



CONGRESSIONAL SUMMARY ON THE TIWAHE INITIATIVE DEMONSTRATION PROJECT





TE WHĀNAU O WAIPAREIRA

KŌKIRITIA | ROTO | TE KOTAHITANGA

Whānau Tahī

A Subsidiary of Te Whānau o Waipareira
Auckland, New Zealand

Published 2021
All Rights Reserved



Whānau Tahī



SCAN ME

CONTENTS

Purpose for Congressional Summary	2
Measures of Success Highlighted From Tiwahe	2
Recommendations to Strengthen Tiwahe	3
Next Steps Forward	3
Introduction: A New Initiative, A New Opportunity	4
Tiwahe Investment: Funding Enacted During the Demonstration Period	6
Tiwahe Assists Child and Family Programs Across Indian Country	8
New Pilot Tribes and New Tiwahe Funding	9
A Congressional Mandate for a Final Tiwahe Report	10
Tiwahe Measures of Success	14
Issues Emerging During the Pilot Demonstration Period	18
Tribal Led Solutions: Lessons Learned from Pilot Tribes	20
Conclusion	21
Appendix A: Congressional Summary	22
Appendix B: Congressional Summary	25



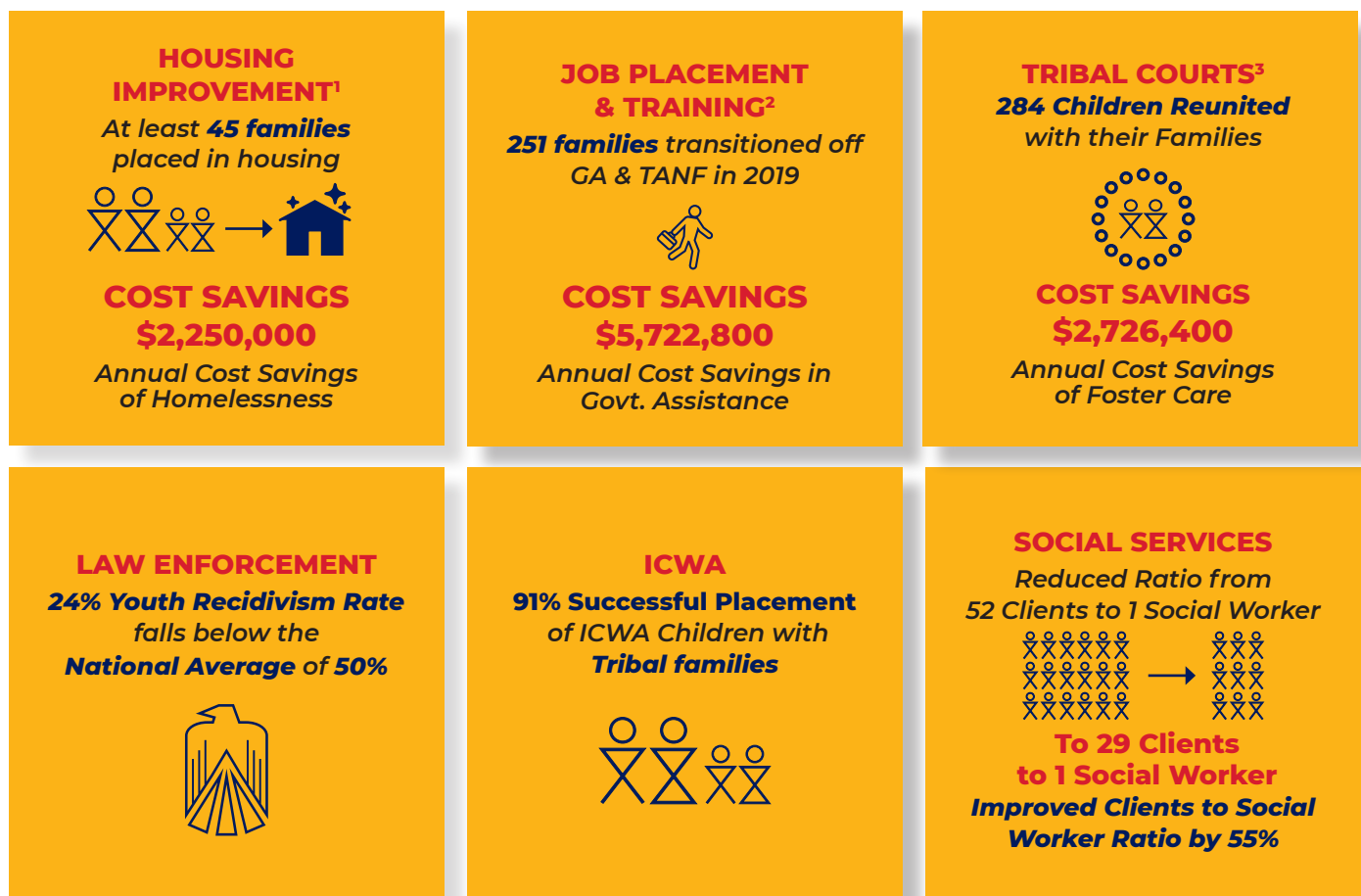


PURPOSE FOR CONGRESSIONAL SUMMARY

The Tiwahe (ti-wa-heh) Initiative is a five-year demonstration project supporting American Indians and Alaska Natives to improve the health and well-being of families in tribal communities. This report marks a ***fundamental shift*** in how tribes want to measure success while capturing the outcomes of their work more effectively, as well as keep the Federal Government accountable for working in true partnership with tribes.

MEASURES OF SUCCESS HIGHLIGHTED FROM TIWAHE

Early indicators of success demonstrate that Tiwahe is creating the right enabling environment for tribes to drive systemic change and better outcomes for their communities and families. The measures presented in this report reflect the ***achievements of the six Tiwahe pilot tribes*** participating in the Initiative. Due to the tribes focusing on establishing a structure for Tiwahe and due to the negative impacts of the coronavirus pandemic, data analysis is not yet complete. However, the information provided in this report shows ***strong evidence*** that Tiwahe is making a positive ***impact*** in the following key areas:



¹ U.S. Interagency Council on Homelessness (2017) cites studies estimating the annual costs of homelessness to be \$30,000 - \$50,000 per person. https://www.usich.gov/resources/uploads/asset_library/Ending_Chronic_Homelessness_in_2017.pdf

² Based on an average monthly benefit of a TANF client with a household size of 4 (\$1,200, along with \$700 in SNAP benefits equating to \$1,900/month).

³ Based on an estimated monthly cost for foster care per child.

RECOMMENDATIONS TO STRENGTHEN TIWAHE

1. Accept the premise that past and current models of services to tribes with existing output measures are ineffective in achieving long-term outcomes for families and that a model of coordinated service delivery focused on self-determining families will achieve more sustainable outcomes for families and tribes.
2. Review, consider, and accept the Final Report⁴ as the founding framework establishing a structure for tribes to partner with the BIA, other federal departments⁵, and key stakeholders (e.g., TIBC) for a coordinated investment of services for sustainable and long-term outcomes for families.
3. Establish and fund a permanent program to be known as “Tiwahe,” based on the Final Report.
4. Adopt the Tiwahe Roadmap, with its outcomes-based focus, for accountability in evaluating tribal-led Tiwahe models of coordinated service delivery.
5. Adopt and fund national implementation of Tiwahe focused on building tribal capacity to deliver Tiwahe, and onboard new tribes to a common framework, shared outcome measures, and key principles underpinning Tiwahe’s vision to realize the aspirations of the families it serves.
6. Provide capacity and ongoing funding to tribes for procurement, infrastructure, start-up, and workforce development to plan, develop, and implement Tiwahe.
7. Adopt Social Return on Investment (SROI) as the measure of success for Tiwahe and support ongoing funding to select tribes in the Tiwahe demonstration project to produce the BIA’s first tribal SROI report for Congress.

