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TRIBAL GOVERNMENTS LIAISON PROGRAM HANDBOOK

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



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TRIBAL GOVERNMENTS LIAISON PROGRAM HANDBOOK

INTRODUCTION

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

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

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

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

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

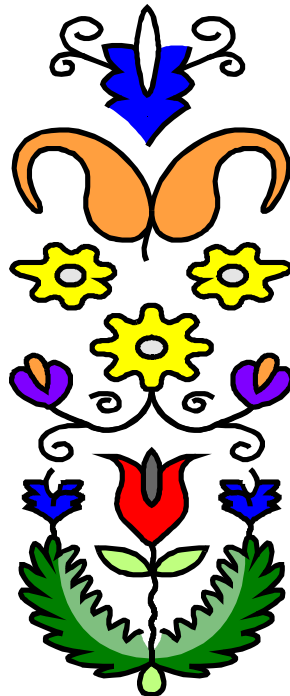
¹ The Commerce Policy can be found in the Appendix of this handbook.

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

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

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

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



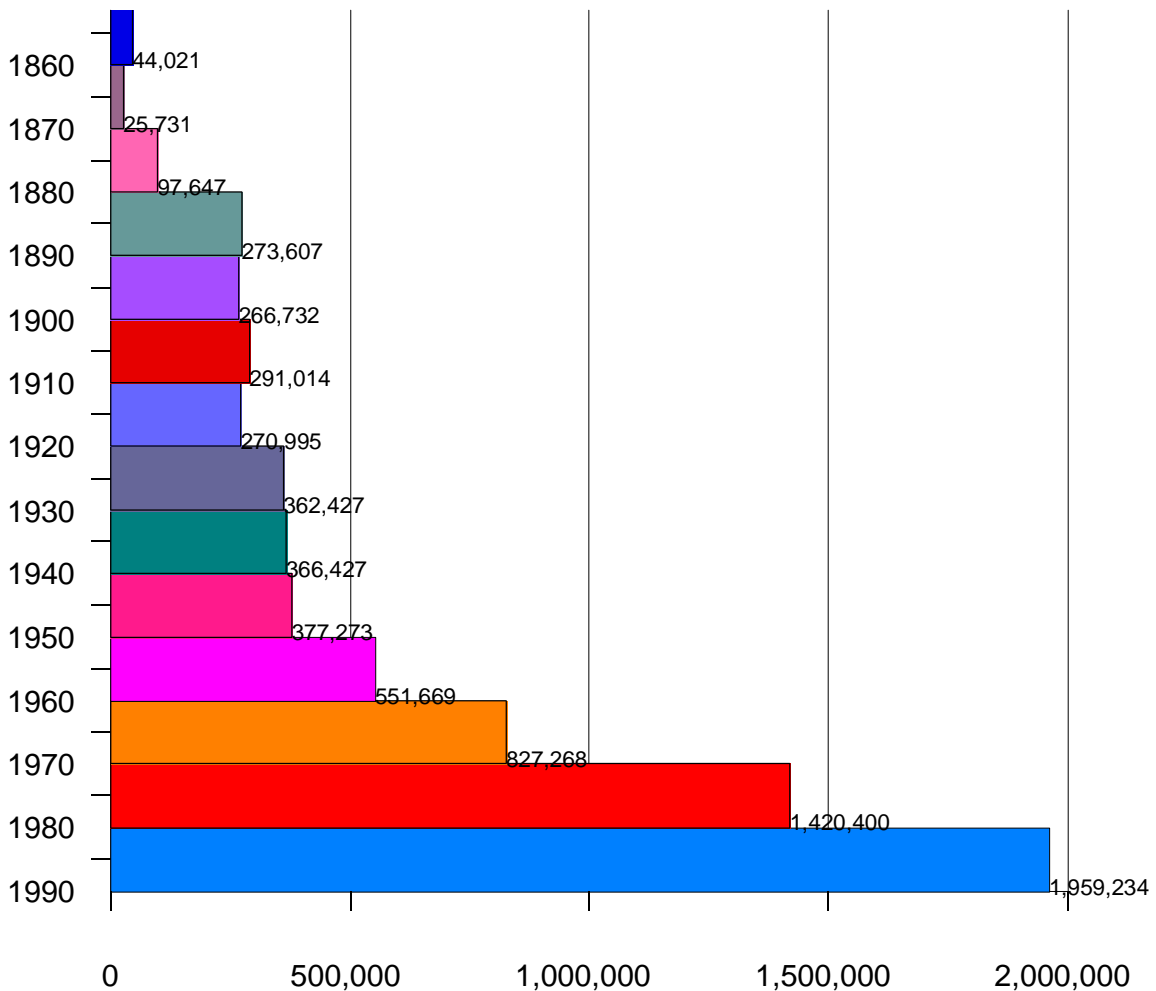
A HISTORICAL TIMELINE: U.S. CENSUS AND AMERICAN INDIAN & ALASKA NATIVE POPULATIONS

