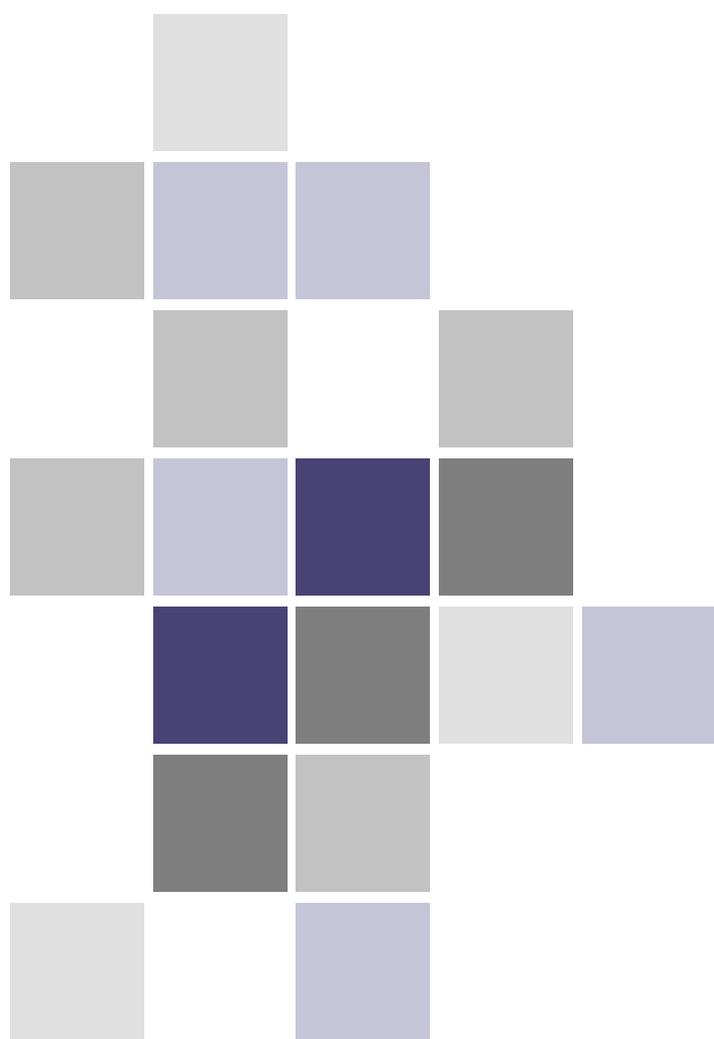


# LIBRARY MASTER PLAN

## ANNE ARUNDEL COUNTY PUBLIC LIBRARIES

**Final Report**  
December 2017



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## **ACKNOWLEDGEMENTS**

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MGT of America Consulting, LLC would like to thank the Library Board and staff for their time, interest, and energy in providing us with important information and their willingness to allow free exploration of ideas and solutions.

# ANNE ARUNDEL COUNTY PUBLIC LIBRARIES

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FINAL REPORT | LIBRARY MASTER PLAN  
DECEMBER 2017

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## **I.0 INTRODUCTION AND BACKGROUND**

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In 2017, Anne Arundel County, Maryland, contracted with MGT of America Consulting, LLC (MGT) to conduct a long-range facility master plan for Anne Arundel County Public Libraries (AACPL). MGT was familiar with the county, having prepared the 2006 Strategic Facilities Utilization Master Plan for the school district as well as their 2015 update. This review was intended to address the long-term (ten-year) facility needs of the libraries in Anne Arundel County.

### **MASTER PLAN GOALS**

The goals for the Master Plan are:

- ◆ To assess all library buildings;
- ◆ To review library usage and patronage;
- ◆ To determine current and future utilization based on demographics;
- ◆ To gather community input regarding library programs, facilities, needs, etc.;
- ◆ To create possible solutions or planning scenarios, and;
- ◆ To provide data-driven recommendations for a long-range plan.

### **PLANNING PROCESS**

MGT prepared a detailed work plan to guide the planning process for the master plan. The work plan was reviewed by library staff to ensure the final master plan would meet the goals of AACPL. The major tasks included:

Task 1.0 – Project Initiation

Task 2.0 – Develop Facilities and Site Inventory

Task 3.0 – Program and Service Review and Programmatic Priorities

Task 4.0 – Usage Pattern Review

Task 5.0 – Conduct Facilities Assessments

Task 6.0 – Analysis of Community Demographics and Capacity

Task 7.0 – Public Involvement and Community Collaboration

Task 8.0 – Develop Standards for Ranking Building Needs

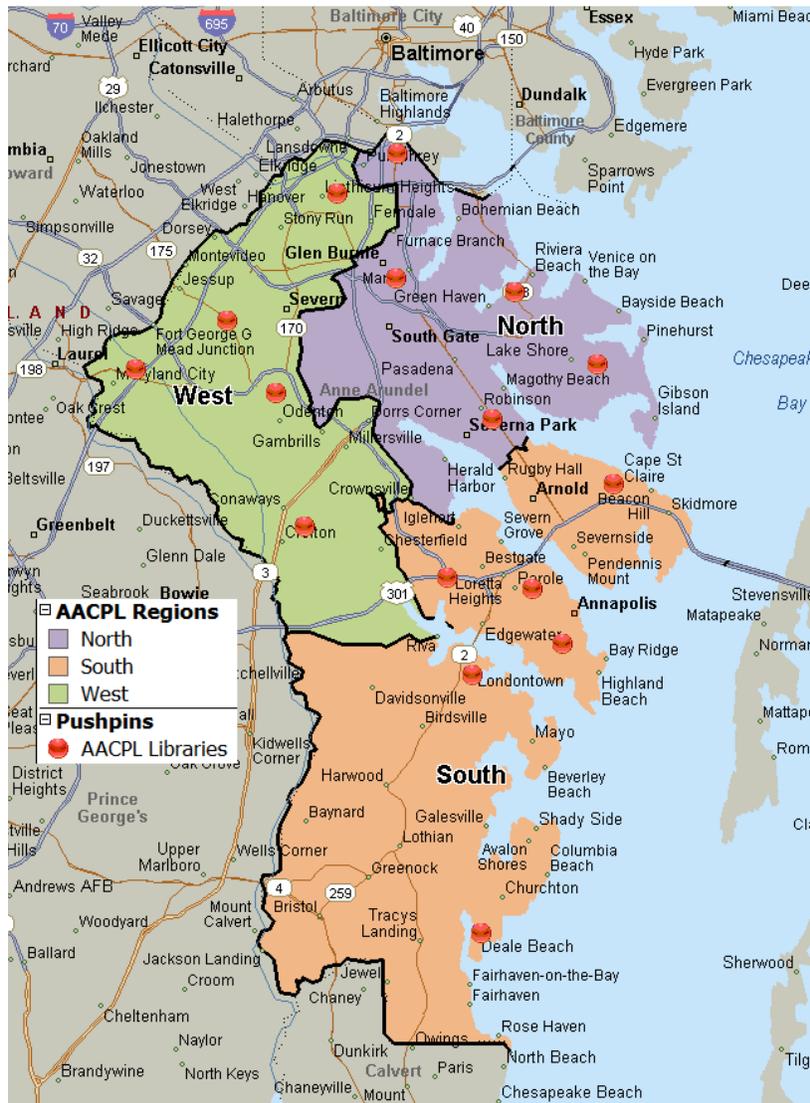
Task 9.0 – Budget Estimates

Task 10.0 – Develop Master Plan Scenarios and Budgets

Task 11.0 – Preparation and Presentation of Final Facilities Master Plan

## BACKGROUND FOR ANNE ARUNDEL COUNTY LIBRARIES

Anne Arundel County has an extensive library collection and branch system to support the learning and information access needs of its large service area. The county is currently identified or divided into three regions (North, South, and West) with 15 branch libraries serving the population across the county, as shown by the red dots on the following map:



Source: Anne Arundel County Library, 2017.

The hours of operation are the same in all branches and staffing is similar, except in the five largest libraries, despite the different circulation and usage rates. Although this review is focused on the library facilities, MGT has provided supporting operational components into the final recommendations.

At the request of the library board, MGT’s library consultant, Himmel and Wilson, created a “white paper” describing libraries of the future. This review of best practices for public libraries is included to

provide a framework for Anne Arundel’s review and revision of library facilities and practices. It is included as **Section 5.0**.

This report is divided into the following sections:

- 1.0 Introduction and Background
- 2.0 Site Assessments
- 3.0 Community Input
- 4.0 Demographic and Usage review
- 5.0 Future of Libraries for the 21<sup>st</sup> Century
- 6.0 Findings and Recommendations

Appendices:

- A. Branch Profiles Including Assessment Data
- B. Large group survey instrument used for community input
- C. Online survey instrument used for community input

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## 2.0 FACILITY ASSESSMENTS

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This section presents the results of the facility assessments that were conducted by MGT and our library consultant, Himmel & Wilson. The assessments were conducted using BASYS®, MGT’s facility assessment software program. There were four assessments conducted, as follows:

- ◆ Building condition
- ◆ Functionality
- ◆ Site condition
- ◆ Technology readiness

Each assessment has a 100-point possible score. Identified deficiencies reduce the score, based on the proportion of that deficiency to the total building. All facility assessment data are provided in **Appendix A Branch Profiles Including Assessment Data**. The appendix includes a demographics and usage report for each branch and for each assessment, as described below. The reports include the individually assessed items as well as comments that describe the deficiencies for each item, if any, based on the scoring.

### BUILDING CONDITION ASSESSMENT

The BASYS® building condition score measures the amount of deferred maintenance in the building’s major systems. The weighted condition score of a building is the average condition score (weighted by building square footage) of all the buildings at a branch. The scores are interpreted as follows:

90+	<b>New or Like New:</b> The building and/or a majority of its systems are in good condition, less than three years old, and only require preventive maintenance.
80-89	<b>Good:</b> The building and/or a majority of its systems are in good condition and only require routine maintenance.
70-79	<b>Fair:</b> The building and/or some of its systems are in fair condition and require minor to moderate repair.
60-69	<b>Poor:</b> The building and/or a significant number of its systems are in poor condition and require major repair, renovation, or replacement.
BELOW 60	<b>Unsatisfactory:</b> The building and/or a majority of its systems should be replaced.

The condition assessment rates each system in a building as “new”, “good”, “fair”, “poor”, or “unsatisfactory,” based on a detailed description of each rating for the particular system. The possible score for each system is based on that system’s contribution to the overall cost of building construction. Therefore, the condition score is a measure of that portion of the value of the building which is in good condition. The capital needs score (100 minus the condition score) is a measure of the capital needs or

deferred maintenance. This score, when presented as a percent, is also referred to in the literature as the Facility Condition Index or FCI. For example, a building which has a condition score of 80, has a capital needs score of 20 ( $100 - 80 = 20$ ). A capital needs score of 20 indicates that 20 percent of the value of the building can be reinvested in the building to attain a score of 100 and put the building in a “like new” condition. The condition score and resulting calculations **do not** include the costs of any additions, site improvements, improvements for functionality, or technology readiness improvements.

**Exhibit 2-1** presents the condition score for each branch that was assessed. The data also include the Headquarters building. As the exhibit shows, condition scores range from “Poor” to “Good” categories which indicates that the facilities range in need from preventive maintenance to major repair. It is important to note that MGT did not assess the condition of two branches – Annapolis and Rivera Beach. Both buildings are budgeted to be replaced in the next three years.

EXHIBIT 2-1  
ANNE ARUNDEL COUNTY PUBLIC LIBRARY  
CONDITION SCORES – BY SITE

SITE NAME	YEAR BUILT	YEAR LAST RENOVATE	GSF	CONDITION SCORE
Broadneck	1983	0	11,950	71
Brooklyn Park	1971	0	12,500	73
Crofton	2002	0	25,000	87
Deale	1976	2010	8,730	76
Eastport	1976	0	12,100	85
Edgewater	1991	0	12,000	79
Glen Burnie	1968	0	20,200	62
Linthicum	1967	1980	11,083	70
Maryland City at Russett	1996	0	15,214	77
Mountain Road	1994	0	8,900	77
Odenton	2004	0	39,160	82
Severn	1985	0	11,500	81
Severna Park	1972	0	20,500	64
Headquarters	1976	0	26,800	66
Annapolis	1965	1982	20,900	N/A
Riviera Beach	1970	0	10,500	N/A
<b>Total/Average</b>			<b>208,837</b>	<b>76</b>

Source: MGT of America Consulting, LLC, 2017.

## FUNCTIONALITY ASSESSMENT

The functionality assessment evaluates how well the facility supports the library/media program that it houses. Each branch receives one suitability score which applies to the whole building at the facility. The functionality of each branch was assessed with BASYS® using the following categories:

ENVIRONMENT	The overall environment of the interior of each branch with respect to creating a safe and positive library experience.
EXTERIOR CIRCULATION	Pedestrian/vehicular circulation and the appropriateness of site facilities and signage.
SUPPORT SPACE	The existence of facilities and spaces to support the program being offered. These include administrative offices, staff space, storage, etc.
SIZE	The adequacy of the size of the program spaces.
LOCATION	The appropriateness of adjacencies (e.g., children's area close to quiet reading area).
STORAGE & FIXED EQUIPMENT	The appropriateness of utilities, fixed equipment, storage, and room surfaces (e.g., flooring, ceiling materials, and wall coverings).

Functionality scores are interpreted as follows:

90+	<b>Excellent:</b> The facility is designed to provide for and support the program offered. It may have a minor suitability issues but overall it meets the needs of the library program.
80-89	<b>Good:</b> The facility is designed to provide for and support a majority of the program offered. It may have minor suitability issues but generally meets the needs of the program.
70-79	<b>Fair:</b> The facility has some problems meeting the needs of the program and will require remodeling/renovation.
60-69	<b>Poor:</b> The facility has numerous problems meeting the needs of the program and needs significant remodeling, additions, or replacement.
BELOW 60	<b>Unsatisfactory:</b> The facility is unsuitable in support of the program.

**Exhibit 2-2** presents the functionality score for each branch. As the scores indicate, some branches have significant functionality deficiencies. It is important to note that MGT did not assess the condition of two branches – Annapolis and Rivera Beach. Both buildings are budgeted to be replaced in the next three years. Additionally, MGT did not assess the Headquarters building for functionality, but reviewed the space and has included it in this assessment and long-range plan.

As shown, several sites have low functionality scores. This means that the spaces do not meet the programmatic needs. Spaces may provide a poor environment through acoustics, lighting, etc. They may not meet the size standards for a given area/areas. They may not be appropriately located in relationship or adjacent to other spaces in the library. Finally, they may not have the right storage or fixed equipment. In a library, this may mean that there's inadequate or inappropriately-sized shelving or furniture. It could also mean that the meeting room lacks a space to store excess tables and chairs so they fill the meeting room space, diminishing its usefulness and flexibility.

The data below show that Glen Burnie, Broadneck, and Linthicum score poorly relative to the standards that have been identified for the functionality of libraries in Anne Arundel County. It is important to remember that this score describes the functionality of the space – or lack thereof – not the efforts of the staff or library board.

EXHIBIT 2-2  
ANNE ARUNDEL COUNTY PUBLIC LIBRARY  
FUNCTIONALITY SCORES – BY SITE

SITE NAME	FUNCTIONALITY SCORE
Broadneck	63
Brooklyn Park	66
Crofton	79
Deale	71
Eastport	66
Edgewater	76
Glen Burnie	57
Linthicum	62
Maryland City at Russett	71
Mountain Road	71
Odenton	87
Severn	68
Severna Park	76
Headquarters	N/A
Annapolis	N/A
Riviera Beach	N/A
<b>Total/Average</b>	<b>70</b>

Source: MGT, 2017.

## SITE CONDITION ASSESSMENT

The site condition assessment score is a measure of the amount of capital needs or deferred maintenance at the site, which includes the driveways and walkways, the parking lots, the utilities, and fencing, etc. The scores are interpreted as follows:

90+	<b>New or Like New:</b> The site and/or a majority of its systems are in good condition, less than three years old, and only require preventive maintenance.
80-89	<b>Good:</b> The site and/or a majority of its systems are in good condition and only require routine maintenance.
70-79	<b>Fair:</b> The site and/or some of its systems are in fair condition and require minor to moderate repair.
60-69	<b>Poor:</b> The site and/or a significant number of its systems are in poor condition and will require major repair or renovation.
BELOW 60	<b>Unsatisfactory:</b> The site and/or a majority of its systems should be renovated.

The site condition assessment scores were calculated in the same manner as the building condition scores. **Exhibit 2-3** presents the site assessment score for each branch. Each branch site receives a single site assessment score. It is important to note that MGT did not assess the condition of two branches – Annapolis and Rivera Beach. Both buildings are budgeted to be replaced in the next three years.

As shown, there is significant variation in Site scores. Three branches – Edgewater, Maryland City, and Mountain Road – show scores in the “Unsatisfactory” range and the average score is on the low-end of “Fair.”

