



CITY COUNCIL STUDY SESSION REPORT

MEETING DATE: July 10, 2007

ITEM NUMBER:

SUBJECT: DEVELOPMENT FEE FOR LIBRARY SERVICES

DATE: JULY 2, 2007

FROM: CITY MANAGER/ADMINISTRATION

PRESENTATION BY: THOMAS R. HATCH, ASSISTANT CITY MANAGER
ANN C. SHULTZ, LEGISLATIVE AND PUBLIC AFFAIRS
MANAGER

FOR FURTHER INFORMATION CONTACT: ANN C. SHULTZ, LEGISLATIVE AND PUBLIC
AFFAIRS MANAGER (714) 754-5667

RECOMMENDATION:

It is recommended that the City Council determine whether to direct staff to take the steps necessary to prepare a draft ordinance to create a development fee for library services.

BACKGROUND:

At the April 10, 2007 Study Session, staff presented a report to the City Council on Development Impact Fees for Library Services (Attachment 1). That report was a result of a request made by City Council at their January 16, 2007 meeting. At that meeting, the City Council conducted a public hearing on several high-rise residential projects in the North Costa Mesa Specific Plan Area. Part of that evening's discussion included the consideration of adoption of development impact fees to support the funding of affordable housing, public art and library services in Costa Mesa.

The City Council decided against development impact fees for affordable housing and public art. However, they did request that the issue of development fees for increased library services be brought back to a Study Session for further discussion and consideration.

At the April 10 Study Session, the City Council subsequently received the staff report, but asked for additional information on ways the fee amount could be justifiably increased including the inclusion of impact fees for non-residential development.

ANALYSIS:

As detailed in the previous report, Government Code Section 66000 et seq, implemented with the adoption of Assembly Bill 1600 in 1989, allows local authorities to impose any fee as a condition of approval of a development project to fund the construction of public facilities, provided that the fee does not exceed the estimated reasonable cost of providing the facility. Furthermore, the City must demonstrate that there is a reasonable relationship between the need for the public facility and the development project.

The following information is seeking to build upon and augment the April 2007 staff report with additional information that was either requested by the City Council or that staff felt would be of assistance to the City Council:

Survey of Cities in Orange County

A survey was conducted of all Orange County cities to determine if they assess impact fees and if so, how those fees are calculated and what is the current rate (Attachment 2). The cities were also surveyed as to whether those fees are applied to non-residential developments. Huntington Beach, Laguna Beach, Laguna Niguel, Lake Forest and Orange were the only cities that have impact fees related to library services. The per residential unit fees ranged from a high of \$769 to a low of \$200 per unit with Huntington Beach charging \$.44 per square foot for residential development instead of a flat fee. Lake Forest has established an ordinance for a fee, but has elected not to charge a fee at this time. Only Huntington Beach has a non-residential fee which is \$.04 per square foot or approximately 1/10 of their residential fee.

City of Richmond

In the research conducted for the April Study Session report, staff was directed by another city to the City of Richmond; a northern California city that has not only adopted impact fees, but applies those to both residential and non-residential developments. In April, the City Council requested more information on how Richmond structures their fees. A copy of Richmond's staff report when they initiated the fee is included as Attachment 3.

Richmond calculated the current library space needed and projected the future space needed based on projected population growth. They calculated an average of 2.82 persons per dwelling unit (for Orange County it is 2.66); 2 employees per 1,000 square feet for retail; 3.33 employees per 1,000 square feet for office; 1.40 employees per 1,000 square feet for industrial; and .42 employees for warehouse. Additionally, Richmond utilized an in-depth study conducted by the City of Phoenix, Arizona that suggested an employee weighting of 0.19 (as opposed to a resident weighting of 1.0). However, Richmond decided to use a more conservative employee weighting estimate of 0.10. In addition, they also included a books per capita number. According to their information, the Library Profession recommends three books per capita for a city of Richmond's size. They estimated the average cost of a new book at \$52.15 based on the 2003 Public Facilities Fees Updates by a private consultant. Lastly, they included a construction cost of \$458 per square foot based on the same 2003 study.

The following fees are charged by Richmond:

Land Use	Materials	Facilities	Total Fee
Residential (per unit)	\$441.19	\$787.76	\$1,228.95
Non-Residential (per 1,000 sq. ft.)			
Retail	\$31.29	\$54.96	\$86.25
Office	\$52.15	\$91.60	\$143.75
Industrial	\$21.89	\$41.22	\$63.11
Warehouse	\$6.25	\$9.16	\$15.41

Since adoption of the fees by Richmond in May 2005, \$90,000 in fee revenue has been generated with an anticipated \$1.2 million to be generated over the next five years. It should be noted that non-residential fees constitute less than 10 percent of that amount.

Estimated Library Space Needed Per Capita

To calculate a Library Impact Fee, one of the important factors is what standard is used for the amount of library space needed per person. Based on the 2000 Arroyo Study for the City of Costa Mesa, the factor of .38 square foot of library space per person was recommended. The City of Richmond is using the factor of .61 square foot per capita. In discussions with the Acting County Librarian, she estimates that the factor of .50 per square foot is a good recommended standard. Another study from Cottonwood, Arizona recommended a standard of .60 per capita. A Library Needs Assessment Study recently completed by the City of Irvine in October 2006 (also by Arroyo Associates) suggested a standard square footage of .40 to .50 per capita. Irvine has adopted a per square foot standard of .50 and is exploring ways to justifiably increase this standard to potentially .86. Irvine has identified a single family residential unit fee of \$810 but has not yet adopted the fee. The Irvine Study did not include any proposed fee for non-residential development.

Square Foot Per Capita Comparisons	
Library System	Square Foot Per Capita
Cerritos Library	1.598
Chula Vista Library	0.501
Glendale Library	0.763
Huntington Beach Library	0.635
Mission Viejo Library	0.423
Moreno Valley Library	0.097
Newport Beach Library	0.852
Oceanside Library	0.277
Ontario Library	0.211
Oxnard Library	0.404
Pasadena Library	1.227
Pomona Library	0.354
Rancho Cucamonga Library	0.139
Riverside Library	0.317
San Bernardino Library	0.403
<u>Santa Barbara Library</u>	<u>0.337</u>
Average of Libraries	0.534
Irvine Library	0.158
OCPL System Average	0.220
County System Average	0.295
Costa Mesa Library	0.145

Estimated New Construction Costs

The current costs for construction of new library facilities was discussed with Helen Fried, Acting County Librarian, and she estimates costs of approximately \$600 per square foot. Attachment 4 includes a listing of 38 new libraries completed in California in 2005, 2006 and 2007. This provides an excellent source to justify the cost of approximately \$495 per square foot for library construction. This \$495 per square foot figure includes the costs of

construction, all furnishings, and site acquisition. A consultant hired by the City of Irvine determined a range of new construction costs of low \$550, medium \$625 and high \$700 per square foot without land acquisition (Attachment 5).

Fee Options for Costa Mesa

There are various data that could be used in the calculation of fees. Two options are provided below for the City Council’s consideration:

Option 1 – Fee to Residential Development Only

Single-Family Residential	
2.66 persons per single-family residence x .38 sq. ft. per person	1.01 sq. ft. per residential unit
1.01 sq. ft. per unit x \$495.00 per sq. ft. for new construction	\$500.00 per unit fee for construction
Multi-Family Residential	
2.71 persons per multi-family residence x .38 sq. ft. per person	1.03 sq. ft. per residential unit
1.03 sq. ft. per unit x \$495.00 per sq. ft. for new construction	\$510.00 per unit fee for construction
No proposed fee for non-residential development	

Three sources are used for the data in Option 1: US Census, Costa Mesa Arroyo Study and Construction Cost Survey in Attachment 4.

