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U.S. Department of Health and Human Services

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**CHILDREN & FAMILIES**

Office of Family Assistance

# 2012 Region X Tribal TANF Institute

June 27-28, 2012  
Seattle Washington

Executive Summary



This technical assistance activity was funded by the  
United States Department of Health and Human Services,  
Administration for Children and Families,  
Office of Family Assistance Regions X Tribal TANF Institute  
and managed by ICF International

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**U.S. Department of Health and Human Services**

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**Office of Family Assistance**

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ICF International for Contract No. HHSP2332009563WC  
Task Order HHSP2337018T "TANF Training and Technical Assistance"

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## Acknowledgements

The Administration for Children and Families, Office of Family Assistance (OFA) Region X would like to thank all who participated in the planning and implementation of the Region X Tribal Temporary Assistance for Needy Families (TANF) Institute.

## Overview

The Region X Tribal TANF Institute took place June 27-28, 2012 in Seattle, Washington for Tribal TANF programs from Alaska, Idaho, Oregon, and Washington to meet the requests of Tribal TANF Programs for further guidance in a number of areas, including: data management and collaboration with Information Systems/Information Technology; work participation in rural areas; fiscal reporting; collaboration with Child Welfare; the Family Violence Option (FVO) and comprehensive responses to domestic violence; and creating Individual Development Account (IDA) programs within Tribal TANF programs.

For a complete agenda, see **Appendix A**.

## Day One – June 27, 2012

### Welcome and Opening Remarks

During the Welcome and Opening Remarks on the first day of the Tribal TANF Institute, several Federal staff spoke, including Steve Henigson, Regional Administrator for the Administration for Children and Families (ACF), Region X and Felicia Gaither, the Director of the Division of Tribal TANF Management, who participated by conference call. Ms. Gaither's department, the Division of Tribal TANF Management, oversees Child Welfare-Tribal TANF Coordination Grants, Native Employment Works (NEW), and Tribal TANF. In her opening remarks, Ms. Gaither explained that it is a high priority for OFA to provide Webinar training opportunities based on the technical assistance needs of TANF grantees.

### Overview of Promising Pathways Initiative

The Promising Pathways Initiative was implemented by OFA between October 2011 and March 2012 to work with 10 TANF programs/sites around the country that have been designated as innovative or promising and high performing. The Initiative supported programs working in a variety of areas, which can be categorized under three broad areas: Subsidized Employment, Career Pathways, and Employment and Work Supports. The technical assistance provided through this Initiative focused on the development of models to help measure effective solutions that foster healthy families and strong communities, with the goal of moving programs towards evidence-based practice. The model of technical assistance used in the Promising Pathways Initiative is illustrated in Figure 1 below.

*Figure 1. Model of teamwork in providing technical assistance for Promising Pathways sites*



One of the ten sites chosen to participate in the Promising Pathways Initiative was the Tanana Chiefs Conference (TCC) of Alaska. As the Region X representative of Promising Pathways, members from the Tanana Chiefs Conference and their Promising Pathways technical assistance team from ICF International lead a series of sessions on the first day of the Tribal TANF Institute. The first Promising Pathways session, led by Nicole Bossard and Louisa Jones from ICF International, focused on lessons learned from the Promising Pathways sites.

Ms. Bossard and Ms. Jones discussed the concept of readiness in terms of leadership, organizational structure, and a culture that values data and the importance these factors play in the journey to evidence informed practice. In providing technical assistance to the sites, Promising Pathways staff learned that programs capture and collect a wealth of data. This data, however, is not always utilized to its full capacity. One of the primary lessons learned from the Promising Pathways Initiative is that in order to map program data to program improvement and communicate evidence to inform key audiences and stakeholders, programs need to be in the habit of regularly collecting and using data. Promising Pathways sites found that using models, such as logic models, Return on Investment, and process flow charts, was a critical first step to help move their programs toward actionable data and a culture of evidence informed practice.

### **Looking at Data Collection and TANF Staff Collaboration**

After introducing the Promising Pathways Initiative, Ms. Bossard and Ms. Jones moderated a discussion on data collection systems and what Tribal TANF Programs can do with the data that they collect. Meeting participants discussed the meaning of evidence, the types of evidence that have value for their programs, and what additional or different data they need to generate evidence to support the value of their programs.

