Strength in Numbers

Your Guide to Census 2000 Redistricting Data From the U.S. Census Bureau
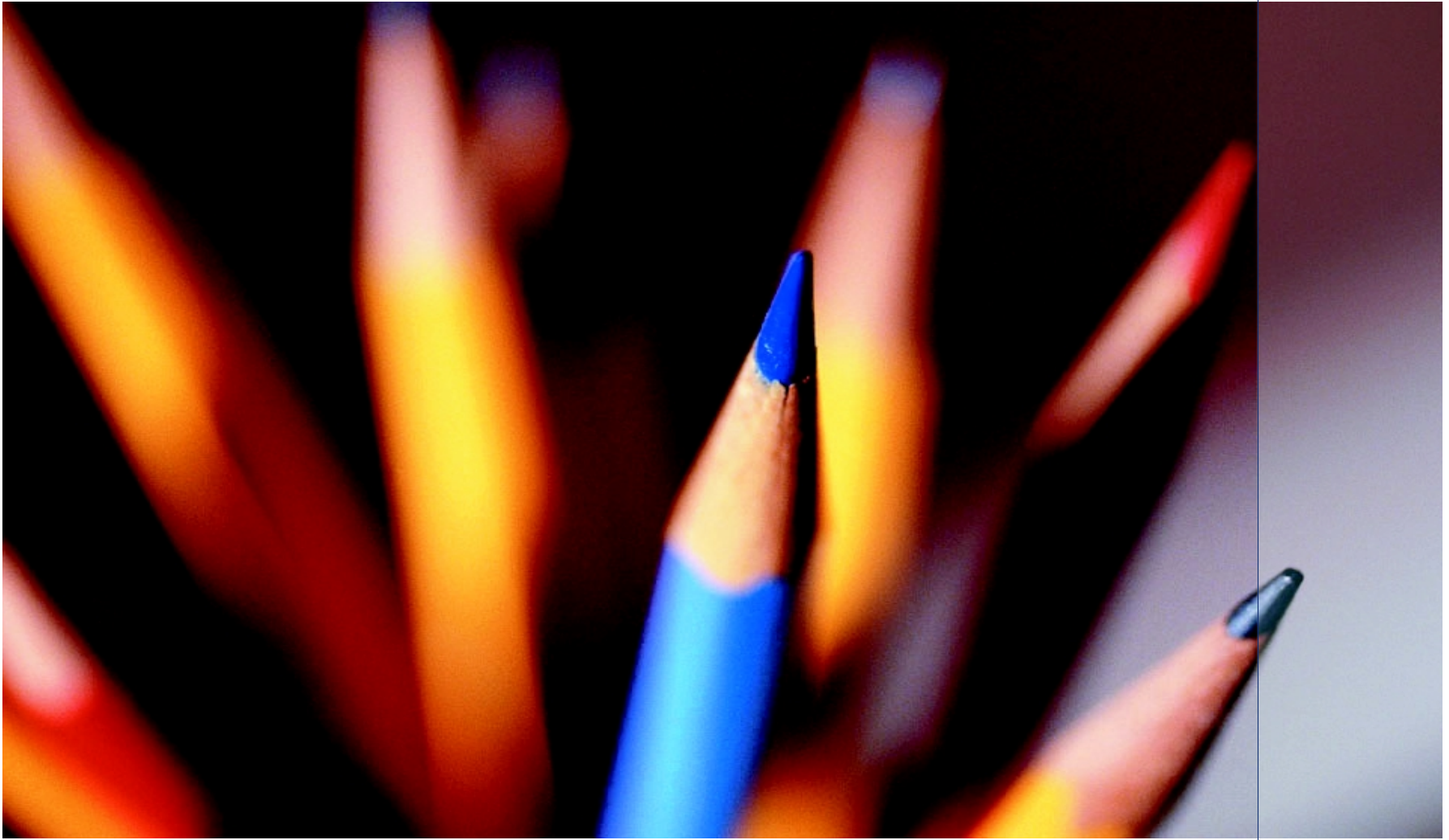

U S C E N S U S B U R E A U

Helping You Make Informed Decisions

U.S. Department of Commerce
Economics and Statistics Administration
U.S. Census Bureau

United States Census 2000

Strength in Numbers

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Strength in Numbers

Once every 10 years, Americans stand up to be counted. Downtown and out-of-town, in the mountains and on the farms, we speak up and let our governments know that we intend to be represented in the decisions that they make.

The census gives us an opportunity to be part of the democratic process. Census numbers ensure that our representative districts—for the U.S. Congress and for state legislatures, and in our city and town governments—reflect our numbers, north or south, east or west.

This brochure explains where census numbers come from and the role they have in the way states and localities redraw the boundaries of their legislative districts. We look in particular at the maps and numbers that state governments and others get from the Census Bureau and use in redistricting.

Why a Census?

The U.S. Census Bureau, part of the U.S. Department of Commerce, conducts the decennial census and issues population numbers. But there was a census long before the Census Bureau was created in 1902.

The first census was taken in 1790. Article 1, Section 2, of the U.S. Constitution established that the apportionment of the U.S. House of Representatives shall be based upon a national census.

The imagination is the only limit upon the uses of the statistics that come out of the census.

The census has many other important uses. It affects our lives in ways we don't often realize. The road you take to work each day, the hospital that serves your community, the schools your children attend, the products your grocery stocks—all these have been influenced by the census.

Governments use census statistics, for example, in planning needed highways or in locating new services or schools. Businesses use census numbers in marketing new products and locating new stores.

The imagination is the only limit upon the uses of the statistics that come out of the census.

The Census at a Glance

In early March 2000, the U.S. Postal Service delivered a letter to households announcing that Census 2000 is coming and alerting everyone to watch for their census form. The Census 2000 questionnaires arrived shortly thereafter and the Census Bureau asked us all to return our forms by Saturday, April 1, 2000. We used enumerators to take the census in rural areas and check on questionnaires that had not been returned by mail in more populous areas. The forms are mailed back to a processing center where digital scanners read the unique bar code on the questionnaire through the envelope window to record its return status.

The questionnaires themselves were sent to one of four processing offices where they were optically scanned and converted to digital images. All information will be further processed and tabulated at the Census Bureau's secure computer center in Bowie, Maryland.

Finally, the Census Bureau generates statistical data for you to use in redistricting and in many other ways. Media to bring you the data will include printed reports, but the major media will be CD-ROM and the American FactFinder (the Bureau's new data access and dissemination system) on the Internet at *www.census.gov*.

Confidentiality Is a Must

Title 13 of the United States Code contains the laws governing the Census Bureau. Section 9 of Title 13 assures the confidentiality of information gathered by the Census Bureau. It specifies that neither the Secretary of Commerce nor any other officer or employee of the Department of Commerce—in fact, no one—may use the information furnished under the provisions of this title for any purpose other than the statistical purposes for which it is supplied.

