



**SACRAMENTO  
HOUSING AND REDEVELOPMENT  
AGENCY**



10

December 8, 1987

Budget & Finance Committee of  
the City Council  
Sacramento, CA

Honorable Members in Session:

SUBJECT: Development of a Central Housing Maintenance Facility  
and Central Stores Warehouse.

SUMMARY

The attached report is submitted to you for review and recommendation prior to consideration by the Housing Authority of the City of Sacramento.

RECOMMENDATION

The staff recommends approval of the recommendations outlined in the attached report.

Respectfully submitted,

*William H. Edgar*

WILLIAM H. EDGAR  
Executive Director

TRANSMITTAL TO COMMITTEE:

*Jack R. Crist*

JACK R. CRIST  
Deputy City Manager

Attachment



# SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY



December 7, 1987

Housing Authority of the  
City of Sacramento  
Sacramento, California

Honorable Members in Session:

**SUBJECT:** Development of a Central Housing Maintenance  
Facility and Central Stores Warehouse.

## SUMMARY

This report recommends approval of a capitol improvements project involving the purchase and remodeling of an existing warehouse located at the Northeast corner of North 10th and North "B" Streets in the Richards Blvd. area for use as a central maintenance/stores facility. The estimated total project cost is \$1,412,355. This amount would be financed by conventional non-tax exempt bank loans secured by this property and other Agency-owned housing projects. Financing costs would be repaid through rents charged to users. Approval of the resolution accompanying this report would authorize the Executive Director to take all actions necessary to complete the project.

## BACKGROUND

### A. THE NEED FOR A NEW FACILITY

Since 1969 the Agency's housing maintenance and central storage function has utilized lease warehouse/office space in downtown Sacramento near 6th and "S" Streets. Over time the operation has expanded to include three rented structures and two Agency-owned lots used for parking; one at 5th and "S" Street; the other at 6th and "R" Street. Rent has increased more than five fold from \$1600 per month in 1980 to a current amount of \$8,280 per month. The following is a breakdown of current structures and rents:

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<u>LOCATION</u>	<u>FLOOR AREA</u>	<u>MONTHLY RENT</u>	<u>\$/SQ. FT.</u>
615 "S" Street	13,500	\$ 6,950	\$ .51
677 "S" Street	1,800	630	.35
1817 5th Street	2,700	700	.26
TOTAL	19,000	\$ 8,280	\$ .44 av.

These figures reflect space rent only. Utilities and site maintenance are not included. In addition to space rent, another cost factor is the implied loss of revenue to the Agency due to the fact that lots used for parking cannot be sold or put to other use. The combined total area of these sites is approximately 10,000 square feet. At an assumed rate of \$0.5 per square foot, this loss would be approximately \$500 monthly.

Problems associated with existing facilities are:

- Space is only marginally adequate for current operations.
- There is no room for future growth.
- Operating efficiency is reduced because activities are scattered among three separate sites rather than one.
- There is no outside fenced storage area for equipment.
- Rental costs have increased dramatically over the years and, in all probability, will continue to do so.

## B. BACKGROUND ON THE NORTH "B" STREET ALTERNATIVE

On June 6, 1987 the Governing Boards approved a study to determine the feasibility of developing a new maintenance/stores facility at North "B" Street rather than our New Helvetia housing site. In conjunction with the study staff executed a six months option to purchase the property for \$653,000 and retained the architectural firm of Madsen and Flathmann, Inc. to serve as project architect. The architects' job during the feasibility phase was to survey the existing facility and prepare schematic drawings with input from Agency staff.

The objective of the schematic design phase was to produce the lowest cost facility possible that would adequately meet our needs. After completion of schematic drawings by the architect, staff obtained a professional cost estimate from the firm of Lee Saylor, Inc. which is under contract to the Agency to provide this service. The initial cost estimate for construction based on the architects' interpretation of a minimum acceptable facility was \$752,570. This cost was further reduced by 22% or \$164,990 as the result of a staff

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review to eliminate non-essential items. The resulting design, included as Attachment A to this report, represents the minimum level of improvement required for efficient utilization of the property. The total estimated project cost for "B" Street is \$1,400,000 including purchase, remodeling, financing, moving and contingencies. A cost breakdown appears in the financial section of this report. This is \$500,000 or 30% less than the New Helvetia alternative.

