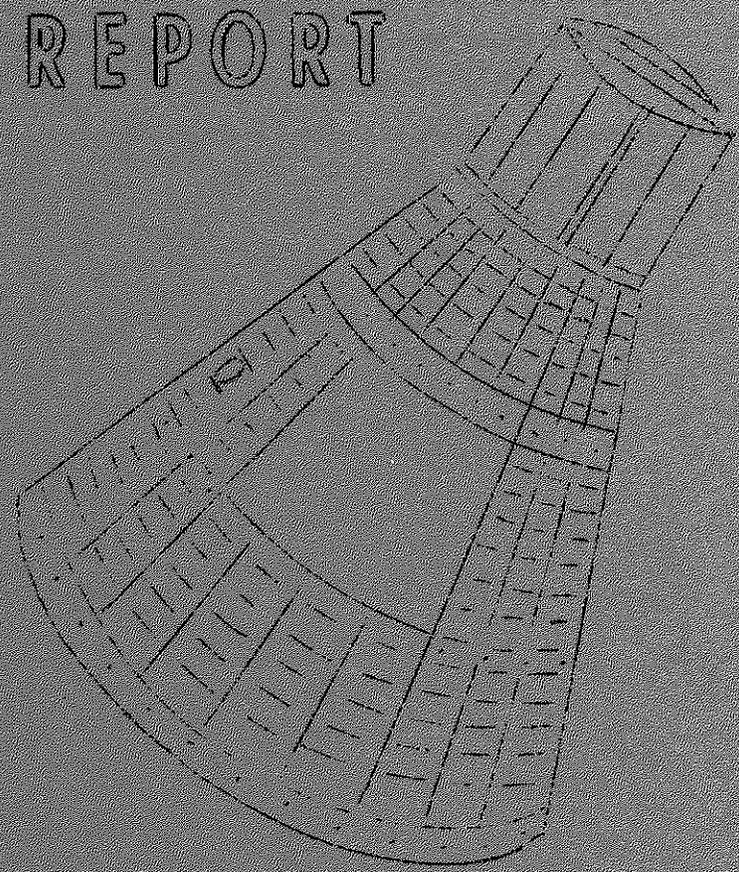


Roy A. Sollen

WISCONSIN LEGISLATIVE REFERENCE LIBRARY REPORT



WISCONSIN LEGISLATIVE APPOINTMENT: BACKGROUND,
1960 CENSUS, AND THE MEASURES CONSIDERED BY THE
LEGISLATURE DURING THE 1961 REGULAR SESSION

Wisconsin Legislative Reference Library
State Capitol
Madison, Wisconsin

INFORMATIONAL BULLETIN NO. 217
June 1962

WISCONSIN LEGISLATIVE APPORTIONMENT: BACKGROUND, 1960 CENSUS,
AND THE MEASURES CONSIDERED BY THE LEGISLATURE DURING THE
1961 REGULAR SESSION*

On the suggestion of the 3-judge Federal Court, hearing arguments in the case of State ex rel Reynolds v. Zimmerman, Governor Gaylord A. Nelson on June 14, 1962, issued a proclamation for the purpose of recalling the 1961 Legislature into special session, to apportion the Congressional, Senate and Assembly Districts of Wisconsin.

This paper will summarize the background of legislative apportionment in Wisconsin, present data on the 1960 Census of Population for Wisconsin counties, for cities and villages of more than 3,750 inhabitants, and for city wards in cities of more than 10,000 inhabitants. It also contains maps of the existing apportionment, lists the population of each district, and reviews the legislative apportionment measures considered by the 1961 Wisconsin Legislature during its regular session from January 11, 1961 through January 12, 1962. A note at the end of this paper shows the municipal corporation changes since January 1961 that affect apportionment.

BACKGROUND

The Congressional Districts of Wisconsin were last apportioned by Chapter 28, Laws of the 1931 Special Session; the Senate and Assembly Districts by Chapter 728, Laws of 1951. These are the basic apportionment laws. In the intervening years, there have been a number of correctional amendments confined to restating the components of the several districts, as necessitated by changes in urban boundaries. With the exception of Chapter 679, Laws of 1961, they did not make any changes in the outside territorial limits of each individual district.

Chapter 679, Laws of 1961, made a change in the apportionment of Congressional, Senate and Assembly Districts by incorporating the 3 eastern townships of Menominee County that had formerly been part of Oconto County into the legislative districts containing Shawano County: the 7th Congressional District, the 29th Senatorial District and the Menominee-Shawano Assembly District.

THE ROSENBERRY ACT

The current legislative districts were created by Chapter 728, Laws of 1951, popularly known as the "Rosenberry Act." Former Chief Justice Marvin B. Rosenberry of the Wisconsin Supreme Court had been chairman of the interim committee which worked out the legislative apportionment proposal placed before the 1951 Legislature.

The Rosenberry Act had 4 parts. Sections 1 and 2 apportioned The Senate and Assembly according to population, based on the 1950 Federal Census, in conformity with Section 3 of Article IV of the Wisconsin Constitution. Section 3 of Chapter 728 provided for an advisory referendum -- to be held in conjunction with the general election of November 1952.-- on the question of whether the apportionment of either house of the Wisconsin Legislature should be based on area as well as on population. The section further provided that

*Prepared by H. Rupert Theobald, Reference and Research Coordinator.

Sections 1 and 2 of the act would become operative on January 1, 1954, only if the voters rejected the area apportionment concept in the referendum. The final section of Chapter 728, Laws of 1951 (Sec. 4) was a nonseverability clause directing that the entire act should become inoperative in case the courts should hold any one of the sections preceding invalid.

The referendum provision of the Rosenberry Act was challenged in State ex rel Broughton v. Zimmerman, 261 Wis. 398 (1952). Petitioners alleged that the Legislature, having once apportioned the Senate and Assembly in accordance with the latest Federal Census, had thereby exhausted its apportionment function and could not make the apportionment contingent on a referendum. The Wisconsin Supreme Court denied the petition, holding that the Legislature acted within its powers. "While the legislature may not delegate its power to make a law, it can make a law to become operative on the happening of a certain contingency...on which the law makes or intends to make its own action depend."

A major concern of the court was the postponed effective date of Chapter 728, Laws of 1951, in case the outcome of the November 1952 referendum should make the act operative. The court likened the situation here to one in which the Legislature fails to reapportion at its first biennial session following the publication of the Federal Census. The court held that the duty of the Legislature to reapportion "is a continuing one so that, if the legislature fails to reapportion at its first session after the census, it may do so at a subsequent session."

Pursuant to Section 3 of Chapter 728, Laws of 1951, the following question was submitted to the voters of Wisconsin at the election of November 4, 1952: "Shall the Constitution be amended to provide for the establishment of either senate or assembly districts on an area as well as a population basis?" In a very heavy turnout, attributable at least in part to the heated campaign concerning the "area v. population" issue, the proposition was rejected by a vote of 753,092 "NO" to 689,615 "YES".

By the provisions of its Section 4, the Rosenberry Act was, since the people had rejected the area apportionment proposition, destined to become operative on January 1, 1954, to govern Wisconsin legislative apportionment until a new apportionment would be made based on the results of the next Federal Census. But, before it could go into effect, the Rosenberry Act had to survive a number of additional attacks.

First, there was the question of holdover Senators. Senator Clifford W. Krueger of Merrill, Lincoln County, requested Attorney General Vernon W. Thomson to issue a formal opinion on the constitutionality of the Rosenberry Act. It is, Senator Krueger alleged, "totally and completely unconstitutional" to have voters represented in the State Senate by a person for whom they did not have a chance to vote. His reference was to the situation in Lincoln, Dunn and Portage Counties. These counties would not hold elections for the State Senate from 1950 until 1956 because of the State Senate Districts reapportionment in the Rosenberry Act.

The Attorney General replied informally that such a lack of elected representation, "while it has elements of injustice, is a necessary concomitant of reapportionment of the senate" arising because Senators, serving 4-year terms, are not all elected at the same time. He cited the 1892 Cunningham case (81 Wis. 440, 531) where the Supreme Court had held that the power of the Legislature to make Senate Districts was absolute even though some electors were unable to vote for 6 years.

Second, there were a few mistakes in the Rosenberry Act which had to be corrected, e.g. a village in Marathon County, and a town in Dodge County had been inadvertently listed in the wrong Assembly Districts, etc. There had also been some changes in municipal boundary lines since the Rosenberry Act was written. The 1953 Legislature attempted to incorporate all these changes into the Rosenberry apportionment by Chapter 550, Laws of 1953.

