

ON THE ROAD TO 2010

UNITED STATES CENSUS BUREAU

AMERICAN INDIAN FOCUS GROUPS



FINAL
REPORT

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Executive Summary

Three focus groups were conducted on behalf of the U.S. Census Bureau in Denver, Colorado, on September 23-25, 2003, to obtain insights and ideas from federally recognized tribal government representatives for planning and conducting effective geographic programs, field operations, and outreach and promotional efforts for the re-engineered 2010 Census. Altogether, there were 31 participants from 30 tribes and 20 different states.

Cross-cutting Issues

These issues emerged in all the focus groups and there was a high degree of consensus on recommendations:

1. Communication between the Census Bureau and tribes could be improved by making the Partnership Specialist a permanent position and having more tribal consultation.
2. Tribes need more training about the census and how to access and use census data.
3. The Census Bureau needs more training about tribes.
4. Tribes would like to contract Census Bureau activities.
5. Census maps are difficult to read. The

addition of geographic features, such as rivers or roads, would improve quality and accuracy of information submitted by the tribe and enumerators.

6. The Census Bureau should convert to using GIS mapping. Tribes perceive that the commercial GIS systems they are using are superior to the Census Topologically Integrated Geographic Encoding and Referencing (TIGER).
7. Sampling may undercount the population in Indian Country and misrepresent conditions of tribes. Tribes prefer using long form and complete count. This has implications for the American Community Survey. The few participants who were aware of the the American Community Survey expressed negative opinions about it.

Geographic Programs

These are some highlights from the Geographic Programs focus group:

1. Tribes want the opportunity to add optional tribal-specific areas that each tribe could choose, that could differ from tribe to tribe, and that could extend beyond the reservation boundary. This could be done most effectively if the Census Bureau used GIS and

-
- tribes could designate areas for information using geocodes.
2. The Census Bureau should ask elected tribal leaders to designate a staff person or an office, such as the GIS Office, for routine correspondence from the Census Bureau. The Boundary and Annexation Survey and other materials should be sent directly to that individual or office, with notification to the tribal leader.
 3. When tribes submit information to correct maps, they would like written acknowledgement from the Census Bureau, as well as changes to future maps.
 4. The Census Bureau should develop a working relationship with the Bureau of Indian Affairs to assure that trust lands are accurately reflected in census maps.
 5. Tribes unaware of Census Bureau Geographic Programs other than the Boundary and Annexation Survey. More training and communication is needed for tribes to participate in review of Census Tracts, Block Groups, and Census Designated Places.
 6. Local Update of Census Addresses (LUCA) is difficult in many areas because people use Post Office boxes

and do not have physical addresses. GPS coordinates would alleviate the need for addresses and address lists. Point/site specific maps would be more useful to American Indian communities than addresses.

7. Tribal rolls and other tribal data sets could be used to supplement LUCA.

Field Operations

The Field Operations focus group provided a lot of detailed information, with some of the key points listed below:

1. There was consensus among focus group participants that there is not one best way to collect census information on tribal lands. A variety of methods used simultaneously would assure the most complete count.
2. Focus group participants felt that there would be a high rate of acceptance of the handheld computers among both Census Bureau employees and the general population; however, further research with a more representative sample is recommended by the consultants.
3. Advertise on reservations all Census Bureau jobs, not just the enumerator jobs on tribal lands.
4. Work with the tribes to hire better enu-

merators using criteria that are not limited to the Census Bureau tests – lazy enumerators lead to higher vacancy rates and lower counts.

5. Focus group suggestions for improving retention of tribal enumerators:

- The Census Bureau should embrace the concept of teams for job sharing enumerator positions.
- Make the decennial census a trainee program for lay researchers so that they can use it as a rung on a career ladder.
- Hire fewer people for longer periods.
- Offer incentives to complete the job.
- Improve the supervision of enumerators to create a greater sense of teamwork, belonging, and consistency.
- Let people know where they will be working when they apply for Census Bureau jobs, and try to place people on their own reservations.
- Conduct employee interviews and analyze data to learn why people quit.

Outreach and Promotion

The Outreach and Promotion focus group

provided many observations, including the following:

1. Having one person designated as the Tribal Government Liaison made the process work at the tribe by providing a central point of reference for other tribal programs.
2. The Tribal Liaison Handbook and the Complete Count Committee Handbook were effective tools that provided an outline of a work plan, a timeline and a framework for the Tribal Liaison.
3. In many cases, Regional Meetings were held too late and provided too much information at one time to be absorbed effectively.
4. The quality of the Partnership Specialist support varied from region to region.
5. The roles and relationships of the Tribal Liaison, the Local Office, and the Regional Office should be defined in written Census Bureau Policies and Procedures.
6. The paid advertising campaign should be continued. Census Bureau produced good Public Service Announcements (PSAs) using American Indian advertising agencies; however, tribes have a hard time getting local stations to run the PSAs.
7. One of the most difficult problems for

tribes is that the Census Bureau requires staffing and activities that are not funded. The Census Bureau should send to Congress a budget with an initiative that provides funding for tribes to hire Tribal Liaisons, consultants and marketing expertise.

8. Tribes that have their own websites could add information about the census and provide links to Census Bureau websites. Tribes would like to be able to provide links to tribal-specific census data.
9. The focus group offered the following advice for designing promotional materials for the next census and surveys:
 - Use Native American advertising agencies.
 - Let tribes from a variety of regions, not just the Southwest, be involved in selecting advertising agencies by region.
 - Customize artwork to use pictures of tribes in the areas where the posters will be used.
 - Have a national contest for American Indian artists.
 - Sponsor poster contests in American Indian schools and have national awards.

Introduction

Three focus groups were conducted on behalf of the U.S. Census Bureau in Denver, Colorado, on September 23-25, 2003, to obtain insights and ideas from tribal government representatives for planning and conducting effective geographic programs, field operations, and outreach and promotional efforts for the re-engineered 2010 Census.

Participants

The study sample included 31 individuals from 20 different states. Two individuals participated in two focus groups, and one individual participated in all three focus groups. (For this reason, the totals in the following tables do not equal the sum of the numbers in the row.)

Figure 1. Demographics of Focus Group Participants

	Geographic Programs	Field Operations	Outreach & Promotion	Total
Number of Participants	11	12	13	31
Tribes Represented	10	11	13	30
American Indians	6 (50%)	10 (83%)	11 (85%)	25 (81%)
Working for own tribe	5	8	10	21
Age				
Range	33-59	33-65	23-60	23-65
Average age	46	49	45	49
Education				
Range	12-18	12-22	12-18	12-22
Average	14.1	14.8	14	15.1
# with MA/MS or >16	4 (33%)	4 (33%)	3 (23%)	9 (29%)
Speaks AI language	3	3	4	10 (33%)
Years living w/ tribe				
Average	23	33	37	33
Total	254	357	409	952
States represented				
Number of states	10	11	13	20
States	AZ,CA, ID,MA,MI, NM,OK, SD,WI,WY	AZ,LA,MA, ME,MT, NC,NV, OK,OR, WA,WI	AL,AZ,CO, LA,MA,ME,MI, MT,ND,OK,SC, WA,WI	AL,AZ,CA, CO,ID,LA, MA,ME,MI, MT,NC,ND, NM,NV,OK,OR, SC,WA,WI,WY

One of the participants worked for a state government, but all of the others worked for tribes. Over 80 percent of the participants are American Indians. Collectively, the group had nearly 1,000 years of experience living in tribal areas. One-third of the group speaks their American Indian language. Two of the participants are elected tribal leaders. In general, this was a highly educated group, with most having some college education and nearly a third with graduate degrees.

According to a questionnaire that participants completed prior to the focus groups, all but four of the participants had some experience working with the Census Bureau, as shown in Figure 2. Nearly 75 percent had served as Tribal Government Liaisons.

Some of the focus group questions related to computers and new technology, so the participant questionnaire also asked about their familiarity and comfort level with tech-

Figure 2. Census Experience

	Geographic Programs	Field Operations	Outreach & Promotion	Total
Number of Participants	11	12	13	31
Tribal Government Liaison	6 (55%)	9 (75%)	11 (85%)	23 (74%)
Member Complete Count Committee	2 (18%)	3 (25%)	5 (39%)	10 (33%)
Regional Tribal Conference Participant	2 (18%)	3 (25%)	4 (31%)	7 (23%)
Enumerator	2 (18%)	2 (17%)	0	4 (13%)
Census Recruiter	0	1 (8%)	3 (23%)	4 (13%)
Recruiting Assistant	0	2 (17%)	0	2 (7%)
Local Census Office Manager	0	1 (8%)	1 (8%)	2 (7%)
Crew Leader	1 (9%)	0	1 (8%)	2 (7%)
Tribal Partnership Specialist	0	0	0	0
No census experience	2 (18%)	2 (17%)	2 (16%)	4 (13%)

nology. The results are presented in Figure 3.

Overall, the participants were articulate and engaged in the discussions during the four-hour focus group meetings.

Organization of Report

This report is organized into four sections. The first section presents Cross-cutting Issues that were discussed in all the focus groups. Information is integrated for most of the issues, except training, where it may be helpful to distinguish the feedback from each focus group because they had differ-

ent perspectives. After the Cross-cutting Issues, there is a section for each of the focus groups. Information is grouped by topic and not necessarily presented in the order of the sequence of statements made in the focus groups.

Statements in the report reflect statements made in focus groups. Occasionally, the moderator and co-moderator have added observations and recommendations and these are clearly identified as “Analyst’s notes.” Some comments from one focus group are included in the summary for another focus group, and these are clearly

Figure 3. Computers and Technology

	Geographic Programs	Field Operations	Outreach & Promotion	Total
Number of Participants	11	12	13	31
Daily use of computers at work	10 (91%)	11 (92%)	13 (100%)	29 (94%)
Occasional use of computers at work	1 (9%)	1 (8%)		2 (7%)
Has computer at home	8 (73%)	10 (83%)	8 (62%)	21 (68%)
Has handheld computer/Palm/PDA	1 (9%)	4 (33%)	3 (23%)	8 (19%)
Has cell phone	9 (82%)	9 (75%)	9 (69%)	23 (74%)
Regular phone at home	10 (91%)	11 (92%)	13 (100%)	29 (94%)
Comfortable with new computer technology	9 (82%)	10 (83%)	11 (85%)	26 84%
Works with computer GIS programs	3 (27%)	5 (42%)	3 (23%)	11 (35%)

identified as “*Cross-cutting information.*”

At the end of the report is a more detailed description of the methods and logistics of the focus groups and a list of the questions used in each focus group.

Terms

To protect the confidentiality of participants, to increase readability, and because the majority of focus group participants were women, the pronouns “she” and “her” are used throughout the report. This pronoun is used for responses from both men and women.

The term “reservation” is used loosely to mean tribal lands, whether they are reservation lands, trust lands, or other types of American Indian communities.

