STUDY OF BOUNDARIES FOR BLOCKS FOR CENSUS IN 1990

BULLETIN NO. 87-15

LEGISLATIVE COMMISSION

OF THE

LEGISLATIVE COUNSEL BUREAU

STATE OF NEVADA

DECEMBER 1986

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Senate Concurrent Resolution No. 59—Committee on Legislative Affairs and Operations FILE NUMBER 134

SENATE CONCURRENT RESOLUTION—Directing the legislative commission to participate in setting the boundaries for the blocks for the census in 1990.

WHEREAS. Public Law 94-171 requires the Bureau of the Census to provide each state with a count of its population for purposes of redistricting as part of the decennial census in 1990; and

WHEREAS. The Bureau of the Census will number the entire nation by blocks for that census and has established the Block Boundary Suggestion Program to enable it to do so; and

WHEREAS. That program gives each state the opportunity to suggest certain visible features as the boundaries for the blocks; and

WHEREAS. The state must notify the Bureau of the Census of its intent to participate in the program by July 31, 1985, and representatives of this state will have until June 1986 to meet with officials of the Bureau of the Census to establish the boundaries of the blocks; and

WHEREAS. If Nevada does not participate in the Block Boundary Suggestion Program, the Bureau of the Census will establish the boundaries of the blocks based on its own criteria; now, therefore, be it

RESOLVED BY THE SENATE OF THE STATE OF NEVADA, THE ASSEMBLY CONCURRING, That the legislative commission is hereby directed to study the establishment of the boundaries of blocks in this state and to participate in the Block Boundary Suggestion Program of the Bureau of the Census in preparation for the decennial census in 1990; and be it further

RESOLVED, That the legislative commission shall:

- 1. Consult with appropriate agencies of the executive branch and local governments in this state concerning the Block Boundary Suggestion Program;
- 2. Provide local governments with the opportunity to suggest the boundaries of blocks within their jurisdictions;
- 3. Prepare maps for use with the Census Bureau in establishing the boundaries of the blocks; and
- 4. Report the results of the study and the state's participation in the Block Boundary Suggestion Program to the 64th session of the legislature.

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REPORT OF THE LEGISLATIVE COMMISSION

TO THE MEMBERS OF THE 64TH SESSION OF THE NEVADA LEGISLATURE:

This report is submitted in compliance with Senate Concurrent Resolution No. 59 of the 63rd session of the Nevada legislature. This resolution directs the legislative commission, under the auspices of the joint committee on government affairs, to study the establishment of the boundaries of blocks in this state and to participate in the Block Boundary Suggestion Program (BBSP) of the Bureau of the Census in preparation for the decennial census in 1990.

The legislative commission appointed a subcommittee to direct and oversee the staff work for this study which was assigned to the research division of the legislative counsel bureau. Legislative members of the subcommmittee were:

Assemblyman Joan A. Lambert, Chairman Senator Sue Wagner, Vice Chairman

In this report, the subcommittee has attempted to present its findings and recommendations in a concise form. Only that information which bears directly upon the scope of the study and the subcommittee's recommendations is included. All supporting documents and minutes of meetings are on file with the research library of the legislative counsel bureau.

This report is transmitted to the members of the 1987 legislature for their consideration and appropriate action.

Respectfully submitted,

Legislative Commission Legislative Counsel Bureau State of Nevada

Carson City, Nevada December 1986

LEGISLATIVE COMMISSION

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SUMMARY OF RECOMMENDATIONS

This summary presents the recommendations to the 64th session of the Nevada legislature by the legislative commission's subcommittee to study boundaries for blocks for census in 1990.

The subcommittee recommends:

- That legislation be introduced to require that precinct or voting district boundaries coincide with visible features on the ground. (BDR 24-1144)
- 2. That a concurrent resolution be adopted to direct the legislative commission to continue the state's participation in the Block Boundary Suggestion Program and in other programs conducted by the United States Bureau of the Census in preparation for the 1990 census and the redistricting data to be provided under Public Law 94-171. (BDR R-1143)

REPORT TO THE 64TH SESSION OF THE NEVADA LEGISLATURE BY THE LEGISLATIVE COMMISSION'S SUBCOMMITTEE TO STUDY BOUNDARIES FOR BLOCKS FOR CENSUS IN 1990

I. INTRODUCTION

The 1985 legislature adopted Senate Concurrent Resolution No. 59 (File No. 134) which directed the legislative commission to study the establishment of the boundaries of blocks in Nevada and to participate in the Block Boundary Suggestion Program (BBSP) of the United States Bureau of the Census (Census Bureau) in preparation for the decennial census in 1990.

II. REVIEW OF THE BLOCK BOUNDARY SUGGESTION PROGRAM

The BBSP provides states with an opportunity to suggest certain visible features for the Census Bureau to hold as block boundaries for the 1990 census. At least 39 states, including Nevada, elected to participate in the BBSP.

This program is the initial phase of the 1990 census program under Public Law 94-171 which requires the Census Bureau to provide states with population counts for legislative reapportionment/redistricting purposes. A copy of Public Law 94-171 is provided in Appendix A.

A. EXPLANATION OF THE PROGRAM

The Census Bureau furnishes population counts by standard geographic areas to include counties, minor civil or census county divisions, incorporated places, census tracts and census blocks nationwide. Under the Public Law 94-171 program, the Census Bureau also will provide population counts by voting districts, or precincts, in participating states by aggregating data for census blocks within those voting districts.

The primary purpose of the BBSP is to identify features to be held as block boundaries which coincide with voting district boundaries to provide 1990 census data to the state for the redistricting process. However, the program also is useful for other purposes within this state.

A major problem in Nevada with the 1980 census was that many census boundaries divided small communities in the rural areas. These boundaries made it difficult, if not impossible, to develop accurate population figures for many small towns and areas in the state. Therefore, the BBSP also was used in Nevada to identify, wherever possible,

block boundary features which encircle small communities to attempt to correct this problem for the 1990 census. This use of the BBSP in Nevada is consistent with the purposes of the program since many of the small rural communities are designated by the counties as mailing precincts.

B. STATE PARTICIPATION

Under the authority of S.C.R. 59 and under the direction of the legislative commission's subcommittee to study boundaries for blocks for census in 1990, staff from the research division of the legislative counsel bureau participated in the BBSP through the Regional Office of the Census Bureau located in Seattle, Washington. The Census Bureau provided a document entitled "Guidelines For State Participation" dated March 1, 1985, which furnished detailed instructions for the actions required under the BBSP. A copy of this document is in Appendix B.

