

STUDY OF BLOCK BOUNDARIES FOR 1990 CENSUS



Bulletin No. 89-1

LEGISLATIVE COMMISSION
OF THE
LEGISLATIVE COUNSEL BUREAU
STATE OF NEVADA

NOVEMBER 1988

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ASSEMBLY CONCURRENT RESOLUTION NO. 12
(FILE NO. 44, STATUTES OF NEVADA, 1987)

Assembly Concurrent Resolution No. 12--Committee on Elections
FILE NUMBER...44.

ASSEMBLY 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 ASSEMBLY OF THE STATE OF NEVADA, THE SENATE 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.

REPORT OF THE LEGISLATIVE COMMISSION

TO THE MEMBERS OF THE 65TH SESSION OF THE NEVADA
LEGISLATURE:

This report is submitted in compliance with Assembly
Concurrent Resolution No. 12 of the 64th session of the
Nevada legislature. This resolution directs the legislative
commission to continue to participate in the Block Boundary
Suggestion Program and to participate in other programs
conducted by the United States Bureau of the Census in
preparation for the census in 1990.

The legislative commission appointed a subcommittee to
direct and oversee this staff study of block boundaries for
the 1990 census. Legislative members of the subcommittee
were:

Assemblyman Joan A. Lambert, Chairman
Assemblyman Courtenay C. Swain, Vice Chairman
Senator Randolph J. Townsend
Senator Sue Wagner
Assemblyman Jane A. Wisdom

Legislative counsel bureau staff services for the subcom-
mittee were provided by Brian L. Davie of the research
division (principal staff), Thomas Linden of the legal
division (legal counsel) and Ellen R. Nelson of the research
division (subcommittee secretary).

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 recommendation is included.
All supporting documents and minutes of the meeting are on
file with the research library of the legislative counsel
bureau.

This report is transmitted to the members of the 1989
legislature for their consideration and appropriate action.

Respectfully submitted,

Legislative Commission
Legislative Counsel Bureau
State of Nevada

Carson City, Nevada
November 1988

* * * * *

LEGISLATIVE COMMISSION

Senator Lawrence E. Jacobsen, Chairman
Senator Sue Wagner, Vice Chairman

Senator James I. Gibson	Assemblyman Louis W. Bergevin
Senator Nicholas J. Horn	Assemblyman Joseph E. Dini, Jr.
Senator Ann O'Connell	Assemblyman John B. DuBois
Senator John M. Vergiels	Assemblyman Robert M. Sader
	Assemblyman James W. Schofield
	Assemblyman Danny L. Thompson

SUMMARY OF RECOMMENDATION

This summary presents the recommendation to the 65th session of the Nevada legislature by the legislative commission's subcommittee to study block boundaries for 1990 census.

The subcommittee recommends:

That a concurrent resolution be adopted to direct the legislative commission to study the requirements for reapportionment in Nevada to include:

1. An examination of the computer software, fiscal and personnel needs for reapportionment by the Nevada legislature;
2. A review of the case law concerning the legal requirements for redistricting;
3. A review of the planning and reapportionment programs in other states;
4. The continuation of the state's participation in programs of the United States Bureau of the Census; and
5. Participation in a public relations program in order to obtain a complete census count of Nevadans in 1990.
(BDR R-187)

REPORT TO THE 65TH SESSION OF THE NEVADA LEGISLATURE
BY THE LEGISLATIVE COMMISSION'S SUBCOMMITTEE TO
STUDY BLOCK BOUNDARIES FOR 1990 CENSUS

I. INTRODUCTION

The 1987 legislature adopted Assembly Concurrent Resolution No. 12 (File No. 44) which directed the legislative commission to continue to participate in the Block Boundary Suggestion Program (BBSP) and to participate in other programs conducted by the United States Bureau of the Census in preparation for the census in 1990.

This resolution provided for the continuation of the study authorized by the 1985 legislature through the adoption of Senate Concurrent Resolution No. 59 (File No. 139). The results of that study are reported in Legislative Counsel Bureau Bulletin No. 87-15, "Study Of Boundaries For Blocks For Census In 1990," dated August 1986.

II. OVERVIEW AND STATUS OF THE BLOCK BOUNDARY
SUGGESTION PROGRAM

Public Law 94-171 requires the Bureau of the Census to provide states with population counts from the national decennial census for legislative reapportionment/redistricting purposes. Under this law, the Census Bureau has established the BBSP to allow states to suggest certain visible features to be held as block boundaries for the 1990 census.

A. PHASE 1

Phase 1 of the BBSP involved extensive mapping work with the regional office of the Census Bureau in Seattle, Washington. The work included identification of visible features to coincide with precinct/voting district boundaries in the counties throughout the state.

The legislature determined it was important for Nevada to participate in the BBSP to obtain the additional level of census data by precincts/voting districts, to establish a good working relationship with officials in the Census Bureau, and to help prepare for the increased amount of statistical data to be provided to the states from the 1990 census.

Increased data will result from the decision by the Census Bureau to block number the entire Nation for the 1990

census. The number of census tabulation blocks for Nevada will increase from 8,965 blocks in 1980 to an estimated 51,700 blocks in 1990.

According to the Census Bureau, 38 states participated in Phase 1 of the BBSP. As noted previously, Nevada's participation in this program is reported in Legislative Counsel Bureau Bulletin No. 87-15.

B. PHASE 2

The primary purpose of A.C.R. 12 from the 1987 legislative session was to authorize continuation of the state's participation in the BBSP. Phase 2 of the BBSP is designed to allow states to receive 1990 census maps and to indicate voting district boundaries on those maps.

Under Phase 2, the Census Bureau will provide two sets of computer-derived maps to all participating states. The maps will show all statistical areas and political boundaries for the 1990 census. State staff then will be required to draw precinct/voting district boundaries on the maps to coincide with the features used as 1990 census block boundaries or with the limits of political or other statistical areas. In addition, worksheets will be completed to list all voting district names and to assign a unique code for each voting district.

The Census Bureau will use this information to produce data for voting districts by aggregating data from census tabulation blocks. The Census Bureau will provide the data for each voting district, plus the data for the standard 1990 census tabulation areas, to the state no later than April 1, 1991.

The Census Bureau has furnished detailed instructions for the Phase 2 process. Appendix A is a copy of these instructions entitled "Preliminary Guidelines for Participation in the 1990 Census Redistricting Data Program Phase 2."

The Census Bureau originally planned to send the Phase 2 maps to the states in the last quarter of 1988. However, due to computer processing requirements, the production and delivery of the Phase 2 maps to the states will be delayed until the first quarter of 1989. The state then will have 7 months from the date of receipt to outline voting district boundaries and return one set of maps to the regional census center.

C. SUBCOMMITTEE ACTIVITIES

The legislative commission's subcommittee for the study of block boundaries for 1990 census held one meeting on April 5, 1988, in Reno, Nevada. The subcommittee determined that further meetings would not be necessary since the maps for Phase 2 of the BBSP would not be available until early in 1989 when the Nevada legislature again would be in session.

During the meeting, the subcommittee reviewed the previous study, discussed the status of the BBSP, reviewed the Census Bureau's guidelines for participation in Phase 2 (see Appendix A), and provided the opportunity for public testimony relating to the 1990 census.

The focus of the meeting was a presentation by Cathy Talbert of the 1990 Census Redistricting Data Office with the Bureau of the Census in Washington, D.C. Ms. Talbert furnished a wide variety of information to the subcommittee including an update on the BBSP, an overview of the status and plans for the 1990 census, and a discussion of census issues relating to adjustment and the counting of United States citizens who live abroad and undocumented aliens.

Ms. Talbert provided several documents to the subcommittee to supplement her testimony on these topics. In reference to the BBSP, Appendix B, "1990 Census Redistricting Data Program," furnishes a brief summary of the key aspects of the program. Appendix C, "1990 Census Redistricting Data Program-States Participating in Phase 2," is a list of the contact persons and the 47 states and the District of Columbia which are involved in Phase 2. Appendix D, "1990 Census Redistricting Data Program-Map Products," provides a brief summary of the kinds of maps which will be furnished by the Census Bureau to the states with the 1990 census.

In reference to the census itself, Appendix E, "1990 Census Facts And Figures," includes definitions of census terminology and a timetable which lists opportunities for states to assist the Census Bureau in preparation for the conduct of the 1990 census.

Much of Ms. Talbert's testimony related to various census issues under consideration in the United States Congress. Appendix F, "Statement of Robert Ortner, Under Secretary for Economic Affairs, on the 1990 Census," includes a discussion of planning for the 1990 census and the adjustment issue. Appendix G, "Fact Sheet, 1990 Census Residence Rules,"

provides an overview of the concept of "usual residence" for the census count and points concerning the issues of counting the military overseas and undocumented immigrants.

In response to questions by the subcommittee relating to the counting of the homeless population, Ms. Talbert later provided a paper which outlines the Census Bureau's plans on this subject. A copy of that paper, "Summary Of 1990 Census Plans For Enumeration Of The Homeless," is in Appendix H.

