

Final Report of the
1969 IOWA LEGISLATIVE APPORTIONMENT COMMISSION

The Iowa Legislative Apportionment Commission established under the provisions of Senate Joint Resolution 5, Acts of the Sixty-third Iowa General Assembly, begs leave to report to the Sixty-third General Assembly as directed. The Commission has completed its assignment and in accordance with S.J.R. 5 files the following report on this first day of April, 1969 in the office of the Secretary of State.

Membership and Procedure

The 1969 Iowa Legislative Apportionment Commission, consisting of one Republican and one Democrat from each of Iowa's seven Congressional Districts appointed respectively by the state chairmen of the two major political parties, held its organizational meeting in Des Moines on January 30. Bennett A. Webster of Des Moines (Republican, 5th District), the only Commission member who had also served on the 1967 Iowa Legislative Subdistricting Commission, was elected Chairman, and John P. Kibbie of Emmetsburg (Democrat, 6th District) was elected Vice Chairman. The other members of the Commission were Fred W. Benson of Sheldon (Republican, 6th District), Lawrence D. Carstensen of Clinton (Republican, 2nd District), T. Cooper Evans of Grundy Center (Republican, 3rd District), Robert D. Fulton of Waterloo (Democrat, 3rd District), Mrs. James Green of Dubuque (Democrat, 2nd District), Charles A. Hanson of Des Moines (Democrat, 5th District), Alan Lee of Davenport (Democrat, 1st District), Harlan S. Lowe of Toledo (Republican, 4th District), James Rielly of Oskaloosa (Democrat, 4th District), Lee Schneider of Davenport (Republican, 1st District), Marvin S. Shirley of Minburn (Democrat, 7th District), and R. John Swanson of Red Oak (Republican, 7th District).

The Commission held eight meetings, all in Des Moines. These included two two-day meetings and a three-day meeting. In addition, Commission members individually held numerous meetings

with legislators, local political party officials, and other interested persons, as well as with their counterparts from the respective Congressional Districts, during February and March. The Commission on March 25 reached agreement in principle on a legislative districting recommendation to the Sixty-third General Assembly, as hereinafter reported, and the agreement and this report were formally adopted by the Commission at its last meeting on April 1, 1969.

Background and Guidelines

The voters of Iowa on November 5, 1968 adopted an amendment to the Constitution of the State of Iowa, relating to apportionment of the General Assembly. Among the provisions of this constitutional amendment are requirements that:

1. The Senate be composed of not more than 50 members, 11 fewer than at present, and the House of Representatives of not more than 100 representatives, 24 fewer than at present.
2. Legislative districts consisting of compact and contiguous territory be established on the basis of population.

Senate Joint Resolution 5 established the Legislative Apportionment Commission to formulate and recommend to the General Assembly a plan for complying with the foregoing constitutional mandate. In addition to the constitutional requirements outlined in the preceding paragraph, the General Assembly in passing S.J.R. 5 established the following guidelines for the Apportionment Commission:

1. Each senator and each representative shall be elected from a single-member district.
2. Legislative districts shall be of substantially equal population, on the basis of the 1960 United States decennial census.
3. Each Senate district shall consist of two entire House districts.

4. No voting precinct shall be divided in forming a legislative district.
5. Legislative district boundaries shall follow county boundaries wherever possible, consistent with the requirements of the federal and state constitutions and the other guidelines established by S.J.R. 5.
6. Wherever possible, senators shall be permitted to complete the terms for which they were elected. However, if two or more incumbent senators are placed in the same Senate district, that district shall elect a senator in the 1970 elections and the terms of any incumbent senator or senators shall be shortened if necessary to permit election of a senator in 1970.

Data Used by Commission

Several months before the convening of the Sixty-third General Assembly, the Legislative Research Bureau began gathering the data needed to complete the reapportionment of the Legislature which would be required if the proposed constitutional amendment on the composition of the General Assembly were adopted by the people. The Bureau's objectives were to determine the exact location of the relevant boundaries of political subdivisions, and to determine to what extent changes in subdivision boundaries since the 1960 census was taken would necessitate adjustments in 1960 census population figures.

