



U.S. Department of Health and Human Services
ADMINISTRATION FOR
CHILDREN & FAMILIES
Office of Family Assistance



**Tribal TANF Summit to Improve Program Performance
and Strengthen Native Families
August 12-14, 2013**

Summary Report



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U.S. Department of Health and Human Services

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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), Division of Tribal Temporary Assistance for Needy Families (TANF) Management hosted the first national Tribal TANF Summit to Improve Program Performance and Strengthen Native Families on August 12-14, 2013 at the Grand Hyatt in Denver, Colorado. The summit focused on Tribal TANF program administration and participant engagement. Summit attendees were provided with opportunities to strategically engage with their peers and experts from the field to discuss best practices and the latest research, as well as to plan ways to improve TANF programming for low-income families. This report summarizes key highlights from the *Tribal TANF Summit to Improve Program Performance and Strengthen Native Families* (Summit).

Day One

Opening Plenary and Listening Session

- **Felicia Gaither**, Ph.D., Director, Division of Tribal TANF Management, U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance
- **George Sheldon**, Acting Assistant Secretary, Administration for Children and Families, U.S. Department of Health and Human Services

Felicia Gaither began by discussing that this national meeting was a response to tribes' many requests and was planned to encompass: 1) program administration; 2) participant engagement; and, 3) partnerships. Dr. Gaither was hopeful that tribes would use this meeting to meet with other program and service providers that could potentially have a large impact in tribes' communities and identify partners to leverage funding. She mentioned that at OFA, the biggest advocates and partners are the tribes' Regional Office staff. Over the Summit's two and a half days, participants had opportunities to inform ACF leadership and staff of successes and challenges related to Tribal TANF, while gaining information and knowledge on topics of interest. The feedback received at the Summit will inform services and help OFA staff in their efforts to provide guidance.

Next, Acting Assistant Secretary George Sheldon discussed his appreciation that the opening ceremony focused on the needs of children. The opening ceremony called to mind some of the critical questions staff in this field should ask themselves, such as "what kinds of lives are we leading for our children? What kinds of economic success and education are we setting up for our children?" The Acting Assistant Secretary remarked that America is in a great economic crisis, and the impact of the recession has fallen disproportionately on Indian Country. Among American Indians, poverty levels are twice that of the rest of the country. For some living on reservations, unemployment is five times the national average. Fortunately, some progress has been made during the Obama administration, particularly in regard to tribal child welfare, early learning, and reducing domestic violence.

The Acting Assistant Secretary discussed that he has learned much from going out to native communities. He was able to see how teaching traditional farming methods and instructing youth in their native languages helped create cultural connections. These experiences provided him with an

understanding of the pride children experience from being connected to their culture and the pride in the elders of their efforts. Recently, the Acting Assistant Secretary was in Montana listening to seven tribal communities talk about the impacts of domestic violence, drugs, and the rising levels of suicide on their reservations. What resonated with him was the importance of strengthening the economies in Indian Country. People need jobs and the opportunity to take care of themselves and their families. In the State of the Union Address, President Obama said, “America is not a place where chance of birth or circumstance should decide our destiny.” The Acting Assistant Secretary reflected on this statement by saying that ACF and the Administration for Native Americans (ANA) will be responsive to tribes’ needs and they are committed to the maximum flexibility within the law.

Listening Panel

- **George Sheldon**, Acting Assistant Secretary, Administration for Children and Families, U.S. Department of Health and Human Services
- **Lillian Sparks**, Commissioner, Administration for Native Americans
- **Stacey Ecoffey**, Principal Advisor for Tribal Affairs, Office of Intergovernmental & External Affairs, Immediate Office of the Secretary, U.S. Department of Health and Human Services
- **Susan Golonka**, Deputy Director, Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services

Robert McGhee started the panel by mentioning that 67 out of the 68 Tribal TANF programs were represented at the Summit, and 71 tribes were represented in total (those with acting letters of intent to operate TANF were also present). The listening panel was an opportunity for tribes to voice their questions, comments, and concerns to ACF leadership. Below are selected and summarized comments from tribes at the meeting:

- There is a need for TANF 101, basic case management training, and targeted training.
- P.L. 102-477 tribes are sometimes misunderstood in terms of the flexibility they have. Also, it is challenging for some to get TANF approved under P.L. 102-477. Many TANF programs want to become a P.L. 102-477 tribe and they should be able to move forward. They need clear and concise reasons why they may not be allowed so they can respond to that.
- There is an issue with child care. There is no way TANF participants can pay for child care when they are employed at minimum wage jobs.



- There is a need for demonstration programs on employment.
- The Tribal TANF-Child Welfare (TT-CW) grants have given tribes the opportunity to look at demonstration opportunities and models and these have been successful.
- People who make minimum wage endure many struggles and those in remote areas who often lack transportation resources needed to access better paying jobs are impacted more severely.
- ANA and HHS should support the Fatherhood program.
- Tribes experience challenges working with their states.
- The National Council on American Indians (NCAI) outlines priorities for TANF Reauthorization and ACF leadership need to keep those priorities in mind and think about more flexibility for Tribal TANF.
- Job creation is difficult in Indian Country and TANF participants are competing with other people in the labor market.

Mr. McGhee commented that these comments point to the value of peer networking. When confronted with these types of challenges, it is important to think about whether or not someone else has dealt with this issue and how to connect to share information. Commissioner Lillian Sparks responded to the need for TANF training and implementing its requirements by stating that they have recently started a webinar series and the first webinar, "TANF 101" focused on the basics of the TANF program. Some of this information will be repeated over the next several days. Susan Golonka noted that ACF has ongoing webinars and as they are hearing comments they will learn how to better target those webinars. There is also an opportunity for tribes to request targeted technical assistance to address their specific needs and challenges through the Welfare Peer Technical Assistance Network. Acting Assistant Secretary Sheldon commented that he thinks these are very fair observations and now is the time for ACF to really make some decisions.

Workshop: Tribal TANF: The Basics and Beyond

- **Mikaela Smith**, Region IX Family Assistance Program Specialist, Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services
- **Melissa Duis**, Region IV Family Assistance Program Specialist, Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services
- **Aditi Shrivastava**, Region IX Family Assistance Program Specialist, Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services
- **Marjorie Hudspeth**, Region VIII Family Assistance Program Specialist, Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services

This session was conducted twice by two sets of speakers: Mikaela Smith and Melissa Duis conducted the first session and Aditi Shrivastava and Marjorie Hudspeth conducted the second session. This summary incorporates information shared in both sessions.

To open the session, the speakers shared the session objectives and conducted introductions. In the room, tribal leadership was represented, along with caseworkers and Tribal TANF program administrators. The speakers then asked if any tribes were operating purposes three and four of TANF (see **Figure 1**).

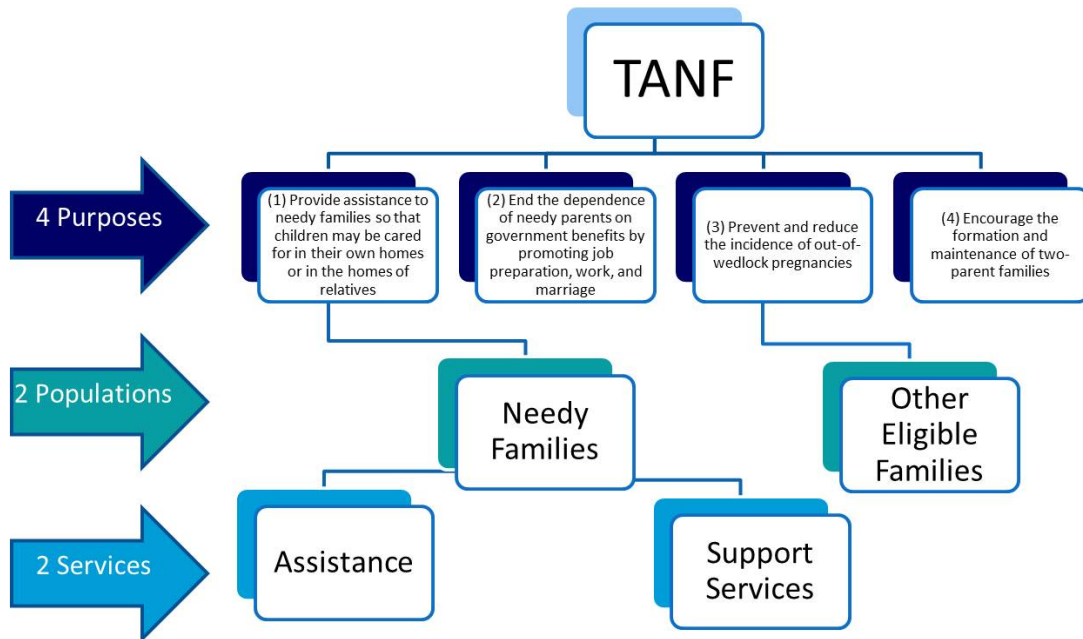
- *Central Council of the Tlingit and Haida Indian Tribes of Alaska* – They operate a fatherhood program and they conduct talking circles. It has been helpful with their clients. Through the fatherhood program they offer some community activities. To determine eligibility for non-needy services, they advertise the program and do not turn anyone away.
- *Salt River Pima-Maricopa Indian Community* – They have a Life Enhancement Resource Center and just opened an “Opportunity Center” in the same building. They set up computers and have a library.

Next, the speakers discussed some examples of common uses for TANF. These can include:

- Basic assistance payments;
- Heating and cooling assistance;
- Supportive services, such as, child care, transportation, clothing, etc. when participating in an approved work activity;
- Education and training programs;
- Counseling;
- Job skills training and professional training;
- Employment services for non-custodial parents that enhances their ability to pay child support;
- Teen pregnancy prevention programs;
- Parenting skills training;
- Fatherhood programs; and
- Non-medical substance abuse treatment.

The speakers then asked for examples of how participants have engaged their TANF child-only cases and if it has been a challenge to keep these families engaged. One tribe has some grandparents caring for the child and they are trying to figure out how to best work with the child, especially with their service area being southeast Alaska which limits them to providing all of their services over the phone. With TANF child-only cases, another tribe encourages the grandmother or aunt to also add themselves to TANF so they can also receive support. They work closely with their Child Protective Services (CPS) as well, who are under their TANF umbrella, so they know which families are not on TANF and may be eligible. At the Navajo Nation they currently have 800 cases active as TANF child-only cases. They brought the caretakers in to ask what they want. When grandparents raise their grandchildren sometimes it’s more difficult for them to connect to a different generation and the tribe has to work harder to connect them to resources.

Figure 1 – The Four Purposes of TANF



Next the speakers discussed TANF time limits. The maximum federal time limit is 60 months for TANF programs. They discussed that caseworkers should always be thinking of a goal for their participants – they need to create a sense of urgency for them to reach the next level of self-sufficiency. Tribes must determine their own time limits and some tribes can make exceptions to the time limits in cases of hardship, as long as these cases are laid out in the tribe’s TANF plan. Defining “Indian Country” can be an issue because some of the definitions in the Federal Register are very old but when one starts a Tribal TANF program, it is important to determine the service area because it may not be the reservation. The speakers suggested working with the local Bureau of Indian Affairs (BIA) to get an official definition of what that is so tribes know their service area boundaries. Tribes may have two different time clocks running in different service areas. Also, the exemptions to the TANF time limits are only allowed in “Indian Country.” For example, an area deemed to have over 50 percent unemployment may be exempt from time limits. To remain valid, this unemployment rate requires an updated assessment every three years.

Work participation requirements were another topic of discussion. The TANF plan identifies the tribe’s negotiated minimum work participation requirements which include:

- The work participation rate for all families (or one and two parent families); and
- The minimum number of hours per week that adults will be required to participate in work activities.

