writer about Seattle's architectural history, has written ten books, including *Made to Last* (Ex. 87, the introduction) and *The Arts and Crafts Movement in the Pacific Northwest*, (Ex. 88, chapter titled "Bungalows for Everyone."). He has also written numerous scholarly and general-interest articles. From 1988 to 2012 he wrote monthly articles for the *Seattle Times'* "Pacific Northwest Magazine." (Example at Ex. 89, "Restore vs Raze" which cites G. Strickland, "A country without a past has the emptiness of a barren continent and a city without old buildings is like a man without a memory.") This article points out, as did Ms. Woo in her testimony, as a matter of sustainability, it costs less to restore and rehabilitate old buildings than demolish them and build new ones.

At Historic Seattle, Mr. Kresiman helped start the annual Town Hall Bungalow Fair and Arts and Crafts Lecture series to explain to the public why the arts and crafts movement and bungalows are key to the development of Seattle. (Ms. Anne McGowan testified she attended these programs.) And through the Seattle Architecture Foundation, he initiated walking tours as an educational device, which included the Ravenna-Cowen area. Appellant's counsel asked, "What is particularly special about the Ravenna-Cowen neighborhood?" Mr. Kreisman said:

For me it speaks to the best qualities of a bungalow early twentieth century neighborhood in that there's an, its insular in a way... [I]nto the neighborhood you have a sense of welcoming and it's partly that the age and the character of these buildings with shared materials of clapboard siding, clinker brick of cobblestone and the scale of these and the pitched roofs and the covered porch that welcome people. It also provided communication. It was a way of responding to your community and knowing your neighbors by the front porch by the front stoop. It's something that we don't see very much in modern day construction, where you now have a two car garage and a long driveway, people drive in with their car and never see the light of day because they never come out... These buildings were designed to be relating to the outdoors and indoors through this transition part of the front porch. You would be able to meet and know your neighbors and be a part of a community.

served on the Seattle Landmarks Preservation Board for eight years. He has received many honors, including being made an honorary member of the American Institute of Architects and an "outstanding career achievement in historic preservation" award from the Washington State Historic Preservation Foundation.

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So what I get from Ravenna-Cowan is a much stronger sense of that and it's partly that the mature street trees on the landscaping make the connection to the park. Also, the fact that it's not a completely true grid, that because of the ravine of the park, you have angled streets, they come in angles, and consequently, when you're walking down some of them, each of these bungalows is askew. They're not, you know, straight on. So you see the fronts on the porches of these as staggered down the street. So there's something a little bit different about Ravenna-Cowan.

Mr. Kreisman was then asked about the FEIS §3.5 and his concerns. His first set of concerns was the inadequacy of the data reviewed by the consultant. He started by explaining that the 1979 survey of 34 neighborhoods still exists today in notebooks at the City's DON office and provides detailed information. The survey group was led by an eminent historian, Earl Layman, and the survey identifies all the buildings they believed were Landmarks and of community significance. He said from the discussion in the EIS, it was apparent the consultants had never looked at this information. Mr. Kreisman explained that although the EIS identifies context statements post-2000, omitted are the histories from the 1975-77 Urban Inventory by architects Victor Steinbrueck and Folke Nyberg, faculty members at the UW. Among these are historical synopses for Admiral, Eastlake, and Green Lake, but the EIS does not identify these. Importantly, the EIS does not even identify and does not map City Landmark buildings.

Another critique was the lack of specificity. " [I]f I was the public or the decision-making person...I would need more information to go on. What are...these boundaries that's going to impact particular areas?" He said a map would have been great. "[I]t would have told me immediately that there's a core of valuable resources here that's not necessarily documented...and really needs to be protected even though it's not a Landmark District..." He also pointed out, as did others, that project review was inadequate because based on his experience SEPA review did not normally occur with development on a single family lot, and he'd seen that happen in his own neighborhood.

Mr. Kreisman was asked, why is it destructive to take out even one building? With respect to a potential historic district, neighborhoods like Ravenna-Cowen, he said, "Buildings lost are like a book with book with its page torn out...it will affect and change neighborhood character." He also pointed out that proposed upzoning is inconsistent with the Comprehensive Plan, and the EIS did not refer to the Plan.