EXHIBIT 2-3  
ANNE ARUNDEL COUNTY PUBLIC LIBRARY  
SITE CONDITION SCORES – BY SITE

SITE NAME	SITE SCORE
Broadneck	83
Brooklyn Park	61
Crofton	66
Deale	74
Eastport	88
Edgewater	53
Glen Burnie	77
Linthicum	85
Maryland City at Russett	51
Mountain Road	42
Odenton	81
Severn	71
Severna Park	84
Headquarters	65
Annapolis	N/A
Riviera Beach	N/A
<b>Total/Average</b>	<b>70</b>

Source: MGT, 2017.

## TECHNOLOGY READINESS

Modern libraries often serve as a public access point to technology. They are often the only site where community members can gain access to the Internet either using the library’s technology or by bringing their own equipment to access the library’s connectivity. The library provides an important service to the community to support communication, information gathering, distance education, entertainment, and other access.

The BASYS® technology readiness score measures the capability of the existing infrastructure to support information technology and associated equipment. The data do not include the number or age of technology equipment. The score can be interpreted as follows:

90+	<b>Excellent:</b> The facility has excellent infrastructure to support information technology.
80-89	<b>Good:</b> The facility has the infrastructure to support information technology.
70-79	<b>Fair:</b> The facility is lacking in some infrastructure to support information technology.
60-69	<b>Poor:</b> The facility is lacking significant infrastructure to support information technology.
BELOW 60	<b>Unsatisfactory:</b> The facility has little or no infrastructure to support information technology.

**Exhibit 2-4** presents the technology readiness score for each branch site. Note that MGT did not assess the technology readiness for Annapolis or Riviera Beach, since both branch libraries are scheduled to be rebuilt in the next three years. We also did not assess technology readiness at the Headquarters building.

The technology readiness score range is the lowest of the four assessments. Many of the branches score in the “Unsatisfactory” range. In several buildings, the score is due to the lack of adequate and/or adequately-located electrical outlets as well as the lack of appropriately-designed space for the IT equipment. Given the technology demands of a library in the 21<sup>st</sup> Century, these issues are of critical importance.

EXHIBIT 2-4  
ANNE ARUNDEL COUNTY PUBLIC LIBRARY  
TECHNOLOGY SCORES – BY SITE

SITE NAME	TECHNOLOGY SCORE
Broadneck	47
Brooklyn Park	47
Crofton	82
Deale	48
Eastport	50
Edgewater	58
Glen Burnie	47
Linthicum	47
Maryland City at Russett	50
Mountain Road	48
Odenton	93
Severn	55
Severna Park	72
Headquarters	N/A
Annapolis	N/A
Riviera Beach	N/A
<b>Total/Average</b>	<b>57</b>

Source: MGT, 2017.

## COMBINED SCORES

The building condition, functionality, site condition, and technology readiness scores are combined into one score for each branch to assist in the task of prioritizing projects. Since the building condition score is a measure of the maintenance needs (e.g. leaky roofs, etc.) and the functionality score is a measure of how well the building design and configuration supports the library program, it is possible to have a high score for one assessment and a low score for another assessment. It is the combined score that attempts to give a comprehensive picture of the conditions that exist at each branch and how each branch compares relative to the other branches in the county.

To create the combined score, the four scores are weighted, based on which deficiencies the library board wants to emphasize and the relative impact on capital costs. MGT met with the Facility Sub-Committee of the Board and provided some initial information about weighting, including examples from other cities and counties. This information was provided prior to the board having received any of the assessment data. The committee reviewed various possible weighting schedules and adopted one that focuses on both condition and functionality. As noted earlier, MGT did not score Annapolis or Riviera Beach since they were both scheduled for replacement.

For Anne Arundel County Public Libraries, the building condition score was weighted 37 percent, the functionality score was weighted 35 percent, the technology readiness score was weighted 17 percent, and the site condition score was weighted 11 percent. **Exhibit 2-5**, on the next page, presents the color-

coded key to allow a quick review of the data. **Exhibit 2-6** presents the data from all four assessments. For ease of review, we have color-coded the scores using the key. As shown, scores above 90 are “Excellent”; scores less than 60 are “Unsatisfactory.”

EXHIBIT 2-5  
ANNE ARUNDEL COUNTY PUBLIC LIBRARY  
COLOR-CODING FOR COMBINED SCORES

SCORES	DESCRIPTION
> 90	Excellent/Like New
80 - 89.99	Good
70 - 79.99	Fair
60 - 69.99	Poor
< 59.99	Unsatisfactory

EXHIBIT 2-6  
ANNE ARUNDEL COUNTY PUBLIC LIBRARY  
COMBINED SCORES – BY SITE

SITE NAME	CONDITION SCORE	FUNCTIONALITY SCORE	TECHNOLOGY SCORE	SITE SCORE	COMBINED SCORE (37/35/17/11)
Broadneck	71	63	47	83	65
Brooklyn Park	73	66	47	61	65
Crofton	87	79	82	66	81
Deale	76	71	48	74	69
Eastport	85	66	50	88	73
Edgewater	79	76	58	53	72
Glen Burnie	62	57	47	77	59
Linthicum	70	62	47	85	65
Maryland City at Russett	77	71	50	51	68
Mountain Road	77	71	48	42	66
Odenton	82	87	93	81	86
Severn	81	68	55	71	71
Severna Park	64	76	72	84	72
Headquarters	66	N/A	N/A	65	N/A
Annapolis	N/A	N/A	N/A	N/A	N/A
Riviera Beach	N/A	N/A	N/A	N/A	N/A
<b>Average</b>	<b>76</b>	<b>70</b>	<b>57</b>	<b>70</b>	<b>70</b>

Source: MGT, 2017.

## COSTS TO IMPROVE OR REPLACE BRANCH LIBRARIES

Given the age of many of the library facilities, it should be no surprise that some facilities have lower scores. The scores can be translated into dollars to address the identified facility deficiencies. MGT uses a cost/SF structure to estimate the cost of needed improvements. Costs for school and library buildings are typically based on RS Means, a national cost estimating firm that is widely used. RS Means also has regional cost adjustments because there are differences in the cost of labor and materials from one section of the country to another. Whenever possible, MGT also uses local experience data to provide a further source of information.

For Anne Arundel library costs, MGT's consultants have reviewed several documents and sources to create the cost table shown below. Library Journal<sup>1</sup> annually publishes cost information for libraries built or renovated across the country. Based on the projects shown in the annual architectural digest, staff from AACPL identified the following projects as "most similar" to the Annapolis project and to their goals for county library facilities. As shown in **Exhibit 2-7**, below, the cost/SF for **construction only** ranges from a low of \$271.65 in St. Louis, MO to a high of \$566.25 in San Jose, CA. For comparison, the Annapolis building planned for 32,500 SF and \$18 million for construction is approximately \$568/SF and \$745/SF for all costs, including furniture, fixtures, and equipment (FF&E) and soft costs. This puts the new Annapolis library at the high end of the data shown below but well within a standard deviation. Furthermore, the data are from 2016 and need to be adjusted for inflation at approximately 2% per year. This still puts Annapolis at the high end, but within a reasonable range.

EXHIBIT 2-7  
SAMPLE CONSTRUCTION COSTS FOR NEW LIBRARIES – 2016

CITY, STATE	GROSS SQ. FT.	SQ. FT. COST CONSTRUCTION
San Jose, CA	16,000	\$566.25
Lone Tree, CO	24,826	\$382.04
Lewes, DE	28,500	\$300.64
Brooklyn Park, MN	39,600	\$373.74
Columbia Heights, MN	22,300	\$363.32
St. Louis, MO	35,340	\$271.65
Dayton, OH	30,100	\$289.37
Henrico, VA	43,885	\$413.80
Vinton, VA	21,821	\$334.54

Source: Library Journal, 2016. Compiled by AACPL.

Based on a review of local experience in Anne Arundel County, MGT has developed the following costs to be applied to future recommendations, as explicated in **Section 6.0**. As shown in **Exhibit 2-8**, MGT will use a range of costs for both new construction and for several levels of renovation, from a smaller "refresh" to an "extensive renovation. We have provided costs for construction, FF&E, and "soft costs"

<sup>1</sup> See: <http://lj.libraryjournal.com/2016/11/buildings/year-in-architecture-2016-public-library-data>

– e.g., permits, fees, etc. It is important to note that none of these costs include the purchase of land or site development.

EXHIBIT 2.8  
COSTS FOR NEW CONSTRUCTION AND RENOVATION

NEW CONSTRUCTION – ITEM	COST/gsf
Construction	\$550 - \$675
FF&E	\$25 - \$40
Other/soft	\$150 - \$175
<b>TOTAL</b>	<b>\$725 - \$890</b>
RENOVATION – ITEM	COST/gsf
Minor Refresh	\$ 75 - \$175
Moderate	\$125 - \$250
Extensive	\$350 - \$500

Source: MGT. 2017.

## FINDINGS

Overall, AACPL’s facilities are in fair condition. The library board’s capital improvement program has been able to address only the most severe facility needs. Unfortunately, facilities continuously age and develop new deficiencies on an on-going basis. In addition, library programs change to meet the needs of the community and put new requirements on the branch buildings. AACPL must continue an aggressive capital improvement program to maintain the library facilities necessary to provide a 21st century library/media program.

The facility assessments described in this section provide the data to prioritize projects based on the overall facility. These data, combined with the demographic and capacity and utilization analysis and the community input, will be used to make specific recommendations in **Section 6.0**.

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## 3.0 COMMUNITY ENGAGEMENT

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MGT is under contract with Anne Arundel County to conduct community engagement activities in support of the library system’s goal to create a long-range facility master plan. The activities were focused on gathering **input** – what was working well, what needed attention or focus during the study, and what issues needed to be considered for the long-range plan.

### COMMUNITY INPUT ACTIVITIES

To gather community input regarding the long-range facility needs for the library system, MGT conducted several activities:

- ♦ interviews with library staff and board members;
- ♦ interviews with county council members and the county executive;
- ♦ three large-group sessions open to the public, and
- ♦ an online survey that included the same set of questions used during the large group sessions.

**Interviews.** The interviews were conducted in September in Anne Arundel County at various locations. Questions asked respondents to consider what was working well, what facility issues existed, what programs planned for the future might need new/different facility considerations.

**Large Group Sessions.** To encourage participation from library patrons, the library sent an Email to its 180,000 library users. Some patrons (N= 73) responded with an emailed comment which was collected and coded by theme, branch, and whether the comments were positive, negative, or neutral. Some included suggestions for how the library might address key concerns were noted as well.

Each large group session included some initial information about the project, including timeline and project goals. At each session, MGT provided comprehensive data, including the condition and functionality assessments for each library. Participants then had an opportunity to respond to a series of questions using electronic voting devices (“clickers”) to provide input. Each session concluded with an opportunity for community members to discuss the issues in a small group format. See **Appendix B** for the large group survey questions.

Input Session Locations:

- ♦ Oct 24, 2017: Linthicum Regional Library Meeting Room (Western Region)
- ♦ Oct 25, 2017: Mountain Road Community Library Meeting Room (Northern Region)
- ♦ Oct 26, 2017: Annapolis Regional Library Meeting Room (Southern Region)

**Online Survey.** The online survey was posted to the library system website in English and Spanish and available October 26, 2017 through November 10, 2017. The survey included the same questions as the large group sessions to allow any member of the community to participate in the large group discussions, even if they didn’t attend one of the three regional meetings. See **Appendix C** for the online survey questions.

## FINDINGS

For this report, we have combined the data gathered from the community input sessions and the online survey, since the same data were gathered through each method. We have also included feedback from emailed comments. Given the low participation at the community meetings and the small response rate to the online survey, these findings provide only limited insight into community impressions and perceptions. The data should be considered, but not be seen as representative of the larger community.

### Email responses:

The input from the emailed responses (N=73) was less structured, since it represented the thoughts of patrons responding via email, without any format or organization. To analyze these data, MGT used a coding approach, identifying the response as positive, negative, or mixed. We then coded the responses into several categories based on content.

The most typical categories included comments about the following issues:

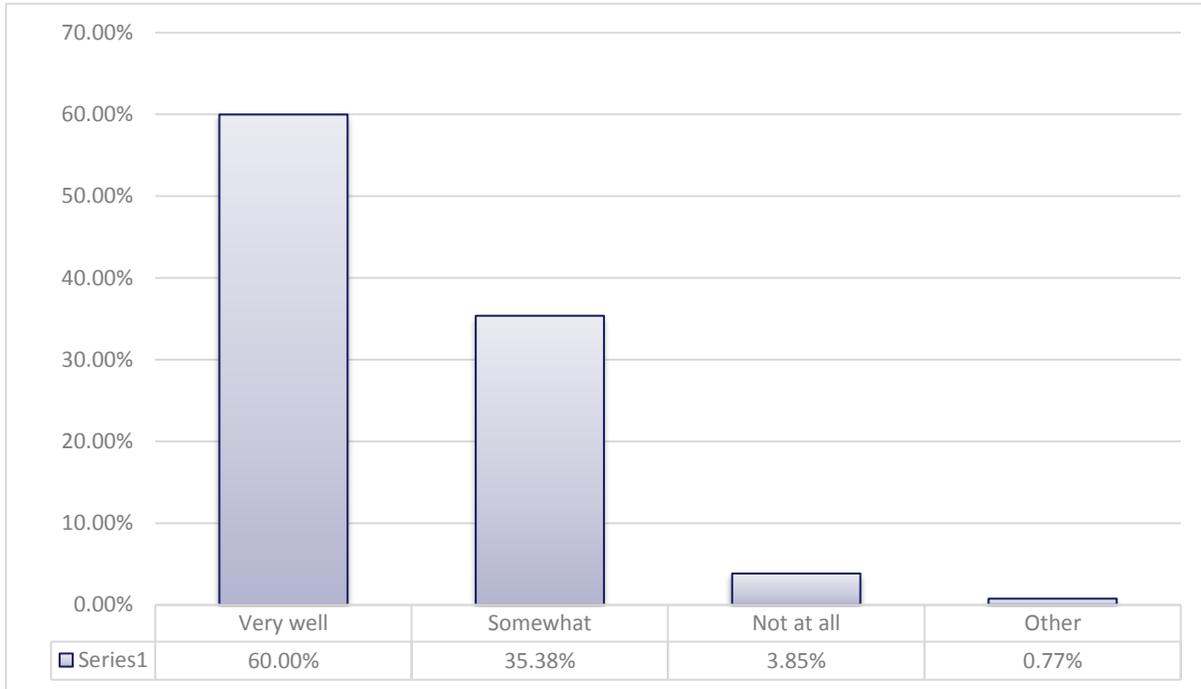
- ◆ **Materials** – the need for a broader variety of choices (both hard copy and electronic), a request to have materials made available differently, and an overall increase in the actual number of books available.
- ◆ **Technology** – the need for scanners and other technology at a site, concerns for lack of access to enough printers and scanners, and the need to provide additional support in how to access the technology available at local libraries.
- ◆ **Space configuration** – a request to separate children’s spaces from quiet reading and study spaces and the need for a variety of spaces within the library for distinct functions (study groups, community meetings, individual study, reading areas, etc.).
- ◆ **Programs** – a concern about the number of programs offered to teens and to senior citizens, the need to ensure that programs are equitable across the system to ensure that there is variety at each branch, and the suggestion to revisit the hours that programs take place to support higher participation.
- ◆ **Customer service** – a glowing review of Anne Arundel Public Libraries staff and a consensus that overall librarians were informative, helpful, and patient.

Additional comments were operational and asked the library system to consider ways to improve current practices/policies and not necessarily about facility spaces themselves. For example, there were requests for amenities like café spaces, fireplaces in reading nooks, and comfortable couches to settle in for long reading sessions. Interestingly, one participant requested certain days/times that dogs or other pets could visit the library with their families.

### Large Group Sessions and Online Survey Data:

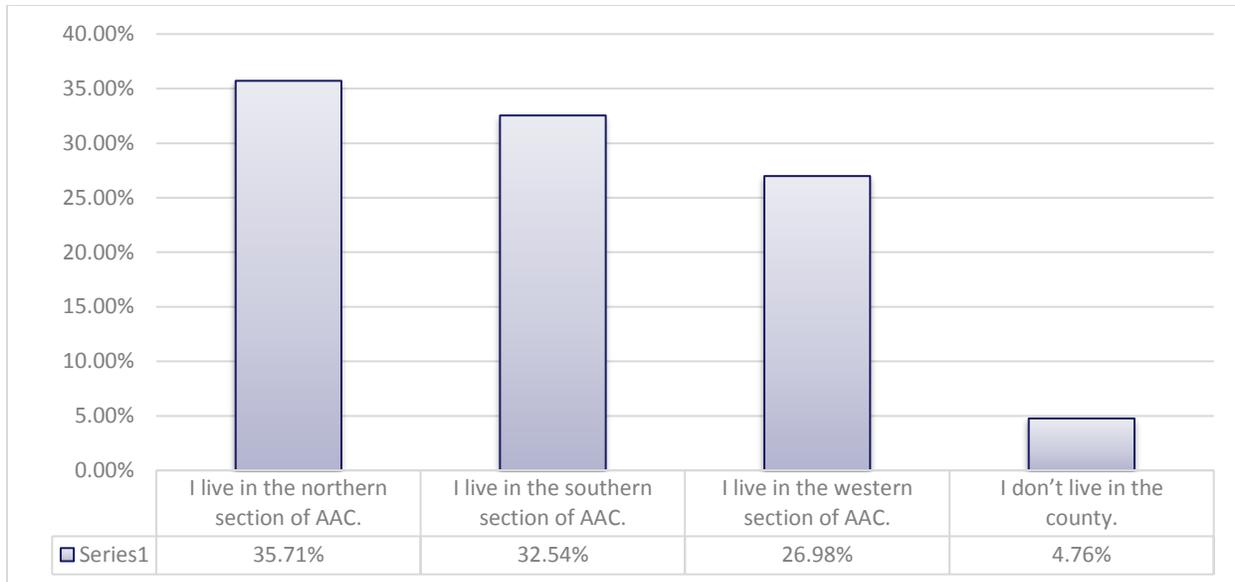
Anne Arundel County has an involved and interested populace. **132 participants** either attended community sessions even when the time could have conflicted with dinner and homework responsibilities, even at libraries that were not near their homes, and even when there were other events in competition. Many more community members used the online tools so that they could provide input and feedback at a time convenient for them.

