

Congressional Apportionment

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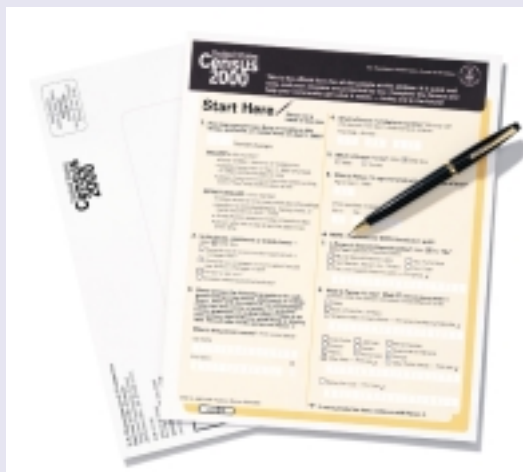
By
Karen M. Mills

The Census 2000 apportionment population was 281,424,177, as shown in Table 1. The apportionment population consists of the resident population of the 50 states plus overseas federal employees (military and civilian) and their dependents living with them, who were included in their home states. The population of the District of Columbia is excluded from the apportionment population. As required by the U.S. Supreme Court ruling (*Department of Commerce v. House of Representatives*, 525 U.S. 316, 119 S. Ct. 765 (1999)), the apportionment population counts do not reflect the use of statistical sampling to adjust for overcounting or undercounting in the census.

This report, part of a series that analyzes population and housing data collected by Census 2000, examines trends in congressional apportionment and discusses the apportionment population — what it is, who is included, what method is used to calculate it, and so forth.

Apportionment is a fundamental reason for the census.

One of the fundamental reasons for conducting the decennial census of population is to reapportion the U.S. House of Representatives. Apportionment is the process of dividing the 435 memberships or seats in the U.S. House of Representatives among the 50 states. An apportionment has been made on the basis of each decennial census from 1790 to 2000, except following the 1920 census.



The average size of a congressional district will rise.

The number of representatives or seats in the U.S. House of Representatives has remained constant at 435 since 1911, except for a temporary increase to 437 at the time of admission of Alaska and Hawaii as states in 1959 (see Table 1). However, the apportionment based on the 1960 census, which took effect for the congressional election in 1962, reverted to 435 seats.

The average size of a congressional district based on the Census 2000 apportionment population will be 646,952, more than triple the average district size of 193,167 based on the 1900 census apportionment, and about 74,486 more than the average size based on the 1990 census (572,466). Of the seven states with one seat in Census 2000, the population of the largest — Montana — was 905,316, compared with an average size of congressional district in the other

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Table 1.
Apportionment Population Based on Census 2000 and Apportionment of
U.S. House of Representatives: 1900 to 2000

(For information on confidentiality protection, nonsampling error, and definitions, see www.census.gov/prod/cen2000/doc/pl94-171.pdf)

