

EFFECTIVE PRACTICES CASE STUDY

EDUCATION AND TRAINING



Aboriginal Strategic Initiatives

A NAVAJO NATION PERSPECTIVE

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Executive Summary

In 1997 the Assembly of First Nations launched a two-year process directed at a comprehensive review of social security programming and reform in first Nations communities. The two primary objectives of the AFN Aboriginal Strategic Initiative (ASI) are:

1. *to focus expertise and resources from all available sources to develop creative, practical, positive realistic initiatives, which will improve the social well-being of First Nations*
2. *to define substantive and procedural issues related to achieving social well-being, and to recommend means of resolving them. This will be an essential step toward developing a framework for cooperative action to accomplish the long- term vision of an appropriate, comprehensive system to improve the social well-being of the First Nations.*

The mission statement of the Aboriginal Strategic Initiative is to *develop a First Nations Social Security Safety Net that will be tailored to respond to present local socio-economic realities, which have become consistent with oppressive welfare dependency.*

The purpose of the Aboriginal Strategic Initiative is to (1) maintain and enhance Canada's social security system (health, education and language, income security, social services, people with disabilities and youth issues, seniors and resource development; (2) promote a First Nations governed social security system; (3) resist federal off loading of First Nations treaty, constitutional and fiduciary obligations to provincial governments; (4) repatriate jurisdictional areas to First Nations; and (5) accommodate control of fiscal resources for a First Nations Safety net to First Nations.

The ASI research procedure encompasses a two-way process that consists of: (i) comprehensive research papers and (ii) case studies/effective practices covering topical areas in jurisdiction, child poverty, income support, education and training, language and literacy, labor market training, family and community building, support services, social assistance, health, environment, disabilities, resource development and the environment, and a comparative fiscal analysis.

There are numerous First Nation initiatives presently underway that are addressing the impacts of social security reform. What is not present is a standardized approach to documenting both the strengths and shortcomings of these initiatives. This case study is intended to describe the effective practices component of this directed research project.

This document addresses the effective practices and research findings on the topic of EDUCATION



AND TRAINING from the perspective of the Navajo Nation. We will describe the program activities that are currently underway in the area of Welfare Reform at the Navajo Nation. The Navajo Nation is located in the United States of America in the tri-state area of Arizona, New Mexico and Utah. The total population of the Navajo Nation is 200,000 and the reservation consists of a total land base of 16.2 million acres.

Project Description

Katenies Research and Management Services was commissioned to conduct and complete an effective practices/case studies research project on the topic of Education and Training and to produce a final product that would contribute directly towards the development of a National Strategy and Action Plan for the establishment of a First Nations Social Safety Net.

This final report is compiled in two sections, the first section outlines the background and history of the Navajo Nation, the facts about conditions facing the Navajo Nation today, and the findings of the effective practices research exercise; the second part contains the recommendations for a national strategy and action plan for future directions in social security reform based on what was learned and the recommendations for the benefit of other communities who might wish to use a similar model in their own respective area.

The Research Questions

The overall research questions of this research project were:

1. Define the links between education and training and social security programming.
2. Prepare a descriptive analysis of First Nations lifelong learning components. Special emphasis should be made to lifelong learning as an element in developing strong economies and as a factor in alternatives to Social Assistance.
3. Provide an overview of the issues in education and training with a particular emphasis to accessibility, financial and social supports, curriculum relevance and certification, delivery systems, pedagogy, cultural and linguistic needs and jurisdiction.
4. Explore the education and training needs of current First Nations socio-economic situations in relation to economic development, employment, human resource development and planning, social assistance and poverty.
5. Provide a description of the barriers and obstacles to developing a First Nations social security system that incorporates First Nations education and training considerations and needs, at the community level as they relate to a self-governing process of social security

reform.

6. Investigate the development of an ongoing mechanism or framework for accessing First Nation education and training to ensure needed skills and knowledge acquisition at the community level thought the process of social security reform.

The Effective Practices component of this research will discuss the following two research questions:

1. Identify national and international situations where education and training have had an impact on social security programming.
2. Identify First Nations situations where education and training have had an impact on social security programming.

Findings

Based on the effective practices research analysis and the research team site visit to the Navajo Nation Job Opportunity and Basic Skills (JOBS) Training Program (amended as the Native Employment Works (NEW) program July 1997), our findings were as follows:

- 1) The JOBS program is designed to reduce the inter-generational dependency of individuals on social assistance. The major task at the beginning of the program for the Navajo Nation was identifying the client group out of a total population of over 200,000. This meant developing a data base of "who they were," and "where they were." Once this was done the next major task was addressing their needs.
- 2) The major problems identified for individuals attempting to enter the work force through the Navajo Nation JOBS program after a lengthy stay on social assistance were: poor self concepts, lack of economic opportunities and an economic base for job placement, attitude of personnel towards this type of clientele, lack of life skills on the part of the clients, lack of access to transportation, lack of education and training, lack of access to child care and language.
- 3) The Navajo Nation JOBS program was founded in 1990. It was not until year two that substantial programming could be offered. At that point it was determined that the majority of the client population was (as described in point 1) functionally illiterate. Therefore, the focus of the program needed to be on adult education. The new program could not advocate job placement early on because the majority of the clientele were not "job ready." The goal was 2-3 job placements per quarter in the beginning of the program with the bigger



accomplishment being in the area of GED's at 50 per year.

- 4) The major focus of the Navajo Nation JOBS program had to be one: skills training and second: job placement in that order because of the numerous barriers that had to be overcome before individual clients could be "job ready."
- 5) Some of the struggles with the Navajo Nation JOBS program were set standards of performance that were predetermined by an outside government (the United States). These were not based on the unique demographic circumstances of the Navajo Nation.
- 6) The Economic Development Division of the Navajo Nation does not have the capacity to keep up with the job creation when there are limited resources on the reservation. These jobs are necessary to place successful participants of the JOBS program. Also, job creation for this target group has to be entry level and most of the jobs created are limited in number and for the skilled.
- 7) Ninety-five percent of the welfare population on the Navajo Nation are women with only 5% men. Child care is the major hinderance for mothers and women trying to advance themselves.
- 8) Legislative changes are required by the Navajo Nation Council to address the needs of the JOBS program. The states of Arizona, New Mexico and Utah are too strict in terms of performance indicators. These are not sensitive to the lack of economic capacity that is unique to the Navajo Nation and most other tribes in the United States.

Conclusion:

Consistent with the findings of our EDUCATION AND TRAINING COMPREHENSIVE RESEARCH, the review of the Navajo Nation JOBS program indicated that the vision of the Navajo Nation is to control their own destiny: to be self sufficient and self governing. Most importantly to meet all the basic needs of the Navajo people. This means programs must be Navajo designed with a safe, comfortable and culturally specific environment for learning and change to take place. Services must be provided in both Navajo and English and there must be incentives for participants to participate. Standards of performance must be relevant to the Navajo Nation's needs and focus on the empowerment of individuals and communities. Services must be encouraging, and provided at the most basic level - even if it means going out to individual hogans by four wheel drive or on horse back.

The obstacles to program success for individual participants are labeling and discrimination at the community level. Intimidation and lack of job readiness, as well as, lack of adequate skills for job placement. Lack of economic development and jobs and limited access to services are also a major

hinderance to program success. Many poverty related stresses are a major factor limiting individual success and participation. These include lack of access to essential services such as housing, running water, electricity, transportation and phone service.

