportunities

1. Existing Conditions Assessment

In 2004, Sites Southwest prepared the "Downtown Clovis Metropolitan Redevelopment Area Designation Report," leading to the MRA designation and the current report. An 'Existing Conditions Assessment' was part of this document and is included here.

Physical Conditions

Commercial land in the downtown is generally bordered by Connelly Street on the west from First Street to Fourth Street, then east to Mitchell and north to Fourteenth Street. Fourteenth Street is the northern boundary of downtown commercial land; Pile Street forms the western boundary; and First Street is the southern boundary of the commercial area.

South of First Street are industrial uses along the Santa Fe Railroad tracks. Additional light industrial uses are located south of the Municipal Complex along Connelly.

The downtown is bordered on three sides by residential neighborhoods, which are predominantly single family homes on small lots. Multifamily residential units are scattered throughout.

Major public buildings in downtown include the Municipal Complex, City Police and Fire Departments, the Municipal Court, the Curry County Courthouse, the Adult Detention Center, the Federal building, the Public Library, and School Administration Headquarters.

Main Street through Downtown is predominantly occupied by offices and retail businesses. However a number of buildings within the downtown area are vacant or underutilized. This has resulted in a number of vacant and deteriorating structures. These conditions impair the sound growth and economic health and well-being of the downtown area. The poor condition of Clovis' downtown has a detrimental effect on the economic health and sound growth of the City and its surrounding region.

Building Conditions

Some of the buildings in downtown date to the early 1900's and are important reminders of Clovis' history. Older buildings range from good condition to deteriorating and dilapidated. New construction tends to be public buildings.

Functional obsolescence is a problem noted in the Comprehensive Plan and in a visual survey of downtown. Lack of parking, unattractive appearance and a lack of amenities within the building were identified as problems with obsolescent buildings. Lack of landscaping, poorly maintained sidewalks and parking lots and boarded facades are examples of the general deteriorated conditions.

Deteriorating structures are located throughout the downtown. Most are vacant, but some occupied buildings are in need of maintenance and minor repairs. The

combination of poor structural conditions, lack of amenities, poor parking and traffic circulation, poor pedestrian circulation and poor visual appearance were identified as factors affecting the decline of the entire downtown.

Vacant and Underutilized Properties

A significant number of commercial businesses in downtown have closed or significantly reduced their operations in the downtown. This has resulted in vacant commercial structures that contribute to the deteriorated appearance of parts of downtown Clovis.

In addition to vacant buildings are a number of underutilized buildings. For example, buildings that formerly housed offices or retail businesses are now being used for storage. These buildings do not contribute to downtown activity, and often buildings are being allowed to deteriorate, possibly because storage does not generate adequate income to maintain the property. Although there are vacant properties throughout the downtown, there is a particularly high concentration of them south of 7th Street.

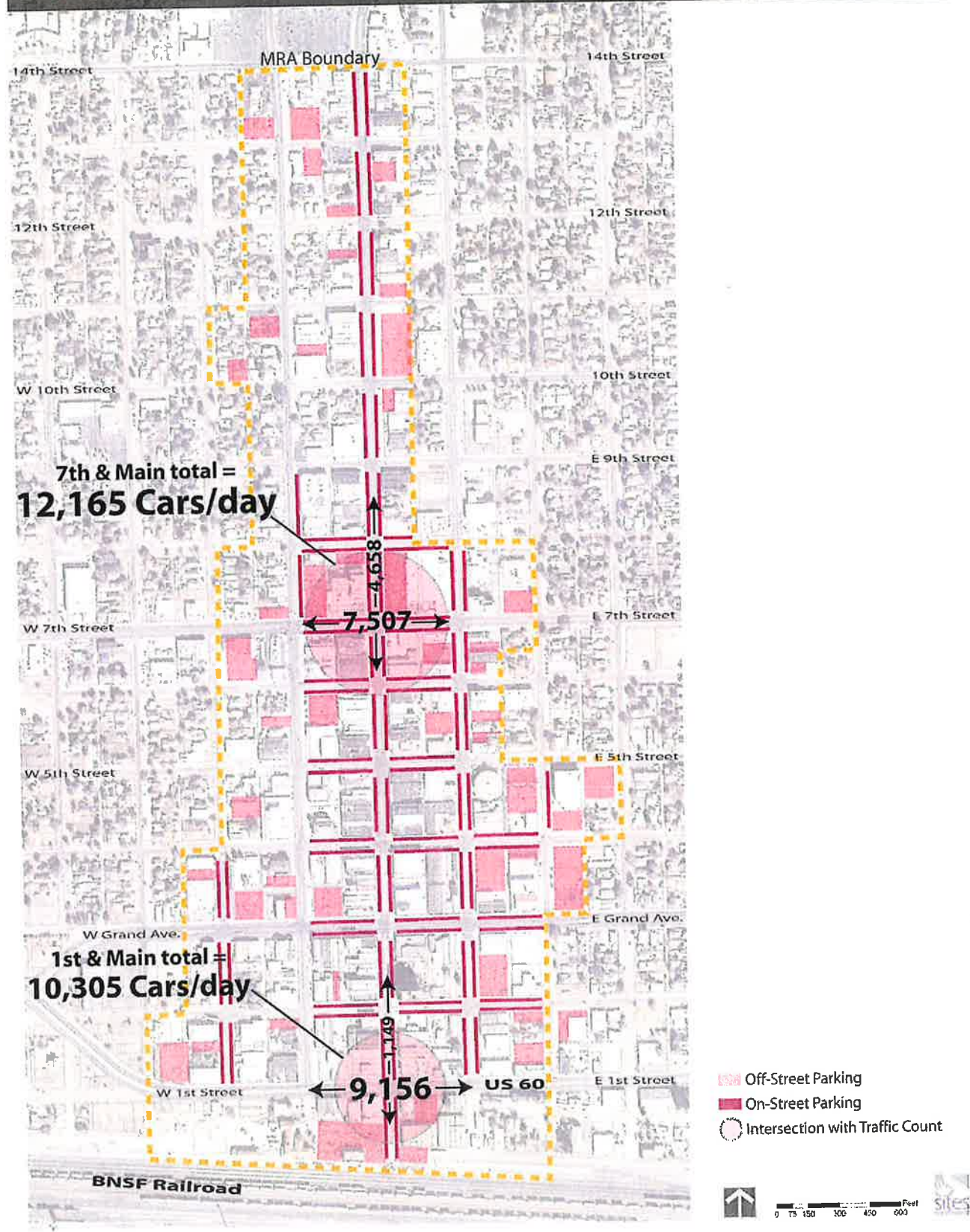
2. Streets, Transit and Parking

Figure 9 shows traffic and parking information. This survey of existing parking is an initial one, neither comprehensive nor verified. It demonstrates very well however, the abundance of both off-street and on-street parking in the Downtown area. The entire length of Main Street within the MRA has on-street parking, parallel north of 6th Street and angled south of 6th Street. There are two city owned parking lots and many other private parking lots. All parking at present seems to be free and far from capacity.

Traffic counts show that the majority of cars are passing through Downtown in an east/west direction, 9,156 on 1st Street and 7,507 on 7th Street. The number of cars traveling through these intersections in a north/south direction is quite low, 1,149 at 1st Street and 4,658 at 7th Street.

Figure 9. Clovis Streets, Transit & Parking

DOWNTOWN CLOVIS : Streets, Transit & Parking



3. Utilities

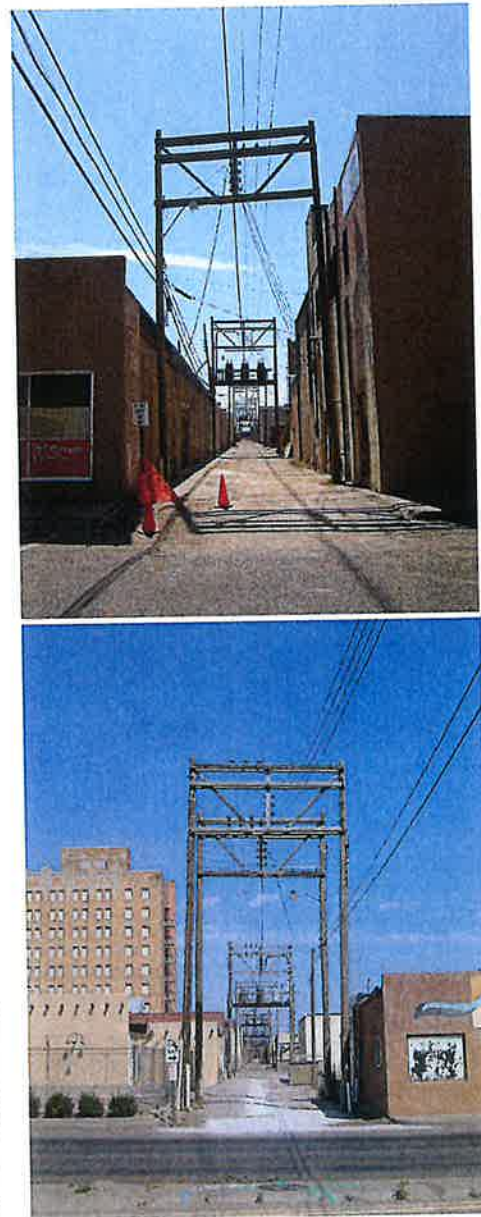
Figure 10 shows the sanitary sewer system in the Downtown area. Other utilities follow approximately the same pattern, traveling along the alleys. This standard route is altered in the blocks around the County Courthouse and the Library. Water lines, for example, jog onto Mitchell Street north of 7th Street. A list of sources for exact locations is listed in Appendix C.

This system of a utility corridor concentrated in alleys is straightforward and efficient. Any construction is simplified as there is little danger of encountering utility lines outside of the corridor and new service is easy to add. Unsightly power lines are kept off main streets and maintenance is easily performed out of traffic's way. The structure of the utility system in the Downtown area is an asset to revitalization efforts.

Figure 10. Sanitary Sewer



Figure 11. Utility Corridor



IV. VISION, GOALS & OBJECTIVES

A. Existing Visions, Goals & Objectives

There are various plans and documents created by the City of Clovis, Clovis MainStreet and the University of New Mexico that address vision, goals and objectives for Downtown Clovis. Included in this document are:

- ***The Clovis MainStreet Action Plan 2005:***
Clovis MainStreet worked with the community, involving merchants, property owners, bankers, civic groups and city government, to compile a set of goals for the Downtown area that came together as the “Clovis MainStreet Action Plan 2005.” The goals and objectives set forth, with the primary mission of enhancing all aspects of the Downtown district, are summarized in Appendix D. The complete document is available from the Clovis MainStreet office.
- ***The City of Clovis Comprehensive Plan:***
The Central Business Plan section of this document can be found in Appendix E.
- ***Public Workshops:***
Community input was gathered during a series of stakeholder meetings and a community meeting held in Clovis on September 27th and 28th, 2005 by Sites Southwest. Detailed documentation of these meetings can be found in Appendix F.
- ***University of New Mexico DPAC Studio:***
The University of New Mexico’s School of Architecture and Planning has a program, the Design and Planning Assistance Center (DPAC), which focuses a semester of student work on a design or planning issue in a New Mexico community. In spring 2003, DPAC students and their faculty advisor, Mark Childs, worked in Downtown Clovis. A variety of design ideas were developed. Two of the most pertinent are shown in section VI of this report.

B. A New Community Vision

A new community vision with a supporting set of goals and objectives has been compiled by combining information from existing documents with community input.

