United States General Accounting Office

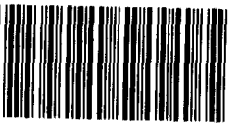
GAO

Briefing Report to Congressional Committees

March 1992

WELFARE TO WORK

Effectiveness of Tribal JOBS Programs Unknown



146096

GAO/HRD-92-67BR

GAO

United States
General Accounting Office
Washington, D.C. 20548

Human Resources Division

B-243776

March 19, 1992

The Honorable Lloyd Bentsen
Chairman, Committee on Finance
United States Senate

The Honorable Bob Packwood
Ranking Minority Member
Committee on Finance
United States Senate

The Honorable Dan Rostenkowski
Chairman, Committee on Ways and Means
House of Representatives

The Honorable Bill Archer
Ranking Minority Member
Committee on Ways and Means
House of Representatives

This report responds to the Omnibus Budget Reconciliation Act of 1990 (P.L. 101-508) mandate that we conduct a study of the Job Opportunities and Basic Skills Training (JOBS) programs operated by Indian Tribes and Alaska Native organizations.[1] We were required to (1) assess, to the extent practicable, the effectiveness of these programs and (2) identify any problems associated with their implementation.

In November and December 1991, we briefed or provided information on the results of our work to offices of the Senate Committee on Finance, the Committee with whom we coordinated our study; the Subcommittee on Human Resources, House Committee on Ways and Means; and Senator Thomas A. Daschle. This briefing report summarizes the information provided to these offices.

Background

Through the Family Support Act of 1988 (P.L. 100-485), the Congress established the JOBS program to give recipients of Aid to Families with Dependent Children (AFDC) the education, training, work experience, and supportive services they need to increase their employability and move toward self-sufficiency. The act required all states to establish JOBS programs by October 1990 and gave Indian Tribes and Alaska Native

[1]In this report, we use the term "Tribal organizations" to include Indian Tribes, consortia of Tribes, and Alaska Native organizations.

organizations the option of establishing and operating their own JOBS programs. Tribal AFDC recipients whose Tribal organizations chose not to operate a JOBS program are to be served by their state's program.

Seventy-six Tribal organizations obtained approval from the Department of Health and Human Services (HHS) to establish and operate their own JOBS programs. These 76 organizations represent about 340 of the estimated 530 individual Indian Tribes and Alaska Native organizations. The earliest Tribal JOBS programs began in July 1989, and all 76 were operating by October 1990. Federal JOBS funds allocated to these programs in fiscal year 1991 were about $6.3 million.

Like state programs, Tribal JOBS programs must offer participants a broad range of services, including education, job skills training, and job readiness activities. Support services, such as child care and transportation, also must be provided. Within the framework of these federal requirements, however, Tribal organizations have considerable flexibility in designing and implementing their JOBS programs.

We reviewed (1) the legislative history of JOBS, (2) implementing regulations, and (3) other pertinent HHS documents to identify program evaluation performance standards and other information for use in assessing Tribal JOBS effectiveness. We also sought to obtain information on program outcomes, such as the number of AFDC recipients who completed the program or obtained employment, and any related implementation problems. To accomplish these objectives, we (1) surveyed by telephone Tribal JOBS administrators of 34 programs that had been operating since 1989; (2) interviewed officials and gathered program data at seven of these Tribes; and (3) interviewed officials of HHS's headquarters and three of its regional offices, two area offices of the Bureau of Indian Affairs (BIA), and various interest groups. (See pp. 7-9.)

Results in Brief

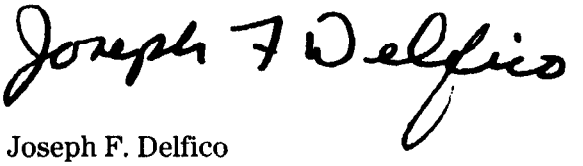
We were unable to assess the effectiveness of Tribal JOBS programs or determine outcomes resulting from these programs because evaluation criteria, including well-defined program objectives, were lacking and sufficient and reliable program data were unavailable. Detailed criteria for assessing the JOBS program are not expected until 1993. In addition, at the time of our review, there were no federal reporting requirements for Tribal JOBS programs; Tribes maintained limited data on such outcome measures as the number of people who completed the program or obtained employment. However, in January 1992, HHS began requiring Tribal programs to report quarterly on selected program information, including

the number of participants completing their education and entering employment. (See pp. 15 and 16.)

The economic environment in which many Indian Tribes and Alaska Native organizations must operate may hinder the success of their Tribal JOBS programs. These programs are assisting participants to prepare for and obtain employment at a time when few jobs are available and unemployment rates on many reservations are high. A 1989 BIA study reported unemployment rates on reservations as high as 100 percent, with a median rate of 47 percent. At the seven locations we visited, Tribal JOBS administrators reported operating their programs under conditions of limited employment opportunities; high unemployment rates, ranging from 49 to 93 percent; and little economic development. (See pp. 17 and 18.)

