



# Ohkay Owingeh Master Land Use Plan Tsigo bugeh Village Owe'neh Bupingeh Rehabilitation Project Tomasita Duran, Ohkay Owingeh Housing Authority

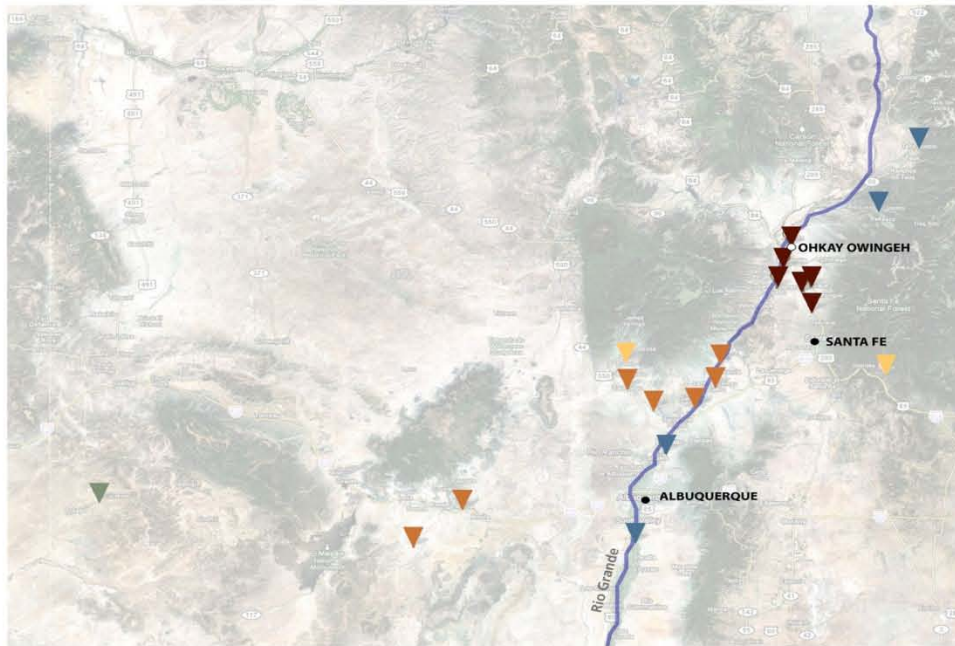


Tribes and Sustainable Development Workshop

# Background

## Background

Ohkay Owingeh, "Place of the Strong People", is one of 19 federally-recognized Pueblo Indian tribes in New Mexico. Known as San Juan from 1598 until 2005, the reservation has a population of about 3,500 people. Owe'neh Bupingeh is the traditional name for the center of the village, which is believed to have been occupied for over 700 years.



- ▼ Tewa Pueblos
- ▼ Tiwa Pueblos
- ▼ Towa Pueblos
- ▼ Keresean Pueblos
- ▼ Zuni Pueblo



# Issues needing to be addressed for Ohkay Owingeh

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- ❑ Tribe is at capacity for wastewater/sewer
- ❑ Low pressure of community water servicing entire reservation
- ❑ Tribal Council place moratorium on additional housing
- ❑ No lot assignments allowed
- ❑ No Master Land Use Plan
- ❑ Need for new housing

# Creating the Team

- Collaborate with other Tribal departments
- Reach out to outside sources
- Work with funding agencies
- Work with Tribal Council



# Creating a Plan to Move Forward

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- Assess and evaluate infrastructure
- Identify needs
- Identify funding sources
- Work with community, tribal council, and groups needed
- Identify needed projects

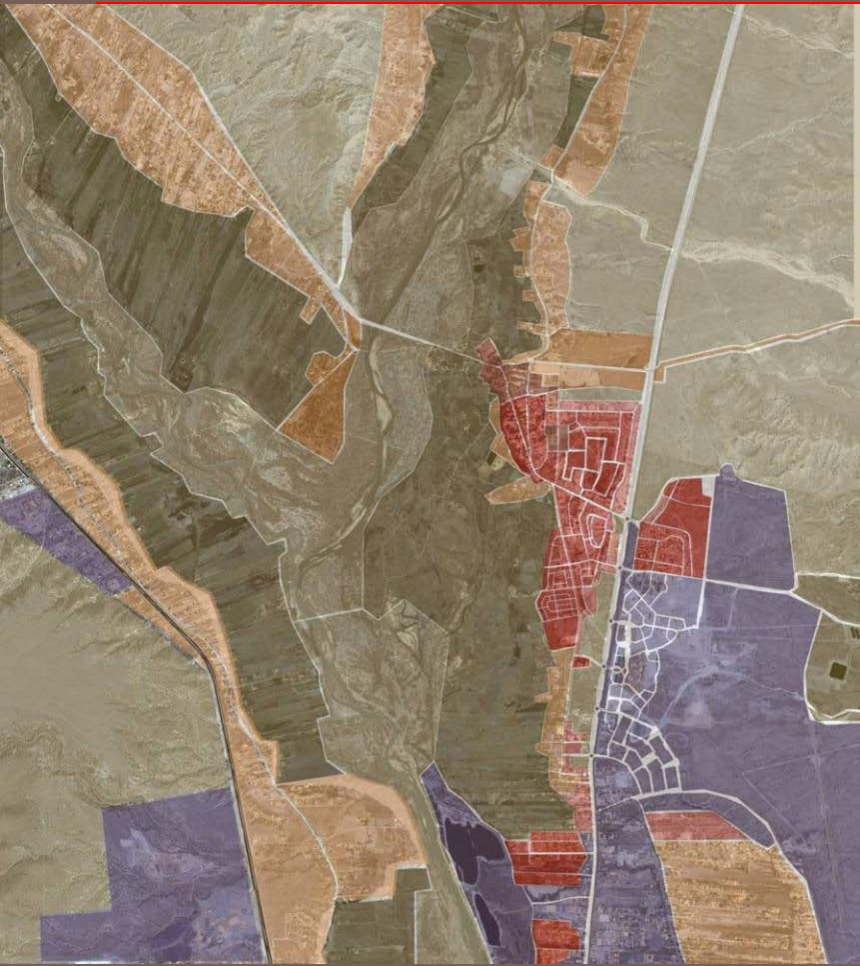
# Implementing the Plan

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- Have community meetings
- Have many Tribal Council meetings
- Have team meetings
- Apply for funding sources