1. The Vision for Downtown

The community of Clovis has a clear idea of the kind of Downtown they would like. ***Their overall vision is to have a Regional Downtown that builds on a unique, historic and comfortable environment and becomes a Focal Point in Clovis and in the region.*** Slogans such as “Life Slowed Down” and “Some Enchanted Evening” start to capture the mood the community envisions for Downtown. People imagine a pleasant stroll, a charming night out, a Downtown like they used to have. More than anything, they want Downtown to become a *Place People Want to Be*.

2. Goals & Objectives

The goals and objectives described here are aimed specifically at the City of Clovis. They attempt to describe what the city can feasibly do to move closer to realizing the community vision for Downtown. Specific strategies are outlined in the follow sections of this report.

District Development Goal: Reinforce the existing pattern of use districts: railroad, government, commercial and residential

- Objective 1: Maintain government functions Downtown
 - If the County needs to expand, help them relocate in the Government District (Main Street between 7th and 10th Streets)
 - If the City needs to expand, relocate in the same Government District
- Objective 2: Encourage retail development to cluster where it is already strongest (Main Street between 1st and 7th Streets)
- Objective 3: Encourage a multi-modal transportation center in the railroad district by developing a commuter rail to Portales and locating the new bus transit center here as well

Community Theme Goal: Use community themes to inform development efforts

- Objective 1: Reflect the agricultural traditions and roles in the community
- Objective 2: Visually communicate the vibrancy of the community
- Objective 3: Respect important historic themes, eras, people and events

Economics Goal: Increase the economic vitality of the MRA

- Objective 1: Use publicly owned properties and public investment to attract private investment to key opportunity sites within the MRA
- Objective 3: Increase the number of jobs Downtown
- Objective 4: Work with Clovis MainStreet, the Small Business Development Center, Clovis Community College, Clovis Industrial Development Commission and the Chamber of Commerce to create incentives to retain existing businesses and attract desirable new businesses
- Objective 5: Work with Clovis MainStreet, the Small Business Development Center, Clovis Community College, Clovis Industrial Development Commission and the Chamber of Commerce to determine appropriate niche markets specific to Downtown and help foster them
- Objective 6: Work with Clovis MainStreet on Downtown marketing, promotional campaigns and public relations efforts to support new and existing Downtown businesses
- Objective 7: Work with Clovis MainStreet and the Chamber of Commerce to develop business strategies for new and existing Downtown businesses, such as corresponding hours of operation and joint marketing
- Objective 8: Work with Clovis MainStreet and the Clovis Community College theater department to encourage and support arts and entertainment Downtown such as: arts festivals, special events, theater, performances and concerts

Design Goal: Improve the overall appearance of the MRA

- Objective 1: Make streetscape and other physical improvements in the public right-of-way, including prominent gateways into Downtown

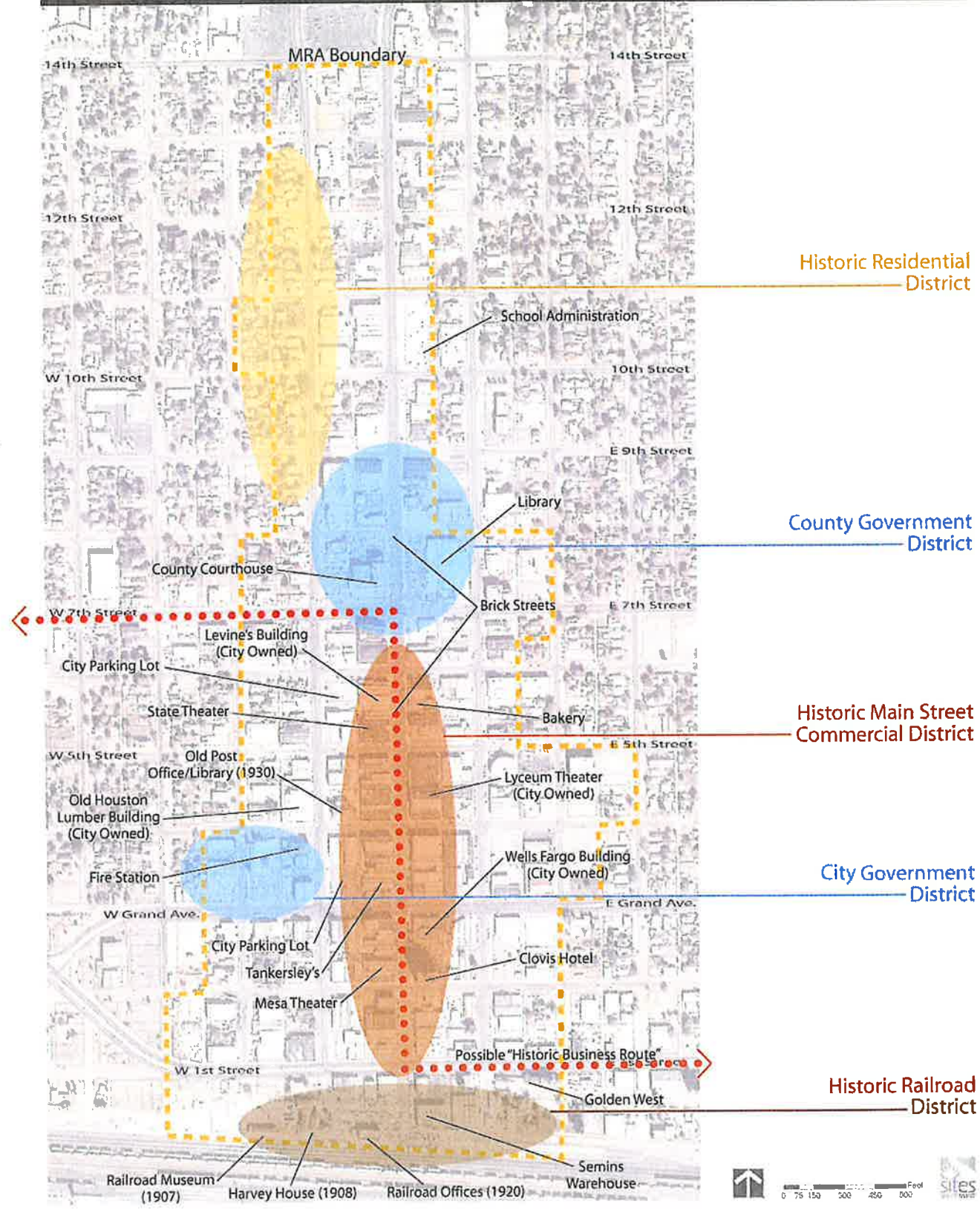
- Objective 2: Encourage private property owners to maintain and improve the condition and appearance of their properties
- Objective 3: Improve and maintain the historic character of special places and districts within the MRA, see Figure 12
- Objective 4: Create a set of design guidelines to promote quality rehabilitation and building Downtown.
- Objective 5: Develop a city maintenance program to regularly maintain:
 - Streetscape planting and hardscape
 - Weeds and litter
 - Other public open space
- Objective 6: Create an open space plan; including a bike and pedestrian route/trail system
- Objective 7: Create a public art plan

Housing Goal: Improve the quality of housing within the MRA and in neighborhoods adjacent to the MRA

- Objective 1: Utilize existing housing programs administered by the Eastern Plains Council of Governments to rehabilitate existing homes and build new mixed income housing
- Objective 2: Attract private investment in new and rehabilitated housing to Downtown and its surrounding neighborhoods
- Objective 3: Market Downtown housing to young families as an affordable location with potential to increase the value of their investment through home renovation
- Objective 4: Work to create clean, safe and attractive residential environments to attract and retain Downtown residents. This includes:
 - Code enforcement
 - Crime prevention
 - Quality schools

Figure 12. Districts and Special Places

DOWNTOWN CLOVIS : Districts & Special Places



C. Market Positioning for the Future

Clovis' Downtown is no longer the primary provider of goods and services to the urban area. That function has relocated to newer outlying developments. The cycle of disinvestment, with declining rents leaving property owners with less money to invest in their businesses, physical decline, and even more difficulty attracting new businesses, has been repeated across America's urban landscapes. The need for downtowns to reposition themselves and create new identities to compete in their local markets is crucial to their survival.

Downtown's existing businesses and institutions, the strengths identified through community discussions and meetings, and existing buildings provide the seeds of economic revitalization. New market opportunities will point to new uses for existing buildings, public investment that reinforces positive change, and appropriate strategies to bring about the desired future Downtown.

Over the past 30 years, the role of Downtown Clovis has evolved from the retail commercial center of the city to a government and banking center, with the major businesses being City and County offices, banks, law offices and a few strong retail destinations. Many historic structures sit vacant or are used as storage. However, there are vital services and functioning historic theaters drawing people downtown.

The vision for Downtown as expressed by the community is to have a regional Downtown with specialty retail and entertainment. Creating this identity is a viable economic choice that can contribute to the region's economy and to the revitalization of Downtown. Clovis will need to position itself within the regional market area to fill the desired niche markets.

1. Successful Downtown Revitalization/Lessons Learned

Literature describing successful downtown revitalization efforts mentions a number of issues that Clovis should keep in mind as it formulates its approach to Downtown redevelopment.

- If property owners invest too much money in physical improvements before small businesses have been strengthened, rent will increase beyond the ability of merchants to pay them. A successful strategy will balance real estate and business development, gradually accelerating the pace as the district's market improves.
- A deteriorated downtown is not likely to transform overnight. A successful strategy will help businesses that already have a foothold in Downtown to expand and become more successful. In the beginning this could be more important as an economic foundation for Downtown than recruiting new businesses.
- Emphasis on specific niches, or types of economic specialization, allows Downtown to focus on part of a market and enables it to be unique with little or no competition; multiple niches bring more people and enable multipurpose visits. Niche markets already in place include Downtown workers, Downtown businesses, the historic theaters and museums, and the concentrations of government activity and banking.
- Dominance in a specific niche is easiest to achieve from the perspective of both business recruitment and attracting more customers when the Downtown already has a cluster of businesses that operate in the same retail function and are strong or capable of being strong. Organization and

cooperation among the businesses in a cluster, including joint promotions, advertising or business recruitment makes the cluster stronger and more competitive than they are on their own.

- Ideal niches provide growth potential and the opportunity for Downtown to dominate in a particular market.

2. Retail, Arts, Entertainment & Culture Niches

There are various strategies for developing Downtown retail and entertainment niches. Whatever strategies are chosen, it is important to start with existing healthy businesses.

Existing clothing and shoe stores provide options not available at the mall and even draw customers from as far as Amarillo and Lubbock. Retail that complements these stores but does not present direct competition should be encouraged. Other specialty retail, such as used book stores and small markets or convenience stores, is desired by the community and would serve Downtown office workers as well as destination shoppers.

