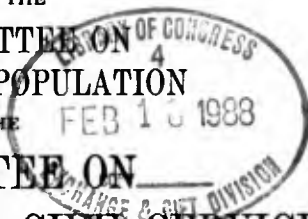


Legislative Services
**PLANS FOR CONDUCTING THE
1990 CENSUS IN ALASKA**

HEARING
BEFORE THE
SUBCOMMITTEE ON **POST OFFICE AND CIVIL SERVICE**
CENSUS AND POPULATION
OF THE
COMMITTEE ON _____
POST OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES



ONE HUNDREDTH CONGRESS

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CONTENTS

Statements of:	Page
Hon. Walter R. Furnace, Alaska State representative	2
Hon. Terry Martin, Alaska State representative	2
John G. Keane, Director, Bureau of the Census	20
Chris Miller, reports and labor market information supervisor, Alaska Department of Labor	42
Julie Kitka, special assistant to the president, Alaska Federation of Na- tives	51
Carl Jack, Alaska Native representative, Census Advisory Committee	54
Richard Roland, chairman, Alaska Native Employment Training Coali- tion	55
Karen Foster, research associate, Institute of Social and Economic Re- search, University of Alaska	58
Donald E. Barlow, Anchorage branch president, NAACP	62
Additional material: Articles on census undercount, submitted by Dr. David A. Swanson, associate professor, Department of Sociology, Pacific Lutheran University, Tacoma, WA	63

PLANS FOR CONDUCTING THE 1990 CENSUS IN ALASKA

WEDNESDAY, AUGUST 19, 1987

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CENSUS AND POPULATION,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, DC.

The subcommittee met, pursuant to notice, at 9 a.m., in room F-278, Federal Building, 701 C Street, Anchorage, Alaska, Hon. Mervyn M. Dymally, presiding.

Mr. DYMALLY. Good morning. The Subcommittee on Census and Population of the Post Office and Civil Service Committee is called to order. I am not sure if 9 o'clock is too early or too late in terms of Alaska time. Let's see, it is 10 o'clock in Los Angeles. For myself and my colleagues, this hour has become a regular starting point in Washington for the past couple of months.

I would like to welcome our witnesses, the general public, the members of the subcommittee and staff. I am particularly pleased this morning that the distinguished chairman from Minnesota, chairman of the Subcommittee on Human Resources, has joined us for this hearing.

Today, the subcommittee will hear testimony on plans for conducting the 1990 census in Alaska. Hopefully, these plans will address the unique characteristics of this state which may have accounted for inaccuracies in the Alaska census figures in the past.

Alaska, being a large mass of land with widely scattered communities, presents certain difficulties in assuring that every single person is counted. In addition, the non-mail enumeration used in Alaska's rural areas also adds to the difficulty of obtaining an accurate count. Furthermore, special consideration needs to be made to improve census enumeration in small towns and hunting and fishing villages.

These issues all yield a common outcome—undercount. It is estimated that the 1980 decennial census undercounted Alaska's state-wide population by 3.2 percent. After reviewing reports of a 1981 special census conducted by the state, we discovered that the undercount is greater than the 1980 estimate and not limited to general population figures.

Alaska's population undercount is magnified in a study, which I intend to insert in today's hearing record, by Ms. Jo Van Patten of the Alaska Department of Labor, and Dr. David Swanson of the Pacific Lutheran University in Tacoma, Washington, it is entitled,

"How Accurate Was the 1980 Census for Small Towns: Survey and Related Data Derived From the Long Form."

According to this study, the town of Wrangell's total population was undercounted by 1.8 percent, females were undercounted by 4.8 percent, and non-whites were undercounted by 13 percent. These figures are troubling. In an article by the same authors, they showed that in Wrangell the 1980 census did not count at least 4 percent of the town's housing stock.

Although the Census Bureau has made commendable strides in reducing the historical undercount, it troubles us that the problem continues to rest in minority populations and rural communities. Without proper adjustment of census procedures and figures, it stands to reason that minorities and rural areas will continue to receive inadequate attention in the formulation of policies based on census data.

I am referring, of course, to the enforcement of the Voting Rights Act, reapportionment for state and federal congress, redistricting, and allocation of federal funds for housing, education, transportation, and other major programs. The Census Bureau must determine methods to improve the accuracy of census data. It also must prepare to adjust the population counts given the likelihood that an undercount will occur in 1990.

With its jurisdiction over federal statistics, this subcommittee plays a significant role in planning the direction this country will follow into the 21st century. It is our hope that our series of oversight hearings in preparation for the 1990 decennial census will produce new thoughts and ideas to help shape that course.

On behalf of the subcommittee and staff, I again welcome our witnesses this morning and I look forward to hearing your testimony.

Before I go any further, however, I want to call upon the gentleman from Minnesota.

Mr. SIKORSKI. I want to commend the chairman for conducting an exhaustive and very critical series of hearings on the issue of the undercount, and generally the census as we look towards 1990. I also want to welcome the witnesses today and thank them for their efforts and their excellent job in preparing their testimony. I look forward to hearing what they have to say.

I also thank Congressman Young for welcoming us so nicely and warmly.

Mr. DYMALLY. Thank you very much. I want to join Mr. Sikorski in extending our very deep gratitude to Congressman Young and his staff for all the work they did in preparing this meeting.

And now we call on our first witness, two witnesses, in fact, State Representative Furnace and State Representative Terry Martin.

STATEMENTS OF WALTER R. FURNACE, ALASKA STATE REPRESENTATIVE, AND TERRY MARTIN, ALASKA STATE REPRESENTATIVE

Mr. FURNACE. Thank you, Mr. Chairman. To Chairman Dymally and members of the subcommittee, I am Alaska State Representa-

tive Walt Furnace, and my colleague sharing the presentation with me this morning is Alaska State Representative Terry Martin.

We appreciate the opportunity to participate in the hearing this morning, and I have prepared for the committee's consideration a formal presentation to be read into the record, a separate packet of information consisting of a collection of information pertaining to Alaska's effort over time in attempting to establish an equitable reapportionment program for the state. Additionally, we have prepared a series of charts designed to graphically depict the status of Alaska's reapportionment efforts over the same time.

Mr. Chairman, it is my understanding we have some seven minutes to make the presentation this morning. With that in mind, what I would like to do is ask my colleague, Representative Martin, to go into the charts at this time and review with you briefly the efforts there. Thank you, Mr. Chairman.

Mr. DYMALLY. Take ten.

Mr. MARTIN. What I would also like to do is thank Mr. Marshall Turner of the Census Bureau, because without Mr. Turner's effort, what we heard about him in 1983, we know and we are assured it is not the Census Department's responsibility nor is it your fault that we are so badly malapportioned in this state; it is because Alaska's elected officials, especially the governor, did not ask for the Census Department in 1970 to participate in block balancing, and only because of a couple legislators. And I have worked with Mr. Turner to find out how to do it, and now for the first time, many people here may not know that rural Alaska will be given block balance census and that is neat. You talk about how big our state is, but when 85 percent of it has not even been tracked, then you wonder why we have malapportionment.

Mr. Chairman, what we have here is on a registered voter's evaluation how badly malapportioned the state of Alaska is. So you see, some representatives over here have less than 5,000, four of them, have less than 5,000 registered voters, with the other extremes up in the Matanuska Valley, in the farming area, they have 20,800 registered voters. So you see how bad the situation is. The same in southeast Alaska, you have one community, Juneau, where they have about 17,000 registered voters per elected official, and down here we have 5,000 voters. So it is quite long there.

Some people say, well, you shouldn't use registered voters as your criteria for evaluation, but from my thinking that we very much want to in the whole state, it is under the Supreme Court direction of the Civil Rights Act of 1965, and we have not been allowed through many procedures to comply to the orders. People have tried, the Metlakatla people of southeast Alaska spent a lot of money and they cannot fight the system, and we felt it was very inadequate for the U.S. Justice Department to accept their withdrawal of the case. The only reason they withdrew from the case, they could not afford to fight the system. So in that packet, we give a detailed explanation of how the system is not working.

Mr. DYMALLY. Representative, you mentioned registered voters, does the Supreme Court one man-one vote not talk about population?

Mr. MARTIN. No, sir, not really, except in the sense that the legislation of 1965, the Civil Rights Act, does direct the Census Bureau

to establish tracts to comply to that—called the block balancing census tract—to allow legislative districts to be drawn as easily as possible so local boards won't—

Mr. DYMALLY. But the Census Bureau tracts are based on population, not registered voters.

Mr. MARTIN. Right, but they should be compatible, because one person-one vote. People in the rural areas don't have any more children than the people in the urban areas. In this state, Mr. Councilman, we cannot do it by the census tracts or district population. The system is so bad there is just nothing to go by, that is why I am very hopeful with your 1990 block balancing. We, for once in Alaska, will have no excuse at the Census Department to show how bad—

Mr. DYMALLY. You anticipate in 1990 you will be doing it by census tracts?

Mr. MARTIN. Yes.

Mr. DYMALLY. And you will be doing it by population?

Mr. MARTIN. At the same time, right, this is what we hope for. Right now, the best we can do now is show you how the balance is done.

Mr. DYMALLY. Fine.

Mr. MARTIN. Certainly the population is not balanced. The next chart is the history of reapportionment. So you see, it has been a sequence of things that in certain areas of the state in 1980, 1982, and 1986, it just continues to exacerbate itself on the malapportionment because we did not have a proper census in the first place because the reapportionment board, both under the Republican and Democrat, can use it as an excuse that we are guessing when we are taking numbers from one area and put in in the other.

Mr. SIKORSKI. Representative Martin?

Mr. MARTIN. Yes.

Mr. SIKORSKI. I was just going to ask, if you took the actual population figures, would they be as erratic as those?

Mr. MARTIN. The given figures that you have in your books show a 15.4 percent disparity. Now, that is even with the testimony that you gave that we don't know, but even if we go by what we did know, it is 15.4.

Mr. DYMALLY. What criteria did the reapportionment board use to carve this district?

Mr. MARTIN. In the detailed big book we did 175 pages. I know you have a sense of humor, and you will probably laugh at a few sentences that are said there of why we need to protect this area or why this is so, it is not necessarily always done on the census, but they use the census as a scapegoat is why. Keeping a sense of humor, you will see why one area is protected and one area was undermined or undercounted.

Mr. DYMALLY. I did reapportionment in California in 1971. One member of the Senate wanted his treasurer in the district, but he didn't want his mother-in-law in the district.

Mr. MARTIN. We don't have a case like that.

Mr. Chairman, when we get to the Senate district, those numbers in black is one of 1,000, but these numbers in black is one of 5,000. You would think for an area like Alaska, we are the largest state, but we have 400,000 population in 1980. 400,000, we have the

smallest House of Representatives, 40, so you figure 10,000, it worked out to be 9,200. It shouldn't be hard at all, the districts, but we make it fun when you read the books.

So here you have one Senate district with 35,000 registered voters, here you have a couple Senate districts with 10,000 and 11,000.

Mr. DYMALLY. How many members are in your Senate?

Mr. MARTIN. Twenty.

Mr. DYMALLY. And 40 members are in the House?

Mr. MARTIN. Yes, sir. So you see, if we keep objective and keep to the simple fact on one person-one vote, Alaska should have the easiest problem of all.

Then the final thing in the Supreme Court case right now, we call it the doughnut district. I know in California you have your cases, and you have some—

Mr. DYMALLY. We call it the snake district.

Mr. MARTIN. We had the ice worm district, and the ice worm was thrown out so we invented the doughnut district. This is the district with two Senate seats, where the people are really up in arms, completely circling Anchorage. And we have details in the book explaining what happened and a lot of newspaper articles that show you that the people are really up in arms.

Mr. DYMALLY. What is the rationale that they gave you for that one?

Mr. MARTIN. Well, there are all kinds of rationale. Some say—the socioeconomic is what they traditionally use, so that the people from north Kenai, which is down about 60 miles, they happen to receive radio stations, they receive newspapers from Anchorage, and they can get our TV stations. They didn't say anything about socioeconomic-wise. They have all their kids going to Kenai, they do all the shopping, they go to the church in Kenai. So that is how they put one part of the Kenai area, put it into the Anchorage area, and then put those two areas into the Matanuska Valley area, so they completely circumvent Anchorage and put two seats—

Mr. DYMALLY. I have seen some beautiful districts; this one deserves a prize.

Mr. MARTIN. When you get into more detail in that thick book, you will see some funny things in there, and comments are more important from the people.

Both areas, Kenai and Mat-su, were absolutely opposed to it, although they said they would be benefiting and those areas would not benefit. The Kenai has had a lawsuit in our Supreme Court for three and a half years and still no word, and I personally don't have—I have complete faith because I have worked with the people in the Census Bureau, and the 1990 census may at last help Alaska get on the right track.

Mr. DYMALLY. What is the Department of Justice's position on these districts?

Mr. MARTIN. No one knows. They have had their last hearing, sir, closing hearings in December of last year, they have had it for nine months and not a peep out of them.

Mr. SIKORSKI. Thank you, Mr. Chairman. On that, I know there is a traditional antagonism toward federal government, probably anywhere in the country, but why not federal court?

Mr. MARTIN. Well, since you brought that up, the people from Metlakatla, the only Indian reservation that we do have in the state, did bring up the issue that they were being disenfranchised from their home community, Ketchikan, and that would have made an Indian reservation we got from Canada be history. But they are just south of Ketchikan, just across the bay. They shop, they do school, they do everything in Ketchikan, and they gerrymandered that village out up into another ice worm district until their representative is now 500 miles north of them. So they have a right to gripe.

The irony is, if you want to get into a little bit of history, they were trying to save a democratic seat by taking those native people out of Ketchikan, a Republican won by 39 votes. So the irony of it all is, it just escapes me, but they can, the Justice Department—

Mr. SIKORSKI. Anyone has standing on these matters in federal court. Why spend time in state court when it is going to be bumped up to federal court anyway when someone doesn't like the final outcome?

Mr. MARTIN. I think I was told, from my limited knowledge, that you have to try through your state court in the first place.

Mr. SIKORSKI. I am a product of federal court reapportionment—both in the state legislature and the congressional district in Minnesota—by a three-judge federal panel, so there was no state suit. And of course, the lawyer was well-versed in reapportionment law, and that was it.

Mr. DYMALLY. Can I add New Jersey to that also.

Mr. SIKORSKI. Yes. Most of the cases are—

Mr. MARTIN. The Metlakatla people had a lawyer, Mr. Jim Wise, who talked to me a few times from Portland, he evidently had been involved in civil rights legislation before. And because of the calls and because of, we also explained here, the pressure on those people by government offices, they withdrew the case. I called the person at the Justice Department and told them this is just a shame that you won't pursue that case and all because they were absolutely right. And we would have less disparity in numbers, that is another irony, is 15.4 percent now, but had they let village people be as before in Ketchikan, it would be down to 12 percent; that is another irony. The main thing is we think that whole system has failed in the state of Alaska, and if all the alternatives have been tried, what do we have left of democracy? And it is a clean case, absolutely, those people were disenfranchised from their own labors since—for a hundred years.

Mr. DYMALLY. Mr. Furnace, please proceed.

Mr. FURNACE. Mr. Chairman, in the deference of time, we do appreciate you giving us the additional time. Representative Martin has been actively pursuing reapportionment concern for quite some time, and that is why I was very pleased to have him join us today to outline and share with you the historical document he collected.

Mr. DYMALLY. Your document says reapportionment board. Tell me, what is reapportionment board?

Mr. MARTIN. We have what we call a modern and a model for reapportionment in the nation. All five of our reapportionments have gone to the state supreme court and all have been successfully contested and changed. So it is made by the governor appointing five or six people.

Mr. DYMALLY. Well, you have made a good case for the California legislature, which has been fighting an initiative to meet the reapportionment under an independent commission. This is a classical example why we don't want the good citizens involved in reapportionment. It needs to stay in the hands of the legislature because they have certainly done a better job than they did here in Alaska.

Mr. MARTIN. I think so. If I had my choice now, in reviewing the history in other states, I would trust the legislature, because this system, although it sounds good in our constitution, it has absolutely failed to protect the people.

Mr. DYMALLY. Don't be surprised if your arguments turn up in California.

Mr. MARTIN. I will be glad to give testimony.

Mr. FURNACE. Mr. Chairman, for the record, we do have additional documents of the large document coming.

Mr. DYMALLY. Your written testimony will be made part of the record.

Mr. MARTIN. Mr. Chairman, one final note, if I may, we would formally like to ask that we be requested to participate in part two of the block balancing. I was told that we should do that, because since we are so behind by 30 years on block balancing, that if we can request from your committee to see that the Census Bureau requests that we, and we will make sure the governor follows through the legislature—

Mr. DYMALLY. I don't want to put him on the spot, but the Director is here, and I would like him to give you a five-minute meeting. I am not going to point out to him because I don't want you to shoot him right now. Have a meeting with Dr. Keane later, to talk about this whole question of block balancing; not reapportionment, I don't want him to draw my districts.

Mr. MARTIN. Thank you very much.

Mr. DYMALLY. It was very good testimony and I want to commend you for the preparation you put into this.

Mr. MARTIN. Thanks to his staff and his help.

Mr. DYMALLY. Mr. Sikorski.

Mr. SIKORSKI. The undercount—and I assume you agree with the numbers that the chairman just mentioned or think they are worse—has negative impact on allocations for a host of programs.

Mr. MARTIN. Yes, and overcounting. You also see another problem here that we feel that this Census Bureau needs to do, because in some communities we have what is called double-counting the counting of local population. We have had a large transit working force back and forth up on the North Slope. We hope to get an answer from the Census Bureau as to how they were to accept the double-counting in one community and undercounting in another. Neither have anything to do with Anchorage, so we feel safe bringing that problem up.

