CONDUCTING HOMELESS COUNTS ON NATIVE AMERICAN LANDS: A TOOLKIT

HAC
Building Rural Communities

CSH
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HAC, founded in 1971, is a nonprofit corporation that supports the development of rural low-income housing nationwide. HAC provides technical housing services, loans from a revolving fund, housing program and policy assistance, research and demonstration projects, and training and information services. HAC is an equal opportunity lender.

CSH transforms how communities use housing solutions to improve the lives of the most vulnerable people. We offer capital, expertise, information and innovation that allow our partners to use supportive housing to achieve stability, strength and success for the people in most need. CSH blends over 20 years of experience and dedication with a practical and entrepreneurial spirit, making us the source for housing solutions. CSH is an industry leader with national influence and deep connections in a growing number of local communities. We are headquartered in New York City with staff stationed in more than 20 locations around the country. Visit csh.org to learn how CSH has and can make a difference where you live.

TABLE OF CONTENTS

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The **Housing Assistance Council (HAC),** founded in 1971, is a nonprofit corporation that supports the development of low-income housing nationwide. HAC provides technical housing services, loans from a revolving fund, housing program and policy assistance, research and demonstration projects, and training and information services. HAC is an equal opportunity lender.

HAC's mission is to improve housing conditions for the rural poor, with an emphasis on the poorest of the poor in the most rural places.

CSH is a national nonprofit organization and community development financial institution that helps communities create permanent housing with services to prevent and end homelessness. Founded in 1991, CSH advances its mission by providing advocacy, expertise, leadership, research-backed tools and training, and financial resources to make it easier to create and operate supportive housing. CSH seeks to help create an expanded supply of supportive housing for people, including single adults, families with children, and young adults, who have extremely low incomes, who have disabling conditions, and/or face other significant challenges that place them at ongoing risk of homelessness. Visit us at www.csh.org.

In partnership with Enterprise Community Partners, CSH launched the American Indian Supportive Housing Initiative (AISHI). AISHI partners with tribes and American Indian organizations to develop affordable housing linked to services to end homelessness. It blends tested supportive-housing models with tribal culture and traditional service approaches to build programs that work in Native American communities. Contact aishi@csh.org to learn more about how the initiative can work in your community.

EXECUTIVE SUMMARY

Homelessness in rural areas can be difficult to address. Small spread-out populations make homeless counts difficult to accurately conduct in rural communities. However, these counts are often critical to effectively ensure that rural communities receive the support necessary to assist homeless persons in securing safe, permanent housing. This difficulty is further compounded in rural communities on American Indian, Alaska Native, and Hawaiian Home Land (AIANHH) lands. Issues surrounding tribal mistrust of the federal government, a lack of understanding of tribal sovereignty and diversity among Indian nations by outside entities, cultural competencies, and legal complexities associated with tribal lands create additional challenges to conducting an accurate count. Furthermore, situations of people in need on Native American lands often do not fit federal definitions of *homelessness*, which increases the difficulty in accessing funding. As a result, homelessness is often under or inaccurately counted and populations remain grossly underserved.

To address the aforementioned concerns, AIANHH communities need to be able to conduct accurate homeless counts internally. This flexible toolkit highlights steps, tools, and methods that can be used to complete an accurate homeless count on AIANHH lands. The toolkit is based upon past research as well as interviews with key stakeholders in the field. The toolkit is organized around four critical steps:

1. Outreach and engagement on AIANHH lands
2. Survey planning and implementation
3. Partnering with researchers and intermediary organizations
4. Funding the project

Two case studies are included to provide in-depth pictures of how two tribal communities, the Fond du Lac band of Lake Superior Chippewa in Minnesota and the Turtle Mountain band of Chippewa in North Dakota, approached a housing and homeless needs assessment on their reservations.

LITERATURE REVIEW

Introduction

Data collected from homeless counts comprise a critical resource to help ensure that communities receive the support services needed to assist people in securing safe, permanent housing. Homeless counts in rural areas, however, can be difficult to accurately conduct. Not only does rural homelessness differ from urban homelessness (Housing Assistance Council 2008), but chronic poverty can be difficult to address due to the spread-out nature and small populations of rural communities. These situations are especially problematic in rural Census-designated American Indian, Alaska Native, and Hawaii Home Land (AIANHH) areas where high poverty rates and poor housing conditions often exist. Limited funding and inaccurate data on homelessness in these areas have further limited opportunities for adequate housing (Wilder Research 2007). Adding complications, AIANHH populations often mistrust researchers and external data collection (Davis and Reid 1999).

Due to these issues, homelessness on rural AIANHH lands is often undercounted and inaccurate, and available data do not wholly represent the scope of the problem. Beyond this, legal differences between tribal sovereignty and jurisdictional authority further complicate the process. Regardless of these concerns, accurate homeless counts for communities on AIANHH lands are critical for effectively addressing homelessness. The following toolkit outlines a process for tribal communities to use in successfully conducting their own homeless counts. The importance of accurate data collection is illustrated, as are the tools tribal communities will need to conduct these surveys in ways that best suit their needs.

Two case studies are included to demonstrate how tribal communities have successfully conducted homeless counts in the past. They specifically examine the methods used and applicable lessons learned. This report serves as a resource for tribal communities that wish to conduct accurate homeless counts to more effectively serve the needs of their populations.

Tribal Homelessness

Homelessness has been characterized as the most extreme manifestation of poverty. Nationally, poverty rates are highest in remote rural counties and central cities (U.S. Department of Health and Human Services 2007). Within rural areas, homelessness is not evenly distributed and tends to be concentrated in communities with histories of persistent poverty. AIANHH lands are especially vulnerable (Aron 2004, 250-255). Nearly 33 percent of all American Indians on these lands live in poverty, as compared to 12.4 percent of the nation overall (American Community Survey Data, 2005-2009). In Montana, a largely rural state, 38.4 percent of Native Americans are living at or below the poverty level compared to 12.7 percent of all white persons (Montana Council on Homelessness 2007). These high percentages reflect the longstanding issues related to the poverty and housing stress that affects AIANHH communities across the nation. Historically, Native Americans comprise one of the poorest groups in the United States, and persistent poverty and inadequate housing conditions continue to be key issues on tribal lands. Furthermore, a lack of understanding of tribal sovereignty, a lack of familiarity with distinct Indian nations, and a lack of awareness

of cultural differences increase the complexity for outside agencies in addressing these concerns.

Rural individuals and families experience both literal homelessness and extremely precarious housing situations (Housing Assistance Council [HAC] 2008). Literal homelessness, the condition of living on the street or in a shelter, is often episodic and less common in rural areas than in cities due to kinship networks and a lack of service providers and resources that result from small spread-out populations (HAC 2008). Homeless individuals and families in rural areas typically experience precarious housing conditions, moving from one extremely substandard, overcrowded housing situation to another, often doubling or tripling up with friends or relatives (HAC 2008). This circumstance characterizes AIANHH communities as well.

Much of the literature on homelessness surveys metro and nonmetro service providers to document homeless characteristics (HAC 2008). Because communities on AIANHH lands, and rural communities in general, have less access to service providers, this method is insufficient in characterizing homelessness and often results in undercounts. A 2010 report by the Government Accountability Office (GAO) (2010b) found that difficulties in counting transient populations, limited reporting by service providers in federal data systems, inconsistent reporting across programs, and a sole focus on segments that various agencies serve increase the difficulty in collecting data on rural homelessness. The difficulty of enumerating homeless persons leads to challenges in quantifying need, ultimately hindering policy creation of, funding for, and attention to this problem. As these homeless populations do not usually sleep outside, in emergency shelters, or in visible spaces, there may also be a general perception that the problem does not exist (Burt et al. 1999). This lack of awareness can lead to reluctance to address the problem adequately.

Homelessness on AIANHH lands has often been overlooked. Recent studies, however, have begun to shed light into the significance of the problem. A 2006 study in Minnesota revealed a minimum of 1,239 individuals who were homeless or near homeless living on the reservations of Bois Forte, Fond du Lac, Leech Lake, Mille Lacs, Red Lake, and White Earth (Wilder Research 2007). In this Minnesota research, *Homeless* referred to any adult whose primary nighttime residence is a supervised, publicly or privately operated, temporary living accommodation (including emergency centers, transitional housing, and battered women's shelters) or whose nighttime residence is not meant for human habitation, such as under bridges or in cars. *Near-homeless* referred to individuals temporarily staying in other people's homes.

The study also found that 98 percent of doubled-up responders, or individuals staying in another person's house, would "prefer their own housing if they could afford it" (Wilder Research 2007). Doubling up and homelessness were found to be interchangeable as nearly 62 percent of individuals surveyed had been living temporarily with others for over a year, and 31 percent had been without their own housing for three years or longer (Wilder Research 2007). This finding is significant in light of a study by the National American Indian Housing Council (NAIHC) (2001) that determined that one-third of all households on native lands are overcrowded due to doubling up. Furthermore, at 8.8 percent, crowding rates on tribal lands are triple the national rate. Table 1 lists counties that are completely

comprised of AIANHH lands and highlights the percentages of individuals experiencing overcrowding based upon 2010 US Census Bureau data.

