



ADMINISTRATION FOR
CHILDREN & FAMILIES

Regions IV, V, VI, VII, and VIII
Office of Family Assistance
Tribal Technical Assistance Meeting
May 3-5, 2016

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Overview

The U.S. Department of Health and Human Services (HHS), Administration for Children and Families (ACF), Office of Family Assistance (OFA), Regions IV, V, VI, VII, and VIII hosted the Tribal Technical Assistance Meeting on May 3-5, 2016 at the Hilton Minneapolis/St. Paul Airport Mall of America Hotel in Minneapolis, Minnesota. The meeting brought together Tribal Temporary Assistance for Needy Families (TANF) and Native Employment Works (NEW) stakeholders to discuss innovative strategies and collaborations to promote economic and social well-being for individuals, families, and tribal communities. During the meeting, tribal representatives engaged in talking circles and listening sessions, shared best practices, and participated in workshops and action planning in order to more successfully serve the program participants in their communities.

Over the course of the meeting, attendees were exposed to a variety of sessions by ten distinguished experts representing tribal government, community-based, as well as federal and state agencies. Fifty-four (54) Tribal TANF representatives registered for the meeting.

Specific topical areas discussed during the meeting included:

- Employment and workforce development strategies;
- Economic development;
- Multi-generation approaches;
- Human trafficking; and
- Case management strategies.

Day One

Welcome and Opening Blessing

After an opening blessing provided by Herb Sam, a Mille Lacs Band Elder and traditional healer, Stan Koutstaal, Acting Director, Division of Tribal TANF Management, formally welcomed everyone to the meeting, addressed logistics, and discussed the format of the next few days. He outlined sessions that highlighted OFA strategic priorities which include emphasizing partnerships, encouraging multigenerational approaches, and developing a data driven culture. Additionally, the meeting was designed to provide an opportunity for OFA to gather feedback from tribes operating the TANF and NEW programs. Mr. Koutstaal noted that there were 73 Tribal TANF programs total across the country, including three new programs. Two of the new programs (Prairie Band Potawatomie and Santo Domingo) attended the meeting.

Listening Session with OFA Regional and Central Office Leadership

Following the workshop's opening session, attendees took part in a listening session which provided tribes and states with an opportunity to voice their shared questions, comments, and concerns to ACF. The listening panel including the following leaders from ACF:

- **Stan Koutstaal**, Acting Director, Division of Tribal TANF Management, Administration for Children and Families, U.S. Department of Health and Human Services
- **Melissa Duis**, TANF Program Specialist, Administration for Children and Families, Region IV
- **Thomas Schindler**, TANF Regional Program Manager, Administration for Children and Families, Region V
- **Larry McDowell**, Acting TANF Regional Program Manager, Administration for Children and Families, Region VI
- **Gary Allen**, TANF Regional Program Manager, Administration for Children and Families, Region VII
- **Kisha Russell**, TANF Regional Program Manager, Administration for Children and Families, Region VIII

The first two questions centered on funding for Tribal TANF and NEW programs. OFA staff reported that no additional funding was on the horizon as these resources are tied to each tribe's respective state TANF block grant.

Following the funding discussion, NEW program representatives highlighted challenges and promising practices. The Oneida Nation shared that they have a small amount of NEW funding used for support services for single adults who are unemployed or under-employed. The Tribe identified many local, unserved single adults as the vast majority of their TANF funding is directed solely at children. Using NEW funds, the Tribe now has more flexibility in providing this population with employment services. Santo Domingo expressed excitement with beginning the early stages of their new Tribal TANF program. The Tribe's TANF director, who also leads the Head Start program, elected to encourage service integration by housing Tribal TANF within the Head Start building. Tribal TANF staff actively work with Head Start children while also supporting their parents' workforce needs – an example of a multi-generational strategy. The Eastern Band of Cherokee Indians highlighted how they search for partners to provide no-cost services for NEW participants. For example, the Sequoia Fund provides budgeting classes on the reservation, a needed training program given the lack of this skill in the community.

Attendees shared some of their current challenges. Standing Rock Sioux of North Dakota personnel highlighted their struggles with participants excluded from TANF due to monthly royalty payments. OFA commented that royalty sources determine whether this resource affects applicants' eligibility. For the Minnesota Chippewa Tribe, staffing and funding challenges led to fewer support services available for participants. Members of the Sisseton-Wahpeton Tribe of South Dakota have observed a sharp drop in GED attainment after a change in test requirements. The Confederated Salish and Kootenai Tribes of Montana recently assisted 13 GED boot camp graduates obtain their GED. Others agreed that the new GED requirements required a degree of digital literacy higher than many Tribal TANF participants possess.

Employment Strategies for Youth and the Hard to Employ

Like many communities across the U.S., Tribal communities struggle with issues such as mental health, domestic violence, and substance abuse. Despite these challenges, Tribal TANF and NEW programs are eager to collaborate with workforce agencies, employers, and those engaging in economic

development strategies to build opportunities for their communities. This session, moderated by Thomas Schindler, TANF Regional Program Manager, ACF, Region V, provided an overview of challenges facing Tribal communities and common barriers to employment. The session highlighted innovations that tribes are currently employing, and suggested strategies for how TANF, NEW, Workforce Investment and Opportunity Act (WIOA), and other programs can work together to develop innovative workforce solutions for tribal communities.

Charles Modiano, President at Career Skills for Youth Consulting, first encouraged attendees to consider staff principles that promote career readiness among youth (see call out box). A career ready culture within an organization can have a great influence over how well individual youth programs and staff effectively prepare young people for postsecondary education, gainful employment, and growth as leaders. Though powerful, this culture is more limited in its influence over broader systemic issues such as labor market trends, tuition costs, wage gaps, job creation, the criminal justice system, and employment discrimination. A career ready culture is more than curricula, a workshop, or a great facilitator.

According to Mr. Modiano, society currently operates in a knowledge-based economy, meaning that the majority of new jobs require postsecondary education or credentials. Mr. Modiano cited a 2013 report from the Economic Policy Institute that expressed the importance of educational attainment for Native Americans in securing employment. This highlights the need for an education-based workforce system that promotes a postsecondary education culture. Staff within the organization need to believe that postsecondary education is a key to success and convey that to youth. In addition, it is important to expose youth to colleges and vocations through field trips to educational campuses and work sites.

Staff Principles that Promote Career Readiness

- Caring Adults--this is critical;
- Look at young people as assets--what skills are transferable?;
- Create a non-judgmental environment; and
- Respect youth culture and intelligence.

In addition to education, people skills are required as over 90% of new jobs are in service industries such as healthcare, teaching, and business. Mr. Modiano highlighted a recent study that discussed a disconnect between the educational and workforce systems. The study showed that 96% of college administrators and teachers believe they sufficiently prepare students for the workforce while only 11% of employers think that students enter a job prepared. Employers want college graduates to possess skills such as:

- Problem-solving;
- Attitude and professionalism;
- Communication; and
- Teamwork and collaboration.

Attendees identified challenges they experience with the youth they serve related to the above skills, including:

- Not wearing professional clothing;

- Receiving conflicting information about workplace expectations;
- Having an easier time communicating through writing than speaking; and
- Feeling entitlement for the perfect position instead of working their way up.

Mr. Modiano discussed how to create a career ready culture within an organization. A career readiness program should simulate the workplace by creating a career-like environment throughout all components of the program. Mr. Modiano recommended youth interview employers to identify their needs. Programs often struggle with how to measure work readiness behavior and typically look exclusively at pre/post test results. However these tests only measure knowledge, not behavior. Programs should institute a process for measuring work behavior and measure monthly behavior change; if not monthly, then twice a quarter. Lastly, Mr. Modiano highlighted the importance of celebrating youth successes. This can be done through “Achievement Days” (minimum of once a quarter), a Wall of Fame, or instituting a practice where staff deliver four positive statements to youth for every one negative given.

Following Mr. Modiano, Barbara Stiffarm, Executive Director of Opportunity Link, presented on a work readiness curriculum specifically adapted for use with Native Americans. Opportunity Link is a nonprofit organization in Northcentral Montana that works with 11 counties and three reservations to help alleviate poverty. Northcentral Montana has a variety of micro-industries and employment in bordering towns and much of the available labor force is coming from Native American reservations. Unemployment on these reservations is high – up to 70% with a very low median per capita income. Employers often complain about a lack of skilled labor and that many of the available entry-level workers are unreliable, unskilled, and have unrealistic expectations. In turn, Native American workers often face issues with employers because of unclear expectations, discriminatory practices and prejudices, issues with time management, and a lack of understanding of Native culture.