On cross-examination Mr. Dale Johnson asked about national historic districts and implied these are protected. Mr. Kreisman responded,"What I do know about National Register property or in a district, does not necessarily protect you from any of the things that are going to happen with rezoning unless it's a City Landmark District. It's not going to have oversight and protection." He explained that the only time a National Historic District has some protection is if federal funds were used as part of the project.

C. <u>Similar to the City's Presentation of Tree Loss</u>, the Effect of the City's Presentation and Witness Testimony re Historic Resources in §3.5, Is to Obfuscate And Omit Readily-Available Data So That It Is Impossible to Learn the Impacts of Upzoning in Each Urban Village and Expansion Areas, Thus Preventing Decision-Makers From Making Informed and Knowledgeable Decisions Where and Whether to Upzone</u>.

The City called Katherine Wilson, an ESA employee, to testify about §3.5, which she authored. Ms. Wilson said the City only mapped NRHP data onto a map because it "describe[s] the affected environment in an equal way across the study area." She also said although Landmark listings and the City's inventoried surveys of historic properties in Seattle were also considered, "we came up with a reasonable approach to treat everything equally." (Ms. Paula Johnson stated that this "reasonable approach" is totally unexplained in the EIS.) Ms. Wilson cited the WAC, that "historic

<sup>&</sup>lt;sup>32</sup> The adequacy of an EIS is not govered by what a consultant thinks is reasonable. The adequacy is tested under the "rule of reason." *Citizens' Alliance v. Auburn*, 126 Wn.2d 356, 362, 894 P.2d 1300 (1995). "The EIS must present decisionmakers with a 'reasonably thorough discussion of the significant aspects of the probable environmental consequences' of the agency's decision. 'Reasonableness' of the EIS is an ultimate question of law. 'T'he rule of reason is 'in large part a broad, flexible cost-effectiveness standard,' in which the adequacy of an EIS is best determined 'on a case-

resources" are properties "listed or eligible for listing on a national or state register," but she said "eligible" means a decision-maker already made a determination, which is not the same meaning her supervisor, Paula Johnson, used in the Uptown EIS.<sup>33</sup>

On cross-examination, Mr. Bricklin introduced Ex. 237, a Sept. 19, 2016 email from Mark Johnson, Planning Director at ESA:

We have a small budget to do a high level analyss for historic resources, open space and recreation, and public services and utilities" ... "about \$30,000 for the whole of our work.".. "The City's initial take on these topics were that they would not result in significant impacts." ... "They [the City] feel the need to justify this assumption."

Mr. Bricklin then asked about Ex. 238, a May 5, 2017 draft of §3.5, p. COS0034827, [RW3], a comment by Richard Weinman, "The locations of surveyed buildings, on the other hand are known, and could be compared to parcels being rezoned. Rezoning would seem to be a stronger indicator of likelihood of demo or redevelopment and a better measure of significant impact." Ms. Wilson stated she did not follow up with Mr. Weinmand and, "We did not look at the parcel level." Mr. Bricklinn asked, "Was one of your thoughts here that would be okay because at the time of individual projects additional analysis could be done at that time." Wilson said, "Yes." Ms. Wilson

by-case basis guided by all of the policy and factual considerations reasonably related to SEPA's terse directives. R. Settle, [The Washington State Environmental Policy Act: A Legal and Policy Analysis] § 14(a)(i) [(4th ed. 1993)]." (Internal case citations omitted.)

<sup>33</sup> Ms. Wilson seemed to be unaware that Ms. Johnson interpreted the WAC differently in the Uptown EIS, where eligible properties are those that meet the age-based threshold as "potentially eligible" (see pp. 28-29, *supra*). So, Ms. Wilson criticized Mr. Kasperzyk's Ballard inventory for using the same criterion as Ms. Johnson. Ms. Wilson also appears not to have read WAC 197-11-960D(4), which requires the EIS to address historic resources "under study," thus dismissive of N. Rainier's notice to the City of its application to the state for designation on the state and federal historic registers. Ms. Wilson's definition would also rule out the entire category of inventories by highly-educated, trained surveyors who identify properties as a "significant historic resource" or "Landmark- eligible" because no "decision-maker" has yet made the decision. (Paula Johnson stated such designations are included on properties in the City's inventory data.) Ms. Wilson refers to City Landmarked properties, but these are not listed in the EIS. Ms. Wilson also acknowledged the EIS failed to include a Beacon Hill context statement, and did not include on the NRHP map properties determined eligible in the Mt. Baker Historic District that are in the state database. She said, "[I]t's very unfortunate, I do not like to have errors, but I'm a very precise person, so I regret that that happened, but it does not change our findings." It may not change her findings, but given the already scant information in the EIS, these accumulated omissions contribute even more to decision-makers' lack of ability to make knowledgeable decisions about where and whether to upzone.