Challenges for the future include:

- * Education and training of staff to serve the "hard to serve"
- * Getting services to the community level
- * Educating the leadership to the needs of the "truly needy"
- * Reducing hassle for clients in terms of paperwork and entitlement requirements
- * Being user friendly to the clientele
- * Recruiting and maintaining qualified and certified personnel
- * Maintaining coordinated communication among all stakeholders

Most importantly, meeting the needs of the Navajo people as determined by the Navajo Nation itself.



Introduction

In 1988 the Job Opportunities and Basic Skills Program (JOBS) was established under Title IV-F of the Social Security Act. The act allowed Native American tribes to operate their own JOBS Programs under direct federal supervision. One of the largest tribes in the United States, the Navajo Nation, has been selected as a site for our case study based on the effective practices they have utilized to reduce inter-generational dependence on social assistance through the JOBS program. We have selected the Navajo Nation due to their size, location and most importantly, their extensive experience with education and training as a tool for reducing welfare dependency within their territories.

The Family Support Act of 1988, which is the enabling legislation for the JOBS program, requires tribal organizations to coordinate with state welfare agencies to provide "educational, employment and training opportunities for recipients of Aid to Families with Dependent Children (AFDC) in order to avoid long term welfare dependency." The Navajo Nation coordinates with four states (Arizona, New Mexico, Utah and Colorado) to provide the services necessary to assist JOBS participants in meeting the costs for child care during program participation, along with medicaid services (source: Navajo Nation JOBS program).

The program also "targets young parents without a high school education, parents who have been on AFDC for over three years and/or persons who are within two years of ineligibility because of the age of the youngest child." The program provides for educational, and vocational training, individual and group job search, job readiness and job development for prospective clients. The Navajo Nation has five agencies throughout its territories that provide JOBS service delivery in conjunction with JTPA (Job Training Partnership Act) services.

The Navajo Nation JOBS program operates on two year cycles at the rate of approximately \$1.7 million per year. The number of individuals served by the JOBS program in Fiscal Year 1996 was 955 persons out of a state caseload of 7,494 AFDC recipients: Arizona (4,103), New Mexico (3,080), Utah (259) and Colorado (52). In the first quarter (October 1, 1993 to December 31 1994) the program served 784 clients of which 123 participated in the GED program, 67 enrolled in post-secondary school, 29 in vocational training, 19 in job search, 21 in JTPA Work Experience and the remaining 490 were on waiting lists to enroll in various activities. Outcomes for these individuals at the end of the next quarter were: 3 received their GED, 21 completed Adult Basic Education, 10 completed vocational training and 17 were placed in jobs. One hundred and sixteen participants did not comply with the requirements of the program (source: Navajo Nation JOBS program).

On August 22, 1996 President Clinton signed Public Law 104-193 the *Welfare Reform Act* which ended welfare as we currently know it. The focus of Public Law 104-193 is: "*putting people to work, increasing the JOBS program, supplementing child care programs and eliminating the entitlement status of programs such as AFDC (Aid for Families with Dependent Children).*" The *Welfare Reform*

Law consists of several titles which all directly effect welfare (AFDC) recipients. In short they are:

<i>Title I</i>	<i>Block Grants for Temporary Assistance for Needy Families (TANF)</i>
<i>Title II</i>	<i>Supplemental Security Income</i>
<i>Title III</i>	<i>Child Support</i>
<i>Title IV</i>	<i>Restricting Welfare and Public Benefits for Aliens</i>
<i>Title V</i>	<i>Child Protection</i>
<i>Title VI</i>	<i>Child Care</i>
<i>Title VII</i>	<i>Child Nutrition Programs</i>
<i>Title VIII</i>	<i>Food Stamps and Commodity Distribution</i>
<i>Title IX</i>	<i>Miscellaneous</i>

As of October 1, 1996 Aid to Families with Dependant Children (AFDC) payments were no longer Federal entitlement benefits. The law eliminated the open-ended federal entitlement program of AFDC and created a block grant for states or Native American tribes to provide time limited cash assistance for needy families.

The *Welfare Reform Law* authorizes the Department of Health and Human Services (DHHS) to provide block grants to tribal governments to operate Temporary Assistance to Needy Family (TANF) programs. Title I - Block Grants for TANF, Section 412, authorizes direct federal funding to tribal governments to operate TANF programs. This law is in effect from July 1, 1997 to June 31, 2002 and provides fixed funding for six years. The impact on the Navajo Nation is significant. There are two options: one that the Navajo Nation run a TANF program itself, or option two: to allow the states of Arizona, New Mexico, Utah and Colorado to provide the services on behalf of the tribe. The law requires TANF beneficiaries to participate in mandatory work activities within two years of receiving benefits or (participate in) community services within two months if no work is available. The law places a five year limit on TANF benefits to a family unit. If the Navajo Nation provides TANF benefits payments and services to reservation residents the services would include child care, referral to job training programs, and assistance in finding employment (source: Navajo Nation Welfare Reform Task Force February 1997).

In summary, there are several significant impacts of the *Welfare Reform Law* that will have devastating effects on the Navajo Nation and ultimately every tribal entity within the jurisdiction of the United States. The Navajo Nation, like most other tribes (and First Nations), has many socio-economic-educational problems to address within its' population, along with extreme poverty, high unemployment rates and large numbers of dysfunctional families. Literacy, an unskilled labor force, lack of employment opportunities and welfare dependency are major issues for the Navajo Nation (source: Navajo Nation JOBS program).

The realities of the Navajo Nation are a stark difference to the realities of the non-Navajo world. Many of the conditions on the Navajo Nation are comparable to those found in underdeveloped



third world countries. Ninety five percent of the AFDC recipients referred to the Navajo Nation JOBS program were single custodial mothers; with five percent single custodial fathers. Six percent were age 18 and under, 17% were age 19 through 24, and 82% were 25 years old or older. The problem among most of the welfare recipients on the Navajo Nation is illiteracy and lack of job skills. Fifty percent of the recipients have less than a 12th grade education and one percent have a high school diploma or GED. Only 13 percent have some college education or have gone beyond grade 12 (source: Navajo Nation JOBS program).

Welfare recipients on the Navajo Nation face many barriers that impede their ability to advance themselves. Seventy percent of the welfare population served by the JOBS program had reading levels below the 8.9 grade level. Thirty percent had reading levels above the 8.9 grade level. Because of high illiteracy rates, drop out levels are extremely high. There are also "pockets of poverty" on the Navajo Nation where areas are so remote that economic development virtually does not exist. Life in these remote areas is complicated and welfare recipients remain "enmeshed" in dysfunctional families where domestic violence, alcohol and drug abuse are rampant. These problems are also associated with multiple generations of families (source: Navajo Nation JOBS program).

A holistic approach is critical to addressing the needs to such a "needy" population. Substance abuse education and counseling, life skills, personal/marital counseling, parenting classes, work experience, literacy training, housing, transportation and day care services are just a few of the essential services required. Linkages on the part of service providers and effective case management are critical to making the goal of self-sufficiency a reality for the Navajo Nation population.

This study discusses and analyzes the circumstances of the Navajo Nation in relation to how the *Welfare Reform Law* will impact the tribe as it strives towards its goal of self- government and the exercise of sovereignty over its human and natural resources. In the first part of our report we describe the Navajo Nation, the programs it offers in the area of employment and training, the impacts of these programs on the population, and finally, in the conclusion we offer some insights from the experience of the Navajo's on the future of welfare reform across the country.

