



# **Planning Approaches, Processes, and Implementation Guide**

**HANDBOOK FOR UPDATING COMMUNITY-BASED LAND USE PLANS**

**Draft for Navajo Nation Input**

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**This Planning Approaches, Processes, and Implementation (PAPI)** guide provides an overview of pertinent topics addressed within the Navajo Nation Community-Based Land Use Planning Report (Report) submitted by Arizona State University (ASU) and processes that are currently used or applied by the Navajo Nation and its Agencies and Chapters. Several important changes have taken place since the completion of the Planning Report. The PAPI will serve to complement those changes, while providing guidelines for updating Community-Based Land Use Plans (CBLUPs).

Each Chapter elects a Community Land Use Planning Committee (CLUPC) to lead the planning process. The CLUPC is assisted by regional planners in each of the Nation's 16 newly-formed planning regions. With support from the Navajo Housing Authority (NHA), most CLUPCs have completed their first CBLUP. However, less than a handful of Chapters have been able to update their CBLUPs. Training, communication, and collaboration between Chapters, Agencies, regional planners, and Navajo Nation departments will be required to ensure successful planning and implementation at all levels.

This PAPI guide will cover Community-Based Land Use Planning from pre-planning to implementation and should be on the desk of each CLUPC member and 16 regional planners. If each CBLUP is completed in a uniform fashion and the CLUPC is trained thoroughly, finishing the planning and pre-planning processes should be straightforward enough to be completed without need for outside consultancy.

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## ***INTRODUCTION***

### **REVIEW AND RECOMMENDATION FOR UPDATING THE CBLUP REPORT**

In 2013, ASU submitted a report, titled Review and Recommendations for Updating the Community-Based Land Use Plans for the Navajo Nation (herein referred to as “report” or “the report”). The report was accepted by then Navajo Nation president Ben Shelly and his chief of staff Arbin Mitchell. This Guide is intended to serve as a “handbook” for implementation of plan updates as well as a “how-to” for pre-planning, public participation, visioning, and planning.

Navajo Nation Title 26 (The Navajo Nation Local Governance Act or “LGA”) dictates the content of CBLUPs and their update frequency (currently every 5 years).

#### **The LGA requires that Chapters wishing to administer land have a CBLUP, and that the plans must:**

1. Include projections of future community land needs, shown by location and extent;
2. Identify areas for residential, commercial, industrial, and public purposes; and
3. Be based upon the guiding principles and vision as articulated by the community
4. Include information revealed in inventories and assessments of the natural, cultural, human resources, and community infrastructure as well as consideration for land-carrying capacity.

#### **The plan may also include:**

1. An open-space plan which preserves certain areas to be retained in their natural state or developed for recreational purposes;

2. A thoroughfare plan which provides information about the existing and proposed road networks in relation to land use in the surrounding area; and
3. A community facilities plan that shows the location, type, capacity, and area served of present and projected or proposed community facilities.

In addition to the requirements and recommendations of the LGA, this PAPI guide will cover:

***Pre-Planning and Community Planning Education***

***Public Participation in Planning***

***Mapping (GIS) Recommendations***

***Economic Development***

***Land Withdrawal, Zoning, and Eminent Domain***

***Housing Policy and Planning***

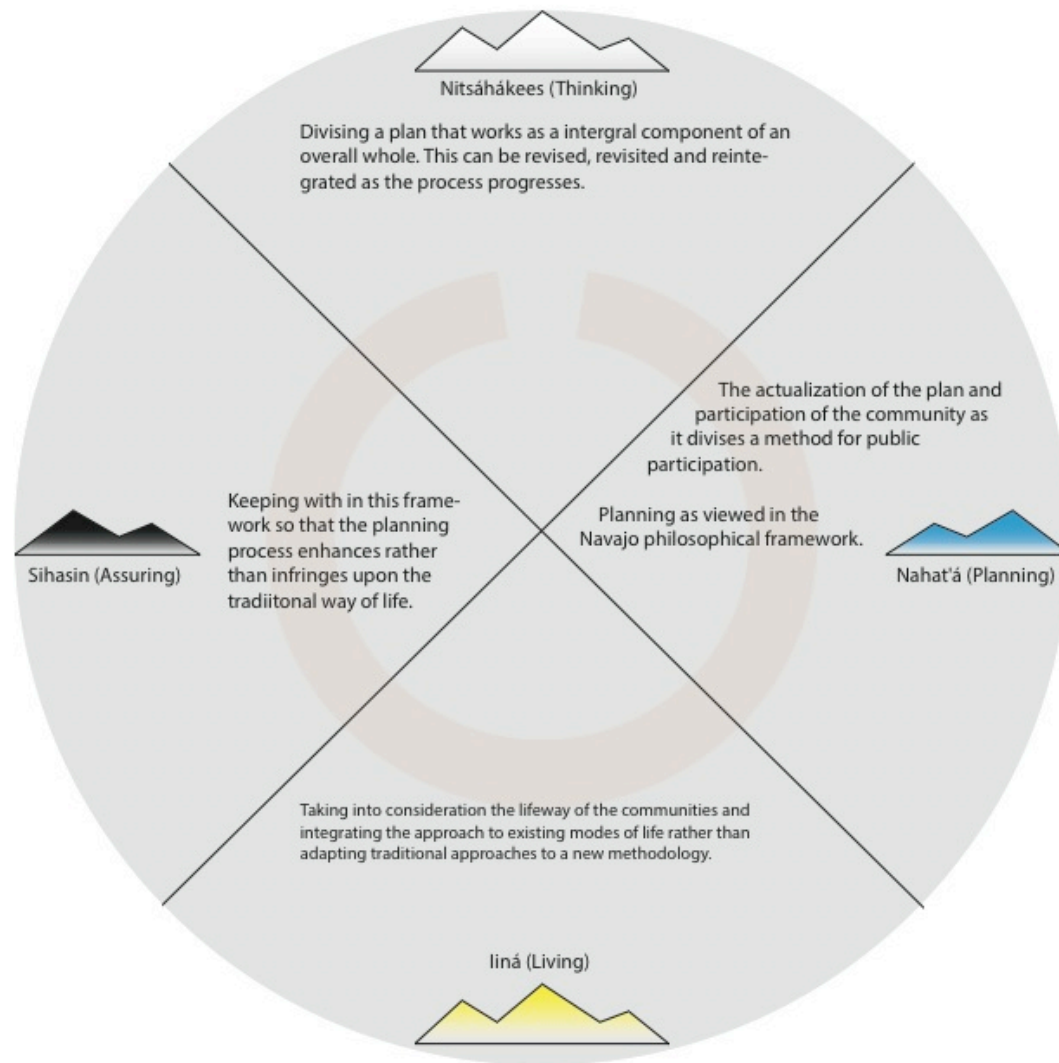
***Regional Planning and Administrative Service Centers***

***Chapter Plan Updates***

The Report submitted by ASU identified several problems with the initial round of CBLUPs, from which these recommendations were developed. Within this PAPI guide, each recommendation will be summarized, and a process for updating Chapter plans will emerge.

# Pre-Planning and Community Planning Education

## Sa'ah Naaghái Bik'eh Hozhoo Planning Model



**Pre-Planning** is primarily an organizational, informational, and educational process. Preparations must be made for the planning to begin. They should include not only the CLUPC and planners, but also the community. In order for planning to proceed effectively, the community must be educated on the process. This can begin prior to the actual plan-making and should continue throughout.

Pre-planning can be carried out in a number of ways. Some of the most common and effective methods are: 1) public workshops, hearings, and forums; 2) communication through print media, radio, and social media; and 3) bringing the message to community members where they spend their days (grocery stores, basketball games, etc.).

It is recommended that the CLUPC develop a pre-planning strategy, which includes community participation and education plans, and clear steps to ensure continuous community engagement. It will be important to include elected officials, community members, and staff in the process for a holistic representation of interests. Involving a wide range of community members in each stage of the process increases effectiveness.

## ***1.0 PRE-PLANNING AND COMMUNITY PLANNING EDUCATION***

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### **SUCCESSFUL PRE-PLANNING TECHNIQUES**

Creating a toolbox of successful techniques for pre-planning is an important way to build a foundation and ensure a smooth planning process. Each planner and each Chapter CLUPC will have a different set of techniques that works well for them based upon local culture, geography, and traditions.

The following techniques will apply to the majority of CBLUP updates. They should be used whenever possible by what we refer to as the “planning team.” This team should include the CLUPC and representatives from the planning staff, elected officials, and community members.

1. Define the scope of the CBLUP;
2. Create a desired timeline, understanding that it is not set in stone;
3. Develop a communication strategy, including a mechanism for disseminating information as well as a feedback mechanism to understand the needs and concerns of the community;
4. Survey the community and engage with community members based upon the developed communication strategy;
5. Collect existing information, data, and reports on the community and plans in one place that is accessible to the Chapter; and
6. As CLUPC members are elected, educate new members on the information from step 5 and plan requirements.

## 1.1 DEFINING SCOPE

The scope of the plan can be defined fairly simply by adhering to the LGA. The LGA, as mentioned earlier, requires four *minimum* elements:

1. Projections of future community land needs, shown by location and extent
2. Identification and locations of areas for residential, commercial, industrial, and public purposes (including areas for economic development).
3. Guiding principles and vision as articulated by the community
4. Inventories and assessments of the natural, cultural, human resources, and community infrastructure as well as consideration for land-carrying capacity.

The CBLUP may and should include more than this. It is recommended that this decision be based on the desires and needs communicated by the community, either via survey or during ongoing public workshops and public forums.

Additional elements that *may* be included in the CBLUPs are:

1. An open-space plan that preserves certain areas to be retained in their natural state or developed for recreational purposes
2. A thoroughfare plan that provides information about the existing and proposed road networks in relation to land use in the surrounding area
3. A community facilities plan that shows the location, type, capacity, and area served of present and projected or proposed community facilities.

Once the scope of the plan is defined, the next step is developing a timeline for the planning process. Included in the graphic to the right is a possible timeline for a planning process.

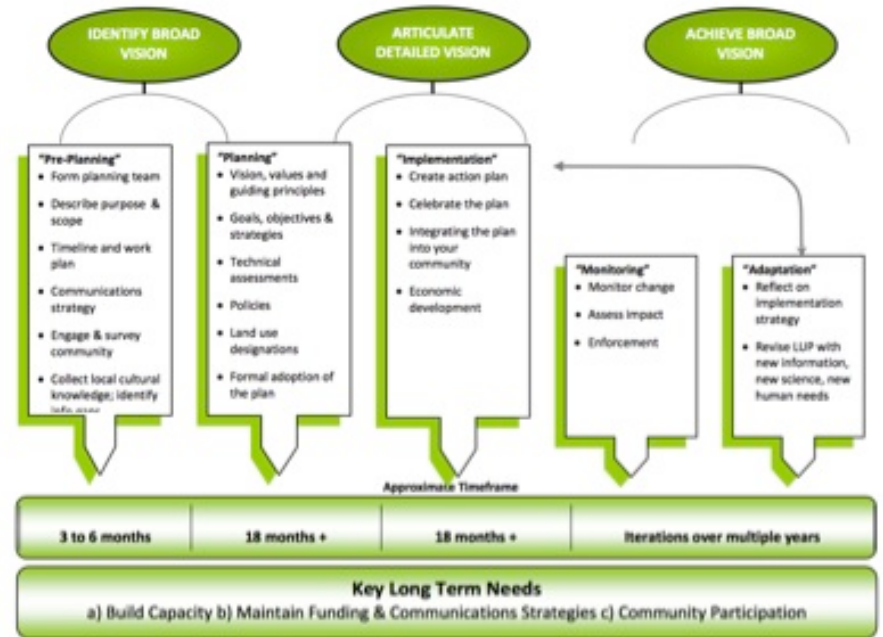


Figure 1-1 Pre-planning and planning process visualized

## 1.2 DEVELOP A TIMELINE

It is important to develop a timeline for the planning process that is realistic yet ambitious. This timeline will vary from Chapter to Chapter and be based on prior experience, yet short enough to keep the community engaged. There are often several different processes that need to occur simultaneously. For this, a Gantt chart or similar visual tool may be helpful as it can aid in tracking multiple project development elements. Gantt charts are also useful for assigning tasks to individuals and tracking progress on a timeline as illustrated in Figure 1-2 below.

