A ROADMAP TO IMPLEMENT THE TIWAHE OUTCOMES FRAMEWORK

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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PREFACE

The Tiwahe (ti-wah-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. Tiwahe allows tribes to fully exercise self-determination on how best to fund and support the services in their communities. It is a comprehensive, culturally appropriate approach toward building capacity in tribal communities and supporting holistic family well-being outcomes. It establishes an integrated model of service delivery to children, youth, and families to preserve the family unit and support healthy and productive American Indian and Alaska Native families.

The Initiative is funded by Congress, through the Office of Indian Services (OIS), Bureau of Indian Affairs (BIA), as a demonstration project starting in Fiscal Year 2015 with four tribally based sites and two additional sites added in FY 2016. The six Tiwahe pilot tribes (representing 61 tribes and Alaska Native villages) are:

▶ The Red Lake Nation (RLN) – Red Lake, Minnesota,

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

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

▶ The Ute Mountain Ute Tribe (UMUT) – Towaoc, Colorado,

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

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

The Tiwahe Initiative fosters collaboration of services among tribal programs and state and federal partners. Enabling tribes to determine the design, development, implementation and measures of success appropriate for Native families is central to the Tiwahe Initiative. The Tiwahe pilot tribes share the common goals and purpose of the Initiative but ascertain the methods, actions, and outcomes in their own way. This includes the Tiwahe pilot tribes empowering their communities and families as a whole rather than focusing separately on individual members. Tiwahe asks the tribes not only to break down the silos that exist between programs and activities, but also to structure them in such a way that they help and enhance one another.

> **"**
>
> *Standing together we will all see a new horizon where we have overcome our pain and challenges to become a strong nation for seven generations to come*
>
> Darrell G. Seki, Sr.
> Tribal Chairman Red Lake Band of Chippewa Indians (Red Lake Nation)
>
> **"**

The Tiwahe Initiative is rooted in tribal values and principles. The goals and objectives are to improve the health, safety, and well-being of families by the implementation 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 Tiwahe Pilot Demonstration comprised three stages: Stage 1 (FY 2015 and 2016) encompassed planning and development; Stage 2 (FY 2017 and 2018) focused on service delivery and implementation; and Stage 3 (FY 2019) was directed toward reporting and enhancement.

In 2017, a set of performance measures (known as Tiwahe Across The Board Performance Measures) were developed, to which all Tiwahe pilot tribes report annually. These measures speak broadly to the structural goal of coordinating service delivery, the content goal of incorporating tribal culture, and the programmatic goal of focusing on child welfare. While all the Tiwahe pilot tribes use these performance indicators and share the common Tiwahe goals and purposes, each tribe has also developed tribal-specific goals for Tiwahe that reflect their unique ways of service delivery and outcomes.

In the past five years, Tiwahe has enabled the tribes to be in charge of designing their own solutions to the social welfare challenges and opportunities that matter most to their communities. Consequently thousands of American Indians and Alaska Natives have been eligible to receive services in new ways and to benefit from Tiwahe.

While the Tiwahe pilot tribes have experienced significant benefits from being part of Tiwahe, the journey has not always been smooth. Challenges arose that required the Tiwahe pilot tribes to develop new skills in areas such as needs assessments and gap analyses to build capacity and support and to develop performance objectives and measures of success.

During the demonstration period, the Tiwahe pilot tribes realized the value of measuring success beyond simply meeting targets that might be associated with specific indicators relating to funding requirements and deliverables. The current measures of success (Tiwahe Across The Board Performance Measures) do not reflect the holistic well-being of tribes and families. An improved approach that enables the measurement of progress and well-being and that shows the real needs, aspirations, and interests of American Indians and Alaska Natives is required.

To this end, the Tiwahe Initiative has embarked on a journey to implement an outcomes-based approach to deliver, measure, and report on what matters most to American Indians and Alaska Natives, and to support well-being outcomes that meet their aspirations. This journey is strengths-based, underpinned by Tiwahe principles and rooted in tribal worldviews, to achieve better and sustained well-being for all tribes.

This journey and approach will provide Congress, federal departments and agencies, and tribes with a common understanding of progress and a better appreciation of the full range of outcomes that American Indian and Alaska Native families desire. It will enable a more robust evidence base for service and policy development, and greater flexibility and self-determination of service delivery. The approach will allow true partnerships, more collaboration, and better alignment of activity to outcomes, which in turn will result in more efficient resource allocation and stabilized services.

To support this journey and outline a blueprint for the way forward, the Tiwahe pilot tribes partnered with Whānau Tahi, New Zealand, to develop the Tiwahe Outcomes Framework, Roadmap, Implementation Guide, Impact Summary Report, and Congressional Summary.

This partnership allows the Tiwahe pilot tribes to use international benchmarks and best practices of similar outcomes-based frameworks (such as the Whānau Ora Policy and Outcomes Framework) to design and share their future model with Congress, Federal Departments and Agencies, and Tribal Governments.

The Tiwahe Outcomes Framework directs the Tiwahe Initiative toward a holistic and culturally integrated approach for measuring and reporting the outcomes and impacts resulting from investments made across tribes. The Roadmap outlines the set of processes required to implement, refine, and improve the Tiwahe Outcomes Framework. A separate Independent Evaluation has also been commissioned, reflecting on the experiences and successes of Tiwahe.

