

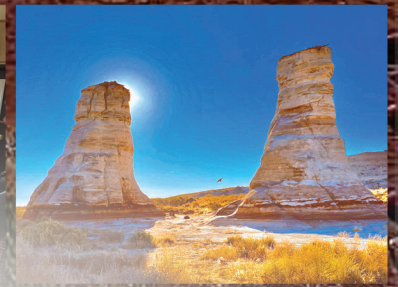
# TO'NIHALII'

TONALEA (RED LAKE) CHAPTER

NAVAJO NATION

## RECOVERY PLAN

JUNE 2020



Native Builders LLC





## Dedication

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**”** Dedicated to the thousands of Navajo people that had their homes—indeed, their lives—frozen in place from 1966-2006 as a result of a federal government decision to address the Navajo-Hopi Land Dispute. May the Navajo Thaw Implementation Plan help you to realize your hopes and dreams. **”**



# Tonalea (Red Lake) Chapter Recovery Plan

June 2020



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# The Genesis of the Navajo Thaw Implementation Plan

## The Bennett Freeze

The Bennett Freeze was a development ban on 1.5 million acres of Navajo lands by the US Federal Government. It was put in place in 1966 in order to promote negotiations over a land dispute between the Navajo and the Hopi and lasted until 2009. It was named for the Commissioner of Indian Affairs at the time, Robert L. Bennett and meant that in the “frozen” area, no development at all could occur. This included fixing roofs, building houses, constructing gas and water lines, and repairing roads.

## Creation of Navajo and Hopi Reservations

The Bennett Freeze has its origins in the treaty of Bear Springs of 1868 that established a reservation for many Navajo. This was the result when the Navajo Tribe was at war with the US army. As part of this conflict, the Kit Carson Campaign sought to end the traditional Navajo way of life through a scorched earth policy. Unable to live on their land, many took the Long Walk of the Navajo to internment at Fort Sumner in New Mexico.

In 1868, the Navajo signed a treaty with the US government which established a reservation. The initial boundaries were a part of their traditional land base. Other areas were added to in 1878 and 1880.

In 1882, President Chester A. Arthur created an area of land designated for the Hopi tribe and other tribes the Secretary of the Interior might settle on Hopi lands. It was decided the Hopi allotment would be a rectangle framed by lines of latitude and longitude, exactly one degree by one degree, and it left out the significant Hopi village of Moenkopi. It also included areas used by Navajos.

Despite the legal uncertainties of property ownership in the overlapping portions of Navajo and Hopi land, the two tribes co-existed without incident for many decades to come. The sparsely-populated nature of the land in dispute and the differing traditional ways of life of the two tribes kept resource conflicts to a minimum.

## The History of the Bennett Freeze

As a result of the 1966 Hopi-Navajo Land Claims case, the Commissioner of Indian Affairs Robert L. Bennett created a development ban for Navajo living in the former Joint Use Area. The intent was to reduce tensions by essentially forcing Navajo families to leave the area. However, many Navajo people continued to reside in the contested area.

## Mineral Rights

The land that makes up the Navajo Reservation contains rich deposits of coal and uranium. Generally considered barren rangeland at the time of its creation, the subterranean mineral richness of the area was not fully known or appreciated when the Navajo Reservation was first allotted by the US government, nor when it established the Hopi Reservation.

In 1919, a mining consortium became interested in the coal potential of the western portion of the Navajo Nation. The uncertain nature of land ownership and the rights associated with it became a major issue for the Hopi, Navajo and private mining interests. Competition for the land continued, especially over large coal-containing areas under Black Mesa.

As part of World War II and the Cold War, uranium was mined on both Navajo land and later in the Joint Use Area.

## Joint Use Area

In 1962, the Supreme Court ruled in *Healing v. Jones* that there should be a “Joint Use Area” for both tribes, but tensions continued. The Freeze was intended to be temporary incentive to make the two tribes



negotiate over the land, but an agreement was never reached. Under it, Navajo and Hopi would have to “agree upon any proposed economic activity in the area prior to undertaking that activity”. This meant the start of many hardships for the thousands of Navajos and Hopi affected because the Freeze essentially halted all economic development in the area. Additionally, there was constant conflict revolving around access to sacred sites.

In 1966, Peabody Coal starting mining on Black Mesa. Revenues from the lease agreement were shared between the Navajo and Hopi.

### Changes in the Joint Use Area

In 1972, Assistant Interior Secretary Harrison Loesch tried to decrease the severity of the situation by “unfreezing” some of the areas. However, because these areas were primarily Hopi and therefore hardly any more Hopi territory was affected by the Freeze, the Hopi essentially had unilateral veto power for proposed projects. Recognizing this problem, the Commissioner of Indian Affairs Morris Thomson gave his office the authority to override any improvement requests that the Hopi had rejected in 1976. The

Navajo-Hopi Land Settlement Act of 1974 was a further attempt to reduce tensions by forcing Hopis off of lands reserved for Navajos and vice versa. Under this act, 6,000 Navajos had to leave their homes and once again, tensions were not reduced. Some claim that the primary beneficiary of this act were actually coal companies, specifically Peabody Coal, who would gain land access. They also posit that the conflict between the Navajo and Hopi was greatly exaggerated precisely to gain access to these resources.

In 1980, the U.S. government tried to intervene again. However, as the government itself admitted in Senate Report 100-462, “the result [of past US actions] has been that the Native Americans living in the Bennett Freeze region reside in conditions that have not changed since 1966 and need to be improved.”

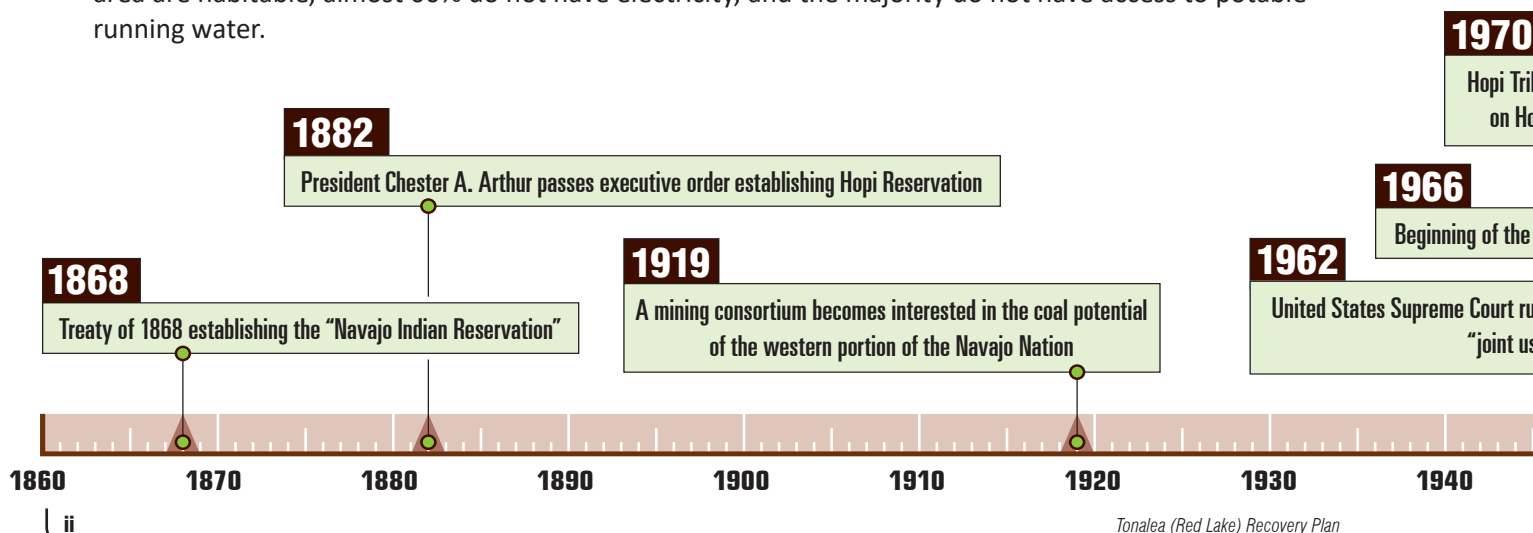
In 2005, Senator John McCain (R-Arizona) introduced Senate Bill 1003: Navajo-Hopi Land Settlements of 2005. The bill passed the Senate and included provisions such as amendments to the “Joint Use Area” established in 1880.

In 2009, the development ban was lifted by President Obama.

In 2010, Representative Ann Kirkpatrick (D-Arizona) introduced legislation to allocate more funds to the Former Bennett Freeze Area, but the bill did not pass.

### Impact of Bennett Freeze

The ban, which lasted 40 years, affected the lives of nearly 10,000 Navajo people who lived in the affected area. Now, around 20,000 people live in the formerly frozen area. Although the development freeze has been lifted since 2009, people in the area continue to suffer. Only 24% of the houses in the area are habitable, almost 60% do not have electricity, and the majority do not have access to potable running water.



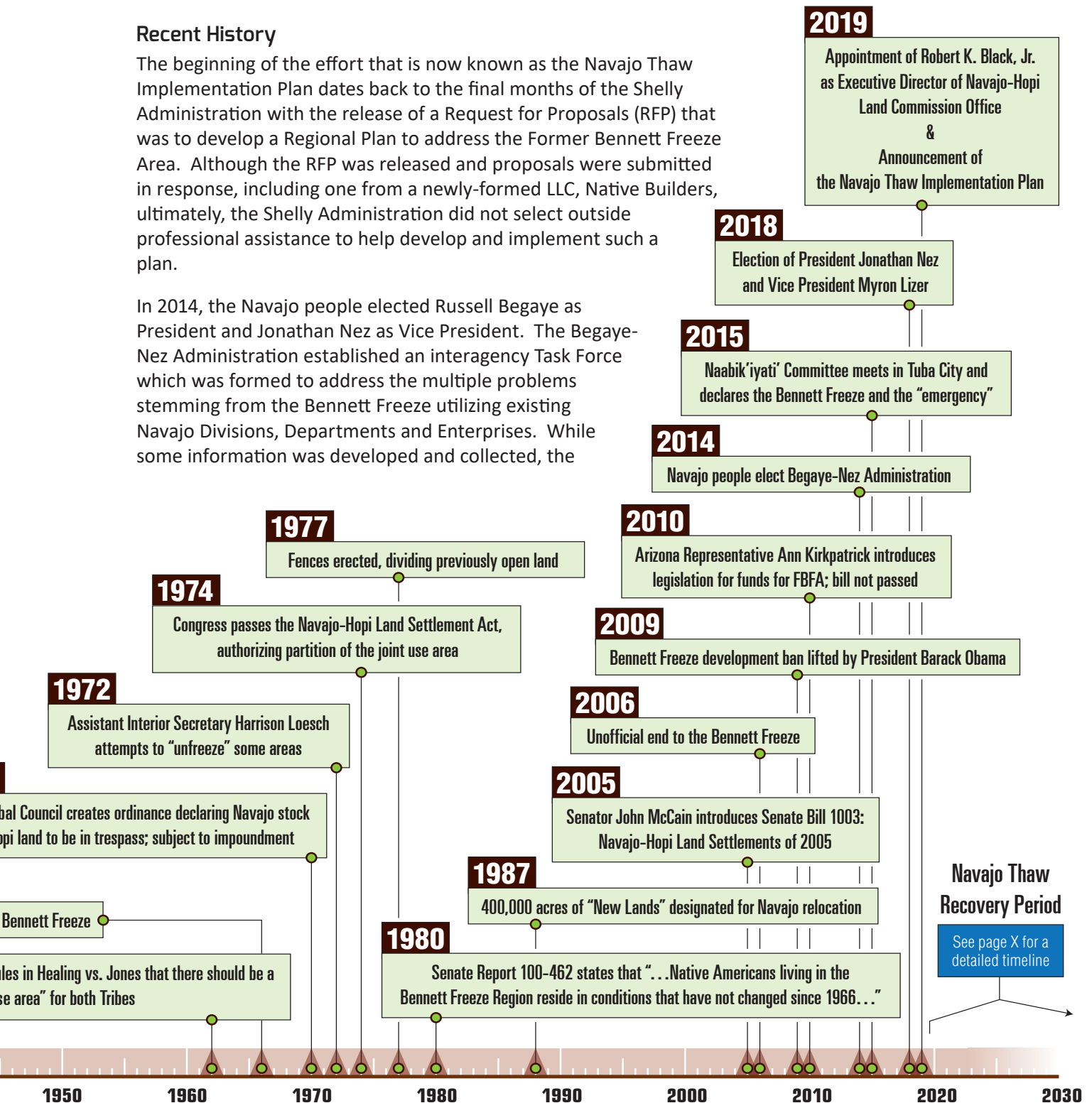
The legacy of the Bennett Freeze still looms over the region and deeply affects the day-to-day lives of its residents. In testimony before Congress, Nelson Gorman, Jr., Speaker of the Navajo Nation Council, likened it to “the deplorable conditions approximating those found only in underdeveloped third world countries.”

With the advent of the Atomic Age in the 1940s and the subsequent onset of the Cold War, uranium mining on the Navajo Nation began. This has left a legacy of high cancer rates and other adverse health impacts, such as tainted wells and aquifers, that is still affecting the current residents of the area.

## Recent History

The beginning of the effort that is now known as the Navajo Thaw Implementation Plan dates back to the final months of the Shelly Administration with the release of a Request for Proposals (RFP) that was to develop a Regional Plan to address the Former Bennett Freeze Area. Although the RFP was released and proposals were submitted in response, including one from a newly-formed LLC, Native Builders, ultimately, the Shelly Administration did not select outside professional assistance to help develop and implement such a plan.

In 2014, the Navajo people elected Russell Begaye as President and Jonathan Nez as Vice President. The Begaye-Nez Administration established an interagency Task Force which was formed to address the multiple problems stemming from the Bennett Freeze utilizing existing Navajo Divisions, Departments and Enterprises. While some information was developed and collected, the



lack of coordinated professional planning and implementation capacity left the region without a comprehensive plan.

On September 24, 2015, the Naabik'iyati' Committee of the Navajo Nation Council met at the Grey Hills Academy in Tuba City to receive reports and make recommendations related to improving the lives of the people of the Former Bennett Freeze Area. The Honorable Speaker LoRenzo Bates ensured that all the recommendations were recorded. Ultimately, the Navajo Nation Council Delegates in attendance identified 38 recommendations to address the problems of the region. The sentiment of all the attending Delegates was to declare an emergency in order that immediate relief could be provided to the people of the region. Still, demonstrable progress was not made.

The election of 2018 brought new hope to the people of Western Navajo Nation with the election of President Jonathan Nez supported by Vice President Myron Lizer. The Nez-Lizer Administration named addressing the Bennett Freeze issue as one of its top priorities and appointed Robert K. Black, Jr. as Executive Director of the Navajo Hopi Land Commission Office (NHLCO). Executive Director Black issued an updated RFP with a deadline of June 6, 2019. In the Fall of 2019, the Native Builders Team was selected to advance what is now known as the Navajo Thaw Implementation Plan.

**[tonalea.navajochapters.org](http://tonalea.navajochapters.org)**

#### **Naabik'iyati' Committee FBFA Recommendations - September 24, 2015 Grey Hills Academy | Tuba City, AZ**

1. Technical Amendments
2. Empowerment/Promise Zone
3. Inter-agency collaboration
4. Education of federal officials through technology
5. New market tax credit, economic development
6. Incentives-private sector investments
7. Fund critical needs-housing, infrastructure, power lines/solar, etc.
8. Funding for water that has been contaminated
9. Development of Master Plans
10. Put all plans on the table
11. Recommend cluster housing
12. Renewable energy development for locations not near infrastructure
13. Tour the Bennett Freeze Area
14. Addressing 1434 homes
15. Data for home site leases and power/water
16. Create line item for Bennett Freeze Area
17. Take TDHE back
18. Creation of Advisory Team
19. Need training and orientation
20. Use Escrow FUnding to connect power lines to nearby homes
21. Need running list of progress and homes served (inventory)
22. Redevelopment plan map
23. OPVP to declare state of emergency for the FBFA
24. Three Branch Chiefs to give directives to make FBFA a priority
25. \$17.5 million emergency funds to be used as seed for FBFA
26. Involve former leaders
27. Establish FBFA development office
28. Matching funds to CDBG
29. Need inventory of land
30. Involvement of all programs
31. Involve community in development of plan
32. Water, power-line assessment
33. Identify strengths and weaknesses from previous plans
34. Develop high-level advisory comimttee
35. Develop community-based coalition level task force committee
36. Develop Research and Analysis Committee
37. Develop a fiscal and oversight committee/taskforce
38. Restructure Navajo-Hopi Land Commission



## About Native Builders & Building Communities

Native Builders LLC was founded by President Thomas Tso in January 2015 to bring forward his years of Chapter management, grazing, natural resource management and community development skills for the betterment of the people of the Navajo Nation.

Initially focused on addressing the needs of the people of the Former Bennett Freeze Area (FBFA), Native Builders has also done work in Indian Country in other locations in the United States. Native Builders has completed a Comprehensive Economic Development Strategy (CEDS) Executive Summary for the Quinault Indian Nation and has developed a scenic byway project for the Seminole Nation of Oklahoma. In addition, Native Builders has served clientele at the Navajo Nation, including Navajo Nation Gaming Enterprise.

Native Builders teams with Building Communities in order to augment its services to provide community and economic development strategic planning and grant writing for the Navajo Nation and the 110 Chapters that comprise the Navajo Nation.

Native Builders is a 100% Navajo-owned company and certified as such as a Priority 1 company. In addition, Native Builders is registered with the Navajo Housing Authority (NHA) with an approved Indian Enterprises Qualification Statement. Finally, Native Builders is registered with the Navajo Nation Gaming Regulatory Office in order that it can provide services to Navajo Nation Gaming Enterprise (NNGE).

It is the vision of Native Builders and Building Communities, Inc. to bring the capacity, planning and project management skills needed to the Navajo Nation in order to improve the economic condition and quality of life for the people.

With roots in the FBFA and family members who have relocated to Nahata Dziil, this project is central to the skills and purpose of Native Builders. It is the intention of Native Builders and Building Communities to not only provide planning services, but also to assist the Nahata Dziil Commission Governance in order to conduct the long-term activities to implement the plan.



**Thomas Tso, President  
Native Builders LLC**



**Brian Cole, President  
Building Communities, Inc.**

# Tonalea (Red Lake) Chapter Navajo Thaw Implementation Plan Planning Participants

## Tonalea (Red Lake) Chapter Officials

**Darryl Jim**  
*Chapter President*

**Leslie Dele**  
*Vice President*

**Marilinda Whiterock**  
*Secretary/Treasurer*

**Bruce Daw**  
*Grazing Committee Member*

## Steering Committee Members

**Cindy S. Covey**

**Olinda Keams**

**Alfonda Watson**

**Lauritta Fowler**

**Aileen Fowler**

**Rina Ellis**

**Linda Chee**

**Marisa Mike**

## CLUP Committee Members

**Lauritta Fowler**  
*President*

**Aileen Fowler**  
*Secretary*

**Vicky Kee**  
*Ex-Officia/Grazing Officer*

## Chapter Officials 2017-2021

**Sarah Slim**  
*Chapter President*

**Marie B. Acothley**  
*Vice President*

**SDeiores J. Claw**  
*Secretary/Treasurer*

**Vicki R. Lee**  
*Grazing/Land/Farm Board*

**Kristen Charley**  
*Chapter Manager*

## Voice of the Community Session Attendees

One of the hallmarks of the strategic planning process for each of the Navajo Thaw Region Chapters is community engagement. In order for the strategic plan to be developed, each of the chapters developed its own Steering Committee comprised of chapter officials, CLUP members, community volunteers, educators, business persons, ranchers, grazing officials, etc. Each of the steering committees then engaged in a 12-hour, seven-session process referred to as Plan Week. Virtually all of the information generated in this plan has come from the knowledge, wisdom and aspirations of people living in the chapter – with a special emphasis on persons living in the former Bennett Freeze Area portion of the chapter.

Each chapter is encouraged to continue to engage its steering committee over the three-year life of the Navajo Thaw Implementation Plan to ensure continued volunteer effort and communication within the community.