Mr. SIKORSKI. Have you had a chance to look at the proposals by the Office of Management and Budget in terms of dropping questions from the questionnaire?

Mr. MARTIN. No, sir. I briefly heard about that in Indianapolis when I attended the national reapportionment meeting, but I haven't seen the details.

Mr. DYMALLY. Do you have any suggestions as to how the census can improve their count in 1990?

Mr. MARTIN. I think the most important thing, sir, is establish clear and defined block balancing census tracts. This is the first time it is being done for Alaska; of course, it is done in the urban areas, but for the whole state.

Mr. FURNACE. One of the recommendations in the report, Mr. Chairman, is that the count in Alaska should be taken, I believe, in the months of March, April, May, I believe.

Mr. MARTIN. Oh, yes.

Mr. FURNACE. February, March, April, primarily as an attempt to miss those seasonal workers. We had documented some 70,000 seasonal workers in the state at one particular time, particularly later in the year. So the timing of taking the census tracking in Alaska can be very critical.

Mr. DYMALLY. What would you recommend?

Mr. FURNACE. Again, February, March, and April to have it done before the seasonal workers.

We would also address the possible problems with counting of military. It is our understanding that those military personnel, particularly the ones on base, that are assigned overseas may not be counted, although they are assigned to the Alaskan bases, and that is another question that can have a major impact, particularly on elections.

Mr. DYMALLY. Now, one of the things you may want to talk to Dr. Keane about is whether there are any representatives from Alaska in any one of the four or five advisory committees.

Mr. SIKORSKI. May I ask a question? Representative Furnace, just on this issue of servicemen and women based here but assigned overseas, where do they vote? Do they vote here?

Mr. FURNACE. Yes.

Mr. SIKORSKI. Do they vote for your members of congress?

Mr. MARTIN. City, state.

Mr. SIKORSKI. And your state legislature, your state—but they may not show up in the census count?

Mr. FURNACE. Because they are not physically in the state.

Mr. SIKORSKI. Not physically in the state. But this is their residence.

Mr. FURNACE. Right. But you see, it is our understanding, in the census count, we stand to be corrected, the census takers will count those persons who are physically in a particular residence. If that person is not there physically, the chances are they are not counted.

It is also our understanding that there may be instances where the commander of a particular facility will simply give a number as opposed to having perhaps a more detailed count. So those questions, I think, need to be addressed.

Mr. DYMALLY. We'll ask Dr. Keane about that. You are suggesting that if someone was stationed and living here and was transferred to Korea, he doesn't get counted?

Mr. FURNACE. That is a possibility. We had a very heated Senate race this last time, and I believe the military population played a very important role in settling that race, particularly with the absentee ballots.

Mr. MARTIN. You see, they are entitled to all the things as Alaskan citizens. As I understand it, they aren't counted for census purposes. We felt—you know, the Constitution says, "We the people of the United States", not where you are at. If they are not counted for a decade, they are not going to be out of the country for ten years. Most of our servicemen rotate and they have family here. This was a major point brought up at the Indianapolis meeting for malapportionment in many of the states. That is what made us look into the Alaskan situation and how we counted. Most of them aren't accounted for.

Mr. DYMALLY. Well, I want a copy of your doughnut district. I want to take it to California. When someone starts beating up on the legislature about having an independent commission, I want to mail them a copy of the doughnut district to show how very impartial citizens groups are.

Mr. MARTIN. That is the only color copy I have.

Mr. DYMALLY. Thank you very much. Can you stick around for awhile?

Mr. NOBLE. Yes.

[The complete statement of Mr. Furnace and Mr. Martin follows:]

PREPARED STATEMENT OF

REPRESENTATIVE TERRY MARTIN

AND

REPRESENTATIVE WALT FURNACE

To Chairman Dymally, and members of the Subcommittee on Census and Population, for the record, I am Alaska State Representative Walt Furnace and my colleague sharing the presentation with me this morning is Alaska State Representative Terry Martin.

We appreciate the opportunity to participate in the hearings this morning and have prepared for the committee consideration a formal presentation to be read into the records, a separate packet of information consisting of a collection of information pertaining to Alaska efforts over time in attempting to establish an equitable reapportionment program for the state. Additionally, we have prepared a series of charts designed to graphically depict the the status Alaska's reapportionments efforts over time.

Alaska, although a young state--less than 30 years old--has a traumatic history of reapportionment. All five times the state has been reapportioned, the plans have been successfully challenged in the State's Supreme Court and changed. One would think a state with the smallest population in the Union (400,000 in the 1980 census) and with the smallest House of Representatives of any state, (40 members), it would be easy to divide 40 into the census figure and come up with equal election districts.

Alaska must be the most mal-apportioned state in the nation. Our system of reapportionment, although considered by some "modern and a model for other states to emulate", has proven to be a disaster in upholding the U.S. Supreme Court principle of "one person-one vote". The charts we have before you and in your packets show the unacceptable disparity by registered voters. Alaska has a very high rate of registered voters due to our Permanent Fund Dividend program, which is used to verify residency. Thus, percentage wise, the disparity of equality between election districts can be acceptable whether using a population count or registered voters with the former being weaker due to out-dated census tracks.

We take this opportunity to thank you, Congressman Dymally, and members of the Subcommittee for coming to Alaska and seeking input on future census taking in Alaska and offering suggestions to enable the Bureau of Census' work to be more useful for our

state and its system. I would also give thanks and public acknowledgment to Mr. Marshall Turner for his personal help to me in directing our state to formally request participation in phase one of the "Block Balancing Census Tracking for 1990". Without his guidance four years ago, I know Alaska would have missed another decade of drawing meaningful census tracks to establish new criteria for election district boundaries. This will be the biggest step yet this state has taken to insure equal representation for future elections. At this time, we would also request that the State of Alaska be notified to participate in Phase 2 of the Block Balancing Census Track . Alaska has never had block census tracking for our rural regions. Also, updating the urban areas will insure the most accurate count possible and provide proper information for the next reapportionment board.

We also request that Alaska be put on an early priority production schedule to receive the new maps for local review and comments. This would prevent future criticism of the Census Bureau and the Bureau being the goat for mal-apportionment.

We request that the Anchorage office for the 1990 census be opened earlier than was the case in 1980, to provide time to find qualified people and allow for proper training. This was a major barrier in the past and it took six months to accomplish what should have been done in two months. It is preferred that the actual counting be done in February, March and April. To conduct the count later in the calendar year would alter a true

Alaskan count due to the influx of seasonal workers. It was estimated in 1984 that Alaska had 77,000 out-of-state workers, mostly in the seafood, timber, mineral and tourist industries.

ALASKA'S MILITARY PROBLEM

The preamble of the Constitution says "We the people of the United States". This is important to emphasize because military people in Alaska living on and off base may not be fully counted in the census. It is our understanding that the Census Bureau does not count military personnel who are temporarily out of the country in the state's census count. This practice disenfranchises Americans solely because of one occupation, from the very basic right of being counted as a citizen. In Alaska this problem is compounded. We feel census blocks should be established on the military bases. History of Alaska shows substantial over counting on small bases and under counting on larger military facilities. Rather than counting military as one block using numbers provided by base commanders, they should be treated equally and tracked the same as civilian communities.

An accurate count of those living on base who are Alaskan residents should be taken because of the high esteem and equal treatment Alaska afforded these citizens. A much higher percentage of military personnel in Alaska, when compared to military establishments in the other 49 states, claim state residency. This is due to our generous program offered to

military citizens such as participation in the Permanent Fund Dividend program, military preference in state and local hire, no state income tax, special mortgage programs for military, hunting and fishing privileges, etc. When the military are not properly counted as Alaska citizens, it adversely affects proper apportionment for election districts.

The problems experienced in other states pertaining to counting of illegal aliens do not seem to be a factor of over or under counting in Alaska.

We would request that the U.S. Bureau of Census verify that each local government is following established standards for annual reports. As a legislator, our experience has been that our own agencies responsible for collecting census information question each others methods of compile data, and that each agency is subject to come up with completely different results. For example, double counting in the North Slope Borough is a real sore spot for other local governments. We need the Bureau to re-evaluate acceptable standards so that citizens are not counted twice, while working in one community and living in another. Over counting in one community means under counting in another community. Additionally, Alaska has a large transient work force and this should be evaluated.

New boroughs and extended local government boundaries have been established since the last census blocking. It is our hope that state and local officials have cooperated with the Federal census agencies by providing proper maps of boundaries. We have other acceptable local or regional quasi-government identities such as rural education areas, school districts and community council boundaries that should be considered when establishing election block balancing census tracks.

In the future, new census block tracks that the U.S. Census Bureau is doing for Alaska should enable our next state reapportionment board to draw up precinct and district boundaries that would encourage single member districts with easy counting of population blocks. Current census blocks are over 24 years old and have little resemblance to current population areas. This encourages reapportionment boards to fudge on true population counts on their proposed political redistricting. We want to work with the Census Bureau to insure the spirit of fair and equitable counting so that redistricting can be done to enhance equal representation within the state.

Throughout the history of apportionment, the majority of testimony given to reapportionment board hearings was in support of single member districts for state and local elections. The 1981 reapportionment board made major strides toward this goal, but it needs to be completed. The 1983 reapportionment board constantly expressed a preference for single member districts, but as previous boards found adequate excuses or rationale why a

particular multi member district should not be divided into a single member district.

We are aware that the whole State of Alaska is under the Civil Rights Act of 1965. However, it has not benefited the majority of the citizens when considering fair and/or equal representation. "WHEN THE WHOLE SYSTEM FAILS TO PROTECT THE PEOPLE'S RIGHTS--WHAT IS LEFT OF DEMOCRACY".

Our State Supreme Court has recommended and forwarded to the State Legislature, necessary changes in our Constitution and Statutes to insure compliance with the U.S. Supreme Court decision of one person-one vote. The Legislature has virtually ignored these recommendations.

Legislation has been introduced to have our Constitution amended to conform with the Civil Rights Act of 1965, but a majority of Alaska legislators have refused to pass an initiative to be placed on the ballot for voter approval. In 1984, the ex-governor of Alaska recommended waiting until after the Supreme Court acted on current cases, some three years later, there has been no action from the court. "If the system fails and all alternatives have been tried, stopped or blocked, what do we have?"

In your thick packet of backup information, you will find newspaper articles, legal documents, graphs and charts illuminating the mass confusion of the 1984 reapportionment. One must keep a sense of humor when reading this material that rationalizes action taken to circumvent the basic right of equal representation and establishes the unbelievable doughnut district.

Currently, the 1984 plan is before the State Supreme Court. The case has been in court for three and half years. It has been nine months since closing arguments and still no decision.

The 1984 plan was contested by the Metlakatla Indians under the Civil Rights Act to the U.S. Justice Department. It didn't take them long to realize how costly it is for a citizen or group of minorities to defend their voting rights. Obstinate, they withdrew their case because they did not have the finances to pursue the case. You must become aware, in Alaska the average citizen is not protected by our Attorney General's office. It has become quite clear over the years that the major purpose of the Department of Law and the appointed Attorney General is to protect the Governor and his Administration. In this case it is widely speculated that considerable pressure was exerted on the leaders of the Metlakatla Indians to withdraw their complaint from the office of the Governor as well as the Attorney General's office. The issues raised by the Metlakatla Indians are still very valid and many feel that the U.S. Justice Department should

have pursued the case knowing how this Indian tribe was being harassed in addition to their concern of the projected high cost of litigation to continue their claim.

It seems as though even the U.S. Justice Department succumbed to the pressures of our Governor's Administration, legal officials and the office of the Lieutenant Governor. It is amazing that the Department of Justice did not support the Alaska Superior Court ruling, that the 1984 plan went too far, rather than the Governor's personally appointed apportionment board.

From the afore mentioned packet of materials you can evaluate the tremendous controversy the 1984 plan developed. Even in defiance of a federal court ruling in Washington, D.C. on April 28, 1984, that the states cannot require candidates to file for election under a new redistricting plan until the plan has been approved by the Justice Department. Much to our dismay, the Lt. Governor's office (in charge of elections) forced candidates to file under an unapproved plan. We believe it was very negligent of the Justice Department to give weak approval for the 1984 plan, especially in light of the tremendous controversy.

The people of Alaska have suffered under two elections of the 1984 plan and is about to suffer a third. It has not benefited the public at large to be under the protection of the 1965 Civil Rights Act.

The cost to the citizens, both public and private in contesting the 1984 reapportionment is well above \$500,000, with no end in sight. Many have given up, with hope that the new 1990 census with fair election block boundary tracks may be established. However, even today, one local government, the Matanuska-Susitna Borough, has passed a resolution to go directly to the U.S. Justice Department under the Civil Rights Act to seek justice in fair representation for the remainder of this decade. They do not want three more elections under the very bad apportionment plan of 1984.

In conclusion, we plead to you that Alaska be given special consideration in establishing a "super" accurate census account and block boundaries that can be the basis in which future reapportionment boards will have little excuse in developing mal-apportioned districts and fulfill the intent of the 1965 Civil Rights Act.

Mr. DYMALLY. Dr. Keane, please proceed.

STATEMENT OF JOHN G. KEANE, DIRECTOR, BUREAU OF THE
CENSUS

Mr. KEANE. Thank you. First of all, I would like to identify Leo Schilling to my left, the director of our Seattle regional office, and of course it is that office that has the responsibility for enumerating Alaska. Leo and his staff have worked closely with Alaska officials on planning the 1990 census here.

He, myself, and our Census Bureau colleagues wish to commend you and your committee on holding this hearing on the 1990 census in Alaska, but also holding it early, holding it now in 1987 rather than late, when attention might normally expect to be focused; and finally, holding it here on these premises, because one gets a better feel by doing that.

I begin with a historical observation. This year marks the 120th anniversary of the purchase of Alaska from Russia in 1867. Secretary of State, William Seward, who saw that Alaska would play an important role in America's future, was the architect of that bargain. And critics who knew nothing about Alaska's potential short-sightedly referred to the purchase as Seward's Folly or Seward's Icebox, and other terms, too, I understand. We need only look around in this enviable city of Anchorage to know that history has proven Seward right and its critics wrong.

In 1980 in this glorious state of Alaska we counted just over 400,000 people, 13 times more than when the first census in Alaska was taken, in 1880. Now we estimate the population at about 534,000. Since 1980, Alaska has passed Wyoming in population.

As with you, Mr. Chairman, my personal interest in the 1990 census of Alaska brings me here. I shall therefore discuss four topics of the 1990 census plans here: Planning itself, the procedures, Alaska natives, and local participation in the census, in that order.

First, planning: Alaska and the Census Bureau have worked closely together to devise plans for conducting the best census possible in Alaska in 1990.

We have benefited from the knowledge and hard work of several Alaskans dedicated to a good census: Dr. Jack Kruse of the University of Alaska's Institute of Social and Economic Research; Dr. Greg Williams of the Alaska State Data Center; Ms. Rosita Worl of the governor's office; and Mr. Carl Jack of Anchorage, in the room behind me, who is a member of our Census Advisory Committee on the American Indian and Alaska Native population. This advisory committee, which meets twice yearly, is an important source of advice on our plans for enumerating Alaska Natives and American Indians.

In March of this year we sent our proposal for enumerating Alaska in 1990 to Dr. Kruse, Dr. Williams, Ms. Worl, and Mr. Jack for review and comments. Now, that's of course three years in advance of the census itself. We also sent the proposal to the nonprofit Alaska Native regional corporations. Mr. Schilling and Mr. Jack met with the Alaska Federation of Natives to discuss the plan. In general, the reviewers supported our proposal for enumerating

Alaska in 1990. They had suggestions for specific procedures, and we continue to discuss some of the details with them.

Now I will turn to some of the specifics in our proposed procedures. In my written submission I discussed our proposed procedures regarding timing, data collection procedures, personnel, and special places. In the interest of time, I will briefly touch on personnel because we had some problems hiring sufficient numbers of qualified workers in Alaska in 1980.

We are planning a broad-based, open recruitment system to get the large number of qualified workers we will need at all levels in 1990. One important goal is to have census workers indigenous to the areas in which they will be working. Even though that makes our recruitment job more difficult, it is the best approach. For Alaska, observers strongly recommended that we should place experienced Census Bureau employees in the key managerial positions. We agree and will make every effort to insure that that is done.

We plan to pay census workers an hourly rate, rather than use a piece rate, as was the case in 1980. Some observers believe that a piece-rate system contributed to low wages in Alaska in 1980, which in turn led to difficulty in attracting and retaining workers. In Alaska, we plan to adjust the hourly rates to reflect the cost of living differential for the state in the neighborhood of 25 percent. In addition, we are considering a number of supplemental payment plans to encourage workers to complete training, take an assignment, and meet production levels.

The third part of my testimony concerns Alaska natives. We have introduced a new program for the 1990 census called the tribal and village liaison program. This program is designed to improve the participation of Alaska Natives and American Indians in the 1990 census by increasing their awareness of the census and of its importance. To achieve this and other objectives, we have asked each tribe, and soon we will be asking each Alaska Native village, to designate a liaison to serve as the primary contact with the Census Bureau on the 1990 census. The liaisons will carry out many important functions that will help to achieve the best census possible for their village or tribe.

Finally, local participation in the census. To make the census successful, we are establishing joint efforts between the Census Bureau and local tribal and village governments and community organizations. One of these joint efforts is the local review program, which I have described in my written submitted testimony. Here I will discuss the efforts for promoting the census.

