

Office of the Vermont Secretary of State  
Redstone Building, 26 Terrace Street

Mail: Pavilion Office Building  
Montpelier, VT 05609-1101



James H. Douglas  
Secretary of State

Paul S. Gillies  
Deputy Secretary of State

March 29, 1991

Robert H. Gibson  
Secretary of the Senate  
State House  
Montpelier, VT 05602

Dear Mr. Secretary:

Pursuant to 17 V.S.A. § 1907, I submit herewith the plan of apportionment of the Vermont Senate, prepared by the Legislative Apportionment Board.

The board's recommendation would result in the least possible deviation from county lines, consistent with the constitutional requirement of equal representation. In fact, only six towns would be assigned to senatorial districts outside their county boundaries.

The board held five public hearings in different parts of the state and heard suggestions from some ninety witnesses. In addition, the board received correspondence from a number of towns and held a total of six board meetings to discuss its recommendation.

In developing its plan, the board placed heavy emphasis on the mandate of Chapter II of the Vermont Constitution, Section 18, which provides that Senate apportionment should "maintain geographical compactness and contiguity and ... adhere to boundaries of counties and other existing political subdivisions." 17 V.S.A. § 1903(c) refers to "apportionment of senators on a county basis," and so despite legitimate arguments in favor of a departure from the county based system of Senate representation, the board believes that the tradition of senators representing counties since the creation of the Senate in 1836 is a valid basis on which to make its recommendation. The theory of our bicameral Legislature is that senators would represent a broader constituency and thereby provide a different basis for representation. Our primary concern is that through successive reapportionments, the integrity of Orange County has been continually evaded. The Board's plan restores county lines by combining Orange with Caledonia County.

The board established a goal of a maximum percentage deviation of 8.2 percent above and below the apportionment standard of 18,759 residents per senator, or an overall range of 16.4 percent. The board's plan does considerably better than that: its overall range is only 14.4 percent.

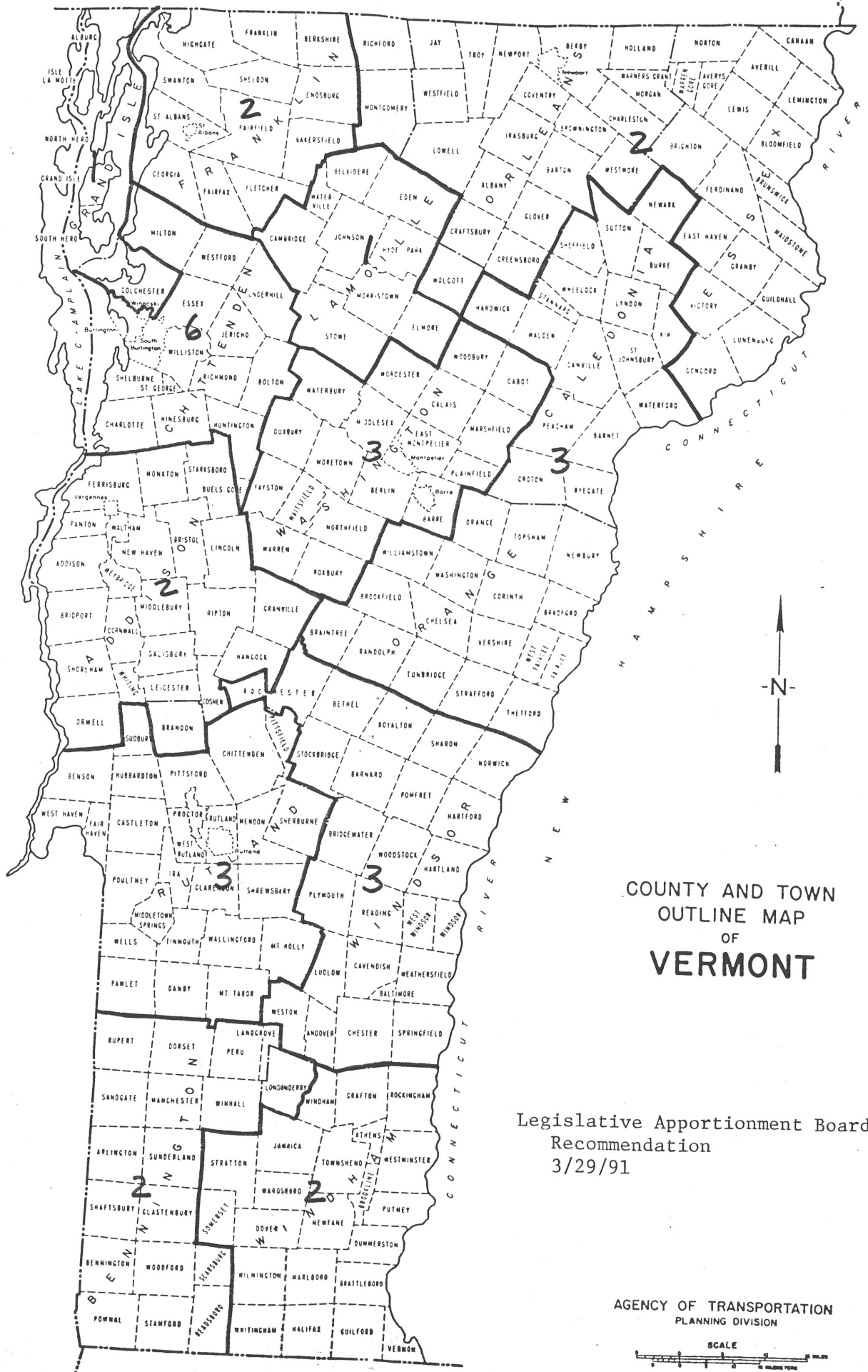
We have included two alternatives for the Senate's consideration, plans which we believe would be satisfactory as well. One of them involves the minimum departure possible from the current district lines, while the other reflects the changes in population along the eastern side of the state. The other members of the board and I are available to discuss our recommendation with the relevant committee.

Sincerely,

A handwritten signature in dark ink, appearing to read "Frank Smallwood".

Frank Smallwood, Chairman  
Legislative Apportionment Board

Enclosures



# COUNTY AND TOWN OUTLINE MAP OF VERMONT

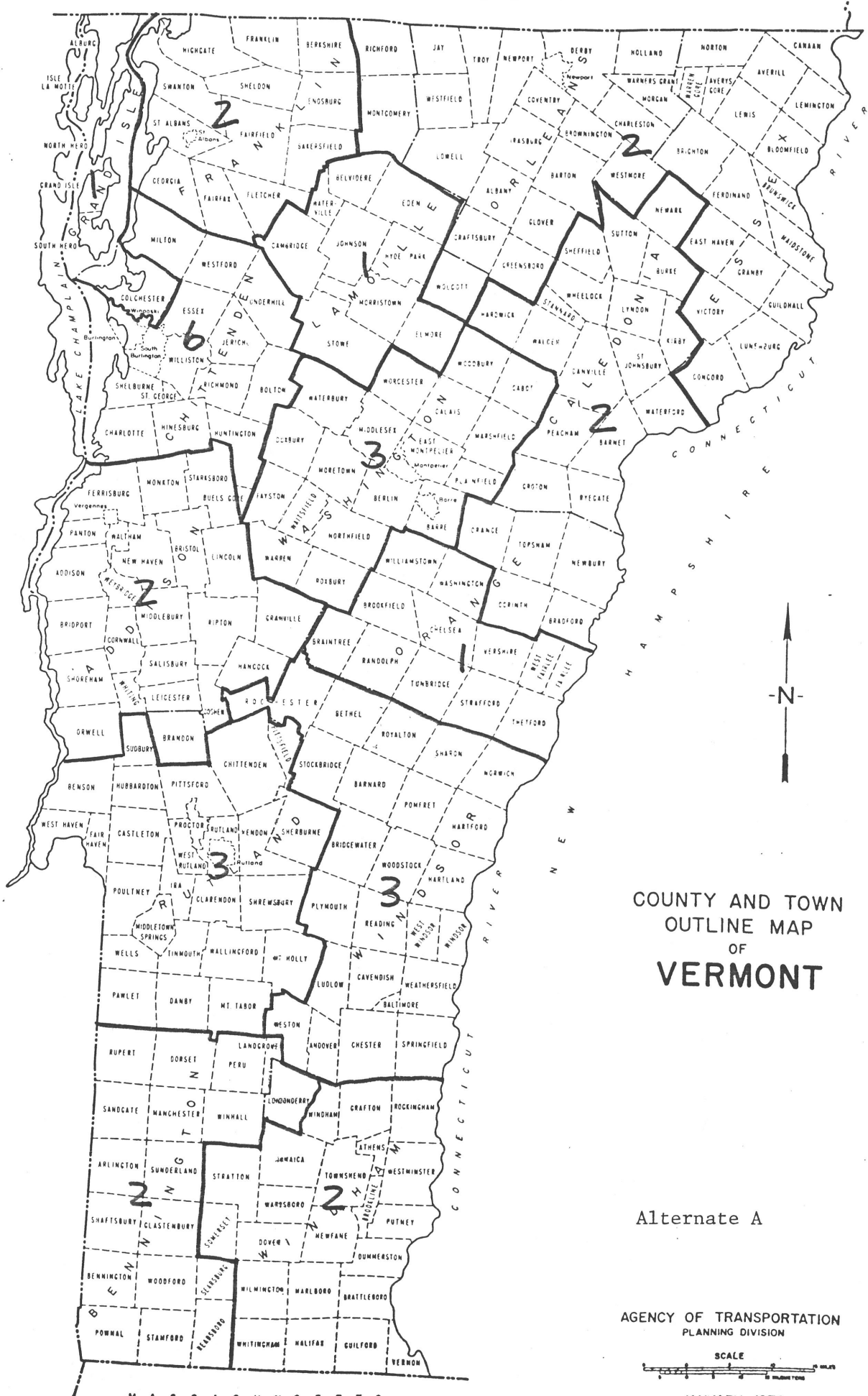
Legislative Apportionment Board's  
Recommendation  
3/29/91

AGENCY OF TRANSPORTATION  
PLANNING DIVISION



JANUARY, 1979





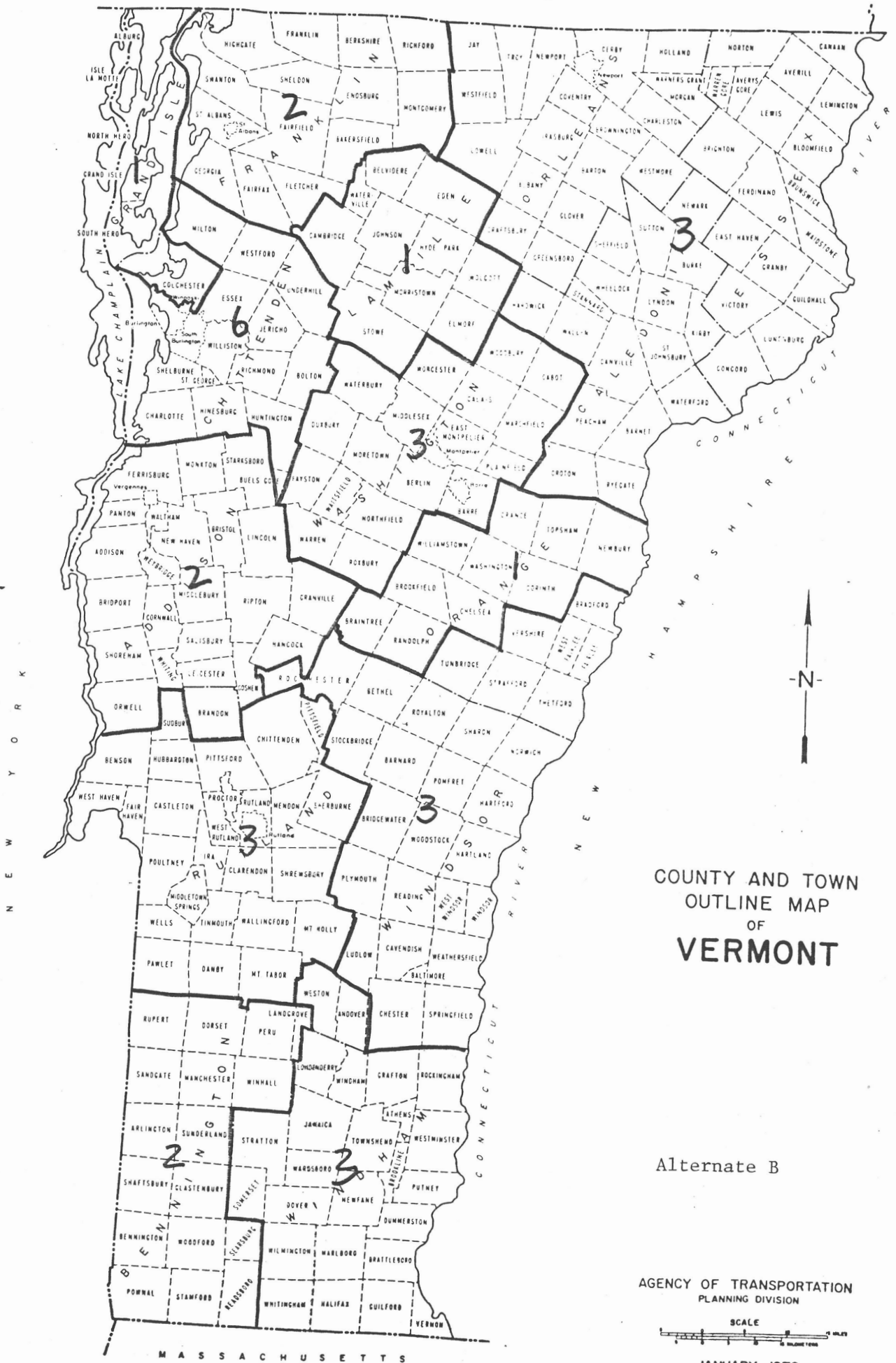
COUNTY AND TOWN  
OUTLINE MAP  
OF  
**VERMONT**

Alternate A

AGENCY OF TRANSPORTATION  
PLANNING DIVISION



JANUARY, 1979



# COUNTY AND TOWN OUTLINE MAP OF VERMONT

Alternate B

AGENCY OF TRANSPORTATION  
PLANNING DIVISION

SCALE

JANUARY, 1979

# ORANGE-CALEDONIA PLAN

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082

## ADDISON DISTRICT (2)

Addison	1,023		0.06	
Brandon	4,223		0.23	
Bridport	1,137		0.06	
Bristol	3,762		0.20	
Cornwall	1,101		0.06	
Ferrisburgh	2,317		0.12	
Goshen	226		0.01	
Granville	309		0.02	
Hancock	340		0.02	
Leicester	871		0.05	
Lincoln	974		0.05	
Middlebury	8,034		0.43	
Monkton	1,482		0.08	
New Haven	1,375		0.07	
Orwell	1,114		0.06	
Panton	606		0.03	
Ripton	444		0.02	
Salisbury	1,024		0.06	
Shoreham	1,115		0.06	
Starksboro	1,511		0.08	
Vergennes	2,578		0.14	
Waltham	454		0.02	
Weybridge	749		0.04	
Whiting	407		0.02	
		37,176	1.98	0.99

## BENNINGTON DISTRICT (2)

Arlington	2,299		0.00	
Bennington	16,451		0.12	
Dorset	1,918		0.88	
Glastenbury	7		0.10	
Landgrove	134		0.00	
Londonberry	1,506		0.01	
Manchester	3,622		0.08	
Peru	324		0.19	
Pownal	3,485		0.02	
Readsboro	762		0.19	
Rupert	654		0.04	
Sandgate	278		0.04	
Searsburg	85		0.02	
Shaftsbury	3,368		0.01	
Stamford	773		0.18	
Sunderland	872		0.04	
Winhall	482		0.05	
Woodford	331		0.03	
		37,351	0.02	
			1.99	1.00
			0.00	
			0.00	

ORANGE-CALEDONIA PLAN

District	Pop.	Dist Total	%Senators	%per sen
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0.918-1.082

CHITTENDEN DISTRICT (6)

Bolton	971		0.00	
Buel's Gore	2		0.05	
Burlington	39,127		0.00	
Charlotte	3,148		2.09	
Essex	16,498		0.17	
Hinesburg	3,780		0.88	
Huntington	1,609		0.20	
Jericho	4,302		0.09	
Milton	8,404		0.23	
Richmond	3,729		0.45	
St. George	705		0.20	
Shelburne	5,871		0.04	
So. Burlington	12,809		0.31	
Underhill	2,799		0.68	
Westford	1,740		0.15	
Williston	4,887		0.09	
Winooski	6,649		0.26	
			0.35	
		117,030	6.24	1.04
			0.00	

ESSEX-ORLEANS (2)

Albany	782		0.00	
Averill	7		0.04	
Avery's Gore	0		0.00	
Barton	2,967		0.00	
Bloomfield	253		0.16	
Brighton	1,562		0.01	
Brownington	705		0.08	
Brunswick	92		0.04	
Cannan	1,121		0.01	
Charleston	844		0.06	
Concord	1,093		0.05	
Coventry	806		0.06	
Craftsbury	994		0.04	
Derby	4,479		0.05	
East Haven	269		0.24	
Ferdinand	23		0.01	
Glover	820		0.00	
Granby	85		0.04	
Greensboro	717		0.01	
Guildhall	270		0.04	
Holland	423		0.01	
Irasburg	907		0.02	
Jay	381		0.05	
Lemington	102		0.02	
Lewis	0		0.01	
Lowell	594		0.00	
Lunenburg	1,176		0.03	
Maidstone	131		0.06	
Montgomery	823		0.01	
			0.04	