Option 2 – Fee to Residential Development Only

Single-Family Residential	
3.00 persons per single-family residence x .50 sq. ft. per person	1.50 sq. ft. per residential unit
1.50 sq. ft. per unit x \$693.00 per sq. ft. for new construction	\$1,040.00 per unit fee for construction
Multi-Family Residential	
2.80 persons per multi-family residence x .50 sq. ft. per person	1.40 sq. ft. per residential unit
1.40 sq. ft. per unit x \$693.00 per sq. ft. for new construction	\$970.00 per unit fee for construction
No proposed fee for non-residential development – City Council could direct staff to conduct surveys and other research to determine the impact on local libraries by non-residential development in Costa Mesa. Huntington Beach did a survey of library users and found that about 11% of their library users worked in the community but did not live in the community. This gave them the foundation to create a fee for non-residential development (for example \$400 on 10,000 Sq. Ft. commercial building).	
Bolded items indicate changes from Option 1	

Three sources are used for the data in Option 2: The City of Irvine Library Needs Assessment Study by Arroyo Associates, the City of Irvine Library Alternatives Study with data from Griffin Structures, Inc., and square foot cost for acquisition of 261 Monte Vista in Costa Mesa.

If the City Council determines to proceed with formal consideration of an ordinance, the process will take about three months to complete and require a determination as to how the impact fees will be used (expand existing facilities or build new facilities).

ALTERNATIVES CONSIDERED:

- 1) Direct staff to take the steps necessary to bring forward a development impact fee for library services (with or without a non-residential development fee component).
- 2) Receive and file this report.
- 3) Direct staff to prepare a report on other options for financing future library needs such as bonds and/or the creation of a library district.
- 4) Hire a consultant to conduct a more in-depth needs assessment of the Community as well as a formulation of proposed fees. A consultant would conduct an in-depth study of current as well as future library services needs (update the Arroyo Study) and compile exact fees and the rationale for those fees. Such a study would provide specific information that would be useful in determining the allocation of funds collected through the development fee. The approximate cost for such a report would be \$40,000 and would take six to eight months to complete.

CONCLUSION:

The City Council must determine whether it wishes to direct staff to take the steps necessary for adoption of a development fee for library services.

ANN C. SHULTZ
LEGISLATIVE AND PUBLIC AFFAIRS
MANAGER

THOMAS R. HATCH
ASSISTANT CITY MANAGER

DISTRIBUTION: Helen Fried, Acting County Librarian, OCPL
Paula Bruce, Regional Manager, OCPL
Friends of the Library

ATTACHMENTS: 1 [April 10, 2007 Study Session Report](#)
2 [Survey of Orange County Cities](#)
3 [City of Richmond Staff Report](#)
4 [Construction Costs for Recently Completed California
Public Libraries](#)
5 [Construction Costs Per Square Foot Per Irvine Study](#)

Study Session Report on Impact Fees July 2007.doc

July 2, 2007

9:50 am



CITY COUNCIL STUDY SESSION REPORT

MEETING DATE: April 10, 2007

ITEM NUMBER:

SUBJECT: DEVELOPMENT FEE FOR LIBRARY SERVICES

DATE: APRIL 2, 2007

FROM: CITY MANAGER/ADMINISTRATION

PRESENTATION BY: THOMAS R. HATCH, ASSISTANT CITY MANAGER

FOR FURTHER INFORMATION CONTACT: THOMAS R. HATCH, ASSISTANT CITY MANAGER
(714) 754-5288 OR MEL LEE, SENIOR PLANNER
(714) 754-5611

RECOMMENDATION:

That the City Council determine whether to direct staff to take the steps necessary to prepare a draft ordinance to create a development fee for library services.

BACKGROUND:

At its January 16, 2007 meeting the City Council conducted a public hearing on several high-rise residential projects in the North Costa Mesa Specific Plan Area: Segerstrom Town Center, Orange County Museum of Art, The Californian at Town Center, Symphony Towers, and Pacific Arts Plaza.

At that time, the City Council considered the adoption of development impact fees to support the funding of: affordable housing, public art in Costa Mesa, and library services.

The Council opted not to support development impact fees for affordable housing or public art. Although it took no action on development fees for increased library services, the members did request that the issue be brought back to a Study Session for further discussion and consideration.

ANALYSIS:

The attached memo on the Process for Adopting Development Impact Fees was included as part of the January 16 staff report for the above cited high-rise projects (see Attachment 1).

In summary, the memo pointed out that the City currently levies development impact fees on new projects to mitigate impacts to transportation, parks and recreation, and storm drains. There are provisions in the State Government Code that outline the process local agencies must follow prior to imposing such an impact fee.

Government Code Section 66000 et seq, implemented with the adoption of Assembly Bill 1600 in 1989, allows local authorities to impose any fee as a condition of approval of a development project to fund the construction of public facilities, provided that the fee does not exceed the estimated reasonable cost of providing the facility. Furthermore, the City must demonstrate that there is a reasonable relationship between the need for the public facility and the development project.

Costa Mesa is currently a member of Orange County Public Library (OCPL) System which operates three branch libraries within the City: the Donald Dungan (downtown-Lions Park) Library, the Mesa Verde Library, and the Technology Branch. The City owns the first two sites while the Technology Branch operates in a leased storefront on Bristol Street. OCPL provides materials and staffing to all three as our contractor. A portion of property tax from each member city goes to OCPL from the State. The funds are allocated according to a formula which takes into account the population of and circulation for each member city as well as library needs throughout the member cities. Prior to 2002, Costa Mesa was a donor city; meaning that our property tax contributions to the total OCPL budget exceeded the cost of the services the City received. However, in 2002 OCPL opened the technology branch. With the opening of the third branch, Costa Mesa became a non-donor city. According to OCPL's latest calculation, Costa Mesa receives more for their tax dollars than any other member city. Costa Mesa's annual circulation for all three libraries is 250,645 (see Attachment 2).

In 2000, the Costa Mesa City Council commissioned Arroyo Associates, Inc. to study, assess and make recommendations regarding library services in Costa Mesa. The Arroyo Study ultimately found that Costa Mesa's library resources were inadequate for a city of its size. The Executive Summary is included as Attachment 3 of this report. Their findings were based on a review of library resources in other cities of similar size and demographics. According to the findings at the time, a city the size of Costa Mesa should be served by at least 41,000 square feet of library space. The difference between the recommended square footage and the square footage of 16,360 (this includes the 2,400 square foot Technology Branch) of existing library space is a shortfall of 24,640 square feet. The Study noted that Costa Mesa has the smallest library facilities of all the cities in California with a similar population base.

In June 2005 the Friends of the Library requested that the City Council set aside Civic Center Park, a 2.5 acre site adjacent to Costa Mesa City Hall and the Police Department, for the eventual construction of a Central Library. As part of the request, the Friends committed to raising all the funds to construct the library facility through grants and donations. The City Council ultimately approved the request with the provision that the Friends must raise 30 percent of the anticipated cost of the construction by the 3rd year, 50 percent by the 5th year and 70 percent by the 7th year. If these goals have not been met, the Council may withdraw the site from the project at any time (see Attachment 4).

The January 16, 2007 Staff Report indicated that the introduction of new residents from the high-rise condominium projects would further increase demand on library services. The Environmental Impact Report supported this, identifying a cumulatively significant impact on library services that could not be mitigated below a level of significance. Upon Planning Commission review prior to City Council review, the Commission added a condition of approval related to library impacts that stated:

"Prior to issuance of building permits, the project applicant shall pay a library services impact fee for the development costs for expanded or new library facilities pursuant to the Library Services Impact Fee Program, if such a program is established by the City of Costa Mesa by the time of the permit issuance."

The Council left this condition in place in approving the project.

Staff has prepared an estimated sliding scale of development impact fees. These fees are based on the original figures from the Arroyo Study on the total library space recommended for Costa Mesa in 2000 (41,000 square feet). Staff then divided that number by the 2000 population number for a figure of .38 square feet of space per person. Those figures were then projected forward to 2006 to arrive at the amount of library space needed today. Using the OCPL construction cost per square foot, staff then applied that figure to the size and type of development to arrive at the figures included in the attached sliding scale (see Attachment 5).

The proposed fees are based on the following assumptions and rationale:

- The fees cannot be used to make up for past or existing deficiencies in the current library facilities. Rather, they can only be applied to the differential between what should exist and projected population and needs in the future.
- The Arroyo Study, completed in 2000, is still a valid basis for projecting library services needs.
- The construction cost of \$500 per square foot is an estimate from OCPL of current library construction costs. The estimate is based on the construction of a 10,000 square foot, one-story library structure with ground level parking.
- The fees do not include staffing, supplies, maintenance, and other operating costs. Legally impact fees can only be expended on capital improvements.
- No site acquisition costs have been included. This is based on the Council's previous decision to set aside the Civic Center Park parcel for a future library site. The City Council could decide to include site acquisition costs in the fee calculations. For informational purposes, the recent acquisition of the Monte Vista site was \$68 a square foot.

