

**REAPPORTIONMENT OF
THE STATE FOR REPRESENTATION**

**REPORT OF THE
COMMISSION ON REDISTRICTING
to
THE GOVERNOR
and
THE GENERAL ASSEMBLY OF VIRGINIA**



HOUSE DOCUMENT No. 8 , 1962

COMMONWEALTH OF VIRGINIA
Department of Purchases and Supply
Richmond
1961

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REAPPORTIONMENT OF THE STATE FOR REPRESENTATION

Richmond, Virginia, November 15, 1961

To:

HONORABLE J. LINDSAY ALMOND, JR., *Governor of Virginia*

and

THE GENERAL ASSEMBLY OF VIRGINIA

The results of the census of 1960 became available in late 1960. Your Excellency in January, 1961, created a commission to report with recommendations concerning the apportionment of representation in the General Assembly and in the House of Representatives of the Congress. The letter of appointment of The Commission designated Lawrence H. Hoover as Chairman and Charles R. Fenwick as Vice-Chairman.

The other members of the Commission were: Thos. H. Blanton, member of the Senate of Virginia, Bowling Green; J. L. Camblos, member of the House of Delegates, Big Stone Gap; Robert L. Clark, member of the House of Delegates, Stuart; John Warren Cooke, member of the House of Delegates, Mathews; Weldon Cooper, Charlottesville; Albert Edward Cox, Danville; W. E. Cundiff, Vinton; Garland Gray, member of the Senate of Virginia, Waverly; Omer L. Hirst, Annandale; Edward M. Hudgins, member of the House of Delegates, Richmond; Herbert V. Kelly, Newport News; Garland E. Moss, Chase City; William T. Muse, University of Richmond, Virginia; H. L. Opie, Jr., Staunton; Mosby G. Perrow, Jr., member of the Senate of Virginia, Lynchburg; James W. Roberts, member of the House of Delegates, Norfolk; William A. Stuart, Abingdon; G. A. Treakle, Portsmouth. The Commission appointed John B. Boatwright, Jr., and W. S. Kincheloe, Jr., as Secretary and Recording Secretary, respectively.

At the first meeting of the Commission on April 24, 1961, it was decided to request the Bureau of Public Administration of the University of Virginia to prepare data showing the populations represented in the several legislative and Congressional districts. The Bureau supplied this information as well as a great deal of other material, all of which has been most helpful to the Commission.

The Commission sought the views of all persons who had proposals to make concerning the reapportionment of the State. It held two public hearings, one in Roanoke and the other in Richmond, after due publicity, both of which were well attended and at which a number of suggestions were received. In addition, a number of plans were sent the Commission for its consideration. All these plans and suggestions were carefully studied.

The controlling case in Virginia on reapportionment of the House of Representatives of the Congress is the case of *Brown v. Saunders*—159 Va. 28, 166 S.E. 105. Information was obtained concerning cases pending in the Supreme Court of the United States involving the question of reapportionment, cases decided in certain of the federal courts in which the same question was passed upon, and other material of like nature. Consultations were held with the Attorney General and his staff and these have been of great value to the Commission.

In view of the considerable volume of information before the Commission, it was agreed to appoint a Steering Committee, composed of

representatives from each of the Congressional Districts to study the material before the Commission and to prepare a plan or plans involving reapportionment of the General Assembly and of the House of Representatives of the Congress. The Steering Committee met on numerous occasions and made its report to the full Commission, complete with suggested plans and maps outlining the proposed districts.

The Commission has carefully considered all of the material available to it, the views expressed at the public hearings, the information received by mail and otherwise, the judicial decisions in point, the report of the Steering Committee, and now submits its recommendations:

1. The present apportionment of the House of Representatives of the Congress should remain as it is.
2. The proposed plan for the apportionment of the State Senate should be adopted.
3. The proposed plan for the apportionment of the House of Delegates should be adopted.

REASONS FOR RECOMMENDATIONS

1. THE HOUSE OF REPRESENTATIVES

Virginia has had a long history of fair Congressional apportionments. These have been made upon the basis of all the factors necessary to be considered in any such apportionments, and, with the exception of the *Brown* case, have not been subjected to successful attack. Absolute equality of representation is impossible to attain; on the other hand, some changes which might be proposed merely to reflect the changes in population and in distribution of population in Virginia would be subject to practical and legal objections and would be at variance with long-standing customs and practices in this State.

Section 55 of the Constitution of Virginia states that: "The General Assembly shall by law apportion the State into districts, corresponding with the number of representatives to which it may be entitled in the House of Representatives of the Congress of the United States; which districts shall be composed of contiguous and compact territory containing as nearly as practicable, an equal number of inhabitants."

We have noted that the Virginia Supreme Court construed this provision in the *Brown* case and upset the Congressional reapportionment of 1932 for reasons which are set forth in that opinion.

If the population of Virginia were divided equally among the ten Congressional districts, each district would have approximately 400,000 inhabitants. The population of the several districts follows:

First	422,624
Second	494,292
Third	418,081
Fourth	352,157
Fifth	325,989
Sixth	378,864
Seventh	312,890
Eighth	357,461
Ninth	364,973
Tenth	539,618
Grand Total	3,966,949

It is obvious that the populations of the two districts—the Tenth and Second—are substantially greater than the average. The only feasible way to change the Tenth would be to attach the city of Alexandria to the present Eighth District or to split Fairfax County. The latter has never been done in Virginia and the former would result in a geographically divided, non-contiguous, district. The ideals of community of interest and compactness and contiguity of area would be impaired by any such arrangement.

The Second District is the next largest in population. Composed as it is of Norfolk County and the cities of Norfolk, Portsmouth and South Norfolk, it represents nearly the ideal in community of interest, compactness of area, contiguity of territory and the other factors, exclusive of population, which have to be considered in a reapportionment. To reduce the population of this district would involve a violation of one or more of these factors.

