The Constitution prescribes Congressional apportionment based on decennial census population data. Each state has at least one Representative, no 1941 distribution been based on total US population, so been based on total U.S. population, so Representative has the least possible variation between one state and any other. Congress fixes the number of voting Representatives at each voting Represtionment. States delineate the district boundaries. The first House of district boundaries.
Representatives in 1789 had 65 members; currently there are 435 . There are non-voting delegates from American Samoa, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands.


