

# Native Family Assistance Program

## Report to the Alaska Legislature on the Pilot Projects



Department of Health and Social Services  
Division of Public Assistance  
January 2005

## TABLE OF CONTENTS

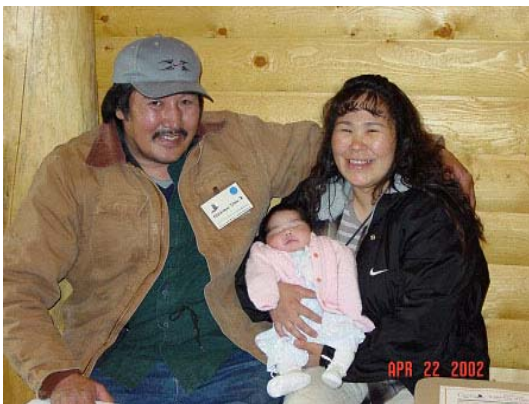
Executive Summary .....	ii
Introduction.....	1
Background.....	1
Funding Tribal TANF: Federal Block Grant & Alaska Native Family Assistance Program .....	3
Native Family Assistance Program Grant Oversight.....	4
Development of Tribal TANF Programs in Alaska.....	5
Structure and Philosophy of Tribal TANF Programs in Alaska.....	6
Status of Tribal TANF Programs in Alaska.....	7
Tanana Chiefs "Athabascan Self-Sufficiency Assistance Partnership Program" (ASAP) .....	8
Central Council of Tlingit and Haida TANF Program .....	10
Association of Village Council Presidents TANF Program .....	12
Obstacles and Lessons Learned .....	13
Trends in Tribal TANF.....	14
Recommendations.....	14
Appendices	
Appendix A: Table and Map: Regional Native Corporations and Their Non-Profit Organizations	
Appendix B: Selected Sections from PL 104-193, the Personal Responsibility and Work Opportunities Reconciliation Act (PRWORA)	

## Alaska Native Family Assistance Program Pilot Projects

### Executive Summary

The federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) ended the individual entitlement to welfare cash benefits and established a cap on federal funding in the form of a fixed block grant. In exchange for this new method of funding, states were allowed more flexibility in the administration of their Temporary Assistance for Needy Families (TANF) programs.

PRWORA also gave American Indian and Alaska Native organizations authority, as well as access to federal funding, to operate TANF programs through their own tribal organizations. In response, 37 tribal TANF programs currently operate on behalf of 175 tribes and serve over 8,400 families nationwide. A 2001 report published by the National Congress of American Indians estimates that a third of all American Indian and Alaska Native TANF recipients received support through tribal TANF programs in 2001.



PRWORA also specifies which Native entities are eligible to operate tribal TANF programs in Alaska. These are limited to the Metlakatla Indian Community of the Annette Island Reserve and the twelve Alaska Native regional non-profit corporations.

The 21<sup>st</sup> Alaska Legislature passed Chapter 96, SLA 2000 that allows the Alaska Department of Health and Social Services to supplement four of the thirteen federally authorized tribal TANF providers in Alaska with "Native Family Assistance Program" grants (NFAP). NFAP was authorized as a pilot program with a sunset date of June 30, 2005. The legislation also required the Department of Health and Social Services to deliver a report detailing the status of the tribal TANF pilot programs operating in Alaska, and making recommendations for the reauthorization and expansion of the NFAP program.

Three tribal TANF programs are currently operating in Alaska. The Tanana Chiefs Conference in the Doyon Region, the Central Council of Tlingit and Haida Indian Tribes in the Sealaska Region of southeast Alaska, and the Association of Village Council Presidents in the Yukon-Kuskokwim delta Calista Region now serve a total of 970 families, nearly 20% of all families receiving TANF services in Alaska. Consistent with the TANF goal of family self-sufficiency, tribal TANF programs in Alaska strongly support moving tribal members from welfare to work. Since the first Alaska tribal TANF program began operation in 1999, the number of Alaska Native tribal TANF recipients has dropped by over 33 percent.

From the outset, the State of Alaska has supported the establishment and development of the tribal TANF programs. The NFAP program affirms the state's interest in promoting regional responsibility and local control for public assistance programs in Alaska. Families served by

tribal TANF programs have been successful in leaving welfare for employment and self-sufficiency. Moreover, interest in the development of Tribal TANF programs is increasing. Three additional tribal organizations have begun the process of formally planning their tribal TANF program.

The Alaska Department of Health and Social Services makes the following recommendations in regard to the Native Family Assistance Program:

***Reauthorize the Native Family Assistance Program.***

Across the nation, federal welfare reform has been successful in moving families from welfare to work. The three tribal programs currently operating in Alaska have successfully administered TANF programs that reflect the unique needs and conditions in local communities while effectively moving tribal members towards self-sufficiency through employment. Tribes have a better grasp of social and economic conditions that inform their work and allow them to tailor services based on the unique needs of local communities. This local presence and familiarity with village and community life puts the tribes in the best position to administer their programs and to successfully promote self-sufficiency for their clients.

Both state and tribal officials agree that federal funds alone are insufficient for the successful operation of a tribal TANF program that is comparable to the state run program. Supplementing tribal TANF programs with Native Family Assistance grants will maximize federal block grant funds available to tribes, and will promote effective welfare-to-work service delivery models for rural Alaska. The Alaska Legislature should pass the Governor's proposed legislation that will make the NFAP program permanent.

***Expand availability of Native Family Assistance grants to all tribal groups authorized in federal law to operate tribal TANF programs.***

Three additional Native non-profits not currently authorized to receive Native Family Assistance Grants are actively planning tribal TANF programs as authorized in federal law. At least one additional non-profit has expressed interest revealing a strong trend toward development of tribal TANF programs in Alaska. Expansion of the availability of Native Family Assistance grants will ensure that all tribal organizations federally authorized to deliver tribal TANF programs will have the opportunity to access the necessary state resources and provide effective and innovative public assistance programs to their members.

## **Alaska Native Family Assistance Program Pilot Projects**

### **Introduction**

The 21<sup>st</sup> Alaska Legislature passed Chapter 96, SLA 2000 authorizing the Alaska Department of Health and Social Services (DHSS) to award and administer Alaska Native Family Assistance Program (NFAP) grants to Native non-profit organizations operating tribal Temporary Assistance for Needy Families (TANF) programs. The law provides that these grants are available on a pilot basis to four Alaska Native tribal entities: Metlakatla Indian Community of the Annette Island Reserve, the Association of Village Council Presidents, the Tanana Chiefs Conference, and the Tlingit-Haida Central Council. The law also requires DHSS to report to the Governor and the Legislature on the status of these pilot programs, and to make recommendations regarding the continuation of the NFAP program and expansion of the program to make grants available to all Alaska Native non-profit organizations authorized to receive federal funds to operate tribal TANF programs in Alaska. Chapter 96, SLA 2000 will sunset on June 30, 2005.

This report will provide background on the authorization and funding of tribal TANF programs, present information on the status of tribal TANF programs operating in Alaska, and make recommendations as to the continuation and expansion of the NFAP grant program.

### **Background**

The passage of the federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), commonly known as “welfare reform,” changed the face of welfare in America. After years of growing caseloads, the new law ended the individual entitlement to welfare cash benefits and established a cap on federal funding in the form of a fixed block grant. In exchange for this new method of funding, states were allowed a great deal more flexibility in the administration of their programs. This devolution of authority to states was similarly extended to American Indian and Alaska Native organizations. For the first time in history, Native people were authorized by the federal government to run a major welfare program through their own tribal governments and organizations.

