



2009 Impact and Effectiveness of
Administration for Native Americans Projects Report

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EXECUTIVE SUMMARY

The mission of the Administration for Native Americans (ANA) is to promote self-sufficiency and cultural preservation by providing social and economic development opportunities to eligible tribes and native communities, including American Indians, Alaska Natives, Native Hawaiians, and Native Pacific Islander organizations. ANA provides funding and technical assistance for community-based projects that are designed to improve the lives of native children and families and reduce long-term dependency on public assistance.

ANA provides discretionary project funding to eligible tribes and nonprofit Native American organizations for the following areas:

- Social and Economic Development Strategies (SEDS)
- Native Language Preservation and Maintenance
- Environmental Regulatory Enhancement

The Native American Programs Act (NAPA) of 1974 (42 U.S.C. § 2991 *et seq.*) provides that ANA is to evaluate its grant portfolio in not less than three-year intervals.

The statute requires ANA to describe and measure the impact of grants and report their effectiveness in achieving stated goals and objectives. This report fulfills the statutory requirement and also serves as an important planning and performance tool for ANA.

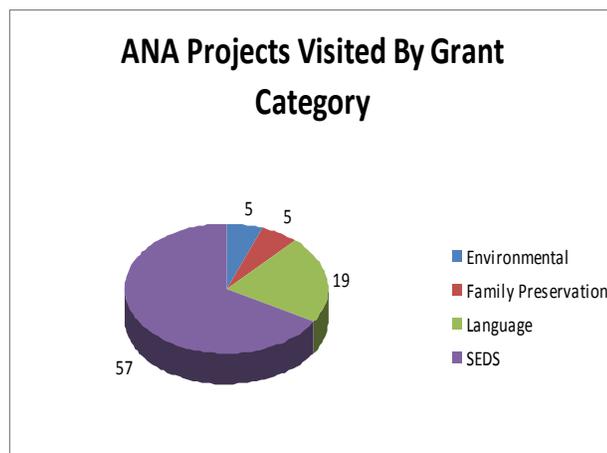
OVERVIEW

Evaluation teams visit projects and use a standard impact evaluation tool developed in collaboration with the Administration for Children and Families' Office of Planning, Research and Evaluation. The impact evaluation tool is used to elicit quantitative and qualitative information from project staff, project beneficiaries, and community members in a variety of interview settings.

RESULTS AND IMPACTS

Each year, ANA visits grantees to conduct impact evaluations on ANA-funded projects. The purpose of these evaluations is threefold: 1) assess the impact of ANA funding on native communities; 2) learn about the successes and challenges of ANA grantees to improve ANA service delivery; and 3) increase transparency of ANA-funded projects and activities.

During 2009, 86 of 241 ANA-funded projects were selected for impact visits. Of the 86 selected projects, 5 projects had no-cost extensions that carried the projects beyond 2009. Therefore, these projects are not included in this report. An additional 5 projects, which were expected to be completed in 2008 and received no-cost extensions into



2009, are included in this report. Projects were selected based on approaching completion dates, geographic location (within one day’s drive of another project), and amount of the grant award (i.e., high-dollar projects).

This report provides results for the 86 selected projects that fell into the three general grant categories as depicted in Figure 1. Funding totaled \$26.2 million for the 57 SEDS projects, \$3.3 million for the 19 language projects, \$2.3 million for the five family preservation projects, and \$.9 million for the five environmental projects. The 86 projects were located in 22 States and territories, with the highest number of projects in Alaska (20 projects) and California (11 projects). Table 1 summarizes the key results by state.