In Brown County the 1953 correctional legislation not only took account of the 2 new wards created by the City of Green Bay, but also attempted to change the Town of Preble from the 2nd to the 1st Assembly District, the town of Alloues from the 2nd to the 3rd, and the 2 west-bank wards of the City of DePere from the 3rd to the 2nd. This was challenged in State ex rel Smith v. Zimmerman, 266 Wis. 307 (1954).

The Attorney General, on behalf of the Secretary of State, contended that the Brown County reapportionment of 1953 was merely incidental to the changes effected by the alteration of ward line in Green Bay, and was thus within the 1861 rule of the Slauson et al. v. Racine case, 13 Wis. 398. In that case, the court had upheld as incidental the change in an Assembly District boundary resulting from the annexation to a city of territory situated in an adjoining Assembly District.

Petitioner Smith claimed that the Assembly District changes in Brown County (Ch. 550, Laws of 1953) constituted another apportionment with the decade covered by the Rosenberry Act apportionment. The Supreme Court agreed. Because the Brown County provisions affected territory not part of Green Bay, the court held them to be an attempt to reapportion within the decade contrary to Article IV, Section 3, of the Wisconsin Constitution. Thus, as far as Brown County was concerned, Chapter 550, Laws of 1953, was set aside and the controlling apportionment provisions were those of the Rosenberry Act (Chapter 728, Laws 1951).

THE ROGAN (AREA APPORTIONMENT) ACT

The defeat of the 1952 area apportionment referendum did not end the attempts to make area a factor of legislative apportionment in Wisconsin. The 1951 Legislature had given first consideration approval to 3 constitutional amendments to incorporate an area factor into the constitutional formula for legislative apportionment. Two of these failed on second consideration before the 1953 Legislature: one would have based Senate apportionment 40% on area and 60% on population; the other proposed to freeze Assembly apportionment into districts as specified in the proposal.

The third proposal was 1951 SJR 50, resubmitted in 1953 as AJR 7. This proposal provided in general terms for Senate apportionment on an "area and population" basis (specific implementation was vested in the Legislature), permitted Assembly Districts to cross county lines, and Senate Districts to split Assembly Districts. This proposal was approved on 2nd consideration by the 1953 Legislature. It was approved so early in the year that it could still be submitted for popular approval at the election of April 7, 1953. The proposition appeared on the ballot in this wording: "Shall sections 3, 4 and 5 of article IV of the constitution be amended so that the legislature shall apportion, along town, village or ward lines, the senate districts on the basis of area and population and the assembly districts according to population?" The people voted 433,043 "FOR" the adoption of the constitutional amendment, and 406,133 "AGAINST". The constitutional amendment was thereby ratified and the Wisconsin Constitution amended accordingly.

In implementation of the constitutional amendment, the Legislature enacted Chapter 242, Laws of 1953, popularly known as the "Rogan Act" after its sponsor, Senator Paul J. Rogan of Ladysmith in Rusk County.

The Rogan Act dealt essentially with the Senate, apportioning the Senate approximately 30% on area (dry land area as last published in the Federal Census of 1940) and 70% on population, making the following changes in Senate Districts:

1. Brown County was eliminated as a single-county Senate District, and combined with Oconto County.
2. Various parts of Milwaukee County were combined to reduce the number of Senate Districts in that county from 8 to 6.
3. The number of Senate Districts in Dane County was reduced from 2 to 1.
4. By the readjustment of counties among Senate Districts, and the reduction of area in some Senate Districts, the Legislature created 3 new Senate Districts to replace those eliminated in Milwaukee and Dane Counties.

Secretary of State Fred Zimmerman announced he would call the 1954 elections in accordance with the Rosenberry Act, and not use the Rogan Act of 1953. The resulting litigation between the Attorney General and the Secretary of State set aside the 1953 constitutional amendment as invalidly ratified. This was the case of State ex rel Thomson v. Zimmerman, 264 Wis. 644 (1953). The Wisconsin Supreme Court gave 2 major reasons:

(1) Art. XII, Sec. 1, Wis. Const., requires that if more than one amendment be submitted to the people, they be submitted in such a fashion that the people may vote on each amendment separately. This provision does not require the separate submission of each proposed constitutional change within a single amendment when each is reasonably part of the same single purpose. The various aspects of the 1953 constitutional amendment did not fulfill this condition. Rather, the court held, the change which permitted Assembly Districts to cross county lines was not related to the proposal of apportioning the Senate according to the concept of "area and population", or to eliminating the apportionment formula exclusion of "Indians not taxed, soldiers, and officers of the United States Army and Navy."

(2) Citing a case it decided in 1925, the court said that a constitutional amendment proposition must reasonably, intelligently, and fairly comprise, or have reference to, every essential of the amendment. The court found that this rule had not been observed in the phrasing of the 1953 constitutional amendment question which implied that Senate as well as Assembly Districts would be created along town, village or ward lines, while by the change actually proposed Senate Districts had merely to be contiguous and convenient.

The Wisconsin Supreme Court concluded that the vote of April 7, 1953, constituted an invalid ratification of the constitutional amendment. Consequently, "the Rogan Act, ch. 242, laws of 1953, which relies on the amendment for its own constitutionality, must be declared unconstitutional and void." "It is quite clear," the court continued, "that the invalid Rogan Act did not repeal or supersede the Rosenberry Act ... The latter remains the law under which the secretary of state is required to issue the call for elections."

The Thomson v. Zimmerman decision did not say that it was impossible or "wrong" to amend the Wisconsin Constitution to the text proposed by the 1953 constitutional amendment. The decision simply meant that (a) the amendment had not been validly ratified and (b) that even had ratification been valid, the enactment of the Rosenberry Act precluded a renewed apportionment during the decade of the 1950's.

It is debatable whether the Legislature could have, by a law, again submitted the 1953 amendment to the people of Wisconsin for ratification, rephrasing the ratification questions to comply with the Thomson v. Zimmerman decision. The Legislature did not choose this alternative. But, had such a maneuver been tried successfully, the 1960 census apportionment would have been based on it although it would have been too late to do anything about it for the 1950 decade.

Following the Thomson v. Zimmerman decision, the 1953 Legislature gave first consideration approval to 3 constitutional amendments: to apportion the Senate on the basis of "area and population;" to permit the apportionment of the Senate along "county, town, and ward lines" without regard to Assembly Districts, and to freeze Assembly apportionment. The first 2 of these were never reintroduced for 2nd consideration in the 1955 Session; the 3rd was reintroduced but failed in the house of introduction. A 1955 proposal would have increased the Assembly membership to allow for area representation. In 1957, a renewed attempt was made to start a constitutional amendment freezing Assembly apportionment. The 1959 Legislature rejected a proposal to vest the apportionment power in an apportionment commission, should the Legislature fail to apportion at the first session following publication of the decennial Federal Census.

The 1959 Legislature approved on 1st consideration a proposal to eliminate the "Indians not taxed" exclusion from the apportionment formula (1959 SJR 12). The 1961 Legislature gave 2nd consideration approval (1961 SJR 11). This proposition will be submitted to the electorate in the election of November 1962.

A number of correctional laws were passed during the 1950's both to reconcile the district descriptions in the Wisconsin Statutes with the Thomson v. Zimmerman decision, and to restate district descriptions in accordance with the most recent changes in municipal boundaries: Chapter 687, Laws 1953; Chapter 665, Laws 1955; Chapter 483, Laws 1957; and Chapter 100, Laws 1959.

THE 1960 CENSUS OF POPULATION

Between the 1930 Census, upon which the current Congressional apportionment is based, and the present, the population of Wisconsin has increased by 25%. This increase has not been evenly spread over the state: while the south-eastern portion of the state has grown faster than the average, some of the remaining areas of the state have not only experienced a lesser rate of growth, but a few have actually lost population.

The 1960 population of minor civil divisions in Wisconsin was published by the Bureau of the Census in Wisconsin: Number of Inhabitants, Ser. PC(1)/51A/Wis.

