

## STAFF REPORT

**DATE:** February 7, 2023

**TO:** City Council

**FROM:** Council 2x2x2 Subcommittee on South Davis Library (Chapman, Partida)  
Mike Webb, City Manager

**SUBJECT:** South Davis Library/Community Center Update

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### **Recommendation**

- A. Receive a briefing on the background and current status of the South Davis Library/Community Center; and
- B. Authorize the Council subcommittee to engage in person or in writing in the upcoming County Board of Supervisors discussion on the south Davis Library project (anticipated for Feb 21) to signal strong support for the project on behalf of the Davis City Council; and
- C. Should the County decide to proceed with the South Davis Library project, authorize the Council subcommittee to work with the City Manager to incorporate a proposal for local financial support to assist the County in South Davis Library construction costs, including but not limited to utilization of American Rescue Plan Act (ARPA) and Park Development Impact fees, as part of the 2023/25 budget proposal.

### **Fiscal Impact**

There are no immediate fiscal impacts. The time to engage with the County and other stakeholders in discussions of a possible South Davis library have been absorbed in departmental budgets.

Pursuit of a South Davis Library/Community Center would be a County project, constructed by and operated and maintained by Yolo County within the City of Davis on a site of approximately 1.6 acres within a portion of a current grass area on the western side of Walnut Park. A primary City of Davis contribution to the project is the dedication of the approximately 1.6-acre site to the County for this purpose that has been memorialized in an MOU between the City and Yolo County since 2002 (see attachment).

According to County estimates, the approximate value of the 1.6-acre parcel is \$4,165,600. This value was arrived at utilizing data from the American Enterprise Institute in 2020 which estimates the value of land for development for the 95618 Zip code. While this value may overestimate the actual value as the land is slated for public use and not slated for commercial/residential development, it provides an order of magnitude understanding of the potential opportunity cost value as compared to repurposing the land for another use.

Discussion of preliminary County project cost projections and funding sources is described in the report below.

Should the City Council wish to consider additional contribution (beyond the land cited above) to assist the County with construction funding, a specific funding mechanism would be brought forward as part of the overall budget proposal for the 2023/25 two-year budget. The draft budget proposal is expected to be presented to the City Council for consideration in June, 2023.

### **Council Goal(s)**

This topic potentially affects several of the City Council Goals:

- Ensure a Safe, Healthy, Equitable Community
- Pursue Environmental Sustainability
- Fund, Maintain and Improve Infrastructure
- Enhance a Vibrant Downtown and Thriving Neighborhoods
- Foster Excellence in City Services

The Yolo County Library is part of the infrastructure that contributes to our sense of community. To the extent that the library is designed to also serve as a community center and potentially as a resilience hub, the benefits would go even further. The city has participated in the county's planning efforts to expand library services to the community over the last twenty years. This action is consistent with Council goals.

### **Commission Input**

The Council has established a subcommittee of Vice Mayor Josh Chapman and Councilmember Gloria Partida to work with staff and the County to address this issue directly and return to the full Council with recommendations. The Finance and Budget Commission will review and make recommendations on the 2023/25 budget proposal as part of the overall budget process.

### **Background and Analysis**

#### **History**

As part of the approval of the Redevelopment Pass-Through Agreement the City of Davis intended to grant deed a portion of Walnut Park to Yolo County in 2002. The portion of Walnut Park was designated for a future Library site as part of the intended exchange. As a placeholder interim use, the City installed grass as part of the original Walnut Park construction project. The field is regularly used for soccer practices and games. City parks and Community Services staff have reviewed the field configuration with the proposed library layout and have concluded that the same number of striped youth fields can be accommodated in the remaining grass area, albeit spaced much closer together. While we do not anticipate negative impacts to youth soccer programs staff would work with local soccer organizations on the details of field striping and field management.

The Pass-Through Agreement called for the property to revert back (or be withdrawn from offer to the County) to the city if not used as a public library within five (5) years. The reversion date was originally October 28, 2007. On October 2, 2007, however, the Davis City Council granted an extension for another five years until October 28, 2012. The County had originally agreed to the reversionary language in 2002 because, at the time, they were determining whether they would be adding on to the existing Davis library or constructing a new library.

As acknowledgement that the County and City would still like to have an option for providing a second library in the future, should it become financially feasible for the County to do so, the City Council granted a second extension to the land offer agreement in 2012, which also eliminated the termination date. The land grant deed offer was reformulated into an MOU stating that the parties agree to cooperate in accommodating a library facility in Walnut Park at some point in the future when the County has funds to construct and operate a second library in Davis. There is no expiration date to the MOU (attached).

