

Policy Briefing Memo



City of Seattle
Edward B. Murray, Mayor

Date: May 31, 2016

To: Sustainability & Transportation Committee
Chair: Councilmember Mike O'Brien
Vice Chair: Councilmember Rob Johnson
Member: Councilmember Kshama Sawant
Alternate: Councilmember Lisa Herbold

From: Mayor Edward B. Murray

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Subject: Executive Response to 2016 Seattle City Council Green Sheet 90-3-A-2

This report from the Executive is in response to the 2016 Seattle City Council Green Sheet 90-3-A-2. In GS-90-A-2, Council requested that the Executive analyze options for selling the City-owned surplus property at 800 Mercer Street in South Lake Union. Additionally, Council requested the Executive engage the South Lake Union community to solicit input on the type of benefits or uses the community would like to see as part of site redevelopment.

BACKGROUND

There have been three Green Sheets relative to this site: 14-1-A-1 (2014); 90-3-A-1 (2016); 90-3-A-2 (2016). Council's specific interest in the 800 Mercer Street and two nearby sites grows out of an effort developed several years ago to use City assets in South Lake Union (SLU) to address neighborhood interests and to create opportunities for all City residents to take advantage of SLU as a "neighborhood of opportunity". Examples of opportunities that have been proposed are affordable housing near this robust employment center, a childcare center,

Policy Briefing Memo

a pre-school, a community or performing arts space, multi-modal transportation infrastructure or some type of training center to provide career opportunities in the industries located in SLU.

Although the focus of Council interest has been on the 800 Mercer Street property, there are actually three properties that have been considered as part of various Green Sheets:

| Location | Lot Size Approximate | Maximum Height per City Zoning | Fund Source Used for Purchase | Financial Obligations |
|--|---|--------------------------------------|--|--------------------------------|
| 800 Mercer Street aka "Teardrop" or "Mega-Block" Seattle Department of Transportation (SDOT), owner | 96,000 square feet, subject to vacation of remnants Broad Street | 240' residential; 160' commercial | 30% commercial parking tax; 12% Gas Tax; 58% private/GSF | \$26M interfund loan repayment |
| 614 Aurora Ave N aka "Copiers Northwest" SDOT, owner | 24,000 square feet | 240' residential; 160' commercial | Gas Tax Revenue | Fair Market Value |
| 8 th and Roy Seattle City Light, owner | 67,000 square feet; which includes a 30,000 square foot building that has been landmarked | 85' residential and commercial | SCL Enterprise Fund | Fair Market Value |

The Mayor's Office responded to GS 14-1-A-1 in a report to Seattle City Council on July 31, 2015. The Executive responded by outlining opportunities identified by various City departments for programs that could operate in South Lake Union.

The report included the following three recommendations:

1. Sell the Copiers Northwest site to pay the balance of the \$10 million debt on the South Lake Union Streetcar.
2. Facilitate the purchase of the 8th and Roy site from Seattle City Light to a developer for affordable housing through an RFP process.
3. Sell the 800 Mercer St "Teardrop" site after assembling the block and taking it through the street vacation process. The report recommended using the proceeds to pay for the Mercer West project and to invest any net proceeds towards the cost of developing affordable housing at 8th and Roy.

Recognizing that Council's interest in opportunities to pursue expanded access to SLU as a neighborhood of opportunity, the Executive tasked the Office of Planning and Community Development (OPCD) and Finance and Administrative Services (FAS) to develop a plan for redeveloping the 800 Mercer Street site, potentially in conjunction with the other two nearby sites.

OPCD has been assisting SDOT with developing the public benefits to vacate the remnants of Broad Street. The vacation petition is unique in that it is not concurrent with new development. SDOT has solicited public input on the vacation at various public forums and neighborhood specific meetings. The Seattle Design Commission is next scheduled to hear the proposed public benefits for vacation on July 21, 2016.

PUBLIC INPUT

There has been robust outreach engaging the South Lake Union and surrounding communities. Initially the outreach revolved around the potential vacation of Broad Street. Most recently City staff has been engaging the South Lake Union Community Council (SLUCC), representatives of Queen Anne Greenways, neighboring property owners, and the broader public on benefits or uses the community would like to see as part of the site development.

