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Office of the Secretary

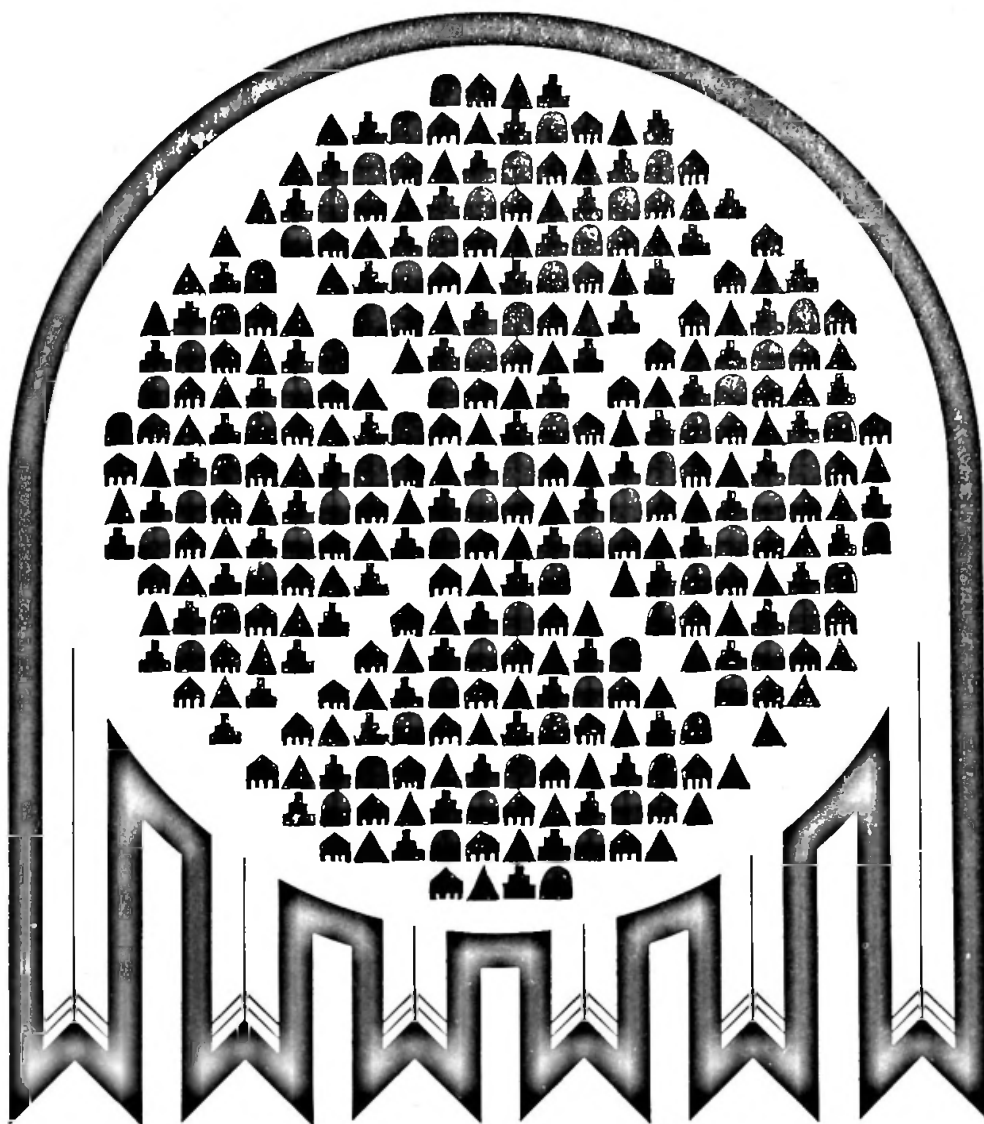
**Annual Report
to Congress
FY 1979**

DEPARTMENT OF HOUSING
AND URBAN DEVELOPMENT

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**Indian and Alaska
Native Housing and
Community
Development
Programs**



DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

ANNUAL REPORT TO CONGRESS

ON

INDIAN AND ALASKA NATIVE HOUSING

AND COMMUNITY DEVELOPMENT PROGRAMS

December 1, 1979

DEPARTMENT OF HOUSING
AND URBAN DEVELOPMENT

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Office of the Special Assistant to the Secretary
for Indian and Alaska Native Programs

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The research forming the basis for this report was conducted by the Office of the Special Assistant to the Secretary for Indian and Alaska Native Programs, U. S. Department of Housing and Urban Development (HUD).

CHAPTER I. EXECUTIVE SUMMARY

In accordance with Section 4(d) of the Department of Housing and Urban Development Act (as added by Section 901 of the Housing and Community Development Act of 1977) the Department of Housing and Urban Development has prepared the second Annual Report to the Congress on Indian and Alaska Native Housing and Community Development Programs. The report includes:

- Housing assistance-related efforts undertaken in FY 1979, and those planned for 1980--Chapter II.
- FY 1979 Progress in assisting Indian communities to meet their community planning and development needs consistent with the revised legislation affecting Indian communities--Chapter III.
- Other HUD assistance efforts related to the housing and community development needs of Indian communities.

Measurable progress has been made during FY 1979 in Indian housing and community development program delivery. Housing construction starts reached a record high of 4,599 units, and other production goals were either closely met or exceeded. The fiscal performance of Indian Housing Authorities appears to have improved. Implementation of the 1977 revisions to the Housing and Community Development Act removed the competitive disadvantage faced by most Indian tribes in competing with small cities for funding, and provided program guidelines which recognized the problems faced by tribal governments and the special legal relationships between Indian communities and the Federal Government.

Delivery of Housing and Community Development programs, however, remains a matter of high concern. The costs of housing production have been increased by the need for expensive infrastructure development expenditures associated with widely scattered sites and difficult terrain (e.g., all-weather roads, water and sewer systems, electricity). Housing management is complicated by the very low income of the many Mutual Help program participants who lack the financial capability to meet maintenance, utility, and Indian Housing Authority (IHA) management fee expenditure requirements. While there have been improvements in local Indian Housing Authority and Community Development staff over the past two years, more extensive training and HUD technical assistance is still needed.

A. Housing

During Fiscal Year 1979, the Department made available \$28.4 million of annual contributions contract authority which it was estimated would produce 6,000 units. For Fiscal Year 1979, the Department was able to reserve 5,731 units utilizing \$26.3 million in contract authority, exclusive of amendments to prior year projects for cost increases. The average per unit amount of contract authority for the new units reserved during Fiscal Year 1979 was \$4,778, as compared to the \$4,729 on which the budgeted amount was based. Experience indicates that final contract authority per unit will be higher in a manner closely associated with the nature and duration of development delays.

Construction starts reached a record level of 4,599 units during FY 1979. Construction completions were achieved on 4,363 units, an increase of over 60 percent from FY 1978, and the highest completion rate yet achieved by the program. The FY 1980 5,000 unit goals for construction starts and completions appear reasonable in light of performance trends over the past two years. Of significant future impact for performance levels is a shift from Mutual Help to rental and elderly housing.

Construction costs remain a matter of major concern. While Indian housing costs were well below national new construction price levels for single family housing, they were considerably above non-Indian Public Housing unit cost averages. Much of the problem is related to inflation, larger unit size requirements, infrastructure development costs, and isolation of sites, which are largely not within the control of HUD or the IHAs. However, project costs have also been adversely affected by development delays associated with the following factors:

- out-of-date or inappropriate prototype costs (complicated by a high inflation rate);
- contractor, IHA, and HUD pre-construction development delays;
- regulatory constraints;
- tribal unit design, Indian preference, and wage rate expectations.

The Department issued amendments to the Indian housing regulations in November, 1979, which should facilitate timelier processing of projects and better management of existing projects.

IHA housing management performance continues to be far below optimal, particularly with respect to participant collections and maintenance of adequate management controls and accounting records. It remains true that noticeable progress has been made. Region IX, which has almost half of the Nation's Indian service population and the largest volume of program activity, had dramatic improvement in these two areas during FY 1979, with collections reaching 100% of monthly charges for most of its IHAs since May of this year. For each of the months ending the most recent report period (July 31, 1979), its IHAs reduced their total delinquencies. Over the next year, Modernization funding, operating subsidy adjustments more reflective of Indian program requirements and, when possible, Annual Contributions Contract amendments to address construction defects should have positive impacts on IHAs' performance and the overall condition of units under management. It should be noted, however, that what successes have been achieved to date are in part the result of a continued commitment by the Department over recent years to increase Indian program service levels.

Several major program and policy initiatives are discussed in the body of this report. They include:

- issuance of revised Indian Housing Regulations
- operating subsidy revisions
- modernization activities
- Interdepartment Working Group status
- construction management initiative
- earth sheltered housing and solar energy utilization
- handicapped demonstration project.

B. Community Planning and Development

Section 107 of the Housing and Community Development Act of 1977 (P.L. 95-128) added two new programs to the Secretary's Discretionary Fund, one of which was a separate Indian Community Development Block Grant (CDBG) program. Prior to this action, Indian tribes competed for CDBG non-metropolitan balance funds along with small cities. The Congressional action in 1977 effectively removed the competitive disadvantage faced by most Indian tribes in competing with small cities for funding.

The Department published new regulations for the block grant program for Indian Tribes and Alaska Natives in interim form on March 23, 1978, and final regulations on December 15, 1978. The regulations defined applicant eligibility standards, eligible CDBG activities, and the application and selection process. Provisions are also included for basic and comprehensive grants and special set-aside monies. Further program changes are expected in FY 1980, and will be undertaken with the consultation of the Department's field offices as well as Indian tribes and Alaska Native Villages.

During FY 1979, the Department allocated \$28,000,000 to the Indian CDBG program, a \$3 million increase from FY 1978 and a \$10 million increase from FY 1977, the last year the tribes were eligible for the Section 106 discretionary program. In just six years the Community Development Block Grant Program for Indians has tripled in size from its initial allocation of \$10.6 million in FY 1975 to its projected allocation of \$31 million in FY 1980.

The 149 grants awarded in FY 1979 ranged in size from \$15,000 to \$2,175,000, with an average size of \$187,919 in FY 1979. This represents a decrease from the 168 applicants awarded funds in 1978 but an increase in the range from the FY 1978 distribution of \$3,000 to \$1,714,532 and average grant size of \$148,810. Per capita funding for FY 1979 increased to \$50 from \$49 in FY 1978.

In FY 1979, 33 percent of the Indian CDBG monies were budgeted for housing rehabilitation activities, while 23 percent was used for infra-structural improvements such as water and sewer systems, road and street improvements, and public service needs (e.g. fire fighting equipment and flood control systems). Another 15 percent was used to provide neighborhood or community facilities, such as day care centers and senior citizen centers. Economic development accounted for 12 percent of CDBG activities. The remaining funds were used for land acquisition/demolition, planning, historic preservation, and contingency accounts.

Since the publication of the First Annual Report to Congress on the Indian and Alaska Native Housing and Community Development Programs on December 1, 1978, several administrative and programmatic changes have been initiated which effect the Community Development Block Grant Program for Indian tribes and Alaska natives. These include:

- Issuance of the final (for effect) regulations for the Indian Community Development Block Grant Program on December 15, 1978.
- Preparation of regulations which would modify allocation of regional-level funding from the 50 percent population - 50 percent past funding formula in FY 1978 and 1979 to a fully population-based formula to be phased in beginning in FY 1980. A statistical analysis of available data indicated that data quality for all variables other than population was such that use of other factors was not feasible.
- FY 1980 analysis of regional-level applicant selection criteria for national-level consistency.
- A study of the extent to which state-recognized tribes are in need of, and should be eligible for, Indian CDBG assistance, and an assessment of the possible impacts of changes in BIA's eligibility criteria.

C. Future Assistance Needs

The condition of Indian housing is generally poor, and the needs for community development assistance enormous. Units needing replacement often lack normal water, sewage, and electrical services, or effective weatherproofing. Almost half of all Indian housing is sub-standard, as measured by relatively conservative BIA standards. Over 25 percent of existing units have severe structural deficiencies, are unsuitable for even basic rehabilitation, and require replacement.

Housing and community development needs are closely interrelated on Indian reservations. Lack of water and sewer systems, electricity, all-weather roads (paved or unpaved), and fire-fighting equipment are as much of a problem and a priority for communities as a whole as they are for those interested in provision of new housing. Unfortunately, Indian communities are almost uniformly of very low income, and lack the income or tax base to finance such improvements.

As noted in last year's report, even unlimited housing assistance could not be feasibly expected to solve even the housing segment of what is a multifaceted problem. Indian reservation families constitute the Nation's lowest income racial group, live in highly isolated areas, and typically have limited economic and educational opportunities within most reservations. HUD's programs can be of significant value, but represent only partial solutions to these conditions.

CHAPTER II. REPORT ON HOUSING

A. FY 1979 HOUSING PRODUCTION

Tables 1 through 3 provide data on production levels since 1962, development costs since 1972, and HUD-assisted production, by region, during 1979. During 1979, some 5,700 units were placed under reservation, the number of construction starts stayed near last year's level of approximately 4,600 units, and the number of completions increased by about two-thirds to approximately 4,360.

During Fiscal Year 1979, the Department made available \$28.4 million of annual contributions contract authority, which it was estimated would produce 6,000 units. For Fiscal Year 1979, the Department was able to reserve 5,731 units utilizing \$26.3 million in new contract authority,* exclusive of amendments to prior year projects for cost increases. The average per unit amount of contract authority for the new units reserved during Fiscal Year 1979 was \$4,778, as compared to the \$4,729 on which the budgeted amount was based. From experience, it is anticipated that the final contract authority per unit will be higher.

The FY 1980 HUD budget provides for contract authority which is estimated will produce 6,000 units. The FY 1980 budget is based on an average ACC per unit of \$5,000 with a total development cost per unit of \$65,783. The FY 1980 goals are for 5,000 unit-construction starts and 5,000 unit-construction completions.

B. INDIAN HOUSING NEEDS

The Bureau of Indian Affairs (BIA) Consolidated Annual Housing Inventory for FY 1978 indicates that about 60,170 new construction units are necessary to replace substandard units which cannot feasibly be rehabilitated, to eliminate multiple family occupancy overcrowding, and to provide for new family formation. This compares with a figure of 59,673 in the BIA's Inventory for FY 1977. According to the BIA, the increase in the need for decent, safe and sanitary housing in Indian areas of the country is attributable to the following factors:

1. Increasing numbers of Indian tribes are achieving Federal recognition, and Indian groups that have had Federal recognition are officially forming themselves into tribal entities;
2. A high growth rate for Indian people has resulted in an increased rate of formation of new families, creating the need for additional housing;

*An additional amount of approximately \$2 million in contract authority was also used for FY 1979 program reservations. The source of these funds was unutilized contract authority from previous years' commitments.

TABLE 1

Indian Housing Units Provided Through the
Public Housing Program (Fiscal Years 1962-1979)

<u>Fiscal Year</u>	<u>Reservations^{1/}</u>	<u>Construction Starts</u>	<u>Completions</u>
1962	299	51	0
1963	1,114	56	0
1964	1,827	294	83
1965	600	624	201
1966	354	533	603
1967	811	1,222	513
1968	1,515	1,206	992
1969	3,949	1,049	1,523
Subtotal		5,035	3,915
1970	5,679	3,763	1,206
1971	5,686	4,974	2,160
1972	9,714	3,111	2,889
1973	562	2,675	3,788
1974	1,288	2,638	3,499
Subtotal		17,161	13,542
1975	6,726	2,170	3,459
1976 ^{2/}	6,888	3,507	2,695
1977	8,065	3,965	1,299
1978	4,858	4,581	2,677
1979	5,731	4,599	4,363
Subtotal		18,822	11,816

^{1/} Reservations totals may not be non-additive. From field reports, there are about 16,000 rather than 24,000 units currently in pre-construction processing stages.

^{2/} Figures include Fiscal Year 1976 and the transition quarter. The timing of the Federal fiscal year was changed to begin October 1 rather than July 1 in 1976; the quarter July 1, 1976 through September 30, 1976, was called the transition quarter.