Table 1 – Percentage of overcrowded households on Native American reservations

County	*State*	*Reservation*	*% Overcrowded*
Apache County	Arizona	Navajo Nation; Fort Apache Reservation	15
Navajo County	Arizona	Navajo Nation; Fort Apache Reservation; Hopi Indian Reservation	12
Shannon County	South Dakota	Pine Ridge Reservation	22
Sioux County	North Dakota	Standing Rock Reservation	14
Todd County	South Dakota	Rosebud Reservation	13
Ziebach County	South Dakota	Cheyenne River Reservation	11
United States	––	––	3

Beyond overcrowding, specific populations within AIANHH communities can be overrepresented in the makeup of tribal homelessness. For example, Native American veterans are typically overrepresented in the overall homeless-veteran population (Kasprow and Rosenheck 1998). A 1998 survey found that approximately 19 percent more Native American veterans are cited in the homeless population than would be expected based upon an age-controlled comparison of all homeless veterans (Kasprow and Rosenheck 1998). This percentage would be higher if individuals living in rural regions, as many Native American veterans do, had been included in the survey sample (Kasprow and Rosenheck 1998). In addition, a 2006 survey found that 10 percent of homeless or near-homeless individuals on reservations in Minnesota were veterans (Wilder Research 2007). Compared to other homeless or near-homeless populations, veterans typically have higher rates of mental and physical health problems and are twice as likely to consider themselves alcoholic or chemically dependent than the general population (Wilder Research 2007). At the national level, veterans are 40 percent more likely than white homeless individuals to struggle with alcohol or chemical dependency (Kasprow and Rosenheck 1998).

Although homelessness research is limited on AIANHH lands, evidence suggests that Native American communities are affected by a range of challenges (Wilder Research 2007). Those on AIANHH lands face similar issues as the homeless in rural communities in general. In rural areas, small spread-out populations make data collections via service providers or large-scale homeless counts more difficult. Accurate homeless counts are critical; however, many tribal communities face structural issues that limit the ability of stakeholders to conduct homeless counts in the same ways as they do in other regions.

Conflicting Federal Definitions of Rural *and* Homelessness

Federal departments lack consensus on how to define *rurality*, which impedes research and service provision into rural homelessness that occurs on AIANHH lands (U.S. Department of Health and Human Services 2007). Definitions for *rural* can be based upon overall populations, geographic location, or population densities and differ by geographic scales, depending on the federal agency and program (Reynnells 2008). Due to these differences,

serious consequences arise, including increased difficulty in accurately demonstrating the state of affordable housing in rural regions. These inconsistent reports lead to reduced funding for rural affordable housing and a lack of affordable options in many rural communities. For example, The U.S. Department of Agriculture Section 515 program, one of the largest resources for developing affordable rental properties in rural areas for the last three decades, has produced few or no new units in recent years (U.S. Department of Health and Human Services 2007).

No existing national surveys accurately quantify the number of rural homeless persons in the United States, on AIANHH lands, or otherwise. To perform a national analysis, researchers need definitions of *rural* and *homelessness* that are carefully operationalized so studies can be replicated (New Freedom Commission on Mental Health 2004; Strong et al. 2005). Generalizing rural homeless populations across the country through a single survey raises difficulties because rural communities "exhibit unique regional character" specific to distinctive local factors such as geography, history, and economy that may impact the prevalence and trajectory of homelessness (HAC 1991; U.S. Department of Health and Human Services 2007). For example, kinship ties in AIANHH lands lead to greater numbers of doubled-up individuals, who are then not literally homeless. Understanding other factors, including relative proximity to an urban center, community size, and cultural differences is critical to developing effective housing and service interventions (U.S. Department of Health and Human Services 2007). Therefore, a focus on rural homelessness on a national scale may be less effective than a concentration on localized homeless counts.

The McKinney-Vento Act was the first piece of federal legislation that defined and responded to homelessness in the United States. Passed in 1987, the Act set aside federal monies to ensure the provision of homeless shelter programs across the United States. The Act defined homelessness as (1) any individual who lacks a fixed, regular, and adequate nighttime residence; and (2) any individual who has a primary nighttime residence that is (a) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill); (b) an institution that provides a temporary residence for individuals intended to be institutionalized; or (c) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings (including streets, abandoned buildings, etc).

The McKinney-Vento Act provides the most frequently used definition for homelessness (U.S. Department of Health and Human Services 2007); however, certain federal agencies use differing definitions, making collaboration between departments difficult. These definitional inconsistencies pose challenges to providing services to homeless individuals and often create confusion as persons in need of services might not be eligible for programs under narrow definitions or may not apply for services for which they are eligible because of the confusion created by multiple definitions (GAO 2010b). A report by the GAO (2010b) notes that a common vocabulary for homelessness between the Departments of Education, Health and Human Services, and Housing and Urban Development (HUD) could help streamline service provision for homeless individuals.

Under the federal definition of homelessness noted above, places not designed for regular sleeping accommodations fail to fall under substandard housing categories. Also, formal and

consistent condemnation processes often are not followed in rural communities, so structures that would be considered unfit for habitation in urban areas are often not designated as such and may be inhabited in rural communities. As a result, individuals in substandard housing in rural communities do not receive the same services as individuals in substandard housing within urban regions.

In 2009, the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act, was approved as a reauthorization of the McKinney-Vento Act (National Alliance to End Homelessness 2009). The HEARTH Act expands the McKinney-Vento definition of homelessness by including individuals who are at imminent risk[1] of homelessness and families or unaccompanied youth who are living unstably.[2] Through guidelines and requirements that differ from those of urban communities, the reauthorization aimed to significantly expand homelessness prevention; emphasize rapid re-housing, especially for families; focus on individuals and families experiencing chronic homelessness; and provide rural communities with increased flexibility and more assistance with capacity building.

The HEARTH Act allows rural communities to apply for funding under simplified criteria that are subsequently scored against other rural communities. Furthermore, the HEARTH Act allows rural communities to assess practices that are working and those that are not by providing increased flexibility to change homeless programs as needed. Providing rural communities with this increased flexibility should address some of the concerns associated with the limited definition of *homeless* provided by the McKinney-Vento Act. Fiscal year 2011 funding for the HEARTH Act was announced on April 8, 2011; however, regulations for the Rural Housing Stability Program are still being determined and have yet to be implemented (U.S. Department of Housing and Urban Development 2011).[3]

Tribal Lands and Sovereignty

Legal complexities of tribal lands and resource distribution add to the difficulty of quantifying homelessness in AIANHH lands. Currently, the federal government recognizes over 560 Native American tribes and Alaska Native Villages; however, tribal size, scope, operation, and jurisdictional authority vary. Approximately 310 Native American reservations exist in the United States, which means not all of the country's 560 (or more) recognized tribes have clearly defined land. Some tribes have more than one reservation; some share reservations; others have none.

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[1] *Imminent risk* includes situations where individuals must leave their current housing within the next 14 days and have no alternative place to go and no resources or support networks to obtain housing.

[2] *Instability* includes families with children and unaccompanied youth who (1) are defined as homeless under other federal programs (such as the Department of Education's Education for Homeless Children and Youth Program), (2) have lived for a long period without living independently in permanent housing, (3) have moved frequently, and (4) will continue to experience instability due to disability, a history of domestic violence or abuse, or multiple barriers to employment.

[3] Public comment for the RHS program was due on June 25th, 2012 and is currently being reviewed by the Office of Management and Budget (OMB).

Different types of tribal lands exist, including individual and tribal trust lands, allotted lands, and fee-simple lands. Trust land is owned either by an individual Native American or a tribe wherein the title to that land is held in trust by the federal government. Most trust land is within reservation boundaries, but it can be off the reservation (i.e., outside the boundaries of a Native American reservation) (Indian Land Tenure Foundation 2010). Allotted land is former reservation land that the federal government distributed to individual Native Americans, generally in 40-, 80-, and 160-acre parcels. The land is held in trust until the trust period ended or the land was sold to anyone regardless of tribal affiliation (Indian Land Tenure Foundation 2010). Once it is sold it becomes fee-simple land. The Indian Reorganization Act of 1934 ended allotments and extended trust periods indefinitely. Fee-simple lands are lands that are no longer held in trust and can be bought and sold by anyone. In a practice called "checkerboarding," conversions of allotted lands to fee-simple lands that are then sold to non-Native individuals allow lands within reservations to be held in a variety of ownership types (Indian Land Tenure Foundation 2010). Alaska Native's land is managed by 1 of 12 Alaska Native Regional Corporations or by 1 of 200 village corporations through the Alaska Native Claim Settlement Act. Hawaiian home lands are held in a land trust by the federal government.

Due to land allotments, tribal land sales to non-Native peoples have led to severe fragmentation of numerous tribal lands. This land breakup has occurred in numerous locations, but most dramatically in southeast Oklahoma. As a result of selling properties, tribally, individually, and privately held lands exist side by side as if in a checkerboard pattern. This jumble of private and public real estate creates significant administrative, political, and legal difficulties (Sutton 1991). Allotted land is often fee simple, or fee land, wherein the owner holds the title to and maintains control of the property. The owner may make decisions about land use or sell the land without government oversight. This is different from tribally owned or trust land in which the tribe owns all property to ensure it remains within the tribe. Allotted land may be sold to non-Native people or back to the tribe in a fee-to-trust conversion. When the latter course is chosen, original allotments that had been transferred to a fee-simple status are returned to trust status. Tribes or individual Native Americans can initiate the process on fee lands they already own or lands they acquire. In general, this process can take many years (Ecoffey, 2010). Land that is converted to fee-simple status without the request, consent, or knowledge of the landowner is considered a force-fee patent and occurs most frequently as the result of a tax foreclosure sale.

Native American populations on tribal lands face issues surrounding sovereignty that are not experienced elsewhere. In 2001, Wilkins and Lomawaima noted, "[all doctrines of Native American sovereignty] have over time been marked by inconsistency, interdeterminacy, and variability in interpretation" (p. 6). Tribal governments have unique social, cultural, and political structures. Some tribes have their own tribal courts and police forces, others are under federal jurisdiction, and some are under state or local law enforcement jurisdictions. Many are tangled in a complicated web of interlocking jurisdictions depending upon the ethnicity of the perpetrator and/or victim or the seriousness of the offense, and some claim Native identity but are not recognized by law (Wilkins and Lomawaima 2001). Regardless of these variances, tribal sovereignty is considered very important for tribes across the United States, and recognizing and respecting these distinct characteristics is necessary for any data collection.

