



2007 Impact and Effectiveness of  
Administration for Native Americans Projects Report

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## EXECUTIVE SUMMARY

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

The Native American Programs Act of 1974 (42 U.S.C. § 2991 *et seq.*) authorizes ANA to provide discretionary project funding to eligible tribes and nonprofit Native American organizations in the following categories:

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

The ANA authorizing statute requires that ANA evaluate its grant portfolio and measure the impact and effectiveness of its projects. This Report fulfills the statutory requirement.

### BACKGROUND

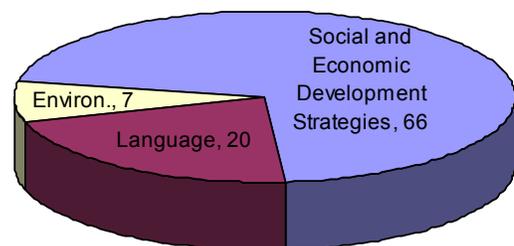
Annually, ANA visits grantees to conduct impact evaluations on ANA-funded projects (i.e., ANA Impact Visit). The purpose of these evaluations is threefold: 1) to assess the impact of ANA funding on Native American communities; 2) to learn more about the successes and challenges of ANA grantees to improve ANA service delivery; and 3) to increase transparency and share the grantees' unique stories. Since the evaluations are not randomized, controlled studies, the evaluations are measuring impacts rather than assessing causality.

During 2007, 89 of 245 ANA-funded projects were selected for site visits by ANA staff and contractors. Of the 89 projects, 6 projects requested, and ANA granted, no-cost extensions beyond 2007. Additionally, 10 projects visited and scheduled for completion during 2006 received no-cost extensions into 2007 and are included in this Report. The selected projects were approaching their project end dates, geographically-clustered (i.e., within a day's drive of another ANA project), and involved high-dollar grant awards. Evaluation teams visited these projects and used a standard Impact Evaluation Tool that was developed using input from ANA staff, contractors, grantees, and the Administration for Children and Families' Office of Planning, Research and Evaluation. With the Impact Evaluation Tool serving as the foundation for the ANA Impact Visits, evaluation teams elicited quantitative and qualitative information from project staff, project beneficiaries and community members in a variety of interview settings. Visits lasted one business day.

### RESULTS ACHIEVED

This Report provides results for 93 projects. The 93 projects fell into the three general grant categories as enumerated in Figure 1. Funding amounts totaled \$27.5 million for the 66 SEDS

Figure 1: ANA Grant Categories



projects, \$6 million for the 20 Language projects and \$1.4 million for the 7 Environmental projects.

The 93 projects were located in 22 states, with the highest number of projects in California (13 projects), Alaska (11 projects) and Minnesota (9 projects). Table 1 summarizes the key results by state.

**Table 1: Key Project Results**

	# of Grants	Award Amount (000)	Jobs Created	Native American Consultants Hired	Businesses Created	Revenue Generated (000)	Resources Leveraged (000)	Partnerships Formed	People Trained	Elders Involved	Youth Involved
Alaska	11	\$3,641	23	25	3	\$6	\$1,870	97	482	306	1437
American Samoa	4	\$2,503	25	11	—	\$5	\$291	100	953	55	1474
Arizona	5	\$879	39	—	—	—	\$2,167	86	266	296	125
California	13	\$3,566	33	38	1	\$4	\$1,160	73	411	306	1,520
Hawaii	7	\$4,520	68	11	3	\$827	\$1,871	78	717	226	2,123
Idaho	2	\$478	3	—	—	—	\$3	20	1	5	289
Kansas	1	\$329	2	4	—	—	\$125	4	6	11	15
Maine	1	\$179	1	3	—	\$14	\$5	13	231	10	80
Marianas Islands	1	\$933	—	52	—	—	\$332	31	137	20	—
Michigan	1	\$83	1	—	—	—	—	8	2	4	4
Minnesota	9	\$3,044	50	46	7	\$6	\$2,614	161	3,599	908	2,163
Montana	4	\$1,444	15	6	6	—	\$16	148	60	71	1,113
Nevada	2	\$571	5	2	—	—	\$371	20	132	40	110
New Mexico	2	\$2,231	61	—	1	\$824	\$4,575	51	33	140	20
North Carolina	2	\$502	5	7	2	\$88	\$43	34	44	37	62
North Dakota	2	\$459	4	—	—	—	\$19	16	—	101	301
Oklahoma	8	\$2,768	22	16	—	—	\$696	129	19,083	607	9,609
Oregon	2	\$774	6	2	—	—	\$57	18	86	21	170
South Dakota	3	\$652	30	11	11	\$26	\$123	81	83	108	514
Virginia	1	\$371	1	8	—	\$1	\$254	19	80	—	—
Washington	6	\$2,140	30	14	—	\$471	\$812	33	18	46	1,259
Wisconsin	6	\$2,847	57	—	34	\$2	\$809	191	506	523	424
<b>Total</b>	<b>93</b>	<b>\$34,914</b>	<b>481</b>	<b>256</b>	<b>68*</b>	<b>\$2,274</b>	<b>\$18,213</b>	<b>1,411</b>	<b>26,930</b>	<b>3,841</b>	<b>22,812</b>

