

SUPPLEMENTAL MEMO OF THE SPECIAL MASTER  
BERNARD GROFMAN  
December 17, 2021

*Holloway v. City of Virginia Beach* CIV 2:18-cv-0069 (E.D. Virginia, Norfolk Division)  
September 26, 2021

1. I have reviewed the briefs submitted by the parties pursuant to the Court's request for comments on the proposed Virginia Beach remedial map in *Holloway* and then the Court's request for responses to the comments of the other party. However, in my review I have only examined the comments that are addressed to possible changes in the proposed map. Legal issues can only be addressed by the Court.

2. I do not believe that there was a population imbalance issue in the Virginia Beach City Council districts in the initially proposed remedial map since a *total deviation* under 10% is normally regarded as *de minimis* absent special circumstances.

2. Nonetheless, since both the Defendants and the Plaintiffs indicated a desire to see the population deviations reduced, and this is a court-ordered map, I have now proposed to the Court a plan with total population deviation under 5%. To achieve this end I have made only relatively minimal changes in the initially proposed map, involving a handful of additional precinct splits. Precincts, however, are simply units of administrative convenience and the Virginia legislature has indicated that counties should change them after a decennial apportionment to better reflect new district boundaries based on census tabulation units. Moreover, these precinct specific changes should not affect the district placements of the set of incumbents whose addresses I was initially given.

The revised map adds four new VTD splits in the Wolfsnare, Bayside, Avalon and Pinewood precincts for population equality purposes and changes slightly the split in the Aragona precinct, also for population equality purposes.

- New Wolfsnare precinct split: 1,918 people moved from District 8 to District 6 for population equality purposes
- New Bayside precinct split: 710 people moved from District 9 to District 4 for population equality purposes
- New Avalon precinct split: 1,067 people moved from District 1 to District 7 for population equality purposes
- New Pinewood precinct split: 851 people moved from District 3 to District 8 for population equality purposes
- Changed Aragona precinct split: 973 people moved from District 9 to District 4 for population equality purposes

3. Table 6\* below corresponds to Table 6 in my initial Special Master Report and provides the key demographic and population information on each of the districts in the proposed revised map

**Table 6\*.  
Population, Voting Age Population, and Citizen Voting Age Populations for Districts in the  
Revised Special Master Map**

**Citywide**

	Total	NH White	Hispanic	NH Black	NH Asian	B+H+AA	combined
2020 Pop.	460,224	58.7%	8.8%	21.8%	10.0%	40.5%	41.3%
2020 VAP	358,086	61.5%	7.6%	20.1%	9.4%	37.2%	38.5%
2019 CVAP	335,265	65.8%	6.4%	19.7%	6.8%	32.8%	34.2%

**District 1**

	Total	NH White	Hispanic	NH Black	NH Asian	B+H+AA	Combined
2020 Pop.	46,516	59.40%	7.20%	21.20%	11.30%	39.70%	40.60%
2020 VAP	36,407	61.90%	5.80%	19.80%	10.90%	36.50%	38.10%
2019 CVAP	36,315	65.60%	4.60%	20.40%	8.10%	33.10%	34.40%

**District 2**

	Total	NH White	Hispanic	NH Black	NH Asian	B+H+AA	Combined
2020 Pop.	45,624	68.50%	6.70%	12.70%	10.80%	30.20%	31.50%
2020 VAP	34,603	70.10%	5.70%	12.80%	9.80%	28.30%	29.90%
2019 CVAP	30,675	72.40%	4.60%	14.30%	7.50%	26.40%	27.60%

**District 3**

	Total	NH White	Hispanic	NH Black	NH Asian	B+H+AA	Combined
2020 Pop.	46,379	54.80%	10.10%	25.20%	9.30%	44.60%	45.20%
2020 VAP	36,368	57.80%	8.80%	23.30%	8.80%	40.90%	42.20%
2019 CVAP	34,275	63.10%	7.90%	21.90%	5.70%	35.50%	36.90%

**Table 6\*.**  
**Population, Voting Age Population, and Citizen Voting Age Populations for Districts in the Revised Special Master Map (cont.)**

**District 4**

	Total	NH White	Hispanic	NH Black	NH Asian	B+H+AA	Combined
2020 Pop.	45,493	37.50%	12.80%	41.50%	8.30%	62.60%	62.50%
2020 VAP	35,673	41.20%	11.40%	38.60%	8.30%	58.30%	58.80%
2019 CVAP	31,475	48.10%	8.70%	34.60%	6.70%	50.00%	51.90%

**District 5**

	Total	NH White	Hispanic	NH Black	NH Asian	B+H+AA	Combined
2020 Pop.	45,062	70.50%	8.90%	12.10%	6.80%	27.80%	29.50%
2020 VAP	34,610	72.80%	8.00%	11.20%	6.00%	25.20%	27.20%
2019 CVAP	34,461	77.50%	7.20%	10.20%	3.90%	21.30%	22.50%

**District 6**

	Total	NH White	Hispanic	NH Black	NH Asian	B+H+AA	Combined
2020 Pop.	45,604	68.70%	8.90%	16.90%	4.30%	30.10%	31.30%
2020 VAP	37,103	71.80%	7.60%	14.80%	4.00%	26.40%	28.20%
2019 CVAP	35,028	76.00%	4.20%	15.90%	2.60%	22.70%	24.00%

**District 7**

	Total	NH White	Hispanic	NH Black	NH Asian	B+H+AA	Combined
2020 Pop.	46,840	42.50%	8.90%	31.30%	17.70%	57.90%	57.50%
2020 VAP	35,267	44.60%	7.70%	29.80%	17.40%	54.90%	55.40%
2019 CVAP	34,639	46.40%	8.60%	31.10%	12.20%	51.90%	53.60%

**Table 6\*.**  
**Population, Voting Age Population, and Citizen Voting Age Populations for Districts in the**  
**Revised Special Master Map (cont.)**

**District 8**

	Total	NH White	Hispanic	NH Black	NH Asian	B+H+AA	Combined
2020 Pop.	45,712	79.30%	5.50%	7.70%	5.80%	19.00%	20.70%
2020 VAP	36,325	82.00%	4.50%	6.70%	5.00%	16.20%	18.00%
2019 CVAP	33,750	83.90%	3.50%	6.80%	4.80%	15.10%	16.10%