The ability to self-govern was a hard fought battle for most tribes, who won it only after years of subjugation by the U.S. government. To further increase sovereign tribes' ability to self-govern, the federal government passed the Native American Housing Assistance and Self-Determination Act (NAHASDA) in 1996. NAHASDA simplified federal housing assistance to AIANHH communities by reducing regulatory structures and allowing tribes to determine how best to use grants without federal interference. These grants are known as *Indian housing block grants* and *Native Hawaiian housing block grants*. According to a report by the GAO (2010a), most grantees view NAHASDA as effective due to its emphasis on tribal self-determination.

Many tribes across the United States have experienced successes through NAHASDA funding. Grants are awarded based upon tribal population, housing need, and current assisted housing stock.[4] Recipients can use the money for housing assistance, development, and services; housing management services; and crime prevention, safety, and model activities. To receive funds, tribes must complete a one-year report called the "Indian Housing Plan," which is reviewed by the Office of Native American Programs (ONAP) at HUD. The program allows tribes to pursue culturally appropriate strategies to address the concerns of their communities. Sample projects funded through NAHASDA include:

- an elder center in Bay Mills Indian Community in Chippewa County, Michigan;
- 120 energy-efficient affordable units on the Catawba Reservation in South Carolina;
- a housing assistance fund for students attending college from the Metlakatla Indian community on Annette Island in southeast Alaska;
- a drug elimination program on the Menominee Reservation in northeast Wisconsin; and
- successful housing management for the Salish and Kootenai Housing Authority.

NAHASDA is successful because tribal communities have the ability to decide the best way to spend the money. In the same manner as NAHASDA funds have improved Native American communities, self-determined use of dollars could work to address homelessness for Native American communities. Although NAHASDA has seen success, some tribes have experienced challenges receiving appropriate funding as the award formula tops out at a level below the actual need for many tribes and counting dilapidated homes as housing stock in order to meet HUD requirements.[5]

Cultural Competencies and Tribal Trust

A rural sociologist and demographer with the Rural Life and Census Data Center at South Dakota State University noted that census surveys typically undercount populations on the reservations (Brandert 2011). The reluctance on the part of AIANHH community residents to partake in the surveys, due to immense mistrust in the government, accounts, in part, for the underreporting. For example, in Charles Mix County, home of the Yankton Sioux

[4] Current assisted housing stock is sometimes also referred to as 1937 Act Housing.

[5] For more information, please refer to Fort Peck Housing Authority v HUD, et al.

Reservation in South Dakota, census data indicate that 2,893 of the 9,129 county residents are American Indian, but according to tribal enrollment on the reservation, the number should be closer to 3,500. Tribal boundaries established by federal or relevant state governments sometimes reflect areas that are smaller than that traditionally considered tribal land. This is often the case with California Rancherias.[6]

In another cause of undercounting, many tribal communities suffer from being overstudied. "Repeated violations of trust by researchers . . . [have] justifiably soured American Indian interest in participating in research projects," including homeless counts (Davis and Reid 1999, 755). An early Assessment of American Indian Housing contains a similar conclusion, noting that many tribal households are reticent to participate in new surveys because they have been oversurveyed in the past (HUD, 1996).[7] This attitude is especially salient in regard to surveys conducted by non-Native interviewers. In addition, many communities feel that few benefits reach them when they do participate in research studies. Other concerns include difficulty in effective communication due to cultural and, in many cases, language differences. The early Assessment notes, however, that if tribal members conducted the survey, the results would likely be questioned due to perceptions of possible bias.[8]

These trust issues create significant challenges for external data collection. Outside researchers may inaccurately portray homelessness due to a lack of participation by the target population. Furthermore, they struggle to sort through the differences that exist on and between different tribal lands.

Cultural competency plays a critical role for those working with tribal communities. Community-based participatory research ensures that tribe-specific issues are addressed. The research method involves recognizing the community as a unit of identity, building on strengths and resources of the community, promoting co-learning among research partners, achieving a balance between research and action that mutually benefits both researchers and the community, and emphasizing the relevance of community-defined problems (Davis and Reid 1999). According to Davis and Reid (1999, 757), "At its essence, participatory research seeks to improve the quality of life of the people studied by involving them in the research process and by using their knowledge in the search for relevant solutions to relevant problems." Community-based participatory research provides an opportunity for key stakeholders and community members to determine the major issues and the political and cultural considerations that concern the survey. Recognizing the sensitivities to the needs and desires of the community and allowing them to determine the questions that need to be examined can greatly increase participation (Davis and Reid 1999). Increased

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[6] In 1958 Congress passed the California Rancheria Act which transferred land ownership of 43 California Rancherias to their respective tribes and terminated all federal responsibility for supervising or financially supporting those lands. Land was then transferred from the tribe to individual owners removing it from tribal boundaries. The goal of the act was to eliminate the many small reservation units in California and to promote assimilation (Leibman, 2010).

[7] HUD is currently conducting an update to the early Assessment of American Indian Housing.

[8] HUD's current position is that it is appropriate to use tribal members to conduct surveys in tribal areas in full consultation with tribal leadership.

participation ideally leads to buy-in, cooperation, and input from tribal communities. It also allows community members to focus on the issues they feel are most pertinent to them.

To maximize the effectiveness of using participatory research for conducting homeless counts on tribal lands, researchers must take certain considerations into account, including language, objectification of participants, and researcher history of service in the community. Including native speakers helps communication and ensures that survey participants understand the true purpose and potential ramifications of the research. Researchers must take great care to avoid making participants feel reduced to mere objects, which often occurs when outsiders are the principal planners, researchers, and decision makers of a project. Furthermore, when researchers have poor track records or no track record at all of assisting tribal communities, individuals are often more hesitant to participate. Native communities often view the federal government negatively in this regard. As noted by Davis and Reid (1999, 756), "colonized peoples do not easily forget the experiences that decimated their nations." According to participants at the Oklahoma City ONAP/HUD Housing Outreach Session (2011)[9] using local languages, leaders, and the knowledge base of tribal members is critical to increasing trust with Native Americans. The researchers should value the local knowledge of the community, including that procured from tribal instead of census data. As noted during the Oklahoma City Session (ONAP/HUD 2011), the tribe determines who is in the tribe, not the U.S. Census Bureau. Researchers also must recognize the rich diversity of tribes within the United States and acknowledge the uniqueness of each one with which they are working.

Purpose for Toolkit for Homeless Counts on Native Lands

To overcome definitional concerns and the complexities of working with culturally and politically diverse Indian tribes, the following toolkit was created to assist tribal communities in conducting their own homeless counts. The toolkit highlights the steps needed to complete homeless counts on AIANHH lands. The process includes a cultural competency component that can help to ensure that researchers engage the community appropriately as well as illustrated examples of the importance of accurate data collection. The process includes the necessary tools, steps, and methods applicable to homeless counts and strategies that will help train communities to conduct them. The toolkit reflects learning from past research as well as interviews with key stakeholders in the field. Flexibility is incorporated into the process to ensure its applicability to a variety of diverse communities on AIANHH lands. The toolkit addresses strategies for tribal communities to participate in defining their homelessness problem based upon their own local knowledge and find solutions that are most relevant to their concerns.

Two case studies provide examples of AIANHH communities that have previously conducted homeless counts on their lands. One focuses on the Fond du Lac tribe of Northern Minnesota and the other on the Turtle Mountain band of Chippewa Indians of North Dakota. The Fond du Lac case study focuses on a community that worked with outside resources

[9] HUD held a Native American Housing Outreach Session in Oklahoma City, OK from January 26th-27th, 2011. The session was held to provide leaders from Indian Country an opportunity to provide input on the new Native American Housing Needs Study mandated by Congress.

and assistance to conduct its own homeless count, whereas Turtle Mountain conducted its count through tribal members as opposed to outside organizations. Case studies will reveal how groups performed data collection and how those data helped these communities assess local needs.

TOOLKIT FOR ASSESSING HOUSING NEEDS AND HOMELESSNESS ON TRIBAL LANDS
Introduction

HAC and CSH have collaborated to create the following toolkit to assist tribal communities that are interested in conducting their own assessment of housing needs and homelessness. The content and information in the toolkit were drawn primarily from the experience of CSH, tribal communities, and Wilder Research in coordinating the Minnesota Reservation Homeless Survey in 2006 and 2009. HAC and CSH also conducted interviews with individuals involved in the Minnesota survey as well as stakeholders outside of Minnesota.

Conducting a housing needs assessment and homeless count can benefit tribal communities in a number of different ways.

- Tribes usually have their own traditional ways of understanding homelessness. However, conducting a housing assessment gives tribal communities more quantifiable information about the housing needs of tribal members. The U.S. Census generally underestimates the population on reservations and provides even less information about overcrowding and homelessness, often due to tribes' distrust of the federal government and overall misgivings about allowing research to be conducted on tribal lands.

- If questions about service needs are included, an assessment can provide information about the causes of and contributing factors to homelessness and near-homelessness. This information can help tribes better plan for and coordinate services in their communities.

- The ability to quantify housing and service needs can help tribes access resources at the federal, state, and local levels. Tribal communities are generally not included in the point-in-time (PIT) homeless counts mandated by HUD, which are used at both the federal and state levels to distribute homeless assistance dollars. Being able to quantify homelessness and near-homelessness on reservations and tribal lands can help tribes get their fair share of these resources.

