



Report of the

**Native American Employment
and Training Council**

submitted to:

Secretary of Labor

Chairman

Committee on Education and the Workforce
U.S. House of Representatives

Chairman

Committee on Labor and Human Resources
U.S. Senate

October 1998

Vision Statement

The Indian, Alaska Native and Hawaiian Native JTPA Title IV, Section 401 program grantees have a unique historical relationship as sovereign tribal nations within a nation, and share a vision of serving communities within a context that embraces the traditional cultural values, beliefs and ways of our people.

For this fundamental reason, it is our shared vision that the JTPA Title IV, Section 401 program be administered in a consistent manner conducive to the traditional cultural values, beliefs and ways of the people it is designed to serve.

That our shared vision result in policies that respect and honor our partnership at all levels within the Department of Labor, which includes an established policy commitment to Indian self-determination that can be fulfilled in a meaningful and measurable way.

We, as members of sovereign tribal nations, view the outcome of our programs as the improvement of the economic well-being of Native people and the economic and social advancement of Native communities.

Native American Employment and Training Council

On behalf of the Native American Employment and Training Council, I am pleased to present this report which highlights the progress of our partnership efforts, our accomplishments and our recommendations. The Council and the Native American grantee community have made great progress during Program Years 1996 and 1997 to prepare a productive and competitive Native American workforce and develop a framework to insure accountability and integrity of the programs serving the Native communities.

Our progress could not have been achieved without the support of the Labor Department. A great part is attributed to the leadership of Mr. Thomas M. Dowd, Chief of the Division of Indian and Native American Programs. Through his commitment to working in a true partnership between the Labor Department and this Council, we have demonstrated that our Native American programs are among the best in the Nation.

In preparing for the next century, we remain committed to working in the spirit of partnership with the U.S. Department of Labor to continued success for our programs, our people and our communities.

Sincerely,



Lorenda T. Sanchez, Chair
Native American Employment and Training Council

ACKNOWLEDGEMENTS

The Native American Employment and Training Council wishes to acknowledge and thank our partners who contributed to our progress.

JTPA Grantee Partners

The countless individuals who work for the grantees in serving the Native American communities.

U.S. Department of Labor Partners *for their support and participation in the partnership effort.*

- Anna Goddard, Director, Office of National Programs
- Thomas M. Dowd, Chief and the Division of Indian and Native American Programs Team
- Karen Greene and Norris Tyler III, Division of Performance Management Evaluation
- Ron D'Amico, Social Policy Research Associates (DOL Contractor)

Work Group Partners, *in addition to the Council Members who served on the special work groups, these members of the grantee community also gave their knowledge, time and energy.*

- Alice Adams, Yakama Indian Nation
- Ellen Benally, Navajo Nation
- Don Eddy, Colorado River Indian Tribes
- Joy Hanley, Affiliation of Arizona Indian Centers
- John Hassan, Council of Three Rivers
- Deborah Lozano, Ho-Chunk Nation
- Ida Nadeau, United Tribes of Kansas and Southeast Nebraska, Inc.
- Christine Noah, Caddo Tribe of Oklahoma
- Sharon Olsen, Tlingit Haida Central Council
- Tony Quincy, Confederated Tribes of Siletz
- Carol Sample, Milwaukee Area American Indian Manpower Council, Inc.
- Donna Scott, Tanana Chiefs Conference

CONTENTS

Overview	2
The Council	4
Vision Statement	7
The Administration of Indian Programs in DOL	9
American Indian and Alaska Native Policy	10
Partnership Efforts	12
Program Evaluation	15
Council Work Groups ..	17
Council Recommendations	19
JTPA Section 401 Grantee Partners	22

OVERVIEW

Progress continues under the partnership between Indian Job Training Partnership Act (JTPA) grantees and the U.S. Department of Labor. JTPA programs for American Indian, Alaska Native, and Native Hawaiian people entered into this era of partnership in 1995 under the leadership of Thomas M. Dowd, Division of Indian and Native American Programs (DINAP) Chief. The fruits of this partnership are found in a number of developments that have occurred since Mr. Dowd took over as Chief of DINAP. The partnership approach created a new model in the relationship between Indian and Native American people themselves, as well as the primary partnership between job training service providers (including tribal governments and Native American organizations) and the U.S. Department of Labor (DOL). The major purpose of the partnership is to insure the active participation of Native people and Native communities in the American economy.

There are two separate, distinct Indian programs authorized under the Job Training Partnership Act: a year-round program for both youths and adults, and the summer youth program. The year-round program is authorized under section 401 of the statute. Despite continued funding cuts, the program served approximately 20,000 participants annually throughout the United States.

The summer youth program is authorized under title II-B of JTPA. Summer youth funds are reserved specifically for services to Native youth in reservation areas, Alaska, Oklahoma, and Hawaii. Between 10,000 and 12,000 Native youth are served each year under the Summer Youth program.

Both the year-round and the summer youth program remain crucial to the economic well-being of Native people and Native communities. They are the principal federally-supported programs that address the unemployment and underemployment issues in all Native communities. These are communities in which joblessness can affect as high as 80% or more of the potential workforce.

Over the last two years, under the active leadership of the Honorable Secretary Alexis M. Herman, her Assistant Secretaries for Employment and Training, Labor Department policymakers and managers have worked hand-in-hand with grantees to improve the program. The Native American Employment and Training Council, chartered pursuant to a provision of the JTPA amendments of 1992, remains a principal vehicle for the partnership efforts.

This report has been prepared to summarize the activities and accomplishments of the Native American Employment and Training Council over the last two years. It serves to highlight the most important issues addressed by the Council and to describe the progress of the Council toward improving services to the Native communities and increasing the capacity of the grantees to meet the needs of their constituent communities.

During the past two years the Council and DOL have remained committed to working toward making the Indian and Native Ameri-

can JTPA program responsive to the needs of the Native communities.

The Council and its special work groups embraced a number of issues ranging from the evaluation study of the Indian JTPA program, active participation in the process to develop a new performance measures system, initiating dialogue to examine the designation process, implementation discussions on the welfare-to-work programs, streamlining regulations and procedures, and enhancing the information and technology efforts. The Council continued our commitment to the partnership efforts and providing meaningful training and technical assistance opportunities for the grantees. We remained committed to the vision established by the Council in partnership with DOL and supported that vision throughout our activities of these last two years. It is essential that everyone involved in this partnership process - Indian tribes, Native American organizations, Labor Department managers, and policymakers - remain dedicated to its purpose and continuation.

