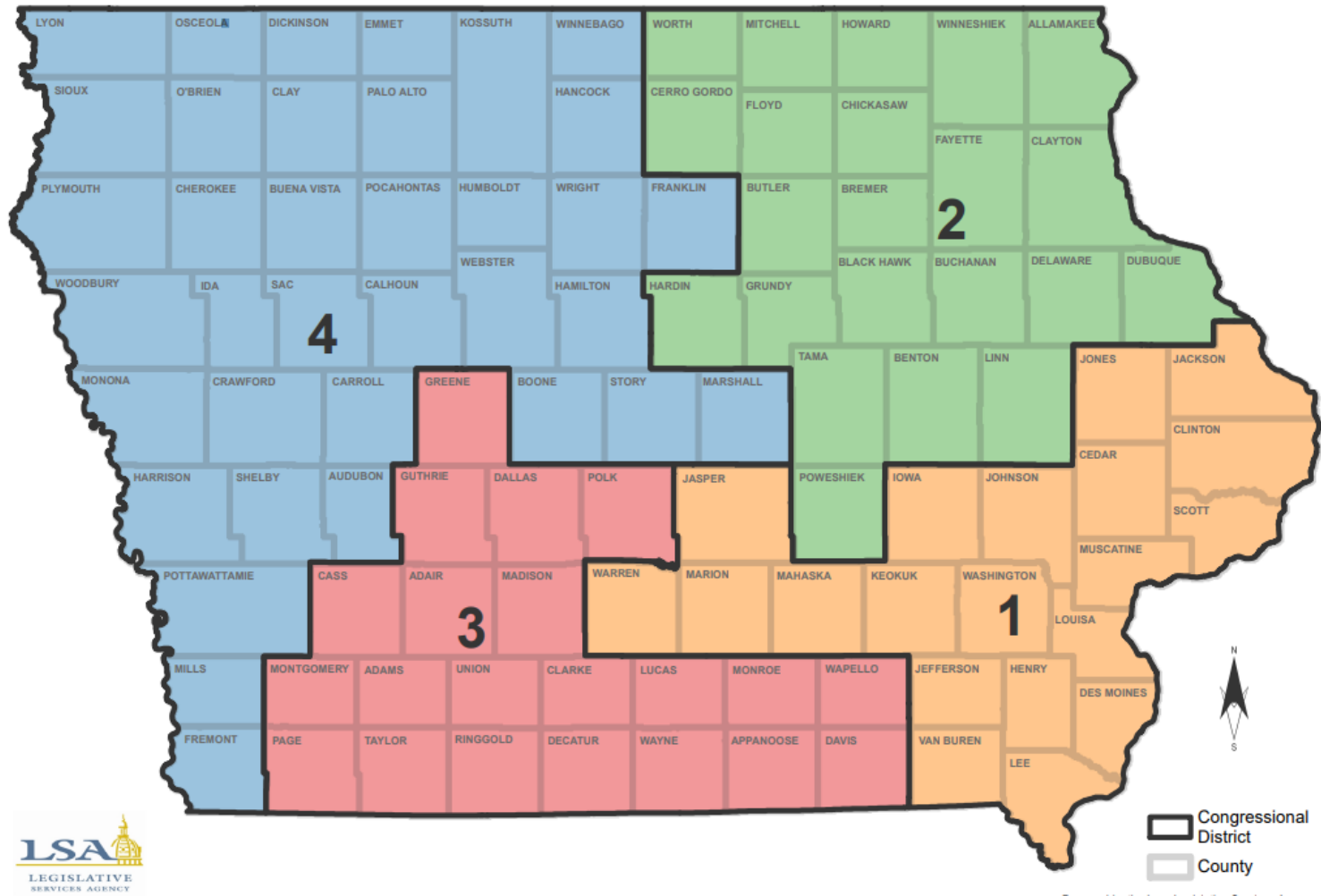


Redistricting in Iowa



Ed Cook, Senior Legal Counsel
Legislative Services Agency

THE GERRY-MANDER.

Boston Gazette, March 26, 1812.

A new species of *Monster*, which appeared in *Essex South District* in Jan. 1812.



"O generation of VIPERS!
who hath warned you of the
wrath to come?"

"THE horrid Monster of which
this drawing is a correct
representation, appeared in the
County of Essex, during
the last session of the
Legislature."

"For these reasons and other
valuable considerations, the Doctor
has decreed that the monster shall
be denominated a Gerry-mander,"

1960's Redistricting Revolution

- One person – One vote

Federal Constitutional Law

...legislative apportionment was a justiciable issue and merited judicial evaluation. *Baker v. Carr* (1962)

Equal population – one person one vote standard applied to Congressional and State legislative districts.