# ORANGE-CALEDONIA PLAN

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082

## ESSEX-ORLEANS (2) Continued

Morgan	497		0.03	
Newport City	4,434		0.24	
Newport Town	1,367		0.07	
Norton	169		0.01	
Richford	2,178		0.12	
Troy	1,609		0.09	
Victory	50		0.00	
Warner's Grant	0		0.00	
Warren's Gore	2		0.00	
Westfield	422		0.02	
Westmore	305		0.02	
Wolcott	1,229		0.07	
		34,688	1.85	0.93
			0.00	

## FRANKLIN DISTRICT (2)

Bakersfield	977		0.05	
Berkshire	1,190		0.06	
Enosburg	2,535		0.14	
Fairfax	2,486		0.13	
Fairfield	1,680		0.09	
Fletcher	941		0.05	
Franklin	1,068		0.06	
Georgia	3,753		0.20	
Highgate	3,020		0.16	
St. Albans City	7,339		0.39	
St. Albans Town	4,606		0.25	
Sheldon	1,748		0.09	
Swanton	5,636		0.30	
		36,979	1.97	0.99
			0.00	

## GRAND ISLE DISTRICT (1)

Alburg	1,362		0.07	
Colchester	14,731		0.79	
Grand Isle	1,642		0.09	
Isle La Motte	408		0.02	
North Hero	502		0.03	
South Hero	1,404		0.08	
		20,049	1.07	1.07
			0.00	

# ORANGE-CALEDONIA PLAN

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082

## LAMOILLE DISTRICT (1)

Belvidere	228		0.00	
Cambridge	2,667		0.01	
Eden	840		0.14	
Elmore	573		0.05	
Hyde Park	2,344		0.03	
Johnson	3,156		0.13	
Morristown	4,733		0.17	
Stowe	3,433		0.25	
Waterville	532		0.18	
		18,506	0.03	
			0.99	0.99

## ORANGE-CALEDONIA DISTRICT (2)

Barnet	1,415		0.00	
Bradford	2,522		0.08	
Burke	1,406		0.13	
Danville	1,917		0.08	
Groton	862		0.10	
Hardwick	2,964		0.05	
Kirby	347		0.16	
Lyndon	5,371		0.02	
Newark	354		0.29	
Newbury	1,985		0.02	
Peacham	627		0.11	
Ryegate	1,058		0.03	
St. Johnsbury	7,608		0.06	
Sheffield	541		0.41	
Stannard	148		0.03	
Sutton	854		0.01	
Topsham	944		0.05	
Walden	703		0.05	
Waterford	1,190		0.04	
Wheelock	481		0.06	
Braintree	1,174		0.03	
Brookfield	1,089		0.06	
Chelsea	1,166		0.06	
Corinth	1,244		0.06	
Fairlee	883		0.07	
Orange	915		0.05	
Randolph	4,764		0.05	
Strafford	902		0.25	
Thetford	2,438		0.05	
Tunbridge	1,154		0.13	
Vershire	560		0.06	
Washington	937		0.03	
West Fairlee	633		0.05	
Williamstown	2,839		0.03	
		53,995	0.15	
			2.88	0.96
			0.00	

ORANGE-CALEDONIA PLAN

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082
RUTLAND DISTRICT (3)			0.00	
Benson	847		0.05	
Castleton	4,278		0.23	
Chittenden	1,102		0.06	
Clarendon	2,835		0.15	
Danby	1,193		0.06	
Fairhaven	2,887		0.15	
Hubbardton	576		0.03	
Ira	426		0.02	
Mendon	1,049		0.06	
Middletown Springs	686		0.04	
Mt. Holly	1,093		0.06	
Mt. Tabor	214		0.01	
Pawlet	1,314		0.07	
Pittsfield	389		0.02	
Pittsford	2,919		0.16	
Poultney	3,498		0.19	
Proctor	1,979		0.11	
Rutland City	18,230		0.97	
Rutland Town	3,781		0.20	
Sherburne	738		0.04	
Shrewsbury	1,107		0.06	
Sudbury	516		0.03	
Tinmouth	455		0.02	
Wallingford	2,184		0.12	
Wells	902		0.05	
West Haven	273		0.02	
West Rutland	2,448		0.13	
		57,919	3.09	1.03
WASHINGTON DISTRICT (3)			0.00	
Barre City	9,482		0.51	
Barre Town	7,411		0.40	
Berlin	2,561		0.14	
Cabot	1,043		0.06	
Calais	1,521		0.08	
Duxbury	976		0.05	
East Montpelier	2,239		0.12	
Fayston	846		0.05	
Marshfield	1,331		0.07	
Middlesex	1,514		0.08	
Montpelier	8,247		0.44	
Moretown	1,415		0.08	
Northfield	5,610		0.30	
Plainfield	1,302		0.07	
Roxbury	575		0.03	



ORANGE-CALEDONIA PLAN

District	Pop.	Dist Total	%Senators	%per sen
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0.918-1.082

WASHINGTON DISTRICT (3) Continued

Waitsfield	1,422		0.08	
Warren	1,172		0.06	
Waterbury	4,589		0.25	
Woodbury	766		0.04	
Worcester	906		0.05	
		54,928	2.93	0.98
			0.00	

WINDHAM DISTRICT (2)

Athens	313		0.02	
Brattleboro	12,241		0.65	
Brookline	403		0.02	
Dover	994		0.05	
Dummerston	1,863		0.10	
Grafton	602		0.03	
Guiford	1,941		0.10	
Halifax	588		0.03	
Jamaica	754		0.04	
Marlboro	924		0.05	
Newfane	1,555		0.08	
Putney	2,352		0.13	
Rockingham	5,484		0.29	
Somerset	2		0.00	
Stratton	121		0.01	
Townshend	1,019		0.05	
Vernon	1,850		0.10	
Wardsboro	654		0.04	
Westminster	3,026		0.16	
Whitingham	1,177		0.06	
Wilmington	1,968		0.11	
Windham	251		0.01	
		40,082	2.14	1.07
			0.00	

WINDSOR DISTRICT (3)

Andover	373		0.02	
Baltimore	190		0.01	
Barnard	872		0.05	
Bethel	1,866		0.10	
Bridgewater	895		0.05	
Cavendish	1,323		0.07	
Chester	2,832		0.15	
Hartford	9,404		0.50	
Hartland	2,988		0.16	
Ludlow	2,302		0.12	
Norwich	3,093		0.17	
Plymouth	440		0.02	
Pomfret	874		0.05	

# ORANGE-CALEDONIA PLAN

District	Pop.	Dist Total	%Senators	%per sen
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0.918-1.082

## WINDSOR DISTRICT (3) Continued

Reading	614		0.03	
Rochester	1,181		0.06	
Royalton	2,389		0.13	
Sharon	1,211		0.07	
Springfield	9,579		0.51	
Stockbridge	618		0.03	
Weathersfield	2,674		0.14	
West Windsor	923		0.05	
Weston	488		0.03	
Windsor	3,714		0.20	
Woodstock	3,212		0.17	
		54,055	2.88	0.96
		562,758	30.00	



Alternate A

District	Pop.	Dist Total	%Senators	%per sen
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0.918-1.082

ADDISON DISTRICT (2)

Addison	1,023		0.06	
Brandon	4,223		0.23	
Bridport	1,137		0.06	
Bristol	3,762		0.20	
Cornwall	1,101		0.06	
Ferrisburgh	2,317		0.12	
Goshen	226		0.01	
Granville	309		0.02	
Hancock	340		0.02	
Leicester	871		0.05	
Lincoln	974		0.05	
Middlebury	8,034		0.43	
Monkton	1,482		0.08	
New Haven	1,375		0.07	
Orwell	1,114		0.06	
Panton	606		0.03	
Ripton	444		0.02	
Salisbury	1,024		0.06	
Shoreham	1,115		0.06	
Starksboro	1,511		0.08	
Vergennes	2,578		0.14	
Waltham	454		0.02	
Weybridge	749		0.04	
Whiting	407		0.02	
		37,176	1.98	0.99

BENNINGTON DISTRICT (2)

Arlington	2,299		0.00	
Bennington	16,451		0.12	
Dorset	1,918		0.88	
Glastenbury	7		0.10	
Landgrove	134		0.00	
Londonderry	1,506		0.01	
Manchester	3,622		0.08	
Peru	324		0.19	
Pownal	3,485		0.02	
Readsboro	762		0.19	
Rupert	654		0.04	
Sandgate	278		0.04	
Searsburg	85		0.02	
Shaftsbury	3,368		0.01	
Stamford	773		0.18	
Sunderland	872		0.04	
Winhall	482		0.05	
Woodford	331		0.03	
		37,351	0.02	
			1.99	1.00
			0.00	

# MINIMUM DISRUPTION PLAN

District	Pop.	Dist Total	%Senators	%per sen
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0.918-1.082

## CALEDONIA DISTRICT (2)

Barnet	1,415		0.00	
Bradford	2,522		0.08	
Burke	1,406		0.13	
Danville	1,917		0.08	
Groton	862		0.10	
Hardwick	2,964		0.05	
Kirby	347		0.16	
Lyndon	5,371		0.02	
Newark	354		0.29	
Newbury	1,985		0.02	
Peacham	627		0.11	
Ryegate	1,058		0.03	
St. Johnsbury	7,608		0.06	
Sheffield	541		0.41	
Stannard	148		0.03	
Sutton	854		0.01	
Topsham	944		0.05	
Walden	703		0.05	
Waterford	1,190		0.04	
Wheelock	481		0.06	
Corinth	1,244		0.03	
Orange	915		0.07	

35,456

1.89

0.95

## CHITTENDEN DISTRICT (6)

Bolton	971		0.00	
Buel's Gore	2		0.05	
Burlington	39,127		0.00	
Charlotte	3,148		2.09	
Essex	16,498		0.17	
Hinesburg	3,780		0.88	
Huntington	1,609		0.20	
Jericho	4,302		0.09	
Milton	8,404		0.23	
Richmond	3,729		0.45	
St. George	705		0.20	
Shelburne	5,871		0.04	
So. Burlington	12,809		0.31	
Underhill	2,799		0.68	
Westford	1,740		0.15	
Williston	4,887		0.09	
Winooski	6,649		0.26	

117,030

6.24

1.04

0.00

# MINIMUM DISRUPTION PLAN

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082
ESSEX-ORLEANS (2)			0.00	
Albany	782		0.04	
Averill	7		0.00	
Avery's Gore	0		0.00	
Barton	2,967		0.16	
Bloomfield	253		0.01	
Brighton	1,562		0.08	
Brownington	705		0.04	
Brunswick	92		0.01	
Cannan	1,121		0.06	
Charleston	844		0.05	
Concord	1,093		0.06	
Coventry	806		0.04	
Craftsbury	994		0.05	
Derby	4,479		0.24	
East Haven	269		0.01	
Ferdinand	23		0.00	
Glover	820		0.04	
Granby	85		0.01	
Greensboro	717		0.04	
Guildhall	270		0.01	
Holland	423		0.02	
Irasburg	907		0.05	
Jay	381		0.02	
Lemington	102		0.01	
Lewis	0		0.00	
Lowell	594		0.03	
Lunenberg	1,176		0.06	
Maidstone	131		0.01	
Montgomery	823		0.04	
Morgan	497		0.03	
Newport City	4,434		0.24	
Newport Town	1,367		0.07	
Norton	169		0.01	
Richford	2,178		0.12	
Troy	1,609		0.09	
Victory	50		0.00	
Warner's Grant	0		0.00	
Warren's Gore	2		0.00	
Westfield	422		0.02	
Westmore	305		0.02	
Wolcott	1,229		0.07	
		34,688	1.85	0.93
			0.00	

MINIMUM DISRUPTION PLAN

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082
FRANKLIN DISTRICT (2)				
Bakersfield	977		0.00	
Berkshire	1,190		0.05	
Enosburg	2,535		0.06	
Fairfax	2,486		0.14	
Fairfield	1,680		0.13	
Fletcher	941		0.09	
Franklin	1,068		0.05	
Georgia	3,753		0.06	
Highgate	3,020		0.20	
St. Albans City	7,339		0.16	
St. Albans Town	4,606		0.39	
Sheldon	1,748		0.25	
Swanton	5,636		0.09	
		36,979	0.30	
			1.97	0.99
GRAND ISLE DISTRICT (1)				
Alburg	1,362		0.00	
Colchester	14,731		0.07	
Grand Isle	1,642		0.79	
Isle La Motte	408		0.09	
North Hero	502		0.02	
South Hero	1,404		0.03	
		20,049	0.08	
			1.07	1.07
LAMOILLE DISTRICT (1)				
Belvidere	228		0.00	
Cambridge	2,667		0.01	
Eden	840		0.14	
Elmore	573		0.05	
Hyde Park	2,344		0.03	
Johnson	3,156		0.13	
Morristown	4,733		0.17	
Stowe	3,433		0.25	
Waterville	532		0.18	
		18,506	0.03	
			0.99	0.99
ORANGE (1)				
Braintree	1,174		0.06	
Brookfield	1,089		0.06	
Chelsea	1,166		0.06	
Fairlee	883		0.05	
Randolph	4,764		0.05	
Strafford	902		0.25	
Thetford	2,438		0.05	
Tunbridge	1,154		0.13	
Vershire	560		0.06	
Washington	937		0.03	
West Fairlee	633		0.05	
Williamstown	2,839		0.03	
		18,539	0.15	
			0.99	0.99



# MINIMUM DISRUPTION PLAN

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082

RUTLAND DISTRICT (3)			0.00	
Benson	847		0.05	
Castleton	4,278		0.23	
Chittenden	1,102		0.06	
Clarendon	2,835		0.15	
Danby	1,193		0.06	
Fairhaven	2,887		0.15	
Hubbardton	576		0.03	
Ira	426		0.02	
Mendon	1,049		0.06	
Middletown Springs	686		0.04	
Mt. Holly	1,093		0.06	
Mt. Tabor	214		0.01	
Pawlet	1,314		0.07	
Pittsfield	389		0.02	
Pittsford	2,919		0.16	
Poultney	3,498		0.19	
Proctor	1,979		0.11	
Rutland City	18,230		0.97	
Rutland Town	3,781		0.20	
Sherburne	738		0.04	
Shrewsbury	1,107		0.06	
Sudbury	516		0.03	
Tinmouth	455		0.02	
Wallingford	2,184		0.12	
Wells	902		0.05	
West Haven	273		0.02	
West Rutland	2,448		0.13	
		57,919	3.09	1.03
WASHINGTON DISTRICT (3)			0.00	
Barre City	9,482		0.51	
Barre Town	7,411		0.40	
Berlin	2,561		0.14	
Cabot	1,043		0.06	
Calais	1,521		0.08	
Duxbury	976		0.05	
East Montpelier	2,239		0.12	
Fayston	846		0.05	
Marshfield	1,331		0.07	
Middlesex	1,514		0.08	
Montpelier	8,247		0.44	
Moretown	1,415		0.08	
Northfield	5,610		0.30	
Plainfield	1,302		0.07	
Roxbury	575		0.03	

# MINIMUM DISRUPTION PLAN

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082

## WASHINGTON DISTRICT (3) Continued

Waitsfield	1,422		0.08	
Warren	1,172		0.06	
Waterbury	4,589		0.25	
Woodbury	766		0.04	
Worcester	906		0.05	
		54,928	2.93	0.98

## WINDHAM DISTRICT (2)

Athens	313		0.02	
Brattleboro	12,241		0.65	
Brookline	403		0.02	
Dover	994		0.05	
Dummerston	1,863		0.10	
Grafton	602		0.03	
Guiford	1,941		0.10	
Halifax	588		0.03	
Jamaica	754		0.04	
Marlboro	924		0.05	
Newfane	1,555		0.08	
Putney	2,352		0.13	
Rockingham	5,484		0.29	
Somerset	2		0.00	
Stratton	121		0.01	
Townshend	1,019		0.05	
Vernon	1,850		0.10	
Wardsboro	654		0.04	
Westminster	3,026		0.16	
Whitingham	1,177		0.06	
Wilmington	1,968		0.11	
Windham	251		0.01	
		40,082	2.14	1.07

## WINDSOR DISTRICT (3)

Andover	373		0.02	
Baltimore	190		0.01	
Barnard	872		0.05	
Bethel	1,866		0.10	
Bridgewater	895		0.05	
Cavendish	1,323		0.07	
Chester	2,832		0.15	
Hartford	9,404		0.50	
Hartland	2,988		0.16	
Ludlow	2,302		0.12	
Norwich	3,093		0.17	
Plymouth	440		0.02	
Pomfret	874		0.05	

# MINIMUM DISRUPTION PLAN

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082

## WINDSOR DISTRICT (3) Continued

Reading	614		0.03	
Rochester	1,181		0.06	
Royalton	2,389		0.13	
Sharon	1,211		0.07	
Springfield	9,579		0.51	
Stockbridge	618		0.03	
Weathersfield	2,674		0.14	
West Windsor	923		0.05	
Weston	488		0.03	
Windsor	3,714		0.20	
Woodstock	3,212		0.17	
		54,055	2.88	0.96
		562,758	0.00	

Alternate B

District	Pop.	Dist Total	%Senators	%per sen
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0.918-1.082

ADDISON DISTRICT (2)

Addison	1,023		0.06	
Brandon	4,223		0.23	
Bridport	1,137		0.06	
Bristol	3,762		0.20	
Cornwall	1,101		0.06	
Ferrisburgh	2,317		0.12	
Goshen	226		0.01	
Granville	309		0.02	
Hancock	340		0.02	
Leicester	871		0.05	
Lincoln	974		0.05	
Middlebury	8,034		0.43	
Monkton	1,482		0.08	
New Haven	1,375		0.07	
Orwell	1,114		0.06	
Panton	606		0.03	
Ripton	444		0.02	
Salisbury	1,024		0.06	
Shoreham	1,115		0.06	
Starksboro	1,511		0.08	
Vergennes	2,578		0.14	
Waltham	454		0.02	
Weybridge	749		0.04	
Whiting	407		0.02	
		37,176	1.98	0.99

