1 2 3 4 5 6 IN THE SUPERIOR COURT FOR THE STATE OF WASHINGTON 7 IN AND FOR THE COUNTY OF KING 8 **Steve Edmiston** 9 NO. Plaintiff, 10 COMPLAINT FOR DISCLOSURE UNDER THE PUBLIC RECORDS ACT V. 11 12 Port of Seattle, 13 Defendant. 14 15 16 I. **INTRODUCTION** 17 1.1 On December 1, 2020, Seattle-King County Public Health issued its "Community 18 Health and Airport Operations Related Noise and Air Pollution: Report to the Legislature in 19 20 Response to Washington State HOUSE BILL 1109" (the "Public Health Report"). The Public 21 Health Report specifically focused upon the community health impacts from Seattle-Tacoma 22 International Airport ("Sea-Tac"), operated by the Port of Seattle (the "Port"). Among other 23 things, the Public Health Report conducted a study on the population health impact of the

SeaTac airport communities. The 96-page Public Health Report found significant rates of poor

public health outcomes that became worse closer one lived to the airport. By way of example,

the poor health outcomes addressed included lower life expectancy rates; higher rates of death

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overall, including higher rates of death from heart disease, chronic lower respiratory disease, diabetes, and chronic liver disease; higher hospitalization rates; and higher rates of premature births. The Public Health Report also addressed the likely causal nature between noise and air pollution and numerous negative health outcomes. The Public Health Report concluded, among other things, "Prevention and mitigation of airport-related pollution exposures is critical for these communities, given their increased risk. People living in airport communities are more likely to be exposed to airport-related air and noise pollution."

- 1.2 Plaintiff made two separate public records requests to the Port, Request #21-208 and a follow-up, Request #21-299. These requests sought communications and other documents referring or relating to the Port of Seattle's actions (or inaction) relating to the Public Health King County Report. This Complaint specifically addresses Request #21-299.
- 1.3 This dispute arises from the Port's refusal to produce non-redacted copies of certain Port documents relating to the Public Health Report. Specifically, the documents at issue include multiple copies of a Port of Seattle consultant's report (the "Ramboll Report") on the subject of the Public Health Report. The Ramboll Report was commissioned by the Port within days of learning of the Public Health Report. The purpose of the Ramboll Report was to review the Public Health Report and "generate findings and recommendations related to study methods and results produced." The Ramboll Report consists of a 28-page presentation about the Public Health Report. The Ramboll Report was attached to multiple e-mails circulated among, by and between numerous Port personnel, including the Port's CEO. The Ramboll Report, by its very design, establishes (i) what the Port knew, (ii) when the Port knew it, and (iii) what the Port's own consultant advised, with respect to the negative health outcomes raised by the Public Health Report.

1.4	In responding to the Record Requests, the Port redacted all meaningful information
from e	very copy of the Ramboll Report produced, including copies of the Ramboll Report
attache	ed to various circulated internal e-mails. The Port should have produced copies of these
record	s, and any similarly relevant records, without redaction, directly to Plaintiff. In failing to
do so,	the Port violated the Public Records Act (PRA), Chapter 42.56 RCW.

- 1.5 The risk of negative public health impacts from living near the Sea-Tac Airport is a matter of significant concern and interest to the citizens of the airport neighbor communities.

 The Port's decision to intentionally withhold information from the public, specifically including the "findings and recommendations" of the its own consultant relating to the 96-page Public Health Report, is a matter of grave public concern.
- 1.6 Plaintiff brings this action to compel the Port of Seattle to produce non-redacted copies of requested records in compliance with the PRA. Plaintiff, an attorney appearing pro se, also seeks reasonable attorney fees and, to deter future violations, an award of penalties as authorized by RCW 42.56.550.

II. JURISDICTION AND VENUE

- 2.1 The Port of Seattle is located in Seattle in King County, Washington. The public records at issue are maintained by the Port in Seattle.
- 2.2 This Court has jurisdiction pursuant to RCW 42.56.550(1). Venue lies in this court pursuant to RCW 4.92.010(1), RCW 4.92.010(2), RCW 4.12.025(1) and RCW 42.56.550(1).