The subcommittee also heard a presentation from Donald Thompson, state data center coordinator for Nevada's state library and archives, concerning completion of the census county division program. This program -- monitored by the previous study and completed in 1987 -- pertains to a proposal by the Census Bureau to provide subcounty census data by census county divisions (CCD's) rather than by townships in Nevada. Appendix I is a copy of a letter from the director of the Census Bureau to the governor concerning completion of the program. The letter includes a list of the names and codes for the CCD's in each county in Nevada.

The final major item of discussion by the subcommittee related to computer requirements for reapportionment. The subcommittee reviewed and discussed a staff memorandum prepared by the manager of information systems for the legislative counsel bureau. A copy of this memorandum is in Appendix J.

The meeting concluded with a work session to decide upon recommendations for consideration by the 1989 session of the Nevada legislature.

III. RECOMMENDATION

The subcommittee believes that state legislative and executive branch officials and staff have established an excellent working relationship with the Census Bureau through participation in the BBSP and through other programs, meetings and seminars relating to preparation for the 1990 census. The subcommittee further believes that this relationship should be continued and enhanced to facilitate the task of reapportionment.

Section 13 of article 15 of the Nevada constitution requires that the national decennial census "* * * serve as the basis of representation in both houses of the Legislature." Section 5 of article 4 further provides that:

It shall be the mandatory duty of the legislature at its first session after the taking of the decennial census of the United States in the year 1950, and after each subsequent decennial census, to fix by law the number of senators and assemblymen, and apportion them among the several counties of the state, or among legislative districts which may be established by law, according to the number of inhabitants in them, respectively.

The 1991 session of the Nevada legislature will be required to reapportion the election districts for the members of the legislature, Nevada's members in the United States House of Representatives, the board of regents of the University of Nevada System and the state board of education. However, the Census Bureau is required by federal law to deliver redistricting data from the 1990 census to the states not later than April 1, 1991, when the Nevada legislature already will be in session.

These timeframes, combined with the increased amount of data to be provided from the 1990 census, make it imperative for the 1989 session of the Nevada legislature to lay the groundwork for the reapportionment task to be performed by the 1991 session. The subcommittee believes that a committee should be authorized, following the 1989 session of the Nevada legislature, to study the requirements for reapportionment in this state. This study committee should also have the authority to make recommendations to the legislative commission to obtain and test any computer or other equipment necessary to accomplish the reapportionment task so that all requirements for the efficient processing of the census data are in place before the legislature convenes in 1991.

The subcommittee, therefore, recommends:

That a concurrent resolution be adopted to direct the legislative commission to study the requirements for reapportionment in Nevada to include:

- 1. An examination of the computer software, fiscal and personnel needs for reapportionment by the Nevada legislature;**
- 2. A review of the case law concerning the legal requirements for redistricting;**
- 3. A review of the planning and reapportionment programs in other states;**

4. The continuation of the state's participation in programs of the Bureau of the Census; and
5. Participation in a public relations program in order to obtain a complete census count of Nevadans in 1990. (BDR R-187)

IV. APPENDICES

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APPENDIX A

Preliminary Guidelines for Participation in the 1990 Census
Redistricting Data Program Phase 2

APPENDIX A

Preliminary

Guidelines for Participation in the 1990 Census

Redistricting Data Program

Phase 2

A. Introduction

Public Law (P.L.) 94-171 requires the Census Bureau to provide population counts for legislative redistricting purposes to each state by April 1, 1991. Under the provisions of P.L. 94-171, the Bureau of the Census will produce population counts for voting districts (VTDs) as delineated by states participating in Phase 2 of the 1990 Census Redistricting Data Program. The Census Bureau will produce data for VTDs by aggregating data for census tabulation blocks.

Phase 1 of the Census Bureau's 1990 Census Redistricting Data Program gave representatives of the states the opportunity to suggest specific visible features as 1990 census block boundaries. The Census Bureau announced Phase 1, also known as the Block Boundary Suggestion Project (BBSP), on April 25, 1985 and 38 states participated in this voluntary project. This opportunity to suggest visible features as 1990 census block boundaries will result in a greater number of voting district boundaries coinciding with 1990 census block boundaries during Phase 2 of the program. In turn, this will enhance the value of 1990 census small-area data for redistricting purposes.

For Phase 2, the Census Bureau will provide two sets of computer-derived maps to all participating states. The maps will show necessary 1990 statistical area boundaries and the January 1, 1988 political boundaries of counties, American Indian reservations, [and in Alaska, Alaska Native village statistical areas (ANVSAs)] incorporated places, and minor civil divisions (MCDs), where the Census Bureau uses MCDs as the subcounty reporting unit. As part of Phase 2, participating states will draw their VTD boundaries on these Census Bureau maps along the features used as 1990 census block boundaries or on the limits of mapped political or other 1990 statistical areas. In addition, state coordinators will list all voting district names on worksheets and assign a unique code for each VTD the Census Bureau will use in identifying the voting districts for tabulation purposes. Participating states will return these materials to the Census Bureau.

The Census Bureau cannot accept written descriptions in lieu of maps. If written descriptions are available, retain them in the state coordinating office for discussion purposes in case identification problems arise but do not submit them with the Census Bureau maps. When they have completed their work, the participating states return the maps and the VTD names/codes worksheets to the Census Bureau. After review, the Census Bureau will enter the VTD boundaries into its geographic files and aggregate the appropriate 1990 census tabulation block data to determine the counts for each VTD. The Census Bureau will provide the data for each VTD plus data for the standard 1990 census tabulation areas to the state no later than April 1, 1991. States choosing not to participate in Phase 2 will receive data only for the standard 1990 census tabulation areas, including census tabulation blocks, by April 1, 1991.

B. Eligibility and Deadlines for Participation in Phase 2

Any state is eligible to participate in Phase 2 of the 1990 Census Redistricting Data Program, regardless of whether the state chose to participate in the Block Boundary Suggestion Project (Phase 1). State officials must inform the Census Bureau of their intent to participate in Phase 2 by October 31, 1987. Some states may wish to receive Phase 2 maps for their state in order to prepare their own equivalency listings. They also must notify the Census Bureau by October 31, 1987 if they wish to receive the Phase 2 maps but not participate in the Phase 2 project.

The Census Bureau will send two sets of Phase 2 maps to the participating state coordinators and states requesting maps only, in late 1988. The state coordinators participating in Phase 2 must plot the VTD boundaries on these maps and annotate the VTD names/codes worksheets.

The state officials must complete Phase 2 and return one set of the maps (and worksheets) to the appropriate Census Bureau regional office seven months from the time of receipt, or July 31, 1989, whichever is earlier. The Census Bureau cannot accept any changes after this date, except those created by an annexation, detachment, or other legal action to a standard 1990 census tabulation boundary. State, county, and municipal officials report these legal actions through the Census Bureau's annual Boundary and Annexation Survey. Encourage your contacts within the state to report boundary changes through the Census Bureau's annual Boundary and Annexation Survey (BAS). This is the only source for political boundary changes the Census Bureau uses.

C. Phase 2 Procedures

Each state staff participating in Phase 2 should use the following procedures for annotating their voting district boundaries and codes on the Phase 2 maps and completing the voting district names/codes worksheets.

1. The Census Bureau's Phase 2 Maps

The Census Bureau will prepare a standard set of maps for use in Phase 2. The computer derived maps are at sufficient scale to show all the information necessary for delineating voting district boundaries. The mapping unit will be the county/county equivalent.

The maps will show state, county, minor civil division, incorporated place, and American Indian reservation boundaries and area names as of January 1, 1988. Because the Census Bureau uses the political boundaries in effect on January 1, 1990 for reporting data collected in the 1990 census, the preliminary political boundaries shown on the Phase 2 maps may not be the final tabulation boundaries used in the 1990 census. Attachment 1 lists all of the political areas, by state, the Census Bureau will show on the Phase 2 maps.

In addition to political boundaries, the Phase 2 maps will show the following:

- a. The boundaries and names of census county divisions where recognized by the Census Bureau as county subdivisions for that state.
- b. The boundaries and names of selected military installations.
- c. The boundaries and numerical identifiers of all census tracts and block numbering areas.
- d. All 1990 census collection block boundary features, such as roads, streams, powerlines, along with their identifying collection block numbers.

The Census Bureau developed its cartographic data base in the years 1983 to 1986. Features that do not appear on the maps will not be block boundaries. Do not add additional features to the Phase 2 maps.

2. Local Voting District Maps

The state staff should assemble a set of maps showing their voting district boundaries for the counties where they wish to participate in Phase 2. If a state participated in Phase 1 of the 1990 Census Redistricting Data Program--BBSP, the state staff may want to use the set of maps used for that project. Ensure that you update the voting district boundaries to reflect changes made in the intervening years. This may require consultation with the local officials within each county/county equivalent who provided plans or documentation during the BBSP.