A good promotion campaign is essential to building and maintaining public support for the census. Efforts made at the local and grass-roots level can make an important difference. We will have several efforts designed to create local census promotion messages and projects. I will briefly describe just a few. Perhaps people attending this hearing, and I do mean this, can suggest ways to make these efforts successful in Alaska; after all, that is why most in this room are here.

For example, we will ask local religious organizations to encourage their members to participate in the census. We are developing a school project geared toward making students aware of the histo-

ry and importance of the census and how to use census data. That project is well along. It is an evolutionary one; it is not starting from scratch. We have done one in the past in 1980 and we have done 1986 and 1987 versions, so that is coming along very, very well.

Beyond that, we will ask the highest elected officials in most jurisdictions in Alaska to set up committees of local leaders to generate publicity about the census. These committees can help their localities achieve a complete count. We shall work closely with community organizations, with tribes, and with Alaska Native villages to build support for the census. These are but some of the efforts we are planning for localizing publicity. In addition, we are seeking the advice of state, local, and Alaska Native leaders in Alaska on other effective ways to promote the census here.

So, Mr. Chairman, this concludes my brief report on the plans for the 1990 enumeration of Alaska. We appreciate your committee's continued strong interest in the course of the 1990 census. We especially welcome opportunities such as this to review our plans at the state and local levels.

I might say, also, that in June, 1985 I spent about a week in Alaska meeting with a variety of government and other officials here in Anchorage and in Juneau, including a meeting with the lieutenant governor, and I am pleased to come back for a return visit. In fact, I plan to spend the rest of this week going to additional areas in Alaska; tomorrow to Fairbanks, to Fort Yukon, to Bethel later on, which will mean over the past two years, I will have spent about three weeks here in five areas of the state and talked to upwards of 30 to 40 people.

So I hope that shows you, by demonstration beyond words, of my concern as the director of the Census Bureau for doing a better job here. This will give me a firsthand understanding of the task before us here in doing a superior job for the 1990 census.

Thanks for convening this hearing. I know it reflects yours and my shared interest on this.

[The complete statement of Dr. Keane follows:]

DR. JOHN G. KEANE
DIRECTOR, BUREAU OF THE CENSUS

Mr. Chairman, it is a pleasure to be here today to discuss plans for conducting the 1990 census in Alaska.

I will briefly discuss four topics: (1) the process for planning the census in Alaska, (2) the procedures we plan to use to take the census in Alaska, (3) issues related to Alaska Natives, and (4) our joint efforts with local, tribal, and village governments and community organizations.

PLANNING

First, I will discuss the process for planning the 1990 census of Alaska. The first step in planning for 1990 was to evaluate the experiences in the 1980 census. Census Bureau staff who worked on the Alaska census submitted observations on the successes and problems in the enumeration. We also benefitted from the excellent report prepared by Dr. John A. Kruse and Dr. Robert Travis of the University of Alaska's Institute of Social and Economic Research. Prepared for the Office of the Governor and released in October 1981, this report was a technical review based on interviews with census workers. It detailed many of the problems experienced in the 1980 census of Alaska and made recommendations for 1990. We also held numerous discussions with Alaska Native leaders and others involved in the 1980 census of Alaska. Together, these observations, reports and discussions (which were in agreement in many particulars) formed a solid basis for 1990 planning.

In July 1984, the Assistant Director for the Decennial Census and other Census Bureau staff participated in a roundtable discussion in Juneau to discuss plans for the 1990 census. In June 1985, we held local public meetings in Juneau and Anchorage. The roundtable and the local public meetings were another opportunity for Alaskans to review the 1980 census and to comment on our preliminary plans for 1990.

We also have two additional important channels for gathering advice on issues related to counting Alaska Natives in the 1990 census. The first is the Census Advisory Committee on the American Indian and Alaska Native populations. The committee held its first meeting in the spring of 1986 and will hold its fourth meeting this October. Mr. Carl T. Jack, an Alaska Native from Anchorage, is a member of the committee. The committee is an important vehicle for discussing 1990 enumeration plans. The second channel is our series of 12 regional meetings with American Indians and Alaska Natives. In June 1985, we conducted a meeting in Anchorage to discuss general plans and objectives for the census, population and housing subjects, data products, geographic issues, and outreach. These discussions provided important information for 1990 planning. Tribal and village officials offered suggestions and recommendations about our plans and informed us about other concerns we should address. Beginning next year, we plan to conduct a second round of meetings to describe more definitive plans for enumerating American Indians and Alaska Natives and to gather momentum for support in our 1990 promotion efforts. We have not yet set the exact dates or locations for the second round of meetings.

In September, 1986, we held an internal Census Bureau conference on the enumeration of Alaska to review all of the information, suggestions, and comments coming out of the various meetings held up to that time. At that conference, we developed a comprehensive proposal for enumerating Alaska in 1990. I will describe some features of the proposal a little later. In March 1987, we sent this proposal to several experts in Alaska for review, including Dr. Kruse, Mr. Jack, Dr. Greg Williams of the Alaska State Data Center, and Ms. Rosita Worl of the Governor's Office. We also sent copies of the proposal to the nonprofit Alaska Native Regional Corporations. In June of this year, Mr. Leo Schilling, Director of our Seattle Regional office, and Mr. Jack met with the Alaska Federation of Natives to discuss the plan. In general, the reviewers supported the proposal for enumerating Alaska in 1990. They had suggestions for specific procedures and we continue to discuss some of the details with them.

We have also worked closely with the State to plan for redistricting data. One of the two legal requirements for the decennial census is to provide the governor and the legislature of each state with small-area counts of the population for legislative redistricting. Our staff met with state officials in Juneau in February of 1985. Alaska is one of 38 states that are participating in the 1990 Census Redistricting Data Program. We appreciate the efforts of Dr. Greg Williams and his staff in that regard.

Finally, I will mention that in addition to these meetings, there have been numerous contacts and conversations and a close working relationship between Regional Director Schilling and his staff and officials in Alaska.

This close working relationship is essential because the enumeration in Alaska in 1990 will be under the direct supervision of our Seattle office.

In summary, Mr. Chairman, I would observe that we have established a relationship with the state of Alaska with a strong level of joint participation between the State and the Census Bureau. Working together we can devise plans for conducting the best census possible in Alaska in 1990.

PROCEDURES

Now, Mr. Chairman I will turn to my second topic--the procedures we plan to use in the 1990 census. I will discuss our proposed procedures in four areas--timing, data collection methodology, personnel, and special places.

Timing

First, timing. Historically we have begun the enumeration in the remote areas of Alaska earlier than elsewhere in the State or the rest of the country. For example, in the 1960, 1970, and 1980 censuses we began the enumeration in remote northern and western Alaska in January and began the enumeration for the rest of the State and Nation about April 1. The primary reason for the early enumeration in remote areas was to avoid the spring breakup when travel conditions are poor.

Reviewers of our 1980 census procedures noted that the early enumeration makes the interpretation of census data difficult and increases the probability that population movements between the early and later enumeration regions would reduce the accuracy of population counts.

We recognize this problem and are trying to solve it. We still believe it is necessary to start the enumeration in remote areas early in order to complete it accurately and in a timely fashion. However, we do plan to start later than in 1980, probably late February or early March. April 1 will be Census Day for the entire State. This should reduce the data interpretation problems experienced in 1980.

Data Collection Methodology

Second, data collection methodology. In 1980, we used door-to-door methods (also called "conventional" or "list/enumerate") for the entire state. For 1990, we propose to use both mail-out/mail-back and door-to-door methods. We will select enumeration methodologies appropriate to each area of the State.

For the Anchorage and Fairbanks areas we plan to use mailout/mailback procedures, which we use to enumerate most of the population in the country. Basically, we use these procedures in areas where the density of population and mail-delivery systems allows us to develop a good mailing list of addresses before the census. We will compile an address list prior to Census Day, mail questionnaires to each household on the list, and ask householders to mail back the questionnaires to the local district office. Enumerators will visit those households for which a questionnaire is not returned. The mail-out/mail-back procedures for the Anchorage and Fairbanks areas will be the same as those used in the other areas of the country.

For the rest of the State, we plan to use door-to-door enumeration procedures. Mail carriers will deliver unaddressed questionnaires to each housing unit on their routes. We will ask householders to complete the questionnaire and hold it for an enumerator to pick up. The enumerator will compile an address list as he/she visits households to pick up or complete a questionnaire. We may modify procedures, as necessary, to meet the special needs and conditions of the remote areas.

Personnel

Third, personnel. In 1980, we used a political referral system in Alaska and elsewhere in the Nation. In 1990, we are planning a broad-based, open recruitment system to get the large number of qualified workers we will need at all levels. One important goal is to have census workers indigenous to the area in which they will be working. While we have no plans to use a political referral system, referrals from political officials will be considered along with candidates from all other sources.

For Alaska, observers strongly recommended that we should place experienced Census Bureau employees in the district office manager and selected other key positions. We agree and will make every effort to ensure that the district manager and the field operations supervisors will be experienced Census Bureau employees. We will contact a wide range of possible employment sources to get candidates for other positions. In Alaska, the State Teachers Association, Alaska Native villages, and Alaska Native Regional Corporations will be among those contacted.

Another issue of concern to observers of the Alaska enumeration in 1980 was the use of a piece-rate system for certain operations, such as follow-up. We used a piece-rate system nationwide in 1980. Under the piece-rate system, enumerators were paid a specified amount for completion of a short-form questionnaire, a long-form questionnaire, and so on. The piece rates were established at a level to encourage enumerators to complete a certain number of cases per day in order to reach a targeted hourly rate. In some cases, enumerators had difficulty meeting the target if people were not at home, there were long distances between housing units, or there were other factors that made the enumeration difficult. Some observers believed that the piece-rate system contributed to low wages in Alaska, which led to difficulty in attracting and retaining workers.

For 1990, we will pay census workers an hourly rate, rather than use piece rates. Of course, in Alaska, the hourly rates will be adjusted to reflect the cost-of-living differential for the state. In addition to the hourly pay, we are considering a number of supplemental payment plans to encourage workers to complete training, take an assignment, and meet production levels. We believe that this system of hourly and supplemental pay will help us to attract and retain workers for the 1990 enumeration in Alaska and nationwide. Our test census results have shown this pay plan to be very successful.

Special Places

Fourth, enumeration of special places. Special places are places that contain group quarters, such as college dormitories, military barracks, nursing homes, and the like. Because of its unique and diversified economy,

Alaska contains special places that pose new challenges. In 1980, we were not particularly well prepared to locate and enumerate persons staying at such special places as logging camps, floating canneries and freezer ships, and oil camps (remote energy enclaves, pipeline maintenance stations, and so on). All of these places are inhabited by workers who live there for an extensive time during the work season.

For 1990, we will use national directories obtained from Federal agencies and national organizations to compile an address list for special places. Also, we plan to contact the Alaska Loggers Association, the Alaska Department of Fish and Game, the Alaska Department of Natural Resources, and the major oil companies to obtain additional addresses to supplement our list. We plan to use crew leaders, who are supervisory level personnel, instead of enumerators, to enumerate special places in the remote areas. Persons in the logging camps, floating canneries and freezer ships, and oil camps will be allowed to report a usual residence elsewhere. This way, they can be credited to the counts for the place they consider to be their home, if they wish. If they do not report a usual residence elsewhere, they would be counted where they are at the time of enumeration; those on floating canneries and freezer ships would be counted at their homeport.

ALASKA NATIVES

Now, Mr. Chairman, I will discuss our plans for enumerating Alaska Natives in the 1990 census.

Persons will be identified as Alaska Natives by their responses to a question on race. As in 1980, we plan to include a race question on the questionnaires.

This question will have among the listed categories "Indian (Amer.)," "Eskimo," and "Aleut." Persons who report as Indians will be asked to give the name of their enrolled or principal tribe. We are testing further refinements of the race question this year. In addition, we plan to conduct two focus group interview sessions with Alaska Natives this fall to determine if the terminology and instructions for the race question are understood by the participants. The focus group sessions will consist of about 12-14 participants each. Focus groups can uncover underlying motivations that cannot be measured with a survey. Participants respond to situations and inquiries posed by a trained moderator.

We will provide data for Indians, Eskimos, and Aleuts for a variety of small geographic areas in the State, such as places, census tracts, census blocks, and so on. In addition, we plan to tabulate data for Alaska Native village statistical areas and for Alaska Native Regional Corporations. We delineated boundaries for the nonprofit regional corporations based on information the Bureau of Land Management provided us. We will give the regional corporations the opportunity to review these boundaries. We have asked the State Data Center, the Bureau of Indian Affairs, other Federal program agencies, and the regional corporations to update our list of Alaska Native villages to ensure that all permanent settlements and functioning governments are included. We also have asked the regional corporations to delineate the boundaries for the Alaska Native village statistical areas following specified guidelines.

We have introduced a new program for the 1990 census--the village and tribal liaison program--designed to improve the participation of American Indians and Alaska Natives in the 1990 census by increasing their awareness of the importance of the census. To achieve this and other objectives, we have asked each tribe, and will soon be asking each Alaska Native village, to designate a liaison to serve as the primary contact with the Census Bureau on the 1990 census. The liaisons will provide the tribes and Alaska Native villages with a direct line of communication with the Census Bureau.

We have suggested that the liaisons be village and tribal members who live in the village or on the reservation they represent; that they be able to speak the tribal, Eskimo, or Aleut native language, if necessary; and that they be available to serve as liaisons through the 1990 census. We will provide training and the various materials the liaisons will need.

The liaisons will carry out many important functions that will help to achieve the best census possible for their reservation or village. They will advise village and tribal officials about the census process and how the data are collected and used by Federal and state agencies. They will monitor conditions in the village or on the reservation that may affect the enumeration, such as the need for census interviewers to speak the native language; distribute recruitment and promotion materials; and advise on the most effective media to use in delivering the census message.

The liaisons will introduce 1990 census school project materials in reservation and village schools and organize tribal and village residents to aid in promoting the census. They may refer tribal and village members for census jobs, explore opportunities for questionnaire assistance, and help resolve problems that might delay the completion of the enumeration.

LOCAL, TRIBAL, AND VILLAGE GOVERNMENTS AND COMMUNITY ORGANIZATIONS

Mr. Chairman, the last topic I will discuss is our joint efforts with local, tribal, and village governments and with community organizations. I will discuss our efforts in two areas--local review of census counts and promotion of the census.

Local Review

First, local review. Introduced as part of the 1980 census, the Local Review Program gives officials in approximately 40,000 governmental jurisdictions, including American Indian reservations and Alaska Native villages, an opportunity to review preliminary census housing counts.

The focus of the program is on housing unit counts because many localities, tribes, and villages maintain and update some type of record system (such as residential utility hook-ups) that identifies most of their housing unit inventory. Officials compare counts from their record systems to the census housing unit counts for the comparable geographic area to determine if there are any major discrepancies that suggest possible coverage or geographic misallocation problems in the census. If the local, tribal, or village governments identify and provide documentation of discrepancies, we would canvass the areas in question.

One problem we experienced in 1980 was a lack of understanding about how to prepare for and participate in the Local Review Program. We are beginning our contacts with local, tribal and village officials earlier this time so they would have more time to prepare for local review. We have asked local and tribal officials to appoint liaisons to work with the Census Bureau on the program and we have sent the liaisons detailed informational material. Within the next two months, we will be asking each Alaska Native village government to appoint one individual who will serve as the local review liaison and as the liaison for the outreach, recruitment, and other activities described earlier.

In most states, we have trained census data experts who, in turn, will train officials on how to prepare for and conduct local review; in other states, we will conduct the training ourselves. In Alaska, the State Data Center has agreed to train the officials between now and the end of the year. Staff from our Seattle office briefed the State Data Center participants last month. We appreciate the State's participation in this important program. In the workshops, the trainers will brief the local officials or their liaisons on the Local Review Program--what it is, how it works, how to prepare for it, and the kinds of documentation needed to back up claims of discrepant counts. Training for tribal and village government officials will be conducted separately because of the different conditions on some American Indian and Alaska Native lands.

Another change in the program for 1990 is our plan to provide the local review counts down to the census block level--the smallest geographic level. This will apply to the entire country since we will have census

blocks nationwide. In 1980, we provided counts only at the enumeration district level, the next larger geographic area that contained several census blocks. This change will allow local officials to determine more precisely where there may be discrepancies in the counts.

Census Promotion

Second, census promotion. In a free society, public cooperation is the cornerstone of a good census. While answering the census is mandatory, we cannot do our job unless there is widespread support for the census and recognition of its importance. A good promotion campaign is essential to building and maintaining public cooperation. The efforts made at the local and grassroots level can make an important difference.

In January 1987, we signed a contract with the Advertising Council to pursue a public service advertising campaign. We will design the promotional campaign with a basic message in mind: The census is important, safe, and easy. This will help build awareness and encourage participation in the census. In addition to the large-scale advertising campaign, which will be designed primarily for television, radio, and newspapers, we will establish many other efforts to gain support for the census. Several of these efforts are designed to create local census promotion messages and projects.

For example, local religious organizations will be asked to encourage their members to participate in the census or, in some cases, to provide assistance in filling out their questionnaire. And, we are developing a school project that will provide each elementary and secondary school in the country

with a set of reproducible lesson plans for classroom instruction. These lesson plans are geared toward making students aware of the history and importance of the census and how to use census data. The ultimate goal is to have students take their knowledge about the census home with them. In some cases, older students may be the only ones in a household with the language skills to complete a questionnaire.

We will ask the highest elected official in every jurisdiction in the country to set up a committee of local leaders--called a Complete Count Committee--to generate local publicity about the census. We believe that this local publicity is an essential complement to the other programs and projects we are initiating. Local leaders can identify those different themes or activities that will be effective in their areas.