In 2015, SDOT solicited public input on public benefits relative to the vacation of Broad Street:

- SDOT presented the proposal to vacate Broad Street to the Mercer Corridor Stakeholder Committee on February 12, 2015 and to the SLUCC on March 3, 2015. The presentation described the area to be vacated and the overall purpose of the vacation: to consolidate City-owned right-of-way and property and sell it to retire debt obligations for the Mercer West Project. Input from the Mercer Corridor Stakeholder Committee included suggestions to consider extending bike lanes (or similar bikeway improvements) on 8th Avenue N through the site connecting north the Westlake Cycle Track. This would be an alternative to the proposed and existing bike lanes on 9th Avenue N. This would have required a new signal on Mercer to facilitate a crossing at 8th Avenue N.
- SLUCC discussed their interests in what should be developed on the site to meet the neighborhood's priorities, including: open space, a community center, a transit hub, and a coordinated mobility plan. SDOT subsequently met with community council members in 2015 to discuss how SDOT could address their transportation-related priorities through the Center City Mobility Plan (CCMP). In addition to providing the 'coordinated mobility plan' for South Lake Union, the CCMP will include a process with stakeholders, WSDOT, and King County to design a transit hub on the re-built Aurora Ave N between Harrison and Thomas streets. Scott Kubly, Director of SDOT has responded to SLUCC in a letter (attached) dated April 4, 2016, that addresses timing and approach to SLUCC concerns

800 MERCER SPECIFIC PUBLIC INPUT

In addition to the specific dialogue about public benefits related to the street vacation, the City has also met with the community to discuss their more general interests. For example, there was a public open house on December 1, 2015 at MOHAI. That public meeting addressed

Policy Briefing Memo

various issues of interest in the South Lake Union community, staff received input on the Broad Street vacation and the disposition of the 800 Mercer Street.

To solicit community input on the type of benefits the community would like to see as part of site redevelopment, City staff has met individually with neighboring property owners; Vulcan Inc., Copiers NW, Mike McQuaid President South Lake Union Community Council, Mark Ostrow and Gordon Padelford of the Seattle Neighborhood Greenways. Staff also presented to the SLUCC Board and public in a meeting April 5, 2016 to solicit public input.

Generally, the community expressed interest in benefits falling into the following broad categories:

- Overriding focus is that the 8th Avenue be continued through the site as publically accessible pedestrian non-motorized vehicular open space.
- That 8th Avenue be developed into an open space in a thoughtful, innovative manner and usable to the general public.
- This open space on 8th Avenue should not read as part of closed corporate campus.
- Retail and street level activities in the buildings that will be built on either side of the 8th Avenue public realm should be open to the public and not solely available to building tenants.
- That pedestrian connections be strengthened across Mercer Street, particularly at 8th Avenue.
- Improve street right-of-way and extend the separated bike trail along Mercer Street between Dexter Avenue and 9th Avenue.
- That the selected developer work in an early consultative manner with the community and SLUCC on the 8th Avenue public space design.
- Explore partnerships with non-profits to explore homeless shelters and affordable housing.
- South Lake Union Community Council's specific response related to site related benefits as excerpted from their May 25, 2016 letter (attached) are:

Publicly accessible open space within or separate from the so-called "Mega-Block" site that provides for thoughtful access for pedestrians, residents, commuters and others in the community in line with recommendations of the Seattle Design Commission. Our preference is for inclusion of publicly accessible open space over and above the 15% open space threshold required by zoning that is commensurate with the publicly accessible space lost as a result of the vacation of Broad Street. The Eighth Avenue (north/south) right of way through the property provides such an option provided that direct connectivity can be made through this direct pedestrian route from the Westlake/Dexter Corridor with the heart of South Lake Union on through to the Center City area of Downtown Seattle.

Furthermore, it is our expectation that the appropriation articulated in Seattle City Council Green Sheet GS-90-3-A-2 (attached) be applied as necessary to clearly define the inclusion of the aforementioned public benefits as defined by the South Lake Union Community Council and its stakeholders within any RFP issued for development of the property.

Policy Briefing Memo

These public benefits are intended to not unnecessarily encumber the potential re-sale value of the so-called "Mega-Block" site and continue the collaborative environment by which the South Lake Union Community Council continues to work hand-in-hand with City departments and a potential developer in thoughtfully planning for the development of the site and continuing to enhance our community in line with the priorities established in the update of the [SLU Urban Design Framework](#), [SLU/Uptown Mobility Plan](#) and the recent rezone of South Lake Union.

PUBLIC LAND TO MAXIMIZE PUBLIC VALUE

Staff has reviewed and participated in a variety of public property dispositions, ranging from sole-sourced, Requests for Information/Interest (RFI), Requests for Qualifications (RFQ), and Requests for Proposals (RFP).