Population by Counties

County	Population		% of Gain or Loss	Population Rank	
	1960	1950		1960	1950
The State	3,952,765	3,434,575	15.1	n.a.	n.a.
Adams	7,566	7,906	-4.3	68	69
Ashland	17,375	19,461	-10.7	53	47
Barron	34,270	34,703	-1.2	31	28
Bayfield	11,910	13,760	-13.4	61	61
Brown	125,082	98,314	27.2	5	4
Buffalo	14,202	14,719	-3.5	59	59
Burnett	9,214	10,236	-10.0	65	64
Calumet	22,268	18,840	18.0	43	50
Chippewa	45,096	42,839	5.4	21	20
Clark	31,527	32,459	-2.9	32	31
Columbia	36,708	34,023	7.9	27	29
Crawford	16,351	17,652	-7.4	54	53
Dane	222,095	169,357	31.1	2	2
Dodge	63,170	57,611	9.6	15	15
Door	20,685	20,870	-2.0	45	44
Douglas	45,008	46,715	-3.7	22	18
Dunn	26,156	27,341	-4.3	35	34
Eau Claire	58,300	54,187	7.6	17	16
Florence	3,437	3,756	-8.5	71	71
Fond du Lac	75,085	67,829	10.7	12	12
Forest	7,542	9,437	-21.1	69	65
Grant	44,419	41,460	7.1	23	22
Green	25,851	24,172	6.9	36	38
Green Lake	15,418	14,749	4.0	55	58
Iowa	19,631	19,610	-0.1	47	46
Iron	7,830	8,714	-10.1	67	68
Jackson	15,151	16,073	-5.7	56	57
Jefferson	50,094	43,069	16.3	19	19
Juneau	17,490	18,930	-7.6	52	49
Kenosha	100,615	75,238	33.7	9	11
Kewaunee	18,282	17,366	5.3	48	54
La Crosse	72,465	67,587	7.2	13	13

County	1960	1950	% of Gain or Loss	Population Rank	
				1960	1950
Layfayette	18,142	18,137	0.0	49	52
Langlade	19,916	21,975	-9.4	46	42
Lincoln	22,338	22,235	0.5	42	41
Manitowoc	72,215	67,159	7.5	14	14
Marathon	88,874	80,337	10.6	10	10
Marinette	34,660	35,748	-3.0	29	24
Marquette	8,516	8,839	-3.7	66	67
Menominee	*	*	*		
Milwaukee	1,036,041	871,047	18.9	1	1
Monroe	31,241	31,378	-0.4	33	32
Oconto	25,110	26,238	-4.3	38	35
Oneida	22,112	20,648	7.1	44	45
Outagamie	101,794	81,722	24.6	8	8
Ozaukee	38,441	23,361	64.5	24	40
Pepin	7,332	7,462	-1.7	70	70
Pierce	22,503	21,448	4.9	41	43
Polk	24,968	24,944	0.1	39	37
Portage	36,964	34,858	6.0	26	27
Price	14,370	16,334	-12.1	58	56
Racine	141,781	109,585	29.4	4	3
Richland	17,684	19,245	-8.1	51	48
Rock	113,913	92,788	22.8	6	5
Rusk	14,794	16,790	-12.0	57	55
St. Croix	29,164	25,905	12.6	34	36
Sauk	37,167	38,120	-2.5	25	23
Sawyer	9,475	10,323	-8.2	63	63
Shawano	34,351	35,249	-2.5	30	25
Sheboygan	86,484	80,631	7.3	11	9
Taylor	17,843	18,456	-3.3	50	51
Trempealeau	23,377	23,730	-1.5	40	39
Vernon	25,663	27,906	-8.0	37	33
Vilas	9,332	9,363	-0.3	64	66
Walworth	52,368	41,584	25.9	18	21
Washburn	10,301	11,665	-11.7	62	62
Washington	46,119	33,902	36.0	20	30
Waukesha	158,249	85,901	84.2	3	7
Waupaca	35,340	35,056	0.8	28	26
Waushara	13,497	13,920	-3.0	60	60
Winnebago	107,928	91,103	18.5	7	6
Wood	59,105	50,500	17.0	16	17

*Menominee County was created after the 1960 Census was taken. The Census figures list 261 of the Menominees in the figure for Oconto County, and 2,345 in the figure for Shawano County. If the population of Menominee County is taken out of the data for Oconto and Shawano Counties, the following figures result: Menominee County, 2,606; Oconto County, 24,849; and Shawano County, 32,006.

Population of Cities and Villages, 1960
(3,750 Inhabitants or More)

Algoma	3,855	Jefferson	4,548	Reedsburg	4,371
Antigo	9,691	Kaukauna	10,096	Rhineland	8,790
Appleton	48,411	Kenosha	67,899	Rice Lake	7,303
Ashland	10,132	Kimberly	5,322	Richland Center	4,746
Baraboo	7,660	La Crosse	47,575	Ripon	6,163
Beaver Dam	13,118	Lake Geneva	4,929	River Falls	4,857
Beloit	32,846	Little Chute	5,099	St. Francis	10,065
Berlin	4,838	Madison	126,706	Shawano	6,103
Brookfield	19,812	Manitowoc	32,275	Sheboygan	45,747
Brown Deer	11,280	Marinette	13,329	Sheboygan Falls	4,061
Burlington	5,856	Marshfield	14,153	Shorewood	15,990
Cedarburg	5,191	Menasha	14,647	South Milwaukee	20,307
Chippewa Falls	11,708	Menomonee Falls	18,276	Sparta	6,080
Clintonville	4,778	Menomonie	8,624	Stevens Point	17,837
Cudahy	17,975	Mequon	8,543	Stoughton	5,555
Delavan	4,846	Merrill	9,541	Sturgeon Bay	7,353
De Pere	10,045	Middleton	4,410	Sun Prairie	4,008
Eau Claire	37,987	Milwaukee	741,324	Superior	33,563
Edgerton	4,000	Monona	8,178	Tomah	5,321
Elm Grove	4,994	Monroe	8,050	Two Rivers	12,393
Fond du Lac	32,719	Neenah	18,057	Viroqua	3,926
Fort Atkinson	7,908	New Berlin	15,788	Watertown	13,943
Fox Point	7,315	New London	5,288	Waukesha	30,004
Franklin	10,006	Oak Creek	9,372	Waupaca	3,984
Glendale	9,537	Oconomowoc	6,682	Waupun	7,935
Grafton	3,748	Oconto	4,805	Wausau	31,943
Green Bay	62,888	Oshkosh	45,110	Wauwatosa	56,923
Greendale	6,843	Platteville	6,957	West Allis	68,157
Greenfield	17,636	Plymouth	5,128	West Bend	9,969*
Hales Corners	5,549	Portage	7,822	West Milwaukee	5,043
Hartford	5,627	Port Washington	5,984	Whitefish Bay	18,390
Hudson	4,325	Prairie du Chien	5,649	Whitewater	6,380
Janesville	35,164	Racine	89,144	Wisconsin Rapids	15,042

*Consolidated with the Village of Barton on 11/1/61. On that date, total population of (the enlarged) West Bend was 11,538.

In a special report, Ser. PC(S1)/6, the Census Bureau published the ward populations for cities over 10,000 population in the United States. Unfortunately, it was later discovered that this publication contained several errors. The figures cited below show corrected data for Madison (as corrected by the City Planning Department) and Milwaukee (as corrected by the Municipal Reference Library).

