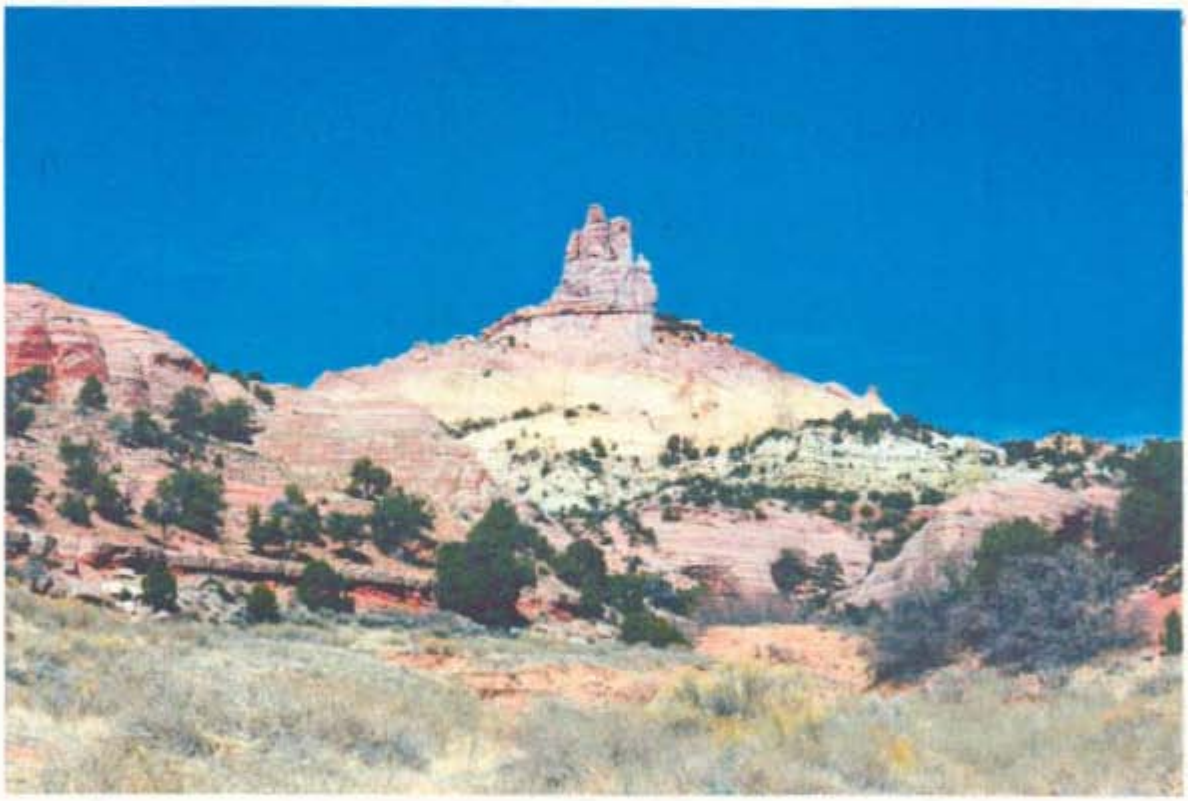
Land Use Plan for the Churchrock Chapter

Final Report

November 2002



Architectural Research Consultants, Incorporated
In association with:
Churchrock Chapter Comprehensive Land Use Planning Committee

Table of Contents

A. Introduction A-1

B. Community Assessment B-1

1.0 Chapter Background B-1

2.0 Community Socio-economic Trends B-36

3.0 Land Status B-38

4.0 Housing B-40

5.0 Grazing and Agriculture B-43

6.0 Commercial and Industrial Development B-46

7.0 Community Facilities B-49

C. Infrastructure Analysis C-1

1.0 Infrastructure C-1

2.0 Analysis of Individual Sites C-9

D. Suitability Analysis D-1

1.0 Overview of Natural/Cultural Resources D-1

2.0 Analysis of Individual Sites D-8

E. Land Use Plan E-1

1.0 Recommendations E-2

2.0 Implementation E-8

3.0 Future Land Use Map E-13

F. Appendices F-1

1.0 Planning Definitions F-1

2.0 CLUPC Participation Plan F-6

Exhibits

Exhibit 1: Planning Process A-4

Exhibit 2: Navajo Nation Location Map B-5

Exhibit 3: Age of Chapter Members B-23

Exhibit 4: Education Levels B-23

Exhibit 5: Employment Status B-24

Exhibit 6: Household Income B-24

Exhibit 7: Types of Houses B-25

Exhibit 8: House Builder B-26

Exhibit 9: Reported Housing Condition B-26

Exhibit 10: Livestock Grazing B-28

Exhibit 11: Use of the Chapter House B-29

Exhibit 12: Environmental Concerns. B-30

Exhibit 13: What People Liked Most About the Chapter B-31

Exhibit 14: Family Needs. B-32

Exhibit 15: Community Needs. B-33

Exhibit 16: Population Trends B-36

Exhibit 17: Age Group Distribution B-36

Exhibit 18: Land Status Map B-39

Exhibit 19: Churchrock Housing Units, 2000 ..... B-40

Exhibit 20: Indian Village (Churchrock Estates) Subdivision B-41

Exhibit 21: Livestock Grazing Map B-45

Exhibit 22: Churchrock Chapter House Area B-51

Exhibit 23: Summary of Community and Land Use Projects. B-57

Exhibit 24: Existing Land Use B-58

Exhibit 25: Proposed Land Use B-59

Exhibit 26: Churchrock Site 1 Map C-11

Exhibit 27: Churchrock Site 2 Map C-14

Exhibit 28: Churchrock Site 3, Springstead Map C-17

Exhibit 29: Threatened and Endangered Species D-5

Exhibit 30. Environmentally Sensitive Areas Map D-7

Exhibit 31: Site 1 Soils Map D-10

Exhibit 32: Site 2 Soils Map D-13

Exhibit 33: Site 3 Soils Map D-15

Exhibit 34: Churchrock Site 1 Map E-3

Exhibit 35: Churchrock Site 2 Map E-5

Exhibit 36: Churchrock Site 3, Springstead Map E-7

Exhibit 37: Future Land Use Map E-13

This section explores:

- *Chapter planning initiative*
- *Local Governance Act (LGA)*
- *NAHASDA*
- *Chapter land use planning process.*

1.0 Purpose of Chapter Planning Initiative

The purpose of the Land Use Plan is to provide a guide for future housing and other development in the Churchrock Chapter. This document will provide long-range guidance to the Churchrock Chapter through the identification of the most suitable sites for housing development, as well as sites for other community needs. The recommendations provided by this document are based on careful assessments of the housing, community development, and facility needs of the Chapter; infrastructure capabilities and needs; and the suitability of the sites for development. The document is intended to function as a working resource for the Chapter's Land Use Planning Committee in its efforts to plan effectively and appropriately for the future. While future development of housing and commercial activities should comply with the recommendations of the plan, the nature of this document is one of flexibility and adaptability to local and regional changes.

The purpose of the Churchrock Land Use Plan is to provide guidance for housing development.

The plan is an initiative of the Local Governance Act and was funded by a grant from NAHASDA.

The development of the Churchrock Chapter Land Use Plan is driven by the Local Governance Act, which sets forth a process by which, through the development of a land use plan, local chapters are given authority to administer their land, and by the 1996 Native American Housing and Self Determination Act (NAHASDA), which has provided the funding for the plan.

