

Hello Commissioners,

My name is Ankit Jain. I grew up in Fairfax County and I am a citizen hoping the state will finally have fair districts. I submit these comments to supplement the written testimony I will deliver to you at the 7/27 Northern Virginia public hearing. I have two requests for you. First, I want to explain why I am strongly opposed to the suggestion at your last meeting that your two sets of partisan legal counsel will hire their own partisan map drawers to draw district maps.

I worry this is a great way to back into an incumbent protection gerrymander, because each set of partisan mapdrawers will come into the process with the goal of protecting their party, and the two groups then may agree on an incumbent protection gerrymander as a “compromise.” Even if the Commission were to make it clear that is not what they wanted, the partisan mapdrawers could still sneak in partisanship into the maps they send you.

Rather than doing this, you should hire one, nonpartisan mapdrawer. If you are worried you do not have time to put out a Request for Proposals (RFP), you can direct your legal counsel to work together to hire one, nonpartisan mapdrawer as a consultant for both firms. I specifically recommend you either hire or direct your legal counsel to hire Moon Duchin from MGGG Redistricting Lab at Tufts University. Hiring a nonpartisan mapdrawer is the best way for this Commission to ensure that fair maps will come out of this process and to earn trust from the public that this is the Commission’s goal.

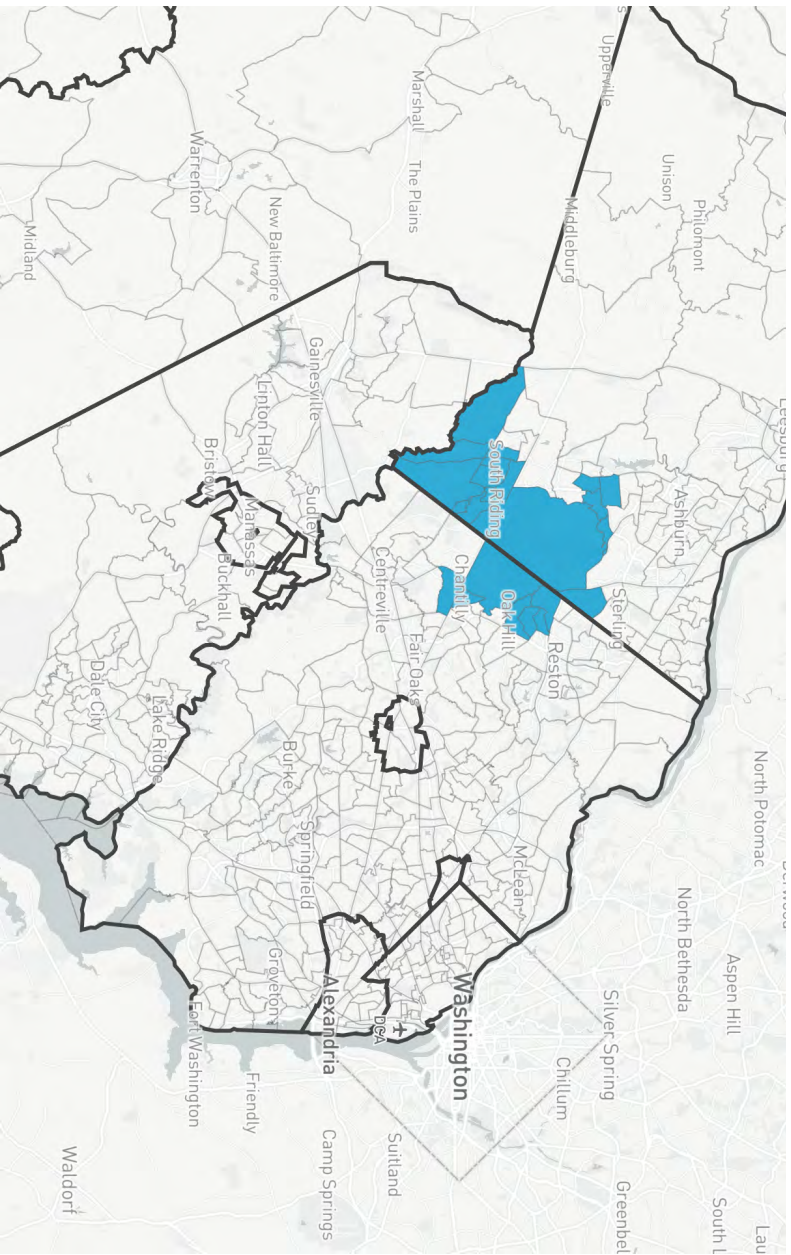
Second, as an Indian-American from Fairfax County, I ask this Commission to draw a House of Delegates Asian opportunity district in either Fairfax or Loudoun County. The first time an Indian-American was elected to the Virginia General Assembly was in 2019—only two years ago. There have still been very few Asian-Americans who have ever been elected to the General Assembly. Fairfax and Loudoun counties now have large Asian-American populations. To ensure Asian-Americans have a proper voice in our state government, the Commission should draw a HOD district that gives Asians the opportunity to elect a candidate to represent them. This is eminently possible—attached to these comments are two potential Asian-American opportunity districts I drew that retain basic compactness criteria. They are also available to




review in more depth at the following links:

<https://drive.google.com/drive/folders/1DUw7phywLYM3VgwHdlvCCFypyyuZHdj?usp=sharing>, <https://districtr.org/plan/31036>, and <https://districtr.org/plan/31041>. I hope you will work to rectify the serious lack of influence that Asian-Americans have in state government by creating this opportunity district.

Thank you,

Ankit Jain



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About redistricting	
About the data	
District homepage	
New plan	
Print / PDF	
Export District-JSON	
Export plan as SHP	
Export plan as GeoJSON	
Export assignment as CSV	
About import/export options	
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MAX. POPULATION DEVIATION:	4.87%

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Loudoun County Oak Grove	0
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Fairfax County Mcnair	0
Fairfax County Frying Pan	0
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Fairfax County Carson	0
Fairfax County Brookfield	0
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Loudoun County Lunsford	0
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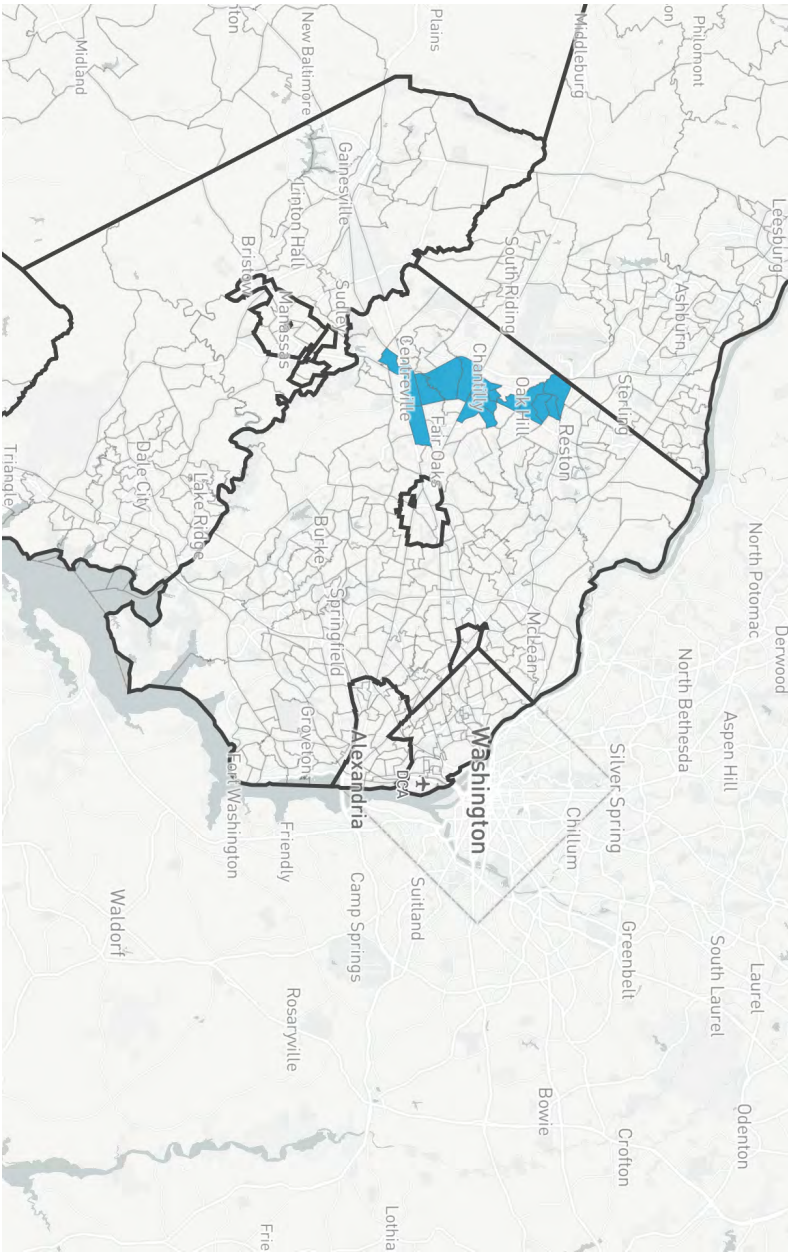
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About redistricting

About the data

District homepage

New plan

Print / PDF

Export District-JSON

Export plan as SHP

Export plan as GeoJSON

Export assignment as CSV

About import/export options

POPULATION:	1,922,140
MAX. POPULATION DEVIATION:	1.41%

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Fairfax County Frying Pan	0
Fairfax County Mcnair	0
Fairfax County Coates	0
Fairfax County Floris	0
Fairfax County Brookfield	0
Fairfax County Rocky Run	0
Fairfax County Poplar Tree	0
Fairfax County Powell	0
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Good afternoon Commissioners,

My name is Bill Millhouser; I am a resident of the Annandale community of Fairfax County.

I want to start by thanking all of you for taking on the responsibility of implementing this new and transparent way of drawing our legislative districts.

I would like to touch on two points today; first, the priority criteria that should guide map drawing and second, the need to address the current State Senate and Congressional districts which split my community.

The priority criteria for drawing districts should be as follows:

- The top priority criteria must be the protection of the voting rights of minority communities. This must be done very carefully to meet the specific criteria in the Federal Voting Rights Act.
- Second, Districts must be drawn to protect Communities of Interest which share common interests and needs, while avoiding placing communities with different or conflicting interests in the same district.
- Third, Districts should be drawn to avoid splitting cities and counties and voting precincts, as much as possible. This will provide the public a better understanding of the election process and ease local implementation of voting at the precinct level.
- Finally, as there are no federal or state legal requirements to use incumbent home addresses as a map-drawing criterion, this information should not be a starting point for map drawing, or in any way weaken the application of existing legal requirements.

Turning to my community, I have defined my "community of interest" on the attached map drawn using "Representable" software. This map is based on where I shop, my use of nearby recreation resources, and the schools, government buildings, and libraries that I regularly visit. I have named my community of interest "Greater Annandale."

I draw your attention to the fact that the current State Senate and Congressional districts split up my community for no good reason.

State Senate District 37 currently stretches roughly 20 miles from Centreville to the center of my community. Viewed in its entirety, District 37 includes numerous disparate communities with completely different issues and needs as it weaves its way across the County. It is a perfect example of an elongated gerrymandered district. The remainder of my community is located in State Senate District 35. This district includes the southern, eastern and northern edges of my community enclosing the central portion in Senate District 37 on three sides.

My community is also bisected by two Congressional districts—CD 8 and CD 11, again for no good reason. I live in CD 11, while neighbors 8 blocks away live in CD 8. I have attached maps which show how these State and Federal districts split my neighborhood.

I urge the Commission to examine these districts with an eye toward making the greater Annandale community whole, with compact community-based districts.

Thank you for your service to the Commonwealth and for the opportunity to speak before you today

Bill Millhouser
Fairfax County

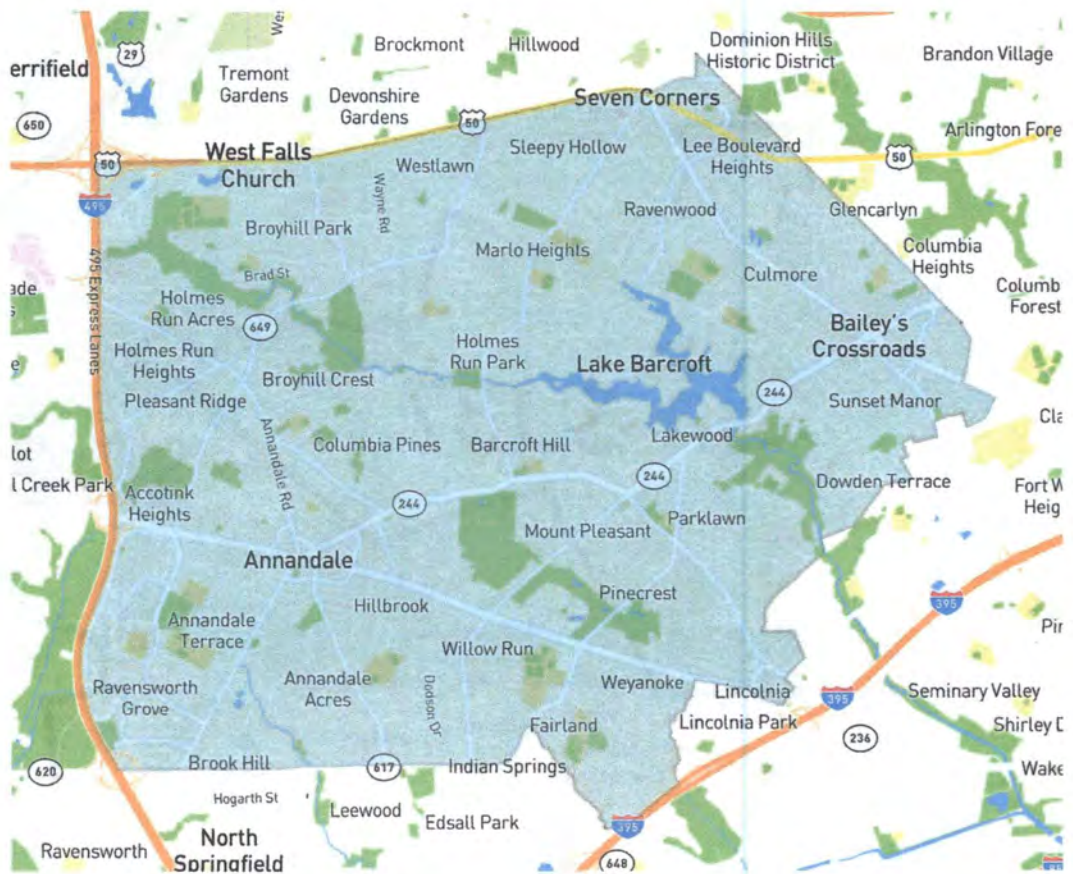
Greater Annandale

This map was created at [Representable.org](https://representable.org)

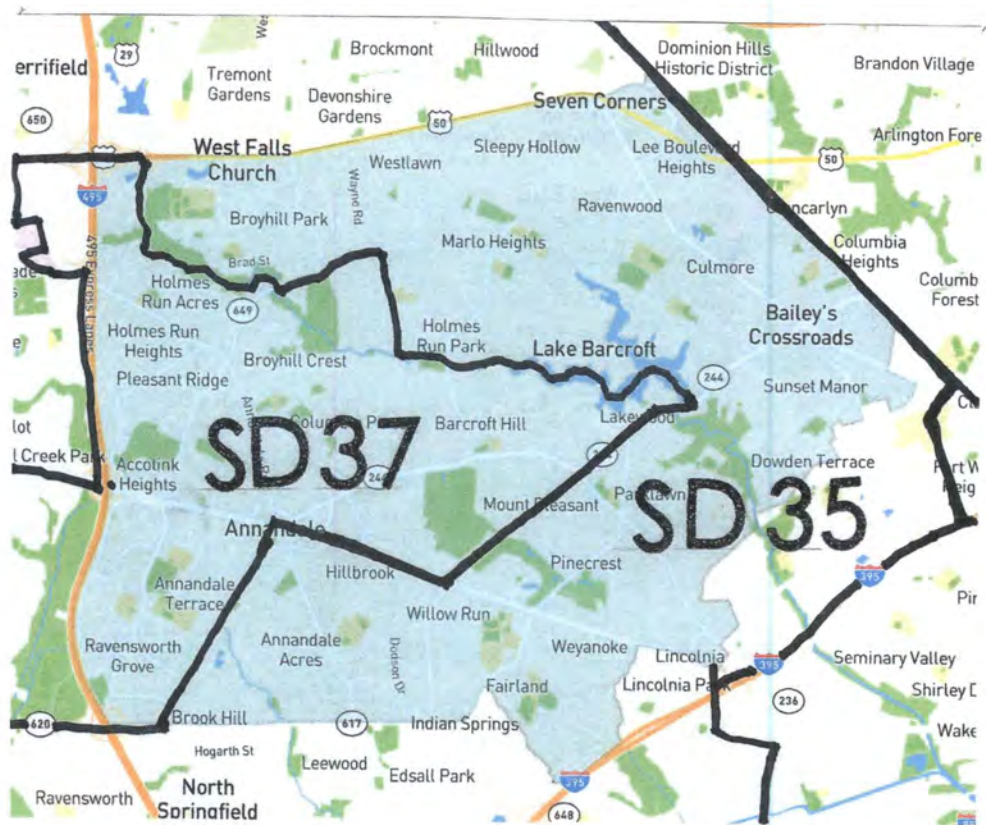
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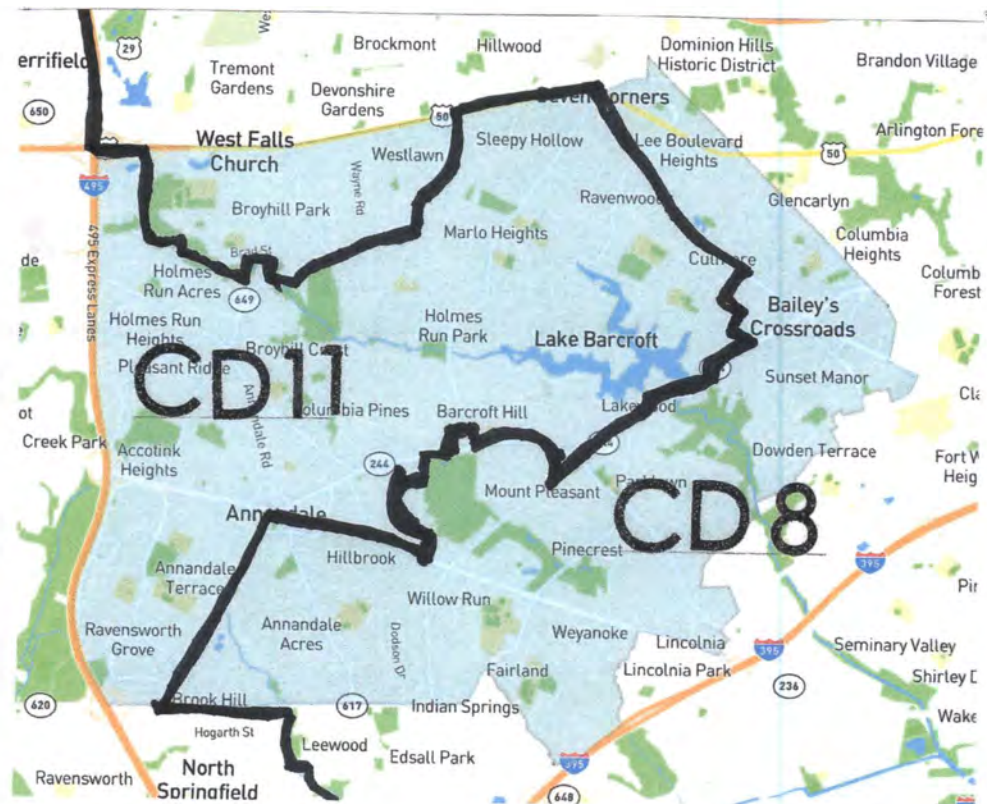
Community Mapping Drive: VA Community Mapping Drive



Greater Annandale Community split between State Senate Districts 35 and 37



Greater Annandale Community split between Congressional Districts 8 and 11



TO: Virginia Redistricting Commission

RE: Celebrate by Del Webb "Community of Interest"

July 27, 2021

Our Celebrate by Del Webb community is in the 88th Virginia House District. This district was first formed in 2001 to include parts of Stafford County, Spotsylvania County, Fredericksburg City, and Fauquier County. (Previously the 88th was in Norfolk.) We are located in Stafford County just south of Route 17 to the west of I-95.

In 2001, the area where Celebrate was built was undeveloped. Construction on Falls Run, another Del Webb community just north of Route 17 was begun in 2002 and there are now 781 homes in Falls Run. That area in the shape of a "thumb" was carved out of the 88th House District, however, and became part of the 28th House District which is mainly to the east of I-95.

Celebrate by Del Webb was begun in 2008, now has over 1,000 homes, and is still in the 88th. Even though we are less than four miles from our "sister" Del Webb community to the north, representation depends on which side of Route 17 we live on. We share similar concerns about traffic congestion on Route 17 and I-95. Route 17 is the "main street" for both our communities but mainly serves trucks and through traffic accessing I-95 and there are way too many auto parts stores and fast-food restaurants. If we shared the same Delegate and County Supervisor, our voices for improved development might be heard.

We are concerned that the 88th House District does not serve our "community of interest." It is important that you combine the 88th and 28th House Districts in this area and eliminate this carveout. The "thumb" has led to a situation where our two communities are divided among two Virginia House districts and three magisterial districts.

It is also time for the 88th to be reconfigured to keep up with growth in Stafford County. Instead of sharing a delegate with Spotsylvania County we hope you will consider keeping the 88th all within Stafford. We have different needs than the Spotsylvania residents along Route 3 on the other side of the Rappahannock River which are also in the 88th.

A map of our "community of interest" can be seen on the Representable map drawing app at <https://www.representable.org/submission/319d0223-cc82-416c-99ed-0d5e9601b819?pdf=true>

We are also attaching four maps – House District 88; House District 88 with our "community of interest" enlarged; House District 88 showing that it includes portions of three counties and the City of Fredericksburg; and House District 28 to put the problem areas in another perspective.

Thank you for your consideration.

Frances and Richard Larkins
40 Battery Point Dr.
Fredericksburg, VA 22406

Clayton and Catherine Hill
3 Mendota Way
Fredericksburg, VA 22406

Celebrate by Del Webb "Community of Interest" Continued –

Ward and Debi Albright
18 Hornby Dr.
Fredericksburg, VA 22406

Donald and Mary Gray
35 Denison St.
Fredericksburg, VA 22406

Mary and Walter Mathews
66 Battery Point Dr.
Fredericksburg, VA 22406

James and Elizabeth Spragins
9 Brant Ct.
Fredericksburg, VA 22406

Leta Channel
183 Hyannis Pl.
Fredericksburg, VA 22406

George and Pat Ritchie
124 Hyannis Pl.
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John and Ellen Laden
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Lynne and Michael McCay
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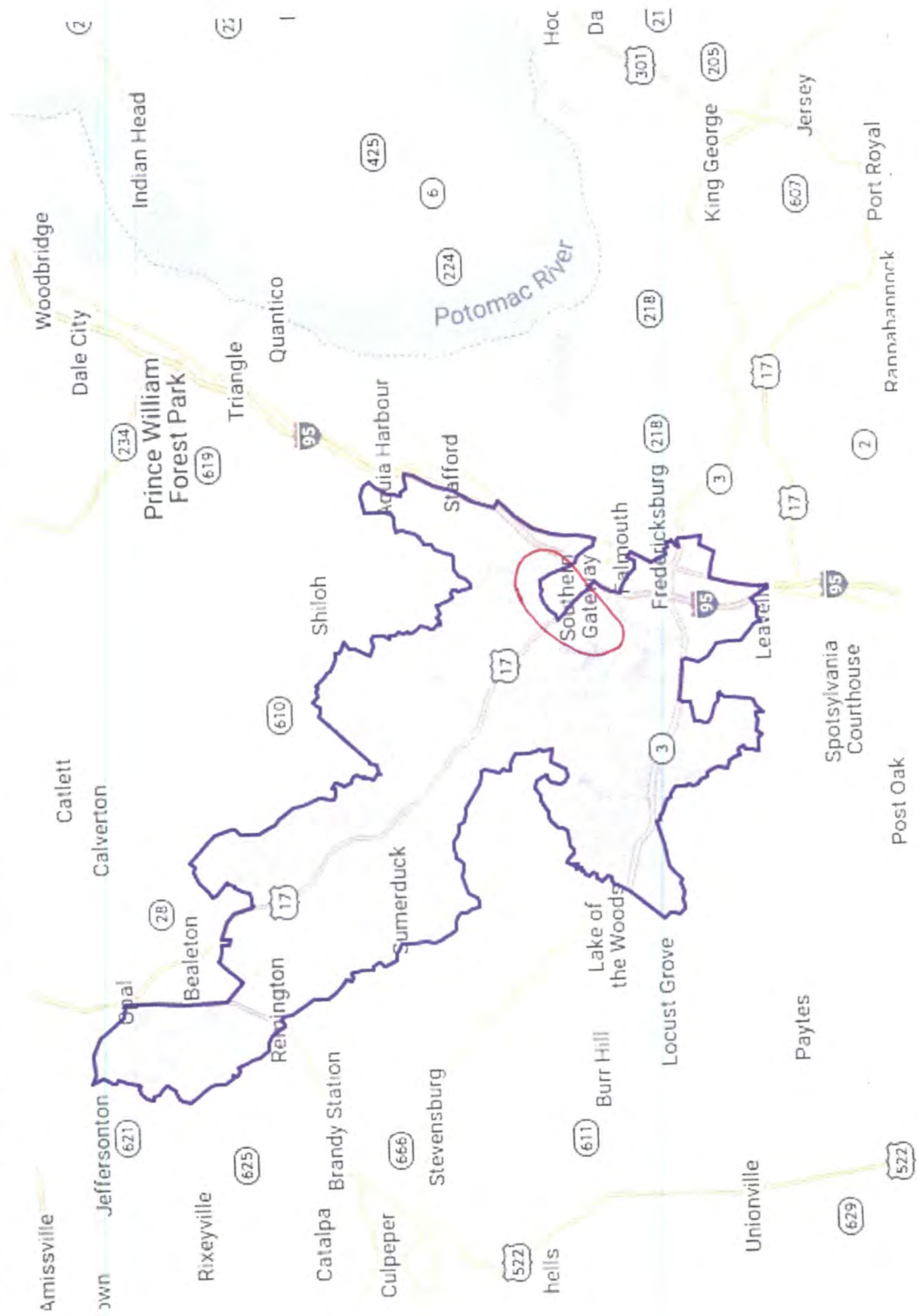
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Fredericksburg, VA 22406