III. PARTIES

3.1 Plaintiff Steve Edmiston is an individual residing in the City of Des Moines, King County, Washington. Plaintiff is an attorney licensed to practice law in the State of

Washington. Plaintiff is taking time away from his law practice to prosecute this action, and is representing himself pro se.

Tacoma International Airport, the region's largest airport and the 8th largest airport in the United State. The Port claims \$22.5 Billion in total economic activity is generated by Sea-Tac Airport. The Port budgeted 2021 revenues at \$987,694,000. The Port's 2021 budgeted expenses were \$792,475,000. The Port is an agency as defined by RCW 42.56.010(1).

IV. BACKGROUND AND FACTS

The Public Health Report

- 4.1 In 2019, the Washington State legislature sought to better understand the community health effects of pollution related to Seattle-Tacoma International Airport operations. The legislature funded a proviso in the 2020 operating budget Washington State (HB 1109) for King County's local health jurisdiction Public Health Seattle and King County ("PHSKC") to conduct a study on the population health impact of the SeaTac airport communities. The study was to include (i) an analysis of existing data sources and an oversample of the Best Start for Kids child health survey to produce airport community health profiles within a one-mile, five-mile, and ten-mile radius of the airport; (ii) a comprehensive literature review concerning the community health effects of airport operations, including a strength-of-evidence analysis; (iii) the findings of the University of Washington School of Public Health study on ultrafine particulate matter at the airport and surrounding areas; and (iv) any recommendations to address health issues related to the impact of the airport on the community.
- 4.2 On December 1, 2020, Seattle-King County Public Health issued its 96-page "Community Health and Airport Operations Related Noise and Air Pollution: Report to the

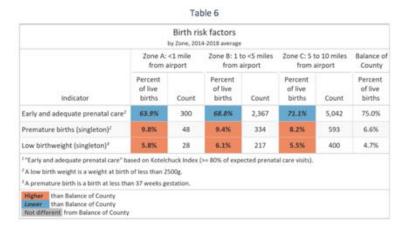
Legislature in Response to Washington State HOUSE BILL 1109" (the "Public Health Report"). The Public Health Report specifically focused upon the community health impacts from Seattle-Tacoma International Airport, operated by the Port of Seattle.

4.3 The Public Health Report created this graphic to define the study area, dividing the area into 10-, 5-, and 1-mile from the airport:



- 4.4 The Public Health Report noted that people living within 10 miles of SeaTac airport faced negative disparities in health, resources, and risk factors compared to the rest of the county. The rates of poor health outcomes became worse closer one lived to the airport.
- 4.5 The Public Health Report included a series of graphics to summarize these health outcomes in relation to living near the airport:
- 4.6 Among other things, the Public Health Report stated:
 - a. People living within 10 miles of SeaTac airport face disparities in health, resources, and risk factors compared to the rest of the county.

- b. Airport communities are associated with higher rates of pervasive health concerns. Compared to the rest of King County, communities within 10 miles of SeaTac report:
 - i. A greater percentage of infants born prematurely and/or with low birthweight; this was summarized with a graphic:



- ii. Higher hospitalization rates for asthma, stroke, chronic obstructive pulmonary disease (COPD), heart disease, and diabetes;
- iii. Lower life expectancy the closer you live to the airport. This was summarized in a graphic:

Life expectancy: Life expectancy in airport communities was lower than that of Balance of County and decreased the closer you are was to the airport (Table 10). The life expectancy of people in Zone A, closest to the airport, was 5.0 years lower than that of people living in Balance of County.

Life expectancy at birth by Zone, 2014-2018 average Zone A: <1 mile Zone B: 1 to <5 miles Zone C: 5 to 10 miles Balance of from airport from airport from airport County Indicator Years Years Years Years Life expectancy than Balance of County than Balance of County Not different from Balance of County

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iv. Higher rates of death overall, and specifically higher rates of death from heart disease, chronic lower respiratory disease, diabetes, chronic liver disease, and homicide.