- The fees would apply only to residential and not to such non-residential uses as retail, office, industrial and warehouse. This is the same rationale used to calculate Park Development Fees. As such, these fees are only levied on residential development with the rationale that commercial users are significantly less likely to patronize community libraries. The City Council could direct staff to propose fees for non-residential uses as well.
- Fees would be revisited on an annual basis as with the Transportation Impact and Park Impact fees.

If the City Council accepts these assumptions, the process, including the development of the necessary ordinance, is estimated to take three months. The option would require additional community discussion to determine the best approach to expend the new revenue (expand existing facilities or build new facilities).

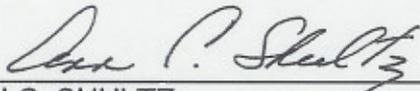
ALTERNATIVES CONSIDERED:

- 1) Direct staff to hire a consultant to prepare a report to determine an alternative method for calculating and capturing appropriate fees. This process would include meetings with stakeholders in the community and could allow the City Council, if it desires, to justify a higher and more extensive fee structure that would capture non-residential developers as well. The approximate cost for such a report would be \$15,000 to \$20,000 and is estimated to take four to six months to complete.
- 2) Direct staff to hire a consultant to do an in-depth study of current as well as future library services needs (update the Arroyo Study) and compile exact fees and the rationale for those fees. An in-depth study would provide specific information that would be useful in determining the allocation of funds collected through the development fee. The approximate cost for such a report would be up to \$40,000 and take six to eight months to complete.

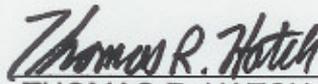
Regardless of which of the above two alternatives are used, City Council must also direct legal staff to prepare an ordinance to implement development impact fees for library services. It is anticipated that the entire process from the time the report is initiated to the point the Ordinance is adopted will take six to eight months. Once the Ordinance is adopted and fees initiated, the City Council will need to determine how decisions as to the expenditure of those funds will be made. Discussions with OCPL, the Friends of the Library and stakeholders will help to determine how resources for Costa Mesa's library services are most effectively allocated to meet the needs of the community.

CONCLUSION:

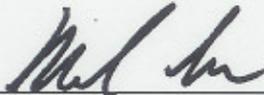
The City Council must determine whether it wishes to direct staff to take the steps necessary for adoption of a development fee for library services.



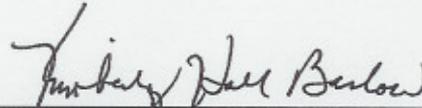
ANN C. SHULTZ
LEGISLATIVE AND PUBLIC AFFAIRS
MANAGER



THOMAS R. HATCH
ASSISTANT CITY MANAGER



MEL LEE
SENIOR PLANNER



KIMBERLY HALL BARLOW
CITY ATTORNEY

/as:cg

DISTRIBUTION: Helen Fried, Acting County Librarian, OCPL
Paula Bruce, Regional Manager, OCPL
Friends of the Library
Carol Proctor, Management Analyst

ATTACHMENTS: 1 Memo on Development Impact Fees
2 OCPL Stats
3 Executive Summary – Arroyo Study
4 Friends of the Library Reso
5 Sliding Scale of Development Fees

City of Costa Mesa

Inter Office Memorandum

To: City Council
From: Tom Hatch, Assistant City Manager and Kimberly Brandt,
Principal Planner
Date: January 2, 2007
Subject: PROCESS FOR ADOPTING DEVELOPMENT IMPACT FEES

BACKGROUND

In conjunction with recent General Plan amendment proposals, City Council has inquired into the possibility of imposing development impact fees in respect to libraries, affordable housing, and public art. Currently the City levies development impact fees on new development projects to mitigate impacts to transportation, parks and recreation, and storm drains. The Newport-Mesa Unified School District also levies school impact fees on all new construction.

There are provisions in the State Government Code that outline the process that local agencies must follow prior to imposing an impact fee on development. For impact fees related to public parkland and recreation, the City must comply with Government Code Section 66410 et seq, which is commonly referred to as the Quimby Act. State law allows cities and counties to impose the requirement of land dedication for public park purposes and/or payment of an in-lieu parkland dedication fee in conjunction with new residential subdivisions pursuant to the Quimby Act. The fees collected can only be used for parkland acquisition and/or parkland improvements. The fees cannot be used for ongoing operation and maintenance costs.

Government Code Section 66000 et seq addresses the method by which a City can impose development impact fees. Enacted in 1989, this portion of the Government Code is often referred to as Assembly Bill 1600.

ASSEMBLY BILL 1600

The purpose of this State law is to allow local authorities to impose any fee as a condition of approval of a development project to fund the construction of public facilities, provided that the fee does not exceed the estimated reasonable cost of providing the facility. Furthermore, the City must demonstrate that there is a

reasonable relationship between the need for the public facility and the development project. Prior to adopting this type of fee, the City must do all of the following:

1. Identify the purpose of the fee;

Example: The fee is to fund the construction of a new central library for the City.

2. Identify the use to which the fee is to be put. If the use is financing public facilities, the facilities must be identified.

Example: The new library is proposed to be 20,000 square feet in size.

3. Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed.

Example: The proposed fee will be imposed on new residential development projects and it is reasonable to presume that new residents will increase the demand for library services and a new central library will benefit the future residents of any new residential development.

4. Determine how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed.

Example: The City's existing library facilities do not meet accepted standards for the amount of library space needed citywide on a per capita basis. The construction of additional residential units in the City will further strain the City's library resources.

Typically, a fee study is conducted to determine the dollar amount of the impact fee. The City recently prepared a fee study for the update of the City's Master Plan of Drainage.

Typically fee studies identify the following:

1. The cost of the needed public facilities.
2. The anticipated incremental growth over a 10- to 20-year period within the area of the City that is expected to benefit by the new public facilities.
3. A calculation of the fee by determining the pro-rata cost of the new facility on a square footage and/or per unit basis over the 10- to 20-year timeframe.

Once the fee is established, state law requires the City to place the collected impact fees in a separate interest bearing account. State law further requires local agencies to make annual statements on the status of the impact fee account.

NORTH COSTA MESA HIGH-RISE RESIDENTIAL PROJECTS

There has been discussion that development impact fees may be appropriate to impose on the pending North Costa Mesa High-Rise Residential Projects in order to support the funding of a new central library, affordable housing, and/or public art in Costa Mesa. Each potential fee is discussed below.

Library Impact Fees

In 2000, the City Council hired Arroyo Associates to conduct a study of library needs in Costa Mesa. The resulting Needs Assessment determined that Costa Mesa had a shortage of library space and services as compared to communities of similar size and demographics. Arroyo Associates found that, at the time of the Assessment, Costa Mesa had the smallest library facilities of all the cities in California with a similar population base of around 100,000.

Subsequently the Library Services Needs and Delivery Study Working Group was formed in 2001 to take the report a step further and make more specific recommendations on addressing Costa Mesa's library needs to the City Council.

In 2003, the Working Group presented their report to the City Council. Their resulting recommendations were based on data from the Arroyo Associates Needs Assessment which stated that a central library for Costa Mesa should be at least 30,000 sq. ft. It further stated that a city the size of Costa Mesa should be served by at least 41,000 square feet of library space. In 2003, the City's square footage of city library space was 16,360 square feet. The difference between the recommended square footage of 41,000 and the existing square footage space of 16,360 is a shortfall of 24,640 square feet of library space. It should be noted that between the completion of the Arroyo Associates Needs Assessment Study and the Working Group's Report an additional library facility was added. The technology branch on Bristol added an additional 2,400 square feet to the total square footage of library space in the City. The Working Group did incorporate the technology branch in their total of 16,360 square feet. The Report also included the requirements, features, staffing and financing information described in the Needs Assessment. Based on that information, the Working Group's report concluded that the estimated cost of an initial 20,000 square foot library building, including furnishings but excluding the cost of land, would be approximately \$6 million.