Different communities have encouraged a wide variety of niches. A few relevant examples are:

- **Antiques and Home Furnishings:** A concentration of antique stores and dealers can create a niche of its own. Just such a niche has proved very successful in many small towns across the country, including Waynesville and Lebanon, OH. Clovis already has a number of antique stores Downtown. Combined with the existing furniture stores, the beginnings of a strong home furnishings niche is well on the way.
- **Ethnic markets.** Downtowns are increasingly recognizing the tremendous retail demand created by inner-city consumers. Successful retailers in these communities cater specifically to the consumer preferences among and within specific ethnic groups in the neighborhoods surrounding Downtown. Clovis and the surrounding region have a large Hispanic and Latino population, a potential niche market for Downtown.
- **Services to Retirees:** The retirement age population is growing nationally. Some communities have specific strategies to attract retirees to their communities and to downtown. Retirees can be an especially profitable population. In fact, one study estimated that in terms of economic impact, each retiree was worth about 3.7 factory jobs. Clovis, with its comfortable climate and pleasant environment is already experiencing a flux of retirees. Service businesses such as restaurants and salons play a key role in this niche.
- **Tourism:** Tourism has become a key strategy of communities of all sizes and in all parts of the U.S. Clovis has tourist activity because of its history and location. A renovated Downtown could increase the variety of experiences for visitors to Clovis. Tourists can expand the market for other niches, such as arts and crafts, entertainment and restaurants.
- **Arts and Crafts:** Eureka, CA Cultural Arts District. Eureka's Morris Graves Museum of Art, located in a restored Carnegie Library building, anchors Eureka's growing Cultural Arts District. Eureka has implemented a "phantom galleries" program in the cultural arts district. "Phantom galleries" are a part of

an economic development plan to turn empty storefronts into vibrant and interesting galleries that can introduce artists to the general public. Through this program, temporary art exhibits are placed in vacant storefronts. "Phantom galleries" also exist in Sacramento, San Jose and other northern California cities. This approach could be used in the Clovis Downtown to enliven building fronts along the mall where buildings are vacant or where businesses do not have storefronts until permanent galleries occupy Downtown buildings.

- Arts and Entertainment: In 1996, the City of Providence, Rhode Island established income tax and sales tax exemptions for artists living in its arts and entertainment district. Clovis has three historical theaters and a rich musical history on which to build an arts and entertainment niche. The efforts currently underway by the Clovis Community College in the Mesa Theater to develop performing arts are a major step in the right direction.
- Restaurant Niche. A restaurant business cluster would include a variety of full-service and limited service restaurants, coffee shops, ice cream and other dining establishments. This niche would be complementary to both the daytime business activity in Downtown and a cluster of nighttime entertainment venues. Currently, there are a few restaurants serving lunch, but hardly any serving dinner. Dinner establishments, as well as coffee shops, would reinforce the arts and entertainment niche.
- Office Worker Retail. Published studies of this niche indicate that most downtown workers are clerical workers with modest incomes. The most frequent downtown purchases are food, greeting cards, books, tapes, CDs and the like. Examples of stores that would cater to this market for convenient lunchtime purchases are sandwich shops, card and gift stores and book stores.

V. IDENTIFYING OPPORTUNITIES & PROJECTS

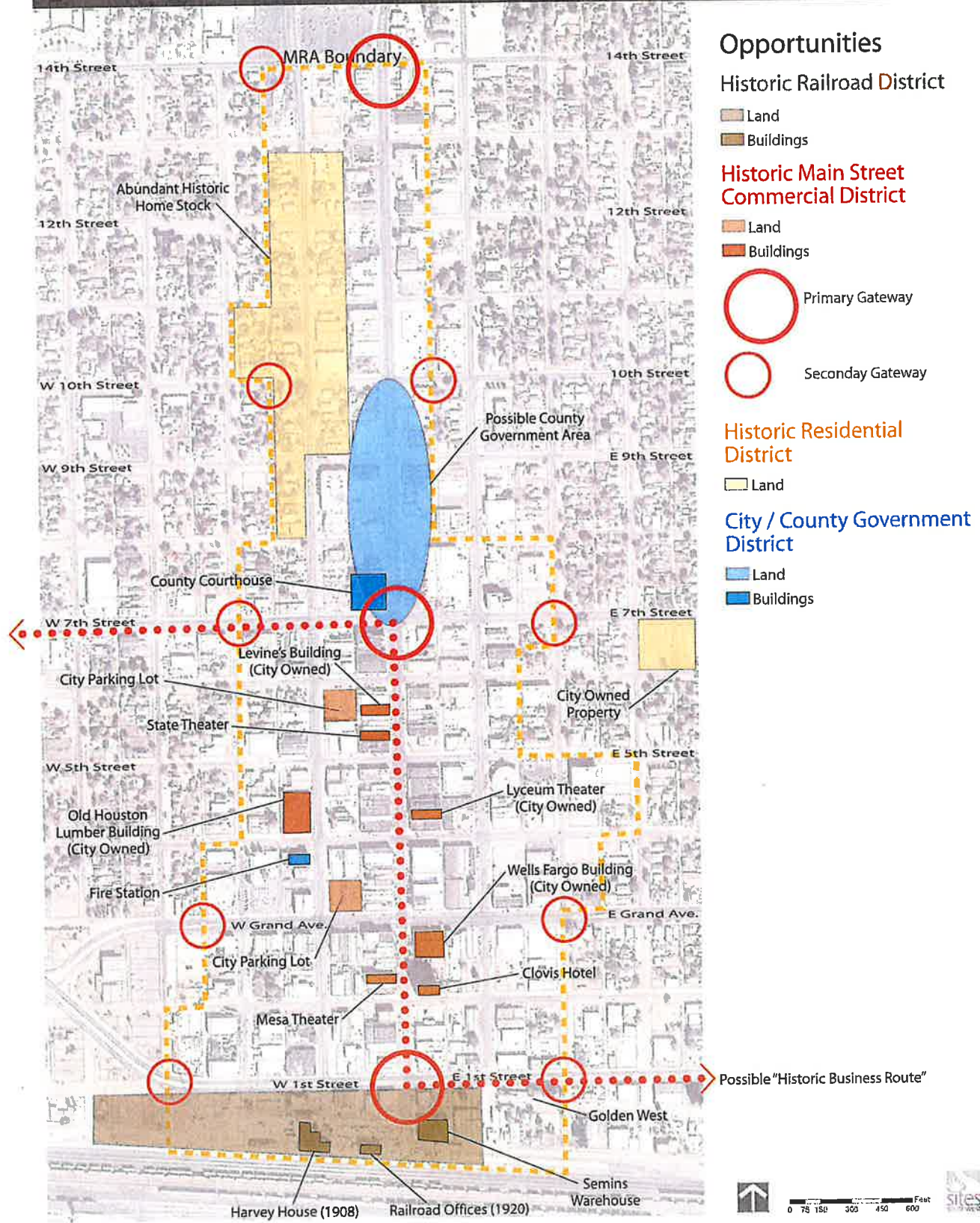
A. Identified Opportunities

The noted buildings and lands on the map in Figure 13 present a variety of opportunities that could enhance or help revitalize Downtown Clovis. Opportunities shown here suggest a range of options from historic designation to new building construction. A number of different strategies are given for each district.

From this broad list, the most feasible and most beneficial projects will be determined. This select list will then be described in detail in the next section of this report.

Figure 13. Opportunity Sites

DOWNTOWN CLOVIS : Opportunity Sites



1. Historic Railroad District

Figure 14. Railroad District Pictures (view from Clovis Hotel, crossing sign, Harvey House, Depot Museum)



- Railroad District Revitalization Plan:** The Historic Railroad District presents some exciting opportunities for Downtown Clovis. The historic buildings, the Harvey House, the Depot, the Railroad Offices and some of the warehouse buildings, are precious resources and could be redeveloped as amenities for residents and attractions for tourists. The existing Railroad Museum is well situated for this type of development. BNSF Railroad Company has expressed willingness to negotiate with the city on the sale of their lands adjacent to Downtown. The plan (see Figures 15-17) proposed in the Railroad District Revitalization Study is suggested here as the starting point for these developments. The full report it is available from the City of Clovis. It includes a proposed Farmer's Market, new uses for various buildings and a parking plan.
- Transit Hub:** Another exciting opportunity is the idea of locating the City's transit hub in this district. There has been discussion of locating a new bus transit building on 7th Street and Axtell Street on a piece of city owned property. This location, however, is outside of Downtown in a residential neighborhood better suited to another use, a park for example. In addition, a commuter line between Portales and Clovis to accommodate employees of the cheese plant located between the two cities is a possibility. A transit hub located in the Railroad District could accommodate existing and future bus service in Clovis as well as provide a location for a commuter line station. The hub would link the future rail and bus in a convenient Downtown location, complementing and enhancing Downtown development.

Figure 15. Railroad Development Plan

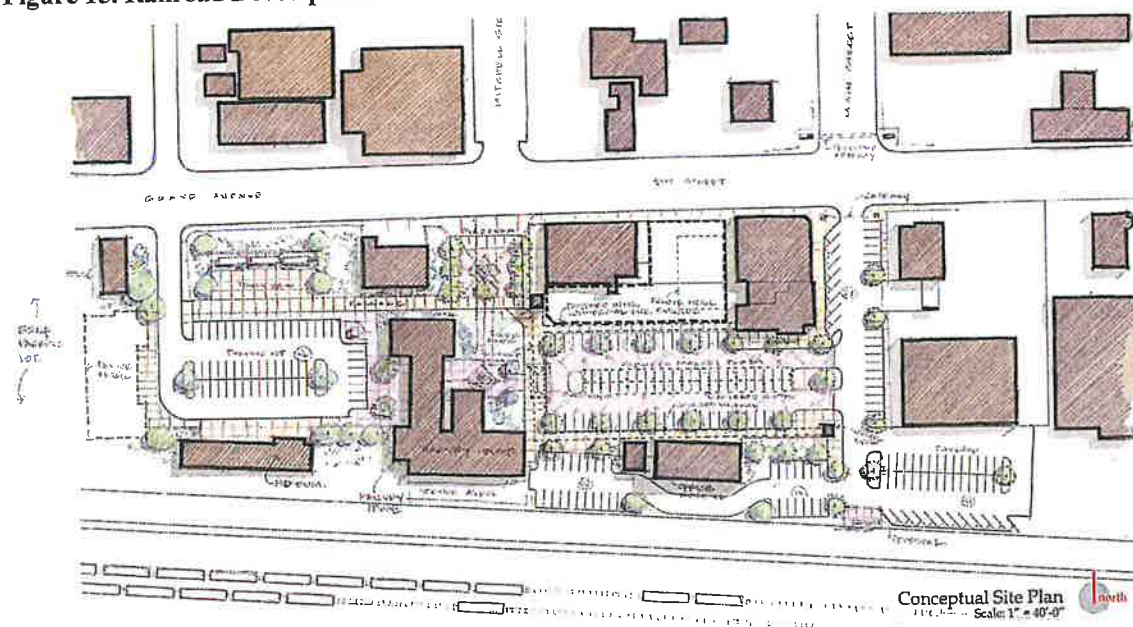
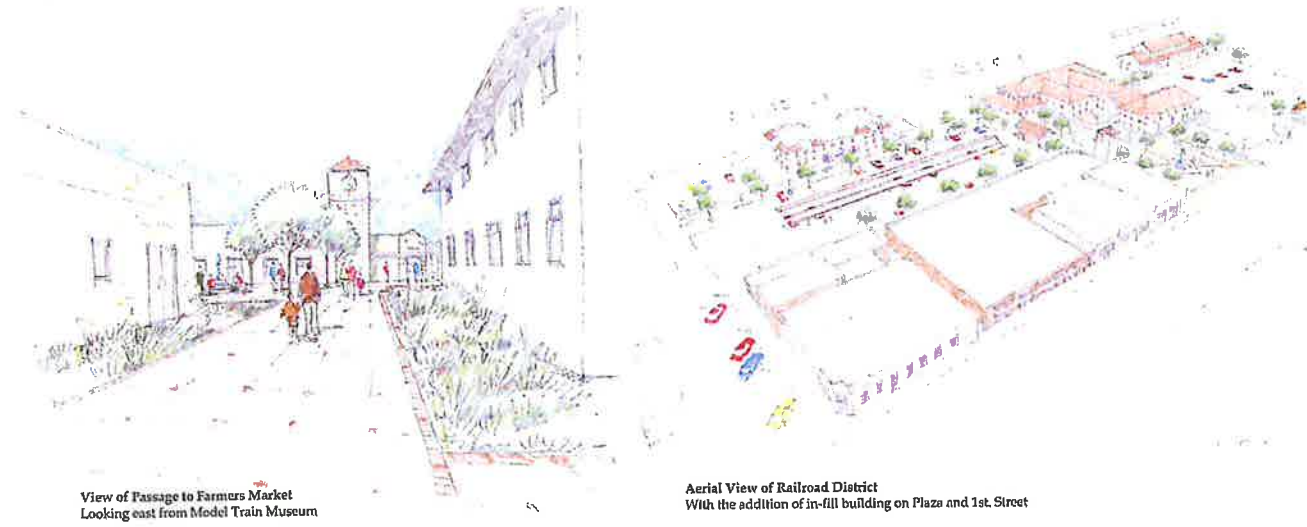


Figure 16. Railroad Development Plan



 Mainstreet Clovis
Railroad District Revitalization Study
Clovis, NM

In part, funded through the Friends of New Mexico Mainstreet and the McCune Charitable Foundation

Figure 17. Railroad Development Plan



 Mainstreet Clovis
Railroad District Revitalization Study
Clovis, NM

In part, funded through the Friends of New Mexico Mainstreet and the McCune Charitable Foundation

2. Historic Main Street Commercial District

Historic Main Street is the heart of Downtown commercial activity. It is also home to many wonderful historic commercial buildings. This combination is a key resource that will be a major component of a vibrant Downtown.

