



AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: Jamie Turbak
Director of Library Services

SUBJECT: Purchase of Real Property at 3105
San Pablo Ave for a Hoover Library

DATE: March 12, 2026

City Administrator Approval


Jestin Johnson (Mar 12, 2026 22:07:25 PDT)

Date: Mar 12, 2026

RECOMMENDATION

Staff Recommends That The City Council Adopt An Ordinance:

- (1) Authorizing The City Administrator To Negotiate And Execute A Purchase And Sale Agreement With 3105 San Pablo, LLC To Acquire The Improved Real Property Located At 3105 San Pablo Avenue In Oakland, California, For \$3,495,000 And Related Due Diligence And Closing Costs, For Redevelopment As A Hoover Branch Library; And**
- (2) Reallocating \$242,000 Of Measure KK Funds For The Property Acquisition; And**
- (3) Adopting California Environmental Quality Act Findings.**

EXECUTIVE SUMMARY

The recommended action would authorize acquisition of a private property located at 3105 San Pablo Avenue, in Oakland, the site of the former Community Foods Market (**Attachment A**). A recent City-sponsored feasibility study identified this location as the community's top choice for a new Hoover Branch Library. City Council approval of the Ordinance would authorize the City Administrator to negotiate and execute a Purchase and Sale Agreement with 3105 San Pablo, LLC, a California limited liability company, to acquire the real property for three million four hundred ninety-five thousand dollars (\$3,495,000). An additional two hundred thousand dollars (\$200,000) is estimated to be needed for due diligence and closing costs. Existing Measure KK and Measure U funds would be allocated from other Oakland Public Library (OPL) capital projects to fund the purchase for redevelopment as a Hoover Branch Library (Project No. 1004856). Certain reallocated funds would be requested to be restored at the next bond sale for Measure U.

Life Enrichment Committee
March 24, 2026

BACKGROUND / LEGISLATIVE HISTORY

Historically, there were several libraries at various locations in the Hoover-Foster neighborhood of West Oakland. Today, no such library exists and community members in partnership with City leadership have been working for over two decades to restore a branch library to this community.

1888: North Oakland Branch Library opens at 3140 San Pablo Avenue.

1981: North Oakland Branch closes permanently.

2004: City Council passes [Resolution No. 78747 C.M.S.](#) establishing prioritization methods for capital improvements to City facilities including libraries.

2006: Following a rigorous community engagement effort, the City of Oakland Public Library Master Facilities Plan (**Attachment B**) recommends addition of an 8,000-12,000 square foot Hoover Branch Library to the OPL system.

2006: Friends of Hoover Durant Public Library (FOHDPL) forms to advocate for restoration of a neighborhood library and later becomes an incorporated 501(c)(3) non-profit organization.

2015: City Council approves [Ordinances No. 13319 C.M.S.](#) and [No. 13326 C.M.S.](#) creating the Department of Race and Equity (DRE) and establishes definitions and implementation steps related to a citywide strategy to create a fair and just City that maintains diversity, eliminates racial disparities, and achieves racial equity.

2016: City of Oakland voters approve Measure KK, a \$600 million [Affordable Housing & Infrastructure Bond](#) containing \$15 million reserved for library capital projects.

2017: FOHDPL holds the first Street Corner Library event to share books and generate support for a restored public library.

2018: City Council adopts [Resolution No. 87376 C.M.S.](#) to approve the updated Capital Improvement Program prioritization process that identifies equity as a primary factor for capital projects.

2018: Following robust departmental and community engagement, the Capital Improvement Program prioritization process identifies Hoover Branch Library as an equitable project for funding.

2019: City Council adopts the [Fiscal Year 2019-2021 CIP](#) including Hoover Branch Library (Project No. 1004856) described as a “new 10,000 square foot facility located near MLK/28th/West St or 3000 Market St.” to be funded for \$10 million. Soon after, City Council authorizes [Resolution No. 87981 C.M.S.](#) to allocate \$500,000 of Measure KK (Fund 5330) bond proceeds for a Hoover Branch Library feasibility study (Feasibility Study).

2021: City Council adopts [Fiscal Year 2021-2023 CIP](#) reaffirming the Hoover Branch Library capital project however it remains primarily “unfunded”.

2022: City Council approves [Resolution No. 89233 C.M.S.](#) awarding a professional services contract to Blink!LAB Architecture to conduct the Feasibility Study and authorizing the City Administrator to apply for, accept and appropriate future grant funds for design and construction of a new Hoover Branch Library.

