To the Connecticut Reapportionment Commission **Proposal for Changes to State House Districts 149, 150 and 151**



June 24, 2011

To the Members of the Connecticut Reapportionment Commission Districts 149, 150 and 151 Redistricting Proposal

We the undersigned residents of Greenwich request that State Assembly Districts 149, 150 and 151 be redistricted to erase the effects of past gerrymandering, to create districts that respect established neighborhoods and group similarly situated residents into the same districts. This proposal if adopted will result in compact and contiguous districts of comparable size, with similarly situated voters within the same district, and will lead to more competitive elections by grouping voters in districts better designed to meet the goals of legislative re-districting: to preserve "fair and effective representation." *Gaffney v. Cummings*, 412 U.S. 735, 749, 93 S. Ct. 2321 (1973).

Attached as Exhibit A is a map of the Assembly Districts 149, 150 and 151 as they were drawn after the 2000 census. Attached as Exhibits B is the Greenwich GIS Map showing Assembly districts and Representative Town Meeting ("RTM") districts as they exist today, overlaid and color coded. Exhibits C shows the proposed districts 149, 150 and 151 redrawn based on the 2010 census with the RTM districts. Exhibit D shows the individual districts and identified the streets used as boundaries. Although we have not had access to the public terminal to generate census maps, we have used voter registration records to confirm that the redrawn districts are of comparable size. We will supplement this proposal after we have access to the public terminal with census data and maps of the proposed districts to assist the Commission's deliberations.

The result of the proposed redistricting would be:

- to reunite villages and neighborhoods that had been sundered by past redistricting,
- to group similarly situated residents in the same voting districts,
- to reduce multidistrict polling places,
- to increase the competitiveness of elections, and
- to increase the effectiveness of representation (i.e. the ability to influence the Legislature through elected representatives) selected in accordance with the demographics of the districts.

The proposed redistricting is not a radical departure from the existing districts and would maintain all the current representatives in their same districts in which registered Republicans would continue to outnumber registered Democrats.

Since Greenwich is surrounded on three sides by New York State and no change is proposed to the portion of District 149 in Stamford, this redistricting plan does not propose changes to districts in any other town or city.

The Districts Should Be Redrawn to Correct Past Gerrymandering and to Reunite Neighborhoods and Villages

Political gerrymandering to make a seat "safe" for one party or to protect incumbency is not a proper goal of redistricting:

"... It is arguably unfair to individual voters and potential candidates for political office who find themselves locked into districts deliberately structured to be "safe" districts for a party they oppose."—*Cummings v. Meskill*, 341 F. Supp. 139, 149-50 (1972).

This proposal is not an exercise in political gerrymandering but is designed to undo the anticompetitive effects of past gerrymandering that has resulted in noncompetitive and uncompetitive elections for state representative in the Greenwich House districts.

We urge the Commission to undo the effects of past gerrymandering and to resist any efforts to gerrymander Greenwich.

Greenwich has a well-deserved reputation as a Republican town. No Democrat has been elected to the State House of Representative since 1912. Town wide the voter registration numbers as of February, 2011 (Exhibit E) bear out the registration advantages to Republican candidates: out of 34,360 registered voters there are:

- Republicans 13,192 (38 %),
- Unaffiliated 12,307 (36 %), and
- Democrats 8,861 (26 %).

However, the percentages are not uniform among neighborhoods, with the Republican percentages higher, not surprisingly, in the more affluent backcountry and shore communities and the Democratic percentages higher in the more densely populated neighborhoods along the U.S. Route 1 (known locally as Putnam Avenue or the Post Road) corridor. Moreover, Greenwich has eight public housing complexes, with higher than average minority populations that are located in the more densely populated areas.

Also, the number and percentages of Unaffiliated and Democratic voters has risen with each census as shown in the chart attached as Exhibit F. Greenwich is much friendlier to non-Republican candidates today than it was in the past as the Republican party has lost voting share and the percentage of Unaffiliated and Democratic voters has increased. Greenwich has elected three Democratic First Selectmen in recent years, but no Democratic representative candidate has been elected since 1912, in part because the house districts were configured artificially to be safe seats for Republican candidates. Many elections have been one-sided or uncontested because gerrymandering maintained a roughly 2-1 Republican majority in every district.