Figure 18. Main Street Photographs



Figure 19. Historic Theater Photographs



- **Streetscape Plan:** A streetscape plan for Main Street between 1st and 7th Street is currently underway. These landscape improvements (see Figure 20), when installed, will unify the Historic Commercial District, creating a sense of arrival and a sense of place. They will also create a safer pedestrian environment. In addition, the visual improvements to the corridor should increase property values and encourage property owners to improve their facades. Together, these benefits will enhance the area as a unique shopping and business district.
- **Design Guidelines:** Design guidelines could also encourage façade improvements along Main Street. These guidelines could ensure that the integrity of historic buildings is maintained and in some cases improved.
- **Zoning Adjustments:** In some cases, specific zoning ordinances will need to be amended to foster the desired redevelopment. For example, for Downtown to become an evening destination, an array of activities and events have to be present. Restaurants are an important part of the mix. Many Downtown locations are, according to current zoning code, too close to a church to serve alcohol. This could seriously impact a new restaurant's potential for success and limit the success of an evening activity strategy.

Figure 20. Streetscape Plan

Streetscape Design - Conceptual Master Plan

Set along the axis of Main Street and framed by a archway or welcoming signage, "gateway" areas anchored by focal points such as sculpture, fountains, or even a decorative town clock could define the boundaries of the downtown core. These gateway areas can be accented with planting, lighting, and specialty paving.

In a similar manner, intersections along Main Street can be emphasized and enhanced with pedestrian scale lighting and specialty paving

Street trees & pedestrian scale lampposts line sidewalks

Site furnishings such as benches, trash receptacles, and flower-filled planters placed in clustered "nodes" along the sidewalks emphasize the pedestrian-friendly character of Clovis and Main Street

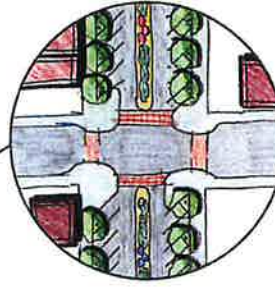
Parking spaces set at a thirty degree angle and fronted by large planted islands

Wide medians with shade trees and accent trees & plantings

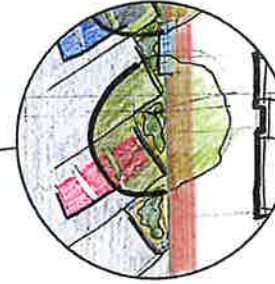
Narrow drive lanes slow traffic through pedestrian oriented streetscape

Gateway area with focal point along Main Street axis, accent plantings, and welcoming/directional signage

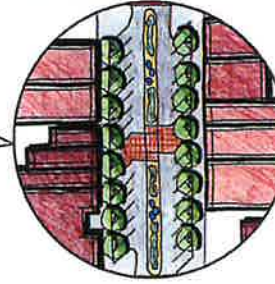
Specialty paving at crosswalks emphasize pedestrian use



Angled parking spaces allow for large planting islands between parking spaces & sidewalk



Specialty paving at mid-block crosswalks increases visibility of pedestrian zones



Detailed views of gateway areas

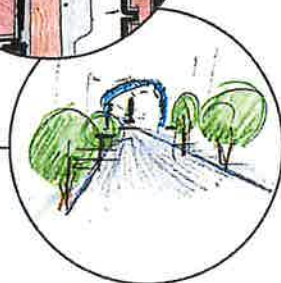
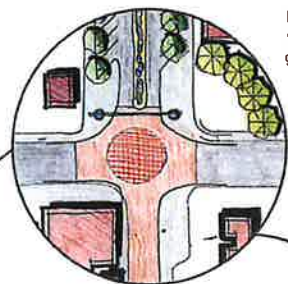


Figure 21. Possible Building Redevelopment Photographs (Clovis Hotel, Old Houston Lumber)



- **Individual Properties:** There are a number of properties in the Historic Main Street Commercial District that present development opportunities that could contribute to Downtown's revitalization. These are shown on the opportunities map, figure 12. There are several strategies that could be used to accomplish specific goals, such as public/private partnerships with interested developers. A few of these individual properties will be evaluated in the next section of this report.
- **Routes and Gateways:** Gateways and special driving routes can encourage drivers to travel through Downtown and can inform them they have arrived at a destination, somewhere worth getting out of the car and walking around. One such route could take advantage of the traffic on Highway 60 by indicating a 'Historic Business Route' that would lead them north on Main Street and west on 7th Street. Gateways could be created at points where drivers enter Downtown. More significant gateways, large signage or public art, might be appropriate at Main and 14th, Main and 7th and Main and 1st. More minor gateways, signage and possibly some aesthetic improvements, could be located at other key intersections where traffic enters Downtown (ideas suggested by the community are indicated on the opportunities map, Figure 13).

Figure 22. Gateway concept at Main Street and US 60



3. City/County Government District

Downtown is the center of government for Clovis and for Curry County. Government is a major employer and activity generator and should remain centered in Downtown.

- **New Municipal Building:** There is a possibility of building a new municipal building north of the library on Main Street. An infill project like this would be a great way to reinforce the Government District.

Figure 23. Current Government Offices (County Courthouse, City Administration)



4. Historic Residential District

Downtown's residential districts are an important asset. The city can support a number of initiatives to protect and upgrade neighborhoods within the MRA. Initiatives that do not require MRA tools can be applied to surrounding neighborhoods, and the city may consider expanding the MRA in the future to encompass these neighborhoods.

- **Historic Designation:** Historic properties or historic district designation could be useful to protect historic homes, improve property value and appearance and draw tourists. A full inventory and evaluation of properties is needed to support this strategy.
- **Home Ownership:** Only 49% of housing units in the MRA are owner occupied. As part of a strategy to improve these neighborhoods, the city should encourage more home ownership. Downtown's housing stock is composed of many charming bungalows of a suitable size for small families. Over time, young families could be encouraged to purchase these homes if they are affordable and if other amenities are in place to attract them. In addition, the EPCOG has a 'home buyer' program that assists families at 80% of median income or less to become homeowners.

Figure 24. Residential Home Stock



- **Housing Rehabilitation:** The median year built of housing unit structures in the MRA is 1954 (see table 7 for detailed breakdown). With years of neglect, many of these older homes have fallen into disrepair. As part of a strategy to reduce vacancy and crime and to improve the overall quality and appearance of Downtown, this issue should be addressed. Again, EPCOG can assist in this effort. They have a 'home rehab' program aimed at homeowners at 50% of median income. This program can fund major substandard components such as plumbing, electrical, bathrooms, kitchens, roofs, windows and doors. The 'home buyer' program can also involve rehab before a home is sold to a family. In addition, a code enforcement team can be used to detect and enforce code violations on particular properties that detract from the overall quality an area. Successful programs in other communities have combined building code, environmental, crime prevention, weed and litter and other enforcement actions to clean up nuisance properties.

- **Residential Infill:** Vacant or run down properties provide an opportunity to add housing to the Downtown area. There are about 2,200 housing units in the MRA. Of these, the majority, close to 70% are single unit detached homes. There was an expressed need at the community meeting for quality apartments, townhouses and/or studio spaces that could provide housing for single people from the Base and small families. An increase in Downtown residents will reinforce the other development and improvements under consideration and is a crucial piece of Downtown revitalization.

- **Downtown Quality of Life:** The key to enticing people to live Downtown is an overall high quality of life. The entire infrastructure of the area must meet the requirements of desired residents. Currently, the population within the MRA is declining and there is a high vacancy rate, signaling that the area is not meeting those requirements. Efforts at historic designation, increased home ownership, housing rehabilitation and residential infill are all part of the remedy. A holistic approach requires the City to work with the police department, the school system, the parks department and all other relevant agencies to address current issues in Downtown neighborhoods.

B. Ranking Opportunity Sites

1. Ranking and Selection

In order to concentrate funds and resources where they will have the greatest impact on the overall revitalization of Downtown, a few of the identified opportunity sites will be selected as catalytic projects. These projects should be feasible to implement in a reasonable time period and should have a major positive impact in Downtown. A number of criteria were used to narrow down the many opportunities. Figure 25 is an opportunities matrix that lists the identified opportunities and how they meet the various criteria. The criteria are described as follows:

- **Type** describes what kind of project the opportunity is. A wide range of projects were identified, from large site developments with renovation, new buildings and site work to historic surveys. The type of project has huge implications for its feasibility.
- **Scale** refers to the physical size of the area that would be affected by implementing an opportunity. A larger scale project generally means there are more variables, more people involved and typically greater costs. It also usually results in a greater final impact. The categories are small, medium and large and opportunities are loosely placed in one of these categories.
- **Cost**, for obvious reasons, is an important factor. Clovis, like most communities, has limited funds and needs to use them where they will be most effective. The categories are low, medium and high with no specific dollar amount associated. This is a rough estimate only.
- **Parties Involved** describes the different governing bodies and/or private citizens that would be instrumental in implementing a particular project. For example, a city project involving only the city would be easier to implement than one involving many organizations.
- **Ownership** is similar to parties involved, but refers directly to property ownership. Land acquisition issues can stop or seriously delay a project and must be addressed early.
- **Other Pros and Cons** identifies other positive or negative implications a project might have to the surrounding community or to Clovis in general.

By evaluating this criteria, analyzing the existing conditions, considering the existing visions and goals and listening to community input, the list of opportunity sites was narrowed down to four priority catalytic projects. These projects are the **Main Street Streetscape**, the **Hotel Clovis Redevelopment**, the **Railroad District Redevelopment** and a combination **Gateways and Historic Route Project**.

While all the ideas generated here could contribute to Downtown's revitalization, these key catalytic projects have the potential of creating significant impact in a short time frame. Their visual and economic impact will generate excitement and momentum. In effect, they will create the environment in which other projects will flourish. To become a catalyst, a project has to be completed, it has to be feasible. In the next section of this report, each key project will be described in greater detail. Strategies and tools will be explored to ensure that great ideas become great projects.

