

## REDISTRICTING PLAN SUBMISSION

### LEGISLATIVE

### MILEM EXACT

I am furnishing this document pursuant to a Commission rule which requires that those who submit plans intended to be formal plans under the rules provide certain information regarding the plans they submit.

My name is John Milem; my address is 1600 NE 125<sup>th</sup> Avenue, Vancouver, Washington 98684, and my telephone number is 360.909.7592.

I am submitting one plan in this submission.

The plan is being submitted as a shapefile .dbf. In nature, it is a block assignment file. The file is named s02.dbf and consists of 195,574 records. Each record contains two fields: geoid varchar(15) consisting of statefips(2), countyfips(3), tractfips(6), blockfips(4); district varchar(3) consisting of district identifiers composed of three alpha characters.

This plan was prepared using census geography furnished by the Census Bureau in connection with the 2010 census and using the PL 94-171 data also furnished by the Census Bureau. I have also used materials available online relating to such matters as annexations, urban growth boundaries, and changes in precinct boundaries since the census. I have also used election returns for the general elections of 2006, 2008 and 2010 disaggregated by commission staff to units of census geography. Since this disaggregated data does not add to the actual totals reported by the Secretary of State, I have used the official returns for all undivided counties and I have adjusted the disaggregated data to produce totals for divided counties which match those reported by the Secretary of State. I have also used various supplementary mapping sources, both online and printed. And I have attended all eighteen of the public forums sponsored by the commission and have utilized information obtained through that attendance. And, finally, I am in my sixth decade of doing work of this sort, and I have drawn upon those decades of study and experience in preparing this plan.

The rules of the commission require that each person submitting a plan intended to be a formal one state in narrative how the plan complies with the applicable requirements of the state constitution. This plan is a modification of another plan identified as Milem Preferred Legislative. As such, the general tenor of the comments on that plan apply also to this one.

Here are the populations of the proposed districts:

<u>Population</u>	<u>PLD</u>	<u>Population</u>	<u>PLD</u>	<u>Population</u>	<u>PLD</u>
137,236	Bellingham	137,236	Renton	137,235	Centralia
137,235	Mount Vernon	137,235	Sammamish	137,236	Longview
137,236	Oak Harbor	137,236	Bellevue	137,235	Battle Ground
137,235	Marysville	137,235	Kirkland	137,236	Vancouver W
137,236	Everett	137,236	Snoqualmie	137,235	Vancouver E
137,235	Edmonds	137,235	Auburn	137,236	Yakima
137,236	Mill Creek	137,236	Bonney Lake	137,235	Ellensburg
137,235	Lake Stevens	137,235	Puyallup	137,236	Kennewick
137,236	Shoreline	137,236	Pierce Central	137,235	Richland
137,235	Seattle NE	137,235	Lakewood	137,236	Moses Lake
137,236	Seattle NW	137,236	Tacoma Central	137,235	Wenatchee
137,235	Seattle C	137,235	Tacoma West	137,236	Omak
137,236	Seattle S	137,236	Port Orchard	137,235	Spokane N
137,235	Seattle W	137,235	Bremerton	137,236	Spokane S
137,236	Federal Way	137,236	Port Angeles	137,235	Spokane Valley
137,235	Kent	137,235	Tumwater	137,236	Walla Walla
		137,236	Olympia		

In this statement, I will focus attention on some salient differences between the two plans, primarily to call attention to the cost of satisfying zero deviation.

The Preferred plan divided 11 counties, ten which are too large to be a district and, therefore, must be divided, and Skagit county, because I don't find a reasonable way to provide the proper districts for Whatcom county without dividing Skagit county.

This Exact plan divides three more counties, Franklin, Grant and Lewis for, in my view, no legitimate reason. My recollection is that there was testimony during the public forums from all three of these counties requesting that they not be divided in forming legislative districts. And, as my Preferred plan shows, it is not necessary to divide them.

