

2007 American Indian and Alaska Native Tribal Consultations

Issued October 2008

Final Report

2010 American Indian and Alaska Native Program



USCENSUSBUREAU



ACKNOWLEDGMENTS

Our gratitude is extended to the many tribal leaders and other American Indian and Alaska Native (AIAN) participants who attended the 2007 federally recognized tribal consultation meetings and whose comments are contained in this report. We also appreciate the support and advice of members of the Census Advisory Committee on the American Indian and Alaska Native Populations, as well as the National Congress of American Indians, a member of the 2010 Census Advisory Committee.

Census Bureau's executive staff participants included: **Charles Louis Kincannon**, Director; **Preston Jay Waite**, Deputy Director; **Marilia Matos**, Associate Director for Field Operations; and **Daniel H. Weinberg**, Assistant Director for American Community Survey and Decennial Census.

The following headquarters Census Bureau staff were presenters: **Tim Olson**, Field Division; **Bettye Moohn** and **David Wycinsky, Jr.**, Field Division, Partnership and Data Services Branch; **Jamie Rosenson**, **Barbara Saville**, **Josh Coutts**, and **Vince Osier**, Geography Division; **Claudette Bennett** and **Stella Ogunwole**, Population Division; **Dave McMahon**, Public Information Office; and **Kendall Johnson**, Census 2010 Publicity Office.

The following regional office staff were presenters: **George Grandy, Jr.**, **Reginald Bigham**, **Foster Marriner**, and **Wes Flack**, Atlanta; **Kathleen Ludgate** and **Michael Horgan**, Boston; **William W. Hatcher**, Charlotte; **Marilyn Sanders** and **Gail Krmenech**, Chicago; **Gabriel A. Sanchez** and **Jeff Behler**, Dallas; **Cathy Lacy Illian**, **Vicki McIntire**, and **Jan Jacobs** (Osage), Denver; **Dwight P. Dean** and **Elaine Wagner**, Detroit; **Dennis R. Johnson**, **Sydnee Chattin-Reynolds**, and **Craig Best**, Kansas City; **James T. Christy** and **Tim McMonagle**, Los Angeles; **Lester A. Farthing**, New York; **Ralph J. Lee**, **Mike Burns**, **Rick Campbell**, and **Wendy Hawley**, Seattle.

Joanna Mounce Stancil (Shawnee), Field Division, Partnership and Data Services Branch, 2010 AIAN Program Manager, facilitated the consultation meetings and had primary responsibility for the meetings and the report. **Anita Lembo**, Field Division, Partnership and Data Services Branch, provided invaluable assistance for these meetings and the editing of this report.

We also acknowledge the advice of headquarters and regional office staff who contributed to the review of this report. The 2010 AIAN Working Team, chaired by **Dee Alexander** (Cheyenne-Arapaho), Decennial Management Division, provided invaluable input on the planning of these meetings and review of background materials and this report.

Kauffman & Associates, Inc. (KAI), an American Indian-owned 8(a) firm, was contracted to provide logistical support for the tribal consultations. Special thanks goes to **Hector Maldonado**, Project Manager, and **Cheryl Ellenwood**, Project Assistant, for their diligent work in outreach and communications to tribal leaders and intertribal alliances in getting successful tribal participation.

TABLE OF CONTENTS

1. List of Tables (1-31)	iii
2. List of Online Appendices	iv
3. Executive Summary	v
4. Introduction	1
5. The 2010 Census Tribal Consultation Process	3
Tribal Consultations	3
2010 American Indian and Alaska Native (AIAN) Program	3
American Indian and Alaska Native Policy	4
6. Consultation Logistics and Preparation	5
Tribal Contractor Support	5
Intertribal Alliance Partnerships	7
Background Materials	7
Meeting Agenda and Structure	7
Consultation Participants and Materials	8
7. Overarching Issues	11
Classification of Tribes	11
Accuracy and Limitations of Census Data	13
Tribes' Involvement in Decision Making	18
Communicating the Value of the Census to Tribes	20
8. American Community Survey (ACS)	23
Tribal Data Accuracy	23
ACS Sample Threshold	24
Tribal Response to ACS	24
Data Comparison With Previous Censuses	24
9. Consultation Topics	25
Classifying and Tabulating AIAN Responses in the 2010 Census	25
Geography Counts: Make the 2010 Census Work for Your Tribe	35
How to Best Reach AIAN Communities	44
Establishing Partnerships for a More Accurate 2010 Census	56
2010 Census Recruiting Program: How Tribal Governments Can Help Recruit for Census Jobs	65
10. Conclusion	69

LIST OF TABLES (1-31)

Table 1: Consultation Locations, Dates, and Total Participation	6
Table 2: Agenda Topic Outline	8
Table 3: Tribal Delegates by Consultation Meeting.....	9
Table 4: Recommendations for Tribal Classification.....	12
Table 5: Recommendations for Accuracy and Limitations of Census Data	17
Table 6: Recommendations for Involving Tribes in Decision Making.....	20
Table 7: Recommendations for Communicating the Value of the Census	22
Table 8: Classifying and Tabulating AIAN Responses in the 2010 Census	26
Table 9: Recommendations for Reporting Tribal Names on Census Questionnaires	28
Table 10: Recommendations for Use of Correct Name on Census Publications	29
Table 11: Recommendations for Classification System in Census Publications.....	32
Table 12: Recommendations for Changing the Race Question.....	34
Table 13: Recommendation for Reporting Race for Head of Household	35
Table 14: Geography Counts: Make the 2010 Census Work for Your Tribe	36
Table 15: Recommendations for Tribally Owned Land Not in Trust.....	37
Table 16: Recommendations for Boundary Issues.....	38
Table 17: Recommendations for Census Designated Places and Census Block Groups.....	41
Table 18: Recommendation for Increasing Accuracy of Occupancy Rates	41
Table 19: Recommendation for Accessing Data Using the Census Web Site.....	43
Table 20: How to Best Reach AIAN Communities.....	44
Table 21: Ideas for Developing Effective Partnerships	46
Table 22: Recommendations for Tribal Involvement.....	47
Table 23: Communication Methods and Strategies.....	48
Table 24: Suggested Approaches for Messaging and Strategies.....	51
Table 25: Motivating Messages	52
Table 26: Establishing Partnerships for a More Accurate 2010 Census.....	56
Table 27: Recommendations for Supporting the Role of the Tribal Leaders	59
Table 28: Recommendations for a Quarterly Newsletter	63
Table 29: Recommendations for Building Trust.....	64
Table 30: How Tribal Governments Can Help Recruit for Census Jobs	65
Table 31: Recommendations for Recruiting AIAN People	67

LIST OF ONLINE APPENDICES

Appendices may be obtained at <<http://factfinder.census.gov/home/aian/index.html>>.

Appendix A: List of Tribal Alliance Partners

Appendix B: Background Materials

Appendix C: Sample Agenda

Appendix D: Potential AIAN Tribal Response(s) to the Question on Race

Appendix E: AIAN Tribes for the United States from Census 2000 (PHC-T-18, Table 1)

Appendix F: Draft American Indian and Alaska Native Policy

For more information on the 2010 Census, please visit <www.census.gov/2010census/>.

EXECUTIVE SUMMARY

In 2007, the U.S. Census Bureau headquarters took steps to improve its ongoing government-to-government relationship with federally recognized American Indian and Alaska Native (AIAN) tribes by conducting 14 consultation meetings with tribal representatives. The objectives of the consultation meetings are listed below.

- Improve two-way communications with tribal officials.
- Create an opportunity for AIAN governments to raise issues and Census Bureau to gain insight into key issues.
- Build partnerships and collaboration on issues of mutual concern.
- Identify issues requiring input and participation.
- Promote innovative methods for further consultation.
- Involve tribes in the decision-making process.
- Build a permanent relationship between tribal governments and the Census Bureau.

This report provides an overview of the consultation meetings, summarizes key issues discussed, and lists recommendations received from tribal delegates.

The term “tribal delegate” is used throughout this report and refers to the tribal leaders and/or their designees who attended any of the 14 tribal consultation meetings. When comments listed come directly from a tribal leader, that reference will be included.

The consultation meeting agenda included five Census Bureau programmatic areas for discussion: (1) Racial Statistics, (2) Geography, (3) 2010 Census Publicity Campaign, (4) Partnership and Data Services, and (5) 2010 Recruiting Program. These Census Bureau programmatic areas created a framework for the consultation meetings, which led to tribal delegates raising the four key issues outlined below.

Classification of Tribes as “Racial Groups” Rather Than as “Sovereign Nations”

A primary issue raised by the tribal delegates is that in the question about race in the decennial census, data on the AIAN population and tribal affiliation are collected using a check box and write-in space, respectively. This creates the perception that federally recognized tribes are racial and not political entities. Tribes are sovereign governments, and the classification of tribes as “racial groups” could be thought to undermine tribal sovereignty and erodes the special relationship that the government has with federally recognized tribes. The tribal delegates recommended adding a new question, separate from the race question, to the 2010 Census questionnaire that asks if a respondent is a member of a federally recognized tribe and to provide the tribe name. Tribal delegates added that the Census Bureau should provide a listing of all the federally recognized tribes with numeric codes to avoid handwriting, spelling, and other errors made when the name of the enrolled or principal tribe is written on the census questionnaire. Thus, the participants recommended that there should be two questions on the census questionnaire, one to count members of federally recognized tribes, and another to count members of the AIAN population.

Accuracy and Limitations of Census Data

Tribal delegates expressed a belief that the AIAN population is seriously undercounted in census data, and many tribal delegates pointed to their enrollment numbers as being the true reflection of their count. The tribal delegates understood that the census count cannot be substituted with tribal enrollment figures. However, several recommended that the Census Bureau identify mechanisms for more complete reporting of an individual's enrolled tribe, such as the inclusion of a numerical code for each tribe on the tribal enrollment or identification card. This numerical code could then be reported on census questionnaires. Tribal delegates were also concerned about how other agencies use AIAN data. They stated that the Office of Management and Budget's (OMB) definition of AIAN, which is the guideline that the Census Bureau uses to collect data on race, does not provide useful information for funding, and it undermines tribal sovereignty. They mentioned that the OMB definition of AIAN should not include "cultural groups" or South and Central American Indians, as they do not have a unique political relationship with the federal government. Still, agencies use census data on tribes rather than tribal enrollment numbers. The participants recommended that the Census Bureau should convene an interagency task force to discuss the process for collecting, tabulating, and presenting AIAN data.

Tribes' Involvement in Decision Making

Another overarching issue identified by tribes was the involvement of tribes in the decennial census decision-making process. Tribal delegates expressed that consultation should happen in the early planning stages to ensure that tribal input is considered in all decisions. They also recommended that future consultations include all agencies relevant to the decennial census process, including OMB.

Communicating the Value of the Census to Tribes

Tribal delegates explained the importance of identifying and communicating the value of the census to tribes, as there are benefits previously communicated that are no longer effective. The historical benefits (e.g., economic, planning, reapportionment) may no longer be effective methods for encouraging participation. For example, some tribes that have prospered by gaming and other economic ventures may not be as dependent on federal funding. If so, the message that census data will help them receive a more equitable allocation of federal funding may not be seen as a benefit. Tribal delegates recommended that the Census Bureau conduct effective partnership, marketing, and promotional activities to maximize participation in the 2010 Census.

While tribal delegates identified various issues and concerns, most were appreciative of the Census Bureau's efforts to include them in the 2010 Census process. They encouraged the Census Bureau to continue the positive momentum gained from these consultations. They were also pleased to learn that each Census Bureau regional office plans to meet individually with the tribes in their region. Where feasible, tribes want the Census Bureau to use the information learned at the consultations for the 2010 Census process. If the input provided by tribes cannot be included in the 2010 Census process, then tribes encouraged the Census Bureau to incorporate their recommendations during the planning process for the census in 2020.

INTRODUCTION

Tribal consultation is the cornerstone of the Census Bureau's government-to-government relationship with federally recognized tribal governments. It is through consultation that the Census Bureau makes sounder decisions and develops effective programs for conducting the census with American Indians and Alaska Natives (AIANs).

This report provides an overview of the 14 tribal consultation meetings. However, the report is not a verbatim account of the discussions that occurred between the tribal delegates and Census Bureau representatives. Rather, the report outlines key issues discussed as well as a succinct reporting of the input received from tribal delegates. Not all comments, issues, or recommendations were discussed at every meeting.

Final Report Organization

Following this introduction, the report considers four overarching issues raised by tribes that transcend the specific topics on the agenda. The "Overarching Issues" section contains an understanding of the issue, a discussion of why the issue is important to tribes, and a list of recommendations offered by tribes to address the issue.

The remaining sections of the report present feedback provided by tribal delegates on each of the consultation topics. Comments have been consolidated with subheadings that correspond to the discussion questions provided in the background materials.

"... it is going to be important that the Census Bureau realize that they need to work directly with the tribes because we're the ones that are going to make it happen."

**John Antonio, Sr.
Governor, Pueblo of Laguna
Albuquerque Consultation**

The goals established for these consultations were aligned with the recommendations received from focus groups. These goals helped the Census Bureau identify objectives and key topics for the 14 consultation meetings that were scheduled for the summer and fall of 2007.

The goals for these consultation meetings are listed below.

- Build on the government-to-government relationship in preparation for the 2010 Census.
- Gain input from tribal leadership to help to improve within-household coverage.
- Increase the response rate for the 2010 Census.
- Obtain information on topics pertinent to the census in Indian Country.



THE 2010 CENSUS TRIBAL CONSULTATION PROCESS

The following section describes the Census Bureau's consultation process, including the 2010 AIAN Program and the AIAN Policy.

2010 AIAN Program

The Partnership and Data Services staff in the Field Division of the U.S. Census Bureau is responsible for the development and implementation of outreach and promotion activities. The staff's goal is to assist in obtaining a complete and accurate census count in 2010 among all residents, including AIAN populations. To successfully fulfill this objective, the Partnership and Data Services staff is responsible for the 2010 Census AIAN Program. This program is one part of the overall outreach and promotion efforts directed at building awareness about the importance of the census and motivating response to the census in tribal communities across the country.

The Partnership and Data Services Program for the 2010 Census is carried out by the Census Bureau's 12 regional offices and is developed and coordinated by the Partnership and Data Services staff in the Field Division at headquarters. In addition, the 2010 Census AIAN Program is charged with leading the Census Bureau's consultation process with federally recognized AIAN tribes. The Census Bureau acknowledges that consultation is a vital part of the government-to-government relationship with each of the federally recognized tribes.

Tribal Consultations

Tribal consultation is defined as an enhanced form of communication that emphasizes trust and respect. It is a shared responsibility that allows an open and free exchange of information and opinion between parties that leads to mutual understanding and comprehension. Tribal consultation helps to:

- Improve two-way communications with tribal officials.
- Create an opportunity for AIAN governments to raise issues and the Census Bureau to gain insight into key issues.
- Build partnerships and collaboration on issues of mutual concern.
- Identify issues requiring input and participation.
- Promote innovative methods for further consultation.
- Involve tribes in the decision-making process.
- Build a permanent relationship between tribal governments and the Census Bureau.

AIAN Policy

The tribal consultation meetings also provided an opportunity for the Census Bureau to announce and discuss its draft AIAN Policy. A copy of the Federal Register notice requesting comment on the draft AIAN Policy is included in Appendix F, which can be accessed online at <<http://factfinder.census.gov/home/aian/Appendix-F.pdf>>. A key tenet of the draft policy statement is tribal consultation. The Census Bureau's draft AIAN Policy is in keeping with Executive Order 13175 and the Commerce Department's 1995 AIAN Policy. The U.S. Government has a unique legal and political relationship with Indian tribes and a special relationship with Alaska Native entities as provided in the U.S. Constitution, treaties, statutes, executive orders, and court decisions (specifically, Executive Order 13175, dated November 6, 2000). Consultation and coordination with Indian tribal governments was reaffirmed on September 23, 2004.

Currently, there are 562 federally recognized tribal governments in the U.S. Each tribe is a sovereign nation and as such, "The United States recognizes the rights of Indian tribes to self-government and supports tribal sovereignty and self-determination" (Section 3(c) of Executive Order 13175).



CONSULTATION LOGISTICS AND PREPARATION

Headquarters Census Bureau Support

In March of 2007, an invitation letter was sent from Census Bureau Director Charles Louis Kincannon to all federally recognized tribes notifying them of the consultation meetings. As part of their ongoing working relationship with federally recognized tribal governments, the census regions will be conducting one-on-one consultations with each federally recognized tribal government within their region.

Tribal Contractor Support

To assist with the consultations, the Census Bureau contracted with Kauffman & Associates, Inc. (KAI), a small American Indian-owned firm, to provide logistics and support services. KAI conducted secondary research to support the selection of dates and locations for the 14 recommended tribal consultations. KAI generated a database of AIAN tribes and intertribal organizations in the U.S. to assist in contacting these groups to formally invite them to the consultations. All federally recognized tribal governments were notified and invited to attend. KAI also developed a calendar of events in Indian Country to help minimize scheduling conflicts between the proposed consultations and important tribal organization events.

Research indicated that it would be mutually beneficial to conduct multiple tribal consultation meetings for those Census Bureau regions with a high number of AIAN governments. The Census Bureau was able to provide stipends for airfare, lodging, and per diem for 194 official tribal delegates. Other tribal delegates attended at their own expense. More information on tribal delegates may be found in Section 5: Consultation Participants and Materials.

The Census Bureau collaborated with federally recognized AIAN tribes via the following methods.

- Partnering with intertribal alliances to form a delegation and to reach out to nonmember tribes in their area.
- Communicating with tribes directly and inviting them to participate as delegates.
- Collaborating with state Indian affairs offices.

Based on the research, KAI identified the following selection criteria for the meeting logistics.

- **Tribal leader accessibility:** The primary goal in selecting locations was to facilitate the attendance of tribal leaders. To meet this goal, proposed consultation dates did not conflict with major AIAN events (e.g., National Indian Education Association, National Congress of American Indians, National Indian Gaming Association, and Alaska Federation of Natives).
- **Airport accessibility:** To facilitate air travel to consultations, locations were selected that had easy access to major airports. All proposed locations, with the exception of the Navajo Nation, were within a 1-hour driving distance from a major airport.
- **Tribally owned facilities:** The Census Bureau sought to hold consultations in AIAN-owned facilities wherever possible. The Census Bureau was able to host 10 of the 14 consultations in AIAN-owned facilities.
- **Geographic location:** To maximize accessibility to all AIAN tribes, the consultation locations were dispersed throughout the U.S. reflective of the concentration of tribes. In addition, consultations were held in eight of the 12 Census Bureau regions.

