APPROVED

MINUTES OF THE MEETING
20 May 2004

Projects Reviewed
Land Use Policy Design Updates
Fremont Bridge Approaches
SDC Executive Director Finalists

Convened: 9:30am

Commissioners Present
David Spiker, Chair
Charles Anderson
Pam Beyette
Frances Nelson
Iain M. Robertson
Nic Rossouw
Tory Laughlin Taylor

Adjourned: 4:00pm

Staff Present
Layne Cubell
Tom Iurino
Elizabeth Martin

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Seattle Design Commission

Gregory J. Nickels,
Mayor

David Spiker
Chair

Charles Anderson
Pam Beyette
Frances Nelson
Iain M. Robertson
Nic Rossouw
Donald Royse
Sharon E. Sutton
Tory Laughlin Taylor
Guillermo Romano,
Executive Director

Layne Cubell,
Commission Coordinator

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20 May 2004  Project:  Land Use Policy Design Updates
                     Phase:   Staff Briefing
                     Presenters:  John Skelton, DPD
                                  Mike Podowski, DPD

                     Time:   1 hour               (SDC Ref. # 220| DC00332)

Summary: The Commission thanked staff for coming and briefing them on several initiatives being led by codes and policies staff including: Neighborhood Design Guidelines, SubArea Plans, the Aquatic Ecology Initiative, Neighborhood Business Districts, View Protection, and Industrial Lands. The Commission offered the following remarks:

- Acknowledges the challenging role of generating good code and the good intentions behind much of the regulatory structure;
- Would like to emphasize strong urban design;
- Encourages proponents to simplify the code and create a more performance-based system;
- Would like to encourage more freedom over order. In the big picture, it is important to keep the environment in mind and not focus in on a block-by-block approach;
- Would like to have future conversations with proponents.

Representatives from DPD briefed the Commission on urban design related code and policy items including:

- Neighborhood Design Guidelines
- SubArea Plans—ie. South Lake Union, Northgate, University District, South Downtown
- Aquatic Ecology Initiative
- Neighborhood Business Districts (formerly Commercial Code revisions)
- View Protection Initiative
- Industrial Lands (SODO, Interbay, etc.)

Neighborhood Design Guidelines:
Often, code development initiatives originate from the Mayor’s Office or the City Council and are most commonly related to revitalization. When issues arise, staff take a responsive approach to clarifying the code or developing new policies. This can lead to fundamental changes in the Land Use Code which is often criticized as being complicated and too long. Many have noted that the code is perhaps too prescriptive and is seen to be in the way of successful development. A good example is Wallingford wanting a P-2 pedestrian designation on North 45th Street which would reinforce retail sales and services, and require that parking be provided at the rear of the building. Staff created this very designation many years ago for Wallingford, but they did not want it at the time. Ten or fifteen years later now, things have changed. McDonalds was torn down at 45th Street and Stone Way and a drugstore went out of business. Almost immediately, the community then wanted the P-2 designation to be put in place.

The Codes and Policies unit was instrumental in establishing the Design Review process many years ago as well as the development of the city-wide design guidelines that are the foundation of that process.
Neighborhoods can choose to augment the city-wide guidelines with a set of neighborhood specific
design guidelines. The Design Review process can result in modification or a waiver of development
standards in the code. However, it does not waive height of a building, parking requirements or density.

The neighborhood planning process was concluded in 1998 with the adoption of the neighborhood plans
and the designation of 38 urban villages. The Department of Neighborhoods offered neighborhoods the
chance to help draft design guidelines. City staff worked very closely with the different neighborhoods to
be sure that they were adding value to the city-wide guidelines but not re-writing them. Also staff
involvement ensured that the neighborhood guidelines were not standards and that they did not result in
creating design prescriptivity. Instead, staff try to offer solutions and choices to the designer and the
particular board charged with reviewing projects – to encourage more openness.

About 14-16 neighborhoods expressed a desire to generate their own design guidelines. The
neighborhoods that we are working with now to complete this process are Belltown, and Wallingford.
Wallingford is going through the appeal period for the environmental review process. Once that is done
we will send legislation on to the Mayor’s Office for transmittal onto Council. Uptown and Lake City are
well underway. We are starting from scratch with Martin Luther King at Holly. Two neighborhoods
were added recently and have been identified as priorities for future design guidelines: Morgan Junction
which is the southern junction of the monorail and North Beacon Hill which has issues with Sound
Transit impacts. Belltown design guidelines which are now going before City Council for approval
augment the Downtown Design Review guidelines as opposed to the city-wide guidelines. It is still the
same principle of augmenting underlying guidelines rather than crafting new ones. Belltown also included
a list of historic and iconic buildings that are landmarked to use as a guidepost in design.

