

HB

401

HOUSE COMMITTEE REPORT

(7)

Date Referred to Committee: March 4, 1998

FURTHER REFERRALS:

Finance

Date of Committee Action: 4/16/98

The HEALTH, EDUCATION AND SOCIAL SERVICES Committee considered:

HB 401

HOUSE BILL NO. 401

STATE/REG'L/TRIBAL FAMILY ASS'T PROGRAMS

"An Act relating to contracts for the provision of state public assistance to certain recipients in the state; providing for regional public assistance plans and programs in the state; relating to grants for Alaska tribal family assistance programs; and providing for an effective date."

recommends it be replaced with the following committee substitute _____ the same title a new title

additional referral to _____ Committee
 attached amendment(s)

ADOPTS: _____ Letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept) _____

APPROVES PREVIOUS: (Dept/Date) _____

fiscal note(s) _____

fiscal note(s) _____

zero fiscal note(s) _____

zero fiscal note(s) DH+SS/2/12/98

SIGNING WITH RECOMMENDATIONS	DP	DNP	NR	AM
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CHAIR'S SIGNATURE *[Signature]*

FISCAL NOTE

No: 1

STATE OF ALASKA
1998 LEGISLATIVE SESSION

Bill Version: HB 401
(H) Publish Date: 2/12/98

Revision Date: _____
Title: Contracts for Providing Public Assistance
Sponsor: Rules Committee
Requestor: Governor

Dept. Affected: Health and Social Services
BRU: Public Assistance
Component: ATAP
COMPONENT SERIAL NO. 220
See also (SN#): _____

Expenditures/Revenues:

(Thousands of Dollars)

	FY99	FY00	FY01	FY02	FY03	FY04
OPERATING						
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS	0.0	0.0	0.0	0.0	0.0	0.0
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
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CHANGES IN REVENUES ()						
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FUND SOURCE

(Thousands of Dollars)

1002 Federal Receipts	0.0	0.0	0.0	0.0	0.0	0.0
1003 QF Match						
1004 QF	0.0	0.0	0.0	0.0	0.0	0.0
1005 QF/Program Receipts						
1037 QF/Mental Health						
Other (please specify)						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

Estimate of any current year (FY99) cost: 0.0

ANALYSIS: (Attach a separate page if necessary)

This legislation will provide grant funds to Alaska Native organizations that have federal approval to operate tribal family assistance programs (TFAP). It also allows the department to establish regional public assistance plans to serve all families living in the geographic area covered by the federally approved TFAP. The legislation also authorizes the department to contract with the Alaska Native organization operating a TFAP to serve these families. This legislation provides that grants to eligible Alaska Native organizations will represent a fair and equitable portion of the state appropriations intended to serve state residents served by an approved regional plan.

Federal welfare reform law provides that the 12 Alaska Native regional non-profits and the Indian community of Metlakatla may submit TFAP plans for federal approval. At this time, no Native organizations have submitted a TFAP plan. Fiscal impacts are dependent on which Native organizations have approved plans and the population to be served. In the future, department budget requests will reflect the financial impact which will result from Native organizations administering approved plans.

Prepared by: Jim Nordlund
Division: Public Assistance
Approved by Commissioner: Karen Perdue, Commissioner
Agency: Department of Health & Social Services

Phone: 465-2680
Date: 02/10/98
Date: 2/10/98

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STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

February 10, 1998

The Honorable Gail Phillips
Speaker of the House
Alaska State Legislature
State Capitol
Juneau, AK 99801-1182

Dear Speaker Phillips:

In accepting the challenge of reforming Alaska's welfare system, the state must make every effort to build a successful public assistance program. This bill I transmit today continues Alaska's efforts to implement effective and responsible welfare reform, particularly in rural areas. This legislation takes advantage of a provision in federal welfare reform allowing regional non-profit Native corporations to develop and implement welfare programs. Not only would this promote local responsibility for program success, it will better tie program assistance to local economic and social conditions. Under the bill, the Department of Health and Social Services may contract with regional Native organizations for operating family assistance plans.

The federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996, established that specifically named Alaska Native organizations could propose to operate tribal family assistance plans, independent of the state plan, to serve the native population within a specific geographical region. A state- and federally-approved tribal family assistance plan will receive, directly from the federal government, a portion of Alaska's allocation of the Temporary Assistance for Needy Families block grant funds to provide public assistance to the families the plan serves. The federal funds, however, will only be about half of the funds that have historically been appropriated to serve this purpose. This bill establishes standards by which the state will provide grants to these organizations to match the federal funds.

The regional plans are expected to be custom designed to meet the economic conditions and needs of the area. Regional plans may depart from some requirements of the state assistance program, as long as the plans contain specifically identified program elements.

The Honorable Gail Phillips
February 10, 1998
Page 2

Additional provisions in the bill address record sharing and confidentiality, data reporting and financial records, program termination, and procedures for appeal.

This bill will contribute to making our public assistance programs more effective by considering regional conditions in plan developments. I urge your support of this bill.

Sincerely,



Tony Knowles
Governor

Sectional Analysis HB 401 \ SB 293

Section 1. Findings and Intent

Section 2. This section exempts contracts with Native Regional organizations who are providing public assistance services and have an approved tribal assistance plan under AS 47.27.072 from the procurement code.

Section 3. Authorizes the department, if it is appropriate, to establish regional public assistance plans for the administration of the Alaska temporary assistance program.

Section 4. Allows the Department, in its administration of the Alaska Temporary Assistance Program, to adopt program standards that may vary by region so long as the standards still meet the requirements in AS 47.27.072 and the program requirements of AS 47.27.071.

Section 5. This section allows the Department to award tribal family assistance grants to Alaska Native Regional Organizations that have a Federally approved tribal assistance plan that meets the requirements of AS 47.27.070. This section also establishes a process for Departmental review of the tribal assistance plan before it is submitted by the Alaska Native Regional Organization.

Additionally, this section provides that in the first year of a tribal assistance plan the State grant will represent a fair and equitable portion of the State appropriation for the State public assistance program administered by the department. For the second and subsequent years, the grant represents a fair and equitable portion of the State appropriations made for public assistance programs that is allocated for tribal family assistance grants.

This section also lists the specific requirements that must be included in the tribal plan if it is to be eligible for a state grant. Additionally, this section allows the Commissioner of the Department of Health and Social Services to require that non-tribal members be served through the tribal plan if doing so would be an efficient and cost-effective way to administer the State's public assistance program.

