APPENDIX 1

Conceptual Framework

The design for this study is built around a conceptual framework that assumes there are many factors that influence the details of the TANF program, including the tribal culture and traditions, rationale and decisions about administering TANF, nature of and funding for workforce development programs, vocational training and economic development policies, and economic development objectives. Both factors the tribes can and cannot control may have a role in shaping implementation. The conceptual framework, depicted in Exhibit 1, identifies the logical flow from external factors that affect tribal TANF policies and management, which determine service delivery practices that, in turn, affect outputs and outcomes. The outputs and outcomes may result in changes to the external factors as well as feedback to the TANF policies and management.

External factors include the macro-economy (the broad industrial and occupational structure of the labor market), the socio-demographic characteristics of the population in need, fiscal and other resources, and federal and state laws and regulations. Tribes, like state governments, have little or no control over these external factors, yet they influence the nature of the tribal programs and, to some extent, the outcomes and performance they can achieve. Both external and internal factors can influence how a tribe organizes, structures, and manages its TANF program, and how TANF relates to other programs such as Supplemental Nutrition Assistance Program (SNAP), Head Start, social services, education, economic development, and workforce development.

The organization, structure, and management of a TANF program in turn influence how services are delivered. To a great extent, much of the "production" of a program occurs at the service delivery level: individual eligibility determination, assessment of need for services, referral to services, provision of services, follow-up, case management, and the like.

Using the conceptual framework as our guide, we will systematically document program models, service delivery approaches, client flow systems, and interprogram collaborative networks. Since a primary objective of this study is to identify and document best practices, it is critically important to consider the factors that affect replicability from one site to the next. The details of the model along with administrative information on program performance and/or evaluation findings on outcomes and impacts can be used to identify potential promising practices or "best practices" in different tribal environments and to consider the replicability of those practices elsewhere.

Exhibit 1: Conceptual Framework for Identifying Factors Related to Tribal TANF Implementation

Exogenous/External Factors

Tribal governance structure and priorities

Tribal 477 status

Training/education institutional framework

Tribal culture, traditions, values

Social services framework

Federal laws and regulations /reporting requirements (e.g., TANF, WIA, SNAP)

State laws and regulations and historic Tribal agreements re: TANF

Funding levels

Characteristics of the Tribal population (on and off-reservation)

Socio-economic conditions (unemployment, industry mix, tribal enterprises, prevailing wages)

Demand for TANF and workforce development services

History of TANF and workforce program administration

Tribal TANF Policies/Priorities
Planning/community input

Goals/objectives

Self-sufficiency plans

Work requirements

Time limits and sanctions

Employment-training balance

Tribal TANF Organization and Management

TANF organizational structure/bureaucratic responsibilities

Staffing structure (office locations, staff locations, staff qualifications/responsibilities)

Staff training

Management/administrative capacity

Cross-program coordination/collaboration/integration (TANF, SNAP, Social Services, Child Support Enforcement, Vocational Education, Workforce Development, Post-Secondary Education/Training, Economic Development)

Technical assistance capability

MIS/systems and fiscal reporting systems

Interaction/coordination with state agencies/programs

Service Delivery Practices

Outreach/information

Eligibility/intake/redeterminations

Participant priorities

Assessment/screening

Referral for services

Case management

Social Services

Training/education

Employer relations/job development

Post-referral follow-up

Post-employment services

Outputs/Outcomes
Participation rates

Employment/retention

Skills improvement

Income

Self-sufficiency

Program improvement