Staff have been concerned about adopting neighborhood design guidelines as ordinances. You can say
what you want about your neighborhood, for instance that the University District would like to encourage
art deco buildings, but Design Guidelines are the only part that is adopted by the City. Each guideline is
numbered much like the Downtown or Citywide guidelines are numbered so we can refer to the guideline
that is augmented. South Lake Union and Northgate neighborhood guidelines are the most recent to have
been adopted. The key issues in both those locations are a transformative neighborhood facing
substantial future changes.

SubArea Plans—South Lake Union, Northgate, University District, South Downtown:
Recently, new initiatives that encourage revitalization and housing are being framed in geographic sub
area plans. Some neighborhoods have had some trouble in preparing for development and the City is now
prioritizing efforts that stimulate job creation and economic development. In the case of South Lake
Union, development efforts are geared toward bio-tech development. In Northgate, there are master plan
requirements to contend with and citywide, there is a new housing initiative. Land use and transportation
elements and the Blue Ring open space strategy and urban design efforts are also included in the subarea
plans. Sub Area Plans are necessary since zoning alone does not necessarily make development happen.

Housing in the University District, for instance, shows incremental changes over time. Where new
development might occur, city staff is looking at improving the streetscape. There was a housing
incentives workshop in the neighborhood recently. Goals identified there include making University
Avenue more of an environment for pedestrians. Staff do this via zoning and finetuning development
standards, setbacks, and building code requirements.
Aquatic Ecology Initiative:
This is a new Mayoral initiative that is getting underway. Recently, there has been some discussion on how to build an appreciation for our waterbodies and waterways. Projects most closely related to this effort are SPU projects and Parks projects. The City hopes to plan and design more comprehensively for sustainability and for fish. The Mayor has a clear message in terms of what we need to encourage as a city. This relates to creeks, fish migration routes and includes shorelines. Right now, DPD is part of a citywide effort that cuts across many departments and staff collectively are assessing what we are currently doing, what our policy is and what next steps should be.

Neighborhood Business Districts (formerly Commercial Code revisions):
This is the first effort in the next generation of land use code development and is based primarily on a jobs initiative. The goal is to make the Code less prescriptive and more performance-based. It leaves solutions open-ended and there would be fewer exceptions in response to the desire for less prescriptivity. The code is generally too long and complex and this can impede good development. Staff started by looking again at all the neighborhood plans. For certain targeted neighborhoods, we want to create a viable pedestrian center and more flexibility to allow good development to happen. There were 6 public meetings in June to generate ideas and there is a new website focused on this effort. DPD is trying to define what community uses should occur at street level and where and then to determine how to design these mixed-use areas and how to make residential areas more pedestrian-oriented.

View Protection Initiative:
In the 1970s, SEPA resulted in view protection for designated sites throughout downtown and the larger city. Special setbacks were created. There is a Seattle view corridors document that was developed in 2002. It does not protect private views, just public views. In South Wallingford, we are now looking at protecting lake views. There is some view protection of the Space Needle. Parks is now using view corridor designations as a guide in terms of their vegetation maintenance programs. Some streets are view protected by zoning and height limits. View corridors define the building shapes and setbacks. They have been more comprehensively assessed in the downtown area, but future efforts will look at the larger city.

Industrial Lands—SODO, Interbay, etc:
Staff are looking at the policies in place and how the city will preserve industrial lands in the future. We are trying to reduce exceptions in the code and encourage housing in the International District, Pioneer Square, SODO north of Royal Brougham, along the ship canal in Interbay, and also in North Bay and around T-46 in South Downtown. Greg Smith, the developer, is urging the City to consider housing development on Lake Union and South Wallingford. There is the question of whether that area should remain industrial or change to accommodate increasing demand for housing and possibly include hotels. Staff are looking anew at where to maintain manufacturing in the City. A lot of manufacturing has been displaced to the Kent Valley.