We suggest that the staff within each state participating in Phase 2 complete assembly of the local voting district map package before receipt of the Phase 2 maps, if possible. For ease of processing, we recommend that the voting district boundaries appear on one set of legible maps. The Census Bureau cannot adjust the schedule for completing the Phase 2 work to accommodate local map acquisition delays.

3. Review Voting District Boundaries Before Receipt of Phase 2 Maps

We strongly urge the state coordinator to review the local voting district maps to ensure that the voting district boundaries follow visible features before the Phase 2 maps are received from the Census Bureau. This will allow the state coordinator enough time to contact local authorities concerning revisions of voting district boundaries for 1990 census data tabulation purposes, if a voting district plan appears to be unacceptable.

If the review of the voting district boundaries uncovers a boundary that follows neither a political limit nor a census collection block boundary, you may wish to flag the boundary in question or adjust the voting district boundary through revision or combination of voting districts. Annotate the local voting district maps accordingly before transferring the voting district boundaries onto the Phase 2 maps.

4. Plotting Voting District Boundaries on the Phase 2 Maps

Upon receipt of the Phase 2 maps in late 1988, the state staff can begin transferring voting district boundaries. The state coordinator can choose to do all or any number of counties; the Census Bureau requests that each coordinator prepare and return with the maps a list of the counties worked showing which counties are covered by voting districts, or the notation "entire state."

We suggest the state staff separate voting district boundaries into four types: 1) VTD boundaries deliberately coinciding with a political limit, 2) VTD boundaries coinciding with political limits but not dependent upon the political limits, 3) VTD boundaries following census collection block boundaries, and 4) VTD boundaries following a feature internal to a military reservation. The following explains the recommended procedures for highlighting each type of voting district boundary.

- a. Highlight the voting district boundary on the Phase 2 map in yellow pencil.

If it follows a block boundary feature including a census tract boundary that is not a political limit (American Indian reservation, corporate, or minor civil division boundary), or

If it coincides with the current limit of a minor civil division or incorporated place and the voting district boundary will not move if the political limit moves.

NOTE: If a political boundary is also a voting district boundary highlighted in yellow pencil and the political boundary changes, it is the responsibility of the state coordinator to inform the Census Bureau if the voting district boundary should change. The Census Bureau cannot honor any voting district boundary that does not follow a census block boundary or a January 1, 1990 political limit. If a voting district boundary follows a superceded political boundary that is not a 1990 census block boundary, we will notify the state coordinator to inform them of a need for an adjustment. The Census Bureau will not adjust a VTD boundary without contacting the state coordinator. If the state cannot determine a suitable adjustment, the Census Bureau will combine the VTDs in question.

- b. Highlight the voting district boundary in orange pencil.

If a voting district boundary coincides with the current limit of a minor civil division or incorporated place and the voting district boundary will move if the political limit moves, or

If it is coincident with an American Indian reservation, national park, national forest, or other land preserve boundary which, if changed, would affect the voting district boundary.

If a political boundary is also a single voting district boundary line highlighted in orange, the Census Bureau will move ("float") the voting district boundary to follow any boundary changes reported in the 1989 and 1990 Boundary and Annexation Survey. The Census Bureau will contact the state coordinator for resolution of any situation where an ambiguous change to a VTD boundary will result from a political boundary change.

The state must annotate the names/codes worksheet with a check mark "✓" next to name of each VTD that has part or all of its boundary highlighted in orange. The Census Bureau will review this list against the 1989 and 1990 Boundary and Annexation Survey.

- c. Highlight the voting district boundary in green pencil.

If the state staff wishes to use a mapped feature inside a military installation as a VTD boundary, highlight the feature in green pencil. Include in the map package being returned to the Census Bureau a list of all military installations for which the state staff highlighted internal features. (See Attachment 2.)

5. Partial Counties

If you wish to delineate VTDs for only part of a county you must designate a "balance of county" VTD that includes the remainder of the county. Please name this balance of county VTD "Not in a Voting District" and assign the four digit code 9999.

D. Preparing the List of Voting District Names and Codes

After transferring the voting district boundaries onto the Phase 2 maps, the state staff will prepare lists of voting district names by county and assign a unique four-character code to each voting district. Once this work is completed, the state staff will label each voting district delineated on the Phase 2 maps with the appropriate code in red.

1. Preparing the List of Voting District Names

The Census Bureau will provide an appropriate number of blank voting district names worksheets to each state. The worksheet will include boxes for writing in the name of the state, county, voting district name and 1990 census code. There will be a column for identifying "true" voting districts as opposed to those adjusted for 1990 census data reporting purposes. In addition there will be a column for identifying voting districts highlighted in orange. (See Attachment 3 for an example of a voting district names worksheet. Although the Census Bureau has not designed the final worksheet yet, the worksheet will be similar to the one shown.) The state staff will enter a complete, standardized list of all voting district names for a county. The reporting of voting district names generally is straightforward, however, we recommend that the state staff use these guidelines for entering special case voting district names:

- a. If the proper voting district name is prefixed with a descriptive title, such as District of Smithville, reverse the name so that the proper name is first. In this example, you would write on the maps and list, "Smithville, District of."
- b. Do not reverse numeric names, such as "Precinct 4."
- c. If there is more than one numbering system in the county, for example each city or township has its own system and voting district names are duplicated, put the political area name first followed by the voting district name. For example, write the name of Precinct 2 in Orangeville and Precinct 2 in Mapleton as "Orangeville, Precinct 2" and "Mapleton, Precinct 2" respectively.

d. Where a voting district name includes the word "and," write out the word, for example, "Rough and Ready District 2." But, if to meet Census Bureau requirements state staff combine two voting districts, separate the two names with an ampersand, for example "East & West Precinct" or "Baltimore, Ward 1-1 & 1-2." If you combine more than two precincts, separate the series of names with a comma and the last two names with an ampersand, for example, "District 1,2,3, & 4".

e. A voting district name cannot exceed 40 characters

- (1) Abbreviations may be necessary to meet the 40 character per name requirement. If VTDs are combined, their combined name must not exceed 40 characters.

When necessary, use the following standard abbreviations:

District	-	DIST
Election District	-	ED
Election Precinct	-	EP
Parish Governing Authority District	-	DIST
Precinct	-	PCT
Township	-	TWP
Voting District	-	VTD
Ward	-	WD

- (2) If you have combined a number of VTDs identified by numeric identifiers and they are in sequence, you may abbreviate the name by showing the sequence. For example, 0850001, 0850002, 0850003, 0850004, and 0850005 can be shown as 0850001-0850005.

If numeric identifiers are not in sequence but have duplicate initiating characters, you may be able to abbreviate the name. For example, 4450076, 4450019, 4450023, and 4450038

can be shown as 4500-76 & 19 & 23 & 38. In 5600209 and 5606864 can be shown as 560-0209 & 6864. Use an ampersand (&) to show this is not a series of numbers.

2. Assigning Voting District Codes

Once you have standardized the voting district names on the worksheet, you will assign a four-character code to each voting district. You may assign this code in any order, as long as the codes are unique by county.

This four-character code may be a numeric, alphabetic, or alphanumeric code. There are no restrictions on how the state may choose to arrange this code. The Census Bureau does require that all four-characters of the code be filled. (The Census Bureau cannot accept blank fields in the VTD code.) In addition, we suggest the state not use the letters "O" and "Z" in order to prevent confusion with the numbers zero or two. States may choose to assign these codes to an alphabetical listing of their voting district names if they like. The Census Bureau will report these codes in ascending order.

3. Identifying True VTDs

As an option, the state can distinguish true VTDs (actual voting district boundaries) from those "adjusted" for 1990 census data reporting purposes. For 1990 census purposes, VTDs must follow census block boundaries or mapped political limits. If you choose to identify true VTDs, do so by adding an asterisk (*) in the column provided on the names/codes worksheet. We require this information by whole county.

4. Transferring Voting District Codes to the Phase 2 Maps

Using a red pencil, enter the voting district code within each voting district. Circle each code in red. Attempt to place the code within the voting district, but you may ~~arrow~~ this information into an area if there is not enough space. If you have not delineated voting districts in a portion of a county, label the area "Not in a voting district" and assign code 9999 to the area. Do not enter this on the voting district names/codes worksheet.