Figure 25. Opportunity Matrix

Opportunity/Project	Type	Scale (Large, Medium, Small)	Cost (High, Medium, Low)	Parties Involved	Ownership	Pros	Cons
Historic Railroad District							
Railroad Revitalization Plan	Site Redevelopment	Large	High	BNSF, City, Private Investors	BNSF	Huge visual impact, activity generation	Long range planning effort
Transit Hub	New Building	Medium	Medium	BNSF, City	BNSF	activity generation, long range transit solution	Accommodate parking?
Historic DT Commercial District							
Main Street Streetscape	Landscape	Large	Medium	City	City	Funded, in-progress	
Hotel Clovis	Building Redevelopment	Medium	High	City, Private Investors	City	Huge visual impact, vacant, activity generation	Environmental hazard hurdles
Wells Fargo Building	New Use	Small	Low	City	City	Funded, in-progress	Displaces DT business
Mesa Theater	Enhanced Use	Small	Low	Community College, City	Community College	Community College program in-progress	
City Parking Lots (2)	Infill Building	Medium	High	City, maybe Private Investors	City	Available DT property	Displace parking
Old Houston Lumber Building	Building Redevelopment	Medium	Medium	City, maybe Private Investors	City	Vacant	Out of the way location
Lyceum Theater	Building Redevelopment	Small	Medium	Property Owner	Private	Vacant, good condition	Other theater competition
State Theater	Enhanced Use	Small	Low	Property Owner	Private		
Levine's Building	Building Redevelopment	Medium	Medium	City, maybe Private Investors	City	Visual impact, vacant, activity generation	
Historic Business Route	Signage	Medium	Low	City	City	Brings business into DT	Increased traffic/cars
Primary Gateways	Signage/ Public Art	Medium	Medium	City	City	Brings business into DT, Visual impact	
Secondary Gateways	Signage/ Public Art	Medium	Medium	City, Property Owners	City	Brings business into DT, Visual impact	
City/County Government District							
Relocate City Offices in County Courthouse Building	Building Redevelopment	Medium	Medium	City, County	County	Brings city functions together with county ones	Must be in conjunction w/ County building
New County Courthouse	New Building	Large	High	City, County, Property Owners	Private (many)	Meets expanding County needs	private property acquisition
Historic Residential District							
Historic Designation	Survey/ Application	Medium	Low	City	N/A	Property values, tourist draw, renovation	None
Residential Infill	Infill Buildings	Large	High	Private Investors	Private	Increase DT residents	Few incentives

VI. ACTION PLAN / SELECTED SITES & REDEVELOPMENT STRATEGIES

A. Project I: Main Street Streetscape

1. Scope

There are two major components involved in the improvement of Clovis Main Street's Streetscape. The first is the enhancement of the appearance of buildings fronting on Main Street through façade improvement. The second component is the enhancement of the public way including streetscape elements such as landscape, hardscape, lighting, signage, parking, etc.

Main Street Facades

The first project, illustrated by UNM's DPAC studio, gives examples of how to address signage and façade treatments on Main Street. The project addresses proper size of signage, detail in brickwork, size and shape of windows and overall proportions of buildings. An environment where buildings work together to create a center for shopping and activity created by responding to the following objectives:

- Take advantage of architectural details to bring attention to the building.
- Let the whole building become the sign.
- Encourage shoppers and strollers by restoring display windows and doors. Make the entry easy to find and inviting.
- Re-connect the upper floor with the ground floor by uncovering original materials. This will visually connect the building with the sidewalk.



Figure 26. Possible Façade and Signage Treatment on Main Street (Before & After)

Streetscape Improvements

Incorporating the goals expressed by the City of Clovis and the Downtown Revitalization Program, the **Streetscape Conceptual Master Plan**, developed by Sites Southwest, proposes a unifying, welcoming, and pedestrian-friendly streetscape. Within this plan streetscape elements would be used both to tie together individual districts into a unified downtown core and to make them distinct. These districts, comprised of the government district with its associated offices set in a mixed use setting, the entertainment district with its theaters, restaurants, and gathering & event spaces, and the railroad district with a vibrant mix of shops and restaurants set in a historical setting would be connected by unifying streetscape elements such as street trees, lighting, and site furnishings, but set apart by the further development of their own unique characteristics.



Figure 27. Streetscape Conceptual Master Plan Sketch

2. Additional Planning, Design and Analysis

The ultimate implementation of the building façade improvement program will require additional analysis and architectural design drawing development to allow for construction of individual façade improvements.

The implementation of the streetscape improvements proposed by the Streetscape Conceptual Master Plan will require the development of landscape architectural and engineering construction drawings to detail the requirements for the proposed hardscape, landscape, signage, drainage and lighting improvements for Main Street.

3. Financial Resources

The façade improvement program will need to be a public/private initiative with investment by individual property owners being an important part of the implementation of this effort. A program of financial grants and/or loans could be established to supplement the private investment in these improvements. Funding for the streetscape improvements on Main Street will focus on public sources of financing. These could include capital improvement program bonding, Metropolitan Redevelopment tax increment financing, as well as state and federal funding sources.

4. Phasing Strategies

The façade improvement program should establish a phasing strategy based on the areas of Main Street that have the greatest willingness on the part of the business and property owners to invest in the improvement of their properties. An effort should be made to focus the phasing of the project on specific geographic areas so that the impact of the improvements will be the most dramatic. This will send a positive message to the broader community that downtown is “on the move” and will hopefully act as an incentive to other business and property owners to get involved.

The streetscape improvement project, ideally, should attempt to address the first seven blocks of Main Street in one phase in order to get the most economies of scale in the construction of the project. Doing this type of work on a block by block basis will ultimately cost the City more money and should be avoided if possible.

B. Project II: Hotel Clovis Redevelopment

1. Scope

The Clovis Hotel

The adaptive re-use of the Clovis Hotel, while challenging, would make a significant statement regarding the importance of downtown to both the past and the future of the City of Clovis. This project, illustrated below by UNM’s DPAC architecture students, shows how the Clovis Hotel could potentially be re-developed as a multi-use residential, office and retail building acting as a catalyst for Downtown revitalization. Figure 28 demonstrates how the building could be modernized for new uses while still retaining the essential historical quality that makes the building a landmark in Clovis.

2. Additional Planning, Design and Analysis

In order for the Clovis Hotel to be redeveloped as a catalytic project in the downtown area a number of studies will need to be carried out to assess the best strategy to follow. There needs to be a “due diligence” and environmental analysis done to accurately assess the condition of the building and the remediation that would be necessary to eliminate any environmental or legal issues that would negatively impact the reuse of the building. There also needs to be some additional architectural analysis to assess the feasibility and costs associated with the reuse of the building and adapting it to different functions such as residential, office, retail and institutional.

There also needs to be an economic and market study to assess the potential uses for the building as they relate to meeting market demand in the Clovis region for specific uses.

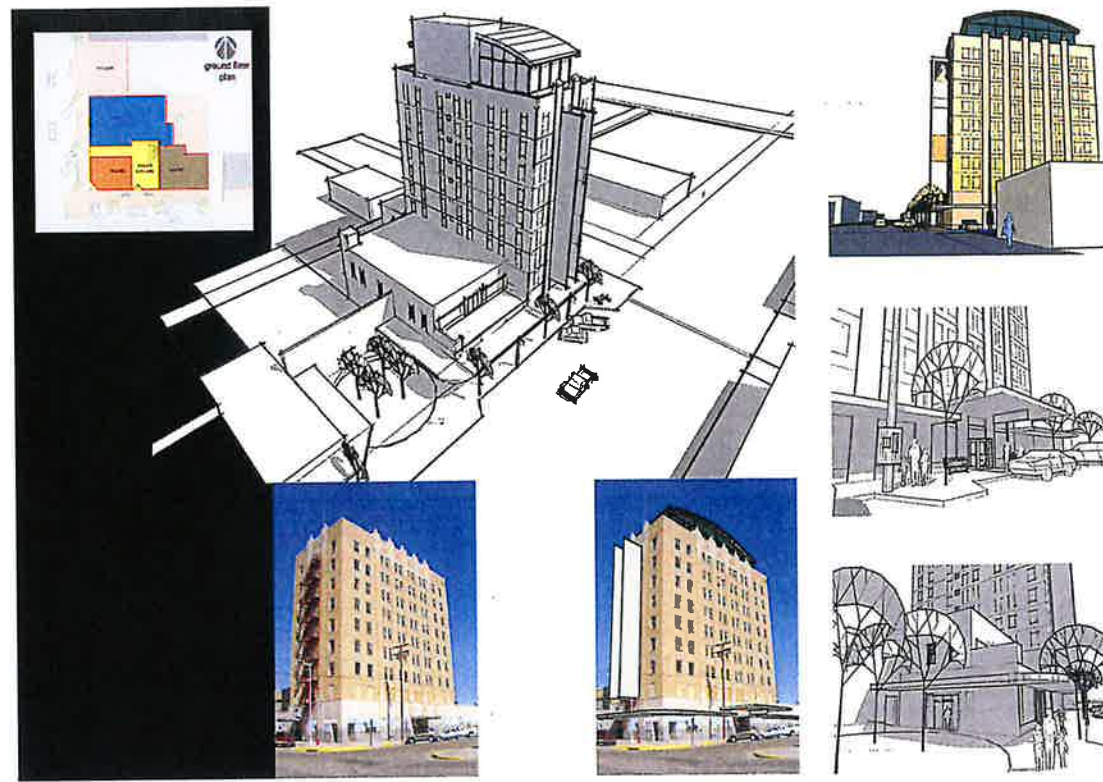


Figure 28. Street Level Revitalization

3. Financial Resources

Probably the most likely funding scenario will be to try to structure a public/private venture to realize the adaptive reuse of the building. It seems unlikely that a private developer will be willing to take on this project without significant public financial support. On the other hand it is also questionable that the public sector will be able to fund such an undertaking much less utilize this much space for government activities. Possibly the best development and financial scenario would be to structure a development proposal that would involve the City funding the development of sufficient office space to support a new Clovis city administrative center and allow for private sector development of ground level retail space and upper level residential “loft” housing units as an example. This approach potentially could attract the private investment financing that would make the overall project feasible.

Potential resources to help the financial feasibility of the project include historic preservation tax credits, municipal bond financing, and institutional financing such as foundation investments. The City could invest in public infrastructure, such as the planned streetscape improvements, to make the project more attractive to private investors.

4. Phasing Strategies

The recommended phasing strategies would include many of the elements mentioned above and could include the following.

- Conduct a “due diligence” and environmental investigation of the building and its property and legal status.

- Commission an architectural study to assess the building's suitability to be adaptively reused as a mixed use office, retail and residential building.
- Develop a financial analysis of the costs involved for any needed remediation and alterations or reconstruction required to make the building suitable for the mixed uses proposed.
- Conduct a regional market and housing preference study to assess the demand for office, retail and residential uses that might be satisfied by the redevelopment of the Clovis Hotel.
- Carry out a study of City of Clovis and/or Curry County space needs that might be accommodated in this proposed redeveloped downtown building brought up to contemporary standards.
- Develop a public/private Development and Use Scenario for the building that can be presented to the private sector development community for consideration.
- Create a Request for Qualifications that includes the proposed Development and Use Scenario and advertise to the development community seeking letters of interest and qualification packages from those interested in co-developing the projects with the City of Clovis.