\* 55 businesses were in economic development, the remaining were under social development (11), governance (1), and language (1)

There were 859 individuals hired fulltime, part-time and/or temporarily during the project periods. “Jobs Created” represents the full-time equivalent of those positions funded by ANA projects and other leveraged funds. Figures for “Revenue 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, these projects did achieve many immediate and intermediate outcomes. Data collected from impact visits demonstrates ANA projects have a positive impact on the self-sufficiency of Native American communities. The following pages highlight some of the exceptional projects funded by ANA.

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## ECONOMIC DEVELOPMENT

Native Americans both on and off reservations continue to face profound economic challenges. According to 2000 U.S. Census data, 25.7% of American Indians/Alaska Natives live in poverty and 31% of Native American children under age 18 live in poverty. These percentages rank Native American poverty at more than twice the overall U.S. rate. ANA addresses economic challenges facing Native American communities through its Economic Development Strategies Program. ANA evaluated 15 business development projects ending in 2007 with a total funding amount of just over \$6 million. Combined, these 15 projects generated \$2.2 million and leveraged an additional \$6.16 million, more than doubling the total funding amount. SEDS projects in the economic development category created 55 new businesses and 157 fulltime job equivalents, both of which contribute to the economic stability and self-sufficiency of communities. The following are examples of these types of projects.

- Approximately 20% of the 11,000 Native Hawaiians, part-Hawaiians and Pacific Islanders living in the Koolau Loa District and North Shore region of Hawaii's Oahu Island lived in poverty at the time of the 2000 U.S. Census as the result of decades of economic downturn in the region's sugar production and tourism industry. To counteract the declining economic situation, the Kamaouha Foundation implemented an ANA project to expand the production of noni, a fruit-bearing tree farmed in Hawaii. The project generated \$826,264 in revenue and increased the number of local noni growers from 22 to 85. Additionally, the project's noni processing operations employed 33 previously out-of-work or underemployed Native Hawaiians.
- The Pueblo of Laguna, located in New Mexico, struggled with the maintenance and repair of the community water and wastewater facilities, resulting in a decreased potable water supply and inadequate drinking water quality. With ANA funding, the Pueblo developed a self-sustaining, stand-alone Utility Authority (UA) to replace the Tribe's previous subsidized service. Structured as a nonprofit agency to reinvest profits back into the Tribe, the UA generated \$824,142 in revenue from fees, attracted \$4.5 million in leveraged resources and created 30 jobs, all of which will be sustained by UA fee revenues.

ANA evaluated 15 other economic development projects that focused on community strategic planning, job training, organizational capacity building, subsistence and transportation for elders and the disabled. These projects trained 687 people and created an additional 123 fulltime job equivalents. The following are examples of these projects.

- The native communities in Gallup, New Mexico face a 75% unemployment rate, resulting in high substance abuse and alcoholism rates. The Na'nizhoozhi Center provided employment guidance and job search assistance to recovering alcoholics and addicts. The ANA project offered job-readiness, motivation and life skill assessment, case-management services, resume writing and interviewing assistance to 109 clients. Of these, 22 clients found stable, fulltime jobs - a high rate of success with an at-risk population prone to recidivism.
- In Washington, the Stillaguamish Tribe's lands are a network of noncontiguous parcels, and many tribal members are located in a transportation gap with little access to public transit services. The Tribe utilized ANA funding to expand their tribal transit system for tribal elders and tribal and non-tribal residents needing medical and dental services. Prior

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to the project, the Tribe provided limited services for members needing care at the Tribe's methadone and medical clinics. By the end of the project, the transit system averaged over 200 trips for Native American clients, 120 trips for tribal employees, over 400 Medicaid-related trips and 10 trips for wheelchair-bound clients every month. By June 2007, the system was providing nearly 10 times the number of trips for its members than at the beginning of the project.