Also, in 2012 the City Council approved the City Parks and Facilities Master Plan. As part of that action the Council directed staff to move forward with plans for a permanent restroom structure in Walnut Park (since completed). The original master plan for the park called for a pool and community center. There was also the potential for a library. In the early planning efforts for the park it was assumed the permanent public restrooms for the park would be constructed as part of the pool, community center or library. City staff had served on the Yolo County Library Task Force and were assisting the County with library planning efforts during the time of the agreement. The city also assisted the County in exploring partnership opportunities for the library at the Walnut Park site and hosted neighborhood input meetings. At the time the County was trying to determine if they could afford a second library in Davis or if their efforts should be focused on the existing library. Ultimately, the County added on to the existing library.

The 2012 MOU still in effect today recognizes the value the City places on library services and ability for the County to develop a viable concept. The MOU calls for a public input process with neighbors and park users in reviewing and approving any future library proposal. The MOU generally defines the future library facility but allows flexibility.

Since the growth of residents in the southern and southeastern portions of Davis, there has been a continual interest in expanding library services to these communities that may experience barriers in access to the Mary L. Stephens Davis Branch Library in central Davis. A County feasibility study (circa 2006) conducted with the development of Measure P indicated that Davis voters would only be able to accommodate a certain level of funding support for maintenance and increased library service in Davis. Funding was determined at the time of the passage of Measure P (implemented 2008) to be insufficient for stand-alone construction of a South Davis facility and continuing operations. In preparation for Measure P with growing interest from South Davis residents, a draft library service plan was developed for a future 9,500 square foot building and land identified as part of an existing MOU between the City of Davis and Yolo County regarding library service development in the Walnut Park property totaling about 1.7 acres.

With the expiration of the MOU on October 28, 2012 and a replacement MOU (City of Davis, October 9, 2012) indicating the City of Davis's continued interest in establishing a South Davis library service without a timetable associated with such service, the original land reverts back to the City of Davis and this process allows a refreshed look at library service in the South Davis community, placement of such services, funding options and projected timeline.

## Montgomery Library

The current Mary L. Stephens Davis Library branch is located on City and Davis Joint Unified School District property under long standing agreements (1968). As an interim approach to providing library services in South Davis the County currently provides some library services at Marguerite Montgomery Elementary School, immediately adjacent to Walnut Park. The Montgomery library operates on Tuesdays from 4-8 PM, and Saturdays from 10 AM – 2 PM. The library collection is a large 3-tiered book cart with children’s materials, and a locking cabinet of shelves, that is mainly new books, DVDs, and some books on CD. There is a book drop in the parking lot so people can return items. The County conducts a weekly bilingual story time on Tuesday, and programs 1-2 times a month on Saturday. The facility has no public Wi-Fi, public computers, copying/faxing/scanning services, and no meeting room. There is an adjoining computer lab from the school that is utilized on occasion. The County is currently planning to use the computer lab for ESL classes in late spring or summer (these are being funded by ARP funds from the City of Davis).

The County reports that most users utilize the location to more easily return items they borrowed at the Stephens Davis Branch, or to pick up holds.

<b>July-Dec. 2022 Stats</b>	<b>Total</b>	<b>Monthly Avg</b>
Items Borrowed:	699	116.5
Patron Count	1,281	213.5
Programs	41	
Program Attendance	567	