The other districts range both above and below 400,000 population. To change those which are below would involve adding additional area to already large districts, without solving the problems of the Second and Tenth Districts.

Virginia has been fortunate in generally having representatives in the Congress whose record of service is of long duration. Rearrangements of their districts might well involve changes in the continuity of this representation.

We have studied the reapportionment of the State for representation in the Congress at length and are confronted with the following situation: To bring these districts down to approximately equal population would involve changes of doubtful practicality such as those referred to in the Tenth District; it would involve the dissolution of districts which have the greatest community of interest; and it would mean a radical restructuring of the State which might be upset in a contest of the validity thereof, thereby requiring our ten Congressmen to run at large.

Our research into the law and the precedents on this subject leads us to the following conclusions: An apportionment of the Congress which was legal when made remains valid, notwithstanding increases in the population of the State or of any district therein above the average or a diminution below the average. If the State had lost a Congressman, the reapportionment would have to be made; if the State had gained sufficient population to merit another Congressman, the existing districts could continue and the new Congressmen be elected at large or a reapportionment of the entire State could be made.

Virginia is fortunate in keeping the same number of Congressmen. Hence, in our judgment, it is unnecessary to reapportion.

THE GENERAL ASSEMBLY

Section 43, the controlling section for redistricting the General Assembly is as follows:

“Section 43. The present apportionment of the Commonwealth into senatorial and house districts shall continue; but a reapportionment shall be made in the year nineteen hundred and thirty-two and every ten years thereafter.”

The Constitution does not lay down specific requirements as to factors to be observed in redistricting the General Assembly. We have attempted

to keep in mind in our plan the factors of compactness, contiguity, ease of access and communication, community of interest, and a reasonable degree of equality of representation. The map of Virginia and the bare population data for the counties and cities, important as they are, do not indicate the other features which must be considered. We have endeavored to give due consideration to all factors in presenting the plans set out below.

It must be remembered that occasionally a district which may be under-represented in the House of Delegates may be over-represented in the Senate. Hence, the combined representation of the House and Senate should be considered in determining the extent of over or under-representation in the area.

2. THE SENATE OF VIRGINIA

In the reapportionment of the Senate, we have attempted to take into consideration the representation afforded under the reapportionment of the House of Delegates since, as noted, one may be used to offset the other in certain cases. As is the case in the House plan, we sought to preserve existing districts and create new districts on the basis of community of interest, a reasonable degree of equality in population, and compactness and contiguity. Areas which have grown have been given additional representation and areas which have lost population to a marked degree have lost representation. The adjustments and changes which are possible are numerous, but those which we have made appear, in our opinion, reasonable and fair. The districts range in representation per senator from a low of 67,000 to a high of 163,401. (This latter case is Arlington, which, however, is also assigned a floater senator, not reflected in this figure.) The proposed redistricting of the Senate is as follows:

Proposed Districts	Population	No. of Senators	Population per Senator
Accomack	30,635	1	132,819
Northampton	16,966		
Princess Anne	77,127		
Virginia Beach	8,091		
	132,819		
Norfolk County	51,612	1	117,622
South Norfolk	22,035		
Nansemond	31,366		
Suffolk	12,609		
	117,622		
Norfolk City	304,869	3	101,623
Prince George	20,270	1	101,155
Hopewell	17,895		
Surry	6,220		
Sussex	12,411		
Southampton	27,195		
Isle of Wight	17,164		
	101,155		

Proposed Districts	Population	No. of Senators	Population per Senator
Lunenburg	12,523	1	77,885
Mecklenburg	31,428		
Brunswick	17,779		
Greensville	16,155		
	<hr/> 77,885		
Dinwiddie	22,183	1	74,074
Petersburg	36,750		
Nottoway	15,141		
	<hr/> 74,074		
Halifax	33,637	1	67,100
South Boston	5,974		
Charlotte	13,368		
Prince Edward	14,121		
	<hr/> 67,100		
Amherst	22,953	1	76,652
Nelson	12,752		
Appomattox	9,148		
Buckingham	10,877		
Cumberland	6,360		
Powhatan	6,747		
Amelia	7,815		
	<hr/> 76,652		
Lynchburg	54,790	1	87,748
Campbell	32,958		
	<hr/> 87,748		
Pittsylvania	58,296	2	89,644
Danville	46,577		
Henry	40,335		
Martinsville	18,798		
Patrick	15,282		
	<hr/> 179,288		
Portsmouth	114,773	1	114,773
Grayson	17,390	1	98,578
Galax	5,254		
Carroll	23,178		
Floyd	10,462		
Montgomery	32,923		
Radford	9,371		
	<hr/> 98,578		
Roanoke County	61,693	1	87,618
Franklin	25,925		
	<hr/> 87,618		

Proposed Districts	Population	No. of Senators	Population per Senator
Scott	25,813	1	81,033
Washington	38,076		
Bristol	17,144		
	<u>81,033</u>		
Roanoke City	97,110	1	97,110
Lee	25,824	1	94,627
Wise	43,579		
Norton	5,013		
Dickenson	20,211		
	<u>94,627</u>		
Buchanan	36,724	1	107,805
Russell	26,290		
Tazewell	44,791		
	<u>107,805</u>		
Bland	5,982	1	103,500
Giles	17,219		
Smyth	31,066		
Wythe	21,975		
Pulaski	27,258		
	<u>103,500</u>		
Craig	3,356	1	109,896
Alleghany	12,128		
Covington	11,062		
Clifton Forge	5,268		
Botetourt	16,715		
Rockbridge	24,039		
Buena Vista	6,300		
Bedford	31,028		
	<u>109,896</u>		
Highland	3,221	1	83,845
Bath	5,335		
Augusta	37,363		
Staunton	22,232		
Waynesboro	15,694		
	<u>83,845</u>		
Rockingham	40,485	1	87,996
Harrisonburg	11,916		
Page	15,572		
Rappahannock	5,368		
Warren	14,655		
	<u>87,996</u>		

