

MAINE STATE LEGISLATURE

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STATE OF MAINE

SENATORIAL APPORTIONMENT COMMISSION

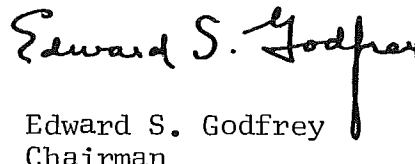
Report
To The
103rd LEGISLATURE



STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

To the One Hundred and Third Legislature of the State of Maine:

I have the honor to submit herewith the report of the Senatorial Apportionment Commission, established by the 102d Legislature. This report, approved by a majority of the commission, is submitted to provide guidelines for reapportionment of the senate of Maine for the 104th and 105th legislatures.


Edward S. Godfrey
Chairman

January 4, 1967



STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

Report to the 103d Legislature

Commissioners

The Honorable Carlton D. Reed, Jr.
President, Senate of Maine, 1965-1966
Woolwich, Maine

The Honorable Dana W. Childs
Speaker, House of Representatives of Maine, 1965-1966
522 Deering Avenue
Portland, Maine

The Honorable Dwight A. Brown
Minority Leader, Senate of Maine, 1965-1966
Ellsworth, Maine

The Honorable David J. Kennedy
Minority Leader, House of Representatives of Maine, 1965-1966
Milbridge, Maine

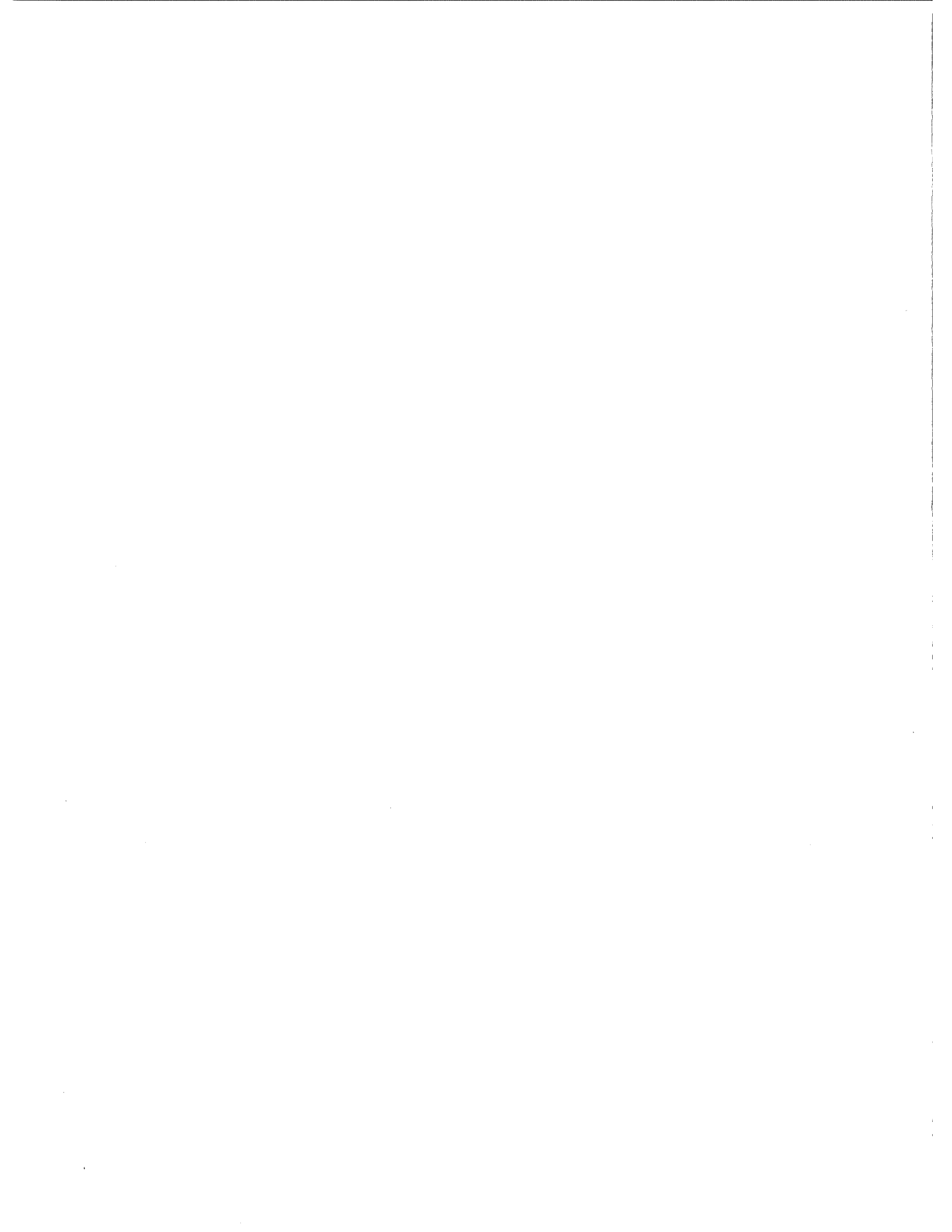
Professor Ernst C. Helmreich
Department of History
Bowdoin College
Brunswick, Maine

Professor James S. Leamon
Department of History
Bates College
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Professor Eugene A. Mawhinney
Chairman, Department of Political Science
Stevens Hall, University of Maine
Orono, Maine

Professor Guenter Weissberg
Department of Government
Colby College
Waterville, Maine

Dean Edward S. Godfrey, Chairman
University of Maine School of Law
68 High Street
Portland, Maine



I. The Constitutional Amendment; Designation of the Senatorial Apportionment Commission; General Conclusions of the Commission.

At the general election held on November 8, 1966, the people of Maine adopted an amendment to the Maine Constitution providing for division of the state by the legislature into districts for the election of state senators. The critical language of the amendment is as follows:

Section 1. Number of Senators. The Senate shall consist of not less than thirty nor more than forty Senators

Section 2. Division. The Legislature . . . shall cause the State to be divided into districts for the choice of Senators The districts shall conform, as near as may be to county lines and be apportioned according to the number of inhabitants so that each district shall have as close to a median number of thirty thousand inhabitants as possible, but in order to follow county and municipal boundaries the Legislature may deviate from this median figure so that the smallest district shall have not less than twenty-seven thousand inhabitants, and the largest district shall have not more than thirty-three thousand inhabitants. The basis of computation of the number of inhabitants shall be the Federal decennial census.*

Each district shall elect one senator. Under the constitution, as amended, senate districts must meet stated requirements relating to population, and their boundaries must conform as near as may be to county lines. Apportionment of the state into senate districts must be carried out in accordance with those constitutional requirements.

By Legislative Order HP1307, dated February 9, 1966, the legislature created a senatorial apportionment commission, with the duty of formulating plans and proposals for apportioning the senate according to the rule of apportionment established by the state constitution. The commission was directed to submit a report of such plans and proposals to the 103d legislature by January 15, 1967.**

The commission was to consist of the speaker and minority floor leader of the house of representatives, the president and minority floor leader of the senate, one member each from the departments of history or

*Maine Constitution, Article IV, Part Second, Sections 1-4, as amended November 8, 1966. The amendment is set forth in full as Appendix "A" to this report.

**HP 1307 is set forth in full as Appendix "B" to this report.

2.

government at Bates, Bowdoin, Colby, and the University of Maine, and the dean of the University of Maine School of Law, who was to serve as chairman. Each academic member who served on the commission, except the chairman, was duly appointed by the president of his college or university. The political members and the chairman served ex officio. All members played an active part in the commission's deliberations.