### **Collaboration Panel**

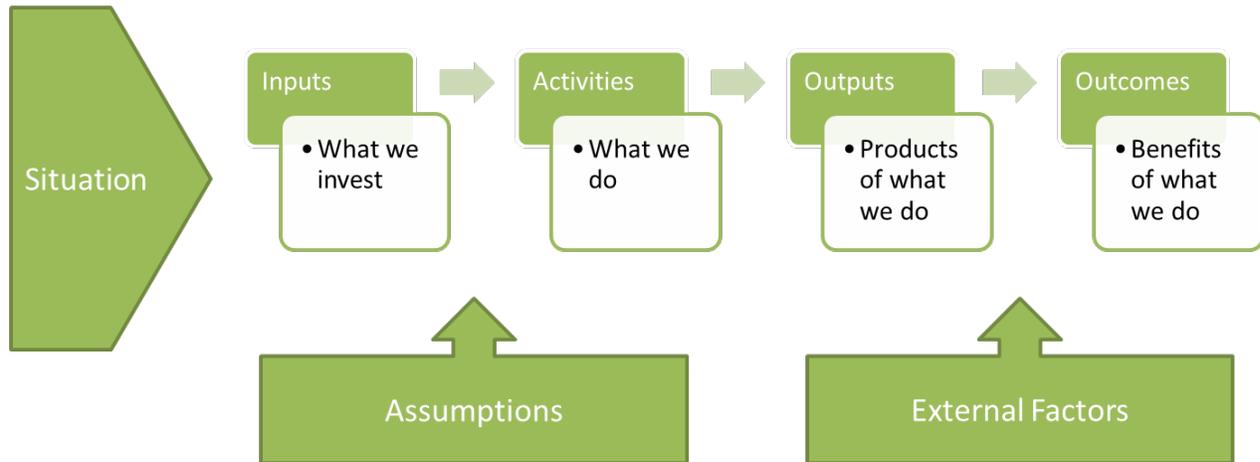
The discussion on data collection was followed by a Collaboration Panel of representatives from the Tanana Chiefs Conference: Keith Bowman, Data Director; Brenda Krupa, Director of Employment and Training; Don Shircel, Client Development Director; and Anita Taylor, ASAP Program Director. The panel discussed their Athabascan Self-Sufficiency Assistance Partnerships (ASAP) and subsidized employment program models, and shared how logic models can be a useful tool for communicating program goals and mapping out plans for measuring those goals. The panel demonstrated that measurement can be useful to all program staff as long as it is based on culturally, as well as statistically valid interpretations, and that enhanced data gathering can show your story.

### **Walking Through Process Maps and Logic Models**

A logic model is a diagram of theory of how a program is supposed to work that graphically depicts the relationship between activities and results. Logic models are useful tools for multiple program stages, from planning and program design, to implementation and management, as well as communication, marketing, and assessment. The Promising Pathways technical assistance team for the Tanana Chiefs Conference, Ms. Bossard, Ms. Jones, and Stephanie Barr, walked Institute participants through the process for developing process maps and logic models.

The training walked participants through how to define their program's situation, inputs, activities, and how to determine and differentiate between program outputs versus program outcomes. The training gave participants the building blocks to begin to map out the different components (as depicted in Figure 2) that they need to develop a logic model for their programs.

*Figure 2. Logic Model Components*



**Action Plans around Connecting Information Systems/Information Technology (IS/IT) and TANF**

The Promising Pathways team led Institute participants in action planning to help them prepare to use a logic model in their program and to connect with IS/IT to measure outcomes. Participants considered several important questions in their action planning, including:

1. What are the different cultures that you work with?
2. What barriers are there to using a logic model?
3. What type of logic model will work with your agency and culture? Why?

The Action Planning session was followed by a recognition ceremony acknowledging the contribution of the Tanana Chiefs Conference to moving Tribal TANF Programs toward evidence-informed practice through their participation in the Promising Pathways Initiative.