The Implementation Guide illustrates the practical steps needed to operationalize the Tiwahe Outcomes Framework and Roadmap at both the tribal and program levels. In addition, the Impact Summary Report demonstrates success measures and metrics to validate the impact of the Tiwahe Indian Child Welfare Act (ICWA) Program at the federal level and for one specific tribe (PYT) at the program level.

Together, these documents outline a blueprint to implement the Tiwahe Initiative.

Moving forward, Tiwahe aspires to be established as United States federal policy for American Indians and Alaska Natives. It will eventually lead to the reconfiguration of federal funding, resources, and assets to tribes directly, therefore allowing American Indian and Alaska Native cultures to continue to elevate the delivery of stabilized and culturally integrated programs and services.

ORDER OF DOCUMENTS
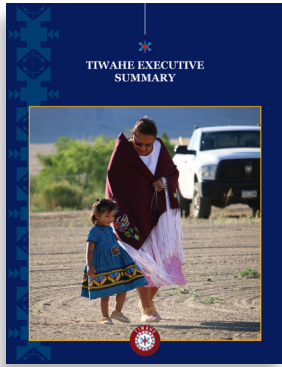
Tiwahe Executive Summary

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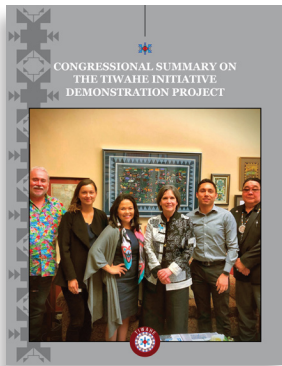
Tiwahe Congressional Summary

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.
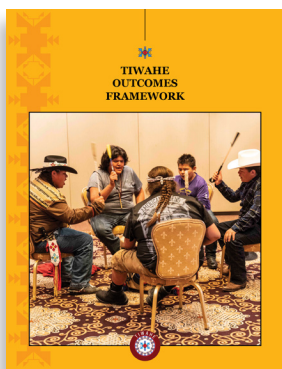
Tiwahe Outcomes Framework

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.
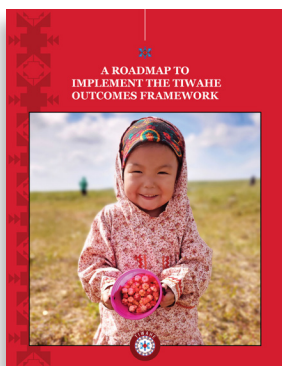
A Roadmap to Implement The Tiwahe Outcomes Framework

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.
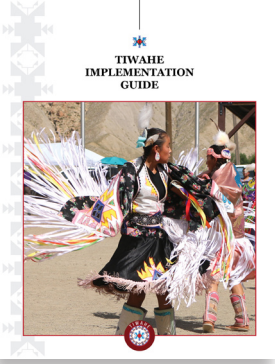
Tiwahe Implementation Guide

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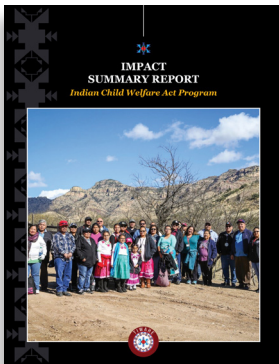
Impact Summary Report

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.
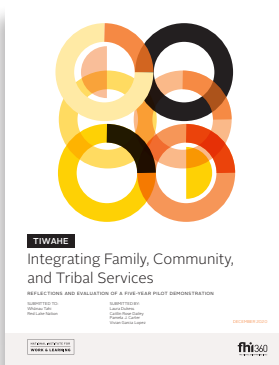
Independent Evaluation

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.

INTRODUCTION

The Tiwahe Outcomes Framework entails a change in mindset and approach to measuring success and progress toward the well-being and better outcomes of American Indian and Alaska Native (AI/AN) tribes and families. It provides a base for understanding what should be measured to better demonstrate success and progress at the tribal and family levels. The Tiwahe Outcomes Framework keeps tribes responsible and captures their work more effectively. It also ensures that the Federal Government is accountable for working in true partnership with tribes.

The Roadmap complements the Tiwahe Outcomes Framework and guides the implementation of an outcomes-based approach for Tiwahe. The Roadmap focuses on the Federal Government and other decision-makers and outlines the key steps required for the successful implementation of the Tiwahe Outcomes Framework. These key steps for the implementation are outlined as five phases below:

▸ **Grounding a new approach:** Introducing, advocating, and getting prepared for an outcomes-based approach of measuring progress and success at the Federal Government and tribal level.

▸ **Understanding what matters:** Identifying what families and tribes want to achieve and the changes that matter most to them.

▸ **Measuring what matters:** Indicating how changes, progress, and success can be measured by developing tools to collect data and capture the changes.

▸ **Evidencing what matters:** Analyzing and monitoring data and preparing different reports to inform stakeholders of the progress made by tribes and families toward their intended outcomes.

▸ **Reviewing and Improving:** Continuous reviewing and improving processes and organizational capacities and capabilities to prepare and respond effectively to the needs and aspirations of the tribes and families.

These phases signify the key actions to be undertaken by tribes and agencies at federal, tribal, and tribal program levels. The aim is to enable tribes to govern and self-determine how their well-being and successes are defined, measured, and reported to Congress, federal and state agencies.

