Seattle Design Commission

Approved
MINUTES OF THE MEETING
August 21, 2008

Convoked: 8:30 am
Adjourned: 3:30 pm

Projects Reviewed
Epiphany School
Northgate Urban Center Park
Mercer Arena Redevelopment
Alaskan Way Viaduct and Seawall Replacement

Commissioners Present
Karen Kiest, Chair
John Hoffman
Mary Johnston
Juanita LaFond
Dennis Ryan
Norie Sato
Darby Watson
Guillermo Romano
Executive Director
Valerie Kinast
Coordinator

Staff Present
Guillermo Romano
Valerie Kinast
Tom Iurino
Shannon Glass
21 August 2008

Project: Epiphany School
Phase: Alley Vacation

Last Reviews: Presenters:
Sian Roberts, Miller Hull
Kim Shiel, Miller Hull
Lee Stanton, Epiphany School
Dana Warren, Epiphany School

Attendees:
Beverly Barnett, SDOT
Holly Goddard, DPD
Loring McAllaster, Neighbors of Epiphany School
Matt Neely, Epiphany School

Time: 1.25 hours

ACTION

The Commission thanks the presenter’s team for introducing Epiphany School. The existing alley contributes to the neighborhood scale and local character but its function is negligible, and the steep slope limits public use of the alley. The Commission approves the first phase of the alley vacation petition based on its urban design merits, with the following comments:

- The Commission would like to see more information about the overall circulation patterns, including the drop off and pick up processes, other off-site facilities for parking, and how those are used. A strategy was suggested for the next meeting in coordination with the review by SDOT.

- Questions the orientation of campus entrances and the "porous" nature of the proposed plan; would like to understand the wayfinding strategies and security concerns that determine the inside entrance orientation.

- The Commission supports the massing and setback of the new building, and appreciates the scale of the project in relation to the neighborhood’s context.

- The description and discussion of public benefits was preliminary

Project Presentation

Project Background
Epiphany School was founded in 1958 as a school for the parish and surrounding neighborhood. In 1971, the school became an independent organization, but retained the Epiphany School name and stayed in the church space on a 40 year lease, which expires in 2011. For planning, land use, and development purposes the institution is viewed as one entity.

In 2000, the school had reached a high of 135 students, pre-K through 6th grade. A trend of losing students started due to a sixth grade reconfiguration. In the fall off 2002, the school board began a strategic planning process, expanding the school and forming two classes per grade.
In the fall of 2003, the Church notified the school of its own expansion plans. Epiphany School acquired a building across the street, Reed Hall, and started an engagement with the neighbors. That dialogue has moved to a set of formal committees. The project is currently in design development.
Site Analysis
The school is located north of East Howell Street, and south of East Denny Way, between 36th and 38th Avenues. The campus includes both church and school buildings. A defining characteristic of the site is the green belt on a steep slope along East Howell Street. There are no residences on this street, and it’s currently used for faculty parking. The alley to be vacated borders only Epiphany School property, and dead ends into East Howell Street. There is a landmark bus structure and neighborhood commercial building across the street from the church. The campus character is distinguished by Tudor style brick buildings linked by internal pedestrian bridges.

Development Proposal
The issues considered in this design are pedestrian connections and walkways; scale, to align with character of campus and neighborhood surroundings; and exterior spaces, to maximize outdoor play space. The plan proposes:
- To pull the building away from existing Spock Hall
- To move staff parking under the building, creating a drive aisle and parking entry between buildings, so the garage door is less visible
- To create pedestrian bridge to connect buildings
- To maintain alley and visibility
- To create outdoor green space and play areas

The buildings correspond to a residential and smaller institutional scale. The use of masonry, materials, and roof forms are familiar to campus. Bay windows create modulation along the street front. There is a continuation of pedestrian walkways in the interior campus, which is opened up and glazed.

To avoid vacating the alley would require pushing the building up to the setback line. The neighbors desire pushing building back from setback to create a buffer along Denny.

Proposed Design
The proposed design
- Encroaches on the alley or alley setback.
- Building is pushed back from Denny to create public benefit area
- Drive aisle off of Denny to access parking
- Spock Hall remains visible from the street
Community Process and Public Benefit Area
Epiphany School is working jointly with neighbors on items of interest and shared passions. An Architectural Integrity Committee revealed that the neighbors are concerned with issues of scale and street presence. They prefer pushing the building back to create a buffer. This alternative trades interior play space for exterior public space.

The proposed public benefit area is created by:
- Increased building setback
- Enhanced and continuous landscape with Church
- A pocket park, for a more pedestrian friendly environment
- The incorporation of public art, selecting an artist to develop art in the community’s interest

Public and Department Comments
Loring McAllaster, Neighbors of Epiphany School
- Relationship of neighbors with school has improved. The community is working with the school and has a draft document of mutual understanding with the school. They see no reason why the alley, which is internal to the campus, should not be vacated.

SDOT
- The project has just started being reviewed by SDOT. As with all vacations they will make sure that alley functions aren’t displaced onto the street. Having the teachers enter the parking garage from their property, rather than the street, is important. Entry to the parking garage off of Denny should not be the result of the alley being vacated.
- The distinction is they’re not turning from the street right into the garage. There shouldn’t be a cuing problem on Denny because they’re able to enter their own property before entering the garage. An issue unique to elementary schools is the drop off, which is one of the things we look at in giving up alley space. The neighbors are concerned about the drop off and pick up impacts on the community. Also unique to elementary schools is that open space needs to be separate from public space to protect children. It’s difficult for smaller scale projects to provide meaningful public benefits. The setbacks may be a nice design element or giving breathing space, but how it rates as a public benefit area is yet to be determined
- The issues for SDOT are access with the loss of alley, and where vehicles go for drop off and loading.

