# City of San Diego
# LIBRARY DEVELOMENT IMPACT FEE
# NEXUS STUDY

---

**Prepared for**

**The City of**
**SAN DIEGO**

**Prepared by**

**EFS ENGINEERING, INC.**

**In association with**

**wsp**

**IM Intersecting Metrics**

**March 2022**

# Table of Contents

## List of Figures

## List of Tables

## Appendices

# Introduction

## Purpose

The purpose of this Nexus Study is to document and summarize information supporting the development and implementation of an impact fee program to fund library facilities needed to accommodate growth in the City of San Diego (City). The proposed "Library Development Impact Fee" (Library DIF) will be used to fund a variety of library capital improvements to accommodate future growth, in a manner consistent with goals and policies set forth in the *City of San Diego General Plan* and the *San Diego Public Library Master Plan Framework*.

## Background

The following section provides a brief summary of local codes, plans, technical reports, and legislative actions relevant to the development of the proposed Library DIF.

### San Diego Municipal Code

In furtherance of City policies related to the maintenance of an effective facilities financing program, the City Council approved *San Diego Municipal Code* (SDMC) §142.0640 (under Ordinance O-18451 N.S., adopted on December 9, 1997) that set forth certain requirements to ensure the impact of new development is mitigated through payment of appropriate fees.

### City of San Diego General Plan

The *City of San Diego General Plan* (General Plan) was adopted on March 10, 2008 by City Council Resolution R-303473. Portions of the General Plan have been updated over the years. The General Plan's *Public Facilities, Services and Safety Element* (updated June 15, 2018) calls for the implementation of financing strategies to address existing and future public facility needs citywide, including specific goals, policies and standards for libraries.
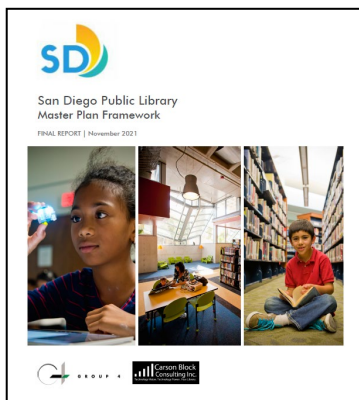
The City of
**SAN DIEGO**
*Library Development Impact Fee*
*Nexus Study*

Page 1
March 2022
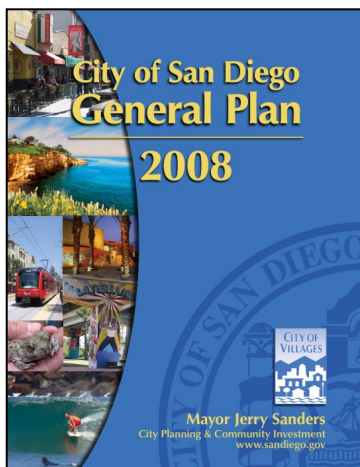
### Assembly Bill 602 (Grayson, 2021)

On September 28, 2021, Governor Newsom signed Assembly Bill 602 (AB 602). AB 602 sets forth several new substantive and procedural requirements for impact fee studies adopted on or after January 1, 2022, and additional provisions applicable to nexus studies adopted after July 1, 2022.

### San Diego Public Library Master Plan Framework

The City retained a consultant team (Group 4 Architecture, Research + Planning, Inc. and Carson Block Consulting, Inc.) to develop a *San Diego Public Library Master Plan Framework* (Master Plan Framework) setting forth a comprehensive vision and guiding principles for future development and improvement of the library network. The Master Plan Framework (dated November 2021) proposes a set of principles, concepts, and considerations to guide City investments in the library network over the next 20 years, including strategies for building an equitable, resilient, and high-performing library network.

### Build Better SD Initiative

*Build Better SD* is a citywide initiative to support the City's equity, access, conservation and sustainability goals. The initiative prioritizes the delivery of safe and enjoyable parks; secure and convenient spaces to gather, interact, bike, walk and roll; and immersive and interactive libraries. Among other things, *Build Better SD* will:

♦ Align the City's General Plan with new policies that will prioritize investments in areas with the greatest needs and create opportunities to gather valuable community input. This will ensure public spaces and facilities truly meet the needs of those they are intended to serve and can be delivered to more people more quickly.

♦ Amend the SDMC to implement these new policies that promote more investments in public spaces for all the people that live, work and play in the City.

♦ Improve the Regional Transportation Congestion Improvement Program (RTCIP) to align with the City's vision to create neighborhoods where people can safely and enjoyably bike, walk, roll or take transit, and to produce housing units of all sizes.

♦ Update Development Impact Fee structure to streamline public investments and further equitable policies, with an emphasis on prioritizing investment in neighborhoods with the greatest needs and delivering more infrastructure to more people, more quickly.

## Statutory Framework

Local agencies may charge development impact fees pursuant to the *Mitigation Fee Act* (California Government Code §66000 et seq.) to finance the cost of public facilities or services needed to serve or mitigate the effects of development. A development impact fee is a monetary exaction, not a property-related tax or special assessment within the meaning of *Proposition 218* (California Constitution, Article XIII). Impact fees are a commonly-used and well-accepted means of mitigating the impacts created by future growth. Public agencies regularly levy impact fees on new development to fund a variety of public facilities, including roads, fire-rescue, sewer and water facilities, libraries, parks, and schools.

The proposed Library DIF has been developed and will be implemented in accordance with the *Mitigation Fee Act*. Prior to establishing, increasing, or imposing an impact fee, the *Mitigation Fee Act* requires the local agency to make the following findings:

♦ Identify the purpose of the fee (Government Code §66001(a)(1));

♦ Identify the use for the fee and the facilities to be built (Government Code §66001(a)(2));

♦ Determine a reasonable relationship between the fee's use and the type of development project on which the fee is imposed (Government Code §66001(a)(3));

♦ Determine a reasonable relationship between the need for the public facility and the type of development project (Government Code §66001(a)(4)); and

♦ Determine a reasonable relationship between the amount of the fee and the cost of the facility attributable to development (Government Code §66001(b)).

For purposes of the subject fee program, a statement of requisite findings is presented in the "Program Implementation" section of this report.

## Fee Development Process

The remainder of this report summarizes the process by which the Library DIF was developed, as presented in the following sections:

♦ Impacts of Future Development

♦ Improvements to Reduce Impacts

♦ Fee Rate Calculation

♦ Program Implementation

The City of
**SAN DIEGO**
*Library Development Impact Fee
Nexus Study*

Page 4
March 2022

# Impacts of Future Development

## Public Library System

The mission the San Diego Public Library (SDPL) is "[t]o inspire lifelong learning through connections to knowledge and each other." (*Library Tactical Plan*, August 2018). Per the General Plan, SDPL "…is a vital learning presence in the community, providing information objectively and offering lifelong learning opportunities to every citizen through the system's Central Library and 35 branches…" As generally shown in **Figure 1**, "[t]he Central Library functions as the hub of the library system, and all branches are vitally linked to it for the delivery of their services. Not only does the Central Library serve as the headquarters for the system, but it also supplements the limited collections which branch libraries can offer."