Cross-cutting Issues

Several issues were discussed by all of the focus groups and there was a strong consensus of opinion. These are fundamental to the work of all three divisions of the Census Bureau – Geographic Programs, Field Operations, and Outreach and Promotion. These are summarized here, integrating the information from all of the focus groups.

Communications Between the Census Bureau and Tribes

Focus group participants stated that communication between the Census Bureau and tribes ends when the census ends. They believe that on-going communication is needed to develop and establish rapport, to provide training, and for planning and development purposes. This communication needs to be interactive to build trust. It also requires site visits by Census Bureau leadership and management to the tribes.

Tribal leadership changes often, with some tribes having new elected officials every year and others serving as long as a four-year term. Often newly-elected tribal officials have a mistrust of the federal govern-

ment. There is both a need and an opportunity to explain the importance of the census to each group of elected officials between the decennial censuses. For tribes to share their digital geographic information with the U.S. Census Bureau would require a resolution from the tribal council, so it is essential that they understand the needs and opportunities for information sharing.

One focus group suggested that tribes should keep the same Tribal Government Liaison over time, so that there would be continuity. This is not really an issue for the Census Bureau, but rather for tribal leadership. Concern was expressed that the Tribal Government Liaison position changed with each tribal administration. But, a permanent job with those responsibilities might improve the communications both within the tribe and between the tribe and the Census Bureau.

Currently, the Census Bureau is communicating directly with tribal leaders. While this is consistent with a government-to-government relationship, it is not sufficient to assure that necessary activities are completed in a timely way. The Census

Bureau should ask tribal leaders to designate an individual or an office, such as the GIS Office, to review information. The Census Bureau should send the specific information directly to that individual or office, such as the Boundary and Annexation Survey (BAS) and the Local Update of Census Addresses (LUCA).

Many of those who were selected to participate in the focus groups did not have a good grasp of the purpose of focus groups as a research tool. Instead, they thought they were participating in a type of tribal consultation. They were uncomfortable trying to represent all tribes in their region. They suggested that focus groups be held in each region to get more input from tribes. One focus group participant also suggest that groups be held with tribes that share specific types of conditions, such as large land based tribes.

Tribes Need More Training About the Census

In all the focus groups, the participants said that tribes want to know what the Census Bureau does. They want to know how the information that tribes provide is being used by the Census Bureau. Also,

they want to know how they can use census data. They need training to be able to use Fact Finder and other programs on the Census Bureau website.

Depending upon their responsibilities for various census activities, tribal representatives also said that they need specific information and training to do what is expected of them to support the census process. Because of the different types of participants recruited for each of the focus groups, and the different types of questions asked in each focus group, the specific types of training identified for tribes varied from focus group to focus group.

Comments from the Geographic Programs Focus Group

Some focus group participants said that they see the Census Bureau booths at professional conferences, but they have to stand in line to talk to someone there. They want training offered in various ways. First, they want regional training for tribes. The regional training is important for tribes to network with other tribes and to learn how they are solving census-related problems.

Tribes also want a “circuit rider” who can come to the tribe to provide training on how to access tribal-specific information. The Environmental Protection Agency (EPA) and the U.S. Department of Agriculture (USDA) have good role models for these types of positions. The Partnership Specialist is the position most like what tribes describe. However, the Partnership Specialist was only discussed in the Outreach and Promotion focus group. Tribes prefer that the Partnership Specialist be an American Indian, and a permanent position. Participants in the Outreach and Promotion focus group said that there should be more Partnership specialists, depending upon the number of tribes in the state and the distance between tribes.

They also want a “hotline” where they can talk to some one to get their questions answered.

Comments from the Field Operations Focus Group

It was suggested that the Census Bureau develop curriculum that could be used in high schools to educate people about the census, how to access and use data, and how to read maps. The model that came

to mind for focus group participants was tobacco education.

Analyst’s note: The materials provided by the Census Bureau to a different focus group references a school curriculum; however, the group that made this suggestion did not seem aware of it. This was not discussed or evaluated in other focus groups. The Census Bureau may want to consider reviewing and evaluating the curriculum for use in tribal schools.

The Field Operations focus group also suggest that the U.S. Census Bureau identify the jobs and job skills that will be needed at least two to three years ahead of time. Tribal colleges could work with the Census Bureau to develop curriculum and training programs that would prepare tribal members for those jobs.

Comments from the Outreach and Promotion Focus Group

The following sequence of activities was recommended by the Outreach and Promotion focus group:

-
1. Census presents broad policy and planning information to tribal leaders as one agenda item at a meeting convened by a national American Indian organization, such as the National Congress of American Indians (NCAI).
 2. Tribal Leaders appoint the Tribal Liaison.
 3. Regional meeting is held for Tribal Liaisons to present history of the census, explain policy issues, explain the organization of the U.S. Census Bureau, and introduce the Partnership Specialist.
 4. State meeting is held for Tribal Liaisons to provide training and specific information on operational issues.
 5. Partnership Specialists provide additional training and support, including how to access tribal-specific census data.
 6. Tribal Liaisons have access to additional information via the Internet.

The focus group also said that Tribal Liaisons need training in social marketing.

Census Bureau Needs More Training About Tribes

One focus group discussed at length that

there seems to be an awareness of American Indian issues among the top leadership of the Census Bureau and at the tribal level, but not in between. In some places, notably Oklahoma, tribes felt that the Partnership Specialist was ignorant of cultural norms and the regional Census Bureau employees did not even know what tribes were present in the state. One focus group suggested that Partnership Specialists, as well as managers, should participate as enumerators on tribal lands so that they would experience the problems and be better able to provide support.

“What the Census does in their training is that they train verbatim so that, all across the nation, everybody’s supposed to be trained the same.”

The Field Operations focus group talked about the need to have cultural and tribal-specific training for enumerators, both for members of their own tribe and for people who live off the reservation and are sent to work with their tribe. They said the training should include:

- Tribal taboos and socially expected behavior
- How to explain the census to people

- The big picture
- Benefits to the tribe
- History of American Indians and the census
- How to answer questions about race
 - Head of household

In addition, the Outreach and Promotion focus group said enumerators need training in persuasion (telemarketing) skills.

“One word was missing when you said they weren’t knowledgeable. I think they are not sensitive. There has to be sensitivity when working with tribal government.”

Tribal Contracting of Census Bureau Activities

Tribes have been contracting and compacting programs with the Bureau of Indian Affairs (BIA), the Indian Health Service (IHS) and other federal agencies. There is an expectation that the federal trust responsibility will allow these types of arrangements with all federal agencies. Focus group participants believe that there would be a more accurate count if tribes contract for some Census Bureau activities

because:

- Tribes would take ownership for the process.
- It would build trust with the tribes.
- Tribes can do a better job of selecting enumerators because they know who works well and who would not work.
- Tribes know who won’t talk to whom, and they can send the right person to the household to get the information needed.
- Tribes know which enrolled tribal members are not “culturally Indian” and can add requirements to assure cultural competence.

Tribes envision a process for contracting that is based on the models provided by the BIA and the IHS. The Census Bureau should meet individually with tribes to develop an agenda that includes identifying tasks, time and cost. There was consensus that tribes could and should contract with the Census Bureau to do recruitment, selection, training and management. Also, tribes feel that the government should contract with them to provide a temporary office on the reservation staffed with American Indians during the decennial Census.

There was some dissonance on the subject of handling raw data. Some participants felt that the tribe should hire the enumerators, collect the data, and provide the data to the Census Bureau. However, in other discussions about trust, focus group participants said that some people did not report all the residents in a household because they were afraid that the tribe would find out that they were breaking tribal or HUD rules and take away their housing. Another issue that was raised is that census data are used in federal funding formulas for programs that may have a fixed amount of money, so there are incentives for tribes to inflate their numbers. Similar to allocating representation in Congress, the Census Bureau is expected to serve as an “honest broker.” When confronted with these issues, focus group participants said that it might be best for the Census Bureau to retain the hiring of enumerators and the data collection activities. At minimum, there would be a need for standards for data collection and official verification of numbers that were presented by the tribes.

The Census Bureau should hold tribal consultation to learn what tribes want with regard to contracting some of the Census Bureau activities.

Census Maps

The census maps seem “weird” to focus group participants. They look like “lines floating in space.” They lack the geographic points of reference that most people use to orient themselves to maps, such as rivers. They are “bland” and “blank” and colorless. There are no names on the map. Numbers and coding used by the Census Bureau aren’t used for anything else. There are too many maps and they are too big. The maps are inaccurate and distances are a problem.

It would be easier for people to use the census maps if they were smaller and more accurate, and if there were overlays from other maps that would provide geographic orientation.

Analyst’s note: Field Operations staff have noted that they are seeking better ways to train people to use the census maps. Maps were discussed in all the focus groups and the same types of issues were identified. In addition, in the Field Operations focus group, there was a discussion of how people learned map reading skills. That discussion revealed that people who are working in jobs that involve planning

and mapping tend to have good spatial skills and an aptitude for geography. Some people said that they learned to read maps when their families traveled outside the reservation on long trips across county. A couple of the people had unique families – one participant's mother was a cartographer, another participant's family owned a service station and was frequently asked for maps and directions. One person said she can't read maps and another related a story where she was in a car where nobody in the car knew how to read maps. For people who grow up on a reservation and never leave, there may not be a need to use maps and no reason to learn how to read maps. It is not clear whether map-reading is part of the geography curriculum in tribal schools.

Census Bureau should convert to using GIS mapping

Many tribes have developed Geographic Information System (GIS) mapping capabilities using funding from the Environmental Protection Agency (EPA), the Army Corps of Engineers, and other sources. Some tribes perceive that their mapping

capabilities are superior to the Census Bureau mapping. Other tribes do not have this capability.

"I have a very sophisticated database. We fly our reservation. We have all of our points, and we have got it all in terms of planning. What we are lacking in our GIS system is the connection between our geographic data, and location, and the people. . . I can track the path of a deer on our reservation, but I can't track people."

Tribes that have a GIS system would like to have census data recorded by coordinates (rather than or in addition to addresses), so that it can be layered into their maps. This would allow tribes to better verify census maps and to define whatever areas they choose to call up information.

"I'm hoping we can advance to geocoding. I would like to see that because, for planning purposes, we can go into our GIS system and be able to interface the MAF and TIGER with our GIS system so, when we do queries, we can zoom in and do analysis on our reservation. That's what I'd like to see."

"I would like to see the integrity of all this data and statistics interfaced with ours, so we don't have two sets of numbers, two sets of addresses, or two sets of geographic location, because everyone uses this for planning."

"We are small tribes that don't have those capabilities, whether in manpower or software or hardware. We know that they are commercially available. We have been encouraged to go to ArcView, but the real technical operation of it is people. We need a technically trained person to do that."

