

2000 Census Population Report and Analysis

Prepared for the Montana Districting and Apportionment Commission
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Introduction

The 2000 Decennial Census by the U.S. Census Bureau determined that there were 902,195 persons in the state of Montana. This is an increase from the 1990 Census of 103,310 or 12.91% increase over the ten years¹. This compares to a mere 1.6% increase of 12, 275 persons between 1980 and 1990².

The most immediate impact of this information was the continuation of Montana being the largest of the seven states that have a single congressional representative. As the population of the United States was apportioned among the 50 states, Montana was 8,168 persons shy of receiving back the second district that was lost following the 1990 Census³.

The redistricting data that the U.S. Census Bureau is required to provide to states for legislative redistricting contains population data by race and by voting age at various census levels, the county level, and statewide. The predominant racial minority in Montana falls under the race category "American Indian and Alaska Native". In the 1990 Census, 47,679 persons were listed under this category, about 6% of the total population. Because of the ability to report race in more than one category in the 2000 Census, direct comparisons are difficult; however, a minimum-maximum range is reported.

In the single race "American Indian and Alaska Native alone" category, 56,068 persons were reported, a 17.6% increase. If all of the categories that contain "American Indian and Alaska Native" in combination with one or more of the other five race categories listed is reported, 66,320 persons were reported, a 39.1% increase over 1990. Under either method, the American Indian and Alaska Native population gained significant population, higher than the statewide average. In keeping with national gains, the Hispanic or Latino population increased 48.5% from 12,174 in 1990 to 18,081 in 2000. It will be the distribution of racial and ethnic minorities that will be an important variable to consider because of the necessity of protecting minority voting rights when the minority population is geographically compact enough to draw districts.

¹ CEIC website, U.S. Census Bureau, 3/21/01.

² Gomez, T. "Changes in Montana Population: Summary and Analysis", Montana Legislative Council, October 1991.

³ EDS, Inc. Final Apportionment Study, 12/28/00.

Some of the increase can be attributed to natural population growth, but a portion must be attributed to a better count. In the 1990 Census, the undercount for the nation was estimated at 1.6%, although not evenly distributed⁴. For example, the state of Montana 1990 undercount was estimated at 2.41%⁵, and the undercount for American Indians in Montana was even more detrimental, estimated at approximately 9.2% by the Census Bureau and even higher by some tribes. Half of the undercounted were children⁶. For the 2000 Census, the undercount is estimated to be 1.18% nationally. The Accuracy and Coverage Evaluation report, which reported the analysis of the accuracy of the 2000 Census and the release of unadjusted data as the official redistricting data, stated that the reduction in undercount was substantial and that there was also a reduction in the differential undercount of minorities and children, although undercount rates are still higher than the population as a whole.⁷

Census data counts all persons, regardless of age, and legislative redistricting is also accomplished using number of all persons regardless of age. However, for purposes of ensuring that minority voters have the same opportunity to elect persons of their choice, it is important to acknowledge that minority population is on the average younger, and redistricting may require a greater percentage of minorities to achieve a majority of minority voters in a district. Montana's total percentage of the population 18 years of age and older is 75.9%, and the American Indian and Alaska Native population's percentage of population over 18 years of age is 60.6%.

Population Analysis by County

Population growth and loss varies widely by county. See Map 1. With such significant growth, it is hard to believe that 23 of the 56 counties actually experienced population loss. (See also Appendix for county population totals.)

- ? Greatest numeric gain: Gallatin County with 17,368 persons (34.42%)
- ? Greatest percentage gain: Ravalli County with 44.22% (11,060 persons)
- ? Greatest numeric loss: Rosebud County with -1,122 persons (-10.68%)

⁴Electronic document distributed through the State Data Center Program (11/9/98). From Rainey, Joan. "Apportionment of the U.S. House of Representatives: Will Indiana lose a seat after the 2000 census?", Indiana Business Review.

