



Date: April 8, 2025

Honorable Mayor and Council Members:

Author and title: Becky Bucar, Assistant Public Works Director

Title: **Truckee Library Revenue Measure 2025 Polling Results and Direction**

Jen Callaway, Town Manager

Recommended Action: Staff recommend the Town Council:

- A. Accept the Voter Opinion Survey Summary Report for a potential Truckee Library Local Parcel Tax;
- B. Authorize the Town's Truckee Library Joint Powers Authority (JPA) members, Town Manager Jennifer Callaway and Assistant to the Town Manager Hilary Hobbs, to affirmatively vote at the JPA Board meetings to take necessary actions to proceed with a November 2025 special election, including the formation of a Community Financing District (CFD) and development of a revenue measure to be placed before the voters at the November 2025 special election; and
- C. Authorize the Town's Truckee Library Joint Powers Authority Board members to affirmatively vote to place a ballot measure on the November 2025 special election for purposes of generating partial funding for a new Truckee Regional Library.

Discussion:

One of Town Council's priorities is to "invest in key infrastructure and community connectivity to enhance the quality of life for everyone". Towards that end, supporting efforts to develop a new Truckee Library facility is an important project identified under this Council priority.

While the Town does not provide library services, for several years the Town has collaborated with regional partners including Nevada County and Friends of the Truckee Library (FOTL) to support joint planning for the siting, design, financing, and construction of a new library facility.

On May 23, 2023, staff presented the results of a Town-funded voter opinion survey that suggested a revenue measure may be a viable funding source for a portion of a future library project, although other funding sources would be required to fund the remainder of the project. At this May 2023 meeting, Council directed staff to continue to contribute staff time to collaborative efforts to support the design and development of a new Truckee Library facility.

Subsequent to this direction, a number of things have occurred to move the library project forward, including the following:

- A Memorandum of Understanding (MOU) was executed between the Town of Truckee, Nevada County, and FOTL, as well as a funding agreement in which each partner would fund \$500,000 towards the development of the project design and entitlement process.

- Through a selection process that included the Town, Nevada County, and FOTL, a consultant team (JKAE/Group 4) was selected to work on the first phase of design and the entitlement process.
- The Town formed a Joint Powers Authority (JPA) with Nevada County and Placer County which would be responsible for constructing and maintaining the new Truckee library and obtaining access to land needed for the siting of the new facility.
- A lease option agreement between the JPA, Truckee Donner Public Utility District and Truckee Donner Recreation and Park District to secure the land for the proposed library has been approved by all three parties. The lease option is in effect for five years, and if the option is exercised it would secure the land for the library site for a one-hundred-year time period.
- As part of the JPAs role is to collaborate with community partners to secure financing for the construction and maintenance of the Truckee library, the JPA retained several consultants to help evaluate the viability of, and prepare for, a potential revenue measure to help finance the library, including a special tax consultant, bond counsel, and a polling consultant. The Town and County are sharing the costs of this work through the JPA.
- FOTL has initiated a capital campaign to raise funds for the library.
- A Truckee Library Bond Measure Campaign Committee is in the process of being formed in order to support a bond measure for a November 2025 special election should that occur.

Voter Opinion Survey

In November of 2024, the Library JPA approved a contract with Team CivX for consulting services assessing the feasibility of a revenue measure to fund the construction of a new regional library that would also serve as an Emergency Resource Center for disaster response. Similar to the 2023 polling, which was conducted by the same personnel, the purpose of Team CivX's work was to assess the feasibility of a revenue measure, including public opinion research, analysis of voting trends, and recommendations on tax rates and measure timing. The survey also identified the features, amenities, and operations that voters are most interested in funding, should the measure pass.

Multiple funding sources will be necessary to successfully fund the library project, which is currently estimated to cost \$33 million to construct (base cost without additional aesthetic, amenity, operational, or sustainability upgrades). The opinion survey studied a range of funding levels that could generate between \$10 and \$25 million in revenues to understand what amount of the project that voters would likely support funding through a revenue measure. The remaining funding would need to come from a capital campaign, foundation/grant funding, or other sources.