To be eligible to operate a tribal TANF program, a Native entity must complete a Tribal Family Assistance Plan and submit it for approval to the Secretary of the U.S. Department of Health and Human Services. The plan must outline the tribe’s approach to providing welfare-related services, specify which entity or entities will be providing the services, define the population and service area, provide that duplicative services will not be provided by a state or other tribe, identify employment opportunities in the area and how the tribe will enhance those opportunities for TANF recipients, and apply certain fiscal accounting and auditing procedures.

As of FY 2002, 36 tribal TANF plans were approved to operate on behalf of 175 tribes serving over 8,400 families nationwide. A 2001 report published by the National Congress of American Indians estimates that a third of all American Indian and Alaska Native TANF recipients

received support through tribal TANF programs in 2001. Figure 1 shows the growth in tribal TANF programs since their inception in 1997.

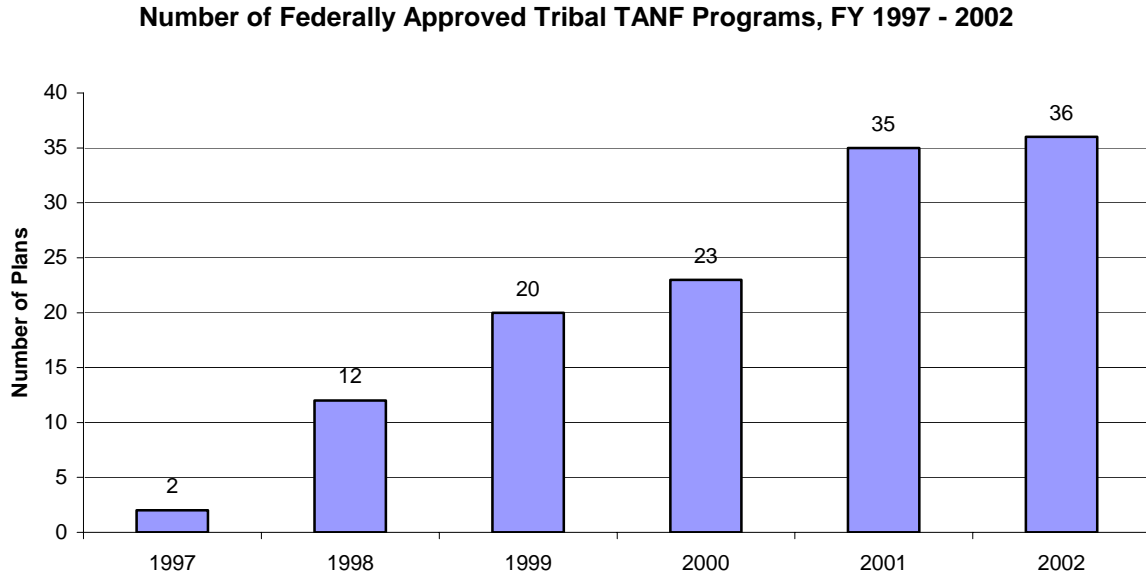


Figure 1

PRWORA also specifies which Native entities are eligible to operate Tribal TANF programs in Alaska. These are limited to the Metlakatla Indian Community of the Annette Island Reserve and the twelve Alaska Native regional non-profit corporations: Arctic Slope Native Association, Kawerak, Inc., Maniilaq Association, Association of Village Council Presidents, Inc., Tanana Chiefs Conference, Cook Inlet Tribal Council, Bristol Bay Native Association, Aleutian and Pribilof Islands Association, Chugachmiut, Tlingit and Haida Central Council, Kodiak Area Native Association, and Copper River Native Association. The law also contains a special rule for Alaska requiring certain aspects of tribal programs to be comparable to the state's TANF program. The federal Department of Health and Human Services in consultation with the tribes and the State of Alaska established these "comparability criteria" to include certain program eligibility criteria, benefit levels, minor parent requirements, work participation and child support enforcement. Chapter 96, SLA 2000, which established the Native Family Assistance Program, mirrors federal law by authorizing the state to coordinate with these Native organizations in the development of their Native family assistance programs.

Alaska currently has three tribal TANF programs serving nearly 20% of all TANF families in Alaska. From the outset, the State of Alaska has supported the establishment and development of the tribal TANF programs. Just as the devolution of authority from the federal government to the state has allowed for the success of welfare reform in Alaska, so has the authority granted to Native organizations provided a better framework for meeting the unique circumstances facing Alaska Native families on welfare. Programs run locally by Native organizations are more culturally relevant, better attuned to local economic circumstances, and better coordinated with other social services provided by Native organizations. Tribal TANF programs provide for an

added measure of Native self-governance and self-determination and ultimately, are better equipped to achieve the purposes of PRWORA.

### **Funding Tribal TANF: Federal Block Grant & Alaska Native Family Assistance Program**

The federal funding provisions regarding tribal TANF programs are contained in Section 412 of PRWORA. The law establishes that the federal Department of Health and Human Services fund tribes who have submitted an approved tribal family assistance plan with a portion of the state's TANF block grant. The share of the state's block grant that is transferred to a tribal TANF program is based on the amount of federal funds spent by the state in 1994 for Native families residing in the service area identified by the tribe in their tribal family assistance plan.

While PRWORA is silent on the issue of state funding for tribal TANF programs, both the state Department of Health and Social Services and the TANF-authorized tribes concur that in order for tribal organizations to successfully operate state-comparable programs, they require both federal and state financial support. This agreement, along with interest of three Alaska tribal entities in providing TANF programs, provided the impetus for passage of Chapter 96, SLA 2000 and the development of the Native Family Assistance Program (NFAP) in Alaska.

The principle that guides the level of state funding provided to tribal TANF programs through NFAP grants is that the amount should be fair and equitable when compared to the level of state funding for the Alaska Temporary Assistance Program. To achieve this end, the state considers the total amount of federal and state money that would otherwise be used to provide Temporary Assistance to Native families living in the designated service area in a given base year. Five funding categories are included: cash benefits, childcare assistance, work services (case management, supportive services, transportation, client training, etc.), eligibility determination services and administration. From this total, the federal block grant and the state's share of child support collected on behalf of the tribal TANF families are deducted. The difference is issued as a Native family assistance grant. The state grant has been considered a block grant so that the Native program operates under the same fixed funding parameters as the state's TANF program.

NFAP grants are negotiated yearly with tribal TANF providers and funds are transferred on a quarterly basis. NFAP grants are expended solely on cash benefit payments, except for administrative costs not to exceed 15 percent of the total grant amount.

There are currently three Tribal TANF programs receiving Native Family Assistance Grants: the Tanana Chiefs Conference (TCC), the Tlingit and Haida Central Council (T&H), and the Association of Village Council Presidents (AVCP).

Table 1 shows the amounts granted between FY 1999 and FY 2004.