The worst gerrymandering occurred after the 1980 census. In 1979 Greenwich elected its first Democratic First Selectman, Ruth Sims. She won the general election by only a handful of votes. After the result was challenged in court and a new election was held, Ms. Sims won the special election by a comfortable majority. Greenwich Democrats were looking forward to the next State Assembly races because they were able to generate substantial votes for the Democratic candidate from two largely working class communities in town: Central Greenwich and Cos Cob, which were then both in the same district, District 151, in a districting plan that divided the town into three districts (westside, eastside and backcountry). Before the next Assembly election, however, the house districts were redrawn in the reapportionment after the 1980 census. Both central Greenwich and Cos Cob neighborhoods were cut in half with those voters in the southern streets forced to vote with the shore Republicans and those voters in the northern streets forced to vote with the backcountry Republicans.

An article in The Greenwich Time dated July 30, 1981 (Exhibit G) describes the radical redistricting in Greenwich after the 1980 census:

"Greenwich retains three House districts formed entirely within the town's borders. However, every boundary is changed. Currently, the top of Greenwich is represented by one district and the bottom half of the town is comprised of two side by side districts. The proposed plan would divide the top of the town in two and create a single shoreline district."

The redistricting after the 1990 census moved a portion of the Riverside community from District 150 to District 151, which, according to local lore, was done to protect an incumbent from a primary challenger who lived in the redistricted area. This redistricting made little sense otherwise as it split up the tightly-knit Riverside community, which revolves around Riverside School, Riverside Yacht Club and Riverside train station where many of the neighborhood residents commute to Manhattan, and combined it with the North Mianus neighborhood on the north side of the Post Road, which has many Italian-American families who have lived in the same neighborhood for generations which revolves around the North Mianus School and local institutions like the St. Lawrence Club.

The post-1980 census districts sundered Central Greenwich, Cos Cob, Riverside and Old Greenwich into north and south sections, with the northern streets combined with the affluent back country Republican neighborhoods and the southern streets combined with the affluent Republican shore communities. The post-1980 redistricting divided downtown Central Greenwich into three pieces and deposited one piece in each district. Three of the largest public housing complexes, Wilbur Peck Court, Quarry Knoll and Agnes Morley, which had been in District 151 were moved to District 150, where their votes were diluted by voters who live in the private gated communities along the shore with which they have little in common. Chickahominy, a working class community with the largest Housing Authority project, Armstrong Court, was divided into two parcels with one part going to District 149 to vote with the backcountry and the remainder joined with the exclusive Belle Haven area from which it was separated by the railroad and Interstate 95 in the new shoreline District 150.

As a result of gerrymandering, the ratio of Republican to Democratic voters in all three districts remained roughly 2-1 which discouraged contested campaigns and protected the Republican incumbents from serious challenge.

The Districts Should Be Redrawn to Reflect Changing Demographics and to Combine Like Residents in the Same District

Greenwich is a large town with 61,171 residents as of the 2010 census, of which 44,833 are registered voters, which live within 48 square miles in a community made up of villages and neighborhoods. The Greenwich Plan of Conservation and Development drafted by the Planning and Zoning Commission and adopted by the RTM on

May 12, 2009, recognized the importance of preserving villages and neighborhoods:

"Over the centuries several communities developed in Greenwich that persist to this day as centers in many cases with their own business district, post office, school, houses of worship, train station, firehouse, library, and community center or park.

Historically, Greenwich grew around several neighborhoods. Some of these neighborhoods have become small villages with a variety of localized services: schools, parks, fire protection and, in some instances, businesses that serve the local neighborhoods."

The proposed redistricting plan fulfills the goals of the Plan of Conservation and Development to preserve villages and neighborhoods (POCD CH 4, Exhibit H) by reuniting villages that were split up in the previous redistricting like Central Greenwich, Cos Cob and Riverside and neighborhoods that were split up like Chickahominy.