1.1 Local Governance Act

The Local Governance Act (LGA) grants Chapters authority over local issues relating to economic development, taxation and revenue generation, infrastructure development, and land use planning.

The 1998 Navajo Nation Local Governance Act (LGA) grants chapters authority over local issues relating to economic development, taxation and revenue generation, infrastructure development, and land use planning. By assisting chapters in becoming self-governing entities, the LGA creates opportunities for the improvement of the chapter members' quality of life by:

- developing opportunities for economic development
- conserving natural resources and preserving Navajo heritage and culture
- ensuring government accountability
- creating an atmosphere of experimentation and learning
- developing experienced, professional administrators.

The LGA requires that chapters adopt the "Five Management System" of public administration, and develop a comprehensive, community-based land use plan.

The LGA sets forth a process by which local chapters are granted power over local issues. As part of this process chapters must adopt a *Five Management System* which sets up policies and procedures for chapter administration of 1) personnel, 2) property, 3) procurement, 4) accounting, and 5) record keeping.

Chapters must also develop and adopt a comprehensive, community-based land use plan which provides local chapters the tools to administer their land. This comprehensive plan, according to the LGA, section 2004 (B), is based on "the guiding principles and vision as articulated by the community; along with information revealed in inventories and assessments of the natural, cultural, human resources, and community infrastructure." The LGA also states that such a plan shall include "a land use plan which projects future community needs, shown by location and extent, [and] areas to be used for residential, commercial, industrial and public purposes." While the main intention of this planning document is to develop a land use plan specific to housing, the information presented in this plan will also provide technical and informational support to the Churchrock Chapter in the development of their comprehensive land use plan.

1.2 NAHASDA

NAHASDA has provided funding to the Navajo Nation for the development of Chapter land use plans for housing. It is the intention of NAHASDA to support Indian self-determination and tribal self-governance.

The Native American Housing Assistance and Self-Determination Act of 1996 (NAHASDA) has provided the funding for this planning effort. NAHASDA provided money to the Navajo Nation for 3 years to fund 90 Chapter land use plans. One additional year of funding is anticipated.

NAHASDA reorganized the system of federal housing assistance for Native Americans. It replaced several housing assistance programs with one block grant program that recognizes the right of Indian self-determination and tribal self-governance. The guiding principles of NAHASDA state that public housing programs modeled for urban America should not be forced on Native America, and that local communities should be financially assisted in developing private housing and capital opportunities, so that they may have the flexibility to devise local solutions for local problems.

There are four phases involved in this chapter planning process:

- *Community Participation Plan*
- *Community Assessment*
- *Suitability Analysis*
- *Infrastructure Analysis*

While the focus of this plan is on housing, the plan also identifies and addresses community issues that affect housing development, such as economic development and community service needs.

1.3 Chapter Planning Process

There are four phases involved in this chapter planning process, all culminating in a final Chapter Land Use Plan (Exhibit 1).

The first phase is the development of a community participation plan. The community participation plan specifies the plan of operation, frequency and manner of committee meetings, and the methods to be used to educate and involve community members in the planning process.

The second phase involves a community assessment. The community assessment will assess individual chapter community needs such as housing, economic development and community facilities.

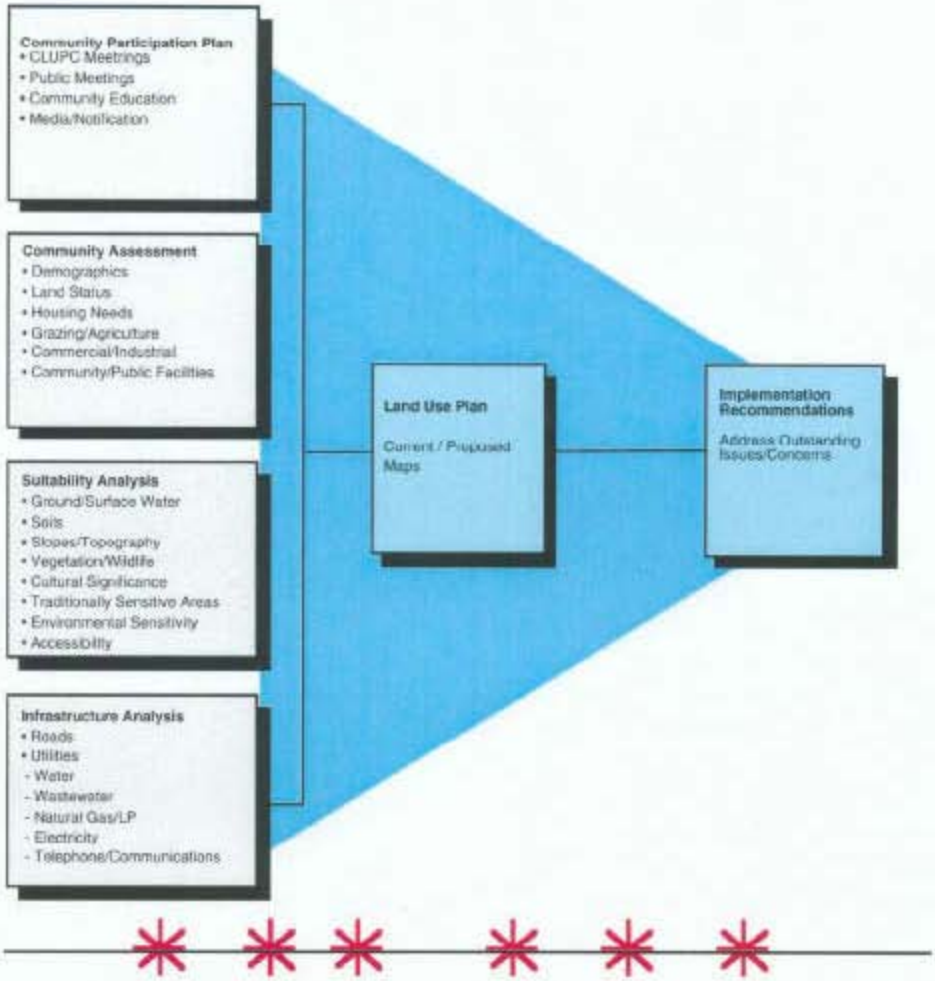
The third phase of the planning process includes a suitability analysis. The suitability analysis examines the natural and cultural resources and environmental constraints affecting development, general to the Chapter and specific to sites under consideration for housing construction.

The fourth phase includes an infrastructure analysis. The infrastructure analysis will consider transportation and utilities needed for development to occur on specific housing sites under consideration for housing construction.

The final product will be a Chapter Plan that identifies the most suitable housing development sites, as well as sites for other community needs.

Exhibit 1: Planning Process

Typical Planning Process for Individual Chapters



Project Schedule: 10 to 12 months

Chapter Community Meetings

B. Community Assessment

The Community Assessment section addresses the following topics:

- *Chapter Background*
- *Socio-economic Trends*
- *Housing Needs*
- *Land Status*
- *Grazing Uses*
- *Commercial/Industrial Uses*
- *Community Facilities*

The Community Assessment Section provides background information on the Churchrock community; an analysis of socio-economic trends; a summary of land status; descriptions of the community's conditions and needs related to housing, grazing and agriculture, commercial and industrial development, and community facilities; a discussion of community issues; and a list of community goals.