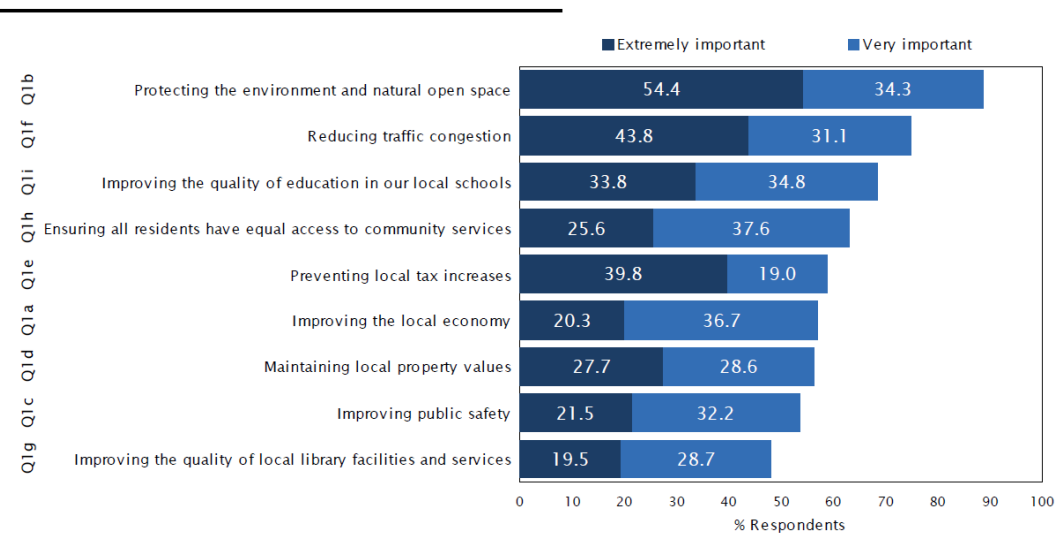
The 2023 polling tested both a per building square foot parcel charge, and a fixed per parcel based charge. The 2025 survey focused primarily on an assessment per square foot of building space because the 2023 polling showed more support for this structure, as well as there being opinions that this structure would be more equitable than a fixed per parcel-based assessment structure.

The results of the survey and presentation are attached (**Attachment 1:** Voter Opinion Survey Summary Report, TeamCivX and True North Research, **Attachment 2:** Survey Summary Presentation Slides) and summarized below.

A total of 476 survey responses were collected, and the overall margin of error is +/- 4.3% at the 95% confidence level. The first substantive question from the survey was aimed at identifying the priorities of the community. As shown in Figure 1 from the report below, protecting the environment and natural open space was the top priority followed by reducing traffic congestion. Preventing local tax increases

ranked fifth and improving the quality of local library facilities and services ranked ninth with 48% of respondents considering it extremely important or very important.

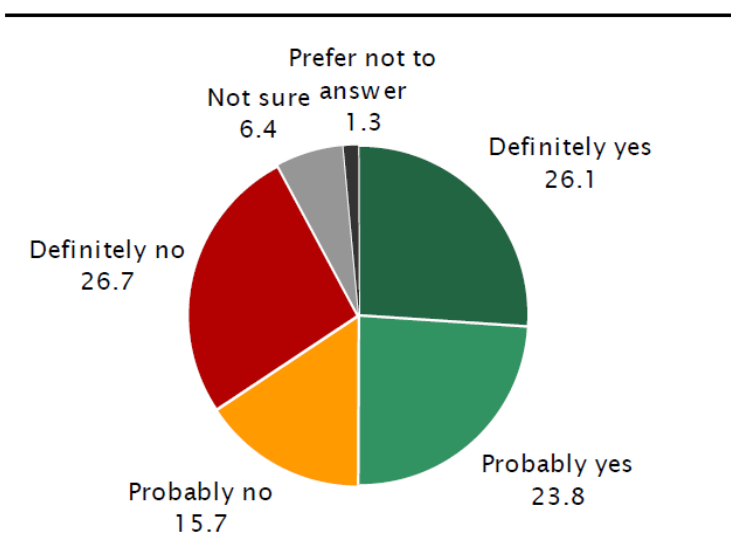
FIGURE 1 IMPORTANCE OF ISSUES



Source: Voter Opinion Survey Summary Report, TeamCivX and True North Research

The initial ballot test (Figure 2 from the report below) indicates that 50% of respondents supported the measure, 42% opposed the measure, and 8% were unsure or unwilling to share their opinion. The

