Lid Case Studies

*Urban Systems*

*Minnesota Department of Transportation TAP*

Metropolitan Design Center
University of Minnesota

May 25, 2016
HIGHWAY LID CASE STUDIES

1998 - FDR Expressway - New York, NY (Deck)
1999 - Brooklyn Heights Promenade - Brooklyn, NY (Deck)
1999 - Lytle Park - Cincinnati, OH (Tunnel)
1999 - Jim Ertl Freeway Park - Seattle, WA (Tunnel)
1999 - Arlington Gateway Park - Roanoke, VA (Bridge)
1994 - Cupley Park Project - Boston, MA (Tunnel)
1995 - Anthony Davis & Lutheran Brotherhood - Monroe Island, WA (Tunnel)
1995 - Denny Smith & Imnery Hendriksen - Seattle, WA (Tunnel)
1999 - Margaret T Vance Park - Phoenix, AZ (Tunnel)
1999 - Old Edson Park - Ventura, CA (Tunnel)
2000 - Riverfront Park & Founders Bridge - Hartford, CT (Tunnel)
2004 - Millennium Park - Chicago, IL (Tunnel)
2004 - 1670 Cap at Union Station - Columbus, OH (Bridge)
2006 - South Riverside Park - Trenton, NJ (Tunnel)
2006 - 5th Street Bridge - Atlanta, GA (Sidewalk Expansion / Bridge)
2008 - Base Kennedy Greenway - Boston, MA (Tunnel)
2012 - Kylee Warren Park - Dallas, TX (Tunnel)
2012 - Terresa Park - San Diego, CA (Tunnel)
# HIGHWAY LID CASE STUDIES

## Jim Ellis Freeway Park - Seattle, WA

<table>
<thead>
<tr>
<th>Cost Breakdown</th>
<th>Expansion</th>
<th>Funding</th>
<th>Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Bridge: $55.5 million</td>
<td>1984 Test expansion linked the park with a residential neighborhood and a retirement community.</td>
<td>- $5.2 million - Federal Highway Administration and State Washington DOT funds</td>
<td>- Park is a vital addition for the residents, shoppers, downtown office workers, and visitors.</td>
</tr>
<tr>
<td>- Parking garage: $4.1 million</td>
<td></td>
<td>- $4.2 million - City of Seattle for municipal parking garage</td>
<td></td>
</tr>
<tr>
<td>- Construction: $4.67 million</td>
<td>1968 Second expansion for construction of 370,000 sq ft, conversion center - increasing length to 1550 feet.</td>
<td>- $4.1 million - King County approved forward through Park Bond, CDD funds, municipal and Interstate Highway Fund, Metro, HDB Open Space, Interstate Outdoor Recreation, and American Legion Bonding for the parks</td>
<td>Urban park that connects downtown and the university area via pedestrian and bicycle access.</td>
</tr>
<tr>
<td>- Cost of park was $414/sq. ft. when purchased in 1970</td>
<td></td>
<td>- $5 million - Private developers</td>
<td>Urban park that connects downtown and the university area via pedestrian and bicycle access.</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Ownership</th>
<th>Maintenance</th>
<th>Ventilation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Uses rights of Washington DOT</td>
<td>Seattle Dept. of Parks and Recreation</td>
<td>None</td>
</tr>
<tr>
<td></td>
<td>Owners of Park Place</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Board of the Convention Center</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Freeway Park Association</td>
<td></td>
</tr>
</tbody>
</table>

## Brooklyn Heights Promenade - Brooklyn, NY

<table>
<thead>
<tr>
<th>Cost Breakdown</th>
<th>Expansion</th>
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<th>Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>- NA</td>
<td>None</td>
<td>$11.4 million allocated to study rehabilitation alternatives for the deck</td>
<td>Through public pressure, communities can impact the design or redesign of freeways, and ultimately improve their quality of life through the public funds invested for improved transportation infrastructure.</td>
</tr>
</tbody>
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<tr>
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</tr>
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<tbody>
<tr>
<td>New York City DOT</td>
<td>NYC Parks and Rec.</td>
<td>None</td>
</tr>
</tbody>
</table>
HIGHWAY LID CASE STUDIES

Aubrey Davis Park/West I-90 Lid Park - Mercer Island, WA

<table>
<thead>
<tr>
<th>Cost Breakdown</th>
<th>Expansion</th>
<th>Funding</th>
<th>Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>1985</td>
<td>$300 Million</td>
<td>Interstate 90</td>
<td>NA</td>
</tr>
<tr>
<td>20 Acres</td>
<td>Half mile in length</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tunnel</td>
<td>$320/Sq. Ft.</td>
<td></td>
<td></td>
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</tbody>
</table>