# Master Land Use Plan-Process



- Received RHED grant
- Collaborate with Moule & Polyzoides Architects
- Educate architects on Ohkay Owingeh
- Meet with community to start gathering info on Ohkay Owingeh
- Start creating MLUP
- MLUP approved by Tribal Council

# Tsigo Bugeh Village

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- Receive approval from Tribal Council to develop TBV
- Conditions needed to be met simultaneously as TBV was being developed
- Address water and wastewater issues in order to lift moratorium



# Ingredients of a successful development plan

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- ❑ Vision: Aspirations for high quality, culturally significant, community driven development
- ❑ Willingness to explore uncharted, untested financing arenas
- ❑ Understanding of and patience for long term planning
- ❑ Accountability to the community
- ❑ A mixture of skills, good intentions, and serendipity.

# Tsigo bugeh Village

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- Project Concept--The Vision
  - ▣ Community Involvement
  - ▣ Specific to Ohkay Owingeh
  - ▣ Specific to cultural needs
  - ▣ Model project of self-sufficiency



# Tsigo bugeh Village Site Plan



# Concerns of Tribe

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- ❑ Liability and financial risk of tax credit project
- ❑ Limited waiver of sovereign immunity
- ❑ Debt of project
- ❑ Infrastructure capacity
  - ▣ Wastewater
  - ▣ Fire Protection
- ❑ Capacity of OOHA
  - ▣ Financial capacity
  - ▣ Management capacity
- ❑ Selection of families on waiting list
  - ▣ Tribal members v. non-tribal members
  - ▣ Married families v. single families
- ❑ Safety and on-site security
- ❑ Design
- ❑ Impact on existing adjacent properties

# Key Design Decisions

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- ❑ Clustered, traditional density
- ❑ Internal Expertise in Architecture and Construction
- ❑ Community input and Wisdom from elder tribal members—“ownership” of project
- ❑ “Model” project for tribal Master Plan



# Planning Timeline

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1999

- ❑ Developed Delinquency & Eviction Policy and tribal enforcement
- ❑ Began presenting options to Tribal Council

2000

- ❑ Planning Committee formed - began planning for infrastructure
- ❑ Increased in-house staff and capacity

2001

- ❑ Began to structure project concept and financing
- ❑ Applied for tax credits and other funding
- ❑ Began community design meetings
- ❑ Developed project team

2002

- ❑ Met tax credit carryover deadlines and 10% test
- ❑ Construction drawings
- ❑ Blessing of site

2003

- ❑ Investor / bank negotiations
- ❑ Begin and complete construction by December 31, 2003

# Financing-Rental Project

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□ NAHASDA	\$ 700,000
□ HOME	\$ 310,000
□ AHP	\$ 310,000
□ Risk Share Loan	\$ 180,000
□ GP	\$ 40,000
□ GP	\$ 105,000
□ <u>NDC Equity Contribution</u>	<u>\$ 2,308,112</u>
TOTAL	\$ 3,953,112

## Financing-Infrastructure

IHBG	\$ 353,921
HUD-RHED	<u>\$ 405,000</u>
Total	\$ 758,921

# Why Tax Credits ?

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- need to leverage NAHASDA
- motivated staff
- “ownership” timeline (15 years) familiar to tribal members under Mutual Help
- opportunity to earn developer fee
- involved board, council
- T/A available through MFA, EF, NHS, coalitions
- potential project “self-scored” well in MFA scoring
- interest of MFA to assist tribes
- Self sufficiency from HUD – long term investment

# Issues and Solutions

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## Issues

1. Traditional, conservative Pueblo
2. Tribe had little exposure to “new” financing
3. Need to integrate program into OOHA
4. High cost of infrastructure
5. Inconsistencies in financing “rules”
6. Inconsistent payment and collection history
7. Need for consistent income to support operating costs

## Solutions

1. Training plan and discussions with staff, Board, and Council
2. Project’s financing structured with no permanent debt financing
3. Pulled in partners--MFA, EF--to help with applications, budgets, pro-forma, and training
4. Found more sources of \$\$: RHED
5. Follow most stringent rule, work on national level for change
6. With Council support, training, decrease delinquencies
7. Rental subsidy of \$200/month/unit from IHBG (renewable)

# Lessons Learned

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- ❑ Prepare in-house capacity: staff training, policies
- ❑ Keep Tribe in loop
- ❑ Get financials in line ASAP
- ❑ Address infrastructure needs
- ❑ Prepare to market housing authority
- ❑ Calculated risks can't be avoided
- ❑ Ask for (expert) help!



“Plan for the future by looking to the past”















# Owe'neh Bupingeh Rehabilitation Project

## Historic Plaza Renovation Planning and Implementing



Street scene at San Juan. c. 1890-1912  
Edward S. Curtis, *The North American Indian*; v.17.

