

PRELIMINARY REPORT AND RECOMMENDATION FOR PMA NO. 1594 – Yakima Avenue South



Department of Finance and
Administrative Services
City of Seattle
6/1/2017

PRELIMINARY RECOMMENDATION REPORT
REUSE AND DISPOSAL OF EXCESS PROPERTY

PMA No. 1594, Yakima Street Property

Purpose of Preliminary Report

In response to a City Jurisdictional Department identifying a property as “Excess” to their needs, the Real Estate Services (RES) section of the Department of Finance and Administrative Services (FAS) initiates a process to review and evaluate various options for the property. RES prepares a report titled “Preliminary Recommendation Report on the Reuse and Disposal of Excess Property”, which documents that analysis and recommendations. This report is prepared in accordance with City of Seattle Council Resolution 29799, as modified by Resolution 30862.

Executive Recommendation

FAS recommends that the City Council authorize the Office of Housing to solicit development proposals for affordable homeownership opportunities. This recommendation is consistent with the Housing Affordability and Livability Agenda’s (HALA) recommendations regarding both publicly owned property, and affordable homeownership.

BACKGROUND INFORMATION

Physical Description and Related Factors: PMA No. 1594 consists of seven platted lots, oriented east and west, fronting onto Yakima Avenue South on the western boundary. Six parcels measure approximately 2,400 Sq Ft, and the seventh lot totals 1,920 Sq Ft. South Irving Street intersects Yakima Avenue South near the southwest corner of the site, where a moderately steep walkway runs east and west in the unopened right-of-way of South Irving Street, providing pedestrians access to 30th Avenue South.

Reuse or Disposal Options Evaluation Guidelines

City of Seattle Resolution 29799, Section 1, requires the Executive to make its recommendation for the reuse or disposal of any property that is not needed by a Department using the following guidelines.

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, statutes and regulations.

Purpose originally acquired: Ordinance 92971 approved the acquisition of PMA 1594 in 1964. It was purchased from King County as a tax-acquired property to protect certain assessment liens and for possible future use in connection with a “proposed Lake Washington Bridge” (Interstate 90).

Funding Sources: Acquisition funds were taken from the Tax Property Sales Fund. In 1981, land held by the Tax Property Sales Fund was transferred to the LID Guaranty Fund (Ordinance 110170). Cash balances, including cash on hand and receivables were transferred to the General Fund.

Deed, title, and contract Restrictions:

- The City of Seattle incurs costs associated with the disposition process including staff time, consultant costs, public notice expenses and real estate transactions costs. FAS would be reimbursed for certain expenses incurred in the sale of the property.
- The property may be subject to proposed review of zoning designation. The current zoning is LR1 and may be subjected to the proposed MHA zoning and development regulation changes.
- The Seattle Comprehensive plan includes goals and policies in regard to housing which encourages growth in the urban centers. This property is not located in an urban center nor a residential urban village.

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.

Neighborhood Plans: PMA 1594 is in the far southeast corner of the Central Area Neighborhood Planning Area near the Judkins Park and Leschi Neighborhoods. This area is outside the designated urban village boundaries identified in the Central Area Action Plan (CAAP) in 1998. The CAAP has few, if any, recommendations for this corner of the planning area.

Housing

In 2015, the Housing Affordability and Livability Agenda (HALA) Advisory Committee issued a report with 65 recommendations, including a strong endorsement of prioritizing publicly owned property for affordable housing. The recommendation included two components: (1) a mandate that properties suitable for housing development be sold or leased at below market value for the development of affordable housing; and (2) a policy to invest the proceeds from properties not suitable for housing development into affordable housing at other locations.

In addition, HALA recommended a number of strategies to specifically promote affordable homeownership, including permanently affordable or resale-restricted homeownership, as well as integrating affordable homeownership into the City's surplus property strategies.

Based on both initial OH staff assessments and later through a Request for Interest (RFI) from potential developers of affordable homeownership units, this property is suitable for the development of seven to nine homes, a scale that lends itself well to the development of homeownership.