Proposed Districts	Population	No. of Senators	Population per Senator
Shenandoah	21,825	1	91,367
Frederick	21,941		
Winchester	15,110		
Clarke	7,942		
Loudoun	24,549		
	<hr/> 91,367		
Richmond City	219,958	2	109,979
Henrico	117,339	1	117,339
Newport News	113,662	1	113,662
Chesterfield	71,197	1	104,647
Colonial Heights	9,587		
Charles City	5,492		
James City	11,539		
Williamsburg	6,832		
	<hr/> 104,647		
Hampton	89,258	1	110,841
York	21,583		
	<hr/> 110,841		
Caroline	12,725	1	90,280
Hanover	27,550		
Essex	6,690		
King and Queen	5,889		
King William	7,563		
New Kent	4,504		
Gloucester	11,919		
Mathews	7,121		
Middlesex	6,319		
	<hr/> 90,280		
Fauquier	24,066	1	101,677
Culpeper	15,088		
Orange	12,900		
Spotsylvania	13,819		
Fredericksburg	13,639		
Louisa	12,959		
Goochland	9,206		
	<hr/> 101,677		
Prince William	50,164	1	111,059
Stafford	16,876		
King George	7,243		
Westmoreland	11,042		
Northumberland	10,185		
Richmond County	6,375		
Lancaster	9,174		
	<hr/> 111,059		

Proposed Districts	Population	No. of Senators	Population per Senator
Madison	8,187	1	80,525
Greene	4,715		
Albemarle	30,969		
Charlottesville	29,427		
Fluvanna	7,227		
	<hr/>		
	80,525		
Alexandria	91,023	1	91,023
Arlington	163,401	1	163,401
Fairfax County	261,417	2	142,597
Fairfax City	13,585		
Falls Church	10,192		
	<hr/>		
	285,194		
Arlington	163,401	1 (floater seat)	448,595
Fairfax County	261,417		
Fairfax City	13,585		
Falls Church	10,192		
	<hr/>		
	448,595		
Total		40	

One feature that is striking in the proposal we are submitting is the addition of a floater senator for the district composed of Arlington, Fairfax County and City, and the city of Falls Church. Up to this time there has been only one instance of a floater senator in Virginia.

It is fortunate that the reapportionment of the Senate can become effective shortly after the 1962 Session of the General Assembly because the entire Senate must be reelected in 1963, as well as the House of Delegates. Hence, a better and more effective representation can go into play more quickly than was the case ten years ago.

3. THE HOUSE OF DELEGATES OF VIRGINIA

The plan which we propose for reapportionment of the House is as follows:

Proposed Districts	Population	No. of Delegates	Population per Delegate
Accomack	30,635	1	30,635
Accomack (floater)	30,635	1	47,601
Northampton	16,966		
	<hr/>		
	47,601		

Proposed Districts	Population	No. of Delegates	Population per Delegate
Virginia Beach	8,091	2	42,609
Princess Anne	77,127		
	<hr/> 85,218		
Norfolk City	304,869	7	43,553
Portsmouth	114,773	2	57,387
Norfolk County	51,612	2	36,823
South Norfolk	22,035		
	<hr/> 73,647		
Nansemond	31,366	2	44,167
Suffolk	12,609		
Isle of Wight	17,164		
Southampton	27,195		
	<hr/> 88,334		
Surry	6,220	1	34,786
Sussex	12,411		
Greensville	16,155		
	<hr/> 34,786		
Lunenburg	12,523	1	30,302
Brunswick	17,779		
	<hr/> 30,302		
Mecklenburg	31,428	1	31,428
Prince George	20,270	1	38,165
Hopewell	17,895		
	<hr/> 38,165		
Petersburg	36,750	1	36,750
Dinwiddie	22,183	1	45,139
Nottoway	15,141		
Amelia	7,815		
	<hr/> 45,139		
Powhatan	6,747	1	36,736
Cumberland	6,360		
Buckingham	10,877		
Nelson	12,752		
	<hr/> 36,736		

Proposed Districts	Population	No. of Delegates	Population per Delegate
Charlotte	13,368	1	36,637
Prince Edward	14,121		
Appomattox	9,148		
	<hr/>		
	36,637		
Hampton	89,258	2	44,629
Newport News	113,662	3	37,887
James City	11,539	1	45,446
York	21,583		
Williamsburg	6,832		
Charles City	5,492		
	<hr/>		
	45,446		
Hanover	27,550	1	39,617
King William	7,563		
New Kent	4,504		
	<hr/>		
	39,617		
Gloucester	11,919	1	25,359
Mathews	7,121		
Middlesex	6,319		
	<hr/>		
	25,359		
Northumberland	10,185	1	36,776
Westmoreland	11,042		
Lancaster	9,174		
Richmond County	6,375		
	<hr/>		
	36,776		
King George	7,243	1	32,547
Caroline	12,725		
Essex	6,690		
King and Queen	5,889		
	<hr/>		
	32,547		
Spotsylvania	13,819	1	44,334
Fredericksburg	13,639		
Stafford	16,876		
	<hr/>		
	44,334		
Prince William	50,164	1	50,164
Fluvanna	7,227	1	29,392
Goochland	9,206		
Louisa	12,959		
	<hr/>		
	29,392		