Development Services Department			2015	Q1 16			Q2 16			Q3 16		
			Q4	Jan	Feb	March	April	May	June	July	Aug	Sept
<b>Economic Development</b>	<b>% Complete</b>	<b>Lead</b>										
<b>Overall Economic Development Plan W/APPS</b>	54	James										
<i>Define scope and select contractor</i>	54	David										
<i>Determine stakeholders; conduct meetings and workshops</i>	54	Eric										
<i>Produce document</i>	54	Alesha										
<i>Update</i>	54	James										
<b>Old Home Manor Industrial Park SAP</b>	54	David										
<i>Develop lease docs, CC&amp; R's</i>	54	Eric										
<i>Select Spec Building Partner</i>	54	Alesha										
<i>construct spec building</i>	54	James										
<i>Marketing materials &amp; outreach</i>	54	David										
<b>Planning Documents</b>												
Strategic Plan	34	James										
Road 2 North/89 Specific Area Plan	34	David										
OHM Recreation/Rodeo Grounds	34	Eric										
Trails	34	Alesha										
Road 4 South/89 Specific Area Plan	34	James										
Road 4 North/89 Specific Area Plan	34	David										
Minor Community Core Plans	34	Eric										
<b>Grants</b>												
Housing Rehab	76	James										
AZGAF Shooting Range	76	David										
NRA Public Range	76	Eric										
NRA Teach Freedom	76	Alesha										
CDBG- SSP	76	James										
REDG - Construction	76	David										
REDG - Roads/Utilities	76	Eric										
		Alesha										
<b>UDO Update</b>												
<b>Sign Ordinance</b>	65	James										
Medical Marijuana	65	David										
Code Enforcement	65	Eric										
Agribusiness	65	Alesha										
Land Splits	65	James										
Reversionary Plat	65	David										

Figure 1-2 Example Gantt chart

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### ***1.3 DEVELOP A COMMUNICATION STRATEGY***

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The most successful planning processes include an extensive communications and outreach strategy. The public needs to know what the planning process looks like and how they can be involved. Thus, communication at public workshops, forums, and events should be a top priority as they provide opportunities to engage community members.

One problem in Chapter planning has been the lack of significant residential involvement during this phase. It has been particularly difficult getting representation across the Chapter. A community feedback mechanism will help bridge this gap.

This feedback mechanism will allow the community to provide input on the planning process as well as the CBLUP itself. This input can be used to improve the CBLUP and help identify the strong elements of the plan. A survey instrument should be developed and distributed to community members as part of the communication strategy as well. It can be distributed by mail, in person, or by phone.

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### ***1.4 SURVEY AND ENGAGE THE COMMUNITY***

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Household surveys are critical for Chapter land use planning. They provide a mechanism for gathering valuable information on the community, population needs, housing conditions, and other factors. For instance, surveys can be used to determine:

1. The size of the current population and number of households, household size, and percent of population employed.
2. Population numbers by age, number of school-aged children, percent retired.
3. Places of residence, employment, and commute patterns
4. Community needs

In order to address the LGA planning objects, questions should cover demographic, land use preferences, and cultural resources to address the following elements:

1. Projections of future community land needs, shown by location and extent
2. Areas for residential, commercial, industrial and public purposes
3. Guiding principles and vision as articulated by the community
4. Inventories and assessments of the natural, cultural, human resources, and community infrastructure as well as consideration for land-carrying capacity.

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### ***1.5 COLLECTION OF CULTURAL KNOWLEDGE***

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Cultural and spiritual knowledge collection can be accomplished in many different ways. For example, a Use and Occupancy Map Survey, as covered in section 6.6.4 of the Report, can be used. This method is intended to turn oral histories into written and mapped information that can be used for planning purposes. Surveys can be difficult to implement so a follow up should be completed as well. Follow up communication can be in person, by phone, or if Chapter members have Internet access, online.



# Public Participation in Planning

**Public participation** is vital to any planning process. An important aspect of getting it right is coming up with a plan for participation. This process is very similar to the pre-planning process, but must continue throughout the planning process. As with all plans, this document must be a living, flexible document and planners must be adaptable to react to changing circumstance.

During interviews, Chapter officials stated that plans were often thwarted by grazing rights holders who would put a sheep or two out on their land to prevent development. Though there will always be a number of people in opposition to any development or plan, this negativity can be minimized by engaging the public in the planning process, communicating with all possible stakeholders, and giving several opportunities for meaningful public input.

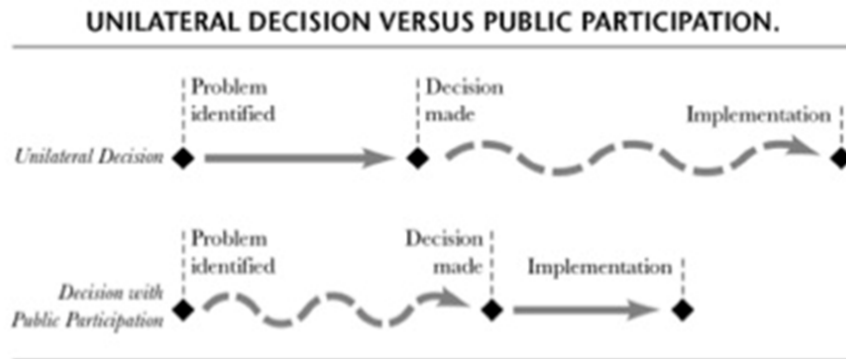


Figure 2-1 The advantage of public participation

## 2.0 PUBLIC PARTICIPATION IN PLANNING

### DEVELOP A PUBLIC PARTICIPATION PLAN (PPP)

There are several methods that are common for public participation and Chapters should be free to choose methods that work for them. These methods range from classic survey instruments to online surveys and social media advertisements. They include:

1. Visioning
2. Workshop Engagement
3. Charrettes
4. Strategic Planning
5. Traditional Survey Instrument
6. Online Survey Instrument
7. SWOT analysis.

We cover each of these in this chapter. It should be noted that using several of these methods throughout the public participation and planning process will reach as wide a variety of community members and stakeholders as possible.

## **2.1 Visioning**

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Visioning is a process of engaging people in thinking about how they would like their community to look like in the future. This can be done in a number of ways, but the most common model is to ask people what they think the Chapter should look like in 5 years or 10 years. Answers are recorded and compiled to create a community vision.

A similar model uses workshops to engage community participants. Participants break into workgroups to brainstorm the same question as above. At the end of the visioning session, a group member reports back to the larger group the most important or common theme(s) discussed in their workgroup. This helps establish a theme for the visioning session, validates the community members' opinions about the future of the Chapter, and reinforces and recognizes the importance of participants' ideas.

## **2.2 WORKSHOP ENGAGEMENT**

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“Workshop” is a general term for any meeting in which the community is engaged in a planning activity. They give the public an opportunity to provide feedback to the planning team on proposed plans. They are often short (1-2 hour) and focus on one specific facet of the plan, such as identifying potential areas for commercial land uses, community assessment, or identifying Chapter needs and wants. Visioning, as described above, can be undertaken at workshops.

Workshops are less effective when called without a particular agenda or specific issues to comment on. Thus, organization is crucial for success. Potential elements include putting together an agenda, presentations, displays for people to interact with, and using small breakout groups for ease of access to display boards and idea sharing.

## **2.3 CHARRETTES**

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Charrettes are multi-day meetings that act as both a process and a product. The typical charrette is three-to-five days. Its structured process maximizes community participation in order to achieve three objectives:

1. idea generation, which requires the transfer of knowledge among all involved parties,
2. decision making, which requires a dialogue between the participants and the planning team about the ideas presented, and
3. problem solving, which provides recommendations and proposals as outcomes of the charrette process.

These objectives are part of the larger goal of communicating ideas for specific community design projects. When they are met, the result is a product. Most charrettes provide community-based designs or design options as the end product. For example, the product may offer concrete details about a planning project such as a redevelopment plan or a street redesign.

This mode of participatory engagement is most appropriate for master planning of sites for large-scale design such as urban or neighborhood designs. The charrette is useful for gaining the unified support of a cross section of the community who are committed to the implementation of plans. Charrettes are commonly used for small design projects, but can be used for larger land use plans, especially if the community and the planning team desire an interactive process.

## **2.4 STRATEGIC PLANNING**

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Strategic planning is essentially an organized effort to produce decisions and actions that shape and guide what a community is, does, and why it does it. A Strategic Planning Process usually includes the following elements:

1. Visioning Statements

2. Large-scale goals to achieve
3. SWOT analysis
4. Objectives and priorities, as well as time ranges for implementation
5. Projects and costs
6. Implementation and Finance

One of the most common elements of strategic planning is the SWOT analysis. SWOT stands for Strengths, Weaknesses, Opportunities, and Threats. It is used to identify both perceived and actual needs.

The Navajo Nation currently employs SWOT AND strategic planning at many levels, including Chapter, Agency, and the Executive level. For example, the Chapters have a directive from the Navajo Nation Office of Management and Budget (NNOMB) to conduct strategic planning on an annual basis. The Chapter Manager, Chapter officials, and LGSC staff all review the strategic plans before sending the information to the NNOMB. This is meant as a quality assurance tactic.

Regional planners and community members should be actively involved in the strategic planning process at the Chapter Level in order to assist in a realistic strategic plan.

# SWOT ANALYSIS

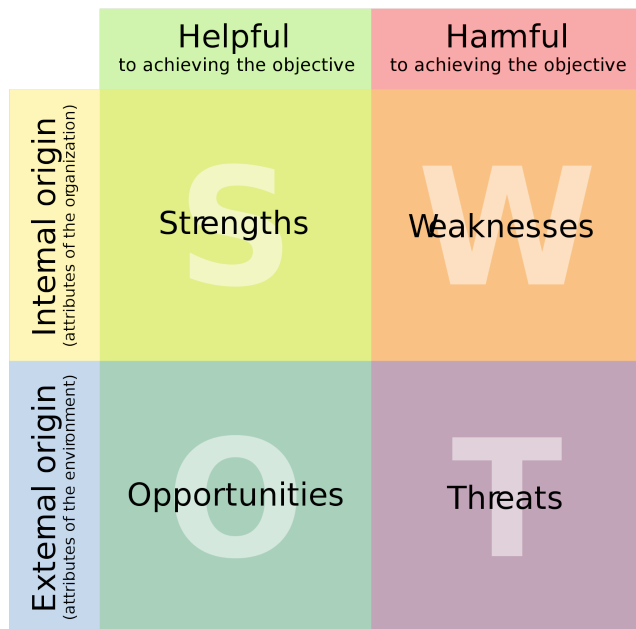


Figure 2-2 SWOT analysis

## 2.5 TRADITIONAL SURVEY INSTRUMENT

Chapters should carry out surveys on an as-needed basis in order to augment Census data and previously collected information and enhance the Community Assessment section of the CBLUP. It can be of any nature deemed necessary and appropriate to the planning document. For example, a survey question asking Chapter members the condition of their home and expected useful life of that home would help determine housing needs beyond the economic data available from the US Census.

