

Seattle  
Design  
Commission

APPROVED  
MINUTES OF THE MEETING  
15 September 2005

Gregory J. Nickels,  
*Mayor*

David Spiker  
*Chair*

Charles Anderson

Pam Beyette

Karen Kiest

Anindita Mitra

Sheri Olson

Nic Rossouw

Dennis Ryan

Darrell Vange

Guillermo Romano,  
*Executive Director*

Layne Cubell,  
*Commission Coordinator*

Projects Reviewed

Magnuson Park Updates  
Broadview Library Expansion  
Colman Dock Redevelopment  
Alaskan Viaduct and Seawall

Convened: 8:30am

Adjourned: 4:00pm

Commissioners Present

David Spiker, Chair  
Pam Beyette  
Karen Kiest  
Anindita Mitra  
Sheri Olson  
Nic Rossouw  
Dennis Ryan  
Darrell Vange

Staff Present

Guillermo Romano  
Layne Cubell  
Emily Podolak  
Tom Iurino



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**15 Sept 2005 Project: Magnuson Park**

Phase: Overview

Previous Reviews: 19 Aug 2004 (Overview), 7 Aug 2003 (General Project Briefing)  
16 May 2002 (Design Development), 1 November 2001 (Briefing),  
7 December 2000 (Schematic Design), 20 July 2000 (Briefing),  
9 September 1999 (Master Plan Briefing)

Presenters: Eric Friedli, Department of Parks and Recreation  
Jon Jainga, Department of Parks and Recreation  
Guy Michaelsen, The Berger Partnership

Attendees: None

Time: 1.5 hours (SDC Ref. # 169 | DC00036)

**Action: The Commission appreciates the update on several projects happening on site. The Commission is pleased to hear about construction on the North Shore waterfront and recommends approval of design development of Phase 2 of the Wetlands/Athletic Fields project, and**

- respects the fact that proponents have some large physical liabilities (i.e. the barracks) which drain from the opportunity to see the park improvements;
- encourages proponents to reconnect the disparate pieces across the site in a legible and definable way and to demonstrate progress with the funding currently available
- on the integrated sports field and wetland project, recognizes that a lot of attention has been given to the sports fields and mitigating their potential impact;
- thanks proponents for their historic overview of the project and for addressing both big picture goals and smaller elements and pieces of the project. In between these two scales is the focus of most of their comments which are offered as a way to spearhead refinements; appreciates the proponents' continued work on showcasing the site's history and its transition from "artificial" to "natural" as a key component of the design;
- commends the proponents' efforts and encourages them to continue to recognize human impact on the site;
- suggests that by the end of the project's Phase 2, tangible connections and a perimeter trail should be provided from the children's play area to the beach;
- supports the selected artists' conception to showcase the surveyor's line as a grand gesture for the site and encourage the effort to be brought to life sooner than later, believing that it could be the critical connecting element that could impact the design in a positive way; commends the ambition of the project and all other projects on site, appreciates the proponents' optimism and supports their continued investigation of ways to realize the large dream of Magnuson Park as a regional resource by seeking outside financial support for the park.

## Presentation



### Overview of Progress and Management of Site

- Magnuson Park Community Center is open and operational, as is P-patch, amphitheater and dog park.
- Currently, in the middle of a request for proposals (RFP) for an indoor recreation service provider to develop building 2 or 27 into a permanent indoor recreation facility. The deadline for submittal is February 2006. By this time next year we should know if we have financial resources to go ahead with project
- Fire station maintenance (building 18), will go through similar process, with plans to turn it into an arts facility of some type
- Hope to spend this year and next year resolving some of the building/development issues in park
- University of Washington owns building 9, old barracks building infirmary, administration building and the old warehouse building
- Renovation work occurring on several buildings, looking into conversion to housing
- Issues with limited access to NOAA site

Two projects are currently underway: the north shore waterfront recreation area project and the wetlands/athletic fields project

### The North Shore Waterfront Recreation Area Project

The north shore waterfront recreation area project, which has been reviewed a number of times by the Commission is located at the north end of the park. The plan is to restore the shoreline between Sand Point Way and the large navy pier. Improvements to the shoreline on the face of bulkhead with sand/gravel application; it is not a natural beach but much more natural than the

existing concrete bulkheads. Looked at the option of trying to restore a natural shoreline, but decided due to concern for soil contamination, would be better kept protected behind bulkhead.