Table 14 Excess deaths in airport communities 5 leading causes of King County deaths, 2014-2018 average Observed Expected Excess Mortality Cause Of Death ratio¹ Zone A: Less than 1 mile from airport 35 25 Cancer 10 1.4 28 12 16 Diseases of heart 2.3 Alzheimer's disease 1.3 Accidents (Unintentional injuries) 1.8 Cerebrovascular diseases (stroke) 1.9 Zone B: 1 to less than 5 miles from airport 299 234 65 1.3 113 69 Diseases of heart 181 1.6 0 Alzheimer's disease 11 13 8.0 82 1.4 Cerebrovascular diseases (stroke) 40 22 18 1.8 Zone C: 5 to 10 miles from airport 600 569 31 1.1 85 275 1.3 Diseases of heart 359 Alzheimer's disease 32 0 1.0 32 1.2 Cerebrovascular diseases (stroke) 1.4 Calculations exclude age 80 and older. See Appendix A for details. 2 Observed per year is the number of actual deaths. *Expected per year is the number of deaths that would have occured if the death rate was the same as the death rate in *Excess per year is the number of observed deaths minus the number of expected deaths. Numbers may not total due to row Mortality ratio is the Zone's death rate divided by the death rate in Balance of County. See Appendix A for details than Balance of County than Balance of County ent from Balance of County

4.7 The Public Health Report addressed the likely causal nature between noise and air pollution and numerous negative health outcomes. For example, the Report's Table Nos. 16, 18-20, summarized likely causal and causal health outcomes from airport operations:

Table 16

Health outcomes likely caused or caused by airport operations-related pollutants based on evidence to date				
Organ System	Noise Pollution	Air Pollutants		
Cardiovascular	Causal	Causal		
Respiratory	Not examined	Causal		
Reproductive & fertility	Not examined	Causal		
Birth outcomes	No causal evidence	Likely causal		
Cancer	Not examined	Causal		
Central nervous system	No causal evidence	Causal		
Metabolic system	No causal evidence	No causal evidence		

Table 18

Health outcomes resulting from noise pollution based on evidence to date			
Health outcome	Noise Pollution Impact		
Cardiovascular	Causal		
Sleep disturbance	Causal		
Annoyance	Causal		
School performance	Likely causal		

Table 19

Healt	h outcomes resulting from Fine based on evidence to d	
Health outcome	Short-term Exposure Impact	Long-term Exposure Impact
Cardiovascular	Causal	Causal
Respiratory	Causal	Causal
Nervous System	Suggestive evidence	Likely causal
Birth outcomes	Suggestive evidence	Likely causal

Table 20

Health outcomes resulting from Ultrafine Pasrticulate Matter based on evidence to date				
Health outcome	Short-term Exposure Impact	Long-term Exposure Impact		
Cardiovascular	Suggestive evidence	Inadequate to date		
Respiratory	Suggestive evidence	Inadequate to date		
Nervous system	Suggestive evidence	Likely causal		
Birth outcomes	Suggestive evidence	Suggestive evidence		

- 4.8 The Public Health Report found that airport operations resulted in noise and air pollution, which were linked to many of the health outcomes experienced by airport communities.
- 4.9 The Public Health Report found that noise pollution contributed to hypertension and heart disease and likely caused poor school performance among children.
- 4.10 The Public Health Report found that air pollution impacted numerous organ systems, and multiple pollutants are associated with cardiovascular and respiratory problems. The air pollutants ii related to airport operations include particulate matter of various sizes, ozone, carbon monoxide (CO), nitrogen dioxide (NO2), sulfur oxides (SOx), and other hazardous air pollutants. Fine particulate matter (PM2.5) causes cardiovascular and respiratory problems, and likely causes cancer and central nervous system conditions, including dementia and neurodegeneration.

4.11 The Public Health Report found recent studies link exposure to particulate matter led to increased risk of preterm births and respiratory concerns, among other issues. Ozone, NO2, and SOx cause short-term respiratory issues. NO2 likely causes long-term cardiovascular problems, and CO causes short-term cardiovascular concerns and likely affects lung functioning. These pollutants are especially concerning for people with underlying respiratory or cardiovascular issues because they worsen existing conditions, though long-term exposures increase risk in the general population for developing problems. The hazardous air pollutants (HAPs) found at airports are known or suspected carcinogens and/or cause birth defects.

