1256 (1994), the Court explained: "The lead agency shall discuss impacts and alternatives in the level of detail appropriate to the scope of the nonproject proposal and to the level of planning for the proposal. WAC 197–11–442(2). See Cathcart–Maltby–Clearview Comm'ty Council v. Snohomish Cy., 96 Wash.2d 201, 211, 634 P.2d 853 (1981)... Even at the more generalized level, however, '[s]ignificant impacts on both the natural environment and the built environment must be analyzed, if relevant,' in an environmental impact statement. (Italics ours.) WAC197-11-440(6)(a). " See also Settle, Washington State Environmental Policy, §14.01[3] at 14-7:

Here this nonproject EIS addresses not an abstraction, but a very specific and far reaching proposal. Zoning maps for every corner of the City are proposed to be amended parcel-by-parcel. Zoning code text is to be changed word-by-word and number by number (e.g. building heights; density). This is anything but an abstract proposal, more detail is required in the EIS for a nonproject proposal that might include, for instance, only the development of broadly stated land use policies."

The City's mantra throughout this appeal is that the project is a programmatic EIS involving the whole city, and a lesser level of detail suffices. But the City ignores the level of detail required to analyze the impacts in upzoning parcel-by-parcel 27 urban villages, expansion areas, and other areas. These zoning changes are proposed without regard to actual conditions on the ground even though in many instances the City has more than adequate information and can easily provide the level of detail that would enable a decision-maker to make a knowledgeable decision. There are several categories of deficiencies in this FEIS: (1) deficiencies that arise because the City has adequate detailed information which would adequately inform the decision-maker, at low cost, but chose not to do so (e.g. historic resources), (2) biting off more than it can chew because the impact analysis requires the City to "ground truth" the actual site or area (e.g., Ravenna Park and height/bulk/scale issues unique to each neighborhood), and (3) inadequacy because the City fails to evaluate the cumulative impact of the proposed upzones. These deficiencies are further compounded due to:

JUDITH E. BENDICH, WSBA #3754 AUTHORIZED REPRESENTATIVE 1754 N.E. 62ND St., Seattle, WA 98115 (206) 525-5914

FRIENDS OF RAVENNA COWEN'S CLOSING ARGUMENT - 10

frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions." 25.09.012C. SMC 25.09.160 sets out development standards for wetland buffers. "The term "buffer" "means a defined area adjacent to and/or a part of an environmentally critical area and intended to protect the environmentally critical area. "'Development' means all components and activities related to construction or disturbance of a site [emphasis added], including but not limited to land disturbing activities." 25.09.520. " SMC 25.160 The code also defines impervious surfaces, SMC 22.801.100:

"Impervious surface" means any surface exposed to rainwater from which most water runs off. Impervious surfaces include, but are not limited to, roof tops, walkways, patios, driveways, formal planters, parking lots or storage areas, concrete or asphalt paving, areas with underdrains designed to remove stormwater from subgrade (e.g. playfields, athletic fields, rail yards), gravel surfaces subjected to vehicular traffic, compact gravel, packed earthen materials, and oiled macadam or other surfaces which similarly impede the natural infiltration of stormwater.

B. <u>Based On The Undisputed Testimony re ECAs/Ravenna Park, There Will Be Significant Adverse Impacts to Ravenna Park.</u>

Friends of Ravenna-Cowen called Professor Kern Ewing as a witness by to address the inadequacy of the MHA FEIS with respect to Ravenna Park. In 1990 Prof. Ewing became a faculty member at the University of Washington's Department of Botany. As of June 15, 2018, when he retired, Prof. Ewing was the Rachel Woods Professor of Environmental and Forest Sciences the University of Washington, College of the Environment. Additionally, he has a degree in civil engineering and has been a registered engineer for over 50 years. Ex. 109, *curriculum vita*.

Ravenna Parks contains three ECAs - steep slopes, a riparian stream and wetlands. Ex. 110.

Prof. Ewing explained that although the Ravenna Creek flow is now less, the creek still remains part of a watershed that joins with two other streams, Yesler Creek and water from the Kincaid ravine.

These meet at Union Bay. This watershed is the second largest remaining lakeside system on Lake Washington, and this drainage is important for salmon habitat. Ravenna Creek's water purity is an essential element to the health of Lake Washington. Prof. Ewing has overseen eight restoration

projects in Ravenna Park, five of them since 2010, to reestablish mature forest habitat with native plant species. (See, e.g., Ex. 111.) He testified the purpose of restoration is to provide improved water quality, improve hydrology, prevent sediment coming off the steep sides, and improve habitat for birds and other wildlife Restoration is critical to maintaining the purity of Ravenna Creek.