The project includes three docks which come off the face of the bulkhead and are designed for hand-launch boats. On the other side of the navy pier there is a space for an ADA accessible loading dock,

The schedule for construction is tight, permit allows in-water work through December, which means construction may miss starting this year and have to hold off until next year. However, a lot of upland restoration work has been started.



### Wetlands/Athletic Fields Project

The project comprises of 150 acres, including major components of wetland habitat complex, sports fields and other amenities that join these two together.

Phase 1 – sports meadow

The park master plan approved by council for 15 acres of grass in sports meadow, constructing 11 acres of it because other 4 acres are in designated wetlands and don't have money to mitigate them. The phase is within two to three weeks of completion.

Phase 2 – wetlands area

The design's guiding principles include:

- to seamlessly integrate aesthetically and functionally the two components of the park: the athletic fields and the wetlands area

- acknowledge and respect that is in the heart of the city of Seattle and that it used to be a former military complex
- question what is authentic? what is natural?
- not seek to recreate an imagery of a historic, non-existent place by erasing 80 years of history but instead integrate site history and physical realities into a designed environment that will maximize habitat diversity, and evolve into its own natural environment through dynamic change over time.

The challenge is to figure out what is the scope of phase 2, which is dependant on budget, programmatic needs and requests, constructability and environmental issues. Designing in relation to the rest of the master plan so that it will relate to the rest of the elements, and also asking the question of how to have a system that when phase 2 is complete, if there is never another phase of the project, that Magnuson Park is complete and operates as an ecosystem.

### **Commissioner Questions and Comments**

- Asks if there is an independent conservancy to manage the park over time
  - No there is not, there has not been the interest to make that kind of commitment at this time
- Asks if it is in a historic district
  - 73 acres have been declared as potential national historic district, but no one has gone through the process. Regardless, the deed restrictions are to treat it as if it has already been designated
- Asks for clarification about NOAA campus status, no art walk
  - You can visit art walk, give drivers license at main gate, they will let you in.
- Asks if there are any conflicts between the sports fields and the wetlands, such as balls in the water, open water, people falling in
  - Its not really a concern and just attention to details
- Asks if game spectators have sufficient room, it seems tight
  - It is tight, but the intention is for athletic component not to be a major tournament draw with tons of seating, the fields are less about spectators and more about playing, the neighbors agree
- Asks what trails are being implemented and when
  - There are primary trails along roads, a cross country loop meanders around the wetland and secondary trails that connect the primary trails to the secondary. There are not too many paths in the wetlands area because want to give space for habitat; the trails will be implemented in phase 2
- Asks about budget for two phases
  - Phase 1. \$1.8 million, Phase 2. approximately \$9 million
- Asks if one can walk through wetlands or is it intended to be off limits

- The area is intended to be off limits, with interpretive points throughout the site that allow you to penetrate the area a little bit, plans for a lookout point on an earth form berm to overlook wetlands area, plan is for interim and permanent fencing to control access to wetlands area and buffer area, to allow plants to establish
- Expresses concern about the reality of a place that could look a little unkempt, reclaimed military sites
- Expresses concern that the vegetation does not delineate trails, it can be an identity that gives sense of where one is going
- Believes that phase two should include a trail connection as priority, currently is illegible, trails make a park livable and intelligible,
  - Once construction of Phase 1 is complete there will be a trail connection from the playfield past the sports meadow to the shoreline

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**15 Sept 2005 Project: Broadview Library Expansion**

Phase: Schematic Design

Previous Reviews: 07 July 2005 (Concept Design)

Presenters: Justine Kim, Seattle Public Library  
Brad Miller, Miller Hayashi Architects  
Jessie Chou, KK-LA

Attendees: Morgan Elliot, Miller Hayashi Architects  
Allison Maitland Scheetz, UW Student

Commissioners Karen Kiest and Nic Rossouw recused themselves from the presentation due to conflict of interest.