**Native Family Assistance Grants, FY 1999 - 2004**

	<b>FY 1999</b>	<b>FY 2000</b>	<b>FY 2001</b>	<b>FY 2002</b>	<b>FY 2003</b>	<b>FY 2004</b>	<b>Total</b>
Tanana Chiefs	\$2,405,200	\$2,405,200	\$2,405,200	\$2,405,200	\$2,405,200	\$2,405,200	\$14,431,200
Tlingit & Haida			\$2,575,500	\$2,575,500	\$2,575,500	\$2,575,500	\$10,302,000
Assoc. of Village Council Presidents			\$3,740,400	\$3,740,400	\$3,740,400	\$3,740,400	\$24,733,200
<b>TOTAL</b>	\$2,405,200	\$2,405,200	\$8,721,100	\$8,721,100	\$8,721,100	\$8,721,100	\$39,694,800

Table 1

**Native Family Assistance Program Grant Oversight**

Tribal providers who receive NFAP grants enter into a contractual agreement with the State of Alaska to provide timely and accurate cash assistance, eligibility services, case management and other welfare-to-work services, supportive services, child care assistance and administrative support to all eligible families living within their service area. The contract requires tribal providers to report monthly to DPA describing the amount of grant funds expended for TANF program benefits. Contract provisions also include an agreement between tribal providers and the state to share information, work cooperatively and coordinate services to eligible families.

The NFAP contract requires that tribes establish an eligibility and data management computer system that will capture and provide information needed for an interface between the Division of Public Assistance Eligibility Information System (EIS), the Child Support Services Division (CSSD) and the tribal program. The tribal program must agree to cooperate with CSSD to establish paternity and to establish, modify, or enforce a child support order for a dependent child.

The NFAP contract allows DPA to monitor and evaluate the tribal TANF program to assure that grant money is being used to serve eligible families. Such oversight items may include:

- Accurate eligibility and benefit determinations;
- Penalties, sanctions, and disqualification;
- Benefits issuance;
- Maximum payment levels;
- Minor Parent living arrangement and school attendance requirements;
- Child support cooperation;
- Coordination with other public assistance programs such as Medicaid, Food Stamps, Adult Public Assistance, Chronic and Acute Medical Assistance, and General Relief Assistance;
- Adequate case file documentation;
- Adequate and timely notice of adverse actions;
- Tracking 60-month time limit and appropriate exemptions; and
- Fair Hearing and Appeal process.

Should the tribal TANF provider fail to comply with the terms of the NFAP grant, DPA has the authority to suspend the grant until the provider takes corrective action or successfully appeals the suspension. To date, no tribal provider has been found to be out of compliance with the terms of their NFAP grant.

### **Development of Tribal TANF Programs in Alaska**

The decision to assume responsibility for a tribal TANF program is a significant and complex decision for tribal organizations. Operating TANF presents important opportunities, but can also pose risks that may result in harm to the most vulnerable tribal members. To mitigate these risks and to build consensus among members, tribal TANF providers in Alaska undertook a rigorous decision-making and planning process.



The first step in planning for tribal TANF involved consensus building among tribal members. Tribal providers conducted regional, local and village meetings and teleconferences to discuss state and federal welfare reform legislation and its implications for Tribal TANF programs. Region-wide surveys of tribal preferences in program design were conducted and draft concept papers based on consensus elements of the survey were developed and circulated for discussion.

The thirteen Alaska tribes federally authorized to operate TANF programs worked cooperatively with the State of Alaska to reach agreement on the outline for a draft Tribal Family Assistance Plan (TFAP). A group known as the "Single Point of Contact" state and tribal representatives, or SPOC group, met regularly with a Native rights attorney hired by the tribes to come to consensus on such issues as the definition of a tribal service area, who would be served by a tribal TANF program, and the of comparability of state and tribal TANF programs. The SPOC group developed a model TFAP that became the template for Tribal TANF plans in Alaska.

Each tribal provider developed a draft TFAP that was reviewed by villages and communities in the service area. Final drafts of the plans were reviewed and approved by the Board of Directors of each Tribal entity and submitted to the Federal Department of Health and Human Services. Federal staff reviewed each tribe's plan and provided feedback as part of the approval process.

The experiences of Alaska's tribal TANF providers indicate that developing a sound TFAP requires more than meeting statutory requirements and following DHHS rules. The tribes have to define their own objectives and rules, negotiate terms with the state, and assemble resources for planning and start-up. Tribes decide to operate their own TANF program primarily because they believe they provide a better service to their members and achieve better employment outcomes by coordinating with Native employment programs. The TFAP is an opportunity to articulate the mission and goals of the tribal TANF program and to design the program

accordingly, including defining expectations for participation, acceptable work activities and sanction policies.

All three tribal TANF providers worked with the state in developing their TFAPs, and also received federal guidance. State staff provided information and guidance about staffing levels, policy and procedures and information systems needed to operate their programs. The state provided training and technical assistance including the collocation of state staff at tribal program facilities to assist in ongoing training and support.

While the state provided valuable technical assistance to help tribes develop their TANF plans, PRWORA does not provide any start-up funds to support planning or information system development prior to the approval of a tribal plan by DHHS and the subsequent grant award. In-kind support such as useful information, data and insights were garnered from staff working in related federally funded programs such as Native Employment Works (NEW) and the Workforce Investment Act (WIA). This lack of federal start-up, technical assistance and planning funds is a concern of states and has been noted as a deficiency in federal law that must be addressed.

Although the tribal providers in Alaska encountered challenges, they developed transition strategies and implemented tribal TANF operations that enabled start-up and continued service delivery. Important elements of these strategies included gradual transitions to tribal program operation, continuation of state involvement in program operations for an interim period, maintenance of good working relationships with the state TANF agency and adjustment of policies and procedures as needed.

### **Structure and Philosophy of Tribal TANF Programs in Alaska**

Federal law provides tribes the flexibility to design and implement their TANF programs in a manner that addresses the unique needs and circumstances of their members. They can define such elements as the program service area, service population (e.g., all Native families in the service area or only enrolled members of the tribe), time limits, benefits and services, the definition of “family,” eligibility criteria, and work activities. Tribes have the ability to establish, through negotiation with the federal Department of Health and Human Services, their own program work participation rate targets and required work hours. Tribes must provide the rationale for proposed work requirements, including how they are consistent with the purposes of TANF and with the economic conditions and resources available to the tribe.

The tribal TANF programs also recognize the role of traditional tribal activities in the lives of their members and have incorporated them into their program structure. They accept traditional activities such as subsistence fishing, hunting, and gathering as well as traditional crafts as legitimate work participation. Because many TANF participants have little experience with work in a cash economy, these traditional activities can be critical to the growth of a sense of responsibility and to the development of employment skills.

The location and accessibility of tribal TANF programs help overcome employment barriers in rural Alaska. Often state TANF offices and resources are not available to village residents living far off the road system. Tribal TANF programs have developed program offices in towns and

villages throughout rural Alaska bringing critical TANF services to families in their own communities. Tribal TANF programs have also been successful in coordinating the various human service programs they offer such as employment, workforce development, training and social services. This holistic approach results in efficient services that promote the health and self-sufficiency of the entire family.

Tribes administering TANF programs have the option to administer their programs utilizing Public Law 102-477, which authorizes the integration of various employment, training, and related services provided by tribal governments under a Bureau of Indian Affairs approved 477 plan. Currently, 11 of the 36 Tribal TANF programs are administered under this program including the three programs in Alaska. The tribes that utilize this option do so to integrate and consolidate their TANF programs with other related and complementary support programs. This allows tribes to simplify their budgeting, operating, and reporting systems, while maximizing their resources and service delivery capabilities. Financial reporting relating to the TANF program has been integrated to the maximum extent possible, while still meeting the minimum statutory requirement for ensuring proper expenditure of TANF funds. Performance reporting must of necessity be maintained separately in order to meet minimum statutory and regulatory reporting requirements.