Rates are negotiated during the Plan renewal process. There was a question about when individuals are not meeting work participation requirements time after time, how sanctions can be imposed. Tribes determine the penalties against individuals who refuse to engage in work activities. The

speakers discussed referring to the Welfare Peer Technical Assistance Network (peerta.acf.hhs.gov) and they can send this question out over the weekly Welfare Peer TA Network E-mail Alert.

The speakers also briefly focused on sustaining and enhancing one's program, tracking and evaluating program outcomes, and reviewing TANF eligibility criteria, leaving workshop participants with an overarching review of all of the basics of TANF, and a brief exploration of ways to sustain and enhance their programs.

Questions and Answers:

- **Comment:** If you work hard on these purposes three and four, you are preventing families from becoming “needy families.”
- **Question:** Are there limits on using TANF for education and training?
 - Proposed education and training must be in the TANF plan and meet the purposes of TANF. The main constraint is often the budget.
- **Question:** It seems the only education that can be financed would be a 2-year program, which often limits participants to vocational training, unless they are in their Junior or Senior year of a 4-year degree.
 - The provision of services needs to be fair and equitable across the program. Time limits can also limit the length of activities.
- **Question:** Can we provide employment services for non-custodial parents?
 - Yes – when defining “family,” include the non-custodial parents. TANF programs are able to support non-custodial parents to help them pay child support.
- **Question:** A Tribal TANF plan is for how long?
 - Three years.
- **Question:** if we want to initiate a new program, do we need to make an amendment?
 - Yes, thirty days in advance of starting the program.
- **Question:** Can you provide guidance on what it means to provide “equitable services to the community”?
 - It is up to the tribe to determine the level of service provision for each activity. Your Regional Office can assist programs in develop this based on the experiences of other tribes. Many tribes add a caveat in plans that activities will be done as funds permit.
- **Question:** Can any other tribes elaborate on the employment services they provide for non-custodial parents?
 - Response from Lisa Washington-Thomas, OFA: This will be a big push next year. There will be Webinars offered through the Welfare Peer TA Network next year.
- **Question:** Who is eligible to receive services under purposes three and four?

- It is written as “other eligible families” – this can be defined specific to the needs of your community. For example, foster youth could fit this category. Ask other tribes how they define “other eligible families” or how they seek to achieve purposes three and four. Your approach needs to be written into your Tribal TANF plan and clearly documented.
- **Question:** If a person is exempt, are they still able to receive services?
 - Yes, if they are still meeting work participation hours, the time is just not included in their time limit.
- **Comment:** Examples of allowable work activities shared by audience members:
 - Navajo Nation:
 - Partnered with local college to look at tribal job openings;
 - Providing child care; and
 - Worked with local college to set up a training academy for over 50 TANF participants to be certified as child care providers. In return, they were hired by schools, child care providers, and child care facilities. Some have continued in school to open their own facilities.
 - Southern California Tribal Chairmen’s Association:
 - Explore NativeHire.org, which was established to work with the Department of Labor and large corporations. Tribal TANF programs can help TANF participants fill out resumes and use the Web site.
- **Question:** Can language courses be included in the TANF work activities?
 - Yes. For more details, discuss this with your Regional Office. This is the beauty of Tribal TANF; it can be individualized for the communities you serve and recognizes that mental, physical, and spiritual well-being are important steps on the path to self-sufficiency.
- **Question:** What is “job ready”?
 - There is no specific, universal definition; it is dictated by the case worker and tribe’s policy.
- **Question:** People can be “job ready” for a minimum wage job or they can be “job ready” for a family sustaining wage – can this distinction be added to the plan?
 - Yes, Tribal TANF can continue to support people through career pathways.
- **Question:** As we begin the process of taking over TANF for the tribe, how can we motivate participants who are not motivated by the threat of sanctions or termination?
 - You need to find a way to reach these families. When other families see one family being successful (getting a car, a good job) through the support of a program, it can help “sell” the program.

Workshop: Reporting/Audits

- **Gary Allen**, Region VII Program Manager, Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services
- **Susan Glenn**, Region VIII Fiscal Program Specialist, Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services
- **Kathy Rademacher**, Region VIII Fiscal Program Specialist, Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services
- **Alan Sieber**, Region VIII Financial Operations Specialist, Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services

This workshop outlined the federal reporting responsibilities and processes for Tribal TANF programs. The goal of the session was to provide participants with a better understanding of federal reporting policies and procedures while also learning effective strategies to prepare for and successfully navigate program audits. During the first part of the workshop, Mr. Allen reviewed the three primary reports associated with the Tribal TANF program: Tribal TANF Data report; Tribal TANF Annual Report; and Tribal TANF Financial Report. Mr. Allen provided an overview of goals, requirements, submission deadlines, and links to supporting documentation and reporting guides for all three reports.

Mr. Sieber and Ms. Glenn led a discussion on what tribes should anticipate during the single audit process (A-133). The speakers provided an overview of the purpose and process of an audit, while highlighting which aspects of a tribe's internal controls system auditors will likely focus their review. The presentation also covered recommendations on how to prepare for an audit which included steps such as fully understanding your award terms and conditions and treating costs consistently in accordance with a tribe's policies and procedures. Ms. Rademacher concluded the workshop by providing an overview of the Online Data Collection (OLDC) system, ACF's data collection access and submission program. Ms. Rademacher walked participants through the steps for setting up an OLDC account, how to input data into the program, and how to submit reports. All programs will be mandated to use OLDC by October 1, 2013.

Questions and Answers:

- **Question:** Can you recommend any best practices to avoid auditors discovering fiscal findings?
 - Complete and accurate documentation on how your program accounts for money is the foundation for all audit preparation. Reviewing the compliance supplement (www.whitehouse.gov/omb/circulars/a133_compliance_supplement_2013) is also helpful as it contains each category an auditor will review.
- **Question:** From an auditor's standpoint, which are preferred, electronic or paper files?
 - Auditors do not have a preference. You should follow your internal policy regarding paper versus electronic files.
- **Question:** Regarding the OLDC, will this software auto-populate using ACF-196T databases?

- No, the OLDC does not auto-populate.
- **Question:** The OLDC repeatedly reports verification errors stating we exceeded our administration cap even though this is not the case (Torres Martinez Tribe).
 - Ms. Rademacher will submit this issue with the OLDC Helpdesk.
- **Question:** What about costs associated with program assessment/evaluation beyond required reporting?
 - This would be reported as an administrative cost.
- **Question:** Will there be a Webinar for entering TANF data into the OLDC system?
 - This presentation walks through the different steps.
- **Question:** How do you report different state and federal fiscal years on the 196T?
 - If there are different state and federal fiscal years, you must track the expenditures separately.
- **Comment:** Summary trainings on early audit findings that included forms and checklists were useful presentations from the Grants Management Office in the past. Annual trainings would be helpful, especially in sharing trends.
- **Comment:** Using auditors is very important. It is also key that program staff understand the importance of accurately responding to auditors' questions.

Workshop: Tribal TANF Program Accountability: Writing Effective Policies and Procedures

- **Dr. Claude Enfield**, Program Chair/Faculty, Early Childhood, North Pioneer College

Dr. Enfield provided an overview of how to develop and implement effective policies and procedures in Tribal TANF programs that help clarify direction, provide structure, and ensure smooth operations. Effective policies and procedures ensure clear, simple, unambiguous, explicit, and organized guidance is provided within definite lines of authority while ensuring confidentiality. It is also important to ensure that they are family or client friendly and accessible. The session addressed challenges to developing effective policies including competition and lack of it, politics, stress, and turf doom on who has control over programs instead of working together.

Dr. Enfield shared that most effective policies include a definition of key terms in front of document, a mission statement, history of program, and on who has access to the policies and procedures. Session participants were led through a brainstorming activity on differentiating between policies and procedures for staff/personnel; clients; and communities. This included ensuring that staff policy and procedure subsections are provided for different programs and that human resources and general tribal policies and procedures are considered and incorporated to ensure seamless and legality of policies and procedures being developed. For client policies and procedures, the session focused on the need to be clear on eligibility, training, grievance and complaint, confidentiality, and customer satisfaction policies and procedures. Dr. Enfield shared that in developing and implementing state and/or community policies that it is important to document collaboration in writing including outlining

cooperative agreements, history of partnerships, policies on tribal/state relations, Memorandums of Understanding (MOUs), and even a checklist to ensure they remain effective and sustainable.

Questions and Answers:

- **Question:** All of our policies have to go through the Tribal Council—any suggestions on getting buy-in?
 - It was suggested to work with identified people on a regular basis.
- **Comment:** One participant noted that work activities policies and support services policies and different situations for families make it challenging. Programs and directors should try to be flexible while sticking to regulations. Families talk amongst each other to compare service types/amounts.
- **Comment:** One participant noted that Tribal TANF programs should include procedures for making referrals.
- **Question:** How do you integrate program design into policies/procedures?
 - Tribal TANF programs should mention in mission statement or in the very beginning that they have program description with goals and objections. Programs could include a flow chart showing how participants move through the system.

Workshop: Ensuring Program Integrity

- **Curt Muller**, Office of Inspector General (OIG)

Mr. Muller's work covers South Dakota, North Dakota, and Montana. He started by providing an overview of HHS while discussing the role of an Inspector General (IG). An IG has oversight to protect governments against fraud, waste, and abuse. There are currently 73 IGs across the government who work in very specific departments. Mr. Muller's responsibility is related specifically to fraud, waste, and abuse with HHS. IG's mission includes conducting independent and objective audits, investigations, and inspections and reviewing legislation and regulation. They have unrestricted access to agency records and information, helping them move forward without having to go through roadblocks. They also have subpoena authority to help their investigation and testimony.

Mr. Muller mentioned the Office of Inspector General's (OIG) web site within HHS located at: www.oig.hhs.gov. It has a wealth of resources and reports that may be of use to HHS program staff in grant(s) management and compliance. He discussed that HHS, OIG's mission is to protect the integrity of all of HHS's programs. They have over 500 employees, including over 400 criminal investigators and other mission support staff. Their priorities include:

- Health care fraud (approximately 80 percent of the budget is out of the Medicare Trust fund);
- HHS employee investigations;
- Child support enforcement;
- Grant and contract fraud;

- Exclusions;
- Self-disclosures; and
- Other program related investigations.

OIG operates on a partnership driven approach. Regarding tribal programs, their best referrals come from the tribes themselves. OIG works to tighten up programs through regulations, policies, and procedures while working with tribal partners in law enforcement.

HHS is the largest grant making organization in the government. In fiscal year 2011 alone, around 82,000 grants were awarded totaling over \$385 billion. Given the tremendous number of grants, OIG has considerable monitoring responsibilities. Further, the American Recovery and Reinvestment Act (ARRA) provided an additional \$31 billion in non-Medicaid/ Children's Health Insurance Program funding in FY 2009-2010. The Patient Protection and Affordable Care Act provided \$127 billion in additional funding through FY 2019.

Mr. Muller discussed that the big picture of all of this is that these programs affect the lives of nearly every single American, so proper oversight and controls are important. They always have to think about providing credibility and oversight to ensure funding goes to help families, children, and the elderly, as it is intended. Mr. Muller mentioned another useful Web site located at: <http://taggs.hhs.gov> that contains useful information on tracking accountability in government grants system.

Next he discussed fraud. Fraud is deliberate deception to secure an unfair gain. Federal grant funds are awarded for a specific “public purpose” and grantees must use those funds as agreed. Fraud can and does occur and can range from poorly managed programs to the extremes of intentional criminal fraud schemes. Most fraud, waste, and misuse schemes fall within one or more categories: conflicts of interest, lying or failing to properly support the use of funds, or theft. Consequences of fraud can include debarment from receiving future funding, civil penalties, criminal prosecution, and/or a combination of all or some of these.

