

# 2020 Census Tribal Consultation with the Navajo Nation

## *FINAL REPORT*

Issued Summer 2017



# *Acknowledgements*

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Our gratitude is extended to the Navajo Nation leadership who attended the tribal consultation meeting and provided written comments and advice, and whose input is contained in this report. Special thanks to Norbert Nez, and Arbin Mitchell for their support and preparation for this meeting.

Census Bureau executive leadership who participated in the consultation included: John H. Thompson, Director; Albert Fontenot, Acting Chief, Field Division; Deborah Stempowski, Chief, Decennial Census Management Division; and Tim Olson, Associate Director for Field Operations. Denver Regional Director Cathy Lacy and Denver regional staff also participated in the tribal consultation.

The following headquarters Census Bureau staff delivered short presentations at the meetings: Dee Alexander, Office of Congressional and Intergovernmental Affairs; Deborah Stempowski and K. Evan Moffett, Decennial Census Management Division; and Vince Osier, Geography Division. Amadeo Shije, Tribal Partnership Specialist for the Denver Regional Office, also delivered a presentation. Norbert Nez, Census Information Center Contact for the Navajo Division of Community Development, led a discussion on residence criteria.

Dee Alexander (Cheyenne and Arapaho Tribes of Oklahoma), Tribal Affairs Coordinator, had primary responsibility for the tribal consultation and the final report.

Special thanks to Office of Intergovernmental Affairs staff Van Lawrence, Bina Kawe Saafi, Melissa Bruce and Akenabah Begay for their support and help with the tribal consultation meetings

Kauffman & Associates, Inc., an American Indian-owned firm, was contracted to provide logistical support for the 2020 Census tribal consultations and develop the final reports, including this report.



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# Final Report



# Executive Summary

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In recognition of the importance of engaging with individual tribal nations to achieve an accurate count of tribal citizens in the 2020 Census, the Census Bureau held a one-on-one tribal consultation with the Navajo Nation. The objectives of the tribal consultation meeting included:

- ◆ encouraging open communication between the Census Bureau and the Navajo Nation,
- ◆ collecting input on how to effectively implement programmatic and operational activities,
- ◆ recording and addressing outcomes and recommendations, and
- ◆ clarifying Census Bureau programs and activities related to the 2020 Census.

The meeting agenda was developed in coordination with the Navajo Nation to address tribal concerns, comments, and questions. Agenda topics included:

- ◆ geography,
- ◆ enumeration,
- ◆ the 2020 American Indian and Alaska Native (AIAN) Partnership Program, and
- ◆ residence criteria.

This report summarizes the input received from Navajo Nation leadership by topic. Next, the report explores several overarching themes covered during the consultation that transcend the agenda topics, including the importance of gathering accurate data for the Navajo Nation and the need for the Navajo government to inform its citizens about how to respond to the census question on race. The report concludes by outlining next steps based on follow-up items identified during the tribal consultation.

Comments from the Navajo Nation Human Rights Commission and a resolution from the Navajo Nation Council regarding tabulation of data for the Eastern Navajo Agency are attached in Appendices A and B, respectively. For further reference, notes from the tribal consultation are included in Appendix C.

# *The 2020 Census Tribal Consultation Process*

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Tribal consultation is a forum for meaningful dialogue in the context of the government-to-government relationship between the federal government and tribes. It emphasizes open communication around upcoming decisions, policies, or actions that may impact tribes. In preparing for the decennial census, tribal consultation helps to:

- ◆ involve tribes in decision-making,
- ◆ give tribal governments an open forum to raise issues or concerns,
- ◆ enhance communication between the Census Bureau and tribal leaders,
- ◆ strengthen partnerships between the Census Bureau and tribes, and
- ◆ identify action items or issues that need further input.

Tribal consultation is a vital component in ensuring that everyone is counted in the decennial census. It is the basis of the Census Bureau's partnership with tribal governments and the springboard for planning an accurate count of American Indians and Alaska Natives in the decennial census. To honor the government-to-government relationship between the federal government and tribes and ensure tribal input is incorporated into the design and execution of the 2020 Census, the Census Bureau began consulting with tribal leaders five years in advance of the decennial census.

The 2020 AIAN Program leads the Census Bureau's tribal consultation process. This program exists to raise awareness of the purpose and importance of the census among tribal audiences. The AIAN Program emphasizes outreach to American Indians and Alaska Natives living on tribal lands—a historically undercounted population—to promote a complete, accurate count of tribal populations in the 2020 Census.

Guided by the Department of Commerce's tribal consultation policy, as well as its own, the Census Bureau executed an initial round of tribal consultations, which included eight meetings and a national webinar, followed by a second round of nine meetings as part of the 2020 AIAN Program. During this second round of consultations, the Census Bureau held a tribal consultation specifically with the Navajo Nation.



# *2020 Census Tribal Consultation with the Navajo Nation*

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Working with and achieving accurate counts for all tribal entities in the United States is a priority for the Census Bureau. As a geographically immense sovereign tribal nation with a large constituency, the Navajo Nation requires special approaches to ensure Navajo citizens are counted accurately in the 2020 Census. Navajo Nation lands span three states and 13 counties, and they contain multiple levels of sub-geography, including districts, agencies, and chapters. The Navajo Nation has expressed a commitment to achieving an accurate count of Navajo citizens through partnership with the Census Bureau and invited the Census Bureau to visit the Navajo Nation for a tribal consultation. On September 19, 2016, the Census Bureau visited the Navajo Nation in Mentmore, NM, for a one-on-one tribal consultation about the 2020 Census.

## **CENSUS BUREAU HEADQUARTERS SUPPORT**

The Census Bureau partnered with the Navajo Nation to set up this one-on-one tribal consultation at the tribe's invitation. Census Bureau leadership, including Director John Thompson, participated in this tribal consultation.

## **CONTRACTOR SUPPORT**

The Census Bureau contracted with Kauffman & Associates, Inc., (KAI) an American Indian-owned professional services firm, to assist with planning and executing the tribal consultation.

KAI sent the initial invitation and additional notifications to tribal leaders, helped arrange travel, and created the meeting agenda. Onsite at the consultation, KAI provided logistics, registration, and note-taking services; developed summary notes following the tribal consultation; and created the final report.

## **BACKGROUND MATERIALS**

The *2020 Census Tribal Consultation Handbook*, which was sent to tribes prior to the 2020 Census tribal consultations, contains information on tribal consultation topics, and each topic is accompanied by discussion questions intended to help tribal delegates prepare their responses.

## MEETING AGENDA

The meeting agenda, developed in partnership with the Navajo Nation, focused on three of the tribal consultation topics presented in the 2020 Census Tribal Consultation Handbook that were of greatest concern to the Navajo Nation: geography, enumeration, and the 2020 AIAN Partnership Program.

The agenda also included a discussion on residence criteria—a topic unique to this tribal consultation that was requested by the Navajo Nation. Flexibility was built into the agenda structure to stimulate discussion and gather the Navajo Nation’s input, concerns, and questions about the 2020 Census.

The tribal consultation opened with remarks from Census Bureau Denver Regional Director Cathy Lacy, Census Bureau Director John H. Thompson, Navajo Nation Vice President Jonathan Nez, and Navajo Nation Speaker LoRenzo Bates. Introductions were then conducted around the table, followed by a brief presentation from the Census Bureau that summarized planning for the 2020 Census.

Next, the Census Bureau delivered brief presentations on geography, enumeration, and the 2020 AIAN Partnership Program. Each Census Bureau presentation concluded by posing discussion questions that reflected those included in the *2020 Census Tribal Consultation Handbook*. The Navajo Nation led a discussion on census residence criteria and how the rules affect Indian Country and the Navajo Nation specifically.

## TRIBAL CONSULTATION PARTICIPANTS

Participants at the consultation included Navajo Nation leaders and representatives, Census Bureau executive leadership, and Census Bureau headquarters and Denver Regional Office staff.

### Navajo Nation Participants

Fourteen Navajo Nation leaders and representatives participated in the tribal consultation. Vice President Jonathan Nez and several delegates from the Office of the President and Vice President represented the executive branch of the Navajo Nation government. Under the legislative branch, Speaker LoRenzo Bates and leadership from the Human Rights Office and Navajo Nation Council attended. Additionally, five divisions of the Navajo Nation government were represented, including:

- ◆ Natural Resources,
- ◆ Social Services,
- ◆ Transportation,
- ◆ Economic Development, and
- ◆ Community Development.



## Census Bureau Leadership

Census Bureau executive leadership in attendance included:

- ◆ John H. Thompson, Director;
- ◆ Cathy Lacy, Denver Regional Director;
- ◆ Tim Olson, Associate Director for Field Operations;
- ◆ Deborah Stempowski, Chief, Decennial Census Management Division; and
- ◆ Albert Fontenot, Acting Chief, Field Division.

Staff from the Geography and Decennial Census Management Divisions, the Office of Congressional and Intergovernmental Affairs, and the Denver Regional Office attended and delivered brief presentations to inform discussions with tribal leaders.

# *Tribal Consultation Themes*

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This portion of the report summarizes, by topic, the Navajo Nation's responses to the discussion questions related to the three tribal consultation topics covered, as well as their comments on the residence criteria. The sections below correspond with each of the agenda topics, which included:

- ◆ geography,
- ◆ enumeration,
- ◆ the 2020 Partnership Program, and
- ◆ residence criteria.

Subsections under each of the first three topics summarize the Navajo Nation's responses to a particular discussion question for each topic.

## **GEOGRAPHY**

In addition to producing total counts at the national level, the Census Bureau tabulates data for all households located within specific geographic areas, such as within the Navajo Reservation or within specific Navajo Nation chapters. The Census Bureau wants to collaborate with the Navajo Nation to define tribal geographies that will return useful data to the Navajo Nation.

Statistical areas can be defined when a tribe needs data for a certain area that does not have legally defined boundaries. The Participant Statistical Areas Program provides an opportunity for tribes to define and update statistical boundaries.

To ensure the correct households are counted toward a particular geography, the Census Bureau must have up-to-date boundaries and accurate housing unit locations. Through the Boundary Annexation Survey, the Census Bureau will ask the Navajo Nation to review their boundaries and provide updates. Through the Local Update of Census Addresses, the Navajo Nation can review and update the Census Bureau's address list to ensure the Census Bureau enumerates tribal lands according to a complete, accurate address list.

## **Geographies Used**

If a tribe needs data on a population within an area that lacks legally recognized boundaries, such as an unincorporated community within a reservation or a concentrated population of tribal citizens living off-reservation, the tribe can work with the Census Bureau to designate a statistical area, such as a census tract.

**Discussion question:** Does the Navajo Nation use data from the Census Bureau's tribal statistical geographic areas? Does the Navajo Nation use data from census tracts?