Barbara and Bill Wright
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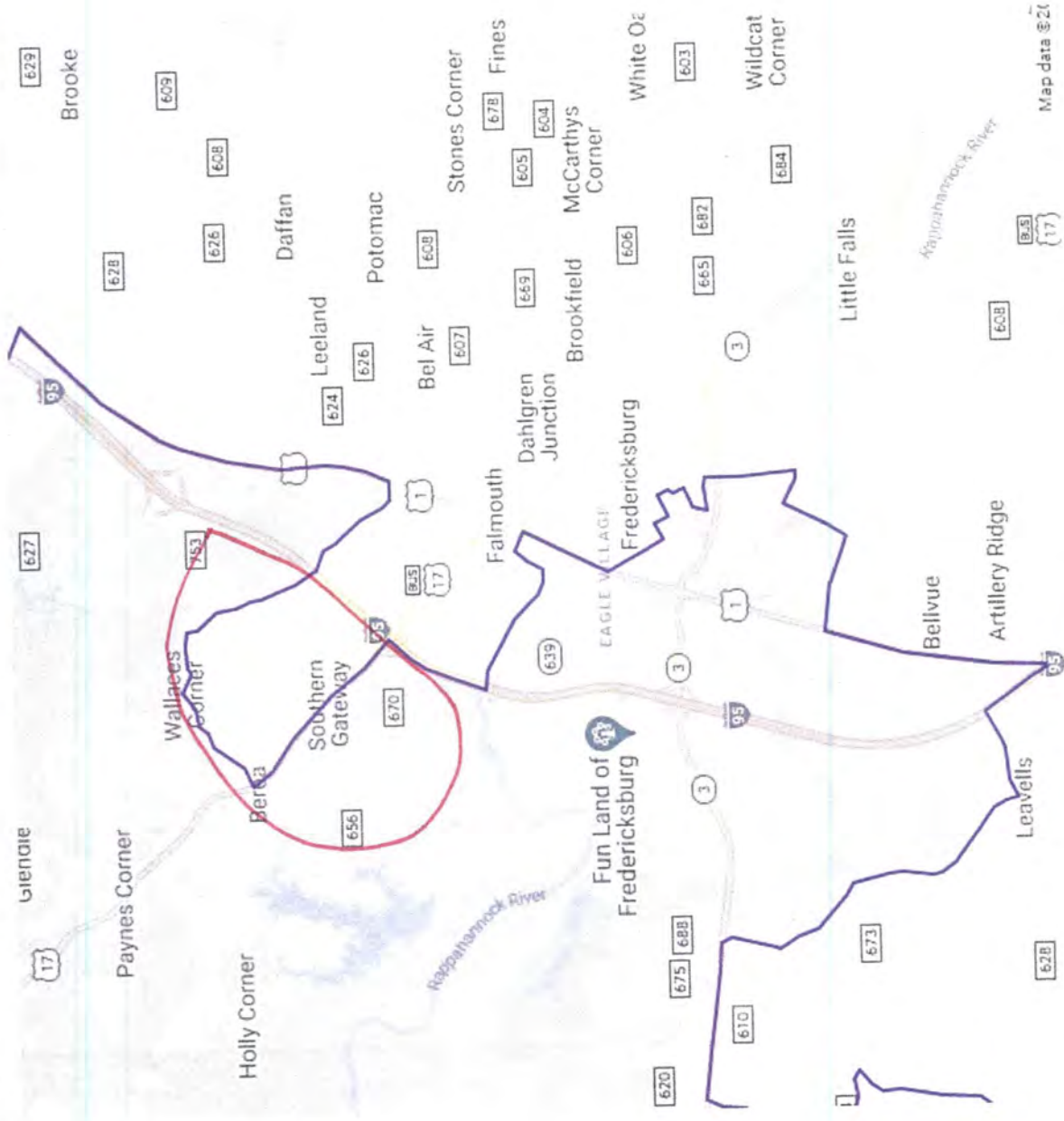
Hedy and David Witte
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Robin Lanier
5 Nauset Way
Fredericksburg, VA 22406

Celebrate by Del Webb "Community of Interest" - House District 88

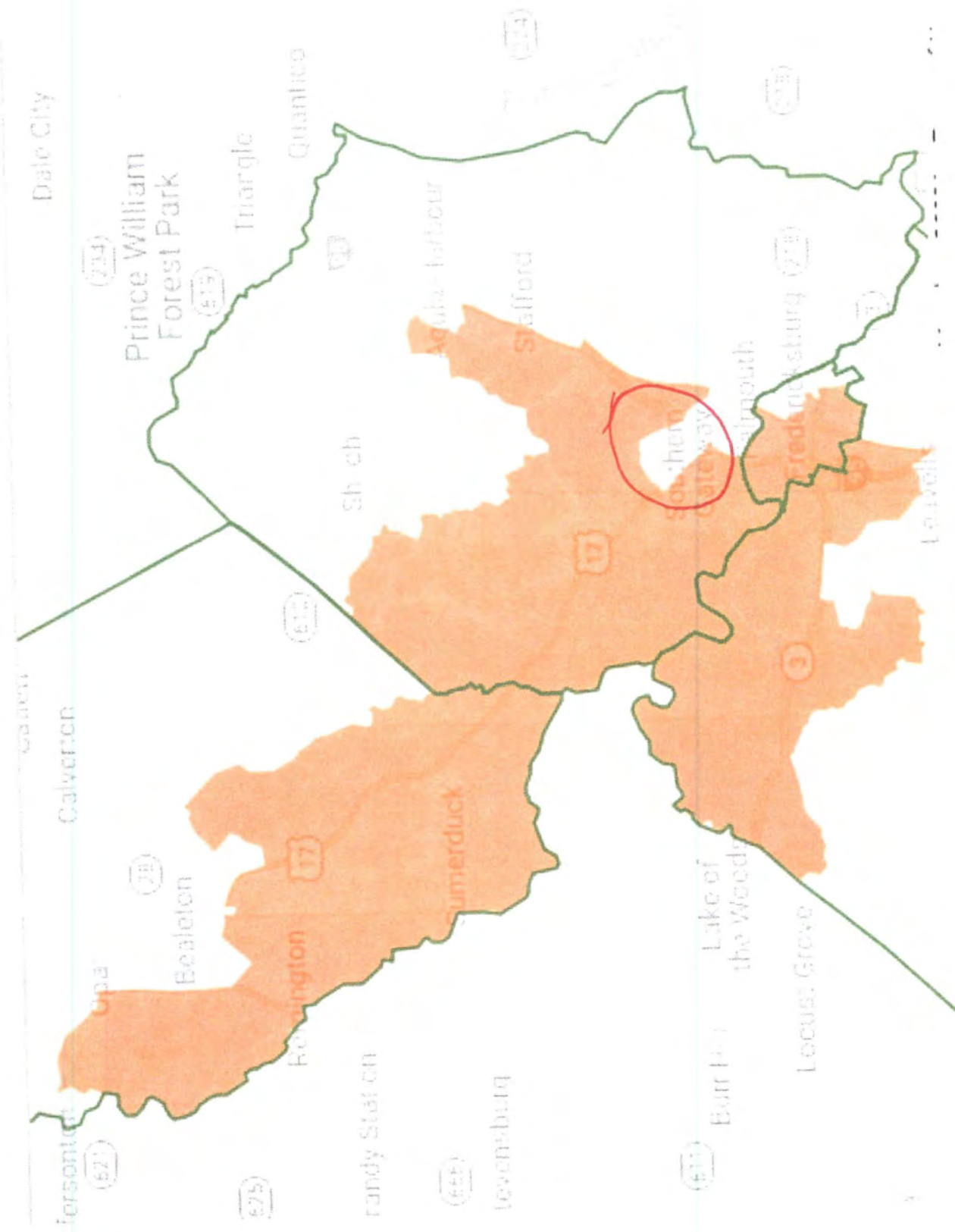


Celebrate by Del Webb "Community of Interest" – House District 88 – Enlarged Area



Celebrate by Del Webb “Community of Interest – House District 28

Celebrate by Del Webb “Community of Interest” – House District 88 – Portions of 3 counties and Fredericksburg



Good afternoon, Commissioners and DLS staff.

My name is Chris DeRosa. Thank you for this chance to speak to you about my community of Arlington, where I have lived for several decades.

My North Arlington neighborhood lies in the 47th House of Delegates district. My neighborhood and precinct includes Hall's Hill. It's a historically black community that was established by newly-freed slaves after the Civil War. Its residents were instrumental in integrating Arlington public schools in 1959. Today Hall's Hill community is split between two House of Delegates districts – the 47th and the 48th. Ironically, the dividing line is North Edison Street, which was the sole entry point into the community which was once surrounded by a high brick wall. Hall's Hill should be united into one House of Delegates district. My community map is included.

Taking a larger look at Arlington County as a whole, I would like to propose that Arlington be represented by fewer Delegates and fewer State Senators. Yes, that sounds strange, I know. But as much as I appreciate the service of all 7 of our state legislators (that's 4 Delegates and 3 Senators), I think we would be better-served with fewer legislators.

Let me explain.

Currently, Arlington has four Delegate districts. One, the 47th is contained wholly within the county. The 48th and 49th districts consist of parts of Arlington plus parts of Fairfax County. The 45th is mostly Alexandria City and Fairfax County with 5 Arlington precincts thrown in the mix.

It is possible to have two House of Delegates districts that are entirely within Arlington County, plus a third district that is mostly Arlington plus parts of Fairfax County or Alexandria City. Three districts. Not four. Each Delegate would be more fully engaged with the Arlingtonians in his/her district. Please see the maps of the 4 current districts, plus one suggestion for 3.

The same can be done with our 3 State Senate districts, which include parts of Arlington and extend into Fairfax, Alexandria, and even Loudoun County. Arlington can be almost entirely contained within one Senate district. There is no need to split us into 3 Senate districts.

These suggestions are supported by the 2020 census data that was released earlier this year. I've summarized these in the addendum.

Thank you again for this opportunity to tell you about my community of Arlington. I wish you luck as you prepare for the challenging work that lies ahead. Virginians are looking forward to #fair maps that end racial and partisan gerrymandering.

Thank you.

Christine F. DeRosa
Arlington, VA
Chris7307@gmail.com
07/27/21

Addendum by Chris DeRosa

From the 2020 Federal Census

<https://data.census.gov/cedsci/table?q=Arlington%20County,%20VA&tid=PEPPPOP2019.PEPANNRES>

Virginia's total population is 8,654, 542 people.

The 11 Congressional districts should each hold approximately 786,777 people.

Each of the 40 State Senate Districts should hold 216,364 people.

Each of the 100 House Districts should hold 86,545 people.

Arlington's population is 236,842.

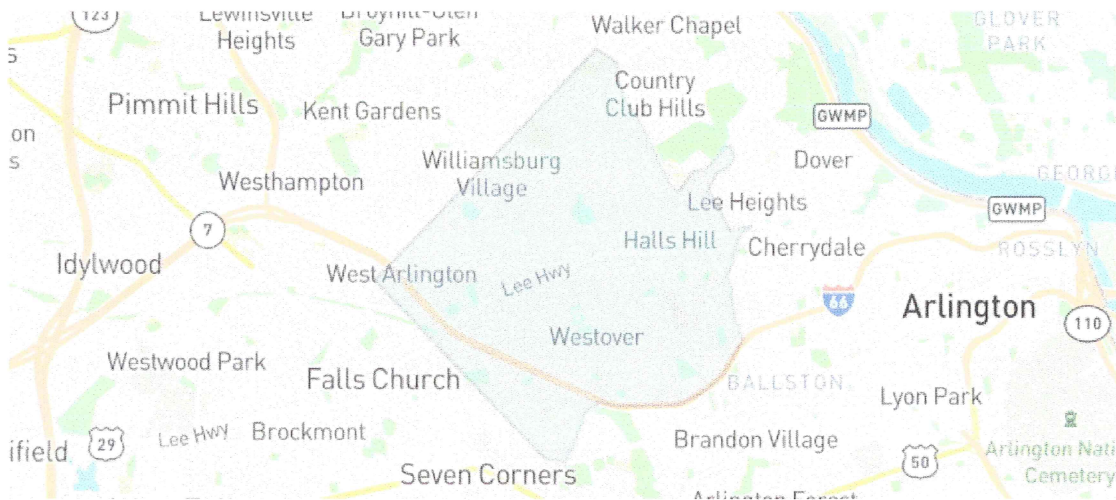
So Arlington can support 1.09 Senate districts and 2.74 House districts.

North Arlington, Virginia

This map was created at [Representable.org](https://www.representable.org)

View this community at:

<https://www.representable.org/submission/1092c284-87b5-470d-b353-b054220410b3>



Economic or Environmental Interests

Arlington is located just across the river from Washington D.C. It is an independent county with no independent cities or towns within its boundaries. Many residents work for the Federal government in D.C., but many also work for tech companies and local government agencies. Amazon is establishing its 2nd headquarters within our boundaries. North Arlington abuts Falls Church City and parts of Fairfax County. Residents travel within these 3 jurisdictions to engage in shopping, dining, and recreation.

Community Activities and Services

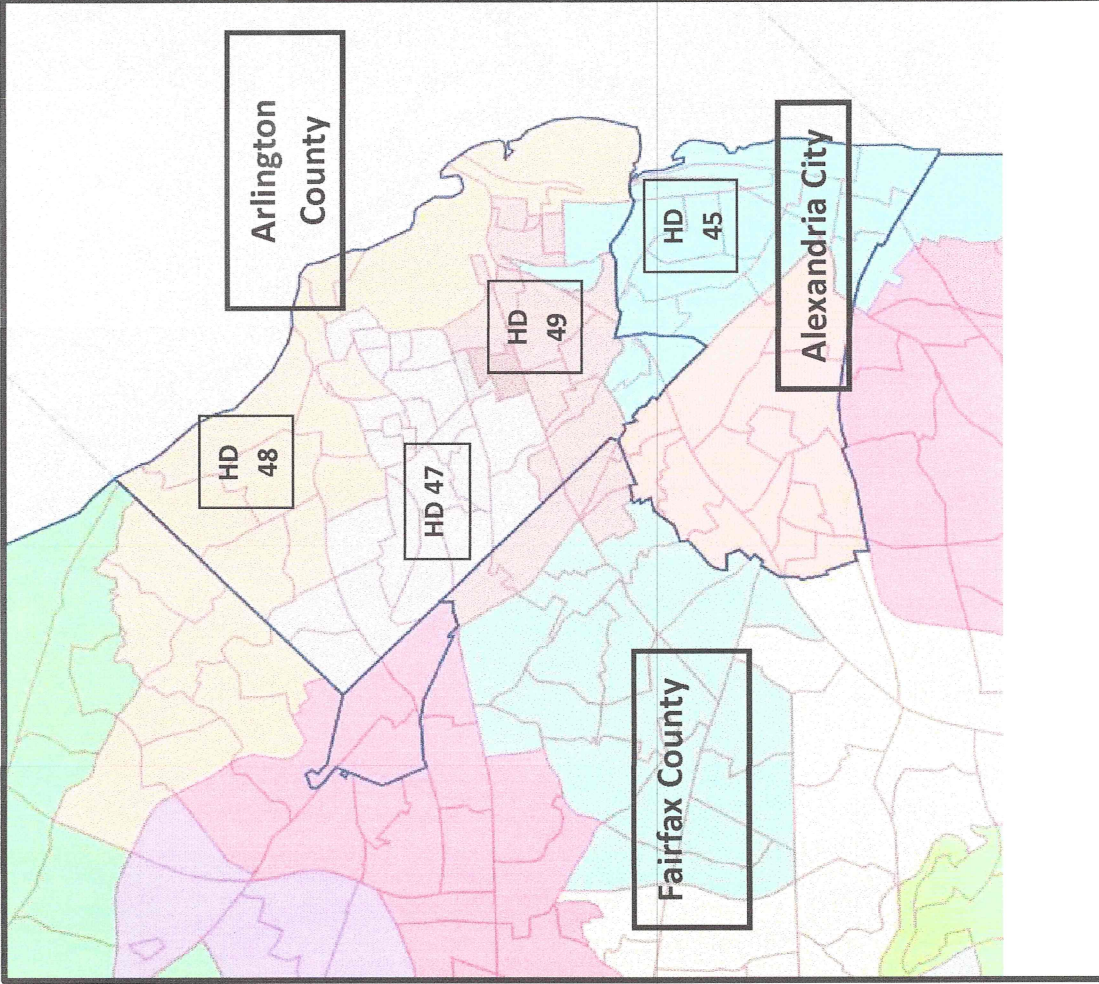
North Arlington is home to several churches and schools, around which much civic life is organized. Several small strip malls line the main roads; there are two large shopping "centers" in central Arlington and South Arlington. Arlington offers parks and bike trails for recreation. A major hospital which serves the entire county is located here.

Cultural or Historical Interests

Arlingtonians come from diverse ethnic, racial, and other backgrounds. It was originally a part of the District of Columbia. It was once the home to many dairy farms. Population boom occurred during WWII when the federal government required thousands of new employees. Arlington was the home to Robert E. Lee, whose home and property was seized by the U.S. Government during the Civil War; that property now serves as the Arlington National Cemetery. There are many Civil War sites in the County Community

Needs and Concerns

Arlingtonians care about the environment and want to maintain good air quality and our tree canopy. We want excellent schools, responsive emergency services. We are concerned about affordable housing and traffic congestion.



Submitted by Christine DeRosa / Arlington, VA / 07/27/2021

Arlington County, Virginia

Note that Arlington is represented by four (4) Delegates in the General Assembly (45, 47, 48, 49).

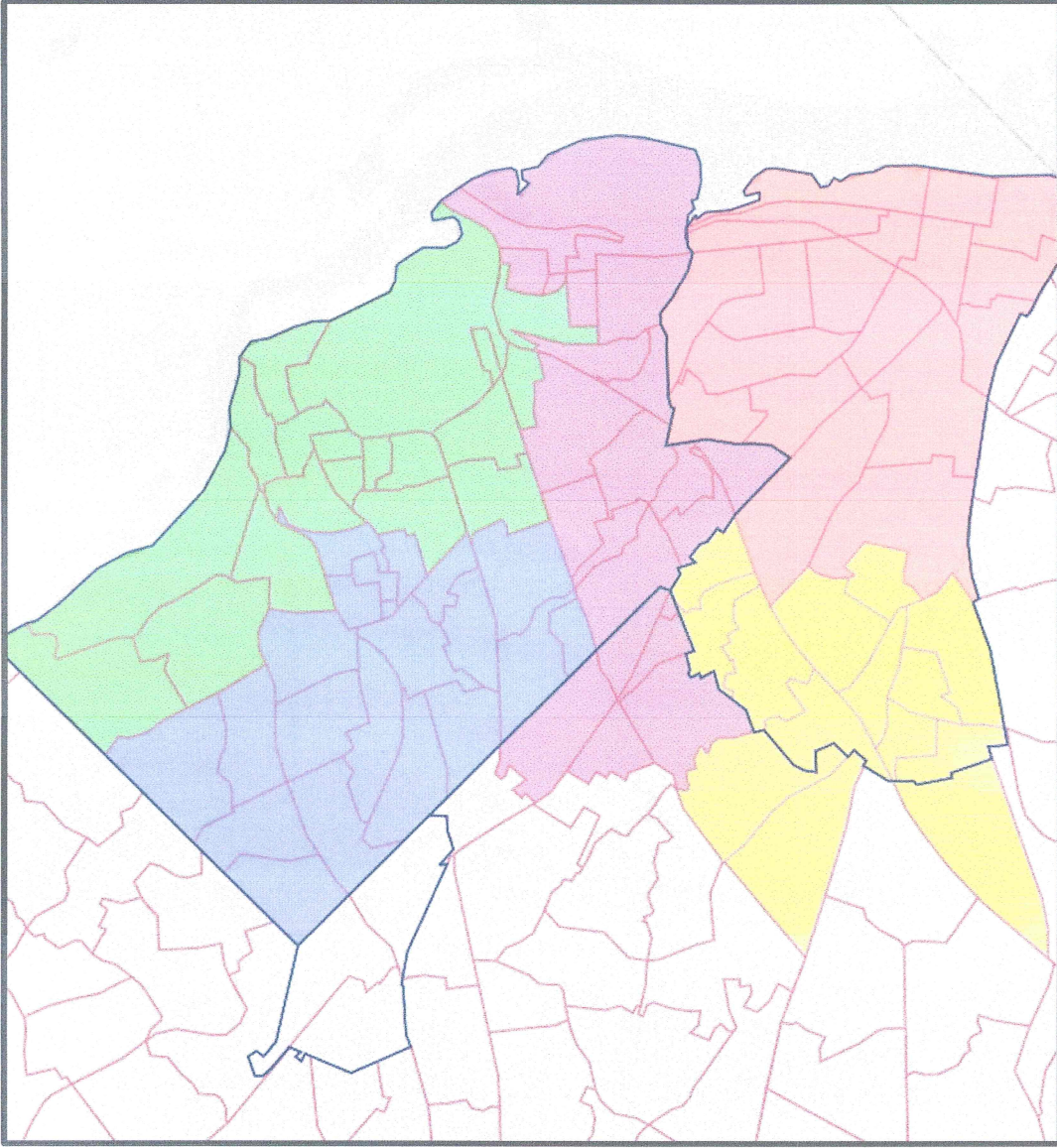
Only one district is wholly included in Arlington County. (HoD 47)

One district is comprised of Arlington and parts of Fairfax County (McLean). (HoD 48)

House District 49 includes many precincts in Arlington, plus six (6) precincts in Fairfax County.

House District 45 includes Alexandria City, Fairfax County, and five (5) precincts in Arlington.

It is not necessary, nor is it beneficial to Arlington residents to be divided into **four (4)** House of Delegates districts. **Three (3)** should be the maximum – with one of those three districts including a portion of Fairfax County or Alexandria City (to meet population criteria). **Two (2)** House of Delegates districts should/could be entirely included within the boundaries of Arlington County.



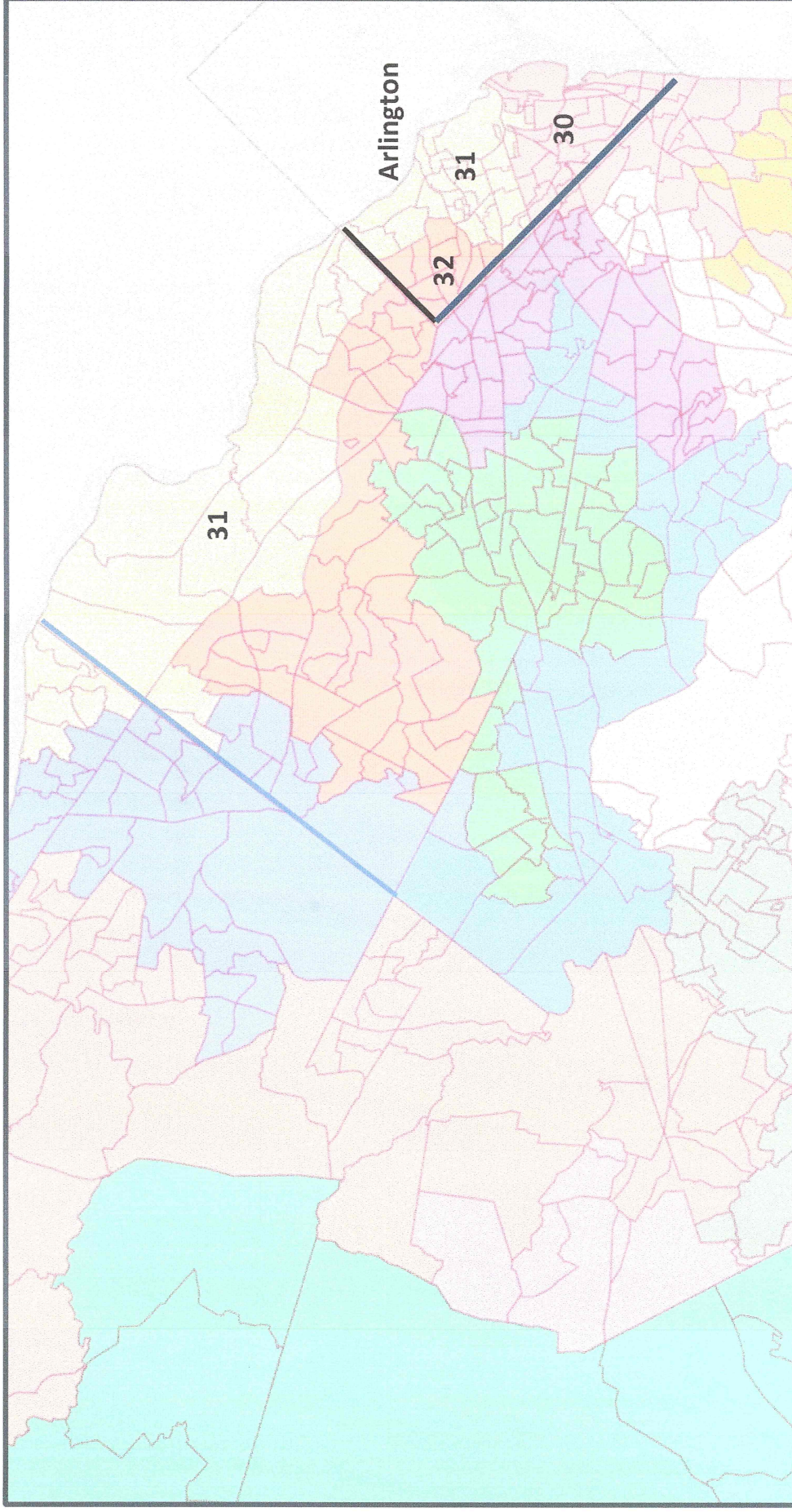
Possible House Districts for Arlington County

By Chris DeRosa

Arlington: 2 complete HoD districts ● plus 1 district (Arlington/part of Fairfax) ●

Alexandria City : 1 complete HoD district ● plus a second district (Alexandria City/part of Fairfax Co) ●

State Senate Districts for Arlington



- Senate District 30 : Arlington and Alexandria
- Senate District 31 : Arlington – Fairfax - Loudoun Counties
- Senate District 32 : Arlington and Fairfax Counties

<https://davesredistricting.org/maps#viewmap::51e12bec-1f75-4a73-9cc3-975b959e293b>



July 27, 2021

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2021-2023**

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Good afternoon members of the Redistricting Commission. I'm Deb Wake, president of the League of Women Voters of Virginia. I represent nearly 2200 members and 14 Leagues across the state. We are a grassroots organization with no paid staff at the local or state level but are staffed by volunteers committed to a more just democracy. Just hours after this hearing, our members will have produced and uploaded a blog to update readers on the process of the commission.

