

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Office of Public and Indian Housing

Native American Programs

SUMMARY OF RESOURCES

(Dollars in Thousands)

	Enacted/ Requested	Carryover	Supplemental/ Rescission	Total Resources	Obligations	Net Outlays
2023 Appropriation	1,020,000	271,177	(3,467)	1,287,710	1,052,212	1,041,666
2024 Annualized CR	1,020,000	234,192	-	1,254,192	1,016,000	1,372,000
2025 President's Budget	1,053,000	238,192	-	1,291,192	1,283,192	1,329,000
Change from 2024	33,000	4,000	-	37,000	267,192	(43,000)

a/ The table above excludes mandatory authority for upward credit re-estimates.

b/ Carryover into 2023 includes \$4.6 million in funds recaptured during 2023.

c/ Carryover into 2024 excludes \$1.3 million in funds that expired at the end of 2023.

PROGRAM PURPOSE

The Native American Programs account is the single largest source of funding for Indian housing assistance. The programs funded under this account are the Indian Housing Block Grant (IHBG) program, Indian Community Development Block Grant (ICDBG) program, Federal Guarantees for Financing Tribal Housing Activities (Title VI Loan Guarantee) program, and Training and Technical Assistance. The IHBG program provides formula and competitive grants to recipients to finance affordable housing construction and related community development. The ICDBG program provides competitive grants to American Indian and Alaska Native communities to help develop decent housing, a suitable living environment, and economic opportunities, primarily for low- and moderate-income families. The Title VI Loan Guarantee program allows IHBG grantees to fund large-scale housing programs. Training and technical assistance funding supports Tribes and Tribally Designated Housing Entities (TDHEs) to build capacity and administer these programs effectively. The various programs funded under this account provide critical resources to Tribal communities and ensure that Native Americans have equitable access to housing and essential services.

BUDGET OVERVIEW

The 2025 President's Budget requests \$1.053 billion for Native American Programs, which is \$33 million more than the 2024 Annualized CR level. The Budget includes funding for the following activities:

- \$820 million for IHBG formula grants;
- \$150 million for IHBG competitive grants;
- \$75 million for the ICDBG program;
- \$7 million for Training and Technical Assistance; and
- \$1 million for the Title VI Loan Guarantee program

The two largest programs (IHBG and ICDBG) primarily align to HUD 2022-2026 Strategic Objective 1C: *Invest in the Success of Communities*, 2A: *Increase the Supply of Housing*, 2B: *Improve Rental Assistance*, 4A: *Guide Investment in Climate Resilience*, 4B: *Strengthen Environmental Justice*, and 4C: *Integrate Healthcare and Housing*. With investments in infrastructure, construction, and rehabilitation, the IHBG and ICDBG programs provide Tribes with customizable options to develop affordable housing and sustainable communities.

JUSTIFICATION

On December 6, 2023, President Biden signed an Executive Order to reform how the Federal Government funds and supports Tribal Nations, which included directing all Federal Agencies to better live up to the Federal Government's trust and treaty responsibilities.¹ In addition, it recognizes that Tribal sovereignty and Tribal self-determination have been the most effective policy for the economic well-being of Tribal Nations and its citizens. Tribes are not only experts on the unique needs of the families they serve, but they are also experts at navigating the financing, procurement, and development pathways specific to their communities. Additionally, Tribes hold an obligation to their members, such that every dollar invested in Indian Country is leveraged to the maximum extent possible to improve the well-being of their members.

Tribal sovereignty and Tribal self-determination drive HUD's Indian housing programs. These principles are grounded in long-standing treaties, court decisions, statutes, Executive Orders, the U.S. Constitution, and the Native American Housing Assistance and Self-Determination Act of 1996 (NAHASDA), which allows Tribes to tailor their affordable housing and community development programs to their own local needs.

In January 2017, HUD published *Housing Needs of American Indians and Alaska Natives in Tribal Areas* (Housing Needs Study), still the most comprehensive national study of housing needs in Indian Country since the enactment of NAHASDA.² The study found that, under NAHASDA, Tribes have matched or exceeded the previous rate of assisted housing production accomplished under prior pre-NAHASDA, HUD programs. Tribal leaders and administrators interviewed for the study almost uniformly prefer operations under NAHASDA to the prior system.