Staff contacted or met with the appropriate local officials or planning staff in all 17 counties of the state. These officials provided maps and descriptions of voting districts and, in some cases, other information such as high growth areas for the identification of block boundaries. This information then was transferred to a standard set of maps-primarily the Nevada Map Atlas prepared by Nevada's department of transportation.

The Census Bureau automatically is holding any highways, named streets, rivers and other major features as block boundaries. Therefore, the main effort in this program was to examine the rural areas of the state to locate features to be held as block boundaries.

The first working visit by staff to the Regional Office of the Census Bureau, in Seattle, Washington, was conducted from March 19 through March 21, 1986. During this visit, the comparison between the Census Bureau's feature change maps (FCM's) and the state maps to designate features to be held as block boundaries was completed for a majority or a significant portion of nine of Nevada's 17 counties.

The primary base maps for the FCM's are the 7 1/2 minute United States Geological Survey (USGS) quadrangles. However, computer-produced maps also are used because large portions of Nevada, and some other states, are not covered by USGS maps. Almost 2,000 map sheets at this scale are necessary to cover the State of Nevada.

Most of the areas of Nevada which were not reviewed during the March 1986 visit were to have been covered by the Census Bureau's computer-produced maps. Completion of the initial phase of the BBSP for Nevada was delayed due primarily to the lack of availability of the computer-produced maps.

The second and final trip to the Regional Office was conducted from October 28 through October 30, 1986. During this visit, the vast majority of the maps to be reviewed were present in the Census Bureau office. A few map sheets still were not available. However, the Census Bureau geographers accepted and annotated state highway maps with the features to be held for the remaining Census Bureau maps when they become available at the Regional Office. Therefore, the state's participation in Phase 1 of the BBSP was completed.

C. REMAINING PHASES OF THE BBSP

According to the Census Bureau, Phase 2 of the BBSP will involve the designation of voting district boundaries on the Bureau's preliminary 1990 census maps. Appendix C is an excerpt from the March 17, 1986, issue of the Federal Register which explains the Census Bureau's plans for the 1990 census Public Law 94-171 program including the phases of the BBSP.

During the latter half of 1987, states will receive detailed information and will be invited to participate in Phase 2 of the BBSP. In the last quarter of 1988, states which elect to participate in Phase 2 will receive two complete sets of maps for the entire state showing block boundaries.

State staff will be required to delineate voting district boundaries using the blocks and the boundaries of counties, minor civil divisions and incorporated places shown on these maps. States probably will have 6 or 7 months from the time that the maps are received to designate voting district boundaries and return them to the Census Bureau.

One set of maps will be returned to the Census Bureau and one set will be retained by the state. The maps likely will be of uniform size, by county, with insets to highlight features in densely populated areas.

The voting district boundaries designated by the state will be included in the Census Bureau's geographic system so that it can provide the state with population counts for voting districts, voting district equivalents, standard census tabulation areas and census blocks from the 1990 census.

Phase 3 of the 1990 census Public Law 94-171 program is the delivery to the states by April 1, 1991, of the final 1990 census block numbered maps and census data for legislative apportionment/redistricting. Appendix D provides a summary of the major dates and activities for the 1990 Census Redistricting Data Program under Public Law 94-171.

III. SUBCOMMITTEE MEETINGS

The legislative commission's subcommittee to study boundaries for blocks for census in 1990 conducted two meetings to receive public testimony and to review the staff work for the BBSP.

A. FIRST MEETING

The first meeting of the subcommittee was held on November 19, 1985, in Carson City, Nevada. The subcommittee heard an explanation of the BBSP by staff and reviewed the proposed timetable for completion of the program. The subcommittee also reviewed a related matter pertaining to a proposal by the Census Bureau to provide subcounty census data by census county divisions (CCD's) rather than by townships. Testimony was provided by representatives of the Nevada Association of Counties (NACO) and the state data center within the state library and archives.

B. SECOND MEETING

The second meeting of the subcommittee was held on November 20, 1986, in Reno, Nevada. The subcommittee heard a report by staff on the completion of Phase 1 of the BBSP and reviewed the work conducted by the staff. The subcommittee also received information concerning further programs, geographic operations and plans of the Census Bureau in preparation for the 1990 census.

Representatives of the state data center provided updated information concerning CCD's. Based on a survey of the counties by NACO and the recommendations of his staff, the governor decided to authorize the establishment of CCD's in Nevada. State and local officials will have an opportunity in 1987 to participate in the establishment of the boundaries for the CCD's.

This meeting of the subcommittee concluded with a work session to analyze the information and to review recommendations submitted for consideration.

IV. FINDINGS AND RECOMMENDATIONS

The subcommittee was impressed with the concerted efforts and cooperation exhibited by the Census Bureau to enhance the involvement of state and local officials in the preparatory work for the 1990 census.

A. BENEFITS TO NEVADA

The subcommittee finds that Nevada and the legislature will benefit from the state's participation and continued involvement in the BBSP and other Census Bureau programs in preparation for the 1990 census.

The Census Bureau's decision to block number the entire Nation will provide more detailed population data for the states. According to the Census Bureau, the total number of blocks nationwide is estimated to increase from 2.5 million in 1980 to 12 to 15 million for the 1990 census. As one of the fastest growing states in the country, Nevada will benefit from this increased level of data, particularly for tracking growth in the rural areas and around the major population centers in this state.

The Census Bureau's extensive geographic operations and mapping work should provide the state with a consistent and uniform set of maps to accurately relate census tabulations with the appropriate geographic areas. The mapping products should be a valuable resource for the state and are expected to be a vast improvement over the wide variety of maps and scales used in the 1980 census.

The more detailed population data and uniform set of maps also will benefit the Nevada legislature as it deals with its responsibility for reapportionment/redistricting as a result of the 1990 census. The detailed data will provide more possibilities for aggregating census tabulations to create legislative and other political districts of equal size. The state's continued participation in the BBSP guarantees that Nevada will receive an additional level of census data by voting districts and voting district equivalents, aside from the normal census tabulations such as for blocks, block groups, census tracts and higher level aggregations.