Overall, participants seemed to really enjoy the Anne Arundel County Public Library system. Feedback about customer service, materials offered, and access to technology were mostly positive. In fact, 60% of participants believed that the library system serves their family well.

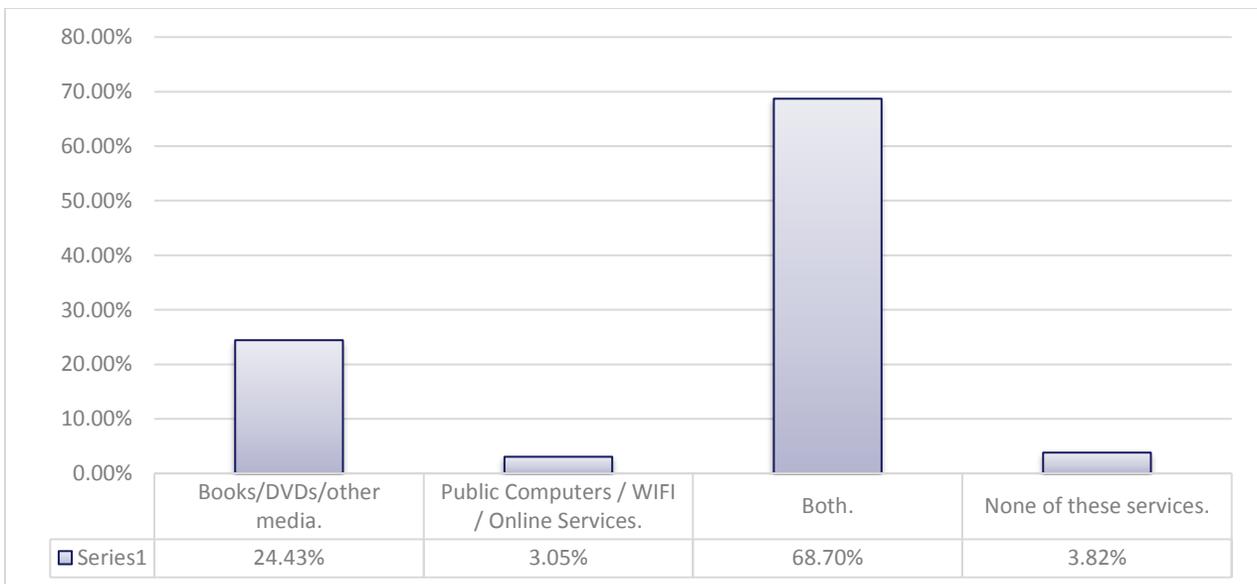


Although **95% of participants** live in Anne Arundel County it was interesting to note that the library system received feedback from neighboring counties as well. Participation was spread almost evenly throughout the county with the northern section, southern section, and western section each representing about 30% of the total number of comments.

However, it was noted that several participants were concerned with broad representation that included feedback from citizens from different socioeconomic backgrounds. There was a perception that the voice of library users who most need access to free materials, technology, and safe spaces were not included in the discussion.

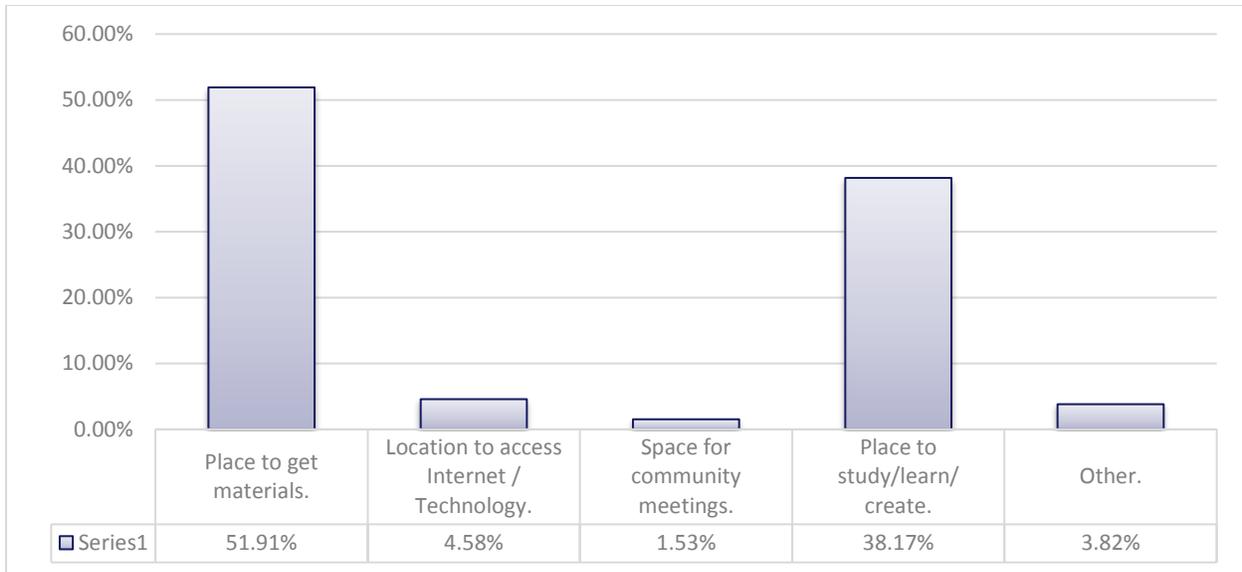


Participants who provided feedback are an active group of library users. **45% of respondents** shared that they have used the library more times than they can count this year. And, **68% of participants** take advantage of a full range of library services including books, DVDs, online services, WIFI, and public computers. Several participants also shared that they attended many program offerings from the library system as well. There was special appreciation for toddler classes while there was a request to include more choices for teenagers and senior citizens.

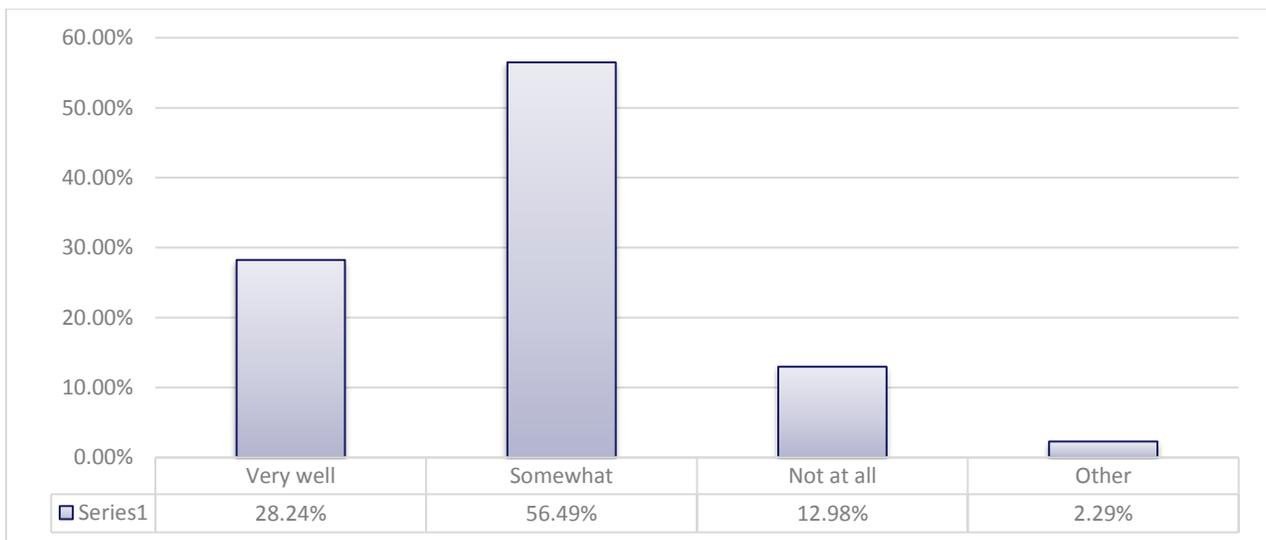


Libraries are primarily seen as a place to access materials (**51%**); however, it is important to note that a sizeable number of participants (**38%**) also depend on libraries to provide a space for them to learn, to study, or to create. This feedback aligns with some of the feedback from email respondents which requested additional space configurations for small group study sessions and reading nooks.

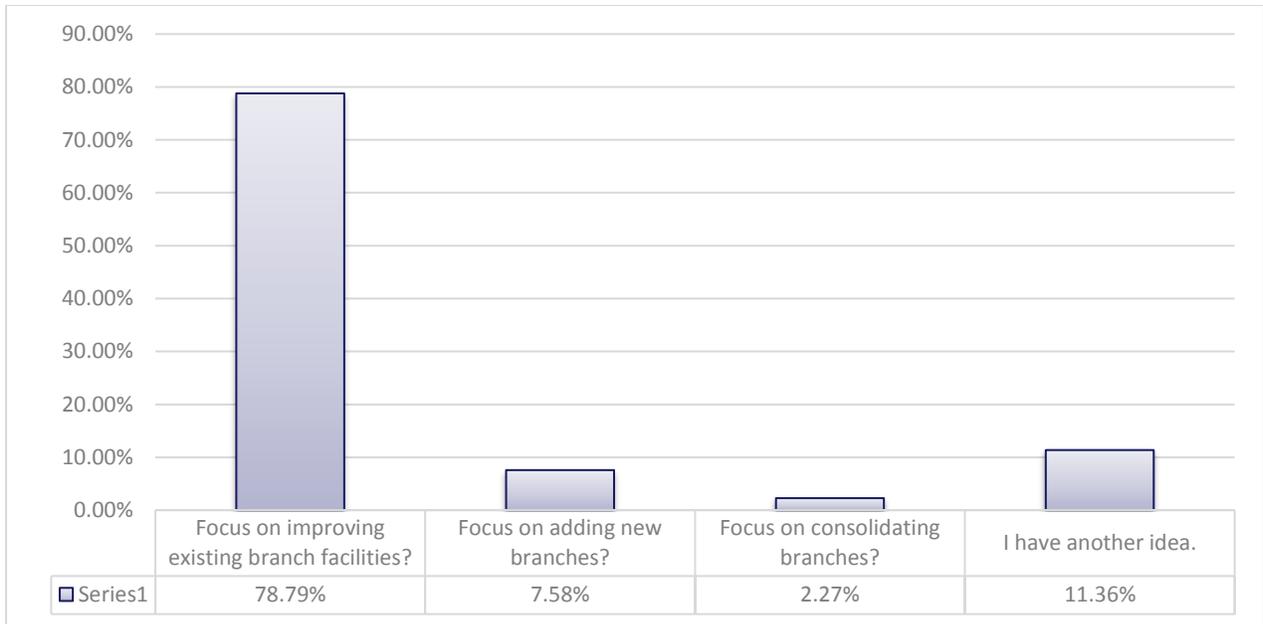
### 3.0 COMMUNITY ENGAGEMENT



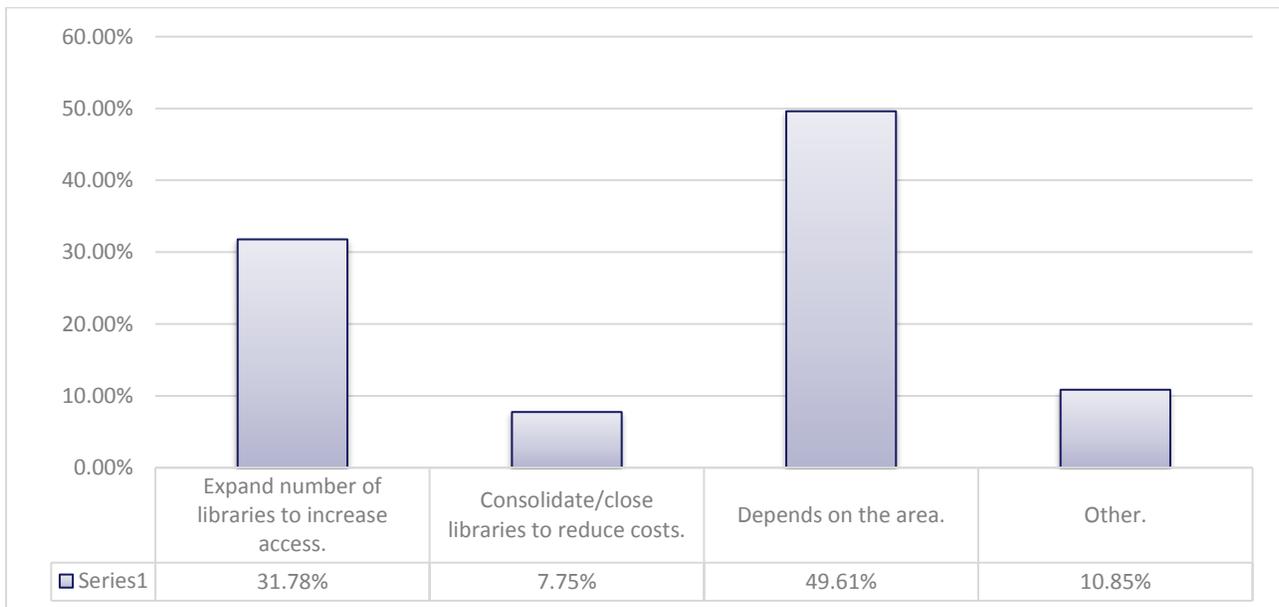
Though the data shows that participants regularly use libraries for a variety of important activities and with great frequency, **56%** believe that Anne Arundel library facilities are only “somewhat” ready to adequately serve citizens based upon 21<sup>st</sup> Century needs.



There were differences in how participants thought the library system should proceed as it plans for its look ahead. However, most thought that improving/renovating current facilities (**44%**) and expanding access to materials and technology should be the primary focus (34%). When asked to distill their feedback down to one specific path forward, **78%** of participants feel that the library board should concentrate on improving/renovating its current facilities.



In the small group discussions especially, participants emphasized how much they love their local neighborhood libraries. They like their local libraries close to their homes, grocery stores, and post offices. Only 7% feel that closing or consolidating libraries should be an option when considering how to address community growth or reduce costs and improve utilization.



## CONCLUSIONS

To gather community input and feedback, MGT used a variety of tools throughout the process of development of this long-range facility mater plan. The goal for community engagement was to ensure that all interested members of the community had multiple opportunities for both input and feedback.

- ◆ **Input** processes asked the community - what is important, what needs attention, what is working well, and what needs to be different?
- ◆ **Feedback** processes asked the community – given these preliminary data, what should be the priorities, how should issues be weighted, what is **most** important to do?

Anne Arundel County has an involved and interested populace. They attended community sessions even when the time could have conflicted with dinner and homework responsibilities, even at libraries that were not near their homes, and even when there were other events in competition. Many more community members used the online tools so that they could provide input and feedback at a time convenient for them. And those who could not access either of those choices sent personal emails.

From these data, the Anne Arundel County Library System community wants the library system to focus their efforts on the following issues when building the next 10-year plan:

- ◆ Improve and/or renovate its current facilities
- ◆ Look for options to reduce costs and to increase utilization that does NOT include closing or consolidating libraries.
- ◆ Increase the number and variety of available materials in both print and electronic format
- ◆ Expand the types of programs offered throughout the library system and ensure those offerings are equitably distributed

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## 4.0 DEMOGRAPHICS AND USAGE REVIEW

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This section presents the demographic analysis and branch utilization projections for the master planning period. The demographic analysis was completed by project staff.

