Form revised: February 26, 2014

## FISCAL NOTE FOR NON-CAPITAL PROJECTS

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#### Legislation Title:

AN ORDINANCE relating to City-owned property under the jurisdiction of the Office of Housing, located in Ladd's First Addition to South Seattle, lying east of and immediately adjacent to Airport Way South; transferring jurisdiction of portions of Lots 9-16, Block 7 and portions of Lots 7-12, Block 10 to the Department of Finance and Administrative Services; transferring jurisdiction of portions of Lots 6-10, Block 11, to the Seattle Department of Transportation for street purposes; and laying off, opening, widening, extending, and establishing a portion of Airport Way South.

#### Summary of the Legislation:

This legislation authorizes the transfer of jurisdiction of two City-owned parcels from the Office Housing (OH) to the Department of Finance and Administrative Services (FAS) and to the Seattle Department of Transportation (SDOT). The properties are adjacent to Airport Way South, lying south of South Genesee Street and north of South Alaska Street. FAS will use the property lying north of South Snoqualmie Street to support operations. The property south of South Snoqualmie Street is transferred to SDOT for street purposes. Section 2 of the proposed legislation lays off and establishes the SDOT portion as part of Airport Way South.

#### Background:

The City of Seattle acquired the property in 1968 through condemnation of property for the South Seattle Redevelopment Project. The property was accepted by the City under Ordinance 96625. Portions of the original acquisition were transferred to SDOT's predecessor, the Engineering Department, through Ordinance 98257 to widen Airport Way South. The remainder of the property was transferred to the Department of Housing and Human Services through Ordinance 115958 in 1991. The Department of Housing and Human Services was subsequently reorganized, and the property was assigned to OH. Due to the unsuitability of the parcel for housing development, OH has declared this property excess to its needs.

In accordance with the City Resolution 29799, FAS has prepared and published a Preliminary recommendation report for this property (see Attachment 2). FAS recommends that the north portion of the property be transferred to FAS in order to support operations at the SDOT Sign Manufacturing Shop. The south portion of the property should be transferred to the Seattle Department of Transportation and laid off, opened and established as street right-of-way.

This legislation will allow FAS will take jurisdiction over the section of parcel north of South Snoqualmie Street and utilize it to support operations at the SDOT Sign Manufacturing Shop. SDOT will take jurisdiction over the section of the parcel south of South Snoqualmie Street which is to be laid off, opened, widened, extended and established for street right-of-way.

Please check one of the following:

#### \_\_\_\_ This legislation does not have any financial implications.

\_\_\_\_ This legislation has financial implications.

#### **Other Implications:**

a) Does the legislation have indirect financial implications, or long-term implications? An internal transfer of jurisdiction over the property has no direct financial implications. The original acquisition of the property included funds related to an Urban Renewal Project under Federal Housing and Urban Development and if upon future disposition of the property, a portion of any proceeds relating to this transaction would be directed to the CBDG general account.

The City will be able to use the property for existing operations including parking and storage. Acquiring the Burlington Northern Santa Fe's (BNSF) railroad right of way which bisects the City's property would create a larger more contiguous and useable property. The City is in discussions with BNSF and may submit a future funding request through the budget process to authorize funds for purchasing the railroad right of way.