LRI-IB-217-62 Ward Population of Wisconsin Cities over 10,000, 1960

Appleton		Beloit (Cont.)		Fond du Lac (Cont.)		Janesville (Cont.)	
Ward 1.....	2,751	Ward 12....	1,360	Ward 5.....	1,318	Ward 12....	1,880
Ward 2.....	3,130	Ward 13....	1,759	Ward 6.....	1,375	Ward 13....	2,155
Ward 3.....	2,243	Ward 14....	1,829	Ward 7.....	1,029	Ward 14....	1,650
Ward 4.....	2,069	Ward 15....	1,489	Ward 8.....	1,718	Ward 15....	1,574
Ward 5.....	1,910	Ward 16....	2,338	Ward 9.....	1,469	Ward 16....	1,897
Ward 6.....	2,104	Ward 17....	1,888	Ward 10....	1,266	Ward 17....	1,717
Ward 7.....	2,047	Ward 18....	4,124	Ward 11....	811	Ward 18....	2,429
Ward 8.....	2,838	Brookfield...	19,812	Ward 12....	842	Kaukauna	10,096
Ward 9.....	2,902	Ward 1.....	1,821	Ward 13....	881	Ward 1.....	2,196
Ward 10....	1,984	Ward 2.....	6,253	Ward 14....	905	Ward 2.....	2,304
Ward 11....	2,557	Ward 3.....	4,238	Ward 15....	1,180	Ward 3.....	3,020
Ward 12....	2,907	Ward 4.....	4,392	Ward 16....	1,349	Ward 4.....	1,976
Ward 13....	2,653	Ward 5.....	3,108	Ward 17....	3,026	Ward 5.....	600
Ward 14....	1,960	Chippewa Falls	11,708	Ward 18....	1,393	Kenosha	67,899
Ward 15....	2,352	Ward 1.....	1,294	Ward 19....	1,736	Ward 1.....	5,553
Ward 16....	2,047	Ward 2.....	1,017	Ward 20....	1,338	Ward 2.....	3,029
Ward 17....	2,763	Ward 3.....	808	Ward 21....	3,735	Ward 3.....	2,802
Ward 18....	2,265	Ward 4.....	729	Franklin ...	10,000	Ward 4.....	3,234
Ward 19....	3,024	Ward 5.....	1,300	Ward 1.....	4,821	Ward 5.....	3,490
Ward 20....	1,905	Ward 6.....	574	Ward 2.....	2,712	Ward 6.....	5,246
Ashland	10,132	Ward 7.....	838	Ward 3.....	2,467	Ward 7.....	2,945
Ward 1.....	1,228	Ward 8.....	1,138	Green Bay ...	62,888	Ward 8.....	3,504
Ward 2.....	1,452	Ward 9.....	1,427	Ward 1.....	2,639	Ward 9.....	2,868
Ward 3.....	1,222	Ward 10....	1,577	Ward 2.....	2,989	Ward 10....	4,074
Ward 4.....	682	Ward 11....	1,006	Ward 3.....	1,698	Ward 11....	3,262
Ward 5.....	1,056	Cudahy	17,975	Ward 4.....	1,987	Ward 12....	3,232
Ward 6.....	979	Ward 1.....	4,563	Ward 5.....	2,404	Ward 13....	3,410
Ward 7.....	1,014	Ward 2.....	3,367	Ward 6.....	751	Ward 14....	3,823
Ward 8.....	798	Ward 3.....	2,856	Ward 7.....	1,654	Ward 15....	5,257
Ward 9.....	668	Ward 4.....	2,787	Ward 8.....	1,920	Ward 16....	2,779
Ward 10....	1,033	Ward 5.....	4,402	Ward 9.....	1,874	Ward 17....	3,830
Beaver Dam ..	13,118	De Pere	10,045	Ward 10....	2,001	Ward 18....	5,561
Ward 1.....	718	Ward 1.....	2,699	Ward 11....	2,321	La Crosse ...	47,575
Ward 2.....	1,069	Ward 2.....	2,764	Ward 12....	2,181	Ward 1.....	1,743
Ward 3.....	620	Ward 3.....	2,214	Ward 13....	1,802	Ward 2.....	2,363
Ward 4.....	795	Ward 4.....	2,368	Ward 14....	2,036	Ward 3.....	2,320
Ward 5.....	649	Eau Claire ..	37,987	Ward 15....	1,926	Ward 4.....	1,982
Ward 6.....	943	Ward 1.....	2,735	Ward 16....	2,031	Ward 5.....	2,212
Ward 7.....	644	Ward 2.....	1,756	Ward 17....	3,000	Ward 6.....	2,146
Ward 8.....	897	Ward 3.....	3,634	Ward 18....	1,958	Ward 7.....	3,680
Ward 9.....	833	Ward 4.....	1,269	Ward 19....	3,817	Ward 8.....	2,211
Ward 10....	753	Ward 5.....	2,031	Ward 20....	3,555	Ward 9.....	1,883
Ward 11....	1,064	Ward 6.....	2,344	Ward 21....	8,631	Ward 10....	1,994
Ward 12....	812	Ward 7.....	1,933	Ward 22....	3,354	Ward 11....	2,504
Ward 13....	2,060	Ward 8.....	1,494	Ward 23....	1,882	Ward 12....	2,151
Ward 14....	1,261	Ward 9.....	3,475	Ward 24....	4,477	Ward 13....	1,968
Beloit	32,846	Ward 10....	2,768	Janesville ..	35,164	Ward 14....	2,731
Ward 1.....	781	Ward 11....	1,795	Ward 1.....	3,567	Ward 15....	1,891
Ward 2.....	2,069	Ward 12....	1,594	Ward 2.....	1,472	Ward 16....	2,224
Ward 3.....	1,557	Ward 13....	4,331	Ward 3.....	1,448	Ward 17....	2,075
Ward 4.....	1,938	Ward 14....	2,323	Ward 4.....	1,267	Ward 18....	1,997
Ward 5.....	1,267	Ward 15....	3,781	Ward 5.....	1,358	Ward 19....	2,159
Ward 6.....	1,448	Ward 16....	724	Ward 6.....	2,152	Ward 20....	2,111
Ward 7.....	1,534	Fond du Lac..	32,719	Ward 7.....	1,754	Ward 21....	3,230
Ward 8.....	3,739	Ward 1.....	994	Ward 8.....	1,188	Madison	126,706
Ward 9.....	1,482	Ward 2.....	1,894	Ward 9.....	1,729	Ward 1.....	4,023
Ward 10....	939	Ward 3.....	1,917	Ward 10....	2,789	Ward 2.....	5,559
Ward 11....	1,305	Ward 4.....	2,543	Ward 11....	3,138	Ward 3.....	3,592

LRI-IB-217-62 Ward Population of Wisconsin Cities over 10,000, 1960 (Cont.)

Madison (Cont.)		Milwaukee (Cont.)		Racine (Cont.)		Two Rivers (Cont.)	
Ward 4.....	3,362	Ward 4.....	24,973	Ward 15....	8,863	Ward 6.....	1,097
Ward 5.....	8,918	Ward 5.....	34,429	St. Francis..	10,065	Ward 7.....	1,667
Ward 6.....	5,449	Ward 6.....	30,260	Ward 1.....	2,419	Ward 8.....	1,512
Ward 7.....	6,479	Ward 7.....	31,451	Ward 2.....	3,667	Ward 9.....	2,231
Ward 8.....	5,807	Ward 8.....	32,992	Ward 3.....	3,979	Waukesha ...	30,004
Ward 9.....	5,145	Ward 9.....	75,879	Sheboygan ...	45,747	Ward 1.....	1,645
Ward 10....	6,114	Ward 10....	30,814	Ward 1.....	4,789	Ward 2.....	2,185
Ward 11....	5,652	Ward 11....	69,756	Ward 2.....	4,531	Ward 3.....	2,169
Ward 12....	4,261	Ward 12....	31,757	Ward 3.....	6,085	Ward 4.....	2,155
Ward 13....	5,731	Ward 13....	32,944	Ward 4.....	5,969	Ward 5.....	2,196
Ward 14....	5,834	Ward 14....	32,714	Ward 5.....	6,213	Ward 6.....	2,866
Ward 15....	6,275	Ward 15....	78,742	Ward 6.....	5,807	Ward 7.....	1,590
Ward 16....	4,160	Ward 16....	36,553	Ward 7.....	6,670	Ward 8.....	2,009
Ward 17....	3,512	Ward 17....	36,264	Ward 8.....	5,683	Ward 9.....	1,400
Ward 18....	13,308	Ward 18....	33,536	South Milwaukee	20,307	Ward 10....	1,896
Ward 19....	11,325	Ward 19....	21,809	Ward 1.....	3,840	Ward 11....	1,905
Ward 20....	9,210	Ward 20....	16,922	Ward 2.....	6,351	Ward 12....	1,597
Ward 21....	2,990	Neenah	18,057	Ward 3.....	6,777	Ward 13....	1,980
Manitowoc ..	32,275	Ward 1.....	1,667	Ward 4.....	3,339	Ward 14....	2,531
Ward 1.....	977	Ward 2.....	1,760	Stevens Point	17,837	Ward 15....	1,880
Ward 2.....	2,154	Ward 3.....	1,701	Ward 1.....	904	Wausau	31,943
Ward 3.....	1,894	Ward 4.....	1,772	Ward 2.....	1,020	Ward 1.....	3,587
Ward 4.....	1,622	Ward 5.....	1,858	Ward 3.....	1,529	Ward 2.....	4,076
Ward 5.....	2,728	Ward 6.....	1,789	Ward 4.....	1,484	Ward 3.....	3,142
Ward 6.....	1,474	Ward 7.....	1,910	Ward 5.....	1,551	Ward 4.....	3,070
Ward 7.....	3,003	Ward 8.....	1,855	Ward 6.....	1,853	Ward 5.....	3,979
Ward 8.....	1,734	Ward 9.....	2,073	Ward 7.....	1,668	Ward 6.....	3,906
Ward 9.....	1,312	Ward 10....	1,672	Ward 8.....	2,048	Ward 7.....	3,862
Ward 10....	3,071	Oshkosh	45,110	Ward 9.....	901	Ward 8.....	2,676
Ward 11....	2,352	Ward 1.....	1,019	Ward 10....	1,130	Ward 9.....	3,645
Ward 12....	2,218	Ward 2.....	2,380	Ward 11....	902	Wauwatosa ..	56,923
Ward 13....	3,614	Ward 3.....	1,752	Ward 12....	1,245	Ward 1.....	6,288
Ward 14....	4,122	Ward 4.....	2,333	Ward 13....	1,602	Ward 2.....	4,929
Marinette ..	13,329	Ward 5.....	3,693	Superior ...	33,563	Ward 3.....	7,359
Ward 1.....	1,653	Ward 6.....	3,364	Ward 1.....	1,992	Ward 4.....	5,265
Ward 2.....	2,639	Ward 7.....	1,694	Ward 2.....	2,038	Ward 5.....	6,857
Ward 3.....	2,809	Ward 8.....	2,014	Ward 3.....	2,134	Ward 6.....	6,236
Ward 4.....	2,557	Ward 9.....	3,234	Ward 4.....	2,060	Ward 7.....	13,939
Ward 5.....	3,671	Ward 10....	3,036	Ward 5.....	1,218	Ward 8.....	6,050
Marshfield ..	14,153	Ward 11....	3,376	Ward 6.....	1,214	West Allis ..	68,157
Ward 1.....	1,396	Ward 12....	4,131	Ward 7.....	1,446	Ward 1.....	14,847
Ward 2.....	1,421	Ward 13....	2,761	Ward 8.....	1,155	Ward 2.....	4,565
Ward 3.....	1,210	Ward 14....	3,206	Ward 9.....	1,117	Ward 3.....	18,038
Ward 4.....	1,400	Ward 15....	4,954	Ward 10....	1,865	Ward 4.....	21,368
Ward 5.....	2,013	Ward 16....	2,163	Ward 11....	1,907	Ward 5.....	9,339
Ward 6.....	951	Racine	89,144	Ward 12....	1,625	Wisconsin	
Ward 7.....	611	Ward 1.....	5,176	Ward 13....	1,380	Rapids	15,042
Ward 8.....	1,028	Ward 2.....	4,368	Ward 14....	1,572	Ward 1.....	1,607
Ward 9.....	1,962	Ward 3.....	6,145	Ward 15....	1,682	Ward 2.....	1,298
Ward 10....	2,161	Ward 4.....	6,615	Ward 16....	1,410	Ward 3.....	1,228
Menasha	14,647	Ward 5.....	5,838	Ward 17....	1,941	Ward 4.....	1,441
Ward 1.....	1,667	Ward 6.....	5,901	Ward 18....	1,511	Ward 5.....	2,059
Ward 2.....	3,064	Ward 7.....	6,811	Ward 19....	2,355	Ward 6.....	1,009
Ward 3.....	2,415	Ward 8.....	5,645	Ward 20....	1,941	Ward 7.....	1,337
Ward 4.....	5,720	Ward 9.....	5,465	Two Rivers ..	12,393	Ward 8.....	1,592
Ward 5.....	1,781	Ward 10....	4,806	Ward 1.....	990	Ward 9.....	1,984
Milwaukee ..	741,324	Ward 11....	6,630	Ward 2.....	1,709	Ward 10....	1,487
Ward 1.....	36,406	Ward 12....	6,597	Ward 3.....	885		
Ward 2.....	25,867	Ward 13....	5,562	Ward 4.....	1,236		
Ward 3.....	27,256	Ward 14....	4,722	Ward 5.....	1,066		

