

# MAINE STATE LEGISLATURE

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# **Final Democratic Redistricting Plan**

Presented By State Senator Seth Goodall (D-Richmond)  
on behalf of the Democratic Caucus

Tuesday, August 29, 2011

# Why Are We here?

- Desena & Dunham v. Maine
- The Federal District Court has ordered us to reapportion Maine's Congressional Districts to comply with the 2010 Census
- Our responsibility is to reapportion the existing Congressional Districts in accordance with State and Federal law

# Recognized Legal Criteria Used for Redistricting Plans

- Equal Population – The population of the districts should be “as nearly equal as is practicable.” (Kirkpatrick v. Preisler 394 U.S. 526 (1969) and Karcher v. Daggett, 462 U.S. 725 (1983)). The Court allows *de minimis* deviations from precise mathematical equality as long as there is a good faith effort to achieve mathematical equality “as nearly as practicable” and as long as the state can justify such small variances as being “necessary to achieve some legitimate goal.”
- Compactness and Contiguity – The districts shall be formed of contiguous and compact territory as outlined in 21-A MRSA 1206. Section 1206-A defines “functionally contiguous and compact territory” as one that facilitates representation by minimizing impediments to travel within the district...
- Political Subdivisions – 21-A MRSA 1206 requires that the congressional districts cross political subdivision lines the least number of times necessary to comply with the requirements of one person, one vote. Due to Maine’s population and demographics it is important to make reasonable efforts to protect the integrity of municipal and county boundaries.
- Displacement – The districts should move as few communities into different districts as is practicably possible. (This was cited as a main objective of the Maine Supreme Court in 2003 and a criterion adopted by the 1993 Apportionment Commission)

# History of Maine's Congressional Districts:



■ **1961**

(Maine contracted from 3  
CDs to 2 CDs)

■ **CD-1: Cumberland  
Kennebec, Knox,  
Lincoln, Sagadahoc,  
Waldo, and York**

■ **CD-2: Androscoggin,  
Aroostook, Franklin,  
Hancock, Oxford,  
Penobscot,  
Piscataquis,  
Somerset, and  
Washington**

# History of Maine's Congressional Districts:

**1971:**



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Waldo, and York**

■ **CD-2: Androscoggin,  
Aroostook, Franklin,  
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Somerset, and  
Washington**

# History of Maine's Congressional Districts:

**1983:**



**CD-1: York, Cumberland, Knox, Lincoln, Sagadahoc, Kennebec, and part of Waldo County**

(Burnham, Freedom, Islesboro, Liberty, Lincolnville, Monteville, Morrill, Northport, Palermo, Searsmont, Troy, Waldo, Waldo, and Unity)

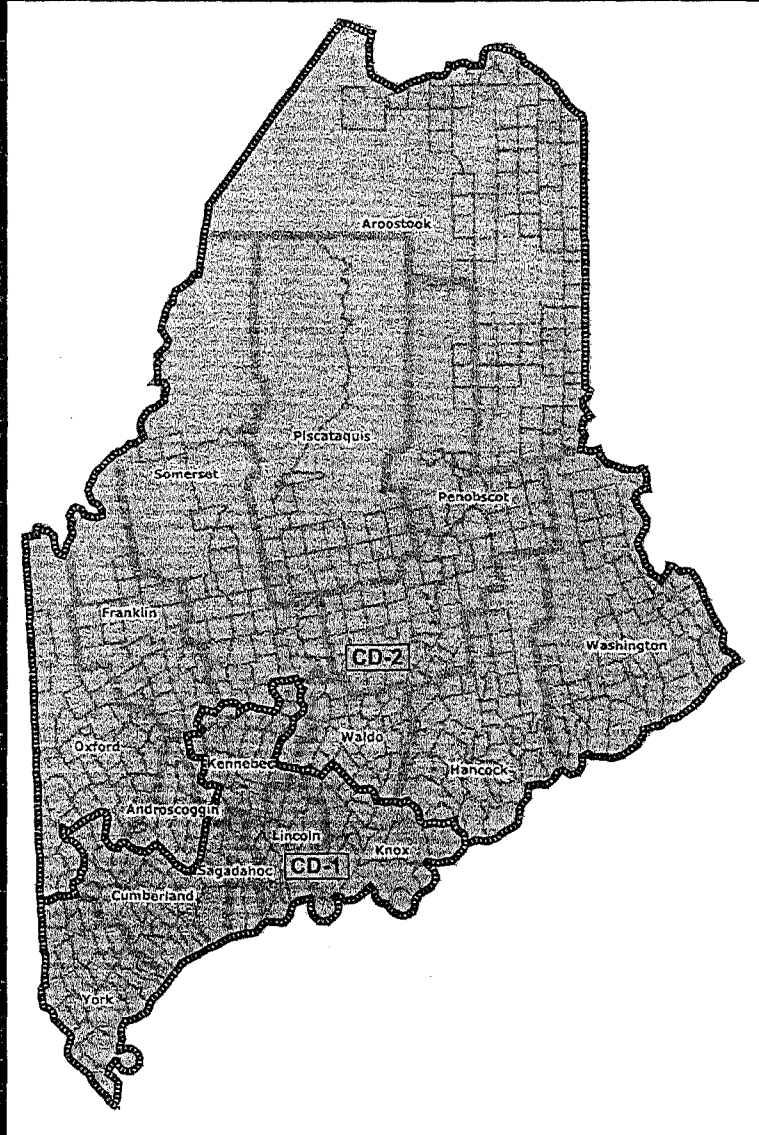
**CD-2: Androscoggin, Oxford, Franklin, Piscataquis, Penobscot, Hancock, Aroostook, Somerset, Washington, and part of Waldo County**

(Belfast, Belmont, Brooks, Frankfort, Jackson, Knox, Monroe, Prospect, Searsport, Stockton Springs, Swanville, Thondike, and Winterport in Waldo County)



# History of Maine's Congressional Districts:

## 1993:



**CD-1: York, Cumberland, Knox, Lincoln, Sagadahoc, and part of Kennebec** comprising

the municipalities of Augusta, Belgrade, Benton, Chelsea, Clinton, Farmingdale, Fayette, Gardiner, Hallowell, Litchfield, Manchester, Mount Vernon, Oakland, Pittston, Randolph, Readfield, Rome, Sidney, Vassalboro, Vienna, Waterville, West Gardiner, Windsor, Winslow, and Winthrop.

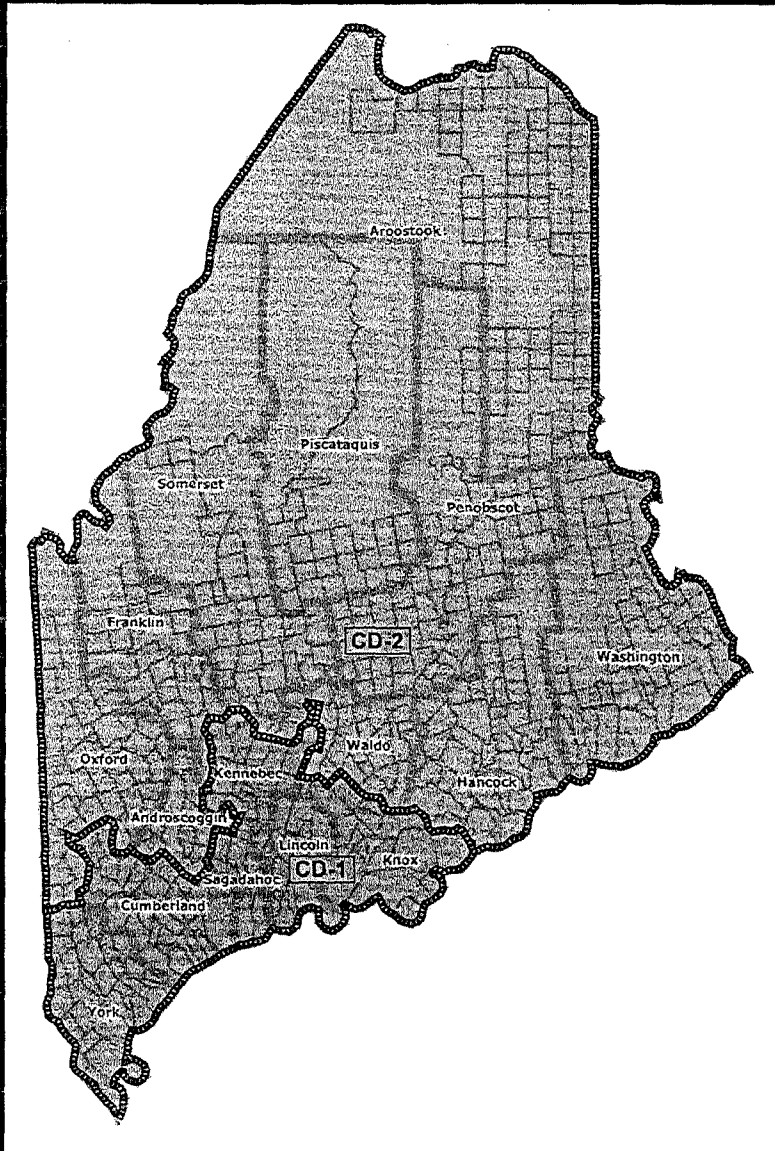
**CD-2: Androscoggin, Oxford, Franklin, Piscataquis, Penobscot, Hancock, Aroostook, Somerset, Washington, Waldo, and part of Kennebec** comprising the

municipalities of Albion, China, Monmouth, Unity Township, and Wayne.