#### b) What is the financial cost of not implementing the legislation?

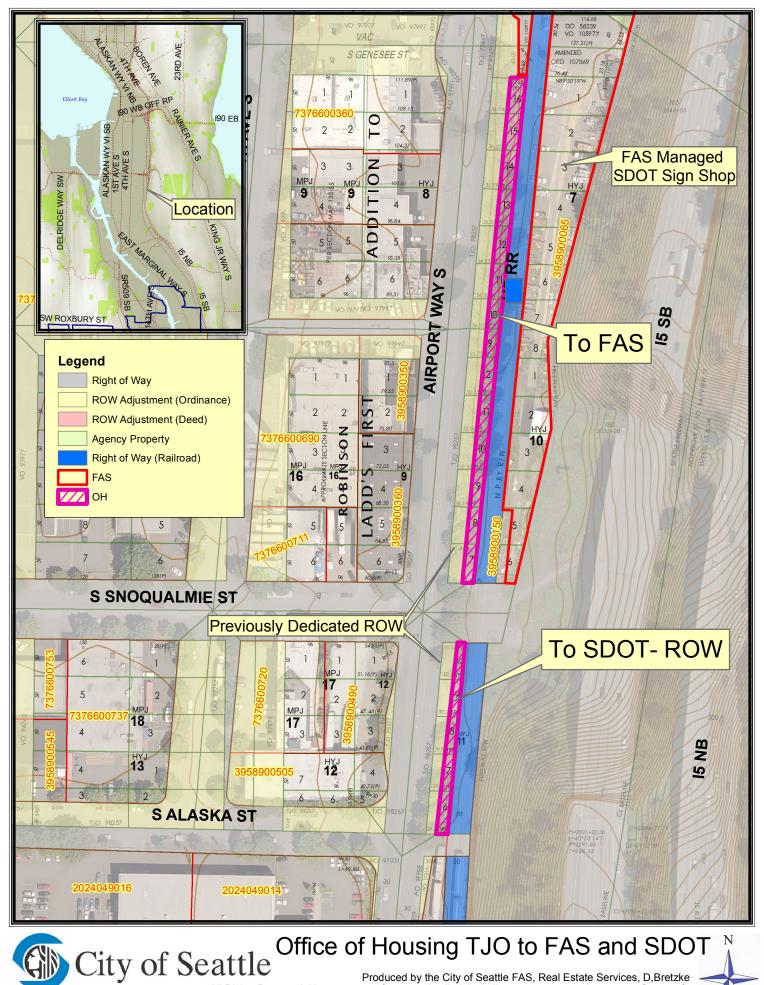
The transfer of jurisdiction will allow existing City property to become a usable asset for FAS and SDOT at no cost. If the property is not transferred other properties would need to be obtained at a cost to serve these same functions.

- c) Does this legislation affect any departments besides the originating department? Yes. The Office of Housing, Department of Finance and Administrative Services, and Seattle Department of Transportation are affected. All three departments have collaborated on this legislation.
- d) What are the possible alternatives to the legislation that could achieve the same or similar objectives? None
- e) Is a public hearing required for this legislation? No
- f) Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation? No

- **g) Does this legislation affect a piece of property?** Yes. Refer to Attachment 1 and Attachment 2 of the Fiscal Note.
- h) Other Issues: None

#### List attachments to the fiscal note below:

Attachment 1: Map of property Attachment 2: Preliminary Recommendations Report



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# 2013

# **PRELIMINARY REPORT**AND RECOMMENDATION FOR THE DISPOSITION OF **PMA NO. 1477 – Sliver adjacent to Airport Way South**



Prepared for Seattle Office of Housing By: R Gholaghong City of Seattle / Finance and Administrative Services 4/4/2013

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# PRELIMINARY RECOMMENDATION REPORT

REUSE AND DISPOSAL OF EXCESS PROPERTY

# PMA No. 1477, Sliver Adjacent to Airport Way South

#### Introduction

Resolution 29799 directs that the Executive is to make its recommendations on the reuse or disposal of excess property on a case by case basis, using *the Procedures for Evaluation of the Reuse and Disposal of the City's Real Property* ("the Procedures") adopted by that resolution, and as later amended by Resolution 30862. The Resolution also identifies guidelines that are to be considered in making a recommendation.

Consistent with the Procedures, this Preliminary Report was prepared by the Department of Finance and Administrative Services (FAS) on behalf of the Seattle Office of Housing (OH). OH recommends transferring jurisdiction of the property known as Property Management Area (PMA) No. 1477 in two parts – the northern portion to FAS, and the southern portion to Seattle Department of Transportation. The tax parcel number of the Subject Property is 395890-0230.