Prof. Ewing explained Ravenna Creek lies at the low point of a hill that rises steeply to NE 62nd St. and then gradually slopes north continuously for several miles. Geologically, these hills originated with glaciers; and as the glaciers receded, the underlying glacial layering includes gravel and sand layers. Groundwater collects from rainwater, percolates through the glacial layers, and seeps into the sides of Ravenna Park. The source of Ravenna Creek now is this seep and rainwater.

The area along NE 62nd street and throughout the RUV expansion area east to 17th Ave. NE is single family residential. This area is verdant - mature large trees, shrubs and ground cover. Prof. Ewing explained that these trees, shrubs and ground cover are essential in order to preserve Ravenna Creek's water quality and steep banks. In addition to its riparian corridor to Lake Washington, Ravenna Park is also habitat for 87 bird species, including migratory species, as well as other wildlife. (Woodrow Wheeler; Ex. 190, chart identifying bird species; photos of other wildlife.)

Prof. Ewing also explained that there are restrictions known as buffers to protect wetland, riparian areas and steep slopes (see Ex. 112 [scientific article discussing buffers]). The area contiguous, to the park, NE 62nd St., and the neighborhood to the north, serve as the buffer for Ravenna Park's steep sides, riparian stream, and wetlands (ECAs):

Ewing: What a buffer is a collection of different layers of vegetation - canopy, sub-canopy shrubs, ground species. ... It provides a number of environmental functions in that separates one area, in this case wetland or riparian over a park, from more intensive uses and it diminishes the impact of light heat sound odors and particulate matter that might get from one side of the buffer to the other and impinge upon the natural area. Buffers also can act as habitat.

Bendich: So I think the hearing examiner has heard a description today of the area. That's along NE 62nd Street and due north [of] northeast 62nd street. Could you describe it for us?

26

1	A: Well Ravenna Park has trees that come right up to the edge of the street 62 nd , and the canopy of those trees is in contact with the canopy of trees that currently exist in neighborhoods north of 62nd Street. It's quite dense quite a dense canopy in some places.
3	Q: But in addition to trees what about the other elements you're talking about?
4	A: Big shrubs or tree like species rhododendrons, a lot of leaf area. The leaf areas is a very important element of the buffer because that's one element decreasing the passage of sound or light is also an element that's important in retaining rainwater when it rains and retaining pollutants from air pollution.
6	Q: Okay so in terms of retaining, helping prevent pollution are you taking that into the ground soil or are in the air what are you talking about?
7	A: Well if the pollution is in solution and it falls as rainfall it will probably be captured at least some part of it will be captured by the leaves or the area of the canopy.
9	Q: And once that water makes it to the ground and there in this neighborhood what happens to it?
10	A: Well, there are generally a couple of things that happen to rainwater. The first part of it is called interception. The when the rains caught in the canopy of trees and on the on the trunks of trees when it starts appearing on the ground starts raining you might not feel the rain drops for 15 or 20 minutes because they've been caught by the canopy there saturates and it begins to flow down to the ground which point is absorbed in the soil or begins to form puddles and of it moves into the soil and proceeds towards groundwater. After that if it's still raining those compartments are
11 12	
13	Q: So in this particular instance with Ravenna Park is that important in your view to maintain the kind of buffer area that you have right now?
14 15	A: It's been shown in restoration projects that it's more difficult to achieve a good solution or a good outcome for your restoration if the surroundings are less like the system you're trying to recreate.
16	Q: So in terms of that groundwater that's seeping through where is that going with respect to Ravenna Creek?
17 18 19	A: The groundwater that seeps into the park goes from the side of the slope into the stream and then the stream goes to the south boundary of Ravenna Park at which point it enters a drop box and then it goes in a pipe underneath the 45th Street Viaduct which takes a left turn and then it goes into what's called University slough. University slough is an open body of water which runs down between the sports fields at University of Washington and Union Bay natural area at that point if it enters into Lake Washington.
20	A factor material to the proposed upzone is the infrastructure adjacent to the park along
21	NE 62 nd St, the combined sewer line. Prof. Ewing, a civil engineer, reviewed SPU's sewer maps
22	in preparation for the hearing, Ex.113:
23	Q ; And when you saw this sewer map what struck you about it?
24 25 26	A: Well the size of the pipe. It's running through 62 nd and it is an eight-inch pipe [in height] and eight inches wide. It's rather standard for sanitary sewers but it's also a combined sewer. So it's still a wastewater facility. It seems to me that eight inches might not be an adequate size I looked up the pipe size aided by the last engineering place I worked, we didn't design storm water conveyances any smaller than 10 inches.
- 11	

