

TOADLENA/ TWO GREY HILLS CHAPTER

Community-Based Land Use Plan



TO'HAALI, NEW MEXICO

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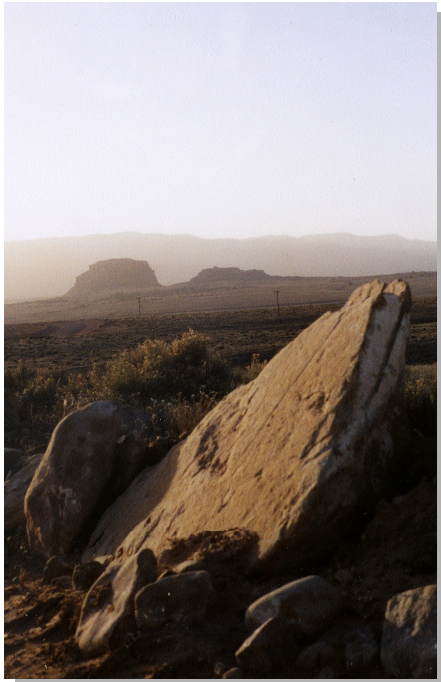
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PART I. FOUNDATION OF OUR LAND USE PLAN

1. INTRODUCTION



This community-based land use plan is the official guide for actions and decisions regarding the use of land in the community of Toadlena/Two Grey Hills Chapter. A land use plan is necessary to achieve a higher quality of life, better homes, and economic improvement in the community. The land use plan encompasses the entire community of Toadlena/Two Grey Hills Chapter and emphasizes housing, community and public facilities.

This land use plan was developed over a period of one year with extensive public participation, assessment, study and consultation. As a planning team, the Community Land Use Planning Committee led the development of the land use plan under the direction of the Toadlena/Two Grey Hills Chapter Officials and Chapter Administration with technical assistance provided by Consultants, JJ Clacs & Company and Novak Environmental, Inc. A planning assistant was also hired by JJ Clacs & Company. Community members also participated in every step of the planning process. Their comments, opinions, and ideas voiced at work sessions, land use planning meetings, and public hearings were an integral part of the development process.

The designation of future land uses is based on the vision, goals and objectives articulated by the community, as well as, information revealed in inventories and assessments of the natural, cultural and human resources, and the existing community infrastructure. This information has been compiled into this land use plan document. Throughout this document several terms that have special meaning in planning are referred to. These terms are defined in **TABLE 1**.

The land use plan is designed to fulfill several mandated requirements and needs. First, because the project was funded under the Native American Housing Assistance and Self Determination Act (NAHASDA), the land use plan emphasizes housing and community and public facilities.

Second, the land use plan offers an opportunity for community members of Toadlena/Two Grey Hills Chapter to document and address issues that are unique to their community. The process used in the development of this land use plan provided community members with the opportunity to articulate their vision of the future character and form of their community. They all want a healthy and safe place to live with good schools, job opportunities and affordable housing, along with preservation and continuance of current cultural activities. Basically, they want a desirable and livable community.

Finally, preparation of the land use plan was guided by relevant provisions of the Navajo Nation Local Governance Act (LGA), which requires adoption of a land use plan.

TABLE 1. Definitions

| | |
|----------------------------|---|
| Vision Statement: | A concise statement embodying the purpose and overall goals for the plan. A vision statement expresses broad community values. |
| Guiding Principles: | A set of ideals that apply to the land use plan and the planning process. |
| Goals: | Broad long-range aims. |
| Objectives: | Often used interchangeably with the word "goals", an objective is defined here as a measurable and verifiable method of achieving a goal. |
| Strategies: | Specifications that identify what will be accomplished, by whom, when and how. If the goal sets a general direction for action, the strategy specifies exactly how to get there. |
| Policy: | A brief, direct statement of what you intend to do to implement your goals and objectives. Ideally, policy formulation is the result of group identification of goals and objectives, represents group consensus and sets criteria for decision-making. |

**TABLE 2.
What a Land Use Plan Can
and Can't Do**

A LAND USE PLAN CAN...

Identify proposed housing locations and other land uses.

Improve the economic base by providing a climate for business creation and expansion.

Identify resources, opportunities and constraints.

Provide a forum for action.

A LAND USE PLAN CAN'T...

Correct all past mistakes.

Be successful unless supported by policy and an action-oriented program.

Be used to advance or promote special interests.

Be used to exclude others from the community.



HISTORY OF LAND USE PLANNING FOR TOADLENA/TWO GREY HILLS

The community of Toadlena/Two Grey Hills Chapter does not have a written and formal land use plan document. The development of this land use plan is a first for the community. It is a major milestone towards bringing the community members together to know and share a common vision.

WHAT A LAND USE PLAN CAN AND CAN'T DO

A land use plan is a powerful tool to guide communities in making planning decisions that will shape their community over the next decade and beyond. **TABLE 2** summarizes some key functions of a good land use plan as well as what it can not or should not do.

DIFFERENCE BETWEEN A LAND USE PLAN AND A ZONING ORDINANCE

There is often confusion or blurring of the distinction between the role of the land use plan and the role of a zoning ordinance. The land use plan is a general policy document that guides growth and development decisions. The zoning ordinance and associated zoning maps are legal instruments that precisely define the permitted land uses and associated performance standards.

This land use plan does not include any zoning ordinances.

2. NATIVE AMERICAN HOUSING ASSISTANCE AND SELF DETERMINATION ACT OF 1996 [NAHASDA]

The Native American Housing Assistance and Self Determination Act of 1996 (Public Law 104-330) creates a system that affords tribes more flexibility to create housing that best meets the needs of their specific communities. NAHASDA provides for the majority of housing assistance from Housing and Urban Development (HUD) to be awarded in the form of a block grant for tribes and their tribally designated housing entity (TDHE). Indian housing is no longer governed by the guidelines of the 1937 Housing Act, which addressed the housing needs of low income Americans (National American Indian Housing Council, 1996). The national objectives are (NAHASDA, 1996):

- to assist and promote affordable housing activities to develop, maintain, and operate affordable housing in safe and healthy environments on Indian reservations;
- to ensure better access to private mortgage markets for Indian tribes and their members and to promote self-sufficiency;
- to coordinate activities to provide housing for Indian tribes and their members with federal, state, and local activities to further economic and community development for Indian tribes and their members;
- to plan for and integrate infrastructure resources for Indian tribes with housing developments for tribes; and
- to promote the development of private capital markets in Indian country and to allow such markets to operate and grow, thereby benefiting Indian communities.

NAHASDA changes how tribes address housing needs (Wagenlander, 1997). This means that there are now more opportunities to develop creative housing assistance services. Indian tribes can now create their own housing based upon tradition, custom, need and desire.

A flowchart shown in **FIGURE 1** illustrates the components of NAHASDA. Seven parts or titles comprise the NAHASDA. As shown on the flowchart, the subtitles of Title II Section 202 list the eligible housing activities. The detailed provisions of Section 202 are included in **APPENDIX A**.

The Office of Navajo Government Development (ONGD) applied for and received NAHASDA funding to conduct land use planning at each Navajo Nation Chapter. The funding was awarded based on the

premise the land use plans would emphasize housing, community and public facilities. The ONGD designed this project to have consultants provide technical assistance to the Chapters in completing their land use plans. The Chapters were selected in groups of thirty and Toadlena/Two Grey Hills Chapter was selected in the fall of 2000. JJ Clacs & Company, in partnership with Novak Environmental, Inc. was selected as the consulting firm to provide technical assistance to the Toadlena/Two Grey Hills Chapter.

3. NAVAJO NATION LOCAL GOVERNANCE ACT [LGA] ———

In 1998, the Navajo Nation Council adopted the Local Governance Act (LGA) by Council Resolution CAP-34-98. Former President Thomas Etsitty signed the LGA and it became Navajo Nation Law under Title 26 of the Navajo Nation Code. **FIGURE 2** graphically illustrates the major elements of the LGA in a flow chart. This law grants governmental authority to decide on local matters to the Navajo Nation Chapters. Many of these Chapters are currently in the process of acquiring LGA certification.

There are basically two fundamental requirements for LGA certification as stated in Section 101; the adoption of a five management system and a community-based land use plan. Section 2004, Parts B, C, D and E clearly delineate the requirements of a comprehensive land use plan. These provisions (Section 2004) are included in **APPENDIX B**.

Section 102 Part C explains the procedural requirement for getting the land use plan approved by the appropriate Navajo Nation sub-committee. In this case, the Transportation and Community Development Committee (TCDC).

Upon LGA certification, Section 103 (D)(1) states that all Chapters, by resolution, may issue home and business site leases. The resolution may also designate a duly established committee or task force to review and approve such leases.

The Toadlena/Two Grey Hills Chapter is carefully and diligently working on applying for, and acquiring LGA certification. Since the development of a land use plan is a prerequisite, the design and development of this land use plan was completed in accordance with the related LGA provisions.