Supporting the development of affordable homeownership has long been a City strategy to promote social justice and help reverse racial and wealth inequities caused by decades of discriminatory real estate and lending practices. However, this strategy has become increasingly difficult to implement as home values rise. Seattle's median single-family home value, for the first three months of 2017 comes in at just under \$655K. Even with increased financial support from the expanded housing Levy, buyer-driven affordable homeownership programs will continue to be challenged by inadequate supply, rising prices and the intense competition that prospective low-income buyers face from market rate buyers.

In this context, public property offers a unique opportunity to increase the supply of affordable homes, eliminate competition from market rate buyers, and help close the subsidy gap to create affordable homes. In addition, this development offers a potential opportunity for creative partnerships between affordable homeownership organizations and private developers.

Economic development

The residential zoning classification of PMA 1594 limits potential use for economic development purposes, and would be incompatible with the community’s desire to focus commercial development along major arterials in the Central Area. Construction of up to 9 new homes will generate economic activity, and the property will likely be in private hands, generating property tax revenues.

Park or open space

Several properties within one-half mile of PMA 1594 provide passive and active park and open space opportunities. The subject property is undeveloped. Some of the existing trees are in poor condition (See section on environmental characteristics, below).

Nearby City owned property: The following table shows nearby City owned property.

Property	Description / Use	Location relative to PMA 1594 (approximate)	Area (estimate)
Parcel at 1323 29 th Ave S	Vacant Lot / None	1 block west	4,000 sq. feet
Sam Smith Park	Park / Open Space	100 feet south	21 acres
Mt. Baker Ridge Viewpoint	Park / Open Space	580 feet southeast	5,044 sq. feet
E Portal Viewpoint	Park/Viewpoint	1,470 feet east	7.3 acres
Blue Dog Pond/Off-Leash	Park / Open Space	531 feet southwest	1.7 acres
Jimi Hendrix Park	Park / Open Space	1,700 feet southwest	2.3 acres
Bradner Gardens Park	Garden/P-patch	1,400 feet south	1.5 acres
Judkins Park/Playfield	Park/Open Space	2,220 feet west	18.5 acres
Central Area Senior Center	Community Facility	2,174 feet north	1.3 acres

A proposal to create an edible food forest, known as the Leschi Food Forest, was generated in 2013. The proposal would include planting new edible yielding trees, shrubs and berry patches; a managed bee population, and a children’s p-patch. This proposal generated over 130 responses via a change.org petition in 2013. No further contact has been tracked since April, 2014, when FAS advised the proponent that Office of Housing was analyzing the suitability of the site for housing development. Given the community petition for a food forest, Seattle Parks and Recreation and the Department of Neighborhoods, who manages the P-Patch program, were asked to review their interest in the property, and these departments reiterated their lack of interest in taking jurisdiction of the property.

Sound Transit Link Light Rail station area development

A new Sound Transit light rail station will be located in the middle of I-90, between Rainier Avenue and 23rd Avenue South. The site was not identified specifically for station area development. The station will be an amenity for the residential community, providing improved transportation access.

Child care facilities

City staff in the Human Services Department did not favor the site for a potential childcare location.

Other Agencies Uses

No non-City public agencies responded to the excess property notice.

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 may affect the value of the property.

Highest and Best Use

The Highest and Best Use is generally defined as the reasonably probable and legal use that produces the highest property value. The highest and best use is determined by evaluating potential uses as follows:

Legally Permissible Use: Zoning for the subject property is LR1 (Lowrise 1) which allows small scale multifamily dwelling e.g., townhouses, rowhouses and duplex/triplex apartments. Single-family residential development is permitted outright.

Physically Possible Use:

The western portion of the property is mapped as an environmental critical area (ECA) due to its moderate to steep sloping topography. A survey has been performed to show areas of 40% slopes. The ECA would result in an estimated 30% reduction in buildable lot area. Pre-design analysis performed as part of an appraisal estimated that it may be possible to develop seven residential units. If an exemption to the ECA was available, an additional two units might be feasible, for a total of nine.