As noted in the Master Plan Framework, "[d]espite…substantial investment, there are still striking inequities among San Diego's diverse communities in terms of their access to library services, technology, spaces, and resources. More than half of its 35 branch libraries were not improved through the [City's *Library Building Plan* (LBP)] — including many branches in San Diego's older and less affluent communities. Many of these branches are small, crowded, and unable to meet the breadth and diversity of their communities' needs. Many of these same buildings also have moderate to major deferred maintenance backlogs, putting them in stark contrast with the accessible, comfortable, and welcoming experience in San Diego's newer and renewed libraries. Although the LBP significantly expanded library space in San Diego, it has not been enough to stay ahead of strong community growth."
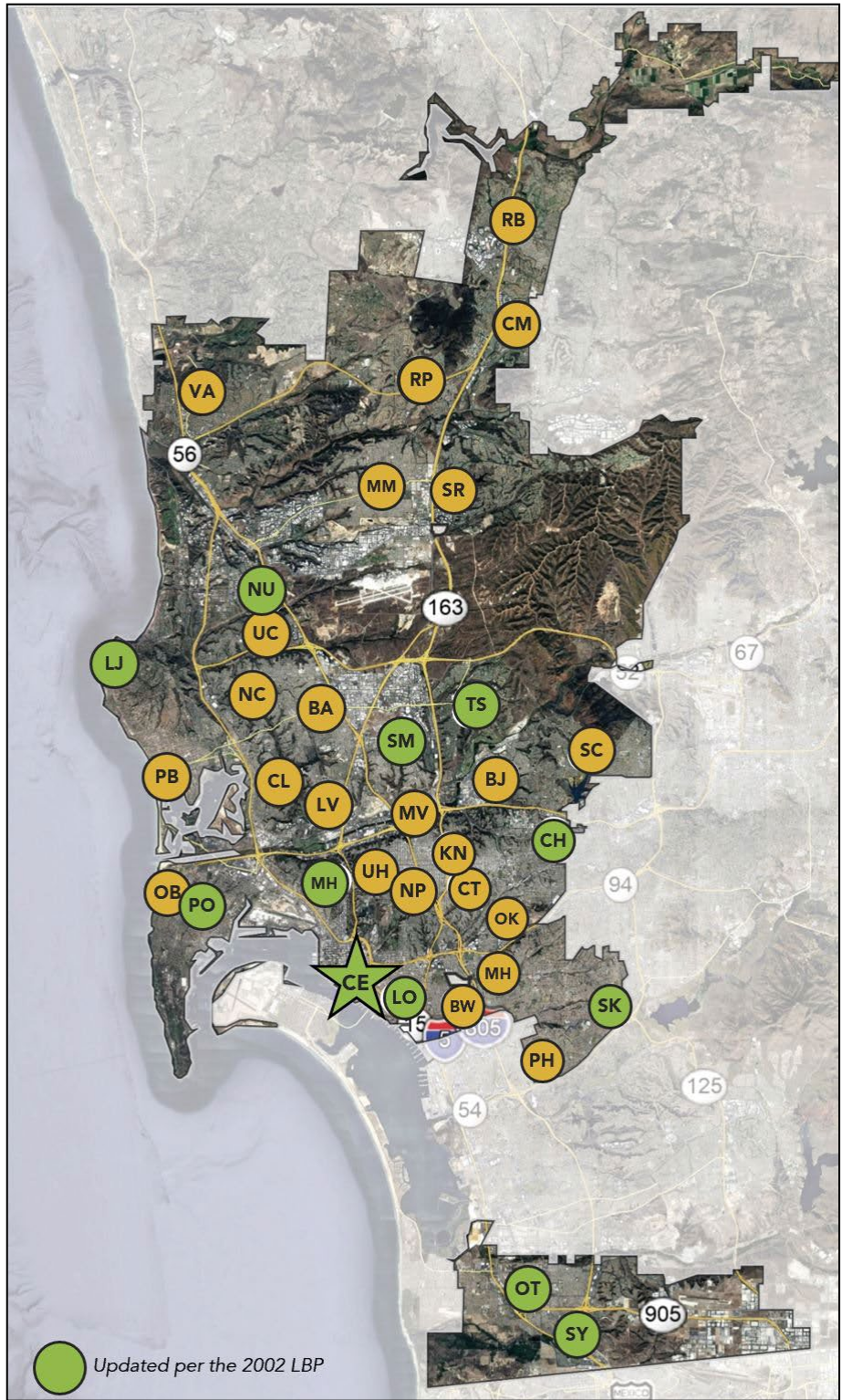
SOURCE: *San Diego Public Library Master Plan Framework* (November 2021).

**FIGURE 1: San Diego Public Library Locations**

## Future Library Needs

Future development (and associated growth in service population) within the City will cause increased demand for library services. The term "service population" refers to the population (residents and employees) within the City's library service area. Without a corresponding investment in library improvements, this increased demand will result in sub-standard service levels, inadequate coverage, and other service inequities. The proposed Library DIF will be used to fund library improvements throughout the City in a manner consistent with the goals and policies set forth in the General Plan and Master Plan Framework.

As noted in the Master Plan Framework, SDPL's facilities and "…resources are stretched thin — and future population growth will only increase the strain. More — and more stable — funding will enable SDPL to better address…community needs, [and] plan for program growth…" The General Plan further acknowledges that "[w]hile available and applied technologies continue to influence the modern evolution of the library system, the need for physical library facilities will remain an integral aspect of the City's public services."

## Library Goals & Policies

The General Plan's *Public Facilities, Services and Safety Element* sets forth the following goals for the library system:

♦ A library system that contributes to the quality of life through quality library collections, technologically improved services, and welcoming environments.

♦ A library system that is responsive to the specialized needs and desires of individual communities.

Further, the General Plan's *Public Facilities, Services and Safety Element* sets forth the following policies to help achieve the defined goals for library system:

♦ Develop and maintain a Central Library to adequately support the branch libraries and serve as a major resource library for the region and beyond.

♦ Design all libraries with a minimum of 15,000 square feet of dedicated library space, with adjustments for community-specific needs. Library design should incorporate public input to address the needs of the intended service area.

♦ Plan for larger library facilities that can serve multiple communities and accommodate sufficient space to serve the larger service area and maximize operational and capital efficiencies.

♦ Build new library facilities to meet energy efficiency and environmental requirements consistent with sustainable development policies.

♦ Plan new library facilities to maximize accessibility to village centers, public transit, or schools.

♦ Design libraries to provide consistent and equitable services as communities grow in order to maintain service levels which consider operational costs and are based on established guidelines.

♦ Pursue joint use of libraries with other compatible community facilities and services including other City operations.

♦ Build and maintain a library system that adapts to technological changes, enhances library services, expands access to digital information and the internet, and meets community and library system needs.

♦ Adopt an equitable method for securing contributions from those agencies and organizations which benefit from the Central Library's services.

## Library Standards & Performance Metrics

Although the City has defined goals and policies for the library system, there are no formal standards or performance metrics on which to analyze current and future library facility needs. In the absence of such information, an analysis was performed to derive

suitable standards and metrics based on a select group of highly functioning (well-attended) libraries. Relevant portions of the analysis have been summarized in this section. For additional information, see *Library Development Impact Fee Program – Unit Cost Analysis* (Unit Cost Analysis) prepared by Intersecting Metrics, dated March 16, 2022, included as **Appendix A**, and incorporated herein by reference.

The analysis identified the following capital improvements and features that will contribute to the efficient operation of the City's current and future library system:

♦ *Library Buildings* – physical space for collection and other library assets

♦ *Meeting Rooms* – physical space for meetings and other library programs

♦ *Collection* – items and resources physically available at library or through digital access

♦ *Technology Seats* – computer terminals and similar technologies providing access to digital collection, internet, and other resources

♦ *Idea Labs* – multimedia labs with digital and physical technologies (e.g., 3D design software, audio visual recording and editing equipment, coding software, graphic design software, 3D printers, etc.)

♦ *Central Warehouse* – physical space to store and house collection items, repository for distribution of items to branches

♦ *Delivery Vehicles* – vehicles to collect and distribute items between central warehouse and branches

♦ *Sorting Equipment* – equipment to catalogue, track and sort items arriving and departing central warehouse

The City of
**SAN DIEGO**
*Library Development Impact Fee*
*Nexus Study*

Page 9
March 2022

The corresponding service population (residents and employees) calculated for each identified library improvement is presented in **Table 1** below.

### TABLE 1: Library Improvements and Service Population

| | IMPROVEMENTS | SERVICE REQUIREMENTS |
|---|---|---|
| **CURRENT SERVICES** | Library Buildings | 433 sq. ft. per 1,000 population |
| | Meeting Rooms | 64 sq. ft. per 1,000 population |
| | Collection | 2,268 items per 1,000 population |
| | Technology Seats | 1 seat per 1,220 population |
| | Idea Labs | 1 lab per 355,000 population |
| **FUTURE ENHANCEMENTS** | Central Warehouse | 189 sq. ft. per 1,000 population |
| | Delivery Vehicles | 1 vehicle per 697,500 population |
| | Sorting Equipment | 1 sorter per 2,790,000 population |

SOURCE: See **Table 5**, *Library Development Impact Fee Program – Unit Cost Analysis* (prepared by Intersecting Metrics; March 16, 2022), included as **Appendix A**.

# Improvements to Reduce Impacts

## Standards-Based Program

In general, impact fee programs can be divided into one of two methodological categories, namely: (1) *Plan-based* programs, and (2) *Standards-based* programs. *Plan-based* programs are driven by a defined set of projects, whereas *standards-based* programs are focused on achieving a defined standard or level of service. Although both methodologies are equally valid, one may have certain advantages (or disadvantages) as compared to the other depending on the unique circumstances involved (e.g., type of improvements, state of current infrastructure, projected growth remaining, etc.).

The proposed Library DIF has been developed under a *standards-based* methodology, using the standards set forth in the General Plan, Master Plan Framework, and Unit Cost Analysis. The benefits of using a *standards-based* methodology include:

♦ Greater flexibility to adapt to change

♦ Validity not tied to a static list of projects

♦ Citywide standard objectively measureable

## Library Improvements

The library improvements to be funded by the proposed Library DIF fall into two categories: (1) improvements needed to maintain the existing level of service, and (2) future enhancements to better serve existing and future service populations. **Table 2** (on the following page) summarizes the types of improvements, and associated costs, used to develop the Library DIF.

## TABLE 2: Summary of Improvements & Unit Costs

| | IMPROVEMENTS | UNIT COST | COMMENTS |
|---|---|---|---|
| **CURRENT SERVICES** | Library Buildings | $1,550 per sq. ft. | Includes land, furniture and fixtures |
| | Meeting Rooms | $1,550 per sq. ft. | Includes land, furniture and fixtures |
| | Collection | $24.00 per item | Includes physical and digital items |
| | Technology Seats | $9,501 per seat | Includes backend infrastructure |
| | Idea Labs | $34,616 per lab | Includes furniture, equipment and software |
| **FUTURE ENHANCEMENTS** | Central Warehouse | $373 per sq. ft. | Assumes purchase of an existing building, not new construction |
| | Delivery Vehicles | $150,000 per vehicle | Assumes zero-emission vehicles |
| | Sorting Equipment | $500,000 per sorter | |

SOURCE: See **Table 6**, *Library Development Impact Fee Program – Unit Cost Analysis* (prepared by Intersecting Metrics; March 16, 2022), included as **Appendix A**.

