



**U.S. DEPARTMENT OF HEALTH & HUMAN SERVICES**  
Administration for Children and Families  
Office of Family Assistance

# Region X

## Tribal TANF Conference



### Annual Region X Tribal TANF Conference

### Summary Report

September 27-29, 2011 ★ Tulalip, WA



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ICF International for Contract No. HHSP23320095636WC,  
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# Region X Tribal TANF Conference

## Executive Summary

The 2011 Annual Region X Tribal TANF Conference provided Tribal Temporary Assistance for Needy Families (TANF) programs from Alaska, Idaho, Oregon, and Washington an opportunity to discuss and strategize methods for improving their programs and services to better serve their families and communities. Best practices and lessons learned were shared throughout the conference on a wide range of topics, including asset building, child care, child welfare, economic development, program evaluation as a method for program enhancement, and subsidized employment.

## Acknowledgements

The Administration for Children and Families, Office of Family Assistance Region X would like to thank all who participated in the planning and implementation of the Annual Region X Tribal TANF Conference, specifically, the speakers, presenters, and discussion leaders for contributing to a successful conference.

## Overview of Conference

The 2011 Annual Region X Tribal TANF Conference was held in Tulalip, Washington at the Tulalip Resort from September 27-29, 2011. The 2011 conference marks the 15th Annual Region X Tribal TANF Conference. One hundred and ten representatives from current and prospective Tribal TANF programs attended the conference.

The conference provided attendees with the opportunity to network and share information on how to better serve low-income populations. Session topics presented by both experts and peers inspired conversation around program enhancement and allowed for attendees to learn about different programs and services and how to apply the lessons learned in their own programs. Topics at the conference included those mentioned above as well as fatherhood initiatives, fraud, teen programs and services, and TANF data. The conference served as an open forum for the exchange of strategies and services all aimed at enhancing program outcomes for Tribal TANF programs and program participants.

## Day One: Tuesday September 27, 2011

Mr. Frank Shields, Region X TANF Program Manager, opened the conference and introduced Leo Smith, the TANF Program Director of the Nez Perce Tribe, who provided the opening blessing and traditional welcoming remarks.

After the opening blessing, Mr. Shields discussed TANF Reauthorization and the extension of TANF funding through the end of December 2011. Mr. Shields welcomed feedback regarding TANF



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Reauthorization and suggested that attendees contact him with suggestions for TANF Reauthorization policies.

Mrs. Judy Ogiore, Region X Program Specialist, introduced the facilitator for the first day of the conference, Cynthia Jackson-Beaulaurier from the Spokane Tribe of Indians.

## ***Relationship Building***

Mr. Hackney, Tribal TANF Program Manager from the South Puget Intertribal Planning Agency (SPIPA), led a relationship building session which provided an interactive opportunity for attendees to meet one another and engage in open dialogue.

## ***Session #1: How a Tribal TANF Staff's Understanding of Poverty Helps Them Move their Clients towards Self-Sufficiency***

Knowing and understanding the broader concept of poverty and the impact that it has on every aspect of an individual's life is critical for moving TANF participants above the poverty line. In this session, the presenter shared a framework for understanding poverty and the critical components for moving out of poverty and up the path of self-sufficiency.

### **Clint Hackney, Tribal TANF Program Manager, South Puget Intertribal Planning Agency**

Mr. Hackney has a long history of working with low-income populations and shared his knowledge and experiences. He discussed a number of resources that have been instrumental in the development of case management training and curriculum at the South Puget Intertribal Planning Agency (SPIPA).

- Humanistic psychology<sup>1</sup> adopts a holistic approach to human existence through investigations of meanings, values, freedoms, tragedy, personal responsibility, human potential, spirituality, and self-actualization. It believes that people are inherently good. Humanistic psychology unites the hierarchy of needs with the basic needs of participants and thus a better understanding of the circumstances faced by those living in poverty.
- Jane Elliott's blue eyes/brown eyes exercise<sup>2</sup> exposes prejudice and bigotry as an irrational class system based upon purely arbitrary factors. The exercise is often used in diversity programming that helps uncover the serious impacts that discrimination can have.

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<sup>1</sup> For more information on humanistic psychology, see <http://www.ahpweb.org/aboutahp/whatis.html>.

<sup>2</sup> For more information about Jane Elliott's blue eyes/brown eyes exercise, see <http://www.janeelliott.com/index.htm>.



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- Neurolinguistic programming<sup>3</sup> deals with points of perspective and consists of four major modalities – visual, auditory, kinesthetic, and intuitive. This method allows one to disassociate from an event in order to address it rationally.
- Positive psychology<sup>4</sup> is a form of learned optimism that helps people identify a change agent for their life through steps – action, belief, consequences, and dispute. Positive psychology focuses on the strengths and virtues that enable individuals and communities to thrive.
- Stephen Covey's *7 Habits of Highly Effective People*<sup>5</sup> deals with building relationships and determining through these relationships the issues that are important to your participants. It addresses the innate desire a case manager has to push a participant to act in a way that is preferred by the case manager but not by the participant. SPIPA has incorporated these concepts into their strategic planning processes.
- Bridges out of Poverty<sup>6</sup> provides a framework for understanding poverty and how to deal with the scope and magnitude of poverty. Within this framework, poverty is defined as the extent to which an individual does without resources – financial, emotional, mental, spiritual, physical, relationship, support system, etc. Through this model, one can better understand the relationship between generational and situational poverty and what makes subject matter work. It acknowledges the transition between low-income to middle-income to be the hardest one to make and outlines the resources needed to overcome that barrier – education, businesses, and community leaders.

SPIPA has incorporated concepts from each of these models to build a program that helps their case managers understand the circumstances of their TANF participants. Mr. Hackney shared four additional strategies for improving the knowledge and understanding of case managers working with low-income populations:

1. Hire and train staff in the core competencies and skills needed to address the sensitive issues and multiple barriers that TANF participants often face;
2. Encourage staff to build strong relationships with participants through mentoring, group support, learned optimism, human potential development (esteem), coping and life management skills and techniques, and workability skills;
3. Create systems and processes to ensure seamless services for clients and to develop relationships with employers; and

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<sup>3</sup> For more information about neurolinguistic programming, see <http://www.neurolinguisticprogramming.com/>.

<sup>4</sup> For more information about positive psychology, see <http://www.ppc.sas.upenn.edu/>.

<sup>5</sup> For more information about the *7 Habits for Highly Effective People*, see <https://www.stephencovey.com/7habits/7habits.php>

<sup>6</sup> For more information about Bridges out of Poverty, see <http://www.bridgesoutofpoverty.com/>.



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4. Think big – a single idea can transform a life, a family, a business, a nation, or a world.

## ***Session #2: Breaking the Cycle of Poverty through Asset Building***

The *Breaking the Cycle of Poverty through Asset Building* session provided information regarding case management and asset building strategies for participants.

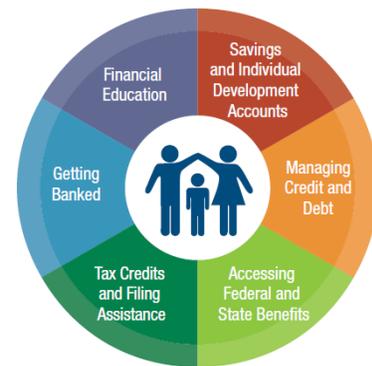
**Caron Dwyer, Program Specialist, Administration for Children and Families, Immediate Office of the Regional Administrator, Region X<sup>7</sup>**

**Thomas Jensen, ASSET Initiative Consultant, Administration for Children and Families, Individual Development Account (IDA) Resource Center**

There are six fundamental asset building strategies (Figure 1) and three critical points for developing asset building programs that will guide participants on their path towards self-sufficiency:

1. Training TANF staff;
2. Building relationships; and
3. Developing innovative solutions.

***Figure 1: Fundamental Asset Building Strategies***



It is important to train TANF program eligibility workers and case workers to refer TANF participants to local organizations that offer asset building services, such as Individual Development Accounts (IDA) programs and Earned Income Tax Credit (EITC) programs. All staff must be trained to include asset building programs, such as opening a savings account, coordinating direct deposits, and repaying debt, into participants' individual service plans. Case workers should establish a positive relationship with their participants. This relationship can be built through mentoring, coaching, and outreach such as meeting a participant in his or her home or workplace. Finally, staff must be encouraged to think creatively about job readiness activities and how to integrate these activities into current participant service plans, for example, incorporating credit or debt counseling into participants' work activities.

Another method of improving asset building programs is examining current successful programs<sup>8</sup>, such as the Choctaw Nation of Oklahoma's asset building program<sup>9</sup>.

<sup>7</sup> To view the complete presentation, access the Welfare Peer Technical Assistance Network's Web site, <http://peerta.acf.hhs.gov/uploadedFiles/Jensen%20and%20Dwyer.pdf>



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## Sandra Starnes, Member, Northwest Native Asset Building Coalition

Ms. Starnes provided an overview of the Northwest Native Asset Building Coalition and the services that the Coalition provides.<sup>10</sup> Ms. Starnes recommended that Tribal TANF programs support EITC preparation, financial coaching, and IDA programs for participants. More information regarding the Northwest Native Asset Building Coalition can be found on the Coalition's Web site.<sup>11</sup>

## Question and Answer Session

Following the presentations, participants had an opportunity to share comments and ask questions. Comments, questions, and answers are listed below.