PURPOSE OF THE DOCUMENT

The Roadmap is part of a series of documents outlining the Tiwahe journey toward an outcomes-based approach. It is complementary to the Tiwahe Outcomes Framework and guides the implementation of the Framework. The scope of the Roadmap includes how to implement the Tiwahe Outcomes Framework through the key steps to understand, measure, assess, report, and improve the Tiwahe Initiative.

AUDIENCE OF THE DOCUMENT

- ▶ Congress,
- ▶ Tribal Governments and Consortiums,
- ▶ Bureau of Indian Affairs, Department of Interior,
- ▶ Federal Departments and Agencies at National, State, and Local Level,
- ▶ Policy Makers and Tribal Advocates, and
- ▶ Community Networks and Services.

GROUNDING A NEW APPROACH

> **The Tiwahe Outcomes Framework promotes a shift in thinking from measuring and reporting inputs and outputs to an outcomes-based approach for understanding and assessing well-being for American Indians and Alaska Natives. It incorporates cultural values and beliefs and the rights to self-determination and self-autonomy. It identifies the socioeconomic factors that contribute to well-being. This shift in thinking is across Federal Departments and Agencies and at the Tribal Government level, and it is a prerequisite for adopting this new approach to measuring success for the families and tribes.**

The first key phase toward the implementation of the Tiwahe Outcomes Framework is grounding the new approach of measuring and reporting outcomes at federal, tribal, program, and family levels. To this end, Congress will need to ground the Tiwahe Outcomes Framework at the federal level, and Tribal Governments will need to establish the framework at the tribal level (across and within tribes). This will require the Federal Government to work closely with tribes to facilitate the establishment and understanding of the Tiwahe Outcomes Framework at the federal level.

This means undertaking steps such as:

► Promoting and socializing the move toward an outcomes-based approach and gaining stakeholder buy-in,

► Assessing readiness and commitment,

► Assessing and accessing the resources required to implement the Tiwahe Outcomes Framework, and

► Developing tribal Tiwahe plans to operationalize the Tiwahe Outcomes Framework to each tribe's unique cultural and geographic context.

These steps can occur concurrently and are briefly described on the next page.

PROMOTING CHANGE IN APPROACH AND GAINING STAKEHOLDER BUY-IN

The first step to support a change in thinking is promoting and socializing the new approach amongst stakeholders to improve their understanding of the potential benefits of an outcomes-based approach.

Gaining stakeholder buy-in involves:

▶ Engaging with them and sharing the importance of an outcomes-based approach to help in their decision-making,

▶ Advocating the benefits of the Tiwahe Outcomes Framework to Federal and Tribal Governments provides an opportunity to gain support and commitment to further invest in improving well-being for American Indians and Alaska Natives, and

▶ Engaging stakeholders to help establish the Tiwahe Outcomes Framework at different levels: tribal program, Tribal Government, and Federal Government.

ASSESSING ORGANIZATIONAL READINESS

It is important for Federal and Tribal Governments to assess their readiness to commit to an outcomes-based approach and implement the Tiwahe Outcomes Framework. Assessing and gaining readiness is generally a cyclical process and is attained over time. Gradual steps to readiness will help with better and sustained implementation of the Tiwahe Outcomes Framework for Federal Agencies and tribes.

This means having an honest self-assessment of willingness and commitment and understanding circumstances and context of all stakeholders. In addition, readiness requires building knowledge, capacity, and capability to operationalize the Tiwahe Outcomes Framework to capture and report success and progress of tribes and families at federal, tribal, and program levels.

Readiness at federal and tribal level includes:

▶ Committing to the change in measurement approach,

▶ Developing governance and steering groups/committees,

▶ Estimating the resources available versus those required,

▶ Assessing capability and capacity at different levels for the development of assessment tools, data analysis, and reporting, and

▶ Assessing the infrastructure and technology required.

ACCESS TO RESOURCES AND FUNDING

Grounding a new approach sets a holistic structure to leverage BIA programs with other federal programs in a way that puts tribes at the center of determining and designing their own solutions. From a federal level, Congress has a common view of performance measures and can appropriate funds based on achieving outcomes for American Indian and Alaska Native families, communities, and cultural awareness. It also requires access to appropriate and relevant resources to support implementation of the Tiwahe Outcomes Framework. Some of the critical resources include:

► Funding and investments,
► Workforce and expertise, and
► Infrastructure and technology.

The application of the Tiwahe Outcomes Framework requires stakeholders' (such as Federal Departments, Congress, Tribal Governments) commitment and support, building capacity and capability, and allocation of resources and funding. This implies exploring existing and potential avenues of funding available at various levels, from federal to tribal.

Governance and Advisory Committees

Allocation and access of resources also include recognizing and establishing governance and steering groups at the different levels to support design, delivery, and assessment of services. These groups should be representative of the critical stakeholders of Tiwahe – including Federal Government, experts, tribes, and families. These groups are instrumental in decision-making, allocation of resources, monitoring, and reporting progress. They also guide the direction of the Initiative and its services to ensure their alignment with the objectives and vision.

The Tiwahe pilot tribes have already established the Tiwahe Tribal Leaders Advisory Committee to undertake this governance role.