THE COUNCIL

The Native American Employment and Training Council was established under Section 401(k) of the Job Training Partnership Act (JTPA), as amended in 1992. The purpose of the Council is to serve as a principal consultation vehicle between the Indian and Native American community and the U.S. Department of Labor with respect to employment and training issues.

The Council's duties are specified in the law. They are to:

- ❖ *solicit the views of a wide variety of Indian tribes and Native American groups, including groups operating employment and training programs funded under Section 401 of JTPA, on issues affecting the operation and administration of such programs;*
- ❖ *advise the Secretary of Labor with respect to the implementation of programs under this section and other programs providing services to Native American youth and adults;*
- ❖ *advise and make recommendations to the Secretary with respect to the services obtained or to be obtained by the Department of Labor through contracts or arrangements with non-Federal agencies or entities that involve the program authorized by this section;*
- ❖ *evaluate the effectiveness of Native American job training programs and make recommendations with respect to the improvement of such programs;*
- ❖ *advise the Secretary with respect to individuals to be considered to fill the position of the official in charge of the organizational unit designated under subsection (j)(1) of this Section [the Division of Indian and Native American Programs] whenever a vacancy occurs in this position; and*
- ❖ *prepare and submit directly to the Secretary and to the Congress, not later than January 1 of each even numbered year, a report containing information on the progress of Native American job training programs and recommendations for improving their administration and effectiveness.*

The composition of the Council includes eighteen Indian or Native American individuals chosen by the Secretary of Labor from persons

nominated by Indian and Native American groups. One member serves as a representative of the tribes and Native American groups operating JTPA-funded programs in each of the ten federal regions. Three members represent grantees in each of three unique areas: Alaska, Oklahoma and Hawaii. The remaining members represent tribal leaders, persons with

expertise in Indian education, and other disciplines. Members serve for staggered two-year terms. Two persons serve as non-voting, ex-officio members: one representing the National Indian and Native American Employment and Training Conference and the other representing the Indian and Native American Employment and Training Coalition.

Native American Employment and Training Council members are:

Region I Representative

Ms. Janice Falcone
North American Indian
Center of Boston, Inc.
Jamaica Plain, Massachusetts

Region II Representative

Ms. Marie Benedict
St. Regis Mohawk Tribe
Hogansburg, New York

Region III Representative

Mr. G. Warren Cook
Mattaponi, Pamunkey,
Monacan Consortium
King William, Virginia

Region IV Representative

Mr. Elkton Richardson
North Carolina Commission
of Indian Affairs
Raleigh, North Carolina

Region V Representative

Ms. Karen Kay
Michigan Indian Employment
and Training Services,
Inc.
Holt, Michigan

Region VI Representative

Mr. Kenneth Martinez
Dallas Inter-Tribal Center
Dallas, Texas

Region VII Representative

Ms. Christine Molle
American Indian Council
Indian Employment and
Training Program
North Kansas City, Missouri

Region VIII Representative

Ms. Angie Eagle Bull
Oglala Sioux Tribe
Pine Ridge, South Dakota

Region IX Representative

Ms. Lorenda T. Sanchez
California Indian Manpower
Consortium, Inc.
Sacramento, California

Region X Representative

Ms. Carol L. Peloza
Seattle Indian Center, Inc.
Seattle, Washington

Alaska Representative

Ms. Ruthie Monroe
Maniilaq Manpower, Inc.
Kotzebue, Alaska

Hawaii Representative

Ms. Winona Whitman
Alu Like, Inc.
Honolulu, Hawaii

Oklahoma Representative

Mr. Curtis Hicks
Creek Nation of Oklahoma
Okmulgee, Oklahoma

Other Discipline Members

Mr. Gaiashkibos
Lac Courte Oreilles Tribal
Governing Board
Hayward, Wisconsin

Ms. S. Diane Kelley
Cherokee Nation of Oklahoma
Tahlequah, Oklahoma

Mr. David M. Gipp
United Tribes Technical
College
Bismarck, North Dakota

Mr. Eddie L. Tullis
Poarch Band of Creek
Indians
Atmore, Alabama

Ms. Genevieve Sanderson
Arizona Dept. of Economic
Security - Job Training
Partnership Administration
Phoenix, Arizona

Ad Hoc Members

Mr. Norm DeWeaver
Indian and Native American
Employment and Training
Coalition
Washington, D.C.

Mr. Jeff Foster
National Indian and Native
American Employment and
Training Conference
Anadarko, Oklahoma

The Council holds regular meetings twice each year. A fall meeting is held in Washington, D.C. The spring meeting is held in conjunction with the National Indian and Native American Employment and Training Conference, an annual all-grantee event jointly sponsored by grantees and the Labor Department.

The Council has established special work groups to deal with specific technical issues. During the last two years, work groups have dealt with the performance measures system, the designation issue, welfare-to-work, regulations, and the information and technology initiative. Work groups meet on an occasional basis and report back to the full Council.

At every Council meeting time is set aside for public comments to be presented. During the public comment period persons in attendance were provided an opportunity to raise issues, express their views on the program and make recommendations for Council action. *We are pleased to report that most of the comments shared during the public comment period for this report period expressed praise for the accomplishments of the partnership efforts, offered commendation of the Council and the DINAP team (in particular DINAP Chief Thomas M. Dowd) for their assistance and support towards improving our programs to better serve our people and communities, and*

voiced comment on the proposed performance measures system, training and technical assistance and the information technology efforts.

During the meeting of the Council that is held in conjunction with the annual grantee conference, many grantees from around the country are represented in the audience. The public comment period is an especially important part of the agenda for that meeting as it allows those in attendance to share their comments and concerns about the program as well as input for improving partnership efforts.

This report of the Native American Employment and Training Council addresses the activity of the Council at the last four meetings. The meetings were held in:

- ❖ *Washington, D.C. on October 17-18, 1996*
- ❖ *Anaheim, California on May 15-16, 1997*
- ❖ *Washington, D.C. on October 23-24, 1997*
- ❖ *Spokane, Washington on May 14-15, 1998*

The Council and its special work groups addressed several key issues during this report period and we are pleased to share our progress, our accomplishments, and our recommendations herein.

VISION STATEMENT

The Council has continued to uphold the vision statement as a guiding force in our deliberations and in the tasks undertaken. The Council has continued to encourage that policies adopted by the U.S. Department of Labor acknowledge the concept of self-determination and respect the government-to-government relationship between tribes and the federal government.