Tribal TANF providers may also develop their own strategies for achieving the program goal of family self-sufficiency. The tribal TANF programs, like the state's Alaska Temporary Assistance Program (ATAP), have adopted a philosophy that emphasizes work as a means of independence from public assistance. Along with a cash benefit, each program offers services that promote rapid employment, self-sufficiency, and family stability. Tribes have adopted strategies designed to prepare TANF participants for employment including adult education, job skill training, and work experience, and to eliminate barriers to employment by addressing such problems as lack of quality and affordable childcare, domestic violence, health and mental health difficulties, and untreated alcohol or substance abuse.

### **Status of Tribal TANF Programs in Alaska**

Currently, tribal TANF programs in Alaska are serving a total of 970 families. Approximately forty percent of families have one child and 30 percent have two children.

Consistent with the goal of self-sufficiency, tribal TANF programs strongly support moving tribal members from welfare to work with an average of 40 percent of adults engaged in work or work participation activities. Since the first Alaska tribal TANF program began operation in 1999, the number of Alaska Native tribal TANF recipients has dropped by over 33 percent.

While tribal TANF results are below the state caseload reduction of 52 percent, this is a positive result when considering the challenge of securing employment in rural areas served by the state's tribal TANF programs. Figure 2 compares caseload reduction in the Alaska Temporary Assistance program with that of the three tribal TANF programs.

## Comparison of Temporary Assistance, TCC, T&H, and AVCP Native TANF Cases

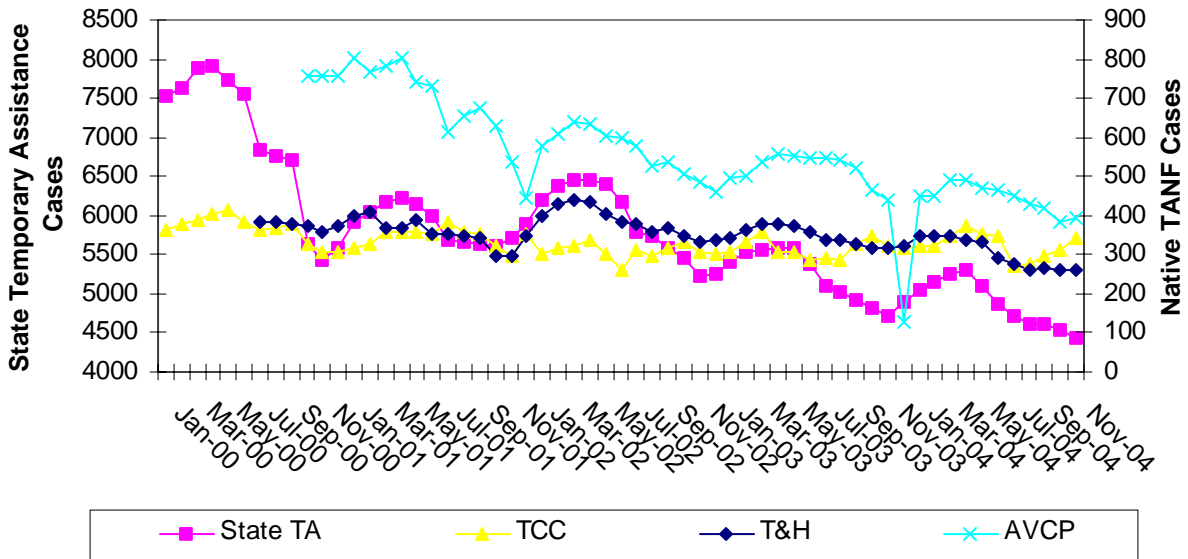


Figure 2

### Tanana Chiefs "Athabascan Self-Sufficiency Assistance Partnership Program" (ASAP)

The service area for the ASAP program includes Fairbanks and 42 villages in Doyon Region of interior Alaska. This program serves all families in which the head of the household is Alaska Native or American Indian. The program began operation in October 1998, and in FY 2004 served an average of 315 families per month.

The ASAP program 2003 funding includes \$5,312.1 in federal funding and \$2,405.2 in state funding through the NFAP grant program. During FY 2003 the ASAP program provided services to approximately 1,618 clients including 289 families receiving childcare assistance for 468 children. The program authorized approximately \$1.8 million in cash benefits to eligible recipients and over \$253,000 in direct client or supportive services.

The goal of the ASAP program is to strengthen individuals, their families and their communities by increasing their capacities to support each other through meaningful work and employment, and to develop local resources and jobs to decrease dependency on cash assistance programs. The program is based on four guiding principals: every family has basic needs, which must be met; every family has something to offer their community; it takes a lot of work to meet the needs of a family and a community; and in every community, everyone should support themselves and each other by the work that they do.

Services provided by the ASAP program include case management, on-the-job training, short term job training, counseling and skill building, help with child care expenses, referrals for paid employment, referrals for community work services, structured job search to teach specific job search skills, transitional services including child care assistance and post-employment services, GED or high school instruction, vocational training, and higher education. Additional services

offered to families include financial literacy training, mentorship from members of the local community and linkages to therapeutic treatment options.



An innovative feature of the ASAP program is a one-stop service center in each of the village council offices. This model of service coordination promotes a holistic focus on family needs and allows TCC to deliver a variety of services efficiently and effectively. Prior to the transition to the one-stop service centers, there was a zero percent overall work participation rate for village-based TANF recipients. Now, the ASAP program has met its work participation requirements, put families into work, offered

opportunities for training and matched parents with specialized resources.

The ASAP program has also promoted financial self-sufficiency with the Earned Income Tax Credit (EITC) Program. The program helped 774 recipients apply for the EITC on their tax returns, with approximately \$570,000 realized in tax refunds. During the next fiscal year ASAP will offer EITC preparation seminars through a contract with Alaska Business Development Center and in conjunction with the University of Alaska. This program will assist working TANF recipients as well as those who have left ASAP to participate in the EITC program to augment their household income.

Community collaborations enhance services provided to recipients. In 2003 the ASAP program partnered with the State of Alaska Department of Labor and Workforce Development to present the Fairbanks Job Fair. Eighty-six employers and over 2,400 individuals participated making this the largest job fair ever in Alaska. Through a partnership with the TCC Tribal College, staff at the ASAP program began the training to become Certified Career Development Facilitators (CDF). CDF's are qualified to work in Career Resource Centers, Welfare to Work programs, as well as a variety of workforce development settings.

Faith-based partnerships are also a feature of ASAP. Love In the Name of Christ (Love, INC) provides "Hope Seminars" focusing on a range of skills including cooking on a tight budget, time and credit management, marriage and family communication, and purchasing and caring for a car. Successful completion of the two-day seminar enables an individual to be eligible for the Love, INC vehicle donation program. Through a partnership with TCC Old Minto Recovery and St. Mathews Church, the ASAP program offers "Strengthening the Families." This eight-week course is designed to strengthen family communication, encourage prevention of substance abuse for the youth, and assist high-risk families with essential skills for rebuilding a healthy family life.

The ASAP program has been successful in reducing the program caseload and putting people to work. During FY 2003, 265 clients were placed in unsubsidized employment. Between FY 2002 and FY 2003, the TCC caseload dropped by 5 percent. Since the time TCC began their

TANF program, their caseload has dropped approximately 16 percent. Figure 3 shows the changes in caseload since the program began.