<https://lww-va.org/category/redistricting-alerts/redistrictingblog/>

Some members will also participate in today's hearing, as they have in many hearings, as private citizens who are actively participating in our democracy.

The League began to pay attention to redistricting back in the 1950s and began to advocate in 1983 when our members supported a more equitable map-drawing process. Ten years ago, we partnered with law professor Rebecca Green, at William & Mary, to sponsor a contest for student-drawn maps to show that it is possible to produce maps that give better representation to voters than the gerrymandered maps put forward by whichever majority party had the privilege to draw the new lines. Our members knocked on doors, sent postcards, and contacted their legislators to pass the amendment creating a citizen-led redistricting commission. We thank you for your commitment to creating maps that lift up the voices of diverse communities and puts the power back into the hands of voters. Virginia often, to our shame, led the country in suppressing the voices of women and minorities, especially Black people. Fairly drawn maps are the first step in assuring representation to all voters in the Commonwealth.

District maps have been a tug-of-war between political parties and a power-grab from the voters who should have been the true holders of that power. We urge the commission to start fresh when drawing the maps. Now is the best opportunity to start with a level playing field and give the highest priority to communities of interest who have often been ignored. We challenge commissioners to work to keep voter-representation at the fore and not addresses of incumbent legislators.

DLS staff support you every day and work tirelessly when the general assembly is in session. No one questions their integrity or intentions. We urge you to hold the partisan firms you have employed to a similar expectation and produce the best nonpartisan maps possible.

Thank you again for your service to voters in the Commonwealth.

LWV-VA.ORG

**1011 E. MAIN ST. SUITE 214A
RICHMOND, VA 23219**

info@lww-va.org

"The League of Women Voters of Virginia, a nonpartisan political organization, encourages informed and active participation in government, works to increase understanding of major public policy issues, and influences public policy through education and advocacy."

Edward S. Faggen
3835 Farrcroft Green
Fairfax, Virginia 22030
(703) 638-9110
esfesq@gmail.com

[Public Hearing - GMU July 27, 2021]

Good afternoon. My name is Ed Faggen. I live down the road from here, in the City of Fairfax.

I am here just to say thank you for what you are doing.

I am thanking you because what you are doing is so important. I volunteered for One Virginia 2021 and was pleased when this truly grassroots initiative passed. It passed because the people of Virginia overwhelmingly want fair voting maps.

You turn on the TV or read a newspaper and you sense that there is a fear in the country that America is declining, a fear that our democracy is failing, that our country is in its twilight. People are losing faith in our ideals and the fundamentals of our democracy, and one of those fundamentals is voting. The belief is that voting, basic going to the polls and expressing a preference on a candidate or on an issue, is inconsequential, meaningless, because it is

rigged by powerful, unseen hands and that voting does not really count. This belief that voting is rigged undermines our democracy, undermines the foundations of our country. The distrust it sows, the great paranoia and cynicism it creates about our ability to function, leads to extremist thinking and extreme actions. We need to have faith in our system of voting just like we have to have faith that our courts apply the law in an evenhanded way. This is basic civics 101. It is the basis of a democracy. Regardless of our political views, we all need to believe that the system for making decisions is fair. We need to believe that the mechanisms of voting are evenhanded. So, for sure, we need fair voting districts; it is fundamental to a functioning democracy.

Virginians were among the leaders that helped to form this country some 245 years ago. *They* showed leadership. Today Virginians, and that would be *you*, on this commission are showing *leadership* by assuring that we will maintain the most fundamental attribute of a democratic society, fair voting. This

Memo to Seth Stark
November 5, 2010

commission *can* achieve voting districts that *you* can say have *not* been drawn to favor one political outcome or favor one political party or partisan belief. *If* you do that, *you* will help to maintain, or restore, faith in our system and fight back against those fears that our democracy is fading into history. So, for *your* willingness to devote yourselves to this task and for showing this leadership, I thank you and wish you well.

**Presentation to the Virginia Redistricting Commission on July 27, 2021
at Dewberry Hall at George Mason University, Fairfax Campus by Janet
Martin on behalf of Sara Fitzgerald**

Good afternoon, I am Janet Martin. I live in North Springfield, near Annandale.

I am reading this on behalf of Sara Fitzgerald who lives in Falls Church City and could not be here tonight because she is home, covering the hearing on her computer to write a report for the League of Women Voters' redistricting blog.

While these are her words I am reading them because I am 100% behind her comments. Here are her words:

I first got interested in redistricting in 2005, when I joined the League. I knew that the kind of legislation that the General Assembly was passing did not reflect the views of a majority of Virginians. That was the result of gerrymandering, and I knew that both political parties did it when they were in power.

We remained optimistic that the 2011 round of redistricting might be different. The Senate was controlled by the Democrats and the House was controlled by the Republicans, so they could have worked to develop a bipartisan plan. Teams from Virginia's colleges competed over who could draw the fairest maps. Governor Bob McDonnell appointed a bipartisan citizens advisory commission, which held hearings and came up with some more ideas. Members of the Privileges and Elections Committees held more hearings, ostensibly to solicit citizen input.

The citizens' commission listened carefully and developed several bipartisan plans. The legislators listened politely, and then went into a back room and worked out a deal on their own. Their idea of bipartisanship was to let the Democrats draw the Senate maps, and the Republicans draw the rest. Many of the oddly drawn districts that we have today are the result of all that clever map-drawing.

To the Citizen members of the commission. You have a very tough job before you. Here's what I would try to do if I were sitting in your place.

Start from scratch. The old maps have been tainted by many rounds of gerrymandering. If you need a starting point, try using the maps that the citizens' advisory commission proposed 10 years ago. Its maps would have reduced the number of cities and counties that have been divided.

Try to respect those jurisdictional boundaries as much as you can. That approach makes common sense and avoids polarization. If you have to divide a jurisdiction, pay attention to communities of interest. Having a good reason for drawing a particular line is the best defense against the inevitable day when incumbent addresses are plotted and legislators start complaining. Set your priorities and have a professional map drawer follow through. Then, when a legislator wants to move one of those lines, demand transparency on why he or she thinks it's a good idea. Make sure it is a good reason for all of us, rather than, as one former legislator explained some line-drawing to me, the line was moved because two House members are being groomed to run for two Senate seats when the incumbents retire, and they both live on the same side of what would be a more sensible dividing line.

Let's all work together to truly make this a new day for redistricting in Virginia. Thank you for your service and your time today.

Thank you for all your work to date and for listening today.

I am Karen Kallay from Fredericksburg, and a multi-year field activist with OneVirginia2021.

For the past two summers, I was present nearly every Saturday morning at the downtown Farmers Market to gather support for a Redistricting Commission. I wore sandwich boards with large messages so that as people approached they had an idea of what was up.

However, the real attention grabber was always the large local district maps propped up next to me. I was surprised at how many people immediately wanted to find their home's location on the map.

Then, they became puzzled when they noticed that their own city or county was divided into multiple senatorial and delegate districts. Local university students quickly noticed the same for their campus.

I would then describe our long-standing process for drawing the boundaries. I described how states have begun using the referendum process to get more fair and democratic district boundaries. Then I described our reform push and how they could help.

When it was a registered Virginia voter, you can probably guess the more typical views I got.

Item: very few already knew what districts they lived in or knew the name of even one of their state representatives. It was all too complicated and remote.

Item: Nearly everyone was surprised—many were incredulous—about how the legislative boundaries were being drawn. Many eventually spoke of feeling betrayed or disgusted. Some mentioned the analogy of the fox guarding the hen house.

Item: Local people and university students spoke of enjoyment of their community and that they wanted legislative boundaries that confirmed and strengthened that.

About a third of people in those discussions eventually spoke of worry that politicians would somehow find a way to manipulate the Commission for partisan goals.

But there were also times most Saturdays when people who had been listening, lined up for a turn with one of the petition clip-boards.

So I was encountering on the one hand cynicism and citizen estrangement... and on the other hand, hope for reinforced communities and legislative awareness.

Please keep the City of Fredericksburg and the University of Mary Washington intact within the new boundaries.

**A Presentation to the Virginia Redistricting Commission
at George Mason University (Johnson Ctr, Dewberry Hall)
on Tuesday, July 27th by Michael Martin**

Commissioners, Good afternoon. My name is Michael Martin. I've lived in Springfield for 35 years. It is good to finally meet you face-to-face.

Thank you for your efforts. I am excited to see the progress you're making. But I'm also worried. You have not recently published a plan. I don't know how you're going to get everything done on time.

I worked in the Project Management Industry for over a decade, and I know that managing one's everyday activities doesn't require much planning. Simply asking, "What's next?", and following your gut instinct, usually works fine.

Unfortunately, applying such a casual approach to a unique task like drawing complex district maps in 45 days doesn't work nearly as well. Implementing a project management technology such as critical path method will yield far superior results.

The benefits of project planning can be illustrated with a simple example:

Suppose I need to use a new software program. Before I can use it, my plan says I must do three things:

- First, order the software. Amazon Prime can deliver it in 3 days;
- Second, load it onto my laptop. That will take me a day;
- Third, train myself on the software. I can do that in 2 days.

Therefore, it will take 6 days before I'm ready. But I take weekends off. Since these 6 days will span a weekend, I must add an additional 2 weekend days, for a total of 8 days.

In this example, I have 8 days of foresight. If I don't need to use the software in the next eight days, I'm on schedule. But if I need to start sooner, I can see that I will miss the deadline unless I rework the plan.

And by recognizing the problem early, I have time to explore mitigation strategies such as:

- Asking Amazon Prime to expedite shipping; or
- Renting a laptop that has the needed software pre-loaded; or
- Hiring a planning consultant who has the software on her laptop.

The Virginia Redistricting Commission has yet to publish a plan illustrating a viable strategy for incorporating citizen input to date, reviewing all draft map submissions, drawing maps using prioritized criteria, and delivering approved maps to the Virginia legislature in the allotted time. The plan should include detailed task descriptions and a task completion schedule with hard deadlines.

I urge the Commission to take the following actions, quickly and decisively:

1. Make and publish a detailed plan with all the elements noted above.
2. Utilize project management methodology to actively manage your plan.
3. Hire a consultant to facilitate and expedite your planning.

In conclusion, I am rooting for your success. You can do this. Now is your time to shine, and Virginia will thank you. But please hurry.

Respectfully submitted,
Michael Martin
Springfield VA

A project management resource:

PMI Project Management Institute - The Project Management Institute is a U.S.-based not-for-profit professional organization for project management.
<https://www.pmi.org/>

Statement of Rebecca W. Hanmer
Virginia Redistricting Commission Public Hearing

July 27, 2021

My name is Rebecca Hanmer, and I live in Fredericksburg. First, I want to say what a privilege it is to appear before the Commission, and I wish you success in your mission to establish voting district maps that meet the lofty goals of the Constitutional Amendment and legislation. Thank you for the essential service you are providing for all Virginians.

For several years, I was an anti-gerrymandering activist with OneVirginia 2021. We canvassed Virginia voters to gain support for fair, non-partisan redistricting at community meetings, yard sales, Earth Day events – wherever we could. When I spoke with residents of my City, a frequent topic of conversation was the division of Fredericksburg into two voting districts. I never met anyone who wanted to defend the division, which even affects the University of Mary Washington campus.

Therefore, what my Fredericksburg friends and neighbors (listed below) and I urge is this: the Commission should consider the City of Fredericksburg a “community of interest”. As such, all of the City should be in one voting district for the Virginia House of Delegates, the Virginia Senate and the U.S. House of Representatives.

We are a relatively small city, and our City government is not remote from us. When I’ve attended public meetings, I see citizens from all walks of life. While our leaders are faced with challenges, I see a pretty good faith effort to reach out to residents and include us in decision-making, as recently on police reform issues, for example. I think the way our City government works, and the way our citizens respond, is part of what makes us a community of interest.

Of course, everyone knows that Fredericksburg has a history. Not everyone agrees on how to interpret that history, but it’s a presence in our lives today – whether as an attraction for business and tourism, as a source of interest and learning, of scenery and recreational opportunities, or City boosterism. But this common historic setting is a distinct element of a community of interest.

We have our river and our riverfront. The Rappahannock River is shared by all. Our distinctive environment, in which we take pride, is part of a community of interest.

We have our university, and I think there is a real sense of shared community between the university and the City. As a volunteer with Tree Fredericksburg, for example, I see UMW students, faculty and staff contributing to this mission of our City with other resident tree enthusiasts.

Of course, there are always differences in policies and politics to work out within the City, but these differences are resolved in a distinct civic culture that I believe makes Fredericksburg a true community of interest.

Please, keep the City of Fredericksburg intact as you establish the new voting district boundaries.

Thank you for your consideration of these views.

Rebecca Hanmer

Rebecca Hanmer

138 Caroline Street, Fredericksburg, VA 22401

The Fredericksburg residents who have joined me in this statement are:

Maureen and Frank Widic, 119 Caroline Street

Paula Chow and Edward Sandtner, 132 Caroline Street

Constance Smith, 143 Longstreet Avenue

Katherine Pecka, 227 Charles Street

Anne and Carl Little, 726 William Street

Ann and Steve Jurczyk, 1434 Buckner Street

COMMONWEALTH OF VIRGINIA
REDISTRICTING COMMISSION

Public Hearing

Written Public Comment Form



July 27, 2021 / Fairfax - GMU
Hearing Date / Location

Sarah Mayhew
Your Name

Fairfax County
Your County or City of Residence

Please add comments below and return to staff, or submit by email to varedist@dls.virginia.gov or by mail to: Virginia Redistricting Commission, 900 E. Main Street, Pocahontas Building, 8th Floor, Richmond, VA 23219

Thank you for your work! I am so excited that Virginians voted for fairer maps and that you have the power to create them. I became aware of the extent to which Virginia districts were gerrymandered when I moved to Fairfax in 2000. It has been embarrassing to see so many districts overturned through court challenges. I encourage you to set aside partisan views, ignore incumbent home addresses, and focus on compact districts that keep politics local and local precincts intact. I have been disappointed by the lack of competition with incumbents running unopposed. I want to hear from the candidates on their positions and nothing livens a debate like an actual opponent. Finally, the diversity that has increased in Virginia is a wonderful resource for our governments - local, state, & federal. Please draw maps that keep minority community representation possible. It will make us stronger.

Suggested comment prompts:

- What bonds your community?
- What do you see as the common links in your community?
- Where is your community located? How do you define the boundaries of your community?
- Why should your community be kept together? Why should your community be kept separate from another community or area?

SENATE OF VIRGINIA

J. CHAPMAN PETERSEN

34TH SENATORIAL DISTRICT
ALL OF THE CITY OF FAIRFAX;
AND PART OF FAIRFAX COUNTY
POST OFFICE BOX 1066
FAIRFAX, VIRGINIA 22038
WWW.FAIRFAXSENATOR.COM
FAIRFAX: (703) 349-3361
RICHMOND: (804) 698-7534
EMAIL: DISTRICT34@SENATE.VIRGINIA.GOV



COMMITTEE ASSIGNMENTS:
AGRICULTURE, CONSERVATION AND
NATURAL RESOURCES
EDUCATION AND HEALTH
GENERAL LAWS AND TECHNOLOGY
REHABILITATION AND SOCIAL SERVICES

July 27, 2021

Re: Comments for July 27 meeting

Dear Members of the Redistricting Commission:

Thank you for permitting me to speak today. I am scheduled to be in trial today in my full-time position as an attorney, so I regret that I cannot be present live. However, I did want to share some thoughts in writing.

I have represented the central Fairfax area for 22 years: eighteen as a state lawmaker and four as a City Councilman. One of the things I like about representing this area -- and what I commend to you -- is the contiguity of shape and community of interest currently in place amongst the neighborhoods I represent.

Previously, i.e. prior to 2001, our portion of Fairfax County was subdivided in a very unhelpful way. Communities like Kings Park West and Fairfax City were often divided in two, which was confusing for constituents and lawmakers.

Currently, the 34th Senate district which I represent consists of central Fairfax which is Fairfax City and the County neighborhoods wrapped around Woodson High School, Robinson Secondary School, and George Mason University, as well as the I-66 corridor stretching from Dunn Loring to Centreville. The district also reaches a bit north to take in the Town of Vienna. The Senate district has a wide demographic diversity yet its focus is on local neighborhoods and schools, which is where most people congregate. There are no meaningful geographic features, unless you count the Accotink Creek which most people don't.

Again, the fact that Fairfax City and Vienna are the "two nodes" within this district make it more user-friendly for constituents to find their state lawmakers and speak with them, whether at town halls or community events. Whether that person is me or somebody else, I would humbly request that the core of the 34th Senate district stay in place so that citizens in central Fairfax can be effectively represented.

Thank you.

Sincerely,

J. Chapman Petersen
Member, Senate of Virginia

copy: Members of Vienna Town Council
Members of Fairfax City Council

Thomas L. (Tom) Osborne
114 North Columbus Street
Alexandria, Virginia 22314
703-407-6540

STATEMENT TO THE VIRGINIA REDISTRICTING COMMISSION'S IN-PERSON PUBLIC HEARING FOR THE NORTHERN VIRGINIA REGION, JULY 27, 2021

Good afternoon. I'm Tom Osborne from Alexandria.

Changes in population don't just occur at the end of a 10-year period – they're always in process. The Census data you're using will already be more than 2 years out-of-date by the time of the first election using districts you create.

I understand the Supreme Court allows a variance of plus or minus 3 to 5 percent from exactly-equal population for state legislative districts. Please consider "life-cycle" equity if and when you choose to use that variance and take into account post-Census changes and expected future changes in population.

Let me illustrate. Using 2019 population estimates¹, I compared a 9-county² area of Southwest Virginia with a 6-jurisdiction³ area of Northern Virginia. In 9 years, Northern Virginia had grown by 17% while Southwest Virginia had shrunk by 8%. If all legislative districts had started with equal population, by 2019 those up here would have averaged 25% more residents than those down there.

If, instead, districts down there had started out "underpopulated" by 5% and those up here "overpopulated" by 5%, by 2019 our districts would have had 41% more residents than theirs. If done the other way around – overpopulated districts there and underpopulated districts here, our districts would still have had larger populations by 2019 – but only by 15%. Over-population means under-representation. Over time, however you slice it, fast-growing areas become under-represented; the starting point dictates by how much.

Experts can fairly accurately predict where population will grow fastest over the next decade. So use that data. Only high-growth areas should start with under-populated districts, and any over-populated districts should be only those with expected slow or non-existent growth.

This should apply both regionally and at the district level. For example, we know how many new housing units have been added in Alexandria since April 2020, how many are under construction, and how many are in the planning stages. We know where within Alexandria the growth will be, almost down to the block! So in drawing Alexandria districts, maybe try to pair some stable neighborhoods with some areas where new housing is booming. Alternatively, put the faster-growing part of town into an under-populated district, and the stable neighborhoods into a relatively higher-populated district.

To summarize:

- 1) I consider the principle of "one person one vote" very important.
- 2) You can try to start every district exactly equal in population based on Census data, but:
- 3) Any variance from "exactly equal" should consider expected future growth. That approach would bring us closer to the goal of "one person one vote" over the 10-year lifetime of this redistricting.

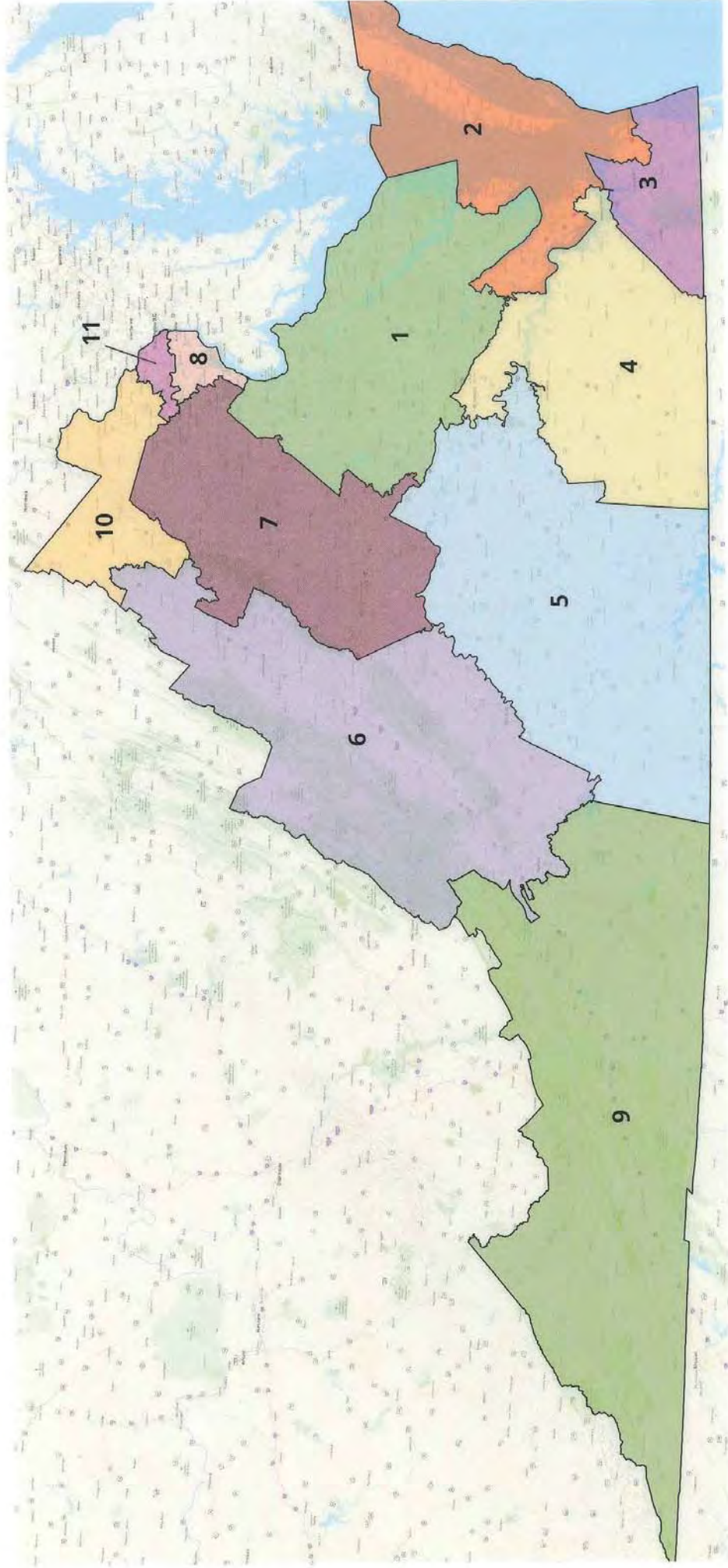
Footnotes not included in spoken testimony due to restricted speaking time.

¹ My numbers were not entirely from 2019 because such numbers weren't available to me. Those from Southwest Virginia were from 2018 instead. If the trend line continued to 2019, my point would have been even stronger, so I don't think it is a misrepresentation. Also, Alexandria's numbers were from 2020, which slightly overstates its growth – but it was the second-smallest jurisdiction from Northern Virginia so any distortion is minor.

² The 9 Southwest Virginia counties were Bland, Buchanan, Dickenson, Giles, Lee, Russell, Scott, Tazewell & Wise.

³ The 6 Northern Virginia jurisdictions were Alexandria city plus Arlington, Fairfax, Loudoun, Prince William and Stafford counties.