### Navajo Nation Response

The Navajo Nation commonly uses standard census tracts when dealing with outside entities. For internal use, the Navajo Nation relies more heavily on census blocks, so it is important that census blocks align with Navajo Nation chapter boundaries and encompass populations of no more than 100 people, since redistricting may bisect census blocks and assign the entire block population to one district or the other.

### Geographies Needed

**Discussion question:** Are there geographic areas or other types of geographic data that the Census Bureau does not currently provide that would be useful for the Navajo Nation?

### Navajo Nation Response

The Navajo Nation has requested to be treated as a distinct Census Bureau region for data collection purposes. The tribe also needs data for Navajo Nation sub-geographies, which include:

- ◆ chapters,
- ◆ districts, and
- ◆ agencies.

### The Navajo Nation as a Census Bureau Region

Navajo Nation lands span three states, which some federal agencies attribute to three different regions. The Navajo Nation has asked other federal agencies to recognize the Navajo Nation as a distinct region and requested the same from the Census Bureau to simplify data collection and tabulation for Navajo lands.

### Chapter Boundaries

The Census Bureau recognizes tribal subdivisions, including Navajo Nation chapters, as legal geographic areas. The Navajo Nation needs the Census Bureau to produce data for individual chapters, but must first resolve chapter boundaries internally.



## Eastern Navajo Agency

Census Bureau data that the Navajo Nation currently receive for the Eastern Navajo Agency (ENA) exclude ENA households located on state, private, and fee lands. The Navajo Nation Council released a resolution recommending that, for the decennial census and the American Community Survey, the Census Bureau tabulate all land within the ENA as a collective land base, including those on non-trust lands, since the Navajo Nation is the governing body of all households in that area. The full text of the resolution is included in this document as Appendix A.

## Navajo Households on Hopi-Partitioned Lands

The Navajo-Hopi Land Settlement Act divided jointly owned Navajo-Hopi land, creating Hopi-Partitioned Lands (HPLs) and Navajo-Partitioned Lands. Navajo constituents still residing on HPLs should not be counted toward the Hopi Tribe even though they reside on legally recognized Hopi lands. The Navajo Nation needs the Census Bureau's support in addressing this complexity and ensuring Navajo households within HPLs are counted correctly.

## Local Update of Census Addresses

In summer 2017, through the Local Update of Census Addresses (LUCA) geography program, the Census Bureau will ask the Navajo Nation to review and update an address list for Navajo lands.

**Discussion question:** *Is the Navajo Nation ready to participate in LUCA for the 2020 Census?*

## Navajo Nation Response

Address records within the Navajo Nation's database are sporadic and uncomprehensive. Some Navajo Nation chapters have done 911 address assignment for rural areas, but others are lagging behind on the project due to funding constraints. McKinley and San Juan Counties of New Mexico have completed much rural addressing work, including checkerboard areas of Navajo land in Utah. However, the Navajo Nation and these counties have not compared their address information. To compile the most accurate address list, the Navajo Nation recommended that the Census Bureau collect rural addressing information from these counties, gather data from the Navajo Nation's rural addressing coordinator, and then overlay the two information sources.

## ENUMERATION

The 2020 Census will offer several response options. The primary response option will be an online version of the census form. The Census Bureau will also offer options to respond through a paper questionnaire or over the telephone.

For places where other response options are not feasible, and to follow up with households that do not respond, the Census Bureau will conduct in-person enumeration by sending interviewers to knock on doors. The Census Bureau plans to hire local enumerators to conduct in-person enumeration. In recognition of the unique considerations for enumerating tribal communities, the Census Bureau would like individual tribal input on the best way to enumerate each tribal community.

The Census Bureau plans to use in-person enumeration for the Navajo Nation unless asked to do otherwise. The Census Bureau wants to work with the Navajo Nation, as it hopes to with every tribe, to determine the best way to enumerate the tribe's population.

### Enumeration Challenges

The Census Bureau faces unique challenges in enumerating tribal populations, such as a fear that individual information reported in the census will not remain confidential. For example, a respondent from a household containing multiple families may hesitate to disclose the true number of residents in the household out of fear of being reported to the housing authority for overcrowding. Despite these challenges, the Census Bureau and the Navajo Nation must work together to ensure all Navajo citizens are counted in the 2020 Census.

**Discussion question:** *How can the Census Bureau ensure that every person within a household is counted, especially if there are more than one family, or multiple generations of the same family, living in the home?*

### Navajo Nation Response

The Census Bureau and the Navajo Nation should work together to raise public awareness about confidentiality of responses from individuals and individual households. Navajo Nation delegates emphasized that tribal citizens need to be assured that they will not be penalized for overcrowded housing.

The Navajo Nation requested that the Census Bureau hire local enumerators who speak Navajo, since many Navajo citizens, especially in rural areas, speak Navajo. Enumerators should be hired from within the specific Navajo communities that they will be tasked to enumerate. Elders, in particular, may not trust a non-Native enumerator or a Navajo enumerator from a different community.

## Preferred Enumeration Approach

In recognition of the government-to-government relationships between the Census Bureau and each tribal nation, the Census Bureau is gathering individual tribal input on the best way to enumerate each tribal community.

***Discussion question:** Could you share with the Census Bureau your preferred enumeration approach for the 2020 Census?*

### Navajo Nation Response

While some Navajo citizens may choose to respond to the census online, many low-income households cannot afford Internet access. Telephone response will not be feasible for many Navajo households, as cell phone coverage is poor in some areas, and many people purchase phone plans by minute.

The Navajo Nation prefers that in-person enumeration be the primary approach for counting the Navajo population, but highlighted the importance of presenting multiple response options.

In-person enumeration is crucial for enumerating HPLs where Navajo citizens live. The Navajo Nation recommended that the Census Bureau hire a Navajo enumerator to visit Navajo households located in HPLs.

## PARTNERSHIP

Through the 2020 AIAN Partnership Program, the Census Bureau aims to strengthen collaboration with the Navajo Nation to jointly ensure a complete, accurate count of Navajo citizens. The program comprises three components, which are described below.

- ◆ Through the Tribal Governments Liaison Program, tribal leaders can designate a point of contact to communicate between the Census Bureau and the tribe about census issues.
- ◆ Tribal Complete Count Committees (TCCCs) are created by tribal leaders to conduct outreach to their communities about the importance of the census and how they should self-identify.
- ◆ Partnerships with AIAN organizations, such as tribal community centers and enrollment offices, are key to raising awareness of and promoting participation in the census.



## Increasing Awareness

The AIAN Partnership Program leverages the trusted voices of tribal leaders to promote tribal participation in the census. It encourages tribal leaders to educate tribal citizens about the importance of the census and how to respond.

***Discussion question:** How can Census Bureau staff devoted to working with tribal governments most effectively improve participation in the 2020 Census?*

### Navajo Nation Response

Vice President Nez requested that the Census Bureau collaborate with the Navajo Nation to create a public awareness campaign that is tailored to Navajo constituents.

The Navajo Nation also emphasized the importance of the tribal government communicating to Navajo citizens to raise awareness about the census. The Navajo Nation delegates noted that all tribal employees should be involved in sharing the message, and each Navajo government division should leverage division newsletters and other channels to present the information to the people it serves.

## Building Trust

To engage tribes as active partners in counting tribal citizens across the United States, the Census Bureau recognizes a need to build trust with tribal communities. However, given the complex history of federal-tribal relationships, overcoming distrust will be a significant challenge.

***Discussion question:** How does the Census Bureau build trust with the Navajo Nation?*

### Navajo Nation Response

Leading up to the 2010 Census, the president of the Navajo Nation released a resolution urging Navajo citizens to participate in the census. Following the overarching resolution, each chapter published a similar resolution. The tribal delegates discussed repeating this strategy to build trust around the 2020 Census.



## RESIDENCE CRITERIA

The Navajo Nation's Norbert Nez led a discussion on residence criteria, specifically regarding the way college students are counted, and how those rules affect the Navajo Nation.

Under the current residence criteria, the Census Bureau counts all college students where they attend college. Most college students leave the Navajo Reservation to pursue higher education, though they typically return during the summers and the majority intend to reside on the reservation after graduating college. This trend is evidenced by the low number of 18- to 21-year-olds living within the Navajo Reservation. Counting college students at their student housing locations, rather than at their permanent homes, skews the tribe's numbers. Since there are few higher education opportunities on the reservation to draw in young adults to compensate for those who left to attend college, the result is a dip in the Navajo Nation's young adult population. The skewed number of young adults makes it difficult for the Navajo Nation to justify funds for education needs on the reservation, like BIA scholarships or summer internship programs.

The Navajo Nation requested that the Census Bureau consider instituting an exception to the residence criteria for Navajo college students who attend college off-reservation, and instead count them at their permanent homes.

# Overarching Themes

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Often, overarching themes emerge during tribal consultation that do not fit under the agenda topics. During the tribal consultation with the Navajo Nation, topics that surfaced consistently included:

- ◆ the critical need for an accurate count of the Navajo Nation and
- ◆ the importance of tribal communication to constituents about how to self-identify.

## EFFECTS OF CENSUS DATA ON THE NAVAJO NATION

Accurate census counts are critical to ensuring that tribes are allocated the appropriate amount of funds for health, housing, and other crucial programs. Tribes also need accurate census data to plan how to use their resources effectively.

The Navajo Nation reported an undercount of Navajo citizens in the 2010 Census. Miscounts directly affect funding for tribal programs and planning decisions made by the Navajo Nation, and can dilute the tribe's representation in the drawing of voting precincts and legislative districts. Census data even affect how the Navajo Nation structures its government; for example, the tribal council's membership was reduced greatly based on population numbers from the 2010 Census.

## COMMUNICATION TO CONSTITUENTS ABOUT HOW TO RESPOND

The importance of communication from the Navajo Nation to constituents about the census arose several times during the tribal consultation. In addition to helping raise awareness about and build the community's trust of the census, tribes can help ensure useful census data are gathered, tabulated, and returned to the tribe by informing tribal citizens about how to respond to the race question.

The Navajo Nation repeatedly expressed a need for census data for each Navajo chapter. In addition to defining each chapter's geographic boundary, gathering accurate chapter data also means collecting chapter affiliation alongside tribal affiliation through the census question on race. Regardless of whether chapter members live off-reservation or within the geographic boundaries of a different chapter, Navajo respondents' chapter affiliations can be captured through the write-in space that accompanies the race question. To ensure chapter affiliation data are gathered, the Navajo Nation should convey to its constituency the importance of including their chapter affiliations in the write-in space. If the data are successfully collected through the census form, the Census Bureau can tabulate populations for each Navajo chapter and return the data to the Navajo Nation.



## Follow-Up Items

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This section notes follow-up items identified by the Census Bureau during the tribal consultation and indicates the actions the Census Bureau has taken and will take to follow up with tribal questions, comments, and concerns.

### COMPLETED FOLLOW-UP ITEMS

The Census Bureau has fulfilled the following commitments made during the tribal consultation with the Navajo Nation.

