

DATE ISSUED: July 10, 2002 REPORT NO: 02-159

ATTENTION: Honorable Mayor and City Council
Docket of July 30, 2002

SUBJECT: Library Department Facility Improvements

REFERENCE: Manager's Report No. 01-234 Dated January 30, 2001
Manager's Report No. 01-148 Dated July 25, 2001
Manager's Report No. 01-234 Dated October 26, 2001
Manager's Report No. 01-275 Dated December 7, 2001
Manager's Report No. 02-116 Dated May 22, 2002

SUMMARY

Issue: 1) Should the City Council approve the following list of Main and branch library improvement projects?

1. Main Library
2. Balboa
3. Carmel Mountain Ranch (expansion)
4. College Heights/Rolando
5. La Jolla/Riford (expansion)
6. Logan Heights
7. Mission Hills/Hillcrest
8. North Park
9. North University Community
10. Ocean Beach (expansion)
11. Otay Mesa/Nestor (expansion)
12. Otay Mesa/East
13. Pacific Beach/Taylor (expansion)
14. Paradise Hills
15. Point Loma
16. San Carlos (expansion)

17. San Ysidro
18. Scripps Miramar Ranch (parking lot)
19. Serra Mesa/Kearny Mesa
20. Skyline Hills
21. South University Community (expansion)
22. Tierrasanta (expansion)

2) Should the City Council approve the timeline and guiding principles for project development?

3) Should the City Council direct the City Manager to return to the Council in the fall of 2002 with a financing plan for the Main Library and branch libraries?

Manager's Recommendation: 1) Approve the list of Main and branch library improvement projects.

2) Approve the timeline and guiding principles for project development.

3) Direct the City Manager to return to the City Council in the fall with a financing plan for the Main Library and branch libraries.

Other Recommendations: The Board of Library Commissioners will be meeting on July 12, and will be asked to take action on the Manager's recommendation at that time.

Fiscal Impact: Based on the City Council's review and revisions of the library facilities improvement plan and the adoption of a defined list of projects earmarked for capital improvements, the Engineering and Capital Projects Department will develop the scope of work, timeline and costs (including escalation) associated with each individual project. Once this engineering assessment is completed and analyzed, Financial and Management Services will develop a mix of financing alternatives, while taking into account the individual project design and construction cash flow needs, project cash allocations, increasing operating and maintenance costs, and other identified revenues. The Manager will return in the fall of 2002 with a list of financing alternatives and an overall financing plan for the projects approved by the City Council.

Note that the financing plan is predicated upon the cash flow requirements of the overall program. The engineering assessment will enable the financing team to establish an accurate projected financing timeline including an appropriate bond issuance date or dates. In the next two months, analysis of the engineering assessment will enable staff to identify costs that are eligible to be funded with bond proceeds; determine if the financing should be executed in a single bond issuance or in multiple issuances; and determine the cost effectiveness of utilizing multiple bond issuances versus utilizing a combination of interim funding, cash funding, and a single bond issuance.

The combined total project cost estimate for the Main Library and the branch libraries listed above is estimated to be approximately \$303 million. Of that total, \$153.5 million is for branch library improvements, and \$149.5 million is for the Main Library.

BACKGROUND

In San Diego and other communities, the public library is a comprehensive provider of services for all citizens. Libraries provide educational opportunities, both directly and in support of other community agencies. Libraries offer resources and programs for pre-Kindergarten, K-12 and adult lifelong learning. The library offers materials and programming for basic, information, and civic literacy. For many people, the library is the only available gateway to the digital resources of the world. The library is a cultural and social center for the community, providing visual arts and cultural displays and presentations by and about San Diegans. The library contributes to the economic development of the city and the region by providing a range of services to small and large businesses, as well as job and career information for those coming into the job market. The public library is a primary provider of recreation and information for personal fulfillment for all citizens, and the library is the community's principal preserver and organizer of the world's information and knowledge, for the benefit of all.