Wesberry v. Sanders, 376 U.S. 1 (1964)(Cong Districts)

Reynolds v. Sims, 377 U.S. 533 (1964)(State Leg. Districts)

Strict equality standard for Congressional redistricting

– “as nearly equal as practicable”

Wesberry v. Sanders

- Voting Rights Act – 1965

Section 5 (42 U.S.C. § 1973c)

- Had applied to selected jurisdictions with history of discrimination - not Iowa
- Coverage formula unconstitutional. *Shelby County v. Holder* (2013)

Section 2 (42 U.S.C. § 1973)

- Applies to all jurisdictions
- Prohibits imposing or applying practices, or procedures to deny or abridge the right to vote on account of race or color or because a person is a member of a language minority group.
- Vote dilution

Voting Rights Act and Iowa

- Has not been an issue for Congressional and Legislative redistricting.
 - Thornburg v. Gingles, 478 U.S. 30, 50-51 (1986) – 3 part test for potential Section 2 action.
 - Iowa doesn't meet part 1 - Minority population not sufficiently large or compact whereby a majority-minority district could be created.

U.S. Supreme Court and Population Equality

How equal and by what standard?

Population Equality Terms

- **Absolute deviation:** The difference, expressed as a positive number, between the actual population in a district and the ideal population for that district.
- **Absolute mean deviation:** The sum of the absolute deviations of all districts in a plan divided by the number of districts.
- **Ideal population:** Equal to the total population of the state or geographic unit to be redistricted divided by the number of districts to be created.
- **Mean deviation percentage variance:** The absolute mean deviation of a plan divided by the ideal population for districts in that plan, and expressed as a percentage.
- **Overall range:** The difference between the most populous and least populous districts in a proposed redistricting plan.
- **Overall range percentage variance:** The absolute overall range for a plan, divided by the ideal population for a district, and expressed as a percentage.
- **Overall range ratio:** The ratio calculated by dividing the population of the most populous district by the least populous district.

Congressional Population Standard

Strict Equality

- Karcher v. Daggett, 462 U.S. 725 (1983)
- Held overall range percentage of .6984 unconstitutional
- “We thus reaffirm that there are no de minimis population variations, which could practicably be avoided, but which nonetheless meet the standard of Art. I, Sec. 2, without justification.”

Population Analysis – What Variation Can be Justified?

“(a)ny number of consistently applied legislative policies might justify some variance, including, for instance, making districts compact, respecting municipal boundaries, preserving the cores of prior districts, and avoiding contests between incumbent Representatives.”

Karcher, at 740.

Population analysis – cont.

“The showing required to justify population deviations is flexible, depending on the size of the deviations, the importance of the State's interests, the consistency with which the plan as a whole reflects those interests, **and the availability of alternatives that might substantially vindicate those interests yet approximate population equality more closely.**”

Karcher, at 741.

Justifying Population Deviations

- *Tennant v Jefferson County Commission*, 567 U.S. 758 (2012) (West Virginia)
- Held overall range percentage of .79% constitutional
- Deviation was justified based on valid consistently applied identifiable state objectives:
 - Not splitting counties.
 - Avoiding contests between incumbents.
 - Minimize population shifts between districts.
- No alternative plan with better population deviations met all of the identifiable state objectives.

Congressional Redistricting - Population Equality Analysis

- As close to 0 deviation as possible – no safe harbor deviation percentage. “As nearly equal as practicable...”
- Overall range percentage variance most commonly used to measure population equality.
- Case by case analysis to determine if the population variation is specifically justified. Deviation must be based on consistently applied and identifiable state objectives.
- Are alternative plans that meet the state’s objectives with better population deviations available?

State Legislative Districts Population Standards

Less Stringent Federal Constitutional Requirement

“Thus, whereas population alone has been the sole criterion of constitutionality in congressional redistricting ..., broader latitude has been afforded the States under the Equal Protection Clause in state legislative redistricting”

Mahan v. Howell, 410 U.S. 315, 322 (1973).

Generally a state or local legislative map with an overall range percentage of less than 10% presumptively complies with the one-person, one-vote rule.

Evenwel v. Abbott, 136 S. Ct. 1120, 1124 (2016)

What About Iowa?

Iowa's Redistricting Revolution

- 1968 - Iowa Constitution amended
 - Population; Compact and contiguous; Supreme Court review and timeline; Congressional county requirement
- 1972 – In re Legislative Districting of General Assembly, 193 N.W.2d 784 (Iowa 1972)
 - Legislative redistricting plan invalid – population exactness and prohibited factors
- 1980 Legislation – H.F. 707 – Iowa Code chapter 42 – Iowa's Redistricting Process

Iowa Constitutional Response 1968

- Amendment 3. Section six (6) of Article three (III), section thirty-four (34) of Article three (III) and the 1904 and 1928 amendments thereto, sections thirty-five (35) and thirty-six (36) of Article three (III) and the 1904 amendment to each such section, and section thirty-seven (37) of Article three (III) are hereby repealed and the following adopted in lieu thereof:

State Legislature – Number, District Standards

- **Senators - number and classification. SEC. 6.**
 - not more than one-half the membership of the house of representatives
 - classified so that as nearly as possible one-half of the members of the senate shall be elected every two years
- **Senate and House of Representatives - limitation. SEC. 34.**
 - The senate shall be not more than 50 and the house of representatives shall be not more than 100 members.
 - Each district shall be of compact and contiguous territory.
 - Senatorial and representative districts shall be apportioned on the basis of population.
 - The General Assembly may provide by law for factors in addition to population, not in conflict with the Constitution of the United States, which may be considered in the apportioning of senatorial districts.
 - A majority of the members of the senate shall not represent less than 40 percent of the population of the state as shown by the most recent United States decennial census.