GS 90-3-A-2 identifies Sound Transit's disposition process for Capitol Hill as a process for the City to emulate in the disposition of 800 Mercer Street. While this process ended with a favorable outcome for the City, there are several key differences between the Sound Transit Capitol Hill TOD process and the process proposed in this response, as well as recognition of lessons learned. These lessons learned from Sound Transit and review of other public dispositions will guide the recommendations on the disposition of 800 Mercer Street.

The City of Seattle partnered with Sound Transit in a lengthy process that ended in Sound Transit offering their Capitol Hill property by RFP in 2014, with a decision reached in 2015 on the selected respondent, and tentative term sheet agreement reached end of Second Quarter 2016. Development of the site might at the soonest commence at the end of 2016.

Beginning in 2006, the City and Sound Transit engaged with the Capitol Hill community to plan for which parcels would be surplus to Sound Transit's needs. The planning process included development of the City's Capitol Hill Light Rail Station Sites Urban Design Framework which then led to Sound Transit developing its Coordinated Development Plan. A Development Agreement between the City of Seattle and Sound Transit signed at the end of 2013.

The RFQ/P that Sound Transit offered to the market in 2014 had very specific prescriptive development program and the value was fixed by appraisal. The response required by RFP at Capitol Hill was overly detailed and over-burdened the respondents in their preparation and expenses. The RFP only received responses from three (3) developers plus one affordable housing developer. This housing developer ended up partnering with one respondent and eventually became part of the successful development team.

There are lessons learned from Sound Transit's disposition process. One of the key differences is that the 800 Mercer Street site is owned by SDOT and the City of Seattle does not need to engage with another inter-agency negotiation, the impacts of the vacation will be mitigated through the vacation process and the City has engaged in an expansive public outreach process. This will allow a timelier offering.

Another lesson learned is that Sound Transit asked for too much detail and for specific programmatic responses in the RFP, which required a costly response and thereby limited the number of respondents. Sound Transit offered the properties based on appraisals in the bid documents which limited competition among the respondents and may have prevented Sound Transit from achieving full market value.

Finally, Sound Transit lacked clarity initially in whether they wanted to simply sell the development opportunity or to enter into long term leases, requiring the respondents to develop extensive financial profiles and development proposals based on a diminished program for a long term lease. Sound Transit favored the long term lease, as the properties were purchased with a portion of funds from the Federal Transportation Agency (FTA), allowing Sound Transit to keep all the lease income as program income for on-going operational expenses as part of a joint development agreement with FTA.

The Office of Housing (OH) has reviewed the opportunity offered through the disposition of 800 Mercer Street, 614 Aurora Avenue North, and the Seattle City Light (SCL) 8th and Roy Street Shops. OH has redirected their focus from the SCL property concluding that 614 Aurora Avenue North is more appropriate for an affordable housing use. OH is conceptually developing the uses and units mix. Early consideration is that the 614 Aurora site could accommodate up to 170 units with 20% of those units a mix of family units (2bd/2ba and 3bd/2ba), with a potential to have a combined childcare and early learning center included on the ground floor.

800 MERCER STREET PROPERTY ANALYSIS

The following property analysis consists of four elements; property description, site analysis, locations/uses analysis and public benefit analysis.

Property Description

This property is bounded by Mercer Street to the south, Roy Street to the North, Dexter Avenue to the west and 9th Avenue to the east. The Seattle Department of Transportation (SDOT) has proposed vacating approximately 66,811 square feet of Broad Street within this boundary. This irregularly shaped portion of Broad Street was closed as part of larger strategy to reconfigure and reconnect the street grid within the framework of the realignment of State Route 99 and the related Mercer Street Improvements. The site is generally rectangular in shape and in total measures approximately 104,000 square feet. Underground utility easements will continue to encumber the property. However, with the exception of the area needed to accommodate the drop structure located mid-block on Roy Street, the easements are expected to have limited impact on future development.

The property's zoning designation is SM 160' / 85' - 240', with a commercial height limit of 160' and a residential base height limit of 85' and maximum residential height limit of 240'. The

Policy Briefing Memo

base floor area ratio (FAR) limit for nonresidential uses in 4.5; the maximum FAR is 7.0 for commercial uses. The base FAR for R&D use is 5.0 with a maximum of 7.0.