This toolkit is organized around the steps necessary for conducting a housing and homeless needs assessment on tribal lands. Numerous examples are included to illustrate how CSH and tribes in Minnesota approached the following steps:

1. Outreach and engagement on the reservation
2. Survey planning and implementation
3. Partnering with researchers and intermediary organizations
4. Funding the project

Two case studies appear at the end of the toolkit to provide a more in-depth picture of how two tribal communities (the Fond du Lac tribe in Minnesota and the Turtle Mountain band in North Dakota) approached a housing and homeless needs assessment on their reservations. In addition, a number of tools and resources are provided in the appendices, including an example of a tribal resolution to conduct a homeless survey, an example of a memorandum of agreement (MOA) between a tribe and research organization, and a sample budget.

The Survey of Homeless and Near-Homeless People on Northern Minnesota Indian Reservations

In the fall of 2006, in partnership with CSH and Wilder Research, a consortium of six tribes conducted the first-ever in-depth study of homelessness and near-homelessness on Minnesota's Indian reservations. Participating reservations included Bois Fort, Fond du Lac, Leech Lake, Mille Lacs, Red Lake, and White Earth. Key findings from the survey include the following:

- Over 1,200 people are homeless or near-homeless on these six reservations.
- People often move between being doubled up with family and friends and literal homelessness.
- Overcrowding is widespread among homeless and near-homeless people.
- Compared to the rest of the state, homeless people on reservations have a higher level of economic distress but lower levels of individual distress, including mental illness, substance use, and chronic illness.

Another on-reservation survey conducted in 2009 included two additional tribes – Grand Portage Band of Lake Superior Chippewa and the Lower Sioux Community. Results from this survey will available online when completed. For the full 2006 report, visit the Wilder Research website: http://www.wilder.org/download.0.html?report=2018

Outreach and Engagement on the Reservation

The first step in conducting a housing needs assessment involves generating interest and buy-in among tribal leadership, the larger Native American community, and the appropriate individuals from state and local housing and social services agencies. The first step in the process requires garnering the commitment of individuals who can assist in the process as well as engage the tribe and address any concerns the larger community may have about participating in such a survey.

Identifying Appropriate Leaders and Staff

A champion of the survey effort within the tribe is critical to the effort. This person should be a respected member of the community who is familiar with the tribal government process, has a grasp of housing and homeless issues on the reservation or tribal lands, and demonstrates commitment to obtaining quantitative information about housing and service needs. This individual will play a number of roles to help move the process forward, such as:

- communicate the importance of collecting this homelessness information;
- describe the long-term benefits to the tribe for participating in the survey;

- act as a liaison between tribal departments, tribal council, and outside partners;
- engage key stakeholders in discussions about moving forward; and
- provide the overall leadership necessary to implement the survey.

As highlighted in more detail in the case studies, champions offered key support in the Minnesota survey. For example, Chairwoman Diver, who was the 2006 Director of Special Projects for the Fond du Lac Band of Lake Superior Chippewa, was critical to the survey effort. Ms. Diver advocated for the homeless survey in several different ways as a Fond du Lac band member and employee. She helped identify tribal resolutions for tribes to utilize throughout the planning and implementation process. Ms. Diver presented to the tribal council regularly throughout the planning process and provided information the tribal council needed to make sound decisions. She also informed off-reservation organizations and agencies involved in the survey about the reasons that each tribe should control the data gathered on their reservation and needed to create the implementation plan and guide how the surveys were conducted on their land.

Staff from tribal housing, human and social services and other tribal programs, mental health and chemical dependency programs as well as tribal crisis, emergency housing voucher, and domestic violence programs that work with homeless clients must support the housing and homeless needs assessment. Their expertise and guidance benefit the project as they may possess knowledge to share with tribal leadership on the larger issues of housing and service needs. They are often connected with large regional and state homeless efforts as well as have experience with strategies to address homelessness on and off the reservation. Regional housing or mental health groups and off-reservation providers that serve tribal members can provide linkages to funding and initiatives as well as help make the case that data about housing and homelessness will benefit the tribe. In North Dakota, coordination between programs was critical for the success of the survey and a coalition composed of different organizations directly related to homelessness on the reservation led the effort.

Involving the Tribal Government

Once key tribal leaders and staff have been identified, the information needs to be presented and regular updates given to the tribal council for approval. The tribal council will be interested in the following information:

- purpose of the survey,
- the types of information collected,
- a general plan and time line for rolling out and implementing the survey,
- how housing and social services agencies and organizations will collaborate on the day of the survey,
- how confidentiality will be protected for individual respondents and the tribe,
- how each department will benefit from and use the information,
- how the larger tribe will benefit from gathering this information in terms of generating additional housing and services funding, and
- who has the rights to/ownership of the data.

As the process moves forward, the tribal council will also be involved in approving key resolutions and MOAs with other tribes or outside partners to address specific concerns of

tribal leaders and band members in participating in a homeless survey. Concerns may include:

- privacy. Many reservation communities are small and people know a lot about one another. Tribal leadership may want to ensure that the information gathered in the survey does not identify individuals or families. To protect tribal participants, councils should keep personal survey data confidential and not share it without tribal approval. Public reports should not contain any data that provide information about individuals, and researchers should avoid narratives that allow any one person, family, or tribal community to be identified.

- gratuitous attention to a negative issue that does not lead to tribal benefits. Tribal councils and other tribal leadership may worry that a homelessness survey may bring additional negative attention to their reservations. Therefore, researchers must stress that gathering information about homelessness on reservations helps the tribe better explain their need for housing and services, which will strengthen their applications and proposals for funding.

- consent. Tribes have been studied repeatedly, sometimes without permission or based on false information. They have rarely enjoyed active roles in deciding the ways the study would be conducted or the entities who will use and own the data collected. To solve this problem, MOAs and tribal resolutions that describe the ways in which tribes are willing to participate and data are handled prove critical to the success of the project.

The appendices include examples of both a tribal council resolution and an MOA.

Addressing Issues and Concerns of the Larger Tribal Community

To engage the larger tribal community, researchers must address many of the issues and concerns related to past tribal participation in research and survey efforts. Many Native American tribes describe a long history of being surveyed or researched that culminated in little or no direct benefit to the members. In moving forward with and publicizing the survey effort, the planners should emphasize the following points:

- The survey will be designed by tribal members, approved by tribal leaders, and implemented in a manner decided upon and led by tribal members and staff.

- The survey will capture information about housing needs or houselessness. For the tribes in Minnesota, the term *homelessness* often conjured images of poverty-stricken urban areas, rather than the doubled-up situations and overcrowding that exist on reservations, where extended family take in people who do not have their own place to live.

- Information gathered from the survey will benefit the tribe in many different ways:

    - Tribal staff can use the information for planning efforts and better describe their housing and service needs, which helps in writing grants and proposals to funders as was the case in Minnesota, where funding applications were more competitive and the effort generated additional funding for the tribe.

Surveys also provide the tribe a better understanding of the needs of their homeless populations, especially in regard to housing typologies.

- Having a tribal housing-needs assessment can direct additional housing and homeless funding to the tribe. Before the Minnesota community-based participatory research project, the homeless counts never included those living on reservations. Because state funding is based on a formula that uses the number of homeless people in a county/community, the tribes had been unable to get their fair share of the funding until they conducted the survey count for themselves.

- Data collected on individuals participating in the survey will be held in the strictest confidence. In Minnesota, tribal members expressed concern that information about doubled-up people not on the lease could be relayed to the Housing Authority or private landlord and cause problems for the person holding the lease. As such, survey participants were informed that the Housing Authority would not be able to trace the survey back to the participants.

Using Survey Data to Leverage Funding

The 2006 on-reservation survey in Minnesota helped the six participating tribes generate considerable revenue for capital, operating, and service dollars for supportive housing. In total, the tribes leveraged $28,700,000 for supportive housing from 2006 to 2010. The largest share came from Minnesota Housing and Low Income Housing Tax Credits. Other big funders included HUD, the Minnesota Department of Human Services, and the Federal Home Loan Bank.

Survey Planning and Implementation

The second step of the process involves developing the survey and planning for its implementation. Choice of survey implementation method should reflect the means most appropriate for the tribe. In any case, the methods must minimize the extent to which homeless or near-homeless individuals are missed by the survey (undercounting) and interviewers need adequate training to acquire quality data.

Developing the Survey Tool

Developing a survey tool that captures all the important information tribes want and need – in a culturally competent way – proves an extremely important step in the research process. Because of the extended effort that goes into planning and implementing the survey, tribal leaders and staff need to ensure the survey tool will provide the information they need to fully understand the housing and service needs of tribal members and provide the necessary data to funders of housing and services.

Adapt an Existing Survey

Tribes may benefit from an existing survey tool used at the state or local level. In Minnesota, the tribes adapted the survey tool used in the statewide homeless survey conducted every three years. They included extra questions to better understand the nature of doubled-up and overcrowded situations, the frequency with which people moved between these temporary situations, and the quality of the housing. They also added an important question: "If you could have a place of your own, would you want it?" Almost all of the participants responded "yes," debunking the myth that tribal members choose to live with extended family rather than doing so due to economic necessity.

If no state or local measures of homelessness and housing needs are available, tribes may benefit from working closely with a research partner who possesses appropriate substantive expertise.

Ask Important Questions about Current Housing

At minimum, tribes will want to ask questions about demographics, household composition, and housing status and dynamics. Information about demographics and household composition will help the tribe determine whether homelessness and near-homelessness are more common among certain subgroups. Important demographic/household information includes data on the following:

- age and gender;
- tribal affiliation and enrollment;
- marital status;
- number and age of children living with respondent;
- number and age of children not living with respondent; and
- veteran/military status.

Obviously, the tribe will want accurate and complete information on current housing status and history of housing instability. Important items to include on the survey are as follow:

- current housing situation:
    - emergency shelter,
    - transitional housing,
    - quality of current housing, including necessary amenities, or
    - temporary arrangement with family or friends (doubled-up);

- time spent in the current situation and total time respondent has been without regular housing of their own; and
- number of rooms respondents would need for adequate housing.