Greenwich has a 230 member Representative Town Meeting ("RTM") whose members are elected by districts that roughly correspond to recognized villages or areas within the Town. Annexed hereto as Exhibit I is a map of the RTM districts and polling places with the three existing house districts superimposed and shaded. The RTM districts generally correspond to recognized neighborhoods as shown in the Greenwich GIS Neighborhood Map annexed hereto as Exhibit J. The results of gerrymandering are evident when comparing the legislative districts with the RTM districts as shown on the map (Ex. I). For example, District 151 in the central and eastern portions of the town includes the following portions of RTM districts partially located in either District 149 or 150: 1A, 2A, 5A, 7A, 10A and 11 (partial). District 149 has 11A. District 149 and 150 split neighborhoods with 1B and 3A splintered into District 149. As a result, neighboring voters at the same polling places often find themselves voting in different legislative districts. Also the splinter districts tend to be smaller and less significant so the splinter district voters have less clout in electing representatives than their neighbors in the districts left alone by reapportionment. District 1 has 1503 voters, District 1A only 945 voters and District 1B only 268 voters; District 2 has 2069 voters, District 5A has only 106 voters: District 7 has only 1257 voters, while District 7A has 1805 voters; District 10 has 3007 voters, District 10A has only 196 voters. District 11, the most Republican District, has 2021 voters and District 11A has only 1651 voters.

The proliferation of splinter districts frequently leads to confusion at the polling places because two or more polling stations serving the voters split into the splinter districts are located at the same polling place.

There is perhaps no better indicator of common interests than zoning districts. Attached as Exhibit K is the zoning map for Greenwich. Neighborhoods tend to have comparable housing density and many Greenwich residents identify themselves by village and neighborhood, reflected in the map of Greenwich neighborhoods (Exhibit J). The RTM districts also tend to track villages and neighborhoods and are also shown on Exhibit J.

Greenwich is a much more diverse municipality than is commonly thought. With 34,677 registered voters as of February 2011, the distribution of voters by party registration is not uniform. Annexed hereto as Exhibit E is a chart comparing voter registration by RTM District, which confirms that the strongest concentration of Republican voters are in the more affluent shore districts, with many voters residing in private gated communities, and the back country with minimum four acre zoning (RA 4) in large parts of the northern section in RTM Districts 10 and 11. Other backcountry areas are zoned for minimum one (RA 1) or two acre (RA 2) zoning. Much of the shore is zoned for one or two acre lots (RA 1, RA 2). Conversely, non-Republican registration is concentrated in the more densely populated central districts where smaller houses are on smaller lots (RA 6, RA 7, RA 12, and RA 20) and two family (RA 6) multifamily housing (RA MF), including eight public housing projects, are located. The POCD (CH 3, Exhibit H) discusses the zoning and types of housing in the southern areas of town that are not found in the backcountry or along the shore.

The most Republican districts are the backcountry districts: RTM Districts 10, 10A, 11 and 11A and the eastern and central shore, RTM District 2. Much of the backcountry is zoned for four-acre lots (Exhibit K). Many residents along the shore in RTM District 2 live in private gated communities in one or two acre zones (Exhibit K). The most diverse districts are those in the middle of town along U.S. Route 1 (i.e. the historic Boston Post Road known locally as East and West Putnam Avenue or Post Road): District 1, 1A, 3, 8, and 12, where the house and lot sizes are much smaller and multi-family housing and public housing are located (Exhibit K). The relative population density and most of the "villages" that comprise Greenwich can be seen clearly in the GIS map showing parcels in Greenwich south of the Merritt Parkway with zoning overlay attached hereto as Exhibit L.

The reapportionment after the 1980 census carved up the more densely populated neighborhoods and separated the public housing developments into different legislative districts and ensured Republican dominance by pairing them with more affluent neighborhoods, as can be seen by comparing the legislative district maps (Exhibit A) and the zoning maps (Exhibit K). The two of the larger public housing projects were dealt into separate districts: Wilbur Peck District into District 150 and Adams Gardens into District 151. The largest housing project, Armstrong Court, along with Wilbur Peck Court, was dealt into District 150 and linked to the adjacent private shore community of Belle Haven, although separated by I 95, the railroad tracks and with no direct access between

these very disparate neighborhoods.