NEXT STEPS FORWARD

Engagement with the Tiwahe pilot tribes and the independent evaluation included in this report clearly demonstrate that Tiwahe is making a positive 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. The next steps for Congress are to direct key actions for federal agencies and tribes, as highlighted in Appendix A and Appendix B.

Finally, it should be acknowledged that through the combined efforts of the six Tiwahe pilot tribes, the tribes have successfully co-designed and established a new structure for measuring outcomes. This enables federal investments to be evaluated based on actual outcomes and measures that truly matter to families in tribal communities.

⁴ The Final Report comprises the following six documents: (1) *Congressional Summary for Tiwahe* (2) *Tiwahe Outcomes Framework*, (3) *Tiwahe Roadmap*, (4) *Implementation Guide*, (5) *Impact Summary Report* and (6) *Independent Evaluation*.

⁵ Including Agencies within Federal Departments.



INTRODUCTION: A NEW INITIATIVE, A NEW OPPORTUNITY

The Tiwahe (ti-wah-heh) Initiative (Tiwahe), which means family in the Lakota language, began in Fiscal Year 2015 as an Obama/Biden Administration Initiative to support comprehensive White House⁶ reforms to create strategic investments and policies that positively impact native youth and that build healthy tribal communities. The Bureau of Indian Affairs (BIA) provides Tiwahe funding to support tribal priorities that improve coordination of services and address high rates of children in foster care and substance abuse, domestic violence, poverty, homelessness, and suicide. Some tribes participate in Tiwahe as pilot demonstration sites to innovate, test, develop, and share improved service coordination models for all tribes across Indian Country. The BIA provides additional Tiwahe funding to the Tiwahe pilot tribes to support these efforts and inform a comprehensive and large-scale implementation of Tiwahe as a national program. Also, the Tiwahe pilot tribes have other responsibilities, such as performance measure reporting, as part of their agreement to participate in Tiwahe.

⁶ DOI Budget Justifications and Performance Information Fiscal Year 2017; Indian Affairs, White House's Interagency Generation Indigenous initiative (pg 14).



I'm proud of the community members speaking openly to each other about the abuse that they have gone through and the strengths that show with this healing way, our healing way. We love each other because we can – we don't have to earn this, as this is a given as a family.

Fort Belknap Indian Community, Tiwahe Pilot Tribe



Tiwahe Pilot Tribes

As part of the BIA's need to understand how tribes could coordinate service delivery more effectively and efficiently to reach native families, it selected a cross-section of tribes and tribal consortiums to participate in a 5-year demonstration project. The project would inform a more structured and comprehensive approach to implement Tiwahe as a national program across Indian Country. The first four sites invited by the Assistant Secretary-Indian Affairs (AS-IA) to participate as Tiwahe pilot tribes in FY 2015 were the Red Lake Nation (RLN) in Minnesota, the Association of Village Council Presidents (AVCP) in Alaska, the Spirit Lake Tribe (SLT) in North Dakota, and the Ute Mountain Ute Tribe (UMUT) in Colorado. Together, they represent 59 federally recognized tribes across Indian Country, with AVCP making up the majority with a total of 56 Southwestern Alaska Native tribes under their consortium. In FY 2016, the BIA expanded the demonstration project to include two additional pilot sites: the Fort Belknap Indian Community (FBIC) in Montana and the Pascua Yaqui Tribe (PYT) in Arizona. The total number of federally recognized tribes participating in Tiwahe as pilot sites is 61 tribes across six BIA regions.



TIWAHE INVESTMENT: FUNDING ENACTED DURING THE DEMONSTRATION PERIOD

Congress initially enacted funding to support Tiwahe via increases to the Social Services and Indian Child Welfare Act (ICWA) Tribal Priority Allocation (TPA) funding lines operated under the Office of Indian Services (OIS). Also, in FY 2015, Congress directed a small amount of Job Placement and Training (JPT) funding to Tiwahe. In FY 2017, Congress enacted additional funding for Tiwahe pilot tribes in other BIA program lines, including Tribal Courts and Law Enforcement, the Housing Improvement Program (HIP), and JPT once again. In FY 2018, Congress directed a portion of Social Services funding to women and children's shelters to serve domestic violence survivors in pilot site service areas. In FY 2019, Congress continued funding at FY 2018 levels for all Tiwahe program lines. Also, Congress has continued to fund Tiwahe in FYs 2020 and 2021 at existing levels, with the same amounts of funding to the same recipients.

Program	2015	2016	2017	2018	2019
Social Services	\$5,000,000	\$9,000,000	\$16,200,000	\$16,200,000	\$16,200,000
ICWA	\$5,000,000	\$5,000,000	\$8,300,000	\$8,300,000	\$8,300,000
JPT	\$500,000	\$0	\$1,059,000	\$1,059,000	\$1,059,000
Tribal Courts	\$0	\$5,000,000	\$7,580,000	\$7,580,000	\$7,580,000
Law Enforcement (RRI)	\$0	\$3,000,000	\$3,000,000	\$3,000,000	\$3,000,000
HIP	\$0	\$0	\$1,687,000	\$1,687,000	\$1,687,000
Total Funding	\$10,500,000	\$22,000,000	\$37,826,000	\$37,826,000	\$37,826,000

Tiwahe funding breakdown by category and year



Tiwahe Flexibility to Support Culture

The BIA enables funding for Tiwahe to be flexible within existing laws and regulations to support the Tiwahe pilot tribes' development and integration of culturally rooted services, which reinforce and improve children and family well-being. The Tiwahe pilot tribes focused on incorporating cultural programming, language, history, and preservation into their services, including Tribal Courts. Except for the SLT (Dakota) and the FBIC (Nakoda), whose traditional language already incorporates the word tiwahe, the Tiwahe pilot tribes translated the meaning of tiwahe into their own traditional languages. Each pilot tribe markets Tiwahe programming utilizing their traditional language or meaning for tiwahe within their communities.