The community assessment incorporates information from a survey conducted during the Summer of 2001. ARC surveyed Churchrock Chapter members to gain information about Chapter members, their lives and living conditions, and their opinions on what is needed to improve the quality of life in Churchrock. One-hundred forty-seven surveys were completed and analyzed. This number reflects approximately 20% of the Chapter's households as reported in the 2000 Census, which lists 725 occupied year-round houses. Information from the survey is interspersed throughout the community assessment and is also contained in Section C, the infrastructure analysis.

1.0 Chapter Background

This section provides background material on the Churchrock community, including information on its location, history, government and leadership, relationship to Fort Wingate, environmental issues, education, health care, and fun, games, and sports. Section 1.9, Community Vision, summarizes the results of the "visioning" process in which community members were asked to describe what makes Churchrock Chapter unique, what they would like to preserve in the Chapter, what they would like to change, and what they would like the Chapter to be like in twenty years.

1.1 Location

The Churchrock Chapter is situated east and southeast of the City of Gallup in Mckinley County in the northwest quadrant of New Mexico. The Chapter is divided into southern and northern portions by the Rio Puerco Valley, the Old Santa Fe Trail, remnants of Old Highway 66, the Burlington-Santa Fe Railroad, and Interstate Highway 40.

The Churchrock Chapter was officially certified as a chapter by the Navajo Nation on December 5, 1955.

1.2 History

Churchrock has been greatly influenced by its history and geology. Archaeological studies show the Churchrock area was occupied by Archaic people in 3000 B.C., the Basketmaker people in 300 A.D., the Anasazi between 1000 and 1100 A.D., and Apache and Navajo ancestors by 1500 A.D.

After the Navajos settled in the Four Corners area, they had positive contacts with the Pueblo and Spanish peoples. These contacts resulted in intermarriage and development of livestock industries and arts and crafts, such as weaving and jewelry making.

United States Troops led by General Stephen Kearney took possession of New Mexico from Mexico in 1846. Fort Defiance was also established in 1846, to help keep peace with Navajos. Fort Fauntleroy, established in 1851, was renamed Fort Lyons in 1861, and renamed again as Fort Wingate in 1863.

Hostilities between tribes and the United States, including raids on white wagon trains and settlements, continued. Colonel Kit Carson retaliated against the Navajos with his "scorched earth" campaign in 1863. He camped at Kit Carson's Cave, which is about 4 miles north of the junction of Highway 66 and New Mexico Road 566. In 1864, the Navajos were rounded-up and interned at Fort Sumner.

The Treaty of 1868 recognized the Navajos' permanent homeland and established the reservation system with the federal trust responsibility for the land and its resources. It also established compulsory education for the Navajos and set the stage for various land, natural resource and social programs that later evolved (Note: Fort Wingate was later used for these social programs, as a hospital and Indian boarding school).

As hostilities ended, westward expansion moved through the

area along the Santa Fe Trail and the railroad. The expansion brought logging and mining industries into the area. The City of Gallup began as a coal mining town. Logging forced Navajos off the McGaffey area of the Zuni Mountains.

Charles Leslie Frederick, who ran a freight business, built the Outlaw Trading Post in 1888 in what is now Red Rock State Park. Other traders in the area included the Springsteads and the Carsons.

World War II took many young Navajos into all branches of the armed forces. Some became Navajo Code Talkers in the U.S. Marine Corps. The war also led to the development of Wingate Army Depot within the Chapter. This created local jobs. The Indian Village housing was built for the Depot employees and became home to many outsiders from across the Navajo Nation. They had no long-term stake in the community and created a drain on community resources. Most of them departed at the end of the War, leaving the remnants of Indian Village behind. The Depot's function has since been deactivated, and portions have been decontaminated and returned to the Navajo Nation.

Geology:
The spectacular red rock geologic formations seen around the Red Rock State Park are from the Jurassic Period, the Quaternary and Triassic eras. The Westwater Canyon portion of the Jurassic Morrison Formation is mostly hidden underground, but is visible at the top of Navajo Church (as originally known) or Churchrock.

The Westwater Canyon also has some of the area's groundwater and most of its uranium deposits. Between 1952 and 1986, tons of ore containing uranium, vanadium, and other substances were mined in the Church Rock Chapter. High levels of toxic and radioactive wastes were discharged from underground mines into tailings ponds. On July 16, 1979, United Nuclear Mining Company had one of the largest uranium tailings spills in United States' history into a tributary of the North Fork of the Puerco River.

1.3 Government and Leadership

The Chapter government had a humble beginning, but always had rich traditions. Older members say the first Chapter meetings were all-day meetings held under the cottonwood tree on the north side of the Chapter warehouse. Community leaders Charley Casuse, Charley Livingston, and Willie Harrison maintained order and facilitated community development through their common-sense oratory and persuasion. Later, Ted Silversmith, Florence Whitman, Margaret Chischilly, and Julia Smith ably carried on the government's economic opportunity programs.

Churchrock Leaders

- Wilson C. Skeets, former Council Delegate and Vice President of the Navajo Nation
- Edward T. Begay, former Vice President of the Navajo Nation, Speaker of the Navajo Nation Council, and Council Delegate, Chapter officer, and New Mexico Highway Commissioner. Instrumental in government development initiatives such as the constitutional convention in the 1960s, government reform, local empowerment, tribal taxation, local governance, and contracting of federal programs
- Ernest Becenti, Sr., former Chapter President, McKinley County Commissioner. His contacts with county and state officials led to improvements in Chapter roads, including paving of State Road 566.
- Ernest Becenti, Jr., former Council Delegate
- Tom Becenti, retired Judge of the Crownpoint District Court
- Sherman Woody, former Chapter President
- Herbert Benally, former Chapter President
- Gloria Barney, former Chapter Secretary-Treasurer
- Charles S. Damon, II, Chapter President
- Dolly Pine, Chapter Vice President
- Evangeline Touchine, Chapter Secretary-Treasurer
- Charley Y. Begay, Land Board member; helped formulate the Tri-Party Agreement among the Navajo Nation, Bureau of Indian Affairs, and Bureau of Land Management. The agreement allows for land exchanges that will consolidate tribal land holdings.
- Albert Smith, Educator and Navajo Code Talker

Exhibit 2: *Navajo Nation Location Map*

- George Smith, Navajo Code Talker
- Anselm Davis Jr., Educator
- Ralph M. Davis, Educator
- Sisters, Shirlene Bowman-Capitan, Educator and Shirley Bowman-Begay, Cultural-Traditional Leader, Fort. Wingate High School
- Alfred Dehyia, Director of Navajo Land Administration
- Frederick Marianito, Director of Navajo Design and Engineering
- Hurley Benally, Physician Assistant, Gallup Indian Medical Center
- Jean Cometsevah, Nurse, Gallup Indian Medical Center
- Stewart Barton Jr., Coach, Fort Wingate High School
- William Livingston, former Supervisor, Heavy Equipment
- Donald Smith, Supervisor, Road Maintenance, Western Navajo

Fort Wingate Depot Area Entrance

In 1860, a military post was established at Fort Wingate. Today, Fort Wingate has been decommissioned and plans are in development for the return of the land to both the Navajo Nation and Zuni tribe.

