

Report of the 2022 Redistricting Advisory Committee

to the

Board of Supervisors of Fairfax County, Virginia



Contents

Terms & Definitions.....	3
Committee Membership & Workgroups.....	4
Executive Summary	5
Chairman’s Letter	6
Evaluation Criteria & Candidates.....	7
District Recommendations	8
Lee & Sully	8
Mount Vernon & Mason.....	9
Springfield.....	10
Precinct Recommendations.....	16
Bibliography	17
Appendix.....	18

DRAFT

DRAFT

Committee Membership & Workgroups

Paul Berry, Chairman (At-Large)
 Lisa Sales, At-Large
 Bill Bouie, At-Large
 Prashanth Rajan, Braddock District
 Jimmy Bierman, Dranesville District
 Richard Chew, Hunter Mill District
 Bryon Garner, Lee District
 Alis Wang, Mason District
 Hon. Gerry Hyland, Mount Vernon District
 Denver Supinger, Providence District
 Jenee Lindner, Springfield District
 Sam Walker, Sully District
 Tim Thompson, Fairfax County Federation of Citizens Associations
 Candace Butler, League of Women Voters
 Coretta Perkins, African American Community
 Rafael Marin, Hispanic Community
 Saif Rahman, Arab-American Community
 Scott Price, Northern Virginia Chamber of Commerce
 George Becerra, Northern Virginia Labor Federation

Workgroups

Districts & Precincts	RAC members assigned
Mt. Vernon & Mason (Gunston)	Gerry Hyland, Alis Wang, George Becerra, Jimmy Bierman, Lisa Sales, Saif Rahman, Paul Berry
Lee & Sully (Mosby, Hollin Hall, Ravensworth, Stuart, Van Dorn, Graham-Greenway, Oak Marr, Penderbrook, Lees Corner)	Bryon Garner, Sam Walker, Bill Bouie, Candace Butler, Richard Chew, Coretta Perkins
Springfield	Jenee Lindner, George Becerra, Scott Price, Denver Supinger, Prashanth Rajan, Tim Thompson

DRAFT

Chairman's Letter

Topics to discuss

- Committee formation/redesignation
 - Extension of the original RAC from the December 8th BOS meeting
- One Fairfax
- Outreach activities and public input
- Evaluation Criteria
- What our mandate is/can & cannot do
-
- the RAC can only recommend to the Board of Supervisors that it rename a District or Precinct. *Very limited mandate.*
- Given the limited mandate, the RAC started *with as broad a list of potential criteria* as possible—"consideration" does not mean that the RAC "will" recommend a name change.

What the RAC is – Redistricting Advisory Committee

Our first phase of work was to complete the decennial redistricting

The Board of Supervisors extended the RAC's mandate after public feedback encouraged a renaming evaluation and our own discussions

All citizen

All volunteer. We are here in an advisory capacity

Not here to choose new names; here to make a recommendation if current names should change

The RAC won't make any final decisions; our recommendations will go to the Board of Supervisors to make a decision

Our work doesn't impact schools or school districts

Our work is guided by the One Fairfax Policy

A social and equity agenda

This is not a set of laws or requirements. It is a way of evaluating policy choices to ensure that every Fairfax resident achieves the best quality of life in the county

Evaluation Criteria & Candidates

The following criteria were assembled by the members of the Redistricting Advisory Committee (RAC) to use when selecting magisterial district and precinct names to consider for the renaming process. The steps in which a name would be considered for discussion proceeded as follows:

- A committee member would make a motion to the full RAC to include a district or precinct name based on one or more of the criteria below
- If the motion was seconded, a discussion would follow and the motioning committee member would justify, if asked, how their candidate for renaming met the criteria
- When discussion was closed, the Chair called for a vote. If the motion passed, the candidate was added to the list of names to be evaluated.
- Please note this process allowed for the list of names for consideration to be as broad as possible so that any concerns regarding existing names could be discussed openly with the aim of being inclusive of all different views in this process. Including a name for consideration does not equate to endorsement by the RAC that this name should indeed be changed.