**District 9**

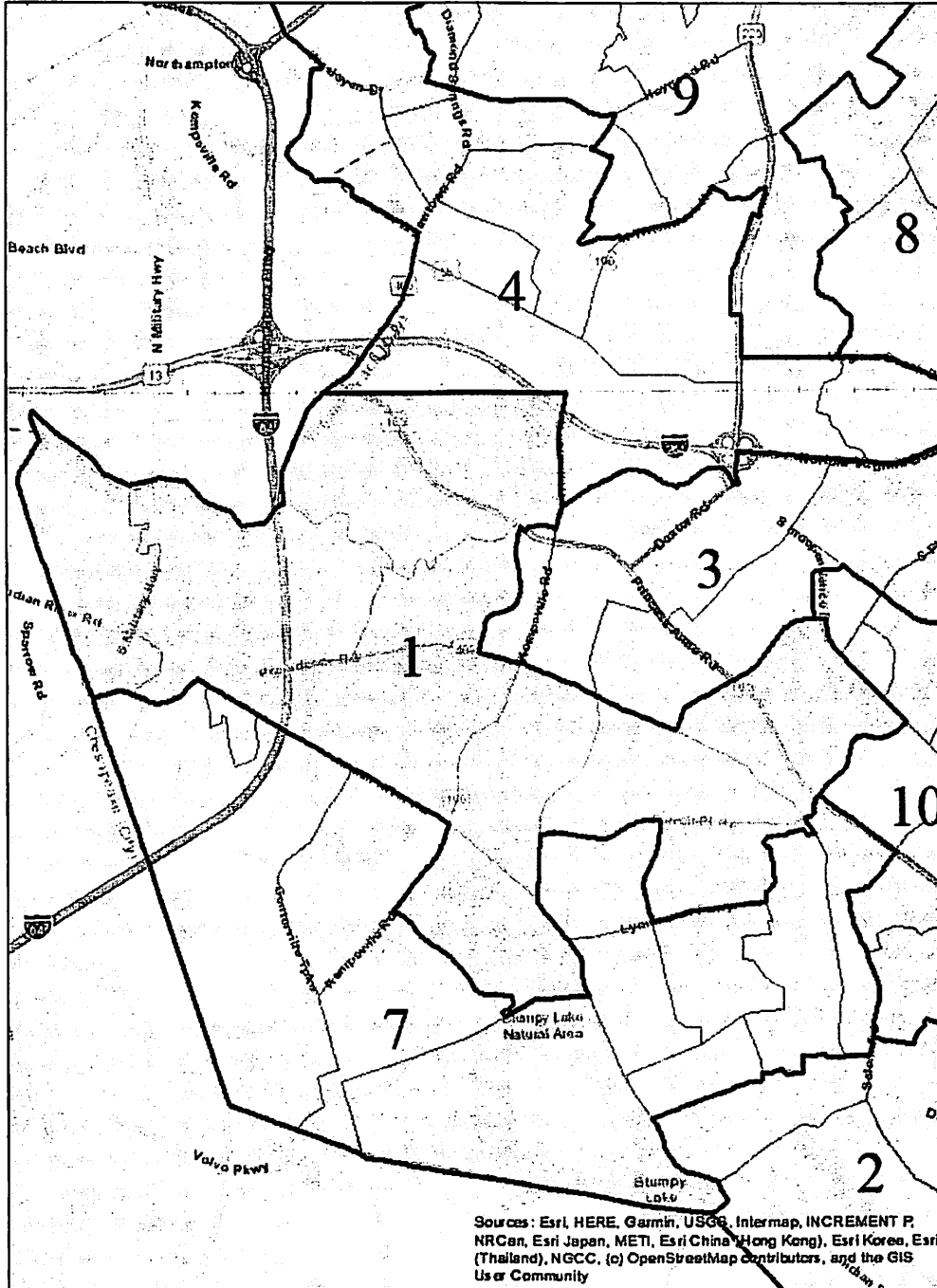
	Total	NH White	Hispanic	NH Black	NH Asian	B+H+AA	Combined
2020 Pop.	46,419	67.20%	8.20%	14.80%	8.50%	31.50%	32.80%
2020 VAP	37,040	69.90%	6.90%	13.50%	7.90%	28.30%	30.10%
2019 CVAP	34,658	76.10%	5.80%	11.40%	5.20%	22.40%	23.90%