To mitigate the risk of fraud it is important to get the basic education and talk about policies, procedures, and fraud. Partnerships and networking are important and Mr. Muller can help connect tribes to the right people. Possible fraud indicators that one should keep in mind include:

- One person in control;
- No separation of duties;
- Persons living beyond their means;
- No prior audits, etc.;
- Unusual behavior;
- Recent money problems;
- Lack of internal controls;

- Lack of regulations/operating procedures;
- Lack of oversight to enforce regulations; and
- Altered/suspect records.

Lastly, Mr. Muller mentioned that if anyone has questions or suspects fraud, they can call 1-800-HHS-TIPS (1-800-447-8477) or visit HHSTips@OIG.hhs.gov.

Workshop: Office of Family Assistance Division of Tribal TANF Management Update

Led by Dr. Felicia Gaither, Director of OFA's Division of Tribal TANF Management, this session focused on Central Office updates pertaining to TANF reauthorization, data collection priorities, and emerging Tribal TANF research studies. Dr. Gaither informed the audience that TANF is extended through the end of September 2013 though there is currently no formal proposal for reauthorization. Tribes should send TANF reauthorization comments to their Regional representatives or directly to Dr. Gaither. Tribal TANF data collection, analysis, and distribution remain a high priority. OFA recently released work participation rate (WPR) data for 2011 and the administration is working to post 2012 WPR data and tribal caseload characteristics data by the end of the year. OFA also hopes to produce a data collection and analysis webinar as part of their technical assistance offerings next year. Dr. Gaither described current, ongoing Tribal TANF studies which includes, among others, a Tribal Health Profession Opportunity Grant (HPOG) study, an outcomes focused report on Tribal TANF/Child Welfare grantees, and a study on how urban Native Americans interact with ACF services and programs. At the conclusion of this session Dr. Gaither asked participants to submit recommendations for future studies to either the Regions or Central Office.

Focus Group/Roundtable Discussion

This session consisted of a facilitated, one-on-one, peer networking opportunity in which participants made new peer connections, learned about new programs and interventions, and had a chance to validate the work they are doing. Following the networking opportunity, participants shared their "lessons learned" and "lessons shared." Select responses are summarized below:

- Through Fatherhood is Sacred Program, participants can break barriers and learn "who" they are.
- The Fort Belknap Reservation has an unemployment rate over 75 percent.
- There are tribes working on language preservation activities daily in their TANF office with families and children.

Focus Group/Roundtable Discussion



- Many tribes are working to find grants and resources to assist them in working with homeless individuals.
- It can take four to six years to develop a custom information management system internally.
- Tribes are successfully employing strategies to gain partners for their Summer Work Experience Programs.
- Tribes are using Tribal Child Care Centers as youth worksite for employment and leveraging Child Care and Development Fund (CCDF) resources for wages.
- Tribes are developing strategies to address the need for clients to pass drug screenings and background checks.
- Tribes are utilizing Electronic Benefit Transfer (EBT) cards for cash payments and they do not require every client to submit monthly receipts (although some may be required to do so).

Day Two

Day One Reflections

- **Susan Golonka**, Deputy Director, Office of Family Assistance, Administration for Children and Families, U.S. Department of Health and Human Services

Susan Golonka opened day two of the Summit by expressing how excited she was for the opportunity to convene all of the Tribal TANF programs. During the first day, Summit participants had the opportunity to connect both personally and professionally. The conversations pointed to a deep commitment to improving Tribal TANF programs, strengthening families, and supporting employment. Discussions also indicated that Tribal TANF programs are grappling with many of the same challenges, including:

- Transportation;
- Child care;
- Substance abuse and mental health;
- Lack of job opportunities; and
- Loss of major employers in their communities.

Ms. Golonka expressed an understanding that it can be difficult for Tribal TANF programs to provide services, while balancing the federal financial and reporting requirements. She noted that Central Office staff understands that the challenges facing tribes are different than those facing states – they do not have the same infrastructure at their disposal and often must work harder to build partnerships. The Summit was designed to provide information that would make it easier for tribes to operate their TANF programs, and to give them new ideas to consider.

Ms. Golonka concluded her remarks by asking Summit participants to share what they had learned and plan to bring back to their colleagues. One participant mentioned the promise of Salt River Pima

Maricopa Indian Community's new peer mentoring model. In this model, a successful TANF family is partnered with a new TANF family to help them navigate the program and support them through their participation.

Center for Medicare and Medicaid Services—Patient Protection and Affordable Care Act (ACA) Updates

- **Cynthia Gillaspie**, Technical Director, Eligibility and AI/AN Policy, Consortium for Medicaid and Children's Health Operations, Center for Medicare and Medicaid Services
- **Stacey Ecoffey**, Principal Advisor for Tribal Affairs, Office of Intergovernmental & External Affairs, Immediate Office of the Secretary, U.S. Department of Health and Human Services

Ms. Ecoffey initiated the session by providing federal-level context for this presentation. She shared that the HHS Secretary's Tribal Advisory Committee often does not hear about issues with TANF, child welfare, or other human service programs during its consultations; more often they hear about Indian Health Services. She encouraged attendees to make sure that tribal leadership comes to these consultations to discuss human services issues. Ms. Ecoffey explained that Tribal Health and Indian Health Services were asked to do a lot of the heavy lifting for the ACA in Indian Country, but they are reaching out to other partners including the Departments of Education and the Interior. They will be providing training materials and training sessions throughout the nation. She encouraged Tribal TANF agencies to help get families enrolled in the ACA if they are eligible.

Ms. Gillaspie then explained the goals of the ACA and how it will be implemented in the coming months, and how Tribal TANF agencies can participate. The goal of the ACA is to achieve a better continuum of care, in part by providing individuals with buying power for insurance through marketplace exchanges. These exchanges will provide Medicaid coverage to childless adults up to 138 percent of the federal poverty level (FPL). October 1, 2013 is the start of the open enrollment period and families would begin receiving services January 1, 2014. Information will be verified electronically as much as possible for considering applications. Those who utilize Indian Health Services are exempt from enrolling in the marketplace. The benefits of the ACA are that insurance companies cannot refuse coverage for pre-existing conditions; parents can keep children on their plans until age 26; insurance companies have to spend 80 percent of their premiums on health care; and insurance companies cannot impose limits for those who have chronic illnesses (yearly or lifetime limits are removed).

While native families are not required to participate in the ACA, enrolling in this program connects individuals to locally approved providers which directs money back into the community. Indian Health Services does not necessarily have specialists – Medicaid and the ACA Marketplace allows Indians to access these services. Between now and June 2014, the Center for Medicare and Medicaid Services will be actively doing outreach to encourage people to enroll, and will be providing trainings to service providers.

Questions and Answers:

- **Question:** Has there been any more discussion of how tribal members would be recognized? Medicaid recognizes them differently than the tribes themselves. Will there be any expansion of Indian Health Services?
 - For verification of Indian Status, Center for Medicare and Medicaid Services is working on electronic verification of status via other systems, such as Indian Health Services. Any documentation should work for the marketplace. For Medicaid, states do not have to verify Indian Status but some choose to do so.

Plenary on Child Welfare/TANF Collaboration

- **Melissa Clyde**, Senior Director, Indian Child Welfare Programs, Casey Family Programs
- **Kim Johnson**, Child Welfare Supervisor, Denver Indian Family Resource Center
- **Marilyn Kennerson**, Region VIII Child Welfare Program Manager, Children’s Bureau, Administration for Children and Families, U.S. Department of Health and Human Services

This plenary session focused on programs actively engaged in ensuring the health, safety, and general well-being of tribal children and families. The session also outlined strategies to strengthen TANF and Child Welfare collaborations and partnerships. Susan Golonka, Deputy Director of the Office of Family Assistance, moderated and introduced this session by emphasizing the common mission of both TANF and Child Welfare – to strengthen and keep families together.

Ms. Clyde provided the audience with an overview of Casey Family Programs and described how the organization works directly with states and tribes to reduce foster care frequency while also helping tribes access IV-E funding. During her presentation Ms. Clyde emphasized the importance of TANF and Child Welfare collaboration as it maximizes resources, advances a common mission, and helps

Marilyn Kennerson speaking at the Plenary on Child Welfare/TANF Collaboration



minimize duplication of services. Ms. Johnson spoke next on Denver Indian Family Resources’ (DIFRC) role in advocating for child welfare issues in central Colorado. DIFRC scope of activities includes promoting family preservation and reunification, providing parental education, and helping low-income families enroll in and navigate through public assistance programs. She explained that one of the keys to DIFRC’s success is strong partnerships with the Child Welfare and court systems.

Representing Region VIII’s Child Welfare division, Ms. Kennerson provided a general overview of the Title IV-E and Title IV-B programs. Title IV-E provides funds for states and tribes to provide foster care, transitional independent living programs for children, guardianship assistance, and adoption assistance for children with

special needs. Title IV-E is an uncapped program, meaning funds will be available for a child as long as they remain eligible. Ms. Kennerson also outlined Title IV-E expenditure and matching requirements and described the key components (e.g., description of a tribes' service area and documentation showing no material audit findings over the last three years) that need to be included with any Title IV-E plan application. She also briefly discussed the purpose of Title IV-B and the collaboration opportunities available through this program with TANF, Medicaid, and child support. Title IV-B is a flexible funding program available to tribes and states for child welfare services and prevention activities. Ms. Kennerson concluded her presentation by announcing that Child Welfare is rolling out new technical assistance supports via peer networks, eleven national resource centers, and access to training providers.

Questions and Answers:

- **Comment:** The Quileute Tribe shared outcomes from their ongoing Indian Child Welfare (ICW) grant. The program is primarily prevention focused, providing relationship classes for at-risk youth and teens in schools. Currently in its eighth year, the program is beginning to see positive outcomes such as a reduction in teen pregnancy and an increase in high school graduation rates.
- **Comment:** The South Puget Planning agency is in the second year of their ICW grant. The Tribe developed the program as a wrap-around support system for all TANF and Child Welfare children. The tribe submitted their Title IV-E plan on August 1, 2013 and is currently waiting for a response. They intend to use these funds to continue their wrap-around efforts.

Regional Meetings

Federal staff met with tribes from their respective Regions to discuss regional topics of interest. These meetings provided tribes with an opportunity to meet one-on-one with Regional staff, hear Regional updates, and share information amongst their peers.

Regions IV, V, and VII

Following introductions, Regional staff asked tribes to provide lessons learned or "things they wish they had known" prior to starting their TANF program. Not all tribes self-identified during their response.

Lessons Learned

- The TANF program was difficult to initiate due to a lack of available staff training and little guidance around reporting, case file maintenance, and other program operation aspects. Well documented case notes are vital in ensuring case worker transition is successful. A webinar around maintaining case files would be helpful.
 - In discussing possible webinars, it was recommended that OFA collect suggestions before forming the webinar to ensure the content meets the expectations. On the other hand, there was a concern expressed about what information is shared so that staff that

participates do not come back and say the tribe is not doing it right when that is how a tribe set it up.

- Eaglesun Systems, Inc. was a valuable partner in providing database construction and data sharing technical assistance.
- Verifying that a Tribal TANF applicant was previously enrolled in a state TANF program is challenging. Coordinating with Wisconsin state TANF workers to verify previous state enrollment has been especially difficult.
 - Frances Dixon offered to contact the state on the tribe's behalf. Regional staff reminded tribes to contact their regional representative with similar issues in the future as they could advocate on their behalf.
- Tribal courts are present but there is no child support payment enforcement. Courts state that non-custodial fathers may voluntarily pay or not pay their child support obligations. This is just one example of the challenges in cross-agency collaboration and one of the many difficult situations TANF directors face.
 - Tribal and regional staff advised, when possible and appropriate, to circumvent the tribal courts and file child support with the state.
- Conducting comprehensive assessments at intake is critical. It is during this process where case workers identify participant career interests, skills, and to begin building caseworker-client rapport. This information serves as the foundation for establishing a participant's sustainable career pathway.