Virginia Congressional Redistricting Proposal (2023 - 2033)



Drawn by: Varun Vishwanath



FAIRFAX COUNTY VIRGINIA



Commonwealth of Virginia Delegate Districts in Fairfax County

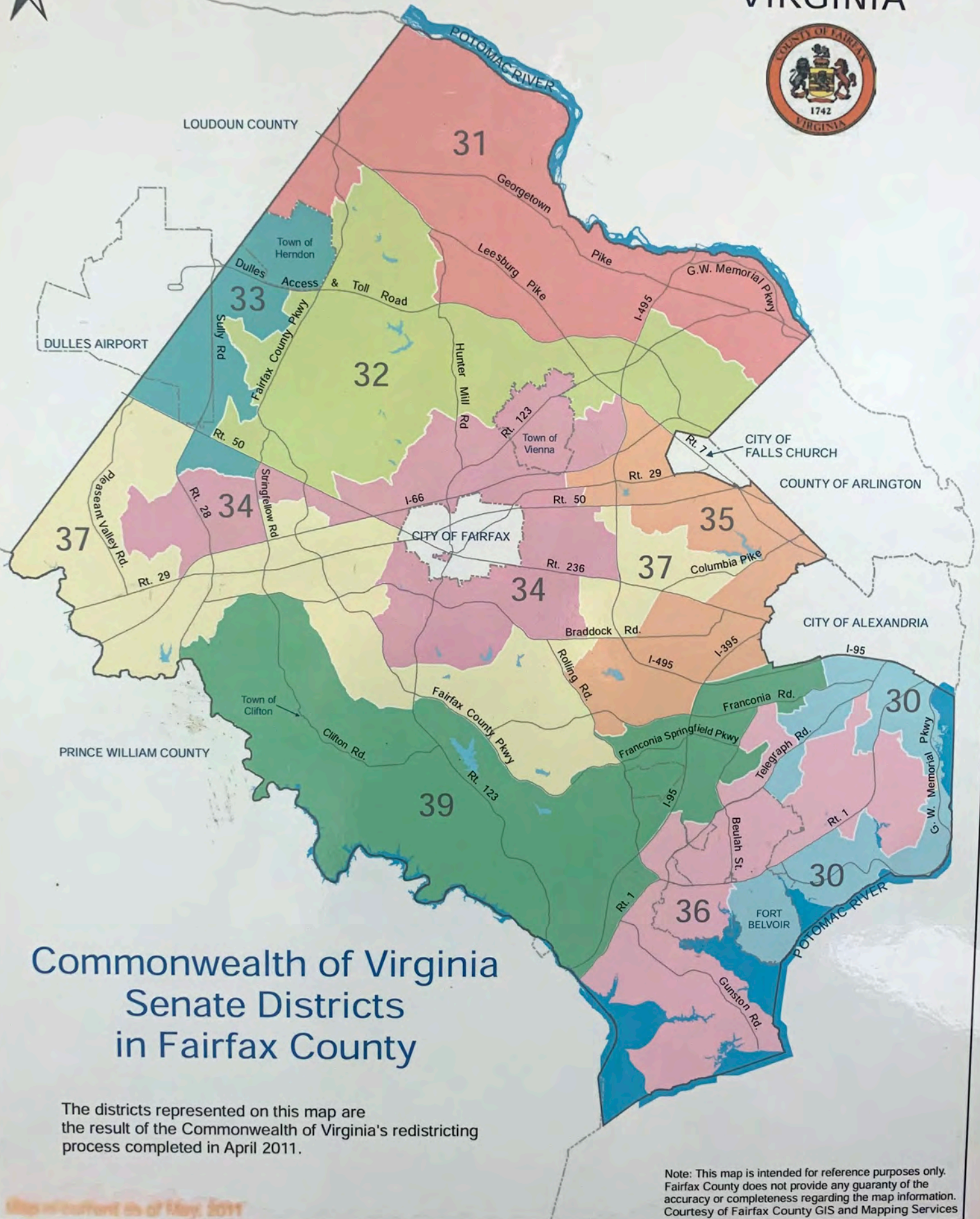
The districts represented on this map are the result of the Commonwealth of Virginia's redistricting process completed in April 2011.

Map is current as of May, 2011

Note: This map is intended for reference purposes only. Fairfax County does not provide any guaranty of the accuracy or completeness regarding the map information. Courtesy of Fairfax County GIS and Mapping Services



FAIRFAX COUNTY VIRGINIA



Commonwealth of Virginia Senate Districts in Fairfax County

The districts represented on this map are the result of the Commonwealth of Virginia's redistricting process completed in April 2011.

Note: This map is intended for reference purposes only. Fairfax County does not provide any guaranty of the accuracy or completeness regarding the map information. Courtesy of Fairfax County GIS and Mapping Services

The Public Interest in Redistricting

**A Report of the
Independent Bipartisan Advisory Commission on Redistricting
Commonwealth of Virginia
April 1, 2011**

**Bob Holsworth
Chair**

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Barry E. DuVal
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Commission Staff

Steven M. Jones

Contents

Section 1	The Public Interest and Guiding Principles
Section 2	History of the Commission
Section 3	Public Forums
Section 4	Virginia College and University Redistricting Competition
Section 5	Constitutional and Legal Issues
Section 6	The 2010 Census: Demographic Shifts
Section 7	Metrics, Choices, and Maps
Acknowledgments	

Section 1

The Public Interest and Guiding Principles

More than 300 citizens attended and more than 70 citizens testified during Public Forums conducted by the Independent Bipartisan Advisory Commission on Redistricting in Richmond, Roanoke, Northern Virginia, and Hampton Roads, and many other citizens submitted written testimony. These Virginians included private citizens, representatives of organizations, members of the General Assembly, mayors, and members of city councils and county boards. Besides the obvious conclusion that a large cross-section of citizens has a keen interest in redistricting, four other vital conclusions stand out from their testimony.

1. **Reform.** A common current in their testimony focused on changing the existing approach to redistricting, which on the whole leaves citizens out of the process. Many members of the public believe that elected representatives enjoy a reelection insurance policy, which enables them to choose their own constituencies in the drawing of district boundaries. Time and again citizens testified that voters should choose their elected representatives, rather than have elected representatives choose their voters. They frequently said that allowing elected representatives to draw district boundaries favorable to their own political interests undermines two vital ingredients of a democracy: vigorous competition and healthy debate.
2. **Transparency.** Many citizens testified that the current redistricting process lacks transparency, openness, and ease of understanding. They find themselves far removed from a process that they do not understand. But several other factors further complicate the basic process of drawing district boundaries, namely Virginia's economic, political and social diversity, its size, and its history that places the Commonwealth under Section 5 of the Voting Rights Act. Despite these complexities, however, a transparently open redistricting process would at a minimum enable citizens to understand available alternatives.
3. **Compact Size, Contiguous Boundaries, Communities of Interest.** Many witnesses before the Commission provided examples of gerrymandering that they felt egregiously violated one of three generally recognized tenets of appropriate district composition: compact size, contiguous boundaries, and communities of interest. Because so many districts throughout the Commonwealth violate these fundamentally and historically accepted tenets, citizens often do not know either who their representatives are or how they may contact them. Likewise, some elected representatives testified that they find it difficult to effectively represent far-flung districts which lack compact size, contiguous boundaries, and communities of interest.
4. **Fairness.** Witnesses before the Commission frequently invoked the word *fairness*. Now is the time, they contend, to apply fundamental standards of fairness to the redistricting process that (1) enable constituents and their elected representatives to have easier access to one another, and (2) cause individual

communities throughout the Commonwealth to have confidence that their interests receive proper representation.

Being fully cognizant of widespread citizen interest in redistricting and the preponderant views exhibited in their testimony, the Independent Bipartisan Advisory Commission on Redistricting chose to observe the following seven guidelines and principles in the conduct of its work and in the making of its recommendations.

First, the Commission's work should comply with the "one person, one vote requirements" of the U.S. Constitution as interpreted by the U.S. Supreme Court. Regarding the U.S. House of Representatives, the Court has ruled that states "must make a good faith effort to achieve precise mathematical equality" in population. However, at the state legislative level, the Court has allowed some deviations from the standard of "precise mathematical equality" if the rationale for those deviations are clearly stated in advance, conform to considerations of the Voting Rights Act and appropriately respect the stated rationale, which should involve the traditional criteria, such as political boundaries, communities of interest and other appropriate, articulated state interests.

Second, the Commission's work should comply with the Voting Rights Act. Of particular relevance are Sections 2 and 5, which contain significant requirements for the Commonwealth of Virginia. First, Section 2 prohibits diluting minority vote through "manipulation of district lines," though it does not require maximizing minority voting strength. Second, Section 5 requires that Virginia's redistricting plan not regress from the number of majority-minority districts found in "baseline" plan. In the redistricting done pursuant to the 2000 census, Virginia had 1 majority-minority district in the U.S. House of Representatives, 5 majority-minority districts in the State Senate, and 12 majority-minority districts in the State House of Delegates. At the time of the 2010 census, the number of majority-minority districts was still 1 for the House of Representatives and 5 for the State Senate; however, population changes had reduced the number of majority-minority districts in the House of Delegates to 11. Although there may be some ambiguity as to which year furnishes the appropriate baseline – 2000 or 2010 – the Commission elected to use 2000 to maintain 12 majority-minority districts in the House of Delegates.

Third, the Commission's work, while recognizing the fundamental requirements of the Voting Rights Act, should ensure compliance with Article Two, Section Six of the Virginia Constitution, which directs that each district consist of contiguous and compact territory.

Fourth, the Commission's work should, to the maximum extent possible, maintain municipal and county boundaries and respect communities of interest, including economic communities of interest.

Fifth, the Commission's work should, to the maximum extent possible, respect Virginia's increasingly apparent regional identities in the 21st Century, such as Northern Virginia, Hampton Roads, Central Virginia, and Southwestern Virginia.

Sixth, the Commission recognizes that any redistricting plan inevitably includes tradeoffs. Some of these, such as in Congressional redistricting, may require significant "stretching" of districts to meet population requirements. Others may require judgments that balance Voting Rights Act considerations with the maintenance of municipal and county boundary lines.

The Commission contends that appropriate trade-offs can be made without violence to the principles of equal population, Voting Rights Act requirements, compact size and contiguous boundaries, maintaining municipal and county boundaries, and respecting communities of interest.

Seventh, the Commission's work should comply with the expressed desires of citizens across the Commonwealth (1) that ordinary citizens have the opportunity to understand both the process and the results of redistricting, and (2) that the composition of districts facilitate rather than inhibit political interest and engagement in the democratic process.

Section 2

History of the Commission

The work of the Independent Bipartisan Advisory Commission on Redistricting stands out as a landmark in the movement toward an open, impartial redistricting process that actively engages the people in pursuit of the public interest. For the first time in Virginia's history, the Governor and the Virginia General Assembly have for their consideration alternative redistricting plans that meet constitutional and legal standards and were developed in a manner that puts the public interest above partisan, parochial interests. But how did it all begin?

First, a cross-section of business and civic leaders identified two related problems: the lack of competition in state legislative and Congressional elections and hyper-partisanship in the legislative process. These leaders saw that the combination of these problems (1) fostered partisan gridlock in the legislative process and inhibited the achievement of practical solutions to problems, (2) eroded the accountability of elected representatives' to their constituents, and (3) undermined citizens' interest in voting or otherwise participating in their government.

Second, in 2007 these concerned citizens formed the Virginia Redistricting Coalition to advocate redistricting reform, which soon expanded to include other like-minded business and civic leaders and organizations throughout the Commonwealth, including the Virginia Chamber of Commerce, the League of Women Voters of Virginia, the Virginia Interfaith Center for Public Policy, AARP Virginia, the Virginia Business Council, Virginia 21, the Future of Hampton Roads Inc., Richmond First Club, and others. Prominent elected officials, including Governors Mark Warner and George Allen, also supported this endeavor.

Third, the Coalition proposed a "Virginia Model for Redistricting Reform," which focused on eliminating incumbency protection, controlling gerrymandering, providing for ample public comment and review, and adhering to the legal requirements of compactness, contiguity, equal population, and protection of minority voter rights.

Fourth, for several years the Coalition supported in the General Assembly a bill that would create an official bipartisan commission with the authority to devise redistricting plans subject to an up-or-down vote by the General Assembly.

Fifth, during the 2009 gubernatorial election, both the Democratic candidate, Senator Creigh Deeds, and the Republican candidate, now Governor Bob McDonnell, endorsed the creation of a bipartisan redistricting commission.

Sixth, on January 10, 2011, by Executive Order No. 31, Governor McDonnell fulfilled this campaign promise and created the Independent Bipartisan Advisory Commission on Redistricting, with instructions that it:

- Solicit broad public input;
- Function openly and independently of the executive and legislative branches; and
- Present its report and recommendations directly to the President Pro Tem of the Senate, the Speaker of the House, the chairs of the Senate and House Privileges and Elections Committees, and the Governor for consideration in advance of the reconvened session of the General Assembly.

Further, the Governor's Executive Order began with this preamble: "Legislative districts must be drawn in a way that maximizes voter participation and awareness and lines should reflect commonsense geographic boundaries and strong communities of interests."

As expressed in the Executive Order, here are the five criteria established by the Governor for the Commission to follow:

1. Consistent with Article II, Section 6 of the Constitution of Virginia, all districts shall be composed of contiguous and compact territory and shall be as equal in population as is practicable and in compliance with federal law. No district shall be composed of territories contiguous only at a point.
2. All districts shall be drawn to comply with the Virginia and United States Constitutions, applicable state and federal law, the Voting Rights Act of 1965, as amended, and relevant case law.
3. The population of legislative districts shall be determined solely according to the enumeration established by the 2010 federal census. The population of each district shall be as nearly equal to the population of every other district as practicable.
4. All districts, to the extent practicable, shall respect the boundary lines of existing political subdivisions. The number of counties and cities divided among multiple districts shall be as few as practicable.
5. To the extent possible, districts shall preserve communities of interest.

The guidelines in the Executive Order excluded political criteria, such as partisan political advantage and electoral competition. When delivering his charge orally to the Commission at its first meeting, the Governor emphatically reinforced that exclusion.

To read the full text of the Governor's Executive Order, please see:

<http://www.governor.virginia.gov/issues/executiveorders/2011/EO-31.cfm> .

Section 3

Public Forums

To respect the Governor's charge that the Commission seek public input about the redistricting process, the Commission conducted Public Forums in four regions of Virginia:

- Richmond on March 11th at the Capitol;
- Roanoke on March 14th at Western Virginia Community College;
- Fairfax on March 15th at George Mason University; and
- Norfolk on March 21st at Norfolk State University.

Following a similar format at each venue,

1. The Commission Chair made opening remarks about the purpose and aims of the Commission;
2. The Commission's Legal Counsel presented the constitutional and legal principles undergirding redistricting in the United States and how these principles apply to Virginia;
3. The Commission then heard testimony from private citizens, elected officials, and representatives of organizations;
4. Students from local colleges and universities presented their redistricting maps and described how and why they had constructed them; and
5. Commission members offered concluding remarks that expressed appreciation for the input they had received.

Critics of bipartisan redistricting contended that citizens have little interest in redistricting, but the facts belie the charge.

- More than 300 citizens attended the four Forums;
- More than 70 citizens, including 15 legislators, testified;
- Besides legislators, those testifying included representatives of organized political parties, interest groups and non-partisan associations, and elected officials at the local level;
- Others submitted written testimony; and
- During approximately two hours at each forum/hearing, hardly anyone left.

As these citizens testified eloquently and from the heart about the state of democracy in Virginia, their testimony developed several common themes of compelling interest to the Commission. One overarching conclusion, however, tied each of these themes together.

- **The redistricting process urgently needs to be reformed.**

First, many ordinary citizens neither understand the redistricting process nor do they know who represents them in the General Assembly. While technological advancements continue to make so many activities easier to understand and undertake, politics for many remains inexcusably opaque. Indeed, several members of the General Assembly testified (1) that their far-flung

districts make it difficult for them to provide proper constituent service and representation, and (2) that constituents frequently do not know who represents them.¹

Second, Citizens feel that Congressional and state legislative districts separate communities of interest for inappropriate reasons. Time and again, citizens told the Commission that their districts divide rather than unite communities of interest. Bewildered by oddly drawn and befuddling district boundary lines, they could find no other reason for them than the advantage these bizarre districts give to incumbents running for office. That is, these districts are reelection insurance policies for incumbents. Many of these same citizens as well as others testified that emerging regional and economic similarities should find their expression in the drawing of district lines.

Third, the splitting of municipal and county jurisdictions drew the ire of citizens, who gave numerous examples of how several delegates and more than one senator represented one, sometimes small, locality. Understandably some might argue that localities may gain more effective representation by having more than one legislator look after their interests, but that was not the position of most, if not all, citizens who testified on this point. Instead, they pointed out the difficulties that citizens have in knowing who to contact, who to hold accountable, and who among several legislators should coordinate or lead the representation of local city and county interests in the General Assembly. Citizens who testified feel that cities and counties receive more effective representation from unity rather than diversity or multiplicity of representation.

Illustrative of the testimony received by the Commission:

Frank Jones, the Mayor of Manassas Park, sent the Commission a unanimous recommendation from the Town Council that the jurisdiction be represented by only one delegate district and one senatorial district.

Michael Amyx, Executive Director of the Virginia Municipal League, highlighted the importance of having local governments work easily with their state delegations, which current districts discourage. He stated that “Slicing up cities, counties and towns in order to protect political interests can leave communities disconnected.” As examples, he cited the following illustrations:

- Four state senators and seven delegates represent portions of the City of Chesapeake;
- Five state senators and seven delegates represent portions of the City of Virginia Beach, which has twice the population of Chesapeake; and

¹ For a decade voters in Virginia have had electronic access to this information through the Virginia State Board of Elections. Those interested may check their information at <http://www.sbe.virginia.gov/>. In addition, the General Assembly website provides such information at http://legis.state.va.us/1_cit_guide/contacting_my.html.

- Two senators and two delegates represent portions of the 8,000 residents of the small City of Franklin.

Amyx then asked: “What are we trying to accomplish here? How are the communities of interest for Franklin and Chesapeake maintained by diluting that representation to such an extent that the community is either overwhelmed by its neighbors or too chopped-up to voice a coherent message? Common sense would seem to dictate that legislative district lines should help foster a closer relationship between local governments and state legislators. Ensuring that state elected officials and local governments share common communities of interest will better enable us to address our most pressing problems. A more effective working relationship would benefit all citizens in the Commonwealth.”

Paul Fraim, the Mayor of Norfolk, reinforced this perspective, noting that three of Norfolk’s six House districts have only a small minority of Norfolk residents in them, thus “severely reducing the ability of their voices to be heard in Richmond on issues of concern to them as Norfolk residents.” He pointed out that in at least one instance a small number of Norfolk residents find themselves in a rural district with no recognizable interests.

In addition, Fraim mentioned that the present legislative redistricting in the City of Norfolk splits precincts so that in some instances people voting at the same polling place find themselves standing next to other people voting for different candidates in a different election. To illustrate, Mayor Fraim testified that:

When Norfolk residents in precinct 106 (Zion Grace) go to the polls to vote for a member of the House of Delegates, one person in line may be handed a ballot for District 100 while the person behind may be given one for District 79. So part of the residents of that Norfolk precinct vote for someone who primarily represents Accomack and the rest get to vote for someone who primarily represents Portsmouth, even though all live in the same precinct in Norfolk. Living in the same neighborhood and even going to the same polling booth, they don’t even get to vote for the same slate much less for someone who clearly represents Norfolk’s interests.

Besides the common themes expressed at the Commission’s Forums, other matters received heightened attention at particular venues.

- In the Norfolk Forum, private citizens and members of the Legislative Black Caucus urged the creation of a second majority-minority Congressional district, and the exploration of options that would create more majority-minority state legislative districts.
- In the Northern Virginia Forum, various witnesses advocated consideration of common transportation lines, dense housing patterns, experience of immigration and/or economic disadvantage in determining communities of interest.
- In Roanoke, all but one person who testified stated that Roanoke properly belongs in a Congressional district that includes the Shenandoah Valley, not far southwest Virginia.

The Forums not only provided helpful guidance to the Commission in learning about matters of general concern regarding redistricting, but also helpful guidance regarding matters of unique concern to individual regions.

And occasionally citizens focused on matters important to redistricting, but outside the Governor's charge to the Commission.

- Perhaps the most prominent issue arose when the League of Women Voters, the Future of Hampton Roads and several private citizens advocated that the Commission propose competitive districts. To implement competitiveness as a criterion might involve trade-offs between competitiveness on one hand and the maintenance of municipal and county boundaries and/or communities of interest on the other.
- In some instances citizens addressed issues of local interest, such as how redistricting might affect the location of a jail or a local magisterial district.

These two points, though worthy, fall outside the Commission's jurisdiction. But they did not detract from the indispensable benefit of the Forums in helping the Commission develop its guiding principles and specific recommendations.

Section 4

The Virginia College and University Redistricting Competition

The Virginia College and University Redistricting Competition, organized by Professors Michael McDonald (George Mason University) and Quentin Kidd (Christopher Newport University), had two goals: (1) to teach students how to participate in redistricting; and (2) to demonstrate that interested citizens can also participate.

Moreover, the Commission believes that the winning maps in the division of the competition that utilized the criteria that the Governor provided to the Commission should be granted serious consideration during the redistricting process. We commend these maps, which can be found at the following website: <http://www.varedistrictingcompetition.org/results/>

The competition included two divisions.

- Division 1 maps addressed the criteria of contiguity, equipopulation, the federal Voting Rights Act, communities of interest that respect existing political subdivisions, and compactness, but, in keeping with the Governor's Executive Order, they could not address electoral competition and representational fairness.
- Division 2 maps addressed the criteria of contiguity, equipopulation, the federal Voting Rights Act, and communities of interest that respect existing political subdivisions, compactness, electoral competition, and representational fairness.

Some 150 students on 16 teams from 13 colleges and universities submitted 55 plans for the U.S. House of Representatives, State Senate, and House of Delegates. Two judges, Thomas Mann

(Brookings Institution) and Norman Ornstein (American Enterprise Institute), chose the winning maps.

All 55 maps appear on the following website, <http://www.varedistrictingcompetition.org/>.

The student competition provided invaluable assistance to the Commission in dealing with three important challenges:

1. How to address communities of interest;
2. How to adhere to the Voting Rights Act; and
3. How to implement the equal population requirement.

The 55 maps demonstrated the importance of (1) keeping communities of interest together, including ethnic and racial communities, (2) respecting traditional political boundaries, such as cities and counties, (3) considering significant changes in Virginia's population, and (4) being cognizant of Virginia's existing and emerging regions. And in doing so to comply with the Voting Rights Act and the equal population requirement.

Communities of Interest. Teams viewed communities of interest on several levels. First, they saw Virginia as a grouping of regions and organized their redistricting plans around these identities. Second, they saw within those regions more specific communities of interest, normally centered on an urban area or large community, and some looked for communities of interest within larger urban areas.

1. One approach considered the socio-economic landscape, such as in "the western half of Richmond, half of Henrico, and other counties that are closely tied with the economic and social landscape of the Richmond metro area. Many of these areas have significant portions of their populations who either live in or commute to Richmond often and have relatively similar socio-economic statuses."
2. Another approach, as in the case of Hampton Roads, sought to maintain the regional identity of its military, shipbuilding, and tourism interests.
3. Then in western Virginia the student maps respected its historic rural and agricultural interests.
4. Finally, while all teams attempted to minimize the divisions of cities and counties, they recognized the impossibility of uniformly accomplishing this objective, because it constrained efforts to achieve other objectives, such as the equal population criterion. Often, of course, they found that communities of interest overlapped these traditional political boundaries.

Voting Rights Act Requirements. Drawing compact majority-minority districts while maintaining communities of interest became the greatest challenge facing the student teams. So, given the requirements of the Voting Rights Act, student teams sometimes sacrificed compactness in order to achieve the appropriate number of majority-minority districts.

Equal Population Requirements. Believing that a compact district and an intact community of interest provide for better representation, the student maps placed a premium on district compactness and community of interest over the achievement of equal population. Despite this bias, however, in almost all instances their maps stayed within the plus-minus range of 5 percent

for state legislative districts and adhered to the exact population equality required for Congressional districts.

Commission members were extremely impressed by the student efforts throughout the competition. The dedication of the student groups was exemplary. The thoughtfulness and creativity of the teams helped to inform the dialogue and decisions that the Commission itself reached. And one of the teams, the students from the Law School at the College of William and Mary, actually assisted the Commission in its final weeks. The competition was ultimately a testimony to the extraordinary potential that is being developed at Virginia's colleges and universities.

Section 5

Constitutional and Legal Issues

In considering the legal principles applicable to redistricting, recognition must be given first and foremost to the constitutional provisions in the Virginia Constitution and the Constitution of the United States. Second, adherence must be given to the provisions of the Voting Rights Act, both Section 2 and Section 5 (the latter being applicable to Virginia as a "covered" state). Lastly consideration must also be given to additional redistricting principles not contained in the constitutions or statutes but allowed and approved by case law.

Constitutional Principles

1. Virginia Constitution

"Every electoral district shall be composed of *contiguous and compact* territory and shall be so constituted as to give, as nearly as is *practicable*, representation in proportion to the population of the district."

Article II, § 6 (emphasis added).

2. Contiguity

"[A] district that contained two sections completely severed by *another land mass* would not meet this constitutional requirement [for contiguity].... [L]and masses separated by *water* may nevertheless satisfy the contiguity requirement in *certain circumstances*."

Wilkins v. West, 264 Va. 447, 463-64 (2002) (emphasis added)

Wilkins rejected a trial court's requirement that there must be a bridge, road or ferry allowing full internal access to all parts of the district. As requested by the Governor, however, if districts have land masses separated by water, then to the extent feasible such land masses should be connected by bridges.

3. Compactness

In the *Wilkins* case, experts on both sides used two objective measures of compactness:

- Reoch/Geographic Dispersion Method: “measures the level of compactness by determining the ratio of the area of the district to the smallest circle that can be superimposed over the district.” *Id.* at 464, n.6.
- Polsby/Popper/Perimeter Compactness Method: “computes a ratio based on the area of the district compared to a circle that equals the length of the perimeter of the district.” *Id.*

Other quantifiable measures of compactness may also exist; however, no rules have been adopted favoring one method over another or adopting any bright lines for when a district is not sufficiently compact to pass constitutional muster.

4. U.S. Constitution

“One man, one vote” is required

Article I, § 2

(pertains to Congressional Districts)

There is “no excuse for the failure to meet the objective of equal representation for equal numbers of people in congressional districting other than the practical impossibility of drawing equal districts with mathematical precision.”

Mahan v. Howell, 410 U.S. 315, 322 (1973).

14th Amendment – Equal Protection Clause

(pertains to House of Delegates and State Senate Districts)

“[B]roader latitude has been afforded the States under the Equal Protection Clause in state legislative redistricting...”

Mahan, 410 U.S. at 322.

Complete numerical equality of districts is not required for House of Delegates and State Senate Districts. *See Daly v. Hunt*, 93 F.3d 1212, 1218 (4th Cir. 1996) (“If the maximum deviation is less than 10%, the population differential will be considered *de minimis* and will not, by itself, support a claim of vote dilution.”).

In 2001, General Assembly used plus or minus 2% (a total deviation of 4%) for House of Delegates and State Senate Districts. *See Wilkins*, 264 Va. at 468, n.7.

5. Racial gerrymandering is prohibited.

“A party asserting that a legislative redistricting plan has improperly used race as a criterion must show that the legislature subordinated traditional redistricting principles to racial considerations and that race was not merely a factor in the design of the district,

but was *the* predominant factor. The challenger must show that a facially neutral law is explainable on no other grounds but race.”

Wilkins, 264 Va. at 467 (emphasis in original) (citing *Hunt v. Cromartie*, 532 U.S. 234, 241-42 (2001)).