DPD
- DPD is considering same issues. In addition, the applicant is being asked to look at loading from Howell so an alley function isn’t displaced. The front setback issue is very attractive from a bulk and scale perspective along Denny. The proposal provides a very gracious front along the school, and DPD is pleased to see that.
Commissioner Comments

- Our questions today concern viability of alley relative to circulation use of the school independent of the merits of proposal. How is there service access?
  - Regarding loading, we have no lunch program, and never will. The only large deliveries are school supplies in fall that blocks part of the street for part of the day.
- What about janitorial supplies or other service access?
  - There is very little. The janitorial staff comes in evening. Major maintenance is done in the summer, when there are no faculty vehicles on site, and use of the parking garage will be possible.
- Where are the dumpsters on the site?
  - There's one that serves the school, and one that serves the church. Garbage trucks don't use the alley currently, even for the residences on site.
- And fire access?
  - There is no use of alley at this point. There are no utilities in it. While dump trucks can drive through the alley, they don't. Fire truck access is from neighboring streets. We've had a traffic studies done, and have worked with the city to determine different drop off points for traffic coming from the north and south. About half the students are dropped off, and the other half walk with parents. We have an aggressive campaign to encourage walking, biking, and carpooling to reduce auto demand coming through.
- Will you retain the existing parking access between the church and Spock Hall?
  - This is overflow parking for about 20 cars.
- What is the number of increase for students?
  - We have 211 enrolled for 2008-2009, as of yesterday morning
- What is the enrollment goal with expansion?
  - 220-225 students. We recognize that we have a parking deficit, but our students don’t drive.
  - Drop off and pick up has been a big discussion over the years. A traffic engineer has reported that taking the drop off and pick up off of Denny will result in more neighborhood traffic congestion; whereas keeping it on Denny will keep the traffic moving.
  - We discussed three or four alternatives for a drop off site with the neighbors and traffic engineer. It became clear that the best solution was to keep the drop off on the arterial.
- When students are dropped off on Denny, how do they enter the new building?
  - They enter through a playground area.
- But there’s no entry through the new building on Denny?
  - No. We’re working hard to maintain the pedestrian character of the campus. There is a formal entrance for visitors, but students will filter in. There will still be classes in other buildings on campus.
- But there’s not a street entry?
  - No, the church doesn’t want it to look like a huge public school. The goal is to maintain the character and the culture of the current buildings.
  - We did look at using the alley for drop off and pick up. We determined that it worsened the traffic on the surrounding neighborhood streets, and it created an unsafe crossing situation for students.
- There’s not a fence now. How is security dealt with?
  - Lots of eyes. Every faculty member keeps watch. We know who’s supposed to be on campus, and who’s not. We prefer to keep an open campus, without fencing, to allow the shared neighborhood asset of the playground.
- Are you preserving any trees, or removing existing trees?
  - There are shrubs that have grown in closely to existing houses. The only major trees
There are a couple trees that the city and school arborists determined are not significant, including a madrone that was suggested for removal. There are also smaller trees which will be taken out.

Is there any effort to salvage materials from the houses?
  - The sellers have the right of first refusal, and we’re working with house moving company. They’ve been listed for several months, offered for free. One neighbor is interested in moving one of the houses across the street.

I have a question about special events; at elementary schools there are often presentations, etc.
  - We have a couple of major events each year. Teachers will not be there in the evening, so the expectation is to use underground parking garage for those events.

How many parking stalls are there?
  - Thirty-one.

What is the total number of faculty and staff?
  - Total faculty and staff is about thirty-five, which includes non-teaching and part-time staff. They’re not all on site at same time.

The majority of the drop off function is between 37th and 38th; but nothing south between 37th and 36th?
  - There’s a bus stop and cross walk, plus the entrance near the parking garage. We’ve engaged in an iterative process of what works and what doesn’t work. So far we’ve found that the demand for drop off is met by the curb length.

With the new building, you don’t think the habits will change? People always want to be closer to their destination.
  - We’re not increasing student enrollment. The point of entry isn’t really shifting. The main student entrance is still pedestrian.

Have you considered the garage entrance between Denny and Howell on 36th, where the existing alley is?
  - We have looked at that, but it’s narrower and a high point of the site.
  - The goal is to keep as much traffic as possible off of neighboring streets.

Are you losing any surface parking?
  - No. Our on site parking is so limited at this point, that our goal with project is to get the parking under ground.

The asphalt area for play is typically used for overflow parking at schools; you won’t be using it here for event parking?
  - No, our sense that the underground parking is adequate.

Where does the church park?
  - They park on the street as well. They’ve never had any parking. There will be an agreement with church to share parking, so we’re solving their problem as well.

If the garage entry is on Denny, will people who are not familiar with the pedestrian orientation of the campus mistake it as an entrance? Will you be making any improvements for wayfinding?
  - There will be signage at the visitor lot for those coming to campus for the first time.
  - Spock Hall is currently classrooms; those will move to the classroom building, and administration will move to Spock Hall, which becomes the “front door” for visitors

Do you have a count for how many parents or cars drop off?
  - We have a pie chart breaking into percentages. The morning percentages are 146 families, of which 12% walk or bike, 23% drop off6% are absent, 16% park on-site, and 39% park on the street. These percentages change in the afternoon.

What is the full capacity of the new building?
  - The board has directed two classes per grade, coming to a total of 225.
  - We haven’t look at full capacity for code purposes.

This presentation is very helpful. It’s more complicated than typical alley because of the program of the school, which is what are questions are about today.
- We plan to be on the agenda for the October 2 meeting. We have an RFP for an artist to develop the public art portion of this project, and we’re looking for direction to proceed with that.

- We didn’t get to that yet today, though we appreciate the RFP.
- The alley is obviously not used for drop off, pick up, or services. The issue is with the public benefit and the larger scheme of circulation around the school. When you come back to show us the public benefit, also show more thought to the conflict between the driveway entry and drop off area, circulation, and way finding.
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ACTION

The Commission thanks the team for presenting the Northgate Urban Center Park, and unanimously approves schematic design, with the following comments and recommendations:

- Appreciates the explanation of the context, history of the site, and the vision for the Northgate area. The Connections and Destinations plan was helpful. The DC would like to see the Northgate open space plan, to see how the park fits in.
- Appreciates the work done since June, and is glad the team brought the Phase I plan, because the success of Phase II depends on the success of Phase I.
- The DC would like to see more definition and development along the edges to draw people into the park. The design needs a “walk around,” especially at the north and south edges, to make it more permeable and welcoming.
- The graphic scale of the trees is confusing in the drawings; the Commission would like to see the detail in the ground plane.
- Concerned about budget for the ambitious art plan. Commission recommends inclusion of art in Phase I.
- Addition of water is a good idea. There is some concern about conceptual nature of the stream and Blue streak; some clarity and simplification may be needed.
- Team should clarify or reconsider that if there is no water in the Blue Streak, it could be perceived as a barrier to the lawn.
- While the water drainage and art pieces are compelling, the park must function first and foremost as a park. Perhaps SPU could contribute to building and maintaining drainage features.
- Supports the idea of a dancing space.
- Encourages the incorporation of solar panels on the pavilion.
- Careful plant selection might support maintenance efforts and minimize irrigation using sustainable practices.
Project Presentation

Project Background and Context
It has been a priority of the Mayor to have the revitalization of Northgate going forward. The City has invested $45 million in street and pedestrian improvements, a new community center and library, and the Thornton Creek water quality channel. This public investment has leveraged nearly $250,000,000 in private investments and new commercial space that has provided over 1000 jobs, new housing, and additions to the mall. The goal is to transform Northgate from an auto-dependent area to a real urban center and walkable neighborhood.

