



# RESOLUTION No. 22-565

## OF THE BOARD OF SUPERVISORS OF THE COUNTY OF NEVADA

### RESOLUTION ACCEPTING THE “TRUCKEE LIBRARY JOINT POWERS AUTHORITY (JPA) POINTS OF AGREEMENT, OUTSTANDING ISSUES, AND NEXT STEPS RELATED TO DEVELOPMENT” MEMO FOR A NEW TRUCKEE LIBRARY

WHEREAS, a new Truckee Library facility has been a long-time goal of the County of Nevada, Friends of the Truckee Library and the greater Truckee community; and

WHEREAS, the need for a new Truckee Library has been in the County of Nevada’s Capital Facilities Master Plan for 10+ years; and

WHEREAS, the need for a new Truckee Library has been discussed at the Board of Supervisors workshop for the past three years; and

WHEREAS, to move the completion of a new Truckee Library forward, it was determined by the contributing partners that no single entity could complete the task alone and a new legal entity such as a Joint Powers Authority (JPA) was required; and

WHEREAS, BAE and Consero Solutions (“consultant team”) worked with the County of Nevada, Town of Truckee and Friends of the Truckee Library representatives, during a series of meetings in 2022 to develop a mutual understanding of each partner’s interests, roles, and responsibilities related to the development of a larger Truckee Library; and

WHEREAS, the “Truckee Library Joint Powers Authority (JPA) Points of Agreement, Outstanding Issues, and Next Steps related to Development” memo is not a legally binding agreement but a framework for future creation of a Truckee Library JPA; and

WHEREAS, the partners agreed to bring this memo to their respective Boards for acceptance.

NOW, THEREFORE, BE IT HEREBY RESOLVED that the Board of Supervisors of the County of Nevada, State of California, hereby accepts the “Truckee Library Joint Powers Authority (JPA) Points of Agreement, Outstanding Issues, and Next Steps related to Development” memo for a new Truckee Library as a framework to develop a JPA agreement.

PASSED AND ADOPTED by the Board of Supervisors of the County of Nevada at a regular meeting of said Board, held on the 25th day of October, 2022, by the following vote of said Board:

Ayes: Supervisors Heidi Hall, Edward Scofield, Dan Miller, Susan K. Hoek and Hardy Bullock.

Noes: None.


Absent: None.

Abstain: None.

ATTEST:

JULIE PATTERSON HUNTER  
Clerk of the Board of Supervisors

By: 

  
Susan K. Hoek, Chair

10/25/2022 cc: Library\*  
AC\*

FINAL

MEMORANDUM

**To:** Steven Monaghan, Nevada County  
Allison Lehman, Nevada County  
Ariel Lovett, Nevada County  
Nick Wilczek, Nevada County  
Kathleen Eagan, Friends of the Library  
Louise Zabriskie, Friends of the Library  
Jeff Loux, Friends of the Library  
Jen Callaway, Town of Truckee  
Hillary Hobbs, Town of Truckee

**From:** Petrea Marchand, Consero Solutions  
Danaka DeBow, Consero Solutions  
Matt Kowta, BAE

**RE:** Points of Agreement, Outstanding Issues, and Next Steps related to Development of the New Truckee Library

**Date:** September 9, 2022

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BAE and Consero Solutions ("consultant team") worked with Nevada County ("County"), Town of Truckee ("Town") and Friends of the Truckee Library ("FOTL") representatives, collectively called "core partners," during a series of meetings in 2022 to develop a mutual understanding of each core partner's interests, roles, and responsibilities related to the development of the new Truckee Library. This memo provides the framework for a Joint Powers Authority ("JPA") agreement between the County and the Town (as well potentially other local government members), which will focus exclusively on design, construction, and ongoing maintenance of the new Truckee Library, and next steps to further the new Truckee Library. The memo outlines points on which the core partners agree, as well as outstanding issues the core partners will work together to resolve.

**A. BACKGROUND**

During initial interviews, the consultant team asked each core partner a uniform set

of questions as well as additional questions specific to their organization. At each meeting, the consultant team articulated three main points at the outset: 1) Nevada County will operate the new Truckee Library; 2) non-profit organizations cannot be a party to a JPA agreement, since these agreements are specific to local governments which agree to combine their powers and resources to work on common problems; and 3) the JPA will focus only on construction and maintenance of the new Truckee Library, not operations. Through the information gathered at the interviews, the consultant team identified points of agreement among the partners, outstanding issues the core partners must address outside of the process led by the consultant team, and a recommended timeline for establishing the JPA and raising revenue to construct the new Truckee Library. The consultant team then worked with the core partners during group meetings to refine the memo.