- ◆ The Census Bureau director approved the Navajo Nation's request to have a special tabulation for all parts of the Eastern Navajo Agency. The Census Bureau communicated this information to the Navajo Nation and noted that the Disclosure Review Board has final approval on the release and production of the tabulation.
- ◆ The Census Bureau Denver Regional Office confirmed that there will be a Navajo Nation Area Census Office in Window Rock, AZ, for the 2020 Census operations.
- ◆ The Census Bureau has provided the following response to an inquiry from the Navajo Nation regarding adjustment of the residence criteria for Navajo Nation college students who temporarily reside off-reservation.

*College students are counted at the college/university student housing where they are living or staying at the time of the census on April 1. College/university student housing contact persons will be given several enumeration options for their residents (students). (1) Contact persons can send facility administrative records via e-response. (2) Enumerators can drop off the census questionnaires and return to pick them up once completed. (3) Enumerators can conduct interviews with residents to complete the census form. (4) Facility self enumeration: where the census forms are dropped off with the contact person, he/she distributes the questionnaires to the residents, and the enumerator returns later to pick them up. (5) Contact persons can provide the enumerator with a roster printout containing basic demographic information for each resident. Per residence rules, U.S. college students living outside the United States while attending college outside the United States are not counted in the census.*

## NEXT STEPS

Based on follow-up items identified during the tribal consultation, the Census Bureau will do the following.

- ◆ The Census Bureau Denver Regional Office has tentative plans to meet with the Navajo Nation in early February 2018 if the Navajo Nation is available. During the meeting, the Census Bureau plans to discuss Tribal Complete Count Committee information. As requested, the Census Bureau will provide any available handbooks or other materials at that time.
- ◆ The Census Bureau would like to hire a partnership specialist to work specifically with the Navajo Nation for the 2020 Census. During the 2010 Census, the Census Bureau had a partnership specialist dedicated to Navajo Nation and saw positive outcomes from this arrangement. The feasibility of creating this position for the 2020 Census will depend on funding for the Partnership Program. At a minimum, the Denver Regional Office plans to employ a partnership assistant who is dedicated to working with the Navajo Nation.
- ◆ The Census Bureau plans to provide public service announcements that tribes can share with their citizens. The Census Bureau will work with the subcontractor responsible for outreach to AIAN populations to ensure that the PSAs are informative and culturally relevant. Whenever possible, the PSAs will be customizable at the local level.
- ◆ The Census Bureau will provide training for enumerators. Tribal liaisons will be welcome to attend the full enumerator training class. The Denver Regional Office plans to conduct training on the Tribal Governments Liaison Program with all tribes in late 2018 through early 2019 (pending funding). The training will briefly review census operations.

## Conclusion

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The Census Bureau gathered many useful insights and recommendations from the Navajo Nation during the tribal consultation. The meeting provided a forum for the Census Bureau to share plans for the 2020 Census and collect valuable input on how to achieve an accurate count of the Navajo Nation and improve the census process for Indian Country as a whole. Consulting with the Navajo Nation helped forge a strong partnership and inform the Census Bureau's planning for the 2020 Census.



# Appendices





# Appendix A: Resolution from the Eastern Navajo Land Commission

ENLCD-09-15

## RESOLUTION OF THE EASTERN NAVAJO LAND COMMISSION OF THE NAVAJO NATION COUNCIL

Approving Recommendation to the Naabik'iyáti' Committee of the Navajo Nation Council to Request the United States Bureau of the Census to Consider Combined Tabulation of Tribal Trust and Non-Tribal Trust Parts for Eastern Navajo Agency Chapters

### WHEREAS:

- 1) Pursuant to 2 NNC § 861 (B) (3), the Eastern Navajo Land Commission ("the Commission") is established as a Commission of the Navajo Nation Council within the Legislative Branch of the Navajo Nation Government to resolve land ownership status and use issues throughout the Eastern Navajo Agency by coordinating efforts with the federal, state, county, and other local authorities and private interests; and
- 2) The Naabik'iyáti' Committee of the Navajo Nation Council is invested authority to deal with other governmental entities including United States governmental units, agencies, and entities; and
- 3) The United States Bureau of the Census ("Census Bureau") is in the process of seeking input from American Indian Tribes through the United States through a series of consultation meetings and special meetings towards the next decennial Census of 2020; and
- 4) The Navajo Nation has several concerns which can be enumerated in the Naabik'iyáti' Committee legislation, of special concern to the Commission is the tabulation and presentation of data from the Census and the American Community Survey (ACS) provided to the Navajo Nation upon the census count and "rolling census" surveys for the ACS. The data represented is only for "tribal trust areas" which include tribal trust lands and individual allotment lands, thus not including data relating to non-tribal trust parts of the 31 Eastern Navajo Agency (ENA) Chapter areas; "Chapters" known to the Census Bureau as "Tribal Sub-divisions"; and
- 5) The Commission agrees and would find beneficial that all population, social, economic, and housing data be fully compiled and tabulated for all parts of the 31 ENA Chapters involving tribal trust and non-tribal trust lands and the results for all of ENA are also included in all Navajo Nation wide tabulations.

**NOW, THEREFORE BE IT RESOLVED THAT:**

The Eastern Navajo Land Commission of the Navajo Nation Council, hereby approves recommendation to the Naabik'iyáti' Committee of the Navajo Nation Council to request the United States Bureau of the Census to consider combined tabulation of Tribal Trust and Non-Tribal Trust parts for Eastern Navajo Agency Chapters.

**CERTIFICATION**

I hereby certify that the forgoing resolution was duly considered by the Eastern Navajo Land Commission at a duly called meeting in Church Rock, Navajo Nation (NM), at which a quorum was present, and the same was passed by a vote of 5 in favor and 0 opposed, this 18<sup>th</sup> day of December 2015.



Leonard Tsosie, Chairperson  
EASTERN NAVAJO LAND COMMISSION

Motion : Jonathan Perry  
Second : Danny Simpson

## *Appendix B: Comments from the Navajo Nation Human Rights Commission*

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### **Navajo Nation Human Rights Commission**

#### **In Preparation for the**

#### **Comments and Recommendations**

#### **2020 Census**

1. **Navajo Chapter Boundaries:** there is a set of maps defined as “Tribal Subdivisions”, which are the Navajo chapter boundaries, in the mapping software for redistricting. It is clear that the official map to be used during the 2020 census count is up to the Navajo Nation to resubmit to US Census. The only concern is there are pockets of Navajos that now live where the 1970 boundaries will place them in a different chapter under the 1980 boundaries.
2. **Break up Census Blocks:** there are many census blocks on the Navajo Nation that have large number of populations and in large geographic sizes. When redistricting on the Navajo Nation, it is better to pick up smaller populated census blocks. Efforts should be under taken to break up census blocks into no more than 100 persons in each census block.
3. **Under-Counting:** Navajo Nation lost a large number of citizens on the Navajo Nation from 2000 census to 2010 census. Experts have associated the decrease in the population to under-counting. While Navajo employees may have been responsible for counting Navajo citizens on the Navajo Nation, it is important that under-counting be reduced or eliminated altogether.
4. **GPS resident locations:** in some cases the redistricting authority resist conforming their precinct lines with census block; in these incidents, the redistricting authority bi-sects existing census block and unilaterally assign populations in such census blocks to either side of the precinct boundaries. It would be best to establish data providing for location of residents counted in 2020 census.
5. **Non Trust Land to be a part of Navajo Nation:** With the Navajo Nation identified as a “private” land owner of non-trust lands and fee lands, can these lands be accounted as part of the Navajo.

Written Comments from the Navajo Human Rights Commission



# *Appendix C: Meeting Notes from the 2020 Census Tribal Consultation with the Navajo Nation*

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**Navajo Nation Division of Transportation, Mentmore, NM**

**Monday, September 19, 2016, 9 a.m.–4:30 p.m.**

## **ATTENDEES**

### **Navajo Nation Delegates**

Total: 14

- ◆ LoRenzo Bates, Speaker, Navajo Nation Council
- ◆ Lauren Bernally, Human Rights Office
- ◆ Roxanne Gorman, Department Manager, Navajo Department for Self Reliance
- ◆ Mike Halona, Department Manager, Navajo Land Department
- ◆ Ryan James, GIS Analyst, Division of Natural Resources
- ◆ Mihio Manus, Senior Public Information Officer, Office of the President and Vice President
- ◆ Arbin Mitchell, Chief of Staff, Office of the President and Vice President
- ◆ Jonathan Nez, Vice President, Navajo Nation
- ◆ Norbert Nez, Census Information Center Contact, Navajo Division of Community Development
- ◆ Virgil Pablo, Division of Social Services
- ◆ Larry Rodgers, Executive Director, Eastern Navajo Land Commission
- ◆ Perry Riggs, Deputy Executive Director, Navajo Nation Washington Office
- ◆ Carl Slater, Senior Public Information Officer, Division of Transportation
- ◆ Beatrice Watchman, Division of Economic Development

### **Census Bureau Staff**

#### ***Headquarters***

- ◆ Dee Alexander, Tribal Affairs Coordinator, Office of Congressional and Intergovernmental Affairs
- ◆ Albert Fontenot, Acting Chief, Field Division



- ◆ K. Evan Moffet, Assistant Chief, Geographic Operations, Decennial Census Management Division
- ◆ Tim Olson, Associate Director for Field Operations
- ◆ Vince Osier, Branch Chief, Geographic Standards, Criteria, and Quality, Geography Division
- ◆ Deborah Stempowski, Chief, Decennial Census Management Division
- ◆ John Thompson, Director

### Denver Regional Office

- ◆ Mark Helfritz, Assistant Regional Census Manager
- ◆ Cathy Lacy, Regional Director
- ◆ Amadeo Shije, Tribal Partnership Specialist
- ◆ Fred Stevens, Tribal Partnership Specialist

### **Other Attendees**

- ◆ Jennifer Gillissen, Director of Meeting and Event Planning, Kauffman & Associates, Inc.
- ◆ Katie Terra, Technical Writer, Kauffman & Associates, Inc.

## **INTRODUCTORY REMARKS**

### **Welcome**

Tim Olson welcomed everyone to the tribal consultation and thanked the Navajo Nation for hosting the meeting.

### **Opening Ceremonies**

Arbin Mitchell provided the opening prayer.

### **Opening Remarks**

*Cathy Lacy*

This was Cathy Lacy's second tribal consultation with the Navajo Nation in preparation for the 2020 Census. Ms. Lacy expressed appreciation to the Navajo Nation for supporting the Census Bureau's efforts and emphasizing the importance of the census. The Census Bureau's Denver Regional Office will be the Navajo Nation's local point of contact. The Denver Regional Office did not have tribal partnership staff employed during the tribal consultations for the 2010 Census, but this time, two tribal partnership specialists, Fred Stevens and Amadeo Shije, are available to work with the Navajo Nation on a variety of census issues.