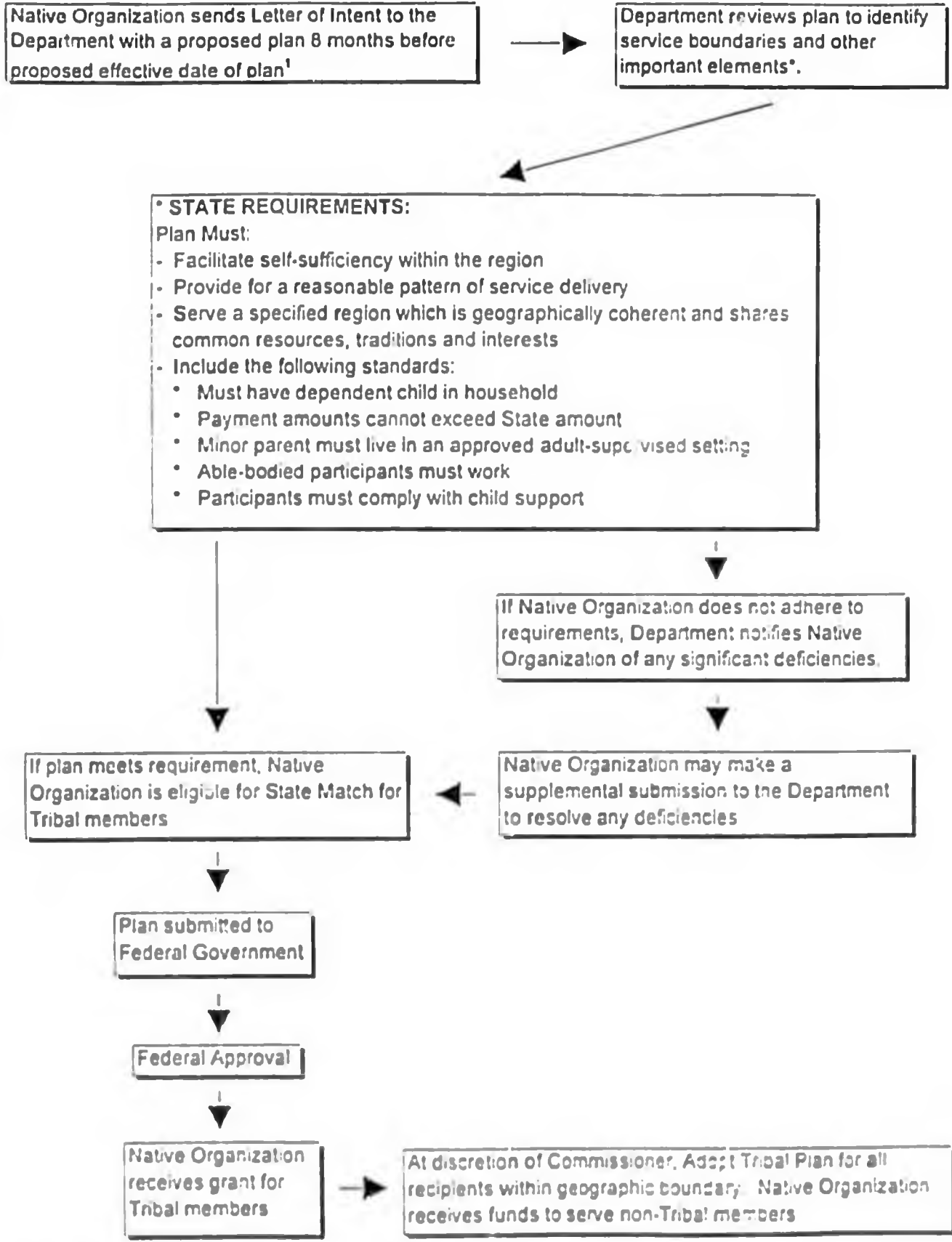
If the Commissioner designates the tribal plan to be the public assistance plan for all State residents within the service area, the Department will contract with the Native organization administering the tribal plan to provide a fair and equitable share of dollars appropriated to provide services to these recipients.

Section 6. This section defines "federally approved tribal family assistance plan" as a plan that meet requirements of Federal law and has been approved for funding by the United States Department of Health and Human Services.

Section 7. Establishes an immediate effective date.

Objectives in Developing HB 401

- Promote self sufficiency for families on public assistance; particularly in rural Alaska.
- Promote flexibility in designing local approaches to achieving self sufficiency.
- Assure that both the State and Regional programs are managed efficiently and cost effectively.
- Discourage disparity in benefits and services for Alaskans living in the same community or region.
- Address the complex legal issues relating to the delegation of State authority.



¹ The Commissioner may waive the time deadline specified if the Commissioner:
(1) Enters into a joint planning agreement between the department and the Native organization, or
(2) finds good cause and the waiver is in the state's best interest.



CENTRAL COUNCIL
Tlingit and Haida Indian Tribes of Alaska
ANDREW P. HOPE BUILDING
320 West Willoughby Avenue • Suite 300
Juneau, Alaska 99801-9983

INNOVATIVE TRAINING PROGRAMS:

BY: SHARON OLSEN, DIVISION DIRECTOR EMPLOYMENT AND TRAINING

CENTRAL COUNCIL HAS DEVELOPED THREE SPECIALIZED TRAINING PROGRAMS:

1. **DCI ALASKA – PROVIDES LEADERSHIP TRAINING TO ALASKA NATIVE ORGANIZATIONS. TYPES OF TRAINING INCLUDES: RECORDS MANAGEMENT; ACCOUNTING AND AUDITS; INDIRECT RATES; CUSTOMER SERVICE; STREET MANAGEMENT; INDIAN PARLIAMENTARY LAW; TRIBAL ENROLLMENT, ETC.**

2. **TRIBAL VOCATIONAL REHABILITATION – (FUNDED BY USDOE REHABILITATION SERVICES AND COORDINATION WITH THE STATE VR) PROVIDES ASSISTANCE TO TRIBAL MEMBERS WITH DISABILITIES IN BECOMING SUCCESSFULLY REHABILITATED. WE ASSIST WITH FINDING EMPLOYMENT AND LEARNING ESSENTIAL SKILLS FOR INDEPENDENT LIVING. THIS MODEL PROGRAM PROVIDES SUPPORT FOR MANY INDIVIDUALS THAT WOULD OTHERWISE NOT BE ABLE TO FIND MEANINGFUL WORK. SOME OF THE TVR CLIENTS WE ASSISTED INCLUDE:**
 - **ASSISTED A CLIENT OPEN A KNIFE MAKING BUSINESS. WE ENROLLED HIM IN OUR SMALL BUSINESS DEVELOPMENT PROGRAM, PAID HIS TRANSPORTATION TO AND FROM TRAINING, PROVIDED HIM TECHNICAL ASSISTANCE IN DEVELOPING HIS BUSINESS PLAN AND ASSISTED WITH SOME OF THE START-UP EXPENSES. HE WAS FEATURED IN OUR LOCAL NEWSPAPER AS THE ONLY "NATIVE KNIFE MAKER" OF HIS KIND IN ALASKA.**
 - **ASSISTED A CLIENT WITH MILD RETARDATION/CEREBRAL PALSY IN OUR SUPPORTED EMPLOYMENT PROGRAM AND WAS PLACED AS A STOCK CLERK AT JC PENNEY. THE PLACEMENT WAS DESIGNED TO ALLOW HER TO TRAIN AT HER OWN SPEED, AND GET FULL SUPPORT FROM JC PENNEY STAFF. SHE HAS NOW TRANSITIONED FROM TRAINING TO A FULLTIME PERMANENT POSITION.**