#### BACKGROUND INFORMATION

<u>Legal Description</u>: The short legal description for Property Management Area (PMA) 1477 is: Parcel number 395890-0230, a **Portion of Lots 9 – 16, Block 7 and Portion of Lots 7 – 12, Block 10 and Portion of Lots 6 – 10, Block 11, Ladd's First Addition to South Settle.** For the full legal description go to the Section titled Legal Description. The property location is within the Southeast Quarter of Section 17, Township 24, Range 4, WM.

#### Physical Description and Related Factors:

For purposes of this report the subject will be referred to as "PMA No. 1477" or the "Subject Property". PMA No. 1477 consists of a long level narrow lot, roughly rectangular in shape, running north and south, between Airport Way South, and the Burlington Northern Santa Fe (BNSF) Railroad Right of Way, bounded by South Industrial Way on the north and South Alaska Street on the South. South Snoqualmie Street bisects the property near the southern boundary. At its widest, the parcel measures approximately 20 feet wide at the north end and gradually tapers to roughly 15 feet wide at its narrowest on the south section. Trees have been planted along this strip, are well established and in some sections form a canopy with trees on the adjacent planting strip along Airport Way South.

#### **GUIDELINE A: CONSISTENCY**

The analysis should consider the purpose for which the property was originally acquired, funding sources used to acquire the property, terms and conditions of original acquisition, the title or deed conveying the property, or any other contract or instrument by which the City is bound or to which the property is subject, and City, state or federal ordinances, statues and regulations.

The Subject Property was acquired as a larger parcel through condemnation for the South Seattle Redevelopment Project, an Urban Renewal project of the 1960's. Ordinance 96625 accepted the condemnation awards and deeds in 1968. This original acquisition was for street purposes. A portion of the original acquisition was transferred to the Engineering Department (now Seattle Department of Transportation) by Ordinance 98257 in order to widen Airport Way South. Jurisdiction over the remaining

property not used to widen Airport Way South, as well as a number of redevelopment parcels, was assigned to the former Department of Community Development. Multiple reorganizations later, PMA 1477 is the last remnant of this Urban Renewal Project, and is under the jurisdiction of the Office of Housing.

If PMA 1477 were disposed of through sale, proceeds would be deposited in the CDBG Main Fund – 17810.

#### **GUIDELINE B: COMPATIBILITY AND SUITABILITY**

The recommendation should reflect an assessment of the potential for use of the property in support of adopted Neighborhood Plans; as or in support of low-income housing and/or affordable housing;, in support of economic development;, for park or open space; in support of Sound Transit Link Light Rail station area development; as or in support of child care facilities, and in support of other priorities reflected in adopted City policies.

#### Context.

PMA No. 1477 is located within the southeast quadrant of the South of Downtown Seattle (SODO) planning area which contains most of the Duwamish Manufacturing /Industrial Center (M&IC). This is one of Seattle's two designated M&IC areas. This planning area extends from Jackson Street on the north to Dawson Street on the south, and is bounded by Puget Sound and the Duwamish River on the west and I-5 on the east. The SODO area contains the majority of the City's industrial land base and associated industrial related employment. There are also some offices, retail and entertainment uses including two major sports stadiums. The area is also a transportation hub with a major north-south track corridor serving freight and passenger rail service. A number of railroad spur lines and 'orphan' tracks which have limited or no use.

SODO also serves as a regional shipping hub with the confluence of freeway, freight-lines and Port of Seattle terminals, enabling goods to be transported via truck, rail and water routes north, south, east and west. City-designated major truck streets and container ports on the Duwamish and Puget Sound waterways providing for transport of goods and services. This infrastructure also supports the areas manufacturing and warehouse base.

A LINK Light Rail station is located on South Lander Street on the east side of the King County Metro Bus way and provides transportation from SeaTac airport to the downtown core of Seattle. This is one of several transportation options available to workers and travelers. The eastern half of the SODO area is served by major bus routes and the area accommodates the majority of travel between the Downtown City core and points further south.

