

TOWN COUNCIL
Town of Trumbull
CONNECTICUT
www.trumbull-ct.gov

TOWN HALL
Trumbull

TELEPHONE
(203) 452-5000



AGENDA No. 837

- I CALL TO ORDER
- II MOMENT OF SILENCE
- III PLEDGE OF ALLEGIANCE
- IV ROLL CALL
- V PUBLIC COMMENT
- VI NEW BUSINESS

DATE: April 11, 2022
TIME: 6:30 p.m.
PLACE: Town Hall

NOTICE is hereby given that the Town Council of the Town of Trumbull, Connecticut will hold a special meeting on April 11, 2022 at 6:30 p.m. at the Trumbull Town Hall, 5866 Main Street, Trumbull, CT for the following purpose:

1. RESOLUTION TC29-54: To consider and act upon a resolution which would amend Chapter 6, Section 6-1 of the Trumbull Town Code to redivide the Town of Trumbull into seven (7) voting districts (*Public Hearing April 11, 2022 Town Council Meeting*)

VII ADJOURNMENT
COPY OF THE RESOLUTION ATTACHED HERETO
Ashley Gaudiano, Chairman Trumbull Town Council

RESOLUTIONS

1. RESOLUTION TC29-54: BE IT RESOLVED AND ORDAINED, That in accordance with Sections 9-169 and 9-169b of the General Statutes of the State of Connecticut, Chapter 6, Section 6-1 of the Trumbull Town Code is hereby amended by redividing the Town of Trumbull into seven (7) voting districts. Said districts shall be divided in accordance with the metes and bounds description attached hereto. Said revised voting districts shall be effective commencing with the Primary elections to be held on August 9, 2022. *(Public Hearing April 11, 2022 Town Council Meeting)*

Local District Boundary Description
(Revised 3/1/22)

District 1

Northerly: The Monroe town line.

Easterly: The Shelton town line, Booth Hill Road, each in part.

Southerly: Strobel Road, Pinewood Trail, Bear Den Road, Hemlock Trail, Strobel Road again, northerly along Booth Hill Brook, Oldfield Road, Old Stream Lane, Brookhedge Road, Brookside Drive, Country Club Road, Daniels Farm Road, Rte 25 Expressway, each in part.

Westerly: Rte 25 Expressway, Monroe Turnpike (Rte 111), each in part.

District 2

Northerly: Country Club Road, Brookside Drive, Brookhedge Road, Old Stream Lane, Oldfield Road, southerly along Booth Hill Brook to Strobel Road, Strobel Road, Hemlock Trail, Bear Den Road, Pinewood Trail, Strobel Road again, Booth Hill Road, the Shelton town line, each in part.

Easterly: Wild Rose Lane, Foxwood Road, Ironwood Road, Copper Kettle Road, Red Fox Lane, Primrose Drive, Huntington Turnpike (Rte 108), each in part.

Southerly: Unity Road, Merritt Parkway (Rte 15), each in part.

Westerly: Reservoir Avenue, along the line of the 134th State Assembly District, White Plains Road (Rte 127), Daniels Farm Road, each in part.

District 3

Northerly: Monroe town line.

Easterly: Monroe Turnpike (Rte 111), Rte 25 Expressway, each in part.

Southerly: Whitney Avenue, Main Street (Rte 111), Stonehouse Road, West Rock Road, Fieldcrest Drive, Old Coach Lane, Wedgewood Road, Asbury Road, Dayton Road, Old Village Lane, Limerick Road, Cromwell Road, Madison Avenue, Monitor Hill, Mariner Circle, Inverness Road, Deepdene Road, each in part.

Westerly: Easton town line.

District 4

Northerly: Deepdene Road, Inverness Road, Mariner Circle, Monitor Hill, Madison Avenue, Cromwell Road, Limerick Road, Old Village Lane, Dayton Road, Asbury Road, Wedgewood Road, Meadow View

Drive, North Lynnwood Drive, Oakland Drive, Clemens Avenue, Ridgeview Avenue, Home Street, George Street, Lake Avenue, each in part.

Easterly: Main Street (Rte 111).

Southerly: Bassick Road, Blackhouse Road, Madison Avenue, Fairview Avenue, each in part.

Westerly: The Easton town line.

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District 5

Northerly: Fairview Avenue, Madison Avenue, Blackhouse Road, Bassick Road, Main Street (Rte 111), Melrose Avenue, Edison Road, Woolsley Avenue, Thorburn Avenue, Moorland Road, Suzanne Circle, Lawrence Road, Geraldine Circle, Geraldine Place, each in part.

Easterly: Reservoir Avenue.

Southerly: The Bridgeport town line.

Westerly: Fairfield Town Line, Easton Town Line, each in part.

District 6

Northerly: Old Coach Lane, Fieldcrest Drive, West Rock Road, Stonehouse Road, Main Street (Rte 111), Whitney Avenue, each in part.

Easterly: Rte 25 Expressway, Daniels Farm Road, White Plains Road, along the line of the 134th State Assembly District, Reservoir Avenue, each in part.

Southerly: Geraldine Place, Geraldine Circle, Lawrence Road, Suzanne Circle, Moorland Road, Thorburn Avenue, Woolsley Avenue, Edison Road, Melrose Avenue, each in part.

Westerly: Main Street (Rte 111), Lake Avenue, George Street, Home Street, Ridgeview Avenue, Clemens Avenue, Oakland Drive, North Lynnwood Drive, Meadow View Drive, Wedgewood Road, each in part.