Federal investment in Native American housing programs is critical to ensure the health and safety of Native Americans and Tribal communities. The Housing Needs Study found that the physical housing problems for households in Tribal areas are much more severe than for U.S. households on average and with few exceptions, American Indian and Alaska Native communities rank below other groups when comparing statistical indicators of social and economic well-being, including poverty rates.

In Tribal areas, homelessness often looks like overcrowding. According to the Housing Needs Study, between 42,000 and 85,000 Native Americans are "doubled up." This means they are living with family or friends because they have no place else to stay and would otherwise be staying in a homeless shelter or in a place not meant for human habitation. The Housing Needs Study also reported that Tribes require 68,000 units of new affordable housing to replace substandard or overcrowded units.

In addition, the added challenges of gender-based violence present themselves at much higher rates in Tribal communities; however, access to safe shelter spaces is extremely limited. According to the Indigenous Women's Resource Center, no more than 60 shelters specifically for victims of domestic violence and less than 150 Tribal domestic violence programs exist in Indian Country.³

To uphold the Federal Government's trust and treaty responsibilities, HUD must also recognize factors that have been disproportionately harmful to Tribal communities as these same communities are recovering from the pandemic and its accompanying economic hardships and continue to grapple with issues of racial justice and the impacts of extreme climate events.

¹ [Executive Order on Reforming Federal Funding and Support for Tribal Nations to Better Embrace Our Trust Responsibilities and Promote the Next Era of Tribal Self-Determination | The White House](#)

² <https://www.huduser.gov/portal/publications/HNAIHousingNeeds.html>

³ <https://www.niwrc.org/resources/resource-tool/shelter-and-other-safe-space-info-packet>

Despite these substantial challenges and chronic shortfalls in Federal funding, Tribes and TDHEs remain resilient, continuing to deliver housing assistance and services to low-income members of their communities. Researchers have found effective partnerships among Tribes and other community stakeholders, not only to leverage funds but also to provide homebuyer education; provide new homeowners with the skills to maintain their homes; improve home energy efficiency; and provide training and employment in the building trades. To further these goals, HUD continues to work diligently to disseminate information on best practices and strategies to leverage funds to allow Tribes and TDHEs to improve housing conditions in Indian Country.

Indian Housing Block Grant Formula

The 2025 President's Budget requests \$820 million for IHBG formula grants, which is \$33 million more than the 2024 Annualized CR level.

The IHBG program represents the Federal Government's single largest commitment to housing in Indian Country, where safe, decent, and affordable housing is desperately needed. The tenets of the Tribal self-determination policy are embodied in the IHBG program; Tribes have repeatedly demonstrated that they are able to leverage their IHBG funds and use them as a catalyst for community and economic development throughout Indian Country. The program helps stabilize communities and build healthy economies within American Indian and Alaska Native communities.

However, the Housing Needs Study found that years of level funding for the IHBG formula has led to the reduced construction of new units. Due to remote locations, housing development in Tribal regions face more significant challenges related to securing additional investment and leveraging other dollars compared to other municipalities. Rising costs and inflation have a disproportionate impact on the ability to construct units in Tribal communities—particularly very small and very remote Tribal communities.

In 2023, IHBG funds were used to build or acquire over 502 affordable housing units and substantially rehabilitate over 5,167 units. Since the inception of the IHBG program, IHBG funds have been used to build or acquire more than 43,106 affordable housing units and rehabilitated more than 114,141 units.

Tribes report that a larger percentage of Federal dollars must be dedicated to the maintenance and operation of existing housing, as opposed to expanding their housing stock and serving additional American Indian and Alaska Native families who are in desperate need of affordable housing and community support. Additionally, Tribes are facing increasingly critical housing needs and challenges, including limited and aging housing stock; severe overcrowding; existential threats posed by climate change such as erosion, permafrost melt, and flooding; complex material shipping logistics; and lack of infrastructure.

Though not necessarily representative of all Tribal recipients' experience, the following are just two examples of the decrease in the buying power of the IHBG dollar shared by Tribal grantees:

- According to a Tribal grantee, the Native Village of Brevig Mission in Alaska was able to build 20 housing units with their IHBG funds in the 1990s. They could only build 10 housing units in the early 2000s and five housing units in the 2010s, which the grantee attributes to inflation and a lack of sufficient Federal investment in IHBG.
- In the Kotzebue region in Alaska, it cost \$650,000 to build a 1,500-square-foot home in 2019. Today, it costs \$925,000 to build the same home.