The commission's conclusions are as follows:

(1) The 1966 constitutional amendment, which controls the establishment of senate districts, imposes requirements that limit to an important extent the range of possibilities for a valid plan of apportionment.

(2) Three mandates are absolute: first, the number of districts must be not fewer than thirty or more than forty; second, each district must have a population figure between 27,000 and 33,000 inhabitants; and, third, population figures must be based on the latest federal census.

(3) Subject to those three absolute mandates, the apportionment must be made so that senate districts will conform as near as may be to county lines. This mandate has priority over the constitutional requirement that each district have as close to 30,000 inhabitants as possible.

(5) Apportionment for the senate for the 104th and 105th legislatures must be made on the basis of the 1960 federal census.

(6) It is possible at the present time to prepare a plan complying with all the requirements of the state constitution.

After careful consideration of several proposals, the commission submits the plan outlined in Section III, pages 9 to 25, of this report. The salient features of the plan and the method by which it was worked out are described in section II, below. The plan is embodied in a draft bill set forth in section IV, pages 26 to 28.

II. Salient Features of the Plan; Method of Preparation.

The submitted plan has the following features:

1. It adheres to the requirements of 27,000 to 33,000 inhabitants per district based upon the federal census of 1960.

2. The plan yields thirty-two senate districts. Of the thirty-two districts, twenty-seven are wholly included

within a county; in other words, only five of the thirty-two senate districts in the submitted plan are composed of municipalities from more than one county.

3. Seven counties are "intact"; that is, in each of seven counties the suggested senate districts lie entirely within the county. The "intact" counties in the submitted plan are Androscoggin, Cumberland, Hancock, Kennebec, Knox, Penobscot, and Washington.

4. Four districts are so bounded that each contains one complete county plus some towns from an adjoining county. A county that is wholly included in such a district was referred to in the commission's discussions as an "undivided" county. Thus, the plan yields four "undivided" counties; namely, Franklin, Piscataquis, Sagadahoc, and Waldo.

5. In no case does the boundary of a district cut through a town, and in only four cities does the plan call for placing any wards or precincts in different senate districts; namely, in Bangor, Biddeford, Lewiston, and Portland.

6. All districts are composed of contiguous towns or city wards. There are no "islands"; that is, every municipal unit adjoins some other municipal unit in the same district.

7. One obvious disadvantage may be seen in the plan. Thus, proposed District 23, consisting of all Piscataquis County and the northwestern area of Aroostook county, is a large area, requiring a candidate to travel a long distance between the settled regions of northern Aroostook County and southern Piscataquis County. However, the commission could not find a satisfactory alternative complying with the constitutional mandate that district lines conform as near as may be to county lines. The total inconvenience is probably no greater than it has been in the past, when candidates at large for four senate seats in Aroostook County have had to campaign throughout that county.

The commission began its study of the problem of apportionment by analyzing the constitutional amendment to identify its mandates. The amendment clearly requires that thirty to forty senate districts be established and that each district contain between 27,000 and 33,000 inhabitants according to the census of 1960. It also provides that districts shall conform "as near as may be" to county lines and that each district have as close to 30,000 inhabitants as possible. If this provision stood alone, neither of the two requirements--adherence to county lines or proximity to the median of 30,000 inhabitants--would have a higher priority than the other. The amendment goes on to provide, however,

4. that in its apportionment plan the legislature may deviate from proximity to the 30,000 figure "in order to follow county and municipal boundaries"; the permissible deviation is 3,000 inhabitants. Since the reason given for permitting deviation from the median figure of 30,000 is "in order to follow county and municipal boundaries," the highest priority, after absolute requirements are met, is adherence to county and municipal lines: senate districts in the apportionment plan must conform as near as may be to county boundaries, subject only to the requirement that each district must have from 27,000 to 33,000 inhabitants according to the 1960 census.

The next step in preparation of the commission's plan was to determine which counties could be divided into districts without violating the boundaries of those counties. A county must have a population figure falling between some multiple of 27,000 and the same multiple of 33,000 inhabitants in order to permit the county to be divided into districts without violating the county's boundaries. The following counties fall into that category:

<u>County</u>	<u>Population</u>	<u>Possible Number of Senate Districts</u>	<u>Average Population of Districts</u>
Androscoggin	86,312	3	28,771
Cumberland	182,751	6	30,459
Hancock	32,293	1	32,293
Kennebec	89,150	3	29,717
Knox	28,575	1	28,575
Penobscot	126,346	4	31,587
Washington	32,908	1	32,908

The population figure of each of the above counties permits dividing the county into districts or, in the case of Hancock, Knox, or Washington, making the entire county one district. Hence, each of those counties can be divided into one or more districts each of which will satisfy fully the constitutional mandates: a population range from 27,000 to 33,000 and conformity to county lines. The commission's plan kept those counties intact since it developed that the rest of the state could be apportioned constitutionally on such a basis.

Because the population of no other Maine county falls between a multiple of 27,000 and the same multiple of 33,000, every other county's boundaries must be violated in some respect; in each case some municipalities from two counties must be joined in a single district. The commission examined county population figures further to determine whether some counties had a population figure below the 27,000 minimum. It seemed possible that such a county might be placed entirely in one district with some municipalities from another county, thereby increasing the degree of conformity of district lines to county lines. The following counties fall

into that category:

1. Franklin County. Population: 20,069. Number of inhabitants needed from municipalities of another county to comprise one senate district: from 6,931 to 12,931.

2. Lincoln County. Population: 18,497. Number of inhabitants needed from another county: from 8,503 to 14,503.

3. Piscataquis County. Population: 17,379. Number of inhabitants needed from another county: from 9,621 to 15,621.

4. Sagadahoc County. Population: 22,793. Number of inhabitants needed from another county: from 4,207 to 10,207.

5. Waldo County. Population: 22,632. Number of inhabitants needed from another county: from 4,368 to 10,368.

According to the constitutional system of priorities, each of the five counties described above should be placed entirely within one senate district, if possible, although necessarily with some municipalities from another county.

Each of the remaining four counties has a population figure which permits establishing one or more districts comprised entirely of municipalities from that county but requires that some municipalities be placed in at least one district with municipalities from another county. The following counties fall into that category:

1. Aroostook County. Population: 106,064. Number of possible districts composed entirely of municipalities from Aroostook County: 3. Minimum number of inhabitants that must be placed in one district with municipalities from another county: 7,064. Maximum number of inhabitants that may be placed in one district with municipalities from another county: 25,064.

2. Oxford County. Population: 44,345. Number of possible districts composed entirely of municipalities from Oxford County: 1. Minimum number of inhabitants that must be placed in a district with municipalities from another county: 11,345. Maximum number of inhabitants that may be placed in a district with municipalities from another county: 17,345.

3. Somerset County. Population: 39,749. Number of possible districts composed entirely of municipalities from Somerset County: 1. Minimum number of inhabitants that must be placed in a district with municipalities from another county: 6,749. Maximum number of inhabitants that may be placed in a district with municipalities from another county: 12,749.

6. 4. York County. Population: 99,402. Number of possible districts composed entirely of municipalities from York County: 3. Minimum number of inhabitants that must be placed in a district with municipalities from another county: 402. Maximum number of inhabitants that may be placed in a district with municipalities from another county: 18,402.

