## 4. ECONOMY

## 4.1 Executive Summary – Key Findings

This section provides an overview of the economy in Pondera County, Conrad, and Valier. It describes the economy in terms of personal income; businesses and industry; and government. The section on personal income examines per capita income; household and family incomes; and poverty. It also discusses three main components of personal income – labor earnings, property/investment income, and transfer payments (primarily government issued). The section on businesses examines number of businesses, types of businesses, employment by business type, and overall wages per job. It also includes statistics on labor availability and unemployment. The section on government economics compares the taxing structure of Pondera County, Conrad, and Valier to counterparts statewide.

Most economic data sources provide information for counties and large metropolitan areas and do not include towns the size of Conrad and Valier, consequently much of the following report is focused on Pondera County.

Key findings of this section include the following:

- Agriculture is a fundamental component of the Pondera County economy. It is
  discussed in a separate chapter of this report. Agriculture is the reason for two
  processing plants (barley and mustard seed), for agricultural-related transportation
  employment (grain elevators), and implement dealers, and indirectly responsible for a
  portion of other economic sectors, such as health care, retail, etc.
- With few exceptions, personal income in Pondera County, Conrad, and Valier is less than
  the state or national averages and has generally languished below those averages for
  nearly 30 years.
- Earnings from labor have significantly decreased as a percentage of total personal income over the past three decades. Income from property/investments and transfer payments increased proportionately over time at rates much higher than the state or nation. This reflects a shrinking of the labor force as older people retire and few new young workers take their place.
- Generally, the business economy has declined in Pondera County for decades. Pondera County was categorized by the Montana Regional Economic Analysis Project as "Lagging" in employment among the 56 Montana Counties. In 2008, Pondera County ranked 56th out of the 56 counties for employment change. Its longer-term average employment growth over 1999-2008 ranked 53rd. Between 2000 and 2007, the number of business establishments in Pondera County decreased by 6.2%, ranking it sixth highest among Montana's 56 counties for percentage loss of businesses.
- Pondera County, Conrad, and Valier are all actively seeking ways to improve their local economies. The Pondera Regional Port Authority, started in 2004, has been responsible for grants for private business development, housing, and senior center improvements. The town of Valier has improved the Lake Frances camping and fishing access area, which it manages. Conrad has an active chamber of commerce with over 100 members.

#### 4.2 Key Issues/Perspectives/Preferences raised via public involvement relevant to this topic

Growth policy committee meetings were held throughout the county in 2009. Comments about the economy were often very general and not necessarily specific to the location to the meeting. Comments related to the economy include the following.

Comments included concerns about employment, and potential opportunities with employment opportunity with energy development, potential for positive spin-off employment related to energy, tax impact of the MATL line. Ideas for new businesses included clean industry, value-added products, grain-loading facilities for spring wheat, tourism (signage on the roads). Work force development was cited as a concern. Other comments used the following terms: grant funding, grantwriter, recovery funds for missile removal, government regulations, local medical facilities.

Some of the comments at the Dupuyer meeting did seem to relate directly to Dupuyer and included increase in small businesses/business opportunities, addition of gas station, restaurant and grocery store.

## 4.3 Existing Conditions

#### 4.3.1 Personal Income and Earnings

#### 1. Per Capita Personal Income

Per capita personal income is used as a yardstick to measure economic well-being of a region's residents and the quality of consumer markets. It serves as a barometer for the economic performance of a region over time and to judge differences in relative economic prosperity between regions.

Per capita personal income is the total personal income of an area divided by its resident population. For smaller counties in particular, per capita income in any given year may be exceptionally high or low for the short run because of unusual local conditions, such as a bumper crop, a catastrophe, or a major construction project.

Farm incomes are notorious for being especially volatile year-to-year, owing to changing weather, work market conditions, and alterations in government programs. Therefore, the per capita income of farm-dependent counties such as Pondera County may exhibit sharp fluctuations over time.