The Council's vision statement reads:

"The Indian, Alaska Native and Hawaiian Native JTPA Title IV, Section 401 program grantees have a unique historical relationship as sovereign tribal nations within a nation, and share a vision of serving communities within a context that embraces the traditional cultural values, beliefs and ways of our people.

"For this fundamental reason, it is our shared vision that the JTPA Title IV, Section 401 program be administered in a consistent manner conducive to the traditional cultural values, beliefs and ways of the people it is designed to serve.

"That our shared vision result in policies that respect and honor our partnership at all levels within the Department of Labor, which includes an established policy commitment to Indian self-determination that can be fulfilled in a meaningful and measurable way.

"We, as members of sovereign tribal nations, view the outcome of our programs as the improvement of the economic well-being of Native people and the economic and social advancement of Native communities."

The vision statement adopted by the Native American Employment and Training Council:

- ❖ *incorporates basic concepts and principles drawn from federal Indian law as well as the policies written into the special employment and training programs for American Indian, Alaska Native, and Native Hawaiian people;*
- ❖ *recognizes the sovereign governmental status of Indian tribes and their government-to-government relationship with the government of the United States;*
- ❖ *embodies the concept of Indian self-determination, as expressed more than two decades ago in the Indian Self-Determination and Education Improvement Act (Public Law 93-638);*
- ❖ *speaks to the mission of the program as a way of preserving the unique values and culture of Native people; and*
- ❖ *reflects the objectives of the program as defined in section 401(a) of JTPA to improve the economic well-being of Native people and to further the economic and social advancement of Native communities.*

The Council is pleased that the Department implemented and continues to enforce a policy of Indian preference when selecting staff for the Division of Indian and Native American Programs. This has been demonstrated through DINAP placing federal representatives in the Dallas and Seattle regional offices to be closer to the grantees and to facilitate interaction with initiatives largely based in the regions. Additionally, the Department hired two

staff to facilitate the implementation of the Welfare-to-Work program on behalf of the tribes.

In short, the vision statement adopted by the previous Council members remains in full force and effect, reflecting the overall purpose and goals of the Council for the Indian JTPA program and framing the foundation on which this and future Councils operate.

THE ADMINISTRATION OF INDIAN PROGRAMS IN DOL

Since its inception, the Native American Employment and Training Council has been concerned that the Department of Labor implement all programs involving the Indian population in such a manner that is consistent with the government-to-government relationship between tribes and all agencies of the federal government. The Council also has insisted that the Department recognize its unique responsibility to its Indian partners by giving the leaders of its Indian unit full access to the Department's policymaking process.

According to the 1992 amendments to the JTPA law:

"The Secretary shall designate a single organizational unit that shall have as its primary responsibility the administration of all Native American programs authorized under this chapter.

"Such organizational unit shall -

"be responsible for administering the provisions of the Native American programs authorized under this chapter, including monitoring such programs and making recommendations regarding the selection of the recipients of financial assistance;

"be responsible for the development of the policies and procedures related to the implementation of such programs; and

"coordinate the development of policy and procedures for the employment and training programs within the Department relating to services for Native American workers."

In response to the Council's request that the Department develop a policy statement to guide the Department's dealing with Indian tribes and Native American organizations, discussions were held and a policy statement was prepared. Developed in partnership with the Council and as an important part of DINAP Chief Dowd's efforts, the Department adopted the first-ever DOL policy statement recognizing the unique status of Indian people and Indian tribes.

AMERICAN INDIAN AND ALASKA NATIVE POLICY

The Council is pleased with the Department's adoption of the first-ever DOL policy statement recognizing the unique status of Indian people and Indian tribes. Secretary Alexis M. Herman signed the Department's first formal "American Indian and Alaska Native Policy" on July 29, 1998. Secretary Herman stated:

"On behalf of the Department of Labor, I share the President's strong commitment to 'building a more effective day-to-day working relationship reflecting respect for the rights of self-government' that belong to Native American tribes. I endorse the principles embodied in the President's memorandum. Following those principles, as the Department is already doing through such vehicles as the Native American Employment and Training Council, will help us achieve the President's goal."

UNITED STATES DEPARTMENT OF LABOR AMERICAN INDIAN AND ALASKA NATIVE POLICY

I. Introduction

The Department of Labor recognizes that the United States government has a unique legal relationship with Native American tribal governments as set forth in the Constitution of the United States, treaties, statutes, and court decisions.

II. Purpose

This policy is intended: to reaffirm the Department of Labor's recognition of the sovereign status of federally-recognized Indian tribes as domestic dependent nations; to reaffirm adherence to the principles of government-to-government relations with Native American tribal governments, as embodied in President Clinton's April 29, 1994 memorandum for the heads of executive departments and agencies; to affirm the Department's intention to comply with Executive Order 13084 on consultation and coordination with Indian tribal governments; and to guide the Department in its work in the field of American Indian and Alaska Native affairs.

III. Principles

In order to ensure that the rights of sovereign tribal governments are fully respected, the activities of the Department of Labor shall be guided by the following principles:

- A. The Department and its agencies will operate within a government-to-government relationship with federally-recognized tribal governments.
- B. The Department and its agencies will consult, to the greatest extent practicable and to the extent permitted by law, with tribal governments prior to taking actions that affect federally-recognized tribal governments. All such consultations are to be open and candid so that all interested parties may evaluate for themselves the potential impact of relevant proposals.
- C. The Department and its agencies will assess the impact of federal government plans, projects, programs, and activities on tribal trust resources and assure that tribal government rights and concerns are considered during the development of such plans, projects, programs, and activities.
- D. The Department and its agencies will take appropriate steps to remove any procedural impediments to working directly and effectively with tribal governments on activities that affect the trust property and/or government rights of the tribes.
- E. The Department and its agencies will work cooperatively with other federal departments and agencies to enlist their interest and support in cooperative efforts, where appropriate, to accomplish the goals of the President's executive memorandum of April 29, 1994.
- F. The Department and its agencies will apply the requirements of Executive Orders Nos.

12875 ("Enhancing the Intergovernmental Partnership") and 12866 ("Planning and Review") to design solutions and tailor federal programs, in appropriate circumstances, to address specific or unique needs of tribal communities.

- G. The Department and its agencies, working with the White House Initiative on Tribal Colleges and Universities, will comply with the requirement of Executive Order No. 13021 ("Tribal Colleges and Universities") and will seek to further the purposes of the Order, including (but not limited to) increasing accessibility of Federal resources for tribal colleges and universities in tribal communities.
- H. The Department and its agencies will comply with the requirements of Executive Order No. 13084 ("Consultation and Coordination with Indian Tribal Governments").