State	2000 apportionment population ¹			Number of representatives										
	Total	Resident population	U.S. population overseas	2000	1990	1980	1970	1960	1950	1940	1930	1920 ²	1910	1900
Apportionment total	281,424,177	280,849,847	574,330	435	435	435	435	435	³ 437	435	435	435	³ 435	³ 391
Alabama	4,461,130	4,447,100	14,030	7	7	7	7	8	9	9	9	10	10	9
Alaska	628,933	626,932	2,001	1	1	1	1	1	1	(X)	(X)	(X)	(X)	(X)
Arizona	5,140,683	5,130,632	10,051	8	6	5	4	3	2	2	1	1	1	(X)
Arkansas	2,679,733	2,673,400	6,333	4	4	4	4	4	6	7	7	7	7	7
California	33,930,798	33,871,648	59,150	53	52	45	43	38	30	23	20	11	11	8
Colorado	4,311,882	4,301,261	10,621	7	6	6	5	4	4	4	4	4	4	3
Connecticut	3,409,535	3,405,565	3,970	5	6	6	6	6	6	6	6	5	5	5
Delaware	785,068	783,600	1,468	1	1	1	1	1	1	1	1	1	1	1
Florida	16,028,890	15,982,378	46,512	25	23	19	15	12	8	6	5	4	4	3
Georgia	8,206,975	8,186,453	20,522	13	11	10	10	10	10	10	10	12	12	11
Hawaii	1,216,642	1,211,537	5,105	2	2	2	2	2	1	(X)	(X)	(X)	(X)	(X)
Idaho	1,297,274	1,293,953	3,321	2	2	2	2	2	2	2	2	2	2	1
Illinois	12,439,042	12,419,293	19,749	19	20	22	24	24	25	26	27	27	27	25
Indiana	6,090,782	6,080,485	10,297	9	10	10	11	11	11	11	12	13	13	13
Iowa	2,931,923	2,926,324	5,599	5	5	6	6	7	8	8	9	11	11	11
Kansas	2,693,824	2,688,418	5,406	4	4	5	5	5	6	6	7	8	8	8
Kentucky	4,049,431	4,041,769	7,662	6	6	7	7	7	8	9	9	11	11	11
Louisiana	4,480,271	4,468,976	11,295	7	7	8	8	8	8	8	8	8	8	7
Maine	1,277,731	1,274,923	2,808	2	2	2	2	2	3	3	3	4	4	4
Maryland	5,307,886	5,296,486	11,400	8	8	8	8	8	7	6	6	6	6	6
Massachusetts	6,355,568	6,349,097	6,471	10	10	11	12	12	14	14	15	16	16	14
Michigan	9,955,829	9,938,444	17,385	15	16	18	19	19	18	17	17	13	13	12
Minnesota	4,925,670	4,919,479	6,191	8	8	8	8	8	9	9	9	10	10	9
Mississippi	2,852,927	2,844,658	8,269	4	5	5	5	5	6	7	7	8	8	8
Missouri	5,606,260	5,595,211	11,049	9	9	9	10	10	11	13	13	16	16	16
Montana	905,316	902,195	3,121	1	1	2	2	2	2	2	2	2	2	1
Nebraska	1,715,369	1,711,263	4,106	3	3	3	3	3	4	4	5	6	6	6
Nevada	2,002,032	1,998,257	3,775	3	2	2	1	1	1	1	1	1	1	1
New Hampshire	1,238,415	1,235,786	2,629	2	2	2	2	2	2	2	2	2	2	2
New Jersey	8,424,354	8,414,350	10,004	13	13	14	15	15	14	14	14	12	12	10
New Mexico	1,823,821	1,819,046	4,775	3	3	3	2	2	2	2	1	1	1	(X)
New York	19,004,973	18,976,457	28,516	29	31	34	39	41	43	45	45	43	43	37
North Carolina	8,067,673	8,049,313	18,360	13	12	11	11	11	12	12	11	10	10	10
North Dakota	643,756	642,200	1,556	1	1	1	1	2	2	2	2	3	3	2
Ohio	11,374,540	11,353,140	21,400	18	19	21	23	24	23	23	24	22	22	21
Oklahoma	3,458,819	3,450,654	8,165	5	6	6	6	6	6	8	9	8	8	5
Oregon	3,428,543	3,421,399	7,144	5	5	5	4	4	4	4	3	3	3	2
Pennsylvania	12,300,670	12,281,054	19,616	19	21	23	25	27	30	33	34	36	36	32
Rhode Island	1,049,662	1,048,319	1,343	2	2	2	2	2	2	2	2	3	3	2
South Carolina	4,025,061	4,012,012	13,049	6	6	6	6	6	6	6	6	7	7	7
South Dakota	756,874	754,844	2,030	1	1	1	2	2	2	2	2	3	3	2
Tennessee	5,700,037	5,689,283	10,754	9	9	9	8	9	9	10	9	10	10	10
Texas	20,903,994	20,851,820	52,174	32	30	27	24	23	22	21	21	18	18	16
Utah	2,236,714	2,233,169	3,545	3	3	3	2	2	2	2	2	2	2	1
Vermont	609,890	608,827	1,063	1	1	1	1	1	1	1	1	2	2	2
Virginia	7,100,702	7,078,515	22,187	11	11	10	10	10	10	9	9	10	10	10
Washington	5,908,684	5,894,121	14,563	9	9	8	7	7	7	6	6	5	5	3
West Virginia	1,813,077	1,808,344	4,733	3	3	4	4	5	6	6	6	6	6	5
Wisconsin	5,371,210	5,363,675	7,535	8	9	9	9	10	10	10	10	11	11	11
Wyoming	495,304	493,782	1,522	1	1	1	1	1	1	1	1	1	1	1

(X) Not applicable.