**Total Collection:** 975 items

**Interior of the South Davis Montgomery Library**

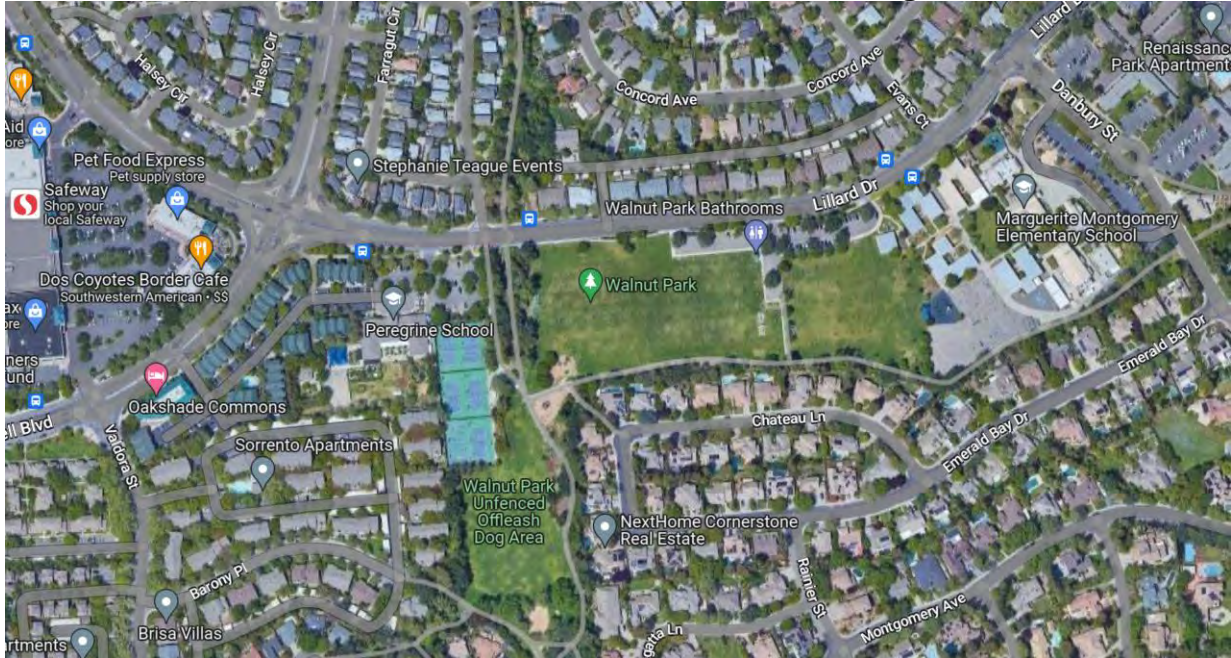


## Current South Davis Library Planning

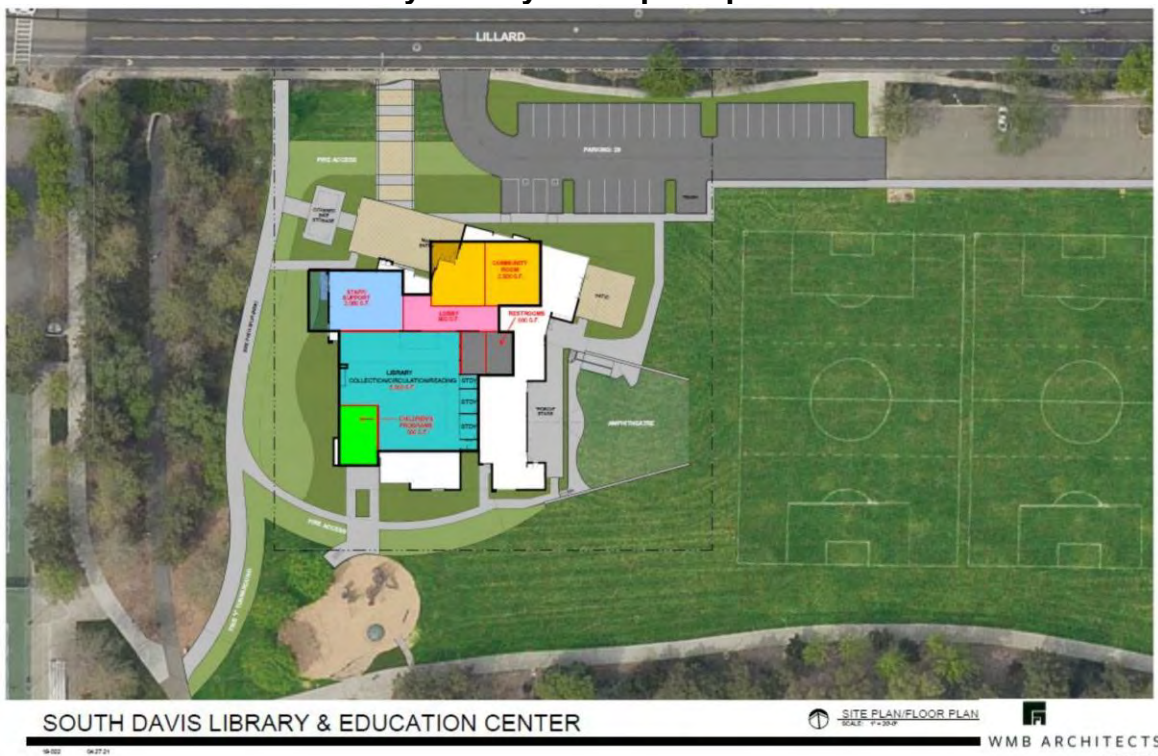
For the last few years the County and City have invested renewed time and energy into exploring the feasibility of a South Davis library. They have engaged with a variety of stakeholders, including residents, library patrons, South Davis neighbors, Local