Congress

- **Congressional districts. SEC. 37.** When a congressional district is composed of two or more counties it shall not be entirely separated by a county belonging to another district and no county shall be divided in forming a congressional district.

Timeline and Procedure

- **Senators and representatives - number and districts. SEC. 35.**
 - The General Assembly shall complete the apportionment of senatorial and representative districts prior to September 1 of the year ending in one. If the apportionment fails to become law prior to September 15 of such year, the Supreme Court shall cause the state to be apportioned into senatorial and representative districts prior to December 31 of such year.
 - The reapportioning authority shall, where necessary in establishing senatorial districts, shorten the term of any senator prior to completion of the term. (No senator whose term is so terminated shall be compensated for the uncompleted part of the term).
- **Review by Supreme Court. SEC. 36.**
 - Upon verified application by any qualified elector, the Supreme Court shall review an apportionment plan adopted by the General Assembly. If the Supreme Court determines such plan does not comply with the requirements of the Constitution, the court shall adopt or cause to be adopted a compliant apportionment plan within ninety days.
 - The Supreme Court shall have original jurisdiction of all litigation questioning the apportionment of the General Assembly or any apportionment plan adopted by the General Assembly.

Post 1968 Iowa Legislative Redistricting

- Plans drawn for the 1971-72 General Assembly
- 1969 Iowa Acts, ch. 328 (S.J.R. 5) established procedure:
 - Utilized 14 member commission appointed by the state party chairs (2 members per congressional district)
 - Based upon 1960 census
 - 100 State representatives, 50 State senators, nested
 - No voting precinct to be divided
 - Follow counties whenever possible
 - General Assembly retained ability to adopt the commission's plan, modify it, or adopt its own plan
- 1969 Iowa Acts, ch. 89 (House File 781)(enacted plan)
- Overall range percentage variances:
 - Senate: 12 percent
 - House: 14 percent

Court Challenge – Round 1

In re Legislative Districting of General Assembly, 175 N.W.2d 20 (Iowa 1970)
(Rasmussen, et al. v. Ray, et al.)

- Population variances exceeded those constitutionally permissible
 - Protection of incumbents and limiting contests with existing members held insufficient justification for population variations
- Utilized exacting congressional standard
- Time constraints prevented adoption of a constitutionally valid plan for 1970 elections
- Directed 1971 Legislature to adopt an acceptable plan for next decade

1971 Legislative Redistricting Plan

- 1971 Iowa Acts, chapter 95 (HF 732)
- Overall range percentage variances:
 - Senate: 3.2 percent
 - House: 3.8 percent
- Plan challenged before the Iowa Supreme Court

Court Challenge – Round 2

In re Legislative Districting of General Assembly, 193 N.W.2d 784 (Iowa 1972)

- Declared the Legislatively enacted plan unconstitutional on population and compactness grounds
- Rejected establishing a de minimus population variance standard for districts
- Impermissible considerations to justify population variances
 - protecting incumbents
 - preserving present districts
 - avoiding joining part of a rural county with an urban county
 - avoiding election contests
 - ensuring the passage of the redistricting plan

Court drawn redistricting plan

In re Legislative Districting of General Assembly, 196 N.W.2d 209 (Iowa 1972); as modified 199 N.W.2d 614 (Iowa 1972)

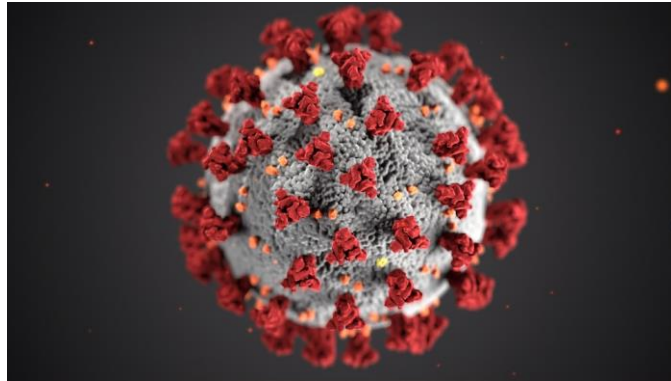
- Court drawn plan
- Court utilized expertise of Legislative Service Bureau to assist drawing of plan
- Overall range percentage variances:
 - Senate: .05 percent
 - House: .09 percent
- 1972 Senate elections

Iowa's Redistricting Process

Creation and codification

- 1980 Legislation – H.F. 707
- 1980 Iowa Acts, ch 1021
- Codified in Iowa Code chapter 42

2021 – COVID-19 Delays



- Census PL 94-171 data released Aug. 12, 2021
- Iowa Supreme Court order extended time for legislature to complete legislative redistricting to December 1, 2021.

Iowa Supreme Court Order, In the Matter of Reapportionment of State Senatorial and Representative Districts, No. 21-1281 (Sept. 14, 2021).

- Acknowledged that the deadlines in Article III, section 35, of the Iowa Constitution to complete legislative redistricting could not be met.
- Noted that the Iowa Constitution provides that the Iowa Supreme Court shall cause the state to be apportioned into legislative districts prior to December 31 if the deadlines are not met.
- Court order permitted “the parties identified in Iowa Code chapter 42 (2021) to prepare an apportionment in accord with Iowa Code chapter 42 (2021) by December 1, 2021.”
- The Supreme Court noted that “Iowa’s statutory process has been recognized as the nation’s ‘gold standard’ for redistricting” and further commented that, “It has been studied and praised by official redistricting reform commissions in other states.”