1960 POPULATION WITHIN THE PRESENT APPORTIONMENT

The maps of the Congressional, Senate and Assembly Districts of Wisconsin in effect in May of 1962, shown on the next page, have been corrected in conformity with Chapter 679, Laws of 1961, which incorporated the 3 eastern townships of Menominee County into the districts containing Shawano County.

The population figures for each district, listed below, have been computed on the basis of the Census Bureau figures for minor civil divisions in Wisconsin, but corrected as outlined on the preceding pages. For the 1st and 2nd Assembly Districts of Racine County, it has been estimated that each contains one-half of the 4,722 people of the 14th Ward, City of Racine because precinct populations were not available. The 1961 voter registration for the 2 precincts indicates that the 2 are approximately equal: the 1st Precinct had 1,081 registered voters, the 2nd Precinct 1,104.

Data for the 4th and 5th Congressional Districts (Milwaukee County) came from the Congressional District Data Book published by the Bureau of the Census in 1961.

Population by Congressional District, 1960

District	Popu- lation	Deviation from Norm		District	Popu- lation	Deviation from Norm	
		People	%			People	%
1st Dist.	434,528	+ 39,252	+ 9.9	8th Dist.	411,546	+ 16,270	+ 4.1
2nd Dist.	530,316	+135,040	+34.2	9th Dist.	307,078	- 88,198	-22.3
3rd Dist.	300,253	- 95,023	-24.0	10th Dist.	236,870	-158,406	-40.1
4th Dist.	515,367	+120,091	+30.4	-----			
5th dist.	520,674	+125,398	+31.7	STANDARD POPULATION.....395,276			
6th Dist.	376,325	- 18,951	- 4.8	AVERAGE DEVIATION ± 87,210 ±22.1			
7th Dist.	319,708	- 75,468	-19.1	Largest district 530,316 +135,040 +34.2			
				Smallest district 236,870 -158,406 -40.1			

Population by Senate District, 1960

District	Popu- lation	Deviation from Norm		District	Popu- lation	Deviation from Norm	
		People	%			People	%
1st Sen. Dist.	114,182	- 5,598	- 4.7	20th Sen. Dist.	124,925	+ 5,145	+ 4.3
2nd Sen. Dist.	125,082	+ 5,302	+ 4.4	21st Sen. Dist.	141,781	+22,001	+18.4
3rd Sen. Dist.	134,227	+14,447	+12.1	22nd Sen. Dist.	152,983	+33,203	+27.7
4th Sen. Dist.	153,711	+33,931	+28.3	23rd Sen. Dist.	103,022	-16,758	-14.0
5th Sen. Dist.	189,059	+69,279	+57.8	24th Sen. Dist.	127,596	+ 7,816	+ 6.5
6th Sen. Dist.	95,209	-24,571	-20.5	25th Sen. Dist.	74,293	-45,487	-38.0
7th Sen. Dist.	165,165	+45,385	+37.9	26th Sen. Dist.	123,714	+ 3,934	+ 3.3
8th Sen. Dist.	120,784	+ 1,004	+ .8	27th Sen. Dist.	107,910	-11,870	- 9.9
9th Sen. Dist.	83,383	-36,397	-30.4	28th Sen. Dist.	103,396	-16,384	-13.7
10th Sen. Dist.	99,357	-20,423	-17.0	29th Sen. Dist.	123,486	+ 3,706	+ 3.1
11th Sen. Dist.	94,518	-25,262	-21.1	30th Sen. Dist.	90,404	-29,376	-24.5
12th Sen. Dist.	93,825	-25,955	-21.7	31st Sen. Dist.	90,476	-29,304	-24.5
13th Sen. Dist.	109,289	-10,491	- 8.7	32nd Sen. Dist.	110,993	- 8,787	- 7.3
14th Sen. Dist.	137,134	+17,354	+14.5	33rd Sen. Dist.	208,343	+88,563	+73.9
15th Sen. Dist.	113,913	-27,266	-22.8	STANDARD POPULATION 119,780			
16th Sen. Dist.	98,381	-21,399	-17.9	AVERAGE DEVIATION ±22,630 ±18.9			
17th Sen. Dist.	108,043	-11,737	- 9.8	Largest district 208,343 +88,563 +73.9			
18th Sen. Dist.	104,000	-15,780	-13.2	Smallest district 74,293 -45,487 -38.0			
19th Sen. Dist.	130,196	+10,416	+ 8.7				

Population by Assembly District, 1960

District	Popu- lation	Deviation from Norm		District	Popu- lation	Deviation from Norm	
		People	%			People	%
Adams, Juneau, Marquette	33,572	- 5,956	-15.1	Dunn	26,156	- 3,372	- 8.5
Ashland, Bayfield	29,285	-10,243	-25.9	Eau Claire 1st..	26,505	-13,023	-32.9
Barron	34,270	- 5,258	-13.3	Eau Claire 2nd..	31,795	- 7,733	-19.5
Brown 1st	40,918	+ 1,390	+ 3.5	Florence, Forest, Langlade	30,895	- 8,633	-21.8
Brown 2nd	43,772	+ 4,244	+10.7	Fond du Lac 1st	39,119	- 409	- 1.0
Brown 3rd	40,392	+ 864	+ 2.2	Fond du Lac 2nd	35,966	- 3,562	- 9.0
Buffalo, Pepin, Pierce	44,037	+ 4,509	+11.4	Grant	44,419	+ 4,891	+12.4
Burnett, Polk ...	34,182	- 5,346	-13.5	Green	25,851	-13,677	-34.6
Calumet	22,268	-17,260	-43.7	Green Lake, Waushara	28,915	-10,613	-26.8
Chippewa	45,096	+ 5,568	+14.1	Iowa, Lafayette	37,773	- 1,755	- 4.4
Clark	31,527	- 8,001	-20.2	Iron, Oneida, Vilas	39,274	- 254	- .6
Columbia	36,708	- 2,820	- 7.1	Jackson, Trempealeau ..	38,528	- 1,000	- 2.5
Crawford, Richland	34,035	- 5,493	-13.9	Jefferson	50,094	+10,566	+26.7
Dane 1st	43,444	+ 3,916	+ 9.9	Kenosha 1st	41,288	+ 1,760	+ 4.4
Dane 2nd	33,322	- 6,206	-15.7	Kenosha 2nd	59,327	+19,799	+50.1
Dane 3rd	46,948	+ 7,420	+18.8	La Crosse 1st ..	38,062	- 1,466	- 3.7
Dane 4th	51,526	+11,998	+30.8	La Crosse 2nd ..	34,403	- 5,125	-13.0
Dane 5th	46,855	+ 7,327	+18.5	Lincoln	22,338	-17,190	-43.5
Dodge 1st	27,786	-11,742	-29.7	Manitowoc 1st ..	38,322	- 1,206	- 3.0
Dodge 2nd	35,384	- 4,144	-10.5	Manitowoc 2nd ..	36,893	- 2,635	- 6.7
Door, Kewaunee ..	38,967	- 561	- 1.4				
Douglas 1st	19,651	-19,877	-50.3				
Douglas 2nd	25,357	-14,171	-35.8				