2022: City of Oakland voters approve Measure U, the [Affordable Housing Infrastructure Bond](#) to provide \$850 million in general obligation bonds for affordable housing, street paving and public facilities containing \$15 million reserved for library capital projects.

2023: City Council approves [Resolution 89929 C.M.S.](#) authorizing a grant application for \$1.5 million from the State of California for design of a Hoover Branch Library. The grant application was denied by the State of California due to lack of City possession of a site location for the new library.

2024: The Feasibility Study identifies three potential locations. After considering factors such as community preference, location, economic and environmental factors, the Feasibility Report Summary (**Attachment C**) identifies the highest survey score as “Option 1: Adaptive Reuse” of the former grocery store located at 3105 San Pablo Avenue (Property).

2025: The Property is listed for sale for \$5.1 million. The City engages the seller regarding terms for potential purchase.

2026: City and seller agree to non-binding terms, including a purchase price of \$3,495,000 per a non-binding letter of intent (**Attachment D**). An additional \$200,000 is estimated to be needed for due diligence and closing costs.

ANALYSIS AND POLICY ALTERNATIVES

The Feasibility Study investigated locations for a new Hoover Branch Library in the Hoover-Foster neighborhood of West Oakland. The Feasibility Study explored the program elements, space-use strategies and cost implications in locating, building and operating a new branch library in the Hoover-Foster catchment area as well as precedent analysis of three existing OPL branches and international trends in community library design. The recommendations and conclusions of the Feasibility Study are the result of an extensive community engagement process led by Blink!LAB Architecture and RBA Creative.

The Feasibility Study considered:

- Community Input - Paper, online and in-person surveys, StreetLABs, community group workshops for adults and youth and video-interviews
- Data - Review of government, social, environmental and library data sources; global library and community space trends and models
- Strengths, weaknesses, opportunities and threats (SWOT) analyses of 3 existing OPL branch libraries and OPL staff interviews

Results of the Feasibility Study generated these key components for a library:

- Greatest visibility at locations central to residents' daily lives
- Integration of cultural references, design and art as a way of promoting belonging
- Acknowledgement that patrons vary and require a variety of learning opportunities through both physical and digital resources
- A variety of space and seating types, both inside and outside, that encourage interaction, collaboration and patron-directed activities
- Facilitation of community use through shared-space programming and integration of social services within the library footprint
- Empowering patrons through a welcoming environment and ease of access
- Use of environmentally sound and sustainable materials
- Enhancing patron experience by providing daylight access, spatial flexibility, craft/repair/maker spaces and access to the latest technologies

Analysis of the information, data, knowledge, stories and dreams shared by the community for nearly two years during the Feasibility Study concluded that the acquisition and conversion of the vacant Community Foods Market grocery store located at the intersection of San Pablo Avenue and Myrtle Street is the best and preferred approach to achieve the desired key components for a library.

This option offers the lowest cost per square foot, the largest amount of library space, excellent visibility and good pedestrian access. The land parcel size is 16,150 square feet and the building including a mezzanine is 13,185 square feet. Parking is available on or adjacent to the site and, subject to procuring a lease with the property owner, would provide accommodation for bikes, cars, vans, and third-party service providers. A welcoming urban plaza anchors the role of the library as a civic structure, seen and understood as a trusted community resource with adequate space for social connection and key to creating a sense of welcome. In addition to being on a main thoroughfare, this site appears easily accessible from the Hoover-Foster neighborhood. Within a ten-minute walkshed, there are 10,942 residents, 2,627 non-resident daytime population (workers) and 821 children between the ages of five to fourteen. Because much of the existing structure is in serviceable condition, the construction cost of this conversion is estimated at \$10.8 million, which is considerably less than other studied options and less than half the cost of new ground-up construction. To realize these benefits and honor the recommendation of the Feasibility Study, staff recommends City Council authorize the acquisition of the Property.

Purchase agreement

The recommended action would authorize the City Administrator to enter into a Purchase and Sale Agreement (PSA) for the purchase of the Property with the following terms:

- *Purchase price:* \$3,495,000
- *Initial deposit:* City to make a refundable \$150,000 deposit into escrow upon execution of the PSA.
- *Contingency period:* 60 days for the City to inspect the Property and evaluate its suitability for the intended use.

- *Additional deposit:* If/when the City removes contingencies in order to proceed with the purchase, City to deposit an additional \$100,000 into escrow, which together with the initial deposit shall become nonrefundable.
- *Closing:* Escrow shall close thirty days after the contingency period.