District 7

Northerly: Merritt Parkway (Rte 15), Unity Road, Huntington Turnpike (Rte 108), Primrose Drive, Red Fox Lane, Copper Kettle Road, Ironwood Road, Foxwood Road, Wild Rose Lane, each in part.

Easterly: The Stratford town line.

Southerly: The Bridgeport town line.

Westerly: Reservoir Avenue.

Notes:

1. In the boundary descriptions above, the dividing lines between districts run down the middle of the named streets and watercourses. So, for example, when a District 5 boundary is described in part as “Northerly: Fairview Avenue ...” the middle of Fairview Avenue is the dividing line, and all the houses south of that north boundary are in the district, and all of the houses north of that line are in another district, in this case District 4.
2. The terms “northerly,” “easterly,” “southerly,” and “westerly” are approximate. For example, a street that is part of a northerly boundary may run east-west, northeast-southwest, southeast-northwest, etc.



Town of Trumbull

5866 MAIN STREET
TRUMBULL, CT 06611
203-452-5005

2022 TRUMBULL REDISTRICTING COMMITTEE

LAUREL ANDERSON, CHAIRMAN
MARK BLOCK
ALISSA HALL
TOM KELLY
STEVE LEMOINE
JEAN RABINOW
TRACY VONICK

Final Report of the 2022 Trumbull Redistricting Committee To the Trumbull Town Council

Summary of the work of the Committee

In compliance with the Town Council establishing resolution, the Committee developed a redistricting plan comprising voting districts of substantially equal populations and a list of the specific boundary lines of each of those districts.

Committee Creation, Duties, Composition and Timeline

The 2022 Trumbull Redistricting Committee was established by the Trumbull Town Council on January 6, 2022 under RESOLUTION TC29-22 which stated:

1. The 2022 Trumbull Redistricting Committee be and the same is hereby established;
2. The said Committee shall consist of seven (7) members comprising the two (2) Registrars of Voters, two (2) Town Council members, one from each political party, and three (3) electors of the Town of Trumbull;
3. The said Committee shall recommend to the Town Council a redistricting plan comprising voting districts of substantially equal populations, including the specific boundary lines of each of those districts;
4. The said Committee shall hold its organizational meeting no later than February 1, 2022; and;
5. The said Committee shall render its final report to the Council no later than April 4, 2022.

On January 6, 2022, the Town Council voted to appoint to following persons to serve on the committee: Alissa Hall as the Democratic Town Council member, and three electors of the Town, Laurel Anderson, Tom Kelly and Mark Block. Ms. Anderson was also appointed to serve as Committee Chairperson. The committee membership consisted of six (6) persons from its creation until a subsequent vote was taken on February 7, 2022 to appoint Stephen Lemoine, Republican member of the Town Council, to the committee. Jean Rabinow, Democratic Registrar of Voters and Tracy Vonick, Republican Registrar of Voters, were automatically members of the committee.

Summary of Guidelines used by the Committee

By unanimous vote the committee agreed to work under the following guidelines:

1. 2020 US Census data is the most currently available and must therefore be used to create the districts.
2. Voter registration data would not be reviewed or used in any deliberations of or decisions made by the Committee.

3. Residence locations of current Council members would not be reviewed or used in any deliberation of the committee.
4. Census Blocks cannot be split in designing districts.
5. Recommend a plan that has as few “split” districts as possible, i.e., local voting districts with multiple State Representative districts.
6. District population breakdowns would comply with “one person, one vote” principle of the Constitution.
7. Deadline for report presentation to the Town Council March 28, 2022.
8. The committee decisions would not consider polling place locations or impact on voter turnout.

By a vote of four (4) yes and two (2) abstentions, the committee also agreed to use seven (7) districts as the basis for its work and decisions. Voting “yes” were committee members Laurel Anderson, Alissa Hall, Tom Kelly and Jean Rabinow. Those choosing to abstain from voting were Mark Block and Tracy Vonick. Prior to the vote the committee reviewed and took into the consideration the following:

1. The Town of Trumbull currently is split into seven (7) voting districts.
2. Any change to that number of districts would, under current Town Charter, need to go before the Town Council and be approved by a 2/3 majority vote by that body.
3. The committee was given a deadline of April 4, 2022 by which to submit its final report in order for the Town Council to have time to approve the proposed district structure.
4. The date of April 4, 2022 was set by the Town Council in order to comply with the General Assembly guidelines for redistricting and to give the office of the Registrars of Voters ample time to update the voter database prior to the August 2022 Primary elections.
5. Those voting in the majority, agreed that the seven (7) District structure made sense according to the math of dividing the 21 Town Council seats evenly under the “one person, one vote” principle; options were only one (1) district, three (3) districts or seven (7) districts. In addition, those voting in the majority believed there was little chance that a district structure change could be voted on by the Town Council quickly enough to meet the Committee deadlines.

Summary of Expert volunteers who assisted the Committee

The committee agreed to enlist the services of GIS and mapping expert volunteers to assist them in their work. The volunteers recruited by the Committee were Richard White and Stephen Earley. Richard White, head of research and development at LightBox, has years of GIS and mapping experience and assisted the 2020 Redistricting Committee. Stephen Earley, Public Works Survey Party Chief in the Town of Trumbull Engineering Department has been instrumental in the review of boundary description borders for voting districts in the Town for many years and also assisted the 2020 Redistricting Committee. The vote to use the services of Mr. Earley was unanimous and the vote to use of the services of Mr. White was five (5) in favor, one (1) opposed. Those voting in favor were Laurel Anderson, Alissa Hall, Tom Kelly, Jean Rabinow and Tracy Vonick; Mark Block voted no.