1.4 Fort Wingate

In 1860, the U.S. government established a military post at Bear Springs to protect westward travelers. In 1868, the post was renamed Fort Wingate and became an active military training post until it was abandoned in 1910. In 1914, the fort was temporarily used as a refugee camp for Mexican immigrants. In 1918, the fort became, under the

auspices of the Ordnance Department, a warehouse for explosives. Since the 1920s, the fort has continued to serve as a military base or weapons storage, testing and demolition. During World War II, Navajo families were forced out of the area, leaving behind homesteads, hogans, livestock, personal items and family remains so that the land could be used to support the war effort.

The base covers an area of approximately 21,812 acres, of which 46% was designated for ammunition storage, demolition activities and administrative purposes. The remainder of the land was set aside for buffer/security zones and undisturbed forest.

The Defense Base Closure and Realignment Act of 1988 closed the military facilities at Fort Wingate in 1993. Since then, the base has remained under U.S. Army caretaker status. The Navajo Nation, the City of Gallup and the Zuni Tribe have attempted to negotiate with the U.S. Army for the return of the land. However, several factors, including the U.S. Army's low priority for cleanup of the site, their reluctance to relinquish the site, and the competing interests of the claimants, led to a breakdown in negotiation.

The Navajo people occupied the area long before the establishment of the base by the U.S. Army and have aboriginal claims to the lands. In 1870, by virtue of Executive Order, the land was transferred from the Navajo Nation to the U.S. Army, with the intention that this was a temporary transaction, and that the land would be returned to the Navajo Nation. A resolution by the Navajo Council, Number CMY-20-89, stating the Navajo peoples' ancestral claim and the original conditions of the land transfer, formally requests that the entire Fort Wingate be transferred back to the Navajo Nation. Churchrock, Iyanbito, and Bread Springs Chapters have also made their own claims to the land.

An economic development study for the Navajo Nation estimates that the development of the Fort Wingate area could create approximately 4,180 direct and indirect jobs. Gross lease revenue to the Navajo Nation would be between $5.2 and $7 million per year, and with the addition of a modest sales tax of 1%, another $700,000 per year in revenue would be generated.

According to the 1994 report, *Navajo Nation Economic Reuse Masterplan for Fort Wingate Depot Activity*, the transfer of the base to the Navajo Nation could result in significant economic benefit to the Navajo Nation. The report determined that through the commercial and

industrial development of the land and through the expansion of 638 contracts (programs affecting the administration of the land), economic benefits would be realized by the tribe within eight years. As summarized in the 1994 report, these benefits would include:

- The creation of 1,520 direct jobs at the Fort Wingate development.
- The creation of 2,660 direct and indirect regional jobs.
- Approximately $34 million in wages paid to workers at the Fort in the eighth year of the development program.
- Nearly $70 million in retail/service sales generated by firms and businesses located at the Fort; nearly $122 million in regional direct and indirect sales generated because of businesses located at the Fort.
- A demand for over 40,000 square feet of retail, commercial and industrial space during the first eight years of development at the Fort.
- Gross lease revenue to the Navajo Nation ranging between $5.2 and $7 million per year.
- Another $700,000 per year in revenue generated by a modest sales tax of 1%.
- Over 600 residential homes developed in eight years for an economic value of over $48 million to the Navajo Nation and the region.

In late 1996 and early 1997, the Navajo Nation government made a commitment to the Zuni Tribal Council to enter into an agreement to divide up the military reservation. The Zunis have an interest in the south part, or the high areas of the land area. By June 1997, the Navajo Council and the Zuni Tribe had co-signed a Memorandum of Understanding stating their joint interest and accommodation in the development of the Fort.

In early 2000, the federal government entered into final negotiations for the transfer of the Fort Wingate lands to the BIA to be held in trust for the Navajo and Zuni tribes. As of June 2000, the first phase of that transfer had begun with the transfer of the southern portion of the Fort to the BIA. According to the agreement signed by the interested parties, the BIA will offer leases for the land to the Zuni tribe and the Navajo Nation.

The Economic Reuse Master Plan identifies 21 parcels within

Fort Wingate. In June 2000, the first 15,000-acre parcel was transferred to the Navajo Nation. Another parcel is currently in the process of transfer. Subsequent parcels will be transferred over time.

This master plan report does not specifically cite any Churchrock claims to Fort Wingate, but rather discusses a general transfer to the Navajo Nation.

As of February 2002, an environmental cleanup at Fort Wingate had begun. The future uses of this property depend upon the amount of effort that is being put forward to decontaminate and rehabilitate the site.

Fort Wingate today- view from Churchrock Chapter House

1.5 Environmental Issues and History

The Churchrock Chapter has a number of significant environmental issues that are impacting the community. There are two major gas pipelines running through the Chapter, a number of contaminated uranium mine sites, an old coal mine site, and significant erosion problems.

- *Gas Pipelines* - El Paso Natural Gas pipeline was put through the Churchrock area in 1957, and is located north of Interstate-40. Another pipeline in the Chapter

is the Transwestern Pipeline that passes through the area, also north of Interstate-40. There is a right-of-way of 30 feet on either side of each pipeline. If there is to be construction where large numbers of people will be concentrated (housing for example), the minimum used for safety should be 200 to 300 feet on either side from the center of the pipeline. Two hundred-twenty feet is a standard often used, according to a spokesman for the state of New Mexico. Unfortunately, many people have built homes within this distance from the pipeline and could be in danger if an explosion occurred. A fire-break in the form of a berm or wall should be constructed to protect them from a fire if one should occur.

- *Mining*

  There are nine non-operating mines within the Chapter. These include the Williams and Reynolds Mines, Amcoal Mine, Hyde Mine, Rocky Cliff Mine, Heaton Mine, Churchrock and Kerr-McGee Mines, and two unnamed smaller mines. There are also four abandoned gravel pits.

  - *Uranium Mines and Waste* - There is a legacy of radioactive land in the Churchrock area from the mining operations of the late twentieth century. In 1979, a tailings dam at Churchrock burst, sending eleven-hundred tons of radioactive mill wastes and ninety-million gallons of contaminated liquid into the North Fork of the Puerco River. As it flowed through Gallup on its way through Arizona to the Colorado River, the flood left residues of radioactive uranium, thorium, radium, and polonium, as well as traces of metals such as cadmium, aluminum, magnesium, manganese, molybdenum, nickel, selenium, sodium, vanadium, zinc, iron, lead, and high concentrations of sulfates in its wake. With the exception of nuclear weapons testing, Churchrock was probably the biggest single release of radioactive poisons on American soil. The spill degraded the western Rio Puerco as a water source. It carried toxic metals readily detectable at least seventy miles downstream. The operator of the mine, Uranium Nuclear Corporation (UNC), sent crews downstream with shovels and 55 gallon drums to begin cleaning up the

contamination. According to a spokesman for the company addressing hearings on the issue held by Congressman Morris Udall of Arizona, "We have removed more than 3500 tons of potentially affected sediment from the streambed to a distance of more than 10 miles from the mill. The combination of these clean-up efforts, and natural effects, such as rain, have largely restored normal conditions to the area." There are still concerns about contamination of the North Fork and scattered locations throughout the Chapter.