Financially Feasible Use: There is demand for vacant land for a residential development of seven to 9 units. Both single family and multifamily housing are assumed to produce a positive net rate of return on the investment.

Maximally Productive Use: Seven to nine Townhouse units, assuming an ECA variance exemption was granted.

Compatibility with the physical characteristics and surrounding uses:

The property is located in the mostly residential Leschi neighborhood. The physical characteristics of the site would accommodate residential development and it would be compatible with the surrounding area. Many of the narrow originally-platted parcels on the block have been combined with neighboring parcels to accommodate larger dwellings. Multifamily housing can be found close by. A number of townhouses built in 2003 are sited one block north on Yakima Avenue S. This location is also in close proximity to numerous recreational and cultural amenities such as Sam Smith Park, Frink Park, Judkins Park and Playground, Coleman Park, Amy Yee Tennis Center, Northwest African American Museum and the Pratt Fine Arts Center to name but a few. The location is considered "Somewhat Walkable" (score of 68), "Good Transit" (score of 62) and "Very Bikeable" (score of 76) which gives residents a variety of transportation choices.

Timing and Term of Proposed Use: The proposed use for housing development would involve a Request for Proposal process in 2017, followed by selection of a developer, design, and construction. Units would likely be ready for occupancy in 2019.

Appropriateness of the consideration: A 2015 appraisal provided a range of \$1,225,000 - \$1,350,000 for the property based on the number of units allowed. OH is considering several scenarios which may include a write-down of some or all of the cost of the land depending on the public benefit to be achieved, and the level of affordability. In any case a covenant or other restrictions would be recorded against the land to ensure recourse should the selected developer fail to deliver the affordable homes for low-income buyers as proposed.

Unique Attributes: None identified.

Potential for Consolidation with adjacent public property: There are no public properties adjacent to PMA 1594.

Conditions in the real estate market:

The scarcity of undeveloped buildable land in Seattle means that property values for developable land will stay relatively strong in the long term. Trends in the immediate neighborhood support this assertion. This land would be attractive to a builder/developer who has adequate financing to develop the property.

Known environmental factors:

Topography/Geotechnical: The topography of the Subject Property is steep, with a grade change of 40 feet above street level from the southwestern corner to the northeastern corner. The change in gradient is especially steep running north to south, down the middle of all parcels. A topographic map of the site can be found on page 12. Consultant ERRG performed a site reconnaissance. They believe that the site is generally in stable condition and that proposed development will not adversely affect slope stability if geotechnical recommendations are followed. They also find that the potential for soil liquefaction during a seismic event is low, based on soil conditions. The report provides recommendations for mitigating erosion hazard if vegetation is removed from the property. They further provide recommendations for future development on the site.

Environmental Site Assessment: After completing a Phase I and II Environmental Site Assessment (ESA) in 2016/2017, consultant EHSI recommends no additional study or action at this time.

Tree Assessment: A consulting arborist identified 23 trees located on the property and the adjacent pedestrian section of S. Irving Street. A mix of Alder (1), Big Leaf Maple (11), Bitter Cherry (10) and Douglas Fir (1) are covered in English ivy, and the site is extremely overgrown with blackberries, English laurel and holly. Most of the Bitter Cherry trees are located within the right-of-way. The arborist recommended the removal of 4 trees characterized as poor. The remaining trees are characterized as Fair, with significant defects and/or signs of natural decline.

Due diligence reports are posted on the City's website at <http://www.seattle.gov/real-estate-services/property-reuse-and-disposition-overview/pma-1594>

GUIDELINE D: SALE

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

PMA 1594 was circulated to other City departments and non-City public entities in March 2013. The Office of Housing requested a hold on the property to analyze the feasibility of building affordable housing. No other departments or public agencies requested the property. After being informed of the community petition for a food forest, Seattle Parks and Recreation and the Department of Neighborhoods, who manages the P-Patch program, were asked to review their interest in the property, and these departments reiterated their lack of interest in taking jurisdiction of the property.