KAI sent a letter to tribal governments providing additional information and promotion regarding the consultation meetings.

The schedule and number of attendees for each of the 14 tribal consultations is provided in Table 1. Attendees included tribal delegates, Census Bureau staff, tribal organizations, and others.

TABLE 1: Consultation Locations, Dates, and Total Participation

Location	Date	Attendees
Palm Springs, CA	June 5, 2007	43
Charlotte, NC	June 26, 2007	32
Green Bay, WI	July 17, 2007	37
Tulsa, OK	July 19, 2007	48
Navajo Nation/Window Rock, AZ	July 24, 2007	27
Seattle/Shelton, WA	July 26, 2007	33
Welch/Prairie Island/St. Paul, MN	August 7, 2007	40
Syracuse, NY	August 9, 2007	26
Rapid City, SD	August 28, 2007	45
Sacramento, CA	August 30, 2007	52
Albuquerque, NM	September 6, 2007	48
Miami, FL	September 20, 2007	25
Anchorage, AK	September 25, 2007	82
Phoenix, AZ	September 28, 2007	40

To ensure the consultation meetings would meet Census Bureau expectations, the first consultation in Palm Springs, CA, served as the pilot and helped answer the following questions.

- Was the outreach effective and did it ensure proper attendance?
- Did the onsite consultation process work well?
- Did the consultation site and facility meet the needs of tribal delegates?
- What improvements do tribal leaders recommend for future consultations?

The answers provided by the tribal delegates in this pilot consultation assisted the Census Bureau in preparing for the 13 subsequent consultations.

Intertribal Alliance Partnerships

To improve the opportunity for enlisting the participation of as many federally recognized tribes as possible, the Census Bureau enlisted the assistance of intertribal alliances. These alliances represent and address the common interests and needs of the tribal governments they represent. The alliances helped coordinate a delegation from among their tribal government membership to attend one of the consultation meetings. Tribes that do not belong to an intertribal alliance were also invited to participate in the consultation process.

Input from the intertribal alliances and tribal governments helped determine the most effective dates and locations to ensure maximum attendance by tribal delegates. The complete list of alliances can be found in Appendix A, which is available online at <<http://factfinder.census.gov/home/aian/Appendix-A.pdf>>.

Background Materials

The Census Bureau mailed background materials to the 562 federally recognized tribes prior to the first consultation meeting. The background materials provided specific information regarding six census programs. This resource document was designed to help tribal leaders prepare for the consultation meetings and to be more informed decision makers. The background materials can be found in Appendix B, which is available online at <<http://factfinder.census.gov/home/aian/Appendix-B.pdf>>.

The background materials also provided answers to frequently asked questions about the census. In addition, discussion questions were included at the end of each section. For tribal leaders who could not attend a consultation meeting, instructions were provided on how to submit their comments. The document contained information on the following Census Bureau programs.

- Partnership and Data Services.
- 2010 Census Publicity Campaign.
- Geography.
- 2010 Census Recruiting.
- Racial Statistics.
- American Community Survey.

At each consultation, tribal delegates were encouraged to share their insights, make recommendations, and discuss concerns and issues regarding each of these programs in preparation for the 2010 Census.

Meeting Agenda and Structure

The consultation agenda was designed to be flexible, to stimulate discussion, and to obtain tribal input regarding five specific Census Bureau programs and topics of interest to tribal delegates. Information regarding the American Community Survey (ACS) was also included in the background materials, but the ACS was not a formal topic. Rather, this topic was addressed at each consultation as questions arose from tribal delegates.

Issues discussed during the consultation meeting represented concerns and recommendations from specific tribes, as well as those common to other tribes belonging to each of the intertribal alliances. The consultation agenda allowed for a brief presentation that included an overview of the Census Bureau and each of the following programmatic and topic areas shown in Table 2.

TABLE 2: Agenda Topic Outline

Census Bureau Programmatic Area	Consultation Topic
Racial Statistics	Classifying and Tabulating AIAN Responses in the 2010 Census
Geography Program	Geography Counts: Making the 2010 Census Work for Your Tribe
2010 Census Publicity Campaign	How to Best Reach AIAN Communities
Partnership and Data Services	Establishing Partnerships for a More Accurate 2010 Census
2010 Recruiting Program	How Tribal Governments Can Help Recruit for Census Jobs

The Census Bureau made brief presentations to provide background information prior to opening the discussion for each of the consultation topics. Although not an official agenda topic, the ACS was included in each discussion. A sample agenda can be found in Appendix C, which is available online at <<http://factfinder.census.gov/home/aiian/Appendix-C.pdf>>.

Each of the 14 consultation meetings provided a forum for the tribes to voice their unique issues and concerns regarding prior censuses and the 2010 Census process. Every consultation was recorded, and a summary report developed upon completion of each meeting. These individual consultation reports are organized using the questions provided in the background materials for each of the agenda topics.

Consultation Participants and Materials

Participants at the consultations included official tribal delegates, tribal representatives, AIAN organizations, and the Census Bureau. Tribal delegations were comprised of tribal leaders, tribal enrollment staff, tribal planners, heads of tribal programs, and other staff. Also attending were representatives from regional and national AIAN organizations. Official tribal delegates were those tribal delegates who received travel expense funds. Of the 346 tribal representatives, the Census Bureau covered the travel expenses for 194 tribal delegates. Below is a breakdown of tribal consultation participants.

- 208 federally recognized tribes.
- 346 tribal representatives.
- 128 elected tribal officials.
- 31 AIAN organization representatives.

At each consultation, tribal delegates were encouraged to share their insights, make recommendations, and discuss concerns and issues regarding each of the Census Bureau programs in preparation for the 2010 Census. Feedback provided by the tribal leaders will help ensure a more effective and accurate 2010 Census for AIAN communities. Table 3 provides a breakdown of tribal delegates by consultation.

TABLE 3: Tribal Delegates by Consultation Meeting

Location	Tribal Participants	Federally Recognized Tribes	Official Tribal Delegates
Palm Springs	21	15	20
Charlotte	18	12	14
Green Bay	19	13	14
Tulsa	27	17	11
Navajo Nation/Window Rock	15	1	0
Shelton/Seattle	18	15	15
Welch/Prairie Island/St. Paul	31	16	14
Syracuse	7	5	4
Rapid City	29	13	11
Sacramento	37	25	23
Albuquerque	33	17	18
Miami	11	3	3
Anchorage	58	41	38
Phoenix	22	15	9
Totals	346	208	194

Census Bureau Headquarters Leadership

Census Bureau leadership was well represented at the consultations. Listed below are the top-level officials and the consultations they attended.

- Charles Louis Kincannon, Director, U.S. Census Bureau – Window Rock, St. Paul, Anchorage.
- Preston Jay Waite, Deputy Director, U.S. Census Bureau – Seattle, Phoenix.
- Daniel Weinberg, Assistant Director for American Community Survey and Decennial Census – Albuquerque.
- Marilia Matos, Associate Director for Field Operations – Rapid City, Sacramento.
- Tim Olson, Assistant Division Chief for Field Division – Palm Springs, Charlotte, St. Paul, Rapid City, Sacramento, Albuquerque, Anchorage, Phoenix, Tulsa, Window Rock, Seattle.

Regional Offices Leadership

Regional Directors and Assistant Regional Directors provided leadership for each of the consultation meetings involving their specific region. Representatives from 11 of the 12 Census Bureau regional offices participated in the consultations. Ten of these regional offices have federally recognized tribes. While the New York Regional Office has only state-recognized tribes, they participated to gain insight into the consultation process. The Philadelphia Region does not have federally recognized tribes, and therefore, did not participate. Listed below are the Regional Directors and Assistant Regional Directors along with the consultations they attended.

- Reginald Bigham, Atlanta Assistant Regional Director – Syracuse, Miami.
- Kathleen Ludgate, Boston Regional Director – Syracuse, Miami.
- Bruce Kaminski, Boston Assistant Regional Director – Syracuse.
- Wayne Hatcher, Charlotte Regional Director – Charlotte.
- Stanley D. Moore, Chicago Regional Director – Green Bay.
- Marilyn Sanders, Chicago Assistant Regional Director – Green Bay, St. Paul.
- Jeffrey Behler, Dallas Assistant Regional Director – Charlotte, Tulsa.
- Cathy Illian, Denver Regional Director – Palm Springs, Window Rock, Rapid City, Albuquerque, Phoenix.
- Vicki McIntire, Denver Assistant Regional Director – Palm Springs, Window Rock, Rapid City, Albuquerque, Phoenix.
- Dwight Dean, Detroit Regional Director – Green Bay.
- Elaine Wagner, Detroit Assistant Regional Director – St. Paul.
- Dennis Johnson, Kansas City Regional Director – Green Bay, Tulsa, St. Paul.
- Sydnee Chattin-Reynolds, Kansas City Assistant Regional Director – Tulsa, St. Paul.
- James Christy, Los Angeles Regional Director – Palm Springs, Sacramento.
- Carol Harris, Los Angeles Assistant Regional Director – Palm Springs.
- Tony Farthing, New York Regional Director – Syracuse.
- Ligia Jaquez, New York Assistant Regional Director – Syracuse.
- Ralph Lee, Seattle Regional Director – Charlotte, Seattle, Sacramento, Anchorage.

OVERARCHING ISSUES

During the 14 consultations that were held, four overarching issues emerged.

- Classification of Tribes.
- Accuracy and Limitations of Census Data.
- Tribes' Involvement in Decision Making.
- Communicating the Value of the Census to Tribes.

Each of these issues has an effect on tribes' perception of the Census Bureau and could affect their level of participation. The issues are described below, and each description contains a summary of the issue, a discussion of why tribes view these issues as important, and tribal delegates' recommendations for addressing the issues.

Classification of Tribes

The discussion on how the Census Bureau will classify, tabulate, and present the 2010 Census data on the AIAN population generated much discussion. The Census Bureau maintains a list of tribes' names, including variations of these names that respondents have written in on previous decennial census questionnaires. For the purpose of this report, this list is referenced as the "Tribes' List." (Internally for the Census Bureau, the official name on the document is "Tribal Code/Classification List." Feedback from tribes during the Palms Springs consultation resulted in the document's name being changed to "Potential American Indian and Alaska Native Tribal Responses to the Question on Race" for clarification.)

For tabulation purposes, in this list the name of each tribe is assigned a unique alphanumeric code. Where possible, the Census Bureau matches any variations of a tribe's name, as provided by respondents, with the stated/official name for that tribe.

The Census Bureau's Racial Statistics Branch representative stated that a letter would be sent to tribal leaders by the end of October 2007 asking them to review the Tribes' List and to provide input on the name that the tribe prefers to be identified in the 2010 Census. In addition, this letter would ask tribes to provide all variations of their tribe's name that could be used by respondents and that can be included in the count for the tribe.

The Census Bureau collects AIAN data in accordance with guidelines provided by the OMB, and these data are based on self-identification.

Tribal delegates wanted the Census Bureau to revise the proposed 2010 Census race question. They regarded the counts of the AIAN population to be both socio-demographic and political (i.e., indicating citizenship in a specific federally recognized tribe). They stated that there should be two questions, one to count members of federally recognized tribes, and another to count other members of the AIAN population. A question asking if a respondent is a member of a federally recognized tribe and the tribe name should be placed separately from the race question.

Why Tribes Are Concerned About Being Classified as Racial Rather Than Political Entities

Tribal delegates were concerned about tribes being classified as racial rather than political entities for two main reasons.

1. Nonfederally recognized AIAN entities included in the Tribes' List may use it to legitimize their status and become eligible to use services currently reserved for federally recognized tribes. For example, tribal delegates asked why Central and South American Indian tribes, which do not have a special relationship with the U.S. Government, have been included in the Tribes' List. The tribal delegates suggested that groups that have not been recognized as tribes by the federal government may be using census data in grant applications. They are concerned that this has led to these nonrecognized groups receiving funding that should have been designated for federally recognized tribes.
2. Tribal delegates were also concerned that because census data on the tribes are collected in the race question, it creates the perception that federally recognized tribes are racial and not political entities, which undermines tribal sovereignty. This, in turn, encourages challenges by other groups that perceive tribes' economic development efforts as racial programs and discriminatory. For instance, the California Department of Transportation does not accept Indian preference because AIANs are regarded as a race group, and preference on the basis of race is deemed to be discriminatory.

Table 4 provides a list of the tribal delegates' recommendations.

TABLE 4: Recommendations for Tribal Classification - continued on page 13

Key Themes	Recommendations
Census Questionnaire	<ul style="list-style-type: none"> • Add a new question to the census questionnaire. • While the exact wording was varied, the following is a summary: “Are you enrolled in a federally recognized tribe? If yes, what tribe?” • Tribal affiliation information should be asked separately from the race question. The Census Bureau has established precedence by asking about Hispanic origin separate from the race question. • Keep the AIAN check box in the race question.
Tribal Preferences	<ul style="list-style-type: none"> • Ask tribes how they want their data to be presented in census data products. • Tribal delegates suggested that the Census Bureau's Tribes' List letter be carefully worded to minimize confusion. There is a concern that tribal leaders and tribal liaisons may not understand what is being asked of them or how to respond. • If tribes do not respond to the Tribes' List letter, the Census Bureau should report information about federally recognized tribes using their legal tribal names, as provided in the Bureau of Indian Affairs Federal Register notice, rather than the current ethnological groupings.
Nonfederally Recognized Tribes	<ul style="list-style-type: none"> • State-recognized tribes and Central and South American tribes should be listed in an “other” category and should not be included with a listing of the federally recognized tribes in the Tribes' List or other census data products.

TABLE 4: Recommendations for Tribal Classification - *continued from page 12*

Key Themes	Recommendations
Tribal Leaders' Advisory Group	<ul style="list-style-type: none"> • Form a tribal leaders' advisory group to consult with the Census Bureau. • The tribal leaders' advisory group should include tribal delegates selected by the tribes from various geographic areas, similar to tribal advisory groups in other federal agencies. • The tribal leaders' advisory group should review policies, questions on census questionnaires, and the format of census data products.
Briefings Prior to Consultation	<ul style="list-style-type: none"> • Invite tribes to provide a briefing for Census Bureau staff before consultation meetings. • These briefings will help impart a comprehensive understanding of AIAN sovereignty, history, and perspectives as a basis for developing effective working relationships.

Accuracy and Limitations of Census Data

Tribal delegates agreed that the accuracy of AIAN census data needs to improve and its limitations be better communicated to all federal agencies. The primary concern is that federal agencies that use census data for their funding allocations do not understand how the data are collected and tabulated. For example, tribal enrollment numbers are based on criteria set by the tribe, while census data are based on self-identification; therefore, enrollment data do not match census data.

“If we are operating on a true government-to-government relationship, the U.S. Census Bureau should recognize tribal enrollment.”

Waldo Walker
Chairman, Washoe Tribe of Nevada and California
Palm Springs Consultation

Based on their government-to-government relationship with the federal government, many federally recognized tribes receive services from federal agencies. This funding is intended to help tribal governments meet the social and health needs of their communities. Funding allocations that tribes seek to fund their tribal service programs have to be justified by data collected in every decennial census. Since tribes rely on census data to receive direct funding, the accuracy of census data is vital to ensure appropriate funding levels. Tribal delegates expressed concern that census data were inaccurate and are being used inappropriately by various government agencies to allocate funds.

Self-Identification as AIAN

Self-identification as AIAN and multiracial responses were both cited as reasons that census data do not match tribal enrollment numbers and therefore perceived as inaccurate by the tribal delegates. Tribal delegates also said that if they see discrepancies between their own tribal enrollment numbers and the census data, they want to be able to challenge the census.

Tribal delegates indicated that even though some federal programs are limited to serving only the members of federally recognized tribes, the agencies that administer those programs are using census data that are derived from respondents' self-identification. Tribal delegates were concerned that people who are not enrolled in a federally recognized tribe are counted as AIAN. This results in a disproportionate share of funding that goes to areas with large numbers of self-identified AIANs. For example, the inclusion of members of South and Central American tribes in the AIAN population resulted in states such as California, which has relatively high numbers of Mexican and South American immigrants that claim Indian ancestry, to receive a disproportionate share of funding that is intended for federally recognized tribes.

**“I think it’s really important for Native people to take more control over how we’re defining ourselves
... and actually be involved in the process from the ground up.”**

**Theresa Gregor
Tribal Administrator, Santa Ysabel Band of Mission Indians
Sacramento Consultation**

Multiracial Responses

Tribal delegates said that the data accuracy issue is complicated by multiracial responses. The Department of Housing and Urban Development (HUD) is using multiracial data, while many tribes believe they should be using single race data for tribes. The tribal delegates believe that the use of multiracial data affects the distribution of funding for tribes. As a point of clarification, the eliciting of multi-race response is based on OMB’s directive. The Census Bureau does not give other agencies, including HUD, directives on how to use data it collects.

Data Discrepancies

Tribes understand population and enrollment numbers, and tribes have lists of their enrolled members that are maintained by their enrollment offices, including such information as address, age, and gender. Some tribes have surveyed the people who reside on their reservations and think that they have more accurate and detailed demographic information than the Census Bureau. Not all tribes are knowledgeable about how the census numbers are computed and reported. However, they know that something is wrong when the census count is significantly different from their enrollment numbers. Tribal delegates want the Census Bureau to either use their tribal enrollment numbers or explain why there are differences between census data and their enrollment numbers.

If the differences cannot be explained, then tribes would like the Census Bureau to correct the census numbers so they are accurate. The differences in criteria and data collection processes were explained during the Minnesota consultation by Census Bureau Director Kincannon. One significant difference is that some tribes use membership criteria based on blood quantum, while the Census Bureau data are based on self-identification. The Director said that the Census Bureau's numbers would most likely not exactly match tribes' numbers.

Some of the federal agencies cited by tribes as using census data in their funding formulas include the following agencies.

- Department of Labor (DOL).
- Housing and Urban Development (HUD).
- Indian Health Service (IHS).
- Bureau of Indian Affairs (BIA).

Tribal delegates also wondered whether the U.S. Department of Justice (DOJ) uses census data in funding tribal programs.

“There has to be some kind of agreement and partnership between the tribal nations and the Census Bureau in this case so that comparison can be done way ahead of time.”

**Joe Garcia
President, National Congress of American Indians
Albuquerque Consultation**

Challenging the Census

During the consultation meetings, discussion around how to challenge a census count was addressed. The Census Bureau informed the tribal delegates about the Count Question Resolution (CQR) Program. The CQR Program is a planned administrative review program that will handle external challenges to particular official census counts of housing units and group quarters population received from state, local, or tribal officials of governmental entities or their designated representatives in the U.S. and Puerto Rico. See the following Web site for additional information: <www.census.gov/dmd/www/cqrfsheet.htm>.