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

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

Census Counts of American Indians and Alaska Natives

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



GETTING READY FOR *CENSUS 2000*

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

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

CENSUS ADVISORY COMMITTEE ON AMERICAN INDIAN AND ALASKA NATIVE POPULATIONS

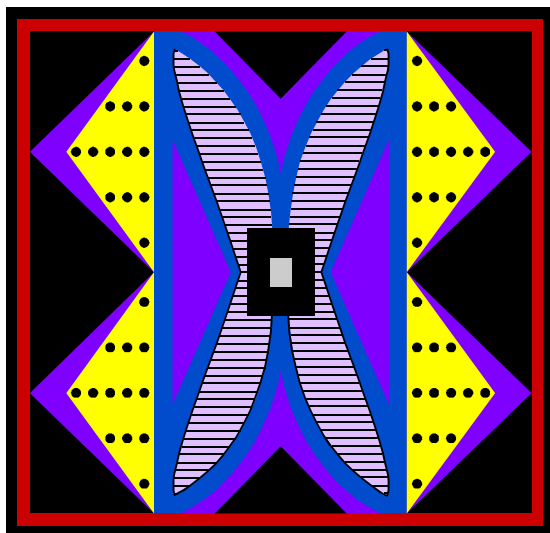
First established for the 1990 Census and, as a result of its success, continued for *Census 2000*, the Census Advisory Committee on the American Indian and Alaska Native Populations has been a major contributor to developing and implementing *Census 2000* activities in Indian Country. Its nine members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

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

CONFIDENTIALITY

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

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



TRIBAL GOVERNMENTS LIAISON PROGRAM

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

BENEFITS FOR TRIBES

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

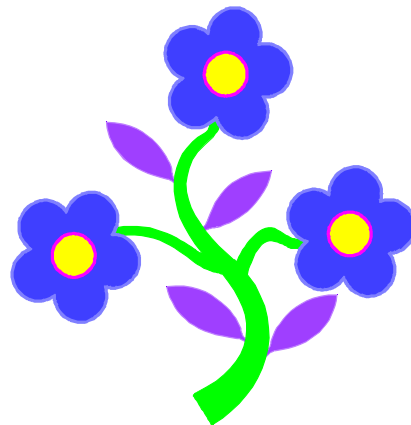
BENEFITS FOR THE CENSUS BUREAU

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

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

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

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



OUTREACH AND PROMOTION

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

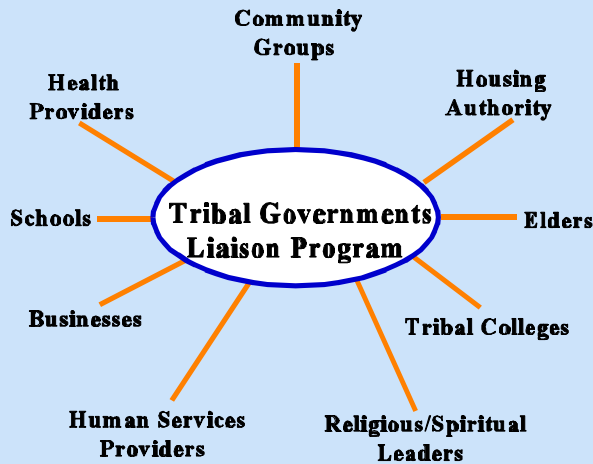
- ☀ Work with tribal officials to establish a Tribal Complete Count Committee, or secure involvement of community-based groups to promote the census.
- ☀ Compile information about benefits to the tribe from having complete and accurate census data.
- ☀ Identify a wide range of community events at which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

HELP ESTABLISH TRIBAL COMPLETE COUNT COMMITTEES

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

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

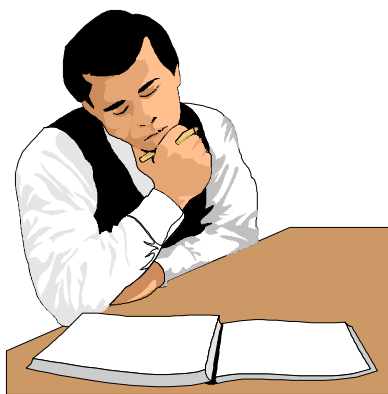
- ✓ Identifying local agencies and community networks that serve or interact with different segments of the tribal population—making certain that at-risk and hard-to-reach segments of the community are included.
- ✓ Collaborating with those community-based entities—both formally and informally—to spread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



COMPILE INFORMATION ABOUT USES OF CENSUS DATA

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

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



MAKE PRESENTATIONS ABOUT CENSUS 2000 AT MEETINGS AND EVENTS

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

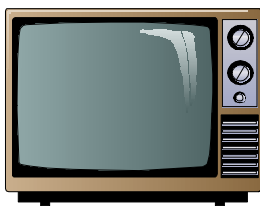
- ✓ Identifying community events and meetings at which presentations about the census would be appropriate and feasible, for reaching the widest possible audience.
- ✓ Serving as a presenter to explain the benefits that full community participation in the census process will have on the tribe and tribal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



IDENTIFY APPROPRIATE MEDIA

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

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



IDENTIFY BE COUNTED SITES AND QUESTIONNAIRE ASSISTANCE CENTERS

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

Questionnaire Assistance Centers These are facilities where tribal residents can receive help in filling out their *Census 2000* questionnaires. There are two types: (1) volunteer centers, staffed by community members; and (2) walk-in centers, staffed by Census Bureau employees.