In addition to poor economic conditions, Tribal organizations identified several implementation problems. Eighty-five percent of the Tribal JOBS administrators surveyed said that a lack of transportation has made AFDC recipients' participation in JOBS difficult. In addition, 79 percent said that a lack of child care made participation difficult. Also, Tribal JOBS administrators at four locations we visited reported that they would have liked more and earlier HHS assistance and guidance in establishing their programs. (See pp. 22 and 23.)

We did not obtain written comments on this report, but we did discuss its contents with HHS officials. While they generally concurred, they believed that HHS's technical assistance to Tribal JOBS programs was greater than what the Tribes reported. We revised our report to incorporate their comments as appropriate. We are sending copies of this report to other congressional committees, the Secretary of Health and Human Services, the Assistant Secretary for Children and Families, the Secretary of the Interior, the Assistant Secretary for Indian Affairs, and other interested parties. Copies will be made available to others upon request. For additional information, please call me on (202) 512-7215. Other major contributors to the report are listed in appendix II.



Joseph F. Delfico
Director, Income Security Issues

Contents

Letter		1
Welfare to Work: Effectiveness of Tribal JOBS Programs Unknown		6
	Omnibus Budget Reconciliation Act of 1990	6
	Scope and Methodology	7
	JOBS Program	9
	Tribal Jobs Programs Differ From States'	11
	Number of Tribal JOBS Programs	13
	Tribal JOBS Funding	14
	Tribal JOBS Effectiveness	16
	Reservation Environment May Limit Tribal JOBS Results	17
	Tribal JOBS Program Operations	19
	Implementation Problems Identified by Tribes	22
	HHS Administration and Oversight	24
Appendixes	Appendix I: Fiscal Year 1991 Tribal JOBS Allocations	26
	Appendix II: Major Contributors to This Report	29
Related GAO Products		32
Figures	Figure 1: Omnibus Budget Reconciliation Act of 1990	6
	Figure 2: Scope and Methodology	7
	Figure 3: JOBS Program	9
	Figure 4: Tribal JOBS Programs Differ From States'	11
	Figure 5: Number of Tribal JOBS Programs	12
	Figure 6: Tribal JOBS Funding	14
	Figure 7: Tribal JOBS Effectiveness	15
	Figure 8: Reservation Environment May Limit Tribal JOBS Results	17
	Figure 9: Tribal JOBS Program Operations	19
	Figure 10: Tribal JOBS Program Operations (Cont'd)	20
	Figure 11: Implementation Problems Identified by Tribes	22
	Figure 12: HHS Administration and Oversight	23

Abbreviations

AFDC	Aid to Families With Dependent Children
BIA	Bureau of Indian Affairs
CWEP	Community Work Experience Program
FY	fiscal year
GAO	General Accounting Office
HHS	Department of Health and Human Services
JOBS	Job Opportunities and Basic Skills Training Program
OJT	on-the-job-training

Figure 1:

GAO Omnibus Budget Reconciliation Act of 1990

GAO Mandated to

- Assess effectiveness of Tribal JOBS, to the extent practicable
- Identify problems with program implementation

Omnibus Budget Reconciliation Act of 1990

The Omnibus Budget Reconciliation Act of 1990 (P.L. 101-508) mandated that GAO conduct a study of the Job Opportunities and Basic Skills Training (JOBS) programs operated by Indian Tribes and Alaska Native organizations. As directed by the act, our objectives were to (1) assess, to the extent practicable, the effectiveness of the programs and (2) identify any implementation problems.

Figure 2:

GAO Scope and Methodolgy

- Interviewed HHS, BIA, and interest groups
- Conducted telephone survey of 34 Tribes that began programs in 1989
- Visited 7 Tribes
  - Job design work at 3 Tribes
  - Detailed review at 4 Tribes
  - Reviewed documents and interviewed officials at all locations

Scope and Methodology

We interviewed officials and reviewed program documents at (1) HHS and its Denver, Seattle, and San Francisco regional offices and (2) BIA's Aberdeen and Juneau area offices. In addition, we interviewed officials of the Indian and Native American Employment and Training Coalition, Inter Tribal Council of Arizona, and American Public Welfare Association. We also interviewed officials of and reviewed documents at ACKCO, Inc., the contractor HHS selected to provide technical assistance to Tribal JOBS programs.

In an effort to assess the Tribal JOBS programs and identify any problems affecting implementation, we conducted a telephone survey of all 34 Indian Tribes and Alaska Native organizations that began their JOBS programs in 1989. We chose these Tribes because they would have more program experience than Tribes that began programs later. We requested data on the number of people (1) assessed by the Tribal programs, (2) selected to participate in the programs, (3) enrolled in the various educational and job training services provided, (4) who completed the programs, and (5) who entered employment.