In addition, there are other census surveys and operations that can be challenged. For example, if tribes elect to participate in the Local Update of Census Addresses (LUCA), they can challenge the final address list that the census uses prior to the decennial census. Also, the Census Bureau does annual estimates of population change using vital statistics information from the National Center for Health Statistics (NCHS) under the U.S. Department of Health and Human Services, and these annual estimates can be challenged.

Why These Issues Are Important to Tribes

Funding for needed services for tribes is often tied to census numbers, and that is why accuracy is so important. Tribes stated that they are concerned that they may have to live with decennial census data that they think are inaccurate for 10 years, which can limit their access to funding for education, housing, and other important programs and services.

Most have a limited pool of money regardless of the level of need. The tribes feel that their members are being undercounted, while other tribes that are competing for a fixed amount of funding are being overcounted.

Table 5 provides a list of tribal delegates' recommendations.

TABLE 5: Recommendations for Accuracy and Limitations of Census Data

Recommendations
<ul style="list-style-type: none"><li data-bbox="168 562 1442 716">• The Census Bureau should hold meetings with other federal and state agencies to explain census data. The Census Bureau should assist other federal agencies in evaluating whether programs are using census data appropriately to meet their objectives, particularly the distribution of funding for tribal programs. As a point of clarification, the Census Bureau does not give other agencies directives on how to use data it collects.<li data-bbox="168 730 1442 1108">• The Census Bureau should work with tribal enrollment offices to obtain enrollment numbers prior to the 2010 Census. These numbers should be used to monitor the collection of census data and make adjustments to numbers of census workers and other strategies as needed on reservations to ensure a complete and accurate count. For example: The discussion on this issue of using enrollment data led to a mutually agreeable recommendation. For example, the tribe can provide their on-reservation and off-reservation enrollment data to the regional office of the Census Bureau. The regional office can then use those numbers to help access the tribal community response rates that are being collected. If the regional office sees that the count is lower than expected on the reservation, then additional census workers can be assigned to the reservation during the Nonresponse Follow-up operation. The regional office can then coordinate with the tribal liaison during the census process to ensure every effort is made to count all tribal members.<li data-bbox="168 1123 1442 1276">• Tribal delegates recommended that if the Census Bureau cannot provide information about tribes that meet their expectations, then they should eliminate the question asking people to identify specific tribes. The Census Bureau could just collect information about the number of AIANs in the U.S., and then the federal agencies that are distributing money would have to go to the tribes to get their enrollment numbers, or to the BIA. This would result in a more equitable distribution of funding.<li data-bbox="168 1291 1442 1417">• Some tribes claim that they have collected population data using scientific methods and would like their data to be recognized as more accurate than census data. In some cases, tribes want to have their data used instead of conducting the census. The Census Bureau explained that it has a constitutional mandate to count everyone living in the U.S., and this responsibility cannot be delegated.

“Meaningful consultation needs to be at a time when input can make a difference.”

Tribal Delegate, No attribution

Tribes' Involvement in Decision Making

This issue contains two major themes.

- The process and timing for decision making.
- The composition and representation of the Advisory Committee.

These themes are summarized below and include an explanation of why this issue is important to tribes, along with their recommendations for addressing this issue.

The Process and Timing for Decision Making

The Census Bureau provided information on the process of developing and finalizing the census questionnaire. The Census Bureau explained that it worked with OMB, the Census Advisory Committee on the AIAN Populations, and the U.S. Congress to formulate the 2010 Census race question.

The Census Bureau clarified that OMB sets the standards for the classification of federal data on race and ethnicity. Tribal delegates inquired about OMB's decision-making process and how much latitude the Census Bureau had in making decisions. Tribal delegates asked if they should consult with OMB directly if the Census Bureau does not have the ultimate decision-making authority. The Census Bureau explained that the OMB standards have five minimum categories for data on race: (1) American Indian or Alaska Native, (2) Asian, (3) Black or African American, (4) Native Hawaiian or Other Pacific Islander, and (5) White. There are two categories for data on ethnicity: (1) Hispanic or Latino and (2) Not Hispanic or Latino.

In the 2010 Census, people may also self-identify as one or more races. OMB defines AIAN as a "person having origins in any of the original peoples of North and South America, including Central America, and who maintains tribal affiliation or community attachment." However, the Census Bureau designs the census questionnaire taking into consideration the needs of many programs and interest groups. Tribal delegates made it very clear that tribes are not a special interest group and should not be considered one. They restated that the federal government has a special relationship with tribes and that the decision-making process needs to reflect that special relationship.

"I think it is inappropriate that you are going to be able to determine the definition of Indian. That is something that should be left up to the tribes. . . . We need to remember who we are trying to count, and that is the Indian."

**Amos Prue
CEO - SWA Corporation, Rosebud Sioux Tribe
Rapid City Consultation**

While it was clear that it takes time to print census questionnaires and that questions cannot be added after a certain point in the process, it was not clear whether Congress had already approved the 2010 Census questions. Tribal delegates wondered if there would be future opportunities to influence Congress regarding 2010 Census questions. In addition, the role and timing of Congress in approving the ACS questions was confusing to the tribal delegates. Details regarding this issue are provided in the section of this report titled “American Community Survey.”

There was also discussion about whether tribes should use direct political action with Congress to influence the 2010 Census questions. Tribal delegates also discussed the possibility of working through the National Congress of American Indians to pass resolutions to send to Congress.

Composition and Representation of the Advisory Committee

The composition and representation on the Census Advisory Committee on the AIAN Populations were questioned by the tribal delegates, as were the responsibilities of that group. Based on their experiences with other federal agencies, tribal leaders expect federal advisory groups to be composed of people from each region selected by the tribes in that region. However, the Census Bureau explained that the AIAN Advisory Committee is comprised of nine AIAN people from diverse backgrounds and affiliations, including federally recognized tribes, state-recognized tribes, and urban Indians. A list of members of the Census Advisory Committee on the AIAN Populations was provided to consultation attendees.

“I think whatever people have questions about during a tribal consultation . . . that they [the tribal delegate] should be able to say, ‘Yes, that is something we can do’ or ‘No, that is something that is very hard to do, or something we cannot do at all.’”

**Arch Super
Chairman, Karuk Tribe of California
Charlotte Consultation**

Why This Issue is Important to Tribes

A fundamental tenet of the government-to-government relationship is tribal consultation. Tribal delegates stated that tribes want to be proactively involved in policy development, not just review policies after they have been written and decisions have been made. Tribal leaders came prepared to provide suggestions about how to obtain, classify, and report data for tribes. Because these consultations were being held 3 years before the 2010 Census, people thought that they would have the opportunity to offer their recommendations before policy was drafted. They were surprised to learn that many important issues had already been decided without tribal input, including the questions on the census questionnaire.

Table 6 provides a list of tribal delegates' recommendations.

TABLE 6: Recommendations for Involving Tribes in Decision Making

Recommendations
<ul style="list-style-type: none">• It seems likely that tribes will not be able to change the questions on the 2010 Census questionnaire. They recommend working with the Census Bureau on a long-term strategy that would affect the questions in the ACS and the 2020 decennial census. A plan for doing that, including timetable and processes, should be part of future tribal consultations.• The Census Bureau should invite OMB to participate in tribal consultation meetings and to receive input from the meetings regarding census questions related to race and tribal affiliation.• The dialogue that was begun in these tribal consultation meetings should be continued after the meeting.• During the Anchorage consultation, it was stated that the Census Bureau should conduct its tribal consultation with federally recognized tribes, not Alaska Native corporations.• Notes from these meetings should be shared with all tribal delegates as well as all federally recognized tribes.• Tribal delegates want to understand the timing, the process, and who the key decision makers are, so they can be more effective in requesting changes to the questions for the census in 2020 and for the annual ACS.

Communicating the Value of the Census to Tribes

A repeated refrain was, "What's in it for us?" Variations on this theme are presented below.

- How do we obtain what we want from census data?
- Why should we ask people to participate?
- Why should the tribe use its resources to promote the census and to conduct various census geography activities?

The Census Bureau is learning from the tribes that some of the benefits for census participation that have been historically promoted are not as effective as they once were. These benefits include the following:

- Economic benefits.
- Tribal planning efforts.
- Reapportionment.

These historical benefits are described below, followed by an explanation of why this issue is important to tribes along with the tribal delegates' recommendation to address the issue.

Economic Benefits

One of the main points used to promote Census 2000 was the economic benefits of higher census numbers resulting in greater funding for needed community services. However, some tribes are not relying on federal funding as much as in the past due to two trends: (1) As the federal deficit increases, Congress is providing less funding for American Indian programs, and (2) Not all tribal governments are solely dependent on census data to justify their funding or require federal funding for all of their community service programs. Increases in tribal gaming revenue and other forms of economic development have helped a few tribes be more economically self-sufficient, which has reduced their reliance on government funding for their community service programs.

Tribal Planning Efforts

Another historical reason for promoting tribal participation in the census is that the census can yield data that can be used for tribal planning efforts. Today, however, some of the largest tribes already have a sophisticated Geographic Information System (GIS) and collect their own data for planning purposes. In addition, some of the smaller tribes already know the characteristics of their population.

Reapportionment

Redrawing the electoral districts within states occurs after each decennial census, and population changes can result in districts either losing or gaining seats. This argument for participation has been used in the past. However, tribal delegates agreed that reapportionment is not a very compelling reason for many tribal members to participate in the census. In some tribes, there has been a historically low voter turnout and even refusal to participate in federal elections. In many places, tribes are such a small proportion of the population that they do not believe they are represented in Congress.

Why This Issue Is Important to Tribes

According to the tribal delegates, the benefits discussed above are not particularly effective arguments for all tribes or community members to participate in the census. It might affect a tribal leader's decision to devote limited resources such as money, time, or personnel to support the census. They may not believe there is value in appointing a tribal liaison. They may see, however, the benefit in participating in LUCA and the Boundary Annexation Survey (BAS), developing and implementing a publicity campaign, or even attending training or tribal consultation meetings. In addition, small tribes may have a limited infrastructure with few employees who are already overstretched and unable to add on census activities, such as LUCA review and tribal liaison activities.

Economic opportunities such as jobs for tribal members may or may not be seen as an incentive by some tribes. For example, in Alaska and other areas where there is high unemployment, tribes are very interested in Census Bureau jobs for their members. However, tribes that do not have high unemployment may not regard employment opportunities for tribal members as an incentive for participating in the census.

With many competing priorities, the census may not receive the level of attention from tribes to ensure an accurate count. As a result, the concern about census data further reinforces the tribe's decisions not to invest in the census.

The concern arose that unless the Census Bureau can articulate compelling and realistic reasons for tribes to get involved, tribes may ignore the census or even refuse to allow census workers on tribal lands.

Table 7 provides recommendations from tribal delegates.

TABLE 7: Recommendations for Communicating the Value of the Census

Recommendations
<ul style="list-style-type: none">• When tribes are not inherently motivated to participate in the census, the leadership may need to come from outside the tribe through tribal organizations, partnership specialists, and close personal relationships with census staff.• An idea shared to help draw attention to the census is to give away promotional items such as t-shirts and mugs. Once you have tribal community members' attention, you can then explain why it is important to participate in the census.



AMERICAN COMMUNITY SURVEY

While the ACS was not an official agenda topic, information about the ACS was provided in the background materials and in the information presented at the beginning of each consultation. Tribal delegates raised the following issues related to the ACS during the 14 consultation meetings.

- Tribal data accuracy.
- ACS sample threshold.
- Tribal response to the ACS.
- Data comparison with previous censuses.

Each of these issues has an effect on the tribes' perception and support of the census. As a point of clarification, if tribes have any issues with the ACS, accuracy of data collected on any census survey, or the availability or applicability of ACS data to their tribe, they may also relate this concern to all census surveys, such as the decennial census. Below are two examples.

1. Most of the tribes depend on census data to justify their requests for federal or state funding. Accordingly, federal and state agencies use census data to determine their funding allocations. Inaccurate census data undermine the tribes' ability to receive an equitable share of funding to run their critical community service programs, and if they have issues with ACS data, they may not see value in participating in the decennial census or any other census surveys.
2. Most of the tribes do not meet the ACS sample threshold of a population of 65,000 to receive data based on 1-year estimates of the ACS, and because most tribes fall below the threshold of 65,000, they are concerned about the usability of ACS data for their tribes. Again, any issues the tribes have with one survey could affect their response to the decennial census.

Understanding these concerns is important to understanding the context in which tribal leaders participated in the consultations. The issues are described below.

Tribal Data Accuracy and Data User Concerns

Tribes are concerned about the accuracy of tribal data in the ACS due to sample size and data collection methods. There are three phases to ACS. The first phase is the mailout/mailback, and this phase requires city-style addresses. Many of the areas of tribal nations do not have city-style addresses and are not included in this phase. The second phase is Computer Assisted Telephone Interviewing. Telephone follow-up on tribal lands is not very successful, as many tribal members do not have a telephone. The last phase is personal visits. For rural areas, which include many reservations, the Census Bureau attempts to reach an address by telephone, but in the absence of a phone number, the Census Bureau visits an address, making follow-up visits as necessary, in order to collect information. Tribes want to use data from the ACS but worry that the data may be less complete than comparable data for Census 2000 and/or misleading for the following reasons.

- The sample on tribal lands is too small.
- There may be a low rate of response from tribal members.
- Tribal members may be unwilling to cooperate because they feel overwhelmed from the amount of surveys they receive every year from different agencies.
- People may lose interest and motivation to answer the ACS because it is spread out over time.

- There could be a bias toward people with higher education and higher income, who are thought to be more likely to respond.
- Many people do not have telephones and may not receive the follow-up telephone calls.
- Follow-up visits to people's homes may not work if the census worker is not a tribal member.

ACS Sample Threshold

Reporting of ACS data is a problem for any small population groups, including small tribes, because 1-year and 3-year ACS data must meet a minimum population threshold in order to be released, to protect the confidentiality of respondents, and to produce data that meets the Census Bureau's statistical quality standards.

At some of the consultations, the Census Bureau explained to tribal delegates that if groups do not meet the population threshold, then data could not be reported in the ACS for that particular year. To publish 1-year estimates, the population group or area must meet a minimum threshold of 65,000. For groups or areas smaller than that, 3 or 5 years of accumulated data are required to release data products. Areas or groups of 20,000 to 64,999 will receive 3-year estimates, and once these data are released, they will be updated annually. Areas or groups with populations of less than 20,000 will receive 5-year estimates, and once those data are released, they will be updated annually.

It was not always clear to tribal delegates whether these thresholds applied only to the ACS or also to the decennial census. The 2010 Census needs to emphasize in its communications plan the level of detail and geography that will be provided when data are released.

The way the Census Bureau groups tribes on the Tribes' List was seen as helpful for tribes located in the same geographic area, such as the Puget Sound tribes of Washington State and the 19 Pueblos of New Mexico. There was insufficient discussion about how to combine tribes, for tabulation purposes only, to achieve the population thresholds needed to release information in a timely and meaningful way.

Tribal Response to ACS

Tribal members expressed concern that households selected for the ACS may not respond if the ACS is not given the same level of publicity as the 2010 Census. In addition, they emphasized the need to hire tribal members for the ACS Nonresponse Follow-up operation.

Data Comparison with Previous Censuses

Tribes are concerned about continuity of data for research and comparison with previous censuses. For example, it could be helpful to understand how tribal gaming has changed the economic status of tribal members.

In Census 2000, there were questions about housing that are now included in the ACS. Many tribal members live in HUD housing, and they don't know the value of the housing in which they live. The tribal housing department, however, does know this information and should be consulted when this information is collected. As a point of clarification, the ACS does not use administrative data in its collection, but HUD and other agencies do use these data in the allocation of federal funds.

CONSULTATION TOPICS

The consultation agenda that was developed for the 14 tribal consultations was designed to obtain tribal input on a variety of Census Bureau programs. The programs were described in the background materials sent to all federally recognized tribes prior to the tribal consultations. The consultation agenda allowed for a brief presentation by Census Bureau staff and input from delegates on five programmatic topics. Each consultation topic contained a number of discussion questions.

The following are programmatic areas with their corresponding consultation topics discussed during the consultation meetings.

- Racial Statistics: Classifying and Tabulating AIAN Responses in the 2010 Census.
- Geography Program: Geography Counts: Making the 2010 Census Work for Your Tribe.
- 2010 Census Publicity Campaign: How to Best Reach AIAN Communities.
- Partnership and Data Services: Establishing Partnerships for a More Accurate 2010 Census.
- 2010 Census Recruiting Program: How Tribal Governments Can Help Recruit for Census Jobs.

While the agenda evolved to meet the needs of the tribal delegates at each consultation, all meeting agendas included the topics listed above. Each of the following sections will outline the discussion questions that correspond with the consultation topics and provide a summary of the discussion, feedback, and recommendations made by the tribal delegates.

Classifying and Tabulating AIAN Responses in the 2010 Census

This consultation topic invited feedback and recommendations on the following questions.

- How would your tribe like to be classified in the Census Bureau Tribes' List for the 2010 Census?
- How should those classifications be presented in the 2010 Census tabulated data?
- How should the Census Bureau determine the tribal affiliation of those reporting on the census questionnaire using a designation other than a tribe, such as reservation, band, or clan?
- For Alaska Natives, when asked to provide the name of the enrolled or principal tribe, which is most often used, village or corporation name?
- Should the Census Bureau present data for American Indian tribes in census data products only for those tribes identified by the BIA? Why or why not?
- Should the Census Bureau present data for Alaska Natives in census data products for all Alaska Native villages and/or corporations? Why or why not?
- How should the Census Bureau present data for people who report more than one tribe in census data products?

Only some of these questions were discussed at each consultation, in addition to other topics identified by tribes.

Table 8 summarizes key themes that emerged from these discussions.

TABLE 8: Classifying and Tabulating AIAN Responses in the 2010 Census

Key Themes	
<ul style="list-style-type: none"> • Tribal names. • Reporting tribe names on census questionnaires. • Use federally recognized tribal names in Census Bureau publications. • Data reporting. • Code/classification system for tribes in Census Bureau publications. 	<ul style="list-style-type: none"> • Reporting data on all tribes (federally recognized, state-recognized, and nonrecognized). • Reporting people who list more than one tribe or no tribe. • Race question. • Wording of the race question on census questionnaire. • Reporting race for the householder.

Tribal Names

Two issues were prominent during the discussion of tribal names.

