

CENSUS 2000

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OVERSIGHT HEARING ON THE CENSUS 2000, IMPLEMENTATION IN
INDIAN COUNTRY

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CENSUS 2000

TUESDAY, MAY 4, 1999

U.S. SENATE,
COMMITTEE ON INDIAN AFFAIRS,
Washington, DC.

The committee met, pursuant to notice, at 10:10 a.m. in room 485, Russell Senate Office Building, Hon. Daniel K. Inouye (vice chairman of the committee) presiding.

Present: Senator Inouye.

STATEMENT OF HON. DANIEL K. INOUE, U.S. SENATOR FROM HAWAII, VICE CHAIRMAN, COMMITTEE ON INDIAN AFFAIRS

Senator INOUE. The committee will come to order.

The committee meets this morning to develop a better understanding of the challenges associated with securing a more accurate count of the indigenous Native people of the United States in the upcoming 2000 census. We are advised that in the 1990 census there was at least a 12-percent undercount of Native people, and many believe that the undercount may have been even greater.

The challenges differ depending upon the area. In urban areas, especially where sampling methods are applied, Indian households may be overlooked if they are part of a neighborhood or larger areas that is predominantly populated by other ethnic or minority populations. In reservation areas, there are households in which English may be only a second language, and certainly there are households where English is not spoken at all.

More often than not, census-takers do not speak the Native language, nor is it likely that they are familiar with tribal culture. As in any rural area, people may be suspicious of strangers and unless someone is known to them or introduces them to a census-taker, there is a general reluctance to even admit a stranger to the home, let alone give that person information about the members of the household.

Further complicating the taking of the census in Indian country is the fact that in years past information about household income or interest in trust lands was later used to disqualify Indian people from participating in Federal programs designed for their benefit. So there is a reticence about giving out information that grows out of these prior experiences.

This morning the committee is most pleased that the Director of the Census Bureau could join us, as well as the members of the Census Advisory Committee on the American Indian and Alaska Native Populations. Because the allocation of Federal funds is

based on census statistics, it is critically important that an accurate census be achieved in Indian country. So we look forward today to learning about the Bureau's plans for conducting the census in Indian country as well as the potential obstacles to securing an accurate count and what plans are underway to address these challenges.

With that, may I welcome all of the witnesses to the committee. Your full statements will be included as part of the record, and we look forward to your summary of the written testimony so that we may have time to ask follow up questions. I would like to point out that, unfortunately, there are many meetings today. There is a very important one at noon and I will have to be leaving here at 11:50 a.m.

So now may I call upon Kenneth Prewitt, Director of the Bureau of the Census in the United States Department of Commerce. Mr. Prewitt will be accompanied by Ms. Belva Morrison, Team Leader of the Tribal Partnership Program.

Mr. Prewitt, Ms. Morrison, welcome to the committee.

STATEMENT OF KENNETH PREWITT, DIRECTOR, BUREAU OF THE CENSUS, DEPARTMENT OF COMMERCE, WASHINGTON, DC, ACCOMPANIED BY BELVA MORRISON, TEAM LEADER, TRIBAL PARTNERSHIP PROGRAM, DENVER REGION, BUREAU OF THE CENSUS

Mr. PREWITT. Vice Chairman Inouye, we do appreciate this opportunity to lay out some of our ideas about how to improve the census in Indian country.

As we know, the 1990 census showed a total of just under 2 million American Indians and Alaska Natives, a sharp increase over 1980 that we attribute primarily to improved enumeration strategies as well as increased tendency for the American Indian and Alaska Native population to self-identify.

As you have already noted, despite this increase in numbers, there are very difficult challenges facing the enumeration processes for the American Indian and Alaska Native populations. And we did experience a severe undercount, as measured by our 1990 Post Enumeration Survey. It was the least well-counted group in American society according to our evaluation studies.

We do measure as an American Indian or an Alaska Native anyone who declares him or herself to be one. And in the 2000 census, we will follow guidelines established by the OMB on standards for maintaining, collecting, and presenting Federal data. And, indeed, the differences between how we ask these questions in 1990 and 2000 have already been supplied to your committee.

In preparation for Census 2000, we have established rather close relationships with the American Indian tribes and the Alaska Native villages to formulate plans for testing and developing. We have benefited from close partnership and advice from members of our advisory committees, many of whom will be here with you today to testify, and also with the advice of the National Congress of American Indians, and they have a representative on the Secretary's 2000 Census Advisory Committee.

We have taken their advice, for example, with respect to how we ask the race questions. We have taken their advice with respect to

our two test censuses that we conducted in 1996, and, of course, with our just completed 2000 dress rehearsal that was conducted in part in Menominee County, Wisconsin, which includes the Menominee American Indian Reservation. Based upon these tests, we have made many changes and improvements in the design for our Census 2000.

Let me focus just for 1 moment on our partnership efforts. Partnership is really key to whether Census 2000 will work. We are well aware that however hard the Bureau works and whatever apparatus it puts in place, that finally we need to reach into the communities by relying on the active partnership with community leaders.

And to this end, we have designed a broad-reaching American Indian and Alaska Native program. This program, of course, is consistent with the Commerce Department's 1995 American Indian and Alaska Native Policy with respect to the relationship between the Federal Government and the American Indian and Alaska Native communities. This policy recognizes tribal sovereignty and the unique legal and political status of federally-recognized American Indian and Alaska Native tribal governments. It is full accord with President Clinton's 1994 White House Memorandum as well as the 1998 Executive order. I would like to emphasize, however, that the Census Bureau would be initiating this partnership program irrespective of that policy, though we obviously honor that policy. But that is not its motivation. Its motivation is that that's the way we think we can best count the American Indian and Alaska Native populations.

We have established a key liaison program in which we have invited each federally recognized American Indian and Alaska Native government to appoint liaison for Census 2000. I brought along a copy of the handbook which is very detailed on how to establish a liaison program, suggesting activities and how to design a program to maintain a stronger count in the American Indian and Alaska Native areas.

We specifically request that there be established a tribal complete count committee that will promote the census at community events, will help us identify sites for questionnaire assistance centers, will help recruit census enumerators, and identify facilities for recruitment, testing, and training activities, will also be engaged in reviewing and updating the address, map, and boundary information, and help the Bureau select enumeration methods that are appropriate to the local community. I have also brought along a copy of our tribal complete count committee handbook which suggests a large number of promotional and outreach activities that can be undertaken by our complete count committees.

We believe that participating in these programs is one way to increase involvement in both the planning and implementation of Census 2000 that will result in a more complete and accurate count. Nationally, about 460 federally recognized American Indian and Alaska Native governments have appointed a liaison and we continue to follow up with the others to encourage their participation. Indeed, beginning today, the Census Bureau is sponsoring a series of regional meetings to bring together both the American Indian and Alaska Native leaders. Specifically, today is a meeting in

Anchorage where we are expecting about 200 tribal leaders from the Alaska Native communities and another 150 to 200 liaison participants. This is the first of our twelve or so regional meetings that will be conducted around the country between now and September.

Because, of course, not all Indian tribes fall under the Federal definition of the American Indian population, we are also pursuing partnerships with State recognized tribes. This fall the Bureau will sponsor a national meeting to which we will invite State tribal leaders. To reach those American Indians and Alaska Natives who do not live on tribal lands, as you mentioned, the urban American Indian population specifically, we have identified key community service organizations and we are inviting those to these meetings as well.

Turning for a moment to geography, it is one of the most vexing issues between the Census Bureau and the Native American areas. We have now put in place a number of voluntary geographic programs that are associated with the Indian country. These programs provide information that is key to Census 2000 and the preparation of the data tabulations that will follow.

For each federally recognized tribe that has a reservation or off-reservation trust lands, the Census Bureau sends out boundary and annexation survey maps and invites tribes to review them and make corrections. This is the first census in which we have asked tribes to certify their boundaries. And this is in line with the President's policy on government-to-government relations. Within reservations and off-reservation trust lands, tribes can delineate statistical areas meaningful for tribal purposes, including communities for which the Census Bureau can present census data. For each federally recognized tribe without a reservation or off-reservation trust lands, the Bureau asks tribal officials to identify an area over which the tribe has significant influence. These boundary designations are the basis for collecting and tabulating census data so their delineation and accuracy are very important for the tribes.

Based on these boundary designations, the Census Bureau produces address lists for every reservation, off-reservation, trust land, and tribal statistical area. These lists and maps are what census enumerators will use as they try to ensure that every person living within tribal areas is included in Census 2000. The census, we have to remind ourselves, is simultaneously a huge count but it is also an identification of where people live, so we have to match the enumerated residence to a specific location.

We place a heavy stress on confidentiality in the preparation of these materials. For example, in the local update of census addresses, some tribal governments expressed serious concern that other local governments—counties, cities—were seeing addresses that were located on tribal lands. In cooperation with the National Congress of American Indians, we have expressed once again to the other jurisdictions the enormous importance of our confidentiality pledge.

We have specifically written them that the information contained in the address list and other local material is only for the use of the people who have signed the confidentiality agreement, and only for the sole purpose of reviewing and providing any corrections to

the Census Bureau. We consider any other use to be a violation of the confidentiality agreement and we will seek to prosecute to the full extent of the law any government that violates the confidentiality understandings.

The Census Bureau has also reminded the other participants, that is, other local government jurisdictions, that when a tribal government is participating in the address list update operation and a county or city is also reviewing the list, the updates from the tribal government will take precedence.

We have special challenges, of course, in Alaska. We will actually have to begin the census earlier than April census day because of the weather conditions. We have to be able to fly into remote areas while the land is still sufficiently frozen to land our planes and before the spring thaws that then lead to the distribution of those population groups. So we have special census plans designed for remote Alaska.

I have mentioned that we are asking each tribal government to establish a tribal government complete count committee, and I want to talk just briefly about some other things we are doing in the area of outreach and promotion.

Recognizing the unique relationship between the U.S. Government and the American Indian and Alaska Native governments, we have established an official logo for the American Indian and Alaska Native promotional campaign and have produced a large number of promotional materials—the standard bumper stickers, T-shirts, hats, pens, pencils—any number of which can be made available to you or your staff if you wish. These will be handed out at community meetings, ceremonies, pow wows, and conferences to spur further interest in the census.

We will produce posters and other visual art, and there will be an American Indian and Alaska Native component to our paid advertising campaign for Census 2000. A firm, G&G, members of which are here today, is currently conducting extensive research and consultation with the American Indian community to develop an effective and relevant message and marketing strategy. And if I may just show you, because we just had a meeting yesterday, some of the kinds of posters that are being produced by the G&G. You won't be able to read this, but it does say "I have spoken and I will continue to be heard. The census is my voice," which is one of the themes of the advertising campaign. And in this particular instance, it features the granddaughter of Sitting Bull to suggest that generations yet to come will benefit from the census.

This is another one that has been produced, a quite lovely poster that we intend to use quite widely. You won't be able to read it, but it says "Her excuse for not participating in the last census was she wasn't born. What was yours?" So we have a very large number of these kinds of promotional material, print material, billboard material, as well as television, radio spots which will be widely, widely used in Indian land.

You made mention, sir, in your opening comments about the recruitment issues. We are working very closely with American Indian and Alaska Native communities to recruit census workers. Our goal is to hire residents of the communities to conduct the census. Indeed, in your opening comments you recognized the presence

of Belva Morrison from our Denver office. She has just completed a very, very successful address listing operation on tribal lands in which nearly 100 percent of the enumerators were hired from the tribal lands, using the languages, understanding the local culture, understanding the histories of the people. And the success of our address listing operation we attribute directly to our success at recruiting from the tribal areas themselves.

We have worked to reduce barriers to hiring local workers. For example, one of the things we did do in the Denver region was to provide gas money as an advance for those who had not yet been paid their salaries. So all the little and big things that we can do to ensure that the census will be conducted by people from the community is underway. We have a massive task before us in Census 2000 to recruit some 800,000 or more enumerators, but we are already actively geocoding, as we put it, geocoding every applicant to our enumerator pool so that we can send them back to the neighborhoods from which they came, where they have the languages of those neighborhoods, know the conditions, not just in American Indian country, of course, but across the country.

I would like to conclude if I could, sir, with a few comments about accuracy. Following the 1990 census, President Bush and the Congress urged the Census Bureau to design a census for 2000 that would reverse the decline in measured accuracy from the 1980 to the 1990 census. Part of the initial design recommended by the Bureau to meet this difficult challenge was set aside by the Supreme Court when it ruled that sampling should not be used for purposes of apportioning seats in the House of Representatives among the States.

Following the Supreme Court decision, and even preceding the Supreme Court decision, the Census Bureau already had underway plans for a full enumeration design, one that is operationally robust and innovative, that includes extensive partnership efforts, paid advertising, locally based recruitment of enumerators, a more user friendly census form, state of the art data capture technologies, and much more. Our first and most important effort is to put a census form into the hands of every single household in America. This robust design notwithstanding, we do not anticipate that the results of our effort to enumerate every household in 2000 will be more accurate than those similar efforts were in 1990. This is true both nationally and for the American Indian and Alaska Native populations.

There is a simple reason, sir. The factors that led to a high undercount in 1990 are ever more present in American society today. More Americans are living in irregular housing or are transient. More Americans are isolated or eager to avoid any attention from Government. More Americans are cynical or uncooperative when it comes to what they view as Government intrusion. The census forms have to fight their way through more junk mail to even be noticed. Civic participation rates are down, note voter turnout, and they continue to decline. In short, the Census Bureau, using traditional counting methods, must run harder to stay in place. We intend to run harder and we hope to stay in place.

Moreover, the Bureau knows that the rate at which individuals are missed is not evenly spread across all population groups. You

and I have both mentioned the high undercount rates for American Indians living on reservations. Although Census 2000 includes major operations specifically focused on reducing the differential undercount, it is not likely that these operations will eliminate it. We strongly hope to be proven wrong in this assessment, but our own judgment is that the overall accuracy levels, as well as the differential undercount for Census 2000 will not show improvement over 1990, and it is our responsibility to share this judgment with the country.

Finally, I consider a question much discussed since the Supreme Court decision. Will there be adjusted numbers for purposes other than apportionment? Mr. Vice Chairman, the task of a statistical agency is to provide the most accurate numbers that it can. To help us achieve that goal, we intend to include as part of Census 2000 a final accuracy and coverage check, as we have done for a half century. This 300,000 household survey is called the Accuracy and Coverage Evaluation. This quality measure will tell the Nation how many persons were missed in the census as well as their characteristics and the areas where they live. This survey will produce estimates of the accuracy of the census for American Indians living in American Indian areas.

It is the Census Bureau's own report card on our performance, for we take as much professional pride in carefully reporting how inaccurate we are as we do in trying to be accurate in the first place. This accuracy and coverage evaluation is also the basis for correcting the initial data to eliminate the undercounts.

The Census Bureau has informed the Secretary of Commerce that it is feasible to generate these more accurate census results on a schedule and at a level of geographic detail that makes them available and suitable for legislative redistricting purposes and for the formulas that allocate Federal funds as well as for statistical and program purposes.

Mr. Vice Chairman, this concludes my testimony. I will be happy to take questions.

[Prepared statement Mr. Prewitt appears in appendix.]

Senator INOUE. I thank you very much, Mr. Director. I commend you for stating that the Bureau wishes to accomplish the highest level of accuracy in the next count.

I have before me a copy of a testimony in which you speak of confidentiality, and I'll quote, "We will seek to prosecute to the fullest extent of the law any Government that violates the confidentiality agreement." Has any government been prosecuted to date?

Mr. PREWITT. You are asking a historical question. But to my knowledge, no government has been. This particular testimony is specific to the issue of sharing address lists that have been produced by our local updated address program. And the Indian tribal leaders were concerned that there would be address lists available in especially the country areas. And so we wrote this letter, with advice of Indian leaders, to try to assure that that did not happen. But no, sir, to my knowledge we have not prosecuted a government.

Senator INOUE. Are you aware of any violations of this confidentiality protection?

Mr. PREWITT. No, sir.

Senator INOUE. You spoke encouragingly on the matter of tribal liaisons. The program that you describe is very extensive and time-consuming. Do you have any funds to pay for these liaison people?

Mr. PREWITT. The Census Bureau itself will be recruiting over 600 what we call partnership specialists, paid salary employees, whose sole job is to work with complete count committees to prepare materials, to prepare print materials, posters, advertising materials and so forth to provide whatever kind of information base they need.

We do not have funds ourself, that is, the Census Bureau has not been allocated funds, to hand over to any other instrumentalities, any partnerships or any other jurisdictions, but it has within its own budget, at least as proposed to the Congress, we don't have the 2000 budget yet, but as proposed to the Congress, we will include a fairly sizable budget for what are called promotional and partnership activities.

Senator INOUE. So these people will be provided compensation for their work?

Mr. PREWITT. I'm sorry, sir?

Senator INOUE. They will be provided compensation?

Mr. PREWITT. Yes; these people who will be working, that is, the Census Bureau employees who will be working on establishing complete count committees, providing materials, and so forth will be paid. We will not be paying, for example, if an Indian tribe has a complete count committee and it has its own staff, then we would not be paying that person.

Senator INOUE. So you would expect the tribes to bear the costs of liaisons?

Mr. PREWITT. In that case, yes, sir.

Senator INOUE. I bring this up because the national average of unemployment in Indian country is 57 percent. And notwithstanding the publicity that some of the gaming tribes receive, about 90 percent of the Indian tribes are still below the poverty level. I am certain these tribal governments will have great difficulty providing funds for this type of work. I hope that the Federal Government can assume the cost of the liaisons.

Mr. PREWITT. As I say, it is not in the current budget plan. But, of course, that would be an initiative that the Congress might take. I should say that the Census Bureau has worked very closely with a number of other potential funding sources—private foundations, even corporations—who do want to make an investment in a more accurate count. We are directing those other funding sources to where we think the greatest need is.

Senator INOUE. Can you provide this Committee with an estimate of what the tribal liaison program may cost?

Mr. PREWITT. The estimate on the program?

Senator INOUE. Of what the tribal liaison program may cost. And if we get that number, we can try to put it in the appropriations.

Mr. PREWITT. Certainly, we can provide that number.

[Information to be provided appears in appendix.]

Senator INOUE. Your predecessor suggested that it would be a good idea to establish an Indian desk in your Bureau. What do you think about that?

Mr. PREWITT. We do have a designated person but it's an office which is actually right now vacant. That is because the person who did have it has moved to the Bureau of Indian Affairs. And we have conducted a national search. We are in our short list phase and we expect to have that person in place in the next two or 3 months, that is the person who will be designated to manage all of our activities with our American Indian and Alaska Native program. I'm not sure what my predecessor specifically had in mind, but we do intend to have a person who is charged with this as their portfolio.

Senator INOUE. Do you have Indians currently employed in policy level positions in the Bureau?

Mr. PREWITT. With the exception of the opening that I just mentioned, which, as I say, will be filled within the next 2 or 3 weeks, no, sir.

Senator INOUE. So at this moment, you have none?

Mr. PREWITT. That is correct. Well, not in Suitland. We do have a number of people, including people like Belva Morrison, we have a number of people in our regional offices. But if you refer to policy level, I suspect you really mean the senior levels in Suitland, and the answer would be no, sir.

Senator INOUE. Well, we will do our best to work with you, sir, so that we can achieve accuracy as described by you.

Mr. PREWITT. Thank you, sir.

Senator INOUE. I hope it works. Thank you very much, sir.

Senator INOUE. Our next panel consists of the Executive Director of the National Congress of American Indians, JoAnn Chase; Curtis Zunigha of the Delaware Tribe of Indians of Oklahoma; Wayne Nygaard, Director, Planning and Development, Sault Ste. Marie, Chippewa Tribe of Michigan; Gregory Richardson, Executive Director, North Carolina Commission of Indian Affairs; Glenda Ahhaitty, Hacienda Heights, California.

I have been advised that Ms. Chase has to be leaving right away, so, if I may, I would like to call her at this time.

Ms. Chase.

STATEMENT OF JOANN K. CHASE, EXECUTIVE DIRECTOR, NATIONAL CONGRESS OF AMERICAN INDIANS, WASHINGTON, DC, ACCOMPANIED BY JACK JACKSON, DIRECTOR, GOVERNMENTAL AFFAIRS, NATIONAL CONGRESS OF AMERICAN INDIANS

Ms. CHASE. Vice Chairman Inouye, members of the committee, good morning. On behalf of President Ron Allen and the National Congress of American Indians, I certainly thank you for this opportunity to discuss the importance of accurate census to American Indians and Alaska Natives. My name is JoAnn Chase. I have the privilege of serving as the Director of the National Congress of American Indians, the oldest, largest, and most representative Indian organization in the Nation. With me today also is Jack Jackson, the Director of Governmental Affairs for the organization, and certainly a key player in our relationship with the Department of Census and our efforts to ensure an accurate census in Indian country.

Senator as you well know, American Indians and Alaska Natives have a significant stake in the outcome of the 2000 census. Indeed, the census is a fundamental tool in continuing the struggle of Indian tribes to improve economic opportunities and living conditions on reservations. And the Federal Government bears certain responsibilities for the health and welfare of our people. A range of programs now exists to help tribes address and overcome barriers to economic advancement and self-sufficiency, including such important programs as the Native American Employment and Training Program. A significant portion of this Federal aid is based on the information collected in the census and underscores the importance of the accuracy of a census.

Equally important, the census provides a portrait of American Indians and Alaska Natives that is critical to assessing the well-being of our people and understanding the challenges that lie ahead. Indian tribes are very protective of their members and strive continuously to improve the quality of life for their people. We recognize that accurate data about labor force participation, educational attainment, housing conditions, income levels, and family structures, among other issues, are essential to achieve this goal. It is the census that provides this detailed portrait of our community and sets the guideposts by which to measure our progress.

It should come as no surprise then that American Indians and Alaska Natives are deeply concerned about the accuracy of the 2000 census. You mentioned, sir, the significant undercount of the 1990 census in your opening remarks. Let me say, simply, that we will not settle for the similar outcome in the 2000 census.

NCAI has supported the Census Bureau's efforts to increase accuracy at a reasonable cost by simplifying census procedures and operations and forming earlier and more extensive partnerships with tribal and local officials and community-based organizations. And we commend the Bureau's efforts to improve their relationship with Indian country. It is particularly worth noting the attention being given to the confidentiality issue, and I would like to underscore the importance of that issue to our member tribes.

Further, sir, our written testimony contains several recommendations in detail and I would ask that the full text of our testimony be recorded in the record. But in the interest of time, I would like to highlight just a couple of our primary concerns.

Certainly, we believe that the Census Bureau must abide by the constitutional-based government-to-government relationship set out in the President's Executive order, consultation and cooperation with Indian tribal governments. And toward this end, we have urged the Census Bureau to sign its own American Indian and Alaska Native policy which recognizes and commits to a government-to-government relationship with Federally recognized tribal governments that will be reflected in all of its policies, plans, and programs. We understand that the policy is now under consideration. So we would like to ask this committee to urge the Census Bureau to sign it without any further delay.

Mr. Vice Chairman, we believe that our continued partnership with the Census Bureau through the final stages of preparation and conduct of the actual count will improve the count of American

Indians and Alaska Natives in the 2000 census. At the same time, we recognize that barriers to an accurate count on Indian reservations are pervasive and difficult to overcome no matter how well-intentioned the effort. We are not willing to start the next century with an incomplete portrait of our people and our homelands, a portrait that might exclude nearly one out of every eight Indians residing on tribal lands.

To highlight this point, I refer to 1998 because the Census Bureau then conducted a dress rehearsal to evaluate the 2000 plan. One of the sites in the dress rehearsal was, indeed, the Menominee Reservation. What the analysis showed upon completion of the test was that the trial census missed 4.6 percent of Indians on the Menominee Reservation. It is also worth noting that another test site, Sacramento, CA, there the Bureau reported a trial census missed 8.6 percent of American Indians living in that particular urban area.

So, clearly, Mr. Vice Chairman, we must double our outreach efforts in the short time remaining before the census starts to ensure a more accurate and equitable count of Indians living both on and off tribal lands. Our member tribes have come to share the belief of almost all knowledgeable scientific experts and independent evaluators that the census must change because certainly the country is changing. This is why NCAI will continue to do everything possible to assist the Census Bureau in compiling a high quality address list, preparing and distributing appropriate educational and promotional materials, and identifying qualified tribal members to serve as crew leaders, enumerators, and outreach specialists.

But even a massive organized counting effort will inevitably miss millions of people. Therefore, we continue to urge the Congress to support the Census Bureau's plan for a census that uses sampling and other statistical methods to improve the accuracy of a direct counting effort.

We are fully aware of the Supreme Court ruling earlier this year finding that the law prohibits sampling to calculate State population tools used for congressional apportionment. But nonetheless, we are hearted by the court's recognition that the law does not prohibit, and in fact may require, the use of sampling methods to produce data that can be used for other purposes, such as the allocation of Federal aid.

The Bureau's revised Census 2000 plan unveiled in February includes a post-enumeration survey of 300,000 representative households nationwide. This quality check survey is part of a broader program that relies on scientific sampling, statistical methods to eliminate the persistent and highly disproportionate undercount of minorities, including American Indians, and often the poor. This statistical program was planned for communities of every kind; indeed, including Indians living on reservations. We believe it represents the only real hope of avoiding the unacceptably high undercount of American Indians and Alaska Natives that occurred in 1990. Congress and the Administration must then ensure that the Bureau has fiscal and personnel resources it needs to get the job done.

It is our position that the Census Bureau must be allowed to prepare for and execute the best census possible based on the professional judgment and experience of its knowledgeable and non-partisan and well-intentioned staff. Given the unique status of Indian tribes, the Bureau must continue to consult and coordinate with tribal governments who can provide substantial guidance on the best method for taking the census on their reservations. At the same time, Congress must recognize that direct counting methods alone are no longer sufficient to provide a complete count of all segments of the population and that scientific tools, such as sampling, have the capacity to produce a fairer outcome. Anything less will have far-reaching negative, legal, financial, and statistical implications for American Indians and Alaska Native populations.

I thank you again for the opportunity to provide some of our comments. And with all due respect, Senator, and my apologies for this, I have an 11:00 statement to give on the Community Reinvestment Act in another part of the city and would like to ask your permission to be excused. Having said that, certainly we will be prepared to answer any questions in writing and return that back to the committee in a very timely fashion.

[Prepared statement of Ms. Chase appears in appendix.]

Senator INOUE. We will be submitting a series of questions.

Ms. CHASE. Thank you, Senator.

Senator INOUE. Thank you very much, Ms. Chase.

And now may I call upon Mr. Curtis Zunigha.

STATEMENT OF CURTIS ZUNIGHA, DELAWARE TRIBE OF INDIANS, BARTLESVILLE, OK

Mr. ZUNIGHA. [Greetings spoken in Native language.] I greet you this morning to say thank you for allowing me this opportunity. My name is Curtis Zunigha and I serve as the Chief of the Delaware Tribe of Indians, America's first federally recognized tribe. We signed the first treaty with the United States in 1778. So it is, indeed, an honor and a privilege. To all the people in this room, this man is a great champion for the cause of Indian people. So I am really pleased to be here this morning, sir. I not only serve as the Commissioner of Indian Affairs in the State of Oklahoma, and I ask everyone's thoughts on the tragedy regarding those tornadoes right through that area last night, but also I serve on this Census Advisory Committee for American Indian and Alaska Native populations. In that role, I come to you this morning, sir. Thank you, and to all the staff members here.

I have been around on this committee for about 1 year, a little over 1¼ years. My observation of the Census Bureau's efforts to conduct Census 2000 leads me to believe that the agency sincerely wishes to have an accurate and complete count of American Indians and Alaska Natives. I think they are working on getting a strong grasp on how to get the job done. We have had this advisory committee on board for quite a while and they are finally responding.

I don't think, Mr. Vice Chairman, that it has anything to do with the willingness of the members of the Census Bureau to respond to our criticisms, our suggestions, our admonitions, and our encouragement. I think it is more of a timeliness factor. When I first

came on board I mentioned to the Census Bureau that I really felt like it was a huge, sometimes bloated bureaucracy and sometimes the left hand doesn't know what the right hand is doing. While that didn't necessarily make me popular, I always try to come forward with solutions and suggestions for problems that I perceive.

It appears that there has been a considerable lag time in employing and disseminating the Indian census workers, as you discussed with the Director; the slowness in working out the statistical sampling issues, which certainly did affect the Census Bureau's stated mission; getting a permanent director confirmed, which we finally got done; getting key central office and regional Indian staff people hired; all of this has come at a turtle's pace. And this gives limited precious time to the remainder, less than a year, necessary before the census begins to get the partnership and the tribal liaison programs in full swing.

Yes, they are going to need some additional assistance. Whether the money goes to the Census Bureau or directly to the tribes, they are going to need assistance.

I think that these programs, sir, are going to be the real key—more so than the paid advertising program or just some general good will public service announcements—the real key to get to that desired effect of a complete and accurate count in Indian country. The lag time that has occurred, even though it was unintentional, the lag time that has occurred within the Census Bureau is going to cause a corresponding delay in implementing all of these mechanisms necessary to ensure a better count than the one we had in 1990, which was a 12-percent undercount, Mr. Vice Chairman. However, to their credit, the Bureau has been scrambling over the last 3 months to address these issues and to get staff in place.

One key roadblock is providing the census educational materials, and you have been presented with the final draft of that tribal liaison program by the Director. People in Indian country need to know why it is important for them. As you know, there is going to be a hesitancy to cooperate with yet another Government initiative to get information about Indian people and where they live, what they do, how much money they make. The partnership program, although it is behind schedule, is addressing this issue as quickly as possible.

But in talking with Indian leaders across the country, Senator, and these are some of the concerns. One of them, obviously, is the establishment of that government-to-government relationship. When Ron Brown was in as Secretary of Commerce, the Commerce Department had an Indian policy statement. We still don't have one within the Census Bureau. Again, it is a timeliness issue not a willingness issue.

The issues of the local update on census addresses and the sharing of that kind of information. That is a key concern of tribal leaders. They want input in the development of the policy and the mechanism that may share sensitive or confidential information about who lives in Indian country, where do they live, what are the socioeconomic statistics, and how that might be shared with municipal governments or country governments or whatever the case may be.

The reason for this, Senator, is that while tribal leaders are becoming more cognizant about the benefits of a complete and accurate count in Indian country, they are concerned that this information, the socioeconomic statistics, are going to be developed into a means testing program or a formula by some of your colleagues in the Senate and also over in the House. I have been around Indian country quite a bit, and at the last NCAI we had some of the Six Nation Tribes calling for a boycott of the census. They have this perception that a lot of this stuff could be used against them in that means testing kind of justification.

So I would hope, and I know it is your personal policy, sir, as members of the Senate, that you would oppose some of those initiatives that have come out in the last two congresses. I just want to encourage, and the tribal leaders need to know, that all of you on this committee will not support means testing as justification to create legislation.

Finally, sir, I just want to encourage and support a closer partnership with tribal governments and the Census Bureau. The tribes need to know how the census is going to benefit them when they are going to do their long-range planning, how to go about accessing and using the census data. And you know, sir, if all these tribes are going to be coming and developing their budgeting formula, this information can empower and help them in learning how to get things done up here inside the Beltway in developing their budgets and doing their long-range planning. This information can help. We just want to make sure it doesn't hurt.

So if the tribes can work and get more involvement and take this seriously, and I think that this committee can help foster that kind of relationship between the tribes, not just at the political protocol level, but the people down in the trenches that know how to use this information, to empower Indian country, not punish Indian country. And then, and only then, I think with strong emphasis on direct outreach to tribal governments and securing their working cooperation, that will be the primary step in lowering that 12 percent undercount.

Mr. Vice Chairman, thank you for allowing me these moments to address you, sir, as a member of this committee.

[Prepared statement of Mr. Zunigha appears in appendix.]

Senator INOUE. Thank you very much, Mr. Zunigha. I am obviously distressed to hear you report that there are tribes who are suggesting boycotting the census-taking because of a rumor, if I may call it that, which suggests that we may consider means testing legislation. I can speak for the majority of this committee. We have been against, and we will continue to be opposed to any means testing. And we will fight any attempt to do so because we realize that benefits and services are provided not because of means tests, but because of treaties and statutory commitments. It is a matter of sovereignty.

We have always maintained that we will do our utmost to see that the sovereign status of Indian nations be upheld. So please advise your colleagues that we will not permit means testing to become part of the law of the land.

Mr. ZUNIGHA. Thank you, sir. I will do my part out in the field. Thank you.

Senator INOUE. You spoke of the failure on the part of the Bureau to implement many of the mechanisms that would assist in an accurate count. Do you have any suggestions as to how this matter can be expedited?

Mr. ZUNIGHA. Sir, I think the failure only occurred simply because of the enormous bureaucracy and the incredible lag time that it takes to get suggestions and ideas proffered through the appropriate channels, getting the appropriate response. Sir, with all the best intentions, we only have 3 million Indians in this country and we are still a small lobby, and this committee has been working hard to get these suggestions forward. So it is not a willingness issue if they have failed to do that. It is more of a timeliness issue.

I think the Director's comments that he just offered earlier show that those steps are now being taken. What can help, sir, is I think more tribal initiative efforts and more support within the tribal structures to understand the Bureau's mechanisms. And get them working now, sir. We are behind schedule. I think it is just the timeliness issue that is going to cause a problem on the undercount in Indian country.

Senator INOUE. As you are aware, this committee has the responsibility for oversight of activities of this nature. Since we cannot be holding hearings every month just on the census, may I call upon members of the advisory committee, if you do have instances of stalling or bureaucratic obstacles, that you will let us know in a timely fashion?

