



# Town of Trumbull

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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

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### 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 the 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 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 123<sup>rd</sup> 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.

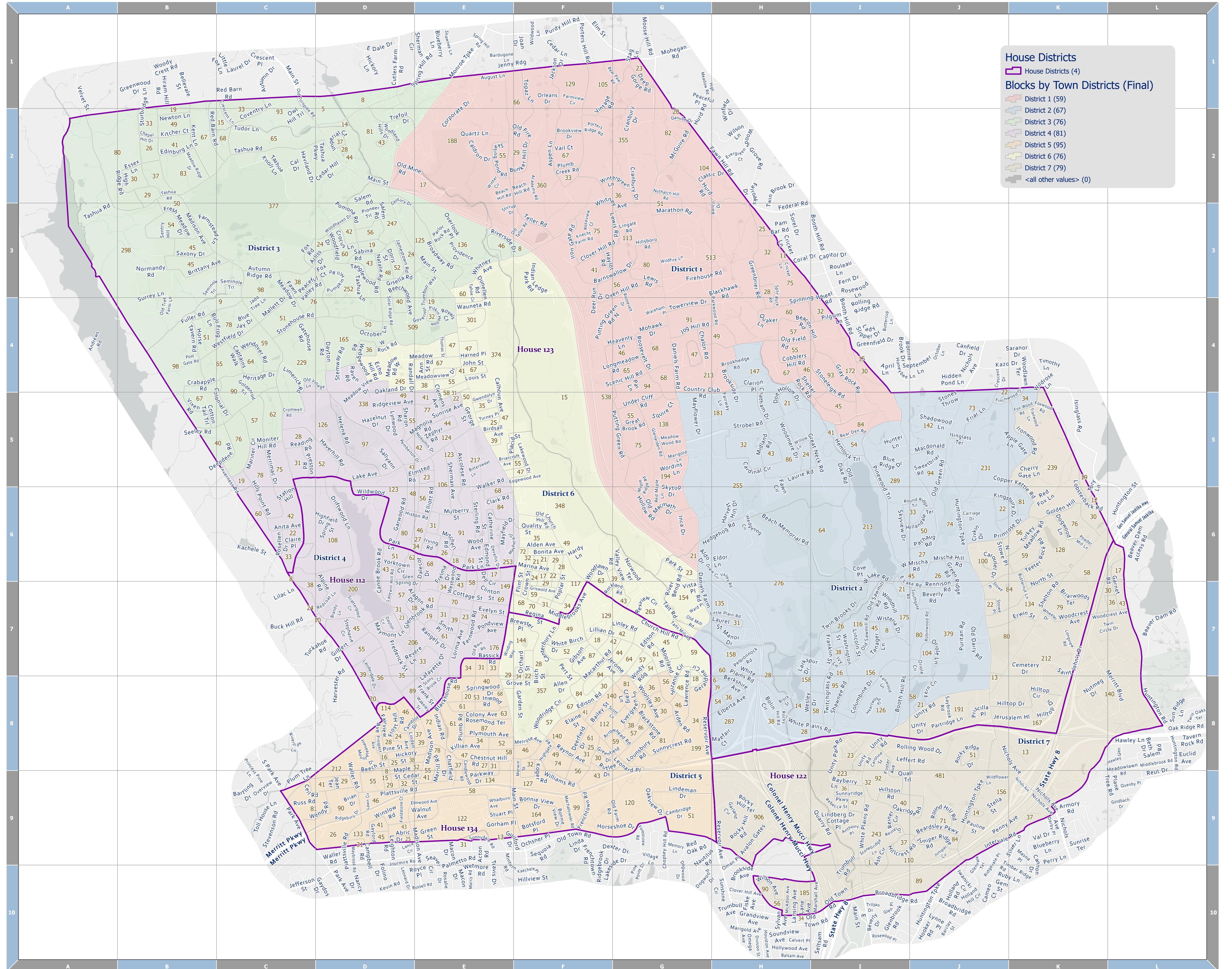
Westerly: Reservoir Avenue.