- Reporting tribal names on census questionnaires.
- Use of correct name on Census Bureau publications.

Reporting Tribal Names on Census Questionnaires

Tribal delegates stated that a number of factors affect the accuracy of their tribal members who self-report the name of their tribe, and these factors can lead to the undercounting of tribes. For example, some tribal members may use a shortened version of their tribe’s name or write the name of their tribal language instead of the name of their tribe. This issue is particularly problematic when two or more tribes have similar but not identical names. For instance, in Wisconsin there is a tribe that refers to itself as the Oneida Nation of Wisconsin. However, the Federal Register lists this tribe as the “Oneida Tribe of Indians of Wisconsin” and lists a different tribe as the “Oneida Nation of New York” – a distinct tribe that also refers to itself as the “Oneida Nation.” If members of either tribe only write in “Oneida” as their tribal affiliation, their response will not be credited to either of the specific tribes. Instead, it goes into a generic category of “Oneida.”

In addition, there are not enough boxes on the census questionnaire for people to enter the names of many federally recognized tribes. This leads to the use of abbreviated or shortened tribal names that can be misinterpreted. For example, there are not enough boxes on the questionnaire to write the entire name of the Fallon Paiute Shoshone Tribe. If people write just Paiute or Shoshone Tribe on their census questionnaire, then they would not be counted as a member of this tribe. Instead, they would be put into a generic category of either Paiute or Shoshone.

Another example of possible undercounting can be seen in California. The history of tribal recognition in California has created a situation where people from different tribes were relocated to rancherias. While the rancheria is a federally recognized tribe, the people who live there may give another name for their tribe. For example, the Trinidad Rancheria has a mixture of tribes, including Yurok. If a person lists Yurok as their tribe, they will be counted with the Yurok Tribe instead of the Trinidad Rancheria where they are enrolled. This can lead to undercounting the rancherias and overcounting other tribes.

Also, some people may use a different name that is not part of the tribe's name. For example, Morongo may give Cahuilla or Serrano as the name of their tribe.

To help improve the accuracy of data, the Census Bureau is asking each tribe to provide a list of all the names that their tribal members might use to identify themselves, including names of clans, older names for tribes, and names used in the tribal language, so they can be counted with the proper tribe. However, if another tribe also uses a similar name, these names may not be properly tabulated. Here are some examples from the meetings.

- The Colville Tribe in Washington State has 12 bands, including one that is the Nez Perce Band. There is also a Nez Perce Tribe of Idaho, and the Colville tribal member would probably be counted with the Nez Perce Tribe.
- Navajos and Alaskan Athabascan speak languages that are closely related, and both refer to themselves in their own language as "Diné" or "Dineh." According to the Census Bureau, anyone providing those responses would be coded as Navajo.

The list of Potential Indian and Alaska Native Tribal Responses to the Question on Race (Tribes' List), also known as the Tribal Code/Classification List or Potential American Indian and Alaska Native Tribal Response(s) to the Question on Race can be found in Appendix D, which is located online at <<http://factfinder.census.gov/home/aian/Appendix-D.pdf>>. The Census Bureau's Racial Statistics representative stated that a letter would be sent to tribal leaders by the end of October 2007, along with this list.

This letter will give tribes an opportunity to review the Tribes' List and to tell the Census Bureau any additions, deletions, spelling variations, and/or abbreviations that tribal members are likely to provide.

A potential problem when tabulating Alaska Natives is confusing the name of the Alaska Native Regional Corporation with the federally recognized name of the Alaska Native village/tribe. In Alaska, some villages do not have defined enrollments. Instead, people are enrolled in regional organizations, such as the Central Council of Tlingit and Haida. One tribal delegate said that census workers were instructed to ask about the name of the Alaska Native Regional Corporation, not the name of the tribe/village. Some delegates also reported that some Alaska Natives do not know their tribe/village, particularly those young people growing up in urban areas.

There was speculation that several villages/tribes in Alaska did not get counted in Census 2000, possibly because their members listed their tribal affiliation in a way that was not on the Tribes' List. The Census 2000 PHC-T-18, which includes a statistical table showing the numbers from Census 2000 for the AIAN population by tribe for the U.S., can be found in Appendix E, which is available online at <<http://factfinder.census.gov/home/aian/Appendix-E.pdf>>.

Table 9 provides a list of recommendations for reporting tribal names on census questionnaires.

TABLE 9: Recommendations for Reporting Tribal Names on Census Questionnaires

Recommendations
<ul style="list-style-type: none">• If more than one tribe uses the same name and someone is counted while living within the boundaries of one of the tribes, then they should be counted as a member of the tribe where they live. While this could lead to a few people being assigned to the wrong tribe, it would increase the overall accuracy of the census. In addition, erring on the side of more people being counted as tribal members living on the lands owned by a tribe with that name would more accurately reflect the service population.• The Census Bureau should hire an American Indian and/or an Alaska Native who has a thorough understanding of tribes to review tribal names and assign responses to tribes.• The Census Bureau should clarify that any alternative names provided by a respondent will not be assigned to their tribe in place of the tribe's federally recognized name. This list will help to ensure that their tribe gets credit for each person's response. This can also help tribes understand the importance of telling their tribal members to use a unique identifier.• The Census Bureau should increase the number of boxes on the census questionnaire so that tribes can include their full name.• Tribal leaders should communicate with tribal members on how to complete the census questionnaire. Communication should include education on the correct name and spelling to use.• The Census Bureau should train enumerators to use the right name for the tribe.• Handheld computers to be used by the Census Bureau in 2010 should not have limitations in the number of characters that can be allotted to list tribal affiliation.

Use of Correct Name on Census Bureau Publications

Tribal delegates expressed interest in understanding the Census Bureau's approach in reporting data obtained from census questionnaires. Particularly, tribal delegates were concerned about the tribal names used in census publications. Upon reviewing the Census 2000 PHC-T-18 tables report provided at the consultations, many tribal delegates expressed concern about the name used to list their tribe. Many tribes have undergone processes to change their official federally recognized name as it appears in the Federal Register and would like this new name reflected in future census publications. While these tribes want their name listed as it appears in the Federal Register, other tribes prefer to be listed as the official name adopted by their tribal council. Ultimately, tribes want the Census Bureau to consult with them about the name they plan to use in census publications.

“We need to take responsibility for how we name ourselves in the census and also take responsibility to inform our people about how to answer the race question.”

Tribal Delegate – No attribution

This issue is important to tribes because they want data presented in census products to be accurately assigned to the name they have adopted, not the name that has been assigned to them. Below, tribal delegates cited several examples in which tribal names are being or can be misrepresented.

- Some tribes had different names before the termination era than they have now. Currently, the Federal Register lists their federally recognized name, plus “formerly (tribal name).” Most tribes feel that the “formerly (tribal name)” portion of the name in the Federal Register should be dropped from the name in the Tribes’ List. In addition, some federally recognized tribes have the words “band,” “reservation,” or “rancheria” in their official names and it is the official name that should be used.
- Some names listed in the Census 2000 PHC-T-18 tables report are not needed. For example, “Mauneluk Inpuiat” does not exist and there are no counts associated with it, yet it is still listed in the Tribes’ List.
- Understanding the need to accurately list tribes, the Census Bureau asked tribal delegates to provide them the name they want listed in census products. While some elected tribal leaders were present at the meeting, many tribal delegates were not able to speak for their tribal government on this issue. Most tribal delegates stated that the issue needed tribal council approval.

Table 10 provides a list of tribal delegates’ recommendations.

TABLE 10: Recommendations for Use of Correct Name on Census Publications

Recommendations
<ul style="list-style-type: none"> • This topic needs to be addressed during the one-on-one tribal consultations to be held by each Census Bureau regional office that have federally recognized tribes in their region. • The Census Bureau should update its list of tribes and use the correct names for federally recognized tribes. • Census Bureau regional offices need to forward information they receive from tribes about the name to use in Census Bureau publications to Census Bureau headquarters.

Data Reporting

Three issues emerged during this discussion.

- Classification system for tribes in Census Bureau publications.
- Reporting data on all federally recognized, state-recognized, and nonrecognized tribes.
- Reporting people who list more than one tribe, no tribe, or more than one race.

These issues are described below with the tribal delegates’ specific recommendations.

Classification System for Tribes in Census Bureau Publications

Classification of tribes is complex, and most tribal delegates believe that the existing list used by the Census Bureau does not provide accurate information. The list used by the Census Bureau mixes concepts of tribe, language, and ethnological similarity.

Most tribal delegates stated that they wanted to use their name as it appears in the Federal Register. As a point of clarification, tribes are not usually combined into other groups of tribes. Rather, they may be listed individually under a general or tribal grouping. Delegates could not understand the rationale for many of the groupings of tribes and did not understand the use for these categories. They said that the federally recognized Tribe's List contains the only official name of a tribe, and this list should be used to publish census information because it is clear and unambiguous.

“You have to understand where we are coming from. It’s not that we are opposed to these people . . . It’s just that we need to protect what services we have. And the more it is diluted (the data) then the less services we are going to have.”

**Roger Trudell
Chairman, Santee Sioux Tribe
Rapid City Consultation**

Some tribal delegates had difficulty finding their tribal name on the Census 2000 PHC-T-18 tables report and thought it was not properly classified. Tribal delegates stated that changes are needed in the list used in the Census 2000 PHC-T-18 tables report to get a more accurate count. Information about classifying and tabulating tribes was confusing to people, and it was not clear how the lists were being used.

Some of the specific objections to the current classification of tribes are listed below.

- Tribes would like the Sioux category eliminated because according to tribal delegates, “It doesn’t mean anything.” The terms used for cultural/language groups are Lakota, Dakota, and Nakota. They want federally recognized tribes listed separately.
- The Seneca Nation stated that “Iroquois” is not a tribe. It is a confederacy of six tribes or nations.
- The Oneida Indian Nation of New York does not want to be combined with other tribes in New York or included in the Iroquois count. In addition, the Oneida Indian Nation of New York and the Oneida Nation of Wisconsin should be listed separately. These are separate federally recognized tribes that share a common ancestry but different history.
- The Ak-Chin Maricopa Indian Community does not want to be classified with Tohono O’odham.
- The Eastern Band of Cherokee Indians does not want to see names of Cherokee tribes that are not federally recognized on the list.
- Many southern California tribes were given the name “Mission Indians,” but not all are Mission Indians.
- There are various pronunciations and spellings for Miwok and Me-wuk, but they are the same ethnological group and should not be listed as separate categories. For example, the California Valley Miwok Tribe changed their name from Me-wuk to Miwok.

- The word “pueblo” means “village” in Spanish. The 19 Pueblos of New Mexico have been organized since the 1500s and belong to the All-Indian Pueblo Council (AIPC). There are about 75,000 people in the 19 Pueblos combined, and this group should be listed as “19 Pueblos” in Census Bureau publications. By combining the 19 Pueblos, AIPC would expect to obtain annual ACS data since the Census Bureau stated that the threshold is 65,000 people for annual reporting of ACS data.
- The Isleta del Sur Pueblo in Texas and Hopi Tribe in Arizona should not be combined with the Pueblos of New Mexico. The Hopi Tribe was present and agreed that they should not be included with the pueblos.
- Since “Inupiat” is the word for people, while “Inupiaq” means the language, Inupiaq should not be listed as a tribe.
- The Tewa language is spoken by the Santa Clara Pueblo and by other tribes. If people identify as Tewa, they are counted as Tewa rather than as members of the Santa Clara Pueblo. Since Tewa is a language and not a tribal name, the Census Bureau should not use it when presenting data on tribal affiliation.

The Census Bureau informed the tribes that it was their choice to be listed alone or in combination with other tribes. However, questions arose about the number of groupings a tribe may be identified with. For example, tribal delegates asked if a rancheria has people from four different ethnological groups, can that rancheria be grouped under all of the ethnological groups? If yes, are the people from that rancheria counted four times?

Another question posed by a tribal delegate sought clarification regarding the authority for classifying tribes. The participant asked, “If Trinidad Rancheria does not want to be counted as Yurok, but the Yurok Tribe wants Trinidad Rancheria counted as Yurok, which tribe do you take direction from?” The Census Bureau responded that it would use the direction given by each individual tribe.

Tribal delegates were concerned about the quickly approaching deadline to respond to the classification letter. Many tribes may not respond since they have not participated in tribal consultation meetings and may not understand the significance of the letter. Some tribes may also require a tribal council resolution, a process that can take longer than 1 month, therefore making it very hard to meet the deadline.

Table 11 provides a list of tribal delegates' recommendations.

TABLE 11: Recommendations for Classification System in Census Publications

Recommendations
<ul style="list-style-type: none">• When the Census Bureau sends a letter to tribal leaders asking them for direction, it should be carefully worded to avoid confusion about these questions. An example of how to word the question is provided below. “In addition to reporting census data for your tribe individually, do you want your tribe combined with other tribes into a category? If yes, what should the name of that category be, and what other tribes should be included in that category?”• The deadline to respond to the name and classification letter should be extended. Tribal delegates recommended extending the deadline 45 to 90 days past the date of the last consultation.• Census Bureau regional offices need to forward information they receive from tribes about the name and classification to use in Census Bureau publications to Census Bureau headquarters.• The Census Bureau should classify tribes using either of the following groupings when they report data: (1) federally recognized tribes or (2) state-recognized tribes.• The Census Bureau needs to work with tribal experts to obtain accurate classification terms.

Reporting Data on all Federally Recognized, State-Recognized, and Nonrecognized Tribes

Tribal delegates did not reach an agreement on this topic; therefore, recommendations are not included in this section. Some tribal delegates felt only federally recognized tribes should be listed as tribes in reports by the Census Bureau, whereas other tribal delegates felt state-recognized tribes and nonrecognized tribes should also be included. These differing viewpoints are summarized below.

- Only the U.S. Congress can have a unique relationship with tribes.
- An inaccurate count of tribal people will result if people counted are not enrolled members of a federally recognized tribe.
- One of the uses of census data is to determine the number of people who are eligible for federal programs for AIANs.
- It broadens the base of people who eventually seek federal funding when the funding is limited, thereby diminishing funding for existing tribes.
- There is no increase in funding when new tribes are recognized.
- A fixed amount of federal dollars is diluted as more people are added to the pool of members of federally recognized tribes. Currently, tribes are only receiving 35 to 65 percent of what is needed. Tribes need to protect what they have.
- Census data are influential and can help legitimize the process by which these groups can engage in gaming activities.

In contrast, several tribal delegates advocated for including state-recognized tribes and nonrecognized tribes in census reports. Some reasons cited by tribal delegates are listed below.

- Some tribes may never qualify for federal recognition because they were located in a state that did not allow people to identify as American Indian on birth certificates.

- California has 3,000 allotments that are held in trust for people who are members of tribes that are not federally recognized tribes. These tribes, are not included in the BIA's list of federally recognized tribes that is published in the Federal Register, still have a government-to-government relationship with the federal government, and some of their tribes receive funding from federal programs for American Indians.

Reporting People Who List More Than One Tribe, No Tribe, or More Than One Race

Tribal delegates did not reach an agreement on this topic; therefore, recommendations are not included in this section. The differing viewpoints are summarized below.

- Since most tribes only allow their citizens to enroll in one tribe, people should only be counted under their enrolled tribe.
- The Census Bureau should count people who give multiracial and multitribe identifications as the individuals report themselves.
- People that list more than one tribe should be counted under the tribe closest to their home since that tribe is most likely to be providing them with services. This is necessary so the tribe can obtain adequate funding for the services provided.
- People who identify as AIAN but do not list a tribe should not be counted as AIAN.
- People who identify as AIAN but do not list a tribe should be included in the AIAN count since that is how they self-identified.

While tribal delegates did not reach an agreement on how to address the issue of people who report more than one tribe, no tribe, or more than one race, they did elaborate on how this decision can affect tribal communities. Tribal delegates stated that multiracial and multitribe designations affect housing funds for tribes. The decision to report data for more than one race or tribe can redirect funding from rural tribes with small populations to urban areas and larger population tribes. Some small population tribes believe the multiracial and multitribe designations lead to a disproportionate level in their funding.

Race Question

Two themes emerged during the discussion about the race question.

- Wording of the race question on census questionnaires.
- Reporting race for head of household.

These themes are described below.

Wording of the Race Question on Census Questionnaires

The general agreement among tribal delegates was that if the Census Bureau is going to treat tribes as governments and political groups, rather than as minority or racial groups, then the data should be collected from a question that is not part of the race question. In addition, many tribal delegates said that the wording of the question on race is unclear because race and tribal membership are two different issues. Therefore, they should not be mixed into the same question.

Tribal delegates said that another problem arising from the race question is that people who are not members of federally recognized tribes might check the box for AIAN. As a result, people who are members of state-recognized tribes, descendants of indigenous people from Canada or South America, and/or urban Indians who are not enrolled in any tribe but who check the AIAN box will be lumped together with people who are enrolled members of federally recognized tribes. Tribal delegates stated that if the Census Bureau is going to collect information about specific tribes, then there should be a better way of asking the question to obtain and report more accurate information.

Table 12 provides a list of tribal delegates' recommendations.

TABLE 12: Recommendations for Changing the Race Question - *continued on page 35*

Key Themes	Recommendations
<p>General Strategies for the Race Question</p>	<ul style="list-style-type: none"> • The most frequently recommended strategy was to have a separate question that asks people to give the name of the federally recognized tribe in which they are enrolled. • Some tribal delegates recommended that the census should only ask if a person is a member of a federally recognized tribe but not try to specify the tribe. • A similar idea was only to ask whether the person was American Indian but not specify the tribe. Since tribes already know their AIAN enrollment, there is no need for the federal government to collect that information.
<p>Possible Tribal Answers</p>	<ul style="list-style-type: none"> • Tribes could create an abbreviation and inform their tribal members to use it on the questionnaire. The tribe should then report this abbreviation to the Census Bureau. • Another suggestion was that anyone could print anything they wanted in the boxes, but the only answers that would be reported by the Census Bureau are those that relate to federally recognized tribes. Everyone else would go in an "other" category. • Several people suggested that census respondents use numerical codes for federally recognized tribes. • There could be 500+ boxes on the questionnaire listing the name of each tribe.

TABLE 12: Recommendations for Changing the Race Question - continued from page 34

Key Themes	Recommendations
<p>Wording the Race Question</p>	<ul style="list-style-type: none"> • Many people who participated in the tribal consultations had suggestions for wording a question about tribal membership, including the following. <ul style="list-style-type: none"> • Are you an enrolled member of a federally recognized tribe? • Are you a member of a federally recognized tribe? • What federally recognized tribe are you affiliated with? • Are you a descendant of a federally recognized tribe? • Take out the words “principal tribe” from the current question. • Use the term “affiliated” rather than “principal tribe.” • Use the words “tribe or nation” in the question since many tribes have changed their name from tribe to nation. • Separate the AIAN question into two parts. Part 1: Are you an enrolled member of a federally recognized tribe? Part 2: If you are not enrolled, list the name of the tribe with which you identify. • Allow anyone to check the AIAN box on the race question, and then ask them to print the name of the federally recognized tribe.