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<thead>
<tr>
<th>Ownership</th>
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<th>Ventilation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Washington DOT</td>
<td>City of Mercer</td>
<td>The ventilation tunnel stacks are architecturally integrated into the sidewalks of the park, and the retaining walls are replicated and painted neutral beige. The lid includes 139-foot-diameter exhaust fans and 3,000 lights.</td>
</tr>
</tbody>
</table>

Leif Erikson Park – Duluth, MN

<table>
<thead>
<tr>
<th>Cost Breakdown</th>
<th>Expansion</th>
<th>Funding</th>
<th>Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>1985</td>
<td>$220 Million</td>
<td>Interstate 85</td>
<td>NA</td>
</tr>
<tr>
<td>2.5 Acres</td>
<td>3/4 Mile long</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tunnel</td>
<td>$2,020/Sq. Ft.</td>
<td></td>
<td></td>
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</tbody>
</table>

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<thead>
<tr>
<th>Ownership</th>
<th>Maintenance</th>
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<tbody>
<tr>
<td>Minnesota DOT</td>
<td>Duluth Parks and Rec</td>
<td>NA</td>
</tr>
<tr>
<td>FHWA</td>
<td></td>
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</tbody>
</table>
HIGHWAY LID CASE STUDIES

Rose Fitzgerald Kennedy Greenway - Boston, MA

<table>
<thead>
<tr>
<th>Cost Breakdown</th>
<th>Expansion</th>
<th>Funding</th>
<th>Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>$40 Million</td>
<td>1984 First expansion linked the park with a residential neighborhood and a retirement community.</td>
<td>Federal &amp; State Agencies</td>
<td>Reconnected neighborhoods; Improved accessibility to downtown (CB); 250 acres of parks and open space; Access to the river by connecting downtown financial district and East Bay with river front; Air quality improvement through reduced traffic congestion</td>
</tr>
<tr>
<td>30 Acres</td>
<td>1986 Second expansion for construction of 170,000 sq. ft. convention center; increasing length to 1500 feet.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Ownership: Massachusetts Temple Authority

The non-profit Rose Fitzgerald Kennedy Greenway Conservancy has been created jointly by the Temple Authority, the City of Boston, and the Commonwealth of Massachusetts to oversee maintenance, funding, and programming of the Greenway parks.

In 2008, the State legislature confirmed the Conservancy as the designated steward of the Rose Fitzgerald Greenway and established a 50%-50% public/private funding model that has proven successful. Today, each dollar from the state is leveraged by more than one dollar of private support.

Margaret T Hance Park - Phoenix, AZ

<table>
<thead>
<tr>
<th>Cost Breakdown</th>
<th>Expansion</th>
<th>Funding</th>
<th>Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>$105 Million</td>
<td>1980 First expansion linked the park with a residential neighborhood and a retirement community.</td>
<td>$92 million – FTA/Arts &amp; Science Foundation</td>
<td>Catalyzed for commercial and residential revitalization in surrounding area; Public support and intergovernmental collaboration key to such projects; Water proofing is a major concern; Lighting can be a potential problem when entering/exiting the tunnel; Design of Exit ramps is a major concern for this particular project; Increased public support for the park deck enabled the freeway to be built through the heart of the City; Deck has been a catalyst for commercial and residential revitalization in surrounding area; Deck has experienced some minor leakage from the pool to top; Lighting can be a potential problem when entering/exiting the tunnel; Exit ramps are too sharp and too quick in accidents occur frequently; Eyes must be carefully and appropriately selected; Due to weight limitations, special lifts are required much like a green roof</td>
</tr>
<tr>
<td>29 Acres</td>
<td>1980 Second expansion for construction of 270,000 sq. ft. convention center; increasing length to 1500 feet.</td>
<td>$5 million – City for park deck</td>
<td></td>
</tr>
</tbody>
</table>

Ownership: City rents air rights from the State

City of Phoenix

Smoke stacks
HIGHWAY LID CASE STUDIES

Klyde Warren Park - Dallas, TX

Cost Breakdown

- Total cost of construction: $106.7 million
- Cost per square foot: $471.66

Expansion

- City of Dallas (60%)
- Texas Department of Transportation
- Klyde Warren Foundation

Funding

- $20 million in highway funds from the state and federal government
- $50 million from private donations

Ownership

- City of Dallas
- Texas Department of Transportation
- Klyde Warren Foundation

Maintenance

- Woodruff Rogers Park Foundation (The primary owner/manager behind the foundation on the Real Estate Council and a host of private entities)