DEVELOPMENT OF TIWAHE TRIBAL PLANS AND STRATEGIES

Tiwahe plans and strategies are essential to guide implementation of the Tiwahe Outcomes Framework. Tiwahe plans are at the tribal or tribal program level. At each level, the stakeholders determine how they roll out and establish the outcomes-based approach tailored to their culture and context. Tiwahe plans should include activities to support the intended impact, key roles and responsibilities of the different stakeholders involved, and realistic timeframes to implement the plans.

In addition, a federal strategy is required to guide the alignment of Tiwahe plans with federal and national policies that enable prioritization of programs or allocation of resources and funding based on tribal needs, aspirations, and circumstances.

Key Steps for Grounding a New Approach

At Congressional and Federal levels:

▶ Understanding the outcomes-based approach and the Tiwahe Outcomes Framework and socializing it across agencies and tribes,

▶ Committing to the change in measuring and reporting success,

▶ Building partnerships and collaborations to enable the successful implementation with tribes,

▶ Allocating of funding and resources,

▶ Setting up governance and steering committees, and

▶ Developing federal strategies in coordination with the tribes.

At Tribal level:

▶ Understanding the outcomes-based approach and the Tiwahe Outcomes Framework and socializing it within tribes and programs,

▶ Building partnerships with agencies and other tribes,

▶ Getting ready to implement the new measures of success,

▶ Assessing the resources required, and

▶ Developing tribal plans.

UNDERSTANDING WHAT MATTERS

The Tiwahe Outcomes Framework provides a platform to establish a bottom-up rather than top-down approach to the measurement and reporting of outcomes. These measures enhance self-governance and self-determination of well-being for American Indians and Alaska Natives. This approach places family at the center and integrates the key components of culture and a holistic view of well-being into the design and delivery of programs and services. It allows the measurement and reporting of progress of tribes and families, including how to measure the role of culture, cultural knowledge, and cultural practices in individual, family, and community well-being.

It is essential to understand what matters most to tribes and families in order to establish an outcomes-based and family-centered model of service delivery. This involves stakeholder engagement to assess the needs of the American Indian and Alaska Native families (priorities and aspirations), which informs tribes to design and align their tribal programs and services to make a positive impact at tribal and family levels.

Logic Model

Logic models are often used to describe the relationship between the mission, goals, and impact by aligning the inputs, activities, outputs, and changes (outcomes).

A logic model shows what changes (outcomes) are intended or achieved by different activities and programs. Changes can occur across time and are described as short, medium, and long-term outcomes. Using logic models to understand what matters to the stakeholders allows the measurement of progress toward a long-term impact and enables services to be responsive to the needs and aspirations of families.

Figure 1 below provides a logic model template for agencies and tribes to map their actions against the intended outcomes. Figure 2 (next page) displays the Tiwahe logic model. It shows the stakeholders, inputs, activities and outputs, the tribal and family level outcomes, and the overall impact. It shows how a logic model can be used as a tool to understand, design, implement, and manage strategies and actions of Tiwahe at Federal and Tribal Government levels. Similar logic models can be drawn out for services and programs for tribes and across tribes using the logic model template (Figure 1).

Stakeholders	Inputs	Activities and Outputs	Outcomes Short, Medium and Long Term	Impact
Stakeholders are those who are involved in, are able to affect, or are affected by the Tiwahe Initiative (even those who are not officially part of Tiwahe but are coordinating and contributing to the achievement of family outcomes).	Inputs indicate all the resources (financial and non-financial) including staff, funding, cultural knowledge, expertise, and information and communications technology infrastructure.	Activities are a list of actions that are undertaken to enable change for tribes and families, or responds to the issues identified. Outputs are the immediate results of the activities above. The activities should have a meaningful connection to the changes expected.	Outcomes are the changes or intended changes as a result of the activities. Outcomes can be sorted into short, medium, and long-term groups. Outcomes should be as specific as possible as they form the basis of what will be measured and reported.	Impact is the desired high level or long-term change to be achieved.

Figure 1: Logic Model template

TIWAHE:

A comprehensive, culturally appropriate approach toward building capacity in tribal communities. It establishes an integrated model of service delivery to

Stakeholders	Inputs	Activities and Outputs
American Indian and Alaska Native Tribes	Unique cultural knowledge from each tribe	Pass tribal resolution to participate
Tribal Governments and Consortiums	Governance and leadership	Plan and design culturally appropriate services
Tribal Departments and Programs	Infrastructure	Engage and assess families
Congress	Policy and funding	Develop tribal capacity and capability
Federal Government and agencies	Technical assistance and ongoing support	Develop shared outcomes framework and implementation guide
State Agencies	Supportive environment	Design common data collection and IT solutions
Other external organizations	Specialist skills	Establish partnerships and collaborations
		Policy development and advocacy
		Shared performance measures, monitoring, and evaluation
		International benchmarking

Figure 2: The Tiwahe Logic Model

children, youth, and families in order to preserve the family unit and support healthy and productive American Indian and Alaska Native families.