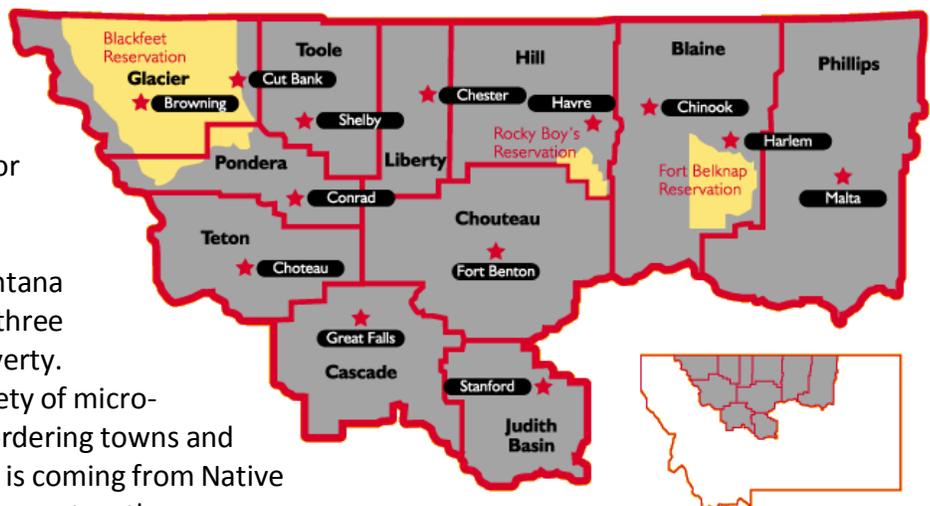
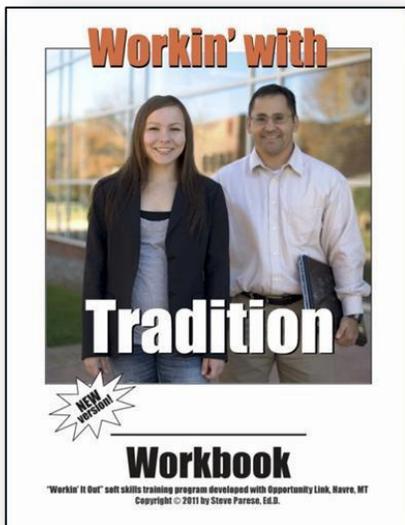


Figure 1: Map of the Northcentral Montana region in which Opportunity Link operates

In response to these issues, Opportunity Link, along with a number of partners, developed a curriculum called “Workin’ with Tradition”, a Native-focused curriculum that is part of a larger soft skills training program called “Workin’ It Out”. The “Workin’ It Out” series was developed by Dr. Stephen Parese and is used by the State of Montana statewide in a variety of workforce development initiatives. Though “Workin’ It Out” possessed some culturally appropriate training elements, it did not connect with youth and Native Americans. To develop the new, Native-focused curriculum, Opportunity Link engaged a diverse team of stakeholders from tribes across the region including respected cultural advisors, those who work with tribes, individuals living in and outside of reservation lands, 477

programs, Tribal Colleges, and Community Action Agencies. Staff conducted partner and client interviews to gather feedback and to help inform the curriculum development. This set of stakeholder feedback and data resulted in the creation of the “Workin’ with Tradition” curriculum – serving both as Train the Trainer material and content for participant workshops. A wide array of organizations use this curriculum, including YouthBuild Northcentral Montana program, Stone Child College, Fort Belknap 477 Program, Chippewa Cree Tribe TANF and WIOA Programs, and the Human Resource Development Council.

Ms. Strongarm next shared some of the key lessons learned from the design and development of “Workin with Tradition.” She outlined how it was important to be responsive to the community and partners’ needs and engage stakeholders by giving clearly defined roles and responsibilities. As the process progressed, it was necessary to ensure that staff addressed, responded to, and respected feedback from a broad range of stakeholders. It was also crucial to build on and replicate portions of existing, local, and proven program models. Opportunity Link is exploring an update to the curriculum that reflects recent changes to technology as well as emerging trends in adult learning and workforce development. Opportunity Link is also exploring opportunities to digitize and create webinars that allow for instant access to the trainings.



Talking Circles

For the final session of the day, participants were given the opportunity to participate in two 45-minute Talking Circle sessions. These Talking Circles served as extended and facilitated conversations with peers on the topics of work activities, employment in rural communities, drug testing,

workforce development collaboration and coordination, navigating program startup issues, as well as onboarding new staff and staff turnover.

Work Activities

Moderator: Stan Koutstaal, Acting Director, Division of Tribal TANF Management, OFA

Attendees identified their top two work activities for their Tribal TANF participants, which included: family support activities, education and training, community service, GED, job readiness, subsidized employment, work experience, assessments and drug treatment.

Participants shared examples of countable work activities in their tribes. One tribe provides a culture camp for youth, a week-long program during which a small cohort of youth learn from TANF participants who are skilled in historic preservation and traditional gathering activities. Making preparations for the camp, as well as instructing youth, are popular work activities for the TANF participants. Muscogee Creek actively encourages Tribal TANF participants to participate in a set number of traditional work activities such as powwow gatherings or the Stomp Dance. The tribe

emphasizes employment and training services to youth and has started focusing more on TANF purposes three and four¹, which resonate more strongly with youth than purposes one and two.

Employment in Rural Communities

Moderator: Kisha Russell, TANF Regional Program Manager, ACF, Region VIII

Participants discussed challenges to employment in rural communities, such as limited transportation options and employment opportunities. Many of the tribes provide transportation through government owned vehicles, regional transit systems, and networks of transit programs. Some programs provide gas cards to tribal members who transport other individuals to a job site. Tribes also discussed the challenge for participants who work later shifts, often past when transportation options remain available. Additionally, Tribal TANF participants often find the lack of available jobs in rural areas and the fear of relocation as barriers to labor attachment.

Child care is another significant barrier to employment in rural areas. The Omaha Tribe has one day care center that accommodates 40 to 50 children. It is housed in a basement that often floods, rendering it unusable. To deal with this issue, the Tribal TANF program is working to get TANF participants licensed to provide child care for other participants. However, some participants lose interest due to the complexity of the licensing paperwork and county guidelines. Tribes that operate a 477 program use Child Care Development Fund dollars to support in-home providers.

Drug Testing

Moderator: Elaine TopSky, Tribal TANF Director, Chippewa Cree Tribe Human Services Division

Ms. TopSky discussed how Chippewa Cree handles drug testing Tribal TANF participants. All participants go through the initial assessment, which includes a basic drug test. If the applicant tests positive for drugs they are referred for a full urine analysis. After this step, participants are referred to a case manager. For first time applicants and returning participants with no compliance issues, the case manager performs an assessment interview, and if the combined urine analysis and assessments point to a substance problem, the participant is put on a 30 day wellness plan, referred to an in-house iodinated contrast media (ICM) skin test (a method of detecting sensitivity to certain drugs), and scheduled for a wellness check.

¹ The four TANF purposes are: 1) provide assistance to needy families so that children can be cared for in their own homes; 2) reduce the dependency of needy parents by promoting job preparation, work, and marriage; 3) prevent and reduce the incidence of out-of-wedlock pregnancies; and 4) encourage the formation and maintenance of two-parent families (retrieved from: <http://www.acf.hhs.gov/programs/ofa/programs/tribal/tribal-tanf>)

Workforce Development: Collaboration and Coordination Opportunities

Moderator: Ann Blythe, Executive Manager, Tribal Child Support and TANF, Eastern Band of Cherokee Indians

Ms. Blythe shared some of her Tribal TANF program's recent collaboration opportunities. For example, the Tribe partnered with the Sequoia Fund to provide budgeting classes on the reservation for no cost. Staff work on-one-on with participants to avoid embarrassment by discussing budgeting challenges in a group setting. The Eastern Band of Cherokee also partners with vocational rehabilitation to prepare participants to take the GED. The Tribe is currently working through the challenge of educating teachers on the new GED requirements. Additionally, the agency works with the local tribal college to offer no-cost, three week courses on self-esteem building for women between the ages of 30 and 50. The Tribal TANF program pays for a babysitter to make it easier for participants to attend the course. An attendee asked if other colleges offer a similar self-esteem program. Ms. Blythe answered that, while their program is relatively new, other institutions have shown an interest in using their curriculum.

Ms. Blythe discussed the importance of employment and employer engagement on the reservation. The Eastern Band of Cherokee has 11,000 enrolled tribal members and between 85 and 100 active TANF participant cases. The TANF participant employment rate is relatively high, though these individuals predominantly work for minimum wage. The program provides some leeway with per capita payments and the impact on TANF eligibility; these payments still count as income, though the Tribe provides some discounts/allowances for professional clothing purchases. The Eastern Band of Cherokee convened a large employer meeting to gather input on their employee needs. The Tribe conducted the meeting jointly with workforce stakeholders, human service representatives, and employers from a five county radius. Using data from the meeting, the Tribal TANF program was able to match employer needs to participants with appropriate skill sets. The employer feedback sessions revealed a much greater labor demand than originally envisioned.

There are challenges of developing interest among non-tribal employers in hiring tribal members. The Eastern Band of Cherokee acknowledged that it took significant time to build relationships with off reservation employers. Session attendees also discussed the challenges of youth employment. A large number of Tribal TANF enrolled youth lack basic job skills and struggle to understand employer expectations on the work site.

Partnering with a local college to set up job readiness classes can help connect tribal members to an extended network of resources and employment opportunities. The classes run for four hours a day, twice a week, for four weeks. The Tribal TANF program helps participants arrange supports such as child care and transportation. The coursework focuses on teamwork, time and attendance, stress management, and budgeting. As an incentive, the program provides new work clothes for those that complete the course. After the course, participants participate in mock interviews as a way to build their confidence before the formal meeting with an employer.

5a. Navigating Program Startup Issues

Moderators: Ruth Miller, Family Assistance Program Specialist, OFA, ACF, HHS and Gary Allen, TANF Regional Program Manager, ACF, Region VII

Ms. Miller and Mr. Allen discussed startup issues for newer Tribal TANF programs. They explained that the ACF Regional Office is the primary contact during the Tribal TANF application process. Tribes should first contact the Regional Program Manager (RPM) and assigned Program Specialist for the Region. The roles of OFA Central Office are:

1. To review the Letter of Intent;
2. Support regional office in helping tribes get the Letter of Intent (LOI) submitted;
3. Coordinate with the Bureau of Indian Affairs (BIA) as needed – BIA is often involved when tribes have to describe their service area; and
4. Help determine Tribal TANF grant size.

The LOI must be addressed to the RPM, discuss the population to be served, identify a Tribal TANF primary contact, and propose an implementation date. It also needs to address the service area – will a tribe serve just tribal members on the reservation or all Native Americans on the reservation? Tribes must receive state approval if they wish to use the Tribal TANF program to serve non-Indians on reservation lands. Tribes must also consider if their service area will include tribal members living off the reservation. Programs can submit an amendment request at a later date if they wish to change their approved service area.