- ASSISTED A CLIENT WITH A BACK INJURY THAT PREVENTED HIM FROM WORKING ON HIS TUGBOAT FOUND A WAY TO NOT GIVE UP HIS TUGBOAT CAREER. WE ENROLLED HIM IN OUR SMALL BUSINESS DEVELOPMENT PROGRAM, ASSISTED HIM WITH HIS TRANSPORTATION TO JUNEAU FOR TRAINING, ASSISTED HIM WITH PURCHASING HIS OUTBOARD ENGINE AND THE NECESSARY EQUIPMENT TO START UP HIS BUSINESS AS A CHARTERBOARD BUSINESS.

3. CENTRAL COUNCIL RECEIVED A \$2 MILLION GRANT FROM HUD TO CONSTRUCT A REGIONAL VOCATIONAL TRAINING AND RESOURCE CENTER. THE CENTER WILL BE COMPLETE IN JULY AND OPEN FOR TRAINING IN AUGUST 1998. THIS PROJECT WAS DESIGNED TO BE THE CORNERSTONE OF THE TRIBE'S PLAN FOR SUPPORTING TRIBAL MEMBERS IN THEIR EFFORTS TO GAIN EMPLOYMENT AND REDUCE WELFARE DEPENDENCY. THE CENTER IS DEDICATED TO JOB TRAINING, SMALL BUSINESS AND LIBRARY RESOURCE SERVICES. THE CENTER WILL BRING CLASSES TO RURAL COMMUNITIES AND PROVIDE DISTANCE DELIVERY OPTIONS ACCESSIBLE TO ANY COMMUNITY IN SOUTHEAST ALASKA. THE MAJORITY OF THE CLASSES WILL BE IN JUNEAU, BUT WE WILL ALSO HAVE INSTRUCTORS TRAVEL TO OUTLYING COMMUNITIES TO REACH NATIVES THROUGHOUT THE REGION.

ALL COURSES FOCUS ON DEVELOPING STRONGER WORK ETHICS, TEAMWORK, SELF-MANAGEMENT, AND SELF-CONFIDENCE. THE PROGRAMS INCORPORATE ALASKA NATIVE CULTURES INTO THE OPERATION AND INSTRUCTION AT THE CENTER. WE UTILIZE NATIVE LEADERS AS ROLE MODELS, NATIVE INSTRUCTORS, NATIVE LANGUAGE AND FOODS AND CEREMONIES FOR GRADUATION.

SPECIALISED TRAINING (OTHER THAN COMPUTER SKILLS, SMALL BUSINESS AND TOURISM) INCLUDES:

- **PRE-MINING TECHNOLOGY** – 30 SEALASKA SHAREHOLDERS WERE TRAINED IN MINING TECHNOLOGY AND SEALASKA HIRED SEVERAL OF THE GRADUATES AND KEPT THE OTHERS ON A LIST FOR FUTURE HIRE. IT WASN'T LONG BEFORE ALL GRADUATES FOUND EMPLOYMENT AT THE END OF THE TRAINING.
- **PRE-CONSTRUCTION TRAINING** – WE TRAINED 8 CARPENTERS AND 10 LABORERS IN PREPARATION FOR THE CONSTRUCTION OF 50 HUD HOMES IN JUNEAU. THIS WAS A JOINT AGREEMENT WITH OUR REGIONAL HOUSING AUTHORITY TO TRAIN AND HIRE THE GRADUATES.

- **ON-THE-JOB TRAINING IN CONSTRUCTION – CENTRAL COUNCIL PURCHASED AN OLD HOUSE NEXT TO OUR MAIN OFFICE BUILDING AND TURNED IT INTO A TRAINING PROGRAM FOR 10 OJT CLIENTS. THEY WORKED AS CARPENTER AND LABORER TRAINEES. THE HOUSE IS NOT COMPLETE AND WILL HOUSE OUR NEW VOCATIONAL TRAINING ASSESSMENT CENTER.**
- **SURVEYING – 24 TRIBAL MEMBERS WERE TRAINING IN SURVEYING AND SEALASKA CORPORATION HIRED SEVERAL. WE EXPECT OTHER SURVEYING COMPANIES WILL HIRE THE REMAINING GRADUATES. SURVEYORS ARE IN DEMAND, ESPECIALLY DURING THE SUMMER MONTHS.**
- **HASMAT/HASWOP – 15 TRIBAL MEMBERS WERE TRAINED FOR THE ENVIRONMENTAL CLEAN UP PROJECT IN SCHEDULED FOR SOME OF OUR COMMUNITIES.**
- **TREE THINNING – 2 TRIBAL MEMBERS WERE TRAINED TO WORK ON TLINGIT AND HAIDA'S LAND ALLOTMENTS IN A COUPLE OF OUR VILLAGES. SINCE TREE THINNERS ARE IN DEMAND, THESE TWO WERE HIRED TO WORK UP NORTH ON TANANA CHIEF'S TREE THINNING OPERATION.**
- **LIFE SKILLS AND WORK ETHICS – DESIGNED FOR WELFARE CLIENTS AND HARD TO SERVE CLIENTS. WE DEVELOPED A SERIES OF 5 DAYLONG WORKSHOPS – 3 DAYS OF MULTI-CULTURAL LEARNING AND COMMUNICATION AND 2 DAYS OF DISAGREEMENT AND CONFLICT.**
- **JOB SKILLS AND WORK ETHICS FOR SUMMER YOUTH – WE TRAVELED TO 15 OF OUR VILLAGES AND CONDUCTED A 1-DAY WORKSHOP ON JOB SKILLS AND WORK ETHICS. THE STUDENTS ENJOYED THE WORKSHOP BECAUSE OF THE VALUABLE INFORMATION THEY RECEIVED ON HOW TO GET A JOB AND KEEP A JOB, AS WELL AS HOW TO DISCOVER THEMSELVES AND THEIR OWN CHARACTERISTICS. WE EXPOSED THEM TO DIFFERENT CAREERS AND GAVE EACH STUDENT A BOOK ON "HOW TO PICK YOUR CAREER".**



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TESTIMONY ON LEGISLATION FOR A "STATE MATCH" TO TRIBAL TANF

HOUSE BILL 401 AND SENATE BILL 293

BY: SHARON OLSEN, DIVISION DIRECTOR EMPLOYMENT AND TRAINING
April 16, 1998

Central Council's Employment and Training Division is currently administering federal, state and private grants for the sole purpose of assisting Alaska Natives and American Indians in becoming self-sufficient.