New concerns are being voiced within the Churchrock Chapter. The Hydro-Resources Corporation is waging an intensive campaign to reopen the Churchrock Uranium Mine for leach mining by water injection. Strong opposition to this proposal is being led by the Eastern Navajo Dine' Against Uranium Mining (ENDAUM). The group contends that injection of recycled water back into the aquifer will contaminate the groundwater with radioactive waste. Community residents and allottees who want to lease lands for mining are divided on this issue. A resolution was passed by the Chapter urging the Navajo Nation Council to withhold approval of leach mining of uranium within the Chapter. At this time, however, it appears that approval may be granted.

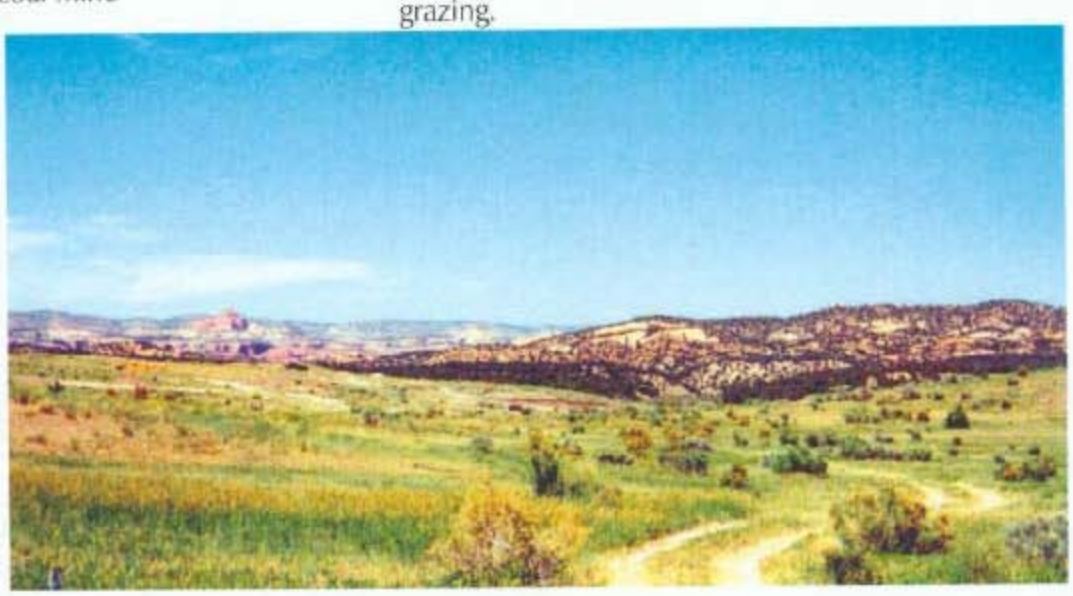
Post law lands refers to lands affected by mining activity after the Surface Mining Control and Reclamation Act of 1977, and they are subject to the provisions of this act.

Pre-law lands are lands affected by mining before the Surface Mining Control and Reclamation Act of 1977 was enacted.

- *Coal Mining* - The Amcoal Mine is a surface coal mine located about eight miles southeast of Gallup in the southern end of the Churchrock Chapter. First mined in the 1930s, the 300 acre site was last mined in 1981. Reclamation of the mine land is governed by several different government acts including the Surface Mining Control and Reclamation Act of 1977 (post law lands). Lands mined before this time are subject only to reclamation provisions within the lease with the Navajo Nation and the 1972 Coal Surface Mining Act of New Mexico. Reclamation began on 67 post law lands in 1977 and was completed in 1984. Reclamation on the 233 pre law lands is currently ongoing and will be completed in

three to five years. The lease for the mine is on Tribal Trust land and once the land is reclaimed, the property will be returned for use by the Navajo Nation. The end use goal is to return the land to grazing.

Coal mine reclamation at the Amcoal Mine



Erosion in the southern end of the Chapter

- *Erosion* - Significant problems with erosion have arisen within the Churchrock Chapter. Loss of vegetation due to overgrazing results in heavy rains washing out culverts and roads. Without vegetative cover, there is nothing to hold back the soil and water. Over time, deep fissures have been cut into the terrain within the Chapter boundaries. Better livestock management, revegetation, and physical restoration methods are necessary to prevent the continued degradation of land within the Churchrock Chapter.

Additional environmental and resource problems to be addressed include loss of wildlife habitat, environmental pollution of air and water quality, illegal dumping, toxic and hazardous wastes, and pollution of streambeds and open waters. Sixty-five percent of respondents to a question in

the ARC survey said that they have concerns about environmental issues in Churchrock Chapter. Health issues (22%) and mining issues (22%) were the main concerns of respondents, followed closely by water pollution (21%) and air pollution (21%). Noise pollution and other environmental concerns comprised the remaining 13%. Respondents could list more than one concern.

1.6 History of Education

Compulsory education was a provision of the Treaty of 1868 between the United States and the Navajo Tribe. President Ulysses S. Grant's policy to "civilize" Indians fostered the establishment of church schools in Indian country. Rehoboth Mission Schools, located about five miles southwest of Churchrock, was established under this program. Many church schools eventually failed due to tensions between traditional Navajo and church school teachings, as well as the failure of the U.S. Congress to adequately fund these schools (Rehoboth was not one of these and continues to the present day).

With their demise, many of the church schools were replaced by Federal Bureau of Indian Affairs (BIA) schools. Fort Defiance had the first BIA school located on the Navajo Reservation. Others soon followed as enrollment and enforcement of education policies increased. Schools were established around the country, including schools in Albuquerque, Santa Fe, and at Fort Wingate near Churchrock. These schools served all the tribes in the Southwest and resulted in both intertribal conflicts and intertribal marriages.

Today, the remaining boarding schools serve the needs of the most rural students and of families with special needs. They, too, foster active parental involvement, which has dramatically changed the school environment.

Children were often taken against their own and their parents' will. The schools were boarding schools that were run in military fashion. Students wore military uniforms and marched to class, to meals, virtually everywhere. Discipline was strict. Students suffered from malnutrition and were susceptible to disease. Many students ran away from school,

and were often hidden by relatives.
Eventually, the so-called off-reservation schools were phased out and local schools were established, allowing Navajo children to go to school in their home communities. These schools fostered the idea of local control, and provided for some economic development in the communities where they were located. Today, the majority of Navajo students attend public schools due to the Johnson-O'Malley Act sponsored by President Lyndon Johnson, which provides additional funding to schools with large numbers of Indian students attending.

A number of schools have had difficulty meeting state performance standards as measured by student performance on standardized tests. Impact Aid Funds were allocated for school districts on or near Indian and military reservations to hire additional staff and upgrade or replace educational facilities.

Unfortunately, much of this money was distributed among all the school districts in the state regardless of the legislative intent to provide additional support for Indian and military-dependent student populations. In order to remedy this situation, the school districts of Zuni, Gallup-McKinley County and Grants-Cibola filed a lawsuit against the State of New Mexico. To end this lawsuit over the way it distributes school construction money to districts, New Mexico passed legislation that would make available $600 million over the next decade for capital-outlay projects and give preference to cash-poor communities.

Under the new law, the state will issue bonds totaling $60 million a year for the next 10 years backed by proceeds from its severance-tax fund, which is drawn from taxes paid by mining concerns. The law sets aside a portion of the new money generated by the bonds for districts less able to raise money through property taxes.

The new law allocates money for a study of the state's school construction and repair needs and establishes a task force to investigate a more permanent solution to the problem of the funding formula.