Proposed Districts	Population	No. of Delegates	Population per Delegate
Albemarle	30,969	1	35,684
Greene	4,715		
	<hr/> 35,684		
Charlottesville	29,427	1	29,427
Richmond City	219,958	6	36,660
Henrico	117,339	3	39,113
Chesterfield	71,197	2	40,392
Colonial Heights	9,587		
	80,784		
Halifax	33,637	1	39,611
South Boston	5,974		
	<hr/> 39,611		
Lynchburg	54,790	1	54,790
Lynchburg (floaters)	54,790	1	77,743
Amherst	22,953		
	<hr/> 77,743		
Campbell	32,958	1	32,958
Bedford	31,028	1	31,028
Pittsylvania	58,296	2	29,148
Danville	46,577	1	46,577
Rockbridge	24,039	1	35,674
Buena Vista	6,300		
Bath	5,335		
	<hr/> 35,674		
Augusta	37,363	2	39,255
Staunton	22,232		
Waynesboro	15,694		
Highland	3,221		
	<hr/> 78,510		
Culpeper	15,088	1	36,175
Madison	8,187		
Orange	12,900		
	<hr/> 36,175		

Proposed Districts	Population	No. of Delegates	Population per Delegate
Page	15,572	1	30,227
Warren	14,655		
	<u>30,227</u>		
Rockingham	40,485	1	52,401
Harrisonburg	11,916		
	<u>52,401</u>		
Rockingham (floater)	40,485	1	74,226
Harrisonburg (floater)	11,916		
Shenandoah	21,825		
	<u>74,226</u>		
Fauquier	24,066	1	29,434
Rappahannock	5,368		
	<u>29,434</u>		
Loudoun	24,549	1	24,549
Frederick	21,941	1	44,993
Winchester	15,110		
Clarke	7,942		
	<u>44,993</u>		
Alleghany	12,128	1	31,814
Covington	11,062		
Clifton Forge	5,268		
Craig	3,356		
	<u>31,814</u>		
Roanoke County	61,693	1	61,693
Roanoke County (floater)	61,693	1	78,408
Botetourt	16,715		
	<u>78,408</u>		
Roanoke City	97,110	2	48,555
Montgomery	32,923	1	42,294
Radford	9,371		
	<u>42,294</u>		
Franklin	25,925	1	36,387
Floyd	10,462		
	<u>36,387</u>		

Proposed Districts	Population	No. of Delegates	Population per Delegate
Grayson	17,390	1	45,822
Galax	5,254		
Carroll	23,178		
	<hr/> 45,822		
Wythe	21,975	1	27,957
Bland	5,982		
	<hr/> 27,957		
Pulaski	27,258	1	44,477
Giles	17,219		
	<hr/> 44,477		
Smyth	31,066	1	31,066
Tazewell	44,791	1	44,791
Patrick	15,282	2	37,208
Henry	40,335		
Martinsville	18,798		
	<hr/> 74,415		
Buchanan	36,724	1	36,724
Wise	43,579	2	34,402
Norton	5,013		
Dickenson	20,211		
	<hr/> 68,803		
Lee	25,824	1	25,824
Scott	25,813	1	25,813
Russell	26,290	1	26,290
Washington	38,076	2	27,610
Bristol	17,144		
	<hr/> 55,220		
Fairfax County	261,417	4	71,299
Fairfax City	13,585		
Falls Church	10,192		
	<hr/> 285,194		
Alexandria	91,023	2	45,512
Arlington	163,401	3	54,467
Total		100	

In reviewing the foregoing, it is obvious that there are discrepancies in population; the lowest population per delegate appears to be 24,549 and the highest 71,299. (This does not include the floater districts because there is no effective way to indicate the population per delegate in such cases.)

In line with the shifts in population in the State, the representation of a number of districts has been decreased and that of other districts has been increased. We are aware that the increases where given may not be sufficient on an arithmetic basis to satisfy the people in the areas concerned. However, additional representation must come from other areas and there are limits to how far this process can go. Further, congested areas make it easier for a member of the General Assembly to represent many more people effectively than is the case in those areas which are widely scattered, or split by natural barriers, or have other factors which restrict communication between the legislator and his constituents. In summary, we have attempted to allocate to the growing areas as much as we could, realizing that the areas which must give up representation will do so with the greatest reluctance.

WORK OF STAFF

The Bureau of Public Administration of the University of Virginia, and especially Dr. Ralph Eisenberg of the Bureau, were of material assistance to the Commission. They furnished us a number of studies of the apportionments which have been made in this State, and upon our request made comments upon the plans submitted to us which were of great value in making an evaluation of the proposals received. Our task has been made much easier by the work of Dr. Eisenberg and the Bureau and we wish to acknowledge our indebtedness.

The services of Mr. John B. Boatwright, Jr., Director of the Division of Statutory Research and Drafting, who served as Secretary to the Commission, and of the entire staff of his excellent office were invaluable throughout our deliberations, and in the formulation of this report.

Our research at the outset disclosed that throughout the nation numerous standards are employed in measuring the comparative representativeness of state legislatures. We were immediately impressed by the fact that Virginia, irrespective of the standard of measurement applied, has consistently ranked high in this regard, easily within the top one-fifth (1/5) of all the states. This record, we believe, is the result of a long standing tradition of the General Assembly in using population as the *primary* criterion for reapportionment, but, at the same time, weaving into the pattern of representation a wise understanding and recognition of other realistic factors and unique problems presented by the diverse areas and interests of the Commonwealth.

This Commission has endeavored to develop a redistricting plan which will, if adopted, perpetuate this tradition. We feel we have accomplished that purpose, despite the sharp increase in the population of the State during the past decade, and notwithstanding the marked shifts in the pattern of population.

We commend the plan herein set forth to the General Assembly. Its adoption, in our opinion, will keep Virginia high in rank among the 50 states in the representative character of its law-making bodies, if not actually advance it still higher as one of the most representative state legislatures in the United States.

Until such time as better proposals are offered, we expect to support the plans as the constitutional discharge of the mandate of Sections 43 and 55 of the Constitution of Virginia.