The next step in preparation of an apportionment plan was the division of the state into senate districts. Hancock, Knox, and Washington counties were left intact; the boundaries of those counties became district boundaries. Population figures for municipalities in Kennebec County were then examined, and the county was divided into three senate districts without violating either county or municipal boundaries.

In each of the three remaining counties that could be kept intact, Penobscot, Androscoggin, and Cumberland, the commission found a city with a population not falling between any multiple of 27,000 and the same multiple of 33,000. It was thus necessary to divide Bangor (38,912), Lewiston (40,804), and Portland (72,566), placing portions of each city in different senate districts. Population figures of every ward or precinct in the three cities, according to the 1960 federal decennial census, were then examined to determine how the cities might be reasonably divided. It appeared desirable to divide the cities along present ward or precinct lines in order to avoid the possibility that some voters would be required to vote in one location for state senator and in another location for other offices.

Ward and precinct lines were examined to determine whether the boundaries of the 1960 wards or precincts (for which the United States Bureau of the Census had population figures) varied from present lines. The commission found that of the three cities mentioned above only Bangor had not changed its ward lines since 1960. That city can be divided so that one senate district is composed entirely of wards 1 through 6 while Ward 7 is included in a district with adjoining municipalities.

In Portland, a complete block study had been made by the city planning board so that the 1960 federal census population figures were available for each present city precinct. Division of the city can be made by establishing two senate districts composed entirely of Portland precincts while the remaining precincts are placed in a district with adjoining municipalities.

Ward and precinct lines had also been changed in Lewiston since 1960, but no study had been made to determine the 1960 population of present wards and precincts. The commission thought that since Lewiston had to be divided, one district should be composed wholly of city precincts, while the remaining portion of the city necessarily could be combined with adjoining towns. It was found that Ward 7 of Lewiston, as it existed in 1960, was very nearly coterminous with the total area now included in precincts 4-2, 7-1, and 7-2, except for a small triangle, estimated to include 58 inhabitants in 1960,

formed by Campus Avenue, Sabattus Street, and East Avenue.* Also, the area now included in Precinct 6-2, which adjoins Precinct 7-2 along a long common boundary, is nearly coterminous with two enumeration districts used by the Census Bureau in taking the 1960 census of Lewiston. The 1960 population figure for Precinct 6-2 can be quite reliably computed. Accordingly, in the submitted plan, the area of Lewiston included in present precincts 4-2, 6-2, 7-1, and 7-2 was joined with outlying towns while the rest of the city was designated as a single senate district.

Having divided the three cities (which must be divided because their 1960 population figures will not permit otherwise), the commission completed the division into senate districts of Androscoggin, Cumberland, and Penobscot counties. The counties were divisible into districts without violating the counties' boundaries and without violating municipal boundaries except to the extent of dividing the three cities along ward or precinct lines as stated above.

The next step was to join counties having an excess or deficiency in population figures according to the limits of 27,000 to 33,000 inhabitants.

Sagadahoc County adjoins three intact counties and Lincoln County. To avoid violating the boundaries of the intact counties, the entire county of Sagadahoc was joined with part of Lincoln County. Part of Aroostook County, which adjoins two intact counties and Piscataquis and Somerset counties, was joined with the closer of the two non-intact counties, Piscataquis. The entire county of Franklin was joined with part of Somerset. The entire county of Waldo, surrounded by intact counties except Somerset and Lincoln, was joined with part of Lincoln. Part of Oxford County was joined with part of York, which adjoins only Oxford and Cumberland, the latter being an intact county.

It seemed desirable to establish as many districts as possible composed entirely of municipalities from a single county. A difficulty was presented in York County. Although the 1960 population figure of the city of Biddeford (19,255 inhabitants) is less than 27,000 and thus permits placing the entire city in one senate district, the commission plan divides the city. It was decided that, to avoid creating an "island" of Old Orchard Beach, that town should be placed in a district with Saco. That conjunction yields a combined population figure of 15,095 inhabitants; 11,905 inhabitants must be added to those municipalities in order to establish a district with the minimum number of 27,000 inhabitants.

Following the directive that districts shall conform as near as may be to county lines, the commission decided that Cumberland County should be kept intact. Further, the commission noted that it was possible to place some municipalities from Oxford and York counties in one district without

*A brief analysis of the problem of dividing Lewiston appears in Appendix "C" to this report.

8. further violating either of those counties' boundaries. Under this approach, the possibility of placing Saco-Old Orchard Beach in a district with municipalities from Cumberland County was precluded.

Five possible alternatives were examined. The first alternative, adopted by the commission and embodied in districts numbered 1, 2, 3, and 4 of the commission's plan, was to divide Biddeford, placing two wards in proposed District 2 and the rest of the city in District 3. It was then also possible to place municipalities from northern York County and southern Oxford County in a single district without disrupting further those counties' boundaries. The other four alternatives examined by the commission and rejected after careful consideration are outlined in Appendix "D" to this report.

The difficulties with the apportionment of York County illustrate the complexity of the problem of apportionment. Although the boundaries of a particular district may seem less than ideal regarded from a local point of view, it does not necessarily follow that the plan will be improved by a given change in local district boundaries which fails to take into account effects of the change on the plan for the entire state.

Under the submitted plan, the state is divided into thirty-two senate districts. Each district has a population figure between 27,000 and 33,000 inhabitants, all figures being based on the 1960 federal census. All counties which it is possible to keep intact have been divided into districts without violating county boundaries. Three counties have each been placed entirely in a single district, keeping those counties undivided. In the entire plan only five districts contain municipalities from more than two counties.

Documents that have been submitted to the clerk of the House of Representatives in support of statements in this report relating to boundaries and population figures are listed in Appendix "E".

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

III. The Plan Submitted by the Commission

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10.

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

From York County Only

District #1

Berwick	2,738
Eliot	3,133
Kittery	10,689
North Berwick	1,844
South Berwick	3,112
Wells	3,528
York	<u>4,663</u>