Tribes Prefer Using Long Form and Complete Count

An issue that emerged from all the focus groups was that sampling methods led to inaccurate data in the small populations of tribes. They were most concerned about household income data, because it is often crucial in applying for grants and in formulas for funding federal programs.

A concern that was expressed is that there is a self-selection process for filling out the census long forms. Focus group participants perceive the forms are more likely to

be filled out by people who are more highly educated, who are employed and have higher incomes, and who are non-Indians living in reservation areas. Furthermore, the low income American Indian households may not be advised about answering the head of household questions and other questions about race, so that they are not counted as American Indian households. This skews the data and creates problems for tribes. Often tribes do their own data collection on their population and it does not match the census data.

"We would like from the census the ability to demonstrate disparity between the Indian community, or reservation, and the surrounding community within the state."

By using the long form for a complete count on reservations, there is a greater likelihood that low income families will be counted. However, it was acknowledged that while the long form would be most helpful to tribes, the short form is preferred by tribal members.

American Community Survey

There were no specific questions about the American Community Survey. Nevertheless, the topic came up in the Outreach and Promotion focus group. Two people seemed to be well informed about it and expressed opposition to the Census Bu-

reau using the American Community Survey. The objections to the American Community Survey are consistent with the opinions expressed about samples that do not include every tribe. They say that it will under sample American Indians and they will not be enumerated properly. If it is not conducted on every reservation, there will not be accurate information about each tribe. Some of the data that will be collected is irrelevant to tribes. They expressed concern that federal agencies may rely on the outcome, but the data will be inaccurate and unfair.

"You have a trust responsibility. It's not just a job. It's not just the law."



Geographic Programs Focus Group September 23, 2003

Tribal Use of Census Data

Overall, focus group participants regard census data as valuable and want to be able to use it. One participant explained that tribes have more useful maps than the Census Bureau has, but the Census Bureau has more useful information about people. Her goal was to see the two data sets interface in a way that makes both more accurate and useful.

Analyst's note: Understanding how tribes use census data is an important foundation for issues discussed in this focus group. If tribes don't use the census data, then they have little incentive to make sure that it is accurate by participating in geographic programs.

How tribes are currently using census data

About two-thirds of the participants said that they used census data for grant writing and/or demographics. They compared with enrollment data and other tribally-collected information. They also used census data for planning purposes in programs that included economic develop-

ment, housing, health care, environmental services, education, social services. They used census data to develop tribal profiles, for mapping where tribal members live (both on and off the reservation). For tribes that do not have reservations, in Oklahoma and elsewhere, the census data helps them to understand their land base and the people who reside there, both American Indian and non-Indian.

Some tribes are collecting their own demographic information, but they use census data for their county and neighboring counties to make comparisons and identify disparities.

Only one tribe represented said that they didn't use census data. The reason the participant cited for not using census data is that it is inaccurate and does not match enrollment data. The representative from this tribe said that the tribe could gather their own information and did not need the Census Bureau.

Cross-cutting information: Other focus groups discussed the impor-

tance of census data in funding formulas for federal grants to tribes. They were extremely concerned that undercounting would result in fewer dollars for important tribal services. The Field Operations focus group made reference to census data being used for redistricting.

Analyst's note: In the Cross-cutting Issues section of the report, there is a more complete discussion of the need for tribes to have more training about the census and how to access and use census data. The composition of the focus groups may have limited the information about the use of census data. For example, planners and grant writers and policy makers may be more aware of the uses of census data than people who work with cartography. According to the questionnaires filled out before the focus group, the titles of the participants suggest that five of the participants (45 percent) work primarily with environmental and mapping programs, and only two of the participants (18 percent) were planners or

grant writers. The significance of asking about using census data is that those who are expected to update maps may have less motivation to do so if they are not using the data that results from the census. Also, there was no discussion of the value of aggregate data on a national or statewide level for policy and research, probably because the focus groups did not include anyone who does that kind of work.

Factors that limit the usefulness of census data for tribes

Focus group participants discussed a number of factors that limit their use of census data, including:

1. Participants are aware that census data is available on the Internet, but they need more training and assistance to access and interpret the data.
2. Some tribes do not have high speed internet. They also need software, and possibly hardware, to be able to access census data on-line.
3. Tribal boundaries are perceived as useful areas for collecting census data; but other divisions, such as Census Blocks, are not considered useful.

"I would like to know why the Bureau chooses the little blocks. It may work in cities, but on the reservations, which are rural, the block sections don't work."

4. Most of the participants did not know how tribes could define unincorporated communities for inclusion in the census.
5. People do not understand how the census is linked to geographic places and would prefer to sort demographic information by categories that are not necessarily contiguous (for example, types of land ownership, such as fee versus trust lands).

"We have fee lands. We have allotted lands. We have trust lands. We have tribal lands. It's called a checkerboard. So using the census is pretty useless to do those types of things."

6. On some reservations, more than one tribe lives on the reservation and it would be helpful to collect information by tribal membership.
7. People do not trust the census maps to provide accurate information.

- In some cases, the tribe corrects the maps, but they come back with the same inaccurate information.
 - The Census Bureau does not acknowledge the tribal input in writing.
 - Tribes document their changes with information from the Bureau of Indian Affairs (BIA), but they perceive that the Census Bureau does not acknowledge the BIA's authority in these matters.
 - The census maps have a "weird" appearance that makes them seem unreliable.
8. Tribes that have a GIS system would like to have census data recorded by coordinates (rather than or in addition to addresses), so that it can be layered into their maps. This would allow tribes to better verify census maps and to define whatever areas they choose to call up information.

"The question should not be how you can get better data. It's how can you interface with the data the tribes have to produce some product that is useable for the tribes."

Additional Geographic Areas for Tribes

Focus group participants thought that additional geographic areas would be useful for tribes. However, each tribe had different needs. Tribes want the opportunity to add an optional tribal-specific area that each tribe could choose and that could differ from tribe to tribe.

The types of additional geographic areas that would be useful varied from tribe to tribe. Some of the suggested areas were:

- Tribal election districts
- Tribal school districts
- Districts for services, such as housing, adult education, social services and health.

Service districts vary both within a given tribe and between tribes. The rules that govern service districts are sometimes set by federal regulations for specific programs, such as the Contract Health Service Delivery Area (CHSDA) for Indian Health Service. Other service area boundaries are set by the tribe. For example, one focus group participant reported that her tribe delivered housing, adult education and social services within a 50-mile radius of her tribal area. For that tribe, a

50-mile radius would be a useful area for census data tabulation.

Within a given tribe, the boundaries for different service areas may overlap. For example, school district boundaries may be different from housing district boundaries. The most important area for one tribe is not the same as the most important area for another tribe.

Tribes that have GIS systems feel that it is unnecessary for either the tribe or the Census Bureau to specify an additional tribal area. If geocodes are used instead of addresses, the tribe could define any area for which it needs information and get the census information it needs for that area.

Tribal Participation in Census Bureau Review of Areas

Boundary and Annexation Survey (BAS)

All of the tribes represented said that they participated in the Boundary and Annexation Survey. However, they encountered the following problems that limited their participation:

1. *The deadlines are too tight.* Sometimes tribes don't have the time or manpower to do the work to update the

maps, so they just send back the card without making needed changes.

2. *Maps are hard to read because they have no geographic reference points, such as rivers or roads.* This makes it harder and more time-consuming to review.
3. *Some focus group participants reported that they only got the map, but nothing in writing from the Census Bureau.* It is not clear whether papers were sent to an elected tribal leader and lost en route to the staff person designated to respond. The Census Bureau should ask the elected tribal leader to designate a staff person or an office, such as the GIS Office, for routine correspondence from the Census Bureau. The Boundary and Annexation Survey should be sent directly to that individual or office.
4. *The Census Bureau does not respond to feedback from the tribe.* When tribes submit information to correct maps, they would like written acknowledgement from the Census Bureau, as well as changes to future maps.

“The maps come to me, so I take them down to our natural resources department, and we correct them. They come back again the same way. It’s an effort in futility.”

Review of Census Tracts, Block Groups, and Census Designated Places

None of the focus group participants recalled ever being asked to review Census Tracts, Block Groups, or Census Designated Places. Prior to the focus group, they did not know how the Census Bureau defined these areas. One participant who wanted a census count for a tribal community in Idaho did not know that it could be a Census Designated Place. However, one participant from Wyoming acknowledged that she received excellent help from the Census Bureau in creating Census Designated Places for the 2000 Census.

More training and communication is needed for tribes to participate in review of Census Tracts, Block Groups, and Census Designated Places.

Local Update of Census Addresses (LUCA)

Strategies that worked well

- A generally accepted strategy was to compare the address list with the map and the personal knowledge of tribal members about who lives where.
- One tribe with about 11,000 people in the area said they dedicated one week and about 15 people to this task.
- The Tribal Enrollment Office reviewed the address list. Per capita payments to tribal members provide an incentive to keep tribal enrollment addresses up to date. However, they may not be as accurate for tribes that do not make per capita payments.

Cross-cutting information from Field Operations focus group: This focus group also said that gaming payments keep tribal rolls current in their addresses. In Oklahoma, the names and addresses on tribal rolls are not kept up to date. In some places, tribes do not enroll any new members. People who are not tribal members can comprise up to 50 percent of the reservation.

Analyst's note: Some larger tribes that do not have per capita payments do not remove deceased tribal members from their tribal rolls.

- Some tribes are developing “911” lists for their emergency services. When a tribal member calls for help, their address is shown on the computer. For this system to work, all addresses have to be accurate.

Cross-cutting information from Field Operations focus group: A focus group participant stated that 911 is “forcing us into” using physical addresses. A participant said that the tribe is developing “fire numbers” but anyone can have any number they want. A participant said that her tribe uses four different systems for addresses. Homeland Security seems to be a factor motivating emergency response systems that use physical addresses.

Problems with LUCA

- American Indian communities in rural areas often do not have physical ad-

dresses. People get their mail at the post office. One focus group participant reported that 4,000 people have boxes at her local post office. They give directions by distance on a road, not by an address. If people have to give a physical address on a form, they sometimes make up the address.

- In pueblos in New Mexico, families have traditional homes on the mesa that are used for ceremonial purposes. They also have new homes off the mesa. So they have two addresses. Decisions must be made about which address to use as a residence. This was generally resolved by showing that the traditional homes are vacant and people are living in the new homes. However, some people also live in the traditional homes and these older homes are used for enrollment purposes. Reconciliation of these issues takes time and attention, but it is manageable because the tribal population is relatively small (< 3,000).

Cross-cutting Information from Outreach and Promotion focus group:

It is important for tribes to condemn vacant buildings prior to the census so that they will be taken off the

census maps and not get listed as vacant housing.

“The census forms were going to be delivered, and the census people had a difficult time. What do we do? Do we take this information and post it on each doorway of the old houses? Which they did, but people only go to their old homes for ceremonial purposes. Very few people live there permanently. So the census forms were flying all over the mesa because of the wind blowing them off eventually.”