These questions are appropriate for a traditional, written survey instrument that may be mailed or delivered door-to-door. These questions can be tailored to specific planning items that the Chapter might be undertaking, such as roadway improvements, Chapter house placements, or land withdrawal.

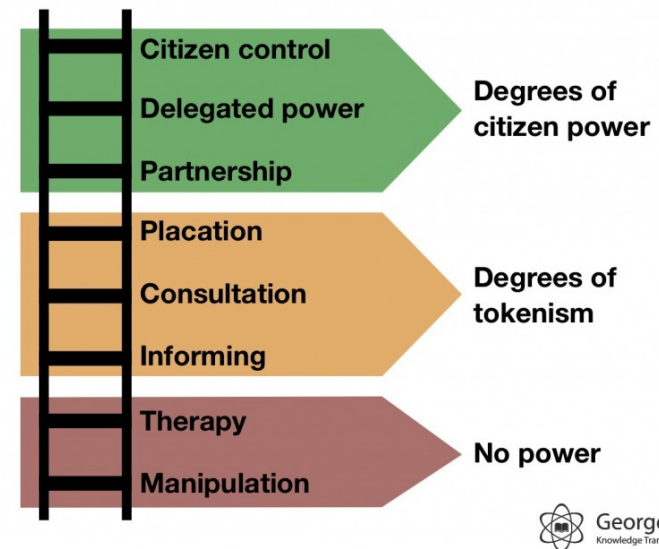
## 2.6 ONLINE SURVEY INSTRUMENT

Online surveys have grown in popularity in recent years as they are low-cost (sometimes even free) to distribute; results can be automatically tallied and analyzed and saved for later use; or be tailored to another planning process. One website offering such surveys is SurrveyMonkey, which offers a basic account for free that allows 10 questions and 100 responses or monthly/annual plans that allow for more questions and responses. There is no cost for participants.

## 2.7 PUBLIC PARTICIPATION AS EMPOWERMENT

Public participation is a relatively new phenomenon in planning. It is now a requirement almost everywhere in the United States. However, many jurisdictions offer public participation by rote rather than giving citizens a true chance to change their community's future. Public participation should be viewed as a chance to give the Chapter its self-empowerment. The Ladder of Public Participation, conceived by Arnstein in 1969, is a strong way to measure the success of a public participation plan. We recommend revisiting

Arnstein (1969) Ladder of citizen participation



this tool at several points during the public participation process to evaluate the plan's success.

Figure 2-3 Arnstein's Ladder of Citizen Participation

# Mapping (GIS) Recommendations

**Mapping is an invaluable tool** for visualizing the proposed future of a specific area. However, creating comprehensive, detailed maps is an extremely technical task that requires extensive training in Geographic Information Systems (GIS) and cartography. GIS can be performed on any number of software platforms. There are a number of free open source programs available online, but many of these are more difficult to use and may be more tailored to analysis than cartography. Examples of these types of programs include QGIS and GeoDa. The most common in municipal and governmental applications is ArcGIS, a software application created by ESRI. Therefore, all of the examples given will be shown in ArcGIS.

The LGA gives a baseline for how each CBLUP should be completed. During ASU’s research, it was discovered that current CBLUPs are lacking in mapping and GIS analysis. GIS analysis is required by the LGA. The requirements for identifying areas for residential, commercial, industrial, and public purposes; including information revealed in inventories and assessments of the natural, cultural, human resources, and community infrastructure; and considering land-carrying capacity (reqs. 2 & 4) all necessitate GIS analysis and mapping.

ArcGIS provides these functions at what is called an “enterprise” level, which will work from the Chapter level up to the NNDCD and NNDOT. Implementing an enterprise-level GIS system will ideally be performed, or at least led, by the NNDCD with input from a steering committee that includes regional planners from the Administrative Service Centers (ASCs) and members of CLUPCs.

## 3.0 GIS AND MAPPING FOR CBLUPS

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### DEVELOPING MAPS FOR CBLUPS

The LGA requires that Chapters:

1. identify areas for residential, commercial, industrial and public purposes; and
2. include information revealed in inventories and assessments of the natural, cultural, human resources, and community infrastructure as well as consideration for land-carrying capacity.

Also recommended by the LGA are:

1. an open-space plan;
2. a thoroughfare plan; and
3. a community facilities plan which shows the location, type, capacity, and area served, of present and projected or proposed community facilities

These requirements are similar to those of General Plans, Infrastructure and Capital Improvements Plans, and Zoning Ordinances. Drawing from work in these areas that other Chapters and municipalities have done will be essential. Working from a standard template will also help streamline the process. Mapping and analysis for each of the above elements will be explained in the following section. For ease of explanation, we will cover mapping and analysis in different sections.

### 3.1 MAPPING RESIDENTIAL, COMMERCIAL, INDUSTRIAL AND PUBLIC USES

The first LGA requirement for CBLUPs is to identify areas for residential, commercial, industrial, and public purposes. As mentioned previously, this is similar in scope to creating a zoning map or land use map for a general plan. These can be one and the same in the case of CBLUPs. Zoning requirements are not as stringent in the Navajo Nation as they are for many municipalities, and Chapters are not required to create a zoning map. However, Kayenta has had success using this approach. Therefore, we will use this standard approach here. If a Chapter chooses to take another approach, as Shiprock did with their Master Land Use Plan, they can adapt the proposed model.

Describing land uses on a map is the easiest way to visualize them. Important elements include:

1. A title
2. A directional indicator, with a minimum of a north arrow;
3. A scale that describes the area covered by the map, typically in miles or kilometers; and
4. A legend, such as color blocks for land uses, explaining what is pictured in the map.

As described in the Report, standardized colors based on the American Planning Association's (APA) Land Based Classification Standards (LBCS) are used for each of the following "districts":

- **Yellow** is residential
- **Red** is commercial
- **Purple** is industrial

Public land uses are depicted differently in different communities; however, **blue** or **green** are used in many cases.

Given the fact that parcel-based ownership is not standard in the Navajo Nation, the edges of each district should be based upon easily recognizable landmarks. Shiprock's Master Land Use Plan (below) employs these colors.

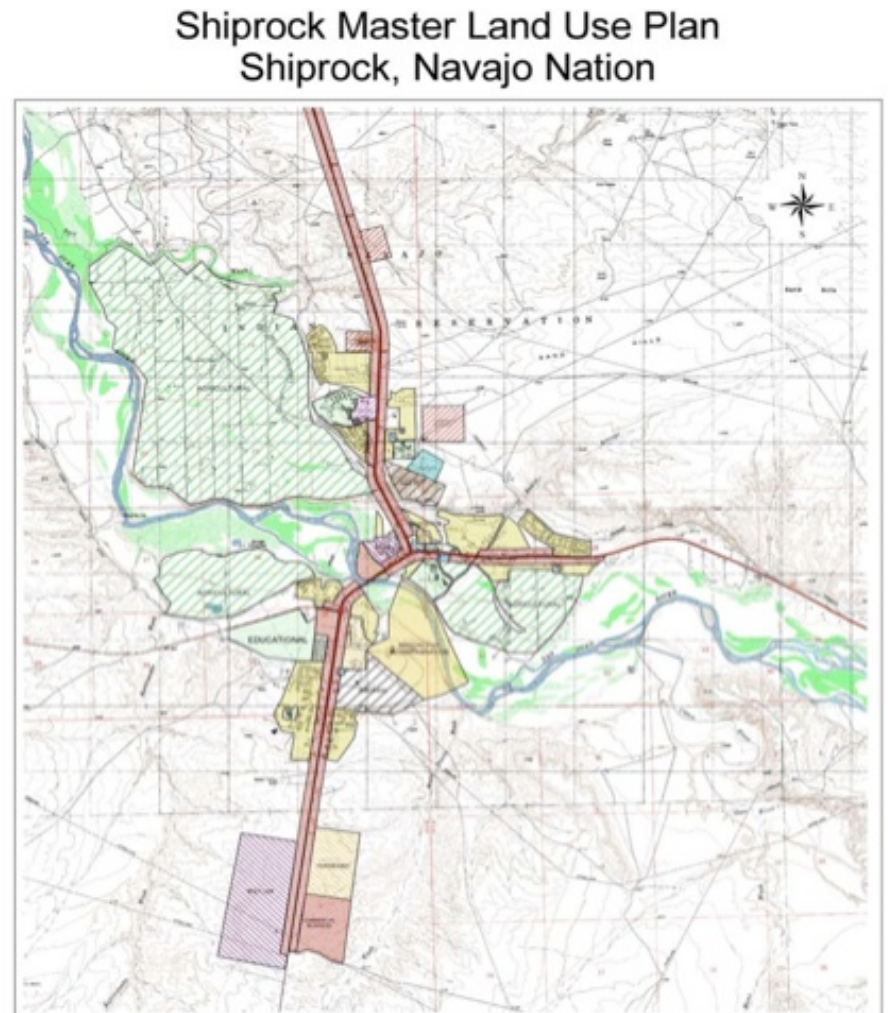


Figure 3.0 Shiprock Master Land Use Plan

Though these map elements are important, there are cases where using them is not practical. This is often the case in future land use maps. Future land use maps are meant to broadly depict the planned future of an area, and precise outlines for these proposed future uses are not as important. This is depicted well in Kayenta Township’s Comprehensive Plan (below). This future land use map is also an example of a community’s plan that goes beyond the required land uses to include a well defined vision of the future of the Township.



# Kayenta Township Comprehensive Plan

EXHIBIT 5: Kayenta Future Land Use Map

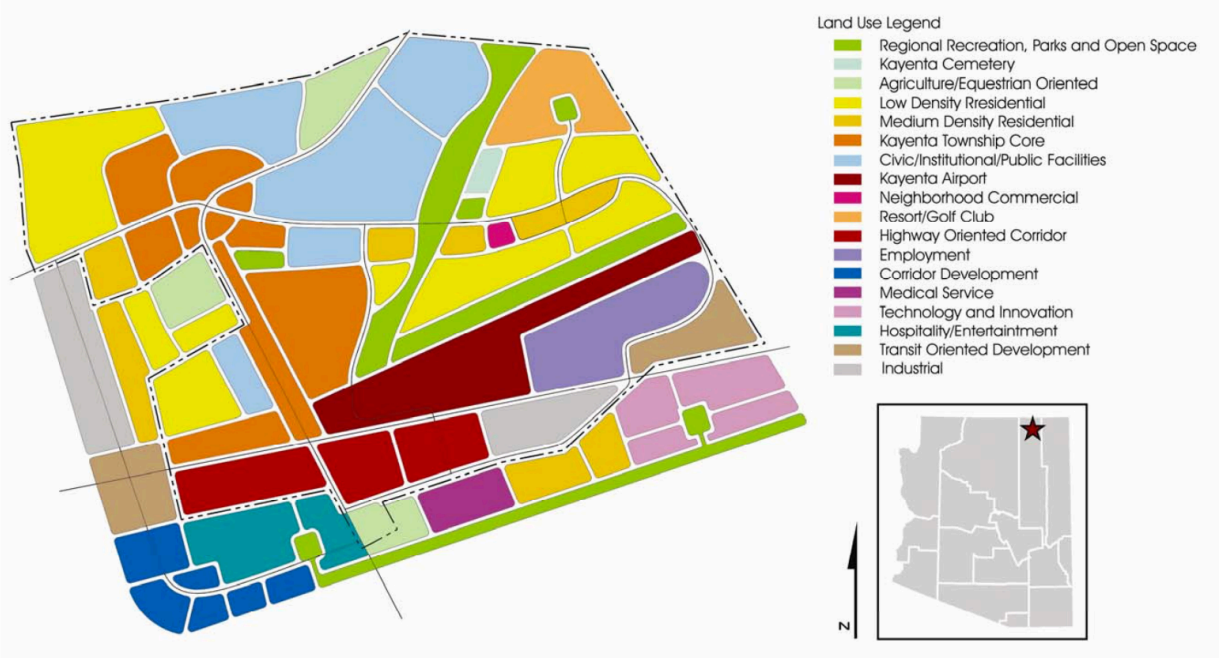


Figure 3.1 Kayenta Future Land Use Map

### 3.2.1 MAPPING NATURAL, CULTURAL, & HUMAN RESOURCES

The second requirement for CBLUPs consists of three parts. This section will address these three aspects separately. This section covers the mapping of natural, cultural, and human resources; the next will cover community infrastructure; and the third will cover land carrying capacity.

