

Proposal for Public Acquisition of the A.J. Eisenberg Airport Island County (Whidbey Island), WA

NOTE: This document represents an “Idea Proposal” and should not be considered a binding offer or the sole basis of a contractual agreement in its current form. FOR DISCUSSION PURPOSES ONLY

Proposal at a Glance

- The Airport is for sale and presents an opportunity to secure and improve this important asset for public benefit (transportation resiliency, emergency services, economic development)
- A financial analysis and interim operations planning effort has been completed and indicates the Airport is financially viable, and adequate operations and management expertise and capabilities exist from among current airport managers and users.
- The Port of Coupeville believes it is an appropriate entity to own and operate the Airport and to secure available State and Federal funding to further develop the Airport, however does not currently have financial resources for acquisition and redevelopment planning.
- Under this proposal Island County would purchase the Airport and convey it to the Port of Coupeville along with a “startup” grant to cover deferred maintenance and comprehensive planning which would allow the Port to capture State and Federal funding for enhanced development and ensure the Airport can completely stand on its own in the future.
- The Port of Coupeville will operate the facility and complete planning for future development.
- The total cost of this proposed activity, including facility acquisition, the “startup” grant, and contingencies, is estimated not to exceed **\$2.25M**

Background – Opportunity and Community Need/Benefits

The A.J. Eisenberg Airport (Airport) is located approximately two miles northeast of the Town of Coupeville and approximately three miles southwest of the central business district of the City of Oak Harbor in Island County, Washington. The Airport is currently an active General Aviation (GA) facility offering hangar rental for approximately 25 aircraft based at this location, fuel sales (servicing aircraft based at this facility as well as those based at other nearby airports that do not have fuel sales), and a passenger terminal. The Airport is part of the Island County Multimodal Transportation System (the Airport is serviced by the Island Transit bus system with a scheduled stop at the Airport parking lot).

Several GA businesses currently operate out of the facility including airplane rental, sightseeing, flight instruction and air taxi/charter services (on-demand passenger service). On average there are 50 flight operations out of the Airport per day. In addition to recreation, sightseeing, and flight instruction, many of these flights involve taking local residents to work and business opportunities outside of Island County, Angel Flights (medical transport), and blood deliveries to/from the Seattle area. The airport is also included in the Island County Disaster Plan (GA would have a vital role in disaster response should other transportation infrastructure, such as ferries and bridges become unavailable during a disaster). The airport previously had scheduled passenger service provided by Kenmore Air, which ceased operations to Oak Harbor on December 31, 2008. It was also previously served by Harbor Airlines, which had its hub at the airport from 1971 to 2001. While it continues to be an active and important GA

facility, the Airport is not currently meeting its full potential and fully providing for the community need, largely owing to a lack of investment by the current ownership.

The Airport is currently in private ownership and is for sale. This presents an important community opportunity. Public ownership would allow facility improvements and expansion to be facilitated through State and Federal funding (State and Federal funding programs for publicly-owned aviation facilities are robust and have historically been reliable). The economic benefits of full-service aviation facilities have repeatedly been demonstrated to outweigh public funding required to establish these facilities. For example, data from the Washington State Department of Transportation has documented enhanced economic activity from similar small local airports to range from over \$1M/yr (Lynden, WA) to over \$11M/yr (Skagit Regional). Once established, the facilities have the ability to generate enough direct revenue to pay for themselves and have a multiplying effect for the economy, encouraging new businesses such as specialty cargo operations, overnight package services and additional links to the national and international air transportation network which is vitally important for Island County's economic development and emergency services, especially in light of transportation challenges associated with dependence on an increasingly unreliable ferry service and the pinch point of the two-lane Deception Pass bridge.

Proposed Approach

The Port of Coupeville (Port) believes it is an appropriate public entity to own and operate the Airport. However, the Port currently lacks the direct financial resources required for acquisition of the Airport, completion of deferred maintenance, and for the planning and development activities that will be necessary to capture State and Federal funding and realize the Airport's full potential.

Understanding that Island County is not interested in owning or operating the Airport, but may have access to financial resources which could potentially be used for economic development and transportation resiliency, the Port is proposing that Island County purchase the Airport and then convey it to the Port TOGETHER with "startup" grant funding. The grant funding would cover specific deferred maintenance as well as strategic and master planning activities which are necessary to ensure any future growth and development is economically viable and aligned with community needs.

Current Facility Conditions, Finances, and Proposed Operations

A facility assessment and deferred maintenance evaluation, as well as an assessment of financial aspects of *current operations* of the Airport have been completed (Appendices A and B, respectfully). An assessment of potential future operations, including the cost-benefit of facility enhancements and renovations, and the expected future economic impact of an enhanced Airport would be conducted as part of the comprehensive planning process that is proposed as part of this overall approach.

The current conditions evaluations indicate that following completion of minor deferred maintenance, the existing revenue generation (without any new facilities) of the Airport will allow it to easily cover routine operational expenses at its current level of service. The level of self-sufficient operation would be maintained while comprehensive planning is completed and State and Federal funding for future facility development is identified and captured. During this time, revenue from rent and fuel sales (as

demonstrated from prior history) is projected to exceed expenses, allowing for accumulation of a small reserve for unexpected repairs and maintenance.

Under this proposal, during the time that comprehensive strategic planning is completed and prior to receipt of any State or Federal Funding, Airport management, operations, and maintenance would be performed under the general direction of the Port using existing airport management personnel with technical assistance provided by the Airport's Pilot's Advisory Group per the plan provided in Appendix C.