Reporting Race for Head of Household

The first person listed on the census questionnaire, also called the householder, should be an American Indian or Alaska Native in order for the household to be counted as an AIAN household. Some tribes are aware of this, but others are not.

There was confusion about tribal households being designated by the race and/or tribe of the householder when there are members of more than one race and/or tribe living in a household. At the Phoenix meeting, the Census Bureau explained that data are collected and tabulated for all people who reported a race and/or tribe. However, data at the household level, including family and nonfamily, are based on the race and/or tribe of the householder.

Table 13 provides the tribal delegates’ recommendation.

TABLE 13: Recommendation for Reporting Race for Head of Household

Recommendation
<ul style="list-style-type: none"> • Tribes need to inform their memberships on how to accurately complete the questionnaire to ensure that the householder is assigned properly.

Geography Counts: Make the 2010 Census Work for Your Tribe

This consultation topic invited feedback and recommendations on the following questions.

- Is your tribe planning to participate in the Local Update of Census Addresses (LUCA) Program?
- As part of LUCA, will your tribe involve representatives from any nontribal governments located within your reservation boundary?
- Are you aware that you can delegate authority to review the LUCA address list to other officials (such as a city or a county) located within the boundary of your reservation?
- Were you aware that the Census Bureau provides data for a variety of tribal geographic areas?

- Were you aware that your tribe is eligible to delineate these geographic areas?
- Does your planning office use census data for any of the tribal geographic areas included in these materials?
- What is your tribe’s level of access to GIS (Geographic Information Systems)?
- Are you familiar with the Census Bureau Web site and its use?
- Did you know that the Census Bureau’s regional offices are available to help you with your geographic program work?

Only some of these questions were discussed at each meeting, and other topics that tribes identified were also included in the discussions. For example, at the Charlotte meeting, the tribes shared that during Census 2000 the local census office staff were not sufficiently trained on tribal issues.

At the Palm Springs meeting, tribal delegates said that tribes need to review and provide input for the count before it is finalized. They also shared, along with the Syracuse tribal delegates, that tribes need unique census counts for federal reservations and not to include these counts in the data for counties and cities that fall entirely or partially within a federally recognized American Indian reservation. It was also suggested at several meetings that the Census Bureau distinguish state-recognized tribal areas from federally recognized tribal areas in data presentations. Currently, this distinction is made on map products and in the coding of legal and statistical geographic areas, but it is not made within tables presenting data.

Table 14 below summarizes key themes that emerged from these discussions.

TABLE 14: Geography Counts: Make the 2010 Census Work for Your Tribe

Key Themes	
<ul style="list-style-type: none"> • Tribal lands. • Tribally owned land not in trust. • Boundary issues. • LUCA participation. • LUCA registration. • Geographic information sharing. • Gathering geography-based census data. 	<ul style="list-style-type: none"> • Census designated places and census block groups. • Occupancy rates. • Alaska Native village statistical areas. • Current and potential uses of census data. • Accessing data via the Census Bureau’s Web site. • Tribes’ use of Geographic Information Systems.

Tribal Land

Two issues were prominent during the discussion of tribal land.

- Tribally owned land not in trust.
- Boundary issues.

These issues are described in the following sections.

Tribally Owned Land Not in Trust

A painful aspect of American Indian history has been the loss of tribal lands. Reacquiring tribal lands often has deep cultural and spiritual significance. Tribes want to see all of their traditional lands designated as tribal lands on census maps.

As tribes reclaim their land base or acquire land in some other manner, they often apply to the federal government to take the newly acquired lands into trust. However, some tribes choose not to put land into trust because federal restrictions on the use of trust land can affect opportunities for economic development.

At this time, the Census Bureau recognizes reservations and off-reservation trust land and other relevant geographic areas such as Alaska Native village statistical areas as geographic categories for counting individuals who report their race as AIAN. The Census Bureau does not use land ownership as a geographic category for the reporting of data from its censuses and surveys.

Individuals who live on tribally owned land that is not located within the boundary of a reservation or who live on off-reservation trust land that respond to the census identifying themselves as AIAN are reported as part of the nontribal geographic area, such as state, county, and standard census tract. Tribes are concerned about this issue because, in some cases, they are building housing on these lands for tribal members, but these residents are not included in the count of individuals living within the reservation.

Table 15 contains a description of the key themes and the tribal delegates' recommendations.

TABLE 15: Recommendations for Tribally Owned Land Not in Trust

Recommendations
<ul style="list-style-type: none">• It was recommended that a long-term strategy needs to be implemented through which the Census Bureau will study the feasibility of a geographic area designation for tribally owned lands that are not on reservations and not held in trust.• The Census Bureau needs to study the feasibility of this issue after the 2010 Census.

Boundary Issues

Several boundary issues were identified and discussed in the meetings, and these issues are described below with recommendations for addressing the issues.

- There are issues about chapter boundaries within the Navajo Nation. All chapters have land use plans with maps; however, some of the chapters have boundaries that overlap as much as five to 10 miles. There may not be official resolution of the boundary issues prior to the 2010 Census, but the Navajo Nation is required to address the chapter boundary issues. A Navajo Nation staff member stated that the Navajo Nation is under a mandate to have chapter boundaries resolved by 2012 since they will be using census data for election purposes.
- Two tribes, the Little Traverse Bay Bands of Odawa Indians and the Little River Band of Ottawa Indians, shared that they are having problems with the Census Bureau recognizing their tribal boundaries. In both cases, there is a conflict between the BIA and the tribe in reporting the boundaries. Tribes have been

explaining this to the Census Bureau without resolving the problem over the years. The Census Bureau said it is trying to address the issue with the BIA.

- The Oglala Sioux Tribe expressed concern about a boundary issue related to Bennett County. The Census Bureau assured them that Bennett County is included in the Pine Ridge Reservation.
- Tribes expressed concern about service area boundaries that extend beyond the reservation. Census counts for the service area could make a difference in funding from the IHS. Several tribes have service areas that span the borders of two states, making this an important issue for tribal communities.

Table 16 contains the tribal delegate’s recommendations.

TABLE 16: Recommendations for Boundary Issues

Recommendations
<ul style="list-style-type: none">• The boundary issue identified by the Navajo Nation is unlikely to be officially resolved before the 2010 Census. The recommendation is for the Census Bureau to use the same maps that were used in the 1980, 1990, and 2000 censuses and to address this issue as soon as possible for inclusion in the ACS.• It was recommended that the Census Bureau continue to work with the BIA to resolve the boundary conflict between the BIA and the Little Traverse Bay Bands of Odawa Indians and the Little River Band of Ottawa Indians.

LUCA Registration

Two key themes emerged during discussions about LUCA participation.

- LUCA registration.
- Geographic information sharing.

These issues were discussed thoroughly; however, recommendations were not made. The discussion is summarized below.

LUCA Registration

In order to participate in the LUCA Program, tribes need to register and designate a person who will be responsible for receiving information. Not all tribal delegates in the consultations understood this requirement. However, people who had attended the LUCA training were more likely to be aware of this requirement than people who had not attended.

“If we’re using the people from our offices and we’re taking the time out of our work day in order to do that work, then we are contributing to this effort.

And as a partner . . . this . . . [the data] also belongs to the tribes not only to the census.”

**Leander McDonald
Planning Director
Spirit Lake Sioux Tribe
Rapid City Consultation**

Tribal delegates had questions about the deadlines for registering for LUCA and BAS. Tribes asked if the deadline could be extended to 6 months because they felt that the 3-month deadline was too short. The Census Bureau responded that the deadline could not be extended, but tribes would have another opportunity for input related to new construction closer to the time of the 2010 Census.

Tribal delegates said that their respective tribes are unlikely to delegate authority to review LUCA to cities or counties. They attributed this issue to a fundamental distrust of city, state, and county governments. One reason for this distrust is that some tribal delegates believe that other local governments count tribal members in their population and use those population numbers to obtain money to provide services. However, it is believed that local governments do not share the money with the tribes that are actually providing the services to tribal members.

In contrast, the Navajo Nation noted that in San Juan County, NM, the county has Global Positioning System (GPS) coordinates for all homes on and off the Navajo reservation located in San Juan County. The Navajo Nation plans to work with the county to get addresses for LUCA.

People wanted help in deciding which LUCA option to choose. The Navajo Nation, comprised of 11 counties, expressed concern over which option they should select. Isleta and Zia Pueblos have city-style addresses, but none of the other tribes present at the Albuquerque meeting had city-style addresses. The Census Bureau advised tribes that do not have city-style addresses to choose Option 1 because it allows them to review and challenge the block counts. As a point of clarification, this is the only option a tribe can select if they have only non-city-style addresses. The Census Bureau also clarified that rural addresses such as Rural Route or Rural Box are not considered city-style addresses.

Some tribal delegates were surprised to learn that people would be on the reservation to canvas the addresses in 2009. They reminded the Census Bureau to follow protocols to obtain permission from the tribe to enter their lands for all census activities.

Geographic Information Sharing

Tribes would like a more reciprocal relationship with the Census Bureau for geographic information sharing. Tribal delegates said that if tribes pay for personnel to participate in LUCA, they feel like they should own the data provided by LUCA. Title 13 protects confidentiality of individual information, including maps that have housing locations. However, there seems to be confusion about information that the tribe already has and is willing to share with the Census Bureau. Some tribes have GIS technology and are developing maps for their 911 response systems. They should be able to update that information with the census maps that they are reviewing. While they are updating their system, they can help the Census Bureau update their maps using their 911 information.

Tribes do not want to duplicate efforts. When tribes contribute their resources, they believe that they should have use of the data. Maps developed by the Census Bureau could be useful for other purposes. The Census Bureau explained that housing information on maps is confidential; however, the base map and spatial data products are updated twice a year, and tribes can obtain these without the housing units. Spatial data products include digital boundary and feature (roads, waterways, railroads, etc.) files that can be used within a GIS.

Gathering Geography-Based Census Data

A number of issues were discussed, including the following.

- Census designated places and census block groups.
- Occupancy rates.
- Alaska Native village statistical areas.
- Current and potential uses of census data.
- Accessing data using the census Web site.

Clear recommendations were made for some of these issues, and those are described in Table 18. For other issues, recommendations were not made.

Census Designated Places and Census Block Groups

There was interest in census designated places (CDP) and questions about how to request them.

- Is there a threshold of number of people for a census designated place? The Census Bureau explained that there is no limit for population, but the place has to have something in addition to housing, like a store or other services. Small tribes were cautioned not to delineate areas that are too small because data may not be reported due to privacy concerns.
- Can tribes identify a CDP that is off reservation? The Census Bureau stated that a CDP cannot be in an incorporated area, but it was not clear whether a county needed to request a CDP for nontribal areas.

Another approach for tribes to get data for areas that are off reservation is a census block group (CBG). CBGs were discussed primarily in relation to a problem with education funding in New York State, where state funding goes directly to tribes. However, when American Indian children attending an Indian residential school are reported in the census as living off reservation, the state education funding goes to the county in which the school is located instead of the tribe.

Another focus of the CBG discussion was that the Census Bureau is considering increasing the minimum population of block groups from 600 to 1,200. Tribal delegates shared that raising the minimum population for block groups could be detrimental to many small population tribes. The Census Bureau later decided not to change the criterion.

It was noted that tribes might need assistance in understanding how members who are in satellite communities can be counted. They may need assistance to identify these satellite communities with special geographic designations to ensure that the population is counted accurately.

Table 17 provides a list of the tribal delegates' recommendations.

TABLE 17: Recommendations for Census Designated Places and Census Block Groups

Recommendations
<ul style="list-style-type: none">• It was requested that De Smet, ID, be added as a CDP.• It was recommended that the Census Bureau not raise the minimum population for CBGs, as doing so would be detrimental to tribes.• Further assistance is needed to help tribes understand how to count members who live in satellite communities.• In New York State, further consultations with the tribes and the state are needed to better understand the data and fair distribution of education funding.

Occupancy Rates

Tribal delegates stated that some of the Census Bureau occupancy rates are distorted because uninhabitable structures are listed as housing. For example, in some areas of Alaska, tribal delegates said that structures that are not livable are listed as housing. These structures include housing with dilapidated floors or without electricity. Tribal delegates said that when these structures are counted as housing, the occupancy rates appear lower than they actually are, which can affect funding for new housing.

Tribal delegates from the Navajo Nation shared a related occupancy problem. Many Navajo families have a house that is their principal dwelling, as well as a traditional Hogan that is used for ceremonial purposes. These structures are on the housing inventory used in census maps and counted as vacant, even though they are not intended to be residential units. Tribal delegates explained that this issue shows the Census Bureau's lack of understanding of the Navajo Nation's culture. They added that many people on the Navajo Nation have overcrowded and inadequate housing. However, the Census 2000 reported a high vacancy rate for housing on the Navajo Nation that makes it difficult for the tribe to compete for funding for new housing.

Table 18 provides the tribal delegates' recommendation.

TABLE 18: Recommendation for Increasing Accuracy of Occupancy Rates

Recommendation
<ul style="list-style-type: none">• The Navajo Nation recommended that further consultation is needed with the Census Bureau to develop a plan to resolve their occupancy issue before the 2010 Census.

Alaska Native Village Statistical Areas

The Census Bureau presented proposed criteria for Alaska Native village statistical areas (ANVSAs) that will soon be published in the Federal Register and will solicit tribal comments. No recommendations were made, but the discussion is summarized below.

While 95 percent of the existing ANVSAs meet the proposed criteria, those who do not meet the criteria are concerned about how they will be represented in census data reports. Tribes that do not qualify as an ANVSA because of the 15 percent of population rule are concerned that they may not be listed in Census Bureau publications, and this could affect their funding. One tribe that is spread around a coastline is worried that it will not be accurately counted because of the 35-mile radius rule. Tribes are apprehensive that data could be used against them by federal agencies. They fear that the agencies could reduce their funding. In addition, they would be forced to use the same inaccurate numbers for 10 years. Tribes also want the Census Bureau to omit the column headed “ANVSA type” on the table of Eligible Alaska Native Villages.

Northway Village said that the criteria would be helpful because they would be counted as one census unit instead of three. They have been trying to get this changed for the past 20 years.

Current and Potential Uses of Census Data

A variety of current and potential uses of census data were discussed at the consultations. No recommendations were made during this discussion. The discussion is summarized below.

Tribal delegates shared that census data are needed for statistical models to project population growth on reservations. The Indian Relocation Act moved people from reservations to urban areas, but now people are moving back to reservations. The tribal delegates explained that with more of their citizens returning to the reservation, they need to plan for population growth. Census numbers are also being used for planning purposes in several areas, including economic development, education, transportation, wastewater treatment systems, and health care. Census data are also used for applications for federal funding of tribal programs. Census records were also cited as an important resource for a tribal government that was reconstituting its own tribal records.

The Navajo Nation Division of Economic Development conducts research with census data. The U.S. Department of Commerce funds a book that the tribe produced and posts on its Web site summarizing data about the Navajo Nation entitled *2005-2006 Comprehensive Economic Development Strategy of the Navajo Nation*. In 2004, they also produced a book of profiles of Navajo Nation Chapters that includes census maps and data, entitled *Chapter Images*. In addition, census data are used to establish poverty guidelines for sliding scale fees for child-care programs.

The Spirit Lake Tribe could see applications for census data for the four districts on their reservation. For example, the data could help them better understand the socioeconomic factors that may be contributing to a higher rate of diabetes in one district as compared to the others. Another application that they identified is to better document the tribal populations that were displaced from tribal lands due to natural disasters.

Accessing Data Using the Census Web Site

Some tribes had used the American FactFinder and wanted additional help to find tribal-specific social and economic data. Concern about the accuracy of the data on the Web site was expressed.

Not all tribal delegates were familiar with the Census Bureau’s Web site. The Web site was demonstrated as part of the presentation of the ACS in the Charlotte consultation.

In small Alaska Native villages, tribes are concerned about the few non-Native teachers who have high salaries because this income information can distort the economic characteristics of the community and make grant applications less competitive. Tribal delegates said that they may need help in learning how to select census data to better justify their need for grant funding.

A new issue reported by a California tribal leader is that the Internal Revenue Service (IRS) is considering taxing health insurance provided by the tribe to its members unless the tribe can prove need. For this purpose, tribes need to access census information about health, longevity, and poverty. Tribal delegates at the meeting mentioned they could not find this information for their tribes.

Table 19 provides the tribal delegates' recommendation.

TABLE 19: Recommendation for Accessing Data Using the Census Web Site

Recommendation
<ul style="list-style-type: none">• Overall, tribal delegates recommended that more education was needed so that tribes can understand the types of data that can be accessed on the Census Bureau's Web site and how to find that data.

Geographic Information Systems (GIS)

This discussion revolved around tribes' use of GIS. This discussion was in response to the Census Bureau's question in the background materials that asked tribes if they used GIS on their reservations. This conversation did not lead to tribal recommendations, but tribes shared how they are using GIS, if at all.

Tribes' Use of GIS

Each of the 110 chapters of the Navajo Nation has laptops, digital cameras, and GPS. Chapters are using GPS and digital cameras to locate houses, but they have not begun plotting the houses on maps using GIS. The BIA boundaries are digitized by the Navajo Nation administration. The Navajo Tribal Utility Authority has GPS data for every house with electricity. However, 40 percent of houses do not have electricity. The Navajo Nation would like to obtain the Census Bureau maps that show housing units to add to the tribes' GPS. The Census Bureau responded that under the LUCA program the tribe could review the maps, but the confidentiality agreement they must sign prevents the tribe from downloading or using any of the housing information.

The St. Regis Mohawk Tribe and Mohawk Nation are using GPS and GIS. They have databases and maps that include homes, telephone poles, and resources. They know their population and environment. Their award-winning program includes participation in the U.S. Environmental Protection Agency's information exchange network.

About a third of tribes represented at the Tulsa consultation used GIS mapping. One tribe uses GIS for its environmental office grant applications. GIS helps them map such things as waste sites and fish and animal habitats.

The Pine Ridge Reservation has a sophisticated GIS, but the other tribes at the Rapid City, SD, tribal consultation did not indicate whether they had GIS. Only two tribal delegates at the Alaska tribal consultation indicated that they were using GIS.