PUBLIC INVOLVEMENT

FAS mailed approximately 588 [neighborhood fliers](#) to addresses within a 1,000 foot radius of this and another close Subject Property in April 2013. FAS received approximately 145 comments from the initial mailing. The majority of comments received were generated through a webpage at change.org supporting re-use of the site as a *Food Forest*. Other comments emphasized keeping the site as green space for urban hiking and forestry. Several comments suggested using the site for housing and one suggested using the property for a grocery outlet. The breakdown of comments is:

- 134 Comments stated that the property should be used as a food forest or P-Patch to promote sustainable urban agriculture.
- 6 Comments supported use of the property used as a hiking trail / open space/wildlife area.
- 1 Comment noted the dearth of available food options and suggested commercial development as a grocery store.
- 3 Comments supported housing development on the site.
- 1 Comment suggested using the property for transit oriented ecologically friendly development.
- 1 Comment expressing the opinion that site was unbuildable.

Emails and letters sometimes included multiple comments from the same individuals / households. Multiple signers on the same letter have generally been counted as one.

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 Department of Finance and Administrative Services has no current or future use for PMA 1594. Options for disposition of this parcel include A) retention by the City for a public purpose, B) negotiated sale with a motivated purchaser, or C) sale by competitive process.

- A) Retention by the City:** The future availability of this property was circulated to other City Departments in March 2013. Given the community petition for a food forest, Seattle Parks and Recreation and the Department of Neighborhoods, who manages the P-Patch program, were asked to review their interest in the property, and these departments reiterated their lack of interest in taking jurisdiction of the property. The Office of Housing proposed to find a housing

developer for the property, but under this option, the property would not remain under City ownership.

- B) *Negotiated Sale:*** A negotiated sale is typically recommended when the City seeks a particular outcome, 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. OH proposes to identify a housing developer that best meets its priority goal to create a lasting community resource through the development of permanently affordable homes for ownership by low-income homeowners.
- C) *Sale by Competitive Process:*** Sale on the open market through a competitive process would bring the City the highest return on the property. The Subject Property can be developed for housing as allowed by zoning and land use code. Funds should then be invested in affordable homeownership development elsewhere.

RECOMMENDATION

FAS recommends that the property be authorized for the development of affordable housing. The Office of Housing proposes to use a Request for Proposal Process to request and evaluate development proposals based on their strength in delivering housing affordability and livability outcomes consistent with the Mayor's 10-year vision to create 50,000 new housing opportunities for residents of all incomes. At the same time, OH would make approximately \$500,000 in funding available from its Homebuyer Assistance program to support development proposals that serve low-income homeowners by the creation of resale restricted homes.

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. 1594 is on page 10 of this report. Based on the value of the property and initial public comment, this is a "Complex Disposition". As required, a draft Public Involvement Plan accompanies this report.

NEXT STEPS

FAS will provide a copy of this Preliminary Report to 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 contacts. FAS will send a renotification flyer to neighbors within the initial radius search because of the length of time elapsed since the first mailing as well as members of the Seattle Excess Property @listserv. FAS will also post a large public notice sign visible on street frontage near the Excess Property. Comments on the Preliminary Report will be collected on an ongoing basis until legislation is sent to the City Council, but no less than 30 days after mailing.

As required, FAS prepared a Public Involvement Plan (PIP) for PMA No. 1594 as a complex property disposition. The PIP is tailored to the specific property and those issues which have been raised during the circulation and notification phase of the process. FAS will collect public comments on the PIP.

PMA No. 1594 Preliminary Report
June 1, 2017

FAS will continue to take public comment until the Council holds the public hearing and votes on the legislation. A Final Report normally accompanies legislation to the City Council. A Public Involvement Report will summarize all comments received.

PROPERTY REVIEW PROCESS DETERMINATION FORM

Property Name: Yakima Street Property

Address: on the east corner of S Irving Street and Yakima Avenue South

PMA ID: 1594

Subject Parcel(s): 36441-00185, 190, 195, 200, 205, 210 and 215

Dept./Dept ID: Finance and Administrative Services

Current Use: Vacant

Area (Sq. Ft.): Approximately 16,477 Sq. Ft.

