

# Report on Tribal Leader Consultation on HUD's Housing Needs Assessment

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## Introduction

Beginning on March 5, 2012 and culminating on July 9, 2012, HUD's Office of Policy Development and Research (PD&R) conducted a series of eight consultations between HUD officials and Native American and Alaskan Native tribal leaders on the HUD study, "Assessment of Native American, Alaskan Native, and Native Hawaiian Housing Needs" (Housing Needs Study). HUD undertook to conduct the consultations at the request of the National Congress of American Indians (NCAI), the National American Indian Housing Council (NAIHC), and tribal leaders. The consultations built upon the outreach sessions held jointly by the Office of Native American Programs (ONAP) and the Office of Policy Development and Research (PD&R) between December 2010 and March 2011. During each consultation, tribal leaders had an opportunity to comment on the scope and design of the pending study. In addition to HUD officials, the consultations included representatives from the contractor responsible for execution of the study, The Urban Institute, accompanied by members of their team from NORC at the University of Chicago, Econometrica, Inc., and (at the Washington, DC consultation) Support Services International, Inc.

The consultations included six regional and two national meetings. The meeting locations were as follows: Washington, District of Columbia; Albuquerque, New Mexico; Anchorage, Alaska; Denver, Colorado; Marksville, Louisiana; Lincoln City, Oregon; Lincoln, Nebraska; and Durant, Oklahoma. The consultations were coordinated with HUD's Office of Native American Programs (ONAP) regional offices and two national organizations, the National Congress of American Indians (NCAI) and the National American Indian Housing Council (NAIHC). In many cases, the consultations were scheduled to coincide with other relevant conferences, meetings, or events in an effort to minimize the burden on the participants and to maximize fiscal prudence. The consultations ranged in duration from three and one half hours to nearly eight hours. For each of the six regional consultations, the opening greeting was provided by the respective HUD ONAP Area Administrator or the ONAP Deputy Assistant Secretary, Rodger Boyd. Each consultation included an invocation prior to commencement. The consultations began with presentations by the Assistant Secretary or Acting Assistant Secretary for PD&R as well as other HUD staff and a representative from The Urban Institute. Details regarding specific presenters and the setting for each of the consultations may be found below. The remainder of each consultation was devoted to providing a facilitated discussion period during which the participants could make comments and ask questions and receive answers from the speakers. There was also an opportunity for the reading of formal statements during this time.

At each consultation, each participant received a packet of materials. These materials included the following items:

- [Detailed Study Summary](#)
- [Introduction to Sampling](#)

- [Impact of Outreach Sessions on the Design of the Assessment of Native American, Alaska Native and Native Hawaiian Housing Needs](#)
- [Preliminary Sample of Tribes for the Household Survey and Tribal/TDHE Survey](#)
- [Frequently Asked Questions](#)
- [Household In-Person Survey](#)
- [Tribal/TDHE Telephone Survey](#)

The household and tribal/TDHE survey instruments were a draft form and a final version of each is anticipated following consideration of the input received through the consultation process.

## Consultation Details

*Washington, DC:* This first national meeting was held on March 5, 2012 from 1:00 to 4:00 p.m. at the L'Enfant Plaza Hotel, in conjunction with the National Congress of American Indians' Executive Council Winter Session. Speakers were as follows: Sandra Henriquez, Assistant Secretary for Public and Indian Housing (PIH); Raphael Bostic, Assistant Secretary for PD&R; Rodger Boyd, Deputy Assistant Secretary for ONAP; Jennifer Stoloff, Project Manager for PD&R; and Nancy Pindus, Project Manager for The Urban Institute.

*Albuquerque, New Mexico:* The Southwest regional meeting was held on April 25, 2012 from 1:00 p.m. to 4:30 p.m., at the Hard Rock Casino and Resort Convention Center, in conjunction with the AMERIND Institute. Speakers at this consultation were: Raphael Bostic, Assistant Secretary for PD&R; Rodger Boyd, Deputy Assistant Secretary for ONAP; Carolyn O'Neil, Southwest Regional Administrator for ONAP; Jennifer Stoloff, Project Manager for PD&R; and Nancy Pindus, Project Manager for The Urban Institute.

*Anchorage, Alaska:* The Alaska regional meeting was held on April 27, 2012 from 9:00 a.m. to 4:00 p.m., at the ZJ Loussac Public Library. Speakers were as follows: Raphael Bostic, Assistant Secretary for PD&R; William Zachares, Alaska Regional Administrator for ONAP; Jennifer Stoloff, Project Manager for PD&R; and Nancy Pindus, Project Manager for The Urban Institute.