**Work Participation in Rural Areas**

During the afternoon of Day One, Judy Ogliore, Program Specialist, Office of Family Assistance (OFA), ACF Region X facilitated a conversation with Tribes to discuss efforts to assist TANF participants in accessing work and barrier removal services in rural settings. Participants discussed difficulties they face in serving rural populations, specifically around barriers related to child care, transportation, crimes against children, providing literacy and GED services, mental health services, time constraints of TANF, TANF populations without a license, subsistence and cultural activities, and access to the Internet. Potential solutions to these barriers were discussed and participants learned from each other what other programs have done to respond to these challenges.

Participants shared that when TANF participants have criminal backgrounds it presents one of the most challenging barriers to jobs, housing and even access to SNAP. One Tribe shared that they provide a letter of explanation to assist the participant, or help them secure a bond or even expunge their record. Others

have developed partnerships with local organizations, such as the Salvation Army, Goodwill Industries, and St. Vincent's who all have a history of successfully serving this population.

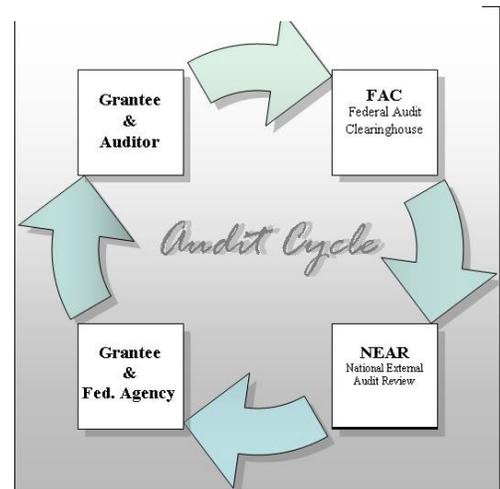
Participants described using subsidized employment, follow-up activities, and entrepreneurial activities as part of the program and allowable activities to increase work participation. Finally, participants shared that partnerships with the State, local schools and universities, Vocational Rehabilitation, and the business community were key to making the connection between work participation in rural settings.

### Tribal TANF Fiscal Reporting

Following the Work Participation session, Sam Stitt, Program Specialist, Office of Grants Management, ACF Region X was available on-site to discuss Tribal TANF fiscal reporting and meet with grantees. Mr. Stitt discussed audits and sanctions, ways that Tribal TANF Programs can prepare for an audit, the steps involved in an audit (see Figure 3: Audit Cycle), penalties and audit resolutions, grantee responsibilities, common Tribal TANF reporting audit findings, and other Tribal TANF grant basics. Mr. Stitt reminded participants that:

- Federal grantee agencies are required to establish their own written procedures based on Federal standards for purchasing services, supplies, and other expendable property, equipment, and real property;
- All procurement transactions, regardless of amount, must be conducted in a manner that provides, to the maximum extent practical, open and free competition; and
- Grantee agencies must, whenever possible, make positive efforts to use small businesses, minority-owned firms, and women's business enterprises.

Figure 3. Audit Cycle



Mr. Stitt went over frequently asked questions with the grantees, and specifically addressed what activities are included under the term "assistance" and what are not for Tribal TANF, and reminded participants that all carry forward funds applied to FY2009 and subsequent years can be spent on allowable TANF activities without limitation.

### Welfare Peer Technical Assistance Network

Following the Fiscal session, Stephanie Barr, Technical Specialist, ICF International presented a brief overview of the Welfare Peer Technical Assistance Network focusing on how Region X Tribal TANF Programs can use the WPTA Network to connect with other Tribal TANF Programs, engage in peer-to-peer learning, and request technical assistance.