IV. Disclaimers

This policy is intended only to improve the internal management of the Department of Labor and is not intended to, and does not, create any right to administrative or judicial review, or any other right or benefit or trust responsibility, substantive or procedural, enforceable by a party against the United States, its agencies or instrumentalities, its officers or employees, or any other person.

This policy is intended to be implemented in a manner consistent with the legal requirements that apply to the Department's activities and with the Department's legal responsibility to administer and enforce certain statutes and executive orders. Those federal laws include laws of general applicability that apply to Indian tribes, to their members, and to tribal enterprises, including laws that may treat state governments differently than tribal governments.

/s/Alexis M. Herman, Secretary of Labor
July 29, 1998

The Council applauds the Secretary of Labor Alexis M. Herman for her making time in her schedule to meet with tribal leaders in Arizona during January 1998 to learn first hand about the issues facing Indian Country. She promised swift action on a number of ideas

presented at the meeting, including the development of this DOL American Indian and Alaska Native Policy that recognizes the unique character of Native American communities and the special government-to-government relationship between tribes and all federal agencies.

PARTNERSHIP EFFORTS

The partnership relationship between the Indian JTPA grantee community and the Department of Labor has been strengthened and enhanced during the last two years. Through their on-going efforts the federal government and Indian tribes and Native American organizations have effected successful programs serving Indian and Native American people.

The “partnership plan” developed by the Native American Employment and Training Council has guided the work of the Department of Labor with the Indian JTPA grantee community. The plan reflects the concerns of the grantee community regarding the operation and administration of the Indian JTPA program.

<u>Program Year 1996 Partnership</u>	<u>Program Year 1997 Partnership</u>
<ul style="list-style-type: none">❖ Improve Submission of Grantee Reports❖ Timely Submission of Program Plans❖ Increase Participation in the Information Technology Project❖ Draft Set of Regulations for the Indian Section 401 JTPA Program and Tribal Summer Youth Program	<ul style="list-style-type: none">❖ Emphasis on Improving Accuracy of Grantee Reports❖ On-Line Computer Communications (Information Technology Project)❖ Revised Regulations for Indian Section 401 JTPA Programs❖ Training and Technical Assistance❖ Welfare-to-Work Initiative

Reporting

Since Program Year 1995, up to 82% of grantee Annual Status Reports (ASRs) have been filed on time. This is a remarkable accomplishment considering the fact that in Program Year 1994 only 34% of the grantee ASRs were filed on time. At the same time, the number of reports containing errors dropped significantly. Through the partnership, Labor took

a number of steps to simplify the reporting process. DINAP worked to help grantees understand the requirements and encouraged them to get all reports in on time. Grantees also were encouraged to provide a narrative summary with the ASR numbers, better describing their accomplishments and the context in which they occurred. DINAP has blended the narratives into an overall public summary of the program's accomplishments.

With grantees now detailing their programs' accomplishments, the statistics reported on the Annual Status Report can be more fully understood. Grantees' narrative reports describe the human picture that is missing from data. In addition to describing program successes, grantees can outline changes they have made in their service delivery methods to address the various needs of program clients. The report addresses both national (aggregated) accomplishments as well as local activity. Thus, it reflects more than mere numbers of people served in terms of formal performance measures. Rather, it reflects the impact of the program on local individuals and communities.

Program Plans

Through the partnership, grantees have improved significantly their submission of the comprehensive annual and tribal Title II-B summer youth program plans. The DINAP team initiated the development of planning software for use by grantees, at grantee option, for submitting their plans on disk. DINAP has continued to provide combined constructive assistance and timely advice on preparation and submission of plans. For the most part, these plans are now received in DINAP by the due dates.

Information Technology Efforts

Moving Indian JTPA grantees into the age of computerized communications was a significant undertaking by DINAP Chief Dowd who picked up an e-mail system which the rest of ETA was about to abandon. With the support of the Council, the e-mail system was used as a way of improving DINAP/grantee ties. Through this process, Chief Dowd made DINAP a showcase of technology for all of Labor's Employment and Training Administration.

Most Indian grantees now have e-mail and Internet access. DINAP's "home page" on the Web is a major source of information for the Indian job training community.

Regulations

The partnership process provided the framework for a new approach to writing rules for Indian job training programs. A grantee/DINAP work group drafted a set of regulations framed as a set of questions and answers, written in plain English. Unfortunately, that package became stalled in the clearance process. Labor Department offices involved in the clearance process took the view that new legislation soon would replace the JTPA law, making revisions to JTPA-based regulations irrelevant.

Nonetheless, several positive developments came out of the process of trying to simplify the Indian JTPA program rules. DOL adopted a "waiver" procedure which enabled grantees to seek relief from a requirement that is not directly based on a provision of law. A number of grantees have taken advantage of this waiver opportunity.

In addition, the plain English, question and answer format first used in drafting Indian JTPA rules has been adopted by Health and Human Services in writing regulations for the Native Employment Works (NEW) program. Labor also utilized this format in crafting both the tribal regulations and state program rules governing the “Welfare-to-Work” program.

With the Workforce Investment Act now law, the Council will designate a special work group to discuss what should be in the regulations for Indian programs, in continued partnership with DINAP. The worthwhile efforts of the previous regulations work group will be revisited to provide the framework for the WIA regulations.

Training and Technical Assistance

The training and technical assistance approach shifted from a national contract system with limited involvement from grantees to a model anchored in “peer-to-peer” technical assistance. The primary way of helping grantees now is to use a team of DINAP staff and experienced Indian JTPA directors to work with individual grantees, on-site. A survey of grantees conducted as a part of the Indian

JTPA program evaluation showed overwhelming support for this approach.

Workshop-based training and technical assistance is organized around three multi-regional conferences each year, capped by the DINAP co-sponsored national grantee conference. All the conferences provide an opportunity for grantees to meet one-on-one with their federal representatives.

Grantees have given a strong vote of confidence to the new training and technical assistance approach. With overwhelming grantee support, and in partnership with Labor, a small fraction of program funds was set aside in the previous program year to help pay for the training and technical assistance effort. These funds were used to compensate for the lack of any JTPA TAT money in the appropriations provided by Congress over the prior fiscal years.

While strengthening the training and technical assistance effort, DINAP also has signaled that it will not tolerate chronic failure to meet essential administrative requirements. Training and technical assistance is a first resort in the spirit of partnership.