*Director John Thompson*

Director Thompson thanked the Navajo Nation. He stated that his sole goal in his career at the Census Bureau is to produce quality data for the public good. Two principles guide the Census Bureau's work—the Census Bureau tribal consultation policy and the Department of Commerce tribal consultation policy. The Census Bureau's Dee Alexander worked with the Department of Commerce on the tribal consultation policy's development to ensure it would reflect appropriate usage. The policies require the Census Bureau to consult with tribes on preferred courses of action before making decisions or implementing policies, rules, or programs that may affect tribal communities. For some issues that surfaced in advance of the 2010 Census, it was too late for the Census Bureau to address them. Leading up to the 2020 Census, the Census Bureau has begun tribal consultations two years earlier than was done for the 2010 Census.

*Vice President Jonathan Nez*

Vice President Nez welcomed the Census Bureau to the Navajo Nation and thanked the Bureau for granting the Nation's invitation for tribal consultation. The Navajo Nation staff represented at the table are experts at counting the Navajo people and providing direct services to constituents. Arbin Mitchell is the census point of contact within the Navajo Nation.

Vice President Nez welcomed the Census Bureau on behalf of President Begay. He recognized that the 2010 Census resulted in many benefits, including a total count of Navajo people. Other tribal nations often say Navajo are everywhere, and the Navajo Nation does have citizens all over the world.

The place where a Navajo's umbilical cord is buried is considered home. Many people whose umbilical cords are buried on Navajo land live temporarily off the reservation to work or attend school. However, about 90 percent of them wish to return home at retirement age. The Navajo Nation wants an accurate count in the 2020 Census and appreciates the Census Bureau beginning the dialogue earlier than was done for the previous decennial census. Miscounts undermine the Navajo Nation's representation in legislative and voting districts. Counties have better tools for counting populations since they are less rural than tribes. The Navajo Nation could lose some of its voice in the legislature if the population is counted inaccurately. The Navajo Nation is growing.

The Navajo Nation has resources available, as far as employing local enumerators. This is important to achieving an accurate count for several reasons, including the fact that many constituents, especially those in rural locations, speak Navajo. Elders may not trust a non-Native enumerator or even a Navajo enumerator who is not from the same community.

Vice President Nez made several requests on behalf of the Navajo Nation.

- ◆ **Recognize the Navajo Nation as its own region:** Across federal agencies and U.S. geographic boundaries, the Navajo Nation is divided in many ways. The Navajo Nation spans 13 counties. Navajo Nation lands are in New Mexico, Arizona, and Utah. Because each of these states is in a different EPA region, the Navajo Nation is

split among three EPA regions. The Navajo Nation has asked that federal agencies view the Navajo Nation as its own region, and respectfully requests the same from the Census Bureau.

- ◆ **Hire local enumerators who speak Navajo:** The Navajo Nation also requested that Navajo speakers be employed as enumerators to best reach tribal elders.
- ◆ **Work with the Navajo Nation to create a tailored public awareness campaign:** The Census Bureau tends to use a broad campaign for all of Indian Country, but all tribes are different. The Navajo Nation requested a census campaign specifically for the Navajo Nation that emphasizes Navajo people, lineage, and way of life.

Navajo lands contain checkerboard areas. The 1974 Navajo-Hopi Land Settlement Act created Hopi-Partitioned Lands (HPLs) and Navajo-Partitioned Lands (NPLs). Navajo families living on HPLs are still Navajo voters who are represented by Navajo leadership. How does the Census Bureau define that? Who are the HPL and NPL counts attributed to? The Navajo Nation appreciates the Census Bureau's help in working to address these complexities.

#### *Speaker LoRenzo Bates*

Speaker Bates welcomed the Census Bureau to the Navajo Nation and expressed appreciation for the Bureau's collaboration with Navajo leadership. Speaker Bates is an elected official who serves on a council that represents all 110 Navajo chapters. The council previously included 88 members, but was recently cut to 24. Speaker Bates previously represented one chapter, but now represents six chapters. Similar increases occurred across council members. The Eastern Navajo Agency (ENA) delegate represents eight chapters. The ENA is widely dispersed and driving between chapters takes 3 to 4 hours, which reduces the delegate's availability to actually engage with the chapters. 2010 Census numbers were the Navajo Nation's justification for reducing council membership from 88 to 24. Census data have a significant ripple effect in how the tribal government is structured, as well as in other ways. It steers the allocation of nearly 400 million federal dollars. Miscounting the Navajo Nation would result in less funding for many programs.

2010 Census data appeared to indicate a loss of 4,000 Navajo constituents from the 2000 Census numbers. This was likely an undercount rather than a loss of citizens. There are five agencies within the Navajo Nation. The majority of Navajo Nation-allotted lands are located within the ENA, so the undercount could have occurred in this area if those residing on allotted lands were not counted.

Speaker Bates brought copies of a resolution from the Eastern Navajo Land Commission of the Navajo Nation Council requesting that the Census Bureau collect and tabulate population, social, economic, and housing data for all parts of the 31 ENA chapters as part of the decennial census and American Community Survey (ACS). The results for all ENA chapters should also be included in tabulations for the reservation as a whole. Currently, data are only collected for tribal trust and individual allotment lands, which does not accurately reflect the population of the ENA. See [Appendix A](#) for the full text of the resolution.

The Navajo Nation is growing, which has associated challenges. The tribe is working to maximize its limited resources while ensuring resource continuity for future generations. These efforts include forming partnerships with county, state, and federal agencies to extend resources.

Many census land blocks that are designated for Navajo land encompass large populations and large geographic areas of the Navajo Nation. This designation can result in inaccurate counts. When redistricting on Navajo lands, it is better to create census blocks with smaller populations. The Navajo Nation recommends creating blocks that contain no more than 100 people.

*[The Census Bureau played a short video with welcoming remarks from U.S. Secretary of Commerce Penny Pritzker.]*

Secretary Pritzker thanked the tribal delegates for attending the consultation and working with the Census Bureau to develop the 2020 Census. When Secretary Pritzker visited Indian Country recently, tribal leaders expressed how critical it is to gather accurate data from the American Indian and Alaska Native (AIAN) communities during the next decennial census. The Census Bureau is conducting a series of tribal consultation meetings to elicit tribal input.

In 2013, the Department of Commerce finalized its tribal consultation and coordination policy, which establishes how the Department works with federally recognized tribes. The policy allows the Department to capitalize on the immense value tribal consultation brings to the decision-making process. While the consultation process was valuable in the lead-up to the 2010 Census, it was clear the Census Bureau needed more time to prepare. The Census Bureau began the tribal consultation process two years earlier this time.

No other department rivals the reach, depth, and breadth of the Department of Commerce data programs. Census data affect policymaking at all levels and have the power to move markets. The decennial census is the largest civilian mobilization effort in the nation and a constitutional requirement. In 2020, the Census Bureau will have a few short months to count the over 320 million people in the United States. The Census Bureau needs help from tribes to serve Indian Country better and gather accurate information from AIAN communities. The Census Bureau needs to hear tribal concerns and suggestions and needs tribal governments to encourage their citizens to respond to the census.

## Overview of the Agenda

*Dee Alexander*

Ms. Alexander is a citizen of Cheyenne and Arapaho Tribes. Her role with the Census Bureau is to help with tribal consultation work and any tribal concerns reported to the Office of Congressional and Intergovernmental Affairs.

This is the second round of tribal consultations leading up to the 2020 Census. From the fall 2015 through the spring 2016, the Census Bureau held an initial round of tribal



consultations that comprised eight tribal consultations and a national webinar for tribes. As part of the second round of consultations, this consultation is the second of nine scheduled for the fall 2016.

Ms. Alexander will email a meeting summary to Arbin Mitchell two to three weeks after the tribal consultation, to be shared with other attendees. Recommendations and requests from the Navajo Nation will be reflected in the meeting notes. The Census Bureau will review the items and report back to the Navajo Nation on them. The Census Bureau will submit a final report on the Navajo Nation consultation to Mr. Mitchell in late 2016.

Data dissemination and partnership specialists can help tribal delegates pull the numbers they need from census data. Amadeo Shije and Fred Stevens can work with the Navajo Nation on this if needed.

Ms. Alexander reviewed the goals and objectives of the consultation and then provided an overview of the day's agenda. The Census Bureau asks for tribal input on agenda items, to which Mr. Mitchell recommended a discussion on residence rules. This agenda item is unique to the Navajo Nation tribal consultation.

### ***Goals and Objectives***

The goals of the tribal consultation are to:

- ◆ create open, two-way communication between the Navajo Nation and the Census Bureau;
- ◆ collect input on effective ways to implement specific programmatic and operational activities;
- ◆ record and address outcomes, issues, and recommendations; and
- ◆ clarify Census Bureau programs and activities related to the 2020 Census.

## **PRESENTATIONS AND DISCUSSION**

### **Navajo Nation and Census Bureau Staff Introductions**

*Norbert Nez*

Mr. Nez is a CIC coordinator and census liaison who assists Mr. Mitchell in organizing census-related events and sharing information about the census through other channels. Because Mr. Nez worked as an enumerator for the 1990 Census, he has witnessed, first-hand, the challenges related to enumeration.

*Arbin Mitchell*

Mr. Mitchell was a census manager for the 2000 Census and a liaison for the 2010 Census. His role is to make sure the executive branch of the Navajo Nation government is well-informed about the 2020 Census moving forward. The Navajo Nation has plenty of capable people who could work for the Census Bureau.

Navajo lands contain many structures that are vacant because they are ceremonial houses. Ceremonial houses were included in the housing count in the 2000 Census. When the Navajo Nation applied for housing funds, they were asked why they were not using what appeared to be vacant housing on Navajo land. In the 2010 Census, the Navajo Nation did not include ceremonial housing in the housing count, and Mr. Mitchell recommended that this approach be retained for the 2020 Census.

*Perry Riggs*

The Navajo Nation Office of the President and Vice President uses census data as justification when requesting more appropriations or justifying certain legislation.

*Beatrice Watchman*

For the past several years, the Navajo Nation Division of Economic Development has been unable to update the Comprehensive Economic Development Strategy (CEDS) document, despite frequent inquiries for these data from other departments. The division needs updated data to do this. Much of the data they have is inconsistent. For example, census data indicate the Navajo Nation's unemployment rate is 19 percent, but that is not the case.

*Roxanne Gorman*

Ms. Gorman works with TANF recipients. Census numbers are used to determine the Navajo Nation's unemployment rate, which the Department for Self Reliance uses to set caps on the length of time a family can receive TANF. The Department for Self Reliance serves all populations residing within the reservation, as well as enrolled Navajo Nation constituents living in Gallup or Farmington, NM, and other towns bordering the reservation. The department needs accurate data on these populations to plan effectively. To promote an accurate count, it is important for divisions of the Navajo Nation government to raise awareness of the importance of the census.