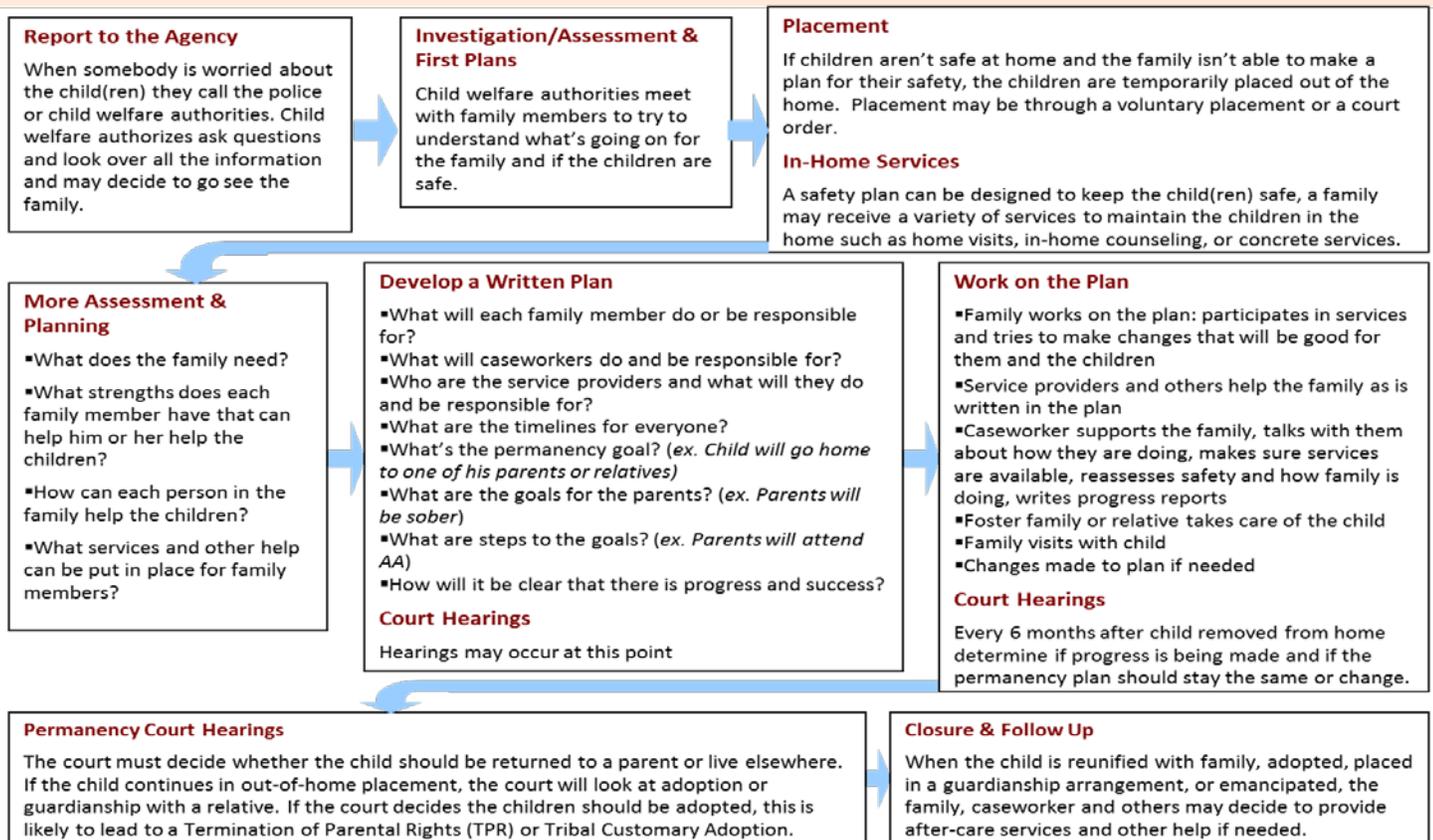
**Day Two – June 28, 2012**

**Child Welfare and Tribal TANF Collaboration**

To begin Day Two of the Institute, Nadia Nijim and Jennifer Zanella, Child Welfare Program Specialists from ACF Region X; Mark Kimball, the Healthy Family Healthy Child Project Manager for the Confederated Tribes of Siletz Indians (Oregon); and Don Shircel, the Client Development Director for the Tanana Chiefs Conference (Alaska) presented on a panel discussing collaboration opportunities between Child Welfare and Tribal TANF programs.

Ms. Nijim and Ms. Zanella gave an overview of Child Welfare and the State and Tribal Child Welfare system, explaining that Child Welfare is a group of services designed to promote the well-being of children by ensuring safety, achieving permanency, and strengthening families to care for their children successfully (see Figure 4 for an overview of the Child Welfare system). They drew connections between Child Welfare and TANF in terms of the overlapping needs of families dealing with substance abuse, mental health, domestic violence, and poverty. They also discussed kinship care families who are served by both systems, the structural overlap of the two systems, and the connection between family instability and child abuse and neglect.

