TIWAHE
EXECUTIVE SUMMARY

TE WHĀNAU O WAIPAREIRA

KŌKIRITIA I ROTO I TE KOTAHITANGA

Whānau Tahi

A Subsidiary of Te Whānau o Waipareira
Auckland, New Zealand

Whānau Tahi

SCAN ME

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FOREWORD
Chairman Darrell G. Seki, Sr.
Red Lake Nation

Acute and epidemic diseases, homelessness, substance addictions, and poverty did not exist for American Indians and Alaska Natives (AI/AN) until 1492. Since then, the indigenous people of this country have had to fight, sometimes literally, for the preservation of our peoples, lands, medicines, and cultures – indeed for everything that we hold sacred.

With Tiwahe, the Federal Government has the opportunity to begin to remedy its violent history against AI/AN and uplift our communities in a culturally competent, self-determining manner. What the Tiwahe pilot tribes have developed is bigger than the mere provision of a Final Report to Congress on the Tiwahe Initiative. Together, we have developed an innovative model that will enable all AI/AN to have brighter futures, be more culturally connected with our communities and families, and be leaders, not only for the peoples of Indian Country, but for all people across the United States.

After all, it is the indigenous values and ways of life that the American economy packages and sells back to us at astronomical costs – alternative and modern medicines, climate adaptation, the green economy, sustainable fashion, to name a few. For a group whose history with the United States includes decimation of our peoples, cultures, foods, medicines, and customs that American capitalism now markets without due respect to the people from whence they originated, Tiwahe represents an opportunity to repatriate and honor our indigenous ways of life that, since time immemorial, have sustained us – most importantly, our languages, cultures, traditions, and values.

The model that the Tiwahe pilot tribes introduce – the Tiwahe Outcomes Framework – demonstrates that even though we are different and distinct AI/AN communities with varying resources, lands, and citizens, we all seek similar outcomes for our peoples. For example, we want our people to be knowledgeable and empowered, economically secure, and culturally and spiritually connected. For us, healthy communities are not measured by Western constructs of health and wellness. To be healthy, our communities must also be vibrant in spirit and culture, as we are connected to all the elements, animals, and forces in the natural world.

Tiwahe, for the first time, provides AI/AN and the Federal Government a way to assess and measure the benefit of government – or any – investment in tribal communities and the return on that investment. More than that, it does so in a culturally rooted way. The very premise of Tiwahe, which recognizes the unique characters and cultures of our communities, enables us to seek to achieve these common outcomes while maintaining our own distinct cultural identities – that is, with Tiwahe, we can demonstrate that we are all working to attain better outcomes through common goals and shared values and that we are able to achieve them according to our own cultures, resources, designs, and priorities.

Indeed, Tiwahe highlights the beauty of our communities and demonstrates that we, AI/AN, know how to best tackle the challenges in our communities when the government steps back and gives us space and trust and works in true partnership to do so. More than that, Tiwahe empowers us and provides our families, especially our youth, with the support they need not only to navigate but also to thrive in institutions and systems not created for our inclusion.

With this report, the Tiwahe pilot tribes provide not only an assessment of the past five years but also a roadmap and a way forward so that the benefits and impacts on our tribal communities also reach other AI/AN communities across Indian Country. Tiwahe gave us hope and unity and brought us together to work toward something greater than our individual tribal nations – to create benefits for all of our people. It is our wish to bring the same benefits to all tribal nations and indigenous peoples across the United States.

On behalf of the Tiwahe pilot tribes

Red Lake Nation
Mii-gwetch – Ojibwe
Fort Belknap Indian Community
Kénei'ihéi'aan'ɔ – Aaniiih
Fort Belknap Indian Community
Pinamaya – Nakoda
Spirit Lake Tribe
Pidamiya- Dakota Sioux

Ute Mountain Ute Tribe
Towéi'yak – Ute Mountain Ute
Pascua Yaqui Tribe
Lios enchim hiokoe utte'esiavu – Hiak Noki
The Association of Village Council Presidents
Quyana – Yu'pik

TRIBAL-LED OUTCOMES-BASED COORDINATED SERVICE MODEL

Empowering AI/AN individuals and families to develop their own solutions and strengthen tribal communities as a whole are key concepts and principles that underpin and guide Tiwahe, which means "family" in the Lakota language. Launched in 2015 by the Obama/Biden Administration, the Tiwahe Initiative was part of expansive White House[1] reforms to create strategic investment and policies that impact native youth and tribal communities.