# Fee Rate Calculation

## Facilities Cost Analysis

The Unit Cost Analysis identifies the cost of existing improvements and future enhancements, and allocates those costs based on service population. The cost to maintain the current level of service for library services was derived from existing improvements and current service population. Future service enhancements and corresponding costs were allocated to both existing and future service populations in order to assign a reasonable "fair-share" to future growth. In doing so, it is recognized that these future enhancements benefit both existing and future service populations, and future growth will not be burdened with the full cost of implementing such enhancements.

**Table 3** summarizes the proposed library improvements, and resultant cost per service population.

### TABLE 3: Improvements & Cost Per Service Population

| | IMPROVEMENTS | SERVICE REQUIREMENTS | UNIT COST | COST/SERVICE POPULATION |
|---|---|---|---|---|
| **CURRENT SERVICES** | Library Buildings | 433 sq. ft. per 1,000 population | $1,550 per sq. ft. | $671.15 |
| | Meeting Rooms | 64 sq. ft. per 1,000 population | $1,550 per sq. ft. | $99.20 |
| | Collection | 2,268 items per 1,000 population | $24.00 per item | $54.43 |
| | Technology Seats | 1 seat per 1,220 population | $9,501 per seat | $7.79 |
| | Idea Labs | 1 lab per 355,000 population | $34,616 per lab | $0.10 |
| **FUTURE ENHANCEMENTS** | Central Warehouse | 189 sq. ft. per 1,000 population | $373 per sq. ft. | $70.50 |
| | Delivery Vehicles | 1 vehicle per 697,500 population | $150,000 per vehicle | $0.22 |
| | Sorting Equipment | 1 sorter per 2,790,000 population | $500,000 per sorter | $0.18 |
| | | | **TOTAL** | **$903.57** |

SOURCE: See **Table 7**, *Library Development Impact Fee Program – Unit Cost Analysis* (prepared by Intersecting Metrics; March 16, 2022), included as **Appendix A**.

## Maximum Allowable Fee Rates

This Nexus Study and accompanying technical analyses support a maximum allowable fee rate of $903.57 per capita of service population citywide. These amounts assume that programmatic improvements will be implemented citywide in a manner consistent with the goals, objectives and criteria set forth in the General Plan, Master Plan Framework, and relevant City policies. This assumption is both fair and reasonable, and is consistent with achieving overall program objectives in a fiscally prudent and cost-effective manner.

The fees applicable to residential and non-residential land uses should be calculated and implemented in a manner reflective of the corresponding service populations reasonably assigned to such land uses.

## Annual Cost-Indexing

The unit costs contained in this report are based on a "Los Angeles Construction Cost Index" (LACCI) of 13,341.33 (*Engineering News Record*; March 2022). It is recommended that the fee rates be indexed annually in order to keep up with future increases in the cost of construction.

The City of
**SAN DIEGO**
*Library Development Impact Fee*
*Nexus Study*

Page 14
March 2022

# Program Implementation

## Statement of Findings

The following information is provided to assist the City with satisfaction of the requisite statutory findings contained in §66001 of the *Mitigation Fee Act* with regard to implementation of the proposed Library DIF:

*Purpose of the Fee*. The purpose of the fee is to fund library improvements needed to serve the additional population associated with new development in the City. This purpose is consistent with the goals and policies set forth in the General Plan, Master Plan Framework and the requirements of SDMC §142.0640.

*Use of the Fee*. The fee will be used to fund library improvements throughout the City in a manner consistent with the goals and policies set forth in the General Plan and Master Plan Framework.

*Reasonable Use (Benefit)*. Future development will require additional investments in library facilities to maintain defined Citywide service levels. The fees would be used solely for this purpose, in a fiscally prudent and cost-effective manner, consistent with goals and policies set forth in the General Plan and Master Plan Framework.

*Reasonable Need (Burden)*. Future development will require additional investments in library facilities to maintain defined Citywide service levels. As new development will necessitate the need for library investments, the burdens posed are reasonably related to the use of the fee.

*Reasonable Apportionment*. The reasonable relationship between the fee for a specific project and the cost of improvements attributable to the project is described in this Nexus Study and is consistent with the defined standards-based planning criteria.

## Capital Improvement Plan

With the passage of AB 602, beginning January 1, 2022, large jurisdictions (including the City) are required to adopt a capital improvement plan (CIP) as part of their nexus study (California Government Code §66016.5(a)(6)). Although this Nexus Study has been prepared using a standards-based approach, the collected fees will be used to fund, in whole or in part, City-defined CIP projects in a manner consistent with the improvement types, and relative proportions thereof, identified in this study. The Library component of the City's current CIP, updated annually, is incorporated herein by reference.

## Periodic Reporting & Study Updates

Provisions set forth in §66001(c) and §66006(b)(1)) of the *Mitigation Fee Act* require that each agency imposing an impact fee make specific information available to the public annually within 180 days of the last day of the fiscal year. This information includes the following:

- ♦ A brief description of the type of fee in each account or fund;
- ♦ The amount of the fee;
- ♦ The beginning and ending balance of the account or fund;
- ♦ The amount of the fees collected and the interest earned;
- ♦ An identification of each public improvement on which fees were expended and the amount of the expenditures on each improvement, including the total percentage of the cost of the public improvement that was funded with fees;
- ♦ An identification of an approximate date by which the construction of the public improvement will commence if the City determines that sufficient funds have been collected to complete financing on an incomplete public improvement;
- ♦ A description of each interfund transfer or loan made from the account or fund, including the public improvement on which the transferred or loaned fees will be expended, and, in the case of an interfund loan, the date on which the loan will be

repaid, and the rate of interest that the account or fund will receive on the loan; and

♦ The amount of refunds made and any allocations of unexpended fees that are not refunded.

In addition, the provisions set forth in §66001(d) of the *Mitigation Fee Act* require that each agency imposing an impact fee make specific findings every five years following receipt of monies, to the extent that such monies are deposited and remain unspent.

With the passage of AB 602, beginning January 1, 2022, agencies are required to update their nexus studies at least every eight years (California Government Code §66016.5(a)(8)), and make certain information available on the City's internet website (California Government Code §65940.1(a)).

## Other Considerations

### *Future Project Economics/Viability*

The proposed fee will have an effect on future development. To the extent that the fee provides a mechanism by which development can mitigate, in whole or in part, their library service impacts, projects could benefit by reduced processing times and project costs. Some projects could be adversely impacted by the proposed fee due to location, project type or other factors. An analysis of the economic implications of the proposed fee on a variety of project types and locations could provide additional insight as to project viability and the need for special considerations, if any.

## *Supplemental Funding*

The Library DIF is intended to fund categorically identified facilities, or portions thereof, needed to mitigate, in whole or in part, library service impacts created by future development in the City. Direct impact project mitigation measures and other revenue sources may also be used to augment funding of these facilities. Sources of additional revenue may include, but are not limited to:

♦ General and special taxes (including property taxes, and other sales/use taxes)
♦ State and federal grant monies
♦ General fund

The existence and availability of additional funding sources may help the City leverage their other infrastructure dollars. For example, grant programs often require a high level of difficult-to-find matching funds. Having a Library DIF demonstrates a committed plan of action for facility improvements and the revenues can provide a ready source for matching funds. Both of these factors can provide a competitive edge when vying for grants or other similar allocations.

## *Inter-Agency & Intra-Departmental Coordination*

Purchase, acquisition, or construction of eligible improvements may involve varying degrees of inter-agency or intra-departmental coordination (e.g., shared assets, etc.). The financial aspects and timing of such activities deserves considerable attention and care.

**The City of**
**SAN DIEGO**
*Library Development Impact Fee*
*Nexus Study*

Page 18
March 2022

# APPENDICES

**APPENDIX A**

**Library Development Impact Fee Program
– Unit Cost Analysis**

# MEMORANDUM

**To:**       Heidi Vonblum, City of San Diego
**From:**     Stephen Cook, Intersecting Metrics
**Date:**     March 16, 2022
**Regarding:**  Library Development Impact Fee Program – Unit Cost Analysis

## 1.0       Introduction

The purpose of this memorandum is to establish the fair-share cost that can legally be imposed on new development, within the City of San Diego (City), to mitigate any potential impacts they may cause on the City's Library System.  The fair-share cost will be used to establish the maximum fee rates for the City's Library Developer Impact Fee (DIF) program.  The City's Library DIF program collects fees from new development and invest them into the City's Library System in order to help achieve the level of library services prescribed by the City's General Plan, as new growth occurs.