Mr. ZUNIGHA. Yes, sir; of course.

Senator INOUE. So we in turn can do a little prodding.

Mr. ZUNIGHA. Thank you. Yes, sir; we will.

Senator INOUE. Thank you very much.

May I now call upon Mr. Nygaard.

STATEMENT OF ROBERT WAYNE NYGAARD, DIRECTOR, PLANNING AND DEVELOPMENT, SAULT STE. MARIE CHIPPEWA TRIBE, SAULT STE. MARIE, MI

Mr. NYGAARD. Good morning, Vice Chairman Inouye. My name is Robert Wayne Nygaard. I am a member of the Sault Ste. Marie Tribe of Chippewa Indians and Director of Planning and Development. I am also Chairman of the Native American-Alaska Native Census Advisory Committee. I also serve as tribal liaison, tribal geographer address list reviewer, and I will be appointed Chairman of the Complete Count Committee.

The views I express today are my own or of my fellow members of the Native American Census Advisory Committee and do not reflect the official position of the U.S. Census Bureau.

The committee is committed to drastically improve on the American Indian undercount of 12 percent in the 1990 census. According to the Census Bureau, hard to count populations also tend to be characterized by high unemployment, low education, low income, renters versus homeowners, difficulty reading or writing English, and overcrowding. These characteristics exemplify the Native American populations.

For Census 2000, the Census Bureau conducted an address list review program. This program gives tribal governments an opportunity to review the number of addresses in each census block. The

1990 census local review program allowed a mere 15 days for local and tribal officials to conduct reviews. The current address list review program allows for roughly a 3-month period. This is a much better time period to go and conduct the reviews and to review the maps and the addresses.

The addresses are critical to conducting an accurate census because if the questionnaires never reach the Native American households, they never have an opportunity to answer them. These measures, along with the regional offices working hand-in-hand with tribal officials, should improve the chances of census questionnaires even reaching the hands of these individuals.

Being a tribal planner for the past 20 years has taught me the importance and value of an accurate and timely census data. The problem lies in convincing the average Native American that millions of dollars are at stake as most Federal and State dollars are distributed based upon census figures. An overall distrust in Government, a fear of confidentiality, and a privacy issue that "the Government does not need to know these things" all contribute to the lack of response.

In order to convince the Native American population to respond to the census, I believe the best method is to hire as many Native Americans at all levels within the Census Bureau to get the word out. I can safely say that currently the Census Bureau has the lowest proportion of Native American employees for their size. Recent field hires in Indian country have occurred because of the Community Partnership Specialists and Indian Outreach Specialists Program. However, there is still a dire need to hire personnel on a permanent basis for key positions, upper level positions within the agency.

In response to this need, and for the record, I am enclosing a resolution from the Midwest Alliance of Sovereign Tribes. The resolution requests each Federal agency that has a direct impact on Indian tribes initiate the development of hiring policies and procedures that target the hiring of additional Native Americans, and further, that it directly involves Indian tribes in the selection process.

Finally, I would like to address the issue of multiple responses mandated by the Office of Management and Budget in the standards of maintaining, collecting, and presenting Federal data on race and ethnicity. Under the new directive, census respondents will be allowed to select one or more of five racial categories. It always has been the position of the Native American Advisory Committee that Native Americans should not be included in this directive. Federal agencies that collect data should recognize the trust responsibility and unique relationship with Indian tribes and should report all data separately. For all practical purposes, all census responses that indicate Native Americans should stand alone for tabulation purposes and not be diluted with other ethnic or racial groups.

I would like to thank the committee for this opportunity to testify. I am prepared to answer any questions you may have.

[Prepared statement of Mr. Nygaard appears in appendix.]

Senator INOUE. Thank you very much, Mr. Nygaard. You are a tribal liaison person?

Mr. NYGAARD. Yes.

Senator INOUE. Are you compensated by the Bureau for your work?

Mr. NYGAARD. No; I am not. I am a tribal employee funded under the indirect cost program.

Senator INOUE. So your tribal government has to provide the compensation?

Mr. NYGAARD. Yes.

Senator INOUE. You just ended your remarks by suggesting that the new guidelines which would permit a multiethnic or multiracial person to select the racial or ethnic categories may injure Indian reservations and Indian benefits.

Mr. NYGAARD. It would dilute the Native American count because you are able to now respond to one or more boxes under the racial category. And depending on how that is tabulated, which is still up in the air, that will affect the count drastically.

Senator INOUE. You stated that Native Americans should be excluded from this directive.

Mr. NYGAARD. Yes.

Senator INOUE. Sitting as a panel here, I would think that all of you are multiethnic or multiracial. How would this proposal of yours work if Mr. Zunigha decided that he would prefer to be counted as a European? Can we take away his right?

Mr. NYGAARD. You don't take away the right. But if you are a Native American, you would call yourself a Native American and no other race or ethnic group.

Senator INOUE. Who will decide whether he will be excluded as a Native American?

Mr. NYGAARD. The respondent decides.

Senator INOUE. Do you have any suggestions? I am just curious how to do this. Because I would hate to see any guideline that would injure or dilute your benefits.

Mr. ZUNIGHA. Senator, we made suggestions in the past that if people identify themselves that, okay, I am one-half white and I am one-half Indian, if I put an x on both of those squares, we would want the statistical people to make sure that when they do a final count and they say there are so many whites and so many Indians in the country, that if I list Indian, I am automatically going to be listed as Indian. I think most of the tribes would want to see that, too. We recognize the assimilation over the centuries now. I don't know for a fact that that is the plan to do that but we have made recommendations to that effect.

Senator INOUE. All of you agree with that?

Ms. AHHAITY. I'm Glenda Ahhaitty. That is one of the main reasons that I am here today is because of the impact both of the Hispanic origin question on the data and now the potential of what will happen because of the mixed race question. That is really critical. It is as though we are mixing up racial identity with tribal membership, with tribal nationhood. It is almost as though you need a separate question much like the Hispanic origin question. When you look at my testimony you will see graphically what happened in Los Angeles because of the Hispanic origin question. So it is very critical.

It is not a matter of telling anybody who or what they are or that they should check one part or another. We have started an education campaign in Los Angeles to tell people if they want to be counted as Indian to check Indian only. It is really critical.

Senator INOUE. I would suggest that we now call upon Mr. Richardson and Ms. Ahhatty, and then I will ask questions.

Mr. RICHARDSON.

STATEMENT OF GREGORY A. RICHARDSON, EXECUTIVE DIRECTOR, NORTH CAROLINA COMMISSION OF INDIAN AFFAIRS, RALEIGH, NC

Mr. RICHARDSON. Thank you, Vice Chairman Inouye. I want to take this opportunity too to express my appreciation for the opportunity to come before the Senate Committee on Indian Affairs this morning. Serving on the American Indian and Alaska Native Advisory Committee has given me some new insight in terms of the national perspective on the year 2000 census. But I bring to the table a little different perception in terms of where we are today in getting ready to go into year 2000 from the standing point of the American Indian community.

Specifically, what I want to say regarding all that is that in North Carolina, we have over 80,000 American Indian citizens in that State by the 1990 census. We have seven recognized tribes, only one of those tribes is what is considered federally recognized tribes. So what I would recommend to the committee today is that you seriously give consideration to looking at where we are in urban areas of the country in terms of fully counting the American Indian citizens of the United States.

I want to say too, Mr. Vice Chairman, that the U.S. Department of Commerce and the Bureau of the Census has generally done a good job in terms of planning for the year 2000 census, in my humble opinion. Authorization of the Census Advisory Committee on American Indians certainly has gone a long way in terms of making sure that Indian people have input into this process. This is new. In prior censuses, we didn't see that occurring. I think this is going to make for a better count in year 2000 if we follow some of the strategies and the programs that are currently in place.

As you know, in 1990 there were nearly 2 million Indian citizens living in the United States. The statistics that show the percentages and all are very concise, but we have to do some things in the count at this point to make sure that we reach those urban and rural areas of the country where tribes and tribal governments have little influence or little information in terms of the count of Indian people and the circumstances that Indian people face once they live in Raleigh, NC, in Los Angeles, in Chicago, in Seattle, and in many other areas of the country.

So for that reason, Mr. Vice Chairman, I would like to pose a couple of quick questions to you and then provide some suggestions in terms of what I see as a committee member that might work in terms of solving the basic problem, and that is to make sure we get a complete count of our American Indian populations.

Have we gone far enough to assure that every American Indian is counted in the year 2000 census? I am going to say that I think not far enough. I think that we need to do some additional work.

I will give a specific example in terms of some of the dress rehearsals. In one in particular in my region in the Southeast, in South Carolina, a dress rehearsal was conducted among the American Indian population and I think it was pretty much on a limited basis. In South Carolina, it is my understanding that no American Indian data was collected. Within that region there are four Federally recognized tribes. In North Carolina there are seven tribes and Indian organizations, one, of course, is federally recognized.

So I am very concerned that if we don't take a serious look at what we're doing and how we're approaching these particular kinds of communities, we might end up with a problem in terms of an accurate count in these particular types of regions. We know, clearly, that an undercount will severely reduce the amount of funding going into schools, going into our hiring programs, and going into our housing programs. So I strongly urge that we look at ways to improve the count for our American Indian citizens in these areas.

Have we gone far enough to recognize tribal sovereignty and government-to-government relations between our tribes and the Bureau of Indian Affairs and the Federal Government? And as has already been stated many times today, I don't think we have gone far enough and we need to work to improve relations between the Bureau and the tribes to assure that positive steps are taken to make sure that we get an accurate and full accounting of our American Indian population.

Have the tribes been made full partners with the Bureau of the Census in terms of planning for the year 2000 census. You have heard today that there are many partnership programs and efforts in place that can assure that we reach the tribal communities. However, the programs developed by the Bureau for the purpose of advertising the year 2000 census in Indian communities should be improved. These programs should be required to partner with tribes and other Indian entities to perform this work. Who is better able or capable of reaching the American Indian citizen in this country than our Indian tribes and our Indian people. So I highly recommend that we strengthen the partnership program that we have in place and build some partnerships or collaborative working relationships with our tribes so we can achieve that goal.

I think the statistical area programs developed by the Bureau are good programs and good examples of partnerships in terms of how we can work at developing strong initiatives such as partnering with our tribes. This program in my opinion places Indian tribes in a quasi-formal partnership in a government-to-government relationship and setting. So I highly recommend that we look at ways to achieve that goal.

And I would also ask that the Bureau perform adequate outreach in Indian communities in terms of employment. We have heard some indications today that there needs to be more emphasis placed on bringing American Indians into this process. It is only right and it is only fitting that American Indians be included in the policymaking decisions, in policymaking levels where the initial discussions are held so we can say that we have direct input from our tribal leaders and our Indian people.

We have very qualified people who can perform these tasks. I am sad to say, based on the numbers that I have seen in the past, the

perception is that most of our Indian citizens in the United States work below a GS-10 level here at the Bureau. I think at the present time we have no one employed at the Department of Commerce from the American Indian community that is at a GS-14 or above. I think this is a real serious concern and we need to pay attention to that fact in terms of how this has an effect on the overall development of programs that affect our communities and our census program.

I want to also make a couple of quick recommendations because, as I mentioned before, I think we have some good programs that are in place and that can be built upon and improved to make sure that we have Indian citizens considered when the plans are implemented and when the census is taken. The tribal jurisdiction statistical program is a very good program. This program basically sets wheels in motion to where tribal leaders can provide input in terms of what will happen in their specific communities.

The tribal designated statistical area program is another one that I would like to highly recommend that we build partnerships with tribes and work to make sure that our communities are identified and that we have statistics whereas we can prove the actual health conditions, the unemployment conditions, substance abuse problems, and on and on and on.

Another example is the State designated American Indian statistical area program. This is a very good program because it provides an opportunity for States to identify Indian communities and to make sure that Indian people are counted. This is a very valuable program because of the fact that according to the 1990 census, and our own numbers show, 62 percent of our Indian citizens in the United States live outside of reservations. I would hope that no one would interpret my comments today to mean that I am anti-reservation because I am not. I support the concept fully and the government-to-government relationship should be recognized. But I think also that the Bureau of the Census and the Commerce Department should recognize the constitutional mandate to count every citizen in this United States in the decennial census. So I would highly recommend that we keep that program in place.

I would like to say that there are some legal programs. The boundary and annexation programs of the 1998 program, the 1999 program, and the year 2000 program should be strengthened.

In closing, I would like to encourage again that the Bureau develop these formal and collaborative partnerships that I mentioned to assure that Indian citizens across this country are counted. I especially want to encourage the Senate Committee on Indian Affairs to consider two special initiatives in this regard. You already have in place one; that is, to continue the Census Advisory Committee on Indian Affairs and Alaska Native population because this is one opportunity that we have to make sure that Indian citizens are at the table when decisions are being discussed, when plans are being carved out, and to assure that we have a voice in the process.

And last, I would like to recommend that we develop a type of program that would be something along the lines of a census promotion program. Specifically, that would be a type of partnering program with our tribes across the country so that we have tribes participating in this particular effort.

Mr. Chairman and members of the Committee on Indian Affairs, thank you again for allowing me the opportunity and honor to address you today. I hope that you will continue to support the efforts of the Bureau of the Census and work to assure that the American Indian population of the United States is fully counted during the year 2000 census. Thank you.

[Prepared statement of Mr. Richardson appears in appendix.]

Senator INOUE. Thank you very much, Mr. Richardson.

May I call upon Ms. Ahhaitty.

STATEMENT OF GLENDA AHHAITY, HACIENDA HEIGHTS, CA

Ms. AHHAITY. I really offer to you my heartfelt gratitude for your holding these hearings. This is really a volunteer effort. It is really a privilege to be a part of the React Indian Advisory Committee. I started this effort more than five years ago with a real sense of desperateness. We lost 40 percent of our base funding for community services in Los Angeles because of the impact of the 1990 census. The census counted when it was adjusted 45,508 people. When the Hispanic origin individuals who had checked the Hispanic origin question yes were removed from that count, we had 26,000 people.

Though the Census Bureau provides full tabulation of everyone who indicates that they are Indian, what happens with the data after that causes really critical impacts. Whether it is the State of California's drug and alcohol program or the County of Los Angeles, they use the numbers where the Hispanic origin number has been pulled out of the Indian count numbers. And if you look at Indian people in the Southwest, if they honestly answer that question, they are going to check the Hispanic origin question yes, and I don't think that they are aware of the impact.

A few minutes ago we were talking about the impact of the new OMB statistical directive 15. I think it goes to the underpinnings why there is difficulty for tribal relationships with the Census Bureau, is that there is a big difference between who we are as Indian people and then perhaps how we are classified by race. I think seeing the React Committee is great, it has been a really grand experience to be a part of it. But very much like the React Committee for the African-American population or the React Committee for the Asian Pacific Island Committee, we serve a unique purpose. We can't represent government-to-government relationships between the Bureau of Census and Indian tribes. It is almost as though you need another committee constituted that does that on an ongoing basis to provide that kind of input.

There are really critical issues that are decided, including the TDSA program, that could cause conflict between tribes. There needs to be tribes sitting down when those boundaries are drawn and being a part of that process, not other people doing it. It is really quite risky.

One of the things that happened in Los Angeles is there was not a differential undercount for American Indians when the strata was pulled. Because the Indian population resides all over the county of Los Angeles, it was too small of a population for it to be pulled out separately. So when they start planning for Census 2000, they are looking at overcoming the differential undercount.

If you look at planning for urban areas, that is one of the reasons why there hasn't been quite enough effort put forth in how to reach urban Indian people or Indians in the State of Oklahoma for that matter.

In the Southern California region for the Census Bureau, which is the border of Sacramento to San Diego, they hired .28 percent of one person. That .28 percent of one person was to handle all of the partnership efforts with urban communities such as Los Angeles, San Bernadino, Riverside, Orange County, and San Diego, and then all of the tribes in Southern California, there is more than 40 of them. It is totally impossible. The comparing of the percent of Indian population against the percent of the general population and determining how many people that they are going to hire really precludes effective employment and outreach for Indian people.

I think that there needs to be a concerted effort so that at both the regional office and in headquarters there are full-time permanent employees so that each ten years they don't begin all over again with both educating the Bureau itself and beginning the process again and making recommendations on how they are going to develop the next decennial census.

I am really worried about year 2000 census and what is going to happen and what is going to be the impact of it. In the recommendations that you have before you I made a number of specific recommendations, including perhaps there is a need to look at what is Indian identity when the data is captured. Very much like the Hispanic origin question, is there something different here other than it just being a race data and how the data is captured. That is really the reason for the need to look at all those people who actually are members of Federally recognized tribes, State recognized tribes, they can be of mixed blood. That's not the issue, nor is it the issue to deny the parts and pieces of them. But if we don't have an accurate count of them, we can't plan for services, or education, or any of the economic needs that they have.

Basically, that is what I have to say to you. I think there is an underpinning systemic problem here and it has to do with the confusion between race identity and tribal identity. I think they really need to understand the difference between that and they need to have an ongoing working relationship with Indian tribes and Indian people from across the United States.

How they are going to pull the undercount strata is really critical. You heard a bit about the 12.2 percent undercount in the 1990 census. I understand the plans for 2000 include incorporating the Indian population with a larger minority population in the States. So in North Dakota, for example, the Indian population could be combined with the black population. You wouldn't have a clear undercount for that population, very much what happened to us in Los Angeles with there not being a clear undercount.

I can't tell you enough what has happened to our community. If you look at my testimony, you will see a list of agencies and services that existed prior to 1990 and I can now count the number of existing programs and services currently serving Indians in Los Angeles on one hand.

Again, thank you very much for holding these hearings. I hope with your influence and input that it takes it one step further so that we can get an actual count. Thank you.

[Prepared statement of Ms. Ahhaitty appears in appendix.]

Senator INOUE. Thank you very much, Ms. Ahhaitty.

Article I, Section 8, Class III of our Constitution establishes and recognizes the sovereignty of the Indian people. The Supreme Court rulings have upheld this on numerous occasions. Other courts have also done the same. We have countless numbers of laws, statutes on our books that confirm this sovereignty on the part of Indian people.

One of the important powers of a sovereign is the determination of citizenship. Just as we Americans decide who is an American citizen, the British do the same, and Indian tribes do the same, that you are a member of the Chippewa Cree, or that you are a member of the Sioux. What if we established a system whereby we call upon all the tribes to submit their own census. Whether it is mixed, ethnic, or what have you, if they are members of the tribe they are Indians. And secondly, that we call upon the clinics that provide services in urban areas to also submit a census. And if the Indian tribes should err, they would be penalized for that. Would that make sense?

Ms. AHHAITTY. Some of it. There are issues with it. To just look to one part of it, look at what has happened with gaming tribes and the number of people who previously weren't enrolled in some of those tribes then going back and becoming enrolled so they can take a part of that. Not all Indian people are enrolled. Some of them are of mixed tribes. You can have a full-blood Indian person who is not qualified to be enrolled in any tribe. My new granddaughter who is 6 weeks old is Cherokee from me, Kiowa Comanche from my husband, an Assiniboine, a Lakota, and then some French, Scotch, and Irish. So you can see how complicated it can get.

If they don't receive services from Indian Health Services, then we still would not get all of their count. We would miss a lot of people who are Indian people.

You are right about the issue of citizenship and tribes determining who their own members are, and then comparing that with census information. I have heard testimony where they would say my census enrollment on my tribe is 7,000 but my adjusted census count was 5,000-something. So those are real issues. But I think someone would have to research it to find out exactly.

We tried to get them to include on this census form a box where you would check "enrolled." We thought that would help it get a lot closer to defining that these are people who are Indian for purposes of services and the populations that we are talking about serving. Not looking for counting more people than are actually Indian, but to get an actual count of Indian people even if that meant less. But that 45,508 count in Los Angeles, we think it is closer to 150,000. In 1995, IHS provided 35,000 of unique services; that is, 35,000 individual, separate people were provided services. That clinic was closed because of bad practices. You wouldn't go get services there unless you were really poor and desperate. But in 1990

we lost 2,000 people in our percent in poverty and that is really what caused the money loss.

How could there possibly be 45,000 Indians in Los Angeles? It has got to be closer to 100,000. So it is very complex. The formulas on how the Census Bureau is going to impute data, the taking Hispanic origin over Indian identity, Hispanic origin being not a race question but it taking priority so that they can count all of the Hispanic origin data, is terribly detrimental.

Senator INOUE. Mr. Richardson, can her granddaughter with several lines of Indian ancestry be enrolled in several Indian tribes?

Mr. RICHARDSON. That comes up quite often now and it is a problem. We are currently dealing with a federally recognized tribal member as part of our Indian Incentive Scholarship Program in North Carolina. We require by State legislation that the tribe submit a verification of tribal enrollment in order for that child in North Carolina to receive benefits under that scholarship program. We cannot get in this particular case a tribal certification because of the circumstances that she just mentioned.

Senator INOUE. So you are saying that if you are enrolled in one tribe, you cannot be enrolled in another?

Mr. RICHARDSON. Of course, the rules for tribal enrollment vary from tribe to tribe. So I would not be able to give you concrete information regarding the tribal enrollment procedures for each tribe. I could only give you feedback in terms of the requirements in North Carolina for our State Commission. I do know that the seven tribes in North Carolina do have separate enrollment criteria and we do not have as a State Commission of Indian Affairs any jurisdiction over those procedures.

Senator INOUE. It has been testified that the Bureau has developed a statistical area program and it was done in consultation with tribes. Are they consulting with tribes to determine the boundaries of statistical areas?

Mr. RICHARDSON. It is my understanding that there are procedures and regulations that require that documentation be sent to the tribes in terms of establishing those boundaries. But it is my understanding that in the past information has been required to be returned within a short timeframe and in a lot of cases the tribal council will not have a scheduled meeting or that tribal staffs will not have an opportunity to react to those situations. So it hasn't worked in some instances.

What I would propose though is that we formalize that type of arrangement so that there are partnership arrangements in place so that tribal governments will have ample opportunity to develop statistical information, boundary information such as urban areas currently do. Cities already have that authority.

Senator INOUE. So the program as conceived at this moment is not working?

Mr. RICHARDSON. I don't think it is working adequately.

Senator INOUE. If a tribe does not respond, will the Bureau establish boundaries on its own, or will it refrain from developing a statistical area for nonresponding tribes?

Mr. RICHARDSON. Mr. Vice Chairman, I would have to yield to Bureau staff because I don't have information on that particular subject matter.

Senator INOUE. I have many, many questions here. If I may, I would like to submit them to you because they are technical and require statistics. May I do that?

[Unanimous consent from panel members.]

Senator INOUE. And since I have to be leaving here in about 15 minutes and we have another panel, may I thank all of you for helping this committee.

Senator INOUE. Our last panel is the Vice President of the Navajo Nation, Dr. Taylor McKenzie of Arizona, and a member of the Nez Perce Nation of Idaho, Edna Paisano.

Dr. McKenzie, welcome, sir.

STATEMENT OF TAYLOR MCKENZIE, M.D., VICE PRESIDENT, NAVAJO NATION, WINDOW ROCK, AZ, ACCOMPANIED BY ERNEST GOATSEN, STATISTICIAN/DEMOGRAPHER

Dr. MCKENZIE. Good morning, Vice Chairman Inouye and members of the Senate Committee on Indian Affairs. I have presented to you a couple of maps, I believe the staff has given them to you, and I would ask permission to have one of my staff persons to come up and show you the lines that we would like to talk about, if that's possible, Mr. Vice Chairman. And then also I have with me Ernest Goatsen, who is our statistician on the staff of the Navajo Nation Census Bureau, and will ask him to answer any questions that I might not be able to handle. My name is Taylor McKenzie. I am a medical doctor and Vice President of the Navajo Nation. Thank you, Mr. Vice Chairman, for this opportunity to present the views of the Navajo Nation regarding the upcoming census. Please note that there is a written testimony that accompanies the oral presentation. And let me also state that the Navajo Nation is actively working with the Census Bureau at home.

To illustrate the Navajo Nation's efforts to prepare for the enumeration, the Navajo Nation Council approved the creation of a Census 2000 Count Commission during the spring session held two weeks ago. The commission will be the lead agency in conducting a Census 2000 awareness campaign throughout the Navajo Nation. The ten-member commission will be comprised of Navajo government and private sector representatives who will serve 1 year and 6 month terms. The commission is empowered to address six functions which are listed in the written testimony.

By creating the Navajo Nation Census 2000 Commission, we are demonstrating our responsibility to ensure an accurate count during the year's enumeration. Mapping used by the Census Bureau must be accurate and reflect the political units of the Bureau of Indian Affairs and the Navajo Nation. As some of you may be aware, the Navajo Nation is divided into several components known as agencies. At the same time, the Navajo Nation is comprised of 110 chapters within these agencies which are our local units of government. Although it would be misleading to consider the chapter as a county, they are more significant than a township or a municipality and are most comparable to counties within a State.

The Navajo Nation understands that there are conventions like State and county boundaries which must be considered in conducting the census. Consequently, we propose that the Navajo Nation be mapped as a whole initially, then lines be added to reflect State and county areas, then on top of this should be added the agency boundaries. The areas which are created by the boundaries of each agency within the county should be designated "county census divisions," or CCD's. These CCD's which make up each agency can then be totalled later for planning purposes for both the BIA and the Navajo Nation. Finally, with respect to the chapters of the Navajo Nation, the Census Bureau should designate these as "Minor Civil Divisions," or MCD's.

This approach would recognize and respect the Navajo Nation's political subdivisions. The agency boundaries would then be superimposed on the agency areas.

The need for accurate mapping is also required by the nature of the land status within the Navajo Nation. Although most of the Navajo Nation is comprised of trust land, there are portions of the Navajo Nation, particularly in New Mexico, where land has passed into private ownership. This area, known as the checkerboard area, must be reflected in the census mapping if the census for the Navajo Nation is to be accurate. The new lands portion, the new lands is a new part of the Navajo Nation, must also be included as well as the satellite chapter communities which lie outside of the Navajo Nation proper, sometimes known as satellite reservations.

The Navajo Nation is divided into 110 chapters. The chapters are the fundamental local governmental units within the Navajo Nation. Each chapter has popularly elected officers who guide the chapter administrations in providing for the local needs of the chapter population. In many ways, the chapters are similar to counties within a State. At the same time, as mentioned earlier, the Navajo Nation is divided into agencies which is an implicit part of the Navajo Nation political system.

One of the most difficult challenges faced by the Census Bureau is hiring sufficient personnel who are in a position to conduct the census. In the Navajo Nation, these individuals must speak both English and Navajo. Indeed, census-taking is difficult. Using methods such as mail surveys will not work. It must be understood that not everyone in the Navajo Nation has a mailing address. Frequently, several family units which are counted separately for census purposes share the same post office box. Moreover, many persons and families receive their mail general delivery addresses through local trading posts. Whoever conducts the census count must understand this and actually do the field work necessary to visit the hogans, mobile homes, and other houses in the chapters.

If the census is to result in an accurate counting of our Navajo people, there must be extensive written and oral publicity surrounding the census both in English and in Navajo. Not only should this publicity explain the importance generally of the census, but it must also clarify some potential misconceptions. It must overcome any distrust implicit in the census count. Also, for example, when an individual becomes an enrolled member of the Navajo Nation, he or she is given a census number which is used only for enrollment and membership purposes. This number has nothing to

do with the 10 year census. To avoid misunderstanding and undercounting in the upcoming census, adequate and extensive publicity is essential. This will also help in recruiting individuals who can work on the census and ultimately make their job easier in going into the field and actually conducting the counts.

Conducting a census is never an easy task. Under the Federal law, only an actual count may be made. If the Census 2000 is to be accurate, the key issues of accurate mapping which reflects more than the State and county boundaries, recruitment of an adequate workforce, and early and extensive publicity must be addressed. The Navajo Nation offers the following recommendations and concerns.

No. 1. To establish an Indian desk within the Department of Commerce. The Navajo Nation urges the Department of Commerce to commit and maintain a long-term government-to-government relationship with Indian nations by establishing an Indian Desk and develop a workable tribal consultation process in cooperation with Indian nations.

No. 2. A Navajo Nation data center. The Navajo Nation is entitled to a central Navajo data center equal to State data centers now in existence. The State data centers contain vital information for planning, research, and political redistricting by States and counties, and the Bureau of Census routinely updates this information for all States each year through surveys. Indian tribes, on the other hand, are only enumerated once every 10 years. With the establishment of the Navajo data center, the Navajo Nation will finally have access to vital tribal information.

No 3. Census awareness campaign. The Department of Commerce, Bureau of Census awarded a large contract to Young & Rubicond who in turn subcontracted with Gray and Gray to handle an awareness campaign among American Indians and Alaska Natives. The dollar amount of this contract is not known. The Navajo Nation recommends that the Department of Commerce develop a subcontract specifically with the Navajo Nation to conduct its own Census 2000 awareness campaign out of respect for the many languages and cultural considerations that must be observed. The Navajo Nation owns its own radio station and routinely broadcasts its own Navajo language radio and television programs. The Navajo Nation would coordinate the content and printing of promotional advertisements with the Bureau of the Census. Gray and Gray has yet to contact the Navajo Nation, and we are not included in the Secretary's advisory committee.

No 4. Tabulation. There is the method of tabulation that was mentioned by one of the other panelists. The method of tabulation should be selected to have an accurate Indian population count. This should not have a detrimental effect on tribes.

Thank you, Mr. Vice Chairman.

[Prepared statement of Dr. McKenzie appears in appendix.]

Senator INOUE. Thank you very much.

Ms. Paisano.

**STATEMENT OF EDNA L. PAISANO, TRIBAL MEMBER, NEZ
PERCE NATION, ID**

Ms. PAISANO. Good morning, and thank you for this opportunity to testify before the committee. I am Edna Paisano. I am a member of the Nez Perce Nation, and I am also Laguna Pueblo. Today I am testifying as an individual.

I share the important goal of obtaining an accurate count in Indian country in Census 2000. As stated before, there was a 12.2 percent undercount for American Indians living on reservations, and an overall 4.5 percent undercount in the United States. The census data is the only comprehensive social, economic, housing, demographic data you find on American Indians and Alaska Natives anywhere in the country. So everybody looks to census data for program allocations, for planning, and for policy.

I worked at the Census Bureau for over 20 years, from June 1976 to November 1997. Over that time period, the Census Bureau has improved the work on improving the data for American Indian and Alaska Natives. But I think there is still a lot more to do in getting an accurate count. Since I have been gone from the Bureau, I did go over some of their plans as they are presenting them for Census 2000. I think you have heard most everybody today talk about the government-to-government relationship and the importance of that. I fully agree with those comments. I think the Census Bureau really needs to demonstrate through actions that they are working on a government-to-government relationship and are following the presidential memorandum of 1994, as well as the Commerce Department American Indian-Alaska Native policy, and then also the Executive order on consultations with Indian tribal governments. And, again, forming partnerships on the government-to-government basis I think would really go a long way in getting an accurate count.

Many have mentioned having a policy of the Census Bureau. I think that is very important. Again, it is a demonstrated action that the Census Bureau is committed to working with tribal governments. I know that there is a draft policy there because I wrote it before I left the Census Bureau.

Also, I think there has been mention of creating an office that would be for American Indian-Alaska Natives at the Census Bureau. I think that is very important. The office may not be able to do all the technical work, but at least it can provide a central place, a central coordination where if there are any plans or things that have to relate directly to tribal governments or the American Indian-Alaska Native policy it will get addressed and it would not be something that may fall through the cracks. Because there are so many things that go on within the Census Bureau, if the employees are not knowledgeable about tribal governments or their land areas, there is a tendency not to adequately address those.

And another comment I want to make, too, is I think there needs to be, and there has been in the past, sort of like an education of Census Bureau personnel on what is sovereignty, what is the government-to-government relationship. Over the 500 tribal governments, you have different kinds of histories and different kinds of cultures. With a basic understanding of all of that, the Bureau can also design better programs and policies.

The Census Advisory Committee is really a very important part of the Census Bureau. There is a committee for 1990 and the one working on Census 2000. In 1980 there was not a committee. I think that was a short-sight, but also there wasn't a committee because there was a recommendation or advice given to the Census Bureau that there shouldn't be one formed, and that was from some American Indian individuals and organizations.

I worked as the committee liaison with both the 1990 census committee and the current one. I find that all the individuals are very hard-working and really present to the Census Bureau advice that can be useful. So I really think that this committee should be an ongoing committee and not ended after the decennial census.

The other issue that relates to all this is American Indian employment at the Census Bureau. Now, I was hired in June 1976, but I was the very first full-time permanent American Indian ever hired there. And how long has the census been taken by this agency. I think having more American Indian and Alaska Native employees throughout the Census Bureau in different parts of the divisions that are working on Indian programs would really facilitate designing better programs and getting them to function and work better with tribal governments.

But I also know it is a challenge to hire American Indians to come and live here in the Washington, DC area. But I think there are things that the Census Bureau can do, and may be doing already, to get potential employees aware of Census careers. I mention that because there is a program with American University, Washington Interns for Native Students, that is available where the Census Bureau could get them for the summer time. That is true as well with American Indian Science and Engineers Society. There is a Memorandum of Understanding with the Department of Commerce. And also with the statements of hiring all these American Indians for the partnerships or for enumerators or team leaders, some of those could be very potential employees for the Census Bureau whether they are hired at headquarters or in the regional offices.