Key Commissioner Comments and Concerns
- Who do you work with?
  - We work with Seattle neighborhood groups identified by the City Council or self-selected people. We try to bring the right mix of interests. A former DPD staffer, Michael Kimmelberg, is under contract to do the illustration, layout and wording for the final few sets of neighborhood design guidelines.
How will neighborhood design guidelines be brought into the design review process? Will these become part of the statutory authority that each board will then have as a component of their review process? What is the mechanism for bringing this together?

- The code right now says that the city-wide design guidelines form the basis of the design review process and/or any other neighborhood-specific design guidelines as they may be adopted. We have listed specifically the neighborhoods that have neighborhood design guidelines that have been adopted. So, we do amend the land use code every single time we adopt a set of guidelines. The design guidelines themselves do not become part of the land use code, but they do become part of that portion that becomes the authoritative law as far as guidelines applicable to the design review process. We work with the boards to make sure that they have checklists that are based on these guidelines that they receive before any further review of projects in these neighborhoods. And they use these guidelines to augment the city-wide guidelines. We try to add value to what is there and to recommend, not require.

- Clearly, neighborhood design guidelines attempt to put things together and to ease any disjunctions. It would be unfortunate if this became simply another layer in the process.

- Some will perceive it as that or have perceived it as that. Some board members feel it is complicated to look at two different documents and we were concerned about that ourselves. That is why we worked really hard with the neighborhoods to not simply duplicate what is already there. The aim is to add value, to keep them focused on very specific things and to be sure that they recommend, not require because we will take that out. And make sure that they augment the city-wide guidelines.

- The Commission does not really rely on these. But certain newer guidelines that have been in the works recently, the Northgate ones for example, do beg the question to what extent could there be some acknowledgement that public projects should follow or at least use them as a framing document as well. In the case of Northgate, the Commission will continue to see the public projects there: the library, community center and park; also Park 6 which is the SPU project on the south end of the new civic campus; and 5th Avenue NE streetscape improvements, which is a SDOT, CIP project. How will these public projects dovetail with the neighborhood design guidelines?

- It is important to acknowledge the existence of design guidelines of the neighborhoods. Design Review covers multi-family and commercial over a certain threshold. There certainly is reason to think that public projects may take the same universal principles. SEPA thresholds apply in triggering review by the Design Review Boards and there are incentives if you go through Design Review and we are trying to strengthen the incentives.

- The Design Commission and Design Review do not see major institutional projects. Those can fall through the cracks. Guidelines are not written for institutions. Institutions sometimes fall under the Design Commission’s purview, if they involve street and alley vacations or work in the right-of-way area. The gap creates inconsistency in reviews. Further, staff review can guide a project through an internal review but it is not a full board review that involves address of the design guidelines.

- What is the result or action or likely changes to zoning with sub area plans? How does the public process culminate?

- The goal is the dissemination of information so that public comments can be more directed and we can then modify proposals based on community input. For example,
developer input on Broadway changed the zoning and resulted in an increase in property values. The code is different on the east side of Broadway than it is on the west side.

- Goals are to increase housing in the urban villages. There has been a more collaborative and coherent effort by DPD to go out into the community. We report back and make proposals to the City Council.

- How do neighborhood business districts relate to the alley and street vacation policy? Coordination with SDOT staff would be wise.
  
  - The more specific the Land Use Code, the more it generates exceptions. Simplifying is the answer. And yes, coordination among permitting staff in the City is key.

- There is a bias against mixed-used zoning types from the 19th and 20th centuries where it was unattractive to place housing adjacent to industrial. But now for instance, Interbay is not primarily industrial and neither is SODO. More mixed use areas need to be encouraged.
  
  - Mixing uses is difficult, but in some places very necessary. The live and workspace code is so long and there are so many requirements. About 12 developers have used it.

- With any code revisions, the Commission would like to encourage you to push for more flexibility and more freedom and less order. Are you looking at zoning as it relates to transportation? The development around the stations for light rail and the monorail?
  
  - There is an overlay district for light rail. The monorail will exceeded the height limits, especially at either end of the line, where it is 65’ high, so rezoning there is being pursued.