We’re looking at potential re-zoning and action in north end area that are trying to focus mixed residential and commercial growth to get more housing. The park is a center piece of this revitalization effort. We’ve made improvements in 5th Avenue as the new pedestrian main street, which were completed along with the library. The park is the next jewel along the 5th Avenue corridor.

A private development project, 507 Northgate, will open in the spring. It will have commercial space on ground floor, and housing above. There is affordable senior housing across the street from the park, a nearby library and community center, a new pedestrian entrance to the mall, the Thornton Creek Park 6 and new water quality channel, and an additional 500 units housing. So 5th Avenue is the main street for pedestrians, and the park is key piece at its north end.

Our last presentation focused on the public process, which helped develop vision for the park, and presented three conceptual designs. Today we’ll present a vision plan for the park, a Phase One plan, and discuss the art concepts under development.

History
The desire to turn the King County Park and Ride into a park started many years ago. It was first formalized in the 1993 Northgate Urban Comprehensive Plan. In November 2006 the city made a payment on the property, and anticipates the acquisition will be final in April 2009. Currently, $800,000 has been allocated for planning and design. Construction funding is not yet allocated; however, we have requested funding and applied for a $500,000 state grant through the Washington Wildlife and Recreation Program. While the outcome is uncertain, it’s reasonable to assume the project may receive around $4 million funding. If we receive the grant and funding, it will allow us to move closer to the vision plan of $7-8 million. If funding is received, it will move forward quickly with construction documents and the bidding phase this fall, hopefully to start construction in 2009.

Circulation
The Target facility is located to the south. Third Avenue, along the west side of the site, is a non-thru vehicle street, serving as a secondary pedestrian green street. Fifth Avenue, on the east, connects to the mall, community center, and library.
People weave through neighborhood. There is a nearby grocery store, and the new Thornton Place, with residential units, a cinema, and a transit center with important movement to and from the park.

Concept Plans
Three concept diagrams were influenced by community input:

• Blue Streak
  o Based on historic spring and creek, to bring historic hydrology back to the surface of the park
  o Name of first park and ride

• Quiet Center
  o Based on the solar orientation of site, and the activity and movement of surrounding street
Currently, the character of site changes and becomes a respite
- Overlook
  - Based on site grade change, which slopes 4-6 feet below adjacent roadways
  - Opportunity to reengage pedestrians from the edge, creating a series of over looks

**Program Diagram**
Community process and input influenced the program diagram, which in turn influence the vision plan. The issues most important to the community are:
- Maintaining existing tress along slope
- Creating a series of over looks and continuous street views into the park
- Capturing the lawn area, taking advantage of solar orientation and quiet center
- Placing a pavilion closer to 5th Ave, overlooking the lawn area, and anchoring it with exercise and play facilities
- Celebrating the spring as the main gateway at 5th Avenue and Northgate, and creating the wetland as a contrast to the paved urban environment

**Vision Plan**
Based on the feedback from the Design Commission, the Parks Pro View, and the community, the designers considered what the most important components of each scheme were, and how to form one comprehensive scheme

Currently, there is no sidewalk along the site’s west edge, 3rd Avenue. Creating a walkway there enhances pedestrian connectivity. Adding an overlook allows users to capture glimpses of the spring component as the gem of the park. The designers are working with a geotech to see if the spring is still there, and exploring how it might be an artistic or literal expression.

The design team felt that the Blue Streak is the thread of continuity that ties users and park space. It creates a strong promenade that pulls from the gateway, leads to the discovery of the spring, and anchors areas with benches and art. It is envisioned as a runnel with light, color, and water. It is a promenade of moving water, connecting people and community, with flexible areas for different activities. The spring connects to a wetland at the low point, similar to Tanner Springs Park in Portland.

The team is looking at how curvilinear land forms can creates spaces for activity and provide a gateway into the spring. They are considering introducing groves of trees along the edge, to break up area the lawn area, while maintaining function and flexibility of use. The pavilion is anchored on the edge, with restrooms and an open air picnic shelter. Behind the pavilion, the bosque of trees has activity “pods,” such as tables for eating, sculptural components for children’s’ play, exercise equipment, or games. The community prefers interactive play elements instead of play structures, to allow different age groups to play together.
Phase 1
The design team considered the most important components to create a Phase I plan, to get the framework in place and create a vision plan over time:

• Celebrating the spring
• Creating ADA access and multiple entry points
• Maintaining existing vehicular ramp
• Creating the Blue Streak and a gateway
• Seating areas at the lawn, land forms, and Bosque of trees
• Including land forms in Phase One to avoid later construction disturbance
• Pathways, restrooms, shelter pavilion, basketball, skate, and overlook components are not included in Phase One

Art Concept
The team is interested in making art that is tactile, inviting, and effected by natural systems. They are drawn to water flow as the most compelling natural system, and exploring the idea of unearthing and reinventing it. The artist is drawn to the spring as mythic locus, or soul, of the park and has researched two myths about springs to influence the concept. The Mnemosyne was the Greek spring at the passage to the underworld, where people would wash before passing, and it contained the memories of those lives. A local Native American myth is the spirit of beaver woman, who lived in springs and fountains. She was half beaver and half woman, and represented dead ancients; so there’s a crossover with the idea of memory.