Zoning: LR1 (Lowrise 1)

Appraised Value: \$1,225,000 - \$1,350,000

Assessed Value: The County assessor no longer provides values for public properties.

PROPOSED USES AND RECOMMENDED USE

Department/Governmental Agencies:
City of Seattle Office of Housing

Proposed Use: Develop for Affordable Housing

Other Parties wishing to acquire: None

Proposed Use: N/A

Other Proposed Uses: Community Interest Group

Proposed Use: Edible Food Forest

RECOMMENDED USE: Authorize the Office of Housing to identify a housing developer to meet City goals.

PROPERTY REVIEW PROCESS DETERMINATION (circle appropriate response)

1.) Is more than one City dept./Public Agency wishing to acquire?	<input type="checkbox"/> No / <input type="checkbox"/> Yes	15
2.) Are there any pending community proposals for Reuse/ Disposal?	<input type="checkbox"/> No / <input type="checkbox"/> Yes	15
3.) Have citizens, community groups and/or other interested parties contacted the City regarding any of the proposed options? A small community group proposed an edible food forest in 2013. Listed on change.org, the petition generated over 130 signers.	No / <input checked="" type="checkbox"/> Yes	15
4.) Will consideration be other than cash?	<input type="checkbox"/> No / <input type="checkbox"/> Yes	10
5.) Is Sale or Trade to a private party being recommended?	No / <input checked="" type="checkbox"/> Yes	25
6.) Will the proposed use require changes in zoning/other regulations?	<input type="checkbox"/> No / <input type="checkbox"/> Yes	20
7.) Is the estimated Fair Market Value between \$250,000-\$1,000,000?	<input type="checkbox"/> No / <input type="checkbox"/> Yes	10
8.) Is the estimated Fair Market Value over \$1,000,000?	No / <input checked="" type="checkbox"/> Yes	45
Total Number of Points Awarded for "Yes" Responses:		85

Property Classification for purposes of Disposal review: Simple / Complex (circle one) (a score of 45+ points results in a "Complex" classification)

Signature: Hillary Hamilton

Department: Finance and Administrative Services

Date: April 14, 2017

Site Pictures



Views from the top of pedestrian walkway looking southwest.