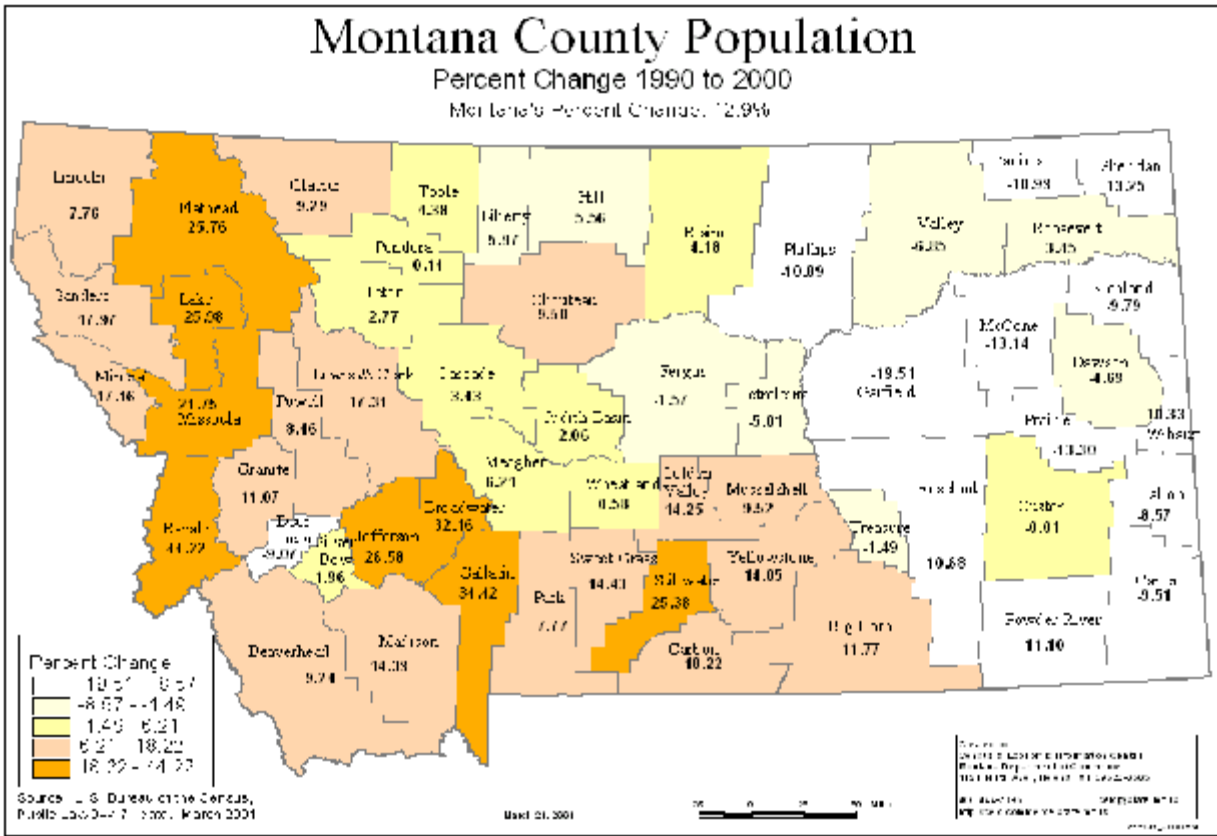
⁵Formula Grants: Effects of Adjusted Population Counts on Federal Funding to States, Washington, D.C.: U.S. General Accounting Office, Feb. 1999.

⁶CEIC document on the "Montana Statewide Complete Count Committee for Census 2000", Montana Department of Commerce.

⁷Report of the Executive Steering Committee for Accuracy and Coverage Evaluation Policy, March 1, 2001, U.S. Census Bureau.

? Greatest percentage loss: Garfield County with -19.51% (-310 persons)

Although 18 of the 23 counties experiencing loss were in Eastern Montana, there was population loss



across the Hi-Line and in Southwestern Montana. The general trend of population was loss in the east and gain in the west, shown on Map 1 from the white counties to the brown counties.

MAP 1

As startling as the number of counties that experienced population loss is the number that experienced a relative loss in population, or growth that was less than the average growth of 12.91%. Seventeen counties had less than 12.9% growth, with the remaining 16 counties responsible for 97% of the state's growth. And only 5 of those 16 counties were responsible for 74% of the total growth: Flathead, Gallatin, Missoula, Ravalli, and Yellowstone Counties.

The following are some regional comparisons of population growth and loss:

Southwest region

? Deer Lodge County lost -9.07% or 939 persons.

? Silver Bow County - relative loss at only 1.96% growth.