As noted above, partly as a result of gerrymandering, neighborhoods with more modest homes have been paired with much more affluent parts of town. The proposed legislative districts (Exhibits B, C, D) largely group neighborhoods together in districts that also have similar housing density and reunite sundered neighborhoods with populations of common interests. Neighborhoods with small houses, lots and multifamily units, which are now divided and districted with private, restrictive communities with mansions along the shore or in the back country, will be able to vote in the same district at the same polling places with similar neighborhoods if this proposal is adopted.

The redistricting proposal generally follows the RTM districts, reunites neighborhoods and reverses the gerrymandering after the 1980 and 1990 censuses. The plan reunites in the same House districts the now-divided neighborhoods of Chickahominy (RTM District 3), Central Greenwich (RTM District 1), Cos Cob (RTM Districts 8 and part of 2), and Riverside (RTM District 5). As shown in the Proposed Plans appended as Exhibits B, C, D, under this proposal the Pemberwick neighborhood in RTM District 4 would be combined with the contiguous Glenville neighborhood in RTM District 9. Those neighborhoods would be joined in a central district that stretches from the western to the eastern town border that includes similar neighborhoods in Cos Cob and North Mianus. RTM District 1 would be reunited in District 150. RTM District 5 would be reunited in District 150. These districts would be part of a southern shore district. RTM District 10 and 11 would be reunited in District 149, in the northern backcountry district that also includes backcountry Stamford. RTM District 7 would be reunited into District 151. One deviation from the RTM district lines would be to reunite South Cos Cob, the only portion of RTM District 2 north of the Thruway (Interstate 95), and reunite it with the rest of Cos Cob in District 151.

Comparison of the House districts and the elementary school districts also highlights the communities split by the gerrymandering. Greenwich elementary schools are organized largely by neighborhood as shown on the map annexed hereto as Exhibit M. Public school students in Central Greenwich primarily attend Julian Curtiss School, in Cos Cob they attend the Cos Cob School, in Riverside they attend the Riverside School, in Chickahominy they attend the Hamilton Avenue School, and in the backcountry, students attend either the North Street School or the Parkway School. The effect of the gerrymandering has been to place parents in the same school districts into different House districts with these school districts often split among two or three different House districts. The proposed plan largely follows the elementary school districts with New Lebanon, Hamilton Avenue, Julian Curtiss, Riverside and Old Greenwich school districts joined in District 150, Glenville, Cos Cob and Dundee school districts joined in District 151 and North Street and Parkway school districts joined in District 149. Any overlap between the school districts and different House districts is minimized and often results from school districts extending beyond the traditional neighborhoods they served for enrollment purposes to include dissimilar areas.

If you feel the need to increase the size of District 150 we suggest you move the neighborhoods in RTM District 7 that are closely identified with the downtown area and share zoning characteristics as shown in the map annexed as Exhibit N. This portion of RTM District 7 features smaller houses and lot-size (RA-6, RA-7, RA-20) and pockets of multifamily housing (R MF), which Greenwich residents recognize as downtown neighborhoods linked to Central Greenwich rather than the midcountry neighborhoods with larger homes on one and two acre lots (RA-1, RA-2) as in the rest of RTM District 7, as shown in Exhibit K. If you need to move more voters from District 151 to District 150 we suggest you expand the area to be moved as shown on Exhibit O that would run up Valley road to Alden back to Valley to Glenville Road, lower Lake Avenue to Sheldrake, Deer Park Drive, Patterson and lower North Maple Road.

The goal in these alternative plans as in the primary proposal is to preserve neighborhoods and distinctive areas of town so that similarly situated voters reside in the same district. Under no circumstances should you exacerbate the effects of past gerrymandering by combining disparate neighborhoods simply to provide safe seats for any political party or incumbent as has been done in the past.