Population by Assembly District, 1960 (Continued)

District	Popu- lation	Deviation from Norm		District	Popu- lation	Deviation from Norm	
		People	%			People	%
Marathon 1st	42,396	+ 2,868	+ 7.2	Outagamie 2nd ..	48,615	+ 9,087	+23.0
Marathon 2nd	46,478	+ 6,950	+17.6	Ozaukee	38,441	- 1,087	- 2.7
Marinette	34,660	- 4,868	-12.3	Portage	36,964	- 2,564	- 6.5
Menominee-				Price, Taylor ..	32,213	- 7,315	-18.5
Shawano	34,612	- 4,916	-12.4	Racine 1st	42,002	+ 2,474	+ 6.2
Milwaukee 1st ...	36,406	- 3,122	- 7.9	Racine 2nd	47,142	+ 7,614	+19.3
Milwaukee 2nd ...	25,867	-13,661	-34.6	Racine 3rd	52,637	+13,109	+33.2
Milwaukee 3rd ...	27,256	-12,272	-31.0	Rock 1st	42,596	+ 3,068	+ 7.8
Milwaukee 4th ...	24,973	-14,555	-36.8	Rock 2nd	34,839	- 4,689	-11.9
Milwaukee 5th ...	34,429	- 5,099	-12.9	Rock 3rd	36,478	- 3,050	- 7.7
Milwaukee 6th ...	30,260	- 9,268	-23.4	Rusk, Sawyer,			
Milwaukee 7th ...	31,451	- 8,077	-20.4	Washburn	34,570	- 4,958	-12.5
Milwaukee 8th ...	32,992	- 6,536	-16.5	St. Croix	29,164	-10,364	-26.2
Milwaukee 9th ...	75,879	+36,351	+92.0	Sauk	37,167	- 2,361	- 6.0
Milwaukee 10th ..	30,814	- 8,714	-22.0	Sheboygan 1st ..	45,747	+ 6,219	+15.7
Milwaukee 11th ..	69,756	+30,228	+76.5	Sheboygan 2nd ..	40,737	+ 1,209	+ 3.0
Milwaukee 12th ..	31,757	- 7,771	-19.6	Vernon	25,663	-13,865	-35.1
Milwaukee 13th ..	32,944	- 6,584	-16.6	Walworth	52,368	+12,840	+32.5
Milwaukee 14th ..	32,714	- 6,814	-17.2	Washington	46,119	+ 6,591	+16.7
Milwaukee 15th ..	78,742	+39,214	+99.2	Waukesha 1st ...	70,763	+31,235	+79.0
Milwaukee 16th ..	36,553	- 2,975	- 7.5	Waukesha 2nd ...	87,486	+47,958	+121.3
Milwaukee 17th ..	36,264	- 3,264	- 8.2	Waupaca	35,340	- 4,188	-10.6
Milwaukee 18th ..	33,536	- 5,992	-15.1	Winnebago 1st ..	33,611	- 5,917	-15.0
Milwaukee 19th ..	83,769	+44,241	+111.8	Winnebago 2nd ..	33,860	- 5,668	-14.3
Milwaukee 20th ..	36,934	- 2,594	- 6.6	Winnebago 3rd ..	40,457	+ 929	+ 2.3
Milwaukee 21st ..	38,027	- 1,501	- 3.8	Wood 1st	27,768	-11,760	-29.7
Milwaukee 22nd ..	45,823	+ 6,295	+15.9	Wood 2nd	31,337	- 8,191	-20.7
Milwaukee 23rd ..	58,739	+19,211	+48.6				
Milwaukee 24th ..	70,156	+30,628	+77.5	STANDARD POPULATION	39,528		
Monroe	31,241	- 8,287	-21.0	AVERAGE DEVIATION	± 9,025	±22.8	
Oconto	24,849	-14,679	-37.1	Largest district	87,486	+47,958	+121.3
Outagamie 1st ...	53,179	+13,651	+34.5	Smallest district	19,651	-19,877	-50.3

APPORTIONMENT MEASURES CONSIDERED DURING THE 1961 REGULAR SESSION

By Chapter 679, Laws of 1961, the Legislature incorporated the 3 eastern townships of Menominee County into the districts containing Shawano County: the 7th Congressional District, the 29th Senatorial District, and the Menominee-Shawano Assembly District.

Concurring in 1961 SJR 11, the 1961 Legislature gave 2nd consideration approval to a proposed constitutional amendment to remove the "Indians not taxed" exclusion from the apportionment formula. This amendment will be placed before the electorate for ratification in the election of November 1962.

All other apportionment legislation considered by the 1961 Legislature was either returned to author, killed at some point during the 1961 Regular Session, or died in the adjournment of January 12, 1962. The apportionment proposals considered by the 1961 Legislature could be grouped into a number of different classes: (1) to amend the Constitution changing the method of apportionment; (2) to apportion Senate and Assembly Districts according to the number of inhabitants as it is now required by the Constitution; (3) to incorporate the 19-ward plan adopted by the Milwaukee Common Council into the legislative apportionment; and (4) to apportion the Congressional Districts.

Constitutional Amendment Proposals: SJR 24 and 38; AJR 13, 85 and 100

SJR 24 was indefinitely postponed by the catch-all motion of 1/12/62. The proposal would have removed Senate apportionment from the "according to the number of inhabitants" requirement, freezing it on the basis of the 1951 apportionment. The proposal necessitated an additional change to permit Senate Districts to cross Assembly District lines.

SJR 38 was rejected by the Senate on 3/28/61 by a roll call vote of 23 to 10. As introduced, the proposal would have vested the power of legislative apportionment--should the Legislature fail to act at its "first session after each enumeration made by the authority of the United States"--in an apportionment commission consisting of the Chief Justice or an Associate Justice appointed by him, and 6 citizens appointed by the Chief Justice or the designated Justice. Following a public hearing before the Senate Judiciary Committee on 3/15/61, that committee voted 3 to 0 to recommend the proposal for adoption--amended to substitute, for the apportionment commission outlined, an interim apportionment committee consisting of the Senate and Assembly Judiciary Committees.

AJR 13 was rejected by the Assembly on 6/5/61 by a vote of 49 to 37. As introduced, the proposal would have vested the power of legislative apportionment--should the Legislature fail to act at its "first session after each enumeration made by the authority of the United States"--in the Supreme Court sitting as an apportionment commission. Sub. Amdt. 1, A., to AJR 13, which died without legislative action when AJR 13 was killed, instead proposed that an apportionment commission should be formed consisting of the Chief Justice and 5 public members chosen by him, the Assembly Speaker and Senate President pro tem, a minority member from each house, and the

President of the University of Wisconsin. This commission, reminiscent of the 1950 Rosenberry Committee, was to meet during the 1961-63 interim, and to submit its apportionment proposals not later than May 1, 1963, to the 1963 Legislature for consideration. The Rosenberry Committee had been composed of the Chief Justice, 2 Senators, 3 Assemblymen (including one from the minority party) and 2 public members.

AJR 85 was returned to its author on the day of adjournment, 1/12/62. This proposal raised the constitutional maximum number of Assemblymen from 100 to 110, but did not alter the "according to the number of inhabitants" requirement.

AJR 100, returned to its authors on the day of adjournment, 1/12/62, also proposed to raise the number of Assemblymen to 110. It removed the "according to the number of inhabitants" apportionment requirement, and instead proposed that at least one Assembly District be assigned to each county, and that no county be permitted to have more than 10% of the total Assembly membership, nor any incorporated municipality to have more than 50% of its county's Assembly representation. Sub. Amdt. 1, A., to AJR 100, which died without legislative action when AJR 100 was returned to its authors, proposed instead to base the allocation of Assembly seats on the relation of income tax produced by each county to the total income tax collected by the state.