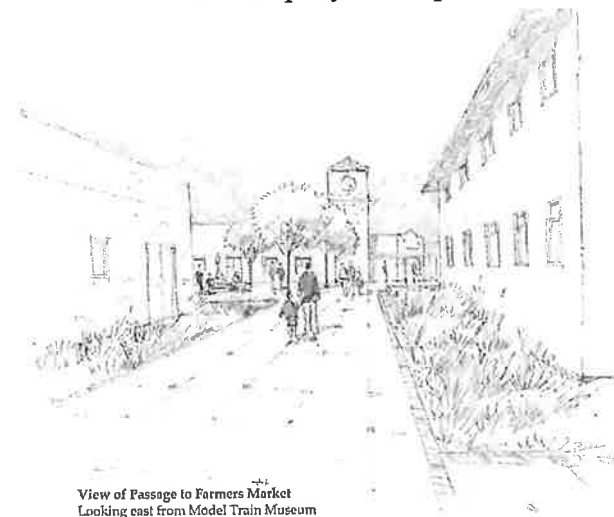
It is hoped that these steps will flesh out the components of a feasible financial arrangement that will support the redevelopment of the Clovis Hotel property.

C. Project III: Railroad District Redevelopment

1. Scope

Railroad District Redevelopment

The Historic Railroad District presents some exciting opportunities for Downtown Clovis. The historic buildings, the Harvey House, the Depot, the Railroad Offices and some of the warehouse buildings, are precious resources and could be redeveloped as amenities for residents and attractions for tourists. The existing Railroad Museum is well situated for this type of development. BNSF Railroad Company has expressed willingness to negotiate with the city on the sale of their lands adjacent to Downtown. The plan proposed in the Railroad District Revitalization Study is suggested here as the starting point for these developments. Within the boundary of the District there exists quality historic architecture, mixed-use tenants, open space for public gatherings and parking, the drama and romance of the railroad as a constant backdrop and a steady stream of potential customers driving along the highway that bounds the northern edge of the properties. The full report it is available from the City of Clovis. It includes a proposed Farmer's Market, new uses for various buildings and a parking plan.



View of Passage to Farmers Market
Looking east from Model Train Museum

Figure 29. Railroad District Concept

2. Additional Planning, Design and Analysis

The **Clovis MainStreet Railroad District Redevelopment Analysis** completed in June 2005 does a preliminary analysis of each of the eleven parcels identified in the Revitalization Study mentioned above. These parcels include:

- Harvey House
- Main entry to district and parking
- Railroad Depot Museum
- Parking
- Office Building
- Tree-lined "Boulevard" and parking
- Commercial properties
- Farmer's Market
- Credit Union Property
- Commercial Warehouse
- Parking

The study proposes both "transitional" and "fully developed ownership" proposals for each property. The latter is divided between private and public ownership entities with the Clovis MainStreet functioning as the transitional owner in many cases. The study also presents "approximate development costs" and "sources of revenues" for each parcels development.

The information contained in the Railroad District Redevelopment Analysis is a good overview and initial step in defining the information necessary for bringing this redevelopment concept to the marketplace. This information needs to be further refined through more in depth financial, architectural and market feasibility analysis of these ideas to arrive at a strategy that structures a public/private investment combination that can make this project a reality.

3. Financial Resources

The Railroad District Redevelopment Analysis report describes a collection of possible financial resources for both the public and private sectors. The following are a list of the report's suggested resources:

Public

- REAP
- City Bonds
- TIF (funds generated from local property taxes)
- SafeTea (funding for transportation enhancements)
- MainStreet (funding for small Main Street projects, land acquisition)
- State Legislature (special appropriation)

Private

- Equity Investment
- Mortgage
- Nonprofit Donations

4. Phasing Strategies

The Railroad District Redevelopment Analysis report recommends the creation of a “Limited Liability Company” to oversee and manage the implementation of this project. The report maintains that this entity or partnership will be necessary to keep the process moving forward by soliciting private and public funding, managing construction projects, and attracting tenants and private property owners. The report suggests that this entity could be the Clovis MainStreet organization or the City of Clovis and potentially interested private entities.

D. Project IV: Gateways and Historic Route

1. Scope

Gateways and Historic Route

Gateways and special driving routes can encourage drivers to travel through Downtown and can inform them they have arrived at a destination, somewhere worth getting out of the car and walking around. One such route could take advantage of the traffic on Highway 60 by indicating a ‘Historic Business Route’ that would lead them north on Main Street and west on 7th Street. Gateways could be created at points where drivers enter Downtown. More significant gateways, large signage or public art, might be appropriate at Main and 14th, Main and 7th and Main and 1st. More minor gateways, signage and possibly some aesthetic improvements, could be located at other key intersections where traffic enters Downtown.



Figure 30. Gateway concept at Main Street and US 60

2. Additional Planning, Design and Analysis

The concept of enhancing Clovis Downtown's gateways and historic routes needs further refinement in order to implement the idea. There needs to be a Downtown Gateways and Historic Routes Master Plan developed that will clearly identify the locations and their unique characteristics that make them particularly important to the history of downtown and its unique location in the City of Clovis. The Master Plan should also describe the key elements to be developed at each location including landscape, hardscape, signage and graphics that will appropriately identify these areas. This study should also develop a preliminary cost estimate and phasing plan for the elements identified in the Plan.

3. Financial Resources

These projects will most likely be funded primarily with public dollars which could include local capital improvement funding, state legislative appropriations and MainStreet funding and Safe TEA enhancement funds. Private contributions and non-profit support could be another resource particularly as it might relate to public art, signage and monuments that might be part of the development of certain gateways and historic routes.

4. Phasing Strategies

The Gateways and Historic Routes project would lend itself to incremental implementation as funding becomes available.

VII. APPENDIX

A. Property Owner/Land Use Information (see page 66-70)

B. Clovis Comprehensive Zoning (Selected Sections)

17.20.215 Urban development (UD) district.

The urban development (UD) district preserves the urban character of Clovis's central business area. The area is largely developed. Buildings are built to the sidewalk line, having a very different character from the mixed development (MD) district. The primary differences between the MD and UD districts are the intensity, use heights and setbacks. This district permits a full range of uses. While primarily intended for the central business area, if a new area were to develop as a mixed-use area (with both residential and commercial uses) that would serve as a new focal area for the city, rezoning to this category could be permitted. Such rezoning is consistent with this district's purpose, provided the new development is a true mixed-use development--at least thirty percent of the area and a minimum of thirty acres is residential. In this manner, the mixed use creates a true urban neighborhood. (Ord. 1495-96 § 3(part), 1996).

17.20.213 Residential (R) district.

The residential (R) district provides for all types of residential uses. This district permits housing types to be mixed within individual blocks. This district is protected from the intrusion of nonresidential uses. (Ord. 1495-96 § 3(part), 1996).

17.20.211 Residential single-family (RS) district.

The residential single-family (RS) district provides a generally suburban residential character in Clovis's newly developing areas. All housing units shall be single-family dwelling units; multifamily units are not permitted. However, many single-family dwelling unit types are available because of the numerous development options; to take advantage of a particular option, the developer must only provide the required open space. This district is designed to enhance new developments' open space characteristics. (Ord. 1495-96 § 3(part), 1996).

17.20.214 Mixed development (MD) district.

The mixed development (MD) district is a mixed-use district permitting a full range of commercial and service uses as well as some lighter or small-scale industrial uses. Residential uses are permitted in this district. This district addresses both new development and areas largely developed with only a few lots or parcels remaining to be developed. (Ord. 1495-96 § 3(part), 1996).

17.20.216 Industrial (I) district.

The industrial (I) district is almost exclusively for industrial uses. Some limited commercial uses exhibiting industrial characteristics or located on a major arterial are permitted. Also, the area permits home businesses that involve high intensity activities inconsistent with either the MD district or any residential districts. (Ord. 1495-96 § 3(part), 1996).

C. Utility Contacts

<i>Sewer:</i> City of Clovis Public Works Department	(505) 769-2376
<i>Water:</i> NM American Water	(505) 763-4485
<i>Gas:</i> PNM	(505) 241-2700
<i>Electric:</i> Excel Energy (SPS)	(505) 769-4221

D. Clovis MainStreet Action Plan 2005

Board of Directors:

Zala Smith, President
Lisa Dunagan, Vice President
Phil Williams, Secretary
Claire Burroughes, Treasurer
Jan Cox
Cathy Haynes
Cydney Martin
Mike McDaniel
Christy Mendoza
Duffy Moon
Skip Overdier
Linda Palla
Becky Rowley
John Sharp
Marty Tressell

Program Manager:

Julie Charters

Committee Chairs:

Organization: Claire Burroughes
Promotion: Lisa Dunagan
Design: Cydney Martin
Economic Restructuring: Skip Overdier

Clovis MainStreet Action Plan 2005

Organization Goals: Clovis MainStreet engages effective leadership through the organized involvement of merchants, property owners, bankers, civic groups, and city government. Each year of the program, active committees formulate work plans outlining specific achievable goals. Local sponsors, who are committed to realizing these goals, provide

essential funding sources. This vital partnership results in the transformation of downtown Clovis.

GOAL 1: Evaluate & Produce Arts Festivals

Objectives:

- Analyze shape and direction of Arts Fest/Ethnic Fair
- Conduct needs assessment – what improvements are necessary to optimize utility of the Lyceum Theater for events & performances?
- Report to City of Clovis Commission on a quarterly basis
- Pursue ICIP, Capital Outlay, and CDBG Funds
- Pursue Legislative Funding

Promotion Goals: Clovis MainStreet markets Downtown Clovis as a unified shopping area to attract shoppers, visitors, retailers and investors. The community identifies Downtown Clovis as the center of activity, retail sales, and services through marketing strategies, special events, and promotions.

GOAL 1: Develop and Use Logo, Slogan and Image Materials

Objectives:

- Redesign logo to better express downtown Clovis’s qualities – be upbeat but accurate
- Create slogan (tag line) to accompany logo – make it “stick” (Possibly use the wheels theme, reflecting the community’s development origins or “Hit the Bricks”)

GOAL 2: Carry out Public Relations Program

Objectives:

- Work with New Mexico MainStreet to create a web page on the Economic Development Department’s web site
 - Develop text and ideas for graphics / pictures
 - Send material to Susan Freed and Beth Davis to post on page
 - Maintain monthly or quarterly to update event information
 - Produce a newsletter to circulate within membership and around downtown
- Produce a newsletter to circulate within membership and around downtown
- Develop a program to create “living histories.” (Work with Eastern, CCC, Public TV, others)
- Develop method to highlight property owners who have improved downtown properties – Radio Show?

GOAL 3: Develop and execute calendar of events and promotions

Objectives:

- Develop calendar of annual events and promotions; Plan for upcoming community anniversaries
- Develop small downtown events to tie in with Historic Preservation Week
- Promote Cultural Arts Fest
- Promote Winter Holiday Festival (Start to plan Parade float)
- Develop ideas for retail promotions to support downtown businesses and bring customers downtown
- Develop partnerships to help with events

GOAL 4: Promote Clovis MainStreet and its benefits to the business sector

Objectives:

- Develop marketing (collaterals) package with unified image – brochure, letterhead, envelopes, giveaways (postcards, calendars, license plates)
- Distribute collateral materials widely; use partnerships to help distribute
- Develop calendar of annual events and promotions; Plan for upcoming community anniversaries
- Develop ideas for retail promotions to support downtown businesses and bring customers downtown

Design Goals: The first thing a customer notices about Downtown Clovis is its appearance. Downtown Clovis has a unique character that can be enhanced by preserving its buildings and encouraging architectural and graphic design that complement the existing buildings. Creating an inviting pedestrian environment, preserving historic landmarks, and improving the appearance of downtown properties will result in expanded uses for Downtown Clovis as the center of the community.