### 1.1       Project Background

The City is currently in the process of updating its DIF Program.  The biggest difference with the updated DIF Program (as compared to the previous program) is that fees and associated nexus studies, are proposed to be calculated, collected, and allocated based on asset class instead of by community.  Deriving and implementing the DIF Program based on asset class allows the City to collect and allocate fees on a higher geographical level than by individual communities, which helps to better fund and implement citywide assets that are shared throughout the City. This methodology is also more closely aligned with the City's needs to provide assets which serve the entire City.  This methodology also acknowledges that fire stations are part of an integrated network of fire response infrastructure throughout the City.

### 1.2       Purpose

San Diego Municipal Code §142.0640 provides for the imposition and administration of development impact fees. Development impact fee programs are generally established and utilized to provide new or expanded public capital infrastructure needed to serve future development. The fees are established based on a methodology and calculation derived from the cost of the public facilities needed and the nature and size of the proposed development, also known as establishing a nexus.  A "rational nexus" must be established between the fee and the needs created by future development and the benefits incurred by the development.  The nexus identifies a fair-share cost (or unit cost) of the needed capital infrastructure that can be allocated to individual developments based on a standard metric (e.g., project square footage, generated vehicle miles traveled (VMT), population and/or projected employment).  The fees collected through a DIF program cannot be used to improve or mitigate current needs or deficiencies, only those associated with future growth.

## 2.0    Standards

This section documents the standards and methods that were utilized to establish the fair-share cost that new development will need to contribute to achieve the required level of service for Library System within the City.

### 2.1    Relevant Policies

The following policies are included in the *City of San Diego's General Plan Public Facilities, Services & Safety Element* which pertain to the standard of library infrastructure that should be provided within the City.  Maintaining the level of service prescribed by these policies will serve as guidance for identifying the impacts that new development will have on the City's current library infrastructure as well as the fair-share cost that new development will be responsible for to achieve the required levels of service prescribed within the General Plan.  It should be noted that the language below is an abridged version of the policies contained in the City's General Plan.  Relevant pages from the City's General Plan are provided in **Attachment 1**.

> **PF-J.1.** Develop and maintain a Central Library to adequately support the branch libraries and serve as a major resource library for the region and beyond.

This policy identifies that the City's branch libraries operate as a system with shared resources.  It also identifies that the Central Library acts as the hub of the system and should be considered in a different manner than the branch libraries. Finally, this policy notes that the Central Library and the City's system can be used as a resource not just for the City of San Diego itself, but for the entire San Diego Region and beyond.

> **PF-J.2.** Design all libraries with a minimum of 15,000 square feet of dedicated library space, with adjustments for community-specific needs. Library design should incorporate public input to address the needs of the intended service area.

This policy establishes the minimum size of the libraries within the City's system.  It should be noted that 23 of the City's 36 libraries are currently smaller than 15,000 SF.  It should also be noted that the City is currently in the process of updating their Library Master Plan, which may look to re-evaluate this policy.

> **PF-J.3.** Plan for larger library facilities that can serve multiple communities and accommodate sufficient space to serve the larger service area and maximize operational and capital efficiencies.

As noted in this policy, libraries within the City's system can serve multiple communities but should be sized and programed to accommodate their intended service area.  This is policy also notes that each library within the system is unique based on its service area and that the 15,000 SF minimum established in Policy PF-J.2 may not be applicable in all cases.

> **PF-J.6.** Design libraries to provide consistent and equitable services as communities grow in order to maintain service levels which consider operational costs and are based on established guidelines.

This policy highlights the importance that libraries play within the community beyond access to books and other media. As the libraries digital collection continues to grow, the actual physical collection within the branch libraries may be reduced. This may present additional opportunities for the branch libraries to expand their services, programs, and meeting spaces to better serve the needs of their service area.

> **PF-J.8.** Build and maintain a library system that adapts to technological changes, enhances library services, expands access to digital information and the internet, and meets community and library system needs.

As stated previously, as technology advances more of the City's library collection will be available to the public digitally. Therefore, to ensure that all members of the public will continue to have access to the Library System's collection, proving the infrastructure for the public to access its digital collection, as well as other resources, is critical. As such, libraries within the system will continue to expand the number of computers and tablets that can used or checked out by the public, provide free public Wi-Fi for its visitors, and provide and maintain the necessary back end digital infrastructure (servers, routers, databases, etc.) that is necessary to provide these services. The Library System has also set up a series of Idea Labs, within their branch locations, which is a multimedia lab designed to prepare everyone for 21st century job skills by exposing them to new technology. Idea Labs provide 3D design software, audio and visual recording and editing equipment/programs, coding software, and graphic design software. Idea Labs may also include fabrication equipment such as 3D printers as well as other trade tools and materials.

## 2.2    Methodology

Using the policies outlined in Section 2.1, a series of standards was developed to allow for the impacts on the City's Library System, associated with new development, to be quantified (standards). The associated infrastructure needs to achieve the prescribed levels of service, based on the standards, were also established (requirements).

Annual visitor data, from year 2019, was used to establish the Library System's current level of service that was used in developing the standards and requirements for the system. It should be noted that the Central Library was not included in determining these standards, since it serves a bigger purpose in the region, as outlined in policy in PF-J.1. Additionally, including the Central Library in the standards and requirements would present an anomaly when compared to the various branch libraries.

Since the service area for each branch library varies in size, and the population and employment densities within each service area also vary, the annual attendance at each branch was normalized based on the service population (residents plus employees) that are located within their respective service areas. Therefore, the number of annual visitors per service population was used as the metric

in which the systems current level of service was measured, and the standards and requirements were based upon.

To develop the Library System standards and associated requirements, the physical features and infrastructure at each branch library was compared to the annual attendance rates[1]. A correlation analysis[2] was developed to identify which features within existing libraries had a high positive correlation to annual attendance. These features were then linked to corresponding policies within the City's General Plan (outlined in Section 2.1) to identify the standards needed to achieve the levels or service that are prescribed. Requirements to achieve the identified standards were developed based on the quantity and/or size of the features, identified by the standards, which are provided at the highest performing libraries within the City.

Sample Locations
The City continually stives to improve the level of service their Library System provides; therefore, the system's standards were derived from the features of the branch libraries that perform within the 85th percentile of annual visits per service population served. The following five libraries were the branches identified to operate within the 85th percentile of the system based on 2019 visitor data:

- Logan Heights
- University Community
- La Jolla/Rifford
- Rancho Bernardo
- Ocean Beach

## 2.3 Developing Standards and Requirements

This section outlines the data and analysis utilized to derive the Library System standards and requirements for the City of San Diego. Since new development will only be responsible for paying its fair-share of the needed library infrastructure, all requirements were developed on a per person (resident or employee) basis. This method was designed to isolate the impacts associated with new development based on the number of residents or employees that they are anticipated to house and exclude any cumulative impacts associated with existing deficiencies or outside users.

To help better organize the Library System standards, the policies outlined in Section 2.1 were separated into the following three general categories:

- *Libraries as a Community Resource* – Policies: PF-J.2, PF-J.3, PF-J.6 – These policies provide guidance on the size, features, and role that libraries play within the community. As such, standards determining the needed size (square feet) per person, meeting space (maximum occupancy) per person, and the number of items in the collection per can be derived from these policies.

---

[1] Detailed data including physical features, program information, service area, and visitor information from Year 2019, for all branch libraries, is provided in **Attachment 2**.

[2] Library features correlation analysis is provided in **Attachment 3**.

- *Access to Technology – Policy PF-J.8 –* The library system needs to adapt to technological advances and provide opportunities to the public to access that technology. Standards regarding the number of tech seats per person and the expansion of the City's Idea Labs are both derived from this policy.

- *The Library System - PF-J.1 –* This policy establishes that the City's library resources should act as a system with a central hub to assist with the support and share resources within the system. As part of the new Library Master Plan, which is currently being prepared by Friends of the Library, the City will look to store much of its existing physical collection in an off-site, centrally located, warehouse and distribute items to branch libraries based on request. Therefore, new standards were derived based on the anticipated warehouse space that will be required to house a portion of the City's collection, the number of vehicles need to distribute pieces of the collection to the branch libraries, and the sorting equipment to properly catalog and sort items form the collection as they come in and out of the facility.

## Libraries as a Community Resource

*General Size Requirement –* Based on the Year 2019 library data, the size of a library has strong positive correlation (0.77)[3] with library attendance. This shows that the size of a library plays a key role in the level of service in which it provides. To determine the associated requirement for a size standard, the building size of the five example libraries was divided by the total service population within their respective service areas. **Table 1** displays the results of this analysis.

Table 1: General Size Requirements

| Library | Building Size (SF) | Service Population within Service Area | SF per Person |
|---|---|---|---|
| Logan Heights | 25,000 | 51,963 | 0.481 |
| University Community | 10,000 | 30,223 | 0.330 |
| La Jolla/Riford | 24,750 | 32,849 | 0.753 |
| Rancho Bernardo | 22,950 | 51,568 | 0.445 |
| Ocean Beach | 4,579 | 29,413 | 0.155 |
| Average | 15,403 | 38,604 | 0.433 |

As shown in the table, to achieve the prescribed level of service of the Library System, 0.433 square feet (SF) per person of library space is needed. This requirement will also help to fulfill the 15,000 SF requirements outlined in policy PF-J2, as well as ensure that the branch libraries can be constructed or expanded to meet the needs of their service area, as outlined in Policy PF-J3.