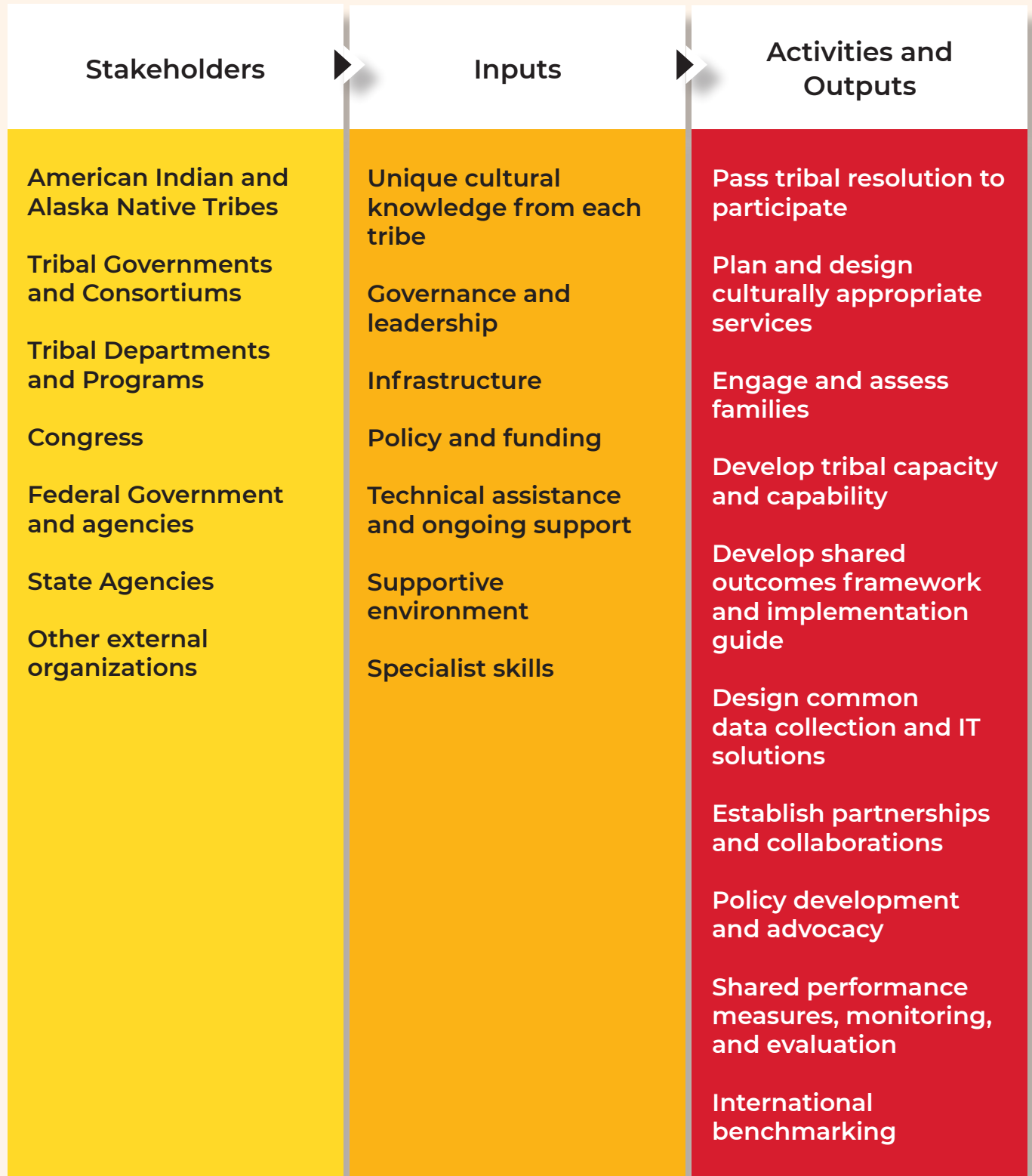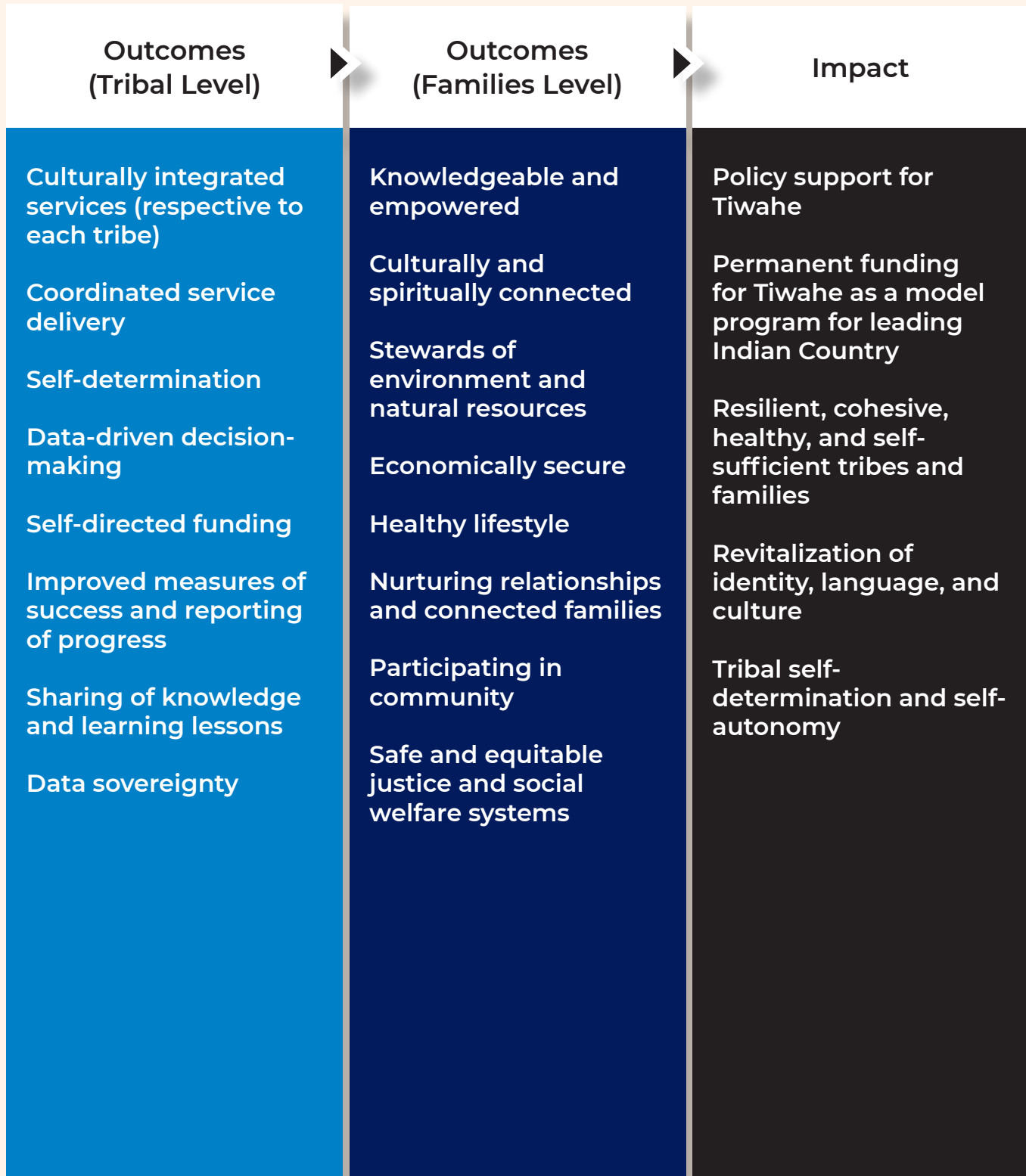| Outcomes (Tribal Level)	Outcomes (Families Level)	Impact
Culturally integrated services (respective to each tribe)	**Knowledgeable and empowered**	**Policy support for Tiwahe**
Coordinated service delivery	**Culturally and spiritually connected**	**Permanent funding for Tiwahe as a model program for leading Indian Country**
Self-determination	**Stewards of environment and natural resources**	**Resilient, cohesive, healthy, and self-sufficient tribes and families**
Data-driven decision-making	**Economically secure**	
Self-directed funding	**Healthy lifestyle**	**Revitalization of identity, language, and culture**
Improved measures of success and reporting of progress	**Nurturing relationships and connected families**	**Tribal self-determination and self-autonomy**
Sharing of knowledge and learning lessons	**Participating in community**	
Data sovereignty	**Safe and equitable justice and social welfare systems**	