Voting Rights Act, 41 U.S.C. § 1983(c)

The application of the Voting Rights Act (“the Act”) to redistricting contains two major provisions – Section 2 and Section 5 – these provisions work independently of each other.

1. Section 2 of the Voting Rights Act

Section 2 is applicable nationwide and prohibits any State from imposing a “voting ... standard, practice or procedure ... in a manner which results in the denial or abridgment of the right to vote on account of race or color.” 42 U.S.C. § 1973(a). There is a violation of Section 2 if, given the “totality of circumstances,” members of a minority group “have less opportunity than other members of the electorate to elect representatives of their choice.” 42 U.S.C. § 1973(b). **This is the source of the “no dilution” principle. “Dilution” of minority vote is prohibited.**

“When the voting potential of a minority group that is large enough to form a majority in a district has been thwarted by the manipulation of district lines, minorities may justly claim that their “ability to elect” candidates has been diluted in violation of Section 2 [of the Voting Rights Act.]”

Hall v. Virginia, 385 F.3d 421, 429 (4th Cir. 2004)

The U.S. Supreme Court however, has ruled that “[f]ailure to maximize cannot be the measure of Section 2 [of the Voting Rights Act].” *Johnson v. DeGrandy*, 512 U.S. 997, 1017 (1994). In other words, failure to maximize does not constitute dilution of minority voting.

The Supreme Court has also discussed two types of districts that seem pertinent here. First, there are “minority influence” districts in which the minority can influence the outcome of an election even if its preferred candidate cannot be elected. Second, there are “crossover” or “consolidated” districts, where a large bloc of minority voters aided by sympathetic majority voters “crossing” over in sufficiently large numbers will elect the minorities’ preferred candidate.

Neither “minority influence” nor “crossover” districts are required by Section 2 of the Voting Rights Act. See *Bartlett v. Strickland*, 129 S. Ct. 1231 (2009); *LULAC v. Perry*, 548 U.S. 399 (2006). In other words, failure to create such a district does not constitute dilution of minority voting in violation of Section 2.

2. Illegal vote dilution based on race can occur through “cracking” or “packing.”

Cracking: “the splitting of a group or party among several districts to deny that group or party a majority in any of those districts.” *Id.* at n. 12 (*Thornburg v. Gingles* 478 U.S. 30, 50, n. 17).

Packing: “concentration of blacks into districts where they constitute an excessive majority.” *Id.*

“On the other hand, when minority voters, as a group, are too small or loosely distributed to form a majority in a single-member district, they... cannot claim that their voting strength... has been diluted in violation of Section 2.”

Hall, 385 F.3d at 429.

3. Section 5 of the Voting Rights Act

Section 5 is the preclearance provision and is applicable only to certain States and jurisdictions, including Virginia. Changes in voting law and procedures – including redistricting – cannot go into effect until they are cleared by the Department of Justice (“DOJ”) or by the federal district court in the District of Columbia.²

Regardless of where preclearance is sought, the Commonwealth must show that the change in the law “neither has the purpose or effect of denying or abridging the right to vote on account of race...” 42 U.S.C. § 1973(c). This standard is met if there is **no retrogression** when comparing minority voting strength under the new plan with minority voting strength under the old plan.

“Retrogression” is prohibited.

“The plan must contain no fewer majority-minority districts than the prior plan.”

Wilkins, 264 Va. at 468.

For purposes of applying the non-retrogression principle, the baseline could be determined, hypothetically, either by (a) the number of majority-minority districts existing when the last redistricting occurred in 2001 and/or (b) the number of majority-minority districts existing at the time of the 2011 census (thus, reducing or increasing the original number based on population changes). The U.S. Supreme Court has suggested that both the current and prior census should be reviewed in determining a “baseline” for measuring retrogression, *Georgia v. Ashcroft*, 539, U.S. 461 (2003), at least when the population changes lead to an increase in the number of majority-minority districts. However, the Department of Justice, under its current guidelines, seems to suggest that it will use only the most current population data to measure both the benchmark plan and the proposed redistricting plan in determining issues of retrogression of minority-majority districts. See Federal Register, Vol. 76, No.27, at 7472, Feb. 9, 2011

Traditional Redistricting Principles

Traditional redistricting principles are basically outlined by case law. These basic principles are fully acceptable for implementation by a legislative body so long as constitutional principles – one man-one vote, compactness and contiguity are met. Recognizing and applying these

² Although Virginia has typically sought pre-clearance from the Department of Justice, it should be noted that another available option is to apply to the federal district court and seek expedited review. In general, Commission members support transparency in the redistricting process, including the review procedures. The Commission recognizes that Virginia's decision about which review route to pursue necessarily requires judgments about the overall best interest of the Commonwealth.

principles – and declaring them to be important state interests – allows leeway from mathematical exactness in House of Delegate and State Senate redistricting plans (but not Congressional redistricting plans). However, if the legislature does not declare certain principles to be of importance – especially the recognition and preservation of political subdivision boundaries³ – then less leeway is allowed and more exactness regarding allowed percentage deviations becomes required.

The main criteria allowed by the courts are set out by the *Wilkins* and *Mahan* cases, excerpts of which are as follows:

“[T]he General Assembly must balance a number of competing constitutional and statutory factors when designing electoral districts. In addition, traditional redistricting elements not contained in the statute, such as **preservation of existing districts, incumbency, voting behavior, and communities of interest**, are also legitimate legislative considerations.”

Wilkins v. West, 264 Va. 447, 463-64 (2002) (emphasis added).

Population deviations may also be justified by adherence to “...advance the rational state policy of respecting the boundaries of political subdivisions” provided that disparities of the plan do not “...exceed constitutional limits.”

Mahan v. Howell, 410 U.S. 315, 328 (1973).

“[W]here majority-minority districts are at issue and where racial identification correlates highly with political affiliation, the party attacking the legislatively drawn boundaries must show at the least that the legislature could have achieved its legitimate political objectives in alternative ways that are comparably consistent with traditional districting principles. That party must also show that those districting alternatives would have brought about significantly greater racial balance.”

Wilkins, 264 Va. at 467 (quoting *Cromartie*, 532 U.S. at 258).

Conclusion

Although some clear constitutional and statutory rules apply to redistricting, there are a number of factors that a legislature – or a commission – may lawfully apply in its discretion, based on its own policy choices. Moreover, even where there is agreement about which factors should be considered, placing more emphasis on one factor may inevitably require less emphasis on another. In short, while some plans may deviate so far from accepted principles as to be readily subject to legal attack, there is no single legally correct answer to how redistricting lines should be drawn.

³ In Virginia’s redistricting following the 1970 census, the General Assembly articulated that respect for political subdivision boundaries – at least for the House of Delegates – was an important and traditional state policy. In redistricting following the 2000 census, the General Assembly declared, by statute, certain criteria to be of importance; however, respect for political subdivision boundaries was not set out as an important criterion. *See* Va. Code § 24.2-305.

Section 6

The 2010 Census: Demographic Shifts

Virginia's population has grown steadily over the past 60 years. An increase of more than 900,000 between 2000 and 2010 continues a growth-rate trend of approximately 1 million per decade. Today's population, approximately 8 million, entitles Virginia to retain 11 seats in the U.S. House of Representatives.

This growth translates into increasing the populations of Congressional and state legislative districts. By dividing Virginia's total population by the number of districts, members of Virginia's Congressional delegation must now represent 727,366 people, an increase of nearly 100,000 from one decade ago. Each House of Delegates district must now contain about 80,000 people, and each Senate district, about 200,000.

But geographic unevenness marks Virginia's growth rate. Three major metropolitan areas account for 82 percent of the growth: Northern Virginia, 55 percent; Metropolitan Richmond, 17 percent; and Hampton Roads, 10 percent. While most parts of the state experienced population gains, some lost population, including Southside, Southwest, the Shenandoah Valley, the Northern Neck, and the Eastern Shore. Accomack and Buchanan counties and the cities of Danville and Martinsville lost more than 10 percent each. In Hampton Roads, both Portsmouth and Hampton lost population.

Ethnically, Virginia's Hispanic population, now at 8 percent, nearly doubled from 2000 to 2010. By location, 62 percent of Hispanics live in Northern Virginia, with Manassas Park having the highest percentage (33 percent), followed by Manassas and Prince William County. Outside of Northern Virginia, only Harrisonburg and Galax make the "Top Ten" list of Virginia localities having the largest percentages of Hispanics.

Racially, the Asian population continued to grow, from 4 percent of the state total in 2000 to 6 percent in 2010. At 19 percent, the proportion of African Americans in Virginia remains much the same as 10 years ago, both in percentage and in geographic location. People who classify themselves as of mixed racial background demonstrate some population growth.

Section 7

Metrics, Choices, and Maps

The Commission identified two fundamental problems in map making: a lack of transparency and understandable standards for determining the impact of alternative redistricting plans. Clarity generally exists with regard to equal population standards and the number of majority-minority voting districts, but not with regard to compactness and the splitting of municipal and county boundaries. To overcome this problem the Commission utilized four measures that helped to frame its choices and guide its recommendations.

Metrics

1. Voting Rights Act Considerations. Voting rights experts typically use two standard metrics for analyzing a redistricting plan's consistency with voting rights considerations: the number of minority opportunity districts and the level of minority voting-age population within them to provide a minority community the opportunity to elect a candidate of their choice.

The first metric focuses on the number of proposed majority-minority districts. In evaluating this metric, the Commission determined whether proposed plans established majority-minority voting districts in all places where required to do so in a manner that is consistent with the other essential redistricting criteria.

Section 5 of the Voting Rights Act requires that Virginia statewide redistricting plans must not reduce, or retrogress, the overall number of effective majority-minority districts. Redistricting plans are submitted to the U.S. Department of Justice or U.S. District Court for the District of Columbia for evaluation and can be rejected if they are found to be retrogressive. The baseline Section 5 requirement is the number of districts with a majority of a minority voting-age population; however, there may be some ambiguity as to which year furnishes the appropriate baseline – 2000 or 2010.

The second metric focuses on the percentage of minority population of voting age within a district. Typically, voting rights experts through careful analyses of racial voting patterns within a community determine these percentages. This percentage cannot be too low, so as to not provide a community with a chance to elect a candidate of their choice, but it cannot be too large, as to inefficiently waste minority votes in an overwhelming minority district. Without the resources to conduct such racial voting analyses, the Commission sought to include in its majority-minority districts a percentage of minority voting-age population within the range accepted by the Department of Justice in 2001.

2. Equal Population. The Commission recognized that equal population standards can be different for Congressional and state-level redistricting. The Commission adopted an equal population standard for Congressional redistricting consistent with recent federal court decisions that favor absolute population equality. That is, if it is possible to divide the Commonwealth's population evenly by the number of Congressional districts, all districts must have exactly the same population, absent the practical impossibility of drawing equal districts with mathematical precision.

The Commission recognized that the federal standard for state-level redistricting has generally been more flexible, allowing variations of as great as 10% to meet other essential redistricting goals. However, tradition in the Commonwealth has been to require a stricter population standard than allowed by the federal courts. The Commission initially used a plus or minus 2% permissible variation in population for the Senate and House plans, and then explored how relaxing this requirement further intersected with respecting county and city boundaries.

3. Compactness. Redistricting scholars have developed metrics that enable comparisons between different plans regarding the level of compactness of their districts. The Commission

used one such metric, known as the Schwartzberg measure, to assess how the plans it developed compared to the plans that were adopted in 2001.⁴

4. Splitting of Counties and Independent Cities. The Commission was consistently asked by members of the public to recommend plans that kept municipal and county boundaries intact as much as possible. The Commission developed a simple metric that counted the number of times one or more districts split a county or independent city in the plans it produced⁵ and compared this to the number of such splits in the plans adopted in 2001.

Choices

Redistricting is a balancing act. Each criterion that the Commission was directed to employ is, by itself, an expression of a value that is widely supported in the Commonwealth. Most citizens surely care about equal representation, complying with the Voting Rights Act, maintaining district lines that respect communities of interest and municipal and county boundaries, and having political districts that are compact and contiguous.

Yet striving to implement each of these criteria inevitably involves balancing a set of choices and tradeoffs. When a Congressional district requires 727,366 Virginians to be included in a single district, small rural jurisdictions may be put together with geographically distant areas where a community of interest may not have previously been perceived. As districts for the House and the Senate are drawn to approach mathematically equal populations, it becomes increasingly difficult not to split municipal and county lines in the composition of the districts. It is possible that creating majority-minority districts to give historically underrepresented populations the capacity to elect a candidate of their choice can result in a tradeoff regarding compactness and keeping municipal and county boundaries together.

Redistricting is also an evolving process. Legislatures may modify the criteria that they employ on a decennial basis, instituting small tweaks that have major effects. Definition of a community of interest may change over time and different regions of the Commonwealth may define this notion in varying ways. Voting rights considerations evolve over every redistricting cycle and new policy views are advanced once there is time to reflect upon and assess the results of litigation brought, and the prior redistricting plans. For example, the Commission heard from African-American elected officials at both the state and local levels who observed that they felt it was possible to reduce the majority percentage in existing majority-minority districts and still retain full compliance with the Voting Rights Act.

The Commission continuously grappled with the choices and tradeoffs that are inevitably present in striving to apply the criteria under which it operated. These tradeoffs were especially apparent in the Commission's discussion of reducing city and county splits and possibly creating an additional majority-minority district in the Senate.

⁴ The Schwartzberg measure is the ratio of the perimeter of a circle with the same area as a district to the perimeter of the district. The best scoring district would have a Schwartzberg measure equal to 100% and the least would have a measure equal to 0%. This measure gives a higher score to districts that have shorter perimeters, or in other words, have fewer oddly shaped extensions from the district.

⁵ For example, if a county has only one district, the number of splits is zero. If a county has two districts, it is split twice; if it has three districts, it is split three times; and so on. Some larger counties and independent cities must be split because they cannot support a single district with the ideal population within their boundaries.

While the Commission identified these tradeoffs, the Commission recognized that redistricting is an extremely complicated process and that other plans may exist that improve upon one or all of the criteria the Commission used to guide its drawing of districts.

Voting Rights Act Considerations. The principal Section 5 requirement is the number of districts with a majority of a minority voting-age population using the most recent census. Using this metric, then Section 5 of the Voting Rights Act requires the following number of majority-minority districts in Virginia: 1 Congressional district, 5 Senate districts, and 11 House of Delegates districts. However, the Commission noted that the Department of Justice approved a House of Delegates plan in 2001 that had 12 majority-minority districts using the 2000 census. In the decade between 2000 and 2010, the minority voting-age population of one district had dipped below 50 percent, and the Commission elected to restore that district to majority-minority status, thereby avoiding any dispute as to which decennial census provides the appropriate baseline.

The Commission discovered in the course of its deliberations that it is possible to draw only one majority-minority Congressional district. However, the Commission discovered there is more than one way to draw this district. The Commission decided to propose three configurations, as they represent different approaches to tying together minority communities and alter the way by which adjoining districts may be drawn.

The Commission also discovered that it is possible to draw as many as 6 Senate and 13 House of Delegates majority-minority districts. The effectiveness of these districts to elect a candidate of choice is dependent on a second Voting Rights metric employed by the Commission.

The Commission believes that the minority voting-age population within the 6th majority-minority Senate district *would not* be effective at electing a candidate of their choice using the 2001 baseline approved by the Department of Justice. The Commission decided to note this option, in case further exploratory mapping by others reveals a way to draw 6 effective majority-minority Senate districts.⁶

The Commission found that the minority voting-age population within the 12 and 13 majority-minority House districts alternatives *would* be effective at electing a candidate of choice using the minimum minority percentage approved by the Department of Justice in 2001. The Commission decided to include both options in this report, recognizing that 12 majority-minority districts would be consistent with the legal requirements in place in 2001.

The 13 majority-minority district plan was the source of a substantive disagreement among the Commission members. A number of Commission members strongly believe that the creation of

⁶ The Commission discussed a map proposal that presented a sixth majority-minority Senate District, which involved three specific tradeoffs. First, it reduced the overall compactness of the map and required splitting additional counties and independent cities. Second, it required reducing the overall minority populations in most of the other existing majority-minority districts from 55% to 52%. Third, the introduction of a sixth majority-minority Senate District necessitated districts that jumped predominant water boundaries in the Norfolk and Hampton area. In sum, it may be possible to create a sixth majority-minority district. But the tradeoff entails reducing compactness, increasing district splits, jumping water boundaries and lowering the level of minority population to slightly above 52% in many of the existing majority-minority districts.

the 13th majority-minority district is consistent with the principle of enabling African-Americans to have a candidate of their choosing, that the proposed district is more compact than the ones in the map approved by the Assembly in 2001, and that the tradeoffs with other criteria such as compactness and keeping city and county lines intact is permissible. At the same time, a number of Commission members believe equally strongly that the impact of creating a 13th majority-minority district is not consistent with the outlook on compactness and keeping city and county lines intact that has guided the Commission's work. In addition, they believe that legal counsel's caution about the viability of a potential challenge to the creation of districts where race is utilized as the predominant factor without a compelling defense is relevant here.

Population Equality. The Commonwealth's population growth over the last decade has primarily been located in the exurban areas of Northern Virginia, particularly in Loudoun and Prince William counties. Districts must have equal population to ensure equal representation for all Virginia residents across the state. As a consequence, district boundaries must follow this population growth.

Virginia did not gain or lose a Congressional seat to apportionment. Congressional district boundaries must thus shift northward to equalize district populations. The state legislature also continues to have the same number of districts, but because the 40 Senate and 100 House of Delegates districts are significantly smaller in size than the 11 Congressional districts, whole districts must be collapsed within the slower-growing areas found in the southeast and southwest corners of the Commonwealth and new districts – essentially one Senate and three House of Delegates districts – must be created in the Northern Virginia exurban areas.

Reducing the Number of Districts Where County and Independent City Boundaries Are Split. The Commission recognized in the course of its deliberations that there is a trade-off between balancing districts' populations and respecting county and independent city boundaries within the state legislative districts. At the Congressional level, there is no tradeoff between equal representation and maintaining municipal and county lines because Congressional lines must be drawn with absolute population equality, absent the practical impossibility of drawing equal districts with mathematical precision.

Little public attention has been paid to this possible tradeoff in previous redistricting processes in the Commonwealth, but it became apparent during the Public Forums held by the Commission and in the Commission's review of maps in the Virginia College and University Redistricting Competition, that the choice of what population variation to permit is an important decision point.

The Commission is providing one set of maps for the House and Senate that essentially uses the plus or minus 2% population variance that was employed by the General Assembly during the 2001 redistricting process. At this level, the Commission maps are able to make considerable improvement on the existing district lines in terms of the number of county and independent city splits in both the House and the Senate. In the House, city and county splits are reduced from the existing number of 194 to 153. In the Senate, the number of splits is reduced from 110 to 72.

The Commission further explored a plan with a plus or minus 3% or greater variation for the Senate (including two districts more than 3% but less than 5%) that is able to reduce the number of city and county splits even more dramatically. The existing Senate map has 110 splits. The 2% map" in this report has 72 splits. The "3% map" in this report reduces the number of city and

county splits to 40. In the House, such trade-offs are less severe, as the Commission identified only a single district that split a county boundary in order to stay within a 2% population variance.

In summary, it is certainly possible to make a substantial reduction in the number of city and county splits using the plus or minus 2% deviation criterion applied in 2001. This can be accomplished without any tradeoff with Voting Rights Act criteria. But it is likely that achieving even more dramatic reductions in the number of municipal and county lines that are crossed by districts would require movement toward a plus or minus 3% variation or more from the equal population standard, which deviation would be permissible.

Maps

After consideration, the Commission decided to propose a set of its own “model maps” that would represent its thinking about how the criteria under which it operated could be applied. The Commission members certainly do not believe that these are the only possible maps that could be drawn in a manner consistent with these criteria.

The Commission has recommended earlier in the report that the winning maps in the student competition that used the Governor’s criteria be considered by the Governor and the General Assembly during the redistricting process. And we believe that others could certainly use the available software to produce different yet entirely credible ways of accomplishing the tasks with which the Commission was charged.

In addition, Commission members fully recognized that they serve in an advisory capacity during the 2011 redistricting process. Political considerations such as electoral competitiveness, and the promotion of partisan advantage were not part of the charge presented to the Commission. As the Governor noted in his remarks, these are matters that are the purview of the General Assembly during the 2011 process. The Commission recognizes that the Assembly would adjust any maps that it might examine to reflect these considerations in its obligation to protect the interests of Virginia in the redistricting process.

The Congress

The Commission grappled with the “stretching” of rural districts and other areas where population growth was either negative or not at the same level as in the fast-growing regions of the Commonwealth. Ultimately, the Commission concluded that there is no “perfect choice” or sometimes even a “desirable choice,” and that localities had to be grouped with others that were geographically quite separate and where many residents might not initially see a natural community of interest. In almost every imaginable configuration, a Commission member could point to an apparently incongruous matching. The Commission ultimately went with ideas that members felt made sense, such as creating an “extended valley district” and not linking Roanoke to the Far Southwest. However, the Commission recognizes that different choices could legitimately be made.

The Commission focused on drawing three Northern Virginia districts to reflect the increased growth in some sections there. A majority of the Commission felt that the best way to reflect communities of interest, county and city boundaries, and compactness was to draw these districts

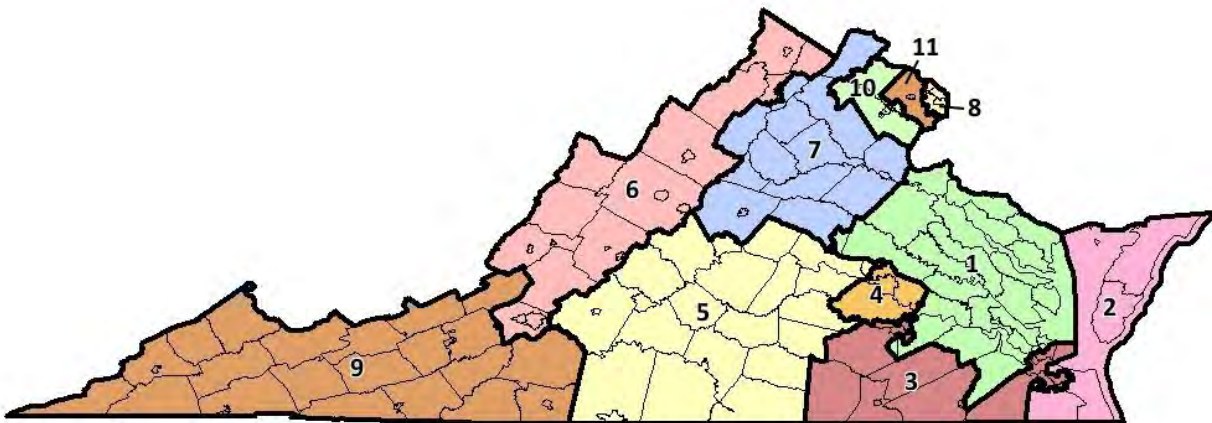
as concentric semi-circles moving away from Washington. DC, recognizing that communities closer to the capital have more in common with each other than with communities farther from it.

Finally, Commission members wrestled with the best means of drawing the Commonwealth's single majority-minority Congressional District. Under any circumstance, the existing district must be modified because its rate of population growth was lower than the Commonwealth's average over the previous decade.

The Commission explored a number of alternatives, from suggestions that came from the Commission staff and from maps submitted in the Virginia College and University Redistricting Competition. One proposed alternative involved a significant relocation of the majority-minority Congressional District in Virginia in a manner that excluded most of the population areas around the city of Richmond, expanded the district's scope in Hampton Roads and extended its boundaries considerably farther south and west toward Brunswick and Dinwiddie counties.

The Commission proposed three model Congressional maps, each focusing on aspects of the issues discussed above.

Congressional Model Map Option #1



This map makes significant changes to the current districts. First, it respects Richmond and the surrounding counties as a community of interest by keeping them together in a single “Capital area” District. It also creates the “extended valley district” and the three Northern Virginia concentric semi-circle districts. Finally, and perhaps most uniquely, it moves the majority-minority district to the south. By doing this, it creates a more compact majority-minority district in which the population is closer in geography and the other interests that bind a community.

Congress 3rd District Option 1

Average Compactness (Schwartzberg Measure)	
Model Plan	Current (2001) Plan
53.29%	41.32%

Number of County and City Jurisdictional Splits	
Model Plan	Current (2001) Plan
41	47

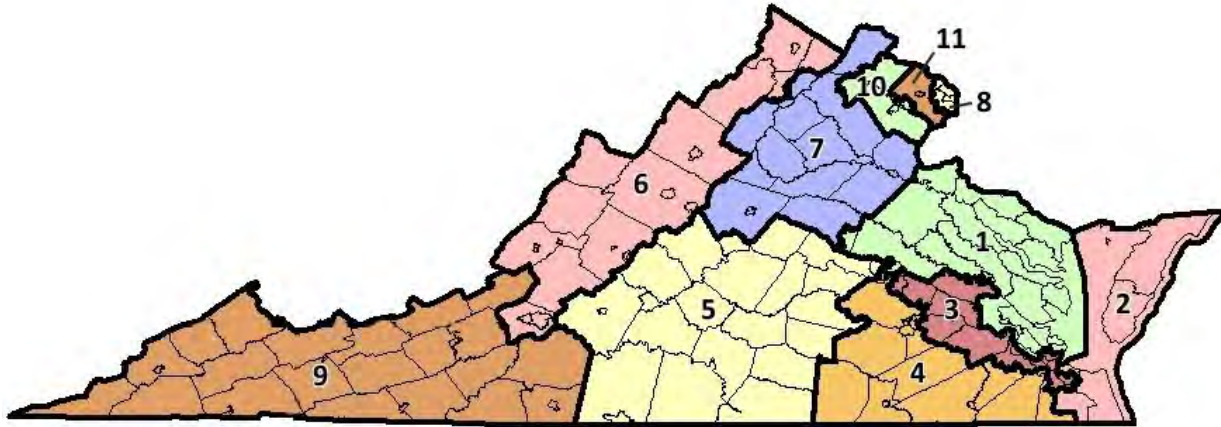
Compactness Range (Schwartzberg Measure)		
	Model Plan	Current (2001) Plan
Minimum	35.68%	30.89%
Maximum	62.58%	51.75%

Number of Majority-Minority Districts: 1 Percent of Voting Age Population that is Black		
District	2010 Census (Model Shape)	2000 Census (Old Shape)
3	53.6%	53.2%

District	Population	Percent Deviation from Ideal Size	Compactness	County/City Splits
1	727,366	0.000%	52.01%	7
2	727,366	0.000%	49.30%	4
3	727,366	0.000%	37.68%	11
4	727,366	0.000%	62.19%	3
5	727,366	0.000%	62.58%	2
6	727,366	0.000%	41.51%	2
7	727,366	0.000%	49.16%	6
8	727,365	0.000%	58.60%	1
9	727,366	0.000%	48.33%	1
10	727,366	0.000%	47.76%	3
11	727,365	0.000%	49.40%	1

This map improves upon the current (2001) plan in several significant ways. First, this map increases compactness by 22.46% over the current plan (from 41.32% for the current plan to 53.29% for the model map). The least compact district is 35.68% while the most compact district is 62.58%. Second, this map retains the black voting-age population of the majority-minority district at 53.6% (from its current 53.2%). Third, this map reduces the number of split jurisdictions by almost 13%, reducing the number of split jurisdictions from 47 in the current plan to 41 in this model map.