Key Elements

- Redistricting standards
- Redistricting process

Redistricting Standards

- Include both absolute and relative standards
- Hierarchical structure – standards generally described in order of precedence
- Objective measurement for relative standards

What Are the Specific Redistricting Standards?

Codified in Iowa Code § 42.4

Generally applicable to all levels
of redistricting in Iowa

Iowa Code § 42.4(1) Population



Iowa Code § 42.4(1)

Population

- Congressional Districts
 - As nearly equal as practicable.
 - No district shall vary by more than 1% from ideal population except as necessary to comply with whole county constitutional provision.
 - Burden on General Assembly to justify any district with a variation in excess of 1% from ideal population.

LSA Practical Considerations

- As close to 0 population deviation as possible consistent with the Iowa Constitution's whole county provision.
- Reliance on 1% provision unwise – no safe harbor percentage under U.S. Constitution and applicable case law.
- Case law supports the requirement that each successive congressional plan presented have an equal or lower population variance.

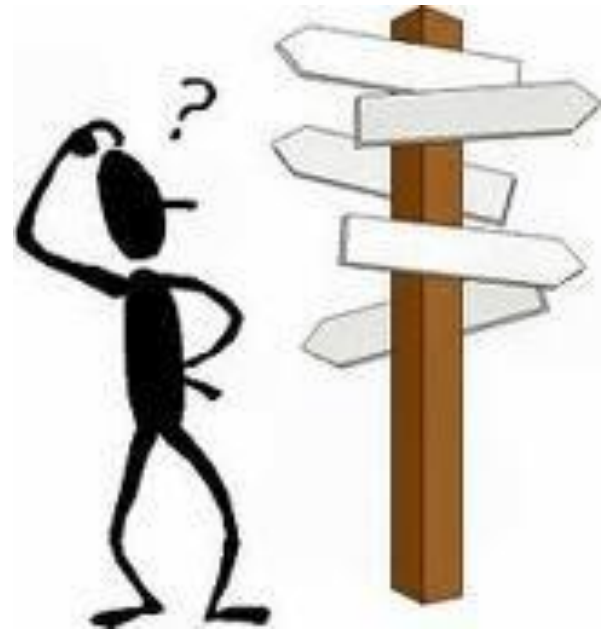
Iowa Code § 42.4(1)

Population

- Legislative Districts
 - As nearly equal as practicable.
 - Mean deviation percentage variance shall not exceed 1%.
 - Overall range percentage variance shall not exceed 5%.
 - Burden on General Assembly to justify any district with a variation in excess of 1% from ideal population.

What is the standard?

- Strictest: No district shall vary from the ideal population by more than 1%.
 - prevent shifting of burden to General Assembly to justify wider population variances
- 1972 Iowa Supreme Court case utilized an exacting population standard for state legislative districts.



Iowa Code § 42.4(2) Respect for Political Subdivisions



Political Subdivision Requirements

- To the extent consistent with the population standards, district boundaries shall coincide with boundaries for political subdivisions.
- Number of counties and cities divided shall be as small as possible.
- Split the larger political subdivision over the smaller unless a legislative district line follows a county line and splits a city.

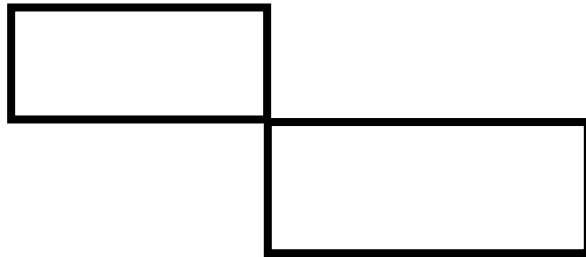
LSA Practical Considerations

- Congress: Follow county lines pursuant to Art III, § 37. No county shall be split.
- Legislative districts: Follow statutory requirements and, if a political subdivision is to be split, keep the number of splits to a minimum.

Iowa Code § 42.4(3)

Contiguity

- Districts shall be composed of convenient contiguous territory.
- No point contiguity allowed



- Absolute requirement
- Constitutionally required for Congressional and legislative districts.

Iowa Code § 42.4(4)