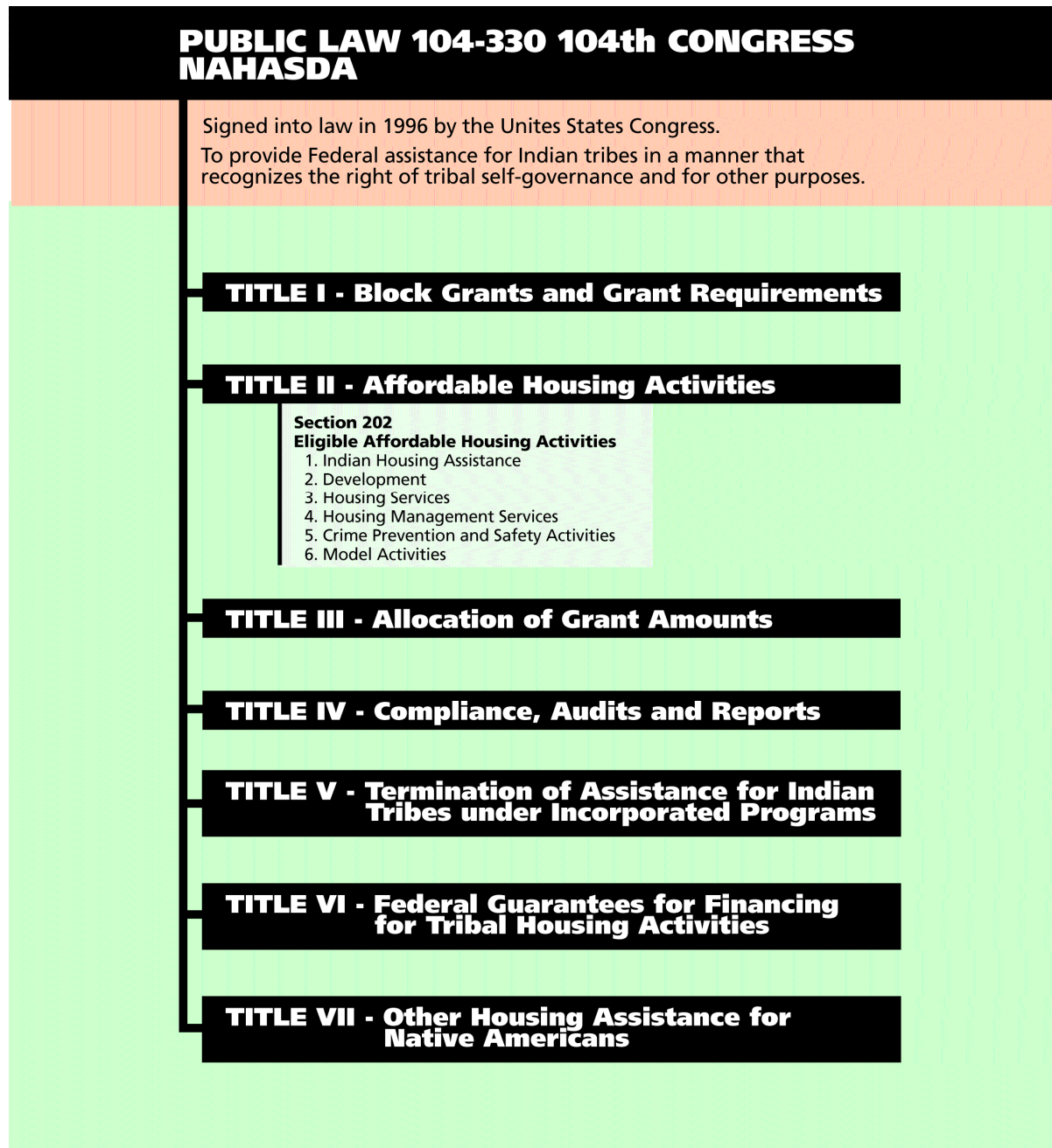


FIGURE 1.
NAHASDA Flowchart

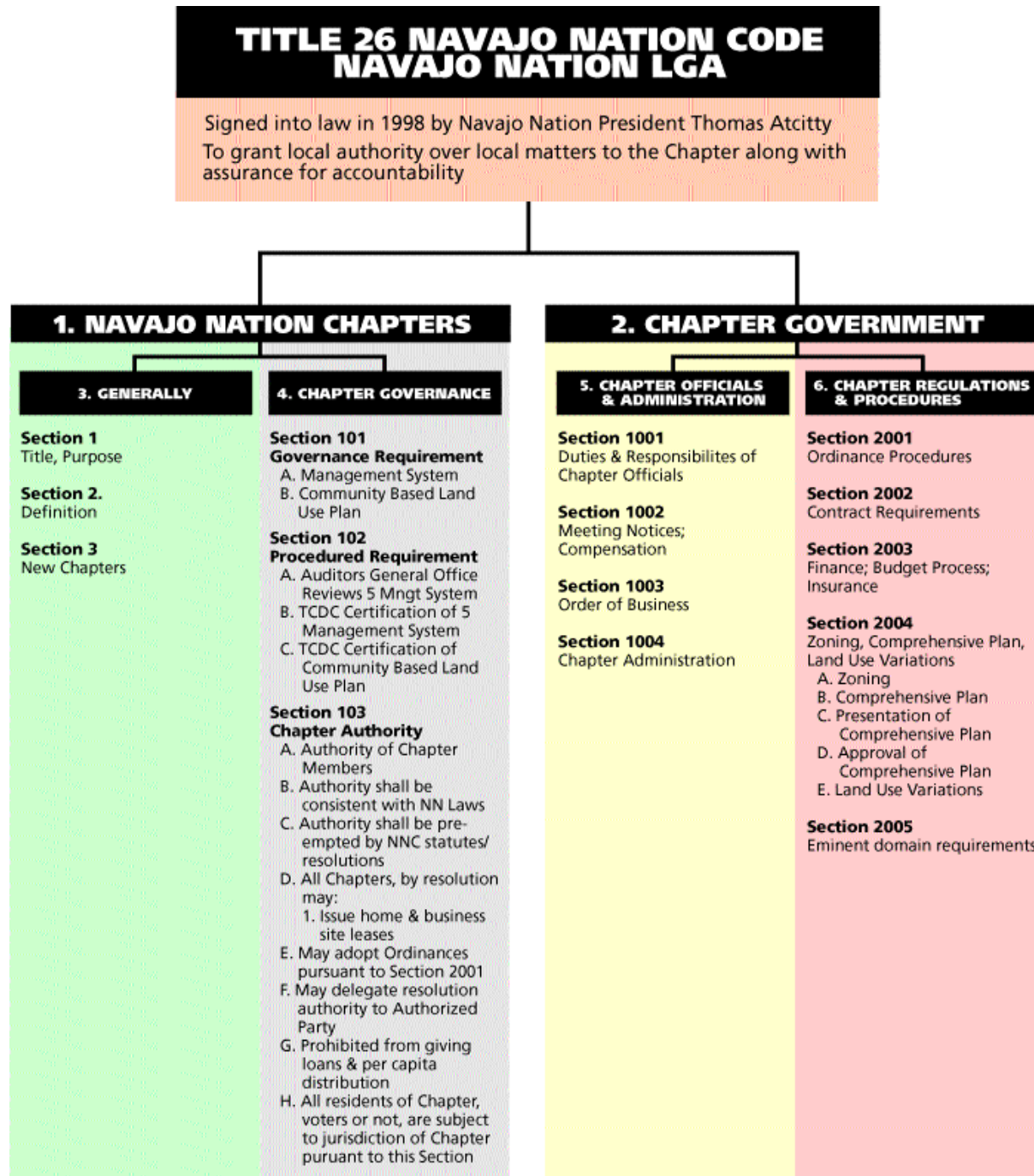


FIGURE 2.
Navajo Nation LGA Flowchart

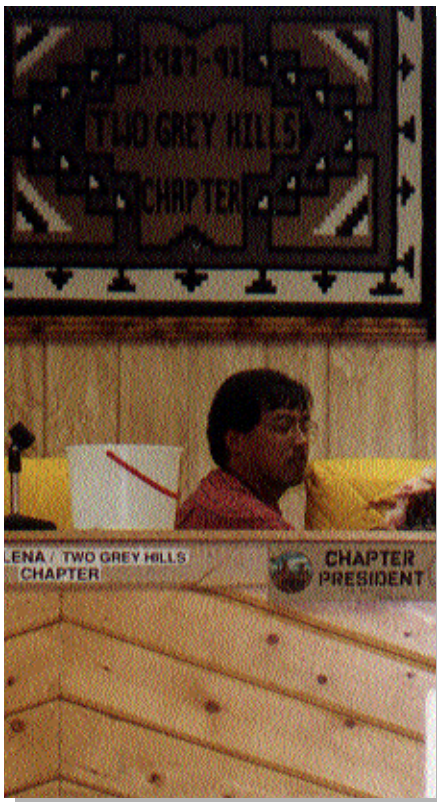
4. COMMUNITY LAND USE PLANNING COMMITTEE

The Toadlena/Two Grey Hills Chapter Community Land Use Planning Committee, also known as the Community Land Use Planning Committee, is a duly established Chapter committee responsible for developing, approving and overseeing local land use planning activities.

The Community Land Use Planning Committee for the Toadlena/Two Grey Hills Chapter is comprised of community members who worked closely with the Chapter Officials, Chapter Administration, the Consultants and the community members in the development of community planning goals and this land use plan.

The Community Land Use Planning Committee with the Chapter Officials and Chapter Administration adopted a set format and procedure for conducting meetings and hearings to ensure public input and open communication with the community throughout the development of the land use plan.

The Community Land Use Planning Committee, in collaboration with the Chapter Officials and Chapter Administration, may recommend changes to the land use plan and will require members to have a working knowledge of the Chapter development controls. Once standards for development have been established, they should not be changed without substantial cause. All housing and commercial developers should be treated equally. Granting exceptions may lead others to expect exceptions and may cause the Community Land Use Planning Committee, Chapter Administration and the Chapter Officials to be accused of favoritism.



5. COMMUNITY PARTICIPATION PLAN

The participation of community members is a key factor in the development of a land use plan. The community must be able to participate throughout the entire planning process. This community participation plan provides the opportunity for community members to have input and voice their ideas, opinions and/or concerns throughout the planning process.

The Consultants worked with the Community Land Use Planning Committee to develop a community participation plan specifically for the development of this land use plan. The Community Land Use Planning Committee unanimously supported the involvement of community members and adopted this community participation plan in December 2000.

COMMUNITY PARTICIPATION TOOLS

The tools used in the development of the land use plan are listed, along with their objectives, in **TABLE 3**. The tools are also described below. These tools are the vehicle to access local knowledge, help foster efficient communication among local community members and document results of various meetings.

Community Land Use Planning Committee Meetings:

Community Land Use Planning Committee meetings were held at least once a month. These meetings were organized and conducted by the Community Land Use Planning Committee and were open to the public. Community members were encouraged to attend and participate. In many cases, these meetings provided the first opportunity for people to listen to each other and to understand their respective viewpoints. This was the first step toward common planning. Meeting minutes were kept and maintained by the Community Land Use Planning Committee.

Work Sessions:

Public work sessions were conducted by the Consultants to educate the community and encourage active community participation in the land use planning process. Three public work sessions were held; one for developing goals and objectives, one for drafting of the land use plan and one for the finalization of the land use plan. The Community Land Use Planning Committee scheduled other work sessions on an as-needed basis.

**TABLE 3.
Community
Participation Tools**

Community Land Use Planning

Committee Meetings:

To discuss the development and implementation of the land use plan, to approve the process for planning and to oversee planning activities.

**Questionnaires, Surveys,
Interviews with local land users:**

To identify their needs and perceptions.

Work Sessions:

To come to a common understanding and agreement on the situation in general, the views of different groups, the perceived needs, etc.

Workshop:

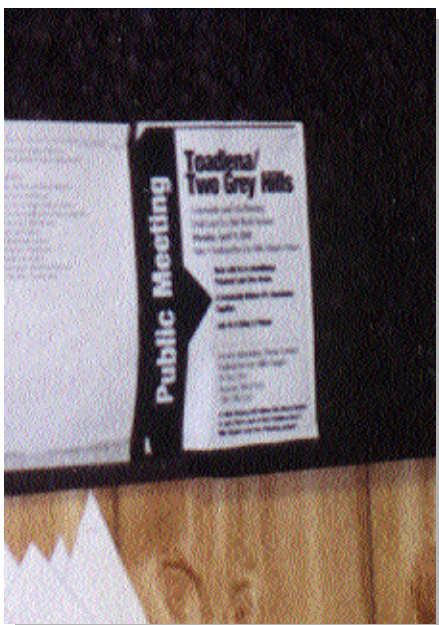
To review basic principles.

**Public Meetings, Planning and
Chapter Meetings:**

To inform and provide an update on the planning activities of the land use plan at each of these meetings.

Public Hearings:

To obtain the views and comments of the community members regarding the land use plan.



Questionnaires, Surveys & Interviews:

A questionnaire and a survey were used to identify the needs and perspectives of the community members in the following areas:

- general information;
- socio-economic conditions, demographic trends and housing situations;
- grazing and agricultural information;
- community and public facilities information; and,
- commercial and industrial development information.

The questionnaire and survey forms were developed by the Consultants and distributed by Community Land Use Planning Committee members and the planning assistant. Completed forms were compiled and analyzed by the Consultants. Results are presented in Part II of this document. Copies of the questionnaires are included in **APPENDIX C**.

Workshop:

The Consultants conducted a workshop on land use planning basics for Chapter Officials, Chapter Administration and Community Land Use Planning Committee members. This all-day workshop aimed at clarifying the scope of community-based land use planning, appropriate procedures, and duties and responsibilities of all parties involved. Workshop materials were provided by the Consultants and distributed to participants.

Public Meetings & Public Hearings:

Public meetings were held on a monthly basis. Public hearings were also conducted to obtain formal views and comments from community members. The first public hearing was conducted after the goals and objectives were identified. The next public hearing was conducted after the first draft of the land use plan was drafted. The last public hearing was for the final land use plan. At the end of each public hearing the Community Land Use Planning Committee members voted to approve each step.

At a minimum, a 14-day notification period was given for each of the first two public meetings and hearings. Notifications were made via all of the media listed in the methods of notifications. The final public hearing was announced 60-days prior to the scheduled date. These notification periods were necessary to allow community members enough time to prepare and voice their comments in writing or in testimony at the hearing. The drafts or plans to be discussed at the public hearings were available for public review during the notification period.

Overall, the public response was generally positive. Attendance at the public meetings and hearings ranged from 20 to 60 people, including the Chapter Officials & Community Land Use Planning Committee members.

METHODS OF NOTIFICATION

Adequate public notification was given for all meetings, work sessions, workshops and public hearings.

Methods of notification included:

- letters;
- radio announcements;
- newspaper;
- flyers;
- Chapter meetings
- Chapter planning meetings;
- other interest group meetings;
- word of mouth; and,
- bring a friend.

6. PLANNING PROCESS

The planning process consisted of several steps starting with setting goals and objectives, and ending with the adoption of the land use plan. Public input and participation was crucial to every step in the process. **FIGURE 3** presents these steps.

SET GOALS AND OBJECTIVES

Setting the goals and objectives was an important step in the planning process. It was the stage where the wants, needs and desires of the community were identified. A goals and objectives visioning work session was conducted by the Consultants to determine how the community members envision the future character and form of their community. What the community members said set the tone for the entire planning process. To ensure the ideas and opinions were accurately transformed into written goals and objectives, a public hearing was conducted to adopt the goals and objectives. These goals and objectives are the basis for this land use plan. Upon adoption of the goals and objectives, a formal vision statement and guiding principles were developed.



SITE INVENTORY AND ANALYSIS

Site inventory and analysis encompassed a general community assessment, infrastructure analysis and a land suitability analysis. Site visits were made and available information, local knowledge and official data were compiled and analyzed. The objective was to get an accurate evaluation of the physical elements and resources of the community. Gaining an understanding of the culture was equally important. Various existing maps were gathered and working maps were developed to aid in the analysis.

DRAFT LAND USE PLAN

This phase began with a hands-on public work session that allowed the community members to actually build a map. Large topographic maps of the community were provided and the people in attendance were divided into groups. Each group worked on the map and built their community in the way that they envisioned to be consistent with the adopted goals and objectives. The maps from each group were reviewed and synthesized with information obtained from the site inventory and analysis phase. One composite map was developed illustrating various land uses, and was presented at a public hearing.

REFINE AND FINALIZE LAND USE PLAN

Refining and finalizing the land use plan was the last stage of the planning process. The finalization of a land use plan is as important as its initiation. A public work session was conducted to incorporate changes based on community input from the draft land use plan and any new information gathered after preparation of the draft land use plan. After changes were made to the land use plan, another public hearing was conducted. At this public hearing the Community Land Use Planning Committee accepted the land use plan for adoption by the Chapter. The conclusion of this activity is viewed as the completion of the land use plan. Arrangements may be made for follow-up activities that implement the plan.



FIGURE 3.
Land Use Planning Process

PART II. VISION, GOALS & OBJECTIVES OF OUR COMMUNITY

7. COMMUNITY VISION

The community of Toadlena/Two Grey Hills Chapter is to be a self-sustaining, safe and desirable community with a strong community base that will increase the standard of living with the recognition of appropriate cultural aspects, establishment of an appropriate government and educational programs, and the development of appropriate economic ventures.

The land use plan is the best of the past merged with the best of the future; it is a plan for the community where they can lead healthy productive lives in harmony with their beliefs and environment. This land use plan holds true to the values of their heritage, culture and community. These values are embodied in the goals and objectives that formulate the vision and subsequent guiding principles of the land use plan.



8. GOALS AND OBJECTIVES

In accordance with the scope of work for the development of a community-based land use plan, the community assessment included ascertaining the needs, wants and desires of the community members. The Consultants conducted a goals and objectives visioning work session at the Chapter house on December 14, 2000 to identify the needs, desires and opportunities holistically. These goals and objectives were presented at a subsequent public hearing held on March 10, 2001 whereby the Community Land Use Planning Committee formally adopted the goals and objectives.