The Bureau of Indian Affairs (BIA) established Tiwahe as a five-year demonstration project, implemented across six pilot communities, to design holistic models of coordinated services that focus on the development and well-being of families. Different from other federal programs, Tiwahe gives the freedom and flexibility to reimagine and build structures that reflect tribal views, approaches, values, and traditions responsive to the communities they serve.

A key development for Tiwahe is the collaboration of the six pilot tribes undertaking the effort to design a common framework that introduces an outcomes-based performance model to measure success and report the aspirations and progress of tribal communities. The Tiwahe Outcomes Framework will act as a unifying force and common language for tribes to reference success in their work with the Federal Government.

This report is made up of a series of documents to meet congressional mandates that direct Tiwahe to publish *measures of success and guidelines to implement Tiwahe.*[2] Starting with the Congressional Summary, it provides an overview of the demonstration project and success measures achieved. The experience of implementing Tiwahe first-hand and for the first time during the demonstration project sets the premise for why additional documents were developed. The framework, roadmap, measurements, and guidelines proposed by the Tiwahe pilot tribes make up a comprehensive blueprint for Indian Affairs to work in partnership with Tribal Nations to establish and expand Tiwahe as a successful model for tribal-led solutions across all federal departments. The final, and perhaps the most critical document that completes the report, is an independent evaluation that was commissioned to provide a qualified and credible opinion and recommendations for Tiwahe.

> "
> *History demonstrates that we best serve Native American people when Tribal governments are empowered to lead their communities, and when Federal officials speak with and listen to Tribal leaders in formulating Federal policy that affects Tribal Nations.*
>
> President Biden, Memorandum on Tribal Consultation and Strengthening Nation-to-Nation Relationships, January 2021
> "

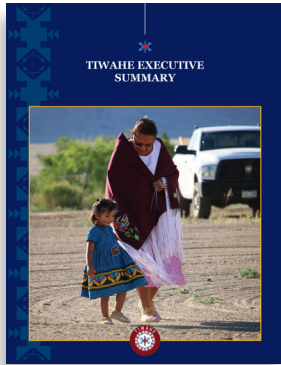Left margin: TIWAHE EXECUTIVE SUMMARY

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[1] DOI Budget Justifications and Performance Information Fiscal Year 2017; Indian Affairs (pg. 14)
[2] Department of the Interior, Environment, and Related Agencies Appropriations Bill, 2019; 115th Congress; House of Representatives, Report 115–765
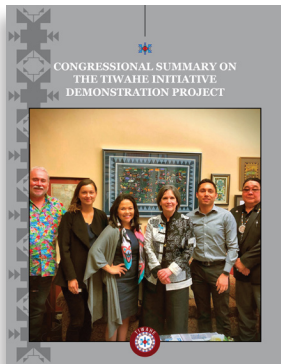
ORDER OF DOCUMENTS

Tiwahe Executive Summary

An overall summary of the Final Report for the Tiwahe Initiative, a 5-year pilot demonstration, from 2015 through 2019.

Tiwahe Congressional Summary

A congressional summary of the measures of success that emerged from the Tiwahe Pilot Demonstration and recommendations by the Tiwahe pilot tribes, to inform the framework, measurements, and implementation guidelines included in the Final Report.
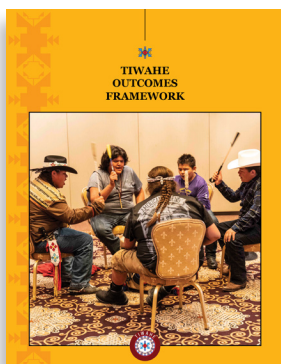
Tiwahe Outcomes Framework