Background

The Navajo Nation is the largest tribe in the United States and covers 16.2 million acres or 25,351 square miles in the tri- state region of Arizona, New Mexico, and Utah. The current population of the Navajo Nation is approximately 200,000 with a growth rate of about 3%. It is anticipated by the year 2038 that the Navajo population will be 750,000 and by the year 2050 about 1,000,000.

There are 110 communities within the Navajo Nation distributed between five agencies: Western Navajo Agency, Chinle Agency, Fort Defiance Agency, Shiprock Agency and Eastern Navajo Agency. Within this agency structure there are 21 districts.

The Capital of the Navajo Nation is Window Rock, Arizona. The Navajo Nation government like the U.S. Government has three branches: an Executive Branch, Legislative Branch and Judicial branch. The President of the Navajo Nation and the Vice President are elected by Navajo voters for a period of four years to oversee the Executive Branch.

There is a Navajo Nation Council which consists of 88 council delegates who represent 110 respective chapter communities. They are also elected by Navajo voters for a period of four years. The Speaker of the Council is elected from among the 88 delegates for a period of two years to oversee the Legislative Branch. The Council sits in session quarterly and for specific issues will hold special sessions as required. There are 12 oversight committees who provide legislative oversight to hundreds of programs and services on the Navajo Nation.

The Chief Justice, who is nominated by the President and confirmed by the Navajo Nation council, serves as the head of the Judicial Branch (source: Navajo Nation JOBS program).

The Navajo Nation despite its enormous resources has a population of 56.1 percent who live below the poverty level. Unemployment is four times higher than that of the United States and of the total housing units on the Navajo Reservation, 50 percent to 80 percent do not have complete plumbing or kitchen facilities. Less than 40 percent of Navajo homes have sewer disposal facilities, and 77 percent of occupied housing units on the reservation do not have telephones. Currently the Navajo Nation is funded for 45 percent of the actual homes that are needed to house the Navajo Nation population. Due to lack of adequate funding the Navajo Nation is over 50 years behind in roads and transportation construction.

On the Navajo Reservation 58.8 percent of the population have less than a 9th to 12th grade education or no diploma at all. According to the 1990 Census, only 24.2 percent of the total Navajo population has a high school diploma or higher.

The breakdown of Navajo Nation population by Agency is as follows:

TABLE 1.1
TOTAL RESIDENT POPULATION OF NAVAJO NATION AGENCIES: 1990

Agency	Indian Population	Non-Indian Population	Total Population
Western Navajo Agency	32,061	1,595	33,656
Chinle Agency	22,993	732	23,725
Fort Defiance Agency	40,241	1,311	41,552
Shiprock Agency	26,230	657	26,887



Eastern Navajo Agency	27,458	1,998	29,456
Total	148,983	6,293	155,276

Source: 1990 Census, Population and Housing Characteristics of the Navajo Nation

TABLE 1.2
EDUCATIONAL ATTAINMENT ON THE NAVAJO NATION 1990
Number of American Indian persons 25 years of age and older with:

<i>Grade Level</i>	<i>Number</i>	<i>Percent</i>
<i>Less than 9th Grade</i>	<i>23,274</i>	<i>36.4</i>
<i>9th grade to 12th Grade, No Diploma</i>	<i>14,306</i>	<i>22.4</i>
<i>High School Graduate</i>	<i>15,477</i>	<i>24.2</i>
<i>Some college, No Degree</i>	<i>6,647</i>	<i>10.4</i>
<i>Associate Degree</i>	<i>2,380</i>	<i>3.7</i>
<i>Bachelor's Degree</i>	<i>1,254</i>	<i>1.9</i>
<i>Graduate/Professional Degree</i>	<i>638</i>	<i>1.0</i>

Source: Navajo Nation Profile (1993)

As illustrated in Table 1.2, 36.4% of the Navajo Nation population has less than a grade nine education and 22.4% grade 9-12 with no diploma. Twenty-four percent are high school graduates and 10% of the population has some college beyond high school. Only 6.6% of the population have college education at the associates, bachelors or graduate level.

TABLE 1.3
INCOME AND POVERTY STATUS 1970-1990
ON THE NAVAJO NATION

	1970 CENSUS	1980 CENSUS	1990 CENSUS
Per Capita Income	\$ 776	\$2,414	\$ 4,106
Median Family Income	\$3,084	\$9,079	\$11,885
% of Persons Below Poverty Level	64.5%	49.7%	56.1%
% of Families Below Poverty Level	62.1%	47.3%	57.4%

Source: Navajo Nation Profile 1993

As illustrated in Table 1.3 Income and Poverty Status on the Navajo Nation the per capita income for the Navajo Nation according to the 1990 Census was \$4,106. Sixty-six percent of the Navajo

population are below the poverty level and fifty-seven percent of the families on the Navajo Nation are below the poverty level. The median family income of the Navajo Nation is \$11,885.

TABLE 1.4
SCHOOL ENROLLMENT (1990)
ON THE NAVAJO NATION
Number persons 3 years of age and older enrolled:

	Number	Percent
<i>Pre-primary</i>	3,286	6.2
<i>Elementary and High School</i>	43,795	82.2
<i>College</i>	6,183	11.6

Source: Navajo Nation Profile 1993

Navajo Philosophy

The Navajos believe that their children, their elders, and their people, are their most precious resource, that they are the link to the past, and the hope for the future. Because their human resources are so vitally important to the Navajo Nation, they believe it is vitally important that their government exercise jurisdiction over the programs and services that have a lasting impact on the survival of their people.

Because education, health, housing, social programs, economic development and community development shapes the destiny of the Navajo Nation's people, they believe it is vitally important that they have control over the programs that have such a lasting impact. They also believe that these issues should be addressed in a comprehensive manner that will benefit all their people.

As part of this process the Navajo Nation is working to safeguard and develop its language, culture, economy, institutions and traditions in order to determine and control future development according to the values and priorities of its peoples. These basic institutions are the fundamental tools necessary to develop and strengthen the Navajo Nation.

Equality of access to basic human services, life-long learning, decent housing, infrastructure, economic development and community development are a fundamental right of all Navajo Nation people. Navajos believe that human resources are a vital aspect of the Navajo Nation that must be protected and enhanced. Public and social health, education and training, counselling and guidance,



and the preservation of traditional culture and values, all must be considered as parts of an ongoing program to develop their human resources.

The believe that their children are their most precious resource and it is their intention to prepare their children to carry on their culture and their government by providing the resources needed to protect them and encourage them (source: E'e'ahjí Diné Bikéyah Náhiilnaah Bánahat'á Rehabilitation Planning for Western Navajo Land).

MAGNITUDE OF PROBLEMS AND PRIORITIES FOR ACTION

As indicated in the Navajo Nation Chapter Profile (1993) the needs and priorities for action are:

- HOUSING:** *Housing shortages, deterioration and overcrowding, homelessness.*
- ROADS:** *Lack of road maintenance, poor roads, and inadequate access to employment areas.*
- HEALTH FACILITIES:** *Lack of or inadequate health service facilities.*
- ECONOMIC DEVELOPMENT:** *High unemployment rates and little economic development.*
- LAND FILLS:** *No landfills, or use of hazardous open dumps.*
- COMMUNICATIONS:** *Lack of adequate communication systems.*
- LAND USE MANAGEMENT:** *The need for land use management and planning.*
- COMMUNITY FACILITIES:** *Unmet community facility needs:
community center improvement or expansion
new chapter houses
recreation facilities
public safety and fire protection facilities
schools and pre-schools
social service offices
police stations
health clinics*

veterinary programs

WATER AND RESOURCES:

Range and water resource degradation and need for resource improvement projects.