organizations such as Friends of the Library, DJUSD, and the City. The County has an ad hoc committee (Supervisors Provenza and Frerichs) and a City/County/DJUSD 2x2x2 was formed to continue dialogue on the possibility of a future project. The County also hired an architect to develop project plans, detailed cost estimates, and engaged in fiscal evaluation of construction costs, funding mechanisms, and staffing/operations costs.

**The current site location of Walnut Park and surroundings is shown below**



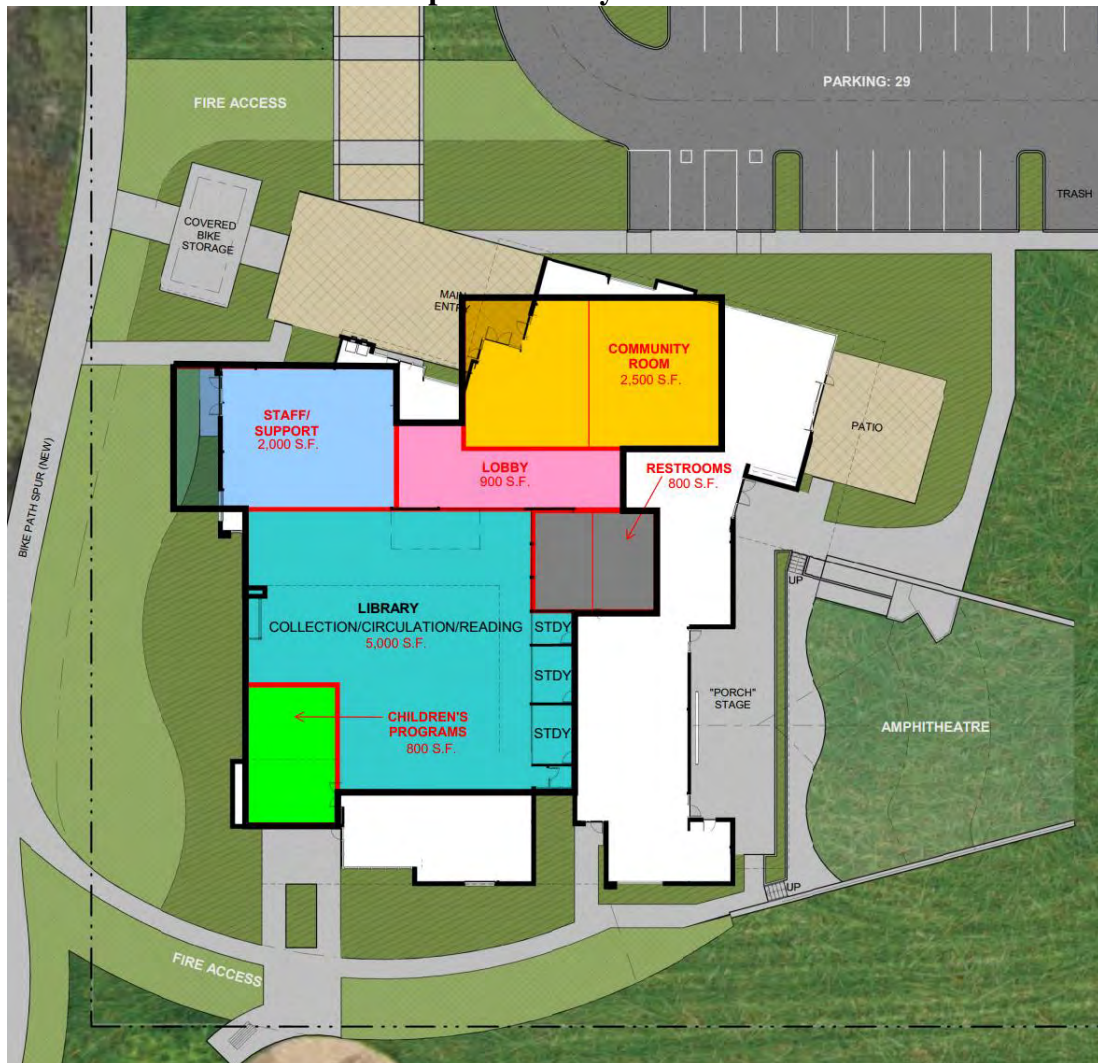
**The current County Library conceptual plan is shown below**