A national outcomes-based performance framework that directs the Tiwahe Initiative toward a systematic approach for measuring and reporting the outcomes and impacts resulting from investments made across tribes.
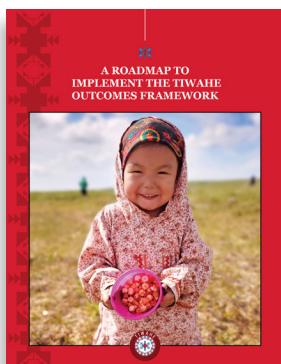
A Roadmap to Implement The Tiwahe Outcomes Framework

A high-level roadmap for tribes and government that outlines the set of processes required to implement, refine and improve Tiwahe models developed under a national outcomes-based performance framework for Tiwahe.
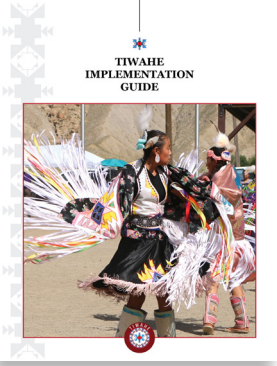
Tiwahe Implementation Guide

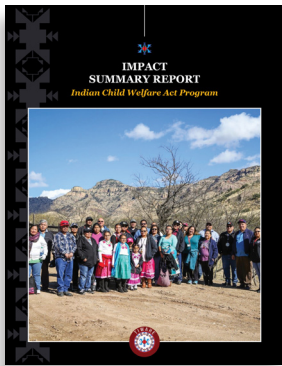A guide of practical steps needed to operationalize the Tiwahe Outcomes Framework and Roadmap at both the tribal and program levels.

Impact Summary Report

An example of a comprehensive outcomes evaluation report for the Indian Child Welfare Act (ICWA), demonstrating outcomes "measures of success" from a federal level to a tribal-specific and program level.

An emphasis on the Utteaka Nau Naawak model operated by the Pascua Yaqui Tribe.
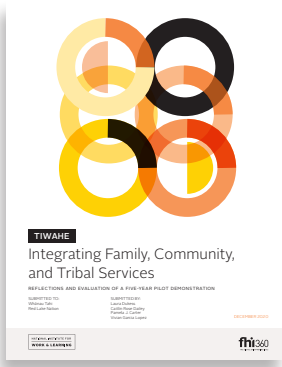
Independent Evaluation

An independent, credible, and comprehensive third-party evaluation of the Tiwahe pilot tribes participating in the Tiwahe Initiative, a 5-year pilot demonstration, from 2015 through 2019.

LEADING A NEW INITIATIVE FOR TRIBAL COMMUNITIES

The Tiwahe Initiative is funded by Congress, through the BIA, as a demonstration project that started in FY 2015 with four tribal communities and then expanded to add two other tribal communities in FY 2016.
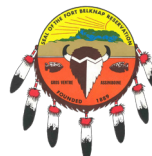
The six pilot tribes are:

The Red Lake Nation (RLN)
Red Lake, Minnesota

The Ute Mountain Ute Tribe (UMUT)
Towaoc, Colorado

The Association of Village Council Presidents (AVCP)
Bethel, Alaska

The Fort Belknap Indian Community (FBIC)
Fort Belknap Agency, Montana (from FY 2016)

The Spirit Lake Tribe (SLT)
Devil's Lake, North Dakota

The Pascua Yaqui Tribe (PYT)
Tucson, Arizona (from FY 2016).

Tiwahe is grounded in tribal values and principles, which guide the goals and objectives of a coordinated service delivery model among agencies and justice systems to:

▸ Increase access to family and social services,

▸ Create alternatives to incarceration via solution-focused sentencing options,

▸ Improve links to appropriate prevention, intervention, and treatment opportunities,

▸ Improve case management services, and

▸ Improve the overall partnerships among local, tribal, county, state, and federal providers to improve access to services for tribal children, youth, and families.