TABLE 2

INDIAN HOUSING DEVELOPMENT COSTS FY 1972-1980

<u>Fiscal Year</u>	<u>Average Annual Contribution Per Dwelling Unit</u>	<u>Average Total Development Cost Per Dwelling Unit</u>
1972	\$ 1,574	\$22,124
1973	1,930	28,201
1974 ^{1/}		
1975	3,129	35,760
1976 ^{2/}	3,428	40,828
1977	4,316	55,420
1978	4,327	56,928
1979	4,778	62,862
1980	5,000 ^{3/}	65,783 ^{3/}

^{1/} FY 1974 data is not included, since that was the year of the program's temporary suspension and only 888 units were placed under ACC at an estimated total development cost per unit of \$24,790.

^{2/} Includes transition quarter.

^{3/} Estimate.

TABLE 3

INDIAN HOUSING -- RESERVATIONS/STARTS/COMPLETIONS (UNITS)

FY 1979	U.S.	I	II	III	IV	V	VI	VII	VIII	IX	X
NET RESERVATIONS	5731	50	50	NA	0	250	1050	60	986	2064	1221
STARTS	4599	40	50	NA	0	175	1326	120	770	1538	580
COMPLETIONS	4363	16	50	NA	150	400	787	0	1014	1422	524

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TABLE 4
BUREAU OF INDIAN AFFAIRS
CONSOLIDATED HOUSING INVENTORY

FISCAL YEAR 19 70

AREA/AGENCY	(1) TOTAL NUMBER EXISTING HOUSING UNITS	(2) HOUSING UNITS IN STANDARD CONDITION	(3) (SUBTOTAL) HOUSING UNITS NEEDING REPLACEMENT	(4) HOUSING UNITS NEEDING RENOVATION	(5) HOUSING UNITS NEEDING RENOVATION	(6) TOTAL NEW HOUSING UNITS REQUIRED	(7) HOUSING UNITS NEEDING REPLACEMENT	(8) FAMILIES NEEDING HOUSING
ABERDEEN	10652	7858	2794	1868	926	3903	1868	2035
ALBUQUERQUE	8387	5498	2889	1036	1853	3525	1036	2489
ANADARKO	5108	2546	2562	999	1563	2851	999	1852
BILLINGS	7774	5579	2195	1242	953	2309	1242	1067
EASTERN	4469	2788	1681	909	772	1617	909	708
JUNEAU	13221	5649	7572	5302	2270	6807	5302	1505
MINNEAPOLIS	5031	3062	1969	1074	895	2166	1074	1092
MUSKOGEE	19415	11842	7573	4329	3244	11699	4329	7370
NAVAJO	24502	6088	18414	5846	12568	9691	5846	3845
PHOENIX	9973	5348	4625	4059	566	5867	4059	1808
PORTLAND	7206	5386	1820	911	909	2454	911	1543
SACRAMENTO ^{1/}	10938	2856	8082	4566	3516	7283	4566	2717
TOTAL	126676	64500	62176	32141	30035	60172	32141	28031
^{1/} Includes a significant number of tribal members not residing on trust lands.								

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3. A portion of the existing housing in Indian areas has fallen into disrepair over the course of time, thus increasing the number of substandard housing units;
4. Since the Federal termination policy regarding recognized tribes was abandoned in the 1960's, increasing numbers of Indian people have been returning to reservations from urban areas. New construction is needed to reduce overcrowded conditions in existing dwellings which are housing extended families.

The figures from BIA's Consolidated Annual Housing Inventory, provided on Table 4, however, do not represent the total Indian housing need. The Inventory only covers Federally recognized tribes within BIA's service area; it does not include Indians having only State recognition or the estimated 500,000 Indian population in urban and non-reservation areas of the United States. In addition to serving Federally recognized tribes, our statute uses the term "wards of the State." Due to lack of data, we cannot accurately determine the increasing number of State recognized Indians that are eligible to participate in the Indian housing program.

The low income of most Indian reservation households precludes the possibility of meeting their housing needs without some form of assistance. The special trust status of Indian land has also contributed to this problem, since it effectively serves to prohibit title liens and make normal mortgage agreements unenforceable. HUD/IHA success in meeting production goals over the last two years has been of obvious benefit to many Indian communities, but many households still lack electricity and water and sewer systems. A higher level of construction is needed if the magnitude of this problem is to be significantly reduced.

C. PROGRAM INITIATIVES

Indian Housing Regulations

As mentioned in last year's Report, operations under the March 1976 regulation disclosed a number of problems, many of which indicated that regulatory amendments were needed. Since early 1977, various provisions of the regulation have been re-examined, and comments from IHAs, Indian organizations, the Bureau of Indian Affairs (BIA), the Indian Health Service (IHS) and HUD have been reviewed. After successive working drafts of the amendments were circulated to those groups and to HUD Field staff, and their comments considered, proposed amendments were published for comment in the Federal Register on January 11, 1979.

The principal improvements provided in the new regulation include: (1) reservation of funds at the Program Reservation stage; (2) a liberalization of the amount of preliminary loans to IHAs to permit HUD-approved costs in addition to preliminary surveys and planning; (3) re-emphasis on Indian preferences and more IHA input;

(4) additional procedures to facilitate establishing and revising separate prototype costs for Indian areas; (5) improved inspections and funding thereof; (6) program orientation for new tenant families in rental projects; (7) operating subsidy to IHAs for Mutual-Help projects, under specified circumstances; (8) strengthening and clarifying the responsibilities of the homebuyer families and the IHAs in the maintenance of the homes; (9) a modified Turnkey production method, in addition to the current conventional and Turnkey methods; (10) optional bonding for Turnkey and Modified Turnkey developers; (11) a means for providing Indian preference without the use of a price differential; (12) provisions clarifying the roles and responsibilities of BIA and IHS; and (13) expansion of the requirements for economy in fuel consumption to include solar, wind and other alternate fuel systems.

In providing for closer control by the IHA and HUD over design and contract specifications, and for more intensive inspection of the construction and training of IHA staff, the revised regulation should help alleviate construction deficiencies.

Operating Subsidy

In the Mutual-Help (MH) Housing Program, IHAs receive limited operating subsidies to cover their operating deficits when administrative charges are insufficient to cover their operating costs. The shortfall is related to situations where IHAs have relatively few units under management and correspondingly high per unit overhead costs which cannot be fully passed on to program participants, vacancies (during which no administrative charge is payable), and collection losses prior to vacancies which cannot be recovered from the former homebuyer's equity account.

Last year's Report to Congress stated that amendments to the operating subsidy requirements were under consideration within the Department. These amendments have been made and are included in the revised Indian Housing regulation. Under the revised regulation, operating subsidy for MH projects will now be provided when approved by HUD to reimburse an IHA for audits, vacant units, collection losses due to payment delinquencies, maintenance of vacant units, homebuyer counseling, IHA staff training, and costs from other unusual circumstances.

In the Indian rental public housing program, IHAs receive operating subsidies determined by the Performance Funding System (PFS). As stated in last year's Report, there are indications that the PFS formula does not adequately account for some of the costs encountered in the operation of an IHA rental project. The Department intends to review the PFS with regard to its applicability to IHAs, and expects to look into this and other aspects of the Indian housing program in FY 1981.

Modernization

Of the approximately 29,000 units of Indian housing in management, approximately 7,000 are estimated to need some degree of modernization. The financial need is substantial. For example, to convert utility systems involving heating equipment to use of indigenous fuel, approximately \$2,000 per unit (or about \$14 million for all units) would be needed. Even for otherwise standard structures, conversion of utilities to indigenous fuel is critical due to the inability of program participants to pay for conventional fuel and to provide back-up systems when there are fuel supply problems.

Until now, Mutual-Help units were ineligible for modernization funding. However, amendments to the Modernization Program regulation, providing modernization funding for homeownership opportunity projects, including Mutual-Help, have been published in the Federal Register to be effective on December 6. Principal provisions in this revised regulation which apply specifically to Mutual-Help and other homeownership programs include: (1) prohibition, in the case of homeownership, of the use of modernization funds for major repairs or replacements; (2) the provision of a purchase price schedule for new Mutual Help units based on a fixed number of years, and, for older Mutual Help (units placed under ACC before March 9, 1976) homes, a separate additional purchase price schedule; (3) guidelines for discussions with homebuyers, allowing homebuyer input on all aspects of the modernization program; and (4) provision that overruns of the estimated cost of modernization will not be borne by the homebuyers.

In FY 1979, HUD set aside about \$660,000 in contract authority for Indian housing modernization which would support approximately \$7.2 million in modernization work. Anticipating the final regulation, FY 1979 funds have been obligated. The Department expects that the same level of funding will be maintained in FY 1980.

Interdepartmental Working Group

In last year's Annual Report, we indicated that an Interdepartmental working group, consisting of the Departments of the Interior, Agriculture, Health, Education and Welfare (HEW), and Housing and Urban Development (HUD), under the chairmanship of the Assistant Secretary of the Interior for Indian Affairs, was to develop comprehensive legislative and administrative approaches to Indian problems for recommendation to the President.

In the Spring of 1979, the HUD Assistant Secretary for Housing met with the Assistant Secretary of the Interior for Indian Affairs, HEW's Assistant Surgeon General/Director of the Indian Health Service, and key staff of each Assistant Secretary. Out of this meeting came

renewed pledges by BIA and IHS to cooperate as fully as possible in the provision of housing and related services in Indian areas. More importantly, a permanent working group consisting of the key staffs was established to formulate recommendations for program improvements, including better interdepartmental cooperation. Representatives of the Department of Agriculture's Farmer's Home Administration would be called on an "as needed" basis.

Short range objectives of the permanent working group are (1) the updating of the Interdepartmental Agreement which will be finalized soon after publication of the revised Indian Housing regulation; (2) the completion of a draft revised Indian Housing Processing Handbook; and (3) the scheduling and planning for training sessions on the updated Interdepartmental Agreement and Indian Housing regulation and Handbook for key HUD, BIA, IHS and Indian Housing Authority staffs.

Long range objectives of the permanent working group include the use of other than the public housing or BIA Home Improvement programs to serve the market need for unsubsidized housing in Indian areas. The need for unsubsidized housing on Indian reservations is not being met because of the inability of private market lenders to foreclose mortgages on trust land, and because private market lenders and builders are not always able to enforce liens on trust land.

The permanent Working Group will also identify alternate and innovative technology (such as solar energy) that can realistically be adapted for use in Indian areas so that: high cost, fossil fuel based utilities may be augmented; practical changes in the designs for utility systems on reservations may result; and application of appropriate new design and construction methods may take place.

IHA Collections and Management Controls

Two of the most pervasive and unyielding problem areas in Indian housing are collecting rent and homebuyer payments and maintaining adequate management controls and accounting records. Dramatic improvement in these two important areas of management has been demonstrated in Region IX in the past twelve months.

In May, Region IX for the first time achieved the collection by IHAs of 100 percent of the monthly charges for rents and homebuyer payments plus some reduction of past delinquencies. This was a landmark achievement among all HUD field offices. This achievement was sustained through July 31, 1979 (the last quarter for which complete data was available), as compared with 96 percent for a similar period ending July 31, 1978. In each of the four months ending July 31, 1979, IHAs across the board reduced their total delinquencies, the first such reduction since the inception of

the Indian housing program. Such performance should result in the substitution of new habit patterns for old among the IHAs, tribal officials, and resident families, as well as provide IHAs with the cash flow needed to pay their operating costs.

Excellent progress was also made in the area of record-keeping. The books of account of the great bulk of the IHAs in Region IX were brought up-to-date and are being currently maintained. Region IX has by far the Nation's largest service group, and the highest level of units in production and management. The successes of its HUD and IHA staffs are, therefore, particularly significant and offer a set of experiences which have significant potential for replication in other Regions.

Requirements for Certification of Indian Housing Authority Managers

Any person employed as an Indian housing manager of 75 or more dwelling units shall be required to have certification as a housing manager from a HUD-approved certifying organization by January 1, 1981. Organizations that have received HUD approval for accreditation as certifying organizations are: (1) the National Association Housing and Redevelopment Officials; (2) the National Center for Housing Management; and (3) the Institute for Real Estate Management. The Department is also striving to seek an Indian organization that can be approved as a certifying organization.

This certification requirement is applicable to all public housing projects, and is intended to establish a basic level of minimum qualifications for key management officials of public housing agency owned housing units. It is not designed to remove the basic responsibility from public housing agencies for the employment of high-quality management officials, and for the achievement of sustained, high-quality performance by such personnel. By providing a basic minimum level of qualifications, the regulation is intended to help them in carrying out this responsibility.

Management Assistance Program (Project-Based Budgeting)

The Management Assistance Program is designed to assist PHAs in developing and implementing project-based budgeting and management systems which will allow them to segregate cost and revenues by project, and thereby provide a level of project management which will ensure the effective use of resources at the project level. This program was limited to Housing Authorities of 1,250 units or more. Currently, most Authorities prepare, and submit to HUD, aggregate budgets which cover the projected income and expenses of all projects under a consolidated Annual Contributions Contract.

The Management Assistance Program involves two phases. Phase I of the program would involve a diagnosis of the level of effort required to develop and implement a project-based budgeting and accounting system. Phase II would involve the implementation of the plans outlined in Phase I. In 1979, the three Indian Housing Authorities -- Cherokee, Choctaw and Chickasaw -- that were approved under the management program, for funding up to \$150,000 each, submitted Phase I of their work plan. The Cherokee Housing Authority has met all the requirements for Phase I and is now ready to implement Phase II.

Trend Toward Elderly and Rental

Since the inception of the program there has been an emphasis, primarily by Indian tribes themselves, on homeownership units for families. There now appears to be a trend toward increased attention on rental housing and housing for the elderly, particularly as reported by our San Francisco Office of Indian Programs.

Elderly Housing

The trend toward elderly projects is probably due in large part to the importance Indian families place on keeping their elderly on the reservation. Although unable to care for their elders at home, families still wish to keep them nearby. A greater understanding by the PHAs of the operating subsidies associated with the elderly rental program has also been a factor in the increased level of applications.

Further, tribal and PHA officials are now aware that elderly housing developments have been successfully constructed and operated by other tribes, and that they are gaining acceptance in their communities.

One particularly noteworthy elderly project was completed during FY 1979 at the Pueblo of Laguna. A unique 40 unit complex was jointly developed by the Tribal Council and Housing Authority. It was initially approved in June 1976, and construction began in 1978. This is the first of its kind for Laguna or for any of the 19 Pueblos in New Mexico.

This project (NM 12-7) consists of single story, one and two-bedroom units, built in duplex fashion and in five clusters of eight units each. The complex also includes a community building which includes congregate dining facilities and some administrative space. The Pueblo of Laguna Council, in conjunction with the Housing Authority, will manage all aspects of the operation.

Future plans for the expansion of the complex are already underway. An adjacent nursing home is planned by the Pueblo of Laguna with construction scheduled in the future. A child care program is to be developed whereby several generations will be together and family relationships will be strengthened.

Family Rental Housing

At present approximately 70% of all units built by PHAs have been under the Mutual Help Homeownership Opportunity Program. While this program leads to ownership of the unit by the participant, it also requires that the homebuyer maintain the unit and pay utility costs. Many Indian Mutual-Help participants brought into the program in its early years lacked the income to bear these expenses, especially in high utility cost areas. This in turn led to severe maintenance and collection problems for both the IHAs and participants. With rising costs, especially for energy, IHAs are becoming increasingly attracted to the rental program, in which the IHA (and HUD through operating subsidy) can pay for most maintenance and utility costs, if necessary. In Region IX, 62% of new reservations approved during FY 1979 were for rental units. There is a clear trend toward more rental housing. Both programs will continue to be used, but as HUD's programs continue to be better understood by Indian tribal councils and potential program participants, it is probable that more and more IHAs will opt to make more use of the rental program.

Construction Management

In HUD's last report, we stated the Department was initiating a three-year Construction Management Demonstration Program to develop techniques which would reduce substantially the overall time for the development process, increase the rate of production, and improve the quality of Indian housing. The program also aimed at designs for Indian housing that were more responsive to needs and local conditions and at the same time, were within the costs authorized by Congress and HUD. The Department had planned to select a Development and Construction Manager for the program on the basis of responses to a publicized request for proposals.