Mapping natural resources is commonly undertaken in comprehensive plans prepared by municipalities. Cities and towns of a certain size are required by law to have an environmental planning element in their comprehensive plan. A strong example of environmental planning and mapping is the Coconino County Comprehensive Plan, which was prepared in 2003. It has been lauded for its focus on the conservation of natural resources. Examples from that plan will be used throughout this section.

Navajo Nation natural resource mapping involves not only identifying the natural resources within the Chapter, but also using Chapter member input to determine goals for those resources. What this means to each Chapter will vary; however, it is common to evaluate the natural resources by their cultural importance and assign a rank to each resources. From this evaluation, a conservation framework emerges with goals tailored to the citizen input received. Using this framework, sensitive natural resources can be mapped, and with a numbering system, ranked, thereby signifying the importance of protecting each natural resource. If the Chapter's natural resources are spread out over a vast area, it is common for hatches, gradients, or patterns to be used to depict forests, marshes, water resources, etc.

The map to the right, from Coconino County's 2003 Comprehensive Plan, demonstrates this technique. It broadly identifies the County's vegetation types. The accompanying narrative outlines the conservation goals.

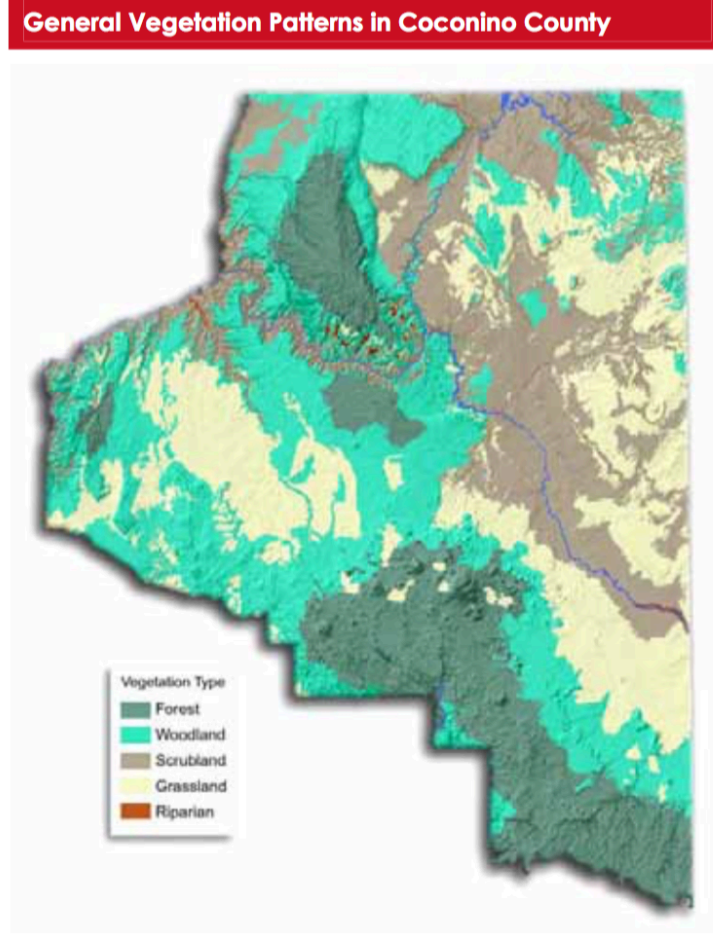


Figure 3.2 Vegetation Map of Coconino County



Cultural and human resources mapping is more challenging. Mapping of cultural resources involves both institutional knowledge, which many CLUPC members have, as well as coordination with archeologists, environmental planners, and members of the community. This mapping has been successfully completed by many British Columbia First Nations, using Use and Occupancy Map Surveys (UOMS).

UOMS are a way of turning oral histories into written knowledge, which can then be accessed by planners to determine which areas need to be preserved for cultural or spiritual uses. This data is often private in nature and must be masked to prevent revealing sensitive information to those who use the CBLUPs.

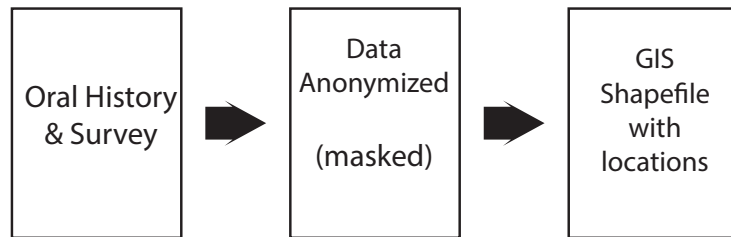


Figure 3.3 Flow of private data into community assessment

Other types of data will be vital to mapping historical and archeological data. Archeological surveys will be required for many plans, especially those involving excavation near possible archeological sites. These surveys are generally best undertaken at the start of the planning process. They can be time consuming and require significant coordination, often by an outside consultant.

An outside consultant often undertake historic preservation as well. However, the Tribal Historic Preservation Officer (THPO) must coordinate Historic Preservation efforts for tribal nations. In the case of the Navajo Nation, this means that the executive branch of government must be involved in this aspect of planning.

### 3.2.2 MAPPING COMMUNITY INFRASTRUCTURE

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Community infrastructure plans are often referred to as Capital Improvements Plans. For CBLUPs, this might look more like the transportation (circulation) element of a general plan as most of the infrastructure will come in the form of roads rather than sewer and water lines. Circulation plans generally show roadways, both existing and planned, as well as traffic counts on these roadways, projections for future traffic, and prioritized improvement plans.

Circulation mapping can be done on many levels, from very basic line drawings to detailed drawings of street cross sections that depict each and every lane. Depending on the Chapter, different levels of complexity and detail may be appropriate. For example, in the more rural Chapters with primarily single lane dirt roads, cross sections would be unnecessary. In Chapters desiring a more urban feeling, it may be important to identify sidewalks, bicycle lanes, or other on-street amenities, especially given the Navajo Nation's renewed focus on public health. See a cross-section of a complete street below (Figure 3.4).

Typically, these plans outline a vision of traffic circulation within a chosen geography and time period. They are, in many cases, outlined in table format with a road name, traffic counts, a proposed completion date, and occasionally estimated cost. These tables can then be visualized in map format via color-coded line drawings.

It is also important to identify funding sources and a timeline for expenditures in order to assure that the project can be completed in a reasonable amount of time. Much of the time, it is necessary to accompany the budget by a narrative, as displayed below in Figure 3.5.

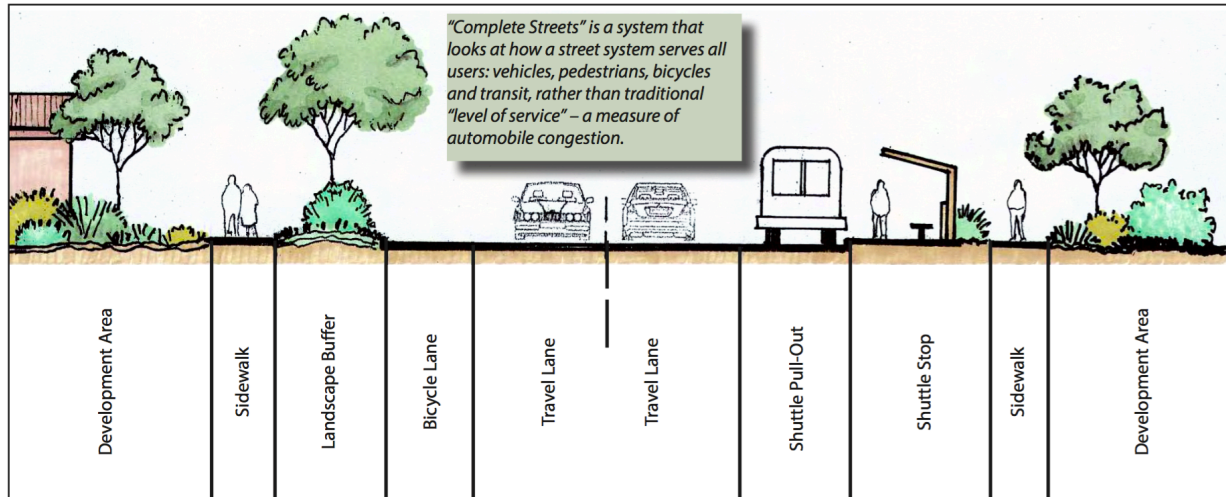


Figure 3.4 A complete street cross section

**Project Title:** Ranger-Brewer-89A Intersection  
**Project #:**  
**Location:** Ranger-Brewer-89A Intersection  
**Category:** 1

**Project Description**  
 This project consists of a study, design, and construction to improve existing Ranger Road/Brewer Road between SR 179 and SR 89A.

**Project Justification**  
 The improvement of SR 179 will route additional traffic onto Ranger and Brewer Roads. Also with the redevelopment of the Forest Service Ranger Station and the reactivation of the Brewer Road School, additional traffic will be generated. The current intersection and roadways are not adequate for present traffic and are in need of upgrading. The additional expected traffic will create safety issues and render the intersection ineffective, creating added congestion at adjacent intersections. This would be a new road either by width or alignment. The impact on maintenance is unknown since it depends on what landscaping and sidewalk improvements will be associated with the project. At this point, the maintenance impact is expected to be incremental if the road is constructed in a manner similar to Upper Red Rock Loop Road by the Sedona High School.

Category	Funding Source	Carryover/ New	Prior Yr	FY2014	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023	Total
Environmental	General Fund	New	\$0	\$0	\$0	\$0	\$0	\$50,000	\$0	\$0	\$0	\$0	\$0	\$50,000
Land	General Fund	New	\$0	\$0	\$0	\$0	\$0	\$50,000	\$0	\$0	\$0	\$0	\$0	\$50,000
Design	General Fund	New	\$0	\$0	\$0	\$0	\$0	\$400,000	\$0	\$0	\$0	\$0	\$0	\$400,000
Construction	Outside Sources	New	\$0	\$0	\$0	\$0	\$0	\$0	\$1,250,000	\$1,250,000	\$0	\$0	\$0	\$2,500,000
Arts	Outside Sources	New	\$0	\$0	\$0	\$0	\$0	\$0	\$12,500	\$12,500	\$0	\$0	\$0	\$25,000
<b>Total Budget</b>			<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$500,000</b>	<b>\$1,262,500</b>	<b>\$1,262,500</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$3,025,000</b>

Figure 3.5 Project Budget and Narrative

### 3.2.3 MAPPING OF LAND-CARRYING CAPACITY

Land carrying capacity can be defined many ways, but it is most commonly defined by what population can be supported by a unit of land. It focuses on land use patterns that do not damage or degrade natural resources over time. This can be applied to units of livestock, as well. Given that many Chapters in the Navajo Nation are rural in character and that grazing is a given fact of life, considerations must be made for livestock units as well as human population.