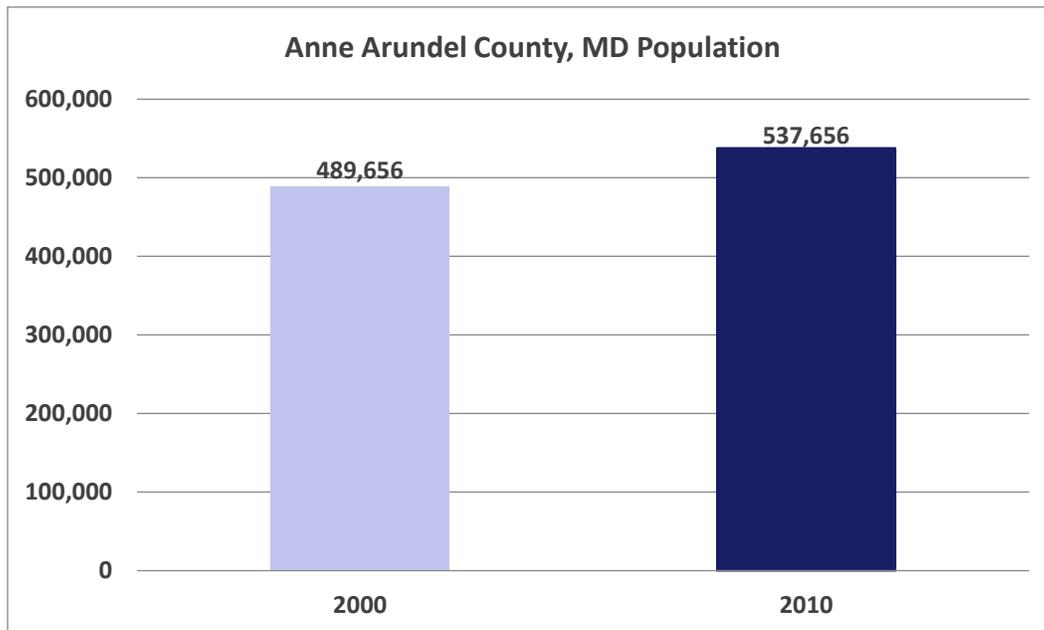
### HISTORICAL DATA

An analysis of both quantitative and qualitative data forms the basis for the future projections. Quantitative data comes from the county and the U.S. Census Bureau (“Census”). Quantitative data provides the basic understanding of trends “by the numbers.” Qualitative data is gathered from conversations with and county planners and provides the “why” behind the numbers. Both forms of data are critical to the preparation of demographic projections for a ten-year facility master plan.

### ANNE ARUNDEL COUNTY POPULATION TRENDS

It is important to understand the context in which library service is provided in the County. Anne Arundel County, MD had a population of 489,656 in 2000. Census data indicates that number has increased to 537,656 in 2010. **Exhibit 4-1** shows the increase in total population from 2000 to 2010. The U.S. Census Bureau estimated that Anne Arundel County’s population had reached 568,346 by July 1, 2016.

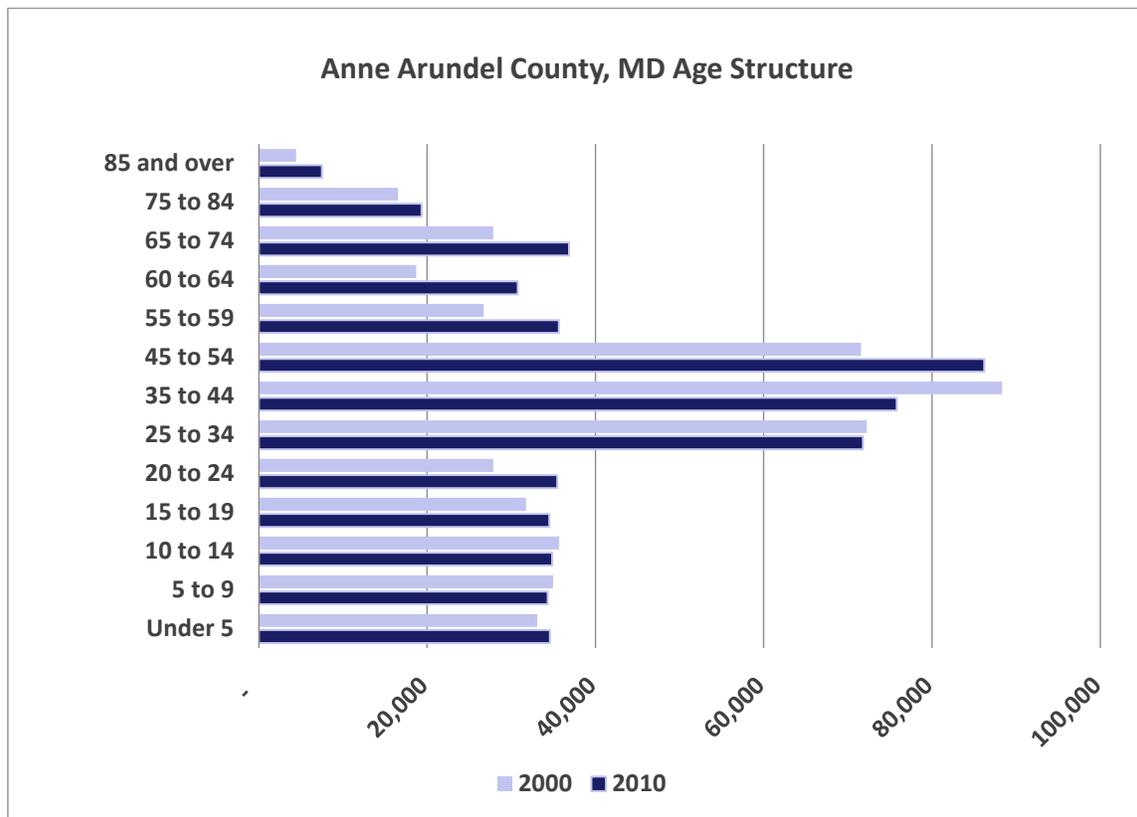
EXHIBIT 4-1  
ANNE ARUNDEL COUNTY  
TOTAL POPULATION  
2000 TO 2010



Source: U.S. Census Bureau.

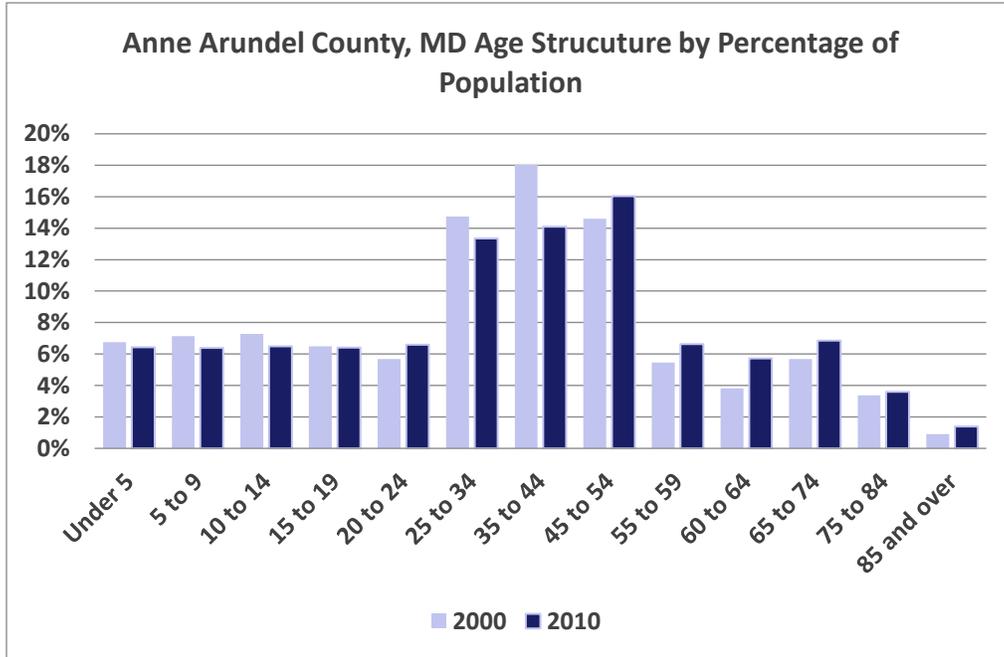
An examination of the age structure of Anne Arundel reveals that the largest segment of the population is between 25 and 54 years of age. **Exhibits 4-2** and **4-3** illustrate the age structure of Anne Arundel County population in 2000 and in 2010. The 2000 census age population groupings limit how we can split up the data.

EXHIBIT 4-2  
 ANNE ARUNDEL COUNTY, MD  
 POPULATION AGE STRUCTURE  
 (TOTAL BY AGE GROUP)  
 2000 TO 2010



Source: U.S. Census Bureau.

EXHIBIT 4-3  
 ANNE ARUNDEL COUNTY  
 POPULATION AGE STRUCTURE  
 (BY PERCENTAGE OF POPULATION)  
 2000 TO 2010

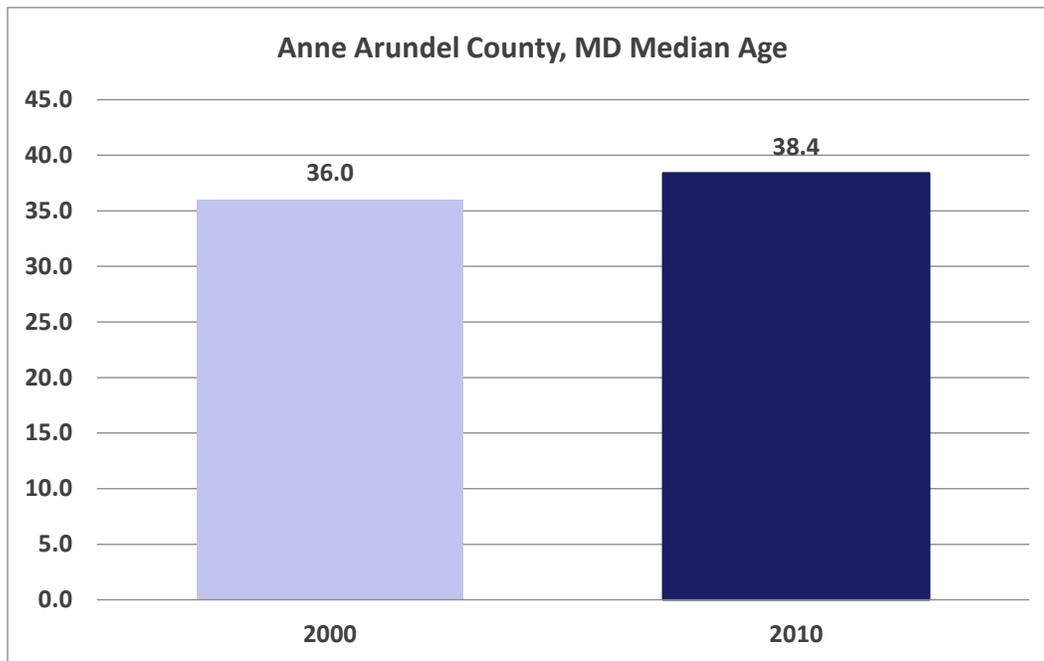


Source: U.S. Census Bureau.

Analysis of the age structure does not necessarily lead to any specific conclusions, but it does offer some interesting observations. Note that the population from *Under 5* through the *15 to 19* segment shows a decline from 2000 to 2010, which indicates a decline in the school age population as a percentage of the whole population. Also note that the segments from *45 to 54* through *60 to 64* show an increase from 2000 to 2010. This indicates that the older population is growing, while the younger population is declining.

Of additional interest is the change from 2000 to 2010 in the age segments for 20 to 24 and 25 to 34. In 2000, the total number and percent of population increased from one group to the next. In 2010, the trend continued but at a much slower rate. This indicates that the largest segments of the population are getting older, a fact that is also evidenced by the increase in the median age of the Anne Arundel population. **Exhibit 4-4** shows the increase in median age from 2000 to 2010.

EXHIBIT 4-4  
ANNE ARUNDEL COUNTY  
MEDIAN AGE OF POPULATION  
2000 TO 2010



Source: U.S. Census Bureau.

The percent change in population at each age segment further reveals that the population in Anne Arundel County is getting older. **Exhibit 4-5** shows the percent change in population for each age segment. The *Under 5* population decreased approximately 5% from 2000 to 2010. In addition, the *5 to 9* and *10 to 14* age segments decreased 10.7% and 11%, respectively, over that same time period. This data may suggest that children who are born in Anne Arundel move out of the area *before* those children start attending school. The exhibit also documents the overall decrease in the childbearing age population, with the exception of the group aged 20 to 24 which increased nearly 16%.

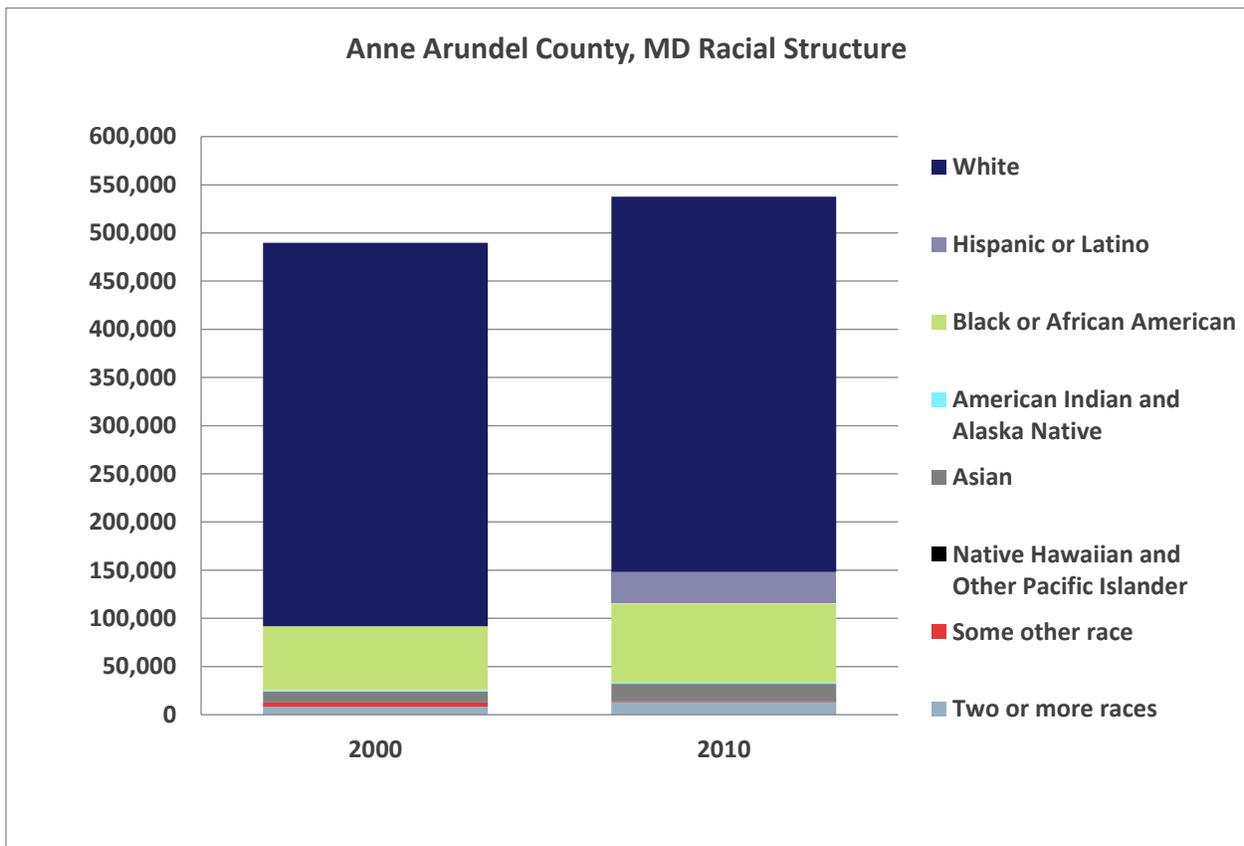
EXHIBIT 4-5  
ANNE ARUNDEL COUNTY, MD  
PERCENT CHANGE IN POPULATION - 2000 TO 2010  
(BY AGE SEGMENT)

AGE SEGMENT	% CHANGE
Under 5	-4.8%
5 to 9	-10.7%
10 to 14	-11.0%
15 to 19	-1.1%
20 to 24	15.9%
25 to 34	-9.5%
35 to 44	-21.8%
45 to 54	9.8%
55 to 59	21.6%
60 to 64	50.0%
65 to 74	20.6%
75 to 84	6.4%
85 and over	53.6%

Source: U.S. Census Bureau.

The white population decreased from 397,789 in 2000 to 389,386 in 2010 and also decreased as a percentage of total population (-8.8%). Other races accounted for the remaining 19% and 28% of the Anne Arundel County population in 2000 and 2010 respectively, with the Hispanic or Latino population showing a significant increase. **Exhibit 4-6** illustrates the racial structure in Anne Arundel County for 2000 and 2010.

EXHIBIT 4-6  
ANNE ARUNDEL COUNTY  
RACIAL STRUCTURE  
(TOTAL POPULATION BY RACE)  
2000 TO 2010



Source: U.S. Census Bureau.

For libraries, these demographic changes suggest both programming and materials changes may be needed to respond to the needs and preferences of specific segments of the population.

## CONCLUSIONS AND OBSERVATIONS ABOUT HISTORICAL DATA

Based on the analysis of data presented in this section, we have concluded the following regarding the demographics of Anne Arundel County:

1. Census Bureau population counts show a 9.8% increase in population from 2000 to 2010.
2. The population is getting older, which could lead to less demand for children's services in a few areas of the County.
3. Housing units will continue to increase but the rate of increase is speculative and dependent on the economy and the growth policies of the county.