- Consequences to changing the City’s zoning policies for industrial areas need to be studied. The Kent Valley has some of the most productive agricultural lands and displacement of manufacturing to this area has impacts on the region.
Center City Wayfinding Project follow-up:
The Design Commission reviewed the project several times last year and the final report is now complete. There is a Brown Bag lunch discussion on 5/27 in Seattle Municipal Tower (formerly Key Tower) 1860 from noon – 1pm. Design Commissioners are most welcome to attend.

Ongoing Commitments – Monorail, Viaduct, LRRP, etc:

Monorail: This is taking up a lot of time lately with Council briefings, letter writing, and MRP meetings. The Design Commission is well represented again – back to 5 with the recent addition of Dave Rutherford, a Design Commission alumnus. The full City Monorail team will be back to brief the Design Commission on 6/17. Design Commissioner Nic Rossouw is the new co-chair of MRP. Alignment issues have been critical items for discussion at recent MRP meetings. There are questions about the art program – where the art should go in the guideway or the stations. There is a public art advisory committee that has been established by the Seattle Monorail Project (SMP). They have recommended that artists should collaborate with the engineers, however, only design and construction money goes into the guideways, there is no separate art budget.

Viaduct: Joint Design Commission and Planning Commission Draft Environmental Impact Statement work sessions will wrap up soon and several Design Commissioners have been actively participating. Final comments are still being compiled, but staff will draft a comment letter early next week to circulate and then submit by 6/1. The Viaduct team will present their preferred alternative proposal to the full Design Commission early this summer. Comments on the draft EIS currently make up a 10-page list. There is no recommendation for a preferred alternative, but it is anticipated that in early summer both Commissions will make recommendations on the preferred alternative. The Leadership Committee will meet in late June. The deadline to weigh in on the draft EIS is 6/1. It was recommended that the principles on the Viaduct developed by the Design and Planning Commissions in 2001 be used as a guiding framework for DEIS comments and that they also tie into the design of the Central Waterfront downtown.

LRRP: Pam Beyette and Tory Laughlin Taylor have both offered to serve as Design Commission representatives starting next month. A meeting has been scheduled for 6/8.

Consultant Selection Panels:
Van Asselt Community Center: Over 80 dialects are spoken, it is an eclectic community. Ron Wright
and Associates have been selected, a public relations group, an artist has been chosen. Miller Harashi – innovative. There is a $1.5 million budget. The Southeast Seattle community is very involved. It is located up the street from Holly Park.

**Thomas Street Pedestrian Bridge:** Consultant Selection Panels – Van Asselt Community Center and Thomas Street Pedestrian Bridge. There are 3 finalists for the project. Issues include the street crossing over Elliott and trying to make that more delicate. Where it touches down it will be ADA accessible. There is an artist-in-residence who has been involved through the process. The budget is $3 million. The design is innovative. They will start to interview on June 1 and 2 and construction is due to begin June 2005. They hope to address the communities who will use the bridge on either side.

**Magnolia Bridge:** It is on hold, there has been controversy regarding the alternative proposal under consideration. On 7/15, Kirk Jones, the project manager, will report on it.

**Preparation for Executive Director Finalists:**
There have been a series of meetings, dinners, interviews with the 2 finalists. Most challenging is to balance the bureaucratic role as a key staff member of the Department of Planning and Development with the public role envisioned in the design and development community. Guillermo Romano and Patti Wilma are the 2 finalists under consideration. A key question for the meetings later today will be how does the Design Commission sees the role of this new person.
### ACTION ITEMS

A. **TIMESHEETS**

B. **MINUTES FROM 15 APRIL 2004—TABLED FOR FUTURE APPROVAL**

### DISCUSSION ITEMS

C. **PUBLIC OUTREACH UPDATE—IURINO**

D. **COMMISSIONER RECRUITMENT 2004—CUBELL**

E. **BUILDING OPENINGS: CENTRAL LIBRARY AND KEY TOWER LOBBY**

### ANNOUNCEMENTS

F. **DC/PC VIADUCT DEIS WORKING SESSION #3—**
   - POSTPONED TO 5/21, 11:30 AM-1:30 PM, KT 4096

G. **CENTER CITY WAYFINDING BROWN BAG—5/27, 12-1 PM,**
   - KT 1860

H. **MONORAIL REVIEW PANEL—6/7, 4-7 PM, BERTHA LANDES ROOM**

I. **LIGHT RAIL REVIEW PANEL—6/8, 4-6 PM, LOCATION TBD**
20 May 2004  Project:  Fremont Bridge Approaches
Phase:  Concept/Schematic Design
Previous Review:  18 September 2003
Presenters:  Rob Gorman, SDOT
DeWitt Jensen, Parsons Brinckerhoff
Donald King, DKA
Attendees:  David Mullen, KPFF
Bill Basws, Seattle Monorail Project
Donna S. Brown, DKA
Michael Stevens, DKA
Ginny Zimmerman, SDOT