When we have access to the public terminal and census data we will supplement this report to assist your efforts

Conclusion

Districts 149, 150 and 151 were gerrymandered in 1980 to make safe seats for Republican candidates in all three districts by splitting up villages and neighborhoods. This disparity in registration was compounded when Riverside was split up after the 1990 census. Reapportionment based on the 2010 census presents a golden opportunity to right an historic wrong and to re-establish competitive elections and more effective representation for the voters in these districts. Although, even as redrawn, District 149 would remain an overwhelmingly Republican district as are the affluent neighborhoods contained therein, Districts 150 and 151 while still majority Republican would become much more representative of the party registrations in the neighborhoods and villages in the southern sections of Greenwich which, in turn, will lead to more competitive elections and more effective representation of the voters.

Ed Knomeich Joe Amturit

State House of Representatives Redistricting Plan 2001, Greenwich



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Town of Greenwich 2001 Assembly, RTM Districts





Proposed Redistricting Plan for State House Districts 149, 150 and 151



Proposed Redistricting Plan for State House District 149



Proposed Redistricting Plan for State House District 151



Proposed Redistricting Plan for State House District 150



Town of Greenwich Voter Registration Summary March 1, 2010

DISTRICT	PRECINCT	DEMOCRAT	REPUBLICAN	UNAFFILIATED	OTHER	TOTAL
001		462	458	564	19	1503
001	01	270	342	322	11	945
001	02	87	74	104	3	268
002		510	898	643	18	2069
002	01	17	48	39	2	106
003		408	340	485	17	1250
003	01	60	55	92	2	209
004		552	533	776	11	1872
004	01	139	200	266	6	611
005		525	927	591	19	2062
005	01	197	319	253	2	771
006		899	1085	981	20	2985
007		295	554	397	11	1257
007	01	454	734	594	23	1805
008		1003	1407	1472	32	3914
009		723	1036	1171	29	2959
010		604	1282	1091	30	3007
010	01	41	86	66	3	196
011		451	901	648	21	2021
011	01	333	743	564	11	1651
012		831	1170	1188	27	3216
TOTALS		8861	13192	12307	317	34677



			TOTAL								TOTAL
DISTRICT	DEMOCRAT	UNAFFILIATED	REGISTER	DISTRICT	DEMOCRAT		OTHERS		REPUBLICANS		REGISTER
1	782	957		1	680	23%	953	33%	1289	44%	2922
2	509	675		2	160	16%	294	29%	563	55%	1017
2A				2A	208	20%	346	33%	509	48%	1063
3	442	566		3	283	29%	299	31%	398	41%	980
3A				3A	166	30%	183	33%	207	37%	556
4	662	1025		4	352	24%	583	40%	527	36%	1462
4A				4A	200	22%	378	41%	338	37%	916
5	706	831		5	460	16%	825	29%	1519	54%	2804
6	873	949		6	556	20%	760	27%	1470	53%	2786
7	715	949		7	383	16%	693	29%	1302	55%	2378
7A				7A	112	21%	160	30%	259	49%	531
8	986	1471		8	811	22%	1253	33%	1682	45%	3746
9	711	1173		9	661	22%	1120	37%	1213	41%	2994
10	633	1150		10	363	13%	853	30%	1642	57%	2858
11	758	1198		11	293	13%	602	27%	1303	59%	2198
				11A	148	13%	343	30%	651	57%	1142
12	812	1191		12	317	22%	445	31%	695	48%	1457
				12A	415	24%	550	32%	780	45%	1745
	8589	12135			6568	20%	10640	32%	16347	49%	33555
Based on O	fficial Voter Li	st of Nov. 4, 198(Based	on Vote 24 da	ated Oct	t. 19, 1990		

CT. 14 DEM UNAFFIL REP TOTA		Based	on Vote 24 d	ated Oct. 1			
14 DEM UNAFFIL REP IOI/	 						