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

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

DISTRIBUTE CENSUS BUREAU AND TRIBAL PROMOTIONAL MATERIALS

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

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

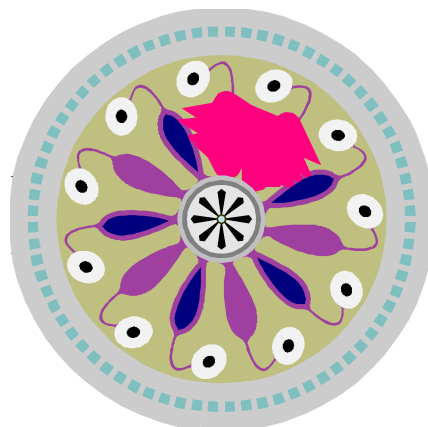
*... I have seen that in any great undertaking
it is not enough for man to depend simply upon himself.*

Lone Man (Sioux)

RECRUITMENT FOR CENSUS JOBS

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

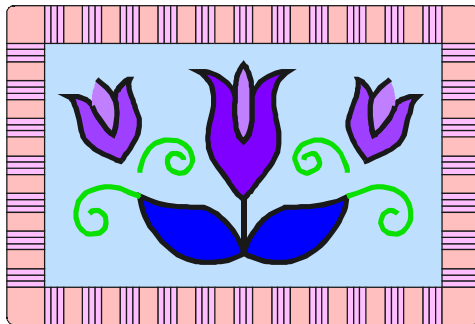
- ☀ Distribute information to tribal members about the availability of census jobs.
- ☀ Identify and secure facilities for conducting recruitment, testing, and training activities.
- ☀ Help Local Census Office staff identify possible job applicants.
- ☀ Work with applicants to help them prepare for taking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



DISTRIBUTE INFORMATION ABOUT CENSUS JOBS

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

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



IDENTIFY AND SECURE RECRUITMENT FACILITIES

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

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

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

IDENTIFY POTENTIAL JOB APPLICANTS

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

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

HELP APPLICANTS PREPARE FOR EMPLOYMENT TEST

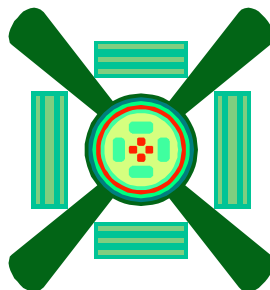
Another area in which the Census Bureau requires the expertise of Tribal Governments Liaisons is in the possible pre-training or coaching of applicants on taking *Census 2000* employment tests that assess basic skills. Although Local Census Office staff are responsible for the actual testing and hiring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

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

ADDRESS LOCAL STAFF TURNOVER ISSUES

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

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



ADDRESS CULTURE AND LANGUAGE FACTORS

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

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

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

Gregory A. Cajete (Pueblo)



ENUMERATION PLANNING AND ASSISTANCE

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

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

PROVIDE INFORMATION ABOUT THE CENSUS BUREAU'S GEOGRAPHIC PROGRAMS

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

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

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

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

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

HELP SELECT ENUMERATION METHODS

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

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

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

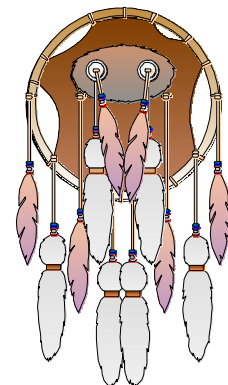
List/Enumerate: This enumeration method is used in rural areas that are very remote or sparsely populated. Before Census Day, an enumerator will visit every census block, list, and map out every address as well as enumerate residents of each housing unit.

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

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

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

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



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

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

IDENTIFY FACILITIES FOR QUESTIONNAIRE ASSISTANCE CENTERS AND BE COUNTED SITES

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

MONITOR PROGRESS OF THE ENUMERATION PROCESS

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

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

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

George W. Harkins (Choctaw)

POST-CENSUS ACTIVITIES

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

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

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

Chief Dan George (Co-Salish)

SUMMARY

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

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

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

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

Janine Pease Pretty On Top (Crow)



APPENDIX

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

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

**THE WHITE HOUSE
WASHINGTON**

April 29, 1994

MEMORANDUM FOR THE HEADS OF EXECUTIVE DEPARTMENTS AND AGENCIES

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

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

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

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

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

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

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

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

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

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

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

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

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

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

INTRODUCTION

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

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

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

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

DEFINITIONS

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

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

POLICY PRINCIPLES

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Chief Joseph, Nez Perce Nation

From the Secretary of Commerce:

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



RONALD H. BROWN,
Secretary of Commerce

Date: 

SOURCES OF QUOTES
USED IN TRIBAL GOVERNMENT LIAISON HANDBOOK

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

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

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

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

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

Lone Man (Teton Sioux). Obtained from Internet.
Website <http://www.ilhawaii.net/~stony/quotes/html>

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

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

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

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

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

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

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