After the LOI submission, OFA will coordinate with the state to cross-check data on tribal population numbers, service area specifics, and other details. The state will then determine what percentage of the TANF program block grant they will allocate for the tribe (using 1994 population numbers). Prior to Tribal TANF implementation, the tribe must have a memorandum of understanding (MOU) in place with the county or state to transfer cases. The tribe must also have staff, policies and procedures, and data systems in place.

For those drafting the LOI, tribes should conduct due diligence on intended caseload size. Census and BIA data are both recommended data sources for tribes to utilize. Once the LOI is submitted and approved, the tribe must next develop and submit a Tribal Family Assistance Plan design. The plan needs to contain eligibility criteria for needy families; how the tribe will define “needy”; description of planned supportive services; goals of Tribal TANF program; assure that the tribe provided a 45-day public comment period; identify local employment opportunities for participants; work participation requirements; describe penalties/sanctions; and provide time limits on assistance.

It is helpful for tribes, when possible, to model their income and eligibility requirements to match the state’s in order to facilitate state-tribe relations and partnerships in the future. Tribes must also consider how programs will coordinate with tribal government, child support, NEW, and others regarding service delivery, program hierarchy, and avoiding duplication of services. Regional staff are also available to answer fiscal and policy questions as well as to help connect new Tribal TANF staff with existing programs for guidance and coordination. The Prairie Band of Potawatomi (a new Tribal

TANF program) commented that their Regional Office was particularly helpful during their application process. The Tribe also commented on the benefits of Tribal TANF program replication – their program is an amalgam of six other Tribal TANF plans, tailored to the Prairie Band of Potawatomi’s own local needs and opportunities.

5b. Onboarding New Staff and Staff Turnover

Moderator: Thomas Schindler, TANF Regional Program Manager, ACF, Region V

Mr. Schindler asked attendees to share the number of Tribal TANF staff employed in their communities and expand on some of their staffing challenges. Santo Domingo currently employs only one, the director. Lac Courte Oreilles employs three and have sent all new case manager hires for Eaglesun Software training.

Denise Honawa, Director of the Human Services Department of the Muscogee Creek Nation, is interested in how to train and retain staff due to high turnover in their agency. Mr. Schindler remarked on the importance of written guidance for new employees, even in smaller programs. Ms. Frances Dixon, Program Specialist at ACF, Region V suggested that the information from the case management session would also be applicable to employee retention. Ms. Honawa discussed the detrimental effects of staff loss on agency resources, specifically time and money. Ms. Honawa then explained that case managers must have a bachelor’s degree, but experience with case management and maturity are also highly desired. Her agency does not usually hire recent college graduates but prefer individuals with more experience. She also mentioned that half of the staff has been with the agency for five to six years.

Day One Reflections and Overview of Day Two

Gary Allen, TANF Regional Program Manager, Administration for Children and Families, Region VII, reflected on key points from Day One, which included the importance of effective case management and gaining client trust and partnerships with outside organizations for training. Day One also included discussion around the challenges that tribes face including staff turnover, lack of funding, and substance abuse.

Concurrent Tracks

Human Trafficking

Nicole Matthews, Executive Director, Minnesota Indian Women’s Sexual Assault Coalition, provided a review of the [Garden of Truth](http://www.prostitutionresearch.com/pdfs/Garden_of_Truth_Final_Project_WEB.pdf) (http://www.prostitutionresearch.com/pdfs/Garden_of_Truth_Final_Project_WEB.pdf), which was designed to understand trafficking and prostitution for Native Women as there are high rates of sexual violence against Native women and girls. One in three Native American women will be raped in their lifetime. Research shows that a history of sexual assault is a precursor to prostitution, and Native women are disproportionately impacted by prostitution. The goals of the study were to 1) assess the life circumstances of Native women in prostitution in Minnesota and 2) learn more about their needs for recovery. A team of researchers used questions

from existing work but added questions around boarding school, race/ethnicity of buyers and pimps, and access and usefulness of services.

The study surveyed 105 Native women in Minnesota using quantitative and qualitative methods. The demographic data revealed that 39% were under 18 when they entered into prostitution and spent an average of 14 years in prostitution. The mean age was 35 (range 18 to 60). Fifty-seven percent had family members who were involved in prostitution. Many reported being prostituted on the street or in private homes/apartments. The ethnicity of men who buy Native women for use in prostitution was 78% Caucasian, 65% African-American, 44% Latino, 24% Native American, and 9% Asian.

Antecedents to prostitution included:

- **Child Sexual Abuse.** Seventy-nine percent of women had experienced child abuse by an average of four perpetrators. Early childhood trauma sets women up for multiple victimizations. Two-thirds of the women had family members sent to boarding school where they experienced trauma/abuse.
- **Foster Care.** Forty-eight percent of women had been placed in foster care and had been in an average of five foster homes. Forty-six percent reported abuse during foster care.
- **Adoption.** Five interviewees were adopted, and all of them reported being abused spiritually or culturally in the adoptive family.
- **Arrests.** Fifty-two percent of the women were arrested as minors, an average of eight times, and several had been arrested for prostitution as children. The most common offenses were assault, underage drinking, truancy, and theft.

Among the findings, researchers found that 98% of respondents were currently or previously homeless. Half of the respondents met the legal definition of sex trafficking, where there was third party control over prostituting by pimps or traffickers. Eighty-six percent reported deception and trickery at the outset, and 92% wanted to escape (most of the remaining 8% were already out of prostitution). Forty-eight percent reported being used by more than 200 sex buyers, and 16% had been used by at least 900 sex buyers. Forty-nine percent reported giving most of their money from prostitution to pimps (42% of the pimps were gang-affiliated). Through their experience, 84% were physically assaulted, and 78% threatened with a gun, knife, or other weapon in the past month. Racism was also heavily reported as 42% of women reported racial verbal abuse by pimps and buyers. As with other types of sexual violence towards Native women, a majority of perpetrators were non-Native. Many women also reported violence as 92% had been raped, 84% had been physically assaulted in prostitution, and 72% suffered traumatic brain injuries in prostitution.

Women reported dissociations that included: flashbacks (65%), spacing out (71%), dizziness (28%), memory problems (68%), de-realization (59%), and not being in their body (50%). Chronic health problems were also prevalent as women reported: muscle aches and pains (72%), memory problems (69%), trouble concentrating (69%), headaches or migraines (57%), joint pain (52%), stomach ache or upset stomach (48%), and neck pain (44%). Many also had mental health diagnoses to include depression (78%), anxiety disorders (71%), bi-polar disorder (33%), and 56% of the women were taking medications at the time of their interviews.

The table below provides an overview of the needs of prostituted Native American Women.

Table 10. Needs of 105 Prostituted Native American Women

Need	Native Minnesota Need Women (n=105)	Prostituted Women in 9 Countries (n=854)
Individual Counseling	75% (79)	56%(431)
Peer Support	73% (77)	51%(393)
Vocational Training	68% (72)	76% (600)
Home or Safe Place	67% (71)	75%(618)
Substance Abuse Treatment	58% (62)	47%(356)
Self-Defense Training	50% (53)	45%(340)
Health Care	48% (51)	61%(480)
Legal Assistance	34% (36)	51%(366)
Physical Protection From a Pimp	26% (28)	23%(157)
Childcare	26% (28)	44%(335)
Legalized Prostitution	10% (11)	34%(251)

Many women had utilized support programs: 80% had used outpatient substance abuse programs, 77% had used homeless shelters, 33% had used sexual assault programs, and 65% had used domestic violence services. The women stated a need for different or expanded services, such as more culturally specific in-patient substance abuse treatment, housing and vocational counseling, and access to services that incorporate Native healing practices.

Ms. Matthews provided warning signs for those used in prostitution, which included: hanging out with older people that they have little in common with; having unexplained money, drugs, new clothes, cars; living in a house with frequent traffic and a lot of coming and going day and night; moving frequently (weekly-monthly) from one neighborhood, city, or state in a patterned method; suspicious business fronts; gang affiliation; suddenly withdrawn or changes in daily activities; changes in sexual activity, more or less promiscuous, or fearful of sex; inappropriate knowledge of sex; working in a strip club, or a sex shop; suspicious online activities; and child sexual abuse survivors begin posing inappropriately.

To serve this population, outreach to local homeless shelters is important, as is collaboration with other social service departments. Ms. Matthews stressed the importance of including welcoming language and information when promoting the program. Advocacy is an important step by educating staff on prostitution and trafficking to allow them to be patient, allow time to build trust, recognize fears, and focus on action. Ms. Matthews shared that language is powerful: “prostituted women” is better language than “hookers” or “prostitute.” Many of the women do not see themselves as victims and may not identify their behavior as prostitution or trafficking. However, women may also carry shame and feel disconnected from their culture. Advocacy can help provide basic needs such as housing, healing, mentorship programs, chemical dependency treatment, work skills, safety from pimps, relocation, civil and criminal legal assistance, help with children, and health needs. Ms.

Matthews concluded by sharing a prostitution research and education Web site:

[http://prostitutionresearch.com/.](http://prostitutionresearch.com/)

Ms. Matthews was followed by Linda Thompson, Director, First Nations Women's Alliance and Sadie Young Bird, Executive Director, Fort Berthold Coalition Against Violence. Ms. Thompson and Ms. Young Bird began by setting the context of prostitution for Native women. Between four and a half and five years ago, oil was found within the bounds of the Fort Berthold Indian Reservation, and, as more and more women were being forced into prostitution, Ms. Thompson and Ms. Young Bird decided to pursue their work around domestic violence and sexual violence prevention. They realized the need to partner with major metro areas to learn about trafficking, but also needed to apply the information to the Native population in a rural community. Around that time, First Nations Women's Alliance was asked to join in the creation of FUSE (Force to End Human Sexual Exploitation) to educate the community and create a safe environment. Hotels and casinos are beginning to recognize trafficking, but they need help and training.