# Major Findings at Start of Project:

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1. No Documentation
2. No Funding
3. Minimal Support
4. Lack of Expertise





# Aerial Photo of Pueblo Core Area



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tel 505.982.2133 [www.aosarchitects.com](http://www.aosarchitects.com)

0 10 30 50 75 100 150 ft



Inventory for  
Ohkay Owingeh Pueblo  
**0. Aerial Photograph**

Scale:  
1"=50' (if 24x36)

Date:  
8 July 2009

# Implementing the Owe'neh Bupingeh Rehabilitation Project

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## Project Team:

- AOS
- Concept Consultants
- Ohkay Owingeh Realty Department
- Ohkay Owingeh Housing Authority
- Advisory Group, Ohkay Owingeh Cultural Advisory Team (OOCAT), Summer Youth

## Educational Component Funded by State Historical Preservation Grant of \$7,500:

- Six Tribal students utilized GIS and GPS equipment to measure the buildings with their existing conditions
- Information transformed to mapping
- 56 buildings documented

## Oral Histories funded by the Chamiza Foundation:

- Two anthropologist train two tribal members to interview 12 tribal elders
- Students recorded interviews
- Interviews are translated and transcribed

## Historic Resource Inventories funded by NPS grant

- Preservation plan began
- Historic photograph inventory
- Assessments were performed on 46 homes
- Assessments produced the following mapping

# Selection Criteria

## OOHA REQUIREMENTS

*Clear Title*

*Commitment to Inhabitation*

*Commitment to Maintenance and Upkeep*

## GRANT REQUIREMENTS

*Financial Need of Owner*

*Budget per Unit*

## PRESERVATION

*Is the dwelling in stable condition?*

*Is it endangering the public?*

*Is it endangering another dwelling or a kiva?*

*Will it improve a plaza?*

*Has there been a history of upkeep?*

*Is there historic integrity?*

## REHABILITATION

*Is the dwelling currently inhabited?*

*Will it increase residential life of the pueblo?*

*Can it be brought to housing standards?*

*Can a kitchen and bathroom be installed?*

*Is it of reasonable size?*

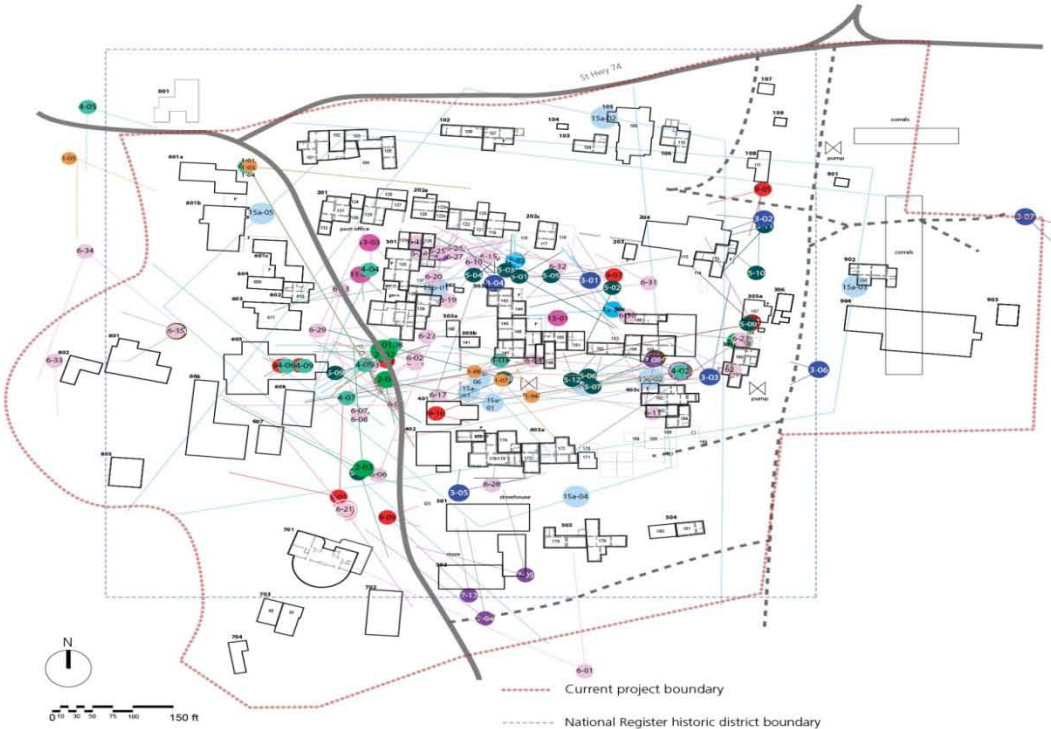
*Can it be expanded?*



# Historic Research - Index of Historic Photos

## Historic Research- Index of Historic Photos

Over 400 historic photographs were located, and vantage points were identified for 100 of these. From the earliest image of 1877, these views document tremendous change in the density, massing, and details of the homes. This was a thriving village, with changes undoubtedly occurring, five full centuries before the advent of photography.