was also asked whether anywhere in the EIS was the cumulative effect on the fabric of the neighborhoods analyzed. Mr. Bricklin asked, "... you didn't analyze the the impacts of that combined development [growth rate and upzoning] on the fabric of these historic communities?" Ms. Wilson answered "No." Mr. Bricklin also asked: "Don't you think it would be important for decision-makers deciding whether to change the zoning on a parcel to know whether it's been identified as a potential historic resource in the city's database?" Ms Wilson said, "Potentially."

Ms. Wilson's testimony resumed Aug. 22, 2018. Appellant's counsel resumed cross-examination. During cross, Ms. Wilson agreed with the following points:

The EIS does not explicitly state why there is only the NRHP map.

A decision-maker would not know what the rationale was for using only the NRHP map.

No one in the group (Mark Johnson, Grahm, Paula Johnson) ever discussed that because the EIS impacts specific parcels within the city, the EIS should have greater specifity as to where these historic properties are located.

Before beginning her work, Ms. Wilson did not look at the Washington State

Environmental Policy Act, the administrative code provisions or the code provisions that pertain to programmatic EIS's and historic resources [Ms. Wilson stated, "Not directly, but I am aware of those."], and she did not re-read them.

She did not re-read SMC provisions that pertain to EIS's generally.

She did not read SMC 25.05.402B that states "the level of detail should be commensurate with the importance of the impact with less important material consolidated or referenced."

She looked at the zoning maps only after preparing the DEIS.

She did not know that WAC 197-11-960D(4) requires the agency to statee how the proposal would affect historic resources that are eligible or "under study," she did not ask any questions to find out whether there were any historic resources under study.

She did not consider anything that was "under study" [the question mentioned N.Rainier's application to the the state.]

Federally funded national historic districts receive protection under the National Historic Peservation Act, § 106, but national historic districts without federal funds are not protected. There is no disclosure in the EIS of the neighborhoods or particular blocks with historic character most at risk from upzones.

There is an on-line interactive map of Seattle Landmark buildings, but no map in the FEIS of Seattle Landmarks. ("The decision was not to map the Landmarks.").

There is no policy that allows the city to deny or condition a project in order to reduce or avoid impacts to historic character of the neighborhood and historic resources that are not Landmarks.

There is no statement in the EIS that increases in height allowance have the potential to impact views of additional eligible or potentially eligible historic properties or Landmark properties.

There is nothing in §3.5 that talks about neighborhood plans in the 2035 Comprehensive Plan.

Decision-makers would not know from the EIS where older properties would be located by block (contrasting §3.5 with the Uptown DEIS, Ex. 261).

Ms. Wilson agreed the Upown DEIS provided decision-makers with more information and there was no way for the city council to get the same information from the MHA FEIS.

Ms. Wilson's testimony resumed on August 22, 2018 at 1:45 pm, and the Hearing Examiner asked Ms. Wilson questions predominantly about City Landmarks.<sup>34</sup>

The City next called Paula Johnson. She stated she provided "senior review" for Katherine Wilson. Direct testimony was not long. She was asked to distinguish and explain the Uptown EIS. She was asked whether the Uptown analysis set a significance threshold such as used in the MHA EIS. She testified it did not. She also testified that the biggest difference was the size of the study, one urban village versus twenty-seven, and in Uptown "we weren't troubled by any old information." Ms. Johnson also stated that the Uptown EIS did not include 77 buildings which had been inventoried. She also elaborated somewhat on the Seattle Landmarks Ordinance process.