Total: 29,707

District #2

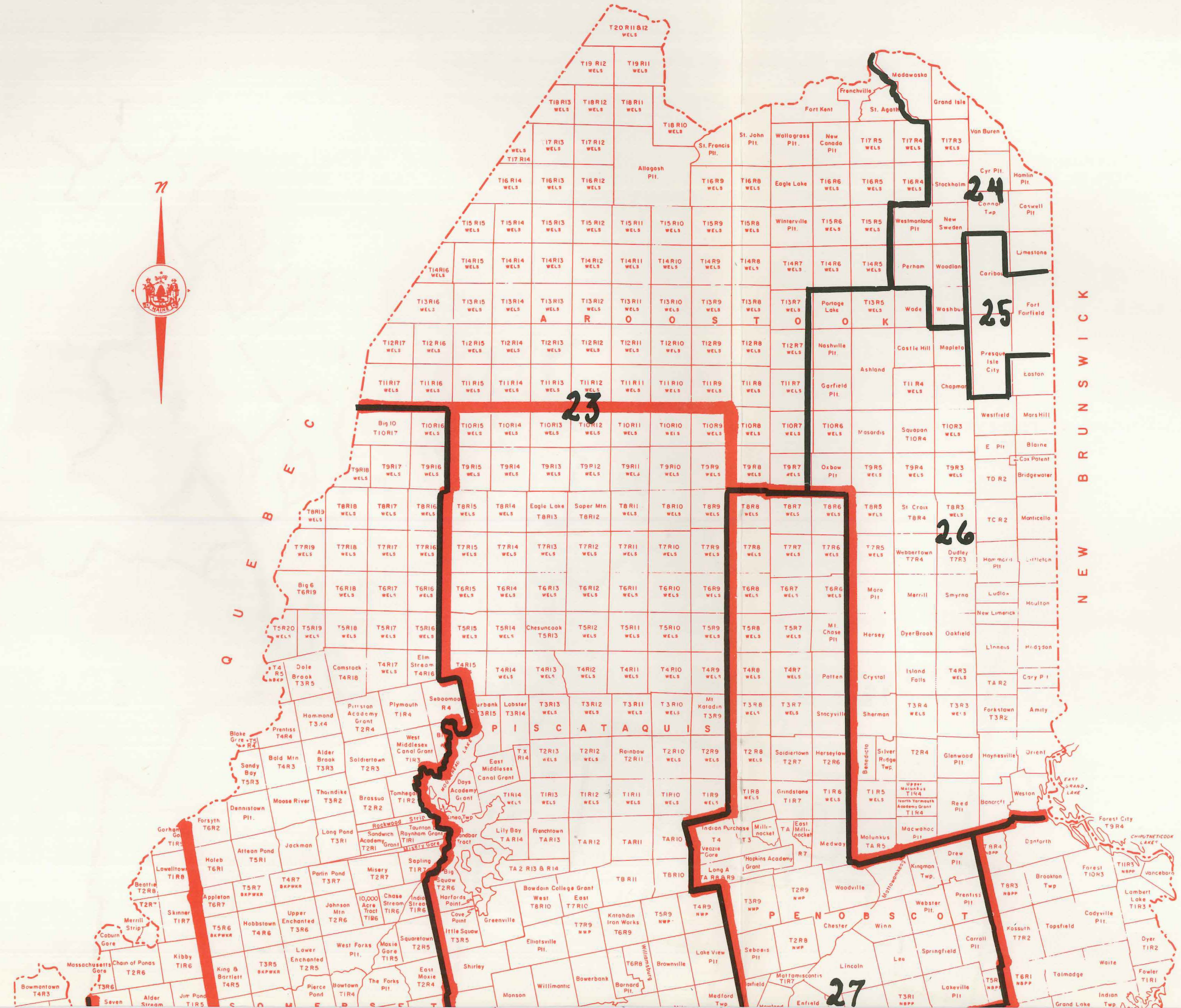
Arundel	907
Biddeford,	
Wards 6 & 7	6,305
Kennebunk	4,551
Kennebunkport	1,851
Sanford	<u>14,962</u>

Total: 28,576

District #3

Biddeford	
Wards 1, 2,	
3, 4, 5	12,950
Old Orchard	
Beach	4,580
Saco	<u>10,515</u>

Total: 28,045



QUEBEC

23

24

25

26

27

NEW BRUNSWICK

SEVENTH

SIXTH

FIFTH

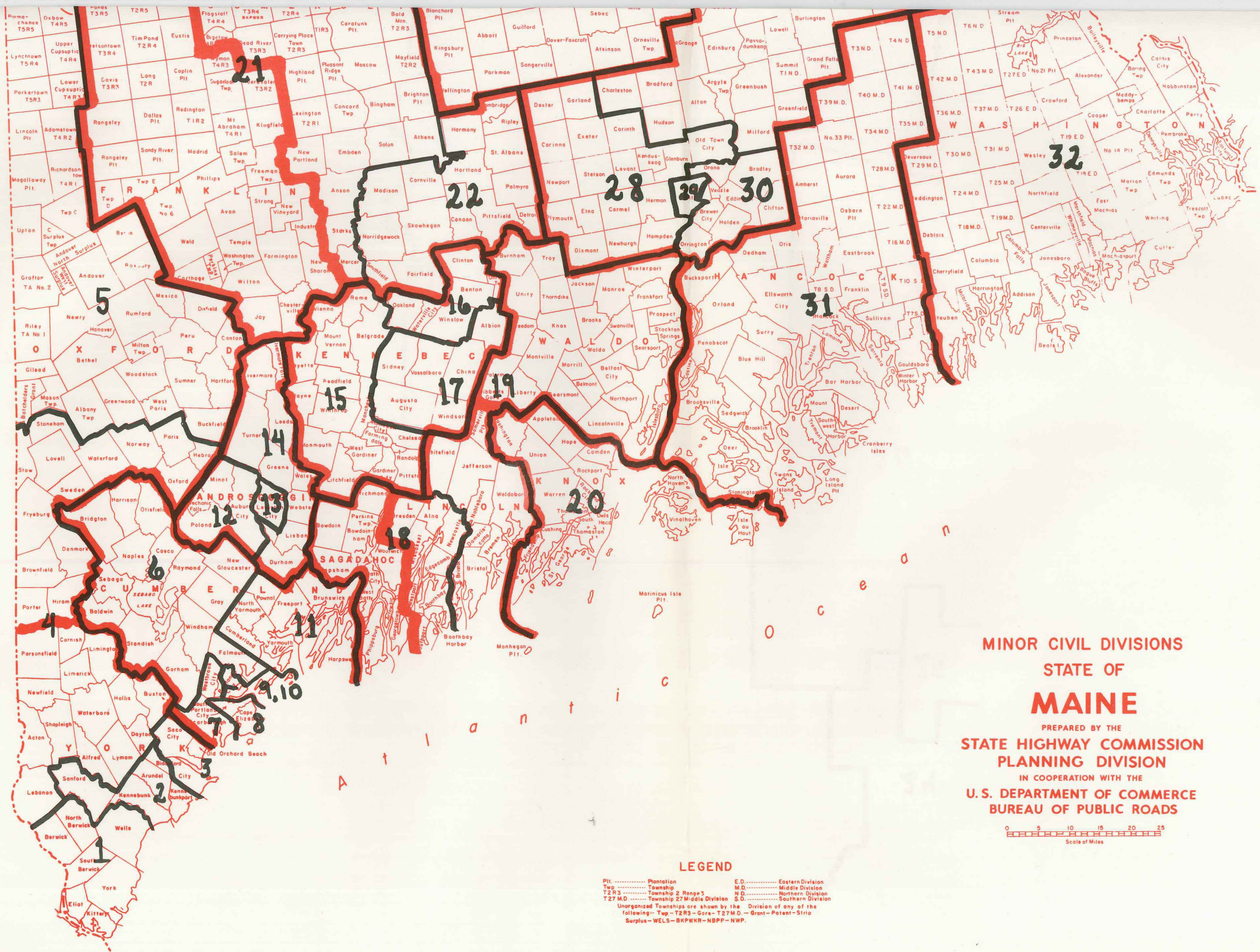
FOURTH

THIRD

SECOND

FIRST

E
R
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W



MINOR CIVIL DIVISIONS
STATE OF
MAINE
PREPARED BY THE
STATE HIGHWAY COMMISSION
PLANNING DIVISION
IN COOPERATION WITH THE
U. S. DEPARTMENT OF COMMERCE
BUREAU OF PUBLIC ROADS



LEGEND

- Pit. Plantation
 - Twp Township
 - T2 R3 Township 2 Range 3
 - T27 M.D. Township 27 Middle Division
 - E.D. Eastern Division
 - M.D. Middle Division
 - N.D. Northern Division
 - S.D. Southern Division
- Unorganized Townships are shown by the Division of any of the following: Twp-T2R3-Gore-T27M.D.-Grant-Potter-Siro
- Surplus-WELS-BKPKR-NBPP-NWP.