Assistant Attorney General Bennett Cohn acknowledged that the way the state has distributed capital-outlay funds shortchanged the cash-poor districts because the formula failed to adjust sufficiently for such districts' inability to raise money locally. The law represents "some serious dollars" for needy districts, he said. However, the districts must still struggle to meet the needs of their students.

1.7 History of Health Care

The subject of death is taboo among Navajos. You do not talk about it or plan for it. Many Navajos consider buying life insurance as inviting death or some major tragedy into the home.

Burial sites or places where people have died are to be avoided. Thus, hospitals built by various churches and the Indian Health Service were avoided for a long time. The Catholic Church built St. Mary's Hospital in Gallup. The Christian Reformed Church built Rehoboth Mission Hospital as part of their ministry to the Zunis and Navajos.

The introduction of Christianity, World War II, personal crusades, and effective public health programs began to change the traditional attitude towards health care. Veterans of World War II came home with new experiences, including the acceptance of modern medicine and rejection of some of the old ways. Dr. Annie Wauneka led a long-term nutrition program to fight against tuberculosis, and a prenatal care program under the sponsorship of the Pet Milk Company. Dr. Wauneka received the Freedom Medal for exceptional peacetime achievement. New programs were created for Navajos, including Mother and Baby Care, the Community Health Representative Program, the Elderly Home-Care Program and Senior Citizens Program, the Women, Infants and Children's Program, among others.

From the 1950s through the 1980s, there was heavy uranium and coal mining in the Churchrock area. People living here are suffering from a number of ailments including diabetes, heart disease, alcoholism, and various

types of cancer. Medical evidence seems to indicate that the illnesses are related. While no ultimate cure has been developed for these illnesses, treatments developed so far involve a lot of patient education and self-help.

1.8 Fun, Games, and Sports

Raising livestock has been a traditional means of earning a living among the Navajo. Children learn to work with livestock early in life. The Navajo have also enjoyed activities associated with raising livestock such as horseracing.

Horse racing used to be one of the favorite sports in Churchrock, with numerous racing families in the area including the Arvisos, Begays, and Damons. Rodeo is now the favorite sport, with youngsters joining the junior rodeo circuit and moving into the various Indian professional rodeo associations throughout the Navajo Reservation and the western states. Some of the early rodeo promoters were the Arvisos, Bates, Bowmans, and Becentis. Today, some of the biggest rodeos are held at Red Rock State Park, including the June Lion's Club Rodeo, the Gallup Inter-Tribal Indian Ceremonial Rodeo, and the New Mexico State High School Rodeos.

Dancing is a favorite activity. Those raised in the traditional way have fond memories of Navajo ceremonies and the related social dances. The ceremonies established alliances among families from different communities, and the dances brought young people together from Churchrock and other chapters such as Pinedale and Iyanbito. These summer social dances created romances. The Fort Wingate Valley Boys' swinging guitars and foot-stomping music kept the Chapter Houses rocking far into the night.

Red Rock State Park, created by the City of Gallup, McKinley County, and the State of New Mexico has made a major contribution to the Churchrock economy. The purpose of the park is to promote local economic development, to advertise and preserve Native Indian arts and crafts, Native cultural traditions, songs, and dances. The wholesome inter-tribal camaraderie and friendly competition in this picturesque setting creates numerous

opportunities for joint investment for tourism development. However, Chapter members need to work collaboratively with government agencies to maximize these opportunities.

1.9 Community Issues

A "Visioning" exercise was held with the Community Land Use Planning Committee at which time these questions were asked:

1. *What's unique and different about Churhrock?*
2. *What do we want to preserve ?*
3. *What do we want to change?*
4. *What would we like Churchrock to be in twenty years?*

As part of the Chapter's community visioning process, the Churchrock Chapter community identified its concerns and hopes for the future. At various meetings, participants were asked to comment on the following areas in response to a set of questions:

- Business/Economic Development/Tourism
- Service: Health, Safety, Recreation, Social Services, Elderly, Pre-School
- Education
- Families
- Housing
- Environment
- Transportation
- Culture/Tradition
- Land Uses
- Governance

1. What's unique and different about Churchrock?

Historic/Cultural Features:

- Kit Carson Cave
- Outlaw Trading Post
- Fort Wingate/Army Depot
- Inter-tribal Ceremonial
- Red Rock State Park
- Red Rock Balloon Rally

Natural Features:

- The red rocks (beauty)
- The Pyramid (rock formation)

Infrastructure/Facilities

- Churchrock Elementary School
- Post Office
- Interstate–40
- Industrial Area/Park (opportunities/location)
- Close to Gallup (resources, opportunities)
- Railroad
- Outdoor Market

The Community

- Traditional and Christian People
- Changes in living patterns
- Developing a sense of place (many Chapter members came from elsewhere)
- Tolerant people (accepting of all that goes on around them)
- Checkerboard Area
- Multiple jurisdictions – need to work together

2. What do we want to preserve?

Historic Places

- Kit Carson Cave
- Outlaw Trading Post
- Anasazi Ruins

Facilities

- Red Rock State Park
- Outdoor Market
- Churchrock Elementary School

Culture

- Song and Dance
- Pow Wow
- Inter-tribal Ceremonial
- Elderfest
- Churches
- Navajo language

Natural Features

- Red Rocks (beauty of the land)
- Churchrock (the rock formation)
- The Pyramid

Environment:

- The land, the environment
- Clean air and water
- Clean water/natural resources
- Rural character

3. What do we want to change?

Infrastructure

- Need an Interstate-40 interchange

- Four-lane frontage road (old Route 66)
- School – Community involvement
  - More parent involvement
- Housing
  - Repair
  - Replace Indian Village
  - Elderly group home
  - Home improvement

Water Issues

- Water supply
  - Repair of windmills
  - Dredge old stock tanks (ponds)
  - Recycle mine water
  - Diversion project
  - Retain storm water
- Water quality

Emergency Services

- Local fire department
- Adequate water system for fire protection
- Ambulance
- Police Station housing all law enforcement agencies

Economic Development

- Local businesses
  - Mini-market
  - Wal-Mart
  - Laundromat
  - Bakery
  - Auto parts/Garage
  - Barbershop/Beauty Salon
  - Veterinarian's office

Community Development

- Don't change too fast
- Planning and zoning/especially for Sundance area
- Outdoor recreation
- Beautification – practical landscaping
- Improved land conditions
  - Sustainable
- Wellness clinic, especially for mothers-to-be and children ages 0-5

4. What would we like Churchrock to be in 20 years?

Stores/Retail

- Wal-Mart (mini)
- Supermarket – Basha's
- Fast food restaurants

Services

- Bank
- Optician
- Service Station

Economic Development

- Overnight stables for livestock
- Create wealth and keep it here!
  - Jobs
  - Industry
- Have a golf course
- Horseracing and casino
- Job Training Center
- Industrial uses
  - Environmentally friendly (dry)
- Arts and crafts
- Cooperative wool/weaving organization and store
- Trash recycling plant
- Precious metals smelting
- Tourism activities
  - Tours
  - Travel Center
- Motel
- Bed & Breakfast
- Hotel

Educational Facilities

- High school
- New elementary school
- Branch college

Youth/Recreation

- Recreation center
- Pool and Recreation Center for Youth
  - Water Park
- Sports complex
  - Skate Boarding

- Softball
- Fitness Center
- Rodeo Grounds
- Indoor rodeo

Community Services

- Cultural Center
- Elderly
  - Senior Center
- Group Home and Day Care
- Public Library
- Local Cemetery
  - For local people and especially veterans
- Mortuary and Chapel

Government

- City government – laws, services, own jurisdiction – local government
- Kayenta model?
- New Office complex for Chapter services

Miscellaneous

- 100th anniversary of Ceremonial
- I am from Churchrock!
- Alternate energy

The Churchrock Survey: What the Community Tells Us

During the Summer of 2001, ARC conducted a survey of Churchrock Chapter members to gain information about Chapter members, their lives and living conditions and their opinions on what is needed to improve the quality of life in Churchrock. One-hundred forty-seven surveys were completed and analysed. This number reflects approximately 20% of the Chapter's households as reported in the 2000 Census, which lists 725 occupied year-round houses.