Planning for Future Development

Comprehensive planning to be implemented as part of this proposal will identify the long-term vision, specific financial impact and economic viability of any facility upgrades, and capture strategies for State and Federal funding necessary to achieve that vision. All future development would be self-sustaining with respect to operations and maintenance (State and Federal grant funding would only be required or facility development capital expenditures). While the exact programming of future development would be established by the planning process, at this point in time, improvements are thought to potentially include runway upgrades (width, surface/leveling, and potentially length increases), infrastructure extension (water/sewer), additional hangars (the need for hangar space in the region has already been established), and light industrial pads and/or leasable space for aviation-related businesses. The intent would be to facilitate a return of scheduled passenger service, attract aviation service businesses, and provide economic development opportunities for businesses that would benefit from being located adjacent to aviation facilities (for example, overnight package delivery or light manufacturing or food processing that requires immediate shipment of product).

Comprehensive planning will include development of a Strategic plan, a Master Plan, and a Detailed Management and Operations plan. These documents will be the roadmap to success.

The strategic planning process will first collect stakeholder input (PAG, community, other government entities) and market data and determine the Airport's long term mission and define a vision for what it will be and what it should accomplish (i.e. the level of economic development and improved community service, what types of business to attract, the right size based on a market analysis etc.)

The Master Plan is the action plan. It will identify funding sources/mechanisms and capture strategies and provide the information needed to pursue that funding such as the facilities layout, conceptual engineering (including water, sewer, etc.), the development timeline, and cost estimate.

The Long Term Operations and Management Plan is what will keep the airport operating safely and at peak efficiency. It will include many components such as:

- Management Structure (staff managed vs outsourced, roles and responsibilities)
- Standard Operating Procedures for Common Tasks
- Emergency Response
- Regulatory Compliance
 - FAA – Aviation-Related
 - WA Department of Ecology - Environmental (fuel storage and waste disposal)
 - WA Department of Labor and Industries - Health and Safety (worker-related)
 - Island County – Planning/ Land use (fencing, noise, etc.)

- Island County - Health Department (water, septic, food service if applicable)
- Marketing & Communications/Community Relations
- Sustainability
- Risk Management
- Expected Income and Expense (based on new facilities, businesses, operations)

A more detailed outline of potential planning tasks/components is included in Appendix D.

The planning activities would be completed by a consultant experienced in small airport planning. The consultant would be procured and managed by the Port with input from a stakeholder group which may include representatives of the Port, Island County, City of Oak Harbor, Town of Coupeville, local business groups (e.g. Chamber of Commerce; Economic Development Council), the PAG, and a limited number of citizens.

While the planning process could potentially be completed prior to acquisition (with a decision on acquisition contingent on the outcome of the planning process), there would be a risk that the property could be lost to a private sale while the planning work is being completed, and it is unclear if acquisition funding would be available at the time in the future when the planning work has been completed (potentially up to one year for the complete process). Given the current operations financial analysis, interim operations plan, and the accepted availability of State and Federal improvement funding, immediate acquisition (prior to completion of the comprehensive planning process) is thought to present little risk and is recommended as the preferred approach.

Funding Requirements

Acquisition

The property is currently listed for sale at \$2.1M, however based on similar sales (Langley Airpark sold for \$950,000 in December 2017) it is likely a lower price could be negotiated. The commercial property listing is included in Appendix E.

Deferred (“Catch Up”) Maintenance

As outlined in Appendix A, the current airport manager(s) and facility users (airplane owners and pilots) were queried regarding deferred maintenance and repair priorities, and immediate repairs estimated to cost \$171,000 were identified.

Planning

Based on input provided from planning consultants who typically provide airport plan development services, expected costs to complete all of the planning activities including pursuit of State and Federal funding for future facility improvements is expected to cost between \$225,000-\$275,000.

Contingency and Total “Startup” Funding Request

In order to confidently cover deferred maintenance and all planning activities, including management of consultants and contractors and allowances for cost inflation and unexpected construction costs and maintenance activities, this proposal suggests a startup grant of **\$750,000** (or a minimum of **\$500,000**

for planned maintenance and planning, with provisions for up to \$250,000 additional in contingency expenses, if needed). The Total cost of this proposal, including facility acquisition, deferred maintenance, and comprehensive planning for future redevelopment, is estimated to be a minimum of **\$1.5-\$2.0M** (depending on property acquisition negotiation), and potentially up to **\$2.25M** including the suggested contingency for unexpected conditions, construction cost inflation, and unplanned major repairs).

APPENDIX A

Airport Facilities and Required Maintenance

The airport covers an area of 54 acres and has one asphalt runway with lighting, a passenger terminal, parking lot, 3 hangar buildings, well system, septic system, fuel system, automated weather observation system (AWOS), and wind indicator. All systems are functional, however maintenance is required for several systems/components. Facility upgrades (e.g. runway improvements) that would be required for the airport to achieve its full potential will be identified in the Strategic and Master Plans to be developed as part of this Interim Plan. This Interim Plan only includes maintenance items necessary for continued operations over the next 2-3 years until the Strategic and Master plans can be funded and implemented.

The current airport manager(s) and facility users (airplane owners and pilots) were queried regarding deferred maintenance and repair priorities. Table A1 presents maintenance activities requiring action in the next 2-3 years along with estimated costs (cost estimates were developed based on contractor quotes or prior experience with similar activities).