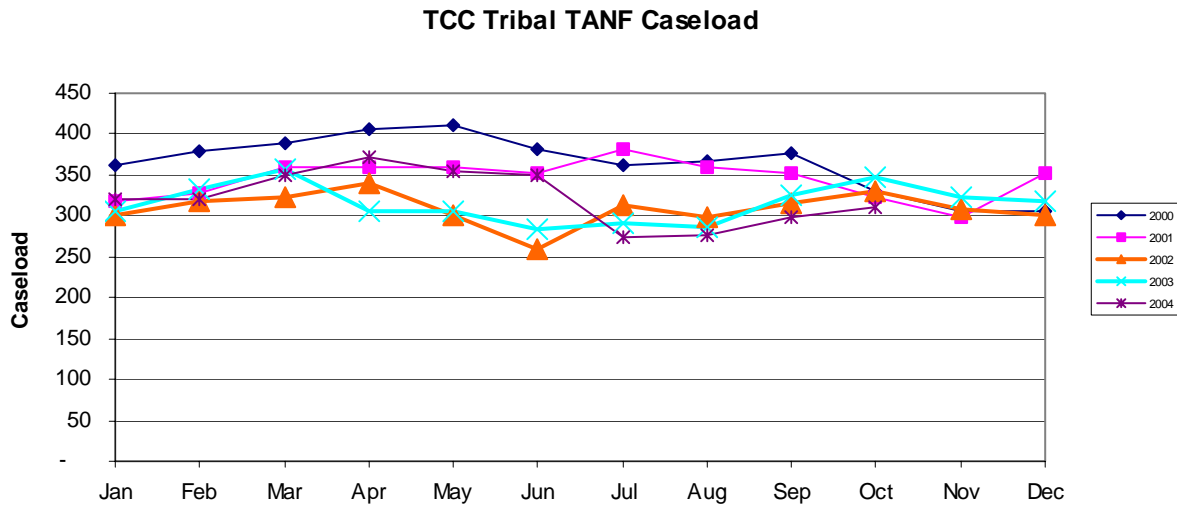


Figure 3

### Central Council of Tlingit and Haida TANF Program

The T&H program serves Southeast Alaska, with eligibility restricted to households where at least one member is Alaska Native and enrolled or eligible for membership in a federally recognized tribe in the service area. These tribes include Angoon, Klukwan, Haines, Craig, Douglas, Hoonah, Hydaburg, Kake, Kasaan, Ketchikan, Klawock, Pelican, Petersburg, Saxman, Skagway, Tenakee, Wrangell, Sitka, Yakutat, and Juneau. The program began operation in July 2000. In FY 2003, the T&H program served an average of 315 families per month.

The 2003 T&H TANF program funding includes \$ 2,367,150 million in federal funding and \$2,575,500 in state funding through the Native Family Assistance Grant program. During FY 2003 the T&H TANF program provided services to approximately 350 clients including 208 families receiving childcare assistance for 624 children. The program authorized approximately \$2,642,315 million in cash benefits to eligible recipients and over \$801,000 in direct client or supportive services.

The overriding goal of the T&H tribal TANF program is to assist families to become self-sufficient. The program emphasizes work as a means to self-sufficiency with the expectation that both parents of children needing assistance must work to the extent of their ability. Program participants are encouraged to complete at least a high school education (or its equivalent), so that they can enjoy greater opportunities to obtain work that will produce sufficient income to support their families and contribute to their community. The program aims to discourage unwed pregnancies and works with all sectors of the community to discourage out-of-wedlock pregnancies, especially among teens, and encourages family stability by requiring teen parents to remain in their parents' or another responsible adult's home.

Services provided by the T&H TANF program include case management, adult basic education, employment assessment, adult vocational training and higher education, work experience and on-the-job training, job search skills and post-employment services. A variety of supportive services are offered to families who are actively participating in seeking employment, in school or in training including childcare, transportation, work clothing, tools for work, food and shelter assistance and linkages to therapeutic treatment options.

Service coordination is a key feature of the T&H TANF program. In 1994, T&H was the first Native American agency to utilize PL 102-477 to integrate a variety of services under their Employment and Training Division. Internally, the T&H TANF program coordinates with its Division of Employment and Training to utilize the services of Tribal Vocational Rehabilitation, childcare, Adult Vocational Training, Tribal Employment Rights and the Youth Opportunity Program.

Additional internal coordination includes Central Council Tribal Family and Youth Services, Headstart, and Tribal enrollment services for medical and mental health services. State agency partners in the delivery of services to TANF recipients include the Division of Public Assistance, the Department of Labor and Workforce Development, Child Support Services, the Division of Vocational Rehabilitation and the Office of Children’s Service. Community partnerships with the Southeast Regional Resource Center, Catholic Community Services, St. Vincent DePaul, and women’s shelters such as Aiding Women and Rape Emergencies (AWARE) help to address the needs of families with barriers to work.

The T&H TANF program has been successful in reducing the program caseload and putting people to work. During FY 2003, 270 clients were placed in unsubsidized employment. Between FY 2002 and FY 2003, the T&H caseload dropped by 5 percent. Since the time T&H began their TANF program, their caseload has dropped approximately 7 percent. Figure 2 below shows the changes in caseload since the program began

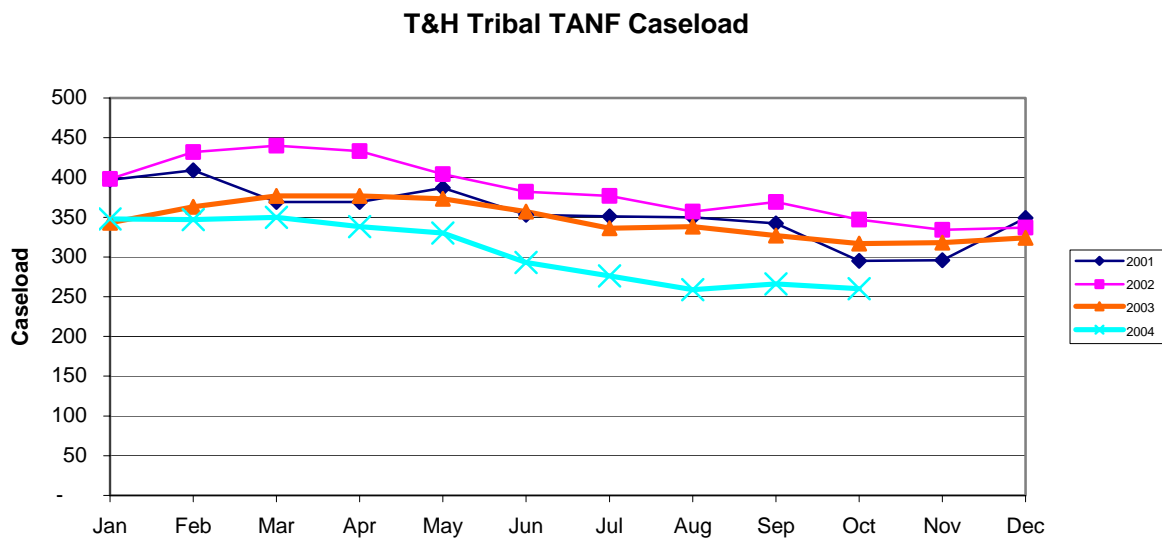


Figure 2

## **Association of Village Council Presidents TANF Program**

The AVCP program serves Bethel and the 56 federally recognized tribes surrounding the Yukon-Kuskokwim Delta. In order to provide state public assistance in a uniform and cost effective manner, this program is designated as a "regional public assistance program," as it serves all Alaska Native families as well as non-Native families in the service area. This program began operation in October 2000. In FY 2003, the AVCP program served an average of 510 families per month.