There were 27 attendees at the November 17 evening session, providing input into the most desirable economic development strategies to benefit the Chapter. Electronic response cards (i.e. “clickers”) were utilized to vote and register participant responses.





## NAVAJO THAW PHILOSOPHY

The philosophy of the Nez-Lizer Administration—consistent with the methodology of the Navajo Thaw Implementation Plan—is to pursue a “hand up,” not a “handout.” The Nez-Lizer Administration believes in the principle of T’aa ho ajit’eego, a guiding concept for this initiative that is the traditional teaching of self-determination and self-reliance in improving one’s stage in life.

While a substantial case can be made that the federal government has an obligation to the Navajo people to address unmet promises from both the Relocation era and the Bennett Freeze, this planning and implementation project is not about “getting even.” Rather, the Navajo Thaw is about creating a new economic and governance paradigm for the nation’s largest Indian Nation. A “handout” would entail simply requesting a large sum of funding as a penalty for a previous injustice. While the Navajo Nation does believe that such an injustice was committed by the federal government, the Navajo Thaw is not based upon such a penalty. But rather, it is based upon an economic opportunity. By meeting this economic opportunity, funding received from the federal government will create a new, sustainable economic dynamic for that Navajo Nation.

This is why all nine Chapters are engaging in Recovery Plans that are based upon economic development strategic planning. By selecting and implementing economically viable strategies, initiatives and projects, the economic potential of the nation’s largest Indian reservation can be addressed. The Navajo Thaw, therefore, becomes a prototype—a pilot project—for a new governance and economic model.

Funding from the federal government is, therefore, not a penalty payment. Rather, the federal funding will become an investment in viable economic opportunities that ultimately support infrastructure, housing, community development and economic development investment without public subsidy in the future.

The one-time, large-scale request for federal funding from the Navajo Thaw Regional Plan, therefore, is a strategic economic stimulus. Replicating this approach throughout the Navajo Nation will be transformative to an entire Indian Nation.



## ABOUT THE NAVAJO THAW

For generations, thousands of people in Western Navajo have felt the impact and injustice of the Bennett Freeze. Housing has been substandard, water infrastructure has been non-existent, public facilities have been insufficient and unemployment is unacceptably high.

Although previous attempts have been made to address this problem that was caused by the federal government issuing a moratorium on development throughout the 1.5 million-acre region, the problems persist.

On October 14, 2019, Navajo Nation President Jonathan Nez announced the Navajo Thaw Implementation Plan. This is the largest effort of its kind to truly reverse the impacts of the 40+ year moratorium on development and improvements.

### A Commitment to Implement

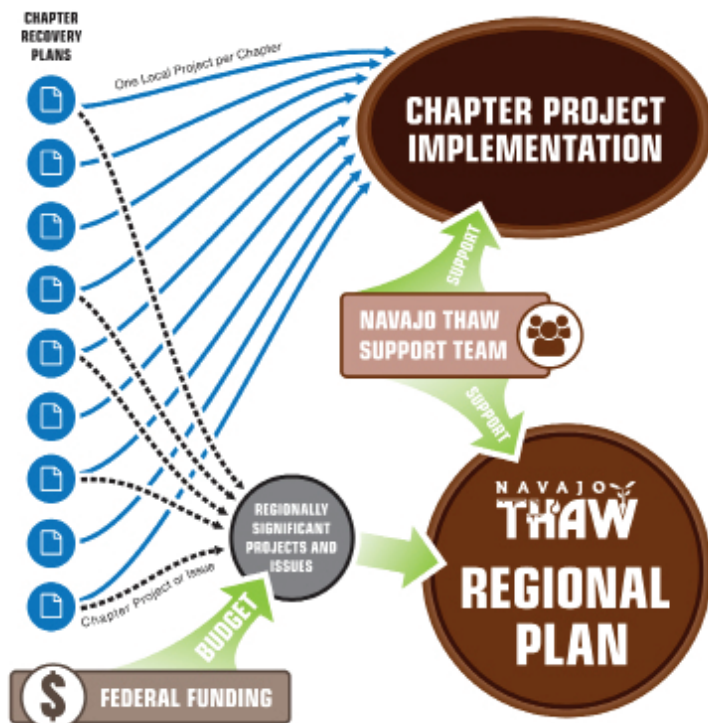
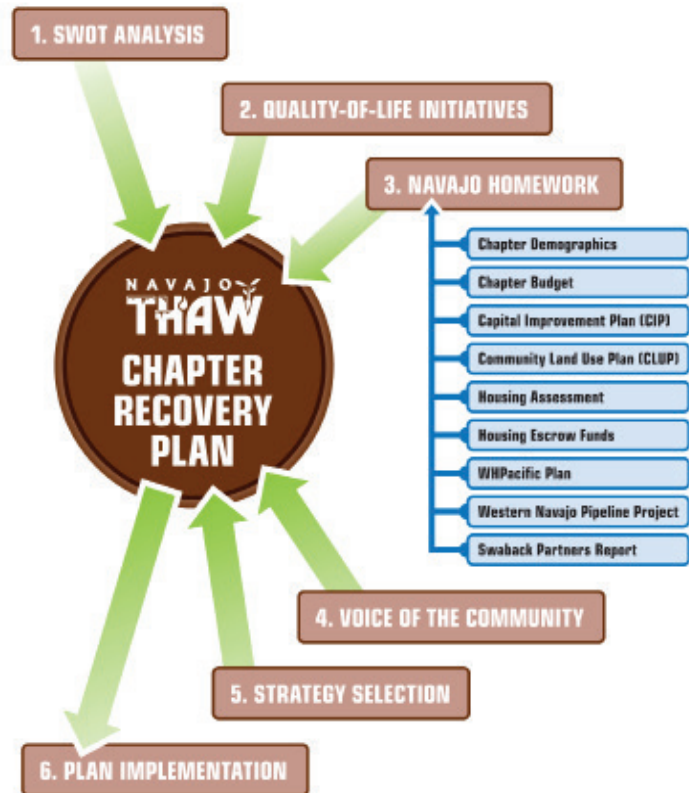
The Navajo Thaw Implementation Plan is not just another study that will sit on the shelf. It is a **commitment** by the Nez-Lizer Administration and the 24th Navajo Nation Council to listen to the people in all nine Chapters, formulate Chapter-based Recovery Plans and to create the Navajo Thaw Regional Plan. The result of this three-year Implementation Plan will be the opportunity for the federal government to meet its Promise to the Navajo Thaw Region

to improve the housing, establish the infrastructure, build the public facilities and create economic conditions necessary to benefit the lives of the impacted Navajo people.

The Navajo Thaw Implementation Plan is an investment strategy. For the Navajo people to have the quality of life and economic opportunities that they envision, there must be an economic strategy that is based upon the strengths of the region and designed to be economically, socially and environmentally sustainable.

### It Begins with Plan Week

*Plan Week* is the 1.5 day, 12-hour strategic planning process designed to capture virtually all of the data, information, strategies, initiatives, projects and aspirations of each of the nine Navajo Thaw Region Chapters.



Session Three of Plan Week, referred to as Navajo Homework, provides time to discuss and collect many of the “essentials” developed by Navajo Chapters including their Community Land Use Plan, Capital Improvement Plan and other documents critical for community development, economic development, housing improvements and infrastructure investment.

### Navajo Thaw Regional Plan

Simultaneously, projects envisioned at the Chapter level that can best be implemented regionally are incorporated into the Navajo Thaw Regional Plan. It is this Regional Plan that will be placed before the federal government in order that an investment can be made that supports the entirety of the Navajo Thaw Region.

#### PROJECT SUPPORT TEAM



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**Thomas Tso, President**

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#### FUNDING AGENCIES



**Navajo Hopi Land Commission Office**

USDA Rural Development  
U.S. DEPARTMENT OF AGRICULTURE

Together, America Prospers

**USDA Rural Development**

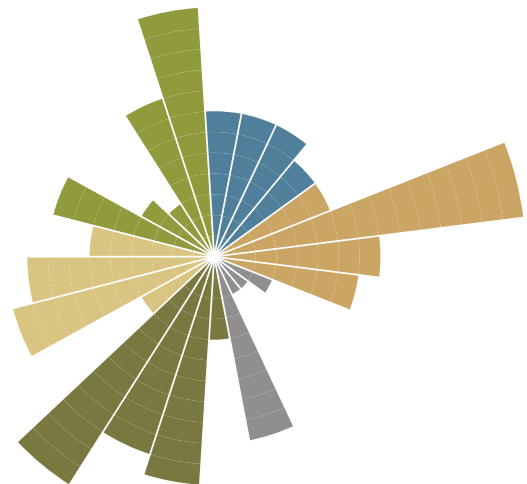
### Not “Cookie Cutter” Planning

At first glance, the Navajo Thaw Chapter Recovery Plans look somewhat similar. This is on purpose.

For years, an attempt has been made to develop and implement a plan to benefit the Former Bennett Freeze Area. For the needs of the region to be addressed, there must be a common methodology for all nine of the impacted Chapters that respects their individuality, and yet provides a framework for a regional solution.

Despite the similar formatting for the Chapter-based plans, the resulting action and activities defined in every plan is unique to the Chapter. In fact, just the selection of economic development strategies provides each Chapter virtually unlimited options for the content of its plan.

Each plan, therefore, is as unique as its overall *Chapter Thumbprint*.





# Tonalea (Red Lake) and the Bennett Freeze

## Getting our Voice Back

The tragic period of American history known as the Bennett Freeze has now impacted three generations of people on the western Navajo Nation.

Navajo Nation President Jonathan Nez has declared that this be a time to work collectively for a positive future—not lamenting the name/word “Bennett,” but rather to focus upon strategies, projects and issues that will “Thaw the Freeze.”

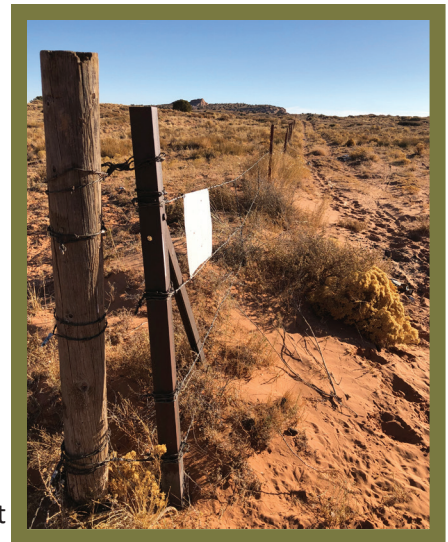
For this reason, the Tonalea (Red Lake) Chapter Recovery Plan only makes mention of the name/word Bennett as a point of history and geography. The western portion of the Tonalea (Red Lake) Chapter is within the geographic boundary of the Bennett Freeze, and this plan is to give voice for those impacted by this period of time while presenting a plan for the benefit of the entire Chapter.

This plan is dedicated to all of the people that have been impacted by this historic injustice and is a key element of the Navajo Thaw Implementation Plan designed to bring comprehensive benefits to the entire region, while identifying actionable strategies, projects and issues of specific benefit to the Tolani Lake Chapter.

## Scope and Timeframe of the Plan

The geographic scope for this plan is the Tonalea (Red Lake) Chapter, and especially the portion of the Tonalea (Red Lake) Chapter that is in the Former Bennett Freeze Area (now known as the Navajo Thaw Region). While this plan is designed to represent and benefit all of the Tonalea (Red Lake) Chapter, it is also recognized that some of the resources that the plan may attract to benefit Tonalea (Red Lake) will be applied only to the portion of the Chapter within the FBFA. The geographic limitation of such potential resources will be defined by the provider of such funding and assistance.

With respect to the time horizon of the plan, typically plans of this nature are designed to be implemented over a five-year period. As the Tonalea (Red Lake) Chapter is a part of the Navajo Thaw Implementation Plan, the human and technical resources available to implement the plan through the Native Builders Team will extend through December 2022. The Native Builders Team is committed to assisting each of the nine Navajo Thaw Region Chapters to implement a priority local project and then to assist to secure large-scale funding.



The broadest view of the project horizon relates to the proposed FBFA Relocatee Settlement Initiative (FRSI) which is a part of the Indirect Initiatives scope of work for the Navajo Thaw Implementation Plan. This time horizon would likely be as long as two decades to implement all of the infrastructure, transportation, housing, public facilities and economic development initiatives necessary in order that the Promise by the federal government is met to those impacted by the Bennett Freeze.

## Feedback and Update on Chapter Recovery Plan

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### April 21, 2020 - Update

The Chapter Recovery Plan was posted on the Navajo Thaw website in order to provide broad access to all of the people of the Chapter, and to receive feedback. The website had a special tab for people to submit such feedback, and also included a “Suggestion Box” for such input.

Section 1:

# Plan Week Results

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# Plan Week Results

## Overview

To gather the information from which to begin formulating Tonalea (Red Lake)'s strategic plan, the Steering Committee participated in a multi-session planning process called Plan Week, which is outlined in detail in Appendix B. During these sessions, the Steering Committee considered 25 community and economic development strategies and a community-generated list of initiatives to improve Tonalea (Red Lake)'s quality of life. The community at large was also invited to consider and provide input about these same strategies and initiatives. At the conclusion of Plan Week, the Steering Committee selected the following strategies for implementation in Tonalea (Red Lake):

### Tonalea (Red Lake) Plan Week

November 17-18, 2019

At the conclusion of Plan Week, the Steering Committee selected the following strategies for implementation in Tonalea (Red Lake):

- Attracting Funding
- Business Recruitment
- Education Development
- Energy Development
- Entrepreneurial Development
- Environmental Restoration
- Health Care Expansion
- Infrastructure Development
- Pass-through Visitor Services
- Value-added Agriculture

In addition, these *Quality-of-Life Initiatives* were selected for advancement:

- Chapter House Project
- Housing Improvements
- Public Safety Complex
- Veterans Facility and Services
- Community Cemetery Expansion
- One-acre Transfer Station



## Strategy Selection Process

The Tonalea (Red Lake) Steering Committee participated in an objective assessment of the most viable economic development strategies for a given community—the *Key Success Factor Analysis*. Using this rating and scoring system, the Steering Committee considered a host of strategy-specific *Key Success Factors*, rating Tonalea (Red Lake)'s comparative advantage for each factor, relative to other communities.

Each of the *Key Success Factors* was scored on a scale of 'A' to 'E'. Where the Steering Committee determined that Tonalea (Red Lake) has a significant comparative advantage relative to its competition, that factor was scored an 'A'. Where a particular Key Success Factor was determined to be relatively absent in Tonalea (Red Lake), it was given a score of 'E'. Intermediate scores from 'B' to 'D' were given for factors in the middle of the range.

The scores provided by the Steering Committee were then integrated with each of the 25 strategies on a weighted basis. The result is the *Prioritized Strategy Report* which presents all 25 strategies scored from 0 to 100, with the higher scores showing a greater likelihood of successful strategy implementation.

This initial *Prioritized Strategy Report* provided the Steering Committee with a solid foundation from which it could begin considering which of the 25 strategies the community should ultimately pursue. As the Building Communities approach recognizes that making wise choices in a representative government requires not only capable leaders but an involved citizenry, the views of the community were also sought, in order that the collective voice of the community could be heard and given weight in the decision-making process. This began in the *Voice of the Community Meeting* in which the community at large was asked whether or not it would like to see the community advance each of the 25 strategies.

### Prioritized Strategy Report

STRATEGY	SCORE	STRATEGY GROUP
Environmental Restoration	74	Sector-specific
Pass-through Visitor Services	64	Tourism
Attracting Funding	58	Other
Cultural Tourism	54	Tourism
Local/Regional Tourism	50	Tourism
Education Development	48	Community Development
Health Care Expansion	46	Community Development
Value-added Mining	45	Value-added
Attracting Government Jobs	42	Other
Logistics Centers	41	Sector-specific
Infrastructure Development	38	Other
Business Recruitment	37	General Business
Business Cultivation	37	General Business
Business Retention and Expansion	36	General Business
Leading-edge Development	34	Sector-specific
Bedroom Community Development	31	Community Development
Energy Development	29	Sector-specific
Entrepreneurial Development	28	General Business
Destination Tourism	20	Tourism
Attracting Retirees	19	Other
Downtown Development	18	Community Development
Attracting Lone Eagles	14	Other
Value-added Agriculture	13	Value-added
Value-added Forest Products	12	Value-added
Value-added Fisheries	12	Value-added



The results of the *Voice of the Community Meeting* were then weighed, factored and combined with the results of the *Key Success Factor Analysis* to produce the *Enhanced Strategy Report*. This report provided the Steering Committee with a more complete view about the desires and confidence level of both leaders and citizens with respect to each of the 25 potential strategies. This information, along with the *Prioritized Strategy Report*, served as the foundation for the final strategy selection process.

With these various analyses and assessments in place, the Steering Committee's task was to choose the strategies which the community would ultimately advance.

## SWOT Analysis

The Building Communities economic development strategic planning approach does not utilize a conventional strengths, weaknesses, opportunities and threats (SWOT) analysis as a starting point for the process. Instead, it presents *Key Success Factors* for community and economic development.

The table below presents a brief description of each category and the average score of the community (on a scale of '0' as low and '100' as high) in each of those categories.

### Enhanced Strategy Report

STRATEGY	SCORE WANT	STRATEGY GROUP
✓ Business Recruitment	89%	General Business
Business Retention and Expansion	90%	General Business
Business Cultivation	50%	General Business
✓ Entrepreneurial Development	94%	General Business
✓ Energy Development	95%	Sector-specific
✓ Environmental Restoration	34%	Sector-specific
Logistics Centers	34%	Sector-specific
Leading-edge Development	94%	Sector-specific
✓ Value-added Agriculture	90%	Value-added
Value-added Forest Products	17%	Value-added
Value-added Fisheries	0%	Value-added
Value-added Mining	30%	Value-added
Destination Tourism	65%	Tourism
Cultural Tourism	75%	Tourism
Local/Regional Tourism	74%	Tourism
✓ Pass-through Visitor Services	100%	Tourism
Downtown Development	91%	Community
✓ Education Development	100%	Community
✓ Health Care Expansion	100%	Community
Bedroom Community Development	57%	Community
✓ Infrastructure Development	100%	Other
Attracting Retirees	5%	Other
Attracting Lone Eagles	64%	Other
Attracting Government Jobs	64%	Other

#### Key

✓ = Selected Strategy

**Score** = Total Score which adds the Prioritized Strategy Report score to the findings of the Voice of the Community Session ("Does the community want to implement the strategy;" and "Does the community think that the strategy could be successfully implemented?")