The law also states that no Census Bureau tabulation can identify any particular establishment or individual and that no one other than the sworn officers and employees of the Census Bureau can examine information supplied in response to censuses and surveys. Only after 72 years are the census schedules opened to public inspection and use.

Redistricting Must Aim at Equality

The decennial census has played a crucial role in the apportionment of the Congress for more than two centuries. But it is only in the last 25 years that the Census Bureau has played a major role in the redistricting process.

U.S. Supreme Court decisions handed down during the 1960s clarified the Constitution's intention to provide equality of representation for all Americans. In 1964, the Wesberry v. Sanders decision held that, "as nearly as is practicable one person's vote in a congressional election is to be worth as much as another's." That same year, in Reynolds v. Sims, the Court ruled that state legislative districts must be "as nearly of equal population as is practicable."

Both U.S. congressional districts and state legislative districts must be drawn so that their residents have a fair and equal share in the way they are governed.

These Supreme Court decisions increased the states' need for geographically detailed census information in the redistricting process.

The urgency of the states' need for these data led the Congress to pass Public Law (P.L.) 94-171 in December 1975.

Later on, we'll discuss the ramifications of P.L. 94-171 more fully. First, we'll look briefly at the census itself—the important first step in the redistricting process.

Taking the Census

Before we look at the statistics and maps that states will use in redistricting, let's look at the census itself—the undertaking through which we gather the statistics.

We began to prepare for the 22nd decennial census long before 2000. For the public, however, the process began in March 2000 when census questionnaires were mailed to most households in the United States. In some rural areas, census takers delivered questionnaires. People filled out the questionnaire by April 1, 2000—Census Day—and returned them, by mail. In some instances, census takers visited the household to collect the census information.

Apportionment Is the Fundamental Use

According to the Constitution, the census has one fundamental purpose: to ensure that the representation of each state in the U.S. House of Representatives reflects the relative size of its population as compared with other states.

There are 435 representatives divided up among the 50 states. Each one of these representatives is elected by the voters of a congressional district.
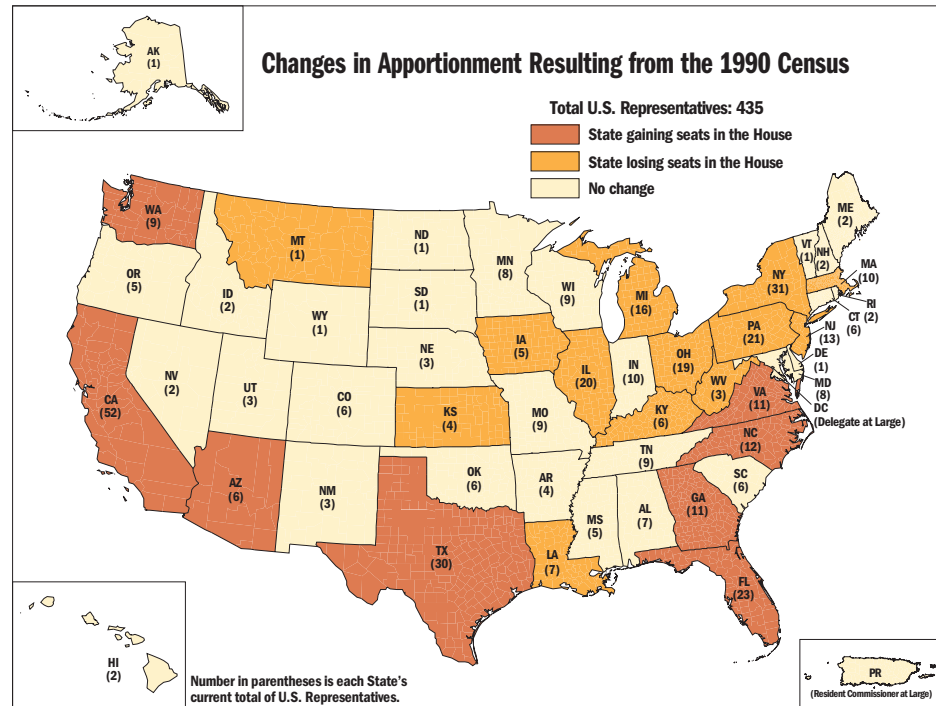
Populous states have more representatives than less populous states. In the 106th Congress, California had 52 representatives. Wyoming, our least populous state, had just one. The map on this page shows how many representatives each state had as a result of the 1990 census.

"Apportionment" is the process of determining how many representatives each state is entitled to. How do we at the U.S. Census Bureau figure in this process? Our role is twofold—to conduct the census and, as a part of the Executive Branch, to calculate the apportionment based upon the census results. Once we take the census and compile the results, we then use the method of equal proportions (see map, right) to determine the number of representatives each state received after the 1990 census.

But our job doesn't end there. "One person/one vote" court decisions and legislation have given the Census Bureau a major role in redistricting, the process by which state governments redraw U.S. congressional and state legislative districts.

In 1990, the South and West Gained Seats!
Changes in Apportionment Resulting From the 1990 Census
(Number in Parentheses is each state's current total of U.S. Representatives.)

Changes in Apportionment Resulting from the 1990 Census

Total U.S. Representatives: 435
- State gaining seats in the House
- State losing seats in the House
- No change

Number in parentheses is each State's current total of U.S. Representatives.

"...as nearly as is practicable one person's vote in a congressional election is to be worth as much as another's."

In conducting the census, we hire enumerators working out of more than 520 local census offices nationwide. In processing the questionnaires, we use four data capture centers. People living in populous areas, where most of us live, mail their forms directly to a data capture center. In less populous areas, census staff will leave a questionnaire at each household for people to fill out and mail back in a postage paid envelope. The data capture centers are located in Essex, MD; Jeffersonville, IN; Phoenix, AZ; and Pomona, CA.

As soon as the forms reach the data capture centers, the clock starts ticking for the Census Bureau. These centers use scanners to record the arrival of the questionnaires on computers, so we can keep an automated list of forms returned and those still outstanding.

The data capture centers use optical scanners to capture a picture of the questionnaire forms and extract the data. Once we have completed the processing of the census forms, we begin to compile final data in the Census Bureau's Washington offices. Census Day, April 1, 2000, may be our most conspicuous deadline, but it's not our only one. Now we face several deadlines in processing the final census counts.

The Department of Commerce and the Census Bureau will provide Census 2000 counts to the President and the states by the deadlines set forth in Title 13 of the United States Code (U.S.C.) Section 141 (b) and (c). By December 31, 2000, the Secretary of Commerce and the Census Bureau

Director will report the total population counts by state to the President. By April 1, 2001, the Director will provide the detailed population counts for all areas within each state to the governor and legislative leaders, under the provisions of Public Law 94-171.

Off to the President

Next, the Census Bureau must prepare the final, official state population counts required for the apportionment of the U.S. House of Representatives. These official counts are reported to the President on or before December 31, 2000, a brief 9 months after Census Day.

According to the U.S. Code, the President must then report these figures to the Congress. He does this in early January 2001, during the first week of the 107th Congress.