The 2003 AVCP TANF program funding included \$5,420.8 in federal funding and \$3,740,400 in state funding through the Native Family Assistance Grant program. During FY 2003 the ASAP program provided services to approximately 550 clients including 18 families receiving childcare assistance for 36 children. The program authorized approximately \$3.4 million in cash benefits to eligible recipients.

The overriding goal of AVCP TANF is to assist families to become self-sufficient through employment. The program provides comprehensive services that meet the basic needs of families throughout the region while improving communities and strengthening individuals. Work and supportive services are offered internally or through referrals to community agencies.

The AVCP TANF program coordinates internally with other AVCP services and programs, in particular the Education, Employment, Training and Childcare Division (EET&CC). Services include adult vocational training, employment services, and Head Start. EET&CC services promote economic and social development of tribal members in order to reduce joblessness and to more fully develop the academic, occupational and literacy skills that make individuals more competitive in the workforce. State agency partners in the delivery of services to TANF recipients include the Division of Public Assistance, the Department of Labor and Workforce Development and Child Support Services in the Department of Revenue.

The AVCP TANF program has been successful in reducing the program caseload and putting people to work. Between FY 2002 and FY 2003, the T&H caseload dropped by 10 percent. Since the time AVCP began their TANF program, their caseload has dropped approximately 40 percent. Figure 5 below shows the changes in caseload since the program began.

### AVCP Tribal TANF Caseload

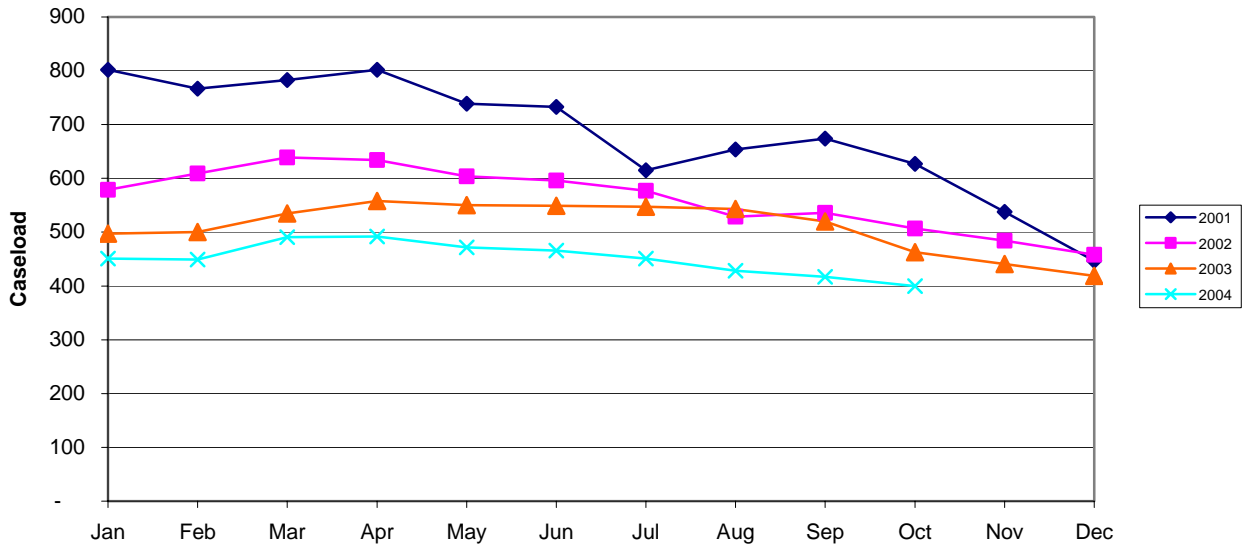


Figure 5

### Obstacles and Lessons Learned

A common difficulty for tribes in Alaska was the development, operation and maintenance of computer information systems to support TANF operations. A TANF information system must support enrollment of program participants and help tribes track and report services provided and participant activities. Information systems are also crucial to the exchange of data with TANF partners such as the Alaska Child Support Services Division.

Unlike states, tribes did not receive funding to develop their own TANF information systems. In response, the state provided seed money to tribes to purchase a computer software product designed specifically for tribal TANF programs. The tribes are using this product with varying level of success and continue to struggle with the need to provide accurate data to state and federal agencies.

Because of the limitations of their own computer systems capacity, there is growing interest among tribal TANF providers in contracting with the state for use of the Eligibility Information System (EIS) used to administer programs in the Division of Public Assistance. Cook Inlet Tribal Council, scheduled to begin providing tribal TANF in July 2005, has made the decision to use EIS for at least two years while developing their own system. Two of the three groups currently providing tribal TANF have also expressed interest in converting to EIS. Using the EIS system may yield significant savings and efficiencies, particularly with respect to data transfers between agencies. The state will continue to support usage of EIS for tribal TANF programs in Alaska.

## **Trends in Tribal TANF**

Interest in the development of Tribal TANF programs is on the increase. As of the current date, three additional groups have formally initiated planning for tribal TANF programs.

**Cook Inlet Tribal Council.** Cook Inlet Tribal Council, Inc. (CITC) provides social, educational and employment services to Alaska Natives and Native Americans living in the Cook Inlet region. Established in 1983 by Cook Inlet Region, Inc. (CIRI) as a nonprofit social service agency, CITC administers over forty culturally appropriate programs designed to assist individuals and families to achieve self-sufficiency. Annually these programs serve an average of 13,000 Alaska Natives and Native Americans.

Over the last 20 years, Cook Inlet Tribal Council has grown from a staff of fifteen employees and total revenue of \$91,863 to a large and complex Native corporation, with over 245 employees and an annual operating budget in excess of \$31 million in the Year 2003. CITC's continuum of services runs through five departments: Substance Abuse Services, Youth Development Services, Educational Services Systems, Employment and Training Services, and Family Services.

CITC is preparing to add TANF to their comprehensive array of family services. With a planned start date of July 2005, the CITC Tribal TANF program will serve approximately 700 families in the Anchorage area.

**Bristol Bay Native Association.** The Bristol Bay Native Association (BBNA) is an alliance of 30 Tribal Councils from villages in the Bristol Bay area of southwest Alaska. A non-profit service agency, BBNA provides educational, social and workforce development services to families and individuals as well as economic development opportunities for the region. BBNA is in the early planning phase of their TANF program with a scheduled start date of October 2005. The proposed program will serve approximately 125 families in the Bristol Bay region.

**Maniilaq.** Additionally, the Maniilaq Association has recently begun formal planning for a TANF program to serve Northwest Alaska. Maniilaq is the non-profit Native Consortium located in the hub village of Kotzebue, providing tribal, health and social services to native and non-native residents of the Northwest Arctic Borough and Pt. Hope. The proposed program will serve approximately 145 families.

## **Recommendations**

### ***Reauthorize the Native Family Assistance Program.***

Across the nation, federal welfare reform has been successful in moving families from welfare to work. One of the main reasons for this success has been the fact that the federal welfare reform law afforded the states the flexibility to design and run their own unique TANF programs. In the same light, the federal law allows Alaska Native tribes to run their own programs designed by their members, locally controlled, and culturally relevant. Tribes have a better grasp of social and economic conditions that inform their work and allow them to tailor services based on the

unique needs of local communities. This local presence and familiarity with village and community life puts the tribes in the best position to administer their programs and to successfully promote self-sufficiency for their clients.