### Notes:

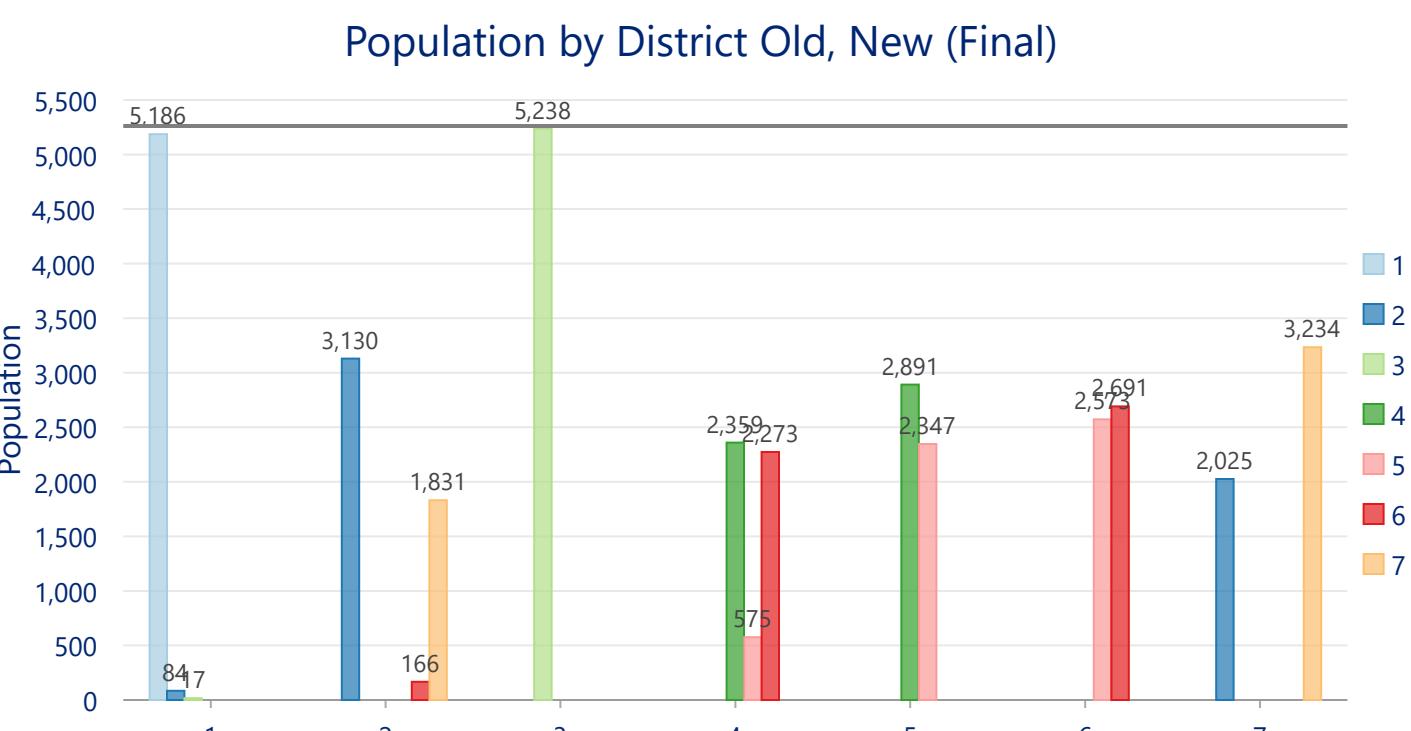
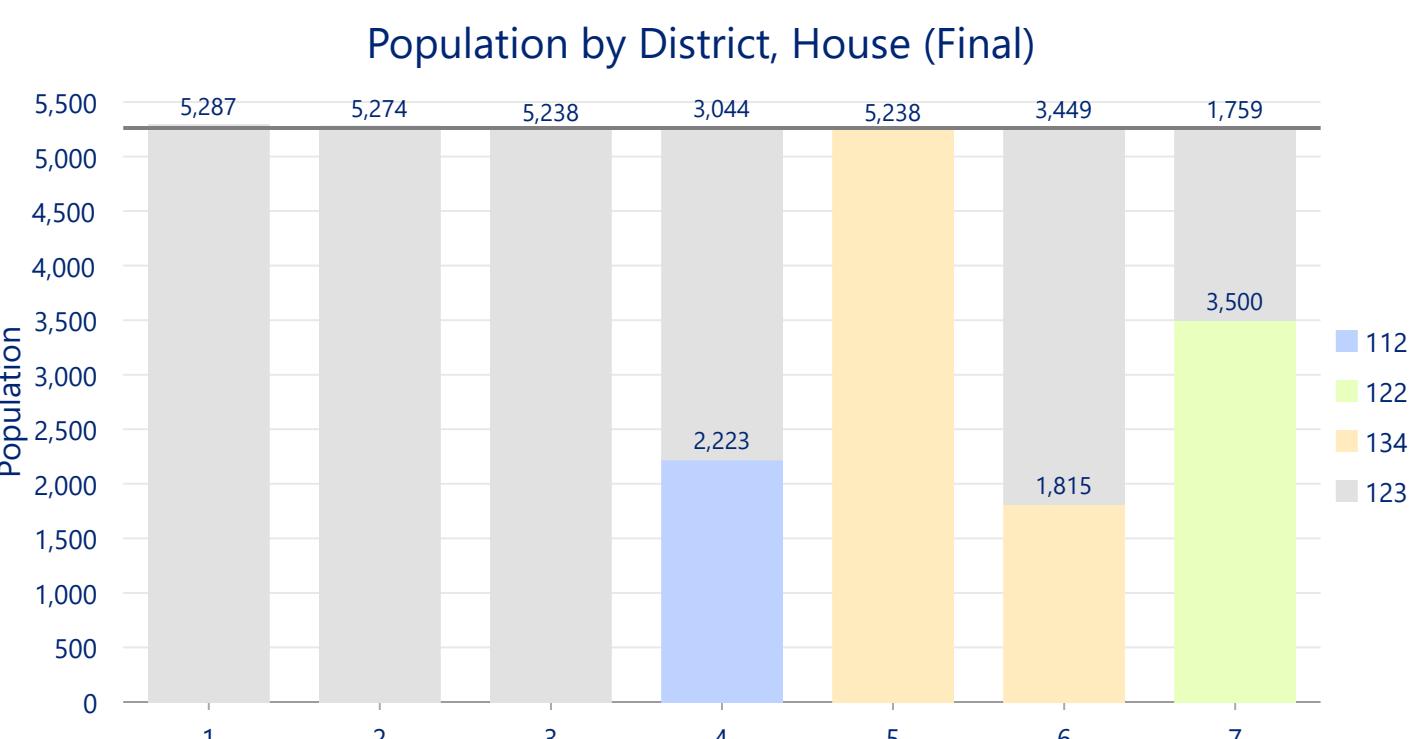
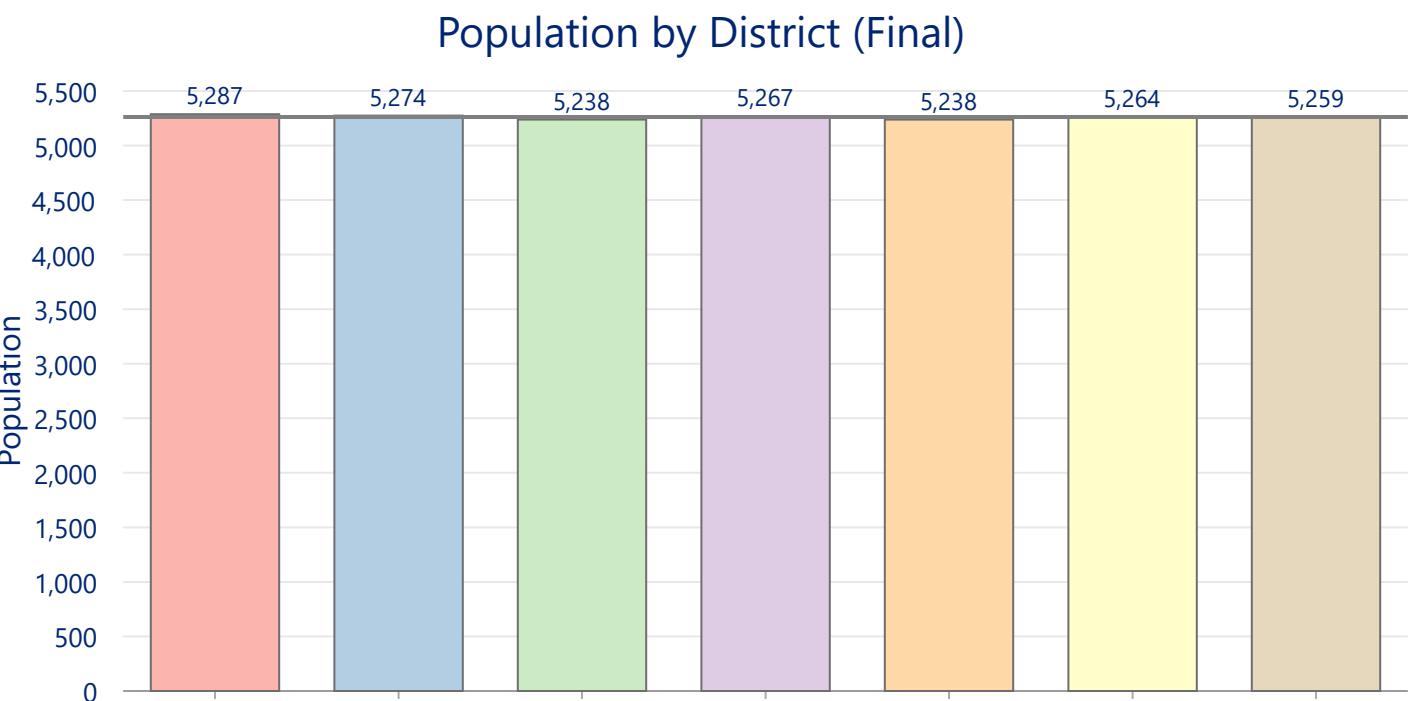
1. In the boundary descriptions above, the dividing lines between districts run down the middle of the named streets and watercourses. So, for example, when a District 5 boundary is described in part as "Northerly: Fairview Avenue ..." the middle of Fairview Avenue is the dividing line, and all the houses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

# Trumbull Redistricting 2022



## 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   |  |
| <a href="https://www.cga.ct.gov/rr/taskforce.asp?TF=20210401_2021%20Redistricting%20Project">https://www.cga.ct.gov/rr/taskforce.asp?TF=20210401_2021%20Redistricting%20Project</a>       |  |
| US Census 2020 Decennial Census   |  |
| <a href="https://www.census.gov/programs-surveys/decennial-census/about/rdo/summary-files.html">https://www.census.gov/programs-surveys/decennial-census/about/rdo/summary-files.html</a> |  |
| US Census Blocks, Fairfield County, CT  |  |
| US PL94-171, Summary Tape File, Fairfield County, CT  |  |
| GBRC, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc., METI/NASA, USGS, EPA, NPS, US Census Bureau, USDA   |  |

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## 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.