The five-year demonstration project can be described as having three stages:

Figure 1: The phases of implementation for the Tiwahe Demonstration Project

Phase 1
Planning and
Development
(FY 2015 - 2016)

Phase 2
Initial Implementation
and Service Delivery
(FY 2017 - 2018)

Phase 3
Full Implementation
and Reporting
(FY 2019)
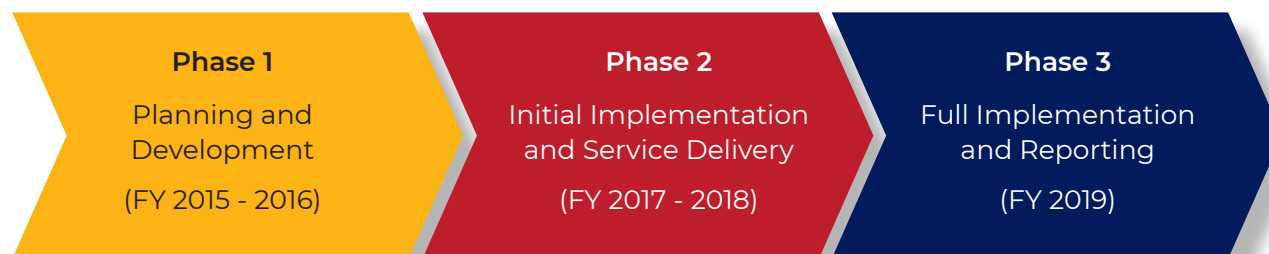
TARGETING SUPPORT TO IMPROVE OUTCOMES FOR FAMILIES

The Tiwahe Initiative opened opportunities for tribes to improve service coordination between programs so that services were more effective, specific, and responsive to tribal families. Over the demonstration period, the Tiwahe pilot tribes embarked on a new endeavor to find an outcomes-based approach, rooted in cultural values and traditions, to support well-being outcomes that meet the aspirations of American Indian and Alaska Native (AI/AN) families.

Similarly, in New Zealand (NZ), the government recognized that standard ways of delivering social and health services were not working, and more importantly, outcomes were not improving, particularly for indigenous families (Te Puni Kōkiri, 2015). As a result of mainstream services failing the needs of Māori (the indigenous people of New Zealand) and growing political support, the Whānau Ora[4] Initiative was launched in 2010, representing a seismic shift away from the conventional "government-led" and "siloed" approach, which often just repackaged western terms with Māori language and concepts into the same mainstream procedures.

EXPLORING INDIGENOUS MODELS

In consultation with the BIA, the Tiwahe pilot tribes explored what other successful models of service coordination indigenous groups were implementing that was delivering major social value impact for families. An introduction by the former assistant secretary of Indian Affairs, Kevin Washburn, to Whānau Tahi Ltd. (Whānau Tahi), Chief Executive Stephen Keung, and an NZ delegation, who at the time was presenting Whānau Ora at the 2015 Tribal Self-Governance Conference, seeded an opportunity to share the Whānau Ora concept with senior leadership from the BIA, including the Office of Indian Services.

The Tiwahe pilot tribes and the BIA saw Whānau Ora as a successful model to help inform a structure for Tiwahe that incorporates a similar model for AI/AN communities. In 2020, Whānau Tahi formally engaged with the tribes to develop the Final Tiwahe Report, consistent with the original guiding document titled *Department of the Interior Bureau of Indian Affairs – Tiwahe Initiative – A Five-Year Model for Building Healthy Tribal Communities and Families*.

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[4] Whānau Ora (Māori for "family wellbeing") is a major contemporary indigenous health Initiative and policy in New Zealand, driven by indigenous cultural values. Its core goal is to empower communities and indigenous families within the "community context" rather than "individuals" within an institutional context.

FORMING AN INTERNATIONAL AND INDIGENOUS PARTNERSHIP

Whānau Tahi is an international and indigenous enterprise leading holistic models of measuring generational change. Their experience in structuring policies, programs, and data to achieve outcomes was viewed as a model with wide applicability. The strengthening partnership between Whānau Tahi, Indian Affairs, and the Tiwahe pilot tribes has progressed over time through an exchange of leadership and diplomacy.

2015

Whānau Ora Commissioning Agency Chairwoman, Merepeka Raukawa-Tait, along with executive delegates from 10 Māori Tribes, including Labor MP. Hon. John Tamihere were hosted by Self-Governance Tribes at the 2015 Annual Tribal Self-Governance Consultation Conference.

2016

NZ Government Whānau Ora Commissioning Agency hosted Hankie Ortiz (former Deputy Bureau Director - BIA, Office of Indian Services) as keynote and honorary guest to share the Tiwahe Initiative at the Biannual Whānau Ora National Conference.