Libraries across the nation have been experiencing unprecedented growth in recent years. Contrary to popular thought, new and expanded libraries have been continuing to open even though a growing number of people can access the Internet from home and visit libraries electronically. The December 2000 annual building issue of *Library Journal* described 241 new or expanded public libraries at a cost of \$633 million. Between July 1999 and December 2000, voters approved future expenditures of \$877 million nationwide for new public library buildings. Some of the larger bonds passed in the last few years include \$178 million to construct or improve 32 branch libraries in Los Angeles, \$212 million to replace or expand 20 libraries in San Jose, \$196 million to construct a new Central Library and 28 new or expanded branches in Seattle, \$150 million to build or improve 19 branches in Jacksonville, and \$50 million to improve 20 branches in Chicago, which is in addition to the 33 branch construction projects that have been completed or underway in that city since 1989.

San Diego Library Facilities

The period from 1980 to 2002 saw substantial growth and change for library facilities. In 1980, San Diego had a population of 865,000, and the library system included the Central Library, 29 branch libraries and several bookmobiles. Those 29 branch libraries averaged less than 5,000 square feet, and total branch square footage equaled 142,119 square feet.

During the 22 year period, San Diego's population grew to over 1.2 million and 19 branch library construction projects were completed. The number of branches increased from 29 to 33, as service was expanded to newly developing communities in the north of the city. During the period a total of thirteen new branch buildings were completed, some replacing previous facilities at new sites. The thirteen new buildings totaled 203,872 square feet and averaged more than 15,000 square feet in size. The larger size was as a result of adding more and larger

meeting rooms, space for teens, computer labs, community service centers, and other amenities to meet the changing roles of libraries in the community. These improvements have allowed the library system to offer a wider variety of materials, programs and services to the public.

Natural Resources and Culture (NR&C) Committee

In his 2001 State of the City Address, Mayor Murphy outlined a vision for an improved library system. The Mayor partnered with Councilmember Madaffer and asked him to develop an approach to implement his goal of building a strong, comprehensive library system. In early 2001, the NR&C Committee began work on implementing the Mayor's goal by holding a series of meetings to review the state of the Library and its buildings and services.

On January 31, 2001, the Natural Resources and Culture Committee held the first meeting on "The State of the Library" that included a status report on the library system, who it serves, how it has grown and current demands on the system.

The meeting of February 14, 2001, a "Review of the Chicago Library System and Public Comment Regarding Libraries in San Diego," included a presentation by Mary Dempsey, Director of the Chicago Public Library explaining how Chicago has embraced a systems approach to their libraries, using them as community centers and as catalysts for positive change in Chicago's neighborhoods. Testimony was also taken from the public representing most of the communities served by the 33 branches in the library system.

The February 28, 2001 NR&C Committee meeting consisted of a "Review of the Design Work for a Main Library as Authorized by the Previous City Council" that included a presentation by Architect Rob Quigley with the plans for the Main Library.

In the fall of 2001, the Natural Resources and Culture Committee held a second series of four meetings to review Library capital needs in each Council District. Each meeting (October 31, November 14 and 28, December 12, 2001) focused on two Council Districts with staff presentations on the conditions of the facilities, public testimony, and comments from the Councilmember serving the district. Staff also met individually with each Councilmember to receive their top priorities for branch projects.

City Council Actions Related to the Library System

In addition to the NR&C Committee meetings, the City Council took action on July 30, 2001 to reaffirm the Park to Bay site as the preferred location for the Main Library, authorized the City Manager to amend the architectural agreement for the next phase of architectural services for the Main Library, and authorized the City Manager to execute a Memorandum of Understanding with the San Diego Public Library Foundation for fundraising and to allocate \$1 million toward the San Diego Library System fundraising goal.

