

THE CITY OF SAN DIEGO

Report to the City Council

DATE ISSUED

October 13, 2016

REPORT NO.

16-070-

Revised

ATTENTION

Honorable Council President and Members of the City Council

SUBJECT

Lease of the Property and Improvements located at 101 Ash Street, San Diego, CA 92101 (the former Sempra Building – APNs 533-424-

11-00 and 533-424-14-00)

REFERENCE

N/A

REQUESTED ACTION

1. Authorize the Mayor or his representative to execute a 20-year lease-to-own agreement (Lease) between the City of San Diego and 101 Ash, LLC, a California municipal corporation (101, LLC), or affiliate, for a lease for the real property and improvements at 101 Ash Street with ownership automatically transferring to the City of San Diego upon lease expiration.

2. Authorize the Chief Financial Officer to appropriate and expend an amount not to exceed \$4,183,448.50 for the remaining Fiscal Year 2017 for the lease-to-own agreement between City and 101 Ash, LLC, for the property and improvements located at 101 Ash Street, San Diego, CA 92101 from the General Fund in order to pay rent (\$2,673,633) and operating expenses (\$1,509,816) at 101 Ash Street from the date of lease commencement (estimated to be January 1, 2017) through June 30, 2017.

3. Authorize the Chief Financial Officer to transfer up to \$1,921,000 from the Real Estate Assets Operating Department Budget to Citywide Program Expenditures Department to provide funding for the property and improvements located at 101 Ash Street.

4. Authorize the Chief Financial Officer to expend an amount not to exceed \$201,902,440 for the 20-year lease-to-own agreement between the City and 101 Ash, LLC, for the properties and improvements located at 101 Ash Street, San Diego, CA 92101, including rent and operating expenses.

5. Authorize the Chief Financial Officer to deposit 101 Ash Street parking rent revenue into the General Fund 100000.

6. Establish a restricted CIP fund for capital improvements relating specifically to 101 Ash Street, San Diego, CA 92101.

STAFF RECOMMENDATION

Approve the requested actions.

EXECUTIVE SUMMARY OF ITEM BACKGROUND

Background

The City of San Diego currently occupies approximately 797,500 square feet of office space in five different buildings in the downtown area. Approximately 523,000 square feet is rented and another 273,000 square feet is owned by the City in the City Administration Building (CAB) and the City Operations Building (COB).

The five buildings range in age from 43 years to 53 years old and are occupied by an estimated 2,559 employees (full-time equivalent/FTE).

The following table identifies the size, age and occupancy of the five main buildings.

	OWI	NED		LEASED		TOTAL
	СОВ	CAB	CCP*	525 B St	Exec Comp	
Est. FTEs	355.00	426.00	805.00	514.00	459.00	2,559.00
SF Occupied	143,000	130,000	265,986	116,180	141,889	797,055
Year Built	1970	1965	1973	1969	1963	

^{*} Civic Center Plaza (CCP) is considered a leased building as ownership will not revert to the City until 2036.

A renewed interest in Downtown office space leasing, combined with a corresponding slow response in office building construction/availability in San Diego, has created a shrinking inventory of office space which continues to drive up leasing rates.

David Marino of HughesMarino¹ wrote in July 2016 "that \$5 per foot proposals have been trading at the Diamond View Tower and nearly every other Class A building has seen double digit growth". He continued in his analysis by adding, "Meanwhile, Class B buildings have slowly been filling, and there are no new buildings under construction. This spells lack of options and very high rents in the future."

The City's occupancy at 525 B Street is an example of these increasing rates. The current lease for 116,180 square feet of space is \$1.70 per square foot (PSF) and will expire in 2020. The City recently requested the ability to increase the occupancy by an additional 17,619 square feet to accommodate new staff for the Public Works Department. The new rates quoted by the landlord are proposed to increase approximately 40% from the current rate and will increase another 20% during the new term of the lease. Under the best terms, this proposal would increase the annual lease payment by \$1.2 million by 2021. It is important to note that there are currently no other space options available to move the entire Public Works Department out of 525 B Street.