Additionally, the zoning code includes a provision whereby development proposals must show that the proposed structure will not interfere with the South Lake Union Seaport Flight Corridor. 800 Mercer is partially located in the flight path corridor and therefore actual maximum height limits in the northwest corner of the site are limited to 216'.

Site Analysis

The rectangular shape of the parcels is well suited to accommodate a broad range of uses. The site slopes gently downward from west to east and does not create any particular challenges. Views at the street level are of adjacent buildings, however, as building height increases, the potential for views improves significantly. Upper floors of buildings, built to the height limit, will likely offer views of Lake Union and Puget Sound.

The location has good access, with Mercer Street offering direct access to I-5. The nature of direct site access, curb cuts and permitted movements is unknown at this time. However, it is logical to assume that vehicle direct access from Mercer Street will be limited and Roy Street will provide primary vehicular site access.

According to an appraisal, the property is located outside of the

| MERCER MEGA-BLOCK LOCATION RATING | | | | |
|--|------|---------|-------------|-----------|
| | Poor | Average | Good | Excellent |
| OFFICE | | | | |
| Proximity to major activity nodes | | | | 4 |
| Proximity to major transportation linkages (transit, freeway, airport) | | | | 4 |
| Proximity to executive housing | | | | 4 |
| Proximity to Fortune 500 firms | | | | 4 |
| Direction of multistory office growth | | | | 4 |
| Support facilities (restaurants, hotels) | | | | 4 |
| Proximity to Class A office space | | | | 4 |
| Clusters of office space | | | | 4 |
| New multi-story office buildings (last ten years) | | | | 4 |
| Reputation of area (prestige) | | | | 4 |
| | | | Total Score | 40 |
| LIFE SCIENCES | | | | |
| Proximity to activity nodes | | | | 4 |
| Proximity of housing market | | | | 4 |
| Proximity to university research institutions | | | | 4 |
| Proximity to major transportation linkages (transit, freeway, airport) | | | | 4 |
| Proximity to clusters of life sciences space | | | | 4 |
| Direction of office growth | | | | 4 |
| Support facilities (restaurants, hotels) | | | | 4 |
| New life sciences buildings (last ten years) | | | | 4 |
| Reputation of area (prestige) | | | | 4 |
| | | | Total Score | 36 |
| COMMUNITY RETAIL | | | | |
| Proximity to housing | | | 3 | |
| Traffic volume by site | | | | 4 |
| Proximity to other community retail | | | 3 | |
| Density of area housing | | | 3 | |
| Direction of community retail growth | | | 3 | |
| | | | Total Score | 16 |
| MULTI FAMILY RESIDENTIAL | | | | |
| Proximity to employment | | | | 4 |
| Proximity to cultural activities | | | | 4 |
| Proximity to services (shopping & dining) | | | | 4 |
| Views/amenities | | | | 4 |
| Proximity to other multi-family communities | | | | 4 |
| Direction of multi family growth | | | | 4 |
| Proximity of schools | | 2 | | |
| | | | Total Score | 26 |
| HOSPITALITY | | | | |
| Proximity to freeways | | | 3 | |
| Proximity to activity centers (office, ind., retail, hospitals) | | | | 4 |
| Proximity to services (shopping & dining) | | | | 4 |
| Proximity to colleges or major institutions | | | | 4 |
| Transportation connectivity (airports, roads, taxi, buses, trains) | | | 3 | |
| Proximity to other hotels. | | | | 4 |
| | | | Total Score | 22 |

Policy Briefing Memo

500-year flood plain and there is limited flood hazard. However, the site is situated at an elevation only slightly above the level of Lake Union. Below grade development improvements will need to be designed accordingly.

While a formal investigation has not been completed, all of the necessary utilities are likely readily available to support most uses. The capacity of the soils to support building improvements and the existence of soil contamination are unknown. The review of a prospective title report is needed to identify exceptions that impact the marketability of the property.