The Census Bureau is required by law to provide states with the census data for redistricting by April 1, 1991. However, the Bureau plans to release the data to the states as soon as it becomes available between January and March 1991. The Nevada legislature will be in session during that time and under pressure to review the data and accomplish its reapportionment function in a timely fashion. Because the census geography will be set well in advance of that time, and because of the earlier projected release of census data, the reapportionment process in 1991 should be greatly enhanced.

For the above reasons, the subcommittee urges and encourages the Nevada legislature and its staff, the state data center and other appropriate state executive branch agencies, and the National and Regional Offices of the Census Bureau to continue their process of mutual cooperation in preparation for the 1990 census.

B. RECOMMENDATIONS

The subcommittee to study boundaries for blocks for census in 1990 reviewed and adopted two recommendations for legislation.

1. Voting District Boundaries

Under the BBSP, the Census Bureau has required states to identify visible features on the ground to be held as block boundaries to coincide with precinct or voting district boundaries. The Census Bureau believes that the use of visible features, rather than invisible survey boundaries such as certain township lines, will improve the accuracy of the census.

At least 10 states have enacted legislation that requires voting district boundaries to conform to visible ground features in accordance with Census Bureau criteria. (The criteria is explained in detail in Appendix B.) These states are Colorado, Georgia, Idaho, Louisiana, Massachusetts, Minnesota, New Mexico, New York, North Carolina, and Virginia.

The Census Bureau is not advocating or requiring states to adopt such legislation. However, the Bureau will not establish block boundaries under the BBSP unless they coincide with visible ground features or with city or county boundaries. Some counties in Nevada use township lines as precinct boundaries. Legislative staff had to approximate these boundaries for the BBSP by locating rivers, roads or other nearby visible features.

In Nevada, county clerks are required to establish election precincts and define the boundaries (Nevada Revised Statutes [NRS] 293.205, "Establishment, abolishment, alteration and consolidation"). Criteria is established for the number of voters in an election precinct (NRS 293.207, "Establishment on basis of number of voters therein; maximum number for precinct using paper ballots or mechanical voting system; consolidation of precincts"), but no criteria is provided for precinct boundaries. Election precincts must be located wholly within a legislative district (NRS 218.082, "Census maps; establishment of election precincts"). Nevada law also provides for mailing precincts in sparsely settled areas (NRS 293.213, "Mailing precincts; absent ballot mailing precincts").

The subcommittee believes that the use of visible features for voting district boundaries would be useful not only for census purposes, but also to make it easier for county clerks and citizens to identify voting districts in this state. The subcommittee indicated that legislation on this issue should be introduced to generate discussion and to determine if there are any problems with such a proposal.

Therefore, the subcommittee recommends:

That legislation be introduced to require that precinct or voting district boundaries coincide with visible features on the ground. (BDR 24-1144)

The subcommittee also indicated that this legislation should include a reasonable deadline, such as June 30, 1988, for counties to adjust their voting district boundaries to comply with the legislation if it is adopted.

2. Continued Participation

Under the authority of S.C.R. 59 of the 1985 session, Nevada has completed Phase 1 of the BBSP. In mid-1987, the Census Bureau will provide guidelines and invite states to participate in Phase 2 of the BBSP. During Phase 2, in the last quarter of 1988, the preliminary census maps with block and other political boundaries, including the boundaries requested under Phase 1 of the BBSP, will be transmitted to the states. State officials then will have an opportunity to review the maps and to designate voting district boundaries for the census tabulations to be provided in 1991.

Therefore, the subcommittee recommends:

That a concurrent resolution be adopted to direct the legislative commission to continue the state's participation in the Block Boundary Suggestion Program and in other programs conducted by the United States Bureau of the Census in preparation for the 1990 census and the redistricting data to be provided under Public Law 94-171. (BDR R-1143)

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APPENDIX A

Public Law 94-171

Public Law 94—171 94th Congress

An Act

To amend section 141 of title 13, United States Code, to provide for the transmittal to each of the several States of the tabulation of population of that State obtained in each decennial census and desired for the apportionment or districting of the legislative body or bodies of that State, in accordance with, and subject to the approval of the Secretary of Commerce, a plan and form suggested by that officer or public body having responsibility for legislative apportionment or districting of the State being tabulated, and for other purposes.

Dec. 23 1975 [H.R. 1753]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled. That section 141 of title 13, United States Code, is amended by adding at the end thereof the following new subsection:

Population, tabulation for State legislative apportionment,

ing new subsection:

"(c) The officers or public bodies having initial responsibility for the legislative apportionment or districting of each State may, not later than three years prior to the census date, submit to the Secretary a plan identifying the geographic areas for which specific tabulations of population are desired. Each such plan shall be developed in accordance with criteria established by the Secretary, which he shall furnish to such officers or public bodies not later than April 1 of the fourth year preceding the census date. Such criteria shall include requirements which assure that such plan shall be developed in a nonpartisan manner. Should the Secretary find that a plan submitted by such officers or public bodies does not meet the criteria established by him, he shall consult to the extent necessary with such officers or public bodies in order to achieve the alterations in such plan that he deems necessary to bring it into accord with such criteria. Any issues with respect to such plan remaining unresolved after such consultation shall be resolved by the Secretary, and in all cases he shall have final authority for determining the geographic format of such plan. Tabulations of population for the areas identified in any plan approved by the Secretary shall be completed by him as expeditiously as possible after the census date and reported to the Governor of the State involved and the officers or public bodies having responsibility for legislative apportionment or districting of such State, except that such tabulations of population of each State requesting a tabulation plan, and basic tabulations of population of each State, shall, in any event, be completed, reported and transmitted to each respectively State within one year after the census date."

PUBLIC LAW 94-171-DEC. 23, 1975

SEC. 2. (a) The heading for section 141 of title 13, United States Code, is amended by adding at the end thereof the following: "; tabulation for legislative apportionment".

(b) The table of sections for chapter 5 of title 13, United States Code, is amended by striking out the item relating to section 141 and inserting in lieu thereof the following:

"141. Population, unemployment, and housing; tabulation for legislative apportionment.".

Approved December 23, 1975.

89 STAT. 1024

LEGISLATIVE HISTORY:

HOUSE REPORT No. 94—456 (Comm. on Post Office and Civil Service). SENATE REPORT No. 94—539 (Comm. on Post Office and Civil Service). CONGRESSIONAL RECORD, Vol. 121 (1975):

Nov. 7, considered and passed House.