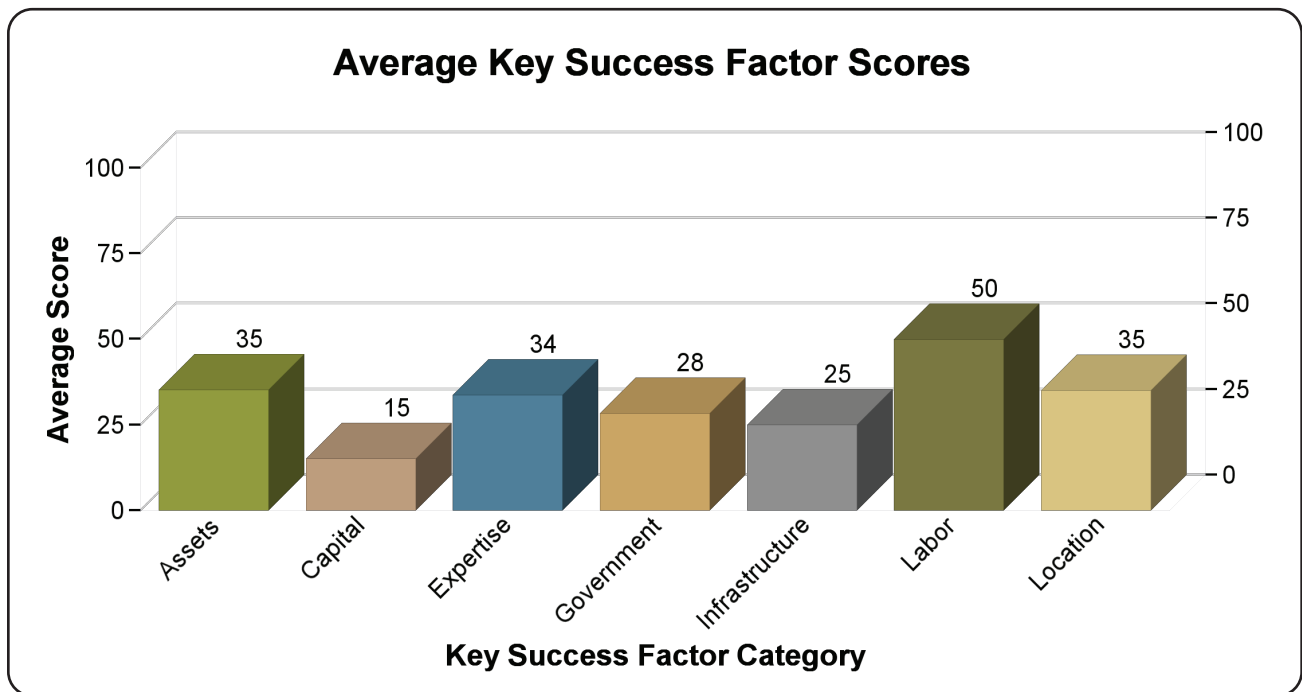
**Want** = The percentage of the Voice of the Community attendees desiring to implement the strategy

**Can** = The percentage of the Voice of the Community attendees that believe this strategy can be successfully implemented

**Strategy Group** = One of six types of strategies

Key Success Factor Categories		AVG SCORE
Assets	Industry-specific or activity-specific conditions or dynamics critical to certain strategies.	35
Capital	Business debt and equity funding as well as consistent funding for development organizations to succeed.	15
Expertise	The skills, connections and abilities of local professionals.	34
Government	The citizenry and government agencies/committees, whose decisions and opinions shape the community's actions.	28
Infrastructure	The land, buildings and infrastructure necessary to advance many of the business development strategies.	25
Labor	The labor force of a community.	50
Location	The relative proximity of the community to the marketplace.	35
Scores reflect the community's relative capacity in each category on a scale from 0 to 100.		

The table below shows graphically the relative strength of each of the Key Success Factor categories.



Compared to most Chapters, the scores by “KSF Category” were relatively similar across the board. While the availability of capital for business and government purposes clearly scored the lowest, the rest of the factors ranged between 25-50 meaning that the decision by the Tonalea Red Lake Steering Committee to only select 10 of 25 strategies was probably a wise choice.

The highest scoring strategy, Labor, reflects a relatively high score for the availability of a low-skilled labor force.

## Assets

The “Assets” category generally presents *Key Success Factors* unique to particular strategies. For example, the “availability of energy resources” is a unique Key Success Factor to the Energy Development strategy.

Assets	
Sufficient local entrepreneurial base	4
Existing or prospective cultural attraction	3
Financially sound existing health care facility	3
Local recreational and visitor attractions	3
Proximity to raw materials and minerals	3
Proximity to travel routes	3
Insulation from industrial business annoyances	3
Quality residential neighborhoods	2
Desirable climate	2
Accurate, long-term analysis of infrastructure needs and costs	1
Availability of energy resources	1
Expandable educational institution	1
Recognizable central business district/downtown	1
Sufficient base of local businesses	1
Available, desirable housing	0
Existence of recreational amenities	0
High availability of urban services	0
Proximity and access to forests and forest products	0
Proximity to fisheries commodities	0
Proximity to large volumes of agricultural commodities	0
Proximity to nationally recognized attractions	0
Proximity to urban population and workforce centers	0

Seven of the Assets Key Success Factors scored above average, with a large number of individuals with entrepreneurial interests scoring the highest score. Other high-scoring Assets Key Success Factors include three factors related to tourism and one factor related to a health care strategy.

The low-scoring Key Success Factors generally relate to the value-added strategies. Other low-scoring Assets factors relate to the rural nature of the area and the lack of desirable housing.

## Capital

Access to—and consistent availability of—capital is significant in two general respects. First, businesses must be able to secure sufficient debt and/or equity capital for their formation, operations, retention and expansion. Second, development organizations must have reliable sources of funding in order to regularly engage in activities consistent with their mission.

For businesses, access to capital is the lifeblood of the business itself. For small businesses that can demonstrate loan repayment capability, programs to provide such capital can be very traditional (bank and credit union lending), or they can be government-supported loan, loan guarantee or credit enhancement measures designed to supplement traditional lending.

For development organizations, reliable funding is necessary so the board and staff can engage primarily in activities consistent with the organizational mission, rather than regularly chasing funding sources for the preservation of the organization itself.

Capital	
Access to long-term infrastructure loans and grants	3
Availability of appropriated funds	1
Competitive recruitment incentives	1
Sufficient marketing, promotion, or public relations budget	1
Ability to secure long-term contracts for forest materials	0
Ability to secure power-purchase agreements	0
Access to small business financing	0
Access to large-scale capital	0
Dedicated local financial resources for staffing recruiters	0
Local funding for downtown development	0

Only one of the 10 Capital Key Success Factors scored above average—the ability of the Chapter to access long-term funding for infrastructure. All of the business development Capital Key Success Factors scored a '0.' Other challenging financial factors related to the lack of discretionary funding at the Chapter level.

## Expertise

In this information age, it should be no surprise that one of the broadest and most important categories of *Key Success Factors* is expertise. The successful implementation of virtually every strategy requires expertise from a broad array of professionals in any community.

Not only must sufficient expertise be possessed by the individuals on the front lines of community and business development, but such capability is also important in various professional sectors of the local economy, for the advancement of targeted tourism and downtown development strategies and in the professionals backing up the front-line community and business developers (city managers, public works directors, county commissioners, etc.).

Expertise	
Ability to build a team comprised of energy-development experts	3
Ability to compete in a global market	3
Ability to identify product and service gaps	3
Capable, experienced economic development professionals	3
Cooperation of economic development staff and educational community	3
Local ability to identify and advance a funding proposal	3
Support from local education professionals at all levels	3
Sophisticated use of the internet for marketing	2
Ability to successfully market materials	1
Competent, strategic-minded hospital and health-care executives	1
Cultural development and advocacy organization	1
Dedicated business coaching staff	1
Relationship with site selectors	1
Relative sophistication in coordinating and marketing local events	1
Sophisticated tourism development & promotion	1
Team approach to infrastructure finance	1
Ability to network and attend relevant trade shows	0
Ability to understand industry trends and opportunities	0
Downtown organization and staff	0
Existing excellence in local health care	0
Implementation of national Main Street Four-Point Approach™	0
Staff focused on attracting retirees and/or lone eagles	0
Supportive post-secondary education training program	0

Just under one-third of the Expertise Factors scored above average. Notable factors scoring relatively high generally revolve around the expertise of the Chapter staff to successfully advance projects.

Like virtually all of the Navajo Nation, expertise is hard to find to support Chapter priorities. Drawing upon the added support of the Navajo Thaw Support Team may prove beneficial to Tonalea Red Lake.



## Government

Increasingly people argue that “if only government would get out of the way” our communities and businesses would thrive. In reality, however, it is through government (federal, state and especially local) that key strategies are envisioned, defined and implemented.

Governmental bodies not only establish policies and funding programs, but establish cultures and attitudes that are either pro-development or anti-development. Strong collaboration between government and the private and volunteer sectors is an essential ingredient for success.

Government	
Local government support	3
Strong state and/or federal legislative delegation	3
Support for attracting retirees	3
Community support for needed infrastructure rate increases	1
Local focus on revenues from visitors	1
Projected growth in government budgets	1
Strong community support	1
Strong relations between economic development organization and local businesses	1
Support from local businesses	1
Local policies and ordinances supporting quality neighborhood development	1
Supportive state energy policies and incentives	1
Active engagement of downtown building and business owners	0
Community acceptance of the visitor industry	0
Favorable state policies with respect to office locations	0
Local pro-business climate	0

Only three of the 15 Government Key Success Factors scored above average, generally reflecting the willingness of the Chapter to advance projects and to reach out for political support at the federal and Navajo Nation levels.

The lower scoring Government Key Success Factors relate to the lack of engagement and challenge for the Chapter to come together as one body working to advance a set of priorities. The Tonalea Red Lake Navajo Thaw Recovery Plan may prove to be the catalyst to bring people together to focus on positive community outcomes.

## Infrastructure

In order for communities to be attractive and appropriate for the implementation of many strategies, they must possess sufficient land, infrastructure, buildings and housing. Building Communities uses the term infrastructure in a very broad sense in this context (beyond just sewer, water and power facilities).

Infrastructure	
Availability of brownfield sites	4
Availability of industrial-zoned land for industrial park development	4
Availability of land for business prospects	3
Adequate housing for labor force	0
Adequate telecommunications infrastructure	0
Availability of local buildings	0
Availability of local infrastructure	0
Excess water and sewer infrastructure capacity	0
High-speed internet	0
Land/Buildings/Campus for education development	0
Proximity to transmission lines with excess capacity	0

Factors that relate to the availability of land—especially industrial land and brownfield redevelopment sites—scored as a comparative advantage. All of the infrastructure factors that do not relate to land scored as a “substantial comparative disadvantage.”

## Labor

It takes a deeper bench than simply the “experts” to successfully implement many strategies. The availability and skills of the local labor force are critical to the implementation of many strategies.

Labor	
Local, available, low-skill labor pool	3
Local, available, high-skill labor pool	1

Similar to many of the Chapters throughout the Navajo Thaw Region, the availability of low-skilled labor is generally a comparative advantage while high-skilled labor is in short supply.

## Location

The location of the community is of great significance to many strategies. For example, communities strategically located to provide access to markets have a comparative advantage versus relatively isolated communities.

Location	
Advantageous location for government or education expansion	3
Prospect of an expanded geographic market for health care	2
Proximity and access to markets	1
Proximity to scheduled air service	1
Strategic location for distribution centers	0

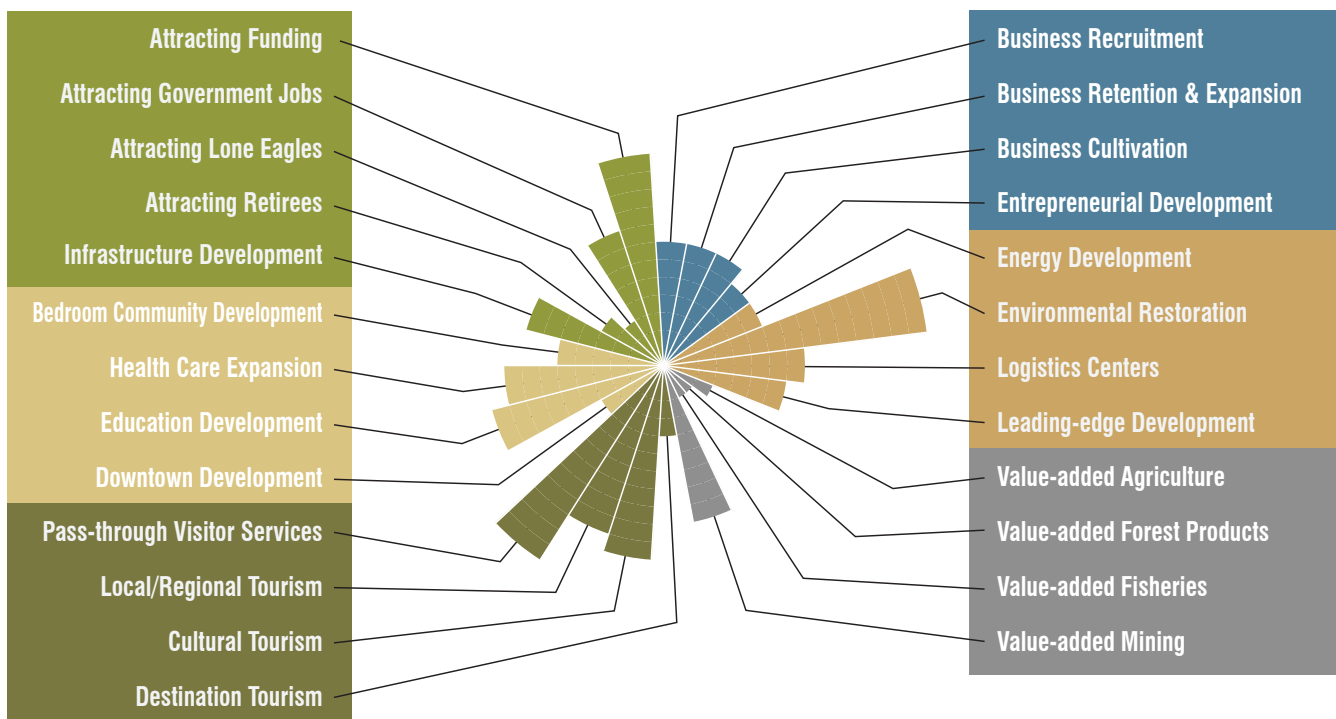
While the location of Tonalea Red Lake is generally considered to be a disadvantage, the opportunity to focus upon health and education strategies scores at or above average.

## Community Thumbprint™ Denoting Selected Strategies

Building Communities has developed the Community Thumbprint™ which, in effect, presents the “DNA” of the community in terms of how the Key Success Factor scores predict the likelihood of successful implementation for each of the 25 strategies.

In the figure below, each of the 25 strategies are represented by a spoke. The length of the spoke correlates to the likelihood of successful strategy implementation. Longer spokes denote higher scores while shorter spokes represent smaller strategy scores.

There are several observations that can be made from the graphic. The graphic below illustrates that the strongest scoring categories relate to Tourism Development, Community Development and other Strategies. Jumping off the map is the Environmental Restoration Strategy. Like many of the other Navajo Thaw Region Chapters, the Value-Added Strategies score quite poorly.



## Section 2:

# Selected Strategies

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**Attracting Funding**  
**Business Recruitment**  
**Education Development**  
**Energy Development**  
**Entrepreneurial Development**  
**Environmental Restoration**  
**Health Care Expansion**  
**Infrastructure Development**  
**Pass-through Visitor Services**  
**Value-added Agriculture**

## Selected Strategies

### Tonalea (Red Lake)'s Selected Strategies

Ultimately, the Steering Committee recommended the advancement of 10 strategies to enhance the economic condition and overall quality of life for Tonalea (Red Lake).

On the following pages, each strategy is listed and described. In addition, the overall objective of the strategy is presented as well as the strategy-specific results of the *Key Success Factor Analysis*.

Two figures are shown on top of each strategy's page—"Score" and "Rank."

**Score** - This represents each strategy's overall score on a basis of 100 points, and is the result of the Steering Committee's collective responses to the *Key Success Factor Analysis* in the first session of Plan Week. A score of 75 or higher indicates a strategy that is highly recommended for advancement. A score of 60 to 74 indicates a strategy that should be seriously considered for advancement. A score below 60 indicates that there likely exist serious impediments to successful implementation of the strategy.

**Rank** - This represents the position of each strategy among all the strategies, based on its score.

<p>The strategies selected by the Tonalea (Red Lake) Steering Committee are:</p> <ul style="list-style-type: none"> <li>• Attracting Funding</li> <li>• Business Recruitment</li> <li>• Education Development</li> <li>• Energy Development</li> <li>• Entrepreneurial Development</li> <li>• Environmental Restoration</li> <li>• Health Care Expansion</li> <li>• Infrastructure Development</li> <li>• Pass-through Visitor Services</li> <li>• Value-added Agriculture</li> </ul>	<p>Strategies not selected include:</p> <ul style="list-style-type: none"> <li>• Attracting Government Jobs</li> <li>• Attracting Lone Eagles</li> <li>• Attracting Retirees</li> <li>• Bedroom Community Development</li> <li>• Business Cultivation</li> <li>• Business Retention and Expansion</li> <li>• Cultural Tourism</li> <li>• Destination Tourism</li> <li>• Downtown Development</li> <li>• Leading-edge Development</li> <li>• Local/Regional Tourism</li> <li>• Logistics Centers</li> <li>• Value-added Fisheries</li> <li>• Value-added Forest Products</li> <li>• Value-added Mining</li> </ul>
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# Attracting Funding

CATEGORY: Other	RANK: 3	SCORE: 58
JOBS: 6	LIVABILITY: 4	COMPLEXITY: 5

## Objectives of Strategy Implementation

The Tonalea Red Lake Chapter officials and supporters have proven in 2019 that they are increasingly adept at securing funding for priority projects. The showcase achievement, securing funding for the Chapter House, was a result of working closely with their Chapter Delegate and coordinating with the Navajo Nation Council and administration officials.

In addition, the Chapter has steadily worked to advance projects through the system by placing projects in their Infrastructure Capital Improvement Plan (CIP).

Yet, compared to the magnitude of the funding needs, especially to address the housing conditions of the residents that live in the Former Bennett Freeze Area portion of their Chapter, the Chapter's fundraising success has been modest.

This Chapter Recovery Plan is a bold statement about how the people of Tonalea Red Lake want to move forward—want to move past the 53 years of being “frozen.”

For this reason, Tonalea Red Lake is positively and purposefully pursuing involvement through the Navajo Thaw Implementation Plan. Securing funding for priority projects is one of the ultimate aims of the Chapter's participation.

Assistance to implement the Attracting Funding strategy can continue to be a collaboration with both Coconino County and the Navajo Tribal Utility Authority (NTUA). Both entities have grant writing expertise.

## Strategy Summary

Communities can create jobs and improve their overall quality of life through either a onetime or consistent approach of attracting government appropriations and grants.

Hundreds of state and federal agencies manage grant programming and/or legislative earmarks (funding directives) which can be utilized to complete projects for a wide variety of purposes. States or localities with congressman/legislators participating on powerful appropriations committees are particularly well positioned to benefit from this strategy.

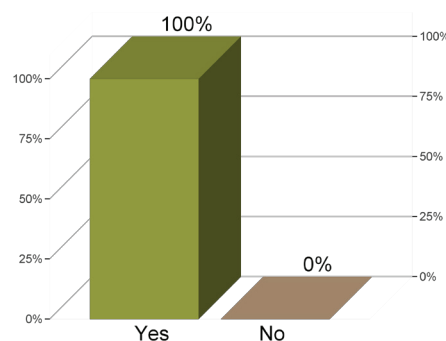
While the vast majority of such funding either goes to formula-based entitlement programs or for competitive grant processes, a small percentage of the funding is directed by state and federal appropriators, thus bypassing the formula or competitive approach.

Often maligned as “pork barrel spending”, this strategy may face local opposition by individuals that are principled against such redistribution of government funding.

## Voice of the Community Survey Results

During the Voice of the Community Meeting, the community at large was asked to weigh in on whether or not they wanted to see Tonalea (Red Lake) implement this strategy. The bar chart shows the community response.

Would you like to see Tonalea (Red Lake) implement this strategy?



## Findings from the Key Success Factor Analysis

The Tonalea Red Lake Steering Committee has confidence in the local capacity to advance a funding proposal and to network with a responsive Navajo and federal political delegation. The only relevant low-scoring factor is the diminished budgets at the Navajo and federal levels.

KEY SUCCESS FACTOR	SCORE
Local ability to identify and advance a funding proposal	3
Strong state and/or federal legislative delegation	3
Availability of appropriated funds	1
Strong community support	1

### Key Success Factor Report - Attracting Funding

STRENGTHS TO BUILD UPON	
<b>Major Comparative Advantages</b> <hr/> No Entries	<b>Slight Comparative Advantages</b> <hr/> Local ability to identify and advance a funding proposal Strong state and/or federal legislative delegation
CHALLENGES TO OVERCOME	
<b>Slight Comparative Disadvantages</b> <hr/> Availability of appropriated funds Strong community support	<b>Major Comparative Disadvantages</b> <hr/> No Entries

### The Promise Kept

Tonalea Red Lake will establish an innovative collaboration with Coconino County and NTUA in order to draw new funds for project implementation.





# Business Recruitment

<b>CATEGORY:</b> General Business	<b>RANK:</b> 12	<b>SCORE:</b> 37
<b>JOB:</b> 10	<b>LIVABILITY:</b> 2	<b>COMPLEXITY:</b> 10

## Objectives of Strategy Implementation

Despite decades of what local residents describe as “oppression,” there remains a positive outlook about the economic future of Tonalea Red Lake. With only two current businesses operating within the Chapter, there is a desire to bring established businesses to the Chapter. A quick trip to Tuba City or Page or Flagstaff reveals the type of business activity that could happen at Tonalea Red Lake.