Candidate selection criteria

1. Does the name violate the spirit or explicit meaning of the One Fairfax policy?
2. Is the name offensive to the community?
3. Is the name related to the Confederate past?
4. Is the name associated with segregation, Jim Crow, racism, discrimination, or slave ownership?
5. Is the name confusing to residents or is it geographically representative of the district?
6. Is the name of historical significance or is the name no longer reflective of life in that part of the county?
7. Does it help residents aspire to the best possible quality of life in the future?

District Recommendations

Lee & Sully

Recommendation

Sub-committee members agree that the intent of the process conducted by the Redistricting Advisory Committee is not to erase history but to align the values of the community with the One Fairfax Policy on accountability and racial and social equity (link to the One Fairfax Policy is provided below). Our discussion centered on the conceptual distinction between commemoration of Confederate names and associated properties and preserving our shared history by cherishing our community's landmarks.

After listening to and having discussions with the public:

Sub-committee agrees that *commemoration*, which means a celebration in which a person or event is remembered, of Confederate names and associated properties does not reflect the values of our community today. Scholarly historical context provides evidence that Confederate commemorations began in the late 19th century and early 20th century as part of the rise of the "Lost Cause of the Confederacy." Lost Cause proponents sought to alter narratives about the Civil War by denying the centrality of slavery. Moreover, Lost Cause proponents were part of efforts to counter the fight for civil rights and to enforce laws and practices that supported white supremacy. These commemorations occurred during what we refer to the Jim Crow era. The intent of the commemoration of names and properties associated with the Confederacy is to carry forward a dark part of our community's history by mythologizing the Confederate historical narrative. For this reason, the commemorations of Confederate names attached to streets, highways, properties, precincts, and districts is *not* recommended to continue within Fairfax County because it violates the One Fairfax Policy.

Sub-committee recommends the candidate names associated with a Confederate past and/or segregation, Jim Crow, racism, discrimination to be changed by the Board of Supervisors under their authority. These names include Lee District, Sully District, Mosby Precinct, Ravensworth, Stuart, Van Dorn, Graham-Greenway, Oak Marr, Penderbrook, and Lee's Corner.

Sub-committee acknowledges that historical record is somewhat inconclusive on whether Lee District is named for Robert E. Lee or a family member. However, consideration should be given to a name change given the context of all the Confederate names that are in use within Fairfax County and the significance of the Lee name to our area. Whether the Lee name attributed to Lee District is or is not Robert E. Lee is immaterial if the Board of Supervisors is to change names associated with the Confederacy but leaves in place a name which will cause confusion because of ambiguity. Therefore, sub-committee acknowledges the historical record but still recommends Lee District name to be changed by the Board of Supervisors.

Sub-committee has determined based upon historical records that Hollin Hall is not associated with the Confederacy. It was owned by George Mason and subsequently his son, Thomas Mason. While the name is, in fact, associated with slave ownership, given the historical significance of Hollin Hall and given that it is not part of the Lost Cause commemoration of the Confederacy, this name is not recommended to be changed by the Board of Supervisors.

Mount Vernon & Mason

Recommendation: The RAC unanimously recommends that the Board of Supervisors neither consider renaming Mount Vernon nor Mason.

Subcommittee Members: George Beccera, Paul Berry, Jimmy Bierman, Gerry Hyland, Saif Rahman, Lisa Sales, Alis Wang

Background and context: Mount Vernon and Mason were placed on an overbroad, as-inclusive-as-possible list of potential Districts for consideration due to the association of both names with the institution of slavery. Ultimately, in short order, the Subcommittee considering the names voted unanimously to *not* recommend a change. That vote was communicated to the full RAC committee which also concurred immediately and unanimously without much discussion.

Mount Vernon

- Mount Vernon was the home of our first President, George Washington.
- Mount Vernon was a working plantation. At the time of George Washington's death, 317 people were enslaved at Mount Vernon. In his will, George Washington decreed that the 123 slaves that he owned at Mount Vernon would be freed upon the death of his wife, Martha Washington.
- George Washington was the Commander of the Continental Army, led Patriot forces to victory in the Revolutionary War.
 - He was an early critic of the Articles of Confederation who pushed for a central government better designed to stand the test of time.
 - He was Unanimously elected by his peers to preside as president over the Constitutional Convention of 1787, which resulted in the drafting of the United States Constitution.
 - George Washington was America's first president, elected in 1789.
 - Perhaps most importantly, George Washington declined to run for president after serving two terms, believing that democracy required that the Country move on.
 - George Washington is rightly recognized as the "Father of the Nation."
- The Mount Vernon District, named after the house, is one of the original six townships of Fairfax County when the General Assembly divides the County in 1870. In 1874, Mount Vernon was converted into one of Six Districts in the County.