¹Includes the resident population for the 50 states, as ascertained by Census 2000 under Title 13, U.S. Code, and counts of overseas U.S. military and federal civilian employees (and their dependents living with them) allocated to their home state, as reported by the employing federal agencies. The apportionment population does not include the resident or the overseas population of the District of Columbia.

²No reapportionment was made based on the 1920 census.

³Includes representatives assigned by Congress to newly admitted states after the apportionment act for that census: 1900, Oklahoma (five representatives); 1910, Arizona and New Mexico (one representative each); and 1950, Alaska and Hawaii (one representative each).

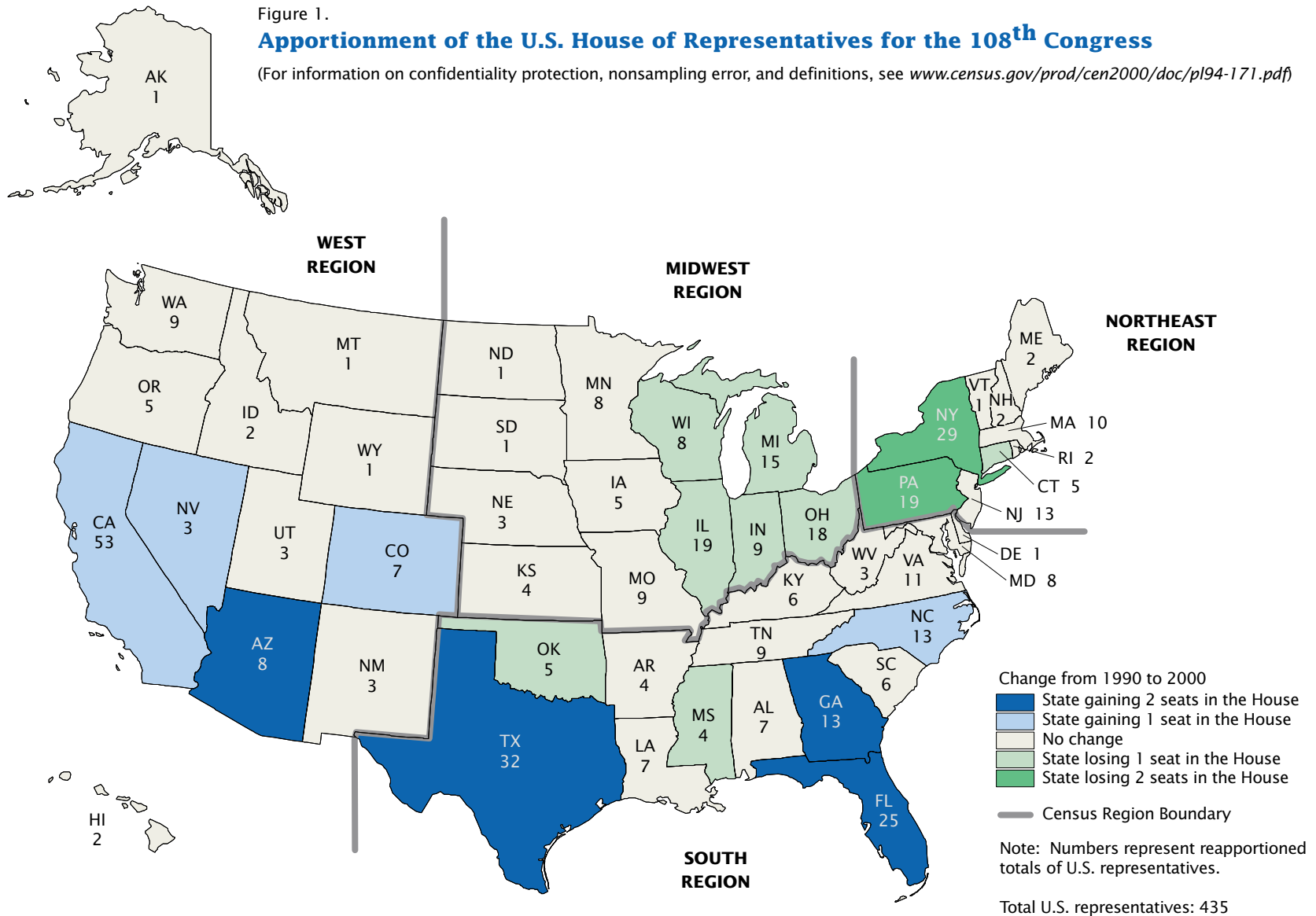
Note: As required by the U.S. Supreme Court ruling (*Department of Commerce v. House of Representatives*, 525 U.S. 316, 119 S. Ct. 765 (1999)), the Census 2000 apportionment population counts do not reflect the use of statistical sampling to adjust for overcounting or undercounting.

