

REPORT TO WHITE HOUSE DOMESTIC COUNCIL ON NATIVE AMERICANS

FROM: NATIONAL URBAN INDIAN POLICY COALITION

April 10, 1995

The National Urban Indian Policy Coalition addresses the unmet needs of over 63% of the American Indian population living in the United States today. This is over 1,200,000 people.

As a direct result of various federal policies including the Relocation and Assimilation programs of the 1950's-1960's designed to assimilate American Indians from reservations into urban populations, large populations of American Indians are now faced with formidable barriers ranging from non-access to Indian specific programs and policies to exclusion from public policies and programs.

The federal government's assimilation effort has failed. Urban Indians lead the unemployment and poverty rates; the high school dropout rates; and the disease, infant mortality and suicide rates. With a population growing faster than any other racial group, Urban Indians are not included in statistical data gathered for urban areas and are undercounted in the Census. Business development is lower for Urban Indians than for any other race. In some cities, Urban Indians are excluded from certain programs by ordinance.

The following pages are dedicated to each issue area, with a brief history, critical issues facing Urban Indians in the specific area and recommendations for immediate actions.

Background:

During the 1950's and 1960's, the **Urban American Indian and Alaskan Native** population nearly tripled, from 56,900 to 166,000, as a result of the aggressive relocation and termination efforts of the United States Government. According to the 1990 United States Census, **over 63% (OVER 1.2 MILLION)** of the more than 2 million American Indians and Alaskan Natives live in off-reservation areas, largely in urban cities.

SECTION ONE:

URBAN INDIAN HEALTH

Recognizing the poor health status of all American Indians and Alaskan Natives, Congress passed the Indian Health Care Improvement Act in 1976 (P.L. 94-437), along with the Snyder Act. These Acts combined with Treaties establishes legal authority to provide health care services to Indians in urban areas through direct medical care and referral services. Presently, the Indian Health Service funds 34 Urban Indian Health Programs in various urban centers across the United States. Research indicates a need for 19 additional clinics. These programs range in capabilities, from outreach and referral programs to comprehensive primary health care clinics. Urban Indian Health Programs are funded at **only 1%** of the IHS budget.

Despite the recognition and funding given to the Urban Indian Health Programs under Title V of the Indian Health Care Improvement Act and numerous amendments to the Indian Health Care Improvement Act to authorize the inclusion of mental health counseling, alcohol and substance abuse prevention and treatment, immunization services and health promotion activities, American Indian and Alaskan Natives remain at or near the bottom of all health status statistics.

* Discrimination affects the health of Indian people. Indians have learned to cope with the stresses of discrimination by developing alcoholism and drug addiction. According to the Indian Health Service, alcoholism and liver disease result in 55.2 deaths per 100,000 American Indians per year; almost **five times** the general population average. We must not underestimate the detrimental effects these and

other indirectly related problems have on Indian people and families. It is very important that substance abuse be recognized as the leading health concern of Indian people on or off reservations. It affects every Indian family in some way. **Twenty five percent** of child bearing age Indian women are giving birth to Fetal Alcohol Syndrome and Fetal Alcohol Effected children.

* The U.S. Office of Aging, Title VI, which supports reservation programs, has no urban Indian programs.

* Native Americans are in high-risk categories for many diseases, such as cancer, diabetes, and hypertension, and are more likely to die from preventable diseases such as alcoholism, tuberculosis, pneumonia, influenza, suicide and homicide. Indian children have an intimate relationship with death due to high suicide, homicide, and accidents statistics.

SECTION TWO:

URBAN INDIAN ECONOMIC DEVELOPMENT

There is sparse information available about Urban Indian businesses. The Indian-owned business industry, in general, is a youngster. Even most tribal-owned enterprises can be categorized as first-generation. The importance of this is the lack of extended generations of business and management experience established to provide networking and mentoring. Tribes and individuals are learning business cycles and success at the same time.