*Meeting Space Requirement –* Based on the Year 2019 library data, the amount of meeting room capacity within a library also has strong positive correlation (0.63)[3] with library attendance. Meeting room space/capacity plays a key role in the ability to connect and serve the community by providing free space for public or group meetings, as well as providing space to host local programs for both the youth and adults within the community. To determine the associated requirement for the meeting space, the meeting space capacity of the five example libraries was divided by the total service population within their respective service areas. **Table 2** displays the results of this analysis.

---

See Attachment 3.

Table 2:  Meeting Space Requirements

| Library | Meeting Room Capacity | Service Population within Service Area | Meeting Room Capacity Per Person |
|---|---|---|---|
| Logan Heights | 345 | 51,963 | 0.00664 |
| University Community | 66 | 30,223 | 0.00218 |
| La Jolla/Riford | 170 | 32,849 | 0.00518 |
| Rancho Bernardo | 165 | 51,568 | 0.00320 |
| Ocean Beach | 0 | 29,413 | N/A |
| Average | 130 | 38,604 | 0.00433 |

As shown in the table, a meeting room capacity of 0.00433 occupants per service population is needed to achieve the prescribed  level of service of the Library System.  It is assumed that each meeting occupant will require 15 SF of space, resulting in a need of 0.064 SF per person (0.00433 occupant x 15 SF per occupies space).  This requirement will help the Library System to meet Policy PF-J6, as it will allow the system to expand its meeting spaces to allow  consistent and equitable services as communities grow.

*Items in the Collection Requirement* - As the service population within the City continues to grow, there will be a higher demand for the items within the City's collection, both physically and digitally. As such, the City's collection needs to grow at the same rate as its population.  The number of items within a branch library's collection has the highest overall positive correlation to annual attendance (0.87)[3].  This shows how critical the size and variety of a collection is to the overall level or service of the Library System.  To determine the associated requirement for items within the collection, the collection housed at each of the five example libraries was divided by the total service population within their respective service areas.  **Table 3** displays the results of this analysis.

Table 3:  Item Requirements

| Library | Items in the Collection | Service Population within Service Area | Items Per Person |
|---|---|---|---|
| Logan Heights | 91,174 | 51,963 | 1.755 |
| University Community | 71,220 | 30,223 | 2.356 |
| La Jolla/Riford | 116,026 | 32,849 | 3.532 |
| Rancho Bernardo | 111,905 | 51,568 | 2.170 |
| Ocean Beach | 44,889 | 29,413 | 1.527 |
| Average | 79,550 | 38,604 | 2.268 |

As shown in the table, the library system needs to provide 2.268 items per person to achieve the prescribed  level of service of the Library System.

## Access to Technology
*Tech Seats Requirement* - As outlined in Policy PF-J.8  the Library System is expected to adapt to new technology and expand access to digital information to its community.  The branch libraries are a critical resource for members within their serve area that do not have personal access to computers, technology, or the internet.  Additionally, as more and more items in the collection and other resources transfer from physical to digital, access to technology will become even more critical. To satiate this need, each library provides public computers and other digital interfaces to its

community, known as "Tech Seats."   To determine the associated requirement for the number of Tech Seats that are needed to service the public, the number of seats provided at each of the five example libraries was divided by the total service population within their respective service areas. **Table 4** displays the results of this analysis.

Table 4:  Tech Seat Requirements

| Library | Number of Tech Seats | Service Population within Service Area | Items Per Person |
|---|---|---|---|
| Logan Heights | 71 | 51,963 | 0.001366 |
| University Community | 9 | 30,223 | 0.00029 |
| La Jolla/Riford | 45 | 32,849 | 0.001370 |
| Rancho Bernardo | 33 | 51,568 | 0.000640 |
| Ocean Beach | 12 | 29,413 | 0.000408 |
| Average | 31 | 38,604 | 0.00082 |

As shown in the table, the library system needs to provide 0.00082 tech seats per person (or one per every 1,220 people) to achieve the prescribed  level of service of the Library System.

*Idea Labs* – As noted previously, the Library System has also developed a series of Idea Labs throughout the City.  Idea labs are multimedia labs designed to prepare everyone for 21st century job skills by exposing them to new technology.  Idea Labs provide 3D design software, audio and visual recording and editing equipment/programs, coding software, and graphic design software. Idea Labs may also include fabrication equipment such as 3D printers as well as other  tools and materials.   The City currently has six Idea Labs (including the Central Library) which serve its 2,130,000 employees and residents (service population) within the City.  This results in one Idea Lab for every 355,000 people within the City.  Therefore, to achieve the prescribed  level of service of the Library System, this ratio will need to be maintained as growth continues to occur within the City.

<u>The Library System</u>
*Central Wearhouse Space* – As noted previously, the City is currently in the process of updating their Library Master Plan.  The new Master Plan will look to better utilize the existing space within the current branch libraries by storing some of their existing collection off-site in a central warehouse. This will allow branch libraries to dedicate more space to Idea Labs, tech seats, meeting space, program space and other needs of the community.  Additionally, providing a central location for the City's collection will help to create a more efficient system to distribute and share the items within the City's  collection between the branch libraries, and even potentially libraries outside of the City.

Based on architectural estimates and comparable examples,  it is assumed that a central warehouse facility can generally house around six collection items per SF of space.  It is also assumed that approximately half of the City's current collection would be housed within the central warehouse, with the other half staying in the branch libraries.   Based on these assumptions, as well as the previously established standard of 2.268 items per person, the City would need to provide 0.189 SF or warehouse space per person (2.268 items per person X 50% of the collection / 6 items per SF).

*Delivery Vehicle* – The Hamilton County, OH (Cincinnati) Library system is similar in size to the City of San Diego's Library System with 40 branch locations as compared to 37 locations in San Diego, and

is also similar in size to the City of San Diego, 412 square miles vs 372 square miles in San Diego. The Hamilton County Library system recently implemented a similar central warehouse facility in 2019, as is being proposed by the City of San Diego. Their facility employs four book distribution routes, with each covering approximately 10 branch locations. As such, a similar routing demand can be assumed within the City of San Diego. Therefore, the City would need to provide one delivery vehicle per every 697,500 people (2,790,000 future service population / 4 delivery vehicles).

*Sorting Equipment* – The central warehouse will also need sorting equipment to catalog and sort the different items as they come in and out of the facility.

Summary
Table 5 summarizes he different standards and requirements that were established above.

Table 5 : Summary of Library Standards and Requirements

| Standard | Requirement |
|---|---|
| Size | 0.433 SF Per Person |
| Meeting Space | 0.0645 SF Per Person |
| Items Per Person | 2.268 Per Person |
| Tech Seats Per Person | 1 Per 1,220 People |
| Idea Lab | 1 Per 355,000 People |
| Book Delivery Trucks | 1 Truck Per 697,500 People |
| Central Wearhouse Space | 0.189 SF Per Person |
| Sorting Equipment | 1 for the Region |

## 3.0 Unit Cost Analysis

This section evaluates the fair-share cost on a per person basis (unit cost), in which new development within the City will need to pay to satisfy the City's library standards. Fair-share costs for new development were determined based on the standards and requirements outlined in Section 2.0, as well as planning level costs estimates to implement the needed infrastructure.

### 3.1 Infrastructure Cost

Planning level cost estimates for the infrastructure required to meet the standards outlined in Section 2.0 are outlined in **Table 6**. Planning level cost estimate worksheets are provided in **Attachment 4**.

Table 6: Planning Level Costs for Required Infrastructure

| Standard | Cost | Notes |
|---|---|---|
| Size | $1,550 Per SF | Includes furniture and land value costs |
| Meeting Space | $1,550 Per SF | Includes furniture and land value costs |
| Items Per Person | $24 per item | Assumes digital and physical items |
| Tech Seats Per Person | $9,501 Per Seat | Assumes backend infrastructure |
| Idea Lab | $34,616 Per Space | Assumes equipment and software costs |
| Book Delivery Trucks | $150,000 Per Truck | Assumes zero emissions vehicles |
| Central Wearhouse Space | $373 Per SF | Assumed cost to buy an existing building in a central location. |
| Book Sorter | $500,000 Per Sorter | |

### 3.2 Unit Cost

To develop the individual fair-share unit costs to fulfil each standard outlined in Section 2.0, the associated requirement (outlined in Table 5) was compared to the cost to provide the required infrastructure (outlined in Table 6). **Table 7** documents the fair-share unit cost (requirement x infrastructure cost) to satisfy each requirement outlined in Section 2.0. The fair-share cost for each requirement was then summed to identify the total fair-share unit cost, per person, to satisfy all of the City's library standards.