## C. PROJECT DESCRIPTION

The North "B" Street property consists of a 22,720 square foot existing warehouse on a 1.7 acre site located at the northeast corner of North 10th and North "B" Streets in the Richards Blvd. area of Sacramento near our Dos Rios housing site. Attachment B is a site plan and location map. Attachment A depicts the proposed new site plan. The improvement plan involves gutting the existing interior and replacing it with a new design consisting of approximately 3,100 square feet of office space and 19,720 square feet of warehouse/shop space including rest rooms. Approximately two-thirds of the building area will be used by the Maintenance Division, and one-third by the Central Services Division. The vacant portion of the site will be developed for parking, loading, and maintenance vehicle storage. The southwest corner of the site between the building and the street will be filled approximately three feet to bring the paving up to the level of the existing loading docks. A new loading dock approximately three feet above the paving will be installed at the northeast corner of the structure to facilitate access. The remainder of the site will be improved as a 90-space parking area. Fifty-two (52) spaces will be enclosed by a security fence and will be used for parking maintenance vehicles which contain valuable equipment. The remaining spaces are for general use. New curb, gutter, and sidewalk will be installed along the west side of the property. The entire site will be improved and landscaped to City standards.

## D. THE DEVELOPMENT SCHEDULE

Upon approval of this project by the governing bodies, staff would formally exercise it's option to purchase the "B" Street property according to the terms of the agreement. One of the terms of the option agreement is that the owner has up to eight months to relocate from the time we exercise our option until we take possession. Incidentally, payment is

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not due until we take possession. During the relocation period, staff will be working with the architect to complete final drawings and construction bidding documents. Attachment C is a schedule for completion of the project assuming a December 15 project approval date. The schedule calls for publication of a Request for Proposal (RFP) for construction in July with construction to begin in August. The anticipated construction period is approximately 3.5 months. We expect to fully occupy the new facility by January 1, 1989.

During the eight months relocation period staff will also be working to conclude final financial arrangements for the project. These are further discussed in the financing section of this report. In general, the plan is to initially purchase and remodel the property with available cash on hand and then recover these expenses with a long term loan secured by the "B" Street property plus other Agency-owned housing developments. We expect to have permanent financing in place around the end of 1988. Any loans would be repaid through rents charged internally to the Housing Maintenance and Central Services Divisions.

## FINANCIAL DATA

A. PROJECT COST: The total estimated cost of the Central Maintenance/Stores facility project is \$1,412,355 distributed as follows:

Site Acquisition	\$ 653,000
Improvements	
Construction contract cost per 9/29/87 professional cost estimate	\$587,580
Architectural fee (8% of construction contract cost above)	47,006
Miscellaneous Agency direct charges to project such as site survey, printing, construction monitoring, etc.	10,000
Subtotal Improvements	<u>644,586</u>
Total Development Cost (Acquisition + improvements)	\$1,297,586
Moving and start up cost	50,000
Loan fees and related financing charges	26,000
Project contingency (3% of Total Development Cost)	<u>38,769</u>
Total Project Cost	\$1,412,355

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The site acquisition cost is the purchase price agreed to in an option with the owner dated July 22, 1987. The construction cost estimate was prepared by the firm Lee Saylor, Inc based on schematic drawings supplied by the architect. The architectural fee has been established at 8% of construction cost or \$80,000, whichever is less, by contract with the project architect, Madsen and Flathmann, dated July 22, 1987. Other costs shown above are Agency staff estimates based on experience with similar projects.

## B. FINANCING PLAN

The above total project cost will be financed largely if not entirely by a conventional bank loan secured by the property itself plus other Agency owned housing developments such as the Oak Park Duplexes. Encumbering these other properties will enable the Agency to obtain 100% bank financing for the project if necessary. Any loans would be repaid through rents charged internally to users, ie. Housing Maintenance and Central Services. The Finance Division has conducted a preliminary inquiry to determine general financing conditions that would apply to a project of this size and type. In general we can currently expect to a conventional 25 to 30 year amortization loan at between 10.0% and 11.5% interest with rate adjustments at 5 - 7 year intervals. A memo summarizing these options is included as attachment D to this report. For planning purposes staff has assumed that 100% of the above total project cost will be financed with a 30 year loan at 10% and 12% interest with no interim adjustments.