Benefits

- Squared in excess of $3 billion in new development
- Transformed a main highway into a neighborhood
- Impacts accessibility in and out of downtown CBE

I-670 Cap at Union Station - Columbus, OH

Cost Breakdown

- Site Acquisition Cost: $7,500,000
- Construction Costs: $1,843,000
- Soft Costs: $1,957,000
- Site Development Costs: $20,000
- Preliminary Development Costs: $20,000
- Architectural Fees: $160,000
- General Contractor: $150,000
- Construction: $360,000
- Development Fees: $20,000
- Contingency: $20,000

Funding

- Ohio Department of Transportation provided $1 million in Transportation Enhancements funds
- City Council to gain 60% of the development
- City Council to gain 10% of the net rental income

Ownership

- Continental Real Estate Companies

Maintenance

- None

Ventilation

- None
HIGHWAY LID CASE STUDIES

Luther Burbank Park Lid- Mercer Island, WA

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<tr>
<td></td>
<td>NA</td>
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</table>

- The lid complex consumes approximately one-fourth of the area of the entire project (about $22.5 million per mile).
- Mercer Island expects to spend about $1 million, approximately half from the 1985 King County open space bond tax, with the council raising the rest by repackaging existing bonds.

Ownership: Washington DOT  
Maintenance: City of Mercer
Ventilation: The ventilation tunnel systems are architecturally integrated into the design of the park, and the existing walls are sculpted and painted metal.

Benefits: - Connects communities
- Cuts noise & air pollution
- Football and soccer fields, three baseball diamonds, two outdoor basketball courts, four tennis courts that might double as skateboard areas, a sheltered picnic area, children’s play equipment, bicycle and pedestrian trails – all on 64 acres with a view of the Cascades, the Olympics and the downtown high rises of both Bellevue and Seattle.

Mount Baker Ridge Tunnels - Seattle, WA

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<tr>
<td></td>
<td>NA</td>
<td>NA</td>
<td></td>
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</table>

- $400 Million to build tunnel
- $200 Million to cover lid
- Total Distance of Cover Right of Way = 3400 ft or 0.65 Mile

Ownership: Washington DOT  
Maintenance: City of Mercer
Ventilation: Twenty-one large ventilation fans will be used in the air supply exhaust system, with an air quality maintained throughout the entire roadway.

Benefits: - Reconnect neighborhoods
- Mitigate noise
- Combat pollution
HIGHWAY LID CASE STUDIES

5th Street Bridge – Atlanta, GA

- **Cost Breakdown**
  - Bid Price: $10,165,575.00 million
  - Supplemental Cost: $380,313.00
  - Total: $10,545,888.00
  - Total construction cost: $10,117,213.00
  - Cost per square foot: $78.68 per ft²

- **Ownership**
  - Georgia DOT
  - **Maintenance**
  - NA
  - **Ventilation**
  - None

- **Benefits**
  - Connects Georgia Tech Campus and the newly developed Technology Square to the Midtown Atlanta area.
  - Acts as an inviting pedestrian connection into Georgia Tech campus.
  - Hosts activities such as pregame tailgating prior to football games.

Millenium Park – Chicago, IL

- **Cost Breakdown**
  - Parking proposes: $87.5 million / final: $87.5 million
  - Landscaping proposes: $43 million / final: $43 million
  - Construction proposes: $250 million / final: $250 million
  - Planting proposes: $5 million / final: $5 million
  - Retaining Bridge proposes: $5 million / final: $5 million
  - Parking proposes: $6 million / final: $6 million
  - Parking proposes: $6 million / final: $6 million
  - Parking proposes: $6 million / final: $6 million

- **Ownership**
  - City of Chicago
  - **Maintenance**
  - Chicago Department of Cultural Affairs
  - **Benefits**
  - Maintenance
  - Hosts workshops on the largest green roofs in the world, having been constructed on top of a railroad yard and large parking garages.
  - Millenium Park is considered one of the most challenging due to the fact that many of the large walls were located within the proposed open land use plans. To accommodate the open area, the design created an entrance between the garage roof and the park grade surface to reflect existing vents to new openings at the surface in positions that didn't interrupt the roof line.
## HIGHWAY LID CASE STUDIES

### Riverfront Plaza & Founders Bridge - Hartford, CT

**Cost Breakdown**
- $515 million for the entire I-91/I-94 Interchange Project
- $24.6 million for Riverfront Plaza

**Expansion**
- NA

**Funding**
- CT State of Connecticut Department of Transportation (CT) STP
- $26.4 Federal Highway Administration (FHWA) grants
- 1268 (239) funds ($2,900,000)
- 8% Private money through non-profit Riverfront Restoration Inc. ($500,000)