The Department encountered resistance to the proposed program from Indian Housing Authorities and other Indian organizations who were afraid that this type of program would work against Indian self-determination and, based on those comments, the proposed program was withdrawn in March of 1979.

The Department still intends to devise methods whereby the design, quality, and production of housing for American Indians may be improved, and are seeking the ideas of Indian groups in this endeavor.

HUD is continuing to seek a way to achieve the same results as intended by the original construction management proposal, and is prepared to approve construction management proposals initiated by individual Indian Housing Authorities. In one instance, the Rosebud Housing Authority, concerned about the length of time consumed between the program reservation and the date families could actually move into a home, decided to utilize an alternative method for the development and construction of a 150-unit project. The Rosebud Housing Authority elected to use the project management development method, a similar concept to that of the construction management demonstration project. The project management concept has provided the Housing Authority with timely, quality construction of the housing units within the established budget. Currently, the project manager is showing a cost savings for the project.

Earth Sheltered Housing

The Office of Indian Programs, Region VIII, has made a commitment to build 10 units of subterranean housing on the Fort Berthold Indian Reservation in North Dakota. This project is consistent with HUD's efforts to promote energy conservation in an economically sound manner, and to initiate improvements in the design, quality and production of Indian housing.

Because subterranean housing has such high potential, not only for this Region but also for the Nation, the Denver Office of Indian Programs is cooperatively working with the Three Affiliated Tribes living at Fort Berthold to promote energy efficient architectural designs and a cost conscious production schedule. As part of the first phase in this effort, the Fort Berthold Housing Authority held an informational meeting for residents in September 1979. Invitations have been extended to various architects, engineers, HUD personnel and all Indian Housing Authority Directors in the Dakota area. The primary purpose of the seminar is to introduce earth housing design characteristics and concepts to possible occupants of these homes, as well as to fully explain the benefits and drawbacks to be derived from earth sheltered habitations.

Modern "earth housing" is wholly or partially built beneath the surface grade, utilizing a covering of soil as a protective shield against above ground temperatures. Many such homes are carved into hillsides with entrances at ground level. Early Indian architects constructed similar housing designs to shelter families against the harsh environment of the Northern Plains. White settlers later borrowed the concept to form the "sod" house, a familiar structure in the development of the West.

The earth covered home is again drawing the attention of the housing market in response to the escalating need for energy efficient homes.

Much of the attractiveness of the earth home concept is based on the stability of ground temperatures. Six feet below the earth's surface, the strata maintains a steady 55 degree composition. While the above surface environment experiences temperature fluctuations on both a daily and yearly basis, the daily temperature swing is essentially eliminated below eight inches of soil -- demonstrating the advantage of even a thin ground cover. At greater depths, soil temperatures respond only to seasonal changes, and then only at a very slow pace. It is worth emphasizing that in the case of power failure during extremely cold weather, the temperature within an earth covered building will not fall below freezing, nor will the structure be harmed. This cannot be said of a surface building, which becomes uninhabitable and suffers structural damage when rapidly falling temperatures give way to frozen pipes. Ground cover enhances the potential of such housing in terms of minimization of heat loss, natural insulation factors, and low maintenance costs.

To demonstrate the feasibility of below surface habitation, occupants of subterranean homes in the Fort Berthold project will keep records of energy costs, and maintain a daily log of sun days, overcasts, and wind speeds, as well as outside and inside temperatures. This information will be used to compare the cost efficiency of subterranean homes with surface homes of comparable size. This information is vitally important to the Three Affiliated Tribes, since the application for these homes is premised on research to alleviate the soaring cost of electricity on the reservation. In some cases, heating bills for the winter of 1978 at Fort Berthold reached upward of \$400 per unit per month -- far beyond a reasonable utility budget for reservation families.

To ensure that costs for earth sheltered construction are competitive with above grade construction, the Denver Office of Indian Programs is supporting the overall effort with a technical workshop. Held in October, 1979, this meeting provided engineering and design data for the benefit of all builders, engineers and architects in the area who might be interested in earth sheltered construction. Specific designs and mechanical details of the proposed structures have not yet been determined. However, the buildings will be subject to normal prototype cost limitations. The Denver Office is committed to the success of the project, and has injected an attitude of flexibility into its office procedures to accommodate and resolve whatever special construction demands arise in the production of these earth covered units. Preliminary HUD Office of Policy Development and Research work indicates earth housing has the potential of being fully competitive with conventional construction in relation to construction costs, requires no additional technological innovations to be highly efficient and durable, and offers substantial reductions in utility and maintenance costs. The unusually high utility costs caused by the locations and isolation of many Indian communities make the project of special interest to the Department and its reservation service population.

Small Group Indian Housing Demonstration for Mentally and Physically Handicapped (Including Elderly and Children)

In our previous report we stated that a study and demonstration project, jointly financed by HUD and HEW to explore ways to house and care for Indians with limited disabilities in their home surroundings, was approved on August 21, 1978. The concept for this demonstration project was developed by Dr. Karl A. Menninger of the Menninger Foundation, who will continue to serve the project in an advisory capacity.

Indian persons with limited disabilities frequently are sent to institutions which are far removed from their cultural and family base. This practice applies to those who are disabled or retired, elderly persons with infirmities, and abandoned or neglected children needing special care. The study and demonstration are an effort to provide a viable alternative to current procedures.

Preliminary to the demonstration project, HUD and HEW provided funding of \$77,445 for a study conducted by five southwestern tribes -- White Mountain Apache, Hopi, Navajo, San Carlos Apache and Zuni -- in collaboration with the Native American Research Institute, Inc., an Indian non-profit firm based in Lawrence, Kansas. The Institute is contributing from its own resources all direct and indirect costs in excess of \$77,445. The study is focused on the following key needs:

- deinstitutionalization of Indian people, including children, with limited disabilities;
- examination of the policies which constrain construction for groups with such disabilities; and
- the need to maintain and reinforce the natural family and extended family concept.

Through the study, the tribes analyzed their own needs, and determined where to put their limited resources. This study was preparatory to the planning among the five tribes in a demonstration project.

The facilities developed by the demonstration will be owned and operated by tribal government or non-profit organizations. Federal assistance for developing and constructing these facilities will be shared by HUD and the Indian Health Service (IHS) of HEW. The Federal assistance for operating and maintaining the facilities,

and for the provision of special care, also will be shared by HUD and HEW, with potential participation by other appropriate agencies. The BIA is also actively cooperating in carrying out the demonstration.

This demonstration is part of the ongoing effort by the Departments of HUD and HEW to promote nationally the objective of deinstitutionalization of persons, including children, into alternate facilities with appropriate care. HEW's Intra-Departmental Council on Indian Affairs is cooperating with HUD in oversight and administration of the project.

In addition to the commitment by HEW to share the initial technical assistance costs and provide special services for the demonstration during operation and management, the Indian Health Service of HEW agreed to provide the water and sanitation.

As indicated above, the initial study financed by HUD and HEW to explore ways to house and care for Indians with limited disabilities in their home surroundings has been completed. Based on tribal-level need assessments, HUD has initially approved 24 units:

- Zuni - 3 units
- White Mountain Apache - 5 units
- Hopi - 1 unit
- San Carlos Apache - 4 units
- Navajo - 11 units

These units will not be typical HUD-assisted Indian housing units. Although plans for the 24 non-institutionalized group homes have not yet been finalized, it is expected that each unit will have three to eleven bedrooms. Each unit will be two to three times larger than the typical HUD-assisted Indian housing unit, and will contain community space and other amenities so that similarly affected tribal members not housed in the group home may participate in the daily programs to be offered there.

HUD has reserved \$6,000,000 for the development of these group home facilities. A more precise development cost estimate, which is expected to be less, will not be known until final unit designs and development programs are completed, reviewed, and evaluated. Also, since this demonstration program is to be jointly funded, it is further expected that the estimated cost to HUD will be considerably lessened by the funding of various project components by other agencies.

Solar Projects

Information from the field indicates that the Solar Heating and Cooling Demonstration Program, funded in four cycles through January 1978 through the Office of Policy Development and Research, has resulted in a 25 to 50 percent a month fuel cost savings at current energy rates. This estimate of cost savings is also applicable to the Indian Housing Solar Energy Demonstration Project on the Pyramid Lake Reservation in Nevada, which was described in last year's report. Passive solar energy systems, combined with earth housing, offer even greater promise and are being explored.

D. Program Cost Containment

Production costs remain one of the primary on-going concerns with Indian programs. Costs have increased significantly during the 1970s, and can be expected to continue to increase at a rate which closely corresponds with the significant construction cost index changes expected over the next year. From a national perspective, however, program costs have been kept low relative to average non-Indian new housing costs, while the size and quality of the units built have been quantifiably improved.

Over the last decade, the cost of housing in the United States has increased dramatically. The recent HUD Task Force on Housing Costs identified a number of factors which have accounted for this dramatic increase, including increasing cost of labor and materials, rising interest rates, and growing regulations at all levels of government. Increased costs have affected both public and private housing development, and the cost to the taxpayer of public housing has come under increasing scrutiny.

Table 3 provides data on Indian LRPB costs since 1972. Table 5 provides comparable private market sales data for the 1972-1980 period. As can be seen, the recent substantial housing costs increases are not unique to Indian programs. By national standards, per unit Indian housing costs are well below private market sales levels, and have consistently maintained about the same cost relationship with the private market through the decade. Indian housing costs are high, however, relative to other public housing new construction costs and, in some instances, to area construction costs. The major reasons for these cost differentials and overall cost increases are as follows:

- Inflation. The primary source of cost increases in Indian housing during the 1970s is the general increases in housing construction materials and labor costs. Cost increases have closely matched changes in the Consumer Price Index.

TABLE 5
Average Sales Prices of
New Single Family Homes*

	Average Price	Index (1972=100)	Period to Period Percentage Change
1972	\$30,500	100.0	7.8%
1973	35,500	108.9	16.4%
1974	38,900	119.1	9.6%
1975	42,600	131.0	9.5%
1976	48,000	142.0	12.7%
1977	54,200	159.6	12.9%
1978	62,500	182.1	15.3%
1979	72,200**	NA	14-16% (est.)
1980	\$79,000-\$83,000 (est.)	NA	12-14% (est.)

*Source: Bureau of Census, C-27 series

**Price of houses sold in second quarter of 1979

- Unit quality and sizes. Improvements in the minimum property construction standards used as the basis for Public Housing unit designs have resulted in significant increases in unit sizes and construction quality since the early 1970s.
- Lack of infrastructure. Roads, water and sewage systems, and provision of electricity constitute an exceptionally large portion of site development costs, which often amount to 30-40% of total per unit development costs. Although BIA and IHS are responsible, respectively, for providing roads and water and sewage facilities to sites, HUD bears these costs within individual homesites and multi-unit sites. Lack of such facilities increases planning and development costs even under the best of circumstances. Development costs are also increased by any delays in completing these facilities, and frequently by lack of all-weather access roads. These obstacles have had an increasing impact on costs in the past few years, as the IHAs and HUD have begun to provide housing in relatively more isolated communities.
- Household characteristics. Most HUD Indian housing is built for families, with average household sizes well in excess of the national median. Three-four bedroom units are therefore the norm, in contrast to the smaller average unit sizes of non-Indian public housing. Over one-third of conventional public housing units are built for the elderly, with efficiency and one-bedroom units predominating. In contrast, only about 5% of HUD-funded Indian units are for elderly. The net result is that any overall cost comparisons of Indian versus non-Indian public housing costs are severely biased by lack of comparable unit sizes.
- Labor force availability. The isolated location of most reservations means that a trained residential construction labor force is frequently unavailable. Non-resident labor is more difficult to obtain, and must be paid transportation and/or living expenses. On isolated sites on a reservation such as the Navajo, temporary living quarters may need to be provided.
- Site availability. The lack of building sites on which development is economically feasible is an increasingly serious problem on many reservations. The number of sites with the requisite access roads, with access to water and sewer systems (or which are suitable for on-site development of such systems), and which can be readily provided with electricity is frequently very limited. The need not to disturb individual families' "user rights" to parcels which have already been assigned or allotted for grazing and farming further complicates this problem. Associated development cost increases may be caused by: (1) the delays which most current tribal land withdrawal processes present; and (2) delays associated with assembling the number of buildable sites needed for a project to proceed.

On the positive side, a continually improving level of IHA staff competence and program knowledge, when combined with a better understanding of Indian housing problems being developed by HUD staff specializing in this area, have yielded obvious results over the past 3-4 years. HUD continues to be highly concerned about construction costs in Indian programs, and has initiated several regulatory and procedural changes which should prove of assistance. Separate Indian prototype cost areas have been established for several reservations, which should facilitate successful bidding to the extent that they are more current and area-development specific than cost ceilings previously in use. The Indian Housing regulation published on November 6, 1979, also contains a number of cost containment and development streamlining provisions which should prove of assistance.

E. FY 1980 GOALS

Program Goals

Based on funding allocated by Congress, contract authority for approximately 6,000 additional units will be made available for new Indian housing program reservations during FY 1980. The unit goal set for construction starts is 5,000 units, with an equal number of units targeted for construction completions. Based on current project development status data and performance trends over the past two years, these objectives appear readily achievable unless costs increase at a much higher rate than that used in preparing these projections.

Reorganization

The 1978 Annual Report to Congress on Indian and Alaska Native Housing and Community Development Programs pointed out the need for a reorganization of the existing office structure, and it stated an analysis would be made to determine what field organization could best administer the HUD Indian programs while staying within staffing limitations. This analysis has been made. Operating experience over the past several years has indicated that, for the programs to be administered effectively, separate offices need to be set up which work exclusively with HUD programs for Indians.

This perception of the way to most improve program delivery is based on several factors. A separate accountability for HUD programs, and requirements for special consultations for Indians and Alaska Natives is an emerging phenomenon based upon their unique trust relationship with the Federal Government. Indian programs are more staff-intensive than non-Indian programs, and they have generally been allowed to languish when required to

compete for scarce staff time. Indian housing and CPD programs require a greater degree of sustained, personal, direct technical assistance and training for IHAs than for the counterpart programs for non-Indian PHAs. Finally, HUD Indian programs staff must have specialized knowledge and training to deal satisfactorily with the different program requirements stemming from the tri-agency agreement (HUD-BIA-IHS), the HUD-EDA Agreement, the special land tenure situations, the trust relationships between Native Americans and the Federal Government, and the need for frequent and detailed consultations with tribal officials, PHAs and Indian organizations.

Descriptions of the proposed restructuring were sent to Congress and to the HUD field offices on November 15, 1979. The cost/benefit analysis, as required by the "Dole Amendment" will be published in the Federal Register in December, 1979, and the regulation will become effective 90 days after publication. Letters were also sent on November 16, 1979, to representative groups of the Indian community describing the proposed restructuring, with a request that any comments on the plan be provided within 30 days. All comments should have been received and analyzed by mid-January, 1980, and barring unforeseen difficulties it is anticipated that the reorganization of the Indian Programs offices will be in place and functioning by the first of April, 1980.

Indian Housing Handbook/Program Training

The Interim Indian Housing Handbook is currently being rewritten to incorporate the changes made in the recently published revised Indian Housing regulation (final version, for effect), and to clarify and update procedures. The new Indian Housing Handbook will be divided into Development and Management portions. Both portions of the new Handbook should be completed in draft form during the first half of Fiscal Year 1980 in order to coincide with training sessions that will be held at this time.

After HUD's Indian field restructuring is in place, HUD, in conjunction with BIA and IHS, plans to conduct several training sessions in different locales around the country for selected HUD, BIA and IHS field staffs, and for key personnel of Indian Housing Authorities. The impacts of the new Housing regulation on the respective roles of the affected tribal and Federal agencies will be discussed. The draft portions of the revised Indian Housing Handbook will be used for these training sessions so that HUD staff may get first hand input and comments from the Indian people present, as well as from the field representatives of the three agencies, before the Handbook is finalized and printed for national distribution.