The Trafficking Victims Protection Act of 2000 defines "severe forms of trafficking in persons":

- ◆ sex trafficking in which a commercial act is induced by force, fraud or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or
- ◆ the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

There are three types of trafficking, which include labor trafficking (domestic servitude, small business, peddling/sales, large labor), sex trafficking ("hostess" at a bar or club, residential brothel, escort services, pimp-controlled), and other trafficking (international marriage brokers/servile marriage, personal sexual servitude).

Human trafficking is a form of modern-day slavery, reported in all 50 states across the country. Human trafficking operates on supply and demand, and "thrives in conditions that allow high profits at low risk". Thirty-two billion dollars of income is generated from trafficking annually worldwide, and \$5 billion in Las Vegas alone. Other statistics include that 2.4% (3.3 billion) is the amount of Indonesia's GDP generated by trafficking and 14% (\$27 billion) of Thailand's GDP. Research has shown that indigenous populations are at the highest risk of being trafficked.

The speakers discussed the history of trafficking in the United States. Colonization is tied to trafficking as traffickers seek vulnerable persons and use various means to control them through age, poverty, chemical dependency, history of abuse, lack of resources or support, and lack of immigration status. Colonizers used various means to control indigenous persons to create/increase/perpetuate vulnerability such as trade, unfair labor practices, slavery, etc.

Historical trauma is defined as the "cumulative emotional and psychological wounding across generations, including the lifespan, which emanates from massive group trauma" (Braveheart, Chase, Elkins & Altschul, 2011). Trauma continues after colonization as the colonizer systematically removes

tribal means of self-support like buffalo hunting, land being taken/sold, and/or the denial of spiritual norms and also brings disease and war to the indigenous population. From the time of colonization, it is estimated that the indigenous population declined by two-thirds. Once the support systems are removed, the population is subjugated to reservations and forced dependency on the oppressor. Further, children were taken from parents and placed into boarding schools where they were abused and not given the opportunity to prepare for parenting themselves, simultaneously creating identity confusion. Five hundred years later, the oil in North Dakota brought waves of men to the rural areas, creating a demand for trafficking. Studies conducted in Canada show correlation between oil development and an increase in prostitution/trafficking activity (Sethi, 2007).

Ms. Thompson and Ms. Young Bird discussed red flags to identify trafficking victims, which include living conditions (i.e. individual not free to come and go as they desire, unpaid/paid very little, works long hours), mental/behavioral health (i.e. fearful/anxious behavior), physical health (i.e. unexplained injuries, signs of prolonged illness, signs of abuse), control/autonomy (not in control of own money, no financial records), and others (branding by trafficker, lack of knowledge of whereabouts, loss of sense of time). Further, not all victims are girls; boys are victimized and should be considered at risk as well. Red flags in Indian Country differ slightly, as affected juveniles may live at home with their parents. Victims may run away for periods of time but will return, often with additional possessions or be “branded” or tattooed by a trafficker or pimp. They may exhibit sexualized behavior, develop sexually transmitted diseases (STDs), or have injuries or bruises of unknown origin. However, some victims may not act differently than before. There is an increased risk for this population because helping professionals cannot remove the victim from their location/area of risk because they need the connection to their families, which also includes connections to offenders within the area of risk.

It is difficult to identify victims because they are guarded, in captivity/confinement, embarrassed, or carry shame, fear, self-blame, lack of trust, isolation, among other reasons. Victims become known to the organization through their parents or social services, as well as law enforcement through drug investigations. Anonymous tips or rumors that arise during existing investigations also helps to identify victims.

There are reports of prostitution on Fort Berthold both for adults and minors, and there is an increase of strangers and sex offenders in town. Ms. Thompson and Ms. Young Bird recommend monitoring

Trafficking Myths
<ul style="list-style-type: none"> ◆ Only immigrants/foreign persons are trafficked. ◆ Trafficking equals transportation across state or national borders. ◆ Human trafficking is the same as human smuggling. ◆ To be trafficked, a victim has to be restrained or physically forced to comply. ◆ Trafficking victims immediately ask for help. ◆ Trafficking victims always come from poverty or small rural villages. ◆ Sex trafficking is the only form of human trafficking. ◆ Human trafficking only occurs in illegal underground industries. ◆ If victims consent it is not really trafficking – they should have “known better” – <u>compliance is not consent!</u> ◆ Foreign victims are always undocumented or illegal.

children, questioning new friends, questioning extra money or new property, and reporting suspicious behavior.

Economic Development

Barbara Stiffarm, Executive Director of Opportunity Link, discussed the Opportunity Link program, which works with many diverse communities. It was established in partnership with 11 counties and three Indian reservations in Northcentral Montana. The purpose was to identify ways that the region could work together and generate prosperity for all through sustained independence. The Northcentral Montana region is larger than 10 states combined and includes 31,248 square miles for 148,000 people. The program launched a regional public transportation system with 17 passenger buses, which was a partnership effort between governments and tribes. The first day, they had over 30 people that wanted to use the bus system. A medical services spider mapping activity revealed that limited transportation funds were causing difficulties for people seeking medical services. The system has also helped people find employment – especially public schools looking to fill teaching positions.

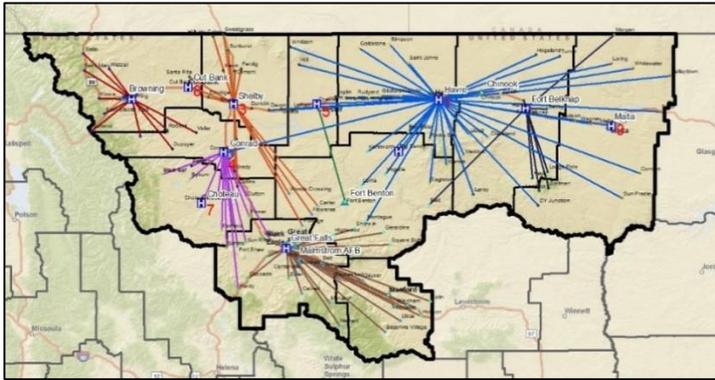


Figure 3: Map of the Northcentral Montana region showing the medical services spider mapping activity

The Northcentral Montana region is also a part of the HUD Sustainable Communities program. Opportunity Link submitted its grant application in September 2011 on behalf of the communities in the region and was awarded the grant in November 2011. The name Vibrant Futures was chosen for the HUD Sustainable Communities Regional Planning Grant, made possible by the Partnership for Sustainable Communities. Vibrant Futures' 20-year Regional Plan

Priorities resonated from meetings that were held as part of this Sustainable Communities Program. The plan includes attracting and retaining young adults and families to the region to engage them in the community, building partnerships and coordinated efforts, and utilizing local strengths to generate growth.

Challenges that Northcentral residents face include intergenerational poverty, lack of ability to plan or save, lack of financial management experience, lack of role model in the family, lack of credit, discrimination in mortgage lending, lack of financial institutions in some areas, and lack of traditional collateral. However, there are tribal and community opportunities to help alleviate some of these challenges, which include tribal and community colleges, extension programs (ex: food programs have a lot of potential for entrepreneurial startup growth), tribal government and community social services and programs (youth and adults), small business centers, credit unions, community or local banks, workforce development and training programs, loan programs, as well as technology and broadband.

The community itself also faces challenges, which include lack of capacity by partner programs, programs that may not be relevant or culturally appropriate, high housing and transportation costs,

lack of access to financial products or financial products that are not appropriate, limited infrastructure, limited private businesses, and extraction of revenue (money flowing out of the reservation). Opportunities provided by Opportunity Link Projects include: options for skills training and education (2-year associate's, certificate, pre-apprenticeship programs), a reliable and accessible public transportation system, an alternative restitution program, culturally appropriate skills training, a regional plan and commitment of partners to work together, and Volunteer Income Tax Assistance (VITA) sites, financial education, and capability.

Ms. Stiffarm also provided strategies for building community and individual prosperity:

1. Interconnected programming focusing on systems change by looking at financial capability and financial inclusion programs as part of a whole to improve financial security, improving access to education, skills training, and transportation, creating better jobs, retaining income and money in community, and building a better environment for businesses;
2. Utilize and integrate into existing programs and build partner capacity by providing financial education via tribal and community colleges, student-led organizations, summer youth internship programs, TANF, 477, and Family Empowerment Services programs, and VITA as well as small-enterprise development and support; and
3. Relevant, culturally appropriate, and timely programming, which means that programs and solutions need to address where they are now.

Ivan Sorbel, Executive Director of Pine Ridge Area Chamber of Commerce, provided an overview of the Pine Ridge Area Chamber of Commerce, a nonprofit organization on the Pine Ridge reservation. It was formed in 2000 by a small group of business owners on Pine Ridge because entrepreneurs on the reservation were having difficulty maintaining, running, and starting businesses, particularly around issues of land visas, taxes, and construction. Pine Ridge includes two million acres and has over 40,000 enrolled members. The Pine Ridge Area Chamber of Commerce is involved in a lot of social development efforts and has now been able to access grant dollars through its nonprofit designation. There are approximately 20 communities on Pine Ridge, but only two are sizeable. The Pine Ridge community itself is home to about 5,000 people, and central locations are primarily occupied by churches. Economic development has therefore been a challenge because if a business wants to start on Pine Ridge, they have to build and develop infrastructure themselves, which is quite costly.

As the Chamber of Commerce was forming, they looked at different tribes that were having success with tribal enterprise – Ho-Chunk and Winnebago in particular were doing well. Pine Ridge also drew from a Harvard study looking at a number of tribes and factors contributing their financial success.