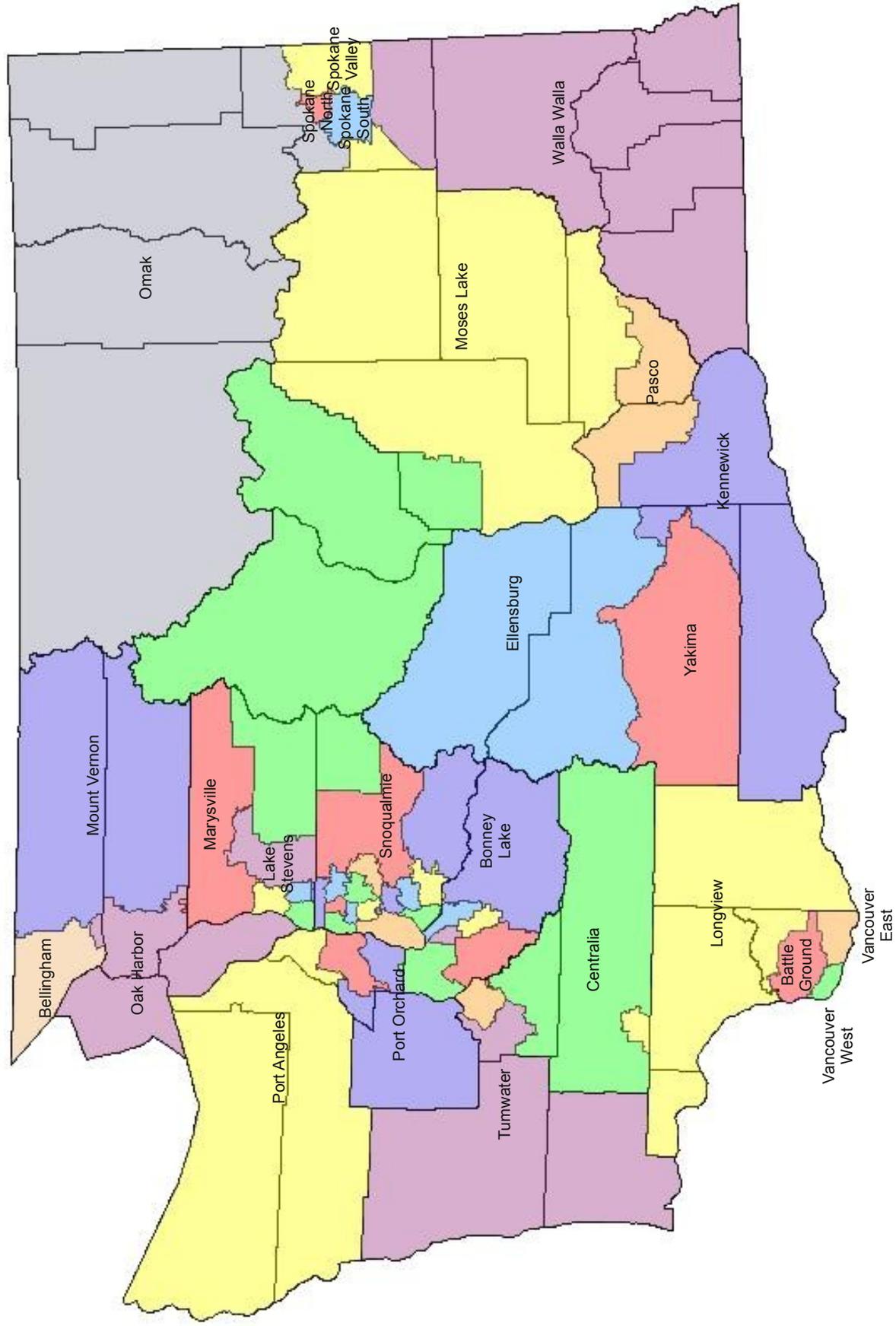
However, there are suggestions that the commission has no interest in anything which does not adhere to zero deviation. It is for this reason, and this reason only, that I am presenting this plan.

There were a number of persons who appeared before the commission to request that boundaries be simple, that districts be "campaignable." When districts have convoluted boundaries, it makes it difficult for both campaigners and voters to really understand who is and who is not in a district. My Preferred plan emphasizes simplicity of boundaries. This value is severely compromised by the quest for exact populations.

To illustrate the reduction in plan quality and district quality inflicted by adherence to zero deviation, I will discuss the individual districts proposed in this plan, compared to the districts proposed in the Preferred legislative plan.

Bellingham. The simple description of this district as the city of Bellingham and everything west of Guide Meridian road except Lynden and its urban growth area is not possible with zero deviation. Some population west of the Guide must be moved out of this district to comply with zero

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deviation. This complicates the boundary and it divides an additional precinct (105).

Mount Vernon. This district also loses its simple boundary description in Whatcom county, but also I-5 is no longer the boundary of the district between Bellingham and Burlington. Since zero deviation calls for the population of this district to be reduced and since the Burlington-Edison SD was split in the Preferred plan, I decided to find the necessary population in that school district. This involves the division of Alger and Lookout precincts.

Oak Harbor. This district loses the simplicity of its boundary north of Burlington and the four counties in this district have a total population too large by 609 persons to be three legislative districts. So, zero deviation requires that 609 persons from Skagit county be added to a district in Snohomish county. The solution I found involves dividing the Conway SD, not divided in the Preferred plan, and it involves dividing two more precincts. Conway and Starbird. As a result, Skagit county, which had three divided precincts in the Preferred plan has seven divided precincts in this one.