Respectfully submitted,

LAWRENCE H. HOOVER, Chairman
CHARLES R. FENWICK, Vice-Chairman
THOS. H. BLANTON
J. L. CAMBLOS
ROBERT L. CLARK
JOHN WARREN COOKE
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* See attached statement

STATEMENT OF CHARLES R. FENWICK, STATE SENATOR
ARLINGTON

I believe the Commission on Redistricting appointed by His Excellency, the Governor, has performed an outstanding service to the Commonwealth, and in the main I concur in its conclusions. I cannot, however, out of fairness to the Counties of Fairfax and Arlington, concur in the conclusions of the Commission regarding them. Fairfax County, the cities of Falls Church and Fairfax, with a population of 285,194 and 400 square miles, has been allocated one additional senator, a floater senator with Arlington, and two additional delegates. I feel that this area should receive at least one additional delegate to those recommended by the Commission.

Arlington with a population of 163,401 has at present one senator and three delegates, making Arlington 63,000 over populated for one Senator and 43,000 over populated for three delegates.

Arlington has been recommended for a floater senator. I feel that out of fairness to Arlington it should have an additional delegate. Subject to the recommendations I have suggested, I concur in the report.

STATEMENT OF OMER L. HIRST

This nation and this Commonwealth have made no greater contributions to the progress of mankind than the notion that the people are both entitled to and qualified to govern themselves. The implementation of this notion is the institution of self-government in which the people are governed by their chosen representatives through a body of law that applies equally to all. Equal justice under law is the distinguishing feature of our system, and the equal protection of the law the right of every citizen. Under this system this nation has grown great, and this Commonwealth has shared and contributed to that greatness.

The noble concept of the equal protection of the law, whose value is undeniable, is valid only to the extent that there is equal representative participation in the making of the law. Unless there is equal representation in the making of the law, there cannot for long be equal protection under the law, for then the laws are made in effect by *some* of the people for application to *all* of the people. It is then inevitable that such laws presently will come to reflect the point of view of the people represented untempered by the points of view of the total citizenry. The institution or representative government is devitalized and citizens denied their rights to the extent that there is departure from equal representation in the lawmaking body.

In the practical aspects of the matter it must be recognized that mathematically equal representation is very difficult, if not impossible to attain, but that any substantial departure from the goal of equal representation must be justified clearly by the mitigating circumstances of the particular case. For example, area, extent of and impediment to local communications, community of interest, population trends, whether increasing or decreasing, number of jurisdictions in the particular district, and contribution to the economic well-being of the whole Commonwealth should be considered, not as a substitute for the basic principle of equal representation, but rather as mitigating circumstances justifying some departure from it. The Commission's recommendations must be weighed accordingly.

In the case of the Commission's recommendation that the 10 Congressional Districts be left as they are, the disparities of population are so great in fact as to cause serious doubt as to the wisdom of taking no action, though the Commission was reassured by the advice of the Attorney General.

The Commission's recommendations as to the redistricting of the State Senate achieve a commendable degree of balance in maintaining the principle of equal representation on the one hand and in adjusting to practical circumstances on the other.

The Commission's recommendations for the redistricting of the House of Delegates contain inequalities of representation of such proportion as to exceed reasonable tolerances and to justify correction by the General Assembly. Ideally, each of the 100 Delegates should represent 39,669 persons. Against this ideal, it is recommended that one Delegate represent 24,549 persons and another 71,299 persons. Actually the extremes are slightly greater, for the 47,601 inhabitants of the two Eastern

Shore Counties have 2 Delegates, or in effect, one Delegate per 23,800 persons. Nor are the inequalities entirely explainable in terms of area. For example, the City of Richmond with only 37 square miles has a Delegate for each 36,660 population, while in the District composed of the Cities of Fairfax and Falls Church, and the County of Fairfax, which in turn contains two incorporated towns and with a total area of over 400 square miles, there is only one Delegate for each 71,299 persons. In another region of the Commonwealth, Washington County and the City of Bristol, with a total population of 55,220, are allocated two Delegates, and Scott County, which adjoins Washington County, is allocated a Delegate for its 25,813 population. It must be emphasized that the instances cited are the extremes, and the citation is not intended to reflect adversely on the body of the recommendation.

The studies prepared by the Bureau of Public Administration and the suggestions of certain Commission members showed various ways in which these inequalities and inconsistencies might be removed. The Commission's recommendations are on the whole commendable and reflect the amount of time and dedicated effort that preceded them. Nonetheless, both principle and prevailing circumstance justify the slight additional effort that will attain as nearly equal representation as is practicable. By reducing the extremes in both directions, which would involve only minor changes in the Commission's recommendations, the rights of our citizens will be maintained, the institution of self-government fully preserved, and the honor of Virginia, the greatest treasure of her people, raised to a new high.

I therefore concur in the recommendations as to the State Senate, and I dissent from the recommendations as to the House of Delegates. Judgment is reserved as to the redistricting of the Congressional Districts.

STATEMENT OF G. A. TREAKLE

I concur in the report but must object to the addition of the city of Suffolk and the county of Nansemond to the third Senatorial district.

A BILL to amend and reenact § 24-12, as amended, of the Code of Virginia, relating to apportionment of members of House of Delegates.

Be it enacted by the General Assembly of Virginia:

1. That § 24-12, as amended, of the Code of Virginia, be amended and reenacted as follows:

§ 24-12. Members of the House of Delegates shall be distributed and apportioned, and each county, city and combination is entitled to representation in the House of Delegates by a delegate, or by delegates, as follows:

First.—Accomack, one.

Second.—Accomack and Northampton, one.

Third.—Albemarle and Greene, one.

Fourth.—Charlottesville, one.

Fifth.—Alexandria, * *two*.

Sixth.—Alleghany, Covington, *Craig* and Clifton Forge, one.

Seventh.—Amelia, * *Dinwiddie* and Nottoway, one.

Eighth.—Amherst and Lynchburg, one.

Ninth.—Arlington, three.

Tenth.—Augusta, Highland, Staunton and Waynesboro, two.

Eleventh.—Bedford, one.

Twelfth.—Bland and * *Wythe*, one.

Thirteenth.—Botetourt and * *Roanoke County*, one.