In designing our review and to further our understanding of the Tribal programs, we visited the Oglala Sioux and Lower Brule Sioux Tribes in South Dakota and the Salt River Pima-Maricopa Indian Community in Arizona. Also, in an effort to validate our telephone survey results and to develop detailed program information, we visited the (1) Fort Peck Assiniboine and Sioux Tribes, which share a reservation in Montana; (2) Minnesota Chippewa Tribe in Minnesota; (3) Rosebud Sioux Tribe in South Dakota; and (4) Tanana Chiefs Conference, Inc., in Alaska. We judgmentally selected these Tribal organizations based on such factors as the amount of JOBS funds allocations and the number of individuals their JOBS administrators said entered and completed the program. At each organization, we selected a sample of JOBS participants' case files to gather detailed information supporting the responses that the Tribes provided to our telephone survey. We interviewed Tribal JOBS administrators and reviewed pertinent documents at all seven locations. In addition, we telephoned state JOBS officials of states having Tribes not operating a JOBS program to inquire if these Tribes' Aid to Families with Dependent Children (AFDC) recipients were being served by the states' JOBS programs.

We performed our work between January and November 1991 in accordance with generally accepted government auditing standards. We did not confirm that states were actually providing services to AFDC recipients whose Tribal organizations did not establish a JOBS program, nor did we verify implementation problems identified by Tribal JOBS administrators during our telephone survey. Also, because we could not validate our telephone survey results at the four Tribes we visited, we are not reporting data that Tribes provided in response to questions that requested an exact count of AFDC recipients, such as the number who completed the JOBS program and obtained employment. We do, however, report percentages of Tribes responding to opinion questions, such as to what extent transportation and child care were problems, and questions

about the type of services provided. Our site visits indicated that the responses to these questions were sufficiently reliable.

Figure 3:

GAO JOBS Program

- Goal is to move AFDC recipients toward self-sufficiency and avoid long-term welfare dependency
- Joint federal-state effort
- Provides services to clients:
  - Education and training
  - Transportation and child care

JOBS Program

The Family Support Act of 1988 (P. L. 100-485) requires all states to establish JOBS programs to help welfare recipients obtain the assistance they need to become self-sufficient. JOBS represents the federal government's latest, most comprehensive effort to transform the nation's AFDC program into a system that helps families avoid long-term welfare dependence. Under JOBS, states must provide AFDC parents with the

education, training, work experiences, and supportive services they need to increase their employability. While designed to develop an effective nationwide welfare-to-work system, JOBS gives states enough flexibility to operate programs that reflect local needs.

JOBS is jointly funded by the federal and state governments. Depending upon the type of cost and the state's per capita income, federal matching funds range from 50 to 90 percent of JOBS program costs. The federal share is reduced to 50 percent if a state fails to meet specified participation and targeting requirements. States must serve a certain proportion of individuals each year and spend at least 55 percent of their total JOBS funds each year on targeted groups identified as long-term or potential long-term AFDC recipients.

JOBS provides participants education and training activities, such as basic literacy, English proficiency, high school equivalency programs, college courses, and vocational training. In addition, it provides work experience through the Community Work Experience Program and other activities, such as on-the-job training. JOBS also provides supportive services—including child care and transportation assistance and one-time work-related expenses, such as tools and uniforms—that AFDC recipients need to participate in the program and become employed.

Figure 4:

GAO Tribal JOBS Programs Differ From States'

- Option to participate with state or operate own programs
- No matching funds required
- No enhanced funding
- Certain JOBS regulations waived for Tribal programs