Parking lease

The Property does not include on-site parking. There is an adjacent parking lot owned by St. Matthew Missionary Baptist Church (Church) that the Community Foods Market leased for approximately \$4,000 per month. In order for the City to provide on-site parking for library patrons, City Council would need to authorize by subsequent legislation that the City either accept an assignment of this lease or enter into a new, revised lease with the Church. The Administration would return to City Council with subsequent legislation after further discussions with the Church and recommends acquisitions of the Property regardless of the outcome of these discussions. The parking lease expense would be borne from the Library Department's operational budget.

Such authorization advances the Citywide priority of **responsive, trustworthy government** by acknowledging and affirming the recommendation of the 2006 Library Master Facilities Plan and 2024 Feasibility Study findings, the goal of FOHDPL and the Hoover-Foster community, prior City Council resolutions regarding CIP, bond and grant funding for a Hoover Branch Library and equity prioritization for capital projects. In addition, such authorization will help bring back a library after forty-five years and rectify some harm caused to a neighborhood that was prone to systemic racism and institutional redlining, including their libraries.

FISCAL IMPACT

Acquisition of the Property costs \$3,495,000 with due diligence and closing costs of an estimated \$200,000. Measure KK Bond Funds, allocated for OPL capital projects, would fund the purchase. The \$2,000,000 reallocation from the Melrose Library (Project No. 1005856) would be requested to be restored as part of the next bond sale of Measure U. The \$1,695,000 reallocation from the Brookfield Library (Project No. 1003440) does not require fund restoration, as the project construction will be completed this summer and is under budget.

In 2016, Oakland voters passed Measure KK by an over two-thirds majority. Measure KK provided \$600 million in bond funds for street improvements, public facilities and affordable housing projects. Of this total, \$350 million was for streets and roads, \$150 million was for public facilities that included \$15 million reserved for library capital projects.

Measure U, the Affordable Housing Infrastructure Bond, was passed by Oakland voters in 2022 and provided \$850 million in general obligation bonds for affordable housing, street paving and maintenance and for public facilities that included \$15 million reserved for library capital projects. In the campaign to pass Measure U, the City of Oakland provided [a fact sheet](#) that addressed frequently asked questions and the measure's potential impacts. That fact sheet specifically mentioned the design and construction of the new Hoover Branch Library, "Measure U funding will enable Oakland to complete design and construction of projects that have only partial funding, such as Fire Station 29, Arroyo Viejo Master Plan, and the new Hoover Branch

Library. Between them, Measure KK and Measure U Ordinances reserved thirty million dollars (\$30,000,000) in bond funds for library capital projects, including acquisition of property.

Three million six hundred ninety-five thousand dollars (\$3,695,000) would be in Project No. 1004856, Funds 5332, 5335 and 5340 following the reallocations listed in the chart below.

Fund	Measure KK		Measure U	Total Reallocation	Notes
	5332	5335	5340		
BROOKFIELD LIBRARY Project No. 1003440	\$242,000*	\$585,000	\$868,000	\$1,695,000	Excess funding due to project coming in underbudget <i>*Council authorization required</i>
MELROSE LIBRARY Project No. 1005856		\$1,250,000	\$750,000	\$2,000,000	Transfer to allow timely use of bond proceeds as Melrose Project in design phase.
HOOVER LIBRARY Project No. 1004856	\$242,000*	\$1,835,000	\$1,618,000	\$3,695,000	Purchase price of \$3,495,000 plus 200K for due diligence and closing costs

Conversion costs

Currently there is no identified funding to convert the vacant grocery store into a library. The 2024 Feasibility Study estimated that improvements, such as foundation, roofing, interior finishes and furnishing, environmental control systems, construction labor, electrical and fire systems, plumbing and design would cost approximately \$11 million. The Library Department retains about \$11 million of unallocated Measure U bond funds that could provide a source of funding for the conversion costs. In addition, the Library Department will seek grant funds for this purpose.

Operating costs

The operating budget for the new library branch including staff, collections, and supplies would come from Library Measures C (2241) and D (2243).

Acquisition of a 13,000 square foot facility would create new fiscal and operational requirements for the Project Delivery and Maintenance Divisions of the Public Works Department. There would be increased utility, custodial, security and repair expenses to be paid from the Public Works Internal Service Fund which is currently overburdened.