Fourteenth.—Brunswick and Lunenburg, one.

Fifteenth.—Buchanan, one.

* *Sixteenth*.—Buckingham, * *Nelson*, *Powhatan* and Cumberland, one.

* *Seventeenth*.—Campbell, one

* *Eighteenth*.—Caroline, King George, Essex and King and Queen, one.

* *Nineteenth*.—Carroll, * *Grayson and Galax*, one.

* *Twentieth*.—Charles City, James City, * *York* and Williamsburg, one.

* *Twenty-first*.—Charlotte, *Appomattox* and Prince Edward, one.

* *Twenty-second*.—Chesterfield and Colonial Heights, * *two*.

* *Twenty-third*.—Clarke, Frederick and Winchester, one.

* *Twenty-fourth*.—Danville, one.

* *Twenty-fifth*.—Hampton, * *two*.

* *Twenty-sixth*.—Fairfax *County*, *city of Fairfax* and Falls Church, * *four*.

* *Twenty-seventh*.—Fauquier and Rappahannock, one.

* *Twenty-eighth*.—Fluvanna, Goochland and Louisa, one.

- * *Twenty-ninth.*—Franklin and Floyd, one.
- * *Thirtieth.*—Gloucester, Mathews and Middlesex, one.
- * *Thirty-first.*—Greensville, Surry and Sussex, one.
- * *Thirty-second.*—Halifax and South Boston, one.
- * *Thirty-third.*—Hanover, * King William and New Kent, one.
- * *Thirty-fourth.*—Henrico, * three.
- * *Thirty-fifth.*—Henry, Patrick and Martinsville, two.
- * *Thirty-sixth.*—Isle of Wight, Nansemond, Southampton and Suffolk,
* two.
- * *Thirty-seventh.*—Northumberland, Westmoreland, Lancaster and
Richmond County, one.
- * *Thirty-eighth.*—* Newport News, three.
- * *Thirty-ninth.*—Lee, one.
- * *Fortieth.*—Loudoun, one.
- * *Forty-first.*—Lynchburg, one.
- * *Forty-second.*—Madison, Culpeper and Orange, one.
- * *Forty-third.*—Mecklenburg, one.
- * *Forty-fourth.*—Montgomery and Radford, one.
- * *Forty-fifth.*—Norfolk County and South Norfolk, two.
- * *Forty-sixth.*—Norfolk City, * seven.
- * *Forty-seventh.*—Page and Warren, one.
- * *Forty-eighth.*—Petersburg * one.
- * *Forty-ninth.*—Pittsylvania, two.
- * *Fifthieth.*—Portsmouth, two.
- * *Fifty-first.*—Prince George * and Hopewell, one.
- * *Fifty-second.*—Princess Anne and Virginia Beach, * two.
- * *Fifty-third.*—Prince William, * one.
- * *Fifty-fourth.*—Pulaski and Giles, one.
- * *Fifty-fifth.*—Richmond City, * six.
- * *Fifty-sixth.*—Roanoke County, one.
- * *Fifty-seventh.*—Roanoke City, two.
- * *Fifty-eighth.*—Rockbridge, Bath and Buena Vista, one.
- * *Fifty-ninth.*—Rockingham and Harrisonburg, * one.
- * *Sixtieth.*—Russell, one.
- * *Sixty-first.*—Scott, one.
- * *Sixty-second.*—Shenandoah, Rockingham and Harrisonburg, one.
- * *Sixty-third.*—Smyth, one.

* *Sixty-fourth*.—Spotsylvania, *Stafford* and Fredericksburg, one.

* *Sixty-fifth*.—Tazewell, one.

* *Sixty-sixth*.—Washington and Bristol, two.

* *Sixty-seventh*.—Wise, *Dickenson* and Norton, two.

And the districts hereby created are hereby numbered one (1) to *sixty-seven (67)*, inclusive.

A BILL to amend and reenact § 24-14, as amended, of the Code of Virginia, relating to State senatorial districts.

Be it enacted by the General Assembly of Virginia:

1. That § 24-14, as amended, of the Code of Virginia, be amended and reenacted as follows:

§ 24-14. The State is hereby divided into thirty-five districts entitled to senators as follows:

First.—Accomack, Northampton, Princess Anne and Virginia Beach, one.

Second.—Norfolk City, * three.

Third.—Norfolk County, * South Norfolk, *Nansemond and Suffolk*, one

Fourth.—Halifax, *South Boston*, Charlotte and Prince Edward, one.

Fifth.—* *Henrico*, one.

Sixth.—* Hopewell, Prince George, Surry, * *Sussex, Isle of Wight and Southampton*, one.

Seventh.—Brunswick, *Greensville*, Lunenburg and Mecklenburg, one.

Eighth.—Dinwiddie, Nottoway and Petersburg, one.

Ninth.—Arlington, one.

Tenth.—Portsmouth, one.

Eleventh.—Appomattox, Buckingham, Cumberland, Powhatan, Amherst, Nelson and Amelia, one.

Twelfth.—Campbell and Lynchburg, one.

Thirteenth.—Danville, Henry, Martinsville, Patrick and Pittsylvania, two.

Fourteenth.—Carroll, Floyd, *Montgomery, Radford*, Grayson and Galax, one.

Fifteenth.—Bristol, * *Scott* and Washington, one.

* *Sixteenth*.—Dickenson, *Lee*, Wise and Norton, one.

* *Seventeenth*.—Buchanan, Russell and Tazewell, one.

* *Eighteenth*.—Bland, Giles, Pulaski, *Smyth* and Wythe, one.

* *Nineteenth*.—Alleghany, Bedford, Botetourt, Buena Vista, Clifton Forge, Covington, Craig and Rockbridge, one.

* *Twentieth*.—Franklin, * and Roanoke County, one.

* *Twenty-first*.—Augusta, Bath, Highland, Staunton and Waynesboro, one.