Real Per Capita Income Indices (1969=100): Pondera County, Montana and United States, 1969-2008 Index 280 Pondera County Montana 260 **United States** 240 220 200 180 180 160 160 140 120 100

Figure 4-1. Real Per Capita Income Indices

Retrieved from REAProject.org, June 17, 2010

When measured in constant 2005 dollars to adjust for inflation, Pondera County's per capita income advanced 92.4%, from \$15,998 in 1969 to \$30,778 in 2008. Per capita income in 2008 was \$31,754 in Montana and \$36,839 in the nation (in 2005 dollars adjusted for inflation). The long-term growth of Pondera County's real per capita income is compared with that of Montana and the nation in Figure 4.1. Cumulative growth indices express each region's real per capita income as 100 for the base year 1969, and the per capita income of subsequent years as a percent of 1969. Pondera County's per capita income grew faster than the state or the nation between 1970 and 1975, but by the late 1970s, the rate had slowed and has stayed below the state's growth rate except for a year or two in the 1990s. (MT-REAP: Graphic Trend Analysis: Pondera County, Per Capita Income, 1969 – 2008)

Year

The most recent per capita personal income information for municipalities of the size of Valier and Conrad is the 2000 census.

Table 4-1. Per Capita Income – 2000			
	Amount	% of U.S.	
Conrad	\$15,742	73%	
Valier	\$14,862	69%	
Pondera County	\$14,276	66%	
Montana	\$17,151	79%	
United States	\$21,587	100%	

Source: U.S. Bureau of the Census, Census 2000, Table DP-3

By 2008, per capita income in the county had increased to 84% of the national average. (MT-REAP: Graphic Trend Analysis: Pondera County, Per Capita Income, 1969 – 2008). Based on 2000 census percentages in Table 5-1, the per capita incomes of Conrad and Valier would likely have been higher than the county's overall per capita income in 2008.

## 2. Distribution of Income by Household

Pondera County had a ratio of rich to poor households that was roughly equivalent to the state overall. A high number means there are many "poor" families for every "rich" family. In 1999, the rich to poor ratio was 11.8. For every household in Pondera County that made over \$100,000, there were 11.8 households that made less than \$30,000. In 1999 for Montana overall, the rich to poor ratio was 13.5. By contrast, the rich to poor ratio in Glacier County was 17.4%, in Big Horn County it was 25.4%. In Yellowstone County, it was 5.5% and in Cascade County it was 8.4%. (Headwaters Economics)

# 3. Household Income and Family Income

Pondera County generally lagged behind the state in annual median incomes for households and families in 2000. The one exception was median family income in Conrad, which at \$42,056 was higher than the state median family income of \$40,487. Median income is the mid-point of total income – half of the households or families have income less than the median and the other half have incomes higher than the median.

For purposes of this measure, household income is the income for non-family households, which includes householders living alone. Because many older persons live alone, their income is included in the "household" category.

Table 4.2. Median Incomes 2000		
	Median Household	Median Family
Conrad	\$29,432	\$42,056
Valier	\$30,000	\$36,750
Pondera	\$30,464	\$36,484
Montana	\$33,024	\$40,487

Source: U.S. Census Bureau, Census 2000, Table DP-3

Median family income is important because it is used by the U.S. Department of Housing and Urban Development (HUD) as a measure for determining eligibility for housing assistance. To qualify, a family must meet the low income threshold of not more than 80% of median family income. (HUD) In 2010, HUD estimated median family income in Pondera County at \$50,700. In 2010, a four-person family in Pondera County with income of \$43,350 would qualify as low income (80% of median) for rental housing assistance.

# 4. Components of Personal Income

The major components of personal income are earnings (either as wages or as business income) or "Non-Labor" income sources. "Non-Labor" income includes:

- Property Income: Dividends, interest, and rent (e.g., investment income)
- Transfer payments: Primarily government payments such as Social Security, disability insurance payments, Medicare, Medicaid, Family Assistance, Food Stamps, Supplemental Security Income (SSI), unemployment insurance payments, and veterans' benefits.

