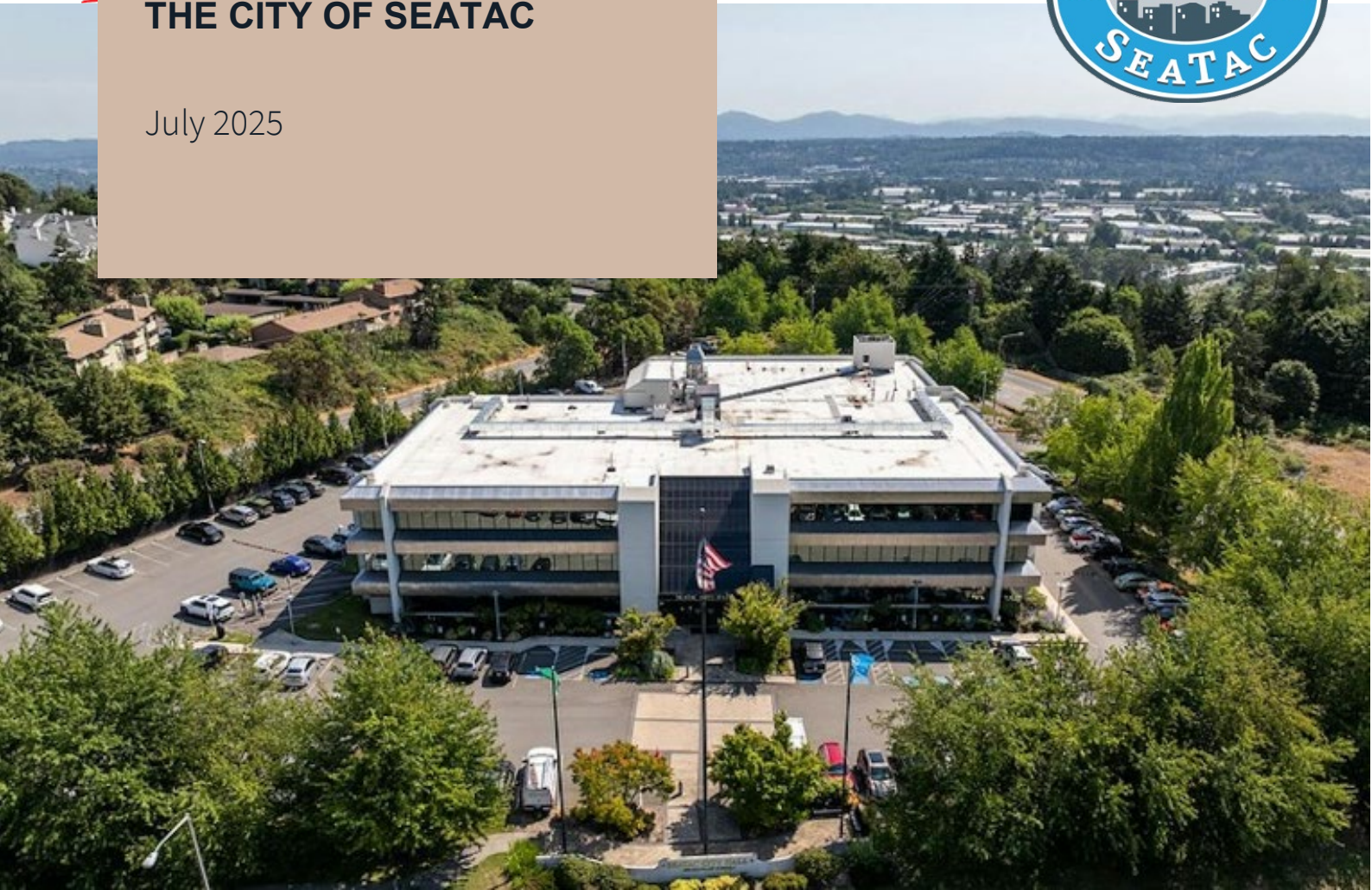


**PREPARED BY JLL FOR
THE CITY OF SEATAC**

July 2025



THE CITY OF SEATAC

CIVIC CAMPUS PROJECT FEASIBILITY REPORT



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THE CITY OF SEATAC CIVIC CAMPUS
PROJECT FEASIBILITY REPORT

1.0

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

CIVIC CAMPUS PROJECT INTENT

Even before its incorporation as a city in 1990, SeaTac has been committed to fostering a safe, thriving, and inclusive community. Over the last decade, residents and city leaders have prioritized the creation of civic spaces that improve quality of life and the identity of the City and, through that, SeaTac has grown into an economically strong and environmentally sensitive city that 32,000 people call home.

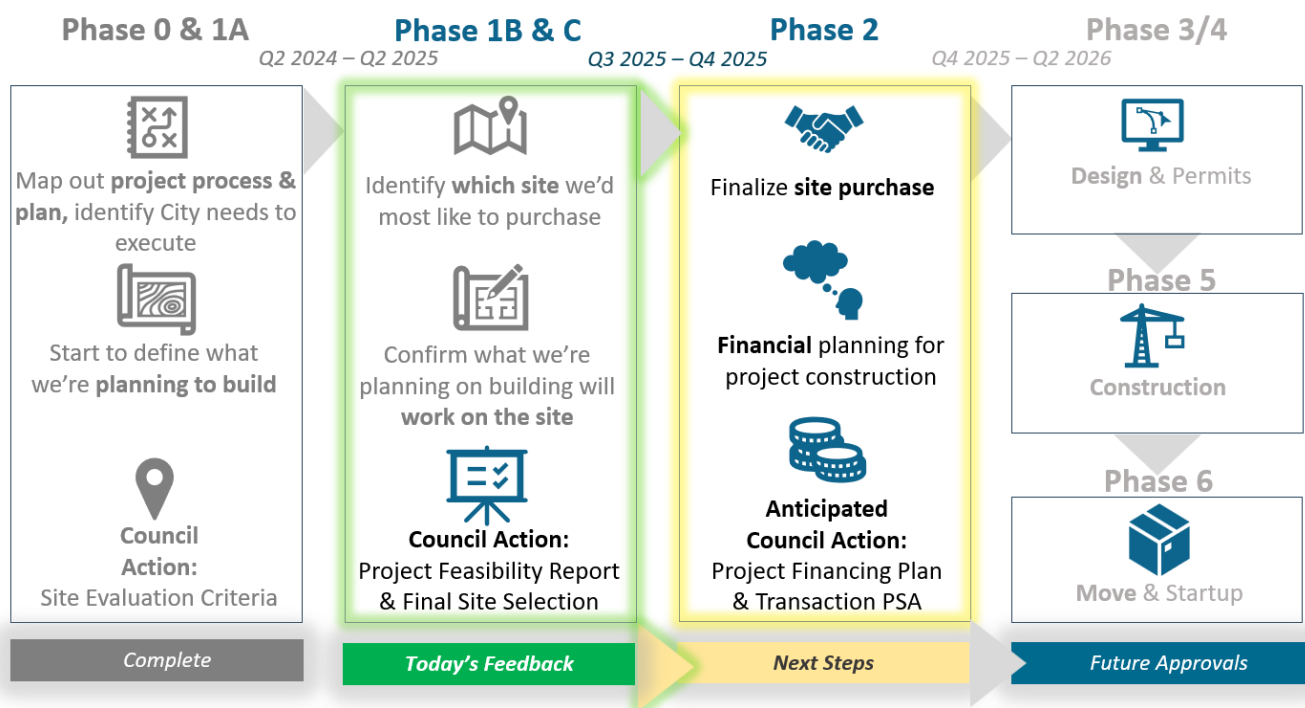
In 2001, the City acquired a 1970s office building to function as a City Hall. For over 20 years, the City has served residents from this building. However, the age and design of the building makes it expensive to maintain and will require tens of millions of dollars in upcoming capital expenses to continue to occupy the space on a go-forward basis. Additionally, SeaTac City Hall is located on the eastern edge of the city, outside of SeaTac’s urban center. The need for modern, accessible civic spaces has become increasingly apparent.

Given these two factors—desire for dynamic public spaces and pressing need to address the aging City Hall - the City has a unique opportunity to create a “Civic Campus.” By creating a vibrant, centralized public space at the heart of the City, SeaTac can strengthen its identity, enhance quality of life for its residents, and establish a lasting legacy for future generations.

FEASIBILITY PROCESS OVERVIEW

After research and discussion, the City of SeaTac released a public request for proposals (RFP) to select an Owner’s Representative to manage and advise on the framing, planning, and execution of the intended project. This competitive process resulted in the City hiring JLL in January 2024. With JLL as an advisor, the City is undertaking this effort in a methodical, professional manner, summarized in the project process diagram below:

Figure 1: Project Process Diagram



SUMMARY OF TECHNICAL SITE FEASIBILITY FINDINGS

Leading up to this report, the City has completed Phases 0, 1A, 1B, and 1C; the focus of this report is Phases 1B & 1C. As such, the following summarizes the findings of this report:

Key Work Item	Key Findings
Analysis of the March 2001 ARC City Hall Assessment: existing building conditions and required improvements. JLL escalated cost estimates to 2027.	Significant capital deficiencies & inadequate parking required by code. Approximately \$116M to renovate & expand the existing City Hall to meet operational needs; however, parking would remain deficient.
Workplace strategy, visioning & program definition for City Hall & Justice Center elements.	Space needs ranging from 100,000 to 180,000 square feet , depending on selected program.
Initial community engagement	Community desires a safe, accessible site and prefers additional human-centered uses such as food options, community resources, and support for small businesses
Civic Campus site selection criteria	Adequately sized property, close to transit, walkability , nearby uses, parking, ease of sale, and low risk environmental factors. The site selection criteria resulted in the identification of 2701 S 200th Street as the preferred potential location ('subject property').
Technical Site Feasibility on the 'subject property'.	Engineering reports related to the condition of the subject property (soils, utilities, transportation, etc.) confirms selected ' subject property ' is low risk and viable to support the Civic Campus vision.
Architectural " test fits " that include sample building layouts on the 'subject property'	Confirms the conceptual programming elements and construction is physically viable on ' subject property '.
Financial evaluation around prudent financial strategies for site acquisition	Three potential financing strategies for the site acquisition are viable for the City, should it choose to proceed.

The following articulates the process and findings of the Phase 1 technical analyses:

- A. Section 4 of this report outlines how the Site Evaluation Criteria (*adopted as "Framework A" and "Framework B" at the January 28 and May 27, 2025, Council meetings respectively*) resulted in the identification four top-tier sites for deeper consideration.
- B. Per Council discussion January 28, 2025, City staff met with City Council in executive sessions regarding site evaluation and site selection, as laid out in the February 25, 2025, Council meeting. This enabled the City to conduct a transparent process that would also not undermine the City's negotiating position. Resulting from those executive sessions, the preferred site for the location of the Civic Campus is "Site J." Known as "**2701 S 200th Street**" (referred to as the '**subject property**'), the site is currently operated as "SeaTac Park" park-and-fly at the southwest corner of 26th Avenue South and South 200th Street.

- The subject property is **highly accessible**, immediately across from the Angle Lake light rail station, offering a natural “front door” experience to visitors and advancing the City’s stated goals around **transit-oriented development**.
 - The transaction would involve purchasing approximately **8.26 acres**, shown as parcels 2-11 in Figure 4 of the Reference Images below. Combined with a City-owned parcel (parcel 1) of 0.32 acres, the total development site is **8.58 acres**.
 - Owing to its size, the currently negotiated **purchase price of parcels 2-11 (as shown in Figure 4) is \$40.4M**, which is in line with market land values discussed in Section 7.
- C. In Section 6 of this report, the engineering firms KPFF, GeoEngineers, and Transpo Group conducted comprehensive investigations of the subject property to determine soil conditions, identify easements and existing infrastructure, evaluate transportation considerations, and pinpoint potential constraints. Though there are some design considerations (such as a utility easement), there were **no major risks** identified.
- D. In Section 6, GGLO Architects **created three “test fits”** for the proposed public uses (*City Hall facility, Justice Center, outdoor plaza, parking, community resources*). Additional supporting and/or community uses are to be determined during the Master Planning phase of the project.
- The test fits **confirmed that the City’s public uses and additional supporting uses could functionally fit on the subject property.**
- E. JLL created **cost estimates** for development of the civic programming (*City Hall, Justice Center, plaza, and parking*) based on the GGLO test-fit scenarios. This amount is currently estimated to be in the range of **\$85M to \$216M**, depending on what elements are constructed, and is detailed further in Section 7 and Appendix L: JLL Development Options Analysis.
- F. Working with the City’s Municipal Advisor, Piper Sandler, as well as at public Council meetings (April 8 and June 10, 2025), the City has identified various strategies to finance the purchase of the site, including:
1. Private (taxable) financing
 2. Public (tax-exempt) financing
 3. A combination of cash reserves and public or private debt financing.

Each of these potential financing strategies for the site acquisition are viable for the City, should it choose to proceed. Reference Section 7 Financial Strategies & Scenarios.

- G. The City is also investigating ways in which it could finance the construction of the project in a coordinated fashion. There are a variety of potential options available, from public-private partnerships to traditional tax-exempt financing. However, differentiating between these options depends on what the City ultimately decides to build, which in turn, is influenced by the site it selects for the Project.

NEGOTIATED PURCHASE TERMS FOR SUBJECT PROPERTY

As directed by Council, City staff negotiated a tentative agreement with the seller regarding the pricing and terms if the City were to acquire the ‘subject property.’ Accordingly, Section 8 of this report details the terms of the City’s **negotiated Letter of Intent (“LOI”)** to buy parcels 2-11 of the S 200th Street site.

The LOI includes the price and terms negotiated by the potential seller and buyer and does not yet bind the parties in a transaction. Should the transaction proceed, these terms form the basis of the Purchase and Sale Agreement (PSA). The LOI includes clauses for the site to continue to be leased as a ‘park-and-fly’ while planning and design are ongoing and an option to sell back a portion of the site. Those income streams, if realized, will help **offset** a portion of the purchase price to the City.

Negotiated Letter of Intent (LOI) to purchase the site	Section 8 details the terms of the City’s negotiated Letter of Intent (“LOI”) to buy parcels 2-11 of the ‘subject property’, including interim uses to maximize the City’s position.
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RECOMMENDATION & NEXT STEPS

According to the City’s site evaluation criteria and ultimate vision, it is recommended that the City acquire the ‘subject property’ for the purposes of designing, building, and enjoying the intended civic campus.

In response to this report, should the City decide to move forward with acquiring the subject property, the staff and technical team will:

- 1. Proceed with the purchase of Parcels 2-11 (*Figure 4*) for \$40.4M (*the final Purchase and Sale will be contingent on Council approval*)
- 2. Secure relevant financing.
- 3. Perform permitted on-site due diligence activities, such as soils testing.
- 4. Following site purchase completion, launch other Phase 2 activities including:
 - o Community engagement regarding site development concepts and civic opportunities
 - o Definition of secondary program elements (arts, markets, residential, or other components beyond core city hall/justice functions), shaped by community input
 - o Progression of conceptual site design

EXECUTIVE SUMMARY REFERENCE IMAGES

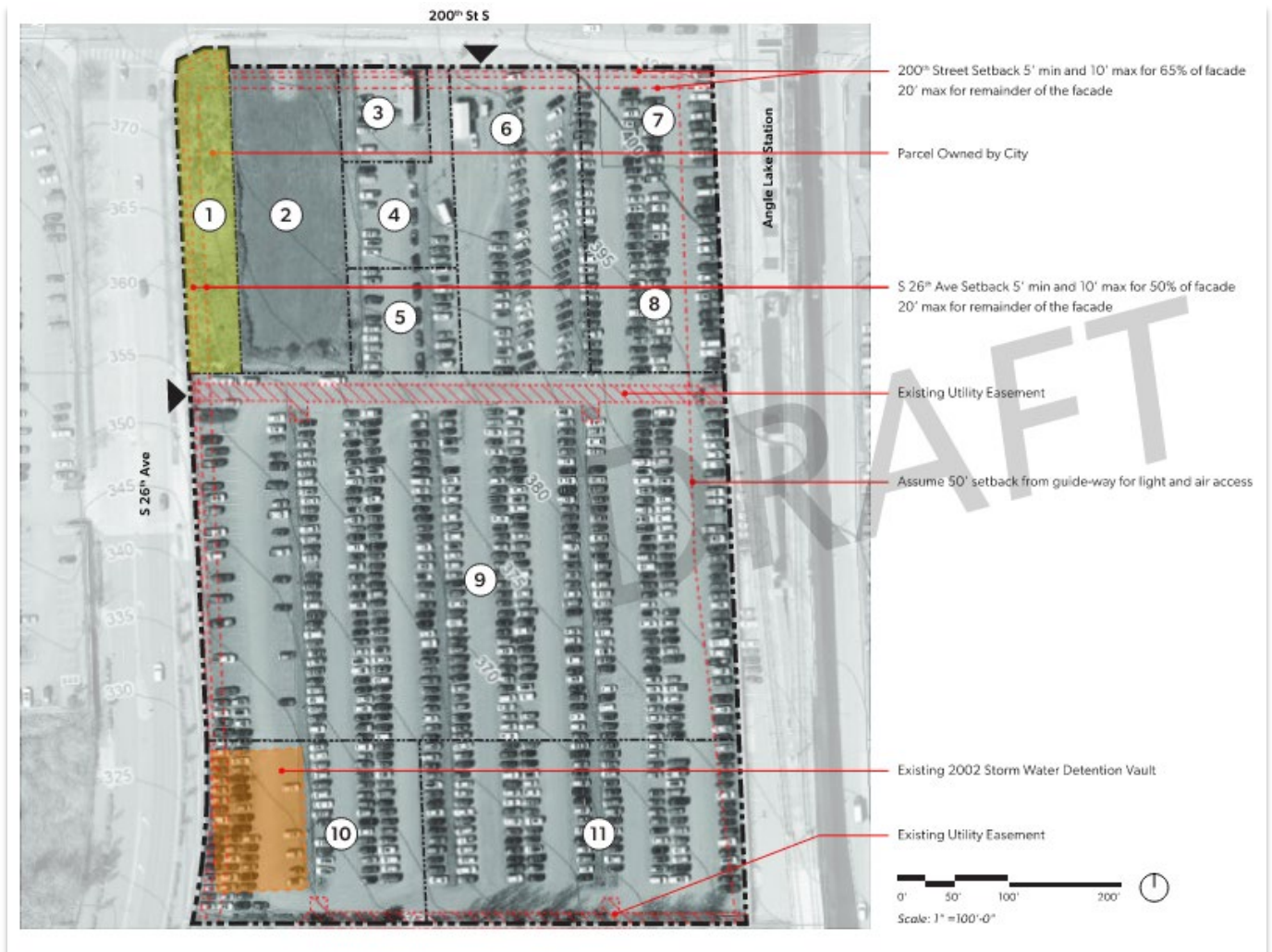
Figure 2: Aerial map locating S 200th Street Property



Figure 3: S 200th Street View Looking North



Figure 4: S 200th Street - Subject Property Parcel Map



ALL SITE PARCELS

Address 2701 S 200th Street
Parcel Number(s)

Parcel ID	Parcel No.	Area	
		SF	Acres
①	3445000041	14,064	0.32
②	3445000040	27,498	0.63
③	3445000042	6,806	0.16
④	3445000036	11,198	0.26
⑤	3445000043	9,489	0.22
⑥	3445000032	31,900	0.73
⑦	3445000033	9,077	0.21
⑧	3445000035	23,641	0.54
⑨	3445000060	159,630	3.66
⑩	3445000099	32,821	0.75
⑪	3445000096	47,671	1.09
Total		373,795	8.58

LEGEND

- PARCEL BOUNDARY
- ▲ EXISTING VEHICLE ENTRY
- EXISTING CITY OWNED PARCEL

Source: Appendix I - GGLO - SeaTac S 200th Site Studies

THE CITY OF SEATAC CIVIC CAMPUS
PROJECT FEASIBILITY REPORT

2.0

PROJECT VISION & OVERVIEW

PROJECT VISION & OVERVIEW

PROJECT VISION

“The City of SeaTac is exploring the possibility of building a new City Hall and Civic Campus. Imagine a place where the SeaTac community comes together—a welcoming, inclusive place that reflects SeaTac’s unique identity. A space where people connect, businesses thrive, and City services are easily accessible. Whether you’re meeting a friend for coffee, visiting your elected officials, or enjoying shared gathering spaces, this is the heartbeat of SeaTac—accessible, inclusive, and full of energy.