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<td>NA</td>
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- High-quality park and major city improvements
- $750M planned development projects adjacent to Plaza, including a convention center, hotel, retail, and entertainment center, science center, and 400 housing units
- Powers of public/private partnerships to serve as a catalyst for investment and redevelopment
- Turning the construction of the park deck with needed highway reconstruction created opportunity to build a high-quality park and major civic improvements
- The non-profit group Riverfront Restoration Inc., spearheaded the riverfront revitalization effort since 1984. They learned how to harness power of public/private partnerships to serve as a catalyst for investment and redevelopment.
- More than $750M in economic activity from events and attractions
- More than 300M planned development projects adjacent to Plaza, including a convention center, hotel, retail, and entertainment center, science center, and 400 housing units

### Copley Place - Boston, MA

**Cost Breakdown**
- NA

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<tbody>
<tr>
<td>NA</td>
<td>Simon Property Group</td>
<td>The ventilation system requires fans to handle as much as two million cubic feet of air per minute, via appropriate ventilation shafts and machinery room.</td>
</tr>
</tbody>
</table>
HIGHWAY LID CASE STUDIES

Arlington Gateway Park - Rosslyn, VA

<table>
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<th>Cost Breakdown</th>
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<th>Funding</th>
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</tr>
</thead>
<tbody>
<tr>
<td>$500 million for entire project ($286 million/ mile)</td>
<td>None</td>
<td>NA</td>
<td>Through public pressure, communities can impact the design or redesign of freeways, and ultimately improve their quality of life through the public funds invested for improved transportation infrastructure. In this case, the city of Rosslyn put nearly 4 more acres of park space added to the system.</td>
</tr>
</tbody>
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<tbody>
<tr>
<td>City of Arlington</td>
<td>Arlington Parks &amp; Rec</td>
<td>None</td>
</tr>
</tbody>
</table>

South River Walk Park - Trenton, NJ

<table>
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<th>Cost Breakdown</th>
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</tr>
</thead>
<tbody>
<tr>
<td>$57 million (Bridge cost only)</td>
<td>xxx</td>
<td>The NJ Route 29 project was included as part of the 1998 TEA-21 Federal Transportation bill. The contractor’s bid for the project was $57 million.</td>
<td></td>
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<table>
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<tr>
<th>Ownerships</th>
<th>Maintenance</th>
<th>Ventilation</th>
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<tbody>
<tr>
<td>Mercer County Parks Commission</td>
<td>Mercer County Parks Commission</td>
<td>Mercer County Parks Commission</td>
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## HIGHWAY LID CASE STUDIES

### Lytle Park - Cincinnati, OH

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</thead>
<tbody>
<tr>
<td>NA</td>
<td>NA</td>
<td>Primarily 90% private funds</td>
<td>Innovative freeway design solutions can minimize the negative impacts of construction and provide valuable and long-lasting urban amenities</td>
</tr>
</tbody>
</table>

### Ownership | Maintenance | Ventilation |
<table>
<thead>
<tr>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>NA</td>
<td>NA</td>
<td>No ventilation system limited to a single set of ceiling intakes in the middle of the tunnel. Exhaust is removed with fans made of simple grates in the sidewalks above.</td>
</tr>
</tbody>
</table>
Case Studies

1938 - FDR Expressway - New York, NY (Deck)
1950 - Brooklyn Height Promenade - Brooklyn, NY (Deck)
1970 - Lytle Park - Cincinnati, OH (Tunnel)
1976 - Jim Ellis Freeway Park - Seattle, WA (Tunnel)
1982 - Arlington Gateway Park - Rosslyn, VA (Bridge)
1984 - Copley Park Project - Boston, MA (Tunnel)
1985 - Aubrey Davis & Luther Burbank Lid - Mercer Island, WA (Tunnel)
1985 - Sam Smith & Jimmy Hendrix Lid - Seattle, WA (Tunnel)
1990 - Margaret T Hance Park - Phoenix, AZ (Tunnel)
1992 - Leif Erickson Park - Duluth, MN (Tunnel)
2000 - Riverfront Park & Founders Bridge - Hartford, CT (Tunnel)
2004 - Millennium Park - Chicago, IL (Tunnel)
2004 - I-670 Cap at Union Station - Columbus, OH (Bridge)
2006 - South Riverside Park - Trenton, NJ (Tunnel)
2006 - 5th Street Bridge - Atlanta, GA (Sidewalk Expansion / Bridge)
2008 - Rose Kennedy Greenway - Boston, MA (Tunnel)
2012 - Klyde Warren Park - Dallas, TX (Tunnel)
2012 - Teralta Park - San Diego, CA (Tunnel)
2014 – 520 Lids – Seattle, Washington (Cut and Cover Deck)
Seattle, Washington