Apportionment by Population: Bills 643 and 734, S.; Bills 578 and 645, A.

Plans to reapportion the Wisconsin Legislature within the existing constitutional requirements, on the basis of population, were submitted by Senators McParland and Moser (Bill 643, S.), Senator Leonard (Bill 734, S.), Assemblyman Pommerening (Bill 578, A.) and Assemblyman Flannigan (Bill 645, A.). Bill 643, S., was a companion bill to Mr. Flannigan's Bill 645, A., so that there were only 3 (not 4) different plans for apportioning the Legislature.

In the Assembly, the Flannigan Proposal (Bill 645, A.) was killed on 7/25/61, by a vote of 50 to 44. The Pommerening Proposal (Bill 578, A.) was returned to its author on 1/10/62; the Assembly Elections Committee had recommended on 7/13/61 the adoption of 2 correctional amendments to the proposal, and the defeat of the proposal as amended.

In the Senate, the Flannigan Proposal lived on (Bill 643, S.) due to the companion bill introduced by Senators McParland and Moser. Both the Flannigan Proposal, and the Leonard Proposal (Bill 734, S.), were "adversely disposed of" by the catch-all motion to kill legislation pending on 1/12/62, the day of adjournment. The Senate Governmental and Veterans Affairs Committee had held a hearing on the 2 bills on 11/28/61. At this hearing, a representative of the League of Women Voters of Wisconsin had urged passage of either one or the other of the 2 proposals, subject to certain correctional amendments. The corrections outlined by the League of Women Voters were later introduced by Senator Zaborski as Amdt. 4, S., to Bill 734, S., and Amdt. 1, S., to Amdt. 1, S., to Bill 734, S.

A S S E M B L Y

County	1960 Population	County Combination in District (Original bills)			
		1950 Apportionment	734, S. Leonard	578, A. Pommerening	645, A. Flannigan
Adams	7,566	Juneau, Marquette	Jackson, Juneau	Jackson, Juneau	Jackson, Juneau
Ashland	17,375	Bayfield	Bayfield, Iron	Bayfield, Iron	Bayfield
Barron	34,270	single district	single district	single district	single district
Bayfield	11,910	Ashland	Ashland, Iron	Ashland, Iron	Ashland
Brown	125,082	3 districts	3 districts	3 districts	3 districts
Buffalo	14,202	Pepin, Pierce	Trempealeau	Pepin, Trempealeau	Trempealeau
Burnett	9,214	Polk	Polk, Washburn	Polk, Washburn	Polk
Calumet	22,268	single district	single district	single district	single district
Chippewa	45,096	single district	single district	single district	single district
Clark	31,527	single district	single district	single district	single district
Columbia	36,708	single district	single district	single district	single district
Crawford	16,351	Richland	Vernon	Vernon	Vernon
Dane	222,095	5 districts	5 districts	5 districts	5 districts
Dodge	63,170	2 districts	2 districts	2 districts	2 districts
Door	20,685	Kewaunee	Kewaunee	Kewaunee	Kewaunee
Douglas	45,008	2 districts	single district	single district	single district
Dunn	26,156	single district	Pepin	Pierce	Pepin
Eau Claire	58,300	2 districts	2 districts	2 districts	2 districts
Florence	3,437	Forest, Langlade	Marinette	Marinette	Marinette
Fond du Lac	75,085	2 districts	2 districts	2 districts	2 districts
Forest	7,542	Florence, Langlade	Oneida, Vilas	Oneida, Vilas	Oconto
Grant	44,419	single district	single district	single district	single district
Green	25,851	single district	Lafayette	Lafayette	Lafayette
Green Lake	15,418	Waushara	Marquette, Waushara	Marquette, Waushara	Marquette, Waushara
Iowa	19,631	Lafayette	Richland	Richland	Richland
Iron	7,830	Oneida, Vilas	Ashland, Bayfield	Ashland, Bayfield	Oneida, Vilas
Jackson	15,151	Trempealeau	Adams, Juneau	Adams, Juneau	Adams, Juneau
Jefferson	50,094	single district	single district	single district	single district
Juneau	17,490	Adams, Marquette	Adams, Jackson	Adams, Jackson	Adams, Jackson
Kenosha	100,615	2 districts	2 districts	3 districts	2 districts
Kewaunee	18,282	Door	Door	Door	Door
La Crosse	72,465	2 districts	2 districts	2 districts	2 districts
Lafayette	18,142	Iowa	Green	Green	Green
Langlade	19,916	Florence, Forest	Oconto	Oconto	Lincoln
Lincoln	22,338	single district	Taylor	Taylor	Langlade
Manitowoc	75,215	2 districts	2 districts	2 districts	2 districts

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A S S E M B L Y

County	1960 Population	County Combination in District (Original bills)			
		1950 Apportionment	734, S. Leonard	578, A. Pommerening	645, A. Flannigan
Marathon	88,874	2 districts	2 districts	2 districts	2 districts
Marinette	34,660	single district	Florence	Florence	Florence
Marquette	8,516	Adams, Juneau	Green Lake, Waushara	Green Lake, Waushara	Green Lake, Waushara
Menominee	2,606	created 1961	Shawano	not apportioned	Shawano
Milwaukee	1,036,041	24 districts	26 districts	24 districts	26 districts
Monroe	31,241	single district	single district	single district	single district
Oconto	24,849	single district	Langlade	Langlade	Forest
Oneida	22,112	Iron, Vilas	Forest, Vilas	Forest, Vilas	Iron, Vilas
Outagamie	101,794	2 districts	3 districts	3 districts	2 districts
Ozaukee	38,441	single district	single district	single district	single district
Pepin	7,332	Buffalo, Pierce	Dunn	Buffalo, Trempealeau	Dunn
Pierce	22,503	Buffalo, Pepin	St. Croix	Dunn	St. Croix
Polk	24,968	Burnett	Burnett, Washburn	Burnett, Washburn	Burnett
Portage	36,964	single district	single district	single district	single district
Price	14,370	Taylor	Rusk, Sawyer	Rusk, Sawyer	Taylor
Racine	141,781	3 districts	3 districts	3 districts	3 districts
Richland	17,684	Crawford	Iowa	Iowa	Iowa
Rock	113,913	3 districts	3 districts	3 districts	3 districts
Rusk	14,794	Sawyer, Washburn	Price, Sawyer	Price, Sawyer	Sawyer, Washburn
St. Croix	29,164	single district	Pierce	single district	Pierce
Sauk	37,167	single district	single district	single district	single district
Sawyer	9,475	Rusk, Washburn	Price, Rusk	Price, Rusk	Rusk, Washburn
Shawano	32,006	single district	Menominee	single district	Menominee
Sheboygan	86,484	2 districts	2 districts	2 districts	2 districts
Taylor	17,843	Price	Lincoln	Lincoln	Price
Trempealeau	23,377	Jackson	Buffalo	Buffalo, Pepin	Buffalo
Vernon	25,663	single district	Crawford	Crawford	Crawford
Vilas	9,332	Iron, Oneida	Forest, Oneida	Forest, Oneida	Iron, Oneida
Walworth	52,368	single district	single district	2 districts	single district
Washburn	10,301	Rusk, Sawyer	Burnett, Polk	Burnett, Polk	Rusk, Sawyer
Washington	46,119	single district	single district	single district	single district
Waukesha	158,249	2 districts	4 districts	4 districts	4 districts
Waupaca	35,340	single district	single district	single district	single district
Waushara	13,497	Green Lake	Green Lake, Marquette	Green Lake, Marquette	Green Lake, Marquette
Winnebago	107,928	3 districts	3 districts	3 districts	3 districts
Wood	59,105	2 districts	2 districts	2 districts	2 districts

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SENATE APPORTIONMENT

The provisions of the Wisconsin Constitution relating to legislative apportionment are set out in Sections 3, 4 and 5 of Article IV. According to Section 3 of Article IV, both Senate and Assembly are to be apportioned "according to the number of inhabitants," and at the first legislative "session after each enumeration made by the authority of the United States."

Section 4 of Article IV, dealing with the Assembly, requires that Assembly Districts be fashioned along county, town or ward lines. This results in the familiar Assembly Districts which can be either composed of all of one county, can contain all of each of several counties, or can contain part of one county only.

Section 5 of Article IV, dealing with the Senate, merely requires that Senate Districts be composed of whole Assembly Districts ("no assembly district shall be divided in the formation of a senate district") and that the territory of each Senate District be "convenient" and "contiguous." In most prior apportionments of the Senate, the practice has been followed to combine only whole counties into multicounty Senate Districts; the apportionment of Chapter 156, Laws 1871, created 3 Senate Districts (21-23) consisting of parts of several counties. This apportionment was used for 5 elections (1871-75).