Anchored in our global connections and rich diversity, this community space will serve as a cultural and social gathering place for all generations. By activating the land early, we’ll set the stage for a future that embodies SeaTac’s character, strengthens, fosters community pride, and creates a lasting, vibrant space for everyone.”



Source: Appendix B – Project Charter for Civic Campus

GUIDING PRINCIPLES

The project will be guided by the following principles, recognizing that some may need to be balanced or prioritized as development proceeds. Reference Appendix B - SeaTac - Civic Campus Charter.

Community Engagement & Inclusion

- Keep the community informed about the progress of the project and provide updates on financial funding and components involved. Educate the community on potential financial concerns, ensuring transparency, and present funding information in a culturally appropriate and accessible way.
- Seek community input to inform decision-making, where voices are heard, residents are informed and engaged, and excitement shapes the vision for the civic campus.
- When incorporating community feedback, the City's goal is to engage all members, representatives, stakeholders, and businesses in the community.

Financial Responsibility & Sustainability

- Ensure financial responsibility in the development of the civic campus, with costs thoughtfully distributed across generations to support long-term sustainability.
- Seize present opportunities to maximize long-term benefits.

Placemaking & Identity

- Create a unifying sense of place that meets location criteria for accessibility and fosters a vibrant community where people say, "I'll meet you downtown in SeaTac for coffee."
- Capture and enhance SeaTac's unique identity as a dynamic gateway—celebrating its global connections, transportation hub, and rich cultural diversity to create a vibrant and welcoming community.
- Harness the city's diversity, energy, and strong sense of identity.
- Support a multigenerational development that serves diverse community needs.

Land Use & Design

- Activate the land for community use even before the civic campus is built, making it an identifiable gathering place for residents, with pop-up events, markets, and activities that foster engagement and placemaking.
- Acquiring property for the residents of SeaTac to serve as a catalyst for future development, a community resource, and a foundation for community building.
- Architectural elements evaluated as part of the design will incorporate cultural reflections, green spaces, sustainability, and elements unique to SeaTac.

PROJECT BACKGROUND

As the City of SeaTac grows and evolves, it is important that its City Hall can adequately meet the needs of the residents, efficiently and effectively. The City of SeaTac bought the current office building in 2001 to serve as its city hall. Originally built in 1979, the three-story, 75,000-square-foot building that was not purpose-built for the City Hall or Justice Center functions it houses today. The building underwent renovations in 2002 to improve certain functional deficiencies for use as a City Hall. However, the inherent

nature of the building has resulted in persistent facilities maintenance issues and overall operational inefficiencies.

In 2020, the City hired ARC Architects to evaluate the condition of the current City Hall building and compare the cost of renovating the existing City Hall to the cost of building a new City Hall. The report identified numerous upgrades needed to keep the 40+ year-old City Hall building code compliant, functional, secure, and structurally sound, as well as suggested space modifications to serve the growing City workforce and community for another 40 years.

The building deficiencies include *[Reference Appendix C & D: ARC Report Assessment and Appendix L: JLL Development Options Analysis]*:

- A. Inefficient space utilization, deficient departmental adjacencies, and accessibility issues, with an average office size larger than current Washington State guidelines.
- B. Security issues that need to be addressed to meet Homeland Security Report Compliance.
- C. Seismic vulnerabilities – meaning the building is not adequately protected against earthquakes - requiring an immediate \$5.95 million investment to meet minimum safety standards.
- D. Aging mechanical, plumbing, electrical, and building envelope systems that need major upgrades to meet current building and safety codes, and for the building to operate more efficiently, which would reduce operating expenses.
- E. Less parking than is required by the City zoning code, which creates challenges for residents visiting City Hall and for City employees. Solving the parking problem in the current City Hall location would require costly solutions for additional parking off-site.

In summary, the report found that a renovated facility would still face fundamental constraints in parking capacity, operational efficiency, and future growth potential. These limitations cannot be resolved through renovation. Based on the report's findings, described further in Section 7 and in Appendix D & L, the Council directed City staff in August 2022 to explore constructing a new City Hall.

Key milestones following the Council's direction include:

- ✓ **Decision to build a Civic Campus instead of a standalone City Hall building.** At the July 11, 2023, Council Study Session, the Council expressed its preference to build a Civic Campus as opposed to a single use City Hall. The Civic Campus could include additional community services, retail, and recreational uses beyond the City Hall functions. This was adopted as Resolution 23-007 on September 12, 2023.
- ✓ **Selection of JLL as owner's representative for the Civic Campus project.** After a competitive selection process in Winter 2023/2024, the City selected JLL as its owner's representative for the Civic Campus project. JLL is responsible for project management, financial stewardship, schedule development, and coordination among consultants and stakeholders on the City's behalf. JLL's core responsibility is to ensure the project aligns with the City's strategic goals during the current feasibility and planning phases, potentially continuing through development.

A more comprehensive list of Council Study Sessions (CSS) and Regular Council Meetings (RCM) and actions related to the Civic Campus project can be found at the end of this section.

PROJECT FEASIBILITY PROCESS

A feasibility study is a way to answer the question, *"Should we do this?"*. It examines different factors like cost, risks, and opportunities to help decide if a project is viable. JLL and City staff have been working through a comprehensive process since Spring 2024. The goal of this process is to provide the City of SeaTac with the essential data, analysis, and recommendations to support a critical decision-making process regarding the Civic Campus project's feasibility and potential implementation pathways.

The advantages of this process, which has successfully assisted other cities in managing civic development projects such as this one, include:

- **Reducing Financial and Regulatory Risk.** By carefully reviewing the financial aspects of the project and regulations involved, potential issues can be addressed before substantial funds are spent. This protects taxpayer investments and ensures responsible financial management.
- **Evidence-Based Decision Making.** Systematically analyzing site location options, space needs, funding methods, and community impacts transforms abstract concepts into concrete scenarios. This data-driven methodology provides City leaders with the clear, reliable information needed to make decisions about significant public investments.
- **Community Involvement and Transparency.** The process integrates community engagement and stakeholder input at key points, ensuring that this project continues to reflect local priorities and values. This collaborative approach intends to build public trust and support for projects that will serve residents for generations.
- **Optimizing Value.** Beyond meeting basic facility needs, this feasibility process looks at how the Civic Campus project can contribute to the City's broader goals, including economic development, sustainability of assets, and improved services. This holistic perspective ensures the project will provide the greatest possible benefit to the community across multiple areas.
- **Clear, Executable Roadmap.** The feasibility process culminates in not just a recommendation but a practical roadmap for project success. This creates clarity around next steps, timelines, and resource requirements, allowing for smooth transitions from planning to construction.

SIX KEY ELEMENTS OF THE PROCESS:

JLL and the City are working together to make sure the Civic Campus project has a solid foundation of financial planning, community support, and alignment with the City's long-term goals. The feasibility study up to this point can be broken down into six key elements:

1. **Facilitation of project visioning.** In Spring of 2024, JLL led a 'Visioning Session' and an interactive alignment workshop with key City of SeaTac stakeholders to establish priorities for the Civic Campus redevelopment. The session revealed that the campus should be rooted in community values, emphasizing connection, adaptability, and safety. The key takeaways are shown in Section

3, with additional detail in Appendix E. These insights will guide decision-making throughout the project lifecycle to ensure alignment with the city's needs and aspirations.

2. **Definition of the project.** In Summer of 2024, JLL interviewed City staff and met with City leaders to understand specific departmental space needs and drivers. These detailed conversations informed the assessment of the City's future space needs within a new City Hall and Civic Campus. These spaces include staff offices, community service areas, the Justice Center, parking and a public plaza. The project discovery and preliminary program can be found in Section 3 and Appendix F.
3. **Evaluation of potential sites.** Informed by multiple sources, a set of criteria for evaluating potential sites was developed and approved by the Council. Applying these criteria to twelve sites resulted in four top-tier sites for further technical evaluation. Ultimately, one site was selected to pursue a transaction. Further information about the site evaluation is in Section 4. The technical evaluation gathered information on environmental factors, soil conditions, and traffic impact, described further in Section 6.
4. **Financing options.** The City's financial resources were evaluated, and the City was found to have healthy levels of cash reserves as well as a strong debt rating. The City is considering acquiring a site for the Civic Campus using a combination of cash and debt and is continuing to explore debt options and potential risks per Council direction. Additional information is in Section 7.
5. **Community engagement.** Throughout the process, the City conducted community outreach through several in-person events and online surveys. Described further in Section 5, over 600 community members shared their goals and priorities for the Civic Campus. The community identified a desire for the Civic Campus to include food and beverage options such as a café or restaurant, farmers market, or international market; community support spaces including educational space, childcare, or support for small businesses; and recreation or gathering spaces for community events.
6. **Feasibility report and recommendations.** The result of the work performed up to this point is contained in this feasibility report. This document summarizes the comprehensive analysis carried out along with a recommendation on how the City can proceed with its acquisition of its desired site for the new Civic Campus and next steps.

COUNCIL ACTION HISTORY

Date	Meeting	Description	Council Action
2020			
7/14/20	RCM	Council approval of contract with ARC Architects	Approval
2022			
8/9/22	CSS	City Hall facility assessment & analysis of five potential options for the future of City Hall. Direction: Move forward with option 2 Build City Hall and Civic Campus, or option 1 Build City Hall if option 2 is not feasible.	None
2023			
08/08/23	CSS	Agenda Bill #6288; A Resolution authorizing the City Manager to site, design and construct a Civic Campus inclusive of a New City Hall and hire both additional staff and consulting services to support the project.	Referred to 9.12.23 RCM Consent Agenda
Fall '23	RCM	Decision Card for New City Hall Feasibility Analysis approved as part of the 2023-2024 Biennial Budget process.	Approval
9/12/23	RCM	Agenda Bill #6288; A Resolution #23-007 authorizing the City Manager to site, design and construct a Civic Campus inclusive of a New City Hall and hire both additional staff and consulting services to support the project.	Resolution #23-007
2024			
3/7/24	RCM	Administration & Finance Committee authorization of contract with JLL to act as owner's representative and approval of additional project funding.	Authorization
3/25/24	RCM	Agenda Bill #6393; An Ordinance #24-1009 authorizing the City Manager to execute a contract with JLL, Inc., for owner's representative services for a new civic campus and amending the 2023-2024 Biennial Budget to provide project funding.	Ord. 24-1009 Agr. #24-A077
8/13/24	RCM	Agenda Bill #6491; An Ordinance amending the 2023-2024 Biennial Budget to provide additional funding for the advancement of the SeaTac Civic Campus Project and authorizing the Interim City Manager to execute a Phase 2 contract with JLL, the City's owner representative, as well as on-call contracts as needed to provide services in support of site acquisition, community outreach, financial planning and bond counsel.	Referred to a future CSS.
9/10/24	CSS	Agenda Bill #6491; An Ordinance amending the 2023-2024 Biennial Budget to provide additional funding for the advancement of the SeaTac Civic Campus Project and authorizing the Interim City Manager to execute a Phase 2 contract with JLL, the City's owner representative, as well as on-call contracts as needed to provide services in	Referred to 09.24.24 RCM Consent Agenda.

		support of site acquisition, community outreach, financial planning and bond counsel.	
9/24/24	RCM	Agenda Bill #6491; An Ordinance #24-1018 amending the 2023-2024 Biennial Budget to provide additional funding for the advancement of the SeaTac Civic Campus Project and authorizing the Interim City Manager to execute a Phase 2 contract with JLL, the City's owner representative, as well as on-call contracts as needed to provide services in support of site acquisition, community outreach, financial planning and bond counsel.	Ord. 24-1018 Agr. #24-A137 Agr. #25-A062 Agr. #25-A063
11/19/24	CSS	Review and adoption of the functional program for the Civic Campus Project. Direction: Incorporate into the feasibility report.	Information
2025			
1/28/25	RCM	Agenda Bill #5777; A Motion approving the site evaluation criteria for a civic campus and authorizing the City Manager to proceed with site evaluation including due diligence by sub-contractors.	AB #5777
2/11/25	RCM	Refer to Council Study Session: Financing options for the Civic Campus project	Refer to CSS
2/25/25	RCM	A Resolution formally approving the site evaluation criteria to be used when considering potential civic campus sites and authorizing the City Manager or City's authorized agent to execute any appropriate agreements necessary for evaluation and negotiation of up to four (4) property sites.	Res. #25-001 AB #6640
4/8/25	CSS	Civic Campus Project Delivery and Financing Options.	Information
5/13/25	RCM	Civic Campus Update on community engagement strategy, site feasibility and investigation work, and a recommended update to the site selection criteria.	Information
5/27/25	RCM	LOI / PSA, framework and A and B discussion	Resolution
6/10/25	CSS	City Overview of revenues and exploration of B&O tax, financial tools for CC	Information
6/10/25	RCM	Civic Campus: Community Engagement Update and Project Financing	Information
7/8/25	CSS	SeaTac overview of expenditures Including B&O tax to support bonds for land acquisition and civic campus in the future.	Information
7/8/25	RCM	1) RCM Resolution a) Resolution Justice Center: Justice center as part of Civic Campus or located as standalone building b) Resolution secondary uses: Council direction sought to identify top community uses and direct staff to look at potential alternative funding for these uses	Resolution

THE CITY OF SEATAC CIVIC CAMPUS
PROJECT FEASIBILITY REPORT

3.0

PROJECT DEFINITION & PROGRAMMING

[Reference: Appendix E & F]

PROJECT DEFINITION

Purpose and Strategic Value

Phase 0 initiated the project definition through JLL's visioning and programming engagements. This foundational work established the project vision, space requirements, objectives, and key development parameters. These guiding documents now align stakeholders' expectations and inform all programming decisions throughout the development journey.

Architectural 'programming' is the process of gathering, analysing, and organizing information about the requirements and goals of a building project before design begins. It identifies the needs, functions, and spaces required by the users, establishing the foundation for the design process by defining what the building needs to accomplish rather than how it will look. This early planning phase helps us understand the project scope, budget constraints, and user expectations to create a more effective design solution.

JLL examined ARC Architects' previous work to gain insight into their collaboration with the City. While ARC's efforts primarily addressed the current City Hall, JLL's focus shifted to defining the new SeaTac Civic Campus. After presenting these findings to Council in the Fall of 2024, we have developed four distinct development scenario options for SeaTac's civic redevelopment.