Dec. 15, considered and passed Senate.

APPENDIX B

Guidelines For State Participation

1990 Block Boundary Suggestion Program Guidelines For State Participation

A. General

For purposes of conducting the 1990 Decennial Cansus and furnishing the resulting data to state legislatures as part of the Public Law 94-171 program, the Census Bureau will block number the entire Nation and tabulate population totals (and other specific items to be determined) for each block. The Block Boundary Suggestion Program (BBSP) provides state officials with an opportunity to suggest certain visible features (or feature extensions) for the Census Bureau to hold as block boundaries for the 1990 census. This is phase 1 of the Public Law 94-171 1990 census program that requires the Census Bureau to provide states with 1990 population counts for redistricting purposes.

For those states requesting summaries of 1990 data by voting district (VTD), the Census Bureau will produce them by aggregating data for census blocks. As part of phase 2 of the Public Law 94-171 Program, the Census Bureau will aggregate data based on VTD boundary information the state provides.

The boundaries of many YTDs do not follow visible features. The intent of the BBSP is to create the greatest possible correspondence between block boundaries on Census Bureau maps and whatever boundaries are used as YTDs at the time of the 1990 census. It is not the objective of this process to encourage or influence states to change their voting districts from those they prefer or that are established, nor is it an attempt to dictate that YTDs follow visible features, that YTDs be defined at this time, or that YTDs be adjusted in any manner at a later date.

Allowing states to participate in identifying the features the Census Bureau will use as block boundaries, as they relate to VTDs, and increasing the number of features the Census Bureau might hold as block boundaries, will diminish the necessity for combining data for adjacent VTDs where a VTD boundary splits a block. While providing for the maximum number of block boundaries, particularly near VTD boundaries, may not eliminate entirely the necessity to combine VTD data in a particular area, it may reduce the severity of the effect on the 1990 data tabulations for VTDs.

The geographic staff in the Census Bureau's regional offices are updating maps for use in the 1990 census. The maps being updated are identified as Feature Chanye Maps (FCMs) and use as a base either the 7 1/2 minute U.S. Geological Survey (USGS) quadrangles, computer-produced maps prepared from USGS quadrangles at other scales, 1980 Metropolitan Map Series (MMS) sheets, or similar type maps. All of the line features shown on these maps are potential block boundaries for 1990. The Census Bureau will number each block bounded by these features for identification purposes after all FCM corrections are entered into the 1990 map files.

States electing to participate in the Block Boundary Suggestion Program must undertake two major tasks:

- Gather and/or prepare a set of maps showing current or possible voting district (VTD) boundaries cand the features they follow.
- Compare the VTV maps to the Census Bureau's FCMs at the appropriate Census Bureau regional office for the following purposes:
 - a. To identify the specific visible features on the FCMs that the state wants held as 1990 block boundaries for purposes of redistricting. It is important for state officials to understand that because a feature was used as a block boundary in 1980, there is no guarantee that the feature will be a block boundary in 1990. The state must review all features the state wants held as block boundaries in 1990, including areas covered by the 1980 GBF/DIME-Files and MMS sheets.
 - b. To request that selected features be added to the FCM and held as block boundaries for the 1990 Decennial Census when those features are coincident with current or possible VTD boundaries.

B. Materials Needed

- 1. Voting District maps Maps showing current or possible VTD boundaries.
- Aerial photography Current large scale aerial photography for verification of suggested features that are not shown on USGS quadrangles.
- USGS topographic quadrangles USGS quadrangles (7 1/2', 15', 1:50,000 or 1:100,000-scale) for verification of natural features such as ridgelines, canyons, or other topographic features suggested as block boundaries.
- 4. Other reference maps Other reference maps may be provided for feature verification. These maps will be accepted based on the judgement of the regional office geographic staff.

The USGS 7 1/2 minute quadrangles and aerial photographs will be accepted as documentation for many "standard" features; other maps and source materials may be used at the discretion of the regional office geographers.

C. Gathering/Plotting Voting District Boundaries

The first step in the BBSP is for state personnel to prepare maps before meeting with the Census Bureau's regional office staff. This preparatory work is the responsibility of the state. It requires expertise in the use of geographic and cartographic source materials and familiarity with census maps and census geography.

 If information regarding the location of present or possible YTD boundaries is not available at the state level, the state officials must obtain information in map form from local election officials. During this process, the state officials need to look for VTD boundaries that do not follow visible map features. Where such situations are identified, the state officials need to decide if nearby visible features would be useful block boundaries approximating the VTD.

2. To make the FCM review stage efficient for state staff, the Census Bureau recommends that state officials transfer their current or possible VTDs to a standard set of maps. This step will be useful if state, county, or local authorities provide maps of mixed scale or quality. The Census Bureau recommends the use of USGS 7 1/2' topographic maps (1" = 2,000') or maps at a scale similar to the MMS sheets produced by the Census Bureau (1" = 1,600'). If the USGS quadrangles are not used, the addition of the 7 1/2' quadrangle map sheet lines to the VTD maps provides a useful spatial reference tool during the VTD/FCM comparison operation.

O. Reviewing the VTD maps

For recognition as a block boundary in the 1990 Decennial Census, a VTD boundry must follow visible features or other tabulation boundaries. 1/ If a VTD boundary follows a visible feature normally not depicted on the FCM, the feature can be added if acceptable evidence of its existence is provided to the Census Bureau regional office.

 Where the YTD boundary follows a standard 2/ visible feature shown on the state or county map, highlight that boundary and the underlying feature in yellow.

Note: The Census Bureau plans to hold the following standard features as block boundaries for the 1990 census where they appear on census maps:

- a. Ramed roads and streets
- b. Drainage features 40' or more in width

While the state has the option of not checking and highlighting such features during their map preparation operation or performing the later review in the regional office, it must be understood that there is no guarantee that the specific road

- 1/ If the VTD boundary follows a 1990 tabulation boundary it will not be reviewed as part of this operation. Appendix A provides a list of county subdivisions that will be held as tabulation units for the 1990 Decennial Census.
- 2/ Appendix B provides a list of the standard features normally shown on FCMs. If the state wants a specific feature held as a block boundary, it must be identified individually during the FCM comparison operation in the regional office.

a state wants held will appear on the FCM. The only way to ensure that a feature needed as a block boundary in 1990 appears on the census maps is to highlight it at this stage and request that it be identified as a "must hold" block boundary during the FCM review phase.