A. ISSUE: LAND USE PLANNING

Goal: Create a land use plan based on community involvement to fulfill the needs and desires of the community as a whole

Objectives:

- a. Hold regular public meetings & public hearings
- b. Coordinate all decision making with the Community Land Use Planning Committee
- c. Define reasons for decisions made in the land use plan
- d. Create a final plan that is approved by the Community Land Use Planning Committee and supported by the community
- e. Provide regular report at Chapter meetings

B. ISSUE: COMMUNITY

Goal: Develop a better understanding of the community

Objectives:

- a. Conduct a needs survey of the community
- b. Define approximate boundaries of Chapter
- c. Respect existing land use plans as directed by community

C. ISSUE: HOUSING

Goal: Provide adequate housing for current and future generations

Objectives:

- a. Determine the maximum acreage that can be developed for housing without impacting grazing

- b. Respect grazing needs/ grazing units
- c. Provide a range of housing opportunities (types, prices and densities)
- d. Associate housing with businesses and infrastructure
- e. Propose use of local rock as building material

D. ISSUE: NATURAL RESOURCES

Goal: Utilize and manage existing natural resources

Objectives:

- a. Identify areas to be preserved as open space/ undeveloped
- b. Respect the cultural needs/ wants of the community
- c. Respect any existing natural resources plans that may exist
- d. Identify areas of cultural / natural significance
- e. Integrate/enhance existing fish hatchery
- f. Preserve prime grazing areas

E. ISSUE: ECONOMIC DEVELOPMENT AND TOURISM

Goal: Promote economic development and tourism in the community

Objectives:

- a. Provide opportunities for jobs
- b. Provide space for local businesses
 - Provide a market place run by community members; bottled water plant; bowling alley; livestock auctions; race track; slaughter house; multi-purpose building
- c. Promote Toadlena/Two Grey Hills Chapter area for tourism and eco-tourism
 - Provide a cultural center/ visitors center and focus area for rug weaving/ museum
 - Acknowledge two existing trading posts
 - Explore use of school dorms as tourist lodging in summer
 - Area for RV park and picnic area
 - Tram to take tourists to mountain
 - Provide trails for hiking/trail rides; Guided hunting; skiing; rodeo grounds

F. ISSUE: INFRASTRUCTURE

Goal: Plan for infrastructure improvements to meet community needs

Objectives:

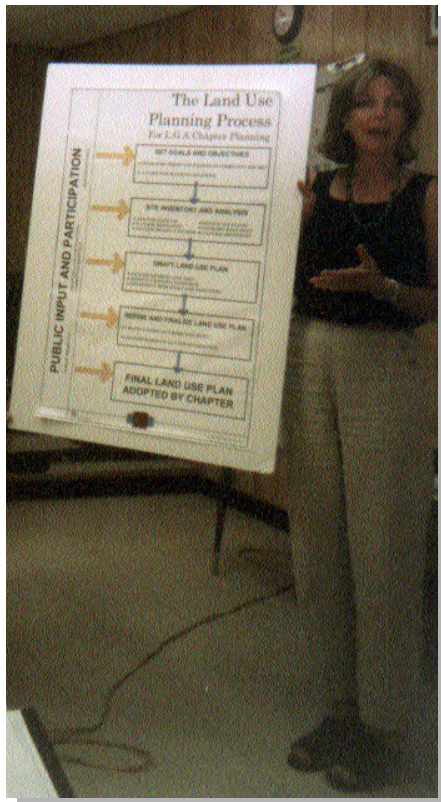
- a. Provide transportation facilities (roads, transportation centers)
- b. Provide utilities (water, electricity, sewer, etc.)
- c. Plan for fencing for grazing management
- d. Plan for infrastructure to support technology (internet)

G. ISSUE: COMMUNITY DEVELOPMENT

Goal: Promote stronger community by providing needed service

Objectives:

- a. Have services centrally located
- b. Provide areas for indoor and outdoor recreation
- c. Provide areas for health services, including nursing homes
- d. Provide area for veterinarian center
- e. Provide ceremonial sites
- f. Provide grave sites/ cemetery
- g. Provide area for veterans center
- h. Provide area for churches
- i. Provide area for daycare/community center
- j. Provide area for community center



9. GENERAL COMMUNITY OPINION

Community members were randomly surveyed to gain a better understanding of the importance of land use issues related to this land use planning project. **TABLE 4** presents the results of this survey.

According to the survey results, almost all respondents (98.3 percent) indicated that the land and how it is used important to them. Community members want to live near their families as indicated by the 89.4 percent yes response rate to the question regarding the importance of having housing nearby for children. Most (87.8 percent) of the respondents currently live in a house they own; while 9.4 percent do not. This could mean that there is a need to provide housing for 9.4 percent of the Chapter,s population.

Concerns about open spaces received a high rating, 87.8 percent. This high percentage indicates a definite sign that the community wants to preserve and protect the land.

Over eighty percent of the respondents indicated they understood land use planning. Almost three quarters believed that they could benefit from land use planning but only 65 percent believed that the Chapter could benefit.

Concerns about economic development, grazing and keeping special places all received 33 to 36 percent yes ratings. Most of the comments received during the public meetings and public hearings were about maintaining grazing areas and limiting economic development areas. Thus the survey results mean that the community members do not want much change in these areas. Over three quarters (77.2 percent) of the respondents indicated knowing about LGA. This shows that the community is hearing and receiving information about the LGA.



TABLE 4. Questionnaire Results

[SOURCE: LAND USE PLAN SURVEY]

| QUESTION | SORT OF NO | | | |
|--|------------|------|-------|---------|
| | YES | OF | NO | OPINION |
| 1. Are you concerned about where houses are placed? | 28.9% | 3.3% | 64.4% | 2.8% |
| 2. Are you concerned about keeping land open for grazing? | 33.9% | 4.4% | 60.6% | 1.1% |
| 3. Are you concerned about economic development? | 36.1% | 4.4% | 53.9% | 5.0% |
| 4. Are you concerned about keeping special places? | 35.6% | 3.9% | 50.0% | 10.0% |
| 5. Are you concerned about preserving open spaces? | 87.8% | 4.4% | 5.0% | 2.8% |
| 6. Is the land and how it is used important to you? | 98.3% | 0.6% | 0.6% | 0.6% |
| 7. Is having housing near you for your children important to you? | 89.4% | 1.7% | 7.8% | 0.6% |
| 8. Do you think you could benefit from land use planning? | 72.8% | 6.7% | 17.2% | 3.3% |
| 9. Do you think your Chapter could benefit from land use planning? | 65.0% | 5.0% | 16.7% | 13.3% |
| 10. Do you understand land use planning? | 81.1% | 8.9% | 6.7% | 2.2% |
| 11. Do you know what LGA is? | 77.2% | 6.7% | 12.8% | 2.8% |
| 12. Do you currently live in a house of your own? | 87.8% | 1.7% | 9.4% | 0.6% |

PART III. INVENTORY, ASSESSMENT & ANALYSIS



10. OUR LAND

IN THE BEGINNING

There is a natural spring on the eastern slope of the Chuska Mountains. In Navajo, it is called To'haali or "water coming or flowing out." Today, some of the older folks remember when families came from Crownpoint to herd sheep to this area. During those times, water was abundant and streams flowed from the Chuska mountains into the valley. Trees lined the wash and there were many farms alongside the wash known today as Captain Tom wash. A necessity to living, To'haali attracted people to this location for many centuries and played a key role in the establishment of the community.

Many years ago, it is believed that the Navajo people lived in harmony with the land until the military expeditions against them began in the early 1800s by the U.S. Army. One such expedition, actually termed as a "peacemaking expedition" led by Colonel James Washington in 1849 occurred just southwest of the site of the Two Grey Hills (Locke 1989). As the meeting broke up, a confrontation erupted over an alleged stolen horse, and Narbona (Hasti'i'n Baata'anii) was shot to death. (Downer 1991; Van Valkenburgh 1974).

From this time on, a number of conflicts precipitated, culminating in the actions of 1863 and 1864, when an army led by Colonel Kit Carson rounded up the Navajos, ultimately forcing them to the "Long Walk" to Bosque Redondo at Fort Sumner, New Mexico (Hensler et al. 1999).

After the return from the Long Walk in 1868, families returned to their homeland and begin rebuilding. Several hogans and sheep camps dating from the 1880s have been documented. Several seasonal camps have been found to be associated with weaving families. The arrival of the railroad in Gallup in 1881 and in Farmington in 1905 facilitated the change to a robust commercial-herding economy based on the production of wool. It has been reported that in 1890 alone, two million pounds of wool were traded from the reservation. (Downer 1991; Van Valkenburgh 1974).

The advent of trading posts in the late 1800s lead to the establishment of the Two Grey Hills Trading Post west of To'haali. During 1912, the Toadlena Trading Post was built. Together, the trading post owners were instrumental in encouraging the local weavers to adapt an oriental rug design known as the Crystal style to use natural colors of the wool. This technique led to the Two Grey Hills design. (Hensler et al., 1999).

The To'haali Boarding School was established in 1913. The land for the school was purchased for \$600 from a Navajo by the name of Hastiin Binaa'adinii (One-Eye Medicine Man or Mr. Blind Man). He would say that Washington gave him \$600 cash for the school site measuring about a half mile wide and one mile long, perhaps. According to land department records, wagons, harnesses, plows, garden tools as well as other items that can't be recalled were provided along with the cash paid.

In 1922, the Navajo Tribal Council held its first meeting on the slopes of Chuska mountain near To'haali. This marked the beginning of the Navajo Tribal government. Originally, the community of Toadlena/Two Grey Hills Chapter was part of the Newcomb Chapter. The Toadlena/Two Grey Hills Chapter was certified in December and became the 109th Chapter of the Navajo Nation.

LOCATION

The community of Toadlena/Two Grey Hills Chapter is located in the Northern Navajo Agency in the southwestern part of San Juan County in the state of New Mexico as shown in **FIGURE 4**. The land lies at the base of the eastern slopes of the Chuska mountains. Shiprock is approximately 44 miles to the north-east. **TABLE 5** summarizes location information for the community of Toadlena/Two Grey Hills Chapter.

TABLE 5.
Location Information

Navajo Nation Chapter Government:

Toadlena/Two Grey Hills

Navajo Nation Agency:

Northern Navajo

Navajo Nation Grazing District:

13

County:

San Juan

State:

New Mexico

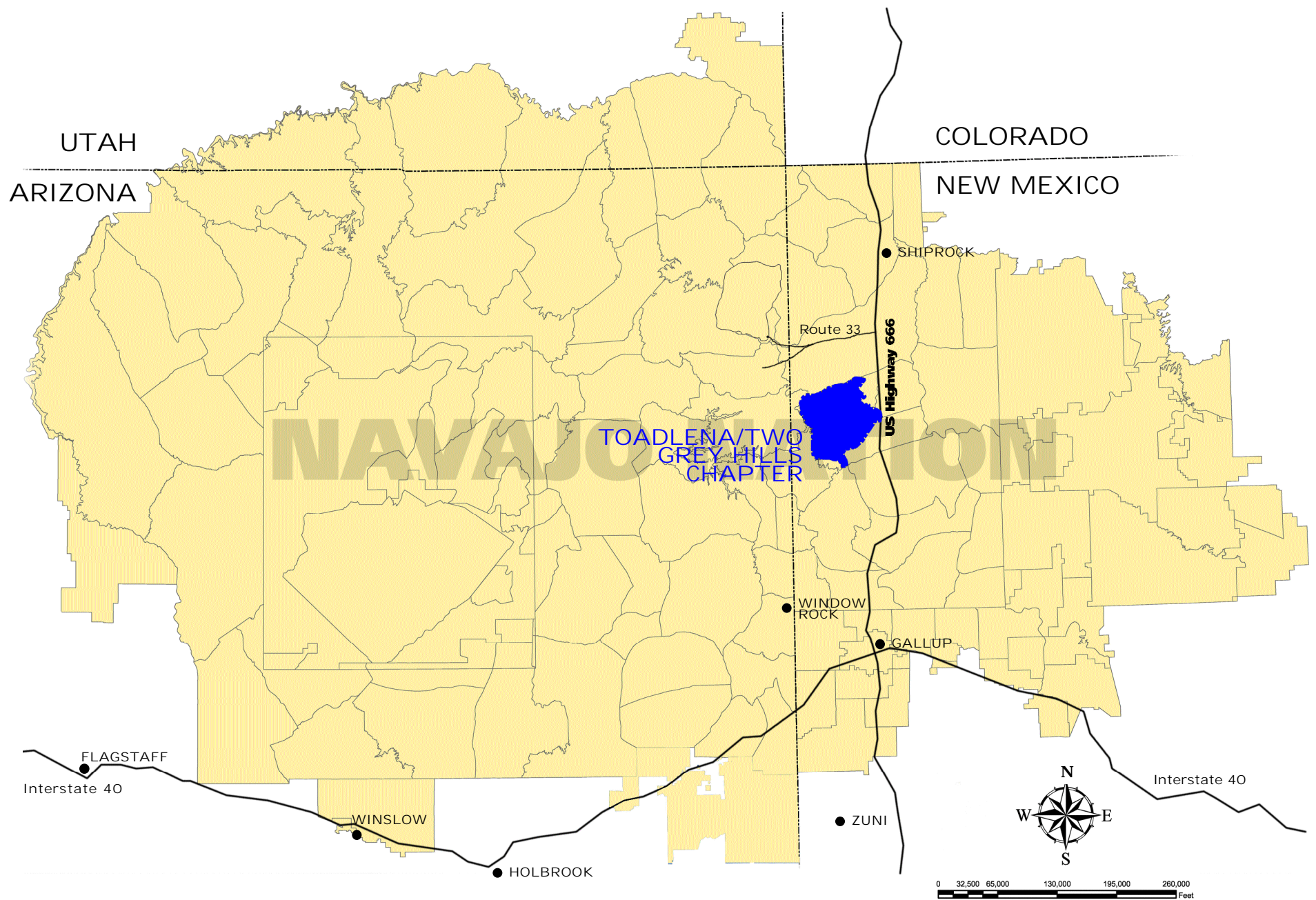


FIGURE 4

LOCATION OF THE COMMUNITY OF TOADLENA/TWO GREY HILLS CHAPTER

TOADLENA/TWO GREY HILLS CHAPTER COMMUNITY-BASED LAND USE PLAN
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 OCTOBER 2002

Base Map Source: Navajo Nation Land Department

The community of Toadlena/Two Grey Hills Chapter is bordered by four other Navajo Nation Chapters which are Newcomb, Sheepsprings, Tsaile/Wheatfields and Sanostee.

PLANNING AREA

A planning area is an area of land identified for planning purposes while boundaries are a form of jurisdiction. The community of Toadlena/Two Grey Hills Chapter identified a planning area which may not coincide directly with their Chapter boundaries. The establishment of the planning area for the community of Toadlena/Two Grey Hills Chapter is based upon the areas of land that the community members indicated they use or hold permits to. The planning area is shown in **FIGURE 5**. The planning area is referred to as the community of Toadlena/Two Grey Hills Chapter in this document.



LAND STATUS

The land within the community of Toadlena/Two Grey Hills Chapter is designated as tribal trust land. Permits for grazing and farming are issued by the Navajo Nation. Most permits have been in place for years and continue today. The land use area for some of these permits overlap and in some cases the boundaries are unclear. There are no fences and the grazing areas are considered open range. Within the grazing areas are many existing scattered homesite leases. These homesite leases are one-acre or less.

ACCESSIBILITY

The community of Toadlena/Two Grey Hills Chapter is easily accessible from the east via Navajo Route 19 (N19) west of U.S. Highway 666 (Hwy 666). Access to the community from the west is restricted to mountainous dirt roads and logging trails.