This information on the stability of the situation will help the tribe get a better sense of how often people move around and how long episodes of homelessness/near-homeless last. The data help tribes estimate annual homeless counts for planning and grant writing.[10]

[10] CSH published a toolkit designed to help jurisdictions translate a point-in-time (PIT) count to an annual homeless estimate. It includes questions that can be added to a survey to assist in this calculation. The publication, *Estimating the Need: Projecting from Point-in-Time to Annual Estimates of the Number of*

Furthermore, to understand the extent and severity of overcrowding, the tribe will want to know the number of people currently living in doubled-up situations and number of rooms in the occupied house/apartment. The U.S. Census Bureau has standard ways to measure crowding and housing adequacy.

Ask Important Questions about Economic Conditions

Adding survey questions that solicit detail about economic conditions and barriers to employment and housing stability may help the tribe better understand service needs. Relevant question topics include the following:

- current employment and employment history;
- education;
- income sources (including earnings, disability, unemployment, cash welfare, etc.);
- food security;
- mental health services and treatment (current service and unmet needs);
- drug and alcohol use and treatment (current service and unmet needs);
- history of trauma and abuse as a child;
- history of trauma and abuse as an adult;
- criminal history;
- health and health care access and utilization;
- use of other public and safety net services; and
- child well-being (health, school attendance, child care arrangements, etc.).

In Minnesota, some of the tribes expressed discomfort in asking survey participants to answer sensitive or intrusive questions. One tribal council explained that questions about past abuse may be significantly traumatic for participants and it wanted to make sure services were available in case any survey respondent reported needing them. A tribe involved in the 2006 survey decided to leave out any potentially sensitive questions and focus primarily on housing status. However, in 2009, all of the tribes included questions on economics and unmet needs because they saw the value of such information for service planning purposes.

Determining Survey Administration

The survey could be administered in a number of different ways. In Minnesota, some of the tribes conducted door-to-door surveys, mostly for households known to be doubled up or overcrowded, and in shelters and transitional housing programs, where people were known to be homeless. Other tribes administered a publicized survey and interviewed people who met the criteria at a central location. Benefits and drawbacks characterize each approach.

Door-to-Door

If done correctly, door-to-door interviewing provides the most accurate data, but it is a time intensive strategy, especially if the tribe does not know which members are likely to be

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Homeless People can be found on the CSH website:
http://documents.csh.org/documents/pubs/csh_estimatingneed.pdf

homeless or doubled up. Interviewers conducting door-to-door interviews need the appropriate training to conduct the survey, screen people for the interview appropriately, and gather complete and accurate information.

Community Center

The community center approach allows researchers to complete the survey in a day or two and mechanize the process so that one person is acting as a screener, making sure only eligible people take the survey. However, this approach can lead to a biased and incomplete sample because the tribe will only be capturing information from those who choose to participate and/or are free to come to the community center on the day of the survey. To address this source of bias, the researchers could offer the survey on two dates so people have more opportunities to participate. In any case, those managing the screening process must be able to accurately identify and turn away those who are ineligible for the survey without creating a hostile environment or risking important relationships. Therefore, the hiring and recruiting process is important for successful outcomes.

Most of the tribes in the Minnesota survey decided to use tribal members as interviewers because they did not think that outsiders would garner the trust from participants, especially for some of the more sensitive questions in the survey. However, a few small tribes felt that participants would feel more comfortable sharing information with a stranger from another tribe rather than someone with close ties to their family and friends. Some of the tribes decided to use tribal staff from social services agencies because they felt that the data quality would be better with interviewers who had a deeper understanding of the larger issues that these individuals and families face.

Appropriate staff training proves critically important in getting accurate and high-quality data. In Minnesota, Wilder Research developed a training DVD for interviewers, who were to participate in follow-up practice and mock interviews to gain comfort with the survey tool. However, in some places interviewers did not complete the training and practice, which resulted in incomplete and inaccurate data. Potential interviewers must be comfortable with the amount of reading aloud that is required to administer the survey.

If the budget and resources allow, having potential interviewers work closely with a research partner may be the best way to adequately train personnel. Topics to cover in the training include ideas on how to:

- explain the survey to participants, provide assurances of confidentiality, and get their consent;
- build rapport with survey participants;
- get complete and accurate data and avoid biased responses;
- probe for more in-depth information;
- handle situations where participants may become emotional or need follow-up services;
- handle situations (especially in people's homes) where the interviewer may feel uncomfortable or unsafe.

Interviewers also need to practice administering the survey many times so they are comfortable with the wording of the questions and negotiate it based on participant responses (e.g., some questions are skipped if a participant responds in a certain way).

Interviewers can practice with each other, using mock scenarios for each new practice interview so they get comfortable asking questions and recording data for the different types of situations that they will be encountering. They should also practice handling ineligible participants who want to take the survey; this is an especially important process if using a community center approach. Procedures should help interviewers identify and eliminate duplicate interviews (i.e., the respondent takes the survey twice or someone in the respondent's household has already taken the survey).

Appendix A provides detailed information about how each of the nine tribes administered the survey, who conducted the interviews for each tribe, and how many people were involved.

Publicizing the Survey and Encouraging High Rates of Participation

Getting high rates of participation in the survey is extremely important in getting an accurate housing needs assessment and homeless count. Therefore, strategies for publicizing the survey, which is also extremely important, include:

- mailing or distributing fliers to each household, particularly those known to be doubled up;
- advertising in tribal newspapers and radio stations;
- using word of mouth initiated by key tribal members involved in the survey effort;
- outreach through social media to capture younger populations who may not have a residence, but have access to smartphones.

Incentives encourage people to participate and compensate them for their time. In Minnesota, most of the tribes provided participating individuals a small stipend ($10 to $20), and some provided food for surveys conducted at a community center. For example, those conducting the survey in Red Lake advertised in the Red Lake paper and offered a $15 incentive as well as food to compensate for participants' time spent at the community center to take the survey. As a result, the research ended up being a social event, and people lined up to participate before the doors to the center were opened.

Regardless of how well publicized the survey is, getting a full and accurate count of the number of people who are homeless and near-homeless on any particular reservation still proves challenging. In every community, a percentage of people are unable or unwilling to participate. Therefore, the counts generated from the survey are likely to be underestimates. Regardless of the setbacks, a well-administered survey will generate defendable counts if the final report includes the appropriate caveats. Moreover, information collected about the nature of homelessness and housing situations, as well as service needs of the tribal community, will be extremely valuable from a planning perspective.

Partnering with Researchers and Intermediary Organizations

In some circumstances, particularly for those collaborating to conduct a count, tribes may benefit from working with a partner organization to assist with coordination, survey development, and data analysis.

Partnering with an Intermediary Organization to Help Coordinate the Survey

For some tribes, an intermediary organization may be critical in helping coordinate the survey effort, particularly if many tribes are attempting to coordinate the effort as was the case in Minnesota. For the partnership to be successful, the intermediary organization must either have an existing relationship with the tribe or spend a significant amount of up-front time building rapport and generating trust within the tribal community. To be culturally competent in their role as an intermediary, the personnel of the partnering organization must also have a deep understanding of the negative tribal experiences with other survey and research efforts. When approaching the task with appreciation for past abuses, such an organization can assist with many important aspects of conducting a housing needs assessment and homeless count. For example, they can:

- identify and facilitate the connections and dialogues necessary for the tribe to make critical decisions that propel the project forward;
- engage local and state housing and human services agencies so they use their resources and/or support for the effort;
- help coordinate, if possible, with local or state efforts to conduct homeless counts;
- assist tribes in identifying opportunities to use the survey data to leverage funding for new housing;
- provide logistical support for all aspects of planning and implementation, including survey development, hiring/recruiting and training interviewers, publicity, and coordinating administration of the survey; and
- coordinate with an external researcher to analyze the results.

Other benefits of working with an intermediary organization include developing relationships with off-reservation nonprofits, especially Native American nonprofits serving a population that overlaps with band members. For example, as a result of the survey, Fond du Lac partnered with the American Indian Community Housing Organization (AICHO), a nonprofit housing organization in Duluth, Minnesota, to raise money for and develop two new supportive housing developments.

CSH served as an intermediary organization for the Minnesota reservation survey. It raised money for the survey effort and worked with tribal leaders and staff to describe the benefits of the survey, facilitated communication between participating tribes using videoconferencing technology, helped draft tribal council resolutions and MOAs, and supported tribal leaders and staff who trained interviewers and implemented the survey. CSH personnel also played a critical role in facilitating the dialogue and relationship between the tribes and other non-reservation agencies supporting the survey so they made good-faith agreements and employed culturally sensitive approaches as organizers planned and implemented the survey.

Identifying a Researcher/Research Organization to Analyze the Results

An individual or organization with research expertise to help with survey design, implementation, and analysis should be identified at the beginning of the project. If such personnel are not within the tribe, leaders may want to work with an external research partner. A research firm or institution that assists in coordinating point-in-time (PIT)

homeless counts or Homeless Management Information System (HMIS) data at the state level may prove helpful with such an effort, particularly in gathering homelessness/housing needs information that is similar to that collected at the state level. Partnering with a local university professor or graduate student with a particular interest in the topic, however, may be as effective and may require fewer resources than other approaches.

Wilder Research was the research partner for the Minnesota survey. It developed the survey tool for the statewide survey and adapted it to the specific needs and requirements of the participating tribes. Wilder also collected the complete surveys, entered and cleaned the data, analyzed the data within the sharing restrictions required by the tribe and outlined in the MOA, provided each tribe with its own data, and completed the final aggregate report.