E. Sending the Voting District Materials to the Census Bureau

Once the state staff has completed all work for Phase 2 of the 1990 Census Redistricting Data Program, send all the materials to the appropriate Census Bureau Regional Office. (See Attachment 4 to identify the regional office responsible for your state and the regional office address.) You must send all the voting district materials to the regional office within seven months of your receipt of the materials or no later than July 31, 1989, whichever is earlier. The materials you will send are:

1. One set of the Census Bureau Phase 2 maps annotated with voting district boundaries and codes. Send only the Phase 2 maps for those areas actually worked. Retain one set of maps in the state office as a file copy. It is important to retain an "office copy" as a record of what was sent to the Census Bureau.
2. The voting district names/codes worksheets for the entire county. If you choose, identify true VTDs on the names/codes worksheets. We suggest you maintain a copy of your worksheets as a file copy.
3. A list of all military installations where you have used mapped features internal to the installation as a voting district boundary.
4. A list of the materials in your package. Before sending the material, the Census Bureau recommends that the state staff ensure that all voting district boundaries are highlighted and the voting district codes are labelled properly on the Phase 2 maps. Be sure to include the names/codes worksheet, the list of areas worked, and the list of military installations split by a voting district boundary.

F. Regional Workshops

In 1988 and 1989, the Census Bureau will conduct a series of regional workshops at which Census Bureau staff will brief state officials on the 1988 Dress Rehearsal Census, redistricting case law, and Census Bureau geographic area subject-matter terminology. These workshops will include sessions instructing state officials on how to highlight their VTD boundaries on the Census Bureau's block numbered maps, using these Phase 2 Guidelines and related information. The Census Bureau will inform all states participating in Phase 1 and Phase 2 of the 1990 Redistricting Data Program of the dates and locations of these workshops.

G. Data Delivery

The Census Bureau will deliver a copy of the final 1990 census block numbered maps (showing 1990 census tabulation block numbers), county subdivision maps (either VTD outline maps or census tract/block numbering area outline maps), the 1990 Public Law 94-171 data tape file, and paper prints of of these data to the Governor and legislature of each state by April 1, 1991. This delivery is not dependent on the state's participation in any phase of the 1990 Redistricting Data Program.

Questions regarding the planned subject content for the data tables should be addressed to :

Director
Bureau of the Census
Washington, DC 20233

Direct any questions regarding participation in Phase 2 of the VTD program to the geographers in the appropriate Census Bureau Regional Office.

Direct questions on the 1990 Census Redistricting Data Program to:

Marshall Turner and Cathy Talbert
1990 Redistricting Data Office
Bureau of the Census
Washington, DC 20233
301-763-4686

Attachment 1

1990 Census Redistricting Data Program

List of Political Areas Shown on Census Bureau Phase 2 Maps

- A. All State Boundaries
- B. All County or County Equivalent Boundaries
- C. All Incorporated City, Town, Village and Borough Boundaries
- D. All American Indian Reservations, Alaska Native Village Statistical Areas, and Tribal Jurisdiction Statistical Areas in Oklahoma
- E. The following Minor Civil Division Boundaries:

<u>State</u>	<u>Minor Civil Division</u>
Arkansas	Townships
Connecticut	Towns
Illinois	Townships, Election Precincts
Indiana	Townships
Iowa	Townships
Kansas	Townships
Louisiana	Parish Governing Authority Districts
Maine	Towns, Plantations, Gores, Indian Reservations
Maryland	Election Districts, Assessment Districts
Massachusetts	Towns
Michigan	Townships
Minnesota	Townships
Mississippi	Supervisors' Districts

Attachment 1 - cont'd.

<u>State</u>	<u>Minor Civil Division</u>
Missouri	Townships
Nebraska	Townships, Election Precincts
New Hampshire	Towns, Purchases, Locations, Grants, Townships
New Jersey	Towns, Boroughs, Indian reservations
New York	Towns, Boroughs, (New York City only)
North Carolina	Townships
North Dakota	Townships
Ohio	Townships
Pennsylvania	Townships
Rhode Island	Towns
South Dakota	Townships
Vermont	Towns, Gores, Grants
Virginia	Magisterial Districts
West Virginia	Magisterial Districts
Wisconsin	Towns

County equivalents are boroughs and census areas in Alaska, parishes in Louisiana, that part of Yellowstone National Park in Montana and all independent cities (Baltimore city, Maryland; St. Louis city, Missouri; Carson city, Nevada; the 41 independent cities in Virginia.

The Census Bureau recognizes towns in New England and Wisconsin as minor civil divisions and boroughs in Alaska as county equivalents.

The Census Bureau delineates census county divisions as the county subdivision for the remaining states. These are not political but rather statistical areas.

1990 Census Redistricting Data Program
Phase 2 - Military Installations Containing Features
Highlighted as Voting District Boundaries

Military Installation Name	County(s)
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	

1990 Census Redistricting Data Program
Phase 2 - Voting District Names/Codes Worksheet

State - (name) _____

County - (name) _____

VTD Name or Numeric Identifier (Maximum 40 Characters)*	VTD Code (Maximum 4 Characters) Increments of 1	VTDs Highlighted in Orange **
1.		
2.		
3.		
4.		
5.		
6.		
7.		
8.		
9.		
10.		
11.		
12.		
13.		
14.		
15.		
16.		
17.		
18.		
19.		
20.		

Use an asterik () to identify true VTDs from those adjusted for census purposes.

**Use a check mark (✓) to identify voting districts which you highlighted in orange on the Phase 2 maps.

JULY 1987

Attachment 4

Regional Office Address Listing and State Assignments
Phase 2 - 1990 Census Redistricting Data Program

Mr. James F. Holmes
Regional Director
Bureau of the Census
1365 Peachtree St., NE, Rm. 625
Atlanta, Georgia 30309
404/347-2271

ATLANTA R.O.
Alabama
Florida
Georgia

Mr. Arthur G. Dukakis
Regional Director
Bureau of the Census
Boston Federal Office Building
10 Causeway St., Rm. 533
Boston, Massachusetts 02222-1084
617/565-7100

BOSTON R.O.
Connecticut
Maine
Massachusetts
New Hampshire
New York - Part
Rhode Island
Vermont

Mr. William F. Hill
Regional Director
Bureau of the Census
222 South Church St., Suite 505
Charlotte, North Carolina 28202
704/371-6142

CHARLOTTE R.O.
Kentucky
North Carolina
South Carolina
Tennessee
Virginia

Mr. Stanley D. Moore
Regional Director
Bureau of the Census
175 W. Jackson Blvd., Rm 557
Chicago, Illinois 60604
312/353-6251

CHICAGO R.O.
Illinois
Indiana
Wisconsin

Mr. John E. Bell
Acting Regional Director
Bureau of the Census
1100 Commerce St., Rm. 3054
Dallas, Texas 75242
214/767-0621

DALLAS R.O.
Louisiana
Mississippi
Texas

Ms. Sheila H. Goehringer
Regional Director
Bureau of the Census
Federal Office Bldg., Rm. 37-130
26 Federal Plaza
New York, New York 10278
212/264-3860

NEW YORK R.O.
New York - Part
Puerto Rico

Attachment 4 (con't)

Mr. William F. Adams
Regional Director
Bureau of the Census
7655 W. Mississippi Ave.
P.O. Box 26750
Denver, Colorado 80226
303/236-2200

DENVER R.O.
Arizona
Colorado
Nebraska
New Mexico
North Dakota
South Dakota
Utah
Wyoming

Mr. Dwight P. Dean
Acting Regional Director
Bureau of the Census
Federal Bldg. & U.S. Courthouse
231 W. Lafayette, Rm. 565
Detroit, Michigan 48226
313/226-7742

DETROIT R.O.
Michigan
Ohio
West Virginia

Mr. Marvin L. Postma
Regional Director
Bureau of the Census
One Gateway Center
4th and State Sts.
Kansas City, Kansas 66101
913/236-3728

KANSAS CITY R.O.
Arkansas
Iowa
Kansas
Minnesota
Missouri
Oklahoma

Mr. John E. Reeder
Acting Regional Director
Bureau of the Census
11777 San Vicente Blvd., Rm. 810
Los Angeles, California 90049
213/209-6616

LOS ANGELES R.O.
California

Ms. LaVerne Vines Collins
Regional Director
Bureau of the Census
Wm. J. Green, Jr., Federal Bldg.
600 Arch St., Rm. 9226
Philadelphia, Pennsylvania 19106
215/597-4920

PHILADELPHIA R.O.
Delaware
Maryland
New Jersey
Pennsylvania

Mr. Leo C. Schilling
Regional Director
Bureau of the Census
101 Stewart Street, Suite 500
Seattle, Washington 98101
206/442-7800

SEATTLE R.O.
Alaska
Hawaii
Idaho
Montana
Nevada
Oregon
Washington

APPENDIX B

1990 Census Redistricting Data Program



**UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census**

Washington, D C 20233

OFFICE OF THE DIRECTOR

APPENDIX B

1990 CENSUS REDISTRICTING DATA PROGRAM

WHAT IS THE PURPOSE
OF THIS PROGRAM?

To provide state legislatures with small-area census population totals for legislative redistricting.

WHAT ARE ITS ORIGINS?

Following the "one-person, one-vote" court decisions in the 1960s, state legislatures found 1970 census small geographic areas to have boundaries that did not coincide with voting district lines. This frustrated their efforts to merge local voting behavior data with small-area census counts to create legislative districts with balanced populations.