Marysville. This district is significantly affected by zero deviation's requirement that Grant county be divided. The addition of Grant county population to the Wenatchee district creates surplus population in Snohomish county which must be absorbed principally by this and the Lake Stevens PLDs. The Snohomish county part of the Darrington SD is transferred to this PLD along with a change in the area of the Granite Falls SD in this PLD. In the process, Robe precinct is divided, but Outlook precinct which was divided in the Preferred plan is made whole. These changes place Darrington in a different district from the other mountain school districts it shared a district with in the preferred plan. In addition, in the preferred plan this PLD is in a single county. In this plan, it also includes 609 people from Skagit county.

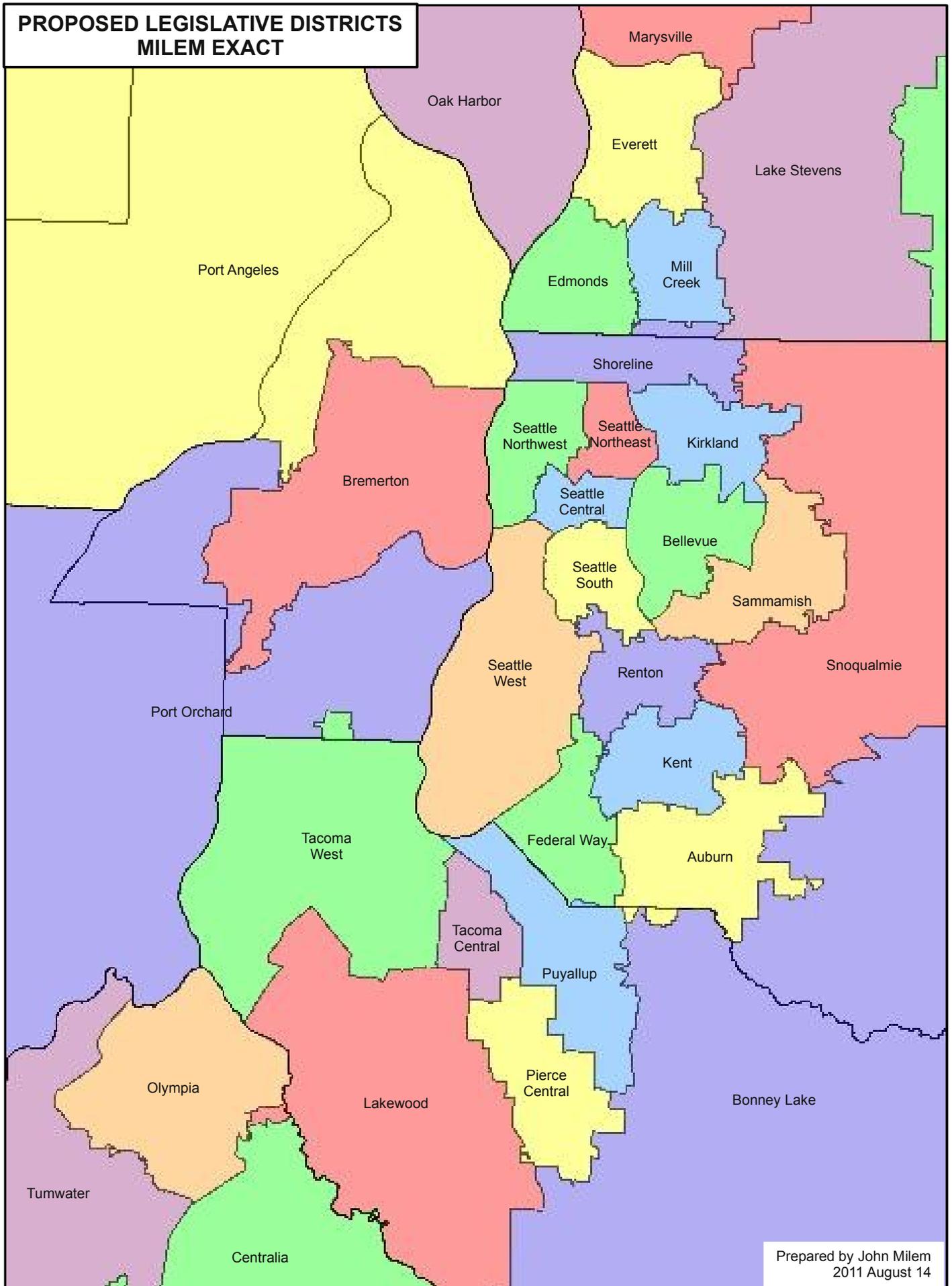
Everett. The simplicity of the southeastern boundary of this PLD in the Preferred plan, along 35<sup>th</sup> Av S is lost in this plan. The population adjustments result in significant swapping of populations among the Everett, Mill Creek and Lake Stevens PLDs. This is primarily the product of a need to compensate the Mill Creek PLD for the loss of population in Bothell, part of which in Snohomish county is transferred to the Shoreline district to satisfy zero deviation. The PLD boundary in this plan follows the Everett school district boundary instead of a major street. which is one improvement compared with the Preferred plan. It does involve the division of three precincts, Berkshire, Lind and Stock Show, not divided in the Preferred plan.