Since the report and study are now four years old, it will be important to make sure the information contained in both is still accurate. Construction costs have risen significantly since 2003. The existing space per capita ratio will need to be

adjusted to reflect four years of population growth in the City. It is estimated that staff could research and obtain this information, along with drafting of an ordinance, preparation of staff report, notices, and public hearings in approximately 3 months.

Affordable Housing Fees

The State of California mandates that every city provides its share of affordable housing and that it has sufficient policies, programs, and/or ordinances in place to enable the construction of affordable housing.

The State also mandates the timeframe in which every city must update its Housing Element. Costa Mesa is required to have an updated Housing Element by June 2008, and Costa Mesa will soon be receiving its allocation of regional affordable housing units for the 2005-2014 planning timeframe.

Staff recommends that the consideration of an in-lieu affordable fee be considered as part of our Housing Element update. As part of the update process, we will be examining the effectiveness of the City's existing housing programs (housing rehabilitation, acquisition & rehabilitation, first-time homebuyers, senior housing, etc.) to meet our past housing allocation numbers, and this would be an ideal time for consideration of an in-lieu impact fee in conjunction with the new affordable housing allocation.

We estimate that an updated draft Housing Element and ordinance could be completed for Council consideration by March 2008.

Public Art Program

In 2002 in response to a Planning Commission Objective, staff prepared a draft ordinance along with a proposed policies and procedures manual for creating a public art program. This Art in Public Places Program was ultimately considered by City Council but not adopted. The proposed program was applicable to new commercial, industrial, and municipal development with a building valuation of \$750,000 or more. The two options for compliance included the installation of public art or an in-lieu contribution to an Art in Public Places Art Fund. The recommended public art obligation was 1% of the total building construction valuation.

Staff is aware that other cities have used the in-lieu contribution fee to fund cultural programs and education/enrichment art programs for the community. If Council wishes to further consider this Art in Public Places Program, the City Attorney will research the available uses for the in-lieu funds. Staff estimates that it would take approximately 2 to 3 months to bring the program forward to Council for consideration.

Other Questions Related to Fee Imposition

Can the City Council impose fees on projects that are in the "pipeline", that are not yet approved or building permits obtained?

Yes, with some exceptions. A project is not vested (or immune from paying new fees) until the time of permit issuance. The exception would be for projects that are vested through either a development agreement or a vesting subdivision map. The Council also has the discretion of excluding projects that are in the pipeline or to "phase in" fees.

Can the City Council impose conditions of approval requiring the payment of impact fees that have yet to be established?

The proposed high-rise residential projects require a General Plan and Zoning Code amendment, which are discretionary legislative actions. As to projects which are already vested through a development agreement (without any need for discretionary legislative action) or through subdivision maps, the Council may impose such a condition only provided that the applicant(s) agrees to it. As to non-vested projects, or projects where a development agreement may be in place but new general plan or zoning code amendments are being sought, the Council may impose a condition that payment of any and all impact fees which are in place at the time of building permit issuance must be paid at that time. If a particular impact fee is not adopted at that time, the applicant would be exempt from paying it at a later date.

CONCLUSION

In conclusion, the purpose of State law is to ensure that any new impact fee that the City may wish to impose must be equitably determined and assessed and that there is a reasonable relationship between the public facility and the proposed development.

Should you have any questions, please do not hesitate to call me at 754-5288 or Kimberly Brandt at 754-5604.

cc: City Manager
City Attorney
Deputy City Manager-Development Services Director

**OCPL
FY 2006-07 ALLOCATION PLAN
AS OF 8-14-06**

CITY	PROPERTY TAXES		CIRCULATION		POPULATION		TOTAL	Strict Allocation	Regional Subsidy	Funding Available	Maintain Current Srvc Amount	Discretionary
	PERCENTAGE	X 40%	PERCENTAGE	X 30%	PERCENTAGE	X 30%	FACTOR	\$18,880,842	98,207			
ALISO VIEJO	3.71	1.48	8.21	2.46	2.95	0.89	4.83	\$911,945		911,945	977,109	(65,164)
BREA	1.73	0.69	1.74	0.52	2.60	0.78	1.99	375,729		375,729	405,970	(30,241)
COSTA MESA	6.97	2.79	4.09	1.23	7.43	2.23	6.25	1,180,053		1,180,053	1,476,422	(296,369)
CYPRESS	1.75	0.70	3.58	1.07	3.21	0.96	2.73	515,447		515,447	626,322	(110,875)
DANA POINT	4.01	1.60	2.48	0.74	2.41	0.72	3.06	577,754		577,754	627,854	(50,100)
FOUNTAIN VALLE	2.41	0.96	6.35	1.91	3.77	1.13	4.00	755,234		755,234	736,323	18,911
GARDEN GROVE	4.34	1.74	9.46	2.84	11.28	3.38	7.96	1,502,915	98,207	1,601,122	1,809,510	(208,388)
IRVINE	22.06	8.82	17.35	5.21	12.73	3.82	17.85	3,370,230	98,207	3,468,437	2,274,273	1,194,164
LA HABRA	1.97	0.79	2.64	0.79	4.06	1.22	2.80	528,664		528,664	636,377	(107,713)
LA PALMA	0.55	0.22	1.34	0.40	1.06	0.32	0.94	177,480		177,480	332,153	(154,673)
LAGUNA BEACH	4.61	1.84	1.64	0.49	1.64	0.49	2.82	532,440		532,440	554,305	(21,865)
LAGUNA HILLS	2.53	1.01	0.12	0.04	2.18	0.65	1.70	320,974		320,974	308,007	12,967
LAGUNA NIGUEL	5.48	2.19	3.45	1.04	4.35	1.31	4.54	857,190		857,190	737,620	119,570
LAGUNA WOODS	1.14	0.46	0.07	0.02	1.20	0.36	0.84	158,599		158,599	24,811	133,788
LAKE FOREST	4.95	1.98	6.83	2.05	5.11	1.53	5.56	1,049,775		1,049,775	1,229,645	(179,870)
LOS ALAMITOS	0.63	0.25	2.64	0.79	0.79	0.24	1.28	241,675		241,675	449,419	(207,744)
RANCHO SANTA I	3.73	1.49	4.10	1.23	3.23	0.97	3.69	696,703		696,703	788,562	(91,859)
SAN CLEMENTE	6.43	2.57	3.59	1.08	4.35	1.31	4.96	936,490		936,490	726,572	209,918
SAN JUAN CAPIS'	2.48	0.99	2.02	0.61	2.37	0.71	2.31	436,147	98,207	534,354	762,069	(227,715)
SEAL BEACH	1.68	0.67	1.62	0.49	1.66	0.50	1.66	313,422		313,422	321,494	(8,072)
STANTON	0.46	0.18	1.12	0.34	2.55	0.77	1.29	243,563		243,563	370,593	(127,030)
TUSTIN	3.68	1.47	6.47	1.94	4.71	1.41	4.82	910,057		910,057	909,182	875
VILLA PARK	0.58	0.23	0.63	0.19	0.41	0.12	0.54	101,957		101,957	232,860	(130,903)
WESTMINSTER	1.51	0.60	6.33	1.90	6.07	1.82	4.32	815,652		815,652	915,060	(99,408)
UNINCORPORATI	10.61	4.28	2.13	0.62	7.88	2.36	7.26	1,370,747	(294,621)	1,076,126	648,330	427,796
TOTAL	100.00	40.00	100.00	30.00	100.00	30.00	100.00	18,880,842	0	18,880,842	18,880,842	0

Library Service Delivery and Feasibility Study

Executive Summary

Findings

Service Levels

With the exception of hours of operation, the City of Costa Mesa is receiving library service at levels below its fellow OCPL members and well below levels found in comparable cities (where services are typically provided municipally). The City receives 63 hours of service per week, a rate of 6 hours per 100 residents, well in excess of the 5.08 hours provided in other OCPL cities. Total square footage is 0.13 per capita in Costa Mesa, smaller than the OCPL average of 0.21 and barely a third of the benchmark average of 0.40. The Costa Mesa libraries hold an average of 1.28 volumes per capita compared to 1.62 in the OCPL system and 2.33 in the benchmark cities. The same pattern holds for staffing, with 0.19 FTE staff per 1,000 Costa Mesa residents versus an OCPL average of 0.22 and a benchmark average of 0.46. Moreover, facilities are dated and, in many respects, not in compliance with the Americans with Disabilities Act. As owner, the City is required to ensure that its facilities are ADA compliant. Our interviews with and survey of Costa Mesa residents reinforce these findings: respondents clearly regard the size of the library facilities as inadequate and would welcome efforts to modernize holdings, facilities and resources.