Eastern Front region

? Toole, Teton, Cascade, Meagher, Judith Basin, Wheatland Counties - all relative loss at less than average growth. Pondera County experienced actual loss.

Eastern region

? Custer County - almost even with 1990 population, but still relative loss compared to the state average.

? Dawson and Roosevelt Counties have less than 5% loss.

? Blaine County - over 4% growth.

Relative Population Loss in Western Montana

? Counties with growth below average: Lincoln, Powell, Granite, Beaverhead, Glacier, and Park Counties.

1990 House Districts⁸ With 2000 Population

For redistricting purposes, the Commission will be interested in the malapportionment of the current legislative districts that were formed with 1990 population, or the extent to which districts are outside of the plus or minus 5% that is allowable in population deviation from the ideal. Although the Commission did not adopt the preservation of existing district lines as a criterion, the development of this map is instructive. Since the Commission develops House districts first and later pairs the new districts to form Senate districts, all discussion is in regard to House districts. See Map 2.

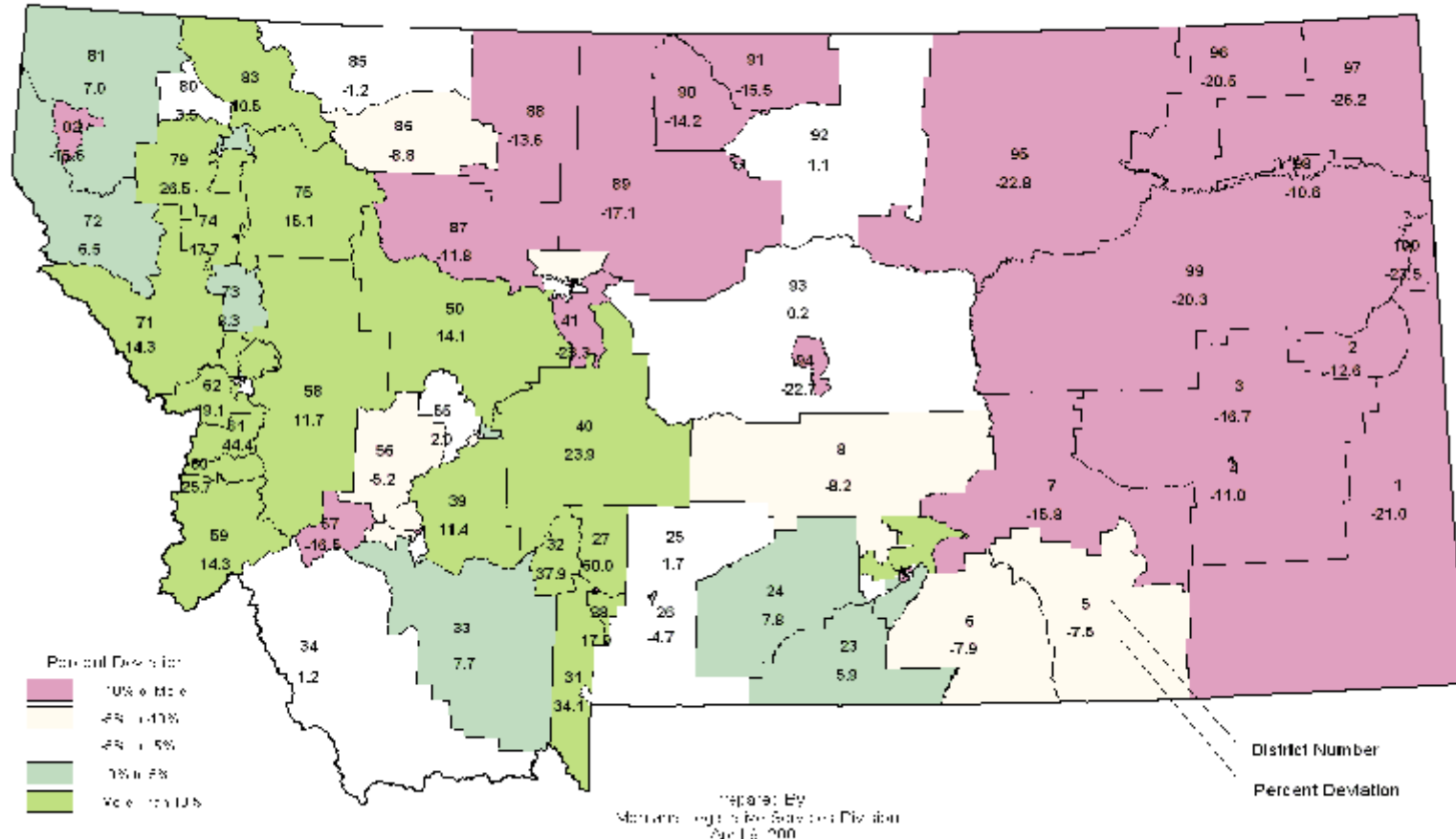
The districts that are illustrated in white have population deviations in increments that are between the allowed deviation of plus or minus 5% (452 persons) of ideal population adopted as a criterion. Theoretically, that would mean that these districts would experience no change, but most district boundaries will change due to ripple effects because of the shift in population. The population movement illustrated on Map 2 is from the red districts to the green districts, from Eastern to Western Montana.