Edmonds. This district is little affected by the changes to satisfy zero deviation. Its boundary becomes less regular and it involves the division of Atlas and Vine precincts which were not divided in the Preferred plan.

Mill Creek. In the Preferred plan, this district included the city of Mill Creek and the Snohomish county portion of the city of Bothell. Since the division of Grant county reduces the population the Wenatchee district needs from Snohomish county, this population must end up in a district outside Snohomish county. My choice was to move part of the city of Bothell since it was already divided between two districts, one in each county. The outcome with regard to precinct divisions is that whereas this PLD was involved in four precinct splits in the Preferred plan, it has twelve split precincts in this plan.

Lake Stevens. This district is significantly affected by the changes required by zero deviation. It is substantially less compact than in the Preferred plan, because of the addition of most of the Granite Falls SD including the city of Granite Falls which are not in this district in the Preferred plan. This is

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another unfortunate effect of the division of Grant county required by zero deviation. It has five split precincts in the Preferred plan and six in this one.

Shoreline. This PLD in the Preferred plan was entirely within King county and entirely followed county, municipal and school district boundaries, except for its eastern boundary which was Bear Creek. In the Exact plan, it loses a significant amount of population in the eastern end of the district which is replaced by population from the city of Bothell. The boundary is harder to describe, but the district is more compact in this plan and instead of being divided about equally along the county line, a substantial majority of the population of the city of Bothell is in this district. But that's at the cost of a one-county district becoming a two-county district. And Bothell is still divided.

Seattle Northeast. This district is relatively little affected by the adjustments required by zero deviation. In part that's because it's, so to speak, in a corner. It exchanges populations with only one other district, since I treat the Seattle-Shoreline boundary on 145<sup>th</sup> as a closed boundary for districting purposes. The change in this PLD from the Preferred plan is a somewhat more irregular and complex boundary south of Green Lake.

Seattle Northwest. This district bears the effects of zero deviation transfers of population from the Seattle Northeast PLD. The result is that five additional precincts are divided and whereas all of Magnolia is included in the PLD in the Preferred plan, the southeastern part of it is removed to meet the population requirement of zero deviation. This, of course, complicates the boundary and removes a small portion of a community with strong community identity.

Seattle Central. This district is affected by addition of excess populations from the two north Seattle PLDs and the effect is to reduce the simplicity of its boundary with the Seattle South district, weaving in and out south of Cherry to pluck exact populations.

Seattle South. The changes in this district are relatively benign in comparison with those in some districts. The boundaries with Seattle Central and Seattle West are slightly more complicated.