Between now and the time permanent financing is put in place, staff will be exploring possibilities for securing equity contributions from a variety of sources to reduce the amount of debt required and thus the rent payment. Some possible sources of project equity include payments from the development account for newly approved public housing units, and the reprogramming of residual cash balances in "Section 23" program accounts. Either of these alternatives would require prior HUD approval. Regardless of the outcome, staff is recommending that this project proceed with 100% bank financing if necessary. Any proposals to commit other Agency funds to this project, either as equity or as security for long term financing, will be brought to the governing boards separately for approval.

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In arriving at it's recommendation for conventional financing, the idea of using tax exempt financing was considered and rejected for a number of reasons most notably the following:

1. There is a federal prohibition against pledging federal housing rent subsidies as payment for this type as tax exempt debt.
2. Other Agency revenue streams are fully committed to other projects.
3. Because of the project's small size, the high cost of issuance for tax exempt debt would largely offset any interest rate savings.

The idea of entering into a lease purchase arrangement with a private owner was also rejected due to high front end packaging costs, compared to project size, and the fact that the federal tax advantages of this type of arrangement has been largely eliminated by the 1986 tax act.

## C. COST FEASIBILITY ANALYSIS

Attachment E is a cost feasibility analysis which compares the 30 year cost of owning the "B" street facility to that of continuing to lease our current facilities. The conclusion is that, compared to the alternative of continuing to lease our current space, the purchase and remodeling option would result in a 30 year cost savings to the Agency of between \$2.0 and \$5.0 million. More importantly, there would be yearly cost savings for debt service as opposed to rent after only 9 to 12 years time depending on market rent levels and interest rates.

In reviewing the cost analysis it is important to bear in mind that the rent scenario is based on our current facilities which are 15% smaller than the proposed facility, contain only limited parking space, and as explained above are inadequate for current, much less future, needs. Solving our current problem by leasing additional space would almost certainly involve an immediate and substantial increase in rent. This would bias long range cost projections more heavily in favor of ownership.

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## D. LONG RANGE BUDGET IMPACTS

The financing plan calls for passing debt service costs directly on to users in the form of rent. Because the great bulk of these costs will not be incurred until the last quarter of 1988 and the Agency intends to initially cover these costs out of available cash reserves, no adjustment to 1988 rent levels is required. However, beginning in 1989, there will be a substantial increase in rent estimated at between 45% and 78% or from \$50,568 to \$76,176 per year depending on financing. Assuming the current one-third/two-thirds split between Central Services and Housing Maintenance, completion of the project would necessitate an estimated rent increase of between \$16,856 and \$25,392 per year for the former and between \$33,712 and \$50,784 for the latter. In the case of Central services this increase will be charged out as overhead to other Departments. In the case of Housing Maintenance, this increase will be absorbed through adjustments elsewhere in the Housing Budget. Although this increased cost is not insignificant, absorbing it will be manageable. For example the maximum increase would constitute only .6% of the proposed \$8.8 million Housing Department operation budget, excluding Community Services.

## ENVIRONMENTAL REVIEW

The City of Sacramento will be the lead agency for this project which would be processed through its normal environmental procedures for construction projects. No additional environmental review of the actions covered by this staff report is required.

## POLICY IMPLICATIONS

The actions proposed in this staff report would supercede the earlier decision to construct a new maintenance facility at our New Helvetia housing site.

## VOTE AND RECOMMENDATION OF COMMISSION

At its regular meeting of December 7, 1987, the Sacramento Housing and Redevelopment Commission adopted a motion recommending approval of the attached resolution. The votes were as follows:

AYES:

NOES:

ABSENT:

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## RECOMMENDATIONS

It is recommended that the Executive Director be authorized to complete all actions necessary to purchase and rehabilitate the North "B" Street property for use as a central maintenance/stores facility. This includes the following:

1. Exercise the Agency's option to purchase the above property for \$653,000 according to the terms of the option agreement dated July 10, 1987;
2. Direct the project architect, Madsen and Flathmann Inc., to proceed with construction drawings and bedding documents;
3. Solicit competitive bids and award a contract for construction in accordance with established Agency procedures;
4. Solicit competitive proposals from banks and secure loans for up to 100% of the total project cost secured by this property plus other Agency owned housing developments. (Any proposals to commit other funds to the project must receive separate governing body approval); and
5. Take other necessary and appropriate actions to complete the project provided, however, that the total project cost may not exceed \$1,400,000.

Approval of the attached Resolution which would authorize the above actions is hereby requested.