For purposes of mapping carrying capacity, topography can be added as a layer to a GIS system. The initial step is to subtract steep topographies from the overall equation. After this, the number of livestock units, the species of animal, and how many can be supported per acre is calculated. This is typically measured in Animal Units/Month or AU/MS. The following formulas are used to determine how many animals of different types can graze on a given piece of land:

Given
<ul style="list-style-type: none"> <li>Pasture size =2 acres</li> <li>Dry weight of forage from clipping 10 (.96 sq. ft) hoops = 45 grams</li> <li>Proper use factor = 50%</li> <li>AUM = 900 lbs. of available forage</li> </ul>
Calculations
Total forage production = 45 g x 10 (total of 9.6 sq. ft) = 450 lbs/acre
Available forage = 450 lbs/acre X .50 = 225 lbs/acre
Available forage in pasture = 225 lbs/acre x 2 acres = 450 lbs.
AUMs in pasture = 450 lbs. / 900 lbs/acre = 0.5 AUMs
Thus, a 1000 lb cow could graze this pasture for 15 days.

Figure 3.6 Land carrying capacity

Once this has been repeated for all grazing areas, it can be mapped using a color gradient to visualize where more forage land is available. This creates an easily understandable visual representation of available forage land and carrying capacity for livestock.

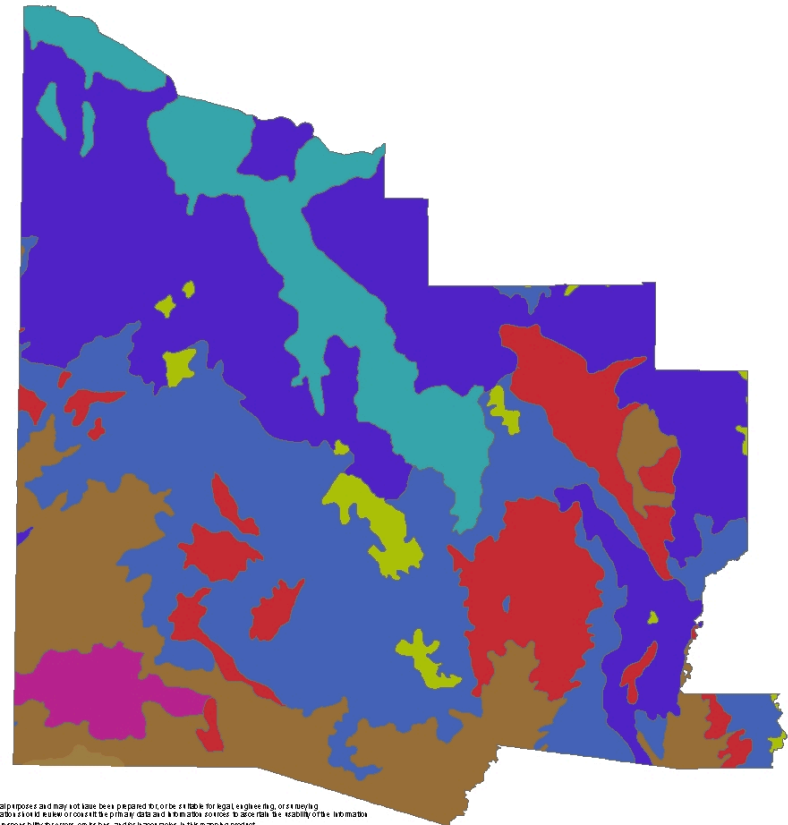


Figure 3.7 Carrying capacity in Yavapai County Each color in the above map represents a different biotic community, with different carrying capacities for each color. Developing an understanding of the number of livestock that can be supported by each type of vegetative community is a long-term project that must be re-evaluated often based upon environmental conditions.

### **3.3 LAND SUITABILITY**

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Land suitability analysis is the process of determining if a given piece of land is fit for a defined land use. An example of this would be for a shopping center. A site must have specific characteristics to be suitable for a shopping center such as highway or major arterial access, a minimum site size of approximately 12 acres, access to a municipal or governmental water system and sewer system, access to electric utilities, proximity to a certain population, and zoning to support the proposed use.

Land suitability must be undertaken for each land use and can be undertaken in a number of ways. It is up to the regional planners who will determine the feasibility of projects to identify ideal locations for them. Land uses from residential to restaurants and commercial developments to industrial parks and mining come under the purview of projects that require land suitability analysis.

In more rural Chapters, land suitability analysis may consist only of determining carrying capacity for grazing and housing. In more urban Chapters and Chapters desiring to expand, land suitability analysis should consist of a more comprehensive approach. Desired development should be identified, a number of possible sites determined, and land suitability analysis performed on each site. This will enable a ranking of sites. This process can be complicated by private property owners who do not want their land developed. In these cases, eminent domain can be used to acquire lands that are highly ranked if the proposed development is essential to the public health, safety, welfare, or economic development of the Chapter.

Although eminent domain is rarely used in the Navajo Nation for land acquisition, land suitability analysis would be very useful for identifying economic development areas, especially at the regional level.

### **3.4 OPEN SPACE MAPPING**

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Generally speaking, the Chapters in the Navajo Nation have abundant open space, which is why the LGA lists open space plans as a recommended, rather than required, element of a CBLUP. Open space mapping is often included in regular land use mapping, as seen in the Kayenta Future Land Use Map (Figure 3.1). As Chapters and communities become more organized, it will be important to set aside open space for public enjoyment as well as for wildlife corridors.

Many municipalities use their floodways, which are generally unbuildable, as open space. A famous example of this is the Indian Bend Wash in Scottsdale (Figure 3.8 below). It is used as a golf course, a bike and pedestrian corridor, and a park. This use of the floodway and floodplain is an innovative use of otherwise undevelopable space that runs the entire length of Scottsdale. The Chinle Chapter would be ideal for placing open space in flood plains rather than on land that is better suited for intensive land use. This protects development areas that require a significant investment as well as meets the demand for public space.

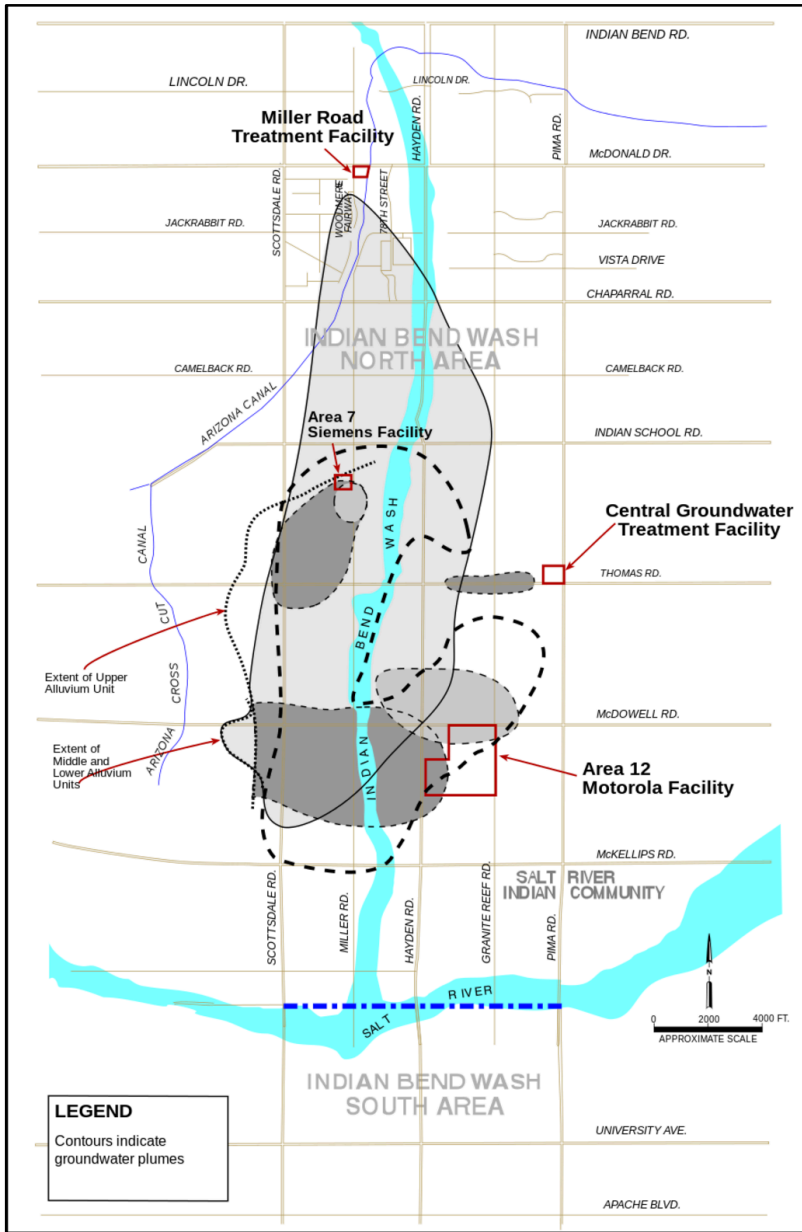


Figure 3.8 Scottsdale's Indian Bend Wash

### 3.5 COMMUNITY FACILITIES MAPPING

Community facilities are defined in Navajo Nation Title 26 as recreation areas, schools, libraries, and other public buildings. These facilities should be mapped in relation to all other land uses and labeled accordingly. It is important to show the context for these facilities so that those using the maps for reference may find those facilities.

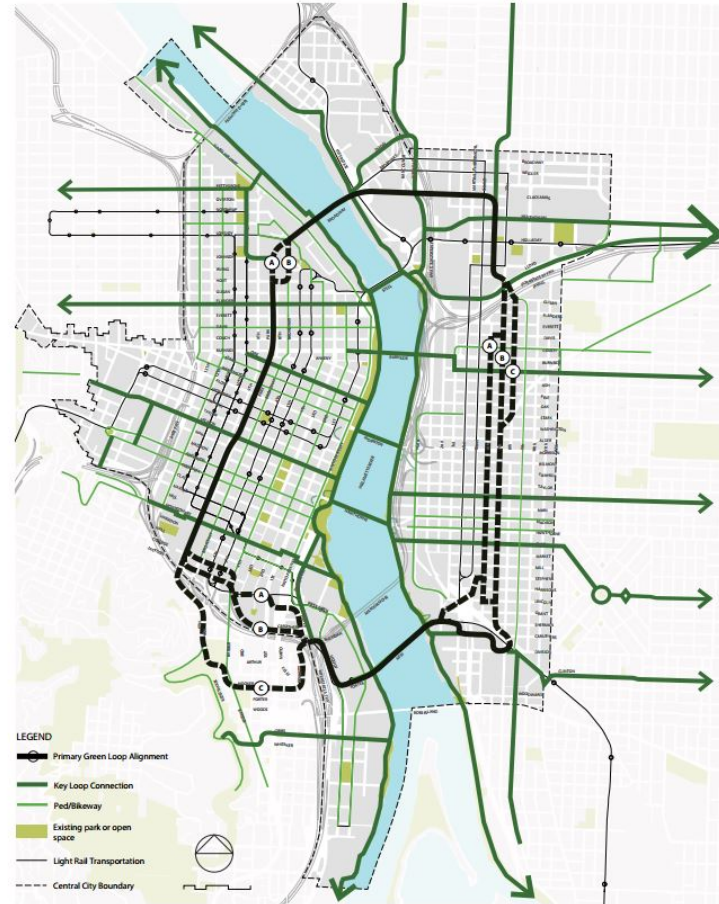


Figure 3.9 Parks and Recreational Facilities

An example of a strong approach in community facilities mapping is the new Green Loop Plan from Portland, OR. They have mapped their existing parks and recreational facilities along with a future concept of a green loop, a series of linear parks and trails that connect current parks. See Figures 3.9 (above) and 3.10 (below), one of which depicts parks and recreational facilities, and the other of which depicts attractions in the City Core.