Census and Data

The 1978 Annual Report to Congress on Indian and Alaska Native Housing and Community Development Programs goes into some detail about the various sources available for Indian data and Indian needs assessments. While the data is neither as detailed nor as accurate as is desired, it does provide a reasonably equitable way of allocating HUD Housing and CPD resources to the regional level.

With input from the Indian Health Service (IHS), the Bureau of Indian Affairs (BIA) and the Office of Indian Housing, the Bureau of the Census has finalized the 1980 Census Supplementary Questionnaire for American Indians. One supplementary questionnaire is to be filled in by a census-taker for each household on a Federal or State reservation, and in non-urban Oklahoma Indian areas which have at least one American Indian, Eskimo or Aleut member. The results of this census survey should greatly increase our knowledge of the present situation of Indians and of the needs that are to be met.

Section 701 Comprehensive Planning Assistance Program

In 1954, the Congress recognized the importance of aiding small communities to plan for future housing and community development needs. Section 701 of the Housing Act of 1954 as amended, authorized to aid state and local governments in financing comprehensive planning activities. Indian tribal groups, as eligible recipients, use the program for a variety of planning purposes, including management, programming, technical assistance, demographic studies, citizen participation, and social service planning.

Through a series of amendments, the objectives of the program and the categories of eligible recipients have been expanded, and priorities among those objectives periodically shifted. An amendment to the Housing Act of 1964 authorized grants to States for Indian reservation planning.

The most recent revision of the program charter took place in the Housing and Community Development Act of 1974, in which the Senate rewrote Section 701, virtually in its entirety. One of the major revisions to the Act was that Indian tribal groups or bodies (those living as a community and owning contiguous land) were made eligible direct grantees and are expected to receive a small share of the total 701 grants. The definition of eligible Indians created problems for non-reservation Indians and was inconsistent with the CDBG definition. To resolve this inconsistency, the Housing and Community Development Amendments of 1979 changed the 701 definition of Indian tribal group or body to the CDBG definition, which is: "any Indian tribe, band, group and nation, including Alaskan Indians, Aleuts, and Eskimos and any Alaskan Native Village."

Inter-tribal or multi-tribal organizations which have been delegated authority by member Indian tribes to conduct planning and management activities on their behalf may be the applicant for assistance under the 701 program.

State governments may also apply on behalf of tribes in order to provide them with planning services.

CHAPTER III. REPORT ON COMMUNITY DEVELOPMENT

Indian Community Development Programs

The community development, planning, and technical assistance needs of Indians and Alaskan Natives are supported by the Department through the Community Development Block Grant (CDBG) and the Section 701 Comprehensive Planning Assistance Programs. This section briefly identifies the legislative mandate of these programs as they pertain to Indian tribes.

Community Development Block Grant Program

Section 107 of the Housing and Community Development Act of 1977 (P.L. 95-128) added two new programs to the Secretary's Discretionary Fund, one of which was a separate Indian Community Development Program for Indians and Alaska Natives. Prior to this action, Indian Tribes competed for CDBG non-metropolitan balance funds along with small cities. The Congressional action in 1977 effectively removed the competitive disadvantage faced by most Indian tribes in competing with small cities for funding. The 1977 legislation led to the development of new regulations designed to be more responsive to the specific character and need of Indian Reservations and Alaska Native Villages. Among the problems corrected by these amendments were the following:

- Many requirements of the CDBG program overlooked the special geographical, cultural, and legal situations of Indian tribes. Since Indian reservations can and do cross local and state jurisdictional boundaries, HUD treated individual reservations as several competing ones which resulted in varying levels of funding for different areas of a reservation. Extra paperwork and confusion often resulted for small and inexperienced staffs. The legislative requirement to meet labor Davis-Bacon and the civil rights statutes ignored the special legal relationships between the tribes and Federal Government.
- Project eligibility requirements were also too restrictive and reflected more the needs of municipalities than Indian tribes. In addition, extreme poverty, high chronic unemployment, and large proportion of substandard housing made their needs greater than those of most communities.

The Department published new regulations for the block grant program for Indian tribes and Alaska natives in interim form on March 23, 1978 and as final regulations December 15, 1978. The regulations defined the applicant eligibility standards, eligible CDBG activities, and the application and selection process. Provisions are also included for basic and comprehensive grants and special set-aside monies. Further program changes are expected in FY 1980 and will be undertaken with the consultation of the Department's field offices as well as Indian Tribes and Alaska Native Villages.

Table 6

INDIAN COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM REGIONAL ALLOCATIONS BY YEAR

FISCAL YEARS 1978, 1979

REGION	NUMBER OF ELIGIBLE TRIBES	POPULATION 1976 estimate	ANNUAL ALLOCATION BY DOLLARS AND PER CAPITA 1978	ANNUAL ALLOCATION BY DOLLARS AND PER CAPITA 1979
I	6	1,285	\$347,000 regional allocation \$270 per capita	\$343,000 regional allocation \$267 per capita
II	9	9,123	\$385,000 \$43	\$454,000 \$50
III	2	95	146,000 1,537	139,000 1,463
IV	4	9,403	666,000 71	727,000 77
V	29	23,729	1,976,000 83	2,107,000 89
VI	33	78,663	3,301,000 42	3,003,000 38
VII	8	4,516	615,000 136	626,000 139
VIII	29	81,138	4,622,000 57	5,226,000 64
IX	131	225,157	9,737,000 43	11,512,000 51
X	242	77,861	3,205,000 41	3,863,000 50
TOTAL	493	510,980	25,000,000 49	28,000,000 50

SOURCE: Department of Housing and Urban Development, Assistant Secretary CPD, Office of Policy Planning

Indian Community Development Program Description

Allocation of Funds:

For the first two years of the program, FY 1978 and 1979, the Department allocated funds to each of the ten Federal regions according to a formula giving equal weight to the percentage of the total eligible Indian population in each region and to previous CDBG funds received by all Indian tribes in each region. The formula relies on population figures as they are the most reliable of demographic data. In FY 1979, regional allocations ranged from \$146,000 in Region III to \$11,512,000 in Region IX where the greatest concentration of Indians is located. Table 6 provides further detail on regional allocations as well as per capita funding and Indian populations.

It is important to note the wide diversity in per capita funding, especially between Region III and Region VI. These disparities will be eliminated by the realignment of HUD Field offices boundaries with respect to Indian and Alaska natives, and a gradual shift to population as the predominant criterion in determining regional funding allocations.

The field offices manage the applications for CDBG funds and according to the geographic and administrative nature of the region, the area office may play a larger role in selecting applicants. For instance, in Region IX, all Indian tribes located in California, Arizona, Nevada, and New Mexico apply for assistance from the San Francisco Regional Office, but within Region V the tribes in Minnesota, Wisconsin, and Michigan will apply directly to their state's area office which has been allocated funds from the Chicago Regional Office.

Selection Criteria:

Each HUD Regional Office establishes, with the consultation of regional tribes and its area offices, a set of criteria for selecting and rating applicants. All rating systems must meet the needs of smaller as well as larger tribes, must primarily be a numerical point scoring system, and must allow for as many kinds of eligible activities as possible.

All selection criteria schemes must consider:

1. The impact the proposed activity will have on basic services;
2. the need of the applicant based on the percentage of individuals and families living in poverty and in substandard housing,
3. the importance of the project in providing more or better low and moderate income housing,
4. the number of individuals projected to benefit from the activity,
5. the degree to which the proposed activity will meet the tribe's stated needs,

6. the degree to which the activity will improve the health and safety of the tribe,
 7. the priority of the activity to the applicant,
 8. the activity's impact on economic development including the number of jobs created, and
 9. the amount of other federal, state or local funds which will be either leveraged or coordinated with the CDBG funds.
- The regional offices have the option of expanding these requirements based on the particular circumstances of tribes in their region.^{1/}

Preapplication and Application Process

To apply for assistance, the tribes submit pre-applications which include demographic data on poverty and housing, detailed project descriptions, cost estimates, and supporting documentation on past programs experience, maps, and assurances that citizen participation requirements are being met.

Upon receipt of the pre-applications, the regional and area offices review and rate the applications, using the selection criteria. Full applications for the higher-rated projects are invited at funding levels deemed appropriate by the field staff and commensurate with the amount of Indian funds allocated to the region. Full applications include a community development plan and budget, and certifications that the tribe is meeting the provisions of the Indian Civil Rights Act, and citizen participation and environmental assessment requirements of the CDBG program.

Tribes may apply for basic or comprehensive grants. Basic grants are one year single purpose grants. Comprehensive grants consist of two or more activities that are related to each other and will meet one or more of the tribe's community development needs. They cannot total more than 20% of any region's allocation. In addition to the full application requirements of the basic grant, the comprehensive grant application must include comprehensive strategies and three-year schedules as well as annual activity summaries. However, after approval of the comprehensive grant, the administrative requirements are less burdensome for the remaining years.

^{1/} Federal Register, Vol. 43, No. 242, December 15, 1978.

Representatives from the regional or area office's community planning and development staff monitor and evaluate the tribe's program. A recipient's performance must be reviewed at least once prior to the approval of a subsequent grant or prior to the final closeout of the project. Experience has proven, however, that tribes maintain more frequent contact than this with their CPD representative. Monitoring activities include review of the recipient's financial and managerial activities and its compliance with the regulations pertaining to eligible CDBG activities.

Eligible Participants:

Any Indian Tribe or Nation or Alaska Native Village recognized by the Federal Government under the Indian Self-Determination and Education Assistance Act or the State and Local Fiscal Assistance Act of 1972, is eligible to participate in the CDBG program. A total of 493 tribes and villages are eligible for assistance and are located in 30 states. Alaska has the greatest number of eligible applicants with over 200 Alaskan Native Villages. California, with more than 80 Indian tribes, also has a large number of eligible applicants. Other states with large concentrations include Oklahoma, New Mexico, Washington and Arizona.

Eligible Activities:

As a general rule, Indian Tribes and Alaskan Native Villages can undertake the same activities as municipalities participating in the CDBG Entitlement Cities program. The activities must principally benefit low and moderate income individuals and must be in accordance with all environmental requirements. The tribes may undertake the activities listed in Table 7. Each activity is guided by requirements which must be adhered to by the recipient.

TABLE 7
ELIGIBLE INDIAN CDBG ACTIVITIES

Acquisition of property	Neighborhood facilities
Clearance and demolition	Payment of non-federal share
Disposition of property	of federal programs
Emergency Assistance	Parking facilities
Economic Development	Public facilities and
Fire protection facilities and equipment	improvements
Flood and Drainage facilities	Publicly owned utilities
Historic preservation	Public services
Housing rehabilitation	Relocation
Street improvement	Solid waste disposal
	Water and sewer facilities

B. FY 1979 Program Activities

During FY 1979, the Department allocated \$28,000,000 to the Indian CDBG program, a \$3 million increase from FY 1978 and a \$10 million increase from FY 1977, the last year the tribes were eligible for the Section 106(f) non-metropolitan discretionary balance program. In just six years the Community Development Block Grant program for Indians has tripled in size from its initial allocation of \$10.6 million in FY 1975 to its projected allocation of \$31 million in FY 1980.

For FY 1979, 149 tribes and villages representing 30.2 percent of those eligible for funding received Community Development Block Grants. However, of the 284 tribes actually submitting applications, 52.4 percent were funded, representing 81.8 percent of the full applications invited.

Table 8 reviews the funding history of the program. Table 9 indicates the application activity of each region.

TABLE 8
INDIAN COMMUNITY DEVELOPMENT BLOCK GRANT FUNDING
1975 - 1979

REGION	1975	1976	1977	1978	1979	1980 estimated * (Projected)
I	175,000	120,000	817,000	347,000	343,000	249,000
II	300,000	--	276,000	385,000	454,000	525,000
III	250,000	--	250,000	148,000	139,000	90,000
IV	223,000	500,000	835,400	666,000	727,000	704,000
V	1,899,000	1,193,962	1,841,497	1,976,000	2,107,000	1,948,000
VI	88,000	350,000	284,000	3,301,000	3,003,000	3,949,000
VII	240,000	1,073,500	455,456	615,000	626,000	511,000
VIII	3,045,000	2,242,500	4,339,000	4,622,000	5,226,000	5,414,000
IX	3,544,690	4,790,342	7,281,209	9,737,000	11,512,000	13,140,000
X	891,902	1,652,347	2,459,000	3,205,000	3,863,000	4,470,000
TOTAL	10,656,592	11,922,651	18,839,237	25,000,000	28,000,000	31,000,000

*These figures are based on an interim rule to be published in December, 1979 governing regional allocations.

SOURCE: Housing and Urban Development, Assistant Secretary for CPD, Office of Policy Planning

TABLE 9
REQUESTS FOR INDIAN CDBG FUNDING
FY 1979

REGION	TRIBES ELIGIBLE FOR FUNDING	TRIBES SUBMITTING PRE-APPLICATIONS	FULL APPLICATIONS INVITED	TRIBES ACTUALLY FUNDED	PERCENT OF PRE-APPS FUNDED	PERCENT OF FULL APPS. FUNDED	PERCENT OF TOTAL ELIGIBLE FUNDED
I	6	5	5	4	80%	80%	66.6%
II	9	2	2	2	100	100	22.2
III	2	2	1	1	50	100	50
IV	4	4	3	3	75	100	75
V	29	21	14	11	52.3	78.5	37.9
VI	33	27	17	17	62.9	100	51.5
VII	8	6	5	5	83.3	100	62.5
VIII	29	22	21	21	95.4	100	72.4
IX	131	95	65	56	58.9	86.1	42.7
X	242	100	49	29	29.0	59.2	11.9
TOTAL	493	284	182	149	52.4	81.8	30.2

SOURCE: Department of Housing and Urban Development
Assistant Secretary for CPD
Office of Policy Planning

Tribes Submitting Applications--FY 1979

In monetary terms, demand greatly exceeded supply by \$53.3 million as indicated in Table 10. HUD was able to meet 34.4 percent of the dollars requested. It is not always possible to fund each tribe at the requested level since regional funding levels are determined by each region's Indian population and the past funding history of the tribes and villages within each region. In addition, a large number of tribes lack the administrative capacity to utilize the large amounts requested in an effective and efficient way.

The need to weight and rate each tribe's needs relative to others within the same region further complicates the ability of each region to meet funding requests. Tribes with a greater community development need do not, therefore, compete nationally and are, in part, restrained by regional allocations. These problems are being addressed in regulations which will be issued in mid-December, 1979, which will modify the allocation process.

TABLE 10
REQUESTS FOR INDIAN CDBG FUNDING
FY 1979

REGION	NUMBER OF REQUESTS FOR FUNDING	AMOUNT OF FUNDS REQUESTED	ACTUAL AMOUNT AVAILABLE PER REGION	PERCENT OF REQUESTS MET
I	5	497,404	343,000	68.9%
II	2	758,000	454,000	59.8
III	2	292,000	139,000	47.6
IV	4	2,398,938	727,000	30.3
V	21	5,612,531	2,107,000	37.5
VI	27	4,538,000	3,003,000	66.1
VII	6	1,302,000	626,000	48.0
VIII	22	6,685,827	5,226,000	78.1
IX	95	42,234,000	11,512,000	27.2
X	100	17,016,760	3,863,000	22.7
TOTAL	284	81,335,460	28,000,000	34.4

SOURCE: Department of Housing and Urban Development
Assistant Secretary for CPD
Office of Policy Planning

The 149 grants awarded in FY 1979 ranged in size from \$15,000 to \$2,175,000 with an average size of \$187,919. This represents a decrease from the 168 applicants awarded funds in 1978 but an increase in the range from the FY 1978 distribution of \$3,000 to \$1,714,532 with an average grant size of \$148,810. As indicated previously, per capita funding for FY 1979 increased to \$50 from \$49 in FY 1978.

Six multi-year comprehensive grants were funded in FY 1979. Region V set aside 20 percent of its funds for one comprehensive grant, Region VIII allocated 15 percent for two, and Region IX set aside approximately 8 percent of its funds for three comprehensive grants.