BENNINGTON DISTRICT (2)

Arlington	2,299		0.12	
Bennington	16,451		0.88	
Dorset	1,918		0.10	
Glastenbury	7		0.00	
Landgrove	134		0.01	
Manchester	3,622		0.19	
Peru	324		0.02	
Pownal	3,485		0.19	
Readsboro	762		0.04	
Rupert	654		0.04	
Sandgate	278		0.02	
Searsburg	85		0.01	
Shaftsbury	3,368		0.18	
Stamford	773		0.04	
Sunderland	872		0.05	
Winhall	482		0.03	
Woodford	331		0.02	
		35,845	1.91	0.96

# THIRD MAP

District	Pop.	Dist Total	%Senators	%per sen
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0.918-1.082

CHITTENDEN DISTRICT (6)			0.00	
Bolton	971		0.05	
Buel's Gore	2		0.00	
Burlington	39,127		2.09	
Charlotte	3,148		0.17	
Essex	16,498		0.88	
Hinesburg	3,780		0.20	
Huntington	1,609		0.09	
Jericho	4,302		0.23	
Milton	8,404		0.45	
Richmond	3,729		0.20	
St. George	705		0.04	
Shelburne	5,871		0.31	
So. Burlington	12,809		0.68	
Underhill	2,799		0.15	
Westford	1,740		0.09	
Williston	4,887		0.26	
Winooski	6,649		0.35	
		117,030	6.24	1.04
ESSEX-ORLEANS-CALEDONIA DISTRICT (3)			0.00	
Albany	782		0.04	
Averill	7		0.00	
Avery's Gore	0		0.00	
Barton	2,967		0.16	
Bloomfield	253		0.01	
Brighton	1,562		0.08	
Brownington	705		0.04	
Brunswick	92		0.01	
Cannan	1,121		0.06	
Charleston	844		0.05	
Concord	1,093		0.06	
Coventry	806		0.04	
Craftsbury	994		0.05	
Derby	4,479		0.24	
East Haven	269		0.01	
Ferdinand	23		0.00	
Glover	820		0.04	
Granby	85		0.01	
Greensboro	717		0.04	
Guildhall	270		0.01	
Holland	423		0.02	
Irasburg	907		0.05	
Jay	381		0.02	

THIRD MAP

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082

ESSEX-ORLEANS-CALEDONIA DISTRICT (3) Continued

Lemington	102		0.01	
Lewis	0		0.00	
Lowell	594		0.03	
Lunenburg	1,176		0.06	
Maidstone	131		0.01	
Morgan	497		0.03	
Newport City	4,434		0.24	
Newport Town	1,367		0.07	
Norton	169		0.01	
Troy	1,609		0.09	
Victory	50		0.00	
Warner's Grant	0		0.00	
Warren's Gore	2		0.00	
Westfield	422		0.02	
Westmore	305		0.02	
Barnet	1,415		0.08	
Burke	1,406		0.08	
Danville	1,917		0.10	
Groton	862		0.05	
Hardwick	2,964		0.16	
Kirby	347		0.02	
Lyndon	5,371		0.29	
Newark	354		0.02	
Peacham	627		0.03	
Ryegate	1,058		0.06	
St. Johnsbury	7,608		0.41	
Sheffield	541		0.03	
Stannard	148		0.01	
Sutton	854		0.05	
Walden	703		0.04	
Waterford	1,190		0.06	
Wheelock	481		0.03	
		58,304	3.11	1.04
			0.00	

# THIRD MAP

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082
FRANKLIN DISTRICT (2)			0.00	
Bakersfield	977		0.05	
Berkshire	1,190		0.06	
Enosburg	2,535		0.14	
Fairfax	2,486		0.13	
Fairfield	1,680		0.09	
Fletcher	941		0.05	
Franklin	1,068		0.06	
Georgia	3,753		0.20	
Highgate	3,020		0.16	
Montgomery	823		0.04	
Richford	2,178		0.12	
St. Albans City	7,339		0.39	
St. Albans Town	4,606		0.25	
Sheldon	1,748		0.09	
Swanton	5,636		0.30	
		39,980	2.13	1.07
			0.00	
GRAND ISLE DISTRICT (1)			0.00	
Alburg	1,362		0.07	
Colchester	14,731		0.79	
Grand Isle	1,642		0.09	
Isle La Motte	408		0.02	
North Hero	502		0.03	
South Hero	1,404		0.08	
		20,049	1.07	1.07
			0.00	
LAMOILLE DISTRICT (1)			0.00	
Belvidere	228		0.01	
Cambridge	2,667		0.14	
Eden	840		0.05	
Elmore	573		0.03	
Hyde Park	2,344		0.13	
Johnson	3,156		0.17	
Morristown	4,733		0.25	
Stowe	3,433		0.18	
Waterville	532		0.03	
Wolcott	1,229		0.07	
		19,735	1.05	1.05
			0.00	



# THIRD MAP

District	Pop.	Dist Total	%Senators	%per sen
				0.918-1.082
ORANGE DISTRICT (1)			0.00	
Braintree	1,174		0.06	
Brookfield	1,089		0.06	
Chelsea	1,166		0.06	
Corinth	1,244		0.07	
Newbury	1,985		0.11	
Orange	915		0.05	
Randolph	4,764		0.25	
Topsham	944		0.05	
Washington	937		0.05	
Williamstown	2,839		0.15	
		17,057	0.91	0.91
			0.00	
RUTLAND DISTRICT (3)			0.00	
Benson	847		0.05	
Castleton	4,278		0.23	
Chittenden	1,102		0.06	
Clarendon	2,835		0.15	
Danby	1,193		0.06	
Fairhaven	2,887		0.15	
Hubbardton	576		0.03	
Ira	426		0.02	
Mendon	1,049		0.06	
Middletown Springs	686		0.04	
Mt. Holly	1,093		0.06	
Mt. Tabor	214		0.01	
Pawlet	1,314		0.07	
Pittsfield	389		0.02	
Pittsford	2,919		0.16	
Poultney	3,498		0.19	
Proctor	1,979		0.11	
Rutland City	18,230		0.97	
Rutland Town	3,781		0.20	
Sherburne	738		0.04	
Shrewsbury	1,107		0.06	
Sudbury	516		0.03	
Tinmouth	455		0.02	
Wallingford	2,184		0.12	
Wells	902		0.05	
West Haven	273		0.02	
West Rutland	2,448		0.13	
		57,919	3.09	1.03
			0.00	

# THIRD MAP

District	Pop.	Dist Total	%Senators	%per sen
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0.918-1.082

WASHINGTON DISTRICT (3)			0.00	
Barre City	9,482		0.51	
Barre Town	7,411		0.40	
Berlin	2,561		0.14	
Cabot	1,043		0.06	
Calais	1,521		0.08	
Duxbury	976		0.05	
East Montpelier	2,239		0.12	
Fayston	846		0.05	
Marshfield	1,331		0.07	
Middlesex	1,514		0.08	
Montpelier	8,247		0.44	
Moretown	1,415		0.08	
Northfield	5,610		0.30	
Plainfield	1,302		0.07	
Roxbury	575		0.03	
Waitsfield	1,422		0.08	
Warren	1,172		0.06	
Waterbury	4,589		0.25	
Woodbury	766		0.04	
Worcester	906		0.05	
		54,928	2.93	0.98
			0.00	
WINDHAM DISTRICT (3)			0.00	
Andover	373		0.02	
Athens	313		0.02	
Brattleboro	12,241		0.65	
Brookline	403		0.02	
Dover	994		0.05	
Dummerston	1,863		0.10	
Grafton	602		0.03	
Guiford	1,941		0.10	
Halifax	588		0.03	
Jamaica	754		0.04	
Londonderry	1,506		0.08	
Marlboro	924		0.05	
Newfane	1,555		0.08	
Putney	2,352		0.13	
Rockingham	5,484		0.29	
Somerset	2		0.00	
Springfield	9,579		0.51	
Stratton	121		0.01	
Townshend	1,019		0.05	
Vernon	1,850		0.10	

THIRD MAP

District	Pop.	Dist Total	%Senators	%per sen
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0.918-1.082

WINDHAM DISTRICT (3) Continued

Wardsboro	654		0.04	
Westminster	3,026		0.16	
Weston	488		0.03	
Whitingham	1,177		0.06	
Wilmington	1,968		0.11	
Windham	251		0.01	
		52,028	2.77	0.92
			0.00	

WINDSOR DISTRICT (3)

Baltimore	190		0.01	
Barnard	872		0.05	
Bethel	1,866		0.10	
Bridgewater	895		0.05	
Cavendish	1,323		0.07	
Chester	2,832		0.15	
Hartford	9,404		0.50	
Hartland	2,988		0.16	
Ludlow	2,302		0.12	
Norwich	3,093		0.17	
Plymouth	440		0.02	
Pomfret	874		0.05	
Reading	614		0.03	
Rochester	1,181		0.06	
Royalton	2,389		0.13	
Sharon	1,211		0.07	
Stockbridge	618		0.03	
Weathersfield	2,674		0.14	
West Windsor	923		0.05	
Windsor	3,714		0.20	
Woodstock	3,212		0.17	
Bradford	2,522		0.13	
Fairlee	883		0.05	
Strafford	902		0.05	
Thetford	2,438		0.13	
Tunbridge	1,154		0.06	
Vershire	560		0.03	
West Fairlee	633		0.03	
		52,707	2.81	0.94
			0.00	
			0.00	
		562,758	30.00	
			0.00	
			0.00	

Mail: Pavilion Office Building  
Montpelier, VT 05609-1101



James H. Douglas  
Secretary of State

Paul S. Gillies  
Deputy Secretary of State

March 29, 1991

Robert H. Gibson  
Secretary of the Senate  
State House  
Montpelier, VT 05602

Dear Mr. Secretary:

Pursuant to 17 V.S.A. § 1907, I submit herewith the plan of apportionment of the Vermont Senate, prepared by the Legislative Apportionment Board.

The board's recommendation would result in the least possible deviation from county lines, consistent with the constitutional requirement of equal representation. In fact, only six towns would be assigned to senatorial districts outside their county boundaries.

The board held five public hearings in different parts of the state and heard suggestions from some ninety witnesses. In addition, the board received correspondence from a number of towns and held a total of six board meetings to discuss its recommendation.

In developing its plan, the board placed heavy emphasis on the mandate of Chapter II of the Vermont Constitution, Section 18, which provides that Senate apportionment should "maintain geographical compactness and contiguity and ... adhere to boundaries of counties and other existing political subdivisions." 17 V.S.A. § 1903(c) refers to "apportionment of senators on a county basis," and so despite legitimate arguments in favor of a departure from the county based system of Senate representation, the board believes that the tradition of senators representing counties since the creation of the Senate in 1836 is a valid basis on which to make its recommendation. The theory of our bicameral Legislature is that senators would represent a broader constituency and thereby provide a different basis for representation. Our primary concern is that through successive reapportionments, the integrity of Orange County has been continually evaded. The Board's plan restores county lines by combining Orange with Caledonia County.

The board established a goal of a maximum percentage deviation of 8.2 percent above and below the apportionment standard of 18,759 residents per senator, or an overall range of 16.4 percent. The board's plan does considerably better than that: its overall range is only 14.4 percent.

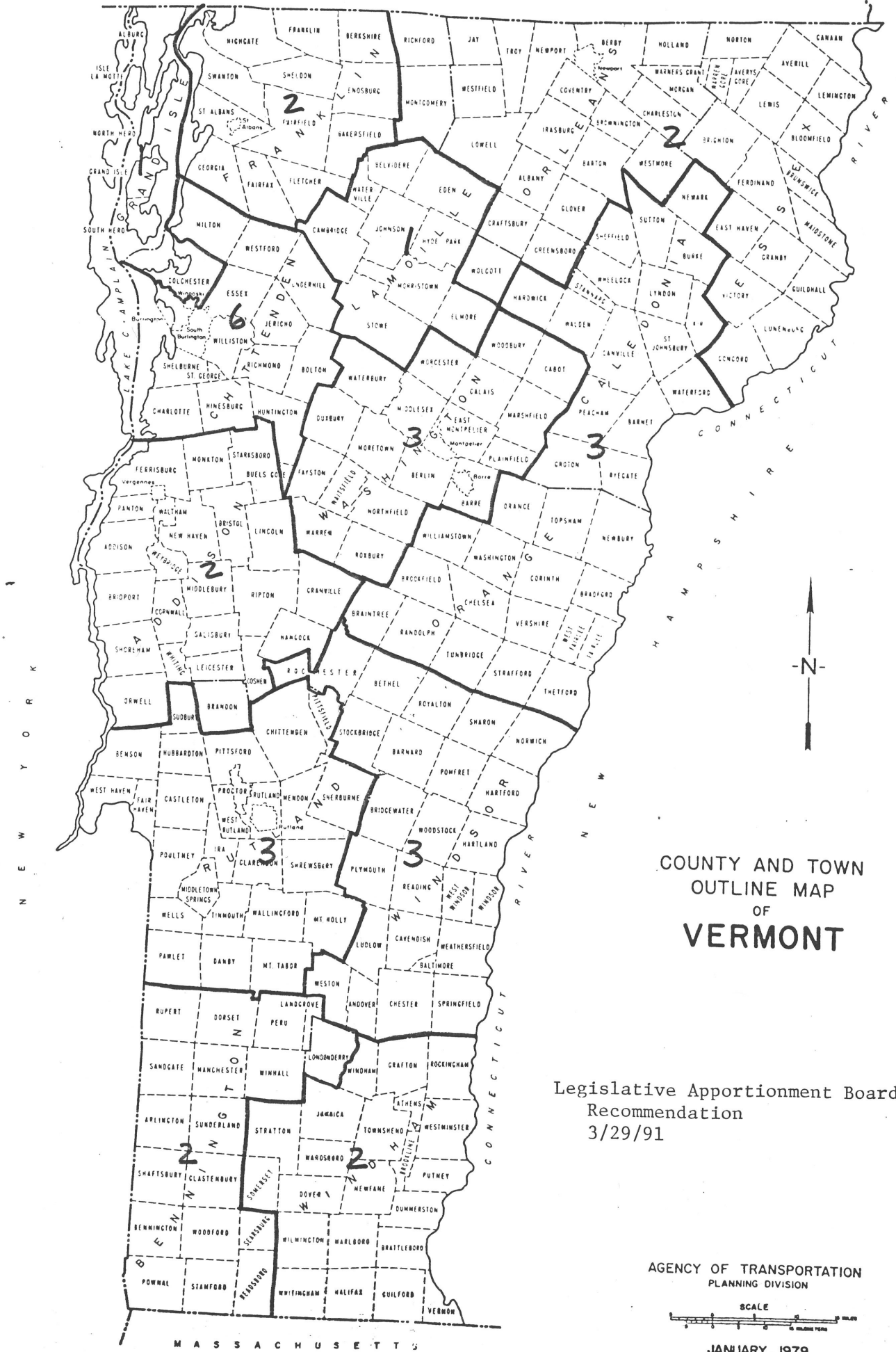
We have included two alternatives for the Senate's consideration, plans which we believe would be satisfactory as well. One of them involves the minimum departure possible from the current district lines, while the other reflects the changes in population along the eastern side of the state. The other members of the board and I are available to discuss our recommendation with the relevant committee.

Sincerely,

A handwritten signature in cursive script, reading "Frank Smallwood".