Table 7: Fair-Share Unit Cost

| Standard | Requirement | Cost | Unit Cost (Per Person) |
|---|---|---|---|
| Size | 0.433 SF Per Person | $1,550 | $671.51 |
| Meeting Space | 0.064 SF Per Person | $1,550 | $99.20 |
| Items | 2.268 Per Person | $24 | $54.43 |
| Tech Seats - Per Person | 1 Per 1,220 People | $9,501 | $7.79 |
| Idea Labs | 1 Per 355,000 People | $34,676 | $0.10 |
| Book Delivery Trucks | 1 Truck Per 697,500 People | $150,000 | $0.22 |
| Central Wearhouse Space | 0.19 SF Per Person | $373 | $70.50 |
| Book Sorter | 1 for the Region | $500,000 | $0.18 |
| Total | | | $903.57 |

As outlined in Table 7, new development within the City of San Diego would need to pay $903.57 per person (resident or employee) that will occupy their development to satisfy the City's library standards.    Based on these calculations $903.57 per person would be the maximum fee rate the City's Library DIF Program would be able to charge.

**Attachment 1**
**City of San Diego General Plan Policy Excerpts**

## J.  Libraries

### Goals

♦  A library system that contributes to the quality of life through quality library collections, technologically improved services, and welcoming environments.

♦  A library system that is responsive to the specialized needs and desires of individual communities.

### Discussion

The library system is a primary steward of the diverse cultural heritage of the San Diego community and of the enduring elements of world civilization; it is a portal to the world around us.  It is a vital learning presence in the community, providing information objectively and offering lifelong learning opportunities to every citizen through the system's Central Library and 35 branches (see also Figure PF-6, Library Facilities). The Central Library functions as the hub of the library system, and all branches are vitally linked to it for the delivery of their services.  Not only does the Central Library serve as the headquarters for the system, but it also supplements the limited collections which branch libraries can offer.  The staff, collections, services, physical facilities, and programs exist to provide the best library service possible to all San Diegans. Each library strives to be a welcoming place.



*Linda Vista Branch Library*

The library system conducts regular evaluations of services to adapt to service demands, take advantage of constantly evolving technology, and to provide for facility construction and maintenance costs.  Such assessments contribute to the provision of adequate collections that are responsive to community needs.  Technological advances will continue to redefine what and how information and materials are provided and other library services.  Some of the City's strategic library goals entail enhancing the system's information infrastructure and customers' access to digital information and the internet.  While available and applied technologies continue to influence the modern evolution of the library system, the need for physical library facilities will remain an

integral aspect of the City's public services.  For guidance on the design of libraries (see also Urban Design Element, Section E).

## Policies

PF-J.1.  Develop and maintain a Central Library to adequately support the branch libraries and serve as a major resource library for the region and beyond.

PF-J.2.  Design all libraries with a minimum of 15,000 square feet of dedicated library space, with adjustments for community-specific needs.  Library design should incorporate public input to address the needs of the intended service area.

PF-J.3.  Plan for larger library facilities that can serve multiple communities and accommodate sufficient space to serve the larger service area and maximize operational and capital efficiencies.

PF-J.4.  Build new library facilities to meet energy efficiency and environmental requirements consistent with sustainable development policies (see also Conservation Element, Section A).

PF-J.5.  Plan new library facilities to maximize accessibility to village centers, public transit, or schools.

PF-J.6.  Design libraries to provide consistent and equitable services as communities grow in order to maintain service levels which consider operational costs and are based on established guidelines.

PF-J.7.  Pursue joint use of libraries with other compatible community facilities and services including other City operations.

PF-J.8.  Build and maintain a library system that adapts to technological changes, enhances library services, expands access to digital information and the internet, and meets community and library system needs.

PF-J.9.  Adopt an equitable method for securing contributions from those agencies and organizations which benefit from the Central Library's services.