## **SOCIAL DEVELOPMENT**

ANA's Social Development Strategies Program invests 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 higher rates of depression, suicide, dropout and incarceration among Native American populations. ANA evaluated 23 social development projects ending in 2007 with a total funding amount of over \$12 million. These 23 projects involved 1,162 tribal elders and 14,947 youth while training just under 22,000 people in topics such as family violence prevention, healthy eating, exercising, cultural preservation, abstinence education and healthy relationships.

For example, Intersections, Inc., an American-Samoan native nonprofit organization, utilized ANA funding to launch community theater as a means to raise public awareness of these issues among youth. The American Samoa youth face serious social issues such as substance abuse, suicide, peer pressure and cultural erosion on a daily basis. By the end of the project, the Intersections theater group had performed nine issue-focused plays to over 12,000 youth and 2,000 elders in American Samoa and Hawaii. Project staff also created a junior theater company and worked with 100 native youth on script writing, model programming, acting and incorporating drama into education.

## **GOVERNANCE**

ANA's Governance Development Strategies Program offers assistance to tribal and Alaska Native Village Governments to increase their ability to exercise local control and decision-making over governance activities. ANA evaluated 13 governance projects dedicated to enhancing the capacity of native nonprofits and tribal governments. Combined, these projects developed 60 new governance codes and ordinances, of which 36 were implemented during project timeframes.

For example, the Organized Village of Kasaan (OVK) in Southeast Alaska struggled with unemployment and out-migration due to the closure of the local cannery and mill in 1973, and more recent closures of the Ketchikan Pulp facilities on the island. To improve economic opportunities for local tribal members and create incentives for other members to return to the island, OVK developed an ANA project to increase the capacity of the Tribe to exercise local control over tribal resources. The project developed and implemented an overall economic development plan including a long-range fund development strategy, updated the tribal constitution and by-laws and completed a telecommunications technology assessment. During the project's implementation, the Tribe received a USDA Rural Development grant, which funded the construction of a telecommunications tower, providing \$1,344,098 in leveraged resources as well as cell phone reception to the extremely isolated area.

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## **LANGUAGE PRESERVATION**

In the early days of the United States, more than 300 native languages were spoken. Today, that number has dropped to 175 with only 20 taught to children; the remaining languages are classified as deteriorating or nearing extinction. Faced with this crisis, ANA's Language Preservation and Maintenance Program enables native communities to facilitate language preservation and revitalization activities.

For example, four ANA funded projects assisted grantees in developing viable plans for sustaining their languages. The projects utilized almost \$300,000 in ANA funding to conduct native language surveys to collect information on the status of their native language and received feedback from 5,863 tribal members. Tribes built on the language data collected in these surveys to develop community plans aimed at preserving their language. Indeed, the Sac and Fox Tribe of Oklahoma has experienced dramatic loss of their native Sauk language over the past 10 years. To counteract this trend, the Tribe utilized ANA funding to implement a language survey focused on developing community support for a Sauk language immersion program. Staff included over 300 community members in the survey process and held a series of meetings to build support for the program. By the project's end, the community had demonstrated tremendous support for the immersion program and the Tribe increased the Sauk Language Department's budget by 370 percent to help ensure its sustainability.

Other communities began addressing the loss of native languages and had encouraging results. ANA evaluated 16 language projects ending in 2007 that trained language teachers, preserved oral testimonies, and developed and digitized printed language materials. Located in Montana, Fort Belknap College implemented an ANA funded language immersion project to ensure the survival and vitality of the Gros Ventre language, White Clay. At the commencement of the project, only approximately eight fluent speakers remained. Over the three-year timeframe, staff established an immersion school for native youth, trained six language teachers and taught 600 days of immersion language classes. The immersion school recruited fourteen students, all of whom achieved fluency for their age group by the end of the project. Due to the success and popularity of the project, a long waiting list exists for families who desire their children's participation in the immersion classroom.

## **ENVIRONMENTAL REGULATORY ENHANCEMENT**

Native American tribes face a multitude of risks and damage 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's Environmental Regulatory Enhancement Program empowers 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 7 environmental regulatory projects ending in 2007 with a total funding amount of \$1.4 million. These projects trained 220 people in environmental monitoring and management skills, developed 12 environmental codes or regulations and conducted environmental assessments on tribal lands.