Early Concept Art



Conceptual Library Floor Plan



### County Identification of Needs:

- A 2014 Yolo County Strategic Space Utilization Study found that County library space serving the Davis population would need to double to match population growth and concluded that the current Mary L. Stephens Davis library is at capacity and cannot be expanded.
- The 2018-2035 Yolo County Library Facility Master Plan identifies construction of a South Davis library as a Phase One priority.
- The County identifies that a South Davis library will serve a population area with 40% currently in low income (or “poverty”) status, as evidenced by the information found in attachment 2 from the City Housing Element.
- Attachment 2 provides more detailed information regarding the income demographics for Davis, including disadvantaged community data as well as poverty measure data as it relates to all yolo county library branches. While Davis in general, and even the area surrounding the potential library site, may be considered by many to be higher income neighborhoods, there are sub areas within these parts of Davis where there is considerable income disparity, and therefore strong potential for libraries to have a positive influence on access to facilities, computers, and other resources.
- The County identifies that many youth in the South Davis community do not currently have ready access to library services and that travel to the Stephens Library, particularly by modes other than vehicle, presents barriers to ready access.
- As cost reduction measures have been explored by the County the current plan does not contemplate including the area identified as outdoor stage and amphitheater. There could be flexibility to incorporate these components later should funding be identified. The current square footage contemplated totals approximately 12,000 square feet.

### City Identification of Needs:

In addition to the County needs identified above, the Council subcommittee, stakeholders, and staff believe that other needs could be jointly realized in partnership with a County South Davis library, including:

- There is currently no reliable public space for City, County or community meetings in South Davis. A South Davis library, if built as currently envisioned, could provide much needed modern, reliable, accessible community meeting space. This would facilitate timely and accessible outreach as well as promote grassroots organization of community endeavors.
- There is currently no City or County space in South Davis for community needs during emergencies. A space that can serve the needs of a warming center, cooling/smoke relief center, charging center, and general space for gathering during times of extreme weather events or other emergencies would be valuable to both the City and County. Incorporating backup power system(s), community meeting space, and storage of various essential goods for emergencies the South Davis library could serve as a “resilience hub” for South Davis and the broader community.
- Space options for indoor youth programming in South Davis are limited. Having the possibility of partnering with the County Library for future expansion of needed youth programming needs by the City, School District, or community partners would be advantageous.

## **Projected County Project Costs**

The latest library cost projection in 2025 dollars is just over \$21 million and a general cost breakdown is provided below:

Projected Cost to Construct in 2025: \$21,330,051

Current County Funding:

- State Grant - \$8,615,540
  - Current Davis Library Tax - \$5,515,540
  - Yolo County Library Funds - \$3,100,000
- Total Current Funding - \$17,231,080**  
**Funding Gap \$4,098,971**

In 2022 the Davis Innovation Center (DiSC) proposal in Davis included an agreement between the City/County/Developer for funding contributions as part of the Tax Share Agreement (\$75,000 a year ongoing for operations, maintenance, and construction for South Davis Library) and Development Agreement (\$2,000,000 for one-time capital costs of a South Davis Library). There was also an agreement for the City and County to be engaged in regular progress updates on library planning and construction. However, the DiSC project was not approved by the voters in June, 2022 so the agreements for library contributions were never realized.

Since then the County has applied for a grant to the California State Libraries and received notification that it is the recipient of a grant for \$8,615,540 for the construction of the South Davis Library project. The County Board of Supervisors is scheduled to take up discussion of this project (currently slated for February 21). At that meeting it is anticipated that the Board of Supervisors will be asked to determine whether or not to formally accept the State grant funds and authorize staff to proceed to the next steps of project design, development, and identification of the remaining funding for construction and operations. Signaling City support at this meeting would help the county in this determination.

The potential for conjunctive uses as a library, community center, and resiliency hub create opportunities for partnership that would be beneficial to Davis youth and residents at large and could qualify for various fund sources to assist in helping to bridge at least a portion of the identified funding gap. Funds such as Development Impact Fees for Parks, American Rescue Plan Act funds may be logical sources should there be interest in the Council exploring a direct financial contribution to helping the project finances. The County 2x2 members are also committed to exploring any and all funding opportunities to help bridge the identified gap.