On cross examination, Ms. Johnson was asked whether the Landmark Board could control (decrease) the height of a 75-foot new building, adjacent to a Landmark, that obstructs a view or blocks. She said that Board could not control that. Ms. Johnson said she never looked at other sections of the EIS; she never looked at the zoning maps. When asked, "So you have no idea what the impact would be on an urban village by urban village basis, to upzoning on historic resources within the urban village, is that correct?," she stated, "I understand that there will be

<sup>&</sup>lt;sup>34</sup> Some transcriptsi nclude the date and time stamps of testimony. Others don't. The Hearing Examiner's questions and Ms. Wilson's answers are on the Wed., 8/22 tape, part 3, beginning at 1:45 pm and ending at 2:11 pm.

<sup>35</sup> Mr. Weinman criticized the use of this threshold on his review of the May 5, 2017 draft §3.5, p. COS0034827, Comment [RW 3].

upzoning within urban villages. That is adequate for understanding potential impacts to historic resources." Ms. Johnson agreed that the MHA EIS could have detailed the ages of buildings within urban villages, as the City did in the Uptown EIS, and that information was readily available. "And so you could have had that data available to put on every single parcel within the up-zone areas in the urban billages, correct? "Sure." And within the expansion areas? "Sure."

Ms. Johnson was asked about National Register Historic Districts – "Uness they have federal funds attached to those particular historic districts, there's nothing that gives them particular protection against being upzoned, correct?" She said, "Well, I believe the legislation says there will not be upzones in historic districts [referring to "MHA"]." Ms. Johnson's understanding is that future historic districts are protected under the FEIS proposal. She was asked if there were no SEPA review, would there be any protection for a National Historic District – "But if there's no SEPA review, does that process kick in?" [Ms. Johnson] "No." She was asked, using Ravenna-Cowen [then on the Washington state register] as an example, if you had no SEPA review and a house in that area is demolished, wouldn't that impact the fabric of that area?" She answered, "Yes." She also agreed that from the MHA FEIS presentation, there is no way the City Council can identify where potential historic districts might be.

Ms. Newman then asked questions. During the back-and-forth, Ms. Johnson repeated "in fact, we didn't include the inventoried properties in, on any figure in Uptown." When Ms. Newman later asked whether these 77 properties were actually already included on the map, Ms. Johnson said, "Yes, they would be reflected in the yellow or blue." Ms. Newman's questions then

<sup>&</sup>lt;sup>36</sup> §3.5, p. 304 (underlining means added language that was not in the DEIS): "Potential future impacts to newly-created historic districts would be considered at an individual basis at the time of designation." This language offers no protection if the proposed upzones are adopted. It's too late. Ms. Johnson apparently did not read this.

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turned to impacts to Landmark buildings, using hypothetials. Toward the end of cross, Ms. Newman asked, "What about when they're [City Council] making decisions within South Park as to where to zone, shouldn't they have that [survey] information for within the boundaries of the South Park urban village? [Ms. Johnson] "Sure."

The Hearing Examiner asked Ms. Johnson questions following cross examination, and again following redirect.

In summary, the City's witnesses confirm:

The MHA FEIS does not explain why only NRHP data were mapped. The presentation in the EIS does not permit decision-makers to identify upzoning impacts to Seattle Landmarkbuildings. Landmarks are not identified at all. Decisionmakers cannot determine impacts from upzoning to potential future historic districts, or other historic resources, except fo NRHP parcels, because they are not clearly identified. The witnesses acknowledge that if there is no SEPA review (below the threshold), Landmark buildings are not protected, nor is an existing national historic district, nor are potential historic disticts or other historic resources. Ms. Johnson agreed that the same criteria used in the Uptown EIS could have been done, and the evidence in this case, Spener Howard's testimony and Ex. 310 (with all parcel year-built data), establishes that this same approach was easy to do at low cost. The City ignored its own consultant's recommendation (Richard Weinman, Ex. 238, p. COS0034827), to include surveyed historic buildings so that these could be "compared to the parcels being rezoned" (the identical critique raised by appellants' witnesses). 37

<sup>&</sup>lt;sup>37</sup> While the MHA FEIS has a laundry list of possible mitigation measures, nowhere in this list, or elsewhere in the EIS, does the City point out or identify as a mitigation factor that due to the time gap time between implementation and passage of new ordinances that might mitigate potential impacts, no upzoning should occur. Once upzoning is enacted, it's too late. The owner/developer then has a vested to demolish historic resources. That is why it is so critically important now to identify already-designated and potential historic resources and correlate these to the zoning maps.