Letters were sent to all county auditors inquiring about any changes in township boundaries since 1960. The majority of the replies received indicated no changes had been made in township boundaries since 1960, and most of the changes which were reported were minor ones. In a few instances significant changes were made in township boundaries in populated areas, and two counties reported that entire civil townships had been dissolved and their territory assigned to neighboring townships since 1960. In each of these cases, the 1960 population of the area affected was reassigned to the political subdivision of which the affected area is now a part.

City clerks of all cities of more than 10,000 population were requested to provide complete data on the present location of ward and precinct boundaries within their cities. In addition, both city clerks and county auditors were requested to provide full information on the exact location and extent of all territory annexed to any city of more than 10,000 population since the 1960 census was taken.

Ward and Precinct Populations

The most difficult part of the preparation of data needed by the Apportionment Commission was the determination of 1960 census population of present wards and precincts within the state's larger cities. Fortunately a considerable portion of the necessary information was already available, having been gathered and prepared for use by the 1967 Legislative Subdistricting Commission.

All of the cities in Iowa of over 10,000 population are subdivided into either precincts or wards. Some of the cities which have established wards further subdivide these wards into precincts, while in others each ward is a single precinct for voting purposes.

City population data from the 1960 federal census was made available in two basic forms. Data for Cedar Rapids, Davenport, Des Moines, Dubuque, Ottumwa, Sioux City, and Waterloo was prepared on a city block basis. The city block population data is available as part of the report of the census of housing for each of these cities, and includes a map on which each individual city block is identified and given a code number. The population of each city block appears in the census of housing report opposite the code number for that block. Thus, it is not difficult to identify ward or precinct boundaries on the census of housing map, and total the populations of the city blocks within each ward or precinct. Estimation is necessary only in the relatively few instances where an irregularly shaped or sparsely populated area has been lumped together as a single "city block" for census data purposes, and it is found that such area is split by a ward or a precinct line. This situation does not arise frequently enough to be significant in terms

of the overall accuracy of ward or precinct populations determined on the basis of city block census data.

1960 Census of Population Supplementary Report PC(S1)-6, dated June 16, 1961, lists the 1960 census population of wards in all cities in the United States which have a population of 10,000 or more, and which have established city wards. The ward populations given in the supplementary census report for cities in Iowa have been used without change in any case where city block data was not available and the boundaries of wards within the 1960 corporate limits of the city involved have not changed since the 1960 census was taken. The cities for which it was possible to take ward population figures directly from this report are Boone, Burlington, Cedar Falls, Fort Madison, Iowa City, Keokuk, Newton, and Oskaloosa. (The foregoing refers to population data provided for use by the Apportionment Commission. Not all of the cities named were actually divided in forming the recommended legislative districts.)

The population totals provided to the Apportionment Commission for each of the foregoing cities do not include any estimated figures except where annexations have occurred subsequent to the 1960 census. The population adjustments necessary where such annexations have occurred are explained later in this report.

In cases where neither city block census data nor ward populations were available from the 1960 census, or where ward boundaries have changed since the 1960 census was taken, it was necessary to estimate the populations of wards or precincts by use of enumeration maps and statistics obtained from the Census Bureau in 1967 for the Subdistricting Commission. Enumeration districts are units established and employed by the Census Bureau for obtaining and compiling population statistics within cities. The boundaries of enumeration districts ordinarily, but not invariably, follow ward or precinct boundaries. Enumeration districts vary somewhat in size, tending to be smaller in more densely populated areas, but rarely are less than twenty to thirty city blocks in extent and may be considerably larger.

To the extent that ward and precinct boundaries follow the boundaries of enumeration districts, the populations of the wards and precincts can be determined by totaling the populations of the enumeration districts within each ward or precinct. However, where ward or precinct boundaries have been changed since 1960, the new boundaries often cross the boundaries of the 1960 census enumeration districts. In these cases it is necessary to estimate the proportion of the population of the enumeration district lying on either side of the new ward or precinct boundary. In so doing, relatively even population density within each enumeration district has been assumed, and the population of the enumeration district has been divided among the wards or precincts involved in proportion to the division of the enumeration district's total territory between the wards or precincts.