How to Best Reach AIAN Communities

The background materials sent to tribes prior to the consultation meeting suggested the following discussion questions.

- What are the best ways to reach your community?
- What messages would work best?
- How can the Census Bureau let people know that every person in every household should be counted?
- How can the Census Bureau let people know that no information about individuals or about the number of people living in one household can be given to any other federal, state, or tribal authority?
- What other issues facing the AIAN community might affect the 2010 Census count?

Only some of these questions were discussed at each meeting, while other topics identified by tribes were also discussed.

Table 20 is a summary of the topics discussed regarding how to best reach AIAN communities.

TABLE 20: How to Best Reach AIAN Communities - continued on page 45

Key Themes	
Census Bureau	<ul style="list-style-type: none"> • Census activities. • Confidentiality issues.
Partnerships	<ul style="list-style-type: none"> • Tribal governments. • Schools. • Federal agencies.
National Outreach	<ul style="list-style-type: none"> • Tribal involvement. • Communication strategies and channels. • Internet and television access. • Promotional materials.
Outreach Content and Messaging	<ul style="list-style-type: none"> • The benefits of the census. • Traditional and intergenerational. • Community inclusive. • Focus on children and education. • Celebrity endorsements.
Messaging Themes and Examples	<ul style="list-style-type: none"> • Political. • Identity and pride. • Funding. • Importance of data.
Regional/Community Outreach	<ul style="list-style-type: none"> • Local publicity. • Outreach strategies and campaigns.

TABLE 20: How to Best Reach AIAN Communities - continued from page 44

Key Themes	
AIANs Outside of Tribal Communities	<ul style="list-style-type: none"> • Off reservation. • Students. • Transient. • Foster children. • Multiple family households.

Census Bureau

Two issues were prominent during the discussion of the Census Bureau and its plans for the 2010 Census.

- Census activities.
- Confidentiality.

These issues are described below.

Census Activities

The Census Bureau presentation included a slide titled, “Activities that can motivate residents to be part of the 2010 Census.” The last item on the list was, “Urge religious leaders to promote the census.” In response to this suggestion, a tribal leader cautioned, “Don’t exploit our religion.” He explained that the 19 Pueblos of New Mexico have two distinct government structures: one is religious and the other is secular. He advised the Census Bureau to work through the governors, who lead the secular government.

Confidentiality

Tribal people are leery of confidentiality. There is a historic mistrust of the federal government by tribal people due to centuries of mistreatment, as well as loss of land and culture. Personal questions, such as questions about income, are regarded as prying into people’s lives. People are worried about the Census Bureau providing information to the IRS, law enforcement, and other agencies.

Tribal delegates also expressed their concern about information being put on maps that could be used to locate individuals. This practice was regarded as an invasion of privacy, even if information is published at the block level. People were worried about how the Census Bureau will protect the confidentiality of maps, not only with regard to individual housing units, but also sensitive sites, such as archeological sites and spiritual sites. There is a need to clarify confidentiality to put people at ease. One approach suggested was for tribes to pass a law on confidentiality that paraphrases and supports the federal law. Another suggestion was to proclaim a day of amnesty to encourage people to answer honestly.

The message about not sharing information with tribal governments needs to be refined. Tribal governments can receive statistical summaries of information, which is one incentive for participating in the census. Tribal delegates suggested that it should be stressed that individual census questionnaires are protected by privacy acts and not shared with tribal governments or federal agencies.

Tribal enumerators help to get some tribal members to participate. However, intertribal family disputes may also be a cause of distrust or lack of participation. The Census Bureau, the tribe, and the tribal liaison program need to work closely and be sensitive to the family or cultural differences found on each reservation or within its communities.

To counteract the lack of faith in Census Bureau confidentiality, it was suggested that tribal leaders issue a short, clear message to tribal members. This message could explain that census information will not go to the tribe or the housing authority and will not be viewed by anyone at the tribe.

Partnerships

Three issues were prominent during the discussion of the Census Bureau and its partnership plans for the 2010 Census.

- Tribal governments.
- Schools.
- Federal agencies.

Tribal delegates provided a variety of partnership suggestions. One tribal participant mentioned the Women, Infants, and Children (WIC) Program as a good avenue for promoting the census to community members. Another idea provided was to use tribally owned casinos, since many times they are the primary employer in AIAN communities.

A list of the tribal delegates' ideas for developing effective partnerships is found in Table 21.

TABLE 21: Ideas for Effective Partnerships

Potential Partners	Partnership Ideas and Considerations
Tribal Governments	<ul style="list-style-type: none"> • Tribal enrollment offices. • Public information offices. • Navajo Nation's local government support centers. • Family and community centers. • Senior centers. • Tribal community centers. • Tribal museums. • Tribal health departments. • WIC Program. • Indian Child Welfare Act (ICWA) staff. • Casinos.
Schools	<ul style="list-style-type: none"> • Parent advisory committees. • Tribal and public schools.
Federal Agencies	<ul style="list-style-type: none"> • Indian Health Service. • Bureau of Indian Affairs.

National Outreach

Five issues were prominent during the discussion of the Census Bureau and its plans for national outreach for the 2010 Census.

- Tribal involvement.
- Communication strategies.
- Communication channels.
- Internet and television access.
- Promotional materials.

Tribal Involvement

Tribal delegates in the Phoenix consultation expressed concern about some of the images used in publicity for Census 2000. For example, the images associated with spirituality, such as dancing, were deemed inappropriate. To avoid making ads that are offensive to AIANs, it was suggested that the Census Bureau have a focus group of tribal leaders to get feedback on proposed ads.

Focus groups segmented by age were also suggested to test messages and approaches that would appeal to different groups of people in AIAN communities. It was recommended that the Census Bureau do research to determine the hard-to-reach populations. One person thought that males aged 18-25 years might be the hardest to reach. Tribal delegates said that the Census Bureau should design an advertising campaign that targets hard-to-reach populations. The Census Bureau replied that they have this information about the response rate by various characteristics of the population, and this information will be used for the 2010 Census publicity campaign. A participant asked the Census Bureau to share that information with tribes.

Tribal delegates said that the national advertising campaign should seek input on content and methods of communication from AIAN advisory groups and focus groups. Local AIAN people should be hired to develop the media for their communities. Tribal delegates also shared that localized campaigns using local tribal people are more effective than national campaigns that feature people from different tribes. Many AIANs have experience in developing outreach programs and should be consulted, including researchers with focus group experience, filmmakers, and others.

Table 22 provides a list of tribal delegates’ recommendations and concerns regarding tribal involvement.

TABLE 22: Recommendations for Tribal Involvement

Tribal Involvement	Recommendations and Comments
<p>Focus Groups</p>	<ul style="list-style-type: none"> • The images associated with spirituality, such as dancing, were deemed inappropriate. The recommendation is to develop focus groups composed of tribal leaders in order to obtain feedback on proposed ads and to avoid making offensive ads. • Segment focus groups by age to develop messages and approaches that would appeal to different groups of people in AIAN communities. • Conduct research to determine the hard-to-reach populations. • Consult with AIANs who have experience in developing outreach programs, such as researchers with focus group experience, filmmakers, and others.
<p>Advertising Campaigns</p>	<ul style="list-style-type: none"> • Design an advertising campaign that targets hard-to-reach AIAN populations. • Share information regarding the response rate by population characteristics with tribes. • Seek input on both content and methods of communication from AIAN advisory groups and focus groups. • Hire local AIAN people to develop the media for their communities. • Use localized campaigns in place of national campaigns since the former are more effective.

Communication Strategies

Tribal delegates provided various ideas for communication strategies to aid the Census Bureau in their outreach activities for the 2010 Census. Tribal delegates acknowledged that different tribes have varying levels of information technology. The Census Bureau’s communication strategy should be a multimedia approach such as word of mouth, phone, direct mail, Internet, and advertisements.

A list of communication methods and strategies provided by tribal delegates is provided in Table 23.

TABLE 23: Communication Methods and Strategies

Communication Channels	Communication Strategies and Considerations
Partnership Specialist and Enumerators	<ul style="list-style-type: none"> • Ensure all tribes that require a partnership specialist have a partnership specialist. • Show respondents a tribal council resolution letter to encourage members to participate. • Coordinate a booth at local sporting events. • Travel to AIAN events such as powwows and rodeos. • Develop curriculum that is culturally appropriate for local public schools. • Attend tribal meetings to gain tribal leader support. • Provide tribes with advertisements that can be customized.
Newspapers, Newsletters, and Phone Calls	<ul style="list-style-type: none"> • Make phone calls to tribal members as a friendly reminder. • Provide inserts for tribal mailings, including letters, flyers, and postcards. • Provide articles and advertisement for tribal newsletters. • Purchase advertising in tribal newspapers, radio stations, and television stations. • Use AIAN newspapers such as <i>Indian Country Today</i>.
Radio and Television	<ul style="list-style-type: none"> • Provide advertisements for tribal college and community radio and television stations. • Use popular national radio shows, including <i>Native America Calling</i>.
Public Areas and Events	<ul style="list-style-type: none"> • Post signs on public transportation. • Place banners and billboards in highly visible areas. • Place posters and advertisements using local people. • Conduct a poster contest similar to what was conducted during the 2006 Census Test on Cheyenne River. • Provide a community barbecue for all people that were counted.
Information Technology	<ul style="list-style-type: none"> • Provide a direct link between AIAN Web sites and the Census Bureau Web site. • Provide free downloads of census materials and advertisements on Census Bureau and AIAN Web sites.

“Let them know . . . how the census count has benefited them as a tribal member. . . . Outline some programs that may have benefited by using the census count such as grants, contracts, or homes that have been refurbished or built because of utilizing census numbers.”

**Amadeo Shije
Chairman, All Indian Pueblo Council
Albuquerque Consultation**

Internet and Television Access

Tribal delegates discussed the varying levels of Internet connectivity and television access as well as viewing habits among AIANs.

Computer and Internet connectivity access was discussed at many of the tribal consultation meetings. There is a wide range of connectivity among tribes. At minimum, many tribes have access to computers and the Internet at libraries, schools, and community centers. One tribe provides wireless Internet for their community citizens. In some tribes, most homes have computers and Internet access, while at other tribes less than a third of the households have connectivity. Some tribes have very sophisticated Web sites that include videos and voice recordings. Young people are generally fluent in computer use, but this approach may not be the best way to reach an older population.

There is also a wide range of access to television in AIAN communities. In some places, there is a dedicated tribal television channel. Some communities have a television station that most people watch. In communities where people watch satellite television, there may be too many channels to effectively reach the AIAN audience via television advertising. Tribal delegates also mentioned that past advertisements were not localized and hope that this will change in future censuses.

“We need to start focusing on the children. They’re going to be growing up and getting to the point where this is very important. It will affect them too.”

**Carole Lankford
Vice Chairman, Confederated Salish and Kootenai Tribes
Rapid City Consultation**

Promotional Materials

Promotional items were recommended both for census publicity and for recruiting people for Census Bureau jobs. The value of “giveaways” cannot be overestimated in AIAN communities. One example that was cited is a bag with the census logo. One tribal leader shared that this bag was the right size for his drum. He used that bag for years to carry his drum to ceremonies. The census logo was then visible to many community members and provided a casual opportunity to promote the census. Other suggestions for promotional items are listed below.

- Lapel pins and buttons.
- Water bottles.
- Writing pens.
- Knick-knacks.
- Key chains with neon lights.
- Mugs.
- Fans (particularly in Oklahoma).
- Canvas bags.
- Tote bag with a Native graphic design and zip pocket.
- T-shirts.
- Magnets for refrigerators.
- Meals and food.
- Balloons.
- Cash.

Outreach Content

The Census Bureau should use the evaluation of Census 2000 publicity to learn what worked and what did not. After reviewing the video clips from Census 2000, one tribal leader thought that the 2000 publicity campaign captured the key themes, including funding, culture, tradition, language, destiny, and survival. However, other tribal delegates thought the advertising used in Census 2000 was confusing and misleading. Many tribal delegates said that they did not remember seeing any of the publicity. The following are observations that were offered by some tribal delegates.

- The message “Don’t Leave it Blank” was confusing and did not convey what was intended.
- The background music was too loud and distracted from the messages.
- Images with children were most effective.
- The TV advertisements worked best because they were visual and active.
- The TV advertisement with the Navajo grandmother and the grandchild going to the mailbox was effective because it had few words and powerful images.
- Images that convey spiritual activities, such as dancing, are considered inappropriate for census advertisements.
- Some people were uncomfortable with the representations of AIANs.

There was a perception that too much emphasis was placed on promotional images “glorifying the image” of AIANs. Tribal delegates said that the Census Bureau needs to explain, “What’s in it for us?” The benefits need to be tangible, not “pie in the sky.” There are problems with messages that focus on the financial benefits of answering the census. Many people say they have not benefited in the past from answering the census, so they do not see the value in participating in 2010.

With a declining economy and heavy cutbacks in federal funding for programs that most tribes need, tribes are losing ground, regardless of their census numbers. Tribal delegates strongly advised the Census Bureau not to use messages promising that the census will improve education, health care, and other community services. In the long run, messages like that will undermine trust.

Tribal delegates acknowledged that tribes differ in the messaging that works for them. However, tribal delegates agreed that messages need to reflect local AIAN traditions, and those messages should be culturally appropriate.

Table 24 contains some of the tribal delegates’ suggested approaches for messaging and strategies.

TABLE 24: Suggested Approaches for Messaging and Strategies - continued on page 52

Messaging Approach	Messaging Strategies and Considerations
<p>Educate People About and Identify the Benefits of the Census</p>	<ul style="list-style-type: none"> • Showcase a program that exists because of the census. • Tell a story or give a case study. • Show how the census data have benefited tribal members, such as funding for new home construction. • Provide fact sheets about the census and its impact. • Inform people that the 2010 Census is coming, and it is good for the community to participate. • Inform the tribal community that it is not taboo to be counted.
<p>Traditional and Intergenerational</p>	<ul style="list-style-type: none"> • Include the whole family in messaging. • Use family heritage and genealogy. • Showcase traditions handed down from elders to youth. • Use a dialogue between elders and youth educating them on their tribal heritage.
<p>Community Inclusive</p>	<ul style="list-style-type: none"> • Use veterans and women leaders as spokespersons. • Many tribes are matrilineal, so it is important to include female elders and leaders. • Consider a commercial with tribal leaders from various tribes coming together to endorse participation. • Develop a message to encourage prison inmates to participate.

TABLE 24: Suggested Approaches for Messaging and Strategies - continued from page 51

Messaging Approach	Messaging Strategies and Considerations
Focus on Children and Education	<ul style="list-style-type: none"> • Give young people the opportunity to look back and know they were part of the census. • Focus on education and going to college. • Use educational technology including computers, iPods, and video game consoles. • Politics may keep people from trusting tribal leaders, so a focus on children will be more effective.
Celebrity Endorsements	<ul style="list-style-type: none"> • Use sports celebrities as spokespersons. • Navajo code talkers could convey the message of civic duty. • Sponsor a musher at the Iditarod race in Alaska.

Tribal delegates also provided examples of messages that could help motivate AIANs to participate in the 2010 Census. These messages are provided in Table 25.

TABLE 25: Motivating Messages

Messaging Theme	Messaging Examples
Political	<ul style="list-style-type: none"> • “Native people have been invisible for a long time. The census is one more way as a people to stand up and be counted.” • “Show them we’re still here. Make your voice count.” • “If we don’t have our people counted, it will give the government an excuse to break their promises.”
Identity and Pride	<ul style="list-style-type: none"> • “I count, so count me.” • “Let the unconquered be heard.” • “Giving smaller tribes a voice.” • “First Peoples of Alaska: Stand up and be counted!” • “We count.” • “We need to be counted.”
Funding	<ul style="list-style-type: none"> • “Census data can be used to help people lead better lives. Census numbers provide background information for applications for grants from the federal government and foundations.” • “We can use the census numbers, and it will save the tribe money by not duplicating efforts to gather data.” • “Undercounting affects IHS funding.” • “Census numbers are used for juvenile justice program funding.” • “Census data help to provide services for tribal members in urban areas.”
Importance of Data	<ul style="list-style-type: none"> • “Demographic information can help the tribe with strategic planning.” • “We need to know the number of elders so that we can design services for them.” • “Tribes need to be part of statistics on life expectancy and health. Tribes need to know how they compare to other groups, how their longevity is changing, and the impact of health-care funding on health status and life expectancy.”

Regional/Community Outreach

Two issues were prominent during the discussion of the Census Bureau and its plans for the 2010 Census.

- Local publicity.
- Outreach strategies and campaigns.

These issues are described below.

Local Publicity

Tribes would like to see a portion of the Census Bureau budget spent on paid advertising for local tribal media. Tribes would seek this funding so they can develop their own local publicity and for focus groups, research, and development of their campaign strategies and materials.

In 2000, there was a special source of funding to assist tribes with some of the costs of census publicity, such as printing materials and making banners. However, the funding became available too late in the process for Census 2000, and many tribes were unable to meet the deadlines to participate. The Census Bureau expects in-kind funding to be available in FY 2009 and FY 2010.

Tribes want this money to be available for the local development of materials, not just printing and distribution. For example, it was suggested that the funding should be used for hiring of AIAN talent and for production costs.

One approach suggested for financial assistance for publicity was to use the provisions of the Indian Self-Determination Act (P.L. 93-638) to provide funding to tribes for publicity rather than subcontracting with the vendor selected by the Census Bureau.

Outreach Strategies and Campaigns

Tribal governments and the tribal liaisons can identify the best ways to reach their communities, which is different for each tribe. In addition to a national television campaign, tribes need to do their own outreach using the approaches that work best for them.

Several tribes have conducted successful campaigns to get their community members to take action on specific issues. At many of the tribal consultations, the Native Vote campaign used in the 2006 elections was regarded as an effective model. The following are some other model programs identified by tribes.

- The voter registration campaign in South Dakota is regarded as a model of community organizing that could help identify strategies to use for the census. One of the things they learned is that they have to go where the AIAN population goes, such as IHS clinics and hospitals.
- The St. Regis Mohawk Tribe conducted a successful campaign to get their members to vote on a land claims proposal. The tribe hired teachers during the summer when schools were closed to go house-to-house to talk with people. They spent \$80,000 on this educational effort and it worked, with the highest voter turnout in the tribe's history.
- In Arizona, tribal leaders developed a very effective publicity campaign for Proposition 202, a statewide gaming initiative. Tribes came together for print and television ads statewide. One approach used was a photo with all of the tribal leaders in the state standing together. One person spoke on behalf of all the leaders.
- In California when there was a campaign against tribal gaming, tribes mounted an effective response. They learned that it is important for tribal leadership to be visible to be effective.