Table A1. Required Maintenance Items (2-3 year time horizon)

Item	Estimated Cost
1. Repair/replace roof, large metal hanger building (75x80 Ft)	\$75,000
2. Roof Maintenance, flat roofed ten hanger Unit (300 x 33 ft)	\$15,000
3. Correct runway and taxiway markings. <i>Chevrons on end of runway 07 need to be replaced with "arrows" and white border markings on taxiways near pumps to avoid plane going off pavement.</i>	\$1,000
4. UST maintenance - Tank #1 (East tank) requires cleaning, minor repairs and filling (to at least 50%) to comply with environmental requirements	\$25, 000 (a portion will be returned via fuel sales)
5. Hanger door repair program. <i>Create a Door Building Jig to allow quick rebuilding of doors as they fail. Most doors need to be repaired over the next 5 years and they all risk falling on people and planes during serious wind events.</i>	\$15,000
6. Project Management/Contractor's Markup	\$15,000
7. Contingency	\$25,000

Total Estimated Short-Term Maintenance/Repair Costs

\$171,000

APPENDIX B. Financial Potential - Current Operations

Expected Airport income and expenses during interim operation are summarized in Table B1. Actual expenses and tally's of fuel sold provided by A.J. Eisenberg LLC (current Airport owner) for the period January 1 2020 - June 30, 2021 were used to develop many of the line items. Based on these income and expenses, the Airport operation as it currently stands would be solidly cash-flow positive, and could continue to sustain operations on its own without additional support. This includes building up a cash reserve that could be used for unexpected repairs if necessary.

Table B1. Projected Income and Expense Summary

Income	Projected Annualized	Notes
Collected Rent (Aircraft Storage)	\$90,000	Based on 25 rental spaces (actual realized last year) , avg \$300/month (cheap - actually should be 350-400)
Fuel Sales	<u>\$117,400</u>	Based on 20k gal @\$5.87/gal (actual realized last year)
Total Income	\$207,400	
Expenses		
Fuel Purchases	\$83,600	Based on 20k gal @ \$4.18/gal (actual realized last year)
Business Licenses and Permits	\$750	per actuals
Computer and Internet Expenses	\$2,875	per actuals
Credit Card Processing & Bank Fees	\$3,200	per actuals
Insurance	\$6,000	Includes Storage Tank Pollution + Aviation facility-specific Liability, per actuals
Repairs and Maintenance	\$5,000	Doubled from actuals (acknowledging limited scope of Eisenberg's maintenance)
Sales Tax Expense	\$6,700	Tax paid on fuel based on 20k gal
Taxes - Property		Port exempt
Power	\$2,250	per actuals
Propane	\$500	per actuals
Waste Disposal	\$1,350	per actuals
Bookkeeping	\$6,000	Outsourced (BBS)
Management Services	<u>\$40,000</u>	Includes Part Time Airport Manager and Groundskeeping
Total Expense	\$158,225	
NET	\$49,175	Available to build maintenance reserve

Appendix C. Management and Operations

Roles and Responsibilities

Under this Plan, Airport management, operations, and maintenance, with the exception of bookkeeping, would be performed using existing airport management personnel and procedures with minor alterations as needed. Bookkeeping would be performed by and according to bookkeeping/accounting procedures of a new ownership entity (e.g. Port of Coupeville), although could potentially be outsourced, either separately or combined with Airport management (funding for outsourced bookkeeping and management is covered by rent and fuel sales). Current management roles and responsibilities, and the individuals who will be performing these services under the Interim Plan, are listed in table C1.

All management operations identified in this section will be supported by a Pilots and Aircraft Owners Airport Advisory Group (PAG). The PAG was created solely to support operation and development of the Airport. The membership brings various levels of talent and expertise regarding operations at the airport and other airports. Presently many of the members volunteer their time to operate and maintain the airport. Most of the members own and operate aircraft out of the airport. All are pilots and some have a long history with the airport including flying for commercial operators who previously operated out of this facility. All are interested in the opportunity the airport presents for enhanced aviation activities and industrial development. This group is currently a volunteer organization and is not funded at this time by any party. A future owner may elect to allow the PAG to be responsible for operating the airport including financial transactions as a non-profit business entity, and the PAG is prepared to take on this role if necessary. Should a new ownership entity desire this arrangement, the PAG would be incorporated as a formal non-profit entity. A current PAG membership list is provided in Appendix A of this Interim Plan.

Risk Management

Current Airport insurance coverage (underwritten specifically for small airports) includes

- Premises (bodily injury and property damage liability)
- Products and Completed Operations(bodily injury and property damage liability)
- Hangarkeepers Liability
- Premises Medical
- Fire Legal
- Personal Injury
- Pollution Liability (separate policy, for fuel tanks)

Current limits (as reflected by the premium in the financial statement in the following section) are capped at \$1M. This could potentially require adjustment based on requirements of the ownership entity.

Table C1. Airport Management and Operations Functions and Responsibilities

Function	Person	Responsibilities
Manager	Chris Taylor Blake Thorn Steve Nordstrand (Fuel)	<ul style="list-style-type: none">• Emergency Coordinator• POC for FAA, AWOS Station• NOTAMs*• Fuel System<ul style="list-style-type: none">○ POC for Department of Ecology Inspections○ Monitor, restart/reset fuel system following power or internet outages○ Coordinate bulk fuel deliveries• User/tenant customer service (hangar rental, tie downs, fuel sales)• Utilities monitoring/management (phone, internet, propane, power, garbage)• Airport deliveries• Maintenance coordination (e.g. abandoned cars, water leaks, contractor and groundskeeper coordination for misc. repairs as necessary)
Bookkeeper	TBD (Port staff or outsourced bookkeeping service)	<ul style="list-style-type: none">• Manage credit card merchant account; process customer payments (income)• Make vendor and fee payments (e.g. bulk fuel, taxes & fees, utility bills, insurance, contractor repairs, etc.)• Overall recordkeeping/statements
Groundskeeper/Maintenance	Skip Boyer	<ul style="list-style-type: none">• Grass mowing• Runway Sweeping• Runway light replacement• Wind sock repair• Other misc. maintenance Items/contractor oversight

*A NOTAM is a notice filed with the FAA (who in turn disseminates the information) concerning the establishment, condition, or change in a facility, service, procedure, or hazard which is essential to personnel concerned with flight operations.