Mason

- In 1953, the Court-appointed redistricting committee of Fairfax County chooses to create a seventh district, the Mason District, named after George Mason
- George Mason, another founding father, wrote the Virginia Declaration of rights in 1776, a precursor to the Bill of Rights.
 - George Mason was one of three delegates to the 1787 Constitutional Convention who did not sign the Constitution.
 - In his *Objections to this Constitution of Government*, Mason wrote: "There is no declaration of rights, and the laws of the general government being paramount, the declarations in the separate states are no security ... There is no section preserving liberty of the press or trial by jury in civil cases . . ."

- Eventually fellow Virginian James Madison would introduce the Bill of Rights along the lines of Mason's sentiments. George Mason is widely credited as the principal author of the Bill of Rights.
- Records suggest that 90 people were enslaved at George Mason's plantation estate, Gunston Hall.

Analysis and Outcome: On January 25, 2022, a subcommittee of the RAC considered the renaming of Mount Vernon and Mason with input from the public. There was *no appetite whatsoever* to rename the districts from either RAC members or members of the public.

Public comments emphasized, among other things, (1) The importance of George Washington to the development of the nation; (2) The importance of Mount Vernon as a major attraction and key landmark in the Mount Vernon community; (3) The work that the operators of Mount Vernon, now a World Heritage Site, have done to contextualize Mount Vernon, the good and the bad, and the inclusion of a memorial to enslaved people at Mount Vernon; and (4) The distinction between Founding Fathers and Confederate leaders.

Within minutes of the start of the Subcommittee meeting, the RAC Subcommittee decided that there was simply no reason at this time to rename Mount Vernon or Mason.

RAC Subcommittee members drew a clear distinction between those who had help found our nation and those who tore it apart. RAC Subcommittee members did not ignore the flaws of our Founding Fathers, but pointed out that the Constitution and the Bill of Rights have, in the end, been central to the progress of the Nation. RAC Subcommittee members also pointed out a distinction between honoring Confederate leaders, a deliberate and concerted attempt to whitewash the causes of the Civil War, and honoring Founding Fathers like Washington and Mason, which occurs *in spite of* rather than *because of* their association with the evils of the institution of slavery.

On February 1, 2022, the full RAC Committee voted unanimously to concur with the findings of the Subcommittee and recommend that *neither* Mount Vernon *nor* Mason be renamed.

Springfield

Recommendation:

Early in the Phase I of the RAC's work public testimony from residents was shared with the committee suggesting that Springfield magisterial district be renamed. While the RAC did not address this directly through our work, it did share that this wider concern from the public was present and that the Board of Supervisors would benefit from a discussion on the Springfield name.

When the RAC convened for Phase II, Springfield was added to the list of candidates for evaluation based on Criteria #7, "*Is the name confusing to residents or is it geographically representative of the district?*" During the first two weeks of the Phase II RAC work the Springfield workgroup paused discussion. This was done for two reasons: 1) Supervisor Pat Herrity offered to host a town hall meeting on February 9th to give members of the public an opportunity to offer feedback on the renaming possibility, and; 2) to use the intervening time to conduct background research for this report.