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

From York and Oxford Counties

District #4

Acton	501
Alfred	1,201
Buxton	2,339
Cornish	816
Dayton	451
Hollis	1,195
Lebanon	1,534
Limerick	907
Limington	839
Lyman	529
Newfield	319
Parsonfield	869
Shapleigh	515
Waterboro	1,059
Brownfield	538
Denmark	376
Fryeburg	1,874
Hebron	465
Hiram	699
Lovell	588
Norway	3,733
Oxford	1,658
Paris	3,601
Porter	975
Stoneham	18
Stow	108
Sweden	119
Waterford	<u>834</u>

Total: 28,660

12.

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

From Oxford County Only

District #5

Andover	762
Bethel	2,408
Buckfield	982
Byron	108
Canton	728
Dixfield	2,323
Gilead	136
Greenwood	601
Hanover	240
Hartford	325
Lincoln Plantation	99
Magalloway Plantation	50
Mexico	5,043
Newry	260
Peru	1,229
Roxbury	344
Rumford	10,005
Sumner	481
Upton	35
West Paris	1,050
Woodstock	930
Unorganized terr.	<u>620</u>

Total: 28,759

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

Cumberland County Only

District #6

Baldwin	773
Bridgton	2,707
Casco	947
Falmouth	5,976
Gorham	5,767
Gray	2,184
Harrison	1,014
Naples	735
New Gloucester	3,047
Otisfield	549
Raymond	732
Sebago	546
Standish	2,095
Windham	<u>4,498</u>

Total: 31,570

District #7

Portland	11,809
Precinct 5-2	5,898
Precinct 6-2	5,911
Scarborough	6,418
Westbrook	<u>13,820</u>

Total: 32,047

District #8

Cape Elizabeth	5,505
South Portland	<u>22,788</u>

Total: 28,293

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

Cumberland County Only (Continued)

District #9

Portland		30,568	
Precinct 3-2	5,877		
Precinct 4-1	6,272		
Precinct 4-2	6,159		
Precinct 5-1	6,339		
Precinct 6-1	5,921		
			Total: 30,568

District #10

Portland		30,189	
Precinct 1-1	5,632		
Precinct 1-2	5,368		
Precinct 1-3	873		
Precinct 1-4	164		
Precinct 1-5	112		
Precinct 2-1	6,368		
Precinct 2-2	5,678		
Precinct 3-1	5,994		
			Total: 30,189

District #11

Brunswick		15,797	
Cumberland		2,765	
Freeport		4,055	
Harpwell		2,032	
North Yarmouth		1,140	
Pownal		778	
Yarmouth		<u>3,517</u>	
			Total: 30,084

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

Androscoggin County Only

District #12

Auburn	24,449	
Mechanic Falls	2,195	
Minot	780	
Poland	<u>1,537</u>	
		Total: 28,961

District #13

Lewiston	30,230	
Precincts 1-1, 1-2, 2-1, 2-2, 3-1, 3-2, 4-1, 5, 6-1		
		Total: 30,230

District #14

Durham	1,086	
Greene	1,226	
Leeds	807	
Lewiston	10,574	
Precincts 4-2, 7-1, 7-2	8,392	
Precinct 6-2 (Computed)	2,182	
Lisbon	5,042	
Livermore	1,363	
Livermore Falls	3,343	
Turner	1,890	
Wales	488	
Webster	<u>1,302</u>	
		Total: 27,121

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

Kennebec County Only

District #15

Belgrade	1,102	
Chelsea	1,893	
Farmingdale	1,941	
Fayette	328	
Gardiner	6,897	
Hallowell	3,169	
Litchfield	1,011	
Manchester	1,068	
Monmouth	1,884	
Mount Vernon	596	
Pittston	1,311	
Randolph	1,724	
Readfield	1,029	
Rome	367	
Vienna	160	
Wayne	498	
West Gardiner	1,144	
Winthrop	<u>3,537</u>	
		Total: 29,659

District #16

Benton	1,521	
Clinton	1,729	
Oakland	3,075	
Unity Township	53	
Waterville	18,695	
Winslow	<u>5,891</u>	
		Total: 30,964

District #17

Albion	974	
Augusta	21,680	
China	1,561	
Sidney	988	
Vassalboro	2,446	
Windsor	<u>878</u>	
		Total: 28,527

STATE OF MAINE
 SENATORIAL APPORTIONMENT COMMISSION

From Sagadahoc and Lincoln Counties

District #18

Sagadahoc County--all areas	22,793	
Alna	347	
Boothbay	1,617	
Boothbay Harbor	2,252	
Dresden	766	
Edgecomb	453	
Newcastle	1,101	
Southport	416	
Westport	133	
Wiscasset	<u>1,800</u>	
		Total: 31,678

From Waldo and Lincoln Counties

District #19

Waldo County--all areas	22,632	
Bremen	438	
Bristol	1,441	
Damariscotta	1,093	
Hibberts Gore	0	
Jefferson	1,048	
Monhegan	65	
Nobleboro	679	
Somerville	254	
South Bristol	610	
Waldoboro	2,882	
Whitefield	1,068	
Unorganized terr.	<u>34</u>	
		Total: 32,244

Knox County Only

District #20

Knox County--all areas	28,575	
		Total: 28,575

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

From Franklin and Somerset Counties

District #21

Franklin County--	20,069	
all areas		
Anson	2,252	
Athens	602	
Bingham	1,308	
Brighton Plantation	62	
Caratunk Plantation	90	
Dennistown Plantation	17	
Embden	321	
Highland Plantation	46	
Jackman	984	
Mercer	272	
Moose River	205	
Moscow	559	
New Portland	620	
Pleasant Ridge Plantation	108	
Solon	669	
Starks	306	
The Forks Plantation	53	
West Forks Plantation	93	
Unorganized terr.	<u>1,016</u>	
		Total: 29,652

From Somerset County Only

District #22

Cambridge	354	
Canaan	800	
Cornville	585	
Detroit	564	
Fairfield	5,829	
Harmony	712	
Hartland	1,447	
Madison	3,935	
Norridgewock	1,634	
Palmyra	1,009	
Pittsfield	4,010	
Ripley	317	
St. Albans	927	
Skowhegan	7,661	
Smithfield	<u>382</u>	
		Total: 30,166

STATE OF MAINE
 SENATORIAL APPORTIONMENT COMMISSION

From Piscataquis and Aroostook Counties

District #23

Piscataquis County--all areas	17,379
Allagash Plantation	557
Eagle Lake	1,138
Fort Kent	4,761
Frenchville	1,421
New Canada Plantation	288
St. Agatha	1,137
St. Francis	1,058
St. John Plantation	407
Wallagrass Plantation	818
Winterville Plantation	215

*The following unorganized townships
 having inhabitants according to the
 1960 census:

T11R14	36
T11R17	7
T12R17	4
T14R6	8
T14R16	4
T15R6	10
T15R11	2
T16R4	16
T16R12	44
T17R4	445
T17R5	240
T20R11 & 12	63

*The following unorganized townships
 having no inhabitants according to
 the 1960 census:

T9R7, T9R8, T10R7, T10R8,
 T11R7 to R13 inclusive, T11R15, T11R16,
 T12R7 to R16 inclusive, T13R7 to R16 inclusive,
 T14R5, T14R7 to R15 inclusive, T15R5,
 T15R8 to R10 and R12 to R15 inclusive,
 T16R5, T16R6, T16R8, T16R9, T16R13, T16R14,
 T17R12 to R14 inclusive,
 T18R10 to R13 inclusive,
 T19R11 and T19R12

Total: 30,058

*Taken from enumeration district figures supplied by U. S. Bureau
 of the Census.