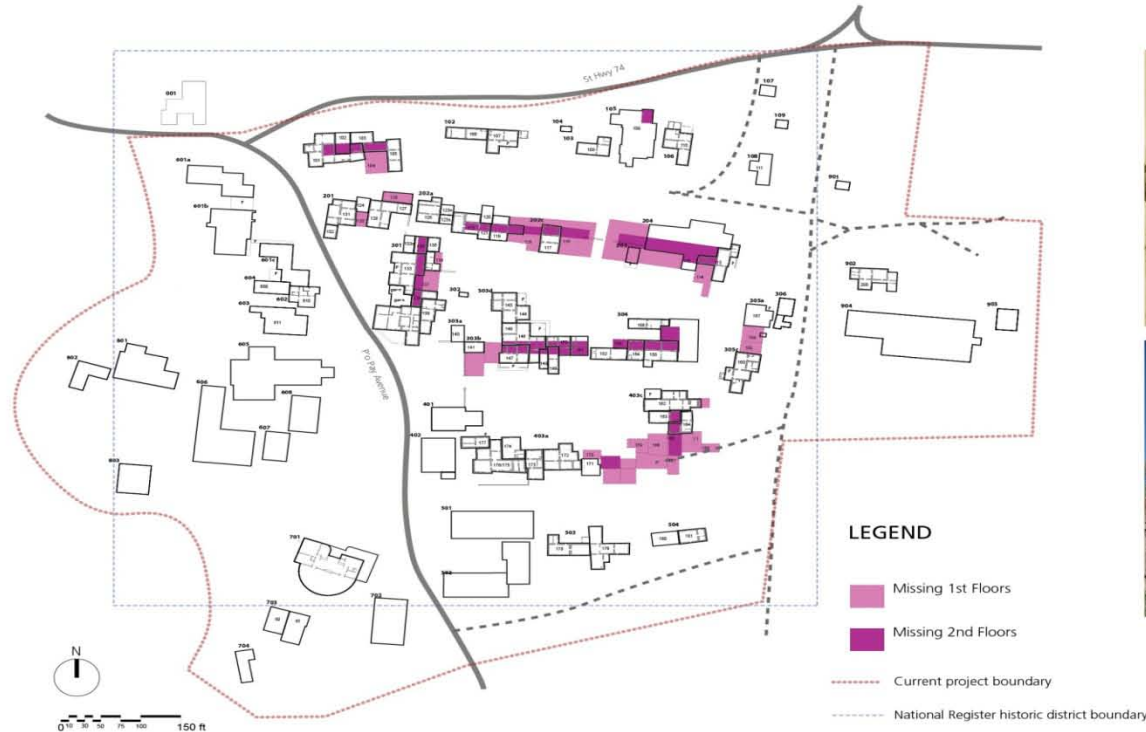


## In a place of such constant change, can a restoration period be defined?

# Historic Research - Missing Buildings

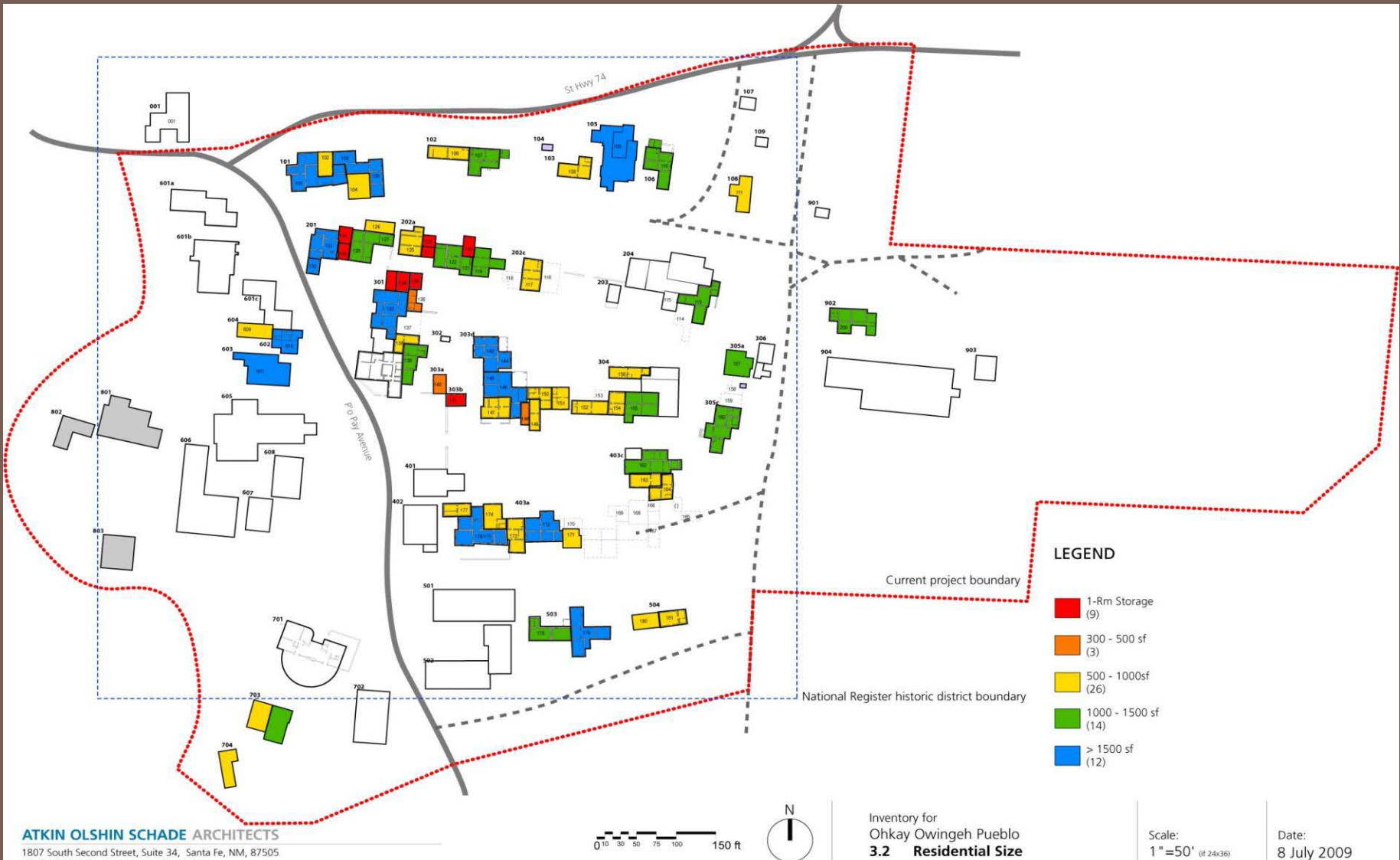
## Historic Research- Missing Buildings

Nearly all of the homes visible in the 1870s were two stories, and many had yet to receive doors and windows - these homes were accessed via ladders and roof hatches. By the 1970s, there were no second stories, and the original spatial structure of the plazas was significantly compromised by large gaps between buildings.



How will missing buildings be integrated into the planning?