TOPOGRAPHY

Topography describes the shape of the land. A topographic map graphically illustrates the topography of an area of land **FIGURE 6**. This map shows the shape and elevation of the surface of the earth, natural and man-made, at a specific scale. This map is useful to planners in the evaluation of land.

The community of Toadlena/Two Grey Hills Chapter lies in the San Juan basin of the Colorado plateau on the eastern slopes the Chuska range as illustrated in the planning area map mentioned earlier. The region is characterized by the high Chuska mountains to the west. The transition from the ponderosa pine woodlands on the mountain summit to the desert scrub of the San Juan basin floor is rapid and sharply defined. Alluvial fans, formed as a result of stream disposition off the steep eastern slopes of the mountains, tilt east, northeast into the San Juan basin. The alluvium material is dissected with washes and dry streambeds, offering topographical diversity and relief to the lower elevations.

SLOPES

The slopes of land are determined from a topographic map. Slopes are calculations based on the relationship between vertical elevations and horizontal distances. These slope calculations are expressed in percent. A slope map shows an area of equal ranges of slope calculations. Topographic maps and slope maps are basic tools for planning.

The inventory of slopes in an area is a critical tool to use while planning placement of buildings, roads or other development. The feasibility of a project may be strongly dependent upon the degree of slope in a particular area. Steep slopes typically have fewer plant species and shallower soils than surrounding areas and are more sensitive to active uses. Sewage disposal systems may be adversely affected by steep slope conditions. In general, steep slopes are poor locations for extensive development due to high risk of erosion and elevated expense for construction and maintenance (Sargent, 1991).

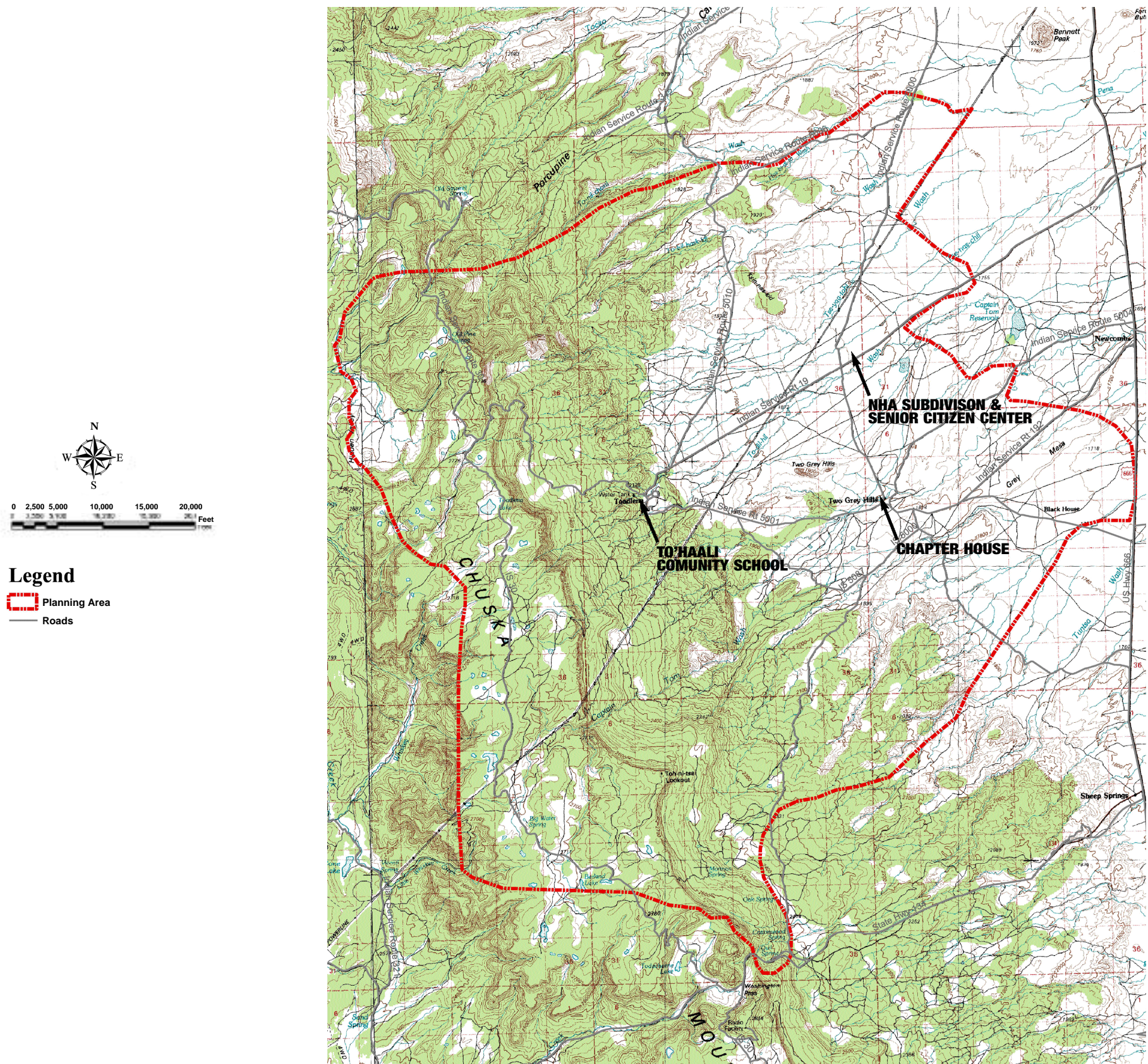


FIGURE 6 TOPOGRAPHY

TOADLENA/TWO GREY HILLS CHAPTER COMMUNITY-BASED LAND USE PLAN
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 OCTOBER 2002

Base Map Source: U.S. Geological Survey

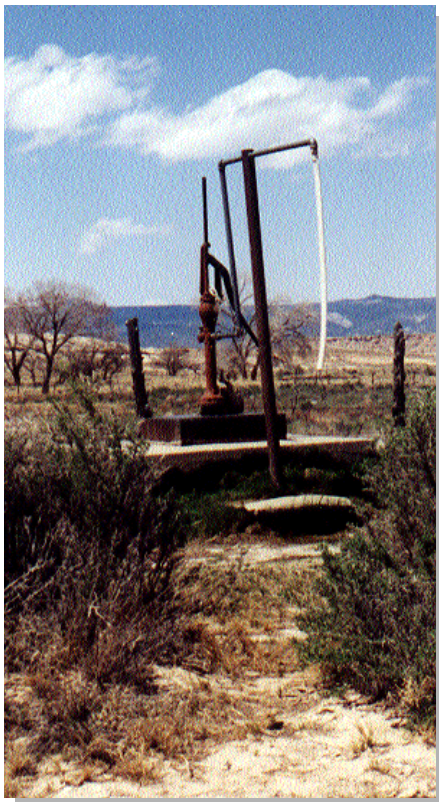
Slopes throughout the community of Toadlena/Two Grey Hills Chapter were defined as gentle (0-5 percent grade), moderate (5-15 percent grade) or steep (greater than 15 percent grade) as illustrated in **FIGURE 7**. Forty-five percent of the Chapter has gentle slopes, most of which are in the eastern portion of the community, with some in the high mountain meadows to the west. Slopes in these areas would not restrict any development or land use. Moderate slopes make up nine percent of the community and the prevailing slope could limit land use in these areas, such as farming and development. Steep slopes make up 46 percent of the total planning area and these areas are suitable only for grazing and/or open space.

VIEWS

The visibility of prominent natural and man-made features from a certain point is known as the view. Determination of views is based upon actual field visits. Views allow a high, scenic vista overlooking an area to be used for an aesthetically pleasing purpose and not, for example, a junk yard or sanitary landfill.

Major views for the community of Toadlena/Two Grey Hills Chapter are represented in **FIGURE 8**. As you enter the community of Toadlena/Two Grey Hills Chapter from N19, the views are beautiful. The mountains and valleys are clearly visible. Looking to the northeast one has a spectacular view of Shiprock or "Rock-With-Wings."

The community of Toadlena/Two Grey Hills Chapter intends to preserve the beauty of the landscape thus most of the development is centralized in Toadlena/Two Grey Hills Chapter along N33 including the loop area.



GROUND AND SURFACE WATER

Ground water is the water contained in the spaces between rocks and soil particles below the earth's surface. This water moves through the rocks in cracks, crevices, and small interconnected pore spaces between the mineral grains of the rock (Pennsylvania Geological Survey, 1972). Surface water is fresh water that flows in rivers, streams, tributaries, lakes and ponds. Building of homes in areas where ground-water conditions cause flooding results in aggravation and financial loss.

The US Geological Survey has defined the northwestern portion of New Mexico as the Colorado Plateau hydroclimatic province. In general, this semi-arid region contains very few perennial streams and the average annual precipitation ranges from 10 inches at lower elevations to 25 inches in the mountains (USGS, 1989).

The community of Toadlena/Two Grey Hills Chapter is located within the Chaco watershed that has a drainage area of 4,567 square miles in northwestern New Mexico (EPA, 2001). The planning area contains many ephemeral washes, most of which originate in the mountains, and flow in response to rain. There are no major lakes or perennial rivers within the planning area.

Major water uses on the Navajo Nation include irrigation for agriculture crops, industry and coal mining, with a relatively small portion consumed for domestic use. Water supply is obtained generally from ground water wells or springs with a small portion from surface streams. In the community of Toadlena/Two Grey Hills Chapter, shallow wells, windmills and stock ponds supply water for rural residents and grazing animals.

SOILS

Soils are the upper layer of the earth's surface. A soils map graphically illustrates the types of soil present in a certain area of land. Knowledge of the types of soil present is important in land use planning. The design of foundations for buildings is largely dependent upon the type of soil. Using soil studies to choose housing sites may eliminate possible failures and added maintenance costs (Pennsylvania Geological Survey, 1972).

The Navajo Nation by and large is dominated by sedimentary rock generally composed of clay, silt, sand, pebbles, cobbles, boulders and evaporates such as gypsum and limestone. (Goodman, 1982). The

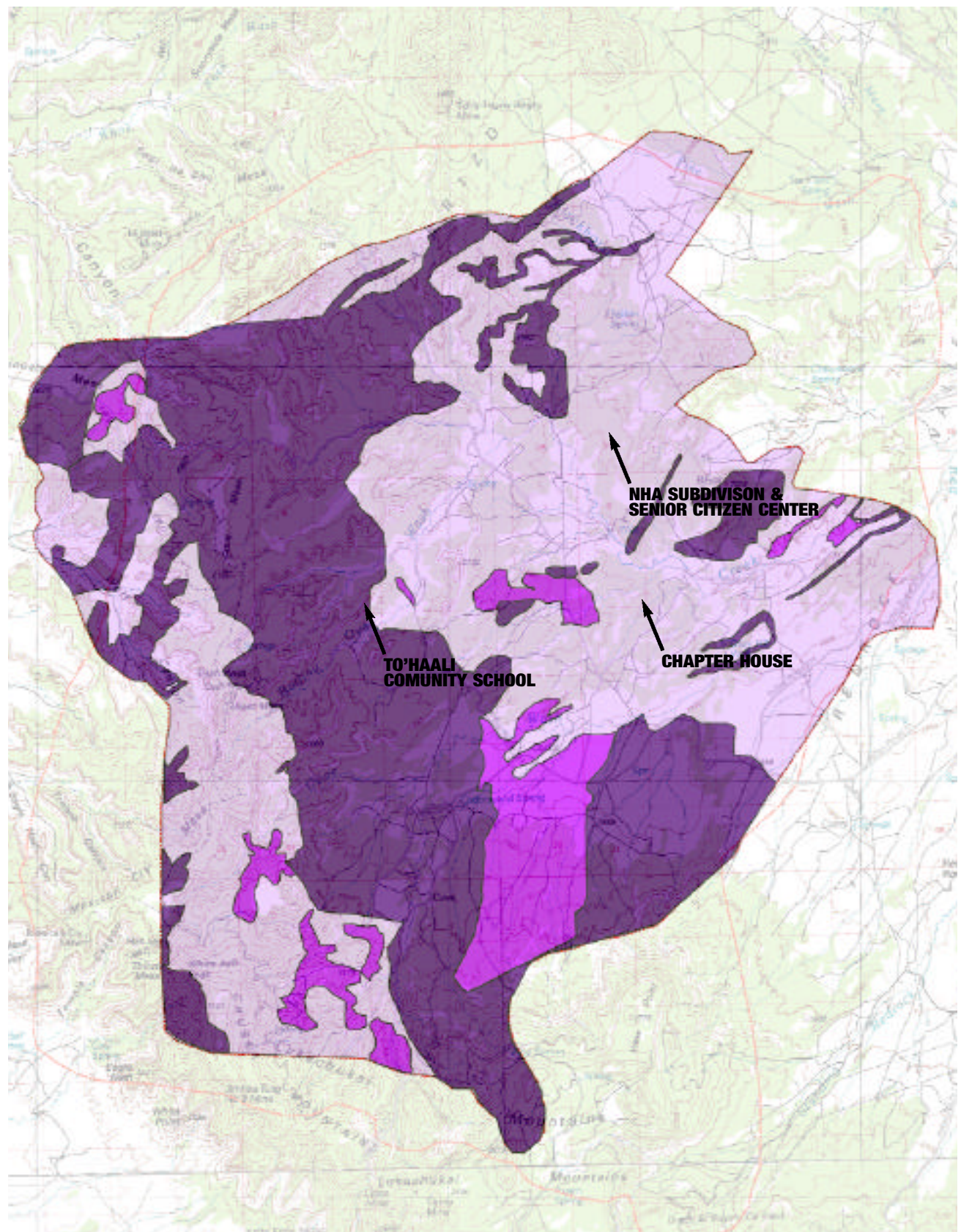
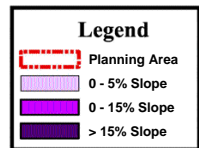
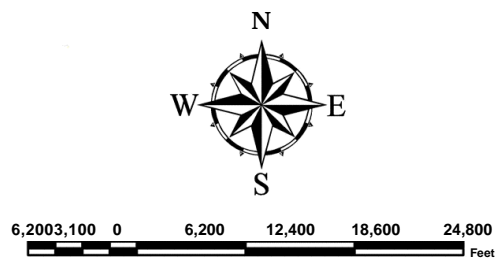


FIGURE 7 SLOPE ANALYSIS

TOADLENA/TWO GREY HILLS CHAPTER COMMUNITY-BASED LAND USE PLAN
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Base Map Source: U.S. Geological Survey