Compactness

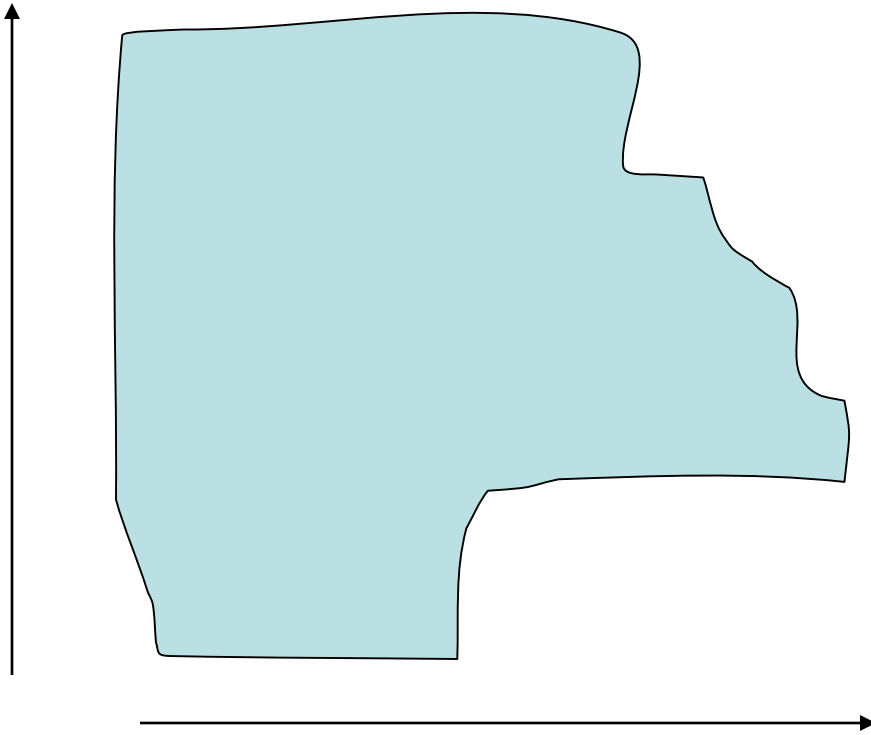
- Districts shall be reasonably compact in form, consistent with the population, political subdivision, and contiguity standards.
- Compact districts are square, rectangular, or hexagonal in shape, and not irregularly shaped.
- 2 compactness measurements established.
- Constitutionally required for legislative districts.

Compactness measurements

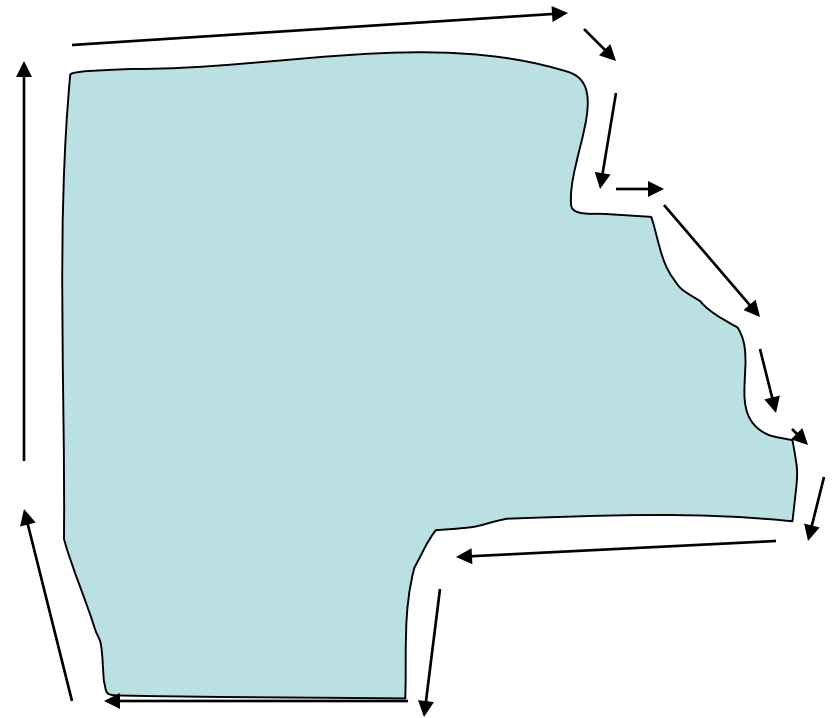
- Length-width compactness:
 - The compactness of a district is greatest when the length of the district and the width of the district are equal.
- Perimeter compactness:
 - The compactness of a district is greatest when the distance needed to traverse the perimeter boundary of a district is as short as possible.

Compactness Tests

- Length-Width



- Perimeter



Iowa Code § 42.4(5)

Prohibited Factors

No district shall be drawn for the purpose of favoring a political party, incumbent legislator or member of Congress...

Can't use:

- Addresses of incumbent legislators or members of Congress.
- Political affiliations of registered voters.
- Previous election results.
- Demographic information, other than population head counts, except as required by the Constitution and the laws of the United States.



Iowa Code § 42.4(6)

Nesting

- Each state representative district shall be wholly included within a single senatorial district.
- So far as possible, each representative and each senatorial district shall be included within a single congressional district.



Iowa Code § 42.4(8)

Senate Elections

Each bill embodying a plan drawn under this section shall include provisions for election of senators to the general assemblies which take office in the years ending in three and five, which shall be in conformity with Article III, section 6, of the Constitution of the State of Iowa.

LSA Considerations

- Article III, section 6 provides that Senate districts shall be classified so as to keep, as nearly as possible, the number of Senate elections for a two-year term in the year ending in 2 to a minimum.
- Iowa Code § 42.4(8) establishes the procedure for determining whether Senators elected in a year ending in zero can “holdover” and serve a four year term. (For 2021 plans, potential “holdover” senatorial districts will have an even number)
- LSA numbers Senate districts in a plan to try and limit the number of elections in 2022 for a two-year term by numbering new Senate districts that contain the address of a Senator elected in 2020 with an even number, creating potential “holdover” senatorial districts.
- Numbering only done after district boundaries established – political considerations not allowed in drawing of proposed districts.