The Navajo Nation feels it is important to partner with the 110 Navajo Nation chapters, which are grouped into five agencies, to get information into the communities. The Navajo Nation Council Standing Committee on Transportation and Community Development is responsible for the census, and this agency employs the tribal liaison. An administrative system first established by the BIA, is in place for disseminating information through the five agencies. Each of the five agencies has local government support centers that work with the 110 chapters. The community involvement specialist positions in each of the five agencies should be involved because they attend all the chapter meetings.

In general, tribes with larger populations seem to use more high-tech communications, while smaller tribes rely more on traditional face-to-face verbal communications. In smaller communities, having census giveaway items at information booths at health fairs and various celebrations bring people in to talk one-on-one about the census. The tribal delegates said it was essential to hire tribal members to visit homes as census enumerators. One strategy that was discussed is to use tribal languages for people who do not speak English. However, some AIAN languages are not written and cannot be translated in Census Bureau materials.

AIAN People Outside of Tribal Communities

Another issue that arose during this discussion was the ability to reach AIANs living outside of tribal communities. Tribal delegates were concerned that their total population may not be counted because they are not living in tribal communities. Six groups not living in tribal communities were discussed.

- Off reservation.
- Students.
- Transient/migratory.
- Disenfranchised.
- Foster children.
- Multiple-family households.

Off Reservation

In the past, tribes have tended to focus their outreach and education about the census on their reservations. For many tribes, however, a large proportion of tribal members live off of the reservation. There is a need to inform tribal members who live off reservation to list their tribe correctly on the census questionnaires in order for the tribe to have an accurate count nationally.

In addition to messages developed by the Census Bureau to reach tribal members, tribal leaders need to deliver messages to their members about how to fill out the race and tribe questions, including the following examples.

- Telling tribal members the exact way to list their tribe on the questionnaire (e.g., using an abbreviation).
- Educating their members to list as the first person on the census questionnaire (the head of household) the person in the household who has the same tribal affiliation as the tribe where they reside and receive their services.

In addition, for the Navajo Nation the issue of matrilineal descent needs to be addressed. In a matrilineal culture, the children are considered to be the same clan and tribe as their mother. If their mother is not a Navajo, then the child does not have a clan and is not considered a Navajo. Therefore, they should be told to list American Indian, or Navajo, on the census questionnaire if their father is Navajo and their mother is not.

Students

Tribes are concerned about how the Census Bureau counts students attending school outside the tribal community. Tribal delegates wanted to know if students are counted as members of their parents' households even when they are away for school. The Census Bureau explained that high school students in boarding schools are counted as members of their parents' households; however, college students are counted as residents of the community where they live while attending college. Some tribal delegates responded that there is a need for more outreach to college students, so they list their tribe accurately on the census questionnaire.

Transient/Migratory

Some tribal members are transients, moving to towns for employment, and they may not be counted properly. Many Alaska Natives are working at Prudhoe Bay and the Red Dog Mine. The Census Bureau explained that these are considered "group quarters" and would be enumerated during a 2-week period in coordination with the local mayors. Some homeless tribal people are migratory, going north in the summer and spending the winter in cities. They often camp out by the rivers because they do not like to be in shelters with others. It is important to find ways to count them because funding is needed for mental health services for them.

Foster Children

Many American Indian foster children are in non-Indian households, where their tribe may not be reported. A strategy suggested was for ICWA caseworkers to track the foster children and contact the foster parents to ask them to list the foster child's tribe on the census questionnaire. In addition, there is concern that people who have been adopted out of the tribe may not know their cultural heritage.

Multiple-Family Households

There is often overcrowding in AIAN households. During the winter as many as 10 to 30 people could be living in a single household on the reservation because relatives take in the homeless and unemployed. In multiple-family households, people don't want to report their numbers and their income. They are worried about confidentiality and housing regulations.

Other Issues

For some tribes, there is an expectation that the 2010 Census will show a population increase on tribal lands. The increase in employment opportunities from tribal gaming has resulted in people returning to the tribe to live and fewer young people leaving the tribe. A tribal administrator said that their tribal enrollment has doubled since Census 2000. This growth in population should be reflected in census numbers between the decennial censuses.

While some tribes hope to gain a more accurate count in 2010, there are still issues that need to be addressed to ensure an accurate count. The main issues identified by tribal delegates are listed below.

- Census is intrusive.
- Census questionnaires are complex.
- People have not been educated about the need for the data.
- Privacy concerns.
- Cultural issues.
- Mistrust of the federal government.
- Tribes may not participate since they have already collected for themselves the data the census provides.
- Counting people is considered taboo in some tribes.

A tribe that has never obtained an accurate census count or received the federal funding justified by an accurate census count is not likely to participate in the 2010 Census. Because people resist the intrusiveness of the census, there is a greater need to show the benefits that will be derived from participation in the census.

Establishing Partnerships for a More Accurate 2010 Census

The background materials document sent to tribes prior to the consultation meeting suggested the following discussion questions.

- What are your greatest concerns regarding conducting the 2010 Census on your reservation or tribal lands?
- When the Census Bureau has staff devoted to working with tribal governments beginning in the fall of 2008, how can they be most effective in improving participation in the 2010 Census?
- What is the best way to provide information and to communicate with you on a regular basis: newsletter, written correspondence, phone call, or e-mail?
- How does the Census Bureau build trust with tribal governments?
- What is the best way to establish and define working partnerships between your tribe and the Census Bureau for the 2010 Census?
- How much work time is appropriate for your designee to commit per week to his/her role as a tribal liaison (e.g., 20 hours, 30 hours, or full time depending on the need)?
- What role do you, as a tribal leader, see for yourself in promoting the 2010 Census within your reservation or tribal lands?

Only some of these questions were discussed at each meeting, and other topics that tribes identified were also included in the discussions.

Table 26 summarizes key themes that emerged from these discussions.

TABLE 26: Establishing Partnerships for a More Accurate 2010 Census

Key Themes	Examples
Tribes' Concerns About the 2010 Census	<ul style="list-style-type: none"> • Participation in the census. • Tribes' protocols.
Tribal Liaison	<ul style="list-style-type: none"> • Role of the liaison. • Tribes' differing liaison needs.
Tribal Leader	<ul style="list-style-type: none"> • Role of the tribal leader in the census.
Communicating With Tribes About the Census	<ul style="list-style-type: none"> • National and regional organizations. • Letters to tribal leaders. • Other communications methods.
Trust	<ul style="list-style-type: none"> • Building trust with tribes.

Tribes' Concerns About the 2010 Census

Two issues emerged during the discussion about tribes' concerns about the 2010 Census being conducted on their reservations and tribal lands.

- Participation in the census.
- Tribal protocols.

Although no specific recommendations were made to address these issues, the conversation yielded useful information, which is summarized below.

Participation in the Census

Tribal delegates said that it may be difficult to increase involvement in the 2010 Census among tribes with historically low participation in past censuses. Specifically, tribes have the perception that more is being expected of them in the 2010 Census than in Census 2000. For example, the Navajo Nation is worried that the use of a short questionnaire only in the decennial census will create a perception in the federal government that the enumeration will be quicker, easier, and less expensive. However, the remote areas of the Navajo Nation require some extraordinary efforts to reach people. For example, in Census 2000, extra funding was provided so that people could be reached on horseback and with helicopters.

The Census Bureau addressed the tribal delegates' concern about low tribal participation and identified four factors that may be contributing to this perception.

1. The Census Bureau may not have consulted with tribes in 2000 about the address listing options, so tribes may not have been aware of it.
2. The address listing activities are more visible this time.
3. New technology is being used.
4. Some activities require a compressed time frame. For Census 2000 it took 2 years, while for the 2010 Census it is scheduled to take one season.

Another concern about tribal participation related to census home visits. Some tribal delegates were surprised to learn that participating in the census involves more than getting people to complete and mail in the census questionnaire. As tribal delegates learned more about the geography activities, some became aware for the first time that Census Bureau employees would be going to homes in 2009. Census Bureau employees could go to homes as many as five times for various surveys and census operations, such as enumeration and quality control in 2010. This seemed intrusive to tribal delegates, even if tribal members are hired to do the work. Another concern regarding home visits related to a rumor that the Census Bureau would not go to reservations and rancherias if the population were less than 2,500. The Census Bureau clarified that it would go to every house where the questionnaire was not mailed back.

Tribal Protocols

A key protocol for many tribes is the drafting of a resolution by their tribal council in support of any specific action. For example, a tribal council could pass a resolution endorsing the census and a statement reinforcing confidentiality. A resolution provides credibility and sanctions tribal employees to develop a strategy for their community program to communicate about the census to the people they serve. This, in turn, can lead to a complete tribal effort. An example from the Anchorage consultation was given by a tribal administrator who said that she could not speak on behalf of the tribe without a resolution from the tribal council to do so.

The Census Bureau asked tribal delegates whether a memorandum of agreement between the Census Bureau and the tribe would be helpful. They suggested that the regional offices discuss this idea with tribes individually.

Tribes also expressed concern about how they can resolve problems that they may have during the census. They want to know what the relationship is between the liaison and the local census office (LCO). Each of the regional directors said the LCO's focus is on operational activities. The tribal liaison is more likely to work with the partnership specialist in the regional office. Tribal leaders were assured that if an issue arises that needs attention from a tribal leader, then it is important enough for the tribal leader to contact the regional director directly.

Tribal Liaison

The discussion of the tribal liaison focused on two issues.

- Role of the liaison.
- Tribes' differing liaison needs.

While no specific recommendations were made, tribes offered feedback on these issues, which is described below.

Role of the Liaison

This portion of the consultations revealed that some tribes were unclear what the tribal liaison's role is in the 2010 Census. Some people thought the tribal liaison was expected to do the census enumeration without pay. The Census Bureau clarified that the tribe provides tribal liaisons, while the Census Bureau hires and pays the enumerators. It was also clarified that the primary role of the liaison is to serve as a point of contact between the Census Bureau and the tribe regarding census activities. The Census Bureau said that the primary role of the tribal liaison is to communicate with the tribe, and the elected tribal leader could serve in that role.

Tribes' Differing Liaison Needs

Tribes have differing resources and responsibilities for their tribal liaisons based on the size and geographic placement of tribal populations. In addition, the tribes' current budget and staffing configuration influence whether they can afford to devote staff time to the duties of a tribal liaison. Tribal delegates gave a wide range of responses regarding the issue of appointing a tribal liaison, and these responses are summarized below.

- Ho-Chunk Nation is spread over 11 counties in Wisconsin, and they need more than one tribal liaison.
- For the Navajo Nation, one person will be sufficient at the present time, but later they may have as many as five tribal liaisons. In 2000 it was difficult to visit, call, or count the Alamo Navajo Chapter and the Ramah Navajo Chapter, so these chapters may need their own tribal liaison. One concept discussed was to have a tribal liaison for each of the local government support centers.
- Sault Ste. Marie Tribe of Chippewa Indians cannot devote 20 hours per week to the census at this time, but they would do it on an as-needed basis. When it gets closer to 2010, they expect the tribal liaison to be a full-time job.
- The Ketchikan Indian Community used their employment program as their liaison in Census 2000. They helped tribal members obtain jobs with the Census Bureau, and this approach helped ensure everyone was counted.
- The Pueblo of San Felipe and the Pueblo of Zuni said they only have two tribal employees, and it would place undue burden on the tribe to designate a tribal liaison for the 2010 Census. They added that 1 hour per week is not a realistic estimate for what is being asked of tribal liaisons.

- The Mole Lake Tribe does not have resources to fund a full-time tribal liaison position.
- For some tribes, the tribal administrator would be the natural person to serve as tribal liaison. Some tribes are already doing similar work and would be able to appoint a tribal liaison.
- Small tribes may not have resources to assign staff to assist with the census. Tribes suggested a national effort to seek funds to support tribes in census activities.

Tribal Leaders

The role of the tribal leader was the focus of this discussion. A summary of the discussion is provided below with specific recommendations from the consultations.

Role of the Tribal Leader

Tribal delegates in the consultation meetings identified the following roles for tribal leaders.

- Represent the tribe in consultation meetings with the Census Bureau and work with the Census Bureau to improve the information that is collected by the census.
- Take responsibility for how their tribe is identified in the census.
- Appoint a tribal liaison.
- Assure that the tribe participates in LUCA, if applicable.
- Encourage tribal members to fill out their census questionnaires, and let them know why this activity is important to the tribe.
- Participate in public relations activities for the census.
- Identify ways to increase Census Bureau employment opportunities for tribal members, including preparing tribal members with sample tests and offering a testing facility on tribal property.
- Communicate with tribal members about the specific issues that can affect the census counts for the tribe.
- Communicate to the community members the importance of having a tribal member listed as head of household.
- Communicate to community members the importance of checking “AIAN” only and not “other races” in question six.

Table 27 lists recommendations for supporting the role of the tribal leaders.

TABLE 27: Recommendations for Supporting the Role of the Tribal Leaders

Recommendations
<ul style="list-style-type: none"> • The Census Bureau should provide talking points and other educational information to assist tribal leaders in informing tribal members about census activities. • The Census Bureau should provide resources to help tribes share their ideas with other tribes. • The Census Bureau should help pay for some publication costs associated with promoting the census to tribe members.

Communicating With Tribes About the Census

Three themes emerged during this discussion.

- National and regional organizations.
- Letters to tribal leaders.
- Other communications methods.

These themes are described below, and the recommendations that were made by tribal delegates are also summarized.

National and Regional Organizations

Tribal delegates agreed that a good way to communicate with tribal leaders is through national and regional AIAN organizations. Some of the organizations in which tribal leaders participate are listed below.

- National Congress of American Indians (NCAI).
- United South and Eastern Tribes (USET).
- Midwest Alliance of Sovereign Tribes (MAST).
- Inter Tribal Council of California (ITCC).
- California Tribal Business Alliance (CTBA).
- California Nations Indian Gaming Association (CNIGA).
- Alaska Federation of Natives (AFN).
- Association of Village Council Presidents (AVCP).

The Census Bureau is encouraged to maintain communications with the executive directors of these organizations and to schedule time on their agendas to provide updates about the census. Tribal delegates also said that the Census Bureau should participate in annual meetings of organizations that focus on Indian education and Indian health care.

Letters to Tribal Leaders

Tribal delegates explained that government-to-government protocols dictate that the Census Bureau contact the top elected official in a tribe. However, they also said that a number of factors make it important to send copies of letters to tribal staff.

In many cases, both the tribal leader and the tribal council need to be informed about the census. While the tribal chairman or president is the primary elected official, oftentimes the tribal secretary is the official record keeper within the tribe. In addition, the tribe's administrative staff often assumes the duties of maintaining contact with various state or federal agencies in relation to specific issues within the tribe.

Leadership in some of the 19 Pueblos changes yearly and for others every 2 years. The longest term for governor of a Pueblo is 4 years. This turnover in leadership means continuity comes from staff.

Approximately 50 percent of the tribal delegates in the tribal consultation meetings were tribal employees. They said tribal leaders and tribal council people are too busy to get involved in the census, and they delegate census activities to tribal employees. When the Census Bureau sends correspondence to tribal leaders, copies should be sent to the tribal liaison, as well as others in the tribe.

“Over many centuries, the Native American people have developed a mistrust of the government. When anybody comes around and says they’re part of the government, it puts up a wall for some Native American people. They put up that wall, and they don’t want to bring the wall down.”

**Shirley Cain
Tribal Administrator, Bishop Paiute Tribe
Palm Springs Consultation**

Tribal delegates shared that the Census Bureau needs a multilevel back-up plan when sending communications to tribal leaders. They explained that the original correspondence can be misplaced or lost. One approach could be a Web site where tribes can locate all census letters or notices. Tribal delegates used the IHS as an example. IHS uses a Web site to post copies of their “Dear Tribal Leader” letters so everyone can access them. This tool allows staff to access the materials as needed. This easy access has worked well for tribal health staff and was suggested as a tool for the Census Bureau. Copying all correspondence to the tribal secretary or administrator or another tribal staff person will also help.

In addition, tribal delegates said that if the Census Bureau sends a letter and does not hear back, it should contact the tribal leader again. Some tribal leaders prefer telephone calls, and others prefer e-mail. While letters are an important way to communicate formally and provide a written record of transactions, sending a letter does not substitute for talking to people directly.

Other Communications Methods

Tribal delegates offered feedback on other communications methods that could be used by the Census Bureau. These methods are listed below.

- Census Web site.
- Regional one-on-one meetings.
- Partnership specialist.
- Quarterly newsletter.

Census Bureau Web site: Many tribal delegates suggested that the Census Bureau develop a tribal Web site. They said it could include voice files and DVD files, including video clips. Jobs at the tribal level could be listed on the Web site. Video clips could also be put on DVD and sent to tribes.

Regional one-on-one meetings: Tribes are looking forward to the one-on-one meetings with their regional office; however, they sought assurance that the people they meet with have decision-making authority. They were assured that topics on the agenda for those meetings are within the control of the regional office. Since some communities have more than one tribe, the Census Bureau assured people they would meet with the leaders of all tribes.

Partnership specialist: The Census Bureau's partnership specialist will be instrumental in working with tribal governments. Partnership specialists should provide an outline of what to do, information about the census, and responses to concerns that the tribal community might have, such as confidentiality. Information for the tribal liaison, such as the Complete Count Committee booklet is helpful.

Census Bureau partnership specialists are assigned to a specific region and are not usually dedicated solely to one specific tribe. The expectation is that there will be a partnership specialist assigned to the Navajo Nation for the 2010 Census. Having a partnership specialist, a local census office, and a sub office on the Navajo Nation in 2000 was beneficial.

There was discussion about developing a tribal program specifically for the 39 federally recognized tribes in Oklahoma.

Quarterly newsletter: An idea presented by the Census Bureau was a quarterly newsletter for tribes that would be prepared at headquarters and sent to the regional offices to distribute to tribes in their region.

“The U.S. Census Bureau must show that you are going to do five to 10 things that we say today that we want done. Don't say you will do it if you won't.”

**Arch Super
Chairman, Karuk Tribe of California
Charlotte Consultation**

Recommendations for a quarterly newsletter are found in Table 28.

TABLE 28: Recommendations for a Quarterly Newsletter

Recommendations
<ul style="list-style-type: none">• Use intertribal councils to distribute the newsletters.• Include photos from the tribal consultation meetings.• Don't make it too bureaucratic – include articles written by tribes.• Obtain tribal buy-in.• Offer the census newsletter in both electronic and print format.