Nakoda
Tiwahe



Hiak Noki
Itom Yoemia
Our Family



Dakota
Tiwahe



Ute Mountain Ute
Tour de Ute



Ojibwe
Gidinawendamin
We Are Family/We Are Related



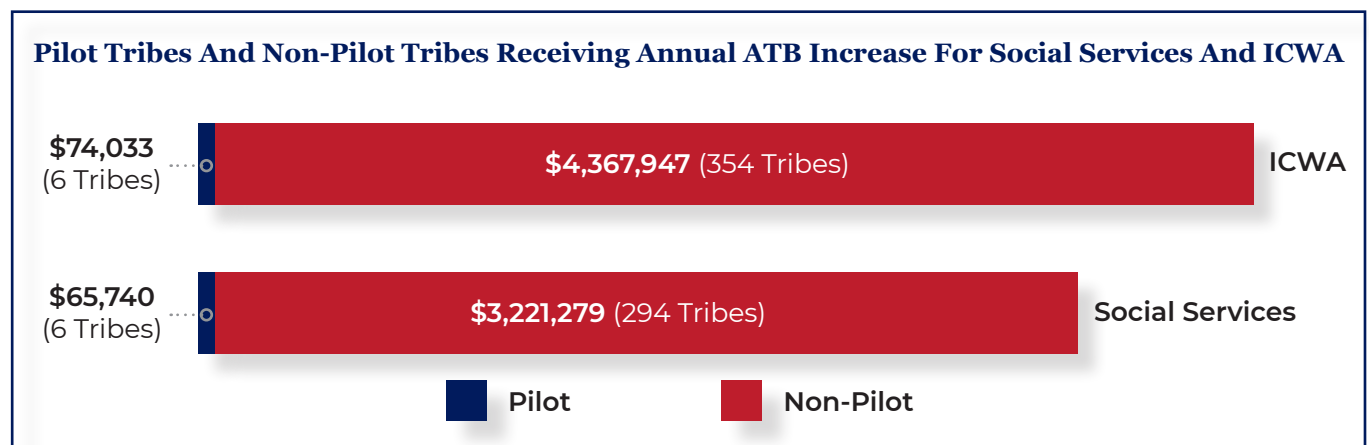
Yu'pik
Ilakuyun
Through Family



TIWAHE ASSISTS CHILD AND FAMILY PROGRAMS ACROSS INDIAN COUNTRY

Tiwahe Across The Board Social Services and Indian Child Welfare Act TPA Funding Increases

In FY 2015, the BIA OIS distributed Tiwahe Across the Board (ATB) increases in Social Services and ICWA funding to all tribes that operated a Social Services and ICWA program in FY 2014. Since FY 2015, each tribe that operates a Social Services program received an 8% recurring base increase, and each tribe that operates an ICWA program received a 21% recurring base increase. Presently, these recurring increases are still active and represent the first Social Services and ICWA funding increases that most tribes have received in about 25 years. According to a testimony by former AS-IA Larry Roberts before the House Interior Appropriations Subcommittee in FY 2015, approximately \$3.2 million of Social Services and \$4.3 million of ICWA funding contributed to the Tiwahe ATB increases.



50% Tiwahe Increase and Family Advocacy Coordinator Funding

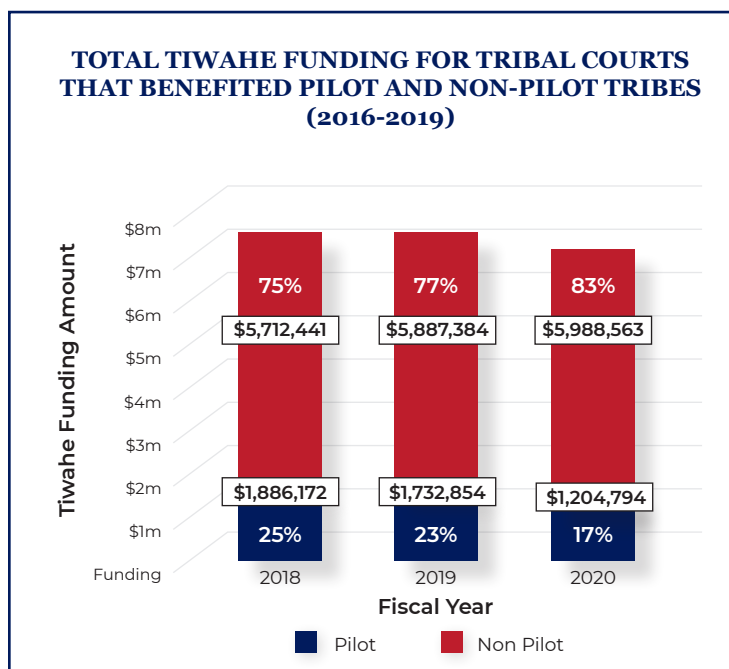
The BIA OIS awarded each Tiwahe pilot tribe a “Tiwahe 50% increase,” which was added to their existing Social Services and ICWA base. It also provided each Tiwahe pilot tribe with a flat (non-increasing) \$73,000 in Social Services funding to partially support the hiring of a Tiwahe Family Advocacy Coordinator (FAC) to develop the tribe’s Tiwahe plan and manage Tiwahe implementation at the tribal level. Due to the historically low appropriations for Social Services and ICWA, the Tiwahe 50% increase for most pilot tribes was modest, amounting to about \$100,000 – a nominal funding amount to support pilot tribes.



NEW PILOT TRIBES AND NEW TIWAHE FUNDING

Tiwahe Tribal Court Funding Assists Tribal Courts Across Indian Country

In FY 2016, Congress enacted increases for Tiwahe, including \$4 million for Social Services to expand Tiwahe and add more pilot tribes. Congress also awarded new Tiwahe program funding, \$5 million for Tribal Courts and \$3 million for the Recidivism Reduction Initiative (RRI), a separate BIA initiative with its own set of pilot tribes. Four Tiwahe pilot tribes participate in RRI. Congress appropriated Tiwahe Tribal Courts funding to coordinate Social Services and ICWA activities with tribal justice efforts, including RRI. As with ICWA and Social Services ATB increases, which benefited all tribes who operate these programs, Tiwahe Tribal Courts funding similarly helped many tribes that operate courts by supporting child welfare positions and justice activities for non-pilot tribes that requested assistance.



Tiwahe JPT and HIP

All pilot tribes leveraged Tiwahe JPT funding with other workforce development funding to address priorities and employment gaps for tribal citizens. For pilot tribes that already operated a Public Law 102-477 Workforce Development Program,⁷ additional JPT funding supported the development, expansion, and coordination of 477 and Tiwahe activities. Tiwahe HIP funding employs the same flexibility of Tiwahe Social Services and ICWA funding to assist pilot tribes in addressing housing and homelessness challenges within their communities and is not subject to the standard HIP distribution formula.

⁷ Formerly Public Law 102-477, the Indian Employment, Training and Related Services Act, now Public Law 115-93, the Indian Employment, Training and Related Services Consolidation Act of 2017.



Across The Board Performance Measures

In FY 2017, Congress directed BIA to report on the performance measures it would use to monitor and track the success of Tiwahe. That year, the National Tiwahe Coordinator (NTC) and the pilot tribes established Tiwahe Across The Board (ATB) Performance Measures. These measures reflect only the common Tiwahe implementation activities for the Tiwahe pilot tribes. They do not include performance measure reporting from non-pilot tribes that receive Tiwahe funding.

Individual Tribal Performance Measures

In FY 2018, at a performance measure training hosted by the BIA, each Tiwahe pilot tribe established at least two Individual Tribal Performance Measures. Each measure demonstrates the impact of Tiwahe funding in alignment with priorities in their Tiwahe plan. To ensure continued funding for all tribes that benefit from Tiwahe, this data has been submitted annually to the BIA with ATB data and a narrative update and forecast for the future if Tiwahe funding should end.

A CONGRESSIONAL MANDATE FOR A FINAL TIWAHE REPORT

Despite the Administration's continued lack of support for Tiwahe, in FY 2018, Congress continued Tiwahe funding for Social Services, ICWA, and Tribal Courts at FY 2017 funding levels and continued FY 2017 funding levels for JPT and HIP for pilot tribes. Congress also directed at least \$200,000 of Tiwahe Social Services funding to help shelters protect domestic violence survivors.