In addition, Town attorney Daniel Schopick attended meetings and was able to clarify State statute as well as procedural issues that arose.

Committee Research and Deliberations

Committee members met at public meetings beginning on January 13, 2022, via Zoom videoconference, and ending on March 10, 2022 calling upon experts to appear before the committee to review legal, census and geographic information systems (GIS) issues that needed to be considered.

The Connecticut General Assembly (CGA) was responsible for redrawing State Representative districts based on the results of the 2020 US Census data. A bipartisan Reapportionment Committee of the CGA was charged with preparing the plan and the General Assembly had to approve it by September 15, 2021 with a two-thirds vote in each chamber. That committee was made up of eight legislators (two from each party's caucus in the Senate and House of Representatives). The Reapportionment Committee decision divided Trumbull between four (4), rather than the prior three (3), House Districts. Trumbull is now divided between State House Districts 112, 122, 123 and 134. Based on the 2020 US Census data, the existing Town District boundaries would have required only minor adjustment to remain substantially equal in population. However, the requirement to now accommodate four (4) State House Districts within the Town voting district structure required a great deal of deliberation and adjustment.

The committee based their deliberations on several key points: create districts with substantially equal populations, create districts with the fewest number of split districts (multiple State Representative districts in one local district), leave as many existing districts unchanged as possible and create districts that looked cohesive in shape. Although new housing developments in town will change the populations of several districts, the committee could not consider those future changes in its decision making as it must be guided by the data provided by the 2020 US Census only.

According to the US Census, Trumbull had 36,827 residents in March 2020. Dividing that number into seven (7) equal districts, the Committee determined that each district should contain 5,261 actual residents. Additionally, at that time Trumbull had 15 formerly-resident felons incarcerated elsewhere, all of whom are to be counted as residents for determining the size of voting districts under current state law. As the 15 were spread fairly randomly throughout Trumbull, the Committee determined that each district could be deemed to contain 2 additional persons, and that the average voting district should therefore contain 5,263 persons.

As shown below, the largest proposed district contains 5,287 persons, a nearly one percent (1%) variance from the desired total, and the two smallest districts contain 5,238 persons, a variance of less than one-half of one percent.

The committee decided to create maps of the district layouts as a starting point for their deliberations. Mr. White offered to work on some options for seven (7) district formats that would have substantially equal population and would take into account the key points enumerated by the committee. The committee requested that he begin his work by leaving untouched existing Districts 3 and 1 in the northern section of Town as they were still all in the 123rd State Representative district. The committee asked that he then work clockwise through the other districts modifying them as needed to conform to the key points. Mr. White originally presented the committee with three versions of the district lay-out and later, offered modified versions based on discussions with committee member Mr. Vonick. The committee used on-line mapping in real-time provided by Richard White as well as paper maps printed through the Town by Stephen Earley to inform their discussions on district layouts.

Mr. Earley offered to work on a draft set of boundary descriptions based on the map layout approved by the committee. The committee reviewed the boundary descriptions against the map provided and in real time during a meeting was able to agree to written boundary descriptions. The committee voted on a final version of the boundary descriptions by a vote of five (5) in favor and one (1) opposed; one committee member was absent. Those voting in favor were Laurel Anderson, Alissa Hall, Tom Kelly, Jean Rabinow and Mark Block. Stephen Lemoine voted no and Tracy Vonick was absent.

In addition, the committee discussed the district numbering system and if offering a numbering change to the Town Committee was within its purview. It also discussed whether changing the numbering made sense. The committee was not able to determine the history of the numbering system and upon review with the two Registrars determined that changes to the number system would create an enormous amount of work for their office due to limitations with the Connecticut Voter Registration System (CVRS) database. The committee decided not to present a District numbering change to the Town Council.

Proposed Redistricting Plan

The committee approved the final report to the Trumbull Town Council recommending that the seven voting districts in Trumbull be organized as per the map and boundary descriptions attached hereto. The vote to accept the map attached herein was approved on a vote of six (6) yes to one (1) no. Those voting yes were Laurel Anderson, Mark Block, Alissa Hall, Tom Kelly, Jean Rabinow and Tracy Vonick; Stephen Lemoine voted no. The vote to approve the final report was four (4) yes, two (2) no and one abstention. Those voting yes were Laurel Anderson, Alissa Hall, Tom Kelly, and Jean Rabinow; Mark Block and Stephen Lemoine voted no and Tracy Vonick abstained from voting.

In compliance with its charge to create districts with substantially equal populations, the committee created districts with the following population totals:

- District 1 = 5287
- District 2 = 5274
- District 3 = 5238
- District 4 = 5267
- District 5 = 5238
- District 6 = 5264
- District 7 = 5259

The proposed redistricting plan uses the 2020 US Census data, creates three “split” voting districts, splits no census blocks and is within 49 persons from the lowest populated district to the highest, thereby achieving substantially equal districts. The committee was unable to determine a format under which the districts could be created with fewer split districts but the two Registrars of Voters were accepting of this number of splits.