In Pine Ridge, they came up with a list of action items to boost economic development such as access to lending/banks, stability in tribal government, and understanding law and country systems. There had previously been no Universal Commercial Code and no separation of powers between the court system and tribal council, both of which proved barriers to development. However, between 2011 and 2012, Pine Ridge received a \$50,000 grant to develop a Universal Commercial Code, and they adopted a separation of powers policy as a Nation.

The Chamber of Commerce has also faced difficulties quantifying and understanding the workforce. Getting accurate Census data has proved challenging, but enrollment figures have shown that half of the population is under the age of 24. The primary employer is the government, and there are minimal middle management jobs available. Low wage jobs are common on the reservation with high turnover rates, and Mr. Sorbel cited one business who employs 30 people and files around 300 W2s a year.

Mr. Sorbel outlined some of the reservations' economic successes. They conducted a Shop Local Campaign and analyzed how dollars were flowing in and out of the reservation. The Chamber of Commerce designed the campaign to educate tribal members about where their taxes go and what they pay for to encourage them to shop local. Pine Ridge collects its own taxes (4% sales tax rate that is collected by the state of South Dakota and then returned to the Tribe; there is also a motor fuels tax of approximately 22 cents/gallon; tax on construction and contracts (TERO) and finally, land lease, which is the major funder). The Tribe places the taxes into a general fund for education, death benefits, energy assistance, and the Tribal Council. Over the two years of the campaign, sales tax numbers increased by six percent.

Pine Ridge Reservation youth often do not have the opportunity to work because minimum wage jobs are filled by older individuals. In response, the Tribe is trying to build partnerships with the local school and Badlands National Park to provide summer employment (training high school students in workforce development and soft skills). They have also started a transit program to bus youth to work to alleviate transportation costs.

Question. How long did it take to get approved as a nonprofit?

Answer. About a year. We had to write bylaws and file for nonprofit status.

Question. Did you go through the Tribal Council to do this and incorporate under the Tribal Council?

Answer. We had to go through the state of South Dakota originally. Now it has changed so we can incorporate under the Tribe and the tribal law. It is modelled after Connecticut's corporate laws.

Question. Is there an attorney on the reservation that assisted?

Answer. We did it ourselves. There are templates for bylaws and that sort of thing. I do not think you need a lawyer for it.

Multi-Generation Approaches in Tribal Communities

Kim Turner, WECARE Manager at White Earth Nation, discussed the WECARE program, which began in April 2015. The White Earth Nation designed WECARE to take a holistic approach to family care. Mahnommen County is one of the poorest counties in Minnesota with a lot of health disparities.

WECARE developed through a five year process, designed to tackle programs that worked in silos where participants had to navigate the system by going village to village. It has also worked to address issues with service duplication.

WECARE was designed to communicate, coordinate, and build a client driven approach. The WECARE Assessment addresses spiritual, mental, emotional, and physical needs, and was designed to help understand family and community needs for both tribal and non-tribal programs. There is no wrong door for entry; participants receive the assessment as well as a Universal Release Form. WECARE staff submit electronic referrals to other service provider partners – these programs have three working days to contact participants to explain services after which participants identify what programs they would like to work with based on their needs. WECARE Team members and the participant/family meet to create a plan and sign a confidentiality form. During the meeting, the team reviews the identified needs and the participant identifies their priorities and what to address first. The plan is adapted to meet additional needs and goals. The WECARE plan is developed with phases of completion, and the team will meet as directed by the participant to review and complete goals. The WECARE plan is online but can be printed for reference. Despite being a new process, the Tribe has completed a total of 258 WECARE assessments since April 2015.



Following the WECARE presentation, Holly Snowball Morales, Director of Employment and Training, Cook Inlet Tribal Council, Inc. (CITC), discussed efforts of the CITC around two-generational programming. CITC is a tribal nonprofit service organization serving Alaska Native and American Indian people of all cultures who reside in the Cook Inlet region of southcentral Alaska. CITC serves more than 10,000 participants annually with a budget of \$43 million through four core service areas including educational services (youth education services including an annual Native Youth Olympics teaching strength, endurance, and tradition), employment and training services (tribal training, GED programs, fraud programs, Health Profession Opportunity Grant (HPOG) program, child and family services (case management and supervised visitation), and recovery/re-entry services (substance abuse, suicide prevention, peer support).

Figure 4: Presentation slide modeling the intake process used by the White Earth Nation prior to development of WECARE

The CITC 2Gen Approach includes a common intake during which participants first identify immediate needs and services for the whole family, a process developed under an ACF grant – “Agency without Walls”. The form is designed to identify upfront needs and appropriate services to streamline service delivery. The Tribal TANF program, serving 500 families a month, also uses a whole family approach. The program has case managers who take the full family into account, and stress the importance of helping parents and children succeed in education and employment. Families provide student attendance and grades as part of TANF reverification. Additionally, CITC is looking at ways to support noncustodial parent employment services to help increase the economic security of families through child support payments.

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Tribal TANF also completes an assessment to determine if more intensive case management is needed, which was developed with the Child and Family Services Department as part of a Child Welfare and TANF partnership grant. More intensive services include parenting classes for those at risk of becoming involved with the Office of Child Services.



Figure 5: Presentation slide showing Cook Inlet Tribal Council's Mission and Vision

CITC also received an Early Head Start Child Care Partnership Grant to partner with a local Child Care Center to increase their quality to Head Start standards. In addition, the program will work in partnership with the Tribal TANF program to train parents to obtain their Child Development Associate (CDA) so they can obtain employment at a local child care center. The program will also partner with the Center to develop cooking and culinary training in the evenings when the Center is closed for Tribal TANF and Center parents.

When developing programs, CITC looks for opportunities to provide two generational activities. CITC partnered with a local agency that provides basic literacy skills and built preschool services into the contract for parents who are working on improving their literacy skills to enter health-related trainings. Each day, the parents will work with preschool staff to learn age-appropriate activities prior to attending their educational classes.

Through their HPOG program, parents work on basic literacy skills in the same location where children will access quality preschool. They will also attend preschool lessons prior to basic literacy so they stay informed of what their children are working on.

The CITC 2Gen program has faced a number of challenges, including restrictions on funding, lack of funding, disproportionate statistics (Native men incarceration, substance abuse), and adding a tribal voice to the national conversation around two-generation approaches. However, there are also successes with creating opportunities. They have received a demonstration grant called Journey Ahead, a middle school intervention designed to improve the college and career readiness of Native students. The project provides advocacy services to CITC-enrolled students and their families. Additionally, because parents often struggle to stay involved in academic careers, a youth advocate attends parent-teacher conferences with the parents. CITC is also developing community partnership by creating collective impact models with partners across the state of Alaska to create a statewide impact. Additionally, they are working to develop tribal partnerships across both Indian country and non-tribal programs.

Question. Has there been an evaluation?

Answers.

- CITC: There is no official evaluator, though we have our own database systems and we create data elements to measure impacts.

- WECARE is in the process of developing a formal evaluation approach.

Question. What kind of database do you use?

Answers.

- CITC: We initially formed a Management Information System IT team. We built a system designed to accommodate all 477 programs. Individual users have different levels of access though all are able to review non-private information such as demographics, common documents, etc.

Questions. Do you have infrastructure in place for T1 lines? Have you experienced challenges with interconnectivity?

Answers.

- CITC: In Anchorage we do not have connectivity issues. Small villages not surprisingly deal with these issues on a routine basis.
- WECARE: We also have service areas without internet access. We provide paper assessments for these participants which case workers later will scan and upload.

The CITC programs are oriented around the four major areas to affect population level impact:

1. **Increased self-esteem and cultural identity.** CITC works to ensure that their programs and advocacy help bring about a community in which strong self-esteem and pride in Alaska Native identity and heritage is widespread.
2. **Increased self-sufficiency.** CITC wants to reduce reliance on entitlements from the government. CITC wants to create a community in which individuals take responsibility for both themselves and each other.
3. **Increased health and stable families.** CITC wants to build a community of families that help and strengthen each other.
4. **Increased equity and social justice.** Knowing that some of the challenges that the Alaska Native community face are rooted in attitudes and systems that perpetuate racism and prejudice, CITC wants to ensure that their programs and advocacy actively challenge and reform attitudes and systems that hold Alaska Native people back.

The Power of Planning and Sharing Your Program’s Story

During these breakout sessions, tribes explored the importance of planning to reach desired program outcomes and maximizing opportunities for participants. There was also an opportunity for tribes to discuss meaningful approaches to gaining stakeholder engagement.

Tribal TANF

This session focused on how tribes strive for program outcomes and how they currently share their program story with stakeholders (how this connects to a tribe’s reporting and data tracking systems). Tribal TANF Plans function as a roadmap for Tribal TANF programs – where they are going and how they want to get there. Moderators also asked tribes about how they will take information learned from the meeting and apply it to their Plans.