A New Model for Indian Country

In FY 2019, Congress continued funding for all Tiwahe program lines at the same FY 2018 enacted levels. Congress also directed the BIA to produce a final report on Tiwahe with measures of success and implementation guidelines for other tribes to establish similar Tiwahe programming in their communities. To meet congressional mandates, the BIA, in partnership with the Tiwahe pilot tribes, began to explore robust delivery models to inform a consistent framework for measuring success and building implementation guidelines.



TRIBAL SPECIFIC GOALS

Red Lake Nation



Empower and Reunify Families



Reduce Substance Abuse



Reduce Suicide

Pascua Yaqui Tribe



Ensure that Yaqui children remain connected to Yaqui culture



Empower Yaqui families to achieve healthy self-sufficiency

Association of Village Council Presidents



To move from decentralized silos with limited communication to a coordinated system that is effective, efficient and organized

Fort Belknap Indian Community



Increase the rate of family reunification



Reduce the rate of substance abuse, child and family abuse & child neglect



Preserve the future of the Aaniiih and Nakoda people

Spirit Lake Tribe



Increase tribal self-sufficiency among Spirit Lake members



Build families' self-confidence through cultural awareness and activities

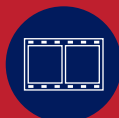


Reduce homelessness on the reservation

Ute Mountain Ute Tribe



Increase Youth Leadership



Increase Multi-Media Career skill development among youth



Reduce Homelessness among single parent families and veterans



Exploring Indigenous Models of Service Coordination and Measures

At the 2015 Tribal Self-Governance Conference, an introduction by former AS-IA Kevin Washburn to Whānau Tahī Ltd (WTL) opened an opportunity for a New Zealand delegation of tribal leaders and officials to present Whānau Ora, an indigenous government policy that supports Māori (the indigenous peoples of NZ) family well-being. WTL continued this relationship by inviting the OIS Deputy Director to present at the Whānau Ora Conference in 2016. As a result, WTL was introduced to Tiwahe and the Tiwahe pilot tribes to share key learnings from New Zealand's experience securing Whānau Ora as a tribally led permanent government policy.

The Tiwahe pilot tribes saw Whānau Ora as a successful model to help inform a structure for Tiwahe to devise and implement a similar model for AI/AN communities. On the release of the FY 2019 Interior Appropriations Bill, a discussion took place between the RLN and the other Tiwahe pilot tribes and the BIA on the strengthening of the informal partnership with Whānau Tahī to utilize their experience with Whānau Ora to assist in producing the Final Tiwahe Report. The BIA and the Tiwahe pilot tribes agreed that the Final Tiwahe Report would also include an Independent Evaluation of Tiwahe.

“

With the final Tiwahe report, pilot tribes are showing Congress and BIA how to implement and fund a better way for improving Native well-being, one that integrates our cultures and that's directed by us – tribes – not by BIA or any other federal agency. And the third-party evaluation on Tiwahe confirms that this is the best way forward for our communities. Now it's up to the government to adopt policies in our favor.

Association of Village Council Presidents, Tiwahe Pilot Tribe

”

The BIA, Tiwahe pilot tribes, and Whānau Tahī agreed that the BIA contract with Whānau Tahī and work with the Tiwahe pilot tribes to develop the Final Tiwahe Report, consistent with the BIA's original guiding document, Tiwahe Initiative – A five-year model for building healthy tribal communities and families. This document includes guidance to contract with an outside organization to evaluate the success of Tiwahe and to develop guidelines for best practices to share with other tribes. The BIA subsequently asked the RLN if it would be willing to manage the contract on behalf of the BIA and the Tiwahe pilot tribes to produce the Final Tiwahe Report. To do so, the RLN required written agreement from every Tiwahe pilot tribe and the BIA. The BIA agreed, and every Tiwahe pilot tribe provided a letter of support to the BIA from their tribal leaders to formalize the partnership with Whānau Tahī. The RLN received no financial compensation to manage the contract with Whānau Tahī in coordination with the BIA and the Tiwahe pilot tribes.

The BIA regularly partners with tribes and tribal organizations to carry out various activities. One example directly involving Tiwahe is the BIA OIS contract with the Montana Wyoming Tribal Leaders Council to establish a training platform for the Center for Excellence.

A Formal International Indigenous Partnership

Through the formal partnership between the BIA, Whānau Tahī, and Tiwahe pilot tribes to produce the Final Report on Tiwahe, the Tiwahe pilot tribes developed a systematic approach to measure success from an indigenous perspective that looks beyond Western constructs of well-being for AI/AN families. Based on their experiences implementing Tiwahe during the demonstration project, the Tiwahe pilot tribes have provided a comprehensive roadmap for tribes to adapt a local implementation of Tiwahe while supporting standard metrics that align to a national performance framework for AI/AN families.

The Tiwahe pilot tribes present the Tiwahe Outcomes Framework performance, models, and measurements that emerged from Tiwahe across a series of documents that support a shift toward a new way for measuring impact. Together, the following documents encompass the Final Report on Tiwahe:



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.



Tiwahe Roadmap

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.



Tiwahe 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.



TIWAHE MEASURES OF SUCCESS

A New Way to Measure Impact

The established Tiwahe Performance Measures encompass the Tiwahe Measures of Success. Through the partnership with Whānau Tahī, the Tiwahe pilot tribes identified improved reporting formats that better reflect tribal service providers' efforts to improve family well-being. The result was a transition from input/output-based reporting to outcomes-based performance measure reporting described in the Tiwahe Outcomes Framework.

Below is an alternative method of displaying the Tiwahe Measures of Success that the Tiwahe pilot tribes and Whānau Tahī developed for each BIA program that receives Tiwahe funding. The Tiwahe pilot tribes are excited to continue to expand on this method of reporting to demonstrate the impact that matters most to their communities. Please note that the data presented is only for the Tiwahe pilot tribes, and some of the data shown may reflect the successes of just one or two Tiwahe pilot tribes over one or more years.⁸

SOCIAL SERVICES

Total Investment (FY 2015 – 2019): \$62.2 million, which includes: pilot tribe funding, recurring ATB funding for all tribes, and funding utilized by BIA OIS for “Tiwahe Related Activities.”



25,446

Tribal Youth Program
participants in tribal programs



8,855

Participants in programs
that incorporate culture

Every Tiwahe pilot tribe focused on the development of educational resources, cultural resources, and other resources for youth and children because all the pilot tribes lacked resources for youth program development. The Tiwahe pilot tribes fully embraced Tiwahe's goal to integrate culture into service delivery for both youth and adults, resulting in dramatic increases in client engagement in behavioral health, domestic violence, workforce development, wellness courts, and other tribal family services, as demonstrated in the graphic above.

SOCIAL SERVICES - TIWAHE SHELTER FUNDING

Total Investment (FY 2018 – 2019): \$400,000 of Social Services funding to shelters in pilot tribes' services areas to protect survivors of domestic violence.