Region VII established a special set aside of 4 percent of its FY 1979 funds for comprehensive planning. Two tribes received grants of \$14,000 each for planning in FY 1979. Region X created a special Imminent Threat fund representing 15 percent of its Indian block grant monies with the provision that should no such application occur, the funds would be used to fund basic grants. No Imminent Threat applications were funded in Region X.

Program Activities

One third of the Indian CDBG monies was budgeted for housing rehabilitation activities in FY 1979, while 23 percent was used for infrastructure improvements such as water and sewer systems, road and street improvements, public service needs, such as fire fighting equipment and flood control systems. In addition, 15 percent was used to provide neighborhood or community facilities, including day care centers and senior citizen centers. Economic development accounted for another 12 percent of CDBG activities. The remaining balance of funds were distributed among the following activities: land acquisition/demolition planning, historic preservation and contingency accounts.

As illustrated in Table 11, the activities provided in each region vary widely, indicating both a difference in each region's needs and a difference in focus towards community development activities within regions as it is determined by and with input from the tribes and villages located within each region.

TABLE 11
PERCENTAGE OF CDBG FUNDS ALLOCATED FOR EACH ACTIVITY BY REGION
Fiscal Year 1979

ACTIVITY	REGION	I	II	III	IV	V	VI	VII	VIII	IX	X	NATIONAL
Housing Rehabilitation		18%	21%	100%	--	48%	27%	-	66%	30%	7%	33%
Infrastructural Needs		--	68%	--	27%	2%	17%	60%	15%	34%	61%	23%
Community Facilities		--	--	--	--	--	56%	36%	18%	7%	14%	15%
Economic Development		17%	--	--	55%	7%	--	--	--	21%	5%	12%
Land Acquisition/ Demolition		65%	--	--	18%	39%	--	--	--	--	10%	6%
Planning		--	--	--	--	4%	--	4%	1%	--	--	*
Other		--	11%	--	--	--	--	--	--	8%	3%	10%

* = less than 1%

Other includes: historic preservation, contingency accounts and administrative costs accounted as separate by some regions rather than percent of the program activity.

Source: Department of Housing and Urban Development
Assistant Secretary for Community Planning and Development
Office of Policy Planning

Housing Rehabilitation

Nationally, housing rehabilitation is receiving increased attention. Housing rehab addresses several of the legislative objectives established by Congress in the 1974 Housing and Community Development Act, including the elimination of slums and blight, the removal of detrimental conditions and the conservation of existing housing stock. While this activity is common among the participating tribes, the means to accomplish a successful project completion differ widely. Two tribes located in Oklahoma highlight this point.

The Seminole Nation and the Sac and Fox of Oklahoma share common geography, populations, large numbers of their people below the poverty line, and substandard housing. The tribes differ, however, in their approach to solving their housing problems. The Sac and Fox favor hiring private contractors, while the Seminole Nation utilizes workers from its Comprehensive Employment Training program to rehabilitate the homes while gaining useful experience and training. Each method has its benefits. The Sac and Fox have drawn down 97 percent of their funds and are moving ahead with plans for a FY 1980 program. The Seminole Nation averages a lower per unit rehab cost and is, therefore, able to disperse its funds more widely and restore more units. Each method has proven best for the unique circumstances of the tribes. A more thorough discussion of the success of these two programs can be found in Appendix A on page 61.

Economic Development

Economic development activities are also enjoying increased popularity among participating tribes and villages. A variety of successful and innovative projects have been started across the nation, reflecting attempts to alleviate the chronic unemployment problem among Indians as well as increase the income of Tribal members. In addition, economic development activities are used to provide the opportunity to train tribal members in marketable skills and to aid the tribes and villages in their attempts to become more self-sufficient.

The Moapa Band of Paiute Indians located in southern Nevada have utilized their CDBG dollars to successfully establish a business related to the tribe's farming heritage and more importantly, to provide permanent year-round employment for members of the tribe. The Moapa have constructed large greenhouses to grow vegetables in the arid southwest desert. Their success has been sustained by the tribe's determination to make the project work and by locally coordinating HUD's CDBG program with CETA and funds from the Department of Commerce's Economic Development Administration. The tribe is on its way to realizing its goals because it has been willing to take chances to learn from their experiences, and work towards a particular mission. An explanation of the Moapa program is included in the Appendix.

Comprehensive Planning Assistance (701)

The Comprehensive Planning Assistance Program (commonly known as the 701 Program) is a continuing effort by the Federal Government to encourage and financially support general purpose State and local government, regional combinations of local governments, and Indian tribes and tribal organizations in upgrading their comprehensive planning and executive management capabilities.

HUD Regulations describe the following as some of the major program objectives:

- to improve the management and decision making capabilities, and improve government productivity as well as reduce government costs;
- to develop and carry out a comprehensive plan as part of a comprehensive planning process, which includes and unifies housing and land use planning;
- to plan for recovery from disasters or from economic dislocations due to substantial changes in Federal activities.

The goals of the Indian Assistance program are to improve and expand the capacity of tribes to effectively plan and manage their locally determined programs and activities and assist them to develop and maintain planning and management skills.

Planning Assistance to Indian tribes has been available under the 701 program since 1964. The amount of funding has leveled off to \$1 million after peaking at \$1.9 million in 1976. Table 12 lists the history of 701 funding for FY 1979, 39 tribes have received 701 assistance. Table 13 lists the tribes by region and funding level.

TABLE 12
FY 701 Indian Reservations Grants (by FY)

1964	1	\$ 10,000
1966	2	44,190
1967	2	52,764
1968	7	221,032
1969	6	278,494
1970	28	721,366
1971	24	667,201
1972	50	1,331,555
1973	62	1,559,085
1974	63	1,636,000
1975	75	1,905,000
1976	85	1,982,000
1977	52	1,228,000
1978	55	1,250,000
1979	39	1,000,000

TABLE 13

Table III-Indian Planning Assistance Fiscal Year 1979 (701)

	Recipients	Grant Amount
I	State of Maine	\$26,000
	Passamaquoddy	(13,000)
	Penobscot	(13,000)
II	New York	
	Seneca Nation	14,000
	St. Regis Band of Mohawks	14,000
IV	United Southeastern Tribes	72,000
V	Minnesota	
	Leach Lake Reservation	\$10,000
	Bois Forte Reservation	10,200
	Grand Portage Reservation	10,100
	Wisconsin	
	Great Lakes Intertribal Counc.	18,000
	Menominee Restoration Comm.	11,600
	Oneida Tribe	12,000
VI	Oklahoma Office of Indian Affairs	70,000
VII	Kansas	
	Kickapoo Indian Tribe	11,000
	Nebraska	
	Winnebago Tribe	11,000
VIII	Ute Mountain	32,000
	Crow	22,250
	Northern Cheyenne	29,280
	Chippewa Cree	22,000
	Turtle Mountain	22,000
	Fort Berthold	28,000
	Devils Lake Sioux	35,000
	Flandreau-Santee Sioux	22,500
	Shoshone and Arapahoe	35,000
IX	Arizona	
	Gila River Indian Comm.	25,000
	Navaho Tribes	50,000
	Pascua Yaqui	20,000
	State of Arizona	21,000
	California	
	Southern Calif. Reservation	
	Planning Organization	35,000
	Owens Valley Board of Trustees	20,000
	EARTH-Economic Advancement	60,000

	New Mexico	
	State of New Mexico	50,000
	Eight Northern Indian Pueblo	
	Council	25,000
X	Washington	
	South Puget Sound Association	
	of Indian Tribes	30,000
	Central Organization of Pouget	30,000
	Sound Assoc. of Cooperating	
	Indians	

Source: Department of Housing and Urban Development
Assistant Secretary for CPD
Community Planning and Coordination

Technical Assistance for Indians

Section 107 of the Housing and Community Development Act of 1977 authorized monies from the Secretary's Discretionary Fund to provide technical assistance. Technical assistance, or funding for technical assistance, is available to Indian tribes through this section for planning, developing and administering community development activities. Indian tribes may receive assistance directly from private organizations, regional commissions, or councils for Indian affairs, which have been awarded HUD technical assistance contracts, or from State governments which have received HUD technical assistance grants.

During fiscal year 1979, \$510,575 was awarded to ten organizations to provide direct technical assistance to Indian tribes. These organizations, both public and private in nature, represent four of the ten Federal regions and over 100 Indian CDBG recipients.

The following table summarizes the technical assistance contracts and grants awarded under Section 107 for the improvement of Indian CDBG activities and administration.

TABLE 14

SECTION 107 INDIAN TECHNICAL ASSISTANCE FY 1979

<u>Region</u>	<u>Contractor/Purpose of Grant</u>	<u>Funding</u>
V	Great Lakes Inter Tribal Council/ provide TA to tribes in Wisconsin	\$49,500
	Michigan Comm. on Indian Affairs, provide TA to tribes in Michigan	25,000
	Minn. Indian Affairs Inter Tribal Council/ provide TA to tribes in Minn.	40,000
	Subtotal Region V	\$114,500
VII	United Indians of Nebraska, Data system for demographic information	\$100,000
	Palmer, France, Green and King, Ltd. TA and training to 8 tribes on CDBG	72,000
	Subtotal Region VII	\$172,000
IX	Quadel Consulting Corp./ Construction management services	\$ 41,150
	Rally, Davin and Kojas PS Financial Management Accounting systems	24,425
	Subtotal Region IX	\$ 65,575
X	Office of Governor, State of Alaska/ Planning for NW Alaska Natives Assoc.	\$125,000
	Office of Governor, State of Alaska--Univ. of Alaska/CDBG training	19,500
	Assoc. of Western Washington Indiana Housing Auth./ Engineering Services--Land Selection	14,000
	Subtotal Region X	\$158,500
TOTAL:		\$510,575

Source: Department of Housing and Urban Development,
Community Planning and Development
Office of Policy Planning

Nearly one-half (46.9 percent) of the grants were awarded to provide general community development technical assistance to Indian tribes. Over one-third (35.2 percent) supported specific management and administration functions such as financial management systems, while the remainder of the funds (17.6 percent) provided technical assistance and training on community development block grants.

Some HUD-funded state government programs also provide technical assistance to Indian tribes. As eligible recipients of the Secretary's Discretionary Fund, states develop programs to aid communities in CDBG administration and in program management. In FY 1979, sixteen states were awarded funds totaling \$3.5 million. Of these sixteen states, eight had eligible Indian tribes within their boundaries.

Although few states have actually worked closely with Indian tribes which are receiving CDBG monies, some have provided technical assistance to Indians in the past and plan to continue to do so.

Michigan, for instance, has established "direct TA teams". One state team consists of members of the State's health, housing, and highway departments and the State Attorney's office provides direct TA to the Huron Potawatomi Tribe.

Although the States of Florida, Louisiana, Nebraska, New York, and North Carolina have not designed their programs to work specifically with Indian tribes within their borders, Indian tribes participating in the CDBG program have been invited to attend and participate in the TA workshops and seminars. In addition, Louisiana is working with non-Federally recognized tribes who received CDBG monies prior to the establishment of the Indian CDBG program.

In general, Indian tribes participating in the CDBG program have the same opportunity as municipal governments to participate in the state's section 107 TA program. The tribes, however, have not always been as responsive to invitations to participate as have municipalities.

Achievements In Interagency Coordination

It is one of the goals of HUD to encourage Indian tribes receiving CDBG dollars to coordinate their grants with other Federal programs in support of housing and community development activities. Over the past two years many tribes did this on their own, or with the help of area and regional officials. During 1978 and 1979, over \$21.3 million of the funds allocated to the Indian CDBG program were coordinated with \$27.8 million from other Federal, State and local agencies. One of the most common usages combines CDBG dollars for housing rehabilitation with money from the Bureau of Indian Affairs Home Improvement program. Another is use of Department of Energy weatherization monies to support housing rehabilitation.

For infrastructure needs, the Indian Health Service provides funds in support of water system improvements which were either supplemented or leveraged by CDBG monies. EDA dollars can and are used to fund activities in conjunction with CDBG.

One of the most innovative ways of coordinating Federal programs utilizes CETA monies to train unemployed tribal members in the building trades and these trainees rehabilitate substandard housing. In this way, CDBG monies can be used to purchase the building materials while the labor costs are funded by CETA. This allows for lower per unit rehabilitation costs, and therefore, the increased amount of homes that could be rehabilitated with CDBG programs.

One of the most successful efforts to coordinate Federal funds in a multi-purpose program has been that of the Confederated Salish and Kootenai Tribe of Flathead Indians.

The Flathead tribe has successfully coordinated its CDBG funds with programs from the Department of Labor, Energy, and Interior and the Community Services Administration, while addressing three community problems: unemployment, substandard housing, and the training of tribal members. Included in Appendix A is a more complete discussion of the Flathead tribe's program.

Table 15 lists the tribes and their programs which have been coordinated with other Federal, state, local, or tribal dollars.

TABLE 15(a)
JOINT OR SUPPLEMENTAL FUNDING BY TRIBE FY-1978 and 1979

TRIBE	REGION	YEAR	CDBG DOLLARS	CDBG PROJECT DESCRIPTION	JOINT FUNDING (SOURCE AND AMOUNT)
Mashantucket-Western Pequot	I	1978	\$18,000	Comprehensive 3-yr housing plan	CSA: \$11,000
Mashantucket-Western Pequot	I	1979	59,404	Economic Development-Greenhouse	CETA \$278,000
Penobscot	I	1978	125,000	Housing rehab	BIA \$ 30,000
Penobscot	I	1979	61,000	Housing rehab	BIA \$ 77,587, Admin. of Native Americans \$9,500
Choctaw	IV	1979	398,000	Manpower training center	HEW \$288,953
Eastern Band Cherokees	IV	1978	377,000	Street improvements, construction of fire station, water line	EDA \$250,000
Bay Mills Indian Community	V	1978	91,700	Housing rehabilitation	CSA \$3800, DNAP \$2500, BIA \$15,000, IHS \$10,000
Lac Courte Oreilles	V	1978	39,300	Planning	\$ 10,700
Saulte Ste Marie Chippewa	V	1978	202,500	Land acquisition, housing rehabilitation	BIA \$ 14,000
Cherokee	VI	1978	300,000	Water/Neighborhood facility	IHS, FHMA \$452,000
Choctaw	VI	1978	300,000	Housing rehabilitation	CETA \$246,000
Ponca	VI	1978	100,000	Weatherization/st. rehab	CETA, FHMA \$ 51,000
Potawatomi Citizen Band	VI	1978	100,000	Housing rehabilitation	BIA \$136,000
Seminole	VI	1978	300,000	Housing rehabilitation	CETA \$166,000

Source: Department of Housing and Urban Development
Assistant Secretary for Community Planning and Development
Office of Policy Planning

TABLE 15-(b)
JOINT OR SUPPLEMENTAL FUNDING BY TRIBE FY 1978 and 1979

TRIBE	REGION	YEAR	CDBG DOLLARS	CDBG PROJECT DESCRIPTION	JOINT FUNDING (SOURCE AND AMOUNT)
Utah & Ouray	VIII	1978	\$170,000	Housing Rehabilitation	IHS \$ 82,000, BIA \$20,100
Utah & Ouray	VIII	1979	261,000	Housing Rehabilitation	IHS \$ 82,000, BIA \$30,000
Ute Mountain	VIII	1979	169,200	Housing Rehabilitation	BIA \$15,900
Wind River	VIII	1978	350,000	Housing Rehabilitation, Senior citizen Center, Water system	ONAP \$ 37,666, IHS \$138,000
Yankton Sioux	VIII	1978	75,000	Economic Development	EDA \$ 20,000
Yankton Sioux	VIII	1979	310,000	Housing Rehabilitation	BIA \$ 35,000
<u>ARIZONA</u>					
Colorado River	IX	1979	600,000	Water System	EDA \$1,000,000, FmHA \$1,500,000, IHS \$1,000,000 BIA \$150,000
Havasupai	IX	1978	80,000	Sewer System	EDA \$ 70,000
Havasupai	IX	1979	120,000	Housing Rehabilitation	BIA \$ 23,000
Navajo	IX	1978	1,714,532	Public Facilities	DOL \$ 15,000, CSA \$400,000, IHS \$250,000, BOR \$45,000
Navajo	IX	1979	2,175,000	Public Facilities	IHS \$4,860,000
White Mountain	IX	1979	302,000	Economic Development Training Center	HEW \$200,000
<u>CALIFORNIA</u>					
Barona	IX	1979	120,000	Housing Rehabilitation	BIA \$ 6,000
Bishop	IX	1978	157,000	Economic Development	Econ. Dev. Loan Project \$7,000
Bishop	IX	1979	225,000	Elderly Center, Commercial land dev.	A&E \$8,627, BIA \$4,888, Tribe \$4,888
Bridgeport	IX	1979	135,000	Community Center	State \$1,350