Indian Housing Block Grant Competitive

The 2025 President's Budget requests \$150 million for IHBG competitive grants, which is equal to the 2024 Annualized CR level. Currently, IHBG competitive funding allows Tribes to invest in large projects that would take years to complete if this resource was not available.

IHBG competitive grants have had a profound impact on Tribes as a major funding source for new housing construction. Furthermore, IHBG competitive grants are a great equalizer for smaller Tribal grantees. Smaller Tribes only receive the minimum amount of annual IHBG formula funding and often go many years without any new home construction because they must use their small IHBG annual formula grant to maintain and operate current housing and services.

To date, HUD has awarded \$600 million over four funding cycles, which is projected to result in 2,600 new and rehabilitated units and critical affordable housing-related infrastructure. Tribal demand for IHBG competitive grants always exceeds available funding. In the most recent funding cycle awarded (from 2022 appropriations), HUD was unable to fund qualified applications from 60 Tribes, worth \$330 million.

The 2025 President's Budget would provide strong support for Tribes to spur new construction to help address the need for the 68,000 new homes in Tribal communities. Additionally, HUD gives priority to projects that tackle the climate crisis, increase energy efficiency, improve water conservation, and sustain these long-term improvements. In addition, HUD and the Indian Health Service plan to conduct a joint Tribal consultation on how their funding streams interact and potential opportunities to better serve these communities.

Indian Community Development Block Grant

The 2025 President's Budget requests \$75 million for the ICDBG program, which is equal to the 2024 Annualized CR level. This includes \$70 million for single-purpose grants and up to \$5 million for imminent threat grants. The ICDBG program funds a wide range of housing, community development, and economic development activities in Indian Country, such as the construction of community buildings, development of infrastructure and public facilities, housing rehabilitation, various necessary public services, and much more.

The type of basic infrastructure that most take for granted, including running water and sewer systems, is not present in some Tribal communities. As a result, many American Indian and Alaska Native families are left particularly vulnerable to health impacts and negative social outcomes. The ICDBG program provides essential funding for basic and critical Tribal infrastructure and has played a major role in ensuring the well-being, health, and safety of Tribal communities.

Single purpose grants are awarded on a competitive basis and imminent threat grants are allocated on a first-come, first-served basis for qualifying disasters and other emergencies. In 2023, some of the planned projects included construction of new homes, repair of faulty heating systems, and slope stabilization to combat erosion due to wildfires.

Training and Technical Assistance

The President's 2025 Budget requests \$7 million for Training and Technical Assistance, which is equal to the 2024 Annualized CR level. Despite unprecedented constraints in Indian Country, Tribes and TDHEs are responsible for some of the most resourceful and innovative housing and community development practices. Funds can be used to help promote these best practices to support development in Indian Country and to encourage pioneering methods of construction, management, and finance (e.g., the advantages of leveraging IHBG funds with other homeownership programs). In

addition, funds can be used to help residents of low-income housing achieve their self-determined goals and improve general life skills.

Title VI Loan Guarantee

The 2025 President's Budget requests \$1 million in credit subsidy for the Title VI program, which is equal to the 2024 Annualized CR level. It also requests \$25 million in loan commitment authority. The program encourages private lenders to finance Tribal housing development activities. The program provides Tribes with the option of pledging future IHBG funds as collateral to raise substantial capital to finance larger scale affordable housing projects. Program loans have performed well, and there has never been a single default in the program since its inception. The \$1 million in credit subsidy will be sufficient to meet all projected program demand in 2025. HUD will continue to market the program to more Tribes and TDHEs. This year, the 2025 President's Budget also requests authority to reprogram any unobligated budget authority for the Title VI program to fund additional grants under the Native American Programs account upon a determination that program demand for the remainder of the fiscal year can be met with existing resources.

Equity

This investment helps increase equity for American Indian and Alaska Native families by increasing the production of and access to affordable and quality housing. By providing funds, Native American Programs is able to help construct homes and provide rental assistance to Native Americans, who have been a traditionally underserved population.