The Chapter looks to take a positive and aggressive position toward attracting new businesses, while recognizing that the immediate proximity to the Navajo Nation’s largest community, Tuba City, also allows for the access to business services that does not exist with many of the remainder of Navajo Nation’s 110 Chapters.



The Tonalea Red Lake Chapter desires to develop businesses and projects on its land that demonstrate financial feasibility/sustainability. For this reason, the Chapter is coordinating with Dolly Lane of the Navajo Nation Division of Economic Development Regional Business Development Office to conduct such feasibility analysis.

### Economic Development Feasibility Studies for 9.27 Acres of Land at Intersection of Highway 160 and N21

The TCLUP President has been coordinating with the Navajo Nation Division of Economic Development Regional Business Development Officer to issue a Request for Proposals for a \$45,000 market feasibility study for this priority land location. The analysis would include infrastructure, powerline, waterline, wastewater and other analysis.

## Strategy Summary

Perhaps the most widely recognized economic development strategy is business recruitment, which is the act of proactively soliciting existing businesses located out-of-region to expand or relocate into a community.

Business recruitment can be very advantageous for local communities desiring to establish new jobs, focus on family wage jobs, expand the local tax base—and generally enhance community vitality.

However, business recruitment can have drawbacks. Communities that do not have the desire or infrastructure capacity for growth may view business recruitment negatively.

Communities that rely on business recruitment as a substantial component of their economic development strategy should view their effort as a long-term endeavor. Frequently, communities can go months (even years) without tangible results. This does not necessarily mean their efforts are poorly planned or executed. The fact is, there are far more communities chasing new businesses than there are businesses looking for new communities.

Business recruitment activity can also be costly. Advertising, public relations, attendance at industry trade shows, website development and maintenance, and informational and promotional materials are expensive.

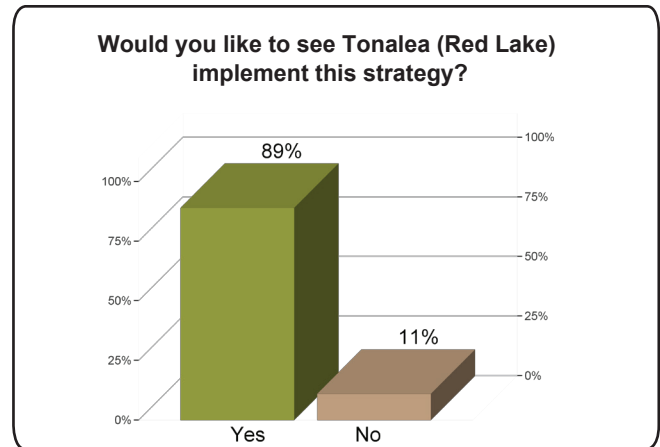
### Existing Business at Tonalea Red Lake

The Tonalea General Store operates the Red Mesa Express (Sinclair gasoline). This location includes the General Store and laundromat which is located at the intersection of US Highway 160 and Indian Route 21.

Certain portions of the Chapter, especially Range Management Unit 106, have local residents that have expressed concern about future development—or at least future development without their awareness and support. Local residents believe that land was withdrawn without their awareness and involvement. They simply do not want to be left out of future processes and decisions. Chapter officials must be mindful of these growth concerns. A resolution has been passed by the Chapter recognizing such concerns.

### Voice of the Community Survey Results

During the Voice of the Community Meeting, the community at large was asked to weigh in on whether or not they wanted to see Tonalea (Red Lake) implement this strategy. The bar chart shows the community response.



### Findings from the Key Success Factor Analysis

Five of the 17 Business Recruitment factors score above average. Most of the higher-scoring factors relate to the human capital while lower-scoring factors relate to location, expertise and infrastructure.

KEY SUCCESS FACTOR	SCORE
Ability to compete in a global market	3
Capable, experienced economic development professionals	3
Availability of land for business prospects	3
Local, available, low-skill labor pool	3
Local government support	3
Sophisticated use of the internet for marketing	2
Proximity and access to markets	1
Proximity to scheduled air service	1
Competitive recruitment incentives	1
Relationship with site selectors	1
Strong community support	1
Support from local businesses	1
Local, available, high-skill labor pool	1
Access to large-scale capital	0
Dedicated local financial resources for staffing recruiters	0
Ability to network and attend relevant trade shows	0
Availability of local buildings	0
Availability of local infrastructure	0

## Key Success Factor Report - Business Recruitment

STRENGTHS TO BUILD UPON	
<b>Major Comparative Advantages</b> <hr/> <p>No Entries</p>	<b>Slight Comparative Advantages</b> <hr/> <p>Ability to compete in a global market  Capable, experienced economic development professionals  Availability of land for business prospects  Local, available, low-skill labor pool  Local government support</p>
CHALLENGES TO OVERCOME	
<b>Slight Comparative Disadvantages</b> <hr/> <p>Proximity and access to markets  Proximity to scheduled air service  Competitive recruitment incentives  Relationship with site selectors  Strong community support  Support from local businesses  Local, available, high-skill labor pool</p>	<b>Major Comparative Disadvantages</b> <hr/> <p>Access to large-scale capital  Dedicated local financial resources for staffing recruiters  Ability to network and attend relevant trade shows  Availability of local buildings  Availability of local infrastructure</p>

### The Promise Kept

The Chapter will coordinate with the Regional Business Development Office in order to identify and support local, viable businesses.







# Education Development

<b>CATEGORY:</b> Community Development	<b>RANK:</b> 6	<b>SCORE:</b> 48
<b>JOB:</b> 4	<b>LIVABILITY:</b> 7	<b>COMPLEXITY:</b> 5

## Objectives of Strategy Implementation

Educational attainment on the Navajo Nation is far below that of off-reservation communities. And yet, the people of Tonalea Red Lake still have the desire to have the education and training necessary in order to function and compete in the 21st century.

To live on the Navajo Nation means that ingenuity is a necessity. Everyone must make the most of the limited assets they have. For Tonalea Red Lake, one of the grand new assets will be the development of their Chapter House building. This will not simply be a facility for administrative purposes, but rather for community advancement. One of the ways that the Chapter House can be utilized is to leverage the nearby fiber optic lines to create an educational facility that benefits everyone in the Chapter. Chapter House construction and fiber optic availability may also allow for an opportunity to partner with existing educational providers such as Diné College, Navajo Technical University (NTU), Coconino Community College or even Northern Arizona University. Such outreach for educational partnerships will be underway soon.

The primary focus for the implementation of the Education Development strategy relates to the provision of services that meet the needs of the existing residents of the Chapter. Adult literacy programming, GED programming and workforce development training would be top priorities. Utilizing the new Chapter House as a computer lab would contribute to the implementation of this strategy. Also, partnering with the Navajo Nation Division of Economic Development Regional Business Development office will be instrumental in providing support to the community.

The Tonalea Red Lake Chapter is currently served by a K-8 school facility operated by the Bureau of Indian Education (BIE). Coordinated with that facility is the Navajo Nation Head Start Program. In addition, there is a Head Start Program in Cow Springs.

## Strategy Summary

The provision of educational services, especially in rural communities, comprises a significant portion of the overall economy of a community. Communities that are home to community colleges, and especially four-year higher education institutions, benefit from an even higher percentage of economic impact derived from provision of educational services.

More and more, the ability to derive a family-wage is dependent upon educational attainment. As such, counties, states and regions that have a more educated population tend to compete better in the 21st century marketplace.

The combination of these two dynamics may inspire a community to develop an Education Development Strategy.

By developing a community development—and a political—strategy to create or enhance provision of educational services at all levels, communities can derive economic benefit. Wages associated with the delivery of educational services tend to meet family-wage levels.

Such a strategy might simply entail the augmentation or expansion of existing post-secondary educational services. Alternatively, a strategy could be more ambitious such as the creation of an institute dedicated to researching and resolving emerging issues or perhaps the establishment of a four-year educational institution.

Communities desiring to pursue an Education Development Strategy must be cognizant of the budget dynamics and emerging educational trends associated with the educational institution they are trying to attract/expand.



### Land for Business Development

Of all the economic challenges facing Tonalea, Chapter Officials consider the lack of land for development to be the top problem.

There are three separate locations of land that could be developed for business purposes.

The first location is a nine-acre site located in the NPL which is controlled by the Chapter. Information on this parcel is provided in the Community Land Use Plan. Currently there is not power to the site and there is a need to collaborate with the Arizona Department of Transportation and the Bureau of Indian Affairs to develop the property.

A second location for business development land exists at Cow Springs. There is, however, some local opposition for a development project on this land.

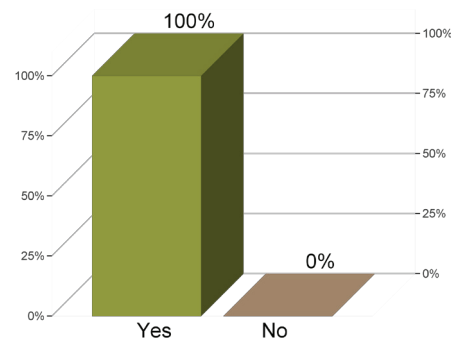
A third parcel of land is 40 acres at White Mesa. Strong local communication will be necessary to gain all the local support needed for land utilization.

In addition to the designated land for business purposes, the Navajo Nation has a policy that prioritizes land for business development within 750 feet of the right of way from major thoroughfares. Is this correct?

### Voice of the Community Survey Results

During the Voice of the Community Meeting, the community at large was asked to weigh in on whether or not they wanted to see Tonalea (Red Lake) implement this strategy. The bar chart shows the community response.

Would you like to see Tonalea (Red Lake) implement this strategy?



### Findings from the

#### Key Success Factor Analysis

Relative strengths for Tonalea Red Lake for its Education Development strategy include its location and ability to network with the education community. The lack of available land for educational purposes is the primary impediment.

#### KEY SUCCESS FACTOR

#### SCORE

Advantageous location for government or education expansion	4
Expandable educational institution	3
Cooperation of economic development staff and educational community	2
Local government support	2
Land/Buildings/Campus for education development	1

### The Promise Kept

The Chapter will benefit from the use of nearby fiberoptic lines to form an innovative partnership with a higher educational institution to make course offerings locally.



# Energy Development

CATEGORY: Sector-specific	RANK: 17	SCORE: 29
JOB: 6	LIVABILITY: 3	COMPLEXITY: 9

## Objectives of Strategy Implementation

The Nez-Lizer Administration has embraced renewable energy development, and the people of Tonalea Red Lake would like to capitalize upon this shift in order to advance a solar energy farm. With the solar resource in abundance throughout the Navajo Nation and the southwest, it is clear that the time has come for large-scale solar energy development.

Chapter officials are also intrigued with the possibility of the wind renewable resource, but recognize that little if any work has been done to quantify the wind resource.

The Chapter looks to work closely with energy experts on the Navajo Nation to determine the feasibility and scale of potential renewable energy development.

Given the nearby closure of the Navajo Generating Station, the Tonalea Red Lake Steering Committee seeks to capitalize on excess transmission capacity.

## Voice of the Community Survey Results

During the Voice of the Community Meeting, the community at large was asked to weigh in on whether or not they wanted to see Tonalea (Red Lake) implement this strategy. The bar chart shows the community response.

### The Promise Kept

The Chapter will facilitate the implementation of a solar energy project, capitalizing on excess local transmission line capacity.

## Strategy Summary

The current and forecasted shortages in energy resources, and more specifically renewable energy resources, present communities with an opportunity to recruit or locally establish new energy production facilities.

Renewable energy options include wind, solar, biomass, bio-energy, geothermal, and hydropower.

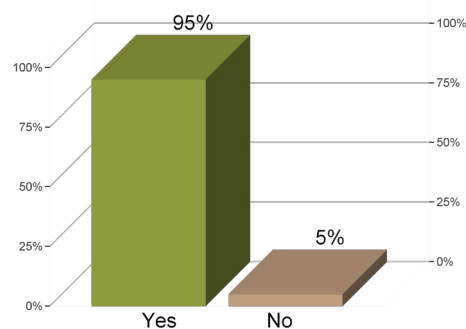
Both the federal government and many states have approved new policies and incentives to foster the development of the renewable energy industry.

While larger, established companies may have an edge in capitalizing on many of these business opportunities, viable start-up options exist based upon proximity to renewable energy supplies and local market demand.

For many states and communities, traditional non-renewable energy development and production using coal, oil or natural gas has significant potential. In these cases, proximity to the energy resource is not only necessary, but can become the catalyst in creating a local industry with or without significant local community advocacy.

America's commitment to energy independence is generally seen as dependent upon all forms of energy development—both renewable and non-renewable. At the same time, increasing emphasis on energy conservation--efficiency though green building practices and retrofitting is becoming a more common element in public policy supporting that development.

**Would you like to see Tonalea (Red Lake) implement this strategy?**



## Findings from the Key Success Factor Analysis

Analyzing the Key Success Factors for an Energy Development strategy, it becomes clear that the “people factor” is the strength for Tonalea Red Lake, while access to funding and infrastructure will prove to be the greatest challenge.

KEY SUCCESS FACTOR	SCORE
Ability to build a team comprised of energy-development experts	3
Capable, experienced economic development professionals	3
Local government support	3
Availability of energy resources	1
Supportive state energy policies and incentives	1
Access to large-scale capital	0
Ability to secure power-purchase agreements	0
Proximity to transmission lines with excess capacity	0

### Key Success Factor Report - Energy Development

STRENGTHS TO BUILD UPON	
<b>Major Comparative Advantages</b> <hr/> No Entries	<b>Slight Comparative Advantages</b> <hr/> Ability to build a team comprised of energy-development experts Capable, experienced economic development professionals Local government support
CHALLENGES TO OVERCOME	
<b>Slight Comparative Disadvantages</b> <hr/> Availability of energy resources Supportive state energy policies and incentives	<b>Major Comparative Disadvantages</b> <hr/> Access to large-scale capital Ability to secure power-purchase agreements Proximity to transmission lines with excess capacity

## Navajo Nation Renewable Energy Policy

The Nez-Lizer Administration is working to position the Navajo Nation in the driver’s seat to determine its own energy future consistent with the Administration’s Háyoolkáál Proclamation. Also known as the Navajo Sunrise Proclamation, this policy creates a new economic vision for the Navajo people through the healing of land, fostering clean energy development, and providing leadership for the energy market for the Navajo people.

The Navajo Sunrise Proclamation is based upon four principles:

1. A diverse energy portfolio, creating workforce development and job creation for the Navajo People from focused carbon-based energy to renewable energy development
2. Restoration of land and water after decades of uranium and coal mining
3. Rural electrification of homes that lack access to electricity
4. Utility-scale renewable energy development to supply electricity to the Navajo Nation and the Western United States

In December 2019, the Navajo Nation approved \$1.9 million to secure the rights to 500 megawatts along the Navajo Generating Station transmission lines that would allow the Nation to earn revenue from the use or marketing of transmission of electrical power.



# Entrepreneurial Development

CATEGORY: General Business	RANK: 18	SCORE: 28
JOBS: 6	LIVABILITY: 5	COMPLEXITY: 2

## Objectives of Strategy Implementation

On the Navajo Nation, virtually everyone has an idea for a business. Those that are impacted by the Former Bennett Freeze Area have had such little opportunity for economic gain, and yet ideas abound about how the Chapter can capitalize upon the “lifeline” (Highway 160) that bisects the Navajo Nation east-west.

Beyond tourism opportunities, the future ability to bring people together in a business planning setting could foster other forms of business development.

The people of the Chapter might benefit from a coordinated approach to business planning and entrepreneurship. One curriculum developed by an organization called ONABEN is *Indianpreneurship: A Native American Journey into Business*. This approach recognizes the specific opportunities, customs, language and challenges of Native American communities in providing business support services.

## Voice of the Community Survey Results

During the Voice of the Community Meeting, the community at large was asked to weigh in on whether or not they wanted to see Tonalea (Red Lake) implement this strategy. The bar chart shows the community response.

## Strategy Summary

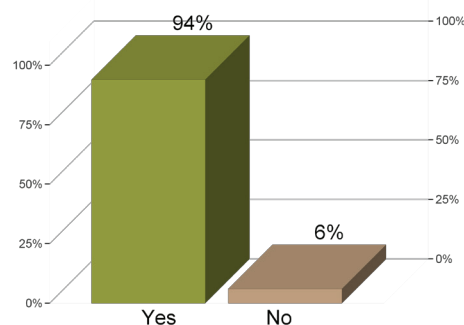
Small businesses represent over 99% of all employers in the United States. People establish businesses based on unique skills, passion or a perceived market opportunity.

Frequently missing in a community-based economic development strategy is a concerted approach to facilitating the start-up and growth of entrepreneurial ventures.

Often referred to as microenterprise development, some programming exists to assist businesses with access to capital, resources for labor force improvement, business coaching and/or partnerships with local educational institutions.

One approach used by several communities in the United States is Enterprise Facilitation® advanced by the Sirolli Institute. Ernesto Sirolli presents the Trinity of Management approach that recognizes that individuals have passions (and therefore business ability) either with their product/service or marketing their product/service or financial management. Sirolli asserts that no one individual possesses all three skills/passions and very few possess two of the three skills/passions. Enterprise Facilitation engages an Enterprise Facilitator advised by a local board to respond to the passion and interests of local entrepreneurs to facilitate their successful establishment and expansion.

**Would you like to see Tonalea (Red Lake) implement this strategy?**





## Findings from the Key Success Factor Analysis

Analyzing the Key Success Factors for an Entrepreneurial Development strategy, it becomes clear that there is one comparative advantage—the number of entrepreneurs. All of the remaining factors, however, will prove to be a challenge. This analysis underscores the need for proactive business development programming.

KEY SUCCESS FACTOR	SCORE
Sufficient local entrepreneurial base	4
Dedicated business coaching staff	1
Access to small business financing	0
Supportive post-secondary education training program	0
High-speed internet	0
Local pro-business climate	0

### Key Success Factor Report - Entrepreneurial Development

STRENGTHS TO BUILD UPON	
Major Comparative Advantages	Slight Comparative Advantages
Sufficient local entrepreneurial base	No Entries
CHALLENGES TO OVERCOME	
Slight Comparative Disadvantages	Major Comparative Disadvantages
Dedicated business coaching staff	Access to small business financing Supportive post-secondary education training program High-speed internet Local pro-business climate

### The Promise Kept

Tonalea Red Lake will participate in a regional approach to entrepreneurship and business planning.







# Environmental Restoration

CATEGORY: Sector-specific	RANK: 1	SCORE: 74
JOB: 4	LIVABILITY: 3	COMPLEXITY: 4

## Objectives of Strategy Implementation

From a feasibility standpoint, the Steering Committee determined that the most feasible economic development strategy is Environmental Restoration. Based upon the availability of brownfield sites (primarily former gas stations), there are areas of the land that could be restored and ultimately yield business development opportunities.

The Navajo people love their land, and seek opportunities to restore their land to function in harmony for generations to come.

- **Old Tonalea Trading Post**—perhaps the top environmental restoration project for the Chapter relates to the Old Tonalea Trading Post located two miles south of the lower store. It is believed that the ground could be contaminated with gas and oil.
- **Cow Springs Trading Post**—another Brownfield redevelopment opportunity is located at the Cow Springs Trading Post. This historic facility was closed in the 1980s. There are local concerns that contamination may exist from former buried gas tanks.
- **Rebuilding of Former Irrigation Project**—another environmental restoration project idea would be the rebuilding of a former irrigation project that was wiped out by a flood.
- **Red Lake Remediation**—one project that would be of great interest at Tonalea Red Lake would be the remediation of Red Lake itself, thus replenishing the water supply in the lake. It is envisioned that this could be a cooperative project with the Army Corps of Engineers. A similar project might take place at Cow Springs. Red Lake itself does not function as a lake, and it has not for years.