The cities for which it was necessary to estimate the population of some or all wards or precincts on the basis of enumeration districts were Clinton, Council Bluffs, Fort Dodge, Marion, Marshalltown, Mason City, and Muscatine. It was not possible to provide the Apportionment Commission with ward and precinct populations for the City of Bettendorf, because the ward boundaries there have been changed extensively since 1960 and no enumeration district map of the city was available to the Legislative Research Bureau.

Two unusual cases are the cities of Ames and West Des Moines. In each case, ward boundaries were changed after the 1960 census was taken, but the new ward boundaries followed the boundaries of 1960 census enumeration districts so that the exact 1960 census population of each of the new wards could be determined from the enumeration district data without the necessity of making estimates.

Annexations Since 1960

The 1967 Subdistricting Commission reported that, if single-member legislative districts were established in Iowa's larger counties in accordance with its recommendations, it would be found that some precincts in the state's larger cities would be split by legislative

subdistrict boundaries because

". . . corporate limits may have been extended since 1960 but the legislative subdistrict boundaries will cite 1960 corporate limits. If the 1960 boundaries are not used, residents of a newly incorporated area would not only be counted in the population of the newly incorporated area but would also be included in the 1960 township population statistics. The alternative is to attempt to estimate how many of the 1960 township residents should be included in the incorporation and how many should remain in the township population."*

In view of the guideline of S.J.R. 5 that no voting precinct should be divided in forming a legislative district, it was immediately obvious that the 1969 Legislative Apportionment Commission would have to adopt the latter alternative. It was agreed that in all cases the population assigned to areas which were outside the corporate limits of cities at the time of the 1960 census, but were subsequently annexed, should correspond as nearly as possible to the number of persons actually living in these areas in 1960, rather than being related in any manner to present population. Thus, for example, an area in which a relatively few farm families resided in 1960 but which has since been annexed, subdivided, and developed, may now have a population of several hundred or even several thousand persons. However, the population assigned to the area for the Legislative Apportionment Commission's purposes would be that represented by the farm families actually living in the area at the time of the 1960 census.

In gathering the information necessary to estimate the actual 1960 populations of areas subsequently annexed to some of Iowa's larger cities, great reliance has been placed on local offi-

* Quoted from report of the Iowa Legislative Subdistricting Commission, 1967.

cials. In nearly every case, these estimates have been prepared by or with the assistance of county auditors, city clerks, or city or county engineers or zoning officials.

It may be noted that the adjustments in official 1960 census population data made for the purpose of reflecting annexations to the state's larger cities, and in a very few instances for the purpose of reflecting changes made in township boundaries within less populous counties, have been confined entirely to political subdivisions within individual counties. No county has been assigned a population greater or less than its official 1960 census population for the Apportionment Commission's purposes.

Use of Computer-Drawn Districting Plans

The University of Iowa Computer Center, which had provided valuable assistance to the 1967 Subdistricting Commission, was contacted immediately after the establishment of the Legislative Apportionment Commission, and requested to assist in the work of formulating a state-wide legislative districting plan. Using the data assembled for and accepted by the Commission, the Computer Center generated a number of alternative senatorial and representative districting arrangements for the state. In addition, sets of alternative districting arrangements for some of the populous counties and for particular regions within the state were also generated by the Computer Center at the request of various Commission members.

The districting plan which the Commission has agreed to recommend to the General Assembly includes some features of several of the computer-drawn plans presented to the Commission. The boundaries of those districts drawn by the computer which were not satisfactory to Commission members have been altered as deemed desirable by the Commission, either in recognition of relevant factors which the computer was not programmed to take into account, or on the basis of compromises of opposing points of view.

RECOMMENDATIONS

Apportionment Plan

The Commission herewith submits a plan for redistricting the state into fifty senatorial districts and one hundred representative districts, and recommends the adoption of the plan by the Sixty-third General Assembly. The Commission's plan is presented in the form of attachments to this report which include:

1. Maps of the four geographic quadrants of the state, showing the county and township boundaries, and where possible the city or town boundaries, along which legislative districts have been drawn.
2. Maps showing in more detail the boundaries of the legislative districts in areas where these boundaries are located entirely or partially within the corporate limits of cities.
3. A complete list of the counties and townships, and wards and precincts where these are applicable, which form each senatorial and representative district in the recommended plan.