The Surveyed Households: Demographics

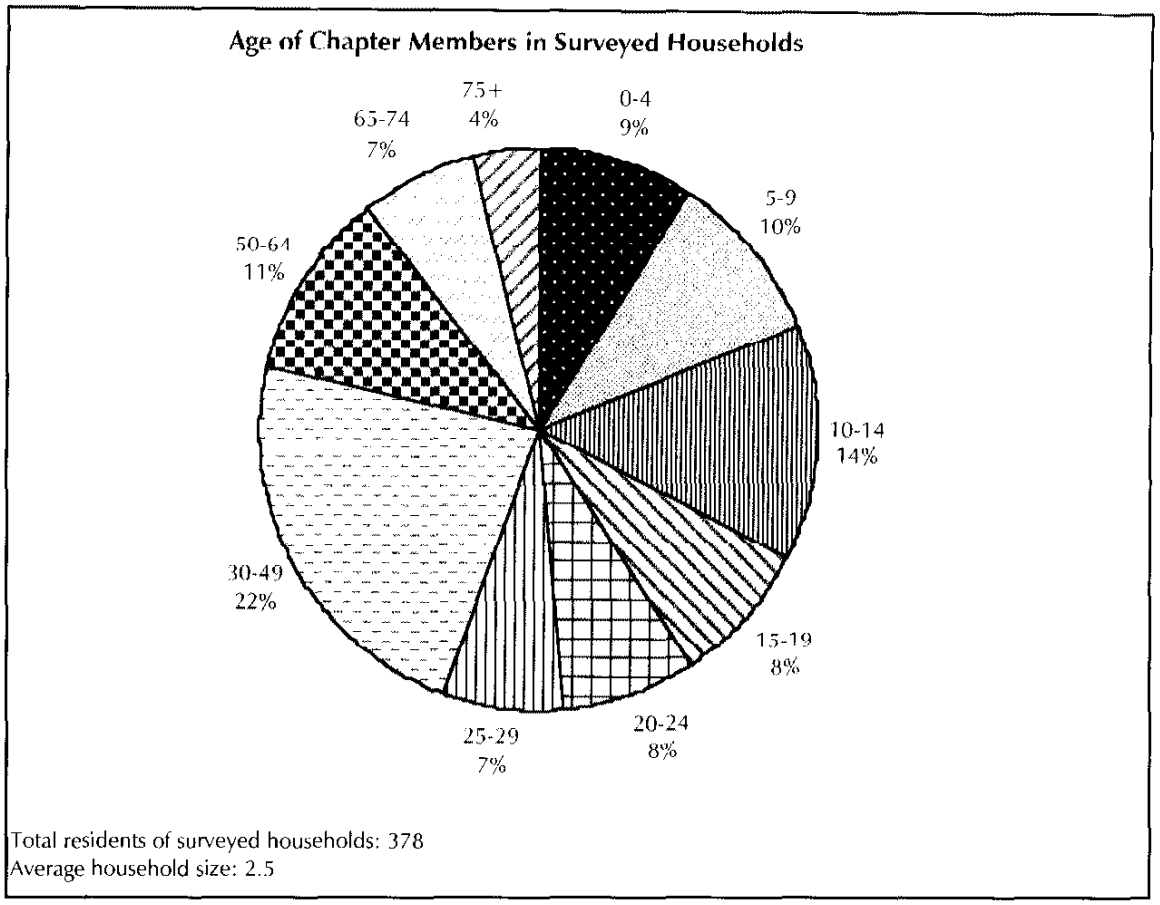
Within the surveyed households, there were a total of 378 household members. The average number of people per household was 2.5. According to the 2000 Census, the average number of people per household was 4, so the survey results must be reviewed with some caution.

- Age of Household Members

Forty-one percent of the household members within the surveyed households were under the age of 20. Forty-eight percent were between the ages of 20 and 64, while the remaining 11% were 65 and older. The 2000 Census showed that 45% of Chapter residents were under age 20, 50% were between 20 and 64, and 5% were 65 or older.

A pie chart on the following page shows age ranges for Chapter members.

Exhibit 3: *Age of Chapter Members*



- Education Levels

The household member who responded to the survey was asked about his or her highest level of education. The numbers in the following chart reflect their replies. The 2000 Census statistics for education will not be available until Fall 2002.

Exhibit 4: *Education Levels*

How much education has this person completed?

Some School	Attended High School	HS Diploma or GED	Some College	Technical School
21%	22%	31%	16%	11%

Military Training	Certificate	Associates	Bachelors
8%	30%	3%	1%

- Employment

Among the respondents surveyed, an unemployment rate of 35% was reported. The 2000 Census data on employment will not be available until Spring 2002. The majority of employed respondents worked in places other than those listed in the survey followed by a large percentage of respondents reporting Gallup as their place of employment.

Exhibit 5: *Employment Status*

Employment Status				
Employed	**Unemployed**	**Self-employed**	**Retired**	
47%	35%	6%	12%	
Where Employed				
Gallup	**Albuquerque**	**Crownpoint**	**Chapter**	**Other**
47%	1%	1%	2%	49%

- Household Income

Seventy-six percent of respondents reported a household income of fifteen thousand dollars or less. Only three percent of respondents reported a household income of thirty thousand dollars or more. The Census 2000 statistics for income will not be available until Fall 2002.