This report will show:
- the population of each state
- the number of representatives apportioned to each state

The apportionment section of the U.S. Code also tells the steps that are to be followed after the Congress receives the President's report. Within 15 calendar days, the Clerk of the House of Representatives must send to each state's governor a certificate showing how many representatives the state may send to the next Congress.

Method of Equal Proportions Guides Apportionment

How does the method of equal proportions work?

Adopted in 1941 (United States Code, Title 2, Section 2a), the method of equal proportions requires us to compile a priority list of states. Priority value is determined by dividing a state's population by the geometric mean of its current and next House seats.

For example, following the 1990 census, each of the 50 states was awarded 1 seat out of the current 435 total. Then, the 51st seat went to the state that had the highest priority value for its second seat.

In computing the apportionment from the 1990 state totals, seat 51 went to California, whose priority value under the method of equal proportions was 21,099,536. The next seat, number 52, went to New York, with a second-seat priority value of 12,759,392; California received seat number 53, with priority value of 12,181,823; and Texas received seat number 54, with a priority value of 12,063,104.

Once the number of seats assigned to the individual states is determined, the task of drawing the new congressional districts is generally that of each state legislature.

For the first time, desktop and laptop computers will play a major role in the redistricting process. Geographic and population data on compact disc (CD-ROM) will allow users with a PC to map out district boundaries. In the photo above, Census Geography staff members John Byle, Jamie Rosenson, Bob LaMacchia, and Donna Zorn study a map drawn using coordinates from the Census Bureau's TIGER/Files.

The Redistricting Process Begins

But wait! The clock is still ticking! The Census Bureau still has another important deadline to meet.

In December 1975, the Congress passed Public Law 94-171. This law requires the Census Bureau to make special preparations to provide redistricting data no later than April 1, 2001, to the 50 states.

Public Law 94-171 specifies that within 1 year of Census Day, the Census Bureau must send each state the data it will need to redraw districts for the state legislature.

P.L. 94-171 sets up a voluntary program between the Census Bureau and those states that wish to receive population tabulations for election precincts and other state specified geographic areas.

Under this program, those responsible for the legislative apportionment or redistricting of each state may devise a plan identifying the voting areas for which they want the specific tabulations and submit it to the Census Bureau.

This Census 2000 Redistricting Data Program has three phases. During Phase 1 (1996-1998), the Block Boundary Suggestion Project, state representatives reviewed base maps for the Census 2000 and suggested visible features to be used as census block boundaries. In early 1999, as part of Phase 2 (the Voting District Project), the Census

Census 2000 Redistricting Data Program

State	Phase 1	Phase 2
X = State submitted all counties for this phase of the program		
P = State did not submit all counties for this phase of the program		
VTD = Voting District		
SLD = State Legislative District		
Alabama	X	X (VTD and SLD)
Alaska	X	X (VTD and SLD)
Arizona	P	P (VTD and SLD)
Arkansas	P	X (VTD only)
California	P	Did not participate
Colorado	X	X (VTD and SLD)
Connecticut	X	X (VTD and SLD)
Delaware	X	X (VTD and SLD)
District of Columbia	X	X (VTD only)
Florida	Did not participate	Did not participate
Georgia	X	X (VTD and SLD)
Hawaii	P	X (VTD only)
Idaho	P	X (VTD and SLD)
Illinois	X	X (VTD and SLD)
Indiana	X	X (VTD and SLD)
Iowa	X	X (VTD and SLD)
Kansas	X	X (VTD and SLD)
Kentucky	X	Did not participate
Louisiana	X	X (VTD and SLD)
Maine	P	X (VTD only)
Maryland	X	X (VTD only)
Massachusetts	P	X (VTD and SLD)
Michigan	X	X (VTD and SLD)
Minnesota	X	X (VTD only)
Mississippi	X	X (VTD and SLD)
Missouri	X	X (VTD and SLD)
Montana	P	Did not participate
Nebraska	X	X (VTD and SLD Unicameral)
Nevada	X	X (VTD and SLD)
New Hampshire	P	X (VTD and SLD Senate only)
New Jersey	X	X (VTD and SLD)
New Mexico	X	X (VTD and SLD)
New York	P	X (VTD and SLD)
North Carolina	P	X (VTD and SLD)
North Dakota	Did not participate	X (SLD only)
Ohio	X	X (SLD only)
Oklahoma	X	X (VTD and SLD)
Oregon	P	X (SLD only)
Pennsylvania	P	X (VTD and SLD)
Rhode Island	Did not participate	X (VTD and SLD)
South Carolina	X	X (VTD and SLD)
South Dakota	Did not participate	X (VTD and SLD)
Tennessee	P	X (VTD and SLD)
Texas	X	X (VTD only)
Utah	X	X (VTD and SLD)
Vermont	P	X (VTD and SLD)
Virginia	P	X (VTD and SLD)
Washington	P	X (VTD and SLD)
West Virginia	P	X (VTD and SLD)
Wisconsin	P	X (SLD only)
Wyoming	X	X (VTD and SLD)
Puerto Rico	P	X (VTD only)

Phase 1, the Block Boundary Suggestion Project (BBSP)
States assist in designing census blocks to correspond closely with local voting districts.

Phase 2, the Voting District Project (VTDP)
States submit voting district and state legislative district boundaries and associated information such as codes and names in order to receive Census 2000 data tabulations for these areas.

Participation Rates
46 States in Phase 1
46 States in Phase 2
    States with VTDs 44
    States with SLDs 40
    States with VTDs only 8
    States with SLDs only 4
    States with SLDs and VTDs = 33

Bureau sent each participating state a set of maps showing all the base features—roads, streams, legal boundaries, and so forth—that would form the framework of the census blocks for 2000.

State officials drew boundaries on the base features that coincided with or approximated the boundaries of voting districts. States optionally also provided their boundaries for their legislative districts, both senate and house districts. They returned the annotated maps with the voting and legislative district codes and names to the Census Bureau. As in Phase 1, some states chose to submit this boundary information using electronic files. (See chart on page 4 for more information on participation.)

During 1998 and 1999, the Census Bureau, in cooperation with the National Conference of State Legislatures (NCSL), conducted a series of regional workshops at which Census Bureau staff and others briefed state officials on the Census 2000 Dress Rehearsal (conducted in 1998) P.L. 94-171 test data, redistricting case law, census geographic and subject matter terminology, and other reapportionment information.

Marshall Turner, shown here with Cathy McCully, assistant chief of the Census 2000 Redistricting Data Office, believes legislative staff in many states have become experts not only in applying the P.L. 94-171 data to districting but also in applying census data to the many other programs legislated by state officials.

Marshall Turner, chief of the Census 2000 Redistricting Data Office, notes, "The critical importance of the census in redistricting is clearly reflected in the fact that state legislatures have developed increasing expertise in using the new technology of CD-ROMs and the Internet to carry out the steps in the redistricting process." P.L. 94-171 data include population counts for small areas within each state. After we provide the data, further action is up to the states. States are responsible for delineating their own congressional and legislative boundaries and their legislatures, secretaries of state, governors, and redistricting commissions carry out the process.