# History of Maine's Congressional Districts:

**2003 – Present**  
(As Adopted by the Maine Supreme Court)



**CD-1: Cumberland, Knox, Lincoln, Sagadahoc, York and part of Kennebec** comprising the municipalities of Albion, Augusta, Belgrade, Chelsea, China, Farmingdale, Gardiner, Hallowell, Manchester, Monmouth, Mount Vernon, Pittston, Randolph, Readfield, Rome, Sidney, Vassalboro, Vienna, West Gardiner, Windsor, and Winthrop.

**CD-2: Androscoggin, Aroostook, Franklin, Hancock, Oxford, Penobscot, Piscataquis, Somerset, Waldo, Washington and part of Kennebec** comprising the municipalities of Benton, Clinton, Fayette, Litchfield, Oakland, Waterville, Wayne, and Winslow in Kennebec County.

# Democratic Plan

# The Vassalboro Gardiner Plan

Population: (.00015% deviation)

CD-1 - 664,181 (+0)

CD-2 - 664,180 (+1)

Population Displacement

The plan moves the towns of Gardiner, Vassalboro, Vienna, Rome, Oakland, Wayne, and Unity Township comprising 19,192 people between CD-1 and CD-2.

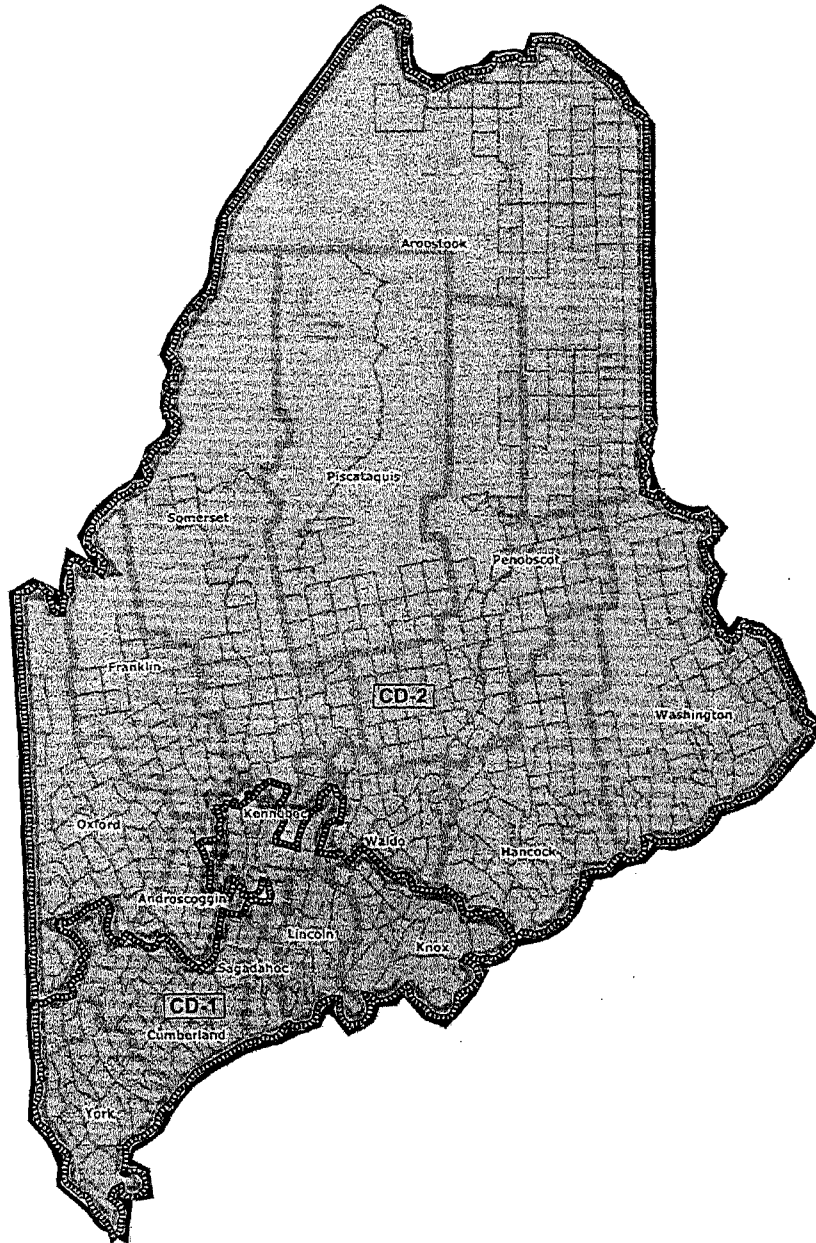
County Splits

The plan splits only Kennebec County.

Area

CD-1: 3,460.15 sq. miles (currently 3,535.25 sq. miles)

CD-2: 27.401.41 square miles (currently 27,326.31 sq. miles)



# The Vassalboro Gardiner Plan – Close Up:



## **CD-1: Cumberland, Knox, Lincoln, Sagadahoc, York and part of Kennebec**

(Albion, Augusta, Belgrade, China, Chelsea, Farmingdale, Hallowell, Manchester, Monmouth, Mount Vernon, Oakland, Pittston, Randolph, Readfield, Sidney, Wayne, Windsor, West Gardiner, and Winthrop)

## **CD-2: Androscoggin, Aroostook, Franklin, Hancock, Oxford, Penobscot, Piscataquis, Somerset, Waldo, Washington and part of Kennebec**

(Benton, Clinton, Fayette, Gardiner, Litchfield, Rome, Unity Township, Vassalboro, Vienna, Waterville,, and Winslow)

# Grading the Vassalboro Gardiner Plan Based On Legal Criteria

- Equal Population – The plan creates two districts with a combined absolute deviation of 1: an absolute deviation of +0 in CD-1 and of -1 in CD-2. This creates the lowest deviation possible.
- Compactness and Contiguity – The plan features a Roeck Compactness\* score of .38 in CD-1 and .48 in CD-2, for a mean score of .43, equal to that of the 2003 Apportionment Plan.
- Political Subdivisions – The plan does not divide any municipalities and divides only Kennebec county. (It also keeps the fast growing counties of Androscoggin, Oxford, and Franklin in CD-2)
- Displacement – The plan preserves the existing districts almost in their entirety, moving only 19,192 people or less than 2.88% of either district.
- Travel Burden – The plan avoids increasing the travel burden on either of the Congressional Districts, and only adds a net of 75.1 square miles to CD-2.

\*Roeck Compactness is the most commonly used compactness measure in Maine redistricting cases and was used in the 2003 Maine Supreme Court Apportionment Plan. The Roeck test involves finding the smallest circle containing the district and takes the ratio of the district's area to that of the circle. This ratio is always between 0 and 1; the closer it is to 1 the more compact the district is.



# **Democratic Redistricting Plans**

Presented By State Senator Seth Goodall (D-Richmond)  
on behalf of the Democratic Caucus