Description of Employment and Training Programs on the Navajo Nation

Job Training Partnership Act (JTPA)

A federal employment and training program to prepare youth and adults facing barriers to employment by providing job training and other services that will enhance employment, and increase educational and occupational skills, thereby improving the quality of the work force of the Navajo Nation.

Job Opportunity Basic Skills (JOBS)/Native Employment Works (NEW) Program

A program which provided AFDC recipients the opportunity to participate in job-training, work and education related activities that lead to economic self-sufficiency. Also, provides support services such as transportation and child care.

Eligibility Requirements:

- * Native American
- * Resident of Navajo Service Delivery Area (meet one or more of the following criteria for various programs)
- * Unemployed or under-employed
- * Economically disadvantaged (low income)
- * Laid-off
- * Hard-to-serve individuals (basic skill deficient, school dropouts, welfare recipients, offenders, disability and homeless)

Programs Available

- * **Classroom Training:** vocational education at various institutions. Navajo Department of Employment and Training may assist with tuition, lodging, meals, transportation, child care.
- * **Community Service Employment:** provides temporary employment. Participant is paid by the Navajo Department of Employment and Training while given the opportunity to locate permanent employment.
- * **On-the-Job Training:** trainees are hired in full-time jobs to acquire necessary job specific skills for permanent employment while earning regular wages.
- * **Youth Tryout Employment:** on-the-job training for Navajo youth.
- * **Work Experience:** a short term employment with tribal or government entities that enable the participant to gain experience to become better qualified and improve skills for advancement or job placement.

- * **Economic Dislocated Workers Adjustment Act:** JTPA services provided to laid-off employees. A retraining program for dislocated workers and displaced homemakers and those determined to be long-terms employed.
- * **55 Older Individuals:** JTPA services for 55 and older individuals.
- * **Basic Education:** opportunity to earn GED or academic credit through remediation, assessment, testing services.
- * **Customized Training Specific:** training activity using a combination of classroom training and on-the-job-training.
- * **Summer Youth Employment and Training Program:** youth between the ages of 14-21, receive work experience while enhancing their basic educational skills and earn wages to help them through the school year.

The Navajo Nation established a task force on December 16, 1996 under the direction of the President, to address the Welfare Reform Act. This task force was charged with the responsibility of developing a Tribal TANF (Temporary Assistance to Needy Families) Plan. Currently the Navajo Nation administers Child Support (Title III), Child Protection (Title V), Child Nutrition (WIC, Headstart), Programs and Commodity Distribution Programs. The states of Arizona, New Mexico and Utah administer food stamps programs for eligible Navajo clients. The federal government directly administers social security insurance (SSI) programs.

The Navajo Nation is committed to encourage and promote self-sufficiency and personal responsibility. The main purpose of the Navajo TANF program is to reduce the dependency on public assistance by promoting job preparation, work and family stability, to prevent and reduce the prevalence of out-of-wedlock pregnancies; and to encourage the formation, maintenance and strengthening of two-parent families as another feature of the Navajo TANF program.

TABLE 1.5
ESTIMATED NUMBER OF NAVAJO PEOPLE WHO WILL RECEIVE BENEFITS

STATE	ADULTS	CHILDREN	TOTAL
ARIZONA	4,648	9,632	14,380
NEW MEXICO	4,1477	8,354	12,531



UTAH	263	441	704
TOTAL	9,088	18,427	27,615

Source: TANF proposal 1998 Navajo Nation

Geographic Service Area

The Navajo Nation is a sovereign nation which covers 16.2 million acres (27,000 square miles including newly acquired lands) in the heart of the four-corner state region covering Arizona, New Mexico, Colorado and Utah. The Navajo Nation is a vast rural area located in the Southwest region of the United States extending from 37 degree North latitude and 109.3 West longitude. Navajoland is situated on the Colorado Plateau and the average elevation is about 6,000 feet about sea level but varies from 2,760 feet above sea level, at the lowest point within the Navajo Nation at the confluence of the Little Colorado and Colorado River, to 10,388 feet above sea level, Navajo Mountain, the highest point within the Navajo Nation. Almost 65% of the total Navajo land area is in northeast Arizona and the remaining 27% in New Mexico, with only 7% of Navajo land in Utah. The Navajo Nation overlaps a total of eleven (11) counties and consists of a wide variety of terrain, mountains, deep arroyos, canyons, rocks and sandy plains, valley, buttes and high rock formations (source: Navajo Nation Profile)

The climate is generally arid and semi-arid, with average monthly temperatures ranging from the 29 degrees F in the winter time to a high of 97 degrees F in July and August. The number of people per square mile is 637.

The Navajo Nation is larger than ten U.S. states. It is near equal in size to Rhode Island, Connecticut, New Jersey and New Hampshire combined. The Navajo Nation is closest in size to West Virginia and is bigger by another 1,120 acres. Natural resources consist of petroleum, coal, uranium, timber, land and water. Eighty-two percent of the languages spoken in the home are American Indian (Navajo), 17 percent English and 1 percent Spanish/Asian or other.

Principal employment by industry on the Navajo Nation consists of educational services (18.85%), retail trade (13.70%), other professional & related services (10.44%), public administration (10.24%), Construction (8.86%), and health services (7.3%). Other areas include: mining (4.88%), communication and public utilities (3.96%) and personal services (3.99%) (source: Chapter Images, 1993).

Unlike other tribes, the Navajo Nation is unique in many ways. The geography and demographic characteristics drastically affect the life style of the entire nation. The culture, language, traditions and other social, economic, education and health characteristics are also very unique. Because of its diverse geographic, cultural and historical context the Navajo Nation is an attractive place to a variety of people. The Navajo Nation is known as a place of harmony, peace and beauty. The

Navajo Nation also has four satellite communities located in Alamo, Canoncito, Ramah and Newlands in Sanders, all located in central New Mexico and Arizona.

Detailed Explanation of the Effective Practice

On July 1, 1997, the Native Employment Works (NEW) began as authorized under Section 412 (a) (2) of the "Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA)". This Act authorized payment of \$7,638,474 to the 78 eligible Tribal **JOBS** Grantees for each of fiscal years 1997-2002.

Public Law 104-193 (PRWORA), changed the current welfare system and enabled Indian Tribal governments to receive direct Federal funding to administer Tribal Temporary Assistance for Needy Families (TANF) programs. Title 1 of the law also preserved the existing Tribal JOBS (*Job Opportunities and Basic Skills Training*) programs and created a new tribal work activities program (source: Department of Health and Human Services).

The Native Employment Works (NEW) program (formerly *Job Opportunity and Basic Skills (JOBS) Training Program*) is a program that is funded by the federal government under section 412 (a) (2) of the Social Security Act. Section 412 (a) (2), as amended, authorizes the Secretary to issue grants to eligible Indian tribes to operate a program that makes work activities available to the designated service population. An "eligible Indian Tribe is an Indian Tribe or Alaska Native organization that operated a *Job Opportunities and Basic Skills Training (JOBS) program* in fiscal year 1995." This work activities program is called the Native Employment Works (NEW) Program.