Tools To Do the Job

When state officials begin the difficult task of redrawing their districts, they'll have in hand several important tools:

Census redistricting data consisting of –

- statistical summaries on CD-ROM
- county-based voting district/ state legislative district outline maps
- county-based block maps that also show all levels of tabulation geography for P.L. 94-171

P.L. 94-171 statistical summaries have population totals and summaries by race, Hispanic or Latino, and voting age for all appropriate geographic areas delimited on the maps: state, counties or equivalent areas, voting districts, county subdivisions, places, American Indian/Alaska Native/Native Hawaiian areas, census tracts, block groups, and blocks.

New for Census 2000, some states have delineated their existing legislative districts, and we will produce data for them as well.

Public Law 94-171 Tabulations

While P.L. 94-171 requires the Census Bureau to furnish only counts of the total population, additional data items also will be included. Since the inception of the Census Redistricting Data Program for the 1980 census, the Census Bureau has included summaries for the major race groups specified by the Statistical Policy Office of the U.S. Office of Management and Budget (OMB) in Directive 15 (as issued in 1977). Those groups included White, Black, American Indian/Alaska Native, and Asian/Pacific Islander, plus "some other race." These race data were also cross-tabulated by Hispanic/ Non-Hispanic origin.

At the request of the state legislatures and the Department of Justice, for the 1990 Census Redistricting Data Program, voting age (18 years old and over) was added to the cross-tabulation of race and Hispanic origin. It is important to take note that these three tabulation items— age, race, and Hispanic origin—are from the limited number of "short form" items that are asked of all households.

New Race Data for Census 2000 Redistricting Data Program

In the early 1990s, the OMB began a review of the 1977 Directive 15 regarding the collection of Federal data on race and ethnicity

with attention to the growing number of persons who might wish to express their identity in terms of more than one of the Federal race categories. The OMB's review included solicitation of comments through notices in the Federal Register and public hearings, congressional input, formation of a interagency committee of technical and policy specialists from the agencies that collect and use Federal data on race and ethnicity, and research on how to collect data on multiple race responses.

After several years of these efforts, in October 1997, the OMB issued a revision to Directive 15. The major revisions were:

1. The Asian/Pacific Islander category was divided into two:

   Asian

   Native Hawaiian and Other Pacific Islander

2. An instruction was added that allows respondents to "Mark one or more categories."

3. A separate question is to precede the race question to allow respondents to indicate whether or not they identify as Hispanic or Latino.

Hispanic or Latino is not considered a race category. Race data and Hispanic/Latino data are obtained from separate questions on the Census 2000 questionnaires. Since those who identify themselves as Hispanic also answer the race question, we can provide tabulations of their race characteristics.

Under this new race concept the basic response categories for Census 2000 will be:

- African American or Black
- American Indian and Alaska Native
- Asian
- Native Hawaiian and Other Pacific Islander
- White
- Some other race*

*(Note: the OMB grants the Census Bureau permission to include this category).

Census Statistics for 2000: The American FactFinder

The American FactFinder is a new data access system that gives users facts and information about communities, the economy, and society. The interactive electronic system allows data users access to

predefined data products, metadata, and online help, as well as the ability to create custom data products online. This new dissemination method allows for quicker release of the detailed data users want. Users may access data and create their own reports.

The American FactFinder currently offers data from the 1990 Decennial Census, the 1997 Economic Census, data from the 2000 Dress Rehearsal Census, and the American Community Survey. It also will provide data from Census 2000. The large volumes of data collected by the Census Bureau require a large and efficient system of dissemination. The American FactFinder gives Census Bureau customers more flexibility to request the data they need for their
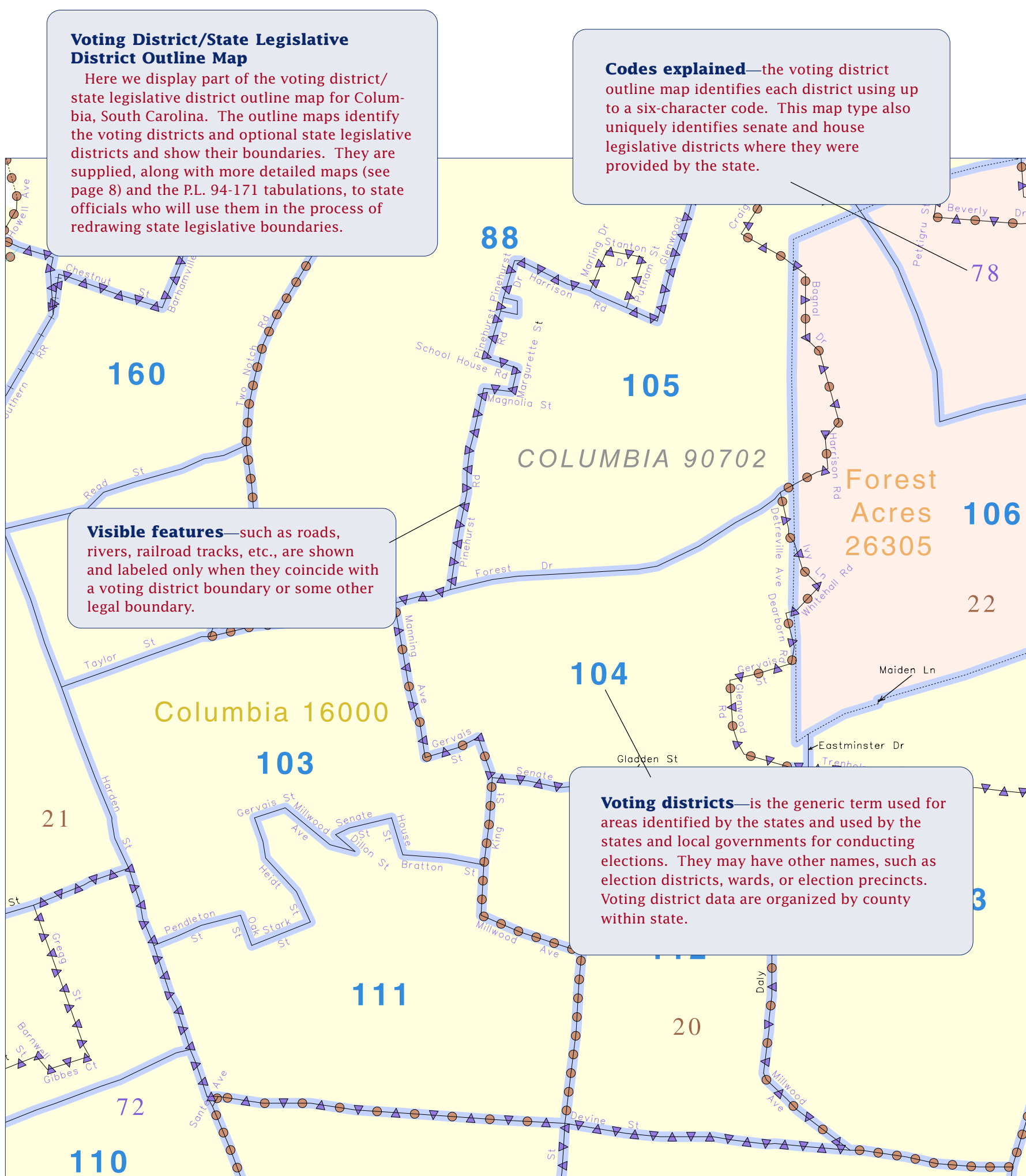
geography of interest. The American FactFinder provides quicker release of detailed data about the Nation's people and the economy to meet the increasing needs of data users. To access the American FactFinder go to the Census Bureau home page at *www.census.gov.*

You Need to Map Things Out!