- 2. Where the VTD boundary follows a nonstandard feature shown on the state or county map, it may be acceptable for use as a block boundary in the VTD program at the discretion of the regional office geographer, provided the state supplies acceptable supporting documents. Highlight these boundaries and the underlying features in yellow.
 - a. Intermittent streams
 - b. Dry washes
 - c. Jeep trails
 - d. Stone walls
 - e. Small water bodies (inlets, ponds, etc.)
 - f. Ridgelines
 - g. Fence lines
 - h. Footpaths
 - i. Unnamed roads
 - j. Canyons and ravines
 - k. Alleys
 - 1. Walkways
 - m. Canals and aqueducts
 - n. Aboveground rapid rail transit, aerial tramway, monorail, and other rail features.
 - o. The edges of open pit mines, strip mines, and quarries
 - p. The edges of swamps
 - q. Levees, berms, and dams
- 3. If a VTD boundary does not follow a visible feature shown on the state or county map, but follows a line, such as an unmarked property line, the right-of-way for a proposed road, or a survey (section) line, it is not acceptable as a block boundary. The location of all such VTD boundaries should be checked on aerial photos, USGS topographic maps, or other source maps.

- a. If the new source shows that the VTD boundary follows a visible feature, add the feature to the VTD map. Label it with a descriptor (name and/or feature type) and highlight it in yellow. Document the source of each added feature for use at the regional office as well as for your records. Bring the source document to the regional office.
- b. If the new source does not show that the VTD boundary follows a visible feature, in some circumstances it may be acceptable to use an "extension" of a visible feature as a block boundary. A feature extension is an imaginary line (straight, line-of-sight continuation) drawn from the end of a visible feature shown on the map to another nonaddressable visible feature shown on the map. A feature extension cannot end at a tabulation boundary that is not coextensive with some other visible map feature.

An extension always must end at the first feature it intersects, for instance, a feature cannot be extended across a railroad track to a road on the other side; the extension must terminate at the railroad. Census enumerators must be able to locate feature extensions during the course of the 1990 Decennial Census field operations.

- (1) If the proposed feature extension is less than 300 feet in length and extends to a nonaddressable feature, highlight the proposed extension in yellow and label it "FXT".
- (2) In more rural areas, a proposed feature extension of more than 300' may be acceptable, at the discretion of the regional office geographer. Highlight these in yellow as well and label them "EXI".
- c. If the check of other source materials shows that the VTD boundary does not follow a visible feature and a feature extension is not appropriate, the state can identify a nearby visible feature as a candidate for a block boundary. Highlight this nearby feature in yellow, label it with a decriptor and document the reference source. Bring the source document to the regional office.
- E. Preparing for Regional Office FCM Review

The state must compare its set of highlighted maps to the Census Bureau's FCMs at the appropriate Census Bureau regional office; Appendix D provides a list of the regional offices and their respective jurisdictions. The state must contact the regional director to arrange for the meetings. The regional director and state officials must establish a mutually agreeable date (or set of dates) for a visit(s) to the regional office. We recommend a two person state team and at least 3 days per visit.

Because of the scheduling of other ongoing Census Bureau programs for which the FCMs are being used, the regional office usually will not have the FCM's for an entire state available at one time. Consequently, the timing of the states visit(s) to the regional office depends on the availability of updated FCMs and staff time at the regional office. In some instances, it may be necessary to review a portion of a county during one visit and complete the remaining portion of the county in a later visit.

Take the following items to the regional office once the state review of current or possible VTD boundaries is complete:

- The set of maps showing the VTD boundaries, including the yellow highlighted features to be reviewed/added to the FCK's.
- Verification materials -- Document all features the state wants added to the FCM.
 - a. The preferred source for the verification of features is aerial photography.
 - b. Topographic maps may document the location of physical features, such as ridgelines the state wants added to the FCM. Copies of the topographic quadrangles are available at most state university libraries or may be purchased from the USGS; see Appendix C for USGS purchasing instructions. (The regional office may have the necessary USGS topographic quadrangles. A telephone call may eliminate the need to bring a USGS quadrangle to the regional office.)
 - c. Without additional confirmation, local maps are not definitive evidence that a feture exists. Cansus Bureau regional office geographers will determine the extent to which confiming evidence is required. Streets will not be added to the FCM without additional confirmation (for instance, aerial photographs) because of the widespread local practice of mapping streets that are planned, but not constructed (paper streets). Depending on the source, the geographer may accept some types of nonstreet features for inclusion on the FCM without additional confirming evidence.
- F. Guidelines for Comparison of Maps at the Census Bureau Regional Office

State officials or their representatives who are responsible for noting instances where the FCM needs to have a feature or feature extension added or identified as a "must hold" block boundary will conduct the

comparison operations. Census Bureau regional office geographers will be available for assistance during the entire visit. Census Bureau staff will work with the state officials to review the suggested "add" features, make any accepted additions to the FCMs, and label accepted features as "must hold" block boundaries for the 1990 Decennial Census. Census Bureau staff will add acceptable features to census maps on a feature-by-feature basis; the Census Bureau will not add an entire class of features, such as "all powerlines in the county".

The operation will proceed as follows:

- 1. The state selects a county.
- The regional office staff provides the necessary FCMs for that county (or part of the county) to be reviewed.
- 3. The state reviews their YTD map(s) against the FCM. The suggested approach is to begin in the RM section of the county being reviewed and compare the yellow highlighted features on the state maps to the features on the FCMs.
 - a. If a yellow highlighted feature is on the FCM, the state may ask the regional office staff to identify that feature as a "must hold" block boundary for 1990 while the state staff is at the regional office.
 - b. If a yellow highlighted feature is not on the FCM, Census Bureau staff may add it if acceptable proof of the feature's existence is provided by the state officials.
 - 1) Acceptable documentation of features not on FCHs include:
 - a) Aerial photographs. (Acceptable for any and all features.)
 - b) Topographic maps for topographic features.
 - c) Other evidence, such as local maps or maps derived from aerial photography, for nonstreet features based on the evaluation by the regional office geographic staff.
 - 2) If the documentation is acceptable to the regional office geographer, a member of the regional office staff will add the feature (and its name where known) to the FCM and identify it as a "must hold" block boundary while the state staff is at the regional office.
 - 3) If the regional office geographer determines that additional proof is needed to support a feature's existence, the state will be responsible for arranging to provide the regional office with further proof. Regional office staff will document

all such cases and hold them in a "pending" file until the State provides additional evidence. The regional office will determine the time frame for verification of a feature based upon census program schedules.