Source: U.S. Census Bureau, Census 2000 and earlier censuses at www.census.gov/population/www/censusdata/apportionment.html; and 1990 and earlier censuses also published in 1990 CPH-2-1, *Population and Housing Unit Counts, United States*, Table 3.

Figure 1.

Apportionment of the U.S. House of Representatives for the 108th Congress

(For information on confidentiality protection, nonsampling error, and definitions, see www.census.gov/prod/cen2000/doc/pl94-171.pdf)



Source: U.S. Census Bureau, Census 2000 and 1990 census at www.census.gov/population/www/censusdata/apportionment.html; and 1990 census also published in 1990 CPH-2-1, *Population and Housing Unit Counts, United States*, Table 3.

43 states of 646,259. Wyoming, also with one seat in Census 2000, had the smallest district size, with 495,304.

Twelve seats in the U.S. House of Representatives will shift from one state to another.

As a result of the apportionment based on Census 2000, 12 seats in the U.S. House of Representatives will shift among 18 states. Eight states will have more representatives in the 108th Congress, which convenes in January 2003, and ten states will have fewer representatives (see Figure 1 and Table 2).

Of the eight states gaining seats, four — Arizona, Florida, Georgia, and Texas — will each gain two seats. The other four — California, Colorado, Nevada, and North Carolina — will each gain one seat.

Of the ten states losing seats, two — New York and Pennsylvania — will each lose two seats. The other eight — Connecticut, Illinois, Indiana, Michigan, Mississippi, Ohio, Oklahoma, and Wisconsin — will each lose one seat.

The 1990 census apportionment shifted 19 seats.

Following the 1990 census, reapportionment shifted 19 seats among 21 states (see Table 2). The largest gains were in California (seven seats), Florida (four seats), and Texas (three seats). Five states gained one seat each: Arizona, Georgia, North Carolina, Virginia, and Washington.

The largest losses in seats after the 1990 census apportionment were in New York (three fewer seats); and in Illinois, Michigan, Ohio, and Pennsylvania (two fewer seats each). Eight states lost one seat each: Iowa, Kansas, Kentucky, Louisiana, Massachusetts, Montana, New Jersey, and West Virginia.

Table 2.
Change in the Number of U.S. Representatives by State: 1990 and 2000

(For information on confidentiality protection, nonsampling error, and definitions, see www.census.gov/prod/cen2000/doc/pl94-171.pdf)

State	Seats gained	State	Seats lost
BASED ON THE 1990 CENSUS			
Total gain in 8 states	19	Total loss in 13 states	19
California	7	New York	3
Florida	4	Illinois	2
Texas	3	Michigan	2
Arizona	1	Ohio	2
Georgia	1	Pennsylvania	2
North Carolina	1	Iowa	1
Virginia	1	Kansas	1
Washington	1	Kentucky	1
		Louisiana	1
		Massachusetts	1
		Montana	1
		New Jersey	1
		West Virginia	1
BASED ON CENSUS 2000			
Total gain in 8 states	12	Total loss in 10 states	12
Arizona	2	New York	2
Florida	2	Pennsylvania	2
Georgia	2	Connecticut	1
Texas	2	Illinois	1
California	1	Indiana	1
Colorado	1	Michigan	1
Nevada	1	Mississippi	1
North Carolina	1	Ohio	1
		Oklahoma	1
		Wisconsin	1

Source: U.S. Census Bureau, Census 2000 and 1990 census at www.census.gov/population/www/censusdata/apportionment.html; and 1990 census also published in 1990 CPH-2-1, *Population and Housing Unit Counts, United States*, Table 3.