Women Shelter Advocates

Engaged in MMIW intertribal,
interagency Task Force



Improved Targeted Support

Giwitaa Ododewiisiwin/Equay
Wiigamig targeted Covid-19 support



Improved Targeted Support

Emmonak Women's Shelter
targeted support for 14 Villages



Average of 300 Survivors

Of sexual and domestic violence
since 2018

⁸ Tiwahe pilot tribes do not have data on Tiwahe-funded activities for the 8% Social Services and 21% ICWA ATB increases provided by BIA to all tribes. Tiwahe pilot tribes also do not have data on BIA OIS activities for the portion of Tiwahe funding identified as “Tiwahe Related Activities”.



The Emmonak Women's Shelter, located in AVCP's service area, appealed to Congress in FY 2018 for assistance to keep its doors open. Congress responded by directing a portion of Tiwahe Social Services funds to women and children's shelters in the Tiwahe pilot tribes' service areas. The Tiwahe pilot tribes used the funding to support domestic violence case managers, coordinate with law enforcement, and increase support resources for survivors and their families. The Tiwahe HIP funding is supporting the renovations of the FBIC's shelter in coordination with Tiwahe shelter funding to provide increased cultural support services for survivors. The FBIC plans to re-open its shelter in FY 2022.

ICWA

Total Investment (FY 2015 – 2019): \$34.9 million, which includes: pilot tribe funding, recurring ATB funding for all tribes, and funding utilized by BIA OIS for “Tiwahe Related Activities.”



152 Families

Assessed using the Structured Decision-Making (SDM) Model



91% successful placement

Of ICWA children with TRIBAL families.



Reduced number of Days to complete ICWA Verification from **10-15 Days → 2-3 Days**

The AVCP created an ICWA sub-regionalization plan to increase ICWA coordination across its service area, an area the size of the state of New York. So far, it has funded ICWA staff at three sub-regions where it employs the SDM assessment to connect families with services that help to keep families together. The AVCP and Alaska Office of Child Services (OCS) partner to enable the Elluarluteng Ilakutellritt curriculum⁹ to be counted toward state foster care licensing requirements, and curriculum completion is also required in ICWA case plans for AVCP families. The PYT's addition of a tribal enrollment research specialist to conduct ICWA verifications and research family trees resulted in increased child placements with Yaqui and Indian families at the initial placement phase of ICWA cases.¹⁰

HOUSING IMPROVEMENT PROGRAM

Total Investment (FY 2017 – 2019): \$5 million to pilot tribes only



At least **45 families** placed in housing



\$2,250,000 Annual Cost Savings¹¹

The PYT conducted foster family home renovations, recruited additional foster families for ICWA cases in off-reservation communities, and helped to make the foster homes safety-compliant for foster home licensure. The FBIC is using the Tiwahe HIP funding to support the renovation and operation of a new foster youth receiving home that will provide housing options for foster youth within the community instead of locations hours away. The FBIC plans to begin operations in FY 2022.

⁹ The AVCP developed, implemented, and delivered the *Elluarluteng Ilakutellritt* (Healthy Families) curriculum to provide culturally appropriate services to the AVCP region.

¹⁰ This phase is significant because it is the point in time in the ICWA case that recent challenges to ICWA have centered on and how ICWA opponents focus their efforts to dismantle the ICWA statute.

¹¹ U.S. Interagency Council on Homelessness (2017) cites studies estimating annual costs of homelessness to be \$30,000 - \$50,000 per person. https://www.usich.gov/resources/uploads/asset_library/Ending_Chronic_Homelessness_in_2017.pdf



TIWAHE JOB PLACEMENT & TRAINING

Total Investment (FY 2015, 2017-2019): \$3.67 million to pilot tribes only



56% of Tribal Members **achieving self-sufficiency** by securing employment, earning an average annual income of **\$27,560¹²** in 2019

The Tiwahe pilot tribes leveraged the Tiwahe JPT funding with DOL to reduce the number of tribal citizens on general welfare assistance and TANF, thereby decreasing unemployment rates. Tribes also expanded workforce development and training services to tribal citizens, including citizens living off-reservation. The RLN's 477 Program, Oshkiimaajitahdah, used the Tiwahe JPT funds to implement Welding I, II, and III classes for both men and women. It also began a CNA training program that increased its nursing homes' ability to care for an additional 20 elders, which resulted in additional third-party billing revenue for the RLN.

TRIBAL COURTS

Total Investment (FY 2016 – 2019): \$27 million to all tribes



284 Children Reunited with their Families through successful services provided to the whole family in 2017-2019



\$2,726,400
Annual Cost Savings¹³



119 Additional Jobs created

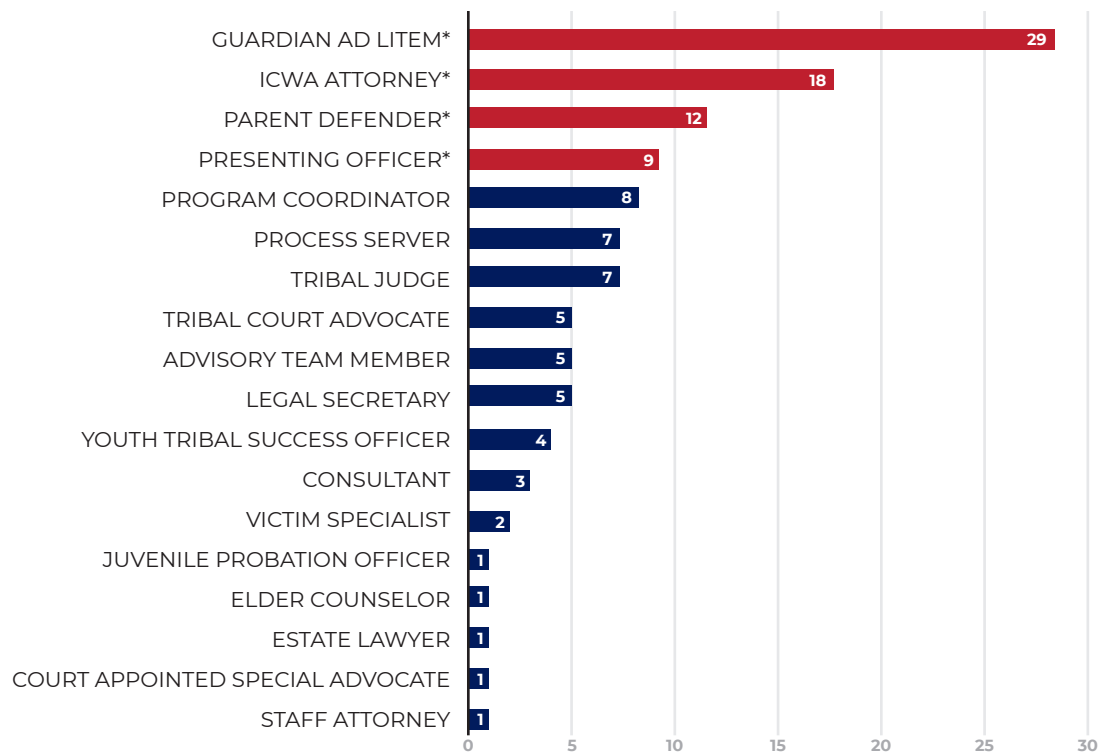
Increases in the Tiwahe Tribal Courts funding supported critically needed court positions for both pilot and non-pilot tribes. These increases funded child protection court positions for the first time in many tribal communities. The funding also supported tribal code revisions and the development of alternative courts. Since FY 2017, the RLN has used the Tiwahe court funding to employ a Healing to Wellness Court (HTWC) judge to preside over its Juvenile and Family HTWCs because the two DOJ grants to establish these courts did not provide funds for a judge. The AVCP collaborates with the Alaska Legal Services Corporation (ALSC) to fund an ICWA attorney and contract with the State of Alaska to support GALs, who must be from AVCP's region and understand how to engage with AVCP families' ICWA cases.¹⁴

¹² Based on the average hourly wage of \$13.25.