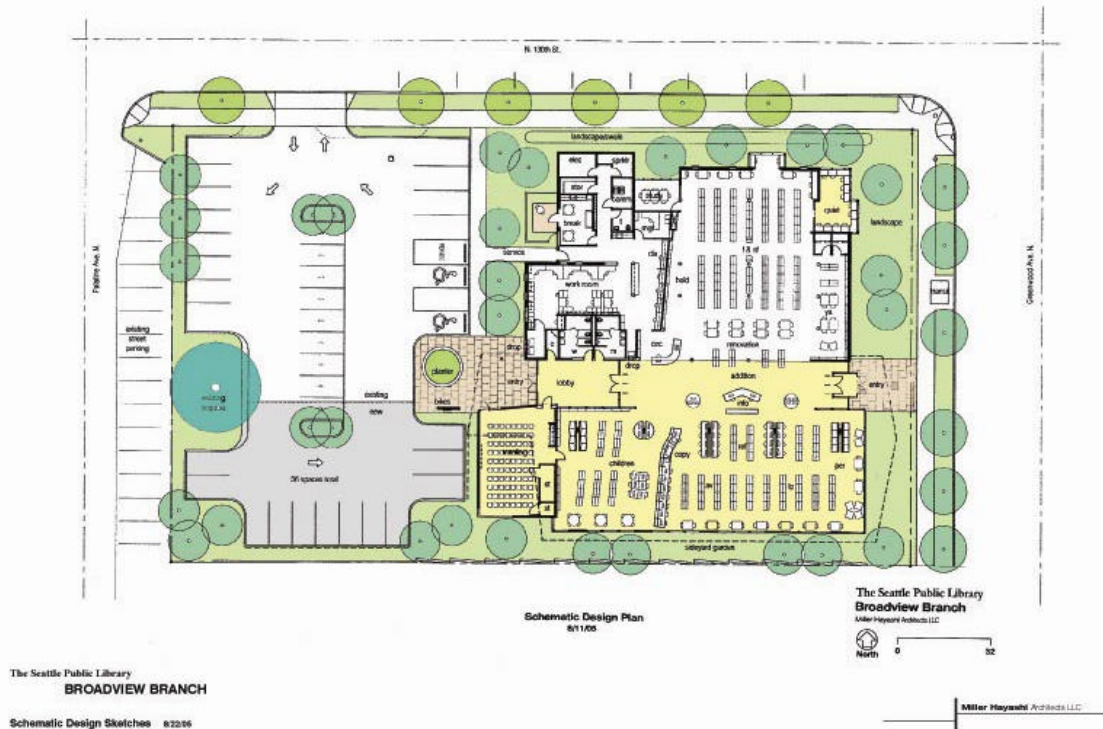
Time: 1 hour (SDC Ref. # 221)

**Action: The Commission recommends approval of schematic design. Overall, the Commission appreciates the evolution of the design; in particular its specific landscape quality, its civic look and its welcoming façade, and**

- **supports the refinement of the building plan with its emphasis on the solid-void relationship;**
- **expresses some concern about the building entrance along Greenwood, believing it needs further study as to the delineation between art and architectural elements;**
- **encourages further study of the building's south wall, both internally and externally, and of the building element on the corner of Greenwood and 130<sup>th</sup> in terms of its programming and architectural expression;**
- **encourages proponents to focus close attention on the landscape elements of the side yard and at the corner of Greenwood and 130<sup>th</sup> and to take another look at parking lot circulation to sufficiently accommodate designated handicapped spaces and a drop-off area;**
- **applauds and thanks the city for agreeing to commit to much needed frontage improvements and support the exceptions to the Land Use code and development standards, as proposed;**
- **looks forward to seeing the project again with more details on the articulation between the building's existing and proposed materials.**

## Presentation

Proponents held a community open house to present the schematic design on Tuesday September 13<sup>th</sup>. It had good attendance, around 40 people. It should go out to bid late spring/early summer 2006.