The following chart captures key information shared from tribes during this session:

Tribal Program	Shared Best Practice or Ongoing Challenge
Minnesota Chippewa Cree Tribe	Tracks participant questions not addressed in their Tribal TANF plan – the Tribe will use this information to modify their plan in the future.
Santo Domingo Tribe	Intends to have an “active” Tribal TANF plan by revisiting and modifying this document on a quarterly basis.
Lac du Flambeau Band of Lake Superior Chippewa Indians	Declared a state of emergency because of drug overdoses (prescription pill abuse) and banished 72 non-tribal members as a result. This created a momentum for service agencies to increase cross-program communication. The Tribe has also worked with SAMHSA on a tribal action plan centered on suicide, drug abuse, and bullying prevention.
Bad River Band of Lake Superior Tribe of Chippewa Indians	All tribal employees share the same email network to facilitate communication across the tribal government. Tribe also holds cross- agency monthly meetings to allow staff to network and troubleshoot, listen to outside speakers, report out from trainings, and establish self- sufficiency programming priorities.
Muscogee Creek Nation	Began TANF outreach campaign in 2010 to educate community on how TANF helps individuals become self-sufficient. Tribal TANF has actively built partnerships across the Nation – the program now has 195 work sites across the community where participants can meet work requirement hours. The Tribe has also spoken with California tribes about their subsidized employment programs.
Oneida Tribe of Wisconsin	Instilling in participants that TANF is not an entitlement program. The Tribe previously offered TANF funded emergency assistance (e.g., rental or utilities support) but now only provides these resources if participants show progress in paying their bills. They also now refer participants to budgeting courses. Following this policy change, the Tribe has seen a decrease in the number of participants requesting this assistance.
Omaha Tribe of Nebraska	Observed that TANF case managers were not utilizing other supportive services within the community. Began encouraging case managers to connect with other departments to discuss strategies for assisting participants transitioning from TANF or those not eligible for the program. Following this increased collaboration, the Tribe has seen a reduction in TANF caseloads.
Menominee Indian Tribe of Wisconsin	Experienced difficulty collaborating with other tribal departments – they plan to use Muscogee’s partnership and work site development approach.

NEW

Tribes discussed their general confusion with how NEW operates. Regional staff explained that the NEW programs offer job readiness and referrals to support services, while the state pays for child care

and transportation. When developing NEW program plans, tribes can select the service population, including youth. As part of the plan, it is allowable for NEW to coordinate with TANF.

Question: How do you determine what services to provide through NEW?

- One Tribe observed that a lack of public transportation is a huge barrier, so they focus on car repairs, registration, etc. to help people get to and maintain their jobs. If participants lose their vehicles, they have no way to maintain their employment.

Question: Do you receive encouragement from your Tribal Council to offer new supportive services to participants?

- One Tribe discussed their exploratory efforts to use NEW to address local transportation needs. As a first step in purchasing a vehicle for program use, the Tribe had to access and identify carryover funds. This was problematic as the tribal administration merges all 477 and NEW funds. Regional staff commented that, if they can identify the source, there are no restrictions for NEW carryover funds.

Question: I am a new manager for an employment services program. I inherited lofty goals for GED attainment but with the new test release I am uncertain how to move forward. Should we change our goals?

- OFA responded that it is important to analyze the “why,” more than meeting the goal. For example, what was the problem? Did people drop out? Did they not get the support they needed? When were the classes offered? Or was the goal just not realistic? There is an opportunity to look at the plan and change them to meet program needs.

OFA Comment: At the end of the year, NEW programs need to submit a statistical and narrative report. NEW plans are on a three year plan cycle and can be amended at any time; programs just need to contact the regional office to do so. OFA encourages changes because it shows that programs are looking at goals and outcomes and are wanting to make changes.

Question: What incentives do you provide?

- One Minnesota Tribe shared that they receive referrals for the NEW program to get Minnesota Family Investment Plan (TANF) benefits from the state. The grant allows for service of others (beyond TANF), so they started serving those exiting TANF after 60 months.
- Another Tribe noted that they provide incentives such as car repairs, insurance, and work clothes. The Tribe also subsidizes driving school fees as most entry level jobs require a driver's license.

Regional Meetings and Action Planning

Federal staff met with tribes from their respective Regions to discuss topics of interest. These meetings allowed tribes an opportunity to meet with Regional office staff, hear updates, and share information amongst their peers. During this time, tribes were also given the opportunity to develop action plans to help them translate the information from the meeting sessions into a plan for improving or adapting

programming in their communities.

Regions IV and VII

The program managers reminded the group that the Regional Office can provide training, technical assistance, share grant information and funding opportunities. Past OFA PeerTA requests provided information and support in developing plans and procedures. There are also webinars on [grandparents raising grandchildren](https://peerta.acf.hhs.gov/content/webinar-grandparents-raising-grandchildren-and-other-child-only-issues) (<https://peerta.acf.hhs.gov/content/webinar-grandparents-raising-grandchildren-and-other-child-only-issues>) and [drug endangered children](https://peerta.acf.hhs.gov/content/webinar-tanf-children-endangered-drug-use) (<https://peerta.acf.hhs.gov/content/webinar-tanf-children-endangered-drug-use>). There have been new PeerTA requests on case management and training for the governing body. There are other PeerTA resources available such as [online training](https://peerta.acf.hhs.gov/online-learning-center) (<https://peerta.acf.hhs.gov/online-learning-center>) modules. The Regional Office also shared that tribes now need to set up protocols for working with a domestic violence organization.

The session began with a discussion around supportive services. One Tribe mentioned requiring receipts for the last 90 days to show that participants have been paying bills in order to process their application, and the application is denied if they cannot show a record of paying their bills (at least a portion). Another representative explained that their Tribe provides a one-time payment with major expenses, such as rent.

A commonly shared challenge is drug testing at the time of application. It has also been a challenge having casinos as employers. They often have strict employment policies, and participants lose jobs because there is not access to reliable transportation.

Another Tribe discussed its partnership with vocational rehabilitation, through which they have come together to develop a plan to help employees remain accountable. Another Tribe mentioned that they have a program to assist the elderly and handicapped with their bills as part of Adult Protective Services (Vulnerable Populations).

OFA concluded the session by asking tribes about areas (other than funding) in which they needed assistance. While one Tribe mentioned more case management training, another suggested a computer lab for participants to access job searches and job applications. Another Tribe highlighted the ability to have a one-stop center in a larger building. Training for other programs and the Tribal Council on the TANF program was also mentioned as a way to teach the value of collaboration.

Region V

Federal staff asked grantees to reflect over the last two-days of the meeting in order to highlight key takeaways, ideas, best practices, or resources for potential use within their home programs. Regional Office staff captured grantee feedback in order to analyze this information, prioritize topics of interest, and identify the most meaningful approach to providing technical assistance, such as additional training, webinars, one-on-one technical assistance, or connection to PeerTA resources. Regional Office staff also discussed how they will notify grantees of any upcoming funding opportunities.

Region VI

The Regional Office discussed its role in assisting with program management and implementation and reminded tribes when reports may be due. Tribes then provided an overview of their programs and shared new developments and challenges they have been facing.

The Cheyenne and Arapaho Tribes have difficulty getting participants to complete their applications and attend their application appointment. Additionally, they discussed a potential need for assistance writing plans. They have also seen a growing interest among participants in obtaining commercial driver's licenses (CDLs) and are now gearing up for a youth program over the summer. They are primarily using NEW funding for college assistance (tuition and incentives when students meet certain milestones).

Muscogee Creek Nation has seen that participants face similar barriers, such as transportation and child care. This year, the Tribe will be writing a new plan (their plan is re-written every three years). The Tribe offers work clothing, car repair, and other supportive services. They also have several youth services (such as tutoring) and are working toward increasing their youth services. The average caseload is about 150 between three (and a half) case management specialists, and they have 15 total TANF staff, including a youth specialist, career specialist, and two intake specialists. They would like more information on how to present the TANF program to the community and the Tribal Council. The Tribe has also increased approved work experience sites from none to 185 just by cold calling employers, and they are now able to provide opportunities in a wide variety of career fields in a lot of different locations. The Tribe has also increased their focus on Purpose Four of TANF through a home visiting program.

The Zuni Tribe provides financial literacy workshops that focus on banking, credit scores, and budgeting. However, they have faced problems with follow-through on applications and motivating participants to participate. They have a childcare program and have tried to address transportation barriers as well, but public transit stops at 5pm, which has proved to be a problem. The Tribe also holds one-day conferences for couples and have received positive feedback. The conferences use a cultural aspect throughout, have mentors share their experiences, discuss communication skills, and cover domestic issues. They also offer CDL certifications under higher education for participants (also have a construction branch).

The Santo Domingo program is new and was able to learn both from the Zuni Tribe and through support from the Eagle Sun software company. Right now, they have one staff member and 13 active cases, although the State originally transferred over 37. The policy manual still needs to be finalized and approved. They have started developing Memorandums of Agreement (MOAs) in the community but are planning to set up additional agreements upon educating the community on the program. They are also considering applying for NEW funding and hiring a second staff member. The Tribe has Head Start and TANF in the same hub and has learned that of the over 200 Head Start families, data shows that over half of them also qualify for TANF.

Tribes asked OFA to discuss how a tribe can become 477. The name “477” comes from the law that allows tribes to pool the federal funding streams and get more flexibility on how those funds are used. The program also offers streamlined reporting. Finally, the session concluded with a brief discussion of best practices in case management and how to use the action planning template to record takeaways.

Region VIII

The Region reminded participants that they hold a quarterly call for all Tribal TANF and NEW programs, and they encouraged participants to call in and share promising practices. The Region is looking for examples of multi-generation programs, as there is a natural tie between Tribal programs and 2-generation programs because tribes have historically focused on serving the “whole family.”

One representative asked about any programs providing assistance to mothers without children in the home. OFA suggested that the program may be using non-TANF funding or providing short-term emergency assistance. Another participant asked if there was a way to see other Tribal TANF plans, and the Region responded that some tribes share them on their tribal government Web site.

The next question centered on TANF and drug testing. The TANF grant prohibits providing TANF dollars to those with drug convictions. One Tribe was having a conflict with their Tribal Council over this issue, and the Region recommended requesting a waiver.

Finally, tribes discussed what they will take away from the meeting. One representative, Elaine Topsy, was interested in adding more 2-generation elements to their service delivery as caregiver cases are increasing. She stated that adding more 2-generation elements would help change the image of TANF as a multi-generational entitlement program.