## **Next Steps**

The Council Subcommittee recommend that the Council engage in discussion to identify general interest in the continuation of this project exploration with the County and other stakeholders. If the interest is positive, the Council subcommittee requests that the Council authorize the subcommittee to engage in person or in writing in the upcoming County Board of Supervisors discussion on the south Davis Library project (anticipated for Feb 21) to signal strong support for the project on behalf of the Davis City Council. Should the County decide to proceed with the South Davis Library project the Council

subcommittee also requests that the Council authorize the Council subcommittee to work with the City Manager to incorporate a proposal for local financial support to assist the County in South Davis Library construction costs, including but not limited to utilization of American Rescue Plan Act (ARPA) and Park Development Impact fees, as part of the 2023/25 budget proposal. That proposal would be brought to the Council for consideration in May/June as part of the total budget proposal package. As with any potential expenditure of local funds there are always opportunity costs and City specific needs to consider and to be weighed. The Council subcommittee believes that the value proposition to a South Davis Library is significant, and that a signal at this time for some level of financial support (even if not a specified amount) for construction from the City would serve to strengthen the chances of the County proceeding with the project. Should the County proceed with the project there will be additional community and stakeholder engagement opportunities to review project finances, operations plans, and project design details as they progress.

**Attachments**

1. City/County Library Land MOU
2. City of Davis Poverty Data

**RESOLUTION NO. 12-154, SERIES 2012**

**RESOLUTION ADOPTING A MEMORANDUM OF UNDERSTANDING  
WITH YOLO COUNTY**

WHEREAS, the City of Davis and Yolo County entered into a Pass-Through Agreement which provided for the County to acquire a parcel adjacent to Walnut Park for a future library site from the City of Davis in 2002; and

WHEREAS, the Pass-Through Agreement included reversionary language saying the site would revert back to City ownership should the site not be used as a library within five (5) years of the county receiving the property; and

WHEREAS, the City of Davis and Yolo County extended the reversionary clause of the Grant Deed in 2007 for an additional five (5) years; and

WHEREAS, the additional five (5) years will elapse on October 28, 2012 without a constructed library and the parcel will revert back to City of Davis; and

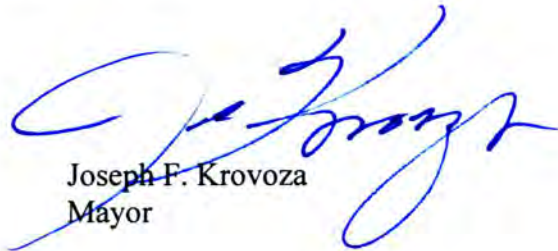
WHEREAS, the City Council desires to enter into a Memorandum of Understanding (MOU) with Yolo County to address the future potential of a library facility in Walnut Park.

NOW, THEREFORE, BE IT RESOLVED the City Council of the City of Davis hereby authorizes the City Manager to execute the Memorandum of Understanding (MOU) between the City of Davis and Yolo County for a potential future library facility in Walnut Park, and if necessary make minor modifications, after consultation with the City Attorney, to the MOU.


PASSED AND ADOPTED by the City Council of the City of Davis this 9<sup>th</sup> day of October, 2012 by the following vote:

AYES: Frerichs, Lee, Swanson, Wolk, Krovoza

NOES: None

  
Joseph F. Krovoza  
Mayor

ATTEST:

  
Zoe S. Mirabile, CMC  
City Clerk

DEC 14 2012

Yolo County Agreement No. 12-166

BY Ruqita Ramirez  
DEPUTY CLERK OF THE BOARD

**MEMORANDUM OF UNDERSTANDING BETWEEN THE CITY OF DAVIS AND  
YOLO COUNTY REGARDING A POTENTIAL LIBRARY IN SOUTH DAVIS**

**PREAMBLE**

**Whereas**, the City of Davis ("City"), the Redevelopment Agency of the City of Davis ("Redevelopment Agency") and the County of Yolo ("County") have worked together on agricultural zoning principles and the cooperative provision of public services and facilities to residents of the City and County through a series of approved and amended Pass-Through Agreements since 1987; and