Data available from the Maryland State Data Center shows that housing units authorized for construction picked up in 2015 after remaining relatively flat during the 2010 – 2014 period. A total of 2,656 new housing permits were issued in 2015. This included 1,565 permits for single family dwellings and 1,091 permits for multi-family units.

## EXISTING CONDITIONS

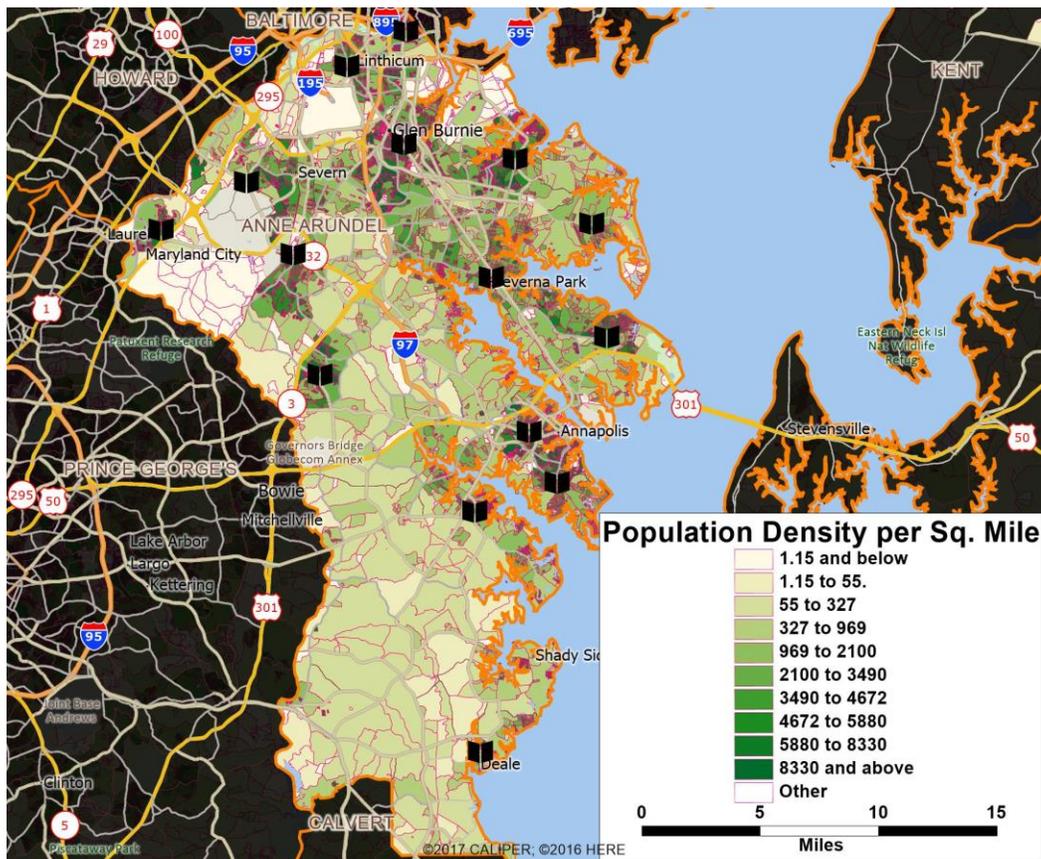
### LIBRARY SPACE PER CAPITA

Anne Arundel County is home to more than 570,000 people<sup>2</sup> living in an area of 588 square miles (sq. mi.). Only 415 sq. mi. of this territory is land mass. A total of 173 sq. mi. (29.42%) of the County is covered with water. If the land mass alone is considered, Anne Arundel County's overall population density is 1,373 persons per sq. mi. Obviously, the population is not distributed evenly across the County. **Map 1**, below, shows population densities at the census block level (the smallest unit of analysis used by the U.S. Census Bureau). The fine red lines on the map define census block areas and may or may not be indicative of roads and/or streets. Areas shown in white have no residential population. Increasingly darker shades of green indicate greater population density.

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<sup>2</sup> The United States Census Bureau, July 1, 2016 population estimate was 568,346. The population has continued to grow.

MAP 1  
POPULATION DENSITY



Source: Himmel and Wilson. 2017.

Several individual census blocks in the Glen Burnie area have population densities of more than 10,000 persons/sq. mi., while other large tracts of land, including the Baltimore/Washington International Thurgood Marshall Airport and the Patuxent Wildlife Research Center, are uninhabited. Many other sections of the County, especially those in the south and southwest, are very sparsely populated. Anne Arundel County is unusual in its extreme mix of different types of residential areas.

In short, the Anne Arundel County Public Library (AACPL) serves a highly diverse population that resides in locales that range from highly urbanized neighborhoods and suburban tracts to rural areas and waterfront estates. In an effort to serve this diverse population, AACPL operates a total of sixteen facilities. Fifteen of these buildings are branch libraries that each offer a full-range of public library services. No single library is designated as a “main” or “central” library although the Annapolis Library does house some unique collections. The sixteenth facility is a “headquarters” where library staff perform administrative and “back-of-the-house” functions. No direct public services are offered from the headquarters location.

If the square footage of all sixteen facilities (including the headquarters building) is considered, AACPL provides public library services to approximately 570,000 people from 267,037 square feet (sf) of space. This translates into 0.468 square feet per capita (sf/capita). If only the branch library facilities are considered, the square footage per capita drops to 0.421.

Library planners are often asked "how much overall public library space is appropriate for our library system?" It is difficult to offer a precise answer to this question because space needs are impacted by multiple factors. The range of services offered by the library or libraries, local conditions including the quality of and public access to libraries in educational institutions, the availability of other community meeting spaces, the history of library services in an area and a host of other issues can affect the answer to a significant degree.

Nevertheless, some "rules of thumb" are available and, because they offer a good starting point for discussion, these benchmarks are frequently used. For much of the 20th century, standards and guidelines issued by professional organizations and state library agencies suggested that a minimum of approximately 0.50 sf of public library space should be provided per capita. If the current population estimate of 570,000 is used as a "design population," applying the 0.50 sf/capita translates into a need of 285,000 Gross Square Feet (GSF) of public library space (a current deficit of 17,963 sf). If this generalized rule of thumb is applied to current conditions, AACPL is below, but relatively close to the 0.50 sf/capita minimum standard.

Unfortunately, this measure doesn't tell the entire story. First, in planning for library facilities, population growth must be factored into the equation. The Maryland Department of Planning (MDP) issued new population projections in August 2017. MGT believes, based on recent U.S. Census estimates, that MDP's projections, which suggest that Anne Arundel County's population will approach 575,000 by 2020, are quite conservative<sup>3</sup>. Even if MDP's 2020 population estimate of 573,250 is used, AACPL's space deficit will grow to almost 20,000 sf (19,588 sf) by the beginning of the next decade. If higher growth rates than are predicted by MDP take place, the deficit will be even higher. Furthermore, the closure of the Annapolis Library during the rebuilding process will exacerbate the space issue. If the 20,900 existing Annapolis Library is removed from the mix, AACPL will be serving 573,250 people with 246,137 sf of library space (0.429 sf/capita – a deficit of 40,488 sf). Even when the new, larger Annapolis Library is opened, the sf/capita will only increase to 0.486 (a countywide deficit of approximately 8,000 sf). If no new or expanded facilities are added in the future, the number of square feet per capita will continue to decline and the space deficits will continue to grow reaching almost 50,000 sf (49,788 sf) in 2040 even if the existing 10,500 sf Riviera Beach facility is replaced with a 20,000sf building.

A second factor that must be considered in planning for the future raises even more troubling questions. The 0.5 sf/capita rule-of-thumb that was in place through much of the 20th century began to change in the late 1980s and 1990s as libraries added computer workstations, larger collections of non-print media (e.g., music on CD, audiobooks and videos), more extensive meeting facilities and more amenities such as cafes, friends of the library bookstores, interactive "discovery" areas for preschool children and larger areas for teens. In fact, some planners started to refer to the 0.50 sf/capita benchmark disparagingly as the "West Virginia" standard because the West Virginia Library Commission continued to promulgate the lower standard for many years after other states started to shift their standards and guidelines upward. The point is that the 0.50 sf/capita benchmark is intended as a "minimum standard" rather than as an aspirational target.

During the last decade of the 20th century, the commonly applied rules-of-thumb/guidelines/ standards gradually increased to 0.6 sf/capita, then to 0.75 sf/capita and, by the year 2000, most library planners were suggesting a ratio of one square foot per capita or even greater. During this period of time, many

<sup>3</sup> The Maryland Department of Planning's population estimate for 2015 was 562,850 and its projection for 2020 is 573,250. The United States Census Bureau July 1, 2016 population estimate was 568,346.

states that had at one time promulgated the 0.5 sf/capita standard abandoned the quantitative approach entirely in favor of a "bottom-up" calculation of space needs based on service offerings. This process usually generated even higher space to population ratios.

Other states, typically those offering grants to local governments for library construction that needed to quantify eligibility requirements, embraced higher per capita standards. For example, the Texas State Library and Archives applied a 0.6 sf/capita guideline as a minimum requisite and the State of Delaware required applicants for state aid for the construction of library buildings to meet or exceed a 0.75 sf/capita standard.

Although many library planners adopted standards higher than the 0.75 sf/capita level in the early 2000s, many have now returned to the 0.75 level in an effort to strike a compromise between ongoing demands for additional space for collaborative, group study, makerspaces, and community meeting spaces and the advent of real and anticipated reduced collection sizes prompted by an increase in the downloading and streaming of content. In addition, some libraries, especially those serving suburban communities in which the level of computer ownership and broadband access are high, have started reducing the amount of space dedicated to wired computer workstations (in favor of spaces to use portable/hand-held devices using Wi-Fi).

The Anne Arundel County Public Library obviously falls considerably short of the 0.75 sf/capita standard and, as was previously noted, the County's steady population growth means that it is likely to continue to lose ground over time if new or expanded facilities are not added. MGT believes that Anne Arundel County should treat 0.5 sf/capita as the absolute minimum acceptable threshold and that it should aspire long-term to reach the 0.75 sf/capita standard recommended by the State of Delaware and by many library planners. The consultants believe that the path toward the aspirational goal lies in building any new facilities or planned expansions of facilities to meet or exceed the 0.75 sf/capita based on the given facility's design population.

## DISTRIBUTION OF LIBRARIES

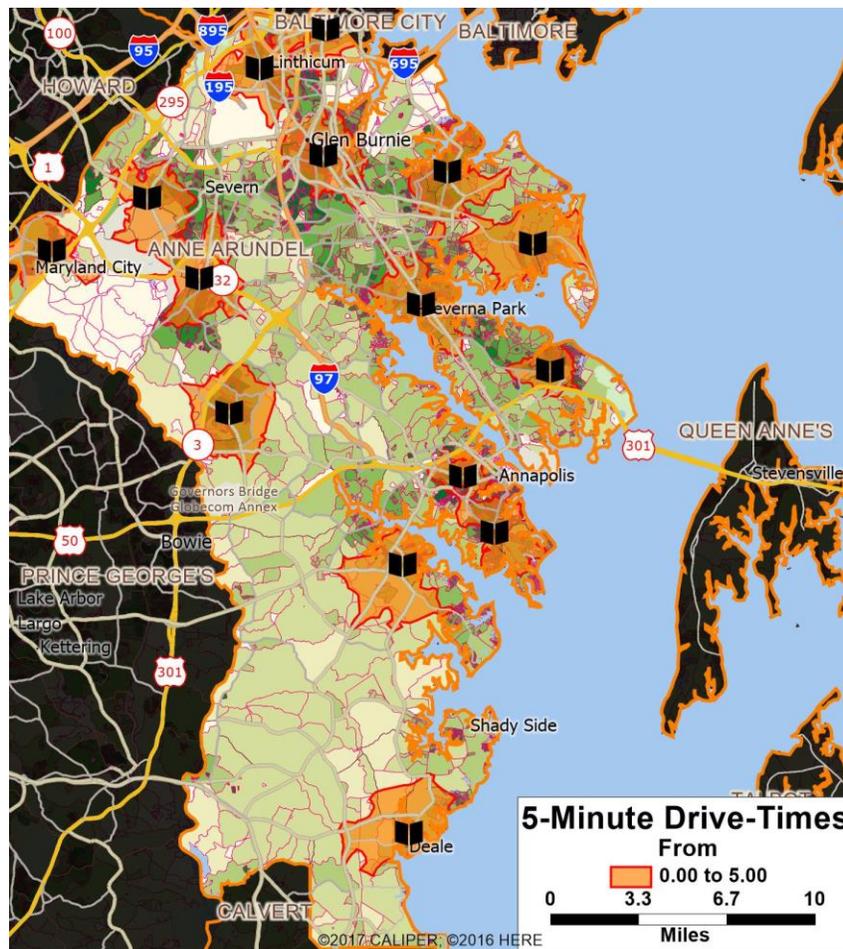
While the overall amount of public library space available per capita is important, so too is the public's access to service. Facilities need to be located within a reasonable distance of where people live or they will use them less or not at all. Not surprisingly, a large body of research confirms that distance from a library facility impacts frequency of use. Nevertheless, there is not a single right answer to the question, "How close together do libraries need to be to balance access and efficiency?" There is general agreement that libraries need to be closer together in highly urbanized areas, especially in those where vehicle ownership per household is lower (this condition exists both in economically-challenged areas and in some highly urbanized wealthy areas). It is also commonly accepted that libraries serving rural areas, where residents are accustomed to traveling some distance for many services ranging from grocery shopping to healthcare services, can be located at greater intervals.

The importance of library location was supported by the comments from community members during both the large group sessions and the in the online survey. Although there was relatively small participation, respondents said to locate libraries "close to businesses that I regularly use – groceries, bank, post office, etc. crClose to other community services – city, county, etc."

**Map 2**, on the next page, shows the distribution of the Anne Arundel County Public Library facilities overlaid with 5-minute drive-times (shown in orange). The 5-minute drive-time is considered by some to

be the “gold” standard. Drive-times rather than distances in miles are typically used because traffic conditions vary significantly depending on location.

MAP 2  
5-MINUTE DRIVE-TIME



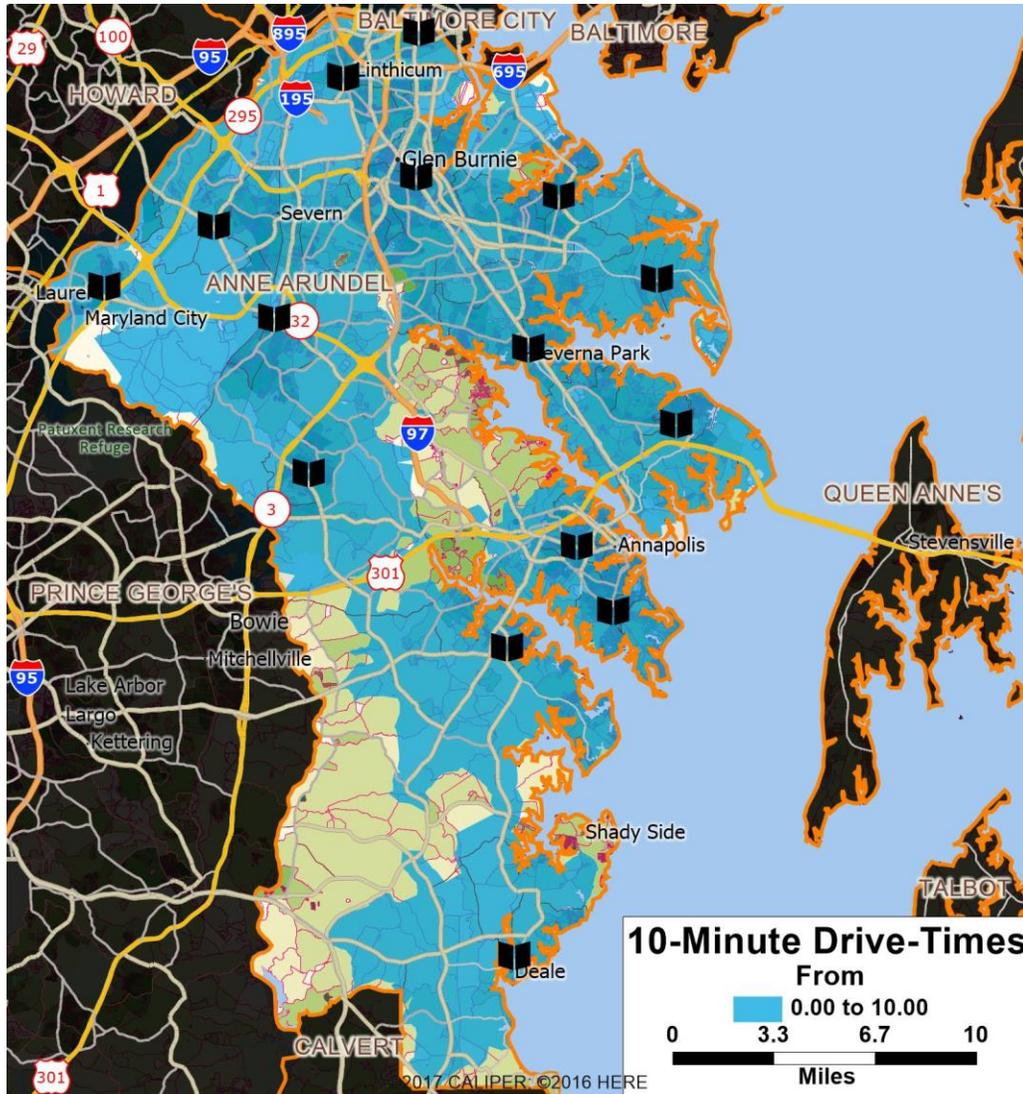
Source: Himmel and Wilson. 2017.