The Native Family Assistance Grant program affirms the state's interest in promoting regional responsibility and local control for public assistance programs in Alaska. The three tribal programs currently operating have successfully administered TANF programs that reflect the unique needs and conditions in local communities and have been proven effective in moving tribal members towards self-sufficiency through employment. The single regional public assistance program operating in the Yukon-Kuskokwim area of Alaska that serves both Native and non-Native families in the region has been shown to be administratively efficient and cost effective. Reauthorization of the Native Family Assistance program will ensure that tribal groups currently delivering TANF services will continue to provide comparable and culturally relevant services in their own villages and communities, and may also improve the delivery of the Temporary Assistance program in rural areas.

Both state and tribal officials agree that federal funds alone are insufficient for the successful operation of a tribal TANF program that is comparable to the state run program. Supplementing tribal TANF programs with Native Family Assistance grants will maximize federal block grant funds available to tribes, and will promote effective welfare-to-work service delivery models for rural Alaska. The Alaska Legislature should pass the Governor's proposed legislation that will make the NFAP program permanent.

***Expand availability of Native Family Assistance grants to all tribal groups authorized in federal law to operate tribal TANF programs.***

Two additional Native non-profits not currently authorized to receive Native Family Assistance Grants are actively planning tribal TANF programs as they are authorized to do in federal law. At least one additional non-profit has expressed interest revealing a strong trend toward development of tribal TANF programs in Alaska. Expansion of the availability of Native Family Assistance grants will ensure that all tribal organizations federally authorized to deliver tribal TANF programs will have the opportunity to access the necessary state resources and provide effective and innovative public assistance programs to their members.

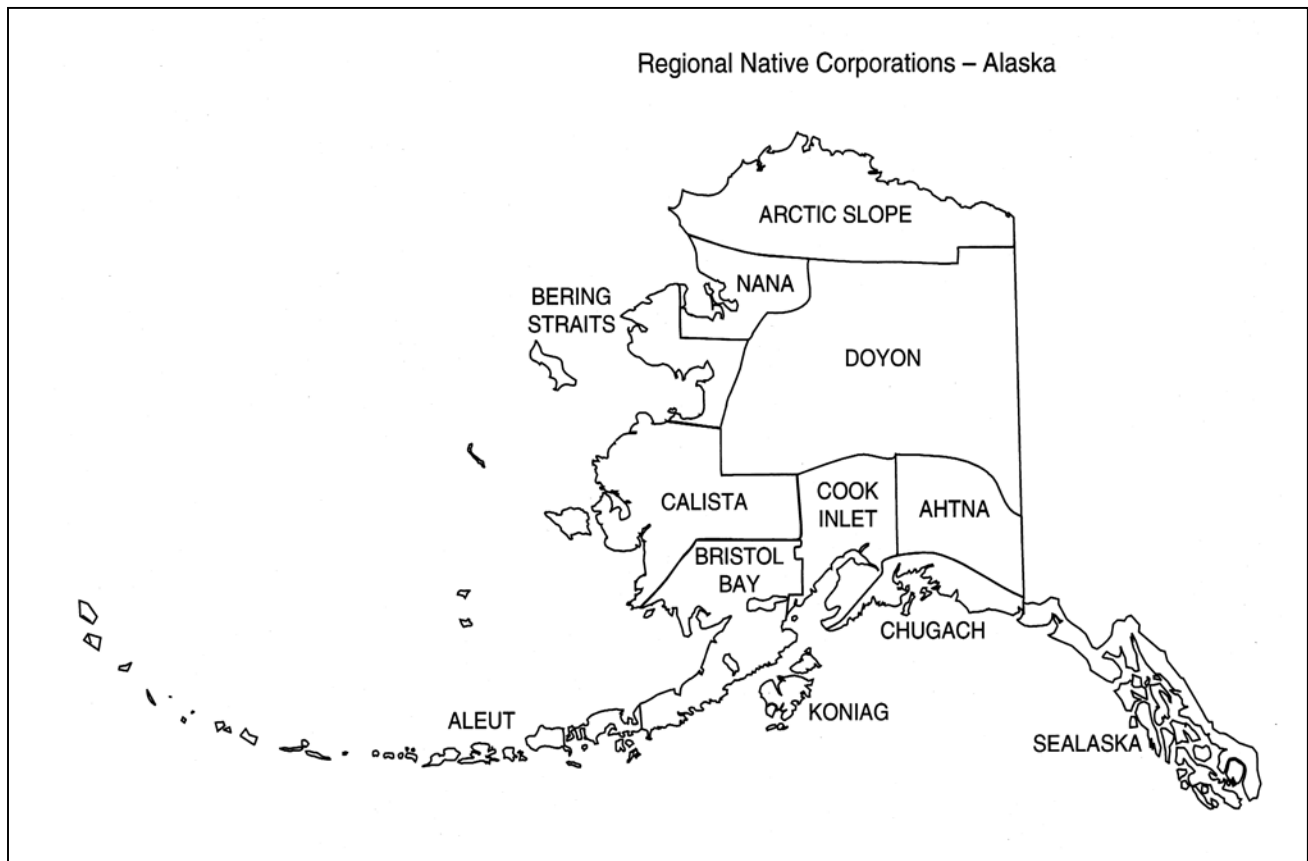
## **Appendix A**

### **Table and Map: Regional Native Corporations and their Non-Profit Organizations**

## Regional Native Corporations and their Non-Profit Organizations

Alaska Native Regional Corporations	Regional Non-Profit Organization
Arctic Slope Regional Corporation	Arctic Slope Native Association
Bering Straits Native Corporation	Kawerak, Inc.
Nana	Maniilaq Association
Calista Corporation	Association of Village Council Presidents, Inc
Doyon, Limited	Tanana Chiefs Conference
Cook Inlet Region, Inc.	Cook Inlet Tribal Council
Bristol Bay Native Corporation	Bristol Bay Native Association
Aleut Corporation	Aleutian and Pribilof Islands Association
Chugach Alaska Corporation	Chugachmiut
Sealaska Corporation	Tlingit and Haida Central Council
Koniag, Inc.	Kodiak Area Native Association
Ahtna, Inc.	Copper River Native Association
Metlakatla Indian Community of the Annette Island Reserve *	

\* The only Indian Reservation in Alaska



**Appendix B**

**Selected Sections from PL 104-193, the Personal Responsibility and Work  
Opportunities Reconciliation Act (PRWORA)**

**Section 412. Direct Funding and Administration by Indian Tribes  
Section 419. Definitions**

## **SEC. 412. DIRECT FUNDING AND ADMINISTRATION BY INDIAN TRIBES.**

### **`(a) GRANTS FOR INDIAN TRIBES-**

#### **`(1) TRIBAL FAMILY ASSISTANCE GRANT-**

**`(A) IN GENERAL-** For each of fiscal years 1997, 1998, 1999, 2000, 2001, and 2002, the Secretary shall pay to each Indian tribe that has an approved tribal family assistance plan a tribal family assistance grant for the fiscal year in an amount equal to the amount determined under subparagraph (B), and shall reduce the grant payable under section 403(a)(1) to any State in which lies the service area or areas of the Indian tribe by that portion of the amount so determined that is attributable to expenditures by the State.