¹³ Based on an estimated monthly cost for foster care per child.

¹⁴ Although AVCP provides ICWA justice support to the 56 villages in its consortium, each village has its own tribal court. AVCP provides village tribal courts court training with other BIA Tribal Courts funding.

Total number of Tribal Court Positions created by Tiwahe



*Across The Board Performance measures for pilot tribes

LAW ENFORCEMENT – Recidivism Reduction Initiative (RRI)

Total Investment (FY 2015 – 2019): \$12 million to RRI pilot tribes. Four Tiwahe pilot tribes participate in RRI.



24% Youth Recidivism Rate falls below the National Average of 50%.

466 RRI participants received a GAIN screener risk and need assessment

The Tiwahe pilot tribes that participate in the RRI coordinate the Initiative under their Tiwahe plans. All RRI pilot tribes use the Global Appraisal of Individual Needs (GAIN) to provide court-involved youth and adults an improved, culturally based assessment to identify behavioral health services that help to reduce recidivism. The FBIC's RRI Soaring Eagle program connects youth to the Tiwahe-funded Youth Equine Program and Empowering Inner Strength (EIS),¹⁵ which provide peer and cultural health supports. The coordination has reduced youth recidivism, as shown in the graphic. The Children's Healing Center (CHC) at the RLN initially connected youth to behavioral health services as an outpatient service provider. In FY 2021, the CHC will begin the operation of a residential facility to provide placement for youth in out-of-home care on the reservation. The RLN will coordinate services for youth housed in the CHC with existing Tiwahe-implemented services, including the RRI.

¹⁵ FBIC created a culturally based curriculum to be used in the delivery of behavioral health services. The EIS and IHS Behavioral Health providers engage with community members in two very different ways. To reduce risk factors and protect strength factors, EIS incorporates Nakoda and Aaniiih games, traditions, and culture in the delivery of behavioral health services. EIS also connects participants to peer support and educational services. IHS Behavioral Health does neither.



ISSUES EMERGING DURING THE PILOT DEMONSTRATION PERIOD

In FY 2017, the new Administration that took office did not support Tiwahe. Despite this, Congress increased Tiwahe funding for Social Services by \$7.2 million, ICWA by \$3.3 million, and Tribal Courts by \$2.6 million. Congress also enacted new program funding to combat high unemployment and homelessness rates within pilot communities: \$1.06 million for Job Placement and Training (JPT) and \$1.7 million for Housing (HIP). Furthermore, Congress directed that the BIA (1) add additional pilot tribes and (2) provide performance measure reporting on the success of Tiwahe.

Tiwahe Implementation Funding Increases to Pilot Tribes

With additional FY 2017 Tiwahe Social Services and ICWA funding, the BIA asked the Tiwahe pilot tribes to complete budgets to support Tiwahe activities and submit them for “Tiwahe Implementation Funding” distributions.¹⁶ All the Tiwahe pilot tribes received significant Tiwahe Implementation funding increases in Social Services and ICWA starting that year.

Tiwahe Funding for BIA Tiwahe Related Activities

Even after distributing the Tiwahe ATB increases to all tribes and Implementation funding to the Tiwahe pilot tribes, extra funding remained, in part, because the BIA elected not to add additional pilot tribes in FY 2017 as directed by Congress. The BIA OIS dedicated the remaining funds to what it calls “Tiwahe Related Activities”. The BIA OIS Division of Human Services (DHS) manages all Tiwahe Related Activities, except Tiwahe Administrative Support activities, which support the NTC in the BIA OIS.

Pilot Tribes Experienced Bumps in the Road During the Tiwahe Demonstration Period

In July 2015, the BIA held a Tiwahe kick-off meeting with the Tiwahe pilot tribes and Indian Affairs leadership in Washington, D.C. The Tiwahe pilot tribes were inspired by the BIA director’s statement that the Tiwahe relationship would be different and that the BIA would work hand-in-hand with the Tiwahe pilot tribes throughout the Initiative to ensure its success. Leadership from BIA OIS, OJS, and Budget echoed this sentiment. However, this did not work out as initially planned.

Need for Guidance & Dedicated Leadership: All the six Tiwahe pilot tribes sometimes lacked guidance and clarity from the BIA OIS to develop Tiwahe in their communities. The BIA OIS assigned an existing BIA employee to act as temporary NTC in Fall 2015 until Spring 2016. The BIA did not employ a full-time dedicated NTC until fall 2016. The NTC remained in her job until fall 2019, after which the dedicated NTC position has remained vacant.

¹⁶ The BIA evaluated Tiwahe pilot tribes’ budgets and justifications to ensure that proposed implementation activities: (1) were within the scope of each tribe’s Tiwahe Plan, (2) supported established ATB Performance Measures, (3) impacted Individual Tribal Performance Measures, and (4) contributed to the established four federal Tiwahe goals.

Funding Delays: Beginning in FY 2017, there were significant delays in getting Tiwahe Implementation funds to the Tiwahe pilot tribes. From FY 2017 to FY 2019, the Tiwahe pilot tribes did not receive their implementation funds until just before the expiration date of the funding authority. As of February 2021, some pilot tribes' FY 2020 implementation funds had not been distributed. These delays in distributing Tiwahe funds set back the Tiwahe pilot tribes' Tiwahe activities and planned outcomes each year.

Change of Leadership and Lack of Communication: In October 2019, as the NTC was departing her position, the BIA held a Tiwahe transition meeting¹⁷ in Washington, D.C., to discuss continuity moving forward and reconfirm the BIA's commitment to partner with the Tiwahe pilot tribes. Invitees included the Tiwahe pilot tribes, the BIA Director, and senior staff from the BIA OIS and Budget. The BIA director and OIS leadership also attended a luncheon at the New Zealand Embassy with the New Zealand Ambassador to the United States.

Beginning in early FY 2020, the BIA OIS underwent a significant leadership change, and some key individuals involved with Tiwahe since its inception left the BIA OIS. As a result, the Tiwahe pilot tribes have experienced a lack of partnership and collaboration with the BIA OIS over the last 20 months, although there are signs that this may soon change. The Tiwahe pilot tribes are hopeful that the Biden Administration will embrace Tiwahe and provide more consistent support to enable sustainable outcomes.

COVID-19 Pandemic: The coronavirus pandemic severely impacted Tiwahe services. The Tiwahe pilot tribes paused many types of client engagement as staff directed efforts to protect the public and assist with food drives and meal deliveries. Tiwahe's plans for new and expanded services, staff, and facilities were put on hold for most of 2020. The pandemic also delayed the Tiwahe pilot tribes' efforts to develop a final report on the Tiwahe Initiative.