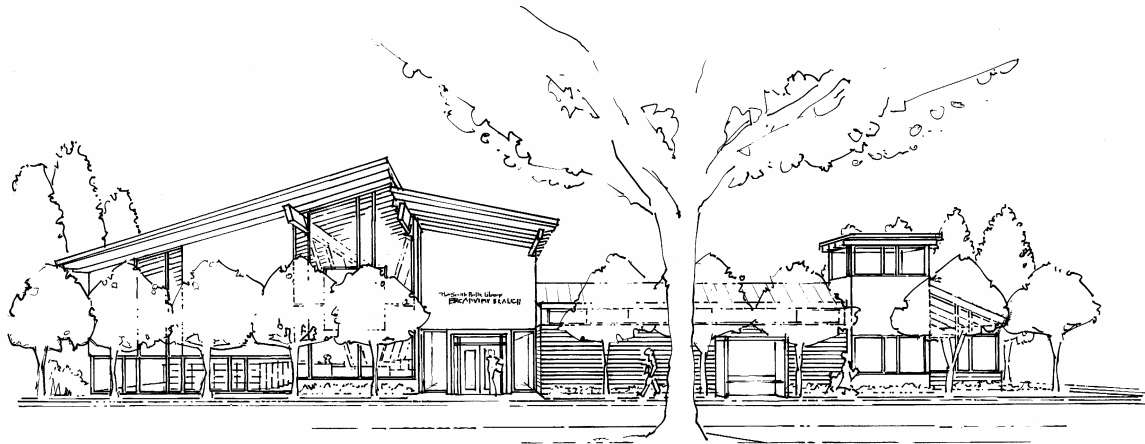


## Site Design

The primary focal points on the site include: creating an entry of Greenwood, creating entry off of parking lot and creating a beacon at corner of Greenwood and 130<sup>th</sup>.

The site is limited by frontage infrastructure (sidewalks, drainage). Have secured a commitment from the city to address these issues. Otherwise there won't be a lot of site development in the surrounding area; it is located in a quiet residential area. It is located in Pipers Creek watershed so there is a requirement for detention and treatment; intend to use pervious paving in parking lot to reduce requirement for water detention. There is a transit stop on site that will need to be relocated to the street side of public right of way and there is one significant tree on site, a sequoia, which will be maintained.





### Building Design

The design program aims to take advantage of the new light airy space in the expansion for browsing stacks, a public high use area and use the existing structure for taller stacks, staff activities, and support functions. A concourse area through the middle of the building links the two entrances and the existing and expansion buildings. The concourse allows circulation and good sight lines and an alcove for the children's area.

Structural elements to bear weight for expansion run down one side of the concourse, they are frames that bring structural loads down to one point to conserve space for stacks and circulation. Considering ways to incorporate the frames into tables or stacks or serve as more of a sculptural element to concourse. Currently pricing for these structures to be wood but not sure yet if they will be constructed of wood, steel or a combination. Public input requested for wood.

A new roof element stretches out over building edge on each side to create shelter and inviting entries on both sides of the building. The roof is 14" high above expansion area, and allows natural light to penetrate building from the north. A light study revealed warm spots in the children's area and along Greenwood Ave where there is a lot of glazing for building transparency.

A corner element in the existing part of building programmatically fits well as a quiet room and study area from interior but there is some concern of this location because exterior is located on corner of Greenwood and 130<sup>th</sup>.

Thinking ahead about building materials, the existing building is clay structural brown brick, and although this material will not be used in the expansion, it may be incorporated in the site wall outside the addition.

The floor plane of the building extends out into landscape. The wall of the building which comes down to standing eye level or slightly below blocks off views of neighboring buildings when one sits inside the building. When seated, views out to a side-yard garden backed by a wall. The landscape design is early in design phase and has a limited area to work with, but priority to create a filtering edge along landscaped walls, when viewing from seating area.

The building currently contains an art piece that is well-known by visitors; a carved panel 8' by 8', there is interest in situating it into entry wall. An artist has been chosen, glass artist Theresa Betty, to create a piece that will compliment the existing painting.

### **Commissioner Questions and Comments**

- Asks for clarification on integration of existing building and expansion
  - Internally, spatially the building will flow together. Incorporating into existing roof planes
  - Building material will be different on façade of expansion building but will incorporate into the walls elements of the masonry used in existing building.
- Expresses concern that there are few eyes on the street towards parking lot
  - There is a window in the staff room to look out over activities occurring in parking lot.
- Suggests that there should be more vegetation at the entry off of 130<sup>th</sup> and Greenwood and entry off of Greenwood
- Asks that proponents relocate handicapped spots so that they don't back out into entryway to library
- Believes that the interior of the south wall seems harsh wall treatment
- Likes the idea of the windows sitting low to encourage people to sit down and look out.
- Believes that the building has a great interplay between solids and voids
- Believes that proponents need to further study the relationship of artwork placement to the exterior façade.
- Expresses concern for the quiet room at an intersection corner
- Suggests earthwork at corner of Greenwood and 130<sup>th</sup> to provide buffer for quiet room
- Asks that proponents make special efforts in landscape plans to take into consideration property owner on other side
- Expresses concern about approving the design at this time because of the exemptions needed to be made by Land Use Planner of the state of Washington in order for design to proceed as shown.
- Suggests that proponents use only one gesture for corner room, beacon, not two roof lines