The MHA FEIS is inadequate because it does not comply with SMC 25.05.402B, which states "The level of detail [in the EIS] shall be commensurate with the importance of the impact, with less important materials summarized, consolidated, or referenced." This code provision was not even discussed by "the team." There is no way a decision-maker can evaluate the impacts to historic resources in urban villages and proposed expansion areas. The approach used was not understandable, is inadequate, and is unreasonable.

III. The One-Size-Fits-All Application of a Ten-Minute Walk-Shed As the Basis to Upzone Ten Urban Villages and Expansion Areas, Is In Derogation of the 2035 Comprehensive Plan Legislative History and Intent, Disregards the Actual LanguageAdopted By the City Council, and Does Not Examine the Environmental Impacts Caused By This "Principle."

The 2035 Comprehensive Plan, Ex. 3, p. 25, states: "GS [Growth Strategy] 1.12

Include the area that is *generally* within a ten-minute walk of light rail stations or very good bus service in urban village boundaries, except in manufacturing/industrial centers." (Emphasis added.)

The Council could have said, "Include the area within a ten-minute walk of light rail stations...," but it did not. This provision has particular legislative relevance because in the Comp. Plan the Mayor submitted to the Council, the City proposed to expand the RUV boundaries east of 15<sup>th</sup> Ave. NE based entirely on a 10-minute walk from the future light-rail station. The City Council rejected that proposal. The Mayor also proposed including a Future Land Use Map, also based on the 10-minute walk, which is almost identical to the proposal in the MHA FEIS. The Council did not adopt that FLUM, Ex. 3, p. 41. Nor did the Council adopt the Planning Commission's proposed amendment to state in LU 7.3 that increased development, such as RSL, LR 1 and LR2, should be expanded to single-family areas *near* urban villages; the Council restricted such development to "*in* urban villages." (Emphasis added.) Ex. 156, the City's Answers to Friends of Ravenna-Cowen's First Request for Admissions, No.s 1-14 and exhbits thereto.

FRIENDS OF RAVENNA COWEN'S CLOSING ARGUMENT - 40

Nowhere in the MHA FEIS does the City explain this legislative history. Rather, it states (Ex. 2, p. vii), "Expand the boundaries of certain urban villages on the Comprehensive Plan's Future Land Use Map (FLUM) near high-frequency transit, as studied in the Seattle 2035 Comprehensive Plan. (See also the map, p. 2.8 which shows in outline "Potential Urban Village Expansion Area Sudied in Seattle 2035Comprehensive Plan.") This language implies the Council already approved these expansions. The RUV outline is the same outline based on a 10-minute walk that the Council rejected, but that is not acknowledged in the FEIS.

Similarly, the FEIS does not explain that the 10-minute walk was never conceived of as a "principle." To the contrary, the study (upon which the RUVexpansion map is based) prepared by Peter Steinbrueck, expressly states, **Main things to consider in assessing boundary expansions:**"Proposed UV boundary expansions should follow street grid (preferably arterials), but not divide a cohesive neighborhood or street." (Emphasis original.) Ex. 50, p. 15, Seattle Urban Village Study, Final Report Aug. 2015, and cover letter from DPD Director Diane Sugimura. Mr. Steinbrueck testified that the lines on the maps were never intended to apply as shown. The study was one-step in a two-step process. The explicit intent was for the City to use the information in the study together with neighborhood-specific information analyzed in phase two. But phase two never happened.

Nowhre in the FEIS does the City identify 2035 Comp. Plan provisions that are inconsistent with its proposal, such as: GS1.3, "Establish boundaries for ...urban villages...that reflect existing development patterns..and recognized neighborhood areas (Ex. 3, p. 24); GS 3.9 (p. 34), "Preserve characteristics that contribute to a communities' general identity, such as block and lot patterns and areas of historic, architectural, or social significance;" R-HG1, p. 381, "Protect and

maintain the architectural heritage of Roosevelt's Craftsman, bungalow, and Tudor-style hosing while embracing growth of well-designed buildings of an appropriate scale."