Usage

As with service levels, usage of the Costa Mesa libraries is below average. Per capita circulation is 3.2 per year, versus 4.54 County-wide and an average of 8.31 among benchmark cities. Attendance is just under three visits per resident compared to more than four in the County system and just over five among benchmark cities.

It is not uncommon to find that libraries where facilities and/or services are below average also experience below average use. Patrons or potential patrons may look to other sources for library-related needs. By the same logic, improvements to library facilities can have dramatic effects on library attendance. The City of Orange, for example, experienced a 63% increase in library attendance after its main library was remodeled with no increase in size. Communities that expand library space experience even larger increases in library visits.

Community Needs

Interviews with library stakeholders and a survey of City residents indicate a desire for larger and more modern facilities, including more up-to-date holdings and enhanced electronic access both to and from the libraries. There is general satisfaction with library staff, as well as with parking and location. A single survey question offered respondents an opportunity to express a preference either for a hypothetical central library system or continuing with a branch system. A strong majority of respondents

preferred the branch system option. Also, our analyses of interviews and surveys suggest that residents might benefit from more information about the Costa Mesa libraries and services they provide.

Revenues and Expenditures

While Costa Mesa's level of library-related revenue is slightly higher than the average of other OCPL members, the level of spending on library services in Costa Mesa by OCPL is slightly lower than the County average. The Orange County Public Library (OCPL) collects an average of \$13.94 per resident annually in Costa Mesa-based revenues to provide library services in the City. Analysis indicates that the OCPL is annually spending approximately \$12.92 per resident to provide library services in the City. This level of expenditure is 7 percent below the countywide average of \$13.96 and 54 percent below the benchmark average of \$30.56 found in comparable jurisdictions in the State. In total, the County spends an estimated \$106,289 less to operate the Costa Mesa libraries than it receives from Costa Mesa based property taxes and other revenues. These excess revenues subsidize service to other OCPL cities and County unincorporated areas.

The extent to which Costa Mesa is a donor city can only be estimated, because the City's share of costs to provide centralized services for the OCPL system cannot be determined with any precision at this time. The OCPL does not have an established method for determining each member's share of centralized services costs. Our analyses employ a weighted average of the City's share of staffing, square footage and borrowers. The lack of an established method, agreed upon by all OCPL members, creates uncertainty in determining spending on services in each jurisdiction.

Service Options

The City of Costa Mesa has three main options for the provision of library services in the City. These options include:

1. Continue with OCPL operation and negotiate with the County for improved service levels at current or expanded facilities;
2. Provide independent library services through the City; and
3. Establish a public-private partnership to provide library services.

The City can also consider some combination of the three main options, including establishing a municipal library and contracting out for some services such as book acquisitions or cataloging. Contracted services can be provided by private firms and/or other public libraries. A joint-use agreement with the school district is also an option.

To explore the City's library service and building size options, a total of 12 alternative scenarios were developed. These scenarios include library capital and operating costs based on facilities ranging in size from 22,000 to 40,000 square feet, and with staffing levels ranging from 26 to 49. The scenarios show annual operating costs ranging from a low of \$1.63 million per year (24,000 square feet of library space in two facilities, provided by a public-private partnership) to a high of \$3.7 million per year (40,000 square feet in three facilities, operated by the City alone). Capital cost estimates, *excluding* land and financing, range from \$2.57 million for two County-operated facilities totaling 22,000 square feet, to \$16.95 million for three City-operated facilities totaling 40,000 square feet.

Based on the library financial, service, and usage analysis included in this report, there does not appear to be an overwhelming and clear-cut case for any one particular service option. Assuming incremental increases in existing revenues, any attempt to increase facility size and staffing results in annual operations shortfalls and substantial one-time capital costs. Factors that will drive the City's ultimate decisions regarding a new library building and services include the County's willingness and ability to provide higher service levels at larger facilities, and the amount of City and other funding available for library capital and operations needs. Major options for alternative funding include a joint-use agreement with an educational organization, a library capital campaign, competition for Proposition 14 funding, and institution of a special library tax (common practice in many cities).

Recommendations

Based on the foregoing findings, we recommend that the City take the following actions:

1. Based on the findings of this study, establish goals for holdings and staffing to improve library service levels.
2. Request and work with OCPL on establishment of a method for allocating centralized services costs to all branches in the system.
3. In coordination with the OCPL, Friends of the Library and the Costa Mesa Library Foundation, develop and implement a public information campaign to expand awareness of library services.
4. Depending on the City's goals, begin working with the community on a "visioning phase," whereby residents, library constituents, the City Council and staff can begin to set priorities for library roles, potential collections, programs, tenants, and services, possibly concluding with a space plan for new facilities.
5. Establish goals for size and number of facilities and for user space for improved library service levels.

6. Explore options for financing the construction, purchase or lease of space necessary to achieve desired facility size(s), such as a municipal bond, parcel tax, Proposition 14 funding, and joint-use agreement.
7. If the City decides to seek such facilities, begin discussions with the OCPL to determine the County's interests and abilities in providing staffing and other requisite resources.
8. Depending on the City's goals and the County's abilities, the City should review its options for a public/private partnership and/or joint-use agreement to provide library services.

RESOLUTION NO. 05-39

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF COSTA MESA, CALIFORNIA, SETTING ASIDE CIVIC CENTER PARK FOR A TEN YEAR PERIOD FOR FUTURE CONSTRUCTION OF A CENTRAL LIBRARY BY THE COSTA MESA FRIENDS OF THE LIBRARY.

THE CITY COUNCIL OF THE CITY OF COSTA MESA DOES HEREBY RESOLVE AS FOLLOWS:

WHEREAS, the City of Costa Mesa is the owner of that certain 2.5 acre open space/park currently know as the Civic Center Park located on the southwest corner of Vanguard Way and Fair Drive (the "Property"); and

WHEREAS, Costa Mesa's Friends of the Library ("Friends") are requesting that the Property be set aside for a ten-year period for the future construction of a Central Library and that the Friends be allowed to post a "Future Home of" sign on the Property; and

WHEREAS, the Friends have warranted that funding for the construction of the Central Library will be obtained through grants and donations and that the City of Costa Mesa will not have any responsibility for the funding of the construction; and

WHEREAS, issues regarding the operational funding of said Library will be addressed jointly between the City of Costa Mesa and the Orange County Public Library after funding for the construction has been raised by the Friends; and

WHEREAS, the Public Services Department has indicated that, according to their records, the Property is clear of any deed restrictions or easements that would prevent the construction of a Library on the Property; and

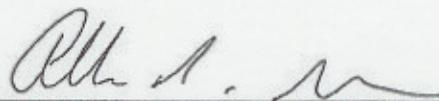
WHEREAS, the Friends understand that appropriate environmental studies would be required and that any construction must comply with the applicable zoning ordinances.

NOW, THEREFORE, BE IT RESOLVED that the 2.5 acre property currently known as the Civic Center Park, located on the southwest corner of Vanguard Way and Fair Drive (the "Property") is hereby set aside for a period of ten years for the future construction of a central library by the Costa Mesa Friends of the Library.

BE IT FURTHER RESOLVED that the Costa Mesa Friends (the "Friends") of the Library will be solely responsible for all construction costs for said Library through grants and donations, and that a report shall be made to the City Council at the end of the third year, the fifth year and the seventh year of fundraising efforts, at which time the Council may consider any further or different action with respect to the Property.

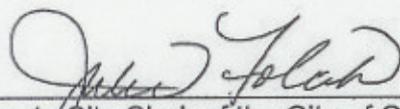
BE IT FINALLY RESOLVED that the Friends may post "Future Home of" signs that comply with the City's sign code.

PASSED AND ADOPTED this 7th day of June, 2005.



