2020 Census Redistricting Data Program: Looking ahead to the 2030 Census

A Redistricting and Data Discussion
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Redistricting Data Program

**Agenda**

- Background: What is the Redistricting Data Program (RDP) and why are we here today
- What have we heard in evaluations of past decennial cycles?
- What have we learned so far in our evaluation of the 2020 RDP that might inform the 2030 Program?
  - Communication and Geography
  - Redistricting Data
- Issues to discuss for 2030?
- Other issues?
Redistricting Data Program
What is the Redistricting Data Program (RDP)?

The Census Redistricting Data Program (RDP) provides states the opportunity to delineate voting districts and suggest census block boundaries for use in the redistricting data tabulations.

The RDP is responsible for the design and delivery of those tabulations to the states, statutorily required by one year from Census Day.

The RDP is responsible for collecting and maintaining legislative districts from official sources in each state, DC, and PR.

The RDP engages in a dialogue with the states for planning future Redistricting Data Program activities and actions.

- Phase 1: Block Boundary Suggestion Project (BBSP)
- Phase 2: Voting District Project (VTD)
- Phase 3: Data Delivery
- Phase 4: Collection of congressional and state legislative district plans and creation of data tabulations in the new boundaries
- Phase 5: Evaluation of the previous RDP and identification of recommendations for the next RDP
Redistricting Data Program
Phase 5 of the 2020 Redistricting Data Program

• Initially conducted by NCSL after the very first Redistricting Data Program which was for the 1980 Census.

• Conducted by the Census Bureau as part of the Redistricting Data Program each decade since: post 1990, 2000, and 2010.

• Results in an official report/publication called, Designing P.L. 94-171 Redistricting Data for the Year XXX Census - The View From the States or by its shorthand, The View from the States.

• The report captures a look back at the previous redistricting data program.

• The report records the needs and recommendations from the states for the next decennial’s Redistricting Data Program.

• The View from the States for the 2030 Census is expected to be published by the end of 2024.
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What have we heard in the past?

A selection of recommendations from previous “The View From the States” (paraphrased)

- Continue to provide 100% counts for blocks and voting districts (2000, 2010)
- Ensure that there are one set of numbers for the states. (2000, 2010)
- Leverage NSCL to maintain close working relationship between Census and data users (2000)
- Retain the Block Boundary Suggestion Project and the Voting District Project (2000, 2010, 2020)
- Retain geographic products and include state legislative and school district level data (2010)
- Geographic products should include shapefiles, formatted maps, and block equivalency and block relationship files (2020)
- Coordinate Boundary and Annexation Survey timing with redistricting updates (2020)
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What have we heard in the past?

A selection of recommendations from previous “The View From the States” (paraphrased) continued

- Supply a prototype summary file to the states that demonstrates the expected final product (2020)
- Inform states on any changes to the race and ethnicity tabulation categories and their impact on the prototype and final redistricting products (2020)
- Inform states on any changes to the residency situations and criteria (2020)
- Engage in discussion of enumeration of Americans’ residing overseas (2010)
- Research the feasibility of reallocating prison populations (2020)
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Phase 5 of the 2020 Redistricting Data Program

Previous Discussions

- July 14, 2021, Salt Lake City, UT – NCSL Redistricting Seminar – **Census Redistricting Data Program Evaluation** | **Primary Topic: “Geography”**
- November 5, 2021, Tampa, FL – NCSL Legislative Summit – **Census Listening Session**
- March 15 & 31, 2022, Virtual – **Geography Virtual Listening Session** (Official & Technical Liaisons only)
- April 6 & May 10, 2022, Virtual – **Data Products and Dissemination Virtual Listening Session** (Official & Technical Liaisons only)
- June 9 & June 14, 2022, Virtual – **Looking Ahead to 2030 RDP - Listening Session** (Official & Technical Liaisons only)

Current Discussion

- August 4, 2022, Denver, CO – NCSL Legislative Summit - **Talk to the Census Bureau: A Redistricting and Data Discussion**
What we have learned so far....
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What have we learned so far: Communication & Geography