Regional staff next asked tribes to report out on successful supportive service models they would recommend other Tribal TANF programs adopt.

- *Eastern Band of Cherokee* provides work appropriate clothing via gift cards for TANF participants entering the workforce. Along similar lines, the Tribe offers a clothing allowance to children in TANF families to purchase school clothing. Case workers accompany families during clothes shopping trips to validate that children receive the intended benefit. The Tribe also partners with their local community college to provide GED preparation training.
- One tribe seeks to address low self-esteem and high stress levels by inviting female TANF participants to participate in a spa wellness day. The event offers woman manicures, hair styling, and aromatherapy. Staff also instruct participants in methodologies for identifying and addressing stress.
- *Red Cliff Band of Lake Superior Chippewa* is finding ways to build participant motivation and place them in career pathways that align with their actual interests and skills. In response to a participant's request to purchase their own children's Christmas gifts, case workers arranged cooking and craft classes. Participants sold products made during these classes and used the money to purchase Christmas presents. Case workers placed proceeds from the classes in a general fund so as not to impact the participant's cash grant amount. In addition to product

sales, participants also used the classes as peer bonding, exchanging parenting and relationship advice.

- *Oneida Nation* offers transportation assistance through bus passes valid on both the reservation and in the city of Green Bay. The Tribe also assists with repair and vehicle registration expenses as well as directly transporting participants and their children to school, job sites, or relevant community events. Oneida Nation also provides Non-Custodial Parents (NCP) with support services such as auto repair, auto insurance, Driver's License reinstatement, clothing, tools, etc. They still have to meet eligibility criteria. Other tribes were interested in learning more about NCP services.
- Another tribe reported offering participants subsidized bus passes, school supply and clothing assistance for children, budgeting and parenting classes, GED training, and assistance with first month's rent.
- *Mille Lacs Band of Ojibwe* provides clothing gift cards with the stipulation that participants agree to use these benefits for only accepted reasons and to submit receipts to their case worker. Failure to submit receipts may result in participants becoming ineligible for benefits for up to one year.
- One tribe covers tribal enrollment costs for eligible children. Reporting on this practice led to further discussion among the meeting participants regarding tribal enrollment policies. This included whether or not TANF funds could be used to cover DNA testing costs required for a child's enrollment into the tribe. The majority of tribes in attendance based tribal enrollment eligibility for children on having at least one family member already a tribal member. A question was also raised regarding the feasibility of offering a tribal enrollment waiver for any new born babies. No other tribes reported having this policy in place but the consensus was that tribal plans could be amended to allow such a waiver.

During the final thoughts section of the meeting, Region IV reported a growing interest from other tribes (Choctaw among others) in their region in learning more about Tribal TANF.

Regions VI and VIII

The purpose of the meeting is to provide informal discussion and interaction. Larry Brendel, TANF Program Manager for Region VI, mentioned that there were some specific policy issues that some of the tribes mentioned, for example, what can be paid for in terms of food and events you might sponsor? Larry mentioned that there are Q & A's on the ACF website that can help with some of these policy questions. There are at least two overriding principles: "reasonable, necessary and allocable" and "meeting one of the four purposes of TANF". Also, to reiterate a point made by Claude Endfield, if it is not written it does not exist. The Regional Office staff can work with Tribal TANF programs on what might be allowable.

The first issue for discussion was TANF time limits. Discussion points included: How do tribes address the time limit of 60 months if the employment rate is below the 50 percent threshold? Do tribes continue to assist the families with limited federal funding? How do tribes continue to assist the

family? Also how is the issue of possibly having more than one service area and two different time limits/clocks running addressed?

- *Loren Stiffarm, Fort Belknap* – When you have these time limits and can extend them based on the unemployment rate of 50 percent or above, what documentation is used? Is it the BIA labor force report? Head Start surveys? Tribal planning statistics?
- *Ken Ryan, Fort Peck* – We looked very hard at our unemployment rate and found a gap between the Tribe's and Montana's statistics. It is not fun looking anywhere when there is such a high level of unemployment. We ended up looking at the people that are unemployed and found out the main reason is not having a diploma or GED. We are a P.L. 102-477 program and want to train our people but education limits this. Our community college has a nice vocational education program but they cannot access those people.
- *Marjorie Hudspeth, ACF* – It is outlined in the regulations and they give examples, it is up to each individual tribe to decide which information you want to rely on. We do not dictate that documentation. It is a good idea to note why you use that data. BIA did not do a labor force report in the past couple of years and tribes have brought this up and we know it is a problem because the state reports do not always separate the service areas.
- *John Wadda, Eastern Shoshone* – BIA labor force report stopped being published due to false information. Regarding the use of statistics, some tribes were using the higher number of unemployment when they should not have. The Eastern Shoshone negotiated the labor force report in the 2000's. We were able to exempt the 60 month rule due to our unemployment rate. We went to the NCAI meeting a couple of years ago and the BIA employed an economist to come up with the numbers but they are using the Census and basing it on the last Census that only had 10 questions – John thinks it is the American Community Survey but tribes/tribal members do not even exist in that survey. Official definition of unemployment says that you have to be looking for a job to be unemployed/apply for unemployment, and if you are not, you are not even in the rate. Our tribe has been doing its own survey which is like the Census but for the Reservation which gives us an employment rate. His recommendation is that tribes should do their own surveys to get their numbers and use this data when outside agencies ask for unemployment figures.
- *Larry Brendel, ACF* – The regulations do not prescribe the way you determine the rate but you need to have those policies and procedures in place so you can show the data and justify it. For the record, I just want to clarify that tribes cannot exempt or otherwise dismiss considering the "60 month rule;" but as permitted by regulation, the tribe would not count towards the time limit any month of receipt of assistance by an adult during which the adult lived in Indian country in which at least 50 percent of the adults were not employed.
- *Marjorie Hudspeth, ACF* – The exemption only applies to those living in Indian Country as BIA defines it. When you do the count, you must encompass all adults.
- *Larry Brendel, ACF* – As far as resources for continuing to serve those folks, that is another issue that tribes were wondering about. Are there comments on continuing to serve those folks?

- *Bernadette Panteah, Pueblo of Zuni* – How do you continue to provide assistance and extended case management for those nearing the time limits? We do not have much funding left over for support services with all of the cases we have. Dr. Gaither suggested putting limits on the number of new applicants we approve on a monthly basis. We help those with disabilities apply for Supplemental Security Income (SSI) benefits but it's a long process and we have more participants with learning disabilities not severe disabilities like what SSI serves.
- *Blackfeet Representative* – Participants can do education or training or look for work. Do any tribes dictate whether or not they need to get their GED? We leave it up to them because we do not want to set them up for failure. We have trainings and employers coming through but we have a hard time helping these people because they do not have GED's or driver's licenses.

Larry moved on to the next issue which was around career assessments and tools designed to help participants figure out career options.

- *Bernadette Panteah, Pueblo of Zuni* – For intake we do strengths assessment and look at their barriers and use this to develop their plans. A lot of people do a high school diploma. Our philosophy is education first. We try to think of creative ways but high school diploma is our biggest barrier too. With our housing authority, they require a high school diploma just to do labor. What are tribes using for career assessments? Meyers-Briggs?
- *Elaine Top sky, Chippewa Cree* – We require substance abuse testing as part of eligibility. We spend most of our time referring those people and tracking them with the chemical dependency center. We have identified the 3 highest barriers as substance abuse and addictive behaviors, GEDs, and driver's licenses. It is a really big challenge and this summer we have a driver's license boot camp and paid a stipend if they got this successfully. We had a GED boot camp but that did not work as well. We are paying a stipend but they have to make good progress every week with an incentive at the end too. We are trying to get case managers to put limits on clients who have been on TANF for 15 years.
- *ArleneTempler, Salish and Kootenai* – We are up against those 5 year limits. We have looked at bundling jobs. We tell our participants to go off TANF and save your TANF months when you are able to get seasonal jobs. We have drug testing but it is not part of the eligibility. In their family plan they address those issues. We do other testing to find out about GED and driver's licenses. We have mentoring classes that help with GEDs. The mentoring class provides a pseudo work environment as well.
- *Ken Ryan, Fort Peck* – Another barrier I have seen in our community is methamphetamine addiction. It's insidious and terrible.

Larry used this as a segue into the third topic which was drug testing welfare participants. About 21 or one-third use drug testing in their TANF programs. Who is tested and under what circumstance does it affect the eligibility? How do you fund those treatments because you cannot fund it through TANF? Randomly or based on suspicions?

- *Liz Gobert, Blackfeet* – They are thinking about doing drug testing but they want to work with the Coalition because their treatment center only has 10 beds. They want to make sure there

will be a facility for them if they do drug testing. Another thing with this high rate of no GED – what is happening with the schools? They need to work with them on prevention. Why are they having such a high rate of dropouts? With the time limits, they are limited to certain amounts of time for different categories (education, job search, etc.) so she wants to build a curriculum under each of those areas. If they can get this curriculum built within those categories, they will keep those clients busy. For their child-only caretaker relative they want to connect with the schools. Some of these grandparents have no idea what to do with these kids that come into their home. She thought about having the teachers outline the agenda of what they are teaching the children each week so the parents can keep on the same page with the teachers.

- *John Wadda, Eastern Shoshone* – We do drug testing for employment. In the schools the biggest issue is labeling. For example, kids in Head Start get labeled as problem children sometimes. The other thing is that the GED format is going to be changed at the end of the year. We made it a requirement to obtain a GED with a time limit. Using purposes three and four we did a two day community awareness event on methamphetamines.

The participants next discussed a homelessness initiative. Mr. Brendel explained that ACF is part of an interagency workgroup looking at strategies and action items regarding homelessness issues. He recommended participants explore nonrecurring short term benefits to provide assistance to TANF participants.

- *Bernadette Panteah, Pueblo of Zuni* – They (felons) can't qualify for any of these services and we have a hard time with this. What are other tribes doing?
- *John Wadda, Eastern Shoshone* – Jobs and getting trained is what is important. A lot of families live together with extended families. People take them in if they are related to them. Numerous families are living in one dwelling and all trying to survive. Tribes are not really set up to deal with homelessness. A lot of the homeless are Veterans, it's a hard subject to deal with but with the four month nonrecurring benefits perhaps you can help in some ways. The difference is that we know where our homelands are versus non-natives.
- *Ken Ryan, Fort Peck* – What I would recommend to HHS, ACF, OFA is anytime you are dealing with native peoples, all of our tribal brothers and sisters are separate sovereign nations and we all have different customs cultures and languages. We are never going to solve our problems until each of our separate sovereign nations can solve our problems. I am obligated to help my relatives and my relatives are obligated to help me.

Region IX

The Region IX staff introduced the session on best practices that was separated into six topical areas.

Topic of Collaboration and Partnerships

Southern California Tribal Chairman's Association

- The program highlighted their collaboration with urban resources for education, employment, training, barrier removal, and support services. They shared that they want to help people

remove their barriers to self-sufficiency, they are looking for tools, and they do not always have all the resources. Successful collaboration with social service agencies ensures that the program can provide employment and training opportunities and resources to eligible TANF participants.

Collaboration starts with the identification of partners – either through community events, health fairs, and career fairs or being aware and familiar of other programs. Once they establish connections, partners explain their programs and Southern California Tribal Chairman’s Association works to connect potential services to their participants. The program conducts a quarterly phone call with partners to verify current services and keep up program connections. This has allowed the program to respond to emergency needs of their participants in a non-crisis mode because they are aware of all the resources available through their partners. Monthly meetings with caseworkers and representatives from domestic violence, school attendance/therapy, tribal court justice, Medicare/Cal Fresh coordinator, housing, the Indian Health Council, etc., is an additional way to keep partnerships up to date and working.