Time:  1 hour  (SDC Ref. # 168| DC00316)

Action:  The Commission appreciates the presentation and would like to make the following comments and recommendations.

- Thanks the team for coming in to present the Schematic Design for the Fremont Bridge approach replacement and the Concept Design for the bridge maintenance facility;
- Did not make substantive comments regarding the approach replacement, but looks forward to updates on that project component in the future;
- Feels that the use of the roof of the new maintenance facility as a public plaza/terrace is an excellent idea. We feel that the current expression seems overly complex. We suggest striving for a simpler solution. And a close examination of the concept of the green roof as to whether this is an appropriate location to use that technology;
- Appreciates the attempt to take a sustainable approach to this project which is really utilitarian;
- Recommends working on a simpler, more industrial expression to the railing, both on the approach replacement and around the plaza as being consistent with the nature of the facility;
- Recommends looking at using artistic expression as well as potentially the green roof to supplement the terrace;
- States that the bike path below the bridge is an interesting opportunity to explore the industrial nature of the bridge on a bike path which is typically more scenic. It seems appropriate given the location. Explore it as an opportunity for a unique cycling experience;
- Make sure the bike trail is tied into the larger bicycle and pedestrian trail system which extends to the West Lake Union Trail and looking at that experience more. Also, look to understand how this project site fits in the larger network.
- Encourage proponents to explore the bike path component and its relationship to the entire bicyclist/pedestrian experience through this area.
- Encourage an exploration of the industrial and technological nature of that space and the bridge itself.
- Include safety and welcoming as part of the public's experience. That is really important.
- The Design Commission recommends approval for the Schematic Design on the bridge approaches and the Concept Design for the bridge maintenance facility.

This project was last seen in September 2003. The budget has grown since then along with the cost of the project. The City plans to reconstruct the north and south approach structures to the Fremont Bridge. The approaches are being reconstructed for the following reasons:

- The approach structures are over 80 years old and have exceeded their useful design life by more than 20 years;
- Both approach structures contain numerous deck cracks, many extending through the girders and crossbeams;
- Spalls, cracks and rust stains suggest that water is seeping into the reinforced concrete and corroding the unprotected reinforcing steel used at the time of construction;
- Corroded metal bearings are impeding the movement necessary for proper thermal expansion and contraction of the bridge members;
- The bridge approaches do not meet current seismic codes and are not likely to withstand the force of a major earthquake; and
- SDOT has concluded that it is not feasible to seismically retrofit the approach structures.

There are 3 components: the approach/reconstruction which is 60% completed (Schematic Design); the electrical/mechanical upgrade which is 60% completed (Schematic Design) and the maintenance shop which is still in concept development and a preferred alternative has been selected. The maintenance shop will be permitted and bid as a separate contract and the work will occur after the other elements of work are completed. This element was not previously presented to the DC.

The Fremont Bridge provides arterial access across the Lake Washington Ship Canal between the community of Fremont and the communities of Westlake and Queen Anne. The approach reconstruction project was originally estimated to cost $20.5 million. More recent estimates indicate costs could approach $25 million. The project is being funded with federal and local dollars.

The City is also planning to reconstruct the bridge maintenance shop located beneath the south approach structure and upgrade the electrical/mechanical system for the bridge bascule. The shop work will be locally funded and is estimated at $3 million. The electrical/mechanical upgrade will either be locally funded or a combination of federal and local funding and is estimated to cost $7 million. Construction is scheduled to start in 2005 and continue for 2 years. The project is a Capital Improvement Project.

120 people attended a community meeting in Fremont last week and there were many comments. The proponents are currently on schedule with the project and on 4/22/04 met the 60% completion milestone.
We are maintaining a citizen advisory group and have held public open houses. We are now approaching the local businesses and becoming more focused.