2019

NZ Embassy and Ambassador Rosemary Banks facilitated a formal engagement with Whānau Tahi Ltd., hosting the six Tiwahe pilot tribes and BIA Officials.

2019

Whānau Tahi Ltd. was invited by the BIA to present at the second Bi-Annual Tiwahe Conference, hosted by Red Lake Nation in New Orleans, Louisiana.

[5] Whānau Tahi Limited, a New Zealand-based social enterprise, provides human-centered case management solutions in the social and health sectors that remove communication barriers, eliminate duplication of efforts, and empower practitioners and families alike.

The Tiwahe pilot tribes collaborated with Whānau Tahi Ltd. to support their journey and leverage international leadership to develop a blueprint and pathway to establish and expand Tiwahe. The blueprint is based on research and indigenous models of well-being, in particular Whānau Ora, a major contemporary government health Initiative that is now an innovative approach to all health and social service policies for Māori.

2016 ▶ 2016

NZ Deputy Prime Minister - Bill English met and discussed Whānau Ora and Tiwahe development with Hankie Ortiz.

Pascua Yaqui hosted Minister for Whānau Ora, Te Ururoa Flavell, in Tucson, Arizona, as part of a NZ Govt. Ministerial visit supporting a bi-lateral exploration to the US.

◀ 2017 ◀ 2017

NZ Embassy and Ambassador Hon. Tom Grosser facilitated a formal engagement with Whānau Tahi Ltd., hosting NZ Government officials, Senior US Federal Officials, and Tribal Government Leaders.

Chief Executive of Whānau Ora Commissioning Agency and Former NZ Labour Cabinet Minister MP. Hon. John Tamihere, along with a delegation from Whānau Tahi Ltd., including Chief Executive Stephen Keung were hosted by the Tiwahe pilot tribes to speak as keynote and honorary guests at the first Bi-Annual Tiwahe National Conference hosted by Pascua Yaqui Tribe in Tucson, Arizona.

ESTABLISHING KEY PRINCIPLES AND SUCCESS FACTORS

The following set of principles and success factors underpinned the design, development, and implementation of the Tiwahe model. The principles and success factors are based on learnings from international standards and best practices.

Based on meetings and documents provided by the Tiwahe pilot tribes, there is evidence that a number of these principles are established, and they continue to drive the Initiative toward what is important for tribal communities and families and the means by which it should be pursued.

> **"**
>
> *...more than seeing Tiwahe's objective of integrated services as just a delivery model, they saw in this the opportunity to "be indigenous" and practice "self-determination."*
>
> Tiwahe Participant, Independent Evaluation
>
> **"**

The following table of principles and success factors should only act as a guide, and ultimately, the BIA is responsible for maintaining these guiding principles in partnership with the tribes, as Tiwahe expands and evolves.

Key Principles and Success Factors

Principles	Success Factors
Philosophy	Having a culturally grounded, holistic, strengths-based, and aspirational view of health and well-being is essential to achieve positive life outcomes for indigenous people and should inform everything, including engagement, practice, policy, service delivery, partnerships, outcomes, and measures.
People	Consultation and collaboration with indigenous families, individuals, and organizations should be actively facilitated and encouraged to inform co-designed service solutions.
Practitioners	The delivery of high-quality indigenous social and health services requires skilled and competent navigators or workers who: - can work beyond crisis intervention, and reflect, adapt, and respond rapidly for positive change, - can build skills and strategies with families that will contribute to their empowerment and positive life outcomes, and - have the cultural and local knowledge necessary to understand the situations and realities of indigenous families, and an understanding of the "system" and collective services and resources available to provide families with comprehensive, holistic, wrap-around support.
Policy	Development, implementation, and socialization of an overarching policy framework that promotes an integrated and collective response to addressing social and health issues are required to shift the focus from siloed to coordinated interventions.
Provision/Funding	A funding body/mechanism is needed that promotes collaborative (rather than competitive), innovative, coordinated, and cross-agency service delivery, including a simplified and integrated system of contracting, and competent service provision.
Partnerships	Partnerships are based on a common vision, collective goals, strategic alliances, and shared accountability.
Performance	Development and establishment of a measurement system and practices that shift the focus from outputs to outcomes (i.e., real, demonstrable gains for indigenous families), collects continuous, timely data, and accords value to both qualitative and quantitative information.