ARC – CURRENT CITY HALL ARCHITECTURAL ASSESSMENT

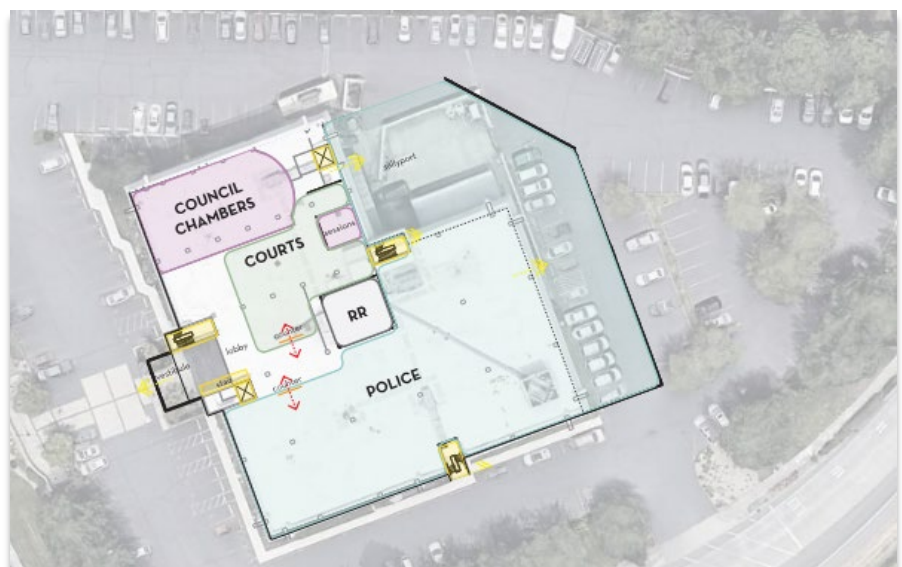
Source: Appendix C: ARC Architects City Hall Assessment 2021 and D: ARC Report – JLL Analysis Summary

Past: The 2021 ARC report examined an option to renovate and expand the City Hall on its current site. The adjusted program defined in **Option A** includes:

- A. **City Hall:** 77,153 SF of renovated office. Noted to be insufficient to meet City's needs.
- B. **Police:** 12,968 SF of expanded police programming
- C. **Parking:** 82,250 SF of structured parking that is **non-code compliant** parking (219 stalls), that cannot fit onto the existing site. Off-site solutioning was not comprehensive.
- D. **No** expanded outdoor civic space/public plaza
- E. **No** additional commercial or community programming options

Figure 5: Existing City Hall

Source: Appendix C: ARC City Hall Assessment



CIVIC CAMPUS VISIONING & PROGRAMMING

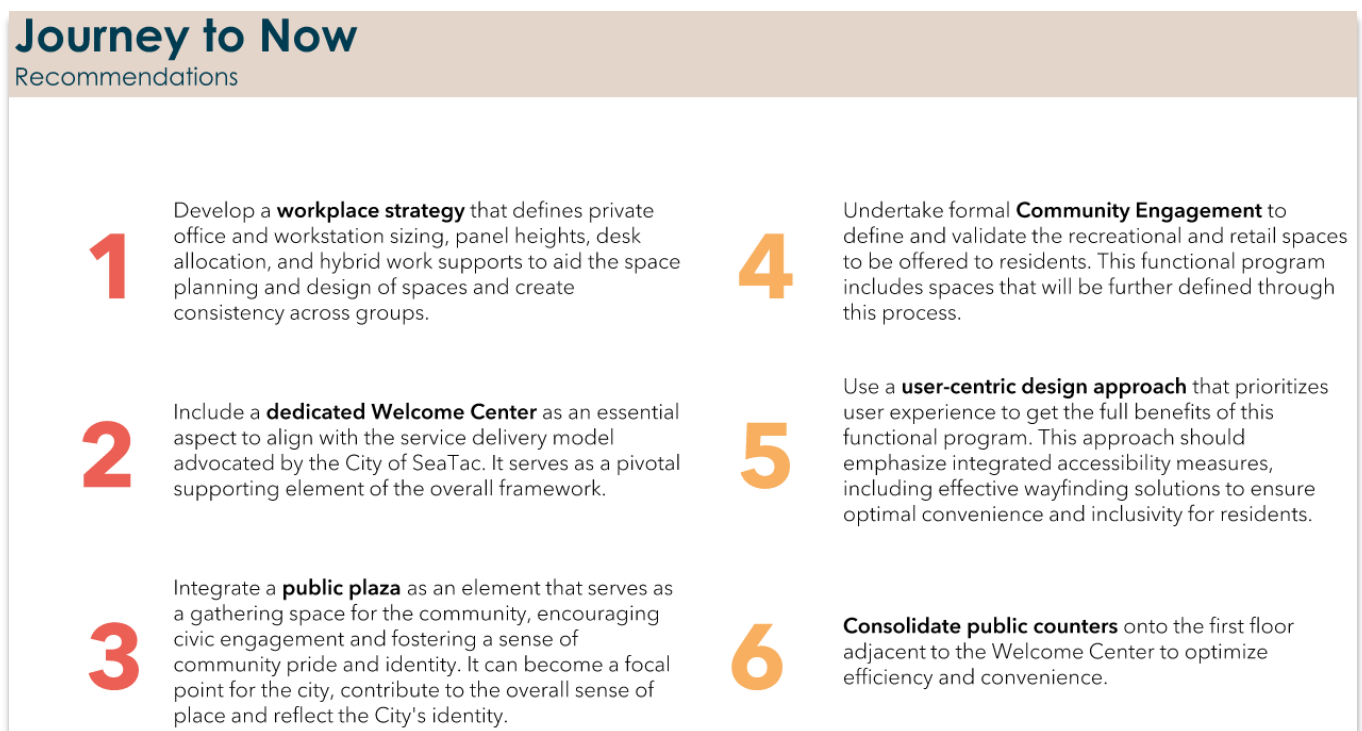
Sources: Appendix E JLL Project Visioning Brief & Appendix F JLL Functional Programming Brief

Present: In 2024, when JLL was hired to collaborate with the City of SeaTac on the Civic Campus project, the study began with an assessment of current and projected space requirements. This discovery process throughout the spring and summer of 2024 included a vision session with City leaders, interviews with City departments, workshops to gather additional input on addressing future needs, and several tours of similar projects, as further described in Appendix E & F.

April 19, 2024	City Staff Visioning Session
<ul style="list-style-type: none"> Developed guiding principles and executive overview of project goals. 	
June 12-28, 2024	Interviews / Space Conversations
<ul style="list-style-type: none"> 15 interviews with various City departments to understand specific department space needs and drivers. 	
July 17, 2024	Site Tours & Scenario Workshop
<ul style="list-style-type: none"> JLL and members of the City project team toured the Redmond City Hall, Tukwila Justice Center, and Lakehaven Utility District. JLL conducted an in-person scenario workshop on July 17, 2024. The purpose of the session was to discuss the spaces within the Civic Center and how they might cater to different user groups. 	

From the initial discovery process, six recommendations are provided that will support the vision of the new Civic Campus.

Figure 6: Civic Campus Project Recommendations



Source: Appendix F: JLL Functional Programming Brief 2024

Through the City engagements outlined above and deliverables within Appendix F, the **preliminary Civic Campus programming elements** include:

- **City Hall:** 54,775 SF
- **Justice Center:** 42,126 SF
- **Parking:** 82,500 SF (1.9 acres) or 270 stalls
- **Exterior Plaza & Sallyport:** 34,618 GSF (0.8 acres)
- **Community and Commercial** programming opportunities to be expanded.

Conceptual Programming Scenarios

Our analysis presents two interior layouts: a fully consolidated building (Scenario 1) and a design with a detached Justice Center (Scenario 2). For parking, we've developed options featuring either standard-sized stalls or more spacious configurations. The exterior design incorporates a Public Plaza and secure sallyport in all scenarios except the final option, which includes only City Hall, the public plaza, and reduced parking an approach not covered in our initial functional programming engagements.

Figure 7: Civic Program Elements

Functional Program

Introduction

The below table highlights space requirements for Interior, Parking, and Exterior space needs as well as the different scenarios.

Two separate scenarios are presented for Interiors and for Parking and one scenario for the exterior. These scenarios are:

Interior :

- **Scenario 1:** Consolidated building. All departments within the same space.
- **Scenario 2:** Building with Justice Center functions separated (Police, Municipal Courts, and Legal Criminal).

Parking:

- **Standard Size:** Standard parking stall at 300 USF per stall.
- **Larger Space:** Larger parking stall at 380 USF and assuming the same circulation as Standard Size.

Exterior:

- Spaces for the Public Plaza and sallyport

Space / Scenario	Gross Square Footage (GSF)
Interior - Scenario 1	97,706
Interior - Scenario 2 (Justice Center Removed)	54,755
Parking - Standard Parking Stall	82,500 (1.8 acres)
Parking - Large Parking Stall	104,505 (2.3 acres)
Exterior	34,618 (0.8 acres)

Source: Appendix F: JLL Functional Programming Brief 2024

Summary

These outcomes were presented during the November 19, 2024, Council Study Session, where the Council reviewed and adopted the Civic program for the Civic Campus Project.

The programming specifications and gross square footages outlined here establish the acreage requirements that guided our 'site evaluation' process in Section 4.

The deliverables in this section were executed by JLL's Workplace Strategy Team in 2024 and subsequently transferred to our specialty consulting partners in 2025. These partners performed the

Technical Site Feasibility analysis detailed in Section 6 and Appendix I. Section 6 presents conceptual 'test fits' and massing studies that demonstrate how each building scenario would function on the selected site.

Note that, as the master planning process continues, updates to the program, timing, and other variables may change.

THE CITY OF SEATAC CIVIC CAMPUS
PROJECT FEASIBILITY REPORT

4.0

SITE EVALUATION

SITE EVALUATION CRITERIA

Having established criteria for comparing potential sites is key to a smooth, effective, and open development process. It aligns the project to the City’s goals by creating an easy-to-understand selection process in order to reach agreement on the characteristics of a suitable site.

By developing and using these **Site Evaluation Criteria**, the City saves time and money by focusing on the sites that are truly suitable for the Civic Campus project.

The key processes and results of site evaluation included:

- Developing a preliminary set of Site Evaluation Criteria (Framework A)
- Evaluating 12 sites under Framework A
- Identifying four top-tier sites
- Beginning technical evaluation on the top-tier sites
- Developing modified criteria (Framework B) to offer additional site choices
- Reevaluating two sites under Framework B and identifying one new site under Framework B; and
- Identifying a top preferred site for the City to pursue acquisition.

These points are described further in the remainder of this section.



FRAMEWORK A

The site evaluation criteria were designed to prioritize locations that can accommodate the **Civic Programming** (City Hall, public plaza, parking, and potentially the Justice Center, as discussed in Options B, C, and D in Section 3). Criteria also included locations in desirable and accessible areas, straightforward and financially sound transactions, and alignment with community goals (discussed in Section 4).

The site evaluation criteria were informed by multiple sources, including:

- The City’s Envision SeaTac 2044 Comprehensive Plan;
- Feedback from the SeaTac community (Section 4);
- Direction from SeaTac leadership;
- Work sessions with staff engagement to define civic and community programming and visioning; and
- Development industry best practices.

Figure 8: Site Evaluation Criteria – Framework A

 FRAMEWORK A: APPROVED CRITERIA <i>(January 28, 2025)</i> 
Primary Programming <input checked="" type="checkbox"/> Site accommodates the Civic Campus functional program <i>(City Hall, Parking, Public Plaza & Justice)</i> .
Location Criteria <input checked="" type="checkbox"/> Adequate accessibility: near light rail and bus services; pedestrian experience. <input checked="" type="checkbox"/> Desirable surrounding uses and amenities (current and future). <input checked="" type="checkbox"/> Resolvable environmental factors: soils, contamination, flood, noise, etc.
Transaction & Financial Criteria <input checked="" type="checkbox"/> Ease of land sale with property owner(s). <input checked="" type="checkbox"/> Efficient use of capital: cost to purchase site, construct building / parking / infrastructure, and mitigate environmental factors.
Community Alignment & Priorities <input checked="" type="checkbox"/> Emphasis on accessibility / walkability / transit <input checked="" type="checkbox"/> Supports community gathering space and green space <input checked="" type="checkbox"/> Accommodates potential secondary program / future-friendly space <input type="checkbox"/> Additional community engagement will inform community priorities



Source: January 28th Regular Council Meeting

Under Framework A, approved on January 28, 2025, twelve identified sites were evaluated using a “stoplight” rating system. Green indicates strong alignment, yellow indicates moderate alignment or the need for additional consideration, and red indicates weaker alignment.

Figure 9: Site Evaluation Under Framework A

Green indicates strong alignment, yellow indicates moderate alignment or the need for additional consideration, and red indicates weaker alignment.

Site Name	Current City Hall	Site A	Site B	Site C	Site D	Site E
Primary Programming						
Property Size	Approximately 3 acres	more than 7 acres	3-7 acres	less than 3 acres	3-7 acres	3-7 acres
Site accommodates the Civic Campus functional program (City Hall, associated parking, public plaza, possibly Justice Center)	does not fully accommodate parking to code on-site	✓	✓	X	requirements that reduce usable site area	✓
Location Criteria						
Accessibility	>1 mi from light rail >1 mi from Rapid Ride <0.25 mi from local bus lines	0.5 mi from light rail < 0.25 mi from Rapid Ride 0.25-0.5 mi from local bus lines	0.25-0.5 mi from light rail < 0.25 mi from Rapid Ride ~0.25 mi from local bus lines	< 0.25 mi from light rail < 0.25 mi from Rapid Ride ~ 0.25 mi from local bus lines	< 0.25 mi from light rail < 0.25 mi from Rapid Ride < 0.25 mi from local bus lines	~0.25 from light rail < 0.25 mi from Rapid Ride < 0.25 mi from local bus lines
Surrounding Uses - current and future (known)	community services, residential, hospitality, green space	community services, residential, hospitality, restaurant	residential, hospitality, restaurant	residential, community services, hospitality	community services, residential, hospitality, restaurant	community services, residential, hospitality, restaurant
Environmental factors:						
Geotechnical assessment	Topographically good	Topographically good	Topographically good	Topographically good	Topographically good	Potential mitigation; additional study needed
Soil contamination	None known	Previous remediation on partial site, subject to covenant; low to moderate risk on remainder	low to moderate risk	moderate risk on partial site	Undergoing remediation; likely to impact access and transaction timeline	moderate to high risk; completed remediation with remaining high potential for residual contamination
Transaction & Financial Criteria						
Projected ease of sale	N/A - already owned	Medium risk	Medium risk	Medium risk	Medium risk	Medium risk
Additional known cost considerations beyond site purchase and construction	Swing space, demolition	Likely additional cost	No known / minimal cost	Known additional cost	Likely additional cost	Projected significant cost
Community Alignment Criteria						
Accessibility - see above						
Supports community gathering & green space - preliminary evaluation tied to size / capacity to accommodate						
Accommodates secondary programming - preliminary evaluation tied to size / capacity to accommodate; additional community engagement will inform priorities						

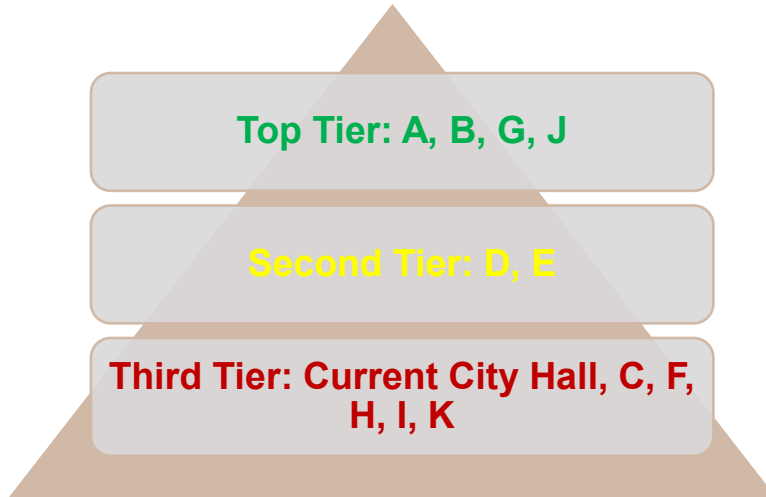
Figure 9: Site Evaluation Under Framework A cont.

Green indicates strong alignment, yellow indicates moderate alignment or the need for additional consideration, and red indicates weaker alignment.

Site Name	Site F	Site G	Site H	Site I	Site J	Site K
Primary Programming						
Property Size	3-7 acres	3-7 acres	less than 3 acres	less than 3 acres	more than 7 acres	less than 3 acres
Site accommodates the Civic Campus functional program (City Hall, associated parking, public plaza, possibly Justice Center)	requirements that reduce usable site area	✓	X	X	✓	X
Location Criteria						
Accessibility	0.5 mi from light rail < 0.25 mi from Rapid Ride < 0.25 mi from local bus lines	0.5-1 mi from light rail < 0.25 mi from Rapid Ride 0.25-0.6 mi from local bus lines	0.5 mi from light rail < 0.25 mi from Rapid Ride > 0.5 mi from local bus lines	< 0.25 mi from light rail < 0.25 mi from Rapid Ride > 0.5 mi from local bus lines	< 0.25 mi from light rail < 0.25 mi from Rapid Ride > 0.5 mi from local bus lines	< 0.25 mi from light rail < 0.25 mi from Rapid Ride > 0.5 mi from local bus lines
Surrounding Uses - current and future (known)		residential, hospitality, restaurant, retail, green space	community services, residential, hospitality, office, green space	residential, retail	Detention Center, hospitality, office, residential	Detention Center, office, hospitality, residential, retail, restaurant
Environmental factors:						
Geotechnical assessment	Topographically good	Topographically good	Topographically good	Topographically good	Topographically good	not yet evaluated; likely no issues
Soil contamination	unknown?	moderate risk	low to moderate risk	moderate risk	low to moderate risk	contamination likely; unknown remediation measures
Transaction & Financial Criteria						
Projected ease of sale	High risk	Low risk	Medium risk	Medium risk	Low risk	Low risk
Additional known cost considerations beyond site purchase and construction	Projected significant cost	Known additional cost	Known additional cost	Likely additional cost	No known additional cost	Projected significant cost
Community Alignment Criteria						
Accessibility - see above						
Supports community gathering & green space - preliminary evaluation tied to size / capacity to accommodate						
Accommodates secondary programming - preliminary evaluation tied to size / capacity to accommodate; additional community engagement will inform priorities						

This evaluation under Framework A identified four sites as the top-tier sites, two sites as second tier, and six sites as third tier.

Figure 10: Site Classification Under Framework A




Along with this first review of the sites, a desk review of environmental issues and soil conditions was performed by GeoEngineers.

Of the four top-tier sites, there were two that were the most preferred. The City reached out to the owners of the two preferred sites and progressed into negotiations with its top site, **Site J**. Additional environmental, traffic, and site feasibility study was performed on the top site. Further details of these studies are contained in Section 6 Technical Feasibility of this report and in Appendices G-K. Additionally, as part of the financial site evaluation criteria, construction costs for building the civic programming were estimated compared to the cost to renovate the current City Hall.


FRAMEWORK B

After discussion with the Council and City Staff, a modified set of criteria, Framework B, was created to evaluate additional site options. Framework B prioritizes being near light rail, removes “ease of land sale”, and clarifies “accommodates potential secondary programming” to include smaller sites and favors existing desirable uses and services nearby.


Figure 11: Site Evaluation Criteria – Framework B



FRAMEWORK B: SUPPLEMENTARY CRITERIA *(Approved May 27, 2025)*



Primary Programming
<input checked="" type="checkbox"/> Site accommodates the Civic Campus functional program <i>(City Hall, Parking, Public Plaza & Justice)</i> .
Location Criteria
<input checked="" type="checkbox"/> Adequate accessibility: near light rail (priority) and bus services; pedestrian experience. <input checked="" type="checkbox"/> Desirable surrounding uses and amenities (current - priority) and future). <input checked="" type="checkbox"/> Resolvable environmental factors: soils, contamination, flood, noise, etc.
Transaction & Financial Criteria
<input checked="" type="checkbox"/> Ease of land sale with property owner(s). <input checked="" type="checkbox"/> Efficient use of capital: cost to purchase site, construct building / parking / infrastructure, and mitigate environmental factors.
Community Alignment & Priorities
<input checked="" type="checkbox"/> Emphasis on accessibility / walkability / transit (priority) <input checked="" type="checkbox"/> Supports community gathering space and green space <input checked="" type="checkbox"/> Accommodates potential secondary program / future-friendly space <input type="checkbox"/> <i>Additional community engagement and site size will inform priorities</i>



Source: January 28th Regular Council Meeting

Evaluation under Framework B identified three sites. Two sites previously identified under Framework A were reevaluated under Framework B, and one additional site was added.