PROGRAM EVALUATION

The first formal evaluation of DOL-funded Indian job training programs has continued throughout this report period. The evaluation has two principal components: site visits to 23 grantees randomly selected and an administrative survey of grantees to collect information on grantee services to program participants, grantee's staff structure and funding, and opinions about services provided by various DOL offices, principally DINAP.

The Council called upon the Office of Management and Budget (OMB) in October 1997 to allow a survey of grantees to proceed as it represents part of a broader evaluation study of the Indian JTPA program. The study had been on hold for months in OMB because of their unwillingness to approve a survey of all grantees which did not include a survey of program participants and the employers of participants. Neither the participant nor the employer survey is part of the scope of work under the evaluation contract. Neither is budgeted for the study. The Council adopted a resolution calling on OMB to allow the grantee survey to proceed.

Native American Employment and Training Council Resolution Regarding Program Evaluation

The Native American Employment and Training Council resolves and stipulates:

- 1. That the current program evaluation be continued in its original scope and intent, including full implementation of the survey of all Native American JTPA grantees;**
- 2. That if the Office of Management and Budget is interested in having the Employment and Training Administration conduct customer satisfaction surveys of Section 401 participants and employers, the Council invites OMB staff to discuss their ideas and issues with the Council at our next meeting in May. The Council will not support the conduct of such customer satisfaction surveys without such a face-to-face discussion; and**
- 3. That prior to further discussion of these customer satisfaction surveys, firm cost estimates be provided by OMB and DOL to the Council, and that such cost estimates include the development of a sample form, all aspects of data collection and the analysis and presentation of the results of the survey.**

OMB clearance of the administrative survey instrument was realized after Labor agreed to a feasibility study of a possible future "customer satisfaction" survey. OMB staff still have not met with the Council in a face-to-face discussion of the expanded survey nor have they presented detailed estimates of costs involved. Nonetheless, the Council has established a small work group to study the feasibility of surveying Indian JTPA program participants in conjunction with the DOL contractor.

The administrative survey questionnaire

was mailed to all grantees. As of May 1998, two-thirds of the grantees had responded. *The grantees expressed strong support for the "partnership" approach to grantee/DOL relationships. In response to a series of questions on the goals of the Section 401 program, an overwhelming number of grantees ranked helping participants to achieve self-sufficiency by providing training and helping them find jobs as "extremely important."* The results are expected to have a strong influence on the current evaluation of the Indian JTPA Program.

COUNCIL WORK GROUPS

Regulations Work Group

As reported previously in the Partnership Efforts section of this report, the Regulations Work Group has been a guiding force in crafting regulations in a plain English, question and answer format. The work group did a commendable job on drafting language for the Indian JTPA program. With the Workforce Investment Act (WIA) now law, the Regulations Work Group will be reconvened to provide assistance on drafting language for the Indian programs under WIA in partnership with DINAP.

Designation Work Group

The Designation Work Group has met to discuss ways to improve the procedures which the Department uses to designate tribes and organizations as Native American grantees. The work group looked closely at procedures that might be used for the next designation cycle. A waiver procedure for grantees performing satisfactorily in the current grant period, competition issues, review process for non-incumbent grantees, and considerations for identifying and verifying “community support” issues met with lengthy dialogue at the work group sessions and in presentation to the Council.

The Council recommended that, as new regulations are developed, the designation issue be reviewed to complement the work of the Designation Work Group. Future meetings are a part of the ongoing “partnership” discussions between grantees and the Department on how to provide better services to program customers.

Information Technology Work Group

The Information Technology Work Group focused on three major topics: how to get all grantees “on line,” how to make DINAP’s “home page” on the Internet’s World Wide Web more interesting and how to move closer to a “paperless” grant process.

Grantee representatives taking part on the work group offered to reach out to others in their respective regions to assist them get “on line.” DINAP agreed to continue to provide technical expertise. DINAP was encouraged to prepare a written bulletin outlining the importance and advantages of the on-line communications capability. The bulletin was distributed to the grantee community. Input and suggestions for improvements on the Web site have begun development and implementation. The Indian Division was encouraged to work in partnership with the Council and the work group to develop a “paperless” DOL grant process to file program plans and reports electronically.

The Information Technology Work Group will continue to look at initiatives to support and move Indian programs into the age of information and technology.

Performance Measures Work Group

66 **A** *Proposal of the New Performance Measurement System” - Work Group Report to the Council* was one of the most significant accomplishments of the Council during this report period. The Performance Measures Work Group convened on at least seven occasions over the past two years to develop a New Performance Measurement System for the Section 401 program. Throughout the development of the proposed system, the work group constantly sought input to allow for regional representation. The DOL/

grantee partnership relationship was also key in the overhaul of the performance standards system.

The proposed new system provides basic accountability to the grantee’s community and offers a “menu” of options to measure success of our Indian programs. While retaining the current performance measures for grantees who want to use them, the new system will permit a much wider selection of performance indicators and stress the accountability of each grantee to the Native American community the grantee serves.

At the May 1998 Council Meeting, the Council adopted a series of recommendations which were transmitted to DOL for action. The Council approved the Report of the Performance Measures Work Group on the work that had been completed and endorsed the continuation of the work group process on the issues of reporting and implementation procedures. DINAP Chief Dowd commended the Council’s action as one of historical significance for Indian job training programs.

The Performance Measures Work Group will continue to further the design of the reporting and implementation procedures of the new system. With the passage of WIA legislation, hopefully, the work done by the work group will require little modification to proceed with implementation in the grantee community. Training and technical assistance will be provided to the grantee community on the use of the system.

COUNCIL RECOMMENDATIONS

The Native American Employment and Training Council respectfully submits these recommendations for improvement of the Indian program and to continue the progress we currently enjoy. Over its last four meetings, the Council has adopted resolutions and passed motions for action on various aspects of the program. They are represented in the summaries prepared of each meeting's deliberations and have been incorporated by reference into this report.

The recommendations emphasized by the Council speak to the future of the program and the continuation of a spirit of partnership between the U.S. Department of Labor and the Indian tribes and Native American organizations charged with providing program services.

Continue the partnership process.

Through the on-going partnership of the Labor Department and the Indian tribes and Native American organizations, the efforts have effected successful programs serving Indian and Native American people. The progress which continues for the Indian JTPA program is highly attributable to the commitment embraced by the grantee community and by the Department of Labor to work together through partnership.

This productive partnership of the grantee representatives and DOL staff, dialoguing as equals around the same table to review specific issues and jointly work out policy which furthers Indian objectives, has contributed to major decisions. The beneficial changes reflected early in the partnership have continued to enrich grantee accountability to their communities and to the Labor Department.