Congressional Model Map Option #2



This map makes many of the same changes as Option 1, creating an “extended valley district” and reorganizing the Northern Virginia districts into more compact geographical areas. On the other hand, it creates a majority-minority district similar to the one in the 2001 map. This design would allow most voters in the current majority-minority district to remain in such a district. This map also improves upon the current (2001) plan in several significant ways. First, this map increases compactness by 16.38% (from 41.32% for the current plan to 49.41% for the model map). The least compact district is 32.43% while the most compact district is 62.58%. Second, this map increases the black voting-age population of the majority-minority district from 53.2% to 55.1%. Third, this map reduces the number of split jurisdictions by 19%, from 47 in the current plan to 38 in this model map.

Congress 3rd District Option 2

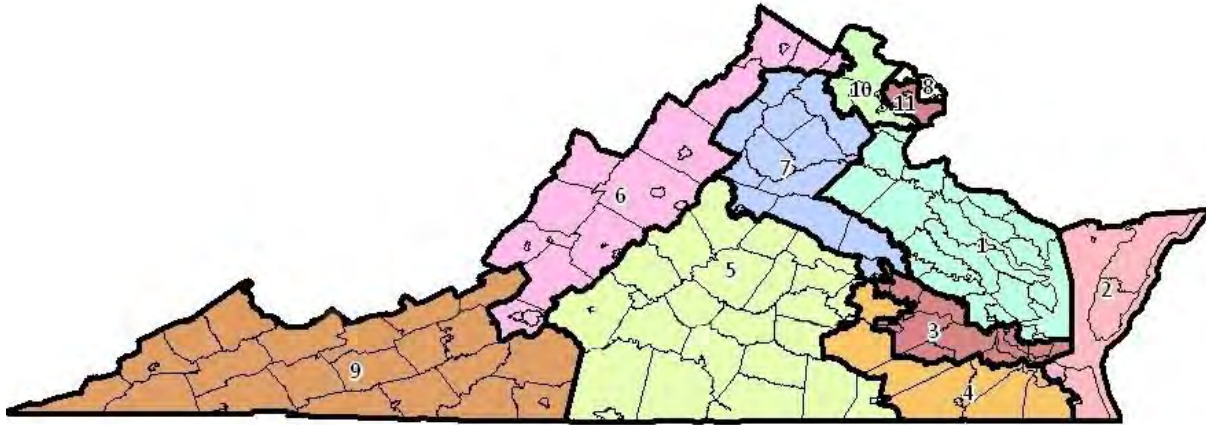
Average Compactness (Schwartzberg Measure)		Number of County and City Jurisdictional Splits	
Model Plan	Current (2001) Plan	Model Plan	Current (2001) Plan
49.41%	41.32%	38	47

Compactness Range (Schwartzberg Measure)		
	Model Plan	Current (2001) Plan
Minimum	32.43%	30.89%
Maximum	62.58%	51.75%

Number of Majority-Minority Districts: 1 Percent of Voting Age Population that is Black		
District	2010 Census (Model Shape)	2000 Census (Old Shape)
3	55.1%	53.2%

District	Population	Percent Deviation from Ideal Size	Compactness	County/City Splits
1	727,366	0.000%	51.83%	5
2	727,366	0.000%	53.57%	2
3	727,366	0.000%	32.43%	9
4	727,366	0.000%	48.30%	6
5	727,366	0.000%	62.58%	2
6	727,366	0.000%	41.51%	2
7	727,366	0.000%	49.16%	6
8	727,365	0.000%	58.60%	1
9	727,366	0.000%	48.33%	1
10	727,366	0.000%	47.76%	3
11	727,365	0.000%	49.40%	1

Congressional Model Map Option #3



This map maintains the general shape of the two previous options but with an alternative shape for the 3rd District and an alternative reconfiguration of Northern Virginia. In this model, the 3rd District does not encompass parts of Norfolk but instead stretches from the eastern portion of Richmond through Petersburg and counties along the south side of the James River, crossing to include Newport News and Hampton. This alternative has a 52.5% African-American voting-age population percentage, which is less than the 53.2% met or exceeded in the other models in this report. It has a 5-person deviation from the ideal Congressional district population. The tradeoff is that this map respects municipal boundaries by putting Portsmouth entirely within the 4th District and Norfolk entirely within the 2nd District. The reconfigured 4th District has a 30.5% African-American voting-age population percentage.

In Northern Virginia, the 8th District is completely enclosed, with the Interstate 495 beltway along much of its southern border and extending to the Loudoun County boundary to the west.

The 11th District is contained within Fairfax County in its entirety and encompasses Fairfax City. District 10 contains most of Prince William and Loudoun counties, with additions in surrounding areas.

Compared with the current (2001) Congressional map, this model increases compactness by 17.01% (from 41.32% for the current plan to 48.35% for this model). The least compact district in this plan measures 35.60% and the most compact district measures 58.33%. Also, this map reduces the number of split jurisdictions by 21%, from 47 in the current plan to 37 in this model. Of the three model Congressional maps, this is the greatest reduction in split jurisdictions.

Congress 3rd District Option 3

Average Compactness (Schwartzberg Measure)	
Model Plan	Current (2001) Plan
48.35%	41.32%

Number of County and City Jurisdictional Splits	
Model Plan	Current (2001) Plan
37	47

Compactness Range (Schwartzberg Measure)		
	Model Plan	Current (2001) Plan
Minimum	35.60%	30.89%
Maximum	58.33%	51.75%

Number of Majority-Minority Districts: 1 Percent of Voting Age Population that is Black		
District	2010 Census (Model Shape)	2000 Census (Old Shape)
3	52.5%	53.2%

District	Population	Percent Deviation from Ideal Size	Compactness	County/City Splits
1	727,365	0.000%	53.48%	5
2	727,365	0.000%	57.33%	1
3	727,369	0.000%	35.60%	9
4	727,365	0.000%	40.61%	5
5	727,365	0.000%	58.33%	3
6	727,364	0.000%	40.17%	1
7	727,366	0.000%	43.60%	5
8	727,367	0.000%	53.21%	1
9	727,365	0.000%	48.86%	1
10	727,365	0.000%	44.69%	4
11	727,368	0.000%	55.93%	2

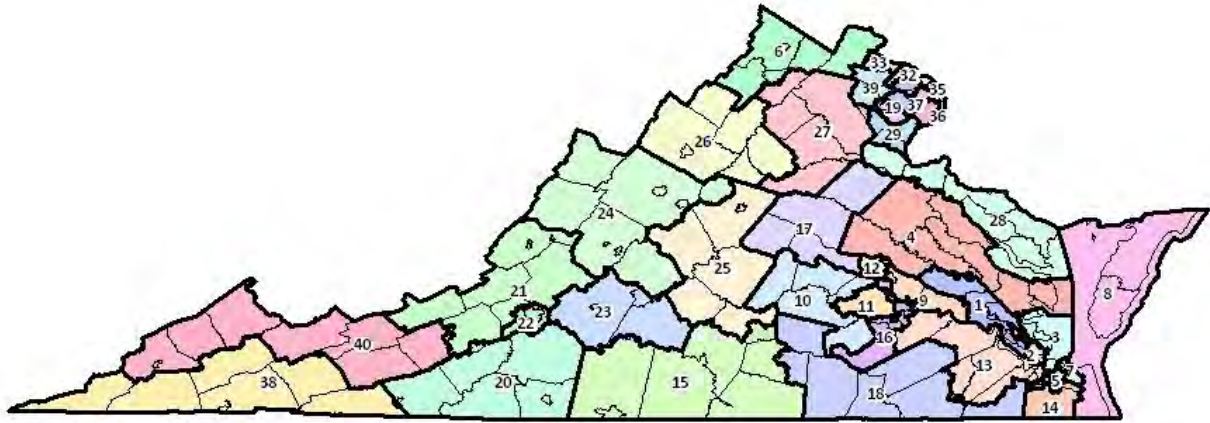
The Virginia Senate

The Commission recognized that drawing the Virginia Senate maps, like the Congressional maps, involved balancing predominant demographic trends with the requirements of the Voting Rights Act and the equal population standard. Unlike the Congressional maps, however, greater latitude in the percentage deviation in population for each district was allowed in order to better meet the Commission's other goals of compactness and reducing the number of split jurisdictions.

The Commission recognized that drawing 5 majority-minority districts to maintain the number of districts with a majority of African-Americans of voting-age population must be balanced against the other criteria. The shape and location of these majority-minority districts have distinct effects on the shape of the surrounding districts and the overall look of the entire Senate map.

The Commission presented two model maps, one with most districts under 2% population deviation and another with most districts under 3% population deviation, to illustrate the trade-offs between population equality and respecting county and independent city boundaries.

Virginia Senate Model Map Option #1: 2% Population Deviation

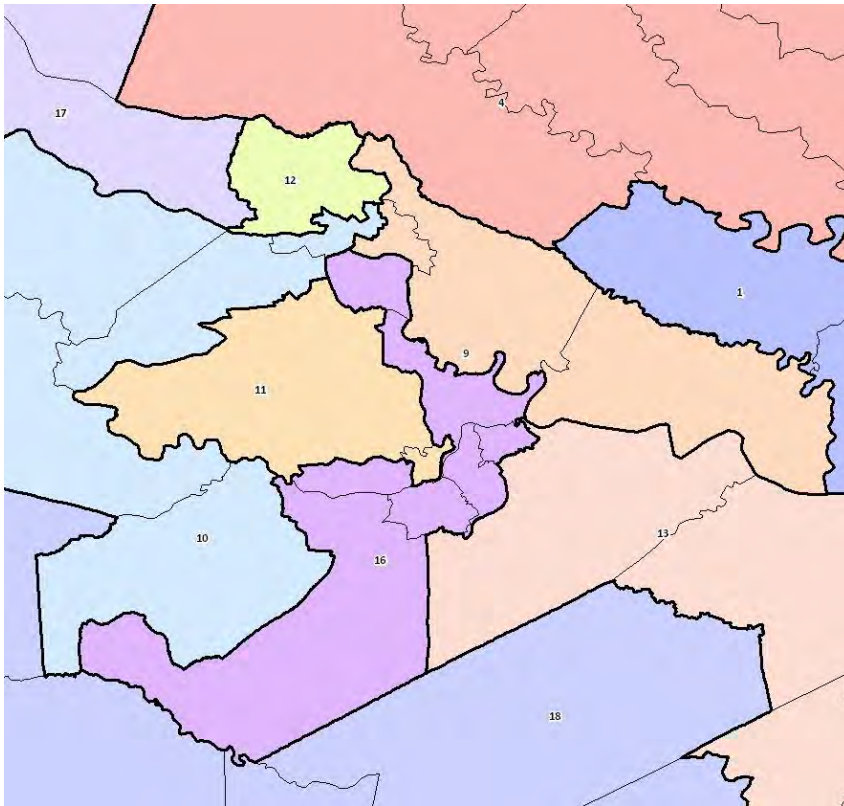


The plus or minus 2% alternative offered by the Commission presents 5 majority-minority districts that maintain majority African-American voting-age populations. Two of these districts are located around the Richmond metropolitan area with one, District 9, that stretches from the eastern part of the city to the boundaries of Charles City County, and another, District 16, that starts south of the James River in Richmond, encompasses the cities of Hopewell and Petersburg, and stretches to the southern border of Dinwiddie County. District 18, the third majority-minority district, is located along much of Virginia's southern border and extends northward around Nottoway County and eastward around a portion of the city of Portsmouth. The remaining two majority-minority districts, Districts 2 and 5, are located in the Hampton-Newport News and Norfolk areas. District 2 starts along the southern border of Newport News and Hampton and moves north along Interstate 64. District 5 encompasses many of the African-American communities in the eastern portion of the city of Norfolk.

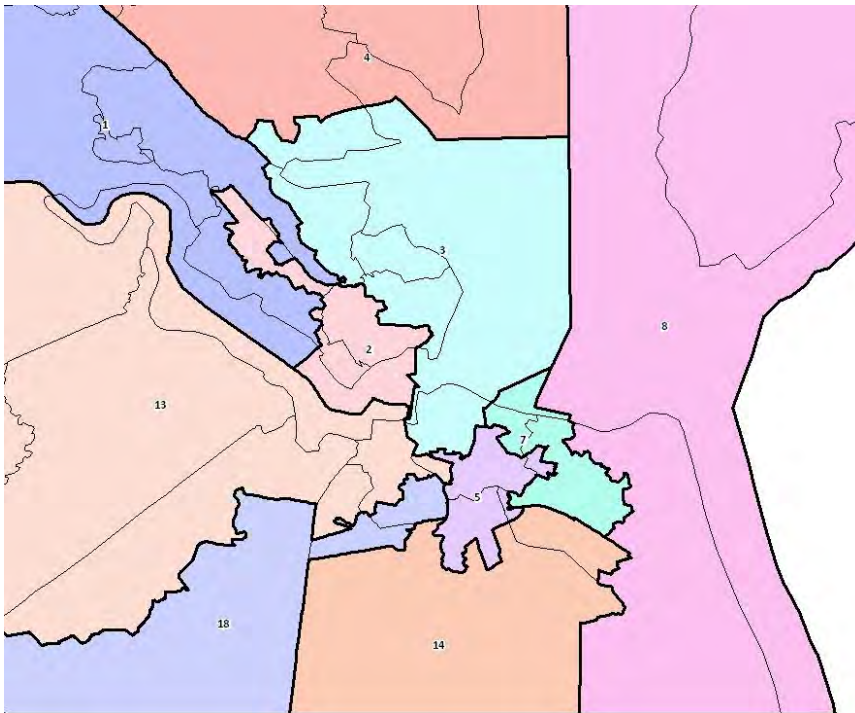
The 5 majority-minority districts are the least compact of the model Senate Districts in this plan and cut across the most jurisdictional boundaries due to the combined requirements of the equal population standard and the Voting Rights Act. Surrounding districts must accommodate the sometime awkward boundaries of these districts. Even so, the shapes of these model districts are often clear improvements upon their current shapes in terms of compactness and jurisdictional splits.

The rest of the map attempts to adhere to the criteria of achieving compactness and minimizing jurisdictional splits while also grouping communities of interest. The Southwest region of Virginia is almost entirely covered by two model Senate Districts, 40 and 38, which perfectly conform to county boundaries. Surrounding districts in Southside Virginia and the Valley are far more compact than their current shapes and attempt to conform to county and city boundaries as much as is feasible while still keeping within a 2% population deviation. For instance, the cities of Salem and Roanoke are grouped together in District 22, but must cut Roanoke County in order to maintain population equity.

Central Virginia is primarily covered by Senate Districts 25, 17, 26 and 27. Every attempt was made to reduce the number of county boundaries that are split for these districts. However, the 2% population deviation requirement for this map necessitated significant splits in Albemarle, Prince Edward and Warren Counties.



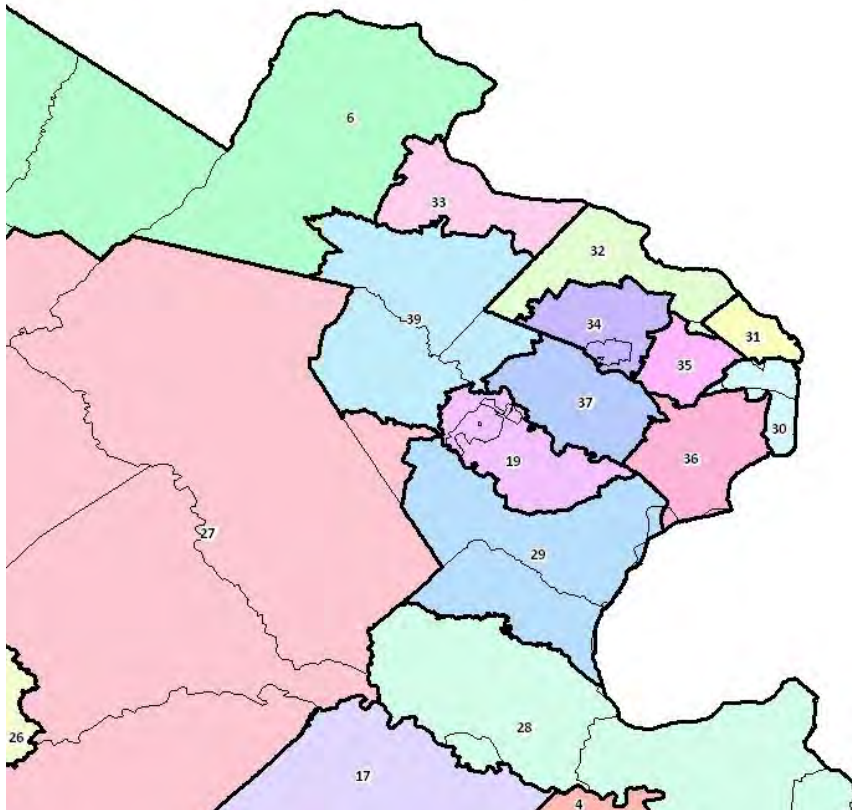
Richmond detail
Senate Model Map Option #1: 2% Population Deviation



Hampton Roads detail
Senate Model Map Option #1: 2% Population Deviation

In the Northern Neck, Middle Peninsula and Eastern Shore, Districts 28, 4, and 8 were able to be drawn almost entirely along county boundaries, with splits necessary in Stafford, Gloucester, and Virginia Beach.

In Northern Virginia, the primary goal was to minimize districts that cut county and independent city boundaries. Arlington County must be split as it has too much population to fall within a 2% deviation. However, the cities of Falls Church, Alexandria, Fairfax, Manassas and Manassas Park are entirely contained within a single Senate District. The districts also attempt to group communities of interests that may exist along common highways or in towns or ethnic enclaves.



Northern Virginia detail
Senate Model Map Option #1: 2% Population Deviation

This map includes 26 districts under 1% deviation and 14 additional districts under 2% deviation. This deviation approach allows for an improvement in the compactness of districts by 9.53% (from 48.21% in the current plan to 53.29% in the proposed map). The least compact district in this map is 35.68% while the most compact district is 70.00%. This map includes 5 majority-minority districts ranging from 57.8% black voting-age population (District 5) to 53.5% black voting-age population (District 16). Finally, this map reduces the number of city and county splits by 34.53%, from 110 splits in the current plan to 72 splits in the model map.

Senate Option 1 2% Population Deviation

	Districts Under 1% Deviation	Districts Under 2% Deviation
Number	26	40
Percent	65%	100%

Average Compactness (Schwartzberg Measure)	
Model Plan	Current (2001) Plan
53.29%	48.21%

Compactness Range (Schwartzberg Measure)		
	Model Plan	Current (2001) Plan
Minimum	35.68%	35.75%
Maximum	72.00%	64.09%

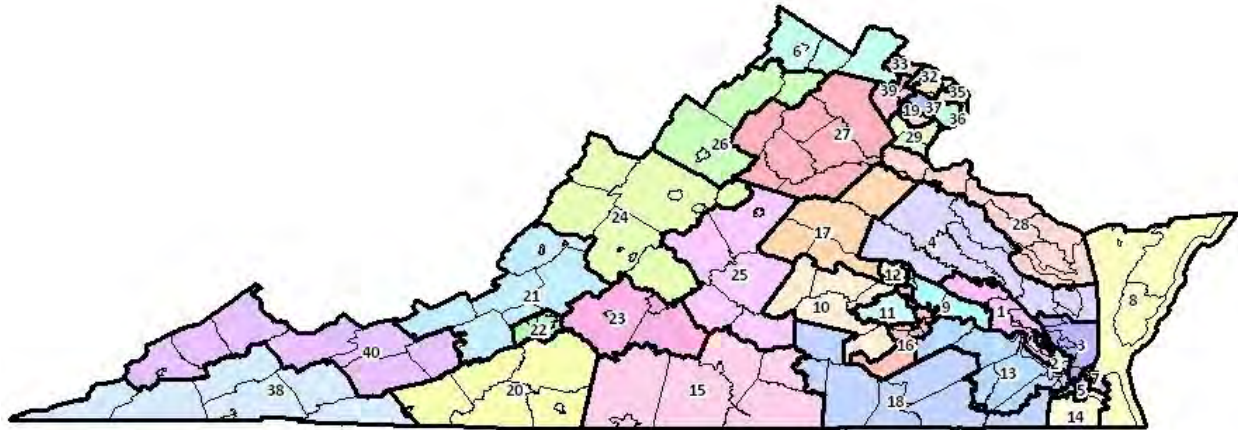
Number of Majority-Minority Districts: 5 Percent of Voting Age Population that is Black		
District	2010 Census (Model Shape)	2000 Census (Old Shape)
2	56.5%	55.8%
5	57.8%	55.9%
9	57.5%	55.0%
16	53.5%	55.9%
18	57.4%	58.5%

Senate Option 1 2% Population Deviation

Number of County and City Jurisdictional Splits	
Model Plan	Current Plan
72	110

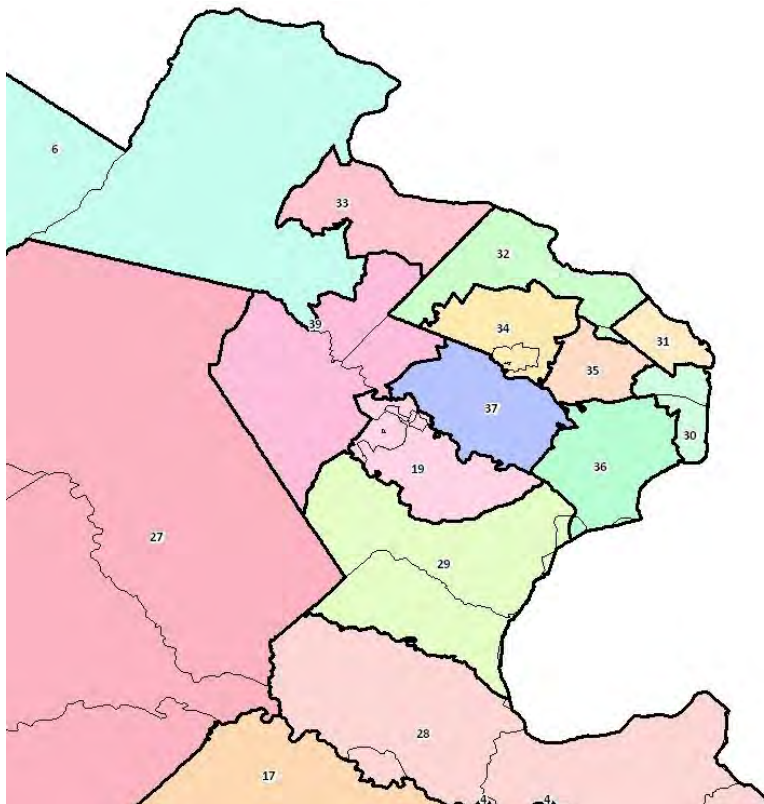
District	Population	% Deviation from Ideal Size	Compactness	County/City Splits	District	Population	% Deviation from Ideal Size	Compactness	County/City Splits
1	200,699	0.34	37.27%	2	21	200,497	0.24	45.91%	2
2	200,274	0.12	41.83%	2	22	200,786	0.38	62.00%	1
3	198,898	-0.56	63.57%	4	23	201,856	0.91	56.12%	1
4	197,941	-1.04	50.05%	1	24	201,475	0.72	52.18%	1
5	199,320	-0.35	44.52%	3	25	202,450	1.21	50.09%	2
6	197,092	-1.47	48.04%	3	26	198,622	-0.70	63.89%	1
7	198,077	-0.97	44.63%	2	27	199,368	-0.33	58.62%	2
8	203,869	1.92	56.27%	1	28	199,215	-0.41	46.13%	1
9	202,682	1.33	41.42%	2	29	202,040	1.01	55.40%	2
10	200,177	0.08	45.60%	3	30	202,260	1.12	53.52%	2
11	196,346	-1.84	56.84%	1	31	200,796	0.38	72.00%	1
12	198,644	-0.69	56.44%	1	32	202,734	1.35	49.95%	1
13	197,891	-1.07	46.37%	6	33	197,631	-1.20	54.42%	1
14	199,238	-0.39	65.57%	2	34	199,088	-0.47	63.73%	1
15	201,984	0.98	58.56%	3	35	201,159	0.57	67.56%	1
16	200,731	0.35	35.68%	4	36	200,335	0.15	63.47%	1
17	202,958	1.47	57.64%	0	37	201,234	0.60	60.48%	1
18	197,473	-1.28	41.00%	5	38	198,113	-0.96	45.37%	0
19	200,811	0.39	57.17%	1	39	198,294	-0.87	53.99%	3
20	196,546	-1.74	66.84%	1	40	201,420	0.70	41.36%	0

Virginia Senate Model Map Option #2: 3%-plus Population Deviation



The 3%-plus Senate alternative presents the same basic shape for all of the districts in the 2% alternative, but with fewer jurisdiction splits and more compact district boundaries. Most of the previous county splits in Southside and Southwest Virginia have been removed and the boundaries for District 22 were made to conform to the path of Interstate 81 around Salem and Roanoke cities.