Iowa Redistricting Process

Key players

- Legislative Services Agency (LSA)
- Temporary Redistricting Advisory Commission (TRAC)

Temporary Redistricting Advisory Commission (TRAC)

Iowa Code section 42.5

- 5 members
- Established no later than February 15, 2021.
- 4 members appointed by majority and minority leaders of General Assembly, 5th member, and chairperson, selected by majority vote of 4 appointed members.
- Member requirements:
 - Eligible elector of state, holds no partisan office or political party office, not an employee or relative of member of General Assembly or Congress

Temporary Redistricting Advisory Commission (TRAC) Duties

Iowa Code section 42.6

- Provide advice and guidance to the Legislative Services Agency on certain redistricting matters upon written request of the Legislative Services Agency.
- Conduct at least 3 public hearings and submit a report to the General Assembly on the first proposed redistricting plan.

TRAC Does NOT ...

- Have any access to LSA redistricting plans prior to delivery of first proposed bill.
- Have approval authority over any proposed redistricting plan submitted by the LSA.
- Have authority to direct LSA regarding requirements for the development of plans except upon LSA written request.

Legislative Services Agency

Iowa Code chapter 2A

- Created as a nonpartisan, central legislative staff agency under the direction and control of the legislative council.
- Statutory role in congressional, legislative, and local redistricting.

LSA Redistricting Duties

- Legislative Services Agency solely responsible for preparing each proposed redistricting plan.
- No interaction or involvement with TRAC, legislators, or any outside interest while plans are developed and selected.

Setting the Stage – Federal Redistricting Efforts

Census Day 2020

- Decennial Census:
 - Required by U.S. Constitution
- Conducted by the U.S. Census Bureau on April 1, 2020.

Congressional Apportionment

- Required by U.S. Constitution
- U.S. Code requires that the resident population totals for each state be delivered to the President by December 31, 2020*.
- Within a week of the opening of the next session of Congress, the President reports the census counts for each state and the number of representatives to which each state is entitled.
 - Apportionment totals determined utilizing the “method of equal proportions.” *United States Department of Commerce v. Montana*, 503 U.S. at 442 (1992)

Census Redistricting Data Program

Public Law 94-171 (enacted in 1975)

- Directs the U.S. Census Bureau to make special preparations to provide redistricting data needed by the 50 states. Within one year following the Census Day the Census Bureau must send to the governor and legislature in each state the data they need to redraw districts for the United States Congress and state legislatures.
- Allows state input concerning the geographic units (blocks) used in reporting population and other data to the states
- Multiyear program each decade designated into phases

And we're off !!!



- Delivery of PL 94-171 population data by the Census Bureau to Iowa by April 1, 2021*, “triggers” the start of redistricting in Iowa.
- Iowa Code § 42.2(3) directs the LSA to “use that data” to assign a population figure to each geographic or political unit used for redistricting and to then begin the preparation of congressional and legislative districting plans.

LSA Plan Preparation

General Requirements and Process

LSA Plan Responsibilities

- Responsible for submitting up to 3 plans for consideration by the General Assembly.
- All plans submitted by the LSA in bill form.
 - subject to enactment through legislative process
- All plans include both a Congressional and Legislative redistricting plan.
 - Iowa Code requires.
 - Qualified nesting requirement necessitates simultaneous submission and consideration.

LSA Plan Submission Responsibilities

Iowa Code § 42.2(4)

- Upon delivery of a bill embodying a plan to the General Assembly, the following information shall be made available to the public:
 - Copies of the bill.
 - Maps illustrating the plan.
 - Summary of standards for development of the plan.
 - Population totals, and relative deviation from the ideal population, of each district created in the plan.

First Plan

- Delivery: No later than 45 days after release of official census population (PL 94-171) data but no earlier than April 1.
- Consideration of bill subject to certain requirements:
 - TRAC to conduct at least 3 public hearings following release and issue a report to the Legislature.
 - Legislature may not consider until at least 3 days after TRAC report released.
 - Bill must be brought to a vote expeditiously (continues through process until rejected by vote of entire House or Senate or veto by the Governor).
 - Only corrective amendments allowed.

Second Plan

- Delivery: 35 days after first plan disapproved.
- Prepared by LSA in accordance with reasons for rejection of first plan – if reasons do not conflict with Code standards.
 - House or Senate resolution adopted within 7 days of plan rejection.
 - Governor's veto message
- Consideration of bill subject to certain requirements:
 - Legislature may not consider until at least 7 days after LSA delivery of bill.
 - Bill must be brought to a vote expeditiously (continues through process until rejected).
 - Only corrective amendments allowed.
 - Cannot consider rejected first plan.

Third Plan

- Delivery: 35 days after second plan disapproved.
- Prepared by LSA in accordance with reasons for rejection of second plan – if reasons do not conflict with Code standards
 - House or Senate resolution adopted within 7 days of plan rejection.
 - Governor's veto message
- Consideration of bill subject to certain requirements:
 - Legislature may not consider until at least 7 days after LSA delivery of bill.