President Edward K. Thomas could not be here today to testify because this week is Central Council's 63rd General Assembly of Delegates, and he will be presiding over the meetings for the next few days.

Introduction

CCTHITA serves the health, educational, employment, human and public service needs of more than 22,614 enrolled Tribal members mostly residing in Southeast Alaska. Our service delivery spans over 22 communities in Southeast Alaska, 20 of which are rural communities. The only method of travel is by aircraft or by boat. With industries i.e., logging and fishing, slowing down and/or closing we are finding more Tribal members in need of assistance. Referencing the BIA Indian Service Population and Labor Force Estimates for 1995, the overall unemployment percentage for Indians residing in Southeast Alaska is 60%. I am sure you can appreciate our level of concern and desire to address the desperate needs of our people, especially in the rural communities.

My testimony will focus on our TANF Plan to assist all Indian families within the Southeast service area. Central Council assures that our TANF Plan is comparable to the requirements applicable to the program of the State of Alaska, as required by 42 U.S.C. Section 612(h)(1), and is consistent with the goals and principles of the Alaska Temporary Assistance Program of the State of Alaska.

Goals, Principles and Strategies:

The overriding goal of this CCTHITA TANF Plan is to assist families to become self-sufficient. The following principles and strategies will guide the Central Council and the eighteen federally recognized Tribes toward achieving this goal.

1. **Emphasize Work.** Custodial and non-custodial parents of children needing assistance under this Plan must work to the extent of their ability. The Central Council is committed to making efforts to create opportunities for paid and unpaid employment.
2. **Promote Self-Sufficiency.** The Central Council will encourage all participants to move toward personal and community self-sufficiency.
3. **Promote Education.** The Central Council encourages all participants to complete at least a high school education (or its equivalent) and other education so that participants can enjoy greater opportunities to obtain work that will produce sufficient income to support their families and contribute to their community.
4. **Discourage Unwed Pregnancies.** The Central Council will work with all sectors of the community to discourage out-of-wedlock pregnancies, especially among teens.
5. **Promote Family Stability.** The Central Council will encourage family stability by requiring teen parents to remain in their parents' or another responsible adults' home.
6. **Promote Responsibility.** The Central Council will encourage responsibility by requiring cooperation with efforts to ensure both parents provide support for their children.
7. **Discourage Dependency.** The Central Council will assist each family to develop a plan to reduce dependency on Tribal TANF assistance and to assure that each family makes contributions to the community for any assistance it does receive.
8. **Minimize Bureaucracy.** The Central Council will work closely with the State of Alaska to minimize the bureaucracy that families needing assistance must overcome to obtain help and support in making use of opportunities.
9. **Maintain a Safety Net.** The Central Council will maintain a safety net which parents may continue to provide care for their own children in their home whether employment opportunities are available or not.

Attached is this testimony are more detailed descriptions of Central Council's Employment and Training administration and special activities designed to reduce welfare dependency.



CENTRAL COUNCIL
Tlingit and Haida Indian Tribes of Alaska
ANDREW P. HOPE BUILDING
320 West Willoughby Avenue • Suite 300
Juneau, Alaska 99801-9983

January 15, 1998

Ms. Karen Perdue
Commissioner
Dept. of Health and Social Services
P. O. Box 110601
Juneau, AK 99811-0601

Dear Commissioner Perdue:

Thank you for the opportunity to comment on the proposed legislation for a state match to regional Native organizations for tribal TANF programs and services. We appreciate the state's efforts in involving the regional Native organizations, in addressing the implementation of tribal assistance plans in Alaska.

Central Council supports the proposed legislation authorizing the state to convey an equitable amount of state appropriations to regional Native organizations operating a tribal TANF. We have concerns that the state match may not be enough, especially if the legislature reduces it later. Tribal programs will then need to terminate services due to shortfall funding. We want the best results for our families and need to ensure effective programs are in place to address the varying economic conditions of our regions.

Central Council is a Self-Governance Tribe participating in the Indian Employment, Training and Related Services Demonstration Act (PL 102-477) which enables us to integrate into a consolidated plan several federal grants. The Tribal TANF is one of those grants authorized to be included in PL 102-477. We recommend the state allow, **the state funded services, to be included in our consolidated regional plan.** Integrating state funding into our existing federally approved consolidation plan (TANF included) would contribute substantially to achieving our approach to reducing welfare.

The proposed legislation addresses administrative issues such as information sharing, confidentiality, data reporting, program termination and appeal procedures, that will require further development. We recommend you **continue working closely with the regional Native organizations** to accurately reflect the needs and conditions of each issue.

Letter to Commissioner Perdue, 1-15-98, Page 2

We continue to recommend a six-month notice to the state, through a letter of intent, to proceed with a tribal TANF. A longer notice requirement would shorten the necessary time needed for planning and consultation with tribal and federal officials.

Lastly, and very critical to this entire effort is job development and employment opportunities. Native organizations need to be included in the benefits resulting from the state's actions to promote the hiring of welfare recipients. Governor Knowles' welfare reform initiative to organize a steering committee identified as "WorkStar" reported significant numbers of people being removed from the welfare roles. How many actually got meaningful jobs? How many are Alaska Native?

I personally offer my services in the presentation of this legislation to the Alaska State Legislature or any other group to gain support. Once again, we appreciate the state's effort to introduce this legislation during this session of the legislature.

Sincerely,

A handwritten signature in cursive script, appearing to read "Edward K. Thomas".

Edward K. Thomas
President



CENTRAL COUNCIL
tingit and haida indian tribes of alaska
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SPECIAL REPORT TO THE
GRAND CAMP CONVENTION OF THE ALASKA NATIVE BROTHERHOOD AND
SISTERHOOD

TRIBAL WELFARE REFORM – NOVEMBER 1997

BY: SHARON OLSEN, DIVISION DIRECTOR, EMPLOYMENT AND TRAINING

This report will describe Central Council Tlingit and Haida's involvement in "welfare reform", consistent with the purposes of the "Personal Responsibility and Work Opportunity Reconciliation Act of 1996". This report will also be a continuation of my February 12, 1997, Status Report on Tribal Welfare Reform.

What is Central Council Tlingit and Haida doing?

Central Council's staff has been actively involved in the welfare reform movement since 1989, when we implemented our Job Opportunities and Basic Skills (JOBS) Program. Many programs are now in place assisting tribal members in becoming gainfully employed. The advantages we have are...in 1994 we integrated our employment, training and related services programs under PL 102-477 and began operating as a "one stop shop" utilizing flexible funding to meet tribally driven plans. We also have years of experience working with state welfare agencies and have participated in many national forums that address tribal Temporary Assistance to Needy Families (TANF) issues. As the "Single Point of Contact" (SPOC) for the Southeast region, I have become familiar with what is happening statewide, as well as, the direction other tribes are taking nationwide. This knowledge has helped us move with caution, so as not to suffer later, because of what was agreed upon today.