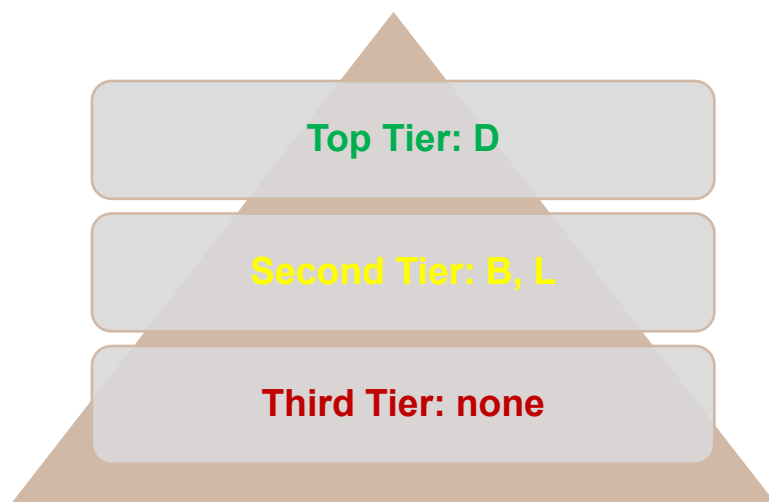
Figure 12: Site Evaluation Under Framework B

Green indicates strong alignment, yellow indicates moderate alignment or the need for additional consideration, and red indicates weaker alignment.

Site Name	Site B	Site D	Site L
	<i>re-evaluated</i>	<i>re-evaluated</i>	<i>new site</i>
Primary Programming			
Property Size	3-7 acres	3-7 acres	3-7 acres
Site accommodates the Civic Campus functional program (City Hall, associated parking, public plaza, possibly Justice Center)	✓	requirements that reduce usable site area	✓
Location Criteria			
Accessibility - access to light rail prioritized in Framework B	0.25-0.5 mi from light rail < 0.25 mi from Rapid Ride ~0.25 mi from local bus lines	< 0.25 mi from light rail < 0.25 mi from Rapid Ride < 0.25 mi from local bus lines	< 0.25 mi from light rail < 0.25 mi from Rapid Ride no local bus lines
Surrounding Uses - current and future (known) - prioritized more in Framework B	residential, hospitality, restaurant	community services, residential, hospitality, restaurant	residential, restaurant
Environmental factors:			
Geotechnical assessment	Topographically good	Topographically good	Unknown
Soil contamination	low to moderate risk	Undergoing remediation; likely to impact access and transaction timeline	Unknown
Transaction & Financial Criteria			
Additional known cost considerations beyond site purchase and construction	No known / minimal cost	Likely additional cost	No known / minimal cost
Community Alignment Criteria			
Accessibility - see above, with emphasis on proximity to light rail			
Supports community gathering & green space - preliminary evaluation tied to size / capacity to accommodate			
Accommodates secondary programming - not prioritized in Framework B			

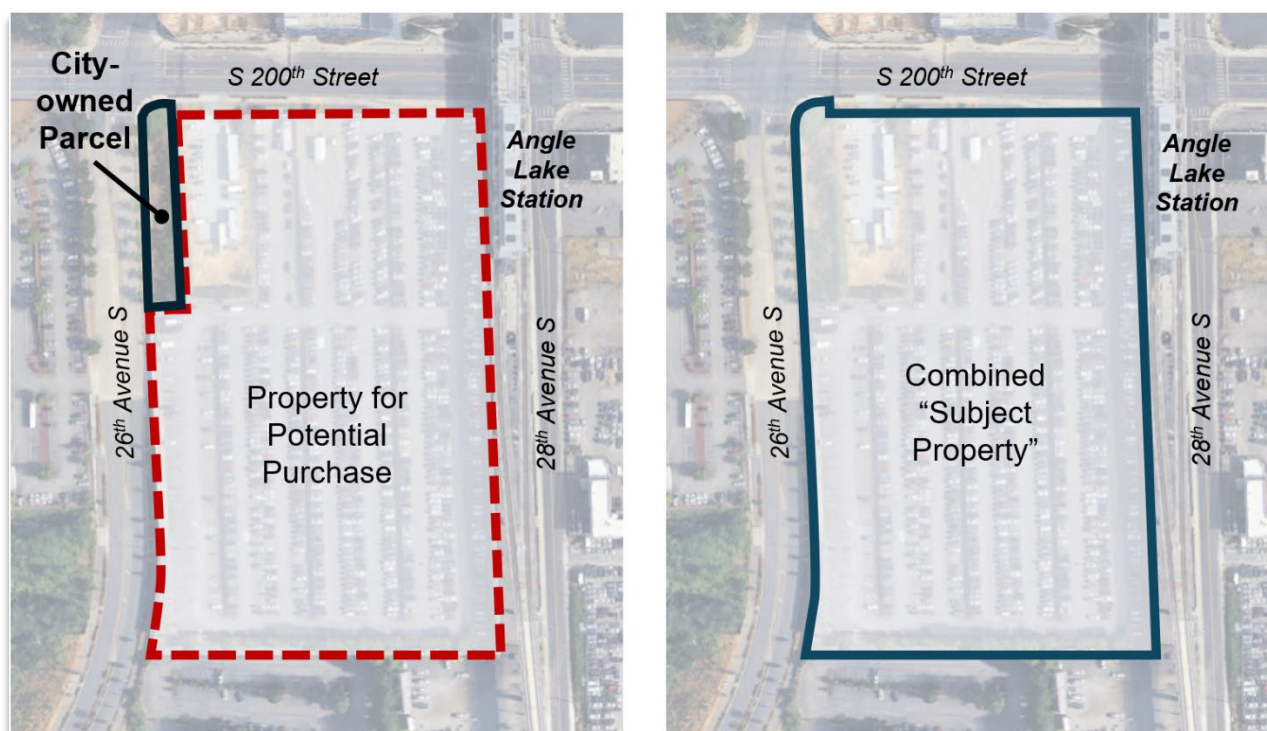
Based on the Framework B evaluation, Site D is considered a top-tier site and Site B is considered a second-tier site. Site L, the new site, is also classified as a second-tier site.

Figure 13: Site Classification Under Framework B



The City's top site remains Site J, which is located at 2701 South 200th Street ("S 200th Street"). This site is referred to as the 'subject property' in the remainder of the report.

Figure 14: 2701 South 200th Street: Purchase Area vs. Subject Property



At this time, the City has negotiated a Letter of Intent (LOI) regarding the purchase of the remainder of Site J. This process is further described in the Acquisition and Next Steps section of this report.

CONCLUSION AND RECOMMENDATION

The City of SeaTac used the process outlined in this section to find the best locations for its future Civic Campus.

- First, Framework A narrowed down 12 sites based on key needs, location, financial factors, and community goals. Four top-tier site choices were identified.
- To explore more possible sites, Framework A was modified to create Framework B. This framework focused on access to light rail, considered sites without willing sellers, and prioritized nearby uses and services.
- Three sites were evaluated using Framework B: two sites from Framework A and one new site.
- A top-ranking choice – **Site J (S 200th Street)** – was selected and the City is working toward the purchase of the remainder of the site.

Figure 15: Representation of 2701 South 200th Street, or “Site J”



THE CITY OF SEATAC CIVIC CAMPUS
PROJECT FEASIBILITY REPORT

5.0

COMMUNITY ENGAGEMENT

[Reference: Appendix A]

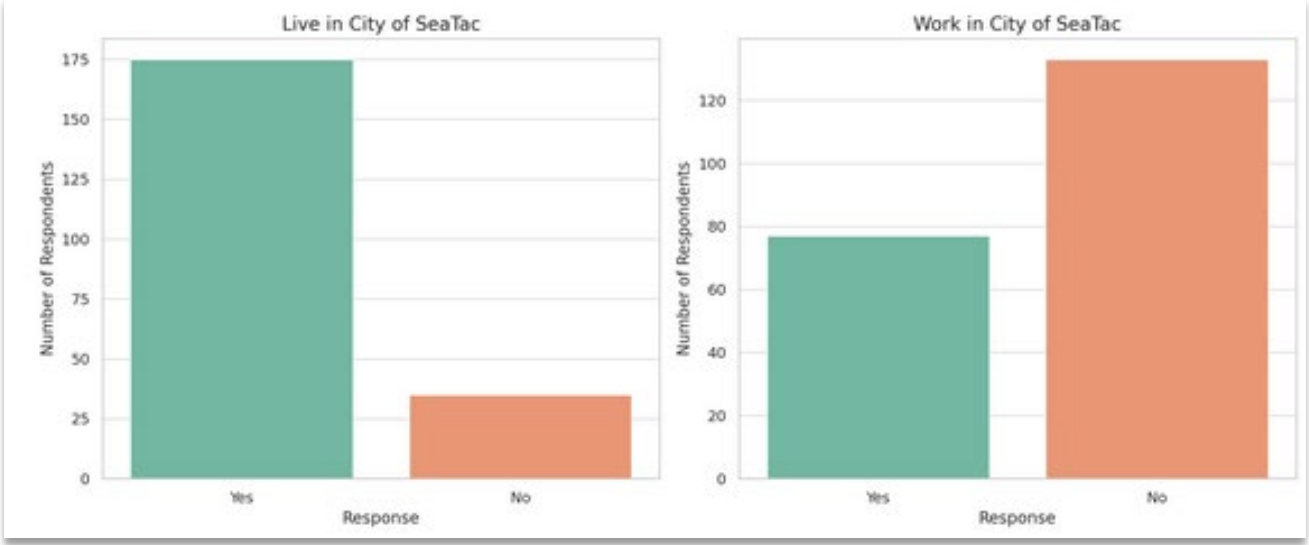
SUMMARY OF ENGAGEMENTS

1. The City conducted two surveys (online and in person) to understand how people currently use City Hall services (Survey 1.0) and what new features or uses they would like to see in a future Civic Campus (Survey 2.0).
2. **Survey 1.0:** In December 2024, the City of SeaTac collected input from **301** community members through an online and in-person survey to understand community needs and priorities for a potential new Civic Center.
3. **Survey 1.0:** Survey data shows that the most commonly used City Hall services are buying **pet tags, applying for permits, and filing police reports**. Moderate use was reported for services like court hearings, paying tickets, and business licensing. Services like rental assistance, domestic violence support, and English classes were used least. This highlights the need to prioritize high-use services in future Civic Campus planning. **Survey 2.0:** From April 19 to May 31, 2025, the City led an inclusive outreach effort to gather community input on potential desired amenities for the Civic Campus. The engagement combined in person and online surveys, with materials available in multiple languages, and targeted social media promotion.
4. The survey asked participants to identify their top priorities across six general categories of potential amenities, with the option to suggest additional ideas under “Other Amenities.” Each respondent was invited to select their top choice within each category.
 - 617 survey responses: 380 in-person (including 89 multilingual), 245 online (including 23 multilingual)
 - Social media reach: over 54,000 views and 846 link clicks, with active community commenting
5. The survey responses identified the overall community preferences centered on spaces that support daily life and community connection, specifically, farmers markets, community support services, an international market, and support for small business. These results reflect a desire for accessible, inclusive, and culturally relevant amenities.
6. Additionally, preference was given to cafés and restaurants, educational spaces, childcare, and support for small business.
7. The repeated emphasis on support for small business across both groups highlights its broad appeal. Overall, the results reflect strong community interest in vibrant public spaces, essential services, and amenities that support everyday life and local economic opportunity.
8. Open-ended survey responses reflected a strong desire for community-oriented spaces, highlighted mixed views on the Civic Campus concept—balancing cost concerns with the need for inclusive public space—and emphasized the importance of prioritizing core City services alongside new development.

SURVEY 1.0: ACCESSING EXISTING CITY HALL & SERVICES

In December 2024, the City of SeaTac collected input from 301 community members through an online and in-person survey to understand community needs and priorities for a potential new Civic Center. The survey data shows that the most commonly used City Hall services are buying pet tags, applying for permits, and filing police reports. Moderate use was reported for services like court hearings, paying tickets, and business licensing. Services like rental assistance, domestic violence support, and English classes were used least. This highlights the need to prioritize high-use services in future Civic Campus planning. Key takeaways are shown below.

Figure 16: Who We Heard From



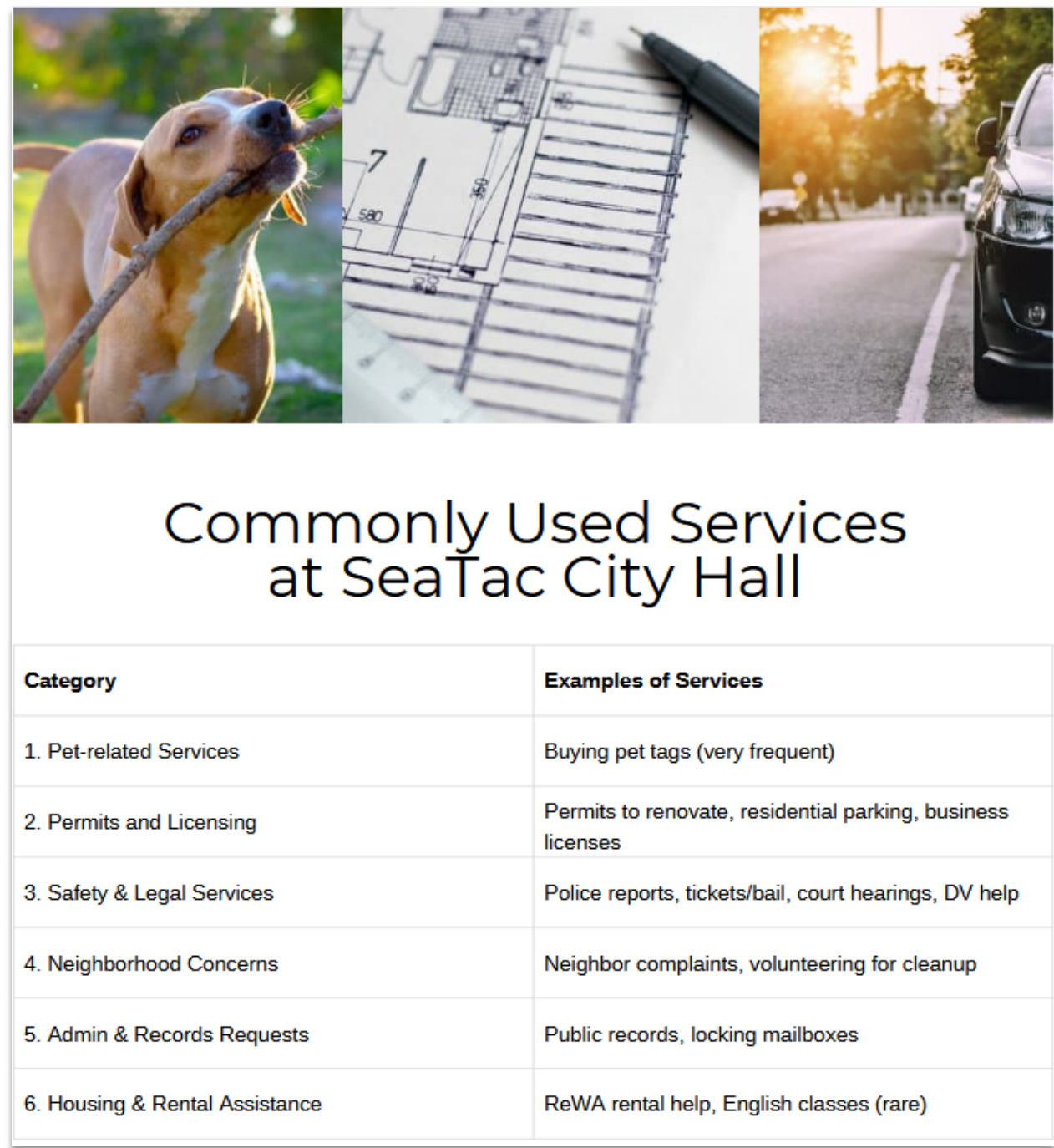
Source: City of SeaTac

Figure 17: Overview of Services Used at City Hall

Service Category	Relative Frequency*
Buying Pet Tags	(Very High)
Applying for Permits	(Very High)
Filing Police Reports	(Very High)
Complaints about Neighbors	(High)
Paying Tickets or Bail	(Moderate)
Court Hearings/Questions	(Moderate)
Licensing a Business	(Moderate)
Volunteer Cleanup	(Moderate)
Public Records Requests	(Moderate-Low)
Purchasing Locking Mailbox	(Moderate-Low)
Rental Assistance (ReWA)	(Low)
Domestic Violence Assistance	(Low)
English Language Classes	(Very Low)

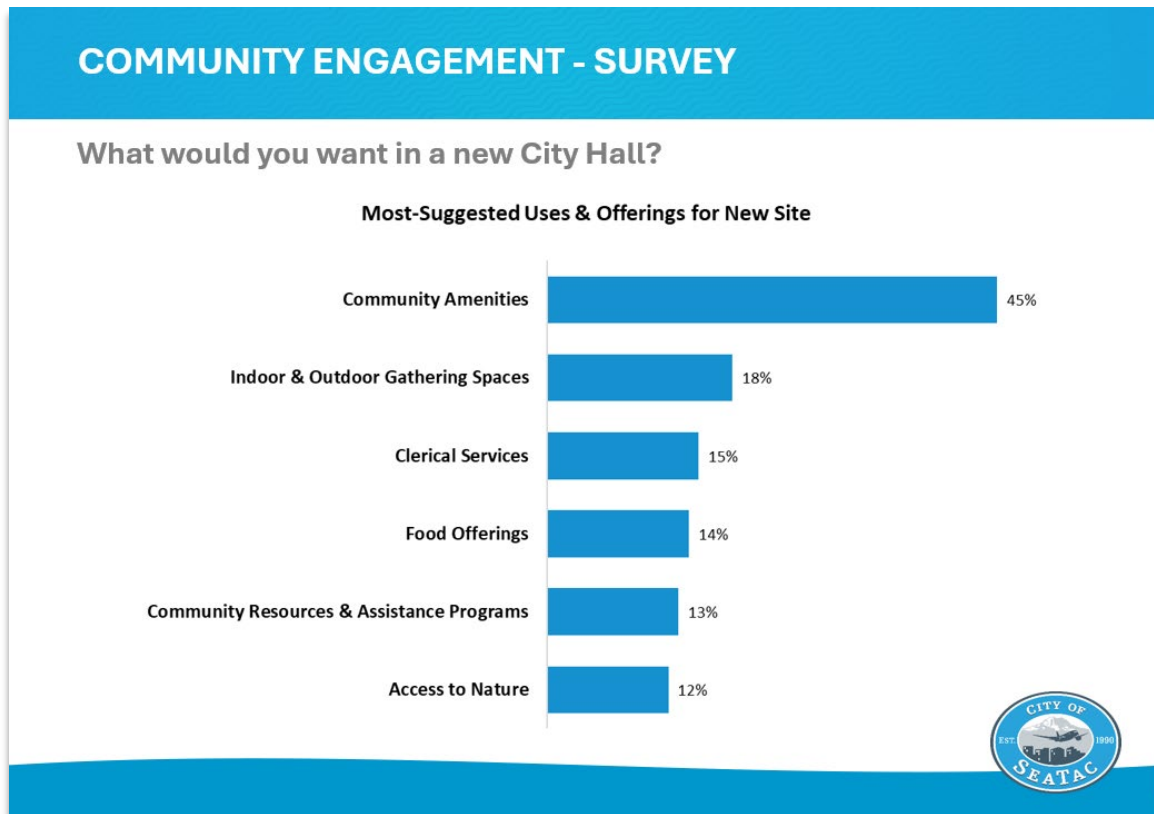
Source: City of SeaTac

Figure 18: Overview of Services Used at City Hall



Source: City of SeaTac

Figure 19: Community Engagement Survey Results



Source: City of SeaTac

Figure 20: Community Engagement Survey Results



Source: City of SeaTac

SURVEY 2.0: VISIONING OF NEW COMMUNITY AMENITIES AND SPACES

Between April 19 and May 31, the City conducted community engagement to understand which amenities and features residents would most like to see included in the future Civic Campus. The effort was designed to be inclusive, accessible, and informative, combining in person and online outreach with targeted social media engagement. Surveys were translated into several languages.