Tuesday, August 23, 2011

# Why Are We here?

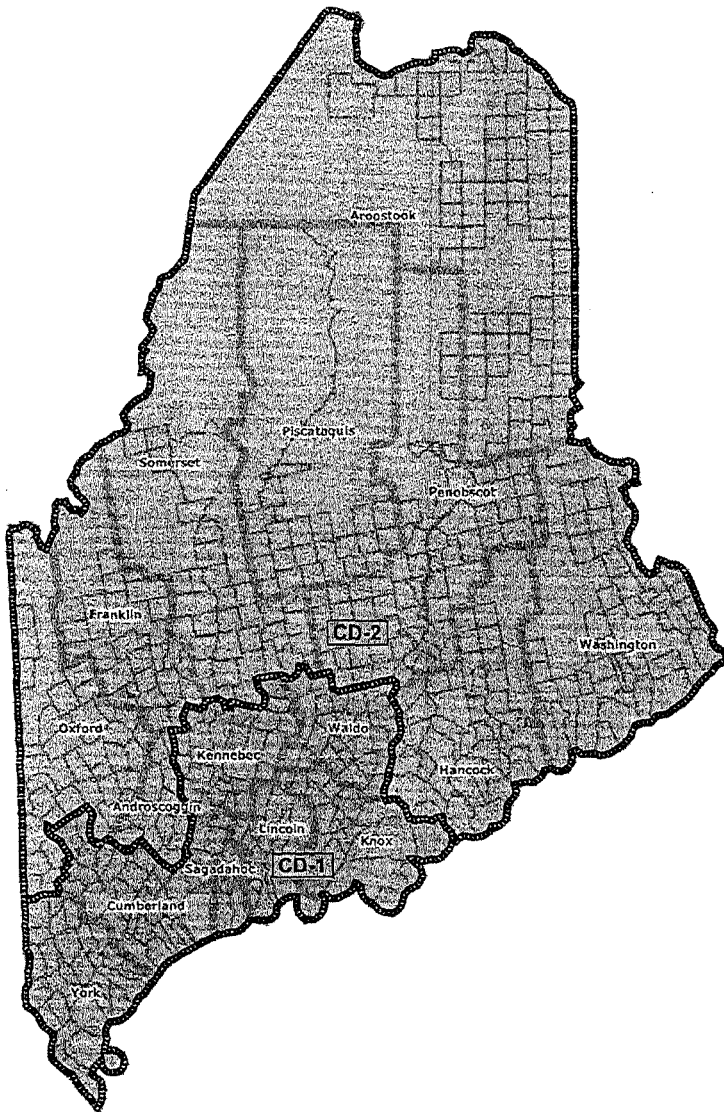
- Desena & Dunham v. Maine
- The Federal District Court has ordered us to reapportion Maine's Congressional Districts to comply with the 2010 Census
- Our responsibility is to reapportion the existing Congressional Districts in accordance with State and Federal law



# Recognized Legal Criteria Used for Redistricting Plans

- Equal Population – The population of the districts should be “as nearly equal as is practicable.” (Kirkpatrick v. Preisler 394 U.S. 526 (1969) and Karcher v. Daggett, 462 U.S. 725 (1983)). The Court allows *de minimis* deviations from precise mathematical equality as long as there is a good faith effort to achieve mathematical equality “as nearly as practicable” and as long as the state can justify such small variances as being “necessary to achieve some legitimate goal.”
- Compactness and Contiguity – The districts shall be formed of contiguous and compact territory as outlined in 21-A MRSA 1206. Section 1206-A defines “functionally contiguous and compact territory” as one that facilitates representation by minimizing impediments to travel within the district...
- Political Subdivisions – 21-A MRSA 1206 requires that the congressional districts cross political subdivision lines the least number of times necessary to comply with the requirements of one person, one vote. Due to Maine’s population and demographics it is important to make reasonable efforts to protect the integrity of municipal and county boundaries.
- Displacement – The districts should move as few communities into different districts as is practicably possible. (This was cited as a main objective of the Maine Supreme Court in 2003 and a criterion adopted by the 1993 Apportionment Commission)

# History of Maine's Congressional Districts:



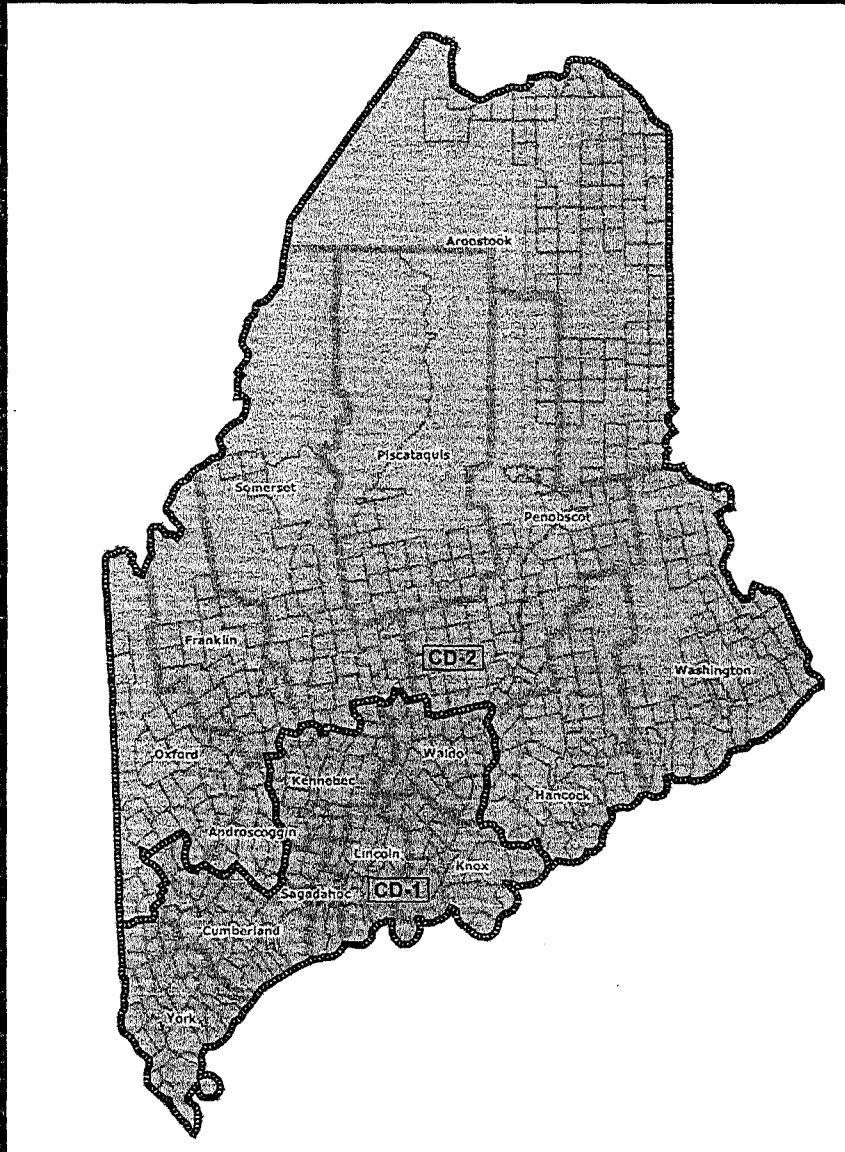
■ **1961**

(Maine contracted from 3  
CDs to 2 CDs)

■ **CD-1: Cumberland  
Kennebec, Knox,  
Lincoln, Sagadahoc,  
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■ **CD-2: Androscoggin,  
Aroostook, Franklin,  
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# History of Maine's Congressional Districts:

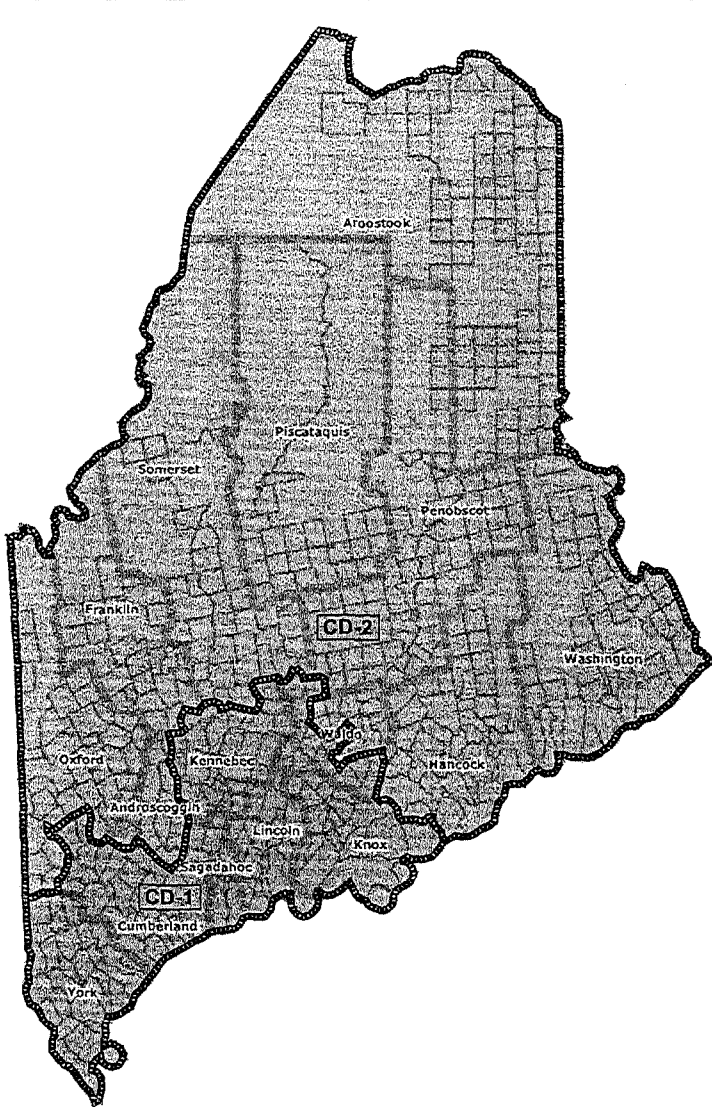


**1971:**

- **CD-1: Cumberland, Kennebec, Knox, Lincoln, Sagadahoc, Waldo, and York**
- **CD-2: Androscoggin, Aroostook, Franklin, Hancock, Oxford, Penobscot, Piscataquis, Somerset, and Washington**