1	Q: And when was this built?
2	A: 1912
3	Q: So this area I wanted to clarify what this area meant between 15th and 17th avenues northeast. Would you be concerned about these sewers if the density is increased in that area?
4	A: If it's near capacity, increased density that would mean you would increase the flow.
5	
6	Q: And what's the likely outcome – would you expect there to be any overflow or anything? Let's say you have storm water coming in here too. What would you expect to happen?
7	A: The capacity of the system would be reached. I don't know the particular location what would happen to that water.
8	Q: If this storm water - let's just make this a hypothetical – if this storm water overflowed along the steep banks, what would happen to them?
9	A: You would likely get erosion.
10	Prof. Ewing explained that in preparation for his testimony, he reviewed the MHA FEIS
11	Ex. 2, §3.6, the proposed upzone map (id., App. H, p. H-71), the section titled "MHA
12	
13	Housing Affordability Urban Design and Neighborhood Study." He observed that that with the
14	upzoning to RSL, which is the predominant upzone in the proposed RUV expansion area, "There
15	would be a very large increase in impermeable area – there's a decrease in plantable area between
16	the RSL and single family home." He said, "If you're trying to preserve the bufferthis won't
17	do." In reviewing §3.6, he stated that he had a general concern in maintaining the
18	integrity of the existing vegetation as a buffer to Ravenna Park, that the EIS was not
19	neighborhood-specific with respect to ECAs. He explained that there would be impacts if
20	
21	upzoning occurred:
22	I think there'd be two impacts. One would be loss of vegetative buffer which would have a negative impact on maturation of existing forest in Ravenna restoration projects there. The second would be an increase in impermeable area and building mass which would result in greater best attack.
23	and building mass which would result in greater heat retention by concrete pavement and buildings' greater heat generation – heating and cooling installations in the buildings. Second would be more heat kept and then released in the general vicinity of Ravenna Park.
24	
25	Q: Why does that matter?
26	A: Well it matters because the system that people are trying to restore or create within the park is a system - which is based on a unique microsite kind of humidity, temperature -high temp, low temps, and medium temperatures. And so if

1	you modify that, you're not having the kind of vegetation, the kind of animals, or the food chain in that system that you would have if it were more natural.
2	Q: And do you have any concerns about the water quality that would seep into Ravenna Creek as a result of upzoning?
3	A: I think upzoning would create more potential for pollution in terms of air pollution which was transferred to the soil and potential water pollution and direct runoff onto the streets. If that got into the park, that would be a problem.
5	Prof. Ewing pointed out that the buffer area includes exceptional trees and upzoning,
6	due to the increased permissible land cover for buildings and driveways, would violate the
7	buffer – "[Y]ou're going to have less functioning ecosystem which is less able to provide
8	environmental functions – water quality, improved hydrology."
10	Prof. Ewing criticized the lack of data in the FEIS. §3.6 pp. 3.318 – 3.319 (end of
11	last paragraph), which states:
12 13	Tree cover for a given zone was assumed to remain constant over time if the zoning designation stayed the same. For example, a zone change from LR to LR would not represent a change. The one exception was the percent cover for RSL There is currently only one area zoned RSL in the Study area. This did not provide a large enough sample size to accurately estimate the percentage coverage for all current and future RSL zones. [Emphasis added]
14 15	In an understatement, Prof. Ewing pointed out the data and analysis are inadequate, "I guess if
16	you're making a decision about tree removal, that would be difficult to do without data." He
17	said that even with the proposed mitigation - that a tree be planted in RSL zones, if
18	one were removed - is inadequate:
19 20	It's hard to grow a tree where it doesn't want to grow. And so I don't know why the residential small lot didn't have a tree planting requirement initially, but looking at those lots, there's not a whole lot of space to put trees into. If you put trees into the mix, that can't be the kind of trees that would develop a very large canopy because in that particular zone there's a 30-foot high allowance and so some fairly tall walls adjacent to the tree planting areas. We have a fairly low sun angle;
21 22	so there would be lack of available sunlight, and a lot of the root systems in the trees would probably be under impermeable areas which would be difficult The root system would probably suffer from lack of oxygen and potentially would not reach the size they would reach somewhere else.
23	Prof. Ewing also explained that it would not be possible to see the effects that would actually
24	occur in Ravenna Park using only LIDAR or Google maps. "It would be very difficult to see below
25	the canopy layer. So on-site investigation would probably be more appropriate if you're looking at
26	the facts and impacts and inventory of shrubs and sub-canopy trees or larger trees."
	FRIENDS OF RAVENNA COWEN'S CLOSING ADDIMENT 15 HIDTHE DENDICH WORLD HORSE