The research also uncovered anecdotally related information. A Christmas tree from Mount Rainier was erected when the mall was built in 1950. It was published in Life Magazine for being the tallest one that year. Also, a totem pole carved in 1952 was located at Northgate Mall, until it was removed last year by the mall.
There are three primary components of the art plan:

- The spring may be something discovered, perhaps heard before seen. It may be a sunken vessel, which may or may not be full of water, creating an absence as much as a presence. Another idea is red vertical markers or poles within the trees, drawing on Native American totem poles. The final idea emphasizes the spring as the treasure of the site, encrusting it with minerals.
- The Blue Streak may be activated with water. It is conceived as an abstract timeline, segmented into the past, present, and future. The past it closest to the spring, and may be made of stone and etched with remembrances. The future, located closest to 5th Avenue, is envisioned as a mirrored, stainless steel element. The present is the largest and only colored element, representing the Blue Streak with variety of materials and lighting to create a constant presence. It may be a thin band, or a wider piece depending on budget.
- A gateway element at the corner of 5th Avenue and 112th, which we’d like to see happen in phase one development, although it could happen in phase two as well. We envision this piece as something unexpected, and of large enough scale to compete the Target store across the street. Thematically, it may be related to the water element or the broader neighborhood.

**Commissioner’s Comments**

- When one enters the parking garage at Target, where is the entrance? Do people come from both lights at Northgate?
  - People come from both lights, and there is parking along 3rd Avenue. We’re working with SDOT on parking and to accommodate ADA.
- What is your preference for the Blue Streak? Is it with materials or water?
  - Ideally, both materials and water is preferred. Water will enhance the materials, but they will work well without water. Perhaps it could be designed to capture water during the rainy months.
- Which way is the earthwork bermed in the first phase on the south side?
  - Phase I keeps the ramp. In Phase II, the earth form ramps up to form a gateway tunnel under the berm. It is a bridge element, and the landform is broken, to walk through. It is another access point into the lawn area from Target.
- The site goes down there; why not fill that area, to walk straight onto the grass?
  - The idea is to allow it to be slightly lower, and a quiet center. The berm is a buffer and visual relief from façade of the Target building.
- What is the pavilion function?
  - It is an open air picnic shelter with furnishings, which can be moved to transform into a performance space. It is slightly elevated from the lawn area. The drawing is a schematic diagram, with images and sketches to convey detailing.
- Do you know what plant materials your thinking about? Tell me about the Bosque.
  - We haven’t selected a species, but we’ll use a lot of natives. We’ll select a tree with an upright form, limbed up for visibility. Vertical layering will create the sense of a room, with pods or “area rugs” of activity. People can walk in all directions. The ground is stabilized gravel, which is used in many European parks.
- It’s not a very big space. Regarding scale, how big are the trees?
  - The trees are spaced 40 feet apart. It’s actually a very large space.
- Are the trees in the first phase?
  - The trees are in the first phase.
- What are the dimensions of the site?
  - It’s the size of two football fields, 600 by 300 feet, 3.7 total acres.
- What’s the vision for the overlook and trees? Can you see underneath the canopy?
  - The idea is to use native fir, limbed up to see through over time.
- Is there any private funding?
  - Not at this point.
Can you talk about the orchard?
  o One of the things we added since the last time is on the site of the former house. We’re thinking of using antiqued materials, to discover components of time and history there. It also references a former orchard.

What is the function of the wetland? What is it draining? Does it have any other purpose, or provide a public utility service?
  o Right now it is keeping water on site for zero discharge. There could potentially be an opportunity to partner with SPU, but it’s not included at this point.

Does it have an overflow or infiltrate?
  o We will try to infiltrate as much as possible, with zero discharge, but there would be a secondary overflow. We think most of the site is very sandy, so there may also be water from below.

Is this design waiting until we know what the funding is, or is it moving ahead with the Phase I concept?
  o Right now we’re waiting on available funding, and then we’ll design accordingly.

We typically see a project through design development; today we’re seeing it through schematic design?
  o Yes

  o The Mayor is strongly considering including the Phase I funding for this project in the ’09 budget. When that becomes available, the Parks Department will move into design Development. We hope your comments today would help push them forward.

You show trees along 5th Avenue in the second phase; has anyone talked to SDOT? Is that a good thing?
  o The 5th Ave streetscape Phase 1 started at Northgate Way and went south. We recently walked from Northgate Way to the north edge of the park with SDOT, as well as south along 5th Avenue. The Mayor looking at prioritizing street improvements along with Phase I; so this would be the north end of the 5th Avenue streetscape improvements.

So that’s not part of the park budget, but SDOT’s street improvement budget?
  o It’s on top of park budget.
  o Our goal in collaborating with SDOT is to celebrate this as the park block and ensure the 5th Avenue improvements come this far.

The blue streak is running water?
  o Maybe; it could be different elements or materials, color, texture, light. It could be designed to capture water, or there could be running water all the time.

At the end where it terminates, do you anticipate the pond to be full most of the time?
  o We anticipate using a liner, and having an overflow component for water to flow into the wetland for treatment and infiltration.

You mentioned applying for a grant for wildlife? What is that going to do, or how will it work?
  o The grant is the Washington State Wildlife and Recreation Grant, so we fall under recreation. Parks has applied and consistently received the grant for many years. We hope to receive half million dollars.

Is there a section cut east-west through the park?
  o We didn’t bring any sections with us. We have cut them with our civil engineers, and studied finished grade and soil profiles.

The Commission commends the team for making a great leap forward, combining previous concepts, attending community meetings, and bringing in an artist. The diagrams are very helpful. At schematic design, the team will need to make sure it’s functioning as a park, and help support the community’s priorities. Commissioners are glad to see phase one plan. The success of phase two will depend on successful realization of phase I. It’s all about circulation, and the edges are really important – haven’t spoken enough about edges. Northgate will become neighborhood community, but will remain an auto destination. Think about the edges for
legibility. Phase one needs a walk around it on north edge. So far, the buildings on the north haven’t been described in a positive way. The Ballard Commons is similar to how this functions, and there was always a question of whether or not west end of that park functions well. We hope that grading happens in first phase. The trees are confusing in drawings and are hard to read them in scale. They’re abstracted beautifully, but the detail is hard to see on the plan. It suggests the space is smaller than it seems.