TABLE 15 (c)
JOINT OR SUPPLEMENTAL FUNDING BY TRIBE FY 1978 and 1979

TRIBE	REGION	YEAR	CDBG DOLLARS	CDBG PROJECT DESCRIPTION	JOINT FUNDING (SOURCE AND AMOUNT)
Tonkawa Tribe	VI	1978	\$100,000	Neighborhood Facility	CETA \$ 25,000
Omaha	VII	1978	100,000	Water system	IHS \$660,000, FmHA \$954,000 HUD \$500,000
Santee	VII	1979	224,000	Fire Equipment & water line	IHS \$100,000
Blackfeet	VIII	1979	270,720	Water Line	IHS \$700,000
Cheyenne	VIII	1979	282,000	Community facility	State \$ 10,000
Crow	VIII	1978	66,058	Fire protection	State \$ 5,000
Flathead	VIII	1978	285,000	Public Service Training Program, Rehabilitation of housing	BIA \$150,000, CETA \$250,000, DOE \$35,000, Tribe \$47,00
Flathead	VIII	1979	262,080	Public Service Training Program, Rehabilitation of housing	BIA \$150,000, CETA \$250,000, DOE \$35,000, Tribe \$47,00
Lower Brule Sioux	VIII	1978	266,000	Drainage System	BIA \$ 15,000
Sisseton-Wahpeton Sioux	VIII	1978	350,000	Housing Rehabilitation	CETA \$ 97,115, IHS \$115,000, DOL \$175,000, HEW \$75,000
Sisseton-Wahpeton Sioux	VIII	1979	400,000	Housing Rehabilitation	BIA \$125,000, DOL \$10,000, CSA \$50,000, IHS \$120,000 CETA \$175,000
Southern Ute	VIII	1978	179,545	Housing Rehabilitation	CSA \$ 95,000, ANA \$8,000, DOE \$8,000, CETA \$8,000 STATE \$50,000
Standing Rock Sioux	VIII	1979	130,000	Water system	IHS \$ 40,000

TABLE 15 (d)
JOINT OR SUPPLEMENTAL FUNDING BY TRIBE FY 1978 and 1979

TRIBE	REGION	YEAR	CDBG DOLLARS	CDBG PROJECT DESCRIPTION	JOINT FUNDING (SOURCE AND AMOUNT)
Cabazon	IX	1979	\$120,000	Community Center	A&E \$ 4,000
Campo	IX	1978	75,000	Housing Rehabilitation	BIA 3,500
Campo	IX	1979	120,000	Housing Rehabilitation	BIA 3,000
Covelo	IX	1979	75,000	Rehabilitation	BIA 12,000
Cuyapaipe	IX	1979	30,000	Housing Rehabilitation	BIA 4,000
Duckwater	IX	1978	100,000	Community Facility	EDA 312,000
Ft. Independence	IX	1978	75,000	Housing Rehabilitation	BIA 3,500, CSA \$8,000
Ft. Independence	IX	1979	72,000	Water System	EDA 18,000, IHS \$60,000
Hoop Valley	IX	1978	295,000	Housing Rehabilitation	IHS 450,000, EDA \$511,000, DOL \$83,000, BIA \$700,000
Hoop	IX	1979	300,000	Housing Rehabilitation, Water System	DOL 28,080
Laytonville	IX	1979	148,000	Housing Rehabilitation	HUD 25,000, IHS \$5,296
Lone Pine	IX	1979	39,000	Water Project	IHS 41,000
Los Coyotes	IX	1979	85,000	Housing Rehabilitation	BIA 7,800
Mesa Grande	IX	1978	110,000	Housing Rehabilitation	BIA 15,000
Morango	IX	1978	75,000	Housing Rehabilitation	County Riverside, CA \$45,000
Morango	IX	1979	75,000	Recreation Facility	CETA 7,500, Tribe \$45,000
La Jolla,	IX	1979	209,386	Community Facility	IHS 7,000
Pitt River	IX	1979	110,000	Housing Rehabilitation	IHS 65,000, BIA \$4,000
Rincon	IX	1978	85,000	Street Improvement	Local 15,000
Rincon	IX	1979	115,000	Economic Development	CETA 50,000

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TABLE 15 (e)
JOINT OR SUPPLEMENTAL FUNDING BY TRIBE FY 1978 and 1979

TRIBE	REGION	YEAR	CDBG DOLLARS	CDBG PROJECT DESCRIPTION	JOINT FUNDING (SOURCE AND AMOUNT)
San Manuel	IX	1979	\$ 85,000	Housing Rehabilitation	BIA \$ 3,000
San Pasquel	IX	1978	75,000	Housing Rehabilitation, Neighborhood Facility	BIA 7,000
San Pasquel	IX	1979	85,000	Economic Development	State 13,000, BIA \$400
Sac Ysabel	IX	1978	75,000	Housing Rehabilitation	BIA 6,000
Sobaba	IX	1977	100,000	Housing Rehabilitation	BIA 6,000
Stewards Point	IX	1979	102,000	Housing Rehabilitation	BIA 6,000
Sycuan	IX	1978	132,000	Multipurpose center, Fire Equipment	Tribe 5,000
Sycuan	IX	1979	100,000	Housing Rehabilitation	BIA 4,000
Torres Martinez	IX	1979	65,000	Housing Rehabilitation	BIA 6,000
Trinidad	IX	1978	96,000	Community Center	EDA 200,000
Viejas	IX	1979	100,000	Housing Rehabilitation	BIA 2,400
NEW MEXICO					
Acoma	IX	1978	125,000	Housing Rehabilitation	BIA 30,000
Acoma	IX	1979	100,000	Housing Rehabilitation	BIA 25,000
Jemez	IX	1978	132,000	Housing Rehabilitation	BIA 40,000
Jicarilla	IX	1978	112,000	Water System	EDA 587,000
Laguna	IX	1979	150,000	Housing Rehabilitation	BIA 23,000

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TABLE 15 (f)
JOINT OR SUPPLEMENTAL FUNDING BY TRIBE FY 1978 and 1979

TRIBE	REGION	YEAR	CDBG DOLLARS	CDBG PROJECT DESCRIPTION	JOINT FUNDING (SOURCE AND AMOUNT)
Mescalero	IX	1979	\$100,000	Housing Rehabilitation	BIA \$ 30,000
Picuris	IX	1978	117,856	Housing Rehabilitation	BIA 20,000
Picuris	IX	1979	97,000	Housing Rehabilitation	BIA 30,108
Pojoaque	IX	1979	219,000	Economic Development	BIA 89,000
San Idelfonso	IX	1978	230,000	Flood Control	BIA 40,000
San Idelfonso	IX	1979	106,000	Housing Rehabilitation	BIA 42,653
San Juan	IX	1978	72,000	Housing Rehabilitation	BIA 25,000
San Juan	IX	1979	180,000	Housing Rehabilitation	BIA 25,090
Santo Domingo	IX	1978	125,000	Housing Rehabilitation	CSA 19,000
Santo Domingo	IX	1979	125,000	Housing Rehabilitation	CSA 19,000
Santo Clara	IX	1979	70,000	Housing Rehabilitation	BIA 42,000
Taos	IX	1978	230,000	Flood Control	BIA 54,400
Taos	IX	1979	160,000	Housing Rehabilitation	BIA 35,000
Zuni	IX	1978	97,000	Housing Rehabilitation	IHS 61,000, EDA 800,000, BIA 800,000
<u>NEVADA</u>					
Duck Water	IX	1979	120,000	Housing Rehabilitation	BIA 8,000, CSA 6,700
Ely	IX	1978	100,000	Economic Development	EDA 150,000
Fallon	IX	1978	27,000	Fire Equipment	HP 25,000
Fort McDermitt	IX	1979	225,000	Community Center	Save the Children \$5,000

TABLE 15 (g)
JOINT OR SUPPLEMENTAL FUNDING BY TRIBE FY 1978 and 1979

TRIBE	REGION	YEAR	CDBG DOLLARS	CDBG PROJECT DESCRIPTION	JOINT FUNDING (SOURCE AND AMOUNT)
Moapa	IX	1979	\$450,000	Economic Development	EDA \$650,000, DOE \$65,000
Reno Sparks	IX	1979	200,000	Community Center	IHS 72,000, Tribe 24,000, IHS/NAHS \$56,000
Walker River	IX	1978	180,000	Water System	IHS 238,000
Walker River	IX	1979	180,000	Sewer System	IHS 135,000, EPA \$200,000
Washoe	IX	1979	86,000	Economic Development	IHS 11,000, EDA \$80,000
Yerrington	IX	1978	255,000	Economic Development	BIA 180,000, Fleischman Foundation \$50,000
Yomba	IX	1978	67,500	Community Facility, Fire Equipment	HP 15,000, EDA \$288,000
Yomba	IX	1979	107,000	Water, Utilities	IHS 40,000, HP \$102,000
Bethel Native Comm.	X	1978	25,000	Electrification	State 20,000
Fort Yuma Native	X	1978	150,000	Housing Rehabilitation	Village 30,000
Ketchikan Ind. Corp.	X	1978	26,000	Comprehensive Planning	State 20,000
Makah Indians	X	1979	53,000	Road Construction	BIA 40,000
Nisqually Indians	X	1979	241,000	Daycare and Health Facility	BIA 22,200, State 100,000, Kresge Found. 57,000
Port Graham Village Council	X	1978	70,000	Fire Protection Facility	State 16,000
Spokane Tribe	X	1979	250,000	Sewer System Improvements	IHS 210,000, FmHA 520,000
Upper Skagit Indians	X	1979	250,000	Land Acquisition	BIA 32,500

C. Legislative Implementation of the Block Grant Indian Set-Aside

Administrative and Programmatic Changes

Since the publication of the First Annual Report to Congress on the Indian and Alaska Native Housing and Community Development Programs on December 1, 1978, several administrative and programmatic changes were initiated which affect the Community Development Block Grant Program for Indian Tribes and Alaska Natives.

Actions in the Past Year

Final Regulations: One of the first administrative changes was the publication of the final regulations governing this CDBG program. Published on December 15, 1978, the final regulations incorporated the comments received on the interim rule, clarified several legal ambiguities and established the regional funding allocation formula for Fiscal Year 1979.

Among the specific changes made from the interim rule was a revision of the definition of eligible Indian population. The new definition expands the available data sources beyond that compiled by the Department of Interior and the Department of Treasury to include census data. Another change clarified that though Alaskan Regional Corporations are eligible applicants under the Indian Self-Determination and Education Assistance Act, since they may apply for grants on behalf of their members. To designate them as eligible for Section 107 funds would result in double-funding, since Alaskan Regional Corporations are composed of villages which are also eligible applicants. The final regulations stipulate that Regional Corporations are eligible applicants whenever one or more of their constituent villages does not apply.

Actions to Take Effect in the Coming Year

There are at least two items currently in process which will have an effect on the Indian CDBG program in the coming year. One relates to Housing Assistance Plans, and the other to the funding allocation formula used.

- Housing Assistance Plan: The proposed rule outlining the Housing Assistance Plan (HAP) requirements for the CDBG Program for Indian Tribes and Alaska Natives will be promulgated for comment in the next year. With the publication of the proposed rule, applicants will have the opportunity to comment on the regulations, proposed instructions, and proposed form.

The HAP regulations being proposed modify the HAP requirements of the CDBG Entitlement Cities Program. The rule takes into consideration the special needs, cultural traditions, and legal circumstances of the Indian applicant. For instance, the applicant may establish its own housing conditions standards with the only requirement being that it meet or exceed HUD's minimum housing quality standards. Realizing that some of the Tribes have very little housing data at their disposal, applicants are encouraged to search out all available data sources. Where all or part of the data required is missing, applicants have two choices. First, if the applicant judges that the data missing is

insignificant, it can use estimates. The second choice in those cases where the data missing is significant, is for the applicant to request a waiver of the HAP requirement.

Comments received on the HAP will be considered prior to the issuance of the final rule.

- Allocation formula: An interim rule revising the allocation of funds to Regional Offices should be published for effect in early 1980. The new funding formula phases out the weight that has been given to past funding experience while increasing the weight given to population.

The revisions to the formula result from a detailed study which revealed that funds for the Indian Community Development Block Grant Program have not been allocated equitably. Allocations in the past based on 50 percent population and 50 percent past funding level favored those Regions with tribes who, at the time the original formula was established, had mastered the art of grantsmanship. Regional allocations were, for example, found to be highly skewed in a manner which had little apparent relationship to relative needs. Population, however, proved to be the only variable presently available with a clear relationship to need. For that reason the weight in the formula given to population is gradually being increased.

The problem is not that such interrelationships do not exist, but rather that available data on any item except population is so unreliable as to be useless for analytical purposes.

Since none of the data available, other than population, could be used as a measure of community development need, population was left as the only measurable criterion for formula purposes. Therefore, the Department has determined that past funding as a variable should be phased down to 33 1/3 percent for FY 1980 as opposed to the 50 percent level in FY 1979. By 1981 this would decrease to 25 percent. Prior to the 1982 fiscal year the formula will be reevaluated reflecting updated and more accurate Census data. As noted previously, the Census Bureau is undertaking a major special census survey of all Indian reservations as part of their decennial sampling. This is expected to yield reservation-level data far better than any previously available.

Rule changes on the formula allocation procedures have been developed and have cleared internal Department review. The changes were sent to Congress for the 15 day review period in early November, 1979. Final regulations are expected to be published in mid-December, 1979.

When the new formula takes effect, some of the inequities in the previous formula will be eliminated. It is anticipated that the new formula will be applied to FY 1980 allocations.

Potential Actions

There are a number of issues related to the CDBG program for Indians which should be examined in the near future.

- **Regional Selection Criteria:** Presently each HUD Regional Office develops criteria for selecting grantees. Published program regulations serve as a guide in developing these criteria. To determine whether the guidelines have been sufficient to insure consistent criteria from region to region, a study of the regional selection criteria is planned for 1980.

- **Applicant Eligibility:** Eligible applicants for this program are only those tribes which are eligible under either the Indian Self-Determination and Education Assistance Act or the State and Local Fiscal Assistance Act. Since this limits eligible applicants to only those which are federally recognized, a study is planned which would examine the extent to which state recognized tribes are in need of community development assistance, and whether they should be included as eligible applicants. In addition, an assessment of the possible impact caused by changes in BIA's eligibility criteria will be conducted.

CHAPTER IV-RELATED PROGRAM AND COMMUNITY SUPPORT EFFORTS

Urban Initiatives: Anti-Crime Program Blackfeet Tribe, Browning, Montana

As part of President Carter's National Urban Policy, and under the authority of the Public Housing Security Demonstration Act of 1978, HUD is coordinating the use of over 40 million dollars to reduce crime and the fear of crime in selected public housing projects. The Blackfeet Tribe of Browning, Montana, will receive over one half million dollars for their anti-crime efforts at scattered sites throughout Browning.

The program is an interagency effort, which involves more than five Federal departments and agencies. It is the first comprehensive attempt by the Federal Government to link crime prevention and urban development to targeted areas of great need. The program is designed along Federal guidelines drawn from a systematic review of what has and has not worked in the past. But the emphasis remains on locally proposed solutions that are tailored to specific community needs.