Office of Inspector General Report on Tiwahe

In FY 2018, the Office of the Inspector General (OIG) issued a report on Tiwahe.¹⁸ The OIG Report had nothing to do with the Tiwahe pilot tribes or any of their activities. Instead, it was related to miscommunications between the BIA OIS and the Office of Self Governance (OSG) on how the Tiwahe ATB 8% Social Services and 21% ICWA increases for all tribes were calculated and distributed. Due to this miscommunication, several self-governance tribes did not initially receive their Tiwahe ATB increases. These tribes had previously moved their Social Services and ICWA programs into a self-governance program called Consolidated Tribal Government Program (CTGP). Because of how the BIA Budget Justification (Greenbook) is structured, it was not evident to the BIA OIS that some self-governance tribes shifted their Social Services and ICWA programs under CTGP, so those tribes missed the initial allocation of the ATB increases. All of the impacted tribes have since received the full amount of their ATB increases. It is unfortunate that this serious miscommunication between the BIA and the OSG and the faulty Greenbook structure led to an OIG investigation that stained the reputation of Tiwahe when, in fact, what happened here has happened before with other non-Tiwahe BIA program increases.

In 2010, Congress enacted a General Increase in the BIE Tribal Scholarships program. The same issue in the OIG Tiwahe Report also happened back then – several self-governance tribes had previously moved their Tribal Scholarships programs under CTGP. Consequently, when the BIA distributed the scholarships General Increase, those tribes did not get their allocated distributions. The BIA corrected the oversight, and the affected tribes received their share of the increase. The BIA and OSG should have taken the necessary steps to prevent this situation from occurring again, as the OIG Report on Tiwahe recommends. Despite this, there is evidence that this remains a problem to this day and threatens future equitable distributions of the BIA funding increases.

¹⁷ Discussions included hiring a replacement NTC, the partnership with Whānau Tahi to develop a Final Report on Tiwahe, budget matters, the need for continued regular Tiwahe meetings between the BIA and the Tiwahe pilot tribes, and the formation of a Tiwahe Tribal Leaders Council.

¹⁸ Indian Affairs Offices' Poor Recordkeeping and Coordination Threaten Impact of Tiwahe Initiative.
<https://www.doi.oig.gov/reports/indian-affairs-offices-poor-recordkeeping-and-coordination-threaten-impact-tiwahe-initiative>





The problems identified in the OIG Report are not and never were Tiwahe pilot tribe problems. They are problems and a failure of BIA and OSG offices to communicate effectively as well as a problem with the Greenbook structure itself. The Greenbook's structure must be updated, and a process to improve communication among BIA offices is required to prevent this problem from happening again.

Red Lake Nation, Tiwahe Pilot Tribe



TRIBAL LED SOLUTIONS: LESSONS LEARNED FROM PILOT TRIBES

This section highlights lessons learned by the Tiwahe pilot tribes and solutions for tribes, Congress, and the BIA to consider when making federal program management decisions about the expansion of Tiwahe.

Tiwahe Provides A Peer-to-Peer (P2P) Forum for Tribes

Tiwahe provided pilot tribes with a forum to engage in weekly meetings facilitated by the NTC, which promoted the exchange of ideas and accelerated Tiwahe implementation in pilot communities. Also, the biannual National Tiwahe Conference served as a forum for in-person engagement with federal partners. Wherever possible, the NTC facilitated pathways and connections for pilot tribes to engage in P2P exchange and advocacy.

Skill Set and Competency of National Tiwahe Coordinator (NTC)

All the Tiwahe pilot tribes agree that a highly qualified and dedicated full-time NTC is essential to the success of Tiwahe. The Tiwahe pilot tribes had their most outstanding success in implementing their Tiwahe plans, increasing services to their citizens, and engaging in federal partnership opportunities during the three years that the NTC was regularly engaging and assisting them. The BIA OIS must fill the NTC position as soon as possible and ensure that the qualifications of the NTC are similar to those of the former NTC, including a demonstrated record of sustaining relationships of trust with tribes and across federal stakeholders. The potential NTC must also have experience in the implementation of social services and ICWA programming and the establishment and operation of tribal and alternative courts.

Change Management and “Growing Your Own”

Participation in Tiwahe necessitates changing tribal employee mindsets about how to implement a coordinated services delivery model that serves tribal families. FACs engaged in close working relationships with their Tribal Governments to ensure program buy-in occurred. Due to many Tiwahe pilot tribes' rural locations, FACs focused on assisting tribal programs in identifying opportunities to “grow their own” tribal capacity. The Tiwahe pilot tribes invested Tiwahe funding in existing staff to develop the necessary skill sets to expand their service implementation.

Pilot Tribes as Advocates for All of Indian Country

The Tiwahe Pilot tribes took advantage of Tiwahe to partner with federal agencies to promote improvements for all tribes that address critical problems such as homelessness, suicide prevention, and response to the opioid epidemic. They also advocated in their home states to enhance local policies for ICWA and culturally competent services and agencies. The AVCP engaged in Child Welfare State Compact negotiations with other AN villages and the state of Alaska for the care of AN foster youth. Even though state agencies, just like federal agencies, need to consult with tribes on matters that affect them, the Tiwahe pilot tribes have had to lead the engagement to make it happen. The Tiwahe pilot tribes maintain that it should not be up to tribes to continue to educate state and federal agencies on the value and impact of tribal culture in services for AI/AN people. The importance of tribal culture in AI/AN services should be recognized and integrated across all federal and state government agencies.

CONCLUSION

The Tiwahe pilot tribes believe that the information provided in this summary report validates the Tiwahe Initiative's success and that continued funding and expansion of Tiwahe are warranted.

Other documents making up the Final Report on the Tiwahe Initiative further strengthen the argument for making Tiwahe a permanent government program and expanding it to impact more tribes, communities, and families. Tribes greatly appreciate that Congress continues to support Tiwahe, even when the previous Administration did not. The Tiwahe pilot tribes trust the Tiwahe Final Report demonstrates that Congress's support was worthwhile and that tribes have made real progress in improving children and family lives in Indian Country. However, there is much more to do, and Congress needs to add more tribes to expand the Tiwahe Initiative and provide more Tiwahe funding for all tribes.

The Tiwahe pilot tribes are also hopeful that the Biden Administration will embrace Tiwahe and that the BIA officials will renew the commitment they made in 2015 to work hand-in-hand with tribes to ensure that Tiwahe succeeds. With Congress's continued support and encouragement, as well as the support from tribes across the country, Tiwahe pilot tribes believe the future looks bright, with all tribes working together for our children and families.

“

Tiwahe is allowing our community members to gain traction - economically, in relationships, spiritually, in every way. It has allowed them to be Indian in a contemporary way. We don't have to hide or disguise it. Tiwahe has helped Empowering Inner Strength be “real.” Our community members are learning to be themselves in an authentic way.

Fort Belknap Indian Community, Tiwahe Pilot Tribe

”



APPENDIX A: CONGRESSIONAL SUMMARY

Key Actions To Support Recommendations For Tiwahe

To guide the next phase of support and commitment for Tiwahe, each recommendation is presented with a broad set of key actions referenced and endorsed by supporting documentation included in the Final Report.

Recommendation #1: Accept the premise that past and current models of services to tribes with existing output measures are ineffective in achieving long-term outcomes for families and that a model of coordinated service delivery focused on self-determining families will achieve more sustainable outcomes for families and tribes.