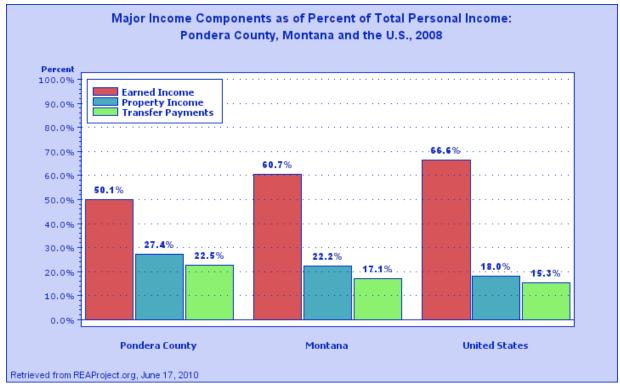


Figure 4.2. Major Income Components as of Percent of Total Personal Income

Compared to Montana and the nation, Pondera County has a much lower percentage of total income from labor earnings and a greater reliance on property income and transfer payments. In 2008, 50% of personal income in Pondera County was earned income, compared earned income at 61% for Montana and 67% for the nation.

The proportion of earned income to total income has declined since 1969 in Pondera County more sharply than the state or the nation. Between 1969 and 2008, earned income's share statewide and nationally declined by -14.8% and -11.7%, respectively, whereas earned income's

share declined by -22.8% in Pondera County. In 1969, Pondera County's earned income share was 73%, about the same as the state and nation at that time.

Compared with the trend nationwide, transfer payments have played a very significant role in the changing composition of Pondera County's personal income. Nationally, transfer payments as a share of personal income advanced from 8.07% in 1969 to 15.34% in 2008, for a net gain of 7.27%. For Pondera County, transfer payments rose from 7.90% to 22.50% over 1969-2008, for a net gain of 14.60%.

The real income amount (adjusted for inflation) from all three major sources of income is shown in Figure XXX for the period 1969 to 2008. Over this period, earned income in Pondera County grew by 15.3%. Property income increased by 138.8%, while transfer payments rose 380.5%. (MT-REAP: Major Components of Personal Income)

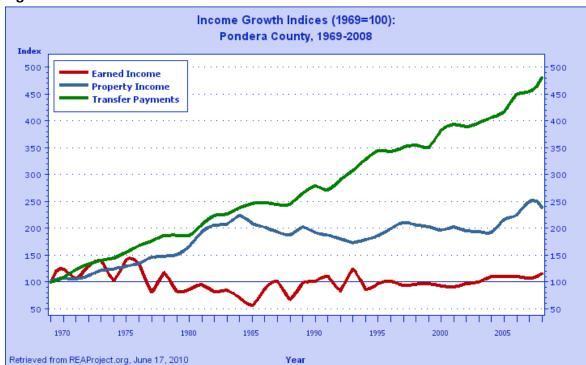


Figure 4.3. Income Growth Indices

# 5. Poverty Rate

In 1999, Pondera County had a poverty rate of 18.8% (percent of persons in poverty), ranking the 15<sup>th</sup> highest poverty rate (percent of persons in poverty) of the 56 Montana counties. (CEIC, 1999 Percent of Persons in Poverty) Estimates of poverty rates are available for counties and school districts between censuses. In 2008, Pondera County was estimated to have a poverty rate of 18.2%, slightly lower than in 2000. Poverty rates in Conrad and Valier were less than that of Pondera County in 2000. In 2008, school district poverty estimates indicated that 27% of the children ages 5-17 in the Valier High School District were at or below poverty. This was the highest rate among the elementary and high school districts in Conrad and Valier.

Table 4.4. Poverty Rates, 1999 and 2000			
	2008 (Est)	2008 (Est)	1999
	5-17 years	All	All
Conrad City		NA	13.40%
Conrad Elementary School District	18.00%		
Conrad High School District	16.30%		
Valier Town		NA	8.40%
Valier Elementary School District	14.30%		
Valier High School District	27.10%		
Pondera County		18.20%	18.80%
Montana		14.10%	14.60%
United States		13.20%	12.40%

Sources:

2008 Estimates for School Districts: Susan Ockert, Senior Research Economist, CEIC

2008 Estimates for County, MT, U.S.: U.S. Census Bureau, Small Area Income and Poverty Estimates

1999 Rates: U.S. Census Bureau, Census 2000, Table DP-3

## 4.3.2 Employment, Business, and Industry

## 1. Labor Availability/Employment/Unemployment

In 2000, the U.S. Census counted a labor force of 2,908 in Pondera County, of which 1,266 persons were in Conrad, and 203 were in Valier. (U.S. Census Bureau, Census 2000, Table DP-3).