**Exhibit C1. Pilots and Aircraft Owners Airport Advisory Group (PAG) Membership List
(as of 1/25/22)**

Name	Email	Phone
Don Meehan	dbmeehan26@gmail.com	360-914-0736
Mark Varljen	mdvarljen@gmail.com	360-632-2829
Skip Boyer	Topscreed@hotmail.com	360-914-0207
Larry Cronin	larryecronin@yahoo.com	360-720-6810
Bill Dion	whidbuzz@gmail.com	360-969-0849
Omer Lupien	hunt@pioneer.net	360-914-0742
Mark MacMillan	markm_531@yahoo.com	360-969-0515
Steve Nordstrand	plane-flyer@icloud.com	360-929-1127
Blake Thorn	blakethorn@msn.com	360-672-5695
Keith Turner	krturner579@gmail.com	425-241-5543
Chris Taylor	lynkair@outlook.com	831-402-9324
Jim Wood	jimsrockinguitar@yahoo.com	360-929-2539

Appendix D. Planning Task Outline Example

Airport and Market Assessment

- Detailed facility assessment including available infrastructure capacity, soils, drainage, etc.
- Community need, benefits (including induced community economic impacts), and market analysis

Strategic Plan

- Vision for what it will be
 - How big - “right sized” based on market analysis
 - What kind of upgrades make sense
 - Types of business to attract
- Strategy/Tactics
 - Operational approaches (e.g. outsource/contracted operator vs ownership entity running)
 - Funding mechanisms and capture strategies
 - Strategies for attracting businesses/tenants

Development Master Plan

- Facilities Layout
- Conceptual engineering (geotechnical/soil considerations, pavement and building specs, water sewer/etc.)
- Timeline
- Cost estimate

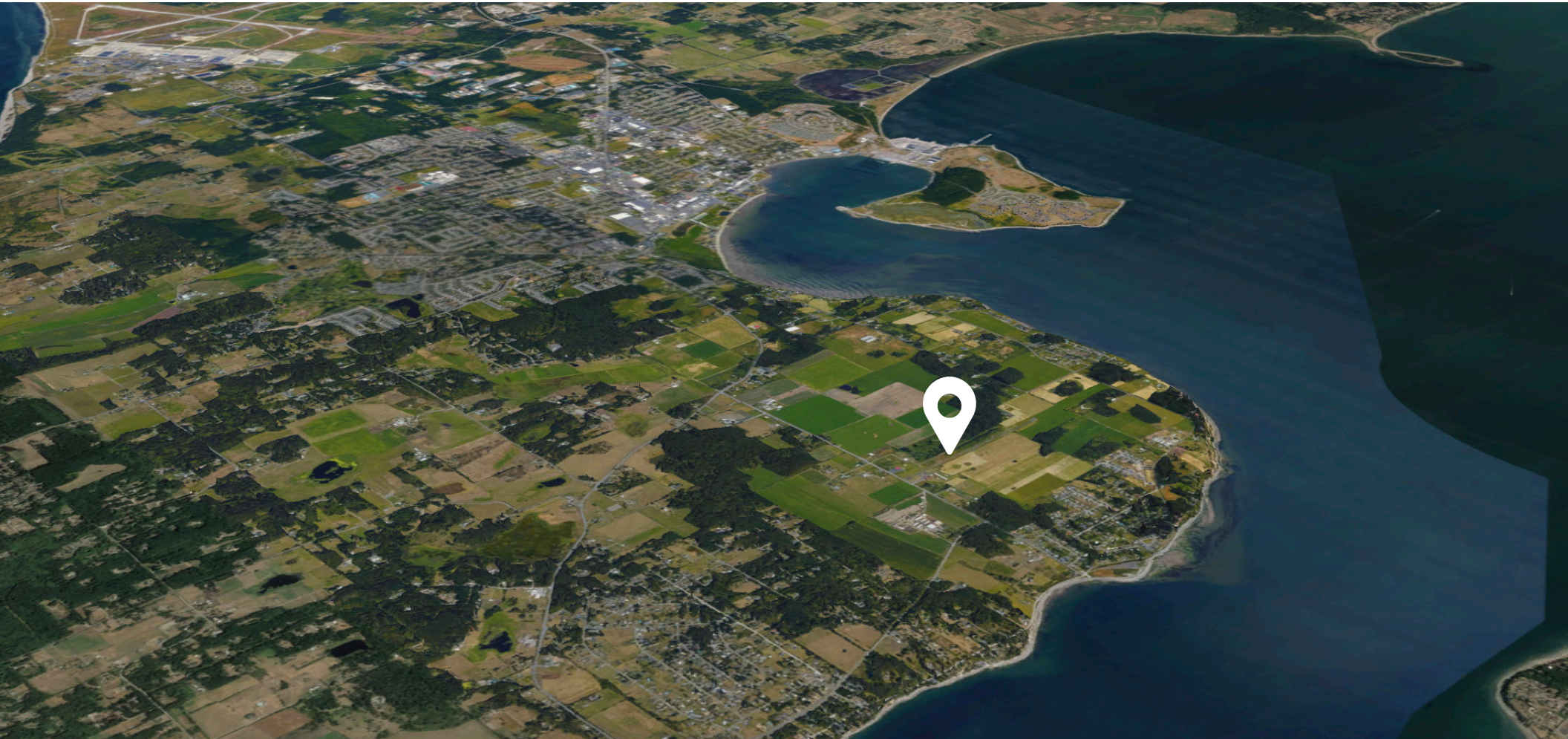
Long Term Operations and Management Plan