# History of Maine's Congressional Districts:

**1983:**



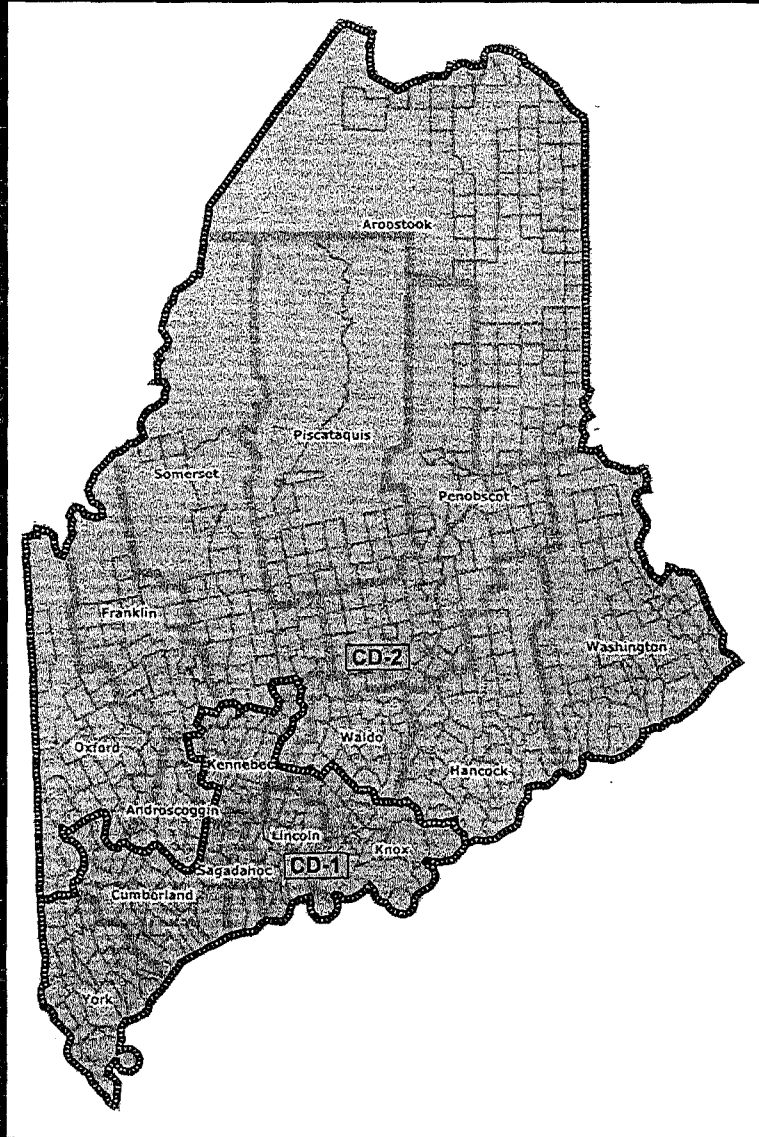
**CD-1: York, Cumberland, Knox, Lincoln, Sagadahoc, Kennebec, and part of Waldo County**

(Burnham, Freedom, Islesboro, Liberty, Lincolnville, Monteville, Morrill, Northport, Palermo, Searsmont, Troy, Waldo, Waldo, and Unity)

**CD-2: Androscoggin, Oxford, Franklin, Piscataquis, Penobscot, Hancock, Aroostook, Somerset, Washington, and part of Waldo County**

(Belfast, Belmont, Brooks, Frankfort, Jackson, Knox, Monroe, Prospect, Searsport, Stockton Springs, Swanville, Thronldike, and Winterport in Waldo County)

# History of Maine's Congressional Districts:



**1993:**

**CD-1: York, Cumberland, Knox, Lincoln, Sagadahoc, and part of Kennebec** comprising

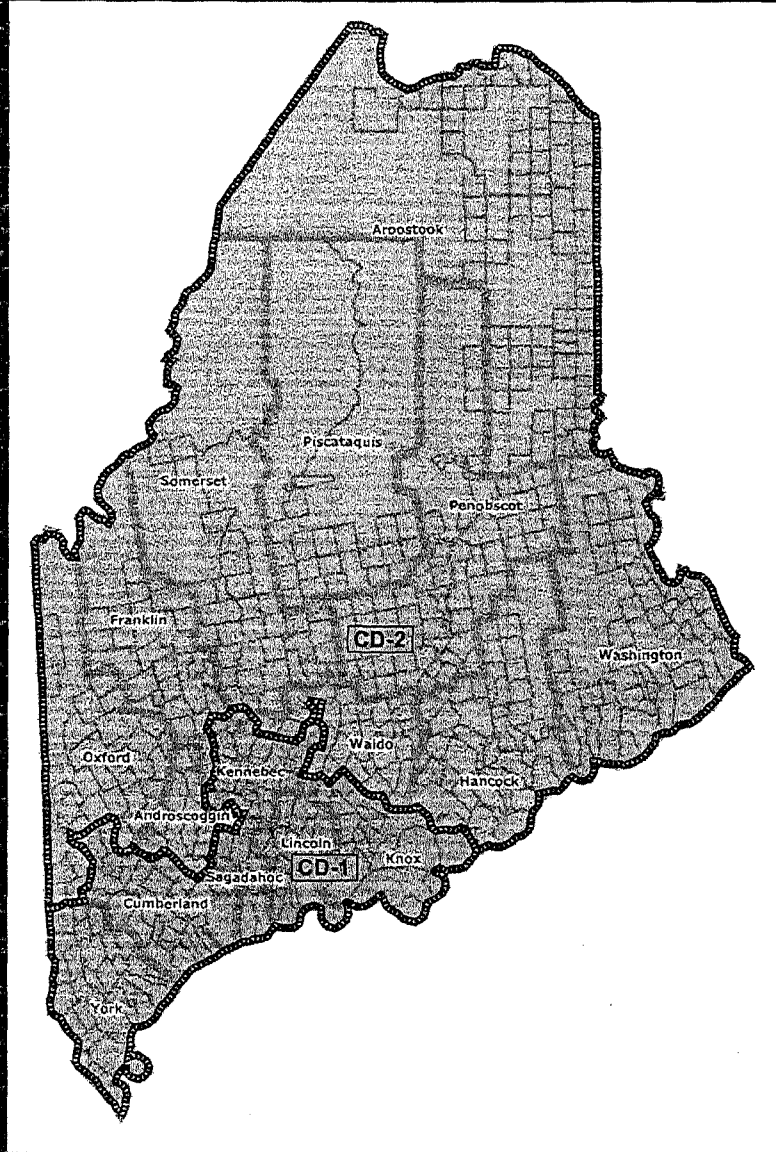
the municipalities of Augusta, Belgrade, Benton, Chelsea, Clinton, Farmingdale, Fayette, Gardiner, Hallowell, Litchfield, Manchester, Mount Vernon, Oakland, Pittston, Randolph, Readfield, Rome, Sidney, Vassalboro, Vienna, Waterville, West Gardiner, Windsor, Winslow, and Winthrop.

**CD-2: Androscoggin, Oxford, Franklin, Piscataquis, Penobscot, Hancock, Aroostook, Somerset, Washington, Waldo, and part of Kennebec** comprising the

municipalities of Albion, China, Monmouth, Unity Township, and Wayne.

# History of Maine's Congressional Districts:

**2003 – Present**  
(As Adopted by the Maine Supreme Court)



**CD-1: Cumberland, Knox, Lincoln, Sagadahoc, York and part of Kennebec** comprising the municipalities of Albion, Augusta, Belgrade, Chelsea, China, Farmingdale, Gardiner, Hallowell, Manchester, Monmouth, Mount Vernon, Pittston, Randolph, Readfield, Rome, Sidney, Vassalboro, Vienna, West Gardiner, Windsor, and Winthrop.

**CD-2: Androscoggin, Aroostook, Franklin, Hancock, Oxford, Penobscot, Piscataquis, Somerset, Waldo, Washington and part of Kennebec** comprising the municipalities of Benton, Clinton, Fayette, Litchfield, Oakland, Waterville, Wayne, and Winslow in Kennebec County.