*Lauren Bernally*

In 2010, the Human Rights Office was authorized to redistrict. Census data are important in drawing the redistricting lines. It is important that the Census Bureau consider and make a decision on the resolution from the Eastern Navajo Land Commission. As districts are drawn, it is crucial to make sure lines are clearly defined. In some cases, the redistricting authority does not conform precinct lines with the existing census block, meaning the precinct line will bisect the block and assign the population of one census block to different sides of the precinct boundaries. Utah, for example, drew precincts that bisect Navajo Nation census blocks, which worked to the Navajo Nation's disadvantage. Accuracy at the level of a .1 percent deviation is important because this determines voting strength in state, county, and school board elections. Existing lines dilute the Navajo Nation's voting strength. The Human Rights Office requests that the Census Bureau generate GPS location data for residents.

*Ryan James*

Mr. James recently attended a meeting where northern chapters of the Navajo Nation were still disputing the changed enumeration lines. The Office of Natural Resources deals with boundary situations and fee lands. In the New Mexico portion of the Navajo Nation, many tribal citizens reside on fee lands. This may be one reason for the 2010 undercount. The Office of Natural Resources can assist the Census Bureau in making any boundary changes requested by the Navajo Nation.

*Virgil Pablo*

The Navajo Nation Division of Social Services provides a wide spectrum of social services to a large land base. The division serves eligible individuals at the grassroots and local levels, not only with the Navajo Nation, but in other areas—for example, the Canoncito Band of Navajo near Albuquerque, NM. When the division submits proposals, accurate data are crucial. The division could provide advice to assist with gathering accurate data. Mr. Pablo expressed appreciation for the Census Bureau's interest in consulting with the Navajo Nation and Indian Country.

*Carl Slater*

Mr. Slater attended the tribal consultation to learn more about transportation components that could be involved in conducting the 2020 Census.

*K. Evan Moffett*

Currently, Mr. Moffett works with others at Census Bureau headquarters to plan geographic operations and the address list update for the 2020 Census. He also works to help ensure that the Census Bureau plans the appropriate approaches for enumeration and non-response follow-up.

*Vince Osier*

The Geographic Standards, Criteria, and Quality Branch of the Census Bureau's Geography Division works on developing block algorithms for defining census blocks. Mr. Osier is interested in learning more from the Navajo Nation about chapter boundaries and trust lands.

*Larry Rodgers*

Mr. Rodgers has been involved with the decennial census since the 1990 Census. In response to the Census Bureau's encouragement to create a Tribal Complete Count Committee (TCCC), the Navajo Nation created the Complete Count Commission, which included five Navajo delegates.

The 2000 Census Complete Count Commission comprised 10 members, including Mr. Rodgers. At that time, the Census Bureau did not fully acknowledge Navajo sub-geography. The Navajo Nation led efforts in helping the Census Bureau work with tribes to understand tribal sub-geography. Collecting data for Navajo Nation sub-geography means tabulating data for 110 chapters, which combine to form districts. Districts combine to form agencies,

and the five agencies form the Navajo Nation as a whole. Data are needed for each of these geographic levels.

Mr. Rodgers worked as a statistician for the Navajo Nation for over 10 years. When he began, little information on the Navajo Nation was publicly available. During his time as a statistician, he ensured Navajo Nation data were published and widely distributed to all departments of the Navajo Nation government. The data products published included demographic profiles of each chapter.

The Navajo Nation did not form a TCCC for the 2010 Census due to internal conflicts that prevented a focus on the census. This could be one reason for what seems to have been an undercount in 2010. For the first time in Navajo history, 2010 Census data indicated the Navajo Nation had lost population. While many had moved off the reservation, Mr. Rodgers expressed his belief that this was not an exodus of constituents, but a case of people being missed during enumeration. It is important for the Navajo Nation to work toward a successful 2020 Census, especially since the 2010 Census did not receive proper attention from the Navajo Nation and seems to have produced inaccurate data.

One of his main concerns is that the numbers reported to the nation do not include Navajo constituents living on non-trust lands. Twenty-three Navajo families live on Bureau of Land Management lands, 127 families live on state lands, and others live on fee and private lands. These households are not counted as part of Navajo Nation.

Portions of the land within the 31 chapters of Eastern Navajo Agency are Navajo land, but are not considered to be part of the reservation. Socially, this distinction traumatically affected those living in this agency. Other Navajo used to call these people “outsiders,” and ENA residents internalized this concept. This distinction, as well as distinctions like “Utah Navajo,” HPL, and NPL, result from the way the land is divided. This is the doing of the federal government over time, and it needs to be unified.

The resolution from the Eastern Navajo Land Commission recommends that the Census Bureau tabulate the ENA as a collective base of all land contained within the 31 chapters. The Navajo Nation serves as the governmental entity for these areas. It is important that tabulations for all 110 chapters are attributed to the Navajo Nation as a whole. The resolution, which resulted from the Navajo Nation’s meeting with Director Thompson, intends to unify the counting of Navajo people. Mr. Rodgers thanked Director Thompson for meeting with the Navajo Nation the previous fall and listening to and considering this issue.

## **Overview of Planning for the 2020 Census**

*Deborah Stempowski*

The purpose of the decennial census is to conduct a census of the population and housing and disseminate the results to the President of the United States, the states, and the American people. The attendees of this consultation are already well-versed in the uses of census data, such as justification for funding.



The Census Bureau learned from the consultations leading up to the 2010 Census that tribal consultations needed to occur earlier in the decade, before decisions begin to be made. The Census Bureau began consulting with tribes two years earlier this time, in 2015. Round 1 of the 2020 Census tribal consultations included eight consultations from October 2015 to March 2016 with a national webinar in April 2016. The Census Bureau has already begun to implement much of the insight received during Round 1. Some of the lessons learned so far include the Internet connectivity challenges on many tribal lands and the importance of hiring local enumerators.

### Current Progress

The Census Bureau is currently transitioning from the research and testing phase of planning into the operational phases. Last fall, the Census Bureau released its Operational Plan, which is a high-level view of planning efforts. Currently, the Census Bureau is revising the plan based on research findings from the past year. The Operational Plan<sup>1</sup> is available online.

The Census Bureau released the Census Memorandum<sup>2</sup> Series, which documents significant decisions, actions, and accomplishments. The series is posted on the Census Bureau website. In 2015, the Census Bureau posted a Federal Register Notice on the 2010 Census residence criteria and, in February 2016, published the proposed 2020 Census residence criteria, which was open for a 60-day comment period. The Census Bureau also kicked off the 2020 Census Redistricting Data Program in December 2015, which will continue through 2016.

### Goals

The goal of the census is to count everyone once, only once, and in the right place. The Census Bureau aims to conduct the 2020 Census at a lower cost per housing unit than the 2010 Census, while achieving high quality data.

### Key Innovation Areas

The Census Bureau will achieve a lower cost by focusing on four key innovation areas, which are:

- ◆ reengineering address canvassing,
- ◆ optimizing self-response,
- ◆ using administrative records and third-party data, and
- ◆ reengineering field operations.

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<sup>1</sup> The Operational Plan is available at <http://www.census.gov/programs-surveys/decennial-census/2020-census/planning-management/planning-docs/operational-plan.html>

<sup>2</sup> View the Census Memorandum Series at <http://www.census.gov/programs-surveys/decennial-census/2020-census/planning-management/memo-series.html>

Counting the nation's population involves four high-level foundational tasks, which are:

- ◆ establish where to count,
- ◆ motivate people to respond,
- ◆ count the population, and
- ◆ tabulate and release the results.

### *Establish Where to Count*

This task involves identifying all addresses where people live or could live. In 2010, Census Bureau staff updated and verified the address list in conjunction with the count. For the 2020 Census, the Census Bureau will again conduct a 100 percent review and update of the address list, but will approach it differently, using in-office review alongside the in-field review. In-office review includes obtaining information from sources, such as the U.S. Postal Service, imagery, commercial databases, and other private sector sources and files provided to the Census Bureau.

### *Motivate People to Respond*

The Census Bureau will maximize outreach using traditional and new media, target advertisements to specific audiences, and work with trusted voices to share messages. Tribal government liaisons are key in communicating to tribal communities.

### *Count the Population*

For the 2020 Census, those who can respond online will be encouraged to do so. Paper questionnaire and telephone response options will also be available. Providing more options for self-response means fewer enumerators will need to go out on the ground.

### *Tabulate and Release the Results*

After the count is complete, the Census Bureau will process the results and provide them to the President of the United States for apportionment counts by December 31, 2020. The data will be published for others to use.

### *Future Planning Steps*

Ms. Stempowski provided a high-level overview of what needs to happen next. Some key benchmarks include the following.

- ◆ Topics that will be covered in the census must be submitted to Congress by April 1, 2017.
- ◆ Invitations for the Local Update of Census Addresses will be sent in 2017.
- ◆ An end-to-end test will be conducted in 2018.
- ◆ Precise wording of the census questions is due to Congress by April 1, 2018.
- ◆ The partnership program will launch in 2019.
- ◆ Formation of TCCCs should be completed in 2019.

- ◆ Advertising begins in early 2020.
- ◆ Census Day is April 1, 2020.
- ◆ Apportionment counts must be submitted to the President of the United States by December 31, 2020.
- ◆ Redistricting counts will be submitted to the states by March 31, 2021.

## Geography Discussion

### *Census Bureau Presentation*

*Vince Osier*

Aside from planning, geography is the first part of the 2020 Census cycle. It is important to ask where the data are needed for. Geographic-area boundaries are important in tabulating census data. For example, data are tabulated for populations within reservation boundaries, but nearby, off-reservation housing in which tribal citizens may live is not tabulated as part of the reservation. Other geographic features, such as roads and housing unit locations, also affect how data are tabulated. Without local knowledge, geography lacks value.

The Census Bureau works directly with tribes to get updated boundaries to ensure reservation populations are tabulated accurately. To do this, the Census Bureau asks tribes to review maps created by the Census Bureau from the geographic database, and tribes send any updates to the Census Bureau to be reflected in the database.

The Census Bureau will talk to or visit tribes at any time to work with them on geography issues.

### Geographic Areas

Geographic areas for which the Census Bureau tabulates data include legal and statistical areas.

#### *Legal Areas*

For tribes, legal areas include reservations, off-reservation trust lands, and tribal subdivisions (Navajo chapters are considered tribal subdivisions). The Census Bureau recognizes the importance of and would like to receive updated chapter boundaries from the Navajo Nation, but understands that boundaries need to be resolved internally first. Mr. Osier requested that the Navajo Nation notify the Census Bureau if they can help facilitate internally defining chapter boundaries.

#### *Statistical Areas*

Statistical geography includes Census Designated Places (CDPs) and Tribal Designated Statistical Areas (TDSAs). A statistical area could be designated to tabulate data for an unincorporated community or a concentrated population. Tribal tracts and block groups nest within the reservation boundaries and therefore ignore county and state boundaries.