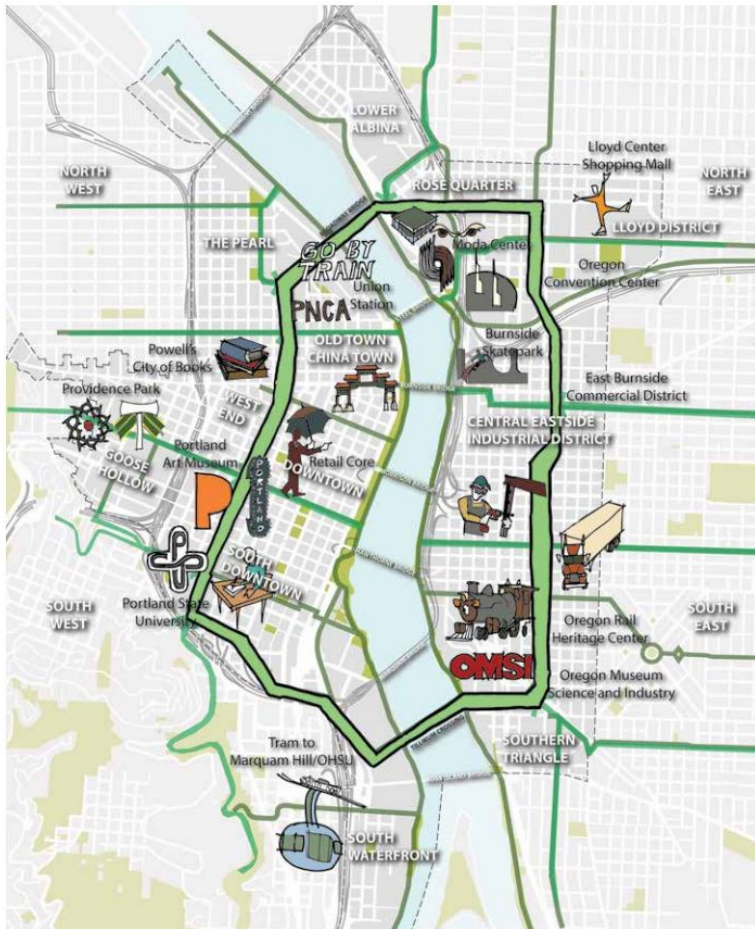


Figure 3.10 City Core Attractions

### 3.6 PROJECTIONS

The CBLUP will require frequent updates regarding population, employment, housing and other community data. These updates will be needed soon as the last plans were completed several years ago, in many cases as far back as the 1990s. In most cases, it will be prudent to begin in the present and to project into the future, perhaps 10-20 years. Questions to be asked may include: Are there enough homes now to meet the demand of a growing population by 2030? If not, how many more houses should be built? Where should they be placed? and What kind of housing will be required?

# Economic Development Recommendations

**Economic development is vital** to the future success of the Navajo Nation, its Chapters, and its people. It will be the backbone of the self-determination movement. It will empower the Nation to rely less on outside money and investment. This development will need to embrace a diverse economy that reflects both basic economic sectors (i.e., retail, tourism, banking, entertainment and I.T. services) and those unique to Navajo culture. When a strong economy is established in the Navajo Nation, quality of life will increase for the Navajo people as a whole as well as on an individual basis.

**There are three basic stages of economic development:**

1. Business Recruitment
2. Business Retention
3. Community and Local Economic Development

Each of these can be achieved through a standardized process, with the end result being local economic development that focuses on community outcomes. The following process will be covered in the economic development chapter of this guide:

1. Tribal Planning Efforts
2. Economic Information Analysis
3. Public Participation
4. Community Assessment
5. Economic Sector Identification
6. Industry Focus

## 7. Local Development Ordinances

### **4.0 LOCAL ECONOMIC DEVELOPMENT**

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Local economic development can be the most challenging aspect of governance. There are so many variables that contribute to a strong economy, many of which are not under the control of planners, or even the policy makers. Some of the variables include:

- Climate
- Economic diversity (a mix of businesses)
- Basic industries (businesses which sell primarily to external customers)
- Non-basic industries (businesses which sell primarily to local customers)
- Geography
- Community infrastructure
- Local population and income

A strong economy is reliant upon the balance of the above factors. Defining that balance is up to each community. The focus of the local planning organization should be to understand the economic diversity, mix of basic and non-basic industries, and community infrastructure. Things like climate, geography, and even local population and income are out of control of the local planning committee. Planners can use these things to the advantage of the local community, however.

Given the fact that there are factors both within and without the control of the planner, the following process will focus the planner on the important aspects of economic development that they can affect.

## **4.1 TRIBAL PLANNING EFFORTS**

---

Economic development planning is part of the larger planning process covered in this guide. The CBLUP should include not only those items that are required and recommended by the LGA, but also those that are found in comprehensive plans in jurisdictions throughout the country. The Kayenta Township comprehensive plan provides us with a strong example within the Navajo Nation. Even for rural Chapters whose goals of will likely be different from Kayenta's, the framework used by Kayenta was a very strong one that can be readily adapted. The framework included elements such as:

1. Community vision and guiding principles
2. Growth areas
3. Urban design
4. Land use
5. Transportation and circulation
6. Parks, Recreation, Trails, and Open Space
7. Environmental planning
8. Community Facilities and services
9. Water resources

Other elements often included in comprehensive plans are:

1. Economic development
2. Cost of development
3. Public safety

The CBLUP should incorporate each of these elements as deemed necessary. Strict separation of elements is not required, and it is often the case that related elements are combined into a single element in order to stress their relationships and connectedness. It is recommended that each Chapter adopt an economic development plan or strategy, which may be part of a broader regional growth strategy.

## **4.2 ECONOMIC INFORMATION ANALYSIS**

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Tribal economies are complex and have myriad dynamics that impact economic growth. To truly understand the economic conditions, it is critical to collect and analyze information. This collection of information will provide a baseline for moving forward with economic decisions. For plan updates, it will be critical for economic development to consider land use designations and to engage with neighboring Chapters and the regional ASC.

### Descriptive Analysis

- Current and past conditions of economy
- Market information

This analysis provides an overview of the current and past conditions of the economy. It collects information of market sectors as well as spending and consumer behavior. Examples of this would be Market Analysis, Certified Economic Development Studies as well as other plans.

### Predictive Analysis

- Impact research
- Causal Analysis

This analysis seeks to understand future economic decisions. Since Tribal economic decisions are unique, using other economic scenarios are a good first step, but with the caveat that there are different economic, social, and political conditions on the reservation. Predictive analysis examples can



include Future Economic Impact Analysis, Economic Growth, or other studies such as Population and Housing Trends to help understand the future conditions.

#### Evaluative analysis

- Planning goals
- Shifts in economic development conditions

Evaluative analysis seeks to understand the outcome of previous economic actions. By having a deep understanding of this, future decisions can be made or avoided for better outcomes.

### **4.3 PUBLIC PARTICIPATION**

Public participation in economic development is much the same as in land use planning. Consistent, meaningful outreach must be undertaken and the results from each stage of public participation should be integrated into the overall economic development plan. Economic development must seek to recruit and retain businesses that will build a strong base economy, supply a considerable number of living-wage jobs, and contribute to the overall success of the local economy.

Sometimes these businesses will be large and Chapter members from several different Chapters may commute to them for their jobs. It is important that regional planners play a role in economic development, especially the public participation aspect of economic development.

### **4.4 COMMUNITY ASSESSMENT**

Community Assessment seeks to understand those assets that are not strictly defined as capital. Understanding community assets helps guide economic decisions and strengthens the understanding of economic conditions. Thus, social, human, and natural capita, among others, must all be taken into consideration for a successful base economy. Different

Community Capital/Assets is listed here. The list is not intended to be all-inclusive:

- Social Capital
  - Networks
  - Bridging and Bonding
- Human Capital
  - Intellectual Capital
    - Education
  - Individual Capital
    - Life Experience
- Natural Capital
  - Natural Resources
  - Environment
- Built Capital
  - Buildings
  - Infrastructure
- Political Capital
  - Political Will
  - Politicians
- Cultural Capital
  - Tribal Culture
  - Family Culture
- Financial/Economic
  - Capital

- Financial

## 4.5 ECONOMIC SECTOR IDENTIFICATION

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### **Land Suitability/Zoning:**

Identifying tracts of land that are particularly suited for development will be a process of land suitability analysis, as stated in Section 3.2. Suitable sites for economic development will require the right combination of topography, proximity to major arterial roadways, accessibility, utilities, and more. Each type of economic development will come with its own set of requirements. For example, a computer manufacturing or assembly facility may require a large tract of land for the building as well as a large amount of parking for employees. In addition, if there are any nuisances associated with assembly, such as noise or noxious fumes, this land use may be suited best away from residential areas or areas where tourism is concentrated. In the LGA plan update process, it may be beneficial for a Chapter or several Chapters to use land or site suitability analysis to identify land that is suitable for economic development and label it as such on Chapter maps. The Chapter may also want to designate this area for economic development purposes and take steps with the Nation to designate or zone it for that purpose.

### **Grazing Rights:**

Areas zoned for economic development should be identified and balanced with the need for available grazing land. Through economic market analysis, the demand for industrial growth can be met and areas for this growth can be outlined. Removing these economic zones from grazing areas will promote sustainable economic development.

### **Navajo Economic Review Process:**

The Business Site Lease Flow chart is the process currently used by the Navajo Nation. This process identifies the proper steps to identify a possible business and assure clearances for site leasing. This process can take longer than other domestic leases. Having analysis and land use planning completed in advance allows the process to be expedited. The information can be found at [www.navajobusiness.com/pdf/DngBus/Leasing/Bus%20Site%20Lease%20Flwchart.pdf](http://www.navajobusiness.com/pdf/DngBus/Leasing/Bus%20Site%20Lease%20Flwchart.pdf)

## 4.6 INDUSTRY FOCUS

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It is important to identify what industries are important to the Chapter or region for which an economic development plan is being completed. This can be achieved in a number of ways:

1. Public participation with targeted questions regarding labor skillsets
2. Market analysis and research
3. Outreach to colleges, technical schools, and trade schools, all of which want to see their graduates succeed and will share information readily.

## 4.7 LOCAL DEVELOPMENT ORDINANCES

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Preparation and approval of a local development ordinance, whether a zoning ordinance, land development ordinance, or similar regulatory tool will be required. This will enable a set of priorities for land uses and economic development to be established and understood by all looking to invest in a Chapter or region in the Navajo Nation. A clear set of regulations that define development standards for the built environment and economic development will establish a straightforward path to development in the Chapter.

# Land Withdrawal, Zoning, and Eminent Domain Recommendations

**Land Development within the Navajo Nation** is subject to an additional regulatory burden due to the trust relationship with the US Federal Government. This regulation requires the withdrawal of land from the trust for non-residential development. In order to streamline this process, zoning may be established for different uses, thereby establishing a justification for withdrawal from the trust. Zoning was identified in the LGA for Chapter plans.

**Subsection 103 of the LGA, Chapter Authority**, grants Chapters the explicit authority to enter, acquire, sell, or lease Chapter property as well as appropriate funds to do so. These authorities granted to each Chapter will be imperative for land development within Chapters. The process for land withdrawal is not defined clearly within the LGA, but legal counsel may be able to establish a resolution template by which Chapter officials may adopt a resolution to withdraw certain lands for certain uses.

Each of the following three processes will be covered in the following Section:

Land withdrawal

Zoning

Eminent Domain

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## 5.0 LAND WITHDRAWAL, ZONING AND EMINENT DOMAIN

---

The process of identifying land for withdrawal will begin with land suitability analysis, be guided by zoning, and be taken through eminent domain, if need be. Each step will require adequate time. These processes are undertaken by Chapter officials and staff, but should be guided by public participation in order to establish a level of trust, community involvement, and pride in outcomes.