Table 1: Key Project Results

State	# of Projects	Award Amt	Jobs	NA Consultants Hired	Businesses	Income Generated	Resources Leveraged	Partnerships Formed	Individuals Trained	Elders Involved	Youth Involved
AK	20	\$7,783,620	130	19	22	\$403,721	\$3,909,003	397	762	305	1034
AS	2	\$695,512	4	10	-	-	\$340,153	26	284	234	824
AZ	3	\$1,893,820	6	18	1	\$3,014	\$776,287	178	152	183	109
CA	11	\$2,560,695	27	28	2	\$1,240	\$763,252	87	395	125	618
DC	1	\$902,500	4	9	-	-	\$775,000	19	317	75	120
GU	2	\$2,088,555	15	1	1	\$9,580	\$255,771	13	1948	10	1948
HI	6	\$4,120,210	26	26	11	\$14,628	\$860,557	163	1600	281	2246
ID	2	\$185,260	4	1	-	-	\$11,757	19	2	30	50
MI	7	\$1,964,876	44	29	8	-	\$242,713	78	328	123	282
MN	2	\$760,601	11	1	4	\$9,500	\$515,884	50	420	0	25
NC	2	\$337,779	3	1	1	-	\$58,700	31	3	40	15
NM	2	\$208,594	1	3	-	-	\$30,113	14	50	102	10
NV	1	\$111,899	-	1	1	-	\$110,750	7	24	7	2
OH	1	\$757,570	5	1	3	-	\$196,354	42	307	7	250
OK	7	\$2,167,828	46	16	1	-	\$2,781,369	94	1465	153	845
OR	1	\$180,615	3	-	-	-	\$33,750	18	-	100	200
SD	2	\$1,849,073	31	8	44	\$153,395	\$5,211,479	176	1634	165	1300
VA	1	\$225,000	1	-	-	-	\$114,696	13	2	50	40
WA	7	\$1,725,859	16	9	-	\$402,402	\$419,087	108	605	62	712
WI	4	\$818,341	8	1	-	-	\$211,843	59	107	157	337
CO	1	\$300,010	2	1	-	-	\$67,438	22	2	15	115
ND	1	\$963,292	16	1	7	-	\$1,476,371	30	962	386	675
Total	86	\$32,601,509	402	184	106	\$997,480	\$19,162,326	1644	11369	2610	11757

** 101 of the businesses created were by economic development projects and 5 by family preservation projects

A total of 998 individuals were hired full-time, part-time and/or temporarily during the project periods. The “Jobs Created” column represents the full-time equivalent¹ of those positions funded by ANA projects and other leveraged funds. Figures for “Revenue

¹ One full-time equivalent is measured as 40 hours of work per week, for a total of 2,080 hours per year.

Generated” and “Resources Leveraged” were validated by the evaluators to the extent possible.

While the timing of these evaluations did not allow evaluators to gauge long-term outcomes and impacts, these projects achieved many immediate and intermediate outcomes. Data collected from impact visits demonstrate that ANA projects have a positive impact on the self-sufficiency of native communities. The following pages highlight some of the exceptional projects funded by ANA.

SEDS - ECONOMIC DEVELOPMENT

Native Americans living both on and off reservations continue to face profound economic challenges. According to 2008 U.S. Census data, 25.3 percent of American Indians/Alaska Natives live in poverty.² These percentages rank Native American poverty at more than twice the overall rate in the United States. ANA helps address economic challenges faced by native communities through economic development projects. ANA evaluated 18 business development and job training projects ending in 2009 with a total funding amount of approximately \$10.7 million. Projects in the business development and job training categories created 35 new businesses and 137 full-time job equivalents, both of which contribute to the economic stability and self-sufficiency of communities. The following are examples of these types of projects:

- **In 2005, the Standing Rock Sioux Tribe (SRST)**, located on the Standing Rock Reservation in North and South Dakota, commenced a project to facilitate the establishment of a business incubator on the tribe’s Sitting Bull College (SBC) campus. Responding to challenges limiting the size of the original business incubator, project staff instead developed two smaller incubation centers, the “Entrepreneurial Center” in Fort Yates, North Dakota, and the “Satellite Center” in McLaughlin, South Dakota. These facilities gave the tribe the capacity to provide on-site business incubation services, including advice and training, to nine small businesses in the community. At project’s end, there were seven businesses receiving these services.