**Attachment 2**
**Year 2019 Branch Library Information**

# Year 2019 San Diego Branch Library Information

| # | Branch | Population | Age (From Expansion) | Building Size (ft2) | Miles to Nearest Branch | Site Size (ft2) | Total Seats | Tech Seats | Reader Seats | Meeting Room Capacity | Parking Spaces | Facility Condition Index (2016) | Juvenile Circulation (%) | Items in Collection | Public Computer Use | # of Meetings | Attendees | # of Adult Programs | # of Adul Attendees | # of Juvenile Programs | # of Juvenile Attendees | Annual Circulation | Patron Visits | Visits per Pop |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 2 | Allied Gardens/ Benjamin | 20473 | 34 | 6900 | 3.1 | 13171 | 44 | 16 | 28 | 49 | 33 | 46 | 0.3676 | 36811 | 9282 | 45 | 991 | 373 | 4843 | 227 | 3824 | 77966 | 72112 | 3.5223 |
| 37 | Balboa | 30896 | 49 | 5092 | 2.82 | 23900 | 38 | 10 | 28 | 0 | 26 | 37 | 0.3895 | 55982 | 12286 | 0 | 0 | 67 | 421 | 269 | 4585 | 103138 | 145183 | 4.69909 |
| 3 | Carmel Mountain | 27137 | 23 | 13102 | 4 | 78408 | 99 | 20 | 79 | 60 | 60 | 34 | 0.5338 | 73301 | 10710 | 35 | 652 | 18 | 632 | 289 | 8242 | 153938 | 162638 | 5.99322 |
| 4 | Carmel Valley | 47875 | 27 | 13050 | 8 | 65340 | 139 | 13 | 126 | 142 | 62 | 41 | 0.5716 | 124258 | 15457 | 82 | 2316 | 165 | 3865 | 417 | 15213 | 352959 | 305682 | 6.385 |
| 32 | City Heights/Weingart | 49041 | 22 | 14850 | 2.2 | 0 | 130 | 27 | 103 | 191 | 44 | 21 | 0.4077 | 77360 | 51926 | 99 | 5642 | 72 | 1301 | 210 | 7046 | 80318 | 239038 | 4.87425 |
| 5 | Clairemont | 22262 | 62 | 4437 | 2.6 | 21000 | 49 | 12 | 37 | 0 | 24 | 34 | 0.3434 | 45255 | 13200 | 0 | 0 | 36 | 744 | 263 | 4665 | 81097 | 96520 | 4.33564 |
| 34 | College Heights | 10322 | 15 | 13222 | 3.4 | 61000 | 104 | 29 | 75 | 92 | 65 | 5 | 0.3963 | 60878 | 23528 | 1832 | 5166 | 111 | 1645 | 234 | 6831 | 91374 | 186312 | 18.05 |
| 7 | Kensington-Normal Heights | 28696 | 58 | 2318 | 2.2 | 19885 | 37 | 9 | 28 | 0 | 0 | 59 | 0.3547 | 30417 | 6214 | 0 | 0 | 47 | 1645 | 107 | 2950 | 68769 | 84552 | 2.94647 |
| 8 | La Jolla/Riford | 21429 | 16 | 24750 | 4.4 | 31363 | 196 | 45 | 151 | 170 | 20 | 12 | 0.3381 | 116026 | 20383 | 275 | 6148 | 588 | 13437 | 289 | 7599 | 191192 | 199522 | 9.31084 |
| 9 | Linda Vista | 40154 | 33 | 10000 | 3.45 | 66089 | 96 | 10 | 86 | 68 | 54 | 42 | 0.3659 | 68536 | 23432 | 115 | 1468 | 123 | 1778 | 372 | 8369 | 107802 | 136230 | 3.39269 |
| 10 | Logan Heights | 49840 | 11 | 25000 | 2.3 | 82285 | 259 | 71 | 188 | 345 | 186 | 4 | 0.4094 | 91174 | 60976 | 1104 | 8361 | 545 | 9198 | 679 | 17481 | 50230 | 332161 | 6.66455 |
| 12 | Mira Mesa | 54384 | 26 | 20278 | 3 | 75402 | 148 | 36 | 112 | 103 | 98 | 26 | 0.4988 | 116919 | 35322 | 93 | 2142 | 459 | 6072 | 543 | 10044 | 222046 | 297231 | 5.46541 |
| 33 | Mission Valley | 10560 | 18 | 19760 | 3.4 | 85377 | 167 | 33 | 134 | 128 | 80 | 12 | 0.3292 | 92354 | 65096 | 1937 | 14025 | 341 | 9224 | 134 | 7375 | 139994 | 230920 | 21.8674 |
| 1 | Mountain View-Beckwourth | 26576 | 44 | 8000 | 1.5 | 71874 | 93 | 14 | 79 | 49 | 24 | 18 | 0.5052 | 41758 | 14747 | 56 | 1070 | 21 | 136 | 70 | 1380 | 34958 | 102768 | 3.86695 |
| 14 | North Clairemont | 26574 | 31 | 5136 | 2.65 | 18700 | 83 | 15 | 68 | 36 | 16 | 40 | 0.3364 | 42086 | 12519 | 61 | 1018 | 115 | 1584 | 335 | 6645 | 87796 | 144222 | 5.42718 |
| 15 | North Park | 36759 | 33 | 8000 | 1.56 | 25000 | 87 | 15 | 72 | 0 | 30 | 56 | 0.2788 | 69839 | 16527 | 4 | 77 | 167 | 1940 | 362 | 11833 | 138107 | 125879 | 3.42444 |
| 30 | North University | 10460 | 13 | 16020 | 2.4 | 0 | 112 | 24 | 88 | 69 | 325 | 4 | 0.5621 | 86572 | 13182 | 1711 | 4937 | 257 | 3379 | 610 | 24346 | 219901 | 205548 | 19.6509 |
| 16 | Oak Park | 23132 | 51 | 5200 | 2.4 | 19300 | 49 | 15 | 34 | 0 | 23 | 36 | 0.3732 | 41797 | 11431 | 52 | 1320 | 60 | 551 | 117 | 3472 | 37700 | 86939 | 3.75839 |
| 17 | Ocean Beach | 23779 | 58 | 4579 | 1.5 | 14000 | 50 | 12 | 38 | 0 | 18 | 36 | 0.2073 | 44889 | 16547 | 0 | 0 | 39 | 470 | 203 | 5033 | 64343 | 138559 | 5.82695 |
| 13 | Old Mission Hills | 29849 | 59 | 3850 | 1.7 | 8250 | 42 | 5 | 37 | 0 | 9 | 28 | 0.2239 | 49093 | 9373 | 0 | 0 | 63 | 511 | 270 | 5656 | 118812 | 122497 | 4.10389 |
| 24 | Old San Ysidro | 35035 | 36 | 4089 | 2.5 | 10000 | 59 | 12 | 47 | 0 | 0 | 17 | 0.4666 | 45526 | 20471 | 2 | 23 | 73 | 757 | 69 | 1590 | 29816 | 77305 | 2.20651 |
| 18 | Otay Mesa | 62852 | 15 | 10000 | 2.5 | 108900 | 117 | 24 | 93 | 175 | 52 | 40 | 0.4578 | 76160 | 23098 | 525 | 3192 | 255 | 2911 | 270 | 3704 | 84631 | 133280 | 2.12054 |
| 28 | Pacific Beach/Taylor | 47592 | 23 | 12484 | 4 | 135036 | 116 | 26 | 90 | 95 | 50 | 10 | 0.2655 | 86567 | 25559 | 103 | 1639 | 360 | 4713 | 167 | 5432 | 154245 | 164632 | 3.45924 |
| 19 | Paradise Hills | 27248 | 56 | 3875 | 3.2 | 14120 | 62 | 10 | 52 | 0 | 14 | 55 | 0.4524 | 38475 | 8991 | 64 | 312 | 86 | 727 | 301 | 2854 | 34156 | 58676 | 2.15341 |
| 20 | Point Loma/Hervey | 30966 | 17 | 25116 | 1.5 | 46314 | 202 | 29 | 173 | 122 | 109 | 5 | 0.3648 | 92056 | 26382 | 2172 | 9304 | 160 | 6497 | 415 | 10305 | 195665 | 244242 | 7.88742 |
| 21 | Rancho Bernardo | 38304 | 24 | 22950 | 4.1 | 33977 | 148 | 33 | 115 | 165 | 900 | 33 | 0.4196 | 111905 | 20012 | 379 | 5175 | 353 | 8880 | 278 | 8170 | 266677 | 273447 | 7.13886 |
| 22 | Rancho Penasquitos | 53502 | 28 | 20650 | 3.9 | 64260 | 160 | 18 | 142 | 175 | 87 | 38 | 0.5464 | 103542 | 12267 | 808 | 2323 | 307 | 12482 | 590 | 9892 | 249221 | 238749 | 4.46243 |
| 23 | San Carlos | 27502 | 46 | 8200 | 3.1 | 43560 | 45 | 12 | 33 | 45 | 40 | 60 | 0.3624 | 63227 | 9945 | 110 | 735 | 335 | 5654 | 268 | 5508 | 136174 | 141195 | 5.13399 |
| 25 | Scripps Miramar Ranch | 48701 | 27 | 21700 | 3 | 69260 | 214 | 19 | 195 | 330 | 70 | 32 | 0.55 | 101038 | 10194 | 273 | 5730 | 365 | 10379 | 269 | 6092 | 185803 | 258351 | 5.30484 |
| 26 | Serra Mesa-Kearny Mesa | 22668 | 14 | 15626 | 3.1 | 34000 | 123 | 31 | 92 | 97 | 81 | 8 | 0.4195 | 25147 | 25147 | 340 | 4574 | 459 | 5717 | 307 | 9369 | 143242 | 174282 | 7.68846 |
| 27 | Skyline Hills | 42244 | 4 | 15000 | 3.2 | 156816 | 139 | 44 | 95 | 252 | 89 | 0 | 0.3696 | 50183 | 10787 | 56 | 610 | 115 | 426 | 186 | 2190 | 56321 | 65093 | 1.54088 |
| 29 | Tierrasanta | 26888 | 36 | 8766 | 3.8 | 28980 | 88 | 9 | 79 | 56 | 24 | 28 | 0.4353 | 62676 | 7626 | 7 | 81 | 258 | 6811 | 258 | 66164 | 106504 | 127943 | 4.75837 |
| 35 | University Community | 54117 | 42 | 10000 | 2.8 | 53143 | 71 | 9 | 62 | 66 | 33 | 55 | 0.3984 | 71220 | 16263 | 41 | 544 | 361 | 7204 | 257 | 10441 | 135667 | 190835 | 3.52634 |
| 31 | University Heights | 32556 | 54 | 3749 | 1.6 | 7000 | 52 | 10 | 42 | 0 | 0 | 57 | 0.164 | 44234 | 11463 | 9 | 153 | 74 | 1178 | 126 | 1471 | 103348 | 115222 | 3.53919 |
| 11 | Valencia Park/ Malcolm X | 48747 | 24 | 26042 | 1.86 | 347173 | 191 | 47 | 144 | 255 | 128 | 39 | 0.3577 | 90263 | 35193 | 926 | 18957 | 275 | 5763 | 266 | 5033 | 43548 | 177853 | 3.64849 |

**Attachment 3**
**Year 2019 Branch Library Information – Correlation Analysis Results**

|  | Mission Hills Hillcrest Library | San Ysidro Library | Skyline Hills Library | Pacific Highlands Ranch | Average | Carmel Mountian Ranch |
|---|---|---|---|---|---|---|
| Total Project Cost | $19,536,570 | $13,003,466 | $13,562,296 | $22,392,961 | $17,123,823 | $17,123,823 |
| Library size | 15,774 | 15,000 | 15,000 | 18,000 | 15,944 | $15,000 |
| Total Construction Cost | $12,384,325 | $10,395,000 | $8,805,000 | $12,870,000 | $11,113,581 | $10,395,000 |
| Soft Cost ($) | $7,152,245 | $2,608,466 | $4,757,296 | $9,522,961 | $6,010,242 | $6,728,823 |
| Soft Cost (%) | 37% | 20% | 35% | 43% | 35% | 39% |
| Construction Cost Per Sqf Cost | $785.11 | $693 | $587 | $715 | $695.03 | $695.03 |
| Actual Cost Per SF | $1,238.53 | $866.90 | $904.15 | $1,244.05 | $1,063.41 | $1,141.59 |
| Building Type | 1 story w/ parking in basement | 1 story building | 1 story building | 1 story building |  | 1 story building |
| Lot size (Acres) | 1.0 | 1.0 | 1.0 | 1.0 | 1.0 | 1.0 |
| Completion Date | December 2018 | August 2019 | October 2016 | October 2022 |  | TBD |
| Land Cost | $4,651,849 | $4,651,849 | $4,651,849 | $4,651,849 | $4,651,849 | $3,000,000 |
| CP 900-14 (Cost) | $181,000 | $181,000 | $181,000 | $181,000 |  |  |
| Total Cost (With Land) | $24,369,419 | $17,836,315 | $18,395,145 | $27,225,810 | $21,956,672 | $20,123,823 |
| Total Cost/SF (With Land) | $1,544.91 | $1,189.09 | $1,226.34 | $1,512.54 | $1,368.22 | $1,341.59 |