I also wanted to make mention about the race and ethnicity issue. The Office of Management and Budget did draft guidelines on tabulation plans. I also share the concern how multi-race reporting and tabulation will affect the American Indian-Alaska Native population as a whole. But another factor is how this relates with tribal data that are reported on the questionnaire, how you can present multiracial data and tribe data. That is of real concern because tribe data are not really collected by any other Federal agencies. Tribal governments do have their tribal records but I don't know how extensively they can get social, economic, housing data from their tribal enrollment records. So, again, the census is the only place that you can really get tribal information presenting the social and economic characteristics of tribes.

With the partnerships, as the Census Bureau stated, it is very important. I have been gone from the Census Bureau but I heard Mr. Prewitt refer that the tribal liaison program is in place and they have liaisons appointed. I really support this program because it is one of the most successful programs that was implemented in the 1990 census. It was a demonstration of working with tribal gov-

ernments on a government-to-government basis. And it is also important to help us in planning the enumerations, of hiring American Indians to do the enumeration. So I think the better the implementation and getting the partnership programs in place, the sooner, the better, you will get a more accurate census.

The other area is the development of the master address file. This is very key to making sure that every housing unit gets a census questionnaire to fill out and mail back. And this, as mentioned before, allows governments to review the list and add or delete housing units. The program is very good, but my concern really is how many tribal governments are participating in it. If the tribal governments are not participating, what is in place to make sure all the housing units are covered.

One of the options for data collection is a list enumerate. This is where at the time of the census the address list is created. My concern is, is there really some type of quality control of the work that is completed to really make sure that all the housing units have addresses before they are put into the master address file. Because the master address file is going to become the sampling frame for any survey or any data collection in the future. So it is important to have an accurate accounting for all the American Indian and Alaska Native housing units. Thank you.

[Prepared statement of Ms. Paisano appears in appendix.]

Senator INOUE. Thank you very much.

Dr. MCKENZIE, several tribes have expressed concern over the accuracy of census maps. Do you think it would be a good idea tribes formulate their own maps of their lands and political units and provide them to the Bureau as guidelines?

Dr. MCKENZIE. That is correct, sir. I think that if we counted the population within chapters, and then the chapters would then aggregate to form an agency and you would have an accurate counting for the agency. Those that fall outside of the agencies within a county can then be counted in the usual manner. And then adding these will give you a total count and it would be accurate.

Senator INOUE. Have you suggested this to the Bureau?

Dr. MCKENZIE. We presented it at our initial testimony on January 29 in Phoenix.

Senator INOUE. Your suggestions are all very valid. I will send a statement to the Bureau suggesting that they study the testimony of all of you very seriously and very carefully.

Dr. MCKENZIE. Thank you, sir.

Senator INOUE. Ms. Paisano, you have been there for over 20 years you said.

Ms. PAISANO. Yes, sir; just over 21 years.

Senator INOUE. And you suggested that there should be an educational program about tribal sovereignty and government-to-government relationships. While you were there was any such education available?

Ms. PAISANO. Yes; there were two instances of sort of like seminars where a number of managers and supervisors and employees did attend. I don't remember exactly the timing of those, but they were only on a one-time basis. One, Sam DeLoria did come in and provide us——

Senator INOUE. In other words, you didn't have too many of them.

Ms. PAISANO. No; there were not.

Senator INOUE. You also testified that a lot of the Bureau employees of Indian ancestry left because of the lack of opportunities to advance. Is that correct?

Ms. PAISANO. Yes; I find then, and including myself, there really weren't opportunities.

Senator INOUE. What were you when you left?

Ms. PAISANO. How many are left?

Senator INOUE. No; when you left what was your designation, GS-what?

Ms. PAISANO. I was then a GS-13. But I was that for 10 or more years.

Senator INOUE. Where did you start?

Ms. PAISANO. When I started at the Census Bureau I entered as a GS-9.

Senator INOUE. And you could not go beyond GS-13?

Ms. PAISANO. You can go on there. Most of the higher level positions at GS-14 are like branch chiefs or manager/supervisor positions. Usually at the Census Bureau there is not much of a turnover rate in those positions.

Senator INOUE. So there is a lack of opportunity of advancement for Native Americans?

Ms. PAISANO. I believe there is, yes.

Senator INOUE. If I may, because I should have been there 10 minutes ago, I would like to submit to both of you questions for your scrutiny and response. I thank both of you for sharing your wisdom with us. Thank you very much.

Dr. MCKENZIE. Thank you, Vice Chairman Inouye.

Senator INOUE. Thank you.

[Whereupon, at 12:00 p.m., the committee was adjourned, to reconvene at the call of the Chair.]

APPENDIX

ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD

PREPARED STATEMENT OF HON. BEN NIGHTHORSE CAMPBELL, U.S. SENATOR FROM
COLORADO, CHAIRMAN, COMMITTEE ON INDIAN AFFAIRS

Today the committee will hear testimony on the implementation of Census 2000 in Indian country.

The census count plays a vital role in our society. It serves as the basis for the distribution of certain Federal funds, the redistricting of political representation, and the planning for future infrastructure development. It is important for Native Americans, as well as all Americans, to be included in such fundamental study.

As we know, Native Americans have been under-represented in past census counts. The most recent census, conducted in 1990, was extremely inaccurate in its count of American Indians and Alaskan Natives who were living on reservations and in rural areas.

The effects of undercounting American Indians and Alaskan Natives has real consequences for Native communities. First, an undercount of Native Americans skews population statistics which are used to allocate and distribute Federal funds and services to tribes. For example, funds made available under the "Welfare-to-Work Grant" program and Community Development Block Grants are both determined by reference to census statistics.

In my opinion, article I of our Constitution is clear in providing that "an enumeration" be taken of the population every 10 years.

Just as the Census Bureau and the United States have a legal obligation to conduct an actual count, Indians and Alaska Natives have the responsibility to answer the census and ensure that they are represented in the final tally.

Our goal as a Committee, a Congress, and a nation should be to require that the United States fulfill its obligations to the Constitution and to Native Americans and achieve both a fair and complete count of American Indians and Alaskan Natives in Census 2000.

PREPARED STATEMENT OF CURTIS ZUNIGHA, DELAWARE TRIBE OF INDIANS,
BARTLESVILLE, OK

Mr. Zunigha offers greetings to the Senate Indian Affairs Committee in Lenape, the traditional language of the Delaware Tribe of Indians.

Thank you to the members of the committee and your staff for allowing me to attend this hearing and share my concerns with you. My name is Curtis Zunigha. I am Lenape and Isleta. I serve Indian country from my homebase in Northeastern Oklahoma where I formerly served as chief of the Delaware Tribe of Indians, this country's first federally recognized tribe in that we signed the first Indian treaty with the United States in 1778.

This morning I come to you primarily in my role as a member of the Census Bureau Advisory Committee on American Indian and Alaska Native populations. My observation of the Census Bureau's efforts to conduct CENSUS 2000 leads me to

believe that the bureau sincerely wishes to have an accurate and complete count of American Indians and Alaska Natives but doesn't have a strong grasp on how to go about achieving the goal. While the voices of our advisory committee are being given a forum, I am concerned about the bureau's response to our criticism, suggestions, admonitions, and encouragement. My concern is more related to the timeliness of Census Bureau responses than with the willingness of the bureau to respond.

It appears there has been a considerable lag in time to employ and disseminate Indian census workers out into Indian country. The slowness in working out the statistical sampling issues [which affects the bureau's mission]; getting a permanent director confirmed; getting key central office and regional Indian staff people hired . . . all of this has come at a turtle's pace. It gives limited precious time to the partnership and tribal liaison programs, which I submit, are the real key to the desired complete and accurate count in Indian country. I fear that this lag time [although unintentional] will cause a corresponding delay in implementing mechanisms necessary to insure a better count than in 1990.

To their credit, the Census Bureau has been scrambling over the last 3 months to address these issues and are getting staff in place. One key roadblock is providing the census educational materials to Indian country so people will know why it is important to answer the census. The Partnership Program, although behind schedule, is addressing this issue as quickly as possible.

I ask the committee to take into account some key concerns that tribal leaders have shared with me during my travels throughout Indian country. The Executive order by President Clinton in April 1994 required Federal agencies to establish a direct government-to-government relationship with federally recognized tribes. While the Commerce Department has an American Indian policy statement, its subordinate agency-the Bureau of the Census-does not. However, in a personal discussion I had just yesterday with Director Ken Prewitt, I am now aware that a mechanism is being put in place immediately to establish regional consultation with tribal leaders.

While such things as LUCA or Local Update of Census Addresses or the Address List Review Program may be helpful in developing aggregate statistics, tribal leaders need to have input on how reservation address lists will be compiled and shared with the local and national statistical bases. But just as important is the need to respond in a timely and well-informed manner. It is important to have a representative set of voices to deal directly with the bureau's administrators of policy and procedure. Organizations like the National Congress of American Indians may fill that need. Tribal leaders are becoming more cognizant of the benefits of a complete count and accurate count, however, they are increasingly concerned about socioeconomic and demographic information being developed into a "means testing" formula by some of your colleagues in Congress. Many tribal leaders are beginning to listen to calls to boycott the census because of this perceived threat.

We need to know that this committee . . . all of you . . . will not support any so-called "means testing" bills especially those that use census demographic data to create and justify such legislation. If Congress does not penalize State governments by perhaps cutting back on Federal highway funds for having such things as a lucrative lottery, then neither should tribal governments be penalized with funding cuts. To establish economic development in Indian country and generate real improvement in a reservation or community and then be judged "too successful" and have base funding cut back is inappropriate. Be aware that tribes from New York to Kansas to Washington State are actively discussing this matter.

My closing comment is to encourage this committee to support and assist a closer partnership with tribal governments and the Census Bureau. Since funding is often based on census statistics, the tribes need to know how the census will benefit them. Moreover, they need to know how to go about accessing and using census data for long range planning, future development and empowerment. A strong emphasis on direct approach to tribal governments and securing their working cooperation is the primary step in lowering the 12 percent undercount of our American Indians and Alaska Natives that occurred in the last decennial census. I believe the committee and its oversight capacity can foster the appropriate environment and dialog to achieve the desired goal of a successful CENSUS 2000.

Thank you for inviting me and giving me the honor and privilege of appearing before you today. I welcome your response and questions now or in the future.

PREPARED STATEMENT OF LARRY RODGERS, MEMBER, CENSUS ADVISORY COMMITTEE
ON AMERICAN INDIAN AND ALASKA NATIVE POPULATIONS

As a member of the Census Advisory Committee on American Indian and Alaska Native Populations [CACAIANP], I would like express my appreciation to the Senate Committee on Indian Affairs for holding a hearing on the implementation of the Census 2000 in Indian Country. I also wish to thank the Department of Commerce and the Census Bureau for allowing the input and consideration of advice provided by our committee over the planning phases leading up to the next decennial census. Since 1995, we have witnessed the tremendous work the census bureau staff have engaged in preparing for April 1, 2000.

The construction of the framework for the new census was not routine. After a myriad of scientific and technical studies, there was and still is convincing evidence indicating that a sample supplement to the best count feasible, would generate a close-to-the-truth "one-number" census. Of course, a sample component has been disallowed by the U.S. Supreme Court for congressional reapportionment only. This decision, within nearly 1 year of the big count, has forced the Census Bureau to reconstruct the framework resurrecting previous decennial methodologies. In addition to conducting the census by the traditional method, a post-enumeration survey will be done to fill in the gaps. This again will produce two sets of results. And you know what the American Indian saying "speaking with fork-tongue" means. Despite, the sample data is still necessary to address the adequate, fair, and equitable distribution of Federal resources over the next decade. American Indians, making up not even a full, 1 percent of the U.S. population, has been miscounted continuously.

Specifics:

If I may, I would like to offer a few suggestions to the committee.

No. 1. Small Census Promotion Grants to Tribes: tribal governments taking the initiative in creating promotion programs should be provided some financial assistance through their respective Regional Census Center. With limited time, it may be cumbersome to require tribal governments to submit grant applications. Many tribes don't have the resources. An "in-kind, gentle" approach by the Census Bureau's Partnership activity may be effective in executing small grants to the tribes.

No. 2. Long-Form Use and Applicable Sampling: During the 1990 Census, one in every six Navajo Nation households received a long-form. I understand for Census 2000, the rate for every reservation will be 50 percent, or one of each two. Again, reservations differ. The Navajo Nation is 13-fold the population size of the next largest American Indian Reservation [AIR]. Applying the same rate same rate of long form would create an unnecessary burden on the enumerators and the census bureau from a managerial and fiscal perspectives. I would fear that the rate would produce a pressure on the operation to point of increased attrition of the enumerators and perhaps disenchanting the anxiety of people to respond. Whatever is scientifically and statistically sound should be applied toward the long-form implementation ratio, and assessed on an AIR-by-AIR basis.

No. 3. Post-Enumeration Survey: There will need to be a great emphasis on the quality and scientific approach and conduct of the survey. The 1990 PES "sampled" only "parts" of three American Indian Reservations [AIRs] which yield the 12.2 percent differential undercount. I believe a better sampling coverage should occur. Recall, every reservation is different, even in attitude to the Federal Government, thus impacting responses.

No. 4. Continuance of the CACAIANP: Continuous communication between the Census Bureau and tribal governments is essential in maintaining credibility during the long periods between the decennial censuses. Keeping the Advisory Committee going may serve as a beneficial bridge. The conduct of the American Community Survey, which will replace the decennial census long form, will need efficient implementation in Indian country.

No. 5. In this new year, the Census Bureau created an American Indian and Alaska Native program. This is a very important step. We believe the Census Bureau has listened, and we certainly appreciate this acknowledgment. As part of the "bridging" process, this program should be made permanent and staffed with qualified American Indians. Other Federal agencies, that is, the USDOL and HUD, just to name a couple, have long instituted an "Indian Desk" as part of their actual execution of the government-to-government work relations with federally recognized Indian tribes.

Mr. Chairman, members of the committee, thank you allowing me to comment and make a few suggestions. I hope you will consider them. Please feel free to turn them into "recommendations"!

PREPARED STATEMENT OF APESANAHKWAT, CHAIRMAN, MENOMINEE NATION

It is my pleasure to provide this testimony before this committee regarding Census 2000. All Americans recognize the importance of the U.S. Census and American Indians have the greatest understanding of the importance since we were the most under-counted group of all and thereby the most adversely effected by the 1990 census. The Census Bureau admitted that the undercount of Indians living on the reservation averaged 12 percent. While this number doesn't sound very high, the Census Bureau indicates that 12 percent was the average which means that in some reservations the undercount was over 25 percent. Again, this may not seem to be very much until this result is considered taking into account the loss of political status by tribal governments, the loss of participation of tribal communities in the reapportionment process and the level of money lost by the tribes. It is estimated that for every person not counted, the local jurisdiction loses approximately \$700.00. [The total amount of Federal dollars distributed is \$200 billion which was divided by the U.S. population of approximately \$270 million]. It is our estimation that because Indian tribes are dependent on Federal distributions this amount is considerably higher. Thus if a reservation was indicated as having 1,000 people and the undercount is 12 percent the loss of population would be 120 which then results in a loss of \$84,000 per year. This figure must then be multiplied for 10 years that we are forced to live with the undercount.

The loss of political status by tribal governments and the loss of participation of tribal communities in the reapportionment process is the greatest problem and danger presented by the U.S. Census Bureau in their work with Indian communities. The Census Bureau, while offering extensive lip service to the tribes and Congress, continues to denigrate the political relationship of Indian tribes. The Census Bureau has made virtually no effort to work with tribal governments in the wide range of responsibilities given by Congress to the Census Bureau. Further, the Census Bureau acts as though 1999 was the first year that they learned they were to work in cooperation with tribal governments. Many of the Census staff are either not cognizant of the Federal government-to-government relationship or [since they are new hires and new to Indian affairs] they mis-state the relationship thereby causing more problems for tribal governments. The Census Bureau, while a part of the Department of Commerce, believes that the Indian Policy Statement issued by Secretary Brown does not apply to them. Further, they continue to act as though the policy announcements of the President outlining a Government-to-Government relationship doesn't apply to the Census Bureau. This criticism was stated internally by staff from the Denver Regional Census office in meetings with tribal leaders in February.

The Census Bureau has failed to attempt any meaningful consultation with tribal governments during the past 10 years. As noted in our criticism, the geography division of the Census Bureau has made various decisions impacting tribal governments without notifying or informing tribal leaders. The lack of effort to have consultation with tribal governments has also resulted in no involvement of Indian people in programs of the Census Bureau such as "Census in the Schools". Tribal governments have had no involvement in the development of promotional material directed at tribal and Indian communities and were not afforded an opportunity to participate in discussions regarding the selection of groups to design promotion materials in insure cultural appropriateness. While there has been a better relationship with the partnership office at headquarters during the past year, the implementation of the partnership initiatives at the regional offices has been ineffective at best. Many of the field partnership staff have no prior experience with tribal affairs and the regional managers have limited the ability of the field partnership staff to meet as a group and with the headquarters staff in order to develop a consensus effort which would benefit tribal and Indian communities.

The Census Bureau has made no effort to work closely and cooperatively with tribal governments in their various programs and particularly with GEOGRAPHY programs. As examples:

Census Tracts: Many tribes are indicated in multiple census tracts. If you look in the research material indicating census tracts, you generally cannot find a census tract specific to an Indian tribe. There is nothing that precludes the Census Bureau from indicating each reservation as their own specific census tract. It has been suggested by the Census Bureau that it is to the advantage of the tribe to be listed in the census tracts which also includes the population of the adjacent city or county. But this should be the decision of the tribe and not the Census Bureau. The tribe will be able to get specific data pertaining to the reservation but it is important that the tribe be offered the decision to also be indicated as their own census district.

Block Groups: The Census Bureau has made to effort to assist tribal governments to be identified by block groups. This would also enable tribes to have statistical information relative to the tribe identified by block group.

Boundary Annexation Survey [BAS]: The Census Bureau has not worked in conjunction with Indian tribal leaders to develop a process or system which will help tribal governments to make more effective use of the BAS. In this census program, maps of the reservation land is sent to each Tribe. The tribe can then mark the map to indicate any monuments or other identifying markers [rivers, streams, and roads] and they can make boundary adjustments to the maps to indicate trust land added to the reservation. The maps are then redigitized by the Census Bureau and a copy is sent to the tribe again for review. This can be done on a regular basis which benefits the tribe. Yet, many Tribes are unaware of the BAS system operated by the Census Bureau. Although the Census Bureau offers CD-ROM Tiger file maps, tribal governments are not consulted in the development of the tiger file nor are tribal leaders briefed about the benefit of the BAS program.

TJSA [Tribal Jurisdiction Statistical Area]—Only for Oklahoma: Due to the trust land status of tribal governments in Oklahoma, tribal jurisdiction statistical areas are identified for each tribe which takes into consideration the tribal service area. The Census Bureau works with the BIA to determine the TJSA. This is especially critical since the advent of recent legislation such as Welfare Reform and the recent TANF regulations. The TANF regulations indicate that when considering any tribal governments application for TANF funding in Oklahoma, the TJSA approved by the Census Bureau will be the allowed service area.

Yet, little effort has been made by the Census Bureau to work with tribal governments in the design and identification of the TJSA. During recent TANF workshops, the tribes were unaware of this requirement.

Statistical Areas but only if sufficient population: The Census Bureau has unilaterally decided that they can create statistical areas for tribal governments including Federal and State recognized tribes if there is sufficient population. The determination of the "sufficient population" is at the sole discretion of the Census Bureau. The statistical areas would be available to tribes if, as an example, the tribe has a considerable population living near the reservation. It wasn't until February 1999, that the Census Bureau asked each State Governor if there were State recognized tribes so obviously little effort has been made in developing Statistical Areas for State recognized tribes. We are unaware of any effort made for other tribal governments.

Multiple Tribal Names: Many tribes are known by more than one name as well as some members of the tribe identify themselves by clan or other designation. The Census Bureau has not developed an evaluation system which will enable the census to recognize the various multiple names for any tribe and to aggregate the total number of tribal members for any tribe where there are multiple names used by tribal members. Thus a tribe could have a population of 100 members with potentially 100 different tribes within their boundaries. If the tribe has 100 members living off the reservation using 100 different tribal names, then it would appear that the tribe has disappeared unless the Census Bureau can identify the various tribal names.

The Census Bureau sent a letter, which assigned a code to each tribal name, to tribal groups and organizations in April 1999, asking the recipient to identify the tribal code to which they belonged. They requested that if the tribal name did not appear under a code that the recipient identify the tribal name. Of course there is no information as to who specifically received the letter and the percentage of response. If the response rate percentage is similar to the 30 percent mail back response percentage during the census rehearsal, there will be a very large number of Indians whose tribal names will not appear of the final list.

As an extension of this problem, the Census Bureau has not developed a procedure to review the answers to the tribal designation question on the census form in order to determine if the tribal designation is in fact an Indian designation. As an example, a person could mark the question of race as American Indian. In the question of tribal designation the person could identify themselves as Nacirema. The Census Bureau has not developed a process to review these tribal designations to insure the integrity of the data collected. [Nacirema is American spelled backward. For a period during the 1960's the University of California, Berkeley had a number of students who identified themselves as Indians of the Nacirema tribe].

Multiple generations in housing: The Census Bureau has not worked in conjunction with Indian tribal leaders to develop a process or system to identify those housing units on the reservation where there is more than one head of household in the housing unit. The Federal Government and most of society recognizes that there is a severe housing shortage on the reservation. There are many households

where there are three or more generations living in the same house. Yet the Census Bureau has stated that only ONE form is to be sent to each home. The Census Bureau has limited the number of names to be listed on the form to only six people. Thus, while the number of heads of households as well as an undercount of the housing needs on the reservation.

The cities and counties have been provided training which allow these governments to identify group housing which will be counted after the April 1 count day. While tribal governments know reasonably well where there are multiple families in one housing unit, and the tribal government and housing authority has allowed for this multiple family, the Census Bureau has determined that tribal governments cannot designate these housing units as group housing in the same fashion the non-Indian governments can.

Local Update of Census Bureau Addresses [LUCA]: Illegal Immigration Reform and Immigrant Responsibility Act:

The Census Bureau mid-lead tribal governments either deliberately or through ignorance regarding the LUCA program and the Immigration Reform Act. The Congress through the passage of Public Law 103-430 authorized tribal governments to review the census address lists compiled for their reservation. The Census Liaisons hired by the Census Bureau informed the Tribe that the Law put the Tribes on the same level with other governments and protected their address lists under the confidentiality provisions of the Law. In January the Census Bureau informed some of the Tribes that the address lists would be made available to the local county or city for review. Thus while the Tribes were told their address lists would be maintained by the Census and would be reviewed only by the Tribe, the geography staff of the Bureau had always intended to release the tribal address list to any county or city which requested the list.

In February, 1999, the Census Bureau was made aware that the address lists could be provided to the Immigration and Naturalization Service as a part of the 1996 act, section 642. While Dr. Prewitt has indicated that he will not release Census material to the INS, the Law is quite clear that no Federal agency or State agency or local government agency may prohibit the sending of information regarding citizenship or immigration status to the INS. Thus, the county or city that receives LUCA information may not be prohibited from sending that data to the INS.

In both of these cases the Census Bureau has not sent any official communications to tribal governments and appropriate congressional sources explaining the problems caused by the LUCA Act or Immigration Act and the possible negative impacts on tribal governments.

Staffing, recruitment and longevity: The Census Bureau has experienced considerable problems due to their refusal to maintain permanent staff at the National office and at the regional office to provide on-going liaison with the Indian community. The Census Bureau has been intent on re-creating the wheel every Census rather than addressing the governmental and political status of tribal governments. The information records of the Census Bureau are woefully lacking regarding tribes and the Indian community. Many tribes are incorrectly identified in census reports. New tribes coming on-line with the BIA are not immediately noted by the Census Bureau. Relationship with those Indians living in the urban area only exist during the period right before the next census. As a result, the Census Bureau will not mention urban Indians again until 2008.

The Census Bureau must work in conjunction with tribal leaders to design an on-going liaison program. The Census Bureau should commit staffing to an Indian Office at headquarters which will provide liaison with the many Federal agencies which rely on the use of census data as part of their planning. The Census Bureau must also maintain at least one Indian specialist at the regional offices to work closely with the tribal and Indian community. As has already been noted in this testimony, there are considerable areas where the Census Bureau must work closely with Indian tribes and the Indian community at the local level.

The hiring and management practices of the regional census offices need congressional oversight if Census 2000 is to be effective. The hiring targets for Indians seemed to always match their percentage of the workforce profile while non-Indians seem to always exceed their percentage profile. Yet the Census Bureau admits that the Indian community suffered the largest undercount. Maybe it is too much to ask that the hiring goals for the Indian community should match the undercount percentage from the 1990 Census.

There are a series of recommendations and requests that should be made by this Committee and the Commerce Committee to the Bureau of the Census and the Department of Commerce.

First, the Census Bureau should convene a meeting, at the expense of the Census Bureau, with tribal leaders to fully discuss the various programs which can be of-

ferred to tribal governments such as BAS, TJSA, and others. This meeting should take place in conjunction with the NCAI mid-year meeting. If the Census Bureau cannot travel to Vancouver, BC then an alternate site should be arranged.

Second, the Census Bureau should inform tribal governments within the next 60 days but not later than July 1 of the opportunity to submit a request to have a census tract number assigned to each tribe so requesting. The same announcement should include an offer to have the tribal lands identified by block group.

Third, the Census Bureau should determine within the next 60 days if each tribe has received a copy of the Boundary Annexation Survey and whether the tribal government has made the appropriate changes to the maps. By January 2000, the Census Bureau should report to the Senate Indian Committee regarding the date of shipping to all tribes the new, amended maps prepared by the Census Bureau.

Fourth, the Census Bureau should meet as soon as possible with tribal leaders from Oklahoma to fully discuss the Tribal Jurisdiction Statistical Area program and to coordinate the attendance of other Federal officials which will use the TJSA to fund tribal projects. This meeting should take place not later than August 1, 1999.

Fifth, the Census Bureau should provide to the Senate Indian Committee not later than August 1, 1999, a plan which will indicate how the Census Bureau will evaluate and analyze the various tribal designations used on the form. The Census Bureau should identify to the Committee how they will coordinate with tribal leaders and national tribal organizations to accomplish this effort.

Sixth, the Census Bureau should provide to the committee a plan on how the census will address the problem of multiple generations living in one household. At a minimum the Census Bureau should immediately implement the use of rural update/enumerate [U/E] in all Federal and State recognized Indian communities. The use of this system would help identify those housing units where there are multiple heads of households. Further, this would assist in overcoming the problem that has arisen regarding the release of the LUCA lists to the counties and cities.

Seventh, the Census Bureau should provide to the Senate Indian Committee copies of correspondence sent to each tribal government explaining the release of the LUCA material to the local county and city. Further, the Census Bureau should provide a copy of correspondence sent to each tribal government explaining the potential release of address data to the INS as a part of the Immigration Reform Act.

Eighth, the Census Bureau should provide a plan to the Senate Indian Committee outlining the staffing plan for a tribal government office at headquarters and a staffing plan for each regional office which will entail at least one person who will be responsible solely for liaison with tribal governments as well as with Indian community organizations in the off-reservation areas.

I want to thank the committee for giving me the opportunity to present this testimony. I will be happy to answer any questions.

BUDGET FOR THE AMERICAN INDIAN AND ALASKA NATIVE PROGRAM

\$1,037,916 to conduct 10 Census 2000 Tribal Government Conferences and 1 National State Recognized Census 2000 Tribal Government Conference

\$390,000 Promotional Materials

\$60,000 Production of Information Booklets

We have contracted with AIAN companies to produce promotional materials and the booklets. We are also conducting many of our conference on tribal lands or using AIAN owned hotels, C2PO has also allocated money for promotional materials.

PREPARED STATEMENT OF

KENNETH PREWITT

DIRECTOR, U.S. BUREAU OF THE CENSUS

Before the Committee on Indian Affairs

U.S. Senate

May 4, 1999

Vice Chairman Inouye and Members of the Committee:

Thank you for the opportunity to testify before you today on Census 2000 plans in "Indian country." We are glad that you have called this hearing to highlight this important subject. We are working very closely with our partners in the American Indian and Alaska Native communities, several of whom are here today, to improve the way we take the census. We can only do this through our joint efforts.

The 1990 census showed a national total of 1,959,234 American Indians and Alaska Natives. This represented a 38 percent increase over the previous census and was attributed to improved enumeration methods and increased self-identification. Despite the increase in numbers, enumerating American Indians and Alaska Natives, especially American Indians living on reservations, has presented some unique challenges in past decennial censuses. The 1990 census undercount rate for American Indians living on reservations was 12.2 percent, as measured by the 1990 Post Enumeration Survey. This was the highest undercount rate of any group in the Nation and was much higher than the undercount rate for Non-Hispanic Whites, which was less than one percent (0.7 percent). This is unacceptable and we must do better in Census 2000. We must improve our enumeration of American Indians and Alaska Natives and reduce this extraordinarily high undercount.

The Bureau of the Census counts as an American Indian or Alaska Native anyone who declares himself or herself to be such. The data on race will be collected on all Census 2000 questionnaires following the "Standards for Maintaining, Collecting, and Presenting Federal Data on Race and Ethnicity" that were issued by the Office of Management and Budget in October 1997. Differences between the questions on race for the 1990 and 2000 census are described in a fact sheet that we have made available to you

Consultation and Testing

In preparation for Census 2000, we have established close consultation with the American Indian tribes and Alaska Native villages to formulate plans for testing and developing enumeration procedures and methods and we have benefitted from their advice. We have also benefitted from the advice of the National Congress of American Indians' representative on the Secretary's 2000 Census Advisory Committee. We formed the Census Advisory Committee on the American Indian and Alaska Native Populations and have also benefitted greatly from their advice and recommendations on a wide range of issues critical to the planning and development of Census 2000 programs. I am pleased that members of that committee will testify today. For example, based on their recommendations, we tested the category "American Indian or Alaska Native" with a write-in line to specify tribe in the race question. The test results led to the inclusion of this category in the Census 2000 race question. Also, at their recommendation, we conducted test censuses in 1996 on the Fort Hall American Indian Reservation in Idaho and the Pueblo of Acoma and trust lands in New Mexico. These tests were critical in developing and refining our Census 2000 enumeration plans for American Indian reservations and Alaska Native villages. A major objective was the refinement of quality check procedures for ensuring the most accurate census of these population groups. I'll talk more about this quality check later.

Also, as part of the just completed Census 2000 Dress Rehearsal, we demonstrated our Census 2000 plans in the Menominee County, Wisconsin site, which includes the Menominee American Indian Reservation. Again, a major feature of the Dress Rehearsal was the use of the quality check procedures for ensuring the most accurate census. Several evaluations have been released for this Dress Rehearsal and others are coming out on a flow basis.

Partnership

We are doing everything we can to improve the count of American Indians and Alaska Natives and the partnership program is a key component of this effort. The Census Bureau realizes that it cannot do everything alone, we do not have all the answers, and that is why we value so highly our partnerships with the American Indian and Alaska Native communities.

The Census Bureau has designed a broad-reaching American Indian and Alaska Native Program to increase participation in the census by American Indian and Alaska Native governments. The Commerce Department's 1995 American Indian and Alaska Native Policy guides Census Bureau initiatives for American Indian and Alaska Native communities. This policy recognizes tribal sovereignty and the unique legal and political status of federally recognized American Indian and Alaska Native tribal governments. It is in full accord with President Clinton's 1994 White House Memorandum on "Government-to-Government Relations with Native American Tribal Governments" and the 1998 Executive Order on "Consultation and Coordination with Indian Tribal Governments," and it requires all Commerce agencies, including the Census

Bureau, to consult and work with tribal governments on all policies that may affect their communities.

One of the key components of our program is the Tribal Governments Liaison Program, in which we invite each federally recognized American Indian and Alaska Native government to appoint a liaison for Census 2000. I have brought along copies of our handbook for this program. Members of the Census Advisory Committee on the American Indian and Alaska Native Populations reviewed and provided very helpful comments on the drafts of the handbook. The handbook describes the program and suggests activities for the liaisons. Suggested activities include establishing a Tribal Complete Count Committee, promoting the census at community events, and identifying sites for questionnaire assistance centers; helping recruit census enumerators and identifying facilities for recruitment, testing, and training activities; reviewing and updating address, map, and boundary information and helping the Census Bureau select enumeration methods that are appropriate to the local community, and, in the post-census period, participating in debriefings and focus groups to evaluate Census 2000 procedures.

I have also brought copies of our Tribal Complete Count Committee Handbook. This handbook suggests specific promotion and outreach activities that these committees could undertake. I should mention that both of these handbooks were prepared in consultation with Orbis Associates, a tribally owned organization. We believe these handbooks will serve as an excellent resource to tribes as they conduct census activities in preparation for Census 2000.

Participating in these programs is one way to increase involvement in both the planning and implementation of Census 2000, resulting in a more complete and accurate count of American Indians and Alaska Natives living on and off tribal lands. Nationally, about 460 federally recognized American Indian and Alaska Native governments have appointed a liaison and we continue to follow up with the others to encourage their participation.

Beginning today, the Census Bureau is sponsoring a series of regional meetings to bring together both the American Indian and Alaska Native leaders and the liaisons in one conference. The first regional meeting is being held today in Anchorage and involves the Alaska Native communities. The regional meetings will be completed by September.

Complementing our outreach and partnership with American Indian and Alaska Native governments, the Census Bureau is also actively pursuing partnership with state-recognized tribes. This fall, the Census Bureau will sponsor a national meeting to which we will invite state tribal leaders. To reach those American Indians and Alaska Natives who do not live on tribal lands, the Census Bureau is identifying key community service organizations and we are inviting some of the leaders of these organizations to our 10 regional meetings.