Efforts could be made to remediate the lake. This would include the removal of vegetation which competes for the water supply. Ultimately, the area could serve as wetlands benefitting wildlife and birds. A similar project could be completed at Cow Springs.

## Strategy Summary

Communities have the opportunity to “turn lemons into lemonade” by focusing on derelict industrial buildings and sites for redevelopment.

Frequently, communities may have industrial sites from a bygone era that are not currently in use. These sites relate to natural resource-based extraction industries that may have utilized chemicals or compounds that have left the industrial land unusable for future use without first completing clean-up activities.

The benefits of this strategy are twofold: 1) jobs can be created initially by clean-up activities; and 2) the residual industrial site becomes available for promotion and development thus creating jobs in the long-term.

First and foremost, communities must have an eligible site for an environmental restoration strategy. One or more former industrial sites that have environmental contamination preventing future redevelopment are essential to advance this strategy. These sites are frequently referred to as brownfield sites.

A community must then mobilize itself by first assessing the condition of the property, and then developing a specific action plan to remediate the environmental problem.

Of critical importance is the formation of a local team that can network with state and/or federal contacts to attract the funding necessary to assess and address the environmental problem.

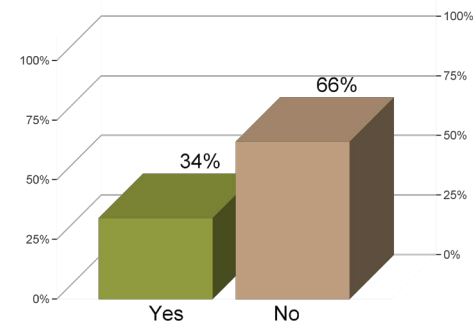
Finally, communities must have the local sophistication to redevelop and market the restored site for future use.

- **Trash/Weeds Cleanup**—another environmental restoration project could relate to a community cleanup for trash. Other environmental issues relate to noxious weeds which cause concern for area livestock owners.
- **Former Military Quonset Huts**—yet another potential environment remediation project relates to former military Quonset huts. The structures are severely dilapidated and some portions of the structures have already been removed.

## Voice of the Community Survey Results

During the Voice of the Community Meeting, the community at large was asked to weigh in on whether or not they wanted to see Tonalea (Red Lake) implement this strategy. The bar chart shows the community response.

Would you like to see Tonalea (Red Lake) implement this strategy?



## Findings from the

### Key Success Factor Analysis

With four of the five Key Success Factors for Environmental Restoration scoring above average, it is clear why this strategy was the top-ranked strategy of the 25. Tonalea Red Lake has brownfield sites and can coordinate politically to advance projects in such areas. The only negative factor is the access to large-scale capital, which could be overcome through advocacy with the Navajo Thaw.

#### KEY SUCCESS FACTOR

#### SCORE

Availability of brownfield sites	4
Capable, experienced economic development professionals	3
Local government support	3
Strong state and/or federal legislative delegation	3
Access to large-scale capital	0

## Key Success Factor Report - Environmental Restoration

STRENGTHS TO BUILD UPON	
Major Comparative Advantages	Slight Comparative Advantages
Availability of brownfield sites	Capable, experienced economic development professionals Local government support Strong state and/or federal legislative delegation
CHALLENGES TO OVERCOME	
Slight Comparative Disadvantages	Major Comparative Disadvantages
No Entries	Access to large-scale capital

## The Promise Kept

The Chapter will improve its natural and built environment through the implementation of the Environmental Restoration strategy.





# Health Care Expansion

CATEGORY: Community Development	RANK: 7	SCORE: 46
JOBS: 5	LIVABILITY: 7	COMPLEXITY: 6

## Objectives of Strategy Implementation

Only 21 miles from Tuba City Regional Health Care Center, Tonalea Red Lake is fortunate to have close proximity to health services. Nonetheless, the Chapter envisions increased availability of specific health care services. Specific services that could be expanded to benefit the Chapter include the development of a nursing home, the provision of a small clinic, offering of dialysis services and utilization of the emerging fiber optics capacity for telemedicine services.

- **Nursing Home Project**—plans are in place for a \$40 million investment in a nursing home. The project is in the funding stages now. Sarah, is this a project that would be at Tonalea Red Lake or Tuba City or somewhere else?
- **Mobile Health Care Services**—Tonalea Red Lake is benefitted by the mobile health care services from Tuba City Regional Health Care. This service is supported by the Health Resources and Services Administration (HRSA).
- **Oncology Center**—Tuba City Regional Health is partnering with a national cancer non-profit to plan, develop and operate an oncology center. Funds are being raised for the project now.
- **Bodaway Gap Health Care Clinic**—one of the top priorities with Indian Health Services (IHS) is the development of the Bodaway Gap Health Care Clinic (when the facility becomes operational the name might change to Echo Cliffs Health Care Clinic).
- **Mobile Medical and Dental Program**—Tuba City Regional Health Care Corporation, in fulfilling its mission to serve rural communities, established the Mobile Medical and Dental Program. The primary goal of Mobile Medical and Dental is to provide primary health care and dental screenings to the community.

## Strategy Summary

Communities that have established notable centers of excellence for broad-based health care or specific health care specialties benefit from an unusually large cadre of well-paid professionals.

Communities such as Rochester, Minnesota, home of the Mayo Clinic, for example, benefit substantially from having a high health care location factor. ("Location factors" are an economic term referring to a high density of employment in an industry within a specific region.)

National trends have a significant impact on health care, especially in rural communities. Mergers and acquisitions create a dynamic where there are fewer health care conglomerates controlling hospitals dispersed throughout the country.

Additionally, federal policies on Medicaid and Medicare reimbursements have created a significant financial challenge for rural hospitals.

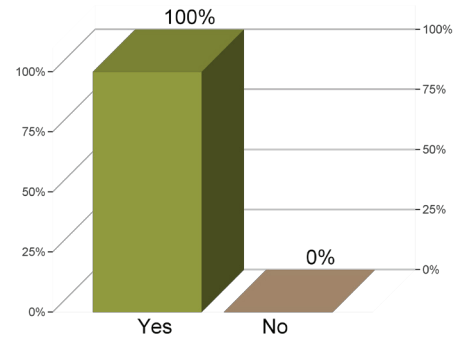
Communities desiring to pursue a health-care-based business development strategy should begin with a very objective analysis of the true competitive position of their local hospital and medical community. While every community likes to boast that they have competitive superiority with respect to health care professionals and facilities, a realistic assessment may prove otherwise.

It may be more realistic to target a specialty area of health care. For example, many rural hospitals have targeted orthopedic care based upon the superiority of one or more orthopedic surgeons and the investment in state-of-the-art orthopedic assessment and surgery equipment.

## Voice of the Community Survey Results

During the Voice of the Community Meeting, the community at large was asked to weigh in on whether or not they wanted to see Tonalea (Red Lake) implement this strategy. The bar chart shows the community response.

Would you like to see Tonalea (Red Lake) implement this strategy?



## Findings from the Key Success Factor Analysis

Only two of the eight factors related to successfully advancing a Health Care Expansion strategy are positive. The most important factor, the perception that the Tuba City Regional Health Care Center has the financial means for expansion presents an opportunity.

The low-scoring factors indicate that Tonalea Red Lake will have to be proactive and strategic in order to successfully implement this strategy.

### KEY SUCCESS FACTOR

### SCORE

Financially sound existing health care facility	3
Local, available, low-skill labor pool	3
Prospect of an expanded geographic market for health care	2
Sufficient marketing, promotion, or public relations budget	1
Competent, strategic-minded hospital and health-care executives	1
Strong community support	1
Local, available, high-skill labor pool	1
Existing excellence in local health care	0

## Key Success Factor Report - Health Care Expansion

STRENGTHS TO BUILD UPON	
<b>Major Comparative Advantages</b> <hr/> No Entries	<b>Slight Comparative Advantages</b> <hr/> Financially sound existing health care facility Local, available, low-skill labor pool
CHALLENGES TO OVERCOME	
<b>Slight Comparative Disadvantages</b> <hr/> Sufficient marketing, promotion, or public relations budget Competent, strategic-minded hospital and health-care executives Strong community support Local, available, high-skill labor pool	<b>Major Comparative Disadvantages</b> <hr/> Existing excellence in local health care

## The Promise Kept

The Chapter will facilitate the successful development and operations of a nursing home, meeting the needs of the region.



# Infrastructure Development

<b>CATEGORY:</b> Other	<b>RANK:</b> 11	<b>SCORE:</b> 38
<b>JOB:</b> 2	<b>LIVABILITY:</b> 4	<b>COMPLEXITY:</b> 3

## Objectives of Strategy Implementation

The federally-imposed ban on development throughout the Former Bennett Freeze Area that has lasted since 1966 has left Tonalea Red Lake and the other eight Chapters of the Former Bennett Freeze Area with little, if any, infrastructure in many portions of the region.

The Navajo Nation has established an infrastructure funding process, largely through the Infrastructure Capital Improvement Plans (CIP), in order to allocated limited funding for priority infrastructure projects. Despite this, however, Tonalea Red Lake has many infrastructure projects that are necessary in order to serve their people.



Information provided in the Capital Improvement Plan section of this Recovery Plan details the infrastructure needs and desires of Tonalea Red Lake.

- **Chapter Modular**—the Chapter has invested \$45,000 in a new Chapter modular structure which will be very helpful until the new Chapter House is completed. The Chapter has budgeted \$40,125 for the project.
- **Fiber Optic Technology**—the Chapter is being bisected by a fiber optic line which can bring T3 fiber optic capacity to Tonalea Red Lake. The concern of the Chapter is that the fiber optics could cut through the Chapter boundaries without an “off ramp” providing high speed internet to the people of the Chapter.

The Chapter has been provided an estimate that it will cost \$65,000 to get an “off ramp” from the fiber optic line to the community.

The Chapter has passed a resolution advocating for improved information technology. The advances in fiber optics presents opportunities for education and health care strategies.

Although this new infrastructure is a great opportunity, it will come at a monthly cost to access. The Chapter would like to find users of the fiber optic capacity that would help offset the access fees.

## Strategy Summary

The term infrastructure describes all of the basic utilities and public services needed by communities and businesses. Infrastructure includes, but is not limited to, power, water, sewer, storm sewer, street/roads, and telecommunications.

Although “infrastructure development” is an economic development strategy, it is typically viewed of a means-to-an-end in terms of providing the necessary input for other strategies to be successful.

Infrastructure development is considered an economic development strategy in-and-of-itself in that it is a long-term commitment toward the betterment of communities and the businesses that they support.

Communities need to examine the infrastructure requirements both of their current residents, as well as their projection of future residential, commercial, and industrial demands.

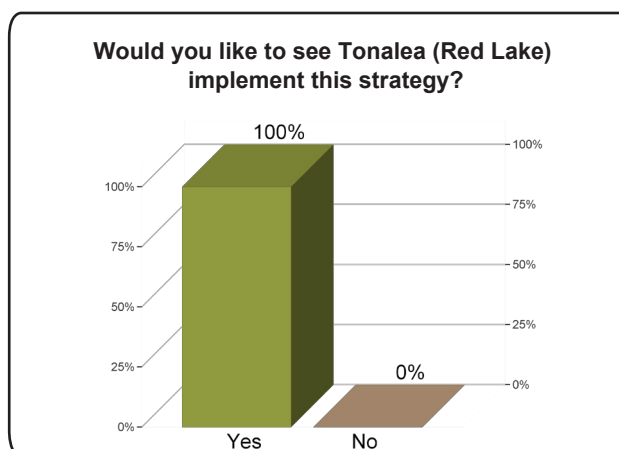
The federal government, and most state governments, provide long-term, low-interest debt financing to advance eligible infrastructure projects. At times, particularly when immediate job creation opportunities arise, grant funding is available for infrastructure development.

Communities pursuing an infrastructure development strategy should strategically assess their needs, and engineer solutions consistent with long-term projections.

- **NTUA High Speed Internet Project**—NTUA has committed \$65,000 to connect their fiber optic system to the Chapter.
- **Bus Turnout on Highway 160**—the Chapter has received a commitment of funding from the Arizona Department of Transportation to construct three bus turnouts.
- **Navajo Bus Routes 6011 and 6270**—the Chapter has completed assessments with detailed records of the road washouts. The project requires that the TCLUP-c hold public hearings.
- **Road Improvements**—the Chapter is working to advance road improvement projects on N21, N215 and N213. The Chapter is coordinating with the Navajo Department of Transportation to advance the projects.
- **Unhealthy Food Tax Projects**—the Chapter has approximately \$50,000-\$60,000 in accumulated funds from the Unhealthy Food Tax. Priority projects include a trails project (FY2019) and exercise equipment (FY2018). The Chapter has submitted a grant through NTEC for \$83,000 to complete both projects.
- **Tonalea Senior Center Sewer**—this project was completed in the summer of 2019.
- **Roundabout Project**—one of the top transportation-related projects is a proposed roundabout at Highways 160 and N21. The Chapter is advocating for this development, and has received a commitment for rumble strips and a flashing light at the intersection. \$800,000 of funding for this purpose is proposed to be utilized in 2023. The Chapter is seeking an endorsement from the Navajo Nation Law and Order Committee for this project.

## Voice of the Community Survey Results

During the Voice of the Community Meeting, the community at large was asked to weigh in on whether or not they wanted to see Tonalea (Red Lake) implement this strategy. The bar chart shows the community response.



## Findings from the Key Success Factor Analysis

While Infrastructure Development is a highly valued strategy, three of the four Key Success Factors score below average. Tonalea Red Lake has proven its ability to access government funding for priorities, and will need to extend this skill in order to be successful.

Continuing to analyze infrastructure needs and determine accurate cost estimates is one needed next step.

### KEY SUCCESS FACTOR

### SCORE

Access to long-term infrastructure loans and grants	3
Accurate, long-term analysis of infrastructure needs and costs	1
Team approach to infrastructure finance	1
Community support for needed infrastructure rate increases	1

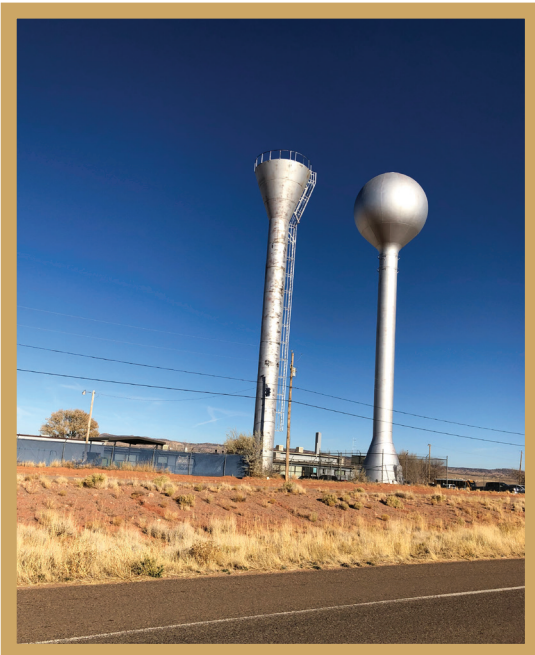


## Key Success Factor Report - Infrastructure Development

STRENGTHS TO BUILD UPON	
Major Comparative Advantages	Slight Comparative Advantages
No Entries	Access to long-term infrastructure loans and grants
CHALLENGES TO OVERCOME	
Slight Comparative Disadvantages	Major Comparative Disadvantages
Accurate, long-term analysis of infrastructure needs and costs Team approach to infrastructure finance Community support for needed infrastructure rate increases	No Entries

### The Promise Kept

Projects in the Chapter's Capital Improvement Plan list will all be funded, improving the quality of life for area residents.





# Pass-through Visitor Services

CATEGORY: Tourism	RANK: 2	SCORE: 64
JOBS: 2	LIVABILITY: 7	COMPLEXITY: 1

## Objectives of Strategy Implementation

Highway 160 is the primary east-west transportation route through the Navajo Nation. Bisecting the Tonalea Red Lake Chapter, local residents see tourist traffic passing back and forth between the Grand Canyon and Monument Valley—two significant and iconic national travel destinations.

The Tonalea Red Lake Chapter has two attractions of its own: Elephants Feet and the White Mesa Arch. Elephants Feet is a very prominent geological feature along highway 160. An opportunity to improve the pullout and to provide some interpretative documentation should be capitalized upon.

To date, Tonalea Red Lake has done little to proactively capture business opportunities related to this economic lifeline passing through the Chapter. Although two stores, including one gas station, do serve the passing motorists, Tonalea Red Lake would benefit from a Navajo Nation-wide implementation of the 2015 Tourism Strategic Plan.

People that live in the vicinity of the White Mesa Arch are not supportive of the area becoming a tourism destination, so any development or promotion should be done with tremendous sensitivity.

## Strategy Summary

Depending on a community's proximity to major interstates, highways, scenic byways, and other significant travel routes, communities can enjoy the benefits of non-destination visitor expenditures.

Travel expenditures can be categorized as destination travel expenditures or pass-through travel expenditures. Unlike destination travel, pass-through travel simply represents the activity that a traveler conducts on the way to their destination. These expenditures are typically fuel, meals, and sometimes lodging.

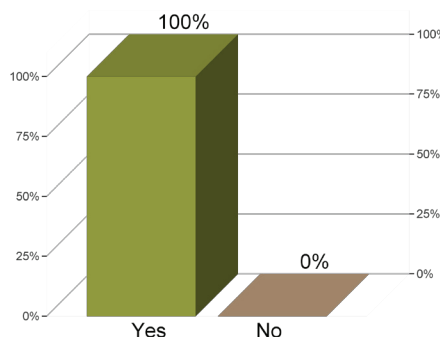
Generally, these expenditures happen regardless of efforts made by local communities. Certain targeted efforts, however, can have a modest impact on pass-through visitor expenditure patterns:

- Signage on travel routes (freeways, highways, etc.)
- Community entrance beautification efforts
- Low-frequency AM Radio transmitters
- Hospitality training educating front-line workers about local visitor destinations

## Voice of the Community Survey Results

During the Voice of the Community Meeting, the community at large was asked to weigh in on whether or not they wanted to see Tonalea (Red Lake) implement this strategy. The bar chart shows the community response.

Would you like to see Tonalea (Red Lake) implement this strategy?



## Findings from the Key Success Factor Analysis

Tonalea Red Lake's location on a designated scenic route between the Grand Canyon and Monument Valley presents a comparative advantage for the Chapter. To date, the Chapter has not been focused on attracting revenues from passersby. This factor will have to be improved in order for the strategy to be successfully implemented.

### KEY SUCCESS FACTOR

### SCORE

Proximity to travel routes	3
Local, available, low-skill labor pool	3
Local focus on revenues from visitors	1
Local, available, high-skill labor pool	1

## Key Success Factor Report - Pass-through Visitor Services

### STRENGTHS TO BUILD UPON

#### Major Comparative Advantages

No Entries

#### Slight Comparative Advantages

Proximity to travel routes

Local, available, low-skill labor pool

### CHALLENGES TO OVERCOME

#### Slight Comparative Disadvantages

Local focus on revenues from visitors

Local, available, high-skill labor pool

#### Major Comparative Disadvantages

No Entries



### The Promise Kept

Appropriate development and promotion of area landmarks will lead to improved Pass Through Visitor Services activity.



# Value-added Agriculture

CATEGORY: Value-added	RANK: 23	SCORE: 13
JOB: 9	LIVABILITY: 2	COMPLEXITY: 9

## Objectives of Strategy Implementation

Although the Steering Committee did not produce a specific list of possible farming and ranching commodities that could be expanded, there is recognition that a subsurface water resource could expand the agricultural production opportunities of Tonalea Red Lake.

While there is great interest in a Value-added Agriculture strategy, the limit of 10 sheep per permit holder makes it highly challenging to foster sufficient supply to elevate a livestock project to a large-scale ranching and processing opportunity.

## Strategy Summary

Counties—and frequently clusters of counties—may produce an inordinate amount of one or more agricultural products based upon competitive advantages such as soil types, climate, and elevation.