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

From Aroostook County Only

District #24

Caswell Plantation	853	
Cyr Plantation	233	
Grand Isle	978	
Hamlin Plantation	374	
Limestone	13,102	
Madawaska	5,507	
New Sweden	713	
Perham	512	
Stockholm	649	
Van Buren	4,679	
Washburn	2,083	
Westmanland Plantation	46	
Woodland	1,372	
Connor Township*	492	
Township 17R3*	<u>0</u>	
		Total: 31,593

District #25

Caribou	12,464	
Fort Fairfield	5,876	
Presque Isle	<u>12,886</u>	
		Total: 31,226

*Taken from enumeration district figures supplied by
U. S. Bureau of the Census.

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

From Aroostook County Only (Continued)

District #26

Amity	206
Ashland	1,980
Bancroft	94
Benedicta	200
Blaine	945
Bridgewater	999
Cary Plantation	208
Castle Hill	554
Chapman	376
Crystal	285
Dyer Brook	180
E Plantation	9
Easton	1,389
Garfield Plantation	89
Glenwood Plantation	30
Hammond Plantation	94
Haynesville	187
Hersey	106
Hodgdon	926
Houlton	8,289
Island Falls	1,018
Linneus	607
Littleton	982
Ludlow	274
Macwahoc Plantation	165
Mapleton	1,514
Mars Hill	2,062
Masardis	408
Merrill	337
Monticello	1,109
Moro Plantation	49
Nashville Plantation	30
New Limerick	394
Oakfield	848
Orient	124
Oxbow Plantation	137
Portage Lake	458
Reed Plantation	325
Sherman	1,034
Smyrna	331
Wade	220
Westfield	569
Weston	202

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

District #26 (continued)

The following unorganized townships
having inhabitants according to
the 1960 census:*

Molunkus	67
T1R4 (Upper Molunkus and North Yarmouth Academy Grant)	5
Silver Ridge	127
Forkstown	2
T7R5	2
T8R3	1
St. Croix	6
TDR2	5
T11R4	8

The following unorganized territories
having no inhabitants according to
the 1960 census:*

T1R5, T2R4, T3R3,
T3R4, TAR2, T4R3,
Dudley, Webbertown,
TCR2, T8R5, Cox Patent,
T9R3, T9R4, T9R5,
T10R3, Squapan,
T10R6, T13R5

Total: 30,566

*Taken from enumeration district figures supplied by
U. S. Bureau of the Census.

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

Penobscot County Only

District #27

Alton	303
Bradford	690
Burlington	353
Carroll Plantation	147
Charleston	750
Chester	261
Drew Plantation	43
East Millinocket	2,392
Edinburg	19
Enfield	1,098
Grand Falls Plantation	7
Greenbush	565
Greenfield	100
Howland	1,362
Hudson	542
Lagrange	424
Lakeville Plantation	21
Lee	555
Lincoln	4,541
Lowell	132
Mattawamkeag	945
Maxfield	39
Medway	1,266
Milford	1,572
Millinocket	7,453
Mount Chase Plantation	179
Passadumkeag	355
Patten	1,312
Prentiss Plantation	227
Seboeis Plantation	77
Springfield	426
Stacyville	673
Webster Plantation	79
Winn	526
Woodville	49
Penobscot Indian Res.	383
Unorganized terr.	<u>830</u>
Total:	30,696

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

Penobscot County Only (Continued)

District #28

Carmel	1,206	
Corinna	1,895	
Corinth	1,138	
Dexter	3,951	
Dixmont	551	
Etna	486	
Exeter	707	
Garland	568	
Glenburn	965	
Hampden	4,583	
Hermon	2,087	
Kenduskeag	584	
Levant	765	
Newburgh	636	
Newport	2,322	
Old Town	8,626	
Plymouth	494	
Stetson	<u>420</u>	
		Total: 31,984

District #29

Bangor	32,081	
Ward 1	2,589	
Ward 2	3,020	
Ward 3	10,616	
Ward 4	7,909	
Ward 5	3,664	
Ward 6	4,283	
		Total: 32,081

District #30

Bangor	6,831	
Ward 7	6,831	
Bradley	951	
Brewer	9,009	
Clifton	227	
Eddington	958	
Holden	1,375	
Orono	8,341	
Orrington	2,539	
Veazie	<u>1,354</u>	
		Total: 31,585

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

Hancock County Only

District #31

Hancock--all areas 32,293

Total: 32,293

Washington County Only

District #32

Washington--all areas 32,908

Total: 32,908

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSIONSection IV. Draft of Bill.

A Bill to Establish Districts
for the Election of Senators in the State of Maine.

Be it enacted by the People of the State of Maine, as follows:

Sec. 1. Apportionment of Senators to the Legislature. For the 104th and 105th Legislatures the following districts are hereby established and shall each elect one Senator:

District Number One, consisting of the municipalities of Berwick, Eliot, Kittery, North Berwick, South Berwick, Wells, and York;

District Number Two, consisting of the municipalities of Arundel, Kennebunk, Kennebunkport, and Sanford, and wards numbered six and seven of the city of Biddeford as the ward lines of that city existed on the first day of January, 1967;

District Number Three, consisting of the municipalities of Old Orchard Beach and Saco and wards numbered one, two, three, four, and five of the city of Biddeford as the ward lines of that city existed on the first day of January, 1967;

District Number Four, consisting of the municipalities of Lebanon, Acton, Shapleigh, Alfred, Lyman, Dayton, Buxton, all municipalities in York County to the north of these municipalities, and Stow, Stoneham, Waterford, Norway, Paris, Hebron, and all municipalities in Oxford County to the south of these municipalities;

District Number Five, consisting of the municipalities and unorganized territories of Batchelders Grant, Mason Township, Albany Township, Greenwood, West Paris, Buckfield, and all municipalities and unorganized territories in Oxford County to the north of these municipalities;

District Number Six, consisting of the municipalities of Gorham, Windham, Falmouth, Gray, New Gloucester, and all municipalities of Cumberland County lying to the northwest of these municipalities;

District Number Seven, consisting of the municipalities of Scarborough and Westbrook and precincts numbered five-two and six-two of the city of Portland as the precinct lines of that city existed on the first day of January, 1967;

District Number Eight, consisting of the municipalities of Cape Elizabeth and South Portland;

District Number Nine, consisting of the precincts numbered three-two, four-one, four-two, five-one, and six-one of the city of Portland as the precinct lines of that city existed on the first day of January, 1967;

District Number Ten, consisting of the precincts numbered one-one, one-two, one-three, one-four, one-five, two-one, two-two, and three-one of the city of Portland as the precinct lines of that city existed on the first day of January, 1967;

District Number Eleven, consisting of the municipalities of Brunswick, Cumberland, Freeport, Harpswell, North Yarmouth, Pownal, and Yarmouth;

District Number Twelve, consisting of the municipalities of Auburn, Mechanic Falls, Minot, and Poland;

District Number Thirteen, consisting of the precincts numbered one-one, one-two, two-one, two-two, three-one, three-two, four-one, five, and six-one of the city of Lewiston as the precinct lines of that city existed on the first day of January, 1967;