Respectfully submitted,

*William H. Edgar*

WILLIAM H. EDGAR  
Executive Director

Contact Person: Kurt Findeisen, 440-1320

1046M

# RESOLUTION NO.

ADOPTED BY THE HOUSING AUTHORITY OF THE CITY OF SACRAMENTO  
ON DATE OF

## DEVELOPMENT OF A CENTRAL MAINTENANCE FACILITY AND CENTRAL STORES WAREHOUSE

WHEREAS, there is a need to expand the Agency's central maintenance/stores facility in order to increase the efficiency and effectiveness of housing maintenance and central purchasing operations; and

WHEREAS, the purchase and remodeling of an existing warehouse ("the project") located at the Northeast corner of North 10th and North B Streets in the Richards Blvd. section of Sacramento ("the property") represents a viable and cost effective means for meeting this need.

NOW, THEREFORE, BE IT RESOLVED BY THE HOUSING AUTHORITY OF THE CITY OF SACRAMENTO:

Section 1: The Executive Director is authorized to do the following:

- (a) Enter into an agreement to purchase the property for an amount not to exceed \$653,000 in accordance with an option agreement between Agency and the owner executed July 10, 1987.
- (b) Authorize the architect now working on the project to proceed with preparation of working drawings and construction documents in accordance with the terms of the architectural services contract for the project dated July 22, 1987.
- (c) Advertise for bids, select a contractor and award and execute a construction contract for the project in a form approved by Agency Counsel, in accordance with standard Agency contracting procedures, and in an amount to exceed the budget for the project.

- (d) Provide short term purchase and construction financing, for the project from available Agency cash reserves in accordance with the staff report filed with this Resolution.
- (e) Solicit competitive financing proposals and enter into a loan agreement with a private lender to provide long term financing for the project in a form approved by Agency Counsel in accordance with the staff report filed with this Resolution. Any such loan or loans may also be secured by Agency owned housing projects subject to Governing Body approval.
- (f) Take any and all other actions reasonably necessary to complete the project, in accordance with the staff report filed with this Resolution, provided, however, that the total project cost may not exceed \$1,412,355.

Section 2: The Agency Capital Improvements budget is hereby amended to increase the maintenance facility project account (cost center A00980) by \$1,412,355.

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CHAIR

ATTEST:

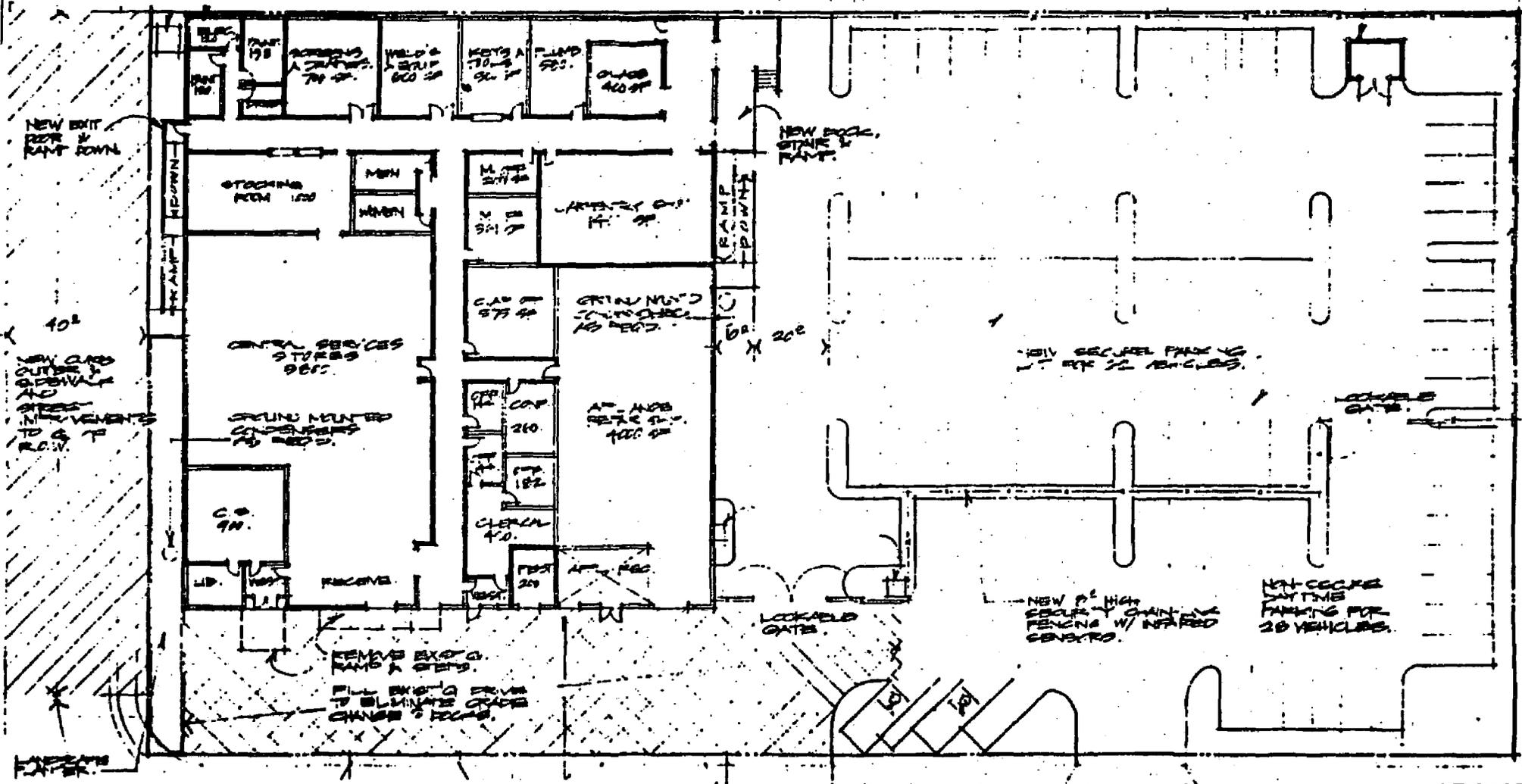
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SECRETARY