The Census Bureau has several different voluntary geographic programs associated with Indian Country. These programs provide information that is key for Census 2000 enumeration and the

preparation of the data tabulations that will follow. For each federally recognized tribe that has a reservation or off-reservation trust lands, the Census Bureau sends out Boundary and Annexation Survey maps and invites tribes to review them and make corrections. This is the first census in which we have asked tribes to certify their boundaries; this is in line with the President's policy on government-to-government relationship. Within reservations and off-reservation trust lands, tribes can delineate statistical areas, meaningful for tribal purposes, including communities for which the Census Bureau can present census data. For each federally recognized tribe without a reservation or off-reservation trust lands, the Census Bureau asks tribal officials to identify an area over which the tribe has significant influence. These boundary designations are the basis for collecting and tabulating census data, so their delineation and accuracy are important for tribes.

Based on these boundary designations, the Census Bureau produces address lists for every reservation, off-reservation trust land area, or tribal statistical area. These lists and maps are what census enumerators use as they try to ensure that every person living within tribal areas is included in Census 2000. It is critical that each tribe ensures that the Census Bureau is using accurate and up-to-date address and geographic information. We invite tribal officials to review their portion of the census address list as well as the accompanying maps; if any housing units, streets, or roads are missing, the Census Bureau needs to know so the information can be updated. Anyone reviewing Census 2000 address information, which is protected by the confidentiality guarantees of Title 13, must pledge not to divulge that confidential information to anyone else. Violations of census confidentiality can carry penalties of up to a \$5,000 fine and up to 5 years in prison.

During our Local Update of Census Addresses (LUCA) Program, some tribal governments were concerned about local governments seeing addresses that were located on tribal lands. Throughout the LUCA program, we had expressed to all governments, that the Census Bureau's address list is confidential and must be used only to ensure the most accurate Census 2000 possible. To further remind governments of this important confidentiality issue, we sent letters to every LUCA participant that has a geographic overlap with tribal lands to reemphasize the importance of confidentiality. Specifically, we said:

The information contained in the address list and other LUCA material is only for the use of the people who signed the confidentiality agreement, and only for the sole purpose of reviewing and providing any corrections to the Census Bureau. We consider any other use to be in violation of the confidentiality agreement. We will seek to prosecute to the fullest extent of the law any government that violates the confidentiality agreement.

The Census Bureau also reminded these participants that when a tribal government is participating in LUCA, and a county or city also is reviewing the list, the updates from the tribal government will take precedence.

Many challenges exist for collecting data in the remote areas of Alaska. We will actually begin the census in the remote areas of Alaska in January, instead of April. Enumerators will fly into

the remote areas while the ground is still frozen and planes can land to list the housing units and enumerate the population. In April, when the ground begins to thaw, it would be more difficult for planes to land and villagers would be more geographically dispersed.

I have mentioned that we are asking each tribal government to establish a Tribal Government Complete Count Committee. Now, I want to talk just briefly about other things we are doing in the area of outreach and promotion. Recognizing the unique relationship between the United States government and American Indian and Alaska Native governments, we have established an official logo for the American Indian and Alaska Native promotional campaign. The logo was the work of G & G, an American Indian firm that is developing and implementing the national promotional campaign for the American Indian and Alaska Native populations. We have produced or will be producing various promotional items with this logo including bumper stickers, bags, hats, tee-shirts, pens and pencils, and so forth. We have brought some of these items today. These will be handed out at community meetings, wacipis, pow-wows, and conferences to spur further interest in the census. We will also produce posters and other visual arts. And there will be an American Indian and Alaska Native component to our paid advertising campaign for Census 2000. G & G is currently conducting extensive research and consultation with the American Indian community to develop an effective and relevant message and marketing strategy.

We are working closely with the American Indian and Alaska Native communities on recruiting temporary census workers. Our goal is to hire residents of the communities to conduct the census. In our Denver Region, for example, almost all the enumerators working on our address listing operation on tribal lands were American Indians. This success was accomplished through the close consultation we had with tribal leaders and their help in pinpointing media outlets where we could publicize census jobs. We also worked to reduce barriers to hiring local workers. As one example, we were able to provide money for gas to those workers who were in need prior to receiving their first check.

Accuracy

Now, I would like to talk a little more about what we're doing to ensure accuracy in Census 2000. Following the 1990 census, President Bush and the Congress urged the Census Bureau to design a census for 2000 that would reverse the decline in measured accuracy from the 1980 to the 1990 census. Part of the initial design recommended by the Bureau to meet this difficult challenge was set aside by the Supreme Court, when it ruled that sampling could not be used for purposes of apportioning seats in the House of Representatives among the states.

The Bureau has turned its attention to a full enumeration design — one that is operationally robust and innovative and that includes extensive partnership efforts, paid advertising, locally-based recruitment of enumerators, user friendly census forms, state-of-the-art data capture technologies, and much more. Our first and most important effort is to put a census form into the hands of every single household in America, as well as enumerating those who live in group

quarters (such as college dormitories) or who have no usual home. This robust design notwithstanding, we do not anticipate that results for 2000 will be more accurate than those for 1990. This is true both nationally and for the American Indian and Alaska Native populations.

There is a simple reason. The factors that led to a higher undercount in 1990 than in 1980 are even more present in American society today. More Americans are living in irregular housing or are transient, more Americans are isolated or eager to avoid any attention from government, more Americans are cynical or uncooperative when it comes to what they view as government intrusion. The census forms have to fight through more mail to even be noticed. Civic participation rates — note voter turnout — continue to decline.

In short, the Bureau — using traditional counting methods — must run harder to stay in place. We will run harder; we hope to stay in place.

Moreover, the Bureau knows that the rate at which individuals are missed is not evenly spread across all population groups. I have already mentioned the high undercount rates for American Indians living on reservations in 1990. Although Census 2000 includes major operations specifically focused on reducing the differential undercount, it is not likely that they will eliminate it. The Census Bureau strongly hopes to be proven wrong in its assessment that neither the overall accuracy levels nor the differential undercount rates for Census 2000 will show improvement over 1990, but it has a professional responsibility to share with the country its best current judgment.

Finally, we consider a question much discussed since the Supreme Court decision — will there be adjusted numbers for purposes other than apportionment?

The task of a statistical agency is to provide the most accurate numbers that it can. To help us achieve that goal, we intend to include as part of Census 2000, a final accuracy and coverage check as we have done for a half-century. This 300,000 household survey is called the Accuracy and Coverage Evaluation. This quality audit will tell the Nation how many persons were missed in the census, as well as their characteristics and the areas where they live. This survey will produce estimates of accuracy of the census for American Indians living in American Indian areas. It is the Census Bureau's report card on its own performance, for the Bureau takes as much professional pride in carefully reporting how inaccurate it is as it does in working to be accurate in the first place. It is also the basis for correcting the initial data, to eliminate the undercounts.

The Census Bureau has informed the Secretary of Commerce that it is feasible to generate these more accurate census results on a schedule and at a level of geographic detail that makes them available and suitable for legislative redistricting purposes and for the formulas that allocate federal funds, as well as for statistical and program purposes.

Mr. Vice Chairman, this concludes my testimony and I would be happy to answer any questions.

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TRIBAL GOVERNMENTS LIAISON PROGRAM HANDBOOK

U S Department of Commerce
Economics and Statistics Administration
U.S. CENSUS BUREAU



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 Secretary



Economics and Statistics
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Issued April 1999

TRIBAL GOVERNMENTS LIAISON PROGRAM HANDBOOK

INTRODUCTION

For each year ending in zero, the Federal Government conducts a census of the U.S. population and its housing units. This has occurred every 10 years since the first census was taken in 1790. *Census 2000* is the twenty-second effort to count all U.S. residents and to collect a wide range of education, housing, economic, and demographic information about the entire population, its housing, and communities.

The Bureau of the Census, U.S. Department of Commerce, is the Federal agency responsible for conducting the census. For *Census 2000*, the Census Bureau has set up many new programs as part of its on-going relationship with governments at all levels, and with private entities. Included among these initiatives are some that specifically relate to the American Indian and Alaska Native population. The **Tribal Governments Liaison Program** is one such initiative, and the one this handbook addresses.

All Census Bureau initiatives for American Indian and Alaska Native communities reflect the Commerce Department's 1995 *American Indian and Alaska Native Policy*.¹ That Policy.

- ❖ Recognizes tribal sovereignty and the unique legal and political status of Federally recognized American Indian and Alaska Native tribal governments.
- ❖ Is in full accord with President Clinton's 1994 White House Memorandum on "Government-to-Government Relations with Native American Tribal Governments."²
- ❖ Requires all Commerce agencies to consult and work with tribal governments on all matters that may affect their communities.

This Tribal Governments Liaison Program Handbook is designed for use by tribes. It includes some brief information about past censuses and the confidentiality of census information, it then discusses the Tribal Governments Liaison Program and, in particular, suggested activities for Tribal Governments Liaisons. The Census Bureau recognizes that, as sovereign entities, tribes will choose to implement only those activities that are most appropriate for their individual communities. To

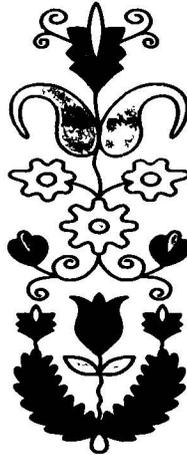
¹ The Commerce Policy can be found in the Appendix of this handbook.

² The White House Memorandum can be found in the Appendix of this handbook.

supplement this handbook, Tribal Governments Liaisons also will have the opportunity to participate in training provided by Local and Regional Census Bureau staff

Ultimately, tribes and the Census Bureau share a common objective for *Census 2000*—namely, to obtain an accurate and complete census count of each American Indian and Alaska Native community. A successful *Census 2000* will provide solid information that each sovereign tribal government can use to make judgements for meeting the challenges of serving succeeding generations of tribal members.

*My children will grow up here, and I am looking ahead for their benefit,
and for the benefit of my children's children, too;
and even beyond that again . . .*
Sitting Bull (Sioux)



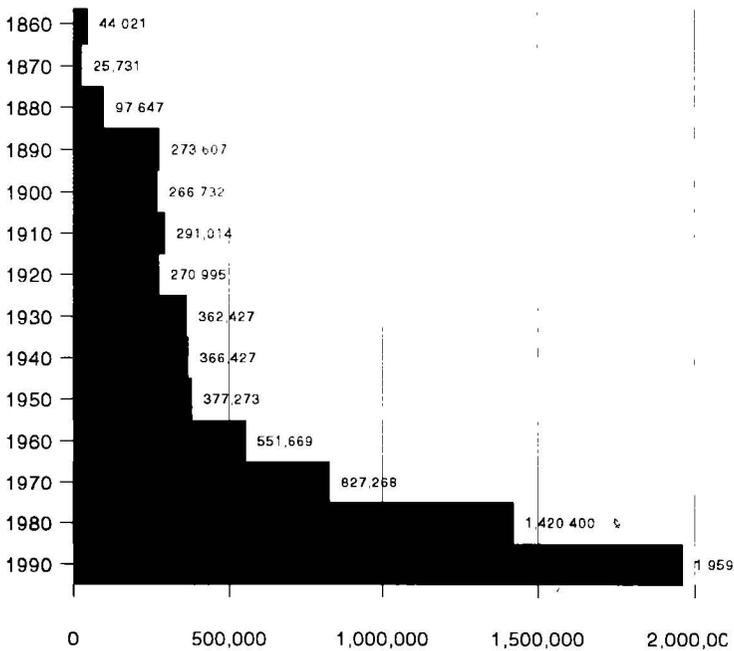
A HISTORICAL TIMELINE: U.S. CENSUS AND AMERICAN INDIAN & ALASKA NATIVE POPULATIONS

It was not until 1860, seventy years after the first census count was taken, that American Indians were counted in the census as a separate population category. Since 1960, in particular, the Census Bureau has made many changes in its methods of enumeration in an effort to get a more accurate and complete count for American Indians and Alaska Natives.

1790	The first population census is taken in the United States.
1860	American Indians are counted as a separate population category for the first time.
1890-1950	Census-takers mainly use <i>observation</i> to identify American Indians and Alaska Natives.
1960-1970	Self-identification replaces observation as the primary approach to census-taking.
1980	The Census Bureau begins to actively seek American Indian and Alaska Native input into the census process by: <ul style="list-style-type: none"> ● Holding regional meetings with tribal leaders to discuss the census process. ● Conducting workshops and distributing materials at national American Indian conferences. ● Providing American Indian media with census public relations materials. ● Hiring American Indians and Alaska Natives to work at the regional and headquarters levels.
1990	The Census Bureau increases its collaboration with the American Indian and Alaska Native population by: <ul style="list-style-type: none"> ● Creating the <i>Tribal Governments Liaison Program</i>, which encourages Federally recognized tribes to appoint a tribal member to serve as the central contact between Census Bureau staff and the tribe. ● Creating the <i>Census Advisory Committee on American Indian and Alaska Native Populations</i> ● Hiring tribal members for local census planning and collection activities. ● Increasing the focus on self-identification as an enumeration method. ● Instructing census takers to ask people to identify the race of <i>each</i> household member when filling out the questionnaire.

Census Counts of American Indians and Alaska Natives

Until the middle of this century, the American Indian and Alaska Native census counts increased at a relatively gradual pace. By 1960, however, the counts began to increase dramatically. The 1990 census count for American Indians and Alaska Natives was more than 8 times what it had been at the turn of the century. Below is a graph showing the changes over the past 130 years.



Experiences from past censuses and input from American Indian and Alaska Native people have provided the Census Bureau with new ideas and new challenges for conducting *Census 2000*. Based on that feedback, the Census Bureau

- ❖ Developed new enumeration strategies to increase the completeness of the American Indian and Alaska Native count. These strategies were pilot-tested in 1996 on two reservations—Acoma Pueblo and trust lands in New Mexico; and Fort Hall reservation in Idaho.
- ❖ Conducted a dress rehearsal on the Menominee reservation in Wisconsin (1998) to test the overall *Census 2000* process.
- ❖ Incorporated the 1996 pilot test and *Census 2000* dress rehearsal findings into the design of *Census 2000* operations in tribal areas.
- ❖ Renewed the *Census Advisory Committee on the American Indian and Alaska Native Populations*.

CENSUS ADVISORY COMMITTEE ON AMERICAN INDIAN AND ALASKA NATIVE POPULATIONS

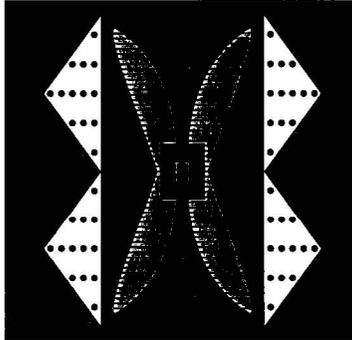
First established for the 1990 Census and, as a result of its success, continued for *Census 2000*, the Census Advisory Committee on the American Indian and Alaska Native Populations has been a major contributor to developing and implementing *Census 2000* activities in Indian Country. Its nine members are all American Indian or Alaska Native, and represent backgrounds of diverse training, knowledge, and expertise. The primary task of Committee members is to provide policy and program planning guidance to the Census Bureau on topics such as outreach, data collection, and evaluation activities. Members volunteer their time and are highly respected by Census Bureau staff for the assistance they provide.

*Sing with me. I will lead you.
Dance along with me. I will show you the steps.
Know how we came to this place.
Know the stories of our way . . .
Do not be afraid to make new songs*
Hanay Geiogamah (Kiowa/Delaware)

CONFIDENTIALITY

It is important that tribal members know that their census responses are protected by law. All information collected by the Census Bureau under the authority of Title 13 of the U.S. Code is *strictly confidential*. The same law that requires individuals to respond to the census also guarantees the confidentiality of the respondents.

- ❖ By law, the Census Bureau cannot share individual responses with anyone. That includes the Federal Bureau of Investigation, the Central Intelligence Agency, the Internal Revenue Service, and any state or Federal welfare departments.
- ❖ Census workers must pass both security and employment reference checks. They are sworn to uphold a pledge of confidentiality. The penalty for violating the confidentiality of responses is up to a \$5,000 fine and up to a five-year prison term.
- ❖ No court of law can have access to individual census responses. Not even the President of the United States can get access to this information.



TRIBAL GOVERNMENTS LIAISON PROGRAM

One of the core strategies for *Census 2000* is the building of **Partnerships**. Implicit in the concept of partnerships is that both partners benefit from the collaboration. The Tribal Governments Liaison Program reflects that purpose.

BENEFITS FOR TRIBES

- ❖ Increased involvement in both the planning and implementation of *Census 2000*. (The undercount for American Indians living on reservations for the 1990 Census, per the Post Enumeration Survey, was 12.2%—the highest in the country.)
- ❖ A more complete and accurate count of tribal residents which, in turn, will:
 - Provide tribal governments with detailed summary information about tribal residents, including economic, housing, education, and related topics. This summary information is important for future tribal planning; to meet projected community needs, and to support community growth.
 - Ensure equitable allocation of Federal and state resources that are based on census data.
 - Provide opportunities for greater external political impact, to the extent that census data are used for reapportioning boundaries for both Federal congressional and state legislative districts.

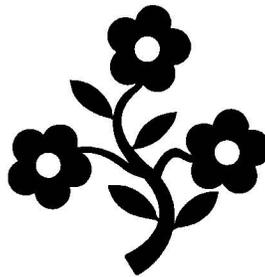
BENEFITS FOR THE CENSUS BUREAU

- ❖ Increased American Indian and Alaska Native participation in the census process, and thus a more complete American Indian and Alaska Native count.
- ❖ Better understanding of and familiarity with tribal and cultural issues that may affect census operations at the local level.
- ❖ Larger pool of tribal applicants to fill temporary census jobs in Local Census Offices.

Under the Tribal Governments Liaison Program, each Federally recognized tribe has been asked to appoint a tribal member to serve as the tribe's liaison with the Census Bureau. Tribal Governments Liaisons are major players in implementing the tribal and Census Bureau partnership for *Census 2000*. They coordinate with tribal government officials, tribal planners, and tribal and local agency staffs. They also coordinate closely with Census Bureau staff—including Census Partnership Specialists, Local Census Office Managers, Regional Census Center Geographers, Field Office Supervisors, and Assistant Managers for Field Operations.

The next four sections of this handbook discuss the primary areas of *Census 2000* operations on which Tribal Governments Liaisons will focus most of their efforts, namely

Outreach And Promotion Recruitment For Census Jobs Enumeration Planning and Assistance Post-Census Activities



OUTREACH AND PROMOTION

The primary outreach and promotion goal is to develop community support and participation in *Census 2000*. Implementation of those activities will vary from one American Indian and Alaska Native community to another. Each tribe needs to consider relevant language, culture, and other factors in the design of its census outreach and promotion initiatives. The main focus of Tribal Governments Liaisons is to:

- Work with tribal officials to establish a Tribal Complete Count Committee, or secure involvement of community-based groups to promote the census.
- Compile information about benefits to the tribe from having complete and accurate census data.
- Identify a wide range of community events at which presentations can be made to promote the census and temporary local census jobs.
- Identify appropriate media for publicizing census operations.
- Identify Questionnaire Assistance Centers and Be Counted Sites.
- Distribute Census Bureau and/or tribal promotional materials.

HELP ESTABLISH TRIBAL COMPLETE COUNT COMMITTEES

Local outreach and promotion activities for *Census 2000* are massive undertakings. The Tribal Governments Liaisons cannot carry the sole responsibility for this on behalf of their tribes. Thus, as part of the Tribal Governments Liaison Program, the Census Bureau has asked each tribal government to set up a *Tribal Complete Count Committee*. Each Committee, which represents a broad range of community interests, will play a major role in conducting census outreach and promotion activities for its tribe. Tribal Governments Liaisons should collaborate with tribal officials in forming the Committees, and work closely with the Committee for their tribe once it's formed. [For further information, please refer to the separate *Tribal Complete Count Committee Handbook*.]

However, if a tribe chooses not to establish a Tribal Complete Count Committee, activities of a Tribal Governments Liaison might include

- ✓ Identifying local agencies and community networks that serve or interact with different segments of the tribal population—making certain that at-risk and hard-to-reach segments of the community are included.
- ✓ Collaborating with those community-based entities—both formally and informally—to spread the word about the census and its importance to the tribe.
- ✓ Enlisting on-going support for outreach activities from as wide a range of community groups as possible—from now through the summer of 2000. Examples of groups to coordinate with are shown below.



COMPILE INFORMATION ABOUT USES OF CENSUS DATA

The more that residents of any community can relate the census data collection process to their own lives, the more likely they are to participate in the census. To encourage *Census 2000* participation from all tribal residents, activities of a Tribal Governments Liaison might include.

-
- ✓ **Compiling information for tribal residents about the various ways in which census data are used—by tribal, Federal, state and local governments, and private enterprises—for purposes of both planning and allocating resources.**
 - ✓ **Identifying specific ways in which tribal members will benefit from the use of census data: for example, census data can be used as a basis for projecting future community needs in the areas of economic development, education, health, human services, and law enforcement; it can also be used as a basis for planning services for special populations such as elders, youth, and at-risk community members.**
 - ✓ **Using the above cited information in all tribal outreach and census promotion activities.**
-



MAKE PRESENTATIONS ABOUT CENSUS 2000 AT MEETINGS AND EVENTS

To ensure that as many tribal members as possible receive census information, activities of a Tribal Governments Liaison might include

-
- ✓ Identifying community events and meetings at which presentations about the census would be appropriate and feasible, for reaching the widest possible audience.
 - ✓ Serving as a presenter to explain the benefits that full community participation in the census process will have on the tribe and tribal members
 - ✓ Helping Census Bureau presenters tailor their materials to reflect both knowledge of and respect for cultural and local issues.
 - ✓ Using events and meetings to provide information about census jobs that are available locally, and to explain the benefits of having census jobs filled by community residents.
 - ✓ Using events and meetings to keep the tribe up-to-date about the status of various census activities and the progress in community response rates during the enumeration process
-



IDENTIFY APPROPRIATE MEDIA

Not everyone reads the same newspapers or newsletters. Not everyone listens to the same radio shows or watches the same television programs. To ensure that *Census 2000* is promoted throughout the tribal area, activities of a Tribal Governments Liaison might include

- ✓ Identifying a combination of local media (tribal newspapers, school newspapers, community newsletters, radio, and television) that reach a sizeable cross-section of the tribal population, and that can be used to promote *Census 2000*; and providing Census Bureau staff with that information.
- ✓ Identifying parts of the tribal community that are least likely to be counted if no special effort is made to reach them.
- ✓ Developing local census media messages aimed at gaining participation from hard-to-reach segments of the community.
- ✓ Reviewing Census Bureau media messages—both written and spoken—and tailoring them, as needed, to reflect the cultural needs of the tribal community.



IDENTIFY BE COUNTED SITES AND QUESTIONNAIRE ASSISTANCE CENTERS

Be Counted Sites These sites are associated with the “Be Counted” campaign, which is run by each Local Census Office. The purpose of “Be Counted” sites is to make Be Counted questionnaires available in public places. The primary focus is on whole households that were missed in the census, or on individuals who think they were missed on the form returned by their own households.

Questionnaire Assistance Centers These are facilities where tribal residents can receive help in filling out their *Census 2000* questionnaires.

Census Bureau staff may not be familiar enough with individual communities to determine the most effective location for Be Counted sites or Questionnaire Assistance Centers. Therefore, activities of a Tribal Governments Liaison might include.

-
- ✓ Assessing which locations in the community are most convenient for tribal members to get to—facilities where they go to shop, do business, or socialize.
 - ✓ Assessing community attitudes about certain facilities and locations to be sure that they are not sites that residents avoid or in which they are uncomfortable.
 - ✓ Arranging for appropriate facilities to serve as Be Counted sites and Questionnaire Assistance Centers; securing commitments from business owners and service providers to make their space available for census purposes.
 - ✓ Determining the hours these sites should be open to the public—times that accommodate tribal residents’ schedules and convenience; periodically assessing if those hours are still most appropriate and, if not, adjusting the hours accordingly.
 - ✓ Keeping community members informed about the locations, hours, and purpose of Be Counted sites and Questionnaire Assistance Centers.
 - ✓ Visiting Be Counted Sites to restock census questionnaires.
-

DISTRIBUTE CENSUS BUREAU AND TRIBAL PROMOTIONAL MATERIALS

Ongoing and widespread distribution of *Census 2000* material is important. Additional promotion activities of a Tribal Governments Liaison might include

- ✓ Identifying frequently used public locations and facilities in which to display census posters and information packets.
- ✓ Keeping those public locations and facilities stocked with census materials (including information about temporary local census jobs) for people to pick up when passing through the area.
- ✓ Making special efforts to distribute census information to the segments of the community that are least likely to participate in the census.
- ✓ Setting up booths and exhibits at local events and meetings in order to distribute census promotion materials—including information about temporary local census jobs.
- ✓ Arranging for these census exhibits to be staffed by tribal residents— by people familiar to the community, rather than by outsiders.
- ✓ Ensuring that all census materials are sensitive to the cultural and language needs of tribal members.

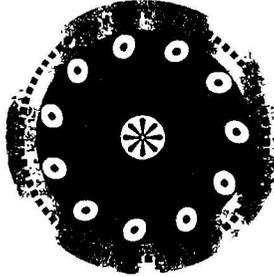
*... I have seen that in any great undertaking
it is not enough for man to depend simply upon himself.*

Lone Man (Sioux)

RECRUITMENT FOR CENSUS JOBS

A temporary workforce at the local level is essential for conducting *Census 2000*, and Tribal Governments Liaisons play a pivotal role in recruiting this workforce in Indian Country. Tribal Governments Liaison knowledge about tribal residents and about cultural factors that may affect the employment process is important for ensuring that tribal interests are reflected in the recruiting and hiring of temporary census staff. As tribal representatives, the main recruitment focus of Tribal Governments Liaisons is to:

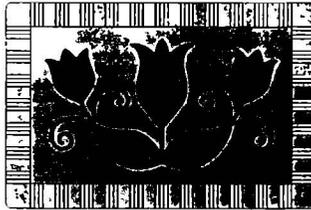
- Distribute information to tribal members about the availability of census jobs.
- Identify and secure facilities for conducting recruitment, testing, and training activities.
- Help Local Census Office staff identify possible job applicants.
- Work with applicants to help them prepare for taking the census employment test.
- Work with the Local Census Office to deal with local staff turnover.
- Involve cultural experts and speakers of the tribal language in recruiting, testing, and training activities.



DISTRIBUTE INFORMATION ABOUT CENSUS JOBS

Tribal members need to be informed about temporary local *Census 2000* jobs. They also need to know what skills the jobs require and what the duties will be. Activities of a Tribal Governments Liaison might include

- ✓ Keeping the community up-to-date about all local census job opportunities, positions that are available, skills required, duties of the positions, and all procedures related to recruitment, testing, and hiring.
- ✓ Determining how and where employment and recruitment information should be disseminated to tribal residents.
- ✓ Helping the Census Bureau advertise census jobs and recruitment sites, using the same combination of newspaper, radio, and television media used for other census promotion activities. (See the *Outreach and Promotion* section of this handbook.)
- ✓ Distributing census recruitment fliers, brochures, and posters in public places—community facilities, stores, tribal offices (such as Tribal Employment Rights Offices and Job Training Partnership Act Offices), or anywhere potential applicants are likely to see the information.
- ✓ Emphasizing benefits to the tribe from having tribal residents fill temporary local census positions.



IDENTIFY AND SECURE RECRUITMENT FACILITIES

Local space is needed for several different *Census 2000* recruiting activities—such as distributing job applications, answering questions about census jobs, conducting recruitment and testing activities, and providing training.

Each tribe needs to decide which facilities can best house these activities and whether the same location can adequately serve more than one of these purposes. Tribal Governments Liaison knowledge of the community and attitudes about certain facilities is an important factor in selecting sites. Activities of a Tribal Governments Liaison might include

-
- ✓ Helping identify facilities that meet Census Bureau recruitment needs as well as the needs of potential applicants, with respect to geographic convenience and comfort.
 - ✓ Seeking facilities that are secure for confidentiality purposes.
 - ✓ Making arrangements for those facilities to be used for recruitment activities for the duration of *Census 2000*.
 - ✓ Making certain that the facilities can be open during the times that are most convenient for residents (including evenings and weekends).
-

IDENTIFY POTENTIAL JOB APPLICANTS

Tribal Governments Liaisons are much more likely than Local Census Office staff to know how to generate local interest in temporary census jobs, and how to reach potential job applicants for those positions. Activities of a Tribal Governments Liaison might include.

-
- ✓ Helping Local Census Office staff identify potential applicants from the community.
 - ✓ Helping Local Census Office staff assess whether applicant skills match census jobs.
 - ✓ Pre-testing potential applicants, if needed.
-

HELP APPLICANTS PREPARE FOR EMPLOYMENT TEST

Another area in which the Census Bureau requires the expertise of Tribal Governments Liaisons is in the possible pre-training or coaching of applicants on taking *Census 2000* employment tests that assess basic skills. Although Local Census Office staff are responsible for the actual testing and hiring of personnel, collaboration with a tribal representative is important. Activities of a Tribal Governments Liaison might include:

-
- ✓ Coaching applicants on test taking to put them at ease and eliminate test anxiety.
 - ✓ Pre-training applicants, if needed, to boost their confidence in taking the application test.
 - ✓ Helping the Census Bureau tailor its testing methods, if necessary, to accommodate local cultural issues.
-

ADDRESS LOCAL STAFF TURNOVER ISSUES

Staff turnover for temporary census jobs is sometimes quite high. Thus, activities of a Tribal Governments Liaison might include:

-
- ✓ Maintaining a ready pool of applicants to ensure that census field operations are completed on schedule.
 - ✓ Coordinating with the Local Census Office to re-staff positions, as needed.
-



ADDRESS CULTURE AND LANGUAGE FACTORS

The Census Bureau recognizes that each tribal community is unique. Thus, different cultural issues need to be considered for different tribes. Through its Tribal Governments Liaison, each tribe is encouraged to ensure that cultural and language factors are made part of all recruitment efforts. Activities of a Tribal Governments Liaison might include:

- ✓ Training non-tribal Local Census Office employees on cultural issues.
- ✓ Helping shape local hiring and training approaches so they reflect cultural perspectives.
- ✓ Providing the Census Bureau with guidance on cultural and language issues that might affect the testing process.
- ✓ Coordinating with the Local Census Office to make sure tribal language speakers are involved, if needed, in census recruitment activities.
- ✓ Ensuring sensitivity to cultural diversity throughout the recruitment process.

People make a place as much as a place makes them . . .

Gregory A. Cajete (Pueblo)



ENUMERATION PLANNING AND ASSISTANCE

What's the best way to make certain that every American Indian and Alaska Native is counted in *Census 2000*? That's the big question for enumeration planning in Indian Country. As tribal representatives to the Census Bureau, Tribal Governments Liaisons will play a major role in enumeration planning and assistance. The main enumeration focus of Tribal Governments Liaisons is to:

- Ensure that tribal officials take advantage of the several opportunities they are given to review and update map and boundary information as part of the Census Bureau's Geographic Programs.
- Help Census Bureau staff select enumeration methods that are appropriate to their local communities.
- Arrange for facilities that can serve as Questionnaire Assistance Centers and Be Counted sites.
- Monitor the progress of the enumeration process.

PROVIDE INFORMATION ABOUT THE CENSUS BUREAU'S GEOGRAPHIC PROGRAMS

The Census Bureau has several different Geographic Programs associated with Indian Country. These programs provide information that is key for the *Census 2000* enumeration process and the preparation of the data tabulations that will follow. Tribal review of this information is critical, specifically regarding the following:

Boundary designations: One Census Bureau goal is to have accurate boundary information for all reservation and off-reservation trust lands—both tribal and individual trust lands. For each Federally recognized tribe that has a reservation or trust lands, the Census Bureau sends out Boundary and Annexation Survey maps to be reviewed and corrected by the tribe. Within reservations and trust lands, tribes can delineate some other statistical areas, including communities for which the Census Bureau can present local data. For each Federally recognized tribe without reservation or trust lands, the Census Bureau asks tribal officials to identify an area over which the tribe has significant influence. These boundary designations are the basis for collecting and tabulating census data, so their delineation and accuracy are important for tribes.

Address lists and maps: Based on the boundary designations discussed above, the Census Bureau produces address lists and creates detailed assignment areas for reservations and trust land areas. These lists and maps of the assignment areas are what census enumerators use as they try to ensure that every person living within tribal areas is included in *Census 2000*. The accuracy and appropriateness of this information is very important for ensuring a complete American Indian and Alaska Native *Census 2000* count.

It's critical that each tribe ensures that the Census Bureau is using accurate and up-to-date address and geographic information. Activities of a Tribal Governments Liaison might include:

-
- ✓ Knowing who key tribal officials are for the census partnership.
 - ✓ Ensuring that tribal officials and tribal planners are aware of all Census Bureau Geographic Programs.
 - ✓ Ensuring that tribal officials, or their designee, review their portion of the Census address list as well as the accompanying maps which provide information about where dwellings are located; if any housing units or streets are missing, the Census Bureau needs to know so the information can be updated.
 - ✓ Ensuring that tribal officials, or their designee, thoroughly review the Census Bureau's boundary maps and statistical area information to determine if the information is accurate and up-to-date. If errors are found, corrections need to be provided to the Census Bureau immediately.
 - ✓ Ensuring that tribal officials work with Census Bureau staff to design enumerator assignment areas that are appropriate and take into account distinct cultural or residential factors.
-

HELP SELECT ENUMERATION METHODS

Once the Census Bureau's list of residential addresses and maps showing all streets in tribal areas are complete, the process of enumeration can begin. Through their Tribal Governments Liaison representatives, tribes need to be involved in selecting the best approach for counting all community residents.