Figure 2: The Tiwahe Logic Model

MEASURING WHAT MATTERS

After understanding what matters, the next step is to measure the progress and success of activities and services on families and tribes. The changes (outcomes) and impact should be measured and reported to Federal Agencies, Tribal Governments, and policymakers to validate and monitor the progress and inform better decision-making. This is done by:

▸ **Identifying a standard set of indicators:** To provide common measures at the federal and tribal level to see the collective (and individual) progress toward their outcomes.

▸ **Collecting data:** Using a range of different methods and tools to collect data to monitor and evaluate programs, interventions, and policy.

▸ **Frequent reporting:** The frequency of the reports should be decided based on the specific context of each tribe/program. This will ensure monitoring and progress updates.

Identifying a standard set of indicators

Outcomes measurement fundamentally relies on having quality indicators to determine change. Indicators can be qualitative or quantitative measures.

There are different ways in which changes (outcomes) occur.

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Changes can be broadly seen in:

▸ Awareness and knowledge,

▸ Attitude and behavior, and

▸ Circumstance.

Changes can be seen over a period of time, and can be:

▸ Short term,

▸ Medium term, and

▸ Long term.

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Indicators should be:

▸ SMART (Specific, Measurable, Attainable, Realistic, and Timely),

▸ Based on QQT (Quality, Quantity, and Time), and

▸ Accurate, rigorous, and practical.

Federal Agencies and tribes should decide:

▸ Which indicators show the tribes' progress over time collectively?

▸ Which indicators best represent progress?

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Collecting data

After defining the outcomes and indicators, tribes and program/service providers should decide on:

▸ **The data collection methods:** The best way to develop a complete assessment of outcomes is to use a mix of approaches to draw on multiple sources of data. For example, surveys and questionnaires, structured and semi-structured interviews, and tailored assessment tools.

▸ **The use of technology:** Technology solutions can assist in the timely collection and analysis of data.

Frequent reporting

The frequency of reporting can be based on:

- ▶ The program,
- ▶ The type of activities,
- ▶ Outcomes (short, medium, long),
- ▶ Availability of data, and
- ▶ Evaluation and reporting requirements.

Key Steps for Measuring What Matters

At Congressional and Federal levels:

- ▶ Decide on an appropriate reporting timeline in consultation with tribes and tribal programs, and
- ▶ Collect data in a single period or across multiple periods regularly at tribal and tribal program levels.

At Tribal and Program levels:

- ▶ Monitor and plan data collection to maintain timely, valid, and reliable data to report performance.