Throughout the project period, staff helped facilitate the start-up or expansion of 20 additional businesses through \$2.73 million in equity grants and private loans. Project staff also worked to infuse the community with a more active interest in business development, sharing information about the project with 3,950 community members through community meetings and other forms of outreach.

Furthermore, the project team conducted training sessions and provided one-on-one technical assistance to entrepreneurs and prospective small business owners, training 962 people in topics such as entrepreneurship, product pricing, budgeting, website development, tax preparation, and agricultural borrowing; and providing technical assistance and credit counseling for 362 people. Project managers feel

² The U.S. Census Bureau conducts a comprehensive survey of the American public every ten years. Through a joint effort with the Bureau of Labor Statistics, the Census Bureau releases yearly updates for key indicators, entitled the Current Population Survey. The 2008 release, the most current data available, indicated a poverty rate of 25.3% among Native Americans and Alaska Natives.

these efforts have laid the groundwork for increased business activity, an increase in products and services available to the community, and the possibility of real economic growth on the Standing Rock Reservation.

- **In American Samoa**, with a population of just over 65,000, pork has been a culturally significant source of protein for nearly 1,500 years. Many of the island's nearly 1,000 piggeries, however, are located near the islands' fresh water rivers and drinking sources, causing environmental and public health concerns. Responding to these concerns, which were highlighted before the project by human deaths from *leptospirosis*, a bacterium carried by pig waste, American Samoa's Environmental Protection Agency (ASEPA) began enforcing stricter regulations, and piggery owners found in noncompliance faced steep fines or potential closure.

Expecting these enforcement efforts to lead to the closure of 30% of American Samoa's 1,000 pig farms, the American Samoan Soil and Water Conservation District (ASSWCD) developed a project to help farmers retain their piggeries while protecting water quality and human health. Working with six government agencies and pig farmer representatives, the project team identified noncompliant pig farms, assisting 150 farmers in establishing plans for compliance or closure.

The team provided farmers with design assistance for ASEPA-compliant piggeries, tailored plans for their sites, helped them defray costs through USDA-financed construction funding, and provided free nutrient analyses, soil and mulch materials, and assistance pursuing land use permits. By the end of the project, 150 farmers had begun the process of complying with the new regulations, including 87 who had new piggery designs approved and 14 who had established contracts to complete pig farm renovations.

The project established a proactive program to address piggery compliance issues and raised community awareness of *leptospirosis* and the importance of clean water and riparian environments. Project staff brought together pig farmers, government agencies, and environmental scientists, who will continue working together to keep the pig farms running while protecting water quality and human health.

ANA evaluated 11 other economic development projects in 2009 with a total funding amount of approximately \$4.9 million. The projects focused on organizational capacity building, emergency response activities, and subsistence activities. These projects leveraged \$6.2 million, trained 3,710 individuals, created 63 full-time equivalents, and developed 50 businesses. The following is one example of this type of project:

- **For nearly 20 years, The Lakota Fund (TLF)**, one of the first tribally-based community development corporations in the nation, promoted socio-economic sustainability and entrepreneurship at the grassroots community level on the Pine Ridge Reservation, where 84 percent of the residents are considered low-income. In 2004, however, when TLF's loan delinquency rate rose to 40 percent (significantly above the national rate of 8 percent), the organization's management team recognized the need to make organizational improvements to more effectively meet the needs of the Pine Ridge entrepreneurial community. To

achieve this, they created a project that developed and implemented new loan and investment policies and procedures; developed five new loan products consistent with community needs; and provided training for the TLF board, staff, and committees in support of the organizational improvements. Then, the team promoted the loan products and made them available to community entrepreneurs.

During the project period, TLF made 73 loans, including 20 online loans, worth \$2.56 million, enabling 44 new businesses to receive start-up funding; 29 to receive expansion funding; and at least 28 new jobs to be created in the community. The loan policies developed during the project helped TLF reduce its loan delinquency rate from 40 percent to just 1.85 percent in four years. The investment policies made it possible for TLF to demonstrate greater accountability in managing liquid assets, attracting more donors, investors, and borrowers. The policies enabled TLF to make an agreement with the Bureau of Indian Affairs for loan guarantees, to attract 75 new investment partners, and to receive grant funding from government agencies and foundations worth \$4.81 million.