The area of SODO continues to expand in terms of new construction and infrastructure. In northwest SODO, the above-ground viaduct is being replaced with an underground tunnel which could, conceivable, allow expansion of surface thoroughfares. There may be a new stadium constructed in the area. Issues of east-west freight corridor and improving the flow between the Port of Seattle and rail and highway shipping continues to be evaluated.

The Subject Property is surrounded by a number of municipal properties, City and State owned of varying usage. The subject property's close proximity to PMA No. 139 may offer an opportunity to enhance or expand use capacity on that property, which is further discussed under <u>highest and best use</u>.

Property	Size	Description / Use	Proximity to PMA 1477 (approximate)
PMA No. 139 SDOT Sign Manufacturing Shop (Sunny Jim)	190,349 sq ft	Maintenance facility under the jurisdiction of FAS	30 feet east
PMA No. 590 Beacon Hill Transmission Line/ROW	6,814,269 sq ft	Transmission line corridor/right of way under the jurisdiction of SCL	182 feet north
PMA No. 3925 E Duwamish Greenspace	259,498 sq ft	Green space under the jurisdiction of DPR	462 feet east
PMA No. 418 Maple Wood Play Field	687,147 sq ft	Fully utilized recreational use facility under the jurisdiction of DPR	800 feet southeast

## A map of City Owned Properties within the immediate area is located on page 14.

#### Range of Options.

Excess property is defined as "real property that the Jurisdictional Department has formally determined it no longer needs for the Department's current or future use." Guiding principles for the reuse and disposal of excess real property states that "it is the intent of the City to strategically utilize real property in order to further the City's goals and to avoid holding properties without an adopted municipal purpose."

The Office of Housing has determined that it does not need the subject property for any use. Options for disposition of this Subject Property include A) retention by the City for a public purpose, B) negotiated sale with a motivated purchaser, or C) sale by competitive process. The following will explore City disposition options in greater detail:

- A) Retention by the City. Other City Departments and Governmental agencies were notified that the excess property was available in November 2012. FAS expressed an interest in the northern portion of the subject parcel to support operations at neighboring PMA No. 139, while the southern portion is better utilized as right-of-way. SDOT is willing to take this southern portion as right-of-way.
- **B)** Negotiated Sale: A negotiated sale is typically recommended when the selection of a particular purchaser has specific benefits to the City, or when the parcel has limited development potential or use except to an adjacent property owner. No non-City adjacent property owner has expressed an interest in purchasing this property.
- *C)* Sale by Competitive Process: Selling PMA No. 1477 through a public bid offering or similar competitive process would not be effective given the extremely limited configuration of the property.

#### **GUIDELINE C: OTHER FACTORS**

The recommendation should consider the highest and best use of the property, compatibility of the proposed use with the physical characteristics of the property and with surrounding uses, timing and term of the proposed use, appropriateness of the consideration to be received, unique attributes that make the property hard to replace, potential for consolidation with adjacent public property to accomplish future goals and objectives, conditions in the real estate market, and known environmental factors that make affect the value of the property.

#### Highest and Best Use:

The concept of Highest and Best Use of a property is a key principle employed in real estate appraisal. The Highest and Best Use is generally defined as the reasonably probable and legal use that produces the highest property value. To be considered as the Highest and Best Use of a property, any potential use must pass a series of tests. The use must be:

•	Legally permissible	Physically possible
•	Financially feasible	<ul> <li>Maximally productive</li> </ul>

Typically in an analysis of *highest and best use,* two methods are used to determine a properties potential value. One bases the use as if the property is vacant, and assumes the site to be vacant and available for development. The other method is to analysis the property as improved, which takes into account improvements as they exist on the property.