* *Twenty-second*.—Harrisonburg, Page, Rappahannock, Rockingham and Warren, one.

* *Twenty-third*.—Clarke, Frederick, *Loudoun*, Shenandoah and Winchester, one.

* *Twenty-fourth*.—Albemarle, Charlottesville, Fluvanna, Greene and Madison, one.

* *Twenty-fifth.*—Fredericksburg, *Culpeper, Fauquier, Goochland, Louisa, Orange and Spotsylvania*, one.

* *Twenty-sixth.*—* *Fairfax county, city of Fairfax, Falls Church and Arlington*, one.

* *Twenty-seventh.*—Fairfax County, *city of Fairfax* and Falls Church, * *two*.

* *Twenty-eighth.*—King George, Lancaster, Northumberland, Prince William, Richmond County, Stafford and Westmoreland, one.

* *Twenty-ninth.*—Caroline, Hanover, King William, Essex, King and Queen, * *Gloucester, Mathews, Middlesex and New Kent*, one.

* *Thirtieth.*—* *Newport News*, * *one*.

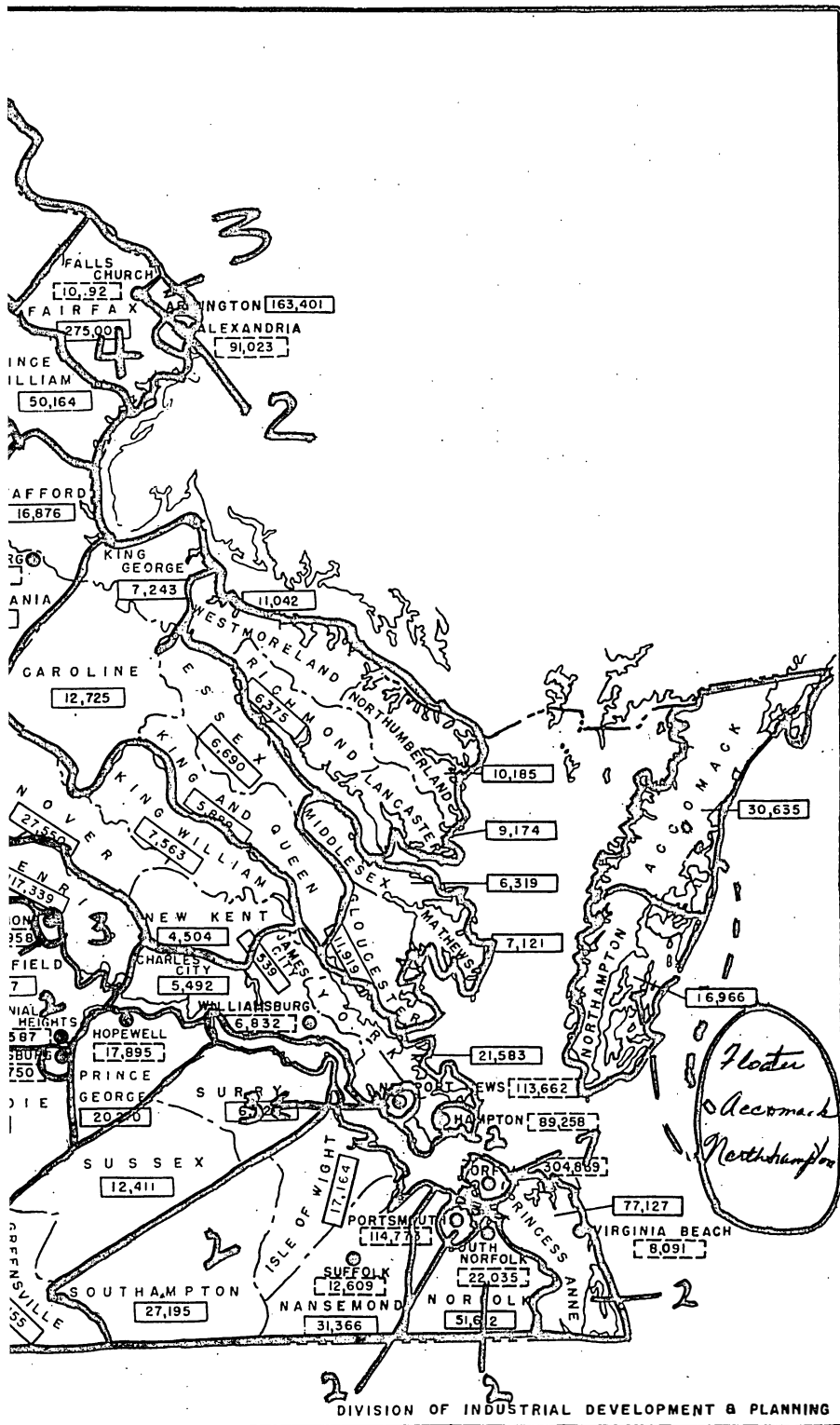
* *Thirty-first.*—Hampton and * *York*, one.

* *Thirty-second.*—Charles City, Chesterfield, Colonial Heights, * *James City and Williamsburg*, one.

* *Thirty-third.*—Richmond City, * *two*.

* *Thirty-fourth.*—Roanoke City, one.

* *Thirty-fifth.*—City of Alexandria, one.