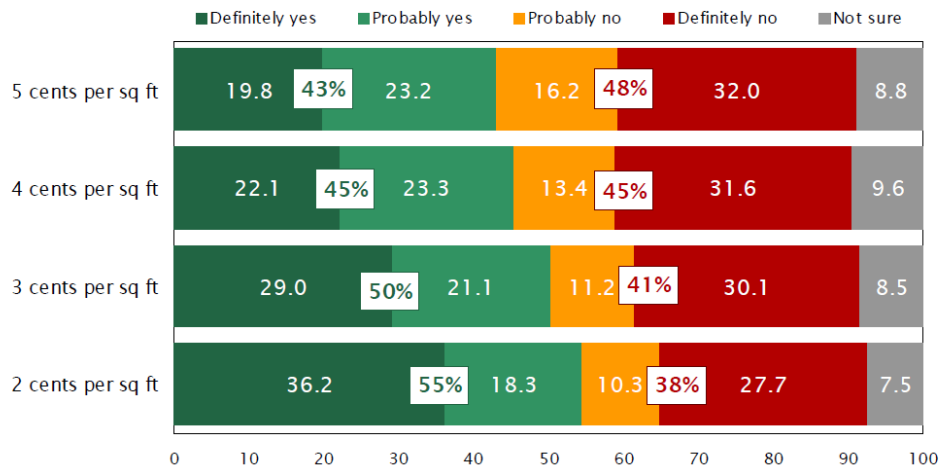
FIGURE 2 INITIAL BALLOT TEST



primary reason provided for not supporting the measure was “taxes are already too high”. It is worth noting that in 2023, support for the measure in the initial ballot test was 63% and 57% for a per square foot and flat rate tax, respectively.

Various cost levels were also evaluated and, not surprisingly, as the cost of the measure decreased, support for the measure increased. The highest support (55%) was at the 2 cents per square foot level (Figure 4 of the report below), which is still 12 percentage points below the necessary 67% approval for passage. Note that a 2 cent per square foot assessment equates to roughly \$10 million in net proceeds for construction, while a 5 cent per square foot charge would equate roughly \$25 million.

FIGURE 4 TAX THRESHOLD



Source: Voter Opinion Survey Summary Report, TeamCivX and True North Research

Utilizing the data in the survey, TeamCivX originally believed that a local parcel tax measure was not feasible at the required 2/3 supermajority level. They also noted that an increase in tax sensitivity since the baseline survey conducted in 2023 appears to be the primary reason for the less than 2/3 support level. However, after further exploring potential paths forward, Team CivX subsequently indicated that, with a very strategic, well-funded, and strong campaign, a measure could feasibly pass in a November 2025 election at the lower end of the assessment levels that were evaluated. Per the attached letter that was submitted as public comment to the Library JPA (**Attachment 3**), FOTL identified a plan to establish a Library Bond Measure Committee that would have adequate funding, resources, and expertise to run a campaign that could result in successful passage of a measure.

JPA and Staff Recommendation

The Library JPA reviewed the polling results at their March 3, 2025, and March 19, 2025, meetings and heard presentations from both Charles Heath from TeamCivX and FOTL representatives and supporters. Concerns were expressed regarding the fact that the ballot measure might not pass, as well as the strain on staff resources and the costs associated with moving a ballot measure forward. However, there was also recognition that the future Library Bond Measure Committee would likely have adequate funding, resources, and expertise to run a successful campaign. Ultimately, the JPA Board recommended that both the Nevada County Board of Supervisors and the Town Council support proceeding with a ballot measure on a November 2025 special election to support bond funding for the Truckee Library, including formation of a CFD.

Typically, Town staff would not recommend moving forward with a bond measure based upon the aforementioned polling results. However, based on TeamCivX's recommendations and the confidence expressed by the Library Bond Measure Committee to lead a successful campaign, staff is recommending that Council authorize the Town's JPA voting members to take necessary actions to proceed with a November, 2025 special election, the formation of a CFD, and development of a revenue measure to be placed before the voters at the November, 2025 special election to fund a portion of the Truckee Library project. Final assessment amounts and assessment structure would be determined by the JPA.