The Employment and Training Division has conducted a major expansion of our education, training, employment and related services for our region. Our expanded regional services include: our Vocational Training and Resource Center; an Even Start Child Development and Parent Training Program; a tribally-run Vocational Rehabilitation Program; support for the Southeast Native Veterans Association, support a Tribal Employment Rights Office, formed a partnership with DCI Alaska and developed a computerized Employment Data System (job bank). Our General Assistance funds support our Tribal Work Experience Program and we have Child Care Development Funds to support families in need of child care assistance. We provide support for tribal economic development efforts, help in the reduction of welfare caseloads and continuously work to improve services to our tribal members. As a 477 tribe, we have

been able to do more even though our funding for employment and training services has suffered major decreases.

Central Council has received Tribal Native Employment Works (NEW) funds to be used to make work activities available to members of the Indian tribe. The law does not apply the tight definitions of work activities that count in the calculation of work participation rates to the NEW program. We are offering many of the same kinds of services we made available under the old JOBS program. Some of these services include work search activities, basic skills training and a variety of support services, to enable our clients to participate in training or employment opportunities. The law gives tribes flexibility to use the funds for activities such as long-term training, but it does not mean the Native Alaska Temporary Assistance Program (ATAP replaces AFDC) recipient will be able to accept such services. To correct this problem the Native SPOC Workgroup has made a request to the Commissioner of Health Social Services, Karen Perdue, to remove tribal NEW participants from the state's work participation rate calculations.

Central Council will receive Tribal Welfare-to-Work (W2W) funds to be used primarily to help long-term ATAP recipients obtain employment. The law established strict rules with emphasis on job placements, when many tribes serve a population, with many barriers to employment, and a depressed economic environment, where there are few jobs. Central Council will be expected to create and develop employment opportunities where none exist. Under W2W, education and training are out and immediate direct employment is in. The state held community meetings in Sitka and Ketchikan with interested organizations to explain the state's strategy for coordinating the delivery of W2W. The state plans to use grants and contracts to fund this collaboration with community partners. This sounds great but I want to caution you to understand exactly what they want you to do, in the way of reporting and case management, because this business is costly and time consuming. If the funds are not attached to support the work, make sure you have your own resources, otherwise you will have a difficult time meeting the state's performance standards.

We received \$116,000 grant from the state to provide Prime Client Services to Native ATAP recipients residing in the City and Borough of Juneau. Although we requested this grant include our entire region, the state agreed to only fund Juneau because of limited funding. This grant is a perfect example of how much money it takes to implement just one portion of welfare reform, and that is providing just "work search" services for just one community. If you look at the \$100,000 federal grants I mentioned above (NEW and W2W), they were to cover the entire region, all 21 communities. This is an expensive business to be in.

Even with the funding mentioned above, it is not enough! Our NEW grant is only \$124,791 and our W2W grant is \$133,216 both are expected to serve the entire region (all 21 communities). The funding is not there to do the job right or even adequate! The state continues to look to the tribes, as the "financial safety net". We do not have the financial backing and resources that it requires. Our corporations can help, but they are not the only answer. The State Legislature needs to recognize how important it is to the

state that the tribes do a Tribal TANF. Otherwise, the state must do the job, which will cost more money and will not be as effective.

More work is still needed in preparation for a Tribal TANF plan. We have requested data from the state to match with our own data, in an effort to evaluate cost saving measures. We continue to seek funding and enter into joint ventures to help us meet welfare reform challenges, whether we have a TANF program or we continue as is. We have sponsored two Welfare Reform Workshops, one in September of 1996 and the second one was April of 1997, in an effort to get community input and involvement. We developed a video on "Introduction to Welfare Reform" and gave each community a copy. Central Council formed an in-house steering committee to address tribal welfare reform, made up of managers from the following departments: Human Services, Economic Development, Head Start and Employment and Training. Welfare reform is on a fast track and requires constant attention and involvement.

What is the State of Alaska doing?

Welfare Reform legislation passed over a year ago and now it is at the state level because of the very strong block grant orientation built into the welfare reform law. So what's happening with welfare reform is at the state level. The State Legislature is the key decision makers on state implementation of welfare reform. We must work together to ensure legislation is passed this session regarding state matching funds for tribal TANF plans. The State Administration and the 13 Native organizations, eligible for a tribal TANF, are drafting the legislative language at this time.

In the Governor's October 8, 1997, press release he states "Caseload down, welfare reform off to a successful start." What this means is...welfare recipients in urban communities, with limited to no barriers to employment...have found work! We, on the other hand, make up the rural communities, with the highest unemployment rates, and the least employment and training opportunities to become gainfully employed. The Governor must hear from the communities and include you, in his plans to reduce welfare caseloads in rural Alaska.

The state has involved the thirteen (13) eligible Native organizations (to implement TANF plans) in "comparable services" between tribal programs and the state programs. The 13 Native organizations have appointed their regional representative to represent them at the Single Point of Contact (SPOC) meetings. I am the SPOC representative for the Southeast region. At these meetings we discuss many issues related to coordinating our service delivery systems with state and local agencies to ensure equal access and comparable services. We also plan to enter into regional Memorandum of Agreements with the state outlining the referral process, between the state and tribes, child care services and the exchange of information on clients.

The state agreed to fund a State/Native Liaison position last year. Ted Wright filled that position but resigned last July. We recommended five Native people to fill the position and the state has not filled the position to date. This is a critical position to the 13 Native

organizations trying to coordinate services with various state agencies. Several months have gone by and this position remains vacant.

What is the federal government doing?

The federal government approved a total of nine tribal TANF plans. Tribes with approved plans include two in Oregon, four in Wisconsin, one in South Dakota and two in Arizona. The major hurdle to tribes taking over TANF remains the state matching fund issue. Tribes are only guaranteed the federal share of the funds that were used to serve Indian AFDC families in tribal service areas at the FY 94 level. Without a state match, most tribes simply cannot afford to take over TANF. Three states have agreed to a state match and they are Oregon, California and Arizona. A few tribes had their own financial backing to support their tribal TANF plans. It's a little early to tell how successful the tribal TANF programs will be in reducing welfare, but you can be sure tribal programs will provide a better more encompassing service delivery system than the states. Also, tribal programs tend to be more cost effective, than if the states tried to provide the same service. The State of Alaska needs to support the tribal TANF plans and recognize that we have the knowledge and experience to help our people, not to mention the commitment and desire to see all our people healthy and self-sufficient.