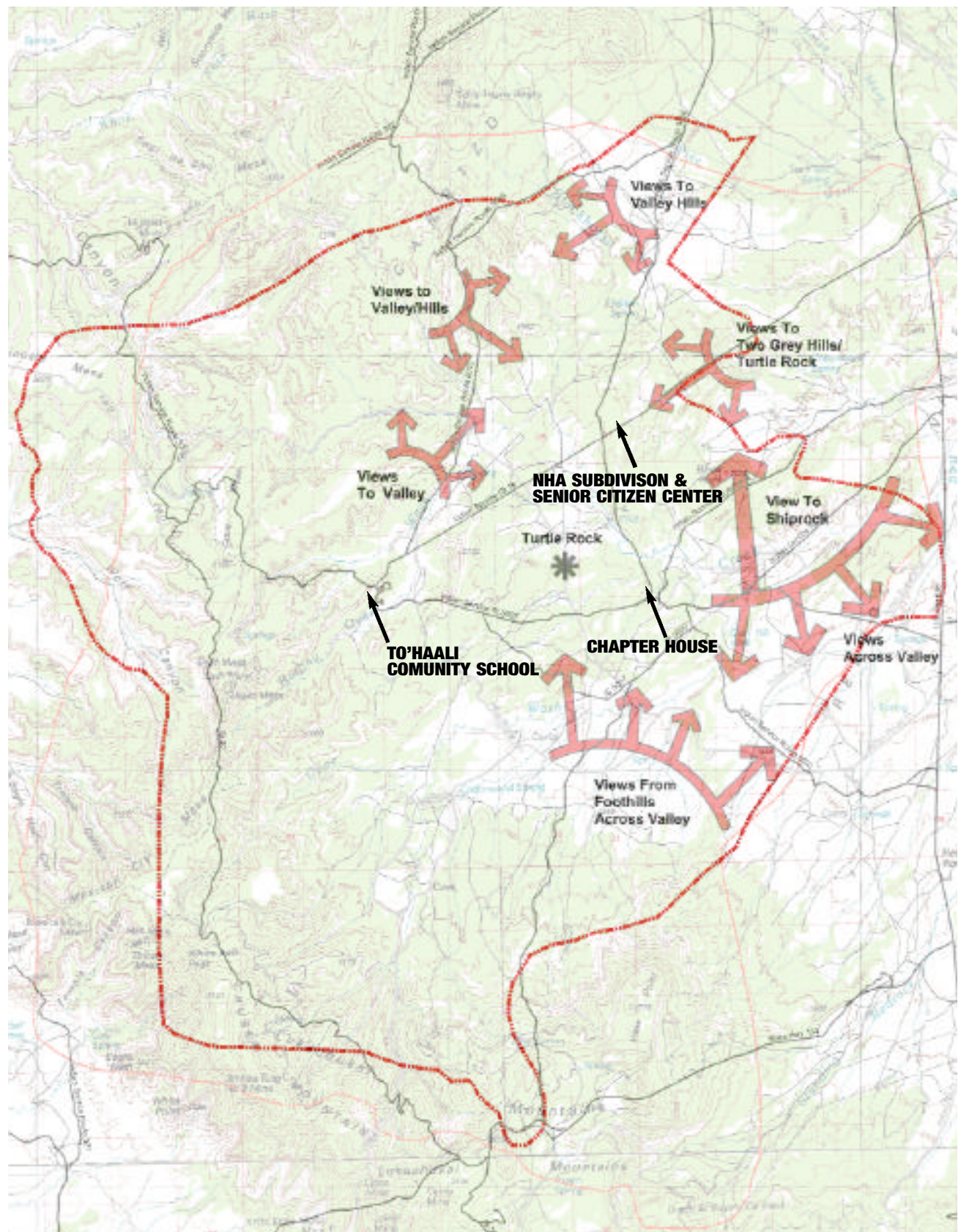
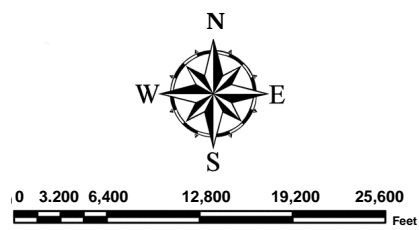


FIGURE 8 VIEWS/VISUAL RESOURCES

TOADLENA/TWO GREY HILLS CHAPTER COMMUNITY-BASED LAND USE PLAN
 JJ CLACS & COMPANY - NOVAK ENVIRONMENTAL, INC.
 OCTOBER 2002

Base Map Source: U.S. Geological Survey

community of Toadlena/Two Grey Hills Chapter has soils that are thin, highly erodable and stony, reflecting the general aridity of the region. Some of the soils in community however do respond to irrigation and are used for agricultural purposes.

VEGETATION

Vegetation is described and classified by the type of plant life or plant coverage in an area. A vegetation map graphically illustrates the types of vegetation present in a certain area. Knowledge of the types of vegetation present is important in land use planning. Natural occurrence and human influence directly and indirectly affect plant growth. Naturally occurring conditions might include climactic variations, topography, soil type, drainage and wildlife, to name a few. Human influence on vegetation might include construction, development, pollutants, livestock, recreational activities and so on. Plants are culturally and traditionally important to the Navajo people.



A map showing the vegetation for the Toadlena/Two Grey Hills Chapter planning area is presented in **FIGURE 9**. The lower elevations of the community of Toadlena/Two Grey Hills Chapter are located in cold-temperate desertlands and the biotic community can be classified as Great Basin Desertscrub or Great Basin Grasslands (Brown, 1994). The dominant vegetation on desertscrub of the community is bud sagebrush (*Artemisia spinescens*), a small shrub growing to an average height of one foot. This is a valuable browse plant for sheep and recovers quickly from overbrowsing. Sagebrush is also browsed by cattle and wildlife. At this elevation small, one-seed juniper (*Juniperus monosperma*) can also be found along drainageways and intermixed with sagebrush. The grasslands, characteristically dry and windy, consist of short-grasses that have been much altered in the past century by grazing.

Appearing throughout the landscape at this elevation are widely spaced one-seed Junipers (*Juniperus monosperma*), a small, shrubby juniper that grows to an average height of 15-feet and often no more than one foot in diameter. Both the sagebrush and juniper provide habitat for small wildlife such as kangaroo rats, gophers as well as coyote and jackrabbits.

Vegetation density and diversity increase with an increase in elevation. Yuccas and bunch grass begin to emerge and big sagebrush (*Artemisia tridentate*) cover vast areas, averaging in height to five feet with a three inch trunk. In The Chuska mountains desertscrub gives way to Great Basin Conifer Woodland. This is a pinyon-juniper vegetation community with some oak association (*Pinus* sp., *Juniperus* sp. and *Quercus* sp.) (Brown, 1995). This vegetation community is widely spaced with an average height of 25-30 feet. It provides good forage and cover for wildlife such as mule deer, gray fox, squirrels, woodpeckers and quail.

WILDLIFE

Wildlife are culturally and traditionally important to the Navajo people, thus it is crucial to protect and preserve wildlife and their habitats. During the planning process it is important to keep in mind certain legislative mandates such as the Navajo Nation Code (Titles 17 and 23), the Endangered Species Act, the National Environmental Policy Act, Lacey Act and Airborne Hunting Act, and others related to wildlife.

The Navajo Nation Department of Fish and Wildlife (NNDFWL) is designating Wildlife areas throughout the Nation. Wildlife areas are being rated as areas of high, medium or low sensitivity with associated recommendations and criteria for development. A biological evaluation is required for most development in these areas and NNDFWL has set forth guidelines on the process for planning and approval of development within a Wildlife area.

Area 1 is designated as a highly sensitive area and the general rule for this area is no development. This Wildlife area contains the best habitat for endangered and rare plant, animal and game species and the highest concentration of these species on the Navajo Nation. Wildlife area 2 is designated as a moderately sensitive area with high concentration of rare, endangered, sensitive and game specie occurrence or has a high potential for these species to occur. The suggested general rule for this area is that

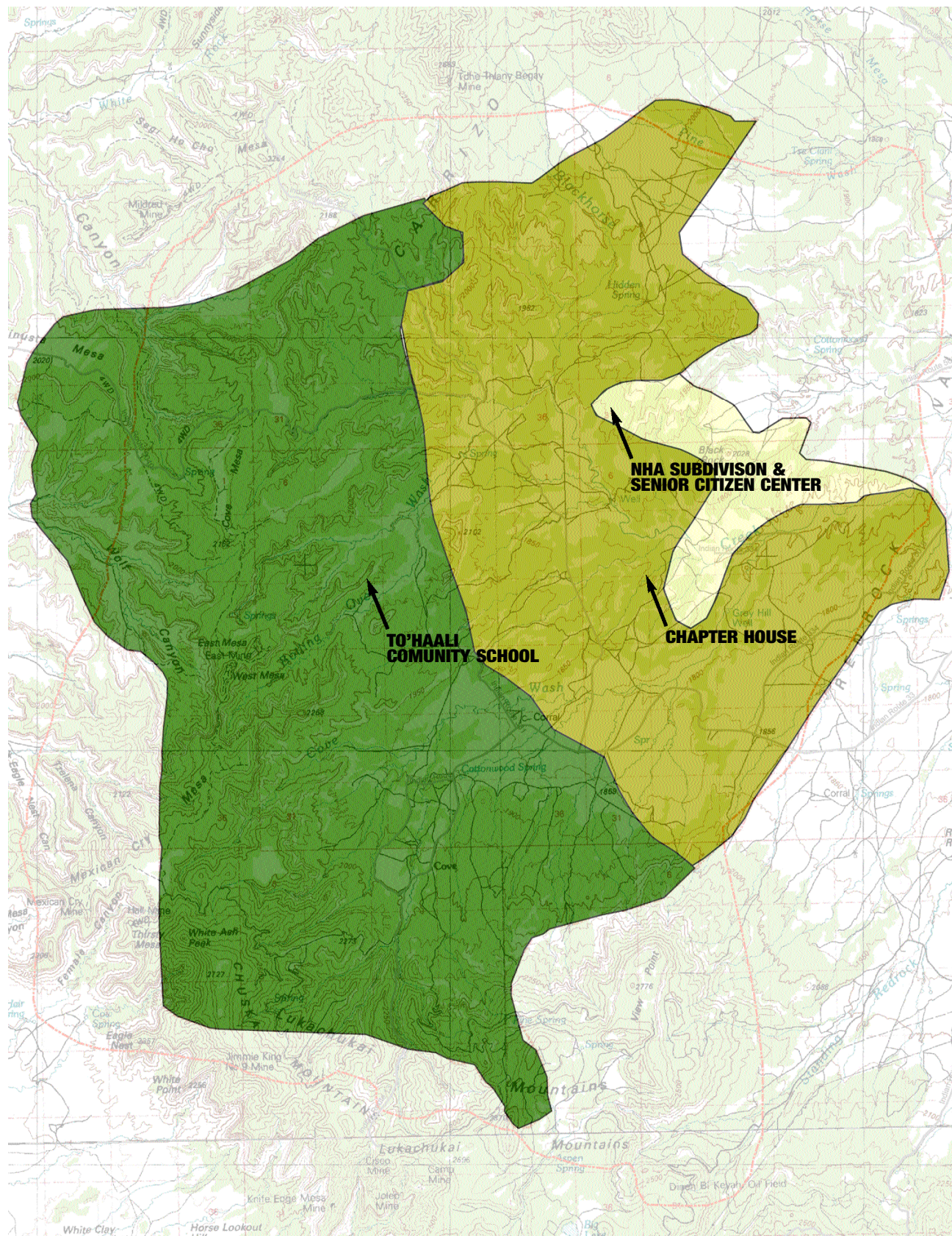
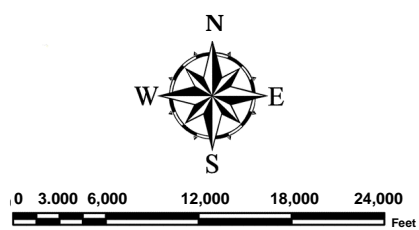


FIGURE 9 VEGETATION ANALYSIS

TOADLENA/TWO GREY HILLS CHAPTER COMMUNITY-BASED LAND USE PLAN
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OCTOBER 2002

Base Map Source: U.S. Geological Survey

all development be placed to avoid species and their habitat, including buffers to minimize impacts. Wildlife area 3 is designated as a low sensitivity area containing fragmented or unknown concentrations of species of concern.

CULTURALLY SIGNIFICANT AREAS

Culturally significant areas include prehistoric and historic sites, as well as traditional cultural objects, structures, locations or natural features. Cultural resource compliance on the Navajo Nation is mandated by the National Environmental Policy Act and by the National Historic Preservation Act (Sections 106 and 110).

The National Environmental Policy Act of 1969 (NEPA) requires environmental impact statements on cultural as well as natural resources affected by proposed projects. The National Historic Preservation Act of 1966 (NHPA), as amended, is one of the most important pieces of cultural resource legislation passed by Congress (Tucker, 2000). This act provides protection and preservation of significant cultural properties.

Other relevant cultural resource legislation includes the Antiquities Act of 1906, the Historic Sites Act of 1935, the Archaeological Resource Protection Act of 1979 (ARPA), the Native American Graves Protection and Repatriation Act of 1990 (NAGPRA), and Executive Order 13007 (Indian Sacred Sites [1996]).

The community of Toadlena/Two Grey Hills Chapter is rich in archeological sites. This means that there are significant areas with material remains of past Indian or non-Indian life or activities that are of archaeological interest, including without limitation, historic or prehistoric ruins, burial grounds, and inscriptions made by human groups. The sites in the community of Toadlena/Two Grey Hills Chapter include the presence of numerous material types or important tool types or surface artifacts that appear to indicate a substantial subsurface component. Many of these sites have been surveyed and recorded with the Navajo Nation Historic Preservation Department.

Burial sites are also culturally significant areas. There are scattered burial sites in the community of Toadlena/Two Grey Hills Chapter that should be respected with no encroachment of development.