SUSTAINING TIWAHE FOR TRIBAL COMMUNITIES

The successful implementation of Tiwahe will require a long-term commitment and significant investment in capability and capacity development. The success of Tiwahe should, therefore, be understood as the sum of all its parts, including investment in a specialized workforce, research and development, data capability and IT infrastructure, cross agency tribal partnerships, and funding and contracting systems that promote collaboration rather than competition. Moving forward, these are important considerations for Tiwahe.

Based on the engagement with the Tiwahe pilot tribes and stakeholders and the evaluation that was conducted independently from the development of these documents, there is evidence that Tiwahe is making a difference at various levels, from the way tribes can redesign programs with local traditions and values to families feeling safer and more confident in accessing services.

It is important to understand that each tribe is at a different stage in its journey toward understanding and measuring well-being outcomes. Key actions outlined in the Congressional Summary under Appendix A and Appendix B can help Congress direct Indian Affairs to engage with the Tiwahe pilot tribes more effectively. Based on valuable experience and leadership from the Tiwahe pilot tribes, the next phase should focus on stabilizing Tiwahe by shifting pilot tribes to a "mentoring" role that supports new tribes, and test data collection based on the Outcomes Framework for Tiwahe.

TIWAHE PHASES MOVING FORWARD

Paving the Way to Well-Being

The additional phases recommended for Tiwahe build upon key insights from the demonstration project, paving a new way to well-being for AI/AN families leading to healthier communities across Indian Country.
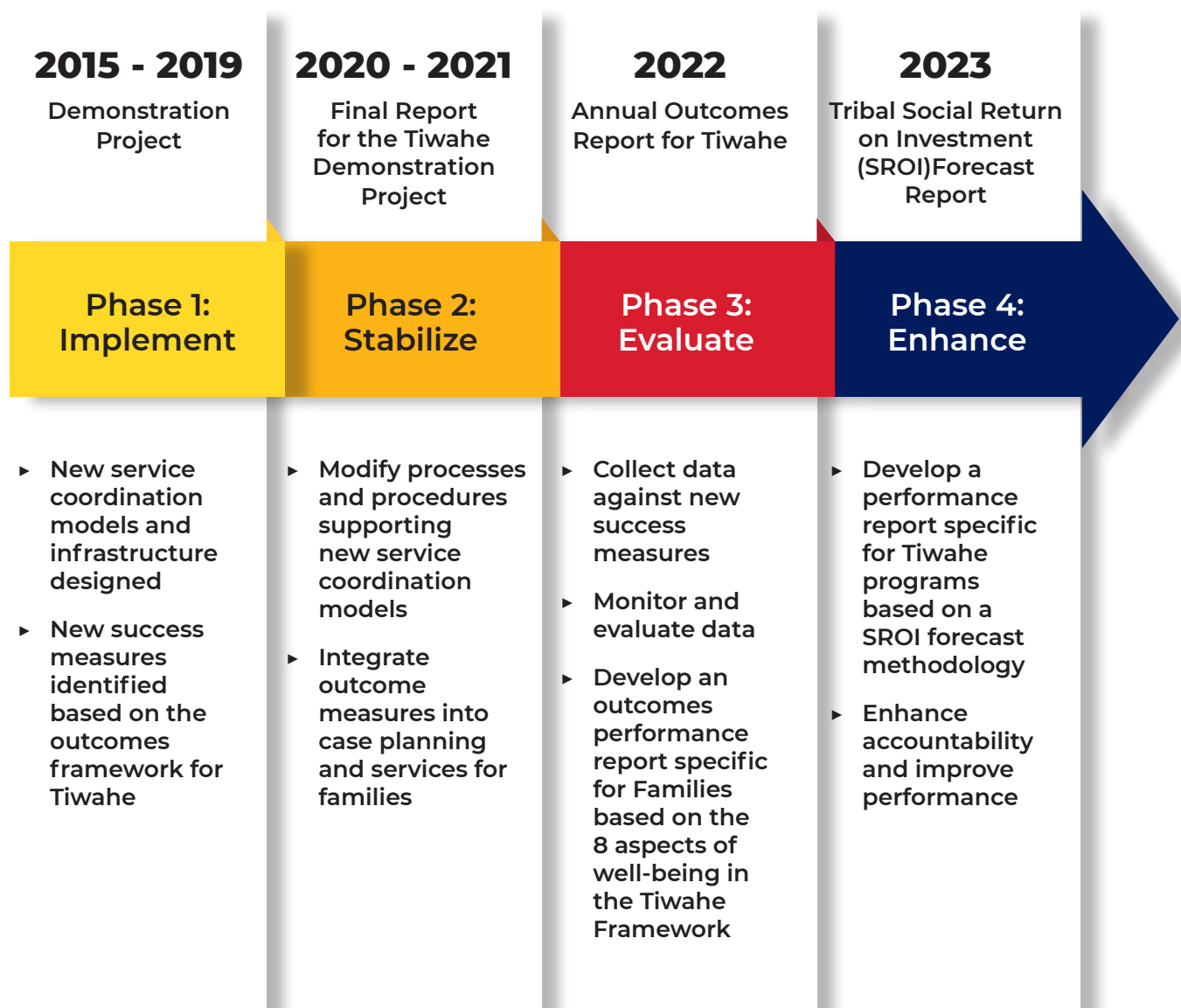
2015 - 2019	**2020 - 2021**	**2022**	**2023**
Demonstration Project	Final Report for the Tiwahe Demonstration Project	Annual Outcomes Report for Tiwahe	Tribal Social Return on Investment (SROI)Forecast Report
Phase 1: Implement	**Phase 2: Stabilize**	**Phase 3: Evaluate**	**Phase 4: Enhance**
▶ New service coordination models and infrastructure designed ▶ New success measures identified based on the outcomes framework for Tiwahe	▶ Modify processes and procedures supporting new service coordination models ▶ Integrate outcome measures into case planning and services for families	▶ Collect data against new success measures ▶ Monitor and evaluate data ▶ Develop an outcomes performance report specific for Families based on the 8 aspects of well-being in the Tiwahe Framework	▶ Develop a performance report specific for Tiwahe programs based on a SROI forecast methodology ▶ Enhance accountability and improve performance