A recent study in Wisconsin determined Indian businesses need four things to be successful: access to capital; access to markets; entrepreneurship and management experience; and a culturally appropriate support network. Indian businesses with employees increase at a greater rate than sole proprietor but **70%** of these entrepreneurs have absolutely **NO** previous business experience and **80%** have difficulty getting loans. There is a potential cultural clash which successful business behavior can create for individual Indian entrepreneurs, professionals, and employees. Indians who do not live on or near a reservation have a lower rate of participation in the entrepreneurial process than other groups. Urban Indian business mentor-protege programs are virtually non-existent. In cities where Urban

Indian participation in business support activities and programs is examined, a negative disparate impact is usually found.

The U.S. Department of Commerce provides substantial funding for tribal Indian Business support, much of it through the National Indian Business Association. While this is important, there is also a great void in the area of support for Urban Indian businesses. For example, Department of Commerce funding for technical assistance which might be available for Urban Indian businesses must be accessed through the MEGA Centers and Minority Business Development Centers. Urban Indian businesses face many local and political barriers in accessing such services. This is compounded when federally funded programs do not make outreach efforts in the Indian community and there is no local group advocating for Indian businesses and economic survival.

The single most critical need of Urban Indian-owned businesses is access. They need access to the programs available to all other groups for contract set-asides, for technical assistance, for financing, for mentoring and networking. Access is impeded by definitions and by discrimination. The first type of impeded access is simple to address. Proactively and retroactively, all policy, procedures and programs which refer to and define Indians should also address where the majority of Indians live and include Urban Indians by definition. If, for example, the Buy Indian Act, had definitions which included Urban Indians, the positive economic impact for all Indians could double.

If the pending Adarand VS Pena case before the Supreme Court defeats set-aside programs, all communities of color will be substantially cut out of the marketplace. Indian businesses will be affected the most because of the preponderance of Indian businesses and skills in the construction industry (again, a legacy of federal resettlement programs). The construction industry is a particularly difficult one to enter. Without some version of a contracting set-aside, most small sub-contractors will never be able to build the capacity to be more than a jobber.

The route to market access as modified by the Croson decision essentially requires the historically discriminated-against group to procure the resources to pay for a disparity study on themselves based on data which does not exist because Urban Indian data is not included in most urban demographic and economic development information collected by public and private researchers. Provide funding and or

research support for such studies.

Require culturally competent outreach to Urban Indians for all economic related funding and programming. Work with the tribes and the Urban groups to find additional ways to serve Indian needs. Programs such as the SBA's Low Doc loan guarantee program and its Minority Pre-Qualification Program are examples of current activities which can and do work for the benefit of Urban Indians if appropriate outreach efforts are made. Keep the SBA offices open in areas where Urban Indians are being served. (In areas where Urban Indians are being served, other communities of color are also being served. The reverse is not true.)

Most urban areas have a wide span of capital markets. Again, culturally facilitated access can open these markets to Urban Indians. Organizations, usually not-for-profit, which facilitate this access should be supported directly and indirectly. The gaps in the capital market for Urban Indians occur as a lack of seed capital. Start-up funding needs to be more patient by six to nine months. Group-lending is mostly still an idea. Economically targeted investing groups who have money to invest are frustrated by the lack of loans to buy. Surely, these needs can be brought together to create at least one pilot program which breaks barriers for Urban Indians. An Urban Indian Housing Authority, for example, could blend a number of needs and initiatives in a new, efficient, cost-effective delivery system consistent with current reforms.

As government programs and operations are redesigned; as they are affected by the actions of Congress; and even in a time of reduced resources, the needs of Urban Indians can be served by addressing the issues of access. Once barriers are identified and corrective procedures designated, monitoring is necessary. If access is still not achieved, there must be a commitment to seek workable solutions. Urban Indians are primarily a creation of the federal government's past policies and practices. Urban Indians are the majority of the Indian population. Urban Indians are not returning to reservations. To do so would devastate those economies, some of which are already fragile. Urban Indians will continue to lay claim their treaty rights. Urban Indians are some of the most valuable human capital this country has. This capital is being wasted by not having access to full participation in the economy of this country. As U.S. citizens, we deserve nothing less.