TRADITIONALLY SENSITIVE AREAS

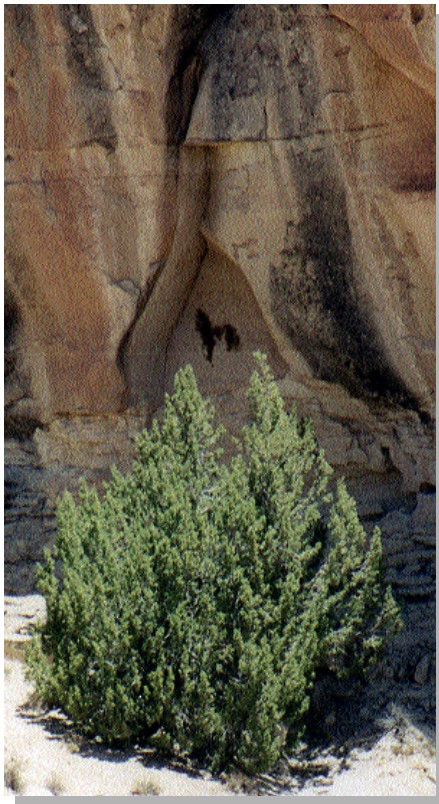
Residents of the community of Toadlena/Two Grey Hills Chapter live close to the land, herding sheep, farming and gathering ceremonial sacred herbs. Because of this connection to the land, there are areas located throughout the area that are important to the people and culturally and traditionally sensitive such as herb gathering sites, squaw dance and ceremonial areas. It is of widespread opinion that these culturally and traditionally sensitive areas should not be encroached upon, therefore they were identified on area maps by local residents and have been withdrawn from development.

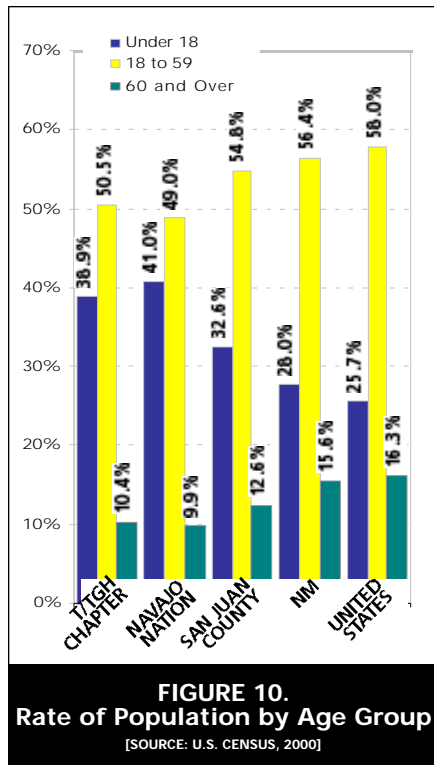
Sheep camps, habitations, sweat lodges, check dams and ceremonial sites are recorded with the Navajo Nation Historic Preservation Department.

ENVIRONMENTALLY SENSITIVE AREAS

Environmentally sensitive areas include areas as designated habitat for threatened and endangered species, important wildlife areas or corridors, riparian areas and protected plant populations. Environmental compliance on the Navajo Nation is mandated by the National Environmental Policy Act of 1969 (NEPA). The NEPA requires environmental impact statements on the cultural as well as natural resources affected by proposed projects.

There are two environmentally sensitive areas in the community of Toadlena/Two Grey Hills Chapter where signs of accelerated erosion are prevalent. One area is southwest of the Chapter house, in the vicinity of Captain Tom wash. The road to the bridge over Captain Tom wash has eroded away and a temporary crossing of soil-covered culvert has been constructed over the wash. There is no bank protection in the area and water has caused bank cutting on the upstream edges of the temporary crossing.





Because this area is highly sensitive to erosion special attention needs to be given to maintain access on this road and prevent soil loss. Small check dams in the upper watershed may be effective in controlling erosion on this wash. These barriers, built from local material, would trap sediment and slow down runoff (Brooks et al., 1991).

The second environmentally sensitive area is just north, northeast of the Chapter house where multiple roads criss-cross the land. Many of these roads have become deeply rutted, been abandoned and a new road has been forged immediately adjacent to the old one. Ruts in the old road, along with lack of vegetative cover, encourage gully formation, down cutting and loss of soil off the land. Reclaiming these abandoned roads and encouraging vegetation to reestablish would increase permeability and control soil erosion in this area.

11. WHO WE ARE- DEMOGRAPHICS

POPULATION

We are a median sized community compared to other communities on the Navajo Nation. The present population is 1,838 as presented in **TABLE 6**. 1996 Chapter Images publication estimated a population of 831 in 1990. The community more than doubled in size between 1990 estimates and 2000 census. On an average annual basis, community of Toadlena/Two Grey Hills Chapter has absorbed more than 12.1 percent additional residents each year since 1990. The dramatically high growth rate could be attributed to families moving back home and commuting to work. In addition, the Census 2000 made a special effort to conduct a more accurate census count.

| | 1990 | 2000 |
|---------------|------|-------|
| Female | n/a | 910 |
| Male | n/a | 928 |
| Total Persons | 831 | 1,838 |

According to recent U.S. Census numbers, an estimated 180,462 persons reside on the Navajo Nation, 113,801 in San Juan County, 1.8 million in New Mexico and 281 million in the United States. Breaking down these populations into three age groups reveals the workforce age range of 18 to 59 comprise the greatest number of people. Children under the age 18 years are the next largest age group followed by the elders, 60 years old and over. These percentages are presented in **FIGURE 10**. Almost half of the population in Toadlena/Two Grey Hill Chapter are in the workforce age group consistent with the Navajo Nation. The workforce age groups for San Juan County, New Mexico and the United States average is about seven percent higher. Toadlena/Two Grey Hills Chapter, the Navajo Nation and San Juan County show higher rates of children, 35.5 percent, 41.0 percent and 32.6 percent, respectively. New Mexico and the United States are lower. Approximately 15.6 percent of the population of Toadlena/Two Grey Hill Chapter comprise of elders 60 years old and over compared to the national average of 16.3 percent. The United States shows the highest elderly rate and the Navajo Nation shows the lowest, 9.9 percent. San Juan County shows 12.6 percent for the elderly age group.

MEDIAN AGE

TABLE 7 shows the median age of the female population to be slighter higher than the male population in all geographical areas shown. The median age difference, however, for Toadlena/Two Grey Hills Chapter is much greater. Toadlena/Two Grey Hills Chapter has a four percent difference

| | United States | New Mexico | San Juan County | Navajo Nation | T/TGH* |
|------------|---------------|------------|-----------------|---------------|--------|
| Both Sexes | 35.3 | 34.6 | 31.0 | 24.0 | 30.8 |
| Male | 34.0 | 33.4 | 29.8 | 22.6 | 28.9 |
| Female | 36.5 | 35.6 | 32.2 | 25.6 | 33.9 |

*Toadlena/Two Grey Hill Chapter



between males and females while the other areas average about a 2 percent difference. The median age (30.8) for both sexes for Toadlena/Two Grey Hills Chapter is consistent with San Juan County and about 4.5 percent lower than the national and state averages.

AGE DISTRIBUTION

The age distribution by age group for Toadlena/Two Grey Hills Chapter is presented in **FIGURE 11**. Children between the ages of 10 and 14 represent the largest population group for the community of Toadlena/Two Grey Hills Chapter. Children between the ages of 15 and 19 represent the second largest population group. Among the adults, the groups from 40 to 44 and 35 to 39 represent the largest adult population followed by the 25 to 29 age range. The gender distribution in each age ranges is fairly even across the difference age groups.

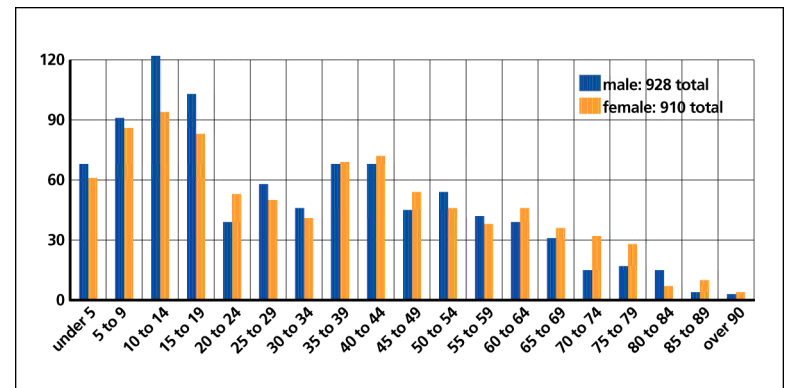


FIGURE 11.
Population Distribution for Toadlena/Two Grey Hills Chapter
[SOURCE: U.S. CENSUS, 2000]

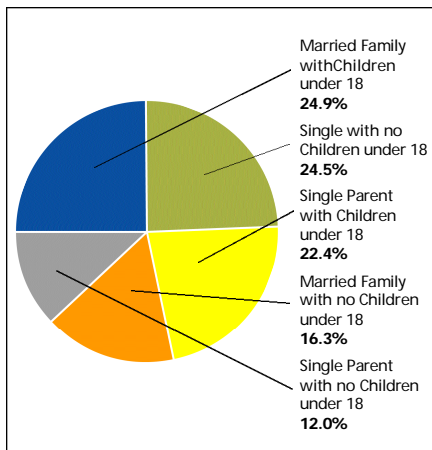


FIGURE 12.
Households with and without Children
[SOURCE: U.S. CENSUS, 2000]

U.S. census reported 559 households for the Toadlena/Two Grey Hills Chapter in the year 2000. Almost half of the total households (47.3 percent) reported children under 18 living in the home. A closer look reveals married family households comprise of 24.9 percent and single parent households make up 22.4 percent as shown in **FIGURE 12**. Also shown in Figure 12, are households with no children under the age of 18. Single persons comprise 24.5 percent, single parent families make up 12.0 percent and married couple families round out this category at 16.3 percent.

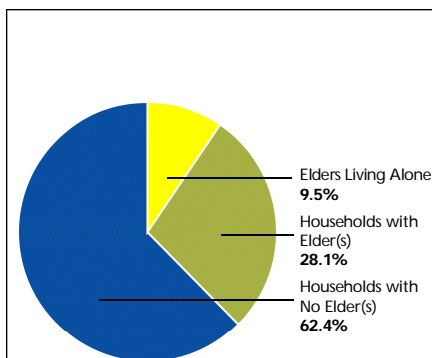


FIGURE 13.
Households with and without Elders
[SOURCE: CHAPTER IMAGES, 1996 AND U.S. CENSUS, 2000]

Over a third of the total households have an elder 60 years and over in the household as illustrated in **FIGURE 13**. Almost 10 percent of these elders live alone and 28.1 percent live with two or more persons in the household. The remaining 62.4 percent of all households do not have an elder 60 years and over in the home.

EDUCATION LEVEL

According to the survey conducted as part of this planning project, the education level ranged from no formal education to graduates of master degrees. The median grade level of the respondents is 12th grade. Nearly half of the respondents, approximately 48.9 percent, reported completing 12 or more years of school. The 1990 US Census data reported 48.6 percent of Navajos in New Mexico (51.0 percent for Navajos in all states) completed high school or higher.

MAJOR EMPLOYERS AND MEDIAN INCOME

Most residents work outside of the community with Shiprock, NM and Gallup, NM being the nearest large towns providing employment opportunities. Major employers include the Bureau of Indian Affairs (BIA), Navajo Nation, Indian Health Service (IHS), Navajo Tribal Utility Authority (NTUA) Navajo Engineering and

Construction Authority, Abandoned Mine Land Reclamation Project, and San Juan County. Farmington, NM and nearby power plants also serve as major regional employers.

TABLE 8 presents the national, state, county and Navajo Nation median income levels. Toadlena/Two Grey Hills Chapter was estimated to be the same as the Navajo Nation which is \$10,958. This was 29 percent lower than the county average. The national average is almost three times as much as the Navajo Nation. In 1999, the Navajo Nation Division of Economic Development reported a per capita income of \$6,217 for the Navajo Nation. From 1990 to 1999, the per capita income grew by nearly 25 percent (DED, 1999). According to 1990 U.S. Census, 47.3 percent of Navajo families live below federal poverty levels compared to 19 percent for New Mexico and the national rate of 11.3 percent.

| TABLE 8. Median Income | | | | | |
|----------------------------------|----------------------|-------------------|------------------------|----------------------|----------------------|
| [SOURCE: U.S. CENSUS, 2000, DED] | | | | | |
| | <u>United States</u> | <u>New Mexico</u> | <u>San Juan County</u> | <u>Navajo Nation</u> | <u>T/TGH Chapter</u> |
| Median Income | \$39,021 | \$27,540 | \$14,100 | 10,958 | 10,958 |

UNEMPLOYMENT RATE

In 1999, the Navajo Nation Division of Economic Development (DED) reported that the unemployment rate for the Navajo Nation was 43.65 percent and 98.37 percent for the Toadlena/Two Grey Hills Chapter community. U.S. Census reported a state unemployment rate of 7.5 percent and a national unemployment rate of 11.8 percent. These rates are presented in **TABLE 9**.

| TABLE 9. Unemployment Rate | | | | | |
|-----------------------------------|----------------------|-------------------|------------------------|----------------------|----------------------|
| [SOURCE: U.S. CENSUS, 2000, DED] | | | | | |
| | <u>United States</u> | <u>New Mexico</u> | <u>San Juan County</u> | <u>Navajo Nation</u> | <u>T/TGH Chapter</u> |
| Unemployment Rate | 11.8% | 7.5% | - | 43.65% | 98.37% |

HOUSING COUNT

Residents of the community of Toadlena/Two Grey Hills Chapter live predominantly in small family clusters spread across the lower elevations of the community. Some families maintain summer camps in the Chuska mountains of which they move to during the summer months. The Toadlena/Two Grey Hills Day school also has four units within its site for employee housing. The Navajo Housing Authority (NHA) subdivision also has 44 units.

| TABLE 10. Number of Housing Units | | | | | |
|--|----------------------|-------------------|------------------------|----------------------|----------------------|
| [SOURCE: U.S. CENSUS] | | | | | |
| | <u>United States</u> | <u>New Mexico</u> | <u>San Juan County</u> | <u>Navajo Nation</u> | <u>T/TGH Chapter</u> |
| Total | 115 9M | 780,579 | 43,221 | 68,744 | 843 |
| Percent | 100% | 100% | 100% | 100% | 100% |
| Occupied | 105 M | 677,971 | 37,711 | 47,603 | 559 |
| Percent | 91.0% | 86.9% | 87.3% | 69.2% | 66.3% |
| Vacant | 10.4 M | 102,608 | 5,510 | 21,141 | 284 |
| Percent | 9.0% | 13.1% | 12.7% | 30.8% | 33.7% |

The total housing count for Toadlena/Two Grey Hills is 843. **TABLE 10** shows that over half, (66.3 percent or 559) of the housing units in the Toadlena/Two Grey Hills Chapter are occupied. Compared with the rest of the Navajo Nation, county, state, and nation, Toadlena/Two Grey Hills ranks the highest, 33.7 percent, in vacant housing units.