- Concern about the art as a 500-600 foot installation, in terms of cost. If there’s a 500 foot long Blue Streak, make sure there’s money in the budget to execute properly in Phase I, or save it for Phase II. Also, the addition of water adds value to the installation without adding a lot of cost. Any way to include water initially would be helpful.
- Concern about eyes on the park, and view into the park on the south edge. Don’t understand the topography. How can you walk under it, without obstructing the view?
  - Because it ramps down into the park.
- Can’t tell if there’s a sidewalk on the south side in Phase I.
  - There is not.
- The east side has soggy soil, which is not permeable from pedestrian standpoint. Can one enter the park anywhere along 5th Avenue?
  - There’s a walkway.
- Is that five feet wide?
  - Yes, it’s a five foot walk along the east edge. SDOT is partnering with us to add funding for an additional walk along 3rd Avenue.
- If I want to walk into the park mid block along 5th Avenue, what would I walk through?
  - A meadow. The wetland stops, and the grading becomes more flat.
- The five feet wide along the edge is helpful for scale; so the walk in middle is very wide, about 20 feet?
  - Yes, they’re designed for multi-function; dance, exercise, etc.
- Is the form on the end making a representational timeline?
  - The reason for this form is an underground vault from the early 1900’s. The goal is to determine how much water can be kept there, as a cistern. The Blue Streak terminates there.
- You’re asking it to do a lot: hydrological function, or intellectual timeline.
  - We think we can find a way to blend the fact that the future is grounded in the past.
- In the spring area, be careful of clogging up springs and drainage with vegetation.
- The long range vision - images of limbed up tree trunks and ground plane – is important to hold onto. It seems in scale with nature of park. Maybe the balance is the wetlands and the nature of its vegetation, as opposed to a shrubbery level of landscaping.
- The 5th Avenue trees are an important element; not as a main street, but as a part of a connecting open space elements.
- The “dancing under the stars” objective is nice; where is it designed for dancing?
  - Along the central promenade, and the terminus is designed wide enough to have that flexibility.
- I like the idea of water along Blue Streak. If it’s not water, should there be passage across from promenade to the green space? Crossing over that blue area could be problematic.
- Is a sidewalk necessary on the south side? With the cars, it’s not a very walkable block.
- It’s wonderful to see this as more than a Parks Department project. There is an SDOT investment, arts plan, and the SPU drainage area. Focus on the park as a successful park. Perhaps SPU should be brought into project for drainage responsibility and potential funding. It’s similar in quality and scale of Tanner Springs in Portland, which is expensive to maintain.
- How is the northern boundary described? What happens on that property line in terms of development? Will it be fenced, or is there allowance for permeability?
  - Currently there are office and apartment buildings, and a parking lot. In the center, there is a stairs connection into the project site. We’ve studied both the existing
conditions and potential building potential. There is a wetland to the north, which used to run through the site. It would be wonderful to have pedestrian connection to the street to the north. If there’s a clean slate, there could be a design for town homes to north of park, and the potential for pedestrian permeability and up zoning.

- Think about what those swaths of green space are, such as lawn or meadow, and what type of maintenance will be needed.
- Is there a possibility to use water collection to augment irrigation, considering issues of sustainability?
21 August 2008
Project: Commission Business
Time: .5 hour

Action Items
A. Submit Timesheets
B. Minutes of August 7, 2008
   • Approved
   • Dennis and Mary recusing due to absence
21 August 2008  Project: Mercer Arena Redevelopment/Seattle Opera Center

Phase: Pre-design

Last Reviews: Jill Crary, Seattle Center
Jeanne Iannucci, NBBJ
Kelly Tweeddale, Seattle Opera

Presenters: Layne Cubell, Seattle Center
Michael Dorcy, DPD
Kieu-Ahn King, City Council
Ruri Yampolsky, Office of Arts and Cultural Affairs

Attendees: Layne Cubell, Seattle Center
Michael Dorcy, DPD
Kieu-Ahn King, City Council
Ruri Yampolsky, Office of Arts and Cultural Affairs

Time: 1 hour

ACTION

The Commission thanks the team for their detailed presentation on the Seattle Opera Center, and unanimously approves the pre-design and programming phase, with the following comments:

- The Commission has concerns about possible non-public functions on a street corner and how those are viewed as a public benefit.
- Is interested in the viewpoints along 4th Avenue into the costume shop.
- Is excited to hear about natural ventilation and the tour program.
- Would like to emphasize the importance of edges and the visual permeability of building; there is some concern about blank walls.
- The retail location could be used as an overlook, tying it to public spaces.
- Recommends the team to celebrate 4th Avenue with respect to the significant amount of facade.
- There needs to be clarity of the important relationship with McCaw Hall, especially on the Mercer façade.
- Suggest rethinking the purpose of the practice rooms and the expression of the functions on Mercer, perhaps with a stronger expression of the Opera through the architecture.

Project Presentation

Project History
The Mercer Arena was built in 1927 as part of the Civic Auditorium complex. It has always shared a common wall with the back of the opera house. It was renovated in 1962 for the World’s Fair. In the late 1990’s, the Seattle Center completed a Performance Hall Action Plan, which looked at how to renovate the Opera House and Mercer Arena. At that time, the primary concerns were seismic issues. The action plan suggested moving the opera and ballet temporarily to Mercer Arena while the Opera House building was renovated, then moving them back and renovating the arena. Instead, a decision was made to renovate just the Opera House (now McCaw Hall) and to do so simultaneously with the construction of Fisher Pavilion, so that Fisher Pavilion could fulfill the need for a community building.
While the opera and ballet were moved to Mercer Arena for 18 months under temporary use permits, funds weren’t available to bring Mercer Arena fully up to public assembly codes. In 2003 the building was locked, and the City Council requested a study regarding the building’s future. The Seattle Center staff was reluctant to let go of it as a public assembly space, but studies showed that ideas for building reuse were costly.

In February of this year, City Council signed off on a long-term lease of Mercer Arena to Seattle Opera who considered the common wall as an asset, instead of a deficit, and saw the chance to consolidate many back of house functions on-site with ready access to McCaw Hall. The building has known seismic and acoustical issues. An earlier study showed demolition was problematic due to the shared wall with McCaw Hall. Negotiations with the Opera began in 2005-2006. A plan and lease was first taken to the City Council last fall and some stipulations were added at Council’s request. Some of the conditions of the lease require:

- The activation of Mercer Street
- Increasing public benefit and access to the building.

Seattle Center and the Opera also agreed to a timely and regular review of the design process. Within the public benefit package, there is potential for improving public spaces, and maybe providing smaller spaces for arts groups.

**Opera’s Goals**

The Opera had planned on building on another property, but that would not have allowed them to consolidate operations. The redevelopment of Mercer Arena would allow them to consolidated operations – ticketing, costume shop, education, touring programs - all in one building. It also allows the observation of how art is made, with more time spent creating art with consolidation. Also, the Opera currently lacks a front door. This plan allows it to create a front door and to bring in the public.