**District 10**

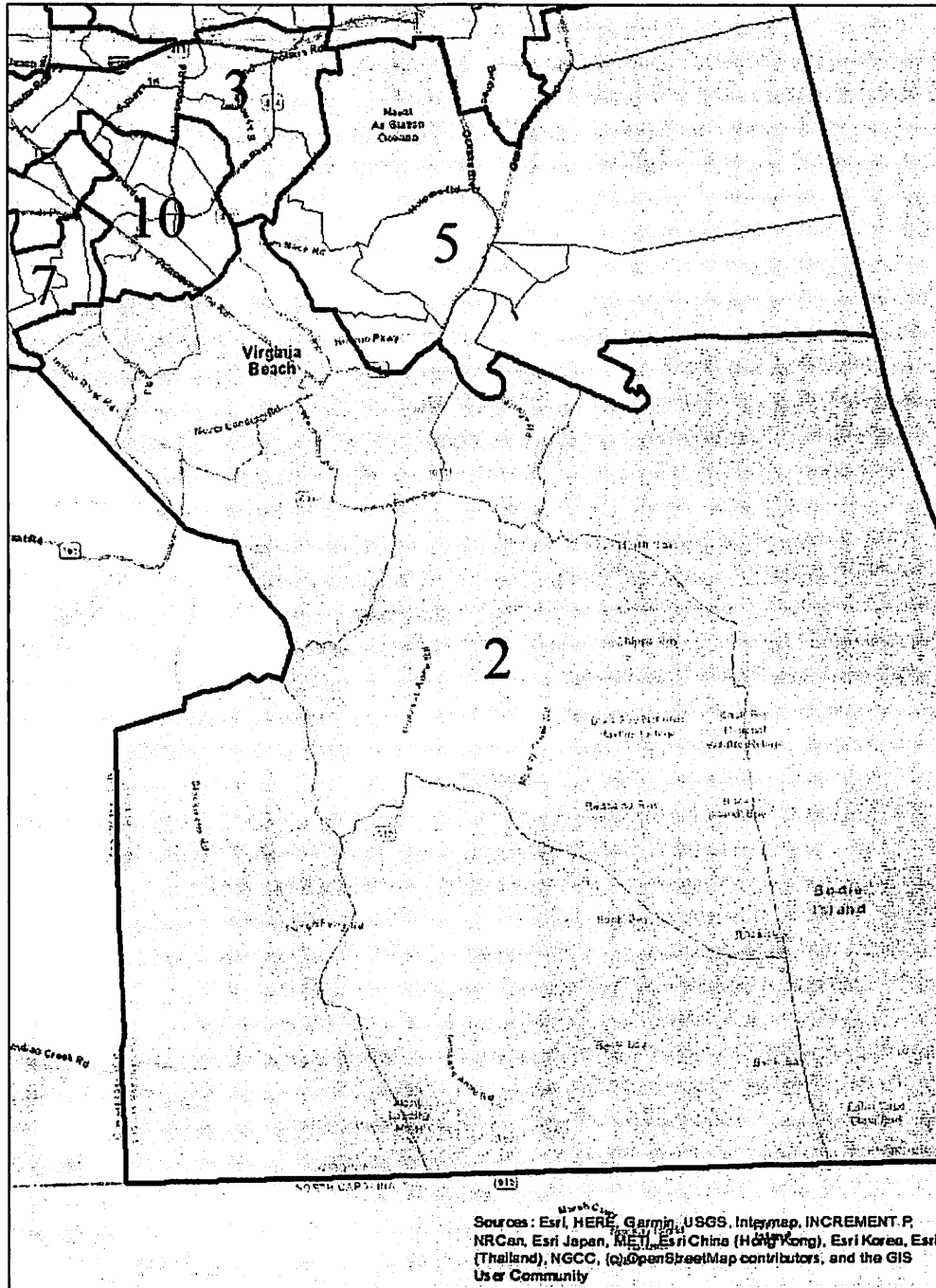
	Total	NH White	Hispanic	NH Black	NH Asian	B+H+AA	Combined
2020 Pop.	45,821	38.80%	10.80%	34.00%	16.80%	61.60%	61.20%
2020 VAP	34,690	41.50%	9.50%	31.50%	16.70%	57.70%	58.50%
2019 CVAP	29,989	45.40%	9.00%	32.50%	11.40%	52.90%	54.60%

**4 . Below are district specific maps for each of the 10 districts in the revised map along with an overall map. Block equivalency files and Shape files for this map have been provided to the Court under separate cover.**