- c. If the yellow highlighting is for a feature extension, the regional office geographer will determine if the suggested feature extension can be held as a block boundary, and where accepted, the regional office staff will add the feature to the FCM and label it as an extension and a "must hold" block boundary while the state staff is at the regional office.
- d. If the regional office geographer determines that a suggested feature is not acceptable as a block boundary, the regional office staff will document that fact while the state staff is at the regional office.
- 4. When the work for a county or a portion of a county is complete, all the suggested feature additions on the state map will fall into one of the following categories:
 - a. Accepted added to the FCMs and/or annotated as a "must hold" block boundary.
 - b. Rejected a record of the suggested feature and the reason it was not accepted has been provided to the state.
 - c. Pending there may be some instances where a final decision about a feature or the actual addition of a feature to the FCM cannot be done during the state's regional office visit. For instance:
 - 1) The state may need further verification materials.
 - Circumstances might lead to a short delay agreed upon between the regional office and state staffs.

The regional office staff will keep a record of features "pending decision". When a decision has been made, the Census Bureau will provide written notification to the state.

Repeat this process for each county until all selected counties are completed.

APPENDIX C

Statement Of The Census Bureau's Plans For The 1990 Census Public Law 94-171 Program From The March 17, 1986, Issue Of The <u>Federal Register</u>

perform similar services or duties; or result in the displacement of employed workers or impair existing contracts for

8. Non-compensation for Services. No volunteer or other person, organization. or agency shall request or receive any compensation for services of student volunteers. No volunteer site or any member or cooperating organization shall be requested or required to contribute or to solicit contributions to establish any part of a local share. This does not prevent the acceptance of cash contribution made voluntarily and without condition to the SSLP grantee for legitimate charitable purpo

9. Volunteer Status, Student volunteers are not employees of the sponsoring organization or the U.S. Government while volunteers.

10. Nepotism. Persons selected for project staff positions may not be related by blood or marriage to other project staff, aponsor staff or officers, or members of the sponsor Board of Directors unless there is concurrence by ACTION.

(42 U.S.C. 4974)

Signed in Washington, DC, this 10th day of March, 1986.

Donna M. Alvarada

Director.

[FR Doc. 86-5736 Filed 3-14-86, 8:45 am] DILLING CODE 1960-20-8

DEPARTMENT OF AGRICULTURE

Agricultural Stabilization and Conservation Service 1986 Upland Cotton Marketing Quota Program; Producer Referendum

AGENCY: Agricultural Stabilization and Conservation Service. USDA.

ACTION: Notice regarding the conduct of a producer referendum with respect to the 1988 Upland Cotton Marketing Quota Program.

SUMMARY: The purpose of this notice is to announce that the producer referendum with respect to the 1986 upland cotton marketing quota, originally proposed to be conducted during the week of December 9-13, 1985, and later postponed until ne later than thirty-one days after adjournment sine due of the first session of the Ninetydie ot the time session of the runery-ninth Congress, will not be conducted. The Food Security Act of 1895, Peb. L. 99–198, which provides for a 1986 upland cotton program, was signed into law on December 23, 1985, making the referendum unnecessary. EFFECTIVE DATE: March 17, 1988.

ADORESS: Dr. Howard C. William Director, Commodity Analysis Division, Agricultural Stabilization and Conservation Service (ASCS), USDA.
Room 3741 South Building, P.O. Box 2415, Washington, DC 20013. FOR PURTHER INFORMATION CO Janise A. Zygmont, Agricultural Economist, USDA-ASCS, Room 3754 South Building, P.O. Box 2415, Washington, DC 20013, or call (202) 475-1645. A preliminary Regulatory Impact Analysis has been prepared and is available on request from the above named individual.

SURES PARTY AND SUSCESSATION This notice has been reviewed under USDA procedures established in accordance with Executive Order 12291 and Departmental Regulation No. 1512-1 and has been designated as "non-major". It has been determined that this notice will not have any of the significant effects specified in those document The purpose of this notice is to announce that the producer referendum with respect to the national marketing quota for upland cotton for the marketing year beginning August 1, 1988, will not be held since the provisions of the Agricultural Adjustment Act of 1938 which required the referendum have been suspended for the 1986-1990 crops of upland cotton

The titles and numbers of the Federal assistance programs to which this notice applies are: Title-Cotton Production Stabilization; Number-10.052, and Title—Commodity Loans and Purchases: Number-10.051, as found in the Catalogue of Federal Domestic Assistance.

e Administrator, Agricultural Stabilization and Conservation Service (ASCS), certifies that this notice will not have a significant economic impact on a substantial number of small entities Consequently, no regulatory flexibility analysis is required under the provisions of the Regulatory Flexibility Act (5 U.S.C. 801 et seq.).
It has been determined by an

environmental evaluation that this action will have no significant impact on the quality of the human environment. Therefore, neither an environmental

essment nor an Environmental Impact Statement is needed.

This program activity is not subject to the provisions of Executive Order 12373 which requires intergovernmental consultation with State and local officials. See Notice related to 7 CFR Part 3015, Subpart V. published at 48 FR

Part 3013, Support v. patentined at 46 PA 29115 (June 24, 1953). Section 342 of the Agricultural Adjustment Act of 1938 (the "1938 Act") provides that, whenever a national

marketing quote is proclaimed for upland cotton, the Secretary of Agriculture shall, not later than December 15 of the calendar year in which such quote is proclaimed, conduct a referendum of farmers to determine a referendum of farmers to determine whether they favor or oppose marketing quotas. A notice of proposed determination was published in the Federal Register (50 FR 41541) on October 11, 1985, in which it was proposed that a producer referendum for the marketing year beginning August 1. 1986, would be conducted during the week of December 9-13, 1985.

Section 342 of the 1938 Act was amended by Pub. L. 99-157, effective November 15, 1985, to provide that the referendum with respect to the national marketing quota for upland cotton for the marketing year beginning August 1, 1986, may be conducted not later than thirty-or e days after adjournment sine die of the first session of the Ninetyninth Congress. On December 6, 1965, the Secretary of Agriculture announced by prese release that the marketing erendum for upland cotton for the 1986 Upland Cotton Marketing Quota Program would be postponed. However, section 502 of the Food Security Act of 1985, Pub. L. 99-198. provides that section 342 of the 1985 Act not applicable to the 1986-1990 crops of upland cotton.