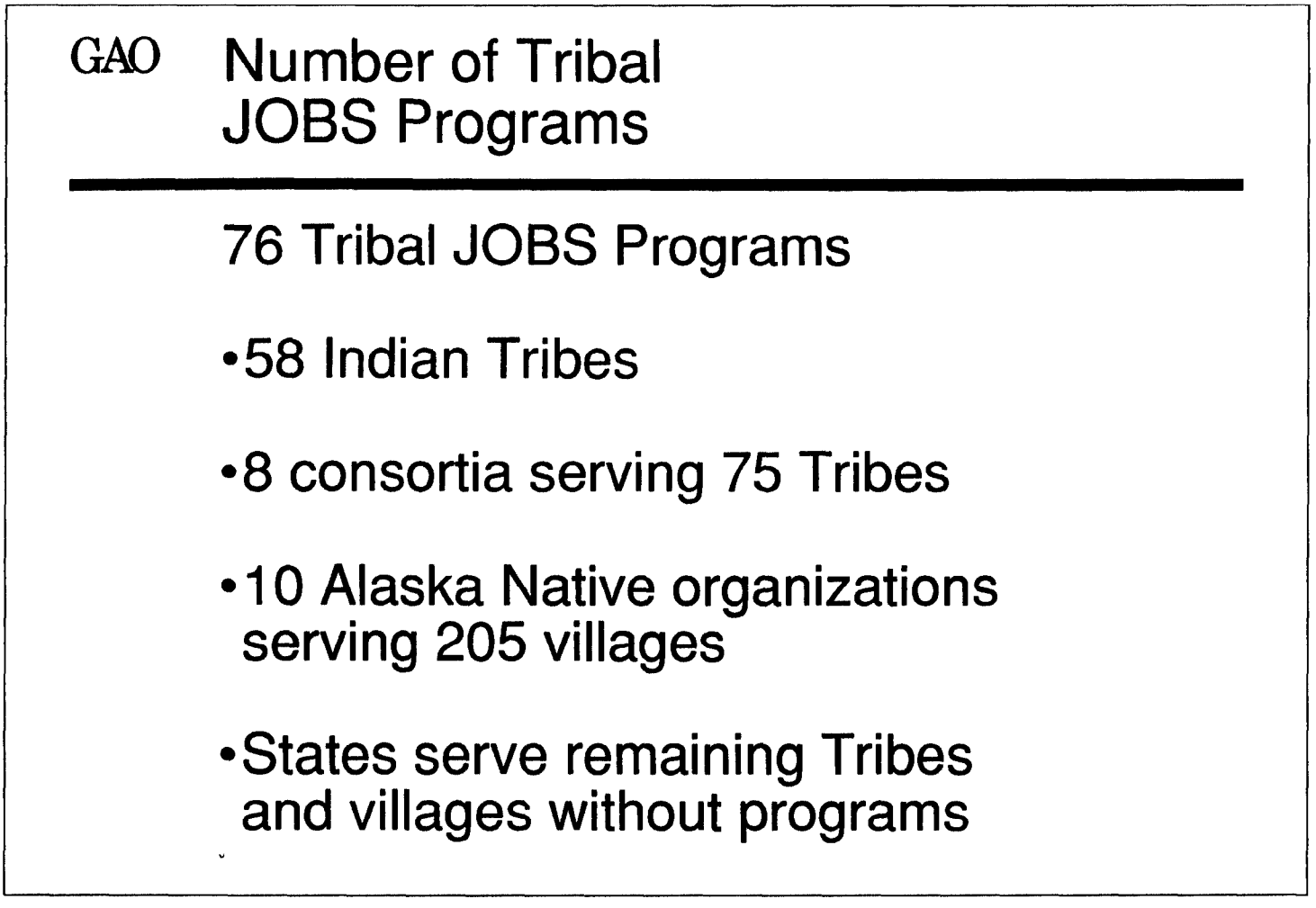
Tribal JOBS Programs Differ From States'

The Family Support Act granted Indian Tribes and Alaska Native organizations the option of establishing and operating, on their own, JOBS programs that are different in several respects from the states' programs. Tribal organizations had until April 13, 1989, to apply to HHS for approval to establish their own programs. AFDC recipients of Tribal organizations that chose not to apply by the deadline are to be served by their states' JOBS programs.

Tribal programs differ from state programs primarily in their funding and exemption from certain JOBS regulations. The Secretary of HHS was given

authority to waive requirements determined to be inappropriate for Tribal JOBS programs. For example, unlike state programs, Tribes are not required to spend any of their own funds to receive federal funds. Also, the amount of federal funds they receive is not subject to the participation and targeting requirements that enhance states' share of federal funding. In addition, at the time of our review, Tribal JOBS programs were exempt from reporting case record data to HHS; states must report a sample of such data monthly. However, HHS began implementing a reporting requirement for Tribal JOBS programs in January 1992. (See pp. 14-16 for further discussion of these items.)

Figure 5:



Number of Tribal JOBS Programs

Seventy-six Tribal organizations established their own JOBS programs, with 34 beginning in 1989 and 42 in 1990. In April 1989, of some 530 Indian Tribes and Alaska Native organizations, 127 expressed an initial interest in establishing and operating JOBS programs. Ultimately, 58 Indian Tribes, 10 Alaska Native organizations (representing 205 villages), and 8 consortia of Tribes (representing 75 Tribes) applied and were approved by HHS to operate their own JOBS programs. Appendix I lists all Tribal organizations operating JOBS programs in fiscal year 1991.

Of about 200 Tribes that do not operate their own JOBS program, AFDC recipients of 176 are served by their states' JOBS programs, according to state JOBS officials. In addition, AFDC recipients of 23 other Tribes without JOBS programs will be served when their states begin operating their programs statewide, which all states are required to do by October 1992. One Tribe in Texas, however, will not be served. This Tribe is located in a county in which the state decided not to operate a JOBS program because there are few AFDC recipients and no job opportunities.