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### 5.1 LAND WITHDRAWAL

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Land withdrawal is a required step for development of non-residential land uses, such as commercial, retail, industrial, or similar uses. This will require the use of experts that are not currently employed by a Chapter's government. The expense of having these experts on staff full-time at the Chapter level is not feasible. Therefore, a professional services budget for each Chapter may be appropriate to contract surveyors and legal counsel as necessary for this process. During any land withdrawal activity or interest in land withdrawal, the Chapter CLUPC should work with the Navajo Nation Executive Departments.

Once a suitable location has been determined using the land suitability process, a surveyor or engineer should survey and map this area. A legal description of the property should be written as well. This description, when outside of a platted subdivision, is called a Metes and Bounds description. It determines the size of a certain piece of land, describing boundaries and distances. Once this legal description is created, that specific piece of land can be withdrawn by a Resolution of the Chapter officials.

Withdrawal of a specific piece of land might be difficult if it is being grazed or if a grazing rights holder objects. Zoning maps established as part of the CBLUP and adopted by the CLUPC can be used as a basis for resolution in these cases.

## 5.2 ZONING

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The LGA gives Chapters the explicit authority to establish a zoning ordinance by resolution in Section 103 (E). Chapters must first adopt a CBLUP. Once this is in place, any changes to existing zoning ordinances must be reviewed by the CLUPC and adopted by the Chapter.

Enforcement of the zoning ordinances is incumbent upon the Chapters, and a Code Enforcement officer may be necessary to enforce them. However, this position will not be necessary until a clear set of zoning regulations is established. It may be also politically difficult to establish until a strong economic base is in place, and businesses and Chapter members begin to feel the need for enforcement of the zoning regulations.

Kayenta Township has adopted a zoning map and is the basis for withdrawal of land is established. This is reflected in the Future Land Use Map (Figure 5.1, right). These tools establish the basis for land withdrawal and provide resolution mechanisms. They also provide a rational basis for securing the land for the identified use. This can be done through compensation at market value or eminent domain, if need be.

## 5.3 EMINENT DOMAIN

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Eminent domain is the power of the state to take private property for use in a public use project in return for reasonable compensation. Compensation is based on fair market value. This power is exercised when landowners refuse to sell their land to the government, or in this case Chapters, for the purposes of public health, safety, welfare, or economic development. Eminent domain is used commonly throughout the United States. During its research for the Report, ASU's team determined that this process was not used often by the Navajo Nation for several reasons:

1. The fair market value of land is extremely low in comparison with urban areas
2. Chapter officials are often closely related to, are friends with, or feel a community bond with those whom they will be taking lands from.
3. The process is foreign and often requires professional services that are costly, such as legal counsel, surveying, and public relations.
4. Eminent domain may not be done for cultural reasons.

It is for these reasons that it is recommended that eminent domain be initiated by at higher levels of government. A higher authority would be able to authorize the use of eminent domain by Chapter officials to acquire lands when there is an unresolvable conflict. This recommendation aims to take the process out of the hands of CLUPC members and other Chapter officials and staff. This might make the decision less political, although it can never be entirely removed from the sphere of politics given that the decisions will affect grazing rights holders and sometimes the homes of Chapter members.

## Housing Policy and Planning Recommendations

Housing policy in the Navajo Nation is established by the Navajo Housing Authority (NHA). The NHA was the funding agency for many of the original Chapter CBLUPs and Chapters continue to look to this agency for guidance and funding as planning continues. It is imperative to continue the use of NHA's culturally appropriate housing options, especially given the lack of success with the introduction of the US Department of Housing and Urban Development's (HUD) housing options.

Housing in rural Chapters is spread over large areas, often with several miles between homes. This is not conducive to the installation of public infrastructure such as electrical, sewer, and water lines, given the immense cost of constructing these over a long distance. When taken separately from other aspects of planning, housing plans tend to be less successful. Instead, a consideration of the nexus between housing, schools, shopping, employment centers, and entertainment leads to a more successful plan. In these cases, land suitability analysis is an appropriate approach.

Planning for housing can be an extensive undertaking and may require extra staff from around the Navajo Nation. It may also require professional services such as planners, architects, or engineers. Funding for these services may come from a number of places, including the Indian Housing Block Grant (IHBG), Community Development Block Grant (CDBG), and from private foundations.

Other sources of planning assistance and funding include local jurisdictions and government associations. For example the Northern Arizona Council of Governments (NACOG) gives CDBG funding through a proportionate share system and may include the Navajo Nation or Chapter if an application is made. Other resources include GIS assistance from County level governments, especially in Coconino County, which has a well-funded GIS department.

### 6.0 HOUSING POLICY

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Strong analysis, with a focus on needs assessment, should be adopted as a strategy for developing a housing policy that will satisfy the needs of the community as well as the goals and objectives that have been identified by the community-at-large. The housing needs of each Chapter should be determined on a case-by-case basis through a combination of Census data analysis and public participation that answers questions about housing needs and preferences. This can then be addressed in the housing element of the CBLUP.

#### **Considering Various Needs**

When evaluating current housing stock or planning for new housing, it will be important to consider the needs of different segments of each Chapter. Data should be gathered from many sources through the update process (U.S. Census, Navajo Nation databases, public participation, surveys, Veterans Affairs, etc.). This will be important to take into consideration when planning a new housing venture or in the development of programs that support existing housing stock. Simple projections and formulae can be employed to come to logical conclusions about the future of housing in any community.

The promotion of affordable housing options, especially the development maintenance, and operation of safe and healthy housing options should be part of every plan. The importance of population projections, demographic and socioeconomic (for publicly provided housing) analysis, and citizen input through surveys and public participation is paramount to the development of these appropriate housing options. There are many projection methods for population, with a simple trend extrapolation being the most commonly used projection method. Other methods that are popular among social scientists are the cohort-component method and the shift-share method.

## 6.1 PLANNING FUTURE QUANTITY

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Chapters may grow rapidly, slowly, or even lose members. Many Chapters have projected negative growth for the next five-year period. Planning for this decline in population will require the development of a housing plan that does not expand the amount of housing beyond the necessary quantity.

Use of population projections from cohort-component projections and surveys will be integral to planning for the number of housing units within a Chapter. Using the cohort-component projection model can determine the number of homes that will be needed to meet a Chapter's estimated population. For example, if a Chapter's projected population is 1,000 members and the current population is 900 people, there will be an increase of approximately 11%. If the current number of homes is 300, there would need to be a corresponding increase of 11% of 300 homes, or 33 new homes, if each new home was the same size. Of course, the correlation is not typically direct. This can be corrected using surveys. Surveys help determine the average household size and give a better idea of the number and size of homes that will be needed.

If a Chapter's population is projected to decrease, then new housing may not be necessary unless there is currently a lack of housing. There may be a need to replace or rehabilitate existing homes, however, especially those that are in poor condition. There are programs for housing rehabilitation and replacement that are funding by the Arizona Department of Housing (ADOH) through the HOME program. If homes are in need of replacement, this may be an opportunity to replace them with a more appropriate land use as well.

## 6.2 PLANNING FOR CULTURAL SUSTAINABILITY

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Housing options in the Navajo Nation provided by non-tribal suppliers have not always been culturally appropriate, often leading to the use of the home for unintended purposes such as storage for livestock and heating fuels. The housing provided for Chapter members in need must take into account the the Navajo Nation culture, including the strong respect for family, the influence of family upon location, desire for separation from others, care for the Earth, and a balance between Heritage and modern conveniences.



Figure 6.1 Housing and Land Use Plan from Sustainability Community Master Planning Manual

## 6.3 PLANNING FOR PHYSICAL INFRASTRUCTURE

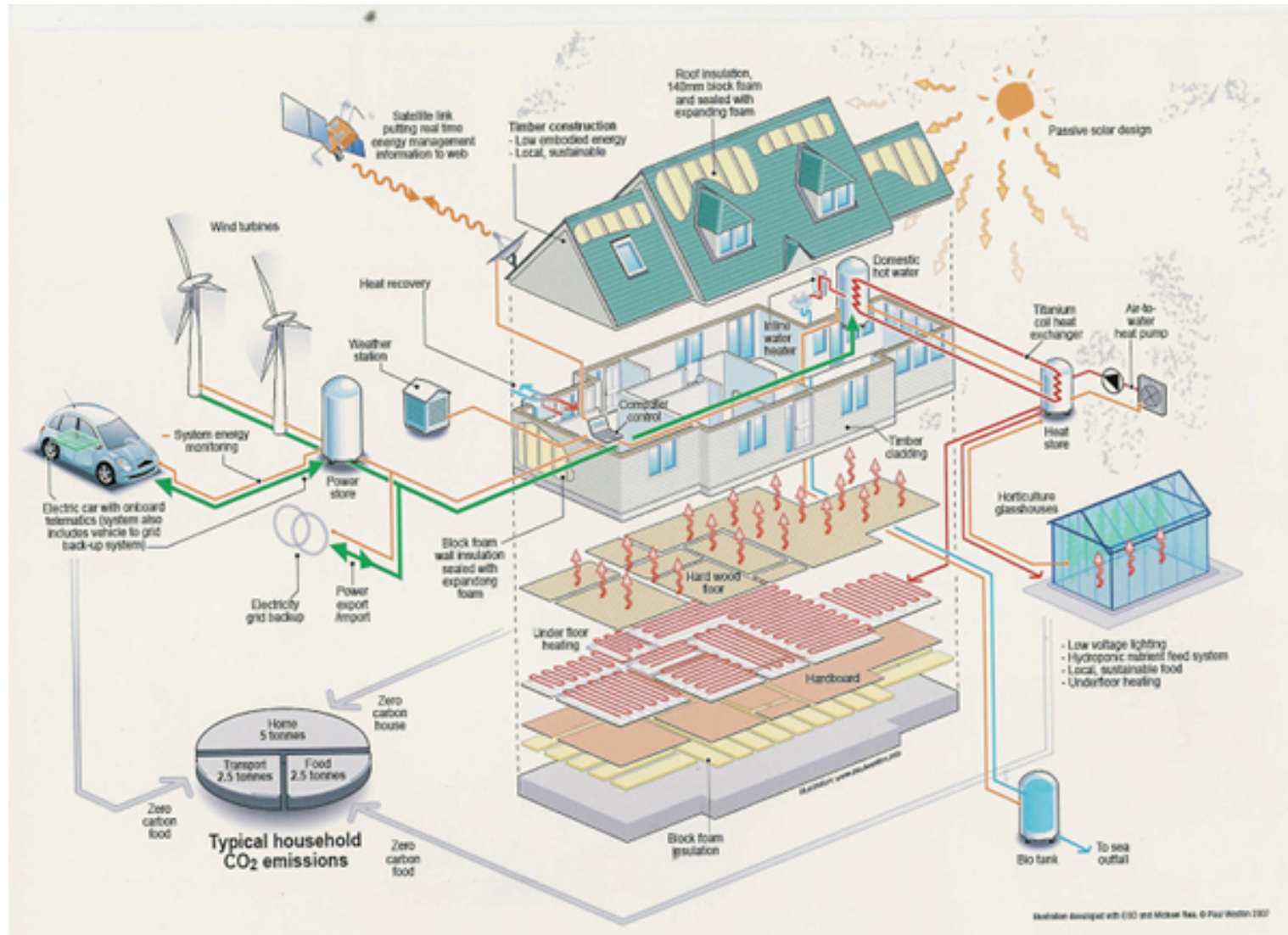
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Physical infrastructure for homes must be delivered by the Chapters. Providing for this infrastructure may be achieved in a number of ways. There are a number of basic needs that have not yet been met in several Chapters, especially in those Chapters in the Bennett Freeze area. Health and safety issues can arise when the basic needs of housing infrastructure are not met. These include:

1. Roadways for access to the home;

## Planning Approaches, Processes, and Implementation Guide

2. A heating source;
3. A power source, either grid-connected or renewable, such as a
4. A safe supply of water; if not a well, a delivered water source;
5. Trash and recycling disposal; and



combination of wind and solar;

6. Liquid waste disposal, either septic or sewer.



Figure 6.2 A Zero Carbon Home – with its basic infrastructure

## **Regional Planning and Administrative Service Centers**

After the submission and adoption of the Report on updating CBLUPS, the Navajo Nation created the Administrative Service Centers (ASCs) to assist Chapters with the decentralization of the Nation's governance. On June 26, 2014, the Resources and Development Committee (RCD) approved Legislation No. 0139-14, which replaced the Local Governance Support Centers (LGSCs), with the ASCs and uses the \$3 million in funds set aside by the Budget and Finance Committee (BFC) in August of 2013. These ASCs assist Chapters with administrative support and technical assistance.