Through our Census Community Awareness Program, we will work closely with grassroots, community organizations and Alaska Native villages to build support for the census. The regional offices will assign community awareness specialists to work with communities that contain significant concentrations of population groups that have been historically undercounted or are otherwise expected to be difficult-to-enumerate. The community awareness specialists will work to build a network of support for the census among community groups.

In addition to these opportunities for localizing publicity, we are seeking the advice of Alaska state and local leaders and Alaska Native leaders on other effective ways to promote the census in Alaska.

We appreciate this Committee's continued strong interest in the course of the 1990 census. And we especially welcome opportunities such as this to review our plans at the state and local level.

Mr. DYMALLY. Dr. Keane, concerning the busy schedule you have marked up for yourself, I suspect you will be doing fishing at night?

Mr. KEANE. Where are they biting?

Mr. DYMALLY. Dr. Keane, given the fact that you now have some sort of a merit system in hire, is it possible that you could suspend that formal procedure and go into a more personal and subjective method of hiring so you can meet some of the problems that you faced in 1980?

Mr. KEANE. It is possible. We are looking at it, and we will particularly be sensitive to a waiver probably in those areas where we are really having difficulty getting people. We realize this is not an even opportunity kind of a situation in terms of the qualified candidates.

Mr. DYMALLY. How are you going to prepare the list to enumerate?

Mr. KEANE. Well, we are going to the Alaska Native corporations, we are going to other federal agencies. We are certainly using our own considerable knowledge and address list in the local review program for the cities of Anchorage and Fairbanks; they will have a chance to look at our data before the census itself. And we are also doing a much better job of what is called the vacant/delete check, which looks at something which is on the vacant/delete list; that is, we would go to it, to make sure that the unit should be on the vacant/delete list or that indeed it is not occupied. Those are some of the—

Mr. DYMALLY. Doctor, Representative Martin spent some time talking about the block enumeration.

What was the term you used?

Mr. MARTIN. Block balancing.

Mr. DYMALLY. Block balancing. Could you address that issue?

Mr. KEANE. I think this is the overall program that the 38th state signed up, including Alaska. Do you want to—

Mr. DYMALLY. Please address that.

Mr. KEANE. My colleague is more knowledgeable on the Alaskan situation.

Mr. DYMALLY. Please repeat your name for the record.

Mr. SCHILLING. Leo Schilling.

Are you referring, Congressman—or Representative Martin, to the blocking of the entire state of Alaska?

Mr. MARTIN. Yes.

Mr. SCHILLING. The entire country will be blocked for 1990, and in 1980—

Mr. DYMALLY. Tell me what you mean by that.

Mr. SCHILLING. Breaking down land areas into the smallest polygons with the fixed features, like roads or rivers or power lines, a permanent fixture that is easily identifiable. And we will simply be taking the geography of the country and doing accounts by the smallest land areas that we can split up in that manner.

Mr. DYMALLY. How are you going to reduce the block levels from sections that are not now into blocks?

Mr. SCHILLING. From sections?

Mr. DYMALLY. Yes. How are you going to divide up the blocks? How are you going to do that in this large mass of federal land?

Mr. SCHILLING. I think that you normally do this by the jurisdictional levels. Obviously, county lines will determine block lines, city limit lines will determine them. When you get into things like redistricting, one of the purposes of the block boundary suggestion program, which Representative Martin referred to, was to get state input into where they feel those lines ought to fall, and then we will restructure blocks in such a way and put the lines in place to conform with their wishes.

Mr. DYMALLY. The two representatives talked about an earlier census because of, I suspect, seasonal workers and temporary workers. Have you ever thought about starting the census here earlier to give you more time?

Mr. KEANE. Yes, we likely will. We started January 22nd in the northern and western areas of the state in 1980; we are thinking about late February, early March. But there are other considerations, we just did not do that arbitrarily. One is the weather breakup, particularly the ice breakup, which is a problem. The other is, and I am somewhat envious of it, is people go hunting around that time and they are not at home, which risks the count and certainly adds to the effort and the cost involved in enumerating.

So, if we are thinking of starting anywhere, say, from four to six weeks later, which would put it late February, even early March, that reduces the time spent considerably and ought to ease the concern too.

Mr. DYMALLY. One last question. They also addressed the question of the absentee soldier who is registered in the state but is serving overseas.

Mr. KEANE. We are working with the Department of Defense on that to see what might be done. However, there are technical details, specific rules for enumeration of special groups, and we do count, rather consistently, people in their usual place of residence.

And of course, colleges have the same gripe with us, in jurisdictions where people are away at school. It just depends on what kind of higher education you have located within your municipality.

Mr. DYMALLY. On a related subject, the active Americans in Europe are so well organized they have got delegates to both the Democratic and Republican conventions. Do you count them, and where do you put them?

Mr. KEANE. Americans—I don't know the answer to that. I will supply it for the record.

Mr. SIKORSKI. Don't we have about two and a half, three million Americans outside the country?

Mr. KEANE. I don't know what the count is, but it would be quite a few.

Mr. SIKORSKI. How do they fit into the census?

Mr. KEANE. They are enumerated at their usual place of residence. If they are out of the country, then that is their usual place of residence.

Mr. DYMALLY. Do you know how many people we have in France, Dr. Keane?

Mr. RUTH. Americans overseas—

Mr. DYMALLY. Identify yourself for the record.

Mr. RUTH. Fred Ruth, Census Bureau. Americans overseas that are there on a more or less permanent basis, or they have lived there for a period of time, are not counted as part of the population of the United States. If they are there on vacation or whatever, odds are—even if it is around April, we will get them when they come back. They will fill out their form, send it in, or we will catch them on a follow-up.

Mr. SIKORSKI. So you have three different levels; the tourists and the short-termers are going to get counted here, their place of residence; the long-termers, state department personnel, whatever, are not going to be counted, even though they may maintain their home here. But what about the people like—Representative Martin, and Representative Furnace mentioned, who are at Elmen-dorf and are temporarily assigned to Korea or someplace else? They don't show up in a housing unit here?

Mr. RUTH. As Dr. Keane said, we have special rules for enumerating special situations like that, and we are working with the Department of Defense on this issue. Because there are also bases that—and populations on those bases where you may not want others to know; I mean, the general populous, how many are there and what have you, but we will count them.

Mr. DYMALLY. For instance, those workers in the Middle East who have been there for years and years in friendly countries. I guess they fall between the cracks and they don't get counted?

Mr. KEANE. They will not get counted, but it is by design. This is not arbitrary. It may sound from—because the rules are highly specific and technical, whether it is the special nights for the homeless or military overseas or treatment of ex-patriots, it is all detailed; we just don't know that detail. Some countries, my counterpart in Egypt happens to be visiting the Census Bureau this week, they have just completed their census. Census day was November of 1986 and the count for Egypt is 48 and a half million, but they also have a count, for the kind you are talking about, of approximately two and a half million outside of Egypt who are Egyptian. They do that by going through an administrative record check, specifically work permits, which apparently is a national requirement for anyone Egyptian working outside the country, and they use that, then, to estimate the count.

Mr. DYMALLY. In our case we don't require work permits overseas.

Mr. KEANE. So we don't have the administrative record, which is indicative of the nation as a whole, particularly compared to Europe and particularly compared to northern Europe where the administrative record keeping is a highly mature situation, and therefore the census is not quite as important there as it is elsewhere.

Mr. DYMALLY. So we have to have a hearing in Saudi Arabia to check that out.

Mr. KEANE. We have 30 people in Riyadh. I respectfully suggest August is not the month. Let's be in Anchorage in August.

Mr. DYMALLY. November?

Mr. KEANE. November is all right.

Mr. SIKORSKI. I was going to ask, Mr. Chairman, how many countries are we currently assisting, or in fact, doing their census?

Mr. KEANE. We have a working relationship currently within the neighborhood of 30 countries, and that relationship would take the form all the way from approximately 30 people in Saudi Arabia where the Census Bureau has the oldest, largest, and by two special assessments, our embassy and the Treasury Department, the best of the joint commission projects going on. It would cover a protocol with the People's Republic of China, which I signed in July of 1984.

We have people in Nigeria, currently one is resident consultant to Egypt. And then we are training people from, who just graduated several weeks ago, 72 from the training of 1986-1987, and they represented 20 some countries. They tend to be now Latin America and Asia and Africa.

Mr. DYMALLY. And a large contingent from the Middle East, too?

Mr. KEANE. Yes.

Mr. DYMALLY. Dr. Keane, one final account. Independent researchers claim that the undercount in 1980 was about 3.2. Do you agree with that?

Mr. KEANE. Our post-enumeration program estimate for 1980 is 1.2 to 7.8, so that is quite a large range. But these are not easy to do. One would want to look at the method that spawns that estimate.

Mr. DYMALLY. Mr. Sikorski.

Mr. SIKORSKI. Just a question on OMB. Maybe you can answer it briefly and then supply the fireworks for the record, but OMB has proposed that we drastically reduce the census. Are you talking with them about that questionnaire?

Mr. KEANE. Yes. We, several weeks ago, submitted additional material to OMB and our staffs are in rather regular communication these days, as you might judge on the comments.

Mr. SIKORSKI. They tend to look at the veneer in terms of reducing paperwork, but the whole idea of a census is if you do a uniform extensive supportable census, you will have eliminated a whole host of paperwork and problems with the administration of a whole host of programs. And if you don't get the information on housing, if you don't get the information that they have criticized as being unnecessary or duplicative, we will be left with big holes in the administration of our housing programs, our reapportionment, and a whole bunch of other things. I hope you are strong, as I know your professionalism dictates.

Mr. KEANE. Well, a number of the users themselves have communicated to Congress, certainly to OMB, on their concern: The Department of Transportation, HUD, the mortgage banking industry, the construction industry, which is a family, really, of support industries. Take HUD, for instance, the Fair Market Value Rental Act, that is not—I am not sure precisely the term of that, but anyway, it is tied directly to some of the questions proposed for elimination.

So I would say, Congressman Sikorski, that the process is running pretty much its normal path: Something is proposed, there is a reaction, there are discussions, and resolution.

Mr. SIKORSKI. Let me ask you just one final question. How many people at OMB have ever done a census?

Mr. KEANE. None to my knowledge, but I haven't done a census of the question either.

Mr. SIKORSKI. Thank you.

Mr. KEANE. There is one individual who was at the Census Bureau, that I know is over there, is Maria Gonzales.

Mr. DYMALLY. Dr. Keane, let me throw a radical one at you. The IRS information is confidential, census information is confidential, you pride yourself in that, but the IRS permits an accountant to help you prepare your returns, your 1040, et cetera. What would be a response to having some helpers on the census, a number of people don't like or know how to fill out the long form? I mean, would you have some objection if someone were to help them do that?

Mr. KEANE. You mean somebody that is part of our enumeration team?

Mr. DYMALLY. Yes, or let's say we certify the Catholic agency or the Red Cross, as the case may be.

Mr. KEANE. I doubt that we would certify anything *carte blanche* like an agency, but individuals who are duly sworn in by the Census Bureau and qualified, we do offer an assistance program, as I think you are aware of.

Mr. DYMALLY. So it is possible that from your Bureau we can get some help for those people who are maybe intimidated by the long form?

Mr. KEANE. Sure, we encourage that, because we want as complete and as accurate data as possible.

Mr. DYMALLY. But in the case, let's say, of the newly legalized citizen who still has fear of Hepe Seville. What if the Catholic Social Agency were to say, we would be prepared to render them some help. Do you think it is possible that some kind of arrangement could be worked out with the Bureau?

Mr. KEANE. This isn't the arrangement you have in mind, and we would have to look into that. But there is quite a large program that I am very directly involved with and coauthor with the ad hoc committee on Hispanic affairs of the Catholic Church. Briefly, that group has a program called *inquieto*, which means to go out into the barrios, the migrant camps, wherever Hispanics are who are baptized and not attending church, and try to bring them in. They have a very established structure and a very comprehensive network to do that.

I took five people before that group in January of this year, and we are seeking to get, later on in the year, a formal endorsement from the Catholic church of the 1990 census. And then—and I am working with Pablo Sedilla to—as coauthors of a written plan to use that structure to count Hispanics.

So this is just one of the major problems, and we work with other churches, of course, too.

Mr. DYMALLY. Would they be permitted to help them fill out the forms?

Mr. KEANE. Who?

Mr. DYMALLY. The volunteers that you are talking about.

Mr. KEANE. I would—I don't know, I will have to supply the information.

Mr. DYMALLY. Think about that.

Mr. KEANE. Perhaps Leo can.

Mr. SCHILLING. One of the things we do in the area, we do a mail census. We set up questionnaire assistance centers; this is part of our outreach program. Simply what we do is go to organizations like you have described or an Indian center, a place like that, and make arrangements with people for them to assist people with the questionnaire, to provide them with basic training so that they can do this.

At the time they do it, they advertise to their people that they will help them with the questionnaire and it is between them and their people. They cannot be a formal part of the Census Bureau, we would have to make them sworn agents. But for them to provide the assistance within their organization, that happens regularly.

Mr. DYMALLY. I am intimidated by these questionnaires that these professors send you every week; 30 pages of questions. I travel with it, I sleep with it, and after six months or so, I get around to answering it.

Thank you very much, Dr. Keane.

Mr. KEANE. You are quite welcome.

Mr. DYMALLY. You will be available until the—

Mr. KEANE. Yes. I have got a speech this afternoon for about a half an hour or so.

Mr. DYMALLY. For our representatives Mr. Martin and Mr. Furnace, you can meet in Mr. Young's office. I am sure they will accommodate. Thank you very much.

Mr. SIKORSKI. Thank you.

Mr. DYMALLY. Mr. Miller.

STATEMENT OF CHRIS MILLER, REPORTS AND LABOR MARKET INFORMATION SUPERVISOR, ALASKA DEPARTMENT OF LABOR

Mr. DYMALLY. Good morning. Identify yourself for the record.

Mr. MILLER. Mr. Chairman, my name is Chris Miller, I am a supervisor with the Reports and Labor Market Information Unit of Alaska's Department of Labor's research and analysis section.

I would like to briefly review about ten recommendations that we have come up with to help.

Mr. DYMALLY. We will put your entire statement into the record.

Mr. MILLER. Right. I have copies of the record too.

Our comments are based on discussions with the U.S. Bureau of Census up through August 12th and our understandings of their position up to that point.

First of all, we would like to recommend that the Anchorage office to use—for conducting the census be opened as early as possible to insure time for the hiring of and properly training of the census workers for the special conditions that they will be facing.

Secondly, we would like to recommend that training of enumerators be done on site, in their village, if possible. This will allow not only the enumerators to get some hands-on experience, but also to allow team leaders to become familiar with the areas.

Thirdly, we would like to recommend the inclusion of the vacant-delete checks for all places over 125 residents. It is our understanding that this vacant-delete check was going to be only done on a sample basis in the smaller areas.

Fourth, we would like to recommend that Alaska Native organizations, the Native Language Center and the Department of Anthropology of the University of Alaska be invited to participate in the preparation and/or review of the instructional materials that will be used for training in the 1990 census, to help the enumerators, many of whom may have English as a second language, to understand the training.

Fifth, we wish to recommend that the state of Alaska participate in the local review for areas that are not included by a borough or an incorporated government or Alaska Native village. There is a significant land mass that falls in the crack.

Sixth, we would like to recommend that block level maps be made available as early as possible for local review.

Seventh, we recommend that the Bureau extend the use of the 1990 census long forms in all remote list areas of Alaska to 50 percent to insure—and insure that it be distributed randomly to those being enumerated. I think the current proposal is for one in six.

We recommend that the OMB—that OMB approve all the questions suggested by the U.S. Census Bureau.

Mr. DYMALLY. I should tell you here that the Joint Economic Committee held hearings in the last week of adjournment, and it was a very hot one, and everybody whom the director mentioned in his last response was there urging the Census Bureau to keep the questions.

Mr. MILLER. Thank you. We would like to recommend that a question be added to the 1990 census long form to determine a secondary place of residence.

Mr. DYMALLY. Elaborate on that secondary place of residence.

Mr. MILLER. It has to do with the highly mobile population, the transient work force, the transient population. An example is, I am aware that Greg Williams, our demographer, indicated that in Arizona for three months of the year there is a—they call them the gray birds, I think, about 30,000 people who spend the winter months in Arizona and move on. But this can also deal with the work force, that kind of thing.

Mr. DYMALLY. Yes.

Mr. MILLER. Tenth, lastly, we would like to recommend that a question be added to the 1990 census long form to estimate the discouraged workers for all areas for which the labor force estimates are prepared.

[The complete statement of Mr. Miller follows:]

STATEMENT OF CHRIS MILLER
 REPORTS AND LABOR MARKET INFORMATION SUPERVISOR
 ALASKA DEPARTMENT OF LABOR

BEFORE THE SUBCOMMITTEE ON CENSUS AND POPULATION

Mr. Chairman, and members of the subcommittee, my name is Chris Miller. I am a supervisor of the Reports and Labor Market Information unit of the Alaska Department of Labor's Research and Analysis section.

Our research section includes all of Alaska's federal/state cooperative statistical programs with both the Census Bureau and the Bureau of Labor Statistics. This statement draws upon the knowledge and experience of both our chief of research and the state demographer.

The comments presented in this testimony are based upon plans and information presented to us as of August 12, 1987 by the U.S. Census Bureau through the Decennial Planning Division, the State Data Center Program and the Seattle Regional Office.