On January 22, 2002, the City Council selected the Main Library, Logan Heights and San Ysidro branch libraries for application to the State Library for Proposition 14 grant funding. On May

14, the City Council approved the ordinances for joint use cooperative agreements with the San Ysidro School District and the San Diego Unified School District as a first step toward applying for Proposition 14 grants.

On May 28, 2002, the City Council took a number of actions regarding the Proposition 14 applications as required by the grant application process. Included in these actions were approval of the lease agreement between the City and the San Diego Unified School District for the Logan Heights library site, approval of the project budgets for the Main Library, Logan Heights and San Ysidro projects (provided in the Discussion section, below), appropriation of the required 35 percent local match, and certification that the appropriate Negative Declarations or Environmental Impact Reports were reviewed and considered prior to approving the three projects for Proposition 14 funding.

DISCUSSION

Guiding Principles

Some basic principles have been used in order to help identify the building projects listed in this report. These guiding principles are:

1. That 15,000 square feet should be the minimum size of a branch library in order to house meeting rooms, computer labs, separate areas for children and teens, and the other functions of a modern branch library.
2. There will be at least one larger library facility in each Council District.
3. The projects selected on this improvement list should be finished before other projects are selected, unless other projects are fully funded by non-City sources.
4. If other funds become available which free up money programmed for an improvement project, the freed up monies should go to other projects already on the improvement list.
5. Community service centers should be constructed at the larger branch libraries where feasible.
6. In order to meet the Mayor's goal of pursuing energy independence, the City will implement the U.S. Green Building Council's LEED Rating System for buildings with a Silver Rating goal for as many projects as is feasible.

Additionally the following factors were considered when selecting and phasing the projects:

- Age, condition and size of the current building;
- Size of population served;
- Proximity to other libraries; and
- Readiness and/or status of the project to proceed including whether a site has been identified, acquired, design started, and the availability of funding.

Newer branches (built in the 1990's) will, as time goes on, require the replacement of major building systems, interior and exterior improvements. Capital costs to renovate or replace these newer branches should be included in any long-term plan to address library system needs, but are

not addressed in this report.

As noted in the Guiding Principles above, the Leadership in Energy and Environmental Design (LEED) Rating System, with a Silver Rating goal, will be implemented for the Main Library and for branch projects except those that are too far along in the design “pipeline” to modify without major cost impacts. Design principals that will be followed for the Main Library and appropriate branches include:

- Sustainable Sites – alternative transportation, storm water management, urban redevelopment;
- Water Efficiency – water efficient landscape, water reuse;
- Energy and Atmosphere – optimize energy performance, renewable energy, additional commissioning;
- Materials and Resources – construction waste management, recycled content, local/regional materials;
- Indoor Environmental Quality – low emitting materials, indoor chemical and pollutant source control;
- Innovation and Design Process – chilled water plant, dome as sun screen (Main Library), LEED accredited professional on design team.

Following are the Main Library and an alphabetical summary of the 21 branch library facilities which have been selected for improvement based upon the above guidelines and factors, and input from the Mayor and City Council.

1. **Main Library (CIP 35-082.0)** - This project provides for the design and construction of a main library at the Park to Bay site of approximately 378,836 square feet with 256 underground parking spaces dedicated to library patrons. Consultants were hired to develop a detailed building program, and Rob Wellington Quigley, FAIA, was hired to design the building. The estimated cost of this project is \$149.5 million. A Proposition 14 grant application for \$20 million was submitted to the State Library in June. A financing plan for the Main Library was approved by the Mayor and City Council in July of 2001, which will now be incorporated in the overall financing plan that will be provided to the City Council in the fall.
2. **Balboa Branch Library (CIP 35-102.0)** - This project provides for a new 15,000 square foot library on the current site at 4255 Mt. Abernathy Avenue. The architectural consultant from Mosher Drew Watson Ferguson has completed preliminary studies and some conceptual designs for the project estimated to cost \$7.25 million. No funds have been identified for this project.
3. **Carmel Mountain Ranch Branch Library (CIP 35-111.0)** - This branch library is recommended for expansion on the current site located at 12095 World Trade Drive from 13,102 to 15,000 square feet at an estimated cost of \$2.2 million. No funds have been identified for this expansion.