The data presented in the P.L. 94-171 data set won't mean much until you look at the accompanying maps and learn a little about the geographic areas. We've made the Census 2000 maps as clear as we can to convey the greatest detail about small areas. The maps are on as few map sheets as possible. The scale varies from county to county

depending on area size and population density, and in many areas insets are used to ensure a readable map. A significant improvement is the use of color to distinguish the different types of area boundaries.

What about plotted maps? The Census Bureau will provide both the majority and minority state house and senate legislative leaders and the governor with a set of Census 2000 P.L. 94-171 maps in early 2001. The Census Bureau estimates that nationwide we will produce 75,000 unique county block maps, 15,000 unique voting district/state legislative district outline maps, and 12,000 census tract outline maps in order to support the Census 2000 Redistricting Data Program.

Voting District/State Legislative District Outline Map

Here we display part of the voting district/state legislative district outline map for Columbia, South Carolina. The outline maps identify the voting districts and optional state legislative districts and show their boundaries. They are supplied, along with more detailed maps (see page 8) and the P.L. 94-171 tabulations, to state officials who will use them in the process of redrawing state legislative boundaries.

Codes explained—the voting district outline map identifies each district using up to a six-character code. This map type also uniquely identifies senate and house legislative districts where they were provided by the state.

Visible features—such as roads, rivers, railroad tracks, etc., are shown and labeled only when they coincide with a voting district boundary or some other legal boundary.

Voting districts—is the generic term used for areas identified by the states and used by the states and local governments for conducting elections. They may have other names, such as election districts, wards, or election precincts. Voting district data are organized by county within state.

This TIGER Is Friendly!

Think of the TIGER database, as provided in our TIGER/Line products, as a huge map of the United States. That's basically what it is—a map inside your desktop computer. It includes geographic coordinates (latitude and longitude) for visible features on the earth's surface—features such as roads, railroads, and streams. For most features, the TIGER/Line files also include attributes such as the names of the feature and for streets, the potential address range and associated ZIP+4 Code for each side of the street. The TIGER/Line files also include the boundaries and codes for all geographic areas for which the Census Bureau tabulates data including American Indian/Alaska Native areas, states, counties, townships, cities, and similar functioning general purpose governments. It also has the boundaries and codes for statistical areas (such as census tracts and census blocks) for which the Census Bureau collects and tabulates data. (TIGER stands for Topologically Integrated Geographic Encoding and Referencing. It is a registered trademark of the U.S. Census Bureau.)

We developed the TIGER system jointly with the U.S. Geological Survey (USGS) in the 1980s. We combined detailed USGS digital data (based on map sheets in which 1 inch equals approximately 1.6 miles) with digital data from the geographic base files (GBF/DIME files) used in the 1980 census. We continue to update the TIGER database (streets, address ranges, and political boundaries) based on information we obtain from local and tribal governments, the U.S. Postal Service, and our own field staff.

Just before we tabulate the Census 2000 data, we will use the TIGER database to assign the block numbers for all census blocks in the entire Nation, using the updated base features and geographic area boundaries. This will best ensure that Census 2000 blocks are meaningful and represent the latest possible information.

Because the TIGER database contains legal and statistical geographic areas and codes, and the underlying street network, you now have a powerful tool to display demographic data graphically. Using the TIGER/Line files (the public version of the TIGER database) and appropriate software, you can rapidly determine the impact on the demographic makeup of a district when you move a boundary. You can quickly perform this analysis at all levels, from city blocks to congressional districts.

TIGER/Line files are county-based and will be available with all of the Census 2000 geographic codes, shortly before the Census 2000 data become available. All of the TIGER/Line files for the Nation fit on seven CD-ROMs (in compressed format). Uncompressed, the Nation is about 30 gigabytes of data. The smallest county is less than 1 megabyte in size, while the largest is over 100 megabytes. The largest state, Texas, is over 2 gigabytes in size.

We made the maps using our TIGER system, an automated geographic database the Census Bureau first developed for the 1990 census and updated and maintained to support all Census Bureau censuses and surveys, including Census 2000. Although we are supplying plotted maps to offices involved in redistricting, you also can get the maps and the geographic data to use with your geographic information system (GIS) or redistricting software, on CD-ROM. Data users easily can review maps against data without ever unfolding a map sheet!

Voting district/state legislative district outline maps—(see example, page 6) cover a county or equivalent area and show the outline of voting districts and state legislative districts (if defined). These maps provide a quick picture of areas that can be used as a reference as you construct new legislative districts. These maps also will show the boundaries of the current state legislative districts (if the state chose to provide them during Phase 2).

When greater detail is needed, **county block maps** (page 8) are the reference to consult. These maps show the smallest tabulation areas—census blocks—that can be used in the redistricting process. Map sheets are organized by county. For the block map, an index sheet shows the layout of the relationship between individual map sheets within the county.

Inset Maps Give More Detail

On the index map, you'll also notice shaded areas. They identify densely populated areas where the map detail calls for a larger scale. These shaded areas represent insets that are produced at a larger scale to show the base feature and geographic detail on separate map sheets.

Each inset shown on the index map is assigned a letter of the alphabet; if the inset map is on more than one map sheet, then each component inset map sheet additionally is assigned a number. For example, sheet A22 is sheet 22 of inset A.

Many Uses!

What else can you do with the TIGER geographic data? Much more than districting! It can serve as the geographic base in market forecasting and site selection, sales and transportation routing, emergency services planning, and school district planning. The TIGER database also contains ZCTAs—ZIP Code Tabulation Areas—new for Census 2000, to assist in relating ZIP Code based local information with Census 2000 demographic data at the census block level.

Whether you work at home or the office, on your PC or the World Wide Web, information from the TIGER database is available to you. Not only can the Census Bureau's American FactFinder display TIGER data, but most of the Internet mapping sites also started with TIGER/Line file data. The Census Bureau has a very simple mapping program available, LANDView, available from the Internet or on CD-ROM or DVD. For redistricting or more comprehensive mapping and analytical applications, the private sector has developed a wide variety of software. Look under "GIS" (Geographic Information Systems) or "Desktop Mapping" on the Internet, or visit the Census Bureau's web site for a list of vendors who support the TIGER/Line files.