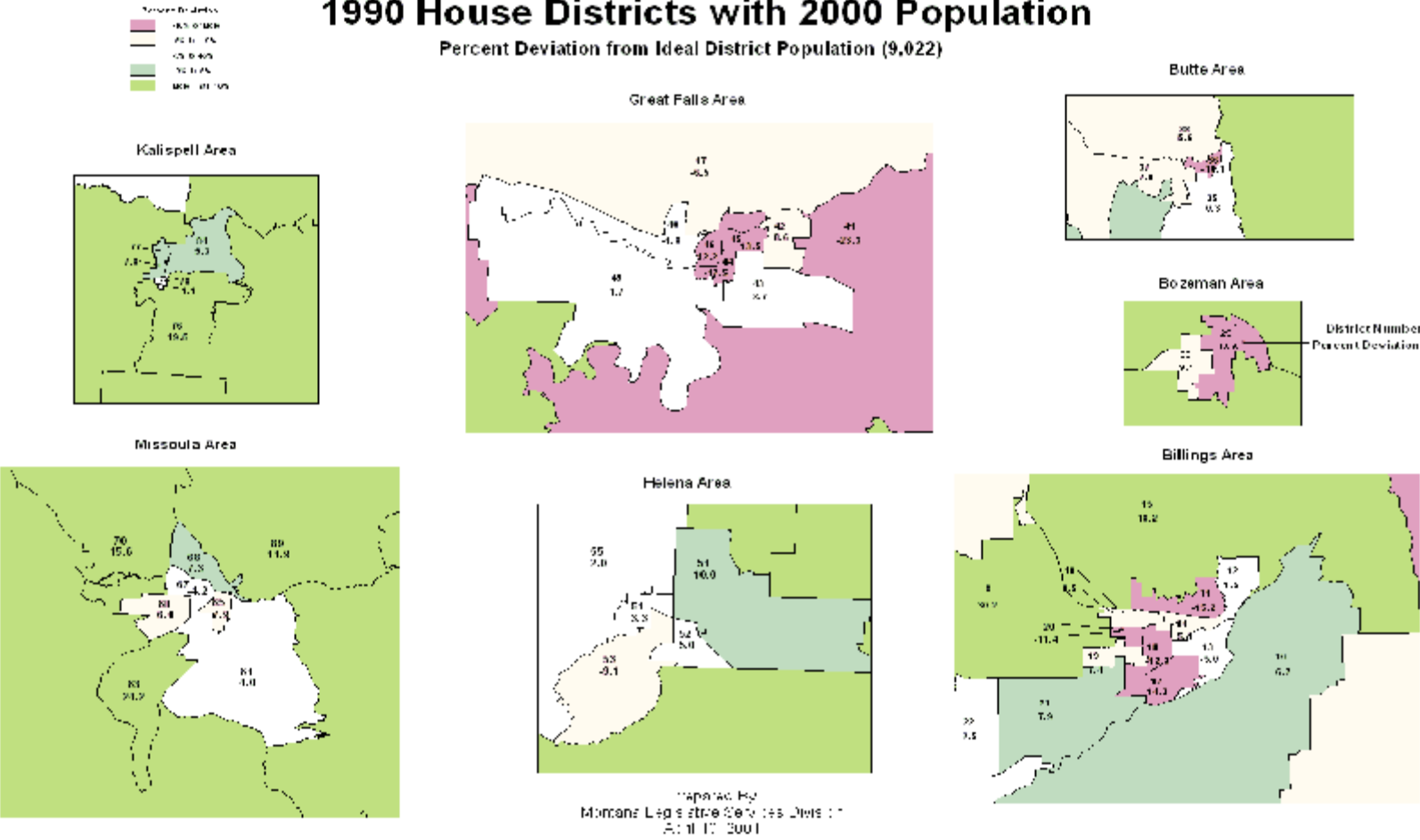
"Donut districts", or House districts that are wholly surrounded by another House district, are problematic: see Lewistown (HD 94), Miles City (HD 4), and Livingston (HD 26). Each may need population from the outer district, which may result in the outer district needing population from neighboring districts. A similar phenomenon will occur in "urban" areas, as illustrated by Map 3.