Clear recommendations we have received for the 2030 Redistricting Data Program

- Continue the “state capitol visits” as a kick-off event for the redistricting data program
- Establish a forum for state assigned official liaisons to the RDP to interact with and to assist each other
- Continue to provide block level data for redistricting
- Continue to provide voting districts, school districts, urban growth areas, townships (MCDs), counties, tracts, American Indian Areas, and other geographies as part of the redistricting data
- Continue to allow the suggestion of incorporated place boundary updates in the BBSP and VTD projects
- Continue to provide prototype blocks during the BBSP and VTD projects
- Maintain the same schedule and pacing used for 2020 for the 2030 BBSP and VTD projects
- Continue to provide various training options (virtual, in-person, etc.) for the states before and during BBSP and VTD
Clear recommendations we have received for the 2030 Redistricting Data Program

- Continue to provide a prototype dataset about two years before the official data delivery so states and their vendors can develop their systems and processes for the upcoming redistricting cycle

- Continue to provide geographic support products (crosswalks, block assignment files, PDF maps) and explore more dynamic online maps

- Continue to include the Group Quarters table in the 2030 redistricting data

- Continue to provide the redistricting data in the legacy format
  - Research improvements to the format to make it easier to use, such as pre-joining of the geoheader to the data segments

- Provide an embargo period for official recipients to process the 2030 redistricting data before making the data public
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Looking ahead to the 2030 Census

Where we are still gathering feedback....
The 2020 Census Residence Criteria and Residence Situations provide guidelines for counting people in various residence situations including military, college students, and people living in various types of group quarters.

The Residence Criteria are based on the concept of “usual residence,” the place where a person lives and sleeps most of the time. This place is not necessarily the same as the person’s voting residence or legal residence.

The Residence Criteria were used to determine where people were counted during the 2020 Census. The Criteria say:

• Count people at their usual residence, which is the place where they live and sleep most of the time.
• People in certain types of group facilities on Census Day are counted at the group facility.
• People who do not have a usual residence, or who cannot determine a usual residence, are counted where they are on Census Day.
Looking ahead to the 2030 Census - Residence Criteria and Residence Situations

2020 Census Residence Criteria and Residence Situations

- People away from their usual residence on Census Day
- Visitors on Census Day
- Foreign citizens in the United States
- People living outside the United States
- People who live or stay in more than one place
- People moving into or out of a residence around Census Day
- People who are born or die around Census Day
- Relatives and Non-relatives
- People in residential school-related facilities
- **College students**
- People in health care facilities
- People in housing for older adults

- **U.S. military personnel**
- Merchant marine personnel on U.S. flag maritime/merchant vessels
- **People in correctional facilities for adults**
- People in group homes and residential treatment centers for adults
- People in transitory locations
- People in worker’s residential facilities
- People in religious-related residential facilities
- People in shelters and people experiencing homelessness
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What we have learned so far: Residence Criteria and Situations

- The change to the residence criteria and situations to differentiate between deployed and stationed overseas military was well received and should be continued.

- If the definition of usual residence for prison populations remains unchanged:
  - Keep the Group Quarters table as part of the official redistricting data tables.
  - Accuracy of Group Quarters locations, particularly prisons, should be prioritized for the 2030 Census.
  - Ensure that the Census Geocoder is available and loaded with the 2030 address ranges prior to the publication of the redistricting data tables. Include an avenue for larger sized address lists, than the current 10,000 address limit, for states in their official redistricting work.
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Looking ahead to the 2030 Census - Residence Criteria and Residence Situations

Questions to Consider

For the 2020 Census, the two main criteria of concern for redistricting were where prisoners and the military deployed overseas were counted and reported.

1. Do you have any feedback (positive or negative) regarding the change to the overseas military criteria to differentiate between deployed and stationed personnel?

2. Do you have any feedback (positive or negative) regarding the determination that the “usual residence” of prisoners is at the prison and therefore is where they should be counted and reported?