**Figure 4. A Glance at a State or Tribal Child Welfare System**



\*Adapted from the Quality Improvement Center for Non-Residential Fathers

Following Ms. Nijim and Ms. Zanella’s presentation, Mr. Kimball shared his experience working with the Healthy Family Healthy Child Project with the Confederated Tribes of Siletz Indians in Oregon. Mr. Kimball’s program takes a multi-departmental approach which includes Indian Child Welfare (ICW), TANF, Alcohol/Drug, Housing, Vocational, Rehabilitation, and the Community Health Department.

Mr. Shircel then shared how the Tanana Chiefs Conference has the authority to create and run their own Tribal Child Welfare programs, but that resources for Child Welfare were limited compared to TANF. However, while there are resources available for TCC’s Tribal TANF Program, there are more restrictions involved with the use of these funds.

Participants were directed to an ACF report from the five-year Tribal TANF/Child Welfare Coordination Grant demonstration to learn of other Tribal TANF/Child Welfare coordination efforts. The Federal Children’s Bureau also has its own technical assistance network available to assist grantees. Participants asked for guidance on sharing information between Child Welfare and TANF departments. Region X ACF staff offered to research the legal parameters regarding sharing information, specifically related to confidentiality.

**The Family Violence Option (FVO): How to Successfully Develop and Implement a Comprehensive Response to Domestic Violence**

Pamela Panther, Domestic Violence Specialist for the South Puget Intertribal Planning Agency, and Ilene Stohl, Coordinator of the Economic Justice and Prevention Project, Washington State Coalition Against Domestic Violence presented a session on the Tribal TANF “Family Violence Option” (FVO) that gave participants an opportunity to discuss methods for implementing a comprehensive response to domestic violence within their Tribal TANF program. Tribal TANF programs may allow support groups and other work on domestic violence issues to be counted as work activities, which gives domestic violence survivors the chance to recover from violence, and the creativity to establish a plan that works for them and move them forward (see Figure 5 for requirements related to the FVO). The training addressed successful screening procedures, maintaining confidentiality, determining good cause, TANF Domestic Violence Waivers, and coordinating with community domestic violence resources.

**Figure 5. Requirements when Adopting the Family Violence Option**

Most participants indicated that they currently have a domestic violence program or advocates on staff in their Tribe that can accept DV referrals. Tribes expressed concern over the FVO hurting their Work Participation Rate. It was explained that Tribes implementing the FVO would not be penalized for not meeting their Work Participation Rate if they have the FVO. Participants indicated that they would like ACF to advise them on the FVO in reauthorization.

If a state/tribe adopts the FVO, they must:		
Screen	Refer	Waive
<ul style="list-style-type: none"> <li>individuals receiving assistance for domestic violence while maintaining their confidentiality</li> </ul>	<ul style="list-style-type: none"> <li>such individuals to counseling and supportive services</li> </ul>	<ul style="list-style-type: none"> <li>requirements that make it more difficult for individuals to escape DV or unfairly penalize those who are or have been victimized, or individuals who are at risk of further domestic violence.</li> </ul>

### **Creating an Individual Development Account (IDA) program within your Tribal TANF Program**

The final session of the Institute was presented by Christy Finsel, an independent consultant on IDA programs, and Karen “Jack” Granberg, Program Specialist, Office of Family Assistance, ACF Region X. The session was targeted at Tribes that are interested in starting a Tribal TANF IDA Program. Participants had the opportunity to discuss in detail the process of creating a program and begin developing an action plan.

Ms. Granberg reviewed the document “ACF OFA TANF Questions and Answers: Individual Development Accounts (IDAs)”. She highlighted two key differences between TANF funded IDAs and Assets for Independence (AFI) funded IDAs – under TANF funded IDA programs there is greater flexibility in terms of asset purchases and the eligibility criteria is different. Under TANF funded IDA programs an asset purchase is considered anything that is reasonably calculated to accomplish one of the statutory purposes of TANF and is not limited to education, business capitalization, and first home purchases as it is with AFI. Eligibility under TANF funded IDA programs is defined by the Tribe, and can exceed the financial eligibility criteria used for TANF assistance. The family must include a child living with a custodial parent or other adult relative.