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15 September 2005

Commission Business

**ACTION ITEMS**

- A. TIMESHEETS
- B. MINUTES FROM 8/18/05 -PODOLAK
  - **Approved**

**DISCUSSION ITEMS**

- C. COMMISSION RECRUITMENT 2005 –CUBELL
- D. COUNCIL UDP COMMITTEE DEBRIEF – ALL
- E. PSB SITE WORKSHOP PREP -CUBELL

**ANNOUNCEMENTS**

- F. CAL ANDERSON PARK OPENING
  - September 24<sup>th</sup>, 2005 12.00-3.00Pm
- G. DESIGN COMMISSION ANNUAL SITE TOUR
  - September 29<sup>th</sup>, 2005 8.30am-2.30pm

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**15 Sept 2005 Project: Colman Dock Redevelopment**

Phase: Staff Briefing

Previous Reviews: 07 April 2005 (Briefing)

Presenters: Tim King, Washington State Department of Transportation  
Walt Niehoff, LMN Architects  
Amy Grotefundt, Environmental Issues

Attendees: Alison Maitland Scheetz, UW Student  
Ann Sutphin, SDOT  
Norm Schwab, Council Central staff  
Scott McCall, Council Central staff

Time: 1.5 hours

(SDC Ref. # 220/RS05010)

**Summary:** The Commission commends the proponents for their diligent and comprehensive planning surrounding this project. They acknowledge their recent letter on the Waterfront Plan might have set out the wrong impression and reiterated their appreciation of the project team's ongoing coordination with DPD Waterfront Planning staff. They recognize that the designs are still fluid and conceptual, and offer not so much recommendations but suggestions at this time. The Commission

- understands the benefits and the negative impacts of the fish passage and favor continued exploration of the concept;
- strongly encourages proponents to value the preservation of view corridors during their on-going massing studies of proposed terminal buildings;
- appreciates that the proponents are already considering how to incorporate an artist into the planning process and encourages them to start on this sooner than later;
- expresses some concern over the proposed development of Pier 48 Uplands, asking that the proponents take into consideration that the area is envisioned as public space in the city's Waterfront Plan;
- recognizes that there has to be a balance and suggests scaling back the commercial development, noting that the success of both open space and commercial space in the area hinges on the nearby development of housing and creating a large enough community to support both;
- is explicit and unified in its belief that the decision to allow high density development on the waterfront must be made in conjunction with the City's Waterfront Plan, the South Downtown study and the future plans for Pier 46.

## Presentation

Since April, the team has been working through design issues, meeting with City departments, meeting with community groups and considering if comprehensive plan changes are required.

The Seattle Ferry Terminal must be upgraded to fix damaged dock, soon.

The three focus areas/goals for the new terminal and expanded dock include

1. a functioning ferry terminal, priority as a transportation facility
2. enhance the surrounding areas urban design, reconnecting people to the waterfront
3. creating an economic benefit to generate revenue for the ferries and the city

Transportation options for new terminal and expanded dock depend on how long drivers will wait for ferries and constraints on city streets affect how traffic is managed

The Remote holding options under consideration are

1. Between Royal Brougham and Colman Dock
2. Alaskan Way median lanes
3. Across Alaskan Way
4. Pier 48 uplands

Considerations for remote holding must weigh:

### Benefits

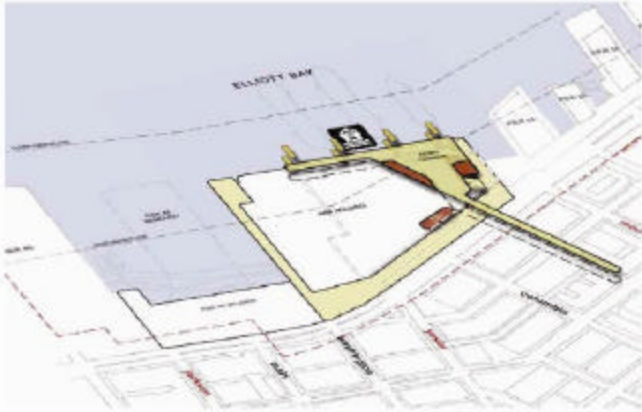
- Multi-use parking areas
- Less lanes and/or vehicles on Alaskan Way
- Across the street holding moves ticketing to upland area
- Underground holding allows uses above

### Challenges

- Negative customer experience
- Congestion on Alaskan Way as cars move from remote holding to dock
- Trucks and other large vehicles processed separately
- Labor costs and operational challenges increase
- Air pollution from idling cars
- Cuts off Pioneer Square from the waterfront
- Bridge over Alaskan Way disrupts pedestrian experience

Additional transportation management strategies under consideration include: shifting vehicular traffic to other modes, managing peak demand using reservations, reducing peak demand via Pricing, improving on-dock operations, exit queuing and metering changing Washington State Ferry performance metrics.