The survey asked participants to identify their top priorities across six general categories of potential amenities, with the option to suggest additional ideas under “Other Amenities.” Each respondent was invited to select their top choice within each category.

The categories included:

- **Community & Civic Spaces** (e.g., museum, event spaces, teen or senior gathering spaces)
- **Cultural & Artistic Spaces** (e.g., public art, artist studios, international market)
- **Health & Wellness Spaces** (e.g., outdoor plaza, wellness and movement spaces)
- **Educational & Resource Services** (e.g., childcare, educational or training spaces)
- **Business & Economic Development** (e.g., small business support, incubator or co-working space)
- **Food & Culinary Services** (e.g., food bank, grocery, café or commercial kitchen)
- **Other Amenities** (open-ended ideas from the community)

This was a successful outreach effort and garnished high participation in a City lead survey.

- **Survey Participation:** 617 total responses
 - In-person: 380 responses (including 89 multilingual participants)
 - Online: 245 responses (including 23 multilingual participants)
- **Social Media Outreach** (Facebook Ads, May 6–31):
 - 54,126 views
 - 846 link clicks
 - 39 unique commenters
 - 63 total comments from 49 individuals

Overall Survey Results of Top Amenities

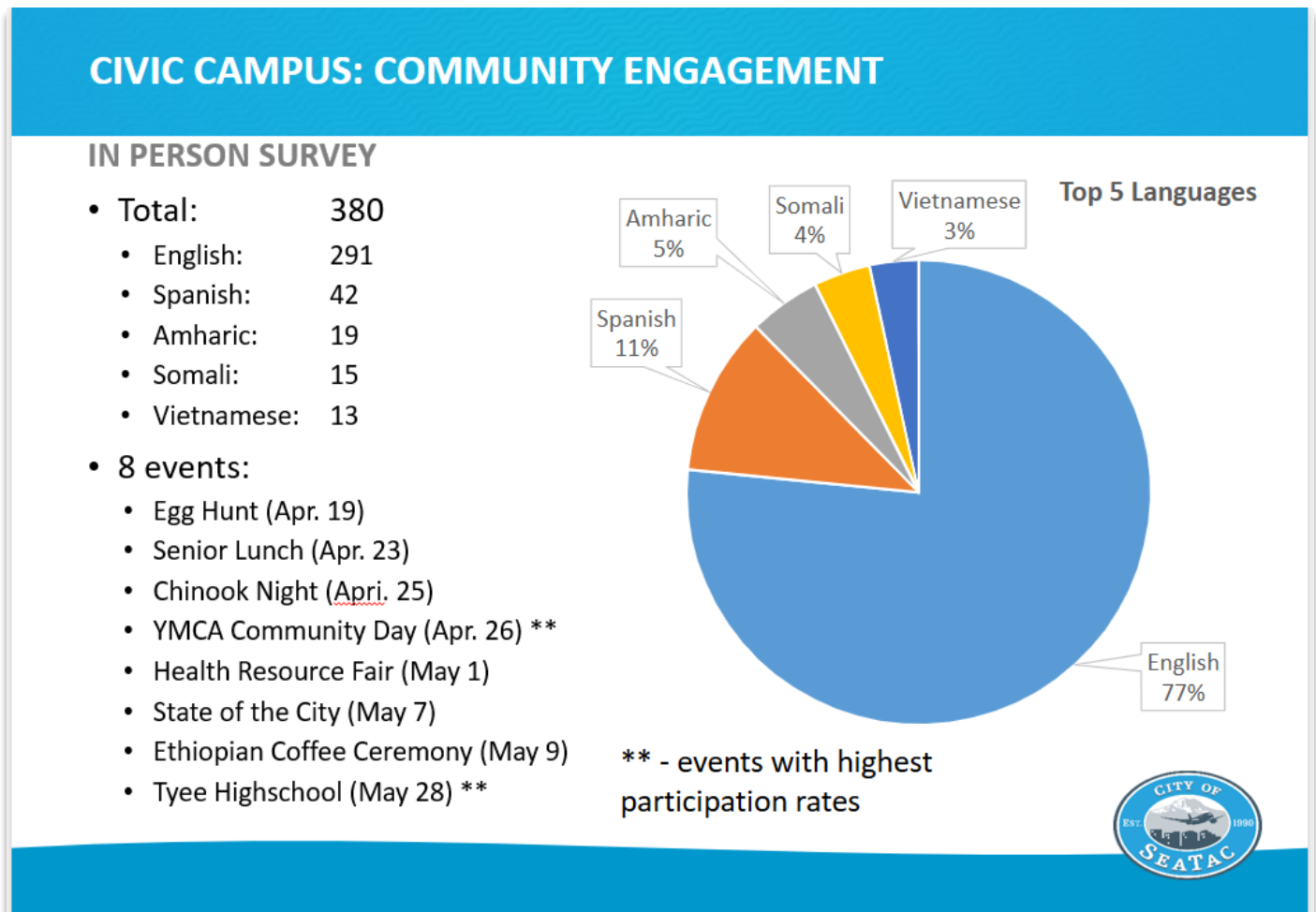
Survey responses revealed two sets of top priorities, reflecting both participants’ top selections within defined categories and overall preferences across all responses:

- **Top Amenities by Overall Community Preference:**
 - Space for farmers markets
 - Space for community support services
 - International market
 - Support for small business
- **Top Amenities by Category Selections:**

- Cafés and restaurants
- Educational spaces
- Childcare
- Support for small business

The repeated emphasis on support for small business across both groups highlights its broad appeal. Overall, the results reflect strong community interest in vibrant public spaces, essential services, and amenities that support everyday life and local economic opportunity.

Figure 21: Survey Outreach and Events



Source: City of SeaTac

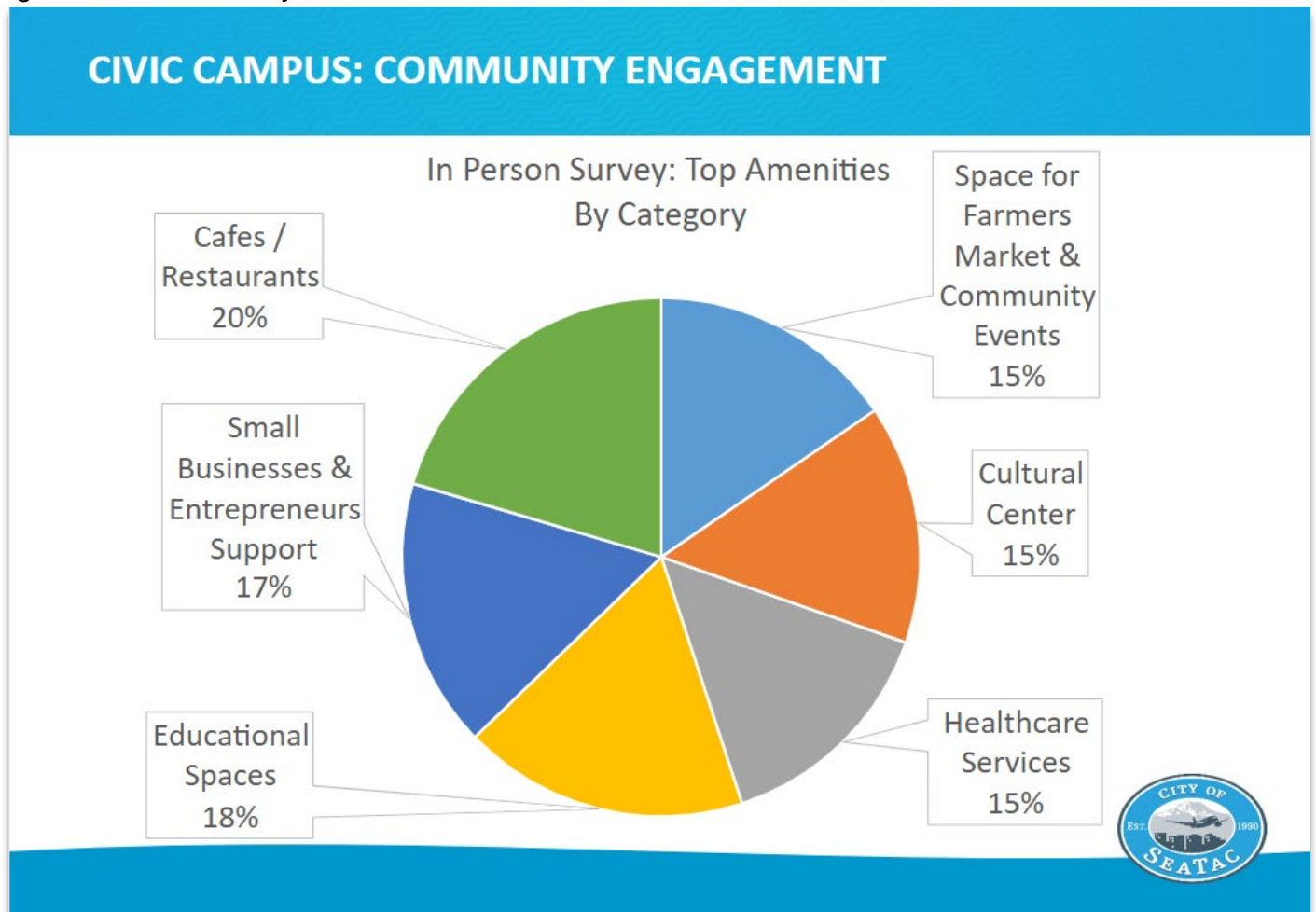
In Person Survey Results

Based on survey results, the following four amenities received the highest number of votes across all categories:

- Cafés / Restaurants – 119 votes
- Educational Spaces – 104 votes
- Childcare – 101 votes
- Support for Small Business – 98 votes

In addition to the survey data, in-person engagement offered valuable qualitative insight. Community members consistently expressed strong support for the overall concept of a Civic Campus, emphasizing enthusiasm for a central, welcoming space that brings people together and reflects the City’s diverse needs.

Figure 22: In Person Survey Results



Source: City of SeaTac

Online Survey Results

Survey responses revealed the top four most popular amenities across all categories:

- Space for Farmers Markets – 166 votes
- Space for Community Support Services – 159 votes
- International Market – 134 votes
- Support for Small Business – 134 votes

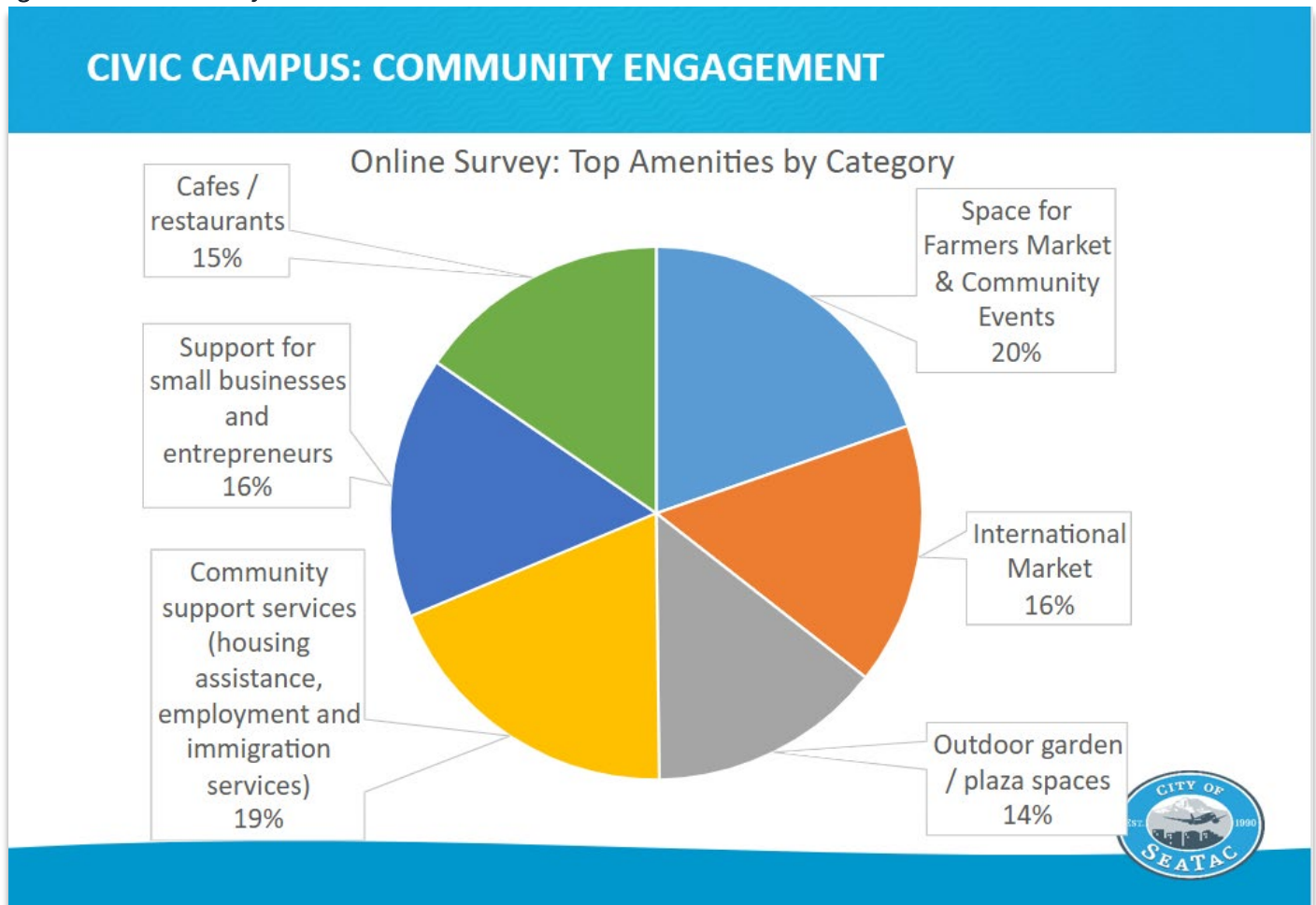
In addition to ranked selections, 67 participants provided open-ended responses. Several key themes emerged:

- **Strong desire for community-oriented spaces** such as gathering areas, recreation opportunities, and community gardens

- **Mixed views on the Civic Campus concept**, with some respondents voicing concern about project costs, while others emphasized the need for a welcoming, inclusive public space
- **Calls to prioritize core City services**, including public safety, road maintenance, and infrastructure, alongside new development

These insights reflect a community that values both vibrant, inclusive gathering spaces and responsible investment in essential services.

Figure 23: Online Survey Results



Source: City of SeaTac

SOCIAL MEDIA COMMENTS AND FEEDBACK

Civic Campus Facebook Engagement Summary – May 2025

In May 2025, the City of SeaTac launched both a paid advertisement and an organic Facebook post to invite community input on a potential new civic campus to replace the current City Hall. The paid ad, which ran from May 6 to May 31, featured the message: “The City of SeaTac is considering a new civic campus to replace the current City Hall. We’re still in the early planning stages, and your input is essential to shaping this vision.”

The ad garnered 54,126 views and 846 link clicks, indicating strong initial interest and community engagement. Additionally, an organic Facebook post shared similar messaging, encouraging residents to share their thoughts on desired features and amenities for the new inclusive community space. Both efforts were part of a broader outreach strategy to involve the public in the early planning process.

The online survey was promoted through social media, which generated engagement and prompted community comments.

- Total comments: 63
- Unique commenters: 39
- Repeat commenters: 10

Key themes from the comments included:

- Requests for additional amenities such as a cinema, bowling alley, and building refurbishments
- Calls for increased investment in infrastructure, including pothole repairs and sidewalks
- Skepticism about the Civic Campus project, with some viewing it as wasteful or a vanity project
- A strong desire for transparency and inclusion, including sharing survey results and outlining next steps
- Broader political commentary touching on topics like taxes and local slogans

SEATAC SPEAK UP CIVIC CAMPUS BLOG

The Speak Up SeaTac Civic Campus page has served as a hub for community feedback on the potential development of a new Civic Campus. Residents have used the platform to ask thoughtful and pointed questions about the current City Hall's space limitations, its function, and the idea of relocating City services. Several community members expressed curiosity about what defines a "central location" in a city as geographically spread out as SeaTac and raised questions about how location decisions are being made. Others shared ideas about using the existing site for a rebuilt facility and emphasized the importance of keeping City Hall focused on core government functions.

Community members also voiced concerns about affordability, with particular attention to how a new Civic Campus might impact taxes, especially for those on fixed incomes. Questions were raised about what will happen to the current City Hall site if a new location is chosen, and whether demolition and rebuilding on the same property is a viable option. Additional comments reflected interest in the City's engagement approach, including how outreach will be conducted and whether all residents will have an opportunity to be heard. Overall, the feedback reflects a strong interest in transparency, thoughtful planning, and equitable community involvement as the project evolves.