Figure 2. Tiwahe Phases Moving Forward

CONCLUSION

John Tamihere
Chief Executive Officer, Te Whānau o Waipareira

This historic document is a meeting of indigenous cultures across two continents working toward a better future for our people. The Whānau Ora model is groundbreaking, as it successfully navigates Māori toward brighter futures and now stands on an international stage to support the Tiwahe Initiative to do the same.

This model was created by Māori, for Māori, so our people can fashion their own industry, navigating barriers from institutional racism to matters of their own making, thus revealing what they are capable of.

Success does not come for Māori at the hands of bureaucrats wanting to tick boxes. Success comes when Māori work alongside Māori, co-creating a blueprint that works for them. Whānau Ora is a wrap-around service for building relationships with integrity alongside whānau (family), rather than a hectic system with agencies pouring over one family, with completely ineffectual results.

Māori issues will not be solved with the white man's tools. This program is tailor-made by Māori, for Māori, and it proves every day that it works for our people because it is specific and deliberate, empowering Māori to achieve their aspirations.

Like your indigenous cultures, Māori have a long history with the land. We live from it, we protect it, and we respect it because it is ingrained in us to preserve our mountains, our seas, our rivers, and our environment. Empowering Māori increases our confidence to live alongside what nature gifted us, forging ahead as we have always intended, methodically and with tenderness and purpose.

Our targeted, holistic approach shows whānau how to be the architects who build their own sense of belonging, leading to a positive change and overall improved well-being.

I look forward to the teachings of Tiwahe and what we can learn from them. This is a mutually beneficial indigenous alliance with the same goals: to support the development and implementation of the best practices in measuring, evaluating, and delivering high-quality, outcomes-based services for our people, by our people.

ACKNOWLEDGEMENTS

TE WHĀNAU O WAIPAREIRA

KŌKIRITIA I ROTO I TE KOTAHITANGA

Whānau Tahi