Closing Statement

The committee deliberations focused on the charge it was given, and the tight timeline it was given for completion of its task. The committee was mindful of both the deadline created by the Town Council but also of the need to provide the Office of the Registrars of Voters as much time

as possible to complete their update of the CVRS database prior to the August 9, 2022 Primary elections. To that end, the committee met at least weekly and often twice weekly over the approximately 60 days of its deliberations to complete the work.

The Committee wishes to acknowledge the invaluable expertise, assistance, and support provided by both Mr. Richard White and Mr. Stephen Earley which helped to make a challenging task much easier.

In addition, the committee wishes to thank the following individuals for their assistance: Bill Chin, Town of Trumbull Director of Information Technology, Gia Mentillo, Clerk of the Committee, and Daniel Schopick, Trumbull Town Attorney.

This concludes the work of this committee and we are pleased to present this final report to the Trumbull Town Council.

Respectfully submitted

Laurel Anderson, Chairperson
Mark Block
Alissa Hall
Tom Kelly
Steve Lemoine
Jean Rabinow
Tracy Vonick

Attachments

- Boundary descriptions dated March 1, 2022 (Pages 6 & 7)
- Voting districts map dated March 3, 2022 (Page 8)
- State Statute covering district lines, deadlines (Page 9)
- State Statute requirements to use decennial U.S. Census data (Page 10)
- “One-person, One-Vote” principle (Page 11)
- Trumbull Town Charter – voting district change guidelines and requirements for equal representation (Page 12)

Local District Boundary Description

(Revised 3/1/22)

District 1

Northerly: The Monroe town line.

Easterly: The Shelton town line, Booth Hill Road, each in part.

Southerly: Strobel Road, Pinewood Trail, Bear Den Road, Hemlock Trail, Strobel Road again, northerly along Booth Hill Brook, Oldfield Road, Old Stream Lane, Brookhedge Road, Brookside Drive, Country Club Road, Daniels Farm Road, Rte 25 Expressway, each in part.

Westerly: Rte 25 Expressway, Monroe Turnpike (Rte 111), each in part.

District 2

Northerly: Country Club Road, Brookside Drive, Brookhedge Road, Old Stream Lane, Oldfield Road, southerly along Booth Hill Brook to Strobel Road, Strobel Road, Hemlock Trail, Bear Den Road, Pinewood Trail, Strobel Road again, Booth Hill Road, the Shelton town line, each in part.

Easterly: Wild Rose Lane, Foxwood Road, Ironwood Road, Copper Kettle Road, Red Fox Lane, Primrose Drive, Huntington Turnpike (Rte 108), each in part.

Southerly: Unity Road, Merritt Parkway (Rte 15), each in part.

Westerly: Reservoir Avenue, along the line of the 134th State Assembly District, White Plains Road (Rte 127), Daniels Farm Road, each in part.

District 3

Northerly: Monroe town line.

Easterly: Monroe Turnpike (Rte 111), Rte 25 Expressway, each in part.

Southerly: Whitney Avenue, Main Street (Rte 111), Stonehouse Road, West Rock Road, Fieldcrest Drive, Old Coach Lane, Wedgewood Road, Asbury Road, Dayton Road, Old Village Lane, Limerick Road, Cromwell Road, Madison Avenue, Monitor Hill, Mariner Circle, Inverness Road, Deepdene Road, each in part.

Westerly: Easton town line.

District 4

Northerly: Deepdene Road, Inverness Road, Mariner Circle, Monitor Hill, Madison Avenue, Cromwell Road, Limerick Road, Old Village Lane, Dayton Road, Asbury Road, Wedgewood Road, Meadow View Drive, North Lynnwood Drive, Oakland Drive, Clemens Avenue, Ridgeview Avenue, Home Street, George Street, Lake Avenue, each in part.

Easterly: Main Street (Rte 111).

Southerly: Bassick Road, Blackhouse Road, Madison Avenue, Fairview Avenue, each in part.

Westerly: The Easton town line.

District 5

Northerly: Fairview Avenue, Madison Avenue, Blackhouse Road, Bassick Road, Main Street (Rte 111), Melrose Avenue, Edison Road, Woolsley Avenue, Thorburn Avenue, Moorland Road, Suzanne Circle, Lawrence Road, Geraldine Circle, Geraldine Place, each in part.

Easterly: Reservoir Avenue.

Southerly: The Bridgeport town line.

Westerly: Fairfield Town Line, Easton Town Line, each in part.

District 6

Northerly: Old Coach Lane, Fieldcrest Drive, West Rock Road, Stonehouse Road, Main Street (Rte 111), Whitney Avenue, each in part.

Easterly: Rte 25 Expressway, Daniels Farm Road, White Plains Road, along the line of the 134th State Assembly District, Reservoir Avenue, each in part.

Southerly: Geraldine Place, Geraldine Circle, Lawrence Road, Suzanne Circle, Moorland Road, Thorburn Avenue, Woolsley Avenue, Edison Road, Melrose Avenue, each in part.

Westerly: Main Street (Rte 111), Lake Avenue, George Street, Home Street, Ridgeview Avenue, Clemens Avenue, Oakland Drive, North Lynnwood Drive, Meadow View Drive, Wedgewood Road, each in part.

District 7

Northerly: Merritt Parkway (Rte 15), Unity Road, Huntington Turnpike (Rte 108), Primrose Drive, Red Fox Lane, Copper Kettle Road, Ironwood Road, Foxwood Road, Wild Rose Lane, each in part.