# Democratic Plan



# The Vassalboro Plan

Population: (.0016% deviation)

CD-1 - 664,175 (-6)

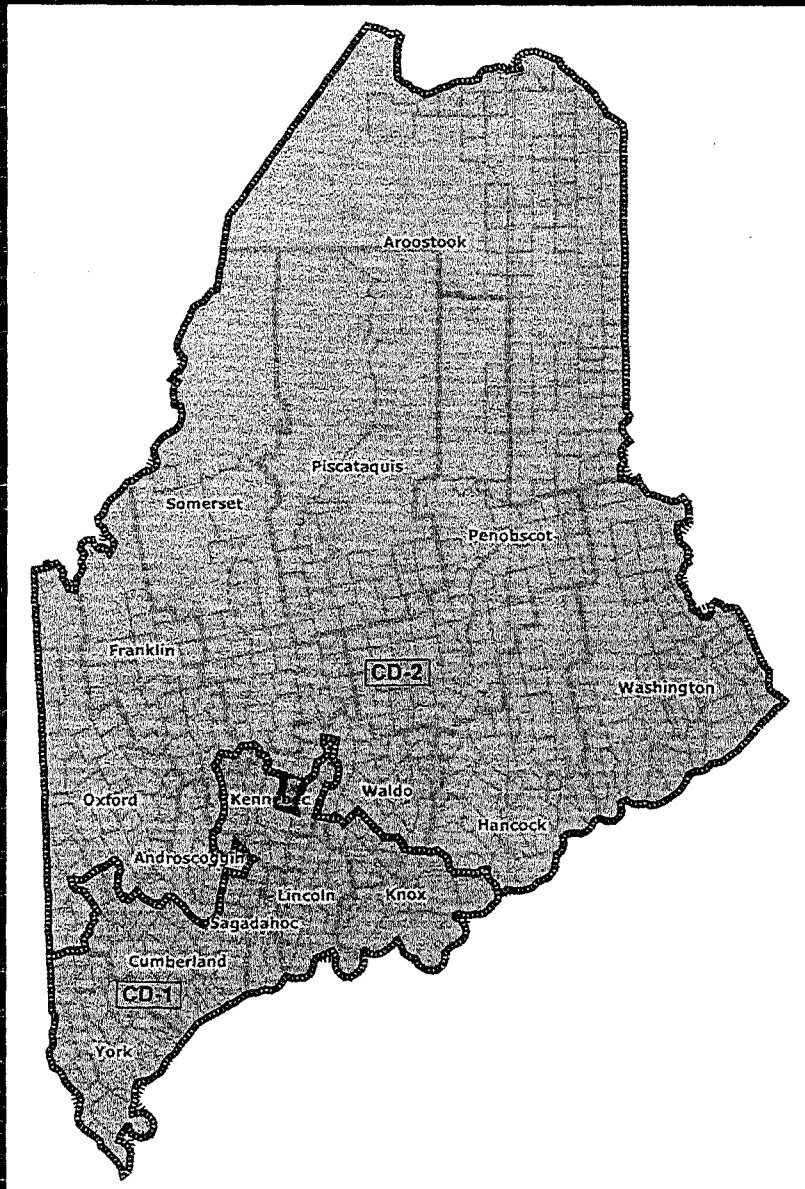
CD-2 - 664,186 (+5)

Population Displacement

The plan moves the town of Vassalboro comprising 4,340 people from CD-1 to CD-2.

County Splits

The plan continues to split only Kennebec County, adhering to historical precedent.



# The Vassalboro Plan – Kennebec County Close Up:



## **CD-1: Cumberland, Knox, Lincoln, Sagadahoc, York and part of Kennebec**

(Albion, Augusta, Belgrade, Chelsea, China, Farmingdale, Gardiner, Hallowell, Manchester, Monmouth, Mount Vernon, Pittston, Randolph, Readfield, Rome, Sidney, Vienna, West Gardiner, Windsor, and Winthrop)

## **CD-2: Androscoggin, Aroostook, Franklin, Hancock, Oxford, Penobscot, Piscataquis, Somerset, Waldo, Washington and part of Kennebec**

(Benton, Clinton, Fayette, Litchfield, Oakland, Vassalboro, Waterville, Wayne, and Winslow in Kennebec County)

# Grading the Vassalboro Plan Based On Legal Criteria

- Equal Population – The plan creates two districts with a combined absolute deviation of 11: an absolute deviation of -6 in CD-1 and of +5 in CD-2. This creates a relative mean deviation of .0016%, less than half that of the 2003 Apportionment Plan (23).
- Compactness and Contiguity – The plan features a Roeck Compactness\* score of .37 in CD-1 and .48 in CD-2, for a mean score of .43, equal to that of the 2003 Apportionment Plan.
- Political Subdivisions – The plan does not divide any municipalities and continues to divide only one county, Kennebec, which has been divided since 1993. (It also keeps the fast growing counties of Androscoggin, Oxford, and Franklin in CD-2)
- Displacement – The plan preserves the existing districts almost in their entirety, moving less than 0.66% of either district.

\*Roeck Compactness is the most commonly used compactness measure in Maine redistricting cases and was used in the 2003 Maine Supreme Court Apportionment Plan. The Roeck test involves finding the smallest circle containing the district and takes the ratio of the district's area to that of the circle. This ratio is always between 0 and 1; the closer it is to 1 the more compact the district is.

# Grading the Vassalboro Plan Based On Additional Criteria Used by the Maine Supreme Court

- Population Deviation – The plan achieves a deviation of only 11 people, a lower standard than that achieved in 2003.
- Population Displacement – The plan only moves 4,340 people in one town, creating the least confusion possible.
- County Splits / Displacement – The plan only splits one county, continuing the historical divide of Kennebec County.
- Travel Burden – The plan avoids increasing the travel burden on either of the Congressional Districts.
- Communities of Interest – The plan maintains traditional communities of interest contained within the First and Second Congressional Districts.

# The China Vassalboro Plan

Population: (.00045% deviation)

CD-1 - 664,184 (+1)

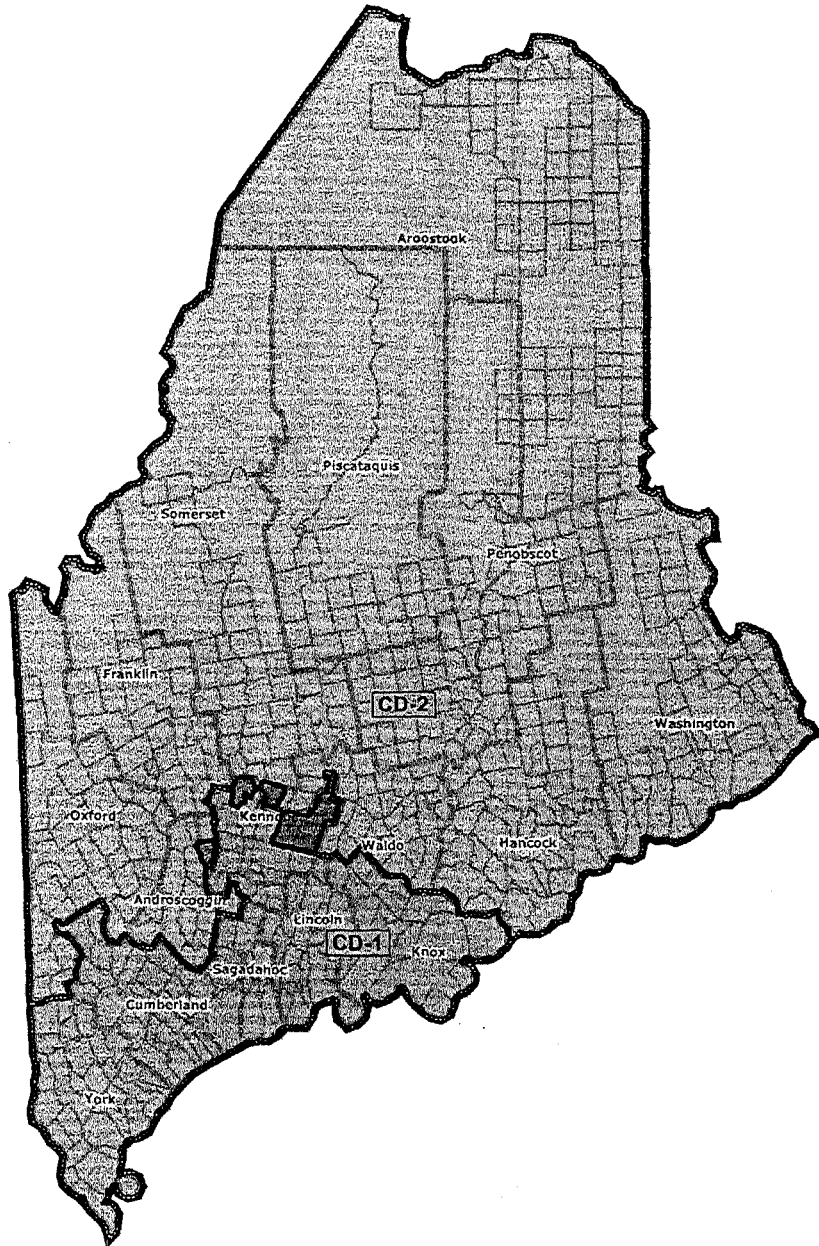
CD-2 - 664,181 (-2)

Population Displacement

The plan moves the towns of Albion, China, Oakland, Rome, Unity Township, Vassalboro, and Wayne comprising 19,171 people between CD-1 and CD-2.