Notice

Accordingly, notice is hereby given that the producer referendum to determine whether farmers favor or oppose marketing quotes for upland cotton for the marketing year beginning August 1, 1988, will not be conducted.

Signed at Washington, DC, on March 11.

Milton J. Herts,

Acting Administrator, Agricultural Stabilization and Conservation Servi [FR Doc. 86-5713 Filed 3-14-84. 8:45 am]

DEPARTMENT OF COMMERCE

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1986 Canaus Pub. L. 94-171 Program

Under the requirements of Pub. L. 94-171 (13 U.S.C. 141), the Director of the seu of the Census is issuing below a statement of the Census Bureau's plans for providing population counts for state legislative reapportionment/redistricting needs. The Census Bureau has provided this statement to the Governor Secretary of State, and legislative leaders of each state. Copies are

available on request from the Director, Bureau of the Census, Washington, DC

Under the provisions of Pub. L. 94–171, the Census Bureau must provide each state with 1990 census population counts for legislative reapportionment/ redistricting. In addition to counts by standard geographic areas (counties, minor civil or census county divisions, incorporated places, census tracts, and census blocks nationwide), the Census Bureau will provide population counts by voting district in participating states by aggregating data for census blocks within those voting districts that meet the criteria issued by the Census Bureau for the 1990 Census Pub. L. 94–171

Program.
The 1990 Census Pub. L. 96–171
Program has three major phases:

Phone 1

The Consus Buresu announced this phase, the Block Boundary Suggestion Project, in the April 23, 1985 Federal Register and provided the guidelines and criteria to the Governor. Secretary of State, and legislative leaders of each state. The Census Buresu also offered to meet with officials in each state to discuss this program and answer questions: 40 states participated in such meetimes.

meetings.

The Block Boundary Suggestion
Project afforded states the opportunity
to suggest certain visible features they
wanted the Census Bureau to use es
block boundaries in the 1990 census to
the extent those features conformed to
the criteria issued by the Census Bureau.
For any visible feature the state suggests
that is not on the Census Bureau's maps.
the state staff must provide topographic
maps. serial photographs, or other
suitable materials for varification

July 31, 1985 was the desdline for the state to inform the Census Bureau of its intent to participate in this Project. Forty-two states elected to participate. A list of contact persons in the participating states is available from the Director. Bureau of the Census, Washington, DC 20233.

Phon 2

Beginning in late 1998, the Census Burseu will provide requesting states with copies of preliminary 1990 census maps showing block boundaries. State staff will delineate voting district boundaries using these blocks and the january 1, 1998 boundaries of counties, minor civil divisions, and incorporated places shown on these maps. The Census Burseu will include these voting district boundaries—updated for January 1, 1990 boundaries of counties,

minor civil divisions, and incorporated places—in its census geographic system so that it can provide the state with counts for voting districts, voting district equivalents, standard census tabulation areas, and census blocks statewide no later than April 1, 1991.

Those states that are not participating in Phase 1 of the 1990 Census Pub. L. 94–171 Program may participate in Phase 2 by submitting their voting district boundaries on copies of these 1990 census block-numbered maps so long as they follow the boundaries of the census blocks.

Phone 3

The Census Bureau will deliver a copy of the finel 1990 census block numbered maps and the 1990 Peb. L. 94-171 data to the Governor and the officers or public bodies having initial responsibility for legislative apportionment or districting in each state by April 1. 1991. States that did not participate in the serlier phases of this program will receive population counts and maps for standard census areas: i.e., counties, incorporated places, minor civil divisions, census trects, block numbering areas, and census blocks. The planned subject content of these data is total pipulation, major race groups, and Spanish origin. The Census Bureau is considering the feasibility of including voting age population counts.

Participation by a state in the Pab. L. 94-17! Program is voluntary, and questions concerning this Program should be addressed to the Director. Bureau of the Census, Weshington, DC

Deted: Morch 11, 1988. John G. Kesse, Director, Bureau of the Consus. [FR Doc. 80-8720 Filed 3-14-80; 0:46 am] Major contrast-or-at

International Trade Administration

Erecable Programmeble Read Only Memories (EPROMs) From Japan; Preliminary Determination of Sales at Loss Than Fair Value

ASSENCY: International Trade Administration, Import Administration, Commerce.

ACTION: Notice.

summany: We have preliminary determined that EPROMs from Japan are being, or are likely to be, sold in the United States at less than fair value, and have notified the U.S. International Trade Commission (ITC) of our determination. We have also directed the U.S. Castoms Service to suspend the liquidation of all entries of EPROMs from Japen that are entered, or withdrawn from warehouse, for consumption, on or after the date of publication of the notice, and to require a cash deposit or bond for each entry in an amount equal to the estimated dumping margins as described in the "Suspension of Liquidation", section of this notice.

If this investigation proceeds normally, we will make our final determination by May 27, 1886.

EFFECTIVE DATE: March 17, 1988.

FOR PURTINER REPORTATION CONTACT: David Mueller, William Kane, or Raymond Susen, Olfice of Investigations, Import Administration, International Trode Administration, U.S. Department of Commerce, 14th Street and Constitution Avenue, NW., Washington, DC 20230; telephone (202) 377—3823, 377—1768, or 377—3484.

Preliminary Determination

We have preliminary determined that EPROMs from Japan are being, or are likely to be, sold in the United States at less then fair value, as provided in section 733(b) of the Tariff Act of 1930, as amended (19 U.S.C. 1673(b)) (the Act). Except in the instances where we used the best information available, we made fair value comparisons on virtually all sales of the class or kind of merchandles to the United States by the respondents during the period of investigation, April 1 through September 30, 1965. The weighted-average margins are shown in the "Suspension of Liquidation" section of this notice.