With the Council's support of a new performance measurement system and looking at the opportunities for Indian and Native American people through the Workforce Investment Act legislation, a continued partnership is critical. The Labor/grantee partnership must be incorporated into the dialogue on the design, implementation and accountability for the new system and the WIA legislation.

The Department and the Council need to facilitate a high-level symposium of Indian leaders, program administrators and others on strategies to prepare the Indian labor force for the needs of the 21st century economy.

The Council is proud of the accomplishments of the grantees resulting from the partnership approach and hope to share the model with other federal agencies that provide services to Indian and Native American communities.

The partnership effort on policy directions between the U.S. Department of Labor and Indian and Native American grantees must continue.

Continue and expand technical assistance and training efforts.

The Labor Department has made great strides in providing training and technical assistance support for grantees. In the partnership effort, Native American grantees also are commended for designating a small fraction of program funds to the training and technical assistance effort.

The “peer-to-peer” technical assistance, the information and technology project, the workshops conducted at the multi-regional and national conferences, and the one-on-one sessions between grantee staff and DINAP team members continue to strengthen the financial and operational integrity of the program. These efforts must continue. Additionally, the Council has endorsed the partnership with tribal colleges to further the technical assistance efforts and are pleased to offer technical assistance support to the Public Law 102-477 tribal grantees.

The Labor Department must continue to find resources to continue and expand these training and technical assistance efforts.

Continue support for the Indian-specific performance measurement system.

The DOL/grantee partnership relationship was key in the overhaul of the performance standards system. The new performance measures developed by the work group have been outlined previously in this report. The Council has approved the work done through the Performance Measures Work Group and endorsed the continuation of the work group process on the issues of reporting and implementation.

The policy dialogue between DOL and the Council must continue. In addition, the Department must seek resources to provide the necessary technical assistance and training to allow for the successful implementation of the new performance measurement system by grantees.

Continue support for the Program Evaluation.

The Council is encouraged by the preliminary response from the grantees expressing strong support of the partnership and look forward to the completed product. To restate the stipulations of the Council Resolution regarding the Program Evaluation, the current program evaluation must be continued in its original scope and intent. Further discussion of customer satisfaction surveys of participants and employers remain discouraged without a face-to-face discussion with OMB and a report on the feasibility of such a survey and the associated costs.

The Council requests that the Labor Department continue to support the Program Evaluation and assist, if necessary, with scheduling the meeting between the Council and OMB.

Continue working together to facilitate a broader integration of employment and training services.

One needs to look at the accomplishments of the twenty-two tribes participating in the Indian Employment, Training and Related Services Demonstration Act, Public Law 102-477 (PL102-477) programs to measure the impact of integration of employment and training services on communities. The P.L. 102-477 programs have increased the number of people served, improved the effectiveness of the services and significantly reduced the paperwork involved by streamlining their employment and training programs through integration of services. The success of these programs clearly demonstrates that mere linkages among programs are not enough.

To this end, the federal government, including the Department of Labor, must continue to actively break down the barriers erected between Indian programs. We have begun this process through our partnership efforts to simplify the regulations and develop a new performance measurement system.

The Council is eager to continue the partnership with DOL and grantees to streamline planning and reporting requirements, financial management system requirements and other policies and procedures to enable each grantee, in its own unique setting, to blend employment and training services with job creation, other human resource development efforts and other services — all delivered through Native entities that represent the Native community.

Continue support of the Council and its activities on behalf of the entire grantee community.

The Council is pleased with the Department's efforts to find resources which allowed it to function during the past two years. In addition, the Council appreciates the Department's support and efforts for the continued authorization of the Council under the Workforce Investment Act.

The Council is proud of the accomplishments of its work through the partnership efforts and the results realized throughout the entire grantee community. The work of the Council must continue. The Council is central to the ongoing dialogue between Indian tribes and Native American organizations and the Department.

The obligation to support the partnership and the Council's work must continue to be honored.

JTPA SECTION 401 GRANTEES

“West” Multi-Region

Affiliation of Arizona Indian Centers, Inc.	Arizona	* Native Village of Barrow	Alaska
* Aleutian-Pribilof Islands Association	Alaska	Navajo Nation	Arizona
Alu Like, Inc.	Hawaii	Nez Perce Tribe	Idaho
American Indian Association of Tucson	Arizona	Northern California Indian	
American Indian Community Center	Washington	Development Council, Inc.	California
Artic Slope Native Association, Limited	Alaska	Northwest Indian College	Washington
* Association of Village Council Presidents	Alaska	Organization of Forgotten Americans, Inc.	Oregon
* Bristol Bay Native Association	Alaska	* Orutsaramuit Native Council	Alaska
California Indian Manpower Consortium, Inc. ...	California	Pascua Yaqui Tribe	Arizona
Candelaria American Indian Council	California	Phoenix Indian Center, Inc.	Arizona
* Central Council of Tlingit and Haida	Alaska	Puyallup Tribe of Indians	Washington
* Chugachmiut	Alaska	Quechan Indian Tribe	Arizona
Colorado River Indian Tribes	Arizona	Salt River/Pima-Maricopa Indian	
* Colville Confederated Tribes	Washington	Community	Arizona
* Confederated Tribes of Siletz Indians	Oregon	San Carlos Apache Tribe	Arizona
Confederated Tribes of the Umatilla	Oregon	Seattle Indian Center, Inc.	Washington
Confederated Tribes of Warm Springs	Oregon	* Shoshone-Bannock Tribes	Idaho
* Cook Inlet Tribal Council	Alaska	Shoshone-Paiute Tribes	Nevada
Gila River Indian Community	Arizona	Southern California Indian Center, Inc.	California
Hopi Tribal Council	Arizona	State of Hawaii Department of Labor	
Indian Human Resource Center, Inc.	California	and Industrial Relations	Hawaii
Inter-Tribal Council of Arizona, Inc.	Arizona	Tanana Chiefs Conference	Alaska
Inter-Tribal Council of Nevada, Inc.	Nevada	The Tulalip Tribes	Washington
* Kawerak, Incorporated	Alaska	Tohono O'odham Nation	Arizona
Kenaitze Indian Tribe	Alaska	Tule River Tribal Council	California
* Kodiak Area Native Association	Alaska	United Indian Nations, Inc.	California
Las Vegas Indian Center, Inc.	Nevada	Western Washington Indian	
Makah Tribal Council	Washington	Employment and Training Programs	Washington
Maniilaq Manpower, Inc.	Alaska	White Mountain Apache Tribe	Arizona
Metlakatla Indian Community	Alaska	Ya-Ka-Ama Indian Education and	
Native Americans for Community Action, Inc.	Arizona	Development	California