Ms. Finsel then presented an overview of native assets, asset building tools, and IDAs. She gave examples of how Tribes can link IDA programs with other asset building tools, and mapped out the multiple funding sources available to Native IDA programs. She focused on the steps involved in designing a TANF-funded IDA program from connecting to asset building practitioners and gaining buy-in from Tribal leaders, to allocating a budget for TANF funds to be used for the IDA program, to determining the cultural fit of the assets allowed under the program and the Tribal community, conducting community needs assessments and mapping the support system to sustain an IDA program, to making important program design decisions.

Throughout the session participants brainstormed possible asset goals for TANF IDAs that would aid TANF clients towards economic stability. Proposed IDA asset goals included: appliances, fuel costs, dental work required for employment, and paying for legal defense. Region X representatives collected these proposed asset purchases to research their allowability under TANF funded IDAs.

### **Closing Remarks**

Judy Ogliore and Karen “Jack” Granberg, Program Specialists, Office of Family Assistance, ACF Region X, thanked all participants for taking the time to come to the Institute and for their active participation and dedication to serving TANF families. They asked for participant feedback via evaluations, as well as encouraged participants to contact them directly with ideas for the future.



Appendix A: Agenda



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## Region X Tribal TANF Institute

# Agenda

## Wednesday, June 27, 2012

8:00 a.m. – 8:30 a.m.      **Registration and Networking**

8:30 a.m. – 9:00 a.m.      **Welcome and Opening Remarks**

### **Welcome**

#### **Steve Henigson**

Regional Administrator

Administration for Children and Families, Region X

U.S. Department of Health and Human Services (invited)

#### **Frank Shields**

Regional TANF Program Manager

Administration for Children and Families, Region X

U.S. Department of Health and Human Services

### **Introductions**

#### **Karen “Jack” Granberg**

TANF Program Specialist

Administration for Children and Families, Region X

U.S. Department of Health and Human Services

#### **Judy Ogliore**

TANF Program Specialist

Administration for Children and Families, Region X

U.S. Department of Health and Human Services

### **Opening Blessing**

#### **Leo Smith**

Nez Perce Tribe

### **Opening Remarks**

#### **Felicia Gaither**

Director, Division of Tribal TANF Management

Administration for Children and Families

U.S. Department of Health and Human Services (via Conference Line)



**9:00 a.m. – 9:20 a.m. Overview of Promising Pathways Initiative**

**Nicole Bossard**

Coach

Promising Pathways Initiative

**Louisa Jones**

Data Specialist

Promising Pathways Initiative

**Session Goals**

- To provide an overview of the Promising Pathways Initiative, the ten sites, the framework, team composition, and lessons learned.
- To share an initial overview of the technical assistance provided to Tanana Chiefs Conference.

**9:20 a.m. – 9:50 a.m. Looking at Data Collection and TANF Staff Collaboration**

**Moderators: Nicole Bossard**

**Louisa Jones**

**Session Goals**

- To discuss and share what systems Tribal TANF programs utilize.
- What can we do with the data that we already collect?

**9:50 a.m. – 10:00 a.m. Break**

**10:00 a.m. – 11:00 a.m. Collaboration Panel**

**Keith Bowman**

Data Director

Tanana Chiefs Conference

**Brenda Krupa**

Director, Employment and Training

Tanana Chiefs Conference

**Don Shircel**

Client Development Director

Tanana Chiefs Conference

**Anita Taylor**

ASAP Program Director

Tanana Chiefs Conference

**Moderators: Stephanie Barr**

**Nicole Bossard**

**Session Goals**

- To demonstrate the need for collaboration amongst programs, data teams, and information systems.
- To discuss the ASAP and Subsidized Employment Program Models and Logic Models.
- To show how hidden data and data you already collect can be turned into information.  
To share how logic models can be a useful communications tool for allowing programs to determine what they do and Information Systems staff to know how programs desire it measured.
- To demonstrate that measuring can be useful to all program staff as long as it is based on culturally, as well as statistically valid interpretations, and that enhanced data gathering can show your story.

**11:00 a.m. – 11:15 a.m. Break**

**11:15 a.m. – 12:30 p.m. Walking through Process Maps and Logic Models**

**Stephanie Barr**

Data Support  
Promising Pathways Initiative

**Nicole Bossard**

Coach  
Promising Pathways Initiative

**Louisa Jones**

Data Specialist  
Promising Pathways Initiative

**Session Goals**

- To provide Region X Tribal TANF Programs with an introduction to process mapping and putting together a logic model.
- To review key components of a logic model.
- To provide an opportunity for programs to begin to construct initial thoughts around their own program logic models.