Exhibit 6: *Household Income*

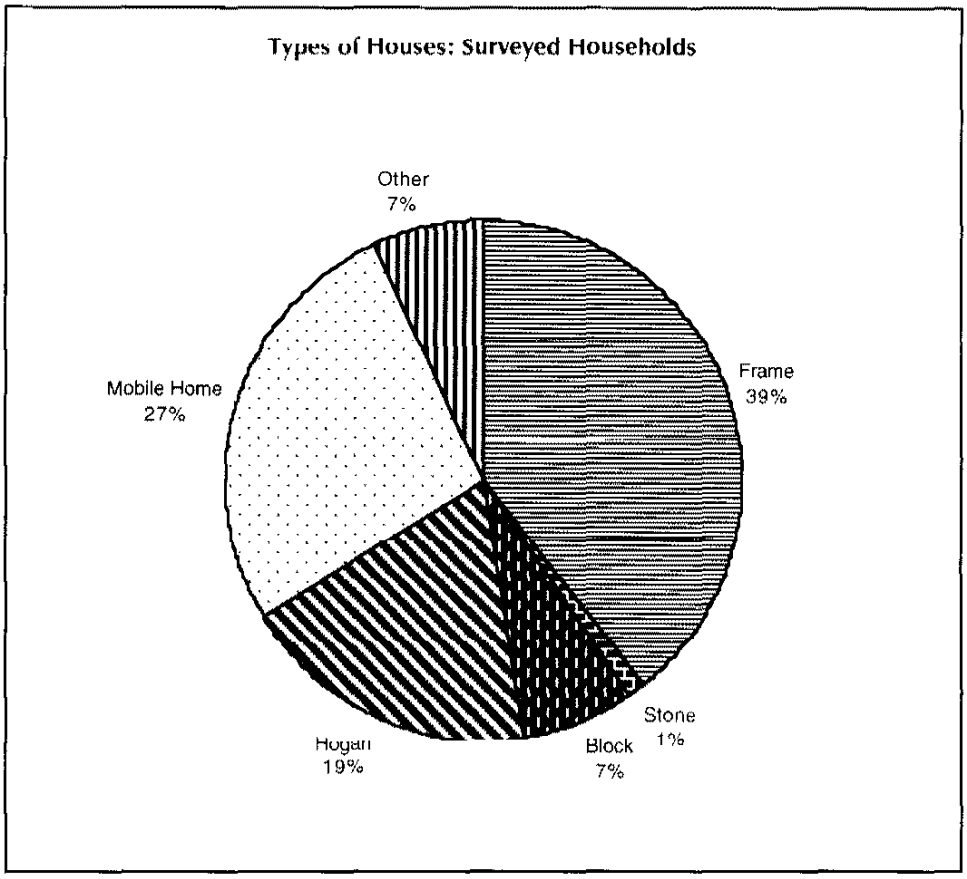
Household Income		
$0 - $15K	**$15K - $20K**	**$20K-$25K**
76%	11%	12%
$25K - $30K	**$30K - $40K**	**$40K - $50K**
3%	2%	2%

Housing and Utility Conditions and Needs
Community members were asked a number of questions about their houses and the utilities that serve them. This section presents that information.

- House Construction

Among the surveyed households, the most common house construction type was frame (39%), followed by mobile homes (27%) and hogans (19%). Cement block and stone construction accounted for 8% of all houses. Other building materials accounted for the remaining 7% of construction. Some of the repondents indicated more than one choice, which may reflect the use of more than one material in the construction of their home or that they have both a house and a hogan.

Exhibit 7: *Types of Houses*

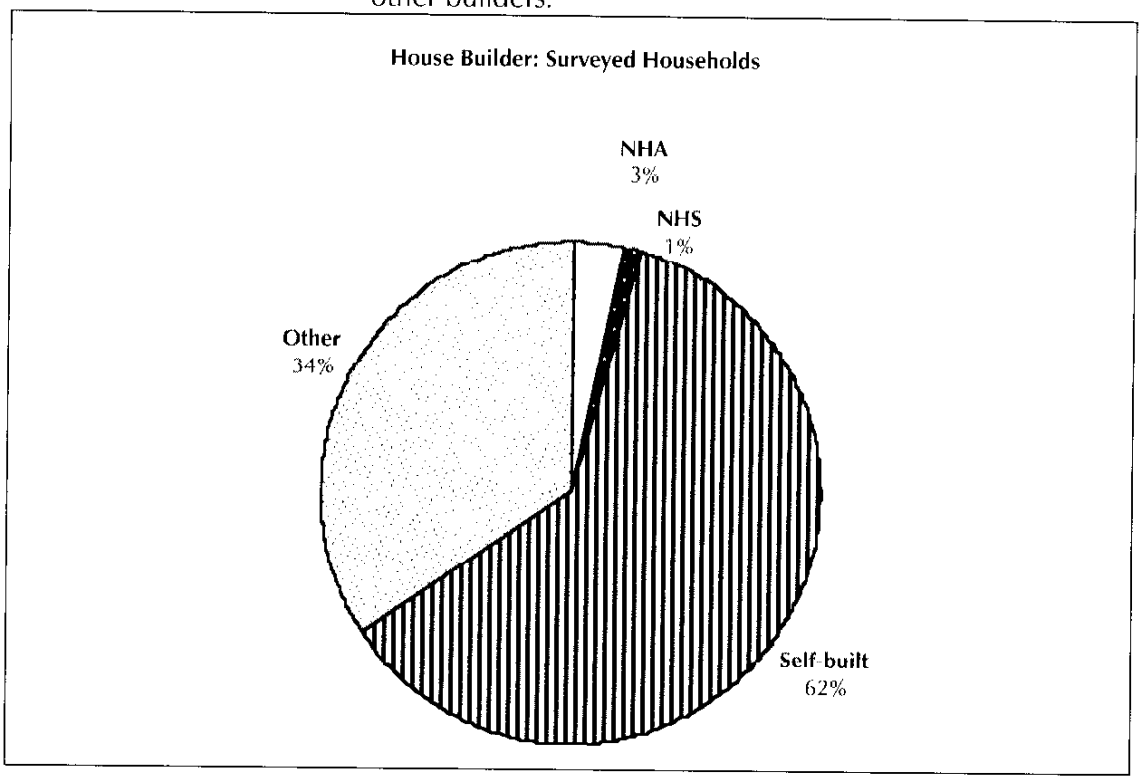


- House Builder

NHA and NHS reportedly built only 4% of the houses among surveyed households. Sixty-two percent of respondents reported that they had built their own homes,

Exhibit 8: House Builder

while 34% of houses were reported to be constructed by other builders.



- Reported Housing Condition

Survey respondents were asked their opinions about the condition of their houses in terms of various housing systems such as the foundation, roof, walls, etc. In all cases, the median system condition was reported as "good" with rather large numbers of responses (>25%) of "fair" condition for wall, roofs, floors, and heating/cooling systems.

Exhibit 9: Reported Housing Conditions

Reported Housing Condition: Surveyed Households

	Good	Fair	Poor
Foundation	60%	21%	19%
Floor	50%	26%	24%
Roof	49%	25%	26%
Walls	54%	31%	15%
Electrical	78%	19%	2%
Plumbing	75%	11%	14%
Heating/Cooling	68%	25%	7%

- Owner Status

Ninety-four percent of respondents reported that they owned their own houses. A number of respondents (6%) described themselves as homeless and reported that they were living with friends or relatives, or in buildings other than those meant for housing (a tool shed, for example).

- Utilities: Overview

Seventy-nine percent of respondents reported that they have electric service. Sixty-four percent had water, 65% had sewer or septic service, 69% had LP or other gas for heating and cooking. Fourteen percent of respondents reported that they had telephone service.

- *Primary Source of Heating*

Many people used a combination of sources for heating. Seventy-one percent of respondents stated that they used wood as a primary heat source. Sixty-one percent used coal, 53% used LP gas, and 33% used electricity.

- *Electricity*

Eighty-two percent of respondents received power from the electric utility. Five percent of respondents used gas generators for electricity, while 14% reported that they used other sources.

- *Plumbing*

Seventy-three percent of respondents reported that they have full plumbing, both kitchen and bathroom. One percent reported kitchen plumbing only, and 2% reported using privies. An additional 27% reported using other alternatives to kitchen and bathroom plumbing.

- *Domestic Water*

Sixty-four percent of respondents reported that they get water through the Chapter's water lines. Thirty-seven percent had to haul in domestic water, 9% used a windmill, and 1% had a cistern. The rest of the people (24%) surveyed mentioned "other" as their water source. Some respondents reported using more than one source of water.