The Census Bureau, National Conference of State Legislatures, and state officials began in 1972 to design a 1980 census program to meet this critical need.

WHAT DOES PUBLIC
LAW 94-171 REQUIRE?

In 1975, Congress enacted Public Law 94-171, which amended the Census Law (Title 13, United States Code) and set up the following:

1. The Census Bureau would inform state governments at least 4 years before each census of technical guidelines they must meet to obtain population counts for their locally defined voting districts.
2. States wishing to participate in this voluntary program would have to submit to the Census Bureau mapped boundaries of their voting districts no later than 3 years before the census.
3. The Census Bureau must provide small-area population counts to the legislature and governor of each state by one year after the census (i.e., by April 1, 1991).

March 1988

PROGRAM METHODS

In 1985 states were invited to participate in the 1990 Census Redistricting Data Program:

Phase 1 State officials specified roads, rivers, streets, ridge lines, and so forth, that corresponded to the boundaries of their voting districts. The Census Bureau will use these "visible ground features" to design blocks throughout each state so that the census figures for blocks can be added to obtain totals for the voting districts. 38 states elected to participate in this Phase 1 activity in 1985-1986.

Phase 2 The Census Bureau will send the maps of the census block boundaries to all requesting states in early 1989. States will be given the opportunity to outline the groups of whole blocks comprising each voting district and return the maps to us so that we can tabulate 1990 population counts for each designated area.

(The 12 states that did not participate in Phase 1 will have the opportunity to take part in this Phase 2 activity.)

WHAT WILL STATES RECEIVE IN 1991?

All state legislatures and governors will receive 1990 census counts broken down by major race group and Hispanic origin for the total population and for persons 18 years old and over.

All states will receive these data for each county, city, town, and each census block. In addition, states that participated in Phase 2 will receive these data for each voting district they specified.

These data will be delivered on computer tape, paper printouts, and perhaps CD-ROM. Census maps showing the boundaries of counties, cities, census statistical areas, blocks, and voting districts will accompany these data.

Please direct questions about this Program to Marshall Turner, Chief, 1990 Census Redistricting Data Office, 301/763-3856.

APPENDIX C

1990 Census Redistricting Data Program - States
- Participating in Phase 2

APPENDIX C

1990 Census Redistricting Data Program States Participating in Phase 2

<u>State</u>	<u>Contact</u>	<u>Telephone Number</u>
Alabama	Marilyn Akers	(205) 261-7941
Alaska	Gregory Williams	(907) 465-4500
Arizona	Don Jansen	(602) 255-4236
Arkansas	Sarah Breshears	(501) 371-1973
California	Barbara Milman/Dan Wishengrad	(916) 322-5249/445-9018
Colorado	Reid Reynolds	(303) 866-2771
Connecticut	L. Allan Green	(203) 566-8400
Delaware	Mark Brainard	(302) 736-4182
District of Columbia	Nathan P. Levy	(202) 727-6533
Florida	Edward Montanaro	(904) 487-1402
Georgia	Linda Meggers	(404) 656-5063
Hawaii	Neal Miyahira	(808) 548-2544
Idaho	Susan D. Bennion	(208) 334-2475
Illinois	Tim Mapes	(217) 782-6360
Indiana	J. Bradley King	(317) 232-9558
Iowa	Gary Kaufman	(515) 281-3994
Kansas	Richard W. Ryan	(913) 296-3181
Kentucky	Joyce S. Honaker	(502) 564-8100
Louisiana	Kathleen Randall/Glenn Koepp	(504) 342-7393/342-5997
Maine	Richard A. Sherwood	(207) 289-3261
Maryland	Constance Lieder	(301) 225-4510
Massachusetts	William P. Murray	(617) 727-4537
Michigan	Larry Rosen	(517) 373-2697
Minnesota	Thomas Gillaspay	(612) 296-2557
Mississippi	Lisa E. Bourdeaux	(601) 359-3150
Missouri	Ryan Burson	(314) 751-2345
Nebraska	Ron Bowmaster	(402) 471-2221
Nevada	Brian L. Davie	(702) 885-5637
New Hampshire	Janet Clayman	(603) 271-3661
New Jersey	James Nosuchinsky	(609) 292-3760
New Mexico	Hoyt Clifton	(505) 827-3600
New York	Daniel Hennessy	(212) 587-4222
North Carolina	Terrence D. Sullivan	(919) 733-2578
North Dakota	John D. Olsrud	(701) 224-2916
Oklahoma	Karen Selland	(405) 843-9770
Oregon	Susan Wilson	(503) 378-8179
Pennsylvania	Al Stockslager	(717) 787-7358
Rhode Island	James Creamer	(401) 277-2466
South Carolina	Bobby Bowers	(803) 734-3782
Tennessee	Phillip E. Doss	(615) 741-2951
Texas	Deborah Irvine	(512) 475-8454
Utah	Richard Strong	(801) 538-1032
Vermont	David Healy	(802) 828-3326
Virginia	R.J. Austin	(804) 786-3591
Washington	Jennifer Helget	(206) 753-2336
West Virginia	David Logston	(304) 348-2040
Wisconsin	Robert Naylor	(608) 266-1927
Wyoming	Phil Kiner	(307) 777-7504

April 15, 1988

APPENDIX D

1990 Census Redistricting Data Program - Map Products

APPENDIX D

1990 Census Redistricting Data Program Map Products

Current plans are to provide the legislature and Governor in each state with a set of county block maps, county subdivision outline maps and tract/block numbering area outline maps or voting district outline maps depending on whether or not the county was in Phase 2 of the 1990 Census Redistricting Data Program (P.L. 94-171).

1990 Census County Block Maps

The intent of the 1990 Census County Block Map series is to produce a county-wide map on the smallest possible number of map sheets at the maximum practical scale. The 1980 census Metropolitan Map Series sheet format will not be retained. The 1990 map series will depict each county on one or more map sheets--depending on the areal size, shape, and number of blocks in the county and the density of identifiers. County Block Maps will show county subdivisions, places, census tract/block numbering areas, and blocks. All boundaries will be as of January 1, 1990. Each county will consist of one or more parent sheets at a single scale, plus insets as required. This means that the map for each county could be at a scale different from every other county. Insets will be single sheets at a larger scale. In densely developed areas where the area requiring an inset will not fit on one sheet, multiple sheet insets will be used. An index for sheet coverage will be included. The standard sheet size being considered for all maps is 36" x 44" with a maximum 32" x 36" map display area.

County Subdivision Maps (Composite)

These maps will show the names and boundaries of all counties (or county equivalents) and county subdivisions (MCDs, CCDs, subMCDs, and so on) in each state, as well as all places for which the Census Bureau tabulates data in the 1990 census. They also will depict American Indian reservations (and off-reservation trust lands), Alaska Native Regional Corporations, tribal jurisdiction statistical areas of Oklahoma, and Alaska Native village areas. There will be one or two map sheets per state. The sheet size will be approximately 3' x 5' and the scale probably will be 1:500,000. All boundaries will be as of January 1, 1990.

Voting District Outline Maps

These maps will show voting district names and numbers, voting district boundaries, the features underlying these boundaries, and the names of the underlying features as appropriate. They also will show the boundaries of counties, county subdivisions, and places. The mapping unit will be a county with variable scale.

Census Tract/Block Numbering Area Outline Maps

These maps will show census tract/block numbering area boundaries and numbers, the features underlying these boundaries, and the names of the underlying features, as appropriate. They also will show the boundaries of counties, county subdivisions, and places. The scale of the maps will be optimized to keep the number of map sheets for each area to a minimum, but will vary by area. For dense areas, where the census tract/block numbering area numbers cannot be shown, insets at a larger scale will be created. Where feasible, we will place the inset on the parent sheet.