*Denver, Colorado:* The Northern Plains regional meeting was held on May 10, 2012 from 9:30 a.m. to 4:00 p.m. at the History Colorado Museum. Speakers at this consultation were as follows: Sandra Henriquez, Assistant Secretary for PIH; Raphael Bostic, Assistant Secretary for PD&R; Randy Akers, Northern Plains Regional Administrator for ONAP; Jennifer Stoloff, Project Manager for PD&R; and Tom Kingsley, Principal Investigator for The Urban Institute.

*Marksville, Louisiana:* The Eastern Woodlands regional meeting was held on May 20, 2012 from 1:00 p.m. to 5:00 p.m. at the Paragon Casino Resort Convention Center, in conjunction with the United South & Eastern Tribes, Incorporated (USET) semi-annual meeting. Speakers at this consultation were as follows: Raphael Bostic, Assistant Secretary for PD&R; Rodger Boyd, Deputy Assistant Secretary for ONAP; Kevin Fitzgibbons, Eastern Woodlands Regional

Administrator for ONAP; Jennifer Stoloff, Project Manager for PD&R; and Nancy Pindus, Project Manager for The Urban Institute.

*Lincoln City, Oregon:* The Northwest regional meeting was held on May 24, 2012 from 1:00 p.m. to 5:00 p.m. at the Chinook Winds Casino and Resort Convention Center, in conjunction with the Affiliated Tribes of Northwest Indians (ATNI) mid-year meeting. Speakers at this consultation were as follows: Erika Poethig, Acting Assistant Secretary for PD&R; Ken Bowring, Northwest Regional Administrator for ONAP; Jennifer Stoloff, Project Manager for PD&R; and Tom Kingsley, Principal Investigator for The Urban Institute.

*Lincoln, Nebraska:* The second national meeting was held on June 17, 2012 from 1:00 to 4:00 at the Cornhusker Hotel Convention Center, in conjunction with the National Congress of American Indians (NCAI) mid-year meeting. Speakers at this consultation were as follows: Erika Poethig, Acting Assistant Secretary for PD&R; Jennifer Stoloff, Project Manager for PD&R; and Tom Kingsley, Principal Investigator for The Urban Institute.

*Durant, Oklahoma:* The Southern Plains regional meeting was held on July 9, 2012 from 9:00 a.m. to 4:00 p.m. at the Choctaw Casino Resort Convention Center, in conjunction with the Southern Plains Indian Housing Authority summer meeting. Speakers at this consultation were as follows: Erika Poethig, Acting Assistant Secretary for PD&R; C. Wayne Sims, Southern Plains Regional Administrator for ONAP; Jennifer Stoloff, Project Manager for PD&R; and Nancy Pindus, Project Manager for The Urban Institute.

Approximately 204 individuals participated in the consultations, including elected tribal officials, tribal housing program directors and staff, ONAP regional office staff, and other interested parties.

## **Suggestions by Participants**

Detailed notes were recorded during each of the consultations. Below, please find a summary of the key issues and suggestions that emerged from the notes, conversations between HUD officials and tribal representatives attending the consultations, and comments and questions submitted to HUD via written testimony or e-mail correspondence.

## **Design**

**Sampling.** Questions and concerns about sampling included issues of representativeness, the diversity across Indian country, and the unique circumstances of individual tribes. The sampling strategy was explained, including the mandate to provide a national estimate of need, which will not profile particular tribes or regions. Participant suggestions included:

- Consider the including Alaska Native Regional Corporations (ANCs) in the Alaska sampling frame

- There is a potential issue of bias in the sample of Oklahoma tribes due to the geographic location of the tribes within the state.
- Reconsider the TDHE sampling approach, which is now population-based (consistent with the sampling approach for the household survey), to reflect TDHE characteristics.
- Potential sites suggested for urban case studies: Anchorage, Oklahoma City, Dallas, Tulsa, and Sioux City.

**Respondent.** The household survey as currently designed includes only households where the home owner/renter or their spouse/partner identifies as American Indian or Alaska Native.

- Participants suggested that we consider the inclusion in the study of households where only the children are Native American/Alaskan Native, even if the head of household/caregiver is not.

## Household Survey Instrument

**Survey Questions.** Participants suggested that we consider adding questions regarding:

- Conveyance/homeownership (consider adding to the TDHE survey as well);
- Adequate number of dormitory facilities for students at tribal colleges;
- Easements/access to land, such as driveways;
- Follow-up questions about manufactured housing, such as features to look for;
- Purchase price or monthly mortgage payment;
- Loan terms;
- Whether or not the occupant has homeowner's or renter's insurance;
- Details about ability to provide necessary upkeep/maintenance costs

## Implementation

Participants offered the following suggestions regarding survey implementation:

- Consider the translation of instruments into indigenous languages. Take into account the circumstances under which the translation will occur, its impact on the survey length, and whether any terms may be problematic for translation purposes.
- Ensure that the interviewers receive adequate training, including potentially the use of subject matter experts, to make objective observations concerning the housing structures. Ensure that assessment of housing conditions is executed in a manner consistent with previous HUD studies (e.g. worst case housing needs) to ensure reliability and validity of findings by non-technical interviewers and acceptance by Congress of findings.