The town hall was held as planned and members of the public attended to share their thoughts. Sixteen individuals who spoke on the matter with eight (8) supporting a name change and (8) advocating for it to remain unchanged. {INSERT MORE HERE AFTER GETTING YOUTUBE VIDEO}

Springfield magisterial district was first created in February 1967 following the adoption of the *urban county* form of government. The *urban county* form requires that local government divide Fairfax County into 5-11 equally populated districts. As noted in *The History of the Naming and Redistricting of Fairfax County's Magisterial Districts: A Brief Report*, Springfield District and Annandale District were “named after the communities they will serve.”¹

This point bears elaboration because of ties to slavery. According to *Springfield: Then and Now* “the name ‘Springfield’ originated with Henry Daingerfield who, in January 1851, acquired 920 acres in the vicinity of where Backlick Road crosses the Southern Railroad tracks. This land today is partially occupied by Shirley Industrial Park and the intersection between Routes 95, 395, and the Beltway. He named his land ‘Springfield Farm.’”² This farm was itself composed of multiple parcels of property that once were entirely within the Ravensworth landgrant, which as the West Springfield High School website acknowledges, was home to “a large plantation owned by...slaveholders.”³ Henry Daingerfield did own enslaved peoples during the antebellum period, inheriting 126 from Robert Darnall Sewall in 1853. It is likely that he owned slaves separate from this inheritance, although no record for that is available currently. This assumption is based on the fact that in the seven-year span between 1853 and the 1860 census Daingerfield *increased* the number of slaves attributed to his property from 126 to 160.⁴ This is consistent with abundant records that cite his wealth and commercial activities during the antebellum period where he was recognized as one of the most successful merchants in Northern Virginia.⁵

This map illustrates the original boundaries of Springfield and Annandale districts. Stretching from Alexandria in the east to Clifton in the west, and from Fairfax City in the north to the Prince William County line, Springfield District encompassed Springfield, West Springfield, and Burke.

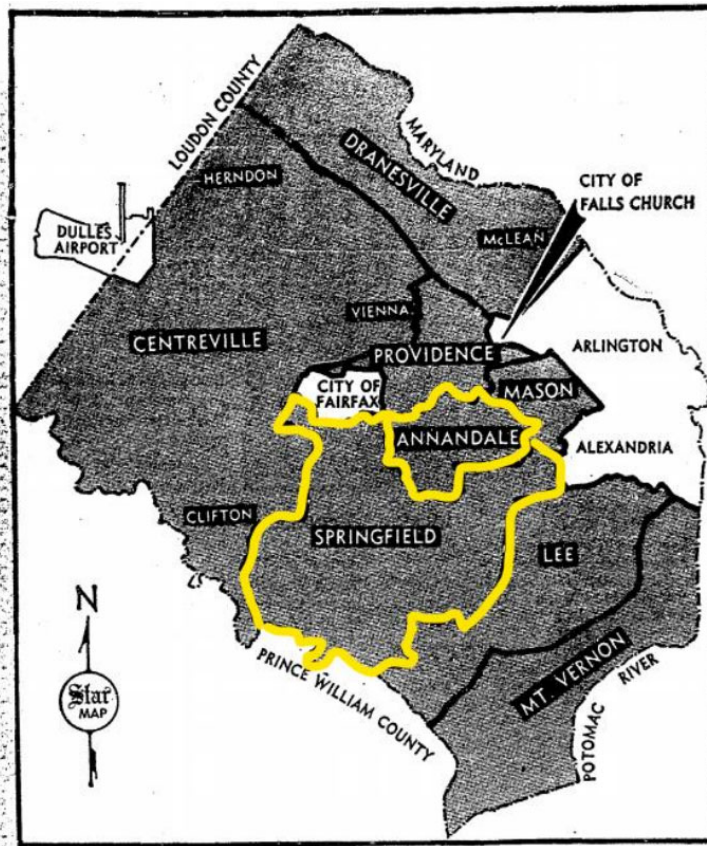
¹ Page 1, bottom. Accessed on 2-14-2022 from <https://www.fairfaxcounty.gov/redistricting/sites/redistricting/files/assets/documents/board-of-supervisors-naming-history.pdf>. C. Barbuschak 2020.

² Accessed 2-14-2022. <https://www.edsallpark.org/history-of-springfield>

³ Accessed 2-14-2022. <https://westspringfieldhs.fcps.edu/about/history/local/enslaved>. Also see <https://ravensworthstory.org/people/owners/daingerfield-henry/#fn-1455-1>

⁴ Accessed 2-14-2022. <https://www.poplarhillonhik.com/aahp/infirmary/infirmary.html>

⁵ Hurst, Harold W. “The Merchants of Pre-Civil War Alexandria: A Dynamic Elite in a Progressive City.” *Records of the Columbia Historical Society, Washington, D.C.* 52 (1989): 327–43. <http://www.jstor.org/stable/40067871>.