Figure 6:

GAO Tribal JOBS Funding

- FY 1991 Tribal JOBS funding: $6.3 million
- Based on ratio of Tribal AFDC recipients to total AFDC recipients in state
- Tribal allocations reduce state allocations
- FY 1991 Tribal allocations range: $4,600 to $1.3 million

Tribal JOBS Funding

For fiscal year 1991, Tribal JOBS programs were allocated $6.3 million of the $1 billion in federal funds available for state and Tribal JOBS programs. The amount of federal JOBS funds allocated to an individual Tribal program is based upon the ratio of its adult AFDC recipients compared to the total number of adult AFDC recipients in its state. This ratio is then applied to the particular state's federal JOBS funds allocation to determine the total amount allocated to the Tribal program. The state's allocation is correspondingly reduced by the amount of the Tribal program's allocation.

Because the JOBS funds an individual Tribe receives is dependent on its number of AFDC recipients and the JOBS funds available to its state, allocations to Tribes vary greatly. For fiscal year 1991, Tribal JOBS funding ranged from $4,649 for one Tribe with 14 AFDC recipients to $1,289,346 for another Tribe that had 4,889 recipients. About 50 percent (36) of the Tribal organizations received between $5,000 and $50,000 and another 45 percent (34) received between $50,000 and $200,000. Appendix I shows the federal JOBS funds allocated to each Tribal organization with a JOBS program in fiscal year 1991 and the number of AFDC recipients in the Tribe.

Figure 7:

GAO Tribal JOBS Effectiveness

Unable to assess effectiveness because:

- Limited data maintained
- No reporting requirements
- No criteria to assess effectiveness
- Unable to validate GAO telephone survey

Tribal JOBS Effectiveness

We were unable to assess the effectiveness of the Tribal JOBS programs or determine the outcomes resulting from these programs because criteria, including clearly defined program objectives, were lacking, and sufficient and reliable data were unavailable. At the time of our review, there were no federal reporting requirements for the Tribal JOBS programs and the Tribes we visited maintained only limited program data. Tribes generally did not have such information as the numbers of AFDC recipients who graduated from high school or received graduation equivalency certificates, completed technical training, or obtained employment. However in January 1992, HHS began requiring Tribal programs to report quarterly on selected program information. Data reported include participants' educational achievements and job entries.

In addition to insufficient data, there were no detailed criteria to assess the effectiveness of the JOBS program. Although the goal of JOBS is to enable AFDC recipients to become self-sufficient, self-sufficiency has not been defined nor have standards for what is considered successful program completion been developed. The Secretary of HHS is required to develop performance standards for JOBS by October 1993.

We also were unable to use data we collected from our telephone survey to assess the Tribal JOBS programs. During our visits, we could not reconcile many of the discrepancies identified between the survey data and the data available on site. Data needed to respond to certain survey questions often were not readily available from the Tribes. In other cases, Tribal JOBS administrators had to go through individual case files and, from their personal knowledge, count people who they believed to be in the various categories asked for in our survey. Following are some examples of the discrepancies we identified:

- One Tribe reported 20 people had completed its program, but from our review of case files and discussions with the JOBS caseworker, we determined that 12 had done so.
- Another Tribe reported 128 participants entered its program in 1989. Based on our review of the Tribe's listing of AFDC recipients, we determined, and the JOBS administrator confirmed, that 98 participants had entered.
- Another Tribe reported 70 participants had entered its program in 1989, but our case file review showed 5. The Tribal JOBS administrator also reported 31 people completing the program since its inception, while our review of client case files counted 11.

Figure 8:

GAO Reservation Environment May Limit Tribal JOBS Results

- Lack of jobs
- High unemployment
- Limited economic development

Reservation Environment May Limit Tribal JOBS Results

The economic environment on many reservations may limit the outcomes of Tribal JOBS programs. Tribal JOBS administrators at six locations we visited said that employment opportunities on or near their reservations were limited. For example:

- At Fort Peck, the JOBS administrator said that the labor market is tough for JOBS participants. He estimated that perhaps 2 percent of those completing the JOBS program will become employed. Employers in the area have laid off or anticipate laying off employees.

- Rosebud JOBS participants may have to leave the reservation for employment, according to its JOBS administrator, because there are not enough jobs on the reservation. A 1989 Harvard University study reported that job opportunities at the reservation are "astonishingly" low, leaving most of Rosebud's potential labor force without hope for local employment.
- The Tanana Chiefs JOBS administrator said that jobs are limited in both the villages and in Fairbanks. Local businesses in Fairbanks tend to hire military dependents, she said, because their education and work records are generally better than those of welfare recipients.

Reservations also face high unemployment rates and limited economic development. According to a 1989 Bureau of Indian Affairs study, unemployment rates on several reservations were as high as 100 percent with a median rate of 47 percent. For the seven Tribal JOBS programs we visited, rates ranged from 49 to 93 percent. At three of these locations, Tribal JOBS administrators said economic development that would improve employment opportunities in the near future was limited. For example:

- The Tanana Chiefs Conference, Inc., has little economic development occurring in its service area. The JOBS administrator believes that the tourism industry offers the most potential.
- The Fort Peck reservation has no economic development.