Mail-out/Mail-back: Census questionnaires are mailed directly to housing units that have house numbers and street name addresses—in other words, housing units that receive regular postal delivery using those addresses. Residents are asked to fill out questionnaires and then mail them back to the Census Bureau.

Update/Leave: This is an enumeration method primarily used in rural areas. It's a way of reaching households that do not have addresses with house numbers and street name addresses. Enumerators visit these households and leave questionnaires for residents to fill out and mail back to the Census Bureau.

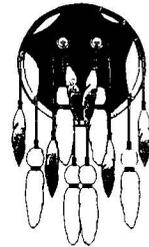
List/Enumerate: This enumeration method is used in rural areas that are very remote or sparsely populated. Before Census Day, an enumerator will visit every census block, list, and map out every address as well as enumerate residents of each housing unit.

Rural Update/Enumerate: This enumeration method is for sparsely settled areas and areas where the Census Bureau expects a low mail response rate using the Update/Leave methodology. Enumerators will update address lists and conduct interviews at the same time. The more tribal input there is before and during the enumeration process, the more complete the count will be for each tribal area.

In addition to enumerating individuals in households, the Census Bureau also has ways to count people in nontraditional living situations. These include:

Group Quarters Enumeration: This is an enumeration method for counting people who live or stay in facilities or locations other than a usual house, apartment, or mobile home—for example, people living in college dorms, nursing homes, half-way houses, campgrounds, prisons, etc.

Service-Based Enumeration: This is the Census Bureau's primary way of counting people who have no specific housing. Enumeration occurs at facilities such as shelters, soup kitchens, mobile food van services, and targeted outdoor locations.



People from outside a community are not likely to know how to locate every resident, particularly residents in isolated areas or in nontraditional housing situations. Tribal input—either directly by Tribal Governments Liaisons or through their coordination with tribal officials—is important. Activities of a Tribal Governments Liaisons might include

-
- ✓ Providing Local Census Office staff with information about the location of isolated households, nontraditional types of housing situations, and facilities where homeless people may gather.
 - ✓ Identifying for enumerators all service-based locations and the exact location of such facilities to ensure they are included on the enumerator maps.
 - ✓ Canvassing tribal and other human service providers whose clients are likely to include isolated and homeless individuals—staff from these agencies may be good resources for ideas on reaching these segments of the community.
 - ✓ Coordinating with informal community networks—networks that have contact with residents who usually don't participate in regular community activities; collecting information about the location of those residents, and providing that information to Local Census Office staff.
-

IDENTIFY FACILITIES FOR QUESTIONNAIRE ASSISTANCE CENTERS AND BE COUNTED SITES

As discussed earlier in the *Outreach and Promotion* section, Questionnaire Assistance Centers and Be Counted sites need to be set up to help the enumeration process. Please refer to the earlier section for information about Tribal Governments Liaison roles in securing these sites and promoting their existence to tribal residents.

MONITOR PROGRESS OF THE ENUMERATION PROCESS

It's very important that tribes keep current about how the enumeration process is going in their communities. Tribes need to be both reactive and proactive about that progress. Activities of a Tribal Governments Liaison might include:

- ✓ Maintaining contact with the Local Census Office staff about the progress of enumeration activities.
- ✓ Keeping informed about questionnaire response rates for different parts of the tribal area and about residents' cooperation with census enumerators for enumeration methods using mail-out/mail-back or update/leave.
- ✓ Using that information to develop plans for targeting last minute enumeration and outreach activities.
- ✓ Helping the Census Bureau with alternative methods of data collection for areas in which the enumeration process is lagging.
- ✓ Staying aware of how residents are responding to the enumeration process and giving feedback to the Census Bureau on any changes that might be helpful.
- ✓ Serving as "eyes and ears" for the tribe and the Census Bureau regarding progress made on the overall enumeration process.

... my attachment to my native land is strong ...

George W. Harkins (Choctaw)

POST-CENSUS ACTIVITIES

During the *Post-Census* process, tribes provide valuable feedback about the way the census was conducted in their areas. This feedback will be used to design future census efforts in Indian Country. Several activities need to take place once the *Census 2000* count is finished. Post-Census activities of a Tribal Governments Liaison might include.

-
- ✓ Helping arrange a Census Bureau “debriefing” by tribal officials.
 - ✓ Participating with tribal officials in discussing, from a tribal standpoint, how the overall *Census 2000* process worked for the tribe and what, if any, problems were encountered, and how to deal with those problems effectively in future censuses.
 - ✓ Completing a post-census questionnaire provided by the Census Bureau. The questionnaire will survey Tribal Governments Liaison views about *Census 2000* activities—what worked well in their tribal areas and why; what didn’t work so well and why. The Census Bureau will use that input to compile a report—which will be sent to all American Indian and Alaska Native tribal governments. The input will also be used to plan for improving the 2010 census.
 - ✓ Participating in requested interviews, focus groups, and other discussions with Census Bureau Headquarters staff regarding the evaluation of *Census 2000* procedures.
 - ✓ Encouraging tribal officials and department staffs to use the Census Bureau’s website (www.census.gov) which is user friendly. This site provides access to some 1990 and earlier data on American Indians and Alaska Natives, as well as some *Census 2000 data*. The American FactFinder, which is accessible from that site, also enables people to select their own inquiries for different geographics and variables.
-

My people’s memory reaches into the beginning of all things.

Chief Dan George (Co-Salish)

SUMMARY

Partnership is the binding theme for *Census 2000*. The Tribal Governments Liaison Program is intended to establish and nurture an on-going partnership between American Indian and Alaska Native governments and the Census Bureau.

Both the philosophy and design of the Tribal Governments Liaison Program are predicated on the unique government-to-government relationship that exists between Federally recognized tribes and the Federal government. Nothing in this handbook is meant in any way to interfere with tribal sovereignty or operations internal to tribal communities. Rather, the handbook is meant solely to provide tribes and their Tribal Governments Liaisons with suggested activities for improving *Census 2000* operations within Indian Country.

The ultimate goal is to obtain a complete and accurate census count for the American Indian and Alaska Native population. Tribal Governments Liaisons can play a major role in helping achieve that goal. As tribal representatives, Tribal Governments Liaisons serve as facilitators and conveyors of information both to and from the tribe and to and from the Census Bureau. They are vital resources on community and cultural issues. As liaisons, they serve as bridges between Census Bureau staff and tribal communities. Tribal Governments Liaison knowledge and insights are key to the success of the census process for the new millennium and beyond.

*Fresh perspectives and new ways of dealing with challenges will be the promise.
The future Native peoples will have the survivorship, the inventiveness,
and the adaptive abilities of their parents and grandparents.
The new generations will take the Native life path with less burden,
and build new traditions that protect the homelands, the culture, the traditions,
and carry the language into another millennium . . .*

Janine Pease Pretty On Top (Crow)



APPENDIX

President Clinton's 1994 *White House Memorandum
on Government-to-Government Relations
With Native American Tribal Governments*

U.S. Commerce Department's 1995
American Indian and Alaska Native Policy

THE WHITE HOUSE
WASHINGTON

April 29, 1994

MEMORANDUM FOR THE HEADS OF EXECUTIVE DEPARTMENTS AND AGENCIES

SUBJECT Government-to-Government Relations with
Native American Tribal Governments

The United States Government has a unique legal relationship with Native American tribal governments as set forth in the Constitution of the United States, treaties, statutes, and court decisions. As executive departments and agencies undertake activities affecting Native American tribal rights or trust resources, such activities should be implemented in a knowledgeable, sensitive manner respectful of tribal sovereignty. Today, as part of an historic meeting, I am outlining principles that executive departments and agencies, including every component bureau and office, are to follow in their interactions with Native American tribal governments. The purpose of these principles is to clarify our responsibility to ensure that the Federal Government operates within a government-to-government relationship with federally recognized Native American tribes. I am strongly committed to building a more effective day-to-day working relationship reflecting respect for the rights of self-government due the sovereign tribal governments.

In order to ensure that the rights of sovereign tribal governments are fully respected, executive branch activities shall be guided by the following:

(a) The head of each executive department and agency shall be responsible for ensuring that the department or agency shall be responsible for ensuring that the department or agency operates within a government-to-government relationship with federally recognized tribal governments.

(b) Each executive department and agency shall consult, to the greatest extent practicable and to the extent permitted by law, with tribal governments prior to taking actions that affect federally recognized tribal governments. All such consultations are to be open and candid so that all interested parties may evaluate for themselves the potential impact of relevant proposals.

(c) Each executive department and agency shall assess the impact of Federal Government plans, projects, programs, and activities on tribal trust resources and assure that tribal government rights and concerns are considered during the development of such plans, projects, programs, and activities.

(d) Each executive department and agency shall take appropriate steps to remove any procedural impediments to working directly and effectively with tribal governments on activities that affect the trust property and/or governmental rights of the tribes.

(e) Each executive department and agency shall work cooperatively with other Federal departments and agencies to enlist their interest and support in cooperative efforts, where appropriate, to accomplish the goals of this memorandum.

(f) Each executive department and agency shall apply the requirements of Executive Orders Nos. 12875 ("Enhancing the Intergovernmental Partnership") and 12866 ("Regulatory Planning and Review") to design solutions and tailor Federal programs, in appropriate circumstances, to address specific or unique needs of tribal communities.

The head of each executive department and agency shall ensure that the department or agency's bureaus and

components are fully aware of this memorandum, through publication or other means, and that they are in compliance with its requirements

This memorandum is intended only to improve the internal management of the executive branch and is not intended to, and does not, create any right to administrative or judicial review, or any other right or benefit or trust responsibility, substantive or procedural, enforceable by a party against the United States, its agencies or instrumentalities, its officers or employees, or any other person

The Director of the Office of Management and Budget is authorized and directed to publish this memorandum in the Federal Register

William Clinton,
President of the United States

Date: 4/29/94

AMERICAN INDIAN AND ALASKA NATIVE POLICY
of the
U.S. DEPARTMENT OF COMMERCE

INTRODUCTION

In recognition of the unique status of American Indian and Alaska Native tribal governments, the Department of Commerce hereby proclaims its American Indian and Alaska Native Policy. This policy outlines the principles to be followed in all Department of Commerce interactions with American Indian and Alaska Native tribal governments. This policy is based on the United States Constitution, federal treaties, policy, law, court decisions, and the ongoing political relationship among the tribes and the federal government

Acknowledging the government wide fiduciary obligations to American Indian and Alaska Native tribes but also supporting tribal autonomy, the Department of Commerce espouses a government-to-government relationship between the federal government and American Indian and Alaska Native tribes

This policy pertains to federally recognized tribes and provides guidance to Commerce personnel for issues affecting American Indians and Alaska Natives. This policy does not apply to Commerce interactions with state recognized tribes, Indians, or Alaska Natives who are not members of tribes with respect to matters provided for by statute or regulation

This policy is for internal management only and shall not be construed to grant or vest any right to any party with respect to any federal action not otherwise granted or vested by existing law or regulations.

DEFINITIONS

Indian tribe (or tribe). Any Indian tribe, band, nation, Pueblo, or other organized group or community, acknowledged by the federal government to constitute a tribe with a government-to-government relationship with the United States, pursuant to 25 CFR part 83

Tribal government. The governing body of an Indian tribe that has been officially recognized as such by inclusion in the list of "Indian Entities Recognized and Eligible to Receive Services from the United States Bureau of Indian Affairs," as printed in the Federal Register. This list is updated annually.

POLICY PRINCIPLES

The following policy statements provide general guidance to U S Department of Commerce employees for actions dealing with American Indian and Alaska Native governments

1. THE DEPARTMENT RECOGNIZES AND COMMITS TO A GOVERNMENT-TO-GOVERNMENT RELATIONSHIP WITH AMERICAN INDIAN AND ALASKA NATIVE TRIBAL GOVERNMENTS.

Commerce recognizes that the tribal right of self-government flows from the inherent sovereignty of tribes and nations and that federally recognized tribes have a direct relationship the federal government Commerce further recognizes the rights of each tribal government to set its own priorities and goals for the welfare of its membership.

2. THE DEPARTMENT ACKNOWLEDGES THE TRUST RELATIONSHIP BETWEEN THE FEDERAL GOVERNMENT AND AMERICAN INDIAN AND ALASKA NATIVE TRIBES AS ESTABLISHED BY SPECIFIC STATUTES, TREATIES, COURT DECISIONS, EXECUTIVE ORDERS AND REGULATIONS.

Commerce, in keeping with the fiduciary relationship, will consult with tribal governments prior to implementing any action when developing legislation, regulations, and/or policies that will affect the natural and/or environmental resources of tribes

3. THE DEPARTMENT WILL CONSULT WITH TRIBAL GOVERNMENTS BEFORE MAKING DECISIONS OR IMPLEMENTING PROGRAMS THAT MAY AFFECT TRIBES TO ENSURE THAT TRIBAL RIGHTS AND CONCERNS ARE ADDRESSED.

Commerce recognizes that as a sovereign government, the tribe is responsible for the welfare rights of its membership Therefore, Commerce will seek tribal input on policies, programs, and issues that may affect a tribe

4. THE DEPARTMENT WILL IDENTIFY AND TAKE APPROPRIATE STEPS TO REMOVE ANY IMPEDIMENTS TO WORKING DIRECTLY AND EFFECTIVELY WITH TRIBAL GOVERNMENTS.

Commerce recognizes there may be legal, procedural, and other impediment that affect its working relationships with tribes It will apply the requirements of Executive Orders Nos 12875 ("Enhancing the Intergovernmental Partnership") and 12866 ("Regulatory Planning and Review") to design solutions and tailor Federal programs, when appropriate, to address specific or unique needs of tribal communities

5. THE DEPARTMENT WILL WORK COOPERATIVELY WITH OTHER FEDERAL DEPARTMENTS AND AGENCIES, WHERE APPROPRIATE, TO FURTHER THE GOALS OF THIS POLICY.

Commerce recognizes the importance of interagency cooperation. Therefore, Commerce will encourage and strive for communication and coordination among all governmental agencies to ensure that the rights of tribal governments are fully upheld.

6. THE DEPARTMENT WILL WORK WITH TRIBES TO ACHIEVE THEIR GOAL OF ECONOMIC SELF-SUFFICIENCY.

Commerce recognizes the importance of economic independence to tribal self-determination and pledges to assist tribes with developing strong and stable economies to participate in today's national and global marketplace. Therefore, the Department will make every effort to ensure that tribes have access to Commerce programs that will help them meet their economic goals.

7. THE DEPARTMENT WILL INTERNALIZE THIS POLICY TO THE EXTENT THAT IT WILL BE INCORPORATED INTO ONGOING AND LONG-TERM PLANNING AND MANAGEMENT PROCESSES, AS WELL AS DAY-TO-DAY OPERATIONS.

Commerce recognizes that policies are not relevant or successful unless they are acted upon. The Commerce Department is determined to ensure that the principles of this policy are incorporated effectively into all operations and basic tenets of its mission.

Therefore, the Secretary of the Department of Commerce hereby directs all Commerce agencies, bureaus, and their components to implement this policy by incorporating all the above principles in their planning and management activities, their legislative and regulatory initiatives, as well as their policy development.

AMERICAN INDIAN AND ALASKA NATIVE POLICY
of the
U.S. DEPARTMENT OF COMMERCE

"All men were made by the Great Spirit Chief. They are all brothers. The earth is the mother of all people, and all people should have equal rights upon it.. Let me be a free man--free to travel, free to stop, free to work, free to trade where I choose, free to choose my own teachers, free to follow the religion of my fathers, free to think and talk and act for myself and I will obey ever law, or submit to the penalty."

Chief Joseph, Nez Perce Nation

From the Secretary of Commerce:

In the great mosaic of our country, we all know it takes work, cooperation, and knowledge to make our dreams reality. This policy offers cooperation, access to information, which is knowledge, and my pledge to create an environment that will foster dreams, free will, and productivity. It is time for our nations to realize that we are interdependent. With that wisdom, we must work together to build a strong future for all of us.

RONALD H. BROWN,
Secretary of Commerce

SOURCES OF QUOTES USED IN TRIBAL GOVERNMENT LIAISON HANDBOOK

Page 2 “My children will grow up here, and I am looking ahead for their benefit, and for the benefit of my children’s children, too, and even beyond that again . . .”

from speech entitled “I Feel that my Country Has Gotten a Bad Name,” by Sitting Bull (Sioux) Included in *Indian Oratory. Famous Speeches by Noted Indian Chieftans*, compiled by W.C. Vanderwerth New York Ballantine Books, 1971.

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Page 5 “Sing with me. I will lead you
Dance along with me. I will show you the steps
Know how we came to this place
Know the stories of our way
Do not be afraid to make new songs ”

spoken by Night Walker, a character in a play entitled “49,” by Hanay Geiogamah (Kiowa/Delaware) *New Native American Drama Three Plays*, by Hanay Geiogamah Norman, OK University of Oklahoma Press, 1980

.....

Page 15 “ I have seen that in any great undertaking it is not enough for a man to depend simply upon himself ”

Lone Man (Teton Sioux). Obtained from Internet.
Website [http //www.1lhawaii.net/~stony/quotes/html](http://www.1lhawaii.net/~stony/quotes/html)

.....

Page 20 “People make a place as much as a place makes them . . .”

from essay entitled “Ensoulement of Nature,” by Gregory A. Cajete (Pueblo). Included in *Native Heritage: Personal Accounts by American Indians 1790 to the Present*, edited by Arlene Hirshfelder New York Macmillan, 1995

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Page 25 “. . . my attachment to my native land is strong ”

from an address which appeared in the press in 1830, in response to the removal of the Choctaw Nation from Mississippi, by George W. Harkins (Choctaw). Included in *Touch the Earth: A Self-Portrait of Indian Existence*, compiled by T.C. McLuhan. New York: Pocket Books, 1972

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Page 26 "My people's memory reaches into the beginning of all things"
written by Chief Dan George (Co-Salish) *My Heart Soars* Saanichton. British
Columbia Hancock House Publishers, 1974

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Page 27 "Fresh perspectives and new ways of dealing with challenges will be the promise. The
future Native peoples will have the survivorship, the inventiveness, and the adaptive
abilities of their parents and grandparents. The new generations will take the Native life
path with less burden, and build new traditions that protect the homelands, the culture,
the traditions, and carry the language into another millennium."

by Janine Pease Pretty On Top (Crow) In a column entitled "Viewpoint," in *Native
Peoples Magazine*, Vol 11, No 1 (Fall/Winter 1997) Published by Media Concept
Group, Inc , Phoenix, AZ

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(4-99)



***TRIBAL COMPLETE COUNT
COMMITTEE HANDBOOK***

U.S. Department of Commerce
Economics and Statistics Administration
U.S. CENSUS BUREAU



U.S. Department of Commerce
William M. Daley, Secretary
Robert L. Mallett, Deputy
 Secretary



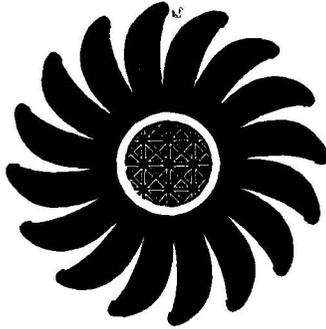
Economics and Statistics
 Administration
Robert J. Shapiro, Under Secretary
 for Economic Affairs



U.S. CENSUS BUREAU
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 Principal Associate Director for Programs,
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Acknowledgments

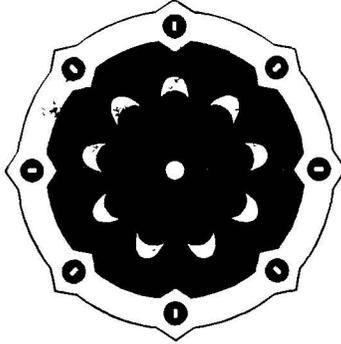
Many persons contributed to the content of this publication. Primary direction, writing and editing of this publication was the responsibility of **Sydnee Chattin-Reynolds** (Partnership and Data Services Branch, American Indian and Alaska Native Program Manager). The staff of the Regional Census Centers, Field Division, provided assistance with the editing of this publication. The staff of the Administrative and Customer Services Division, **Walter C. Odom**, Chief, provided publication planning and printing planning and procurement. **Larry Tackett** and **Barbara Abbott**, contributed publication coordination and editing.



What Is a Tribal Complete Count Committee?

What is a Tribal Complete Count Committee?

- For the purpose of *Census 2000*, each tribal government has been invited to appoint a Tribal Complete Count Committee. A Tribal Complete Count Committee consists of community members authorized, on behalf of their tribal government, to conduct a *Census 2000* awareness campaign throughout the tribe's jurisdiction.
- In accordance with the April 1994 White House Memorandum on "Government to Government Relations with Tribal Governments" and the August 1995 American Indian and Alaska Native policy of the U.S. Department of Commerce, the Census Bureau recognizes the unique and direct legal relationship between the U.S. government and Federally recognized American Indian and Alaska Native tribal governments. To support that policy, the Census Bureau has committed to a program for establishing direct partnerships with tribal governments. Tribal Complete Count Committees are one element of that partnership.



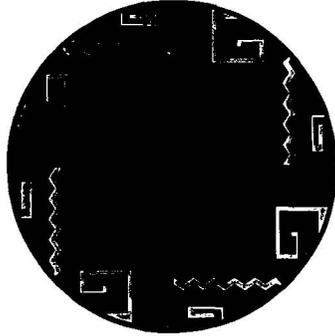
How Does a Tribe Become a Partner With the U.S. Census Bureau?

A tribe becomes a partner with the U.S. Census Bureau when . . .

- ⊗ A Partnership Specialist from the Census Bureau meets with the tribal council or governing body to make a presentation which summarizes the benefits of accurate census data for the tribe, and the role a Tribal Complete Count Committee can play in promoting census awareness.
- ⊗ The tribal government decides to form a Complete Count Committee, and passes a Tribal Resolution establishing it.

The Tribal Resolution could outline:

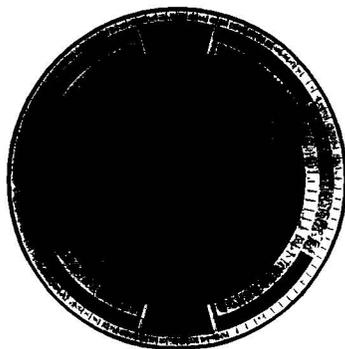
- ✓ Future benefits to the tribe from having an accurate and complete *Census 2000* count.
- ✓ The role the Committee will play in the tribe-Census Bureau partnership, with respect to promoting both community awareness and participation in the census.



Why Would a Tribal Government Appoint a Complete Count Committee?

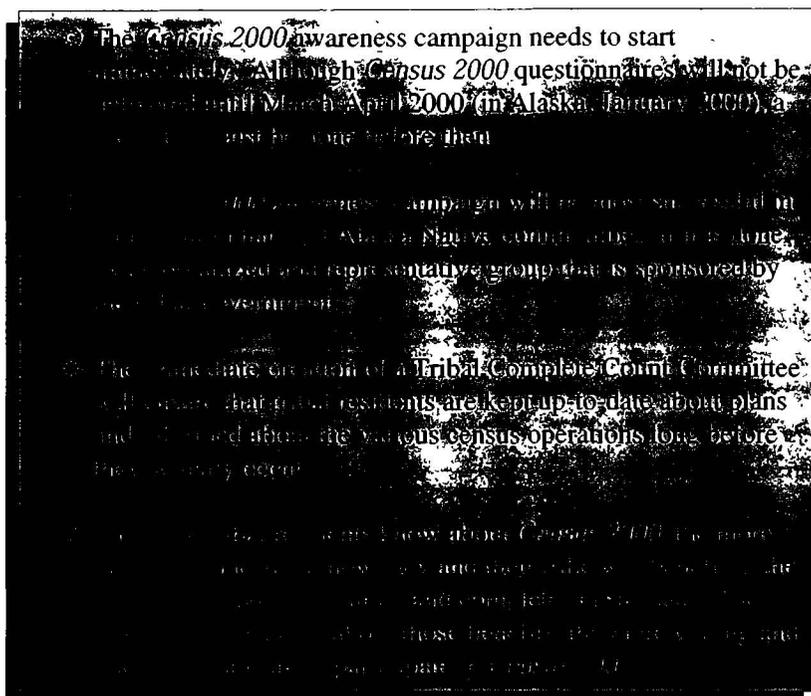
A tribal government could appoint a Complete Count Committee to . . .

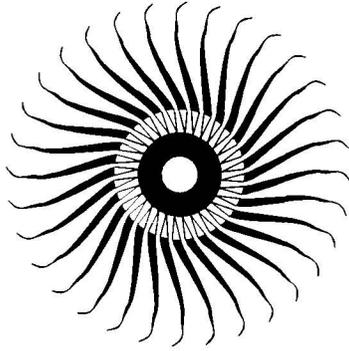
- Bring together a representative team of active community members to develop and implement a *Census 2000* awareness campaign that will help influence every person in their jurisdiction.
- Organize a team of local people who can provide the cultural and community insights necessary to build *Census 2000* awareness efforts that fit the circumstances of the tribal community.
- Promote understanding among all American Indians and Alaska Natives about the value of accurate and complete census data.
- Explain how census data is used for purposes of planning future education, health, social, and economic development for the tribe and for people living on tribal lands.
- Have a positive impact on the questionnaire response rate by helping the tribe develop a structured effort to reach every sector within its jurisdiction.



When Should a Tribe Organize a Complete Count Committee?

A Tribal Complete Count Committee should be organized RIGHT NOW!





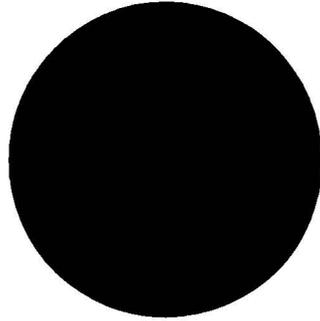
Who Should Be on a Tribal Complete Count Committee?

Generally, it's a good idea to have the Tribal Complete Count Committee made up of people who represent a broad cross-section of the community. However, it's up to each tribal government to decide who it wants to appoint to the Committee.

● A Tribal Complete Count Committee may have a combination of representatives from the tribal government; the human service and health sector; youth groups; recreation departments; housing departments; tribal language or cultural departments; employment and training departments; local cultural societies; tribal colleges or other local institutions of higher education; tribally operated, Bureau of Indian Affairs operated, and public schools; departments working with tribal elders; tribal enterprises and private businesses; tribal planning agencies; religious entities (tribal and denominational); veterans groups; or local media.

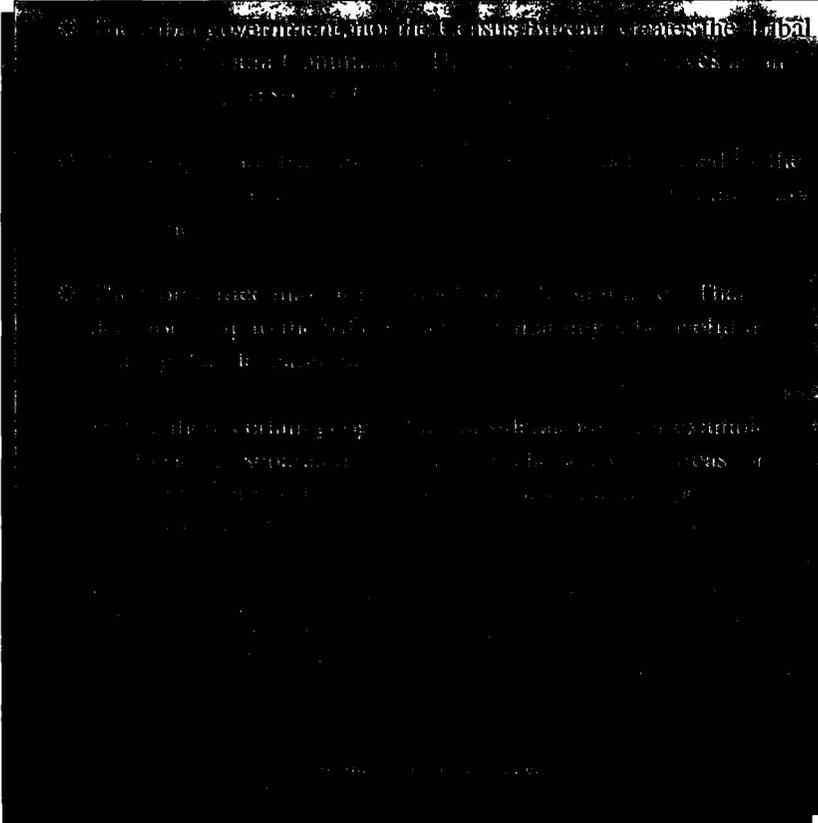
● The Tribal Complete Count Committee may include people who have ongoing networks with a wide range of community residents. The broader those networks are, the more people the Committee's outreach activities can easily reach.

● The Tribal Complete Count Committee members should be willing to invest time and effort into Committee activities, and be able to commit to serve on behalf of the tribe from now until November 2000.



What Is the Structure of a Tribal Complete Count Committee?

It's up to each tribe to decide the structure of a Complete Count Committee.

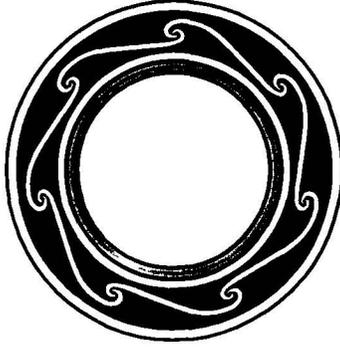




How Is Census Data Used?

Census data is used for many things which can have a direct impact on tribal communities. For example:

- Tribes use population data to plan for business and enterprise development, to conduct labor market assessments, and to meet human needs (for example: health, education, social/welfare, law enforcement) of their communities.
- The Federal government uses census data to allocate funds to tribal, state, and local governments for a wide range of programs.
- Corporations use population data for market research to determine possible locations for their enterprises.



What Should the Community Know About Confidentiality?

All information collected by the Census Bureau, under authority of Title 13 of the U.S. Code, is ***STRICTLY CONFIDENTIAL***. The same law that requires individuals to respond to the census also guarantees the confidentiality of the respondents.

- The law protects everyone's answers. The Census Bureau cannot share individual responses with anyone. That includes the Internal Revenue Service, Federal Bureau of Investigation, Central Intelligence Agency, state, or Federal welfare departments, or any other government agency.
- Census workers must pass both security and employment reference checks. They are sworn to secrecy. The penalty for violating the confidentiality of responses is up to a \$5,000 fine and up to a 5 year prison term.
- No court of law — not even the President of the United States — can have access to individual responses.



Suggested Agenda Items for Tribal Complete Count Committee Meetings

Schedules and agenda items for Tribal Complete Count Committee meetings are determined at the local level. However, some suggestions for consideration are provided below.

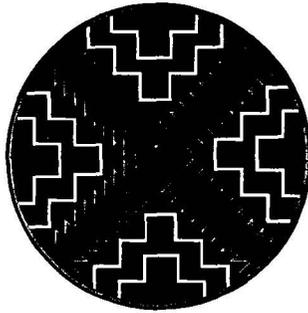
[Please note many terms and references included below are either explained in Census training documents or elaborated on in the "Suggested Activities" section of this handbook.]

PRE-CENSUS PERIOD (NOW THROUGH MARCH 2000)	
Suggested Timeframe	Agenda Items
Immediately	<ul style="list-style-type: none"> <input type="checkbox"/> Form the Committee through Tribal Resolution or other tribal process. <input type="checkbox"/> Disseminate news releases and other media announcements about the creation of the Committee. <input type="checkbox"/> Establish membership and structure of the Committee
First Regular Meeting	<ul style="list-style-type: none"> <input type="checkbox"/> Review and discuss the purpose and functions of the Committee. <input type="checkbox"/> Discuss community perceptions and any cultural or language factors that may require attention in developing the census plans and activities <input type="checkbox"/> Identify areas within tribal jurisdiction which may need special targeting for promotion and outreach because of remoteness, tribal language, or other factors. <input type="checkbox"/> Decide on an <i>ACTION PLAN</i> for promoting census awareness in the community. Identify specific activities and assignments related to building awareness, motivating community response, and encouraging community cooperation with enumerators. Break Committee activities into three timetables: (1) before census questionnaires are distributed in March 2000, (2) during the census questionnaire period (March - May 2000), and (3) after the questionnaire period. [See "Suggested Activities" section for details.] <input type="checkbox"/> Schedule dates for regular committee meetings. <input type="checkbox"/> If meetings are to be open to the public, decide future meeting location(s); consider whether more residents will come if the meetings are held in the same place or if they are held in different places in the community.