APPENDIX E

1990 Census Facts And Figures



**UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census**

Washington, D C 20233

OFFICE OF THE DIRECTOR

APPENDIX E

1990 CENSUS FACTS AND FIGURES

Article I of the United States Constitution mandates the Census

1990 will mark the 21st consecutive Census of Population

Responses are private and confidential; responses required by Federal law
300,000 temporary employees and over 450 District Offices during the peak period
of questionnaire returns

Reapportionment counts delivered to the President by December 31, 1990;
Redistricting counts delivered to Governors and State legislatures by April 1, 1991

DEFINITIONS OF 1990 CENSUS TERMINOLOGY

REGIONAL CENSUS CENTERS (RCCs)	1990 Census senior management offices located near the 12 permanent Census Bureau Regional Offices
PRELIST	In 1988, Prelist enumerators list locations of all housing units in areas not covered by Census Bureau purchased mailing lists
DRESS REHEARSAL CENSUS	The final runthroughs of procedures planned for the 1990 Census
COMPLETE COUNT COMMITTEES	Local civic and business community volunteer groups that publicize and promote the 1990 Census in their areas
DISTRICT OFFICES	Local temporary offices that hire enumerators to contact households that have not returned the 1990 Census questionnaire
PRE-CENSUS LOCAL REVIEW	Cities and counties review Census Bureau housing counts for differences 4 months before Census Day
CENSUS DAY, APRIL 1	The reference date for the information asked and the day to return the Census questionnaire
POST-CENSUS LOCAL REVIEW	Cities and counties review housing counts for differences 5 months after Census Day

PARTNERS IN THE 1990 BICENTENNIAL CENSUS:
STATES AND THE CENSUS BUREAU

<u>YEAR</u>	<u>CENSUS BUREAU ACTIVITY</u>	<u>STATE OPPORTUNITY</u>
1988	Prelist* addresses in areas without adequate commercial mailing lists	Plan media event to explain and endorse Prelist
	Develop local Census management and community relations staffs	Promote open recruiting of qualified RCC* staffs
1989	Locate and lease local District Offices*	Promote availability of city and county office space
	Plan 1990 Census publicity campaign	Plan for your involvement and support
	Open District Offices	Appear at District Office Open House
	Conduct Pre-Census Local Review* with city and county governments	Promote participation of cities in Pre-Census Local Review
	Coordinate local Complete Count Committee* formation	Support your cities' Complete Count Committee
1990	Begin peak level Census publicity campaign	Air Public Service Announcements
	Recruit and train the large Census workforce	Promote open recruiting of qualified enumerators
	April 1, CENSUS DAY*	Plan media event, focusing on completing and mailing the Census questionnaire
	Conduct Post-Census Local Review* with city and county governments	Emphasize importance of accurate review by cities

*Defined on reverse

1990 Census Redistricting Data Office
Washington, D.C. 20233
(301) 763-3856

APPENDIX F

Statement of Robert Ortner, Under Secretary for Economic
Affairs, on the 1990 Census

UNITED STATES DEPARTMENT OF **COMMERCE** **NEWS**

WASHINGTON, D.C. 20230

ECONOMIC
AFFAIRS

APPENDIX F

Statement of Robert Ortner Under Secretary for Economic Affairs on the 1990 Census

Each decade, the Bureau of the Census has improved the quality of data produced by the decennial census of population and housing. The Census Bureau and the Department of Commerce began preparing for the 1990 census in 1984. This census will be the bicentennial census -- the first one having been conducted in 1790 -- and it will be the best census ever.

The Bureau has taken a number of steps to make this pledge a reality:

- it is in the process of purchasing about 600 computers, to be located throughout the country, to extract the data from census forms and tabulate it. Expanded use of computers will produce a more efficient, a more accurate and a more timely census.
- it began census planning officially a year earlier than for the 1980 census. This has been a widely participatory process, involving Congress, other Federal agencies, state and local officials and data users at an earlier stage of planning. For example, the Bureau has held 65 local public meetings -- at least one in each state -- on the needs of users and on how the conduct of the census can be improved.
- it has expanded testing of procedures and census forms to assure a more accurate count and one that is responsive to the needs of data users.
- it has expanded publicity and outreach to convince people of the need to be counted. It has strengthened its minority outreach program. The Bureau also has expanded the Census Community Awareness Program which works at the grass roots community level to make people aware of the confidentiality of the census and of the importance to them and their community of being counted. The Bureau also will intensify efforts during census taking to reach hard to count groups. For example, they have developed special procedures to enumerate the homeless, both in shelters and on the streets.
- the proposed budget for the 1990 census is \$2.6 billion--more than we have ever spent before--even after allowance for inflation.

The problem of differential estimated undercount and overcount of subgroups in the population is one that the Census Bureau has worked diligently to overcome since the 1950 census. These efforts have already cut the total estimated undercount of the census to only 1.4 percent in 1980. Because of many actions the Bureau has taken and will take in conducting the 1990 census, we believe that this trend of reducing the undercount will continue.

This improving accuracy has been noted by the independent National Research Council of the National Academy of Sciences. In 1990, we expect the Census Bureau to count 99 percent -- perhaps more -- of the population. This has been our long term goal and is about as high a proportion as one can hope to achieve in such a massive, complex undertaking.

After careful consideration, the Department has made the decision to concentrate its efforts on producing the most accurate enumeration possible. Therefore, the Department does not intend to adjust the 1990 decennial population count for purported undercount and overcount of population subgroups. Adjustment may create more problems than it solves, and may divert resources needed for enumeration. Among other reasons which influenced our decision were:

- Adjusting the numbers after the fact is unlikely to improve on the 99 percent or better count of the population which we expect to achieve.
- Adjustment would be controversial, even among statisticians. Techniques are available to adjust, but there are questions about the validity of their results. There is no unique system generally accepted by the professional statistical community. Different statisticians would employ different models and get different results.
- Adjustment would be based on a post census survey, diluting resources devoted to enumeration and possibly producing a less accurate count. Further, the post census survey would sample a relatively small number of households, and would be conducted during the summer months when many people are on vacation or changing residence.
- No matter how careful and unbiased is the adjustment process, it will raise suspicions in the public mind about the reliability and integrity of the census and of the Federal statistical system. This may well reduce the willingness of the general public to respond to the census and to other statistical surveys.

- Adjustment is a threat to the customary process of reapportionment which has been one of the foundations of our political system. The census count has traditionally been accepted as the best count available regardless of the political consequences. Adjusting the count may create the appearance of changing the numbers to achieve a desired political outcome by the party in office.

In light of these uncertainties, adjustment would perpetuate and amplify controversy, and lead to legal challenges.

The Department of Commerce and the Bureau of the Census are determined to conduct the best census ever in 1990. Our responsibility is to enumerate the population of the United States as accurately as possible, and we will devote all the resources at our command to achieve that end. The public has a responsibility as well, to respond as fully and as accurately as possible to the census questionnaire. All residents should be aware of their duty and of the tremendous efforts that the Bureau will continue to make to protect confidentiality.

October 30, 1987

APPENDIX G

Fact Sheet, 1990 Census Residence Rules



UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Washington, D.C. 20233

OFFICE OF THE DIRECTOR

APPENDIX G

FACT SHEET

1990 Census Residence Rules

- o The U.S. Constitution mandates a census every 10 years for the purpose of apportioning Representatives to Congress among the states.
- o The Congress has placed responsibility for conducting the census with the Secretary of Commerce, and has permitted the Secretary to delegate this authority to the Census Bureau.
- o In addition to conducting the census itself, the Census Bureau, operating solely in a ministerial role, calculates the Congressional apportionment based on the results of the census.
- o Federal law also requires the Census Bureau to provide population counts for small areas for use in drawing Congressional and legislative district boundaries.
- o The Census Act of 1790 covering the first decennial census established the concept of "usual residence" as the guiding principle. "Usual residence" is defined as where a person lives and sleeps most of the time. Usual residence is not necessarily the same as legal residence, voting residence, or the place where a person is found on Census Day.
- o "Usual residence" is the way the Census Bureau decides who should be counted in the census. If the usual residence is in the United States, we count the person. If it is outside the United States, we do not. This leads to the situation where undocumented immigrants living in the United States are counted. In contrast, military personnel living outside the United States are not. Specific examples are:
 - Americans who are temporarily abroad on vacation, business trips, and so forth are counted at their usual residence in the United States.
 - Immigrants, regardless of legal status, who have a usual residence in the United States are included.
 - Persons from foreign countries temporarily visiting or travelling in the United States are not enumerated in the census because they have not established a residence.
 - Americans who are overseas for an extended period (in the Armed Forces, working at civilian jobs, studying in foreign universities, and so forth) are not included because their usual residence is outside the United States.

- o Since the first census in 1790, the census traditionally has included all persons who usually reside in the United States at the time of the census. Defining the usual residence is not always obvious, especially when people have more than one perceived usual residence. The Census Bureau must determine a set of rules to follow.
- o For the census, the Census Bureau develops a set of rules covering special situations. These rules are called "residence rules." The residence rules define who should be counted and, for those that are covered, where they are counted. The Congress and the courts have reviewed these rules on occasion.
- o For 1990, concerns have arisen over both the basic usual residence concept and the rules we established.

Issue 1: Including Military Overseas In the Apportionment Counts

- o In virtually every decennial census since 1790, the counts used for apportionment have not included the U.S. military living overseas. The 1970 census was an exception.
- o Even though not used for apportionment, we have determined a count of military overseas through the administrative records of the Department of Defense.
- o There is concern that the state reported by overseas military personnel as home of record in the United States, if any, is often not a usual residence. We understand that in many instances, the home of record is selected for a perceived benefit (e.g., lower or no state income tax) or some other reason.
- o In spite of quality concerns, it is possible to obtain counts for this population by state using the administrative records of the Department of Defense (DOD) and allocate this population to states, based on home of record, for apportionment purposes.