**Whereas**, On February 1, 2012, by operation of a combination of Sections 34170, 34172 and 34173 (added by Assembly Bill [AB] X1 26), and the California Supreme Court's decision in *California Redevelopment Ass'n v. Matosantos* (2011) 53 Cal. 4<sup>th</sup> 231 (*Matosantos*), the former Redevelopment Agency ceased to exist and the Successor Agency to the former Redevelopment Agency was created; and

**Whereas**, the City, Redevelopment Agency and County had most recently amended the Pass-Through Agreement in 2002, which required the City to Grant Deed to the County a portion of Walnut Park to accommodate a second library site in Davis; and

**Whereas**, the City did grant that property to the County, subject to a reversionary clause as was previously contained in the Pass-Through Agreement which states:

*"The grant deed shall contain a reversionary clause pursuant to which title to the Library Property reverts to the City if after transfer the Library Property is either not used as a public library within five (5) years from the date of the transfer of the Library Property or, if once used as a public library, ceases to be used as a public library.; and*


**Whereas**, the County completed an extensive expansion in 2010 of the Mary L. Stephens Davis Branch, located at 315 E. 14th St., Davis, CA 95616 which is on property owned by the City of Davis and the Davis Joint Unified School District; and

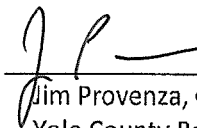
**Whereas**, the reversionary clause for the Walnut Park property will go into effect on October 28, 2012 and the subject property will revert to the City, but the City and County continue to desire to work collaboratively toward the development of a library facility in Walnut Park;

**Now Therefore**, the City and County agree to the following points of understanding:

- That the City and County are committed to working together to provide library service to South Davis community residents.

- The City agrees to allow the County to construct a small branch library or library kiosk in Walnut Park in the future subject to City review and approval.
- The future branch library or library kiosk may be constructed and maintained by the County.
- The size of the facility and location in the park will be mutually agreed upon between the City and County. It is the intent of the parties that the placement of the facility be designed to complement the existing uses of the park.
- The parties agree to conduct public input meetings before designing or constructing any new library facilities in the park.
- It is envisioned that any future library facilities would be commemorated by a ground lease on City property in a similar manner as the City and County's current dedicated uses for Mary L. Stephens Davis Branch, located at 315 E. 14th St., Davis, CA 95616.


  
 City of Davis  
 Steve Pinkerton  
 City Manager

By   
 Jim Provenza, Chair  
 Yolo County Board of Supervisors

Attest:  
 Julie Baehler, Deputy Clerk  
 Yolo County Board of Supervisors

By:   