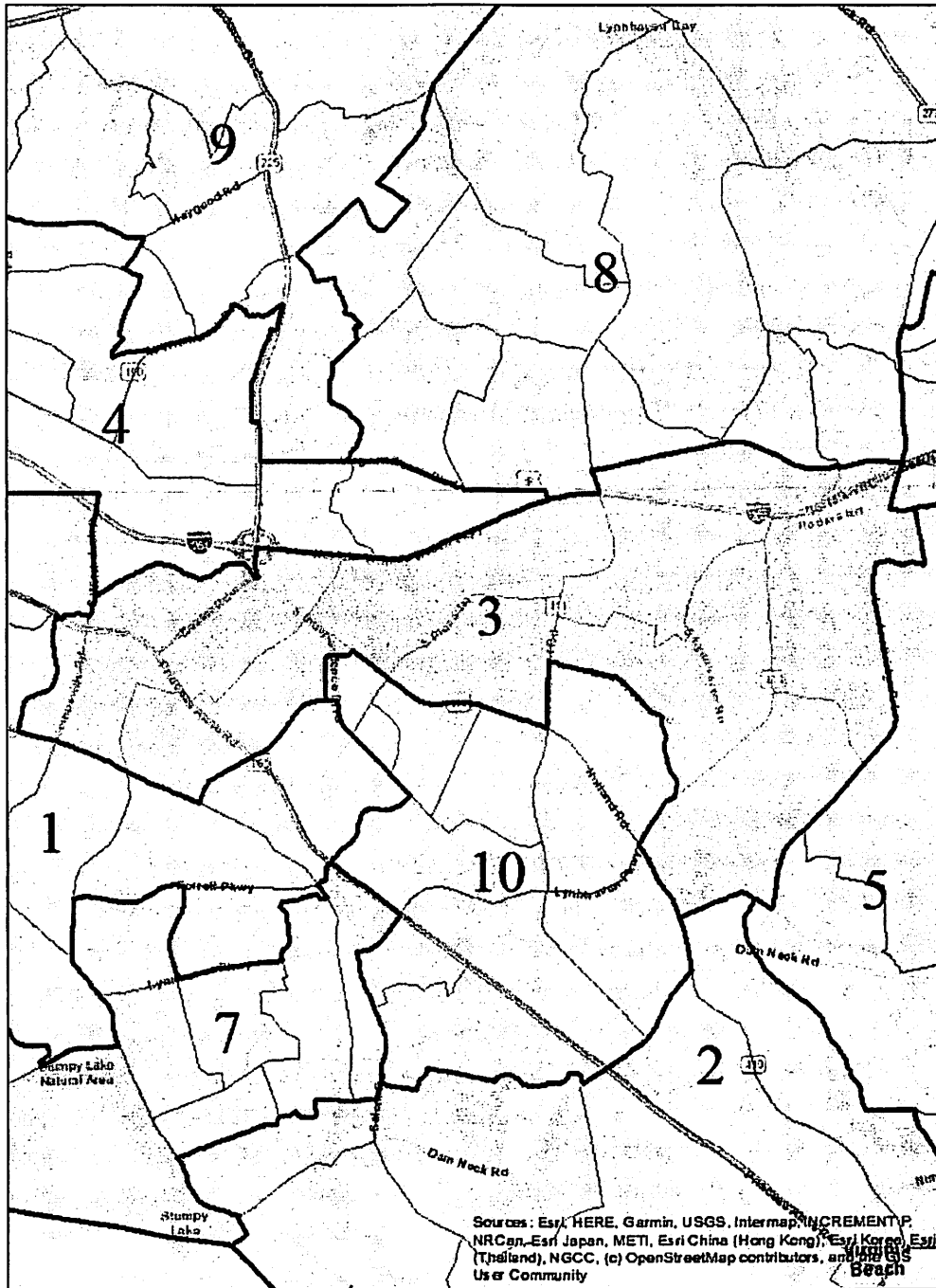
District 1



District 2

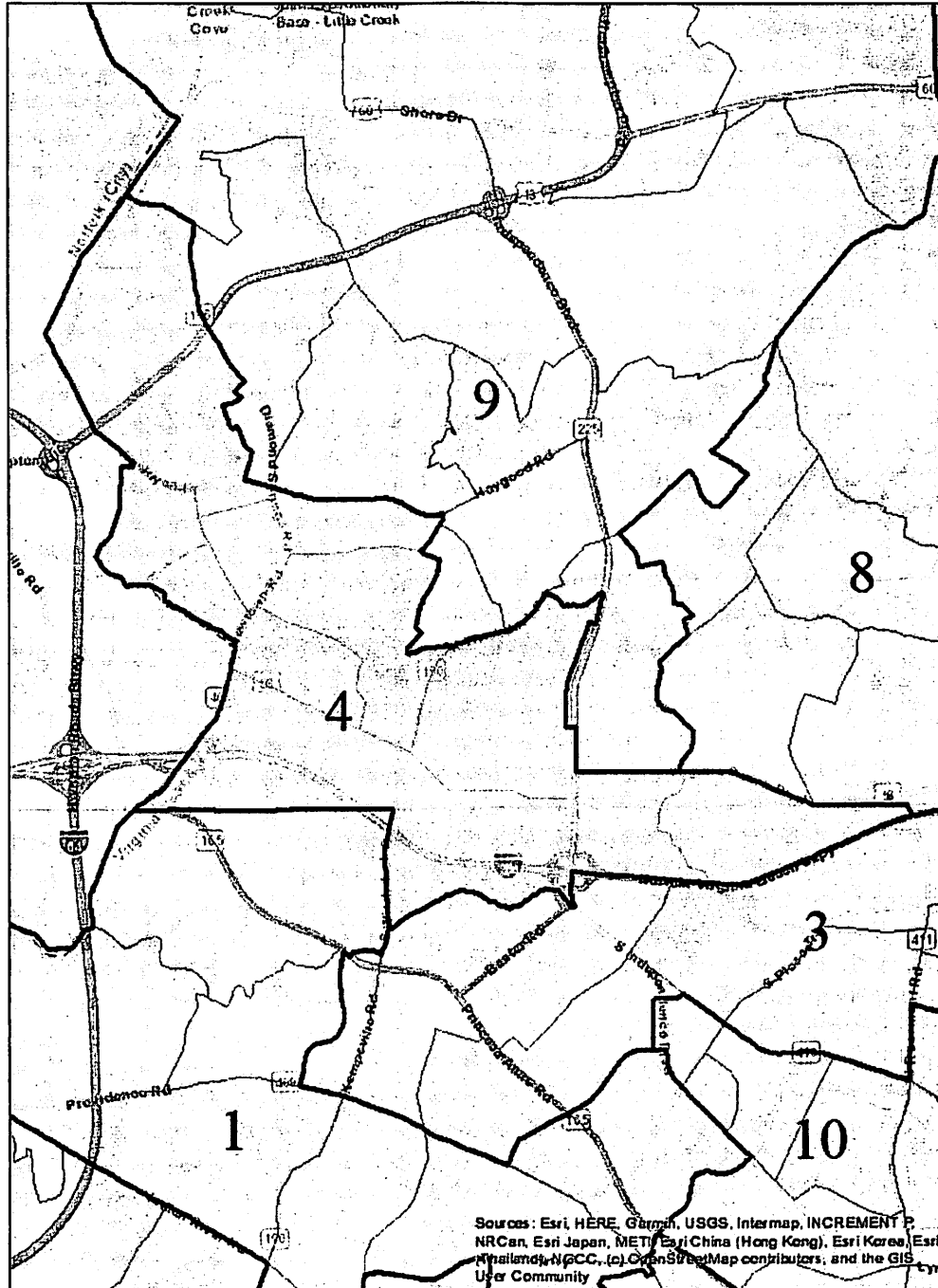


District 3

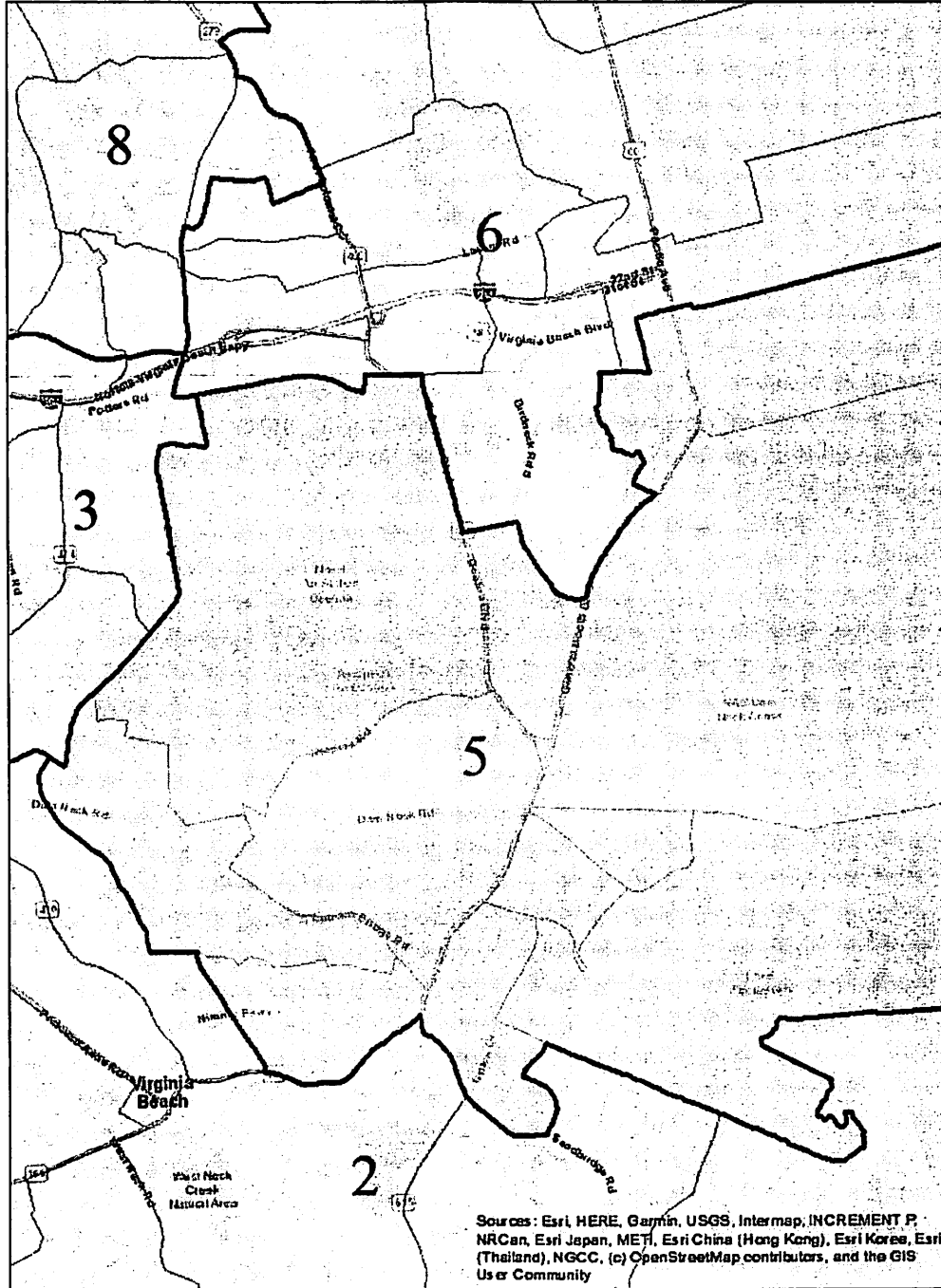