GOAL 1: Develop the historic railroad district

Objectives:

- Prepare a feasibility plan for developing the railroad district

GOAL 2: Improve the streetscape

Objectives:

- Develop and implement a streetscape improvement plan
- Implement “gateway project” with City of Clovis and Sites Southwest
- Develop budget for implementing streetscape design and identify funding sources
- Develop implementation plan

GOAL 3: Produce design guidelines to promote quality rehabilitation and development Downtown

Objectives:

- Create plan for public education
- Photograph buildings and assemble collection of downtown Clovis elements
- Draft, gather support for, review, publish and accept design guidelines

GOAL 4: Complete a façade improvement demonstration project

Objectives:

- Continue Façade Improvement Grant Program
- Identify project(s) and establish agreement with project owner(s)

GOAL 5: Continue working with City of Clovis with regard to the Clovis Comprehensive Plan

Objectives:

- Remain active in revising the “Downtown Core” portion of the Comprehensive Plan Identity project(s) and establish agreement with project owner(s)

Economic Restructuring Goals: Clovis MainStreet utilizes consumer and merchant surveys, building and business inventories and focus groups to examine current economic and market conditions affecting the downtown district. These analyses result in business retention, expansion, and recruitment plans aimed at securing the best mix of retail and service businesses.

GOAL 1: Implement economic development partnerships with key community groups, including the City of Clovis, County Government, Chamber of Commerce, Small Business Development Center, Clovis Community College, Clovis Industrial Development Commission and others

GOAL 2: Retain and enhance existing businesses

Objectives:

- Develop financial incentive plan for retention & enhancement
- Produce or co-produce business enhancement workshops
- Continue partnership with Small Business Development Center

GOAL 3: Recruit new business

Objectives:

- Develop a strategic plan for recruitment
- Develop a financial incentive package for recruitment; Work with City/MRA and discuss with local banks

GOAL 4: Document Property Resources

Objectives:

- Develop a database of downtown buildings, property owners, and economic use

GOAL 5: Implement and Utilize Metropolitan Redevelopment Area

Objectives:

- Interact with City and Sites Southwest in the development and utilization of MRA Plan

E. City of Clovis Comprehensive Plan

DRAFT REVISION OF CITY OF CLOVIS COMPREHENSIVE PLAN (Based on 1970 General Plan)

THE CENTRAL BUSINESS DISTRICT PLAN

Planning Concept

Just as the land use plan for Clovis is designed to correct problem areas, to maximize potentials, and to guide public and private decision-making; so the same objectives apply to the plans for the central business district. A number of specific goals have guided the formulation of plans for the Clovis Central Business District. They include the need to:

- 1. Promote the functional efficiency of the Central Business District:**
If the downtown is to regain a competitive position, it must operate from an efficient and functional physical plant.
- 2. Increase the visual attractiveness of the Central Business District:**
An unattractive downtown area inhibits private investment, discourages the shopper, and ultimately draws retail trade out of the central area.
- 3. Redevelop a strong competitive position for the Clovis Central Business District:**
Investment in this area will contribute significantly to the Clovis economy and the local tax base.
- 4. Promote efficiency of circulation:**
Easy access to and from the central area is essential to the potential shopper, or businessperson. Time delays and traffic congestion only increase the likelihood of the shopper or businessperson going elsewhere.
- 5. Promote parking ease and convenience:**
Sufficient parking spaces are needed, conveniently located to the intended destination. It is not enough to have the required number of parking spaces, unless they are well situated.
- 6. Provide room for growth, expansion, and changing technology:**
The central area is not static, and must be capable of meeting future needs, changing technology, and shifting consumer preferences if it is to survive.
- 7. Promote the Central Business District as a major focal point of the community:**

The principle feature in revitalizing the downtown area is the provision of a compact central area that contains shopping, entertainment, eating, office and government facilities that complement rather than compete with other districts.

8. Locate needed public facilities so as to maximize their impact on the community:

By locating needed public facilities in the central area, public needs can be fulfilled and, at the same time, the commercial potential of the area strengthened by drawing additional persons into the central area.

EXISTING CONDITIONS IN THE CENTRAL BUSINESS DISTRICT

Land Use

Commercial land for the downtown district is generally bordered by Connelly Street on the west from First Street to Fourth Street, then east to Mitchell then north to Fourteenth Street, east to Pile Street then south back to First Street and Connelly Street.

Industrial land uses in the Central Business District are generally confined to the area south of First Street adjacent to the Santa Fe Railroad tracks. In addition, the area of light industrial uses centers along Connelly Street south of the Municipal Building.

Residential land uses surround the Central Business District on three sides; the west, the north and the east. The predominant housing type is the single-family detached house, generally on fairly small lots. In addition a number of small multi-family units are interspersed throughout.

There are seven major **public land** uses in the central area: The Federal Building; the Municipal Complex; the Public Library; the School Administration Headquarters; the Adult Detention Center (jail); the Magistrate Court Building; and the Curry County Court House. The Federal Building and Post Office are located at Gidding and Fourth Street. The Municipal Complex contains the municipal offices. The newly constructed Police Department Headquarters is located on Connelly Street and Grand Street. The Fire Department is located at Mitchell Street and Fourth Street. The Curry County Court House occupies the square block bounded by Main Street, Mitchell Street, Seventh Street and Eighth Street. The Adult Detention Center is located at the northeast corner of Mitchell Street and Eighth Street. The School Administration Headquarters is located on the east side of Main Street between Tenth and Eleventh Street. The new Magistrate Court is located at Grand Avenue and Pile Street. Finally, the Public Library occupies the block east of Main Street across from the County Court House.

Building Conditions

A wide range of building conditions and age is found in the Central Business District. A number of the buildings in the heart of the district date back to the early nineteen hundreds and are some of the oldest in the city. As might be expected, other buildings vary in age up to very recent construction, such as the new Police Department Headquarters and the Magistrate Court House. The condition of these buildings ranges

from very good to dilapidated. This reflects a complex set of factors. Some of the buildings are owned by absentee landlords who either are not aware of the condition of their building or don't care. Some of the older buildings are unoccupied and not receiving maintenance. Some, such as Hotel Clovis and the Levine Building are tied up in complex litigation issues which until solved preclude revitalization. All is not bleak. Some of the buildings, both old and new, have received the care needed and are the anchoring examples of a revitalized downtown district. In addition to age, the second factor important in the physical deterioration of the Central Business District is functional obsolescence. Included would be such factors as lack of amenities, poor parking and circulation facilities, poor pedestrian circulation and visual unattractiveness. Together, these factors combine and particularly when added to the structural condition of a building, begin to indicate why an entire area is on the downgrade. To varying degrees, each of these factors presently operates in the Clovis Central Business District.

Vehicular Circulation

The present traffic pattern for Clovis depends upon Prince Street as the primary north-south artery and First Street and Seventh Streets to serve as the predominant east-west travel routes. A truck by-pass, using Norris Street south to Brady Avenue then back to First Street via Hull Street is available, but not heavily used because of the level crossing at the BNSF tracks at Norris Street. A second east-west route uses Twenty-First Street from Prince Street to Wheaton Road, but again is limited by the capacity of Wheaton Road. Through travel routes lack continuity in both east-west and north-south directions; the BNSF rail yard interrupts all north-south streets between Hull Street and Prince Streets, and no continuous east-west arterial routes have been developed to connect the Mabry Drive and Seventh Street entrance highways. Volumes of traffic downtown and through Clovis at the 300 block of Main Street from 3-27-03 through 4-3-03 were 1,424 cars per day.

Parking

There is a large supply of both curbside parking – about 200 on-street spaces and about _____ off-street; sufficient for current needs in numbers. The issue is location, or access to the central business destination. Recent studies have indicated the pedestrians should not have to walk for more than five minutes to get to their destination. A second issue with current off-street parking, in particular, is the deteriorated condition of the lots and access routes to the businesses. Both of these issues are discussed in more detail in following sections of this plan.

Pedestrian Circulation

At the present time pedestrian circulation in the Central Business District is poor. Four factors generally account for this. First, there is difficulty for pedestrians in crossing the wide streets. Main Street, for example has a 100-foot right-of-way, as does Mitchell between First Street and Seventh Street. Second, sidewalk curbs vary in height and are difficult to step up to. Third, most off-street parking is located along Mitchell Street and does not provide the desired five-minute or less access to Main Street businesses. Fourth, the length of the Central Business District, some fourteen

blocks, compounds the foot travel problem. If pedestrian travel in the Central Business District is to be encouraged, a solution to both the parking and travel distance problems needs to be found.

Visual Appearance

Present visual appearance of the Central Business District leaves much to be desired. The atmosphere is neither attractive nor inviting. Four factors generally account for this poor visual appearance:

1. A lack of landscaping.
2. A lack of sound advertising and sign control provisions.
3. A lack of other visual amenities.
4. Boarded facades.

There is virtually no landscaping in the entire Central Business District. Street trees or any form of greenery are sparse in the central area. Advertising signs and billboards are generally unregulated and the result is a profusion of signs, each trying to capture the attention of the passerby. Finally, there is lack of other visual amenities, such as small green areas, sitting areas, or other types of small public facilities, which considerably increase desirability of an area. In short, aside from the need to transact business, or to shop for a specific item, there is little reason why residents or visitors to Clovis would want to spend time in the central area.

Economic Vitality

The Central Business District has suffered major erosion with the development of several major shopping centers and the relocation of anchor businesses to these centers. This outflow of businesses from the Central Business District has drawn away the shoppers and has been a major contributor to the deterioration of the central district. With this outflow of businesses has come neglect of the central area. On the bright side, the public sector (county and local government) has remained and can become the foundation of a revitalized downtown. The Downtown Revitalization Program has also made significant headway in renewing interest in the downtown area and, as will be shown in the Central Business District Plan section of this paper, is making good progress in planning and helping to get a revitalized downtown district.

Central Business District Space Needs

At the present time, major commercial, office, service, governmental, and wholesale uses in the Clovis Central Business District occupy about _____ square feet of space, including potential space currently not in use. It is expected that the revitalization of the business district will focus on full use of this space, rather than additional expansion. Many of the downtown buildings have upper floor space, which can serve as either office space or residential space.

CENTRAL BUSINESS DISTRICT PLAN

The proposed Central Business District plan will focus on two areas of revitalization. The first will be commercial and governmental use of the district. The second will be residential use. The City of Clovis and other local governmental entities can have a direct effect on the district through investment and use of the district for much needed expansion. The city will also have a direct effect through the proper provision of infrastructure to support the commercial and residential use.

Local Government Expansion in the Central Business District

Both the city and county governments are in desperate need of additional space. Some specific examples include the District Attorney's Office, presently housed on the top floor of the Court House in what used to be the jail; the Sheriff's Department, housed in the basement of the Court House and the current City Hall. Inadequate space facilities for these entities result in reduced quality of service to the public as well as a disincentive to hiring and retaining quality public servants. Government space expansion into facilities such as Hotel Clovis and other downtown buildings provides a double bonus to the taxpayer. First, they improve the quality of service and second; they provide a sound foundation to revitalizing the downtown business district.