“Midwest” Multi-Region

Alabama-Coushatta Indian Tribal Council	Texas	Crow Tribe of Indians	Montana
Alamo Navajo School Board, Inc.	New Mexico	Dallas Inter-Tribal Center	Texas
All Indian Pueblo Council, Inc.	New Mexico	Delaware Tribe	Oklahoma
American Indian Center of Arkansas, Inc.	Arkansas	Denver Indian Center, Inc.	Colorado
American Indian Council, Inc.	Missouri	Eight Northern Indian Pueblos Council	New Mexico
Assiniboine & Sioux Tribe	Montana	Five Sandoval Indian Pueblos, Inc.	New Mexico
Blackfeet Tribal Business Council	Montana	Fort Belknap Community Council	Montana
Caddo Tribe of Oklahoma	Oklahoma	Four Tribes Consortium of Oklahoma	Oklahoma
Central Tribes of the Shawnee Area, Inc.	Oklahoma	Indian Center, Inc.	Nebraska
Cherokee Nation of Oklahoma	Oklahoma	Indian Training and Education Center	Utah
Cheyenne River Sioux Tribe	South Dakota	Inter-Tribal Council of Louisiana, Inc.	Louisiana
Cheyenne-Arapaho Tribes of Oklahoma	Oklahoma	Inter-Tribal Council of Northeastern	
Chickasaw Nation of Oklahoma	Oklahoma	Oklahoma	Oklahoma
Choctaw Nation of Oklahoma	Oklahoma	Jicarilla Apache Tribe	New Mexico
* Citizen Potawatomi Nation	Oklahoma	Kiowa Tribe of Oklahoma	Oklahoma
Comanche Indian Tribe of Oklahoma	Oklahoma	Lower Brule Sioux Tribe	South Dakota
Confederated Salish & Kootenai Tribes	Montana	Mescalero Apache Tribe	New Mexico
Creek Nation of Oklahoma	Oklahoma	Mid-American All Indian Center, Inc.	Kansas

* Denotes JTPA Section 401 Grantees Participating under Public Law 102-477

Montana United Indian Association	Montana	Seminole Nation of Oklahoma	Oklahoma
National Indian Youth Council	New Mexico	* Shoshone and Arapahoe Tribes	Wyoming
Northern Cheyenne Tribe	Montana	* Sisseton-Wahpeton Sioux Tribe	South Dakota
Oglala Sioux Tribe	South Dakota	Southern Ute Indian Tribe	Colorado
Oklahoma Tribal Assistance Program, Inc.	Oklahoma	* Spirit Lake Sioux Tribe	North Dakota
Omaha Tribe of Nebraska	Nebraska	Standing Rock Sioux Tribe	North Dakota
* Osage Nation	Oklahoma	Stone Child College	Montana
OTOE-Missouri Indian Tribe	Oklahoma	* Three Affiliated Tribes	North Dakota
Pawnee Tribe of Oklahoma	Oklahoma	Turtle Mountain Band of Chippewa	North Dakota
Ponca Tribe of Oklahoma	Oklahoma	United Sioux Tribal Development	
Pueblo of Acoma	New Mexico	Corporation	South Dakota
Pueblo of Laguna	New Mexico	United Tribes of Kansas and	
Pueblo of Taos	New Mexico	Southeastern Nebraska, Inc.	Kansas
Pueblo of Zuni	New Mexico	United Tribes Technical College	North Dakota
Ramah Navajo School Board	New Mexico	United Urban Indian Council, Inc.	Oklahoma
Rosebud Sioux Tribe	South Dakota	Ute Indian Tribe	Utah
Santa Clara Indian Pueblo Tribal		Ute Mountain Ute Tribe	Colorado
Government	New Mexico	Winnebago Tribe of Nebraska	Nebraska
Santo Domingo Tribe	New Mexico	Ysleta Del Sur Pueblo	Texas

“East” Multi-Region

Abenaki Self Help Association	Vermont	Milwaukee Area American Indian	
American Indian Community House, Inc.	New York	Manpower Council	Wisconsin
American Indian Opportunities, Inc.	Minnesota	Minneapolis American Indian Center	Minnesota
Baltimore American Indian Center, Inc.	Maryland	Mississippi Band of Choctaw Indians	Mississippi
Bois Forte Reservation Tribal Council	Minnesota	Nanticoke Indian Association, Inc.	Delaware
Council of Three Rivers	Pennsylvania	Native American Community	
Cumberland County Association		Services of Erie & Niagara	New York
for Indian People	North Carolina	Native American Cultural Center, Inc.	New York
Eastern Band of Cherokee	North Carolina	Native American Indian Association	Tennessee
Florida Governor’s Council		North American Indian Association	
on Indian Affairs	Florida	of Detroit, Inc.	Michigan
Fond du Lac R.B.C.	Minnesota	North American Indian Center of	
Grand Traverse Band of Ottawa		Boston, Inc.	Massachusetts
Chippewa Indians	Michigan	North American Indian Cultural	
Guilford Native American Association	North Carolina	Center, Inc.	Ohio
Haliwa-Saponi Tribe, Inc.	North Carolina	North Carolina Commission of	
* Ho-Chunk Nation	Wisconsin	Indian Affairs	North Carolina
Inter-Tribal Council of Alabama	Alabama	Oneida Tribe of Indians	Wisconsin
Inter-Tribal Council of Michigan, Inc.	Michigan	Penobscot Nation	Maine
Lac Courte Oreilles Tribal Governing Board ...	Wisconsin	Poarch Band of Creek Indians	Alabama
Lac du Flambeau Band of Lake		Powhaton Renape Nation -	
Superior Chippewas	Wisconsin	Rankokus Reservation	New Jersey
Leech Lake R.B.C.	Minnesota	Red Lake Tribal Council	Minnesota
Lumbee Regional Development		Rhode Island Indian Council	Rhode Island
Association	North Carolina	Sault Ste. Marie Tribe of Chippewa Indians	Michigan
Mashpee-Wampanoag Indian		* Seminole Tribe of Florida	Florida
Tribal Council, Inc.	Massachusetts	Seneca Nation of Indians	New York
Mattaponi, Pamunkey, Monacan		South Carolina Indian	
Consortium	Virginia	Development Council, Inc.	South Carolina
Menominee Indian Tribe of Wisconsin	Wisconsin	Southeastern Michigan Indians, Inc.	Michigan
Metrolina Native American		St. Regis Mohawk Tribe	New York
Association	North Carolina	Stockbridge-Munsee Community	Wisconsin
Micosukee Corporation	Florida	The Pokagon Band of Potawatomi Indians	Michigan
Michigan Indian Employment and		Tribal Governors, Inc.	Maine
Training Services	Michigan	* White Earth Reservation Business Council	Minnesota
Mille Lacs Band of Ojibwe Indians	Minnesota	Wisconsin Indian Consortium	Wisconsin