PRE-CENSUS PERIOD (Continued)	
Suggested Timeframe	Agenda Items
1999 Regular Meetings	<ul style="list-style-type: none"> <input type="checkbox"/> Discuss the status and evaluate the effectiveness of outreach and census promotion activities to date <i>[NOTE, in Alaska, questionnaires will be distributed in January]</i> <input type="checkbox"/> Review status reports on Action Plan activities <input type="checkbox"/> Develop strategies for encouraging community members to apply for temporary census jobs <input type="checkbox"/> Determine specific ways to actively encourage community participation during Address Listing and Block Canvassing census operations. <input type="checkbox"/> Review information from the Census Bureau's Geographic Programs to verify its accuracy <input type="checkbox"/> Review activities that need to be completed before questionnaires are distributed in March 2000. <i>[NOTE in Alaska, questionnaire will be distributed in January]</i> <input type="checkbox"/> Review status of specific activities for groups or geographic areas which need special targeting <input type="checkbox"/> Revise Action Plan, as needed
January 2000	<ul style="list-style-type: none"> <input type="checkbox"/> Review status reports on Action Plan activities <input type="checkbox"/> Identify specific action items that still need to be completed before questionnaires are distributed in March (January for Alaska) and before Census Day, April 1, 2000 <input type="checkbox"/> Finalize Action Plan for specific Committee activities which encourage residents to complete and return census questionnaires as soon as they are received <input type="checkbox"/> Finalize Outreach Plan for residents who are not likely to receive questionnaires by mail, and for whom other census interactions need to occur. <input type="checkbox"/> Review Plan for Committee activities to be conducted after the questionnaire time period (Non-Response Follow-up)

PRE-CENSUS PERIOD (Continued)	
Suggested Timeframe	Agenda Items
February 2000	<input type="checkbox"/> Review status reports on Action Plan activities <input type="checkbox"/> Decide what , if any, final outreach, promotion, or announcements might heighten tribal community awareness about Census 2000, before questionnaires are distributed and before Questionnaire Assistance Centers and Be Counted Sites are opened. <input type="checkbox"/> Finalize strategies for assisting with enumeration activities in the tribal area <input type="checkbox"/> Coordinate with Census staff on "Update/Leave," "List Enumerate," and "Rural Update/Enumerate" efforts <input type="checkbox"/> Finalize Action Plan for addressing low response rates. <input type="checkbox"/> Review and update plans for Census Day and Census Week <input type="checkbox"/> Review and modify plans for Non-Response Follow-up activities.
March 2000	<input type="checkbox"/> Prepare news media releases (for print, radio, and TV) reminding community members about the importance of being counted <input type="checkbox"/> Report on the status of questionnaire distribution.
APRIL 2000 — CENSUS MONTH	
Suggested Timeframe	Agenda Items
April 2000	<input type="checkbox"/> Implement Census 2000 Day (April 1, 2000) and Census Week (April 1- 8, 2000) activities. <input type="checkbox"/> Discuss specific Committee tasks for Post-Census and After Delivery of Questionnaire time period.

POST-CENSUS PERIOD	
Suggested Timeframe	Agenda Items
May 2000 - Completion	<ul style="list-style-type: none"> <input type="checkbox"/> If the tribe's questionnaire response rate is low, implement the low response rate plan <input type="checkbox"/> Discuss Committee ideas and recommendations for future census efforts. <input type="checkbox"/> Draft a Final Report (for tribal government review) with Committee recommendations for submission to the Census Bureau's Complete Count Program. <input type="checkbox"/> Discuss the Final Report with tribal officials and agencies that have representation on the Committee <input type="checkbox"/> Submit the Final Report to the tribal government and the Census Bureau



Action Plan for the Tribal Complete Count Committee

Local factors which might affect census operations will vary from one tribal community to another. For example:

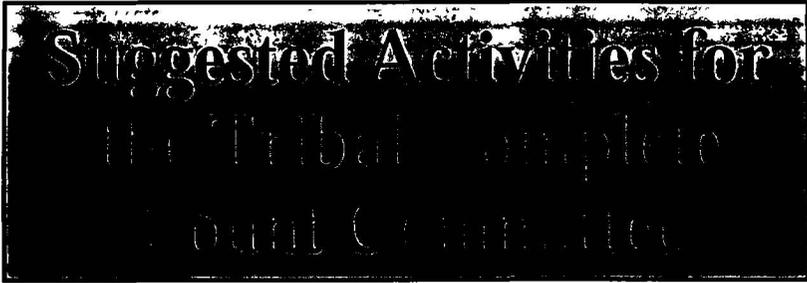
- ❖ Population size
- ❖ Geographic concentration within the tribe's jurisdiction
- ❖ Checkerboard issues
- ❖ Jurisdictional areas in which two or more tribes reside
- ❖ Large non-Indian population within the tribe's jurisdiction
- ❖ Off reservation tribal members

These factors could present different challenges for individual tribes as they try to maximize their communities' participation in *Census 2000*.

Before starting any *Census 2000* awareness activities, each Tribal Complete Count Committee could develop an Action Plan. Suggested steps might be to:

- ⊙ Assess the kinds of problems that are likely to hinder widespread community participation in *Census 2000*, including any issues related to sovereignty, culture, and language.
- ⊙ Incorporate solutions to potential problems into the design of the Committee's overall outreach and census awareness activities.
- ⊙ Make certain that the **Action Plan** outlines the Committee's activities and allows for ongoing assessment of progress in promoting census awareness throughout the community. Particular focus should be directed at residents who:
 - ✓ Are least likely to be reached through common media messages.
 - ✓ May be reluctant to participate in the census for any number of reasons—for example, political factors or cultural beliefs.

The more the Action Plan considers the different perspectives and circumstances of community members, the more effective the Committee will be in rallying community participation in *Census 2000*.



NOW THROUGH MARCH 2000

Media Activities

- ⊗ **Organize a media event announcing the formation and purpose of the Tribal Complete Count Committee. Invite representatives from:**

- ✓ Tribal and other local newspapers.
- ✓ Tribal and other agencies or organizations which publish newsletters and bulletins.
- ✓ Local Indian radio or television shows (such as Indian Hour) that tribal residents listen to frequently.



- ⊗ **Develop a plan for airing periodic Public Service Announcements about census operations.** Speakers might be tribal council, administration, and tribal court representatives; religious and spiritual leaders; tribal college presidents; clan leaders; community elders; business leaders; or other influential local people.
- ⊗ **Arrange for periodic radio or television talk show appearances about census related issues**—for example, the tribal planner might discuss how *Census 2000* data can be used to plan and generate funding for future housing needs, health services, services for the elderly, economic development projects, etc.

(Continued on next page)

(Media Activities—Continued)

❶ **Develop a schedule for periodic media releases about:**

- ✓ The confidentiality of census information.
- ✓ When recruitment for temporary census jobs will begin, and where to apply.
- ✓ The location and business hours of Questionnaire Assistance Centers.
- ✓ The location of Be Counted sites.
- ✓ When census questionnaires will be delivered or when enumerators will visit households to obtain data.
- ✓ The status of community response rates to questionnaires.



NOW THROUGH MARCH 2000

<u>Activities Related to Promotion Materials</u>

❶ **Develop posters or flyers which stress the CONFIDENTIALITY of all census responses.**

- ✓ Aim messages directly at specific concerns that people in the community have about confidentiality. This is a big issue for many people, and it can have a major effect on response rates.



❷ **Develop tribal census flyers and fact sheets, specifically tailored to the community. Briefly:**

- ✓ Emphasize how *Census 2000* data can help the tribe execute its sovereign powers by providing information necessary for future planning on behalf of its citizens.
- ✓ Cite tribal benefits derived from an accurate and complete tribal count.
- ✓ Cite things the tribe stands to lose by an incomplete count.
- ✓ Highlight points that (1) address specific misconceptions about census data and (2) will encourage community participation.
- ✓ Briefly explain the census process and time frames

(Continued on the next page)

(Promotion Materials—Continued)

- ④ **Identify the programs serving tribal residents (whether operated by the tribal, local, or state government) which use Federal funding based on population statistics—for example: Johnson O'Malley, Headstart, Home Energy Assistance, Housing and Urban Development programs, etc. Develop separate flyers on the benefits those programs provide to tribal residents. Explain how funding allocations are based, in part, on census information.**

 - ④ **Design a *Tribal Census 2000* logo specific to the tribe or community. Use the logo on promotional items such as:**
 - ✓ T-shirts
 - ✓ Ball caps
 - ✓ Bumper stickers
 - ✓ Refrigerator magnets
 - ✓ Mugs
 - ✓ Posters (or use posters printed by the Census Bureau. The Bureau has commissioned American Indian and Alaska Native posters for that purpose.)
 - ✓ Bags
- 


- ④ **Tailor some promotion items specifically for segments of the community that it might be difficult to get participation from.**

(Continued on the next page)

(Promotion Materials—Continued)

- ❁ **If appropriate, have *Census 2000* promotional materials translated into the tribal language(s).**
- ❁ **Distribute *Census 2000* awareness materials throughout the tribe's jurisdiction.** Also, distribute materials to outlying areas where tribal members reside, and in any absentee ballots sent to tribal members between now and Census Day 2000. Keep materials fully stocked in as many tribal and community facilities as possible—places like:
 - ✓ Community centers, youth centers, and elder centers
 - ✓ Employment and training offices
 - ✓ Tribal Employment Rights Offices (TEROs)
 - ✓ Tribal and community libraries
 - ✓ Tribal cultural centers
 - ✓ Businesses
 - ✓ Churches
 - ✓ Clinics and other health and wellness facilities
- ❁ **Have flyers and promotional items available at all major events, socials, and meetings in the community.**



(Recruitment Activities—Continued)

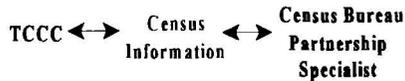
- **Host job fairs to inform potential applicants about positions that will be available, qualifications needed, and testing and application processes.** Keep sponsoring job fairs throughout *Census 2000* operations to keep pace with staffing needs as they change.
- **Offer the census job pre-test to interested applicants.**
- **Continue providing information about census jobs to the community, through flyers placed in community centers and common gathering places.**
- **Partner with tribal newspapers, other local newspapers, and agencies that publish newsletters or bulletins to publish articles about census jobs and to announce job openings.**
- **Provide the Census Bureau with information about specific cultural and language issues that may have an impact on recruitment and testing; work with the Bureau on addressing those issues.**
- **Assign someone to assist Census staff in the recruitment and testing process to ensure that the process accommodates cultural and language needs of applicants.**

(Continued on the next page)

NOW THROUGH MARCH 2000

Activities Related to Recruitment for Census Jobs

- ☉ **Coordinate with the Census Bureau Partnership Specialist for the area. With that person, develop a recruiting and hiring plan for tribal census workers.** Include strategies for reaching into different parts of the community. Try to get cross-representation of appropriate cultural and political entities—for example: clans, kivas, tiospaye, chapters, voting districts—among local census workers. Data gathering by diverse types of community representatives will improve response rates.

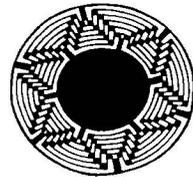


- ☉ **Keep current about information on census jobs that are available within the tribe's jurisdiction.** (Contact the Census Bureau Partnership Specialist for the area.)
- ☉ **Arrange for facilities where the Census Bureau's application and testing activities can occur.**

(Continued on the next page)

(Recruitment Activities—Continued)

- If needed, translate census job information into the tribal language(s).
- Ensure that at least some tribal census applicants are fluent in the tribal language(s) and include training for them in translating parts of the *Census 2000* questionnaire—in case they have to administer the questionnaire orally to Native language-only speakers.
- If needed, set up training for community residents to get them prepared for the census job application process and tests, or to help them refresh skills they may need for the jobs. Partner with a tribal college or other institution of higher education to help in this effort.
- Keep publicizing testing dates and locations.
- Stay in contact with the Census Partnership Specialist about the status of jobs and about types of assistance potential applicants or temporary staff may need.
- Help census workers reach potential applicants who may live in geographically remote areas.
- Coordinate with census workers to help them reach community members from whom it may be difficult to get census responses—for example: low-income families, persons with limited reading abilities, persons in treatment facilities or tribal jails.



NOW THROUGH MARCH 2000

Activities With Schools/Education Institutions

- ☉ **Collaborate with tribal, Bureau of Indian Affairs, or public schools to develop in-school initiatives which support *Census 2000* activities—for example:**

Posters: students could design *Census 2000* posters for the tribe.

Computer project: students could develop computerized *Census 2000* awareness displays for use at school sports events, school open houses, and parent nights.



Community service project: students could design a census awareness project, especially directed at elders or geographically isolated residents of the community.

Student and family collaboration: parents could be encouraged to fill out the census questionnaire as a family activity.

(Continued on the next page)

(Activities With Schools—Continued)

- **Encourage tribal, Bureau of Indian Affairs, and public schools serving local students to use the Census Bureau’s “Census in Schools Program” materials in their classrooms.**
Those materials are expected to be ready in early 1999, and will include Internet access. (Contact the Local Census Office for this information.)
- **Partner with schools to hang tribal *Census 2000* banners in gyms and in track and field areas where parents and community members will attend sports events.**
- **Encourage schools to include census promotion messages in any notices that are sent home to parents.** Provide schools with the necessary materials.
- **Partner with a tribal college or other local institution of higher education to establish a bank of student volunteers for coordinating a program of community outreach.**
Volunteers could intensify their efforts once questionnaires are available and could encourage greater community participation by helping elders and others complete the questionnaire.
- **Encourage tribal college, other college, or vocational and technical institutions to allow students who take art, computer graphic arts, or media classes to develop census promotional materials for the community, in exchange for credit.**

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(Activities With Schools—Continued)

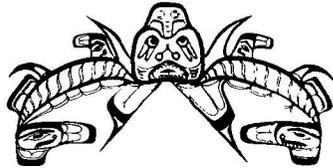
- ❁ **Encourage schools and colleges to designate space that could serve as “Questionnaire Assistance Centers” or “Be Counted sites.”** Schools could organize parent, teacher, and student volunteers to staff these centers.
- ❁ **Encourage staff from tribal colleges or other institutions of higher education to volunteer their time helping potential census job applicants refresh skills they may need for temporary census positions.**
- ❁ **Encourage schools and local colleges to participate in a tribal Census Awareness Day rally.**



NOW THROUGH MARCH 2000

Activities with Local Employers

- ☉ **Compile a list of employers in the community; host a meeting to solicit their partnership in promoting census awareness on job sites.** Get everyone to agree to saturate all places of employment and public areas with *Census 2000* information.
- ☉ **Solicit partnerships with employers for hosting *Census 2000* activities that involve families—such as community events, socials, sports events, rallies.**
- ☉ **Work with tribal agencies and businesses to combine *Census 2000* promotion with information about their own services or business—for example: making banners or buttons with “[Business/Agency Name] says, Support the community and participate in *Census 2000!*”**
- ☉ **As Census Day nears, encourage all tribal businesses and agencies to display signs announcing the arrival of the census questionnaires (expected delivery is mid-March 2000; January 2000 in Alaska).**



NOW THROUGH MARCH 2000

General Activities

- ❁ **Encourage passage of a Tribal Resolution requiring all tribal employees to be briefed on *Census 2000*, so they can promote census awareness during their interactions with community residents.**
- ❁ **Coordinate with other Tribal Complete Count Committees in the region or state.** Develop a regional American Indian or Alaska Native strategy for encouraging maximum tribal participation in *Census 2000*. Coordinate with Inter-tribal Councils in the area.
- ❁ **Collaborate with national and regional American Indian and Alaska Native organizations to promote census awareness.** To save on printing expenses, find out if those organizations already have promotional materials that also could be used locally.
- ❁ **Provide Census Bureau staff with training, as needed, about the government-to-government relationship existing between tribes and the U.S. government, and about issues regarding sovereignty that may affect the way in which census operations need to occur locally.**

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(General Activities—Continued)

- **Maintain active partnerships with Census Bureau staff.** Provide them with ongoing guidance on tailoring census activities to address cultural and language issues.
- **Coordinate with sponsors of community events that are occurring between now and Census Day.** Arrange to have census information available for those events—or set up booths at large events. Keep a running list of these meetings, powwows, ceremonies, sports events. Contact the organizers to help with the dissemination of census materials. Get information out for large gatherings, as well as for smaller meetings of community members—such as, Johnson O’Malley and Indian Education Act Parent Committee meetings; community task force sessions; clan, tiospaye, chapter, etc. meetings.
- **Tap all existing communication networks in the community (formal and informal) to help deliver census awareness messages.**
- **Identify possible Questionnaire Assistance Centers and Be Counted sites.**

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(General Activities—Continued)

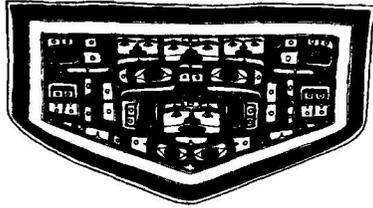
Countdown to Census (March 2000)

- **Keep census awareness momentum high.** Encourage tribal offices to add a “Remember the *Census*” slogan to all written materials and telephone conversations during this month.
- **Increase the number of *Census 2000* posters and banners in all tribal buildings.**
- **Partner with tribal agencies, businesses, and schools to heighten awareness of activities during the week leading up to Census Day (April 1, 2000).**
- **Increase the number of press releases and Public Service Announcements.** Emphasize the delivery dates of census questionnaires.
- **Hold a ceremonial kick-off to publicize the delivery of census questionnaires.**
- **Publicize the locations of Questionnaire Assistance Centers and Be Counted Sites.**

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(General Activities—Continued)

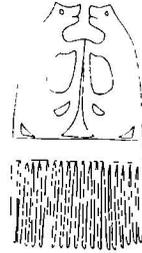
- **Help establish student volunteer networks to assist community elders, Native language-speakers, and others complete census questionnaires.**
- **Suggest to employers who have telephone “hold” messages or music to replace their messages with a *Census 2000* slogan which encourages people to complete their questionnaires.**



CENSUS DAY 2000 (APRIL 1, 2000)

Throughout the tribal jurisdiction—in partnership with tribal government departments, businesses, schools, community organizations—activate Census Day activities.

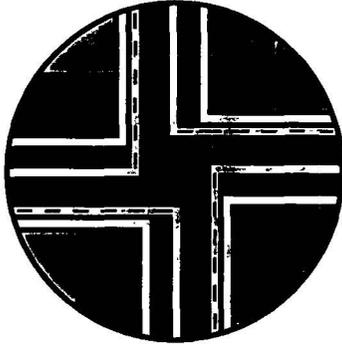
- ⊗ **Have the tribal government pass a resolution acknowledging Census Day. Promote “being counted” as a way to help the tribe exercise its sovereignty and plan for the next generation of tribal members.**
- ⊗ **Encourage all businesses, schools, and tribal departments to take some time during the day to promote *Census 2000*.**
- ⊗ **Schedule *Census 2000* activities at community centers and tribal offices.**
- ⊗ **Sponsor a Census Awareness Day rally.**
- ⊗ **Have Tribal Complete Count Committee members participate in Census Day activities sponsored by schools, businesses, and local organizations.**



POST-CENSUS DAY THROUGH NOVEMBER 2000

- ⊗ **Continue promotion activities to encourage people to complete their questionnaires.**
- ⊗ **Remind all tribal employees that census operations are still in progress and that they should continue to encourage people to complete the census questionnaire.**
- ⊗ **Stay in contact with communication networks, businesses, and schools in order to keep the census momentum strong.**
- ⊗ **Help tribal census workers in areas of the community from which there are low response rates.**
- ⊗ **Review the suggested Post-Census period Committee Agenda Items that are listed in the section of this handbook, entitled “Suggested Agenda Items for Tribal Complete Count Committee Meetings.”**





**Summary:
What Are the Benefits of a
Tribal Complete Count
Committee?**

The benefits of a Tribal Complete Count Committee are many. For example:

- **A Tribal Complete Count Committee speaks the culture and language of its community. It knows the pulse of the community. It can create a local census information network that no one outside the community can.**
- **A Committee can gain valuable knowledge about the census process that has never before been disseminated at the local level. As a tribe's link to the national campaign of *Census 2000*, the Tribal Complete Count Committee can ensure that all residents receive firsthand information from someone they know and trust.**
- **A Committee can significantly increase a tribe's participation rate by maintaining an intense *Census 2000* campaign from now until November 2000.**
- **By making residents aware that a complete census count can affect the future well-being of each tribal resident, a Tribal Complete Count Committee can help the tribe enter the next century with community data vital to planning for the next generation.**

JOANN K. CHASE, EXECUTIVE DIRECTOR
NATIONAL CONGRESS OF AMERICAN INDIANS
TESTIMONY ON CENSUS 2000,
IMPLEMENTATION IN INDIAN COUNTRY
BEFORE THE SENATE COMMITTEE ON INDIAN AFFAIRS
WASHINGTON, D.C.
MAY 4, 1999

I. INTRODUCTION

Good morning Chairman Campbell, Vice Chairman Inouye and distinguished members of the Senate Committee on Indian Affairs. My name is JoAnn K. Chase. I am the Executive Director of the National Congress of American Indians (NCAI). On behalf of W. Ron Allen, NCAI President and Chairman of the Jamestown S'Klallam Tribe located in Washington State, I would like to thank you for the opportunity to present a statement on concerns facing American Indians and Alaska Natives in the decennial census. NCAI, the oldest, largest and most representative Indian organization in the nation, was organized in 1944 in response to termination and assimilation policies promulgated by the federal government which proved to be devastating to Indian Nations and Indian people throughout the country. NCAI remains dedicated to advocating on behalf of the interests of our 250 member Tribes on a myriad of issues including the efforts to improve the participation and accuracy of the 2000 census count for the American Indian and Alaska Native population.

II. FUNDAMENTAL FEDERAL INDIAN LAW AND POLICY

Any discussion of federal Indian policy must be grounded in fundamental principles which inform federal Indian law and policy. Since the earliest days of our republic, Indian Tribes have been considered sovereign, albeit domestic, nations with separate legal and political existence. Along with states and the federal government, Tribal governments represent one of three enumerated sovereign entities mentioned in the U.S. Constitution. As a result of Constitutional mandate, hundreds of duly-ratified treaties, a plethora of federal statutes, and dozens of Supreme Court cases, it is settled that Indian Tribes have a unique legal and political relationship with the United States. This relationship is grounded in the political, government-to-government relationship and is not race-based.¹

The power of an Indian Tribe to determine questions of its own membership derives from the character of an Indian Tribe as a distinct political entity. The courts have consistently recognized that one of an Indian Tribe's most basic powers is the authority to determine

¹ See *Morton v. Mancari*, 417 U.S. 535 (1974).

questions of its own membership.²

The term "Indian" may be used in an ethnological or in a legal sense. If a person is three-fourths Caucasian and one-fourth Indian, that person would ordinarily not be considered an Indian for ethnological purposes.³ Yet legally, such a person may be an Indian. Racial composition is not always dispositive in determining who are Indians for the purposes of Indian law. In dealing with Indians, the federal government is dealing with members of political entities, that is, Indian Tribes, not with persons of a particular race.⁴ Tribal membership as determined by the Indian Tribe or community itself is often an essential element.

In return for vast Indian lands and resources ceded to the United States, the federal government made certain promises to Indian Tribes including the protection of Indian lands from encroachment, as well as promises to provide in perpetuity various goods and services such as health care, education, housing, and the continued right to self-government. In addition to inherent sovereignty, Tribes benefit from the federal government's "trust responsibility" to them. This responsibility eludes simple definition but is grounded in the oversight and trusteeship of Indian lands and resources by the United States. Using analogous common law principles of trusteeship, the trust responsibility has been determined by federal courts to be similar to the highest fiduciary duty owed a beneficiary by a trustee.

III. THE CENSUS AND AMERICAN INDIANS AND ALASKA NATIVES

On behalf of NCAI member Tribes, I want to thank you for holding this hearing and giving Tribes an opportunity to share their ideas for achieving an accurate count of our people in the 2000 census. On November 21, 1997, NCAI member Tribes strongly recommended by Resolution #SFE-97-081 (attached) that the Census Bureau make every effort to conduct an accurate count of the American Indian and Alaska Native population in the decennial census and that the adequate funding be provided to provide correct state-of-the-art maps, hire local people, and provide training and funds to establish partnerships with Indian Tribes. Subsequently, on October 23, 1998, NCAI member Tribes fully endorsed by Resolution #MRD-98-095 (attached) the Year 2000 Decennial Census and encourages its members to support public cooperation with the Year 2000 Decennial Census by undertaking various employment, promotion, and outreach projects in conjunction with

² See *Santa Clara Pueblo v. Martinez*, 436 U.S. 49 (1978).

³ See J. Reid, *A Law of Blood 189-90* (New York: New York University Press, 1970).

⁴ See *United States v. Antelope*, 430 U.S. 641 (1977); *Morton v. Mancari*, 417 U.S. 535 (1974).

their local government leaders and the Census Bureau. NCAI also resolved to work with the Congress and Administration to ensure that census information remain confidential and will not be used against Tribes, including such purposes as means testing.

It is often said that the census is planned at the national level but carried out at the local level, community by community, across the country. Nowhere is this more true than on Indian reservations and trust lands. The unique character of each Indian Tribe, as well as, the unique relationship between Tribes and the Federal government, make it essential that local Tribal leaders and other respected individuals in the community provide substantial guidance on the best methods for taking the census on reservations.

American Indians and Alaska Natives have a significant stake in the outcome of the 2000 census. Opportunities for gainful employment are scarce on many reservations, resulting in unacceptably high rates of unemployment or under-employment. Substandard housing is still prevalent in many areas, leading to overcrowded and therefore unhealthy living conditions. Many reservations are unable to offer challenging educational environments that are the key to realizing a higher standard of living and a better quality of life for our people. These barriers to economic advancement and social fulfillment have affected the health of many Indians, leading to increased rates of alcoholism and family violence in some areas.

As these socio-economic indicators demonstrate, many Indian Tribes must still rely on Federal assistance programs to help improve economic opportunities and living conditions on reservations. A significant portion of Federal aid to these Tribes is based on the information collected in the census.

Listed below are some federal programs that distribute aid to American Indians and Alaska Natives based in whole or in part on census data. These include:

- ▶ Job Training Partnership Act
- ▶ Native American Employment and Training Programs
- ▶ Grants to Local Education Agencies for Indian Education
- ▶ Special Programs for the Aging/Title VI Grants to Indian Tribes
- ▶ Family Violence Prevention and Services

Mr. Chairman, as you well know, the 1990 census was the first to be less accurate than the one before it. The accuracy of the 1990 census also varied greatly among population subgroups. Continuing a disturbing trend that the Census Bureau first identified with scientific measurements in 1940, people of color and poor people in urban and rural areas were missed at much higher rates than Whites. The undercount of American Indians and Alaska Natives in 1990 was the most disproportionate of all.

According to the post-enumeration survey conducted as part of the 1990 census, the net

national undercount was 1.6 percent. By comparison, about 4.5 percent of all Indians (nearly 175,000 people) weren't counted. Most alarming, the census missed 12.2 percent of Indians living on reservations. Like all children, Indian children also were missed at a higher rate than the population as a whole; 6.2 percent were left out of the census. And young Indian males (age 18 - 29), like their peers in other non-white population subgroups, were more likely to be missed: 6.4 percent weren't counted.

It should come as no surprise, then, that American Indians will not settle for a similar outcome in 2000. We applauded enactment of the Decennial Census Improvement Act in 1992, a law that directed the National Academy of Sciences to conduct a thorough review of the census process and recommend ways to increase accuracy at a reasonable cost. We applauded the Census Bureau's efforts to simplify census procedures and operations, and to form earlier and more-extensive partnerships with local and Tribal officials and community-based organizations. We commend this Committee for seeking the views of those who best know and understand the pulse of their communities and who can recommend the most effective ways to encourage participation in the census.

We are hopeful that this early and sustained effort to improve the census process will lead to a fairer and more accurate count of the American Indian and Alaska Native population in 2000. NCAI has been proud to serve on the Secretary of Commerce's 2000 Census Advisory Committee for much of this decade. This gave us an invaluable opportunity to provide guidance to the Secretary on the best methods for obtaining an accurate count of our people.

We have several recommendations to help ensure an accurate count of American Indians and Alaska Natives, particularly those who live on reservations, in 2000. Let me say at the outset that we have shared these recommendations with Census Bureau and Commerce Department staff on many occasions, and we believe that they have been responsive to our suggestions and concerns.

1. **Government-to-Government Relationship:** The Census Bureau must abide by the constitutional based government-to-government relationship set out in the President's Executive Order, No. 13084 - Consultation and Cooperation With Indian Tribal Governments. To this end, we urge the Census Bureau to sign its American Indian and Alaska Native Policy which recognizes and commits to a government-to-government relationship with federally recognizes Tribal governments that will be reflected in all its policies, plans, and programs.
2. **Tribal Government Liaison Program:** The Census Bureau launched the formal Tribal Government Liaison Program in the 1990 census. Prior to that, informal liaison networking with Tribes occurred. For 2000, the Census Bureau has hired Government Partnership Specialists for promotion and outreach to Tribal governments in Indian Country. We understand that American Indians fill some of these positions which are fixed term duties,

that is, they expire after September 2001. While we commend the Census Bureau for hiring our people to prepare Tribes in a limited, promotional sense, after 2001, these Partnership Specialists will no longer be available to cultivate and continue the relationship with Tribal governments. Ongoing technical support to Tribes after the census may be particularly vital if the Bureau continues to develop the American Community Survey program, which will collect and disseminate socio-economic data on our nation's communities every year, instead of once every ten years in the census. More importantly, there will be a void for Tribes during the important phase of receiving and understanding census data, an important aspect of greater participation by Tribal governments. We recommend the Census Bureau to sustain the work of Tribal Government Partnership Specialists throughout all census operations.

In the preparation of the Tribal Government Liaison materials, the Census Bureau should abide by the 1998 Executive Order and craft such materials in a manner that seeks voluntary cooperation from the Tribes and encourages their Tribal Government Liaison to work with the governor's liaisons. Furthermore, the Census Bureau should provide resources to facilitate direct consultation with American Indian and Alaska Native representatives for purposes of seeking input on media campaigns, educational materials, and promotional items.

3. Local Update of Census Addresses (LUCA) Program: Under the LUCA program, Tribal government review of maps and address listing is a critical part of the 2000 census plan to obtain a more accurate census. We understand that many Tribes have not received maps or complete address lists for review nor have they been trained in LUCA - what it is, why it's important, and what method Tribes use to change the maps and lists. Successful LUCA review by Tribal governments presupposes training in procedures and provision of maps and lists in a timely manner. Accurate maps, in particular, with correct boundaries for Tribal lands, are critical to ensuring that the census covers the entire legal territory of each Indian Tribe. We recognize, of course, that many homes on Indian reservations cannot be identified through traditional address styles. That is why on some reservations, enumerators will compile the address list and spot housing units on a map as they visit households to collect the census information. Nevertheless, even in these areas, we believe it will help lay a stronger foundation for a complete count if Tribal Government Liaisons meet with regional census officials this year to review and discuss the breadth of territory and general location of housing units in "list/enumerate" areas. A thorough evaluation of addresses and maps before the census begins will help ensure more complete coverage of households during the count, particularly since the Bureau does not plan to conduct a 1990-style Post Census Local Review program.

4. Recruitment, Hiring, and Training: The Bureau must recruit and hire census employees who represent the communities in which they will work. Simply put, the Bureau must hire American Indians and Alaska Natives to conduct the census among the Tribes in which they are enrolled. This is essential for several reasons.

First, because many Indians living on reservations have limited contact with people outside of their own community, they are extremely wary of strangers who do not share their culture, identity, or way of life. From the initial outreach and education about the importance of the census, to the promotion and advertising campaigns, to conducting the count through door-to-door visits and assistance centers, Indians must reach out to other Indians, providing assurances of confidentiality, offering help to those who cannot read well, building confidence in an undertaking that may seem intrusive or unnecessary to some.

Second, non-traditional or remote housing can make counting on Indian reservations or other trust lands very difficult for those who are unfamiliar with the territory. Many homes do not bear addresses; other structures might house more than one family; still others may be distant both from clearly-marked roads or other homes. Only Indians who have grown up in this territory can conduct the thorough canvassing that will be needed on each and every reservation to ensure an accurate count of people and housing units.

5. **Income Limits Waiver:** On March 17, 1999, the House Committee on Government Reform approved H.R. 683, legislation sponsored by Congresswomen Carrie Meek that allows welfare assistance recipients to work as temporary 2000 census enumerators without having compensation taken into account for eligibility in any welfare assistance program. We commend bi-partisan support of this effort and urge Congress to enact this important measure as quickly as possible. Because many Indians living on reservations receive Federal benefits, they may be wary of taking census jobs out of fear that they may jeopardize receipt of those benefits. Congress should waive income limits for recipients of Federal aid who serve in temporary positions during the census, in order to encourage as many qualified Indians as possible to apply for census positions.

6. **Promotion and Outreach:** The Census Bureau must work closely with Tribal leaders to ensure that promotional materials are culturally-sensitive and that appropriate messages are conveyed through the most effective communications methods. We also encourage the Census Bureau to distribute census promotional materials to Tribal Government Liaisons as soon as possible. Educating our people about the importance of the census will take time. We are anxious to begin this effort soon, in order to build confidence in the process and create a positive environment when the census starts a year from now.

7. **Questionnaire Assistance Centers:** We expect that many Indians living on reservations will require assistance in understanding and completing their census forms. We support the Bureau's plan to establish centers where people can receive help in filling out the questionnaires, but we believe it is unrealistic to expect volunteers to operate these centers. Congress should allocate the necessary funds to hire at least some paid staff to work at the assistance centers. Furthermore, the Census Bureau must consult with Tribal Government Liaisons to identify the best location for these centers on each reservation.