Annual labor force and unemployment rates are not available for municipalities of the size of Valier and Conrad. Data for Pondera County indicate a shrinking supply of labor. The county lost 13.7% of the labor force between 2000 and 2009. In part this is a factor of overall declining population and in part a result of an increasingly older population no longer in the workforce.

<sup>1</sup> Counts from Montana Department of Labor and U.S. Census for 2000 are not the same due to

differences in methodology.

Table 4.5. Labor Force Characteristics			
	Pondera County	Montana	US
Labor Force 2009	2,572	498,907	154,142,000
Change 2000-2009	-410	30,042	11,559,000
% Change	-13.7%	6.4%	8.1%
Unemployment Rate 2000	4.8%	4.80%	4%
Unemployment Rate 2009	5.70%	6.20%	9.30%

Source:

Montana Department of Labor and Industry: "Unemployment Rates and Labor Force Statistics" Note: annual data, not seasonally adjusted

According to the Montana Regional Economic Analysis Project, the employment in Pondera is considered to be lagging when compared with all 56 Montana counties. The Project classifies growth and performance into 4 broad categories: *Leading*, *Slipping*, *Gaining* and *Lagging*. Pondera County is classified as "*Lagging*" in that its employment growth recorded below the statewide average in 2008 and its longer-term average fell below that of the average statewide over 1999-2008. In 2008, Pondera County ranked 56 out of the 56 counties, over 1999-2008 it ranked 53. (MT-REAP: LGSL Analysis)

### 2. Businesses and Industry

In 2007, there were 183 business establishments in Pondera County according to the U.S. Census Bureau's annual County Business Patterns Report for states, counties, and major metropolitan areas. These businesses had a total of 1,422 paid employees as of March 12, 2008. (Refer to Table 4.6.) In 2008, there were two businesses in the county with between 100 to 249 employees, two with between 50 to 99 employees, seven with between 20 and 49 employees, and all other establishments employed less than 20 persons (County Business Patterns). Between 2000 and 2007, the number of business establishments in Pondera County decreased by 6.2%, ranking it sixth highest among Montana's 56 counties for percentage loss of businesses. (Montana CEIC, "County Business Patterns")

Major private sector businesses in the Conrad area include Pondera Medical Center, Intercontinental Truck Body (manufacturing), implement dealerships, barley processing plant, and grocery store. Major private sector businesses in Valier include Swank Enterprises (engineering firm) and grocery store.

Unique features of the business economy in Pondera County include the preponderance of agricultural production including crops and value-added processing facilities such as the barley and mustard seed processing plants (see separate section on Agriculture), presence of manufacturing in a relatively isolated location, headquarters of an engineering firm of regional significance in Valier. Pondera County also has a number of natural resources that contribute to a recreation-based economy including fishing, hunting, and camping. Lake Frances and Swift Dam are destination locations for out-of-county visitors. The town of Valier has improved the Lake Frances camping and fishing access area, which it manages.

Although the county has lost businesses, and overall industry earnings between 1998-2008 trailed Montana's overall average of 3.40%, it had significant industry earnings in 2008. In 2008, the most recent year for which data are available, Pondera County's overall industry earnings increased by 4.74% compared to the statewide average of -.51%. In 2008, Pondera County ranked 14 out of the 56 counties for industry earnings increase. (MT-REAP, LSGL Analysis Real Industry Earnings Growth) It is unclear if this was an unusual blip in a general trend or if it is an indicator of potential improvement.

Table 4.6. Business Establishments in Pondera County 2008			
Industry	Paid employees for paid period including March 12 (number)	Total Establishments	
Total	1,422	183	
Forestry, Fishing, Hunting, and Agriculture Support	0-19	3	
Mining	0-19	2	
Utilities	20-99	4	
Construction	176	15	
Manufacturing	100-249	7	
Wholesale Trade	92	13	
Retail Trade	287	35	
Transportation and Warehousing	0-19	7	
Information	19	6	
Finance and Insurance	80	11	
Real Estate and Rental and Leasing	0-19	5	
Professional, Scientific, and Technical Services	43	13	
Administrative and Support and Waste Management and Remediation Services	0-19	3	
Health Care and Social Assistance	299	20	
Arts, Entertainment, and Recreation	20-99	4	
Accommodation and Food Services	168	15	
Other Services (except Public Administration)	69	20	

Source: U.S. Census Bureau, County Business Patterns

The County Business Pattern data do not include self-employed individuals, agricultural production employees, and most government employees. These jobs are estimated by the U.S. Bureau of Economic Analysis annually. More than one-third of all employment in Pondera County consisted of proprietors (business owners or self-employed persons), according to 2008 estimates. Private sector employment (including proprietors) was estimated to account for 72% of all employment in Pondera County in 2008, employment by government accounted for 13%, and farm employment accounted for 15%.