- **Attendee Question:** Can you share an example of programs that host IDA programs within their TANF Programs? I am interested in the technicalities behind how hosting an IDA program within a TANF program is coordinated. One aspect of this coordination that I am particularly curious about is whether TANF programs can use federal TANF dollars to match participants' input into their IDAs.
  - **Presenter Response:** TANF program specialists can answer specific questions about using TANF dollars in relation to IDA programs.
  - **Attendee 2 Response:** Our Tribal TANF program hosts an IDA program. We have seven different participants with an IDA. Our TANF program has a relationship with Key Bank that took approximately a year to establish. Through our IDA program, the TANF program matches participant deposits \$3 to every \$1. The participants set the minimum within their IDA and the TANF program has a maximum match amount of \$250 per month.
- **Attendee Question:** If a participant would like to save money to buy a vehicle in order to be able to travel to work, can the participant start an IDA strictly to save for the vehicle?
  - **ACF Region X Response:** The IDA regulations state that an IDA is for three purposes, which are acquiring a first home, starting a small business, or enrolling in postsecondary education or training. Recently, ACF has broadened these three purposes and Region X will follow-up with these guidelines.

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<sup>8</sup> For more information about asset building for Tribal TANF agencies, see Mr. Jensen and Ms. Dwyer's handout: <http://peerta.acf.hhs.gov/uploadedFiles/Jensen%20and%20Dwyer%2C%20Handout.pdf>

<sup>9</sup> See the Choctaw Nation of Oklahoma's Asset Building Web site for further information: <http://www.choctawcab.com/>.

<sup>10</sup> For more information about the Northwest Native Asset Building Coalition, see the Web site at: <http://nativeassets.ning.com/>

<sup>11</sup> Northwest Native Asset Building Coalition. (2011). *Northwest Native Asset Building Coalition*. Retrieved October 12, 2011, from <http://nativeassets.ning.com/>



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- **Attendee Question:** Can Earned Income Tax Credit (EITC) be the match for subsidized employment?
  - **Response:** Yes, EITC may be the match for subsidized employment.

## ***Session #3: The Child Care Connection***

This session gave an overview of the Child Care Development Fund (CCDF) and its connections with Tribal TANF programs.

**Mary Lorence and Tim Murphy, Child Care Program Specialists, Administration for Children and Families, Office of Child Care, Child Care Development Fund, Region X<sup>12</sup>**

The Child Care and Development Fund (CCDF) and TANF share the goal of enabling families to become self-sufficient. CCDF works to ensure that children are in safe, healthy, and nurturing settings while parents are working or in training. In order to meet these goals, CCDF funds are used to assist families to find and pay for child care, and to improve the quality of child care that is offered. Funds can also be used by Tribes to operate child care centers.

CCDF eligibility is limited to families that earn no more than 85 percent of the State or Tribal median income. Tribes can set their income eligibility limit and define what counts and doesn't count as income. Other CCDF program requirements include:

- Parents must be working, training, or attending school or the children must be in need of protective services; and
- Child care providers must meet health and safety requirements (relatives who provide care can be exempt from this requirement).

Tribes must create or revise a plan every two years in order to receive CCDF. This plan must include the definition of *Indian Child* and the service area; a child count; and TANF definitions of appropriate child care, affordable child care, reasonable distance to child care, and the unsuitability of informal child care. The plan must also describe the process by which TANF parents are informed about exceptions to penalties that are associated with the TANF work requirement. Tribes that receive funds through P.L. 102-477 have slightly different requirements, including a three-year plan period as opposed to a two-year plan period.

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<sup>12</sup> To view the complete presentation, access the Welfare Peer TA Network's Web site, <http://peerta.acf.hhs.gov/uploadedFiles/Mary%20Lorence.pdf>



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It is recommended that Tribal TANF and CCDF administrators meet on a regular basis to discuss collaboration between programs, to identify current issues for the respective programs, and to develop an understanding of each program's policies and practices. Since there is flexibility in both of the programs, changes that may not have been considered by the other program can be made to better meet family's needs. For example; in places where child care is difficult to find, the TANF agency could define looking for child care as an acceptable work activity (within reasonable limits and with certain conditions). Another opportunity for collaboration is when considering TANF recipients as potential child care providers. The CCDF administrator may be able to identify resources to help the TANF recipient in their pursuit of becoming a child care provider. Also, the TANF caseworker and/or a CCDF worker need to consider a TANF recipient's suitability as a child care provider<sup>13</sup> since the early years of a child's life are so important to their development.

## Question and Answer Session

Following the presentation, participants had an opportunity to share comments and ask questions. Comments, questions, and answers are listed below.

- **Question:** What are the parameters regarding after school programs?
  - **Presenter Response:** CCDF funds can be used for parents who are working or participating in work training activities to pay for child care. CCDF funds can also be used to improve the quality of child care. The CCDF funds cannot be used to directly fund (afterschool) programs where CCDF financial eligibility is not determined and where the activity of the parents is not the basis for determining the need for child care.
  - Some States require afterschool programs to be licensed Tribes should check to see if it falls under the State's licensing jurisdiction for these programs.

## ***Session #4: Child Welfare and Tribal TANF Coordination***

This session addressed different methods of improving and funding Indian Child Welfare programs and methods of increasing collaboration between Indian Child Welfare and TANF programs in order to improve overall efficiency and participant outcomes.

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<sup>13</sup> To see a list of specific considerations for suitability, see this session's presentation on the Welfare Peer TA Network's Web site, <http://peerta.acf.hhs.gov/uploadedFiles/Mary%20Lorence.pdf>



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**Nadia Nijim and Jennifer Zanella, Program Specialists, Administration for Children and Families, Office of Child Welfare, Region X<sup>14</sup>**

The child welfare system provides services designed to promote the well-being of children by ensuring safety, achieving permanency, and strengthening families to successfully care for their children. Most families become involved with child welfare because of a report of suspected child abuse or neglect. A step by step process of the State or Tribal child welfare system is available on a handout posted on the Welfare Peer TA Web site<sup>15</sup>. The primary responsibilities of the child welfare system are to:

- Receive and investigate reports of child abuse and neglect;
- Provide services to families that need assistance with the protection and care of children in order to prevent the need for removal or to strengthen the family to allow the child to return to the family's home safely;
- Arrange for children to live with kin or foster families in cases where children are not safe at home; and
- Coordinate reunification, adoption, or other permanent family connections for children who are leaving foster care.

Child welfare services are primarily provided by States and Tribes. The Federal Government's role in child welfare services is to provide funding, monitor programs, and address related legislative initiatives. Figure 2 provides an overview of the child welfare services provided under the Social Security Act.

## **Figure 2: An Overview of Title IV-B, Subparts 1 and 2 and Title IV-E of the Social Security Act.**

- Title IV-B Subpart 1 – addresses the development and expansion of a coordinated family services program in order to promote the safety and well-being of children.
- Title IV B Subpart 2 – provides grant funding to develop, expand, and operate holistic, family-centered child welfare programs.
- Title IV-E – provides partial reimbursement for allowable activities for eligible children, which includes:
  - Foster care maintenance payments;
  - Allowable administrative and training costs;
  - Adoption assistance; and
  - Kinship or guardian payments to age 21.

*The complete text of Title IV of the Social Security Act is located on the Social Security Administration's Web site. Social Security Administration. (2011). Title IV – Grants to States and for Aid and Services to Needy Families with Children and for Child-Welfare Services. Retrieved from [http://www.ssa.gov/OP\\_Home/ssact/title04/0400.htm#ft1](http://www.ssa.gov/OP_Home/ssact/title04/0400.htm#ft1)*

<sup>14</sup> To view the complete presentation, access the Welfare Peer Technical Assistance Network's Web site <http://peerta.acf.hhs.gov/uploadedFiles/Nadia%20Nijim%2C%20Presentation.pdf>

<sup>15</sup> To view a step-by-step process of the State or Tribal child welfare system, access the Welfare Peer Technical Assistance Network' Web site <http://peerta.acf.hhs.gov/uploadedFiles/Nadia%20Nijim%20Handout.pdf>



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Other related child welfare services programs include:

- The John H. Chafee Foster Care Independence Program<sup>16</sup> – assists current and former foster care youth transition into adulthood and achieve self-sufficiency.
- Educational and Training Vouchers (ETV) Program<sup>17</sup> – provides resources to specifically meet the education and training needs of youth aging out of foster care.
- Community-Based Grants for Prevention of Child Abuse and Neglect (CBCAP)<sup>18</sup> – provides funding to States to develop, operate, expand, and enhance community-based and prevention-focused programs and activities that are designed to strengthen and support families in order to prevent child abuse and neglect.
- Tribes and Children's Justice Act<sup>19</sup> – provides funding to Tribes through the Children's Justice Act (CJA) Partnerships for Indian Communities grant program to improve responses to child abuse cases.

TANF funds can also be applied to child welfare activities if the activities relate to family unification, parenting education, in-home family services, or crisis intervention.

## **Gwendolyn Gua, Social Services Program Manager, South Puget Intertribal Planning Agency<sup>20</sup>**

The TANF and Indian Child Welfare (ICW) collaboration grant is a five year award and has three Tribes participating, the Squaxin Island Tribal Nation, the Nisqually Indian Nation, and the Skokomish Indian Nation.