4. **College Heights/Rolando Branch Library (CIP 35-071.0)** - This new 15,000 square foot facility will be located on Montezuma at Reservoir Drive, and will provide community meeting space, a computer lab, and more space for collections and seating for the public. The new facility is at the 90% design phase and is estimated to cost \$5.5 million with over \$2.8 million identified.
5. **La Jolla/Riford Library Center (CIP 35-094.0)** - This project provides for a 15,700 square foot expansion of the La Jolla library located at 7555 Draper Avenue on a lot adjoining the existing building. Construction is scheduled to begin in August, 2002, and the Friends of the La Jolla Library have committed to fund this expansion estimated to cost over \$4.2 million.
6. **Logan Heights Branch Library (CIP 35-101.0)** - The new 25,000 square foot library will be located on the Logan Elementary School site, adjacent to the Memorial Charter Middle School. The City has submitted an application for a Proposition 14 grant for \$5,250,000 to complete funding for this \$8.4 million project.
7. **Mission Hills/Hillcrest Branch Library (CIP 35-096.0)** - Some preliminary design work has been prepared by RNP Architects for a new 15,000 square foot facility on new site at Washington and Front Streets. The project is estimated to cost \$9.95 million with only \$166,500 identified.
8. **North Park Branch Library (CIP 35-104.0)** - Architectural consultant Jeff Katz has been assigned to perform preliminary studies and designs for the project. Recently the City has been contacted about some opportunities to relocate the library as part of new mixed use projects in North Park., possibly relocating the library from its location at 3795 31st Street. The Library will continue to explore opportunities to provide a new 20,000 square foot facility in North Park that is estimated to cost \$11.5 million.
9. **North University Community Branch Library (CIP 35-098.0)** - This project will provide for a 15,000 square foot library on a City-owned park site at Nobel Drive and Judicial Drive. Design began in FY 2002, and the \$7.3 million project cost is anticipated to be funded by available Facilities Benefit Assessment/Developer Impact Fees (FBA/DIF) in the community.
10. **Ocean Beach Branch Library (CIP 35-100.0)** - The architectural consultant of Hanna Gabriel Wells has completed preliminary designs for a 15,000 square foot library using the original (1927) wing of the building on the current site at 4801 Santa Monica Avenue and purchasing adjacent properties. Approximately \$2 million of the \$9.4 million project cost is identified.

11. **Otay Mesa/Nestor Branch Library (CIP 35-087.0)** - The new project will expand existing facility located at 3003 Coronado Avenue by 5,000 square feet, providing expanded meeting and conference space, a computer lab and space necessary for growing collections. This project also includes the repair/replacement of major building systems in the original part of the building. The \$3 million project is currently in design and all funding has been identified.
12. **Otay Mesa/East Branch Library (CIP 35-086.0)** - The new project will provide a 15,000 square foot branch library to serve the Otay Mesa/East community. Site acquisition is scheduled for FY 2007. It is anticipated that the funding for this \$10 million project will be provided from the FBA funds collected for this community
13. **Pacific Beach/Taylor Branch Library (CIP 35-105.0)** - Some preliminary discussions have been held with the building architect Manuel Oncina concerning an expansion of the current building located at 4275 Cass Street, which is estimated to cost \$2.6 million. This expansion is assumed to be funded by a gift or a grant.
14. **Paradise Hills Branch Library (CIP 35-106.0)** – It is recommended to replace the current facility located at 5922 Rancho Hills Drive with a new 15,000 square foot library on a new site with an estimated project cost of \$9.9 million. No site or funding has been identified for this project.
15. **Point Loma Branch Library (CIP 35-067.0)** - This project provides for a new 25,890 square foot library on land adjacent to the existing facility at 2130 Poinsettia Drive. Construction began in FY 2002 and is scheduled for completion in late FY 2003. All of the \$10.95 million project cost has been identified.
16. **San Carlos Branch Library (CIP 35-088.0)** – This project provides for a 16,800 square foot expansion and architectural enhancement of the current facility located at 7265 Jackson Drive. Only \$100,000 of the \$9.2 million total project cost has been identified.
17. **San Ysidro Branch Library (CIP 35-093.0)** - The new 25,000 square foot library will be part of the Las Americas shopping plaza on Camino de la Plaza and Willow Road. The City has submitted an application for Proposition 14 grant funding for \$9,546,000 to complete the funding for this \$14.7 million project.
18. **Scripps Miramar Ranch Branch Library Center (CIP 35-112.0)** - It is recommended that the parking lot at this branch library, located at 10301 Scripps Lake Drive, be expanded. No funding has been identified for this \$1.1 million project.
19. **Serra Mesa/Kearny Mesa Branch Library (CIP 35-089.0)** - The new 15,000 square foot building, located at the 8900 block of Aero Drive, is at the 90% design phase. The new branch will provide the community with a computer lab, meeting space as well as space for expanded collections and a pleasant and inviting atmosphere. Approximately \$5 million of the \$6.3 million project cost has been identified.