EVIDENCING WHAT MATTERS

It is critical to evidence the success and progress and disseminate the findings in a systematic way to different audiences. Data collected from tribes and families should be assessed to provide a valid and reliable representation of progress toward the intended outcomes.

The measures of success (outcomes and impact) can be presented for each tribe at a program level or be aggregated to show changes across programs at tribal and federal levels to monitor and improve services and accountability. This will enable Congress to make informed decisions and expand Tiwahe funding to more tribes. The evidence and reports should be tailored for respective audiences and for different purposes.

The primary purposes of disseminating and sharing evidence are to:

▶ Monitor progress and report impact and outcomes to funders, tribes, service providers and families,

▶ Evaluate the effectiveness and efficiency of programs and services,

▶ Distribute results to tribes, families and wider communities, and

▶ Advocate on behalf of families regarding what matters to them and influence the Federal Government's policy and decision-making.

The next step for Tiwahe in its journey to outcomes and impact is to measure and evidence the value created by its activities and programs on tribes and people. To further demonstrate the evidence of impact and progress toward what matters, social return on investment (SROI) provides a framework and a tool to measure this impact. It monetizes the impact and value created, communicates it to funders, policymakers, tribes, and agencies. SROI represents a useful alternative to common economic evaluations, as it accounts for value from the stakeholders' perspective.

Note: Measuring value and impact with SROI analysis requires expertise and resources. This implies the need for sufficient buy-in, commitment, and readiness.

Key Steps for Evidencing What Matters

At Congress and Federal level:

▶ Use measures of success evidence and reports of Tiwahe to monitor, improve, and stabilize services,

▶ Make informed decisions on further funding to Tiwahe, and

▶ Advocate and support changes in policies and strategies.

At Tribal level:

▶ Analyze and present measures of success of one program or across many programs and

▶ Advocate on behalf of families regarding what matters to them.

REVIEWING AND IMPROVING

Reviewing and improving envelop all the phases, during and after the implementation of the Tiwahe Outcomes Framework. It includes activities such as:

▸ Capacity and capability building (that requires continuous national coordination and federal engagement), and

▸ Continuous review (through assessments, analysis, and feedback).

These activities influence the success of the implementation of the outcomes-based approach. It enables ongoing improvement in program strategy, measurement, design, and reporting based on learnings, experience, and feedback.

Capacity And Capability Building

Capacity and capability building are essential functions that impact the implementation phases. Some areas to be considered in building capacity and capability include:

▸ Staff and expertise required for community engagement, planning, assessment development, data collection, and analysis,

▸ Governments and leadership engagement and buy-in,

▸ Networking and socializing capacities to promote and increase knowledge of outcomes-based measurement, and

▸ Information and communications technology (ICT) resources and infrastructure required to improve communication within tribes and families, data collection and analysis, and reporting.

Key Steps for Capacity and Capability Building

At Congressional and Federal levels:

▸ Inform and train federal departments and personnel, such as BIA regional directors, continuously on how to engage with tribes, on what outcomes are versus inputs and outputs, and how to collect and use the outcomes-based data for better decision-making. This is critical and will ensure better understanding and measurement, improve evidence, and inform decision-making.

At Tribal level:

▸ Improve capabilities of tribes' working groups during all phases when tribes are developing their program logic models, defining the outcomes, and measuring progress toward those outcomes. This will ensure better understanding and measurement, and also improve evidence and inform decision-making, and

▸ Improve tribal capability and capacity to deliver better outcomes for families by enhancing staff expertise required to collect and analyze data and the capacity to reach out to all families who need support. No matter how advanced tribes are, this process must happen consistently.

Continuous Review

One of the benefits of using an outcomes-based approach is its flexibility and ability to allow learning and improvement during implementation of services.

Key Steps for Continuous Review

At Congressional and Federal levels:

▸ Advise tribes on what new funding streams are available continuously - BIA actors should facilitate that with other federal departments similar to what the National Tiwahe Coordinator did with the Tiwahe pilot tribes. Tribes can continue to improve and build capabilities to collect data and improve their infrastructure if they are informed of available funding sources.

At Tribal level:

▸ Review the intended outcomes and their aligned activities to assess their effectiveness,

▸ Inform and re-define activities and services to support achievement of intended impact through data analysis,

▸ Collect data to monitor unexpected outcomes to deepen the understanding of the services and program and improve them where required,

▸ Review processes to provide learnings on how activities and services can be improved resulting in better outcomes, and

▸ Collaborate and integrate with other services and organizations based on data.

DISCUSSION

In the past, the Tiwahe pilot tribes have not been able to work closely with Congress or BIA to create a federal plan for the future of Tiwahe or work in partnership with BIA OIS to impact the President's budget request to expand Tiwahe at additional pilot sites. To improve and advocate for a true partnership, Tiwahe has developed an outcomes framework to support measurement and reporting of success and progress of the Tiwahe pilot tribes and families. Tiwahe seeks to gain support from Congress, the Federal Government, and wider networks by working closely and providing evidence. The Federal Government must continue to engage with tribes as the National Tiwahe Coordinator engaged with and advocated for other BIA actors to engage with Tiwahe pilot tribes. In the context of indigenous communities that usually lack equitable resources and funding, it is important to be able to start from existing capacities and capabilities, while socializing and advocating for the new approach. Until increased time and funding has been invested, the results of real change for tribes and families will be challenging to demonstrate.