Frank Smallwood, Chairman  
Legislative Apportionment Board

Enclosures



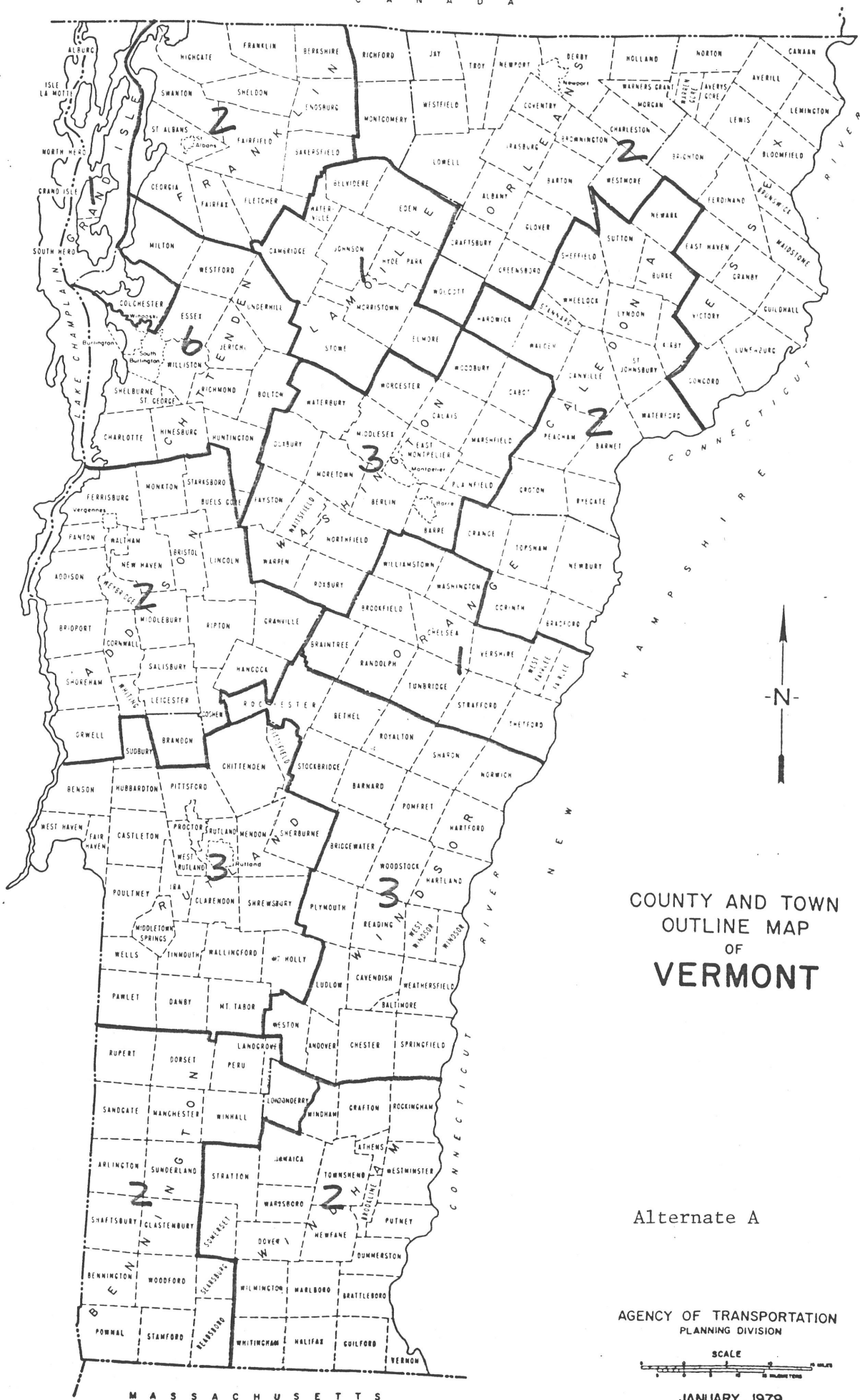
# COUNTY AND TOWN OUTLINE MAP OF VERMONT

Legislative Apportionment Board's  
Recommendation  
3/29/91

AGENCY OF TRANSPORTATION  
PLANNING DIVISION



JANUARY, 1979



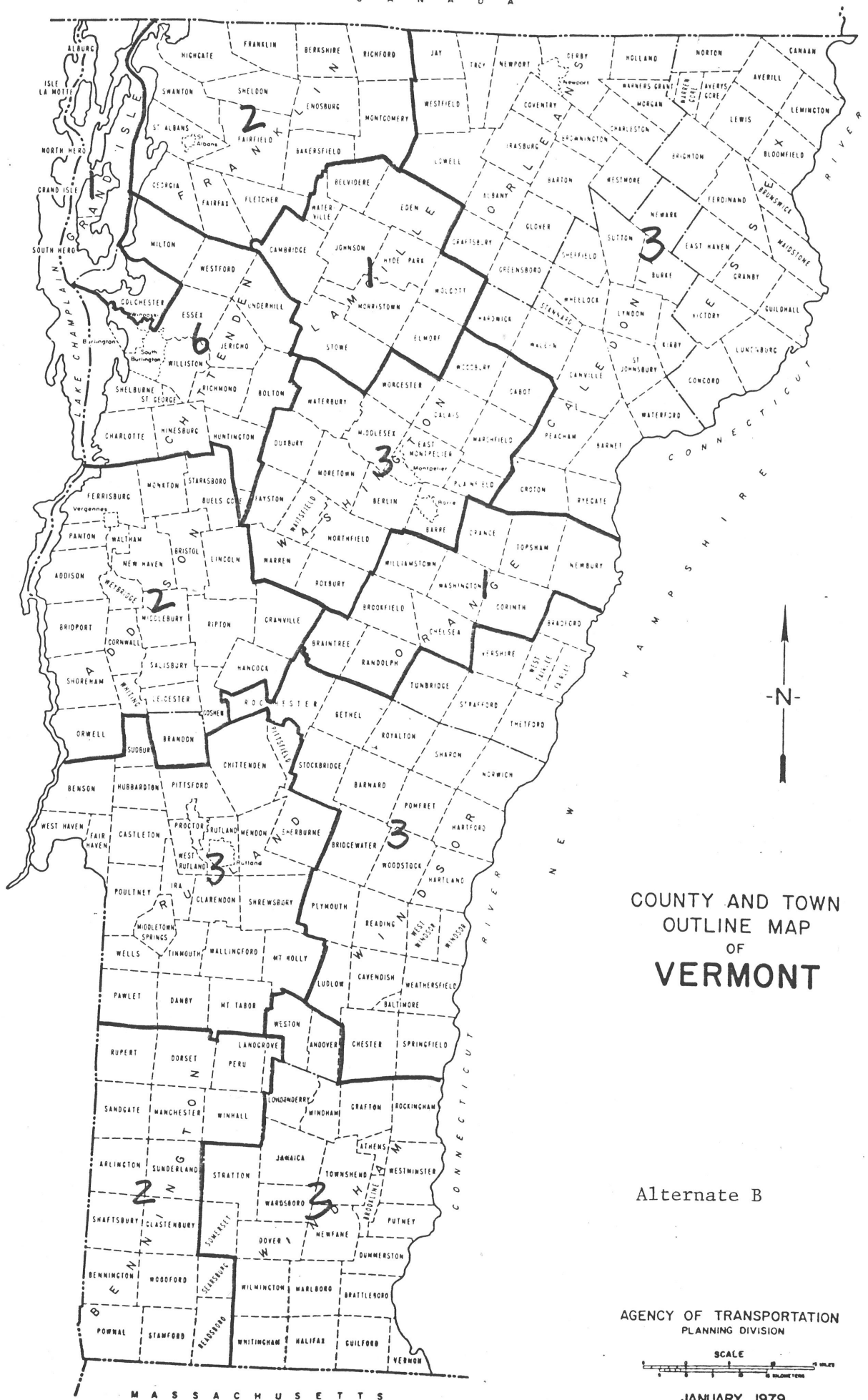
# COUNTY AND TOWN OUTLINE MAP OF VERMONT

Alternate A

AGENCY OF TRANSPORTATION  
PLANNING DIVISION



JANUARY, 1979



# COUNTY AND TOWN OUTLINE MAP OF VERMONT

Alternate B

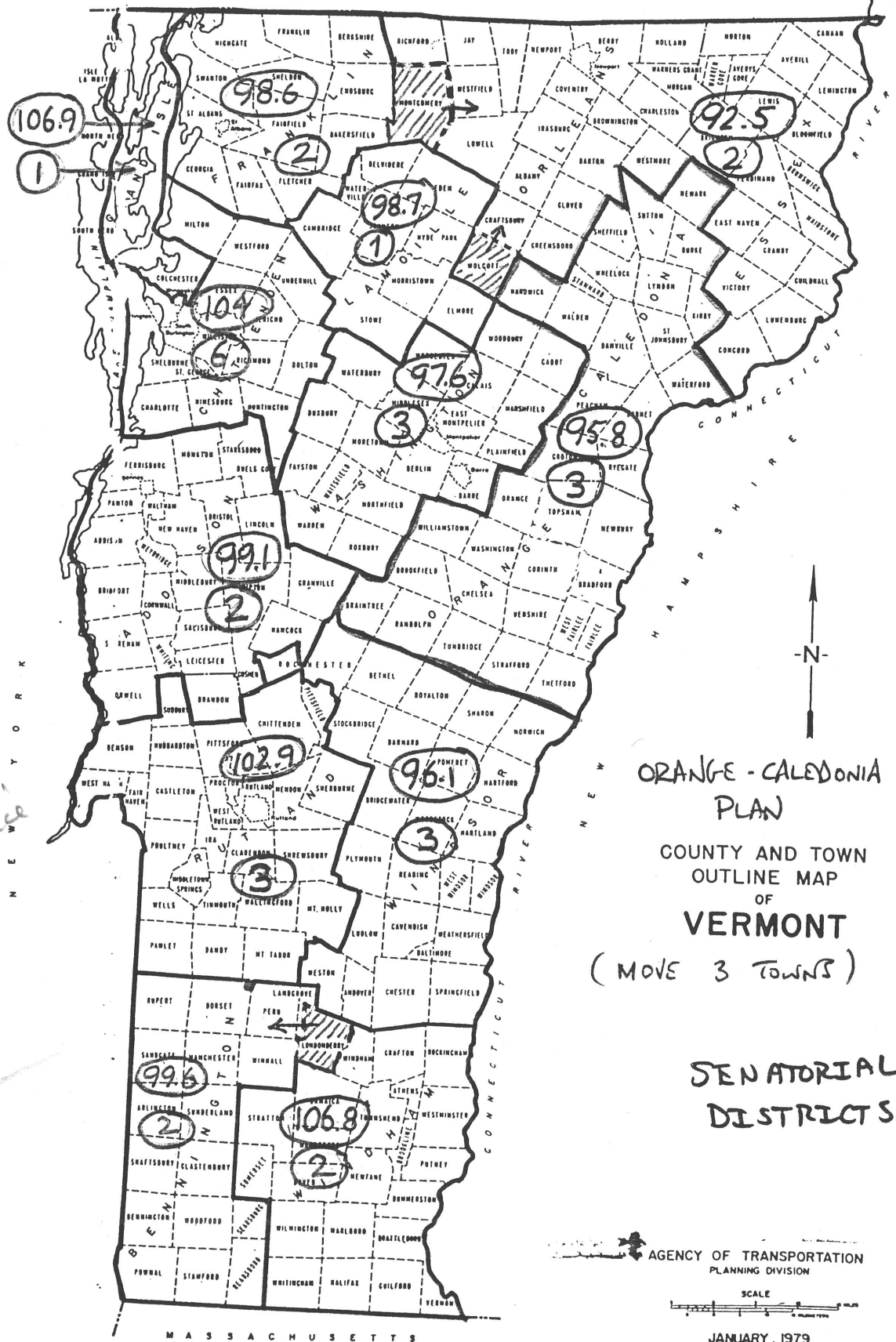
AGENCY OF TRANSPORTATION  
PLANNING DIVISION



JANUARY, 1979



C A N A D A



Append 152 change  
4 to 1  
5 to 0  
3/9/91

Office of the Vermont Secretary of State  
Redstone Building, 26 Terrace Street

Mali: Pavilion Office Building  
Montpelier, VT 05609-1101



James H. Douglas  
Secretary of State

Paul S. Gillies  
Deputy Secretary of State

May 23, 1991

David A. Otterman, Chairman  
Board of Civil Authority  
Town of Orange  
East Barre, VT 05649

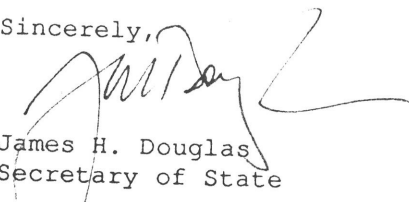
Dear Mr. Otterman:

Thank you for your letter of May 15th, concerning senatorial reapportionment. The board appreciates your thoughts.

I have forwarded your letter to the Senate Government Operations Committee which will be considering the Senate plan in the near future. I would urge you to keep in touch with the legislative committee.

Best wishes.

Sincerely,

  
James H. Douglas  
Secretary of State

JHD:yma

# ORANGE TOWN CLERK AND TREASURER

P. O. Address: EAST BARRE, VERMONT 05649

May 15, 1991

Mr. James Douglas  
Secretary of State  
Pavilion Office Building  
Montpelier, VT 05602

Dear Mr. Douglas:

Re: Senatorial Reapportionment

The Board of Civil Authority for the Town of Orange has reviewed the various proposals for reapportionment of the senatorial districts. I am writing this letter for the purpose of making clear our objection to any reapportionment plan which would place the Town of Orange in a senatorial district which is composed of towns located in another county.


As I am sure you are aware, it is very difficult for residents of a small town such as Orange, to have adequate representation if we are placed in a large district composed of two or more counties. Should this happen, the people of Orange will essentially be disenfranchised.

The people of the Town of Orange are concerned about losing their voice in the Senate and it appears to us that any attempt to place Orange in a senatorial district in another county would have the effect of impairing that voice.

It would be greatly appreciated if our concerns could be kept in mind.

BOARD OF CIVIL AUTHORITY  
TOWN OF ORANGE

By:

  
David A. Otterman, Chairman

DAO:jm

cc: Rep. Kermit Richardson

Office of the Vermont Secretary of State  
Redstone Building, 26 Terrace Street

Mail: Pavilion Office Building  
Montpelier, VT 05609-1101



James H. Douglas  
Secretary of State

Paul S. Gillies  
Deputy Secretary of State

May 13, 1991

James H. Twitchell  
Board of Civil Authority  
P.O. 118  
South Londonderry, VT 05155

Dear Mr. Twitchell:

Thanks very much for your recent letters to the Legislative Apportionment Board.

The board appreciates your thoughts, but because our approaching May 15th deadline for submitting a plan to the House will not give us time to consult the other affected towns, we have decided not to alter our preliminary plan.

Apportionment will now be considered by the House of Representatives. Your ideas deserve full consideration, and I have forwarded your correspondence to the Government Operations Committee, which will begin its work on reapportionment later this year, before recommending its final plan to the legislature during next year's session. Representative Don Hooper serves as the chair of this committee. I urge you to keep in touch with him and with your own legislators so you will be aware of the committee's hearings.

Thanks also for your comment regarding the Senate proposals. The Senate Government Operations Committee will be considering that matter, and I have forwarded your thoughts to its chairman, Senator Bill Doyle.

Thank you again for taking the time to outline your suggestions.

Sincerely,

Frank Smallwood  
Chairman  
Legislative Apportionment Board

TOWN OF LONDONDERRY  
P.O. BOX 118  
SOUTH LONDONDERRY, VT. 05155

Mr. Frank Smallwood, Chairman  
Legislative Apportionment Board  
Secretary of State Office  
26 Terrace Street  
Montpelier, Vt. 05609-1101

April 19, 1991

Dear Mr. Smallwood:

The Londonderry Board of Civil Authority has become aware of the proposed plan to include Londonderry in the Bennington County Senatorial District which displeases us to no end. The Town of Londonderry has no ties with Manchester and Bennington etc. at all. Geographically or economically we are a part of the West River Valley and feel we should stay there.

We suggest that Wilmington has more ties with Bennington County economically and geographically than Londonderry does.

The Londonderry Board of Civil Authority voted unanimously to request that we remain within the Windham County Senatorial District.

Thank you for your positive consideration of this matter.

Very truly yours,

*James H. Twitchell*

James H. Twitchell, Clerk  
For Board of Civil Authority

Office of the Vermont Secretary of State  
Redstone Building, 26 Terrace Street

Mail: Pavilion Office Building  
Montpelier, VT 05609-1101



James H. Douglas  
Secretary of State

Paul S. Gillies  
Deputy Secretary of State

May 13, 1991

Anita R. Zentz, Chairman  
Board of Civil Authority  
Town of Wheelock  
P. O. Box 428  
Lyndonville, VT 05851

Dear Ms. Zentz:

Thanks very much for your recent letter to the Legislative Apportionment Board. We appreciate hearing from you.

The town plan is being forwarded to the House of Representatives, and the Government Operations Committee will begin its work on reapportionment later this year, before recommending its final plan to the legislature during next year's session.

Thanks again for writing.

Sincerely,

Frank Smallwood  
Chairman  
Legislative Apportionment Board

P.S. Thanks also for your comment regarding the Senate proposals. The Senate Government Operations Committee will be considering that matter, and I have forwarded your thoughts to its chairman, Senator Bill Doyle.

# TOWN OF WHEELOCK

P.O. Box 428  
LYNDONVILLE, VERMONT 05851

Dartmouth Land Grant  
Chartered 1785

April 25, 1991

Telephone:  
(802) 626-9094

Frank Smallwood, Chairman  
Legislative Apportionment Board  
c/o Office of the Secretary of State  
Pavilion Office Building  
Montpelier, VT 05609-1101

Dear Mr. Smallwood:

At a meeting of the Wheelock Board of Civil Authority, on April 22, 1991, it was voted to send you a letter supporting the plan which was sent to the Board on March 29, 1991.

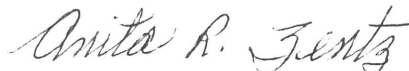
This Board feels that in joining Burke, Lyndon, Sheffield and Wheelock into one House District, that all criteria has been met.

Sheffield and Wheelock make up Unified School District # 37 and therefore, should definitely be in the same District. All four of the above towns send their high school students to Lyndon Institute, which is located in Lyndon. Most of the residents of Wheelock shop, work and seek medical attention in Lyndon. These towns are all within the same Supervisory Union and therefore, have many common interests. The towns are also contiguous and within miles of each other.

This Board also reviewed the plans for the reapportionment of the Senate Districts and would like to be placed on record as supporting Alternate B.

Please keep this Board advised of any hearings or public meetings in reference to both the House and Senate Reapportionment. However, no matter which plan is eventually adopted this Board feels that it is imperative that Sheffield and Wheelock not be placed in different Districts.

Sincerely,



Anita R. Zentz, Chairman  
Wheelock Board of Civil Authority

pc: Rep. Cola Hudson  
Rep. Howard Crawford  
Sen. John McClaughry  
Sen. Joseph Sherman



Office of the Vermont Secretary of State  
Redstone Building, 26 Terrace Street

Mail: Pavillon Office Building  
Montpelier, VT 05609-1101



James H. Douglas  
Secretary of State

Paul S. Gillies  
Deputy Secretary of State

May 8, 1991

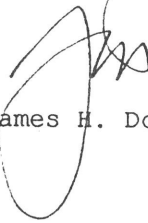
Hon. William T. Doyle  
Senate Chamber  
State House  
Montpelier, VT 05609

Dear Bill,

Here are some letters received by the Legislative Apportionment Board relating to its proposal for Senate districts.

I'll forward any further comments as I receive them. Good luck in your consideration of this matter.