The maps will show voting districts and state legislative districts. The map will use the state-assigned code of up to six-characters (without leading zeros) for each voting district within a given county. In addition, the house and senate codes of up to three characters (without leading zeros) are shown.

The legend is your guide to the symbols on the maps.
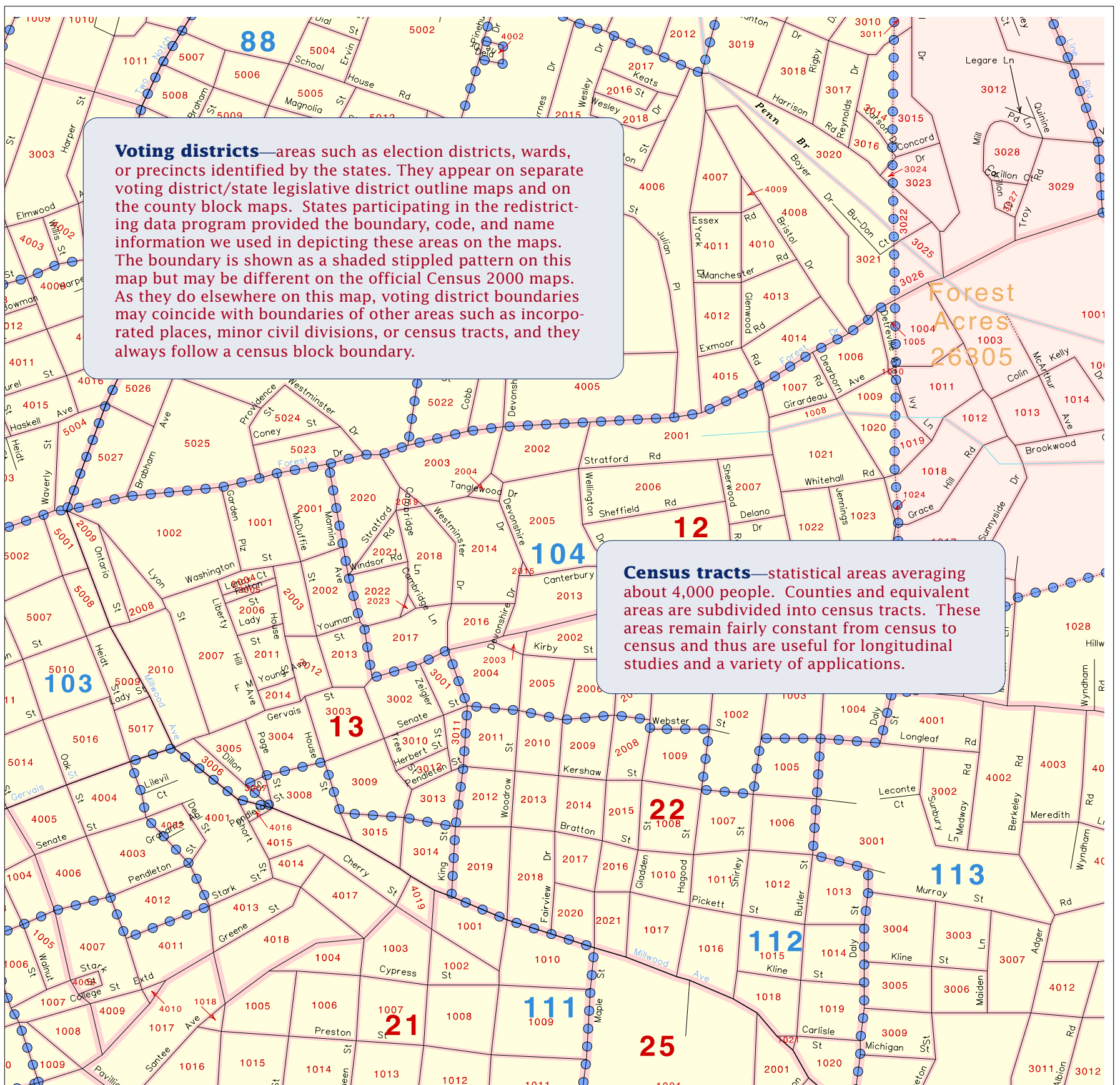
The areas you'll probably work with most are—

Voting districts—areas such as election districts, wards, or precincts identified by the states. They appear on separate voting district/state legislative district outline maps and on the county block maps. States participating in the redistricting data program provided the boundary, code, and name information we used in depicting these areas on the maps. The boundary is shown as a shaded stippled pattern on this map but may be different on the official Census 2000 maps. As they do elsewhere on this map, voting district boundaries may coincide with boundaries of other areas such a incorporated places, minor civil divisions, or census tracts, and they always follow a census block boundary.

Census tracts—statistical areas averaging about 4,000 people. Counties and equivalent areas are subdivided into census tracts. These areas remain fairly constant from census to census and thus are useful for longitudinal studies and a variety of applications.

Legislative districts—are districts used to elect a member to the upper (senate) or lower (house) chambers of state legislatures. Like voting districts, states could define these at their option. Consequently, the Census 2000 Redistricting Data will include state legislative districts for some states but not for others. Please see chart on participation (page 4) for further information on how states participated in the definition of voting districts and legislative districts. For more information, please call the Redistricting Data Office on 301-457-4039 or e-mail catherine.clark.mccully @ccmail.census.gov.

Blocks—the smallest of census geographic areas, normally bounded by streets or other prominent physical features or by the boundaries of geographic areas. They may be as small as a typical city block bounded by 4 streets or as large as over 100 square miles in some rural areas. Blocks are identified by a four-digit number, unique within Census 2000 census tracts. Nationally, blocks average about 100 persons each.

Putting the Puzzle Together

The county block map sheets that we're illustrating here are large. The standard sheet is 36" x 33." When using maps like these, it is often helpful to study the index sheet.

Voting districts—areas such as election districts, wards, or precincts identified by the states. They appear on separate voting district/state legislative district outline maps and on the county block maps. States participating in the redistricting data program provided the boundary, code, and name information we used in depicting these areas on the maps. The boundary is shown as a shaded stippled pattern on this map but may be different on the official Census 2000 maps. As they do elsewhere on this map, voting district boundaries may coincide with boundaries of other areas such as incorporated places, minor civil divisions, or census tracts, and they always follow a census block boundary.

Census tracts—statistical areas averaging about 4,000 people. Counties and equivalent areas are subdivided into census tracts. These areas remain fairly constant from census to census and thus are useful for longitudinal studies and a variety of applications.

Block groups—a set of census blocks identified by the same first digit within a census tract. For example, all blocks in a census tract in the 1000 range define block group 1. Once you study the map pieces and definitions shown here, you'll be ready to work with the statistics for these areas.

Record Layout for P.L. 94-171 Data

Earlier we mentioned that we furnished each governor and the majority and minority leaders of each state legislature with a full set of their state's Census Redistricting Data. The law requires us to do this by April 1, 2001.