INTRODUCTION

The original purpose of the U.S. Census was for redistricting. The framers of the constitution recognized the importance of informed decisions in public policy. As we approach the 21st century, the census has become essential as a means of seeing that federal, state and local government services equitably reach those people for which they were intended. Additionally, it helps many kinds of businesses and industries to efficiently reach their intended markets. Without a quality census, substantial public and private resources would not be spent as effectively.

To have a quality census minimally requires:

- 1) Accurate enumeration with a minimal undercount of households;
- 2) Sufficient sample size to provide accurate detail for Alaska's census areas and small communities; and
- 3) essential questions must be asked.

Assuring these objectives in Alaska involves the successful organization of people and proper funding. While no amount of funding can guarantee that the census will be properly organized and carried out, it cannot succeed without that funding. Funding decisions have already led to short cuts in all areas necessary for a quality census. The 1990 Census is being undermined before it has even begun. A quality census is not cheap but a poor census would result in misallocation of resources that was many times greater.

The Census Bureau estimated the 1980 Census undercount in Alaska to be 3.2%. Our own research suggests that the undercount may have been as high as 3.6%. This is compared to an estimated undercount of 1% for the United States as a whole. Because of the large size and low population density of this state the enumeration of Alaska in 1980 was one of the worst in the nation.

In fiscal year 1983 Alaska received approximately \$1,000 per person in federal allocations based upon population estimates either directly from or based upon the 1980 Census. That relative difference in the undercount of the decennial census denies Alaska its fair share of federal allocations. Avoiding a large population undercount will similarly be important in the 1990s.

ACCURATE ENUMERATION

How large a census undercount will occur in 1990 will depend on:

- 1) The staffing and training of enumerators and census managers;
- 2) The logistics of the enumeration;
- 3) the quality and accuracy of maps and materials used for enumeration and;
- 4) the extensiveness of review of the enumeration for accuracy.

There are potential problems on all accounts that may affect the quality of enumeration in Alaska.

Staffing & Training The 1990 Census will be conducted out of a district office in Anchorage. Satellite offices may be temporarily set up in Fairbanks and Juneau. There will be a hierarchy of district manager, field operations supervisors, team leaders and enumerators hired and trained to find and enumerate everyone in the state. To the best of our current knowledge, this will involve the hiring and training of perhaps a dozen field operations supervisors, at least 150 team leaders, and over 350 enumerators.

Supervisors and team leaders should be hired far enough in advance for them to become thoroughly familiar with the areas and people they will be attempting to enumerate. We understand the Anchorage Regional office is currently scheduled to open in mid 1989. It should open in early 1989 to hire professionals with census or survey experience for all managerial and supervisory positions.

Team leaders need to be experienced at travel in Alaska and thoroughly knowledgeable of the people and communities where they must coordinate enumerators. Persons who command respect in their communities need to be identified and consulted during all aspects of the 1990 enumeration. A good enumeration will be had only through a close relationship between the Bureau and local communities.

On site training of enumerators is preferred to centralized, classroom training. Costs associated with training enumerators who fail to report to work will be reduced. On site training will also better prepare the enumerator for the 1990 Census. Classroom training cannot cover the unique situations encountered in the remote areas of Alaska.

Logistics The State recognizes the problems entailed in enumerating the remote areas of Alaska. The Census Bureau has identified three types of enumeration areas for the 1990 Census:

- 1) mail out/mail back;
- 2) regular list/enumerate; and
- 3) remote list/enumerate.

As presented by the Bureau, the state has no problems with the proposed mail out/ mail back and regular list/enumerate areas. There are concerns about the areas to be included in the remote list/enumerate operations. In 1980, vacancies were recanvassed to make sure the housing unit was vacant. These vacant delete checks showed 10% of vacancies to be occupied. For 1990, due to budget constraints, only a sample of vacancies are scheduled to be recanvassed. If there is an unacceptable level of nonvacancies, then that block group will be recanvassed. This procedure may increase the census error in Alaska for 1990, because the elimination of the vacant delete check for remote areas may mean no double checking of vacant housing for a large part of the state.

Without a vacant delete check of housing units in the remote areas, quality control is lost. The State realizes the expense of a complete vacant delete check, but asks that one be conducted in all communities with over 125 residents.

Maps and Training Materials Maps for enumeration must be accurate and materials used for enumeration must be understandable. We are concerned that the census instructions may not be appropriate for use in rural areas of the state.

Language barriers combined with training and instruction documents written in "Federal Document" style may well lead to a rejection of the census process by many persons. It is important that Alaska's linguistic diversity be considered when enumerating the 1990 Census. We recommend that Alaska Native organizations, the Native Language Center and Department of Anthropology of the University of Alaska be invited to participate in the preparation and/or review of instructional materials for use with the 1990 Census.

Review It is essential that the census enumeration be thoroughly reviewed for accuracy. In 1990 the Census Bureau will contact local governments and provide a local review program for incorporated places. In planning for local review for the United States as a whole, governments of cities and counties have been invited to do local review. In Alaska, we do not have county level governments for much of the state. Unless the State is invited to participate there will be no local review of the balance of the state outside incorporated places and organized boroughs.

Two-thirds of the incorporated places in Alaska have expressed interest in participating in local review. This is testimony to the desire of communities to check the results of the 1990 Census.

As currently planned it appears that local review in Alaska of the 1990 Census will be as inadequate as it was in 1980. Communities will be expected to have a count of housing units ready for review by census block, yet it is questionable whether block level maps will be available to communities in time to prepare the data needed for review. Communities will have only 10 working days to do the review. As currently stated in the materials produced by the Bureau for Local Review, a community would have to have more than 250 housing units in order to have more than one block possibly checked. Only about 30 communities might qualify for more than one block to be checked. This severely restricts corrections for small communities.

The preliminary census mapping work and identification of new communities for 1990 has been done by the Alaska Department of Labor, Research and Analysis through its Federal-State Cooperative programs with the U.S. Census Bureau. We have attempted to review Census Bureau plans at each step of the preparation to help the Census Bureau reduce the census undercount in Alaska for 1990.

Currently the opportunity for the representatives of the Federal-State Cooperative programs nationwide to aid the Bureau through review of the preliminary census maps is limited. Our experience could be used to spot check the preliminary maps or counts for possible error as an aid in the quality control process. The Bureau is missing a substantial opportunity to add a level of quality control to the 1990 Census by minimizing the opportunities for its own cooperative programs to review preliminary information.

SAMPLE SIZE FOR ADMINISTERING THE LONG FORM

Labor force and income data are developed from the use of a long form distributed to a sample of households. These data are necessary to benchmark the Current Population Survey, and Local Area Unemployment Statistics. In 1980 the Bureau distributed the long form to 50% of the persons in incorporated places under 2,500. In some small communities in Alaska the 1980 long form information was significantly biased because the long forms were not randomly distributed.

In a recent letter to Director Keane, our office expressed concern at the Bureau's preliminary decision not to do 50% sampling of small areas in the 1990 Census. Uniformly sampling only one in five, or one in six households with the long form would reduce the quality of substate unemployment estimates throughout the next decade. All socioeconomic characteristics data from the long form would only be useful for the more populous communities and boroughs of Alaska. Many federal allocations to counties or communities would not be done as equitably if large sample errors exist in labor force and other social characteristics for rural areas.

As a small state, composed of predominantly small communities, this proposal would adversely affect the quality of information available for the State of Alaska and severely restrict the usefulness of the census. The sample data from the decennial census is in most cases the most important single source of information upon which almost all social, employment, health and training programs in our state rely for an entire decade. This is particularly true in the areas of labor force, occupational, income and education statistics.

This proposal would reduce the quality of the sample data for some 55,400 persons in 150 communities or 9.7% of the states' population. Further, 115 of those small incorporated communities are Alaska Native Villages. Our rural communities consider it extremely important that quality sample information is available in order to document the social and economic impacts of the Alaska Native Claims Settlement Act.

We feel that we need to continue 50% survey information on not only incorporated places of less than 2,500, but also for Census Designated Places. In 1990 such communities will make up more than 9% of the population and consist of at least 288 communities, containing over 52,300 persons. Sixty eight of these communities are also currently Alaska Native Villages as well.

The largest cost of the census in Alaska is getting to and from rural communities. It would cost very little more to provide, administer and code long forms as opposed to short forms for rural areas of the state.

Demands continue to grow for more detailed information for use in government program and business activities. That is why we have devoted substantial effort to work with the Bureau to improve the census geography for 1990. We plan to continue to devote substantial effort in training communities for local review and other efforts to try to improve the count in 1990.

We recommend that the Bureau extend the use of 1990 Census long forms in all remote list areas of Alaska to 50%, and insure that it be distributed randomly.

QUESTIONS CONTAINED IN 1990 CENSUS

OMB Cuts We are very concerned over the Office of Management and Budget (OMB) recommendation of July 24, 1987 that close to 40% of the questions on the 1990 U.S. Census questionnaire be eliminated. The loss of the questions suggested by OMB would eliminate estimates of unemployment, migration and fertility not only in Alaska but in the nation as a whole.

The 1990 Census questionnaire is the product of several years of public hearings and development which were specifically undertaken to establish and document the statutory requirements and programmatic need for the questions. The proposed questions are to determine client populations for many state, local and federal government social programs important to the citizens of Alaska. The information is also used by many private Alaskan businesses for market analysis. The census is the benchmark for the Current Population Survey used extensively in intercensal years and a wide range of other surveys.

It is our opinion that the elimination of these questions from the 1990 Census would seriously jeopardize the efficient operation of both government and nongovernment organizations in Alaska. We understand that some of the questions may be saved because of the outpouring of concern expressed on this matter from across the nation. We are concerned that OMB did not adequately consider the benefits associated with the questions before recommending their elimination.

Seasonality of Population The 1990 Census will not gather information on the seasonality of the U.S. population. This is a particularly important issue in Alaska, and in other states with mobile populations. Currently there is no adequate method of estimating seasonal population flows into or out of any state. This information would improve the monthly population controls used for statewide labor force estimates from the Current Population Survey.

Discouraged Workers To be classified as unemployed an individual must have:

- 1) not worked in the prior week;
- 2) not been temporarily absent from a job they held;
- 3) searched for work in the previous four weeks; and
- 4) been able to work.

Often people are not classified as unemployed because they think that they can not get a job. This category is often referred to as discouraged workers. They are considered to be out of the labor force.

Each quarter estimates are available for this category for the nation from the Current Population Survey. In the first quarter of 1987 there were estimated to be 1,168,000 discouraged workers.

Unfortunately there is no information on discouraged workers for states and areas. Areas with no job opportunities may have relatively large numbers of discouraged workers and subsequently fewer unemployed. The unemployment rate will not adequately reflect the economic hardship experienced in the area relative to other areas. Social program funding would often be more equitably distributed if the number of discouraged workers were considered.

Alaska has approximately 15,000 employers spread over more than one-half million square miles, and employment is highly seasonal. In rural Alaska people know that no local employers will be hiring at certain times of the year. This knowledge inhibits the work search required to be classified as unemployed. For these reasons it is likely that rural Alaska has a disproportionate number of discouraged workers. We recommend that a question be added to the 1990 Census long form to estimate discouraged workers for all areas for which labor force estimates are published.

SUMMARY OF RECOMMENDATIONS

We recommend that the Anchorage Office be opened earlier to insure time to hire and properly train census workers for the special conditions faced in the enumeration of Alaska.

We recommend on site training of enumerators.

We recommend the inclusion of vacant delete checks for all places with over 125 residents.

We recommend that Alaska Native organizations, the Native Language Center and Department of Anthropology of the University of Alaska be invited to participate in the preparation and/or review of instructional materials for use with the 1990 Census.

We recommend that the State of Alaska participate in local review for areas not included by a borough, incorporated government or Alaska native villages.

We recommend that block level maps be made available earlier for use in local review.

We recommend that the Bureau extend the use of 1990 Census long forms in all remote list areas of Alaska to 50%, and insure that it be distributed randomly.

We recommend that OMB approve all questions suggested by the U.S. census Bureau.

We recommend that a question be added to the 1990 Census long form to determine secondary place of residence.

We recommend that a question be added to the 1990 Census long form to estimate discouraged workers for all areas for which labor force estimates are published.

Mr. DYMALLY. Mr. Miller, I think Mr. Sikorski may have some questions for you. We have a number of questions we would like to submit to you in writing so you can have an opportunity to just respond to them in the interest of time. Mr. Sikorski.

Mr. SIKORSKI. I think your recommendations hit the ones I was concerned with. I think the people from the Census Bureau are here and from their testimony, there is direct contact, and I hope you use this occasion and their presence here this week to its fullest. You also heard their testimony, and you believe their modifications thus far are right on track and you don't have any criticism of the communications process that has been established?

Mr. MILLER. No. As I understand, the communication is good. Greg Williams, Dr. Williams, is in contact with the Census Bureau daily.

Mr. SIKORSKI. I hope you use the occasion to drive home your recommendations.

Thank you, Mr. Chairman.

Mr. DYMALLY. The Census Bureau's estimate of the undercount is lower than that of the independent researchers. Where do you fit in, between the two of them?

Mr. MILLER. We estimate that the undercount in Alaska is around 3.6 percent.

Mr. DYMALLY. So you are the independent count.

Mr. MILLER. Yes.

Mr. DYMALLY. Your department obviously keeps up with the seasonal and the other unemployed worker and you keep good statistics on that. Does the department plan to work closely with the Census Bureau on this phenomenon?

Mr. MILLER. That is our wish, yes.

Mr. DYMALLY. Thank you, very much. We may use some of these questions for your response. Thank you.

Mr. SIKORSKI. Thank you.

Mr. DYMALLY. Ms. Janie Leask. Am I pronouncing it correctly? Could you pull up another chair for us, please.

STATEMENT OF JULIE KITKA, SPECIAL ASSISTANT TO THE PRESIDENT, ALASKA FEDERATION OF NATIVES

Ms. KITKA. Good morning, my name is Julie Kitka, and I am here on behalf of Janie Leask, who is the president of the Alaska Federation of Natives.

Mr. DYMALLY. Could you spell the last name for the record.

Ms. KITKA. Kitka, K-I-T-K-A. I am the special assistant to the president, Janie Leask, of the Alaska Federation of Natives. Miss Leask was called out of town on other business so she asked me to testify.

The Alaska Federation of Natives is a nonprofit corporation which provides the political voice and organization for Alaska Natives, particularly in dealing with the United States Government and the State of Alaska. Formed in 1966, the AFN is governed by a board of directors of 37 members, representing the 13 Native regional corporations formed under the Alaska Native Claims Settlement Act, the 13 regional nonprofit Native associations which operate human service programs and 12 representatives of the villages

of Alaska. AFN was originally formed to lobby and obtain land settlement for Alaska Natives, and that has been our primary focus for a number of years.

AFN's interest in the 1990 census is very clear: We wish to insure as full and accurate a count of Alaska's Native peoples as can possibly be achieved by modern technology and organization. We realize that any census is likely to have inaccuracies and undercounts; however, we also realize that those populations of American citizens which traditionally are most undercounted in the decennial census tend to be minority groups by race and culture. Because of the way any census is structured, its questionnaire, its outreach mechanisms by mail and in person, it is geared to counting middle-class mainstream American populations most accurately, those people who are easy to identify by stable residence, employment, or other social connections. Americans who do not fit that general description are at most risk of being undercounted, particularly people of traditional, non-Western cultures living in remote areas, as well as highly mobile populations.

In light of this, we strongly urge that the Census Bureau make a special effort in planning and implementing the 1990 census to achieve an accurate enumeration of Alaska Native populations in villages, in rural locations outside village communities, and in urban areas of Alaska. Often urban area populations are fluid and less than readily visible. For example, in Anchorage, there is an estimated approximate 15,000 Alaska Natives living in Anchorage, going back and forth to villages, traveling within the city, and that is a very highly mobile population. Significant numbers of young adult Natives move back and forth regularly between rural and urban residences and different branches of their families. Village populations fluctuate widely, according to seasons of the year and different economic opportunities which are available.

One specific recommendation we wish to make is that you not rely too heavily on written communications, forms, and other paperwork for enumeration of individuals and households. Your accuracy will increase in direct proportion to the effort you put into face-to-face human contact in the enumeration process. We know that this is expensive, particularly in the identification and training of paid or volunteer staff or other liaisons in small communities, but failure to establish such a personal relationship in each of the communities in rural Alaska will undoubtedly result in a corresponding undercount. If you identify the right person or persons in each village, the reliable individual who knows all the families and acquainted with everyone that lives in the village, you are basically home free. This will be particularly important in those villages where English is not the primary language. It will be necessary that household enumeration be done using translation, and although all Alaska Native languages are now in written form, most speakers do not read the languages. It remains basically a largely verbal form of communication and depends upon the people.

AFN supports the inclusion of the Indian supplemental form for the villages in Alaska. It is our understanding that during the 1980 census the Indian supplemental form was only limited to the Metlakatla Indian Reservation on Annette Island, and our 200 villages, which are federally recognized and listed on the federal register,

were not included in the Indian supplement. We would like to see that some type of supplemental form be provided for our tribes and villages in the state, and we don't think that, Metlakatla being the only one included in that, is a fair representation.

On a number of occasions I have testified before the Senate Select Committee on Indian Affairs and they have inquired about specific Indian-related census material, questions, you know, in talking about higher education, talk about housing or whatever, and we have not been able to provide as detailed information as other tribes and reservations in the United States, and we think that Alaska Natives are basically at a disadvantage in not having all that supplemental information on that.

In order to assist the Bureau of Census in this effort, the Alaska Federation of Natives and its member organizations stand ready to advise or to help make contacts at the village level. Our staff has been in contact with Mr. Leo Schilling of the Seattle regional office and has advised him on various steps in getting into villages and increasing the accuracy of the count. We would be pleased to make suggestions, a village liaison person, as that is needed.