Chairman Campbell, we firmly believe that these recommendations for culturally-sensitive

activities guided by knowledgeable Tribal leaders will go a long way toward improving the count of American Indians and Alaska Natives in the 2000 census. At the same time, we recognize that the barriers to an accurate count on Indian reservations are often pervasive and difficult to overcome, no matter how well intentioned the effort. We are not willing to start the next century with an incomplete portrait of our people and their homelands - a portrait that might exclude nearly one out of every eight Indians residing on our diverse Tribal lands.

Earlier in my statement, I mentioned the National Academy of Sciences study requested by Congress and the Bush Administration shortly after it became clear that the 1990 census had fallen far short of expectations. The panel of experts convened by the Academy, along with the vast majority of experts who have closely studied the census process, reached a sobering conclusion: traditional census methods alone cannot reduce the differential undercount of American Indians, Alaska Natives, and other people of color that has plagued the census for so many decades. The Academy panel concluded that the Census Bureau could "improve the accuracy of the census count ... by supplementing a reduced intensity of traditional enumeration with statistical estimates."

Following that initial recommendation, a subsequent panel of experts convened by the National Academy of Sciences reviewed the specific plan developed by the Census Bureau to combine traditional methods with modern statistical techniques. In 1997, in an interim report, that panel stated: "[W]e do not believe that a census of acceptable accuracy and cost is possible without the use of sampling procedures...". The Bureau's current Census 2000 plan includes an Accuracy and Coverage Evaluation program to measure and correct for inevitable undercounts and overcounts.

In 1998, the Census Bureau conducted a dress rehearsal to evaluate the Census 2000 plan in a census-like environment and identify necessary refinements or changes to methods and operations. One of the three dress rehearsal sites was Menominee County, Wisconsin, which includes the Menominee American Indian Reservation. The census plan implemented at this site included a quality-check survey (called a post enumeration survey, or PES) designed to measure the accuracy of the initial counting effort and provide the basis for correcting any undercounts or overcounts.

The PES showed that the trial census missed 4.6 percent of the American Indian population residing in the test area. Not only was this undercount rate higher than the overall undercount of 3.0 percent for Menominee County, it reflected the persistence of a differential undercount for people of color: that is, the undercount of American Indians was substantially higher than the undercount of Whites, for whom the PES actually measured an overcount of 2.8 percent.

I understand that today's hearing is focusing on census operations in Indian Country.

However, it is worth noting that in Sacramento, California, another 1998 dress rehearsal site, the Bureau reported that the trial census missed 8.6 percent of American Indians. Clearly, Mr. Chairman, we must double our outreach efforts in the short time remaining before the census starts, to ensure a more accurate and equitable count of Indians living both on and off Tribal lands.

Mr. Chairman, there are many Tribes that have come to share the belief of these many scientific experts and other independent evaluators, such as the U.S. General Accounting Office, that the census must change because our country is changing. It is a daunting task to locate and count 270 million people with extraordinarily diverse economic, cultural, and social backgrounds, in equally diverse geographic environments and family settings. Intense preparation and counting efforts are critical components of the census, regardless of whether sampling techniques are part of the design. That is why NCAI and the Tribes we represent will do everything possible to assist the Census Bureau in compiling a high-quality address list, preparing and distributing appropriate educational and promotion materials, and identifying qualified Tribal members to serve as crew leaders, enumerators and outreach specialists. But even a massive, coordinated counting effort will inevitably miss millions of people, far too many to ignore. We must build promising new methods into the traditional process in order to give life to these invisible people.

Therefore, we respectfully urge the Congress to support the Census Bureau's plan for a census that uses sampling and other statistical methods to improve the accuracy of a so-called traditional census count. We are fully aware of the Supreme Court ruling earlier this year, finding that the law prohibits the use of sampling in calculating the population totals used for congressional apportionment. But we are heartened by the Court's recognition that the law does not prohibit, and may require, the use of sampling methods to produce data that can be used for other purposes, such as the allocation of Federal aid.

The Bureau's revised Census 2000 plan, unveiled in February, includes a post enumeration survey of 300,000 representative households nationwide. This quality-check survey is part of a broader program that relies on scientific sampling and statistical methods to eliminate the persistent and highly disproportionate undercount of minorities and the poor. This statistical program was planned for communities of every kind, including on Indian reservations. We believe it represents the only real hope for avoiding the unacceptably high undercount of American Indians and Alaska Natives that occurred in 1990. Congress and the Administration must then ensure that the Bureau has the fiscal and personnel resources it needs to get the job done.

The 1990 census demonstrated that direct counting methods alone will not result in an accurate count of American Indians. It would be foolish to assume that throwing more money toward the same failed techniques will yield a better outcome in 2000.

IV. CONCLUSION

Mr. Chairman, thank you for this opportunity to present this statement in connection with this vital issue. In conclusion, it is our position that the unique character of each Indian Tribe, as well as the unique relationship between Tribes and the Federal government, require that Tribal governments are consulted and coordinated with in order to provide substantial guidance on the best methods for taking the census on their reservations. Anything less will have far-reaching negative legal, financial, and statistical implications for the America Indian and Alaska Native population. I again thank you for the opportunity to appear before you today and would be happy to answer any questions you may have.

* * * * *

ATTACHMENTS



*National
Congress of
American
Indians*

THE NATIONAL CONGRESS OF AMERICAN INDIANS

Executive Committee

President

W. Ram Allen
Jamcowa S'Klallam Tribe

First Vice President

Ernie Stevens, Jr.
Ojibwa Nation of Wisconsin

Recording Secretary

S. Diane Kelley
Cherokee Nation

Treasurer

Conrad (Cory) E. Hope
Ketchikan Indian Corporation

Area Vice Presidents

Aberdeen Area
Russell (Bud) Mason
Three Affiliated Tribes

Albuquerque Area
Joe Garcia
San Juan Pueblo

Anadarko Area
Merle Boyd
Sac & Fox Tribe

Billings Area
"Sunchild, Sr."
Crow Tribe

Jenoux Area
Edward K. Thomas
Thling-Head Central Council

Minneapolis Area
Marge Anderson
Mill Lac Band of Ojibwa

Muskogee Area
Rena Duncan
Chickasaw Nation

Northeast Area
Ken Phillips
Ojibwa Nation of New York

Phoenix Area
Arvin D. Melendez
Reno-Sparks Indian Colony

Portland Area
Bruce Wynne
Spokane Tribe

Sacramento Area
Susan Majel
Yurok Band of San Lorenzo

Southeast Area
James Hardin
Yambor Tribe

Executive Director

John K. Chase
Navajo, Hopi & Arizona

910 Massachusetts Ave., NW
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Washington, DC 20036
02-666-7767
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RESOLUTION # SFE-97-081

Title: Requesting The Bureau Of The Census, U.S. Department of Commerce, Make Stronger Efforts To Conduct An Accurate Count Of The Native American Population

WHEREAS, we, the members of the National Congress of American Indians of the United States, invoking the divine blessing of the Creator upon our efforts and purposes, in order to preserve for ourselves and our descendants rights secured under Indian treaties and agreements with the United States, and all other rights and benefits to which we are entitled under the laws and Constitution of the United States to enlighten the public toward a better understanding of the Indian people, to preserve Indian cultural values, and otherwise promote the welfare of the Indian people, do hereby establish and submit the following resolution; and

WHEREAS, the National Congress of American Indians (NCAI) is the oldest and largest national organization established in 1944 and comprised of representatives of and advocates for national, regional, and local tribal concerns; and

WHEREAS, the health, safety, welfare, education, economic and employment opportunity, and preservation of cultural and natural resources are primary goals and objectives of NCAI; and

WHEREAS, many federal programs, including the Native American Housing Assistance and Self Determination Act of 1996, Indian Housing Block Grant Program, allocate funds to Indian tribes using Bureau of the Census, U.S. Department of Commerce, data; and

WHEREAS, the Bureau of the Census has a continuing history of undercounting the American Indian and Alaska Native population; and

WHEREAS, the Bureau of the Census requires Indian tribes to provide maps and other information where the federal government should already have available such information using state-of-the-art technology.

NOW THEREFORE BE IT RESOLVED, that NCAI strongly recommends that the Bureau of the Census, U.S. Department of Commerce, make every effort to conduct an accurate 2000 Census count of the American Indian and Alaska Native population; and

BE IT FURTHER RESOLVED, that the federal government allocate adequate funding to provide correct state-of-the-art maps, hire local people, and provide training and funds to establish partnerships with Indian tribes.

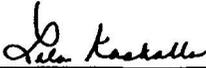
CERTIFICATION

The foregoing resolution was adopted at the 54th Annual Session of the National Congress of American Indians, held at the Sweeney Convention Center in Santa Fe, New Mexico on November 16-21, 1997 with a quorum present.



W. Ron Allen, President

ATTEST:



Lela Kaskalla, Recording Secretary

Adopted by the General Assembly during the 54th Annual Session held at the Sweeney Convention Center, Santa Fe, New Mexico on November 16-21, 1997.

NATIONAL CONGRESS OF AMERICAN INDIANS



RESOLUTION # MRB-98-095

Title: Census 2000 Support

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WHEREAS, we, the members of the National Congress of American Indians of the United States, invoking the divine blessing of the Creator upon our efforts and purposes, in order to preserve for ourselves and our descendants rights secured under Indian treaties and agreements with the United States, and all other rights and benefits to which we are entitled under the laws and Constitution of the United States to enlighten the public toward a better understanding of the Indian people, to preserve Indian cultural values, and otherwise promote the welfare of the Indian people, do hereby establish and submit the following resolution; and

WHEREAS, the National Congress of American Indians (NCAI) is the oldest and largest national organization established in 1944 and comprised of representatives of and advocates for national, regional, and local Tribal concerns, and

WHEREAS, the health, safety, welfare, education, economic and employment opportunity, and preservation of cultural and natural resources are primary goals and objectives of NCAI; and

NOW THEREFORE BE IT RESOLVED, that NCAI does hereby endorse the Year 2000 Decennial Census, encourages its members to support public cooperation with the Year 2000 Decennial Census by undertaking various employment, promotion, and outreach projects in conjunction with their local government leaders and the Bureau of the Census; and agrees to publicize this endorsement to Indian communities as well as to the public at large.

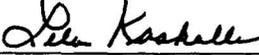
BE IT FINALLY RESOLVED, that such information shall remain confidential with respect to each tribe's sovereign interest and that NCAI shall work with the Congress and Administration to ensure that this information will not be used against the tribes, including but not limited to, for such purposes such as means testing

CERTIFICATION

The foregoing resolution was adopted at the 1998 55th Annual Session of the National Congress of American Indians, held at the Myrtle Beach Convention Center in Myrtle Beach, South Carolina on October 18-23, 1998 with a quorum present.


W. Ron Allen, President

ATTEST:


Lela Kaskalla, Recording Secretary

Adopted by the General Assembly during the 1998 55th Annual Session held at Myrtle Beach Convention Center in Myrtle Beach, South Carolina on October 18-23, 1998.

United States Senate

Committee on Indian Affairs

May 4, 1999

"Census 2000, Implementation in Indian Country

Testimony of

Robert Wayne Nygaard

Chairman, Native American/Alaskan Native
Census Advisory Committee

Director, Planning & Development
Sault Ste. Marie Tribe of Chippewa Indians

Good morning, Chairman Campbell, Vice-chairman Inouyne, and members of the Committee. The views that I express are my own or of fellow members of the Native American Census Advisory Committee and do not reflect the official policy of the U.S. Census Bureau.

The Native American/Alaskan Native Census Advisory Committee is committed to drastically improve on the Native American undercount of 12.1% experienced in the 1990 Census. According to the Census Bureau, hard to count populations also tend to be characterized by high unemployment, low education, low income, renters vs. homeowners, difficulty reading or writing English, and

overcrowding. These characteristics exemplify the Native American populations.

For Census 2000, the Census Bureau conducted an Address List Review Program. This program gives Tribal governments an opportunity to review the number of addresses in each Census Block. The 1990 census local review program allowed a mere 15 days for local and tribal official to conduct reviews. The current Address List Review Program allows for roughly a three month period to organize address records, review the related census maps, and comment on the counts of addresses for each Census Block. These measures along with regional offices working hand-in-hand with tribal officials should improve the chances of census questionnaires even reaching the hands of Native Americans.

Being a tribal planner for the past 20 years has taught me the importance and value of accurate and timely census data. The problem lies in convincing the average Native American that millions of dollars are at stake as most state and federal dollars are distributed based upon census figures. An overall distrust in government, a fear of confidentiality, and a privacy issue i.e. "the government does not need to know these things" all contribute to the lack of response.

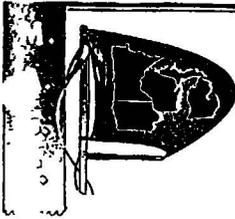
In order to convince the Native population to respond to the census, I believe the best method is hire as many Native Americans at all levels within the Census Bureau to get the word out. I can safely say that currently the Census Bureau has the lowest proportion of Native American employees for their size. Recent field hires in Indian country have occurred for the Community Partner and Indian Outreach Specialists program, however, there is still a dire need to hire personnel on a permanent basis for key positions within the agency.

In response to this need and for record I am enclosing a resolution from the Midwest Alliance of Sovereign Tribes (NO. 99.05). The resolution requests each federal agency that has an direct impact on Indian Tribes initiate the development of hiring policies and procedures that target the hiring of additional Native Americans and further directly involves Indian Tribes in the selection process.

Finally, I would like address the issue of multiple response as mandated by the Office of Mangement and Budget (OMB) in the "Standards for Maintaining, Collecting, and Presenting Federal Data on Race and Ethnicity." (62 FR 58781-57790). Under the new directive, census respondents

will be allowed to select one or more of five racial categories. It is the position of the Native American/Alaskan Native Advisory Committee that Native Americans should not be included in this directive. Federal agencies that collect data should recognize the Trust Responsibility and unique relationship with Indian Tribes and should report all data separately. For all practical purposes all census responses that indicate Native American should stand alone for tabulation purposes and not be diluted with other ethnic and racial groups.

I like to thank the Committee for this opportunity to testify and I am prepared to answer any questions you may have.



MIDWEST ALLIANCE OF SOVEREIGN TRIBES

MAST Resolution No. 99-05

Title: Federal Agency Employee Selection Process

- WHEREAS,** the Midwest Alliance of Sovereign Tribes (MAST) is an intertribal Organization representing the thirty-five (35) federally recognized tribes In the States of Minnesota, Wisconsin, Michigan and Iowa
- WHEREAS,** it is the Mission of MAST "to advance, protect, preserve and enhance the Mutual interest, treaty rights, sovereignty and the cultural way of life of The Sovereign Nations of the Midwest throughout the 21st Century" and,
- WHEREAS,** the thirty-five members of the Midwest Alliance of Sovereign Tribes are concerned regarding the lack of involvement of Indian tribes in the hiring process for key positions in all federal agencies, government-to-government relationship with Indian nations, and
- WHEREAS,** the personnel employed for these positions should be of Native American descent, and must have an understanding of issues pertinent to the federal agency that have a direct impact on Indian tribes.

NOW, THEREFORE BE IT RESOLVED, that we the Member Tribes of MAST, do hereby request that each federal agency initiate the development of hiring policies and procedures that target the hiring of additional Native Americans and directly involve Indian tribes in the selection for key position within their agency.

BE IT FURTHER RESOLVED, that tribal leaders be consulted in the development of these policies and procedures.

We certify that this resolution was duly presented, read, officially acted upon at the Regular Quarterly meeting, January 27-28, 1999, of the Midwest Alliance of Sovereign Tribes, Lac du Flambeau, Wisconsin, a quorum present.

For: 12 Against: 0 Silent: 0

Marge Anderson
Marge Anderson, President
Midwest Alliance of Sovereign Tribes

George Bennett
George Bennett, Secretary
Midwest Alliance of Sovereign Tribes

**U.S. Senate Committee on Indian Affairs
Hearing on
Census 2000, Implementation in Indian County
May 4, 1999**

Glenda Ahhaitty

Good Morning, I appreciate the opportunity to testify on this critical matter. My name is Glenda Ahhaitty, I am from Los Angeles California, an enrolled member of the Cherokee Nation of Oklahoma and am serving my second term on the U.S. Census Bureau Advisory Committee on American Indians and Alaska Native Populations. I am keenly aware of the ramifications of the Census 2000 and its potential impact to my community and am working to prevent a repeat of the 1990 experience. Los Angeles has the largest urban Indian population in the United States, yet most residents of Los Angeles are not aware of the Indian community. Accurate census data is one of the most critical needs of the Los Angeles Indian community and is its greatest barrier to access of needed services.

Background

Indians from the Plains and the Southwest began coming to Los Angeles during the 1920's to make movies. During and after World War II many Indians who moved here to work in War industries. Others came through the area during tours in the military and returned to stay when they were discharged. In the 1950's, the Bureau of Indian Affairs relocated thousands of Indians from across the United States to Los Angeles. Many of the Indians who attended Sherman Indian High School in Riverside California remained in the area after their school was completed.

In the 1950's and 60's lots of Indians worked in the Indian Village at Disneyland. In fact, that is I met my husband. My family came to Los Angeles in 1954 when my father accepted a position with the Union Oil Company. In the mid-1970's I participated with many others in the greater Los Angeles area promoting the Indian community's participation in the 1980 Census. The resulting count was much smaller than was anticipated.

The 70's and 80's were an exciting time of community empowerment and community building for the Los Angeles Indian community. Following is a listing of some the community service created during that time: Los Angeles Indian Center (three sites), the American Indian Free Clinic, the Huntington Park Indian Clinic, the Golden State Gourd Dance Society, Tribal American Day Care/Pre-school, Title IV Indian Education Programs in most school districts, the Los Angeles Unified School District American Indian Education Commission, Free Spirit Indian Women's Shelter, American Indian Women On the Move, UCLA American Indian Research Center, four Powwow cultural drum groups, American Indian Athletic Association, United American Indian Business Development, The Los Angeles American Indian Coalition, the Talking Leaf

Newspaper, Orange County Indian Center, United American Indian Involvement, Eagle Lodge, the Buzzard's Roust, American Indian Men's Association, American Indian Movement chapter, the Los Angeles City/County American Indian Commission and Indian Community Representatives in most County Departments. Every weekend something was going on such as powwows, ball games or bowling tournaments. Indian community members were active advocates in the community and in national Indian affairs. The Indian community estimated that more than 80 thousand Indians were living in Los Angeles by 1980.

In 1974 I went to work at Rockwell International, Space Division located in Downey California. I worked on the last Apollo launch and had privilege of being a part of the design and development of the Space Shuttle. In about 1981 I had the good fortune to be employed as a member of Rockwell International Community Interface Program representing the American Indian community. One important community initiative that I was a part of was to improve the accuracy of the Indian Census count in the 1990 Census.

As a community we anticipated that the 90 Census would result in a more realistic count. A realistic count that would represent all facets of the Los Angeles Indian population including the number of Indians receiving Indian Health Services from the American Indian Clinic and other Indian community based service providers. It was a shock when the 90 census count was released. The Indian community estimated its population to be over 100 thousand. The official 1990 Census adjusted count was 45,508. Not only was the count low but the economic profile of the community did not match that of the Indian community. Two thousand Indians had moved out of poverty and the count was 2,000 less than the 1980 Indian population count. It is not logical that the decline in count from 1980 to 1990 could equal the loss of numbers in poverty. That is unless one assumes that only poor Indians left Los Angeles. At the same time more Indians were visible on the side row streets of the City of Los Angeles than ever in the past. How could the Indian community numbers in poverty have declined when more were on the street and using community services? In the same time frame an independent research project funded by the Los Angeles County Area Agency on Aging reported that one of six of those residing in the Skid Row Area were Indian.

In 1986 I accepted a position in engineering at McDonald Douglas on the C17 Program. After six years with Douglas I was laid off (along with many others) and I accepted a position as the Executive Director of the Los Angeles City/County American Indian Commission (LAC/CAIC.) I was tasked by the Commission to find out why the Indian community count was so low in the 90 Census. The first issue that I looked into was to attempt to determine what happened to the skid row count.

An Indian agency, United American Indian Involvement, (UAI) was located in the skid row area providing services to Indians, many of whom were homeless or living in low-cost hotels. The UAI staff had worked during the 90 Census S Night Count. The 90 Census homeless street count was problematic according to Census staff. The count was a population count and little information was collected, at times, legs extending from

cardboard boxes on the street were counted and divided by two. The street count was a population count only and the Census long form was not used and the street count was not a part of the data factored in percent in poverty calculation. It appeared that the street count was a part of the reason for the loss of Indians counted in poverty. (Indian community assumption that there was an undercount, as no undercount strata was taken the Indian communities assumption is not a part of the official deferential undercount.)

In 1999 there are far fewer Indian programs, services or community activities than was previously noted. The following is a current list of Indian community organizations: Southern California Indian Center (JTPA and Indian Child Welfare Program), UAII (UAII is now the IHS contractor and provides managed care type referral services, and drug/alcohol rehabilitation), Los Angeles City/County American Indian Commission, 2 Title IX Programs, one 1/2 time County Department Community Representatives (Department of Public Social Services.) No longer is there a day care program, free standing Indian clinic, women's shelter, Indian Center, education commission, residential alcohol treatment services. That is part of the loss of resources the 90 Census count cost the Los Angeles Indian community. The loss of fiscal resources and the resulting loss of Indian community services is replicated in all of the mayor BIA Indian relocation city sites. Of course there were other political changes that have occurred over the years that have affected the loss of Indian community services however the census count is a significant factor. That is why I am involved on the Bureau of Census American Indian Population Advisory Committee though I no longer work for the LAC/CAIC. I am currently the Volunteer Programs Coordinator for the Los Angeles County Department of Mental Health. In addition, I am an Indian community elected member of the LAC/CAIC and the Chair of the LAC/CAIC Self Governance Board.

**Recommendations to improve the American Indian/Alaskan
 Native Population 2000 Census Count**

- 1) Make a clear determination to count all American Indians/Alaska Natives wherever they reside.
- 2) Implement a Government to Government Consultation Process as a permanent part of the Bureau of Census structure including the establishment of an "Indian Desk" reporting to the Director.
- 3) Recruit and hire qualified employees from the Indian populations for all levels of positions at headquarters and in the regions. Some of these positions in the regions and at headquarters should be permanent positions to prevent reinventing working relationships with Indians every 10 years.
 - The number of Indians to be employed should be based on the population that they represent and not based on their pre cent of the total population base of the nation.

- Current Census employee who reclassify as American Indian after long employment with the Bureau should be requested to provide some form of documentation.
 - Recruit of individuals that Indian Tribes and Indian communities recognize as Indian or use Indian Preference employment provisions Requiring documentation of individuals claiming to be Indian for the purpose of employment.
 - Create a verification body such as the Los Angeles County American Indian Employee Verification Board.
- 4) Determine if the current race definition for American Indian supports sovereignty, self-determination for the Indian population. Perhaps the answer is not to consider American Indian /Alaskan Native data collection as race date, but in a separate question (as is the Hispanic Origin) American Indian/Alaskan Native Descent Category.
- 5) Require that methodology for strata, with over sampling if necessary, are developed and undercount estimates be made for reservations, Alaska Native and urban Indian populations.
- 6) Insure that adequate resources are allocated for specific American Indian/Alaska Native promotional/advertising materials for both the reservation and non-reservation Indian populations.
- 7) Insure a permanent American Indian/Alaska Native advisory body is constituted and maintained. This committee could include a separate form the current REAC Committees and one that involves representation from federal agencies charges with responsibility for Indian programs and services, tribal leaders (federal recognized tribes, state recognized), state Indian Affairs representatives and urban Indian community leadership.
- 8) Require that the Department of Labor (other federal department and agencies as well) create a rule like the DOL current rule that states that Hispanic Origin takes precedence over race, stating that American Indian/Alaska Native takes precedence over Hispanic Origin, race and ancestry for purposes of tabulation due to sovereignty treaty rights to enable survival of American Indian populations.

Specific 2000 issues, concerns and comments

I am concerned with large and non-traditional Indian households being fully enumerated. The current plan allows that households with more than six members will be followed with a later interview to capture the other members. Will this follow up include the use

of the Be Counted forms? If so, the other family members become a part of the population count. In addition, many families have more than one family residing in the household. These residences should be able to obtain more than one form so that each family's data will be captured.

An issue is an accurate count of children. An example, if a white woman marries and Indian man and they have six children and she later divorces him and marries a white man, how will the Indian children be counted? In Los Angeles there is an average of 500 Indian children, subject ICWA provisions, in foster care every day. There are on a good day, forty foster care certified Indian families available for placement. Most Indian children in foster care are in non-Indian homes. Will the count of these children be lost? There are also Indian children in County Probation Camps and in institutions. These children are seldom accurately identified and their count will therefore be lost to the Indian population. There are a large number of Indian children adopted into non-Indian families despite ICWA provisions: they are forever lost.

A major issue is the accurate identification and enumeration of the American Indian/Alaska Native street population. Indians who reside in inner city skid row streets, day room hotels, in parks and in other unusual housing are important to the Indian community. They comprise a significant segment of the Indian service population in Los Angeles. Their count is critical to provide funding for their services. This is difficult population to count. They often are distrustful of any government contact. One key to assist in enumerating homeless Indians is hire Indians who were previously a part of this street population to enumerate them. Census provision regarding not hiring an individual with previous felony convictions is a barrier to hiring previous homeless individuals. Many individuals who have been homeless have also had contact with law enforcement. In addition to counting the homeless identification of Indians incarcerated and residing in group homes is an issue.

The Census in the Schools is an excellent program. The materials and maps would have been a more exciting and a more useful product in reaching Indian educators and Indian families through their children, if development of the materials had involved consultation with Indian educators. One example is the placement of Indian reservation lands in a small sub-map. It would have been more effective to place the reservations in the states that they are located and the addition of the Indian population numbers as was done with the state population numbers is a simple no cost change that would make the product more interesting to all educators using it while providing for the inclusion of Indian populations. Census in the Schools should involve specific outreach to Indian JOM;

Title IV programs in addition to the BIA and private/church Indian schools. JOM and Title IV programs are a way to reach urban Indian families. The current Census plan is to distribute materials through the Scholastic network to reach teachers

Census Stage 2 training for Partnership Specialist training includes a one hour training on Indians focusing on the Tribal Liaison Program, which is not an adequate length of time to train on tribal relationships and differences and does not meet the need for basic cultural competency. There should be cultural competency training and cross-cultural competency training needs to be provided to all Census staff and enumerators.

Each of the various Census initiatives and components, address listing, maps, geographic programs, partnership, Census in the Schools, development of an undercount strata, involvement of churches should have Indian tribal consultation and involvement. This should have already occurred and not as an after thought. There is a persistent view among Bureau staff that the Indian committee is requesting special treatment for Indians. That is not the case of my recommendations. Inclusion of Indians in the complete process is the crux of the problem. The American Indian/Alaska Native Population Advisory Committee has can and has assisted the Bureau with recommendations as have all of the Race and Ethnic Population Advisory Committees. However, the American Indian/Alaska Native Population Advisory Committee cannot be substituted for Tribal Government to Government consultation.

Closing Comments

A basic issue with the Bureau is management staff confusing American Indian identity as a race identity only and not as members of Indian nations. The perception of Census staff which has been voiced in meetings is that the Bureau management will not approve doing something for one race group that is not done for another. This has led to systematic exclusion of Indians and has precluded effective government to government consultation. Only the hiring of Indians of various tribal backgrounds in professional positions in all of the various technical areas in the regions and at headquarters will remedy this.

A commitment needs to be made and that is the establishment of an Indian Desk within the Bureau that reports to the Director. This is not a new recommendation. The Indian Advisory committee made it consistently throughout the 90s'. In fact, the recommendation was documented in the 90's committee's minutes along with the Director of the Census Bureau agreement to establish an Indian Desk. The Bureau staff has denied that this agreement was made. As in 89 here we are once again with less than one year to go and the same issue and worse facing Indian populations to obtain a complete count. Some Indian professional staffing positions, including the Indian Desk, at Bureau headquarters and in the regions need to be permanent positions and then the education process of Census Bureau would not have to begin again with each Census.

Government to Government consultation needs to be an ongoing process. Ongoing consultation will provide a two-way education that will improve all Census surveys. Census staff has stated that the problems of Indian undercount strata will be alleviated by the planned American Community Survey. I cannot believe that the planned American Community Survey will bring any relief to the issues as the Census Bureau is not willing to design a workable method to provide an undercount estimate for urban and reservation populations.

I think that the lack of visibility of the true undercount of Indian populations is the single most detrimental factor of Census policy that impacts Indian populations. Each phase of the Census plan for 2000 is based on overcoming the undercount. It results in limited advertising, limited partnership focus, limited tribal consultation. (Note: that the 12.2 percent reservation under count has resulted in positive Indian employment and planning in the Denver Region.) This omits not only urban areas such as Los Angeles but the State of Oklahoma. Indian land in Oklahoma is predominately trust land. None or very limited outreach has taken place in the State of Oklahoma. As is other areas such as Los Angeles, Oklahoma Indian populations will be impacted by limited partnership outreach, inadequate support for tribes and urban complete count committee formation and support.

As has been stated above, employment is a major issue. The Bureau and the Regions can always justify that more than enough Indians have been employed based on their percentage of the workforce and population base. The attached letter from Mr. John Reeder, Director, Southern California Region, notes that .28 percent of one Indian person is all that is required for Census 2000. The requirement for part of a Indian staff person is based on the percentage of Indians in the general population. In 1990 the Indian population percentage of the total population was closer to full person. By 2010 the Indian population may even be a negative number based on its percentage of the total population. The impact of not just undercount but miss identification of the Indian population and the growing immigrant populations in the United State could lead to the statistical elimination of the Indian population. Economic growth, access to services is based on demographics. What was not achieved by the Indian wars, forced placement in boarding schools, mass relocation to urban areas may be achieved through demographics, the loss of a visible Indian population in the United States. Perhaps the answer is not to consider American Indian /Alaskan Native in the race questions on the census form but in a separate question (as is the Hispanic Origin.)

Perhaps a new question that is not race based but one that asks are you of American Indian/Alaskan Native Descent, if yes, name your tribe, and check the box yes or no if you are enrolled. Perhaps this would be a better measure of the American Indian/Alaska Native population. I am not suggesting more than is done for the Hispanic/Latino Origin population, other race groups that reside in the United States, what I am asking is that the same opportunities be provided for the American Indians/Alaska Native populations.

Glenda Ahharty, Testimony presented May 4, 1999
U.S. Senate Committee on Indian Affairs
Hearing on Census 2000, Implementation in Indian Country

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With that radical thought regarding whether Indian identity is solely a question of race I close my testimony and thank the Committee for providing the opportunity for concerns to be brought before the Committee regarding the implementation of the 2000 Census in Indian Country.

STATEMENT OF
EDNA L. PAISANO
CENSUS 2000, IMPLEMENTATION IN INDIAN COUNTRY
BEFORE THE COMMITTEE ON INDIANS AFFAIRS
UNITED STATES SENATE
MAY 4, 1999

INTRODUCTION

Good morning Chairman Ben Nighthorse Campbell, Vice-Chairman Daniel Inouye, and members of the Committee on Indian Affairs. Thank you for providing this opportunity to testify at this hearing on Census 2000, Implementation in Indian Country. I am Edna Paisano. I am a citizen of the Nez Perce Nation and I also am Laguna Pueblo. I am providing my testimony today as an individual not as a representative of a tribal government, organization, or federal agency. I share the goal of obtaining an accurate census in Census 2000 in Indian Country with everyone here today. In the 1990 census, there was an undercount of 4.5 percent of American Indians in the U.S. and 12.2% undercount of American Indians living on reservations. It is important to achieve an accurate census because the data from the decennial census is the only comprehensive source of demographic, social and economic data available on American Indians and Alaska Natives and their land areas. The Congress, federal agencies, American Indian and Alaska Native governments and organizations, and researchers look to the Census Bureau for this information. Several federal agencies use census data in program allocation formulas for tribal governments.

I have work experience on decennial censuses because I worked at the Bureau of the Census for more than 21 years (from June 1976 to November 1997). I worked as a demographic statistician in Population Division. Over the 21 years I worked at the Census Bureau, the effort to improve the accuracy of data on American Indians and Alaska Natives has slowly improved but more work needs to be done. Since I have been gone from the Census Bureau for a year and a half and things have changed, I reviewed the Census 2000 information available from the Census Bureau's web page in preparing for this testimony. In particular, I reviewed the following documents: Census 2000 Operational Plan, Using Traditional Census-Taking Methods, January 1999; Updated Summary: Census 2000 Operational Plan, February 1999; dress rehearsal evaluation studies on Effectiveness of Paid Advertising, Evaluation of Mail Return Questionnaires, Housing Unit Coverage on Master Address File; and the Office of Management and Budget report, Draft Provisional Guidance on the Implementation of the 1997 Standards for the Collection of Federal Data on Race and Ethnicity.

RELATIONSHIPS AND CONSULTATIONS WITH AMERICAN INDIAN AND ALASKA NATIVE GOVERNMENTS

To build ongoing and meaningful relationships with tribal governments and involve tribal governments in the census process, the Census Bureau needs to fully implement the April 29, 1994 Presidential Memorandum for the Heads of Executive Departments and Agencies; March 1994 American Indian and Alaska Native Policy of the Department of Commerce, and the March 14, 1998 Executive Order, Consultation with Indian Tribal Governments. The essence of these documents is to work with federally recognized tribal governments on a government-to-government basis and to have a process for regular and meaningful consultation and collaborations with tribal governments.