SECTION THREE:

URBAN INDIAN JTPA

The United States Department of Labor, through its Employment and Training Division, funds one hundred ninety-one programs throughout the country. Approximately 34% of the funded programs are urban with the balance being federally recognized tribes, tribal consortia and Alaska Native Organizations. The Division of Indian and Native Programs is the point of contact for all Native programs (grantees) within the Department of Labor. It is important to note that the Department of Labor is one of the few departments that consistently works with both urban and reservation populations.

In order to more equitably distribute funds, the Department utilized the most current census data available on Native people. Census data collection becomes a critical issue since a number of grantees have experienced dramatic shifts in funding due to the census counts. In several cases the census shift has decreased funding levels as much as 55%. The Department of Labor has instituted a hold-harmless factor so that dramatic decreases and increases are phased in over a three year period thus easing the pain of drastic changes.

Currently, the Fiscal Year 1995 "rescission" bill has the Native American Job Training Partnership Act grantee community quite concerned. The complete elimination of Title II-B Summer Youth funds and a 10% decrease in current Section 401 allocations would have a devastating effect on Native people both on and off-reservations.

The American Indian Grantee community truly appreciates the efforts of Secretary Reich and Assistant Secretary Ross in the development of a true partnership. Through the efforts of the Native American Employment & Training Council, with the support of the current administration, the Division of Indian and Native American Programs is led by a Native person with practical program experience. At the present time, efforts are being made to recruit qualified Native people to fill non-civil service staff openings. However, there is still a request that the process of Indian preference in employment as specified in Section 401(j) of the law be implemented.

In order to improve the quality of services to program participants and the grantee community, a "partnership plan" is being developed by a team consisting of Native grantees and Department of Labor staff. It is anticipated that the "partnership plan" will be presented at the 6th National Indian & Native American Employment & Training conference in Bismarck, North Dakota. The "partnership plan" will be also part of the discussion of the Native American Employment and Training Council at its bi-annual meeting to be held in conjunction with the National Conference.

Although we have made excellent progress in our partnership development, there are still concerns expressed by the Native Grantee community. The head of the Indian Office should be placed in charge of policy development with respect to all Labor issues affecting Native people. A portion of the policy development responsibilities would include a department-wide statement on the implementation of President Clinton's Indian Policy Memorandum. Formal restructuring of the Indian office to the full authority and responsibility as described in Section 401(j) of the JTPA law would address any additional concerns from the urban and reservation based grantees. As native grantees we are willing and able to work with the Department of Labor in order to better serve our local communities.

SECTION FOUR:

URBAN INDIAN HOUSING

One very important premise that we as Indian people insist on is that everyone is entitled to decent affordable shelter, no matter what our circumstances, including the right to relocate where we choose, or where necessity sends us, without being penalized as Indians for living away from our Tribes.

The prejudice that pervades the larger society towards us, no matter where we reside, clearly fails to acknowledge that premise. HUD policies continue to try to control our freedom to choose the best means to support ourselves and our families by denying us access to housing services available to other Americans living in metropolitan areas.

We believe it is the responsibility of the Federal Government to ensure that Indian

people, no matter where we reside, have access to decent, safe, and sanitary housing, and to provide resources for us to make the dream of self-determination a reality through housing opportunities.

To this end, we submit the following recommendations:

1. Like the Department of Agriculture, Energy, and EPA, HUD needs to develop a comprehensive department-wide Urban Indian policy, that acknowledges its responsibilities to American Indians and Alaska Natives living in off-reservation and urban areas.
2. We ask for President Clinton's active support of the Native American Housing Finance Bill soon to be introduced in Congress specifically include provisions for Urban Indians. This legislation has been recommended in the final report of the Presidential Commission on Native American, Alaskan Native, and Native Hawaiian Housing, which was released in 1993.
3. We urge the President to adopt the recommendations put forth by the Presidential Commission on Native American, Alaska Native, and Native Hawaiian Housing in its final report, and to urge the agencies responsible for administering Indian housing programs to act on these recommendations, including Urban Indian Provisions.
4. We ask for the President to support legislation to provide loan guarantees for Urban Indian housing.
5. Create an Urban Indian set-aside for housing vouchers to ensure that Indian people have access to Section 8 assistance.
6. Increase HUD Home allocation from 1% to at least 5%, and make it competitive on a regional rather than a national basis.
7. Ensure HUD's recognition and support-financial and other resources-of Urban Indian Housing Authorities. Current Federal law allows HUD to do this, however, HUD policy makers have ignored the law. Indian housing development has changed since HUD started delivering services but the Department's policies haven't changed to keep pace.