⁸Some 1990 boundary lines do not match 2000 census geography lines and so these are approximations.

1990 House Districts with 2000 Population

Percent Deviation from Ideal District Population (9,022)





The House districts illustrated in white are within the adopted population deviation, those in red are under the allowable -5% deviation, those in green are over the allowable +5% deviation. The white House districts tend to be the older, more established downtown House districts that illustrate little ingrowth within Montana's cities. The green districts illustrate movement to suburbs, and sprawl is evident in most communities.

- Butte's four House districts will need all of the county's population, and the fifth district will recede from Silver Bow County.
- Both of Bozeman's city House districts will need additional population.
- Missoula's four House districts need more population, and the districts to the west have more than ample population to balance the district's populations.
- Kalispell's city House district's population deviation is 1.1% population, so it is stable.
- Six of Cascade County's House districts in Great Falls lost population relative to the ideal size and will need to expand to have sufficient population.
- Helena has one House district that needs population, two House districts that could be closer to ideal, and one House district that is significantly over ideal population.
- Billings has seven House districts that are under their ideal population and will need to expand, but the surrounding House districts had significant growth, which will absorb the necessary changes.

Race Data Analysis

During redistricting, it is important to analyze race data, as the Commission adopted two mandatory legislative redistricting criteria related to race.

- Protection of minority voting rights and compliance with the Voting Rights Act.
- Race cannot be the predominant factor to which the traditional discretionary criteria are subordinated.

These criteria are derived from the U.S. and Montana Constitutions and recent U.S. Supreme Court decisions. The Commission must find a balance between all redistricting criteria, and race data will be one of the many variables that need to be considered.

The form in which race data is reported is different from the 1990 Census. Everyone who filled out a census form was given the opportunity to check as many race categories as needed to reflect one's racial makeup, as well as whether a person's ethnicity is Hispanic or Latino. This resulted in 64 potential racial categories and a Hispanic ethnicity category, for a total of 127 possible categories.

The Commission adopted the Office of Management and Budget (OMB) Bulletin No. 00-02: Guidance on Aggregation and Allocation of Data on Race for Use in Civil Rights Monitoring and Enforcement as an operational guideline for determining how best to allocate racial data. This document provides a

viable method to aggregate the race information and to allocate the many categories to fewer categories. Table 1 illustrates the census data aggregated according to the OMB guidance. It reveals that only three categories exceed 1% of total population (American Indian and Alaska Native, White, and American Indian and Alaska Native and White.) An additional category was added by Commission staff to acknowledge the balance of individuals reporting some other race alone.

TABLE 1

RACE AGGREGATION BASED ON OMB GUIDANCE		
	Total	Percentage
American Indian or Alaska Native	56,068	6.21%
Asian	4,691	0.52%
Black or African American	2,692	0.30%
Native Hawaiian or Other Pacific Islander	470	0.05%
White	817,229	90.58%
American Indian or Alaskan Native and White	9,116	1.01%
Asian and White	1,710	0.19%
Black or African American and White	1,016	0.11%
American Indian or Alaska Native and Black or African American	300	0.03%
> 1 percent	none	
Balance of individuals reporting more than one race	3,588	0.40%
[Balance of individuals reporting some other race alone]	5,315	0.59%
Total	902,195	100.00%

In the OMB Guideline for allocation purposes, the other single race categories are not allocated, but staff consolidated those categories for Commission deliberations because of the nature of Montana's racial makeup.