4.12 The Public Health Report determined that researchers with University of Washington's Environmental and Occupational Health Sciences Department had conducted the first study of ultrafine particle (UFP) concentrations near the SeaTac airport during 2018–19, and found higher concentrations of UFP below aircraft flight paths, with the highest concentrations associated with aircraft landings, and that the findings supported the conclusion that communities underneath and downwind of the flight path are exposed to aircraft-related UFP concentrations.

4.13 The Public Health Report concluded:

Prevention and mitigation of airport-related pollution exposures is critical for these communities, given their increased risk. People living in airport communities are more likely to be exposed to airport-related air and noise pollution. They are more likely to have underlying conditions like diabetes, heart disease, and respiratory conditions, which increases vulnerability to more serious health outcomes resulting from pollution exposures. Epigenetic changes from exposures to previous generations may increase susceptibility to health effects from air pollution today.

4.14 The Public Health Report recommended, among other things, the following:

- a. Implement focused efforts to address the health disparities of airport communities, including mitigating the health impacts of airport operations;
- b. Continue development and implementation of strategies to mitigate airportrelated air and noise pollution; and
- c. Expand the systematic monitoring of pollutants (both outdoor and indoor exposures) in residences, schools, childcare settings, and long-term care

facilities, including the implementation of new technologies to improve measurement of exposures indoors and outdoors.

Port of Seattle Learns of the Public Health Report

- 4.15 On information and belief, the Port did not learn of the December 1, 2020, Public Health Report until April of 2021.
- 4.16 After learning about the Public Health Report, the Port of Seattle did not take a single public-facing action to express any concern over the Report's findings and conclusions relating to the risks to the public health of the airport neighbor communities.
- 4.17 After learning about the Public Health Report, the Port of Seattle did not take a single public-facing action reflecting that it would seek to undertake any of the recommendations made by the Public Health Report.
- 4.18 Instead, within days of learning of the Public Health Report, The Port of Seattle commissioned a consultant Ramboll to review the Public Health Report and generate findings and recommendations related to study methods and results produced. Ramboll is a global engineering, architecture and consultancy company founded in Denmark in 1945, and currently operating in 35 countries.
- 4.19 Ramboll completed its work and prepared a 28-page presentation ("The Ramboll Report") for the Port of Seattle. The Ramboll Report was presented to Port of Seattle personnel on or about April 27, 2021. Beginning at least on or about May 11, 2021, the Ramboll Report was shared widely among Port Environmental Staff.
- 4.20 The Port staff did publicly address the Public Health Report in June 22, 2012, in a letter from Port of Seattle employee Arlyn Purcell, the Port's Director of Aviation Environment & Sustainability, to Dr. Kris Johnson of Public Health Seattle & King County. The letter was titled "Initial Concerns and Questions for Public Health-Seattle & King County." Ms. Purcell

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stated, "We have reviewed the report and have a number of questions and concerns regarding the County's methodology, data sources, scope, analysis, and conclusions." The letter contained an attachment of concerns about the Public Health Report. The letter contained an attachment of concerns about the Public Health Report, including that the Port – the object of the Report and in relation to the disparate health impacts – was not consulted or allowed to coordinate on the Public Health Report, and that the Port would have "supplied additional rigorous scientific and technical information that could have aided this study." The letter was then shared by Ms. Purcell at the SeaTac Airport Stakeholder Advisory Round Table (StART), a public organization consisting of Port staff, airport neighbor city staff, and others. While sidestepping the issue of community health, Ms. Purcell stated that the Port's "overarching intent is not to sidestep the issues of community health but to ensure that accurate, scientifically supported information be presented regarding the airport's role in the larger regional contribution of air and noise pollution."

4.21 To Plaintiff's knowledge, the material findings, facts and conclusions in the Ramboll Report relating to the Public Health Report have never been made available to the public.

V. RECORDS REQUEST

5.1 Plaintiff made two public records requests to the Port of Seattle. The first request:

May 5, 2021, Request #21-208.