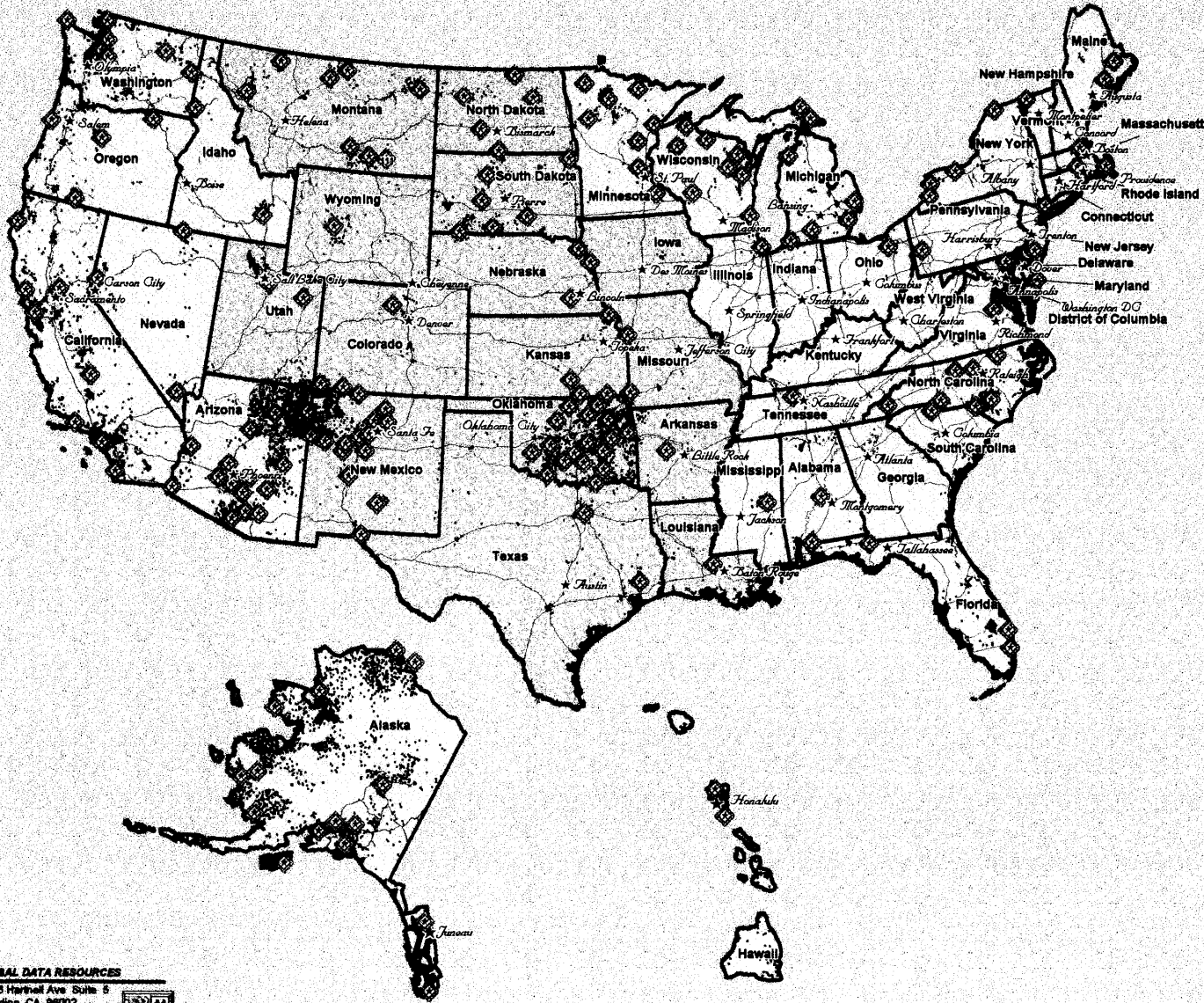
* Denotes JTPA Section 401 Grantees Participating under Public Law 102-477



U.S. Department of Labor

Division of Indian and Native American Programs

Multi-Region "United States"



Native American Population Job Training Partnership Act

◆ = JTPA Grantee

◆ = PL 102-477 Tribe

Native American Population Density

◆ 1 Dot = 100 Native American Residents

Native American Population By Multi-Region

Multi-Region "East"

Region 1

Connecticut, Massachusetts, Maine,
New Hampshire, Rhode Island, Vermont

34,692

Region 2

New Jersey, New York

73,728

Region 3

Delaware, District of Columbia,
Maryland, Pennsylvania, Virginia,
West Virginia

63,482

Region 4

Alabama, Florida, Georgia,
Kentucky, Mississippi, North Carolina,
South Carolina, Tennessee

196,013

Region 5

Illinois, Indiana, Michigan,
Minnesota, Ohio, Wisconsin

206,068

Total 668,983

Multi-Region "Midwest"

Region 6

Arkansas, Louisiana, New Mexico,
Oklahoma, Texas

490,770

Region 7

Iowa, Kansas, Missouri,
Nebraska

66,966

Region 8

Colorado, Montana, North Dakota,
South Dakota, Utah, Wyoming

196,279

Total 743,009

Multi-Region "West"

Region 9

Arizona, California, Hawaii, Nevada

479,806

Region 10

Alaska, Idaho, Oregon, Washington

228,640

Total 708,446

Total Native American Population
For The United States

2,016,437

U.S. Department of Labor
Division of Indian and Native American Programs
Employment and Training Administration

200 Constitution Avenue, N.W.
Room N-4641
Washington, DC 20210
Phone: 202.219.8502
Fax: 202.219.8338



TRIBAL DATA RESOURCES

2576 Hartnell Ave Suite 5
Redding, CA 96002
(530) 222-2664 Voice
(530) 222-8413 Fax
tdr@tribaldata.com E-mail



© 1997, 1998 Tribal Data Resources

Under contract with California Indian Manpower Consortium - TAT Grant No. F-6269-7-00-80-60