DISTRICT	DEMOCRAT	%	UNAFFILIATED	%	OTHER	%	REPUBLICANS	%	TOTAL REGISTERED
1	462	31%	566	38%	20	1%	456	30%	1504
1A	275	29%	316	34%	11	1%	336	36%	938
1B	87	32%	107	39%	3	1%	78	28%	275
2	513	25%	631	31%	19	1%	893	43%	2056
2A	18	17%	38	36%	2	2%	48	45%	106
3	403	33%	482	39%	17	1%	336	27%	1238
3A	60	29%	88	43%	2	1%	55	27%	205
4	554	30%	772	41%	12	1%	533	28%	1871
4A	139	23%	267	43%	7	1%	202	33%	615
5	524	25%	584	28%	20	1%	929	45%	2057
5A	198	26%	250	32%	2	0%	322	42%	772
6	895	30%	973	33%	21	1%	1085	36%	2974
7	292	23%	393	31%	12	1%	554	44%	1251
7A	454	25%	600	33%	23	1%	725	40%	1802
8	1000	26%	1467	38%	32	1%	1404	36%	3903
9	724	25%	1159	39%	29	1%	1034	35%	2946
10	604	20%	1081	36%	31	1%	1286	43%	3002
10A	43	22%	66	33%	2	1%	87	44%	198
11	450	22%	639	32%	22	1%	896	45%	2007
11A	333	20%	563	34%	9	1%	749	45%	1654
12	829	26%	1185	37%	25	1%	1173	37%	3212
TOTAL	8857	26%	12227	35%	321	1%	13181	38%	34586
			Based on	Vote 24	dated Oct. 27,	2010			



1 496 25% 758 38% 734 37% 1988 1A 240 22% 379 35% 457 42% 1076 2 380 17% 689 31% 1169 52% 2238 3 456 28% 634 39% 552 34% 1642 4 456 24% 848 44% 636 33% 1940 4A 89 16% 263 47% 206 37% 558 5 373 19% 598 30% 1026 51% 1997 5A 135 17% 270 34% 378 48% 783 6 642 22% 992 34% 1313 45% 2947 7 190 16% 408 33% 621 51% 1219 7A 346 19% 644 35% 859 46% 1849	DISTRICT	TOTAL DISTRICT DEMOCRAT % UNAFFILIATED % REPUBLICANS % REGISTERE										
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719016%40833%62151%12197A34619%64435%85946%1849871520%129637%148142%34928A8025%12338%12238%325968222%119538%123540%31121039015%90236%122749%251910A6711%16729%35160%5851144115%93332%154453%291811A11817%25737%31646%6911273222%111034%142644%3268TOTAL702820%1246635%1565345%35147	5A	135	17%	270	34%	378	48%	783				
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TOTAL 7028 20% 12466 35% 15653 45% 35147	11A	118	17%	257	37%	316	46%	691				
	12	732	22%	1110	34%	1426	44%	3268				
	TOTAL	7028	20%	12466	35%	15653	45%	35147				
Based on Vote 24 dated Oct. 28, 2000												



Greenwich Time, July 30, 1981

Reapportionment plan upsets county districts

By Thomas F. Sweeney Special correspondent

HARTFORD — Politically, many Greenwich, Stamford and Darien residents could be moving next year even if they remain in their present bimes.

State House and Senate reapportionment plans, released yesterday and awaiting final General Assembly approval tomorrow, would hurl thousands of area residents into new voting districts with different legislators. Congressional district lines remain in dispute.

In Stamford, the portion of Springdale now the stepchild of New Canaan's 143rd House district joins an all North Stamtord district served by Republicar®Rep. Christopher Shays. While Darien's 142nd district nibbles away a small portion of Stamford's East Side, the predominantly Greenwich 36th Senate district gobbles up all of North Stamford and loses part of Stamford's West Side. Meantime, Stamford's major Senate district — the 27th — would annex half of Darien's population. The balance of Darien, now served by Sen. John G Matthews, R-New Canaan, would go to Sen Alfred Santaniello, R-Norwalk. Matthews' Swaps Ridgerield for Darien.

Greenwich retains three House districts formed entirely within the town's horders. However, every boundary is changed. Currently, the top of Greenwich is represented by one district and the bottom half of the town is comprised of two side by side districts, each fronting on the Long Island. The proposed plan would divide the top of the town in two and create a single shoreline district.