District Number Fourteen, consisting of the municipalities of Durham, Greene, Leeds, Lisbon, Livermore, Livermore Falls, Turner, Wales, and Webster and the precincts numbered four-two, six-two, seven-one, and seven-two of the city of Lewiston as the precinct lines of that city existed on the first day of January, 1967;

District Number Fifteen, consisting of the municipalities of Rome, Belgrade, Manchester, Hallowell, Chelsea, Pittston, and all municipalities in Kennebec County to the west of these municipalities;

District Number Sixteen, consisting of the municipalities and unorganized territory of Benton, Clinton, Oakland, Unity Township, Waterville, and Winslow;

District Number Seventeen, consisting of the municipalities of Albion, Augusta, China, Sidney, Vassalboro, and Windsor;

District Number Eighteen, consisting of all municipalities and unorganized territory in Sagadahoc County, and Alna, Newcastle, Edgecomb, Boothbay, Boothbay Harbor, and all municipalities and unorganized territory of Lincoln County to the west of these municipalities;

District Number Nineteen, consisting of all municipalities in Waldo County, and Whitefield, Jefferson, Nobleboro, Damariscotta, Bristol, South Bristol, Monhegan Plantation, and all municipalities and unorganized territory in Lincoln County to the east of these municipalities;

District Number Twenty, consisting of all municipalities and unorganized territory in Knox County;

District Number Twenty-one, consisting of all municipalities and unorganized territories in Franklin County, and Mercer, Starks, Anson, New Portland, Embden, Solon, Athens, and all municipalities and unorganized territories in Somerset County to the north and northwest of these municipalities;

28. District Number Twenty-two, consisting of the municipalities of Smithfield, Norridgewock, Madison, Cornville, Hartland, Harmony and all municipalities in Somerset County to the south and east of these municipalities;

District Number Twenty-three, consisting of all municipalities and unorganized territories in Piscataquis County, and the municipalities and unorganized territories of Frenchville, St. Agatha, T17R4, T16R4, T15R5, T14R5, T14R6, T13R7, T12R7, T11R7, T10R7, T9R7, and all municipalities and unorganized territories in Aroostook County to the west of these municipalities and unorganized territories;

District Number Twenty-four, consisting of the municipalities and unorganized territories of Caswell Plantation, Cyr Plantation, Grand Isle, Hamlin Plantation, Limestone, Madawaska, New Sweden, Perham, Stockholm, Van Buren, Washburn, Westmanland Plantation, Woodland, Connor Township, T17R3;

District number Twenty-five, consisting of the municipalities of Caribou, Fort Fairfield, and Presque Isle;

District Number Twenty-six, consisting of the municipalities and unorganized territory of Portage Lake, T13R5, Wade, Mapleton, Chapman, Westfield, Easton, and all municipalities and unorganized territories in Aroostook County to the south of these municipalities and unorganized territory;

District Number Twenty-seven, consisting of the municipalities and unorganized territory of Charleston, Hudson, Alton, Argyle Township, Milford, and all municipalities and unorganized territories in Penobscot County to the north and east of these municipalities and unorganized territory;

District Number Twenty-eight, consisting of the municipalities of Garland, Corinth, Kenduskeag, Glenburn, Old Town, Hermon, Hampden, and all municipalities in Penobscot County to the west of these municipalities;

District Number Twenty-nine, consisting of the wards numbered one, two, three, four, five, and six of the city of Bangor as the ward lines of that city existed on the first day of January, 1967;

District Number Thirty, consisting of the municipalities of Bradley, Brewer, Clifton, Eddington, Holden, Orono, Orrington, and Veazie and the ward numbered seven of the city of Bangor as the ward lines of that city existed on the first day of January, 1967;

District Number Thirty-one, consisting of all municipalities and unorganized territories in Hancock County;

District Number Thirty-two, consisting of all municipalities and unorganized territories in Washington County.

Sec. 2. Residents of Unorganized Territory

If all other legal requirements are complied with, residents of unorganized territory shall be allowed to register and vote in the nearest accessible organized municipality with the same senate district and within the same county.

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

APPENDIX "A"

"Constitution, Article IV, Part Second, Sections 1-4, repealed and replaced. Sections 1 to 4 of Part Second of Article IV of the Constitution are repealed and the following enacted in place thereof:

"Section 1. Number of Senators. The Senate shall consist of not less than thirty nor more than forty Senators, elected at the same time and for the same term as Representatives by the qualified electors of the districts into which the State shall be from time to time divided.

"Section 2. Division. The Legislature which shall convene after the adoption of this amendment shall cause the State to be divided into districts for the choice of Senators, and the Legislature, in the year of our Lord one thousand nine hundred and seventy-one, and every tenth year thereafter, shall do likewise. The districts shall conform, as near as may be to county lines and be apportioned according to the number of inhabitants so that each district shall have as close to a median number of thirty thousand inhabitants as possible, but in order to follow county and municipal boundaries the Legislature may deviate from this median figure so that the smallest district shall not have less than twenty-seven thousand inhabitants, and the largest district shall not have more than thirty-three thousand inhabitants. The basis of computation of the number of inhabitants shall be the Federal decennial census.

"In the event that the Legislature shall fail to make an apportionment, the Supreme Judicial Court shall, within sixty days following the end of the period in which the Legislature is required to act, but fails to do so, make the apportionment.

"Section 3. Election. The meetings within this State for the election of Senators shall be notified, held and regulated and the votes received, sorted, counted, declared and recorded, in the same manner as those for Representatives. Fair copies of the lists of votes shall be attested by the clerks of the cities and towns or other duly authorized officials and sealed up in open meetings and such officials shall cause said lists to be delivered into the Secretary of State's office within fifteen days after the date on which the election is held.

"Section 4. Examination of lists; summons of persons who appear to be elected. The Governor and Council shall, as soon as may be, examine the copies of such lists, and at least twenty days before the said first Wednesday of January, issue a summons to such persons, as shall appear to be elected by a plurality of the votes in each senatorial district, to attend that day and take their seats.

"Section 4-A. Determination of Senators elected; procedure for filling vacancies. The Senate shall, on said first Wednesday of January, biennially determine who is elected by a plurality of votes to be Senator in each district. All vacancies in the Senate arising from death, resignation, removal from the State or like causes, and also vacancies, if any, which may occur because of the failure of any district to elect by a plurality of votes the Senator to which said district shall be entitled shall be filled by an immediate election in the unrepresented district. The Governor shall issue a proclamation therefor and therein fix the time of such election."

APPENDIX "B"

30.

STATE OF MAINE

In House February 9 , 1966

Ordered, the Senate concurring, that there is created a Senatorial Apportionment Commission to administer this Order. The commission shall consist of 9 members, viz: The Speaker and Minority Floor Leader of the House of Representatives, the President and Minority Floor Leader of the Senate, one member each from the Department of History or Government at Colby College, Bates College, Bowdoin College and the University of Maine, appointed by the President of the respective colleges and the Dean of the University of Maine, School of Law who shall serve as chairman; and be it further

ORDERED, that the commission shall meet as often as necessary, at such times and places as the chairman may designate. Any 5 members shall constitute a quorum for the transaction of the business of the commission. The members of the commission shall serve without pay but shall be reimbursed for actual expenses incurred in the performance of their duties; and be it further

ORDERED, that the commission shall formulate plans and proposals for apportioning the Senate according to the rule of apportionment as or may be established in the Constitution of the State of Maine and submit a report no later than January 15, 1967 of such plans and proposals to the 103rd Legislature; and be it further

ORDERED, that when the Senatorial Apportionment Commission shall have performed all its duties prescribed in this Order, the powers and duties of the commission shall terminate, and said Senatorial Apportionment Commission shall be dissolved and cease to exist; and be it further

ORDERED, that there is appropriated from the Legislative Appropriation

Name:

Town:

the sum of \$2,000 to the Senatorial Apportionment Commission

to carry out the purposes of this Order; this appropriation shall not lapse but shall remain a continuing carrying account until the purposes of this Order have been completed.