The program has had many achievements over the five years. During year one, the program recruited and hired family advocates and evaluators. They began training on family advocacy and systems development and developed an evaluation tool for assessing the program's successes. In year two, the program focused

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<sup>16</sup> *The John H. Chafee Foster Care Independence Program*. (2011). U.S. Department of Health and Human Services, Office of Family Assistance, Administration for Children and Families. Retrieved from [http://www.acf.hhs.gov/programs/cb/programs\\_fund/state\\_tribal/jh\\_chafee.htm](http://www.acf.hhs.gov/programs/cb/programs_fund/state_tribal/jh_chafee.htm)

<sup>17</sup> *Education Training Voucher Program*. (2011). *Education Training Voucher Program*. Retrieved from <https://www.statevoucher.org/>

<sup>18</sup> *Community-Based Grants for the Prevention of Child Abuse and Neglect*. 2010). U.S. Department of Health and Human Services, Office of Family Assistance, Administration for Children and Families. Retrieved from [http://www.acf.hhs.gov/programs/cb/programs\\_fund/state\\_tribal/cbcap.htm](http://www.acf.hhs.gov/programs/cb/programs_fund/state_tribal/cbcap.htm)

<sup>19</sup> The Children's Justice Act Partnership for Indian Communities. U.S. Department of Justice, Office of Victims of Crime. Retrieved from <https://www.cfda.gov/?s=program&mode=form&tab=step1&id=791fa6daedfb36d581f732fe920c7f90>

<sup>20</sup> To view the complete presentation, access the Welfare Peer Technical Assistance Network's Web site: <http://peerta.acf.hhs.gov/uploadedFiles/Gwendolyn%20Gua.pdf>



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on infrastructure development. They built a case management system, family assessment tool, and a logic model for each Tribe. The program continued to build in year three, providing training, conducting site visits, performing evaluations with each Tribe, and instituting a data management system. Years four and five were marked by continued program implementation.

Some of the barriers the Tribes faced during implementation of the collaboration grant were related to:

- Hiring family advocates late into the grant period;
- The length of time required in developing an evaluation tool;
- Strict confidentiality rules throughout the first two years of the grant period, which limited the sharing of information;
- The two to three year time period necessary to develop trust due to previous stigmas associated with Indian Child Welfare;
- Minimal amounts of funding; and
- Restrictions on funds and inability to use funds for participant services.

However, even though the Tribes faced challenges related to the TANF and ICW collaboration grant, there were many successes. Overall, successes of the Tribes included:

- The development of an umbrella Confidentiality Statement for each Tribe;
- The purchase of a Data Collection System;
- Training that was beneficial to collaboration and improved communication between programs;
- More streamlined service delivery between TANF and ICW;
- Feedback from each Tribe regarding the Evaluation Tool and Family Assessment Tool; and
- Timely submittal of reports.

Moving forward, there will be an added focus on outcome measurements of the TANF and ICW Collaboration Grant.

## **Nicole Earls, TANF Coordinator, Quileute Tribe<sup>21</sup>**

Program VISION is the Quileute Tribe's Youth and Family Intervention Program and is guided by four program goals:

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<sup>21</sup>To view the complete presentation, access the Welfare Peer Technical Assistance Network's Web site:  
<http://peerta.acf.hhs.gov/uploadedFiles/Nicole%20Earls%2C%20Presentation.pdf>



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1. Broaden the perspectives of youth through exposure to occupations, leadership training, and diverse cultures.
2. Develop youth in the skills to recognize unhealthy life choices and produce the tools and knowledge for healthy decision-making.
3. Build parenting skills and better parent-child relationships.
4. Increase the amount of time families engage in family activities that promote healthy living and positive parent-child communication.

In order to accomplish these four goals, Project VISION has created program activities that focus on youth development which also involve the youth's parents or families. In order to broaden the perspectives of the youth, the program offers trips to colleges or technical training institutions. These trips allow the youth to explore and picture higher education options for the future.

Through parenting groups, the program helps to build parenting skills. One parenting group hosted a new and expecting mom's luncheon that focused on girls, healthy choices and lifestyles, and allowed the girls to discuss how to be a healthy mom. In order to increase family engagement, the VISION program offers family fun nights, which provides a fun environment for families to interact. Recently, the participation of these fun nights has nearly doubled.

Program VISION shows that a lot can be done with a minimal amount of funding. Overall, the program emphasizes the youth's potential and purpose and encourages positive choices.

**Marilyn Doyle, Preserving Native Families Coordinator, Central Council of the Tlingit and Haida Indian Tribes of Alaska<sup>22</sup>**

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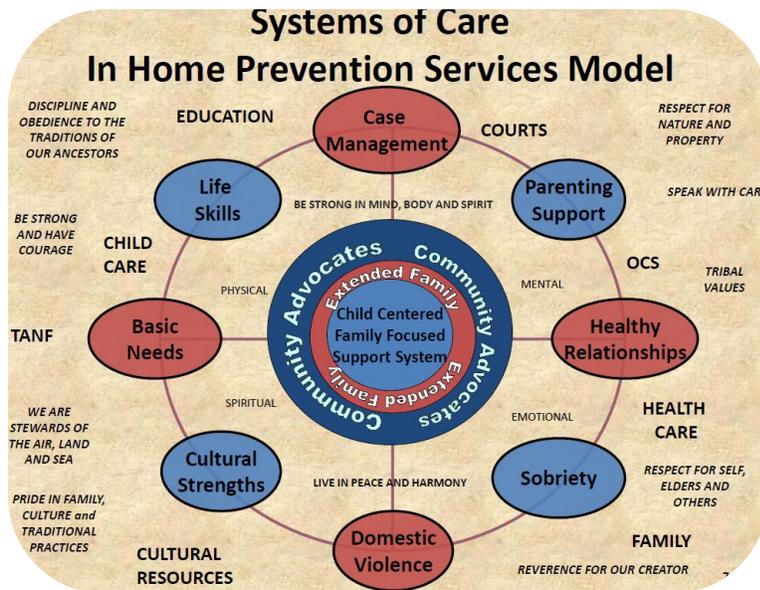
<sup>22</sup> To view the complete presentation, access the Welfare Peer Technical Assistance Network's Web site: <http://peerta.acf.hhs.gov/uploadedFiles/Marilyn%20Doyle.pdf>



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The Preserving Native Families Tribal In-Home Prevention Services Program serves seven communities under the Tribe’s Indian Child Welfare Act Program and TANF. In order to first implement the program and integrate the program with child welfare and TANF programs, CCTHITA had to alter the current systems, train staff, and create a new database. The new Rite Track database improved the coordination of services between staff and made it easier for staff to access participant data.

The In-Home Prevention Services Model incorporated a systems of care model with eight core components related to children and families (Figure 3). The staff that work under this model provide in-depth case management, which involves creating a case plan and conducting frequent home visits. In order to produce effective results, the program implemented a system-wide business mapping process that identified the process flow. This process proved to be effective in evaluating participants and in assisting families in completing the family case plan.



Overall, despite challenges posed by rough economic times and decreases in funding, the In-Home Prevention Services Program has improved success rates for participant children and families.

### ***Session #5: Using the Welfare Peer Technical Assistance Network***

This session provided participants with an overview of technical assistance opportunities available through the Welfare Peer Technical Assistance Network (Peer TA). The presenter shared what other TANF programs,

and specifically Tribal TANF programs, have requested and received technical assistance and provided step-by-step instructions on how to request technical assistance that fits each Tribe’s unique needs.



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## Dana Eisenberg, Senior Communications Specialist, OFA Welfare Peer Technical Assistance Network<sup>23</sup>

Peer TA is a federally-funded initiative through the U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance. It is a vehicle for facilitating information sharing about promising practices and lessons learned in implementing TANF programs by establishing linkages among TANF agencies, low-income families, and their partners at the State, Tribal, county, and local levels.

One of the main goals of Peer TA is to provide both onsite and virtual training and technical assistance to TANF program offices. To this end, the Peer TA Web site serves as an outreach and dissemination tool that features an online portal for reviewing and requesting technical assistance activities across the country. In addition, the Web site also houses over 2,200 welfare resources and features an interactive question and answer forum.

Since its inception, Peer TA has provided technical assistance for States, Tribes, and Territories on a variety of topics (see Figure 4). Peer TA interventions help programs building linkages within and among agencies.

Some examples of past Peer TA activities include:

- Earned Income Tax Credit program support in Georgia and Michigan;
- Motivational interviewing training in Texas;
- A subsidized employment panel at the National Association of State TANF Administrators Annual Conference;
- A Webinar on domestic violence incidence; and
- Wraparound case management training for the Chippewa Cree Tribe in Montana.

Ms. Eisenberg demonstrated the online portal for submitting technical assistance requests on the Peer TA Web site and walked participants through the process for filling out and submitting the TA Request Form for Tribal Agencies. TA requests are reviewed

### Figure 4: Examples of Welfare Peer Technical Assistance Network Topics

Case management and motivational interviewing;  
 Data and information technology;  
 Healthy marriage and responsible fatherhood;  
 Faith-based and community-based organizations;  
 Integrated services and collaboration;  
 Interoperability;  
 Rural and urban TANF agency needs;  
 Tribal TANF agency needs; and  
 Transportation.

<sup>23</sup> To view the complete presentation, access the Welfare Peer Technical Assistance Network's Web site: <http://peerta.acf.hhs.gov/uploadedFiles/Dana%20Eisenberg%2C%20WPTA.pdf>



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based on the extent to which the technical assistance that is requested will:

- Likely move TANF participants from welfare to work, self-sufficiency, and family stability;
- Fulfill TANF related priorities;
- Foster information exchange among States, Tribes, and counties, and communities;
- Create value for other States, Tribes, or programs; and
- Be cost-effective.

Ms. Eisenberg shared the Peer TA team's contact information and encouraged the participants to seek technical assistance through the Network.