The Minnesota Chippewa Tribe, on the other hand, has underway or planned economic development projects that will provide jobs. These projects include developing marinas, casinos, shopping malls, a theme park, a golf course, and a fiberboard plant.

Figure 9:

GAO Tribal JOBS Program Operations

- Types of services provided:
  - Education
  - Job skills training
  - CWEP
  - OJT
  - Job search

Tribal JOBS Program Operations

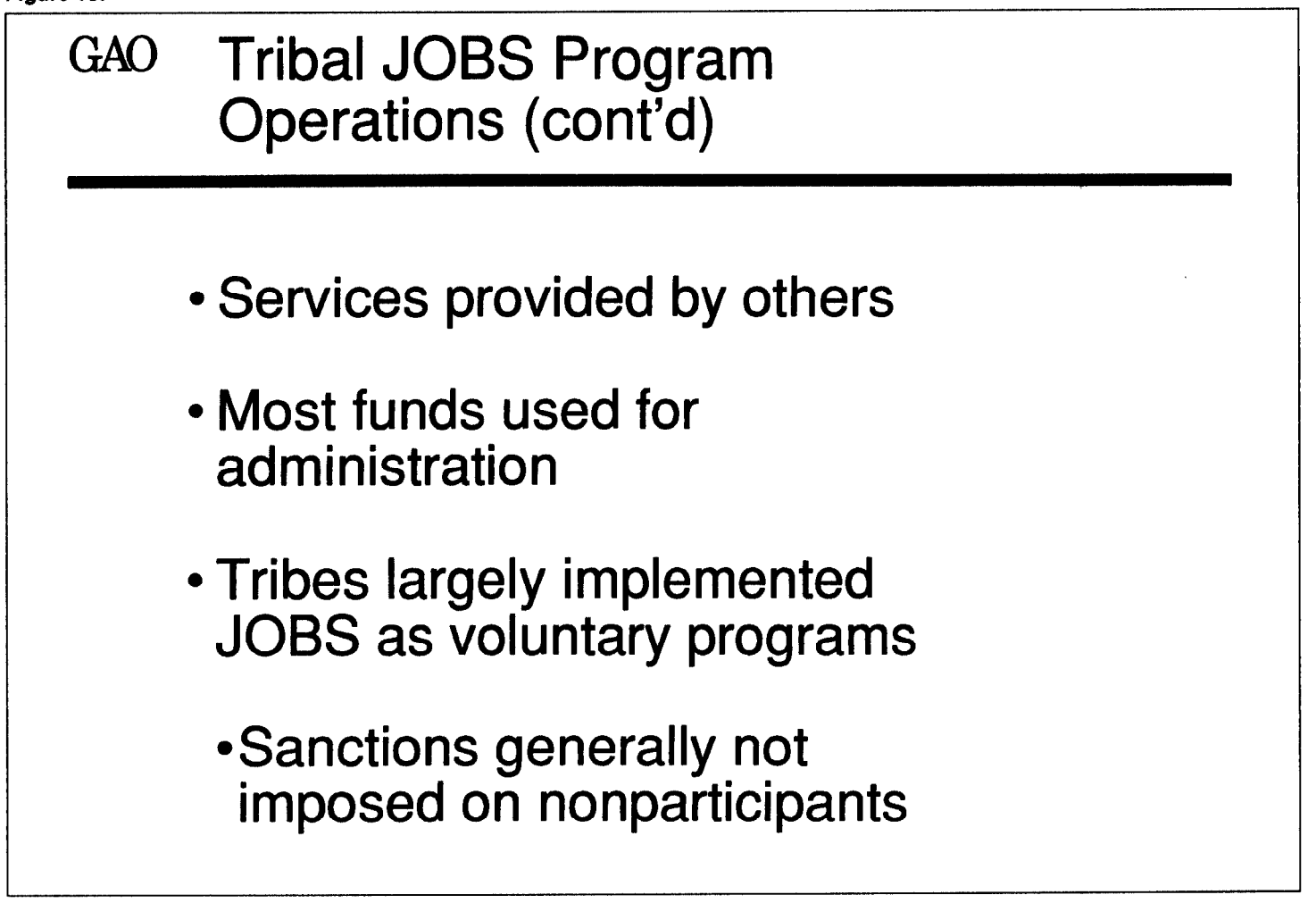
The Tribal JOBS programs we surveyed offered several types of services to participants. Of the 34 Tribes contacted during our telephone survey:

- 88 percent reported enrolling participants in educational programs below the post-secondary level, including high school, general equivalency degree courses, basic and remedial education, and English proficiency;
- 79 percent reported enrolling participants in job skills training, including vocational training;
- 79 percent reported enrolling participants in community work experience programs (CWEP), on-the-job-training (OJT), or work supplementation;

- 77 percent reported enrolling participants in post-secondary education;
- 65 percent reported enrolling participants in job search activities; and
- 53 percent reported enrolling participants in job readiness activities.