Case History

On September 30, 1965, we received a petition from Intel Corporation.
Advanced Micro Devices, Inc., and National Semiconductor Corporation on behalf of the domestic manufacturers of EPROMs. In compliance with the filing requirements of § 353.36 of the Commerce Regulations (19 CFR 353.36), the petition alleged that imports of EPROMs from Japan are being, or are likely to be sold in the United States at less than fair value within the meaning of section 731 of the Act, and that these imports are materially injuring, or are threatening material injury to, a United States industry. The petition also alleged that sales of the subject merchandles were being made at less than the cost of production. After reviewing the petition, we determined that it contained sufficient grounds upon which to initiate an antidumping duty

APPENDIX D

1990 Census Redistricting Data Program

1990 Census Redistricting Data Program (Public Law 94-171)

A major requirement for the 1990 Census of Population and Housing is to provide each state with population counts for legislative reapportionment/redistricting purposes. Under the provisions of Public Law (P.L.) 94-171, the Census Bureau worked with the Congress, the states, and the National Conference of State Legislatures to furnish such data from the 1980 Decennial Census.

The goal of the 1990 program is to increase the likelihood that the boundaries of 1990 census blocks will correspond more closely to those of voting districts (e.g., election precincts, wards). To the extent states suggest as block boundaries those features that bound current or expected voting districts (VTDs), the task of aggregating the 1990 census block population counts to the level of VTDs and legislative districts will be easier and more accurate. The timetable of activities is outlined below.

Early 1985 to Mid-1985	Census Bureau staff met with executive and legislative branch personnel in each state to discuss the full P.L. 94-171 Program, including state time deadlines for legislative redistricting, census data items needed for this activity, and prospective products from the 1988 Dress Rehearsal Census.
Early 1985 to Mid-1986	States were afforded the opportunity to review "base" maps for the 1990 census and suggest visible ground features to be used for boundaries of blocks. This activity is called the Block Boundary Suggestion Project.
Late 1988 to Late 1989	Liaisons, designated by legislatures and governors, will receive census maps showing boundaries and code numbers of census blocks. Participating states will be asked to draw VTD boundaries around the whole blocks comprising each VTD. Bureau personnel then will assign code numbers to each VTD and integrate these into the census tabulation programs.
Late 1989 to Early 1990	The Census Bureau, in cooperation with the National Conference of State Legislatures, will conduct a series of regional workshops at which state officials will be briefed on the 1988 Dress Rehearsal P.L. 94-171 test data, redistricting case law, census geographic and subject-matter terminology, and other important reapportionment information.
January 1991 to March 1991	The Census Bureau will deliver copies of census block maps, the 1990 P.L. 94-171 tape file, and paper prints of these data to the Governor and legislature of each state.

Questions concerning this program should be directed to Marshall Turner, Chair, 1990 Census Redistricting Data Planning Committee, on 301/763-1386.

APPENDIX E

Suggested Legislation

			Page
BDR	24-1144	- Requires boundaries of each election precinct to follow visible ground features.	35
BDR	R-1143	- Directs Legislative Commission to continue participation in certain programs conducted by Bureau of the	
		Census	37

SUMMARY--Requires boundaries of each election precinct to follow visible ground features. (BDR 24-1144)

FISCAL NOTE:

Effect on Local Government: No.

Effect on the State or on Industrial Insurance: No.

AN ACT relating to elections; requiring the boundaries of each election precinct to follow visible ground features; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. NRS 293.205 is hereby amended to read as follows:

293.205 1. On or before the 3rd Wednesday in May of every evennumbered year, the county clerk shall establish election precincts, define the boundaries thereof, abolish, alter, consolidate and designate precincts as public convenience, necessity and economy may require. [in accordance with NRS 293.207 to 293.213, inclusive.]

2. The boundaries of each election precinct must follow visible ground features.

3. As used in this section, "visible ground feature" includes a street, road, highway, river, stream, shoreline, drainage ditch, railroad right of way or any other physical feature which is clearly visible from the ground.

SUMMARY--Directs Legislative Commission to continue participation in certain programs conducted by Bureau of the Census.

(BDR R-1143)

CONCURRENT RESOLUTION--Directing the Legislative Commission to continue to participate in the Block Boundary Suggestion Program and to participate in other programs conducted by the Bureau of the Census in preparation for the census in 1990.

WHEREAS, Public Law 94-171 requires the Bureau of the Census of the United States Department of Commerce to provide each state with a count of its population for reapportioning legislative districts as part of the decennial census in 1990; and

WHEREAS, The Bureau of the Census will number the entire nation by blocks for that census and has established the Block Boundary Suggestion Program to enable it to do so; and

WHEREAS, That program affords each state the opportunity to suggest certain visible features as boundaries for those blocks; and

WHEREAS, This information will enable the Bureau of the Census to provide each state with information from the census in 1990 relating to each voting district in that state; and

WHEREAS, The 63rd session of the Nevada Legislature directed the Legislative Commission to study the establishment of the boundaries of blocks in this state and to participate in the Block Boundary Suggestion Program in preparation for the decennial census in 1990; and

WHEREAS, The Legislative Commission completed Phase 1 of the Block Boundary Suggestion Program in December 1986; and

WHEREAS, The Bureau of the Census will invite the states to participate in Phase 2 of the Block Boundary Suggestion Program by July 1987; and

WHEREAS, Phase 2 of the program will provide state officers an opportunity in the latter part of 1988 to review the preliminary maps for the census in 1990 which define the boundaries for blocks in this state and to designate boundaries for each voting district to be used by the Bureau of the Census for providing information to each state concerning those voting districts; and

WHEREAS, If this state does not participate in Phase 2 of the Block Boundary Suggestion Program, it will receive only standard census tabulations and will not receive the additional tabulations relating to each voting district or voting district equivalent in this state; now, therefore, be it

RESOLVED BY THE OF THE STATE OF NEVADA, THE CONCURRING, That the legislative Commission is hereby directed to

continue to participate in the Block Boundary Suggestion Program and to participate in any other program conducted by the Bureau of the Census in preparation for the census in 1990; and be it further

RESOLVED, That the Legislative Commission shall:

- 1. Consult with the appropriate agencies of the executive branch and local governments in this state concerning Phase 2 of the Block Boundary Suggestion Program;
- 2. Allow each local government to designate on the preliminary maps for the census in 1990 the boundaries of each voting district or voting district equivalent in its jurisdiction;
- 3. Prepare and maintain a copy of a complete set of maps to be used by the Bureau of the Census which define each designated voting district or other boundaries in this state which are required by the Bureau for the census in 1990; and
- 4. Report to the 65th session of the Nevada Legislature the results of the state's participation in those programs conducted by the Bureau of the Census.