- Management structure (e.g. manager + advisory board)
- Sustainability - old definition – i.e. keep it running without bleeding public funds for continued operation
- Sustainability – new use – i.e. “green” operations
- Safety
- Community relations/outreach

Appendix E Commercial Property Listing, Cannon Commercial

AJ EISENBERG AIRPORT FOR SALE

1140 Monroe Landing Road | Oak Harbor, WA



**cannon
commercial**

Listing Broker:

Chris Giles

Direct: 206.971.0625 Mobile: 206.436.2344

chris.giles@cannoncommercial.com

Listing Broker:

Joe Cannon

Direct: 206.971.0625 Mobile: 206.436.2343

joe@cannoncommercial.com

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01 PROPERTY INFORMATION



EXECUTIVE SUMMARY

Cannon Commercial is pleased to present the opportunity to purchase 3 parcels totaling 51.98 acres in Oak Harbor, WA. The subject site is zoned AP (Airport) by Island County and provides an owner with an opportunity to use as commercial or other non-residential use that is compatible with airport operations. The subject property includes a privately-owned, small craft airport facility with two single-story wood frame airport hangars, one single-story metal frame airport hangar, a wood frame storage shed and an operating fueling station. The serviceable asphalt airstrip is lighted and 3,265 feet long.



DETAILS:

Address: 1140 Monroe Landing Road Oak Harbor, WA 98277
Type: Airport
Parcel #: R13222-450-1150, R13222-406-1800, R13222-446-2970
Lot Size: 51.98 acres (2,264,249 SF)
Price: \$2,100,000
\$/Acre: \$40,400 (approx.)