## **B. POINTS OF AGREEMENT**

The following summarizes the points of agreement among the core partners about the establishment of a JPA for the new Truckee Library.

### **General**

- 1. Elevate decisions sparingly.** The core partners agree the representatives working to reach agreement on discussion items and resolve outstanding issues on behalf of the core partners should be able to reach agreement on all decisions related to the JPA agreement and the development of the new Truckee Library, including resolution of outstanding issues. If an issue arises the representatives cannot resolve, however, the core partners will elevate the decision to the County CEO, Town Manager, and President of Friends of the Library.
- 2. Expand and enhance space for library services, create additional community space and a community resilience center, and support diversity, equity, and inclusion efforts.** The core partners agree the key objectives of the new Truckee Library are to expand and enhance space for library services, provide additional community meeting space for events and meetings, establish a community resilience center to provide services during disasters, and support diversity, equity, and inclusion efforts.

3. **Work to address concerns related to insufficient funding and unclear roles and responsibilities.** The core partners agree the two key concerns with development of a new Truckee Library are: 1) insufficient funding; and 2) unclear core partner roles and responsibilities. Insufficient funding stems from uncertainty associated with the potential success of the revenue measure, community donations, and financial contributions from core partners. Core partners may alleviate this concern through work to identify options to fill the gap, including completion of a feasibility study identifying the amount the community will realistically contribute to the project through private fundraising efforts, completion of a poll to assess community willingness to accept another tax to support the library, and additional transparency regarding the amount Nevada County and the Town of Truckee may be willing to contribute. Both the JPA agreement and this memo should help address the concerns related to roles and responsibilities.

### Funding

4. **Identify options to fill the funding gap.** The core partners agree a parcel tax and core partner contributions will not raise sufficient funds to fill the funding gap for construction of the new Truckee Library and therefore the core partners need to work together to identify all options to continue to move the project forward.
5. **Conduct revenue measure through the JPA and target a June 2025 special election.** The core partners agree the JPA will place the revenue measure on the ballot and target a special election in June 2025.
6. **Conduct a poll on revenue measure options.** The core partners agree to both select a core partner to lead an initial poll regarding the revenue measure and a tracking poll closer to the June 2025 special election to determine the level of community support for revenue measure options before the capital campaign feasibility study (see timeline).
7. **Conduct a capital campaign feasibility study.** The core partners agree FOTL should complete a feasibility study to determine a realistic amount FOTL can raise for the library from the community. The core partners agree FOTL should complete this study after the special election for the revenue measure and after the core partners have applied for grants (see timeline).

8. **Assign ownership of the new Truckee Library building to the JPA.** The core partners agree the JPA will own the new Truckee Library building and the JPA will continue to exist for the entire life cycle of the building.

#### Process

9. **Assign a point person to ensure timely completion of JPA agreement, follow up on outstanding issues, and other important tasks.** The core partners agree Nevada County will assign a staff person to serve as the point person to ensure development of the JPA agreement stays on schedule (e.g. developing a detailed timeline, convening meetings, and following up on actions), help ensure the core partners resolve outstanding issues, and coordinate the completion by core partners of other important tasks prior to completion of the JPA agreement. These additional tasks include coordinating regular meetings, developing the road map, developing a charter for the planning and design work group, developing a process for hiring a consulting librarian for the planning and design work group, developing a grant strategy, creating a process for managing community expectations for the new library, and other tasks the core partners agree should proceed while the JPA agreement is under development. The point person will convene an initial meeting to prioritize work on issues that need to move forward, assign tasks, and establish a timeline for completion.
10. **Assume 12-18 months to complete JPA agreement.** The core partners agree development and adoption of the JPA agreement could take between 12-18 months, even if partners are committed to a quick turnaround on drafts and the partners identify a point person to ensure timely completion.
11. **Conduct public engagement on the JPA framework through established channels.** The core partners agree to secure public feedback on the JPA framework through established channels, such as Town Council and County Board of Supervisors meetings at which the agencies consider action on formation of the proposed JPA. No additional public outreach is needed.
12. **Complete all tasks on an aggressive, realistic schedule.** The core partners commit to complete the JPA agreement and other tasks necessary to further the new Truckee Library on an aggressive schedule, given the high priority of this project to all jurisdictions involved, but also understand core partner staff and volunteer resources are limited (see timeline).