While P.L. 94-171 requires the Census Bureau to furnish only counts of the total population, additional data also will be included. Cathy McCully, assistant chief of the Census 2000 Redistricting Data Office, notes, "We'll provide data on the voting-age population and cross tabulations of voting age by race characteristics, as well as by Hispanic or Latino."

For Census 2000, the Census Bureau carried out extensive consultations between 1997 and 1999, with its Racial and Ethnic Advisory Committee, the 2000 Census Advisory Committee to the Secretary of Commerce, state legislatures, officials within the Civil Rights Division of the U.S. Department of Justice, privacy advocates, and many other stakeholders in the redistricting process. These consultations focused on how to best tabulate census questionnaires on which more than one race category was marked.

During this period, the Census Bureau conducted the Census 2000 Dress Rehearsal Census in April 1998 in the city of Sacramento, CA; an 11-county area in central South Carolina, including the city of Columbia; and Menominee County, WI.

The new race item, preceded by the question on Hispanic/Latino origin, was used in this Dress Rehearsal. In April 1999, the resulting tabulations showed the percentage of respondents choosing more than one race category:

Sacramento, CA..... 5.4 percent
Columbia, SC......... 0.8 percent
Menominee, WI...... 1.2 percent

In September 1999, based on these findings and further consultations with stakeholders, the Census Bureau announced that the Census 2000 P.L. 94-171 Redistricting Data would include the full range of racial detail: Each of the "single race" categories (5 plus "some other race"), plus the 57 possible categories for those who choose more than one race. This approach will produce up to 63 racial tallies and provide users the maximum flexibility for analyzing these new data for any area. This flexible design also met the needs of the Department of Justice for enforcement of civil rights programs. The Statistical Policy Office of the U.S. Office of Management and Budget issued guidance for aggregating and allocating these data for program applications (see OMB Bulletin 00-02, March 9, 2000). These 63 racial categories will be cross-tabulated by Hispanic/Non-Hispanic origin, separately for the total population and the voting-age population.

At each step of the process for collecting and tabulating these P.L. 94-171 Redistricting Data, the Census Bureau will take any necessary steps to protect the confidentiality of individual responses.

Hispanic/Latino is not considered a race category. Race and Hispanic/Latino data are obtained from a separate question on the Census 2000 questionnaires.

You'll probably make most use of Table 2 in redefining boundaries.

Hispanic/Latino origin is not considered a race category. Race and Hispanic/Latino data are obtained from a separate question on the Census 2000 questionnaire.

The chart on pages 10-11 shows a portion of the computer record layout for how these data will be arrayed on CD-ROM, along with the geography that will link the P.L. Redistricting Data to each block, voting district, census tract, city, county, etc.
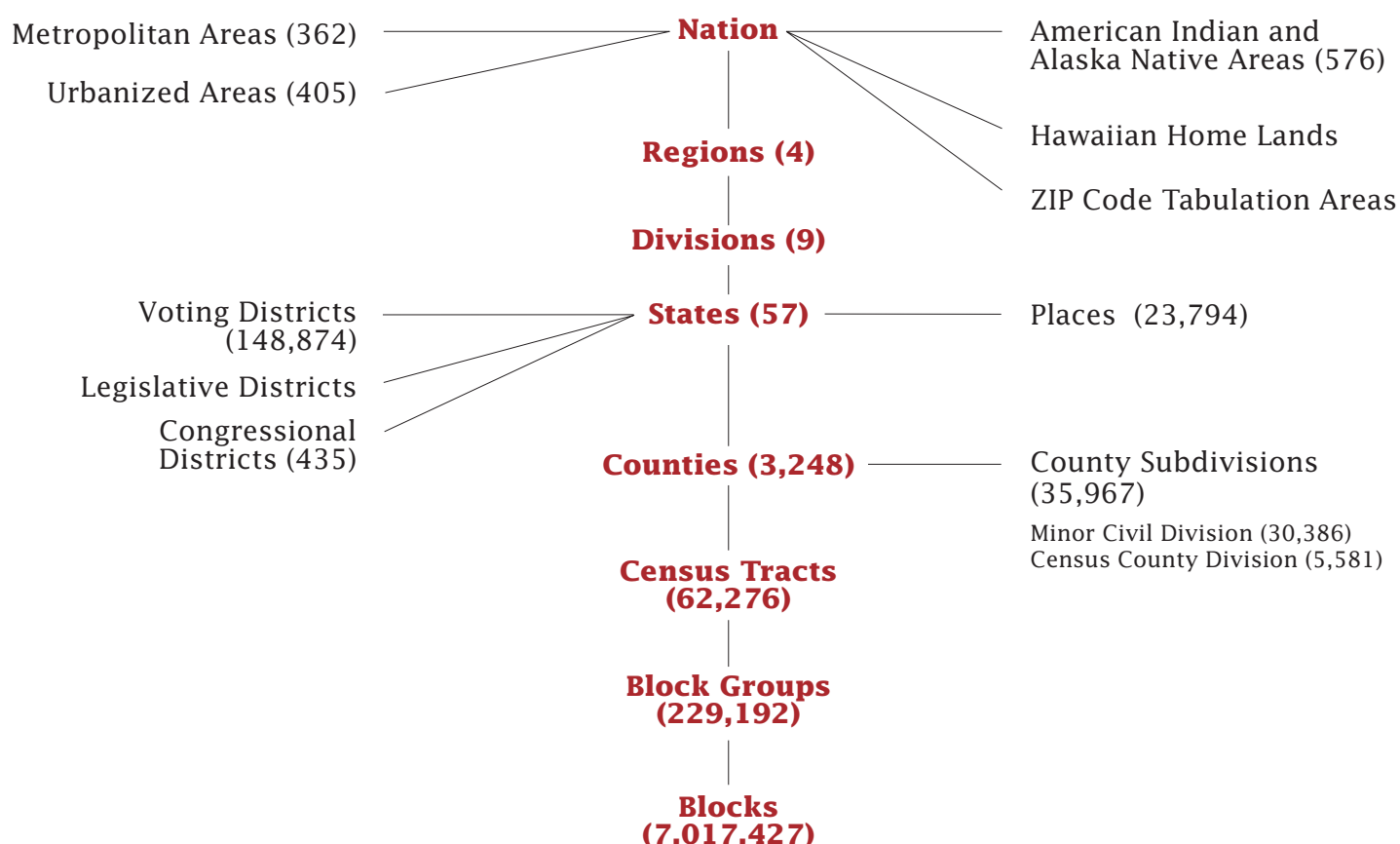
Census 2000 Public Law 94-171 Data and Correction for Accuracy and Coverage Evaluation

The Census Bureau will fulfill Public Law 94-171 and provide each state's governor and legislative leaders with the Census 2000 Redistricting Data by April 1, 2001. Baring any unanticipated major problems in conducting the census, these P.L. 94-171 numbers are expected to reflect corrections for possible overcounts and undercounts using measurements from the Accuracy and Coverage Evaluation survey.