Sincerely,

  
James H. Douglas

Enclosures



Office of the Vermont Secretary of State  
Redstone Building, 26 Terrace Street

Mail: Pavilion Office Building  
Montpelier, VT 05609-1101



James H. Douglas  
Secretary of State

Paul S. Gillies  
Deputy Secretary of State

May 6, 1991

Helen F. Murray  
Town Clerk  
Main Street  
Williamstown, VT 05679

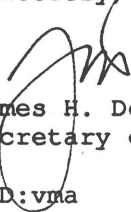
Dear Helen:

Thank you for your letter of April 25th, concerning senatorial reapportionment. The board appreciates your thoughts.

I forwarded your letter to the Senate Government Operations Committee which will be considering the Senate plan in the near future. I would urge you to keep in touch with the legislative committee.

Best wishes.

Sincerely,

  
James H. Douglas  
Secretary of State

JHD:vma

VERMONT BICENTENNIAL

Telephone:

Corporations Division (802) 828-2386

For all other divisions (802) 828-2363

or toll free: 1-800-439-VOTE

Office of  
Williamstown Town Clerk & Treasurer

Williamstown, Vermont, 05679

Phone: 433-5455

April 25, 1991

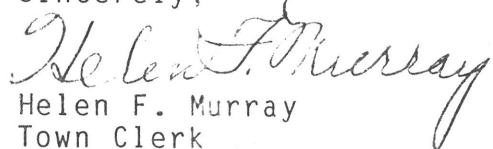
Mr. James Douglas  
Secretary of State  
Montpelier, Vt. 05602

Re: Concerning Senatorial Reapportionment

Dear Mr. Douglas:

The Williamstown Board of Civil Authority met last night to discuss the legislative reapportionment plans. They instructed me to let you know that they preferred the Alternate Plan B, Orange District with the towns of Braintree, Brookfield, Chelsea, Corinth, Newbury, Orange, Randolph, Topsham, Washington and Williamstown. This district has one senator.

Sincerely,

  
Helen F. Murray  
Town Clerk

HFM/dk

Office of the Vermont Secretary of State  
Redstone Building, 26 Terrace Street

Mail: Pavillon Office Building  
Montpelier, VT 05609-1101



James H. Douglas  
Secretary of State  
Paul S. Gillies  
Deputy Secretary of State

February 21, 1991

Michael A. Welch  
City Manager  
12 North Main Street  
Barre, VT 05641

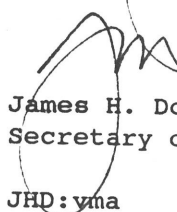
Dear Mike:

Thanks very much for your memo to the Legislative Apportionment Board. The board will consider your thoughts, along with the many other suggestions it has received, as it develops its tentative plans.

I appreciate your taking the time to write.

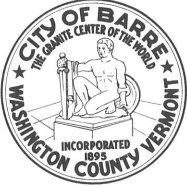
Best wishes.

Sincerely,



James H. Douglas  
Secretary of State

JHD:yma



# City of Barre, Vermont

"GRANITE CENTER OF THE WORLD"

MICHAEL A. WELCH  
CITY MANAGER

12 N. MAIN ST, BARRE, VT 05641  
802-476-0240

February 19, 1991

TO: Whom It May Concern

RE: Senatorial Districts

Following discussions today with elected City Clerk/Treasurer James Milne of Barre, I would offer the following comments in regards to the proposal before you to classify Senatorial Districts in a manner other than County-wide at large.

In recent history, the City of Barre, (population 9,450) has not had a Senator from our community. This is not necessarily all bad, since there are many excellent candidates around the county. It is our feeling, here, that the present system of electing Senators at large County-wide is a good system. Obviously, the City would like to see a successful candidate or candidates from Barre.

As long as the individuals that have been elected to serve the entire County are working for the benefit of the whole, and not just concentrating their efforts on pet projects for specific communities, the system can and does work well.

Barre deserves to be recognized and represented for what she is, the largest community in Washington County. We are satisfied, as long as our interests are represented appropriately.

Thank you for your consideration of these comments.

Sincerely,

Michael A. Welch  
City Manager

Office of the Vermont Secretary of State  
Redstone Building, 26 Terrace Street

Mail: Pavilion Office Building  
Montpelier, VT 05609-1101



James H. Douglas  
Secretary of State

Paul S. Gillies  
Deputy Secretary of State

February 19, 1991

Toddy Sloan  
RFD Box 87  
Tunbridge, VT 05077

Dear Toddy,

Thanks very much for your letter of February 15 to Chairman Smallwood of the Legislative Apportionment Board.

I have conveyed your message to him and the other members of the Board, who are scheduled to meet soon. At that time they'll have an opportunity to discuss your thoughts.

Thanks for taking the time to write.

Sincerely,

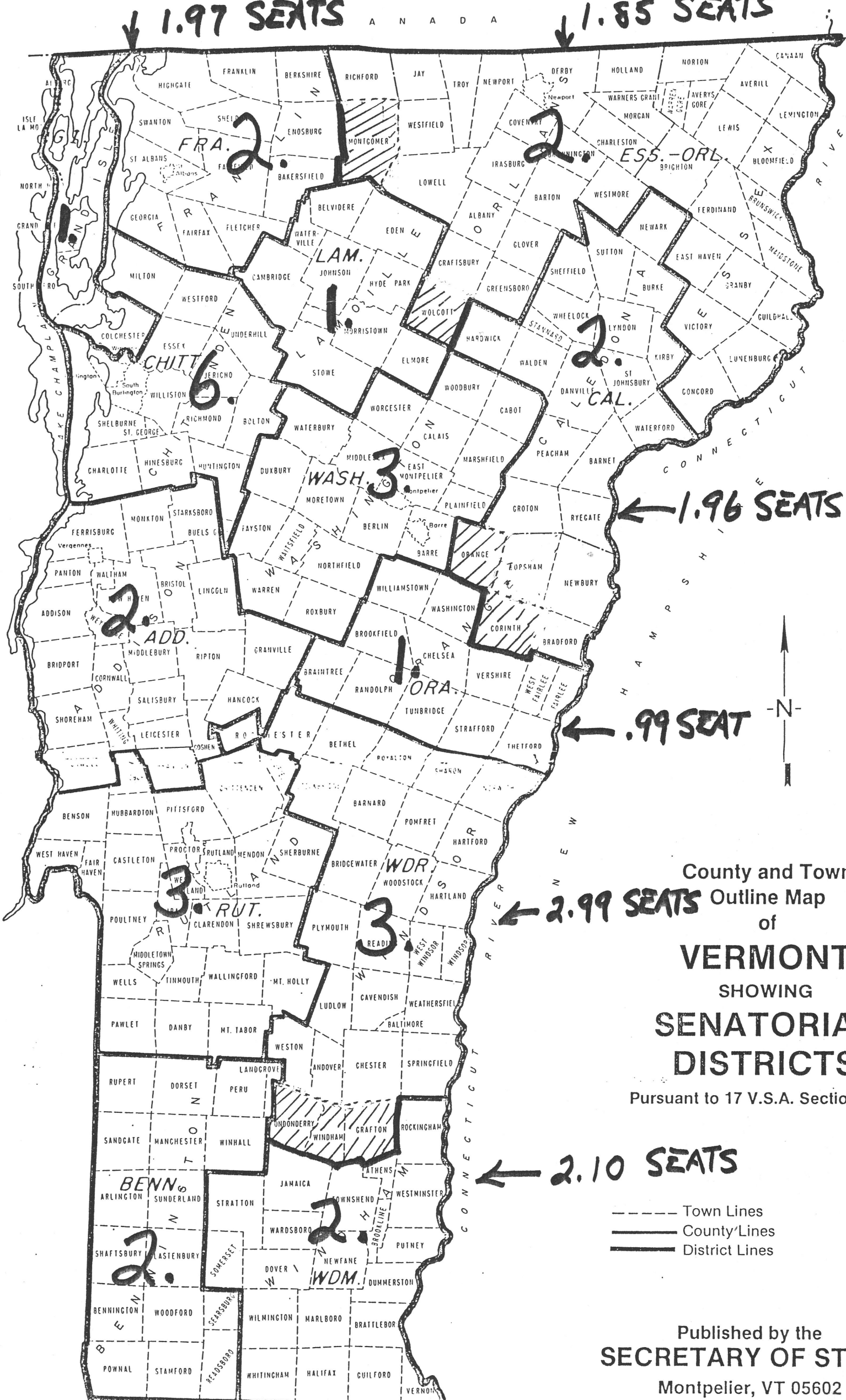
  
James H. Douglas

# Senate Plan # 2 "Seven Towns"

1.97 SEATS

1.85 SEATS

A N A D A



1.96 SEATS

.99 SEAT

2.99 SEATS

2.10 SEATS

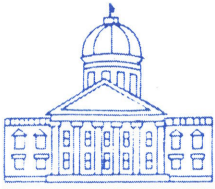
County and Town  
Outline Map  
of

## VERMONT SHOWING SENATORIAL DISTRICTS

Pursuant to 17 V.S.A. Section

- Town Lines
- County Lines
- District Lines

Published by the  
**SECRETARY OF STATE**  
Montpelier, VT 05602



Vermont  
Republican  
Party

---

January 15, 1991

Dear Fellow Republican,

I am sending the enclosed information along for you to examine and I would welcome hearing from you on any suggestions you may have regarding the redistricting of the Vermont Senate.

The proposal for redistricting the Senate is a draft and is not set in stone, so I would be glad to entertain any suggestions or ideas you may have to improve it or make it more effective. The idea behind this proposal is to stimulate discussion and to elicit ideas, so please let me know what you think.

I will be forwarding a proposal for redistricting the House of Representatives early in February.

Please note the public hearings that have been scheduled and plan to attend if possible. I hope you will share this information with other Republicans in your area and urge them to attend the meetings.

Legislative redistricting is a very important issue, and I look forward to hearing from you.

Yours truly,

Walter E. Freed  
Chairman

cc: Gov. Richard Snelling  
Executive Committee  
County Chairs



Box 70  
Montpelier, Vermont 05601  
Phone: 802-223-3411

# Legislative Apportionment Board

## Schedule

January 29, 1991	Springfield Elks Club, #1560 49 Park Street Downstairs meeting room 885-3100	7:00 p.m.
January 31, 1991	St. Johnsbury Court House 27 Main Street Court Room 748-6600	7:30 p.m.
February 6, 1991	Manchester VFW - Post #6471 Route 11 & 30 362-9840	7:00 p.m.
February 14, 1991	Burlington Medical Center Hospital of VT Burgess Residence Burgess Assembly Hall 656-3924	7:30 p.m.
February 19, 1991	Montpelier City Hall Memorial Room Main Street 223-9500	7:30 p.m.
April 1	Tentative redistricting plan, done by Board, is sent to boards of civil authority for review and comments.	
May 1st	Deadline for boards of civil authority to respond to tentative plan.	
May 15th	Apportionment Board submits final proposals to the House and Senate	
Summer & Fall 1991	House and Senate work on proposed plan which may include public hearings. (Complete process has yet to be determined)	
Winter 1992	Legislature enacts plans	
May 15th 1992	Final division of House Districts	



Senate Reapportionment

Proposed Changes by District

Addison: No Change	2 Seats
Bennington: No Change	2 Seats
Caledonia: Add Towns of Orange and Corinth from Orange District	2 Seats
Chittenden: Add Town of Colchester	7 Seats
Essex: Essex County plus Towns of Barton, Brownington, Charleston, Coventry, Derby, Glover, Holland, Irasburg, Morgan and Westmore from Orleans County	1 Seat
Franklin/ Grand Isle: Grand Isle County plus all Towns in Franklin except Berkshire, Enosburg, Montgomery and Richford	2 Seats
Lamoille: No Change	1 Seat
Orange: Remove Towns of Corinth and Orange	1 Seat
Orleans: Add Towns of Berkshire, Enosburg, Montgomery and Richford from Franklin County to the Towns of Albany, Crafts- bury, Greensboro, Jay, Lowell, Newport, Newport City, Troy and Westfield from Orleans County.	1 Seat
Rutland: No Change	3 Seats
Washington: No Change	3 Seats
Windham: Remove Town of Rockingham	2 Seats
Windsor: Add Town of Rockingham	3 Seats

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30 Seats

District	Pop.	Dist Total	%Senators	%per sen
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(0.918-1.082)  
(acceptable range)

#### ADDISON DISTRICT (2)

Addison	1,016		0.05	
Brandon	4,246		0.23	
Bridport	1,130		0.06	
Bristol	3,748		0.20	
Cornwall	1,100		0.06	
Ferrisburgh	2,305		0.12	
Goshen	195		0.01	
Granville	308		0.02	
Hancock	340		0.02	
Leicester	871		0.05	
Lincoln	970		0.05	
Middlebury	8,004		0.43	
Monkton	1,479		0.08	
New Haven	1,375		0.07	
Orwell	1,113		0.06	
Panton	604		0.03	
Ripton	443		0.02	
Salisbury	1,021		0.06	
Shoreham	1,111		0.06	
Starksboro	1,507		0.08	
Vergennes	2,552		0.14	
Waltham	454		0.02	
Weybridge	749		0.04	
Whiting	406		0.02	
		37,047	1.98	0.99

#### BENNINGTON DISTRICT (2)

Arlington	2,293		0.12	
Bennington	16,311		0.87	
Dorset	1,913		0.10	
Glastenbury	7		0.00	
Landgrove	132		0.01	
Manchester	3,613		0.19	
Peru	322		0.02	
Pownal	3,471		0.19	
Readsboro	762		0.04	
Rupert	653		0.04	
Sandgate	273		0.02	
Searsburg	85		0.01	
Shaftsbury	3,356		0.18	
Stamford	771		0.04	
Sunderland	872		0.05	
Winhall	479		0.03	
Woodford	331		0.02	
		35,644	1.91	0.95

District	Pop.	Dist Total	%Senators	%per sen (0.918-1.082) (acceptable range)
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# CALEDONIA DISTRICT (2)

Barnet	1,407		0.08	
Bradford	2,520		0.14	
Burke	1,404		0.08	
Danville	1,904		0.10	
Groton	862		0.05	
Hardwick	2,963		0.16	
Kirby	347		0.02	
Lyndon	5,363		0.29	
Newark	352		0.02	
Newbury	1,933		0.10	
Peacham	627		0.03	
Ryegate	1,058		0.06	
St. Johnsbury	7,580		0.41	
Sheffield	537		0.03	
Stannard	148		0.01	
Sutton	845		0.05	
Topsham	944		0.05	
Walden	703		0.04	
Waterford	1,190		0.06	
Wheelock	474		0.03	
Wolcott	1,228		0.07	
		34,389	1.84	0.92

# CHITTENDEN DISTRICT (6)

Bolton	970		0.05	
Buel's Gore	2		0.00	
Burlington	38,752		2.08	
Charlotte	3,140		0.17	
Essex	16,452		0.88	
Hinesburg	3,741		0.20	
Huntington	1,586		0.09	
Jericho	4,296		0.23	
Milton	8,403		0.45	
Richmond	3,729		0.20	
St. George	705		0.04	
Shelburne	5,857		0.31	
So. Burlington	12,746		0.68	
Underhill	2,792		0.15	
Westford	1,742		0.09	
Williston	4,872		0.26	
Winooski	6,601		0.35	
		116,386	6.23	1.04

District	Pop.	Dist Total	%Senators	%per sen
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(0.918-1.082)  
(acceptable range)

ESSEX-ORLEANS (2)

Albany	782		0.04	
Averill	18		0.00	
Avery's Gore	0		0.00	
Barton	3,015		0.16	
Bloomfield	253		0.01	
Brighton	1,561		0.08	
Brownington	653		0.04	
Brunswick	92		0.01	
Cannan	1,119		0.06	
Charleston	844		0.05	
Concord	1,088		0.06	
Coventry	805		0.04	
Craftsbury	993		0.05	
Derby	4,479		0.24	
East Haven	269		0.01	
Ferdinand	14		0.00	
Glover	818		0.04	
Granby	81		0.00	
Greensboro	714		0.04	
Guildhall	270		0.01	
Holland	423		0.02	
Irasburg	904		0.05	
Jay	380		0.02	
Lemington	102		0.01	
Lewis	0		0.00	
Lowell	590		0.03	
Lunenburg	1,168		0.06	
Maidstone	131		0.01	
Morgan	494		0.03	
Newport City	4,420		0.24	
Newport Town	1,366		0.07	
Norton	169		0.01	
Richford	2,172		0.12	
Troy	1,605		0.09	
Victory	50		0.00	
Warner's Grant	0		0.00	
Warren's Gore	0		0.00	
Westfield	422		0.02	
Westmore	305		0.02	
		32,569	1.74	0.87

District	Pop.	Dist Total	%Senators	%per sen
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(0.918-1.082)  
(acceptable range)

FRANKLIN DISTRICT (2)

Bakersfield	976		0.05	
Berkshire	1,189		0.06	
Enosburg	2,530		0.14	
Fairfax	2,480		0.13	
Fairfield	1,657		0.09	
Fletcher	941		0.05	
Franklin	1,068		0.06	
Georgia	3,749		0.20	
Highgate	3,013		0.16	
Montgomery	819		0.04	
St. Albans City	7,311		0.39	
St. Albans Town	4,604		0.25	
Sheldon	1,741		0.09	
Swanton	5,558		0.30	
		37,636	2.02	1.01

GRAND ISLE DISTRICT (1)

Alburg	1,357		0.07	
Colchester	14,701		0.79	
Grand Isle	1,632		0.09	
Isle La Motte	405		0.02	
North Hero	501		0.03	
South Hero	1,400		0.08	
		19,996	1.07	1.07

LAMOILLE DISTRICT (1)