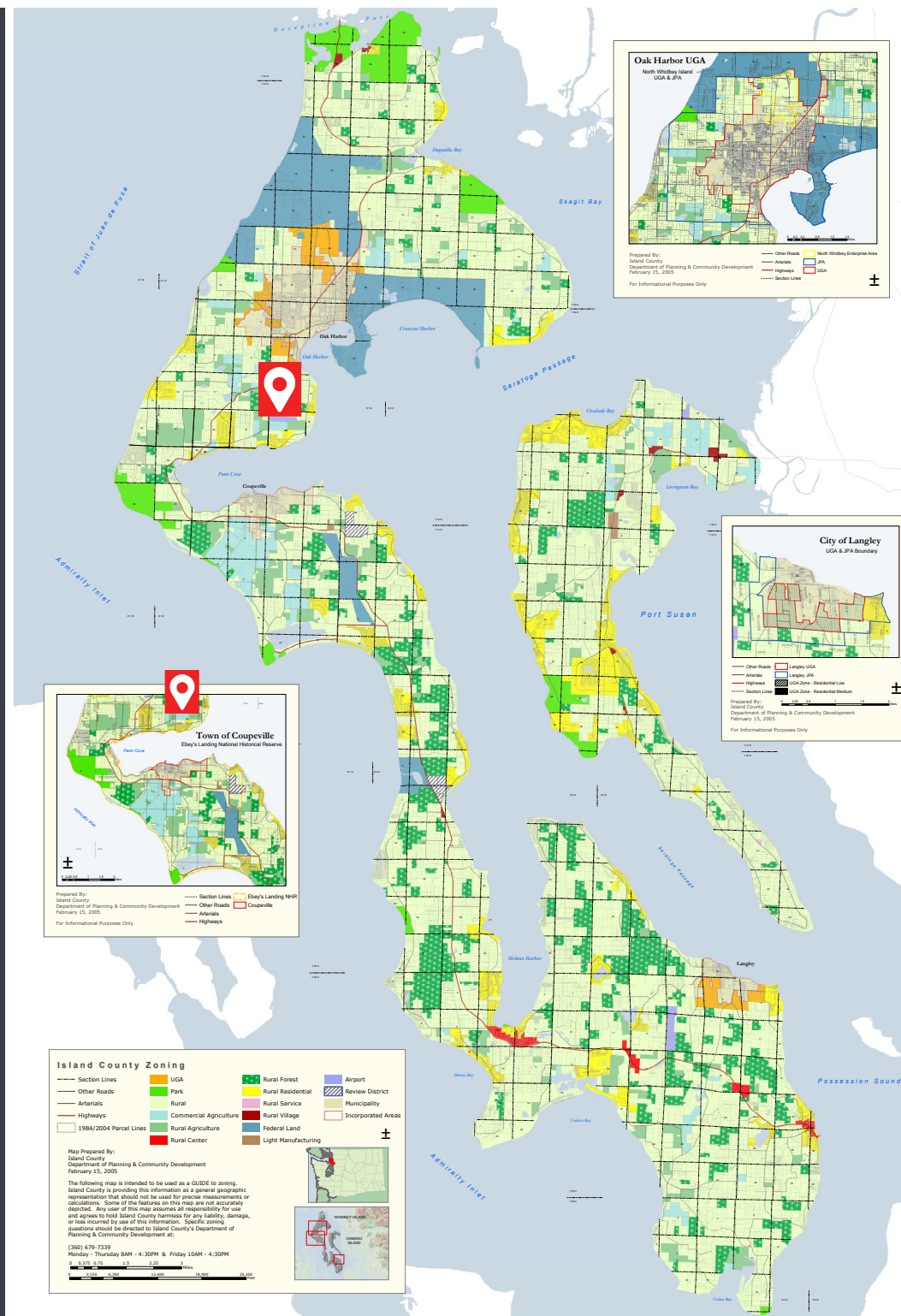
ZONING

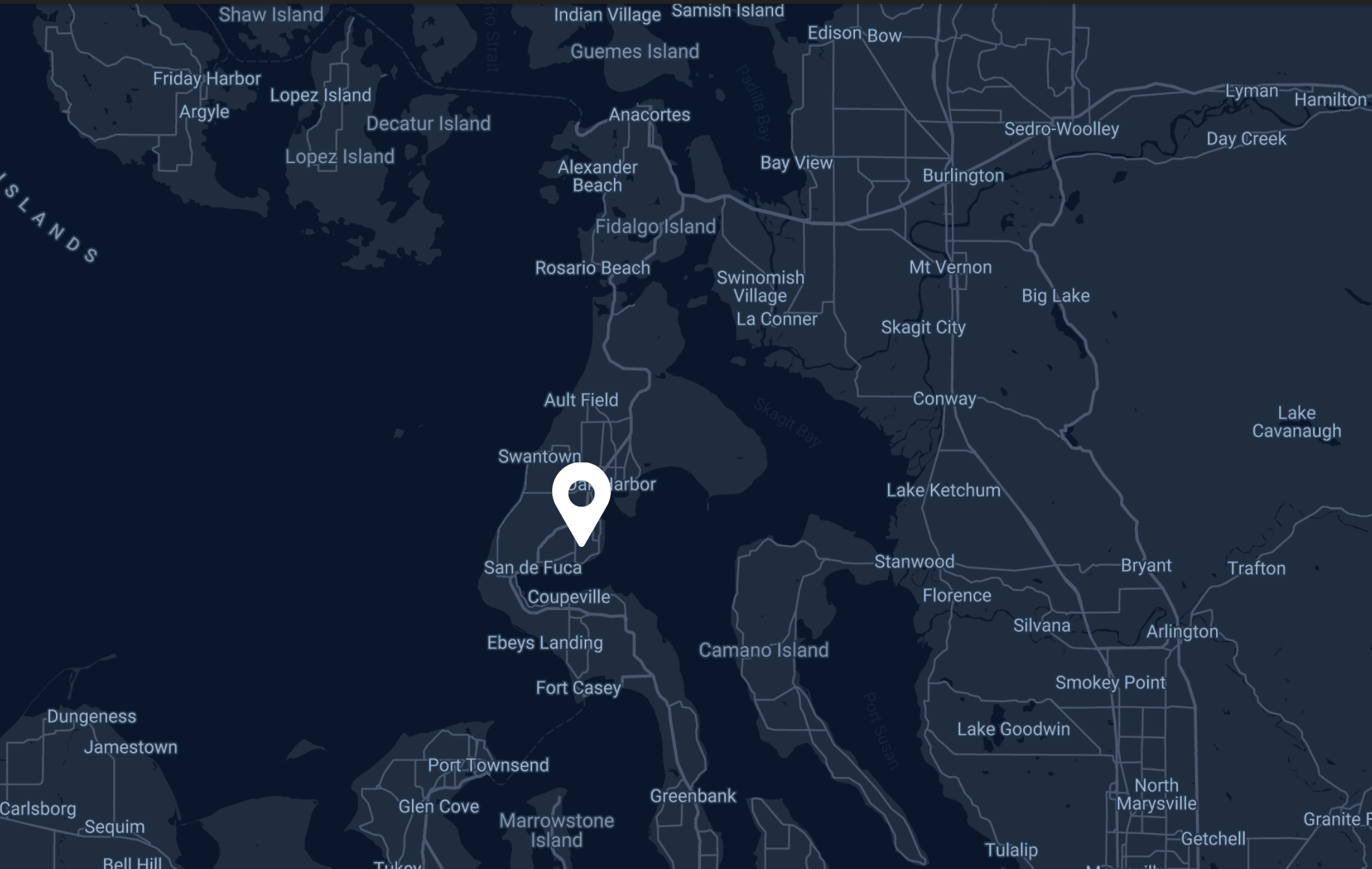
The subject site is zoned AP (Airport), by Island County. The AP zone is applied to existing non-military airports. This zone allows airport related uses and other non-residential uses that are compatible with airport operations. The airport, aviation support facilities, and accessory uses are treated as essential public facilities.

The primary permitted uses within AP zones include:

- Accessory uses
- Airport facilities
- Airport support facilities
- Eating and drinking establishments
- Fire stations
- Light manufacturing uses
- Minor utilities
- Research and development
- Single family dwellings
- Storage
- Outdoor and mini storage
- Warehouses
- Water tanks

* Other conditional uses may be considered.