An additional measure of collaboration has included running a Town Hall with all the social service programs including non-native providers, interfaith communities, Goodwill, and Salvation Army. This provides everyone the opportunity to present, network, and establish and maintain connections and partnerships. A lot of participants have benefitted from this opportunity. The community additionally partners with education monitors that work with students including the K-12 schools, universities and colleges, counselors, academic programs, free tutorial programs, various youth programs and camps, and the County office of education to ensure that participants and their families benefit. Programs also benefit from free training for their staff.

Graton Rancheria

The program discussed their collaboration with other tribal units to support employment and summer programs. The program looks at TANF as one branch of the tree and works with their tribal liaison, wellness and justice grant, and environmental and cultural preservation unit to provide joint services. It is because of this joint economic development focus that they are starting to provide employment and youth training opportunities. Over the current 2013 summer, Graton Rancheria trained 20 people for specific economic development positions. Of the 20 people trained, eight have been hired and the other 12 are going through the interview process. Through the Environmental Preservation and Training unit, the program has been working on a rooftop garden and conducted a six-week training program on native youth about history and their cultural use. Through their wellness and justice unit collaboration on a new grant, a new mentoring program has been established, including training a new coordinator. The program has engaged the Tribal Council in the preparation and delivery of four summer programs – two overnight camps and two day camps for youth. The Tribal Council joined and worked with the youth on drum making and storytelling. This was a yearlong process to tie them all together and the 2013 summer were the first programs.

Round Valley

The program discussed their community collaboration and youth programs in their isolated community, an hour and a half from the biggest town. The collaboration started around two years ago with other tribal entities, Indian Health Center (alcohol, and substance treatment/counseling), Round

Valley school district, family resource center, and others. The partners have been working closely together and this year conducted pregnancy prevention counseling and a cultural rites of passage summer camp for youth on activities their ancestors used to do – hand drums, traditional language, and dancing. The program is currently developing the youth services program to be more focused on pregnancy prevention, leadership development, and health relationships. Each class shares the job of facilitating an elective 12 step class program on drugs and alcohol and providing tools to say no. The program hopes to continue this program with the partnership of the school system.

Shingle Springs

The Shingle Springs program discussed program coordination with local agencies for service provision. In Sacramento, they focus on a food bank serving elders, families, and veterans in the area. The program also has a monthly elders' luncheon from all three counties and workers help serve lunch. This is a good opportunity for the program to reach out to elders, sing songs, and hear stories. The program also conducts a youth event/gala.

Owens Valley

The Owens Valley Tribal TANF program shared their work on pulling together a TANF Advisory Committee and Tribal Workgroup meetings. The program has 12 tribes in their Tribal TANF consortium and they serve six counties in eastern/southern California that is separated by the Sierra Nevada Mountains which is a seven-hour drive between programs. The TANF Advisory Committee started out by creating a charter to outline roles and duties for the Advisory Committee. These include appointing a diverse tribal advisory committee, representing youth, elders, and various program staff members, that meets quarterly to discuss issues. All TANF site reports are shared with the Committee and they also have the opportunity to bring issues to table. The TANF Advisory Committee is very engaged and has been instrumental in making changes to the TANF program.

The program also has iPads that provide ease of access for large training events. It allowed them to check in 150 people at a recent event in about 10 minutes.

The tribal workgroups include Tribal Council members, administrators, CFOs, and Department Directors. The program includes a number of programs: the family literacy program, language program, TANF, and child care to give them an opportunity to engage in peer-to-peer dialogue about what they do. They provide a statistical report about what services they are providing and what is being implemented by programs. A benefit of the tribal workgroups is that it has included additional tribal members and programs which provides an opportunity for others to understand the TANF program.

Topic of Youth Activities

Soboba

Soboba Tribal TANF program discussed their summer youth employment program (TANF L.E.A.D.). This yearly summer program provides youth with the opportunity to go through an interview process to be selected for placement into various departments and programs. The youth work approximately 20 hours a week and at the end of the summer an exit interview is conducted. Several letters of recommendation were received this summer, and youth were taken to a job expo on how put together

a business plan which was well-received. This program provides training on interview skills, job readiness, and supports the joint HHS/ACF letter and White House Initiative- Summer Jobs+- to create pathways for employment for young Americans.

Morongo

The Morongo program shared their experience in implementing a component around youth empowerment for ages 12-18. This program fulfills purpose #3 of TANF. The program partners with their local college on a four-week certificate program/curriculum for youth. This is part of the program's focus on employment development and summer job readiness including the opportunity for youth to create a portfolio and resumes, practice interviewing techniques, and also participate in Dress for Success. The program also ensures that the participating youth understand their interests, experiences, aptitudes, and work experience in order to create a sense of identity. This is important to ensure the youth understand who they are and how they can move forward. Skills for the program included taking a photography/editing/video course and developing a project that encompassed academic success and cultural preservation. The youth interviewed tribal elders and did all the invitations, facilitation, and documentation of elder interviews into a final video project. This program also provided an opportunity for youth to participate in non-alcohol and drug-free activities.

Topic of Participant Accountability

California Tribal TANF Partnership/Robinson Rancheria

The program discussed their focus on increasing participants' understanding and adherence to the program's accountability requirements. The program focuses on ensuring that participants understand program expectations, their case forms, and program timelines and guidelines. This also ensures that participants start to show the skills necessary to get jobs: show up on time, responsibility, and understanding expectations. The program recently rewrote its acknowledgement of noncompliance to ensure it outlines every penalty that a participant could face, including warnings of when the penalty process starts. This served a two-prong purpose for caseworkers and participants. Caseworkers are in a tough spot to uphold penalties when they are not clearly laid out in terms of timelines and expectations. Since a calendar is sent out to participants and caseworkers every month, and penalties are spelled out in case plans, participants and caseworkers are knowledgeable about what is expected and know that it has been communicated clearly. The focus of this initiative has been to ensure TANF participants and caseworkers understand and comply by the program's TANF philosophy and rules.

Topic of Service Coordination

Navajo Nation

The Navajo Nation discussed their service delivery model using a directional explanation. Facing towards the east is thinking- creating a pathway to self-reliance. This is where the program identifies basic needs and available resources. Standing to the south indicates the need to plan and identify participant strengths and ways to enhance these strengths and plan for self-reliance. Facing towards the west indicates the action of "doing" or the need to do work activities and build skills. Standing

towards the north indicates growing and achieving success through job placement and maintaining a good lifestyle.

Salt River Pima-Maricopa

The Salt River Pima-Maricopa program discussed their efforts on coordinating services between departments including their Department of Corrections, Family Court, WIA, community apprenticeships, the Human Resources Department, Health and Human Services, drug and alcohol, behavioral health, and cultural services departments. Recently, the tribal program celebrated a grand opening of a resource center to all community members and all clients. The center has nine computers with Internet access to do job search, typing skills, resume building, and eventually provide GED preparatory software, etc. This Center has enabled the delivery of more community workshops around financial literacy, aging out youth, fatherhood, healthy relationships, and mentoring. Additionally, the Tribe's mentoring program with youth incorporates resources from the Cultural Resources Department and focuses on tribal history. The mentoring program will expand within a year or two to expand to families and peer mentoring with our detainees in the Corrections Department. Also the Tribe is planning on expanding a conference focusing on creating healthy families and workshops on involving family wellness.

Yurok

The Tribe discussed how they support participants through wrap-around service delivery. One of the new services includes facilitating wraparound programs that include all participant services and ensures that they can successfully complete the program. It is an intervention program to bring in all the caseworkers to help families and fill out separate applications for services. The target audience for this program is families who are trying to keep their children.

Topic of Program Features

White Mountain Apache

The Tribe discussed their new supportive service of providing back to school clothing. The program has 515 participants (previously had 800 participants). The Tribe has focused on this because of the problem of youth starting school without enough clothes (uniforms).

Hopi Tribe

The Tribe discussed their work placement program which serves 12 villages, each unique in its politics. The Tribe has approximately 13,000 enrolled tribal members. Recently they have experienced a decreased caseload and are now at 60 participants—the majority who are young, uneducated, and often uncertain of their career interests. Some participants have completed their HS diploma/GED and are unsure about how to be self-sufficient. The program collaborates with various tribal programs, a private school, and other privately owned businesses where they do an arts and crafts work experience program. Prior to placement, the employer must indicate in an agreement that the unpaid work experience participants will not displace full time/part time workers, that they will not pay participants, and that they understand why the TANF program exists and what it does. The program has been

developed to increase participant chances of success and self-sufficiency through this work placement. It also increases communication with family support services, responsibility, motivation, self-confidence, training opportunities, and time management. Since there is only one public transportation route leaving at one time going to/from job opportunities, participants have learned that they must either be on time or they have to walk to their worksites. The program has seen an increase in employment by worksites hiring TANF participants.

Pechanga

The Pechanga Tribal TANF program discussed their Guiding Good Choices parenting program. This program is a partnership with Indian Child Welfare Services in Riverside County to bring healthy families programming to the Tribe. This includes providing the program's TANF participants with the opportunity for reunification and reducing substance abuse and promoting healthy parent/child interactions, especially for the age 9-12 group. This program is overseen by a clinical psychologist and is an evidence-based program. Parents learn how to engage in problem solving, strengthen influence with their children, and effectively communicate expectations with their families.

Torres Martinez Desert Cahuilla Indians

The program discussed their development and implementation of a co-occurring disorders program based near Palm Springs. When Tribal TANF started, the Torres Martinez program addressed hard to service participants. The program wants to continue to reach the hardest to serve and found that those participants typically had co-occurring disorders—mental health and substance abuse issues. Additionally, a lot have domestic violence issues that are missed. Dr. Monique Smith developed the program that includes substance abuse counselors, Indian child health counselors, and licensed social workers. The Tribal TANF program found that it would take two weeks for a counselor to be assigned to children who had shared that they were suicidal. The Tribe found that unacceptable and hired their own counselors who are currently serving 200 plus participants. Of those 200, 50 have been identified with co-occurring disorders (25 percent of their client base). Fifty percent of people nationally who suffer from substance abuse are mentally unstable as well. Studies have shown that when people have co-occurring disorders that sending them to two different counselors is not an effective model. Therefore, the Tribe combined services and all counselors have been certified by the state and a co-occurring certificate program. The program shared that their peer programs should dig deep into participant data to truly understand their issues.

North Fork Rancheria

The program discussed their system of checks and balances. They give participants a copy of their plan, expectations, eligibility determination requirements, and explain the role of the case manager/eligibility specialist. Program staff meet and review each application once a week and work with their fiscal department/Tribal Council to run compliance checks on funding sources. Since they are a smaller program, they shared that they can do this level of checks and balances, even depending on emails and teleconferences when certain staff members are out of town.

Washoe

The program discussed their assessment in understanding why participants were not employed. The program focused on developing a stronger family plan by hiring job developers who were trained on strong interest inventory including the Myers-Briggs inventory assessments. Focusing on participant strengths and interests has led to much more successful education and employment training programs. This included developing a tool for use in 10 offices across California and Nevada that has helped case managers be more objective in case plans. They are currently working on collecting and analyzing long-term data (six months to a year out) to show successful outcomes.

Scotts Valley

Scotts Valley Tribal TANF program discussed their forms and the process of creating comprehensive checklists for home visits. Their program requires a home visit within 45 days of the case approval date. All caseworkers and staff receive the checklist with room for case notes and two family advocates conduct a home visit to verify specific items including whether the home has a first aid kit and fire extinguisher, working appliances, and has been childproofed. If the home does not have the necessary items, the program provides them to the families. The program has a shopping closet and participants who need items are allowed to shop for them. Random home visits are conducted to ensure that the family has furniture, beds, and clothing.