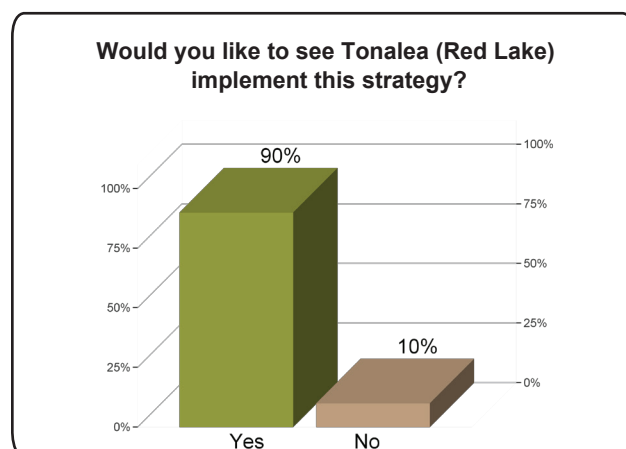
If sufficient volumes of individual raw materials are produced, communities may have an opportunity to “add value” to the raw commodities through processing. Examples include producing french fries from potatoes, sugar from sugar beets/sugar cane, steaks from cattle, and wine from grapes.

Advantages from value-added agricultural business include retaining profits and job-creation opportunities locally, providing jobs consistent with skill levels of the local labor force, and reinforcing the culture and economy of local communities.

Drawbacks from a value-added agriculture strategy typically include a high demand on local utilities (typically water, sewer, and power), frequently below-to-average wage levels, and sometimes undesirable wastewater and air emissions.

## Voice of the Community Survey Results

During the Voice of the Community Meeting, the community at large was asked to weigh in on whether or not they wanted to see Tonalea (Red Lake) implement this strategy. The bar chart shows the community response.



## The Promise Kept

Capitalizing upon improved availability of water will lead to the implementation of targeted agricultural production opportunities.



## Findings from the Key Success Factor Analysis

Tonalea Red Lake would like to take advantage of relatively high-scoring factors such as the availability of land and low-skill labor to advance a Value-added Agriculture strategy. Six of the Key Success Factors, however, score below average—the lack of water and infrastructure must be overcome.

### Key Success Factor Report - Value-added Agriculture

STRENGTHS TO BUILD UPON	
<b>Major Comparative Advantages</b> <hr/> No Entries	<b>Slight Comparative Advantages</b> <hr/> Availability of land for business prospects Local, available, low-skill labor pool
CHALLENGES TO OVERCOME	
<b>Slight Comparative Disadvantages</b> <hr/> Proximity and access to markets Ability to successfully market materials Local, available, high-skill labor pool	<b>Major Comparative Disadvantages</b> <hr/> Proximity to large volumes of agricultural commodities Access to large-scale capital Ability to understand industry trends and opportunities Excess water and sewer infrastructure capacity Availability of local buildings Availability of local infrastructure



## Section 3:

# Quality-of-Life Initiatives

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### Quality-of-Life Initiatives

- Chapter House Project
- Housing Improvements
- Public Safety Complex
- Veterans Facility and Services
- Community Cemetery Expansion
- One-acre Transfer Station



## Quality-of-Life Initiatives

### Background

For most communities, economic development is not just about creating jobs. Many communities are recognizing that they must take proactive measures to sustain and improve the quality of life for their residents and future generations.

Building Communities approaches this by asking Steering Committee members and *Voice of the Community Meeting* attendees the following question: “What is impacting the quality of life in your community?”

Invariably, a thoughtful discussion ensues. Typically, between 10-40 issues are identified. Where logical and convenient, many of the issues/projects are then combined into manageable efforts that could be handled by the community in order to improve its quality of life.

Ultimately, the Steering Committee discusses all of the potential *Quality-of-life Initiatives* and selects a subset of such initiatives for implementation.

### Initiatives Selected by Tonalea (Red Lake)

In addition to the economic development strategies and the infrastructure projects which comprise the Infrastructure Capital Improvement Plan list, the Tonalea Red Lake Steering Committee also considered several Quality-of-Life Initiatives that would add to the livability for the Chapter.

Much of the focus of the “quality of life” discussion helped to better inform the economic development strategies. Nonetheless, there were six projects identified as Quality-of-Life Initiatives:

Ultimately, Tonalea (Red Lake) selected six *Quality-of-Life Initiatives* for implementation. Below is a brief description of each of these selected initiatives.



#### Chapter House Project

The top priority project for many years for the Tonalea Red Lake Chapter has been the development of a new Chapter House. Currently, the Chapter has been utilizing the senior center facility which is insufficient for the variety of government and community activities necessary for the full Chapter.

Over the fall of 2019, the Chapter stepped up its advocacy for funding from the Navajo Nation for the project. Council Delegate Paul Begay was instrumental in successfully

requesting \$3 million. The approval was made by the Navajo Nation Chief of Staff. Added to \$1,050,000 from the Chapter, sufficient funding for the build out of this critical project is in hand.

## Housing Improvements

The top priority Quality-of-Life Initiative relates to housing. Responding to the impetus of the Begaye-Nez Administration, the Chapter conducted an extensive assessment of the housing conditions within the Bennett Freeze portion of the Chapter. Currently, the data that was collected is locked in a warehouse but will be retrieved. The Native Builders Team will receive the non-confidential information and develop a report that allows the Chapter to explain the data that was collected in a way that decisions can be made.

In total, there are exactly 100 finalized home site leases in the Bennett Freeze portion of the Chapter. All of these leases have been assigned numbers. It is noted that many of the families moved out of the Bennett Freeze area due to the inability to improve their homes.



In addition to the finalized home site leases, there are several pending site leases. Retrieving the paperwork for the pending leases is a current priority of the Chapter.

The housing assessment process utilized the Google Earth mapping platform to identify the longitude and latitude of the various homes.

## Public Safety Complex

Chapter residents are extremely concerned about the long response time that they must endure for emergency services such as police, fire and ambulance. For this reason, the Chapter would like to begin to advance a public safety complex which would provide local services. Land for these services would likely be along N21.



## Veterans Facility and Services

Currently, the veterans of the Chapter meet at an area church. The Chapter would like to advance a housing development project that would benefit veterans. Currently, for example, one of the local veterans lives in a mobile home in Page but strongly desires to “come home.” As a result of this Navajo Thaw initiative, Chapter officials will reach out to the veterans community to better understand needed improvements in facilities and services.

## Community Cemetery Expansion

Currently, the four acre community cemetery is at capacity and the Chapter is seeking an addition 10-20 acres for cemetery expansion. Most likely the Chapter will succeed in securing the additional 10 acres. Additional pressure for cemetery expansion is stemming from a decision by the Navajo Nation to no longer allow private burials.

## One-acre Transfer Station

The Chapter would like to develop a transfer station which would utilize one acre adjacent to the 10 acre cemetery expansion project near the Chapter House. The Chapter is seeking support from the Arizona Department of Environmental Quality.

Section 4:

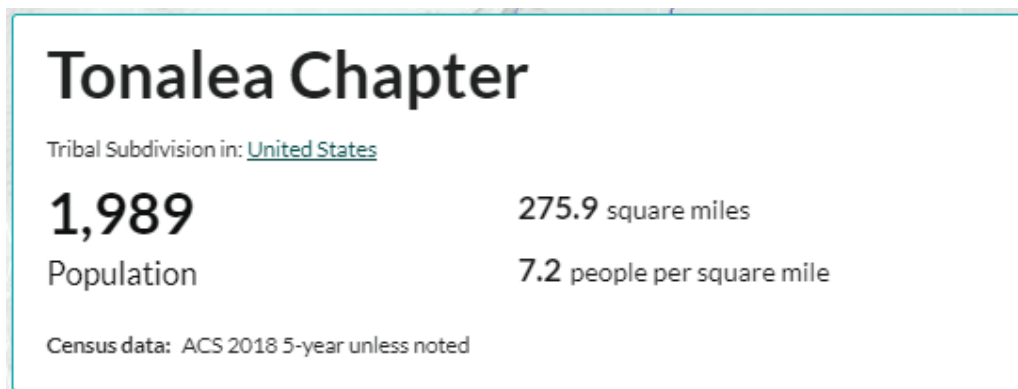
# **Chapter Demographics**

## Chapter Demographics

### Census Data

Article One of the United States Constitution directs the population be enumerated at least once every 10 years and the resulting counts used to set the number of members from each state and the House of Representatives, and, by extension, the Electoral College. The Census Bureau conducts a full population count every 10 years (in years ending with a 0) and uses the term 'decennial' to describe the operation. Between censuses, the Census Bureau makes population estimates and projections.

American FactFinder is a service of the United States Census Bureau and provides access to the Census Bureau Data. The information below is summarized from the American FactFinder.



## Demographics

† Margin of error is at least 10 percent of the total value. Take care with this statistic.

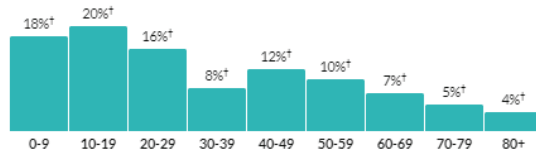
## Age

# 27.8

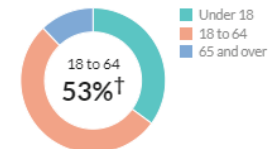
## Median age

about three-quarters of the figure in United States: 37.9

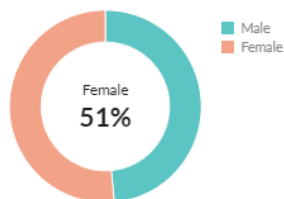
Population by age range


[Show data / Embed](#)

Population by age category


[Show data / Embed](#)

## Sex


[Show data / Embed](#)

## Race &amp; Ethnicity



\* Hispanic includes respondents of any race. Other categories are non-Hispanic.

[Show data / Embed](#)

## Economics

† Margin of error is at least 10 percent of the total value. Take care with this statistic.

## Income

# \$10,134

## Per capita income

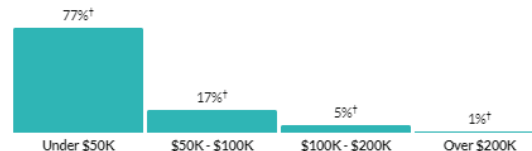
about one-third of the amount in United States: \$32,621

# \$19,896

## Median household income

about one-third of the amount in United States: \$60,293

Household income


[Show data / Embed](#)

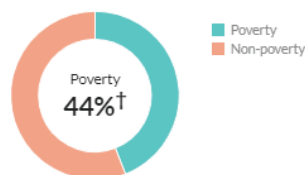
## Poverty

# 40.4%

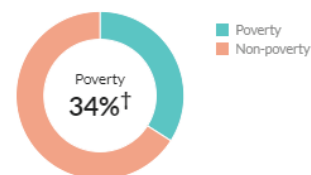
## Persons below poverty line

more than double the rate in United States: 14.1%

Children (Under 18)


[Show data / Embed](#)

Seniors (65 and over)


[Show data / Embed](#)

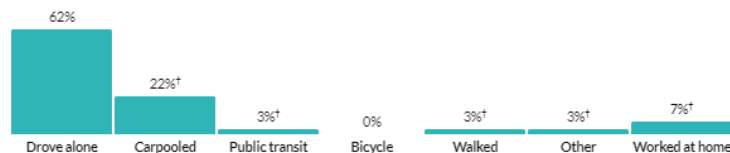
## Transportation to work

# 48.7 minutes

## Mean travel time to work

nearly double the figure in United States: 26.6

Means of transportation to work



\* Universe: Workers 16 years and over

[Show data / Embed](#)

† Margin of error is at least 10 percent of the total value. Take care with this statistic.

† Margin of error is at least 10 percent of the total value. Take care with this statistic.

**Families**

† Margin of error is at least 10 percent of the total value. Take care with this statistic.

**Households****524**

Number of households

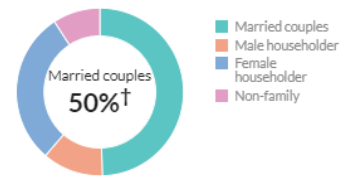
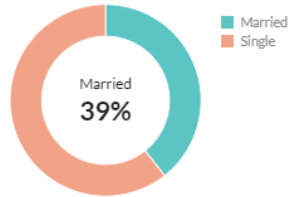
United States: 119,730,128

**3.8**

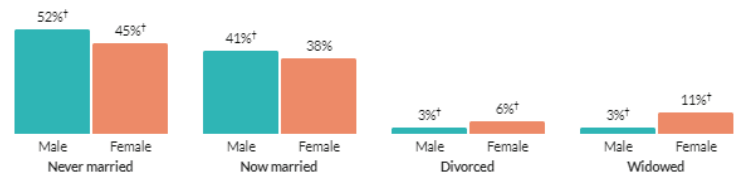
Persons per household

about 1.4 times the figure in United States: 2.6

Population by household type

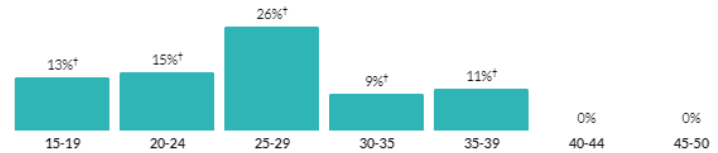
[Show data / Embed](#)**Marital status**

\* Universe: Population 15 years and over

[Show data / Embed](#)**Marital status, by sex**[Show data / Embed](#)**Fertility****11%**

Women 15-50 who gave birth during past year

more than double the rate in United States: 5.2%

**Women who gave birth during past year, by age group**

\* Universe: Women 15 to 50 years

[Show data / Embed](#)



## Housing

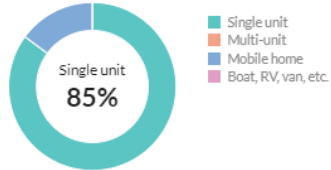
## Units &amp; Occupancy

**524**

Number of housing units

United States: 136,384,292

## Types of structure

[Show data](#) / [Embed](#)

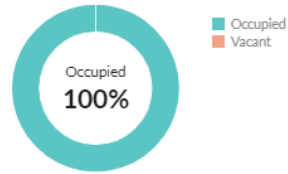
## Value

**\$50,400**

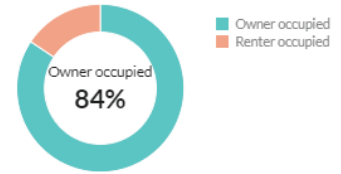
Median value of owner-occupied housing units

about one-quarter of the amount in United States: \$204,900

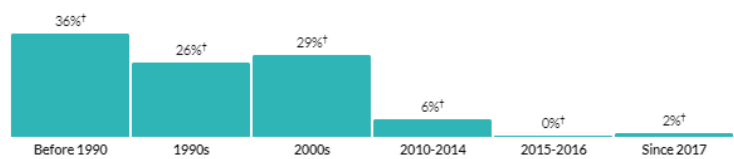
## Occupied vs. Vacant

[Show data](#) / [Embed](#)

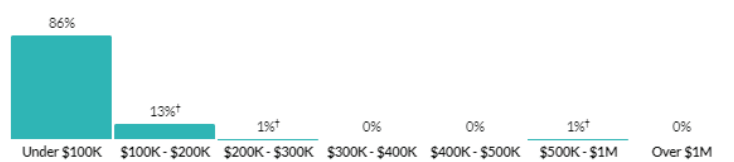
## Ownership of occupied units

[Show data](#) / [Embed](#)

## Year moved in, by percentage of population

[Show data](#) / [Embed](#)

## Value of owner-occupied housing units

[Show data](#) / [Embed](#)

## Geographical mobility

**5.1%**

Moved since previous year

about one-third of the rate in United States: 14.5%

## Population migration since previous year

[Show data](#) / [Embed](#)

† Margin of error is at least 10 percent of the total value. Take care with this statistic.

† Margin of error is at least 10 percent of the total value. Take care with this statistic.

## Social

† Margin of error is at least 10 percent of the total value. Take care with this statistic.

## Educational attainment

**67.1%**

High school grad or higher

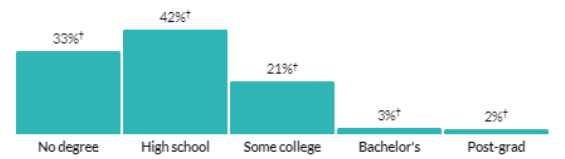
about three-quarters of the rate in United States: 87.7%

**4.5%**

Bachelor's degree or higher

less than a fifth of the rate in United States: 31.5%

Population by minimum level of education



\* Universe: Population 25 years and over

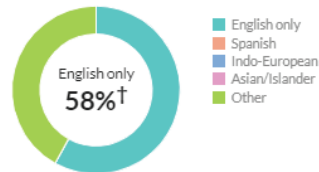
[Show data](#) / [Embed](#)

## Language

**N/A**

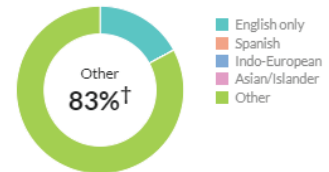
Persons with language other than English spoken at home

Language at home, children 5-17



[Show data](#) / [Embed](#)

Language at home, adults 18+



[Show data](#) / [Embed](#)

## Place of birth

**N/A**

Foreign-born population

Place of birth for foreign-born population



[Show data](#) / [Embed](#)

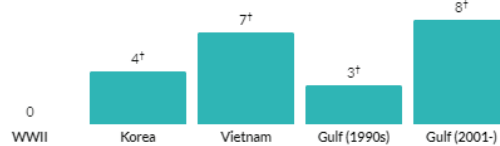
## Veteran status

**2.5%**

Population with veteran status

about one-third of the rate in United States: 7.5%

Veterans by wartime service



\* Civilian veterans who served during wartime only

[Show data](#) / [Embed](#)

**32** Total veterans

**32** Male

**N/A** Female

† Margin of error is at least 10 percent of the total value. Take care with this statistic.

Section 5:

# **Chapter Budget**

## Chapter Budget

### Program Budget Summary Information

Each of Navajo Nation's 110 Chapters provide Program Budget Summary Information to the Navajo Nation Division of Community Development. The table below provides information for Fiscal Year 2020.

Funding Source	Amount	% of Total
Chapter Non-Administrative Costs	\$124,751	38.6%
Company Stipends	\$27,991	8.7%
General Liability	\$343	0.1%
Personnel	\$114,455	35.4%
Special Revenue	\$54,369	16.8%
Workers Compensation	\$689	0.2%
Workers Compensation Chapter Offices	\$336	0.1%
<b>TOTAL:</b>	<b>\$322,934</b>	<b>100%</b>

Section 6:

# **Capital Improvement Plan (CIP)**

# Capital Improvement Plan (CIP)

## Overview

### Wildcat Peak Powerline Extension Project Phase II

With the Chapter House project funded and Phase I of the Wildcat Peak Powerline Extension project completed, the top infrastructure project currently needing funding for the Tonalea Red Lake Chapter is Phase II of the Wildcat Peak Powerline Extension project. This project would extend power to 23 homes in the Former Bennett Freeze area with a 13.2 mile line extension. The most recent cost estimate by the Navajo Tribal Utility Authority calls for a project cost of \$1.6 million.

NTUA is making a contribution to the project of \$1,500 per house, totaling \$34,500. Funding from NTUA will be for the wiring of the houses. Right-of-way costs are being borne by the Chapter.

The Chapter has contributed \$153,648.41 of matching funds plus \$174,431.25 toward the right of way. The Chapter will seek reimbursement for these commitments from various sources, potentially including the Integrated Resource Management Planning budget managed by the Bureau of Indian Affairs.

### Sour Wash Powerline Extension

The second highest current priority infrastructure project is the Sour Wash Powerline Extension project which will serve 33 homes in the Navajo partition land area of the Chapter. A resolution has been passed in support of the project. The Chapter has committed to conduct the assessment of the homes to complete the development process.

### Mormon Springs (N21-South)

The Tonalea Red Lake Chapter has passed a resolution in support of the Mormon Springs Powerline Extension project which would serve four homes in the NPL area.

Navajo Nation Chapters as well as other entities (Divisions, Departments, Programs and even Non-profit Entities) can participate in the Navajo Nation Infrastructure Capital Improvement Plan (CIP) process.

These plans relate to the needed infrastructure for Navajo Nation communities and entities to support the Navajo people.