Table 4.7. Employment by Industry in Ponde	era County 2	008
	Numbers	Percent
Total Employment	3,051	
Ву Туре:		
Wage and Salary Employment	1,950	63.9%
Proprietors Employment	1,101	36.1%
Farm Proprietors	385	12.6%
Nonfarm Proprietors 2/	716	23.5%
By Industry:		
Farm Employment	471	15.4%
Nonfarm Employment	2,580	84.6%
Private Employment	2,185	71.6%
Forestry, Fishing, Related Act., & Other	D	NA
Mining	63	2.1%
Utilities	21	0.7%
Construction	203	6.7%
Manufacturing	86	2.8%
Wholesale Trade	160	5.2%
Retail Trade	394	12.9%
Transportation & Warehousing	68	2.2%
Information	21	0.7%
Finance & Insurance	107	3.5%
Real Estate & Rental & Leasing	96	3.1%
Professional & Technical Services	91	3.0%
Management of Companies & Enterprises	0	0.0%
Administrative & Waste Services	67	2.2%
Educational Services	D	NA
Health Care & Social Assistance	D	NA
Arts, Entertainment & Recreation	42	1.4%
Accommodations & Food Services	139	4.6%
Other Services, Except Public Admin.	195	6.4%
Government & Government Enterprises	395	12.9%
Federal, Civilian	37	1.2%
Federal Military	29	1.0%
State and Local	329	10.8%

State Government	10	0.3%
Local Government	319	10.5%

Source: U.S. Department of Commerce, Bureau of Economic Analysis with calculations and table prepared by the *Montana Regional Economic Analysis Project* 

Notes: D= Data withheld to ensure privacy

Percentage calculations prepared by Cossitt Consulting

#### 3. Wages

When adjusted for inflation, average earnings per job decreased between 1970 and 2008 in Pondera County. In 1970, average earnings per job were \$31,017 (in constant \$ 2005), above the U.S. average job earnings by 10% and greater than the statewide average by 23%. In 2008, average earnings per job were \$31,279 (in constant \$ 2005), 32% below the national average and 5% below the statewide average.

#### 4. Economic Development Efforts

Pondera County is served by four different agencies working to promote business and the general economy: 1) Regional Port Authority (merged with Pondera Economic Development Corporation), 2) Valier Area Development Corporation, 3) Conrad Area Chamber of Commerce, and 4) Sweetgrass Development Corporation.

## Pondera Regional Port Authority

The Pondera Regional Port Authority was created (2004) to stimulate and develop commerce, create opportunities for employment, and work towards the advancement of general welfare and prosperity within Pondera County.

Working in cooperation with the City of Conrad, the Town of Valier, and Pondera County, the Port Authority is available for business technical advice, business relocation and expansion assistance, and financial assistance. One of the Port Authority's major successes was helping Intercontinental Truck Body acquire a number of grants to expand their business, which is located approximately 11 miles outside of Conrad. The Port Authority is also working to renovate and make available housing for low-moderate income households, with projects in Brady and Conrad. They also wrote successful grants to update the senior center in Conrad, and work began on the renovation project in 2010.