**I-90 Lids** (cut-and-cover)
Mount Baker and Mercer Island

**520 Corridor Lids**
Evergreen Point Lid
84th Ave Lid
92nd Ave Lid

Freeway Park
Seattle Lid Drivers

Fostering community connections
Pedestrian access/safety
Extending existing neighborhood park space
Neighborhood traffic integration

Side effects
Minimize of traffic noise and
Minimize vehicle emissions
Existing Lid Projects

Duluth

Seattle

Dallas

Boston
Klyde Warren Park
Dallas, TX

Completed: 2012
Size: 5.2 Acres, Length: 1,045'
Cost: $471/Sq. Ft

Attributes:
- Spurred in excess of $1 billion in new development
- Reconnected districts;
- Improved accessibility in/out of downtown CBD;
- Air quality improvement

Owner:
City of Dallas
Texas DoT
Klyde Warren Foundation
I-670 at Union Station
Columbus, OH

Completed: 2004
Area: 1.12 Acres, Length: 227’
Cost: $160/Sq. Ft

Attributes:
• Mend a 40-year scar
• Composed of three separate bridges
• Provides 25,500 SF of leasable space
• The previous void caused by the highway was transformed into a seamless urban streetscape

• Owner:
  Ohio DoT
  30-year lease with an extension to 70 years
Other Lid Potential:
I-94 & Hwy 100

St. Paul - Capital Lid
Minneapolis - Nicollet Ave Lid
Edina – Grandview Lid

St. Paul - Rondo Lid
North Minneapolis - I-94 Land Bridge
MnDOT Owned Right of Way

*The Opportunity*
Develop long term land value
Develop non traditional cash flow

*Create Site Infrastructure through*
State and Local sales tax, Real Property tax and Jobs.
Minneapolis/ St Paul Region Lid Drivers

- Reconnect our communities
- Focus on health, equity and jobs
- Create a positive framework for development
- Increase density in the right places
- Make our Infrastructure Resilient
- Zero cost to the people of State of Minnesota
I-90 TOUR

HIGHWAY LIDS

1993 Lid Construction

Highway Runs Under This Deck

Noise is Almost Non-Existent

Seattle Field Research | Metropolitan Design Center | University of Minnesota
520 TOUR
HIGHWAY LIDS

Parking Lot
Highway Overlook

Pavilion / Rest Area

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FREeway PARK

SETTling the Precedent

JIM ELLIS FREeway PARK

- Built in 1976
- Designed by Lawrence Halprin
- Park is a value addition for the residents, shoppers, downtown office workers, and visitors.
- Municipal parking garage benefits from its link with the park as well as to the re-establishment of pedestrian access between First Hill and downtown.
- The park provides a passive space for residents, shoppers, downtown office workers, and visitors to enjoy while adding value to the Park Place building, which ultimately increases property tax revenues.
- Was the first project in the United States whose merits convinced city, state, and federal agencies plus private developers to convert freeway airspace to an open oasis that is usable for its citizens.
- Located between 6th and 9th Avenues, Freeway Park is bounded on the north by Union and on the south by Spring Street.
- To the east is First Hill; to the west the park overlooks Seattle's financial center. Freeway Park provides a space where residents, shoppers, downtown office workers, hotel visitors and the whole array of people from all backgrounds who make up the downtown population may come together to enjoy the

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SCULPTURE PARK

- Used creative design to draw funding and cut costs:
  - Pre-cast concrete slabs were designed to cut costs, allow mechanically stabilized earth to fill site, and created a footing drain at the base for stormwater drainage.
  - Designed supporting structure at edge of park to double as the seawall support structure.
  - The seawall was planned for development to improve earthquake and storm surge code.
  - USFWS worked with designers and engineers to create a new seawall that would also work with the supporting wall of the Sculpture Parks edge.
  - These federal funds were added to the park's budget.
- Pedestrian bridge over Elliot Street is considered a “SkyWalk”.
- Special permitting was needed to construct the bridge.
- Rail bridge had to conform to rail authority code and designed in a way that could be easily disassembled if necessary.
  - It was easier to work with the rail authority on the bridge than it was working with the City on the SkyWalk.

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SCULPTURE PARK

Inbay Habitat

Seawall Promenade

Salmon Highway

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SCULPTURE PARK
LID/BRIDGE/PARK

太原街人行“SkyWalk”

Pavilion

事件堂

通道至大型
雕塑区

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