The community goals for the building are:

- To be a cornerstone of the theater district, serving as an icon of the district
- To be a forward-facing presence on Mercer Street, and be a part of the lower Queen Anne community
- To remove the barriers to opera, creating transparency and openness between art and the public
- To plan a green building, silver LEED minimum
- To utilize the back stage infrastructure
- To reflect the opera personality – a 21st century look at 17th century art form, integrating technology in stage craft

The programming process is now complete, and the design process has started. Landmarks and SEPA reviews have also been initiated.

**Concept Design**

Concept and program development was based on the Opera’s goals. The Opera functions include costume and scene shops, offices, storage, service functions, and a retail component. There was an extensive study of renovation, to see if building could be used. It was determined that the program didn’t fit, especially in terms of area and height. The cost estimate to renovate the building was higher than building new. It was determined that the best use of the building is to recycle materials. Also, the building does not meet code, and is seismically and structurally unsafe.

The Opera front door is very prominent on Mercer, and helps to establish the front door and ticket functions at Mercer and 4th. It is very important to preserve the street tree corridor along 4th, and reinforce Mercer Street as the Theater District. A shared 2000 square foot chorus room and rehearsal space is shared with other arts group when not in use, and will be part of the entry experience. The slope
of Mercer Street is about nine feet above the basement level of the existing building, which will be
retained to create an amphitheater effect in the community room and add drama to the entry experience.

The public will enter and purchase tickets in the lobby, and potentially share the rehearsal and community
room. Retail space will enliven Mercer Street. Upon entry, the idea is to catch glimpse into the costume
shop, which is also nine feet lower. The connectivity to the Opera house is very important – the shops,
chorus, and rehearsal rooms are all at stage level, for opportunities to penetrate through. The
administrative offices are located on the upper level, overlooking the shop and rehearsal level.
With this concept, there is relationship from outside to inside and potential penetration into McCall Hall. The building envelope is up to 85 feet out on Mercer Street. An early assessment showed the potential for co-development with profit or non-profit organizations. There is also potential for a large public plaza at front, to help enliven Mercer Street.

SECTION C - EAST WEST SECTION

Commissioner’s Comments

- Could you clarify the relationship of this project to the Landmarks Board?
  - This building is over 50 years old, so the nomination process is mandated. The Opera also decided to self-nominate to expedite the review process. Early consultations indicate there will not be a push to save the building as much has been changed.

- Is this a leased tenant of Seattle Center? At one point there was a levy proposed for this building, and now there will be private investment.
  - We’ve signed a ground lease with the Opera, for 30 years with another 30 year renewal. This project will be funded by a majority of private funds with some participation from the state’s Building for the Arts program. There is no public levy portion. It will be like the majority of buildings at the Seattle Center, which will become City property at the end of 60 years.

- Is there an art component to the project?
  - There’s not a 1% component because it’s not funded by City funds. The Opera wants to bring their art to the outside, by seeing into the costume shop from 4th Avenue, and some expressions in the lobby. We’re discussing how to coordinate with the PAC while that’s going on. The art component will be the Opera’s art and to express their craft in a visible way.

- Where are the mechanics to serve all these functions?
  - The only spaces fully air conditioned will be where singers sing. We hope the other spaces will have natural ventilation in a variety of ways. The offices will have radiant floors, both heated and chilled with water from the Seattle Center Central Plant. There will need to be one to four units to circulate air on the roof. The hope is to make a sustainable building. We’ve been using the term “naturally perfect.” The opportunities for sustainable mechanical systems exist. While we haven’t started designing that yet, concepts for how the mechanical systems might work have been thought about.

- What areas of the perimeter do you expect might be transparent?
  - It’s still a puzzle we’re trying to put together. The two issues considered are acoustics and singers’ comforts. We’re thinking of this building in zones. A creativity/innovation zone features the costume shop along 4th Avenue, which lends itself to the opportunity
for the public to look in. The lobby area includes a community room, with programmatic, educational, or performance activity people can see. The upper level has overlook opportunities. We already have a tour program for middle school students in McCaw Hall, which allows us to think about how to design pathways for bringing the public into this building. We’re still exploring the rehearsal room area along Mercer.

- Are there any other larger vision plans for 4th Avenue North, or is it just to keep the trees?
  - In the Century 21 Master Plan, Fourth Avenue is important for access in and out of the new underground parking facility and sports field/amphitheater. The alley at the south end of Mercer Arena accessed off of Fourth remains as service to the back of house, but is hidden from the patrons.

- The retail is kind of lost at the end of Mercer. Could a restaurant/retail be part of the overlook, becoming a special place with its own unique character?

- What’s the future of the existing parking garage across Mercer?
  - The Master Plan calls for relocation of the parking garage and redevelopment of the site for mixed-use functions.

- It’s delightful to relocate Opera in one building, and it makes a lot of sense to have it at the Seattle Center.

- The window of opportunity is on Mercer, not on 4th Avenue. While retail or cafes on 4th is nice, whatever can be done to project the organization is most important. Perhaps retail is not as important as civic communication

- Retail could be tailored or branded with the Opera.

- It’s a fantastic location for retail due to the opportunity to modulate the facade along Mercer. Retail frontage there is valuable.

- Will there be parking along Mercer in the future?
  - No. In the future the traffic will be going two lanes in two directions, with few opportunities for stopping.

- Could you clarify the building’s function or relationship with McCaw Hall?
  - Three things are needed in this space: 1) a service connection to shops and “back of house” activities; 2) restrooms, concessions, and amenities; and 3) acoustical shaping of the rehearsal spaces, and acoustical protection of McCaw Hall.

- So the view of this building expansion won't be seen from Memorial Stadium?
  - We have to screen to stage level, otherwise a loading dock will be seen. We have to figure out the spot for screening.

- The real deal is the Mercer Street façade. Retail is fine there, though I’m not convinced that enlivening the façade with rehearsal rooms should be the driving design idea. It could be used to convey the magic of the opera.

- Bringing the art of the Opera to the outside may not replace an art component along the façade. Transparency may not always be desired by costume makers or performers. Another kind of artifice may be needed.

- You described showing how 21st century people express a 17th century art form; there are lots of technological ways to convey that on the street.
  - Stage craft is highly technical. It is the Opera's intent to use art and technology to enliven the front door. It certainly is the Opera’s intent to bring magic to the forefront.