**Legally Permissible Use**: What uses are permitted by zoning, deed or other similar restrictions? Zoning for the subject property is IG2 U/85 which allows general and heavy manufacturing, commercial uses subject to some limits, high impact uses as a conditional use, institutional uses in existing buildings, entertainment uses, transportation and utility services, and salvage and recycling uses. Retail, office, entertainment, research and development, and institution uses are limited to a maximum height of 85'. Residential uses are prohibited in all industrial zones with the exception of caretaker's quarters and artist studio/dwellings in structures existing prior to October 1987, and subject to conditional use approval.

**Physically Possible Use:** To what use is it physically possible to put the site in question? The size and dimensions of the subject parcel makes development as a stand-alone property unlikely. The majority of the property is sandwiched between Airport Way South and a section of BNSF railroad right of way along its entire length along the western boundary. Running parallel to, and east of the railroad right of way is PMA No. 139, a fully utilized City property. A section of this PMA abuts the subject property at its north end. The City could request an access easement across the railroad right of way and/or pursue acquisition of the railroad right-of-way; this would enhance access to and from the Subject Property for auxiliary parking and storage at PMA No. 139.

**Financially Feasible Use:** What possible and permissible uses will produce the required net rate of return on the investment and provide the requisite return on the land? The value of Industrial use zoned property varies greatly depending on location and development density allowed. The Subject Property has development constraints and lack of functional use. That and its distance from the downtown core are factors which inhibit development and lower the price potential if sold on the open market. Due to limitations of size, configuration and placement, the Subject Property has few financially feasible uses as a stand-alone property as zoned. The current site could accommodate income producing uses which are temporary and do not require a large footprint such as a billboard advertising site under Seattle Municipal Code 23.55.036 and 23.55.014 if sold on the market. The presence of an established tree canopy could be an obstacle for some uses.

**Maximally Productive Use:** Among the financially feasible uses, what use produces the highest residual land value consistent with the rate of return by the market for that use, or, what use results in the highest value?

Consolidating ownership with the City's holding east of PMA 1477, subject to future City acquisition of the BNSF railroad right-of-way, would be expected to produce the maximally productive use. Other possible uses are parking or by BSNF as a rail yard.

The highest and best use for this property would be for assemblage with the adjacent City property, PMA #139 - SDOT Sign Manufacturing Shop.

#### Compatibility with the physical characteristics:

Consolidating PMA No. 1477 with adjacent City property PMA No. 139 is consistent with the physical characteristics of the subject property because the irregular dimensions of PMA No.1477 make it infeasible to develop the property on its own. FAS will explore the feasibility of acquiring the railroad right-of-way from Burlington Northern Santa Fe. The south portion of the property is suitable for future right-of-way expansion as part of Airport Way South.

#### Compatibility with surrounding uses:

The Subject Property lies between the street and railroad rights of way and is indistinguishable from either as a distinctive property. Landscaping in the form of street trees offers some visual distinction. A portion of the Subject Property is disconnected from the main body by South Snoqualmie Street.

#### Timing and Term of Proposed Use:

Transferring jurisdiction of the Subject Property in two parts will have little immediate physical impact on the property and the surrounding neighborhood. Over time, FAS may seek to acquire the unused or underutilized railroad right-of-way, enabling future redevelopment of the SDOT Sign Manufacturing Shop. SDOT will have the capacity to widen Airport Way South at a future date, if needed, since the land will be laid off as right-of-way.

#### Appropriateness of the consideration:

There is no consideration needed with an interdepartmental transfer of jurisdiction based on the Law Department's preliminary review of the property history.

#### Unique Attributes:

The extremely narrow dimensions of the Subject Property are its major attribute, making it infeasible to develop on a stand-alone basis.

#### Potential for Consolidation with adjacent public property:

The Subject Property is located between street and railroad right of way. FAS was advised that the railroad is functioning and there are no near future plans for BNSF to abandon this section of track. However, if BNSF is willing to grant passage across their tracks north of S Snoqualmie St this parcel could be used in tangent with neighboring PMA No. 139. The section of the parcel south of South Snoqualmie Street should be transferred to Seattle Department of Transportation and utilized as right of way.