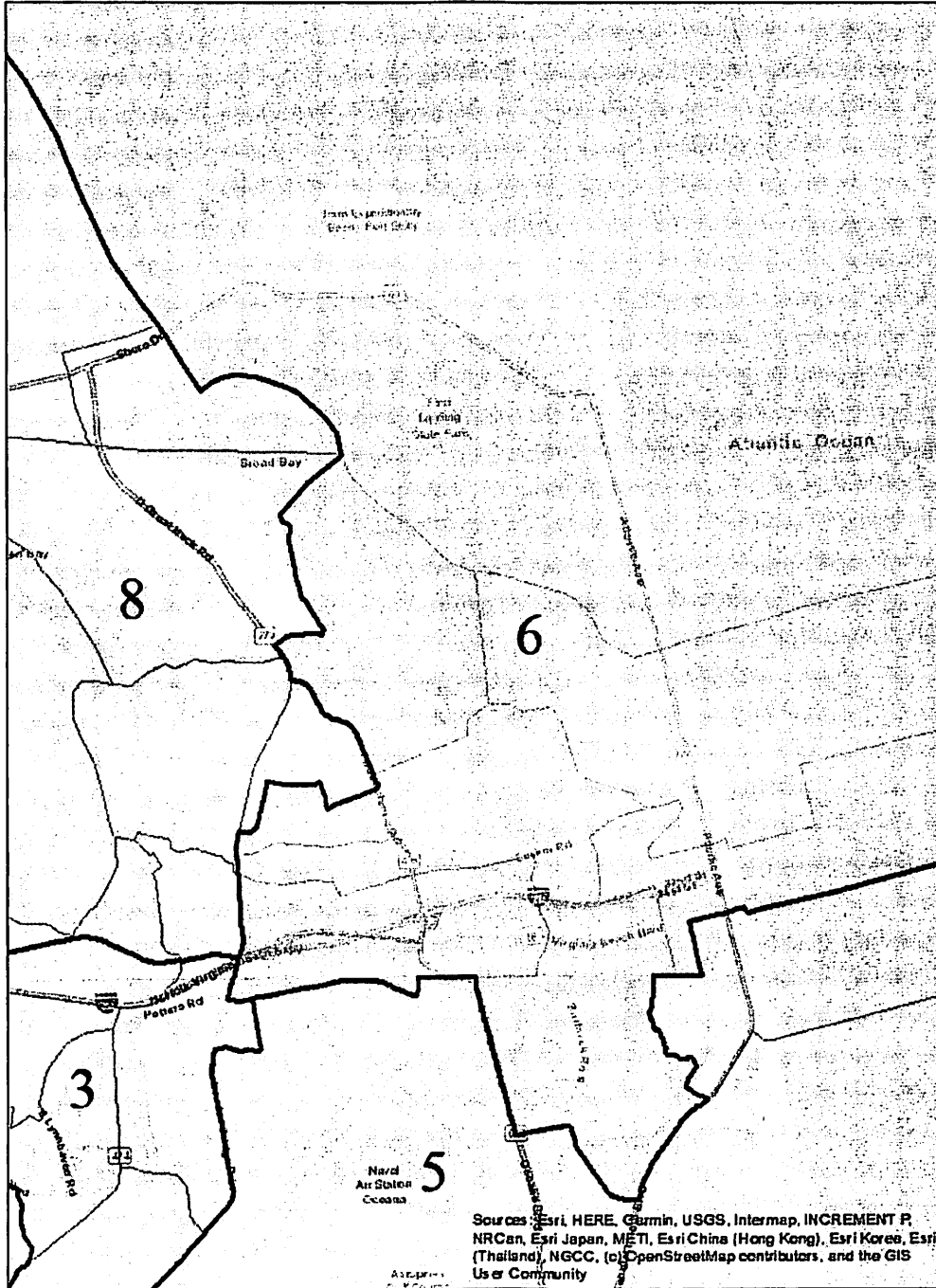
District 4



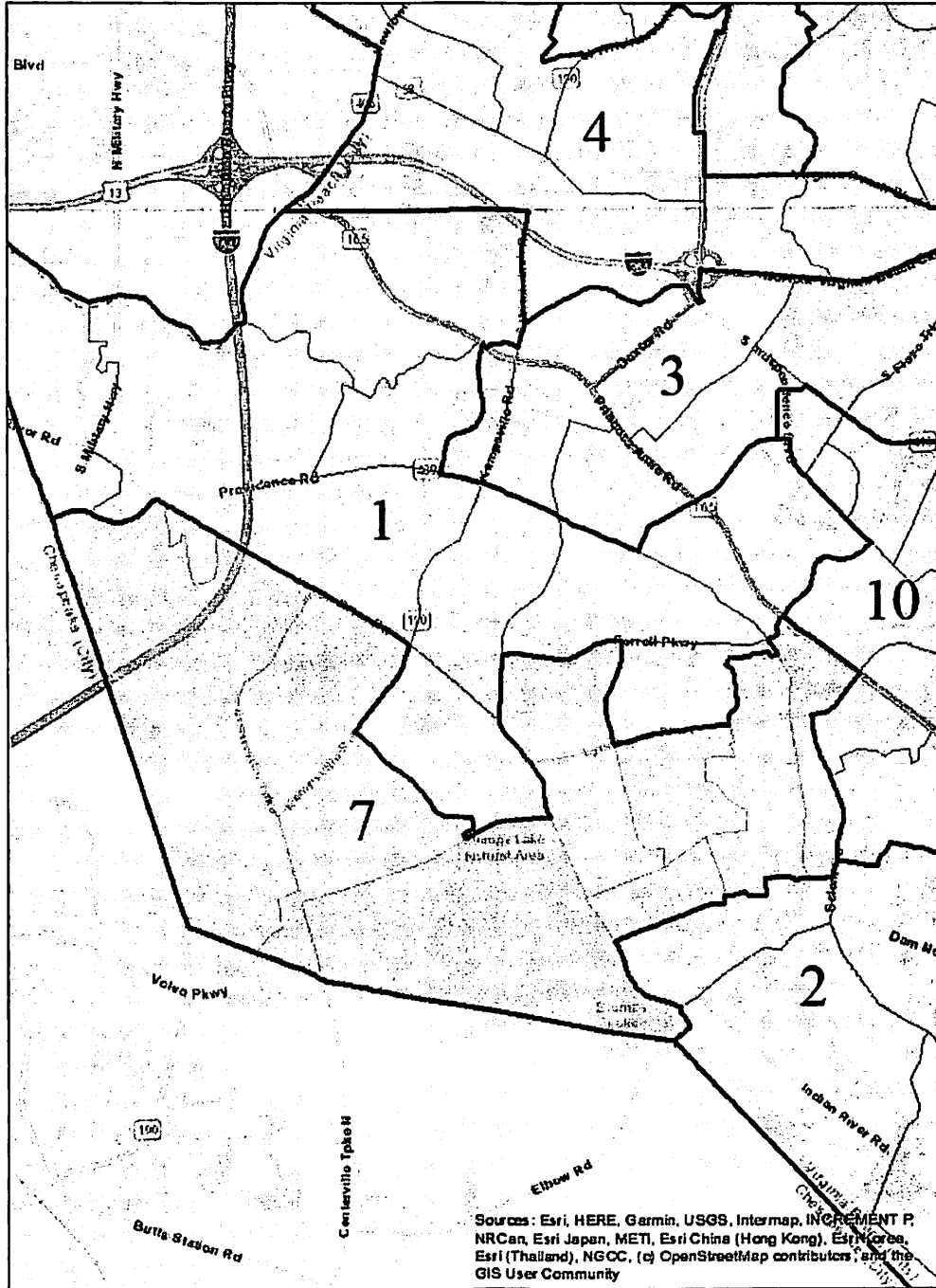
District 5



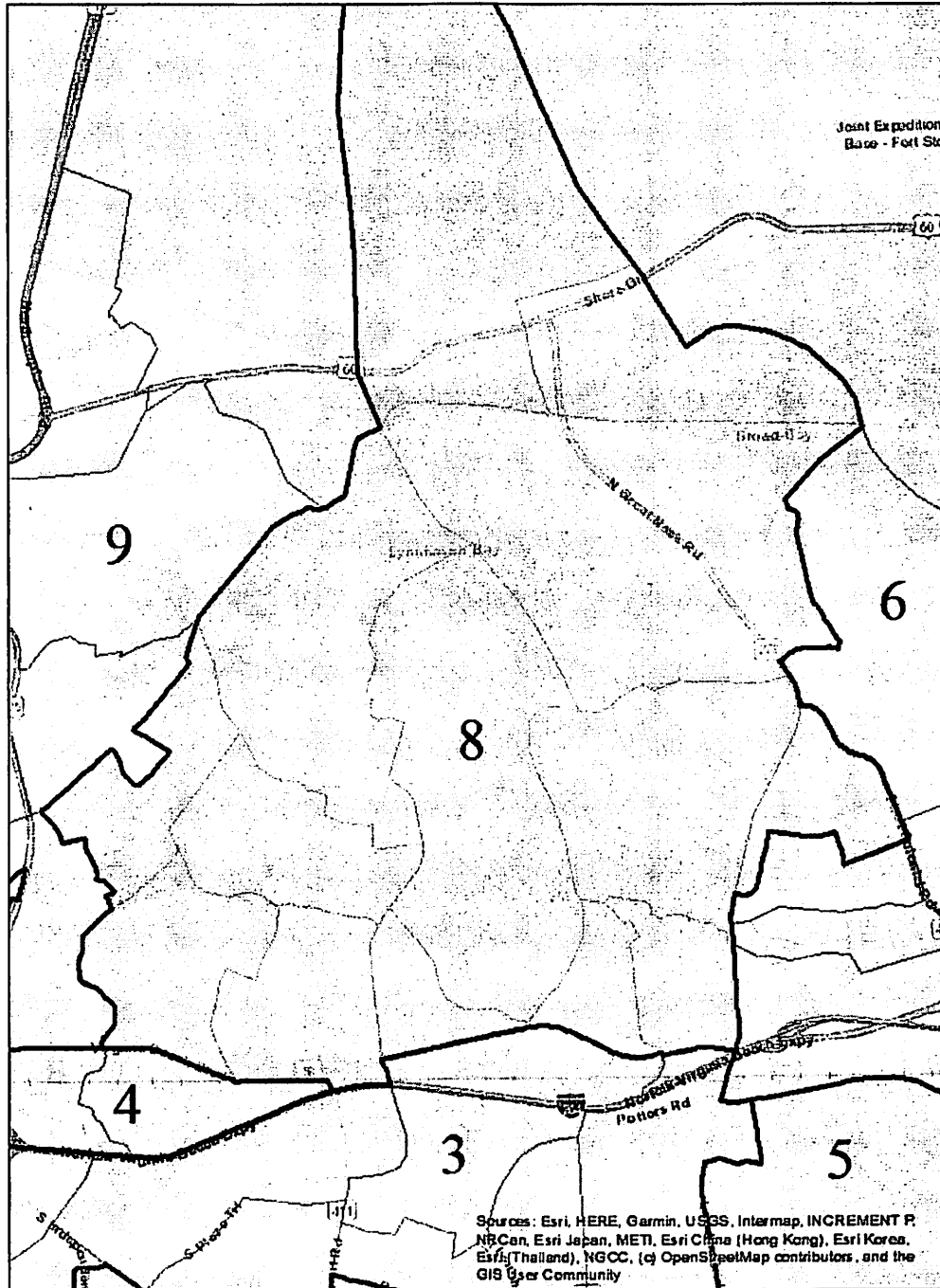