Shifts in congressional representation reflect regional trends in population.

The regional patterns of change in congressional representation between 1990 and 2000 reflect the Nation's continuing shift in population from the Northeast and Midwest to the South and West.

Based on the Census 2000 apportionment, the net increase of five seats in the South reflected a gain of seven seats in four states and a loss of two seats, one each in Mississippi and Oklahoma (see Table 3). The West gained five seats and lost none; the Northeast

and Midwest each lost five seats and gained none.

Based on the 1990 census apportionment, the net increase of seven seats in the South reflected a gain of ten seats in five states and a loss of three seats, one each in Kentucky, Louisiana, and West Virginia. The net increase of eight seats in the West reflected a gain of nine seats in three states and a loss of one seat in Montana. The Northeast lost seven seats and gained none; the Midwest lost eight seats and gained none.

Figure 2 shows the percentage distribution of House seats or

Table 3.
Change in the Number of U.S. Representatives by Region: 1990 and 2000

(For information on confidentiality protection, nonsampling error, and definitions, see www.census.gov/prod/cen2000/doc/pl94-171.pdf)

Region	Seats changed based on the 1990 census	Seats changed based on Census 2000
Northeast (net)	-7	-5
Gained	-	-
Lost	7	5
Midwest (net)	-8	-5
Gained	-	-
Lost	8	5
South (net)	7	5
Gained	10	7
Lost	3	2
West (net)	8	5
Gained	9	5
Lost	1	-

- Represents zero.

Source: U.S. Census Bureau, Census 2000 and 1990 census at www.census.gov/population/www/censusdata/apportionment.html; and 1990 census also published in 1990 CPH-2-1, *Population and Housing Unit Counts, United States*, Table 3.

memberships by region for each census in the 20th century. The West gradually increased its share of House seats in each decade of the last century, so that its 23-percent share in 2000 was more than four times its 5-percent share in 1900.

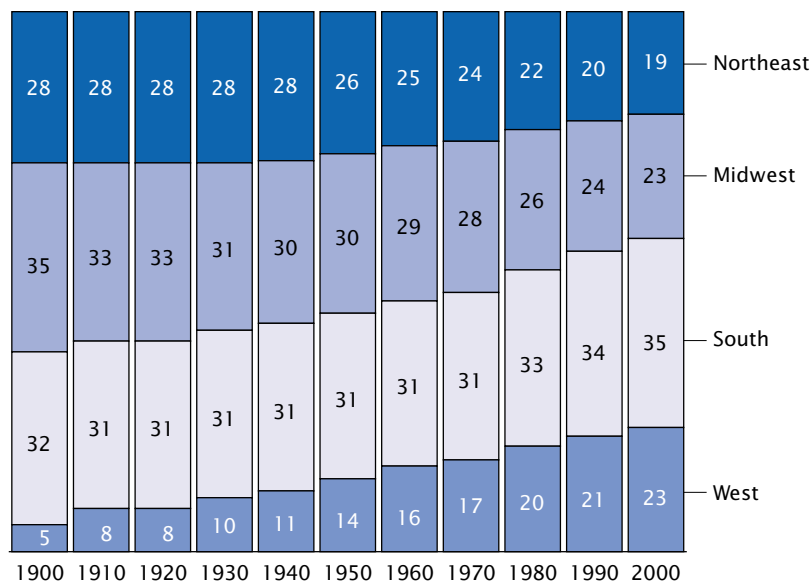
During the same time, the South's share of House seats, after a small initial fall between 1900 and 1910, held steady at 31 percent for seven decades, until rising to 35 percent by 2000. The South continued to hold the largest share of House seats of any of the four regions in 2000, as it has since 1940.

Meanwhile, the Midwest, which accounted for the largest regional share of House seats from 1900 to 1920, showed a gradual decline in its share to 23 percent in 2000, the same as the West.

After holding 28 percent of the House seats from 1900 to 1940, the Northeast saw a drop to 19 percent by 2000, the smallest share of House seats of any of the four regions.