Stakeholders

Stakeholders include American Indian and Alaska Native families, Tribes, TDHEs, Tribal organizations, and Title VI-approved lenders.

SUMMARY OF RESOURCES BY PROGRAM

(Dollars in Thousands)

Budget Activity	2023 Budget Authority	2022 Carry over Into 2023	2023 Total Resources	2023 Obligations	2024 Annualized CR	2023 Carry over Into 2024	2024 Total Resources	2025 President's Budget
Indian Housing Block Grant Formula	787,000	8,532	795,532	787,508	787,000	8,024	795,024	820,000
Indian Housing Block Grant Competitive	150,000	129,248	279,248	128,374	150,000	150,874	300,874	150,000
Indian Community Development Block Grant	75,000	95,774	170,774	100,992	75,000	69,783	144,783	75,000
Technical Assistance	5,000	7,265	12,265	12,264	5,000		5,000	5,000
National or Reginal Organization NAIHC	2,000	6,000	8,000	8,000	2,000	-	2,000	2,000
Title Guarantee - Title VI (Credit Subsidy)	1,000	6,056	7,056	450	1,000	5,300	6,300	1,000
Indian Housing Block Grant - CARES Act	-	-	-	-	-	-	-	-
Indian Community Development Block Grant - CARES Act	-	27	27	-	-	27	27	-
Indian Housing Block Grant (ARP Act)	-	6,034	6,034	6,034	-	-	-	-
Indian Community Development Block Grant (ARP Act)	-	8,774	8,774	8,590	-	184	184	-
Total	1,020,000	267,710	1,287,710	1,052,212	1,020,000	234,192	1,254,192	1,053,000

a/ 2022 Carryover into 2023 nets out the \$3.5 million rescission reported in the "Supplement/Rescission" column in the table on page 1.

LEGISLATIVE PROPOSALS AND GENERAL PROVISIONS

Appropriations Language Changes

The 2025 President's Budget includes the following:

- IHBG competitive priority for water, energy efficiency, or climate/disaster resilience projects: Addition of language giving the Secretary discretion to prioritize the award of IHBG competitive funding for water or energy efficiency or climate/disaster resilience improvement projects for NAHASDA housing.
- Title VI subsidy reprogramming authority: Addition of language giving the Secretary discretion to reprogram any available budget authority (unobligated, unexpired budget authority from the current year or any prior year) that is deemed by HUD to be in excess of the current year's demand.
- Interchangeability of prior-year subsidy budget authority to support loan guarantees: A change from "shall" to "may" is included to ensure that current-year and prior-year subsidy budget authority may continue to be used interchangeably to subsidize loan guarantees.

Legislative Proposals

The 2025 Presidents Budget supports the following legislative proposals and will seek changes through the authorization process:

- Flexibility for New Housing Construction by Indian Tribes in the ICDBG Program: Under current law, ICDBG funds cannot be used for new housing construction unless administered through a community-based development organization (CBDO). In many Tribal

communities, particularly those in remote areas, there are no CBDOs operating. Accordingly, this requirement is not compatible with the housing conditions in many Tribal communities. Further, through Tribal feedback, Tribes have indicated to HUD that this requirement is burdensome and serves less of a purpose in rural areas. Therefore, HUD proposes to eliminate the CBDO requirement for the ICDBG program.

- **Increasing the NAHASDA De Minimis Threshold for Procurement:** Under current law, the de minimis threshold for small procurements under the IHBG program is set at \$5,000. At the time of enactment of this provision in 2008, the level was intentionally set higher for Tribes and TDHEs than for other non-Tribal grantees of Federal grants. Since this provision was enacted in 2008, the Government-wide micro purchase threshold for procurements done by all Federal grantees was increased up to \$10,000. This rendered the NAHASDA de minimis procurement threshold moot. To address this and to ensure additional administrative relief to Tribal grantees, HUD proposes to amend section 203(g) of NAHASDA to increase the current de minimis procurement threshold.

APPROPRIATIONS LANGUAGE

The 2025 President's Budget includes the appropriations language listed below.