All 3,1961, apportionment plans proposed Senate Districts consisting of whole Assembly Districts, but not in all cases of whole counties. Thus, by way of example, the Leonard and Pommerening Plans created a Senate District out of parts of Dane County in combination with Jefferson County, another out of parts of Kenosha County in combination with parts of Racine County. The Flannigan Plan combined parts of Milwaukee County with parts of Waukesha County.

COMPARISON BY COUNTY: 1950 APPORTIONMENT AND 1961 APPORTIONMENT PLANS

County	S E N A T E					County	S E N A T E				
	1960 Population	Dist. to which county apportioned (figures in brackets Assem.Dists.)					1960 Population	Dist. to which county apportioned (figures in brackets Assem.Dists.)			
		1950	734,S	578,A.	645,A.			1950	734,S.	578,A.	645,A.
Adams	7,566	31	31	31	31	Menominee	2,606	--	29	--	29
Ashland	17,375	25	12	12	12	Milwaukee	1,036,041	3-9,11	3-9,11	3-9,11	3-9,11
Barron	34,270	23	23	23	10			25(21)			23(18)
Bayfield	11,910	25	12	12	12						27(20)
Brown	125,082	2	2	2	2	Monroe	31,241	31	31	32	31
Buffalo	14,202	10	32	10	31	Oconto	25,110	30	30	30	30
Burnett	9,214	23	23	23	25	Oneida	22,112	12	30	30	12
Calumet	22,268	19	18	14	20	Outagamie	101,794	14	14	14	14
Chippewa	45,096	28	28	28	28	Ozaukee	38,441	20	20	20	27
Clark	31,527	24	28	31	24	Pepin	7,332	10	10	10	10
Columbia	36,708	27	27	27	13	Pierce	22,503	10	10	10	10
Crawford	16,351	27	17	17	32	Polk	24,968	23	23	23	25
Dane	222,095	16(4-5)	16(3-4)	16(3-4)	16(4-5)	Portage	36,964	24	24	24	24
		26(1-3)	26(1,2,5)	26(1,2,5)	26(1-3)	Price	14,370	12	12	12	12
Dodge	63,170	13	13	13	13	Racine	141,781	21	21(1-2)	21(1-2)	21
Door	20,685	1	1	1	1			22(3)	25(3)		
Douglas	45,008	25	23	23	25	Richland	17,684	27	27	27	17
Dunn	26,156	10	10	10	10	Rock	113,913	15	15	15	15
Eau Claire	58,300	28	10(2)	28	28	Rusk	14,794	23	12	12	25
			28(1)			St. Croix	29,164	10	10	10	10
Florence	3,437	30	30	30	30	Sauk	37,167	27	27	27	17
Fond du Lac	75,085	18	18	18	18	Sawyer	9,475	23	12	12	25
Forest	7,542	30	30	30	30	Shawano	34,351	29	29	29	29
Grant	44,419	17	17	17	17	Sheboygan	86,484	20	20	20	20
Green	25,851	17	17	17	16	Taylor	17,843	12	12	12	12
Green Lake	15,418	18	31	18	18	Trempealeau	23,377	32	32	10	31
Iowa	19,631	17	27	27	17	Vernon	25,663	31	17	17	32
Iron	7,830	12	12	12	12	Vilas	9,332	12	30	30	12
Jackson	15,151	32	31	31	31	Walworth	52,368	22	22	22(2)	22
Jefferson	50,094	33	16	16	33					25(1)	
Juneau	17,490	31	31	31	31	Washburn	10,301	23	23	23	25
Kenosha	100,615	22	21(1)	21(1)	22	Washington	46,119	13	13	13	27
			22(2)	22(2-3)		Waukesha	158,249	33	25(4)	25(4)	23(3-4)
Kewaunee	18,282	1	1	1	1			33(1-3)	33(1-3)	33(1-2)	
La Crosse	72,465	32	32	32	32	Waupaca	35,340	14	24	24	14
Lafayette	18,142	17	17	17	16	Waushara	13,497	18	31	18	18
Langlade	19,916	30	30	30	30	Winnebago	107,928	19	19	19	19
Lincoln	22,338	12	12	12	30	Wood	59,105	24	24	24(2)	31(1)
Manitowoc	75,215	1	1	1	1						24
Marathon	88,874	29	29	29	29						
Marquette	34,660	30	30	30	30						
	8,516	31	31	18	18						

REDISTRICTING WITHIN MILWAUKEE COUNTY: BILLS 642, S.; 646, A.;
AMDT. 3, S. to 734, S.

The 1950 Census apportionment of the legislative seats allocated to Milwaukee County was based on a 20-ward plan for the City of Milwaukee. The first 18 of these 20 wards each corresponded to one Assembly District; the remaining 2 each formed an Assembly District in combination with some additional territory within Milwaukee County. During the decade since 1950, the population in the suburban areas of Milwaukee County has increased at a faster rate than the population in the City of Milwaukee. This has resulted in a proposal to shift some legislative representation from the central city to the suburbs.

Because of this, the Common Council of the City of Milwaukee adopted an ordinance on March 21, 1961 (Milwaukee Ordinance No. 730), dividing the city into 19 wards instead of the present 20. Companion Bills 642, S. and 646, A., of 1961, proposed to make the necessary statutory changes to incorporate the new 19-ward plan of the City of Milwaukee in to the legislative apportionment of Wisconsin. Bill 646, A. was introduced by Assemblymen Flannigan and Schuele as an integral part of the general Flannigan reapportionment proposal (Bill 645, A.); Bill 642, S. was part of the companion proposal to Bill 645, A., i.e. Bill 643, S. Similarly, Amendment 3, S., to Bill 734, S., both introduced by Senator Leonard, made the 19-ward plan part of Senator Leonard's reapportionment proposal. The Pommerening Plan did not contain any provision to utilize the 19-ward plan of the City of Milwaukee for legislative apportionment.

Bill 646, A., was returned to its authors on 1/10/62; the Assembly Elections Committee had recommended the proposal for indefinite postponement on 7/13/61 by a vote of 3 to 2. Bills 642, S., and 734, S. (including its Amdt. 3, S.) were "adversely disposed of" in the catch-all motion which killed all legislation pending in the Senate on the day of adjournment, 1/12/62.

CONGRESSIONAL APPORTIONMENT: BILL 647, A.; BILL 641, S.

Only one proposal to reapportion the Congressional Districts of Wisconsin was placed before the 1961 Legislature (in identical bills in each house). In the press this proposal was known as the "Norris Plan" after the Milwaukee journalist who first advanced the proposal; in the Assembly, the plan was sponsored by Messrs. Flannigan and Schuele (Bill 647, A.); in the Senate it was sponsored by Senators McParland and Moser. The Senate version was indefinitely postponed on the day of summer adjournment, 8/12/61; the Assembly version was returned to its authors on the 1/12/62 adjournment date.

The Norris Plan reduced the territory of the First Congressional District by taking Green County out of that district. The 2nd District was reduced by Waukesha County and increased by Green Lake and Marquette Counties. The 3rd District picked up Green County from the 1st, Adams from the old 7th, and Buffalo, Jackson and Trempealeau from the old 9th District. There was some internal realignment within Milwaukee County to include only the City of Milwaukee and the southern half of suburban Milwaukee in the 4th and 5th Districts. The northern half of suburban Milwaukee County and Waukesha County

formed a new 6th District. The old 6th District became the new 7th District comprising all of its old territory plus Waushara County. The old 7th District became the new 9th District, and included the old 7th District less Adams, Green Lake, Marquette and Waushara, but with the addition of Florence and Forest from the 8th, Clark from the old 9th, and Lincoln, Oneida, Taylor and Vilas from the 10th. The 8th Congressional District would retain its present shape, but would be reduced by the territory of Forest and Florence Counties. The old 9th District would be completely dismembered and its counties attached to other districts, thus permitting the creation of a new 6th District. The 10th District, reduced in the east by Lincoln, Oneida, Taylor and Vilas, would add in the south the remaining territory of the old 9th: Barron, Chippewa, Dunn, Eau Claire, Pepin, Pierce and St. Croix.

MUNICIPAL CORPORATION CHANGES SINCE 1961

Since the 1961 apportionment proposals were drawn, a number of changes have occurred in the status of municipal corporation which would have to be taken into account if any of the plans which died in the 1961 Regular Session are to be placed before the 1962 Special Session now called by Governor Gaylord A. Nelson.

(1) The Village of Shell Lake, in Washburn County, became a city on 10/3/61.

(2) The Village of Barton, in Washington County, lost its separate identity when it was consolidated with the City of West Bend on 11/1/61.

(3) The Village of Green Lake, in Green Lake County, became a city on 4/6/62.

(4) The Village of Waterloo, in Jefferson County, became a city on 4/11/62.