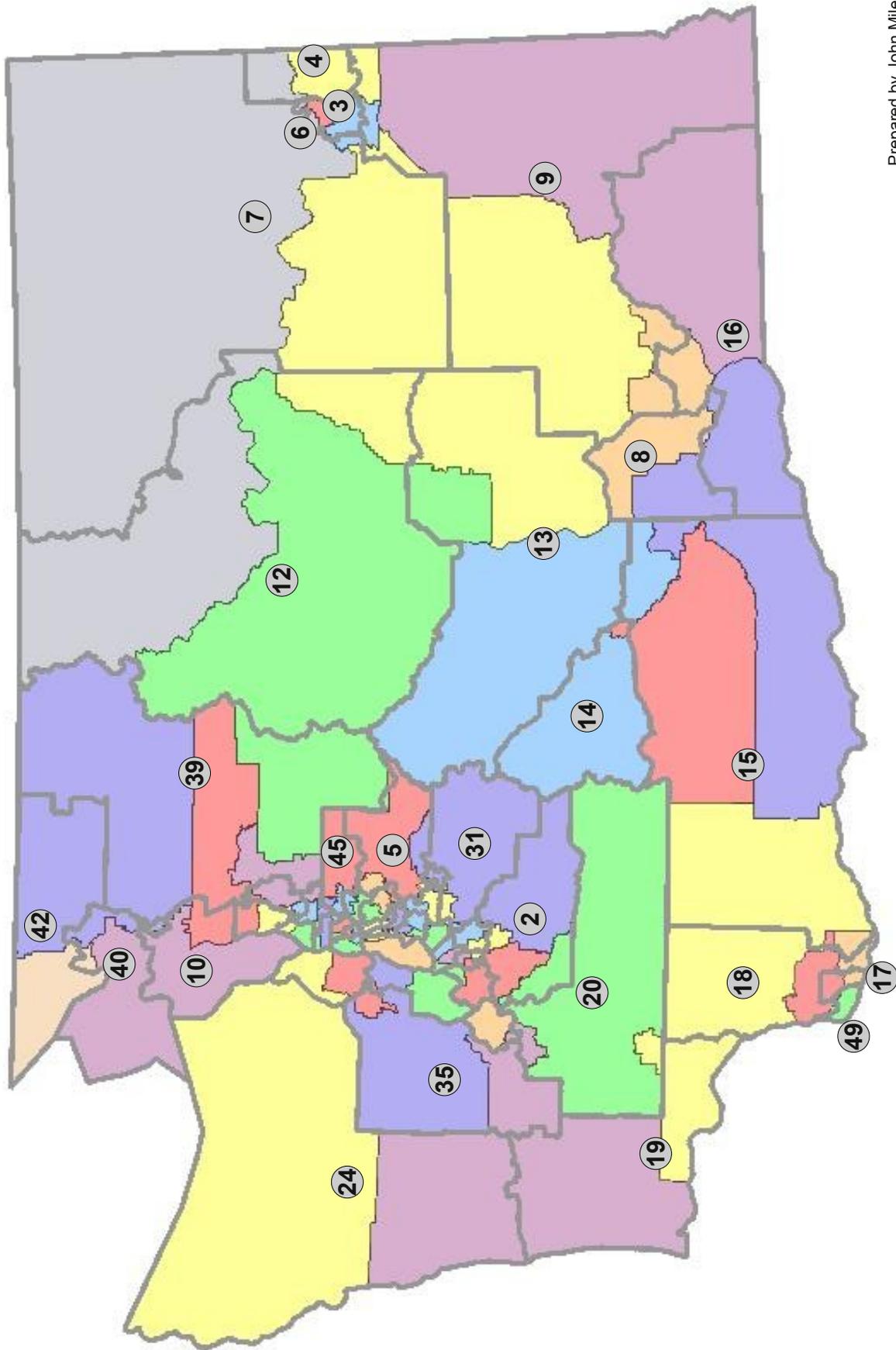
Seattle West. The changes in this district are not large. Its boundary with Seattle South is a little more complicated and the White Center CDP, undivided in the Preferred plan, is divided to transfer some population to the Renton PLD to satisfy zero deviation. This involves the division of two precincts, White Center and Beverly.

Federal Way. This district is also a corner district similar to Seattle Northeast. The population exchanges occur in Lakeland North CDP which it shares with the Kent PLD. In the Preferred plan this PLD had no split precincts. And the boundary in Lakeland was S 288<sup>th</sup> St. In this plan, Avalon and Camelot precincts are divided, and in pretty irregular way, to capture exact populations.

Kent. This is a district with relatively closed boundaries, that is boundaries which cannot be breached with crossing a municipal or school district boundary. The population exchanges mostly occur in the southwest with Federal Way and in the northeast with Snoqualmie. The population changes required by zero deviation affected only one precinct, Elizabeth, on the boundary with the Snoqualmie PLD.

Renton. In shifting from the Preferred plan to the Exact plan, this PLD exchanges populations with the Seattle West, Sammamish and Snoqualmie PLDs. Most of these changes involve exchanges of populations with the city of Renton and the Renton SD, neither of which is entirely contained within

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Gray boundaries and district numbers



this PLD in either plan. The principal difference between the two plans is that the district boundaries are considerably more complicated in the Exact plan.

**Sammamish.** This is another district with relatively closed boundaries. As a result, population exchanges are concentrated in the cities of Bellevue and Renton, both of which have excess populations which are placed in this PLD in the Preferred plan. There is a population transfer with the Bellevue PLD as discussed in the following paragraph. There are population transfers with the Renton PLD which cause the loss of Sunset Blvd as a principal part of the boundary between the Renton and Sammamish PLDs in north Renton. It is replaced by a more complex boundary which involves the division of three precincts not divided in the Preferred plan. And there are population transfers with the Snoqualmie PLD on the east side of Renton in the Issaquah SD.

**Bellevue.** This is a district with closed boundaries except on the southeast where a portion of the city of Bellevue is placed in the Sammamish PLD for reasons discussed in the statement on the Preferred plan. In moving to zero deviation, this PLD needs to pick up some population and the precinct at the focal point of the two districts is Bellevue precinct 0103. This nearly circular precinct, entirely within the Sammamish PLD in the Preferred plan, is divided into five peninsulas in the move to zero deviation.

**Kirkland.** This is another district with relatively closed boundaries, except on the east where the Lake Washington SD extends from the city of Redmond into unincorporated territory. This district needs to gain enough population in the move to zero deviation that it seemed best to replace one northeastern protrusion along the boundary of the school district with another one slightly less to the north and more to the east to pick up non-contiguous parts of the city of Redmond in an area with the necessary population to bring this district up to zero deviation. In the process, Alderwood precinct is divided. This is a swap, however, since Provan precinct is divided in the Preferred plan. The difference between the two divisions is that the division of Provan was along a school district boundary and the division in Alderwood is not.