Reference: Appendix A - SeaTac - Community Engagement Results

THE CITY OF SEATAC CIVIC CAMPUS
PROJECT FEASIBILITY REPORT

6.0

TECHNICAL SITE FEASIBILITY

[Appendix: G, H, I, J and K]

TECHNICAL SITE FEASIBILITY ASSESSMENT

Purpose and Strategic Value

The technical site feasibility process is a crucial step of studying potential development. It provides essential information for all future planning, design, and financial decisions. For the City of SeaTac's Civic Campus project, this critical analysis reveals whether the physical, regulatory, and environmental characteristics of the proposed site can support the City's vision for the project and the space requirements defined in the previous section.

Without a thorough technical assessment, civic projects like this risk facing costly surprises or limitations during development that could compromise the project's objectives, lead to budget overruns or require cuts to essential features, or delay completion. This comprehensive review identifies potential problems and opportunities early, allowing the City to adjust the project's scope, budget, or schedule early in the process.

To support the Civic Campus technical feasibility, the City of SeaTac engaged technical consultants to study the **'subject property'**, located at the prominent street corner of South 200th Street and 26th Avenue South, and immediately adjacent to the Angle Lake Station. The developable area of the subject property encompasses 11 parcels totaling 8.58 acres. The City currently owns one parcel (0.32 acres), identified in the following studies as Parcel 1. (*The potential land acquisition includes Parcels 2-11, which comprise 8.26 acres, See Section 8.*)

The following consultants evaluated the subject property:

- Code Evaluation and Test-Fits: GGLO Architects
- Geotechnical and Environmental: GeoEngineers
- Transportation Study: Transpo Group

The technical feasibility study of the subject property represents an initial planning phase in the Civic Campus development master plan. The feasibility findings constitute an analysis of site conditions, constraints, and high-level spatial relationships rather than a definitive design proposal—serving as a preliminary assessment of the property's development potential and functional capacity. Throughout the master planning process, the Civic Campus design will be iteratively refined to incorporate the latest information and stakeholder feedback.

SUBJECT PROPERTY

The subject property is located at the southwest corner of **South 200th Street and 26th Avenue South**. Most of the subject property is currently used as an airport park and fly facility. The northwest parcels are currently being used for temporary construction staging. The site slopes down from northeast to southwest, with site grades ranging from approximate Elevation 410 feet at the northeast corner to Elevation 335 feet at the southwest corner. A retaining wall, varying in height from four to 15 feet tall, runs along the southwestern boundary of the site, which was built when 26th Avenue South was realigned, lowering the street grades. Another retaining wall located along the eastern boundary of the subject property was constructed during the development of the Sound Transit light rail Angle Lake Station, located to the north

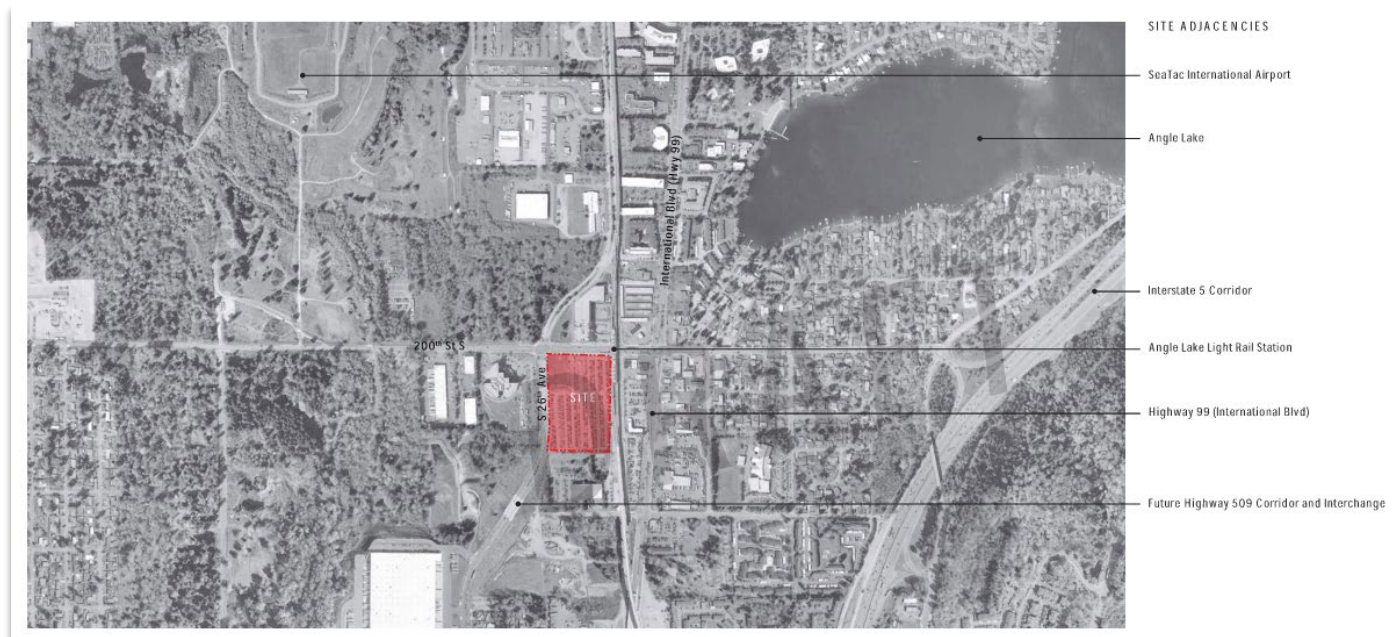
of the property. The site is also located northeast of the planned transportation projects: State Route 509 Puget Sound Gateway Program.

Figure 24: S Puget Sound Gateway Program with Subject Property



Source: Washington State Department of Transportation

Figure 25: S 200th Street Site Plan



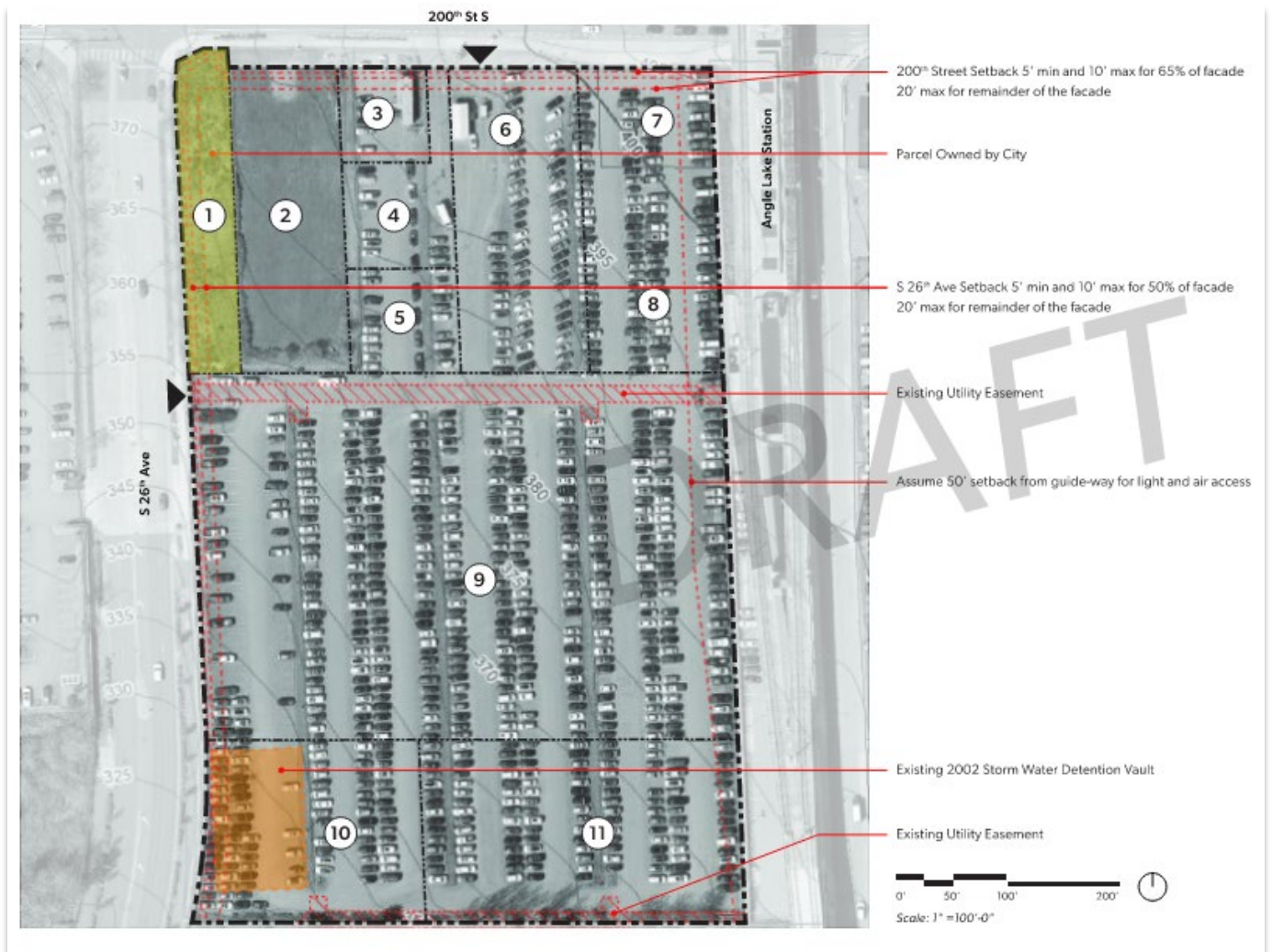
Source: Appendix I: GGLO: Site Feasibility Test Fits

Figure 26: S 200th Street View Looking North



The following site plan illustrates the existing conditions of the subject property, including:

- The property boundary line demarcating the legal extent of the subject property ownership
- Individual land parcels within the subject property, showing their configurations and relative positions
- Existing utility infrastructure, including water, sewer, electrical, and telecommunications lines that currently serve the site
- Potential development constraints, including required setbacks from property lines and existing utility easements that may restrict buildable areas

Figure 27: Existing Site Conditions - Appendix I: GGLO - SeaTac S 200th Site Studies

ALL SITE PARCELS

Address 2701 S 200th Street
Parcel Number(s)

Parcel ID	Parcel No.	Area	
		SF	Acres
①	3445000041	14,064	0.32
②	3445000040	27,498	0.63
③	3445000042	6,806	0.16
④	3445000036	11,198	0.26
⑤	3445000043	9,489	0.22
⑥	3445000032	31,900	0.73
⑦	3445000033	9,077	0.21
⑧	3445000035	23,641	0.54
⑨	3445000060	159,630	3.66
⑩	3445000099	32,821	0.75
⑪	3445000096	47,671	1.09
Total		373,795	8.58

LEGEND

- PARCEL BOUNDARY
- ▲ EXISTING VEHICLE ENTRY
- EXISTING CITY OWNED PARCEL

Source: Appendix I - GGLO - SeaTac S 200th Site Studies

TECHNICAL SITE FEASIBILITY CRITERIA

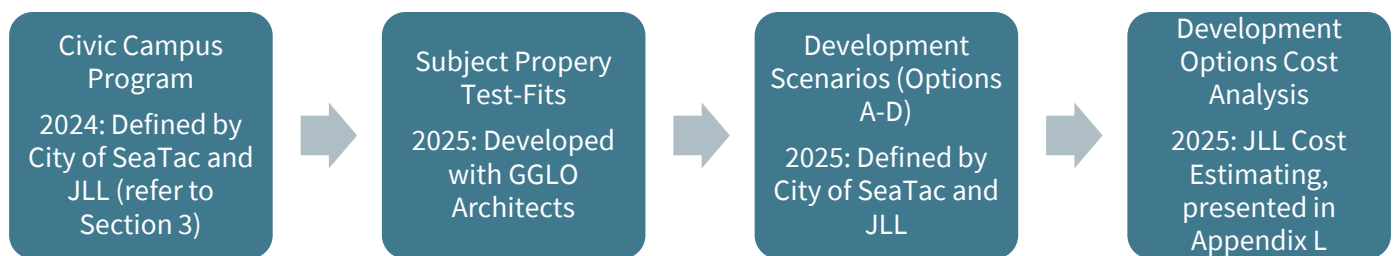
The following programming elements of the Civic Campus were tested for their feasibility:

- **City Hall:** Administrative offices and public service counters for municipal government operations
- **Justice Center:** Police, Court facilities, legal services, and associated administrative spaces
- **Public Plaza:** Community gathering space designed for civic engagement and special events
- **Structured Parking:** Sufficient parking capacity to serve government employees, visitors, and community members
- **Other Community Uses:** Other potential uses that benefit the community, as discussed in Sections 4 and 7.

DEVELOPMENT TEST-FITS

GGLO Architects' program and development test-fits outlined within Appendix I: GGLO: Site Feasibility Test Fits are based on the Functional Program document, dated August 12, 2024, that was developed by JLL in collaboration with the City of SeaTac. The functional program identifies the types, sizes, and quantities of spaces needed to deliver an effective facility that supports the needs of residents and employees. It includes the elements above and is summarized in Section 3 Project Definition and Programming.

Figure 28: Process of Options for Development



GGLO Architects' site analysis confirms that the subject property has sufficient area to build the Civic Campus, with remaining space for other potential community uses. The zoning allows for a broad mix of uses that support a walkable transit-oriented development. The report in Appendix I shows an analysis of key criteria such as:

- **Zoning and Land Use:** Compliance with existing zoning regulations and compatibility with surrounding land uses.
- **Size and Configuration:** Availability of sufficient land area to accommodate assumed uses.
- **Civil Infrastructure:** Access and availability of existing utilities and transportation connections. See KPFF memo dated April 30, 2025, for additional information.
- **Accessibility:** Ease of access for staff and visitors, including proximity to public transportation and major roadways.
- **Community Impact:** Contributions to the surrounding context and how to support zoning and program goals for creating meaningful community open space.

GGLO developed three property test fits, illustrated below, that represent the first two scenarios detailed at the conclusion of Section 3: Project Definition & Programming. An additional test fit for Scenario 3, which explores a City Hall-only option, was subsequently requested and developed.

- **Scenario 1:** A single building with a City Hall, Justice Center, parking, and a plaza.
- **Scenario 2:** Two buildings with a City Hall, Justice Center, parking, and a plaza.
- **Scenario 3:** A City Hall only, with parking and a plaza.

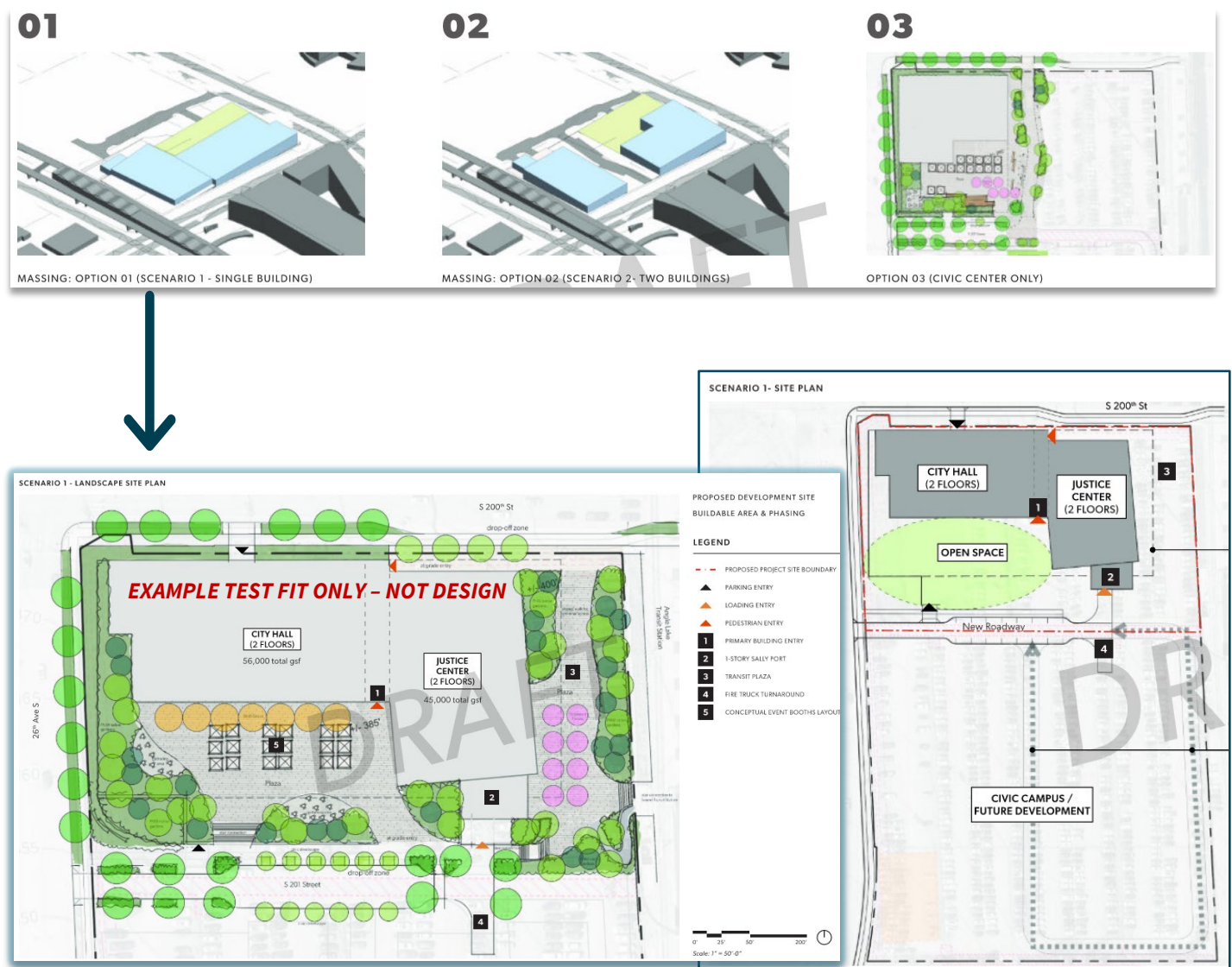
These scenarios enable the City of SeaTac to thoroughly evaluate their options, weigh financial considerations against operational needs, and select the most appropriate and sustainable solution for their Civic Campus Development project that will serve the community for decades to come.

Figure 29: Development Options



Source: Appendix L - JLL Development Options Cost Analysis

Figure 30: GGLO Architects Site Feasibility Test Fits



Source: Appendix I: GGLO: Site Feasibility Test Fits

Findings from the three consulting firms indicate that the northern portion of the subject property represents the **optimal location** for the Civic Campus development based on the following critical criteria:

- Adjacency to South 200th Street Principal Arterial frontage and Angle Lake Light Rail Station.
- Walkability/bike-ability of the surrounding area and public transportation locations.
- Natural subject property division based on existing utility infrastructure including water easements and 1 stormwater detention vault located on the south portion of the subject property.
- Utilization of the subject property's natural topography, integrating below-grade parking with the vertical civic program elements, minimizing costly regrading work while creating a more efficient and economical overall development solution.
- Adjacency to City owned (0.32 acre) Parcel 1.