#### Conditions in the real estate market:

The real estate market had taken a significant downturn over the past four years on both the national and local markets. This can be attributed to a weakening global and domestic economy, an increase in

unemployment, the cost of fuel, and a glut of distressed properties on the market, all which contribute to a slump in the real estate market and property values. On a macro level the global economy is still precarious with continuing economic problems in Europe, regional instability and a weakened Asian market. These factors suppress full global economic recovery fueling speculation of domestic stagnation. National trends for the housing industry are generally favorable.

Recent trends in the Puget Sound Region indicate that the area has weathered the economic downturn well. Seattle is considered one of the top five housing markets nationwide. The region experienced the most deleterious effects later than other parts of the country and appears to be rebounding earlier than many, thus narrowing the period of economic malaise. With a broadening employment base, expected long-term activity from local major employers such as Boeing and Amazon, and an improving local housing market, the outlook for the region appears comparatively strong.

#### Known environmental factors:

A check of State Environmental Protection sites which inventory and monitor properties that are contaminated, or suspected to be contaminated did not identify PMA No. 1477 as a site of concern. PMA No. 139 does contain a confirmed contaminated site that has undergone extensive study. Although there is some known contamination at the north/south end of PMA No. 139, there is no record of environmental issues on this property.

It should be noted that there are clusters of contaminated sites west of Airport Way South which is not unusual given the heavily industrial nature of the area. East of the Subject Property and adjacent PMA No. 139 and Interstate 5 are areas which have potential slide issues and existing wetlands. None of these is on or close enough to PMA No. 1477 to affect it.

An inquiry received from a neighboring property regarding site contamination is addressed in the Public Involvement Section below.

#### **GUIDELINE D: SALE**

The recommendation should evaluate the potential for selling the property to non-City public entities and to members of the general public.

The property does not have any apparent utility to non-City public agencies or groups and to the general public. BNSF did not indicate any interest in acquiring the property.

#### PUBLIC INVOLVEMENT

FAS mailed 109 <u>neighborhood fliers</u> to addresses within a 1,000 foot radius of the Subject Property on February 7, 2013. Recipients were given 30 days to respond or comment. FAS received two comments on the initial mailing. One commenter suggested that the property be turned into a P-Patch or pocket park with a locally produced art feature. Another commenter from a property across Airport Way South at the north end of PMA No. 1477 raised concerns regarding environmental issues on PMA No. 139 and that there was hazardous material migrating onto his property. FAS was unable to find any report documenting migration of hazardous materials. The property owner expressed no specific concerns regarding PMA No. 1477.

#### **RECOMMENDATION**

FAS supports the Office of Housing recommendation that the north portion of the property be transferred to FAS to support operations at PMA No. 139, SDOT Sign Manufacturing Shop. The south portion of the property should be transferred to the Seattle Department of Transportation and laid off, opened and established as street right-of-way.

#### THRESHOLD DETERMINATION

The Disposition Procedures provide that FAS assesses the complexity of the issues on each excess property following the initial round of public involvement. The purpose of this analysis is to structure the extent of additional public input that should be obtained prior to forwarding a recommendation to the City Council. The Property Threshold Determination Form prepared for PMA No. 1477 is on page 10 of this report. Based on total points awarded on the <u>PROPERTY REVIEW PROCESS DETERMINATION FORM</u> and initial public comment this is a "Simple Disposition". While no more extensive public input is required, FAS will keep interested parties informed throughout the decision-making process.

#### NEXT STEPS

FAS will provide a copy of this Preliminary Report to the Real Estate Oversight Committee (REOC), to all City Departments and Public Agencies that expressed an interest in the Excess Property, as well as members of the public who responded to the Initial Public Notice or subsequent information on behalf of the Office of Housing. Comments on the Preliminary Report will be considered and compiled for 30 days after mailing. FAS will also post a large public notice sign visible on street frontage near the Excess Property and viewable by drivers and walkers. The sign will list the recommendation and advise readers how to provide comments or obtain additional information.