HOWEVER: Bill is subject to amendment in the same manner as other bills.

Plan review considerations

- Population
 - Each successive Congressional plan shall be of equal or better population variance – will not be worse.
- Know the options
 - Each plan released is considered to be the plan that best meets the criteria at the time of release – no requirement that a successor plan be different. For example, don't assume a "better" Congressional plan exists.
- Standards apply to all plans - No new standards
 - Legislature or Governor can not create "new" standards beyond those required by the constitution and statute through the resolution or veto message rejecting a plan.
 - 1972 Iowa Supreme Court case severely limits acceptable non-population redistricting standards.

Legislative Inaction

Judicial Intervention

- General Assembly:
 - Article III, section 35, directs the Iowa Supreme Court to develop a redistricting plan for the General Assembly prior to December 31 of any year ending in one if the General Assembly fails to pass an apportionment plan by September 1 of that year that becomes law by September 15.
- Congress:
 - No constitutional directive for Iowa Supreme Court to develop a Congressional redistricting plan if General Assembly fails to act.

Judicial Intervention

Review of enacted plans

- Article III, section 36, of the Iowa Constitution provides that the Iowa Supreme Court has original jurisdiction to review an enacted Congressional or legislative redistricting plan and if the plan is challenged and struck down, the Supreme Court has 90 days to adopt a valid apportionment plan.

Post Redistricting Effects

- Local Redistricting
 - Secretary of State primarily responsible
 - LSA statutorily required to develop proposed Plan III county supervisor districting plans
- Election of Senators in 2022

2022 Senate Elections

- Senate elections dependent on whether district number is odd or even.
 - Odd-numbered districts have elections in 2018 and 2022.
 - Even-numbered districts have elections in 2020 and 2024
- Newly adopted redistricting plan effective for General Assembly terms beginning in 2023 and the 2022 elections for that General Assembly.
- Redistricting impacts the staggered election year cycle for Senators by occurring just two years after an election for half of the seats in the Senate and by inevitably changing the boundaries and numbering of senatorial districts.

How to Handle 2022 Senate Elections?

- The Iowa Constitution permits shortening the term of any senator if necessary when establishing new senatorial districts but Iowa law does not mandate an election in every senatorial district for the next general election cycle following redistricting.
- Iowa law provides that certain Senate incumbents shall be allowed to continue serving for a four-year term without being subject to an election during the first general election following redistricting.

LSA Senate Numbering Protocol (2021)

- Done only after legislative districts have been “drawn” and approved by LSA.
- New districts that include address of a potential holdover Senator (elected from even numbered district in 2020) assigned corresponding even number.
- If necessary, remaining even numbers assigned to new districts without an incumbent based on number of persons in that new district from a prior even numbered district.

Plan 2 - pops

Plan 2-District	Sum of POPULATION
-----------------	-------------------

25	63,865
8	96
6	192
10	22,815
23	3,573
24	36,881
25	308
28	63,740
40	23,328
41	40,412
37	63,990
16	27,272
17	0
18	27,587
19	1,828
21	7,303
55	63,733
14	15,742
15	31,259
25	91
36	106
38	3
40	16,532
6	63,782
1	20,171
2	22,786
6	20,825
62	63,893
33	7,248
34	49,017
48	7,128
68	63,363
33	0
34	4,632
35	5,305
37	28
38	24,773
48	28,625
69	63,103
25	7,077
26	24,775
27	7,257
28	0
32	24,994
81	63,449
45	39,048
46	6,802
47	17,599
86	63,868
46	7,119
47	51,302
49	5,442

59,888

(E)

23,328

54,859

32,383

43,611

56,145

58,030

(E)

41,769

6,802

7,119

Odd-numbered Senate districts

Senate election required in 2022 for a 4-year term

All incumbent Senators located in an odd numbered district in the new plan are required to seek reelection in 2022, even if elected in 2020 from an even-numbered district - no Senator is entitled to a 6-year term.

Even-numbered Senate districts

- Designated as a holdover senatorial district for 2022 – election required in 2024 for 4-year term.
- Senate election may be required in 2022 for a shortened 2-year term.

Which even-numbered Senate districts will require an election in 2022 for a two-year term?

Based upon Iowa Code § 42.4(8)

Key deadlines - 2022

- February 2, 2022 (first Wednesday)
 - Each incumbent Senator shall declare their residence as of this date by filing a form with the Secretary of State. The residence shall be within the district from which the Senator was last elected.
- February 16, 2022 (third Wednesday)
 - Each incumbent Senator may resign from office effective no later than January 2023 by filing a copy of the resignation with the Secretary of State by this date.

Election required for shortened 2-year term in 2022

- If no incumbent senator resides in a new holdover (even-numbered) senatorial district as of February 2, 2022.
- If at least two incumbent senators reside in a new holdover (even-numbered) senatorial district as of February 2, 2022 and have not resigned from office effective no later than January of the following year by February 16, 2022.
- If only one incumbent senator who has not resigned resides in a new holdover (even-numbered) senatorial as of February 2, 2012 but the requirements to avoid an election in 2022 are not met.