TECHNICAL SITE FEASIBILITY: KEY FINDINGS

As demonstrated in Section 4 - Site Evaluation, the subject property exhibits minimal topographical challenges and presents a low risk of environmental contamination. The comprehensive analysis conducted by the technical consultants confirms that the site possesses the necessary characteristics to successfully accommodate the proposed Civic Campus development.

The technical assessment evaluated key aspects of the subject property including site topography, soil conditions, environmental considerations, accessibility, and utility infrastructure. It also confirmed that the proposed uses meet applicable zoning and regulatory requirements. The studies considered each component of the proposed Civic Campus both individually and as part of the overall campus design. This ensures that the subject property can successfully include everything the project needs while meeting technical specifications and performance requirements.

The subject property's location supports the City's strategic planning objectives, such as providing centralized services and being easily accessible to the community. Development of a new Civic Campus on this site addresses the operational inefficiencies at the current site and establishes a signature civic presence that serves as an anchor for the surrounding community.

Key findings of the technical studies are summarized below, and more detail can be found in the following Appendices:

- **Appendix G & H:** GeoEngineers: Environmental & Geotechnical Reports
- **Appendix I:** GGLO: Site Feasibility Test Fits
- **Appendix J:** KPFF: Site Civil Analysis
- **Appendix K:** Transpo Group: Transportation Report

Zoning Compatibility

- Current zoning allows for the proposed civic uses
- Aligns with transit-oriented development goals
- Supports mixed-use, walkable environment

Infrastructure Advantages

- Existing stormwater detention vault provides cost savings
- Ready access to sewer and water infrastructure
- Recent arterial frontage improvements by City and Sound Transit reduce site development costs

Transportation Access

- Excellent transit connectivity via Angle Lake Light Rail Station
- Rapid Ride A line service along International Blvd/SR-99
- Parking garage availability for transit ridership

- Bicycle access via on-street lanes on South 200th Street

In summary, the S 200th Street site presents significant competitive advantages over alternative locations in the City of SeaTac, particularly regarding infrastructure investments already in place and transit accessibility.

TECHNICAL SITE FEASIBILITY: RISK ASSESSMENT

As with any major project, it is important to evaluate the potential risks and challenges associated with developing the Civic Campus on this subject property. Carefully evaluating these risks allows the City to make informed decisions and develop strategies to minimize the impact (known as “mitigation” or “remediation”) and ensure the project stays on track and within budget.

Zoning and Code Compliance

Appendix I: GGLO: Site Feasibility Test Fits

Risk Level	Description	Potential Mitigation or Impact
N/A	No risks currently identified at this time.	N/A

Civil Assessment

Appendix J: KPFF: Site Civil Analysis

Risk Level	Description	Potential Mitigation or Impact
LOW RISK	Frontage arterials have vehicle turning movement limitations	Potential to impact site programming

Geotechnical & Environmental

Appendices G & H: GeoEngineers: Environmental & Geotechnical Reports

Risk Level	Description	Potential Mitigation or Impact
LOW RISK	Environmental concerns include potential contamination from historical uses (residential heating oil tanks, auto body shop, nearby dry-cleaning business)	Potential minor future soil clean-up mitigation

Transportation Analysis

Appendix K: Transpo Group: Transportation Report

Risk Level	Description	Potential Mitigation or Impact
LOW RISK	Potential traffic control considerations or revisions at the 26th Ave / S 201st intersection, and right-of-way and active transportation accommodations (sidewalks and bicycle facilities) along S 201st Street	Potential minor traffic control revision

TECHNICAL SITE FEASIBILITY: SUMMARY & RECOMMENDATION

The technical site feasibility analysis conducted by GGLO Architects, KPFF, Geo Engineers, and Transpo Group confirms the subject property at S200th Street can successfully accommodate the proposed Civic Campus development scenarios one through three. This comprehensive assessment verified low-risk viability across zoning compliance, regulatory requirements, topography, soil conditions, environmental factors, accessibility, and utility infrastructure.

Following these positive findings and site acquisition progress, discussed in Section 8, we recommend proceeding with further site due diligence, including Phase II environmental assessment and site surveying. This will refine and address the minor environmental risks requiring mitigation or remediation identified in the Phase I environmental assessment. By gathering this critical information early, the City can advance site master planning with complete understanding of site conditions and avoid unexpected challenges during development.

THE CITY OF SEATAC CIVIC CAMPUS
PROJECT FEASIBILITY REPORT

7.0

FINANCIAL STRATEGY & SCENARIOS

[Reference: Appendix C, D, L, M, N, O]

FINANCIAL STRATEGY & SCENARIOS

Purpose

After the selection of a top site, S 200th Street, for a new Civic Campus, the next step involves a detailed analysis of the financial aspects of the project. In this section, we will:

- Determine the **fair market value** of the selected site;
- Discuss the proposed **financing strategy** for the site purchase;
- Compare **construction costs** for various building options; and
- Explore different ways to **finance the construction** of the Civic program elements (City Hall, parking, public plaza, and potentially the Justice Center), and potential additional uses.

Building a new City Hall, or even renovating the existing one, is a major investment. This section presents a comparison of construction costs for three different scenarios for building a brand-new City Hall, as well as a scenario for renovation and expansion on the current site. While renovating the current building might seem like the most cost-effective option at first glance, it comes with its own set of challenges. It is important to weigh the risks and benefits associated with all of the scenarios when selecting the best option to serve the City of SeaTac.

This section concludes with a look at potential options to finance the civic programming – for example, tax-exempt versus taxable funding, or private placement versus public sale of bonds – and looking ahead at potential additional uses and what affect those uses would have on the construction financing.

As the City of SeaTac's project charter guiding principles clearly state:

The City aims to build public trust and support for the Civic Campus by providing clear, accurate, and transparent information about how the project is funded. The Council presentations in April and July 2024, found in **Appendix N** and **Appendix O**, presented the Council and the public with information on potential funding sources. The City is committed to responsible fiscal management and the prudent use of taxpayer dollars, as well as minimizing the impact on **taxes and other fees**. The financing plan is structured to ensure that the project remains affordable for residents while providing the long-term benefits and value of the Civic Campus as a community asset.

LAND VALUE ASSESSMENTS

METHODOLOGY

A land value range for the subject property was determined by comparing it to recent sales of similar properties in SeaTac and nearby areas. This is known as the “sales comparison approach” and is a widely recognized valuation method to estimate what a reasonable price would be for the property. The approach identifies key characteristics of the subject property, such as size, location, zoning, and intended use, and then searches for similar properties that have recently been sold. These adjustments consider factors like market conditions at the time of sale, physical characteristics, and any unique features that might affect value.

Land sales in the City of SeaTac in the last three years provided the basis for the primary land valuation. Sales in nearby areas were also examined to confirm these values are reasonable.

COMPARABLE SALES ANALYSIS

The average of the comparable land sale data by city is summarized in the table below. Where there is sufficient data, a range representing the average of land-only transactions and developed land is shown. The developed land often has higher pricing since it has the potential to generate interim income before the property is redeveloped.

Figure 31: Comparable Land Sales

City	\$/Acre Average	\$/SF Average
SeaTac	\$3.3M - \$7.8M	\$75-\$180
Burien	\$4.0M	\$92
Des Moines	\$1.5M - \$4.8M	\$35-\$110
Kent	\$4.0M	\$92
Normandy Park	\$3.8M	\$88
South Seattle	\$5.1M	\$117
Tukwila	\$4.9M	\$113

Source: JLL research

SUBJECT PROPERTY VALUATION

The developable area of the subject property consists of 11 underlying parcels totaling 8.58 acres. The City owns one parcel (0.32 acres) and the remaining ten parcels total 8.26 acres.

Based on the above information, the estimated total value range for the purchase of the 8.26 acres is **\$27.5M to \$64.8M**.

The subject property is a desirable site, adjacent to light rail and accessible by various means of transportation. It is also currently revenue-generating as a park and fly site. As larger parcels of land are

scarce, the City's negotiated price of **\$40.4M** to acquire the remaining portion of Site J is within the market range.

LAND ACQUISITION FINANCING STRATEGY

The purchase of 8.26 acres of the subject property is recommended to be financed with a combination of the City's cash reserves and debt. The City of SeaTac has healthy Fund Balances, with \$151.0M currently available. This money is held in different accounts: \$40.0M in the General Fund for operations, \$84.8M in special funds for specific purposes, and \$26.2M in funds for long-term construction projects. While the City has generated an annual operating surplus in most of the last six years, expenses are projected to outpace revenue in the next several years, reducing the General Fund balance. The City is exploring additional revenue options such as increased business license fees, franchise fees, and B&O tax and analysing how expenses can be reduced to balance the City's budget.

In the City's current financial position, issuing a relatively small amount of debt, compared to its councilmanic debt limit of \$132.5M would not negatively affect its credit rating or future debt issues. By using a mix of cash and debt to buy the land, the City can save some of its cash reserves for other priorities, such as infrastructure improvements, emergency preparedness, and other emergent issues.

While current interest rates remain high at 4.6-6.0%, the City's strong credit rating still allows access to capital at a competitive cost. The debt can have a long-term repayment that aligns with the long-term benefits of the Civic Campus, meaning that future users will share the cost with current residents. By diversifying funding – using both cash and debt – the City reduces its reliance on a single source of funds, lowering potential risks associated with economic fluctuations.

The current economy is characterized by uncertainty due to construction cost inflation, interest rates, and supply chain disruptions. Maintaining healthy cash reserves protects the City against potential unexpected expenses or revenue shortfalls during economic downturns. It also allows the City to respond quickly to community needs or take advantage of strategic opportunities that may arise. Careful financial management is essential for maintaining the City's strong credit rating, which translates to lower borrowing costs for future projects.

DEVELOPMENT OPTIONS - COST AND FINANCING STRATEGY

With the selection of the S 200th Street subject property as the preferred location for the new Civic Campus, JLL then evaluated estimated costs and financing of the construction. This section provides a thorough comparison of construction costs for **four options**, including renovating the existing City Hall and building a new campus. It explores financing strategies including potential funding sources and project delivery methods to ensure the project is financially sustainable in the long-term and ensures responsible stewardship of public funds.

CONSTRUCTION COST ANALYSIS

Industry Standard Basis: JLL's cost estimates are based on industry standard benchmarking for ground-up developments and do not include land acquisition or financing costs. Full details of the cost estimates can be found in **Appendix L**.

Figure 32: Construction Cost Analysis Options

Option	Description	Location	Includes	Estimated Cost
A	Renovate and expand existing City Hall	Current City Hall S 188 th	City Hall, Police	\$116M (2021 ARC Report, JLL revised to 2027 dollars)
B	Single new building	S 200 th Street	City Hall, Justice Center, parking, plaza	\$145 – 203 M
C	Two new buildings	S 200 th Street	City Hall, Justice Center, parking, plaza	\$155 – 216 M
D	New building with City Hall only	S 200 th Street	City Hall, parking, plaza	\$85 - 119 M

Source: Appendix L - JLL Development Options Cost Analysis

Option A: Existing City Hall Renovation & Expansion

Option A is based on the 2021 ARC Report of approximately \$75M, with JLL updating the cost estimates to 2027 dollars at \$116M. The ARC report identified deficiencies with renovating the existing structure for the required program. JLL added costs for items excluded in the ARC report, including temporary office lease costs (for two years), moving expenses for two moves, and furniture, fixtures, and equipment for the temporary space.

As outlined in Appendix C - ARC City Hall Assessment and Appendix D - ARC Report - JLL Analysis Summary, a significant unresolved issue is parking. The current site cannot meet code minimum parking requirements for the projected use without a discretionary zoning code variance. This could lead to higher costs, project risks, and possible site acquisition. The ARC report's structure parking benchmarking only supports a stand-alone, above-grade parking garage. Acquiring and developing additional land for parking would extend the predevelopment timeline, requiring additional cost escalation to accommodate the longer timeline to achieve entitlements and environmental approvals.

The ARC report identifies several deficiencies, issues, and estimate gaps with the existing City Hall:

- **Seismic:** The building does not meet current seismic safety standards.
- **Mechanical, Electrical, Envelope, and Code:** Many systems are past their useful life and non-compliant with current codes.
- **Hazardous Materials:** Asbestos, PCB-containing light ballasts, and lead are present.
- **ADA & Code:** Existing egress stair risers violate current standards.
- **Space, Parking, and Functional Gaps:** Inefficient space use and there is not enough on-site parking to meet the current code.
- **Uncertain/Excluded Project Costs:** No allowance for site acquisition, commercial space in parking structures, or hazardous materials abatement beyond the identified scope.

Options B, C, and D: New Construction on the S 200th Street Site

GGLO Architects' preliminary site planning provided the foundation for cost estimates of Options B, C, and D for the new Civic Campus located on the S 200th Street site. All options assume associated site work and utility connections. The site work package includes a minimal budget for hazmat abatement of contaminated soil. All proposed options feature a central roadway accessing the parking garage entrances at the property's midpoint. The budget incorporates a partially below-grade parking level with dual entrances, plus a secure sally port integrated into the Justice Center entrance design.

For these three options, the estimated cost ranges are:

- **Option B:** A single building with a City Hall, Justice Center, parking, and a plaza. \$145 – 203 M
- **Option C:** Two buildings with a City Hall, Justice Center, parking, and a plaza. \$155 – 216 M
- **Option D:** A City Hall only, with parking and a plaza. \$85 - 119 M

The Table below represents the middle range estimate for each Option.

Figure 33: Comparable Land Sales

DEVELOPMENT OPTION		A		B	C	D
		Existing City Hall	TBD SITE	Proposed Site J - S 200th		
		ARC A	ARC B	Scenario 1	Scenario 2	Scenario 3
Programming Element	Unit	Renovation	New Build	SINGLE BUILDING	TWO BUILDINGS	CITY HALL ONLY
Site Acreage	Acre	~ 3.07	~4.09	3.27	3.27	1.69
Parking Garage	SF	82,250	82,250	82,500	82,500	46,627
Exterior Plaza	SF	N/A	N/A	34,618	34,618	26,500
City Hall	SF	77,153	75,142	55,580	54,755	54,755
Police / Justice	SF	12,968	Incl	42,126	42,126	N/A
City Hall + Justice Total	GSF	90,121	75,142	97,706	96,881	54,755
GROSS	GSF	172,371	157,392	180,206	179,381	101,382
TOTAL COST		\$115,613,391.00	\$123,316,324.00	\$176,467,019.00	\$188,195,159.00	\$103,373,879.00
Cost/SF		\$ 671/sf	\$ 715/sf	\$ 979/sf	\$ 1,049/sf	\$ 1,020/sf

Source: Appendix L - JLL Development Options Cost Analysis

It is important to note that, while a new civic campus entails a higher initial capital investment, it offers a transformative opportunity by eliminating the real estate and operational limitations of the current site and reducing long-term operations and maintenance costs. A new campus can be designed to support organizational growth, promote collaboration, and provide a safer, more flexible public asset optimized for the future, representing a strategic investment in sustainable civic infrastructure.

CLARIFICATIONS

- Option B advantage: New construction Scenario 1 is the most efficient building massing based on the established program.
- Option C disadvantage: This option is less efficient from a design, construction and cost perspective due to duplicate foundations, walls, and utility systems instead of sharing these elements.
- Cost Escalation: JLL applied a 6% annual escalation (2021-2027) to each Scenario, anticipating 2027 construction start date.
- Tariffs: Estimates include additional escalation considerations to mitigate unknown tariff exposure from 2025 to 2027.
- The potential disposition of the existing City Hall property represents an opportunity for cost recovery, though detailed analysis of this option falls outside the scope of the current feasibility study phase.


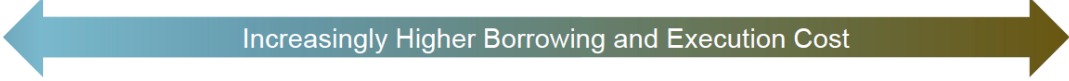
CIVIC PROGRAMMING FINANCING STRATEGY

The Civic Campus project requires careful consideration of various project delivery methods and funding sources to ensure financial sustainability and efficient execution. The Council presentation on April 8, 2025, found in Appendix N, described potential project delivery methods:

- **Traditional Public Project Delivery:** The City finances, develops, and owns the asset, typically using bonds, which offers the lowest funding costs but may lead to higher construction expenses.
- **Public-Private Partnership:** A private entity handles design, construction, operation, and maintenance while retaining ownership, leveraging private-sector skills but increasing complexity and costs.
- **63-20 Public Private Partnership:** A non-profit (composed of the public and private partners) develops and owns the asset, leasing it to the public entity until debt repayment, potentially saving costs but with a more complex structure and higher borrowing costs.
- **TIFIA TOD Loans:** Federal loans support transit-linked projects exceeding \$10 million, providing inexpensive funding with flexible terms but involving high execution costs and specific requirements.

The figure below summarizes which entity controls each project activity and which portions of the project could be financed from each. Note that this is not a comprehensive list and more detailed information can be found in Appendix N. Terms such as “design-build”, “GC/CM”, and “DBOM” refer to a range of project delivery methods where the responsibilities and risks are distributed differently among the parties involved.

Figure 34: Project Delivery Method Considerations

					
Project Activity	Traditional Govt. Delivery	Design-Build or GC/CM with Public Funding	DBOM with Public Financing	DBOM Availability Payments	DBOM Revenue Risk
Delivery	Public	Private	Private	Private	Private
Operation	Public	Public	Private	Private	Private
Financing	Public	Public	Public	Private	Private
Ownership	Public	Public	Public	Public/Private	Private
Project	City Hall Justice Ctr. Community Ctr. Open Space Parking	City Hall Justice Ctr. Community Ctr. Open Space Parking	City Hall Justice Ctr. Community Ctr. Parking	Community Ctr. Parking	Commercial Housing Parking
Debt Vehicle	GO Bonds TIFIA TOD	GO Bonds 63-20 TIFIA TOD	63-20 TIFIA TOD	63-20 TIFIA TOD	TIFIA TOD Taxable
					

Source: Appendix N: April 8, 2025, Council Presentation

Project Planning and Financial Considerations

For each component of the Civic Campus (City Hall, Justice Center, parking, supporting uses such as community or arts space, library, retail or restaurant space, etc.), there are different considerations and restrictions on the funding source. The budget and funding sources will be created for each component of the campus, which may include cash reserves, possible federal and state grants, and debt financing, which can either be taxable or tax-exempt.