Issue 2. Including Military Overseas in the Redistricting Counts

- o In 1970, when the Census Bureau allocated the military overseas to states to include them in the apportionment counts, it did not include this population in the substate counts used for redistricting.
- o In order to allocate this population to locations below the state level, the Census Bureau would need exact street addresses. Even if this information is available from DOD administrative records, there would be timing and operational problems in performing the allocation. We have serious concerns that the operations could not be done with acceptable quality on the time schedule required.

Issue 3. Including Undocumented Immigrants in the Apportionment Counts

- o For every census since the first one in 1790, the decennial census has included all residents, regardless of legal status.
- o The most recent review of this issue by a court occurred in connection with the 1980 census. Although decided on procedural grounds, the U.S. District Court did address the issue. The opinion in Federation for American Immigration Reform v. Klutznick says: "It [the Constitution] requires the counting of the 'whole number of persons' for apportionment purposes, and while illegal aliens were not a component of the population at the time the Constitution was adopted, they are clearly 'persons'." D.C.D.C. (1980) 486 F. Supp. 564
- o There is not an acceptable method to exclude undocumented immigrants from the apportionment counts even if the Census Bureau were directed to do so. One seemingly plausible approach would be to determine the legal status of every person. This causes both perceptual and operational problems that could jeopardize our ability to take the census. Asking about legal status could result in the misperception that the information we collect is used for enforcement. This could seriously threaten cooperation even among legal residents. The answers obtained from such an inquiry would be questionable at best. Indeed, many respondents simply would not be willing or able to answer honestly or accurately. We would be asking respondents to make a legal determination, a process that normally follows a judicial procedure. We face similar problems if we direct undocumented immigrants simply to exclude themselves. Legal residents may find this a convenient way to excuse themselves from participating. Because the Census Bureau could not distinguish the legal and illegal resident nonparticipants, there could be a large undercount among legal residents.
- o Another hypothetical procedure might be to estimate the number of undocumented immigrants from a separate information source and subtract them from the census totals. Concerns with possible alternatives for making these estimates include the lack of an appropriate information source, timing (the estimates could not be developed until the census is complete, thus delaying delivery of apportionment and redistricting counts); and the possibility that the resulting estimates would contain errors serious enough to affect the allocation of Congressional seats.

U.S. Bureau of the Census
December 7, 1987

LEGAL MANDATES

ARTICLE 1, SECTION 2

UNITED STATES CONSTITUTION

"Representatives...shall be apportioned among the several states...according to their respective numbers...The actual enumeration shall be in such manner as they (the Congress) shall by law direct"

FIRST CENSUS ACT OF MARCH 1, 1790

"Every person whose usual place of abode shall be in any family...shall be returned as of such family...and the name of every person, who shall be an inhabitant of every district, but without a settled place of residence shall be inserted...in that division where he or she shall be..., and every person occasionally absent at the time of the enumeration as belonging to that place in which he usually resides in the United States."

APPENDIX H

Summary Of 1990 Census Planning For Enumeration Of The
Homeless

APPENDIX H

SUMMARY OF 1990 CENSUS PLANS FOR ENUMERATION OF THE HOMELESS

Information has been lacking about the numbers and characteristics of the nation's homeless population. The Census Bureau is actively building a nationwide operation for the 1990 census to provide demographic, social, and economic data on selected components of the homeless population.

There is no generally agreed-upon definition of "homelessness." As such, the Census Bureau will not provide an official definition or total count of "the homeless." Rather, we will provide data users the building blocks to construct a count of "homeless" appropriate to their purposes.

The Census Bureau will count components of the homeless population in two major operations, one that is a special operation that will take place at night, and one that is part of the regular enumeration process.

First, we will conduct one special operation ("street and shelter night") on March 20, 1990 to count persons in pre-identified emergency shelters (public and private) and open locations in the streets or other places not intended for habitation. This special operation includes all hotels/motels costing \$12 or less per night, hotels/motels used entirely to shelter the homeless (regardless of cost), and pre-identified rooms in hotels/motels used for homeless persons and families. Enumeration will occur when the population is generally settled for the night. For shelters, enumeration will usually occur from 6 p.m. to midnight; street enumeration, from 2 a.m. to 4 a.m.

Other components which are sometimes included in the count of the homeless population will be enumerated as part of the regular census operations. These include "doubled-up families," homes for abused women, and institutions such as local jails which may provide temporary shelter. In some such places, we will not know who has a usual home and such persons cannot be identified separately as homeless.

Before the "street and shelter night" enumeration, we will work with local officials, persons who work with the homeless, and the homeless to identify the shelter and street locations to be visited during the operation. We will encourage those who work with the homeless, and the homeless themselves, to apply for work as enumerators.

We will attempt to ask all persons in shelters and all persons living on streets the basic demographic questions. For a sample of persons in shelters only, additional questions about social and economic characteristics will be asked. For all except the population living in the streets, information will be available about topics such as educational attainment, veterans status, source of income (if any), and wages and earnings cross-classified by sex, race, and broad age groups.

In the street enumeration, sleeping persons will not be awakened to answer questions. Rather, enumerators will estimate as best they can the person's age, sex, and race. We will follow the same procedure for persons who are not in a state of mind to answer questions. If a sleeping person is covered up so that characteristics cannot be determined, the person will be counted and characteristics will be assigned later by a computerized algorithm.

We will tabulate information about the count and the characteristics of the population in each of the selected component settings in which the homeless live. Data will be available for persons living in shelters and low-cost hotels and motels, in nonsheltered locations, in homes for battered women, and so forth. Data will be available for homeless families living in emergency shelters and transitional housing. Persons, or entire families, who are doubled up in housing units with friends or relatives are considered "homeless" by some and "precariously housed" by others. These families will be enumerated in the regular census operations. Special tabulations of income and the percentage of family income spent on housing may be used as indicators of such families.

In summary, the 1990 census will provide a count and basic characteristics of selected components of the homeless population at the national and local levels. We are measuring components of the homeless on one night, not the dynamics of homelessness. The homeless, and especially those living on the streets are among the most difficult populations to count completely because of the obvious physical dangers to enumerators working at night and because some people will avoid the census. We expect that the count of the "street" component will be very conservative. A census cannot provide comprehensive data on the homeless. Data users will obtain basic data on components of the homeless population throughout the United States collected in a uniform manner as of the same date. They will have the flexibility to combine selected components or analyze segments separately.

Rev. 5/6/88

APPENDIX I

Letter Dated November 19, 1987, from Director of the Bureau
of the Census to Governor Richard H. Bryan Concerning
Completion of the Census County Division Program



UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Washington, D.C. 20233
OFFICE OF THE DIRECTOR

NOV 19 1987

APPENDIX I

Honorable Richard H. Bryan
Governor of Nevada
State Capitol
Carson City, Nevada 89710

Dear Governor Bryan:

I am pleased to notify you that the staffs of the Nevada State Data Center and Census Bureau's Geography Division have completed the delineation of the census county divisions for the State of Nevada.

This means that, beginning with the 1990 census, the Census Bureau will tabulate and report the data it collects in its population and housing censuses by using these census county divisions rather than the townships used in the earlier censuses. Data from the 1990 census, of course, also will be available for all counties, incorporated municipalities, any census designated places recommended by the State that meet our criteria, census tracts, and block numbering areas.

We appreciate the work done by the staff in the Nevada State Data Center to coordinate the review of our preliminary plan by local officials. In particular, Mr. Donald D. Thompson was most helpful in working with the staff in our Geography Division and Mr. Dennis Duffy of our Seattle Regional Office. Mr. Thompson has a full set of the maps showing the boundaries as revised by local officials and approved by the Census Bureau. We are enclosing a list showing the approved names of the census county divisions in each county as agreed to in consultation with the local officials. The list also shows the numeric code the Census Bureau assigned to each census county division for efficient processing and presentation of the 1990 census data.

We reached agreement on these census county divisions before the creation of Bullfrog County from a portion of Nye County. Pending the outcome of the current litigation, we will work with the Nevada State Data Center to make the necessary revisions to the county and census county division boundaries for tabulation of the 1990 census data.

Honorable Richard H. Bryan

If you have any questions, please have a member of your staff contact Mr. Dennis Duffy (206/442-1189) or Mr. Leo Schilling, Regional Director, of our Seattle Regional Office (206/442-7800).