Therefore, controlling future office space occupancy expenses and resolving ever increasing deferred maintenance has led to the pursuit of long-term solutions for housing City staff. In 2015, the City took the first step in securing long-term control of office space by entering into a 20-year lease-to-own agreement for Civic Center Plaza (CCP) which provides for a fixed lease payment for the next 20 years. Staff estimates that the CCP lease-to-own agreement will save the City in excess of \$24 million vs. market rent over the same period.

¹ HughesMarino is a leading provider of tenant representation throughout California

² This new lease agreement is still being negotiated and will require approval by the City Council

With the continued increase in lease rates, the continuing decline in the condition and availability of currently occupied buildings and the increase in FTE counts to support the City's initiatives, the Real Estate Assets Department (READ) researched the availability of office space in the Downtown corridor with two goals

- 1. Identify an expansion and relocation solution for the Development Services Department (DSD), currently located in the COB³. In FY 2016 DSD issued approximately 65,000 construction permits which reflects an increase of 25,000 permits since FY 2013. This permit activity represents more than 100,000 plan reviews and more than 160,000 customer contacts at existing DSD offices. The increased workload and the associated increase in employees and customers has created insufficient capacity at COB. Presently, the downtown DSD operations are spread across 80 counters located in two buildings over six separate floors. Customers and employees, many times with large sets of plans, must often shuttle between multiple floors during the normal course of business.
- 2. Identify office space to accommodate employees that are currently located in other City occupied buildings.

LEASE-TO-OWN

During their due diligence, READ identified an option to relocate DSD into a nearby office building. This solution, however, would have required DSD customers to travel to different floors throughout the building and would not be conducive to the transformation efforts underway. Additionally, the proposed lease rates already reflected increased rates and would not allow the City to control long-term expenses.

While pursuing potential leases, READ staff was made aware of an opportunity to negotiate for ownership of 101 Ash Street.

101 Ash Street is the former headquarters building for Sempra Energy. The building has been primarily vacant since July 2015. It contains 21 stories and 315,545 square feet. READ estimates that it would be able to accommodate approximately 1,100 FTEs. The building is considered Class A (highest tier) office space due to the excellent condition of the interior finishes and the upgraded mechanical systems. The lease-to-own includes all office furnishings and modular office equipment, all of which is in good condition. The building features eight elevators, two more than buildings of this size normally contain, which can aid in the movement of customers and staff more efficiently. There are redundant energy systems and a back-up generator serving the building, preventing any loss of electrical service during black-outs or brown-outs. The building also contains 235 underground parking spaces.

While City staff was considering the viability of occupying 101 Ash Street, Cisterra, a local private developer, was also considering entering into an agreement to purchase 101 Ash Street from the current owners. The 101 Ash Street owners had approached the City in 2015 to gauge interest in either buying the building for \$100 million or entering into a lease-to-own agreement with similar terms. Cisterra was estimating a purchase price of \$72.5 million.

³ The City Operations Building has a deferred maintenance repair estimate of \$94 million to bring up to a service level of FCI = 20 (Good)

The City approached Cisterra regarding the potential to enter into a non-binding agreement with Cisterra to either assign the purchase rights for the estimated purchase price of \$72.5 million or sign a lease-to-own agreement with Cisterra. This arrangement was intended to secure rights to the building without entering into a bidding competition. Based on the original purchase and sale agreement signed between Cisterra, LLC and the current owners, it was determined that the feasibility of an assignment for purchase was unavailable. As a result, the City is now able to lease-to-own the building based upon Cisterra's purchase price of \$72.5 million dollars and will, once again, be able to control a greater proportion of office space expenses for the next 20 years and beyond. This action will result in an estimated 20 year savings of \$44 million to the City versus continuing to pay market rental rates.

The terms of the lease–to–own agreement include a beginning rental rate of approximately \$1.70 PSF/month with no annual increases. The City will be responsible for all operating expenses (including utility expenses, building management and maintenance and repair), which are estimated to be \$0.80/sf/mo or \$9.60 PSF/year. At any time after the 5th year, the City may opt to transfer the loan for \$1 to a City entity and continue making lease payments to that City entity, rather than to Cisterra. In addition, any time after the 5th year, the City may prepay the lease–to–own agreement and have the right and option to purchase the real property and improvements by paying an amount to Cisterra equal to the net present value of the remaining payments due under the lease–to–own agreement, using a discount rate calculated per a formula set forth in the lease–to–own agreement.