#### 4 Concept Designs



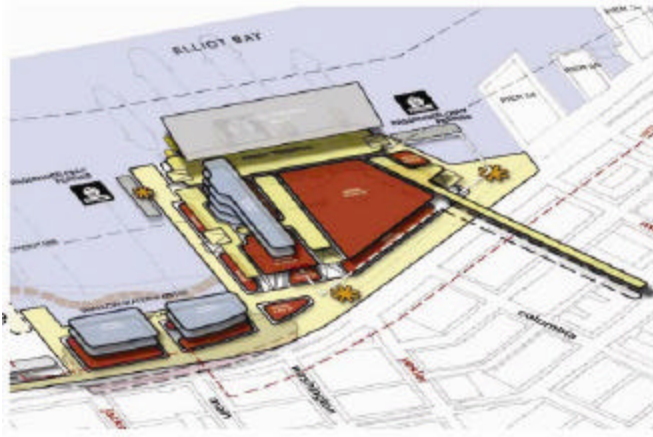
##### Basic Terminal

###### Benefits

- Replaces deteriorating dock
- Improves transit and pedestrian connections
- Accommodates future growth
- Reduces congestion on Alaskan Way

###### Challenges

- Holding area remains visible
- Limited public amenities



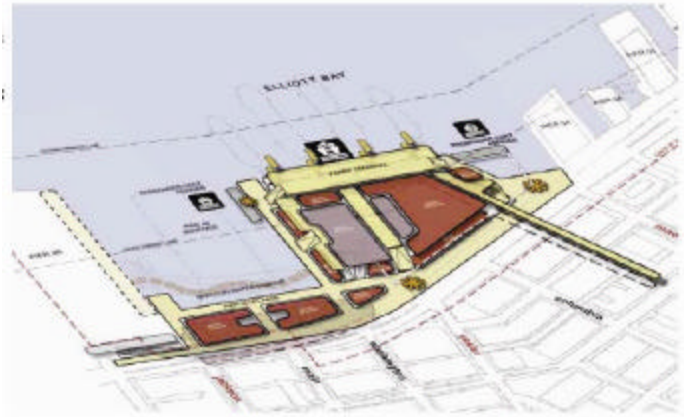
##### Expanded Terminal within Existing Code

###### Benefits

- Creates new public spaces
- Expands economic development
- Adds public benefit

###### Challenges

- May not be financially viable



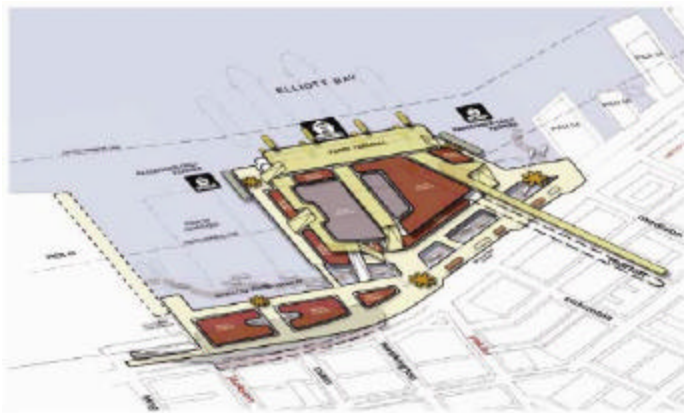
### Harbor Focus

#### Benefits

- Expands public amenities
- More economic development

#### Challenges

- View corridors
- Massing



### Harbor Focus with Fish Passage

#### Benefits

- Creates additional shallow water habitat

#### The next steps for the project include

- Continue partnership with City departments
- Continue public outreach
- Identify changes needed in comprehensive plan
- Begin construction as soon as 2009
- Continue coordination with the Alaskan Way Viaduct and Seawall