**12:30 p.m. – 1:00 p.m. Action Plans around Connecting Information Systems/ Information Technology and TANF**

**Moderators: Stephanie Barr  
Nicole Bossard  
Louisa Jones**

**Session Goals**

- To provide Tribal TANF Program and Information Systems/ Information Technology staff with the opportunity to outline potential areas of collaboration and additional data and questions they would like to gather.
- To ensure that Region X Tribal TANF Programs determine potential areas to collaborate.

**1:00 p.m. – 2:15 p.m. Lunch (on own)**

Please take time during this lunch break to think about and discuss Work Participation in Rural Areas in preparation for the afternoon session.

**2:15 p.m. – 2:30 p.m. Recognition Ceremony**

**2:30 p.m. – 3:30 p.m.      Work Participation in Rural Areas**

**Moderator:    Judy Ogliore**

**Session Goals**

- Facilitated conversation with Tribes to discuss efforts of assisting TANF participants in accessing work and barrier removal services in rural settings.

**3:30 p.m. – 3:45 p.m.      Break**

**3:45 p.m. – 4:15 p.m.      Tribal TANF Fiscal Reporting**

**Sam Stitt**

Program Specialist

Office of Grants Management

Administration for Children and Families, Region X

U.S. Department of Health and Human Services

**Session Goals**

- Representative available on-site to discuss Tribal TANF fiscal reporting and meet with grantees.

**4:15 p.m. – 4:30 p.m.      Welfare Peer Technical Assistance Network**

**Stephanie Barr**

Welfare Peer TA Team

**Session Goals**

- To provide Region X Tribal TANF Programs with an overview of the Welfare Peer TA Network.

**4:30 p.m.                      Adjourn**



## Agenda

**Thursday, June 28, 2012**

**8:00 a.m. – 8:30 a.m.**

**Networking**

**8:30 a.m. – 9:45a.m.**

**Child Welfare and Tribal TANF Collaboration**

Child Welfare Program Specialist  
Administration for Children and Families, Region X  
U.S. Department of Health and Human Services

**Mark Kimball**

Healthy Family Healthy Child Project Manager  
Confederated Tribes of Siletz Indians (Oregon)

**Don Shircel**

Client Development Director  
Tanana Chiefs Conference (Alaska)

**Session Goals**

- To discuss collaboration opportunities between Child Welfare and Tribal TANF programs.

**9:45 a.m. – 10:00 a.m.**

**Break**

**10:00 a.m. – 11:30 a.m.**

**The Family Violence Option: How to Successfully Develop and Implement a Comprehensive Response to Domestic Violence**

**Pamela Panther**

Domestic Violence Specialist  
South Puget Intertribal Planning Agency

**Ilene Stohl**

Coordinator  
Economic Justice and Prevention Project  
Washington State Coalition Against Domestic Violence

**Session Goals**

- Participants will learn about the Tribal TANF “Family Violence Option” and explore and discuss methods for implementing a comprehensive response to domestic violence within their Tribal TANF program.
- Training will address successful screening procedures, maintaining confidentiality, determining good cause, TANF Domestic Violence Waivers, and coordinating with community DV resources.



**11:30 a.m. – 12:45 p.m. Lunch (on own)**

**12:45 p.m. – 2:30 p.m. Creating an Individual Development Account (IDA) program within your Tribal TANF program**

**Christy Finsel**  
Consultant

**Karen “Jack” Granberg**  
TANF Program Specialist  
Administration for Children and Families, Region X  
U.S. Department of Health and Human Services

**Session Goals**

- Session is targeted at Tribes that are interested in starting a Tribal TANF IDA Program. Participants will have the opportunity to discuss in detail the process of creating a program and begin developing an action plan.

**2:30 p.m. – 2:45 p.m. Break**

**2:45 p.m. – 4:30 p.m. Creating an Individual Development Account (IDA) program within your Tribal TANF program (cont'd)**

**4:30 p.m. Adjourn**

*Thank You for your participation!*



Appendix B: Participant Lists



## Speakers

### **Rick Alloway**

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## Region X Tribal TANF Institute

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