## Analysis Suggestions

- Conduct a supplemental analysis of tribally submitted data.
- Use case studies to supplement the survey data.
- Provide summary level data to the tribes that participate in the household survey sample.

- Use caution when discussing “gaming” and ensure that it is a subset of the larger discussion of socio-economic conditions/economic development.

### **Dissemination Suggestions**

- Prepare and make available a de-identified public use data file.
- Circulate drafts of the report to participating tribes and any others who request a copy.
- Convene a conference after the final report to discuss the findings and next steps.
- Ensure that the final report contains a reference to the treaty relationship between the United States federal government and the tribes and notes the federal fiduciary trust responsibility.

### **Other Suggestions and Requests**

- Add expert panel member and related information to the website.
- Provide training and technical assistance to tribes wishing to undertake their own household survey efforts. Provide a comparison of the tribes selected for the household survey in 1996 to this effort.
- Tribal leaders would like this study to be conducted more frequently, perhaps every five or ten years.
- Allow the tribes to conduct the surveys themselves at their respective tribe and submit the results to HUD in order to achieve a census or closer to it.

### **Other Concerns**

- The use of self-identification versus tribally enrolled or federally recognized tribal membership elicited varying responses from participants at the consultations and there is no consensus from the tribal leaders on the preferred criteria for inclusion in the household survey sample.
- Homelessness must be carefully considered in the context of tribal areas. There may be instances where a large number of family members are intentionally residing together and do not wish other arrangements, yet there may be situations where family members or unrelated individuals are living together in order to avoid homelessness. Some may refer to this as “houselessness.” Some individuals may own land but have no permanent dwelling on that land.
- There is a concern among some that the Census data is inaccurate, for example, it lists inaccurate population counts or housing unit figures, or captures uninhabitable housing units.
- There exists a desire for HUD to create an “Tribal Advisory Committee” to provide input to the Secretary on all housing related matters, across offices.
- It may be of value to compare tribal level demographic data to demographic data from this study effort or other efforts such as Census.

- For future studies of this nature, HUD should consider eliciting tribal input earlier in the design phase.

## **Clarification by HUD**

HUD and the research team offered clarifications in response to several issues that were raised repeatedly across the consultations. These include points about outreach to tribes, the household survey, study findings, and other concerns.

## **Outreach to Tribes**

- HUD confirms that there will be close coordination between the tribes selected to participate in the household survey sample and the research team in order to:
  - Comply with any Institutional Review Board (IRB), tribal council, or other local research requirements
  - Determine in conjunction with the tribe whom to hire and train as interviewers, including tribal members, other community members, or individuals from outside of the tribe/area.
  - Work with the tribal Temporary Assistance for Needy Families (TANF), workforce development, or other entity to recruit and hire tribal members (if preferred) as interviewers.
  - Determine the address list for households to be interviewed.
  - Provide information concerning the household survey and any preferred communication materials such as newsletter advertisements or presentations at meetings, etc.
- HUD confirms that it will make available the final instruments so that tribes may use them to conduct their own studies; these may be used in whole or part by the tribes. Tribes are also encouraged to partner with academic institutions for support.

## **Household Survey**

- HUD confirms that the interviewers will be paid for their training and their time conducting interviews, as well as travel time and reimbursable expenses (e.g. mileage, tolls).
- HUD confirms that each tribe selected in the sample will have approximately 40 households interviewed.
- HUD confirms that the interviewers will sign confidentiality pledges and data will be transmitted securely so as to protect the identity and information of the households participating in the survey.
- HUD confirms that households completing the survey will receive compensation in the value of \$20 in gratitude for their time. The specific type of compensation (e.g. cash, gift card to a local merchant) will be determined on a tribe by tribe basis.



- In pretests conducted with Native American households, and by Native American interviewers, the survey length was approximately 50 minutes.

## Study Findings

- This is a national level assessment. The household survey will not provide statistically valid results at the tribal, state, or regional level and cannot be parsed out for use in that way. The TDHE and Census data analysis may provide results at a more local level, depending on the response rate for the TDHE survey in particular. A section of the report will note these limitations on the findings.
- This study does not affect the formula and will not be complete until 2014; this is not in time for use in negotiated rulemaking concerning NAHASDA reauthorization,.
- The outcome of the study could inform conversations concerning the aggregate total funding for housing needs among American Indians, Alaskan Natives and Native Hawaiians but will not affect the distribution of such funds. The study is not statutorily tied to the formula.

In conclusion, attendees were engaged in the consultation process and discussion was lively and constructive. HUD appreciated this input and is considering revisions in light of these discussions.