### JPA Membership and Governance

13. **Appoint two representatives of the Town of Truckee and two representatives of Nevada County to the initial JPA Board of Directors.** The core partners agree to appoint two representatives of the Town of Truckee and two representatives of Nevada County to the initial JPA Board of Directors but will maintain the option to add another member if needed.
  
14. **Appoint executive staff as JPA Board members.** The core partners agree the Town Manager, the County Administrator, and executive-level staff of any other local government agency invited to participate will serve as representatives on the JPA Board of Directors. Executive-level staff also will serve as the second representative for Nevada County and the Town of Truckee. Each member can designate an alternate but is expected to take primary responsibility for this service.
  
15. **Include option for additional members to join JPA.** The core partners agree the JPA agreement should allow additional members to join after the initial formation of the JPA.
  
16. **Establish work group for input on planning and design.** The core partners agree to form a planning and design work group, including the County Librarian, a Truckee Library staff person, two FOTL members, a Town representative, and a consulting librarian. The planning and design work group may also consult experts or community members as needed, but these individuals will not serve on the work group as members. The work group will provide input to the core partners and eventually the JPA Board on planning and design of the library and will dissolve once the JPA completes the design and enters the construction phase. The core partners also agree a charter for the planning and design work group should be created as soon as possible.
  
17. **Appoint President of FOTL, the County Librarian, and a Town representative to serve as co-Chairs of the planning and design work group.** The core partners agree the President of the FOTL, the County Librarian, and a Town representative will serve as co-Chairs of the planning and design work group to allow opportunities for the core partners to provide input on the work group agenda, as well as regular updates to the core partners governing bodies and/or JPA Board of Directors.

18. **Establish list of experts for input on engineering and construction.** The core partners agree the JPA Board of Directors should create a list of experts to advise on engineering and construction issues as needed throughout the process. The Board may add experts to the list as the JPA identifies new needs. The experts will provide input to help the JPA's Executive Director and the JPA Board quickly identify and resolve issues related to the construction of the new Truckee Library.
19. **Hire an independent, contract Executive Director and Administrative Assistant.** The core partners agree the JPA should hire a contract Executive Director and Administrative Assistant to ensure independence from the core partners and allow the JPA flexibility to change contracted hours depending on need. Further, the core partners agree dedicated staff are needed to ensure the new Truckee Library moves forward as quickly as possible.
20. **Decrease JPA staffing after construction and provisioning of new library.** The core partners agree the JPA should own the new Truckee Library building, as well as continue to exist to maintain the building after provisioning is complete. The core partners agree the JPA should be fully staffed with a contract Executive Director and Administrative Assistant during the planning, design, engineering, construction, and provisioning phases of the building, but staffing should decrease once provisioning is complete. The JPA will ensure the contracts for these staff positions do not extend beyond the date the library provisioning is complete and the JPA re-evaluates the need for ongoing staff for building maintenance at least a year prior to the end of provisioning.
21. **Develop a "road map" to guide the process from planning to provisioning of the new Truckee Library.** The core partners agree to develop a "road map" to outline goals, measurable objectives, and a schedule for completion of planning, design, engineering, construction, and provisioning of the new Truckee Library building. The core partners also agree the County staff person assigned to serve as the point of contact for moving the project forward should initiate work on the road map as soon as possible.
22. **Develop a grant strategy.** The core partners agree to develop a grant strategy that matches library elements, such as a community resilience center, with state and federal funding opportunities. The core partners also agree the County staff person assigned to serve as the point of contact for moving the project forward



should initiate work on the grant strategy with the core partners as soon as possible.

### C. OUTSTANDING ISSUES

The following summarizes the outstanding issues which the core partners must address outside of the process led by the consultant team. Resolution of these issues is critical to the success of the effort to construct the new Truckee Library. These issues are numbered in order of importance and urgency of resolution.