Election not required for shortened 2-year term in 2022

- Only one incumbent senator, who has not resigned as of February 16, 2022, and who was elected from a district requiring an election in 2020, is residing in a new holdover senatorial district as of February 2, 2022. **AND**
- The senatorial district in the new plan which includes the place of residence of the state senator on the date of the senator's last election to the senate is the same as the holdover senatorial district in which the senator resides on February 2, 2022, or is contiguous to such holdover senatorial district.

Iowa Redistricting in Practice

History and Statistics

Plan History

- Plan Enactment
 - 1981 – Adopted LSA plan 3 without amendment
 - 1991 – Adopted LSA plan 1
 - 2001 – Adopted LSA plan 2
 - 2011 – Adopted LSA plan 1
 - 2021 – Adopted LSA plan 2
- No enacted Congressional and Legislative plan under the process established in Iowa Code chapter 42 has been challenged in Court.

Congressional districts and Population

- 1981 Plan overview
 - Iowa total population: 2,913,387
 - Congressional districts (6):
 - Ideal district population: 485,564
 - Absolute overall range: 217 (+144, -73)
 - Overall range percentage variance: .045%
- 1991 Plan overview
 - Iowa total population: 2,776,755
 - Congressional districts (5):
 - Ideal district population: 555,351
 - Absolute overall range: 265 (+143, -122)
 - Overall range percentage variance: .05%
- 2001 Plan overview
 - Iowa total population: 2,926,324
 - Congressional districts (5):
 - Ideal district population: 585,265
 - Absolute overall range: 134 (+40, -94)
 - Overall range percentage variance: .023%

Congressional districts and Population (Cont.)

- 2011 Plan overview
 - Iowa total population: 3,046,355
 - Congressional districts (4):
 - Ideal district population: 761,589
 - Absolute overall range: 76 (+35, -41)
 - Overall range percentage variance: .01%

- 2021 Plan overview
 - Iowa total population: 3,190,369
 - Congressional districts (4):
 - Ideal district population: 797,592
 - Absolute overall range: 94 (+53, -41)
 - Overall range percentage variance: .012%

Legislative districts and Population

1981 Plan characteristics

- Senate districts (50)
 - Ideal district population:
58,268
 - Absolute overall range:
412 (+226, -186)
 - Overall range percentage variance:
.71%
- House districts: (100)
 - Ideal district population:
29,134
 - Absolute overall range:
520 (+289, -231)
 - Overall range percentage variance:
1.78%

1991 Plan characteristics

- Senate districts: (50)
 - Ideal district population:
55,535
 - Absolute overall range:
804 (+457, -347)
 - Overall range percentage variance:
1.45%
- House districts: (100)
 - Ideal district population:
27,768
 - Absolute overall range:
548 (+272, -276)
 - Overall range percentage variance:
1.97%

2001 Plan characteristics

- Senate districts (50)
 - Ideal district population:
58,526
 - Absolute overall range:
855 (+439, -416)
 - Overall range percentage variance:
1.46%
- House districts: (100)
 - Ideal district population:
29,263
 - Absolute overall range:
552 (+281, -271)
 - Overall range percentage variance:
1.886%

Legislative districts and Population (Cont.)

2011 Plan characteristics

- Senate districts (50)
 - Ideal district population:
60,927
 - Absolute overall range:
1,002 (+548, -454)
 - Overall range percentage variance:
1.65%

- House districts: (100)
 - Ideal district population:
30,464
 - Absolute overall range:
587 (+299, -288)
 - Overall range percentage variance:
1.93%

2021 Plan characteristics

- Senate districts: (50)
 - Ideal district population:
63,807
 - Absolute overall range:
998 (+499, -499)
 - Overall range percentage variance:
1.56%

- House districts: (100)
 - Ideal district population:
31,904
 - Absolute overall range:
559 (+281, -278)
 - Overall range percentage variance:
1.75%

Historical review – Paired Incumbents

- 1981 Plan overview
 - Congressional districts (6):
 - Paired incumbents: 2
 - Senate districts
 - Paired incumbents: 14
 - Holdover Senators 21
 - House districts:
 - Paired incumbents: 36
- 2001 Plan overview
 - Congressional districts (5):
 - Paired incumbents: 2
 - Senate districts
 - Paired incumbents: 25
 - Holdover Senators: 15
 - House districts:
 - Paired incumbents: 39
- 2021 Plan overview
 - Congressional districts (4):
 - Paired incumbents: 2
 - Senate districts
 - Paired incumbents: 20
 - Holdover Senators: 16
 - House districts:
 - Paired incumbents: 36
- 1991 Plan overview
 - Congressional districts (5):
 - Paired incumbents: 2
 - Senate districts
 - Paired incumbents: 20
 - Holdover Senators 18
 - House districts:
 - Paired incumbents: 40
- 2011 Plan overview
 - Congressional districts (4):
 - Paired incumbents: 4
 - Senate districts
 - Paired incumbents: 14
 - Holdover Senators: 24
 - House districts:
 - Paired incumbents: 27

Iowa Redistricting on the Web

About Redistricting: General information about Iowa's redistricting process.

<https://www.legis.iowa.gov/legislators/redistricting/about/Redistricting>

Iowa Redistricting: Plan year specific information.

<https://www.legis.iowa.gov/legislators/redistricting>

Concluding thoughts