## ***Session #6: Roundtable Discussion Groups***

During this small, roundtable session, participants had an opportunity to discuss a number of issues with experts in the field as well as other peer TANF program staff. The session allowed for facilitated discussions around best practices and lessons learned through collaboration and program development. The session topics included:

- Child Support Enforcement, facilitated by John Cheng, ACF Office of Child Support Enforcement;
- Economic Development, facilitated by Don Shircel, Tanana Chiefs Conference;
- Fatherhood Initiatives, facilitated by Burt Serrano Cueva and Eugene Aldredge, Nooksack Tribe;
- Fraud, facilitated by Anita Taylor, Tanana Chiefs Conference;
- Preparing Clients for 60-month Termination, facilitated by Bryan Blackburn, South Puget Intertribal Planning Agency;
- Programs and Services Directed at Teens, facilitated by Cynthia Jackson-Beaulaurier, Spokane Tribe of Indians;
- Supporting Clients That Have Reached 60-month Time Limit, facilitated by Nicole Earls, Quileute Tribe;
- TANF Data, facilitated by Carey Reyes, Colville Confederated Tribes;
- TANF Gardening Programs as a Means to Strengthen Self-Sufficiency Skills, facilitated by Marlene Andrews and Rae Belle Whitcomb, Bristol Bay Native Association<sup>24</sup>
- TANF Support for Indian Child Welfare, facilitated by Francine Jones, Central Council of Tlingit & Haida Indian Tribes of Alaska; and

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<sup>24</sup> This session was not held due to availability of speakers.



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- Welfare Peer Technical Assistance Network, facilitated by Dana Eisenberg, OFA Welfare Peer Technical Assistance Network.

## ***Day One Wrap Up and Reflections***

Following the discussion, Ms. Ogliore and Ms. Granberg gave a quick overview of the highlights of the day. The day focused on incorporating strategies that can help TANF staff better understand poverty and the supports needed to move a participant out of poverty.

## **Day Two: Wednesday September 28, 2011**

Day Two of the Annual Region X Tribal TANF Conference was kicked off by the day's moderator, Holly Snowball, Cook Inlet Tribal Council.

## ***Session #7: Data Usage and Internal Auditing***

Data plays a critical role in identifying program inefficiencies and missing links in services. This session provided participants with strategies and tips for preparing for an audit as well as tools for improving case management as it relates to audits.

## **Geene Felix, Program Coordinator of Client Services, South Puget Intertribal Planning Agency**

Auditing is an important component of Tribal TANF programs. Audits ensure that programs are providing services to TANF participants in a way that is fiscally responsible and within the TANF regulations. Conducting internal audit checklists can help TANF programs prepare for more formal audits.

Internal auditing is an objective assurance designed to monitor compliance and improve services. It can assist Tribal TANF programs in accomplishing its objectives by bringing a systematic approach to evaluate compliance, controls, and process and identify training issues. Since 2004, providers and contractors who receive more than \$500,000 in federal funding in a fiscal year are required to follow the audit requirements found in OMB Circular A-133<sup>25</sup>. Tribal TANF plans should establish an internal audit checklist and a schedule for conducting regular internal audits. There are a number of compliance requirements that auditors of TANF programs will be looking at, including:

- Activities (allowed and unallowed);

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<sup>25</sup> OMB Circular A-133 Compliance Supplement 2010, Part 2-Matrix of Compliance Requirements. Tribal TANF Program CFDA #93.558. The White House, Office of Management and Budget. Retrieved from [http://www.whitehouse.gov/sites/default/files/omb/circulars/a133\\_compliance/2010/pt2.pdf](http://www.whitehouse.gov/sites/default/files/omb/circulars/a133_compliance/2010/pt2.pdf)



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- Allowable costs and cost principles;
- Cash management;
- Eligibility;
- Equipment and real property management;
- Matching level of effort and earmarking;
- Period of availability of available funds;
- Procurement and supervision and debarment;
- Program income;
- Reporting;
- Sub-recipient monitoring; and
- Special tests and provisions.

In addition to the Federal requirements, Tribal TANF programs may want to consider additional internal auditing options, including reviewing participant files, ensuring secure case management systems, developing written policies and procedures, and monitoring expenditures regularly. When reviewing participant files, programs should ensure there are periodic internal audits conducted on all participant files that check both eligibility requirements and general audit requirements within each case file. Case management systems are often used to generate all expenditures for TANF participants and programs should ensure that access to the database is controlled by limiting access and using passwords. Additionally, TANF programs must develop policies and procedures to ensure that all services are delivered and monitored uniformly. Policies should also include any exceptions that are allowable to the established guidelines. Finally, when monitoring expenditures, programs should ensure that all services and grants are supported by source documentation and that financial statements accurately reflect the purchases and expenses.

If a program identifies any inconsistency during their internal audits, program directors should take corrective action. Programs should not try to hide any audit concerns, but take steps to ensure that the issue does not occur again. The Administration for Children and Families provides additional audit information in the Tribal TANF Audit Supplement Guide<sup>26</sup>.

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<sup>26</sup> Tribal TANF Audit Supplement Guide. U.S. Department of Health and Human Services, Administration for Children and Families. Retrieved from [http://www.acf.hhs.gov/programs/ofa/dts/guidance/Tribal\\_TANF\\_Audit\\_Supplement.pdf](http://www.acf.hhs.gov/programs/ofa/dts/guidance/Tribal_TANF_Audit_Supplement.pdf)



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## Question and Answer Session

Following the session, conference participants had an opportunity to share comments and ask questions. Comments, questions, and answers are listed below.

- **Question:** When an auditor reviews electronic files and paper files, which file is the official one?
  - **Presenter response:** SPIPA uses a paper file and marks sections of the files that are important for auditors to review. By doing this, the auditor is quickly guided through the file and can review the specifically the items of importance.
- **Question:** How long should files be kept?
  - **Presenter response:** Files must be kept for seven years.
- **Question:** Can we request an extension for filing work participation rates?
  - **Presenter response:** As long as an advance request is submitted, the Federal and Regional offices will review the request and usually grants an extension.

“An appropriate strategy needs to be set in place to help formulate and support long-term self-sufficiency goals: to develop skills to move into higher paying jobs, to manage family demands competently in the face of requirements for good daily work performance, and to attend to family development tasks, so that the next generation can build on the success of this one. Addressing these complex challenging issues is, in the final analysis, more important...than simply getting people into the labor force.

-Berns, D. and Drake, B. (1998).

*Promoting safe and stable families through welfare reform. The Prevention Report: National Resource Center for Family-Centered Practice.*

## ***Session #8: Program Evaluation as a Tool to Inform Program Effectiveness and Areas of Need***

This session provided an overview of the current evaluation environment and how evaluations can be used to advocate change effectively. It provided participants an opportunity to discuss the impact of inter-generational trauma on evaluation and community mobilization efforts and the emerging roles that families and community members can play in conducting evaluations.

**Paulette Running Wolf, PhD, Trauma Intervention Specialist, National Native Children’s Trauma Center, The University of Montana’s Institute for Educational Research and Service**

In recent years, there has been a shift in responses to addressing the needs of low-income populations. Low-skilled jobs that provide livable wages and benefits that can support low-income populations have



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become increasingly scarce. Faced with this stark reality, many advocates are redefining the problem of welfare – focusing on promoting family self-sufficiency and addressing more holistically their challenges in overcoming obstacles. Strategies that reduce poverty, including increasing family income, reducing family expenses, building knowledge and skills, expanding family opportunities, etc., indicate that reduction in poverty is largely reliant on the investment of resources on individual families. If welfare reform provisions target strategies that invest in families and family wellness by providing adequate social supports and opportunities for secondary education and meaningful employment, public policy will truly impact poverty. This paradigm shift, for Indian people, is a process of becoming and of supporting the growth of their children and people.

These changes, however, are more difficult to achieve in Indian communities. Policies and subsequent experiences of Tribal people have led to generations of trauma which impacts every element of the community, including evaluation and community mobilization efforts.

Trauma is not a stable condition, but a dynamic, evolving process or sequence.

There are multiple barriers to conducting evaluations in Indian communities, including limited or no confidentiality; negative attitudes based on previous experiences or skill levels; stigma associated with receiving support services; and unwillingness to collaborate and share information between programs and services.

Programs must recognize these challenges and strive to overcome them to achieve success in conducting evaluations and mobilizing communities. In order to promote factors which influence interest in supporting evaluation efforts and community mobilization, programs must recognize the interaction of several factors:

- Intrapersonal factors – each individual's knowledge and skills, self-conceptualization, and attitudes;
- Intrapersonal processes – the formal and informal networks and groups from which the individuals evolved;
- Institutional factors – the political structures and formal and informal rules operations under which the community developed; and
- Community factors – the norms, beliefs, and values that promote a living culture.<sup>27</sup>

Evaluations play an important role in building better programs and providing better services. They provide information to support need-based requests and support advocacy efforts. Program leadership, however, must take an evaluative thinking approach to implementing assessments of their programs. The process of

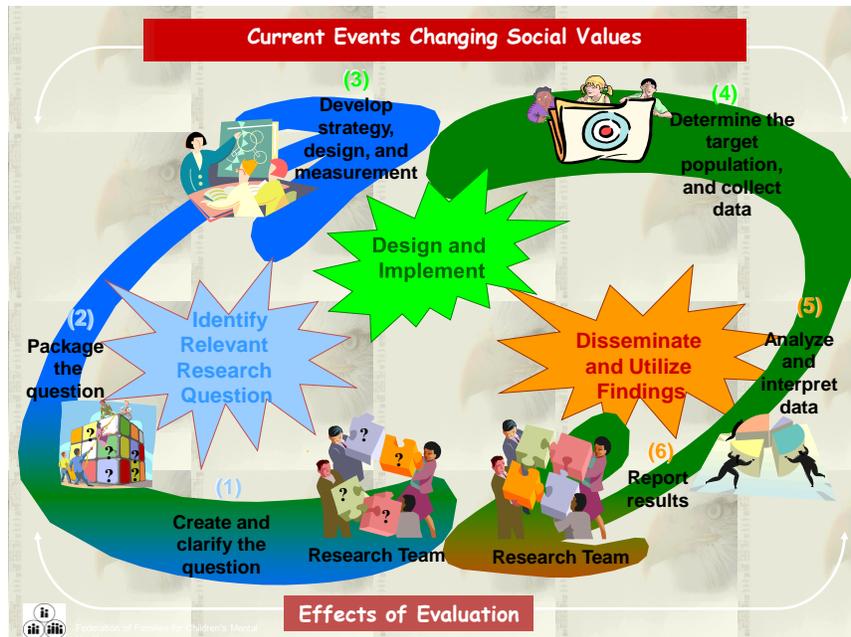
<sup>27</sup> Joffres, C., Langille, D., Rigby, J., and Langille D.B. (2002). Factors related to community mobilization and continued involvement in a community-based effort to enhance adolescents' sexual behavior. *The Qualitative Report*, 7(2).