This map from the Fairfax County government website highlights the original (and current) location of the place designated "Springfield" according to the US Census bureau:

⁶ Page 7, bottom. Accessed on 2-14-2022 from <https://www.fairfaxcounty.gov/redistricting/sites/redistricting/files/assets/documents/board-of-supervisors-naming-history.pdf>.
C. Barbuschak 2020.



Census Designated Places and Towns Fairfax County, Virginia, 2010



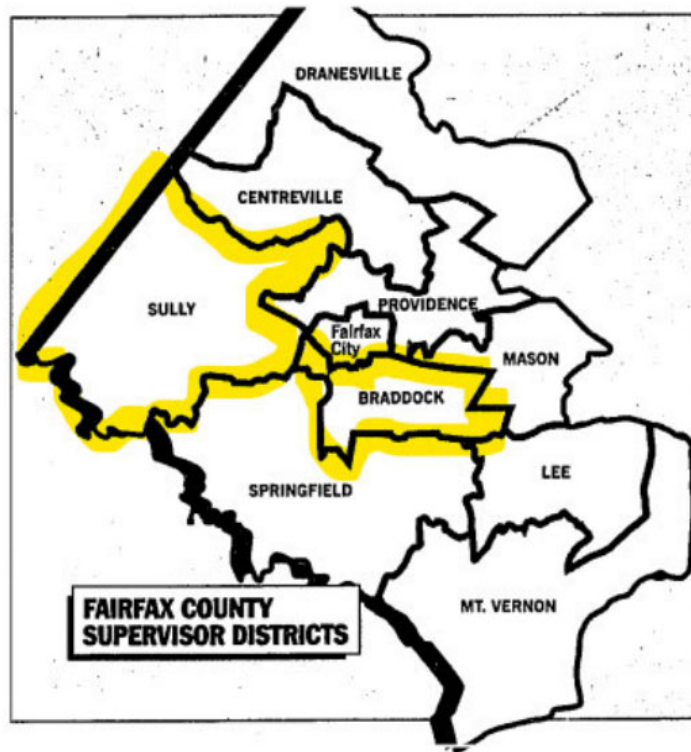
Source: U.S. Census Bureau, 2010 Census boundaries. Map prepared by the Fairfax County Department of Neighborhood and Community Services.

In 1991 the Board redrew boundaries following the decennial census. Following this, the US Department of Justice approved the redrawn map that expanded Springfield, Lee, and Mt. Vernon districts westward. Springfield no longer bordered Alexandria – this portion of the Springfield district that included the US Census designated places of North Springfield and Springfield were split between Mason, Lee, and Braddock districts. West Springfield remained in the Springfield district.

This was not motivated by geography, but rather population concerns: “The 1990 Census revealed that the population of western Fairfax County had dramatically increased, which required the creation of a ninth district.”⁷ As a result of the ninth district’s creation (Sully) populations between the districts required balancing in order to “guarantee that all of its citizens had equal representation.”⁸ The redistricting process approved by the Board of Supervisors in 1991 moved North Springfield and Springfield out of Springfield District in order to achieve equal representation (see below).

⁷ Ibid. Page 8.

⁸ Anderson, John Ward. “NAACP Targets Fairfax Redistricting: Group Says Plan Dilutes Minority Votes, Asks U.S. to Reject It”. The Washington Post, June 19, 1991, C4



Map of Fairfax County districts in October 1991⁹

The subsequent three redistricting processes spanning 30 years approached the *equal representation* concept similarly: as populations across the county grew, precincts were shifted between magisterial districts to achieve proportional balance, keeping the names and numbers of districts remained the same at nine (9).

In the most recent 2021 decennial redistricting the Board of Supervisors approved a map submitted anonymously by a member of the public that aimed to balance the population equally in the same spirit of “one person, one vote,” a concept supported by the Redistricting Advisory Committee as a companion ideal to the *One Fairfax* policy.