**Map 2** reveals that there are many areas in the County where people live more than a 5-minute drive from a library. However, because AACPL libraries are located primarily in the densely populated portions of the County, a relatively high percentage of the population lives within a 5-minute trip to the Library. If the populations within the 5-minute drive times shown below are added together, they total 460,764. Although this represents over eighty percent of the estimated population of 570,000, the percentage living within five minutes is somewhat lower. This is due to the fact that a few of the five-minute drive times overlap. The most significant of these is the overlap of the Annapolis and the Eastport/Annapolis/Broadneck Library drive-time areas. A few far-less significant overlaps occur; nevertheless, even when duplicated populations are removed, more than seventy-five percent (75%) of the County’s population can drive to a library within five minutes under normal traffic conditions.

**Map 3**, shown on the next page, demonstrates the coverage of County by the existing libraries if a 10-minute drive time is applied. Very few residents of the northern portion of the County live more than a 10-minute drive from a library facility. However, it is important to remember that the distance

represented by a 10-minute drive may be quite significant if a person lacks transportation or if public transportation is not convenient.

MAP 3  
10-MINUTE DRIVE-TIME

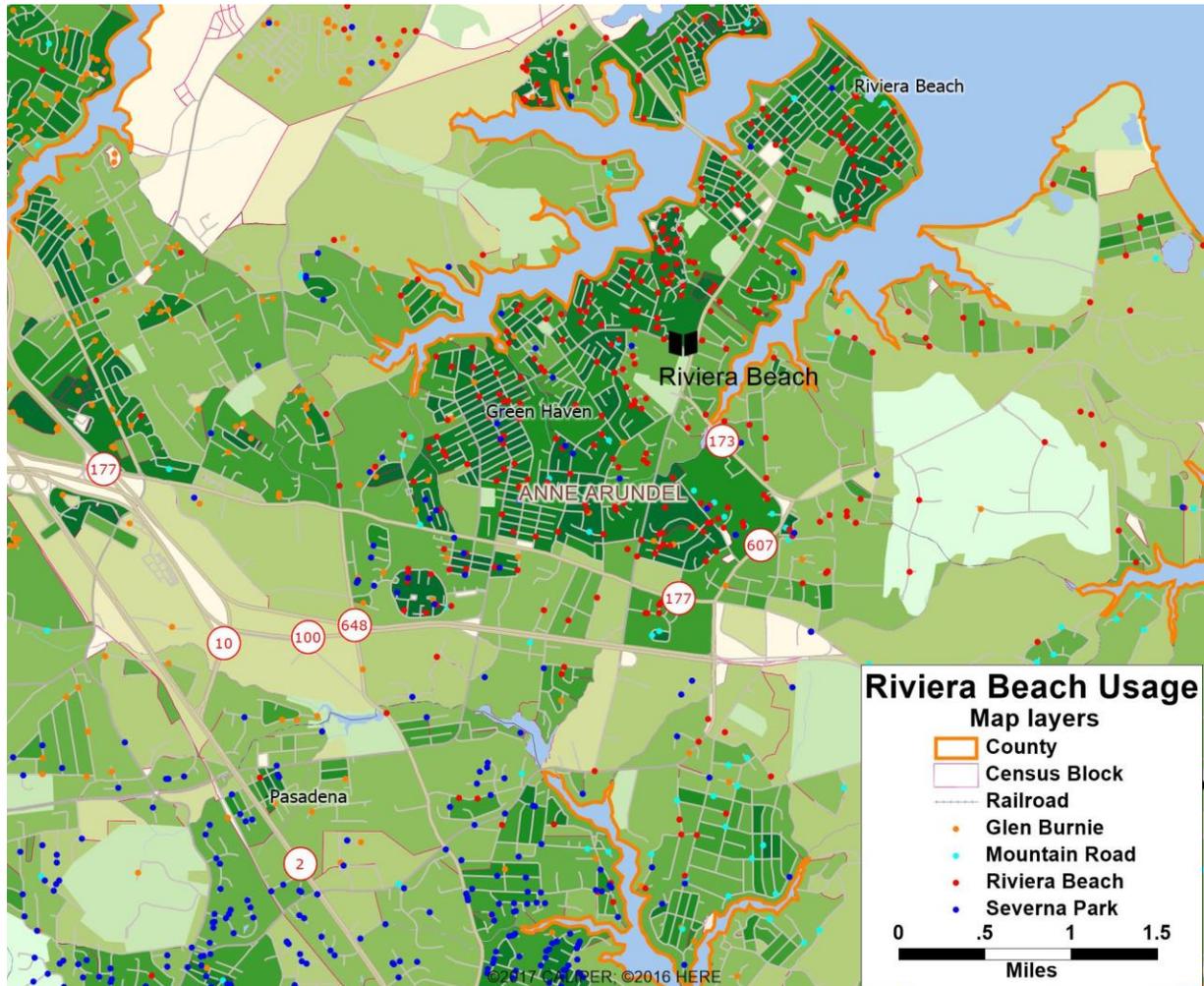


Source: Himmel and Wilson. 2017.

The 10-minute drive-times afford coverage for roughly another 15% of the population. If duplicated populations are eliminated, slightly less than ninety percent (89.7%) of the population lives within a 10-minute drive of one of the fifteen AACPL branches.

In an effort to understand library usage patterns and the dynamics that exist between and among libraries, the consultants used a geo-coding process to create electronic pin-maps that illustrate the distribution of library use. Each dot on the map represents a household in which someone conducted a circulation transaction at one of the AACPL facilities during a one-month sample period (June 2017), below, displays the sample of usage for the Riviera Beach Library and illustrates the interaction of the use of the Riviera Beach facility and of other nearby branches.

MAP 4  
TYPICAL EXAMPLE OF ACTIVE HOUSEHOLDS (CIRCULATION) - USAGE MAP

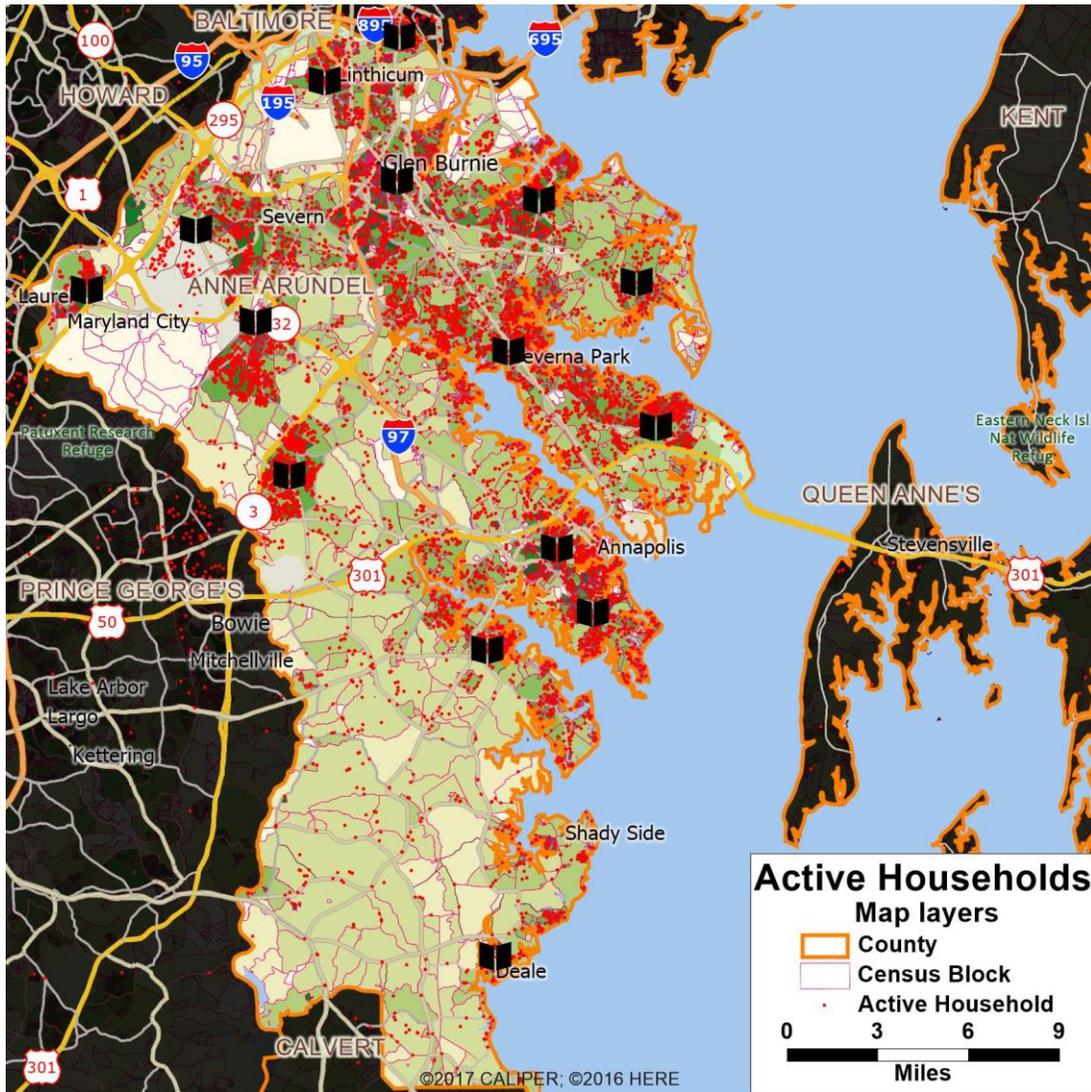


Source: Himmel and Wilson. 2017.

Red dots indicate households that used the Riviera Beach Library. A dark blue dot in the Riviera Beach area represents someone who lives in Riviera Beach but who completed a circulation transaction at the Severna Park Library. A complete set of usage maps for all fifteen branch facilities can be found in **Appendix A Branch Profiles Including Assessment Data.**

**Map 5**, on the next page, combines the data for all of the individual maps into a single map to provide a sense of the overall coverage of the libraries.

MAP 5  
ONE MONTH SAMPLE OF ACTIVE HOUSEHOLDS (CIRCULATION) – USAGE MAP



Source: Himmel and Wilson. 2017.

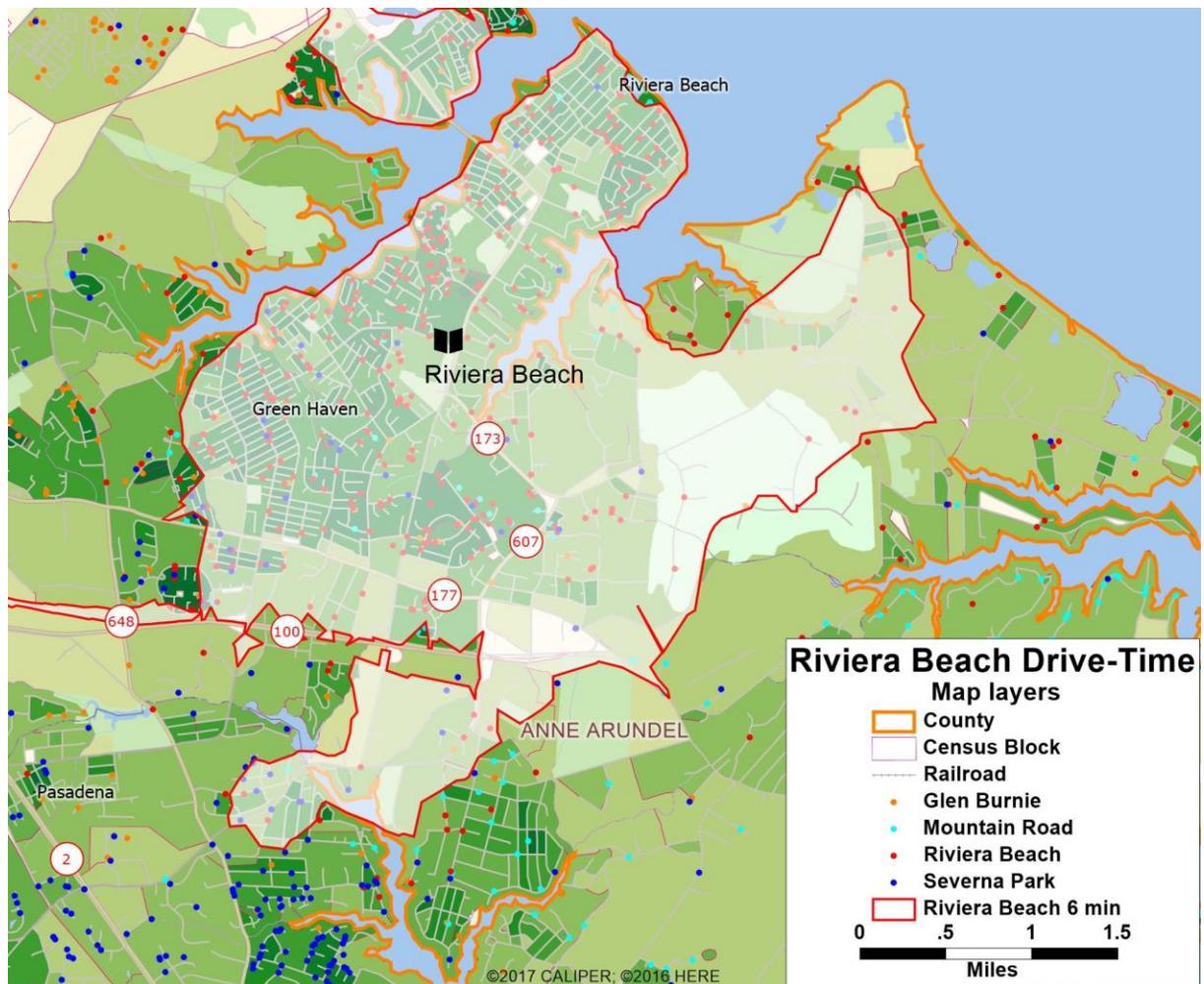
Overall, the distribution of usage is impressive. Library users come from all portions of the County and, in most instances, the library use is roughly proportional to population density. It should also be noted that several libraries including Crofton, Maryland City, and Brooklyn Park are used by a considerable number of residents of other counties. The maps do not show Anne Arundel resident use of libraries in other counties; however, this also occurs. For example, many Anne Arundel County residents living near the border of Prince George’s County treat the South Bowie Library as their “home” library.

### THE EFFECTIVENESS OF THE EXISTING DISTRIBUTION OF LIBRARIES

It was noted that acceptable drive-times (balancing access and efficiency) differ in highly urbanized areas, suburban areas, and rural areas. In general, drive-times of five minutes or less are appropriate in highly urbanized environments, drive-times of 7-8 minutes are appropriate in suburban settings and drive times of 10 minutes or more are only acceptable in very rural areas.

In order to test the distribution of AACPL libraries, the consultants developed “best-fit” drive-times. In order to calculate best-fit drive times, the consultants moved out from each of the libraries in increments until approximately 85% of the individual library’s usage during the sample period was captured. **Map 6**, below, provides an example of a best-fit drive-time map. Again, Riviera Beach is used as an illustration.