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evaluative thinking relies on a personal awareness of one’s own ideas, limitations, and ability to connect to new information to get better results. It involves raising vital questions and challenges, framing assumptions clearly and precisely, assessing relevant information, identifying well-reasoned conclusions and solutions, and thinking on a broader and more open-minded level. Figure 5 is a process map for conducting evaluations.

**Figure 5: Process map for conducting evaluations**



For evaluations to be effective in instigating change, their results must be shared publicly, through quarterly reports, community awareness campaigns, or Tribal Council reports. Evaluation data can help to increase the overall understanding of the program’s effect on service outcomes, provide useful information to improve outcomes and target interventions, and support evidence-based and practice-based interventions. Tribes must work across agencies and services to build Tribal capacity for research and evaluation by establishing a research agenda, developing Tribal Institutional Review Boards, developing community advisory committees, and building parent and community voices and skills.

The future of Tribally-driven research and evaluation lies within each Tribe. By supporting and participating in Tribally-driven studies and evaluations, Tribes can support the development of Federal, State, and Tribal policies which protect participant and community confidentiality and ownership of data.



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## Session #9: Economic Security for Survivors of Domestic Violence

Victims of domestic violence often must overcome many barriers. This session focused on identifying strategies to help victims gain economic security.

### Ilene Stohl, Economic Justice Project Coordinator, Washington State Coalition against Domestic Violence<sup>28</sup>

Ms. Stohl explained the effects of domestic violence by referencing the wheel of power and control (Figure 6). All spokes of the wheel represent tactics that support the power and control of an individual. Each individual tactic contributes to an overwhelming form of power and control over an individual. One tactic of abuse is economic abuse, the controlling of the money. An abuser may choose to limit a partner's activities by demanding paychecks or restricting earned income. This tactic of control limits an individual's capabilities as the individual has limited access to resources and fewer methods of safety if looking to escape an abusive situation.

Figure 6: The Wheel of Power and Control



Improving a participant's economic security improves the participant's financial stability and power and, according to Ms. Stohl, empowers the participant. TANF and domestic violence are connected; providing economic stability to participants lessens participants' likelihood of experiencing domestic violence. Domestic violence awareness should be weaved into each level of case management, especially as participants establish a work plan. Special consideration should be made for domestic violence survivors in relation to child support, job searching, and time limits. Overall, it is important that case workers are sensitive to cases of domestic violence and work with participants to preventatively ensure economic security.

## Session #10: Earned Income Tax Credit (EITC) Outreach Campaigns & Establishing Tribal Volunteer Income Tax Assistance (VITA) Sites

<sup>28</sup>To view the complete presentation, access the Welfare Peer Technical Assistance Network: <http://peerta.acf.hhs.gov/uploadedFiles/Ilene%20Stohl.pdf>



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This session provided attendees with strategies and background information regarding how to coordinate and establish EITC outreach campaigns and VITA sites within attendees' Tribal communities.

**Sandra Starnes, Tribal VITA Site Coordinator, Port Gamble S'Klallam Tribe<sup>29</sup>**

Volunteer Income Tax Assistance (VITA) sites provide additional information and guidance to individuals on how to complete income tax papers. Establishing a Tribal VITA site within a Tribe's community creates a VITA site that is especially aware of Tribal tax issues, familiar with the community, increases the Tribal program's collection of child support and reduces inaccurate claiming of dependents. The Port Gamble S'Klallam Tribe's department director started the Tribe's VITA site by appointing a VITA site coordinator and coordinating with the Tribe's information and technology department. The newly appointed VITA site coordinator contacted the IRS and organized the creation of the Port Gamble S'Klallam Tribe's VITA site. In order to create a successful VITA site, it is important to provide quality training, committed volunteers and attentive support.

Figure 7 outlines the steps the Tribe used to establish their VITA site.

**Figure 7: VITA Site Coordination Checklist**

- September or October:**
  - Contact the IRS about coordinating a VITA site.
  - Create a site information sheet that includes:
    1. Where the site will be located.
    2. The site's days and hours of operation.
    3. The site's contact person.
  - Create a Civil Right compliance statement.
  - Order the VITA site software.
- October or November:**
  - Complete an IRS Order Form.
  - Obtain:
    1. A training packet.
    2. Resource materials of 1040 Instructions and Publication 17.
    3. Intake and Quality Review sheets.
    4. Tax envelopes.
  - Recruit volunteers.
- December**
  - Coordinate a volunteer training.
- January**
  - Set-up VITA site.

**Tanya Hill, Senior Tax Consultant, and Sue Stockman Territory Managers, IRS – Shareholder Partnerships, Education and Communication<sup>30</sup>**

Earned Income Tax Credit (EITC)<sup>31</sup> is a federal tax benefit to assist low and moderate income workers increase financial stability. EITC is a fully refundable credit and reduces taxes for workers. Workers eligible to receive EITC are:

<sup>29</sup> To view the complete presentation, access the Welfare Peer Technical Assistance Network: <http://peerta.acf.hhs.gov/uploadedFiles/Sandra%20Starnes.pdf>

<sup>30</sup> To view the complete presentation, access the Welfare Peer Technical Assistance Network: <http://peerta.acf.hhs.gov/uploadedFiles/Hill%20and%20Stockman.pdf>



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- Married couples that earn \$19,000 per year or less;
- Heads of household that earn \$12,200 per year or less;
- A single filer earns \$9,500 per year or less;
- TANF participants who are entering the workforce;
- Family members with disabilities;
- Workers who are becoming eligible due to reduced earnings or loss of employment; and
- Newly divorced or separated custodial parents as well as new foster or adoptive parents.

Twenty to twenty-five percent of EITC eligible workers do not claim their EITC. It is important to work with participants to ensure that participants who are eligible also collect the Child Tax Credit (CTC). Workers who earned more than \$3,000 in 2011 are eligible for a CTC refund. Students are also eligible for student benefits. There are three different options for free tax return preparation:

- Traditional Volunteer Income Tax Assistance (VITA) and Tax Counseling for the Elderly (TCE) Sites;
- Virtual VITA or TCE Sites; and
- Free Assisted Self Service Tax (FAST) Preparation.

Ensuring that eligible participants are aware of EITC and the guidance available to file and collect tax credits is an important aspect of moving participants toward self-sufficiency. Establishing VITA sites and EITC outreach campaigns within Tribal communities increases this awareness.

## ***Session #11: Kinship Care & Child Only Cases***

The increasing number of children cared for by relatives is an indication that special attention must be paid to the unique needs of these families. Through communication and collaboration, the needs of these vulnerable children and families can be met in a way that is culturally appropriate and promotes the future success of these children.

**Kathy Deserly, Interim Associate Director, National Child Resource Center for Tribes<sup>32</sup>**

Historically, Tribal communities did not have a need for child welfare or human service systems that exist today. Traditional beliefs, structures, customs, and values about child rearing and protection provided the

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<sup>31</sup>Earned Income Tax Credit, Internal Revenue Service, United States Department of the Treasury. (2011). *Earned Income Tax Credit*. Retrieved October 12, 2011, from <http://www.eitc.irs.gov/central/main/>

<sup>32</sup> To view the complete presentation, access the Welfare Peer Technical Assistance Network: <http://peerta.acf.hhs.gov/uploadedFiles/Kathy%20Deserly.pdf>



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safety, permanence, and well-being of traditional American Indian-Alaska Native communities. Courts and social workers did not exist to ensure child safety. Community values, peer pressure, and other cultural practices enforced by extended family made up the child protection system.

Times have changed, but some aspects of kinship care have not. Today, a number of grandparents and other relatives find themselves serving as parents for children whose own parents are unable to care for them. Sometimes, this arrangement is informal and private, arranged between the parents and the relative caregivers. In other situations, the child's arrangement is determined by the child welfare system.

According to the 2000 Census, more than 2.4 million grandparents in the U.S. reported having primary caretaking responsibility for at least one grandchild, with 4.5 million children being cared for by a grandparent. Many grandparents who are raising their grandchildren do so informally, without legal rights or recognition. Many grandparents may fear revealing this caregiver information to a federal agency; therefore, the actual number of grandparent caregivers may be higher.

Grandparents raising grandchildren is not a new phenomenon. The year 2000 was the first year that the U.S. Census long form included a question on grandparents who lived with and who were responsible for their grandchildren. In 2000, women under the age of 60, of African American, Pacific Islander, and Native American/Alaska Native ethnicities were most likely to be responsible for the caring of grandchildren. In its 2003 brief, "Grandparents Living With Grandchildren: 2000,"<sup>33</sup> the U.S. Census Bureau reported that the Western Region of the United States (including Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming) had the highest proportion of co-resident grandparents and grandchildren.

Cultural factors play an important role in the prevalence of custodial "grandparenting" as well as the meaning and experience of raising one's grandchild. Among Native American/Alaska Native people, grandparents traditionally play a major role in the raising of grandchildren; children are believed to benefit from intergenerational caretaking. There is less social stigma and more social acceptance for grandparents who assume responsibility for their grandchildren. Federal policy supports efforts to utilize kinship care when possible:

- The Indian Child Welfare Act of 1978<sup>34</sup> gives preference to relatives when an out of home placement is necessary.

