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

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 Bupinge is the traditional name for the center of the village, which is believed to have been occupied for over 700 years.
Issues needing to be addressed for Ohkay Owingeh

- 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

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

- 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

- 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

- 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

- 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

- 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

- 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

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
- Began to structure project concept and financing

2001
- 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

- NAHASDA $ 700,000
- HOME $ 310,000
- AHP $ 310,000
- Risk Share Loan $ 180,000
- GP $ 40,000
- GP $ 105,000
- NDC Equity Contribution $ 2,308,112

**TOTAL** $ 3,953,112

Financing-Infrastructure

- IHBG $ 353,921
- HUD-RHED $ 405,000

**Total** $ 758,921
Why Tax Credits?

- 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

<table>
<thead>
<tr>
<th>Issues</th>
<th>Solutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Traditional, conservative Pueblo</td>
<td>1. Training plan and discussions with staff, Board, and Council</td>
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<tr>
<td>2. Tribe had little exposure to “new” financing</td>
<td>2. Project’s financing structured with no permanent debt financing</td>
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<tr>
<td>3. Need to integrate program into OOHA</td>
<td>3. Pulled in partners--MFA, EF--to help with applications, budgets, pro-forma, and training</td>
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<tr>
<td>5. Inconsistencies in financing “rules”</td>
<td>5. Follow most stringent rule, work on national level for change</td>
</tr>
<tr>
<td>6. Inconsistent payment and collection history</td>
<td>6. With Council support, training, decrease delinquencies</td>
</tr>
<tr>
<td>7. Need for consistent income to support operating costs</td>
<td>7. Rental subsidy of $200/month/unit from IHBG (renewable)</td>
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</tbody>
</table>
Lessons Learned

- 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 Bupingehe Rehabilitation Project
Historic Plaza Renovation Planning and Implementing

Street scene at San Juan. c. 1890-1912
Major Findings at Start of Project:

1. No Documentation
2. No Funding
3. Minimal Support
4. Lack of Expertise
Aerial Photo of Pueblo Core Area
Implementing the Owe’neh Bupingeh Rehabilitation Project

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?
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

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 Facilities & Utilities
Dwelling Evaluation

Legend:
- No Issues
- Minor Issues (11, 17%)
- Moderate (9, 14%)
- Major Issues (2, 3%)
- Unknown (4, 6%)

Primary (26):
- No Issues
- Minor Issues (11, 42%)
- Moderate (9, 35%)
- Major Issues (2, 7%)
- Unknown (4, 15%)

Part-Time (7):
- No Issues
- Minor Issues (4, 16%)
- Moderate (1, 4%)
- Major Issues (0)
- Unknown (1, 4%)

Uninhabited (23):
- No Issues
- Minor Issues (0)
- Moderate (15, 65%)
- Major Issues (0)
- Unknown (3, 13%)

Inventory for Ohkay Owingeh Pueblo
8.0 Residential Evaluation

Atkin Olshin Schade Architects
1807 South Second Street, Suite 34, Santa Fe, NM, 87505
tel 505.982.2133 www.aosarchitects.com

Scale: 1"=50' (1/240)
Date: 8 July 2009
Building Condition - Exterior Walls Challenges
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.

Can the traditional building practices be returned?
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

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 Standards and Cultural Values