Easterly: The Stratford town line.

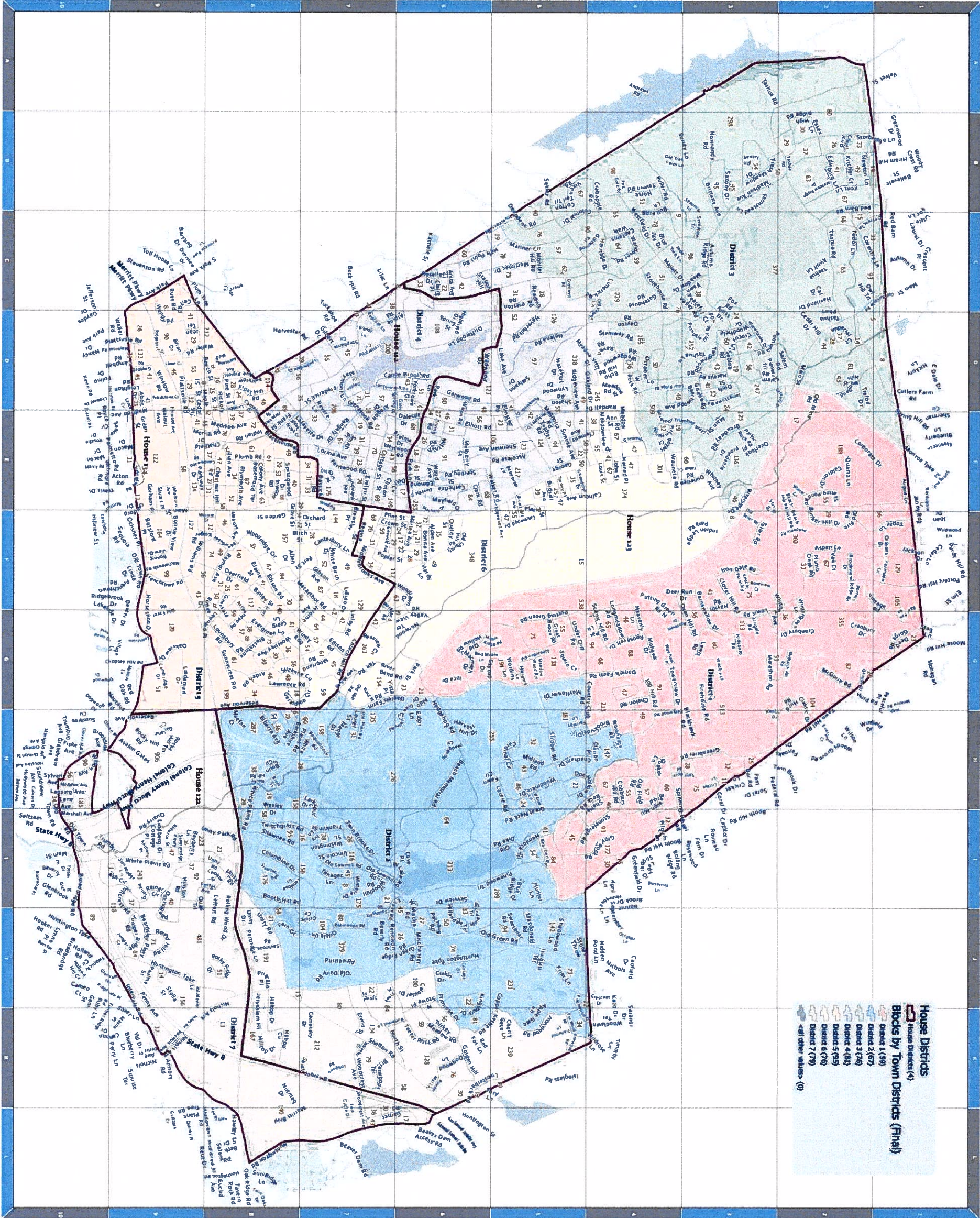
Southerly: The Bridgeport town line.

Westerly: Reservoir Avenue.

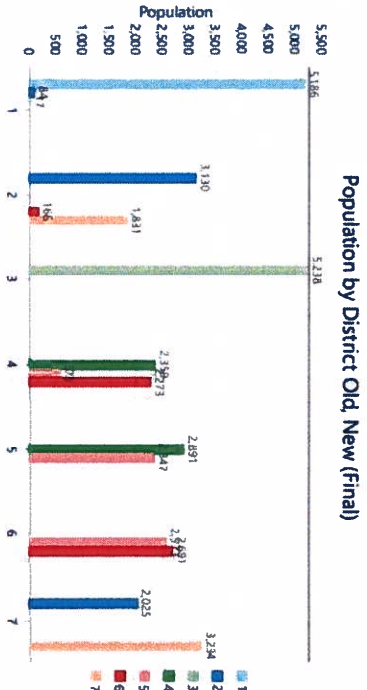
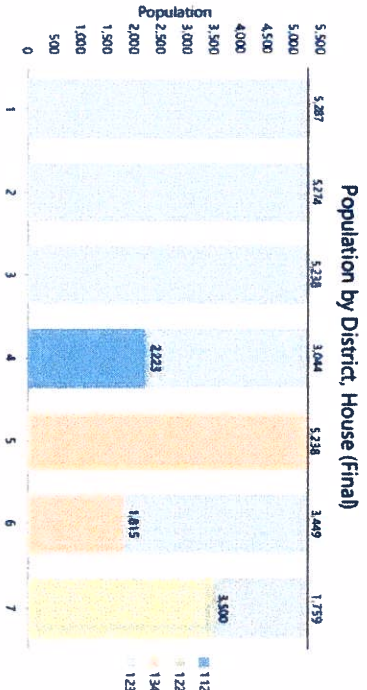
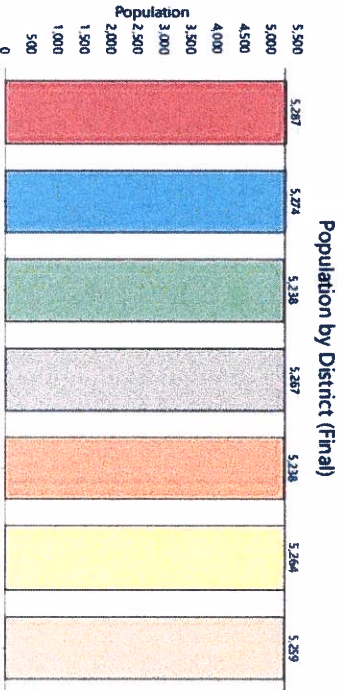
Notes:

1. In the boundary descriptions above, the dividing lines between districts run down the middle of the named streets and watercourses. So, for example, when a District 5 boundary is described in part as "Northerly: Fairview Avenue ..." the middle of Fairview Avenue is the dividing line, and all the houses south of that north boundary are in the district, and all of the houses north of that line are in another district, in this case District 4.

2. The terms "northerly," "easterly," "southerly," and "westerly" are approximate. For example, a street that is part of a northerly boundary may run east-west, northeast-southwest, southeast-northwest, etc.



Committee Final Report



| | |
|--------------------------|----------|
| Basic Data | |
| Total Population: | 36,827 |
| Population per District: | 5,261 |
| Population per Member: | 1,753.66 |

Sources
Current Town Districts, Town of Trumbull, Engineering
New House Districts, State of Connecticut
https://www.ct.gov/r/assessor/ass77-20210401_2021%20Redistricting%20Project
US Census 2020 Decennial Census
<https://www.census.gov/programs-surveys/decennial-census/about/summary-files.html>
US Census Blocks, Fairfield County, CT
US P194-171, Summary Type File, Fairfield County, CT
GRC, Esri, HERE, Garmin, Swiregraph, GeoTechnologies, Inc., METI/ANSA, USGS, EPA, NPS, US Census Bureau, USDA

Connecticut Statutes

Title 9. ELECTIONS

Chapter 146. ELECTIONS

Part I. GENERAL

Current through the 2020 Special Session

§ 9-169. Voting districts

The legislative body of any town, consolidated town and city or consolidated town and borough may divide and, from time to time, redivide such municipality into voting districts. The registrars of voters of any municipality taking such action shall provide a suitable polling place in each district but, if the registrars fail to agree as to the location of any polling place or places, the legislative body shall determine the location thereof. Polling places to be used in an election shall be determined at least thirty-one days before such election, and such polling places shall not be changed within said period of thirty-one days except that, if the municipal clerk and registrars of voters of a municipality unanimously find that any such polling place within such municipality has been rendered unusable within such period, they shall forthwith designate another polling place to be used in place of the one so rendered unusable and shall give adequate notice that such polling place has been so changed. The registrars of voters shall keep separate lists of the electors residing in each district and shall appoint for each district a moderator in accordance with the provisions of section [9-229](#) and such other election officials as are required by law, and shall designate one of the moderators so appointed or any other elector of such town to be the head moderator for the purpose of declaring the results of elections in the whole municipality. The registrars may also designate a deputy head moderator to assist the head moderator in the performance of his duties provided the deputy head moderator and the head moderator shall not be enrolled in the same major party, as defined in subdivision (5) of section [9-372](#). The selectmen, town clerk, registrars of voters and all other officers of the municipality shall perform the duties required of them by law with respect to elections in each voting district established in accordance with this section. Voting district lines shall not be drawn by a municipality so as to conflict with the lines of congressional districts, senate districts or assembly districts as established by law, except (1) as provided in section [9-169d](#) and (2) that as to municipal elections, any part of a split voting district containing less than two hundred electors may be combined with another voting district adjacent thereto from which all and the same officers are elected at such municipal election. Any change in the boundaries of voting districts made within ninety days prior to any election or primary shall not apply with respect to such election or primary. The provisions of this section shall prevail over any contrary provision of any charter or special act.

Cite as Conn. Gen. Stat. § 9-169

Source:

(1953, S. 651d; 1961, P.A. 398, S. 2; 1963, P.A. 323, S. 2; 1967, P.A. 557, S. 1; 831, S. 4; 1971, P.A. 836, S. 1; P.A. 73-657, S. 1, 13; P.A. 74-197, S. 2; P.A. 85-592, S. 10; P.A. 86-2.)

Case Notes:

Council not authorized to change number or boundaries of wards fixed by charter. [140 Conn. 517](#). Cited. 192 C. 399.

Cross References:

See Sec. [9-240](#) re provision of suitable rooms for elections and voting tabulator booths.