**Snoqualmie.** This PLD is at the junction of population transfers to satisfy zero deviation. It borders ten other PLDs. And because it is a largely rural district there is less constraint of municipal boundaries here. In moving to zero deviation in this plan, this district is involved in transfers of population with the Shoreline, Kirkland, Renton, and Bonney Lake PLDs. This PLD is noticeably different on the maps of the two plans. The boundary in the northwest is much more irregular in the Exact plan and the boundary extends farther to the south and more along SD boundaries in the Preferred plan. In the Preferred plan, this PLD includes all of the Snoqualmie Valley and Tahoma SDs, except for the parts in the cities of Maple Valley and Sammamish. In the Exact plan, parts of both of these SDs are transferred to the Bonney Lake PLD.

**Auburn.** The compactness of this PLD takes a hit in the move to zero deviation. The southeasternmost part of the Kent SD is moved from this PLD to the Bonney Lake PLD and in the process a bite is taken out of the eastern side of the Auburn PLD. And whereas the boundary of this PLD in that area had been an SD boundary, now it is not.

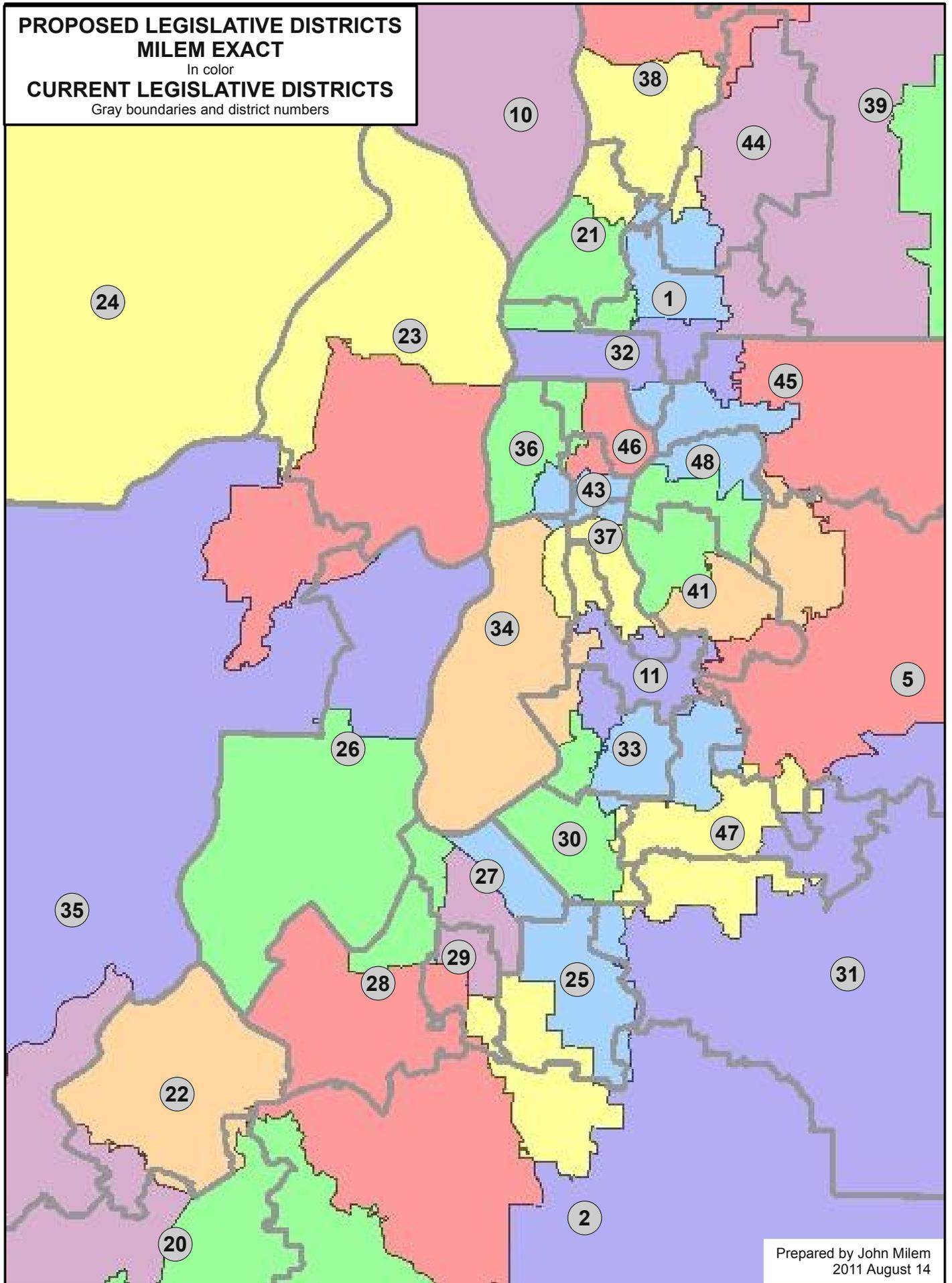
**Bonney Lake.** One upside of the move to zero deviation is that in the Exact plan, the Enumclaw SD is entirely within this PLD. In the Preferred plan it is not. However, on the cost side, this PLD adds parts of three school districts not previously in this PLD, Kent, Snoqualmie Valley and Tahoma. In Pierce county, this PLD loses some of the Bethel SD to the Pierce Central district. The boundary through this area is more complex in the Exact plan than in the Preferred plan.