Location Analysis

The location analysis is used to assess the desirability of the property from a market perspective. 800 Mercer's location is evaluated using the criteria many developers, users, and investors apply during the site selection process. The major market segments are rated using the criteria presented in the table on the previous page:

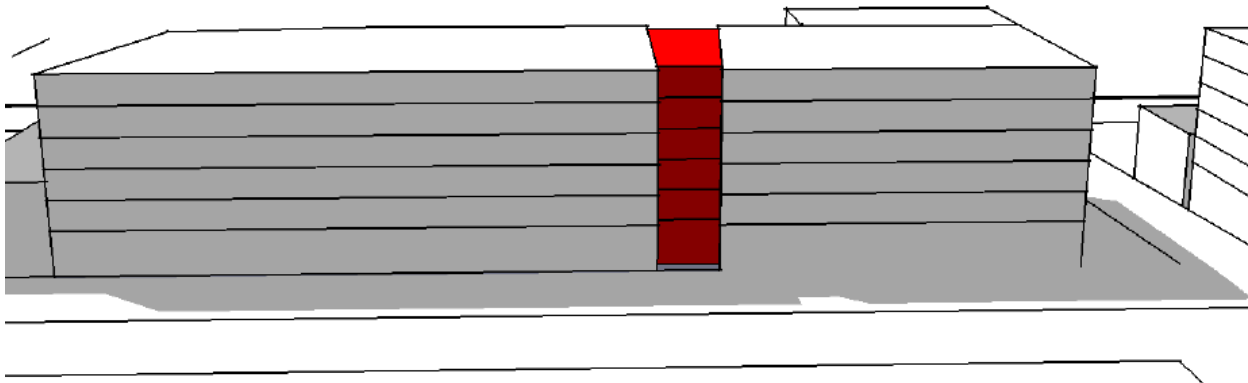
- The South Lake Union office market is currently one of the hottest office markets in the country. Amazon's growth is the primary driver behind the growth, however, other office users also perceive the location as ideal. The fringe CBD location has available land, is well connected, and is less congested than the CBD core.
- The South Lake Union market is the center of the life sciences industry in the Pacific Northwest. Its proximity to other life sciences firms and the proximity to the University of Washington are the location characteristics that matter to the life sciences community.
- Community retail, in the context of the 800 Mercer site refers to the immediate neighborhood. The property has proximity to dense housing and is highly visible to vehicular traffic. From a pedestrian perspective, the location is impacted by geographic barriers. The neighborhood is undergoing significant positive change, however, a critical mass of community retail in the immediate area has yet to evolve.
- The location is good for multi-family development and it is on the path for additional multi-family development growth. Its proximity to employment, cultural activities, views, other multi-family properties is good. The only limitation to the location for multi-family is the lack of neighborhood schools.
- Hospitality performance is enhanced by good freeway exposure and proximity to major employment centers. The location has good auto access, access to the South Lake Union Street Car, but it is located some distance from the major public transportation hubs.

Public Benefit Analysis

The public benefit cost analysis involves measuring the impacts various benefits have on the economic productivity of a property. Creating benefits may result in increases or reductions in the size of the building envelope or simply additional development costs.

Policy Briefing Memo

Changes in the building envelope can be quantified by assessing the loss or gain in developable space. While always changing, there is a direct relationship between the sizes of the developable building envelope, a project's income generating potential, and land value. The diagram below provides a simple example of an assessment of adding a mid-block pedestrian corridor to a project designed to meet market expectations. The area in red is the portion of the income producing building envelope that is exchanged for the benefit of having a pedestrian corridor. In this particular example 10,000 square feet of building floor area is given up to create a 2,000 square foot pedestrian corridor (2,000 sq. ft. X 5 FAR = 10,000). The market value would be established for the land on a FAR basis. Assuming the estimated value of land is \$75 per square foot of floor area, the reduction in the land value or the cost of the benefit is equal to \$750,000. A range of changes to the building envelope can be evaluated in a similar fashion.



There is an important consideration when evaluating cost increase or income reduction proposals for any market-driven development. It is often not any one change that makes a project infeasible, but rather many little changes. Equally important is understanding that most market driven real estate development is highly subject to changes in market conditions. When public benefits are imposed on a project, and the analysis that supports the cost is based on current market conditions, the results are highly sensitive to changes in the market. A benefit analysis that suggests that a project can handle the increased cost today may be not true in the future. The implication is that fixed fees imposed on new development can have unintended consequences.

RECOMMENDATIONS AND NEXT STEPS

It is strongly recommended that 800 Mercer Street, 614 Aurora and SCL's 8th and Roy Street site be marketed through Request for Proposals (RFP). Further the recommendation is that:

- 800 Mercer Street and 614 Aurora Avenue be marketed together as part of a joint RFP.
- The SCL 8th and Roy Street site would be marketed through a separate RFP.