The policies, products, and capacities built during the project enabled TLF to more effectively, efficiently assist the Oglala Lakota entrepreneurial community in promoting its own self-sufficiency; TLF staff intends to continue using these tools to reduce poverty on the reservation.

SEDS - SOCIAL DEVELOPMENT

ANA social development projects invest in human and social capital to advance the wellbeing of Native Americans. ANA-funded social development projects focus on the restoration and celebration of cultural identity to overcome a variety of social ills stemming from cultural loss and historical trauma. These include high rates of depression, suicide, drop-out, and incarceration among Native American populations. ANA evaluated 16 social development projects ending in 2009 with a total funding amount of \$6.8 million. These 16 projects involved 701 tribal elders and 3,453 youth, while providing training for 1,564 individuals in topics such as youth leadership, career development, traditional subsistence activities, cultural preservation, and art therapy. The following is an example of a social development project evaluated in 2009:

- **The Cook Inlet Tribal Council (CITC)** provides social, educational, and employment services to the 36,000 Alaska Natives residing in the Cook Inlet region. One such service, the Arts and Crafts Work Therapy Program, allows clients struggling with substance abuse, homelessness, and mental illness to experience healing through creative activity.

In 2005, CITC opened the Two Spirits Gallery in downtown Anchorage to feature and market the works of clients participating in the program, but within a year, the highly successful gallery outgrew its space. To better meet the needs of its clients and the demand of buyers, CITC developed a project to expand the gallery, artist work space, and support services for its clients, creating the Two Spirits Arts Center. After leasing and renovating a larger facility in downtown Anchorage and developing policies for operation, the team opened the center, with CITC clients producing, showing, and selling their art at the new location. Concurrently,

the CITC provided enhanced social services, case management, referrals, and business support services to clients, including life skills classes, housing assistance, transportation to food banks, job interviewing practice, work placement, and art pricing classes.

Through these activities, 136 Alaska Native clients were able to rediscover art skills, improve their self-image, stabilize themselves through increased income, and begin reintegrating into mainstream society. To sustain the Arts Center over the long term, project staff organized monthly fee-based public art classes, formed partnerships with civic and business groups to receive free advertising, created an e-commerce website, and sold art on-site and online, including over \$120,000 in sales during the project period. Through the website, the project team also collected approximately \$200,000 in donations. Now on strong financial footing, the project will continue enabling the CITC to provide needed services to clients combating substance abuse, homelessness, and mental illness.

SEDS - GOVERNANCE

ANA governance projects offer assistance to tribal and Alaska Native Village governments to increase their ability to exercise control and decision-making over local activities. In 2009, ANA evaluated 12 governance projects with a total funding amount of approximately \$3.8 million. These projects aimed to enhance the capacity of native nonprofits and tribal governments. Combined, these projects trained 192 individuals on topics such as information technology, human resource management, infrastructure development, and land planning. Additionally, these projects developed eight new governance codes and ordinances, of which five were implemented during the project timeframes. The following is an example of one such project:

- **The Pawnee Nation** is a federally recognized tribe of 2,577 members with 20,000 acres of tribally-owned and allotted lands in north central Oklahoma. Between 1995 and 2005, the nation experienced unprecedented growth, with value of its grants and contracts rising from \$2 million to \$22 million. By 2005, the nation operated 30 programs, and had major projects on the horizon that would create more social, cultural, and economic growth. Despite more than doubling its staff from 40 to 83 people during that period, the tribe still lacked the administrative systems, structure, policies, procedures, and trained workforce to provide the level of services needed by the tribal community.

To strengthen the tribal government's capacity to meet the demands caused by the growth of tribal programs, a team of Pawnee tribal administrators developed a three-year governance project to review the tribe's organizational, managerial, and staff functions; conduct a workforce utilization study; and to implement the results of the review and study. Over the project period, the team reorganized and improved processes within the tribal government; developed and updated governing documents, by-laws, and policies; and reorganized tribal departments to better reflect their purpose, improve collaboration, ensure cost effectiveness, and meet community needs.