The "Balanced Budget Act of 1997", includes the W2W grant funds described above and the long pending technical amendments of last year. The bill changed the time limits on benefits for TANF recipients living in reservation areas or in Alaska Native villages. There is a 50% unemployment rate, which means if 50% of the residents don't have jobs, the reservation or village area would be eligible for special consideration. The technical amendment dropped the 1,000 population requirement and allows BIA or even tribal data to be used in determining whether the area has an adult jobless rate of at least 50%. This provision is applicable to all welfare recipients, throughout the US. Implications exist for when a client who receives TANF benefits, from either the state or tribe, when they lived in the village at some point of their participation.

Another amendment would allow states to exclude tribal Native Employment Works (NEW) participants from the calculation of state work participation rates. This could have the effect of enabling such participants to receive more job training services.

What are some of the impacts of Welfare Reform?

There is an abundance of articles and studies written on the impacts of welfare reform, some describe employment patterns of young welfare mothers and the likeliness they will make the transition from bad to good jobs. By being forced to work first, often times without adequate training, reduces the likeliness of success in the workforce. There are so many barriers to employment that our people are faced with and the current system does not intend to address them adequately. It looks more and more like welfare reform is destined to fail, unless it receives the necessary funding to do the job right. Many of our tribal members receiving assistance from the Alaska Temporary Assistance Program (ATAP) either do not understand the impacts of welfare reform or choose to ignore it.

It's not until they are cut off from receiving benefits, before they start to pay attention. On the other hand, there are cases of clients being sanctioned (cut off from receiving benefits) without just cause. These clients need to appeal and challenge the state by requesting a fair hearing within the statutory time limits.

Alaska Natives make up approximately 17% of Alaska's total population and 36% of the State's welfare assistance caseload. We are **represented disproportionately** among the population statistics related to: unemployed, impoverished, homeless, suicide rates, and other health related problems. Alaska Natives have a **serious competitive disadvantage** to competing with non-Natives for the better paying jobs or any jobs at all. Many of our tribal members live outside the effective labor market, in small isolated villages where employment opportunities are limited. In examining the Southeast Alaska Native labor force, Natives have made progress in employment, but many are struggling to enter the job market and secure adequate employment. A number of Natives are also still trying to obtain equal access to training and fair treatment on the job. **Native unemployment is generally double or triple** to the general population unemployment rates. This indicates that long-standing barriers continue to prevent Natives from future development, sufficient employment, and economic well-being.

The welfare reform movement is still **not focusing on the labor market** in which welfare recipients would be expected to find jobs to support themselves and their families. It would have made sense to do this before implementing such as drastic change as time-limiting welfare on a national scale. Over the past two decades, wage rates for those at the bottom of the skill ladder have fallen, making it more difficult for the unskilled, who make up the bulk of our welfare caseload, to find a job that will support a family. We need to express our concerns to the Alaska Legislature and the Governor and prevent any level of devastation.

What can you do?

1. Support Central Council's efforts to conduct our own Tribal Census, which would identify **Native unemployment rates** and other pertinent information. Unemployment information must be collected carefully to ensure all unemployed/jobless Alaska Native residents are recorded.
2. Contact your legislators and congressmen and **advocate for a state match** of funds for the tribal TANF programs. Keep tribal welfare reform separate from being attached to subsistence and Venetic.
3. Insist on: **"equal access of services"** for every Alaska resident, no matter where they reside.
4. Prepare for the 2,000 Census and work together to gather **accurate information** about your communities.

5. Insist on being involved in the State's Economic Development Plan for rural Alaska.
6. Support the State/Tribal Liaison position to improve the coordination of welfare reform between the tribal organizations and the state agencies.
7. Monitor the impact the State's Food Stamp and Child Support Enforcement Programs have on rural communities.
8. Tribal leaders, especially in the rural communities, must play an active role in the state's strategic plan for welfare reform.

Attachment: State AFDC Caseload Statistics by Community.

For more information contact:

Sharon Olsen, Division Director
 Employment and Training
 1-800-344-1432 or (907) 463-7132



CENTRAL COUNCIL
 Tlingit and haida indian
 TRIBES of alaska
 320 W. Woodbury Ave. • Suite 200
 Juneau, Alaska 99801