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CENTRAL MAINTENANCE/STORES FACILITY SITE PLAN

NORTH 10TH STREET

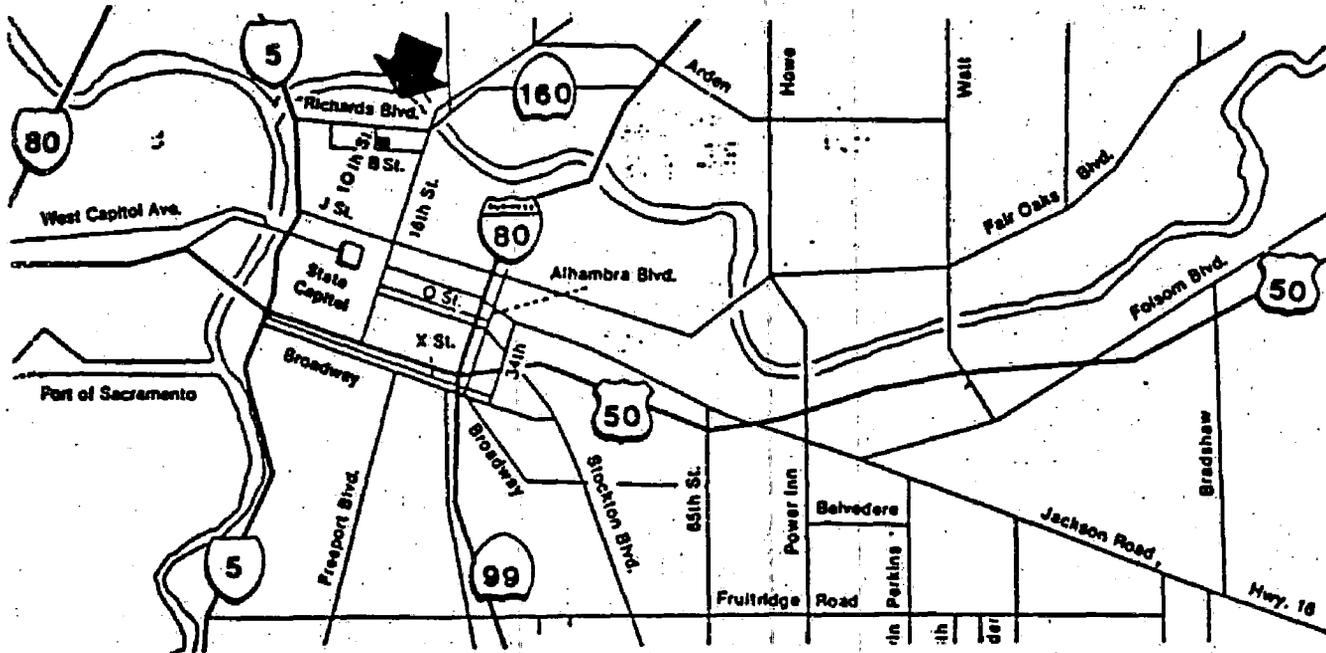


NORTH B STREET

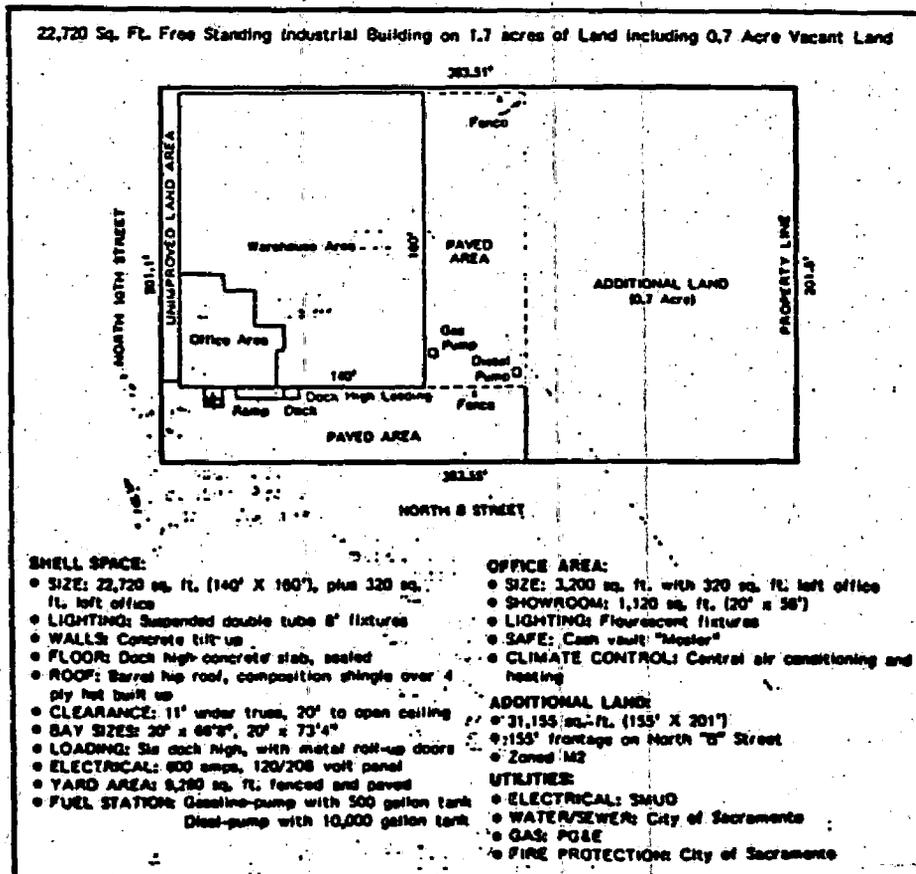
# Richards Industrial Tract

1005 North B St.

## LOCATION MAP



## SITE PLAN



REPORTING PERIOD: 1 2 3  
 DEPARTMENT: Special Projects  
 DIVISION: Evaluation and Legislative Analysis  
 PROJECT MANAGER/Ext: Kurt Findeisen, Ext 1313  
 ESTIMATED DATES: Begin to End

ORIGINAL: 6/8/87 to 1/1/89  
 REVISED:

WORK PROJECT TITLE: Central Maintenance and Stores Facility Acquisition and Remodeling  
 DIVISION OBJECTIVE #:

DESCRIPTIVE SUMMARY: Acquire an existing warehouse located at the northeast corner at North B and North 10th Streets in the Richards Boulevard area and convert it for use as central housing maintenance facility and central stores warehouse.