Toadlena/Two Grey Hills Chapter ranks very high in owner occupied units (83.4 percent) versus renter occupied units (16.6 percent) as shown in **TABLE 11**. The high owner occupancy rate reflects the remote rural character and the fact that families tend to live in their homes for very long periods of time. **TABLE 12** shows the factors contributing to the vacant housing count for Toadlena/Two Grey Hills Chapter as well as the Navajo Nation, San Juan County, State of Arizona, and the U.S. About 39.9 percent of the vacant housing units in Toadlena/Two Grey Hills Chapter are attributed to seasonal, recreational or occasional use. These numbers are relatively consistent with other areas listed in the table; however reasons for vacancies in Toadlena/Two Grey Hills Chapter are very different from other areas. Many Toadlena/Two Grey Hills residents still maintain summer camps in the surrounding mountains.

TABLE 11. Occupied Housing Units

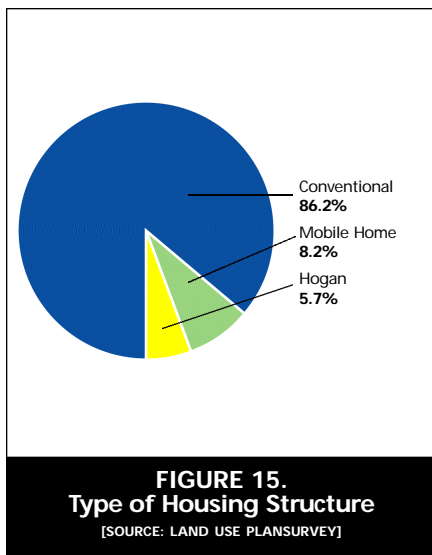
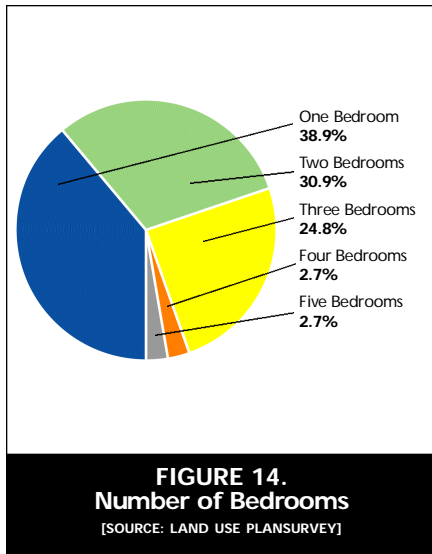
[SOURCE: U.S. CENSUS]

| | <u>United States</u> | <u>New Mexico</u> | <u>San Juan County</u> | <u>Navajo Nation</u> | <u>T/TGH Chapter</u> |
|---------|----------------------|-------------------|------------------------|----------------------|----------------------|
| Owner | 69.8M | 474,445 | 28,419 | 36,092 | 466 |
| Percent | 66.2% | 70.0% | 75.4% | 75.8% | 83.4% |
| Renter | 35.7M | 203,526 | 9,292 | 11,511 | 93 |
| Percent | 33.8% | 30.0% | 24.6% | 24.2% | 16.6% |

TABLE 12. Vacant Housing Units

[SOURCE: U.S. CENSUS]

| | <u>United States</u> | <u>New Mexico</u> | <u>San Juan County</u> | <u>Navajo Nation</u> | <u>T/TGH Chapter</u> |
|---|----------------------|-------------------|------------------------|----------------------|----------------------|
| For rent | 25.1% | 26.0% | 17.3% | 3.2% | 8.8% |
| For sale only | 11.6% | 10.4% | 6.5% | 1.7% | 0.4% |
| Rented or sold, not occupied | 6.7% | 4.6% | 4.7% | 1.3% | 2.1% |
| For seasonal, recreational, or occasional use | 34.3% | 31.2% | 31.3% | 52.6% | 53.9% |
| For migrant workers | 0.2% | 0.3% | 0.1% | 0.1% | 0.0% |
| Other vacant | 22.1% | 27.4% | 40.0% | 41.1% | 34.9% |



12. RESIDENTIAL HOUSING DATA

TYPE OF HOUSING STRUCTURE

FIGURES 14 AND 15 show the type of housing Toadlena/Two Grey Hills residents live in. According to the survey conducted as part of the project, a majority of the homes in the Toadlena/Two Grey Hills Chapter have 1 and 2 bedrooms, 38.9 percent and 30.9 percent respectively. More than three quarters of the residents live in conventional built homes while 8.2 percent live in mobile homes and 5.7 percent live in hogans.

HOUSEHOLD SIZE

Household size is compared in TABLE 13. Numbers are somewhat consistent for 3-person households. Toadlena/Two Grey Hills Chapter and the Navajo Nation, however, show a higher rate of households with four to seven persons. Consistent with the Navajo Nation, the average household size for Toadlena/Two Grey Hills Chapter's occupied housing is 3.78. This is slightly higher than the average household size for San Juan County, but is much greater than the national and state averages. The majority of household members are between the ages of 45 and 54 years for the community of Toadlena/Two Grey Hills Chapter.

| | United States | New Mexico | San Juan County | Navajo Nation | T/TGH Chapter |
|-----------|---------------|------------|-----------------|---------------|---------------|
| 1-person | 25.8% | 25.4% | 19.3% | 18.6% | 23.1% |
| 2-person | 32.6% | 32.4% | 29.6% | 17.2% | 22.2% |
| 3-person | 16.5% | 16.3% | 17.1% | 14.6% | 14.7% |
| 4-person | 14.2% | 14.1% | 16.6% | 15.0% | 14.3% |
| 5-person | 6.6% | 7.0% | 9.2% | 13.4% | 11.5% |
| 6-person | 2.5% | 2.8% | 4.6% | 9.2% | 5.9% |
| 7-or-more | 1.8% | 1.9% | 3.7% | 12.0% | 8.4% |
| Average | 2.59 | 2.63 | 2.99 | 3.77 | 3.78 |

13. RESIDENTIAL HOUSING NEEDS

The housing needs are significant. Many community members need help with renovations, utilities, roads and in some cases new homes. Some homes are inadequate and do not meet national building standards and codes yet they remain occupied because there is no other choice.

The need for new housing is influenced by the growth of families, job generation, and residents moving back "home". The community of Toadlena/Two Grey Hills Chapter has been growing at a steady rate. As stated, the average annual growth rate is estimated at 1.4 percent for Toadlena/Two Grey Hills Chapter compared to the Navajo Nation average of 1.2 percent. Based on a annualized growth factor of 1.4 percent, the population will grow from 517 to 605 in 2010.

The Toadlena/Two Grey Hills Chapter has a waiting list of 23 people requesting renovations or new homes. The community of Toadlena/Two Grey Hills Chapter has many housing-related problems or obstacles. The range includes the filtering of low and moderate income housing opportunities, type and price of new housing and the existing difficulties of home financing.

Despite the current vacant housing count of 117 (U.S. Census), there are really no vacancies. Most of the 117 are probably hogans, or shacks. The for sale only categories support this assumption, because they show values of less than one percent which is equal to two houses.

Population increase is expected to create the greatest demand for new housing units followed by families wanting to move back to the community. Based on the projected population increase, number of families wanting to move back to the community and an assumed decrease in the average household size, the housing need for new units is 42.

PART IV. LAND USE PLAN

14. LAND USE CATEGORIES AND PLAN DESCRIPTIONS —

The land use categories reflect the goals and objectives and provide guidance for determining appropriate land uses. The following descriptions provide information about each land use element and the associated land use plan map is presented in **FIGURE 16**. The map indicates the intended predominate future function, density and characteristic use of land. It does not reflect the intended zoning of individual areas, but rather generalize desired future land uses. The map suggests an overall mix of densities and should not be read as tying individual projects to density designations. To achieve appropriate balance among the goals promoted by the land use plan, flexibility in specific decisions is required.



RESIDENTIAL HOUSING

Residential land use includes scattered housing and subdivisions. Scattered housing comprise clusters of one acre homesites. Within these clusters, homes may or may not be close together. Subdivisions on the other hand, provide a tighter housing arrangement with more houses per acre. Typically subdivisions on the reservation, include housing built by the BIA, NHA or other housing entity.

Existing Residential Housing:

Residents of the community live predominately in small family clusters spread across the lower elevation of the community. Some families maintain summer camps in the mountains of which they move to during the summer months. In addition to the scattered housing, the To'haali Community School provides employee housing within its compound. NHA has a housing subdivision located at the junction of N19 and N5000.

Proposed Future Residential Housing:

A priority for the land use plan was to identify locations for new housing within the community. Housing is a priority of the community, with the main concern being that there is enough housing within the community for extended families to be able to live near each other. Most community members, however expressed a preference for small clusters of family homes, widely spread from other clusters rather than the 'typical' subdivision layout of many homes placed in close proximity to each other. It was felt that the scattered housing approach better fit the needs, desires, and lifestyles of the community members.

It is envisioned that scattered housing would be widely spread as shown on the land use plan map, giving the feel and appearance of the more preferred arrangement of homes, rather than that of a 'subdivision'. This arrangement is more conducive to the lifestyles of many of the community members, especially those whose livelihood is farming or grazing. Small clusters of scattered housing may make up a family area and share utility lines. Within these clusters, homes may or may not be close together.

Scattered housing sites are located throughout the community on the land use plan map. The housing areas are located primarily near major roads to provide easier access to homesites and close proximity to existing utilities. A large scattered housing site is located along the north side of N19 and extends north along the foothills. A smaller scattered housing area lies in the northern portion of the community, surrounded by farming and grazing.

Grazing, farming and open space surround two other housing areas. One of the scattered housing areas is located between To'haali and the Chapter house. The other extends south from Captain Tom Wash into the Chuska Mountains foothills.

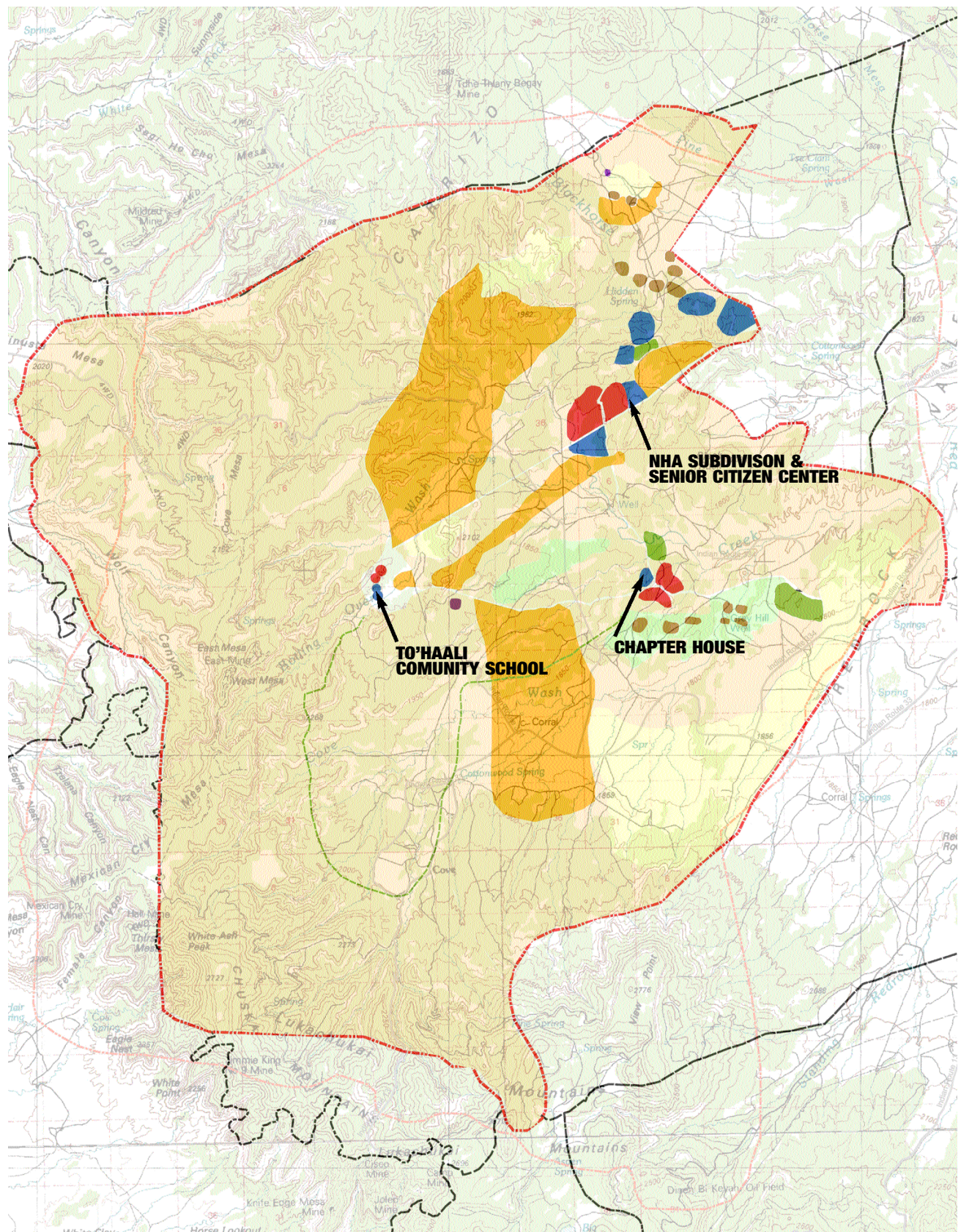
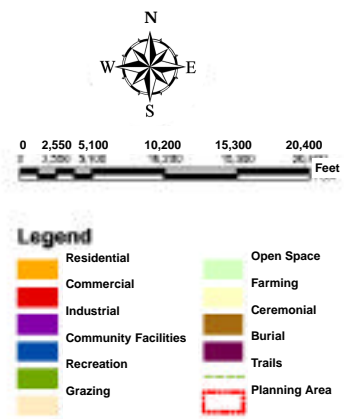


FIGURE 16

LAND USE PLAN

TOADLENA/TWO GREY HILLS CHAPTER COMMUNITY-BASED LAND USE PLAN
 JJ CLACS & COMPANY - NOVAK ENVIRONMENTAL, INC.
 OCTOBER 2002

Base Map Source: U.S. Geological Survey

It is anticipated that these Housing Areas will meet the need for housing of the community in the foreseeable future, however if it is determined that additional housing areas are necessary, the additional areas should be designated as an official amendment to this land use plan.