Belvidere	228		0.01	
Cambridge	2,651		0.14	
Eden	840		0.05	
Elmore	571		0.03	
Hyde Park	2,332		0.13	
Johnson	3,154		0.17	
Morristown	4,599		0.25	
Stowe	3,410		0.18	
Waterville	531		0.03	
		18,316	0.98	0.98

District	Pop.	Dist Total	%Senators	%per sen
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(0.918-1.082)  
(acceptable range)

ORANGE DISTRICT (1)

Braintree	1,173		0.06	
Brookfield	1,089		0.06	
Chelsea	1,165		0.06	
Corinth	1,244		0.07	
Fairlee	883		0.05	
Orange	915		0.05	
Randolph	4,752		0.25	
Strafford	897		0.05	
Thetford	2,435		0.13	
Tunbridge	1,152		0.06	
Vershire	560		0.03	
Washington	931		0.05	
West Fairlee	633		0.03	
Williamstown	2,832		0.15	
		20,661	1.11	1.11

RUTLAND DISTRICT (3)

Benson	847		0.05	
Castleton	4,275		0.23	
Chittenden	1,102		0.06	
Clarendon	2,824		0.15	
Danby	1,189		0.06	
Fairhaven	2,885		0.15	
Hubbardton	576		0.03	
Ira	426		0.02	
Mendon	1,048		0.06	
Middletown Springs	686		0.04	
Mt. Holly	1,087		0.06	
Mt. Tabor	212		0.01	
Pawlet	1,316		0.07	
Pittsfield	389		0.02	
Pittsford	2,914		0.16	
Poultney	3,487		0.19	
Proctor	1,971		0.11	
Rutland City	18,154		0.97	
Rutland Town	3,779		0.20	
Sherburne	734		0.04	
Shrewsbury	1,099		0.06	
Sudbury	516		0.03	
Tinmouth	455		0.02	
Wallingford	2,176		0.12	
Wells	895		0.05	
West Haven	273		0.02	
West Rutland	2,433		0.13	
		57,748	3.09	1.03

District	Pop.	Dist Total	%Senators	%per sēn
				(0.918-1.082)
				(acceptable range)

WASHINGTON DISTRICT (3)

Barre City	9,447		0.51	
Barre Town	7,404		0.40	
Berlin	2,534		0.14	
Cabot	1,038		0.06	
Calais	1,516		0.08	
Duxbury	933		0.05	
East Montpelier	2,234		0.12	
Fayston	851		0.05	
Marshfield	1,322		0.07	
Middlesex	1,513		0.08	
Montpelier	8,207		0.44	
Moretown	1,407		0.08	
Northfield	5,879		0.32	
Plainfield	1,301		0.07	
Roxbury	560		0.03	
Waitsfield	1,417		0.08	
Warren	1,139		0.06	
Waterbury	4,583		0.25	
Woodbury	758		0.04	
Worcester	900		0.05	
		54,943	2.94	0.98

District	Pop.	Dist Total	%Senators	%per sen
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(0.918-1.082)  
(acceptable range)

WINDHAM DISTRICT (2)

Athens	313		0.02	
Brattleboro	12,213		0.65	
Brookline	401		0.02	
Dover	930		0.05	
Dummerston	1,862		0.10	
Grafton	600		0.03	
Guiford	1,939		0.10	
Halifax	588		0.03	
Jamaica	750		0.04	
Londonderry	1,503		0.08	
Marlboro	916		0.05	
Newfane	1,552		0.08	
Putney	2,349		0.13	
Rockingham	5,477		0.29	
Somerset	5		0.00	
Stratton	119		0.01	
Townshend	1,014		0.05	
Vernon	1,846		0.10	
Wardsboro	642		0.03	
Westminster	3,011		0.16	
Whitingham	1,157		0.06	
Wilmington	1,954		0.11	
Windham	251		0.01	
		41,392	2.22	1.11



District	Pop.	Dist Total	%Senators	%per sen
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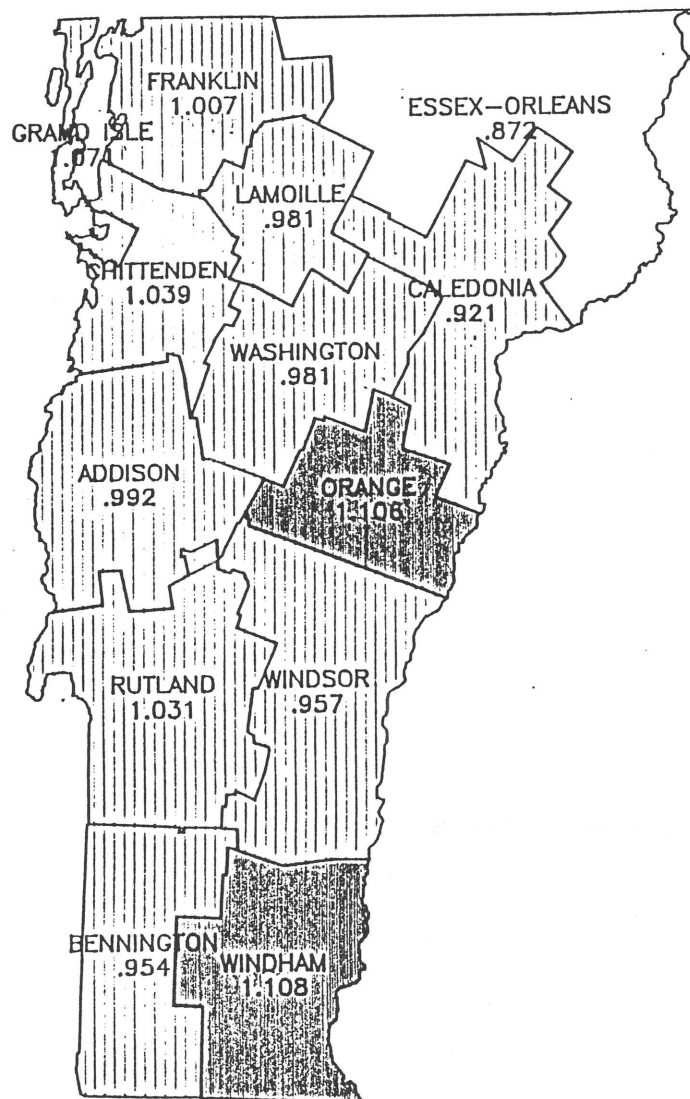
(0.918-1.082)  
(acceptable range)

WINDSOR DISTRICT (3)

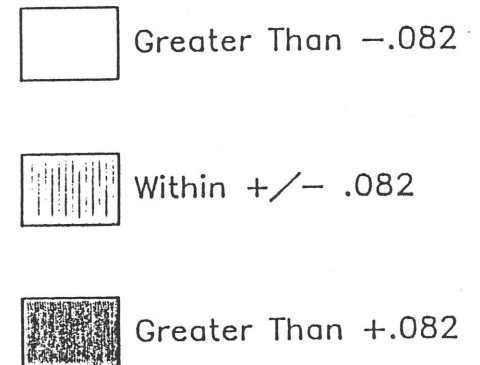
Andover	373		0.02	
Baltimore	190		0.01	
Barnard	857		0.05	
Bethel	1,855		0.10	
Bridgewater	893		0.05	
Cavendish	1,311		0.07	
Chester	2,818		0.15	
Hartford	9,297		0.50	
Hartland	2,981		0.16	
Ludlow	2,287		0.12	
Norwich	3,082		0.17	
Plymouth	439		0.02	
Pomfret	866		0.05	
Reading	614		0.03	
Rochester	1,144		0.06	
Royalton	2,360		0.13	
Sharon	1,206		0.07	
Springfield	9,536		0.51	
Stockbridge	614		0.03	
Weathersfield	2,670		0.14	
West Windsor	923		0.05	
Weston	488		0.03	
Windsor	3,664		0.20	
Woodstock	3,144		0.17	
		53,612	2.87	0.96
		560,339	30.00	

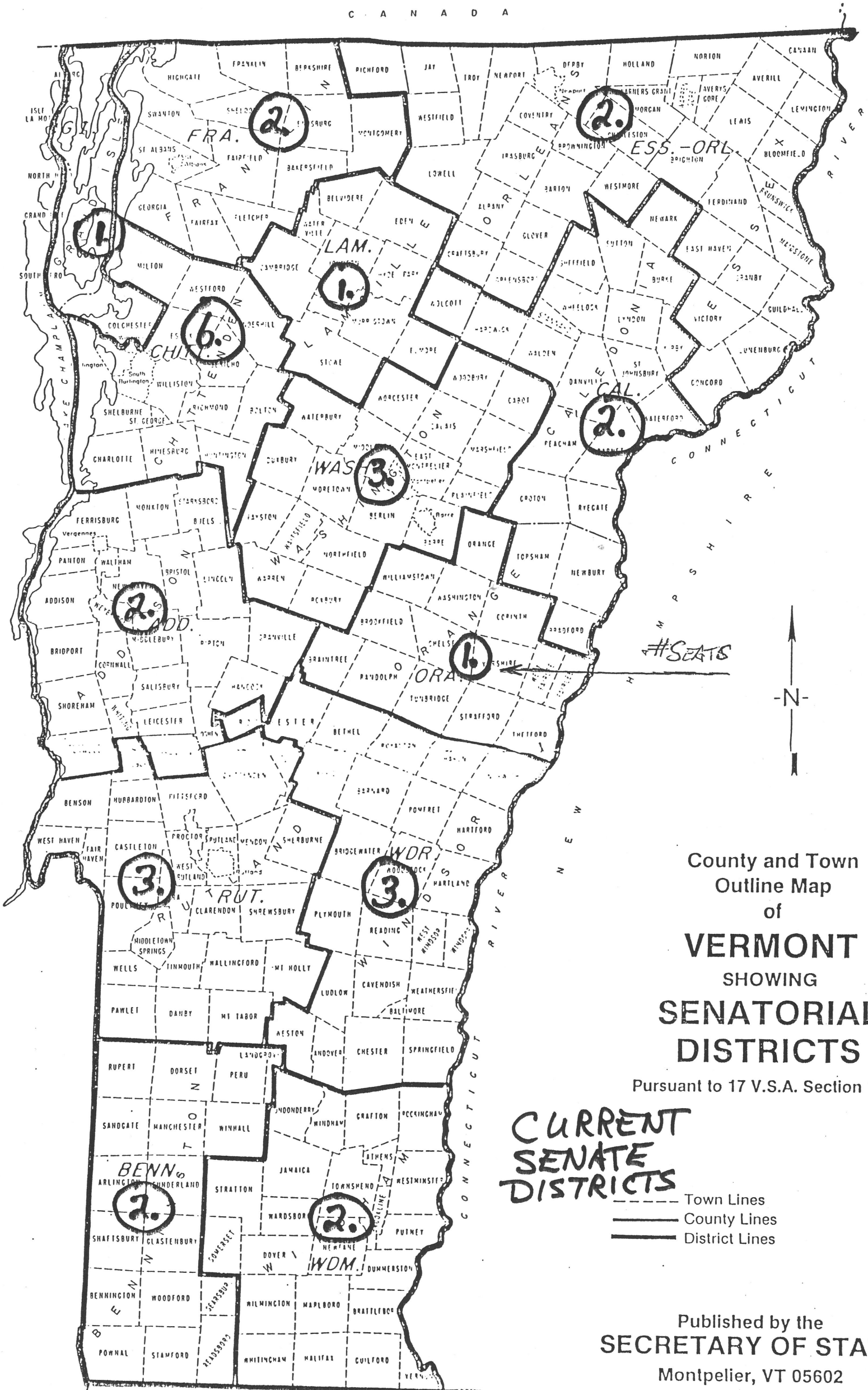
# CHANGE NEEDED IN SENATE REPRESENTATION

Correct Number Stated As A Percent Of Current Number



## Deviation





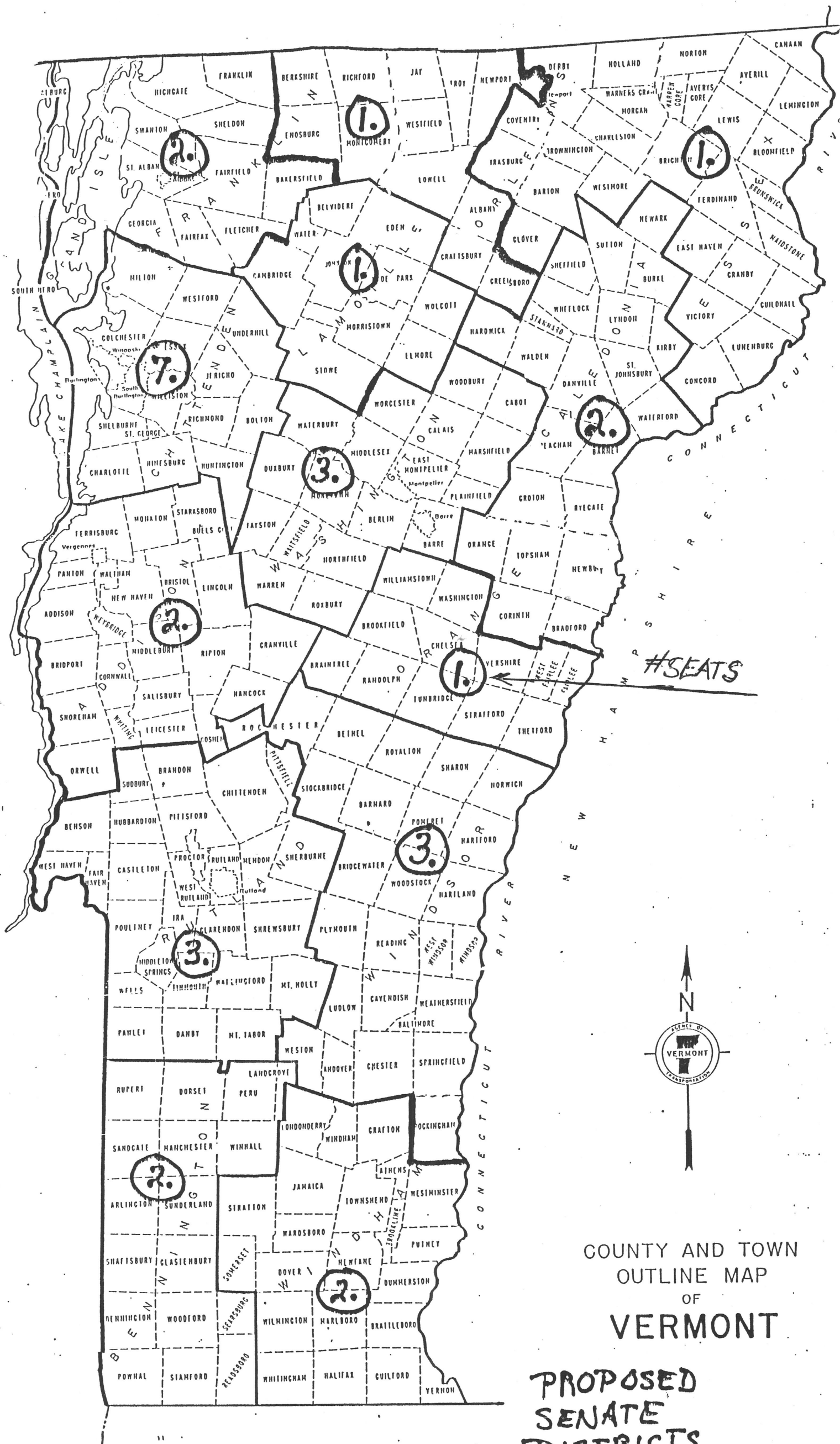
County and Town  
Outline Map  
of  
**VERMONT**  
SHOWING  
**SENATORIAL  
DISTRICTS**

Pursuant to 17 V.S.A. Section 1

**CURRENT  
SENATE  
DISTRICTS**

- Town Lines
- County Lines
- District Lines

Published by the  
**SECRETARY OF STATE**  
Montpelier, VT 05602



#SEATS



COUNTY AND TOWN  
OUTLINE MAP  
OF  
VERMONT

COPY

BILL AS INTRODUCED  
1992 (2449B)

S.449  
Page 1

1 S.449  
2 Introduced by Committee on Government Operations  
3 Date:  
4 Subject: Legislature; senate; reapportionment  
5 Statement of purpose: This bill proposes to reapportion the Vermont  
6 Senate.