For activities and assistance authorized under title I of the Native American Housing Assistance and Self-Determination Act of 1996 (in this heading "NAHASDA") (25 U.S.C. 4111 et seq.), title I of the Housing and Community Development Act of 1974 (42 U.S.C. 5301 et seq.) with respect to Indian tribes, and related training and technical assistance, \$1,053,000,000, to remain available until September 30, 2029: Provided, that of the sums appropriated under this heading—

(1) \$820,000,000 shall be available for the Native American Housing Block Grants program, as authorized under title I of NAHASDA: Provided, That, notwithstanding NAHASDA, to determine the amount of the allocation under title I of such Act for each Indian tribe, the Secretary shall apply the formula under section 302 of such Act with the need component based on single-race census data and with the need component based on multi-race census data, and the amount of the allocation for each Indian tribe shall be the greater of the two resulting allocation amounts;

(2) \$150,000,000 shall be available for competitive grants under the Native American Housing Block Grants program, as authorized under title I of NAHASDA: Provided, That the Secretary shall obligate such amount for competitive grants to eligible recipients authorized under NAHASDA that apply for funds: Provided further, That in awarding amounts made available in this paragraph, the Secretary shall consider need and administrative capacity, shall give priority to projects that will spur construction and rehabilitation of housing, and may give priority to projects that improve water or energy efficiency or increase climate or disaster resilience for housing units owned, operated, or assisted by eligible recipients authorized under NAHASDA: Provided further, That any amounts transferred for the necessary costs of administering and overseeing the obligation and expenditure of such additional amounts in prior Acts may also be used for the necessary costs of administering and overseeing such additional amount;

(3) \$1,000,000 shall be available for the cost of guaranteed notes and other obligations, as authorized by title VI of NAHASDA: Provided, That such costs, including the cost of modifying such notes and other obligations, shall be as defined in section 502 of the Congressional Budget Act of 1974 (2 U.S.C. 661a): Provided further, That amounts made available in this and prior Acts for the cost of such guaranteed notes and other obligations that are unobligated, including recaptures and carryover, may be available to subsidize the total principal amount of any notes and other obligations, any part of which is to be guaranteed, not to exceed \$25,000,000, to remain available until September 30, 2026: Provided further, That upon a determination that the budget authority made available for this program under this paragraph in this or prior Acts exceeds the projected demand for the current fiscal

year, the Secretary may reprogram such excess amounts as necessary to provide additional awards under paragraphs (1), (2), or (4) of this heading;

(4) \$75,000,000 shall be available for grants to Indian tribes for carrying out the Indian Community Development Block Grant program under title I of the Housing and Community Development Act of 1974, notwithstanding section 106(a)(1) of such Act, of which, notwithstanding any other provision of law (including section 203 of this Act), not more than \$5,000,000 may be used for emergencies that constitute imminent threats to health and safety: Provided, That not to exceed 20 percent of any grant made with amounts made available in this paragraph shall be expended for planning and management development and administration; and

(5) \$7,000,000, in addition to amounts otherwise available for such purpose, shall be available for providing training and technical assistance to Indian tribes, Indian housing authorities, and tribally designated housing entities, to support the inspection of Indian housing units, for contract expertise, and for training and technical assistance related to amounts made available under this heading and other headings in this Act for the needs of Native American families and Indian country: Provided, That of the amounts made available in this paragraph, not less than \$2,000,000 shall be for a national organization as authorized under section 703 of NAHASDA (25 U.S.C. 4212): Provided further, That amounts made available in this paragraph may be used, contracted, or competed as determined by the Secretary: Provided further, That notwithstanding chapter 63 of title 31, United States Code (commonly known as the Federal Grant and Cooperative Agreements Act of 1977), the amounts made available in this paragraph may be used by the Secretary to enter into cooperative agreements with public and private organizations, agencies, institutions, and other technical assistance providers to support the administration of negotiated rulemaking under section 106 of NAHASDA (25 U.S.C. 4116), the administration of the allocation formula under section 302 of NAHASDA (25 U.S.C. 4152), and the administration of performance tracking and reporting under section 407 of NAHASDA (25 U.S.C. 4167).

Note.--A full-year 2024 appropriation for this account was not enacted at the time the Budget was prepared; therefore, the Budget assumes this account is operating under the Continuing Appropriations Act, 2024 and Other Extensions Act (Division A of Public Law 118-15, as amended). The amounts included for 2024 reflect the annualized level provided by the continuing resolution.