20. **Skyline Hills Branch Library (CIP 35-107.0)** - Some preliminary investigation has been done to identify a site for a new 15,000 square foot library, and an area has been identified near the existing library located at 480 S. Meadowbrook Drive. A portion of the \$9.6 million project cost is assumed to be funded by a gift or a grant.
21. **South University Community Branch Library (CIP 35-113.0)** - It has been recommended that this facility, located at 4155 Governor Drive, be expanded by up to 5,000 square feet. No funding has been identified for this \$6 million project.
22. **Tierrasanta Branch Library (CIP 35-108.0)** - The proposed 6,234 square foot expansion of this facility located at 4985 La Cuenta Drive would require the relocation of the Fire Station located next to the Library. This project is estimated to cost \$4.4 million and funding will be provided from future FBA funding in the community.

Four attachments are available at the end of this report to provide additional information about the library system and the proposed improvement projects.

- **Attachment 1** is a summary of the projects being recommended for improvements, including the Main Library project. The summary lists the projects by Council District and provides the current square footage, the proposed square footage, the type of project being recommended, the total project cost estimates and incremental increase of the operating and maintenance costs for the new or expanded library facilities.
- **Attachment 2** provides information about the age and size of all library facilities in the system by Council District. Included is the current total square footage by district and the revised total once the improvements recommended above are completed.
- **Attachment 3** consists of an update of the “baseball cards” contained in the Branch Library Facilities Report issued in April 1998 for all projects being recommended for improvements. These “baseball cards” provide photographs, basic facts and descriptions of the existing facilities.
- **Attachment 4** presents a ten year planning timeline of the improvement projects listed above. The time line attempts to acknowledge the financial and human resources required to complete all of the projects during the planning period.

Financing Plan

As stated in Fiscal Impact, above, once the Mayor and City Council select the improvement projects, the Engineering and Capital Projects Department will develop the scope of work, timeline and costs associated with each individual project. Once this engineering assessment is completed and analyzed, Financial and Management Services will develop a mix of financing alternatives, while taking into account the individual project design and construction cash flow needs, project cash allocations, increasing operating and maintenance costs, and other identified revenues. The City Manager will return in the fall of 2002 with a list of financing alternatives

and an overall financing plan for the projects approved by the Mayor and City Council.

Respectfully submitted,

Anna Tatár
Library Director

Approved: Bruce A. Herring
Deputy City Manager

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- [Attachment 1 Recommended Library Improvement Projects](#)
- [Attachment 2 Library Square Footage by Council District](#)
- [Attachment 3 “Baseball Cards” for Library Improvement Projects](#)
- [Attachment 4 Libraries Design and Construction Milestones](#)