The OPCD staff team elevated the 10-minute walk concept to a "principle" (see n. 1, p. 1, *supra*), and disregarded the 2035 Comp. Plan's legislative history and provisions actually adopted. The OPCD staff team ignored the study's intent and plain words from its own study that the divider for the 10-minute walk should be an arterial, not a small neighborhood street, and should not be applied to cohesive neighborhoods, such as Ravenna-Cowen.

The impacts from this overarching application of this "principle" are significant. The "principle" adversely affects every element of the environment in Ravenna-Cowen – tree cover, Ravenna Park, and historic resources. Mr. Conachie describes the application to the Ravenna-Cowen neighborhood as an "arbitrary move. It damages the historic fabric of a neighborhood." The 10-minute walk upzones are even applied without regard to height, bulk and scale. Mr. Gagnon pointed out the proposed upzone on NE 65<sup>th</sup> St. was to 55-feet, and the City's map (Ex. 161, with the same boundaries as Ex. 2, App. H-70), did not stop at 65<sup>th</sup>, but intruded three or four lots south into a small neighborhood street (16<sup>th</sup> Ave. NE), right next to a single-family home. City staff told him, "[S]o what you have is mixed use and you can have a bar downstairs." Mr. Gagon said, "We're a neighborhood where every other house has kids that are four years old."

SEPA, the implementing regulations of WAC 197-11, and SMC Chapter 25.05 require real analysis of real impacts on elements of the environment resulting from the proposal and SMC 25.05.020C requires compliance with both the "spirit and letter of the law." That's not possible when, from the outset, the proposal starts and ends with a predetermined outcome applying a

<sup>&</sup>lt;sup>38</sup> In his testimony Mr.M cConachie identified available areas within the RUV for upzoning to meet MHA density, which areas were also identified in the public meeting process and DEIS comment letters. See ftn. 29, *supra*.

predetermined "principle." The required analysis did not occur here, was inadequate, and if adopted, there will be significant adverse consequences.<sup>39</sup>

## SUMMARY AND RELIEF REQUESTED

For the reasons stated above, and for the reasons addressed by other Appellants, the MHA FEIS does not provide an adequate study of the environmental impacts to the neighborhoods within the study area, including Ravenna-Cowen and the Roosevelt UV proposed expansion area. Proposed alternatives 2, 3 and Preferred will cause cause known direct, indirect, and cumulative impacts to the Ravenna-Cowen neighborhood, which are not analyzed in the FEIS. Appellant

Friends of Ravenna-Cowen requests the Hearing Examiner to remand the FEIS to the City with instructions to prepare Supplemental EIS(s) as necessary to adequately address the environmental impacts and mitigation for the four alternatives, including an assessment of the impacts and potential mitigations that are associate with each area in the "project area" (urban villages, propsed expansion areas and other areas outside the urban villages).

Respectfully submitted this 24th day of September, 2018.

By: C. Dudlech JUDITH E. BENDICH, WSBA #3754

Authorized Represenative

<sup>39</sup> Friends of Ravenna-Cowen's Notice of Appeal also raises the issue that the public notice process required under SEPA and the SMC 25.05 was inadequate. FRC does not waive that issue and joins in Appellant JuNO's analysis. Additionally, Appellant points out there was only one hard copy of the DEIS at the downtown library (Ex. 1, p. ix). As the Hearing Examiner experienced, it is not easy to read the MHA EIS, even in hard copy, but the paper copy is easier to read than trying to read it on line (see, e.g. Ex. 288, comment). SEPA requires the DEIS to be readable, WAC-197-425(1). There are 26 branch libraries throughout the city, <a href="https://www.spl.lib.wa.us/">https://www.spl.lib.wa.us/</a> (click on 'Locations''), and the City could have easily provided copies for those who are not computer adept or who became frustrated trying to read on-line a 462 page document plus 364 pages of separate appendices. (Judicial notice of the library site requested.) Mr. Gagnon and Ms. McGowan testified they never received notice of "Meeting-in-a-Box, and no one ever came to their door to leave information. Mr. Gagnon also testified about not being notified of a meeting held with the Roosevelt Neighborhood Ass'n., and he attended only because someone leaked the time and place to him. Ms. Brand testified the MHA DEIS was not translated; therefore, there was no way non-English speakers could meaningfully participate. Had the City prepared an EIS neighborhood-by-neighborhood, it could have complied with the WAC-197-425(4)'s 150-page maximum limit for a DEIS.