#	Key Actions	By whom?	Document	Pg
1.1	Continue to support and promote self-determination and inclusion of traditional culture in the design of structures, programs, and activities.	Congress	Independent Evaluation (<i>Exploring Indigenous Models of Service Coordination and Measures</i>)	56
1.2	Recognize successes among the Tiwahe pilot communities.	Congress	Independent Evaluation	66
1.3	Tribes continue to advocate for and lead the establishment of an overarching federal policy (similar to Whānau Ora, NZ Government's policy for Māori) that better meets the needs and reflects the aspirations of AI/AN families.	Tribes, Federal Departments & other Stakeholders (e.g., TIBC)	Congressional Summary	6

Recommendation #2: Review, consider, and accept the Final Report¹⁹ as the founding framework establishing a structure for tribes to partner with the BIA, other federal departments, and key stakeholders (e.g., TIBC) for a coordinated investment of services for sustainable and long-term outcomes for families.

#	Final Report Documents	
2.1	Tiwahe Congressional Summary	Final report for the Tiwahe Initiative, as directed by Congress, to identify measures of success that emerged from the Pilot Demonstration. In addition, a holistic approach is recommended to implement Tiwahe and points to a set of tools developed by the Tiwahe pilot tribes to inform guidelines and outcomes measurements for tribes.
2.2	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.
2.3	Tiwahe Roadmap	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.

¹⁹ The Final Report comprises the following six documents: (1) *Congressional Summary for Tiwahe* (2) *Tiwahe Outcomes Framework*, (3) *Tiwahe Roadmap*, (4) *Implementation Guide*, (5) *Impact Summary Report* and (6) *Independent Evaluation*.

#	Final Report Documents	
2.4	Tiwahe Implementation Guide	A practical guide that illustrates the steps needed to design a local implementation of Tiwahe.
2.5	Tiwahe Impact Summary Report for ICWA	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.
2.6	Independent Evaluation	An independent, comprehensive, and third-party evaluation of the pilot tribes participating in the Tiwahe Initiative, a 5-year pilot demonstration, from 2015 through 2019. (Conducted independently by FHI 360. ¹³)

Recommendation #3: Establish a permanent program to be known as “Tiwahe” based on the Final Report.

#	Key Actions	By Whom?	Document	Pg
3.1	Continue funding and support for integrated service delivery.	Congress	Independent Evaluation	60

Recommendation #4: Adopt the Tiwahe Roadmap, with its outcomes-based focus, for accountability in evaluating tribal-led Tiwahe models of coordinated service delivery.

#	Key Actions	By Whom?	Document	Pg
4.1	Direct a portion of existing Tiwahe Related Funding to establish the Tiwahe Advisory Group made up of Family Advocate Coordinators (FAC) from select tribes who participated in the demonstration project.	Tribes & BIA	Tiwahe Roadmap (<i>Governance & Advisory Committee</i>)	14
4.2	Convene Tiwahe Advisory Group, in consultation with the BIA, to create a robust action plan using the Tiwahe Roadmap to outline practical steps to set up an outcomes-based structure to implement and improve Tiwahe.	Tribes & BIA	Tiwahe Roadmap (<i>Development of Tiwahe Tribal Plans & Strategies</i>)	15
4.3	Establish new well-being measures and reporting structures that reflect the progress and success of tribes and families.	Tribes & BIA	Tiwahe Roadmap (<i>Grounding New Approach</i>)	12

Recommendation #5: Adopt and fund national implementation of Tiwahe focused on building tribal capacity to deliver Tiwahe and onboard new tribes to a common framework, shared outcome measures, and key principles underpinning Tiwahe’s vision to realize the aspirations of the families it serves.

#	Key Actions	By Whom?	Document	Pg
5.1	Acknowledge and allow for the time required to fully implement and realize the successes of coordinated service delivery.	BIA	Independent Evaluation	66



Recommendation #6: Provide capacity and ongoing funding to tribes for procurement, infrastructure, start-up, and workforce development to plan, develop, and implement Tiwahe.

#	Key Actions	By whom?	Document	Pg
6.1	Provide technical assistance and capacity-building support around staff and career development.	Tribes & BIA	Independent Evaluation	58
6.2	Provide technical assistance on strategic planning during the planning phase.	Tribes & BIA	Independent Evaluation	60
6.3	Provide technical assistance specifically related to financial management.	Tribes & BIA	Independent Evaluation	57
6.4	Allow sites at least six months to plan for Tiwahe.	Tribes & BIA	Independent Evaluation	60
6.5	Provide leadership development training to Tiwahe FACs as a cohort and opportunities for peer-to-peer learning about successful practices.	Tribes	Independent Evaluation	61
6.6	Create a structure for mentoring partnerships among experienced and novice FACs.	Tribes	Independent Evaluation	61
6.7	Provide technical assistance on sustainability planning.	Tribes & BIA	Independent Evaluation	61

Recommendation #7: Adopt Social Return on Investment (SROI) as the measure of success for Tiwahe, and support ongoing funding to select tribes in the Tiwahe demonstration project to produce the BIA's first tribal SROI report for Congress.

#	Key Actions	By whom?	Document	Pg
7.1	Provide dedicated funding for procurement, infrastructure, start-up, and staff training for an integrated client management platform.	BIA	Independent Evaluation	63
7.2	Establish new well-being measures of success and reporting structures that reflect outcomes and impact.	Tribes & BIA	Tiwahe Roadmap (<i>Grounding New Approach</i>)	12
7.3	Provide technical assistance to tribes to grow internal capacity for staff specialists such as data analysts and outcomes specialists.	Tribes & BIA	Independent Evaluation	58
7.4	Establish a common outcomes assessment tool to be used throughout Tiwahe implementation.	Tribes & BIA	Tiwahe Roadmap	58
7.5	Align the outcomes assessment tool to the integrated client management platform designed by the tribes.	Tribes & BIA	Tiwahe Roadmap	20






APPENDIX B: CONGRESSIONAL SUMMARY

Recommended Timeline to Implement Tiwahe

Based on the experience from the demonstration project, it is recommended that Tiwahe should be implemented in three phases to allow adequate time for new tribes to (1) Plan, (2) Implement, and (3) Sustain new models of coordinated service delivery. The following timeline highlights the phases, duration, and increased funding required to implement Tiwahe at new pilot sites.

Phase	Description	Duration	BIA Funding
Phase 1: Plan	Exploration of Tribal Programs and Resources	1 Year	Planning
Phase 2: Implement	Initial and Full-Service Delivery of Tiwahe Model	2 Years	Implementation
Phase 3: Sustain	Program Sustainability	2 Years	Data Collection & Performance Reporting

New Implementation Timeline and sequence of high-level activities from the *Tiwahe Implementation Guide*

BIA Funding	Implementation Phases	Year 1	Year 2	Year 3	Year 4	Year 5
Planning	Plan Assess Tribal Readiness Tribal Resolution/Support Hire FAC Infrastructure GAP Analysis Confirm Tiwahe Action Plan					
Implementation	Implement Set Up Infrastructure Set Up Working Group Set Up Pilot Tiwahe Model Set Up New Outcome Measures Align Processes and Measures to IT Solution Test Data					
Data Collection and Performance Reporting	Sustain Quality Assure and Evaluate Use of Data Produce SROI Valuation					





TE WHĀNAU O WAIPAREIRA
KŌKIRITIA I ROTO I TE KOTAHITANGA



Whānau Tahī