## Commissioner Questions and Comments

- Expresses concern over the proposed development of Pier 48 Uplands, the area is envisioned as public space in the city's Waterfront Plan, and doesn't seem to be enough space
- Suggests putting housing instead of green space above the parking on dock
  - It is problematic putting housing on terminal, maybe internal, wont be able to sell the property it is owned by state DNR it is being used for transportation, not sure we can sell air rights. A hotel is feasible, it is not residential, but may need exemptions for the space
- Comments that any of this major development is going to require zoning changes
- Disagree that Pier 48 Uplands area should be reserved solely for open space. Questions the success of a huge open space at this part of the waterfront because it is separated from the community by the road, there is no housing near it, and on the north and south side there is industrial and transportation uses. Thinks if there is a way to balance built form with a generous open space that it would be a happy medium, and we need people to live in that area in order to use the open space.
- Expresses concern about a hotel being the iconic structure on the waterfront
- Requests the need to preserve corridor views
- Asks what are the art negotiations
  - Have held meetings lately with a city representative to Washington Arts Commission to discuss this. There is the desire is to get involved right now, but we are not in the design phase and will not be for a couple of years, good question as to how do we incorporate artist at this time
- Suggests finding an arts planner who is an artist who could be actively involved from early on in process
- Questions the whole premise of putting private development on a public facility, what does the public get for it
  - The public gets a higher level of activity in area and more access to the water because we will lid facility in the harbor design concept
- Comments that we do need housing but this plan can not solve the city's larger problem, there is a need to reconstruct the entire waterfront to incorporate residential development
- Believes that private development in the area is a public benefit
- Questions fish passage approach, if it is economical and if science supports the benefits of the design
- Reminds proponents to consider storm water drainage approaches and creating links to other modes of transit



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**15 Sept 2005 Project: Alaskan Viaduct/Seawall**

Phase: Quarterly Briefing

Previous Reviews: 7 April 2005 (Update), 6 January 2005 (Update),  
17 June 2004 (Joint Discussion); 20 November 2003 (Joint Briefing);  
4 September 2003 (Joint Discussion); several previous

Presenters: Tom Madden, Washington Department of Transportation  
Steve Pearce, Seattle Department of Transportation  
Bob Chandler, Seattle Department of Transportation  
Amy Grotefendt, EnviroIssues

Attendees: Tim King, Washington Department of Transportation  
Walt Niehoff, LMN Architects  
Allison Maitland Scheetz, UW Student

Time: 1.5 hours

(SDC Ref. #169 / DC00242)

**Action: The Commission appreciates the update by the City/State project team and the evolving plan for construction scheduling that takes stock of impacts. The Commission**

- **looks forward to the opportunity to discuss the team's communication efforts surrounding this plan at future presentations;**
- **requests in a future presentation an update on the rebuild alternative contingency plan so that they may better understand what is being carried forth in the Supplemental Environmental Impact Statement.**

### **Presentation**

Since the April briefing proponents have begun work on the supplemental DraftEIS, began construction planning, held June open houses, and continue to advance project design

Topics in the DraftEIS and FinalEIS are as follows:

The Supplemental Draft EIS includes

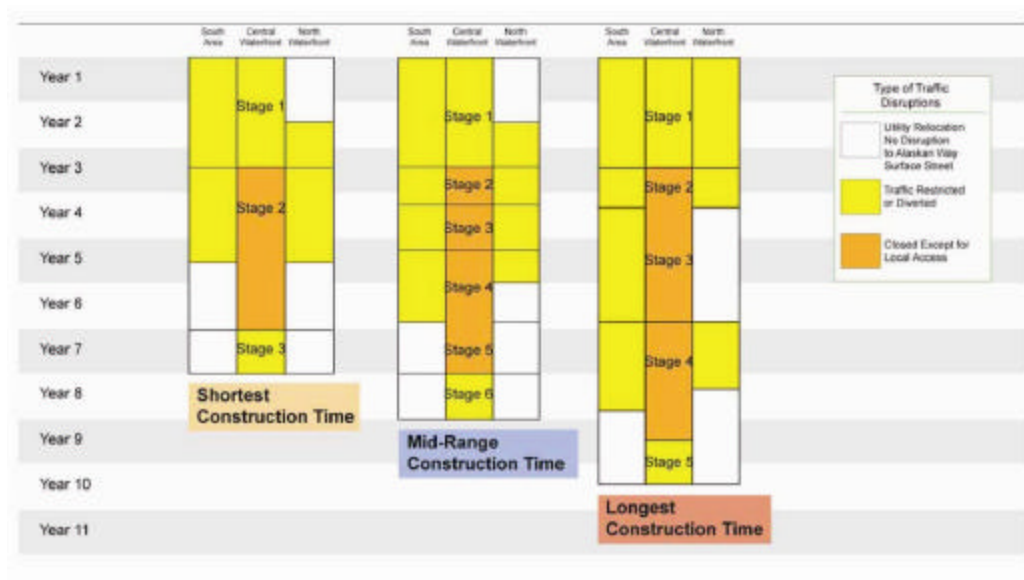
- Lowered Aurora
- Steinbrueck Park Lid detail
- Construction Closures
  - Who is affected construction mitigation
  - For how long
  - What type of impact comments (noise, access, lighting, etc.)
- SR 99 under Elliott and Western Avenues