The Census Bureau has attempted to pursue the mapping of restricted fee lands, but there is no clear definition on what these lands are. Many tribes have expressed resistance to mapping fee lands since it is an internal tribal responsibility that the Census Bureau should not need to track fee land information. After Larry Rodgers raised this issue in the lead-up to the 2010 Census, the Census Bureau restructured the database to accommodate data on fee lands, but the data cannot be obtained.

## Geography Programs

The Boundary Annexation Survey (BAS) defines legal boundaries for all governments. The BAS is done annually for tribes and entails an update and review of maps. The Census Bureau sends an invitation to tribes every December to participate in the BAS.

CDPs can be defined within a reservation or off-reservation for a small community or condensed population. The program through which CDPs can be defined is the Participant Statistical Areas Program (PSAP). The Census Bureau will begin communicating with governments about this in early 2018.

The Local Update of Census Addresses (LUCA) program asks tribes to review the Census Bureau address list and indicate where addresses are located on tribal lands. Knowing the amount and location of units that need to be enumerated before enumeration begins is valuable in ensuring an accurate count. The Census Bureau will invite tribes to participate in LUCA in the summer 2017.

## Discussion and Tribal Input

*Vince Osier*

Does the Navajo Nation use data from the Census Bureau's tribal statistical geographic areas, such as CDPs or TDSAs? Does the Navajo Nation use tribal census tracts or standard census tracts?

*Larry Rodgers*

When it comes to dealing with outside entities, the Navajo Nation commonly uses standard census tracts. For internal Navajo Nation use, standard census tracts rarely play a role. Census blocks are important geographies because they are supposed to match up with Navajo Nation chapters.

*Vince Osier*

Are there geographic areas or other types of geographic data that the Census Bureau does not currently provide that would be helpful to the Navajo Nation? The Census Bureau has received several requests from other tribes to tabulate data for tribal service areas near reservations.



*K. Evan Moffett*

The Census Bureau released a detailed operational plan for LUCA<sup>3</sup> a few weeks ago. It provides insight into the schedule and how the Census Bureau will interact with governments to update the address list.

*Lauren Bernally*

Did the Census Bureau work with the Navajo Nation on LUCA for the last census? Who has that information, and can the Navajo Nation see it?

*Arbin Mitchell*

It was given back to the Census Bureau as required by Title 13. Tribal officials reviewed and confirmed the information and signed a confidentiality agreement.

*Director Thompson*

One of the biggest complaints the Census Bureau receives about LUCA is that the Census Bureau gives governments the address information for them to update and return to the Census Bureau. But, the governments have to sign a confidentiality agreement stating they will not keep the address list.

*Lauren Bernally*

Issues concerning redistricting make this problematic. The tribe has to duplicate the work of counting people and identifying their locations for its own reference. The block-level counts the Census Bureau provided cannot be used for redistricting due to inaccuracies.

*K. Evan Moffett*

LUCA provides the opportunity to review and provide feedback on the Census Bureau's address list so the Census Bureau can update it in preparation for enumeration. If the Census Bureau sees discrepancies in the address information, it will provide that information to the tribal government, which can appeal it.

*Cathy Lacy*

For the 2010 Census, the Census Bureau enumerated the Navajo Nation through a process called Update/Enumerate, meaning Census Bureau staff update the list while knocking on doors to conduct in-person enumeration. The Census Bureau will enumerate the Navajo Nation in the same way for the 2020 Census unless the Navajo Nation requests otherwise.

*Larry Rodgers*

Updating the address list through LUCA provides a blueprint to follow so enumerators know where to go.

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3 To view the operational plan for LUCA, visit <http://www.census.gov/programs-surveys/decennial-census/2020-census/planning-management/planning-docs/LUCA-detailed-op-plan.html>

*K. Evan Moffett*

Getting the boundaries right is critical to tabulating data. If the Census Bureau correctly identifies boundaries through activities such as LUCA, housing units are assigned to the correct geography during enumeration, which leads to correctly tabulated data. LUCA provides tribes with the opportunity to notify the Census Bureau if it does not have housing reflected within the right boundaries. The Census Bureau will build an address list for Navajo lands based on the boundary information provided by the Navajo Nation.

*Arbin Mitchell*

The Navajo Nation chapters do not have official boundaries. Because different maps show different chapter lines, the Navajo Nation has a land use plan.

*Cathy Lacy*

When the Census Bureau previously visited the Navajo Nation, the tribe was working on address descriptions for 911 addressing.

*Arbin Mitchell*

Some chapters on the New Mexico side of the reservation have completed the 911 addressing. The New Mexico legislators set aside funding to help complete the address descriptions. Funding constraints have slowed this effort on the Arizona side. Funding in the upcoming Navajo Nation budget was put aside to do rural addressing.

*Cathy Lacy*

The Census Bureau will have address descriptions from the Navajo Nation, but may not have city-style addressing. Ms. Lacy asked Mr. Moffett to further describe how this situation will be handled.

*K. Evan Moffett*

The challenge is matching the city-style addresses with those formerly listed as location descriptions, for example, matching “tan trailer” to 101 Main Street. The Census Bureau and Navajo Nation need to collaborate on this task. If the Navajo Nation can provide coordinates for structures, the Census Bureau can match the description with the address to improve the address list.

*Larry Rodgers*

What happened to the coordinates recorded during the last census? If the Census Bureau sends the coordinates to the Navajo Nation, that will help in determining where structures are situated. Currently, these data would only be captured within reservation boundaries. It needs to be captured for chapter boundaries, as well as for fee lands and BLM lands where Navajo citizens reside.

*Vince Osier*

The Census Bureau can move forward with this once the Navajo Nation reaches an agreement on chapter boundaries.

*Larry Rodgers*

The addressing is sporadic and uncomprehensive. Addressing for the Utah portion of the Navajo Reservation was done by San Juan County as early as 2000. The county does the addressing in the checkerboard area, but the Navajo Nation and the county have not collaborated on this. McKinley and San Juan Counties have already done a lot of work on rural addressing; the Census Bureau should coordinate with these counties to obtain this information and overlay it with the Navajo Nation's address information. The Census Bureau can address any discrepancies in-field.

*Norbert Nez*

Over 10 thousand point locations have been collected for rural addressing within the Navajo Nation. The collection progress has depended on how much effort the chapters are willing to contribute. A handful of chapters have collected a lot of housing information with corresponding GPS coordinates that are reflected in a database controlled by the Navajo Nation. How many of those locations have been converted to street-style addresses is unknown. Assigning addresses has only been done in a few locations, as these efforts are just beginning. Those working on Navajo rural addressing should coordinate with LUCA. M.C. Baldwin, the rural addressing coordinator for the Navajo Nation, is involved in piloting the rural addressing project and figuring out how to compare the results with the Census Bureau's information.

Coordinates were not collected for ceremonial houses, only for locations where people live or for structures that are considered inhabitable.

*K. Evan Moffett*

The Census Bureau has access to aerial imagery for the Navajo Nation. In 2010, the Census Bureau conducted full address canvassing and hired locals to list all addresses. This information, along with past and current imagery, will be used to determine what has changed in the landscape. This technology will not work everywhere, so the Census Bureau will send out field staff, as well. LUCA will help build an accurate address list, which will reduce the number of field staff needed for enumeration.

*Larry Rodgers*

Has the Census Bureau considered using drones to obtain aerial imagery for some locations?

*Vince Osier*

The U.S. territories have been using drones for aerial imagery in preparation to count residents, but the Census Bureau has not.

*Director Thompson*

The Census Bureau is watching the private sector. If the private sector develops technology like this, the Census Bureau may choose to use this type of technology, but will not actually develop it.

## **Enumeration Discussion**

*K. Evan Moffett*

To count everyone, the Census Bureau must ensure all housing units are identified, mapped, and have locations assigned to them correctly. The Census Bureau needs the Navajo Nation's help in this. The Navajo Nation can help by participating in BAS, PSAP, or LUCA; sharing data with the Census Bureau; recruiting local staff; and helping find places to train staff. A strong partnership between the Census Bureau and the Navajo Nation will be important because there are many challenges to achieving an accurate count. A few nationwide challenges to enumeration include:

- ◆ an increasingly diverse population,
- ◆ distrust of the federal government,
- ◆ complex living situations, and
- ◆ the constrained fiscal environment within which all governments operate.

In 2010, the Census Bureau conducted an accurate count of AIANs living off-reservation. There was an estimated 4 percent undercount for AIANs living on tribal lands.

Four response options will be available for the 2020 Census:

- ◆ self-response using the Internet,
- ◆ telephone,
- ◆ paper questionnaire, and
- ◆ traditional enumeration through a field interviewer.

The Census Bureau plans to use in-person enumeration for the Navajo Nation unless asked to do otherwise. How can the Census Bureau ensure every person within a household is counted, especially if more than one family or multiple generations are living in one home? Is this an issue within the Navajo Nation?

*Arbin Mitchell*

Public awareness is important. Some housing on the Navajo Nation is funded under the Native American Housing and Self-Determination Act. When one family receives this



funding and has other families living there, they may not disclose information about the other families due to a fear of being evicted. It is possible that recipients of TANF or welfare may not share information that may make them ineligible to continue receiving assistance. Public awareness needs to be raised that this information will not be shared with anyone.

*Roxanne Gorman*

The Department of Self Reliance works with many low-income households who cannot afford Internet access. How does the Census Bureau determine who is invited to respond online versus who is invited to respond via one of the other response options?

*K. Evan Moffett*

For addresses at which residents can receive mail, the Census Bureau will mail a postcard that includes a web link and a phone number so the recipient can respond in one of those ways. The Census Bureau may decide to mail a paper questionnaire to a certain household or groups of households—for example, to a neighborhood or community where it is known that citizens do not have Internet access. Further, the Census Bureau will advertise about the different ways people can participate.

*Director Thompson*

Through offering an online response option for the ACS, the Census Bureau has gathered data on areas where people tend to refrain from responding online. About 20 percent of the areas that used to receive paper questionnaires in the mail will receive paper questionnaires in 2020. Most of these areas will now be invited to respond online. In previous censuses, responding over the telephone was not an option. In areas like Navajo Nation, where mailing paper questionnaires is not feasible, the Census Bureau needs to work with the local governments to decide how to enumerate that population. A lot of Indian reservations think that Update/Enumerate is the best approach to enumeration, so the Census Bureau will continue to do that for places like the Navajo Nation where this approach makes the most sense.

*Roxanne Gorman*

Ms. Gorman is aware of living situations in which five generations of a family reside at one address. Within that residence, some people may be savvy with computers, while others may not. Different generations within the same household may have different preferences for how to respond. How does the Census Bureau encourage all residents to respond in whatever way they are comfortable?

*Director Thompson*

For the Navajo Nation, the Census Bureau will send enumerators door-to-door. However, the scenario of multiple generations living in one residence does occur in off-reservation living situations, so the Census Bureau will need to spread the word that the census is completely confidential to encourage these households to report all residents.