- Sometimes roads in rural areas do not have names.
- Some reservations span more than one county.

Analyst’s note: Some span more than one state, and a few tribes have members living across national borders in Canada or Mexico.

Inclusion of people who are not tribal members in tribal data bases

Tribal rolls are the official records of enrolled tribal members. In addition, tribes

have other data bases that may include tribal members as well as Indians who are not enrolled tribal members, Indians who are members of other tribes, and non-Indians. The reservation census may include people who are not tribal members, but who are descendents of tribal members.

Analyst's note: Federal law prohibits tribes from having non-Indian members, so there are no non-Indians on tribal rolls. Tribal sovereignty allows tribes to define their membership, which can vary from tribe to tribe. If there is a blood quantum, then some descendents of tribal members cannot be enrolled.

Different tribal programs have different eligibility requirements that determine who is included in user data bases. For example, American Indians who are members of other tribes may be eligible for health care programs. Some tribal clinics and food distribution programs serve the general population. Other types of tribal program may serve non-Indians only if they are related to the tribal member or residing in the household of a tribal member. The tribal data base that seems most

promising for updating census addresses on the reservation to include both tribal members and people who are not tribal members is the 911 emergency system; however, not all tribes have this.

GPS coordinates would alleviate the need for addresses and address lists. Point/site specific maps would be more useful to American Indian communities than addresses.

Sharing Digital Geographic Information

Tribes' experience with digital geographic information

Within the focus group, there was a range of experience with Geographic Information Systems (GIS). One tribe reported having a "world class" capability and that they would go overseas to do consulting work. However a representative of a small tribe reported that they did not have GIS because they did not have the hardware, software, personnel or funding.

Analyst's note: Only three focus group participants reported that they work with computer GIS programs on the questionnaire that they filled out prior to the focus group.

Most focus group participants reported that their tribes were using GIS. Some of the uses for their GIS included:

- Land management
 - Management of natural resources
 - Forestry
 - Identification of sacred, historical, and archeological sites
- Planning
- Utilities mapping
- Keeping track of assignment boundaries
- Construction
- Economic Development
 - Cranberry bogs
- Environmental management

In some cases, the tribe had more than one GIS. This resulted in fragmented information and they were talking about getting a central GIS for the tribe.

The Environmental Protection Agency (EPA) has provided grants to tribes to develop GIS. Contracts between tribes and the EPA prohibit the disclosure of sensitive information.

Some focus group participants questioned

why the Census Bureau was using TIGER. They said it was not as good a commercial GIS. They said these programs are not compatible with TIGER.

"I am not saying that TIGER is a less sophisticated system and is inappropriate for what the Census is doing. I am just asking why doesn't the Census hop on Arc View?"

Conditions for sharing digital information

Most tribes have ordinances, or provisions in their constitutions, that prohibit sharing information. They have a number of concerns that make them want to protect the information in their GIS. These concerns include wanting to protect sensitive information about sacred sites, flora and fauna threatened with extinction, and historic sites. Some tribes have strained relationships with county governments and they are afraid information will be used to bring

"We have sacred sites. We have flowers that are starting to be extinct. We have homesteads. When we were going through our federal recognition, those homesteads, root cellars, and all those things are listed on our GIS system, so we don't use it for census or anything at all."

lawsuits against the tribe.

1. Most tribes require a resolution from the Tribal Council to release any type of data about the tribes. The Tribal Council will want to know what data is requested? Why? How will it be used?
2. Tribes would need an agreement that the information they provide to the Census Bureau would be confidential, not subject to the Freedom of Information Act, and not shared with counties.
3. Tribes would weigh the benefits that they would get from sharing the information against the risks.

Even if these conditions were met, and the tribe agreed to share information with the Census Bureau, there could be a problem with compatibility of the systems.

Some tribes have worked out arrangements with federal agencies, such as the EPA and the Army Corps of Engineers, which provide funding for tribal GIS. These agreements specify which types of information in the GIS are public and which are proprietary for tribes.

Field Operations Focus Group September 24, 2003

Best Ways to Collect Census Information on Tribal Lands

There was consensus among focus group participants that there is not one best way to collect census information on tribal lands. A variety of methods used simultaneously appears to be the best approach to assure the most complete count. Tribes and individuals need choices. There are differences between tribes, so what works for one tribe may not work for another. With proper communications and public relations, people will not be confused by more than one method and will not feel left out.

Focus group participants were curious to know about response rates for different types of approaches. The focus group identified advantages and disadvantages of different approaches, as summarized below.

Mail Out – Mail Back Approach

Advantages:

1. *Confidentiality.* In a small population, such as a tribe, there are often feuds. The person who is selected as the cen-


sus enumerator may be friends with some tribal members, but may be distrusted by other tribal members. The mail out - mail back approach gives tribal members an option to respond without anyone knowing what they put on their census forms.

2. *Time.* There is a perception that individuals can fill out their census forms faster alone than they could with assistance. However, the opposite was also expressed.
3. *Less costly than other approaches.* The mail out - mail back approach costs less because enumerators are not needed. However, some focus group participants said that activities are needed to boost the count, such as a day at the tribal center where people are available to assist tribal members in filling out the forms.

Disadvantages:

1. *Rural mail delivery could be a problem.* There are two types of problems related to rural mail delivery. One is that many American Indians get their mail at a Post Office box, which the Census

Bureau can't use as an address. The other problem is that rural mail delivery uses route numbers and mileage rather than a physical address.



"Forty percent of our reservation lists General Delivery as an address. It drives our postmaster nuts."

2. *Mailing addresses often are incorrect.* People move frequently and they often do not leave forwarding addresses because they want privacy.
3. Low literacy levels may mean a lower response rate.
4. People often throw mail away without reading it first.
5. *Low level of trust may mean lower response rate.* A prevailing attitude is, "The government doesn't need to know." To get people to respond may take an intensive, tribal specific, public relations campaign.
6. *Correct response to racial issues may be a problem.* People may not understand the significance of answers regarding race and may respond in a way that would result in them not being counted as American Indian. A concern was also expressed that the Cen-

sus Bureau automatically counts Hispanic-sounding names as Hispanic.

Cross-cutting Information from Outreach and Promotion focus group:

This focus group also expressed concern about Hispanic issues, including the placement of American Indian data under the umbrella that includes "Hispanics and Others" in census reports.

Enumerator Assisted Approach

Advantages:

1. *Enumerators can assure that there is a proper count for American Indians.* Enumerators can be trained to understand the significance of answers to race questions and assist people in responding in the way that will assure that they are counted as American Indians and tribal members. For example, in a mixed marriage, the American Indian should be listed as head of household for the household to be counted as American Indian. On tribal lands, it is usually the American Indian who is granted the house and that person should be listed as the head of household. Also, for people to be counted as

American Indian, they should list that as their only race.

Cross-cutting Information from Outreach and Promotion focus group:

Concern was expressed that there was an undercount of active military who are American Indians.

2. Enumerators can provide translation and assistance for the elderly and others.

"A lot of people here still speak the Native language. Indian enumerators can help with that."

3. Enumerators can be trained about local issues that will make the census count more complete.
4. Jobs for enumerators can provide local employment if affirmative action is implemented.

Disadvantages:

1. *Enumerator may not be trusted.* There were several types of issues relating to trust. A stranger, such as a person who is not a tribal member or who lives off the reservation, may not be trusted. A person from another tribe that has a history of conflict with the tribe where

they have been sent to enumerate may not be trusted. This can be particularly difficult if there is a division within a tribe that leads to a splinter group, which occasionally also achieves federal recognition as a tribe. Even people who are members of the same tribe where they are an enumerator may not be trusted by some of the people in the tribe, because in small communities there are always factions and feuds.

"We had to bring in outsiders because they wouldn't give information to someone you knew."

2. *It is difficult to recruit, select and train tribal members to be enumerators.* Because Census Bureau jobs are temporary, it is difficult to attract quality people. They have no sense of purpose, no investment in the job. High scores on Census Bureau tests are not a good predictor of who will do a good job. There have been crew leader problems that make it difficult to recruit and train people.
3. *Enumerators do not always ask about race.* In some cases, enumerators look at the person and assume their race without asking.

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4. *Confidentiality in work space.* Enumerators do not have confidential office space. Information may be in cars or homes where others may see it.

Cross-cutting information from Outreach and Promotion focus group:
Temporary offices should provide for census workers on tribal lands.

“They didn’t have a place to meet, so they met at the truck stop. It was pretty common to hear them discussing this or that person’s house.”

5. *Undercounting.* One focus group participant said that some enumerators won’t go to the “deep dark corners of the reservation.” Instead of people being counted, those dwellings are listed as vacant.

Internet Approach

Advantages:

1. Internet is the trend for the future and this should be pilot tested.
2. *Kiosks could be set up in stores.* By placing computers with people to assist

in stores, it may be possible to make the census more convenient. However, there were concerns about security.

Disadvantages:

1. *It wouldn’t really increase the census count.* People who would respond via the Internet are the same people who are already responding to the census now.
2. Increased potential for fraud.
3. Increased potential for frustration.
4. Privacy issues, particularly in the context of the Homeland Security Act.

Telephone Surveys Approach

Advantages:

1. This is already being done.
2. It gives the respondent a choice – they can call in or mail back.
3. It could increase participation if there is a person to talk to at the other end and it is not just an automated system.
4. People may feel that there is more confidentiality when they are talking on the telephone.

Disadvantages:

1. People may not have telephones.

-
2. People may have unlisted numbers.
 3. People are inundated with telemarketers and do not like calls from strangers.
 4. People don't like to use phones to key in information.

"Tribes need choices to make it work well for them. It's not one-size-fits-all."

Ways the Census Bureau Can Build Trust in Indian Country

The focus group was asked, "Are there other ways the Census Bureau can build trust in Indian Country so that all members of each household are included (enumerated) in the census?" For the most part, the discussion that followed focused on the relationship between the Census Bureau and tribes. The focus group participants offered this advice:

1. Be interactive with tribes – tribal consultation, meetings and assistance are needed to increase trust and to increase response to census.
2. Start earlier
3. Hire better enumerators – lazy enumerators lead to higher vacancy rates.

4. Tribes need training to know how their data are used by the Census Bureau and how to use census data.
5. Need better training and methods to tabulate race.
6. Tribal-specific public relations materials are needed.
7. Privacy and confidentiality are important.

"One of the enumerators came back with a 50 percent vacancy rate on all the homes because of lack of effort. The trust with that enumerator was gone. No one would respond to her. We have 1,200 homes on our reservation. Over 800 of them were surveyed by one man. He built trust within our community and was able to reach out to people. The enumerator selection process is crucial in developing that trust."

"We have this Homeland Security Act that basically allows the government to do whatever they want. That builds distrust into an already poor relationship."