Funding The Project

Raising the necessary funds can potentially be one of the most challenging parts of conducting a housing needs assessment; however, there are nearly an equal number of cost-reduction measures and possible financial contributors that can be used.

Putting Together a Budget

Once the tribe has committed to the project and approved the rough plans for survey implementation, the budget must be created. This budget should include costs related to:

- time for a researcher or research partner to develop the survey tool; train interviewers; code, clean, and analyze data; and write up the final report;
- time for tribal staff to plan and implement the survey;
- labor costs for hiring and training interviewers;
- stipends and/or food for individuals participating in the survey;
- printing and shipping costs for the survey;
- printing and disseminating of the final report;

To cut costs, some of the tribes in Minnesota relied on volunteers to conduct the survey. In addition, a local or state university with a department with particular interest in homelessness or housing needs may employ a researcher or graduate student willing to donate some or all of the time needed to develop the survey and analyze the data.

Appendix D provides a budget for the 2009 Minnesota survey conducted on nine reservations across the state.

Raising the Necessary Funds

Finding interested funders for the project will depend, in part, on where the tribe is located. Local philanthropic foundations, particularly those involved in ending homelessness and funding supportive housing, may be interested in helping with a survey of this nature. State housing and human service agencies may be possible funding sources. Finding a research partner early in the process may help a tribe access funding, as universities and research firms may have better knowledge of or contacts with federal research entities and research-focused foundations than most Native leaders.

In Minnesota, many of the funders of the tribal homeless survey wanted the opportunity to begin building relationships with tribal communities and the programs serving these communities. Therefore, information about how the money will be leveraged for housing and services encouraged many foundations to support the initiative.

CASE STUDIES

Fond du Lac Band of Lake Superior Chippewa, Minnesota

Background

The Lake Superior Chippewa Tribe is a federally recognized Indian Tribe comprised of six distinct member Bands: Bois Forte, Fond du Lac, Grand Portage, Leech Lake, Mille Lacs, and White Earth. The Fond du Lac Band (Fond du Lac) of Lake Superior Chippewa maintains jurisdiction and authority of the 100,000-plus acre Fond du Lac Reservation in northern Minnesota. The reservation is adjacent to the City of Cloquet in St. Louis and Carlton Counties. Fond du Lac maintains a sovereign government that manages various social services, including the departments of health and human services, housing, and planning (among many others). Currently 4,400 members are enrolled in the band, with half of the population living on or near the reservation.

A corporate charter subsequent to the Indian Reorganization Act of 1934 established the Reservation Business Committee (RBC) as the unit of government. The RBC is comprised of five popularly elected officials, including representatives from each of the reservation's three districts (Cloquet, Sawyer, and Brookston) and two at-large positions. The RBC directs the administration and reservation-owned business operations; through an administrative system of divisions, over 40 separate programs are directly developed, supervised, and operated by the Fond du Lac staff. These programs offer a variety of services in the areas of education, language, social and health services, conservation, natural resources, and economic development. Fond du Lac employs 2,000 people, making it the largest employer in the area, with an annual payroll in excess of $65 million.

Of the three, the Cloquet District is the most populated and home to the tribal government as well as schools, a community center, and several tribal businesses. The majority of individuals residing in the Sawyer and Brookston Districts live about ten miles away from the Cloquet District. Housing development on the reservation is often complicated due to a shortage of dry, available land. Due to the proximity to the larger towns of Cloquet and Duluth, the band competes with suburban and exurban private developers for dry, buildable land located within reservation boundaries.

Initial Engagement

Fond du Lac was an early champion of homeless counts on reservation lands in Minnesota. Along with the Bois Forte Band of Chippewa, located in northeastern Minnesota, it joined an initiative with other housing and homeless providers to develop a regional coalition of tribes, nonprofit organizations, and county authorities that focused on applying for and utilizing long-term provision of service dollars for the homeless. Through these regional conversations, organizations realized that the triennial Minnesota statewide survey on homelessness had never included information about homelessness on reservation lands. As a result, Fond du Lac created a new human service position that worked solely with homeless band members and their families living on and off the reservation.

In late 2005, Chairwoman Karen Diver, [11] Director of Special Projects at the time, championed a reservation-wide homeless survey. Ms. Diver saw the need for housing and services tailored to band members who were unable to maintain housing due to various social barriers. She also realized that for these needs to be met, a homeless count was required. Key reasons presented to band members and the RBC to encourage the count included:

- Reservation lands are excluded from statewide surveys;
- State resources are allocated based upon demonstrated need;
- Access to increased funding opportunities is contingent upon improved data for planning and grant writing.

The tribe deemed that an outside organization would be best suited to carry out the count.

Initial concerns raised by the RBC included participant privacy and the overall results of the survey. As reservation communities are small, rampant gossiping could lead to negative consequences for individuals identified as homeless. To mitigate this concern, the RBC did not want individuals or families identified at any point during the survey or within the reports. Therefore, all information and individual data were kept confidential. Outside organizations hired to conduct the survey signed a MOA with Fond du Lac agreeing that data would be provided only to the tribe itself. Whether data were released elsewhere would remain at the full discretion of the RBC. Subsequently, the RBC passed a series of resolutions at each stage of the process surrounding data ownership and the release of information. For data it chose to release, the RBC had the opportunity to first review the aggregate report. Very few individuals saw the raw data; a packet was distributed to each RBC member, lead staff at the department of planning, and human services (including the mental health and social service coordinators). Once approved for release by the RBC, the data were combined with that from other participating tribes into an anonymous aggregate report written by Wilder Research. Initially, many feared that the findings could bring negative attention to the reservations; however, the tribe ultimately decided that the benefits of the data outweighed the potential negative repercussions.

Planning and Implementation

The planning process began in June 2006, just four months before the survey was conducted, so that it was conducted around the same time as the larger statewide homeless survey. The RBC was regularly updated throughout the planning process and was provided the information needed to make effective decisions. Ms. Diver acted as a liaison between the RBC, state agencies, Wilder Research, and other nonprofits supporting the survey. The RBC made the final decisions and gave approvals for the planning and implementation work. The commitment of the staff involved in the planning process ensured its success, especially in light of the short time frame.

[11] All information regarding the "Initial Engagement" section was collected through interviews with Karen Diver, Chairwoman of the Fond du Lac Band of Lake Superior Chippewa. Interview by Leah Rhea, May 20th, 2011.

Word of mouth among tribal members and preexisting networks helped publicize the survey. Staff from human services identified clients who they knew were homeless or at-risk of homelessness and asked if they would participate. Head Start staff and police who were familiar with the living situations of numerous families from responding to house calls identified doubled-up families. Student advocates at the schools identified youth that were couch hopping, and other staff checked campgrounds where people might be living.

Staff and interns from the departments of public health, human services, planning, and the tribal school conducted interviews. Fond du Lac preferred to use existing tribal staff to conduct interviews during normal paid hours; however, other tribes paid for additional staff time or brought in outside volunteers. By using already budgeted staff hours, Fond du Lac was able to provide a $20 stipend to individuals who completed the survey without experiencing a significant cost increase. The staff conducted Interviews at the Min-no-Aya-Win Human Services Center in the Cloquet District, a highly utilized tribal building wherein human service staff typically meets with clients and homeless individuals. To obtain the best comparison sample possible, Fond du Lac did not change or delete any of the questions in the survey throughout the interviewing process. Wilder Research wrote the survey questions and each band had the opportunity to review and offer suggestions to the wording. The survey was well received in the Fond du Lac community because tribal members were made aware of the fact that increased data could potentially help increase resources to better deal with homelessness.

A few months after the survey was conducted, Wilder research cleaned, coded, and provided data to Fond du Lac in a series of tables. Fond du Lac worked with a graduate student from the Humphrey Institute of Public Affairs at the University of Minnesota who analyzed the data tables and put it into a broader context of Native American housing nationwide.

Results

The aggregate report provided hard, accurate data from a credible source that could effectively communicate the realities of homelessness and housing on reservations in Minnesota. The ability to use data to leverage and access new funding has been a significant benefit of the survey. The results have been used in numerous funding proposals and present a more detailed and accurate depiction of the need for housing and services. As a result of new funding opportunities, Fond du Lac Supportive Housing opened in the summer of 2010, providing 24 new mixed-housing units that meet a range of needs on the reservation that had been determined through survey results. The survey findings enabled Fond du Lac to successfully apply for funding from NASAHDA and other state and federal funding agencies to build the units. Beyond this, a new housing development of ten units for single homeless veterans is in the predevelopment stages. The project includes rental apartments that have features tailored to the needs of Native American veterans.

The survey allowed Fond du Lac to form productive partnerships with other organizations to create more units off reservation as well. Fond du Lac and the American Indian Community Housing Organization (AICHO) partnered to fill funding gaps in two supportive housing developments in the region. AICHO utilized their nonprofit status to apply for HUD Continuum of Care McKinney-Vento Supportive Housing Program dollars, which were awarded to the Fond du Lac Supportive Housing development. In 2010 Fond du Lac committed up to $47,000 per year, with annual renewals, to AICHO's family supportive

housing rehabilitation development, located in downtown Duluth. This funding will provide rental assistance for the households of five Fond du Lac members living in that development.

Conclusion

To access increased funding opportunities, Fond du Lac saw a clear need to quantify its homeless population because statewide counts in Minnesota do not include homelessness on reservation lands. Fond du Lac partnered with other tribes in the region to hire outside organizations with significant experience in conducting homeless counts. Strong communication between the tribes and outside organizations helped to expedite the planning and implementation processes. Initial concerns, including those related to privacy and adverse effects of the survey results, were mitigated through memorandums of understanding and tribal resolutions.