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<sup>33</sup> The U.S. Department of Commerce, Economics and Statistics Administration, U.S. Census Bureau. (2000). *Grandparents living with grandchildren: 2000*.

<sup>34</sup> The Indian Child Welfare Act of 1978, Pub. L. No. 95-608, 93 Stat. 3071 (1978).



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- The Adoption Assistance and Child Welfare Act of 1980<sup>35</sup> requires that States use the “least restrictive, most family-like setting available in close proximity to the parent’s home, consistent with the best interests and special needs of the child” when placing children in foster care.
- The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996<sup>36</sup> requires States to “consider giving preference to an adult relative over a non-related caregiver when determining a placement for a child, provided that the relative caregiver meets all relevant State child protection standards.”
- The Fostering Connections to Success and Increasing Adoption Act of 2008<sup>37</sup> requires active relative search in child welfare cases.

Today, child welfare agencies increasingly consider kin as the first placement choice when foster care is needed and kin are available and able to provide a safe home. Being separated from a parent, even an abusive or neglectful one, is traumatic for a child. By placing a child with someone he or she already knows, child welfare agencies hope to minimize this trauma.

Children may come to live with their relatives in a number of ways, and only some of these instances involve the child welfare system. Kinship care arrangements fall into three categories (see Figure 8).

Informal kinship care is an arrangement made by parents and other family members without any involvement from the child welfare system or juvenile court system. A parent may leave children with grandparents or other relatives if they are unable to care for the child(ren). Informal kinship care is common in Native communities. With informal kinship care, legal custody remains with the parent and the parent(s) can take back the children at any time. Since the informal kin caregiver does not have legal custody of the child, the caregiver may have trouble enrolling the child in school, receiving medical coverage for the child, or obtaining other benefits for the child. Generally, the only type of financial assistance available to informal kinship caregivers is the child-only TANF benefit.

When instances of voluntary kinship care occur, children live with relatives but the child welfare system is involved. The State, however, does not take legal custody of the child. Voluntary kinship care placements can be made by courts; but, in some circumstances, a child welfare agency may make the child’s placement without court involvement. Voluntary placement arrangement is often made for a child’s safety

**Figure 8: Three categories of kinship care arrangements**

- (1) Informal kinship care;
- (2) Voluntary kinship care; and
- (3) Formal kinship care.

<sup>35</sup> The Adoption Assistance and Child Welfare Act of 1980, Pub. L. No. 96-272, 94 Stat. 500 (1980).

<sup>36</sup> The Personal Responsibility and Work Opportunity Reconciliation Act of 1996, Pub. L. No. 104-193, 110 Stat. 2105 (1996).

<sup>37</sup> The Fostering Connections to Success and Increasing Adoption Act of 2008, Pub. L. No. 110-351, 122 Stat. 3949 (2008)



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and well-being. Some jurisdictions require parents to sign a voluntary placement agreement with a child welfare agency. Parents understand that if they do not voluntarily place their child, the child welfare agency will take the child's case to court and ask a judge to remove the child from the parents' care and grant custody of the child to the State. In cases of voluntary kinship care, children may remain in legal custody of their parents or the parents may sign temporary legal custody to the kinship caregivers.

In formal kinship care cases, children are placed in legal custody of the State by a judge and the child welfare system places children with grandparents or kin. In these cases, the child welfare agency has legal custody but kin have physical custody. The child welfare agency, in collaboration with the family, makes legal decisions about children. The child welfare agency is also responsible for the child's medical care, ensuring the child's school attendance, and assuring parent visitation.

Children under informal and formal kinship care are eligible for child-only TANF benefits. A child-only TANF case is one in which no adult is included in the cash grant. TANF child-only grants support relative care arrangements both within and outside the child welfare system. Interactions between the caregiver and the child welfare agency, as well as local policies on kinship care, determine the nature of the kinship care arrangement and the financial support that is provided.

A variety of policies affect child-only caseloads. Several TANF provisions and regulations may lead to child-only cases, including:

- A five-year time limit on families receiving cash benefits;
- Work requirements for families if the family wants to receive benefits;
- Sanctioning policies for those who do not comply with work requirements; and
- Regulations regarding parents who have drug felony convictions.

In 2004, the Office of the Assistant Secretary for Planning and Evaluation within the U.S. Department of Health and Human Services commissioned a study to compile available information on characteristics, service needs, and well-being of children in child-only TANF cases.<sup>38</sup> This study was conducted in order to improve understanding of how States are addressing the needs of these children. Study findings about the service needs and well-being of these children suggest both advantages and causes for concern.

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<sup>38</sup> Gibbs, D., Kasten, J., Bir, A., Hoover, S., Duncan, D., and Mitchell J.B. (2004). *Children in Temporary Assistance for Needy Families (TANF) child-only cases with relative caregivers, final report*. Washington, DC: U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation.



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The report revealed a number of advantages of kinship care. Children in kinship care experience greater stability, have fewer behavioral problems, and report more positive perceptions of their placements. Kinship care respects cultural traditions, provides stability for children of incarcerated parents, and may reduce racial disparities in a variety of outcomes.

While there are advantages of kinship care, there are also challenges to implementing it successfully. The responsibility of raising relative children may come unexpectedly. Family members may feel unprepared – financially, emotionally, and physically – for the challenges presented. Kin caregivers may struggle with financial, legal, housing, healthcare, medical care, child care, respite care, educational issues, and, possibly, the involvement of the child welfare system. When examining benefit levels, time limits, work requirements, and child support enforcement, researchers found that policies and procedures may have inadvertent consequences. For example, cooperation in child support enforcement activities is mandated by PRWORA; however, some kinship caregivers may have concerns about upsetting the informal custody arrangement by providing such information.

Other key findings from the report include:

- Many children enter informal kinship care as a result of circumstances that could justify child welfare involvement.
- Relative kinship care is considered preferable to other forms of out-of-home care, but often entails substantial sacrifice on the part of the caregiver.
- Many children in TANF child-only cases with relative caregivers have extensive unmet needs.
- Children in TANF child-only cases with relative caregivers fall between the mandates of the child welfare and TANF systems.
- Further research into child-only cases and kinship care could guide effective services.

Since the establishment of the TANF program, much attention has been given to reductions in the number of welfare cases. Welfare cases declined nationally by 52 percent between 1996 and 2001; however, child-only cases declined by much less.

While the number of child-only cases has fluctuated over time, the proportionate share of child-only cases to the TANF caseload has increased. Children in TANF child-only cases with relative caregivers occupy uncertain territory between the TANF and the child welfare service systems. Because many children have not been identified as having experienced maltreatment, these children are outside the child welfare system's protective mandate despite the fact that they may be in need of supportive services.



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As the study indicates, child-only cases represent a complex set of characteristics and service needs that require unique interventions. A number of jurisdictions are beginning to develop programs to address aspects of their identified needs. Due to the wide range of family structures and circumstances within child-only cases, the process of developing programs to address needs is complex. These challenges cannot be met by one agency alone. In many cases, the innovations reflect collaborations between the TANF and child welfare systems. Through communication and collaboration, a community-based and culturally appropriate approach to meeting the needs of vulnerable children and families can be achieved.

## ***Session #12: Historical Trauma***

American Indians and Alaska Natives have endured distressing and repressive circumstance for generations. Understanding these experiences of a community is important towards beginning to address the barriers that individuals must overcome that have resulted from the loss of culture and identity. This session opened with a short video that showed the balance of youth and history and the interconnectedness of all things.

### **Ramona Beltran, PhD, Post Doctoral Faculty, University of Washington, School of Social Work<sup>39</sup>**

Historical trauma is a collective and cumulative emotional wounding across generations that results from cataclysmic events targeting a community.<sup>40,41</sup> Historical trauma is held personally and collectively and is transmitted over generations. Thus, even family members who have not directly experienced the trauma can feel the effects of the event generations later.

Intergenerational transmission of trauma was first observed in 1966 by clinicians alarmed by the number of children of survivors of the Nazi Holocaust seeking treatment. The multigenerational aspects of trauma continue to be treated as secondary and, consequently, the behavior of many children of survivors of massive trauma is misunderstood and not treated appropriately.

Historically traumatic events can present themselves in a variety of ways. Through:

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<sup>39</sup> To view the complete presentation, access the Welfare Peer Technical Assistance Network:  
<http://peerta.acf.hhs.gov/uploadedFiles/Ramona%20Beltran%2C%20PhD.pdf>

<sup>40</sup> Brave Heart, M.Y.H. (2000) *Wakiksuyapi: Carrying the historical trauma of the Lakota*. Tulane University, School of Social Work.

<sup>41</sup> Brave Heart-Jordan, M. Y. H. (1995). *The return to the sacred path: Healing from historical trauma and historical unresolved grief among the Lakota*. (Doctoral dissertation). Smith College School for Social Work, Northampton, Massachusetts.



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- Communally-based incidents that cause catastrophic upheaval or high levels of community distress among and within communities;
- Events planned by government and government-sponsored institutions (e.g., boarding school, massacres, slavery, aftermath of Katrina);
- Environmental trauma (e.g., radioactive dumping into rivers, global warming); and
- Spiritual trauma through prohibition or imprisonment for practicing traditions, forced religion.

Responses to these traumatic events are often biological, psychological, sociological, cultural, and spiritual. Historical and contemporary traumatic events can lead to a “soul wound.”<sup>42</sup> The soul wound or “spirit wounding” is the cumulative effect of historical trauma brought on by centuries of colonialism, genocide, and oppression. Psychological ramifications can include internalization of the oppressor, unresolved grief and mourning, and suicide.<sup>43</sup> Diagnostic categories such as post-traumatic stress disorder (PTSD) fail to capture the complete and utter wounding of the spirit that is caused by such traumas.