The start rate of \$1.70 PSF/month does include an estimated \$5 million in tenant improvements, allowing for renovation of all floors at 101 Ash Street. This will maximize space for the City to accommodate approximately 1,100 employees within the building, per the space standards identified in the City's Administrative Regulation 56 - Work Space Requests.

Per Exhibit B, the lease-to-own analysis attached here, this agreement will save the City more than \$44 million over 20 years when compared with continuing to lease EC and completing a lease at 110 Plaza for DSD (which would relocate them from COB).

CONDITION OF 101 ASH STREET

On March 10, 2016, a Property Condition Report (PCR) for 101 Ash Street was completed by Advantage Environmental Consultants, LLC, which stated that "The Site was observed to be in good condition. Evidence of on-going maintenance was observed." The previous occupant, Sempra Energy, was meticulous in their maintenance and care of the property over their several decades of occupancy. In fact, the PCR estimates that "this Site's estimated remaining useful life (ERUL) should be at least an additional 40 years barring any natural disasters." The PCR summarized that "AEC did not identify any obvious items of deferred routine maintenance that warrant mention" and their only recommendation for immediate repair was an amount of \$10,000 to clean, caulk and pressure wash the exterior of the building.

WHAT HAPPENS TO THE CITY OPERATIONS BUILDING (COB)?

Once the CCP project is completed in approximately FY 2022, the City will determine the best use of the property, including relocating Fire Station #1 and potentially redeveloping the site.

WHAT HAPPENS IF NO ACTION TAKEN?

The City will continue to be forced to pay market rates for future office rental space. There is no indication that prices will stabilize or decline in the next 5 to 8 years and could, in fact, increase by 50% or more. There is estimated savings of \$44 million over 20 years by occupying 101 Ash Street instead of existing or other market spaces.

City department operations will continue to be located throughout various buildings and City staff will be required to maintain operations in buildings that have documented deficiencies including plumbing and HVAC issues.

Cisterra's purchase price of \$72.5 million is equivalent to \$230 PSF. This is below market value based on recent comparable sales, however, an MAI appraisal performed by D.F. Davis Real Estate Inc, dated September 8, 2016, indicated the appraised value of 101 Ash Street to be \$67.1 million. By contrast, a broker opinion of value ("BOV") prepared by Jones Lang LaSalle, dated September 12, 2016, indicated a value of \$85.7 million.

There are several reasons for the difference in these two valuations:

- 1. The MAI appraised value of \$67.1 million did not include the existing furniture, fixtures & equipment which, has a value to the City in the \$2.2 million range because it reduces the need for the City to purchase furniture for the employees who will occupy 101 Ash Street. The furniture is excellent in quality and condition.
- 2. The appraised value per the MAI is a more conservative manner of valuing real estate because it considers purchase and lease deals done in the past, vs. looking to the anticipated future as the broker opinion of value does. As we are all aware, Downtown office lease rates have climbed steadily over the past three years and this is expected to continue into the future because of the lack of new supply in the Downtown market.
- 3. 101 Ash Street has a greater value to the City than to a third-party purchaser based upon its location proximate to the rest of the City's campus Downtown as indicated on Exhibit A, Site Map, attached here.

BENEFITS OF APPROVING OF THESE REQUESTED ACTIONS

- 1. Provide an estimated savings in occupancy expenses of over \$44 million in a 20-year period and allow the City to control its expenses at a time of record-breaking rent increases for the Downtown market.
- 2. Allow City operations to be centralized in one building vs. spread out into several buildings, thus providing for less wasted travel time between buildings for employees as well as improved service to the public.
- 3. Substantially improve working conditions for all affected City employees.
- 4. Increase accessibility and ease of flow for the public.

CITY STRATEGIC PLAN GOAL(S)/OBJECTIVE(S)

Goal #1 Provide high quality public service

Objective #1 Promote a customer-focused culture that prizes accessible, consistent, and

predictable delivery of services

Objective #2 Improve external and internal coordination and communication

Objective #3: Ensure equipment and technology are in place so that employees can achieve

high quality public service.