# Dwelling Size



# Dwelling Facilities & Utilities

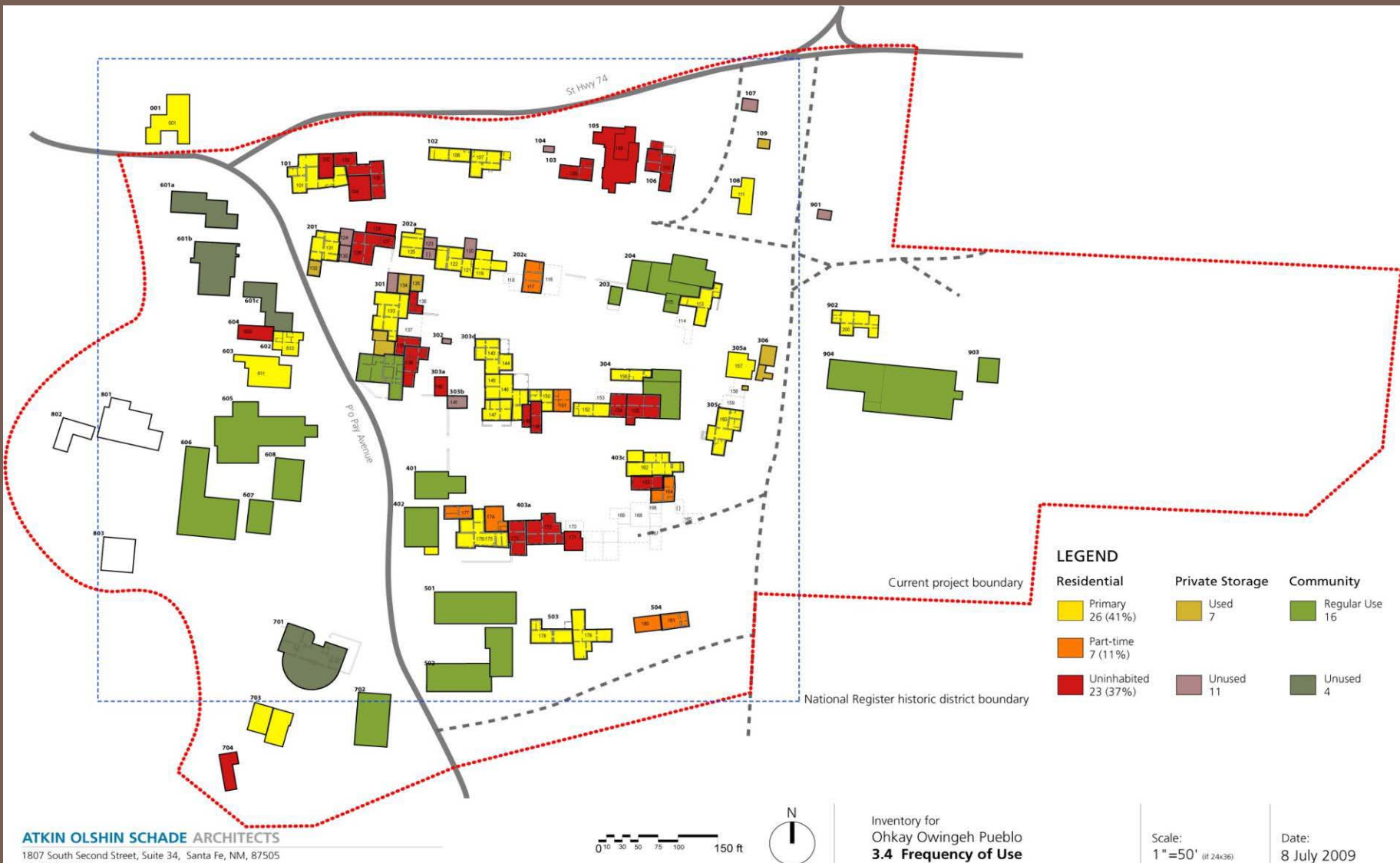


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# Frequency of Use



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# Building Construction



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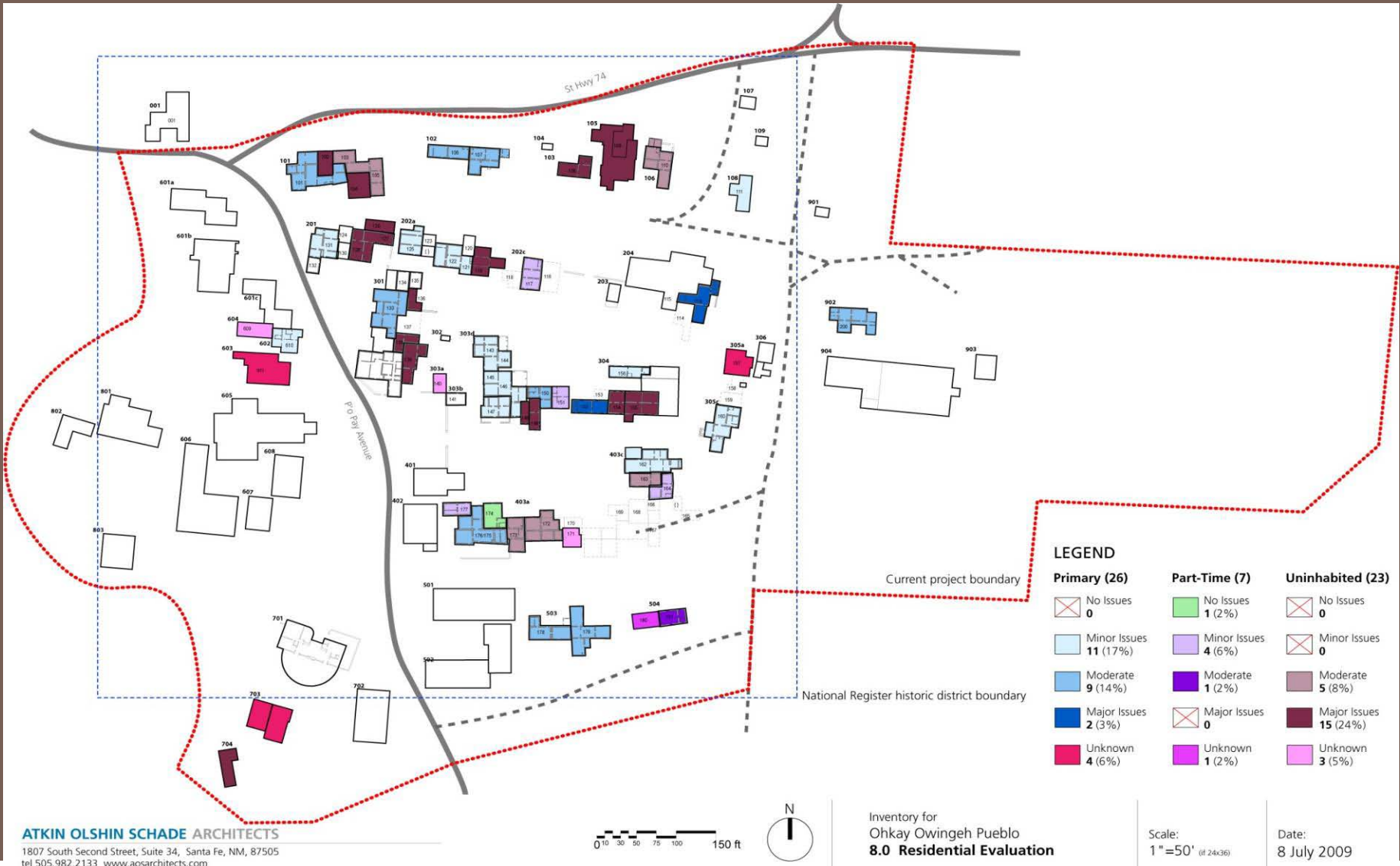
# Dwelling / Building Condition



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# Dwelling Evaluation



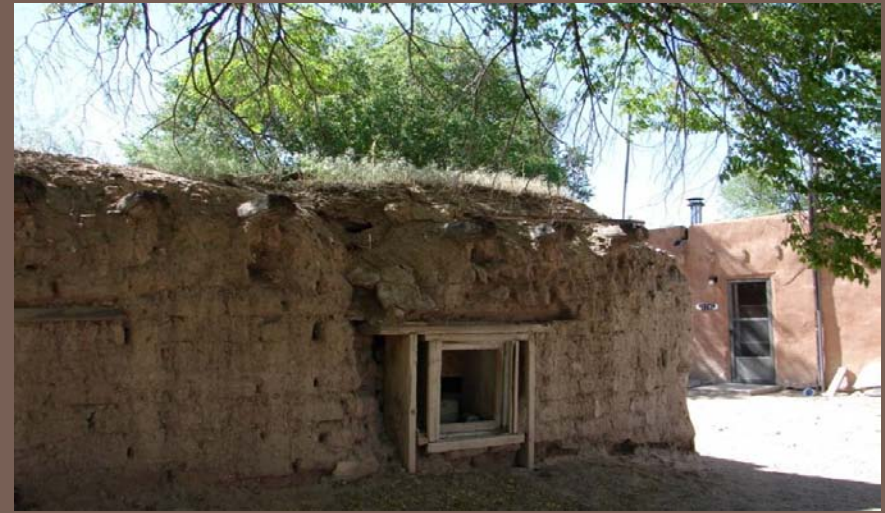
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Inventory for  
Ohkay Owingeh Pueblo  
**8.0 Residential Evaluation**



# Building Condition - Exterior Walls Challenges



# Design Standards – Earthen Construction

## Design Standards - Earthen Construction

The adobe homes have been coated with Portland cement in an attempt to reduce the demands of maintaining the traditional mud plasters, but the impermeable cement has caused great deterioration within the earthen walls. We provided technical and financial analysis of numerous options and discussed the cultural significance of earth with the Cultural Advisory Team, composed of tribal elders, who determined to return to mud plaster on the exterior of the adobe and to implement a training program for home owners to maintain the finish for the long term.



	Option A	Option B1	Option B2	Option C1	Option C2	Option D	Option F	Option G	Option H
	Traditional Mud Exterior	Mud with hidden coping	Mud with hidden coping and insulation	Mud with visible coping	Mud with visible coping and insulation	Mud with polymer additives and stone coping	Lime with stone coping	Cement plaster	Cement plaster with insulation
Initial Cost	4	4	2	4	2	4	1	3	1
20 year Cost	1	4	3	4	3	4	2	2	1
Aesthetic Integrity	4	4	4	3	3	4	1	2	2
Maintenance Req'ts	1	3	3	4	4	1	2	4	4
Technical Integrity	4	4	4	4	3	1	4	1	2
Reversibility	4	4	2	4	2	2	2	3	2
Energy Efficiency	1	1	4	1	4	1	1	1	4
Average Score	2.71	3.43	3.14	3.43	3.00	2.43	1.86	2.29	2.29