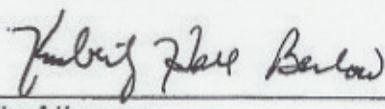
Mayor of the City of Costa Mesa

ATTEST:



Deputy City Clerk of the City of Costa Mesa

APPROVED AS TO FORM



City Attorney

STATE OF CALIFORNIA)
COUNTY OF ORANGE) ss
CITY OF COSTA MESA)

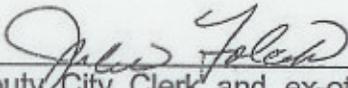
I, JULIE FOLCIK, Deputy City Clerk and ex-officio Clerk of the City Council of the City of Costa Mesa, hereby certify that the above and foregoing Resolution No. 05-39 was duly and regularly passed and adopted by the said City Council at a regular meeting thereof, held on the 7th day of June, 2005, by the following roll call vote:

AYES: Mansoor, Monahan, Bever, Dixon, Foley.

NOES: None

ABSENT: None

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the Seal of the City of Costa Mesa this 8th day of June, 2005.



Deputy City Clerk and ex-officio Clerk of
the City Council of the City of Costa Mesa

ESTIMATED IMPACT FEES

YEAR	POP.	CURRENT SQ. FT.	NEEDED SQ. FT.	PER PERSON	COMMENTS
2000	108,724*	13,960	41,000	.38 sq.ft. per person	
2006	113,134*	16,360 (In 2002, the technology branch opened adding 2,400 sq. ft.)	42,990	.38 sq. ft. per person	
2015	122,301*	16,360 (if no additional space is added)	46,474	.38 sq. ft. per person	Differential of 3,484 sq. ft. needed at \$500 a sq. ft.
<p>Single-Family Residential 2.66 persons per single-family residence* x 1.01 sq. ft. per unit .38sq. ft. per person 1.01 sq. ft. per unit x \$500.00 per sq. ft. for new construction \$505.40 per unit fee for construction</p> <p>Multi-Family Residential 2.71 persons per multi-family residence* x .38sq. ft. per person 6160 sq. ft./369 units 1.01 sq. ft. per unit x \$500.00 per sq. ft. for new construction \$514.90 per unit fee for construction</p>					

***Source: Center for Demographic Research – Orange County Progress Report 2006**

Library Impact Fee Calculation:

***Source: 2000 Census – owner and renter-occupied residential rates assumed**

**SURVEY OF ORANGE COUNTY CITIES
LIBRARY IMPACT FEES
June 2007**

CITY	FEE	MEMBER OF O. C. PUBLIC LIBRARY SYSTEM	COMMENTS
Aliso Viejo	No	Yes	
Anaheim	Yes. Only currently levied on building in the Platinum Triangle (\$147 per dwelling unit) and East Anaheim (\$228 to \$344 per dwelling unit) areas of the City.	No	Funded by general fund, bonds, grants, & impact fees; exploring the possibility of extending the fee to other areas of the city and to non-residential development
Brea	No	Yes	
Buena Park	No	No	Special district; Funded by property tax
Cypress	No	Yes	
Dana Point	No	Yes	
Fountain Valley	No	Yes	
Fullerton	No	No	Funded by general fund
Garden Grove	No	Yes	
Huntington Beach	Yes. Library Impact Fee created in 1996 - \$.44 per square foot for residential and \$.04 per square foot for commercial/industrial Community Enrichment Library Fee created in 1978 - \$.15 per square foot for residential, commercial, and industrial	No	Funded by general fund, tiered impact fees
Irvine	No	Yes	Completed Needs Assessment in October 2006 & considering a residential impact fee
La Habra	No	Yes	
La Palma	No	Yes	
Laguna Beach	Yes. \$200 per residential unit. No fee for non-residential developments	Yes	
Laguna Hills	No	Yes	

CITY	FEE	MEMBER OF O. C. PUBLIC LIBRARY SYSTEM	COMMENTS
Laguna Niguel	Yes. \$258.27 per residential unit. No fee for non-residential development	Yes	Fees imposed prior to City's incorporation
Lake Forest	Yes. City has ability to levy fee. Has no calculation method currently available and is not assessing a fee	Yes	
Los Alamitos	No	Yes	
Mission Viejo	No	No	Funded by general fund; negotiated a one-time fee of \$67,374 on one residential project
Newport Beach	No	No	Funded by general fund
Orange	Yes. \$642.71 - \$769.30 per residential unit. No fee for non-residential development	No	Funded by general fund, developer fees
Placentia	No	No	Special district; Funded by property tax
Rancho Santa Margarita	No	Yes	
San Clemente	No	Yes	
San Juan Capistrano	No	Yes	
Santa Ana	No	No	Funded by general fund
Seal Beach	No	Yes	
Stanton	No	Yes	
Tustin	No	Yes	
Villa Park	No	Yes	
Westminster	No	Yes	
Yorba Linda	No	No	Created a special district in 1914 with a direct, dedicated property tax assessment. Upon incorporation in 1985, City retained the entire dedicated district.

Appendix D2

MEMORANDUM

DATE: May 19, 2005

TO: Mayor and Members of the City Council

FROM: Monique A. le Conge, Library Director

SUBJECT: Library Impact Fee Study and Ordinance

RECOMMENDED ACTIONS

Staff recommends that the Council adopt the ordinance (second reading) creating a Library Impact Fee to mitigate the demand for services that future residential and commercial development will place on the Richmond Public Library. The ordinance enables the City to levy the fee. A resolution to establish the fee amounts will be placed on the City Council agenda following (1) review by the City Attorney, Finance and Planning Departments for procedural input, and (2) review, adjustment, approval, and recommendation by the City Council Finance Subcommittee, per Council direction at the May 17, 2005 meeting.

FISCAL IMPACT

The Library Impact Fee is designed to create a revenue source for the Richmond Public Library, to be spent on necessary infrastructure costs, using reasonable cost estimates for providing library materials and capital needs. The fees expected to be generated by the new residential or commercial development will not exceed the total of these costs. Staff will recommend that the Library Impact Fee be set in the following amounts:

Residential	\$1,228.95	per dwelling unit
Non-Residential		
Retail	\$ 86.25	per 1,000 square feet
Office	\$ 143.75	per 1,000 square feet
Industrial	\$ 63.11	per 1,000 square feet
Warehouse	\$ 15.41	per 1,000 square feet

REASONS FOR RECOMMENDATION

New residents and businesses in Richmond create additional demand for services. A Library Impact Fee helps offset this demand by allowing the Library to pay for needed

infrastructure costs. This supports the additional residents and businesses in the City in a way that will begin to help Richmond keep pace with national averages for library building needs and materials.

BACKGROUND

New residents and businesses in Richmond create additional demand for services. The Richmond Public Library should provide the materials, service, and access necessary to serve the anticipated growth to be generated from future development.

There is a reasonable relationship between the need for the described infrastructure improvements and the impacts of the types of development described for which the corresponding fee is charged, and also, there is a reasonable relationship between the fee's use and the type of development for which the fee is charged. The infrastructure needs that the Library must meet include additional materials, additional space for improved and more efficient service, and greater access to electronic resources. Recent budget cuts have reduced the ability to meet these demands.

The Library's service population is defined as resident population plus employment (workers employed at jobs within the library district boundaries). Including workers is a reasonable indicator of the level of demand for public facilities. Although residents are the primary Library users, employees associated with local businesses also utilize the Library's resources. While no formal survey of worker library use has been conducted in Richmond, the City of Phoenix, Arizona, is one of the few cities known to have conducted extensive surveys of use of public facilities, including library use. The City of Phoenix data suggests an employee weighting of 0.19 (a resident is assigned a weight of 1.0). Because a specific library use survey has not been administered for the Richmond Public Library, a more conservative employee weighting estimate of 0.10 has been applied to estimate total worker population. Thus, the methodology proposed for the purpose of calculating the impact fee assumes that an employee has 10% of the impact on library services as compared to a City resident, although this will be reviewed by the Finance Subcommittee.

According to the Association of Bay Area Governments (ABAG), Richmond's population is forecasted to grow from 100,500 in 2005 to 119,900 by 2030. According to ABAG's *2005 Projections*, the current number of jobs in Richmond's jurisdictional boundary is 39,290. This is expected to increase to 61,090 by 2030, so the impact that new residents and jobs will have on the Library is evident.

A Library Impact Fee must be calculated for the variety of ways that the Library serves the community, both residential and commercial. Fee amounts are calculated by multiplying the total cost per capita or per worker by the average density for residential units and non-residential square footage, respectively. Primarily, these costs include materials and facilities.