§ 9-169f. Reapportionment required for certain municipal legislative bodies

Not later than June first in the year after the first regular General Assembly election following a reapportionment of the General Assembly, each municipal legislative body whose members are elected wholly or partially on the basis of a geographical division of the municipality shall adopt a reapportionment plan for such legislative body. Any such municipal reapportionment plan (1) shall be based on population data for the municipality from the most recent decennial census of the United States and (2) may provide for geographical divisions which use the same borders as General Assembly districts in the municipality.

Conn. Gen. Stat. 9-169f Reapportionment required for certain municipal legislative bodies
(General Statutes of Connecticut (2022 Edition))

“One person, one vote” principle under the 14th Amendment’s Equal Protection Clause.

The One-Person One-Vote Rule refers to the rule that one person’s voting power ought to be roughly equivalent to another person’s within the same state.

The rule comes up in the context of Equal Protection. The most relevant Supreme Court case is *Reynolds v. Sims*, 377 U.S. 533 (1964). In that case, the Court held that states need to redistrict in order to have state legislative districts with roughly equal populations: "The Equal Protection Clause requires substantially equal legislative representation for all citizens in a State regardless of where they reside."

In *Evenwel v. Abbott*, 578 U.S. (2016), the Supreme Court held that when drawing legislative districts, state legislatures may use the total population of areas within the state, rather than being restricted to using the voting-eligible populations.

Brennan Center for Justice

The elegantly simple idea that those elected to legislatures across the nation actually “represent people, not trees” is not a part of the written text of the Constitution, but for the past 52 years, it has been a part of the basic understanding that each person who casts a vote is equal to every other voter. It is essential to the core theory of a democracy, that the people rule, and do so with equal political authority.

That has come to be known as the equality principle of “one-person, one-vote,” and it has had its most important use in describing what is supposed to be the constitutional result of drawing up new legislative districts after each ten-year census counts the American people.

National Constitution Center

CHAPTER II. LEGISLATIVE BRANCH

Section 1. Town Council.

The legislative power of the Town shall be vested in a Town Council, hereinafter referred to as Council, consisting of twenty-one (21) members elected as provided herein and having the powers and duties conferred herein and by law. Its members shall serve without compensation. The Council shall be the judge of the qualifications of its members. Notwithstanding any other provision of this Charter, no member of the Council shall hold any other office or position of the Town, appointive or elective, permanent or temporary except as a member of a special or standing committee created by the Council.

Section 2. Composition and Election.

At the Town election, the members of the Council shall be elected from and by voting districts of the Town for terms of two (2) years. The number of voting districts in the Town shall be established from time to time upon the affirmative vote of two-thirds (2/3) of the members of the Council present at a meeting duly warned for such purpose. Voting districts so established shall consist of substantially equal population. The boundaries of voting districts in the Town shall be set from time to time by a majority vote of the Council. There shall be one (1) Council member for such number of Town residents or fraction thereof as shall be determined by the Town Clerk as herein provided. During the last full week of June in the year of the Town election, the Town Clerk shall determine the total number of Town residents. The Town Clerk shall then divide the total number of residents by twenty-one (21) and allocate to each district such number of Council members as said district is entitled to on a proportionate basis.

Each Council member shall, during the term of his/her office, reside in the voting district from which he/she was elected.

In each district no political party may nominate more than one (1) less than the number of Councilmen to be elected from the district, and each voter may vote for as many Council members as may be elected from the district.

Section 3. Chairman and Vice-Chairman.

The Council shall hold an organizational meeting on the first (1st) Monday of December following the Town election and elect one (1) of its members Chairman, but such office shall not deprive the Chairman of his/her vote on any question. The Chairman shall preside over all meetings of the Council and perform such duties consistent with his/her office as may be imposed by the Council. The Council shall also elect one (1) of its members to the Office of Vice-Chairman who shall assume all the duties of the Chairman whenever and for whatever period of time the Chairman shall designate, or when the Chairman is absent from a meeting of the Council.

Upon the death or resignation of the Chairman, the Vice-Chairman shall assume the duties of Chairman until the Council shall elect a new Chairman.

Town of Trumbull
2022 Redistricting Committee
Minority Report
Submitted to the Trumbull Town Council

Connecticut General Statute 9-169 designates the legislative bodies of each municipality establish the voting districts. The Trumbull Town Charter, silent on the number of required legislative districts does mandate the election of twenty-one (21) members of the Town Council. The number of legislative districts has fluctuated over the years. In 2020, the Town Council changed the municipality voting districts from four (4) to seven (7).

The Town Charter does not set forth a requirement for a Redistricting Committee. The Town Council established it as it has customarily in the past to delegate its legislative function to redraw lines in accordance with the latest census determination.

Each Council district must be compact in form and be composed of adjoining (contiguous) area. Populations of the council districts must be substantially equal. Before 2020 Trumbull was divided into four (4) legislative districts. The want to divide for seven districts, made by Trumbull Democrats, applied to the 2021 election, and the Town Council continues to consist of twenty-one (21) members, with required minority representation from each legislative district.

The Council delegated its legislative function by Resolution to a Committee on Redistricting comprised of seven (7) members.

- The Committee included three (3) Democratic party members and two Republican party members.
- The majority party politicized the Committee by not constituting a balanced Committee and rejected a minority party councilman.
- No attempt was made by the Council to ensure that at least one (1) member of the Commission resides in each Council district.
- Co-chairs, one from each major political party were not appointed.
- One seated elector presently serves as the chairman of one of the town's major political parties.
- In addition, the Democratic and Republican Registrars of Voters were seated as voting members of the Committee.