REGIONAL MAP

02 MARKET INFORMATION

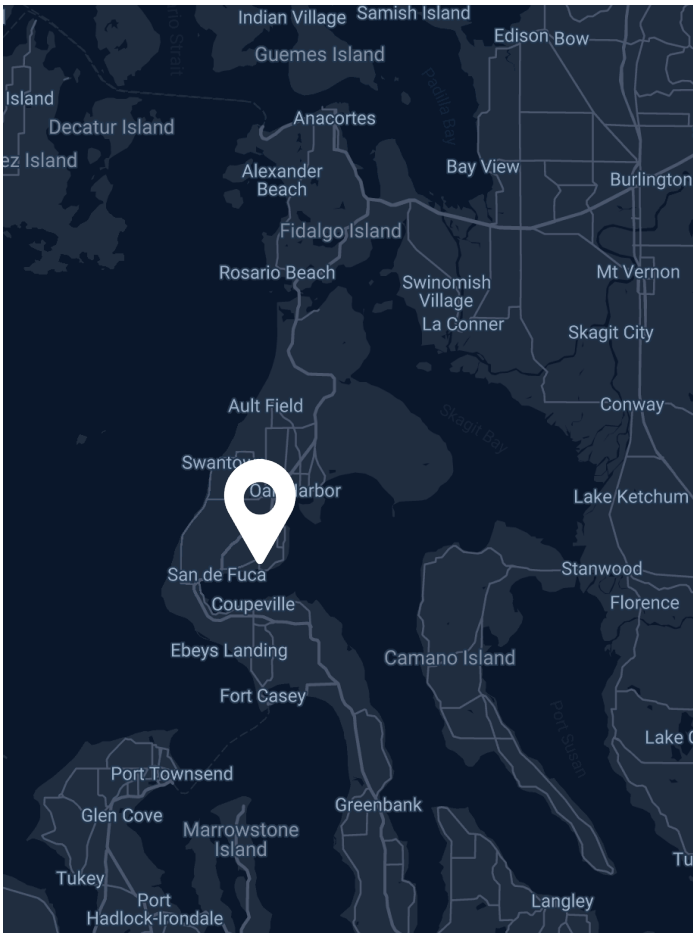


REGIONAL MARKET OVERVIEW

Island County

The subject is located within Island County on Whidbey Island, which is directly northwest of the greater Seattle Metropolitan Area. The county consists of nine islands with Whidbey being the largest in area and population.

Supporting the region’s population growth is the influence of the Naval Air Station on Whidbey Island, which directly contributes to the economic and population growth of Oak Harbor and the Island as a whole. The Washington State Department of Financial Management estimates the base contributes over 10,000 jobs to the Island. Tourism, light agriculture and mussel farming are also important economic influences in the area. Overall the regional economy is expected to remain stable and to gradually increase over time.



DEMOGRAPHICS

Population:	85,530 as of April 1, 2020
Population Increase:	8.5% from the 2010 Census population of 78,800
Median Income:	\$64,809
Median Home Price:	\$530,800

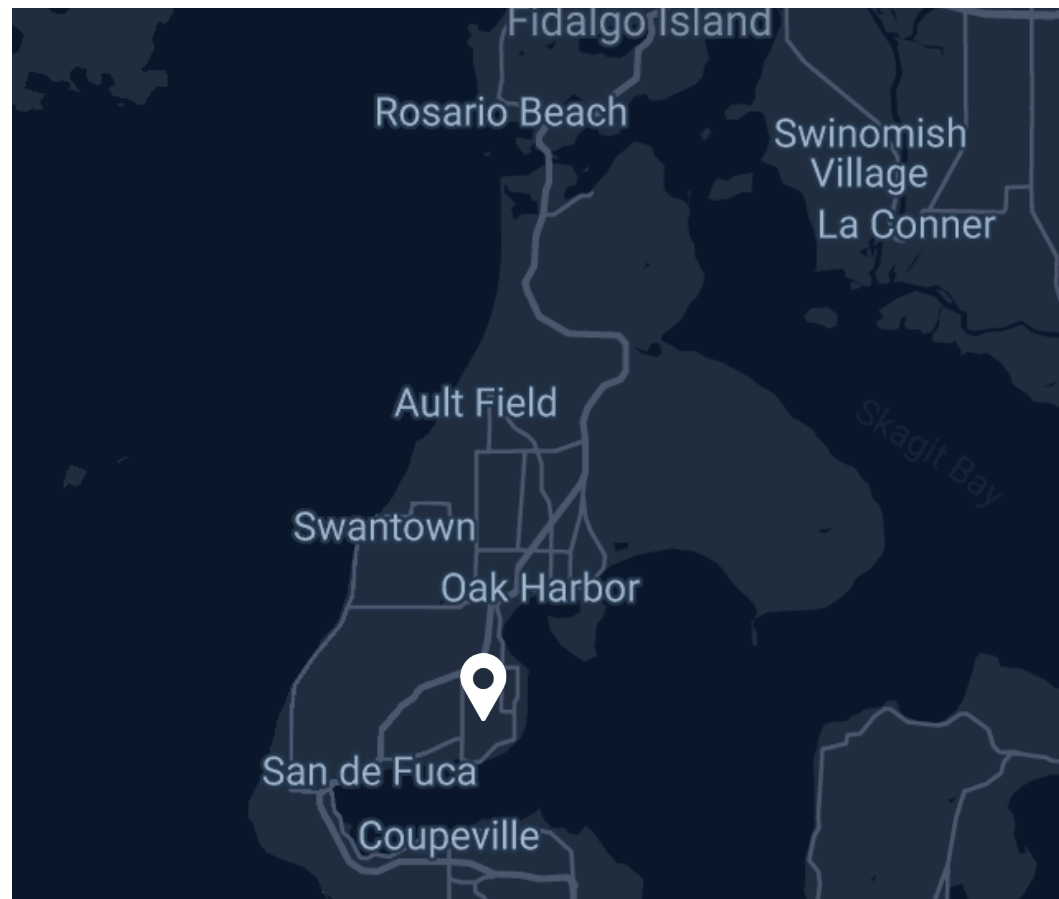
LOCAL MARKET OVERVIEW

Oak Harbor

The subject is located in Oak Harbor, Whidbey Island's most populous city. The city encompasses an area of approximately 9 square miles at the northern end of the island. The island is home to the Whidbey Island Naval Air Station, hosting 19 active-duty squadrons that have major economic influence in Oak Harbor and the surrounding areas.