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**CURRENT LEGISLATIVE DISTRICTS**

Gray boundaries and district numbers



Puyallup. This district is almost unaffected by the shift to zero deviation.

Pierce Central. This is another one of the population transmission districts, similar to Shoreline, Snoqualmie, Renton and Bonney Lake. It picks up population in the Exact plan from Bonney Lake and loses population to Lakewood. In the process, Spanaway CDP is more significantly split in the Exact plan than in the Preferred plan.

Lakewood. Since this PLD crosses the boundary between Pierce and Thurston counties, it transmits all population effects between southwest Washington and the rest of the state. The effect in going to zero deviation is to reduce by about two-thirds the North Thurston population in this PLD. The boundaries involved in Thurston county are considerably less regular. In Pierce county, this PLD gains population from Tacoma Central in the city of Tacoma and from Pierce Central in Spanaway CDP.

Tacoma Central. Moving populations to comply with zero deviation involves only a small change along the boundary with the Lakewood PLD. What is a boundary along 66<sup>th</sup> in the Preferred plan has now grown some bumps on the north side of the street to add some population from Tacoma Central to Lakewood.

Tacoma West. This is another corner district in the Preferred plan. However, to go to zero deviation requires that this PLD pick up 1,401 people from Kitsap county. So a single county district becomes a two county district. To compensate for the additional population from the north, the simplicity of Stevens street as a boundary between Tacoma West and Tacoma Central is compromised with some blocks west of Stevens added to Tacoma Central.

Port Orchard. This PLD loses some population to Tacoma West in the move to zero deviation. This represents an additional division of the South Kitsap SD, which in the preferred plan is divided only along the Bremerton city and urban growth boundaries. As part of the population shift, the area of the Bremerton urban growth area in the South Kitsap school district shifts into the Port Orchard PLD which contains almost the entire SD.

Bremerton. This PLD gains some population from both the Port Angeles and Port Orchard PLDs, but the effects are relatively benign. The boundary with the Port Angeles district is slightly more complex than in the Preferred plan.

Port Angeles. This is a corner district and is little affected. It gives up a little population and some boundary simplicity north of Chico.

Tumwater. This is another corner district which participates only in those changes which its own population requires. The change to zero deviation has two effects. In picking up population from the Centralia PLD it picks up one of the two parts of the Tumwater SD in the Centralia PLD. This means that the school district boundary is a bit more of the PLD boundary than in the Preferred plan. However, from there on, the change in the boundary between the two PLDs in the Tenino SD is considerably more complicated than in the Preferred plan.

Olympia. This PLD picks up a little population from the Lakewood PLD in the move from the Preferred plan to the Exact plan. The remainder of the Lakewood PLD population in this immediate area is transferred to the Centralia PLD and the boundary between the two is contorted to get the exact

populations.

Centralia. This PLD in the Preferred plan includes all of Lewis county. However, since the districts to the south of it are slightly smaller than ideal in the Preferred plan, they need to gain population. As a result, to attain zero deviation, Lewis county must be split. In the Exact plan, this is done by moving the cities of Toledo, Vader and Winlock and all of the Castle Rock SD into the Longview PLD. Areas of the Winlock and Toledo SDs provide the additional necessary population. These two SDs were undivided in the Preferred plan. The population loss to the Longview PLD is made good in Thurston county through the transfer of most of the North Thurston population in the Lakewood PLD to the Centralia PLD.

Longview. As mentioned, this district adds a county, Lewis county, in the move to zero deviation. In Clark county, it loses the city of La Center and most of the La Center SD. And boundary simplicity is lost in that area.

Battle Ground. To supply the additional populations needed by the two Vancouver PLDs, the Battle Ground PLD loses an additional part of the Salmon Creek CDP to Vancouver West and loses part of Five Corners CDP, not divided in the Preferred plan, to Vancouver East. As mentioned, it is compensated by gaining a major part of the La Center SD.

Vancouver West. The change in the boundary with the Battle Ground PLD in Salmon Creek CDP is considerably more unsightly than in the Preferred plan.

Vancouver East. The change in the boundary with the Battle Ground PLD is no more irregular than the city boundary it replaced. Except, it's not the city boundary.