Region X

- **Judy Ogliore**, Program Specialist, U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance
- **Karen “Jack” Granberg**, Program Specialist, U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance
- **Melodie Rothwell**, Program Specialist, Immediate Office of the Regional Administrator, U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance-Region X

Melodie Rothwell works on tribal Issues across ACF programs in Region X. She provided handouts on various initiatives in the ACF Regional Office. These initiatives are not specific to the programs, but rather, cross programs. Ms. Rothwell provides information about grant opportunities and other federal initiatives to ACF tribal contacts through a listserv that she manages with support of all regional program staff. Most of the Region X Tribal TANF program representatives get these emails from Ms. Rothwell, but if not, contact her directly (melodie.rothwell@acf.hhs.gov) to be added to the list, or reach out to Ms. Ogliore or Ms. Granberg to be connected.

Regarding updates on the ACA, CMS has a tribal representative specific to Region X. They are working with the tribes in Idaho to put a training together.

Participants next engaged in a series of speaker led topics, including electronic debit cards and changes to GED testing,

Electronic Debit Card

- **Adele (Topsy) Kinsey**, Tribal TANF Director, Lummi Nation

Lummi Nation has discussed and planned for the use of the Electronic Debit Card program for three to four years. Once the decision was made to go forward, it took six months to implement the Visa Cash Card through US Bank.

- Client involvement:
 - Clients must first go through a financial literacy class provided by the local community college.
 - They must enroll in the program.
 - They are responsible for the physical card. They must contact US Bank if their card is lost or stolen.
- TANF Program responsibility:
 - They go through the same payment process that they did with the check system.
 - They have the same ability to monitor expenditures.
- Card
 - It works like a debit card.
 - You can get cash back.
 - Clients are used to using cash for transactions so it is important that they can get cash.
 - They have not had any over-expenditures but there is a fine in place if this happens.
 - If a client is consistently not paying rent, the TANF program can pay the rent and then place the balance on the card.
- Other Options Lummi has considered:
 - Child Support has considered using the cards but because the money is not constant, they foresee problems and are not using them yet.

Questions and Answers:

- **Question:** Can an individual do a cash advance?
 - Answer: No.
 - Comment (Bristol Bay Native Association): Banks are in the business of making money, so cash advances are beneficial to them. Utilizing cash advances are not a good idea for TANF clients that do not necessarily know how much money will be coming in each month.
 - Comment (Topsy Kinsey): These are not standard Debit Cards. The clients standing with the bank does not matter.
 - Comment (Colville Tribe): The Colville Tribe is moving in the direction of using EBT cards. They plan to put restrictions on certain items (liquor for example). The software

conversion can do automatic uploads to the system and it would be up to the social workers to release holds.

- **Question:** How do you know that the cash has been spent for appropriate purposes? Do you require receipts?
 - **Answer:** If we have suspicions of client abuse, we make the client “voucher only.”
 - **Comment:** You can prevent the individual from withdrawing cash by only allowing a client to use the card as a debit card for purchases.
 - **Comment (Cook Inlet Tribal Council):** Cook Inlet has been using the cards since 2005. They have the ability to place holds on the cards. The use of cards cuts down on the amount of paperwork, but not the amount of casework.
 - **Comment (Maniilaq Association):** Because Maniilaq has many sites without banks they have switched back to paper checks. The additional benefit to paper checks is the opportunity to see clients face-to-face. When they were utilizing cards, they had instances of children being removed from the home but parents still being paid which resulted in overpayments. Elders had difficulty receiving payments. Clients indicated that they were happier with paper checks.
 - **Comment (Cook Inlet Tribal Council):** The cards are more viable in urban areas such as Anchorage. The debit cards protect participants from bank fees associated with checking accounts and check cashing.
 - There needs to be IT infrastructure in place.
 - They have also instituted policies where clients must come in to see their case manager or their cards are not loaded in order to address the need to see clients face-to-face.
 - **Comment:** One tribe indicated that they have a direct deposit option for clients. About 60-70% of their clients utilize this.
 - The challenge with this is that clients often forget to inform them about closed accounts or changed account numbers.

Changes to the GED Test

- **Nicole Chestang**, Executive Vice President, GED Testing Services
- Why is the GED Test Changing?
 - The test was started in the 1940s, and after the 1970s every ten years there has been a new test. This keeps the content relevant and equivalent to current high school education standards. The test is changing because there are changing expectations about what people need to know and how to apply knowledge. Having a GED is a signal to colleges and employers that an individual has a certain level of knowledge/skills. These changes will help ensure adults have the ability to succeed after receiving a credential and are equipped to compete in the job market.

- Realities:
 - High school is no longer enough. Sixty-three (63) percent of all jobs will require some college by 2018. Individuals need a certification, license, or training to be successful in the workplace. Individuals need to be able to prove the “Big Five” to succeed in the labor market:
 1. Critical thinking.
 2. Problem solving.
 3. Written communication.
 4. Oral communication.
 5. Digital literacy.
- Purposes on the new GED test:
 - The new GED will provide for high school equivalency credential. It will provide greater evidence of readiness for workforce training programs or postsecondary education. Additionally, it provides actionable information about strengths and weaknesses to let candidates know “where you can go from here.”
- 2014 GED Test:
 - January 2014 launch.
 - English and Spanish.
 - Computer based, paper for certain limited accommodations.
 - Primarily multiple choice.
 - Opportunities to demonstrate higher level thinking (including a few short answer questions).
 - Opportunities to integrate and demonstrate multiple skills.
 - Career and college ready content aligned with standards for adult education that were recently released by the Department of Education.
 - Secure testing centers.
 - Opportunities for mobile testing sites.
 - Passing standard: Will change in accordance with the passing standards for high school.
 - The new GED test is available to be delivered in sections as a student is ready for them.
 - Four sections instead of five (writing and reading have been combined).
 - Three hours of testing.
 - The Score Scale will change:
 - The candidate needs a score of 150 on each of the four tests to pass.
 - A minimum score of 600 will be required to pass the battery.

- The test will be standardized and normed on national representative sample of graduating high school seniors in summer 2013.
 - Do not expect this to be much different than it is today.

Questions and Answers:

- **Question:** How is this standardized norm being determined?
 - GED Testing Service is setting one national standard. States are able to determine their own level—they give the HS diploma. There are 100 counties across the US (urban and rural) in the sample.
- **Question:** What is available in terms of tutoring? We have no tutoring opportunities nearby.
 - You should reach out to school district to link up with the teachers to connect with tutors.
 - Individuals preparing for the GED do not have to go to see a tutor—but they most likely will need to. GED Testing Service is making materials available online for self-study. Work with the State Director of adult education to make sure there are opportunities throughout the state.
 - For Alaskan Native Tribes—Amy Iutzi (State Director of Adult Education) is giving a presentation on GED preparation opportunities.
- **Comment:** One tribe is using the higher education students to tutor GED candidates—they use their stipends as an incentive to work with others on GED prep. Additionally, taking practice tests allows students to see their weaknesses and determine if they are prepared to take the test.
- Five states have elected to use two new tests that will be released in January, one through Educational Testing Service and the other through McGraw-Hill. McGraw-Hill's approach is to make their test similar to the GED test today and move in the direction of career readiness.
 - Tennessee and New Jersey are offering multiple assessments.
- **Comment:** Some online high schools allow for a portfolio process for demonstrating high school equivalency. Work experience can be included in this portfolio.
- **Comment:** The increased rigor of the GED comes in application of knowledge, not the content.
 - Math will be equivalent to Algebra II.
 - There will be more writing.
 - There will be a few more short answer questions.
 - Science will include life science, physical science, health, and the human body.

Workshop: Enhancing Youth Programs through Tribal TANF, Education is Economic Development: Preparing Youth for Workforce Success

- **Sheila Thornton**, Vice President, Workforce Excellence, Coachella Valley Economic Development Partnership
- **Kim McNulty**, Director, Next Generation Learning, Coachella Valley Economic Development Partnership

The Coachella Valley Economic Partnership (CVEP) is committed to developing a high quality workforce, from within its own student population, for the best jobs of the future. In 2005, CVEP launched a regional Workforce Excellence effort with the goal of assuring that all students, and especially low-income and at-risk students, graduate high school prepared for success in college, career and life. Today, the program is recognized as a national best practice and more than 400 program partners, including business and civic leaders, Riverside County Workforce Investment Board, the region’s three K-12 school districts, the county office of education, the community college and two universities are collaborating through a Regional Plan for College and Career Readiness to support a system of career pathways that feed a pipeline of engaged students who emerge well prepared for success.

The CVEP Workforce Excellence effort grew out of the fact that two-thirds of students were not engaged in the traditional education structure. They needed to find a way to support career relevant education and engage students in learning that led to tangible career pathways. With the goal that, “all students will graduate high school prepared for college, career, and life,” CVEP began the development of their program.

CVEP is an economic development organization and when they considered how to transform their economy in the Coachella Valley, the answer was education. There was a 25-30 percent dropout rate and very low college pick-up rates, despite the fact that most of the jobs in the Coachella Valley required postsecondary education. Eighty percent of employers were recruiting new employees from outside of the region for their high-paying jobs. Ms. Thornton and Ms. McNulty asked the Summit participants to consider their greatest education and job challenges. Their responses are summarized in the table below:

| Challenges to Education | Challenges to Jobs |
|---|---|
| <ul style="list-style-type: none"> • Transportation. • Lack of parental support and involvement. • Teen parents. • Drop outs. • Financial challenges (paying for school). • Drug and Alcohol abuse. • Quality of education. • Wait-lists at Community Colleges. • Motivation. • Limited post-secondary opportunities in the area. • Learning disabilities. | <ul style="list-style-type: none"> • Matching employers wanted skills with student skills. • Transportation. • Lack of jobs in the area. • Lack of job skills. • Lack of job searching skills. • Seasonal employment. • Self-motivation. • Competing in a post-recession labor market. • Lack of driver’s license. |

Through their Career Pathways Initiative, CVEP is analyzing future job growth sectors and targeted student development along those pathways, such as advanced technology, healthcare, and media arts. Through the Next Generation Learning Initiative, CVEP is thinking about education in terms of jobs in the future. They focus on exposing students to opportunities early on and develop high school career academies. These academies are small learning communities within a high school that provide high school curriculum in a career relevant manner and prepare them for the academic rigor of college.

CVEP has developed many partnerships to strengthen their Workforce Excellence program and because they are an economic development organization, they understand the need to make the business case for their program. This includes sharing statistics about the lifetime cost per dropout to community (\$260,000) and making the case that a more educated population can attract higher-wage jobs for the community. The speakers asked the Summit participants to consider what partners they would need to bring to the table to develop a successful career pathways initiative. These partners included:

- Indian Health.
- Newspaper.
- Utilities.
- Behavioral Health.
- Tribal Corporation.
- Agriculture/Natural Resources.
- Indian Education Centers.
- Tribal Development Meetings.
- Workforce Investment Boards.
- Employers/Workforce.
- Small business/micro-enterprise.
- Regional colleges.
- Casinos.
- Nearby towns/municipalities.
- Chambers of Commerce.
- Local Economic Development.
- Tribal Government.
- Economic Services.
- Labor unions.

Ms. Thornton and Ms. McNulty concluded their discussion by emphasizing that the development of the Workforce Excellence program was an eight-year process, with many challenges along the way. Gaining buy-in and developing partnerships takes time, but there are many opportunities to start small and begin considering career pathways as part of an economic development plan.

Questions and Answers:

- **Comment:** It takes time to build up the partnerships. Many tribes are working with federally-subsidized programs.
- **Question:** Have you had the opportunity to work with the tribes in your area?
 - Torrez Martinez Tribe did a pilot program that focused on the college aid financial education, such as how to complete the Federal Application for Student Aid (FAFSA).