The team redrafted the tribe's organizational chart, reducing 30 departments to 8; created new departmental policy and procedure manuals; changed the majority of

tribal job descriptions; and added 24 new positions. The workforce analysis enabled the team to better comprehend the skills of the tribal workforce, conduct strategic workforce planning; devise new performance measurement standards for tribal staff; and design a professional development program in which 85 personnel completed at least one training course. Project staff also succeeded in standardizing quarterly reporting processes for tribal programs, revising human resource policies and procedures, and developing a strategic fundraising plan for the tribe.

According to tribal administrators, the project did much to improve internal communication; create an environment in which tribal administrators had more time for deliberation and planning; ensure better coordination of resources; and empower employees to more directly influence their career paths and the scope of their day to day work.

SEDS - FAMILY PRESERVATION

Introduced as a special initiative in 2005, ANA family preservation projects provide interested communities the opportunity to develop and implement strategies to increase the well-being of children through culturally appropriate family preservation activities, and foster the development of healthy relationships and marriages based upon a community's cultural and traditional values. ANA evaluated 5 family preservation projects ending in 2009 with a total funding amount of \$2.3 million. These 5 projects involved 213 tribal elders and 726 youth and trained 1,502 individuals in topics such as foster care certification, responsible fatherhood, healthy life choices, and positive parenting. The following is an example of a family preservation project:

- **Native PRIDE**, an American Indian nonprofit organization located in Corrales, New Mexico, was established in 2007 to develop and deliver culturally appropriate programs and trainings to native populations. With the knowledge that Native American men suffer a rate of alcoholism six times greater than other Americans and a suicide rate that is about one-and-a-half times higher, project staff implemented a one-year ANA project to develop and implement a culturally appropriate and replicable curriculum focused on responsible fatherhood and marriage education for Native American men.

Project staff developed a 15-chapter curriculum and 3-day workshop which focused on helping native men address issues related to their relationship with their fathers and unresolved feelings of shame while also building a network of healthy relationships with other native men. Curriculum activities also focused on understanding historical trauma and developing healthy life skills.

In collaboration with Southwest Indian Polytechnic Institute, staff then piloted the curriculum with 45 participants. Feedback from course attendees indicated an interest in a follow-up workshop with family members in order to strengthen their support network. To meet this need, staff developed an additional three-day workshop for participants to return with their families one month after the first workshop.

The completion of this project yielded a comprehensive, culturally appropriate curriculum and replicable two-pronged approach to guide and improve the lives of native men and foster healthier marriages and family life within Native American communities.

LANGUAGE PRESERVATION AND MAINTENANCE

At the time America was colonized, more than 300 native languages were spoken. Today, that number has dropped to approximately 160; the remaining languages are classified as deteriorating or nearing extinction.³ ANA language projects enable Native American, Alaska Native, and Pacific Islander communities to facilitate language preservation and revitalization activities. In 2009, ANA visited eight projects that assisted grantees in developing viable plans for sustaining their languages. The projects utilized nearly \$700,000 in ANA funding to conduct native language surveys, collect information on the status of native languages, and receive feedback from 3,361 community members. Tribes used the data collected in these surveys to develop community plans aimed at preserving their language. The following is an example of one of these projects:

- **Chamorro Hands in Education Links Unity (CHE'LU)**, a nonprofit organization dedicated to building and strengthening the capacity of Chamorro people in San Diego, California, conducted the first assessment on the status of the Chamorro language in San Diego since the community migrated there from Guam in the early 1950s. With assistance from the University of Guam's Center of Excellence for Chamorro Language and Culture, the CHE'LU team developed a survey tool gathering data on demographics, language ability, language use, language attitudes, and language learning activities in the San Diego Chamorro community.