The pedestrian walkway from Yakima Avenue South



Looking southward down Yakima Avenue South from South Judkins Street

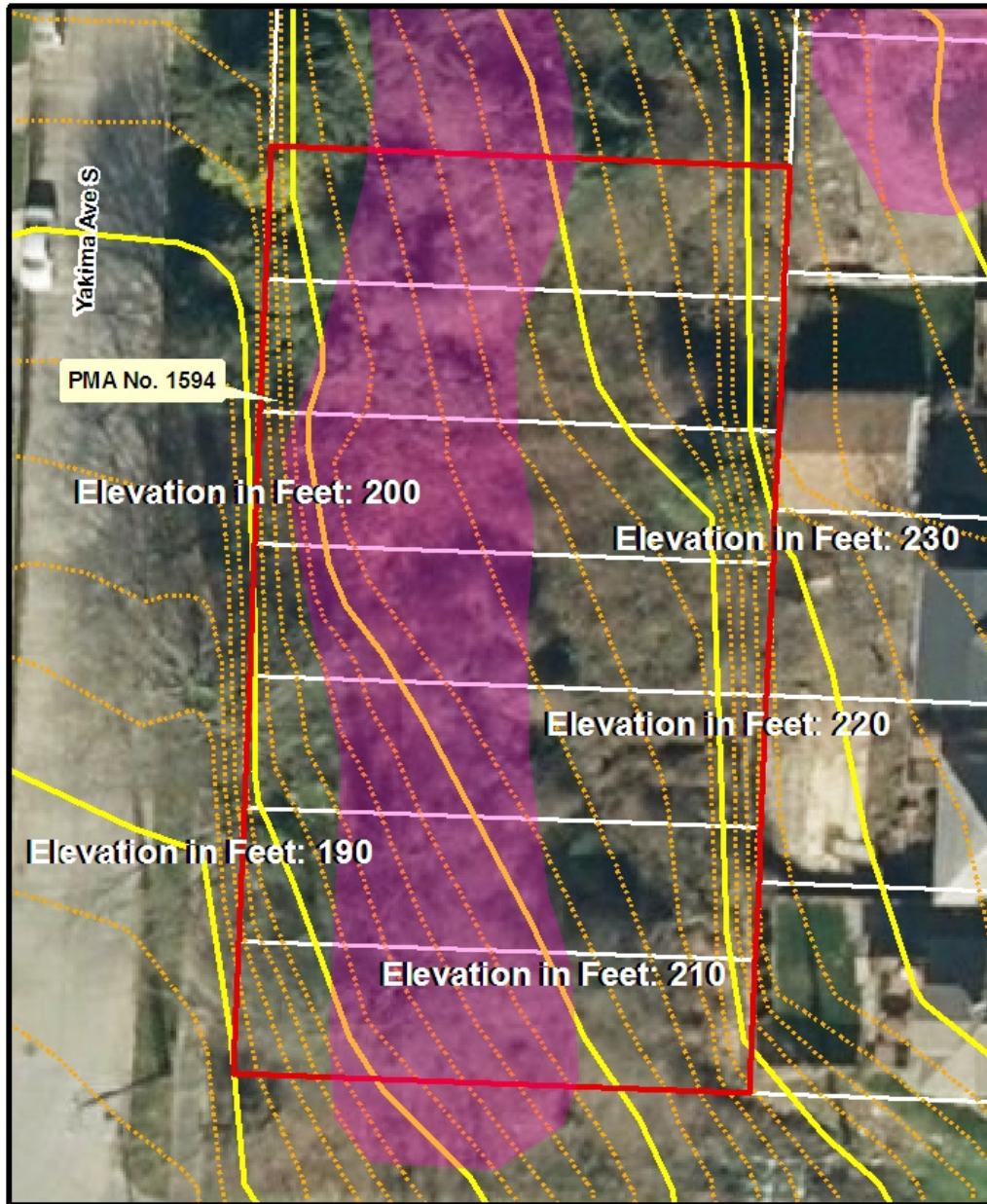


South end of PMA No. 1594

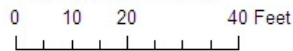


One of several large maple trees. This one has been hollowed out by woodpeckers

Topographic Map



City of Seattle
PMA No. 1594
Topography Map



Legend

- Steep Slope (40%)
- PMA No. 1594
- 10ft. contour
- 2ft. contour
- Parcels

Produced by: The City of Seattle
Department of Finance and
Administrative Services
R Gholaghong May 2013

No guarantee of any sort is
implied, including accuracy,
completeness, or fitness for use.



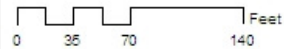
City of Seattle

PMA No. 1594
Intersection of
S Irving St
and Yakima Ave S

7 Tax Parcels
3644100185 to
3644100215


Legend

- PMA No. 1594
- Parcels
- Multi-Family
- Neighborhood/Commercial
- Single Family
- Park



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Neighborhood Flier



City of Seattle
Department of Finance and Administrative Services

April 12, 2013

**Opportunity for Input
Regarding City Owned Property, PMA's No. 1594 and 1600
Located in the Central District**

Dear Neighbor,

The City of Seattle Finance and Administrative Services (FAS) owns property located at the intersection of Yakima Ave South and South Irving Street and near the intersection of 29th Ave South and South Irving Street also known as Property Management Area (PMA) 1594 and 1600. PMA 1594 is comprised of seven contiguous platted lots and PMA 1600 is comprised of two contiguous platted lots which have had a lot boundary adjustment. These properties were acquired by the City in 1964 through a tax property deed from King County. The properties are no longer needed by the Department and are now declared excess. The City has an extensive process to evaluate alternatives for reuse or disposition of excess property, which is run by the Department of Finance and Administrative Services (FAS). Alternatives for disposition may include reuse by another city department or public entity, leasing, or sale to a private party or public entity. One of the first steps is to ask for input from neighbors and community groups in the area before making a recommendation to the City Council regarding the disposition of the property.