They worked with 35 at-risk girls and their parents. Of these 35 girls, 10 applied for college and five were accepted.

- **Question:** Have you experienced hesitancy from the education community to participate in this model?
 - Yes, this process takes a lot of forgiveness. You need to find the common endpoints to focus on. All three superintendents signed in on this plan and now all three are showing up at meetings.
 - The Common Core Standards are assisting in providing buy-in for CVEP’s model because it changes the way schools are looking at student success and the Career pathways initiative will help with these changes.

Workshop: Creating Work Opportunities through Career Pathways and Subsidized Employment

- **Laura Messenger**, Education Program Specialist, Office of Vocational and Adult Education, U.S. Department of Education
- **Bonnie DeWeaver**, Native Workforce Services Director, Phoenix Indian Center, Inc.
- **Dave Archambault**, Student Services Coordinator, Gila River Indian Community

During this session Ms. Messenger provided a brief overview of the definition, purpose, and key elements of career pathways. She highlighted the important role that Tribal TANF programs play in the development and success of career pathways. Ms. DeWeaver presented information on the Phoenix Indian Center’s work to engage employers in order to locate potential work sites for subsidized employment placements. Mr. Archambault discussed the Tribal College Consortium for Developing Montana and North Dakota Workforce Project (TCC DeMaND). The TCC DeMaND Workforce project is funded through the Department of Labor and offers job and career training that can help participants land high paying jobs.

Ms. Messenger began her presentation outlining the basic elements and purposes of career pathways programs. From her experience, there are six core elements comprising successful career pathway initiatives (also see **Figure 2**):

1. **Build cross-agency partnerships:** partnerships are at the heart of career pathways and should include partners such as: employers; tribal/community colleges; human services; and tribal officials, among others.

Figure 2 – The Six Key Elements of Career Pathways



2. **Identify industry sectors and engage employers:** career pathway programs must use real time labor market information to identify relevant industry sectors and include employers in the curricula design.
3. **Design education and training programs that meet local industry needs:** career pathway programs need to include employment supports such as career counseling, assessments, integrated basic education, and credit transfer agreements.
4. **Identify funding needs and strategies:** career pathways require innovative funding sources often braided from a variety of supporters.
5. **Align policies and programs:** career pathway programs require policy and program alignment among workforce, education, and human services. While there is no single approach to achieving such alignment, tribal communities will need to determine if policy changes are needed to support career pathways.
6. **Measure system change and performance:** career pathway programs need a plan in place that describes how data will be collected, stored, tracked, shared, and analyzed.

For Tribal TANF programs, their contribution to the creation and implementation of career pathway programs can be significant. These programs bring students, tuition, and funding for support services. Ms. Messenger concluded her presentation by outlining key questions to ask education and training providers, such as: “how do your programs relate to tribal economic development?”; “what certificates or credentials can students earn through this program and are they stackable?”; and “what funding sources support your program and what services can be provided under this funding?”

Ms. DeWeaver described that with subsidized employment programs, it is critical to gather and assess as much information as possible, from participants and employers, prior to placement. Upfront interviews and assessment not only help identify needs and strengths but also clarify participant expectations and help to build rapport. Building on information gathered during this assessment, the next step prior to placement is developing an employment plan. This plan intends to quantify the participant’s goals and outline the steps to reach this outcome. Ms. DeWeaver next discussed some additional steps prior to placement that may be of benefit to the participant such as mock interviews, dressing for success, and discussions of time management at the work site. Concerning employer engagement, she encouraged tribes to present the time and resource saving opportunities subsidized employment offers businesses. Employers also want confirmation that there will be ongoing communication and support from program staff during the subsidized employment worker’s training period. Ms. DeWeaver outlined the activities of the Phoenix Indian Center Work Experience program to give the audience an example of a subsidized employment program in action. She described how the Center uses participant and work site supervisor feedback as part of their continuous improvement efforts.

Mr. Archambault discussed how the TCC DeMaND Workforce project enhances self-sufficiency efforts in Montana and North Dakota through targeted employer outreach, specialized training, and distance learning opportunities. Targeted outreach to employer enables the project to create instructional programs that meet specific industry needs. These efforts will help accelerate progress for low-skilled

and other workers; improve retention and achievement rates and/or reduce time in training; build programs that meet industry needs, including developing career pathways; and strengthen online and technology-enabled learning. The program seeks to create training and job placement opportunities among mostly technical fields that offer comparatively higher wages (e.g., GIS technician, energy auditors, electricians, and welders). United Tribes Technical College, of Bismarck, North Dakota is serving as the lead institution, overseeing DeMaND Workforce programs at Aaniiih Nakoda College (Harlem, Montana), Cankdeska Cikana Community College (Fort Totten, North Dakota) and Fort Peck Community College.

Questions and Answers:

- **Question:** How do you know when someone is ready to be placed in a worksite?
 - Comprehensive assessment needs to precede job placement. While evaluation prior to employment is beneficial, you will not be able to fully predict success until after placement and follow-up assessment with the employer.

Workshop: Logic Modeling and Strategic Planning: Keys to Program Success

- **Louisa Jones**, Principal, ICF International, Inc.

Ms. Jones introduced the session by stating that there was a presidential memo that recently went out to all agencies and departments on evidence – asking how programs really make an impact. The memo is a request to look at new ways to capture the effectiveness of programs and grants. Ms. Jones stressed the importance, in this environment, of asking oneself how measures and outcomes are going to meet the needs of the program, how the program is going to run, and what kinds of data can one use to show that the programs are working.

Ms. Jones introduced the concept of a logic model. A logic model can seem intimidating but it does not have to be. It is a helpful tool to tell the story of one's program. She suggested that TANF staff without logic model experience could even start the process with a subprogram of TANF because TANF is so complex. Some important reflection questions one should ask regarding logic modeling include:

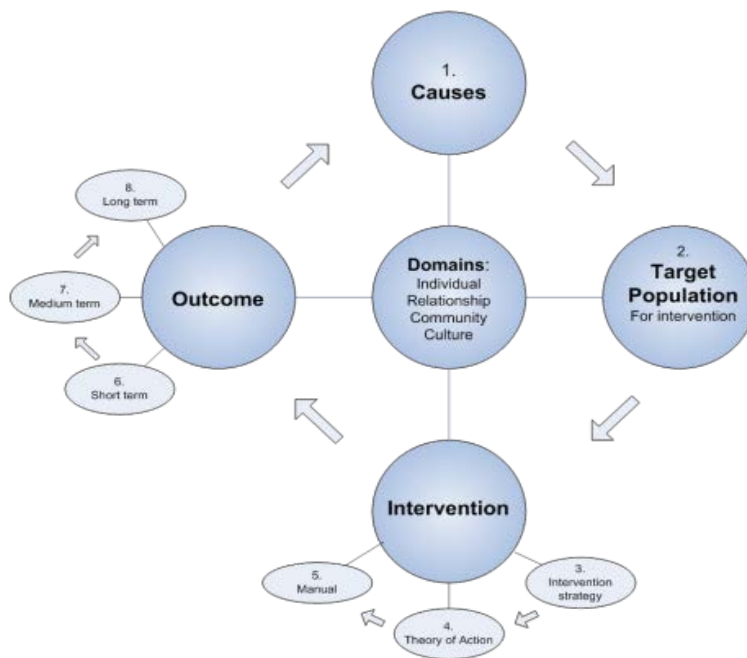
- How do you know your program(s) are successful?
- What does evidence/data mean to you?
- What types of data do you collect (e.g., surveys)?
- What additional types of data do you need to be able to generate to show your program is successful?

Ms. Jones then discussed several examples of organizations she has worked with on the logic modeling process. For example, the Tanana Chiefs Conference in Alaska developed a logic model and business flow process through technical assistance they received through the Office of Family Assistance (OFA) Promising Pathways Initiative to examine their subsidized employment program. Then even more recently, through the Welfare Peer TA Network, they looked at nine other programs and created logic models. Ms. Jones has also been working with the Office of Community Services (OCS) around asset-

building. They worked with the state of Utah to develop a logic model and process flow for an asset building pilot program that will serve 300 clients.

A logic model serves several functions: it is a theory of how the program is supposed to work; a graphic depiction of the relationship between activities; and a road map to reach program goals. Logic models are useful in planning and program design, implementation and management, and communication, marketing, and assessments. Logic models are never going to be perfect or static. One should always be checking in and adding to the model, deleting some activities, or changing outcomes.

Figure 3 – Process of Creating Culturally Appropriate Logic Models



Ms. Jones briefly discussed the logic model components: situations, assumptions, external factors, inputs, activities, outputs, and outcomes. Outcomes are knowledge and behavior changes and outputs are direct products or services. The chain of outcomes include short-term, medium-term, and long-term outcomes. Long-term outcomes are more difficult to measure. For example, measuring self-sufficiency is difficult but it is still an important outcome in the TANF field.

Writing good logic model outcomes includes using the SMART framework: Specific, measurable, attainable, results, and timely. Two examples of SMART outcomes that Ms. Jones discussed include:

| Who/what | Changes/desired effect | In what | By when |
|--------------|------------------------|-----------------------------------|---|
| Participants | Increase | Their earnings by at least 10% | Within six months of completing program |
| Participants | Create | A budget to manage their spending | By the end of the one-day training |

She also discussed unintended outcomes, “if-then” relationships, and process mapping. Process maps help one understand the order of activities in a program, who is responsible, and the work flow. The business process is important and needs to be consistent among staff at all levels.

The remainder of the workshop was focused on two group activities led by Ms. Jones. Groups of five worked together to build two logic models from information included on decks of cards focused on components of hosting a family dinner and building a community garden. Each group collaboratively developed and discussed their logic models, questions they had about the process, and why they chose to build their logic models in the ways they did. Ms. Jones stressed through the group activity that logic modeling is about one’s theory of change and what one determines and there is not necessarily a right or wrong answer to some of the components. Participants left the session with a broad overview of logic modeling and its importance in enhancing program outcomes.

Workshop: Bringing Effective Native American Substance Abuse and Co-Occurring Prevention and Treatment Programs Home

- **Rod Robinson**, Director, Office of Indian Alcohol and Substance Abuse, Center for Substance Abuse Prevention, Substance Abuse and Mental Health Services Administration
- **Charles Smith**, Ph.D., Regional Administrator, Substance Abuse and Mental Health Services Administration, Region VIII
- **Anne-Helene Skinstad**, Ph.D., Program Director, National American Indian and Alaska Native Addiction Technology Transfer Center (ATTC)

This session introduced the audience to the core elements of substance abuse and co-occurring treatment while emphasizing the relationship between treatment and recovery for fostering healthy and prosperous tribal communities. Co-occurring disorders refers to patients experiencing destabilizing mental conditions while at the same time abusing alcohol and/or drugs. The presentations also highlighted the Substance Abuse and Mental Health Services Administration’s (SAMHSA) national and regional investment in Native American substance abuse and mental health programs.

Dr. Smith opened the workshop by describing SAMHSA’s overall vision and the type of grants they offer tribes in support of substance abuse and suicide prevention as well as treatment programs. He also described how SAMHSA is expanding their national presence by creating ten regional positions that geographically align with ACF and Center for Medicaid and Medicare Services (CMS) offices. Dr. Smith concluded his presentation by describing the types of technical assistance available to tribes through SAMHSA and how to access these supports. Dr. Robinson spent the first part of his presentation outlining the health and crime disparities present on tribal lands compared to non-tribal areas. He made these comparisons in order to provide context for why certain levels of distrust of outside agencies exist among some tribes. According to Dr. Robinson, substance abuse is just one factor, albeit major, behind much of the violence and family separation on tribal lands. Expanding on Dr. Smith’s conversation of SAMHSA resources, Dr. Robinson outlined how his agency works directly with tribes to design public health planning focused Technical Assistance Plans (TAPs). The goal of any TAP is to

coordinate resources and programs to combat substance abuse in the tribe. Dr. Robinson discussed the process for receiving technical assistance on designing and funding a TAP. SAMHSA is still investigating how best to integrate TANF and workforce into TAP design and implementation. The agency is also currently cataloguing over 600 health and substance abuse funding sources which they plan to release to the public this year.