Many of these issues are discussed more fully in the section of this report on Cross-cutting Issues.

Use of Handheld Computers by Census Enumerators

Focus group participants were shown pictures of handheld computers, but they didn't actually receive a demonstration. In general, the response to using the device in the census was positive. One focus group participant said, "Just like handheld bingo!" Another compared it to Gameboys. In general, they felt that there would be a high rate of acceptance of the device among both Census Bureau employees and the general population.

Analyst's note: Although this focus group was 83 percent American Indians and has a collective 357 years of experience with tribes, it may not be a representative sample of either the American Indian population or the people who work as census enumerators. This focus group is more highly educated than most American Indian populations: the average education level was almost 15 years and one third of

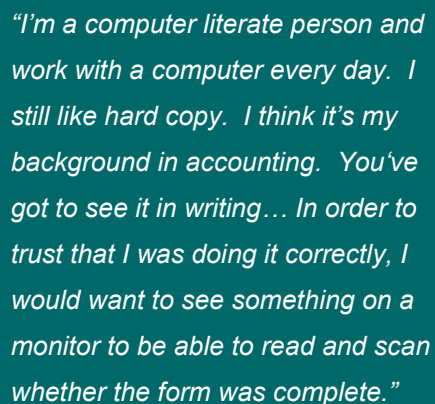
the group had a master's degree or more than 16 years education. All but one of the focus group members uses a computer daily at work and 83 percent have computers at home. One third of the group currently uses handheld computers and 75 percent have cell phones. Five of the focus group members work with computer GIS programs and 83 percent say that they are comfortable with new computer technology. Only three people (25 percent) have worked as census enumerators. While this focus group provided an initial identification of issues, it would be prudent for the Census Bureau to do more research with a more representative sample before concluding that handheld computers would work well in this population.

One focus group member said that technology will change in the next seven years and this may be obsolete, but the Census Bureau should start now. The focus group identified a number of issues and opportunities related to the use of handheld computers by census enumerators.

Desire for a hard copy of the census form

Some focus group participants said that, when a handheld computer is used, there should also be a hard copy of the census form. They felt that a hard copy was needed to review for accuracy. They were worried that data might be lost and there would be no way to recover it without a copy. One person asked how people would sign their census form. Another responded, “Do you sign the census form now?” There was some confusion on this issue.

In lieu of a hard copy, one person suggested that a lap top computer would be preferable to a handheld computer because the enumerator could review the form before sending it and could show it to the person who is being assisted.



“I’m a computer literate person and work with a computer every day. I still like hard copy. I think it’s my background in accounting. You’ve got to see it in writing... In order to trust that I was doing it correctly, I would want to see something on a monitor to be able to read and scan whether the form was complete.”

Improved confidentiality

Focus group participants felt that the handheld computer would improve confidentiality because there would be no papers or maps lying around the house and they would not get lost.

Convenience

There would be fewer heavy papers to haul around.

Better data

There is a desire to use GPS for mapping and this would be a good tool to achieve that goal. There may be a more complete count because people may feel more free to answer questions without paper.

Quicker data

There is a perception that this approach would lead to quicker compilation of census data. Some participants want tribes to have “instant access” to census data.

Recruiting and Training Census Workers

The focus group participants did not think that the handheld devices would limit the pool of potential census workers. They said that young people are okay with new

technology. They said that older people want to learn. However, one participant estimated that half the Senior Citizens who might apply for Census Bureau jobs may be deterred by the use of handheld computers.

One person expressed the belief that it would take much longer to train people – possibly as long as a week. She regarded this as positive because it would extend the time for employment and make census work a more positive job opportunity.

Telephone jacks at home to download information

Telephone outlets at home could be a problem for some people. Some people only have cell phones.

Reaction of general public

People will need to be forewarned about the handheld computers. The acceptance of the device will depend on how well the enumerator can explain it. The public education should emphasize that the census data are used for statistical purposes. People may feel more free to answer questions without paper. Still, some people may be put off by the new technology.

Local Update of Census Addresses (LUCA)

Only two people in this focus group had worked on the Local Update of Census Addresses (LUCA). They tended to corroborate what was said on this subject in the Geographic Programs Focus group and their comments are included in that section of the report.

When asked how to improve tribal participation in LUCA, participants said:

- I just blow off the request.
- It's not my job.
- I don't have time for it.
- I shouldn't have to do the job of the Census Bureau.
- Don't wait until the last minute.
- If you do it too early, then houses are built and it is not accurate.

Recruiting and Selecting Tribal Census Workers

Focus group participants articulated the values that they wanted the Census Bureau to use in the selection of census workers:

- Dependable
- Knowledgeable about the commu-

nity

- Trustworthy
- Speaks the tribal language

They believe that it is difficult for the Census Bureau to assess these characteristics. The tribe believes that they can identify the people who would be good or bad crew leaders and enumerators. They don't believe that the Census Bureau tests do this.

When tribes have helped to recruit census workers, they are frustrated that their tribal members are placed with another tribe or in a non-reservation area. Then non-Indians are placed on their reservation. These situations reduce the incentive for tribes to assist in recruitment.

Focus group participants say tribes are not told about all the available Census Bureau jobs. This may mean that tribal members are not getting to apply for higher-paying management positions or longer-lasting positions off the reservation. It may also mean that they are unable to fill their quotas for enumerators because the people they recruit are placed in other jobs.

Reasons more tribal members do not apply for census jobs

1. *The minimal income from part-time and temporary work may affect eligibility for needed services.* People who are unemployed may be receiving services from the tribe, such as Food Stamps and General Assistance. A part-time job may make them ineligible for those services, but not provide enough income to meet their needs. A temporary job means that they would have to reapply for all the social service programs after the job ends, and it doesn't seem worth it. Also, it was mentioned that income from a temporary job with the Census Bureau could affect Social Security income.
2. *Tests.* Many focus group participants expressed the opinion that people who would be good census workers may rank low on the tests. They said that senior citizens are good workers, but they may not score high on the test. They said the tests are not culturally sensitive. For example, people may not know how to answer questions about numbers on houses when there are no numbers on houses on the reservation. Also, people don't use maps,

but they know how to get from house to house. One person told a story that test results were announced publicly and people felt humiliated if they failed the test. People have been told that they can re-take the tests, and some do.

Cross-cutting Issues from Geographic Programs Focus Group:
Test was “difficult,” “timed,” “ridiculous,” “too long.”

“Some of it is just irrelevant. You might need a person in a city or rural area to be able to read a map, but most of our enumerators that we ended up having on the reservation put their maps aside. They knew where everybody lives and where every house was. They just drove up every road.”

3. *Background checks.* Background checks go back 10 years. Many people quit filling out the application when they get to this part.

Analyst’s note: American Indians have a higher rate of incarceration than non-Indians in most states with large American Indian populations. This is due in part to high

rates of alcoholism and other drug use. In some places there is more policing, less legal defense, and stiffer sentences for American Indians. In some American Indian communities a history of incarceration does not necessarily mean the person would be regarded as untrustworthy, particularly if they have achieved and maintained sobriety.

4. *Timing of starting work.* There is too much time from filling out the application to starting work. During this interval people may find other jobs.
5. *Lack of transportation.* Some people who may be qualified do not have vehicles, or their vehicles may not be suitable for driving long distances. Sometimes people develop creative ways around this by working in partnership with another person who does the driving. However, this type of job sharing is not condoned by the Census Bureau. It is potentially problematic because one person is not on the Census Bureau’s payroll, has not been trained, and has not signed confidentiality papers.
6. *Perceptions of risk.* Some focus group participants said it is not safe to travel alone to a remote part of the reserva-

tion without a cell phone.

Cross-cutting Issues from Geographic Programs Focus Group:

The confidentiality statement and fines scare people from participating as enumerators.

“They make you sign a confidentiality statement saying that the mapping or anything related to it is confidential and misuse will subject you to a \$10,000 fine and 10 years in prison. Then you have to take that statement and communicate with your community and get them involved. You have to get them to sign the same statement. No wonder some of these people don’t want to help.”

7. The pay is considered to be too low.

Cross-cutting Information from Outreach and Promotion focus group:

Outreach and Promotion focus group also mentioned that the pay was too low for recruiters and enumerators. It is not clear if this comment was made by the same person in both groups.

8. Qualified applicants may not know about all census jobs, just positions for enumerators with their tribe.

Successful strategies for recruiting more census workers

1. Tribes can assist in both recruitment and selection through their Human Resources or JTPA departments.

Cross-cutting Information from Outreach and Promotion focus group:

The Outreach and Promotion focus group also suggested using the TERO office for recruitment. They said they would like to have more than 75 percent of the census enumerators be tribal members. They also said that interviewers should be certified more quickly.

2. Tribes can assist in test preparation.

Tribes can prepare applicants for the tests. It was suggested that sample tests be taken to the high schools and included in geography curriculum.

Cross-cutting Information from Outreach and Promotion focus group:

The Outreach and Promotion focus

group also recommended preparation courses and mock tests for applicants for Census Bureau positions.

3. *Tribal employees can take the Census Bureau jobs on evenings and weekends.* They are well qualified. They are not dependent on the income. They like having the extra income. However, some tribal employees are on assignment from the federal government and it was not clear if they are eligible to hold two jobs with the federal government. One participant wanted to know, “Are they double dipping?”

“Some reservations have a research group that has been trained. Why can’t some of those people be the enumerators for that period of time? The tribe would allow the trained researchers to do this. They are lay people, but are doing research.”

4. The Census Bureau should embrace the concept of teams for job sharing.
- One team member could have lesser qualifications, such as a driver who would not need to pass the test and may not require as stringent background check.

- Both members of the team could receive training and sign confidentiality statements.
- This would increase the safety for the census worker traveling to remote places.
- This might increase the number of employed people who apply for census jobs because they would not have to leave their spouse on evenings and weekends.

Retaining Tribal Census Workers

Four factors were identified in the turnover of census workers:

- Transportation problems
- Census worker finds another more permanent job.
- Enumerator is promoted to crew chief or another Census Bureau position.
- Worker has problems with the Crew Leader.

Crew leaders are considered a key position. There may be tensions when people are from different tribes or cultures. The nature of problems between enumerators and Crew Leaders is not always about culture and personality. There are also is-

sues of accessibility of Crew Leaders. In one case, an enumerator quit because she had to take her information to a crew chief who lived in another town and it was too far to drive.

Recommendations to improve retention of tribal census workers

1. Make the decennial census a trainee program for lay researchers so that they can use it as a rung on a career ladder.
 - Consider providing certification for completion of training and job experience.
 - Consider offering continuing education credits or credits at tribal colleges or community colleges.
 - Consider follow up jobs with the Bureau or with tribes
2. Hire fewer people for longer periods.
 - Consider combining jobs so that people can transition from enumerator to data entry positions.
3. Offer incentives to complete the job.
4. Improve the supervision of enumerators to create a greater sense of teamwork, belonging, and consistency.
 - Crew leaders should have a meeting with enumerators at the begin-

ning of the Census, and other meetings at the end of the day or the end of the week.