Lastly, he disagreed with the FEIS's conclusion that there would be "no significant unavoidable adverse impacts to ECAs or to tree canopy)(*id.* at 3.342, last paragraph, 3.6.4). In his opinion this was not accurate, and the proposed upzones would have significant adverse impacts even with the proposed mitigation. "Certainly the park is on a trajectory to become a much more mature forest ecosystem. Changes like urbanization to it probably put the trees under more stress and they will reach an end point ..."

On cross examination, Mr. Mitchell pointed to language in the FEIS addressing potential impacts to streams during construction, with which Prof. Ewing agreed. (*Id.* at 3.23, first and second full paragraphs). He also pointed to language in the next paragraph that "future development in properties without ECA's could indirectly lead to adverse effects upon critical areas such as natural ravine drainages that lie in downstream locations." And then he read the remainder of the paragraph which gives specific examples – "landscaping involving earth movement, improper tree cutting that violates City rules, paving without appropriate storm water control or the cumulative effects of multiple parties' actions that could potentially alter drainage patterns and/or affect soil and slope stability." Prof Ewing agreed with that paragraph, but none of this language addresses the cumulative impact of the upzoning itself. This language is limited to impacts during site construction and ordinance violations.

On redirect, Prof. Ewing elaborated on the relationship between upzoning and water runoff and the effects on the riparian basin below. "Well if you have less buffering capacity at the top of Ravenna Park, that means you're going to have more precipitation having an impact of the landscape in Ravenna Park and potentially more surface runoff coming into the park which could result in movement of sediment down towards the stream bed." And the water quality can deteriorate and the sediment can "alter the course of the stream..." He also pointed out that p. 3.336, to which the City's FRIENDS OF RAVENNA COWEN'S CLOSING ARGUMENT - 16 JUDITH E. BENDICH, WSBA #3754

counsel referred, addresses impacts only within the urban villages, not contiguous to urban villages. Prof. Ewing was asked whether in his opinion the last statement in §3.6. statement at p. 3.342 – there is "no significant adverse impacts to ECAs or tree canopy" – was true. His unequivocal answer: "No

...Because there will be adverse impacts to tree canopy cover and to environmentally critical areas... in the wetlands at the bottom of [Ravenna Park], the slopes."

In rebuttal, the City called Ilon Logan, a wetland ecologist with a focus on wetland science, wildlife ecology and a consultant with ESA. Ex.89. Ms. Logan authored the MHA FEIS biological resources impact analysis. Within a few minutes of Ms. Logan's testimony, the City's attorney, Daniel Mitchell, asked, "Were you here for the testimony of Professor Kern Ewing who spoke about buffering of Ravenna Park?" Ms. Logan said, "I was." Mr. Mitchell also asked, "The study area doesn't extend into Ravenna Park, is that correct?" Ms. Logan said, "Not to my knowledge." From that point on, Mr. Mitchell never asked if Ms. Logan disagreed with any of Prof. Ewing's testimony. Ms. Logan proceeded to address ECAs within urban villages and urban village expansion areas, and proceeded page-by-page through §3.6. Ms. Logan also noted several provisions from Chapter SMC 25.11 "Tree protection," and several SDCI Director Rules about trees. (Exs, 224, 225 and 226)

On direct, Ms. Logan was not asked about and did not address cumulative impacts caused by upzoning an entire buffer area or the increased runoff from impervious surfaces on ECAs contiguous to proposed upzone areas. Nor did not she address the impacts on ECAs from ground water overflow due to inadequate sewer line capacity.

Because Prof. Ewing's testimony was not rebutted, cross examination was limited.

Ms. Logan's resume indicated she had some familiarity with sewage lines and she was asked about the eight-inch combined sewer overflow line in the expansion area, but she said she was unfamiliar with that. Ms. Logan was asked whether the MHA FEIS discussed FRIENDS OF RAVENNA COWEN'S CLOSING ARGUMENT - 17 JUDITH E. BENDICH, WSBA #3754

II. The Evidence Establishes that the MHA FEIS Fails to Adequately Analyze Tree Canopy Loss in the Proposed Upzones in the Expansion Area Because The Calculation of the Loss of Tree Canopy Is Fatally Flawed, and the Presentation in the FEIS, Using Four Zones, Rather Than Urban Village-By-Urban Village, Masks the Real Neighborhood Impacts.