In this approved map population growth again drove changes to Springfield district. As mentioned above, North Springfield and Springfield were removed from Springfield district in 1991 to accommodate population increases in the western part of the county. In 2021, the eastern edge of Springfield district that held some of the densest part of that district – a thus, creating an overpopulation imbalance – were shifted again to other districts to achieve equal representation. In this iteration the precincts of Irving and West Springfield, which together cover all of the Census designated place of West Springfield, were moved.

The resulting map again retained nine districts in an attempt to balance three critical concepts to the decennial redistricting process: equal representation, protection for communities of interest, and minimal disruption. While imperfect, this new map reduces the splitting of the greater Springfield community from between three magisterial districts (Springfield, Lee, and Braddock) to just two (Lee and Braddock).

⁹ Page 8. Accessed on 2-14-2022 from <https://www.fairfaxcounty.gov/redistricting/sites/redistricting/files/assets/documents/board-of-supervisors-naming-history.pdf>. C. Barbuschak 2020.

The hypothetical solution where West Springfield remained in the Springfield magisterial district is worth considering. As already noted, West Springfield, identified here as Irving precinct and West Springfield precinct, are two of the densest precincts in the county by population. If they had remained in Springfield district the leading western edge of Springfield district would have had to move eastward in order to maintain a population balance. In that case, precincts like Newgate, Greenbriar West, or Fair Lakes would have had to move to other districts. Given the precedent set by the 1991 redistricting where the westernmost Springfield district boundary moved westward, it should be obvious that continuing the trend of removing eastern precincts from Springfield district like Irving and West Springfield instead of reversing it by removing Newgate, Greenbriar West, Fair Lakes, or others allowed the Board of Supervisors to achieve equal representation across all 9 magisterial districts.

Economic Impact

There have been suggestions that a name change will have negative economic impacts on residents of the districts. This concern is minimized upon deeper evaluation:

- Unlike the name changes for Lee and Lee-Jackson highways, there are no signs or other public landmarks that require public funds to correct old names.
- Residents are not required to list their magisterial district on postal addresses, eliminating the possibility that individual or commercial economic activities will be newly confusing if Springfield is renamed
- Hunter Mill district, formerly named *Centreville* district, underwent a name change in 1991 without any notable impact on economic activity

Lastly, it is worth noting that the Springfield Government Center (which shares space with the local police and fire & rescue) the West Springfield Post Office, and West Springfield High School are still in Springfield District. The Redistricting Advisory Committee deliberately avoided creating maps that moved essential government services from the districts in which they are located, namely the district government office. The locations of these offices appeared in the redistricting software used to create the maps submitted by RAC commissioners and members of the public in the 2021 RAC Redistricting Report so as to avoid leaving districts without a functioning local government building. The concern for this was the impact to taxpayers who would, in the event a district no longer had a government building, have to finance the construction of new facilities, to say nothing of potential temporary disruption of services.

Thus, while the West Springfield Post Office, West Springfield Government Center, and West Springfield High School would be in a new district bearing a name reflecting the wider geographic and demographic interests of the rest of the district as redrawn in 2021, it is important to recall that special considerations for not moving them resulted in their remaining within the Springfield district, namely an overabundance of caution for resident tax dollars and to minimally disrupt everyday life.

DRAFT

Bibliography

Lee & Sully Workgroup

Blight, D. (2001). *Race and Reunion: The Civil War in American Memory*. Boston: Harvard University Press.

Davis, W. (1996). *The Cause Lost: Myths and Realities of the Confederacy* (1st ed.). Lawrence: Univ Press of Kansas.

Fairfax County Confederate Names Inventory Report, History Commission, December 8, 2020

Gallagher, G., Nolan, A., eds. (2000). *The Myth of the Lost Cause and Civil War History*. Bloomington: Indiana University Press.

George Mason's Plantations & Landholdings: Hollin Hall, gunstonhall.org

Mount Vernon Unitarian Church, "Our History"

One Fairfax Policy,

<https://www.fairfaxcounty.gov/topics/sites/topics/files/assets/documents/pdf/one-fairfax-policy.pdf>

DRAFT

DRAFT