DIVISION OF INDUSTRIAL DEVELOPMENT & PLANNING

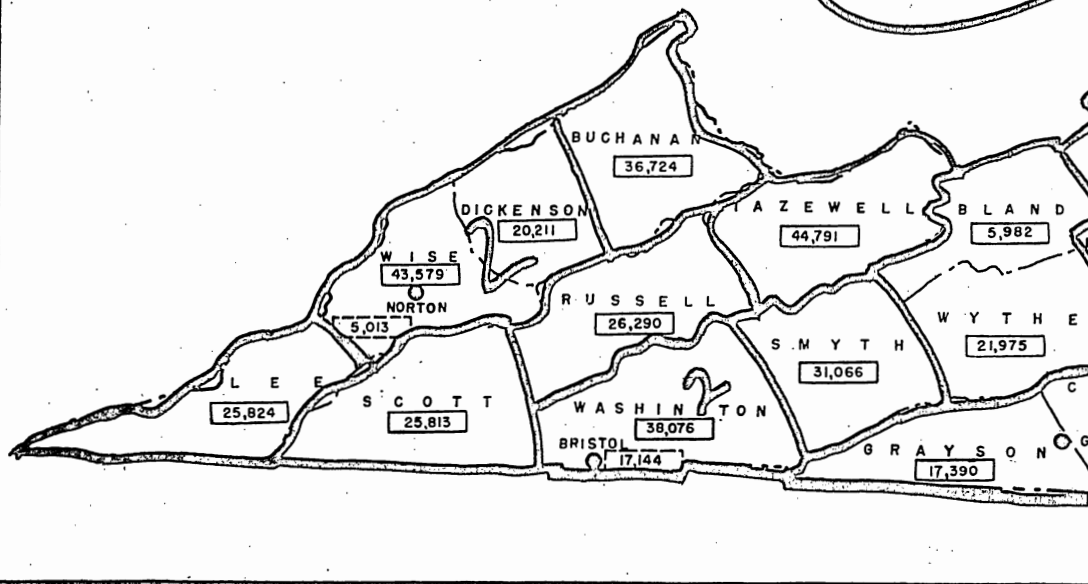
HOUSE OF DELEGAT POPULATION OF VIRGINIA COUNT 1960

LEGEND

▭ - COUNTIES

▭▭▭ - CITIES

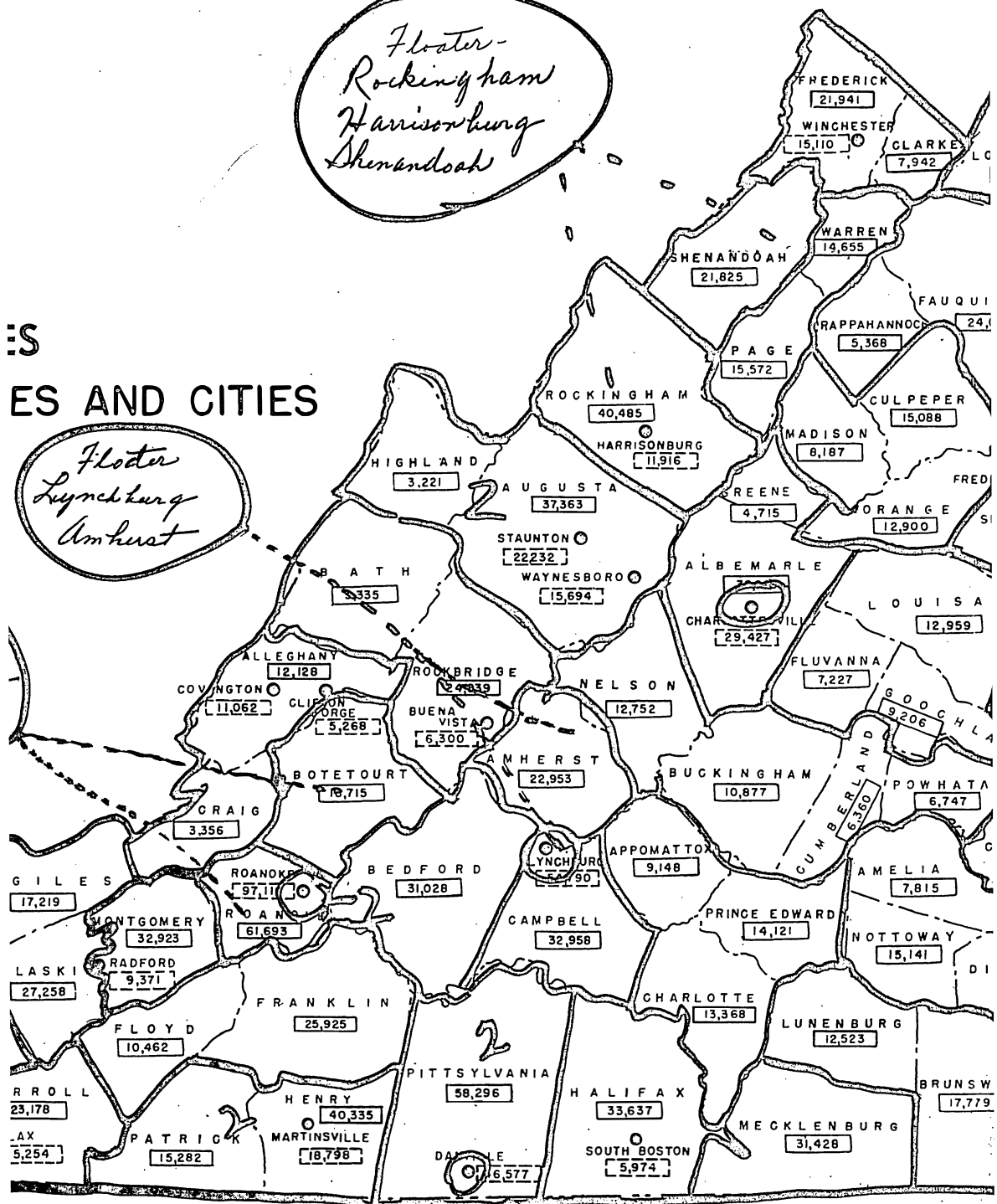
*Floater
Roanoke County
Botetourt*



*Floater -
Rockingham
Harrisonburg
Shenandoah*

**ES
ES AND CITIES**

*Floater
Lynchburg
Amherst*



SENATE POPULATION OF VIRGINIA COUNT 1960

LEGEND

—— - COUNTIES

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