1. **Decide on adding additional members, including Placer County, to the JPA.** The core partners will work together to determine whether to invite Placer County or other local government agencies to join the JPA. The core partners need to both decide whether to add another local government agency to join the initial JPA Board of Directors and whether and when to invite Placer County to join the JPA.
2. **Determine funding source for new Truckee Library development costs, including the contract Executive Director and Administrative Assistant, and the tenure of staff.** The core partners need to identify funding for initial planning and design work prior to establishment of the JPA, funding for contract JPA staff positions, and funding for other activities (e.g. the revenue measure poll). Further, the core partners should jointly decide on the tenure of contract staff, including whether to contract with staff for maintenance of the new Truckee Library. If the core partners decide not to hire contract staff for maintenance of the library, the core partners will need to decide which agency will be responsible for library maintenance.
3. **Determine process for hiring consulting librarian to serve on the planning and design work group.** The core partners will work together to determine the process through which the JPA will hire a consulting librarian to serve on the planning and design work group, including whether all core partners must agree on the consulting librarian selection and criteria for selection. The Nevada County staff person assigned to move tasks forward will work to initiate this discussion as soon as possible.
4. **Determine funding source for feasibility study and revenue measure campaign.** The JPA will not be directly involved in the feasibility study or revenue measure

campaign, so the core partners agree FOTL needs to determine the funding source for these two important steps in the process.

5. **Continue to discuss Measure A allocations.** All partners mentioned the allocation of Measure A funds during their respective interviews as a point of contention between the core partners. The core partners agree to revisit past discussions about the allocation of Measure A funds with the goal of developing a common understanding of the process through which Nevada County allocates Measure A funds and for which purposes Nevada County may use the Measure A funds. Nevada County uses Measure A funds for maintenance of the existing library, for example, but does not believe Measure A funds will be sufficient for maintenance of the new Truckee Library. The core partners agreed to revisit the Measure A allocation discussion prior to the start of the revenue measure campaign, as voters may ask about it during the campaign. FOTL volunteered to propose a new approach to discussing the allocation of Measure A funds and the other core partners agreed to participate in this process.
6. **Establish a baseline for services at the new Truckee Library.** Nevada County provides equal services to the three major library branches (the Grass Valley Library, the Madelyn Helling Library, and the existing Truckee Library). Since the new Truckee Library will be larger than the existing Truckee Library, the core partners agreed to work together to determine the "equitable" baseline of services for the new Truckee Library which the core partners can use to evaluate the need for and cost of additional services. The core partners may consider, but will not be limited to, the following factors when determining equitable services: size of the library collection, number of programs, number of staff, library service areas, and community visits. The core partners will utilize a facilitator to discuss this issue with the goal of reaching agreement on a baseline and identifying ways to ensure the public has clear expectations for services at the new library. The facilitated process will also ensure FOTL and the community clearly understand the process through which Nevada County will estimate additional funding needed to expand services beyond the baseline.
7. **Develop process for managing community expectations.** The core partners agree it is important to manage the community's expectations around operations of the new Truckee Library given uncertain funding for expanded operations in the larger space, while at the same time maintaining a high level of community

enthusiasm for the new library to attract donors and encourage people to vote for the revenue measure. The core partners will therefore develop standardized messaging pertaining to the operations of the new Truckee Library to use when interacting with the public prior to starting the design process. The messaging will emphasize operations may change over time based on changes in funding, but the partners will communicate any changes clearly and consistently throughout the design, construction, and operational phases. An example of a "message" includes the agreement the new library will include community space which is open to the public during business hours and outside of operating hours, since this is a standard feature of libraries. The core partners further agree the Nevada County staff person assigned to further Truckee Library work should initiate work on this process as soon as possible.

8. **Determine whether the original community investment or reuse of the existing Truckee Library building creates value Nevada County could invest in the new Truckee Library.** FOTL has indicated the community raised some of the funds to buy the existing Truckee Library and Nevada County has indicated the County has invested funds to maintain and improve the existing Truckee Library. Nevada County does not want to sell the existing library building as the County anticipates needing the space for expanded County services in the future. The County may be willing to contribute revenue earned from leasing the building towards the new Truckee Library, as the County anticipates it will not need the building right away for expanded County services. The core partners need to agree on the value of the original community investment and potential reuse, and therefore the amount Nevada County could contribute towards the new library. The core partners may also wish to discuss whether the contribution would be a one-time contribution or a multi-year contribution from lease revenue.
  