The Commission has asked the Legislative Research Bureau to draft legislation to implement the Commission's recommendations. Although the proposed legislation will be separate from the Commission's report, it is suggested that the General Assembly submit a copy of the proposed legislation to the Secretary of State to be retained with the report for reference purposes.

Reprecincting

The continuing growth and development of Iowa's cities and towns necessitates the adjustment of their ward and precinct boundaries from time to time. Unfortunately, some of the state's larger cities, which must be divided in forming legislative districts,

revised their precincts or indicated they were making preparations to do so while the Apportionment Commission was deliberating. This added to the difficulty of the Commission's work.

Legislative reapportionment will again be required after the 1970 census, and it should be regarded as essential that at least the larger cities complete any needed redrawing of ward or precinct boundaries before that reapportionment is undertaken. It is highly desirable that these changes be made before the 1970 census is taken, so that the census figures can be used directly in determining the population of wards and precincts whose boundaries may also form the boundaries of legislative districts.

After the 1970 census, if reprecincting is deemed advisable and any city wishes to draw precinct boundaries across existing legislative district lines, it would be possible for the city to formulate a master plan which could be used in drawing new legislative district lines. Then, after such lines had been drawn, the cities could formally adopt the precincts based upon the master plan. Such procedure would be of great assistance in any future legislative apportionment.

COMMENDATIONS

The Commission wishes to express its gratitude to all local officials, party officials, and state legislators whose work, cooperation, and spirit of compromise materially assisted in the work of the Commission. The Commission commends The University of Iowa Computer Center, under the direction of G. P. Weeg, for its assistance in drawing reapportionment proposals. Without the work of John M. Liittschwager and Burton Gearhart of The University of Iowa in preparing the various computer-drawn districting plans, the final recommendations of the Commission could not have been formulated in the time available.

The commission further commends the Legislative Research Bureau and its staff, under the direction of Serge H. Garrison, for

the gathering of necessary statistical data, and for research assistance, which helped to make the completion of the project possible.

Philip E. Burks, acting as Secretary of the Commission, was particularly helpful in the overall work of the Commission.

Bennett A. Webster
Bennett A. Webster, Chairman

John P. Kibbie
John P. Kibbie, Vice Chairman

Fred W. Benson
Fred W. Benson

Robert D. Fulton
Robert D. Fulton

Lawrence D. Carstensen
Lawrence D. Carstensen

Dorothea Green
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Harlan S. Lowe

Alan Lee
Alan Lee

Lee Schneider
Lee Schneider

James Rielly
James Rielly

R. John Swanson
R. John Swanson

Marvin S. Shirley
Marvin S. Shirley

January 21, 1969
Passed on File

SENATE JOINT RESOLUTION 5

Constitutional Amendment and Apportionment 1-21
Passed or amended 1-22
House Constitutional Amendment 1-23
Passed 1-23
By STANLEY, LANGE and POTGETER
(Van Nostrand, McCartney, Shaw, Edgington,
Varley, Van Drie, Millen and Lipsky)