The approach reconstruction is at Florentia Street on the south to the bridgedeck. On the north it is the bridgedeck to North 34th Street. The initial estimate was $20.5 million and the current estimate for this part of the project is $24 million. The electrical/mechanical upgrade will be unnoticed by the public and is estimated at $7.5 million.

The bridge maintenance shop has been explored in 4 different design options and a final option has been selected. Construction will begin in June 2005. SDOT artist in residence will no longer be working on this project, and it is not funded by the 1% for Arts Program.

Enhancements will include bridge lighting, bridge railings, and underdeck lighting. The goal is to avoid light pollution from the bridge lighting. We hope to meet the needs of cars, bikes and pedestrians. There will be a temporary bike lane while the Burke-Gilman Trail is impacted by construction from Fremont Avenue to Stone Way.

The bridge deck lighting and railing are in the concept stage. There will be no overhead lights. Lights will be added to the pier ends. We are exploring different railing options.

Response to previous Design Commission comments:
1. Approach reconstruction:
   - broader span for support columns
   - lighting (no over head cobra lights), 3 options are under consideration
   - railings, 3 options are under consideration, concrete or metal.

2. Maintenance Shop:
   - currently under bridge on the SE/Queen Anne side
   - new building will be sited on current parking lot adjacent to the bridge
   - new 2-story building with LEEDS “green” roof, plaza and information kiosk as urban resting spot using the building mass to make a public gesture
   - perhaps include a map of Seattle’s bridges and their locations on the roof
   - functional and public solution

Key Commissioner Comments and Concerns
- How does this project connect with the West Lake Union Trail?
  - This project builds on the West Lake Union Trail with more pedestrian access, especially with the public plaza above.
- Will there be a public stair on the roof of the plaza?
  - No, just for employees.
What materials are under consideration?

- Materials will tie into the bridge railing. Ideally, we would like to reuse the metal struts and gears as fragments of history.

How big will the green roof be? Will it be functional? It probably would not receive LEED certification because it is too small.

I am uncomfortable with an alternative railing as an artistic device. It seems that a strong simple, traditional railing that reflects the industrial, maritime character of the site is appropriate.

Wayfinding is critical.

Have you thought about amenities in the public plaza area to be sure that people will actually use it such as benches, canopies, weather protection issues?

- Benches, yes. Weather protection, no. This whole piece is a bonus piece, it’s going to be a little more expensive and it’s funded by local dollars. We were trying to be as simple as possible.
John Rahaim introduced the two finalists for the Executive Director position for CityDesign, Department of Planning and Development. The Design Commission had the opportunity to ask questions of each candidate and have a group discussion.

Patti Wilma:

- Curious about the unknowns in this position and the job will no doubt evolve
- Want to make CityDesign and the Design Commission second nature
- Am interested in the scale of the work; need to assess the biggest bang for the buck and delegate to staff and the Design Commission to look at the big profile stuff
- Think guidelines are important and follow through to ensure good urban design
- City could increase maintenance of open space and bike/pedestrian trails
- Advocate for the Design Commission based on public experience of the Design Commission’s work
- Urban design is an experience of place – buildings, natural environment, housing and transportation
- Art should be integrated into the environment
- Collaborative approach, check in to keep John Rahaim tuned in; open door policy, casual updates, need to feel out comfort zone on issues
- At the beginning I would attend all Design Commission meetings to tap in but don’t want to micromanage
- Think the Design Commission is a little anonymous but it doesn’t need to be so.
- Bellevue is young, it’s a little difficult to be patient
- Sees role of Executive as the first representative into the community but the Design Commission does a lot of the heavy lifting.

Guillermo Romano:

- Architecture is different than urban design in scale, architecture is part of urban design
- The Design Commission upholds standards and CityDesign manager promotes involvement of the public; Design Commission work informs urban design advocacy
- Art is part of urban design
- Like diversity and weather in Seattle
- Northgate and the Waterfront are most interesting projects; both are gateways
- Fine to bring outside designers in, it increases exposure of the city
- Design Commission is rare, not too many cities have such a valuable tool
- What does the Design Commission need help with?
  - Getting new members on Board
  - Increase public awareness of what we do
  - Help with negotiating bigger projects alongside smaller ones
  - Design policy issues and projects
  - Advise City Council and the mayor
  - Need a savvy scope and background.