District 6



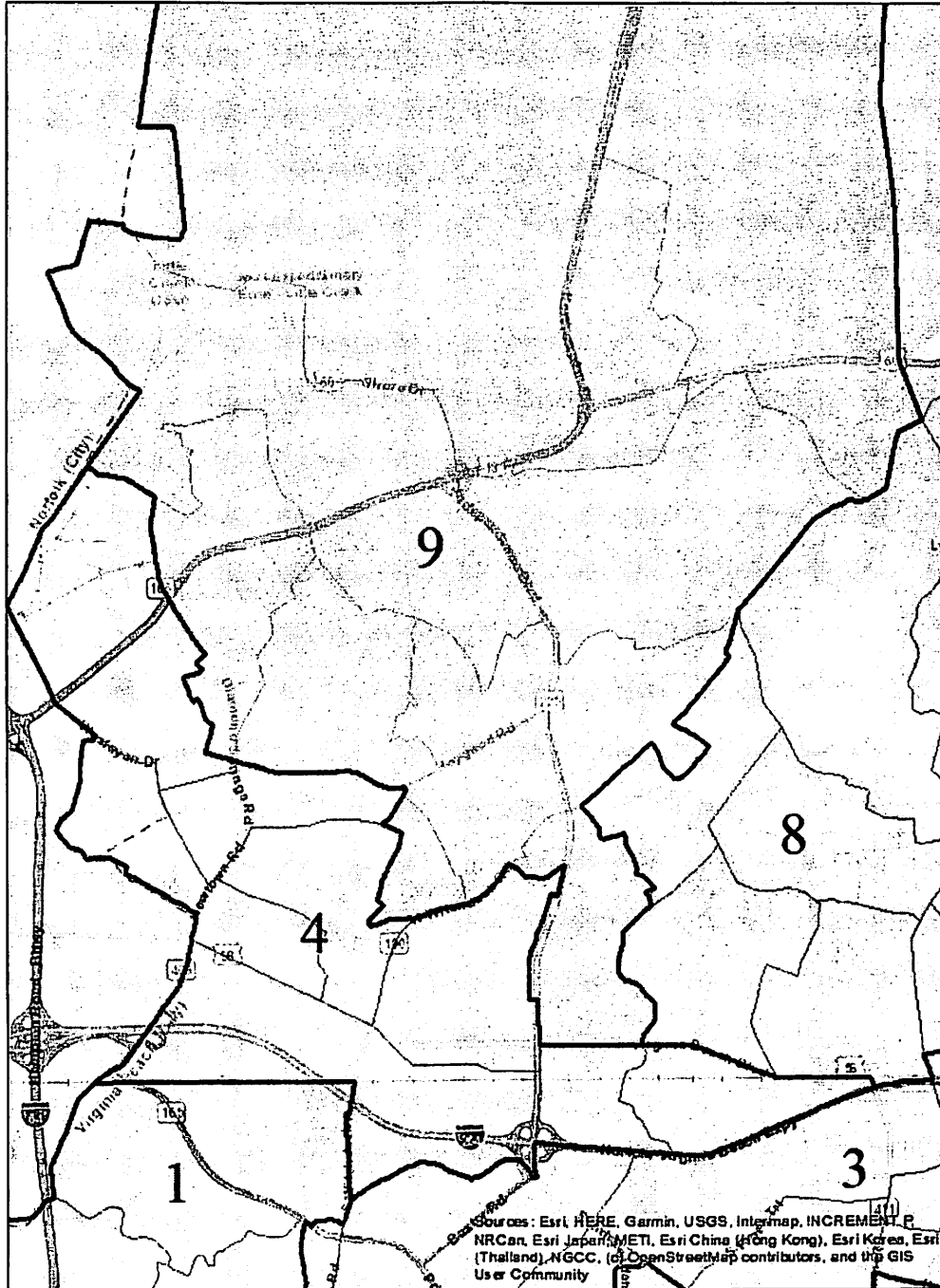
District 7



### District 8

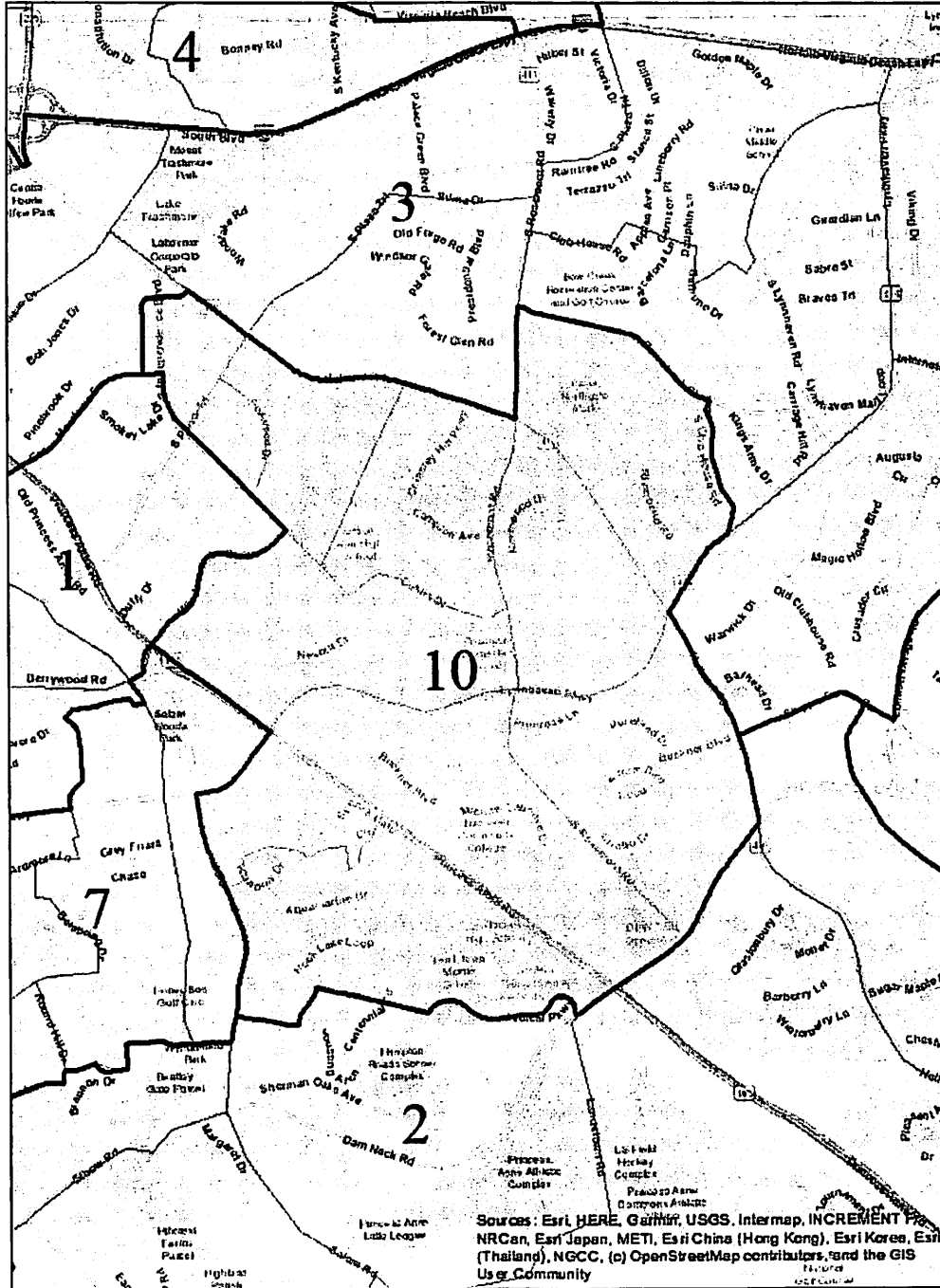


District 9