The Pondera Regional Port Authority functionally merged with the Pondera Economic Development Corporation in 2010. The Port Authority submitted a grant application to renovate the old railroad depot into office space. (Curry and Pondera Regional Port Authority)

#### Valier Area Development Corporation

The Valier Area Development Corporation participates in a number of annual events and operates a website providing information about Valier. Approximately 50 members are listed on the Development Corporation's website. (Valier Area Development Corporation)

#### Conrad Area Chamber of Commerce

The Conrad Area Chamber of Commerce's mission statement is: "Through our actions, we will support and encourage growth of commerce in the Conrad market area. We will provide information, programs and promotional activities designed to stimulate use of local services by consumers to support economic growth." The Chamber hosts a website with information on upcoming events. Membership is approximately 120 entities. (Conrad Area of Commerce)

#### **Sweetgrass Development Corporation**

Sweetgrass Development is a private, non-profit corporation created in 2004 and located in Cut Bank, Montana to support economic development in the counties of Glacier, Cascade, Pondera, Teton and Toole, as well as the Blackfeet Nation. Sweetgrass Development has a website that provides general information about its services and the region it serves. The website indicates Sweetgrass Development offers a variety of economic and community development services, small business technical assistance including start up and planning, grant writing and administration, and business recruitment and retention. (Sweetgrass Development Corporation) According to Mayor Graye of Valier and Pondera Port Authority representative Cheryl Curry, Sweetgrass Development has not been active for a few years.

#### 4.3.3 Local Government Economics

Pondera County, Conrad, and Valier operate local government in the county. Based on 2008 information, the budgets for these local governments are a little leaner than their counterparts statewide.

Total general fund appropriations in 2008 were \$1.4 million for the county, compared to a statewide average for counties with similar tax valuation (Class 3) of \$2.8 million. General fund appropriations for Conrad in 2008 were \$966,414, compared to statewide averages for other towns with similar population (Class 3) of \$1.2 million. Valier had general fund appropriations of \$113,650, compared to a statewide average of \$235,785 for all towns of similar population.

Although value of a mill is less in Pondera County, Conrad, and Valier compared to other similar jurisdictions statewide, the total mills assessed by Pondera County and Conrad are generally within the range of statewide averages. Total mills assessed in Valier were roughly half those of similar towns statewide. Value of a mill in the County was \$12,443 (compared to statewide average value of a mill of similar counties of \$17,907). Value of a mill was \$2,109 in Conrad (compared to statewide average for Class 3 cities of \$4,477. Mill value was \$533 in Valier (compared to statewide average value of similar municipalities at \$551). Total mills levied in 2008 were 193.7 in the county (compared to similar county statewide average of 164.8 mills), 143.6 in Conrad (compared to average of similar municipalities' mills at 168.72, and 85.9 in Valier (compared to average of similar towns' mills at 144.9). (Local Government Center)

According to Dan Clark, Executive Director of the Local Government Center at Montana State University, many jurisdictions across Montana are facing the maximum allowed mills set out in state law. Options for additional revenues when the mill maximum is reached include possible rate structures for certain services (e.g., water, waste-water) and/or creation of Special Improvement (municipal) and Rural Special Improvement (county) taxing districts. Although

some new transportation/utility facilities, such as the MATL, increase the overall taxable valuation, they also create additional costs, especially during initial construction. These include additional traffic impact on streets and roads and potential weed impacts and resulting additional enforcement and management.

## **4.4 Projected Future Economic Trends**

Conrad, Valier, and Pondera County have trended behind state and national averages for personal income, business development, and job creation for decades. This has also affected revenues to the town and county governments, which in turn can affect how well streets and roads, water and sewer infrastructure, and government buildings are maintained, and level of other services provided by local government. There is a two-way link between being able to attract and retain businesses and overall economic health of the community.

The economic recession that hit the nation in 2008 has not had the same shocking dramatic effect in Pondera County. Pondera County's overall industry earnings increase of 4.74% in that year highlighted the difference, but one year's strong showing does not necessarily imply the county's economy is on a strong rebound.

Pondera County has unique advantages. It is less than an hour from Great Falls. It is along major transportation corridors — the interstate, rail lines, and power lines, such as the MATL soon to be constructed. These are important links to out-of-area markets with larger populations. The county has considerable resources— good soils and conditions for agriculture, wind power, oil, gas, natural scenic beauty, and proximity to Glacier National Park. Conrad and Valier have many excellent facilities, services, and business establishments that make the area desirable for business development and expansion.

Government, businesses, and individuals in Pondera County are working together and working hard to improve the community and to improve the business climate. The efforts of the Pondera Port Authority, Chamber, and other individual business efforts and the support provided by local government are steps in the right direction to improve and strengthen the economy. Enhancing local businesses and attracting industry and other businesses that build on the strengths of the local economy make sense for Pondera County.

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