Finally, AFN would like to reiterate and support the testimony which is being provided here today by Mr. Lee Gorsuch, director of the University of Alaska's Institute for Social and Economic Research. Mr. Gorsuch has raised two fundamental concerns about the techniques used to gather rural data. The first is the proposed decrease in the proportion of rural households which will be asked to complete the long form in 1990. And the second issue he is intending to raise is the proposed elimination of basic questions on employment, housing, migration, and fertility on the long form. We strongly urge the committee to urge the Census Bureau to include those vital questions, since the data they gather are critical to the planning of many programs by federal agencies in the state of Alaska.

The Alaska Federation of Natives works extensively with Mr. Gorsuch's agency within the University of Alaska, and several recent publications that they have pulled together for us have dealt with the status of Alaska Natives since the passage of the Alaska Native Land Claims Act; poverty levels among Alaska Natives and such type things in which they use census data and help us interpret what that means in order for us to kind of get an overview on where Alaska Native people are at throughout the state. And so, you know, elimination of some of this basic information will translate in that some of the people that can directly benefit from these figures in statistics such as Alaska Native people themselves in trying to structure out what type of programs or what some of the needs of their people need are going to be basically denied access to that information, and some of the organizations like the University of Alaska, which specifically try to help us translate that, are basically going to be saying they are going to draw a blank because they are not going to have that information to extrapolate and to make some analysis onto.

Basically, what we are seeking is a real adequate sample of households. In villages, when you are talking about—that are under 100 in population or under 250 in population, it is just absolutely essential that you don't do an Indian supplemental form for

those communities, that you at least do the long form for each of the communities, because the villages in Alaska are so different from one another and they are such small population, we are talking about five major ethnic groups in the state, that it is important that you get an adequate sampling of our populations.

We would be happy to provide any additional information the committee might request, including responding to written questions at a later time if you would like.

Mr. DYMALLY. We have a couple of questions, but let's hear the other witnesses first. We will come back to it.

Would you identify yourself for the record.

STATEMENT OF CARL JACK, ALASKA NATIVE REPRESENTATIVE, CENSUS ADVISORY COMMITTEE

Mr. JACK. Mr. Chairman, ladies and gentlemen, my name is Carl Jack. I am the Alaska Native representative on the Census Advisory Committee on the American Indians and Alaska Native populations for the 1990 census. This committee has been established to provide an organized and continuing channel of communication between the American Indians and Alaska Native population and the Bureau of Census on the problems and opportunities of the 1990 census as they relate to the American Indians and the Alaska Native population.

The 1990 census is considered to be important, especially for the American Indians and Alaska Native population because this is the first time that this group is represented in the advisory committee. Since my appointment by former U.S. Secretary of Commerce, Malcolm Baldrige, we have had four meetings, four regular meetings, in which a lot of information was dispensed to the committee members. However, my major concern and participation in the committee has been the concern of how the census are to be conducted in the state of Alaska. Accordingly, I will restrict my comments and recommendations as to how the census are going to be—census activities are going to be conducted in Alaska.

First, the proposed Alaska plan. In general, I am in agreement with the contents of the proposal, as it recognizes the uniqueness of Alaska, due to its size, the culture and language differences among its residents. However, I would like to stress that as with any proposal, the proposal will be only worth the paper that it is written on if the proposal is executed with care and with deliberate intents to what its goals are and to how the goals are to be achieved.

Accordingly, I strongly feel that in incorporating the following recommendations will enable the Census Bureau, with the help of the Alaska Natives, to do a better job in the 1990 census. And the recommendations that I will state are—essentially mirrors the recommendations that are being submitted by the Alaska Federation of Natives.

First is the inclusion of the supplemental questionnaire of American Indians and Alaska Natives, as it was done in the 1980 census with the tribes in the Lower 48, and for the Bureau to provide sufficient funds to accomplish the job.

Second, if funds cannot be secured to fund the supplemental questionnaire, then we would strongly recommend the use of the

long forms, with no exception, in each and every one of the villages, especially in the rural areas.

Third, to hire—for the Census Bureau to hire indigenous enumerators and train them sufficiently so that the complete count can be achieved.

Four, initiate a tribal liaison program as it will be done in the Lower 48. It is our understanding that only the letter to the tribes in the Lower 48 was sent out by the Census Bureau and none—not any of these were sent to the tribes in Alaska.

The fifth is a recommendation for the Census Bureau to work closely with the regional nonprofit organizations in Alaska in the administration of the census in the villages in rural Alaska; mainly because the regional nonprofit corporations are more geared to the social needs of the people than the regional profit organizations, whose primary goals are essentially to make money.

I strongly feel that the Census Bureau with the life cycle budget of about \$2.6 billion can do all of the above. The proposed policy of the Bureau to cut costs by reducing the use of a long form in the incorporated cities with population under 2,500 from 50 percent to 17 percent run counter to the congressional mandate to have a complete count in the United States, of the United States population.

The result of the proposed cost-cutting policy, if adopted, will be the reduction in the quality of social and economic data for small communities, the majority of which are Alaska Native villages. The data will be used to evaluate community needs in federal and state programs throughout rural America for a decade.

Thank you, Mr. Chairman.

Mr. DYMALLY. Thank you, very much.

The next witness, identify yourself for the record, please.

STATEMENT OF RICHARD ROLAND, CHAIRMAN, ALASKA NATIVE EMPLOYMENT TRAINING COALITION

Mr. ROLAND. Yes, good morning. My name is Richard Roland. I am chairman of the statewide organization called the Alaska Native Employment Training Coalition; I am primarily here speaking on their behalf. This is a group of 12 grantees throughout the state that operate job Training Partnership Act programs. I am also deputy director of the North Pacific Rim, which is one of the 12 nonprofit regional corporations in the state that provides a variety of human services to Native villages and communities throughout the state.

I think Julie and Jack said it all this morning already from our perspective. We are very concerned about the OMB's initiatives to remove certain unemployment and labor force data from the census. We think that this would be extremely detrimental. Many of the programs that we work with and that we operate depend almost solely upon this data, not only for allocations but also for evaluation of the effectiveness of programs.

Using the Job Training Partnership Act as an example, within the law, the allocation formula for all programs within the country uses unemployment data almost exclusively. Also within the law is mandated the development of a performance standard system. I

just spent the last week back in Washington, D.C. working with the Department of Labor technical work group on this performance standard system; it relies exclusively on data collected from census. If this data is not available, there will be no way of evaluating the effectiveness, so these programs will basically need to go back and start over again.

I think another thing that hinges directly on that is the comparability of data from one census to the next. We need data that is available longitudinal, over time; that if the data changes, that if we eliminate it and we go to the short form, we are not going to have anything comparable. 1990 census data will not compare with 1980 and 1970 in a way that the university, the analysts will be able to provide information on the usefulness of our programs. And again, Congress will be looking for ways to hold program accountability—accountable and to see basically whether the programs are being effective or not.

We strongly urge the continuation of village-by-village enumeration, and I am opposed to any reduction in the level, in the sample level in Alaska. Again, backing what Julie and Jack have said, we have considerable diversity. We have small populations scattered throughout large land areas, and we need that data very much to be able to do our jobs appropriately.

Staffing levels of the effort. Again, in the Lower 48 tribal liaison representatives are being identified and hired by census to work on providing a level of effort at the reservation level that will provide this kind of data. It is my understanding that that is not in the plans at this time for Alaska. I would strongly encourage the Census Bureau to look at that. Looking at our regions, we have the capability of working directly with them, identifying individuals in each and every village that are familiar with those communities and can be certified if necessary and can collect that information. I think the overall cost of this effort in comparison to the total cost of collecting the budget is really rather minimal.

Like Jack and Julie, we remain available to work with this committee and with census on a regular basis in helping to develop plans for that kind of implementation. I might say that I am very pleased with the efforts of the census this year in attempting to work with the village corporations and with villages to delineate the boundaries that will be used in the census. I think there has been an awful lot of effort put forth to get some one-on-one communication, and I think that we just need to encourage everybody to continue in that light.

Thank you for your time.

Mr. DYMALLY. Thank you, very much.

Ms. LOWENTHAL. I just want to indicate, the Census Bureau indicated to me just last week that they are considering increasing the sample size in the rural areas. Nothing has been finalized, but they are looking at the sampling method for the long form, and I was told that they are considering that and it wouldn't affect the sample in urban areas.

So that is something that both through your testimony here and maybe by follow-up letter to the Bureau, you may want to pinpoint your rationale on that and why that is necessary in your particular area.

Mr. DYMALLY. Yes?

Mr. JACK. Mr. Chairman, if I may add, that the recommendations that were submitted today both by Julie—the recommendations have been brought before the advisory committee and has been endorsed in the last meeting.

Mr. DYMALLY. I understand that this year the Indian supplemental is being cut entirely. You are obviously unhappy about that?

Ms. KITKA. Yes, we are unhappy with that. We also want to bring forth not only are we unhappy with it, but only one area within the state of Alaska was included in that in the 1980 census, and that was a gross inaccuracy in just picking up Metlakatla Indian Reservation. The federal government has a special trust relationship which is similar to American Indian tribes on all the reservations, and to just unilaterally cut out all the villages because they are, quote, “not on a reservation”, and just pick up the one isolated reservation in the state, is totally a misrepresentation as far as what is going on in Alaska.

Mr. SIKORSKI. That is insensitive to the actual demographics of Alaska. It also is considered an undercount of Native Alaskans, and also affected the administration, the affairs administration programs and services that directly affect your people. Would that be—

Ms. KITKA. Yes, I would say that is a fair statement on that. For example, you know, different comparison between Alaska Natives and American Indians, if you look at higher education, completed colleges, right, 7.6 percent of American Indians have completed four years of colleges; 3.5 percent of Alaska Natives have. If you had a supplemental question, you could find the different discrepancies, you know, on where we are at as far as American Indians/Alaska Natives nationwide and redirection of Indian health service funds, BIA funds, whatever can happen on a fair and equitable basis. With Alaska not being included in that, we are at a disadvantage.

Mr. DYMALLY. What did the Census Bureau tell you about the elimination?

Mr. JACK. The only answer that we got was that they would try to improve the quality of the questions in order to get quality response. Aside from that, we have been told kind of flat out that they are not going to be funding the supplemental questionnaire, unless, of course, there is a supplemental appropriation by Congress.

Mr. SIKORSKI. Mr. Chairman. Do you three intend to be meeting with Dr. Keane while he is here?

I think it is excellent that Dr. Keane was here this morning, and is meeting at the same time with state representatives. I also think your testimony is important and though—the Census Bureau has a representative here, it is important that your testimony be communicated to and discussed personally with Dr. Keane as long as he is here.

Mr. DYMALLY. If for any reason you miss Dr. Keane, I am sure the other reps from the Census Bureau will be glad to meet with you immediately after this meeting.

What is your estimate of the Native Alaskan population?

Ms. KITKA. I would probably say about 63,000.

Mr. DYMALLY. What did the Census Bureau give you in 1980?

Ms. KITKA. It was under that.

Mr. JACK. It was pretty close, although it was stated earlier in one of the testimonies that there was a 13 percent undercount in the rural areas; whether that is overall undercount, we do not know. But participating in the advisory committee, I am aware, especially the cities in the Lower 48 or all over the country, that have filed lawsuits were ruled in favor of the cities. I would not be surprised at all if there is a strong discrepancy in this 1990 census, that avenue might be considered.

Mr. DYMALLY. What is your response to the Bureau's plan to change the date of the census for Alaska?

Mr. JACK. We are in total agreement with that, to start the census count, especially in the villages, as early as January. I am originally from Kipnuk, which is primarily an Eskimo village. We all speak Native, and come April we start seal hunting because we have to feed the family, and come June, then we go up Kuskokwim River to catch some fish. So any census activity later than April, May, June is going to be somewhat futile and you are going to be faced with, you know, a disaster.

Mr. DYMALLY. How far are you from Anchorage here in terms of miles?

Mr. JACK. I am originally from Kipnuk but I am currently residing in Anchorage.

Mr. DYMALLY. Mr. Sikorski?

Mr. SIKORSKI. No. Thank you.

Mr. DYMALLY. Thank you, very much. Your testimony was brief and to the point. The Census Bureau folks here would be glad to see you, I am sure.

STATEMENT OF KAREN FOSTER, RESEARCH ASSOCIATE, INSTITUTE OF SOCIAL AND ECONOMIC RESEARCH, UNIVERSITY OF ALASKA

Mr. DYMALLY. Mr. Gorsuch isn't able to attend today, but he sent Ms. Karen Foster.

Ms. FOSTER. Mr. Chairman and members of the subcommittee, my name is Karen Foster. I am a research associate with the Institute of Social and Economic Research at the University of Alaska-Anchorage. Like you said, Professor Gorsuch is the director of the institute. He is out of the state right now, and he asked me to read his testimony. So with your permission, I will do so. It is going to be kind of repetitive. I guess it is the victim of being the last.

Mr. DYMALLY. That is fine. Take your time.

Ms. FOSTER. Mr. Chairman and members of the subcommittee: My name is Lee Gorsuch. I am the director of the University of Alaska's Institute of Social and Economic Research. I appreciate the opportunity to share with you two serious concerns I have regarding the proposed plans for conducting the 1990 census. My first concern is over the proposed decrease in the proportion of rural households that will be asked to complete a long form in the 1990 census. This proposed variation from the 1980 census could mean that sample data for a third or more of Alaska's communities will

be suppressed in the next decennial census. Such a result would leave local, state, and federal agencies in an untenable position.

Fifty percent of U.S. households located in rural communities of under 2,500 persons were surveyed by the Census Bureau during the 1980 census to provide data not obtained in the 100 percent census. In comparison, 17 percent of the households located in urban communities were sampled. I understand that the purpose of the higher rate of sampling of rural households in the United States was, in part, to fulfill data requirements for revenue sharing. I also understand that the reduced need for revenue sharing information in addition to other considerations has caused the Bureau of the Census to plan to use the smaller sampling rate, 17 percent, in both rural and urban communities in the 1990 census.

If this reduced sample size is applied to Alaska, local, state, and federal agencies will have insufficient information upon which to fulfill their missions. One-third of the federally recognized Alaska Native villages in the state had less than 100 inhabitants in 1980. The application of normal suppression rules with the 17 percent sampling rate will mean that no sample data will be reported for these communities. Ninety-three percent of all Alaska Native villages; that is, 185 out of 200, had populations of under 500 in 1980. A reduction the sampling rate in these communities will produce data of unacceptably low reliability. Hence, a 17 percent sampling rate in rural Alaska will effectively negate the value of reporting community-level data for the vast majority of places in Alaska.

My second concern pertains to a recent action by the federal Office of Management and Budget to eliminate basic questions on employment, housing, migration, and fertility from the 1990 census long form. These questions are absolutely vital to the objectives of the census. Other sources of data on these subjects, such as the Bureau's Current Population Survey, are not based on a sample of sufficient size to provide reliable data for the various regions of Alaska, much less for most of its places. While all small rural communities in the United States will be similarly affected by the reduced sampling rate and drastically reduced scope of questions, the impact on Alaska is more severe for the following reasons:

First, 84 percent of all local governments in Alaska are located in communities of under 500 population. It should be unacceptable to produce reliable census data for only 16 percent of the state's local governments.

Second, 185 communities of under 500 population are recognized by the Bureau of Indian Affairs as tribal entities. The welfare of these entities remains of vital concern to both federal and state government. The absence of basic demographic data on these places hampers even the most rudimentary levels of planning for the provision of services or the allocation of resources.

Third, under the laws and implementing regulations of the Outer Continental Shelf Lands Act as amended in 1978, the National Environmental Policy Act, and the Alaska National Interests Lands Conservation Act, federal agencies contemplating major federal actions in Alaska routinely rely on census data published at a community level to fulfill their legal obligations. Absent reliable census data, many of these agencies will be forced to go through the expensive process of gathering comparable information.

Approximately 60 percent of all Alaska lands will ultimately be under federal ownership. Achieving national goals for the productive use and protection of these lands by such agencies as the U.S. Forest Service, the National Park Service, the Bureau of Land Management, the U.S. Fish and Wildlife Service, the Minerals Management Service, and the military will require these agencies to make numerous major decisions in the 1990's. Many of these decisions will affect millions of acres, but only a few communities. As a result, community-level data will be needed to fulfill legal obligations during the decision-making process.

Fourth, most of Alaska's rural communities are heavily dependent on federal and state programs for basic health care, housing, and education. Without these programs, many rural residents would be forced to live in conditions long considered unacceptable in the United States. The decennial census data is the only source of data monitoring changes in conditions at the community level. Living conditions in the state's smallest communities are of particular concern since they are the most difficult to serve effectively. Unreliable or suppressed data for small communities will greatly hamper the ability to continue these federal and state programs.

Producing reliable data for small communities throughout the United States once every ten years should continue to be an important objective. We realize that in most areas of the country the retention of a 50 percent sampling rate may have substantial cost implications for the census. In Alaska, however, the additional cost of maintaining the higher sampling rate need not be substantial. The census of rural Alaskans is conducted differently than in the rest of the country; that is, enumerators still contact every household in person. The cost difference between administering a short form or a long form is limited to the additional time required to answer the long form questions. No additional contacts with the household are necessary, nor is a switch from mail to personal contact required.