9. **Incorporate language into the JPA agreement (or develop a Memorandum of Understanding) between Nevada County, Town of Truckee, and Friends of the Library re participation in JPA meetings and planning and design work group.** Since the FOTL is a non-profit organization and therefore a representative cannot serve on the JPA Board of Directors per Nevada County Counsel direction, the core partners need to discuss inclusion of language in the JPA agreement (the option preferred by FOTL) which details the inclusive engagement of FOTL in the process, including a formal invitation to the FOTL to attend all JPA Board

meetings and the appointment of a FOTL representative as co-chair of the planning and design work group. If it is not possible to include language in the JPA agreement, the core partners should discuss whether to complete an MOU or adopt other means to ensure FOTL can participate in JPA activities.

10. **Develop forum for FOTL input into library operations.** The partners have determined Nevada County will operate the new Truckee Library and thus is the ultimate decision-maker regarding operations. The core partners also recognize FOTL represents the community voice, however, which is important to the library adequately serving the community. As such, the core partners will develop a process for FOTL to provide input to Nevada County regarding operations, particularly relating to community partnerships and programming facilitated by FOTL. While these discussions will focus on operations, the core partners agree determining the scope of FOTL input and the structure through which FOTL can provide this input should begin as soon as possible to establish a solid foundation for cooperation.

#### **D. NEXT STEPS**

The core partners agree to continue working together to resolve outstanding issues and further important tasks before the member agencies finalize the JPA agreement. The following timeline provides a guide for the core partners to move forward through renewal of Measure A. The consultant team anticipates the Nevada County staff person assigned to move the project forward will convene regular meetings to ensure progress continues, as well as facilitate discussions about revisions to the timeline in response to new decisions and changing conditions.

PROPOSED NEW TRUCKEE LIBRARY TIMELINE	
Task	Completion Date
Town finalizes site control facilitation	September 2022
County Board of Supervisors, FOTL Board, and Town Council approve points of agreement and outstanding issues memo and establish polling working group	October 2022
Nevada County initiates work on draft JPA agreement, road map, grant strategy, and other items in memo that need to move forward concurrent with JPA agreement development	October 2022
Core partners agree on informal updated cost estimate, funding gap, and options to fill funding gap	November 2022
Core partners release RFQ for architect and/or engineering team	November 2022
Core partners determine timing of design & engineering and core partner financial contributions based on outcome of California State Library grant application	November 2022
Core partners complete grant strategy	November 2022
Core partners apply for grants consistent with grant strategy	Nov 2022 – Dec 2024
Town of Truckee Council and Nevada County Board of Supervisors approve initial financial contribution to fund ongoing work (depends on success of grant)	December 2022
Selected core partner contracts with revenue measure polling consultant for initial poll and tracking poll (polling in January)	December 2022
Core partners appoint planning and design workgroup members	January 2023
Selected core partner initiates revenue measure poll	January 2023
Core partners finalize contract with architect and/or engineering firm	February 2023
Nevada County applies for 2 <sup>nd</sup> grant from California State Library	March 2023
Selected core partner completes initial revenue measure poll	April 2023
Core partners reassess options to fill funding gap based on poll results	April 2023
Core partners update cost estimate	May 2023
Core partners reassess options to fill funding gap based on results of 2 <sup>nd</sup> California State Library grant application	August 2023
Core partners secure bids for contract JPA Executive Director	Sept-Dec 2023

Individual JPA members adopt JPA agreement and road map	December 2023
Core partners complete 60% design	December 2023
JPA adopts road map, grant strategy, Friends of the Library MOU (if not in JPA agreement), 2023-2024 budget, and any other important deliverables developed by the core partners at the first meeting	January 2024
JPA approves contract with Executive Director and assigns Town of Truckee or Nevada County staff for administrative assistance.	January 2024
JPA Board adopts 2024-25 budget and updated road map	June 2024
JPA initiates tracking poll for revenue measure	June 2024
JPA completes tracking poll for revenue measure	December 2024
JPA completes 100% design	December 2024
JPA Board places revenue measure on June 2025 special election ballot	January 2025
Community facilitates campaign to support revenue measure (no JPA or formal FOTL involvement)	Jan – June 2025
Community votes on revenue measure (special election)	June 2025
FOTL initiates feasibility study/capital campaign planning	June 2025
JPA selects and retains bond team	July 2025
FOTL concludes feasibility study	September 2025
JPA assesses options to fill funding gap	September 2025
FOTL initiates silent phase of capital campaign	October 2025
Nevada County starts tax collection from revenue measure	December 2025
FOTL completes capital campaign	March 2026
JPA issues revenue bonds	March 2026
JPA selects and retains general contractor	May 2026
JPA start library construction	June 2026
Measure A campaign	2029
Measure A election	2032