These P.L. 94-171 data would then be designated the most accurate the Census Bureau could provide for redistricting. To fulfill the requirements of P.L. 105-119 (enacted in 1997), the Census Bureau must also make publicly available a second version of these data that does not include the corrections for undercounts and overcounts measured in the Accuracy and Coverage Evaluation.

Census Geographic Hierarchy
(Counts represent the number of 1990 entities)

Metropolitan Areas (362)

Urbanized Areas (405)

Nation

American Indian and Alaska Native Areas (576)

Hawaiian Home Lands

ZIP Code Tabulation Areas

Regions (4)

Divisions (9)

Voting Districts (148,874)

Legislative Districts

Congressional Districts (435)

States (57)

Places (23,794)

Counties (3,248)

County Subdivisions (35,967)

Minor Civil Division (30,386)
Census County Division (5,581)

Census Tracts (62,276)

Block Groups (229,192)

Blocks (7,017,427)

Excerpt from Census 2000 Record Layout
P.L. 94-171 Redistricting Data

PL3. RACE [70]	Field Name	Starting Position	Cell Size
Universe: Total population 18 years and over			
Total:		1697	9
Population of one race:		1706	9
White alone		1715	9
Black or African American alone		1724	9
American Indian and Alaska Native alone		1733	9
Asian alone		1742	9
Native Hawaiian and Other Pacific Islander alone		1751	9
Some other race alone		1760	9
Population of two or more races:		1769	9
Population of two races:		1778	9
White; Black or African American		1787	9
White; American Indian and Alaska Native		1796	9
White; Asian		1805	9
White; Native Hawaiian and Other Pacific Islander		1814	9
White; Some other race		1823	9
Black or African American; American Indian and Alaska Native		1832	9
Black or African American; Asian		1841	9
Black or African American; Native Hawaiian and Other Pacific Islander		1850	9
Black or African American; Some other race		1859	9
American Indian and Alaska Native; Asian		1868	9
American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander		1877	9
American Indian and Alaska Native; Some other race		1886	9
Asian; Native Hawaiian and Other Pacific Islander		1895	9
Asian; Some other race		1904	9
Native Hawaiian and Other Pacific Islander; Some other race		1913	9
Population of three races:		1922	9
White; Black or African American; American Indian and Alaska Native		1931	9
White; Black or African American; Asian		1940	9
White; Black or African American; Native Hawaiian and Other Pacific Islander		1949	9
White; Black or African American; Some other race		1958	9
White; American Indian and Alaska Native; Asian		1967	9
White; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander		1976	9
White; American Indian and Alaska Native; Some other race		1985	9
White; Asian; Native Hawaiian and Other Pacific Islander		1994	9
White; Asian; Some other race		2003	9
White; Native Hawaiian and Other Pacific Islander; Some other race		2012	9
Black or African American; American Indian and Alaska Native; Asian		2021	9
Black or African American; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander		2030	9
Black or African American; American Indian and Alaska Native; Some other race		2039	9
Black or African American; Asian; Native Hawaiian and Other Pacific Islander		2048	9
Black or African American; Asian; Some other race		2057	9
Black or African American; Native Hawaiian and Other Pacific Islander; Some other race		2066	9
American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander		2075	9
American Indian and Alaska Native; Asian; Some other race		2084	9
American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander; Some other race		2093	9
Asian; Native Hawaiian and Other Pacific Islander; Some other race		2102	9
Population of four races:		2111	9
White; Black or African American; American Indian and Alaska Native; Asian		2120	9
White; Black or African American; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander		2129	9
White; Black or African American; American Indian and Alaska Native; Some other race		2138	9
White; Black or African American; Asian; Native Hawaiian and Other Pacific Islander		2147	9
White; Black or African American; Asian; Some other race		2156	9
White; Black or African American; Native Hawaiian and Other Pacific Islander; Some other race		2165	9
White; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander		2174	9
White; American Indian and Alaska Native; Asian; Some other race		2183	9
White; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander; Some other race		2192	9
White; Asian; Native Hawaiian and Other Pacific Islander; Some other race		2201	9
Black or African American; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander		2210	9
Black or African American; American Indian and Alaska Native; Asian; Some other race		2219	9

Excerpt from Census 2000 Record Layout
P.L. 94-171 Redistricting Data

Census 2000 Record Layout
P.L. 94-171 Redistricting Data
63 Race Categories

Description	Field Name	Starting Position	Cell Size
Black or African American; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander; Some other race		2228	9
Black or African American; Asian; Native Hawaiian and Other Pacific Islander; Some other race		2237	9
American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander; Some other race		2246	9
Population of five races:		2255	9
White; Black or African American; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander		2264	9
White; Black or African American; American Indian and Alaska Native; Asian; Some other race		2273	9
White; Black or African American; American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander; Some other race		2282	9
White; Black or African American; Asian; Native Hawaiian and Other Pacific Islander; Some other race		2291	9
White; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander; Some other race		2300	9
Black or African American; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander; Some other race		2309	9
Population of six races:		2318	9
White; Black or African American; American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander; Some other race		2327	9
PL4. NOT HISPANIC OR LATINO BY RACE [72]			
Universe: Total population 18 years and over			
Total:		2336	9
Hispanic or Latino		2345	9
Not Hispanic or Latino:		2354	9
Population of one race:		2363	9
White alone		2372	9
Black or African American alone		2381	9
American Indian and Alaska Native alone		2390	9
Asian alone		2399	9
Native Hawaiian and Other Pacific Islander alone		2408	9
Some other race alone		2417	9
Population of two or more races:		2426	9
Population of two races:		2435	9
White; Black or African American		2444	9
White; American Indian and Alaska Native		2453	9
White; Asian		2462	9
White; Native Hawaiian and Other Pacific Islander		2471	9
White; Some other race		2480	9
Black or African American; American Indian and Alaska Native		2489	9
Black or African American; Asian		2498	9
Black or African American; Native Hawaiian and Other Pacific Islander		2507	9
Black or African American; Some other race		2516	9
American Indian and Alaska Native; Asian		2525	9
American Indian and Alaska Native; Native Hawaiian and Other Pacific Islander		2534	9
American Indian and Alaska Native; Some other race		2543	9
Asian; Native Hawaiian and Other Pacific Islander		2552	9
Asian; Some other race		2561	9

Where to Go to Learn More!

Responsive government at all levels begins with legislative boundaries that reflect an accurate count of the population. We hope this brochure will help you better understand the maps and data which the Census Bureau provides and how you can use them in redistricting.

You can learn more about the design and content of other Census Bureau data products from the Census Bureau's web site, the American FactFinder. Just point your browser to *www.census.gov.*

More information about the Census 2000 Redistricting Data Program, can be obtained by calling 301-457-4039 or sending e-mail to catherine.clark.mccully@ccmail.census.gov. You also may write to: Census 2000 Redistricting Data Office, U.S. Census Bureau, Washington, DC 20233.

For more information on redistricting data, you may wish to access P.L. web page at *www.census.gov/clo/www/redistricting.html* or the NCSL web site *http://www.ncsl.org.*

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