With respect to the "December 1, 2020, Community Health and Airport Operations Related Noise and Air Pollution: Report to the Legislature in Response to Washington State HOUSE BILL 1109," produced by Public Health King County and others (the "Public Health King County Report"), please provide all records of, or relating to:

1. Communications (including but not limited to correspondence, e-mail, text, and social media) (i) internally by or between Port of Seattle Commissioners and/or PoS staff, and (ii) by or between Port of Seattle Commissioners and/or any PoS staff on the one hand, and any third-party individuals, agencies, or entities,

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on the other, relating to Public Health King County Report.

- 2. Any other documents, including memoranda, studies, assessments, or reviews, referring or relating to the Public Health King County Report.
- 5.2 Plaintiff's second records sought a supplement the initial request, and for the first time specifically requested records relating to the Ramboll Report.

June 26, 2021, Request #21-299.

Please provide a supplement to Request #21-208, adding all responsive records from May 5, 2021, to the present. By way of example, but not limitation, supplemental responsive documents will also include:

- Records relating to the drafting, preparation, revisions, notes, and use
 of Arlyn Purcell's June 22, 2021, letter to Dr. Kris Johnson, Senior
 Social Research Scientist, Assessment, Policy Development &
 Evaluation Public Health—Seattle & King County (PHSKC);
- Records relating to the Ramboll Group retention, work, comments, reviews, reports, notes, or presentations, regarding the "Community Health and Airport Operations Related Noise and Air Pollution" report, e.g., as referenced in Megan Neiderhiser's April 28, 2021, e-mail to Steve Rybolt;
- Records wherein Port of Seattle staff (i) first provided the full report on "Community Health and Airport Operations Related Noise and Air Pollution" report to each Port of Seattle Commissioner, and (ii) all other information on the "Community Health and Airport Operations Related Noise and Air Pollution" report to each Port of Seattle Commissioner.
- 5.3 The Port of Seattle produced documents relating to the above requests. Multiple redacted copies of the Ramboll Report were produced as part of both Requests. The latter Request No. 21-299 was closed by the Port of Seattle on September 30, 2021.

The Redactions of the Ramboll Report

5.4 In reviewing whether the Public Health Report was responsive to the State legislature's "charge," the Ramboll Report provided statements relating to both "status" and an assessment of "What KCDOH did." However, all of this was redacted by the Port of Seattle:

WAS THE REPORT RESPONSIVE TO THE CHARGE?

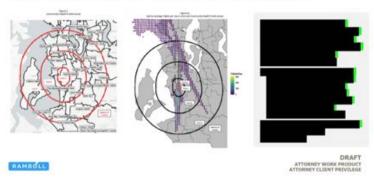


WAS THE REPORT RESPONSIVE TO THE CHARGE?



5.5 With respect to assessing the Public Health Report's use of 1-, 5-, and 10-mile distances from the airport, the Ramboll Report's comments were redacted.

DISTANCE FROM AIRPORT 1-, 5-, AND 10-MILES (ZONES A, B, C, RESPECTIVELY)



5.6 The Ramboll Report reviewed the Public Health Report's assessment of airport communities in comparison to the rest of King County, including in terms of life expectancy,

death rates, hospitalization rates, and cancer. However, all of the comments by Ramboll - – over three slides - were redacted.



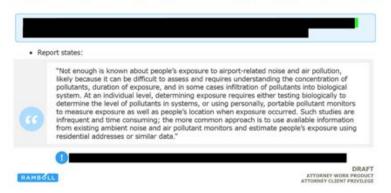
5.7 All comments on noise pollution and health effects were redacted.

5.8 All comments – over four slides – on pollutants and health impacts from airport operations were redacted.

COMMENTS: POLLUTANTS & HEALTH IMPACTS FROM AIRPORT OPERATIONS



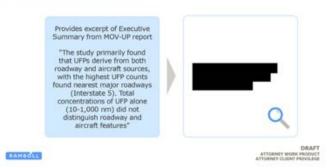
POLLUTANTS & HEALTH IMPACTS FROM AIRPORT OPERATIONS





5.9 All Ramboll Report comments on the Public Health Report's findings relating to the University of Washington's ultrafine particulate study were redacted.