These are factors critical to the successful implementation of the Tiwahe Outcomes Framework:

▶ A strong governance, both at Federal Government and Tribal Government level by having Administration and congressional support and commitment for Tiwahe,

▶ Adequate funding and ongoing support from Congress and Federal Government,

▶ A shared outcome and language and continuous communication between Tribal Government and Federal Government stakeholders,

▶ An ongoing program of workforce development (at the tribal and service level), and

▶ Ongoing review and improvement of systems and processes used to measure, collect, monitor, and report outcomes and impact.

The Roadmap outlines the key steps required to implement the Tiwahe Outcomes Framework at the Federal and Tribal Government levels for policy and decision makers. These phases are:

▶ Grounding the new approach,

▶ Understanding what matters,

▶ Measuring what matters, and

▶ Evidencing what matters.

This document also highlights the importance of continuous review and improvement across all phases.

Each phase requires significant commitment and effort, which includes change management, reallocation of resources, reshaping thinking, establishing new policies and protocols, and developing and refining tools and processes. This effort may vary across the different phases and between programs and tribes.

Capacity and capability building

Grounding a New Approach   Understanding What Matters   Measuring What Matters   Evidencing Success

Review and improve

Figure 3: The key phases of the Roadmap to implement Tiwahe Outcomes Framework

Figure 4 displays a summary of the Roadmap phases to implement the Tiwahe Outcomes Framework across tribes. It provides the key objectives and overview of each of the phases.

Phases	Overview	Key Objectives
Phase 1: Grounding a new approach	This is required before the implementation of the Tiwahe Outcomes Framework at the tribal level to inform Federal and Tribal Governments and other policy and decision makers of the shift in thinking required toward an outcomes-based approach, and to gain their buy-in and commitment.	Promote change and gain stakeholder buy-in, Assess organizational readiness, Access to resources and funding, and Develop strategies and plans.
Phase 2: Understanding what matters	Tribes and programs engage with AI/AN families to assess needs and the outcomes that matter most to them. It allows measurement and reporting of what matters most to tribes and families, including the impact of cultural knowledge and practice on individual, family, and community well-being.	Identify the needs and outcomes that matter most to AI/AN families, and Draw logic models that indicate how federal and tribal activities can lead to family outcomes, and to follow up with the changes.
Phase 3: Measuring what matters	The outcomes from the logic model should be translated into measurable elements that can be reported to Federal Agencies and policy makers to validate and monitor the progress.	Identify a common set of indicators, Collect data, and Report frequently.
Phase 4: Evidencing what matters	Data collected from tribes and families should be assessed to provide a valid and reliable representation of progress toward the intended outcomes. The results can help Congress and Federal Government to make informed decisions on further funding.	Monitor progress and report impact and outcomes to funders and service providers, Evaluate the effectiveness and efficiency of programs and services, Share results with families and wider communities, and Advocate on behalf of families regarding what matters to them and influence the Federal Government's policy and decision-making.
Phase 5: Reviewing and Improving	This phase occurs throughout all the implementation phases, using the flexibility of the outcomes-based approach and allowing learning and improvement during implementation of services.	Capacity and capability building, and Continuous review.

Figure 4: Phases (for Federal and Tribal Governments) to implement the Tiwahe Outcomes Framework.

Successful execution of the Roadmap will build the right performance management mindset and systems within and across Congress, the Federal Government, tribes, and programs. This in turn will help deliver better results through the disciplined tracking of progress against outcomes, appropriate evaluation, and informed decision-making. It will enable the fulfillment of the Tiwahe vision to build, develop, and deliver coordinated, culturally integrated services for families by measuring what matters most and helping them achieve their aspirations and well-being.

> " *I feel like the approach that we're currently taking right now is an opportunity to demonstrate - not only to our other tribes in the nation, but also to demonstrate to our policy makers at Congress and also to demonstrate to our other partners and within our communities - that when we develop a model that's holistic, that's inclusive of approaches which work best for our community members. We have greater success because as indigenous people, the way we conduct our lives is in a holistic manner.* "
>
> Tiwahe Participant
> Independent Evaluation

GLOSSARY

▶ **Duration:** How long an outcome lasts after the intervention, such as the length of time a participant remains in a program.

▶ **Impact:** The difference between the outcomes for participants, taking into account what would have happened anyway, the contribution of others, and the length of time the outcomes last.

▶ **Inputs:** The contributions made by each stakeholder that is necessary for the activity to happen.

▶ **Monetize:** Assign a financial value to something.

▶ **Outcome:** The changes resulting from an activity. The main types of change from the perspective of stakeholders are unintended (unexpected) and intended (expected), positive and negative change.

▶ **Outputs:** A way of describing the activity in relation to each stakeholder's inputs in quantitative terms.

▶ **Outcome Indicator:** Well-defined measure of an outcome.

▶ **Scope:** The activities, timescale, boundaries, and type of SROI analysis.

▶ **Social Return on Investment (SROI) ratio:** Total present value of the impact divided by total investment.

▶ **Stakeholders:** People, organizations, or entities that experience change, whether positive or negative, as a result of the activity that is being analyzed.

▶ **Whānau:** Family, relatives, and friends.

▶ **Whānau Ora:** Government whānau-centered strategy assisting families to reach their aspirational goals.

TE WHĀNAU O WAIPAREIRA

KŌKIRITIA I ROTO I TE KOTAHITANGA

Whānau Tahi