- Supervisors need to be in agreement about policies – this can be a problem when supervisors change.
5. Let people know where they will be working when they apply for census jobs.
 6. Interview Census Bureau enumerators and analyze data to learn why people are working at these jobs and why they quit.

Training Census Workers

Only two people in this group had actually worked as enumerators, so few people could talk from experience about the training provided by the Census Bureau. One person said that people in their tribe were sent to “the wrong training.” The discussion focused on the need for culturally-specific training, including the history of the census with American Indians. These comments are incorporated into the Cross-cutting Issues section of this report.



Outreach & Promotion Focus Group September 25, 2003

Tribal Government Liaison

This focus group provided a range of experiences with the Tribal Government Liaisons. Tribes from the states of Washington, Maine and Montana reported excellent working relationships with the Census Bureau. Tribes from Oklahoma, Louisiana, Michigan and North Dakota reported more problems.

What worked well

The Tribal Liaison served as a central point of reference for other tribal programs. Having one person designated made the process work at the tribe. When the tribal chairperson received correspondence from the Census Bureau through the official protocol of the government-to-government relationship, the paperwork was then sent to the Tribal Liaison. The Tribal Liaison also became a point of contact for the Regional Census Office. The Tribal Liaison improved the communication, coordination, and cooperation between the Tribe and the Census Bureau.

Training for the Tribal Liaison enabled that person to be more knowledgeable and ef-

fective. The Tribal Liaison Handbook and the Complete Count Committee Handbook were effective tools that provided an outline of a work plan, a timeline and a framework for the Tribal Liaison.

The Tribal Liaison became an effective advocate for the census with the Tribal Council and tribal members. The message about the importance of the census was better received because the Tribal Liaison was an American Indian, a tribal member, and a tribal employee.

The Tribal Liaison increased the planning and preparation for the census. In some cases, the Tribal Liaison assisted tribal members in their homes to fill out the census long form.

Two tribes offered two models that they self-identified as best practices. One thought it was important that they were told by the Census Bureau up front about financing, space and other issues. They thought that they were effective in their use of media. Both obtained resolutions of support from their Tribal Councils.

Tribes that had frequent contact with Census Bureau personnel from the regional and district offices felt supported in their activities.

“Having that contact with the Census Bureau was really great. It is not like you are given a packet and then abandoned.”

What needs improvement

Tribes did not always appoint their Tribal Liaison in a timely manner. The Census Bureau should start earlier to let tribal leaders know that they need to appoint a Tribal Liaison. In one case cited by a focus group participant, the Tribal Liaison was appointed after the Regional meeting and did not receive any training.

Focus group participants said that the main source of training for Tribal Liaisons was the Regional meetings. In many cases these meetings were held too late and provided too much information at one time to be absorbed effectively. They said that Tribal Liaisons should get training at the same time or before Crew Leaders get trained.

Tribal Liaisons receive information and support primarily from the Partnership Specialist who is located in the Regional Office of the Census Bureau. The quality of the Partnership Specialist support varied from region to region. Where the Partnership Specialist was considered effective, there was contact between the Partnership Specialist and the Tribal Liaison on a monthly basis up to a year before the 2000 Census, on a weekly basis as the time for the count drew closer and on a daily basis during the field operations.

“Our partnership specialist was in Bismarck, which was about two and a half hours away, but they were excellent. Every week they were sending us faxes. They called us on the phone all the time. They really supported us.”

In regions where the Partnership Specialist was considered ineffective, there was contact approximately every three months between the Partnership Specialist and the tribes. Some of the problems that were cited included:

- Turnover in Partnership Specialists
 - In some regions there were 2-3 per year
- Too many tribes for the Partnership

Specialist to serve

- Recommended number is 2 for Montana, 3-4 for Oklahoma
- Distance from tribe to Regional Office
- Lack of cultural sensitivity and respect for tribes.

“I would have liked more help from my Partnership Specialist with employment.”

When the Partnership Specialist is not available to provide information and support, the Tribal Liaison may turn to the local office of the Census Bureau. Occasionally, tribes received conflicting information from the different offices. Several of the tribes noted that the local office did not have the training and awareness of issues related to American Indians. Focus group participants perceived that Census Bureau leadership at the top levels and the Tribal Liaison understood American Indian issues, but there was a middle management level in the Local Office that needed training in cultural competency.

“One office would tell us to do something one way, and then the other office would tell us a different way.”

A focus group participant explained that the Census Bureau is a bureaucracy that has rules and follows the directions written in handbooks. For this reason, it is important that the roles and relationships of the Tribal Liaison, the Local Office, and the Regional Office be defined in written policies and procedures.

Tribal Liaisons said that they needed more training in social marketing and how to do public relations with the target group of their own tribe. Tribal liaisons felt that the Census Bureau had produced good PSAs using American Indian advertising agencies. However, they said that they had a hard time getting local stations to run the PSAs.

One of the most difficult problems for tribes is that the census requires staffing and activities that are not funded. Tribes would like to have an initiative that provides funding for tribes to hire Tribal Liaisons, consultants and marketing expertise.

Regional Meetings

What worked well

Regional meetings were held to provide training for Tribal Liaisons. The Tribal Liaison

sons considered the meetings useful, including the distribution of handbooks and other handouts. They also appreciated the discussions of community issues and specific strategies to assure an accurate count of American Indians. At the Regional meetings the Tribal Liaisons learned about race, including:

- Check American Indian only
- Use of census data for grants and allocation formulas
- Hispanic vs. American Indian implications
- Head of household implications

Regional meetings were also useful because that is where the Tribal Liaisons met the Regional representatives of the Census Bureau, including the Partnership Specialist.

What needs improvement

The Regional meetings provided too much information at one time. The Tribal Liaisons would have preferred to have information sequenced and scaled in a series of meetings. The Regional meetings would present large scale policy and strategy issues. Later there should be state level meetings for more detailed opera-

tional issues.

Among the focus group participants, there was some confusion about the availability of funding for tribal promotional activities. They felt that tribes should receive this information early in the Tribal Liaison training.

The scheduling of meetings was an issue in some regions. A participant from North Carolina reported that training was held on a Saturday. A workday (weekday) would have been preferred.

Tribal Complete Count Committee

What worked well

The Complete Count Committee Handbook was useful.

Two models of successful Complete Count Committees were presented. In both cases, the Complete Count Committee was added onto existing activities, rather than being an independent organization. One tribe used an existing standing committee for land use/smart growth as the Complete Count Committee; and, this assured regular, on-going meetings. Another tribe used tribal employees in programs

that have frequent community contacts, such as housing and health promotion. These tribal employees were given promotional items to take with them to community meetings.

Focus group participants spoke with enthusiasm about kick-off parties. These community events usually involved food. However, for some tribes food is not an allowable expense and there needs to be a funding source. Combining the census kick-off with another tribal cultural event seemed to be an effective strategy. One tribe represented in the focus group held a drum song contest for the census.

In one state, the county gave a tribe money for the Complete Count Committee.

What needs improvement

In some cases the Regional meetings were held too late for the Tribal Liaisons to organize Complete Count Committees. One focus group participant said that they did not have a Complete Count Committee because they weren't told to do it at the Regional meeting and they did not receive the Complete Count Committee Handbook.

Composition of the Complete Count Committee was a challenge for some tribes.

Tribal leaders and directors were too busy to attend regular meetings. After the kick-off meeting, it was difficult to get the group together. The Complete Count Committees needed more working members. Focus group participants suggested more community members and elders.

In some areas, politics keep tribes from working with other governments, such as counties and school districts. Other issues create conflicts, such as water issues and school mascots, that result in historically poor relationships. Furthermore, many counties oppose tribal involvement in the census. It was suggested that greater collaboration with local non-tribal governments, such as townships, could improve the census counts.

Strategies to Improve American Indian Participation in the Census

Contracting with tribes

This is discussed in the Cross-cutting Issues section of this report.

Funding for Tribal Liaisons

Focus group participants recommend that

Congress fund an initiative for Tribes. Funding would assure that tribes appoint Tribal Government Liaisons and that the Liaisons have the time and resources to carry out the expected work.

Paid advertising

The Census Bureau should continue its paid advertising campaign. Focus group participants said that PSAs were not run at desirable times in their areas. The marketing campaign should focus on how census data are used and how it affects the lives of American Indians (for example, housing). Some advertising should be directed at children, because they will stimulate their household to act.

Websites

Many tribes have their own websites. They could add information about the census and provide links to Census Bureau websites. Tribes would like to be able to provide links to tribal-specific census data.

Reaching tribal members who live off the reservation

Several strategies were suggested for communicating with tribal members who live off of reservations, including:

- Census information in existing tribal newspapers and newsletters.
- Information in the mailings of tribal distributions of money, such as per capita payments or Christmas checks for elders.
- Using tribal websites to provide information.
- Posting flyers in places that are near the reservation.

Direct mailings were considered too expensive.

One focus group member said that it was important for the tribes to communicate specific information to their tribal members. They said that they had narrowed this to five key points in the 2000 Census:

- Mark “Yes” — Native American
- Mark “No” — Hispanic
- First person and head of household should be American Indian
- Give name of tribe
- List everyone, including military

“Where they do all the breakouts, they showed active military people from our reservation — it was just one. We know that is not true, so I don’t know what happened there. We usually average between 60 to 70 people in the military all the time.”

Building trust

Focus group participants offered the following advice to build trust so that more people would answer the census completely and accurately:

1. *Emphasize confidentiality.* Tell people that the tribe does not get information on individuals. For example, the tribe will not know if there are too many people in HUD housing. Tell people that information is suppressed if there are too few people so that individuals cannot be identified in the census data.
2. Talk about the census count resulting in funding for tribal services.
3. When the form is completed, seal it in front of the person.
4. *Hire enumerators who are trusted by the community.* People don’t trust the character of some of the enumerators. They don’t trust gossips – and the tribe knows who these people are. Older

people are more trusted, but they are less likely to take and pass the exams. The Census Bureau should get tribal input in hiring local people.

5. Make and use a video with American Indians emphasizing confidentiality.

Networking within the tribe

Some tribes have Tribal Communications Specialists who are responsible for public information and public relations activities at the tribe. A Tribal Government Liaison found is helpful to work with her tribe’s Communications Specialist to promote the census.

Community service

Some tribes have community service requirements for their scholarship programs. These tribes should be encouraged to develop community service opportunities to participate in census awareness activities. Involving young people in census awareness can mushroom into a network of involvement.

Increase number of American Indians working in the Census Bureau

Suggestions for improving recruitment and retention of tribal members as enumera-

tors are included in other parts of this focus group report. In addition, there should be efforts to increase the number of American Indians working at all levels in the Census Bureau. American Indian preference in hiring could facilitate this goal.