- Stagecraft is often big gestures; could it be accomplished in the architecture?
We thank the tri-agency team’s presentation on the Alaskan Way Viaduct and Seawall Replacement project update. Appreciates the summary on the status of the moving forward and central waterfront projects.

The DC appreciates hearing about the systems approach, considering the many modes of movement in the downtown area; the reminder of the guiding principles that are being used to for evaluation of the eight scenarios destined for construction in 2015; and the use of the expanded toolbox of approaches.

Expect to see results in October; and looks forward to a final decision of the three executives by December, based on the results of the analysis, the response of the advisory committee, and the public process.

The Commission is pleased to see the approach taken by the three agencies.

Recognizes and appreciates that all the scenarios involve tradeoffs, both the impacts and benefits in terms of movement, land use, and urban character and quality.

Appreciates the use and criteria of maximizing existing transportation management tools uses up the capacity in the downtown area.

The Commission is impressed with the team’s responses to challenges, as well as its work, graphics and findings.

The Commission remains concerned about this project’s urban design impacts on the waterfront, and the city in general.

Reaffirms the Commission’s previous position on the qualitative objectives on urban open space and connectivity along the City’s central waterfront.

We look forward to the team’s recommendations and response at that time.

Project Presentation

In March 2006, there was a failed vote on the elevated and tunnel options. The Mayor, Governor, and the King County Executive announced a two-prong strategy to keep the project moving. The first part of that strategy was the moving forward projects, which are six projects on the north and south ends of the central waterfront. The three agencies agreed that these could be designed and delivered in a way that wouldn’t predetermine what happens in the central waterfront. The second part of the strategy is to develop consensus on what the central waterfront solution should be.

Status of the Moving Forward Projects

The six moving forward projects comprise about $915 million and will address about 50% of the vulnerability of the existing structure.

- Project #1, addressing the viaduct settling six inches, is complete.
• Project #2 design, addressing the electrical infrastructure, is complete, and a construction is underway.
• Project #3, the Battery Street tunnel upgrade, is at about 90% design and should be complete by April. Construction will probably start middle to late next year.
• Project #4 replaces a mile of the structure, from Holgate to King. It is designed to tie into any of the central waterfront alternatives, providing improved access to and from downtown. Construction value is estimated to cost $500 million. Design is approaching 60% completion, with construction scheduled to begin late 2009.

Central Waterfront
The Governor, the Mayor, and the County Executive are working closely together to come up with a solution for the central waterfront, to make a recommendation by the end of the year. The goal is to minimize impacts on business on the central waterfront. The team has involved the community through the stakeholder advisory committee, which represents all the interests along waterfront and the greater community, and gives a focused review of information. Their input is taken into consideration in these scenarios.

It is important to note that the triagency team is taking a systems approach to the solution. The expanded areas include Lake Washington to Elliot Bay, Northeast 85th Street, to the southern city limits. It includes all transit, vehicle, and freight movement throughout that area.

The Stakeholders Advisory Group and the governing parties created guiding principles for review of the options. The guidelines include improving public safety; providing efficient movement of people and goods; maintain and improve downtown, Port, state and regional economies; and enhancing the waterfront. Performance measures have been adapted to determine whether or not models and data measure against these guiding principles.

Currently eight scenarios are being evaluated, the results of which should be released in October. They fall in to three basic groups:
• Surface alternatives
• Bypass alternatives
• Hybrid of the surface and bypass alternatives

These scenarios have been put together for approximately 2015 implementation. An analysis of 2030 is not being done in this phase due to the uncertainty about the future of this region in terms of land use and transportation. The goal here is a systems approach, which involves less capacity on 99, and relying on surface streets, I-5, and transit to construct an approach which meets the mobility needs of the region.

All of the scenarios include the two-way Mercer concept, to provide a strong east-west connection. Part of that project involves eliminating Broad Street between Harrison Street and 9th Avenue. They also assume there will be light rail from SeaTac to Northgate.

Scenario A
Scenario A is a four-lane surface boulevard, with signalized intersections along the waterfront. It begins in south end, and continues toward the Battery Street tunnel. It includes:
• An improved east-west connection between South Lake Union and the Seattle Center
• Spreading traffic out onto many pathways, instead of just one
• An additional south-bound lane on I-5, converting an existing HOV lane
• An additional transit-only north-bound on I-5, from Olive Way to 520
• An enhanced rapid ride investments to Aurora, Ballard, Delridge, and Lake City Way
• Two transit lanes on 2nd and 4th Avenues, with 3rd Avenue becoming a transit street throughout the day

For plans and sections of the eight alternatives, see the WSDOT website: http://www.wsdot.wa.gov/Projects/Viaduct/waterfrontscenarios.htm
• Other surface street changes designed to accommodate higher transit and traffic volumes
• Less expensive capital investments, relying more on demand management
• Giving people more transportation options, such as subsidized transit passes, van pools, loss of parking, higher parking rates, land use measures, and tolling
• A four-lane street along the waterfront, with a streetcar, bike lanes, and parking
• 70 feet of open space along the waterfront

Scenario B
Scenario B is similar to Scenario A in many ways. The big differences are:
• A full array of streetcar investments, but no waterfront street car
• More expensive investments on I-5, all involving management or closure of ramps
• Addressing the weak street grid in south downtown area by building a 2nd Avenue extension
• A five lane section on 2nd and 4th Avenues
• New transit service to the edges of downtown
• A surface street with sidewalks, and perhaps trees, at the waterfront

Scenario C
Scenario C is similar to scenarios A and B in systems investments. It is a comprehensive package of systems investments, with a slightly different treatment on the waterfront. It includes:
• A one way couplet, with Alaskan Way operating south-bound and Western Avenue operating north-bound, both three lanes each
• Signalized intersections on each block.
• About 110 feet of public space on the waterfront, which is the largest of any option
• A minimized transportation footprint on Alaskan Way
• A single track historic streetcar on the waterfront
• A year-round service water taxi

Scenario D
Scenario D is the first of the bypass alternatives. It features:
• A four lane elevated structure, fully integrated and separated, with no mid-town ramps
• Traffic coming into downtown from the south exits at King Street
• More ramps to and from the south and the north, rather than surface intersections
• A single deck structure, with some variability on height, and possibly staggered
• Tradeoffs in terms of shadowing, view blockage, and noise
• Forty feet of open space on the waterfront, clear of the structure’s drip line
• Connections to the north via ramps at Eliot and Western
• No surface intersections north of the Battery Street tunnel
• A widened Mercer underpass
• A new underpass on Republican Street
• Increased connectivity between South Lake Union and Seattle Center with the additional underpass

Scenario E
Scenario E is an attempt to integrate and elevate a structure into the cityscape, featuring:
• Retail and office space underneath the viaduct
• A single deck structure with two lanes in each direction
• A landscaped lid, 60-70 feet wide
• Connections to Victor Steinbrueck Park, and possible connections to buildings
The challenge with this option is hot to get to the open space, which is 60-70 feet above the ground. Also, there is very little space on the waterfront at ground level. Like Scenario D, this one is a limited access concept, and the density of system investments is not as significant.