Passed Senate, Date 1-22-69 Passed House, Date 1-27-69

Vote: Ayes 61 Nays 2 Vote: Ayes 117 Nays 2

Approved

SENATE JOINT RESOLUTION

- 1 A Joint Resolution to establish a commission to conduct a
- 2 study of the apportionment of the general assembly and
- 3 to make recommendations to the general assembly.
- 4 WHEREAS, the Constitution of the state of Iowa provides
- 5 that the state of Iowa shall be apportioned into senatorial
- 6 and representative districts on the basis of population as
- 7 shown by the most recent United States decennial census, with
- 8 each district being of compact and contiguous territory, and
- 9 WHEREAS, the said Constitution further provides that the
- 10 number of senators in the senate shall total not more than
- 11 one-half the membership of the house of representatives, with
- 12 the senate to be composed of not more than fifty and the house
- 13 of representatives not more than one hundred members, and
- 14 WHEREAS, such senatorial and representative districts must
- 15 be established by the general assembly in conformance with
- 16 the said Constitution and prior to the primary elections to
- 17 be held in 1970, and
- 18 WHEREAS, it is desirable to expedite the establishment of
- 19 such senatorial and representative districts and to allow
- 20 the general assembly to devote its time to other matters,
- 21 NOW THEREFORE
- 22 *Be It Resolved by the General Assembly of the State of Iowa:*
- 23 Section 1. An apportionment commission of fourteen members
- 24 is hereby created. Within seven days after the effective date
- 25 of this Resolution, seven members shall be appointed by the

1 state chairman of the political party whose candidate for the
2 office of governor received the largest number of votes cast
3 for that office in the last general election, and seven mem-
4 bers shall be appointed by the state chairman of the political
5 party whose candidate received the next largest number of
6 votes cast for that office in the last general election. In
7 each case, the state chairman shall appoint one member from
8 each congressional district, who shall be a resident of that
9 district. If either state chairman fails to comply with this
10 section, the chief justice of the supreme court of Iowa shall
11 immediately make the appointments on behalf of the chairman.

12 Any vacancy by reason of the death or resignation of a member
13 shall be filled in the same manner as the original appointment.

14 Sec. 2. The commission shall organize, choose a chairman
15 from its membership and adopt rules for the conduct of its
16 proceedings. The commission may hold public hearings, con-
17 sult with representatives of political parties and groups,
18 employ staff and retain expert technical assistants. The
19 commission shall have access to all public records. It shall
20 have the power to subpoena. All public officials in this
21 state shall fully cooperate with the commission and shall
22 promptly furnish all information and assistance requested by
23 the commission.

24 It is the intent of the general assembly to provide by law
25 for compensation of members in the amount of forty dollars for
26 each day actually engaged in the performance of their duties
27 and reimbursement for their actual and necessary expenses.
28 The existence of the commission shall terminate upon April
29 2, 1969, except that the commission thereafter may correct
30 any errors in its apportionment plan.

31 Sec. 3. On or before March 15, 1969 if possible, and in
32 any event no later than April 1, 1969, the commission shall
33 file in the office of the secretary of state an apportionment
34 plan which shall be consistent with the following principles:

35 a. There shall be one hundred representative districts and

1 fifty senatorial districts. Each district shall be a single-
2 member district.

3 b. Both houses shall be apportioned on a population basis
4 as shown by the 1960 United States decennial census. Districts
5 shall be of substantially equal population and shall be of com-
6 pact and contiguous territory, as required by the Constitution
7 of the state of Iowa and Constitution of the United States.

8 c. Each senatorial district shall consist of two entire
9 representative districts.

10 d. No voting precinct shall be divided in forming a dis-
11 trict.

12 e. District boundaries shall follow county boundaries where-
13 ever possible, subject to constitutional requirements and the
14 other principles stated in this section.

15 f. Wherever possible, senators shall be permitted to com-
16 plete the terms for which they were elected. Any senator
17 elected in 1968 for a four-year term, and who is the only
18 senator residing in his district under the apportionment plan,
19 shall be permitted to complete his term. If two or more
20 senators reside in the same senatorial district under the
21 plan, that district shall elect a senator in the 1970 elec-
22 tions and terms shall be shortened where necessary to permit
23 such election.

24 Sec. 4. The general assembly shall by statute, either
25 adopt the apportionment plan as submitted or as modified by
26 the general assembly, or adopt a plan of its own. Any plan
27 adopted shall be applicable for the 1970 primary election,
28 the 1970 general election and any special election to fill
29 any vacancy in the general assembly occurring after December
30 31, 1970.

31 Sec. 5. This Resolution being deemed of immediate impor-
32 tance shall be in full force and effect from and after its
33 passage and publication in the Charles City Press, a newspaper
34 published at Charles City, Iowa, and in The Muscatine Journal,
35 a newspaper published at Muscatine, Iowa.