SHARON OLSEN, C.P.M.
 Division Director
 Employment & Training

ALASKA STATE
 DEPARTMENT OF LABOR

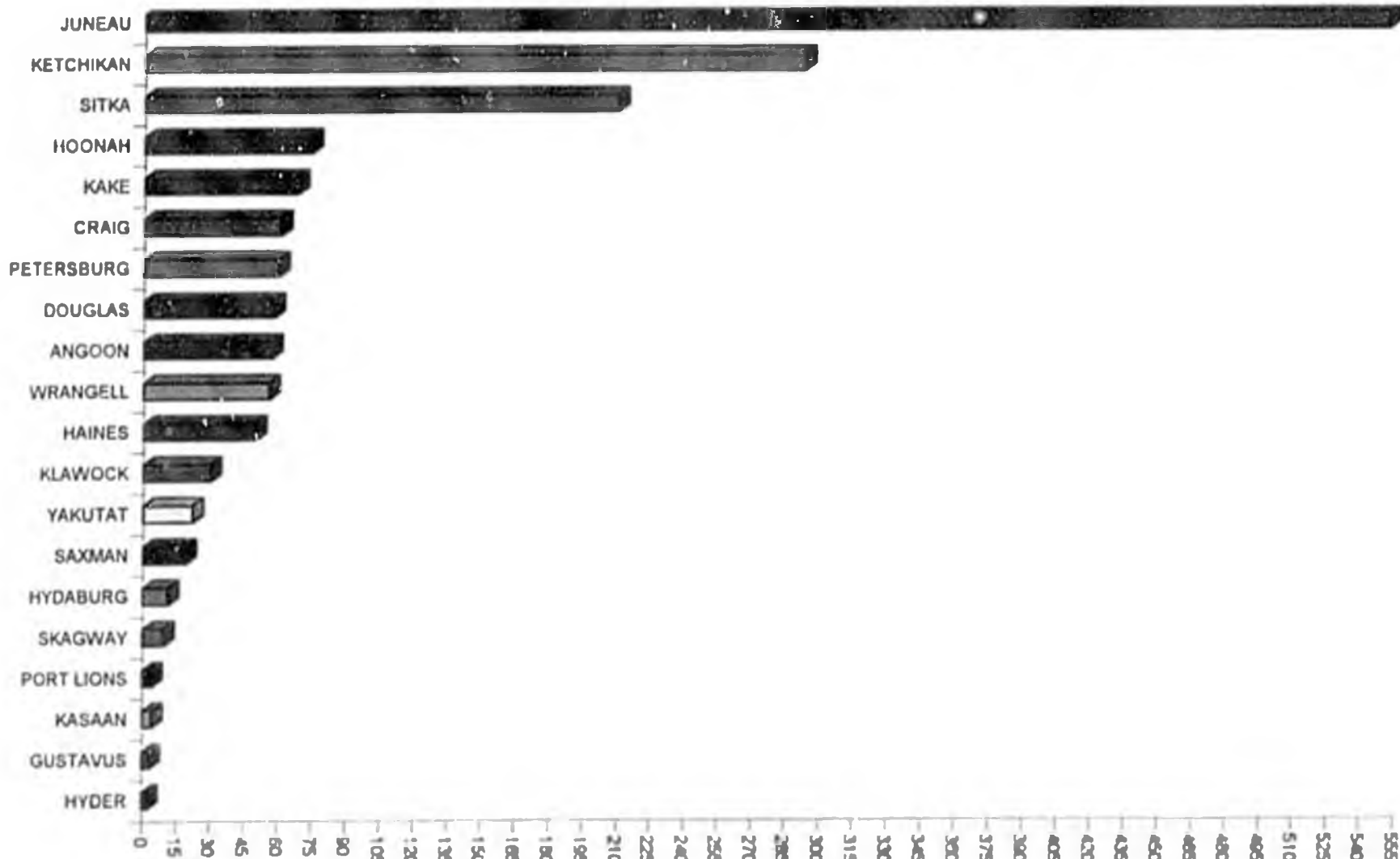
Juneau, Alaska 99801

ALASKA STATE DEPARTMENT OF LABOR
 DIVISION OF EMPLOYMENT AND TRAINING

SOUTHEAST AFDC COMMUNITY RECIPIENTS

STATICS INCLUDE HEAD OF HOUSEHOLD, SPOUSES,
CHILDREN, NEICE/NEPHEWS, AND OTHER RELATED MEMBERS

FOR THE MONTH OF FEBRUARY 1997



P.L. 102-477 Demonstration Project Statistical Report

Tribe: Name & Address: Central Council of Tlingit Haida Tribes of Alaska 320 West Willoughby Avenue, Suite 300 Juneau, Alaska 99801	Report Period From: January 1, 1997 To: December 31, 1997	ID Number 920036505
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	Number
I. People Served/Outcomes (Employment & Training Services)	
A. Total Participants	1122
1. AFDC Participants	226
B. Total Terminations	924
1. Entered Unsubsidized Employment	375
2. Completed Education/Training Objective	206
3. Completed Other Plan Objective	328
4. Other Termination's	15
C. Total Current Participants	198

II. Terminee Characteristics			
Characteristic	Number	Characteristic	Number
Male	326	High School Graduate/GED	616
Female	598	Post-High School	202
Youth (14-21)	156	Barriers to Employment	205
Adults (22 and over)	768	BIA General Assistance Recipient	301
Dropouts	15	Veteran	27
Students	91		

III. Program Activities and Services			
Activity	Number	Activity	Number
Classroom Training	424	Families receiving Child Care	132
On-the-Job Training	14	Children Receiving Child Care	236
Supported Work Services	216	Ages 0 - 3 years	68
Supportive Services	255	Ages 4 - 5 years	57
Other Tribal Services	53	Ages 6 years and over	111

Name of Tribal Contact Person for this Report	Phone Number	Date
Sharon Olsen	(907) 789-1432	3/23/98

◆ Employment & Training ◆

NEWS RELEASE

March 10, 1994

FROM THE PRESIDENT OF TLINGIT & HAIDA

Edward K. Thomas

Consolidated Programs

It is a "historic day" for Tlingit and Haida. We recently received approval to consolidate funds we receive for employment, training, and related services under several separate federal programs into a single comprehensive program. This has been done through Public Law 102-477. It enables our Tribe to increase the effectiveness of services, reduce joblessness, and further self-determination. PL 102-477 is a demonstration to test an innovative approach for integrating fragmented employment and training programs. The Tlingit and Haida Consolidated Plan will decrease administrative burden and allow the Tribe to improve the effectiveness of services.

Central Council commends Sharon Olsen, Manager of Employment and Training, for the development of the Consolidated Plan. Implementation of the plan will begin immediately.



Ed Thomas, President T&H Central Council, and Ada Deer, Assistant Secretary Bureau of Indian Affairs, signing the Consolidated Programs Agreement. March 1994, Washington, DC.

Major Significance

- **FIRST TIME** - This is the first time more than one federal agency (U.S. Dept. of Labor, U.S. Health & Human Services and Bureau of Indian Affairs), merged program funds and contracted *government to government* with the Tribe.
- **ONE OF SIX TRIBES** - Central Council, Tlingit and Haida is one of six tribes in the Nation to be approved to participate in this demonstration program.
- **FIRST COMPACT TRIBE** - Central Council, Tlingit and Haida is the first Compact Tribe to participate in PL 102-477.
- **REGION WIDE SUPPORT** - Central Council received region wide support from the Southeastern IRA Tribes to participate in PL 102-477.



Copper River Native Association (ATNA' T'AENE NENE')

Mile 104 Richardson Highway
Drawer H • Copper Center, Alaska 99573
Phone (907) 822-5241
Fax (907) 822-5247

CD-98-208

April 17, 1998

Honorable Members
Alaska House of Representatives
Juneau, Alaska

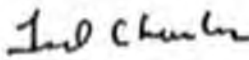
Dear Representatives:

Copper River Native Association is named in PL 104-193, the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, as eligible for its own Temporary Assistance for Needy Families (TANF) grant, which we can implement to serve those in need of help within our Region - individuals and families who are, or soon will be, participants in the State's own version of TANF, the Alaska Temporary Assistance Program (ATAP). Due to limited funding, the Alaska Division of Public Assistance (DPA) has not provided services within Copper River Native Association's region at the present time that could enable families on welfare to move from the dependent status to a working environment, and there are no immediate plans for DPA to develop new programs in our service area in the future.

As a recipient of TANF Block Grant funds directly from the federal government, Copper River Native Association would be able to initiate programs that DPA's funding will not enable it to do, but a prerequisite for Copper River Native Association's becoming involved in the provision of Welfare-to-Work services is the assurance that Native participants in the program will receive the same level of benefits that the non-Native benefits receive. Without immediate action on the part of the State Legislature, there is no assurance that that will be the case, because the Legislature must agree that the State's match for TANF/ATAP payments to Natives will equal the match provided to non-Natives. That assurance is given by House Bill 401.

HB 401, which is before the Legislature at the present time, will prevent the establishment of a two-tiered Welfare-To-Work program in Alaska, with Natives receiving fewer benefits than non-Natives. If HB 401 passes, all Alaska citizens involved in the welfare-to-work process will be treated equally and will have the opportunity to receive the same benefits, as they move from welfare to work and remove themselves from ATAP and TANF roles, regardless of their race, gender, religion, or origin. If that assurance is made by the Legislature's passage of HB 401, Copper River Native Association will proceed with its plans to utilize the maximum amount of federal funding available to it through PL 104-193 to serve the needy families of our Region. If HB 401 is not passed by the Legislature, it would be unethical for us to proceed, since we would be placed in the position of implementing a program that would guarantee higher benefits to non-Natives than those available for Natives.