These traumas are being experienced even today. Romanticizing Tribal cultures, racial profiling, discrimination, and structural inequalities exacerbate the historical trauma experienced by Indian people. Discrimination has been related to depressive symptoms; global measures of distress; anxiety symptoms; and poor general health. Everyday discrimination is much more stressful than time-limited discrimination, and, as a result, daily hassles have a greater impact on health outcomes.

Among Natives, one study found that perceived discrimination was related to alcohol and other drug use and depression.<sup>44</sup> Evidence suggests that oppressed statuses associated with multiple forms of discrimination may lead to more cumulative physical and mental health symptoms.<sup>45</sup> This is true despite economic gains in certain communities.

One way to overcome the negative influences for Tribal people is through narratives. Social science research is showing the power of narratives in interrupting the transmission of intergenerational trauma in

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<sup>42</sup> Duran, E. (2006). *Healing the soul wound, counseling with American Indians and other Native Peoples*. New York: Teachers College Press.

<sup>43</sup> Brave Heart, M.Y.H. (2000) *Wakiksuyapi: Carrying the historical trauma of the Lakota*. Tulane University, School of Social Work.

<sup>44</sup> Whitbeck, L., Hoyt, D., McMorris, B., Xiaojin, C., & Stubben, J. (2001). Perceived discrimination and early substance abuse among American Indian children. *Journal of Health and Social Behavior*, 42, 405-424.

<sup>45</sup> Díaz, R. M. & Ayala, G. (2001). *Social discrimination and health: The case of Latino gay men and HIV risk*. New York: Policy Institute of the National Gay and Lesbian Task Force.



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Native populations.<sup>46</sup> Narrative stories are one way that Tribal people can connect and begin to overcome the impact of these traumas.

## Small Group Discussion

Following the *Historical Trauma* presentation, conference participants had an opportunity to share their experiences and program services.

- One group discussed how their culture was kept alive from generation to generation through paddle-making and canoe journeys.
- Another Tribe focuses on preventing pregnancies in adolescents by facilitating traditional relationships with nature and the earth.
- One started a canoe club that promotes health and cultural sharing through a year round program.

## Day Three: Thursday September 29, 2011

Day Three of the Annual Region X Tribal TANF Conference started off with the first of several panel presentations. Nicole Earls from the Quileute Tribe served as the moderator.

### *Session #13: Economic Development in Indian County*

Economic development is necessary for a community to renew itself and thrive. Many Tribal communities are losing populations, jobs, and quality of life due to economic instability and changing markets. During this session, participants had the opportunity to learn strategies that can spur economic development.

### **Don Shircel, Client Development Director, Tanana Chiefs Conference**

In many Tribal communities, interconnectedness is already a widely acknowledged concept. A Tribal community flourishes through the interdependence of one family with another. When it comes to providing support services to these communities, it is critical to move from a notion of collaboration to a one-stop and, ultimately, to interoperability.

The Tanana Chiefs Conference (TCC) service area is 235,000 square miles, almost one-half of the entire state of Alaska. There is very limited infrastructure and many villages are only accessible by airplane. The cost of living is extremely high. Providing services to people in these communities is expensive and requires knowledge and understanding of the unique local circumstances.

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<sup>46</sup> Evans-Campbell, T., Lindhorst, T., Huang, B., & Walters, K. L. (2006). Interpersonal violence in the lives of urban American Indian and Alaska Native women: Implications for health, mental health, and helpseeking. *American Journal of Public Health*, 96(8), 1416-1422.



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TCC's Division of Client Development focuses on individual services for individuals and their families. It provides referrals, interventions, crisis management, and case management to individuals from infants to elders. The Department of Interior manages education, general assistance, and child welfare programs. The Department of Labor provides work and vocational rehabilitation services.

Within TCC, the importance of job creation is recognized at the topmost executive level. President and Chairman Jerry Isaac acknowledges that jobs are critical and job creation is an important part of economic development. There are some government grants and contracts that can create jobs, such as TANF directors and case managers, but the jobs created within this realm often do not create more jobs. It does not have the multiplier effect that private businesses have for growing jobs. The most economic development and job growth happens in the private sector, through entrepreneurs, venture capital, and loans.

Economic development, however, is more than just job creation. It requires the creation of viable executive and legislative governing institutions that provide fair and equitable treatment and safe environments for businesses. It requires a judicial system that fairly resolves grievances and disputes and it requires a skilled labor force. Another vital component for economic growth is sustained cash flow. Investment and reinvestment is extremely important to economic development.

At the TCC TANF program, efforts have been placed on creating economic development principles and matching the education and training levels of TANF participants with local job opportunities. Over the last six years, the program has focused on training and preparing participants for summer employment. The program has been marginally successful in keeping people employed.

Using ARRA stimulus funding, however, TCC TANF was able to finance a \$14/hour job for each of their participants. The program focused efforts on reaching employers to fill positions in villages and in Fairbanks. With this program, TCC was able to substantially reduce their caseload from over 400 participants 13 years ago to less than 100. Each of these 84 participants worked throughout last summer and only 29 came back on the TANF caseload once their summer employment ended.

This subsidized employment program saved TCC just over a million dollars by putting people to work. It has positively impacted the children on the caseload and led to overall increase in family income. In addition, employers have responded positively to the program, 85 percent of them indicating they would continue to employ the TANF participants.



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In creating over half a million jobs within the TCC communities, the impact has been widely felt. By giving their participants a chance to work, TCC TANF is learning that participants want to work. It is a worthwhile endeavor that promotes growth and development within the entire community.

## ***Session #14: Opportunities for Clients and Communities through Subsidized Employment***

This session provided an overview of successful subsidized employment programs, which will help attendees apply lessons learned from other programs to programs of their own.

### **Deborah Collier, Family Assistance Program Manager, Port Gamble S’Klallam Tribe**

The Port Gamble S’Klallam Tribe has been providing TANF services since 1998 and currently serves 1,150 enrolled members, half of whom reside on the Port Gamble S’Klallam reservation. The TANF program supports about 30 TANF cases each month. The Port Gamble S’Klallam Tribe negotiated applying maintenance of effort (MOE) funding for subsidized employment and currently supports ten full-time jobs each year that provide a wage of up to \$10 per hour. In order to gain employment, participants must pass a pre-employment background check and drug screening. The background information is released to employers after a Memorandum of Agreement (MOA) is completed by the participant. Additionally, the Port Gamble S’Klallam Tribe held a hiring event, which resulted in five participants gaining employment.

### **Cynthia Jackson-Beaulaurier, Operations Manager, Fiscal Management, Spokane Tribe of Indians**

The Spokane Tribe of Indians has two locations in Washington State, one on the reservation and the second in Spokane. The two locations have separate time limits because of the differing employment rates. The Spokane Tribe of Indians provides services through 102-477<sup>47</sup> funding. The Tribe’s subsidized wages program was launched through the American Recovery and Reinvestment Act (ARRA) funding. The different phases of the Spokane Tribe of Indians’ subsidized wages program are discussed with the participant and employer before the participant begins work:

- Phase One Contract: This phase is up to six-months long and the participant’s wages, which can be \$10 per hour or less, and associated taxes are 100% reimbursed through ARRA funding.

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<sup>47</sup> 102-477 funding refers to integrated and federally funded employment, training and related services as explained in: Indian Employment, Training and Related Services Demonstration Act, 25 U.S.C. § 3401 (1992). Retrieved from: <http://www.doleta.gov/dinap/pdf/PublicLaw102-477.pdf>. Amendment to the Indian Employment, Training and related Services Demonstration Act. Retrieved from: <http://www.doleta.gov/dinap/pdf/PublicLaw106-568Amend.pdf>



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- Phase Two Contract: This phase is from three- to six-months long and the participant's wages are 50% reimbursed and can be up to \$12 per hour. During phase two, the employer is obligated to hire the participant for at least six-months after the participant's subsidized employment period ends.
- Every month: Employers are required to submit a copy of the participant's timesheet, paystub, and documentation.

In order to place participants and communicate with employers, the Spokane Tribe of Indians has two career development specialists on staff. The Tribe offers supportive services to employed participants such as child care, gas vouchers, car insurance, transportation services within the reservation, and other related incentives. The Spokane Tribe of Indians also offers employment activities such as:

- Onsite Job Prep Workshops that focus on workplace strengths;
- Money Smart Workshops that focus on financial literacy;
- Working It Out Workshop that focus on conflict resolution in the workplace; and
- Legal supports to remove employment barriers.

After exercising numerous strategies, the Spokane Tribe of Indians has found that incentive-based programs are successful with participants. The subsidized employment program is an expensive program and costs the TANF program approximately \$500,000 plus direct programming costs per year.

## **Holly Snowball, TANF Senior Manager, Cook Inlet Tribal Council**

Ms. Snowball provided a brief overview of the Cook Inlet Tribe's subsidized employment program. The Cook Inlet Tribe reimburses employers 100% for participant's wages, which range from \$9.50 to \$16.00 per hour. Once a participant is employed, the participant's time on TANF is not counted as a portion of the participant's 60-month time period on TANF. Since employed participants are off TANF and no longer receiving TANF payments during their period of employment, participants receive child support payments. The most frequent challenge once employed is communication; therefore, the Cook Inlet Tribal Council has established a single point of contact employer to assist participants. A portion of the participant's contract with the employer and the Cook Inlet Tribe includes a training plan.

## **Question and Answer Session**

Following this session, conference participants had an opportunity to share comments and ask questions. Comments, questions, and answers are listed below.



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- **Attendee Question:** Within the Cook Inlet Tribe's program, do youth that receive subsidized employment count against grant funds?
  - **Presenter Response:** No, youth that receive subsidized employment do not count against grant funds within the Cook Inlet Tribe's program.
- **Attendee Question:** Does the Cook Inlet Tribe require participants to be compliant with all program standards?
  - **Presenter Response:** Yes, the Cook Inlet Tribe requires participants to be compliant with all program standards.