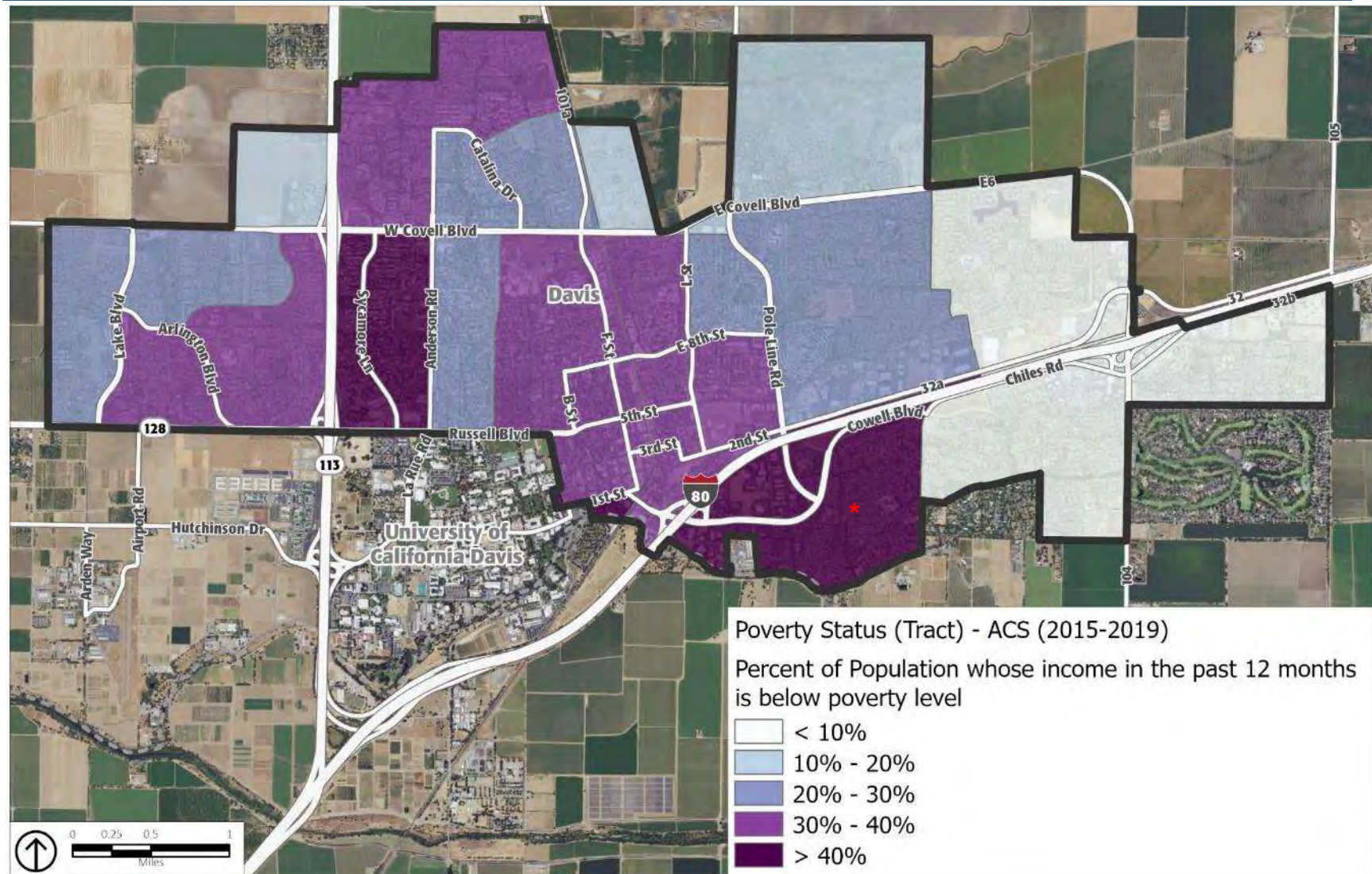

Approved as to Form:  
 Robyn Truitt Drivon, County Counsel

By:   
 Robyn Truitt Drivon, County Counsel

Excerpt from City of Davis Housing Element 2021-2029

\*Red asterisk below indicates proposed location of new South Davis Branch Library.

**Figure 18: Poverty Status, City of Davis, 2015-2019**



Source: California Poverty Measure Data for Libraries (Excel) filtered for Yolo County Library branches, accessed 3/18/2022 at <https://www.library.ca.gov/grants/infrastructure/>

Location	Main Library Name	10.5 Name	10.6 Street Address	10.7 City	10.8 Zip Code	10.9 Zip+4 Code	California Poverty Measure (CPM) % of population in poverty
CLARKSBURG BRANCH LIBRARY	YOLO COUNTY LIBRARY	CLARKSBURG BRANCH LIBRARY	52915 NETHERLANDS AVE.	CLARKSBURG	95612	229	7.71
WINTERS BRANCH LIBRARY	YOLO COUNTY LIBRARY	WINTERS COMMUNITY LIBRARY	708 RAILROAD AVENUE	WINTERS	95694	1646	11.95
ESPARTO BRANCH LIBRARY - ESPARTO UNION HIGH	YOLO COUNTY LIBRARY	ESPARTO REGIONAL LIBRARY	17065 YOLO AVE.	ESPARTO	95627	2081	14.98
YOLO BRANCH LIBRARY	YOLO COUNTY LIBRARY	YOLO BRANCH LIBRARY	37750 SACRAMENTO ST.	YOLO	95697	156	15.85
KNIGHTS LANDING BRANCH LIBRARY	YOLO COUNTY LIBRARY	KNIGHTS LANDING BRANCH LIBRARY	42351 THIRD ST.	KNIGHTS LANDING	95645	517	17.26
A. F. TURNER BRANCH LIBRARY	YOLO COUNTY LIBRARY	A. F. TURNER COMMUNITY LIBRARY	1212 MERKLEY AVENUE	WEST SACRAMENTO	95691	2710	20.46
DAVIS BRANCH LIBRARY	YOLO COUNTY LIBRARY	MARY L. STEPHENS DAVIS BRANCH LIBRARY	315 E. 14TH ST.	DAVIS	95616	2029	40.91

California Department of Water Resources (DWR) Disadvantaged Communities Mapping Tool showing City of Davis, CA. Generated on March 18, 2022.