Building Trust With Tribes

This portion of the consultations focused on what steps the Census Bureau can take to establish trust or overcome distrust that tribes may have. The conversation is summarized below, with specific recommendations from tribes.

“... A lot of people don't get counted. Grandmas won't answer the door for a census taker. ... Utilize tribal members to help take the censuses so that when that census taker knocks on the door, you know someone. Oh, okay, that's Sue, we know who she is. We'll answer that.”

**Troy Ralstin
Planning and Development Director
Ute Mountain Ute Tribe
Albuquerque Consultation**

How the Census Bureau Can Build Trust

Trust or the lack of trust is an important issue. The history of the tribes and the federal government has left a legacy of mistrust of the federal government. The most important goal for tribes is the survival of their tribe and their culture. Tribal delegates explained that AIANs look at the census as an assimilation process. This belief was particularly strong with tribal members in the state of New York. There is a perception that census data has been used against tribes.

Tribal members do not distinguish the Census Bureau from other federal agencies. Tribal consultation experiences with other federal agencies have not been very positive and have left tribes feeling skeptical. Instead of having meaningful dialogue that translates into change, many tribes feel that consultations do not result in the changes requested by the tribes.

The Census Bureau did a good job of building trust with the Navajo Nation and some other tribes during Census 2000, and many of the same people are expected to participate in 2010. One tribal delegate noted that Census 2000 set a benchmark, and the challenge for 2010 is to build on that to do an even better job.

Tribal delegates voiced their appreciation with the Census Bureau for holding tribal consultations in tribally owned facilities. They were pleased with the large delegations sent by the Census Bureau headquarters, including the director and deputy director. They were pleased that their input was being recorded, reported, received, and considered. This reassured them and increased their confidence that the Census Bureau would act on the recommendations received from tribes.

Table 29 contains the tribal delegates' recommendations for building trust with tribes.

TABLE 29: Recommendations for Building Trust

Key Themes	Recommendations
Education About Data	<ul style="list-style-type: none"> • To increase tribes' trust in the quality of data, it was recommended that the Census Bureau educate tribes about data and measures taken to validate the data. • The Census Bureau should avoid focusing on messages about more schools, more housing, and more health care, as these promises lead to mistrust when funding shortfalls occur.
Hiring Practices	<ul style="list-style-type: none"> • The Census Bureau should hire employees who are tribal members for jobs on the reservation, and off the reservation, as well as for policy-level jobs. • Alaska Natives would like to see Alaska Native people working for the Census Bureau. People from the lower 48 may not understand their unique political and cultural issues.
Response by Census Bureau	<ul style="list-style-type: none"> • The Census Bureau should not draw a comparison between tribes and special interest groups. • If an issue is brought up in numerous tribal consultation sessions and the Census Bureau does not respond with action, it sends the wrong message to tribes. The Census Bureau should diligently act on some of the recommendations offered by tribes.

2010 Census Recruiting Program: How Tribal Governments Can Help Recruit for Census Jobs

The background materials sent to tribes prior to the consultation meeting suggested the following discussion question.

- What types of changes have there been in your tribe since Census 2000 that will affect future recruiting?

Table 30 summarizes key themes that emerged from these discussions. Following the table is a description of the key themes, an explanation of why these themes are important, and recommendations for addressing them.

TABLE 30: How Tribal Governments Can Help Recruit for Census Jobs

Key Themes	Examples
Recruitment	<ul style="list-style-type: none"> • Importance of hiring tribal members. • Conducting reference and background checks. • Strategies for recruitment.
Unresolved Issues From Census 2000	<ul style="list-style-type: none"> • Transportation. • Gasoline. • Wages and compensation.

Recruitment

The discussion on recruitment focused on three issues.

- Importance of hiring tribal members.
- Conducting reference and background checks.
- Strategies for recruitment.

The conversation is summarized below with specific recommendations when they were given.

Importance of Hiring Tribal Members

Tribal delegates described a rumor they had heard that the Census Bureau plans to employ fewer AIANs in the 2010 Census than they have in the past. They were also concerned that the Census Bureau would not be recruiting and hiring on every reservation and rancheria. In addition, they explained that it was very important to hire locally in 2010. This recommendation was especially strong in Alaska.

The tribal delegates identified a variety of challenges on tribal lands that could be addressed by hiring locally (e.g., tribal lands without city-style street addresses, no telephones, and no electricity). There may be people who will not answer their door for strangers or people who might respond aggressively. Tribal delegates said that these challenges make it very important for the Census Bureau to hire people who are known in the area.

Tribal delegates also said that hiring locally would increase the likelihood that workers are culturally competent. They said that if the census taker is not trustworthy, people will not cooperate with the census. Some tribes reported having culturally competent people who know every house and every family on the reservation. Tribes are willing to provide training about their culture.

Other reasons cited by tribal delegates for hiring locally include the following.

- Tribal members may not respond well to a person from another tribe.
- Local knowledge is important to ensure safety of the enumerators.
- Tribal members may not open the door for a stranger and are more likely to respond if the enumerator is familiar.
- Hiring locally will speed up the census process since local people are more familiar with the area and with community members.

Tribal delegates also said that the Census Bureau should recruit AIANs for a variety of jobs, including partnership specialists and people in management of local and regional offices. They said there is a need for AIANs in the Census Bureau at levels that influence policy, including hiring AIANs for Census Bureau careers (at GS-10 and above) who graduate with degrees in geography, statistics, and other related fields.

“It is so important to have an American Indian sitting at the table that is very familiar with the terminology. . . . Someone who can look at reports and cut right to the chase and know whether or not we are getting a fair shake. That is to me where we really need recruitment efforts – at the top.”

**Greg Richardson
Executive Director
North Carolina Commission on Indian Affairs
Charlotte Consultation**

Conducting Reference and Background Checks

Tribal delegates agreed that recruiting the right people is very important. Tribes want to know how to give input on hiring, so people of good character are hired for their communities. The Census Bureau advised them to get quality people in the system early, in the first testing group before mass recruitment, so they can move into supervisory jobs. The Census also said that the tribal liaison can help with reference checks.

There were questions about the level of background checks that would be conducted on applicants for census jobs. It was added that people who have been convicted of a crime against children should be excluded.

Strategies for Recruitment

Tribal delegates had a variety of recommendations for appropriately and successfully recruiting AIAN people to work for the 2010 Census. These recommendations are outlined in Table 31.

TABLE 31: Recommendations for Recruiting AIAN People

Key Themes	Recommendations
Publish the Pay Scales	<ul style="list-style-type: none"> Higher wages could help recruit the right people.
Awareness	<ul style="list-style-type: none"> The Census Bureau should check to make sure that the people they hire as recruiters are being fair and not favoring their friends and relatives.
Tribal Program Partnerships	<ul style="list-style-type: none"> Tribal Employment Rights Office (TERO). Temporary Assistance for Needy Families (TANF). Colleges and universities. Each tribe’s human resources department is a good place for posters and other materials aimed at recruiting for census jobs because that is where tribal members go to look for jobs. Public housing already does screening for criminal records, so this may be a good place to recruit.
Other Partnerships and Activities	<ul style="list-style-type: none"> Hold public forums that provide information, application forms, and practice tests at all major tribal community events on or near the reservation. Give tribes the layout for an advertisement for recruiting for Census Bureau jobs that could be put in tribal newsletters and on tribal Web sites. Designate a telephone number at the tribal office as a point of contact for job applicants not having home or cell phones so that they can be called with a job offer. Use the list of census workers from Census 2000, and encourage them to apply for work in the 2010 Census. Develop an agreement with tribes to allow tribal employees to work for the census on a temporary basis. Tribes should brainstorm about incentives that will help the Census Bureau hire and retain the best workers. Tribes might be able to donate food, prizes, and awards for census employees. Tribal programs funded by the U.S. Department of Labor could be helpful in teaching job skills and recruiting census employees. The Census Bureau could partner with the Oklahoma Employment and Training Advisory Council, which is responsible for the workforce investment program that places people in jobs. The Workforce Investment Act (WIA) provides employment for 26 weeks. Also, tribes can use Indian preference to hire people for these jobs. Make arrangements for people who are unemployed and receiving tribal support so they do not lose their benefits if they take a temporary census job.

Gaming has had a positive impact on many tribes. In some areas, tribes are the largest employer in the county. In these areas, it is likely that fewer tribal members will be seeking temporary census employment in 2010.

Unresolved Issues From Census 2000

Three principal hiring issues were identified in Census 2000 that tribal delegates anticipate will resurface in the 2010 Census.

- Transportation.
- Gasoline.
- Wages and compensation.

These issues are summarized below. No official recommendations were offered, but the tribal delegates wanted the Census Bureau to be aware of these potential challenges.

Transportation

Lack of personal transportation was the primary problem affecting recruiting census employees for Census 2000. Tribal members may not have reliable transportation options available to them. Identifying reliable transportation for enumerators will help ensure an effective census process.

Gasoline

With the high price of gasoline, people without a source of income will not have money to buy gasoline and wait for reimbursement. In Census 2000, the Census Bureau advanced money to temporary employees to pay for gas, and this approach seemed to work well. Another idea suggested was to give people a card they could use to purchase gasoline, which is common for tribal employees who use the tribe's vehicles.

Wages and Compensation

In Census 2000, employees on the Navajo Nation were paid less than those in surrounding areas. The former local census office manager said they lost workers to other offices in Santa Fe, Albuquerque, and Flagstaff because they paid their census workers more. One person suggested that the pay on the Navajo Nation should be higher than surrounding areas since people need to drive further for enumeration.

Another pay issue in Census 2000 was direct deposit. Many people do not have bank accounts and cannot participate in direct deposit. Also, when they cashed their checks they were often charged a fee if they did not have a checking account.



CONCLUSION

The 14 consultation meetings held by the U.S. Census Bureau in 2007 showed the Census Bureau's continued commitment to an ongoing government-to-government relationship with federally recognized AIAN tribes. Overall, the consultations were well received by tribes. The meetings were seen as an opportunity to learn about census processes and as a forum to educate Census Bureau issues and challenges faced by tribes in their attempts to ensure an effective census process.

The Census Bureau's commitment to collaborating with AIAN tribes was also evident in the strong attendance of Census staff, including the director, deputy director, and regional directors. Similarly, tribes' attendance demonstrated the interest tribes have in establishing stronger lines of communication with the Census Bureau. Over the course of the 14 consultations, 208 of the 562 federally recognized tribes were represented. Tribal leaders were strongly represented as well, with a total of 128 elected tribal officials in attendance.

The consultations allowed tribal delegates the opportunity to identify various issues and concerns with the census process and provide recommendations for improvement in future censuses. The Census Bureau was very receptive of issues, concerns, and recommendations voiced and assured tribal delegates that, where feasible, their recommendations would be implemented. Tribes also informed the Census Bureau that if their recommendations cannot be implemented in the 2010 Census process, then they should be incorporated during the planning process for the census in 2020.

Tribal delegates encouraged the Census Bureau to continue the positive momentum gained from these consultations. They were pleased to learn that the Census Bureau regional offices plan to conduct individual consultation meetings with the tribes in their region. The Census Bureau also informed tribes that it would conduct similar meetings in 2008 with state-recognized tribes, urban and rural AIAN centers, and national AIAN organizations. These meetings help continue the Census Bureau's efforts to ensure an effective 2010 Census among AIAN populations.

List of Follow-Up Items and Census Bureau Commitments from the Meetings

This section contains a list of follow-up items and/or Census Bureau commitments made during the consultation meetings.

Palm Springs, CA, Consultation

Follow-up items for Census Bureau headquarters:

1. The Census Bureau needs to explain or develop the process whereby tribes can challenge the census numbers if the tribe believes the data are inaccurate.
2. The Census Bureau needs to develop an outreach program to other federal and state agencies to explain the limitations of census data and how to use the data appropriately in their programs, particularly the evaluation of grant applications and the distribution of funding for tribes.
3. Claudette Bennett, Census Bureau's Racial Statistics Branch, will send the revised Tribes' List to Steve Frank, Chairman of Summit Lake Paiute, and to Davis Gonzales, Chairman of Te-Moak Tribe of Western Shoshone.

Follow-up items for the Denver Regional Office:

1. Follow-up consultations will be held with tribes starting October 1, 2007, to include presentations on recruiting for census jobs.
2. The Denver Regional Office will send monthly e-mail news to tribes in their region.

Charlotte, NC, Consultation

Follow-up items for Census Bureau headquarters:

1. The Census Bureau will work through the tribal liaisons to keep communications open with the tribal enrollment office.
2. The tribes requested that the Census Bureau research the feasibility of reviewing the 2010 Census numbers with the tribe before they are released to the public to see if there are any perceived problems.
3. The Census Bureau will hold additional regional meetings for tribes prior to the 2010 Census.
4. The Census Bureau will develop methods, such as a newsletter, where tribes can share their ideas for outreach with other tribes for the 2010 Census.
5. In 2009, the Census Bureau will provide to tribes information about the pay for census enumerators on a regional basis to assist in the recruiting process.
6. The Census Bureau will include the list of federally recognized tribes published annually by the Department of the Interior in the Federal Register in the list of tribes the Census Bureau uses for classification.
7. As a long-term strategy after the 2010 Census, the Census Bureau will study the feasibility of including as a geographic area designation tribally owned lands that are not on reservations and not in trust.

Green Bay, WI, Consultation

Follow-up item for Census Bureau headquarters:

1. Resolve boundary problem with Little River Band of Ottawa Indians.

Tulsa, OK, Consultation

Follow-up item for the Kansas City Regional Office:

1. Send job announcements to the Peoria Tribe so they can place in their quarterly newsletter.

Navajo Nation, Window Rock, AZ, Consultation

Follow-up item for Census Bureau headquarters:

1. Director Kincannon promised to make sure that the type font for AIANs is the same as others in “race questions” (question six on the sample questionnaire used for the consultation meeting).

Follow-up items for the Denver Regional Office:

1. The geography team at the Denver Regional Office should use the term “chapter boundaries” and use the same chapter boundaries that were delineated for Census 2000.
2. The Denver Regional Office will hold meetings with the Navajo Nation in February 2008.

Seattle, Shelton, WA, Consultation

Follow-up item for the Coeur d'Alene Tribe:

1. Robert Spaulding, Grants Management Officer for the Coeur d'Alene Tribe, will provide a map showing the boundaries for De Smet, ID, to Micheallyn Garcia, Geographer for the Seattle Regional Office. Vince Osier, Geographer at headquarters, will send Mr. Spaulding an e-mail confirming that it has been added as a census designated place.

Welch, Prairie Island Community, St Paul, MN, Consultation

Follow-up items for Census Bureau headquarters:

1. The Census Bureau will provide a list of the members of the AIAN Advisory Committee to the meeting participants, either by distributing copies by the end of the meeting or by e-mailing it.
2. The Census Bureau should plan to attend the MAST Impact meeting in Washington, DC, next winter.

Syracuse, NY, Consultation

Follow-up items for the Boston Regional Office:

1. The Boston Regional Office will arrange for tribes to provide a briefing to regional office staff and local census office managers. This will take place during the fall of 2008.
2. Boston Regional Office will schedule meetings with tribes in September or October 2007.
3. The Boston Regional Office should explore a census block group and/or other possible ways for the St. Regis Mohawk Tribe to identify their members in the land claims area of Bombay to address problems of census data used for school funding.
4. The final criteria for the Tribal Statistical Areas Program will be published in the Federal Register in the spring of 2008. Federally and state-recognized tribes will be invited to participate in late 2008. Participants will complete the work in the winter of 2008 and 2009. This program will allow tribal participants to identify statistical areas for the reporting of census data.
5. Tribes request the reports that are available from ACS for large tribes so that they will know what those reports will look like for smaller tribes once they reach the 5-year average and/or threshold.

Rapid City, SD, Consultation

Follow-up items for Census Bureau headquarters:

1. The Census Bureau will contact OMB and invite them to send a participant to the remaining tribal consultation meetings.
2. The Census Bureau should develop a process to work with other agencies and share that process with tribes.
3. In addition to sending the letter about the Tribes' List to the highest elected tribal leader, the Census Bureau will send copies of the letter to the people who have attended the national tribal consultation meetings, the people tribes have submitted as their LUCA contacts, and the tribal liaisons.

Follow-up item for the Denver Regional Office:

1. Denver Regional Office should add an item regarding the Tribes' List to their agenda for their one-on-one meetings with tribes.

Sacramento, CA, Consultation

Follow-up items for Census Bureau headquarters:

1. The Census Bureau will consider this to be a consultation on both the 2010 Census and the 2020 Census.
2. For items that cannot be changed in time for the 2010 Census, such as the race question, the Census Bureau will incorporate tribal concerns into the planning for the ACS and the 2020 Census.
3. The Census Bureau will send the final report of the 2007 tribal consultation meetings to all tribes.
4. The Census Bureau will meet with federal agencies to see how they use census data and what it means.

Follow-up items for Census Bureau headquarters' Field Division:

1. Provide a time to consult with tribes on the race questions when it is timely to make changes.
2. Resurrect the Interagency Task Force to look at how census data are used by various federal agencies.
3. The process for testing different versions of the race question.

Albuquerque, NM, Consultation

Follow-up items for Census Bureau headquarters:

1. The Census Bureau will examine the process for changing the decennial census questionnaire and report back to tribes on the status of this issue and the basis for any decisions that the Census Bureau makes.
2. The Census Bureau will review the process and time line for changing the questions on the ACS and will report back to tribes on this issue.
3. Daniel Weinberg, Assistant Director for American Community Survey and Decennial Census, said that he would get involved with the methods panel and the ACS to see how to make changes before the decennial census in 2020.
4. The Census Bureau will put their responses to issues in writing as part of a final report that will be sent to all attendees and all federally recognized tribes in 2008.

Miami, FL, Consultation

Follow-up item for Census Bureau headquarters:

1. The Seminole Tribe requested that the Census Bureau provide them with a list of potential identifiers (names of tribes) in the last census. They could then assist the Census Bureau with a list of potential identifiers they might encounter that should be connected to the Seminole Tribe of Florida.

Anchorage, AK, Consultation

Follow-up item for the Seattle Regional Office:

1. The Census Bureau will send position announcements to the nonprofit corporations to distribute to tribes in their region and will post the openings on the Census Bureau Web site prior to opening the local census office in Anchorage (go to <www.census.gov> and then to Seattle Regional Office to find the job openings).

Phoenix, AZ, Consultation

Follow-up item for Census Bureau headquarters:

1. To increase the response rate for the letter to tribal leaders regarding tribal names and classification, copies of that letter will also be sent to all the people who participated in the 2010 Census Bureau tribal consultation meetings held in 2007.