Assumed 1 Acre per Library site
Average value of Acre of Land within the City

# Attachment 4
# Planning Level Cost Estimates

## Year 2019 Branch Library Information – Correlation Analysis Results

| | Population | Rev Pop | Jobs | Service Population | Visits Per Population | ft2 Per Pop | Visits Per SP | ft2 Per SP | Age (From Expansion) | Building Size (ft2) | Miles to Nearest Branch | Site Size (ft2) | Total Seats | Tech Seats | Tech Seats Per Pop | Reader Seats | Meeting Room Capacity | Parking Spaces | Facility Condition Index (2016) | Juvenile Circulation (%) | Items in Collection | Collection Items Per Person | Collection Items Per SP | Public Computer Use | # of Meetings | Attendees | # of Adult Programs | # of Adul Attendees | # of Juvenile Programs | # of Juvenile Attendees | Annual Circulation | Patron Visits |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Population | 1.00 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Rev Pop | 0.60 | 1.00 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Jobs | -0.24 | 0.04 | 1.00 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Service Population | 0.08 | 0.52 | 0.88 | 1.00 | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Visits Per Population | -0.11 | -0.44 | 0.25 | 0.00 | 1.00 | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| ft2 Per Pop | -0.08 | -0.31 | 0.17 | 0.00 | 0.82 | 1.00 | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Visits Per SP | 0.15 | -0.30 | -0.34 | -0.43 | 0.77 | 0.59 | 1.00 | | | | | | | | | | | | | | | | | | | | | | | | | |
| ft2 Per SP | 0.14 | -0.18 | -0.23 | -0.28 | 0.64 | 0.87 | 0.73 | 1.00 | | | | | | | | | | | | | | | | | | | | | | | | |
| Age (From Expansion) | -0.20 | -0.29 | -0.27 | -0.37 | -0.35 | -0.59 | -0.17 | -0.53 | 1.00 | | | | | | | | | | | | | | | | | | | | | | | |
| Building Size (ft2) | 0.28 | 0.22 | 0.18 | 0.27 | 0.58 | 0.79 | 0.48 | 0.79 | -0.76 | 1.00 | | | | | | | | | | | | | | | | | | | | | | |
| Miles to Nearest Branch | 0.12 | 0.19 | 0.12 | 0.20 | 0.21 | 0.22 | 0.12 | 0.16 | -0.29 | 0.21 | 1.00 | | | | | | | | | | | | | | | | | | | | | |
| Site Size (ft2) | 0.41 | 0.23 | -0.19 | -0.05 | -0.06 | 0.25 | 0.10 | 0.47 | -0.39 | 0.48 | 0.05 | 1.00 | | | | | | | | | | | | | | | | | | | | |
| Total Seats | 0.36 | 0.30 | 0.10 | 0.23 | 0.49 | 0.69 | 0.46 | 0.73 | -0.75 | 0.94 | 0.20 | 0.47 | 1.00 | | | | | | | | | | | | | | | | | | | |
| Tech Seats | 0.20 | 0.11 | 0.05 | 0.10 | 0.46 | 0.68 | 0.41 | 0.72 | -0.74 | 0.79 | 0.03 | 0.51 | 0.81 | 1.00 | | | | | | | | | | | | | | | | | | |
| Tech Seats Per Pop | -0.53 | -0.18 | 0.32 | 0.19 | 0.45 | 0.57 | 0.20 | 0.42 | -0.57 | 0.48 | 0.11 | 0.41 | 0.56 | | 1.00 | | | | | | | | | | | | | | | | | |
| Reader Seats | 0.38 | 0.33 | 0.10 | 0.25 | 0.47 | 0.64 | 0.44 | 0.68 | -0.70 | 0.91 | 0.23 | 0.42 | 0.98 | 0.69 | 0.34 | 1.00 | | | | | | | | | | | | | | | | |
| Meeting Room Capacity | 0.51 | 0.31 | -0.04 | 0.12 | 0.35 | 0.55 | 0.42 | 0.68 | -0.71 | 0.82 | 0.20 | 0.55 | 0.89 | 0.77 | 0.26 | 0.86 | 1.00 | | | | | | | | | | | | | | | |
| Parking Spaces | 0.05 | -0.05 | 0.26 | 0.20 | 0.47 | 0.43 | 0.26 | 0.32 | -0.32 | 0.46 | 0.16 | 0.32 | 0.34 | 0.21 | 0.29 | 0.30 | | 1.00 | | | | | | | | | | | | | | |
| Facility Condition Index (2016) | 0.18 | -0.16 | -0.39 | -0.41 | -0.24 | -0.43 | 0.02 | -0.30 | 0.66 | -0.51 | -0.03 | -0.14 | -0.53 | -0.61 | -0.63 | -0.47 | -0.42 | -0.17 | 1.00 | | | | | | | | | | | | | |
| Juvenile Circulation (%) | 0.22 | 0.44 | 0.28 | 0.45 | -0.02 | 0.08 | -0.09 | 0.05 | -0.37 | 0.32 | 0.44 | 0.06 | 0.32 | 0.08 | 0.03 | 0.37 | 0.34 | 0.20 | -0.16 | 1.00 | | | | | | | | | | | | |
| Items in Collection | 0.41 | 0.43 | 0.29 | 0.45 | 0.53 | 0.61 | 0.41 | 0.56 | -0.61 | 0.83 | 0.52 | 0.30 | 0.78 | 0.51 | 0.27 | 0.80 | 0.64 | 0.43 | -0.29 | 0.41 | 1.00 | | | | | | | | | | | |
| Collection Items Per Person | -0.23 | -0.40 | 0.25 | 0.02 | 0.81 | 0.89 | 0.48 | 0.68 | -0.38 | 0.58 | 0.03 | 0.45 | 0.40 | 0.47 | 0.28 | 0.45 | -0.25 | -0.01 | 0.56 | | | 1.00 | | | | | | | | | | |
| Collection Items Per SP | 0.19 | -0.14 | -0.49 | -0.49 | 0.40 | 0.48 | 0.84 | 0.78 | -0.15 | 0.44 | 0.21 | 0.40 | 0.39 | 0.29 | 0.02 | 0.38 | 0.40 | 0.39 | 0.24 | -0.02 | 0.36 | 0.51 | 1.00 | | | | | | | | | |
| Public Computer Use | 0.18 | 0.25 | 0.04 | 0.16 | 0.35 | 0.36 | 0.34 | 0.38 | -0.49 | 0.55 | -0.07 | 0.29 | 0.60 | 0.67 | 0.49 | 0.53 | 0.49 | 0.13 | -0.45 | -0.04 | 0.42 | 0.16 | 0.15 | 1.00 | | | | | | | | |
| # of Meetings | -0.24 | 0.07 | 0.31 | 0.30 | 0.31 | 0.40 | 0.17 | 0.33 | -0.54 | 0.58 | -0.08 | 0.21 | 0.54 | 0.47 | 0.74 | 0.52 | 0.35 | 0.26 | -0.53 | 0.14 | 0.37 | 0.22 | 0.10 | 0.49 | 1.00 | | | | | | | |
| Attendees | 0.04 | 0.07 | 0.11 | 0.13 | 0.41 | 0.61 | 0.35 | 0.64 | -0.53 | 0.76 | -0.04 | 0.62 | 0.72 | 0.67 | 0.58 | 0.69 | 0.62 | 0.27 | -0.38 | 0.06 | 0.52 | 0.40 | 0.38 | 0.68 | 0.70 | 1.00 | | | | | | |
| # of Adult Programs | 0.23 | -0.03 | 0.20 | 0.16 | 0.64 | 0.71 | 0.49 | 0.62 | -0.53 | 0.66 | 0.26 | 0.21 | 0.61 | 0.60 | 0.35 | 0.57 | 0.55 | 0.28 | -0.24 | 0.15 | 0.64 | 0.60 | 0.31 | 0.38 | 0.23 | 0.41 | 1.00 | | | | | |
| # of Adul Attendees | 0.22 | -0.01 | 0.05 | 0.04 | 0.67 | 0.75 | 0.62 | 0.72 | -0.44 | 0.75 | 0.32 | 0.18 | 0.70 | 0.47 | 0.31 | 0.71 | 0.60 | 0.32 | -0.18 | 0.23 | 0.73 | 0.66 | 0.53 | 0.31 | 0.35 | 0.49 | 0.85 | 1.00 | | | | |
| # of Juvenile Programs | 0.26 | 0.25 | 0.43 | 0.49 | 0.31 | 0.25 | 0.20 | 0.19 | -0.39 | 0.50 | 0.18 | 0.02 | 0.49 | 0.38 | 0.12 | 0.49 | 0.37 | 0.26 | -0.16 | 0.39 | 0.56 | 0.17 | 0.01 | 0.20 | 0.35 | 0.17 | 0.44 | 0.41 | 1.00 | | | |
| # of Juvenile Attendees | -0.07 | -0.07 | 0.18 | 0.12 | 0.21 | 0.13 | 0.18 | 0.11 | -0.16 | 0.12 | 0.22 | -0.10 | 0.13 | 0.00 | 0.05 | 0.16 | 0.05 | 0.09 | -0.14 | 0.23 | 0.20 | 0.20 | 0.26 | -0.02 | 0.10 | -0.01 | 0.22 | 0.27 | 0.32 | 1.00 | | |
| Annual Circulation | 0.18 | 0.28 | 0.46 | 0.53 | 0.42 | 0.34 | 0.18 | 0.17 | -0.33 | 0.47 | 0.64 | -0.08 | 0.37 | 0.04 | 0.09 | 0.44 | 0.22 | 0.42 | -0.06 | 0.38 | 0.79 | 0.19 | -0.04 | 0.20 | 0.09 | 0.39 | 0.52 | 0.50 | 0.21 | | 1.00 | |
| Patron Visits | 0.36 | 0.36 | 0.30 | 0.43 | 0.62 | 0.49 | 0.54 | 0.44 | -0.53 | 0.77 | 0.36 | 0.14 | 0.76 | 0.53 | 0.29 | 0.77 | 0.63 | 0.43 | -0.32 | 0.37 | 0.87 | 0.39 | 0.29 | 0.57 | 0.45 | 0.51 | 0.56 | 0.64 | 0.63 | 0.20 | 0.68 | 1.00 |