Despite the community being dispersed widely throughout San Diego County, the team gathered 978 surveys (including 303 online surveys), representing 13 percent of the Chamorro population documented in the 2000 Census. CHE'LU studied survey responses across demographic groupings, learning how people of different age, gender, and household size rated their ability to understand, speak, read, and write the language; what language they used with family members; for what functions and purposes they used the language; and what they wanted to do to promote the study and use of Chamorro.

The project provided the San Diego Chamorro community with a greater understanding of how the language is used in the community, the types of language-related services and resources needed, and the strategies it might pursue in preserving, maintaining, and revitalizing the Chamorro language in Southern California.

³ Gordon, Raymond G., Jr. (ed.), 2005. *Ethnologue: Languages of the World, fifteenth edition*. Dallas, TX: SIL International. An online edition, which was utilized for the referenced information, is available at: <http://www.ethnologue.com>.

Other communities began addressing the loss of native languages and had encouraging results. ANA evaluated 11 other language projects ending in 2009 with a total funding amount of approximately \$2.6 million. These projects trained language teachers, created master-apprentice programs, developed and digitized language materials, and created native language curriculum. The following is one example of this type of project:

- **The Yurok Tribe of California**, with nearly 5,000 members but only 11 fluent speakers in 2006, developed a project to increase the teaching capacity of Yurok language teachers, with a long-term goal of increasing fluency levels of Yurok speakers at all levels. Over three years, project staff, including nine teacher interns and two language program staff members, studied advanced Yurok conversation and grammar, working with elder consultants in community immersion environments and with linguistic experts and elder speakers at summer institutes.

To enhance the teaching ability of the interns, language staff, elder consultants, and tribal educators provided each with 120 hours of mentoring in curriculum and lesson plan development, classroom management, elementary level instructional frameworks, Yurok writing, best practices in language teaching, and other topics. The project team, with significant input from teacher interns, also developed comprehensive, age-appropriate Yurok language teaching curricula for children from pre-school age through sixth grade, placing all units and supplementary materials on 20 language learning CDs available to all tribal members.

Over the three-year project period, nine language teacher interns and two staff members increased their fluency and knowledge of the Yurok language, including six who reached conversational fluency. These individuals join the tribe's already strong Yurok language community of practice committed to restoring Yurok as a living, flourishing language.

ENVIRONMENTAL REGULATORY ENHANCEMENT

Native communities seek to address the risks and threats to human health and the environment posed by pollution of the air, water, and land in Indian country and other tribal areas including Alaska. Tribal governments' jurisdiction over environmental issues is complicated by geographic borders and in many cases by weak, under-funded, and undefined tribal authorities. ANA environmental regulatory projects empower tribes to overcome environmental challenges by building internal capacities to develop, implement, monitor, and enforce their own environmental laws, regulations, and ordinances in a culturally sensitive manner. ANA evaluated five environmental regulatory projects ending in 2009 with a total funding amount of over \$850,000. These projects trained 62 individuals in environmental monitoring and management skills; developed or revised 3 environmental codes or regulations; developed fish and wildlife management plans; and conducted environmental assessments on tribal lands. The following is an example of one of these projects:

- The Confederated Tribes of the Umatilla Indian Reservation (CTUIR) is located within the watershed of the Umatilla River and its tributaries in eastern Oregon. In an effort to strengthen their capacity to regulate and conserve water resources, CTUIR's environmental staff implemented an ANA project to develop a water

management process to prevent aquifer overdraft and limit surface water depletion due to well pumping.