The size and organization of the Committee was determined by the First Selectman, Council chair and majority party.

The Committee was established by the Trumbull Town Council on January 6, 2022, under RESOLUTION TC29-22 which stated:

1. The 2022 Trumbull Redistricting Committee be and the same is hereby established;
2. The said Committee shall consist of seven (7) members comprising the two (2) Registrars of Voters, two (2) Town Council members, one from each political party, and three (3) electors of the Town of Trumbull;
3. The said Committee shall recommend to the Town Council a redistricting plan comprising voting districts of substantially equal populations, including the specific boundary lines of each of those districts;
4. The said Committee shall hold its organizational meeting no later than February 1, 2022; and
5. The said Committee shall render its final report to the Council no later than April 4, 2022.

The basis of this minority report is encapsulated in item number three (3) of the resolution: "The said Committee shall recommend to the Town Council a redistricting plan comprising voting districts of substantially equal populations, including the specific boundary lines of each of those districts."

As will be discussed in this report the Committee majority rejected the consideration of any alternative number of legislative districts to the current seven (7).

Republican party members agreed that while compactness should be a requirement for a close union of area rather than a requirement dependent upon a district being of any shape or size, it is subservient to the requirement of substantial equality of population among districts. The population deviation of the seven (7) districts is within the acceptable ten percent (10%) deviation, so the greater geographical area did not affect voting strength. Though it should be noted the Committee majority sought in all practical ways to achieve a zero (0) deviation, well below the federal required standard.

It should be noted that over time, the courts have established a formula for analyzing the "maximum population deviation" among districts for legislatively enacted redistricting plans for local representatives. The court first creates a hypothetical ideal district by dividing the total population of the unit (state, city, or county) by the total number of districts elected representatives who serve that population (in Trumbull's case, that current number is seven (7)). Then the court adds together the percentage population variation of the largest and smallest district in comparison to the ideal district. If that figure is under ten percent (10%) the court regards the difference as de minimis and is unlikely to find an Equal Protection violation. If that figure is over ten percent (10%) the court regards the difference as presumptively invalid, and the government must provide substantial justification to sustain the plan.

The contiguity requirement mandates that there be no division between one part of a district's area and the rest of the district; in other words, contiguous area, or territory, is territory touching, adjoining, and connected, as distinguished from territory separated by other territory. Committee Republicans agreed to use total population, not registered voters for the purpose of redistricting, even as it continued to question offering more than one meets and boundaries to the Town Council.

While the public was noticed and allowed to attend all meetings of the Committee held in a virtual manner there were no community or district forums for the public to provide in-person input to the number of districts, representatives, or boundary mapping of meets and bounds descriptors. The Committee conducted a total of twelve (12) virtual meetings beginning January 13, 2022, concluding March 10, 2022.

- The Committee did not actively seek to engage the Community in the process of drawing new Council Districts.
- The Commission did not meet more than the minimum standard for any regular board, committee, or commission of the town in its outreach.
- It did not contact or make any presentation to distinctive community stakeholder groups, including political parties, civic associations, and communities of interest.
- Every member of the Committee attended all or most of the Committee meetings and participated in the virtual presentations.
- Town Council majority scheduled no public hearings on redistricting at all.
- The public was not presented in person through an open public forum with a district boundary map as prepared for the Committee.

By rejecting the Committee minority party motion to consider districts less than seven (7) the public was excluded from being heard on the needs, wants, and redistricting desires of Trumbull citizens.

This report identifies and highlights deficiencies which the minority believe affects the outcome of a full, fair, and proper redistricting.

- Rejection by the Committee majority for a full, complete, and comprehensive discussion of any district number change more or less than the current seven (7) district model.
 - Four (4) legislative districts to better conform to new four (4) House District boundaries as preferred by State Statute.
 - Three (3) legislative districts would reduce the use of town facilities and resources for voting purposes.
- District lines should have been renumbered in a fashion more closely aligned to where they currently exist.

- Population totals for each district.
 - 2% variation (app. 100 people) per district is both reasonable and acceptable. The U.S. Federal Districts within Connecticut fell between 0.5% - 5%. No Statute states a specific margin, reasonably be close in population is the standard. The Commission majority sought to ensure a near zero percent (0%) variation in population. The near zero percent (0%) deviation required cutting in and out of some odd streets/delineators which would have been much clearer and could have made for better, more compact, and concrete districts (i.e., a border line all the way down Edison Road versus only halfway) those considerations were rejected as was a map that would have had only two (2) split districts.
- The majority party voted to not look at any alternative from three (3) to six (6) districts. This should have been considered.
- Minority representatives requested a mapping of districts less than seven (7). This request was rejected by the Committee chair during the Committee discussions. The request for additional mapping was to review alternatives to seven (7) districts while ensuring equal population. It was further intended to visually present any alternatives to seven (7) districts. The current district model ensures a Town Council super-minority of seven (7). Such a minority may thwart the will of the voters should they choose to want one party over another governing the town for legislation requiring a super majority vote of the Town Council as defined in the Town Charter.

For these reasons, the 2022 Trumbull Redistricting Committee minority members present this report, urges the Council to reject the Committee majority report and requests the Town Council to instruct the Committee to address the deficiencies as outlined in this minority report.

Submitted,

Steve Lemoine

Stephen Lemoine, Town Council Representative

Mark Block

Mark Block, elector