PHASE		MILESTONES		RSP.	STATUS
No.	Title	Orig.	Rev.	Div.	C D

\*Check appropriate one: C = Completed D = Delayed A = Accelerated  
 (NOTE: Explain any delay or acceleration in remarks)

1.	Preliminary Design	7/17	Execute architectural services contract	Evaluation	X
		9/10	Prepare preliminary working drawings		X
		9/18	Obtain construction cost estimate		X
2.	Financing Plan Preparation	11/13	Determine most advantageous means for construction and long-term financing. Obtain a preliminary commitment from a lender.	Finance	X
3.	Final Project Approval	12/15	Prepare Report and Recommendation to Governing Bodies; exercise purchase option; determine exact move out date; adjust leases for existing spaces accordingly.	Evaluation	
4.	Construction	4/15/88	Prepare final drawings and construction bidding documents.	Evaluation	
		7/15	Prepare and publish construction RFP		
		8/1	Execute agreement for financing		(Finance)
		8/15	Award construction contract. Take possession of the property. Issue notice to proceed.		
		12/1	Complete construction.		
5.	Move In	1/1/89	Terminate existing leases. Move to new facility.	Central Services	

# SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY

November 5, 1987

**TO:** Kurt Findeisen  
**FROM:** Mary Pat Frick  
**SUBJECT:** Central Maintenance Facility Financing

Pursuant to your request for an update on potential financing for the Central Maintenance Facility, I have contacted 1) Jeff Adamski of FIB who said that basically the same terms apply as on his letter of 4/2/87 (attached) and 2) Cosette M. Alonzo of Wells Fargo Bank's Government Guaranteed Loans Administration. Ms. Alonzo was able to offer three loan scenarios:

	<u>Rate</u>	<u>Term</u>	<u>Amortization</u>	<u>Fees</u>
1)	11.3%	5 years	25-30 year amortization	2%
2)	11.5%	7 years	"	2%
3)	10.0%	10 years*	"	2%

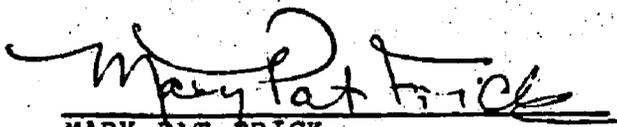
\* with a 5 year review and rate adjustment

Both lenders will not give firm commitments until the Agency is ready to encumber the property which won't be until well into 1988. Neither lender offers 100% financing. However, if the Agency encumbers one of the local projects, say Midtown Manor which is currently unencumbered, then the typical 70% loan-to-value ratio can be achieved and the Central Maintenance Facility can be 100% financed.

The following is a summary of the proposed loan terms:

	<u>Rate</u>	<u>Fees</u>	<u>Monthly Payment</u>
<u>FIB</u>	11.5%	\$13,000	\$18,500
<u>Wells Fargo</u>			
1)	11.3	26,000	13,100
2)	11.5	26,000	13,250
3)	10.0	26,000	11,850

Please do not hesitate to call if I can be of further assistance.

  
 MARY PAT FRICK  
 Program Manager, Accounting

MPP/jre  
 1306P

MAINTENANCE FACILITY COST ANALYSIS

The following is a comparison of the life cycle cost of owning vs. leasing a 23,000 square foot Central Maintenance/Stores Facility. The variables used in the analysis are the payments required to retire a debt equal to 100% of the total development cost of an agency owned facility at various interest rates and the payment required to lease our current facilities assuming rents increase at various annual rates. The break even point is the number of years required for total amount paid for rent to equal total development cost plus 100% financing. The analysis assumes that the Agency does not contribute any of it's own funds towards development costs, or, if it does, that the Agency receives the same rate of return on it's investment as would a private lender.

Parameters of bank rate financing used in this analysis are as follows:

Interest rate = 10% or 12%  
Amortization = 30 years  
Term = 30 years  
Loan to value ratio = 100%

The above 10% interest rate represents the lowest monthly payment for debt service uncovered in a recent informal inquiry by Finance. The higher 12% interest rate is the estimated upper limit we might expect between now and the Fall of 1988 when the anticipated loan would actually materialize.

Figures do not take into account any short term purchase or construction financing that may be required prior to obtaining a permanent bank loan. It is understood that such costs would be covered out of available cash reserves. Also it is assumed that the given interest rate, 10% or 12%, will prevail for the entire term of the loan.

**ALTERNATIVE 1; 100% BANK RATE FINANCING:** Here the Agency would borrow 70% of the \$1.3 million total development cost through a bank loan secured by the property. The remaining 30% would be provided through a loan secured by other properties or through other means. In any event users would be charged a rent equal to the amount necessary to repay a 10% loan at bank interest rates.