In addition, 85 percent of the Tribes reported engaging in job development and placement activities to help their participants seek and obtain employment.

Figure 10:



Consistent with regulations that encourage JOBS programs to use available community resources, Tribal JOBS programs rely on services provided or

funded by other agencies or organizations. Services for Tribal JOBS participants were generally provided and paid for by service providers available in each community, such as Job Training Partnership Act agencies and public school systems, and by using other funding sources, such as Pell grants and BIA educational assistance funds. Of the 34 Tribes surveyed, 68 percent reported spending half or less of their JOBS funds for education and job training services.

Three of the four Tribal JOBS programs we visited subsequent to our survey expected to use most of their federal JOBS funds for program and administrative expenses, such as case managers' salaries and travel expenses. In fiscal year 1991, the Tanana Chiefs had budgeted 69 percent of its JOBS allocation for administrative expenses, Fort Peck 64 percent, and Rosebud 55 percent. Similar data were not available from the Minnesota Chippewa Tribe.

Although JOBS requires participation to be mandatory for nonexempt AFDC recipients, three Tribal organizations we visited were serving mostly individuals who volunteered to participate. Tribal JOBS administrators from two of these organizations stated that volunteers are more motivated and, thus, more likely to succeed than those who might be required to participate. One administrator stated that forcing participation by older AFDC recipients who have little education and have been on welfare a long time would not be the best use of resources because there was little likelihood they would complete the program successfully.

Although JOBS requires sanctions to be imposed on nonexempt AFDC recipients who fail to participate without good cause, sanctions were not widely imposed. Of the 34 Tribes contacted during the telephone survey, 24 percent reported imposing sanctions. Under these sanction requirements, Tribes are to report to the state their nonparticipants whose AFDC benefits are to be reduced until the person begins participating in JOBS. Tribes, however, generally were not complying with the sanction requirements, and there are no penalties for not doing so.

Figure 11:

GAO Implementation Problems Identified by Tribes

- Transportation--85%
- Child care--79%

Implementation Problems Identified by Tribes

A lack of transportation made JOBS participation difficult to at least some extent, 85 percent of the Tribes surveyed reported. AFDC recipients may be exempted from participation if they are unable to obtain transportation to their assigned program activities. Three of the four Tribes we visited subsequent to our survey—the Oglala Sioux, Rosebud Sioux, and Tanana Chiefs—exempted people from participation due to a lack of transportation. At the Minnesota Chippewa JOBS program, no one had been exempted for this reason, the administrator said, because even though transportation was a problem, participants were able to find solutions.

Similarly, a lack of child care made JOBS participation difficult to at least some extent, according to 79 percent of the telephone survey respondents. As with transportation, AFDC participants who are unable to obtain child care may be exempted from participation. Of the four Tribes visited subsequent to our survey, the Oglala Sioux and Rosebud Sioux had exempted people from participation due to a lack of child care. Although no child care centers were available on four of the seven reservations we visited, the JOBS administrators said that participants generally were able to obtain child care from a family member or a friend.

Figure 12:

GAO HHS Administration and Oversight

- Little early HHS assistance and guidance
- Limited HHS monitoring

HHS Administration and Oversight

While they understood the program's requirements, Tribal JOBS administrators from the four Tribal organizations we visited subsequent to our survey said they would have liked more and earlier assistance and guidance from HHS on implementing their JOBS programs. Some HHS regional offices had sponsored conferences for Tribal JOBS programs, but most were not held until after 1989. While Tribal organizations attended HHS conferences held for state programs, Tribal JOBS administrators noted that the state orientation of the conferences made them of little benefit to the Tribes. Finally, the private company contracted to provide technical assistance to Tribes did not begin its Tribal JOBS training workshops until August 1991. Even though they would have liked more structured assistance, Tribal JOBS administrators from four of the seven organizations we visited did say that HHS personnel were willing to assist them whenever they called with questions.

Until recently, there was also limited HHS monitoring of Tribal JOBS programs. HHS regional officials in Denver and San Francisco commented that limited travel funds prevented them from visiting Tribal programs. And, HHS Seattle region officials stated that the Tribes should have had more technical assistance and oversight.