Dr. Skinstad began her presentation by discussing the shift in treating the mental and physical components of co-occurring disorders jointly rather than separately. From her experience, integrated treatment is more effective in helping participants manage the stresses associated with co-occurring disorders and successfully reach a sustainable recovery. Making an integrated and comprehensive approach effective on tribal lands also includes incorporating the entire family unit into the treatment program. This family inclusive strategy, known as the Unified Services Plan, incorporates motivational interviewing and also emphasizes

patients' mastery of daily living skills. Accurate assessment is especially critical in co-occurring disorder cases. In general, multiple diagnoses require varied treatments and if patients are not referred correctly or if services are unavailable this will likely lead to poor recovery outcomes and/or suicidal behavior. Effective assessment also takes into account the cultural perspectives on issues of drug and alcohol dependence, the role of the family, and mental disorders like depression. As a guiding rule for effective recovery and building self-motivation, it is important to negotiate and find which approach resonates with the patient. Dr. Skinstad concluded her presentation by reviewing some of the common characteristics of anxiety, mood, and psychotic disorders. She pointed to the San Carlos Apache Nation as having an effective suicide prevention program.

Disorders that Commonly Co-Occur with the Substance Use Disorders

- Schizophrenia
- Bipolar Disorders
- Depressive Disorders
- Anxiety Disorders
- Posttraumatic Stress Disorder (PTSD)
- Personality Disorders, especially:
 - *Antisocial personality disorder*
 - *Schizoid personality disorder*
 - *Narcissistic personality disorder*
 - *Borderline personality disorder*

Questions and Answers:

- **Question:** At what age can you begin to diagnose psychotic disorders?
 - It depends on the type of disorder. Between the ages of 0-5 there are a number of behavioral markers that may serve as indicators of future issues. Prevention should begin early among families with a history of mental disorders.
- **Question:** How does historical trauma impact co-occurring disorders? What researchers examined the interaction of these two issues?
 - Historical trauma has a significant impact on the severity of co-occurring disorders as well as the treatment. Dr. Skinstad's organization has produced a series of webinars examining this relationship.
- **Question:** In co-occurring cases, which comes first, the mental or substance abuse disorders?

- It is difficult to say with certainty. It is challenging to determine when symptoms begin with co-occurring disorders. The first step is to conduct a comprehensive patient interview to determine the onset of symptoms.
- **Question:** How prevalent is war related post-traumatic stress disorder (PTSD) on tribal lands?
 - Native American veterans have the highest percentage of war related PTSD of any other group.
- **Question:** Why is there such a high rate of suicide on reservations?
 - We do not know. There is a sense of hopelessness driven by the fact that there is no room at the table for kids to really truly express where their needs are. Economic times are tough and it is hard to get a job. The Center for Native American Youth Champions for Change dedicates funds for that. Kids want a voice at the table.
- **Question:** Does SAMHSA work with the Department of Justice in terms of substance abuse?
 - Yes, all of those agencies are in an interdepartmental coordinating committee to look at these things. Use your regional representation to continue to voice these specific concerns. It is moving slowly but it is a more combined effort now in terms of policies, which is good.
- **Question:** Is there a link from using drugs to schizophrenia?
 - There is a very clear genetic link to many mental disorders. There are environmental factors as well.

Day Three

Identifying Opportunities for Economic Development

- **Randy Randall**, Acting State Conservationist, Natural Resources Conservation Service, U.S. Department of Agriculture
- **Leland Swenson**, State Executive Director, Farm Service Agency, U.S. Department of Agriculture
- **Darlene Barnes**, Regional Administrator, Food and Nutrition Service, U.S. Department of Agriculture
- **Tawney Brunsch**, Executive Director, Lakota Funds
- **Clay Colombe**, Senior Vice President and Chief Lending Officer, Native American Bank

This session provided participants with information on potential federal and private partners that can assist tribes to initiate and strengthen economic development and job creation projects. United States Department of Agriculture (USDA), Food and Nutrition Service (FNS), Rural Development, Farm Service Agency (FSA), and National Resource Conservation Service (NRCS) representatives discussed technical assistance and funding available through the StrikeForce Initiative. Additional speakers addressed issues pertaining to economic sustainability strategies and capital access.

United States Department of Agriculture

Dr. Felicia Gaither began the session by discussing how tribes may allocate TANF funds towards economic activities linked to one or more of the four purposes of TANF. For example, while tribes are not allowed to use TANF dollars for the purchase or construction of a building, training for construction workers would be an eligible expense as it aligns with TANF’s employment and self-sufficiency priorities. Following her introduction Dr. Gaither introduced the first USDA speaker – Randy Randall.

USDA Rural Development



Mr. Randall provided an overview of conservation planning resources, both funding and technical assistance, available to tribal communities through the NRCS. One such resource, USDA’s StrikeForce Initiative, directs tools and funds towards rural counties to support economic and agricultural development. Recently, in the small Colorado community of Acequia, StrikeForce funding allowed Hispanic landowners and small farmers to develop new irrigation systems and other land improvements to help these individuals compete with larger agricultural growers. Mr. Randall recommended that participants connect with their local USDA representatives to see if their county currently participates in StrikeForce. If their county is not

engaged in StrikeForce, he directed participants to contact their USDA/NCRS state conservationist representative. Following Mr. Randall, Leland Swenson outlined rural, youth-focused, and agricultural loan programs available through the FSA. He explained that the FSA is actively seeking to form stronger economic development partnerships with tribes. Mr. Swenson directed participants to utilize FSA’s online, interactive [map](#) to identify local programs and contact information.

Darlene Barnes briefly discussed the food assistance programs available through FNS, including the Food Distribution Program on Indian Reservations – a food security program targeting tribes without access to SNAP. She also highlighted how FNS is focused on increasing meals served in the Summer Food Service Program and School Breakfast Program, and also expanding the ability of individuals to redeem SNAP benefits at farmers’ markets. The final USDA speaker, Tedd Buelow, discussed the organizational structure of USDA’s Rural Development agency and its focus on rural utility services, broadband infrastructure deployment, home ownership, and rural entrepreneurship. In summarizing Rural Services investment portfolio, Mr. Buelow highlighted that his agency invested over \$1.7 billion in projects benefiting American Indians and Alaska Natives. Dr. Gaither elaborated on possible examples for FNS and TANF collaboration, including: funding summer feeding work positions; placing community work experience workers in schools, and; as in the case of the Menominee Tribe, Central Council Tlingit Haida Indian Tribes of Alaska, and Tanana Chiefs Conference, utilizing broadband resources to provide distance learning and vocational training to TANF participants.

Lakota Funds

Tawney Brunsch started her presentation with an overview of her organization. Lakota Funds is a Native Community Development Financial Institution (CDFI) serving the Pine Ridge Reservation that started 27 years ago. The Pine Ridge Reservation has about 40,000 people, encompasses 4,500 square miles, is the fifth poorest county in the whole nation, and unemployment ranges from 85-90 percent. Lakota Funds is a business lender that believes that many of the issues that the Pine Ridge community is facing could be solved by job creation which comes from business creation. Lakota Funds conducts work in three main categories: business development; personal growth and asset-building; and youth work.

Business development work through Lakota Funds includes business lending, lines of credit, training on building a business, and success coaching/technical assistance. The business loan maximum is \$300,000. Lines of credit are revolving and used to secure bonding for many native contractors. Considerable training is conducted before an individual is ready for a business loan. Lenders are also the success coaches who help provide technical assistance through writing business plans, conducting market research, and by helping make sure a business idea is viable for someone to secure a loan.

Lakota Funds teaches the financial basic skills community members are lacking and about 1,759 people were trained last year. For a long time, there was no bank or credit union near the Pine Ridge Reservation. Eventually, Lakota Funds became the first federally insured financial institution and in 2009, they created a credit builder loan program, their only consumer loan program. Currently, they are working on loans with people with very low credit scores with a maximum credit builder loan up to \$2,500 to help with poor credit. Within eight months, they tend to see credit score increases of 95 points for people. Lakota Funds realized that they needed to first focus on this consumer loan to enable people to secure the larger business loans. Lakota Funds also provides tool and gardening loans. Tool loans are provided for up to \$1,000 per individual; for example, to purchase tools to work for an HVAC Company or to secure a computer for a marketing job. The loan is to guarantee or expand employment opportunities. Next, they have Individual Development Accounts (IDAs) at a 3:1 match, used by individuals to purchase an asset. Finally, Lakota Fund does free tax preparation through Volunteer Income Tax Assistance (VITA) – a total of 375 returns in 2012. The tax refunds allowed individuals to start IDAs and repair credit.

For Lakota Funds youth, they offer a similar IDA program for kids and were able to institute one of the first child savings accounts in Indian Country. The program recently provided \$50 to 25 kindergarten and first grade school children to open savings accounts. The program also offered these children a 3:1 match for all deposits to that account up to \$225 a year. Withdrawals from these accounts are only allowed for educational purposes. They have a Memoranda of Understanding (MOU) with six Pine Ridge schools to teach financial literacy once a month. With this program, they have had a 90 percent attendance rate. The program lasts until the children are in 8th grade and the expectation is that each saver will accumulate approximately \$5,200.

Ms. Brunsch concluded her presentation by sharing success stories. For example, Lakota Funds created 114 jobs last year; they have enrolled 830 new members of the federal credit union; and they have had about 200 loans approved since 2008.

Native American Bank

Clay Colombe of Native American Bank explained the options for financing economic development projects in Indian country. The Native American Bank was created in 2001 by 10 tribes and now 28 tribes participate. The bank makes loans in 17 states financing projects such as water treatment facilities, grocery stores, and compost manufacturing. Economic development in Indian country includes commercial, industrial, and residential projects. Mr. Colombe introduced some common options for financing – real estate loans, working capital lines of credit, equipment loans – and what is needed for the loan application process. He also explained the loan guarantee programs available for native development, including the U.S. Department of Housing and Urban Development’s Section 184 Loan Guarantee Program, which offers a loan guarantee to private sector lenders who make mortgage loans to eligible borrowers for homes located in Indian country.

Questions and Answers:

- **Question:** Are any tribes administering SNAP?
 - Deb Morris from the Red Cliff Band of Lake Superior Chippewa explained that all tribes in Wisconsin administer their own SNAP benefits.
- **Question:** Regarding coastal tribal communities, has FNS explored ways to incorporate locally harvested commodities into the agency’s food packages?
 - FNS and tribes have partnered in the past to include salmon and other seafood in their commodity packages. A “food review committee,” which includes tribal representatives, is currently discussing how to expand this type of partnership in the future. Both participants and the USDA panel agreed that these collaborations could potentially serve as a job creation engine with a reliance on local, culturally relevant foods.
- **Question:** Do any tribes operate a summer feeding program? How would tribes go about starting this type of program?
 - The first step is to contact your regional FNS office who can direct you to a local FNS representative. Dr. Gaither also offered to help to facilitate FNS and tribal connections.
- **Question:** Can USDA provide more information on “brick and mortar” resources?
 - Through USDA there is funding for infrastructure. As construction funding is offered via loans, the tribe would need a small revenue stream to qualify. The panel offered to gather more information on local infrastructure loans available in Montana and pass it on to the tribe.

Closing

Dr. Gaither closed out the meeting by thanking attendees for their active participation in the Summit workshops and plenary sessions. She expressed a desire to continue national Tribal TANF Summits on a bi-annual basis to provide Tribal TANF programs with the opportunity to network and dialogue with peers and experts outside of their region.