Day Two Reflections and Overview of Day Three

Larry McDowell, Acting TANF Regional Program Manager for ACF Region VI, encouraged everyone to use their Action Planning templates, pointing out that the first step to action planning is identifying key takeaways. He also asked for feedback on highlights and takeaways from Day Two. Attendees mentioned a number of key points and ideas that stood out for them from the previous day’s activities.

- Human Trafficking:
 - An attendee was surprised to hear that human trafficking occurs in all 50 states and that when a woman is prostituting herself where we live, it is not by choice.
 - The signs that a young girl might be involved in prostitution (e.g. running away for a few days and coming back with hair/nails done) were eye-opening.
- Economic Development:
 - Opportunity Link’s experiences highlighted the importance of utilizing and integrating existing programs and building partner capacity.

- Ivan Sorbel spoke to Pine Ridge’s experience with filing for nonprofit status and provided helpful information on the process for other tribes that are interested in doing so as well.
- Multigeneration Approaches:
 - The intake process used by White Earth is a very good system that includes a very comprehensive assessment. That could be something to take back and emulate.
 - Including the noncustodial parent (which a lot of TANF programs do) is really great for the overall big picture of the family.

Case Management Workshop: Part I

Jodie Sue Kelly, President of Cygnet Associates, began this session by sharing a key lesson learned from

38 years in the field of workforce development: “It does not matter how good the services are if the participant is not fully invested and engaged in them.” Conducting quality intake assessments; helping participants map out their own education, training, and employment goals; and working with them to maintain their motivation are essential aspects of successful case management. Ensuring that case management services are delivered in tandem with employer services – not in separate “silos” – is also very important.

To successfully help participants obtain and retain employment, and ensure employer satisfaction, case management services must be delivered in tandem with employer services – not in separate “silos.” Case managers should be aware of the needs of prospective employers and work with employment specialists to define “job readiness” and develop minimum standards that participants must meet before job placement (e.g., a well written resume, good job retention skills, appropriate occupational or academic qualifications, and a clear plan to overcome life challenges such as transportation or child care). Employment specialists will then be able to recommend program graduates to prospective employers with confidence and build employer support for future referrals. Effective case management can prevent employer services staff from feeling like they are “sticking their neck on the chopping block when they talk to employers.”

Ms. Kelly discussed four ways to conduct assessments: self-assessment, observation, structured interviews, and formal assessments. Self-assessment forms can help participants see a need for program services, particularly if they include questions with “yes/no” or one-word answers. Case managers can also gather useful information through formal assessments and observation of participants, but structured interviews provide more opportunities to help participants stay invested and engaged in development of their own plans. She offered the following recommendations:

- Use open-ended questions to actively involve the participant in the assessment process.
- Begin assessments with a focus on strengths, rather than “what’s wrong with you?”
- Use questions that invite problem-solving on the part of the participant.
- Sometimes it is helpful to ask a few questions in a row and then let the participant take the conversation where they want it to go.
- Ask permission before giving advice, providing information, or expressing a concern.

Helping participants visualize and express their own life goals (e.g., owning a car, paying my fines, buying my son things) is much more powerful than focusing on typical program goals, such as getting a GED, completing a training certificate, or finding a job. However, because people have natural comfort zones where they typically avoid change to minimize risk and stress, case managers should also be careful not to overwhelm their participants with too much information or advice. Rather, help them visualize their goals and guide them towards a zone of “Courage and Learning” where they feel ready to take a risk, try new things, and be open to change or the possibility of failure.

Ms. Kelly also emphasized how keeping participants’ goals at the forefront of the case management process can help maintain their motivation and focus. For instance, she advised being alert for signs of “slipping motivation” (e.g., verbal and behavioral cues, missing a session) and revisiting life goals as needed to revive motivation. For instance, listen for negative comments that participants may make, such as “What I hate about my life right now,” and be ready to turn those negative things into goals. “Inclusion of the dream is critical during on-going case management to continue motivation and change.”

Case Management Workshop: Part II

In the second part of this workshop, Jodie Sue Kelly focused on understanding the employer’s point of view (what employers are looking for), helping program participants prepare for job interviews, and “making the case” to employers.

She pointed out that employers tend to be “risk averse” – they are often wary of hiring applicants who have sporadic work histories, face too many challenges, or do not exhibit the kind of attitudes the employer is looking for. A good workforce development program will work directly with employers to allay fears of such risks, while also helping participants understand how to highlight their strengths.

Employers’ strategies for finding new hires have changed significantly during the last 20 years. In 1997, 28% used employment agencies and only 2% posted job openings on the internet; by 2012, 42% were posting jobs on the internet and only 3% used employment agencies. Many firms now use an online application for initial screening with the goal of identifying applicants who are the “best fit” or the “least risky” for them to hire. They are looking to find out “who you are” and applications often include personality tests designed to identify personality characteristics. There are no “right or wrong answers,” but there is often a right answer for what the employer is looking for. Case managers should help participants understand and prepare for this by working through some sample questions. One tip from Ms. Kelly is to “answer in the extreme.” That is, if the possible answers to a question are based on a Likert scale (e.g., “Strongly Agree,” “Agree,” “Not Sure,” “Disagree,” or “Strongly Disagree”), she recommended treating the question as a “true/false”



Figure 6: Presentation slide detailing how case managers can use their clients' goals to motivate and encourage them

type question and answering either “Strongly Agree” or “Strongly Disagree” to most questions. She also recommended looking at questions as they relate to the job you are applying for. For example, if someone is applying for a health care job and is asked whether they agree or disagree with the statement “You love to listen to people talk about themselves,” they might answer differently if they mentally substitute the word “patients” for people as they consider their answer and what an employer might be looking for.

As they choose between job applicants, employers generally focus on three things: 1) Do you have the skills and qualifications for this job?; 2) Are we going to like working with you?; and 3) If we hire you are you going to stay? Case managers can encourage participants to keep this in mind as they frame their answers to general questions. Also, because adults often learn by doing something, it is a good idea to help participants practice and role-play answers to typical interview questions.

Convincing an employer to hire graduates of a workforce development program often means showing them that you have solutions to their problems. That means you must first understand their problems. Because most employers do not have a problem finding employees in the current economy, offering to provide them with a ready supply of workers is unlikely to represent a solution for them. However, one problem that a lot of employers do have is turnover. For example, on the national level, the turnover rate for Certified Nursing Assistants is 43%, for Truckers it is 79%, and for Call Centers 33%. Other occupations with high turnover rates include pest control, fast food, retail, child care, movie theaters, and hospitality. High turnover is a problem for employers because they have to spend time and money to hire and train new staff. There are also hidden costs to morale and productivity. Identifying local employers with high turnover and offering solutions for this problem can be a very effective job placement method. Ms. Kelly offered the following ideas of ways to talk with employers about this issue:

- Share information on the number of program graduates who are placed in jobs and the percentage who stay in the job over time.
- Develop marketing materials that include examples of success and employers you have worked with.
- Do not sell “problem solving and follow-up.” Rather, emphasize any supportive services that you provide – and use the term Employee Assistance Program, which is a term used in the business world.
- Emphasize Applicant Screening and Matching processes.

One tip for building and strengthening relationships with employers is to find ways to show them first-hand what your program does. Ask them to do something for you (e.g., make a presentation to program participants or staff, attend an organizational event, or join your board of directors) and look for ways to introduce them to participants so “they see they are real people, like people they know.”

During the closing Q&A session, Ms. Kelly responded to a question about how to deal with employers who hire based on Equal Employment Opportunity Commission (EEOC) regulations. She indicated that you should welcome “any way in the door,” always ensure that the employer has a good experience, and continue to look for ways to show employers how to use your agency effectively.

Another point of discussion concerned “how to sell” employers on your services, particularly if they think of your participants as “risky employees.” Besides stressing that program graduates are “work ready” and “risk free,” you might also appeal to an employer’s sense of community and help them see the social value of the program. For example: “We work with young people who are looking for their very first job;” “We work with women who are trying to support their families;” “We work with veterans who have served our country.”

Meeting Conclusion

Gary Allen concluded the meeting by thanking attendees for their attention, input, and insight during the past three days. He encouraged tribes to work in collaboration with OFA’s Central Office, Regional Office, and Tribal TANF program peers to build on the relationships and ideas fostered during the meeting.

Appendix A

Agenda

Regions IV, V, VI, VII, and VIII Office of Family Assistance Tribal Technical Assistance Meeting



ADMINISTRATION FOR
CHILDREN & FAMILIES

Agenda

May 3-5, 2016 | Minneapolis, MN

Day 1

Tuesday, May 3, 2016

Time	Session Description
11:00 a.m.—12:30 p.m.	Registration and Lunch on Your Own
12:30 p.m.—12:45 p.m.	<p>Welcome and Opening Blessing <i>(Minnesota Valley Ballroom IV)</i></p> <ul style="list-style-type: none"> • Stan Koutstaal, Acting Director, Division of Tribal TANF Management, Administration for Children and Families, U.S. Department of Health and Human Services • Herb Sam, Mille Lacs Band Elder and Traditional Healer
12:45 p.m. – 1:45 p.m.	<p>Listening Session with OFA Regional and Central Office Leadership <i>(Minnesota Valley Ballroom IV)</i></p> <p><i>The listening session will provide tribes with an opportunity to voice their shared questions, comments, and concerns to the Administration for Children and Families (ACF). Questions that cannot be addressed during the listening session may be addressed during the closing session on Thursday.</i></p> <p><u>Listening Panel:</u></p> <ul style="list-style-type: none"> • Stan Koutstaal, Acting Director, Division of Tribal TANF Management, Administration for Children and Families, U.S. Department of Health and Human Services • Melissa Duis, TANF Program Specialist, Administration for Children and Families, Region IV • Thomas Schindler, TANF Regional Program Manager, Administration for Children and Families, Region V • Larry McDowell, Acting TANF Regional Program Manager, Administration for Children and Families, Region VI • Gary Allen, TANF Regional Program Manager, Administration for Children and Families, Region VII • Kisha Russell, TANF Regional Program Manager, Administration for Children and Families, Region VIII

Time	Session Description
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1:45 p.m.—2:00 p.m.