Infrastructure Improvements for the Downtown District

In order to attract people to the downtown, there must be reasons to visit and ease of travel. The presence of governmental facilities is a good but insufficient reason. The downtown business district must have most of the amenities a visitor would look for. These include retail sales, food, entertainment, and an easy environment to move around in. Since many of the larger multifaceted stores have located in the malls away from the central district, the retailers in this part of town are more likely to fill a niche market such as antiques, the Farmer's Market, and upscale restaurants and entertainment venues as well as a unique opportunity to showcase our historic buildings inventory. A distinct advantage a small retailer can have in the downtown district will be the pleasant environment and the personalized service he can provide. Here is where the city will play a large role in creating this environment. The infrastructure and streetscape improvements are the city's responsibility. There also needs to be inviting access utilizing back entrances; making the back entrances from public parking areas as inviting as the store fronts. Good parking and easy access to the district also fall under this category. There already exist a number of city-owned parking areas. These, coupled with privately-owned ones of stores, and on-street parking probably fit the numbers of parking spaces that are needed. Two things must be done to make these useful. First, they must be landscaped and adequately lit; second, an easy means of travel from them to the stores must be provided. A possible solution to the travel aspect would be the establishment of a "round-robin" bus service between the parking areas and the storefronts. Since our central business district is fairly compact, a bus route using existing C.A.T.S. buses, provided free to the visitor and financed by the downtown retailers, would fill this need.

Residential Development in the Downtown District

Our downtown district can capitalize on one of the more recent developments in residential living. This change is the desire of people to live in more compact, easy maintenance, loft type residences. Many cities are seeing a large growth in upscale, downtown, upper story residences. Our downtown has many such areas in the upper stories of the downtown buildings. The city can encourage this residential development through the provision of the necessary infrastructure facilities. Development of downtown, upscale, residential living will also provide the business to support small retail grocery, drug and other retail businesses and longer active business hours. All these activities, when coupled together, make for a viable downtown district.

SPECIFIC NEAR TERM ACTIONS FOR CITY PLAN

Development and execution of a Main Street streetscape improvement plan is now a part of the city's Five Year Infrastructure Capital Improvement Plan (ICIP). This plan needs to encompass a comprehensive improvement to Main Street's look **and** the utilities and other services that have to be included in the execution of the plan. Lighting, shade, and other landscaping, water, electricity, parking, and easy curb access are but a few of the items that have to be part of the plan. Making a plan is also only the first step. This plan must be executed. Only then will the skeptics to downtown revitalization see that it will happen!

The second downtown related input to the ICIP is the establishment of a Farmer's Market along First Street between Main Street and Mitchell Street. This area will serve the public in many ways in addition to its market role. It provides an off-street outdoor facility, which would lessen the need to restrict access to or close Main Street for public events. It would provide public restroom facilities and serve as an anchor for the southern end of the central business district. Activities at this facility would attract local and out-of-state visitors to Clovis and our downtown district.

The third downtown related input to the ICIP is the establishment of a Railroad Historic District. Clovis's very existence is due to the railroad. Its early growth and fame stemmed from its close relationship to the railroad. Fortunately, many of the historic buildings that are part of this heritage are still here. This initiative seeks to establish a Railroad Historic District to build on what has already been done partially through private means. There are three historic railroad buildings that form the northern edge of the BNSF rail yard. These are: The Clovis Depot, completed in the fall of 1907 and the oldest building in Clovis still standing where it was originally built; the Clovis Harvey House Hotel, completed in the spring of 1908 and the second oldest building; and finally the General Office Building (GOB) completed in 1920. These buildings are of historic significance both for their architecture as well as their use. The Depot has been placed on the National Register of Historical Places. It is one of four such buildings in Clovis. Both the Harvey House and the GOB would also qualify to be included on the National Register. Creation of a historic district encompassing these buildings will provide a very interesting tourist attraction and educational venue for the city, the county and the State of New Mexico. This district will also provide a location for the display of a unique locomotive. The locomotive is the Santa Fe Railway's ATSF 9005 switch engine, built the same year the city was founded and now the only

remaining locomotive of its class. Plans are being developed to relocate the locomotive to the historic railroad district to further preserve Clovis's and the nation's railroad history. The formal creation of a Historic Railroad District will formalize and protect the area. It is anticipated that the Harvey House, which is currently owned by the railroad, could be made available to the city or a non-profit organization such as the Clovis Downtown Revitalization Program (CDRP) for restoration and re-use. It would be restored with a Harvey House type restaurant on the main floor (where it used to be) and the hotel rooms could become the venue for a museum highlighting Clovis and the High Plains going all the way back to man's early inhabitation of the region (Clovis Man circa 10,000 BC). Local citizens have collected many historic items, which need a proper place for display and storage. The Harvey House would be such a venue. The area of this Railroad Historic District would be across the street from the Farmer's Market and would be the historic gateway to downtown Clovis.

Clovis Downtown Revitalization recommends widening the business district from 1st Street to 14th Street to the alley between Pile and Gidding to the east and north on Connelly to 7th, then moving east to the alley between Mitchell and Connelly to 14th Street.

F. Stakeholder and Community Meeting Notes

The following information was gathered through a series of stakeholder meetings and a community meeting held in Clovis on September 27th and 28th 2005 by Sites Southwest. The results demonstrate the opinions of the participants in regards to what are considered *Special Places*, or places of importance in downtown Clovis, what are the primary *Goals* for downtown, what are barriers and resources to meeting those goals and finally, what will be the cohesive *Vision* for downtown.

Special Places

Historic Buildings

- Mesa Theater
- Lyceum Theater
- State Theater
- Old Post Office / Library (currently architecture firm)
- Railroad District
- Harvey House
 - Railroad Museum
 - GOB (Railroad Offices)
 - Grain Elevators
 - Clovis Hotel

Businesses

- The Banks (The City's Financial Center)
- The Bakery (attracts people to downtown)
- Tankersley's Clothing Store

Public Facilities

- City and County Government
 - City Municipal Bldg
 - County Courthouse and Administration Buildings
 - Magistrate Court
 - Main Fire Station (Old City Hall)
- Brick Streets (Main St. from 8th to mid-block between 5th & 6th))
- The Library
- The School Administration Building

Goals

Encourage Desirable Types of Development

- Attract Specialty Stores & Restaurants to Downtown, such as:
 - "upscale" restaurants
 - an "Old Fashioned" Grocery Store
 - used book stores
- Create Specific Nightlife in Downtown, such as:
 - Unique Bars/ Brew Pub

- Coffee Shops
- Movies/Theater (Bring ENMU Theatrical Performances to Downtown)
- Build/Redevelop “Upscale” Residential units to appeal to young singles, couples and AF officers and seniors
- Create a Civic Gateway/Center at County Courthouse (courthouse square)
- Encourage Downtown to become a Cultural Arts Center
- Create Farmer’s Market facilities
- Locate/Build the Transit Center near the Railroad District (instead of at currently proposed site)
- Infill a New Municipal Building north of the Library
- Develop a Commuter Train from Portales to Downtown Clovis
- Ensure historically appropriate yet functionally modern redevelopment of important landmark buildings such as:
 - The Clovis Hotel
 - The Railroad Buildings
- Encourage Excellent Re-use of all Historic Buildings being redeveloped
- Create prominent gateways into Downtown, focusing new and rehabilitated housing in those areas
- Improve Transportation Options
- Utilize City Owned Property for Catalytic Development Projects

Create Specific Development Incentives in Downtown

- Incentivize building new and rehabilitating existing housing
- Create Zoning incentives
- Give Property Tax Rebates
- Provide Better Law Enforcement in the Area
- Streamline Development Process/ Ombudsman
- Explore Financing Options and Incentives
- Encourage Joint Marketing for Unique Businesses
- Demolish Substandard Residential Buildings and enforce existing code
- Staff and Support the MRA

Implement Open Space Improvements

- Implement Streetscape improvements to create a “Boulevard Style” Main Street including:
 - More planting
 - Water Fountains
 - Planters
 - Lighting
 - Benches
 - Trash cans
 - An Improved Pedestrian Environment
- Improve Signage so People can find Parking
- Provide Public Facilities and Amenities (public restrooms)
- Designate and build Bike & pedestrian trails
- Provide more Green space
- Commission and install Public art

Use Community Themes to Inform Development Efforts

- Reflect Agriculture Traditions and Role in the Community
- Visually Communicate the Vibrancy and Well Being of the Community
- Designate a “Historic Business Route” along Main Street
- Rename 7th Street “Buddy Holly Boulevard”

Barriers and Resources

Barriers to Downtown Revitalization

- Land Owned by Slum Lords
- Gangs/ Crime to the West of Downtown
- No Liquor Sales w/in 300’ of Existing Churches
- Employee Parking in Front of Businesses
- Vacant Parcels are small
- Limited amount of publicly owned vacant land
- Limited Hours of Business Operation/ Lack of Convenience
- Infrastructure/ Sidewalks in Disrepair
- Absentee Owners
- No system for public maintenance
- Lack of funds

Resources

- Code Enforcement Program
- EP COG Residential Rehab Program
- Low Rents for New Business Starts
- Rehab Costs are becoming More Competitive with New Construction

G. Stakeholder and Community Meeting Attendees

STAKEHOLDER GROUP 1

Dr. Becky Rowley	Clovis Community College	becky.rowley@clovis.edu
Christy Mendoza	Clovis Community College	christy.mendoza@clovis.edu
Phil Williams	Clovis Depot Model Train Museum	philcpw@3lefties.com
Sandra Taylor-Sawyer	Clovis Community College, SBDC	sandra.sawyer@clovis.edu
Stephanie Spencer	Clovis Community College	stephanie.spencer@clovis.edu
Cathy Haynes	Clovis City Commission	cathyhaynes@cox.net
Randy Crowder	Clovis City Commission	randycrowder@3lefties.com
Ron Edwards	Clovis Planning and Zoning	elronedwards@plateautel.net

STAKEHOLDER GROUP 2

Dick Smith	Curry County Manager	rsmith@currycounty.org
Lance A. Pyle	Curry County	Lpyle@currycounty.org
Claire Burroughes	City of Clovis	cburroughes@cityofclovis.org

STAKEHOLDER GROUP 3

Pete Hulder	Curry County Commission	49erfan@plateantel.net
Marty Tressell	High Plains Fed CU/MainStreet	mtressell@highplainsflu.com

STAKEHOLDER GROUP 4

Sandy Chancey	City of Clovis	schancey@cityofclovis.org
Isidro Garcia	City of Clovis	
Louis Gordon	City of Clovis	lgordon@cityofclovis.org
Skip Overdier	Coldwell Banker	skip.overdier@coldwellbanker.com
Joe Thomas	City of Clovis	jthomas@cityofclovis.org

COMMUNITY MEETING

Eric Morton	ReMax	ericmorto@cox.net
Kelly Corn	ReMax	Kelly.corn@gmail.com
Paul Tankersley	Tankersley's	Tank72@cox.net
Iantha Hicks	Eastern Plains COG	ihicks@epcog.org
Zala Smith	Clovis MainStreet	zbestsmith@aol.com
Cydney Martin	Clovis MainStreet	cydneyshomecoming@hotmail.com
John Sharp	PRMC/Clovis MainStreet	jsharp@phs.org

MEETING WITH MAYOR

David Lansford	Mayor	dlansford@cityofclovis.org
Ernie Kos	Chamber of Commerce Director	ernie@clovisnm.org
Chase Gentry	Clovis Industrial Development Corp	chase@clovisnm.org
Robyne Beaubien	Chamber/Clovis Industrial Dev.	robyme@clovisnm.org

OTHER

Dr. Becky Rowley	CCC President
Stephanie Spencer	CCC Director of Resource Development
Sandra Taylor-Sawyer	CCC SADC
Christy Mendoza	CCC, Clovis MainStreet
Zala Smith	Clovis MainStreet
Cathy Haynes	City Commissioner, Clovis MainStreet
Randy Crowder	City Commissioner
Claire Burroughes	Community Relations Director, Clovis MainStreet
Dick Smith	County Manager
Lance Pile	County HR