3. Do you have other suggestions or comments regarding the Residence Criteria and Residence Situations for the 2030 Census?
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Looking ahead to the 2030 Census

Data Privacy and Respondent Protection
Title 13 of the U.S. Code prohibits the Census Bureau from disclosing any “information reported by, or on behalf of, any particular respondent” and from “[making] any publication whereby the data furnished by any particular establishment or individual under this title can be identified.”

Disclosure Avoidance is defined as a process used to protect the confidentiality of respondents’ personal information. The 2020 Disclosure Avoidance System is based on a framework for assessing privacy risk known as differential privacy. It is the only solution that can respond to this threat while maximizing the availability and utility of published census data.
The 2020 Census used an accuracy target to ensure that the largest racial or ethnic group in any geographic entity with a total population of at least 500 people is accurate to within 5 percentage points of their enumerated value at least 95% of the time. As census blocks are aggregated, the accuracy of the data increases. The accuracy threshold is met once block groups reach the total population size of 450 to 499 and when places (cities and townships) reach a total population size of 200 to 249.

The Census Bureau provided an analysis of the expected data variation of the census redistricting data after it was released for different geographies (including blocks) and populations at different sizes.
• Accuracy of the counts for Group Quarters populations, particularly prison populations, should be prioritized for the 2030 Census

• Accuracy of the redistricting data for small geographic areas is necessary to support small (by population size) county and small (by population size) incorporated place redistricting
  – Many states have laws that require a maximum 5% variance between a jurisdiction’s districts. For smaller jurisdictions, those whose districts are made up of 500 people or less, the Census Bureau’s accuracy standard has already introduced a variance of 5%, equal to what is allowed by law
Questions to Consider

1. Were you (or your state and localities) able to successfully work with the differentially private 2020 Census P.L. 94-171 redistricting data?
   • Were there previous uses of the data that you could not perform this time?
   • Did the change to this protection technique (differential privacy) require any changes to how you used the data?

2. Is a different accuracy target threshold needed?
   • If so, what accuracy target do you suggest?
   • What are the use cases that support the accuracy target you are saying you need?

3. What else do we need to know or consider about your uses of Census data for redistricting?
Race and Ethnicity in the Decennial Census
Standards for the Classification of Federal Data on Race and Ethnicity

• Revised in 1997
• Defines preferred self-reporting of race and ethnicity through separate questions with ethnicity asked first
• Defines minimum reporting categories as:
  – Race
    • American Indian or Alaska Native
    • Asian
    • Black or African American
    • Native Hawaiian or Other Pacific Islander
    • White
  – Ethnicity
    • Hispanic or Latino
    • Not Hispanic or Latino
2014 OMB Interagency Working Group for Research on Race and Ethnicity

The working group identified four areas where revisions to the 1997 standards might improve race and ethnicity information collected and presented by Federal agencies.

1. Use of separate questions versus a combined question to measure race and ethnicity and question phrasing
2. Classification of a Middle Eastern and North African (MENA) group and distinct reporting category
3. Description of the intended use of minimum reporting categories
4. Salience of terminology used for race and ethnicity classifications and other language in the standard.
In September of 2016, OMB issued a Federal Register Notice for comments on the findings of the working group established in 2014. These findings (which correspond to the four areas for potential revision on the previous slide) can be summarized as:

1. A combined question design (rather than the current standard of separate questions) yielded a substantially increased use of OMB standard categories among Hispanic or Latino respondents, signaling that a combined question approach may better reflect how Hispanic or Latino respondents view themselves. Qualitative aspects of this research further supported this interpretation.

2. Did not issue a definition nor an additional, minimum reporting category for the MENA group. Instead, OMB encouraged further research be done to determine the best way to improve data for “Arabs/Middle Easterners.”

3. The standard does not preclude the collection and presentation of additional detailed categories for statistical, administrative, or compliance purposes, provided that the additional detailed categories can be aggregated into the minimum set to permit comparisons.