The comprehensive Anti-Crime Action Plan of the Blackfeet Indian Housing Authority includes the following:

- Through a new Anti-Crime Coordinator, the Authority will review and analyze the management of the Authority, identify problem areas related to crime, and implement changes.
- The Authority will renovate the Tribal Housing Office, which will house anti-crime activities and a community recreation complex. "Defensible space" will be created through the use of fences, landscaping and lighting.
- A tenant organization will be established and a series of education and training seminars will be developed for tenants. With the help of local police, the Authority will develop a program of tenant surveillance and patrol.
- A youth employment program for physical security modernization and anti-crime surveillance work will be started. A resource list of unemployed and underemployed tenant adults will be compiled for future employment prospects.
- Anti-Crime Program personnel will implement a victim/witness program and will develop a program for battered wives. A youth and alcohol/drug abuse effort will be instituted.
- An additional full-time police officer will be assigned to the projects. Blackfeet Law and Order personnel will attend educational seminars and will be involved in the coordination of all anti-crime efforts.

- A Community Anti-Crime Oversight Committee will be formed to create area-wide linkages.

The Authority will receive \$280,000 from HUD's Physical Security Modernization Funds, \$120,000 from the Department of Labor's Project Youth Employment Funds, \$20,000 from HUD's Community Development Block Grant Discretionary funds, and \$20,000 from LEAA's Victim/Witness funds. In addition, the Authority will receive \$71,000 in local matching funds and other agencies may later co-target resources.

Mutual Help Program Orientation

It has been demonstrated that the extent to which potential Mutual Help Program participants are given a thorough understanding of the nature of the program and the responsibilities they and their Housing Authority must assume, has a substantial impact in improving the working relationship of the participants, IHAs, and tribal governments. The motion picture, "Movin' Up", was recently completed to assist with this effort, and has been well-received by audiences.

This motion picture demonstrates how a family qualifies under the Mutual Help Housing Program, moving through various steps involved in acquiring and maintaining their own home. Features such as sweat equity, purchase procedures, home maintenance and management, moving, and financial planning are brought into play. The 25 minute film can be used for the education, training and preparation of Indian families for their participation in the Mutual Help Housing Program.

The Bureau of Indian Affairs participated in planning and narrating the film. The family that was used in the main body of the film is an actual participant in one of the Indian projects, and was living in the sub-standard house that was used in the movie. As many persons of Indian descent as possible were used, both in the film and associated production work.

Because of the cooperation received, the cost to HUD of the endeavor was only \$45,000. It is contemplated that in the near future copies of this film will be distributed to appropriate parties under a new grant from the Department. Also, a new film on the American Indian Counseling Program may be produced in FY 1980.

Indian Jobs/Skills Bank

An Indian Job and Skills Bank has been developed to provide a single source referral service for native Americans. HUD is providing partial support for a project to field test the innovative aspects of the Bank and to identify and refer Indians seeking jobs in the Federal Service.

HUD transferred \$10,000 to HEW/Administration for Native Americans (ANA) for the project, which is also supported by DOL/ Division of Indian and Native American Programs (DINAP) and several other Federal agencies.

A public relations plan for the dissemination and exchange of information about the Bank will be designed and relationships between the Bank and the personnel administrations and relevant program offices of approximately twenty Federal agencies will be developed and maintained. Activities promoting coordination of the Bank with employment rights programs of Indian tribes and organizations, and initiatives of Federal agencies will be undertaken.

The contractor, ACKCO, will explore the feasibility of expanding the Bank's services to include non-Federal employers.

Capacity-Building

In support of the Secretary's concerns for neighborhood organizations, NVACP's Office of Neighborhood Development entered into a Cooperative Agreement with the National Urban Indian Council (NUIC) for \$25,000 for 90 days. This agreement helped NUIC increase their capacity to identify and plan for their constituents, off-reservation Indians. The Cooperative Agreement became effective on February 22, 1979 and ended on May 22, 1979.

The Cooperative Agreement called for a three month planning process during which NUIC would formulate resource development strategies to seek long-term commitments for support, based on the technical assistance needs identified by selected representatives from their regional councils.

Tasks included:

- Identifying and analyzing NUIC's technical assistance needs. NUIC conducted an inventory of 32 sources to assess their needs in the areas of housing and community development. Completed on March 25, 1979.
- Coordinating and conducting a planning workshop. With each of their regional councils and other off reservation Indians, NUIC reviewed and prioritized the issues and concerns identified in the needs assessment, and developed strategies for addressing them. The workshop was held in Denver on April 25 through April 27, 1979. Seventeen off-reservation Indians participated.
- Preparing a detailed plan for long-term development strategies to increase NUIC's capacity for technical assistance to their constituents.

APPENDIX A

CASE STUDIES HOUSING REHABILITATION TWO APPROACHES

The following case studies are examples of well managed programs which can be replicated by other tribes interested in undertaking like activities. They include the Sac and Fox and Seminole Tribes of Oklahoma, the Moapa Tribe of Nevada and the Flathead Tribe of Montana.*

Undoubtedly, one of the most pressing of community development needs facing the Indian populations is that of poor and unlivable housing conditions. In their attempts to alleviate this problem, Indian tribes have established housing rehabilitation programs funded in part with Indian Community Development program monies. Two tribes, the Seminole Nation and the Sac and Fox Nation, both located in eastern Oklahoma, face similar housing situations and have utilized Indian Community Development program funds to meet their housing needs. Both tribes have a large percentage of their people living below the poverty line, in substandard housing, and dispersed over large geographic areas within their respective counties. Both the Sac and Fox and the Seminole are concentrating their funds towards the elderly and the handicapped members of their tribes with consideration also given to income level and the condition of the housing.

The tribes differ in their approach to rehabilitating their substandard housing units. The Seminole Nation utilizes workers from the Department of Labor's Comprehensive Employment Training Assistance (CETA) program to modernize and repair the substandard housing units while the Sac and Fox favor hiring private contractors. Each technique is applicable to the unique circumstances and experiences of the tribes.

SEMINOLE

Gaining experience with the Bureau of Indian Affairs' Home Improvement Program (HIP), members of the tribe working under the CETA program have had success in building and rehabilitating housing units in the Seminole Nation. The tribe chose to continue to use these workers and expand the CETA program for the rehab activities planned for the tribe's CDBG program. This approach was attractive to the tribe for several reasons. First, the tribe realized it could stretch its CDBG dollars the furthest by earmarking them solely for the purchase of building materials. The high labor costs were cut by hiring and training low skilled unemployed Indians with money from the CETA program. In this way, more money was available which in turn increased the potential benefits of the program.

Secondly, the tribe has had bad experience with private contractors who seemed more interested in the money than in the quality of their work. Many of the jobs finished by private contractors had to be reworked in part by the Seminole CETA employees.

Thirdly, by utilizing CETA workers, the tribe not only addressed its employment problem but trained the workers in skilled jobs such as plumbing, electricity, and masonry. Several of the CETA employees have been offered full time positions with private companies.

*Case studies based on site visits by
CPD Office of Policy Planning Staff.

The Seminole Nation plans to eventually rehabilitate 73 units, and currently, has nine units in various stages of completion, close out, or rehabilitation. The cost of rehabilitating the units ranges from \$2,500 to \$4,500 per unit. The program is expected to benefit 365 individuals, 100 percent of them with low or moderate income. Additionally, 20 individuals will benefit by being trained for future jobs in skilled professions. Total funding for FY 1978 was \$300,000, with support from the CETA program totaling over \$166,000.

SAC and FOX

The Sac and Fox Nation undertook a different approach to achieving its goal of rehabilitating 51 substandard housing units. The tribe contracts with a private builder for each project who, in turn, prepares the work and cost estimates and undertakes the construction. The work is frequently inspected by a member of the Tribal Council, who insures that the project is on schedule, and that all of the tribes' construction standards are being met.

Contracting out the projects does lead to higher per unit costs, averaging \$9,000 to \$10,000. In one case, complications developed and the tribe shifted CDBG monies from a street improvement project to complete a housing rehab project which incurred large cost overruns. The Sac and Fox Nation's FY 1978 funding totaled \$100,000, limiting the scope of the program in its first year. The tribe realizes that CDBG funds are scarce and may be increasingly difficult to obtain. Such realization has allowed the tribe to use its funds as effectively as possible and to gain much needed administrative experience in rehabilitation programs.

While the Sac and Fox Nation does have an unemployment problem, utilizing a CETA type program is not feasible for several reasons:

1. The start-up time for the project would be extended, thereby delaying the program's benefits. Currently, the tribe enjoys a 90 percent drawdown rate.
2. The amount of travel time to each project would increase because the work teams would have to be gathered and transported to the sites which are scattered across a large geographic area.
3. The tribe is located far from the county seat in Shawnee, Oklahoma where the CETA program is administered, creating possible communications problems and increasing travel time between the site of rehabilitation and the coordinating center. This would add to the work days needed to complete the projects.

4. Many of those who are out of work do not want to work. Those who do, can and have sought work in nearby Tulsa and Oklahoma City. Therefore, the rehab projects may provide some opportunity for tribal members for employment but it would have little affect on the unemployment picture of the Sac and Fox Tribe.

These reasons have led the tribe to remain with private contractors. The rehab projects have been successfully and satisfactorily undertaken.

SUMMARY

Both of these tribes are undertaking similar projects but their approaches differ in accordance with their past experience and current needs. The Seminoles provide on-the-job training, and because they use CETA funded trainees, they are able to rehabilitate more units at lower costs. The Sac and Fox are confronted with logistic problems which make private contracting most efficient for them. Reflecting such differences in tribal situations, the Oklahoma City HUD Area Office has established a policy most beneficial to the tribes in its area. The Area Office looks upon its role as one of encouraging use of innovative techniques which may be more suitable to the particular tribe in solving its problems. Such philosophy underlies the rationale for block grants and the CDBG program.

CASE STUDY
ECONOMIC DEVELOPMENT
MOAPA RESERVATION

The Moapa Reservation has developed this Tribal Mission Statement:

"Our mission is to advance the Moapa Band of Paiutes and preserve their homeland by building an independent and self-governing community that provides an opportunity for all peoples who have made a commitment to this mission."

In their efforts to further this mission, the Moapa Reservation undertook several economic development projects, including the tomato greenhouses being funded with a comprehensive grant from HUD's Community Development Block Grant Program.

Moapa Reservation is located about sixty miles northeast of Las Vegas, Nevada. About 300 members of the tribe reside on the reservation which is 1000 acres. This was not always the size of the reservation. When the Tribal Lands were first set aside in the 1870's, they totalled 2,000,000 acres. There are efforts presently underway to restore 70,000 acres of the original land to the Moapa Band.

The economic development efforts of the Moapa Reservation began in 1968 with formation of a farming cooperative. Two years later, a leather shop was opened. The shop started out producing hand-beaded items and hand-tooled vests, wallets, and belts, but when no market could be found at the price they were asking, they were forced to look into other leather markets and were successful in obtaining a contract to produce CB radio cases. From the radio cases, they have expanded to business accessories.

In their next step in improving the economic viability of the tribe, with the assistance of EDA they established a construction company. The Moapa Company, as it is called, built the 7,000 square foot Community Building in 1976. Since then, they have been involved in building houses, greenhouses, and in contracts off the reservation.

The Moapa Reservation's latest economic development effort has been the biggest. The stimulus for establishing another business on the reservation was the need to provide permanent, year-round employment for more of the tribe's members. At the same time, the tribe was looking for something which built on their farming heritage. It was with those items in mind that the tribe happened upon the idea of greenhouse tomato growing.

The greenhouse project that the Moapa Reservation started is a good example of the coordination of several different Federal programs. With the help of a two-year Department of Labor (DOL) grant to train 55 persons and a comprehensive grant from HUD under the Indian Community Development

Program, the greenhouse idea was able to move ahead. Moapa received the DOL grant in February, 1978 and began training. Though a decision was not scheduled on the HUD grant until Fall, 1978, the tribe took a chance and made arrangements with a local bank to finance the development of the first half-acre greenhouse. In the Fall, the HUD grant was approved for \$1.47 million over three years for the development of an additional seven acres of greenhouses.

After a year and a half the tribe successfully harvested their first crop of Jackpot Brand Tomatoes, and cleared an unanticipated \$20,000. A second two and one-half acre greenhouse has been built with HUD funds and a third greenhouse is under construction. EDA has also become involved. A packing shed, to be used to sort and pack the tomatoes, is being built with the assistance of an EDA grant. Funding is also being sought from the Department of Energy to tap the geothermal springs which feed the river running through the reservation. This energy source would decrease the greenhouses dependence on expensive diesel fuel.

The Moapa Reservation's goal is to eventually have fifteen acres under glass. That is the size needed to have a self-sustaining business, employing up to 75 people. They seem to be on their way to realizing their goals, because they have been willing to take some chances, learn from their experiences, and work towards a particular mission.

CASE STUDY

CONFEDERATED SALISH AND KOOTENAI TRIBE OF FLATHEAD INDIANS

JOINT FUNDING

The Confederated Salish and Kootenai Tribe of Flathead Indians has developed a program funded with CDBG monies and coordinated with other Federal programs, particularly the Comprehensive Employment and Training Assistance program. They have proceeded to show what can be done with training dollars when properly administered and with an understanding of the present and future needs of the community.

The Flathead Housing Authority recognized that there were two major problems facing the tribe; unemployment and poor housing. The CDBG program offered a chance to address both of these problems. Accordingly, the tribe applied and received CDBG funds and developed its program around a Public Service Advance Training Construction Rehabilitation Work Force (PATCOR). PATCOR consists of three elements:

1. a public service work force to meet the community development needs of the reservation, and to aid in the rehabilitation of substandard housing;
2. a construction and rehabilitation segment, which allows for the purchase of materials and equipment needed for the rehabilitation program; and
3. an advanced construction program which utilizes CETA trainees in the rehab program, and offers the opportunity to learn more advanced construction trades by participating in the building of public facilities from the ground up.

In this way, the trainees get additional practical experience, are not limited merely to doing rehabilitation work, and provide an inexpensive labor force to undertake the construction of needed public buildings. CDBG money has been used to build such facilities, including a multi-purpose center and a day care center.

The crews working on the rehab program are paid through CETA, while the materials are purchased through the construction and rehabilitation element of PATCOR. To compliment the training program, the tribe has begun a community college, which is in the process of obtaining accreditation. The school conducts classes which the trainees attend. Eventually, the trainees will have ventured through the rehabilitation program, to the advanced construction teams, and attended classes at the community college. Once accomplished, PATCOR workers will receive certification for the skills they learn to increase their employment chances in the private building industry. The crews can also be used on other reservation projects funded by Federal dollars. In this way, the training and employment program is not totally dependent on the fortunes of the CDBG program or for that matter, the CETA program.

The tribe considers its rehabilitation program to be a rather successful undertaking. The CDBG funds are coordinated with monies from several Federal programs in addition to CETA. Included are the Bureau of Indian Affairs Home Improvement Program, the Department of Energy's weatherization program, and some funds from the Community Services Administration. Residents approach the reservation's housing officials and apply for assistance for any of a variety of rehabilitation needs. The tribe has pooled its federal funds into one housing assistance program. In this way, rehabilitation can be pursued in several areas of the home, while being funded and guided by several Federal programs simultaneously. This allows for a more efficient use of work teams and Federal dollars.

The units rehabilitated to-date are of high quality. Since the tribe had poor experience with private contractors, it has closely supervised all work and has concentrated on teaching the CETA workers to do thorough and conscientious work. The tribe also encourages and accepts assistance from the families of those units undergoing rehabilitation. Some families have participated in the painting and cleaning of the properties.

The tribe plans only to thoroughly rehabilitate the units once. After this, it is the responsibility of the owners to maintain their properties. Having the owner participate in the rehabilitation activity instills a sense of responsibility and pride.

The Flathead Tribe has had much success with its CDBG program and is pleased with its flexibility. The tribe has several exemplary aspects to its program. First, it is successfully and efficiently coordinating its CDBG monies with other Federal programs, thereby stretching the impact of its Federal assistance. Second, it not only is providing immediate jobs and training to its low skilled unemployed, but preparing and certifying them for future jobs. Third, it is addressing the need to rehabilitate the reservation's housing units. And fourth, useful public facilities are being built to serve the tribe and to provide valuable learning experiences for trainees of the PATCOR program. The Tribe's achievements are even more commendable when it is realized that the coordination of Federal dollars was accomplished at the Tribal level and at the Tribe's own initiative.