MAINTENANCE FACILITY COST ANALYSIS

ATTACHMENT "E"

Cost projections:

Interest rate	Payment per		Total Payment (30 years)
	Month	Year	
10%	\$12,394	\$148,728	\$4,461,840
12%	\$14,528	\$174,336	\$5,230,080

Compared to current rents of \$8,180 monthly or \$98,160 per year, this alternative would result in an immediate cost increase of 45% at 10% interest or 78% at 12% interest. This increase would be offset by long term savings as rents increase over time.

ALTERNATIVE 2; LEASE INDEFINITELY: A hypothetical thirty year rent schedule showing annual and cumulative multi-year rent payments assuming 4% and 8% annual rates of increase is attached. Rent increases in recent years have averaged about 8% per year. For long range planning purposes, an average annual rate of increase somewhere between these two extremes seems reasonable although actual increases for shorter periods could be considerably more or less.

In viewing the schedule it is important to bear in mind that projections begin at our current rent paid for 19,951 square feet of space in three separate structures with very limited parking. The proposed facility contains 15% more floor area plus approximately one acre of vacant land for parking and storage. To duplicate the proposed new facility with rented space would almost certainly require an immediate and substantial increase in rent. This would bias the long run cost projections even more heavily in favor of ownership vs. renting.

BREAK EVEN ANALYSIS: The following chart depicts the rent/debt service break even point and total 30 year cost savings at different debt service and rent increase rates for the purchase option vs. that of continuing to rent our current facilities.

	INT. RATE	ANNUAL RENT INCREASE	
		4%	8%
1. Number of years for rent payment to equal or exceed debt service payment.	10%	12	7
	12%	16	9
2. Total life cycle cost savings assuming 30 year useful life and \$1,000,000 land residual value. (undiscounted)	10%	\$2.0M	\$6.7M
	12%	\$1.3M	\$5.9M

It is reasonable to assume that, over the long run, high mortgage interest rates will be associated with high rates of rent increase and vice versa. Therefore, of the four combinations shown above, those which combine a 10% mortgage rate with a 4% rent increase rate or a 12% mortgage with an 8% rent increase rate are considered to represent reasonable limits for planning purposes. Therefore, the conclusion is that, compared to the alternative of continuing to lease our current space, the purchase and remodeling of the North B Street facility would result in a life cycle cost savings to the Agency of between \$2.0 and \$5.9 million. More importantly, debt service payments would be less than rent after 9 to 12 years time depending on actual rent levels and interest rates.

1046M

## NTENANCE FACILITY RENT INCREASE SCENARIOS

ASSUMING 4% ANNUAL INCREASE

ASSUMING 8% ANNUAL INCRE

YEAR	ANNUAL RENT	TOTAL PAYMENT	ANNUAL RENT	TOTAL PAYMENT
1	98160.00	98160.00	98160.00	98160.00
2	102086.40	200246.40	106012.80	204172.80
3	106169.86	306416.26	114493.82	318666.62
4	110416.65	416832.91	123653.33	442319.95
5	114833.32	531666.22	133545.60	575865.55
6	119426.65	651092.87	144229.24	720094.79
7	124203.71	775296.59	155767.58	875862.38
8	129171.86	904468.45	168228.99	1044091.37
9	134338.74	1038807.19	181687.31	1225778.68
10	139712.29	1178519.48	196222.29	1422000.97
11	145300.78	1323820.25	211920.08	1633921.05
12	151112.81	1474933.06	228873.68	1862794.73
13	157157.32	1632090.39	247183.58	2109978.31
14	163443.62	1795534.00	266958.26	2376936.58
15	169981.36	1965515.36	288314.93	2665251.50
16	176780.61	2142295.98	311380.12	2976631.62
17	183851.84	2326147.82	336290.53	3312922.15
18	191205.91	2517353.73	363193.77	3676115.93
19	198854.15	2716207.88	392249.27	4068365.20
20	206808.32	2923016.19	423629.22	4491994.42
	215080.65	3138096.84	457519.55	4949513.97
22	223683.87	3361780.71	494121.12	5443635.09
23	232631.23	3594411.94	533650.81	5977285.89
24	241936.48	3836348.42	576342.87	6553628.76
25	251613.94	4087962.36	622450.30	7176079.07
26	261678.49	4349640.85	672246.33	7848325.39
27	272145.63	4621786.49	726026.03	8574351.42
28	283031.46	4904817.95	784108.11	9358459.54
29	294352.72	5199170.66	846836.76	10205296.30
30	306126.83	5505297.49	914583.70	11119880.00