What is the purpose of the Native Employment Works (NEW) program under section 412 (a) (2) of the Social Security Act, as amended?

The purpose of the NEW program is to provide the opportunity to eligible Indian Tribes and Alaska Native organizations to flexibly administer work opportunities and services to their needy clients. The scope of the NEW programs "should assist Indian Tribes in reducing and ending dependency of Tribal families on government benefits and assist their clients to achieve self-sufficiency." (source: Federal Register)

How does this structure fit into the community?

The JOBS/NEW program is operated under the auspices of the Navajo Nation Division of Human Resources Navajo Department of Employment and Training. The Department Director is Mr.



Harold Wauneka and the JOBS/NEW Program Coordinator is Ms. Peggy Sue Nez.

Who is the population to be served by the Native Employment Works (NEW) Program?

The NEW program targets its services to enrolled Navajo Tribal members who are receiving the Temporary Assistance for Needy Family (TANF) Benefits who reside within the Navajo Nation's designated service area who are: (a) custodial single parents under the age of 24 who have not completed high school and who are not enrolled in high school, or the equivalent, or have little or no work experience in the preceding year; and (b) custodial single parents nearing their time limit on TANF Benefits (source: NEW Program Abbreviated Preprint with permission from the Navajo Nation).

What is the geographic area to be served by the Native Employment Works (NEW) Program?

The Navajo Nation's service delivery area covers specified areas that are consistent with the Bureau of Indian Affairs, Social Services definitions, which includes the entire Navajo Reservation areas Trust Lands, and "Near Reservation" lands encompassed by the states of Arizona, New Mexico, Utah and Colorado.

What is the goal of the Native Employment Works (NEW) program?

The goal of the Navajo Department of Employment and Training (NDET) program is to "provide Navajo people with training opportunities and employment experience consistent with labor market demand. In addition, to making employment opportunities available through Economic Development, the Navajo Department of Employment and Training must assure that the Navajo People are prepared to take advantage of those opportunities." An additional goal of the NDET is "to promote maximum use of training and retraining resources to prepare the local work force and strengthen the Navajo Nation's economy." The Native Employment Works (NEW) will "emphasize appropriate job training activities directed at growth occupations and labor market demand" (source: NEW Program Abbreviated Preprint).

What are the impacts of the Native Employment Works (NEW) Program and the Welfare Reform Law on the Navajo Nation?

According to the Navajo Nation's description of the impacts of this program "the new Welfare Reform Act of 1996, which was signed into law by President Clinton on August 22, 1996, has put a great burden on Indian reservations, where job opportunities are few and far between." Specifically on the Navajo Nation there are three significant problems:

- 1) "There are approximately 4,600 Navajo families in the Arizona portion of the Navajo Nation who are under the Aid to the Families with Dependent Children (AFDC) program. Of this

number, according to the current schedule of the state of Arizona, an estimated 1,115 Navajo families will be off the program on November 1, 1997." Every year more families will be off the program at the same alarming rate, not only in Arizona, but also New Mexico, Utah and Colorado, where Navajos also reside and are under the AFDC program.

2) If the Temporary Assistance to Needy Families (TANF) Plan is accepted, the Navajo Nation will have to create a minimum of 350 jobs each year to avoid penalty by the federal government.

3) The TANF program will cease to exist in 2002 according to current law.

Most significantly, the Navajo Nation is faced with the "massive job of creating jobs not only to accommodate welfare recipients but also to reduce the massive unemployment rate of 44.61%" (source: NEW Program Abbreviated Preprint).

What are the indicators used to measure the success of the Native Employment Works Program?

The Navajo Nation's Native Employment Works Program, like the Job Training Partnership Act (JTPA) has "established Performance Standards" for programs operated by the Division. "These standards include measurement of participant enrollment levels and positive outcomes." To cite some specific examples from the Navajo Nation plan "enrollment levels for Education, Vocational Training, On-the-Job training, shall be maintained at not less than 85% or more than 115% of planned levels. This standard will be measured quarterly."

The "Positive Termination Rate" is measured for each activity "by calculating the total number of participants receiving enhancement terminations plus the total number of participants receiving job placements, divided by the total number of participants terminated from the program."

The "Entered Employment Rate" will be measured for each activity "by calculating the total number of participants who have received bonified job placements, divided by the total number of participants terminated from the program."

The "Enhancement Rate" will be measured for each activity by "calculating the total number of participants who have received enhancement terminations, divided by the total number of participants terminated from the program." Examples of "enhancements" are receiving a GED or High School diploma, a post-secondary degree, a vocational certification or occupational degree.

Who are the important stakeholders, providers and partners of the program?

Some of the important stakeholders, providers and partners of the Native Employment Works



Program are:

- * The Navajo Nation (Temporary Assistance for Needy Families) TANF program
- * The Navajo Nation (Job Training Partnership Act) JTPA program
- * Navajo Nation Division of Economic Development
- * Navajo Nation Division of Social Services
- * Education Agencies on the Navajo Nation and local School Districts
- * Child Care Service Providers
- * (Job Training Partnership Act) JTPA Programs for Arizona, New Mexico and Utah
- * TANF Programs for Arizona, New Mexico and Utah
- * Private Industry
- * State Employment Services Agencies for Arizona, New Mexico and Utah
- * Navajo Head Start Program
- * Bureau of Indian Affairs General Assistance Program
- * Navajo Nation Child Support Enforcement Program
- * Navajo Nation Housing Assistance Program
- * Family Grandparent Program

What are the internal controls for measuring program success?

The Navajo Department of Employment and Training has a monitoring and evaluation unit that is responsible for monitoring compliance "with program operation, performance and expenditure reviews regarding (the) department's achievements."

"The Department is responsible for providing employment and training support services leading to employment goals for the self sufficiency and self reliance of its tribal members."

"The Department provides the guidance and vocational counseling necessary to obtain employment, as well, all participants are encouraged, assisted, and required to fulfill their responsibilities to support their children by preparing for, accepting, and retaining such employment as they are capable of performing."

What are some of the specific services to be provided by the Native Employment Works (NEW) program?

The following table outlines the program activities, stakeholders and specific services provided by the Native Employment Works (NEW) program (formerly JOBS program):

Table 2.1.1
Description of Program Activities

<i>Work Activity and Provider</i>	<i>Activity</i>
<p><i>High School Education/Alternative Education GED</i></p> <p><i>Provider: School District/ Other Educational Institution</i></p>	<p><i>High School Diploma or GED Certificate is necessary for employment goal</i></p>
<p><i>Education Directly related to Employment, Basic/Remedial Education</i></p> <p><i>Provider: School District, Educational Institution, NEW and JTPA programs</i></p>	<p><i>Literacy Level is at less than grade 8-9 and remediation is needed for pursuing employment goal</i></p>
<p><i>Self-initiated Education or Training</i></p> <p><i>Provider: Vocational or Educational Institution</i></p>	<p><i>Continuation of enrollment into Post-Secondary Educational Institution, Vocational or Technical Training Institute. Client is in good standing and course or study is consistent with employment goal.</i></p>
<p><i>Vocational Education (Job Skills) training (not to exceed 12 months with respect to any individual</i></p> <p><i>Provider: Vocational or Educational Institution, NEW and JTPA Programs</i></p>	<p><i>Job-specific skills instruction obtained at local skills centers, vocational school or community colleges. Areas of instruction will be for employment that is consistent with the local market</i></p>
<p><i>Job Readiness Assistance</i></p> <p><i>Provider: Employment Security Offices, NEW and JTPA Programs</i></p>	<p><i>Job preparation course which includes learning about employer expectations, acceptable work behaviors/attitudes and acquiring skills for preparing resumes, finding employment, job interviewing and keeping a job.</i></p>
<p><i>Job Development/Job Placement</i></p> <p><i>Provider: NEW & JTPA Program Staff, Employment Security Office Staff and Vocational Technical Training Institute</i></p>	<p><i>Locates job opening, market clients and/or match clients with employers, help secure job interviews for clients. Job Development services are often included with Vocational Education (job skills) training provided through performance based on Contracts.</i></p>