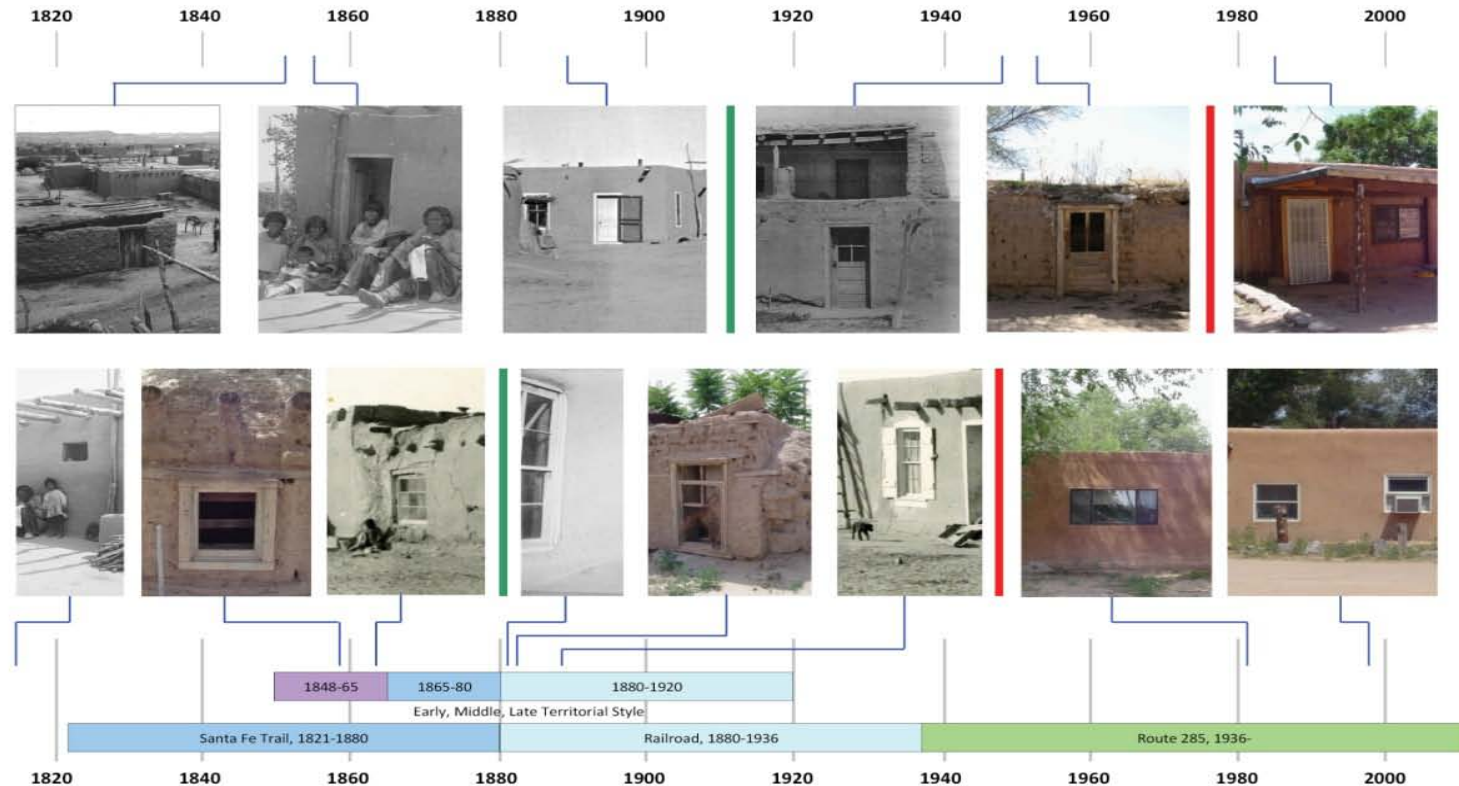
Can the traditional building practices be returned?



# Design Standards - Openings

## Design Standards - Openings

Among the many studies of building components, the examination of doors and windows was the most complex. The historic photos documented six generations of differing door types and nine generations of windows. Through consultation with cultural elders, it was determined that the oldest and newest openings were no longer appropriate and that doors and windows as seen in the 1920s through 1940s should be returned.



What door and window types are appropriate?

# Building Condition – Roofs Challenges





# Building Condition – Interior Challenges



# Preservation Standards and Cultural Values

## Preservation Standards and Cultural Values

Significant federal investment in the project mandated observance of the Secretary of the Interior's Standards. The Preservation Plan comments on each approach and documents any cultural conflicts within the standards. Designs for preservation and new construction will be guided by historic research, but the village is not a museum and it will continue to evolve organically.

PRESERVATION	REHABILITATION	RESTORATION	RECONSTRUCTION
<b>1 Appropriate Use</b> Use as was used, or use to maximize physical retention.	<b>1 Appropriate Use</b> Use as was used, or use to maximize physical retention.	<b>1 Appropriate Use</b> Use as was used, or use as per restoration period.	<b>1 Accuracy and Need</b> Reconstruct only where documentation minimizes conjecture and where essential to public understanding of property.
<b>2 Retain Character</b> Replacement will be avoided.	<b>2 Retain Character</b> Removal will be avoided.	<b>2 Retain Character</b> Removal of features from the restoration period will be avoided.	<b>3 Preserve What Remains</b> Preserve remaining historic materials, features, spatial relationships.
<b>3 Record of Its Time</b> Conservation will be compatible and identifiable.	<b>3 Record of Its Time</b> False sense of historic development will be avoided, such as adding conjectural features or elements from other historic properties.	<b>3 Record of Its Time</b> Conservation of materials and features from restoration period will be compatible and identifiable.	<b>5 Identification</b> Reconstructions will be clearly identified as contemporary re-creation.
<b>4 Historic Changes</b> Historic changes will be retained and preserved.	<b>4 Historic Changes</b> Historic changes will be retained and preserved.	<b>4 Historic Changes</b> Materials, features, spaces, and finishes that characterize other historical periods will be documented prior to removal.	
<b>5 Distinct Craftsmanship</b> Preserve materials, features, finishes, & construction techniques.	<b>5 Distinct Craftsmanship</b> Preserve materials, features, finishes, & construction techniques.	<b>5 Distinct Craftsmanship</b> Preserve materials, features, finishes, & construction techniques.	<b>4 Reconstruct Craftsmanship</b> Duplicate materials, design, color, & texture.
<b>6 Minimize Replacement</b> Existing conditions will determine appropriate intervention. Where replacement required, new material will match composition, design, color, and texture.	<b>6 Repair or Replace?</b> Deterioration will be repaired rather than replaced. Where replacement required, new material will match composition, design, color, and texture. Replacement requires documentary evidence.	<b>6 Replace from Restoration Period</b> Deterioration of features from restoration period will be repaired rather than replaced. Where replacement required, new material will match composition, design, color, and texture. Replacement requires documentary evidence.	
		<b>7 Substantiation of Replacement</b> Replacement of missing features from restoration period will be substantiated.	
<b>7 Gentle Treatment</b> Chemical or physical treatments, if used, will be as gentle as possible.	<b>7 Gentle Treatment</b> Chemical or physical treatments, if used, will be as gentle as possible.	<b>8 Gentle Treatment</b> Chemical or physical treatments, if used, will be as gentle as possible.	
<b>Protect Archaeology</b> Protect and preserve in place. Mitigate if required.	<b>8 Protect Archaeology</b> Protect and preserve in place. Mitigate if required.	<b>9 Protect Archaeology</b> Protect and preserve in place. Mitigate if required.	<b>2 Archaeological Investigation</b> Reconstruct following thorough archaeological investigation. Mitigate resources if disturbed.
	<b>9 Differentiation &amp; Compatibility</b> New construction shall be differentiated from the old and compatible with historic material's features, size, scale, and proportion.	<b>10 False History</b> Designs that were never executed historically will not be constructed.	<b>6 False History</b> Designs that were never executed historically will not be constructed.
	<b>10 Reversibility</b> New construction should be removable without impacting essential form and integrity.		