The subject is situated along Monroe Landing Road, roughly 7 miles south of the Whidbey Island Naval Station. Monroe Landing Road is a minor north-south arterial that spans roughly 1.7 miles between Highway 20 and the north shore of Penn Cove. The subject site is located 4 miles south of Downtown Oak Harbor, in a neighborhood characterized by a rural and waterfront residences.

Oak Harbor and Whidbey Island are accessible by Washington State Ferries leaving from Mukilteo and Port Townsend and by State Route 20, which links the Island with Fidalgo Island and the rest of the state.



AIRPORT SALE COMPS

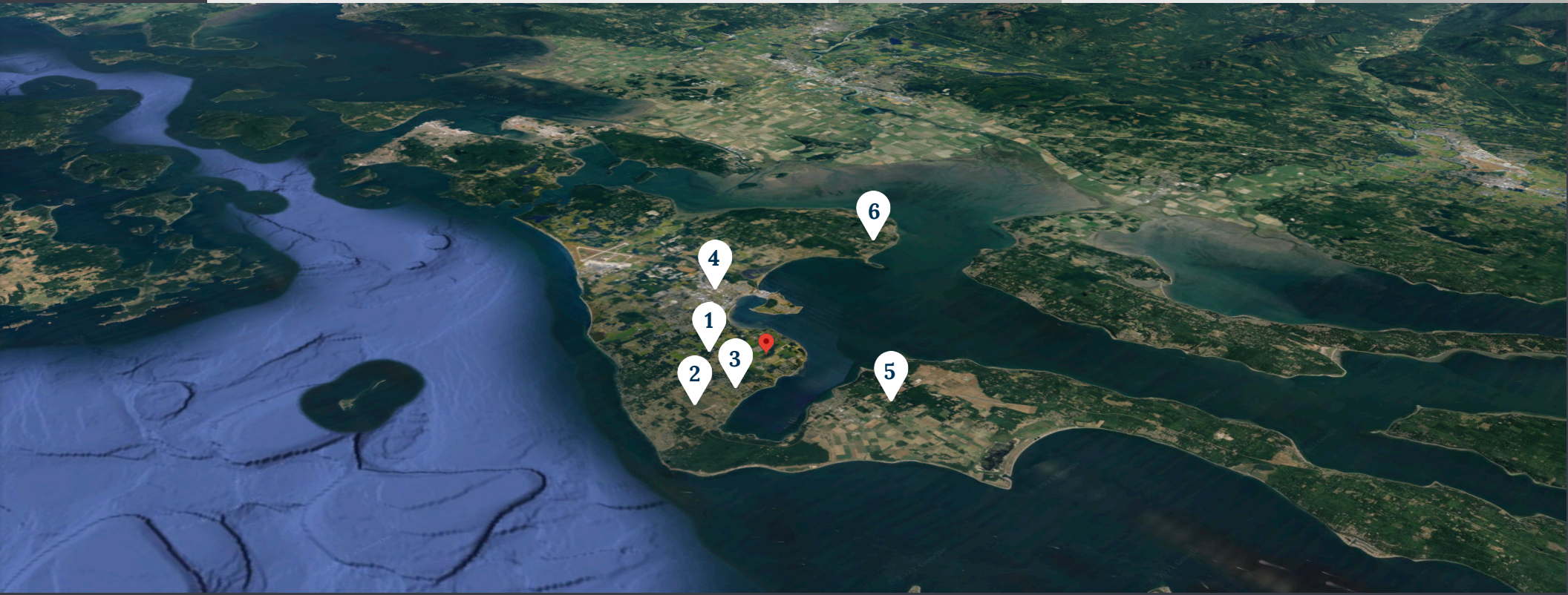


	Subject Property	Sequim Valley Airport	Monroe Airport	Whidbey Airpark Langley
Address:	1140 Monroe Landing Rd. 98277	468 Dorothy Hunt Lane 98382	13812 179th Ave SE 98272	5247 Crawford Rd. 98260
Status:	For Sale	For sale	Pending	Sold - December 29, 2016
List Price:	\$2,100,000	\$4,750,000	\$5,000,000	\$1,250,000
Sale Price:	TBD	TBD	TBD	\$950,000
Land SF:	2,264,249	1,524,600	1,348,618	1,873,000
Land Acre:	52	35	31	43
Runway Length (ft):	3,265	3,500	2,087	2,500
Runway Width (ft):	25	40	34	25
Hangars:	1 large 10 small	1 large and 20 individually owned	62 hangars	
Fuel Sales:	Yes	Yes	No	No
General Comments:	Airport operations have averaged 50/day, 60% local general aviation and 40% transient	Features a 3,500 ft paved & lighted runway	Within 45 min of Seattle & the Eastside	Listed for \$1,750,000 in 2007

2021 VACANT LAND SALE COMPS

North & Central Whidbey Island

	Date	Address	Price	Acreage	Zoning	\$/Acre
1	1/21/21	WA 98277	\$835,000	20	R-Rural	\$41,750
2	3/2/21	WA 98239	\$605,000	5.74	R-Rural	\$105,401
3	3/8/21	WA 98277	\$130,000	4.98	R-Rural	\$26,104
4	3/10/21	Oak Harbor, WA 98277	\$260,000	2.5	R-Rural	\$104,000
5	3/24/21	Coupeville, WA 98239	\$75,000	0.41	MDR	\$182,927
6	4/13/21	WA 98277	\$300,000	5	R-Rural	\$60,000



03 PHOTO GALLERY





SITE PHOTOS



RUNWAY PHOTOS



HANGARS & LOUNGE



cannon
commercial

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