Table 2.1.2
Description of Program Activities

<i>Work Activity and Provider</i>	<i>Activity</i>
<p><i>Job Search and Job Readiness assistance</i></p> <p><i>Provider: NEW and JTPA staff, Employment Security staff & Vocational Training Institute</i></p>	<p><i>Job Preparation course which includes learning about employer expectations & acceptable work behavior/attitudes and acquiring skills for preparing resumes, job seeking skills, job interviewing and keeping a job. Job Search is required while also participating in training activities.</i></p>
<p><i>On-the-Job Training</i></p> <p><i>Provider: Contractual Agreement funded by NEW & JTPA Grants with Public or Private Sector Employers</i></p>	<p><i>On-the-Job Training is a contracted activity and it provides hands-on experience to learn specific occupational skills at an actual work site while earning a wage. The employer is reimbursed (no more than 50% of wage) for extraordinary training costs.</i></p>
<p><i>Work Experience</i></p> <p><i>Provider: Public and/or Private non-profit employers, local school, colleges and skill centers</i></p>	<p><i>Unpaid alternative work experience: intern/extern associated with educational requirements. Paid alternative work experience: JTPA Work Experience, JTPA community Work Experience, Limited Work Experience, Summer Youth, Public Employment Program, College Work Study</i></p>
<p><i>Economic Development & Job Creation Activities</i></p> <p><i>Special Services (self-employed)</i></p> <p><i>Provider: Professional Services or consultant Contractual Agreements funded by NEW & JTPA Grants</i></p>	<p><i>Attending classes, seminars and/or workshops which provide curriculum design to assist participants who have a business idea and need guidance to determine the practicality and feasibility of implementing such an idea. Participants will develop a business plan which will include seeking appropriate financing, conducting a marketing assessment, learning general management and organizational techniques.</i></p>
<p><i>Transportation</i></p> <p><i>Provider: NEW & JTPA Grant</i></p>	<p><i>Participant must incur transportation expenses in connection with activities in the NEW Program or to accept employment.</i></p>

Table 2.1.3
Description of Program Activities

<i>Work Activity and Provider</i>	<i>Activity</i>
<p><i>Meals</i> <i>Provider: NEW & JTPA Grants</i></p>	<p><i>Participant must incur expenses for lunch in connection with participation in a NEW program activity</i></p>
<p><i>Medical Services</i> <i>Provider: NEW & JTPA Grants</i></p>	<p><i>Payment for a physical or medical examination when it is required as a condition of employment</i></p>
<p><i>Cultural and Traditional Healing</i> <i>Provider: NEW & JTPA Grants</i></p>	<p><i>To enable a participant to access traditional healing for the purpose of psychologically and mentally strengthening one's self and enabling positive participation in NEW program activities</i></p>
<p><i>Child care Services and Transitional Care Assistance</i> <i>Provider: Child Care Development Block Grant and State TANF Supplemental Child Care Assistance</i></p>	<p><i>Provides Child care assistance for activities specified in the participant's Individual Service Strategy. Transitional Child Care Assistance for TANF recipients who need cash assistance due to employment</i></p>
<p><i>Classroom Supplies, Tools/Equipment Union Dues, Clothing, Uniforms etc.</i> <i>Provider: NEW & JTPA Grants</i></p>	<p><i>Items of clothing, tools, equipment, classroom supplies, etc. required by the training programs and items that are not included in the training cost</i></p>
<p><i>Fees e.g. Registration, Testing, Fingerprinting, Licensing & related costs</i> <i>Provider: NEW & JTPA Grants</i></p>	<p><i>The fees required by the training program and the fee(s) not included in the training cost</i></p>
<p><i>One-Time work related expenses (transitional services)</i> <i>Provider: NEW & JTPA Grants</i></p>	<p><i>Provide one-time work related expenses which are necessary for participants to accept or maintain employment</i></p>



<p><i>Rental/Utilities Assistance</i></p> <p><i>Provider: NEW & JTPA Grants</i></p>	<p><i>Participants must need to be temporarily relocated in order to participate in a NEW Program Activity, need to maintain cost of original/permanent housing</i></p>
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(Source: Navajo Nation Jobs Program)

Outcomes of the Initiatives

A detailed interview was held with key staff of the Navajo Department of Employment and Training for the JOBS/NEW Program and JTPA Program on March 3, 1998. The following is the result of that interview.

Question:

Briefly describe what areas of activity and what changes or needs the best practice was designed to address.

Response:

The JOBS (now Native Employment Works) program was designed to reduce the inter-generational dependency of individuals on social assistance. One of the major tasks at the beginning of the program was to identify the client group and develop a data base of who they were and where they were. Once this was done the next major task was addressing their needs.

The major problems identified for individuals attempting to enter the work force after a lengthy stay on social assistance were:

1. Poor self-concept
2. Lack of economic opportunities/economic base for job placement
3. Attitude of personnel towards this type of clientele - there is a need for training and
4. sensitivity training for staff who work with hard to serve clients
5. Lack of life skills
6. Access to transportation
7. Lack of training and education
8. Lack of access to child care
9. Subsistence values
10. Language

Question:

Discuss the particular situation of your community, the problems, the processes or procedures that needed change and led to the rationale for developing the effective practice.

Response:

The JOBS program was initiated in 1990 as part of a grant from the federal government. The federal government molded our people into what they viewed Native Americans as; which was "lazy, useless and uneducated. Now the government is mandating us to do something that is not possible (that is - to eliminate the dependency they created)."

"The JOBS/NEW program would work maybe in urban areas such as Phoenix or Los Angeles but not in a rural isolated community where the Navajo Nation is located." There just is no economic base on the Navajo Nation like there is in large urban centres.

"Because of treaties we have a right to education - the government has 60 years of experience in creating dependency. Now in five years through Welfare Reform they want us to change all that."

At the beginning of the JOBS program the Navajo Nation did a needs assessment. Through this needs assessment a consultant was hired to:

1. Find out about the population to be served. "Who were they? Where were they? How many of them were there? What were their needs?"
2. What data did the states of Arizona, New Mexico and Utah have about those already being served?

Doing a needs assessment was a very effective approach to assessing the problem. It took one full year to identify the clientele. The findings were:

1. Once the clientele were identified an infrastructure to serve them needed to be developed including an automation plan because of the large numbers involved.
2. Half of the population did not even have high school equivalencies/or high school diplomas.
3. The Navajo Nation had to design programs that were flexible to meet the needs of the "truly needy"
4. The Navajo Nation had to change the way of doing business with these clientele in terms of services and personnel training
5. There needed to be a new focus on adult education - as most of the client population identified was functionally illiterate.
6. The new program could not advocate job placement such as with the Job Training Partnership Act (JTPA) program which deals with a clientele that is more "job ready."