County Splits

The plan continues to split only Kennebec County, adhering to historical precedent.





# The China Vassalboro Plan – Close Up:



## CD-1: Cumberland, Knox, Lincoln, Sagadahoc, York and part of Kennebec

(Augusta, Belgrade, Chelsea,  
China, Farmingdale, Gardiner,  
Hallowell, Manchester, Monmouth,  
Mount Vernon, Oakland, Pittston,  
Randolph, Readfield, Sidney,  
Vienna, Wayne, West Gardiner,  
Windsor, and Winthrop)

**CD-2: Androscoggin,  
Aroostook, Franklin,  
Hancock, Oxford,  
Penobscot,  
Piscataquis,  
Somerset, Waldo,  
Washington and part  
of Kennebec (Albion,**

**of Kennebec** (Albion, Benton, China, Clinton, Fayette, Litchfield, Rome, Vassalboro Waterville, Winslow, and Unity Township in Kennebec County)

# Grading the China Vassalboro Plan Based On Legal Criteria

- Equal Population – The plan creates two districts with a combined absolute deviation of 3: an absolute deviation of +1 in CD-1 and of -2 in CD-2. This creates a relative mean deviation of .00045%, and a deviation less than a quarter of that of the 2003 Apportionment Plan (23).
- Compactness and Contiguity – The plan features a Roeck Compactness\* score of .37 in CD-1 and .48 in CD-2, for a mean score of .43, equal to that of the 2003 Apportionment Plan.
- Political Subdivisions – The plan does not divide any municipalities and continues to divide only one county, Kennebec, which has been divided since 1993. (It also keeps the fast growing counties of Androscoggin, Oxford, and Franklin in CD-2)
- Displacement – The plan preserves the existing districts almost in their entirety, moving less than 2.89% of either district.

\*Roeck Compactness is the most commonly used compactness measure in Maine redistricting cases and was used in the 2003 Maine Supreme Court Apportionment Plan. The Roeck test involves finding the smallest circle containing the district and takes the ratio of the district's area to that of the circle. This ratio is always between 0 and 1; the closer it is to 1 the more compact the district is.



# Grading the China Vassalboro Plan Based On Additional Criteria Used by the Maine Supreme Court

- Population Deviation – The plan achieves a deviation of only 3 people, a lower standard than that achieved in 2003.
- Population Displacement – The plan only moves 19,191 people in seven towns, creating the least confusion possible.
- County Splits / Displacement – The plan only splits one county, continuing the historical divide of Kennebec County.
- Travel Burden – The plan avoids increasing the travel burden on either of the Congressional Districts.
- Communities of Interest – The plan maintains traditional communities of interest contained within the First and Second Congressional Districts.

# **Democratic Redistricting Plan**

Presented By State Senator Seth Goodall (D-Richmond)  
on behalf of the Democratic Caucus

Monday, August 15, 2011

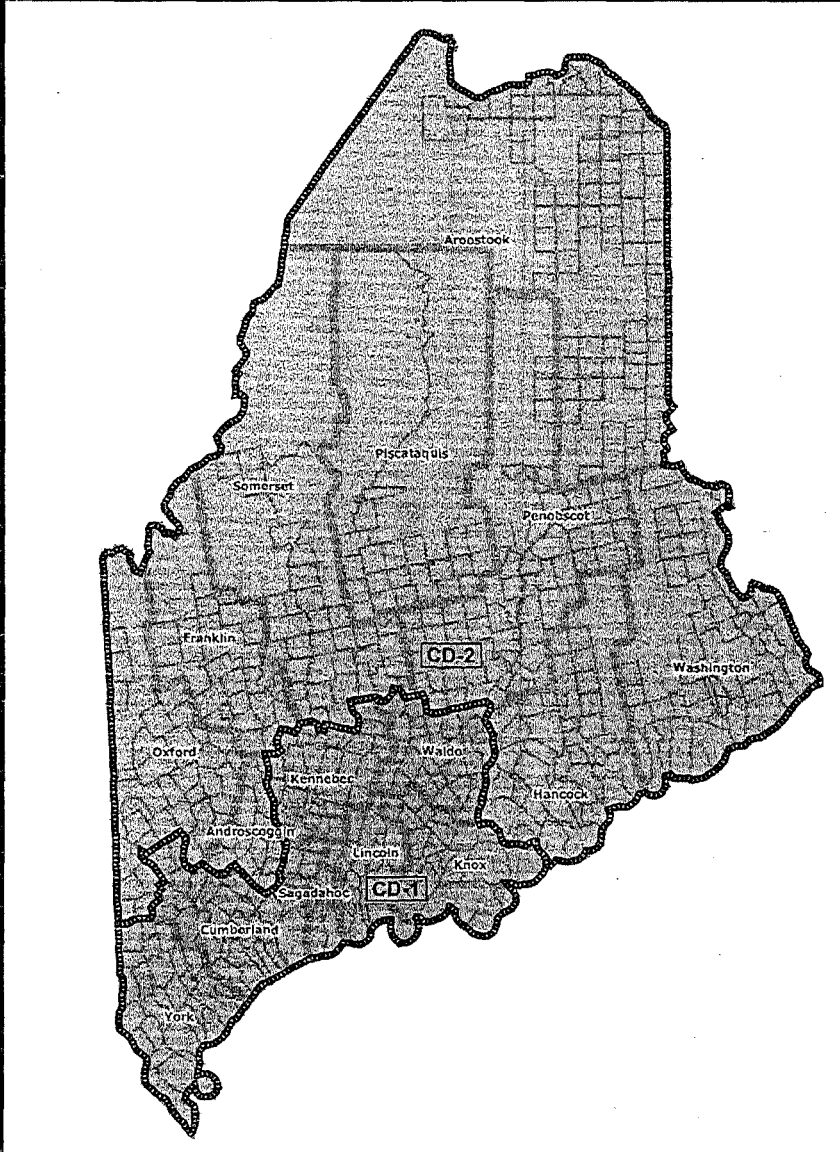
# Why Are We here?

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# History of Maine's Congressional Districts:



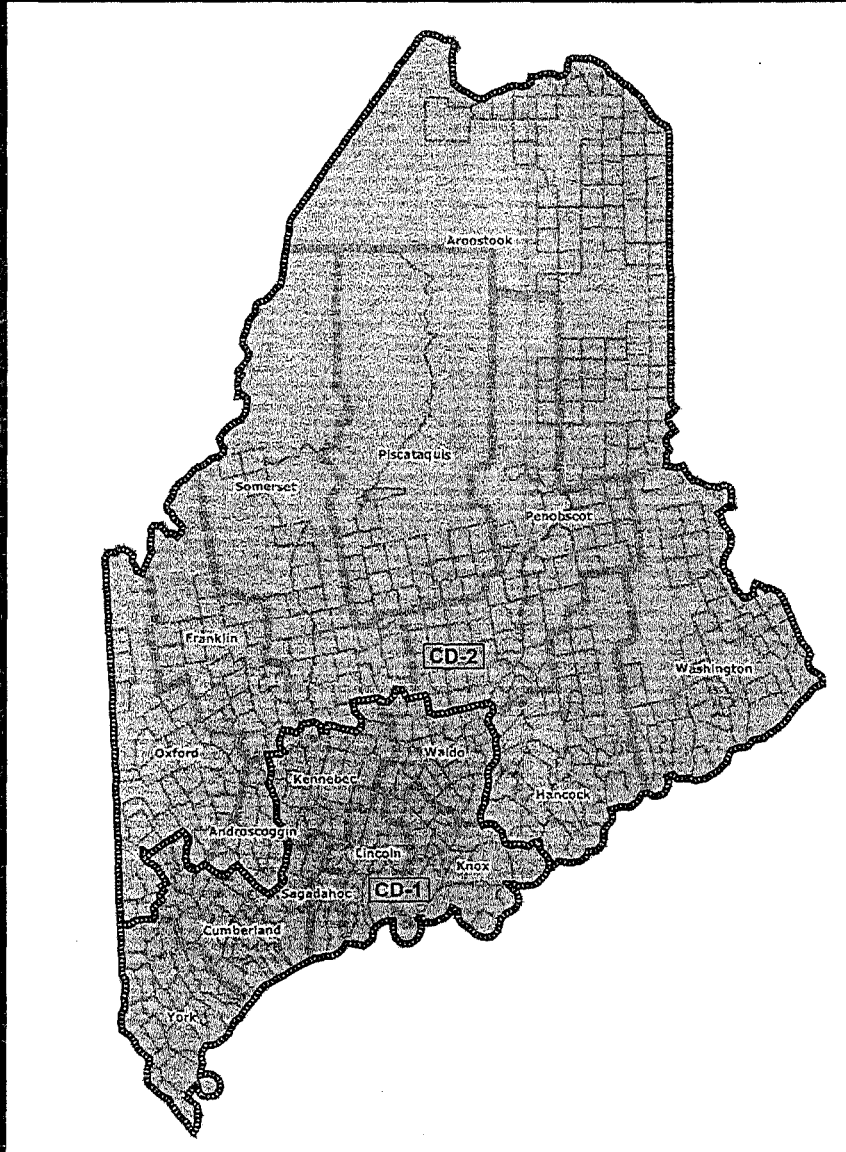
■ **1961**

(Maine contracted from 3  
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Lincoln, Sagadahoc,  
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# History of Maine's Congressional Districts:

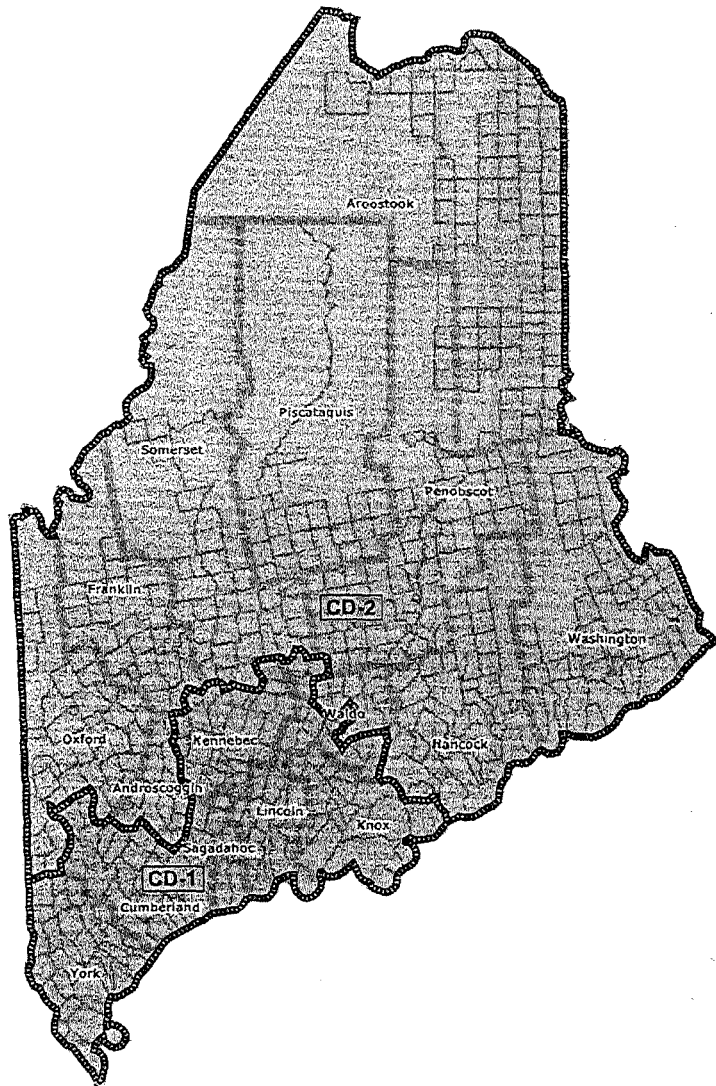


**1971:**

- **CD-1: Cumberland, Kennebec, Knox, Lincoln, Sagadahoc, Waldo, and York**
- **CD-2: Androscoggin, Aroostook, Franklin, Hancock, Oxford, Penobscot, Piscataquis, Somerset, and Washington**

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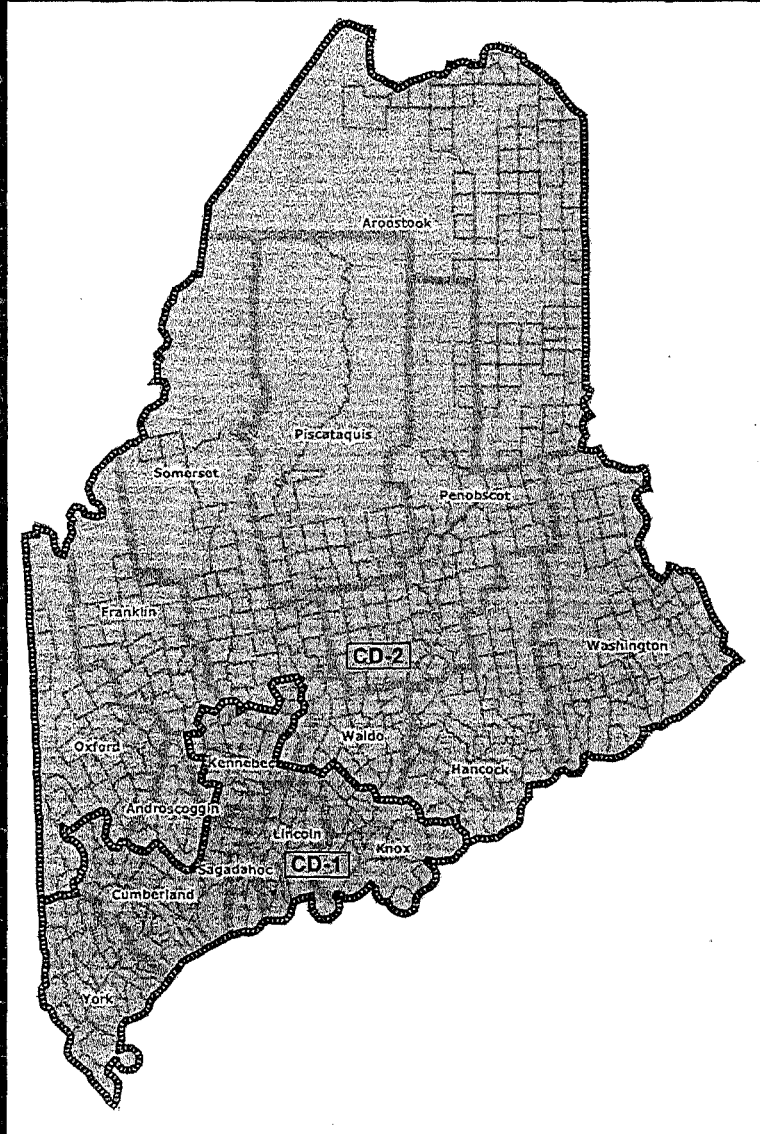
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# History of Maine's Congressional Districts:

## 1993:



**CD-1: York, Cumberland, Knox, Lincoln, Sagadahoc, and part of Kennebec** comprising

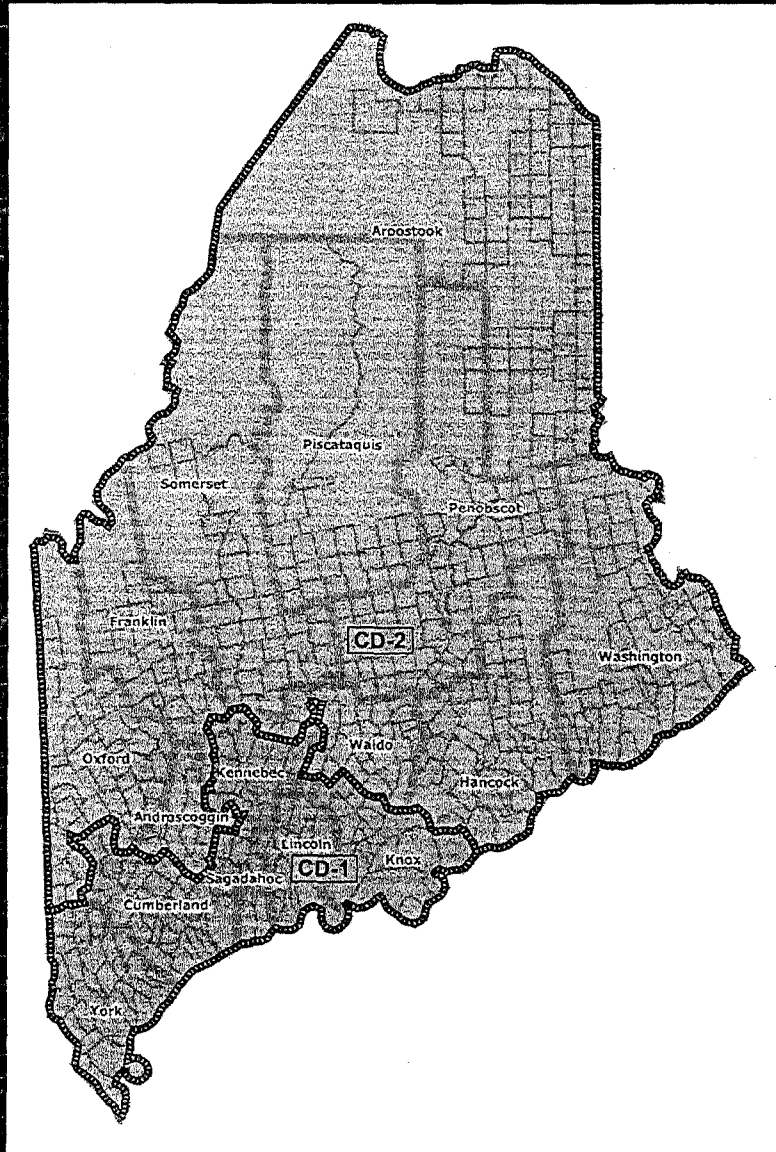
the municipalities of Augusta, Belgrade, Benton, Chelsea, Clinton, Farmingdale, Fayette, Gardiner, Hallowell, Litchfield, Manchester, Mount Vernon, Oakland, Pittston, Randolph, Readfield, Rome, Sidney, Vassalboro, Vienna, Waterville, West Gardiner, Windsor, Winslow, and Winthrop.