Tax-Exempt vs. Taxable Funding

Understanding the eligibility for tax-exempt funding is crucial. Governmental purpose facilities like city halls, libraries, justice centers, and public safety buildings, as well as public streets, sidewalks, parking, parks, and open spaces, generally qualify for tax-exempt funding. Partnerships with not-for-profit 501c3 organizations (found in the 63-20 Public Private Partnership method), such as those operating community centers, and public-public ventures, like collaborations with the King County Library District, may also be eligible. However, facilities managed by for-profit entities, private use exceeding IRS limits (10% of the project's area), or changes in facility use could trigger taxable events. Assets ineligible for tax-exempt funding typically includes commercial spaces, private roads and parking, and housing other than affordable housing.

Likely interest rates for tax-exempt financing are approximately 1% to 1.5% lower than taxable funding.

Public Sale vs. Private Placement

For either taxable or tax-exempt funding, the City can issue bonds through public sale or private placement.

- **Public Sale:** This involves a public offering of bonds using competitive bidding or an underwriter-managed pricing process. It offers a large and diverse investor base and has recently had lower interest rates because of strong investor demand.
- **Private Placement:** This is a direct sale of bonds to a single investor entity, typically a commercial bank. It has no formal disclosure document or credit rating in most cases, a faster transaction time, and lower issuance costs.

Estimated issuance costs for public sale are approximately \$350,000 compared to approximately \$75,000 for private placement.

A representative comparison of some potential financing options is below:

Figure 35: Comparison of Site Acquisition Financing

Method of Sale	Public Sale	Public Sale	Public Sale	Private Placement	Private Placement
Tax Status	Tax-Exempt	Tax-Exempt	Taxable	Tax-Exempt	Taxable
Call Option	5 years	3 years	3-5 years	3-5 years	3-5 years
Total Debt Service	\$60.9M	\$61.6M	\$64.6M	\$61.4M	\$68.1M
Average Annual Debt Service	\$3.0M	\$3.1M	\$3.2M	\$3.1M	\$3.4M
All-in True Interest Cost	4.68%	4.82%	5.38%	4.77%	6.02%

Source: Appendix O: July 22, 2025, Council Presentation

The City's GO Bond Rating is AA+, indicating strong financial management and high creditworthiness, leading to higher investor confidence and favorable borrowing terms. After the projected issuance of approximately \$40M debt, the City would likely maintain an AA+ rating.

SECONDARY SITE PROGRAMMING

From the technical feasibility analysis, the zoning summary allows for a broad mix of uses with the vision of supporting walk-able transit-oriented development. Permitted uses Include: Office, Civic and Institutional, Cultural, Multi-family, General Retail, and Hotel.

RECOMMENDED FINANCING APPROACH

SITE ACQUISITION FINANCING

Based on the strength of the City's current financial position, as well as its projected decrease in General Fund balance, it is recommended that the City finance the \$40.4M purchase of 8.26 acres at S 200th

Street with a combination of 96% debt and 4% cash reserves. This combination preserves the City's cash reserves, allowing flexibility for future unexpected expenses or opportunities. The City anticipates using private placement for land acquisition so it has more flexible payoff options, namely if interest rates decrease or when the City is ready to issue construction debt to build the Civic Campus.

FUTURE CIVIC PROGRAM CONSTRUCTION FINANCING

For civic programming financing, a combination of cash reserves and debt is recommended. The specific allocation will depend on the City's financial position, the selected civic programming option, any additional programming, and recommendations from its financial advisor. While the larger debt issuance for construction could affect the City's credit rating, using debt prudently allows the City to preserve cash reserves for other priorities. These priorities include infrastructure improvements, emergency preparedness, and addressing emergent issues. Debt financing also distributes the cost burden to both current and future beneficiaries of the Civic Campus.

THE CITY OF SEATAC CIVIC CAMPUS
PROJECT FEASIBILITY REPORT

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SITE ACQUISITION & NEXT STEPS

[Reference: Appendix M]

SITE ACQUISITION & NEXT STEPS

INTRODUCTION & OVERVIEW

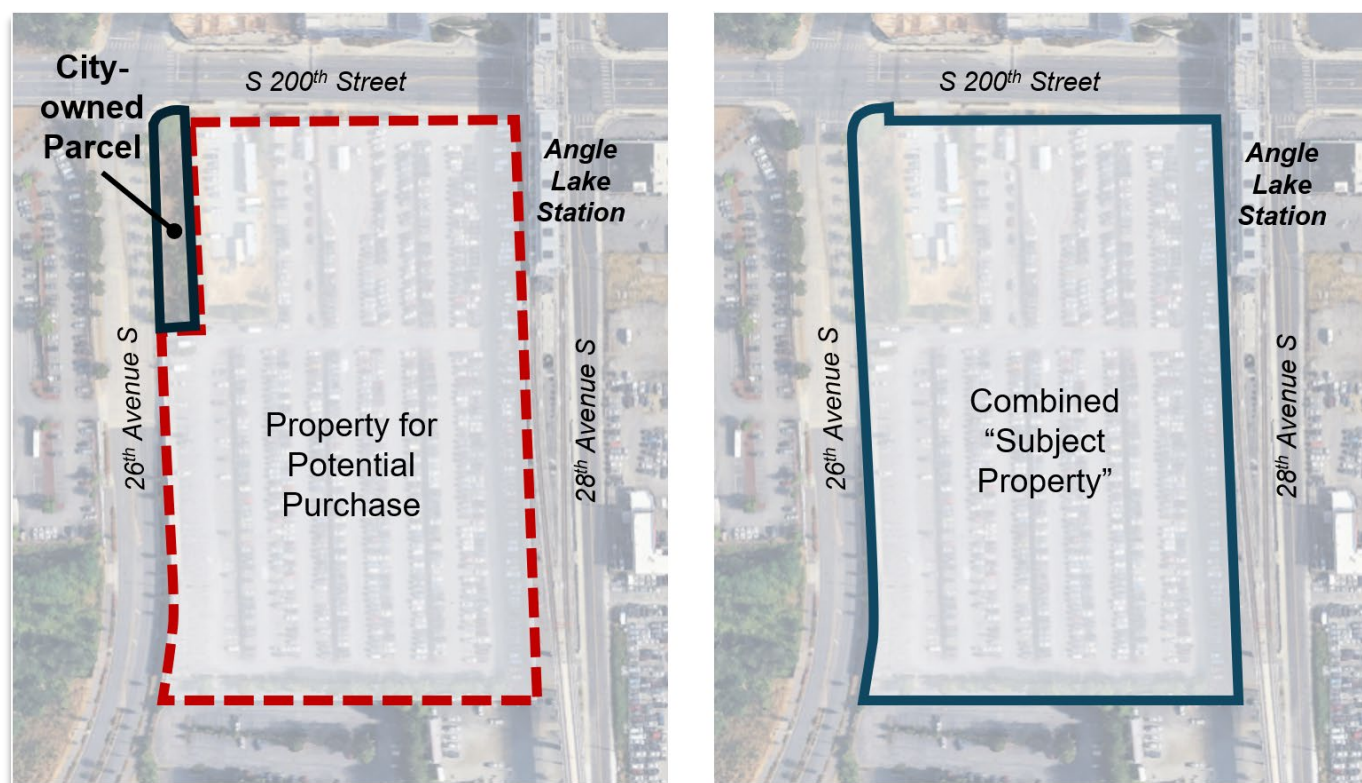
Following the adoption of Frameworks A and B, several candidate sites were identified. The City initiated discussions with several property owners regarding possible land acquisition, including **Site J**, which is located at **2701 South 200th Street** (“S 200th Street”).

The City initially contacted representatives of the South 200th Street, LLC, the business that currently owns 10 parcels of the subject property. South 200th Street, LLC then informed the City that the property was in the process of being sold to a buyer, HB Management, LLC. Both South 200th Street, LLC and HB Management LLC have indicated that their property transaction pre-dated the City Council’s adoption of Framework A and any significant progress by the City on the Civic Campus project.

The City started negotiations with HB Management, LLC in early April 2025. On June 9, 2025, the City and HB Management, LLC signed a Letter of Intent (Appendix M). The June 9, 2025, Letter of Intent establishes the general terms under which the City will purchase Site J from HB Management LLC. Since June 9, 2025, the City has negotiated a Purchase and Sale Agreement with HB Management for the purchase of S 200th Street.

On July 22, 2025, staff will seek City Council authorization for the City Manager to sign the Purchase and Sale Agreement for the purchase of S 200th Street. If the Purchase and Sale Agreement is signed by the City, action by the City Council to secure funding is anticipated in October 2025, with a closing date on the purchase no later than December 15, 2025.

Figure 36: 2701 South 200th Street: Purchase Area vs. Subject Property



KEY TERMS OF THE LETTER OF INTENT (LOI)

A complete copy of the LOI is included in Appendix M. The following summary is intended to provide a brief overview of the terms in the LOI; the LOI serves as the basis for the Purchase and Sale Agreement.

- A. **Purchase Price:** \$40,395,000
- B. **Earnest Money:** 2.5% of purchase price (\$1,009,875)
- C. **Commission / Costs:** None. Neither party is using a real estate broker.
- D. **Closing Date:** December 15, 2025 (option to close sooner if all conditions are met)
- E. **Due Diligence:** The City has 45 days to complete due diligence after signing the Purchase and Sale Agreement. The City will be conducting soil testing to confirm the extent of any onsite soil contamination.
- F. **Leaseback Option:** The City will immediately control a portion of the site in the northeast corner of the site for activities like community events, farmer's markets, food trucks, and other community amenities.
 HB Management LLC may lease a portion of the site to operate the Park N'Fly business for 18 months. The annual lease rate is 1.5% of the per acre cost for site acquisition. The City anticipates this will generate approximately \$770,000 in lease revenue to the City over the 18 months.
 The City has the option to continue the lease to HB Management LLC from month to month after the 18 months, at a lease rate of 2.5% of the per acre cost for acquisition. The City anticipates this will generate approximately \$71,000 in lease revenue to the City each month.
 The City may use the entire site for community events with 60 days prior notice to HB Management LLC.
 The City has the option to end the lease at any time after the first 18 months.
- G. **Buyback Option:** HB Management LLC will have the option to buy back approximately 2.56 acres of the civic campus site at the same per acre cost for site acquisition. HB Management shall be responsible for the construction of not less than 230 multifamily apartments. Twenty (20) percent of the apartments will be affordable to moderate- or low-income families.
 HB Management has five (5) years from closing, or three (3) years from the date the City breaks ground to buy back the 2.56 acres.
- H. **Eminent Domain:** The City anticipates that the City Council will authorize the acquisition of the property under the threat of eminent domain.

NEXT STEPS & TIMING

Following the release of this feasibility report, and City Council direction to proceed, staff anticipates the following general timeline for the **purchase of 8.26 acres at S 200th Street**:

- A. **July 2025:** City Council action to:
 - 1. Approve this Feasibility Report;
 - 2. Approve a budget amendment for the Earnest Money;
 - 3. Authorize the City Manager to sign the Purchase and Sale Agreement; and,
 - 4. Take any other actions necessary to acquire S 200th Street.
- B. **August 2025:** City Council direction to staff regarding the use of debt and cash reserves to acquire S 200th Street.
- C. **October 2025:** Over the two City Council meetings in October, the City Council will:
 - 1. Review and approve an ordinance to pass a bond to fund the purchase of S 200th Street.
 - 2. Review and approve an ordinance to amend the budget to reflect bond revenue and the purchase of S 200th Street.
- D. **November 19 - December 15, 2025:** Closing on the purchase of S 200th Street.

The City Council decision in July 2025 to acquire a site will represent a major milestone in the Civic Campus project. Concurrent with the above actions by City Council to complete the purchase, staff will be working with the SeaTac community, City Council, and consultant team to develop a scope of work for site development and construction. Currently, staff anticipate that this scope of work will be approved by City Council in early 2026.

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PRELIMINARY SCHEDULE

PRELIMINARY PROJECT SCHEDULE


This schedule is preliminary and subject to revision as the conceptual Civic Campus project develops. Current timeline estimates are based on early project planning and are dependent upon completion of site master planning, land acquisition, financing, City of SeaTac approvals, and securing necessary entitlements and permits. Key milestones are identified with the **blue star**  symbol.

Figure 37: Preliminary Project Delivery Schedule

CITY of SEATAC - CIVIC CAMPUS PROJECT

PRELIMINARY SCHEDULE <i>(Subject to change)</i>		2024				2025				2026				2027				2028				2029			
Phase	Description	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1	Programing, Site Selection Criteria, Due Diligence, & Test Fit																								
1	Financial Modeling & Framework																								
1	Project Feasibility, Site Selection & Recommendations																								
2	Site Negotiations & Acquisition																								
3	Procurement Activities																								
4	Entitlements, Design, & Permitting																								
5	Construction																								
6	Move-In & Start-Up																								
Notes																									
Schedule is contingent upon:																									
- Land Acquisition																									
- Financing																									
- Entitlements, Design, & Permitting																									

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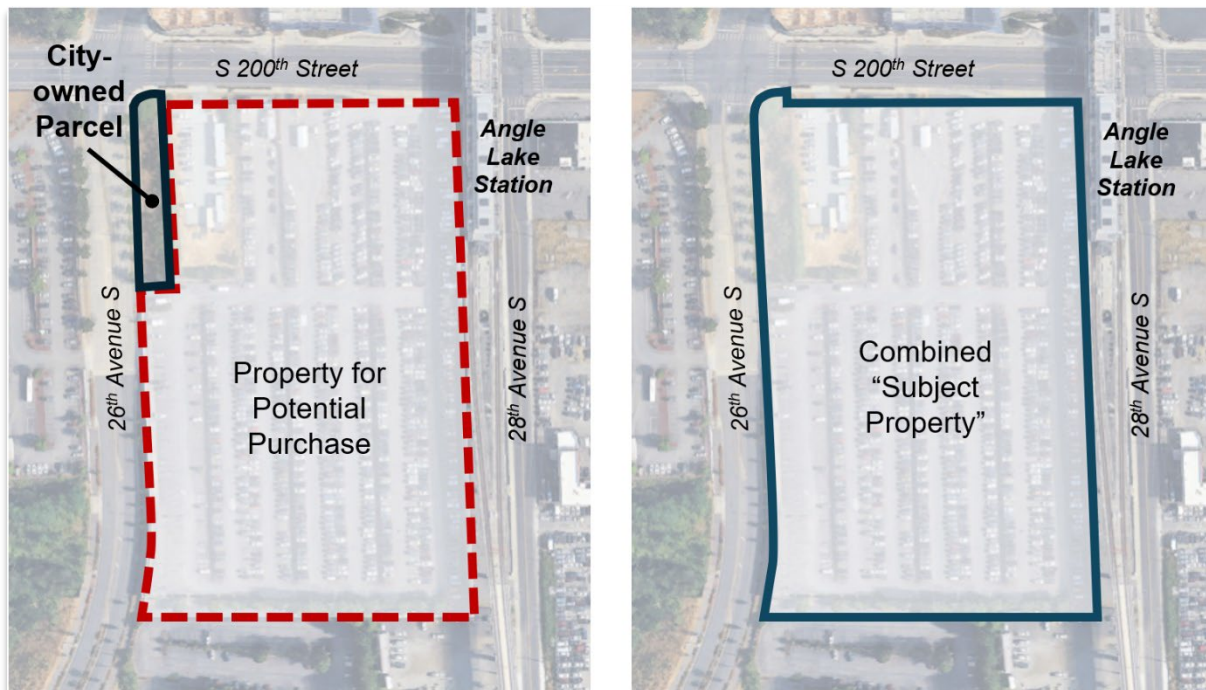
RECOMMENDATION & NEXT STEPS

RECOMMENDATION & NEXT STEPS

RECOMMENDATION

JLL recommends the City of SeaTac proceed with acquisition of the 'Subject Property' at 2701 South 200th Street for development of the new Civic Campus. Our comprehensive analysis confirms this site is both technically and financially feasible, aligning with City Council priorities while offering significant advantages over renovation of the existing facility.

Figure 38: 2701 South 200th Street: Purchase Area vs. Subject Property



KEY FINDINGS

- The 8.58-acre development site, located across from Angle Lake light rail station, meets critical evaluation criteria. (Section 4)
- Technical assessments confirm minimal development risks for accommodating (Section 6):
 - ~56,000 GSF City Hall
 - Optional ~45,000 GSF Justice Center
 - Public plaza and required parking
- The location advances SeaTac's transit-oriented development goals (Section 4 - 6)
- Financial analysis supports the strategic value (Section 7):
 - Acquisition cost: \$40.4M for 8.26 acres (to combine with 0.32-acre City-owned parcel)
 - New construction: \$85M-\$216M (depending on program choices)
 - Comparable renovation cost of current facility: \$116M

NEXT STEPS

In response to this report, should the City decide to move forward with acquiring the subject property, the staff and technical team will:

1. Proceed with site acquisition of the ‘Subject Property’, parcels 2-11.
2. Perform permitted on-site due diligence activities, such as soils testing.
3. Secure relevant City financing.
4. Following site purchase completion, launch other Phase 2 activities including:
 - Refine program requirements
 - Community engagement regarding site development concepts and civic opportunities
 - Definition of secondary program elements (*arts, markets, residential, or other components beyond core city hall/justice functions*), shaped by community input
5. Create detailed project timeline and budget for Council approval

THE CITY OF SEATAC CIVIC CAMPUS
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APPENDIX

APPENDIX LIST

- A. Community Engagement Results
- B. SeaTac - Civic Campus Project Charter
- C. ARC Architects City Hall Assessment 2021
- D. ARC Report – JLL Analysis Summary
- E. JLL: Project Visioning Brief 2024
- F. JLL: Functional Programming Brief 2024
- G. GeoEngineers: Phase 1 Environmental Report
- H. GeoEngineers: Geotechnical Reports
- I. GGLO: Site Feasibility Test Fits
- J. KPFF: Site Civil Analysis
- K. Transpo Group: Site Transportation Analysis
- L. JLL Development Options Analysis
- M. S 200th Letter of Intent
- N. Piper Sandler: April 8th, 2025, Financing Presentation
- O. Piper Sandler: July 22nd, 2025, Bond Financing Presentation

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CITY of SEATAC TEAM

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Anita Woodmass (Senior Management Analyst)
Cindy Corsilles (Interim City Attorney)
David Inman (Acting Communications Manager)
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