It is important to note that even with the assumption of a passing bond measure, it would not generate 100% of the funding necessary to construct a new library. While FOTL believes they can fundraise up to \$20 million from donors, foundations, and grants, this fundraising effort is still in its initial stages, and the success of it will be tied to the community's collective willingness to support this project.

Timeline

Nevada County staff has developed a timeline to guide the formation of a Community Facilities District (CFD) and bring a revenue measure to the voters in November 2025 (**Attachment 4**). To meet the requirements outlined by Mello-Roos Law for CFD formation, the CFD formation needs to be initiated in April to allow the Resolution of Intention (official initiation document) to be approved in May of 2025.

Priority:

<input type="checkbox"/> Enhanced Communication	<input type="checkbox"/> Climate and Greenhouse Gas Reduction	<input type="checkbox"/> Housing
<input checked="" type="checkbox"/> Infrastructure Investment	<input checked="" type="checkbox"/> Emergency and Wildfire Preparedness	<input type="checkbox"/> Core Service

Fiscal Impact: To date, the Town has committed approximately \$733,000 to the library, in addition to in kind staff time. This includes \$500,000 towards the Phase 1 design and entitlement process (1/3 of the total cost); \$150,000 towards community polling and potential bond measure (costs shared with Nevada County), and \$83,000 previously spent on studies and plans, site selection analysis, management feasibility study, regional park parking study, and the 2023 community polling.

The CFD and ballot measure is anticipated to cost \$318,500 in election fees, consultant fees, and Nevada County staff time to implement, as summarized below. Of the \$318,500 in expected costs, \$106,000 has already been expended, with \$212,500 remaining. These costs would be split between the Town and County (each with an approximate \$159,250 funding share). This funding share does not include the cost of Town staff time, which is estimated to be \$25,000 for just the CFD formation and election. Therefore, the Town's share of the "at risk" future costs for a November 2025 ballot measure is \$131,250 (\$106,250 plus \$25,000).

Table 1: Estimated CFD Formation and Special Election Costs

	<i>Total Cost</i>	<i>Expended to Date</i>	<i>Future Costs</i>
Nevada County Election Dept.	\$84,500	\$0	\$84,500
Placer County Election Dept.	\$33,000	\$0	\$33,000
Bond Counsel	\$25,000	\$6,000	\$19,000
Special Tax Consultant	\$58,000	\$26,000	\$32,000
County Administrative Staff Time	\$64,000	\$20,000	\$44,000
Polling Consultant	\$54,000	\$54,000	\$0
Total	\$318,500	\$106,000	\$212,500
Cost Share			
<i>County</i>	<i>\$159,250</i>	<i>\$53,000</i>	<i>\$106,250</i>
<i>Town</i>	<i>\$159,250</i>	<i>\$53,000</i>	<i>\$106,250</i>
<i>Town Staff Time:</i>		<i>\$25,000</i>	
<i>Total Town "Remaining" Unexpended Costs:</i>		<i>\$131,250</i>	

While the Town's anticipated funding share of the CFD formation and ballot measure hard costs (excluding staff time) exceeds the \$150,000 that was originally set aside in the budget to fund these efforts, staff anticipates there will be adequate cost savings in the design and entitlement process to fund the additional \$9,250. Therefore, there is adequate funding in the Library CIP (C2110) to fund the revenue measure activities.

If successful, a ballot measure would fund between \$10 million and \$20 million (final amount to be determined by JPA board based upon feasibility of voter passage) towards the library construction costs (currently estimated to be \$33 million). Fiscal feasibility of this project would require not only a successful ballot measure, but also significant additional capital campaign fundraising by FOTL.

Public Communication: In addition to the publicly-noticed JPA meetings, there have been numerous and ongoing communications between Nevada County, Placer County, and FOTL staff and representatives. This item was originally on the March 25, 2025 Town Council agenda but was subsequently moved to the April 8, 2025 meeting agenda. However, 22 written public comments (all in support) were received for the March 25, 2025 meeting and are provided in ***Attachment 5***.

Attachments:

Attachment 1: Voter Opinion Survey Summary Report, TeamCivX and True North Research

Attachment 2: Survey Summary Presentation Slides

Attachment 3: Friends of the Truckee Library Letter to Library JPA

Attachment 4: Library CFD and Revenue Measure Timeline

Attachment 5: Public Comment Received for March 25, 2025 Meeting