A copy of the Preliminary Report will accompany any legislation necessary to implement the recommendation for the excess property. FAS will continue to take public comment, and share that information with the City Council, until the Council holds the public hearing and votes on the legislation.

#### PROPERTY REVIEW PROCESS DETERMINATION FORM Property Name: Sliver adjacent to Airport Way S Address: Between South Industrial Way and S Alaska St adjacent to Airport Way S PMA ID: 1477 King County Tax Parcel: 395890-0230 Department: Office of Housing Current Use: Vacant Area: 12,730 (Sq. Ft.)/ .29 Acres Zoning: IG2 U/85 Assessed Value: \$394,600 (2013 tax assessment) Est. Value: N/A PROPOSED USES AND RECOMMENDED USE **Proposed Use:** Department/Governmental Agencies: Use the northern portion to augment PMA No. 139 Finance and Administrative Services Seattle Department of Transportation Use the southern portion as Right-of-Way for future street improvements. Other Parties wishing to acquire: None Proposed Use: N/A **RES'S RECOMMENDED USE**: Transfer jurisdiction over the northern section to the Department of Finance and Administrative Services and the southern section to Seattle Department of Transportation **PROPERTY REVIEW PROCESS DETERMINATION** (circle appropriate response) 15 1.) Is more than one City dept/Public Agency wishing to acquire? No / Yes 2.) Are there any pending community proposals for Reuse/ Disposal? 15 No/ Yes 3.) Have citizens, community groups and/or other interested parties contacted the City regarding 15 No / Yes any of the proposed options? 4.) Will consideration be other than cash? 10 No / Yes 5.) Is Sale or Trade to a private party being recommended? 25 No / Yes 6.) Will the proposed use require changes in zoning/other regulations? 20 No /Yes 10 7.) Is the estimated Fair Market Value between \$250,000-\$1,000,000? No/ Yes 8.) Is the estimated Fair Market Value over \$1,000,000? 45 No/ Yes 25 Total Number of Points Awarded for "Yes" Responses: Property Classification for purposes of Disposal review: Simple / Complex (circle one) (a score of 45+ points results in a "Complex" classification) Signature: Richard Gholaghong Department: Finance and Administrative Services Date: April 3, 2013

# **Site Pictures**



View from South Snoqualmie Street facing north.



Facing north from the south near the intersection of South Snoqualmie Street. The fenced area is the western boundary of PMA No. 139.



View of PMA No. 139, City owned property at the north end of the Subject Property.



North end of PMA No. 1477. The railroad track terminate at the cross street.



North end of PMA No. 1477 at the entrance to PMA No. 139 (Sunny Jim) off Airport Way South. The railroad tracks end at the pavement.



Cars parked on the southern section of PMA No. 1477, south of South Snoqualmie Street



Parking at the south end of PMA No. 1477. This is the section that will be transferred to SDOT.



This flag and track block appear to be the extent north of track usage. It is located on the southern 3<sup>rd</sup> of the northern portion of PMA No. 1477.



A portion of track north of South Snoqualmie Street is a railroad switch turnout.

0

90 180

360

# **Property Map**

City of Seattle PMA No. 1477 - Sliver Adjacent to Airport Way S S Φ STRUE AND FWV ALL DE Fwy 49 40 S Oregon St Airport Way S PMA No. 1477 - This portion will be transferred to FAS SSnoqualmie Si PMA No. 1477 - This portion will be transferred to SDOT S Alaska St Legend PMA No. 1477 - This portion will be transferred to SDOT PMA No. 1477 - This portion will be transferred to FAS Parcels Feet

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RJ Gholaghong/Dept of Finance and Administrative Services March 2013 - No guarantee of any sort is implied, including accuracy, completeness, or fittness for use.

#### **Neighborhood Flier**