	No conflict between Preservation Standard and Cultural Values
	Moderate conflict
	Strong conflict

How can preservation standards be balanced with cultural values?

# Funding Sources

Phase		Schedule	Total
<b>1</b>	<b>Preservation &amp; Education Project</b>	2006-2007	<b>\$7,500</b>
	New Mexico Historic Preservation Div.		
	ESRI Software		
<b>2</b>	<b>Historic Resource Inventory</b>	2006-2008	<b>\$64,350</b>
	NPS Tribal Preservation Program		
	McCune Foundation		
	Chamiza Foundation		
<b>3a</b>	<b>Rehabilitation Plan</b>	2007-2008	<b>\$31,905</b>
	McCune Foundation		
	National Trust for Historic Preservation		
	Chamiza Foundation		
<b>3b</b>	<b>Rehabilitation Plan + 2-Unit Demonstration</b>	2009-2010	<b>\$470,000</b>
	RHED '08 - Rural Housing & Econ. Devpt.		
	ICDBG '07 - Indian Community Devpt. Block Grant		
	OOHA Proceeds		
	McCune Foundation		
<b>4</b>	<b>10-Unit Rehabilitation</b>	2010-2011	<b>\$1,105,000</b>
	ICDBG '08 - Indian Community Devpt. Block Grant		
	New Mexico HOME		
	IHBG NAHASDA '07, '08 - Indian Housing Block Grant		
	OOHA Proceeds		
<b>5a</b>	<b>10-Unit Rehabilitation</b>	2010-2011	<b>\$2,000,000</b>
	IHBG - ARRA (Stimulus) NAHASDA		
	<b>Total Rehabilitation Project</b>		<b>\$3,678,755</b>
<b>5b</b>	<b>Infrastructure Improvements</b>	2010-2011	<b>\$1,194,606</b>
	ICDBG '09 - Indian Community Devpt. Block Grant		
	IHBG NAHASDA '09 - Indian Housing Block Grant		
	09 Indian Health Service		<b>\$371,000</b>
	<b>Total Infrastructure Project</b>		<b>\$1,565,606</b>
	<b>Total Raised To Date</b>		<b>\$5,244,361</b>





# Complications of the Project

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- Multiple ownership on units
- Cultural issues
- Multiple funding income limits
- Project schedule with cultural events
- Archeologists involved
- Lead Base Paint and Asbestos Testing
- State Historical Preservation Office requiring approval on design & scope of work
- Implementing Infrastructure Project simultaneously



# Work with Supportive Groups

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- Advisory Group
- Ohkay Owingeh Cultural Advisory Team (OOCAT)
- Tribal Council
- OOHA Board
- Owners of the homes

# Lessons Learned

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- ▣ Keep homeowners in the loop of project
- ▣ Do not have families move out of homes until contractor is hired
- ▣ Anticipate project bids to come in over budget
- ▣ Keep Tribal Council updated
- ▣ Keep project meetings continuous
- ▣ Keep communicating with funders through progress reports
- ▣ Start Environmental Assessment ASAP
- ▣ Bring all funders and project team to the table

# Existing Conditions

## Existing Conditions

Extensive building loss has compromised a highly structured and unique sense of place.



# Phase I & II

## Phase I

The first phase of work includes 21 homes distributed throughout the project area. Several additions, including two new second stories are included.



# Full Build-out

## Full Build-out

Future phases of the project will continue the rehabilitation and vertical expansion of the homes. New infill construction will re-enclose the plazas, restoring the culturally appropriate environment for traditional dances and cultural activities.





# Construction Photos

## Construction Photos

Construction of the first phase began in the Fall of 2010, with a construction budget of \$2.2 million. The contractor, a native-owned enterprise from another pueblo, hired half of her crew from Ohkay Owingeh and substantial training of homeowners is occurring, thus the cultural construction traditions will be preserved in addition to the buildings.



How can construction best sustain traditional practices?

"In more than 30 years of affordable housing experience with HUD construction certification, I have never witnessed a more complex project. From an outsider's point of view, this project was brilliantly conceived, and illustrates an uncommon level of sensitivity and intelligence. This potential to bring back to life, as the heart of the tribe, up to 60 homes, is an unprecedented effort to preserve the culture as well as cultural activities associated with traditional living."

*-Excerpted from a recent audit by Robert Gauthier of the National American Indian Housing Council*