A. <u>Testimony of Appellant's Witness, Woodrow Wheeler, re The Importance of Tree Canopy, Shrubs and Groundcover in the Roosevelt Urban Village Proposed Expansion Area and the Impact to Wildlife Corridors If These Are Reduced.</u>

In addition to Prof. Ewing's testimony about the impact to Ravenna Park due to decreased tree cover, shrubbery and groundcover, Friends of Ravenna-Cowen called Woodrow Wheeler to testify about these and wildlife in the proposed RUV expansion area. Mr. Wheeler has worked for the Seattle Parks Foundation, the Audubon Society, the Nature Conservancy, and presently conducts nature and natural history tours, teaches classes, and provides land conservation consulting services. He is a Master Birder and Certified Interpretative Guide. Ex.188. Mr. Wheeler lives in the Ravenna neighborhood. Mr. Wheeler began with the importance of tree and shrub canopy – capturing, filtering and removing pollution, reducing stormwater runoff by interception, providing wildlife habitat and wildlife corridors, improved public health and well-being, and even crime reduction. He cited Ex. 189 (Seattle's Urban Forestry Plan), pp. 1-3, which states that Seattle's trees and shrubs provide the equivalent of \$5.9 million in energy reduction costs annually, \$10.9 million saved by carbon sequestration, and pollution removal valued at \$5.6 million annually.

Mr. Wheeler then presented a PowerPoint slide show (Ex. 190), largely photographs of the proposed RUV expansion area in which Mr. Wheeler presents tree and shrub survey data, describes the flora and fauna, and explains their importance. Within a relatively small area (NE 62nd St. to NE

¹³ In the FEIS the City did not refer to the 2035 Comprehensive Plan, LU 17.20 (Ex. 3, p.70): "Regulate development in environmentally critical areas that contain vegetative cover and physical space for habitat, and seek to • protect contiguous wildlife-habitat areas; • maintain wildlife corridors that connect functions; • conserve soil and ground conditions that support native vegetation; • prevent siltation and high water temperatures in downstream habitats; • dampen fluctuations in surface-water flows, which are typically problematic in urbanized areas... (Emphasis added)

70th St. between 15th Ave. NE to 17th Ave.), there are 425 trees. Ex. 190, p. titled "Nmber of Trees and Shrubs." Of these, about 225 are 20-39 years old, about 90 are over 40 years old (with four western red cedars over 80-years old), and about 110 are under 20 years old. Ex. 190, see chart titled "Relative Ages of Tree Species." Additionally, there are over 110 shrubs 10-feet tall or more. Ex. 190, p. titled "Number of Trees and Shrubs." (Mr. Wheeler limited his documentation to 10-feet and greater.) Mr. Wheeler stressed the particular importance of evergreen trees and evergreen shrubs, such as rhododendrons, because these provide year-round carbon and pollution sequestration and ameliorate stormwater run-off. They also serve as year-round habitat for birds and food for wildlife. He also pointed out tree conservation priorities from *Seattle's Urban Forestry Plan* (Ex. 189) – (a) preserve existing trees since it takes decades for trees to grow to their ultimate size and benefits cannot be matched by small replacement trees; (b) focus on evergreen trees; and (c) focus on larger trees because these provide more environmental, cultural, and economic functions than smaller ones. Ex. 190, titled "Tree Conservation Priorities from Urban Forestry Plan."

Several of Mr. Wheeler's photos show buffer area along NE 62nd St., described by Prof. Ewing – NE 62nd between 15th and 17th NE, "looking west on NE 62nd from 17th NE," "1520 NE 62nd looking north." These photos show dense shrub cover, ground cover, large evergreen trees, as well as established deciduous trees. While some are street trees, there are a significant number of trees on these SF lots. The photos continue north (which Prof. Ewing testified also said serves as buffer for Ravenna Park to moderate heat, pollution and runoff from rain), a few with overviews from above that show green cover throughout the proposed expansion area. Some rhododendrons exceed 25-30 feet (*id*, *e.g.* 6559 17th NE; 6559 16th NE; 6822 15th NE).

Mr. Wheeler explained that the flora in the neighborhoods (trees, shrubs and low-growing plants) protects wildlife, provides habitat, and maintains wildlife corridors for wildlife in Ravenna FRIENDS OF RAVENNA COWEN'S CLOSING ARGUMENT - 20 JUDITH E. BENDICH, WSBA #3754