Goal #2 Work in partnership with all of our communities to achieve safe and livable

neighborhoods

Objective #3 Invest in infrastructure

FISCAL CONSIDERATIONS

The total cost of the 20 year lease-to-own would not exceed \$201,902,440. Lease-to-own of 101 Ash Street vs. continuing to lease from the market will result in savings estimated to exceed \$44 million over the next 20 years in occupancy costs.

Fiscal Year 2017 General Fund costs are estimated to be \$4,183,448.50 for the lease-to-own agreement between City and 101 Ash, LLC. This expense includes rent of \$2,673,633 and operating expenses of \$1,509,816.

EQUAL OPPORTUNITY CONTRACTING INFORMATION (if applicable)

This agreement is subject to the City's Equal Opportunity Contracting (San Diego Ordinance No. 18173, Section 22.2701 through 22.2708).

This agreement is subject to the City's Non-Discrimination in Contracting Ordinance (San Diego Municipal Code Sections 22.3501 through 22.3517).

PREVIOUS COUNCIL and/or COMMITTEE ACTIONS

This item is requested to be placed on the agenda for the Smart Growth & Land Use Committee meeting on September 21, 2016.

COMMUNITY PARTICIPATION AND OUTREACH EFFORTS

AFSCME Local 127, DCAA, Local 145, MEA, POA and Teamsters Local 911 have been notified of this proposed action.

KEY STAKEHOLDERS AND PROJECTED IMPACTS

Approving this action will limit the City's exposure to increasing market leasing rates for 314,545 SF of its leased office space, leading to occupancy cost savings over the next 20 years of over \$44 million and will provide a means for the City to own 101 Ash Street at the end of the 20-year lease term. This will in turn allow the City to terminate its lease at Executive Complex.