Change the census forms

If the census forms were more specific to Tribes, people would be more likely to answer them.

Timetable for 2010 Census Activities

The focus group said that there should be an on-going relationship between the Census Bureau and tribes regarding geography and data. The Partnership Specialist should be a permanent position that staffs an “American Indian desk” in each region to answer questions from tribes and assist tribes in getting data for planning and grant writing.

Analyst’s note: Other activities recommended by the focus groups, such as implementing a high school curriculum, could also be considered on-going activities.

Specific activities for the 2010 Census should start 3-5 years before the census. Tribes are very interested in having Congress fund an initiative for tribal participation. The federal funding cycle is 3 years, and tribal consultation would have to begin before that.

Analyst’s note: Activities recommended by other focus groups and in other parts of this focus group, such as contracting some census activities with tribes, and developing a certification program and career ladder for enumerators, would need to be initiated in this period.

Approximately 2-3 years before the 2010 Census, the outreach and promotion activities would become more concentrated. If tribes are expected to pay for census-related activities, they need to be included in the tribe’s budget process that begins approximately 2 years before the census. Tribes should be involved in developing and selecting promotional materials. Training activities specified in the Cross-cutting Issues section of this report should be implemented according the recommended schedule.

American Indian Participation in Surveys

There is confusion about census surveys in Indian Country. People feel imposed upon and won't answer the door. Enumerators need more training in persuasion skills, or something akin to telemarketing skills. When asked what can be done to improve American Indian participation in surveys, one respondent answered, "Pay them."

In some places, tribes have not been informed by the Census Bureau that a survey is being conducted. In other places the Census Bureau has asked the tribe to send letters to tribal members in counties where the survey is being conducted.

Strong opposition to the American Community Survey was expressed in this focus group. Details of their comments are included in the Cross-cutting Issues section of the report.

Promotional Materials

The icebreaker gave an opportunity for participants to recall promotional materials and comment on the ones that they liked best, were most popular with their tribe,

and continue to be visible. At least three people cited the following items:

- Posters
 - 1990 Art was outstanding.
 - Framed and hung in lobby of tribal offices
- Cups
 - Most valued promotional item – local office held on to them and only gave them to "important people."
 - Still used on peoples desks
- Tote bags
 - One participant had a census tote bag with her at the focus group.
 - Liked how it expands.
- T-shirts
 - Put tribal logo on back

Other items that were cited by one or two people were:

- Large wall maps that showed tribes across the United States
 - Hung in tribal offices
- Chip clips
- Ice scrapers
 - Still used in tribal and GSA vehicles
- Jar opener

- A favorite item at Senior Citizen centers
- Pencils
 - Used in schools
 - A favorite items with kids
- Balloons
 - Favorite items with kids
- Slinky
 - Popular with children
- Piggy banks
 - Used by children
- Clear acrylic bag
 - “Went fast”
- Pin

Cross-cutting information from Field Operations focus group: The Field Operations focus group also mentioned sponges, as well as T-shirts, cups, book bags and piggy banks. However, one person said that promotional items were stacked in her office and she couldn't even give them away.

Promotional Events

Focus group participants recalled the following promotional events as successful:

- Cable television interview with Tribal Government Liaison.
- Photo of all enumerators working

on tribal lands in paper and on television.

- Local reporter worked with Tribal Government Liaison to develop an American Indian angle on every census story.
- Tribal website with e-mail address for questions linked to Tribal Government Liaison.
- Scandal regarding census staffing on the front page of local paper increased awareness of the census.

Cross-cutting information from Field Operations focus group: One Field Operations focus group participant talked about a promotional activity that her tribe used to encourage people to participate in a survey that the tribe was conducting for their gaming operations. Rather than hire an individual to assist people in filling out the survey forms, the tribe decided to offer a drawing with a prize of a trip to Disney World for four. The cost to the tribe was about \$4,000. The drawing resulted in 99 percent return on the survey.

Census Artwork and Posters

The focus group recalled the following as good examples of artwork and promotion:

- Alaska Art
- Little girl with braids in field
- Families with several generations
- Teacher in a broom closet that made the connection between the census and funding for school in a non-Indian ad

There was a negative response to the campaign that used Geronimo and other historic leaders, because it was regarded as the federal government exploiting cultural heroes whom they had mistreated.

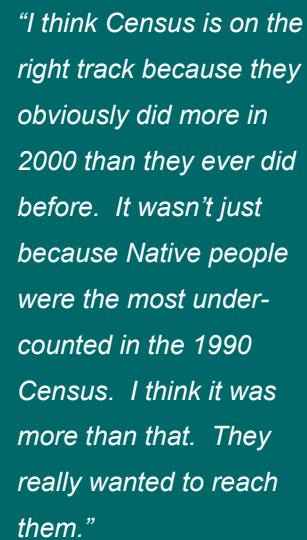
There were mixed reactions to the symbol of the “bird.” Some liked it and some didn’t like it. It was regarded more favorably by American Indians from the Southwest.

Advice for Designing Promotional Materials

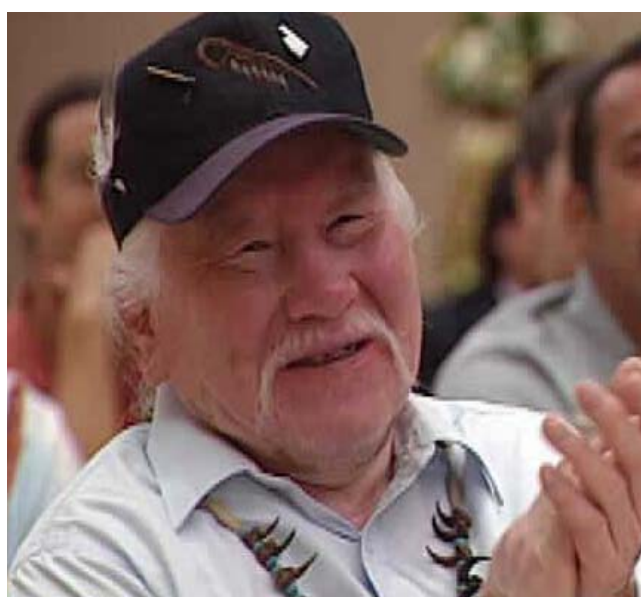
The focus group offered the following advice for designing promotional materials for the next census and surveys:

- Use American Indian advertising agencies.

- Let tribes be involved in selecting advertising agencies by region.
- Consult with reliable American Indian people from a variety of regions, not just the Southwest.
- Customize artwork to use pictures of tribes in the areas where the posters will be used.
- Have a national contest for American Indian artists.
- Sponsor poster contests in American Indian schools and have national awards.



“I think Census is on the right track because they obviously did more in 2000 than they ever did before. It wasn’t just because Native people were the most undercounted in the 1990 Census. I think it was more than that. They really wanted to reach them.”





Appendix I
Logistics





Contract Support Services

NATEK Incorporated is a small, woman-owned professional services firm established in 1994. NATEK was tasked to provide the U.S. Census Bureau with Conference Management and Facilitation support services that would enhance the overall goals and objectives of the American Indian Focus Groups. NATEK used the facilitation services of Pamela Iron and Mim Dixon, of the National Indian Women's Health Resource Center, NIWHRC, to assist with achieving these goals.

Logistical Coordination

NATEK coordinated the necessary travel arrangements, accommodations, and meeting requirements.

NATEK researched several hotels and focus group facilities in the Denver area to find the best proposed site based on accommodations, location convenience, service, and best value.

The U.S. Census Bureau provided NATEK with the names and contact information for each of the participants. Participants were mailed a confirmation packet which included a letter of confirmation, and a detailed travel brochure outlining the background of the focus group, location, date and time, travel policies, next steps, a registration and travel preference form, and a participation agreement form. Please see Figure 1 for sample pages from this travel brochure.

Figure 1 – Travel Booklet Sample Pages

The figure shows two sample pages from a travel booklet. The left page is titled "BACKGROUND" and features a vertical red bar on the left with the text "FOCUS GROUP BACKGROUND". The main content includes text about the government-to-government relationship and the focus groups, a photo of a woman in traditional dress, and a call to action at the bottom: "QUESTIONS? CALL TOLL-FREE 1-800-886-2434". The right page is titled "REGISTRATION AND TRAVEL PREFERENCE SHEET" and features a vertical red bar on the right with the same text. The form includes fields for Name, Phone, Fax, E-mail, Mailing Address, City, State (ST), Zip, and Social Security Number. It also has checkboxes for travel preferences: PERSONAL VEHICLE, BUS, TRAIN, AIRPLANE, HOTEL ROOM, Smoking, Non-Smoking, and Handicapped. A note at the bottom states: "For participants traveling over 100 miles round trip, a hotel reservation will be made upon request for the night before the focus group only."

For those who returned the travel preference form and met stated requirements, NATEK made the following arrangements:

- Travel
- Hotel Accommodations
- Stipend & Reimbursement Checks

Electronic tickets were used when possible and confirmation numbers were communicated via mail, email, and/or phone.

A toll free phone number was obtained and managed by NATEK for participants to ask questions about the focus group as well as any travel or logistical questions.

Once NATEK contracted with the preferred hotel, a block of rooms was set aside for the participants. For the convenience of the participants, NATEK reserved the participant's room and provided confirmation numbers accordingly.

In addition to the sleeping room reservations, NATEK coordinated the focus group facility room layout, catering, set-up, and audio-visual needs.

NATEK and the team from NIWHRC collaborated to develop a Moderator's Guide

for each of the three focus groups. This Guide was used by the facilitators during the focus groups and contained ice breakers, background information, ground rules, and the questions found in Appendix II.

At the conclusion of each focus group a stipend check for \$100.00 was provided to each participant. Each participant also submitted an expense report at the conclusion of the day. NATEK processed these forms within fifteen days after the meeting for expeditious payment to all participants.

NATEK and the National Indian Women's Health Resource Center team of Pam Iron and Mim Dixon also generated this comprehensive Final Report of the results of the American Indian Focus Group proceedings. While NIWHRC focused on content, NATEK coordinated the layout, design, and production of this report. A copy of the report will be distributed to each of the participants.



Appendix II

Focus Group Questions





Geographic Programs Focus Group Questions

September 23, 2003

Extracted from Moderator's Guide

1. Take a few minutes to think about the ways your tribe or you personally use census data.
2. If your tribe does not use Census data, why not?
3. Is there anything about the way Census data is collected or presented that limits its usefulness to your tribe?

Probe: Are the areas defined by the Census Bureau the most useful areas for your tribe? *Probe:* If not, why not?

Probe: What types of areas would you like to have the Census Bureau use for your tribe?

Probe: Are there any geographic boundaries used by your tribe for programs that would be helped by Census data?

Example: For example, if your tribe has health districts or fire districts or election districts, would it be helpful to know the number of people and households in those districts?