Sincerely,


For
Ken Johns
President/CEO

TESTIMONY

HOUSE HEALTH, EDUCATION AND SOCIAL SERVICES COMMITTEE

HB 401

April 16, 1998

By Don Shircel, Tanana Chiefs Conference Director of Family Services

Mr. Chairman ... Committee members. My name is Don Shircel. I have been the Director of TCC Family Services for the past fourteen (14) years. I hold a Master of Science degree in Behavioral Disabilities and administer \$6 Million of the total \$55 Million dollar TCC annual budget of state and federal Health and Social Service programs.

As a social service professional and program planner, I strongly support HB 401. In a state, especially of our size, it makes a lot of sense to regionally design and administer temporary assistance programming. HB 401 is consistent with the same rationale from which state and federal Welfare Reform emerged. Programs closest to the people are more responsive, relevant, effective and efficient than large centrally administered "one size fits all" programs planned and administered outside the community.

Let me give you a little background of some of TCCs efforts to date regarding regional planning to develop Welfare Reform programming for Interior Alaska communities.

Since 1993, member communities of the Tanana Chiefs Conference initiated and have been jointly implementing over \$1.3 million of "workfare" assistance programming annually under the BIA Welfare Assistance Grant program. The program has always required people to work in exchange for any benefits they received from it. Over the course of the past three years the Tanana Chiefs Conference has conducted regional, subregional and village community meetings and teleconferences regarding the development and implementation of state and federal Welfare Reform legislation and programming. As part of our Interior region's TANF program planning process, in December of 1996, TCC conducted a regionwide survey of its member communities

to determine local preferences in program design. In March of 1997 TCC developed and circulated for discussion a draft regional TANF program concept paper based on consensus elements of the survey. We solicited and received comment on each program element of the plan at the TCC annual convention and Board of Directors meeting, and held a Special Board of Directors Meeting in June of 1997 to establish consensus on all key program design elements. Additional discussion and input from Interior communities was initiated through separate subregional board meetings throughout the fall of 1997. A draft regional TANF plan was developed and distributed for public review by each community in the service area and three separate teleconferences were held to solicit additional comments on the draft plan. In February of 1998, a final draft of the plan was developed which incorporated the comments garnered through the community public review process. The Executive Board of Directors of TCC reviewed and approved the TCC regional TANF Plan on February 24, 1998 and we have submitted the plan for approval by the U.S. Department of Health and Human Services. These formal decision processes along with a regionwide public awareness effort utilizing the agency's regional newsletter and ongoing planning sessions with other regional Native Nonprofit Corporations and the State of Alaska, Division of Public Assistance constitute the broad range of sustained planning and public awareness efforts utilized by TCC which were incorporated into the development of their plan. In the truest sense of the word the TCC Plan is programming developed by the communities themselves. The deliberate actions that have been taken to reach consensus on all aspects regarding the design of our regional plan, we believe, assures maximum ongoing collaboration between the local and regional partners of the project, creates a collective ownership, investment and commitment by all parties regarding the goals of the plan and establishes a shared responsibility toward reaching the objectives of the joint programming. The TCC Plan has been developed by Interior Alaska communities with and for their families.

It is a regional plan designed through ongoing local discussion and regional consensus decision-making processes, focusing on available resources, practical realities and the joint investments and commitments of over 37 Interior communities.

While many of the specific elements of the TCC TANF Plan are identical to those of the state to assure standards of fairness to all Alaska citizens, many key elements differ as a reflection of the strong attitudes and local values of communities in Interior Alaska.

The TCC Plan incorporates the same standards relative to available income and allowable exemptions.

The same definitions for earned and unearned income.

The same standards of need and eligibility.

The same amount of benefits for children, pregnant women, and disabled adults and the same 60 month life time limit to assistance.

The TCC TANF Plan, differs from the state's temporary assistance plan only in that our regionally designed plan gets a far bigger bang for the buck than the state's current program.

For the same dollar amount under the TCC Plan:

All applicants are required to undergo alcohol and substance abuse evaluations and follow the recommendations of the evaluation or lose a percentage of their benefit (for those who comply with the evaluation recommendation within six months -- their benefits are restored and the percentage withheld is returned to them upon successful completion of their treatment).

Under the TCC Plan all parent's receiving benefits are required to attend their children's parent teacher conferences and include their children in regular health screenings made available in their community. Failure to do so results in a reduction in their benefits.

Under the TCC Plan in two parent households in which domestic violence is a problem -- the perpetrator is required to leave the home and receive counseling -- by court order if necessary.

He may receive a portion of the household benefit only if he continues counseling outside the home.

The TCC TANF Plan actually reduces the benefits of non-disabled adults by five percent and requires more households to work more than does the current state plan.

Under the state TANF Plan, households are required to engage in 20-35 hours of work activities within two years from the time of their initial application -- under the TCC Plan the same households are required to engage in 25-35 hours of work activities within two months of the time of their initial application for benefits.

The state's plan finances One Stop Centers with a wide range of services to help people to get off of welfare. But the state plan finances such centers for only in a handful of Alaska's urban centers.

The TCC Regional Plan incorporates a small, community based service delivery infrastructure that includes 37 existing community based offices and assigned staff located in one stop centers in each of the communities of the service area created through shared funding from new and existing federal program funds. These shared staff and facilities are funded through the combined resources of multiple federal programs to minimize administrative cost and maximize the level of collaboration with other support services needed by families seeking to enter the labor market. The small community based service centers serve as locally accessible, culturally appropriate single points of entry for families needing assistance and also as the single points of contact for a broad range of regional service providers and employers seeking to get information about their services and employment opportunities to potential clients.

The small size of each village one stop service center allows for personal attention, individualized planning, and services tailored to the needs of each family as well as the accurate, timely and ongoing monitoring of each client's progress. The TCC Regional Plan incorporates a service delivery infrastructure in which people are working with people.....not paper! They know each

other and regularly interact as members of the same community and work together toward a common goal to move on to work and to be more self-sufficient in providing for the needs of their family.

Alaska's rural communities through their Regional Non-profit Corporations have been designing programs to better fit the needs of their families. Many have also been developing local and regional infrastructures that now rival the state's capacity to provide a comparable level of local service delivery, especially in rural remote areas.

For communities in the Interior this is and has been the case for quite some time. HB 401 would maximize our efforts to combine programs and funding streams to more efficiently and effectively get people off of welfare and on to work.

We ask that you seriously consider moving this bill out of Committee and on to passage. We look forward to this positive and healthy collaboration with the state which this bill would encourage.

Thank you Mr. Chairman and Committee Members for your time and this opportunity to testify.