8. HUD needs to develop regional advisory committees to the regional Indian programs offices as modeled after the JTPA program.

If these recommendations were honored and implemented, we could better assist elders, physically-impaired, homeless, HIV/AIDS stricken, families in distress, home buyers, new arrivals, and anyone else who needs help.

SECTION FIVE:

URBAN INDIAN CENTERS

- * Federal support for Urban Indian programs has declined 50% in the last ten years despite an increase in the Urban Indian population;
- * The severe undercount from the 1990 Census will cause a 40% reduction of funds to Urban Indian Centers nationwide. This will cause devastation to services and programs for Urban Indians. These one stop centers will have to severely curtail services to clients, lay off personnel and close down offices.

URBAN INDIAN POLICY RECOMMENDATIONS

The following recommendations are made to ensure that America's Urban Indian communities are not ignored in the Federal government's policies and programs both Indian specific and public arenas.

1. Establish a federal policy to recognize the economic and social plight of America's Urban Indian people through definitions of *where* Indian people are.
2. Establish a process for involving Urban Indian representation in all federal policy making boards and commissions and committees.

3. Establish a process for the evaluation and monitoring of all federal programs currently serving Urban Indian communities with local Urban Indian community input .
4. Establish Urban Indian representation in all federal programs , including the BIA.
5. Advocate and support federal hearings on Urban Indians concerns to be convened by the Senate and House Committees on Indian Affairs.
6. Establish a process for recruitment and selection of Urban Indian applicants into federal positions.
7. Support Urban Indian community-based organizations (CBO's) as the primary local providers of services to Urban Indian people by set-asides in all federal programs.
8. Provide core support for Urban Indian CBO's to develop local capacity to leverage federal funds with other public and private support.
9. Advocate and support Urban Indian focus in the National Indian Policy Center.
10. Advocate and support a comprehensive economic development strategy for dealing with the poverty of Urban Indians, beginning with ANA funds. A policy including staffing and procedures should be drafted which reflects a commitment to serve Urban Indians.
11. Increase Title IV Indian Education funds for service providers located in urban areas.
12. Develop policy for inclusive language in all federal legislation to provide access for Urban Indian opportunities.
13. Establish a mandate to all federal departments regarding accountability in implementation of inclusionary language for Urban Indians.

14. Restore JTPA Title IV Funds to allocation levels comparable to those based on the 1980 Census. Until then, the Hold Harmless agreements should continue until such a time that the Census issues are resolved.
15. Require that all data and statistics being kept for urban funding and programs. Also, track Urban Indian participation. Develop Crosen/Adarand-proof policies and monitor to determine the inclusion of Urban Indians. Recognize that the government's treaty responsibilities extend to Urban Indians.
16. Increase allocated funding for National Indian Policy Center to include an Urban Indian program.
17. Ensure Urban Indian access to a fair proportion of Block Grant funds, in compliance with Treaties and basic rights as citizens.

ACTION PLAN

In the coming months the National Urban Indian Policy Coalition (NUIPC) will conduct the following activities designed to further our action agenda for America's over 1.2 million Urban Indians.

1. Convene meetings with CBO's in Urban Indian communities to promote voter registration.
2. Conduct ongoing meetings at the White House and with appropriate staff and departments to move forward the process of addressing Urban Indian issues.
3. Enlist the support of congressional representatives in every city where there is a significant Urban Indian population.
4. Advocate for Urban Indians in hearings convened by the Senate and House Committees on Indian Affairs.