We estimate that the use of a 50 percent sampling rate in rural Alaska rather than a 17 percent sampling rate would increase the number of sampled households from 12,000 to 34,000. Assuming that the additional 22,000 sampled households each required an additional 20 minutes of the enumerator's time to complete the long form questions and that each enumerator is paid an hourly wage rate of \$10, the impact of the higher sampling rate on the cost of the enumeration itself would be about \$75,000. Associated administrative and data management costs might add another \$25,000. Hence, we estimate that the higher sampling rate would increase the total cost of the census in Alaska by only 5 percent.

This small increase in cost is a fraction of the expense state and federal agencies would have to incur to gather comparable data if the Census Bureau does not increase its sample size. The Bureau, much to its credit, has gone to considerable length and expense to improve the Alaska census, partially by conducting the face-to-face interviews in rural Alaska. The Bureau of the Census continues to evidence a serious commitment to improving decennial census counts in Alaska. ISER conducted an independent review of the 1980 census, which is in the attached report that I believe all the subcommittee members received, and made a number of recommendations for the 1990 census. The Bureau considered these rec-

ommendations carefully and the design for the 1990 census is directly responsive to our concerns. It would be most unfortunate and very counterproductive if the improved enumeration design were not implemented at the scale necessary to provide reliable sample data for most communities in Alaska. It would also be disastrous if OMB's deletions to the long form were allowed to stand. I, therefore, urge the subcommittee to encourage the Bureau of the Census to use a 50 percent sample of rural Alaska communities in the conduct of the 1990 census and to insist that the Office of Management and Budget retain long form questions on employment, migration, fertility, and housing.

Thank you for the opportunity to speak before the subcommittee.

Mr. DYMALLY. Ms. Foster, before I ask you a question, I want to ask Mr. Miller a question.

What is the unemployment rate in Alaska, Mr. Miller?

Mr. MILLER. You got me in a mental lapse. It is 11 point something.

Mr. DYMALLY. Okay.

Are you prepared to answer some questions?

Ms. FOSTER. I will try.

Mr. DYMALLY. What is Mr. Gorsuch's view on the adjustment? There has been a source of continuing discussion with the Bureau that they should proceed with an adjustment count. Does he have any views on that?

Ms. FOSTER. I wouldn't know what they are, I am sorry.

Mr. DYMALLY. What are some of the moves do you think we should take to avoid the undercount that occurred in 1980?

Ms. FOSTER. Well, a lot of that is contained in this report that Dr. Kruse wrote. It would probably be a good source for that. They suggest a lot of improvements in hiring of enumerators and the training, because I believe a lot of things happened, that training materials were sent in late and they didn't have enough time for training. There was just a lot of logistical problems that went on in 1980 that could be avoided to improve undercounting.

Mr. DYMALLY. Of course the university is prepared to assist in that effort?

Ms. FOSTER. Yes.

Mr. DYMALLY. We are going to send some questions for Professor Gorsuch to respond to, and we thank you very much.

Ms. FOSTER. Thank you.

Ms. LOWENTHAL. Mr. Chairman, may I clarify one thing for the record?

Mr. DYMALLY. Yes.

Ms. LOWENTHAL. Mr. Miller, could you clarify what you mean by discouraged workers. Do you equate that with the old definition of underemployment?

Mr. MILLER. Those people who are no longer actively seeking work is a discouraged worker.

Ms. LOWENTHAL. All right.

Mr. DYMALLY. It is obvious the people in Alaska don't talk as much as the politicians in Alaska. This is a record-breaking committee hearing.

Is there anyone here who would like to address the committee: Identify yourself for the record.

**STATEMENT OF DONALD E. BARLOW, ANCHORAGE BRANCH
PRESIDENT, NAACP**

Mr. BARLOW. Good morning, Mr. Chairman, I am Don Barlow. I am the local branch president of the NAACP. I am happy to be in attendance this morning. I have listened with great concern in that I too feel that not only as it relates to American Indians and Alaskan Natives, there are concerns relative to undercounting as relates to the black community.

Historically, there is probably greater concern as it relates to the nation, more so than as it relates to the state of Alaska. However, there are some basic concerns that I would like to raise at this point, the prime one being that of what I would term value awareness.

I am not sure that everyone recognizes or perhaps even places a personal value on the need to participate and to, quote, be counted. The program that the Bureau of the Census is advocating, wherein I believe they have felt that the tribal and village liaison program where they utilize primary contact persons to educate, to inform, and otherwise involve the population, I think it is a good idea. I see some benefit to the black community as well if a similar mechanism could be involved.

I am hoping that through an aggressive education program that value awareness can occur. In the long-range sense, I see there being a need to, if you will, develop a local contact, and I believe it is possible, in that the record as already reflected by Dr. Keane, that there have been efforts expended over the years to establish liaison with community organizations, et cetera. If that could occur within the state of Alaska, I am sure our community could be very much involved and supportive of this current effort.

Mr. DYMALLY. What is your estimate of the black population in Alaska?

Mr. BARLOW. Well, I have been a resident of Alaska for 26 years and I have probably heard different figures each year. To the best of my knowledge, I would say there is probably 15,000 statewide, the majority of those being within the city of Anchorage where there may be 10 to 12.

Mr. DYMALLY. What was the census estimate in 1980?

Mr. BARLOW. That figure escapes me at this point. I am sorry I can't offer that.

Mr. DYMALLY. Is the NAACP going to embark on any community program to maximize the count?

Mr. BARLOW. It is our intent to utilize a community education program, wherein we work with local churches, other identified known black organizations to inform them, to perhaps emphasize importance of, and hopefully the belief is that through that education effort the appropriate response will occur.

Mr. DYMALLY. Thank you, very much.

Again, I want to thank the members of the staff, Congressman Don Young's office, the Census Bureau, witnesses, and our observers for coming today for what I consider to be a very productive hearing.

Thank you, very much. The meeting is adjourned.

(Whereupon, at 11:00 a.m., the subcommittee was adjourned.)

[The following information was received for the record:]

How Accurate was the 1980 Census for Small Towns?

by DAVID A. SWANSON and JO VAN PATTEN

Following the release of the 1980 census figures many local governments expressed concern over the possibility of undercounts within their jurisdictions. A number of cities even initiated litigation against the U. S. Bureau of the Census in an attempt to adjust their 1980 population counts upward. For the most part, these were very

large cities and possessed the technical and political resources to engage the bureau's attention.

While the media focused on the census problems of large cities, studies concerning the accuracy of the 1980 census, carried out by the state of Alaska, indicate that undercounting and other inaccuracies occurred in that

state's small towns. In 1981, the state of Alaska made special efforts to evaluate the accuracy of the 1980 federal census. A special study of the overall quality of the 1980 census in Alaska was conducted by the Institute of Social and Economic Research of the University of Alaska and the Alaska State Demographer made six

special census counts, one of which was conducted specifically for the purpose of evaluating the potential undercount in a small town.²

This article provides a summary of the special census count findings used to evaluate the potential 1980 undercount and discusses the results from the other five special counts. While these results can not prove deficiencies in other counts in small towns elsewhere in the nation, they do indicate that concern over undercounting should not be confined to large cities.

The 1980 Undercount of Wrangell, Alaska

In May of 1981, the city of Wrangell requested the State Demographer's assistance in conducting a special 1981 census. City officials believed that the 1980 federal census which reported a final, official population of 2,184 represented a substantial undercount. Personnel in the state-assisted effort, after a five-day period for map preparation, training and office organization, started canvassing on June 1st.

This census, which was only a "head count," simply reported the number and names of persons by housing unit. However, it used federal concepts and definitions regarding residency, occupancy, and housing unit

The record of net changes in housing stock came from three sources: the city of Wrangell, which through its permit process could identify housing units constructed or demolished between the two dates, the harbor master, who, through his records, could determine which people who lived aboard boats in the 1981 census were also present in 1980 and vice versa; and the managers of each of the five mobile home courts, who, through their records provided the net change in mobile homes between the two census dates.

City records showed a net gain of 6 units; the harbor master showed a net gain of 1 unit; and the five trailer park managers showed a collective net



gain of 1 unit. This totals 8 units, which added to the 1980 census count

the other five towns that conducted special 1981 census counts.

Comparative Census Results for All Six Towns

Table 1 provides information compiled for each of the six cities from the federal and the state-assisted census results. Each city shows a population gain over the 1980 federal census, ranging from 161 persons for Wrangell to 2,923 for Fairbanks. This reflects three factors: actual population increase subsequent to the federal census, federal census undercounts and seasonality and duration—the federal census started in late winter and early spring and ran, in many cases, through the summer while the state-assisted ones occurred in the summer and fall and in no instance required more than three weeks.

While it is impossible to completely determine the separate impact these three factors had on the population counts, several things indicate that federal undercounting played the largest role. There are two primary sources of undercounting error: misclassifying occupied housing units as vacant and not locating all lived-in units. Notice in Table 1 that the federal census reported substantially

identification. The only major differences between the federal and state-assisted census procedures lay in two operational areas: the manner enumerators were paid and the way they contacted households. These two differences may have played a critical role in the disparity between the federal and state-assisted census results.

Workers completed all field work, canvassing, call back clearing and post-census field checking (a quality control procedure for the 1981 special census) on June 6th. On June 9th, they completed the final edit procedures and made an official determination of 2,345 people and 885 housing units.³

Although the special 1981 census was not—nor could it have been—a “recount” of the 1980 census, it, in conjunction with other information, developed a basis for generating a controlled comparison with that census. Fortunately, this basis represents a virtually perfect accounting process of changes that occurred between the two census dates. It examines the 1980 count of housing units, adds the net change in housing units that took place between April 1st, 1980, and June 1st, 1981, and compares this figure with the number counted as of June 1st, 1981.

of total housing units gives 835 + 8. Therefore, census takers expected to count 843 housing units as of June 1st, 1981.

Whereas the expected number of housing units for June 1st, 1981, was 843, the special 1981 census found 885. The difference of 42 housing units is too large to attribute to reporting errors in housing stock changes. Conservatively, it appears that the 1980 census did not count at least 4 percent of the town's housing stock.

It is highly likely that the 1980 census undercount of population was higher than the 4 percent undercount of housing units. According to city officials, a Youth Conservation Corps facility closed in July, 1980, subsequent to the federal census and prior to the special 1981 census. A check of records indicated an enrollment of about 100 students in April, 1980.

Further, in early May of 1981, a local sawmill laid off 40 people. By the time of the 1981 special census some of these people may have already departed. Even more important, the 1980 census found a substantially higher vacancy rate than the 1981 special census. City officials could not explain this. This difference, also occurred in

higher vacancy rates. This is due to an operational procedure that resulted in misclassifying occupied housing units as vacant.

The government paid federal census enumerators on a piece rate basis. This encouraged them to declare a housing unit vacant if nobody was home during the initial visit. By declaring a house vacant after one visit an enumerator could make the same amount of money as by going back repeatedly to determine the unit's true occupancy status.⁴ The state-assisted census program, on the other hand, paid enumerators on an hourly basis which encouraged the extra work required for clearing call backs and accurately determining the occupancy status of a housing unit.

Another source of error that contributed to the federal undercount in the six cities was simply not counting some housing units. While this is not as significant as the vacancy problem, it was found in Wrangell.

The housing unit undercount is also associated with a Bureau of the Census operational procedure for certain rural areas, including Alaska. It discarded traditional “door-to-door” canvassing in favor of the mail-out/pickup method. Many enumerators failed to pick up

TABLE 1
SUMMARY COMPARISONS, BY CITY BETWEEN FEDERAL CENSUS RESULTS IN 1980
AND STATE-ASSISTED CENSUS RESULTS IN 1981*

City	Population		Housing Units		Vacancy Rate (in Percentage)		Average No. of Persons Per Housing Unit					
	1980	1981	1980	1981	1980	1981	1980	1981				
Cordova	1,879	2,223	344	728	854	126	9.75	5.39	-4.36	2.87	2.62	-0.05
Fairbanks	22,645	25,568	2,923	9,714	9,953	139	16.15	7.40	-8.75	2.60	2.58	-0.02
Nome**	2,301	3,039	738	901	1,022	121	22.64	9.69	-12.95	3.24	3.20	-0.04
Petersburg	2,821	3,001	180	1,074	1,104	30	8.85	4.08	-4.77	2.84	2.76	-0.08
Unalaska	1,322	1,944	622	323	469	146	5.88	10.23	+4.35	2.38	2.50	+0.12
Wrangell	2,184	2,345	161	835	885	50	9.22	6.55	-2.67	2.82	2.81	-0.01
All cities	33,152	38,120	4,968	13,575	14,187	612	14.99	7.22	-7.77	2.67	2.65	-0.02

* From Alaska, state of, *Alaska Population Overview 1981*, Table 7.

** The 1980 federal census defined the boundaries of Nome to be those established in 1905. The 1981 census certified by the state shows the results for Nome according to the boundaries established in 1901.

census questionnaires that failed to reach an existing household during the mail-out phase because of addressing error and improper techniques for listing housing.³

incident but it certainly raises a cautionary flag. In the one town examined in depth, results indicate serious housing stock undercounting. Third, the agreement between the

Bureau is uniquely qualified to design and implement a full-scale census (for a given state).⁴ However, an accurate count requires the active participation of citizens and local officials.

What About Other Small Towns?

In many respects, Alaskan small towns are very different from those in the lower 48 states. However, with the exception of Unalaska, the towns conducting the state-assisted census in 1981 closely resemble the majority of U. S. small towns.*

Given the argument that the 1980 federal census resulted in moderate to substantial population undercounts in these six Alaskan towns, what can be said about other small towns in the United States? First, the consistency of the inflated vacancy rate problem in the six towns indicates that this may have affected many other towns where the bureau used the "piece-rate" method of payment. Second, a housing unit undercount may have occurred where the bureau used the mail-out/pickup procedure. Since this procedure was not used in large metropolitan areas, it may represent a potential source of undercounting unique to rural settings lacking complete mail delivery and where not all households have a post office box.

In this regard, the housing stock undercount found in Wrangell is troubling. This may be an isolated

federal and state-assisted census results in terms of average household size (see Table 1) indicates that this is not a problem area for undercounting. Once



census takers identified a housing unit and classified it as occupied they missed virtually no one residing in the household.

Preparing for 1990

Decennial census results represent an irreplaceable source of data. As stated in the University of Alaska study, "For all its faults, the Census

While large cities may be well-prepared for the 1990 census in terms of media access and the government attention resulting from their political clout, it could easily be the case that small towns are better prepared to obtain an accurate count.

It is relatively easy for a small town to obtain an accurate housing count of its own around the time of the 1990 federal census. It is also relatively easy—and inexpensive—for a small town to conduct its own census about the same time as the federal one. In fact, 41 small towns in the state of Washington did just that in 1980—they conducted their own head count census in accordance with federal definitions. Many provided this information to the Bureau of the Census to insure an accurate federal count.⁶

Given the importance of the decennial federal census for reapportionment, redistricting, and funding allocation and, further, the evidence the allocation of federal revenue-sharing funds is biased against small towns,⁷

*The exception to this is the city of Unalaska, which is unique among the six cities in terms of its status as a "group quarters" town affected heavily by seasonal flows of substantial numbers of people working in Unalaska's fish-processing industry.

communities should take advantage of their ability to verify the Census Bureau's count and provide *empirical* evidence of an undercount, if one is suspected.* This possibility, in fact, encouraged through the Bureau's Local Review Program.

*Procedures for conducting a head count census in accordance with federal concepts State Demographer, Research and Analysis Section, Alaska Department of Labor, Juneau, Alaska, 99802-5501: *Alaska Census* Section, Alaska Department of Labor, Juneau, Alaska, 99802-5501: *Alaska Census Administrator's Manual*; *Alaska Census Enumerator's Manual*; and *Standards for*

Conducting a Population Census in Small Alaskan Cities.

1. John A. Kruse and Robert Travis, *A Technical Review of the 1980 U. S. Census in Alaska: Interviews with Census Workers*, Anchorage: Institute of Social and Economic Research, University of Alaska, 1981.

2. David A. Swanson, "A Restricted Evaluation of the 1980 Federal Census of Wrangell, Alaska," *Special Report No. 3*, Juneau, Alaska: Population Studies Unit, Research and Analysis Section, Alaska Department of Labor, 1981.

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5. Ibid.

6. Washington, state of, *1981 Population Trends for Washington State*, Olympia: Office of Financial Management, 1981.

7. Fred J. Hitzhusen, "Federal Revenue Sharing and Non-Metropolitan Governments," *Small Town*, 8(10), April, 1978, pp. 4-7.

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HOW ACCURATE WAS THE 1980 CENSUS FOR SMALL TOWNS:
SURVEY AND RELATED DATA DERIVED FROM THE "LONG FORM"

In an earlier issue of Small Town, we discussed the accuracy of the 1980 census for small towns in terms of population, vacancy, and housing unit counts.¹ These items, asked of everyone, are part of the census usually referred to as the "short form." The bulk of information tabulated from the census is, however, from the "long form," which is collected on a sample basis. A summary of the short and long form items is given in Exhibit 1.

In this paper, we examine the issue of accuracy for small towns as it relates to census data products derived from the sample-counts. As in our earlier article we discuss the accuracy problem in terms of Alaskan data and further, suggest that our findings are not limited to small towns in Alaska.

Characteristic Data and Sample Size

Population and housing counts are readily verifiable but characteristic data are more elusive and thereby possibly more damaging when inaccurate. Income and poverty statistics cannot be checked by simple counting measures since these data are imputed from a sample; yet the information collected in a decennial census is used in a multitude of programs over a ten year period. Low income food distribution programs, community service block grants, vocational education and training programs

¹"How Accurate Was the 1980 Census For Small Towns" pp. 27-30 in Small Town, Vol. 16, No. 4, 1986.