For this study, the following occupancy density assumptions are made:

Residential:	2.82	persons per dwelling unit
Non-Residential:		
Retail	2.00	employees per 1,000 sq. ft.
Office	3.33	employees per 1,000 sq. ft.
Industrial	1.40	employees per 1,000 sq. ft.
Warehouse	0.42	employees per 1,000 sq. ft.

(U.S. Census Bureau, 2000)

The occupant densities for non-residential development incorporate average vacancy rates so they can apply to the entire development process. As mentioned above, the calculations will weight the non-residential densities by 0.10.

Library Materials

Library materials have been heavily cut recently and a larger number of residents will impact the number of books, videos, magazines, newspapers, DVDs, and other items available for circulation. In fiscal year 2003-2004, Richmond held 2.56 items per capita. In the library profession it is recommended that in order to best serve a community; the applicable library system should hold 3 books per capita served for a city with Richmond's population. This gap will grow wider with more residents and a continued reduction in the materials budget.

To offset the increased demand, the following formula is suggested to establish the initial residential fees: density/household (2.82 in Richmond, 2000 Census) x recommended national per capita # of materials (3, 2003 American Library Association) x current municipal avg. of the cost of a new book (\$52.15, 2003 *Public Facilities Fees Updates* by MuniFinancial in reports for two regional libraries) = fee amount (\$441.19).

$$2.82 \times 3 = 8.46 \text{ items per household}$$

$$8.46 \times \$52.15 = \$441.19$$

For non-residential development, per 1,000 square feet, the formula would be as follows:

Retail	$2.00 \times 0.10 = 0.2$ (weighted density) $\times 3 = 0.6$ items per 1,000 sq. ft. $0.6 \times \$52.12 = \31.29
Office	$3.33 \times 0.10 = 0.33 \times 3 = 1$ item per 1,000 sq. ft. $1 \times \$52.15 = \52.15
Industrial	$1.40 \times 0.10 = 0.14 \times 3 = 0.42$ items per 1,000 sq. ft. $0.42 \times \$52.12 = \21.89
Warehouse	$0.42 \times 0.10 = 0.04 \times 3 = 0.12$ items per 1,000 sq. ft. $0.12 \times \$52.12 = \6.25

Library Facilities

With two branches currently closed, the Main Library serves the entire population of Richmond. As reported to the California State Library, the Main Library is 31,250 square feet, the Bayview Branch is 1,980 square feet, and the West Side Branch is 1,745 square feet. This totals 34,975 square feet of library facilities for Richmond.

Recognized standards suggest that libraries have 38,750 square feet for the first 50,000 population, and 0.61 square feet per capita in excess of 50,000 population. Other local standards suggest that 0.76 square feet per capita are needed. At the lower rate, with the two currently closed branches included, and using the 2005 Association of Bay Area (ABAG) population of 100,500, Richmond needs an additional 34,580 square feet of library facilities to serve the community at the current population level.

- $38,750$ (sq. ft. for first 50,000 pop.) – $34,975$ (sq. ft. currently available) = $3,775$ (sq. ft. needed for first 50,000 pop.)
- $100,500$ (2005 ABAG population) – $50,000$ (first pop.) = $50,500$ (remaining pop.)
- $50,500$ (pop.) x $.61$ (sq. ft./capita suggested) = $30,805$ (sq. ft. needed for remaining pop.)
- $30,805$ (sq. ft.) + $3,775$ (sq. ft.) = $34,580$ (additional sq. ft. of library facilities needed for 2005 pop.)

According to the Association of Bay Area Governments (ABAG), Richmond's population is forecasted to grow to 119,900 by 2030. These additional 19,400 residents will add the need of another 11,834 sq. ft. of library facilities by 2030.

- $19,400$ (additional pop.) x $.61$ (sq. ft./capita suggested) = $11,834$ (additional sq. ft.)

The need for current and future library facilities is great, as, by 2030, we can assume that Richmond will need at least a grand total of 46,414 sq. ft. of additional library facility space.

The estimated building cost per square foot for a library in this area of California is \$458. As with materials, new residential construction/development can be calculated with the following formula to establish the initial fees: density/household (2.82 in Richmond, 2000 Census) x recommended per capita square feet of facility space (.61) x current municipal avg. of the cost per square foot of library construction (\$458, *2003 Public Facilities Fees Updates* by MuniFinancial in reports for two regional libraries) = fee amount (\$787.76).

$$2.82 \times 0.61 = 1.72 \text{ square feet per household}$$

$$1.72 \times \$458 = \$787.76$$

For non-residential development, per 1,000 square feet, the formula would be as follows:

Retail	$2.00 \times 0.10 = 0.2$ (weighted density) x $0.61 = 0.12$ sq. ft. per 1,000 sq. ft. $0.12 \times \$458 = \54.96
Office	$3.33 \times 0.10 = 0.33$ x $0.61 = 0.20$ sq. ft. per 1,000 sq. ft. $0.20 \times \$458 = \91.60
Industrial	$1.40 \times 0.10 = 0.14$ x $0.61 = 0.09$ sq. ft. per 1,000 sq. ft. $0.09 \times \$458 = \41.22
Warehouse	$0.42 \times 0.10 = 0.04$ x $0.61 = 0.02$ sq. ft. per 1,000 sq. ft.

$$0.02 \times \$458 = \$9.16$$

ADDITIONAL COSTS

An administrative charge of three percent (3%) of the impact fee will be collected for administrative costs, as already adopted by Council ordinance. This is assessed at the time the fee is collected and covers costs for fee studies, collection, accounting, and annual reporting required by the California Government Code. Funds from the administrative component are used to offset the cost of fee documentation, implementation, and accounting procedures as required under the *State of California Mitigation Fee Act*.

FEE TOTALS

Land Use	Materials	Facilities	Total Fee
Residential (per unit)	\$441.19	\$787.76	\$1,228.95
Non-Residential (per 1,000 sq. ft.)			
Retail	\$31.29	\$ 54.96	\$ 86.25
Office	\$52.15	\$ 91.60	\$ 143.75
Industrial	\$21.89	\$ 41.22	\$ 63.11
Warehouse	\$ 6.25	\$ 9.16	\$ 15.41

ADDITIONAL CONSIDERATIONS

This source of revenue would be dedicated to all infrastructure costs, not only materials, and is meant to supplement, not replace, current or future funding.

As new studies to develop and update applicable fees are conducted for the City, the Library's fees must be included to keep pace with other departments, and to correct any oversights or possible errors.

The cost estimates included here are reasonable cost estimates for providing library materials and capital needs and the fees expected to be generated by the new residential or commercial development will not exceed the total of these costs. The amount of the fee per home or business is fair for developers and allows the infrastructure improvements to proceed in a reasonable way for the Library.

ATTACHMENTS

- Ordinance

Submitted by: Monique A. le Conge, Library Director (510-620-6555)