WHAT KCDOH REPORTED

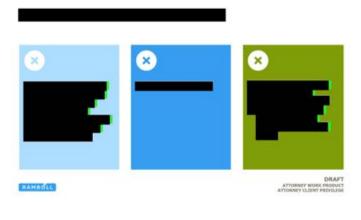




5.10 All Ramboll Report comments on the Public Health Report's recommendations – including recommendations for mitigation of health impacts from airport operations, mitigating airport noise and pollution, and supporting further research – were redacted.



5.11 The Ramboll Report reached a number of conclusions, over two slides. These were all redacted.





- 5.12 The Port identified various copies of the Ramboll Report (all redacted as above and attached to numerous Port internal communications) on exemption logs as redacted pursuant to RCW 42.56.280 ("Deliberative Process Exemption"), asserting the information "contains preliminary drafts, notes, and recommendations related to opinions on the King County Health Report under RCW 42.56.280."
- 5.13 Plaintiff by letter of December 21, 2021, to the Port of Seattle objected to the redactions based upon to application of the exemption.
- 5.14 The Port's outside counsel, by letter of January 26, 2022, re-affirmed the Port's refusal to produce an un-redacted copy of the Ramboll Report, relying exclusively on the aforementioned exemption. Port counsel asserted that the Exemption applies because of a pending Port project unrelated to the Public Health Report the Port's environmental review required under the State

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Environmental Protection Act ("SEPA") for the proposed Sustainable Airport Master Plan ("SAMP") Near-Term Projects ("NTPs") for Sea-Tac Airport.

VI. RESPONSIVE RECORDS

- 6.1 The Port of Seattle is in control of the responsive records at issue – the Ramboll Report, and each communication attaching the Ramboll Report circulated by and between Port staff, Port commissioners, and third-parties, to the extent included within the scope of Request #21-299.
- 6.2 The Public Health Report, created by Public Health – Seattle & King County, at the request of the Washington State Legislature, addresses critical public health information, risks, and impacts that arise in relation to being a citizen of an airport neighbor community. The Port of Seattle's position – that it does not have to release any records relating to its knowledge and assessment of current public health risks posed to its own airport neighbor communities from aviation noise and pollution, until it is done with a multi-year project relating to proposed increases in aviation operations over the heads of those very same communities – stands in opposition to the purposes of the of the Public Records Act.

VII. CAUSE OF ACTION – PUBLIC RECORDS ACT

- 7.1 The allegations above are incorporated by reference herein.
- 7.2 The records requested by the Plaintiff are "public records" as defined by RCW 42.56.010(3).
- 7.3 The Port of Seattle has violated RCW 42.56.070(1) and RCW 42.56.080 by failing to promptly disclose the complete, unredacted records upon request.
- 7.4 The exemption cited by the Port of Seattle does not apply; the Port of Seattle unlawfully withheld public records, in whole or in part, in the absence of any applicable exemption.

1	The Port of Seattle failed to justify the withholding of requested records as required by				
2	RCW 42.56.210(3).				
3	7.6 The Port of Seattle violated the Plaintiff's (and public's) right to inspect or copy public				
4	records.				
5	VIII. REQUESTS FOR RELIEF				
6	The Plaintiff respectfully requests the following:				
7	An order for the defendant Port of Seattle to show cause, pursuant to RCW 42.56.550(1)				
8	1. An order for the defendant Port of Seattle to show cause, pursuant to RCW 42.56.550(1) why it denied the Plaintiff an opportunity to inspect or copy all non-exempt records requested;				
10	2. An order declaring that the defendant agency violated the Public Records Act;				
11	3. An award of penalties of up to \$100 per day for each record unlawfully withheld from				
12	the Plaintiff, pursuant to RCW 42.56.550(4);				
13 14	4. An award of all costs, including reasonable attorney fees, as required by RCW				
15	42.56.550(4); and				
16	5. Such other relief as the Court deems proper.				
17					
18	Respectfully submitted this 29th day of September, 2022.				
19					
20	By Stu 3- Edward				
21	Steve Edmiston (Appearing Pro Se)				
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