The Census Bureau needs to formally issue its own American Indian and Alaska Native policy to reflect its commitment to working with federally recognized tribes on a government-to-government basis. The census advisory committee also requested a policy be issued. Before I left, I drafted a policy which had gone through several reviews and needed formal presentation to the executive staff for approval. To my knowledge the policy has not been approved and signed. The policy would help build stronger ongoing relationships with tribal governments because it would demonstrate the Census Bureau's commitment to working with them.

Tribal governments and the American Indian and Alaska Native census advisory committees requested several times for the Census Bureau to establish an American Indian and Alaska Native office, reporting directly to the director, to be responsible for implementing the government-to-government relationship with federally recognized tribal governments. The office would have met the need for tribal governments as well as other American Indian and Alaska Native organizations and individuals' 1) to request for meetings, 2) to call for answers or to be correctly referred to the right office for the information, and 3) to review census policies, plans, or programs to ensure they efficiently addressed the needs of tribal governments and the American Indian and Alaska Native populations. Former Director Barbara Bryant agreed to establish such an office but Dr. Bryant's proposal would have also included working with the Black, Asian and Pacific Islander, and Hispanic populations as well. Unfortunately, Dr. Bryant's term ended and the office has been not established.

There is also a need for Census Bureau managers and employees throughout the agency to be trained on tribal sovereignty, the government-to-government relationship, tribal history, and tribal cultural awareness. Without an understanding and knowledge of these it is difficult to build a trusting and respectful working relationship with tribal governments.

The Census Bureau does have a Census Advisory Committee on the American Indian and Alaska Native populations as they did for the 1990 census to provide advice to them. The Committee does not replace the need to work and consult directly with tribal governments because the Committee consists of individuals. The Committee is one of the positive actions of the Census Bureau because for the 1980 census a committee was not established based on advice from a few American Indian organizations and individuals. I served as Committee Liaison for both Committees and found the members to be hard working and conscientious about providing

relevant advice and recommendations. They deserve a special thank you because they are investing their personal time away from their families and jobs to serve on the Committee.

AMERICAN INDIAN EMPLOYEES AT THE CENSUS BUREAU

The Census Bureau needs to hire more permanent full-time American Indian and Alaska Native employees at headquarters and regions. When I was hired in June of 1976, I was the first full-time American Indian employee ever hired. During the 21 years I worked there other American Indians were hired but have since left. There are a variety of reasons for American Indians leaving but a primary reason is there was no opportunity for advancement to higher grade levels of GS/GM 13-15 or above.

American Indian and American Indian employees would enhance the Census Bureau's ability to work with tribal governments as well as to better design policies and programs specifically for or included tribal governments and American Indian and Alaska Native populations. It is a challenge to hire American Indians and Alaska Natives at headquarters because of the distance from the reservations and villages to Washington, D.C. There are several long term solutions that the Census Bureau could explore. There are two summer internships that could be utilized to get students familiar with census careers--Washington Internships for Native Students through American University and Memorandum of Understanding that the Department of Commerce has with the American Indian Science and Engineering Society. The Executive Order on Tribal Colleges and Universities provides for partnerships between federal agencies and the tribal colleges and universities which could focus on careers and other subjects. Also, the American Indians and Alaska Natives temporarily hired for Census 2000 at headquarters and the regions provide a pool of employees that can be converted to full-time.

RACE AND ETHNICITY

The Office of Management and Budget report, Draft Provisional Guidance on the Implementation of the 1997 Standards for the Collection of Federal Data on Race and Ethnicity, outlined many alternatives based on research and analyses. The research conducted thus far did not include any American Indians and Alaska Natives. The report also says it did not address plans for tabulating plans for American Indian and Alaska Native tribes or detailed groups of Asian or Native Hawaiian and Other Pacific Islander populations--it does not say when or if it will or how tribal governments or the other groups will be consulted.

The reporting more than one race has implications for tabulating tribal data. What is the Census Bureau plans for tabulating and publishing tribe data? In the decennial census the tabulation and data presentation of tribes is extremely important to tribal governments because it is the only source of tribal data other than their own tribal enrollment records. Some federal agencies also use tribe data for program allocations. Most tribal enrollment records do not include social, economic, and housing characteristics. For the 1980 and 1990 censuses the code lists used for coding tribal write-ins on the questionnaire were provided to tribal governments for their review and comment so that tribal write-ins would be correctly coded and data published.

PARTNERSHIPS AND THE TRIBAL LIAISON PROGRAM

Partnerships are one of four strategies for Census 2000. How many partnerships have been formally established to work with tribal governments, urban American Indians, state recognized groups, and national/regional organizations?

The Tribal Liaison Program was one of the most successful programs implemented in the 1990 census. The Tribal Liaison Program was implemented at the Menominee dress rehearsal site and the 1996 Community Census sites of the Pueblo of Acoma and the Fort Hall Reservation and trust lands, however, reports were not available on the Census Bureau web page to review. What is the status of the program? How many tribal governments have appointed tribal liaisons? Have the manuals and training material been finalized for Census 2000? What is the schedule for training?

MASTER ADDRESS FILE

The Master Address File is the key to an accurate Census 2000 and to the American Community Survey. The American Community Survey will eventually replace the long form in the 2010 Census. The Master Address File, once completed, is the file where the samples are drawn for the American Community Survey and future demographic surveys. Tribal government involvement in building the Master Address File is critical. It is stated that tribal governments are involved for feature updates as roads and street names as well as boundary review. What is the status of tribal government involvement? How many tribal governments are actually participating and what alternatives are in place if tribal governments are not participating or not responding in a timely manner. A number of reservations, trust lands, and Alaska Native villages will be list/enumerate areas. Is there a quality control on the listing of addresses for completeness in these areas before adding to the master address file? This type of data collection could lend itself to the undercount of housing units and therefore people.

PAID ADVERTISING

The dress rehearsal evaluation for paid advertising only included Sacramento, California and the South Carolina sites. Young and Rubicam, Inc. is conducting the Census 2000 Advertising Campaign. There is an American Indian subcontractor for the advertising campaign. When will the evaluation of the paid advertising at the Menominee site by Young and Rubicam, Inc. and the American Indian subcontractor be available? In the Sacramento evaluation there is no mention of American Indians. What other evaluations are being done to evaluate paid advertising with the American Indian and Alaska Native population in urban areas and in American Indian and Alaska Native areas?

PERSON COVERAGE IN HOUSING UNITS

This coverage edit in American Indian reservation and trust land areas and Alaska Native villages is extremely important since only six people can be listed on the questionnaire. American Indians and Alaska Natives have larger families, more than one family living in a

house, or extended families than most other populations.

AMERICAN INDIAN AND ALASKA NATIVE TRIBE

In 1990, about 13 percent of persons who identified as American Indian did not write-in a tribe. What is being done to increase the reporting of tribe? What types of awareness is being conducted to educate the American Indian and Alaska Native community to write in tribes? For telephone and personal visit interviews, how are the enumerators being trained and instructed to ask for tribe?

ALASKA NATIVE VILLAGES

Remote Alaska enumeration will include most of the Alaska Natives villages. What is the status of the overall plan for remote Alaska? What operational tests and evaluations have been conducted to improve the data collection procedures for remote Alaska? When will these reports be available? How many partnerships have been established for the more than 200 Alaska Native tribal governments?

POST ENUMERATION SURVEY

The Post Enumeration Survey is used to measure the overall and differential coverage in Census 2000. The 1990 census was the first time the Census Bureau measured the coverage of the American Indian and Alaska Native population in the U.S. and American Indians living on reservations. The strata for this survey needs to include sampling strata for American Indian and Alaska Native areas (reservations, trust lands, tribal jurisdiction statistical areas, Alaska Native village statistical areas, and regional corporations) and urban areas so that coverage estimates can be produced. In 1990 the 12.2 percent undercount only applied to reservations as a whole not to individual reservations. The Census Bureau needs to explore whether coverage measures can be developed to apply to individual reservations. It is especially important if the coverage measures are used to adjust the data for state redistricting and federal programs.

OVERALL RESEARCH

The Census Bureau needs to include American Indian and Alaska Native populations and their lands areas in their research and evaluation plans, and administrative records research, and 2010 census plans.

CLOSING

Thank you again for this opportunity to present my views on Census 2000. These items were those that I thought basic to an accurate count of American Indians and Alaska Natives. I would be happy to answer any questions you may have.

Exhibit "C"

TESTIMONY OF
TAYLOR McKENZIE, M.D.
VICE-PRESIDENT OF THE NAVAJO NATION
SUBMITTED TO
THE SENATE COMMITTEE ON INDIAN AFFAIRS
MAY 4, 1999
WASHINGTON, DC

Good Morning Chairman Campbell and Vice Chairperson Inouye and members of the Senate Indian Affairs Committee. I am Taylor McKenzie, M.D., Vice-President of the Navajo Nation. Thank you for this opportunity to present the views of the Navajo Nation regarding the upcoming census. Since sampling cannot be used to conduct the census as a result of the U.S. Supreme Court ruling in January 1999, the Navajo Nation believes that there are several issues that the Congress and the Census Bureau must consider in conducting the enumeration within the Navajo Nation.

First, I let me state that the Navajo Nation is actively working with the Census Bureau in coordinated efforts to ensure accurate counting in next year's enumeration. Our proactive approach is described below.

Navajo Nation Census 2000 Complete Count Commission

To illustrate the Navajo Nation's efforts to prepare for the enumeration, the Navajo Nation Council approved the creation of the "Census 2000 Complete Count Commission" during their Spring Session held two weeks ago. The Commission will be the lead agency in conducting a Census 2000 awareness campaign throughout the Navajo Nation by reviewing activities, coordinating work, providing guidance, promoting and supporting efforts of the entities and organizations involved with the Census 2000 Operation.

The ten-member Commission will be comprised of Navajo government and private sector representatives who will serve one year and six months terms. The Commission is empowered to carry out the following:

1. On behalf of the Navajo Nation, the Commission shall provide oversight of the Census 2000 activities and encourage fellow Navajo leaders and residents, especially elected officials, to assume part of the responsibility to educate their respective chapters of the importance and benefits of a complete and accurate census count.
2. The Commission shall provide reports to the Navajo Nation Council on its activities on a quarterly basis.
3. The Commission shall develop and adopt a Navajo Nation Media Plan that will list the sources, types and usage of media available to reach the majority of the Navajo population.
4. The Commission shall promote the Census 2000 through education of the public at meetings and community events regarding the importance and benefits of a complete and accurate Navajo count.
5. The Commission shall ensure that Navajo and federal government agencies coordinate the complete count efforts from the central units to the local levels.
6. The Commission shall work closely with the three branch chiefs of the Navajo Nation government, Navajo Nation Council, Agency Councils, Local Chapters, Local Schools, BIA, IHS, U.S. Census Bureau Offices, Navajo Nation Census Advisory Committee(s) and other committees organized to assist with the promotion and implementation of the year 2000 census count.

7. The Commission shall recommend to, provide instruction to: and/or assign any Navajo governmental unit in resolving any issue which may serve as an obstacle to the successful implementation of a complete count

8. The Commission shall prepare a written activity report within thirty (30) workdays of its last scheduled quarterly meeting. Copies of such report shall be made available to the Navajo Nation Council, Office of President & Vice President, all Navajo government branches and divisions, Local Chapters, BIA, IHS, and the U. S. Census Bureau.

By creating the Navajo Nation Census 2000 Commission, we are demonstrating our responsibility to ensure an accurate count during next year's enumeration.

While we are certain the Commission will address all areas needed for accurate counting, we raise the following concerns relating to Mapping; Recruitment of Qualified Personnel (Enumerators) and Publicity.

Mapping

Mapping used by the Census Bureau must be accurate and reflect the political units of the Bureau of Indian Affairs (BIA) and the Navajo Nation. As some of you may be aware, the Navajo Nation is divided into several components, known as agencies. Please refer to the attached document for reference. This was the administrative unit used by the BIA in carrying forward its functions. However, in recent years the agency boundaries have become important to the Navajo Nation for its governmental activities, particularly in planning and service delivery. Since accurate population counts impact both planning and service delivery, it would be very helpful if the data generated in the census could be used to determine agency population. However, since those agencies cross county and state lines, the development of areas reflecting the agencies is made somewhat more complex.

At the same time, the Navajo Nation is composed of 110 Chapters, which are our local units of government. Although it would be misleading to consider the chapter as a county, they are more significant than a township or municipality, and are most comparable to counties within a state. While historically the Census Bureau has been willing to consider chapter boundaries in the Navajo Nation when conducting the Census, during the 1990 Census, a now computerized method was adopted which would only consider chapter boundaries if they followed physical features. Yet the Census Bureau had no difficulties in creating census aggregation lines along county and municipal boundaries which do not follow physical features.

The Navajo Nation understands that there are conventions, like state and county boundaries which must be considered in conducting the census. Consequently, we propose that the Navajo Nation be mapped as a whole, then lines be added to reflect state and county areas. On top of this should be added the agency boundaries. The areas which are created by the boundaries of each agency within a county, should be designated "County Census Divisions" or CCD's. These CCD's which make up each agency can then be totaled later for planning purposes for both the BIA and the Navajo Nation. Finally, with respect to the chapters of the Navajo Nation, the Census Bureau should designate these as "Minor Civil Divisions" or MCD's. This approach would recognize and respect the Navajo Nation's political subdivisions, just as the subdivisions of state and county government are currently reflected in the census.

The need for accurate mapping is also required by the nature of the land status within the Navajo Nation. Although most of the Navajo Nation is composed of trust land, there are portions of the Navajo Nation, particularly in New Mexico, where land has passed into private ownership. This area, known as the checkerboard, must be reflected in the census mapping if the census for the Navajo Nation is to be accurate.

Since the Navajo Nation presentation of testimony on Census 2000 on January 29, 1999 at the U.S. House of Representatives Committee on Government Reform Field Hearing on the Decennial Census, it has come to the attention of the Navajo Nation that some questions may exist regarding the geopolitical divisions within the Navajo Nation, particularly the chapter and

the agency. I want to take this opportunity to supplement the earlier statements of the Navajo Nation regarding these governmental units within the Navajo Nation.

The Navajo Nation is divided up into 110 chapters. The chapter is the fundamental local governmental unit within the Navajo Nation. Each chapter has popularly elected officers, president, vice-president, and secretary. These elected leaders guide the chapter administrations in providing for the local needs of the chapter's population. In many ways the chapters are similar to counties within a state. Especially with recent changes in Navajo Nation laws, the chapters are taking on more responsibilities. It is important to the Navajo Nation to have the chapters reflected in the mapping for the upcoming Census, because the chapters reflect the basic governmental voting block in the Navajo Nation. The population statistics for chapters are also helpful to determine allocation of resources to the different chapters.

At the same time, the Navajo Nation is divided into agencies. These were originally, and remain, administrative designations created by the BIA primarily for management of reservation land bases. The administrative hierarchy within the BIA divides up the United States into different "Area Offices," which are in turn divided up into agencies. Within the Navajo Nation there are 5 agencies.

While, at first, it may seem unnecessary to consider the agency boundaries in looking at the Census, it is worthwhile noting that the agency has become incorporated into the Navajo Nation political system. For example, each of the agencies have a council which considers issues common to the chapters within that agency. Further, the agency geographical subdivision is used in making reports to the Department of the Interior and the Congress. Frequently this information goes to justify resources and budgeting for the services provided within the particular agency.

Recruitment of Qualified Personnel (Enumerators)

One of the most difficult challenges faced by the Census Bureau is hiring sufficient personnel who are in a position to conduct the census. In the Navajo Nation, these individuals

must speak both English and Navajo. When recruiting, both the Census Bureau and the prospective census takers must understand that during the two months when the census is conducted, this becomes a full time occupation. Historically, the Navajo Nation has had chapter employees assist in conducting the census. However there is a misunderstanding about how much work goes into census taking, anyone conducting census activities in the Navajo Nation must understand that this is a full-time occupation for that time. If a chapter employee works on a census, he or she must take a leave of absence and be a full-time Census Bureau employee during the census taking.

Indeed, census taking is a difficult task. Usual methods, such as mail surveys will not work. It must be understood that not everyone in the Navajo Nation has a mailing address. Frequently, several family units, which are counted separately for census purpose, share the same post office box. Moreover, many persons and families receive their mail "general delivery" addresses through local trading posts. Whoever conducts the census count must understand this, and actually do the field work necessary to visit the hogans, mobile homes and other housing in the chapters. Without this understanding, the census will result in a guaranteed undercount of the Navajo Nation.

Publicity

If a census is to result in an accurate counting of our Navajo people, there must be extensive written and oral publicity surrounding the census, both in English and Navajo. Not only should this publicity explain the importance generally of the census, but it must also clarify some potential misconceptions. For example, when an individual becomes an enrolled member of Navajo Nation, he or she is given a "census number", which is used only for enrollment and membership purposes. This number has nothing to do with the 10-year census. However, some confusion may result from the use of this term; many individual Navajos who are enrolled and consequently have a census number, may believe that they have already been counted in the census conducted by the Census Bureau.

To avoid misunderstanding and undercounting in the upcoming census, adequate and extensive publicity is essential. This will also help in recruiting individuals who can work on the census and ultimately make their job easier in going into the field and actually conducting the counts.

Conducting the census is never an easy task. Although such methods as statistical sampling would be helpful, under current federal law, only an actual count may be made. If the 2000 Census is to be accurate, the key issues of accurate mapping which reflect more than just state and county boundaries, recruitment of an adequate workforce, and early and extensive publicity must be addressed. While the Navajo Nation government will assist the Census Bureau, more will be required. There must be an understanding of the unique situation and needs of the Navajo Nation. The land base of the Navajo Nation must be understood and the living conditions must be recognized. Without this understanding and appropriate actions to address these issues, an undercount of the Navajo people is likely.

The Navajo Nation appreciates this opportunity to present its views on this important topic. If there are questions or more information that the Committee needs, we will be happy to assist you. Thank you.

RESOLUTION OF THE
INTERGOVERNMENTAL RELATIONS COMMITTEE
OF THE NAVAJO NATION COUNCIL

Approving the Navajo Nation's Written Statement on
Census 2000 to be Submitted to the Senate Indian Affairs
Committee of the 106th Congress

WHEREAS:

1. The Intergovernmental Relations Committee of the Navajo Nation Council is established as a standing committee of the Navajo Nation Council, pursuant to 2 N.N.C. §821; and

2. The Intergovernmental Relations Committee of the Navajo Nation Council ensures the presence and voice of the Navajo Nation, pursuant to 2 N.N.C. §822(B); and

3. The Intergovernmental Relations Committee of the Navajo Nation Council coordinates all Navajo appearances and testimony before Congressional committees, pursuant to 2 N.N.C. §824(B)(5); and

4. On April 19, 1999, the Navajo Nation received an invitation to testify at the Senate Committee on Indian Affairs' hearing on Census 2000, Implementation in Indian Country on May 4, 1999, attached hereto as Exhibit "A"; and

5. Vice President Taylor McKenzie, M.D. will testify on behalf of the Navajo Nation; and

6. On January 29, 1999, Vice President McKenzie testified before the House Committee on Government Reform Census Subcommittee at a field hearing in Phoenix, Arizona regarding Census 2000 and was approved by Resolution IGRJA-5-99, attached as Exhibit "B"; and

7. The Navajo Nation's written statement to be submitted to the Senate Committee on Indian Affairs includes additional information not expressed at the aforementioned field hearing; and

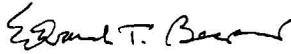
8. The Navajo Nation's written statement on Census 2000 for the oversight hearing of the Senate Indian Affairs Committee of the 106th Congress is attached as Exhibit "C".

NOW THEREFORE BE IT RESOLVED THAT:

The Intergovernmental Relations Committee of the Navajo Nation Council approves the attached written statement of the Navajo Nation on Census 2000 to be submitted to the Senate Indian Affairs Committee of the 106th Congress.

CERTIFICATION

I hereby certify that the foregoing resolution was duly considered by the Intergovernmental Relations Committee of the Navajo Nation Council at a duly called meeting at Window Rock, Navajo Nation (Arizona), at which a quorum was present and that same was passed by a vote of 9 in favor, 0 opposed and 0 abstained, this 22nd day of April, 1999.



Edward T. Begay, Chairperson
Intergovernmental Relations Committee

Motion: Mark Maryboy
Second: Wallace Charley

TESTIMONY

PRESENTED TO

THE SENATE SELECT COMMITTEE ON INDIAN AFFAIRS

HEARING ON CENSUS 2000

Implementation in Indian Country

PRESENTED BY

GREGORY A. RICHARDSON, MEMBER
CENSUS ADVISORY COMMITTEE ON AMERICAN INDIAN AND ALASKA
NATIVE POPULATIONS

EXECUTIVE DIRECTOR
NORTH CAROLINA COMMISSION OF INDIAN AFFAIRS

ENROLLED MEMBER
HALIWA-SAPONI INDIAN TRIBE
HOLLISTER, NORTH CAROLINA

MAY 4, 1999

WASHINGTON, D.C

Written Testimony of Gregory (Greg) A. Richardson, Member Census Advisory Committee on American Indian and Alaska Native Populations presented to the Senate Select Committee on Indian Affairs May 4 1999, 9:30 a.m. Washington, D.C

Good morning Mr. Chairman and members of the Senate Select Committee on Indian Affairs! My name is Greg Richardson, and I am a member of the Census Advisory Committee on American and Alaska Native Populations. I am an enrolled member of the Haliwa-Saponi Indian Tribe of North Carolina. I am also the Executive Director of the North Carolina State Commission of Indian Affairs. In North Carolina, I serve as the State Liaison for the State Designated American Indian Statistical Areas Program.

I bring you greetings from the great state of North Carolina and from the Indian population represented by seven Indian tribes and three urban Indian center associations in North Carolina. North Carolina is home to over 80,000 American Indians, and we have the largest American Indian population of any state east of the Mississippi River.

My role here today is to speak to you about the implementation of the Year 2000 Census. I have served on the Census Advisory Committee on American Indian and Alaska Native Populations since 1996. I am honored to sit before you today as you address the implementation of the Year 2000 census. My testimony today will perhaps be somewhat different from the testimony of my colleagues, because I did not grow up on an Indian reservation and because I am not a member of a federally recognized tribe. Nevertheless, I am an American Indian, and my tribe has a long-standing historic relationship with the state government of North Carolina, and is legally recognized as such. I attended grammar school at the old Haliwa Indian School, an old wood-frame building in rural Warren County, North Carolina. Haliwa Indian School was built by the individual efforts of our tribal members, during a time period in North Carolina history when there were public schools for Whites and Blacks, but no schools for Indians in our community. After several years of operating solely from tribal support, state funding was authorized for our school.

The U.S. Department of Commerce/Bureau of the Census has generally done a good job in terms of planning for the Year 2000 Census, in my humble opinion. The authorizations of the Census Advisory Committees on the American Indians (the first Americans) and Alaska Natives, African American, Asian and Pacific Islanders, and Hispanic Populations have been extremely important in terms of consultation with communities represented by these committee members. Therefore, I urge you to continue the authorization of legislation that will assure that these communities are represented as plans are developed for all future censuses.

Since 1995, the Bureau of the Census has been engaged in the planning and development for the next decennial census. As we know, the United States Constitution requires that a census be taken every ten years and that every US citizen be counted, if possible. This supreme mandate for enumeration is without regard to whether people live on Indian reservations, in rural North Carolina, the inner city, or in Alaska Native Villages.

The work of planning and organizing for a new census is not a simple task. It is time consuming, and in order to assure that the job is done effectively, fair and equitable requires a great deal of technical knowledge, research and federal appropriations. However, American Indians have historically been inadequately informed about the importance of being counted, have never really been made a formal partner to the process and have thus been under counted during each decennial census in the past.

According to the 1990 Census, 1.9 million American Indian citizens reside in the United States, which makes up approximately 1.2 percent of the total population. The census data indicates that there were 150 different languages spoken by this population, that there were 532 federally recognized tribes in 1990, and that 22 percent of the Indian population lives on 500 reservations. Additionally, census data indicate that 62 percent of the US American Indian population lived outside of Indian reservations. Considering the

data, it is alarming that very few policies or programs are in place at the Bureau of Census to assure a complete count of American Indians who live on Indian reservations, outside Indian reservations, in rural or urban communities. With this in mind I want to take this opportunity place several questions before the Senate Select Committee on Indian Affairs regarding these issues and they are as follows

1 Have we gone far enough to assure that every American Indians are counted during the Year 2000 census?

I am not convinced that we have gone far enough! Dress rehearsals conducted among the American Indian population were very limited, and the effectiveness, success, and relativity to varied Indian community settings is questionable. In my opinion, the Dress Rehearsals have not been terribly effective. For example, during the South Carolina Dress Rehearsal, American Indian data was NOT collected. However, South Carolina is located in the regional service area of the Census Bureau's Charlotte, North Carolina office, and there are four Indian reservations in that region; seven Indian tribes are located in North Carolina alone, nevertheless, no Indian data was collected! I think this was a major oversight and steps should be taken to correct this matter, because a major under count will severely reduce funding appropriations for public schools, highways, housing and other programs that will improve Indian communities

2 Have we gone far enough to recognize tribal sovereignty and the government-to-government relationship between Indian tribes and the Bureau of the Census?

I do not think so! I recommend that the Bureau of the Census fully recognize Indian tribal sovereignty and thus strengthen the government-to-government relationship with Indian tribes. Improving the relationship between the census bureau and tribes would assuredly be positive steps towards fulfilling the federal commitment to Indian tribes as written in an Executive Order issued by President Clinton

3 Have the tribes been made full partners with the Bureau of the Census, in terms of planning for the Year 2000 Census?

The programs developed by the Bureau of the Census for the purpose of advertising the Year 2000 census in Indian communities should be improved. These programs should be required to partner with tribes and other Indian entities to perform this work. Who can reach tribal community members better than tribal governments? Who knows the Indian community better than Indian leadership from the Indian community? I recommend that the Bureau of the Census develop formal partnerships and collaborative working agreements with tribes and other Indian agencies to assure that the TOTAL Indian community is reached and that the advertisements are culturally sensitive.

I think the Statistical Area Programs developed by the Bureau of the Census are good examples of how partnerships can be developed with tribes. These programs are quasi partnership programs, because they rely on tribal leaders to provide information, designate tribal boundaries, and provide an opportunity for state governments to provide input into this process. This program, in my opinion, places Indian tribes and other Indian agencies into a quasi government-to-government relationship with the Bureau of the Census, and should be continued and enhanced

4. Has the Bureau of the Census performed adequate outreach in Indian communities and employed American Indians in policy making positions at the state, regional, and federal level in preparation for the Year 2000 Census?

The answer to this question is, not sufficiently enough! Currently, there few American Indians are employed in policy making positions at the Bureau of the Census. Most American Indians employed at the Bureau of the Census are employed at the GS-10 pay grade or lower, with very few employed at the GS 14-15 pay grade. What I find most troublesome is the fact that, in comparison to other minority

groups, there are no American Indians holding positions at the Deputy Assistant Secretary (or equivalent) level

There are many questions that could raise here today, however, in the interest of time I will end my questions here. Instead, I will move on and give you several recommendations for improving the implementation of the Year 2000 census.

We must develop ways to assure that the American Indian population is NOT under counted! Therefore, I recommend that

1. The Bureau of the Census should continue the following American Indian and Alaska Native Geographic Area Programs

The Statistical Area Programs

-Tribal Jurisdiction Statistical Area Program (TJSAs) Program

Definition: The Tribal Jurisdiction Statistical Area Program (TJSAs) should be continued. Geographic areas are delineated by federally recognized Indian tribes in Oklahoma that do not have a reservation. Generally defined to encompass the area over which one or more tribal governments have jurisdiction.

Status: Tribal governments can insert their boundaries into the TIGER data base. It is my understanding that 38 of the 39 tribes participated in this program. The Kansas City Regional Census Center Geographic and tribal staff have worked to obtain plans from tribes. It is also my understanding that the program is open to participation through June 1999. I suggest that this program be extended to September 30, 1999 to coincide with the end of the federal fiscal year and to give tribes three additional months to insert their boundary information into the TIGER data base.

-Tribal Designated Statistical Areas (TDSAs) Program

Definition: Geographic area delineated by federally recognized Indian tribes in states other than Oklahoma not located on a reservation. Generally defined to encompass the areas of a concentration of tribal membership or an area where the tribe provides services or benefits.

Note: the TDSA program will include Alaska Native Tribes that are not included in the Alaska Native Claims Settlement Act. (P.O. 92-203)

Status: The Geography Division of the Bureau of the Census prepared the final criteria for the TDSA program. A review by the Census Bureau's Statistical Areas Committee (SAC) was to occur in December 1998. In addition, the Census Bureau was to verify the list of federally recognized tribes to determine the potential universe of participation. The final work on this program is to be completed by December 1999.

-State Designated American Indian Statistical Areas (SDAISAs) Program

Definition: Geographic areas delineated by a state liaison designated by the governor for state-recognized American Indian tribes without a reservation. Generally defined to encompass the area of a concentration of tribal membership or an area where the tribe provides services or benefits.

Status: The Bureau of the Census contacted each state to obtain the name of a liaison and information about the existence of state-recognized Indian tribes during the summer of 1999. A total of 28 of the 49 states (excluding Hawaii) responded. The Geography Division is preparing specialized letters for each state either requesting a liaison or verifying or clarifying the information provided in their response.

The Geography Division was required to prepare the final criteria for the Statistical Designated American Indian Statistical area program. This review is to be completed by December 1999.

This is a very valuable program because of the fact that according to the 1990 census 62 percent of the US American Indian population resided outside Indian reservations in other rural and urban communities. Therefore, if the Bureau of the Census is to meet its constitutional mandate to count every American citizen, the State Designated American Indian Statistical Area Program will assure that an accurate count is achieved.

-Alaska Native Village Statistical Areas (ANVSAs) Program

Definition: Geographic areas delineated by federally recognized Alaska Native Village officials or by a representative of the nonprofit Alaska Native Regional Corporation. This program represents the settled areas of each Alaska Native Village recognized pursuant to the Alaska Native Claims Settlement Act (ANVSA-P L 92-203).

Status: The Geography Division is required to prepare the final criteria for this program. The Census Bureau's Statistical Areas Committee (SAC) was planned for December 1998. In addition, the Census Bureau was to verify the list of federally recognized Alaska Native Villages under ANVSA and as an adjunct, those tribes that qualify for the TDSA program to determine the potential universe of participants.

-Participant Statistical Area Program (PSAP)

Definition: The PSAP provides the opportunity for qualifying federally recognized tribes with a land base or a TISA to delineate census tracts, block groups, census designated places and /or census county divisions for Census 2000. Participating tribes must qualify, based on population thresholds required for each program.

Status: The Bureau of the Census was to deliver annotation maps to participating tribes by February 1999.

Legal Area Programs

-1998 Boundary and Annexation Survey (BAS) Program

Definition: The BAS is a survey designed to update the information that the Census Bureau has on file about the legal boundaries and names of federally recognized American Indian reservations and off-reservation trust lands (both tribal and individual trust lands). The Census Bureau was to mail the surveys directly to designated tribal officials.

Status: The 1998 BAS has been completed. Of the 310 American Indian areas included in the survey 86 responded, or 27.5 percent.

-1999 Boundary and Annexation Survey (BAS) Program

Definition: The BAS is a survey designed to update the information the Census Bureau has about the legal boundaries, and names of Federally recognized American Indian reservations and off reservation trust lands (both tribal and individual trust lands). The Census Bureau mailed the survey directly to designated tribal officials.

Status: To improve the response for 1999, the Census Bureau made significant changes to the 1999 BAS.

This program should be continued because it provides an opportunity for the Bureau of the Census and Indian tribes to enter into partnership agreements

-2000 Boundary and Annexation Survey (BAS)

Definition The BAS is a survey designed to update the information the Bureau of the Census has on file about the legal boundaries and names of federally recognized American Indian reservations and off-reservation trust lands (both tribal and individual trust lands)

Status To improve the response for 1999, the Census Bureau is making significant changes to the 1999 BAS

-The Regional Bureaus of the Census Center staff will conduct the 2000 BAS through their Geographic and Tribal Specialist

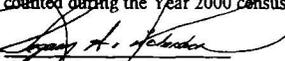
-Regional Census Bureau Center staff will work directly with the tribes and provide direct assistance to facilitate responses

In closing, I would like to take another opportunity to encourage the Bureau of the Census to Develop formal partnerships or collaborative agreements with Indian tribes and state governments that serve Indian citizens to assure that the American Indian population is not under counted I especially want to encourage the Senate Select Committee on Indian Affairs to seriously consider the following initiatives

a Developing an American Indian Census Promotion Program The Bureau of the Census should develop collaborative working agreements and partnerships with Tribes and other Indian agencies to promote the Year 2000 Census and all future censuses Therefore, a program such as this would provide an opportunity for the Bureau of the Census to work directly with tribes through its regional offices and formerly promote the census in Indian communities This is very necessary because many tribes do not have the resources to promote the census on their own

b Continue the Census Advisory Committee on the American Indian and Alaska Native Populations I believe that it is very important to continue this committee if the Bureau of the Census is to provide an adequate count of the American Indian population This committee provides a very important bridge of communication between the Census Bureau, tribal governments and Indian citizens in the United States The program promotes cultural diversity and provides opportunities for new partnerships to be forged Therefore, I urge you to reauthorize appropriations for this committee

Mr. Chairman and members of the Senate Select Committee on Indian Affairs, thank you for allowing me the opportunity and honor to address you today. I hope that you will continue to support the efforts of the Bureau of the Census and work to assure that the American Indian population of the United States is fully counted during the Year 2000 census


Gregory A. Richardson

Member
Census Advisory Committee on American Indians and Alaska Native Populations