*Roxanne Gorman*

Often, the census is not a top priority for many people because they may not fully comprehend its purpose. How should the Department for Self Reliance begin preparing to inform those it serves about the census?

*Perry Riggs*

If someone lives on the Navajo Reservation and receives a form or responds online, how would that person connect to their household location on the reservation? For example, if someone responds online while at work, how is that person connected to his or her home address?

*K. Evan Moffett*

The Census Bureau asks for the person's name and address and a roster of who else lives at that address. The address is then matched to the address list.

*Perry Riggs*

What if the residence does not have a typical address?

*Director Thompson*

There is a process where the respondent can pinpoint the location of his or her residence on a map. This method is more difficult to tabulate, but the Census Bureau has a process for eliminating duplicate responses.

*Norbert Nez*

The Navajo Nation has found that having people pinpoint locations on an aerial map is problematic because people are always off when it comes to finding points or knowing where they are. They may say, "I recognize this point, so this person lives over here," when the person actually lives on the other side of the reference point.

*Director Thompson*

Hopefully, a person in the Navajo Nation would not be counted this way. If a person saw an ad about the different ways to respond and wanted to respond online, they might do so, but the Census Bureau will knock on doors and enumerate the Navajo Nation in person.

*Lauren Bernally*

Using in-person enumeration as the primary approach to counting the Navajo Nation is needed. The mail-in option does not work well for voter registration, so it would not work well for the census. Post offices on the reservation are only open 2 hours a day and it takes a long time to travel to them, so mailing a questionnaire back to the Census Bureau would be difficult for many.

*Roxanne Gorman*

People are not always readily available to answer their doors or to take a few minutes to respond at that moment. How many times does the Census Bureau stop at each residence?

*K. Evan Moffett*

Six.

*Arbin Mitchell*

If the resident is not home on the sixth visit, the enumerator may talk to the neighbor and ask how many people live there.

*K. Evan Moffett*

It sounds like the Internet is not a good response option for the census. Would tribal citizens be willing to contact a census telephone center to complete their census questionnaires over the phone?

*Lauren Bernally*

The landlines are limited. People pay for cell phone services by purchasing minutes and would rather reserve these minutes for talking to family. They will probably not call in to complete a questionnaire.

*Perry Riggs*

Cell phone coverage is not good in some areas. Only a handful of people would respond this way.

*Larry Rodgers*

It is best to have many options for responding. Mr. Rodgers expressed that he would prefer to use the Internet, but acknowledged that not everyone in the Navajo Nation would share his preference. Though in-person enumeration should be the primary enumeration approach for the Navajo Nation, the option to respond online should be left open for Navajo constituents who would like to do so. The Navajo Nation needs to be open to Internet response on the premise that it is time to catch up with modern technology. Perhaps the Census Bureau could send out a postcard in advance of the census that notifies them about when the census will occur and lists the response options. The postcard could ask people to reply to the Census Bureau with their response preferences or could include a code they can key in should they choose to respond online.

*Norbert Nez*

There are other federal agencies who collect metadata from cell phones. GPS data are a form of metadata that could be collected. If they are willing to share that information, could the Census Bureau use it as a way to see where people reside? A few years ago, 70 percent of the Navajo Nation owned cell phones, and the percentage is probably higher now.

*Director Thompson*

Others have made that recommendation, but the Census Bureau cannot access cell phone data because that information is private. Aggregate cell phone data can only be used to start to understand the population, for example, by looking at patterns of cell phone movement over time.

*Larry Rodgers*

In-person enumeration needs to be done in HPLs where Navajo constituents still live. Even though enumerators who visit these households will be working under Hopi jurisdiction, a Navajo enumerator should be hired for that particular area.

*Cathy Lacy*

For the 2010 Census, the Census Bureau hired a Hopi enumerator and a Navajo enumerator who worked as a team. This effort worked well and will likely be repeated for the 2020 Census.

*K. Evan Moffett*

Mr. Moffett summarized what was discussed: The Census Bureau will use Update/Enumerate as the primary approach to counting the Navajo Nation and will offer Internet and phone response options for those who would like to respond that way.

## **Residence Rules Discussion**

*Norbert Nez*

The Navajo Nation has been examining population data, particularly data on age groups. When the 2010 Census results were published, Mr. Nez examined the age breakdown of each chapter. He found a consistent dip of residents in the 18 to 21 age range. This is likely because there are few higher education options on the Navajo Reservation. Most college students leave the reservation to attain education, even though they often return for the summers and after commencement. Navajo college students are usually counted where they attend college, which skews the numbers and makes it difficult for the Navajo Nation to justify increased funding for education needs on the reservation, like BIA scholarships or internship programs in which the students can participate when they return to the reservation in the summer. Mr. Nez requested that a residence rule similar to the one that counts overseas military personnel as stateside be considered for Native American students. Other tribes may face similar situations. Counting students who live in boarding school or university housing as living in their home communities helps count them where they should be, since student housing is a temporary living situation.

Prisoners should be considered in a similar way. There are no prisons on the Navajo Nation, only jails. When Navajo residents go to prison, they almost always leave the reservation. Even though this is a temporary living arrangement, they are counted at the prison, elsewhere from their hometown.



*Director Thompson*

The Census Bureau has been examining its residence criteria and recently published the 2010 Census criteria for comment. In June 2016, the Census Bureau published proposed residence rules for 2020 and received around 78 thousand comments, most of which involved the counting of prisoners at their pre-incarceration residences. The Census Bureau is evaluating that possibility. The Census Bureau has counted college students at their college residences since 1950.

The residence rule goes back to Census Act of 1790, which states that the Census Bureau must count people at their usual abode even if they are temporarily absent. The determinant of a usual abode is where people usually live and sleep as of Census Day. In 1970, the Census Bureau decided to start counting overseas military as residing stateside.

The residence rules have not changed as a result of legislation, but in how they are interpreted or implemented by the Census Bureau. Lawsuits over the years have framed how the Census Bureau determines where people are counted. The Census Bureau can decide to count prisoners either way—at the prison or at their permanent homes—as long as the decision is not arbitrary or capricious.

*Mark Helfritz*

The Census Bureau does count boarding school students at their homes, but not college students.

*Norbert Nez*

What is the likelihood of having exceptions made for tribes as far as counting college students at their permanent homes? States are not as affected as tribes are by losing the college student count. Colleges are fairly evenly distributed across states, so an imbalance does not usually occur if one state sends a student to another state. For tribes, most students are sent off of reservations and none are sent to the reservation from other areas.

*Director Thompson*

This is the first time the issue of college students from reservations has been brought to the Census Bureau's attention. Director Thompson will consider Mr. Nez's comments and follow up.

*Lauren Bernally*

Per Navajo tradition, a person's umbilical cord is buried where he or she lives. This tradition applies to elected officials—they run for office in an area where they can claim to live because of their umbilical cord being buried there—so this is how the Navajo should be counted.

*Roxanne Gorman*

The Office of Navajo Nation Scholarship and Financial Assistance, for which Ms. Gorman used to work, saw a large number of college students leave for off-reservation schools. It seems likely that the schools and communities where they reside benefit from that increased population. Director Thompson mentioned lawsuits about where to count prisoners and said that the Census Bureau was upheld. Does that mean that prisoners will now be counted where they resided pre-incarceration?

*Director Thompson*

No, the Census Bureau has counted prisoners at the prisons for a long time and was challenged over this interpretation by the District of Columbia. Because the District of Columbia prison was in Virginia, the prisoners were counted as residing in Virginia rather than in the District. The Census Bureau was upheld, but the case did not set a legal precedent for where to count prisoners. Because the process of counting the prisoners was not arbitrary, the Supreme Court ruled that the Census Bureau is entitled to make the decision about where to count prisoners. The case did not evaluate the language of the Census Act and how it should be interpreted, but whether the Census Bureau administered it arbitrarily.

*Perry Riggs*

Is there a question on the form that asks whether a person resides at a certain address?

*Director Thompson*

The form asks, "Do you usually live and sleep here?"

*Perry Riggs*

Many Navajo who live off the reservation have home site leases or properties on Navajo lands. Most of them plan to return. Can it be measured how many have home site leases or properties on the reservation?

*Director Thompson*

The Census Bureau only collects data on how many people identify as Navajo and where those people report living. There is no way to measure intention.

*Tim Olson*

The Census Bureau uses Census Day as a reference for where the person usually lives and sleeps as of that day.

*Albert Fontenot*

Instead of asking respondents to write in an address, the census presents the address associated with that residence on the Census Bureau address list and asks, "Is this the address where you live and sleep?"

*Lauren Bernally*

How would a different reference date skew the data? Different dates could see different trends, such as snowbirds leaving for the winter and students returning home for the summer.

*Tim Olson*

The reference date is always April 1.

*Norbert Nez*

In the Navajo Nation's previous meeting with the Census Bureau, the Navajo Nation recommended that the census capture chapter data for those who identify as Navajo, possibly through a chapter affiliation box where the respondent can write in his or her chapter name. What is the status on this?

*Director Thompson*

There will be a write-in space on the census form. If the Navajo are notified that they should write their chapter in that space, the Census Bureau can capture and tabulate Navajo chapter data. The Census Bureau has expanded the amount of write-in information that can be captured. Since the Navajo Nation will be enumerated in-person, through an enumerator using a handheld device, this information can be easily captured.

*Perry Riggs*

Will enumerators be trained to include chapter information if it is reported by the respondent?

*K. Evan Moffett*

Yes.

*Norbert Nez*

When enumerating those living on the reservation, chapter affiliation will likely be known based on which neighborhood the enumerator is in. It would be most useful to capture chapter information for people living outside the reservation, where chapter affiliation is less clear, especially for migrant workers and students. For some chapters, huge undercounts occur since the population doubles or triples over the weekend due to people who work offsite returning for the weekend.

*Director Thompson*

The Census Bureau works on weekends and may be able to count these people at their homes this way.

*Cathy Lacy*

In a discussion between the Census Bureau and Navajo Nation leading up to the 2010 Census, the tribe created a mock-up of a questionnaire that included an option to indicate the chapter.

*Tim Olson*

The best way to successfully count Navajo living off-reservation and capture their chapter affiliations is for the tribal government to reach out to them individually, whether through a letter or email, about what the census form will look like and how they should complete it.

*Roxanne Gorman*

Promoting awareness is something the tribe should initiate. The Navajo Nation should reach out to college students and other populations.

## **Partnership and Job Recruitment Discussion**

### **Census Bureau Presentation**

*Amadeo Shije*

Partnership is key to the collection of complete, accurate data. The census relies on self-response, which is why tribal governments should reach out to tribal citizens and tell them why the census is important and how to respond.

The partnership program is intended to motivate community members toward greater participation in the census and to inform them about how to complete it correctly so the community is counted accurately.

Goals of the partnership program include:

- ◆ increase the self-response rate;
- ◆ ensure the best possible count of Navajo Nation tribal citizens;
- ◆ support 2020 Census activities on and off tribal lands; and
- ◆ count everyone once, only once, and in the right place.