COMMERCIAL

The commercial categories are established to provide areas in which business may be conducted, goods sold and distributed, and services rendered, and to provide for public activities and other activities which support retail and business functions. These may include such uses as grocery stores, trading posts, or even areas for local vendors and artists to sell their wares to tourists. This land use is important to the economic development of the Chapter as it provides places for businesses. Businesses which provide jobs and create an economic base, and potentially revenue, for the Chapter through sales tax or business leases. Local businesses also let community residents spend money "locally" rather than in communities further away. Commercial land use does not include more industrial business such as heavy manufacturing or mining. Providing areas within the land use plan for commercial development provides the opportunity for new commercial amenities to be introduced into the community.

Existing Commercial Development

There are two trading posts located in the community. The Two Grey Hills Trading Post was established in the late 1800's west of To'haali. The Toadlena Trading Post was built in 1912. It is located in the northeast corner of the N16 and N19 intersection near the Chapter house. Both were respected in the proposed land use plan.

Proposed Future Commercial Development

The goals and objectives demonstrate the community's desire to provide areas for commercial development. Sites such as the cultural/visitors center and the rug weaving/museum will provide both a retail outlet for goods and crafts, while also serving as tourist destinations to bring visitors to the area. Providing services for tourists visitors, such as the RV park and picnic area, have been identified as a goal of the community as a means of bringing tourism dollars into the community.

The commercial development for the community is located primarily along the main roads into the community, N19 and N5087. This location allows for easy access and high visibility for commercial businesses. Because much of the commercial development is geared toward serving both local residents, as well as tourists, it is located away from the primary housing areas to discourage tourist traffic through scattered housing areas.

The commercial areas at the intersection of the two main roads include tourism related businesses such as a tourist center and an RV park. This prominent location will make it easy for visitors to find. The tourist center could serve as a first stop for tourists to gather information about the local area and surrounding Chuska mountains, about the local culture, or to purchase hiking or hunting permits. The RV park and nearby business sites will encourage visitors to stay in the community and provide a place to shop for provisions or local wares.

Commercial development of business sites located at the main crossroads of the community will also be centrally located to serve local residents and their shopping needs. The proposed site is located near existing NHA housing and adjacent to a proposed elderly group home. Types of business that have been suggested for this area include a grocery store, laundry-mat, gas station, or other retail services

A new commercial development area near the To'haali community school is suggested to be a bottle water plant. The suggested commercial uses in any of the proposed areas are only suggestions, and in no way limits the use of the commercial development to only these uses.

INDUSTRIAL

Industrial development is another way to enhance economic development. Industrial development typically facilitates businesses connected with the production, manufacture, or construction of a product or a range of products. Typical industrial development may include mining, manufacturing or warehousing. Industrial land use may also include uses needed for providing public utilities, such as water treatment, power lines or power plants, and other utilities. Industrial development provides jobs for the community and can bring revenue from user fees, sales tax, or other mechanisms.

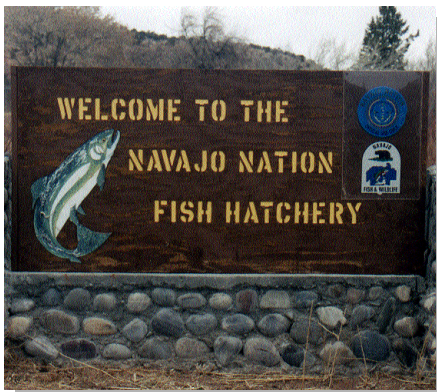
Existing Industrial Development

A fish hatchery located near To'haali once produced an excess 30,000 rainbow and cut throat trout per year. Today the fish hatchery still exist, however it does not produce any fish.

A major power transmission powerline transverses the community.

Proposed Industrial Development

An area for a sewage treatment plant has been located northeast of the N19 intersection. This location was chosen because it is central to existing NHA housing and to most of the existing or proposed new development.



COMMUNITY FACILITIES

This category designates public land uses, including schools, colleges, libraries, fire stations, police stations, convention centers, museums, governmental offices, utility stations, and hospitals. Community facilities provide a valuable service to the community, offering services to benefit and serve the entire community. Typically, these facilities on the Navajo Nation are public amenities, usually operated and maintained by the Navajo Nation and include places like the Chapter house, which provides a central location for meetings, meals and community gatherings. Other community facilities may include group-housing areas, health services facilities, police stations and fire departments. In addition, schools are an important community facility to have within the community, providing children of the community with a suitable and well-located educational facility.

Existing Community Facilities:

Chapter House Compound: The Chapter house compound comprises 15.1 acres of land. Built in 1987, the Chapter house is in fair condition.

Educational Facilities: The Headstart program operates out of a double wide trailer situated next to the Chapter house. The To'haali Community School is located on approximately 15 acres of land. Built in 1957, the school serves kindergarten through sixth grade. It is operated and managed by the BIA.

Senior Citizens Center: The senior citizen center is located at the junction of N19 and N5001.

Church Facilities: The Church of Latter Day Saints (LDS) is located on two acres near west of the To'haali Community School. The Christian Reformed Church is located on two acres. The Riehard Full Gospel church is also located in the community

Public Safety: Navajo Nation Police Sub-station located at To'haali. Fire and emergency services are currently provided from Newcomb, NM.

Health Care: The To'haali clinic serves the community on weekly basis and is located in a renovated building on the To'haali Community School campus. The nearest hospitals are the Northern Navajo Medical Center located in Shiprock, NM and the San Juan Regional Medical Center in Farmington, NM. One Community Health Worker, also known as the CHW, located at the Chapter house serves the community.

Proposed Community Facilities

The community desires to keep community facilities located in centralized, easily accessible locations throughout the community. The primary areas designated for community facilities are along N19, at the main intersection and in To'haali proper. Locating community facilities along the main route provides a centralized area that is highly visible and easily accessible.

Specific locations for selected community facilities have been noted on the land use plan map. Head start, TANF building and elderly group home/senior center are located near the intersection with a post office and police sub-station located in To'haali. A community facility area located on the southwest corner of the main intersection would be suitable for any other suggested use named in the goals and objectives, or for other facilities that may be needed in the future.

An elementary school site has been located along the north side of N19 just as it enters the community from the east. This school site will augment the existing To'haali Community School.

RECREATION

Recreation facilities provide places for play, relaxation and fitness. The areas designated as recreation on this plan are intended to be more structured recreation facilities than those provided by trails in the open space. These facilities may include both indoor and outdoor facilities. Outdoor facilities may include parks, playgrounds, ball fields, rodeo or equestrian facilities, or golf courses, and may include hiking and biking trails. Indoor facilities may include gymnasiums, fitness centers, or a multi-use recreation center which may include several recreational elements.

Existing Recreation

There are no established recreational facilities within the community.

Proposed Recreation

The land use plan map provides three areas for recreational facilities. Two recreational areas are located along N5087, an existing road that is easily accessible and centrally located within the chapter. One area is proposed for horse racing and the other for a rodeo. Both of these uses would attract many local users as well as tourists or other visitors to the area.

The third recreation facility area is relatively smaller than the other two and located just north of the NHA housing along N19. This area is also near the proposed head start and elderly group home, making it well suited to provide a location for a park or other public recreation area.

OPEN SPACE

Areas designated as open space are those areas that the community has identified as having special significance, and are areas that should be preserved in their natural state without development. The designation as open space does not mean that people can not use the space for limited grazing, hiking, or other low impact activities, but it does protect the area from mining, building or other forms of development. Grazing in open space areas should not be intensive and should be carefully monitored to ensure that overgrazing does not occur in these areas. The intent of open space is to preserve areas of particular beauty, or natural or cultural significance for future generations to enjoy and respect.

Existing Open Space

There are no established or officially designated areas for open space in the community of Toadlena/Two Grey Hills Chapter.

Proposed Open Space

Because of the natural beauty, the community recognizes the importance of preserving areas of special significance from development. The community also recognizes the potential to attract tourists by offering them the opportunity to enjoy the mountain and valley scenery this area has to offer. By preserving areas as open space, the community will preserve this valuable resource, while also respecting the natural beauty and importance of the natural land.

Two areas of open space have been identified on the land use plan map. It should also be noted that those areas designated as ceremonial or cultural sites should also remain undeveloped and should be offered the same respect and protection as open space sites.

One identified open space site lies south and west of N5087 before arriving at the chapter house. This area is dotted with cultural sites so preserving it as open space preserves areas of special significance to the members of the community.

The second designation of open space is the area around Turtle Rock and Two Grey Hills. Preserving this as open space and protecting it from development ensures that the initial views visitors have of the community remain welcoming and undeveloped in their natural beauty.



GRAZING

Ranching and sheepherding have been a major occupation and, more importantly, a way of life in the community of Toadlena/Two Grey Hills Chapter for many years. A majority of the land in the community are now grazed. The suitability of land for grazing is dependent on various factors including the amount of annual precipitation, soil conditions, and the degree of slope on the land. The type of vegetation that will grow on the land is also affected by these factors. Land where the degree of slope is steep are suitable for grazing and/or open space. As open space areas, grazing lands possess scenic values except when overgrazed. Areas designated for grazing should remain primarily undeveloped to ensure that grazing rights in these areas are protected. The grazing areas will likely be managed by the grazing committee and should be regulated by the grazing management plan. Areas designated for grazing should not limit the use of these areas for other non-development related activities like recreation or hunting, however the primary managed land use on this land is grazing.

Traditionally homesites and family clusters of homes are located within a grazing lease area. This type of homesite development is compatible with areas designated for grazing.

Existing Grazing

The valleys in the lower elevation of the community of Toadlena/Two Grey Hills Chapter are showing signs of overgrazing. Grazing lands need to be protected from encroaching developments.

Proposed Grazing

The community voiced a desire to preserve and protect these lands from encroachment by other uses since they are valued for the cultural, economic and aesthetic values they offer. The majority of the area is dedicated to grazing. Because people often want to live near to the area they graze, grazing and scattered housing are found together in many areas. In these areas, widely scattered housing is acceptable, but subdivisions or high density housing developments are not encouraged.

Large tracts of land in the southern portions of the community designated as grazing land also included summer dwellings. The dwellings are located in the mountains and are used by local people taking their stock to higher ground for the summer months. The lower elevations are grazing lands.

FARMING

Farming is another important way of life for some community members, though on a smaller scale than grazing. Land that has been designated for farming should be used for raising crops, either for subsistence or for market. Soils and location are prime factors in determining the suitability of land for farming. Water is also a serious consideration and limits the amount of land capable of being brought into cultivation. Farming land is typically relatively flat with healthy, rich soils, and near a natural or irrigated water source.

Existing Farming

The cultivation of land for crops also has a long history in the community of Toadlena/Two Grey Hills Chapter. Crops grown for food or to provide feed for livestock are the major farming enterprises in the area. Crops of the community include squash, corn, melons, and alfalfa. Presently all farms use rain, runoff water or hauled water as the source for farm water.

Proposed Farming

There are five specific areas designated for farming. However, this does not mean that small plots of land cannot be used for growing crops outside of these areas. If a family wants to grow a corn field or a garden near their home, this would be acceptable within the plan. However, large tracts of farmland should be confined to those areas designated as farm land.

Three small areas of farming located throughout the community are close to housing. One, located just northwest of To'haali, is centrally located and easily accessed via N19. The other two small farming areas are more remotely located in the north area of the community but are surrounded by grazing and scattered housing.

The two largest areas of farming are located along the eastern portion of the community, the majority of which lies south of N5087. These farming areas include the Black House valley area and are surrounded by grazing and scattered housing.

CEREMONIAL/CULTURALLY SENSITIVE SITES

Ceremonial/culturally sensitive sites are defined as those areas that have been designated by community members as areas that are either used for ceremonies, or have some cultural significance. These areas may be areas where herbs are gathered, areas of archeological importance, or they may be areas that hold other historic or cultural significance for members of the community. The actual use or significance of these areas is not shown on the land use plan to protect these areas.

These areas should be treated with the greatest of respect and should not be subject to any sort of development (with the exception of building ceremonial structures, etc.). The purpose of designating these areas is to protect them for the use and respect of community members and future generations.

Existing Sensitive Sites

Ceremonial/cultural sites are scattered throughout the community of Toadlena/Two Grey Hills Chapter. The areas shown on the land use plan map are likely not the only sites in the community, however; all ceremonial/cultural sites should be respected equally, regardless of if they are shown on the land use plan map.

Those areas shown on the land use plan include several ceremonial sites and other sites that have been determined to have special cultural significance to community members. Other areas on the plan shown as ceremonial/cultural may accommodate future ceremonial grounds.

Proposed Sensitive Sites

The community voiced a desire to preserve and protect these lands from encroachment by other uses.

BURIAL SITES

The areas shown on the plan as burial sites have been identified by community members. These sites should not be disturbed by development, and recreational trails, etc. should not lead to these areas. The burial sites shown on this land use plan are not the only sites in the community, however; all burial sites should be respected equally, regardless of if they are shown on the land use plan map.

Existing Burial Sites

There are several small burial sites scattered throughout the community of Toadlena/Two Grey Hills Chapter. Several of these have been located on the land use plan map, but there are many that were not specifically located. There are many burial sites in the areas designated for grazing and all of these should remain undisturbed. The local community members are aware of the locations of these burial sites and have respected them. Each individual site is not located on the land use plan map in an attempt to further protect these sites.

Proposed Burial Sites

One goal of this plan was to identify an area for a community cemetery however; consensus was not reached on a location so a cemetery is not shown on the land use plan map. Identifying an area for this use should be accomplished and added to the plan as an amendment.