7 AN ACT RELATING TO REAPPORTIONMENT OF THE VERMONT SENATE

8 It is hereby enacted by the General Assembly of the State of Vermont:  
9 Sec. 1. 17 V.S.A. § 1881 is amended to read:  
10 § 1881. NUMBER TO BE ELECTED  
11 Senatorial districts and the number of senators to be elected from  
12 each are as follows:  
13 (1) Addison senatorial district, composed of the towns of  
14 Addison, Brandon, Bridport, Bristol, Cornwall, Ferrisburg, Goshen,  
15 Granville, Hancock, Leicester, Lincoln, Middlebury, Monkton, New  
16 Haven, Orwell, Panton, Ripton, Salisbury, Shoreham, Starksboro,  
17 Vergennes, Waltham, Whiting and Weybridge ..... two;

1       (2) Bennington senatorial district, composed of the towns of  
2   Arlington, Bennington, Dorset, Glastenbury, Landgrove, Manchester,  
3   Peru, Pownal, Readsboro, Rupert, Sandgate, Searsburg, Shaftsbury,  
4   Stamford, Sunderland, Whitingham, Winhall and Woodford .....  
5   two;

6       (3) Caledonia senatorial district, composed of the towns of  
7   Barnet, Bradford, Burke, Danville, Fairlee, Groton, Hardwick, Kirby,  
8   Lyndon, Newark, Newbury, Peacham, Ryegate, St. Johnsbury,  
9   \*[Sheffield,]\* Stannard, Sutton, Topsham, Walden, Waterford, West  
10 Fairlee and Wheelock \*[, and Wolcott]\* ..... two;

11      (4) Chittenden senatorial district, composed of the towns of  
12   Bolton, Buel's Gore, Burlington, Charlotte, Essex, Hinesburg,  
13   Huntington, Jericho, Milton, Richmond, St. George, Shelburne, South  
14   Burlington, Underhill, Westford, Williston, Winooski ..... six;

15      (5) Essex-Orleans senatorial district, composed of the towns of  
16   Albany, Averill, Avery's Gore, Barton, Bloomfield, Brighton,  
17   Brownington, Brunswick, Canaan, Charleston, Concord, Coventry,  
18   Craftsbury, Derby, East Haven, Ferdinand, Glover, Granby,  
19   Greensboro, Guildhall, Holland, Irasburg, Jay, Lemington, Lewis,  
20   Lowell, Lunenburg, Maidstone, Morgan, Newport City, Newport Town,  
21   Norton, Richford, Sheffield, Troy, Warner's Grant, Warren's Gore,  
22   Westfield, Westmore, Wolcott and Victory ..... two;

1       (6) Franklin senatorial district, composed of the towns of  
2 Bakersfield, Berkshire, Enosburg, Fairfax, Fairfield, Fletcher,  
3 Franklin, Georgia, Highgate, Montgomery, St. Albans City, St. Albans  
4 Town, Sheldon and Swanton ..... two;

5       (7) Grand Isle senatorial district, composed of the towns of  
6 Alburg, Colchester, Grand Isle, Isle La Motte, North Hero, and South  
7 Hero ..... one;

8       (8) Lamoille senatorial district, composed of the towns of  
9 Belvidere, Cambridge, Eden, Elmore, Hyde Park, Johnson, Morristown,  
10 Stowe and Waterville ..... one;

11       (9) Orange senatorial district, composed of the towns of  
12 Braintree, Brookfield, Chelsea, Corinth, \*[Fairlee,]\* Orange,  
13 Randolph, Strafford, Thetford, Tunbridge, Vershire, Washington  
14 \*[, West Fairlee]\* and Williamstown ..... one;

15       (10) Rutland senatorial district, composed of the towns of  
16 Benson, Castleton, Chittenden, Clarendon, Danby, Fair Haven,  
17 Hubbardton, Ira, Mendon, Middletown Springs, Mt. Holly, Mt. Tabor,  
18 Pawlet, Pittsfield, Pittsford, Poultney, Proctor, Rutland City,  
19 Rutland Town, Sherburne, Shrewsbury, Sudbury, Tinmouth, Wallingford,  
20 Wells, West Haven and West Rutland ..... three;

21       (11) Washington senatorial district, composed of the towns of  
22 Barre City, Barre Town, Berlin, Cabot, Calais, Duxbury, East  
23 Montpelier, Fayston, Marshfield, Middlesex, Montpelier, Moretown,  
24 Northfield, Plainfield, Roxbury, Waitsfield, Warren, Waterbury,  
25 Woodbury and Worcester ..... three;

1       (12) Windham senatorial district, composed of the towns of  
2   Athens, Brattleboro, Brookline, Dover, Dummerston, Grafton,  
3   Guilford, Halifax, Jamaica, Londonderry, Marlboro, Newfane, Putney,  
4   Rockingham, Somerset, Stratton, Townshend, Vernon, Wardsboro,  
5   Westminster, \*[Whitingham,]\* Wilmington and Windham ..... two;

6       (13) Windsor senatorial district, composed of the towns of  
7   Andover, Baltimore, Barnard, Bethel, Bridgewater, Cavendish,  
8   Chester, Hartford, Hartland, Ludlow, Norwich, Plymouth, Pomfret,  
9   Reading, Rochester, Royalton, Sharon, Springfield, Stockbridge,  
10   Weathersfield, Weston, West Windsor, Windsor and Woodstock  
11   ..... three.

12   Sec. 2. 17 V.S.A. § 1907 is amended to read:

13   § 1907. SENATE APPORTIONMENT

14       On or before April 1st of each year following the taking of a  
15   decennial census under the authority of congress, the board shall  
16   prepare a \*[plan of]\* proposal for reapportionment of the senate,  
17   apportioning the thirty senatorial seats among the counties or  
18   combinations of counties, in such manner as to achieve substantial  
19   equality in the choice of members as guaranteed by the equal  
20   protection clause of the fourteenth amendment to the United States  
21   Constitution. The \*[chairman]\* chair of the board shall transmit  
22   such proposal ~~plan~~ to the secretary of the senate and it shall be \*[treated  
23   by the senate as a bill for the reapportionment of the seats of the



1 senate for the ensuing five general assemblies]\* referred to the  
2 appropriate committee. The general assembly shall then accept the  
3 proposal and enact it into law or substitute another plan for  
4 reapportionment of the senate.

5 Sec. 3. EFFECTIVE DATE

6 This act shall take effect upon passage except that senators  
7 holding office on that date, or their successors in the event of a  
8 vacancy, shall remain in office until the expiration of the term to  
9 which they were elected.

"February 12, 1992

To the President of the Senate

Sir:

I have the honor to appoint, subject to the advice and consent of the Senate,

**DAVID B. SHAFTE**

of Bennington, as a Member of the Liquor Control Board, for a term to run from and including February 12, 1992, to January 31, 1997, and until his successor is appointed and has qualified.

Sincerely yours,

/s/ Howard B. Dean

Howard B. Dean  
Governor"

To the Committee on General Affairs and Housing.

"February 12, 1992

To the President of the Senate

Sir:

I have the honor to appoint, subject to the advice and consent of the Senate,

**SHIRLEY TYLER**

of Brattleboro, as a Member of the Vermont Lottery Commission, for a term to run from and including February 12, 1992, to June 30, 1993, and until her successor is appointed and has qualified.

Sincerely yours,

/s/ Howard B. Dean

Howard B. Dean  
Governor"

To the Committee on General Affairs and Housing.

**Rules Suspended; Remarks Journalized; Third Reading Ordered**

Appearing on the Calendar for notice, on motion of Senator Doyle, the rules were suspended and Senate committee bill entitled:

**S. 449.** An act relating to reapportionment of the Vermont Senate.

Was taken up for immediate consideration.

Thereupon, the bill was read the second time by title only pursuant to Rule 43, and, pending the question, Shall the bill be read the third time? Senators Illuzzi, Metcalf, Howrigan and Finn moved to amend the bill as follows:

First: In Sec. 1, in §1881 of 17 V.S.A., subdivision (5), by striking out the following: "Richford,"

Second: In Sec. 1, in §1881 of 17 V.S.A., subdivision (6), after the comma (,) following the word "Montgomery" by inserting the following: Richford,

Which was disagreed to.

Thereupon, third reading of the bill was ordered.

\*During debate of the measure, Senator Doyle addressed the Chair in delivering his report for the Committee on Government Operations, and, on motion of Senator Farmer, his remarks were ordered entered in the Journal, and are as follows:

Your committee on Government Operations began its work on Senate apportionment last spring when the Vermont Legislative Apportionment Board filed its recommendations for apportionment of the Vermont Senate.

The five-member board is composed of the chairman appointed by the Chief Justice of the Vermont Supreme Court; two members selected by the Governor, one Republican and one Democrat; and two members selected by each of the two major political parties.

The board submitted three plans for consideration by the Senate. In developing these plans, Chairman Smallwood said the "board placed heavy emphasis on the mandate of Chapter II of the Vermont Constitution, Section 18, which provides that Senate apportionment should maintain geographical compactness and contiguity and adhere to boundaries of counties and other existing political subdivisions." The report also referred to 17 V.S.A. 1903(c) which refers to "apportionment of senators on a county basis." Chairman Smallwood said "the theory of our bicameral legislature is that senators would represent a broader constituency and thereby provide a different basis for representation."

In the summer of 1991 your committee decided that it would adopt the board's minimum disruption plan as a working model. Your committee's decision to work from the minimum disruption plan was based largely on the fact that the plan adhered very closely to the 1982 apportionment plan and the 1973 apportionment plan, both of which provided for minimal disruption of county lines.

Your committee on Government Operations held four public meetings: one in St. Johnsbury, October 21, 1991; one in Newfane, October 29, 1991; one in Burlington, November 4, 1991; and, finally, one in Montpelier, February 4, 1992.

The bill before you maintains our current 13 senatorial districts: Three are single-member districts; six are two-member districts; three are three-member districts; and one six-member district. The ideal district consists of 18,752 people per Senator. The overall range of deviation in this plan is 16.4 percent—Caledonia being over-represented by plus 8.7 percent and Windham being under-represented by approximately minus 7.7 percent. The average percent deviation from ideal for under represented districts is 4.1% and for over-represented districts, -3.8%.

In developing its plan your committee considered the following guidelines. The most important guideline has to do with the Equal Protection Clause of the 14th amendment to the United States Constitution and Sections 18 and 73 of Chapter II of the Vermont Constitution, which require that the General Assembly be apportioned in such a manner as to achieve substantially equal weighting of the votes of all voters in the choice of legislators. Our committee recognized that

all other state policy considerations would have to yield to the one person/one vote standard.

Another philosophical underpinning which influenced the committee's was Joint Senate Resolution 10 adopted by the Senate on February 6, 1973 relating to legislative apportionment. JRS 10 said, in part, that the main justification for bicameral legislatures is that "both chambers represent a significantly different population base and that tradition and experience has proven the different population base desirable." The Resolution went on to say "that the Vermont General Assembly should be reapportioned according to a plan which meets constitutional requirements relating to population which respects as nearly as possible existing political boundaries and which preserves the close economic and social ties that these historic natural boundaries have helped to create."

The apportionment of the state senate is an honest and good faith effort by the Legislature to construct districts of equal population while at the same time trying to preserve, as much as possible, county lines. In fact, many people regard our Vermont state senators as county senators and not, for example, as senators from district 12, as would be the case in many states. Our identities are closely related to counties.

In the Resolution referred to, several explanations are given for this rational state policy. These include considerations of geography, a desire to avoid confusion in government by creating districts which bear no relationship to existing political and administrative boundaries, a desire to create multi-member districts so that population shifts will not adversely affect the quality of representation, an effort to prevent gerrymandering through the construction of districts which are related to existing governmental boundaries and to create Senate districts which reflect a different population basis than that of House districts in order to give vitality to the principle behind a bicameral legislature.

As indicated previously, the bill before you tries to follow county lines although four more towns have been shifted from a county to a senatorial district in order to meet the equal protection test. Under this plan, out of the total 246 towns and cities, 12 have been shifted. This compares with 13 towns in the 1970's and 7 towns in the 1980's.

Your committee believes that the bill before you embraces a rational state policy which includes:

1. The least fragmentation of existing political boundaries.
2. An attempt to make senatorial districts coterminous with other important governmental functions, such as the law enforcement functions of the state's attorneys and district courts, and the county courts which function on a jurisdictional basis conforming with county lines; and regional planning commissions; and the district environmental commissions, which have a significant impact on Vermont state government.
3. The creation of predominantly multi-member districts in order to increase the area of representation to coincide with the governmental functions previously

mentioned. In addition, multi-member districts avoid fragmentation of approaches to statewide problems, are consistent with the historical tradition of multi-member districts for the Senate, increase the significance of an individual's vote by focusing his attention on a broad spectrum of major community problems, simplify the drawing of boundary lines, and avoid significant dislocations of population change occasioned by population shifts.

4. The consideration of geographical factors. The plan recognizes the effect of the Green Mountain axis in isolating communities one from the other, and constructs districts which have a natural community of economic and social interest. This policy was pursued to secure representation which would be reflective of local concerns. In this proposal two towns are in violation of the Green Mountain axis. In the 1970's two towns violated the axis and in the 1980's only one town was not consistent with the axis.

5. Adherence to traditional political boundaries, reflecting the policy of reducing the possibility of a partisam gerrymander.

In 1973, In Re: Senate Bills 177 and 83, Public Act 80, 132 Vt. 282 (1974), the Vermont Supreme Court said that counties have many functions. "They operate as judicial districts and probate districts. They were a taxing area for county purposes. Offices such as sheriff and state's attorneys were county-based."

On the basis of population it was determined that the east side of the Green Mountain Range should have 14 Senators and the west side 16. This is consistent with the 1980 apportionment plan and the 1970 apportionment plan. The Green Mountains impede communication, transportation and the development of the community of interest between towns and counties, whereas the rivers, valleys and roads, which generally run north and south, encourage natural associations of people. Under this division the present counties on the east side are able to maintain the same number of Senators per district with the changing of a few number of towns. The town of Whitingham was changed with the greatest reluctance because it violated the Green Mountain axis guideline. In the 1970's Whitingham was in the Bennington district. The Windham County population, however, is too large to permit the county to remain intact and have a plan which meets the goal of a 16.4 percent overall range of deviation.

The town of Sheffield was shifted to Essex-Orleans instead of Montgomery which was proposed by the Legislative Apportionment Board. This was done because the placement of Montgomery in the Essex-Orleans district would be in violation of the Green Mountain Axis.

For the above reasons our committee believes that the Senate plan is based on a rational state policy and meets the requirements of the Equal Protection Clause.

Reynolds v. Sims, 377 U.S. 533 and 577 (1973), stands for the central proposition that:

"The Equal Protection Clause requires that a state make an honest and good faith effort, to construct districts ...as nearly of equal population as is practicable. Mathematical exactness or precision is hardly a workable constitutional requirement."

"A state may legitimately desire to maintain the integrity of various political subdivisions, insofar as possible, and provide for compact districts of contiguous territory in designing a legislative apportionment scheme. Valid considerations may underlie such aims. Indiscriminate districting, without any regard for political subdivision or natural or historical boundary lines, may be little more than an open invitation to partisan gerrymandering.

The court went on to say:

"So long as the divergences from a strict population standard are based on legitimate considerations incident to the effectuation of a rational state policy; some deviations are constitutionally permissible." 377 U.S. 579.

Mahan v. Howell, 410 U.S. 315 (1973), was the first Supreme Court case which explicitly approved a state reapportionment plan on the basis that it effectuated a rational state policy, even though it contained a percentage deviation of 16.4 percent. The asserted state policy was "to avoid fragmentation of political subdivisions to afford those subdivisions a voice in the state legislature and to seek to implement local legislation which affected the political subdivisions as separate entities."

The court made note of the fact that Virginia had a rational state policy to have one house of its bicameral legislature responsive to voters of political subdivisions as such, even though the other house was composed of districts which ignored political subdivision lines.

Your committee took testimony from members of our Legislative Council, our Secretary of State, who is an ex-officio member of the Legislative Apportionment Board, and the Chairman of the Legislative Apportionment Board—Frank Smallwood. We heard from the office of the Attorney General and from a specialist on reapportionment from the National Conference of State Legislatures based in Denver. All of the witnesses with which we spoke felt that an apportionment plan within an overall range of deviation of 16.4% which is based upon rational state considerations is Constitutionally permissible.

The following chart was enclosed with the report of the Committee on Government Operations:

<u>Senate</u>	<u>Apportionment</u>		<u>1973-1992</u>
	1970's	1980's	1990's
Number of senatorial districts	13	13	13
Number of towns out of 246 out of their county	13	7	11
Number of west side districts	16	16	16
Number of east side districts	14	14	14

Percent deviation from the most under-represented district to the most over-represented district (U.S. Supreme Court has upheld a 16.4% deviation)

16.6	16.1	16.36
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*Committee on Government Operations - February 14, 1992*

### **Rules Suspended; Proposal of Amendment; Third Reading Ordered**

Appearing on the Calendar for notice, on motion of Senator Gannett, the rules were suspended and joint House resolution entitled:

**J.R.H. 64.** Joint resolution relating to Rule 10 of the Joint Rules of the Senate and House of Representatives.

Was taken up for immediate consideration.

Senator Gannett, for the Committee on Rules, to which the joint resolution was referred, reported recommending that the Senate propose to the House to amend the joint resolution by striking out the joint resolution in its entirety and inserting in lieu thereof the following:

#### **RESOLVED BY THE SENATE AND HOUSE OF REPRESENTATIVES:**

That Rule 10 of the Joint Rules of the Senate and House of Representatives, to be preceded by a new caption designated as IV, (Elections by Joint Assembly), be stricken in its entirety and amended to read as follows:

#### **IV**

#### **Elections by Joint Assembly**

10. (a) Whenever a Joint Assembly is required to elect one or more persons to any office, the voting shall be by ballot, except that if there is only one candidate for any office or if there are no more candidates than there are positions to be filled for the same office, and if there is no objection, the chair may put the ques-

S.449

Introduced by Committee on Government Operations

Date:

Subject: Legislature; senate; reapportionment

Statement of purpose: This bill proposes to reapportion the Vermont

Senate.