7. The goal was 2-3 job placements per quarter in the beginning of the program. The bigger accomplishment was in the area of GED's. There were about 50 per year.
8. The major focus of the program had to be one: skills training, and second: job placement in that order.
9. The Nation had to struggle with how do to set standards of performance when there are no jobs
 - a. It has been difficult for the Navajo Nation Department of Economic Development to keep up with job creation when there is limited resources on the reservation
 - b. Job creation for this target group has to be entry level and most of the jobs created were limited in number and skilled.
 - c. To meet the client load 4,000 jobs will need to be created by the year 2000.
10. Ninety five percent of the welfare population on the Navajo reservation are women and 5% are men. Child care is a major hinderance for those mothers and women trying to advance themselves out of their situations.
11. Legislative changes are required by the Navajo Nation Council to address the needs of the program. The states are too strict in terms of performance indicators. These are not sensitive to the unique needs of tribes such as the Navajo Nation.

Question:**What was the time frame for the effective practice?**

Response:

The process of establishing the JOBS program when it was first initiated consisted of:

Year 1

Receiving the JOBS grant and contracting a consultant to do a needs assessment.

Year 2

Implementation of training programs such as GED.

Year 3-5

Expanded training activities for additional basic skills acquisition.

Coordinated activities were very critical in serving the needs of the clients. Resource directories were created for all the counselors e.g. hotline numbers for domestic violence, child care, etc.

Memorandum of Understandings were developed at the central level (in Window Rock) - there was also a lot of personal contact with the case managers. This was essential for effective program management.

Question:

Describe the particular situation of your community, the problems, the processes or procedures that needed change and led to the rationale for developing the effective practice.

Response:

The general causes of welfare dependency on the Navajo Nation have been related to a variety of factors such as:

1. Federal government - Bureau of Indian Affairs relocation activities
2. Impacts of boarding schools/residential schools on the population
3. Differences in values and beliefs between Navajos and non-Navajos
4. Mistrust of Navajo's towards government as a result of previous misdeeds
5. Lack of/limited economic development capability on the Navajo Nation
6. The basic needs of the Navajo people are barely being met e.g.:
housing,
job creation,
electricity,
plumbing,
telephone service,
roads,
medical care; and
education.
7. For too long Navajo people have been "molded by outsiders" - the Navajo people must be the creators of their own destinies

Question:

What are the short term, medium, and long term goals of this effective practice? What is the mission statement and philosophy of the initiative?

Response:

The vision of the Navajo Nation for the future is:

1. To control their own destiny
2. To "command their own troops"
3. That federal government will provide adequate funding and the Navajo Nation will govern itself



4. To be self-sufficient and self-governing
5. To meet all the basic needs of the Navajo people

Question:

What methods and approaches are used to deliver instruction? Describe the areas of interest and important operations of how the effective practice is implemented.

Response:

For programs to be successful on the Navajo Nation the learning environment must be:

1. Safe
2. Comfortable
3. Culturally specific
4. Spiritually oriented
5. Services are provided in the Navajo language
6. There are incentives for participants to participate
7. The standards of performance are relevant to Navajos (federal standards are unrealistic)
8. Focus on self-esteem development
9. Empowering for clients
10. Be encouraging
11. Provide counseling services
12. Services must be provided "at the hogan level"

Question:

What special factors contributed to the success of the effective practice? What are the negative factors or obstacles that have minimized or reduced achievement of any of the intended goals and objectives?

Response:

Obstacles to program success on the Navajo Nation are:

1. Labeling by community members e.g. those that have been empowered are still labeled as "drunks," "welfare recipients"
2. Discrimination
3. Reporting requirements for entitlement (federal and state mandated)
4. Intimidation - lack of job readiness
5. Lack of adequate skills for job placement
6. Lack of economic development and jobs
7. Limited access to services due to living in isolated areas
8. Lack of access to essential services such as housing, running water, electricity, transportation, phone, etc.

Question:

What are the plans for future development of this effective practice?

Response:

Challenges for the future for the Navajo Nation JOBS/NEW program are:

1. To educate and train staff to deal with "hard to serve" clientele (long term welfare recipients)
2. Not doing a disservice to clients or displacing them
3. To get services to the community level
4. Educating the leadership to the needs of the "truly needy"
5. Reducing hassle for clients in terms of paperwork and entitlement requirements
6. Being user/client friendly- let the clients tell us what they want
7. Counselor certification is essential - especially in terms of liability
8. Recruiting and maintaining qualified personnel
9. Maintaining coordinated communication among all stakeholders
10. Meeting the needs of the Navajo people as determined by the Navajo Nation itself

What was Learned and Conclusions

Given that there are numerous initiatives underway across Canada and the United States that address the impacts of social security reform, documentation of the strengths and shortcomings of these initiatives are essential. This case study was intended to describe the effective practices on the Navajo Nation that have been utilized to reduce inter-generational dependence on social assistance through the Job Opportunities and Basic Skills (JOBS) program (now known as the Native American Works NEW program).

As we have discussed in this report, the Navajo Nation is the largest tribe in the United States and covers 16.2 million acres or 25,351 square miles in the four state area of Arizona, New Mexico, Utah and Colorado. The current population of the Navajo Nation is approximately 200,000 with a growth rate of about 3%. Given this growth rate it is anticipated by the year 2038 that the Navajo population will be 750,000 and by the year 2050 about 1,000,000.

The Navajos believe that their children, their elders, and their people, are their most precious resource, that they are the link to the past, and the hope for the future. Because their human resources are so vitally important to the Navajo Nation, they believe it is vitally important that their government exercise jurisdiction over the programs and services that have a lasting impact on the survival of their people.

Equality of access to basic human services, life-long learning, decent housing, infrastructure,



economic development and community development are a fundamental right of all Navajo Nation people. Public and social health, education and training, counseling and guidance, and the preservation of traditional culture and values, all must be considered as parts of an ongoing program to develop their human resources.

The believe that their children are their most precious resource and it is their intention to prepare their children to carry on their culture and their government by providing the resources need to protect them and encourage them.

Programs such as the Job Opportunity and Basic Skills (JOBS) program are funded by the federal government for tribes to provide welfare recipients with the opportunity to participate in job-training, and work and education related activities that lead to economic self-sufficiency. A variety of classroom training, work experience, basic education and vocational oriented services are provided to that end. Services such as these have been provided on the Navajo Nation since 1990 through the JOBS program and prior to that through the Job Training Partnership Act (JTPA) program; both of which compliment each other in terms of government intent. The former targets long term welfare recipients in order to "prepare them for the world of work" and the latter targets more "job ready" program participants.

Most recently President Clinton signed into law on August 22, 1996 the *Welfare Reform Act* which will significantly impact the ability of the Navajo Nation to meet the needs of its JOBS/NEW participants for the future. Concurrent with the action of the President was the amendment to the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 which changed the current welfare system; preserved the existing JOBS program; and created a new tribal work activities program (the Native Employment Works NEW program). The focus of this NEW program is similar to that of the old JOBS program only that its main intent is now job entry and not entirely on remediation and basic skills acquisition.