IN SENATE CHAMBER

FEB 9 1966

READ AND PASSED
IN CONCURRENCE

EDWIN H. PERT.
SECRETARY

HOUSE OF REPRESENTATIVES

READ AND PASSED
NEXT UP FOR CONCURRENCE
FEB 9 1966

Jerome L. Plante
CLERK

HP1307

Emilia A. Henry
NAME:
TOWN: *Madawaska*

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

Appendix "C"

Analysis of the problem of dividing Lewiston
for the purpose of senate apportionment.

When the 1960 census of Lewiston was taken, the city was divided for convenience into "enumeration districts," geographical areas smaller than precincts. The commission obtained the population figure and boundaries for each enumeration district of Lewiston in the hope that present precinct lines would correspond to 1960 enumeration district boundaries, but they did not.

A certificate from the chairman of the Lewiston board of registration of voters states that 28 voters were in the triangular area in question (between Campus and East Avenues and Sabattus Street) in 1960. Analysis of the federal census enumeration district figures shows that the triangular area was a small part of census Enumeration District No. 50 of the city of Lewiston. The number of inhabitants in 1960 in census Enumeration District No. 50 was 1651. If it is assumed, as it reasonably may be, that the number of inhabitants of the triangular area in 1960 bore the same ratio to the number of voters in that area in 1960 (28) as the total number of inhabitants of Lewiston in 1960 (40,804) bore to the number of voters in Lewiston in the election of 1960 (19,703), the number of inhabitants in the triangular area in 1960 can be computed by means of the following formula:

$$\text{No. of inhabitants in triangle} = 28 \times \frac{40,804}{19,703} = 58$$

The census total, as of 1960, for present Precincts 7-1, 7-2, and 4-2 would therefore be equal to the total for old Ward 7 (namely, 8,450) less the number of inhabitants, as of 1960, of the triangular area (computed above at 58) which went over into Precinct 4-1 when the ward lines of Lewiston were redrawn in 1961. Hence, the census total for Precincts 7-1, 7-2, and 4-2 should be taken at 8,392.

By the same reasoning, the population figure for proposed District 13 (composed of all precincts of Lewiston other than 7-1, 7-2, 4-2, and 6-2) must be increased by 58, since the triangular piece has become part of that proposed district. District 13 would thus show 30,230 inhabitants in the submitted plan.

In the plan submitted by the commission, Precinct 6-2 of Lewiston shown with 2,182 inhabitants, a figure computed by assuming that the number of inhabitants in 1960 of the area now included in Precinct 6-2

Appendix "C"

bore the same ratio to the number of inhabitants of the whole city in 1960 (namely, 40,804) as the number of voters in Precinct 6-2 in the referendum elections of 1963 (namely, 1,070) bore to the number of voters in the entire city in 1963 (namely, 20,010).

$$\text{No. of inhabitants in Precinct 6-2 in 1960} = \frac{40,804 \times 1,070}{20,010} = 2,182$$

The assumption upon which the computation was based has been fortified by consideration of the figures for the enumeration districts of Lewiston which have been supplied by the Bureau of the Census. The present Precinct 6-2 of Lewiston is nearly coterminous with the census enumeration districts Nos. 63 and 64, which showed a combined population in 1960 of 2,288. The northwesterly portion of Enumeration District No. 63 extends northwest of the present northwesterly boundary of Precinct 6-2. The area of overlap is small and contains few inhabitants (being devoted mainly to industry), but it might have contained as many as 100 inhabitants in 1960. Hence, the information received by the Commission from the Census Bureau since November 28 tends to confirm 2,182 inhabitants, as of 1960, for present Precinct 6-2 as a conservative figure.

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

Appendix "D"

Alternatives for Treatment of the Saco-Biddeford-
Old Orchard Beach Area Considered by the
Commission and Rejected.

The commission considered carefully five possibilities for the treatment of the Saco-Biddeford-Old Orchard Beach area before adopting the alternative described in the submitted plan.

The second alternative explored was to place Saco-Old Orchard Beach in a district with municipalities from York County lying to the northwest of that area. It was not possible to add Saco and Old Orchard Beach to all the municipalities in York County which are located in proposed District 4 without exceeding the 33,000 maximum. It was also not possible to choose certain of those municipalities for combination with Saco-Old Orchard Beach without creating a district composed of two non-contiguous groups of municipalities from York and Oxford counties.

The third alternative was to place Saco-Old Orchard Beach in a district with some municipalities from southern Oxford County joined by a long corridor of municipalities presently forming the northeastern boundary of York County. It was found that, if this course were adopted, not only would a district be created of nearly a single line of municipalities along the northeastern boundary of York and the eastern boundary of Oxford counties, but some municipalities from Oxford County would have to be placed in a district with municipalities from Franklin County which had the potential of being kept undivided.

A fourth possible alternative was to place Saco-Old Orchard Beach in a district with Sanford; but it was found that it was not possible to place those areas in a district composed of contiguous areas without exceeding the 33,000 maximum.

A fifth possible alternative was to place Saco-Old Orchard Beach in a district with municipalities lying along the coast of York County; but it was not possible to adopt this course without creating an "island" out of Biddeford or Saco-Old Orchard Beach.

STATE OF MAINE
SENATORIAL APPORTIONMENT COMMISSION

APPENDIX "E"

The following documents have been submitted to the clerk of the House of Representatives in support of statements in this report relative to boundaries and population figures;

Copy of the Proclamation announcing the result of the vote on November 8, 1966, on the constitutional amendment providing for dividing the state into senate districts.

Certificate of Linwood Ross, Deputy Secretary of State, State of Maine, certifying that there have been no changes in boundaries of counties or towns in Maine since 1960.

Certificate of Mr. Arthur H. Duffett, city clerk of Portland, with map, attesting to present precinct boundaries and population of Portland.

Certificate of Mr. Norman C. Racine, city clerk of the city of Biddeford, attesting to the fact there there has been no change in the total territory occupied by wards 6 and 7 of the city of Biddeford since 1960. Map attached.

Certificate of Mr. Jay E. Alley, city clerk and auditor of the city of Bangor, attesting to the fact that there have been no changes in the ward boundaries of the city of Bangor since 1960. Map is attached.

Certificate of Mrs. Veronica J. Flynn, chairman, board of registration of voters of the city of Lewiston, attesting to the fact that old Ward 7 of the city of Lewiston, as it existed in 1960, occupies the same territory as present precincts 7-1, 7-2, and 4-2 except that the small triangular area between Campus Avenue, East Avenue and Sabattus Street was cut off; and that the present northwesterly boundary of Precinct 6-2 is a line formed by the southwesterly projection of Essex Street. Map is attached.

Photocopies of the 1960 enumeration district worksheets for Androscoggin and Aroostook counties. These are official records of the United States Bureau of the Census.

True copies of "Population of Cities of 10,000 or More, By Wards: 1960," Supplementary Reports, 1960 Census of Population. These are official records of the United States Bureau of the Census.