MAP 6  
BEST FIT DRIVE-TIME MAP (RIVIERA BEACH)

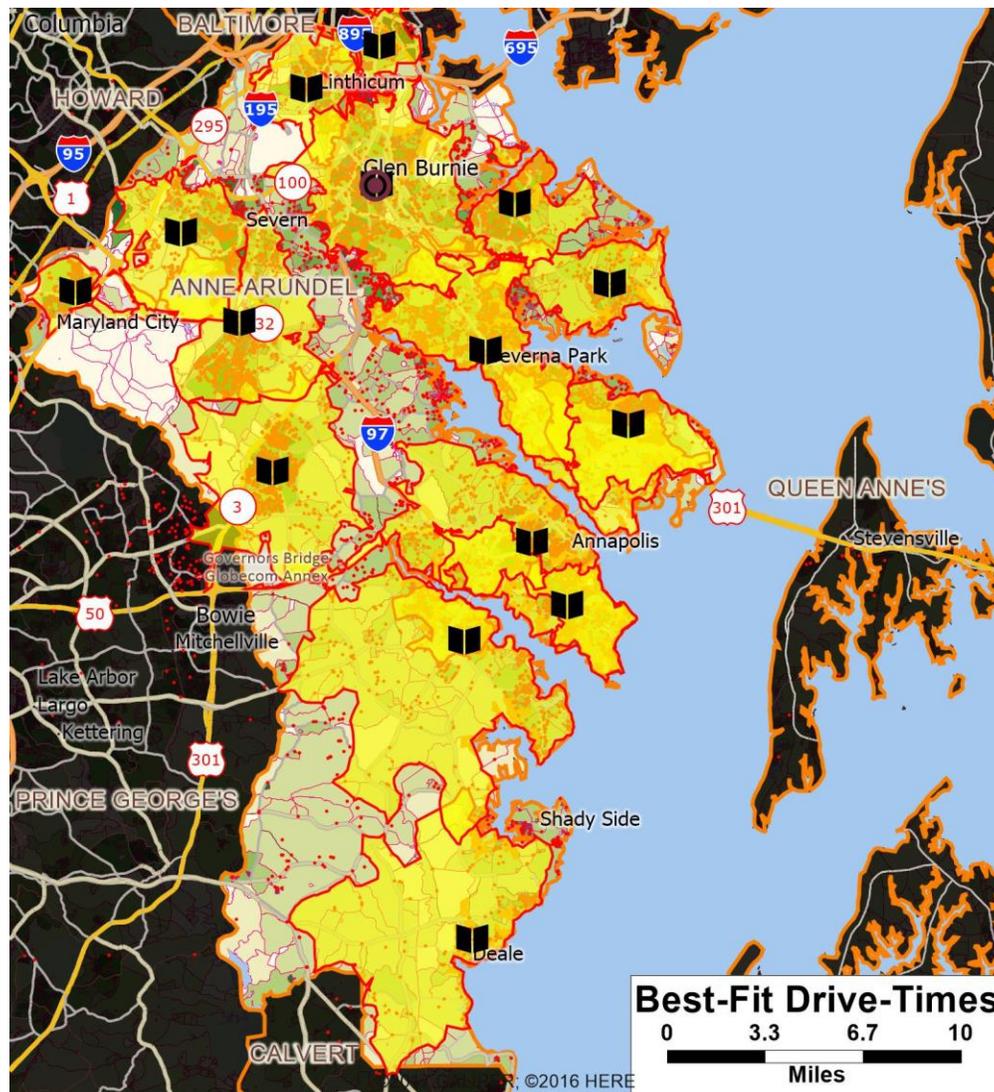


Source: Himmel and Wilson. 2017.

A full set of drive-time maps for all fifteen branch facilities can also be found in **Appendix A**.

**Map 7** shown below displays all of the best-fit drive-times on a single map. Best fit drive-times ranged from a low of four minutes (Maryland City) to a high of eleven minutes (Edgewater).

MAP 7  
BEST-FIT DRIVE TIMES - COUNTYWIDE

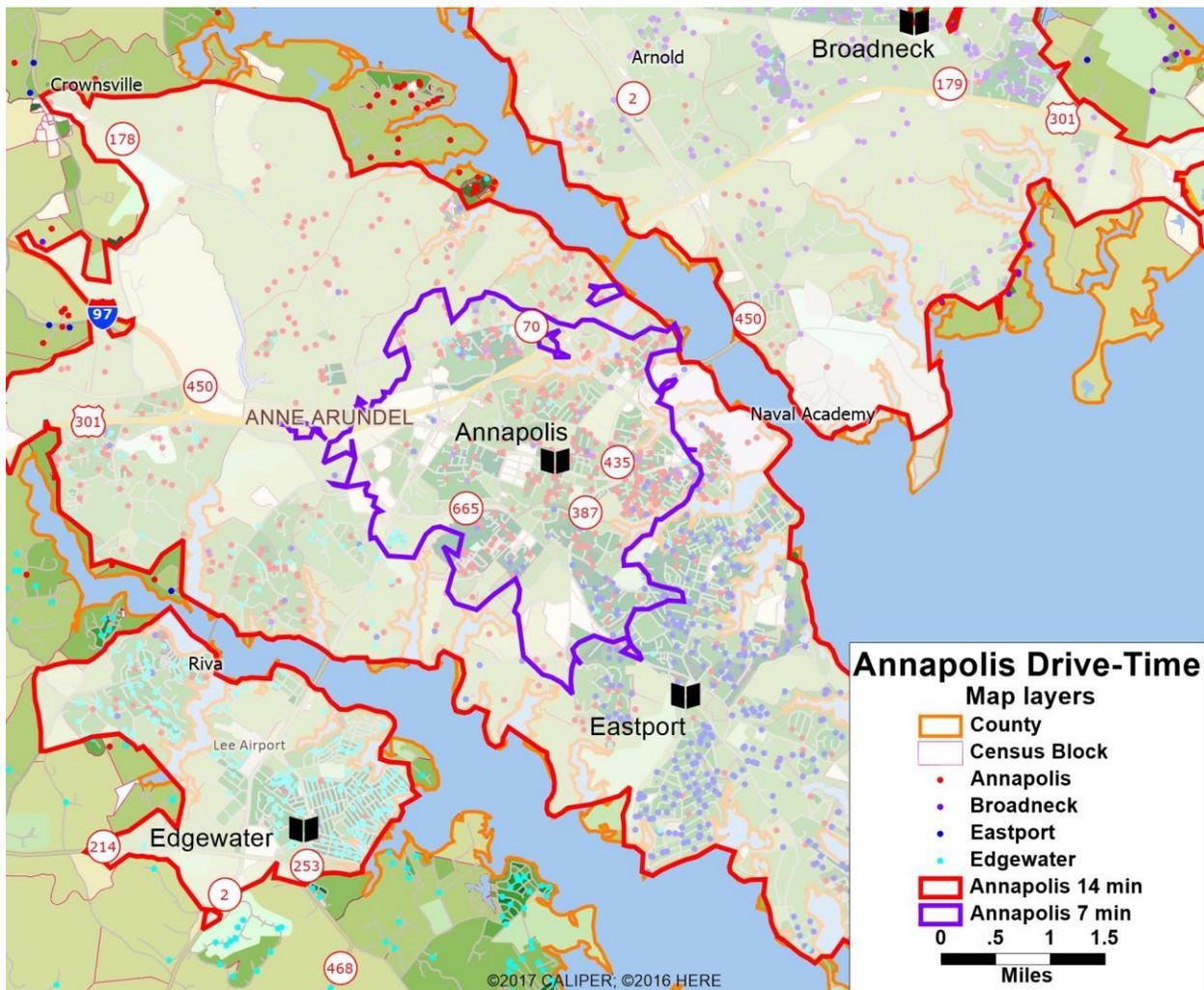


Source: Himmel and Wilson. 2017.

The best-fit drive-time maps confirm and help refine areas that appear to be underserved. While some of these areas are of little or no concern because they are not residential areas, other gaps reveal weaknesses that need to be addressed, particularly in the central portion of the County. The eight and one-half minute best-fit drive-time for the Glen Burnie Library suggests that that library is overburdened, given the relatively urban nature of the area that it serves. Some gaps are not surprising. For example, the sparse population in the southwestern area of the County makes the development of physical facilities impractical. However, the gap shown in the Shady Side area demonstrates the ineffectiveness of the current location of the Deale Library.

It should be noted that the best-fit drive-time methodology should not be the singular factor considered in making changes. The methodology has shortcomings that are clearly illustrated by the application of this technique in the Annapolis area. Because of the proximity of other libraries, the best-fit approach was not effective in analyzing the use of the Annapolis Library. A best-fit drive time to the southeast is only seven minutes because of the close proximity of the Eastport Library. However, a best-fit drive time to the north and west would extend out to fourteen minutes. Applying the longer drive-time results in Annapolis subsuming all of the Eastport service area, most of the Broadneck service area and a core section of the Edgewater service area. This issue is illustrated in **Map 8**, below.

MAP 8  
ANNAPOLIS 7 AND 14 MINUTE DRIVE-TIMES



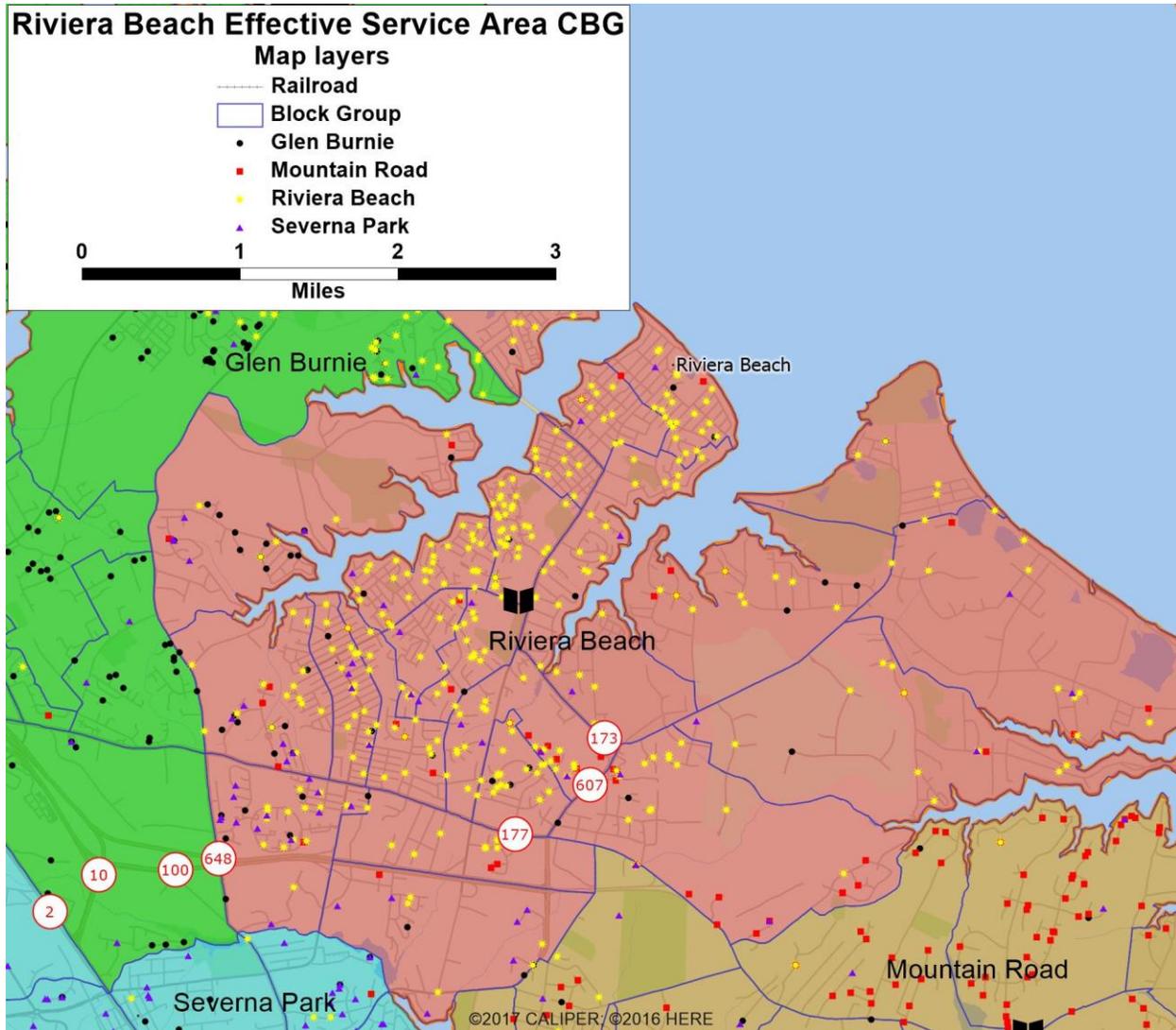
Source: Himmel and Wilson. 2017.

In short, the best-fit drive time approach is helpful in identifying gaps but, because of overlapping areas, it can be quite misleading in determining the “effective service populations” needed to make decisions regarding the adequacy of facilities to serve a given geographic area.

## THE EFFECTIVENESS OF INDIVIDUAL LIBRARIES

Yet another methodology was employed to arrive at effective service populations. The usage maps were analyzed and “Census Block Groups” (CBGs - a unit employed by the U.S. Census Bureau that falls between census tracts and census blocks in size) were assigned to libraries based on the prevalence of use within the CBG. A sample of an “Effective Service Area” map is shown below as **Map 9**. For the sake of consistency, Riviera Beach has again been selected to serve as a sample.

MAP 9  
EFFECTIVE SERVICE AREA MAP (RIVIERA BEACH)

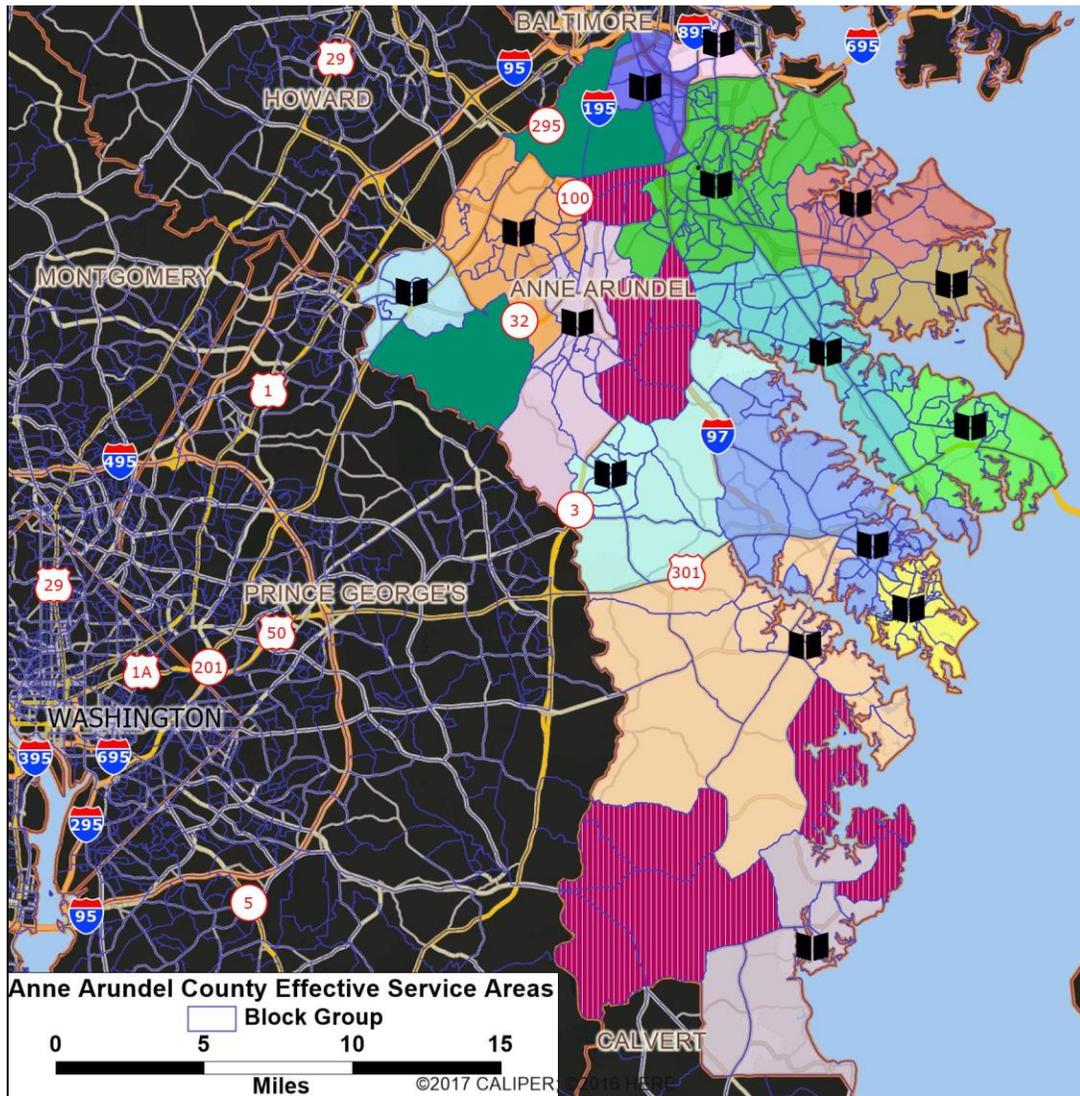


Source: Himmel and Wilson. 2017.

Populations derived from the assignment of census block groups to each library have been used to analyze the effectiveness of libraries to serve populations in defined geographic areas. As before, a full set of Effective Service area maps are provided in **Appendix A**.

**Map 10** below provides a countywide view of the effective service areas.

MAP 10  
EFFECTIVE SERVICE AREAS – COUNTYWIDE



Source: Himmel and Wilson. 2017.

Several things become apparent when the map above is examined. Perhaps the first is the disparity in the sizes of the service areas. The Brooklyn Park effective service area is the smallest (although the Maryland City service area is not far behind). Perhaps surprisingly, the Edgewater Library effectively serves the largest geographic area. A review of output statistics reveals that the moderately sized service areas produce the highest circulation (Severna Park, Crofton, Annapolis, Glen Burnie, and Odenton). The areas of the map that are shown in maroon stripes are areas of some concern in that they appear to be underserved by existing libraries. A strong case can be made for the inclusion of several census block groups on the western border of the County (block groups that have been assigned to the Edgewater Library) in the underserved category. However, the combination of relatively good Edgewater use and the fact that some users in this area make use of the South Bowie Library in Prince George's County led to a decision in not designating these areas as underserved.