ASCs now serve 10 different regions, with 16 offices, instead of the 5 LGSCs that served only Chapters within their respective agencies. The ASCs serve regions based upon geography, and cultural and economic ties which have been established over the years. There will be two major ASC service areas, the Chinle Service Area, which supports 59 Chapters, and the Crownpoint Service Area, which serves the remaining 51 Chapters.

Within each ASC, there is at least one planner as well as other administrative professionals and subject matter experts who will assist the Chapters with their planning duties, including updating the CBLUPS. Generally, the LGSC staff has been retained for the transition, and their extensive knowledge will be used to further the decentralization process. Professional staff will be in place at this level to assist Chapters in functions of local governance, and it is indicated that legal counsel will be available from ASCs when necessary, including for business site leases, land withdrawal, eminent domain, and the like.

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### **7.0 ASSISTANCE FROM REGIONAL SENIOR PLANNERS**

Assistance for CBLUP updates and preparation of new CBLUPS will be available at ASCs from the Senior Planner who will assist with Chapter level and regional level planning. The senior planner at the ASC which houses the Chapter should be contacted prior to the outset of any major planning process. These planners will have experience with many aspects of planning, including physical planning for infrastructure, housing, and more, as well as experience in public participation and designing an outreach process.

The senior planners will also have the unique opportunity to develop regional plans, working with Chapters in their region and Navajo Nation Departments and Divisions. These regional plans will require communication at several levels of government and may have several challenges. However, the outcomes will extend beyond the scope of the planning area, benefitting from economies of scale.

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### **7.1 ASSISTANCE FROM ASC LEGAL COUNSEL**

Assistance from legal counsel will be of importance when drafting ordinances, withdrawing land, and using the power of eminent domain. Each of these processes may demand a different amount of consultation with attorneys. Legal counsel will be available from the ASCs to assist in these matters and should be consulted as often as is practicable, as this will lend legitimacy to processes and decisions made at the Chapter level. As Chapter staff and officials become more versed in each process, consultation with attorneys may not be required at the same depth.

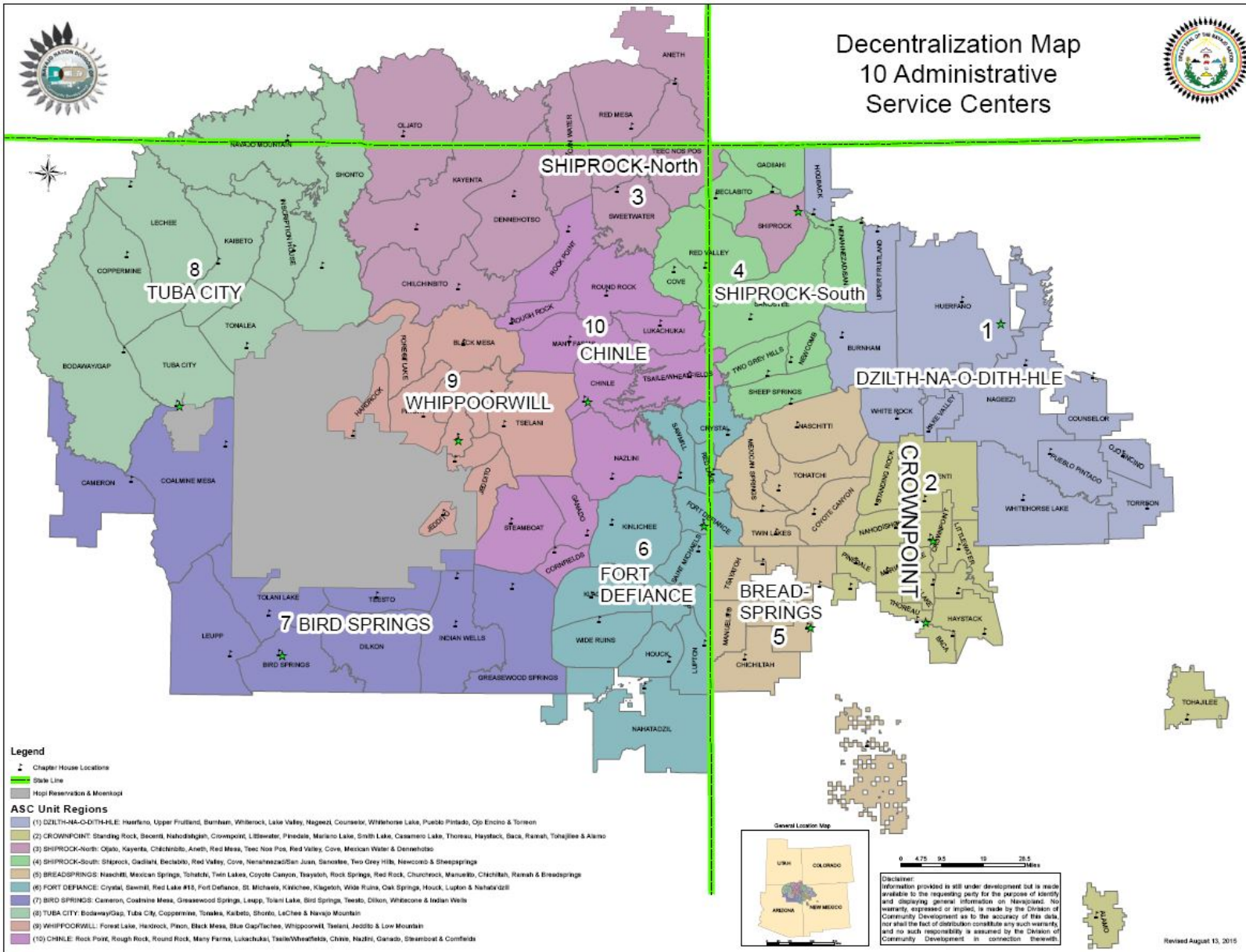


Figure 7.1 ASC Service Areas

## CBLUP Updates

This section of the PAPI will serve as a quick reference for the CBLUP update. Final recommendations for updating the CBLUPs at the Chapter level were given in the executive summary of the Report. Those recommendations will be covered herein as well. As a reminder, the CBLUP must:

1. Include projections of future community land needs, shown by location and extent
2. Identify areas for residential, commercial, industrial, and public purposes
3. Be based upon the guiding principles and vision as articulated by the community
4. Include information revealed in inventories and assessments of the natural, cultural, human resources, and community infrastructure as well as consideration for land-carrying capacity.

Other information is not required beyond these requirements. However, it is recommended that all CBLUPs be tailored to the specific Chapter for which they are written, and be thoughtfully prepared to address the Chapter's land-use planning or economic development needs. The more detail and attention given to the CBLUP, the more smoothly future processes can be implemented. A strong CBLUP will be more readily implemented, updated, and understood.

Given the new ASCs and their unique position in acting as support for Chapter planning as well as regional planning, CBLUPs may be used as only one form of Chapter-level planning. Thus plans that span more than an individual Chapter may become commonplace.

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## 8.0 DETERMINING THE NEED FOR A CBLUP UPDATE

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Before beginning updating the CBLUP, it may be wise to determine if an update is necessary. The LGA mandates that CBLUP updates happen five years after the adoption of the original CBLUP. This means that if a Chapter prepared the CBLUP more than five years ago, the time is now to update. If a Chapter prepared and adopted a CBLUP more than three and a half years ago, now is an appropriate time to begin the pre-planning process, begin outreach for the plan update, and begin to communicate with the ASC office for coordination of efforts. If a Chapter prepared a CBLUP less than three and a half years ago, it is not yet time for an update. Finally, if a Chapter has not yet prepared a CBLUP, then it is incumbent upon that Chapter to complete a CBLUP in order to become a certified Chapter, and begin the visioning process of the Chapter's future.

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### 8.1 THE UPDATE PROCESS

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The CBLUP update process is as follows:

1. **Public participation and pre-planning** – 4-6 months prior to beginning the update and continuing throughout the update process
2. **Technical review and advisory, completion of draft plans** – 6-9 months after pre-planning. This must involve the entire planning team. One or more people can write the plan update, but it is often reviewed by an advisory committee (CLUPC or appointed citizen's committees). A draft plan is the resulting product.
3. **Public comment, review, and adoption by resolution** – 4-6 months after the draft plan is completed. This involves review by Chapter membership, the CLUPC, and Chapter officials. Revisions will likely be required to address any concerns that arise. Once it is accepted by these groups it is then formally adopted by a resolution of the Chapter officials.

Section 2004 (D) of the LGA requires a 60-day review period for comment in writing or for testimony at a final public hearing at which the formal resolution is adopted. The CBLUP is then forwarded to the Transportation and Community Development Committee (TCDC) of the Navajo Nation Council. The TCDC, by resolution, then certifies said CBLUP and the five-year period begins again.

4. **Implementation** – 5 or more years. The implementation period for a CBLUP should aim for 5 years, as this is when an update will be required. However, it is often financially unfeasible to accomplish all of the goals within this period of time. An implementation plan, as described in the executive summary of the Report, should be developed as part of the CBLUP update and prioritized based upon expected completion timelines as well as expected funding.

## 8.2 PRE-PLANNING

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Updating a CBLUP should begin with pre-planning as follows:

1. Develop a public participation plan (how will public participation be done?);
2. Communicate with the regional ASC to coordinate meeting times, dates, and locations for the public participation process;
3. Develop materials for public participation meetings and determine agendas, format, and required planning teams for each meeting;
4. Identify stakeholders and stakeholder groups, both major and minor, and ensure their participation in the process;
5. Hold meetings and take notes on large format boards, so that comments are taken accurately and publicly; and
6. Set a protocol for public input after these meetings (email, phone, letters, etc.) and begin to tabulate data for the planning process.

Once enough information has been gathered, it will be time to begin the CBLUP update – this means writing and continued public participation.

## 8.3 PLAN, REVISIT, REPEAT

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It is safe to say that the work of local government is never over, and that a planner must constantly be pre-planning, planning, reviewing, and implementing. As soon as a plan is adopted, work on implementation should begin. It should be based upon identified priorities, ordinances, and resolutions. Other planning processes should begin as well. This will require coordination with other professionals and departments within the Navajo Nation as well as non-Navajo consultants, contractors, and the like.

The priorities identified within the CBLUP should be implemented or steps taken to begin implementation. The process should repeat itself every five years. If ongoing public participation is part of the planner's work, the pre-planning process will be less onerous and may feel more like an ongoing community conversation. Strong community ties, communication, and a passion for positive outcomes should all be in the planner's toolkit in order to achieve a successful outcome.