<table>
<thead>
<tr>
<th>Preservation</th>
<th>Rehabilitation</th>
<th>Restoration</th>
<th>Reconstruction</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Appropriate Use</strong></td>
<td>Use as was used, or to maximize physical retention.</td>
<td>Use as was used, or to maximize physical retention.</td>
<td>Use as was used, or to maximize physical restoration period.</td>
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<tr>
<td><strong>2. Retain Character</strong></td>
<td>Replacement will be avoided.</td>
<td>Replacement will be avoided.</td>
<td>Reconstruction only if documentation minimizes disruption and respects essential public understanding of property.</td>
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<tr>
<td><strong>3. Record of Its Time</strong></td>
<td>Conservation will be compatible and identifiable.</td>
<td>Conservation of materials and features from the restoration period will be compatible and identifiable.</td>
<td>Preserve what remains.</td>
</tr>
<tr>
<td><strong>4. Historic Changes</strong></td>
<td>Historic changes will be retained and preserved.</td>
<td>Historic changes will be retained and preserved.</td>
<td>Preserve existing historic materials, features, and spatial relationships.</td>
</tr>
<tr>
<td><strong>6. Minimize Replacement</strong></td>
<td>Existing conditions will determine appropriate intervention. Where replacement is required, new material will match composition, design, color, and texture.</td>
<td>Where replacement is required, new material will match composition, design, color, and texture.</td>
<td>Distinct Craftsmanship:</td>
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<tr>
<td><strong>7. Gentle Treatment</strong></td>
<td>Chemical or physical treatments, if used, will be as gentle as possible.</td>
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<td>Distinct Craftsmanship:</td>
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<tr>
<td><strong>8. Protect Archaeology</strong></td>
<td>Protect and preserve in place. Mitigate if required.</td>
<td>Protect and preserve in place. Mitigate if required.</td>
<td>Distinct Craftsmanship:</td>
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<td><strong>9. Differentiation &amp; Compatibility</strong></td>
<td>New construction shall be differentiated from the old and compatible with historic materials, features, size, scale, and proportion.</td>
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<td>Distinct Craftsmanship:</td>
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<td><strong>10. Reversibility</strong></td>
<td>New construction should be removable without impairing essential form and integrity.</td>
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<td>Distinct Craftsmanship:</td>
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How can preservation standards be balanced with cultural values?
### Funding Sources

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<thead>
<tr>
<th>Phase</th>
<th>Schedule</th>
<th>Total</th>
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<tbody>
<tr>
<td>1</td>
<td>Preservation &amp; Education Project</td>
<td>2006-2007</td>
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<td></td>
<td>New Mexico Historic Preservation Div.</td>
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<td>ESRI Software</td>
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<td>2</td>
<td>Historic Resource Inventory</td>
<td>2006-2008</td>
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<td></td>
<td>NPS Tribal Preservation Program</td>
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<td></td>
<td>McCune Foundation</td>
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<td></td>
<td>Chamiza Foundation</td>
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<tr>
<td>3a</td>
<td>Rehabilitation Plan</td>
<td>2007-2008</td>
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<td></td>
<td>McCune Foundation</td>
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<td>National Trust for Historic Preservation</td>
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<td></td>
<td>Chamiza Foundation</td>
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<tr>
<td>3b</td>
<td>Rehabilitation Plan + 2-Unit Demonstration</td>
<td>2009-2010</td>
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<td></td>
<td>RHED '08 - Rural Housing &amp; Econ. Devpt.</td>
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<td></td>
<td>ICDBG '07 - Indian Community Devpt. Block Grant</td>
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<td></td>
<td>OOHA Proceeds</td>
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<td></td>
<td>McCune Foundation</td>
<td></td>
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<td>4</td>
<td>10-Unit Rehabilitation</td>
<td>2010-2011</td>
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<tr>
<td></td>
<td>ICDBG '08 - Indian Community Devpt. Block Grant</td>
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<td></td>
<td>New Mexico HOME</td>
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<td></td>
<td>IHBG NAHASDA '07, '08 - Indian Housing Block Grant</td>
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<td></td>
<td>OOHA Proceeds</td>
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<tr>
<td>5a</td>
<td>10-Unit Rehabilitation</td>
<td>2010-2011</td>
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<td></td>
<td>IHBG - ARRA (Stimulus) NAHASDA</td>
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<tr>
<td>5b</td>
<td>Infrastructure Improvements</td>
<td>2010-2011</td>
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<td>ICDBG '09 - Indian Community Devpt. Block Grant</td>
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<td></td>
<td>IHBG NAHASDA '09 - Indian Housing Block Grant</td>
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<td>09 Indian Health Service</td>
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<td></td>
<td>Total Infrastructure Project</td>
<td></td>
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<td></td>
<td>Total Raised To Date</td>
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Complications of the Project

- 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

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

- 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

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

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 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