AN ACT RELATING TO REAPPORTIONMENT OF THE VERMONT SENATE

It is hereby enacted by the General Assembly of the State of Vermont:

Sec. 1. 17 V.S.A. § 1881 is amended to read:

§ 1881. NUMBER TO BE ELECTED

Senatorial districts and the number of senators to be elected from  
each are as follows:

(1) Addison senatorial district, composed of the towns of  
Addison, Brandon, Bridport, Bristol, Cornwall, Ferrisburg, Goshen,  
Granville, Hancock, Leicester, Lincoln, Middlebury, Monkton, New  
Haven, Orwell, Panton, Ripton, Salisbury, Shoreham, Starksboro,  
Vergennes, Waltham, Whiting and Weybridge ..... two;



1           (2) Bennington senatorial district, composed of the towns of  
2     Arlington, Bennington, Dorset, Glastenbury, Landgrove, Manchester,  
3     Peru, Pownal, Readsboro, Rupert, Sandgate, Searsburg, Shaftsbury,  
4     Stamford, Sunderland, Whitingham, Winhall and Woodford .....  
5     two;

6           (3) Caledonia senatorial district, composed of the towns of  
7     Barnet, Bradford, Burke, Danville, Fairlee, Groton, Hardwick, Kirby,  
8     Lyndon, Newark, Newbury, Peacham, Ryegate, St. Johnsbury,  
9     \*[Sheffield,]\* Stannard, Sutton, Topsham, Walden, Waterford, West  
10    Fairlee and Wheelock \*[, and Wolcott]\* ..... two;

11          (4) Chittenden senatorial district, composed of the towns of  
12    Bolton, Buel's Gore, Burlington, Charlotte, Essex, Hinesburg,  
13    Huntington, Jericho, Milton, Richmond, St. George, Shelburne, South  
14    Burlington, Underhill, Westford, Williston, Winooski ..... six;

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17    Brownington, Brunswick, Canaan, Charleston, Concord, Coventry,  
18    Craftsbury, Derby, East Haven, Ferdinand, Glover, Granby,  
19    Greensboro, Guildhall, Holland, Irasburg, Jay, Lemington, Lewis,  
20    Lowell, Lunenburg, Maidstone, Morgan, Newport City, Newport Town,  
21    Norton, Richford, Sheffield, Troy, Warner's Grant, Warren's Gore,  
22    Westfield, Westmore, Wolcott and Victory ..... two;

1       (6) Franklin senatorial district, composed of the towns of  
2 Bakersfield, Berkshire, Enosburg, Fairfax, Fairfield, Fletcher,  
3 Franklin, Georgia, Highgate, Montgomery, St. Albans City, St. Albans  
4 Town, Sheldon and Swanton ..... two;

5       (7) Grand Isle senatorial district, composed of the towns of  
6 Alburg, Colchester, Grand Isle, Isle La Motte, North Hero, and South  
7 Hero ..... one;

8       (8) Lamoille senatorial district, composed of the towns of  
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10 Stowe and Waterville ..... one;

11       (9) Orange senatorial district, composed of the towns of  
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13 Randolph, Strafford, Thetford, Tunbridge, Vershire, Washington  
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15       (10) Rutland senatorial district, composed of the towns of  
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17 Hubbardton, Ira, Mendon, Middletown Springs, Mt. Holly, Mt. Tabor,  
18 Pawlet, Pittsfield, Pittsford, Poultney, Proctor, Rutland City,  
19 Rutland Town, Sherburne, Shrewsbury, Sudbury, Tinmouth, Wallingford,  
20 Wells, West Haven and West Rutland ..... three;

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22 Barre City, Barre Town, Berlin, Cabot, Calais, Duxbury, East  
23 Montpelier, Fayston, Marshfield, Middlesex, Montpelier, Moretown,  
24 Northfield, Plainfield, Roxbury, Waitsfield, Warren, Waterbury,  
25 Woodbury and Worcester ..... three;

1       (12) Windham senatorial district, composed of the towns of  
2       Athens, Brattleboro, Brookline, Dover, Dummerston, Grafton,  
3       Guilford, Halifax, Jamaica, Londonderry, Marlboro, Newfane, Putney,  
4       Rockingham, Somerset, Stratton, Townshend, Vernon, Wardsboro,  
5       Westminster, \*[Whitingham,]\* Wilmington and Windham ..... two;

6       (13) Windsor senatorial district, composed of the towns of  
7       Andover, Baltimore, Barnard, Bethel, Bridgewater, Cavendish,  
8       Chester, Hartford, Hartland, Ludlow, Norwich, Plymouth, Pomfret,  
9       Reading, Rochester, Royalton, Sharon, Springfield, Stockbridge,  
10      Weathersfield, Weston, West Windsor, Windsor and Woodstock  
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12      Sec. 2. 17 V.S.A. § 1907 is amended to read:

13      § 1907. SENATE APPORTIONMENT

14      On or before April 1st of each year following the taking of a  
15      decennial census under the authority of congress, the board shall  
16      prepare a \*[plan of]\* proposal for reapportionment of the senate,  
17      apportioning the thirty senatorial seats among the counties or  
18      combinations of counties, in such manner as to achieve substantial  
19      equality in the choice of members as guaranteed by the equal  
20      protection clause of the fourteenth amendment to the United States  
21      Constitution. The \*[chairman]\* chair of the board shall transmit  
22      such plan to the secretary of the senate and it shall be \*[treated  
23      by the senate as a bill for the reapportionment of the seats of the

1 senate for the ensuing five general assemblies]\* referred to the  
2 appropriate committee. The general assembly shall then accept the  
3 proposal and enact it into law or substitute another plan for  
4 reapportionment of the senate.

5 Sec. 3. EFFECTIVE DATE

6 This act shall take effect upon passage except that senators  
7 holding office on that date, or their successors in the event of a  
8 vacancy, shall remain in office until the expiration of the term to  
9 which they were elected.

Office of the Vermont Secretary of State  
Redstone Building, 26 Terrace Street

Mail: Pavilion Office Building  
Montpelier, VT 05609-1101



James H. Douglas  
Secretary of State

Paul S. Gillies  
Deputy Secretary of State

TO: Legislative Apportionment Board

FROM: Jim Douglas JD

DATE: February 13, 1992

RE: Senate plan, etc.

I'm enclosing a copy of the bill introduced to reapportion the senate. It's most similar to our Alternative A, the "minimum disruption plan." There are a few differences, though: the committee proposes to move Whitingham, rather than Londonderry, from the Windham to the Bennington District; Montgomery would remain in Franklin, while Wolcott and Sheffield would go into the Essex-Orleans District; Orange would give up Fairlee and West Fairlee instead of Orange and Corinth.

The senate has passed the house apportionment bill without amendment, although there was an attempt made to remove the references to incumbencies among the criteria for subdividing the districts. Assuming that the governor approves it, your responsibilities for this decennium appear to be over, unless the Supreme Court allows an appeal and directs the board to implement a change.

I'll keep you posted.

Enclosures



January 29, 1992

TO: Jim Douglas

FROM: Gregory Sanford GS

RE: Counties

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The first counties in Vermont were created by New York between 1766 and 1772 to administer the court system. New Hampshire did not establish counties in Vermont.

Vermont established its first counties--Bennington and Cumberland--in 1778, dividing them along the ridge of the Green Mountains. The primary function of the counties was again linked to administration of the court system.

The evolution of the size and shape of counties was generally guided by such factors as topographical features, travel time and transportation networks of respective eras, settlement patterns. designation of shire towns as commercial, legal, and transportation centers, and the regionalization of perceived functions and their spatial requirements. By way of illustration the Archives is filled with petitions for new counties or transferring towns from one county to another because of "difficult and expensive...traveling to court" over "impassable roads" or the extreme location of towns in relation to "county buildings."

Regionalization included economic, as well as political, functions with the early county roads linking shire towns providing major trade routes. One role of the county court related to documenting the surveying and laying out of roads.

Under the 1777 Constitution county elections included election of judges of inferior court of common pleas, sheriff, and justices of the peace. Under the same constitution counties were also part of an phased education system, county grammar schools serving as the equivalent of a regional high school (original design called for local--town--schools, county grammar schools, and a state university). County jails, to be located in the shire town, were another county responsibility.

County officers played various roles over time in overseeing elections. Other responsibilities from keeping census data to paying bounties on "noxious animals" periodically fell to county clerks.

With the creation of a senate in 1836 counties were used to conform to the "mountain rule," an informal geographic and temporal apportionment system. That is why Lamoille County was formed in conjunction with the senate--it allowed for seven counties east of the Green Mountains and seven west of the Mountains (Bennington, Rutland, Addison, Chittenden, Franklin, Grand Isle and Lamoille Counties were the "western" counties).

In summary, counties have primarily served a judicial function, with additional duties tacked on or deleted over time. They also, particularly after 1836, served as the basis for formally and informally apportioning senate seats.

why were cos. created?

most states in ct -  $\frac{2}{3}$  have completed plans  
overall range - #1 factor; mean deviation 2ndary  
10% is de minimis.

every state except Ohio has come in  $< 10\%$ , some close  
just under 15%

Mahan: approaching tolerable limits @ 16.4%

VT had highest deviations in 1980 of all states -  
19.3% House, 16.1% Senate

WY: 64% Senate, 89% House OK'd in '86; in '91  
Dist. Ct threw out 54/89% plan

ND: 20+% 1975 thrown out by Fed. Ct

HA, KS, AL delete nonresident military from pop. (KS is  
also deleting college pop.)

forum? MN case filed simultaneously in Fed. & state cts;  
USSupCt said: Fed. cts should yield to state cts

'86: USSupCt: multi-members dists O.K., unless used to  
discriminate; WV & NC have abandoned m-m.d.

NYC Bd of Estimate 1989 USSupCt

Tim STORY, NCSL

1/28/92

		Range
7.	Move <u>Londonderry</u> from Bennington to Windham; and move <u>Montgomery</u> from Essex/Orleans to Franklin	
	Bennington deviation would be	-4.4592%
	Essex/Orleans deviation would be	-9.7367%
	Franklin deviation would be	0.7570%
	Windham deviation would be	10.8481%
		20.5898%



36,979 .99 C A N A D A 34,979 .93 (1.93)

20,049  
(1.07)

117,030  
(1.04)

(.99)

57,919  
(1.03)

37,351  
(1.00)

40,082  
(1.07)

35,456  
.95

18,539  
.99

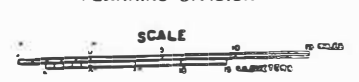
54,055  
(.96)

# COUNTY AND TOWN OUTLINE MAP OF VERMONT

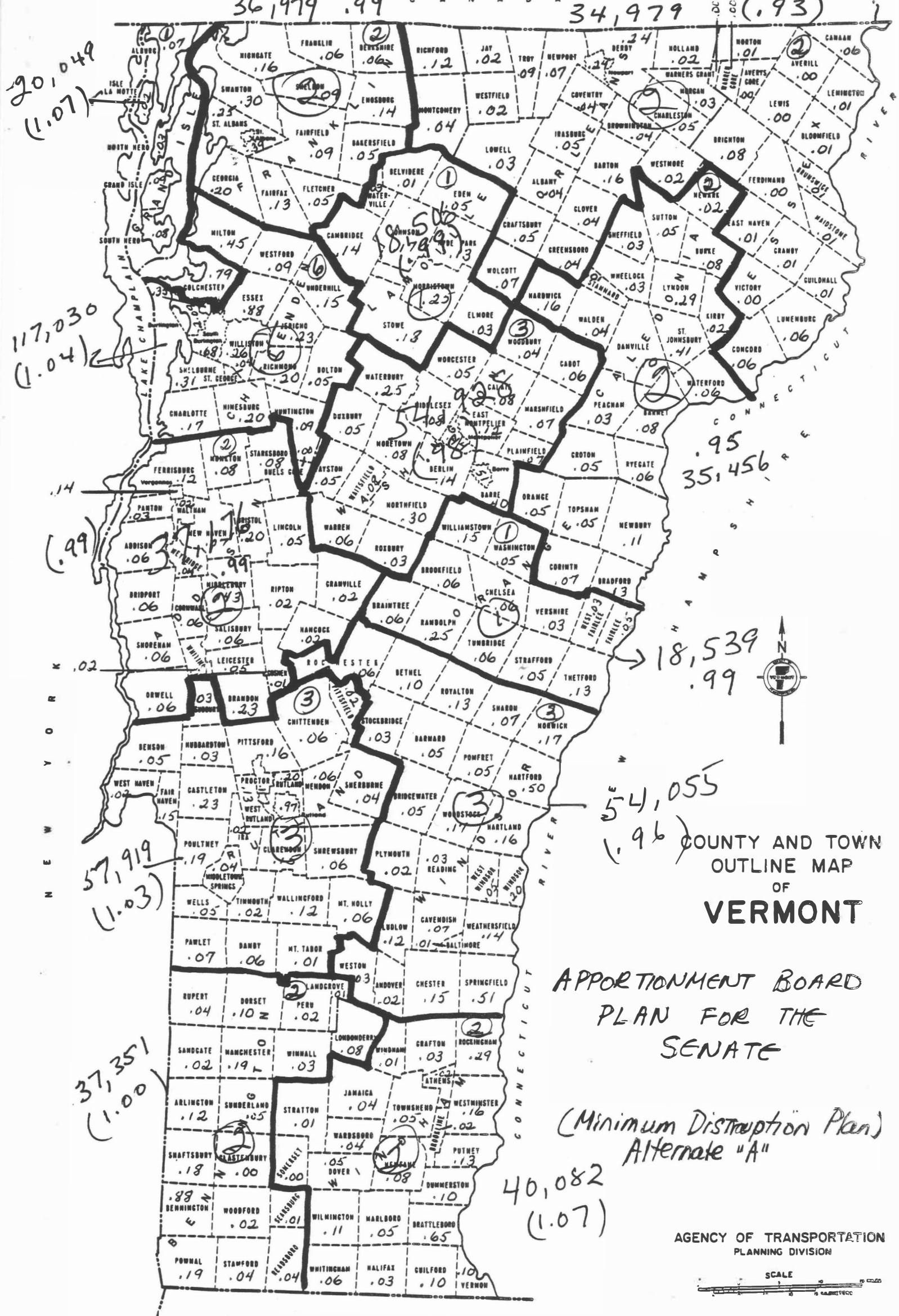
## APPORTIONMENT BOARD PLAN FOR THE SENATE

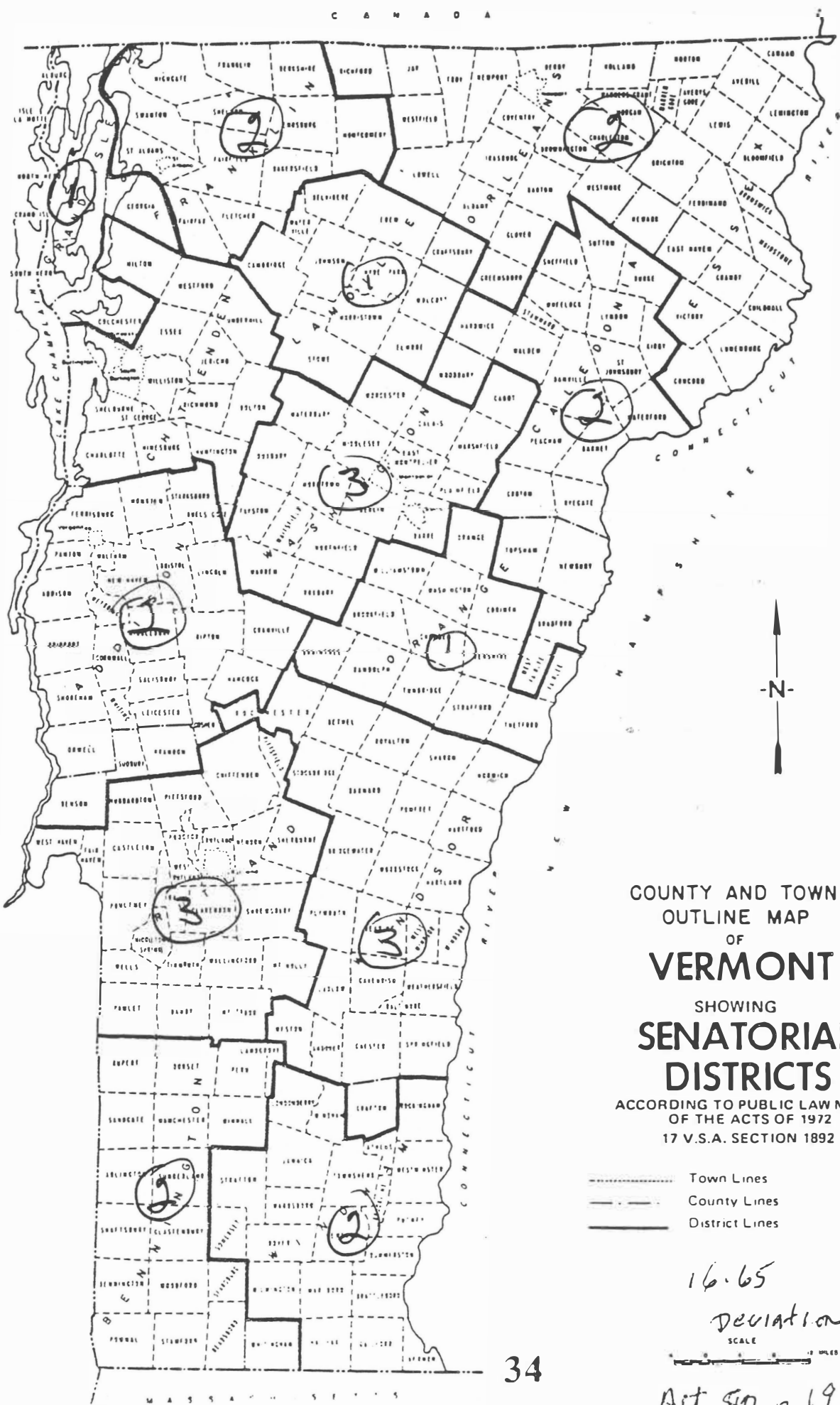
(Minimum Distruption Plan)  
Alternate "A"

AGENCY OF TRANSPORTATION  
PLANNING DIVISION



MASSACHUSETTS





COUNTY AND TOWN  
OUTLINE MAP  
OF  
**VERMONT**  
SHOWING  
**SENATORIAL  
DISTRICTS**

ACCORDING TO PUBLIC LAW NO. 80  
OF THE ACTS OF 1972  
17 V.S.A. SECTION 1892

- Town Lines
- County Lines
- District Lines

16.65  
DEVIATION  
SCALE

Act 80 - 1972