The 2020 American Indian Alaska Native Partnership Program is designed to promote the importance of a complete and accurate count to tribal populations through several approaches:

- ◆ the Tribal Governments Liaison Program,
- ◆ TCCCs, and
- ◆ partnership with Navajo Nation programs (partnership efforts include the Statistics in Schools program).



## Tribal Governments Liaison Program

It is important for tribal program managers and directors to support the tribal liaison. The tribal liaison communicates between the Census Bureau and the tribe, helps educate the community on the importance of the census, and motivates people to respond. The tribal liaison can help ensure enumeration is done at a good time. For example, if a census worker plans to visit the reservation, the liaison can notify that person if a ceremony or other conflict is occurring. The Denver Region has a protocol for enumerators to notify tribal administrative offices when they plan to enumerate tribal lands, ask permission to visit the reservation, and inquire about timing. Talking to the tribal liaison is a good place to start in notifying the tribe about planned in-person enumeration.

## Tribal Complete Count Committees

A TCCC is a volunteer committee appointed by tribal leaders. TCCCs work to determine how to reach tribal citizens on and off the reservation and encourage them to respond to the census honestly and correctly.

TCCCs develop and implement an outreach plan to tribal constituents. Possible ways to get the word out about the census include radio stations, billboards, events, newsletters, news media, and special promotions, such as art contests (venues like the recent Navajo Nation fair are good forums for this). The Census Bureau will provide brochures and customizable materials that can be shared with community members at events.

## Statistics in Schools Program

The Statistics in Schools program is one important way of getting the word out about the census. The best way to communicate an important message to parents is often by telling children how important it is. If children are told how census numbers can help secure funding for schools and community programs, they may share the information with their parents and tell them, “You need to complete the census for me.” Informing children also grooms the next generation to understand the importance of the census.

## Partnership with Navajo Programs

As program managers and division directors, the people at the tribal consultation table have direct contact with tribal citizens and are important players in communicating to the tribe. A few examples of potential partners include children, the elderly population, veterans, high school and college students, housing programs, community centers, and urban centers for AIANs living off-reservation. Partnership efforts will promote an improvement in the census data collected.

How can Census Bureau staff devoted to working with tribal governments most effectively improve participation in the 2020 Census?

How does the Census Bureau build trust with the Navajo Nation?

In what role do you, as a Navajo Nation tribal citizen, see yourself related to promoting the 2020 Census? A simple, but effective way to spread the word is if one person makes a goal to tell five people who then tell five more people.

*Arbin Mitchell*

One thing the Navajo Nation has not yet done and needs to do is involve all tribal employees in sharing the message about the census. At peak times, the Navajo Nation government system employs 8 to 10 thousand people.

*Amadeo Shije*

Involving tribal employees would be a good effort. How would you do that? Through an event? During the 2010 Census, the tribal partnership specialist would often attend tribal events and get the word out that way. Tribal employees could be encouraged to promote awareness of the census through a reminder that it helps secure funds that may pay their salaries.

*Roxanne Gorman*

What exactly does the Census Bureau mean by “partnering with programs”? How would the Census Bureau make itself available for partnership this far in advance? Even though planning is done years in advance of the census, there is still a sense that the census is suddenly thrust upon the population. How far in advance can the process of partnering with programs begin?

*Tim Olson*

Mr. Olson explained that he always asks program directors how they currently communicate with those they serve and whether those channels offer ways to add information about the census and its importance. For example, adding content about the census to a regular newsletter could be an option.

*Roxanne Gorman*

Will the Census Bureau provide that information to program managers?

*Tim Olson*

The Census Bureau can provide a number of scripted items. Program managers are encouraged to tailor the scripts to their specific audiences. In 2018 and 2019, more of these items will become available and tribal partnership specialists will notify the Navajo Nation when the items are available. Because of this tribal consultation, the Navajo Nation has a chance to start thinking over the options, rather than having the Census Bureau approach them in the fall 2019 and ask for assistance. Mr. Olson encouraged attendees to think about ways of promoting awareness and ask their colleagues and elected officials about their visions for reaching out to the community. He encouraged the group to form a TCCC and begin holding meetings to strategize outreach.

*Amadeo Shije*

When the time comes to increase outreach efforts, the Denver Region will approach program managers and division directors to request partnership and ask about the populations they serve. Divisions will not be asked to reach out to every tribal citizen, but to their particular service groups.

*Roxanne Gorman*

Mr. Mitchell influences a large number of Navajo Nation citizens. If the tribal government will be involved, it should do something to inspire pride. For example, during recent tribal elections, voters received a sticker that said, “I voted.” Even though divisions will need to promote awareness only to their constituents, division directors should also share the word with family members and friends on their own time.

The Department for Self Reliance creates newsletters and sends online notices to clients. They need to obtain clearance for any language included in these communications, but once the information is cleared, there is much the department can do to promote awareness. Ms. Gorman requested specific information from the Census Bureau as soon as possible to ensure she can plan and implement an effective outreach plan for her department’s constituents. Navajo Nation leadership are the ones who need to put in writing the requests about residence rules for prisoners and college students. Mr. Mitchell is in the position to take the lead and garner support from the tribal government.

*Amadeo Shije*

The Navajo Nation should consider issuing a resolution signed off by the Navajo Nation president stating that the administration supports the census. That resolution would be a strong motivator for tribal citizens to participate. The Navajo Nation already has a resolution from the 2010 Census and would simply need to update and reissue it for next census.

*Arbin Mitchell*

For the 2010 Census, the Navajo Nation also got resolutions from each chapter. The overarching resolution from the president happened first, and then each chapter created resolutions.

*Larry Rodgers*

Mr. Rodgers encouraged Ms. Gorman to be involved in a TCCC. The TCCC would have a tribal liaison through whom it can communicate to the Census Bureau, and many resources, such as communication materials, are available. Each Navajo Nation division has a newsletter that could be used to promote awareness. Tying the census message in with an interesting news article in the newsletter would be a good approach. The Navajo Nation could attach a note to payroll check stubs encouraging tribal government employees to make sure they and their families are counted. Not all tribal employees are salaried through federal funding. One third of employees are salaried through the Navajo Nation. There are also IHS and BIA employees on the Navajo Nation—perhaps through partnership, a similar note could be attached to their pay stubs, as well. Tribal enterprises, like the Navajo

Tribal Utility Authority, can communicate by running internal ads in the newsletter. The TCCC for the Navajo Nation has the potential to become political. Last time, half of the representatives were elected leaders. On the one hand, they pull the strings, but most of the quality ideas come from people like tribal employees.

*Amadeo Shije*

The Census Bureau is currently drafting the Complete Count Handbook, which includes customizable scripts that can be used for outreach. The Census Bureau will notify the tribal consultation attendees as soon as these materials are available.

## **CLOSING REMARKS**

### **Wrap-Up, Overview, Clarifications, and Next Steps**

*Larry Rodgers*

The Eastern Navajo Land Agency is pleased that the Census Bureau is entertaining its resolution regarding the tabulation of the ENA. This is just the start of the dialogue between the Census Bureau and the Navajo Nation. More issues will be addressed in the next four years.

*Ryan James*

Navajo Nation politics can complicate census processes more than might be the case for smaller tribes. Tribal politics can affect the faith and trust of the Navajo people, positively for some, but negatively for others. In many ways, the trust of the federal aspect of the census is actually quite good within the Navajo Nation. Individuals need to know the census has nothing to do with tribal politics. For the 2020 Census, a better way of doing things is to put something permanent down on paper. In 1975, permanent boundaries were set for how to enumerate the Navajo Nation, but the boundaries have changed every decade. Something needs to be set in stone for what should be enumerated, until it actually needs to change. Chapters have boundaries for grazing areas, but there are no chapter boundaries. A lot of people look at census boundaries and say they do not match the grazing boundaries.

*Roxanne Gorman*

Ms. Gorman thanked the Census Bureau for traveling a long distance to bring important information to the Navajo Nation. She plans to be involved in promoting the census and hopes to see some of her department's clients employed by the Census Bureau. She will look to Mr. Mitchell's leadership in promoting the census. Partnership is important in collecting accurate data.

*Beatrice Watchman*

Ms. Watchman will relay the information shared at the tribal consultation to the Navajo Nation's director of economic development.



*Arbin Mitchell*

Census efforts need to peak at the right time. The efforts need to peak in working on the address listing. Once an accurate address list is created, the remaining operations will be easy. After that, people will expect the enumerators to knock on their doors.

*Norbert Nez*

Mr. Nez expressed his appreciation for the Census Bureau's early start on tribal consultation for the 2020 Census.

*Cathy Lacy*

A good address list is the foundation of the census, and the Census Bureau needs to update the list in partnership with the Navajo Nation.

Ms. Lacy provided a recap of some of the action items that surfaced during the tribal consultation, which include the following.

- ◆ The Census Bureau will provide tribal liaison training.
- ◆ The Census Bureau Denver Region will provide the *Complete Count Handbook*, which will include scripts that can be tailored and used in Navajo Nation communications about the census.
- ◆ The Census Bureau will likely hire a partnership specialist to work specifically with the Navajo Nation.
- ◆ The Census Bureau will internally discuss the residence rule requests raised by Mr. Nez, the requests brought forward by Vice President Nez, and the Eastern Navajo Land Commission resolution. The Census Bureau will follow up with the Navajo Nation on these items.

*Dee Alexander*

For immediate next steps, the Census Bureau will send a summary of the tribal consultation to Mr. Mitchell within two to three weeks so he can share it with the group. The group will be able to add information to the notes if needed. Attendees are welcome to contact Ms. Alexander with any related questions.

*Director Thompson*

Director Thompson thanked the Navajo Nation for the thoughtful input and acknowledged the requests and issues that were raised. The Census Bureau will continue dialogue with the Navajo Nation.

## ACTION ITEMS

- ◆ Dee Alexander will email the meeting summary to Arbin Mitchell within two to three weeks after the tribal consultation, and he will share it with the other consultation attendees.
- ◆ A final report on the Census Bureau tribal consultation with the Navajo Nation will be drafted and shared with the Navajo Nation in late 2016.
- ◆ The Census Bureau will follow up with the Navajo Nation on the requests made by Vice President Nez, which included:
  - ▶ recognizing the Navajo Nation as its own Census Bureau region,
  - ▶ hiring local enumerators who speak Navajo, and
  - ▶ facilitating the development of a public awareness campaign specifically designed for a Navajo audience.
- ◆ The Census Bureau will follow up with the Navajo Nation on the residence rule issues and requests raised by Norbert Nez.
- ◆ The Census Bureau will follow up with the Navajo Nation regarding the resolution from the Eastern Navajo Land Commission.
- ◆ The Census Bureau Denver Region will share the *Complete Count Handbook*, which includes customizable scripts to aid in outreach, with the Navajo Nation as soon as it the handbook is complete.







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