Categories that showed more than 1% :

- White alone
- American Indian and Alaska Native alone
- American Indian and Alaska Native and Other
- All other single and more than one race

The bulk, 90%, of the American Indian and Alaska Native and Other category is American Indian and

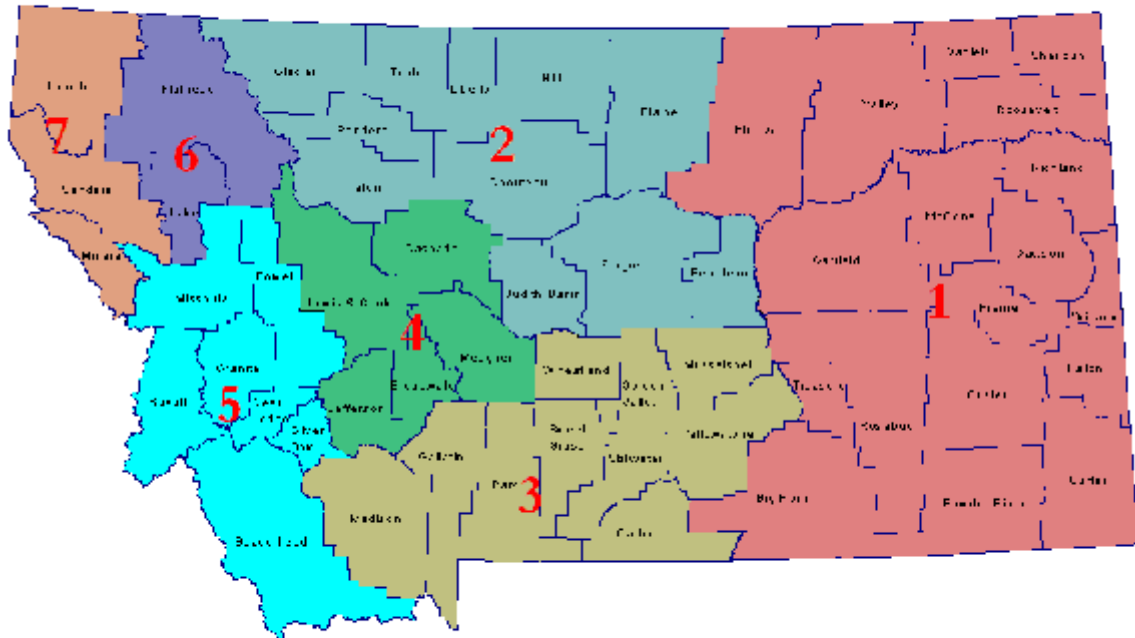
Alaska Native and White. Ninety-seven percent of Montana's population is either White, American Indian and Alaska Native, or American Indian and Alaska Native and White. Three percent of Montana's population represents 21 of the 30 categories of possible multiple race configurations that include American Indian and Alaska Native. Two percent of Montanans marked that they are Hispanic or Latino, which is considered an ethnicity that can be of any race.

TABLE 2

RACE AND ETHNICITY CONSOLIDATED TABLE P.L. 94-171 Data (2000 Census)				
	Total	Race %	Voting Age	VAP (of total)
Total Population	902,195	100.00%	672,133	74%
Race:				
White alone	817,229	90.58%	620,530	76%
American Indian/Alaska Native (AI/AN) alone	56,068	6.21%	33,986	61%
AI/AN and other	10,049	1.11%	5,816	58%
Other single and more than one race	18,849	2.09%	11,801	63%
Ethnicity - Of Any Race:				
Hispanic/Latino	18,081	2.00%	10,731	59%

Also included in Table 2 is Voting Age Population (VAP) as a percentage of the total. This is important in the application of the Voting Rights Act in deliberations as the voting age population is the more critical variable to consider. The voting age percentage is lower in the minority population, and that is generally one of the three reasons that more than a simple majority is required in creating a majority-minority district (in past practice roughly 65% to also account for lower voter registration and voter turnout).

Regional Analysis



Prepared by
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 MONTANA, 2000

An analysis of the effect of the shifts of population on numbers of legislative districts by the general geographic regions as portrayed in Map 4 are as follows:

<u>Region</u>	<u>1990</u> <u>Districts</u>	<u>2000</u> <u>Districts</u>	<u>Net Effect</u>
1	13	11	Loss of 1 House district north of the Missouri River and 1 House district south of the Missouri River.
2	10	9	Loss of 1 House district.
3	26	25	Gain of 1 House district between Gallatin and Stillwater Counties.
4	17	17	Same number of House districts, but Cascade County's House districts will expand in size to meet population requirements and Lewis & Clark County House districts may contract in size.
5	20	21	1 new House district - most likely in Ravalli County.
6	10	11	Gain of 1 House district between Flathead and Lake Counties.
7	4	4	Same number of House districts, but population will shift to make up for the Libby House district's loss in population.