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The success of the disposition of these City owned properties depends on a clear, strategic and achievable vision, defined through principles which will guide the redevelopment of these properties. By clarifying this, the City of Seattle can achieve benefits that will build upon and grow the vitality, affordability and economic development of South Lake Union as well as benefit City Lights rate payers and the City of Seattle overall. The vision and principles are not meant to be either prescriptive or proscriptive, but rather to be used as tools to evaluate the responses for an economically, environmentally, and socially sustainable community.

The principles identified in the Request for Proposals will describe a preferred course of action and will be utilized to direct planning, and investment decisions on the development opportunities for these properties. To create a vibrant place the principles will look at the mix of uses; residential, both affordable and market rate; employment; and commercial that will build on the uniqueness and character of this part of the community; activate the site and provide places for the community to gather.

The recommendations are as follows:

- Engage a consultant, allocating the funds identified in GS-90-3-A-2, to assist OPCD, FAS and SCL in the preparation of Requests for Proposals (RFP), developing objective criteria, marketing plan and review of responses to the RFP;
- Issue the RFPs for the 3 properties identified in the chart below, allowing respondents to the RFPs to propose on any and all sites;

| Location | Lot Size Approximate | Maximum Height per City Zoning | Fund Source Used for Purchase | Financial Obligations |
|--|---|--------------------------------------|--|--------------------------------|
| 800 Mercer Street aka "Teardrop" or "Mega-Block" Seattle Department of Transportation (SDOT), owner | 96,000 square feet, subject to vacation of remnants Broad Street | 240' residential; 160' commercial | 30% commercial parking tax; 12% Gas Tax; 58% private/GSF | \$26M interfund loan repayment |
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- The RFP for 800 Mercer and 614 Aurora sites (SDOT) will identify and include the Office of Housing's preferred development concept;
- SDOT's RFP will clarify and present the public's interest in and aspirations for the site;
- Neither RFP will propose a specific development scheme(s) for the property(s), rather the RFPs will outline various opportunities and potential constraints on the site(s);

Policy Briefing Memo

- Seek disposition authorization through legislation that will slightly differ from the current property disposition strategy for all three sites that is exempted from current FAS guidelines for a “complex” site;
- Convene review panel made up of representatives from CBO, OPCD, FAS, OH, SCL, Central Staff and outside consultant to review and grade responsive proposals.

USE OF PROCEEDS

800 Mercer Street, 614 Aurora Avenue North, and the Seattle City Light 8th and Roy Street Shops are valuable assets that properly marketed could achieve substantial public and rate payer benefits for this neighborhood of opportunity.

The three properties have limitations on how any sale proceeds can be designated. The funds used to acquire the 614 Aurora Avenue and Seattle City Light’s (SCL) 8th and Roy site require that any disposition of these properties be at fair market value. 800 Mercer has an interfund loan that will need to be repaid. Even with these limitations, an RFP market sale should net the City financial proceeds in excess of the interfund loan.

Disposition legislation should:

- Designate that proceeds be prioritized so that restricted funds (Gas Tax Revenue, and the City Light Enterprise Fund) and the interfund loan repayment, as well as administrative costs associated with the sales, are paid first. The transportation restricted funds will be used to repay the \$10 million debt on the South Lake Streetcar, and the funds earned by City Light will help to reduce rate increases that would otherwise be required.
- In order, the remaining funds will be used to:
 - Fund SDOT’s required public benefits for the vacation of Broad Street
 - \$500,000 in seed funding to implement the Equitable Development Implementation Plan a companion piece to the Seattle 2035 Comprehensive Plan (<http://2035.seattle.gov/wp-content/uploads/2016/05/EDI-Imp-Plan-042916-final.pdf>).
 - Net proceeds after this prioritization will be designated by the Executive to be used for affordable housing.

Next Steps

Outstanding issues that need to be resolved in advance of issuing the RFPs is to have certainty that Broad Street will be vacated and the implementation of the Mandatory Affordable Housing legislation for Downtown/South Lake Union. Additionally, capacity of the soils to support building improvements and the existence of soil contamination will need to be investigated. A prospective title report will need to be issued to identify exceptions that may impact the sites’ marketability.

Even while these issues are outstanding, it is recommended that the City of Seattle move forward to engage a consultant to assist OPCD, FAS and SCL in the preparation of Requests for Proposals, developing objective criteria and devise a vigorous marketing plan.

Policy Briefing Memo

Attachments: 2016 Seattle City Council Green Sheet 09-3-A-2
SLU Map of City owned property
April 4, 2016 letter from Scott Kubly, Director SDOT
May 25, 2016 letter from Mike McQuaid President, SLCC