Scenario F
Scenario F is a bored tunnel from the south end, emerging at Harrison Street in the north. It provides:
- Ramps to reconnect to 99 Mercer and Roy Street
- Ramps connecting to 519
- 43 feet tunnel bores
- A wide open space allowance on the waterfront, about 100 ft
- A coupled bored tunnel, which separates thru traffic downtown, with continued access at Elliot and Western
- A short underpass at Virginia Street and Victor Steinbrueck Park, separating cars from pedestrians
- No investment in I-5
- The highest thru auto capacity of any option

Scenario G
Scenario G is a four lane cut-and-cover tunnel, next to the seawall, which requires a seawall fix. It is the only alternative that goes under the Eliot and Western interchange. It features:
- A six-lane widened Mercer underpass
- Switching the I-5 express lane ramps at Stewart and Cherry Streets, which might be a better path for transit, reduce general purpose traffic downtown, and improve express lane operation

Scenario H
Scenario H is a four lane hidden trench. Since it can be built close to the surface, it might save money. It operates more like a surface alternative, than a bypass alternative. It provides:
- Two lanes in each direction at the surface street
- Two lanes in each direction in the trench below grade
- Vents at each block, to eliminate the need for mechanical ventilation
- Surface intersections at the south end
- Separation between Main and Pike streets
- Thru traffic is separated underground
- Signalized intersections N of Denny Way

Timeline
We’re currently evaluating these scenarios, and hope to narrow down to 2-3 alternatives by November. They may not be the same as these scenarios, or may be hybrids of them. By December, we hope to have a final recommendation. The Governor has expressed a goal of removing the viaduct by 2012. We are doing implementation plans for each scenario, to show in what order they would be constructed. Generally speaking, the viaduct is removed around 2012 with each alternative, except with the bored tunnel. It’s possible to build the bored tunnel largely hidden, and maintain viaduct operation until approximately 2015.

Commissioner’s Comments
- Is there a reason Scenario H doesn’t incorporate the seawall, and is pulled away from shoreline?
  - It’s an urban design driven reason, considering the noise from vents. They’re preferred on the east side of the ROW, away from public space
- When is the decision made to come up with the final alternative?
  - Decision is jointly made between the three executives, based on the analysis.
- There is no vote, or stakeholder’s advisory committee?
  - No.
• Is the budget part of the analysis?
  o We are doing cost estimates for each scenario, which will be released in October. There will also be an assessment availability of funding for road building and transit.
• Obviously the bored tunnel will have less impact on downtown business than the others; without that disruption on the economic health of downtown
  o The economic guiding principle includes long term impacts on the economy and short term impacts of the construction period. It’s not an EIS process, but a precursor. The level of information we have is general at this point. We will look at those issues, but it’s unlikely we’ll be able to be specific.
• Is the EIS process restarted when the preferred alternative is chosen?
  o The EIS process is proceeding in tandem right now. There will be three public meetings in September.
• The impasse between the viaduct and the tunnel pushed a systems analysis; did that produce new insights, or were there existing valuable ideas? Are there new ideas here SDOT or Metro wouldn’t have come up with by themselves?
  o Yes. The previous solution focused on the 99 corridor, and every solution had to replace its full capacity. Now there are more tools in toolbox, a larger area to work with, and there are many new ideas.
  o Yes, in some cases. There are things SDOT would have considered anyway. There are many competing priorities and difficult decisions to be made. The City is pushed to consider things it wouldn’t have otherwise. The County is taking it as an opportunity to look at bus system effectiveness, and how it might be restructured to maximize service.
  o It serves as a catalyst, and there’s a synergy between three agencies that wouldn’t have happened independently.
• One of the impacts of the previously presented projects was 4-6 year construction period. You’ve described a three year period from 2012 to 2015; is that because we’ve accomplished some of the measures already, before 2012?
  o We don’t know yet, exactly what the construction period will be. There is 40% jumpstart on work in the south end. The release of the implementation strategy in October will provide an approximate timeline.
• Eight strategies seem like an incredible demand of time. Is there an expediency which might happen sooner, or does that happen in October?
  o Yes, it happens in October. Some alternatives are very similar in the way they function from a transportation standpoint, but there’s significant difference on the waterfront. When we consider all the issues, these options are on the table.
• I’m excited about making Broad Street a pedestrian connection between South Lake Union and Seattle Center. Would it need to be filled, or is it a blank slate?
  o There has been some discussion about leaving it as a pedestrian connection. There is problem there with pedestrian and bikes crossing at a difficult angle. There are great opportunities for bike and pedestrian connections using a grid. In order to create 6th Avenue, the agreement we have with the Gates Foundation anticipates the vacation of Broad Street, and the transfer of property in return for 6th Avenue. If we pursue building 6th Avenue, then it’s likely Broad Street will be regraded or filled.
• Some of these scenarios squeeze the capacity of the ROW; if we elect one of these, there’s no more room for the future. Is that part of the decision making process?
  o That’s something the Port points out. We don’t yet know how much the capacity of the transportation system will be used up. It’s premature to say at this point, but we will have a better idea by October.
• The bored tunnel is attractive and probably expensive – is it possible that the other alternatives could be combined with other alternatives in some sections?
We’ve looked at hybrids, including a cut-and-cover alternative along the waterfront. The bored tunnel must be mile long for efficiency, so a short section would be very costly and inefficient.

• We’re impressed with understanding the transportation network over the last two years
• There is a tremendous amount of analysis, with everyone looking at every possible alternative. This is a tremendous response to difficult questions.
• We appreciate the hours worked, the level of detail, an excellent presentation, and an excellent distillation of a complex project.