**CD-2: Androscoggin, Oxford, Franklin, Piscataquis, Penobscot, Hancock, Aroostook, Somerset, Washington, Waldo, and part of Kennebec** comprising the

municipalities of Albion, China, Monmouth, Unity Township, and Wayne.

# History of Maine's Congressional Districts:

**2003 – Present**  
(As Adopted by the Maine Supreme Court)



**CD-1: Cumberland, Knox, Lincoln, Sagadahoc, York and part of Kennebec** comprising the municipalities of Albion, Augusta, Belgrade, Chelsea, China, Farmingdale, Gardiner, Hallowell, Manchester, Monmouth, Mount Vernon, Pittston, Randolph, Readfield, Rome, Sidney, Vassalboro, Vienna, West Gardiner, Windsor, and Winthrop.

**CD-2: Androscoggin, Aroostook, Franklin, Hancock, Oxford, Penobscot, Piscataquis, Somerset, Waldo, Washington and part of Kennebec** comprising the municipalities of Benton, Clinton, Fayette, Litchfield, Oakland, Waterville, Wayne, and Winslow in Kennebec County.

# Democratic Plan

## A map of the state of Maine, showing its various counties and congressional districts. The map is shaded with a fine grid pattern. Two specific districts are highlighted with black boxes and labels: 'CD-1' is located in the southern part of the state, covering parts of Cumberland, Sagadahoc, Lincoln, and Knox counties; 'CD-2' is located in the central part of the state, covering parts of Franklin, Piscataquis, Penobscot, and Washington counties. Other counties labeled on the map include Aroostook, Somerset, Oxford, Androscoggin, Kennebec, Waldo, Hancock, and York. The map shows the irregular coastline of Maine, including several bays and peninsulas.

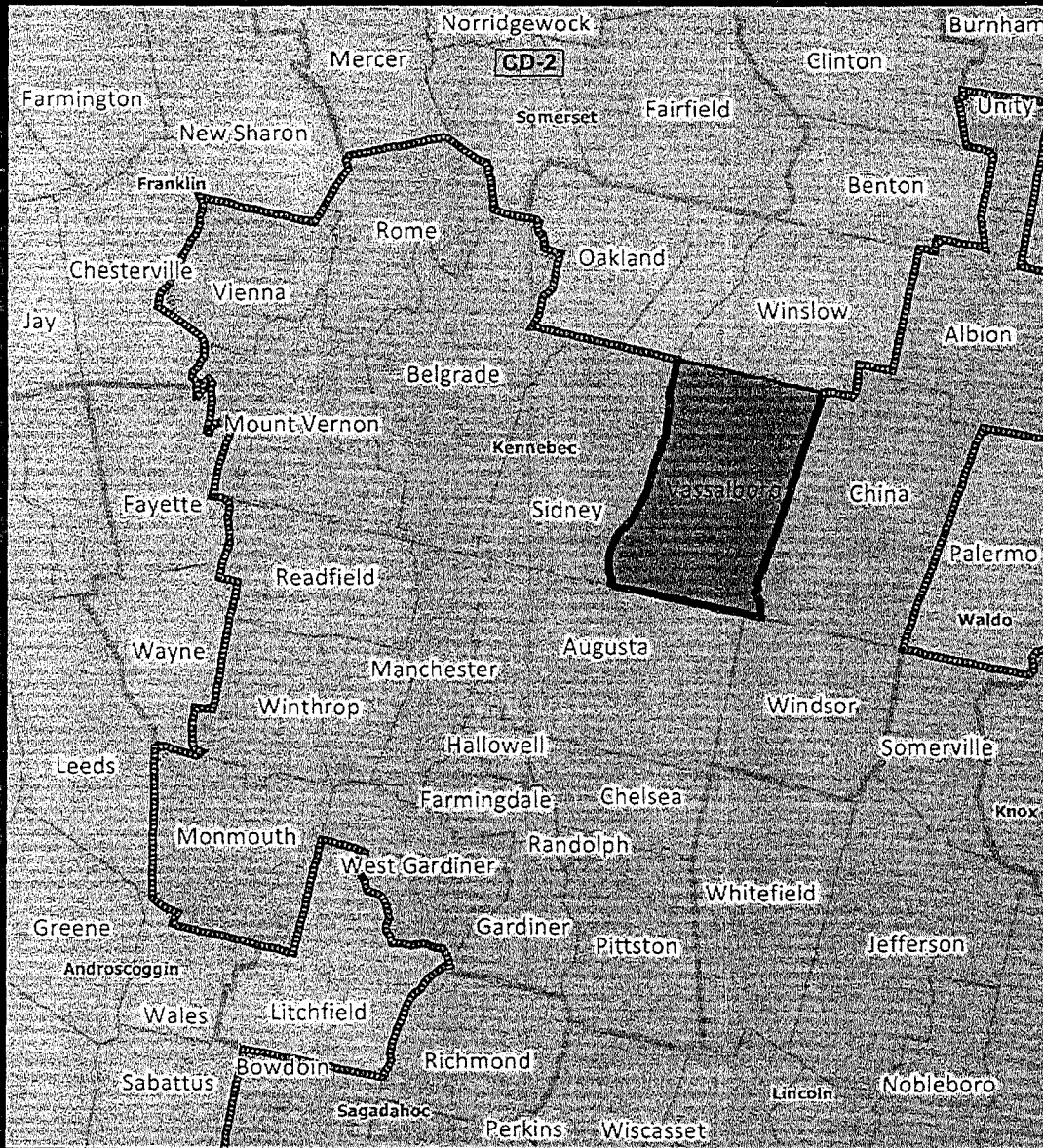
CD-1 - 664,175 (-6)

CD-2 - 664,186 (+5)

The plan moves the town of Vassalboro comprising 4,340 people from CD-1 to CD-2.

The plan continues to spilt only Kennebec County, adhering to historical precedent.

# The Vassalboro Plan – Kennebec County Close Up:



## **CD-1: Cumberland, Knox, Lincoln, Sagadahoc, York and part of Kennebec**

(Albion, Augusta, Belgrade, Chelsea, China, Farmingdale, Gardiner, Hallowell, Manchester, Monmouth, Mount Vernon, Pittston, Randolph, Readfield, Rome, Sidney, Vienna, West Gardiner, Windsor, and Winthrop)

## **CD-2: Androscoggin, Aroostook, Franklin, Hancock, Oxford, Penobscot, Piscataquis, Somerset, Waldo, Washington and part of Kennebec**

(Benton, Clinton, Fayette, Litchfield, Oakland, Vassalboro, Waterville, Wayne, and Winslow in Kennebec County)



# Grading the Vassalboro Plan Based On Legal Criteria

- Equal Population – The plan creates two districts with a combined absolute deviation of 11: an absolute deviation of -6 in CD-1 and of +5 in CD-2. This creates a relative mean deviation of .0016%, less than half that of the 2003 Apportionment Plan (23).
- Compactness and Contiguity – The plan features a Roeck Compactness\* score of .37 in CD-1 and .48 in CD-2, for a mean score of .43, equal to that of the 2003 Apportionment Plan.
- Political Subdivisions – The plan does not divide any municipalities and continues to divide only one county, Kennebec, which has been divided since 1993. (It also keeps the fast growing counties of Androscoggin, Oxford, and Franklin in CD-2)
- Displacement – The plan preserves the existing districts almost in their entirety, moving less than 0.66% of either district.

\*Roeck Compactness is the most commonly used compactness measure in Maine redistricting cases and was used in the 2003 Maine Supreme Court Apportionment Plan. The Roeck test involves finding the smallest circle containing the district and takes the ratio of the district's area to that of the circle. This ratio is always between 0 and 1; the closer it is to 1 the more compact the district is.



# Grading the Vassalboro Plan Based On Additional Criteria Used by the Maine Supreme Court

- Population Deviation – The plan achieves a deviation of only 11 people, a lower standard than that achieved in 2003.
- Population Displacement – The plan only moves 4,340 people in one town, creating the least confusion possible.
- County Splits / Displacement – The plan only splits one county, continuing the historical divide of Kennebec County.
- Travel Burden – The plan avoids increasing the travel burden on either of the Congressional Districts.
- Communities of Interest – The plan maintains traditional communities of interest contained within the First and Second Congressional Districts.