The CIP is a six-year plan which is updated every year. Projects that are identified in the CIP process typically have a high-dollar value, and are not a part of the annual operating budget for Navajo governmental units. As such, the projects identified within the CIP plans are not annual expenses and not the responsibility of local governments and their provision of services to the people.

The type of infrastructure projects that are typically identified include roads, bridges, water infrastructure, wastewater infrastructure, power and telecommunications.

The Navajo Thaw Implementation Plan seeks to integrate the priorities identified by each of the nine Navajo Thaw Region Chapters in order that such projects compete more effectively for Navajo Nation and federal funding.





Tonalea Red Lake Chapter Projects FY2019		
Project	Budget	Status
Chapter House Replacement	\$4,050,000	Funding Secured
Wildcat Peak Powerline Extension Project Phase II	\$1,600,000	Funding Being Sought
Sour Wash Powerline Extension Project	TBD	Funding Being Sought
Mormon Springs Powerline Project	TBD	Funding Being Sought
Tonalea Commercial Sight Feasibility Studies	\$45,000	Funding Being Sought
40 Acre Land Development Project Near White Mesa	TBD	Funding Being Sought
Unhealthy Food Tax Projects	\$80,000	Some Funding in Place; Matching Grant Funding Being Sought
Chapter Modular Acquisition and Setup	\$40,000	Project Underway

INFRASTRUCTURE CAPITAL IMPROVEMENT PLAN FY 2021 - 2026

Tonalea/Red Lake

Capital Project Description

Year Rank:2020 - 1

Project Title:New Tonalea Chapter House

Contact Name:k

Project description:Statement of Need:

Project Location:Tonalea

2021 - 2026

Project ID:NTCH51110-002552

Contact Phone:(928) \_\_\_\_ - \_\_\_\_

Contact Email:Tonelea@navajochapters.org

Secured and Potential Funding Budget

Funding Type	Funding Source	Potential Funding Amount applied for; or to be applied for:	Applied For?	Amount Secured	Date Received
Navajo Nation	NN Gaming Funds	\$20,241	Yes		
Navajo Nation	Sihasin	\$1,050,000	Yes	\$1,050,000	Sunday, July 1, 2018
Navajo Chapter	Chapter CIP Funds	\$263,239	Yes	\$263,239	Sunday, October 1, 2017

Proposed Budget

	Completed	Amount Secured	Amount Y1	Amount Y2	Amount Y3	Amount Y4	Amount Y5	Amount Y6	Total Not Yet Funded
Land	No		\$0						\$0
Planning / Predesign	No	\$125,000	\$0						\$0
Architecture / Engineering	No	\$125,000	\$0						\$0
Construction	No	\$1,050,000	\$1,300,344						\$1,300,344
Other	No		\$90,000						\$90,000
Total		\$1,300,000	\$1,390,344						\$1,390,344

Annual Operating Budget: (Entity Responsibility)

	Amount Y1	Amount Y2	Amount Y3	Amount Y4	Amount Y5	Amount Y6	Total for next 6 years
Operating / Maintenance							\$0
Operating Revenues							\$0
Total							\$0

INFRASTRUCTURE CAPITAL IMPROVEMENT PLAN FY 2021 - 2026

Tonalea/Red Lake

Capital Project Description

Year Rank:2020 - 2

Project Title:Wildcat Peak Power Line Extension Project Phase II

Contact Name:Marlinda Whiterock

Project description:The Wildcat Peak Power Line Extension Phase II project is located on the Former Bennett Freeze Area. The Power Line Extension will serve 25 families.

Statement of Need:The families who are residing on the Former Bennett Freeze Area were prohibited from any development for more then 40 years. The families needs electricity will improved their health, by having refrigeration for food such as vegetables, fruits and meat product would be stored for a longer period of time. The electricity will improved the children education, they will no longer do their homework by kerosene lamps. The fume from kerosene lamp cause headaches and has other health effect on the family.

2021 - 2026

Project ID:WPPLPPI51110-001802

Contact Phone:928 283-3430

Contact Email:mwhiterock@navajochapters.org

Project Location: Tonalea Chapter will be working the families, and other key projects stake holders.  
N.W. of Chapter

Secured and Potential Funding Budget

Funding Type	Funding Source	Potential Funding Amount applied for; or to be applied for:	Applied For?	Amount Secured	Date Received
Federal	CDBG		No		
Navajo Nation	NN CIP General Funds		No		
Federal	AMIL		No		
Navajo Chapter	Chapter CIP Funds		No		

Proposed Budget

	Completed	Amount Secured	Amount Y1	Amount Y2	Amount Y3	Amount Y4	Amount Y5	Amount Y6	Total Not Yet Funded
Land	NA	\$174,431	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Planning / Predesign	No		\$0	\$0	\$0	\$0	\$0	\$0	\$0
Architecture / Engineering	No		\$0	\$0	\$0	\$0	\$0	\$0	\$0
Construction	No		\$1,567,254	\$0	\$0	\$0	\$0	\$0	\$1,567,254
Other	No		\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total		\$174,431	\$1,567,254	\$0	\$0	\$0	\$0	\$0	\$1,567,254

Annual Operating Budget: (Entity Responsibility)

	Amount Y1	Amount Y2	Amount Y3	Amount Y4	Amount Y5	Amount Y6	Total for next 6 years
Operating / Maintenance	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Operating Revenues	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total	\$0	\$0	\$0	\$0	\$0	\$0	\$0

INFRASTRUCTURE CAPITAL IMPROVEMENT PLAN FY 2021 - 2026

Tonalea/Red Lake

Capital Project Description

Year Rank:2021 - 1

Project Title:Sour Wash Powerline Extension

Contact Name:Marlinda Whiterock

Project description:Power line extension in Sour Wash area of Tonalea Community. The power line extension will provide electricity for 13 families, who currently do not have any power to their homes. The power line extension will improve the family social and economic status.

Statement of Need:The 13 families do not have any power to their homes. The lives will greatly improved with electricity, refrigeration of food, light for children to do their homework.

Project Location:10 miles northesat of Tonalea Chapter

2021 - 2026

Project ID:SWPE51110-001628

Contact Phone:928 283-3430

Contact Email:mwhiterock@navajochapters.org

Secured and Potential Funding Budget

Funding Type	Funding Source	Potential Funding Amount applied for; or to be applied for:	Applied For?	Amount Secured	Date Received
Navajo Chapter	Chapter CIP Funds		No		
Navajo Nation	NN CIP General Funds		No		
Federal	CDBG		No		
Federal	AML		No		

Proposed Budget

	Completed	Amount Secured	Amount Y1	Amount Y2	Amount Y3	Amount Y4	Amount Y5	Amount Y6	Total Not Yet Funded
Land	No		\$0	\$0	\$0	\$255,000	\$0	\$0	\$255,000
Planning / Predesign	No		\$0		\$0	\$0	\$0	\$0	\$0
Architecture / Engineering	No		\$0		\$0	\$0	\$0	\$0	\$0
Construction	No		\$0		\$0	\$705,000	\$0	\$0	\$705,000
Other	No		\$0		\$0	\$55,000	\$0	\$0	\$55,000
Total			\$0	\$0	\$0	\$1,015,000	\$0	\$0	\$1,015,000

Annual Operating Budget: (Entity Responsibility)

	Amount Y1	Amount Y2	Amount Y3	Amount Y4	Amount Y5	Amount Y6	Total for next 6 years
Operating / Maintenance	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Operating Revenues	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total	\$0	\$0	\$0	\$0	\$0	\$0	\$0

INFRASTRUCTURE CAPITAL IMPROVEMENT PLAN FY 2021 - 2026

Tonalea/Red Lake

Capital Project Description

Year Rank:2022 - 1

Project Title:White Mesa Power Line Extension, Phase II

Contact Name:Marlinda Whiterock

Project description:The Power Line extension project is located on the Former Bennett Freeze Area. This project will serve 20 families. They were prohibited from any development for more then 40 years.

Statement of Need:The families who are residing on the Former Bennett Freeze Area were prohibited any development for more then 40 years. The families needs electricity will improved their health, by having refrigeration for food such as vegetables, fruits and meat product would be stored for a longer period of time. The electricity will improved the children education, they will no longer do their homework by kerosene lamps. The fume from kerosene lamp cause headaches and has other health effect on the family.

Project Location:Northwest of Tonalea Chapter

2021 - 2026

Contact Phone:928 283-3430

Contact Email:mwhiterock@navajochapters.org

Project ID:WMPLEPI51110-001795

Secured and Potential Funding Budget

Funding Type	Funding Source	Potential Funding Amount applied for; or to be applied for:	Applied For?	Amount Secured	Date Received
Navajo Nation	NN CIP General Funds		No		
Federal	AML		No		
Federal	CDBG		No		
Navajo Chapter	Chapter CIP Funds		No		

Proposed Budget

	Completed	Amount Secured	Amount Y1	Amount Y2	Amount Y3	Amount Y4	Amount Y5	Amount Y6	Total Not Yet Funded
Land	No		\$0	\$0	\$255,000	\$0	\$0	\$0	\$255,000
Planning / Pre design	No		\$0	\$0	\$0	\$0	\$0	\$0	\$0
Architecture / Engineering	No		\$0	\$0	\$0	\$0	\$0	\$0	\$0
Construction	No		\$0	\$0	\$675,000	\$0	\$0	\$0	\$675,000
Other	No		\$0	\$0	\$50,000	\$0	\$0	\$0	\$50,000
Total			\$0	\$0	\$980,000	\$0	\$0	\$0	\$980,000

Annual Operating Budget: (Entity Responsibility)

	Amount Y1	Amount Y2	Amount Y3	Amount Y4	Amount Y5	Amount Y6	Total for next 6 years
Operating / Maintenance	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Operating Revenues	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total	\$0	\$0	\$0	\$0	\$0	\$0	\$0

Section 7:

# **Community Land Use Plan (CLUP)**



## Community Land Use Plan (CLUP)

### Tonalea (Red Lake) CLUP Status

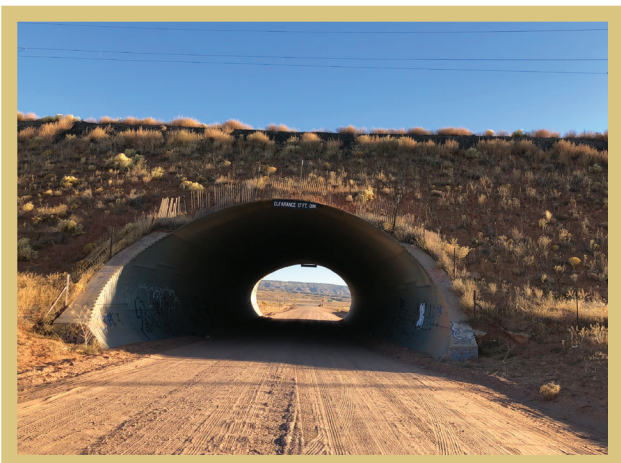
The CLUP Manual was updated in October 2017. The update was approved by the Resources and Development Committee.

The CLUP is always being updated and the next approval process will begin in about two years.

For Navajo Chapters, the purpose of their Comprehensive Land Use Plan (CLUP) is to guide the future development and preservation of their land while establishing policies for future land use. The CLUP document is intended to help Chapter officials and members to make better decisions regarding budgeting, capital improvements and land use in order to reach the community's vision for its future.

The CLUP document contains information from Navajo Nation, the Chapter, federal, state and local government. The focus of the CLUP is to provide direction for housing, coordinating infrastructure development, protecting open space, designating commercial areas, and identifying and prioritizing community facility improvements.

Ideally, the CLUP is developed and approved based upon community involvement and feedback during the planning process. Ultimately, the CLUP serves to establish a set of policies to guide future land use decisions regarding residential subdivision plans, capital improvement projects, recreation and infrastructure plans, zoning districts and variance appeals.



Section 8:

# **Housing Assessment**

# Housing Assessment

## Overview

Over the past five years, the Navajo Nation has taken a coordinated, but somewhat decentralized, approach to assessing the housing conditions and needs. For the Navajo Thaw Region, this resulted in differing reports and analyses for each of the nine Chapters. Some of the Chapters completed a comprehensive and organized analysis of housing needs, while other Chapters did not have the capacity to conduct such an analysis. Ideally, the result of the Housing Assessment would: 1) allow for the release and utilization of Housing Escrow Funds for local Chapter housing priorities, and 2) position the Chapter for additional financial resources for housing improvements.

## Tonalea (Red Lake) Housing Assessment

Responding to efforts by the Begaye-Nez Administration, the Tonalea Red Lake Chapter responded positively and proactively by conducting housing assessment information. This information included, but was not limited to:

- Approved Housing Site Leases
- Pending Housing Site Leases
- Homes Considered to be in Very Bad Condition (99 Homes)
- Certificate of Indian Blood Documentation
- Record of Voters
- Household Size
- Power Availability
- Water Availability
- Leach Fields

Tonalea Community Land Use Plan Committee (TCLUP Committee) collected information which was saved as a KMZ file. A hard copy of this documentation is in the Tonalea Red Lake warehouse.

Section 9:

# Housing Escrow Funds

## HEF Policy

Recognizing the challenge that chapters are having in expending Housing Escrow Fund moneys, the NHLC and NHLCO have amended the policy to allow for the expenditure of HEF funding on personnel/labor.

## Housing Escrow Funds

### Housing Escrow Funds

On July 25, 2013, the Navajo-Hopi Land Commission unanimously passed resolution NHLCY-27-13, approving a NHLCO Proposal to Distribute the Escrow Funds Earmarked for FBFA Housing to FBFA Chapters Based on Percentage of Chapter Population in the FBFA Formula and Directing the NHLCO and the Division of Finance to Implement the Distribution.

The Navajo-Hopi Land Commission approved an Escrow Funds Use Plan in June 2011. The plan allocated funds for several projects, including a housing allocation of \$4.0 million for housing. Subsequently, NHLCO approved a drawdown of \$1.073 million to acquire 17 manufactured homes for the benefit of 17 recipients needing replacement homes on an emergency basis.

The available funding as of July 2013 was \$3,606,808. The NHLCO met on July 23, 2013 with representatives from four of the nine FBFA Chapters after proper notification and proposed to them a plan to distribute the funds to each Chapter based on their Chapter population in the FBFA. The representatives were in consensus to the proposal.

The July 27, 2013 resolution approved the distribution plan and authorized NHLCO to proceed to distribute the funding.

The resolution also stipulated that the Navajo-Hopi Land Commission Escrow Fund Policy would limit the available funding to \$30,000 per family.

The table below shows the available funding that is to be distributed to each of the Chapters.

Distribution of Escrow Funds Based on Chapter Population in the FBFA					
Chapter	Chapter Percentage Population in FBFA	Chapter Voter Registration	Voters in FBFA	Weighted Unit	Chapter Population in FBFA Share of Total Fund Available
Bodaway Gap	0.91	1356	1233.96	0.24	\$865,633.92
Kaibeto	0.09	1145	103.05	0.04	\$144,272.32
Coppermine	0.47	694	326.18	0.06	\$216,408.48
Tuba City	0.20	3490	698.00	0.14	\$504,953.12
Cameron	1.00	915	915.00	0.18	\$649,225.44
Coalmine	1.00	866	866.00	0.17	\$613,157.16
Leupp	0.03	1472	44.16	0.03	\$108,204.24
Tolani Lake	0.49	694	340.06	0.06	\$216,408.48
<b>Tonalea</b>	<b>0.28</b>	<b>1536</b>	<b>430.08</b>	<b>0.08</b>	<b>\$288,544.64</b>
<b>TOTAL</b>			<b>4,956.49</b>		<b>\$3,606,808.00</b>

## Tonalea (Red Lake) Housing Escrow Funds

The Tonalea Red Lake Chapter made a decision to utilize its Housing Escrow Funds (HEF) for its 10 Home Pilot Project Program. The designated funding allocation to Tonalea Red Lake from the Housing Escrow Fund is \$288,000. These funds are currently in the possession of the Chapter. The original plan was to leverage these funds with funding committed by the Navajo Nation Council (\$265,000). In addition, a \$100,000 match was to be provided by the Chapter. In total, therefore, approximately \$653,000 would be available for the project.

Unfortunately, the project became subject to political turmoil and the project, as originally designed, has not advanced. The Chapter is continuing to work to advance a project that can utilize its Housing Escrow Funds.

One current challenge is the lack of construction expertise, both in cost estimating as well as in project management. At one time, the Navajo Nation Division of Community Development had such resources. These resources are not only needed at Tonalea Red Lake, but throughout the Navajo Thaw Region.

Another challenge is the philosophy to develop such projects through sweat equity. The concept, utilizing local labor to assemble the housing with the Housing Escrow Funds being directed toward the purchase of materials, while well intentioned, has created a problem due to the lack of construction expertise. One solution may be through the Carpenters Union.

The Navajo Nation Department of Justice has advised that Chapters assume liability when they utilize volunteer and un-skilled labor for housing construction. This liability issue has also contributed to stalling construction projects.



Section 10:

# WHPacific Plan

## WHPacific Plan

### Overview

Between May and September of 2008, WHPacific, Inc. was contracted by the Navajo Nation's Design and Engineering Services (DES) to develop a Regional Recovery Plan for the Former Bennett Freeze Area (FBFA).

This effort included information-gathering within the FBFA, but also throughout the rest of nine Chapters affected by the freeze, for purposes of comparison in terms of the impact and resulting needs of residents. This plan consolidated the priority capital projects of nine Chapters affected by the former Bennett Freeze – Bodaway/Gap, Cameron, Coalmine Canyon, Coppermine, Kaibeto, Leupp, Tolani Lake, Tonalea, and Tuba City – to create a strategic implementation plan, which could have been reshaped for eventual submittal as a special appropriation request from Congress.

WHPacific Inc., gathered information using three main methods over the four and a half month planning process: 1) from residents, officials, and Chapter staff at two community workshops in each Chapter; 2) from research and analysis of existing plans and ongoing project efforts at Chapter, Tribal, and Federal agencies and departments; and 3) from field teams using a Global Positioning System (GPS) to take data points at houses, roads, and other man-made features, and assess each feature's condition, whether very good, good, fair, poor, or very poor based on particular criteria.

WHPacific, Inc., produced three deliverables: 1) a recovery plan identifying top priority capital projects, including estimated costs and recommendations for implementation, 2) updated land-use plans for each Chapter to proceed with certification, and 3) all gathered GPS data and maps in the form of a Geographic Information System (GIS) database.

Section 11:

# **Western Navajo Pipeline Project**

# Western Navajo Pipeline Project

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## Brown and Caldwell Report

In September 2013, Brown and Caldwell was authorized by the Navajo Nation to prepare the Tuba City Regional Water Plan (Plan). This plan was developed for the “Tuba City Nine Chapters (now known as the Navajo Thaw Region),” and included water planning for the Bodaway-Gap, Cameron, Coalmine Canyon, Coppermine, Inscription House, Kaibeto, LeChee, Red Lake #1/Tonalea, and Tuba City Chapters. (Note: The region is slightly different from the Navajo Thaw Region).

The plan summarized existing and anticipated water needs within that region, reviewed water resources available to serve those demands, evaluated alternatives to address supply deficiencies, and recommended a preferred alternative for implementation to address short- and long-term water supply deficiencies.

Brown and Caldwell is a part of the Navajo Thaw Support Team, working to develop and implement the Navajo Thaw Implementation Plan.

Section 12:

# **Swaback Partners Report**

## Swaback Partners Report

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### Planning and Design Manual

In 2012, the Navajo Housing Authority (NHA) engaged the services of Swaback Partners to develop a Planning and Design Manual which would serve as a roadmap to assist Chapters with the best practices of planning and community development. While not intended to be a substitute for Chapter Plans, the documentation was intended to provide better choices for housing types and needs.

The master planning effort introduced a new form of scattered housing focusing on rural settings with an emphasis on conservation resources. Workshops and open houses were utilized to receive public input.

Ultimately, the planning activities involved in this “Sustainable Community journey” were intended to guide the potential development of 34,000 new dwellings across the Navajo Nation.