#### **`(B) AMOUNT DETERMINED-**

**`(i) IN GENERAL-** The amount determined under this subparagraph is an amount equal to the total amount of the Federal payments to a State or States under section 403 (as in effect during such fiscal year) for fiscal year 1994 attributable to expenditures (other than child care expenditures) by the State or States under parts A and F (as so in effect) for fiscal year 1994 for Indian families residing in the service area or areas identified by the Indian tribe pursuant to subsection (b)(1)(C) of this section.

#### **`(ii) USE OF STATE SUBMITTED DATA-**

**`(I) IN GENERAL-** The Secretary shall use State submitted data to make each determination under clause (i).

**`(II) DISAGREEMENT WITH DETERMINATION-** If an Indian tribe or tribal organization disagrees with State submitted data described under subclause (I), the Indian tribe or tribal organization may submit to the Secretary such additional information as may be relevant to making the determination under clause (i) and the Secretary may consider such information before making such determination.

#### **`(2) GRANTS FOR INDIAN TRIBES THAT RECEIVED JOBS FUNDS-**

**`(A) IN GENERAL-** The Secretary shall pay to each eligible Indian tribe for each of fiscal years 1997, 1998, 1999, 2000, 2001, and 2002 a grant in an amount equal to the amount received by the Indian tribe in fiscal year 1994 under section 482(i) (as in effect during fiscal year 1994).

**`(B) ELIGIBLE INDIAN TRIBE-** For purposes of subparagraph (A), the term 'eligible Indian tribe' means an Indian tribe or Alaska Native organization that conducted a job opportunities and basic skills training program in fiscal year 1995 under section 482(i) (as in effect during fiscal year 1995).

**`(C) USE OF GRANT-** Each Indian tribe to which a grant is made under this paragraph shall use the grant for the purpose of operating a program to make work activities available to members of the Indian tribe.

**`(D) APPROPRIATION-** Out of any money in the Treasury of the United States not otherwise appropriated, there are appropriated \$7,638,474 for

each fiscal year specified in subparagraph (A) for grants under subparagraph (A).

`(b) 3-YEAR TRIBAL FAMILY ASSISTANCE PLAN-

`(1) IN GENERAL- Any Indian tribe that desires to receive a tribal family assistance grant shall submit to the Secretary a 3-year tribal family assistance plan that--

`(A) outlines the Indian tribe's approach to providing welfare-related services for the 3-year period, consistent with this section;

`(B) specifies whether the welfare-related services provided under the plan will be provided by the Indian tribe or through agreements, contracts, or compacts with intertribal consortia, States, or other entities;

`(C) identifies the population and service area or areas to be served by such plan;

`(D) provides that a family receiving assistance under the plan may not receive duplicative assistance from other State or tribal programs funded under this part;

`(E) identifies the employment opportunities in or near the service area or areas of the Indian tribe and the manner in which the Indian tribe will cooperate and participate in enhancing such opportunities for recipients of assistance under the plan consistent with any applicable State standards; and

`(F) applies the fiscal accountability provisions of section 5(f)(1) of the Indian Self-Determination and Education Assistance Act (25 U.S.C. 450c(f)(1)), relating to the submission of a single-agency audit report required by chapter 75 of title 31, United States Code.

`(2) APPROVAL- The Secretary shall approve each tribal family assistance plan submitted in accordance with paragraph (1).

`(3) CONSORTIUM OF TRIBES- Nothing in this section shall preclude the development and submission of a single tribal family assistance plan by the participating Indian tribes of an intertribal consortium.

`(c) MINIMUM WORK PARTICIPATION REQUIREMENTS AND TIME LIMITS-

The Secretary, with the participation of Indian tribes, shall establish for each Indian tribe receiving a grant under this section minimum work participation requirements, appropriate time limits for receipt of welfare-related services under the grant, and penalties against individuals--

`(1) consistent with the purposes of this section;

`(2) consistent with the economic conditions and resources available to each tribe; and

`(3) similar to comparable provisions in section 407(e).

`(d) EMERGENCY ASSISTANCE- Nothing in this section shall preclude an Indian tribe from seeking emergency assistance from any Federal loan program or emergency fund.

`(e) ACCOUNTABILITY- Nothing in this section shall be construed to limit the ability of the Secretary to maintain program funding accountability consistent with--

`(1) generally accepted accounting principles; and

`(2) the requirements of the Indian Self-Determination and Education Assistance Act (25 U.S.C. 450 et seq.).

`(f) PENALTIES-

`(1) Subsections (a)(1), (a)(6), and (b) of section 409, shall apply to an Indian tribe with an approved tribal assistance plan in the same manner as such subsections apply to a State.

`(2) Section 409(a)(3) shall apply to an Indian tribe with an approved tribal assistance plan by substituting `meet minimum work participation requirements established under section 412(c)' for `comply with section 407(a)'.

`(g) DATA COLLECTION AND REPORTING- Section 411 shall apply to an Indian tribe with an approved tribal family assistance plan.

`(h) SPECIAL RULE FOR INDIAN TRIBES IN ALASKA-

`(1) IN GENERAL- Notwithstanding any other provision of this section, and except as provided in paragraph (2), an Indian tribe in the State of Alaska that receives a tribal family assistance grant under this section shall use the grant to operate a program in accordance with requirements comparable to the requirements applicable to the program of the State of Alaska funded under this part. Comparability of programs shall be established on the basis of program criteria developed by the Secretary in consultation with the State of Alaska and such Indian tribes.

`(2) WAIVER- An Indian tribe described in paragraph (1) may apply to the appropriate State authority to receive a waiver of the requirement of paragraph (1).

## SEC. 419. DEFINITIONS.

`As used in this part:

- `(1) ADULT- The term `adult' means an individual who is not a minor child.
- `(2) MINOR CHILD- The term `minor child' means an individual who--
  - `(A) has not attained 18 years of age; or
  - `(B) has not attained 19 years of age and is a full-time student in a secondary school (or in the equivalent level of vocational or technical training).
- `(3) FISCAL YEAR- The term `fiscal year' means any 12-month period ending on September 30 of a calendar year.
- `(4) INDIAN, INDIAN TRIBE, AND TRIBAL ORGANIZATION-
  - `(A) IN GENERAL- Except as provided in subparagraph (B), the terms `Indian', `Indian tribe', and `tribal organization' have the meaning given such terms by section 4 of the Indian Self-Determination and Education Assistance Act (25 U.S.C. 450b).
  - `(B) SPECIAL RULE FOR INDIAN TRIBES IN ALASKA- The term `Indian tribe' means, with respect to the State of Alaska, only the Metlakatla Indian Community of the Annette Islands Reserve and the following Alaska Native regional nonprofit corporations:
    - `(i) Arctic Slope Native Association.
    - `(ii) Kawerak, Inc.
    - `(iii) Maniilaq Association.
    - `(iv) Association of Village Council Presidents.
    - `(v) Tanana Chiefs Conference.
    - `(vi) Cook Inlet Tribal Council.
    - `(vii) Bristol Bay Native Association.
    - `(viii) Aleutian and Pribilof Island Association.
    - `(ix) Chugachmuit.
    - `(x) Tlingit Haida Central Council.
    - `(xi) Kodiak Area Native Association.
    - `(xii) Copper River Native Association.
- `(5) STATE- Except as otherwise specifically provided, the term `State' means the 50 States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the United States Virgin Islands, Guam, and American Samoa.