Constuction Costs for Recently Completed California Public Library Buildings

Project Location / Name Completed 2005, 2006 or 2007 (Contact Person in Comment)	Main / Branch	Gross SQ FT	Total Project Cost	Total Project \$/SF	Construction Cost	Constr \$/SF	Furniture & Equipment Cost	F & E \$/SF	Site Cost	Site \$/SF	Other Costs	Other \$/SF
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Anaheim - Haskett	Branch	24,319	\$ 8,517,171	\$ 350	\$ 4,845,112	\$ 199	\$ 1,477,940	\$ 61	\$ 730,200	\$ 30	\$ 1,463,919	\$ 60
Bonita	Branch	10,118	\$ 4,514,179	\$ 446	\$ 3,734,942	\$ 369	\$ 257,267	\$ 25	\$ -	\$ -	\$ 521,970	\$ 52
Camarillo	Main	65,000	\$ 27,330,000	\$ 420	\$ 22,025,000	\$ 339	\$ 2,050,000	\$ 32	\$ 855,000	\$ 13	\$ 2,400,000	\$ 37
Campo	Branch	2,490	\$ 989,783	\$ 398	\$ 721,158	\$ 290	\$ 49,137	\$ 20	\$ -	\$ -	\$ 219,488	\$ 88
Castroville	Branch	12,187	\$ 6,188,000	\$ 508	\$ 2,685,000	\$ 220	\$ 285,000	\$ 23	\$ 1,113,000	\$ 91	\$ 2,105,000	\$ 173
Daly City - Bayshore	Branch	5,000	\$ 2,094,954	\$ 419	\$ 1,644,004	\$ 329	\$ 130,123	\$ 26	\$ -	\$ -	\$ 320,827	\$ 64
Dorris	Branch	3,300	\$ 1,027,439	\$ 311	\$ 811,011	\$ 246	\$ 72,150	\$ 22	\$ 15,000	\$ 5	\$ 129,278	\$ 39
El Dorado Hills	Branch	16,000	\$ 6,700,000	\$ 419	\$ 5,200,000	\$ 325	\$ 300,000	\$ 19	\$ -	\$ -	\$ 1,200,000	\$ 75
Fairfield - Cordelia	Branch	16,800	\$ 8,722,892	\$ 519	\$ 6,039,556	\$ 359	\$ 961,765	\$ 57	\$ 230,394	\$ 14	\$ 1,491,177	\$ 89
Hercules	Branch	21,200	\$ 12,461,428	\$ 588	\$ 9,929,849	\$ 468	\$ 620,768	\$ 29	\$ 800,000	\$ 38	\$ 1,110,810	\$ 52
Hesperia	Branch	20,102	\$ 8,832,763	\$ 439	\$ 5,490,400	\$ 273	\$ 513,254	\$ 26	\$ 1,625,625	\$ 81	\$ 1,203,484	\$ 60
Julian	Branch	9,540	\$ 3,606,000	\$ 378	\$ 2,570,000	\$ 269	\$ 120,000	\$ 13	\$ 400,000	\$ 42	\$ 516,000	\$ 54
La Quinta	Main	20,000	\$ 9,000,000	\$ 450	\$ 6,500,000	\$ 325	\$ 153,000	\$ 8	\$ 847,000	\$ 42	\$ 1,500,000	\$ 75
Los Angeles - Fairfax	Branch	12,500	\$ 5,938,000	\$ 475	\$ 4,400,000	\$ 352	\$ 228,000	\$ 18	\$ 700,000	\$ 56	\$ 610,000	\$ 49
Los Angeles - Harbor City / Gateway	Branch	14,650	\$ 10,135,000	\$ 692	\$ 6,800,000	\$ 464	\$ 235,000	\$ 16	\$ 2,300,000	\$ 157	\$ 800,000	\$ 55
Los Angeles - Little Tokyo	Branch	12,500	\$ 7,966,000	\$ 637	\$ 4,200,000	\$ 336	\$ 225,000	\$ 18	\$ 3,100,000	\$ 248	\$ 441,000	\$ 35
Los Angeles - Westwood	Branch	12,500	\$ 10,662,000	\$ 853	\$ 6,500,000	\$ 520	\$ 262,000	\$ 21	\$ 3,100,000	\$ 248	\$ 800,000	\$ 64
National City	Main	49,271	\$ 17,406,637	\$ 353	\$ 12,596,317	\$ 256	\$ 1,780,439	\$ 36	\$ 1,055,881	\$ 21	\$ 1,974,000	\$ 40
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Rancho Mirage	Main	45,092	\$ 23,600,000	\$ 523	\$ 18,000,000	\$ 399	\$ 1,600,000	\$ 35	\$ 2,000,000	\$ 44	\$ 2,000,000	\$ 44
Redding - Shasta County	Main	56,860	\$ 18,865,000	\$ 332	\$ 12,500,000	\$ 220	\$ 2,620,000	\$ 46	\$ 965,000	\$ 17	\$ 2,780,000	\$ 49
San Diego - College Rolando	Branch	15,465	\$ 8,741,294	\$ 565	\$ 7,066,294	\$ 457	\$ 675,000	\$ 44	\$ 500,000	\$ 32	\$ 500,000	\$ 32
San Diego - Serra Mesa	Branch	15,626	\$ 9,371,500	\$ 600	\$ 6,469,459	\$ 414	\$ 600,000	\$ 38	\$ -	\$ -	\$ 2,302,041	\$ 147
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San Jose - Tully	Branch	24,300	\$ 12,123,163	\$ 499	\$ 7,948,904	\$ 327	\$ 414,168	\$ 17	\$ 1,118,533	\$ 46	\$ 2,641,558	\$ 109
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San Leandro - Washington Manor	Branch	9,900	\$ 7,500,000	\$ 758	\$ 5,092,538	\$ 514	\$ 262,012	\$ 26	\$ 500,000	\$ 51	\$ 1,645,450	\$ 166
San Mateo*	Main	93,806	\$ 55,206,936	\$ 589	\$ 37,623,910	\$ 401	\$ 4,481,632	\$ 48	\$ 1,700,000	\$ 18	\$ 11,401,394	\$ 122
Santa Cruz	Branch	14,538	\$ 5,775,000	\$ 397	\$ 4,500,000	\$ 310	\$ 250,000	\$ 17	\$ -	\$ -	\$ 1,025,000	\$ 71
Santa Monica	Main	104,000	\$ 57,829,488	\$ 556	\$ 35,765,654	\$ 344	\$ 4,409,570	\$ 42	\$ -	\$ -	\$ 17,654,264	\$ 170
Temecula	Main	34,003	\$ 18,159,104	\$ 534	\$ 12,933,877	\$ 380	\$ 1,733,000	\$ 51	\$ 575,000	\$ 17	\$ 2,917,227	\$ 86
Totals / AVGs:		976,472	\$ 483,833,168	\$ 495	\$ 336,097,437	\$ 344	\$ 31,614,776	\$ 32	\$ 29,532,365	\$ 30	\$ 86,588,589	\$ 89

* This project also had an underground parking garage of 73,092 square feet which would add \$9,025,778 in construction costs and \$250,000 in other costs.

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Library Alternatives Study
June 2007

IV. LIBRARY ALTERNATIVES

Per City Council direction, staff identified two alternative facility size ranges for comparison--community branch library (approximately 30,000 SF) and large main library (approximately 300,000 SF).

Per square foot construction cost ranges were also developed in consultation with Griffin Structures, Inc. to determine order of magnitude costs. Griffin Structures is a construction consulting firm under contract to the City. Information was developed that pertains to possible projected "ranges" for planned library design and construction costs. The cost ranges reflect a construction start date of June 2008. Escalation beyond June 2008 is not included in these costs. The range of possible costs that were established is from a low of \$550 per SF to high end of \$700 per SF. These ranges are based on many variables that will need to be considered during the process of site selection, programming, and design.

Griffin Structures based this provisional information upon company data files (previous completion/delivery of five turn key libraries to date) and other sources of information we deem relatively reliable. The firm's ranges and caveats are:

Public Library Order of Magnitude Range of Possible Cost			
Gross Square Footage = 30,000 SF			
(Based on construction commencing June of 2008)			
Total Project	Size	Cost per Square Foot	Total Cost
Low Range	30,000 SF	\$550	\$16,500,000
Medium Range	30,000 SF	\$625 *	\$18,750,000
High Range	30,000 SF	\$700	\$21,000,000

The above order of magnitude cost ranges are based on the following design, construction and jobsite conditions:

Direct Costs

1. Study is based on a 30,000 SF, single story, Type V, non-rated building
2. Assumes the site is relatively flat, contains no existing structures, is free of hazardous materials, site utilities are available around perimeter and soils are typical to those encountered within the City of Irvine
3. Site Improvements are based on conventional amenities such as surface parking, landscaping, walkways and trash enclosure. Public transportation or extensive off-site street improvements are not included in cost ranges
4. Permits and other Agency fees are not included
5. Land acquisition fees are not included

Indirect Costs

1. Architect/Engineering Fees are based on 8% of the Direct Costs of both building and site improvements. Includes all design consultants required under a single contract with an Architectural firm working directly for the City of Irvine. Leadership in Energy and Environmental Design (LEED) and Commissioning Fees are not included
2. Geotechnical Design based on typical requirements for soils sample borings and investigative work in the City of Irvine
3. Furnishings and Equipment cost range is based on the City of Irvine purchasing directly through California Multiple Award Schedules (CMAS) or similar purchasing agreement.
4. Artwork and Plants Cost Range is based on \$1 per SF of building
5. Library materials are excluded from the above cost ranges
6. Costs for relocation/demolition of existing facilities are excluded

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