Fiscal Year 1991 Tribal JOBS Allocations

State	Tribe	AFDC recipients	Amount allocated
Alaska	Aleutian-Pribilof	14	$4,649
	Assoc. of Village Council Presidents	443	147,913
	Bristol Bay	49	16,482
	Cook Inlet	689	230,321
	Kawerak	140	46,698
	Kodiak	54	17,961
	Maniilaq	88	29,583
	Metlakatla	16	5,283
	North Pacific Rim	19	6,339
	Tanana Chiefs	404	135,024
	Tlingit and Haida	307	102,483
Arizona	Cocopah	34	8,830
	Gila River	496	128,813
	Hualapai	42	10,908
	Mohave-Apache	23	5,973
	Navajo[a]	2,942	764,047
	Pascua Yaqui	104	27,009
	Salt River Pima	159	41,293
	Tohono O'Odham	637	165,431
California	Consortium	1,018	269,093
Colorado	Navajo[a]	52	15,930
Idaho	Couer D'Alene	22	9,720
	Nez Perce[b]	50	22,090
	Shoshone[c]	14	6,185
Kansas	Kickapoo	206	56,345
	Potawatomi	38	10,394
Maine	Penobscot	75	20,257
Michigan	Saulte-Ste Marie	349	96,231
Minnesota	Chippewa	700	194,522
	Leech Lake	417	115,879
	Mille Lac	168	46,685
	Red Lake	418	116,157
	White Earth	393	109,210
Mississippi	Choctaw	163	41,593
Montana	Blackfeet	405	119,158
	Chippewa Cree	77	22,655
	Crow	257	75,614
	Fort Peck	255	75,025
	Northern Cheyenne	203	59,726

(continued)

State	Tribe	AFDC recipients	Amount allocated
	Salish and Kootenai	209	61,491
Nebraska	Santee	274	73,543
	Winnebago	81	21,741
Nevada	Shoshone[c]	17	4,930
New Mexico	Mascalero	92	24,268
	Navajo[a]	1,696	447,376
	Pueblo Zuni	176	46,426
New York	Seneca	320	86,278
North Carolina	Cherokee	217	56,621
North Dakota	Devils Lake	195	61,733
	Mandan/ Hidatsa	191	60,467
	Standing Rock[d]	184	58,251
	Turtle Mountain	733	232,054
Oklahoma	Cheyenne	156	40,193
	Chickasaw	85	21,900
	Comanche	114	29,372
	Inter-Tribal Council	28	7,214
	Sac and Fox	21	5,411
Oregon	Confederated Tribes	128	45,597
South Dakota	Cheyenne River	195	64,661
	Lower Brule	20	6,632
	Oglala	635	210,564
	Rosebud	449	148,887
	Sisseton-Wahpeton	134	44,434
	Standing Rock[d]	80	26,528
Utah	Navajo[a]	199	61,993
Washington	Colville	385	114,974
	Lummi	200	59,727
	Makah	43	12,841
	Nez Perce[b]	50	14,932
	Northwest Inter-Tribal	360	107,509
	Puyallup	80	23,891
	South Puget Inter-Tribal	200	59,727
	Stillaguamish	50	14,932
	Swinomish	60	17,918
	Tulalip	100	29,863
	Yakima	453	135,282
Wisconsin	Lac Courte	200	61,897
	Menominee	349	108,011
	Onieda	170	52,613
	Sokadgon/ Chippewa	102	31,568

(continued)

State	Tribe	AFDC recipients	Amount allocated
	Winnebago	206	63,754
Wyoming	Shoshone and Arapahoe	267	82,117
Total		**21,844**	**$6,317,630**

[a]Includes parts of Arizona, Colorado, New Mexico, and Utah. Its total allocation was $1,289,346 for 4,889 AFDC recipients.

[b]Includes parts of Idaho and Washington. Its total allocation was $37,022 for 100 AFDC recipients.

[c]Includes parts of Nevada and Idaho. Its total allocation was $11,115 for 31 AFDC recipients.

[d]Includes parts of North Dakota and South Dakota. Its total allocation was $84,779 for 264 AFDC recipients.

Major Contributors to This Report

Human Resources Division, Washington, D.C.

Gregory J. McDonald, Associate Director
David P. Bixler, Assistant Director, (202) 512-7216
Carol D. Petersen, Senior Evaluator

Denver Regional Office

Donald C. Hahn, Regional Management Representative
Robert P. Pickering, Evaluator-in-Charge
Alan J. Wernz, Evaluator

Related GAO Products

Welfare to Work: States Begin JOBS, but Fiscal and Other Problems May Impede Their Progress (GAO/HRD-91-106, Sept. 27, 1991).

Ordering Information

The first copy of each GAO report is free. Additional copies are $2 each. Orders should be sent to the following address, accompanied by a check or money order made out to the Superintendent of Documents, when necessary. Orders for 100 or more copies to be mailed to a single address are discounted 25 percent.

U.S. General Accounting Office
P.O. Box 6015
Gaithersburg, MD 20877

Orders may also be placed by calling (202) 275-6241.

United States
General Accounting Office
Washington, D.C. 20548

Official Business
Penalty for Private Use $300

First-Class Mail
Postage & Fees Paid
GAO
Permit No. G100