PUBLIC OUTREACH / INTEREST

The Hoover-Foster catchment area is physically varied - from light-industry and manufacturing to residential structures with the borders of Highway 880, 40th Street, West Grand Avenue and Broadway. The population is equally diverse in demographics, including high-wealth property owners to low-income renters and unhoused individuals. There is a range of education levels and access to technology. Given the multiplicity of the population, different types of community engagement were necessary to foster inclusivity, build trust, and ensure that diverse perspectives were considered in decision-making processes. Between Summer 2023 and 2024 June Grant, the founder of Blink!Lab Architecture, and Randolph Belle of RBA Creative led an extensive community engagement process to analyze the needs, opportunities, constraints and technical feasibility of a Hoover Branch Library. Engagement efforts included 561 surveys (paper, online and in-person), StreetLABs and group workshops for adults and youth, video interviews, review of government, social, environmental and library data sources, global library and community space trends and models, and strength, weaknesses, opportunities and threats (SWOT) analysis of three existing OPL libraries and interviews with OPL staff.

The lead community group, Friends of Hoover Durant Public Library, is a 501(C)3 non-profit organization founded and active since 2006 with the mission to restore a neighborhood public library.

COORDINATION

This report and the related ordinance were reviewed by the Office of the City Attorney and the Budget Bureau. In addition, Office of the City Administrator, Finance Department, Oakland Public Works, Economic and Workforce Development Department's Real Estate Division and the Oakland Public Library coordinated to form this recommendation. The Property is located in District 3 and Council Member, Carroll Fife, has been engaged in and sponsors this effort.

SUSTAINABLE OPPORTUNITIES

Economic: Oakland Public Library offers programs and services available to all Oakland residents to enhance their educational and economic opportunities. Libraries are destination points, drawing visitors from throughout the City and beyond. In many communities, it has been documented that branch libraries act as economic development anchors. A Community and Economic Benefits Study commissioned by the San Francisco Public Library system found that for every dollar invested in branch library services, the City realized a return on investment between \$5.19 and \$9.11. Converting the former grocery store into a library will generate design, construction and professional service jobs in Oakland and revitalize a vacant commercial property on San Pablo Avenue.

Environmental: The adaptive reuse of the grocery store, the process of repurposing existing buildings for new functions, significantly minimizes carbon emissions, often between 50 – 95%, by avoiding the high embodied carbon of new construction. The Property is located on an

active street with public transit, bike lanes and walkable from residential areas which will encourage library patrons to use sustainable modes of transportation.

Race & Equity: The Hoover Foster neighborhood once had a library established in 1887 and located at 3140 San Pablo Avenue called the North Oakland Branch. Throughout its history this library was targeted for closure as a result of racially motivated, systemic disinvestment and institutional redlining. In 1936, a library administrator wrote, "I can see no reason for taking a lease on the present building...This is not a reading neighborhood." Following the closure of the nearby Telegrove Branch in 1950 and construction in the 1970s on Interstate 980 that condemned 503 homes, 22 businesses, four churches and 155 trees for demolition, the North Oakland Branch closed permanently in 1981. In 2006, a grassroots volunteer group joined together to form the Friends of Hoover Durant Public Library (FOHDPL) whose mission has been to re-establish a library that will be a source of empowerment, pride and connection to the community by providing equitable access to technology and information, as well as a beautiful and safe place to gather. Approval of the ordinance will advance the City's and FOHDPL's goal to bring back a library after forty-five years and rectify some harm caused to a historically redlined neighborhood.

CALIFORNIA ENVIRONMENTAL QUALITY ACT

In consultation with the City Attorney's Office, City staff have determined that the Project is exempt from the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15302 (replacement and construction), 15304 (minor alterations to land), and 15305 (minor alterations to land use limitations).

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ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt An Ordinance:

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- (2) Reallocating \$242,000 Of Measure KK Funds For The Property Acquisition; And
- (3) Adopting California Environmental Quality Act Findings.

For questions regarding this report, please contact Jamie Turbak, Director of Library Services at (510) 238-6610.

Respectfully submitted,



Jamie Turbak
Director of Library Services

Reviewed by:
Brendan Moriarty, Director of Real Estate and
Special Projects
Economic & Workforce Development Department

Reviewed by:
Tess Kavanagh, Project Manager
Public Works Department

Attachments (4)

- A: Map of the Property
- B: 2006 Oakland Public Library Master Facilities Plan
- C: 2024 Hoover Branch Library Feasibility Summary
- D: Non-binding Letter of Intent