The Final EIS includes

- Description of impacts in detail
- Refined approach to construction mitigation
- Responses to public comments
- Updates of technical appendices

## Construction Scheduling and Impacts

### Alaskan Way Segment Only : Construction Time and Related Impacts



Proponents presented construction times during June open houses to gain feedback on the community's preference. They found that the initial response without details was a preference for the shortest construction time but as they discussed the details the preference moved towards longer construction time with some accessibility. Comparing construction times, moving from the longest construction time which has less intense community impacts and higher project costs to the shortest construction time which has more intense community impacts and lower project costs. The goal is to strike the right balance between: cost, schedule and traffic impacts.

Goals for keeping people and goods moving during construction

- Give priority to transit
- Accommodate freight trips
- Provide access for trips serving major destinations
- Provide through trip options
- Manage demand by providing alternatives to single occupancy vehicles
- Provide access for waterfront businesses, residents, institutions, and construction workers
- Provide safe and secure travel around work zones

The transportation options during construction include:

1. Enhancing transit service
  - Efforts to fill up unused seats
  - running more routes and buses
2. Identifying alternate routes
  - Considering a water taxi to West Seattle if there is no monorail,
  - steering traffic at the regional level onto I-405 rather than I-5,
  - utilizing whole street grid rather than using one detour route
3. Improving street system
  - performing targeted capital improvements
  - adjusting signal systems

- utilizing parking lanes as transit priority lanes or traffic lanes
4. Managing public right of way to optimize access and mobility
  5. Reducing automobile use with incentives

The next steps include:

- |      |   |
|------|---|
| 2005 | Develop construction approach and transportation management plan and begin designing lowered Aurora             |
| 2006 | Release Supplemental Draft EIS and propose preliminary construction approach and transportation management plan |
| 2007 | Release Final EIS and begin utility work construction   |
| 2009 | Begin SR 99 construction  |

If funding for the tunnel is not available the rebuild alternative is being carried forward as an insurance policy to ensure public safety. Its cost is \$2.7 - \$3.1 billion, and has construction duration of 6 - 7 years.

Without SR 99, the region faces congestion and delay costs far greater than replacement costs. Cost of Increased Regional Congestion without SR 99 is \$3.2 billion in 20 years, \$4.4 billion in 30 years, and \$5.4 billion in 40 years.

**Commissioner Questions and Comments**

2. Asks about public relation efforts
  - Have hired new personnel for coordination of projects, transit issues, and communications effort
  - Realize we need effective marketing of alternatives, looking at San Francisco 511 system as a way to find out information, website
3. Asks that with lowering aurora and the viaduct how much of a restriction has the current battery street tunnel created to the effort,
  - When we started, we looked into it, if we could do anything, we would replace (reroute) the battery street tunnel, but it would have been a 4 billion dollar effort
4. Asks if the no-build option is being pursued in the environmental impact statement (EIS)
  - Actually there were three in the original EIS but not going back to relook at that, we covered it already
5. Asks what is in the supplement EIS
  - It was designed to cover the things that we have changed which is lowered aurora and full closure of corridor during construction
6. Has heard discussion of just tearing down the viaduct before it falls down for safety concerns
  - It is not in the plans
7. Asks what happens if there is a little earthquake, is there an interim plan before construction, to fix existing columns
8. Could patch columns, if it is a bigger earthquake, we do have an emergency transition plan to take down the viaduct if it fails. Unless the big one hits we don't think it will fail, if it will fail it will be deficient not really fall over or collapse.

9. Asks if there is any possibility of putting a temporary station on light rail coming from Ballard downtown as alternative form of transportation
  - Have not considered