EXHIBIT 1

1980 Census Subject Coverage

100 PERCENT ITEMSPopulation

Household relationship
 Sex
 Race
 Age
 Marital status
 Spanish/Hispanic origin or descent

Housing

Number of units at address
 Complete plumbing facilities
 Number of rooms
 Tenure (whether unit is owned or rented)
 Condominium identification
 Value of home (owner-occupied units and condominiums)
 Contract rent (renter-occupied units)
 Vacant for rent, for sale, and period of vacancy

SAMPLE ITEMSPopulation

School enrollment
 Educational attainment
 State or foreign country of birth
 Citizenship and year of immigration
 Current language and English proficiency
 Ancestry
 Place of residence five years ago
 Activity five years ago
 Veteran status and period of service
 Presence of disability or handicap
 Children ever born
 Marital history
 Employment status last week
 Hours worked last week
 Place of work
 Travel time to work
 Means of transportation to work
 Persons in carpool
 Year last worked
 Industry
 Occupation
 Class of worker
 Weeks looking for work in 1979
 Amount of income in 1979 by source

Housing

Type of unit
 Stories in building and presence of elevator
 Year built
 Year moved into this house
 Acreage and crop sales
 Source of water
 Sewage disposal
 Heating equipment
 Fuels used for house heating, water heating, and cooking
 Costs of utilities and fuels
 Complete kitchen facilities
 Number of bedrooms
 Number of bathrooms
 Telephone
 Air conditioning
 Number of automobiles
 Number of light trucks and vans
 Homeowner shelter costs for mortgages, real estate taxes, and hazard insurance

- 3 -

are examples. As can be seen from Exhibit 1, population and housing unit counts are collected from everyone. Characteristic data are not and the size of the sample "long form" group has varied from one census to another. In 1960, every fourth household received the long form. In 1970, various sample sizes were used depending on the characteristic data involved. The majority of the employment, income, and occupational information came from a 20% sample; veteran status, residence 5 years ago, and place of work came from a 15% sample while data on Mexican or Spanish origin, disability, and vocational training came from a 5% sample. In 1970, however, no characteristic data were published for places with a population under 2500.

In response to pressure from small communities, the Bureau of the Census made a concerted effort in the 1980 census to gather more reliable characteristic data for small places. The sampling frame for incorporated places under 2500 population was set at one out of every two households. Thus, in the 1980 decennial Census, the Census Bureau stipulated that characteristic data would be collected from every other household in municipalities with a population of under 2500. Actual sample size is verifiable from the microfich publication of characteristic data for all incorporated places within a state. In unincorporated places larger than 2500, 1 out of 6 households was interviewed. Everyone in the sample group received the same long form so that there was no sampling differential by subject matter. In Alaska, for example, this meant that for the first time, detailed information would be available for the myriad of small places which cover the state, especially for native villages, which we focus on later.

- 4 -

Sample Problems In Small Alaskan Towns

While the Bureau tried to achieve a 50% sampling frequency for small towns, this target was not always reached. For example, Wrangell, Alaska (which was discussed extensively in our earlier article) not only suffered from an apparent undercount of housing units, but was also one of the cities where the Census Bureau did not meet its goal of a 50% sample. For Wrangell, the Bureau of the Census reports a total 1980 population of 2184 persons in 835 housing units. However, only 124 households were interviewed for characteristic information, a 15% sample. Indications of poor data quality can be seen in Table 1, which provides a comparison of similar data taken from both the 100% count and from the sample. Note here that the sample responses are "imputed" to obtain total population numbers by sex and race based on the replies received from those households completing the "long form" in a census. Theoretically these numbers should match those compiled from the "short forms" or 100% count. The extent to which these two data series differ is an indication of the error or possible source of errors in the characteristic data.

Table 1. Differences in the Number of Persons by Age, Race, and Sex Using 100% and Sample-Based Counts, Wrangell, Alaska, 1980

	100% Count	Sample	Difference
Total Persons	2184	2144	-1.8%
Sex			
Male	1145	1155	+0.9%
Female	1039	989	-4.8%
Race			
White	1737	1755	+1.0%
Others	447	389	-13.0%

- 5 -

For Wrangell, the "total" population figure generated from the sample is low by 1.8%, the "total" female figure is low by 4.8% and non-whites are undercounted by 13%.

In another small Alaskan city, King Cove (population 460), only a 14% sample was obtained. Racial data were again affected. Minorities were low by 17.6%. If age information is derived from sample information, King Cove will lose most of its teenagers.

Table 2. Differences in the Population by Age and Sex Using the 100% and Sample-Based Counts, King Cove, Alaska, 1980

AGE	100% Count		Sample	
	Male	Female	Male	Female
10-13	14	19	13	14
14	3	4	-	-
15	7	6	-	-
16	5	1	-	-
17	4	5	17	-
18	5	4	-	-
19	8	5	-	-
20	14	6	-	-
21	4	4	-	-
22-24	9	16	-	14

Insuring a 50% sampling of housing units does not guarantee a 50% sample of persons. Table 3 shows the distribution of incorporated places within Alaska when sample size by housing units is compared to sample size by population.

Table 3. Incorporated Places in Alaska With a Population Under 2500 in 1980 by Actual Sample Size

Percent of Total Housing Units in Sample	Percent of the Total Population in Sample		
	0-29	30-39	40+
0-29	6	2	0
30-39	10	14	1
40+	6	17	76
Total number of places	22	33	77

- 6 -

Of the 132 incorporated places in Alaska, only 77 had more than 40% of the people in their city interviewed. Of the 99 with a 40% or more sampling of housing units, 23 had less than a 40% sampling of persons. A case in point is the incorporated city of Port Heiden. With 30 housing units in the city, the 15 that were in the sample readily constitute a 50% sample. But only 32 of the 92 inhabitants were interviewed, a 35% population sample. Racial statistics and total population figures are low. In fact, this skewed sample turned a "native" village into a caucasian community.

Table 4. Differences in the Population by Race
Using the 100% and Sample-Based Counts,
Port Heiden, Alaska, 1980

Persons by race	100% count	50% sample
White	31	44
Eskimo	1	0
Aleut	58	31
Other	2	3
Totals	92	78

While King Cove, Wrangell, and Port Heiden are worst case situations for incorporated places in Alaska, keep in mind that 25% of the incorporated Alaskan places under 2500 in population had a sample size of less than 40%.

Alaskan Native Villages

There were 209 places listed as Alaska Native Villages for the 1980 census. Eight of these had zero population while Bethel had a population over 2500. Thus, 200 places with populations ranging from 1 person to 2207 persons were considered for this study. The title "Alaska Native Village" (abbreviated ANV) is used to describe villages that qualify for money and land benefits under the Alaska Native Claims Settlement Act of 1979.

- 7 -

As of 1985 there are still several villages whose claims are in litigation, several who did not qualify for benefits and nine villages² not listed in 1980 which are considered ANV's. Of the 200 ANV's considered here, 101 were also incorporated places under state statutes and 70 were designated as CDP's (Census Designated Places). Data for the remaining villages are available at the enumeration district level. Metlakatla, a reservation, is not considered here. While aggregate data for the state always includes Metlakatla, tabulations of native populations often do not, which can lead to confusion when looking at native populations in Alaska.

The criteria for meeting the desired sample size was 50% of the housing units in a given village. In several instances, with very small populations, all the occupied units were included in the sample. These sample sizes were adjusted to show 100% samples for housing units. The number of housing units per village ranged from 1 to 306. Tables 5 and 6 display sample size actually obtained by housing units and by population, by type of place, incorporated, CDP, or neither, and by size of place.

²Caswell, Chenega, Chuloonawick, Council, Chickaloon, Eyak, Montana Creek and Nome.

- 8 -

TABLE 5 SAMPLE SIZE BY TYPE OF PLACE (IN PERCENT)

Type of Place	Number of Places	Housing Units Sample Size				Population Sample Size			
		<25%	25-39%	40-50%	50+%	<25%	25-39%	40-50%	50+%
CDP	70	22	7	33	8	24	11	20	15
INC	108	2	20	75	11	6	32	52	18
Other	22	2	2	5	3	2	6	3	14
Total	200	26	29	113	32	31	49	75	45
Distribution		13%	14.5%	56.5%	16%	15.5%	24.5%	37.5%	22.5%
		27.5%		72.5%		40%		60%	

TABLE 6 SAMPLE BY POPULATION SIZE (IN PERCENT)

Pop. of Place	Number of Places	Housing Units Sample Size				Population Sample Size			
		<25%	25-39%	40-50%	50+%	<25%	25-39%	40-50%	50+%
0-99	67	14	5	31	17	15	13	17	22
100-199	51	7	6	30	8	7	12	18	14
200-299	32	1	8	20	3	3	9	15	5
300-399	20	2	4	12	2	3	5	8	4
400-499	15	2	1	12	0	2	4	8	1
500+	15	0	5	9	1	1	6	7	1
Total	200	26	29	114	31	31	49	73	47

There was a wide range of sample sizes. According to the description of the sample design as published in the printed products from the 1980 census, "in counties, incorporated places, and minor civil divisions estimated to have under 2500 persons (based on pre-census estimates), one half of all housing units and persons in group quarters were to be included in the sample." This left CDP's and other places to be sampled at a one in

- 9 -

six rate. Clearly this caused some confusion when applied to the special category of Alaska Native Villages. Incorporated places were more likely to have a 1 in 2 sample but 20% of those had a smaller than 40% sample. CDP's fared the worst with 41% having less than a 40% sample. Overall, using housing units as the sample criteria, 72.5% of ANV's were sampled at a 40% or higher rate, leaving 27.5% with a less than 40% sample size.

A one in two sample of housing units did not guarantee a 50% sample of the population of the village. The number of villages where a 50% sample of persons was actually obtained is only 120 out of a possible 200. While 72.5% of the ANV's showed an acceptable sample size for housing units only 50% had an acceptable size by population.

There does not seem to be any decided sampling differential by size of place for either sample by housing units or by population.

An indication of the accuracy of the characteristic data generated from the sample is found in looking at age and race data. Age and race data for each community are available from the 100% count questions. A second set of age and race data is generated from the sample questions and is imputed strictly from the sampled group. The extent to which these two sets of data agree or disagree is an indication of the accuracy of the characteristic data. A worst case situation can be seen in Iliamna, a CDP with a population of 94. A sample of three housing units from 22 yielded the race data set shown in Table 7.

Table 7. Differences in the Number of Persons by Race Using 100% and Sample-Based Counts, Iliamna, Alaska, 1980

Race	100% Count	Sample
White	56	7
American Indian	19	64
Eskimo	7	30
Aleut	12	4

- 10 -

As can be seen according to the sample-based tabulation in Table 7, the white community has disappeared and been replaced by the native community. The characteristic data by race are virtually useless.

Using a similar comparison of age data from the two sample frames, both Iliamna and King Cove lose their teenage populations as shown in Table 8. According to the sample there is no one in the community ages 16 through 29, not many pre-schoolers, and no one over age 44. This type of age lumping is seen frequently in these small communities where an inadequate sample was taken. As a result, the sample-based count for Iliamna shows virtually no one of high school age.

Table 8. Differences in the Number of Persons by Age Using 100% and Sample-Based Counts, Iliamna and King Cove, Alaska, 1980

Age	Iliamna (14% sample)		King Cove (14% sample)	
	100% Count	Sample	100% Count	Sample
Under 1 year	4	--	14	7
1 and 2 years	3	16	21	22
3 and 4 years	2	--	22	28
5 years	3	--	13	9
6 years	1	--	11	21
7 to 9 years	6	--	19	31
10 to 13 years	11	29	33	27
14 years	2	--	7	--
15 years	7	20	13	--
16 years	--	--	6	--
17 years	3	--	9	17
18 years	1	--	9	--
19 years	--	--	13	--
20 years	1	--	14	--
21 years	--	--	8	14
22 to 24 years	4	6	25	15
25 to 29 years	6	--	47	68
30 to 34 years	11	15	49	76
35 to 44 years	20	25	44	21
45 to 54 years	5	--	55	57
55 to 59 years	3	--	10	--
60 to 61 years	--	--	--	--
62 to 64 years	--	--	5	--
65 to 74 years	1	--	10	3
75+	--	--	3	--

A comparison of age data for King Cove (Inc. pop. 460) from the 100% count with data from the 14% sample of housing units again shows lumping of age groups and the absence of senior citizens and teenagers.

Table 9 compares the number of persons by age using the 100% and sample-based counts for eight villages in Alaska. For Chionik Lake and Circle, a 50% sample of housing units was taken, but this translated into a sample of 28% and 9% of the population, respectively. The ages tallied using the sample-based counts are for the most part, inaccurate.

Discussion and Recommendations

The use of a 50% sampling frequency in 1980 was a concerted effort by the Bureau of the Census to collect and provide data for small cities. When the 50% sample of housing units covered a 50% sample of population, the results for Alaska were tenable. Where the actual field collections did not meet Bureau specifications, the data resulting from the sample-based counts contained a high level of error. As we pointed out in our earlier article, in many respects small Alaskan towns are different from those in the lower 48 states. However, we believe that sufficient similarity exists to warrant concern over the 1980 census information derived from sample-based counts for small towns in the contiguous 48 states. Thus, if one is using information from 1980 census computer files derived from the long form, which includes microfiche for Summary Tape File 3a, one should pay careful attention to the differences between the "total" figures found in these reports and those found in the reports generated from computer files based upon 100% counts: for example, Summary Tape

Table 9. Differences in the Number of Persons by Age Using 100% and Sample-Based Counts. Selected Native Villages, Alaska, 1980

Age	Beaver		Nevhalen		Circle		Chignik Lake		Huelia		Nightmute		Kwethluk		Hooper Bay	
	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample	100% Sample
Under 1	1	--	2	2	--	2	2	3	9	9	3	4	11	13	17	10
1-2 years	2	--	3	5	--	5	2	7	6	2	6	7	26	20	27	24
3-4 years	1	--	5	5	7	4	1	8	18	18	4	4	19	17	26	22
5 years	2	1	--	--	10	5	2	2	3	6	3	4	12	12	12	12
6 years	--	--	2	--	1	1	--	4	6	8	2	5	3	3	12	13
7-9 years	6	10	7	11	5	5	4	5	10	14	10	11	32	36	39	38
10-13 years	2	2	8	9	7	7	1	11	15	17	17	19	53	54	53	56
14 years	4	5	3	4	1	1	1	7	3	5	4	5	9	5	15	12
15 years	2	4	1	2	2	2	--	4	5	--	3	5	14	13	19	17
16 years	1	2	3	2	1	1	--	4	3	4	--	--	10	9	21	23
17 years	2	3	4	4	1	1	--	2	2	--	--	--	11	10	22	19
18 years	1	--	2	4	2	2	5	5	--	--	1	--	15	19	15	12
19 years	2	--	2	--	1	1	4	--	1	2	--	--	6	7	17	17
20 years	--	--	1	--	--	--	2	1	5	--	4	--	6	6	15	8
21 years	3	1	3	2	1	1	4	4	4	4	5	1	6	17	20	25
22-24 years	5	2	9	8	3	3	9	7	15	24	7	7	28	32	41	49
25-29 years	5	6	8	12	8	8	14	8	20	17	6	6	36	45	63	61
30-34 years	6	5	3	4	21	17	18	13	13	16	9	10	26	26	35	27
35-44 years	7	5	10	16	13	--	16	13	22	20	12	14	37	30	42	44
45-54 years	10	13	5	4	4	--	3	3	15	18	10	7	41	48	46	52
55-59 years	1	2	1	--	--	--	1	3	2	2	3	3	14	12	23	15
60-61 years	--	--	1	--	1	--	1	--	1	1	2	1	3	2	8	9
62-64 years	--	--	1	--	--	--	--	--	1	1	1	3	11	12	2	5
65-74 years	1	--	1	2	3	9	5	11	7	4	4	4	21	30	24	18
75+ years	2	1	1	--	3	--	--	--	2	--	6	6	4	6	9	11
TOTAL	66	62	87	96	81	55	138	85	188	192	119	125	454	484	627	599
% Sample-Pop	5%		41%		9%		28%		54%		64%		54%		43%	
% Sample-H.U.	49%		50%		46%		50%		52%		60%		50%		50%	

- 13 -

We recommend that all places should be sampled at the same rate with no differential according to whether a place is a CDP, incorporated, or neither. Uniformity of sample size needs to be stressed and the importance of meeting this criteria needs to be emphasized in field offices for the 1990 census.

A second recommendation relates to the questionnaire itself. At present, two separate forms are used. Only the long form or sample questionnaire has the additional questions concerning income, education, and employment. Consideration should be given to using only the long form in small places. Using only the long form will simplify data collection. Publicity and instruction on form completion would center on only one form. There would be less confusion as all persons would be filling out the same questionnaire. Emphasis should be put on obtaining a 100% completion rate for the age, race, and sex questions. Imputed characteristic data would then be developed where necessary from these correct population counts.

Pressure will be on the Census Bureau to keep the costs of the 1990 census at the 1980 dollar level, and sampling frequencies will be especially vulnerable to budget constraints. Small towns need to keep the 50% sample frame as a data collection priority for 1990. Further, during the course of the actual conduct of the census, officials of small cities need to insure that the proper sample is actually collected in their city so that the data generated will accurately reflect their community.

Finally, we want to point out that the Bureau of the Census is preparing for the necessity of "adjusting" the 1990 census for estimated undercounts. This means that funds have already been shifted from efforts

- 14 -

to improve coverage to efforts to evaluate and adjust the 1990 enumeration. The bulk of this effort will, of course, be directed toward major metropolitan areas, which, again, poses a threat to the quality of data for small towns.

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