Break

2:00 p.m.—3:15 p.m.

Employment Strategies for Youth and the Hard to Employ
(Minnesota Valley Ballroom IV)

Like many communities across the U.S., tribal communities struggle with issues such as mental health, domestic violence, and substance abuse. Despite these challenges, Tribal TANF and NEW programs are eager to collaborate with workforce agencies, employers, and those engaging in economic development strategies to build opportunities for their communities. There are many examples of innovation within tribal communities that could serve as models for other workforce programs, such as youth employment programs, soft skills training, and tribal enterprises that offer employment opportunities for individuals in the community. This session will provide an overview of challenges facing tribal communities and common barriers to employment, highlight innovations that tribes are currently employing, and suggest strategies for how TANF, NEW, WIOA, and other programs can work together to develop innovative workforce solutions for tribal communities.

Moderator:

- **Thomas Schindler**, TANF Regional Program Manager, Administration for Children and Families, Region V

Speakers:

- **Charles Modiano**, President, Career Skills for Youth Consulting
- **Barbara Stiffarm**, Executive Director, Opportunity Link

3:15 p.m.—3:20 p.m.

Explanation of Talking Circles *(Minnesota Valley Ballroom IV)*

- **Lynn Carrier**, Senior Associate, ICF International

3:20 p.m.—3:35 p.m.

Break and Transition to Talking Circles

3:35 p.m.—5:05 p.m.

Talking Circles

Each participant will have the opportunity to participate in two 40-minute discussions. Talking Circles 1-4 will be repeated twice. The topic for Talking Circle 5a will be discussed in the first round only, and Talking Circle 5b will be discussed in the second round only.

Talking Circle Round One:
 3:35 p.m.—4:15 p.m.

Transition: 4:15 p.m.—4:25 p.m.

Talking Circle Round Two:
 4:25 p.m.—5:05 p.m.

1. Work Activities *(Minnesota Valley Ballroom IV)*

- Moderator: **Stan Koutstaal**, Acting Director, Division of Tribal TANF Management, Office of Family Assistance

2. Employment in Rural Communities *(Minnesota Valley Ballroom IV)*

- Moderator: **Kisha Russell**, TANF Regional Program Manager, Administration for Children and Families, Region VIII

3. Drug Testing *(Eagles Nest)*

- Moderator: **Elaine TopSky**, Tribal TANF Director, Chippewa Cree Tribe Human Services Division

4. Workforce Development: Collaboration and Coordination Opportunities
(Cardinal Perch)

- Moderator: **Ann Blythe**, Executive Manager, Tribal Child Support and TANF, Eastern Band of Cherokee Indians

Time

Session Description

5a. Navigating Program Startup Issues (First Round Only) *(Blue Heron Colony)*

- Moderators:

- **Ruth Miller**, Family Assistance Program Specialist, Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services
- **Gary Allen**, TANF Regional Program Manager, Administration for Children and Families, Region VII

5b. Onboarding New Staff and Staff Turnover (Second Round Only) *(Blue Heron Colony)*

- Moderator: **Thomas Schindler**, TANF Regional Program Manager, Administration for Children and Families, Region V

5:05 p.m.

Adjourn Day One

Time	Session Description
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8:45 a.m.—9:00 a.m.

Day One Reflections and Overview of Day Two

(Minnesota Valley Ballroom IV)

- **Gary Allen**, TANF Regional Program Manager, Administration for Children and Families, Region VII

9:00 a.m.—10:30 a.m.

Concurrent Tracks

1. Human Trafficking

(Blue Heron Colony)

Moderator:

- **Janelle Jones**, TANF Program Specialist, Administration for Children and Families, Region VIII

Speakers

- **Linda Thompson**, Director, First Nations Women's Alliance
- **Nicole Matthews**, Executive Director, Minnesota Indian Women's Sexual Assault Coalition
- **Sadie Young Bird**, Executive Director, Fort Berthold Coalition Against Violence

2. Economic Development

(Eagles Nest)

Moderator:

- **Patrick Heiman**, Manager, ICF International

Speakers

- **Barbara Stiffarm**, Executive Director, Opportunity Link
- **Ivan Sorbel**, Executive Director, Pine Ridge Area Chamber of Commerce

3. Multi-generation Approaches in Tribal Communities

(Mallard Point)

Moderator:

- **Marjorie Hudspeth**, TANF Program Specialist, Administration for Children and Families, Region VIII

Speakers:

- **Kim Turner**, WE CARE Manager, White Earth Nation
- **Holly Snowball Morales**, Director, Employment and Training, Cook Inlet Tribal Council, Inc.

10:30 a.m.—10:45 a.m.

Break

Time	Session Description
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10:45 a.m.— 12:00 p.m.

The Power of Planning and Sharing Your Program’s Story

During these breakout sessions, tribes will explore the importance of planning to reach desired program outcomes and maximize opportunities for participants. There will also be an opportunity for tribes to discuss meaningful approaches to gaining stakeholder engagement.

Tribal TANF (Minnesota Valley Ballroom IV)

Moderators:

- **Melissa Duis**, TANF Program Specialist, Administration for Children and Families, Region IV
- **Thomas Schindler**, TANF Regional Program Manager, Administration for Children and Families, Region V

NEW (Eagles Nest)

Moderators:

- **Marjorie Hudspeth**, TANF Program Specialist, Administration for Children and Families, Region VIII
- **Frances Dixon**, TANF Program Specialist, Administration for Children and Families, Region V

12:00 p.m.— 1:30 p.m.

Lunch on Your Own

1:30 p.m.— 3:00 p.m.

Concurrent Tracks Repeat

1. Human Trafficking (Blue Heron Colony)

Moderator:

- **Janelle Jones**, TANF Program Specialist, Administration for Children and Families, Region VIII

Speakers

- **Linda Thompson**, Director, First Nations Women's Alliance
- **Nicole Matthews**, Executive Director, Minnesota Indian Women’s Sexual Assault Coalition
- **Sadie Young Bird**, Executive Director, Fort Berthold Coalition Against Violence

2. Economic Development (Eagles Nest)

Moderator:

- **Patrick Heiman**, Manager, ICF International

Speakers

- **Barbara Stiffarm**, Executive Director, Opportunity Link
- **Ivan Sorbel**, Executive Director, Pine Ridge Area Chamber of Commerce

Time	Session Description
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3. Multi-generation Approaches in Tribal Communities
(Mallard Point)

Moderator:

- **Marjorie Hudspeth**, TANF Program Specialist, Administration for Children and Families, Region VIII

Speakers:

- **Kim Turner**, WECARE Manager, White Earth Nation
- **Holly Snowball Morales**, Director, Employment and Training, Cook Inlet Tribal Council, Inc.

3:00 p.m.—3:15 p.m.

Break

3:15 p.m.—5:00 p.m.

Regional Meetings and Action Planning

Federal staff will meet with tribes from their respective Regions to discuss regional topics of interest. These meetings will allow tribes an opportunity to meet with Regional office staff, hear Regional updates, and share information amongst their peers. During this time, Tribes will develop action plans to help them translate the information from the meeting sessions into a plan for improving or adapting programming in their communities.

- **Regions IV and VII** (*Eagles Nest*)
- **Region V** (*Minnesota Valley Ballroom IV*)
- **Region VI** (*Blue Heron Colony*)
- **Region VIII** (*Mallard Point*)

5:00 p.m.

Adjourn Day Two

Day 3

Thursday, May 5, 2016

Time	Session Description
8:30 a.m.—8:45 a.m.	<p>Day Two Reflections and Overview of Day Three <i>(Minnesota Valley Ballroom IV)</i></p> <ul style="list-style-type: none"> • Larry McDowell, Acting TANF Regional Program Manager, Administration for Children and Families, Region VI
8:45 a.m.—10:15 a.m.	<p>Case Management Workshop: Part I <i>(Minnesota Valley Ballroom IV)</i></p> <p><i>A growing number of human service and workforce programs are transitioning from traditional case management to a coaching model that more clearly puts the customer at the helm in mapping out his or her education, training, and employment goals. In this approach, customers take the lead in identifying their strengths, setting individual goals, and developing action steps to achieve these goals. Coaching has shown promise in increasing participants’ motivation to complete education and training, and other activities critical to finding and retaining employment.</i></p> <ul style="list-style-type: none"> • Jodie Sue Kelly, President, Cygnet Associates
10:15 a.m.—10:45 a.m.	<p>Break and Hotel Check-out</p>
10:45 a.m.—12:15 p.m.	<p>Case Management Workshop: Part II <i>(Minnesota Valley Ballroom IV)</i></p> <p><i>As a continuation of the previous session, Ms. Kelly will turn her focus to how programs can engage participants in job search. She will also provide strategies for job development and employer engagement that can help develop meaningful employment opportunities for participants and strong connections to employers in the community.</i></p> <ul style="list-style-type: none"> • Jodie Sue Kelly, President, Cygnet Associates
12:15 p.m.—12:30 p.m.	<p>Closing Remarks and Closing Blessing <i>(Minnesota Valley Ballroom IV)</i></p> <ul style="list-style-type: none"> • Kisha Russell, TANF Regional Program Manager, Administration for Children and Families, Region VIII
12:30 p.m.	<p>Adjourn Meeting</p>

Appendix B

Participant List

Regions IV, V, VI, VII, and VIII Office of Family Assistance Tribal Technical Assistance Meeting



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