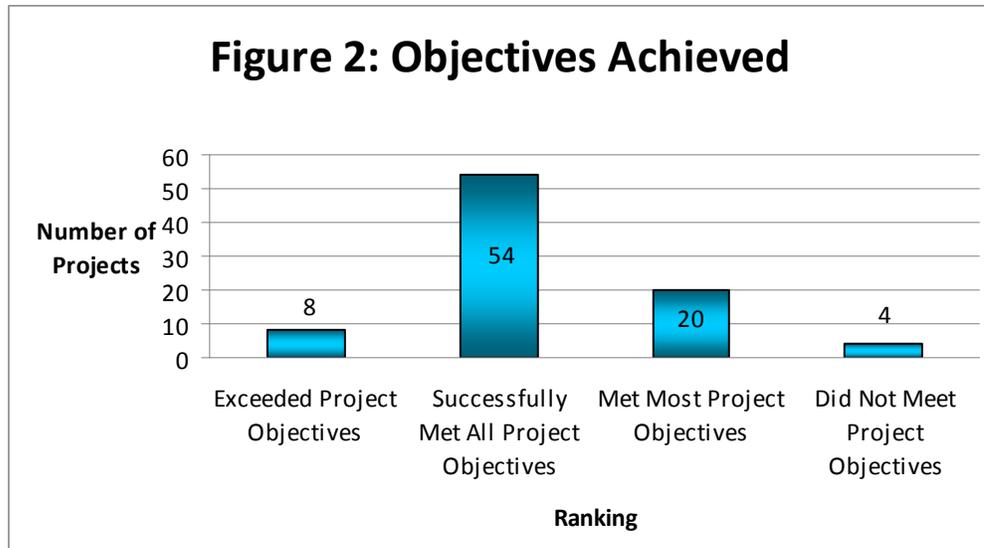
Project staff created a standardized and centralized database to store groundwater data, and also developed field documents to standardize information collected for water permit requests, water chemistry checks, well drilling reports, and all other department responsibilities. Staff then conducted 197 well measurements in the fall of 2008, and 150 well measurements in the spring of 2009. From the changes measured in the spring and fall collections, staff developed maps to characterize the groundwater flow, with an accuracy estimated at +/- 5 feet. Staff also created groundwater change maps to illustrate seasonal differences and rates of replenishment. Additionally, staff developed informational brochures on caring for aquifers and wells and distributed them to all 900 reservation-based well owners.

The deliverables and studies completed during project activities enabled the Umatilla's environmental staff to achieve consistency in groundwater and well data collection, analysis, and reporting. Staff efforts strengthened the Tribe's ability to manage a renewable groundwater supply for the Umatilla tribal community for generations to come.

ADDITIONAL FINDINGS

ANA funds competitive projects that are designed and implemented by tribes or community organizations. Evaluators compared grantees' planned objectives with their actual accomplishments to determine the extent to which grantees achieved objectives and met the stated expectations of their projects.

As depicted in Figure 2, ANA determined that a majority of projects evaluated in 2009 exceeded expectations or successfully met their objectives (62 projects or 72 percent); some projects fell short of objectives but moderate benefits to the community were visible (20 projects or 23 percent); and, the remainder did not achieve their objectives (four projects or 5 percent). Finally, the number of no-cost extensions was reduced for the fourth consecutive year: 49 in 2006, 41 in 2007, 26 in 2008, and 24 in 2009.



The evaluations also revealed critical success factors relating to a project’s implementation. Community and stakeholder participation was instrumental in both the planning and implementation phases of successful projects, as was staff retention and frequent communication between project staff and the tribe or authorizing body. On the other hand, a common challenge many grantees experienced, both in 2009 and in previous years, was an underestimation of the time and resources required to complete their project and meet planned objectives.

CONCLUSION

Impact evaluations are an effective way to verify and validate the grantees’ performance and ensure the accountability not only of grantees but also ANA staff and program partners. ANA uses the information collected to report its Government Performance Review Act indicators, validate programmatic baselines, and seek new and more rigorous ways to manage through results.

ANA also utilizes all information gathered to bolster the quality of the training and technical assistance it offers to tribes and native organizations, so applicants and grantees may develop and implement better, more realistic project work plans. In 2009, ANA redesigned the curricula for pre-application and post award training and piloted project development training. Pre-application training provides potential applicants with the skills to write and submit an ANA application; 238 potential applicants attended a pre-application training in 2009. Post award training teaches new grantees about federal requirements needed to implement an ANA project; 131 grantees attended a post award training in 2009. Project development training provides communities with the skills to plan a successful social or economic development project and will be implemented in 2010.