The regional analysis provides a general description of what is likely to happen during the redistricting of the legislative districts. How and where the boundary lines are drawn will be dependent primarily on population, but in the context of traditional redistricting criteria, which are manifested in the mandatory and discretionary criteria adopted by the Commission. These criteria will be applied with input from the local information-gathering visits and information gained during the public hearings.

APPENDIX

Montana County Decennial Census Resident Population: 1990 and 2000				
	2000	1990	Numeric Change	Percent Change
COUNTY	CENSUS	CENSUS	1990 - 2000	1990 - 2000
Montana	902,195	799,065	103,130	12.91
Beaverhead	9,202	8,424	778	9.24
Big Horn	12,671	11,337	1,334	11.77
Blaine	7,009	6,728	281	4.18
Broadwater	4,385	3,318	1,067	32.16
Carbon	9,552	8,080	1,472	18.22
Carter	1,360	1,503	-143	-9.51
Cascade	80,357	77,691	2,666	3.43
Chouteau	5,970	5,452	518	9.50
Custer	11,696	11,697	-1	-0.01
Daniels	2,017	2,266	-249	-10.99
Dawson	9,059	9,505	-446	-4.69
Deer Lodge	9,417	10,356	-939	-9.07
Fallon	2,837	3,103	-266	-8.57
Fergus	11,893	12,083	-190	-1.57
Flathead	74,471	59,218	15,253	25.76
Gallatin*	67,831	50,463	17,368	34.42
Garfield	1,279	1,589	-310	-19.51
Glacier	13,247	12,121	1,126	9.29
Golden Valley	1,042	912	130	14.25
Granite	2,830	2,548	282	11.07
Hill	16,673	17,654	-981	-5.56
Jefferson	10,049	7,939	2,110	26.58
Judith Basin	2,329	2,282	47	2.06
Lake	26,507	21,041	5,466	25.98
Lewis and Clark	55,716	47,495	8,221	17.31
Liberty	2,158	2,295	-137	-5.97
Lincoln	18,837	17,481	1,356	7.76
McCone	1,977	2,276	-299	-13.14
Madison	6,851	5,989	862	14.39
Meagher	1,932	1,819	113	6.21
Mineral	3,884	3,315	569	17.16

	2000	1990	Numeric Change	Percent Change
COUNTY	CENSUS	CENSUS	1990 - 2000	1990 - 2000
Missoula	95,802	78,687	17,115	21.75
Musselshell	4,497	4,106	391	9.52
Park*	15,694	14,562	1,132	7.77
Petroleum	493	519	-26	-5.01
Phillips	4,601	5,163	-562	-10.89
Pondera	6,424	6,433	-9	-0.14
Powder River	1,858	2,090	-232	-11.10
Powell	7,180	6,620	560	8.46
Prairie	1,199	1,383	-184	-13.30
Ravalli	36,070	25,010	11,060	44.22
Richland	9,667	10,716	-1,049	-9.79
Roosevelt	10,620	10,999	-379	-3.45
Rosebud	9,383	10,505	-1,122	-10.68
Sanders	10,227	8,669	1,558	17.97
Sheridan	4,105	4,732	-627	-13.25
Silver Bow	34,606	33,941	665	1.96
Stillwater	8,195	6,536	1,659	25.38
Sweet Grass	3,609	3,154	455	14.43
Teton	6,445	6,271	174	2.77
Toole	5,267	5,046	221	4.38
Treasure	861	874	-13	-1.49
Valley	7,675	8,239	-564	-6.85
Wheatland	2,259	2,246	13	0.58
Wibaux	1,068	1,191	-123	-10.33
Yellowstone	129,352	113,419	15,933	14.05

*The county equivalent of Yellowstone National Park (population 52 in 1990) has been merged into Gallatin County and Park County since 1990.

Source: U.S. Census Bureau Released March 21, 2001