Probe again: What other kinds of areas does your tribe use?

- a. Do these areas have boundaries that could be drawn on a map?
- b. Do tribes with reservations provide services to tribal members who live off-reservation?

Prompt: Are those defined as geographic areas that could be drawn on a map?

- c. Do any of these service areas begin on the reservation and extend off the reservation?
- d. Are there service areas that are not adjacent to the reservation?
- e. Do the boundaries of any of these service areas overlap?
- f. If different tribal programs use different geographic service areas and you could only choose one for the Census, which program's service areas should be selected and why?

4. Does your tribe respond to the Boundary and Annexation Survey?
5. If your tribe does not respond to the Boundary and Annexation Survey, why not?

-
6. Are there problems with the way the Census Bureau conducts its program for the delineation of Census Tracts and Census Designated Places?
 7. What advice do you have for the Census Bureau to improve tribal participation in the Boundary and Annexation Survey and other programs?
 8. Did anyone here participate in the Local Update of Census Addresses (LUCA) for the 2000 Census?
 9. For those who participated, what worked well?
 10. What needs improvement?
 11. Did any tribes represented here use tribal rolls to improve the Census address list?
 12. If not, why not? What are the limitations of using tribal rolls?
 13. If you used tribal rolls, how did it work?
 14. Do tribes maintain any data bases that include addresses for individuals living on the reservation that are not tribal members?
 15. Is there anything else you would like to suggest to ensure a complete and accurate Census Bureau address list?
 16. Tell me about your tribe's familiarity with maintaining geographic information in computer-based (digital) files.
 17. Would your tribal government share geographic information in computer-based files with the Census Bureau?
Probe: If not, why not?
Probe: What conditions would have to be met for your tribe to share its data files with the Census?
 18. Is there anything else that you would like to suggest to improve the accuracy of the Census Bureau's maps?
 19. Is there anything else that you would like for us to pass along to the Census Bureau?

Field Operations Focus Group Questions

September 24, 2003

Extracted from Moderator's Guide

1. What are the advantages of mailing out questionnaires and having American Indians fill them out and send them back?
2. What are the disadvantages of mailout/mailback?
Probe: Is there anything you want to add to either of these lists?
3. What are the advantages of the enumerator-assisted approach?
4. What are the disadvantages of using enumerators to conduct face to face interviews?
5. Given all the advantages and disadvantages of each method, which do you think is best to assure complete and accurate Census information?
Probe: Will people answer more accurately about all the people living in the household on paper or talking to a person?
Probe: Are there other ways the Census Bureau can build trust in Indian Country so that all members of each household are included (enumerated) in the census?
6. Do you think adding the option of completing one's census form through the Internet would increase participation in Indian Country? Why or why not?
7. What about adding the option of completing one's census form through the telephone? Would that increase participation in Indian Country? Why or why not?
8. What if the Census Bureau uses more than one method on the same reservation or Tribal area?
Example: Mailout to towns on where mail is delivered to street addresses and conduct face-to-face interviews in rural parts of the reservation.
Probe: Will people be confused or feel "left out"?
9. What do you think about this a hand held computer that the Census Bureau is considering having enumerators use in 2010?
10. Will most AI Census workers be able to use a handheld computer like this?
Probe: Will it require a lot of additional training?
Probe: Will it reduce the number of applicants for Census jobs?
11. If the handheld computer requires that the Census worker download information at the end of the day by plugging this devise into a telephone outlet, will this be a problem?
Probe: Do most AI Census workers have telephone jacks in their homes?

Probe: Will it reduce the number of applicants for Census jobs?

Probe: How could these problems be solved?

12. If a Census worker comes to a house with a handheld computer like this, will it make a difference in how people respond to the questions?

Probe: Are there any cultural issues we should be aware of?

13. Forget about your work for a moment and just think about your home and your car or truck. Think back to the first time you saw a map or learned to read a map. When was that? How old were you? What was your purpose in using a map? Who taught you your map reading skills?

14. Sometimes people have a hard time using the Census maps. Can you think of some reasons that might be?

Probe: What makes Census maps difficult to read?

Probe: Are the symbols on the map a problem?

Probe: Can you give an example?

15. Is there anything the Census Bureau can do to make the maps easier to use?

16. Have any of you been involved in the Local Update of Census Addresses (LUCA) Program?

17. What can be done to improve tribal participation in LUCA?

18. Do you have any other recommendations for the Census Bureau to get the best address list to use for the delivery of questionnaires?

19. Has anyone here been involved in recruiting or training Census workers? *If yes*, How did it go?

Probe: What kind of challenges did you face?

Probe: What about informal recruitment - have you ever tried to talk a friend or a relative into applying for a Census job? What happened?

20. What can be done to get more AI to apply for Census jobs in 2010?

Probe: Do you think people on your reservation knew about Census jobs in 2000?

Probe: Did the Census Bureau do enough to advertise the jobs?

Probe: How could the advertisements be improved to encourage people to apply?

21. What keeps people from applying for these jobs?

Probe: Are the working hours (evenings and weekends) a problem?

Probe: Do you think people are afraid to take the test?

Probe: Did your tribe help applicants to prepare for the tests?

22. Is there a role for tribal governments to help recruit applicants for Census jobs?
23. What hiring challenges should the Census Bureau address to hire local applicants in Indian Country for the 2010 Census?
24. Have you all gone through the three-day Census employee training?
25. Can you make any recommendations to improve the training for Census workers?
26. What are some of the reasons that people quit before the job is done?
27. Is there something that the Census Bureau can do to help retain workers throughout two month period?
28. Is there anything else that you would like to suggest to ensure a complete and accurate Census Bureau count in 2010?
29. Is there anything else that you would like for us to pass along to the Census Bureau?

Outreach & Promotion Focus Group Questions

September 25, 2003

Extracted from Moderator's Guide

1. What worked well with the Tribal Government Liaison Program?
2. What needs improvement in the Tribal Government Liaison Program?
 - Probe:* Did you get the training you needed?
 - Probe:* Did you find the "Tribal Governments Liaison Handbook" useful?
3. When you served as Tribal Government Liaison, how often did you talk with or meet with the Census Bureau Partnership Specialist?
 - Probe:* Did you talk with the Partnership Specialist every week? Once a month?
4. Did the Partnership Specialist provide the support and guidance that you needed as a Tribal Government Liaison?
 - Probe:* What kinds of additional support did you need?
5. What can be done to strengthen the relationship between the Tribal Government Liaison and the Partnership Specialist?
6. What was the most useful part of the Census 2000 Regional Tribal Leader gathering?
7. Should the Census continue holding regional conferences or is there a better way to exchange information with the tribes?
8. As Tribal Government Liaison, did you also chair your Tribe's Tribal Complete Count Committee?
 - Probe:* If not, what role did you have with the committee?
 - Probe:* Are there any tribes represented here that did not have a Tribal Complete Count Committee?
 - Probe:* If not, why not?
9. If you had a Tribal Complete Count Committee, did you think it was effective?
 - Probe:* What made it effective/ineffective?
10. Did your tribe use the Tribal Complete Count Committee Handbook and was it helpful?
11. Is there anything else the Census Bureau could do or provide to support the Tribal Complete Count Committee process?

-
12. What is on the top of your list of suggestions to improve the Census Bureau's outreach to Tribes?

Probe: Are there other strategies the Census Bureau should implement in addition to, or instead of, the three that we talked about before the break - Tribal Government Liaison, Regional Leaders Conferences, and Tribal Complete Count Committees?

13. Are there any other roles do you think tribes should play to improve the 2010 Census?

14. When should the Census Bureau begin working with Tribal governments to start building awareness and educating the tribe for the 2010 Census?

Probe: Right now? A year before the Census begins? Two years before?

Probe: How early is too soon to begin?

15. Do you have any suggestions about how to reach tribal members who are living off the reservation to encourage their participation in the Census?

16. Can you suggest ways to build trust so that tribal members will answer the Census questions completely and accurately, knowing that it will be treated confidentially, and not fear that the information will be used to harm them?

17. Have you noticed any confusion about the difference between the census every 10 years that everyone is supposed to answer, and the surveys that are done in between where only a sample of people are selected to answer in your tribe?

Probe: Do people feel "left out" or slighted if they don't get a survey?

18. Can you suggest ways to get families who are selected for surveys to respond?

19. Tell me about the promotional events that you recall as successful in building awareness on your reservation for Census 2000?

Probe: Can you recall any of the posters or advertisements that were intended for an AI audience for Census 2000?

Probe: What makes that one memorable?

Probe: Was it effective?

Probe: Why or why not?

20. What should the Census Bureau keep in mind as they design printed promotional materials for the next Census and surveys?

Probes: Photos? Graphics? Colors? Language?

21. What kinds of support can the Census Bureau give to tribal governments to develop their own tribally-specific Census promotional materials?

22. Is there anything else that you would like to suggest to involve tribes in outreach and promotion of the Census?

23. Is there anything else that you would like for us to pass along to the Census Bureau?



Appendix III
Participating Tribes





Geographic Programs Focus Group Participating Tribes September 23, 2003

<u>Tribal Representation</u>	<u>Region</u>
Acoma Pueblo	Pueblo
Couer d'Alene Indian Nation	Plains
Hanniville Indian Community	Woodlands
Oneida	Woodlands
Rosebud	Plains
Seneca-Cayuga Tribes	Oklahoma
Tohono O'odham	Southwest
Trinidad Rancheria	Rancherias
Wampanoag of Gayhead (Aquinnah) (2 participants)	Northeast
Wind River-Shoshone	Plains

Field Operations Focus Group Participating Tribes September 24, 2003

<u>Tribal Representation</u>	<u>Region</u>
Bad River Chippewa	Woodlands
Confederated Tribes of the Umatilla Indian Reservation	Northwest
Eastern Band of Cherokee	Eastern
Fallon Paiute Shoshone Tribe	Southwest
Governor's Office of Indian Affairs	Southeast
Hualapai	Southwest
Muscogee (Creek) Nation	Oklahoma
Penobscot Indian Nation	Northeast
Quinault Indian Nation	Northwest
Rocky Boy's	Plains
Wampanoag of Gayhead (Aquinnah) (2 participants)	Northeast

Outreach & Promotion Focus Group Participating Tribes September 24, 2003

<u>Tribal Representation</u>	<u>Region</u>
Catawba Indian Nation	Eastern
Cherokee Nation	Oklahoma
Chippewa Tribe	Woodlands
Chitimacha Reservation	Southeast
Flathead	Plains
Fort Berthold	Plains
Lac Courte Oreilles	Woodlands
Penobscot Indian Nation	Northeast
Poarch Creek Indians	Southeast
San Carlos	Southwest
Southern Ute	Pueblo
Wampanoag of Gayhead (Aquinnah)	Northeast
Yakama Indian Nation	Northwest