Yakima. This district undergoes probably the greatest change of any in the state in the change from the Preferred plan to the Exact plan. And the change is undoubtedly a good one, except for the fact that it involves dividing a city in this plan which is not divided in the Preferred plan. This PLD and the Ellensburg PLD to the north needed to shed about 4,500 people to the Kennewick PLD. This had to happen on the boundary with that PLD in southeastern Yakima county. I found it very hard to make this happen satisfactorily and finally settled on dividing the city of Grandview. Then it occurred to me that my principle regarding division of municipalities is to divide the largest available one, which was not Grandview, but Yakima. If I was going to divide a municipality in Yakima county, I decided to take full advantage of the opportunity and added both Sunnyside and Grandview to the Yakima district, transferring the west side of the city of Yakima to the Ellensburg district. While this is not exactly the district that some representatives of minority communities have suggested, it comes pretty close. But it comes at a constitutional cost. The applicable provision speaks of the number of divided municipalities being "as small as possible." As the Preferred plan shows, it is possible to divide Yakima county without dividing any city.

Ellensburg. This PLD experiences significant change as a result of the decision mentioned in the previous paragraph.

Kennewick. The Kennewick PLD gains several thousand people from the north side of the Yakima valley in eastern Yakima county. To compensate for that gain, it loses Benton City and areas between Benton City and West Richland.

Pasco. Because the populations removed from the Ellensburg, Yakima and Kennewick PLDs

produce an excess population in the Benton county portion of the Pasco PLD, zero deviation requires that Franklin county be divided. Generally speaking, the part of the county included in the North Franklin SD (though not all of it) and the other SDs in north Franklin county are transferred to the Moses Lake PLD. I view the division of Franklin county as another unnecessary cost of devotion to zero deviation.

Moses Lake. This PLD goes from being three counties and part of one to being two counties and parts of three. Now it includes not just part of Spokane county, but also loses part of Grant county and gains part of Franklin county. If it were not for the changes described in the Yakima PLD, it would be expected that the changes would be greatest in this PLD since it is in the center of eastern Washington and transmits populations among the various parts of that region.

Omak. This PLD required only small changes to reduce its population to satisfy zero deviation.

Spokane North. The only change in this PLD was the transfer of part of a precinct, previously undivided, to an adjoining PLD to bring the population down to zero deviation.

Spokane South. This PLD mediates most of the population transfers between the Spokane PLDs and the Moses Lake PLD. Its principal change in going to zero deviation is the transfer of Fairchild AFB CDP to the Moses Lake PLD. However, it does experience several other changes particularly south and east of the city of Spokane where it picks up excess population from the Spokane Valley PLD, as well as the change referred to in the paragraph on the Spokane North PLD.

Walla Walla. This PLD had to lose only 74 people to reach zero deviation and the changes were such that the boundary of the district is actually better in this plan than in the Preferred plan.

Do I think zero deviation is worth all of these additional split counties, the split of the city of Yakima, the moving of boundaries away from school district boundaries and the splitting of the additional precincts necessary to get the populations exact? No, I don't. Can it be done? Well, this plan shows that it can. I have made several presentations to the commission arguing against zero deviation beginning with an off-the-cuff one at the second January commission meeting. I continue to believe that commit to zero deviation is foolish and unnecessary. The only time it is necessary is if the population variations are made for other than "legitimate state purposes." Surely, this commission is not going in that direction. In pursuit of legitimate state purposes, population deviations are allowed as previously discussed. They should be used.

In my opinion, the Preferred legislative plan is a good one. The Exact legislative plan is not.

Names and Codes for Proposed Districts

AUB	Auburn	LON	Longview	SEW	Seattle West
BAT	Battle Ground	MIL	Mill Creek	SHO	Shoreline
BHM	Bellingham	MOS	Moses Lake	SNE	Seattle Northeast
BLV	Bellevue	MRY	Marysville	SNQ	Snoqualmie
BON	Bonney Lake	MTV	Mount Vernon	SNW	Seattle Northwest
BRE	Bremerton	OAK	Oak Harbor	SPN	Spokane North
CEN	Centralia	OLY	Olympia	SPS	Spokane South
EDM	Edmonds	OMK	Omak	SPV	Spokane Valley
ELN	Ellensburg	PIC	Pierce Central	TAC	Tacoma Central
EVE	Everett	PSC	Pasco	TAW	Tacoma West
FED	Federal Way	PTA	Port Angeles	TUM	Tumwater
KIR	Kirkland	PTO	Port Orchard	VAE	Vancouver East
KNT	Kent	PUY	Puyallup	VAW	Vancouver West
KNW	Kennewick	REN	Renton	WAL	Walla Walla
LKS	Lake Stevens	SAM	Sammamish	WEN	Wenatchee
LKW	Lakewood	SEC	Seattle Central	YAK	Yakima
		SES	Seattle South		