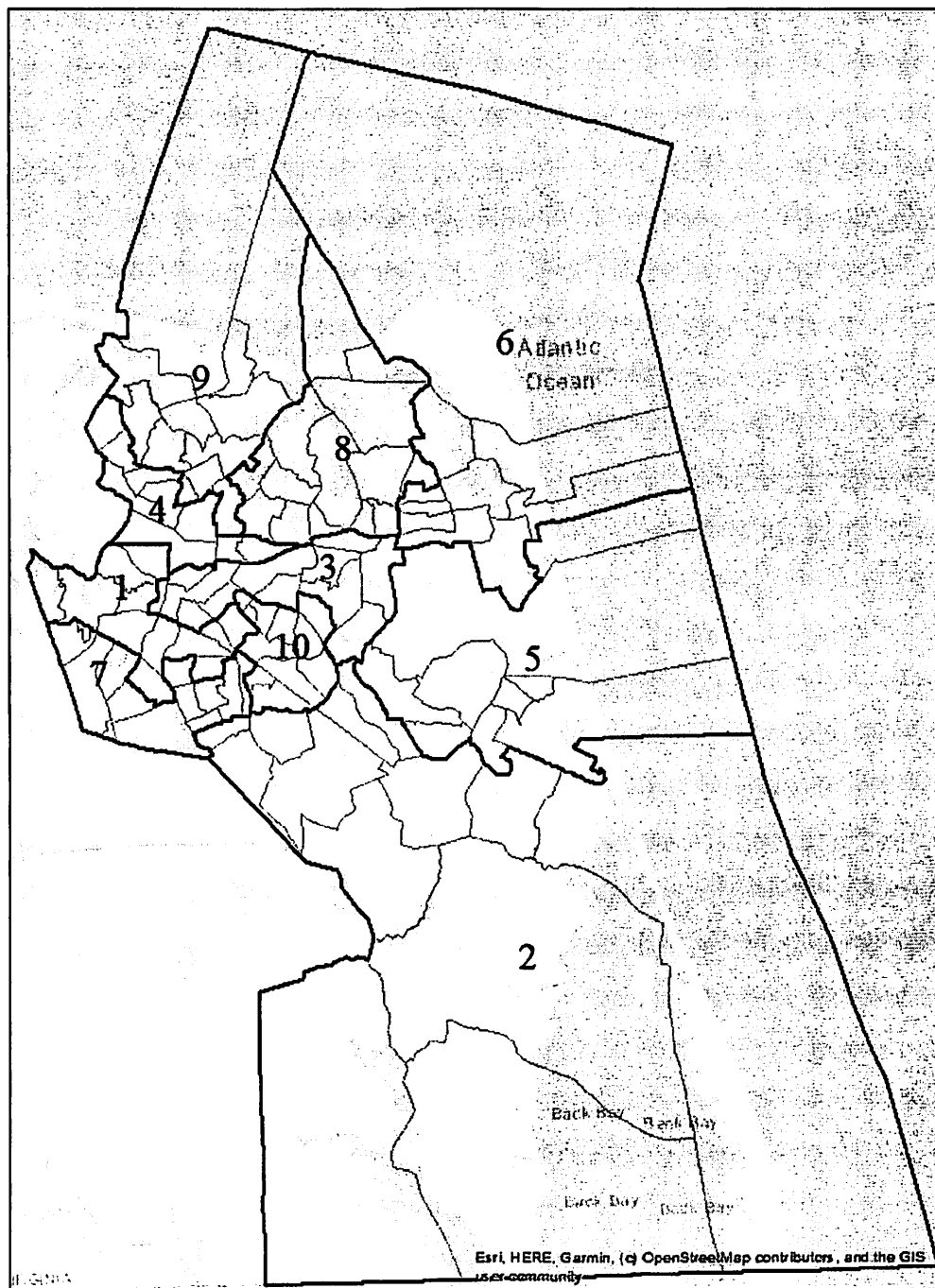




### District 10



Full 10 District Map (Revised for Population Purposes Only)





Bernard Grofman

A handwritten signature in black ink, appearing to read "Bernard Grofman". The signature is written in a cursive style with a large initial 'B'.

December 17, 2021