District 31 around Arlington County was modified to fit entirely within the Arlington County boundaries and the surrounding districts were adjusted to accommodate this change.



Northern Virginia detail

Senate Model Map Option #2: 3%-plus Population Deviation

Perhaps the most dramatic changes in the 3%-plus alternative are the new configurations of Districts 26 and 27, which are now entirely within county boundaries and more compact. Splits in Shenandoah, Warren and Prince William counties were removed.

This map includes 17 districts under 1% deviation, 13 additional districts under 2% deviation, 8 additional districts under 3% deviation, and 1 additional district each under 4% and 5% deviation. This deviation approach allows for an improvement in the compactness of districts by 10.69% (from 48.21% in the current plan to 53.98% in the model map). The least compact district in this map is 35.68% while the most compact district is 71.80%. This map includes 5 majority-minority districts ranging from 57.8% black voting-age population (District 5) to 53.5% black voting-age population (District 16). Finally, this map reduces the number of city and county splits by 63.64%, from 110 splits in the current plan to 40 splits in the model map.

Senate Option 2 3%+ Population Deviation

	Districts Under 1% Deviation	Districts Under 2% Deviation	Districts Under 3% Deviation	Districts Under 4% Deviation	Districts Under 5% Deviation
Number	17	30	38	39	40
Percent	42.5%	75.0%	95.0%	97.5%	100.0%

Average Compactness (Schwartzberg Measure)	
Model Plan	Current (2001) Plan
53.98%	48.21%

Compactness Range (Schwartzberg Measure)		
	Model Plan	Current Plan
Minimum	35.68%	35.75%
Maximum	71.80%	64.09%

Number of Majority-Minority Districts: 5 Percent of Voting Age Population that is Black		
District	Model Shape	2000 Data (Old Shape)
2	56.5%	55.8%
5	57.8%	55.9%
9	57.5%	55.0%
16	53.5%	55.9%
18	57.4%	58.5%

Senate Option 2

3%+ Population Deviation

Number of County and City Jurisdictional Splits	
Model Plan	Current Plan
40	110

District	Population	% Deviation from Ideal Size	Compactness	County/City Splits	District	Population	%Deviation from Ideal Size	Compactness	County/ City Splits
1	200,699	0.34	37.27%	2	21	197,914	-1.06	47.85%	1
2	200,274	0.12	41.83%	2	22	204,931	2.45	70.64%	1
3	201,634	0.80	62.74%	4	23	205,308	2.64	56.27%	0
4	195,205	-2.41	50.16%	1	26	204,796	2.38	52.30%	0
5	199,320	-0.35	44.52%	3	27	208,499	4.24	71.80%	0
6	194,413	-2.81	47.32%	1	28	196,763	-1.63	46.53%	1
7	200,733	0.35	44.06%	2	29	195,857	-2.08	59.29%	2
8	201,213	0.59	55.91%	1	30	195,038	-2.49	57.27%	1
9	202,682	1.33	41.42%	2	31	207,627	3.80	71.08%	0
10	200,177	0.08	45.60%	3	32	202,734	1.35	49.95%	1
11	196,346	-1.84	56.84%	1	33	197,325	-1.35	59.87%	1
12	198,644	-0.69	56.44%	1	34	199,088	-0.47	63.73%	1
13	197,892	-1.07	46.44%	6	35	201,292	0.63	60.29%	1
14	199,238	-0.39	65.57%	2	36	200,593	0.28	64.08%	1
15	195,599	-2.21	62.03%	1	37	201,234	0.60	60.48%	1
16	200,731	0.35	35.68%	4	38	198,113	-0.96	45.37%	0
17	202,958	1.47	57.64%	0	39	197,815	-1.11	56.42%	3
18	197,472	-1.28	41.04%	5	40	201,420	0.70	41.36%	0
19	197,605	-1.21	58.27%	1					
20	194,984	-2.52	68.87%	0					

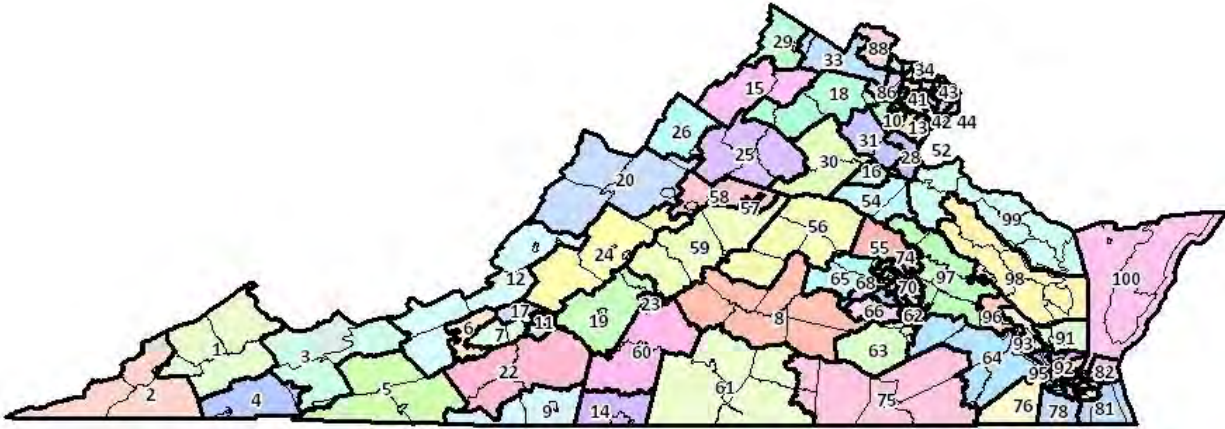
The House of Delegates

The Commission was confronted with similar trade-offs between the redistricting criteria in the House of Delegates, but discovered the population requirements are less in conflict with respecting county and independent city boundaries, perhaps because the districts are of a smaller – and fortuitous – size that facilitates respecting these boundaries. The Commission identified only one case, a district straddling Smyth and Grayson counties, where relaxing a 2% population deviation from the ideal of 80,010 would reduce the number of county splits.

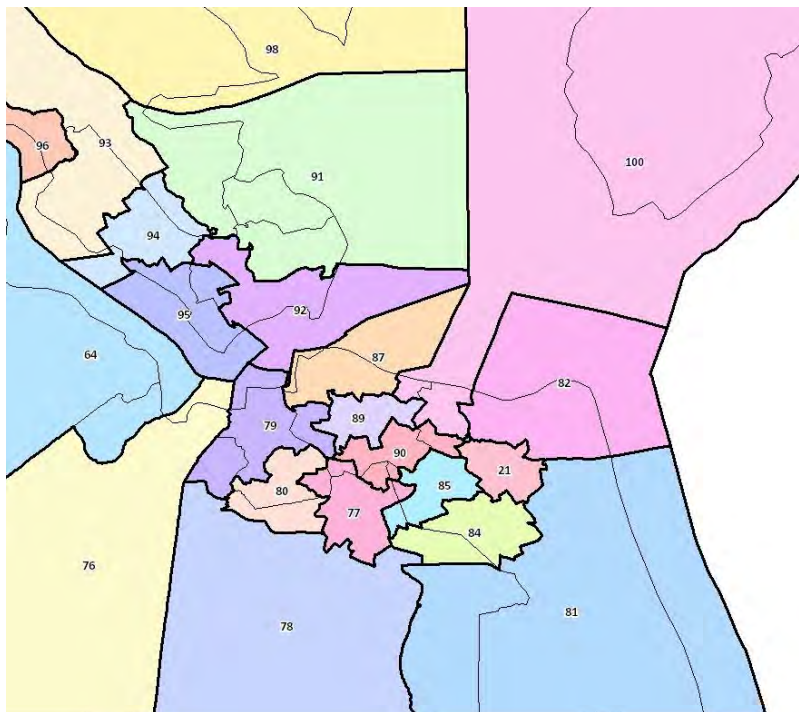
The Commission proposed two model maps, one with 12 majority-minority districts and another with 13 majority-minority districts. These plans were exactly similar except for four districts that must be altered to create a 13th majority-minority district.

Additionally, the Commission unsuccessfully explored the possibility of drawing a Hispanic-majority district. The Commission decided to maintain the current 49th district – which was significantly under-populated with a population of 68,637 – in a configuration that limited a reduction of its Hispanic population from a current 35.1% to 34.9% while bringing its population into balance.

House of Delegates Model Map Option #1: 12 Majority-Minority Districts



The first consideration was to create majority-minority districts to be in compliance with the Voting Rights Act. In 2001, the Commonwealth created 12 House of Delegates districts where African-Americans constituted a majority of the 2000 census voting-age population. According to the 2010 census, one of these districts, District 71, had fallen below 50% to 47.0% African-American voting-age population. The Commission decided to boost the population of this district to create a 12 majority-minority district option (Districts 63, 69, 70, 71, 74, 75, 77, 80, 89, 90, 92, and 95). All 12 districts are drawn within a 2% population deviation. All are more compact than in their counterparts in the current map while crossing an aggregate fewer county and independent city lines.



Hampton Roads detail

House of Delegates Model Map Option #1: 12 Majority-Minority Districts

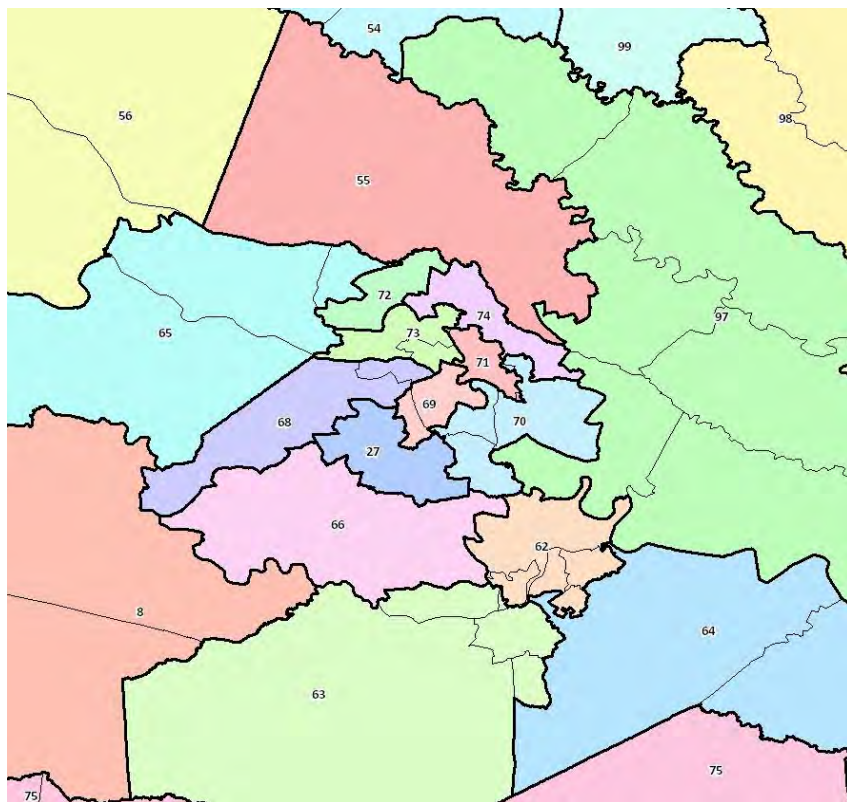
These districts have a profound effect on their neighbors. In the Norfolk area, the remaining districts generally revolve around the four majority-minority districts, following the shoreline,

while respecting existing county and independent city boundaries and maintaining a compact shape. It is impossible to draw an Eastern Shore district within the permitted population deviation, so a district must extend across the Chesapeake Bay Bridge.

Two majority-minority districts are located in Newport News and Hampton, and the adjacent districts follow the peninsula northward through Williamsburg and beyond. Two districts to the north also generally follow peninsulas.

Two majority-minority districts are located to the south of Richmond, encompassing African-American communities in Petersburg and Emporia, respectively. These districts must cross county and independent city boundaries to maintain the African-American voting-age populations.

Four majority-minority districts are located in the Richmond area. Of particular note is District 74, which the Commission reconfigured to be more compact and located entirely within Henrico County, whereas the current district extends into Charles City County. Elsewhere in the region, districts generally respect county and independent city lines where possible in a compact manner. However, the presence of the majority-minority district requires some boundaries to be crossed.



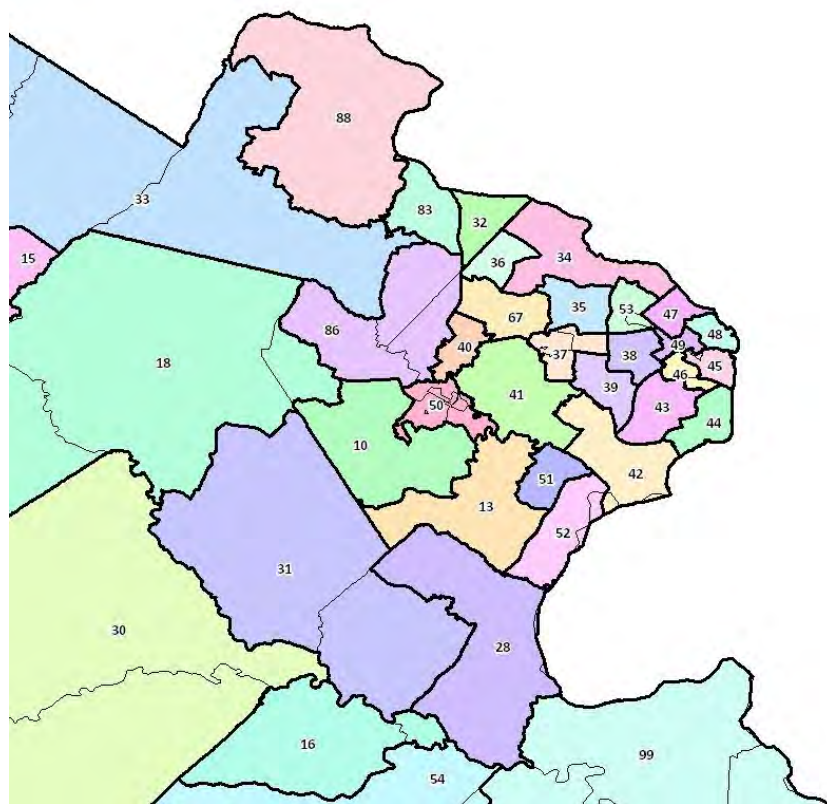
Richmond detail

House of Delegates Model Map Option #1: 12 Majority-Minority Districts

The Commission's next step following the drawing of majority-minority districts and their neighbors was to draw the remainder of the Commonwealth. Generally, if a district within the 2% population deviation could be drawn to be composed of whole counties or independent cities, such a district was created. If a county had to be split in order to achieve the proper population deviation in a district, lines were drawn to minimize the splits among adjacent counties and

independent cities and to keep districts as compact as possible. Where choices were available, districts were drawn to respect communities of interest, such as by following transportation corridors or other natural features such as water or mountains. None of the districts were drawn with the intent of crossing a body of water without a bridge.

It was not possible to balance all the competing goals in all circumstances. Some jurisdictions must be split. In Northern Virginia, Arlington County has too much population for two districts. The Commission decided to cross the Arlington County and Fairfax County lines where the current District 49 is located in order to tie together Hispanic communities in that area. To keep these communities together, another split with District 45 was formed in the southern tip of Arlington across to Alexandria. The two Arlington County districts evenly divide the county as best as possible.



Northern Virginia detail

House of Delegates Model Map Option #1: 12 Majority-Minority Districts

The Fairfax County line must be crossed because there is not the right amount of population from the county line to Washington, DC, to draw districts entirely contained within Fairfax County. Within the Fairfax County region, the independent cities of Fairfax City and Fall Church were kept together with their immediate environs. A second Alexandria split is required to achieve population balance, and was done with a district extending to the south of the city. Elsewhere, districts were drawn to respect communities of interest in Centreville, Clifton, Herndon, Vienna, Fair Lakes, Lorton and Springfield, among others.

In the exurbs, the Commission drew a Manassas/Manassas City district, districts extending along the Route 7 corridor to and beyond Leesburg, a predominantly Woodbridge district, and districts generally following the Prince William Parkway.

Districts in the western part of the state generally followed the natural valleys in a way that respects county and city boundaries in a compact manner. Some boundary splits must happen, such as in the areas of Harrisonburg, Roanoke and Winchester. The Roanoke area presented a puzzle in minimizing county and independent city splits that was best solved by combining Salem and Christiansburg in a single district extending along I-81. Another district combines Radford and Blacksburg. Roanoke itself has too much population, so it must be split once.

In the Piedmont region, Charlottesville has too little population for its own district, so it must extend into Albemarle County. Two other splits of Albemarle County are necessary to reduce splits in surrounding counties. The Commission drew one district consolidating the area to the south of Charlottesville and a second district extending to the west. Culpeper and Orange counties together form a district of the ideal population size, which the Commission decided to draw. However, this configuration then requires county splits in adjoining counties.

Further to the South, Lynchburg is too small for its own district, so the Commission decided to cross the Amherst County line to the north. Similarly, Danville must be fortified with population from Pittsylvania County. Here, the remainder of the county can be rounded with Campbell County without creating another county split, which is why the Lynchburg configuration is desirable. Elsewhere, counties and independent cities in the Southwest were generally respected because they are smaller in population size. However, some splits, such as those of Patrick and Wise counties were required to bring districts into population balance.

This map includes 68 districts under 1% deviation and 32 additional districts under 2% deviation. This deviation approach allows for an improvement in the compactness of districts by 15.08% (from 49.78% in the current plan to 58.57% in the model map). The least compact district in this map is 35.78% while the most compact district is 82.54%. This map includes 12 minority-majority districts ranging from 58.0% black voting-age population (District 92) to 53.5% black voting-age population (District 90). Finally, this map reduces the number of city and county splits by 21.13%, from 194 splits in the current plan to 153 splits in the model map.

House Option 1

12 Majority-Minority Districts

	Districts Under 1% Deviation	Districts Under 2% Deviation
Number	68	100
Percent	68%	100%

Average Compactness (Schwartzberg Measure)		
Model Plan	Current (2001) Plan	
58.57%	49.78%	

Compactness Range (Schwartzberg Measure)		
	Model Plan	Current (2001) Plan
Minimum	35.75%	30.87%
Maximum	82.54%	76.31%

Number of Majority-Minority Districts: 12 Percent of Voting Age Population that is Black		
District	2010 Census (Model Shape)	2000 Census (Old Shape)
63	56.1%	57.8%
69	55.2%	57.6%
70	54.4%	57.2%
71	54.0%	55.5%
74	56.8%	59.7%
75	54.7%	56.2%
77	54.6%	55.9%
80	54.9%	55.3%
89	54.2%	53.4%
90	53.5%	54.0%
92	58.0%	59.3%
95	55.3%	58.1%

House Option 1 12 Majority-Minority Districts

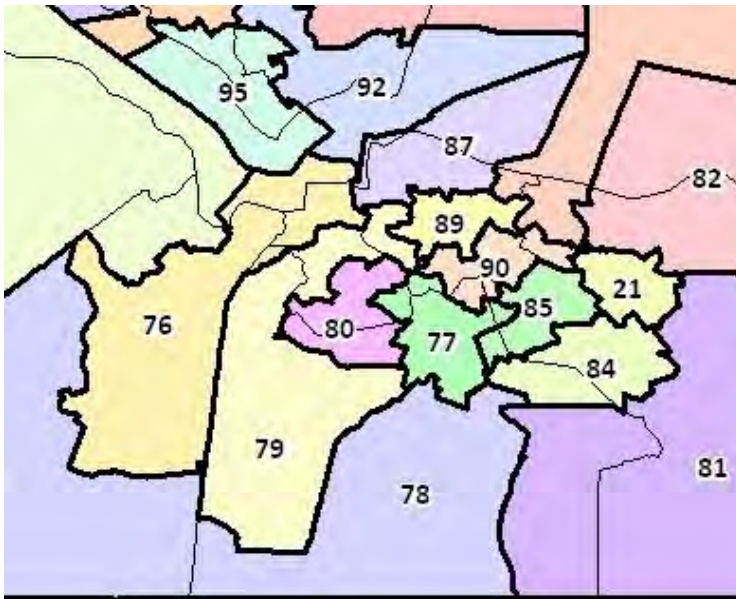
District	Population	% Deviation from Ideal Size	Compactness	County/City Splits	District	Population	% Deviation from Ideal Size	Compactness	County/City Splits
1	81,469	1.82%	61.33%	1	26	78,709	-1.63%	69.10%	1
2	81,603	1.99%	51.92%	1	27	81,315	1.63%	55.70%	1
3	78,703	-1.63%	54.60%	2	28	79,347	-0.83%	53.40%	1
4	78,412	-2.00%	68.47%	1	29	79,690	-0.40%	56.53%	1
5	81,558	1.93%	63.19%	1	30	80,170	0.20%	54.03%	0
6	80,272	0.33%	40.90%	1	31	78,477	-1.92%	63.62%	2
7	81,561	1.94%	52.82%	3	32	79,590	-0.52%	69.94%	1
8	81,277	1.58%	52.58%	1	33	78,768	-1.55%	48.73%	2
9	79,357	-0.82%	54.58%	1	34	80,951	1.18%	54.09%	1
10	78,746	-1.58%	59.07%	1	35	81,034	1.28%	71.09%	1
11	81,594	1.98%	50.55%	1	36	80,910	1.12%	74.73%	1
12	79,559	-0.56%	42.31%	0	37	80,903	1.12%	64.18%	1
13	81,589	1.97%	50.56%	1	38	80,164	0.19%	76.73%	1
14	81,060	1.31%	71.48%	1	39	80,533	0.65%	65.14%	1
15	79,568	-0.55%	58.71%	0	40	79,361	-0.81%	55.09%	1
16	80,601	0.74%	60.91%	1	41	79,878	-0.16%	57.57%	1
17	81,583	1.97%	38.68%	1	42	78,558	-1.81%	61.07%	1
18	78,465	-1.93%	56.41%	3	43	81,610	2.00%	73.77%	1
19	78,496	-1.89%	56.79%	1	44	81,110	1.37%	71.16%	1
20	78,413	-2.00%	57.49%	2	45	81,478	1.83%	67.25%	2
21	80,017	0.01%	67.23%	1	46	80,884	1.09%	57.04%	2
22	78,543	-1.83%	58.28%	1	47	79,831	-0.22%	70.98%	1
23	79,492	-0.65%	58.46%	1	48	78,864	-1.43%	70.26%	1
24	78,944	-1.33%	51.37%	1	49	79,508	-0.63%	50.07%	3
25	79,174	-1.04%	64.58%	2	50	81,102	1.36%	47.00%	1

House Option 1, continued 12 Majority-Minority Districts

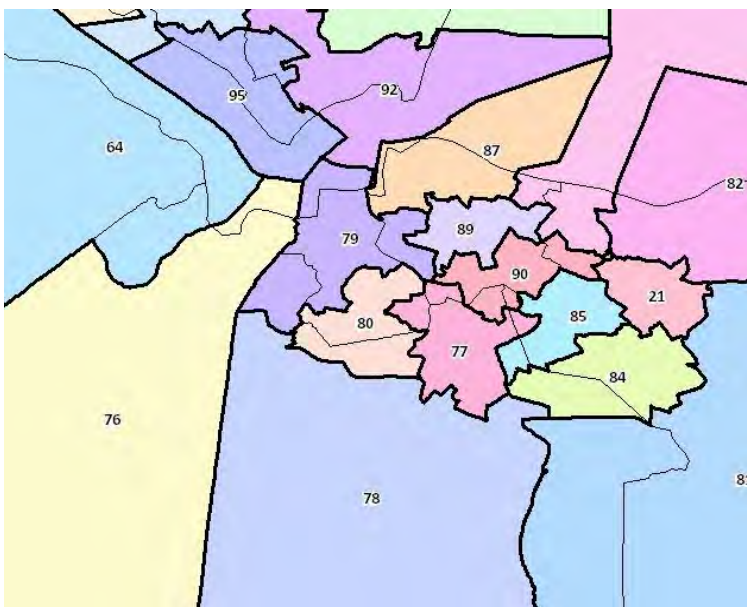
District	Population	%Deviation from Ideal Size	Compactness	County/City Splits	District	Population	%Deviation from Ideal Size	Compactness	County/City Splits
51	78,516	-1.87%	73.86%	1	76	81,568	1.95%	71.27%	1
52	80,560	0.69%	68.39%	1	77	79,445	-0.71%	56.36%	4
53	79,605	-0.51%	74.50%	1	78	79,370	-0.80%	72.05%	1
54	80,576	0.71%	56.51%	2	79	78,841	-1.46%	54.69%	3
55	81,482	1.84%	50.42%	1	80	79,382	-0.78%	59.36%	2
56	80,195	0.23%	63.20%	2	81	81,280	1.59%	75.47%	2
57	79,430	-0.72%	48.89%	1	82	81,475	1.83%	82.54%	1
58	78,552	-1.82%	43.36%	2	83	79,106	-1.13%	57.88%	1
59	78,440	-1.96%	51.29%	2	84	80,866	1.07%	65.91%	2
60	80,343	0.42%	60.53%	1	85	79,890	-0.15%	59.78%	2
61	80,181	0.21%	65.12%	2	86	79,619	-0.49%	60.31%	3
62	80,728	0.90%	46.98%	3	87	81,205	1.49%	64.14%	1
63	78,461	-1.94%	69.50%	3	88	79,297	-0.89%	57.74%	1
64	80,517	0.63%	49.22%	4	89	80,634	0.78%	52.04%	1
65	79,296	-0.89%	57.50%	2	90	80,671	0.83%	50.69%	3
66	78,557	-1.82%	55.24%	1	91	78,684	-1.66%	74.67%	2
67	78,964	-1.31%	70.64%	1	92	78,809	-1.50%	48.01%	1
68	79,272	-0.92%	53.55%	2	93	78,946	-1.33%	52.88%	2
69	81,299	1.61%	56.84%	2	94	78,628	-1.73%	53.18%	2
70	79,162	-1.06%	43.66%	3	95	80,702	0.86%	63.25%	2
71	81,076	1.33%	50.43%	2	96	81,077	1.33%	49.31%	0
72	81,502	1.86%	56.03%	1	97	79,673	-0.42%	35.75%	4
73	80,431	0.53%	52.44%	2	98	79,108	-1.13%	51.42%	1
74	81,579	1.96%	41.41%	2	99	81,144	1.42%	46.84%	1
75	79,061	-1.19%	56.73%	4	100	81,018	1.26%	63.35%	2

House of Delegates Model Map Option #2: 13 Majority-Minority Districts

In the course of devising a redistricting plan with 12 majority-minority districts, it became apparent that the current District 77, which joins minority communities in Chesapeake and Suffolk, could be reconfigured to create two districts that may provide African Americans an opportunity to elect candidates of their choice. As the comparison below shows, the only changes to the 12 majority-minority map are in Hampton Roads, where Districts 64, 76, 78 and 79 are reconfigured.