Cybele L. Thompson, RPA, FMA, CCIM,

LEED AP

Director, Real Estate Assets Department

Ronald H. Villa

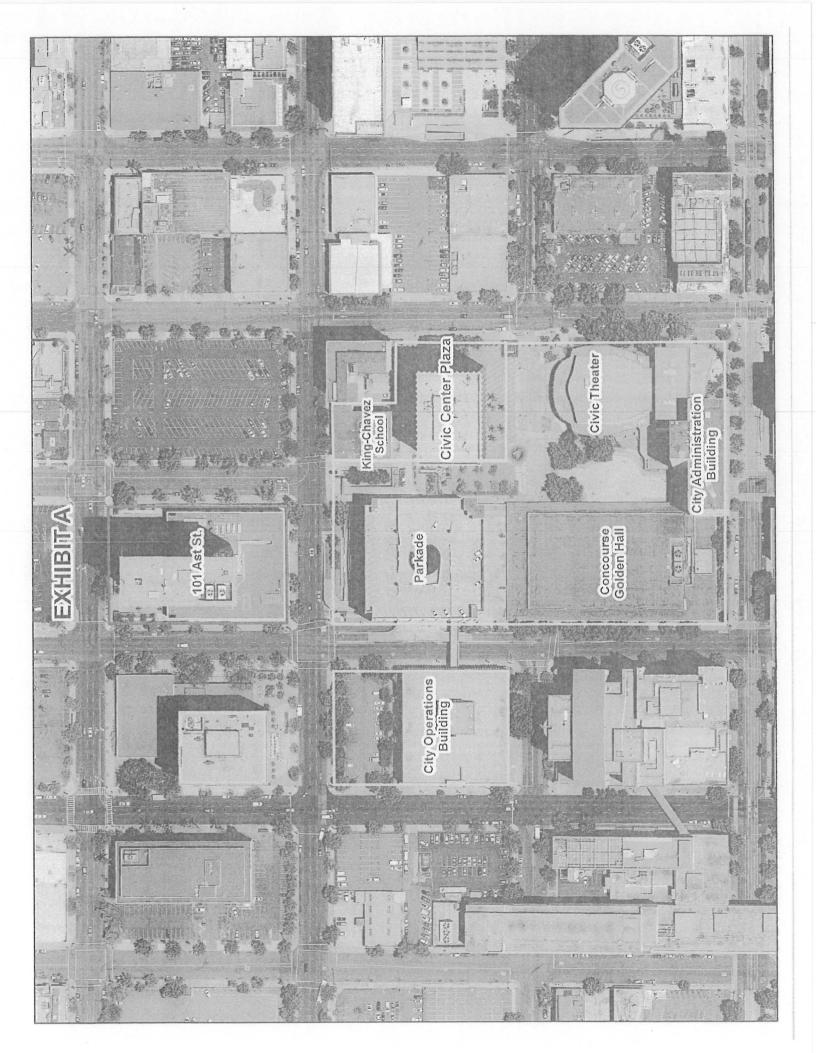
Deputy Chief Operating Officer

Internal Operations

Attachment(s):

Exhibit A - Site Map

Exhibit B - Lease-to-own Analysis



vn Lease-to-Own Vs. Leasing from Third Parties The City of San Diego 30-Year Comparison of Downfown I January 1, 2017 - June 30, 2037

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								Fiscal Year	TERRA	314,545 (#	\$1.70					7	50%		103 NON 54123
Assumptions:	Market Rent	Market Expenses	Expenses without Prop. Tax	Market Parking Rate	Rent Growth Rate	Expense Growth Rate		Fiscal	20 YEAR LEASE-TO-OWN SCENARIO WITH CISTERRA	101 Ash Street SF	Rent (\$1.70/sf/mo NNN)	Experises	EC Rent from 1/1/17-6/30/17	EC Expenses from 1/1/17-6/30/17	COB Rent from DSD - 1/1/17-6/30/17	COB Expenses from DSD - 1/1/17-5/30/17	COR Evnantes from GE red bu	Parking (235 sources)	

Executive Complex S Reni	SF 141	007,080,12	0 \$2,247,506	52,315,612	\$2,325,673	\$4,790,886	\$4,934,612	\$5,082,651	\$5,235,130	\$5,392,184	\$5,553,950		55,892,185	\$6,068,951	56,251,019	\$6,438,550	\$6,631,705	56,830,658	\$7,035,577	\$7,246,645	\$7,464,044	\$3,843,983
Experies otal Occupanty Costs		\$51,080	Š		50,325,673	\$36,137	\$72,998	5110,595	\$5,384,075	\$5,580,245	\$5,781,909	\$5,989,224	\$6,202,352	\$6,421,458	\$6,646,714	\$6,878,296	\$7,116,385	\$7,361,167	\$7,612,835	\$7,871,585	\$8,137,620	\$4,205,
10 Plaza Ti Overage Rent Froensore	SF 165,	900	0 \$4,125,000	30 \$4.595,250 579,592	\$4,694,250	\$4,793,250	\$4,892,250	\$4,991,250	\$5,090,250	\$5,189,250	\$5,288,250	\$5,387,250	\$5,486,250	\$3,528,758	\$7,269.242	\$7,487,319	\$7,711,939	\$7,943,297	\$8,181,596 \$261,359	\$8,427,044 \$316,809	\$8,679,855	\$4,470,125 \$215,529
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LEASE 110 PLAZA AND EXECUTIVE COMPLEX SCENARIO
Executive Complex SF 141,888

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	35	TOTAL OCC.	TOTAL OCC. COST TO	OCC. COST 10	OCC. COST TO INTERNAL	
		COST OVER	GENERAL	ENTERPRISE	SERVICE AND SPECIAL	
		ZO YEARS	FUND (55%)	FUND (DSD) (36%)	REVENUE FUNDS *** (9%)	PARKING
101 Ash Street Lease-to-Own	314,545	\$207,084,631 \$1	\$113,896,547	\$74,550,467	518,637,617	235
Lease 110 & EC*	306,888	\$238,241,294 5	5136,859,528	\$84,654,199	\$16,727,567	0
leaven 110 & FC w/marking **	306.283	5251 501 296	\$251.501.29¢ \$144.152.528	589.427,799	\$17,920,967	235

\$44,416,663

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