At this time, FAS is contacting community groups and property owners /residents within approximately 1,000 feet of these City properties. We invite your comments, suggestions, or recommendations about either or both of these properties.


FAS will include a summary of public input received in the Preliminary Recommendation Report, which will be available in spring 2013. There will be many opportunities for public input before the Council makes a decision. If you respond to this mailing, we will continue to keep you informed throughout this process. Current information on this and other excess City property can be found on our website at <http://www.seattle.gov/realstate/property/view.htm>.

Comments are requested by **May 13, 2013**. You may write or send a fax with your comments to the Department of Finance and Administrative Services, Attn: Richard Gholaghong, PO Box 94899, Seattle, WA 98124-4899; FAX number (206) 864-0625. You may call Richard Gholaghong at (206) 864-0621 or email him at richard.gholaghong@seattle.gov. Please be aware that any written comments will be made a part of the public record for the disposition of this property.


For more information about the City's disposition procedure please visit our website at <http://www.seattle.gov/realstate/policy/disposition.htm>.

Additional information about these properties is on the back.

PMA No. 1594



PMA No. 1600



Prof. Pedata, Director
700 Fifth Avenue, 52nd Floor
P.O. Box 94659
Seattle, Washington 98124-4659

Tel (206) 684-9222
Fax (206) 684-7599
TDD (206) 615-0476
prof.pedata@seattle.gov

<http://www.seattle.gov/>

Information Sheet
CITY OF SEATTLE

PMA Number	1594	1600
Property Location:	At the intersection of Yakima Ave South and South Irving Street	Near the intersection of 29 th Ave South and South Irving Street
Legal Description:	Lots 5 through 11, Block 3, Jackson and Rainier Street Addition recorded in Volume 3 of Plats, page 65, Records of King County, Washington	Lots 9 and 10, Block 1, Jackson and Rainier Street Addition, recorded in Volume 3 of Plats, page 65, Records of King County, Washington, EXCEPT the west 15 feet thereof.
Tax Parcel I. D. Number:	354410-0195, 354410-0190, 354410-0195, 354410-0200, 354410-0205, 354410-0210 and 354410-0215	3544100045, 3544100050
Map/Photo:	See attached	
Jurisdictional Department:	Finance and Administrative Services Department	
Site History:	Tax title real properties acquired by the City of Seattle from King County Treasury Department in 1964 in order to protect certain assessment liens and for possible future use for right of way in connection with the proposed parallel Lake Washington Bridge. The purchase was authorized by Ordinance No. 92971 through the payment of outstanding assessments to King County from the Tax Property Sales Fund. Property purchased with funds from the Tax Property Sales Fund became assets of the LID Guaranty Fund once the purchasing fund was closed out. Once the property is sold, funds will be transferred to the General Funds pursuant to Ordinance No. 110170.	
Development Issues:	Approximately 40% of the property is steep slope with an average 30' drop in elevation from east to west. City GIS shows no other environmental critical areas. Unopened S. Irving St. lies directly south of this PMA, with a pedestrian pathway running between Yakima Ave. S. and 30 th Ave. S.	Known encroachment on north property line.
Current easements, covenants and restrictions:	None Known	None Known
Recommended easements, covenants and restrictions upon Transfer:	None	Easement to cure encroachment
*King County assessed value: (2012 Valued Year)	\$67,000/per lot	\$74,000/per lot
Size:	Seven contiguous lots, one is 20'x96', six are 25'x96'	Two contiguous lots of approximately 25'x96'
Zoning:	Lowrise 1 (LR1)	Lowrise 1 (LR1)

*Source: King County, Department of Assessments, 10/2012