5. Establish a media campaign to inform the public about Urban Indian issues.
6. Develop policies and amend definitions in existing policies and legislation to address the needs of Urban Indians focusing on *where* Indians are.

This report is endorsed by the Urban Indian Organizations in our membership, who support the **long-term** effort to promote the social and economic self-sufficiency of America's Urban Indian communities.

Developed by the National Urban Indian Policy Coalition Task Force:

Gwen Carr, Director of Research & Advocacy
American Indian Economic Development Association, Chicago, IL

Pat Rudy -Baese, Executive Director
Milwaukee Indian Economic Development Agency, Milwaukee, WI

Marjorie Bear Don't Walk, Executive Director
American Indian Health Care Association, Billings, MT

Karen Kay, Executive Director
Michigan Indian Employment /Training Association, Holt , MI

Bob Giago, Executive Director
United Urban Indian Council, Oklahoma City, OK

Randy Edmonds, Executive Director
American Indian Human Resources, San Diego, CA

Paula Starr, Assistant Executive Director
Southern California Indian Center, Inc., Los Angeles, CA

Corrine Beckwith, Executive Assistant
Los Angeles City and County Indian Commission, Los Angeles , CA

Alex McCloud, Executive Director
NARA/NW, Gresham, OR

Sandra Cranciulli, Board Member
United American Indians of Delaware Valley, Philadelphia, PA

Greg Richardson, Executive Director
North Carolina Indian Commission, Raleigh, N.C.

Lorenda Sanchez, Executive Director
California Indian Manpower Consortium, Sacramento, CA

Elva Siler, Executive Director
IACRHP/IHCC, Salt Lake City, UT

Darryl Waldron, Executive Director
Rhode Island Indian Council, Providence, R.I.

Bernie Whitebear, Executive Director
United Indians of All Tribes Foundation, Seattle, WA

Lorilee Lipke, Executive Director
American Indian Chamber of Commerce, Houston, TX

Georgiana Old Elk, Board Member
Indian Health Association, Billings, MT

Donna Fairbanks, Housing Coordinator
Minnesota Housing Finance Agency, St. Paul, MN

Ralph Foquera, Executive Director
Seattle Indian Health Board, Seattle, WA

FOR FURTHER INFORMATION PLEASE CONTACT:

Gwen Carr
Chair
National Urban Indian Policy Coalition
(312) 784-0808
(312) 784-0981 fax

URBAN INDIAN FACT SHEET*

Urban Indians are created as a result of the Federal Government's Relocation programs.

Urban Indians make up over 63% of the total Indian population. This is over 2,200,000 people.

Urban Indian population has grown over 30% in the last 3 decades.

Urban Indians are undercounted by the U.S. Census and not included in statistical data gathered for urban areas.

Urban Indians are dispersed throughout all census tracts in urban areas; no ghettos. As invisible minorities they are excluded from public block grants; minority assistance programs; start-up capital for businesses; and mainstream markets.

Urban Indians have no representation in federal, state or local legislation, policy, or administrative departments.

Urban Indians are excluded from ^{many} all Indian-specific programs, including: ~~housing, relocation without penalties, schools, block grants, enterprise development, business mentorship, elderly assistance programs.~~

Urban Indian unemployment is double that of all other races.

Urban Indian poverty levels are three times that of any other race.

Urban Indian high school drop out rate is over 75%.

^{Many} Urban Indians do not benefit from gaming revenues.

Urban Indian business development rate is the lowest of any race.

Urban Indians have higher mortality rate from alcoholism and related causes than other races.

Urban Indian suicide rate is four times that of all other races.

Urban Indians have three times the national rate for diabetes and heart disease. Health care is unavailable to 50% -75% of Urban Indians.

Urban Indian mental health patients increased 200% from 1988 to 1990.

Urban Indians are citizens of both the United States and their sovereign Tribal Nation.

Urban Indians do not benefit from U.S. treaties made with their tribes.

Urban Indians have to compete with tribes for resources due to government policies.

*Developed by THE NATIONAL URBAN INDIAN POLICY COALITION
Contact Gwen Carr, Chair (312) 784-0808; (312) 784-0981 Fax