Fond du Lac experienced significant success as a result of quantifying its homeless population. Numeric data have increased its opportunities to apply for funding and partner with other organizations. Findings from the surveys also provided the tribe with a better understanding of the needs of members who are experiencing homelessness or are at risk for homelessness. This information enabled the tribe to ensure that new projects, made possible by access to new funding, are appropriate for those they are trying to serve. These successes testify to the success and quality of the survey.

Turtle Mountain Band of Chippewa Indian Reservation, North Dakota

Background

Comprising a 72 square mile area, the Turtle Mountain Band of Chippewa Indian Reservation (Turtle Mountain) is one of the most densely populated Native American reservations per square mile in the United States. The reservation contains four districts and is located in north central North Dakota, approximately ten miles south of the Canadian border. Tribal communities include Belcourt, Dunseith, Rolette, Rolla, and St. John. Each community is located within 16 miles of Belcourt, home to the tribal government. Turtle Mountain is governed by a nine member council that includes a chairman and eight district representatives. Each district elects two representatives.

Turtle Mountain enrolls approximately 30,500 tribal members. Of those, 16,500 live on or near the reservation. Due to increasing rents across North Dakota caused by the increase in oil extraction across the state, numerous tribal members have moved back to Turtle Mountain.[12] As a result, the population increased 20 percent over the past ten years. A lack of funding and resources has made it increasingly difficult for the tribal housing authority to keep up with the growing housing demand. Currently over 600 families are on the waiting list for tribal housing, many of whom have been waiting for over ten years.

Estimates from the 2005 Bureau of Indian Affairs Labor Force Statistics puts unemployment on the reservation at just over 70 percent. According to the 2000 U.S. Census, over 40 percent of tribal families were living below the poverty level, and 882 households were headed by single mothers struggling to raise 1,392 children under the age of 18 years.

The Turtle Mountain homeless population comprises a staggering 1,400 individuals. As is usual in tribal communities, literal homelessness is rare, but many individuals on the reservation experience precarious housing conditions and live with extended family members in extremely crowded and substandard conditions. It is not uncommon for a two-bedroom mobile home on the reservation to house over ten individuals, significantly impacting both physical health and emotional well-being of them all.

Initial Engagement

As a response to the growing homeless population in Turtle Mountain, an alliance between the tribal government and other programs and entities involved in homelessness created the Turtle Mountain Homeless Coalition (TMHC). The TMHC has become very active in attempting to address homelessness on the reservation through a variety of ways, including conducting an internalized, tribally run homeless count.

Turtle Mountain had previously participated in homeless statewide PIT counts; however, the tribe saw little state or federal funding as a result due to the few who experience literal homelessness on the reservation. Here, the limited definition of homelessness applied in the statewide survey failed to capture Turtle Mountain's homeless population. In addition, the

[12] Interview with Cindy Malaterre and Joyce Morin, Members of Turtle Mountain Homeless Coalition, by Eric Oberdorfer, May 20, 2011.

tribe harbored great mistrust toward both the state and federal governments, significantly decreasing members' desire to participate in the survey. For these reasons, two key, [13] members of the TMHC, decided to champion an internal homeless count conducted for the tribe and by the tribe.

Using their roles with the TMHC, the key representatives acted as intermediaries between the tribal government and other housing and homelessness organizations and were able to actively engage the tribal council and other organizations that held a direct stake in the results of the survey. Information about the survey was distributed through the local public radio station, newspaper, and drop-in service sites on the reservation. A brief description of the survey process, created by the TMHC, was composed and sent to the tribal headquarters. To ensure a successful homeless survey, TMHC staff ensured that lines of communication were open between all involved.

Initial concerns of the tribal council mainly surrounded managing the expectations of the community. The tribal council felt that participants should know that solutions would not come right away and that the survey was just the first step to addressing the need. Many years of plans, development, and implementation would pass before sustainable housing solutions for Turtle Mountain would materialize from the survey data.

Privacy concerns were minimal as the survey was completely internalized. Due to the small geographic size of Turtle Mountain and the overabundance of crowded living conditions, most residents were well aware of the problem and those it affected, and as such did not feel uncomfortable participating in the survey. All information gathered through the survey was saved in a database maintained by the TMHC. The database was further categorized into subpopulations defined by marital status, age, and crowding status.

Planning and Implementation

The survey was conducted in October 2010. The TMHC decided against a PIT survey because they felt that many participants may have schedules that caused conflict on the selected day. Therefore, tribal members had a month to complete the survey, giving the community flexibility for those who may not have otherwise been able to participate. The survey was given at the Housing Commodity Warehouse in Belcourt, and interviews were conducted by members of the TMHC. The Housing Commodity Warehouse, a central location with which most were familiar, offered the surveys. TMHC announced the survey on the local public radio station and in the newspaper. It also distributed flyers across the reservation. Other organizations knowledgeable about the survey helped raise awareness.

Flexibility remained a vital component to the success of the survey. TMHC modified the initial questionnaire throughout the process to better reflect the issues and concerns expressed by participants regarding homelessness. Modifications were predominately made in the phrasing of questions and in language to ensure that each subpopulation within the survey was addressed. This made delivering the survey easier and increased the usability of the collected data.

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[13] All information regarding the "Initial Engagement" section was collected through interviews with Cindy Malaterre and Joyce Morin, Members of Turtle Mountain Homeless Coalition. Interview by Eric Oberdorfer, May 20, 2011.

Participation was high due to the publicity preceding it, and tribal members responded well to it. Especially because it was conducted internally by other tribal members, they felt comfortable with the survey. The process was inviting and people were left feeling excited and hopeful about the prospect of addressing Turtle Mountain's housing need. The goal of the TMHC and the tribal council to engender realistic participant expectations about the survey was met through interviewer explanation about the lengthy process that would be required before data from the survey could be used and any new programs implemented.

Results

Once the survey was completed, the TMHC entered data into databases and further categorized them into subpopulations as defined by age, marital status, crowded conditions, and families. Data revealed that over 1,400 tribal members were homeless, 807 of whom were children. TMHC continues to maintain all records, including personal information on participants so that they are able to check with individuals and monitor any changes to their situations.

Once the data had been categorized and analyzed, TMHC took the data, which showed the clear need for additional housing solutions on the reservation, to Washington, D.C., and lobbied at the Senate offices, federal agencies, and organizations like the National American Indian Housing Council (NAIHC) . TMHC also took the data to Bismarck, the state capital of North Dakota. Supported by the survey data, TMHC requested 500 mobile homes to help address the immediate need for housing on the reservation. The units were not received however, and Turtle Mountain saw no additional state or federal funding for homelessness. The state maintained that tribal lands are not within its jurisdiction and denied assistance to Turtle Mountain, and the political climate in Washington alongside federal programmatic budget cuts resulted in lack of any federal assistance.

Turtle Mountain questions why these housing funds have not yet materialized and wonder about the next steps needed. The numbers from the homeless count provide hard documentation of homelessness on the reservation, and Turtle Mountain is still in the process of finding strategies to advocate for funding at the federal and state levels. The findings from the survey are relatively new, and time and persistence are often needed to ensure that the data procure the outcomes that the tribe deserves. A variety of options are being considered, including creating a professional report of the findings with pictures and stories of affected families and individuals to put a human face on the issue. The TMHC has also considered creating a national Native American Homelessness Coalition that would be comprised of tribes across the country facing similar issues. This coalition is in the very early planning stages but hopes to benefit from numerous tribes working together.

Conclusion

Turtle Mountain experienced both successes and challenges during their homeless count. Having strong, committed champions for the project increased publicity and interest across the reservation. As a result, many people participated and the survey captured a more accurate reflection of homelessness in Turtle Mountain than ever before realized. Internalizing the count and using tribal members to conduct the interviews led to an increased willingness for tribal members to participate. Turtle Mountain was fortunate in the high level of community backing and tribal buy-in for the survey.

Now Turtle Mountain faces challenges in determining the next steps in using the data most effectively. Federal and state budget cuts have greatly decreased funding and access to funding. Lobbyists acting as a single entity organization have not produced the desired results. Therefore, Turtle Mountain realizes that partnerships with other tribes facing similar concerns may strengthen their case at the state and federal levels. The creation of the Native American Homeless Coalition brings tribes together to create a louder voice. Although it is still unclear if the data will secure increased funding for Turtle Mountain, they do provide a clear indication of the severity of homelessness in the region and will help future planning and grant writing when federal or state homelessness monies become available.

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APPENDICES

Appendix A

The 2009 Minnesota On-reservation Homeless Survey

Tribe	Key Stakeholders and Partners	Survey Administration Methods (door to door, at a community center, time period, etc.)	Interviewers (number, characteristics, and training)	Other Information
Bois Forte Band of Lake Superior Chippewa	Homeless Outreach Program Health and Human Services Mental Health Program Tribal Council Housing Department	At one location in each of the two reservation sectors: 1)Community Center in Nett Lake 2) Casino in Vermillion Interviews conducted on a single day	7 interviewers from Health and Human Services staff Interviewers were provided with practice surveys and a training DVD.	Approximately 44 surveys were completed. Participants received $20 stipend
Fond du Lac Band of Lake Superior Chippewa	Planning Department Health and Human Services Tribal Council	At the community centers in the three main communities on reservation. Interviews were conducted on a single day. The day originally scheduled and advertised, was	6 interviewers from Human Services Interviewers were provided with practice surveys and a training DVD.	Approximately 145 surveys were completed. Participants received $15 coupon for gas and groceries.