4. The Federal Interagency Working Group for Research on Race and Ethnicity is examining such terminology for possible revision to the standard.
On June 15, 2022, OMB announced “a formal review to revise OMB’s Statistical Policy Directive No. 15”

1. OMB will convene an Interagency Technical Working Group of Federal Government career staff who represent programs that collect or use race and ethnicity data

2. The review will make use of knowledge gained over the last 25 years since Directive 15 was implemented, including the work of the previous OMB-chartered Interagency Working Group for Research on Race and Ethnicity and the work of the Equitable Data Working Group

3. This technical working group, through OMB, will solicit public stakeholder input on its recommended proposal through a Federal Register Notice

4. OMB will consider the recommendations of the technical working group, as well as the public comments, to develop a recommendation to OMB leadership

5. The goal is to complete the revisions no later than the Summer of 2024
As noted in Census Bureau’s presentation 5/6/2022 to National Advisory Committee meeting:

- Extensive research and outreach over past decade, with two groundbreaking national studies, on how to improve the decennial census collection of race and ethnicity information shows that using a single combined question for race and ethnicity in the decennial census would ultimately yield an even more accurate portrait of how the U.S. population self-identifies, especially for people who self-identify as multiracial or multiethnic.

- Findings showed a combined race and ethnicity question with multiple detailed checkboxes and a dedicated Middle Eastern and North African (MENA) category is optimal design for improving race and ethnicity data.

- Determining decennial census content is an extensive undertaking, involving research and external partner engagement, and approval from OMB and U.S. Congress.
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Looking ahead to the 2030 Census - Race and Ethnicity in the Decennial Census

What/If Consideration

Separate questions on Race and Ethnicity
• Table P1 – Race
• Table P2 – Hispanic or Latino, and Not Hispanic or Latino by Race
• Table P3 – Race for the Population 18 Years and Over
• Table P4 – Hispanic or Latino, and Not Hispanic or Latino by Race for the Population 18 Years and Over
• Table P5 – Group Quarters Population by Major Group Quarters Type
• Table H1 – Occupancy Status

Combined question on Race and Ethnicity
Table P1 – Race and Ethnicity (Combines 2020 Census Tables P1 & P2)
Table P2 – Race and Ethnicity for the Population 18 Years and Over (Combines 2020 Census Tables P3 & P4)
Table H1 – Occupancy Status
Table P5 – Group Quarters Population by Major Group Quarters Type
Questions to Consider

1. If MENA is defined as an ethnicity and separate questions are maintained, do we:
   - Add new MENA tables?
   - Combine MENA into the Hispanic or Latino and Not Hispanic or Latino tables?

2. Do you need to be able to calculate the “Alone or in combination” categories from the resulting tables?
   - Would reporting the sparse categories (3 or more, 4 or more, 5 or more, etc.) as a single aggregated category without the race/ethnicity information be sufficient for redistricting?
   - Would reporting only the “race alone” and the “race alone or in combination” for each race/ethnicity category (without the individual iterations of possible combinations) be sufficient for redistricting?

3. Do you have any comments on the possibility of a single race & ethnicity question or on the addition of new categories?

4. If the Supreme Court invalidates Section 2, is race/ethnicity data still needed in the redistricting data or will total counts be sufficient? What other redistricting use case drives the need for the race/ethnicity data (e.g., individual state’s voting rights act)?
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What we have learned so far: Race and Ethnicity in the Decennial Census

- The ability to calculate both the “Alone” and the “Alone or in Combination” is important for redistricting practitioners as the courts often ask for both when analyzing redistricting plans.

- If the revised OMB standards maintain separate questions for Race and Ethnicity AND the MENA classification is added as an ethnicity, it is preferred to create a separate MENA ethnicity table fashioned after the Hispanic or Latino/Not Hispanic or Latino table.

- It is possible that including every race permutation, as was done in the redistricting data for the 2000, 2010, 2020 Census, is not necessary as long as the “Alone” and “Alone or in Combination” counts are available.
Other Anticipated 2030 Census Issues Impacting Redistricting
Questions to Consider

1. Has anything changed in the legal landscape that affects state’s needs from the Census Bureau regarding redistricting?
2. About what and when do states need to hear from the Redistricting Data Program as the decade and program progresses?
3. Is there anything else you want us to know as we develop the 2030 Redistricting Data Program?
Thank You… and how to continue the conversation

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