For example, the natural and cultural resources located within the 1854 Ceded Territory located in Minnesota were not adequately protected or documented. As a result, developers were constructing housing developments on the land, placing these resources in jeopardy. The 1854

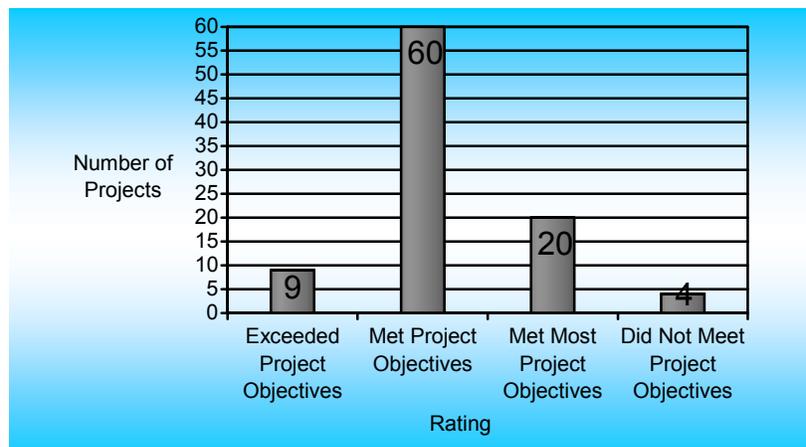
Authority, a native nonprofit, developed an assessment project to identify, monitor and catalog the natural and cultural resources within the Territory, surrounding the Bois Forte and Grand Portage reservations. By the end of the project, staff developed a cultural resource database containing information on 4,600 sites on the reservations and helped guide the planning for 60 development projects in the region, thereby providing space for community input and opinions regarding development in the territory.

### ADDITIONAL FINDINGS

ANA projects often had unintended benefits for Native communities. For example, the Indian Child Welfare Law Center (ICWLC) in Minnesota implemented an ANA project to create an internal formal advocacy component so it could work in conjunction with Minnesota’s counties, court system personnel and associated service agencies to support the preservation of Indian families. As an unintended project benefit, ICWLC was able to participate in the creation of Minnesota’s 2007 Tribal-State Agreement, which represents a working relationship between all eleven Minnesota tribes and the Minnesota Department of Human Services aimed at maintaining the integrity of the Native American family.

Since ANA funds competitive projects that are designed and implemented by tribes or community organizations, the evaluators compared grantees’ initial objectives with their actual accomplishments to determine the extent to which grantees achieved their objectives and met the stated expectations of their projects. As depicted in Figure 2, evaluators determined that a majority of projects exceeded expectations or successfully met their objectives (69 projects or 74 percent); some projects fell short of objectives but moderate benefits to the community were visible (20 projects or 22 percent); and, the remainder did not achieve their objectives (4 projects or 4 percent).

**Figure 2: Objectives Achieved**



The evaluations also revealed critical success factors relating to a project’s implementation. Community and other stakeholder participation were instrumental in all project phases in successful projects, as was frequent communication between the project staff and tribe or authorizing body. On the other hand, a common challenge that many grantees experienced, both in 2007 and in previous years, was an underestimation of the time and resources required to

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complete their project, which often resulted in grantees requesting no-cost extensions to complete their objectives. ANA utilized this information to bolster its pre-application training, post-award training and technical assistance offerings to tribes and Native American organizations so that applicants are better equipped to develop, and later implement, realistic project work plans. The improved training has had immediate positive effects. As seen in Figure 2 above, 69 of the 93 projects (74%) visited in 2007 met or exceeded project goals. This is an increase on the 65% success rate reported in ANA's 2006 Impact and Effectiveness of Administration for Native Americans Projects Report. Furthermore, four projects (4%) visited in 2007 did not meet project goals, in contrast to 11% of projects reported in 2006. Finally, the amount of no-cost extension requests received from struggling grantees was reduced by 18% from 2006 to 2007.

## **CONCLUSION**

ANA will continue to analyze project success factors and common challenges to improve its trainings in order to better achieve its mission of fostering economic and social self-sufficiency for American Indians, Alaska Natives, Native Hawaiians and other Native Pacific Islanders. The information is valuable in seeking new and more rigorous ways to manage through results. These 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 is using the information collected to establish and validate Government Performance Review Act indicators and validate programmatic baselines.