Sincerely,

{Signed} John G. Keane

JOHN G. KEANE
Director
Bureau of the Census

Enclosure

cc: Ms. Joan Kerschner
Ms. Patricia Deadder
Mr. John Walker
Mr. Robert Hadfield
Mr. Bryan Davie

Nevada Census County Division (CCD)
Names and Codes

County Name	FIPS County Code	CCD Name	CCD Code
Churchill	001	Carson Sink	505
		Dixie Valley	510
		Fallon	520
Clark	003	Clark	510
		Las Vegas	530
Douglas	005	Gardnerville-Minden	520
		Genoa-Jacks Valley	525
		Pine Nut	540
		Topaz Lake	560
		Zephyr Cove	580
Elko	007	Carlin	505
		Elko	515
		Jackpot	525
		Jarvis	530
		Montello	540
		Mountain City	545
		Wells	560
Esmeralda	009	Goldfield	520
		Silverpeak	560
Eureka	011	Beowawe	505
		Eureka	515
Humboldt	013	Golconda	525
		McDermitt	540
		Summit Lake	555
		Winnemucca	570
Lander	015	Austin	505
		Rattle Mountain	510
Lincoln	017	Alamo	505
		Caliente	515
		Pioche	550
Lyon	019	Dayton	515
		Fernley	520
		Silver Springs	550
		Smith	555
		Yerington	575

County Name	FIPS County Code	CCD Name	CCD Code
Mineral	021	Hawthorne	530
		Mina	545
		Walker River	570
Nye	023	Amargosa Valley	505
		Reatty	510
		Crystal	515
		Duckwater	520
		Gabbs	530
		Mercury	540
		Pahrump	550
		Ralston	555
		Round Mountain	560
		Tonopah	570
		Yucca Flat	580
Pershing	027	Imlay	525
		Lovelock	535
Storey	029	Clark	510
		Virginia City	560
Washoe	031	Flanigan	520
		Gerlach	525
		Incline Village	535
		New Washoe City	555
		Pyramid Lake	560
		Reno-Sparks	565
		Verdi	570
White Pine	033	Raker	505
		Cherry Creek	510
		Ely	520
		Lund	540
		McGill	545
		Ruth	560
Carson City city	510	Carson City	505

APPENDIX J

Memorandum Dated March 29, 1988, from Fred H. Dugger,
Manager of Information Systems, Legislative Counsel
Bureau, Concerning Computer Requirements for
Reapportionment in Nevada

STATE OF NEVADA
LEGISLATIVE COUNSEL BUREAU

LEGISLATIVE BUILDING
CAPITOL COMPLEX
CARSON CITY, NEVADA 89710

APPENDIX J



LEGISLATIVE COMMISSION (702) 885-5627
LAWRENCE E. JACOBSEN, Senator, Chairman
Donald A. Rhodes, Director, Secretary

INTERIM FINANCE COMMITTEE (702) 885-5640
MARVIN M. SEDWAY, Assemblyman, Chairman
Daniel G. Miles, Fiscal Analyst
Mark W. Stevens, Fiscal Analyst

DONALD A. RHODES, Director
(702) 885-5668

JOHN R. CROSSLEY, Legislative Auditor (702) 885-5622
ROBERT E. ERICKSON, Research Director (702) 885-5637
LORNE J. MALKIEWICH, Legislative Counsel (702) 885-5627

March 29, 1988

MEMORANDUM

TO: Brian L. Davie
Principal Research Analyst
Legislative Counsel Bureau

FROM: Fred H. Dugger, Manager of Information Systems
Legislative Counsel Bureau *Fred*

SUBJECT: Computer Requirements for Reapportionment in Nevada

As you know, we have been developing a file on possible computerized assistance to the reapportionment process in Nevada. We have on file lists of vendors who specialize primarily in geo-based data systems, those whose expertise is in elections and precinct boundary definition, some who are political consultants, and some who are census experts. There is a wide variety of backgrounds and orientation of these vendors. I am sure that many more vendors will become apparent as we near the 1990 census.

To most effectively approach the reapportionment/redistricting process, I believe we should review thoroughly the issues which will be involved. These issues will determine the full scope of the effort, and will dictate the type and extent of computerized assistance needed. For example, will we use only census population data? Will we include additional demographic information? Will we incorporate voter registration information? The answers to these questions will materially affect the complexity of computer process needed.

There are several means of identifying the issues to be addressed. One of the first is to review current law pertaining to statewide reapportionment and redistricting. There are a number of Federal cases which affect this process, and which help to clarify both the legal requirements of the process and the restrictions which apply. The Legal Division has been asked, on an informal basis, to collect some of the current case information now for us. A more formal and comprehensive request should be made sometime in the future, closer to the date of the actual reapportionment.

Another method is to review with other States their progress in planning for reapportionment. The NCSL has sent a survey on this topic recently, and results should be available soon. I believe that there will also be sessions at the 1988 NCSL conference dealing with the topic. Yet another method is to gather all available vendor information, aggregating areas of concern and identified issues from each to form a more comprehensive set of considerations.

It is important to address the organizational structure of the reapportionment process itself. I believe that you had mentioned that there were very stringent rules governing requests of alternative plans during the last reapportionment. It is easy to imagine, particularly with sophisticated computer support, the proliferation of alternative plans to the point of losing track, without firm controls being in place. Guidelines and policies will need to be set and adhered to.

It should be recognized that the plan for redistricting must allocate substantial lead time for the acquisition, entry into the computer system, and verification of the census data. The data will not be totally comprehensive nor correct when it is first available. There will also be discrepancies between the geographic information and the demographic information. In addition, much of the demographic information may not be available until after the first legislative session after the census. There is not necessarily any fault to be assessed; it is just that the census is a monumental task, and the time necessary for data verification should be allotted.

The economics of reapportionment will also be a consideration. Many of the vendor solutions advertised require sophisticated computer programs and equally sophisticated graphics display hardware. Some States currently have briefing rooms containing computer systems and projection equipment used solely for the generation and review of redistricting alternatives. Other States have been satisfied with personal computer solutions, or have continued on a manual basis. Another related issue is whether to add staff or to utilize consultants in some or all of this process.

Yet another consideration will be the effect of redistricting on the metropolitan areas' ballot requirements. If there are multiple simultaneous elections with disparate boundaries for elected officials' districts, the number of different ballots required for an election can be very large, requiring substantial additional printing and vote tabulation expense. Should the various Registrars of Voters be involved in the planning process?

Clearly, there are a number of areas which must be addressed. At this time, I would recommend that we do the following:

1. Continue to collect all available vendor literature.
2. Contact those vendors which seem to have had actual experience in the reapportionment process, particularly in sparsely populated States such as ours.
3. Review the NCSL questionnaire results.

reapportionment memo

4. Contact those States who seem to have the best on-going planning process, and obtain their guidelines and procedures for possible utilization here.
5. Remain in close contact with the Bureau of the Census, offering whatever assistance we can, and staying up-to-date with their schedules for planning purposes.
6. Stay abreast of computerized graphics techniques which could be used to advantage.

I hope this report is of assistance. Please contact me when you wish to discuss this further.

APPENDIX K

Suggested Legislation

BDR R-187 Directs Legislative Commission to study
 requirements for reapportionment in Nevada.

SUMMARY--Directs Legislative Commission to study requirements for reapportionment in Nevada. (BDR R-187)

_____ CONCURRENT RESOLUTION--Directing the Legislative Commission to study the requirements for reapportionment in Nevada before the legislature convenes in 1991.

WHEREAS, The 66th session of the Nevada Legislature will be required to reapportion the election districts for the members of the legislature, Nevada's members in the United States House of Representatives, the board of regents of the University of Nevada System and the state board of education; and

WHEREAS, The Bureau of the Census of the United States Department of Commerce is required to deliver redistricting data from the decennial census in 1990 to the states not later than April 1, 1991, when the Nevada Legislature already will be in session; and

WHEREAS, The Bureau of the Census will number the entire nation by blocks for the census in 1990 and the number of blocks in this state will increase from 8,965 in 1980 to an estimated 51,700 blocks in 1990; and

WHEREAS, This increase in the amount of data from the census in 1990 and the necessity to accomplish reapportionment in an expeditious manner during the 1991 session will require additional computer software and

extensive preparation and testing to allow for the generation and analysis of proposals concerning reapportionment; and

WHEREAS, The reapportionment and the statistical analysis of the data must comply with current case law and the legal requirements for redistricting; and

WHEREAS, The Nevada Legislature since 1985 has been working with the Bureau of the Census on the Block Boundary Suggestion Program and other programs in preparation for the census in 1990 and the redistricting process; now, therefore, be it

RESOLVED BY THE _____ OF THE STATE OF NEVADA, THE _____ CONCURRING, That the Legislative Commission is directed to study the requirements for reapportionment in this state in conjunction with the data from the decennial census of 1990; and be it further

RESOLVED, That the study include:

1. An examination of the cost of reapportionment, including any requirements for computer software or additional personnel;
2. A review of the case law concerning the legal requirements for redistricting;
3. A review of the programs concerning planning and reapportionment in other states;
4. The continuation of the state's participation in the programs of the Bureau of the Census; and
5. The participation in a program of the Bureau of the Census to increase the awareness of the general public

concerning the census to ensure a complete and accurate count of all Nevadans in 1990; and be it further

RESOLVED, That the computer software and other equipment be obtained and tested, and that necessary contracts be entered into by the Legislative Commission to provide for the timely and efficient commencement of data processing for reapportionment before the legislature convenes in 1991; and be it further

RESOLVED, That the Legislative Commission report to the 66th session of the Nevada Legislature the results of the study, any action taken in preparation for reapportionment and any recommendations concerning redistricting.