Figure 2.
Percentage Distribution of Seats in the U.S. House of Representatives by Region: 1900 to 2000

(For information on confidentiality protection, nonsampling error, and definitions, see www.census.gov/prod/cen2000/doc/pl94-171.pdf)



Source: U.S. Census Bureau, Census 2000 and earlier censuses at www.census.gov/population/www/censusdata/apportionment.html; and 1990 and earlier censuses also published in 1990 CPH-2-1, *Population and Housing Unit Counts, United States*, Table 3.

The Congress decides the method to calculate the apportionment.

Several apportionment methods have been used since the first census in 1790. The apportionment for Census 2000 was calculated using the method of equal proportions, in accordance with the provisions of Title 2, U.S. Code. This method has been used in every census since the 1940 census. First, each state is assigned one congressional seat, as provided by the Constitution. Then the apportionment formula allocates the remaining 385 congressional seats

one at a time among the 50 states until all 435 seats are assigned.

The goal of apportionment is to produce the most equitable distribution of congressional seats among the states. The method of equal proportions attains this by minimizing the percentage differences in the size of the congressional districts.

ADDITIONAL TOPICS ON CONGRESSIONAL APPORTIONMENT

When are the apportionment population counts given to the President? To the Congress? To the states?

To the President. Title 13, U.S. Code, requires that the apportionment population counts for each state be delivered to the President within 9 months of Census Day, which was April 1, 2000. The Census 2000 counts were delivered to the President on December 28, 2000.

To the Congress. According to Title 2, U.S. Code, within 1 week of the opening of the next session of the Congress in the new year, the President must report to the Clerk of the U.S. House of Representatives the apportionment population counts for each state and the number of representatives to which each state is entitled.

To the States. Also according to Title 2, U.S. Code, within 15 days of receiving the apportionment population counts from the President, the Clerk of the House must inform each state governor of the number of representatives to which each state is entitled.

Were undocumented residents (aliens) in the 50 states included in the Census 2000 apportionment population counts?

Yes, all people (citizens and noncitizens) with a usual residence in one

of the 50 states were included in Census 2000 and thus in the apportionment counts.

Were children under 18 years old included in the Census 2000 apportionment population counts even though they cannot vote?

Yes, being old enough to vote, being registered to vote, or voting are not requirements for inclusion in the apportionment counts.

Did the Census 2000 apportionment population counts also include any Americans overseas?

Yes, as for the 1990 census, the Census 2000 apportionment counts included those overseas federal employees (military and civilian) and their dependents living with them that could be assigned to a home state. These data were provided to the Census Bureau by the employing federal departments and agencies from their administrative records. Private U.S. citizens living abroad who were not affiliated with the federal government (either as employees or their dependents) were not included in the overseas counts, which are used solely for reapportioning seats in the U.S. House of Representatives, not for redistricting (see question below).

What is the difference between apportionment and redistricting?

Population data from the decennial census provide the basis for both apportioning seats in the House of Representatives among the states and for redistricting this and other legislative bodies.

Apportionment is the process of determining the number of representatives to which each state is entitled in the U.S. House of Representatives based on the decennial census. By law, the apportionment results (the apportionment

population of each state) must be submitted to the President within 9 months of the census date.

Redistricting is the process of revising the geographic boundaries of areas from which people elect representatives to the U.S. House of Representatives, a state legislature, a county or city council, a school board, and so forth. By law, redistricting data must be submitted to the states within 1 year of the census date. The Census Bureau released the redistricting population data at the census block level on a state-by-state basis during March 2001.

FOR MORE INFORMATION

Census 2000 data are available on the Internet via factfinder.census.gov and for purchase on CD-ROM and later on DVD. For more information on apportionment for both Census 2000 and the 1990 census, visit the U.S. Census Bureau's Internet site at www.census.gov/population/www/censusdata/apportionment.html.

Information on other population and housing topics is presented in the Census 2000 Brief series, located on the U.S. Census Bureau's Web site at www.census.gov/population/www/cen2000/briefs.html. This series presents information about race, Hispanic origin, age, sex, household type, housing tenure, and other social, economic, and housing characteristics.

For more information about Census 2000, including data products, call our Customer Services Center at 301-763-INFO (4636) or e-mail webmaster@census.gov.

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