The impacts of the *Welfare Reform Act* on the Navajo Nation are many. In brief they are:

- 1) The Act places a five year time limitation on assistance to Navajo clients who are currently on Aid for Families with Dependent Children (AFDC).
- 2) It forces Navajo clients to participate in mandatory work participation as a requirement of the Act.
- 3) It creates an influx of former AFDC clients onto several Navajo Nation programs, many of which are functioning at capacity with limited resources for expansion.
- 4) Requires that the Navajo Nation develop and provide employment opportunities for displaced clients in a context where economic development capacity is limited.

- 5) Requires an increase on child services for clients participating in the program where these services are at capacity and limited in terms of expansion.
- 6) The Executive Branch of the Navajo Nation is responsible for legislative action by the Navajo Nation Council as part of the submission of a Tribal TANF plan.

The biggest impact of the Welfare Reform Act is that it is an act of social policy that the federal government has imposed on a sovereign nation based on societal norms that are not consistent in any tribal environment. The Navajo Nation, like most tribal entities throughout the United States, is best characterized as an underdeveloped third world nation (within a nation). Basic infrastructure, housing, roads, electricity, water and sewer improvements are caught up in years of development planning schedules that has backlogged within the federal bureaucracy for nearly fifty years. On top of that is the reality that prior to European contact the Navajo Nation economy was based on traditional bartering systems that were not cash based. With the advent of United States government jurisdiction over the Navajo Nation, through treaties, a dependence on a cash based U.S. economy evolved amongst the Navajo people. With this came dependency on entitlement programs such as AFDC. Now that this dependency exists the federal government has passed the *Welfare Reform Act* to reduce the inter-generational dependency that has resulted from years of social policy. The impact on the Navajo Nation could not be more significant. Programs such as JOBS and JTPA cannot address the bigger need for economic development or change the demographic/infrastructural conditions that the Navajo people have been subjected to for decades.

Given that the time limitation is six years (or 2003) tribes like the Navajo Nation will have to take a strong political stance against the mandatory work requirement inherent in the *Welfare Reform Act of 1996* if for no other reason than limited capacity for economic and community development. There are several lessons to be learned by Canada in applying the U.S. experience in Welfare Reform to that of Social Security Reform. For First Nations in Canada many of the same pre-existing economic, social and infrastructural deficits exist as those which plague U.S. tribal entities. Is the goal of government really increasing self-sufficiency in the labor market, reduced dependency on income security mechanisms; or is it's principal concern reduced welfare expenditures by governments?

Our findings are as follows based on this case study and analysis of our EDUCATION AND TRAINING COMPREHENSIVE RESEARCH:

- 1) The most job ready welfare recipients do not benefit from the program; as they would have found jobs anyway.
- 2) Mandatory job search to large numbers of people may maximize welfare savings and job holding, but will not usually get people better paying jobs nor benefit the more



disadvantaged.

- 3) Higher cost services to a selected population can get people jobs with somewhat greater earnings but will produce lower welfare savings per dollar invested.
- 4) Employment and earnings impacts do not occur when resources per eligible individual are too low to provide employment directed assistance or when programs are operated in rural very weak labour market areas (INAC 1995).
- 5) Overall welfare-to-work usually has a positive impact on government budgets in the form of increased taxes (through new wage earners) and reduced transfer payments.

Given the Navajo Nation experience our comprehensive research findings certainly have been consistent with our case study analysis.

Based on the case study findings our conclusions are, the Navajo Nation JOBS program indicated that the vision of the Navajo Nation is to control their own destiny; to be self sufficient and self governing. Most importantly to meet all the basic needs of the Navajo people. This means programs must be Navajo designed with a safe, comfortable and culturally specific environment for learning and change to take place. Services must be provided in both Navajo and English and there must be incentives for participants to participate. Standards of performance must be relevant to the Navajo Nation's needs and focus on the empowerment of individuals and communities. Services must be encouraging, and provided at the most basic level - even if it means going out to the individual hogans by four wheel drive or on horseback.

The obstacles to program success for individual participants are labeling and discrimination at the community level. Intimidation and lack of job readiness, as well as, lack of adequate skills for job placement. Lack of economic development and jobs, and limited access to services are also a major hinderance to program success. Many poverty related stresses are a major factor limiting individual success and participation. These include lack of access to essential services such as housing, running water, electricity, transportation and phone service.

Challenges for the future for the JOBS/NEW program and the Navajo Nation are:

- * Education and training of staff to meet the needs the "hard to serve"
- * Getting services to the community "hogan" level
- * Educating the leadership to the needs of the "truly needy"
- * Reducing hassle for clients in terms of paperwork and entitlement requirements
- * Being user friendly to the clientele
- * Recruiting and maintaining qualified and certified personnel
- * Maintaining coordinated communication among all stakeholders

Most importantly, meeting the needs of the Navajo people as determined by the Navajo Nation itself.



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Appendices



NAVAJO NATION EFFECTIVE PRACTICES QUESTIONNAIRE

- Briefly, describe your effective practice initiative.
- What are the areas of activity and what changes or needs was your practice designed to address?
- How is this particular initiative structured? How does the structure fit into the community?
- Discuss the background of your community.
- What structure is responsible for your initiative?
- Describe the particular situation of your community, the problems, the processes or procedures that needed change and led to the rationale for developing the effective practice.
- Describe the key stakeholders, beneficiaries, clients, providers, and partners of this initiative.
- What are the short term, medium, and long term goals of this effective practice? What is the mission statement and philosophy of the initiative?
- Why was the practice expected to solve a problem, replace or strengthen a practice or improve a situation? What other options have been considered? Why were they rejected?
- What are the key elements of this practice? Describe the specific areas of interest and important operations of how the effective practice is implemented.
- What indicators are used to measure success? What measures were designed to meet the community's specific social/cultural environment?

- Describe how the effective practice was developed, the activities, obstacles and/or supports that were presented during the developmental stages, and how the practice was implemented.
- How has the initiative improved the original situation? List the achievements it has reached in terms of its goals and objectives as well as those unpredicted benefits and impacts it has had on the community.
- What was the intended time frame for the effective practice and its current status? What are the plans for future development of this effective practice?
- What special factors have contributed to the success of the effective practice? What are the negative factors or obstacles that have minimized or reduced achievement of any of the intended goals and objectives? What are potential weaknesses of the effective practice?
- What role has this effective practice played in the role of self-determination and self-governance in the leadership, development, implementation, and support of the initiative?
- How have the following been involved in the effective practice: community participants, community leaders, in the areas of leadership and social, cultural and spiritual leaders.
- What are the special roles of elders, women, and youth that provide insight into the community contributions to this effective practice?
- What are some of the lessons learned and recommendations for the benefit of the specific effective practice examined as well as for the benefit of communities that may wish to develop an effective practice based on the model? How does this model guide further development in the general area of social security reform?
- What mechanism is used to determine the effectiveness of the effective practice?
- What reporting mechanism is used to inform participants of their progress and achievement?
- What are the evaluation procedures used in this initiative to assess and/or measure learners' progress and achievement?



- What materials (human, print, non-print, media) are available? How is the initiative financed?
- What methods or approaches are used to deliver instruction?
- What tasks or activities are planned for the learners? How have they responded?
- What is the acceptable standard of performance for this effective practice?
- What were the characteristics of the community that made this effective practice accomplish what it was meant to accomplish?
- What are the aims of the effective practice?
- What behaviors are looked for to demonstrate that the objectives/outcomes have been achieved?