Three stages of analysis work were completed:

- Stage One—Site Reconnaissance and Evaluation
- Stage Two—Programming Confirmation and Refinement
- Stage Three—Prototypical Plans and Sustainable Community Master Plans



# Appendices

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- A. Prioritized Strategy Report**
- B. Planning Methodology**

## Appendix A

## Prioritized Strategy Report

STRATEGY	SCORE	WANT	STRATEGY GROUP
Environmental Restoration	74	34%	Sector-specific
Pass-through Visitor Services	64	100%	Tourism
Attracting Funding	58	100%	Other
Cultural Tourism	54	75%	Tourism
Local/Regional Tourism	50	74%	Tourism
Education Development	48	100%	Community Development
Health Care Expansion	46	100%	Community Development
Value-added Mining	45	30%	Value-added
Attracting Government Jobs	42	64%	Other
Logistics Centers	41	34%	Sector-specific
Infrastructure Development	38	100%	Other
Business Recruitment	37	89%	General Business
Business Cultivation	37	50%	General Business
Business Retention and Expansion	36	90%	General Business
Leading-edge Development	34	94%	Sector-specific
Bedroom Community Development	31	57%	Community Development
Energy Development	29	95%	Sector-specific
Entrepreneurial Development	28	94%	General Business
Destination Tourism	20	65%	Tourism
Attracting Retirees	19	5%	Other
Downtown Development	18	91%	Community Development
Attracting Lone Eagles	14	64%	Other
Value-added Agriculture	13	90%	Value-added
Value-added Forest Products	12	17%	Value-added
Value-added Fisheries	12	0%	Value-added

## Appendix B

### Planning Methodology

In order to maximize community participation in the planning process, and to quickly transition the community to plan implementation, Tonalea (Red Lake) engaged Building Communities to employ its unique strategic planning methodology in the development of this plan. The Building Communities approach to strategic planning bypasses traditionally used planning and research components—such as lengthy demographic studies, which often add little to a plan in terms of usefulness over time and focuses instead on the development of action-oriented projects and initiatives. The Building Communities planning approach is objective, comprehensive and expeditious.

- **Objective:** Communities select community and economic development strategies and initiatives based on a logical analysis of the factors most relevant to community advancement
- **Comprehensive:** Communities consider a host of possible strategies and initiatives to improve local economic conditions, and to sustain and advance overall quality of life
- **Expeditious:** The process is fast-paced (typically 12 hours total) and excludes discussion unrelated to the development and implementation of the strategic plan

#### Vision and Mission

The development of vision and mission statements has long been “standard procedure” in traditional community and economic development strategic planning processes. These statements are crafted to inspire, convey core values, and to indicate the direction communities desire to head as they implement their plans. These are all important ingredients in any strategic plan. In the Building Communities planning methodology, vision and mission statements assume a different form. In fact, vision and mission statements *appear* to be absent in the planning process and final plan, at least as traditionally seen. But they are anything *but* missing.

The Building Communities methodology recognizes that communities embrace similar values, missions, objectives and visions for the future—leadership, integrity, health, quality services, safe environments, responsible use of resources, economic growth and quality living, to name a few. Fully recognizing that these values and ideals are both common to, and important in, nearly all communities (if not all!), the Building Communities methodology integrates vision and mission statements seamlessly into the strategic plan, both expanding their content and application, and making them unique to the community.

As part of the Building Communities planning approach, Tonalea (Red Lake)’s vision—“what we aim to become based on who and where we are”—is presented in a lengthier format than just a sentence or two. It is found under the header “Our Community and Vision” in the Executive Summary. The plan itself can also be considered an extension of Tonalea (Red Lake)’s vision—a palpable manifestation of its values and desires—while the strategies and initiatives which constitute the bulk of the plan define Tonalea (Red Lake)’s mission—“*what we want to do to enact our vision.*”

Defining a community’s vision and mission is at the core of the Building Communities planning approach. For Tonalea (Red Lake), these elements emerged as participants were guided through a planning process that had two over arching objectives—improving local economic conditions and enhancing quality of life in the community.

## Objectives of Methodology

The Building Communities approach is firmly grounded in the belief that the objectives of community and economic development strategic planning (like the values and aims of visions and missions) are also common among communities—*improving economic condition* and *enhancing quality of life*. These two high-level objectives can be directly related, indirectly related, or almost completely insulated from one another, depending on the development projects being pursued by the community. For example, development of value-added projects offers the potential for significant improvement to a community's economic condition, but may only indirectly improve the quality of life enjoyed by its citizens. In like manner, strategic positioning as a bedroom community can dramatically improve general community conditions for residents in the form of residential amenities and aesthetic elements, but may only indirectly contribute to the economy. And some initiatives, such as well-developed tourism campaigns, may result in enhancements to both quality of life and the local economy.

The relationship between these two objectives works in both directions. That is, while improvements in one category may have a positive effect on the other, neglect in one—or overemphasis on it—may have a drag-down effect on the other. In order to maximize the benefit of community projects and initiatives, the Building Communities methodology emphasized analysis and planning in both of these categories during the planning process.

## Major Components of Planning Approach

The Building Communities planning approach brings together three important components to produce a strategic plan—people, analysis and action. These components were carefully combined and organized for Tonalea (Red Lake) in order to minimize time spent on relatively fruitless planning activities, while maximizing the power that each of the components brings to the process:

- **People:** The Plan Director, Plan Facilitator, Building Communities Support Staff, Steering Committee—and the Community at large
- **Analysis and Action:** Plan Week, which included these analyses and action-assignment sessions:
  - Key Success Factor Analysis
  - Quality-of-Life Initiatives (QOLIs) Session
  - Civic Condition Assessment
  - Voice of the Community Meeting
  - Strategy & QOLIs Selection Session
  - Assigning Essential Action Steps
  - Elevator Speech Session

## The People

This strategic plan is a road map to better the individual and collective lives of its people. As such, the Building Communities methodology places high value on involvement of the people. In fact, perhaps more than any other strategic planning process currently in use, the Building Communities approach invites—*no, requires!*—community members themselves to do the analyses and evaluations, determine the strategic projects and initiatives to be pursued, develop the content which constitutes the “meat” of the completed strategic plan and conduct follow-up activities to ensure that it is implemented, with Building Communities guiding the process.

Contrast this to traditional approaches in which often “detached” hired consultants do most or all of the analyses, interpret local conditions, write the plan, and community members accept the resulting plan as “their own.” Though this is the common formula, it in many cases leads to strategic plans being little more than expensive dust collectors. This is no future, and the Building Communities methodology does not use this model.

The Building Communities methodology employed the services of the following people:

- **Plan Director:** Sarah Slim - Serves as the liaison between Building Communities and Tonalea (Red Lake); oversees community outreach efforts; assists in creating the Steering Committee; coordinates all planning and implementation efforts over the life of the plan.
- **Plan Facilitator:** Brian Cole, President, Building Communities Inc. - Deploys the Building Communities Strategic Planning methodology, tools and software; provides guidance and assistance to the Plan Director; conducts planning, analysis and content-development sessions; delivers the plan in its various drafts and forms.
- **Building Communities Support Staff:** Though rarely visible to the community, Building Communities' support staff works behind the scenes to provide communities with effective and efficient planning tools, and to deliver a polished plan they can be proud of and use effectively.
- **Steering Committee:** Includes the Plan Director and represents the interests of Tonalea (Red Lake) in the planning process; participates in all Plan Week work sessions; invites community participation in the planning process; weighs all community input; selects strategies and initiatives for implementation; reviews and provides feedback on the draft final plan; leads implementation efforts during the life of the plan.
- **Citizens of Tonalea (Red Lake):** Includes all citizens and elected officials; provides crucial input during the Voice of Community Meeting and during plan review and adoption proceedings; assists and supports the Steering Committee during planning and implementation.

## Overview of Plan Week

The bulk of the analysis and data gathering needed to build the strategic plan were accomplished during Plan Week—a term actually coined by a Building Communities client to describe the series of rapid-fire Building Communities planning sessions.

Data-gathering and analysis sessions were first in the process. Evaluation sessions followed, in which collected data and information were assessed and weighed. Next were decision-making sessions during which Steering Committee members determined the strategies and initiatives which would define Tonalea (Red Lake)'s mission during the life of the plan. Initial plan implementation steps were also determined by the Steering Committee in the later sessions, and finalization of these “*Essential Action Steps*” is underway. In the final session of Plan Week, Steering Committee members were invited to reflect on the results of the preceding sessions, and to merge these with Tonalea (Red Lake)'s identity and aspirations to create an expanded statement of its vision and direction.

The seven sessions of Plan Week are designed to capture the “full body” of community and economic development considerations:

- A logical assessment of what the community **should do** based on the likelihood of success (the “mind”)
- The passion the community has to advance in a desired direction, or what it **wants to do** (the “heart”)
- The capacity of the community to advance based on its human, financial and technical resources, or what it **can do** (the “muscle”)

## Prior to Plan Week: Community Organizer Assessment

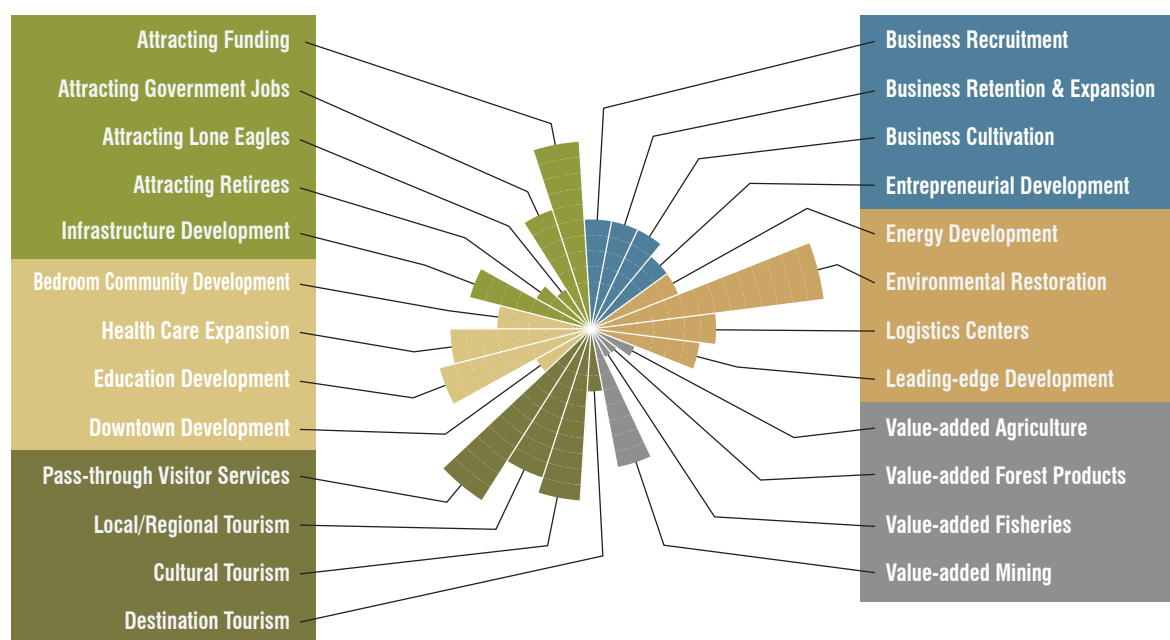
One part of community and economic development strategic planning often ignored is determining the capacity of the community to implement its plan. *Capacity* relates to the human, financial and technical resources needed to generally engage in community and economic development activities, and considers such things as unity of vision, land-use policy, community attitude and organizational stability.

The Building Communities planning approach addressed this critical element in Session 3—the *Community Organizer Assessment*—in which were presented a series of questions specific to the community and business development development aspirations of the community. This yielded a report detailing specific recommendations about how Tonalea (Red Lake) can increase its capacity in order to successfully implement its strategic plan. The results of the *Community Organizer Assessment* can be found in Section 5 of this plan.

## Session 1: Key Success Factor Analysis

Plan Week began with a fast-paced analysis of Tonalea (Red Lake)’s comparative advantage for a host of *Key Success Factors*—conditions, assets, abilities, etc. possessed by the community—related to 25 community and economic development strategies the community could pursue to improve economic condition and enhance quality of life.

The graphic below shows in “thumbprint” showing all the strategies the Steering Committee considered in this first session, and that the broader community also considered in a later session. Strategies ultimately selected appear as dark spokes, with the length of the spoke indicating the strategy’s potential for successful implementation.



The input from this session yielded Tonalea (Red Lake)’s *Prioritized Strategy Report*—a ranking of the 25 strategies on a scale of 0 to 100 based on the likelihood of successful implementation. This report, along with a more detailed explanation of its content, can be found in Section 1 of this plan.

## Session 2: Quality-of-Life Initiatives

Unlike the 25 strategies, which are presented as a finite list, *Quality-of-life Initiatives* are an “open book” whose main purpose is to address quality-of-life issues of concern to the community. In Session 2 members of the Steering Committee were asked the question, “What would improve the quality of life in your community?” and invited to consider major issues or concerns they have about the livability in Tonalea (Red Lake).



These initiatives were presented to the broader community in a later session for their consideration and input, before the final selection of initiatives to pursue was completed by the Steering Committee. A more detailed treatment of the *Quality-of-life Initiatives* follows in Section 4 of this plan.

### Session 3: Navajo Homework

Each of the Chapter Recovery Plans serves to assemble a lot of the data and existing planning that already exists for the chapter. The intention is to create a “one stop shop” for most of the high-level information needed by the chapter in order to successfully implement its plan.

The Navajo Homework includes Chapter Demographics, Chapter Budget, Capital Improvement Plan, Community Land Use Plan, Housing Assessment, Housing Escrow Funds, WHPacific Plan, Western Navajo Pipeline Project and Swaback Partners Report.

### Session 4: Voice of the Community Meeting

The entire community was invited to Session 4, a town-hall-style meeting carefully designed to receive broader input about the same strategies and initiatives being considered by the Steering Committee. During this meeting, two overall objectives were met.

First, the community was asked to consider the 25 strategies earlier presented to the Steering Committee and answer the following questions in relation to each:

- Would you like to see this strategy implemented in Tonalea (Red Lake)?
- Do you believe that Tonalea (Red Lake) can successfully implement this strategy?

The second objective was to present the results of the Steering Committee’s work on Quality-of-life Initiatives (from Session 2) and to receive feedback and other input on these topics. The results of the Voice of the Community Meeting were added to those of the Key Success Factor Session and presented to the Steering Committee in a later session as the *Enhanced Strategy Report*. This report can be found in Section 2 in this plan.

### Session 5: Strategy and Quality-of-Life Initiatives Selection

After the Steering Committee considered the “full body” of community and economic development considerations it made a final selection of strategies and *Quality-of-life Initiatives* in Session 5. For the strategies, this was accomplished during a detailed review of all strategy-related information from previous sessions. Where consensus could not immediately be reached about how to treat specific strategies, they were “held” and reviewed again later. This pattern continued until an acceptable subset of “selected” strategies was complete.

Additionally, the Steering Committee reviewed all previously considered *Quality-of-life Initiatives*, along with all related information collected in previous sessions. From the original list of topics, the Committee chose to “act on,” “write about” or “ignore” the concern or issue. Topics selected for action became full-fledged initiatives and were slated, along with the selected strategies, for further development in Session 6.

### Session 6: Assigning Essential Action Steps

Deciding *what* to do is almost always easier than determining *how* to get things done. Making decisions about how to begin implementation of selected strategies and initiatives, about who will lead these efforts for each strategy/initiative and determining exactly what steps need to be taken along the way is challenging work in the Building Communities methodology. And, equally important (perhaps even more so) is

community members assuming ownership of making these implementation decisions. The “Achilles heel” of many strategic plans is the disconnect between community members and their plan when implementation consists of little more than “the consultant says this is what we should do.”

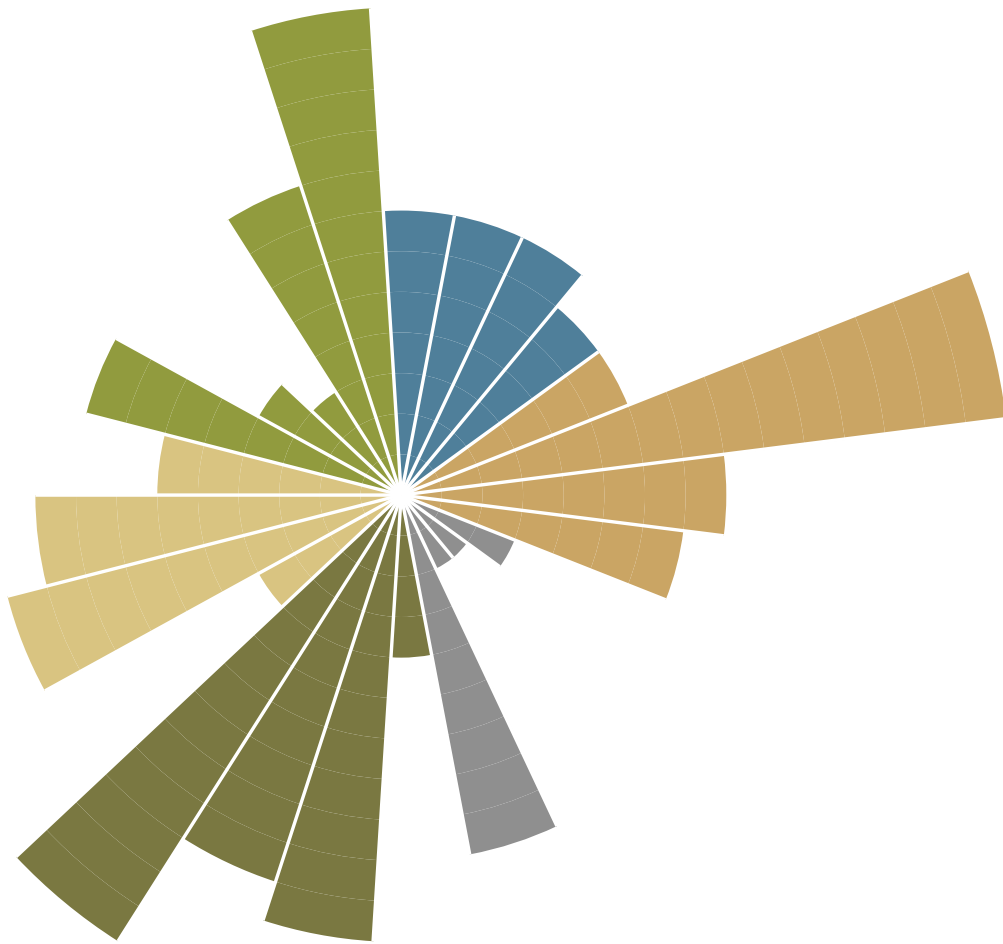
With these points in mind, during Session 6, each selected strategy and initiative was individually assigned to Steering Committee members or community organizations to act as “lead.” Committee members were then introduced to an online tool designed by Building Communities to help them identify *Essential Action Steps* (EASs) for each strategy/initiative and “Tasks” for each EAS. Essentially, designated Steering Committee members were assigned to detail “who will do what by when, and with what resources” for each strategy and initiative.

### Session 7: Elevator Speech

The final session returned to the heart of the matter: why are we doing strategic planning in the first place? Steering Committee members were asked to reflect on why they care about their community and what they desire for the future. During this time, the group explored and discussed what is unique about Tonalea (Red Lake) and what they expect as a result of conducting the strategic planning process. The result of this last session became the opening message in the plan and makes a unique statement about the heart of the community and what to expect in the plan—and during the years to come.

### Objectivity of Planning Methodology

Great care was taken during Plan Week to avoid traditional strategic planning pitfalls. One of the most common of these pitfalls is the tendency in communities for the “loudest voice” or “most important person in the community” to dominate discussions and to silence (intentionally or otherwise) those who might disagree or, quite frankly, have better ideas. The Building Communities methodology used by Tonalea (Red Lake) employed a system which collected participants’ public responses to important questions anonymously in real-time. Because initial responses were given privately and silently, results were very likely genuine and representative of participants’ true positions. This ensured that discussions were fruitful, and that the issues, initiatives and concerns discussed were representative of the group rather than reflective of the opinion of one or two people. In other words, this provision for anonymity made what is, by its nature, very subjective work as objective as possible.



## Tonalea (Red Lake)

*Community Thumbprint™ by Building Communities, Inc.*