## Conference Closing

Following the final session, Region X staff requested suggestions and recommendations for next year's conference. Many attendees requested promising practices presentations from both Tribal Programs across the United States and other related social service programs. The attendees explained that promising practices presentations are helpful to highlight other successful programs and allow attendees to strategize how to apply similar programs and ideas within their own programs. Attendees were most interested in promising practices related to health, economic development, historical trauma, data reporting, fiscal reporting, and auditing. Attendees also recommended targeted training on financial regulations for Tribal financial staff or leaders.

## Summary

The 15th Annual Region X Tribal TANF Conference provided an engaging environment for attendees to discuss program practices and strategies for improvement. Attendees participated in expert presentation sessions, asked and answered questions about specific practices, contributed to roundtable discussions, and provided helpful information to other attendees about their own program experiences. Attendees provided positive comments regarding all sessions and were especially enthusiastic about the economic development and employment and training sessions. Attendees left the conference with specific strategies for program enhancement and contacts for collaboration.



# Region X Tribal TANF Conference

## Appendices



# Region X Tribal TANF Conference

## Agenda

Tuesday, September 27, 2011

*Facilitator: Cynthia Jackson-Beaulaurier, The Spokane Tribe of Indians*

Time	Activity & Presenters
8:00 a.m. - 9:00 a.m.	Registration and Networking
9:00 a.m. - 9:30 a.m.	<p>Welcome and Opening Remarks</p> <p>Opening Blessing</p> <p><i>Frank Shields</i>, Regional TANF Program Manager, U.S. Department of Health and Human Services, Administration for Children and Families, Region X, Seattle, Washington</p> <p>Introduction of Conference Facilitators            Tuesday: Cynthia Jackson-Beaulaurier, The Spokane Tribe of Indians            Wednesday: Holly Snowball, Cook Inlet Tribal Council            Thursday: Nicole Earls, The Quileute Tribe</p>
9:30 a.m. - 9:45 a.m.	<p><b>Relationship Building</b></p> <p><i>Clint Hackney</i>            Tribal TANF Program Manager            South Puget Intertribal Planning Agency (SPIPA)            Shelton, Washington</p>
9:45 a.m. - 11:00 a.m.	<p><b>Session #1: How a Tribal TANF Staff's Understanding of Poverty Helps Them Move their Clients towards Self-Sufficiency</b></p> <p><i>Clint Hackney</i>            Tribal TANF Program Manager            South Puget Intertribal Planning Agency (SPIPA)            Shelton, Washington</p>
11:00 a.m. - 11:15 a.m.	Break

**11:15 a.m. - 12:15 p.m.      Session #2: Breaking the Cycle of Poverty Through Asset Building**

*Thomas Jensen*  
ACF ASSET Initiative Consultant  
CASA (Community and Shelter Assistance) of Oregon  
Newberg, Oregon

*Caron Dwyer*  
Program Specialist  
ACF Region X  
Seattle, Washington

*Sandra Starnes*  
Member  
Northwest Native Asset Building Coalition

**12:15 p.m. - 12:30 p.m.      Lunch Set Up**

**12:30 p.m. - 1:45 p.m.      Working Lunch (Session #3): The Child Care Connection**

*Mary Lorence*  
Child Care Program Specialist  
ACF Region X, CCDF  
Seattle, Washington

**1:45 p.m. - 3:00 p.m.      Session #4: Child Welfare and Tribal TANF Coordination**

*Nadia Nijim*  
Child Welfare Program Specialist  
ACF Region X  
Seattle, Washington

*Jennifer Zanella*  
Child Welfare Program Specialist  
ACF Region X  
Seattle, Washington

*Gwendolyn Gua*  
Social Services Program Manager  
South Puget Intertribal Planning Agency (SPIPA)  
Shelton, Washington

*Nicole Earls*  
TANF Coordinator  
Quileute Tribe  
LaPush, Washington

*Marilyn Doyle*  
Preserving Native Families Coordinator  
Central Council of the Tlingit and Haida Indian Tribes  
Juneau, Alaska

**3:00 p.m. - 3:15 p.m.      Break**

3:15 p.m. - 3:30 p.m.      **Session #5: Using the Welfare Peer Technical Assistance Network**

*Dana Eisenberg*  
Senior Communications Specialist  
OFA Welfare Peer Technical Assistance Network  
Rockville, Maryland

3:30 p.m. - 4:30 p.m.      **Session #6: Round Table Discussion Groups**

**1) Child Support Enforcement**

*John Cheng, ACF Office of Child Support Enforcement*

**2) Economic Development**

*Don Shircel, Tanana Chiefs Conference*

**3) Fatherhood Initiatives**

*Burt Serrano Cueva and Eugene Aldredge, Nooksack Tribe*

**4) Fraud**

*Anita Taylor, Tanana Chiefs Conference*

**5) Preparing Clients for 60-month Termination**

*Bryan Blackburn, South Puget Intertribal Planning Agency*

**6) Programs and Services Directed at Teens**

*Cynthia Jackson-Beaulaurier, Spokane Tribe of Indians*

**7) Supporting Clients That Have Reached 60-month Time Limit**

*Nicole Earls, Quileute Tribe*

**8) TANF Data**

*Carey Reyes, Colville Confederated Tribes*

**9) TANF Gardening Programs as a Means to Strengthen Self-Sufficiency Skills**

*Rae Belle Whitcomb & Marlene Andrews, Bristol Bay Native Association*

**10) TANF Support for Indian Child Welfare**

*Francine Jones, Central Council of Tlingit & Haida Indian Tribes of Alaska*

**11) Welfare Peer Technical Assistance Network**

*Dana Eisenberg, OFA Welfare Peer Technical Assistance Network, BLH Technologies*

4:30 p.m.      **Adjourn for the day**

Wednesday, September 28, 2011

*Facilitator: Holly Snowball, Cook Inlet Tribal Council*

Time	Activity & Presenters
8:00 a.m. - 8:30 a.m.	Networking
8:30 a.m. - 9:30 a.m.	<b>Session #7: Data Usage and Internal Auditing</b>  <i>Gene Felix</i> Program Coordinator of Client Services South Puget Intertribal Planning Agency (SPIPA) Shelton, Washington
9:30 a.m. - 10:45 a.m.	<b>Session #8: Program Evaluation as a Tool to Inform Program Effectiveness and Areas of Need</b>  <i>Paulette Running Wolf, PhD</i> Trauma Intervention Specialist National Native Children's Trauma Center The University of Montana's Institute for Educational Research and Service Missoula, Montana
10:45 a.m. - 11:00 a.m.	<b>Break</b>
11:00 a.m. - 12:00 p.m.	<b>Session #9: Economic Security for Survivors of Domestic Violence</b>  <i>Ilene Stohl</i> Economic Justice Project Coordinator Washington State Coalition Against Domestic Violence Olympia, Washington
12:00 p.m. - 12:15 p.m.	<b>Room set-up for Lunch</b>
12:15 p.m. - 1:45 p.m.	<b>Working Lunch (Session #10): Earned Income Tax Credit (EITC) Outreach Campaigns &amp; Establishing Tribal Volunteer Income Tax Assistance (VITA) Sites</b>  <i>Sandra Starnes</i> Tribal VITA Site Coordinator Port Gamble S'Klallam Tribe Kingston, Washington  <i>Sue Stockman</i> Territory Manager IRS - Stakeholder Partnerships, Education and Communication Seattle, Washington  <i>Tanya Hill</i> Senior Tax Consultant IRS - Stakeholder Partnerships, Education and Communication Seattle, Washington

1:45 p.m. - 3:00 p.m.      **Session #11: Kinship Care & Child Only Cases**

*Kathy Deserly*  
Interim Associate Director  
National Child Resource Center for Tribes  
Helena, Montana

*Rae Belle Whitcomb*  
Director, Workforce Development Center  
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Dillingham, Alaska

3:00 p.m. - 3:15 p.m.      **Break**

3:15 p.m. - 4:30 p.m.      **Session #12: Historical Trauma**

*Ramona Beltran, PhD*  
Post Doctoral Faculty  
University of Washington, School of Social Work  
Seattle, Washington

4:30 p.m.      **Adjourn**

Thursday, September 29, 2011

Facilitator: Nicole Earls, Quileute Tribe

Time	Activity & Presenters
8:00 a.m. - 8:30 a.m.	Networking
8:30 a.m. - 9:45 a.m.	Session #13: Economic Development in Indian Country  <i>Don Shircel</i> Client Development Director Tanana Chiefs Council Fairbanks, Alaska
9:45 a.m. - 10:00 a.m.	Break
10:00 a.m. - 11:15 a.m.	Session #14: Opportunities for Clients and Communities Through Subsidized Employment  <i>Judy Ogliore</i> TANF Program Specialist ACF Region X Seattle, Washington  <i>Jack Granberg</i> TANF Program Specialist ACF Region X Seattle, Washington  <i>Deborah Collier</i> Family Assistance Program Manager Port Gamble S'Klallam Tribe Kingston, Washington  <i>Cynthia Jackson-Beaulaurier</i> Operations Manager/Fiscal Management Spokane Tribe of Indians Spokane, Washington  <i>Holly Snowball</i> TANF Senior Manager Cook Inlet Tribal Council Anchorage, Alaska
11:15 a.m. - 12:00 p.m.	Conference Closing  <i>Frank Shields</i> Regional TANF Program Manager ACF Region X Seattle, Washington
12:00 p.m.	Adjourn



# Region X Tribal TANF Conference

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# Region X Tribal TANF Conference

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### *Fatherhood Initiatives*

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### *TANF Gardening Programs as a Means to Strengthen Self-Sufficiency Skills*

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