Hampton Roads, 7 majority-minority House districts (76, 77, 80, 89, 90, 92, 95)



Hampton Roads, 6 majority-minority House districts (77, 80, 89, 90, 92, 95)

The reconfigured districts split fewer jurisdictional boundaries and are more compact than the current (2001) configuration; however, they are less compact and split more jurisdictional boundaries than the model plan for 12 majority-minority districts. Here is a comparison of House Option 1 with House Option 2:

District	Compactness		City/County Split	
	12 districts	13 districts	12 districts	13 districts
64	49.22	48.41	4	4
76	71.27	52.11	1	3
78	72.05	50.32	1	2
79	54.69	49.73	3	3

Although the non-retrogression standard of Section 5 of the Voting Rights Act does not bind the Commonwealth to create a thirteenth African-American majority district, the Commission determined that it would be informative to demonstrate how to create such a district.

Statewide, the 13 majority-minority map includes 67 districts under 1% deviation and 33 additional districts under 2% deviation. This deviation approach allows for an improvement in the compactness of districts by 14.32% (from 49.78% in the current plan to 58.10% in the model map). The least compact district in this map is 35.75% while the most compact district is 82.54%. This map includes 13 majority-minority districts, ranging from 58.0% black voting-age population (District 92) to 53.5% black voting-age population (District 90). Finally, this map reduces the number of city and county splits by 19.5%, from 194 splits in the current plan to 156 splits in the model map.

House Option 2

13 Majority-Minority Districts

	Districts Under 1% Deviation	Districts Under 2% Deviation
Number	67	100
Percent	67%	100%

Average Compactness (Schwartzberg Measure)	
Model Plan	Current (2001) Plan
58.10%	49.78%

Compactness Range (Schwartzberg Measure)		
	Model Plan	Current (2001) Plan
Minimum	35.75%	35.75%
Maximum	82.54%	64.09%

Number of Majority-Minority Districts: 13 Percent of Voting Age Population that is Black		
District	2010 Census (Model Shape)	2000 Census (Old Shape)
63	56.1%	57.8%
69	55.2%	57.6%
70	54.4%	57.2%
71	54.0%	55.5%
74	56.8%	59.7%
75	54.7%	56.2%
76	54.2%	55.9%*
77	54.6%	55.9%
80	54.9%	55.3%
89	54.2%	53.4%
90	53.5%	54.0%
92	58.0%	59.3%
95	55.3%	58.1%

* Proposed 76th District was part of old 77th District.

* Proposed 76th District was part of old 77th District.

House Option 2 13 Majority-Minority Districts

District	Population	%Deviation from Ideal Size	Compactness	County/City Splits
1	81,469	1.82%	61.33%	1
2	81,603	1.99%	51.92%	1
3	78,703	-1.63%	54.60%	2
4	78,412	-2.00%	68.47%	1
5	81,558	1.93%	63.19%	1
6	80,272	0.33%	40.90%	1
7	81,561	1.94%	52.82%	3
8	81,277	1.58%	52.58%	1
9	79,357	-0.82%	54.58%	1
10	78,746	-1.58%	59.07%	1
11	81,594	1.98%	50.55%	1
12	79,559	-0.56%	42.31%	0
13	81,589	1.97%	50.56%	1
14	81,060	1.31%	71.48%	1
15	79,568	-0.55%	58.71%	0
16	80,601	0.74%	60.91%	1
17	81,583	1.97%	38.68%	1
18	78,465	-1.93%	56.41%	3
19	78,496	-1.89%	56.79%	1
20	78,413	-2.00%	57.49%	2
21	80,017	0.01%	67.23%	1
22	78,543	-1.83%	58.28%	1
23	79,492	-0.65%	58.46%	1
24	78,944	-1.33%	51.37%	1
25	79,174	-1.04%	64.58%	2

District	Population	%Deviation from Ideal Size	Compactness	County/City Splits
26	78,709	-1.63%	69.10%	1
27	81,315	1.63%	55.70%	1
28	79,347	-0.83%	53.40%	1
29	79,690	-0.40%	56.53%	1
30	80,170	0.20%	54.03%	0
31	78,477	-1.92%	63.62%	2
32	79,590	-0.52%	69.94%	1
33	78,768	-1.55%	48.73%	2
34	80,951	1.18%	54.09%	1
35	81,034	1.28%	71.09%	1
36	80,910	1.12%	74.73%	1
37	80,903	1.12%	64.18%	1
38	80,164	0.19%	76.73%	1
39	80,533	0.65%	65.14%	1
40	79,361	-0.81%	55.09%	1
41	79,878	-0.16%	57.57%	1
42	78,558	-1.81%	61.07%	1
43	81,610	2.00%	73.77%	1
44	81,110	1.37%	71.16%	1
45	81,478	1.83%	67.25%	2
46	80,884	1.09%	57.04%	2
47	79,831	-0.22%	70.98%	1
48	78,864	-1.43%	70.26%	1
49	79,508	-0.63%	50.07%	3
50	81,102	1.36%	47.00%	1

House Option 2, continued 13 Majority-Minority Districts

District	Population	% Deviation from Ideal Size	Compactness	County/City Splits
51	78,516	-1.87%	73.86%	1
52	80,560	0.69%	68.39%	1
53	79,605	-0.51%	74.50%	1
54	80,576	0.71%	56.51%	2
55	81,482	1.84%	50.42%	1
56	80,195	0.23%	63.20%	2
57	79,430	-0.72%	48.89%	1
58	78,552	-1.82%	43.36%	2
59	78,440	-1.96%	51.29%	2
60	80,343	0.42%	60.53%	1
61	80,181	0.21%	65.12%	2
62	80,728	0.90%	46.98%	3
63	78,461	-1.94%	69.50%	3
64	81,565	1.94%	48.41%	4
65	79,296	-0.89%	57.50%	2
66	78,557	-1.82%	55.24%	1
67	78,964	-1.31%	70.64%	1
68	79,272	-0.92%	53.55%	2
69	81,299	1.61%	56.84%	2
70	79,162	-1.06%	43.66%	3
71	81,076	1.33%	50.43%	2
72	81,502	1.86%	56.03%	1
73	80,431	0.53%	52.44%	2
74	81,579	1.96%	41.41%	2
75	79,061	-1.19%	56.73%	4

District	Population	%Deviation from Ideal Size	Compactness	County/City Splits
76	78,999	-1.26%	52.11%	3
77	79,445	-0.71%	56.36%	4
78	81,023	1.27%	50.32%	2
79	78,709	-1.63%	49.73%	3
80	79,382	-0.78%	59.36%	2
81	81,280	1.59%	75.47%	2
82	81,475	1.83%	82.54%	1
83	79,106	-1.13%	57.88%	1
84	80,866	1.07%	65.91%	2
85	79,890	-0.15%	59.78%	2
86	79,619	-0.49%	60.31%	3
87	81,205	1.49%	64.14%	1
88	79,297	-0.89%	57.74%	1
89	80,634	0.78%	52.04%	1
90	80,671	0.83%	50.69%	3
91	78,684	-1.66%	74.67%	2
92	78,809	-1.50%	48.01%	1
93	78,946	-1.33%	52.88%	2
94	78,628	-1.73%	53.18%	2
95	80,702	0.86%	63.25%	2
96	81,077	1.33%	49.31%	0
97	79,673	-0.42%	35.75%	4
98	79,108	-1.13%	51.42%	1
99	81,144	1.42%	46.84%	1
100	81,018	1.26%	63.35%	2

Acknowledgments

The Commission wishes to acknowledge Governor Robert F. McDonnell for establishing the first Independent Bipartisan Advisory Commission on Redistricting in the history of the Commonwealth. Commission members were privileged to be chosen to participate in this landmark activity.

The Commission's work over the past two and a half months would have been impossible without the assistance and support of an extraordinary number of individuals, groups and firms from all corners of Virginia. We wish to express the depth of our gratitude to the many people and organizations who assisted, informed, and advised us.

- The 300 citizens of Virginia who came to the Commission's four public meetings and told us what they wanted to see in redistricting. Many of those people not only shared their personal stories and experiences but also demonstrated a deep concern for their communities and for the Commonwealth.
- The 18 professors from colleges and universities across Virginia, and their 150 students who participated in the Virginia College and University Redistricting Competition. They demonstrated the best in our higher education system; their talent, energy, and commitment makes us feel comforted in the next generation of leaders. We wish to particularly acknowledge the team from the William & Mary Law School, who stepped in to work with the Commission's map-drawing at the end of the competition. Brian Cannon, Nick Mueller, and Brian Rothenberg were extraordinarily helpful.
- The advisors to the Commission, including Dustin A. Cable, Charles W. Dunn, Ernest C. Gates, William H. Hurd, Quentin Kidd, Michael P. McDonald, Anthony T. Troy, and Judy Ford Wason. The Commission could not have begun to have completed its task without the countless hours these individuals dedicated to its work.
- The Wason Center for Public Policy at Christopher Newport University for providing administrative support to the Commission, including hosting the Commission's website.
- Regent University for enabling Professor Charles W. Dunn to be available to the Commission.
- The Weldon Cooper Center at the University of Virginia for providing demographic briefings to the Commission and loaning Dustin Cable to the Commission to help with map-drawing.
- CRT/tanaka and Brian Ellis, its executive vice president, for providing pro bono assistance in the charting and presentation of the Commission's work product in a remarkably timely manner.
- Troutman Sanders for providing the Commission with the stellar legal assistance of Bill Hurd and Tony Troy.
- Norfolk State University, Virginia Commonwealth University, George Mason University, Germanna Community College and Virginia Western Community College for making their facilities available to the Commission for its meetings and public forums.
- The League of Women Voters, the Richmond First Club and other members of the Virginia Redistricting Coalition for publicizing the Commission's meetings and forums.
- William A. Royall Jr. for his generous support of this privately funded initiative.

Finally, the Commission's work would not have been possible without the able, talented, and energetic assistance of the Commission's sole staff member, Steven Jones.

**A Presentation to the Virginia Redistricting Commission
at George Mason University (Johnson Ctr, Dewberry Hall)
on Tuesday, July 27th by Michael Martin**

Commissioners, Good afternoon. My name is Michael Martin. I've lived in Springfield for 35 years. It is good to finally meet you face-to-face.

Thank you for your efforts. I am excited to see the progress you're making. But I'm also worried. You have not recently published a plan. I don't know how you're going to get everything done on time.

I worked in the Project Management Industry for over a decade, and I know that managing one's everyday activities doesn't require much planning. Simply asking, "What's next?", and following your gut instinct, usually works fine.

Unfortunately, applying such a casual approach to a unique task like drawing complex district maps in 45 days doesn't work nearly as well. Implementing a project management technology such as critical path method will yield far superior results.

The benefits of project planning can be illustrated with a simple example:

Suppose I need to use a new software program. Before I can use it, my plan says I must do three things:

- First, order the software. Amazon Prime can deliver it in 3 days;
- Second, load it onto my laptop. That will take me a day;
- Third, train myself on the software. I can do that in 2 days.

Therefore, it will take 6 days before I'm ready. But I take weekends off. Since these 6 days will span a weekend, I must add an additional 2 weekend days, for a total of 8 days.

In this example, I have 8 days of foresight. If I don't need to use the software in the next eight days, I'm on schedule. But if I need to start sooner, I can see that I will miss the deadline unless I rework the plan.

And by recognizing the problem early, I have time to explore mitigation strategies such as:

- Asking Amazon Prime to expedite shipping; or
- Renting a laptop that has the needed software pre-loaded; or
- Hiring a planning consultant who has the software on her laptop.

The Virginia Redistricting Commission has yet to publish a plan illustrating a viable strategy for incorporating citizen input to date, reviewing all draft map submissions, drawing maps using prioritized criteria, and delivering approved maps to the Virginia legislature in the allotted time. The plan should include detailed task descriptions and a task completion schedule with hard deadlines.

I urge the Commission to take the following actions, quickly and decisively:

1. Make and publish a detailed plan with all the elements noted above.
2. Utilize project management methodology to actively manage your plan.
3. Hire a consultant to facilitate and expedite your planning.

In conclusion, I am rooting for your success. You can do this. Now is your time to shine, and Virginia will thank you. But please hurry.

Respectfully submitted,
Michael Martin
Springfield VA

A project management resource:

PMI Project Management Institute - The Project Management Institute is a U.S.-based not-for-profit professional organization for project management.
<https://www.pmi.org/>



Follow-up to July 27, 2021 Public Hearing

1 message

Elaine Braverman <elaine_braverman@msn.com>
To: "varedist@dls.virginia.gov" <varedist@dls.virginia.gov>

Wed, Jul 28, 2021 at 3:05 PM

I'm an Arlington resident, and attended the NoVa public hearing remotely. The hearing enabled a variety of views and concerns about communities of interest.

I am adding my voice in strong support of several issues raised by speakers at the hearing.

I urge the Commission to start from scratch in developing maps. In addition, professional map drawers should be engaged. An interesting suggestion was that the Republican and Democratic law firms engaged by the Commission jointly agree on an established entity to draw the maps. There are a number of independent, well-regarded organizations that have already demonstrated their expertise in this area.

Incumbent addresses should have no consideration in drawing districts. If a candidate is not competitive without the advantage of incumbency, then it is certainly to the advantage of the Commonwealth that a better candidate represent us.

As the timeline for redistricting is extremely tight, the Commission should issue its plan for making the maps and engaging the public.

Overall, in all of its actions, the Commission should understand the public's deep skepticism ranging back over decades of redistricting "reforms" that didn't really bring fairness to the process. The Commission really has a history-making role, and I wish you success in achieving it.

Elaine Braverman

Arlington, VA



VA Redistricting <varedist@dls.virginia.gov>

comment on meeting July 27 at GMU in Fairfax

1 message

sivigny@verizon.net <sivigny@verizon.net>

Wed, Jul 28, 2021 at 4:39 PM

Reply-To: sivigny@verizon.net

To: "VaRedist@dls.virginia.gov" <VaRedist@dls.virginia.gov>

Cc: "ethorp75@gmail.com" <ethorp75@gmail.com>, "mindiw33@gmail.com" <mindiw33@gmail.com>, "director@onevirginia2021.org" <director@onevirginia2021.org>

Members of the Virginia Redistricting Commission,

I attended the session in Fairfax on July 27. Thank you for holding these meetings. I agreed with much of what was presented. I live in Senate district 37 and House district 41, both of which are totally absurdly drawn.

One thing, however, disturbed me greatly. Is it true, as one gentleman stated, that in a previous session you announced plans to hire two different partisan firms to each draw a partisan map? If so, I strenuously object. That will only lead to each side drawing a gerrymandered map, intentionally creating party or incumbent protection districts to use as bargaining chips to trade and then declare a compromise. That is no better than what happened 10 years ago when the "compromise" was letting the GOP gerrymander the House and the Dems gerrymander the Senate. Lessons learned should have taught us that we need maps drawn by a non-partisan entity.

I also endorse the request that you release preliminary maps so that community engagement will continue, as opposed to your simply releasing information after decisions have been concluded and set in stone.

Thank you,
Ginge Sivigny
Burke, Virginia

MICHAEL CLANCY
Fairfax County
Statement on Redistricting
July 27, 2021

These comments focus on the **11th Congressional District**. The 11th District is a gerrymandered district that at the northwest end (as reflected in [blue](#) on the map of Fairfax County attached below) includes precincts from Herndon, Reston, Vienna and Tysons; then zigzags back and forth across Fairfax County (inside and outside the Beltway); and then south to incorporate 39 precincts from Prince William County. This **contorted district** clearly violates the legal requirements for a **compact territory** and alignment with the **communities of interest**. Indeed, it arbitrarily splits communities and includes wildly disparate areas. For example, there is no community of interest between Reston, Vienna and Tysons located in Fairfax County versus Quantico, Dumfries and Swans Creek located in Prince William County; and further there is no geographical nexus between these communities. Thus, it is clear that this 11th District is designed for one purpose and one purpose only: to protect the incumbent congressman. There is much talk of voter suppression. The 11th District is all about voter suppression and the congressional election has become a biennial farce. This is an illegal district that must be redrawn.

Simple changes will better serve the voters:

First, move the Fairfax County precincts (Nos. 229, 240, 304, 306, 309, 321, 322 323, 327, 328, 329, 331, 803, 804, 805, 815, 838, 839, 841, 845, 847, 849, 850, 902, 903, 904, 905, 908, 909, 911, 913, 914, 915, 916, 917, 920, 921, 923, 935, 927, 928, 929 930, 931 and 932) -- reflected in [green](#) on the map -- that are currently assigned to the 10th Congressional District into the 11th District. There is no valid reason to divide these communities and precincts with the zigzag structure of the 11th District. [Note: To balance the districts from a population perspective (given the other changes recommend below to move certain 11th District precincts to the 1st and 8th Districts), it may be necessary also to move certain precincts from Loudoun County (not shown on the attached map) that border Fairfax County from the 10th District to the 11th District; for example, precincts 107, 114, 120, 216, 217, 409, 412, 701, 705 and 708 would move from the 10th to the 11th District.]

Second, use the Beltway (495) as a demarcation line and extend that demarcation line south to the border of Fairfax County and Prince William County as reflected on the map. All the precincts inside (to the east of) that demarcation line -- marked in **black** as “8th” on the map -- should be moved into the 8th Congressional District (shown in [pink](#) on the map). Specifically, precincts numbers 106, 110, 115, 116, 128, 129, 301, 303, 311, 314, 426, 502, 503, 504, 508, 511, 512, 513, 518, 519, 530, 618, 628, 629, 717, 806, 807, 812, 827 and 840 should be moved into the 8th District. Those precincts better align with the 8th geographically; and movement of those precincts into the 8th District will promote and better reflect the communities of interests in the neighborhoods.

Third, all the precincts from Prince William County that are currently included in the 11th District should be moved from the 11th District to the 1st Congressional District. There is no community of interest between the precincts of Fairfax County and those in Prince William County nor does the inclusion of Prince William County precincts in the 11th District make sense geographically.

These changes would provide a logical, contiguous, compact 11th Congressional District and better connect the communities of interest and the voters. Thank you.



Location: County, VA

Fairfax County

U.S. Congressional Districts
with Voting Precincts & Supervisor Districts

Manassas County, MD

INSIDE BELTWAY = 8th District

Washington, D.C.

Arlington County, VA

U.S. HIGHWAYS

MOVE PRECINCTS
GREEN INTO THE 11th

MOVE
PRECINCTS
TO THE 11th

MOVE
PRECINCTS TO THE 11th

MOVE PRECINCTS
TO THE 11th

11th

10th

8th 8th 8th

8th 8th 8th 8th

8th 8th 8th 8th

8th 8th 8th 8th

8th 8th 8th 8th

8th 8th 8th 8th

8th 8th 8th 8th

PRINCE
WILLIAM
COUNTY
MOVE TO:
1st
CONGRESSIONAL
DISTRICT

MOVE AREA
SOUTH OF
ROUTE 1
INTO 1ST?

11th District (10 precincts)			
179	180	181	182
183	184	185	186
187	188	189	190
191	192	193	194
195	196	197	198
199	200	201	202
203	204	205	206
207	208	209	210
211	212	213	214
215	216	217	218
219	220	221	222
223	224	225	226
227	228	229	230
231	232	233	234
235	236	237	238
239	240	241	242
243	244	245	246
247	248	249	250
251	252	253	254
255	256	257	258
259	260	261	262
263	264	265	266
267	268	269	270
271	272	273	274
275	276	277	278
279	280	281	282
283	284	285	286
287	288	289	290
291	292	293	294
295	296	297	298
299	300	301	302
303	304	305	306
307	308	309	310
311	312	313	314
315	316	317	318
319	320	321	322
323	324	325	326
327	328	329	330
331	332	333	334
335	336	337	338
339	340	341	342
343	344	345	346
347	348	349	350
351	352	353	354
355	356	357	358
359	360	361	362
363	364	365	366
367	368	369	370
371	372	373	374
375	376	377	378
379	380	381	382
383	384	385	386
387	388	389	390
391	392	393	394
395	396	397	398
399	400	401	402
403	404	405	406
407	408	409	410
411	412	413	414
415	416	417	418
419	420	421	422
423	424	425	426
427	428	429	430
431	432	433	434
435	436	437	438
439	440	441	442
443	444	445	446
447	448	449	450
451	452	453	454
455	456	457	458
459	460	461	462
463	464	465	466
467	468	469	470
471	472	473	474
475	476	477	478
479	480	481	482
483	484	485	486
487	488	489	490
491	492	493	494
495	496	497	498
499	500	501	502
503	504	505	506
507	508	509	510
511	512	513	514
515	516	517	518
519	520	521	522
523	524	525	526
527	528	529	530
531	532	533	534
535	536	537	538
539	540	541	542
543	544	545	546
547	548	549	550
551	552	553	554
555	556	557	558
559	560	561	562
563	564	565	566
567	568	569	570
571	572	573	574
575	576	577	578
579	580	581	582
583	584	585	586
587	588	589	590
591	592	593	594
595	596	597	598
599	600	601	602
603	604	605	606
607	608	609	610
611	612	613	614
615	616	617	618
619	620	621	622
623	624	625	626
627	628	629	630
631	632	633	634
635	636	637	638
639	640	641	642
643	644	645	646
647	648	649	650
651	652	653	654
655	656	657	658
659	660	661	662
663	664	665	666
667	668	669	670
671	672	673	674
675	676	677	678
679	680	681	682
683	684	685	686
687	688	689	690
691	692	693	694
695	696	697	698
699	700	701	702
703	704	705	706
707	708	709	710
711	712	713	714
715	716	717	718
719	720	721	722
723	724	725	726
727	728	729	730
731	732	733	734
735	736	737	738
739	740	741	742
743	744	745	746
747	748	749	750
751	752	753	754
755	756	757	758
759	760	761	762
763	764	765	766
767	768	769	770
771	772	773	774
775	776	777	778
779	780	781	782
783	784	785	786
787	788	789	790
791	792	793	794
795	796	797	798
799	800	801	802
803	804	805	806
807	808	809	810
811	812	813	814
815	816	817	818
819	820	821	822
823	824	825	826
827	828	829	830
831	832	833	834
835	836	837	838
839	840	841	842
843	844	845	846
847	848	849	850
851	852	853	854
855	856	857	858
859	860	861	862
863	864	865	866
867	868	869	870
871	872	873	874
875	876	877	878
879	880	881	882
883	884	885	886
887	888	889	890
891	892	893	894
895	896	897	898
899	900	901	902
903	904	905	906
907	908	909	910
911	912	913	914
915	916	917	918
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923	924	925	926
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931	932	933	934
935	936	937	938
939	940	941	942
943	944	945	946
947	948	949	950
951	952	953	954
955	956	957	958
959	960	961	962
963	964	965	966
967	968	969	970
971	972	973	974
975	976	977	978
979	980	981	982
983	984	985	986
987	988	989	990
991	992	993	994
995	996	997	998
999	1000	1001	1002
1003	1004	1005	1006
1007	1008	1009	1010
1011	1012	1013	1014
1015	1016	1017	1018
1019	1020	1021	1022
1023	1024	1025	1026
1027	1028	1029	1030
1031	1032	1033	1034
1035	1036	1037	1038
1039	1040	1041	1042
1043	1044	1045	1046
1047	1048	1049	1050
1051	1052	1053	1054
1055	1056	1057	1058
1059	1060	1061	1062
1063	1064	1065	1066
1067	1068	1069	1070
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1075	1076	1077	1078
1079	1080	1081	1082
1083	1084	1085	1086
1087	1088	1089	1090
1091	1092	1093	1094
1095	1096	1097	1098
1099	1100	1101	1102
1103	1104	1105	1106
1107	1108	1109	1110
1111	1112	1113	1114
1115	1116	1117	1118
1119	1120	1121	1122
1123	1124	1125	1126
1127	1128	1129	1130
1131	1132	1133	1134
1135	1136	1137	1138
1139	1140	1141	1142
1143	1144	1145	1146
1147	1148	1149	1150
1151	1152	1153	1154
1155	1156	1157	1158
1159	1160	1161	1162
1163	1164	1165	1166
1167	1168	1169	1170
1171	1172	1173	1174
1175	1176	1177	1178
1179	1180	1181	1182
1183	1184	1185	1186
1187	1188	1189	1190
1191	1192	1193	1194
1195	1196	1197	1198
1199	1200	1201	1202
1203	1204	1205	1206
1207	1208	1209	1210
1211	1212	1213	1214
1215	1216	1217	1218
1219	1220	1221	1222
1223	1224	1225	1226
1227	1228	1229	1230
1231	1232	1233	1234
1235	1236	1237	1238
1239	1240	1241	1242
1243	1244	1245	1246
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1251	1252	1253	1254
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1267	1268	1269	1270
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1275	1276	1277	1278
1279	1280	1281	1282
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1303	1304	1305	1306
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1351	1352	1353	1354
1355	1356	1357	1358
1359	1360	1361	1362
1363	1364	1365	1366
1367	1368	1369	1370
1371	1372	1373	1374
1375	1376	1377	1378
1379	1380	1381	1382
1383	1384	1385	1386
1387	1388	1389	1390
1391	1392	1393	1394
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1399	1400	1401	1402
1403	1404	1405	1406
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1443	1444	1445	1446
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1451	1452	1453	1454
1455	1456	1457	1458
1459	1460	1461	1462
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1467	1468	1469	1470
1471	1472	1473	1474
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1495	1496		