APPENDIX B

FY 1979 INDIAN COMMUNITY DEVELOPMENT ACTIVITIES

BY PROJECT DESCRIPTION

APPENDIX B

INDIAN CDBG ACTIVITIES BY PROJECT DESCRIPTION FY 1979
LISTED BY STATE WITHIN REGIONS

STATE/TRIBE	GRANT NO.	PROJECT DESCRIPTION	CDBG FUNDING
<u>REGION I</u>			
<u>Connecticut</u>			
Golden Hill Paugussett	B-79-SR-00-0001	Land Acquisition	\$ 45,000
Mashantucket Western Pequot	B-79-SR-09-0002	Greenhouse Construction	59,404
<u>Maine</u>			
Passamaquoddy Indian Township	B-79-SR-23-0003	Land Acquisition/Demolition	52,596
Passamaquoddy Pleasant Point	Pending 9/79	Land Acquisition/Planning	125,000
Penobscot Indian Island	B-79-SR-23-0002	Housing Rehabilitation	61,000
<u>REGION II</u>			
<u>New York</u>			
Seneca Nation	B-79-SR-36-0001	Land Development, Water and sewer	227,000
St. Regis Mohawk	B-79-SR-36-0002	Housing Rehabilitation, Fire Equipment	227,000
<u>REGION III</u>			
<u>Virginia</u>			
Pamunkey Indian Nation	B-79-SR-51-0109	Housing Rehabilitation	139,000

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STATE/TRIBE	GRANT NO.	PROJECT DESCRIPTION	CDBG FUNDING
<u>REGION IV</u>			
<u>Florida</u>			
Miccosukee	B-79-SR-12-0003	Infrastructure, Bridge Work	\$199,000
<u>Mississippi</u>			
Choctaw	B-79-SR-28-0001	Construction Manpower Training Center	398,000
<u>North Carolina</u>			
Eastern Band Cherokee	B-79-SR-37-0001	Land Acquisition	130,000
<u>REGION V</u>			
<u>Michigan</u>			
Sault Ste. Marie Chippewa	B-79-SR-26-0002	Housing Rehabilitation	127,000
Leelenau Indians	B-79-SR-26-0006	Housing Rehabilitation	211,000
<u>Minnesota</u>			
Leech Lake	B-79-SR-27-0001	Housing Rehabilitation	315,000
Mille Lacs	B-79-SR-27-0008	Economic Development	52,000
Fond du Lac	B-79-SR-27-0007	Rehabilitation, Economic Development, Land Acquisition	395,000

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<u>Wisconsin</u>			
Forest County Potawatomi	B-79-SR-55-0001	Housing Rehabilitation	\$257,000
Sokaogan Chippewa	B-79-SR-55-0003	Fire Equipment	28,000
Oneida		Land Acquisition	150,000
St. Croix	B-79-SR-55-0005	Land Acquisition	120,000
Winnebago	B-79-SR-55-0009	Land Acquisition	137,000
Lac Courte Oreilles	B-79-SR-55-0008	Land Acquisition	315,000
74 REGION VI			
<u>Louisiana</u>			
Coushatta Alliance	B-79-SR-22-0001	Housing Rehabilitation	100,000
<u>Oklahoma</u>			
Apache Tribe	B-79-SR-40-0007	Housing Rehabilitation	100,000
Cherokee Nation	B-79-SR-40-0023	Housing Rehabilitation/Water System	400,000
Cheyenne-Arapahoe	B-79-SR-40-0099	Housing Rehabilitation/Neighborhood Facility	400,000
Choctaw Nation	B-79-SR-40-0012	Four Neighborhood Facilities	400,000
Creek Nation	B-79-SR-40-0020	Housing Rehabilitation/Neighborhood Facilities	203,000
Eastern Shawnee Tribe	B-79-SR-40-0010	Housing Rehabilitation	100,000
Kickapoo Tribe	B-79-SR-40-0018	Housing Rehabilitation/Street repair	100,000

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STATE/TRIBE	GRANT NO.	PROJECT DESCRIPTION	CDBG FUNDING
Modoc Tribe	B-79-SR-40-0014	Neighborhood Facility	\$100,000
Otoe-Missouria Tribe	B-79-SR-40-0011	Elderly Neighborhood Facility	100,000
Potawatomi Citizen Band	B-79-SR-40-0017	Elderly Neighborhood Facility	100,000
Peoria Tribe	B-79-SR-40-0015	Neighborhood Facility	100,000
Sac and Fox	B-79-SR-40-0013	Housing Rehabilitation/Street Repair	100,000
Seminole Nation	B-79-SR-40-0021	Neighborhood Facility	400,000
Seneca-Cayuga Tribe	B-79-SR-40-0022	Neighborhood Facility	100,000
Tonkawa Tribe	B-79-SR-40-0008	Housing Rehabilitation/Gas Line Utilities	100,000
Texas			
Alabama Coushatta	B-79-SR-48-0001	Street Improvements/Recreation Facilities	100,000
REGION VII			
<u>Kansas</u>			
Iowa Tribe of Kansas	B-79-SR-20-0006	Planning Grant	14,000
Kickapoo	B-79-SR-20-0002	Health Center	224,000
Potawatomi	B-79-SR-20-0004	Fire Equipment	150,000
<u>Nebraska</u>			
Omaha	B-79-SR-31-0005	Planning Grant	14,000
Santee	B-79-SR-31-0002	Fire Equipment/Water System	224,000

APPENDIX B
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STATE/TRIBE	GRANT NO.	PROJECT DESCRIPTION	CDBG FUNDING
<u>REGION VIII</u>			
<u>Colorado</u>			
Southern Ute Tribes	B-79-SR-08-0011	Housing Rehabilitation	\$150,660
Ute Mountain Tribe	B-79-SR-08-0002	Housing Rehabilitation	169,200
<u>Montana</u>			
Blackfeet Tribe	B-79-SR-30-0004	Water Transmission Line	270,720
Crow Tribe	B-79-SR-30-0002	Housing Rehabilitation	282,000
Flathead (Salish & Kootenai)	B-79-SR-30-0007	Housing Rehabilitation/Training Program/ Community Facilities	262,080
Fort Belknap (Gros Ventre and Assiniboine & Sioux Tribes)	B-79-SR-30-0005	Housing Rehabilitation	263,500
Fort Peck (Assiniboine & Sioux)	B-79-SR-30-0006	Housing Rehabilitation	228,587
Northern Cheyenne	B-79-SR-30-0003	Housing Rehabilitation	266,600
Rocky Boy (Chippewa)	B-79-SR-30-0001	Housing Rehabilitation	127,298
<u>North Dakota</u>			
Fort Totten (Devil's Lake Sioux)	B-79-SR-38-0005	Community Facility	126,720
Standing Rock Sioux Tribe	B-79-SR-38-0002	Water System/Flood Control	130,000
Turtle Mountain (Chippewa)	B-79-SR-38-0004	Housing Rehabilitation/Water System	212,322

APPENDIX B
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STATE/TRIBE	GRANT NO.	PROJECT DESCRIPTION	CDBG FUNDING
<u>South Dakota</u>			
Cheyenne River Sioux	B-79-SR-46-0004	Community Facility	\$282,100
Crow Creek Sioux	B-79-SR-46-0003	Housing Rehabilitation	279,000
Lower Brule Sioux	B-79-SR-46-0005	Housing Rehabilitation	263,913
Sisseton-Wahpeton Sioux	B-79-SR-46-0007	Housing Rehabilitation/Training Program	400,000
Rosebud Sioux	B-79-SR-46-0006	Street Improvements	288,300
Yankton Sioux Tribe	B-79-SR-46-0002	Housing Rehabilitation	310,000
<u>Utah</u>			
Goshute	B-79-SR-49-0001	Housing Rehabilitation	252,000
Uintah and Ouray	B-79-SR-49-0002	Housing Rehabilitation	261,000
<u>Wyoming</u>			
Wind River (Shoshone & Arapahoe)	B-79-SR-56-0001	Multipurpose facilities	400,000
<u>REGION IX</u>			
<u>Arizona</u>			
Colorado River	B-79-SR-04-0895	Water System, Economic Development, Mobile Home Park	800,000
Fort McDowell	B-79-SR-04-0873	Irrigation Project	120,000
Gila River	B-79-SR-04-0849	Indian Park-Tourism Project	477,187
Havasupai	B-79-SR-04-0822	Housing Rehabilitation	120,000
Navajo	B-79-SR-04-0877	Public Facilities (9 projects)	2,175,000

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STATE/TRIBE	GRANT NO.	PROJECT DESCRIPTION	CDBG FUNDING
Pascua Yaqui	B-79-SR-04-0885	Elders Center	\$ 300,000
Papago	B-79-SR-04-0910	Housing Rehabilitation	100,000
Salt River	B-79-SR-04-0872	Water Lines/Road Work	303,000
White Mountain	B-79-SR-04-0817	Economic Development, Training Center	302,000
<u>California</u>			
Barona	B-79-SR-06-0837	Housing Rehabilitation	120,000
Bishop	B-79-SR-06-0830	Elders Center, Land Development	225,000
Bridgeport	B-79-SR-06-0854	Community Center	135,000
Campo	B-76-SR-06-0802	Housing Rehabilitation	120,000
Covelo	B-76-SR-06-0875	Economic Development-Sawmill, Housing Rehabilitation	245,000
Coyote Valley	B-79-SR-06-0824	Land Acquisition	240,615
Cuyapipe	B-79-SR-06-0901	Housing Rehabilitation	30,000
Fort Independence	B-79-SR-06-0820	Water System	72,000
Fort Mojave	B-79-SR-06-0828	Economic Development-Custom Farming	300,000
Hoopa	B-79-SR-06-0884	Public Facilities, Housing Rehabilitation	300,812
La Jolla	B-79-SR-06-0807	Community Facility	209,386
Laytonville	B-79-SR-06-0827	Housing Rehabilitation	148,000
Lone Pine	B-79-SR-06-0880	Water Project	39,000
Los Coyotes	B-79-SR-06-0852	Housing Rehabilitation	85,000

APPENDIX B
INDIAN CDBG ACTIVITIES BY PROJECT DESCRIPTION FY 1979
LISTED BY STATE WITHIN REGIONS

STATE/TRIBE	GRANT NO.	PROJECT DESCRIPTION	CDBG FUNDING
Morongo	B-79-SR-06-0857	Recreation Facility	\$ 75,000
Pitt River	B-79-SR-06-0904	Housing Rehabilitation	110,000
Rincon	B-79-SR-06-0867	Economic Development, store, planning	125,000
San Manuel	B-79-SR-06-0862	Housing Rehabilitation	85,000
San Pasqual	B-79-SR-06-0836	Economic Development: tree farm, housing rehabilitation	185,000
Santa Rosa	B-79-SR-06-0870	Well	40,000
Santa Ysabel	B-79-SR-06-0811	Housing Rehabilitation	100,000
Soboba	B-79-SR-06-0863	Housing Rehabilitation	100,000
Stewart's Point	B-79-SR-06-0816	Housing Rehabilitation	102,000
Sycuan	B-79-SR-06-0897	Housing Rehabilitation	100,000
Torres Martinez	B-79-SR-06-0909	Housing Rehabilitation	65,000
Viejas	B-79-SR-06-0856	Housing Rehabilitation	100,000
<u>New Mexico</u>			
Acoma	B-79-SR-35-0876	Housing Rehabilitation	100,000
Laguna	B-79-SR-35-0868	Housing Rehabilitation	150,000
Mescalero	B-79-SR-35-0835	Housing Rehabilitation	100,000
Picuris	B-79-SR-35-0829	Housing Rehabilitation	97,000
Pojoaque	B-79-SR-35-0883	Economic Development: Mobile Homes and Pads	219,000

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STATE/TRIBE	GRANT NO.	PROJECT DESCRIPTION	CDBG FUNDING
San Ildefonso	B-79-SR-35-0881	Housing Rehabilitation	106,000
San Juan	B-79-SR-35-0809	Housing Rehabilitation	180,000
Santa Clara	B-79-SR-35-0848	Housing Rehabilitation	70,000
Santo Domingo	B-79-SR-35-0898	Housing Rehabilitation	125,000
Taos	B-79-SR-35-0844	Housing Rehabilitation	160,000
Zia	B-79-SR-35-0845	Flood Control	200,000
Zuni	B-79-SR-35-0896	Water and Sewer System	105,000
<u>Nevada</u>			
Duck Valley	B-79-SR-32-0879	Housing Rehabilitation, fire protection	125,000
Duck Water	B-79-SR-32-0815	Housing Rehabilitation	120,000
Ely	B-79-SR-32-0814	Housing Rehabilitation	120,000
Fort McDermitt	B-79-SR-32-0823	Community Center	225,000
Moapa	B-79-SR-32-0887	Tomato Greenhouse	450,000
Pyramid Lake	B-79-SR-32-0864	Fire Protection	120,000
Reno-Sparks	B-79-SR-32-0878	Community/Health Center	200,000
Walker River	B-79-SR-32-0805	Sewer System	180,000
Washoe	B-79-SR-32-0889	Economic Development: Building Rehab for Youth Rehab. Center	86,000
Yomba	B-79-SR-32-0859	Water System, Electric Lines	120,000

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STATE/TRIBE	GRANT NO.	PROJECT DESCRIPTION	CDBG FUNDING
<u>REGION X</u>			
<u>Alaska</u>			
Akhtok Tribe	B-79-SR-02-0029	Boat Mooring Facilities	\$185,000
Akiachak Trading Company	B-79-SR-02-0019	Renovate Well and Pump House	15,000
Akuten Trading Company	B-79-SR-02-0040	Utilities	199,000
Amblar Trading Company	B-79-SR-02-0007	Food Preservation Facility	105,000
Angoon Comm. Assoc.	B-79-SR-02-0054	Cold Storage and Fish Processing	175,000
Anhiok Tribal	B-79-SR-02-0037	Street Development	190,000
Chilkoot Ind. Assoc.	B-79-SR-02-0046	Street Improvement	98,000
Crookep Creek Trading	B-79-SR-02-0038	Housing Rehabilitation	50,000
Dillingham Village Co.	B-79-SR-02-0044	Street Development	100,000
Hoonah Indian Assoc.	B-79-SR-02-0003	Fire Protection	130,000
Hughes Com. Co.	B-79-SR-02-0020	Electrification	191,000
Kasigluk Trad. Co.	B-79-SR-02-0031	Electrification	75,000
Ketchikan	B-79-SR-02-0041	Tribal Facility	175,000
Native Village of ELLIM	B-79-SR-02-0017	Tribal Facility	60,000
Pilot Point Village Co.	B-79-SR-02-0014	Fire Facilities	71,000
Saxman IBA Co.	B-79-SR-02-0022	Fire Protection	75,000
Shumagin	B-79-SR-02-0049	Road and Electrification	131,000

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STATE/TRIBE	GRANT NO.	PROJECT DESCRIPTION	CDBG FUNDING
Teller Trading Council	B-79-SR-02-0065	Tribal Facility	\$ 69,000
Tululsak IRA Council	B-79-SR-02-0017	Electrification	78,000
White Mountain IRA Council	B-79-SR-02-0016	--	53,305 (FY-78 monies held over)
<u>Idaho</u>			
Coeur d'Alene Tribe	B-79-SR-16-0002	Historic Preservation	110,500
<u>Oregon</u>			
Warm Springs Indian	B-79-SR-41-0002	Fire Protection	250,000
<u>Washington</u>			
Makah Indian Tribe	B-79-SR-53-0001	Road Construction	53,000
Muckleshoot Indian	B-79-SR-53-0006	Housing Rehabilitation	221,000
Nisqually Indian	B-79-SR-53-0017	Daycare and health centers	241,000
Port Gamble Klallam	B-79-SR-53-0003	Water System Improvements	170,000
Spokane Tribe	B-79-SR-53-0009	Sewer System Improvements	250,000
Squaxin Island	B-79-SR-53-0011	Land Acquisition	50,000
Suquamish Tribe	B-79-SR-53-0006	Land Acquisition	104,000
Upper Skagit Indian	B-79-SR-53-0005	Land Acquisition	250,000

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