		canceled and re-scheduled.		
Grand Portage Band of Lake Superior Chippewa	Housing Department Human Services Department Planning Department Tribal Council	Surveys were conducted over a period of a week, primarily at the Human Services Office, while 2-3 were completed over the phone.	2 interviewers from Human Services Interviewers were provided practice surveys and a training DVD.	Staff identified 25 persons considered homeless, who all agreed to be interviewed, resulting in 25 completed surveys. Participants received $40 stipend.
Leech Lake Band of Ojibwe	Planning Department Tribal Council	Surveys were conducted in about 8 different communities across the reservation. Tribal members living in that community opened up the community centers and the interviews took place at the community centers. Surveys were conducted on a single day.	8 interviewers from off the reservation, mainly state staff, and approximately 20 Leech Lake Band of Ojibwe staff Planning and Minn. Department of Health Services staff conducted training for interviewers and utilized the training DVD and practice interviews.	389 surveys were completed. Participants received $15 stipend.
Lower Sioux Community	Housing Department Food Shelf Program	At the Community Center, on a single day.	3 interviewers from Social Service and Health Departments Interviewers were	Approximately 45 surveys were completed. Participants received $20

	Tribal Council		provided practice surveys and a training DVD.	in coupons to be turned in for cash at the casino.
Red Lake Nation	Red Lake Homeless Shelter Tribal Council	Interviews happened at the community centers in each of the 4 reservation communities. Majority of interviews occurred on 1 day between 8 am – 6pm. With a dozen interviews completed on other days of the same week.	25 interviewers from the Red Lake Homeless Shelter, people in the Youth Build and AmeriCorps programs, and the community coordinators from each community (tribal employees) Education Department (ED) of Red Lake Homeless Shelter and 2 Department of Health Services staff conducted ½ day training with DVD and practice interviews.	Approximately 288 surveys were completed. Participants received $15 stipend.
White Earth Reservation	Family Services Department Dream Catcher Homes	Interviewers went to the homes of people who they knew were doubled/tripled up in 4 of the 11 communities on the reservation: Mahnomen Naytahwaush Pine Point White Earth	8 interviewers from the staff of domestic violence, geriatrics, and homeless programs of Human Services Interviewers were provided with practice surveys and a training DVD.	Approximately 120 surveys were completed. Participants received $20 stipend.

Appendix B

Memorandum of Agreement

BETWEEN THE AMHERST H. WILDER FOUNDATION (WILDER RESEARCH CENTER),

CSH,

THE MINNESOTA DEPARTMENT OF HUMAN SERVICES AND

THE *INSERT RESERVATION NAME*

The Reservation Survey of Homelessness is proposed to coincide with the 2009 statewide homeless survey conducted by Wilder Research on October 22, 2009.

Background: In 2006 the first survey of homelessness on reservations was conducted because tribal representatives, the Minnesota Department of Human Services, CSH and others serving American Indian people who are inadequately housed wish to better document the nature and extent of homelessness on Minnesota's Indian Reservations. In 2006, six reservations – Red Lake, Leech Lake, Fond du Lac, White Earth, Bois Forte and Mille Lacs conducted the survey of homelessness in their communities. The survey was done in conjunction with the triennial statewide Wilder homeless survey.

As in 2006 Wilder Research has been asked to assist with a survey on Minnesota Reservations that includes people living in doubled-up situations and on waiting lists for housing. The survey will be done at approximately the same time as the current statewide homelessness survey and will include a special set of questions pertaining specifically to people who are doubled-up (such as the amount of crowding they experience, the adequacy of kitchen and bathroom facilities, sanitation and other issues).

The Statewide Homelessness Survey, conducted by Wilder Research Center, has been completed every three years since 1991, and documents the nature and extent of homelessness in Minnesota, including:

- An estimate of approximate numbers of homeless individuals and families

- The characteristics of homeless individuals (such as number of men, women, children; military veterans; levels of education; current employment; physical and mental health)
- Some of the prior experiences of homeless individuals, to understand what steps might be taken to help prevent homelessness
- Current needs for services and use of services
- Current living arrangements, history of prior housing difficulties, and current housing barriers

This survey has helped state and county officials and foundations to direct resources to the areas with the most need. It has also allowed service providers to document needs in order to apply for private and federal grants. Because the survey is done every three years, it has also helped policy makers document the effects of certain policy changes (such as increased or decreased funding for shelters, or increased efforts to move families rapidly from shelters to stable housing). The survey being proposed will give Reservations and their Tribal Councils an opportunity to collect similar information that can be used to document homelessness and housing needs in ways that will support grant applications and planning for each participating Reservation.

A primary concern when conducting any survey on a Reservation is ensuring the privacy of people participating and assuring Tribal Council control over the information collected. To address those concerns the following is agreed:

I. BUDGET :

a. The Minnesota Department of Human Services, CSH and Wilder Research Center will raise funds to cover the cost of the Reservation survey, estimated to be $100,000. The Minnesota Department of Human Services has committed $35,000, the Greater Minnesota Housing Fund – $10,000, Blandin Foundation – $10,000, the Housing Assistance Council – $10,000, and CSH– $5,000 to the Reservation survey. Additional funding is being sought from the Bremer Foundation and other organizations.

b. One-third of the total amount received will be divided among the Reservations that are currently considering participation in the survey. Each Reservation's allotment of money is intended to pay interviewers, respondents and mileage or other expenses as needed.

II. RESPONSIBILITY FOR INFORMATION:

a. Wilder Research Center will receive, analyze and organize the data collected on each Reservation. Each Reservation will receive comprehensive data tables (a separate set for each Reservation) that describe the results of all respondents to the questions asked in the survey, broken down by gender and site type. The data tables showing the results of the survey will then be returned to each participating Reservation.

b. Each Reservation tribal council will be asked to review the data and determine what data they wish to release, if any, for aggregate reporting with the other participating Reservations. Each Reservation is free to use their data in any way the tribal council may decide and each tribal council will own the data collected from their respective Reservation.

c. Wilder is willing to prepare a summary report that contains aggregate data only and describes the overall results across all participating Reservations without permitting those outside of the Reservation to see the individual results for any specific Reservation. No one completing the survey will be identified as no names are recorded during the survey interview.

d. After reviewing the summary report that contains only aggregate data the Tribal Councils will be asked for their permission to publicly release the summary report. The summary report will only contain data from those Reservations that agreed to have their data included in the report and those Reservations would be listed in the report.

e. No information will be posted on the Wilder or other web sites or given to media outlets without the express written permission of the Reservations.

f. Tribal Councils may change this agreement as necessary at any time.

III. SURVEY IMPLEMENTATION :

a. The target date of October 22, 2009, will be the same as for the statewide survey. However, for people who are known to be doubled-up on that date, actual interviews may be conducted up to several days before or after October 22, 2009 with all surveys being completed and returned to Wilder Research no later than January 15, 2010.

b. Reservation representatives will be responsible for determining how to identify homeless and doubled-up people to be interviewed, how best to inform them of the survey and request their participation, and how to identify and recruit interviewers to do the surveys.

c. Interviewers for the survey are instructed to tell respondents at the beginning of the interview that participation in the survey is voluntary and that respondents may choose to answer all, some or none of the questions and that refusal to answer any question will not impact the respondent in any way.

d. Tribal Councils or Reservation representatives may decide to delete questions from the interview as they choose.

Signatures:

For Wilder Research Center

_____ _____

Printed Name Signature Date

For CSH

_____ _____

Printed Name Signature Date

For Minnesota Department of Human Services

_____ _____

Printed Name Signature Date

For *INSERT RESERVATION NAME* Tribal Council

_____ _____

Printed Name Signature Date

Appendix C

Example Resolution Language Utilized by Tribes in Minnesota for the 2009 Reservation Homeless Survey

WHEREAS, in an effort to better understand the extent of homelessness in its own community, the XXX Tribal Council participated in/conducted the 2009 Reservation Homeless Survey, and

WHEREAS, Wilder Research wishes to collect 2009 survey data from all 8 participating Reservation so that a single report on homelessness in Minnesota's Indian country maybe produced, and

WHEREAS, data published in the aggregate report will respect the confidentiality of each participating individual and Tribe so that the reader will be unable to identify the source of the data, and

NOW THEREFORE BE IT RESOLVED that the Reservation Tribal Council does hereby approve of confidentially sharing the data compiled from the survey on homelessness at [INSERT Reservation Name] for the purpose of producing a collective report on homelessness on Minnesota's Indian Reservations.

Appendix D

2009 Reservation Homelessness Budget – 2009

2009 Reservation Homelessness Survey - Budget Calculations	
FUNDING USES - PROPOSED	
Survey Instrument	$2,000
Pre-survey Planning	$7,000
Printing of Surveys (est. $1.50 each x 2000)	$3,000
Trainings (IVT) (was $2K in '06…)	$3,500
Courier & Check Servicing ($160 RT X 10 RESERVATIONS)	$1,600
Stipends to Reservations (based on $3K/tribe + $10/survey)	$39,800
Coding, Cleaning, & Input of Data	$12,000
Analyzing ($6837 in 2006/6 tribes x 8)	$9,000
Data Tables (includes $10K for urban data)	$28,000
Overall Report Presentation & Dissemination	$10,000
TOTAL	$115,900
IN-KIND	
Wilder Research	$17,385
CSH Employee Time	$8,240
DHS Employee Time + Video Conferencing	$9,990
TOTAL	$35,615
	$151,515

Anticipated Funding for 2009 Reservation Homeless Survey		
FUNDING SOURCES		
Blandin Foundation	$10,000	stipends (CSH)
Housing Assistance Council (HAC)	$10,000	coding/cleaning (to Wilder)
Dept. of Human Services (DHS)	$35,000	to Wilder
Greater MN Housing Fund (GMHF)	$10,000	stipends (CSH)
CSH	$16,250	$5K to Wilder + stipends
Minnesota Housing	$10,000	disbursed to Wilder
TOTAL	$91,250	
IN-KIND		
Wilder Research	$17,385	
CSH Employee Time	$8,240	
DHS Employee Time + Video Conferencing	$9,990	
TOTAL	$35,615	
	$126,865	

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