Effective service populations generated by assigning census block groups to the library with the most prevalent use in the CBG range from a low of 12,279 people (Deale) to a high of 98,279 (Glen Burnie). The consultants calculate that the Deale Library is effectively serving only 2.23% of the County's population (2.26% of the households) while the Glen Burnie Library is attempting to serve 17.82 % of the people in the County (18.66% of the households).

## STATISTICAL FACTORS RELATED TO EFFECTIVENESS

It was noted earlier that AACPL serves a very diverse population. The libraries that serve the people of the County are also quite varied. They range in size from 8,730 GSF (Deale) to the 39,160 GSF Odenton Library. Facilities range in age from thirteen years (Odenton) to 52 years (Annapolis). Even when the Annapolis Library is replaced, AACPL will be operating several facilities that have or will soon cross the half-century mark. They are:

- ◆ Annapolis – opened 1965 (52 years)
- ◆ Linthicum – opened 1967 (50 years)
- ◆ Deale – opened in 1968 (49 years)
- ◆ Glen Burnie – opened in 1969 (48 years)
- ◆ Riviera Beach – opened in 1971 (46 years)
- ◆ Brooklyn Park – opened in 1971 (46 years)
- ◆ Severna Park – opened in 1972 (45 years)

Anne Arundel County's aging library infrastructure was dramatically illustrated in the comprehensive facility assessment that was performed by MGT. This assessment is described in greater detail elsewhere in this report; however, of the thirteen buildings that were analyzed (the existing Annapolis and Riviera Beach were not included because they are scheduled for replacement) one scored low enough to be considered "unsatisfactory," six were rated "poor," four achieved a "fair" rating, and only two qualified as "good." Not surprisingly, several of the libraries listed above as approaching 50 years of age scored at the low end of the scale on multiple criteria in the categories of condition, functionality, technology readiness, and site condition quality. They were:

- ◆ Glen Burnie – Combined score Unsatisfactory
- ◆ Linthicum – Combined score Poor
- ◆ Deale – Combined score Poor
- ◆ Brooklyn Park – Combined score Poor

A good case could be made for the replacement of the majority of AACPL's facilities. However, given fiscal realities, MGT has attempted to determine the steps that will address the most serious needs and that will have the greatest impact on the County as a whole. **Exhibit 4-7** on the next page presents some other important factors that must be considered in determining a way forward. Perhaps the most important information shown in this table is in the Square Feet per Capita column. You will recall that reference was made earlier to "the West Virginia Standard" of 0.50 sf/capita. You will also recall that the case was made for ensuring that the County as a whole achieves the 0.50 sf/capita benchmark and strives to reach the 0.75 sf/capita aspirational goal.

EXHIBIT 4-7  
BASIC FACILITY AND SERVICE AREA DATA

	Date Facility Opened	Age of Facility	Square Footage of Existing Facility	Effective Service Population (Based on Non-Overlapping Census Block Groups)	Percentage of Population Served	Estimated Number of Households	Percentage of Households Served	SF per Capita (Effective Service Population)	Collection Size	Collection Size per SF	Circulation	Circulation per Capita (Effective Service Population)	Visits	Visits per Capita (Effective Service Population)	Circulations per SF
Annapolis Regional Library	1965	52	20,900	49,445	8.97%	18,008	8.92%	0.42	70,590	3.38	534,730	10.81	224,930	4.55	25.59
Broadneck Community Library	1983	34	11,950	30,457	5.52%	11,071	5.48%	0.39	65,712	5.50	354,888	11.65	188,467	6.19	29.70
Brooklyn Park Community Library	1971	46	12,500	13,090	2.37%	4,728	2.34%	0.95	33,208	2.66	84,543	6.46	114,597	8.75	6.76
Crofton Community Library	2002	15	25,000	36,700	6.65%	13,535	6.70%	0.68	108,230	4.33	551,563	15.03	237,495	6.47	22.06
Deale Community Library	1968	49	8,730	12,279	2.23%	4,569	2.26%	0.71	34,226	3.92	134,924	10.99	65,193	5.31	15.46
Eastport-Annapolis Neck Community Library	1979	38	12,100	24,780	4.49%	10,653	5.28%	0.49	49,441	4.09	249,507	10.07	148,109	5.98	20.62
Edgewater Community Library	1991	26	12,000	35,900	6.51%	13,417	6.65%	0.33	60,611	5.05	273,064	7.61	141,316	3.94	22.76
Glen Burnie Regional Library	1969	48	20,200	98,279	17.82%	37,661	18.66%	0.21	102,915	5.09	516,951	5.26	298,573	3.04	25.59
Linthicum Community Library	1967	50	11,083	15,038	2.73%	5,404	2.68%	0.74	43,579	3.93	140,367	9.33	91,926	6.11	12.67
Maryland City at Russett Community Library	1998	19	15,214	17,026	3.09%	6,559	3.25%	0.89	57,125	3.75	187,578	11.02	170,239	10.00	12.33
Mountain Road Community Library	1994	23	8,900	13,308	2.41%	5,136	2.54%	0.67	33,945	3.81	109,334	8.22	75,715	5.69	12.28
Odenton Regional Library	2004	13	39,160	44,821	8.13%	16,964	8.40%	0.87	104,296	2.66	485,649	10.84	245,365	5.47	12.40
Riviera Beach Community Library	1971	46	10,500	40,868	7.41%	14,211	7.04%	0.26	52,550	5.00	201,203	4.92	97,820	2.39	19.16
Severn Community Library	1986	31	11,500	43,773	7.94%	13,782	6.83%	0.26	37,512	3.26	184,238	4.21	132,805	3.03	16.02
Severna Park Community Library	1972	45	20,500	46,123	8.36%	15,743	7.80%	0.44	95,934	4.68	564,422	12.24	252,868	5.48	27.53
Underserved Areas				24,348	4.41%	8902	4.41%								
Largely Non-Residential Areas				5,268	0.96%	1524	0.75%								
				<b>551,503</b>	<b>100.00%</b>	<b>201,867</b>	<b>100.00%</b>								

Source: Data compiled by MGT, 2017.

**Exhibit 4-7** on the previous page shows that the Glen Burnie Library which was mentioned above both as an aging library (48 years) and as the only building achieving the dubious honor of ranking “unsatisfactory” on the comprehensive assessment provides only 0.21 sf/capita to its service population of nearly 100,000 people (98,279). The next lowest library on the list is the Riviera Beach facility at 0.26 sf/capita. The planned 20,000 GSF replacement for Riviera Beach would fall slightly below the 0.50 sf/capita (0.50 sf/capita would be 20,434 GSF and 0.75 sf/capita would be 30,651) mark based on the effective service population of 40,868.

The effective service population assigned to the Severn Library also generates a square feet per capita mark of 0.26. While major planned renovations to the existing Severn building will undoubtedly enhance the facility’s capability of serving the Severn area in the short-term, MGT believes that a longer-term solution will need to be considered within the next decade.

The “Circulation per Capita” column in **Exhibit 4-7** suggests that the space deficits in the Glen Burnie, Riviera Beach, and Severn Libraries may be impacting library use since the three libraries offering the lowest number of square feet per capita also have the lowest circulations per capita. However, this is certainly not the only factor that drives circulation per capita. Broadneck and Severna Park both generate high circulation from buildings that fall below the 0.50 sf/capita standard.

The Collection size per Square Foot column also offers some helpful information. A rule of thumb regarding collections suggests that a building is nearing its capacity when it reaches five volumes per square feet. Four libraries currently cross this threshold. They are:

- ◆ Broadneck – 5.50 volumes/sf
- ◆ Glen Burnie – 5.09 volumes/sf
- ◆ Edgewater – 5.05 volumes/sf
- ◆ Riviera Beach – 5.00 volumes/sf

The consultants saw evidence that AACPL is attempting to address collection crowding issues through a judicious “weeding” of collections. This has been, in part, prompted by the desire to find additional “people” space particularly for children (Discovery Docks) and for teens (Club 1117 and other teen spaces). Overall AACPL collection sizes are reasonable for the size of buildings that house them. What is frequently lacking is quality space for the use of public access computers, meeting room space and quiet reading spaces.

In an effort to achieve equitable service throughout the County, AACPL has, at least in regard to some services, attempted to offer the same or similar services across the board. In fact, the diversity of populations served would suggest that greater efforts should be made to “customize” some services based on prevailing demographic characteristics. For example, areas serving populations with lower household incomes are more likely to need public Internet access than those in more affluent areas. While young children and seniors in all areas of the County deserve to find services that meet their needs locally, greater efforts may be called for to “scale” some targeted services to more closely reflect demographic realities. In short, demographics should play a prominent role in decisions made regarding renovations, expansions, and new facilities.

## NEED FOR BRICK AND MORTAR FACILITIES

Because some question the need for brick and mortar facilities in a technological age, we feel compelled to address this issue prior to presenting our recommendations. The demise of “brick and mortar” public library facilities has been predicted since the proliferation of personal computers began in the late 1970s and early 1980s. Many articles that appeared in news magazines (some of which no longer exist) in the 1980s and 1990s went so far as to predict that libraries would be obsolete by the year 2000. Obviously, these predictions did not materialize. However, the question of the long-term viability of libraries is valid and relevant to the study at hand.

The reasoning offered by those who have predicted the death of public libraries has usually been that people will no longer need or want print books because “everything will be available online.” In fact, the printed book has proven to be very resilient and its continued popularity suggests that print-on-paper will continue to command a significant audience alongside e-books in much the same way that radio continued to thrive after television emerged.

Radio’s longevity has been, at least in part, because it adjusted its content to maintain and build its audience. Radio dramas and comedies moved to TV while music, news, and sports became the mainstays of radio broadcasting. In a similar way, some types of print materials (reference books for example) have largely been replaced by their electronic/virtual counterparts. Public libraries are certain to see declines in the circulation of physical audiobooks, music CDs and DVDs as these types of content continue to move in the direction of downloading and streaming. However, the demand for traditional hard-copy fiction, non-fiction and children’s books is, and is likely to remain, very strong.

Although a steep climb in the use of book length e-books occurred when the price-point of e-readers such as the Kindle first broke the \$200 mark, this trend has leveled off and e-book use has receded modestly in the last few years. Publishers report that approximately seventy percent (70%) of the sales of book-length materials are sales of hard-copy. Furthermore, over the last two years, e-book sales have declined, while the sale of print books has increased. In short (and to paraphrase a quote sometimes attributed to Mark Twain), “The reports of *the death of public libraries* are greatly exaggerated.” There is little doubt that we will need bricks and mortar public libraries in the year 2030 and in 2040 and beyond and that these libraries will contain sizeable collections of print materials.

The need for **brick and mortar** libraries should be construed in its broadest sense. In AAC, libraries currently exist in both library-owned spaces and leased spaces. MGT’s review of current sites indicates that the leased space on Mountain Road is successful in meeting the needs of the area. Although it is critical that libraries exist in accessible and reasonable spaces, it does not automatically follow that those spaces need to be built by or owned by the public, if other spaces – including leased space – is available and appropriate. The questions to be answered include:

- ◆ what size space is needed in a given region? – number of SF
- ◆ what location is adjacent to other services? – nearby opportunities, including shopping, banks, schools, post office, etc.
- ◆ what space is already available and at what long-term price/cost?

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## 5.0 FUTURE OF LIBRARIES FOR THE 21<sup>ST</sup> CENTURY

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### LIVING IN THE LAND OF “AND” TRENDS IN 21<sup>ST</sup> CENTURY PUBLIC LIBRARY SERVICE

Prepared for the Anne Arundel County Public Library  
October 4, 2017

If a poll was conducted on the streets of America, it is highly likely that there would be broad agreement with the notion that public libraries have changed over the course of recent decades. Most would cite computers, technology, and the Internet as the source of much of the change and more than a few respondents would question the ongoing viability of one of our nation’s oldest institutions.

Some, primarily those who are current active users of public libraries, might offer a view of public libraries that have changed over the years to offer new formats of materials (such as audiobooks, DVDs, e-books) and services (such as public access to computers and Wi-Fi). A small number, primarily librarians and those closely connected with libraries such as library trustees, might venture into territory that includes the library as a center of community life, the library as a source of programming and hands-on learning, and the library as an epicenter of creativity and innovation.

In short, the public is most aware of what public libraries have been. They are somewhat familiar with what public libraries are, and they are largely uninformed about what libraries are becoming.

In truth, public libraries are “living in a land of AND.” They continue to offer the legacy services that people have come to expect and enjoy even as they embark on new ventures that are positioning them to serve the public well for decades to come. What is the future of the public library? Is it an institution on its last legs or one that is becoming even more relevant than it has been in the past?

A 2014 publication entitled ***RISING TO THE CHALLENGE: Re-Envisioning Public Libraries***<sup>4</sup> is widely regarded as the most influential recent look at the future of the American public library. ***Rising to the Challenge*** summarized the emerging role of public libraries as encompassing three concepts. They are:

- ◆ People
- ◆ Place
- ◆ Platform

**PEOPLE** - The public library is a hub of civic engagement, fostering new relationships and strengthening the human capital of the community. Librarians are actively engaged in the community. They connect individuals to a vast array of local and national resources and serve as neutral conveners to foster civic health. They facilitate learning and creation for children and adults alike.

**PLACE** - The public library is a welcoming space for a wide range of purposes—reading, communicating, learning, playing, meeting and getting business done. Its design recognizes that people are not merely

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<sup>4</sup> Aspen Institute Dialogue on Public Libraries, *Rising to the Challenge: Re-Envisioning Public Libraries*, Washington, D.C.: The Aspen Institute, October 2014.

consumers of content but creators and citizens as well. Its physical presence provides an anchor for economic development and neighborhood revitalization, and helps to strengthen social bonds and community identity. The library is also a virtual space where individuals can gain access to information, resources and all the rich experiences the library offers. In the creative design of its physical and virtual spaces the public library defines what makes a great public space.

**PLATFORM** - The public library is user-centered. It provides opportunities for individuals and the community to gain access to a variety of tools and resources with which to discover and create new knowledge. The platform enables the curation and sharing of the community’s knowledge and innovation. A great library platform is a “third place” —an interactive entity that can facilitate many people operating individually and in groups—and supports the learning and civic needs of the community.

Following are a few of the ways that these concepts are manifesting themselves in public libraries across America in 2017. Maintaining the base of existing users who expect “traditional library services” while venturing into new territory that builds the next generation of library users is challenging to say the least. The TRENDS that follow are not a matter of EITHER/OR. Libraries are faced with offering physical resources, which have proven to be far more resilient than pundits have predicted, while at the same time providing access to a broad array of downloadable and streamed content. Public libraries are providing quiet spaces for individual/solitary use while at the same time creating spaces that are conducive to group study and collaborative activities. They are retooling their reference staff to perform new tasks in response to ubiquitous sources of information and misinformation. The public library of the 21<sup>st</sup> century is “living in the land of AND” adding new layers of service onto those familiar to our parents and grandparents.

## **TREND 1**

### **SHIFT FROM PASSIVE TO ACTIVE (INSTITUTIONAL)**

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#### **PASSIVE >>>> ACTIVE**

- ◆ In many communities, libraries are becoming “Third Places” (places that are not home, not school or work, but a “third” important place where people gather and interact).
- ◆ Libraries are becoming important components in quality of life. Richard Harwood of the Harwood Institute has observed that “Healthy communities need an abundance of social gatherings.” Libraries are uniquely qualified to serve as a neutral gathering place in our communities. We speak of your church and my church, your school and my school, but of OUR library. The public library belongs to all in our communities equally.
- ◆ Maker spaces, early learning centers, job centers, and a host of other “hands-on” opportunities are making libraries places that are known as places of creativity and innovation. They are changing from places where you GET stuff into places where you DO stuff.

## **TREND 2**

### **SHIFT FROM INDIVIDUAL USE TO GROUP USE (USER)**

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#### **STUDY >>>> LEARNING**

#### **SOLITARY >>>> COLLABORATIVE**

- ♦ While many individuals still come to libraries to find a place to read or study individually, group use is growing. Students seek space to work on collaborative projects. Community organization seek places where they can organize, plan, research and discuss content of interest to them. Ironically, the public library as a public forum goes back to the origins of the public library movement. We still find libraries in the northeast that have “athenaeum” as part of their names.

## **TREND 3**

### **SHIFT FROM PROVIDER TO COACH (STAFF)**

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#### **PROVIDER >>>> COACH**

- ♦ The role of professional librarians has changed as information (and misinformation) has become ubiquitous. The old story of Willie Sutton, the bank robber, is apt. When asked why he robbed banks, Sutton replied “because that’s where the money is.” In the same way, libraries used to be “where the information was.” Today, information is everywhere and the role of the reference librarian has transitioned from providing the right answer to coaching individuals and helping them determine where and how to find and validate authoritative information.

## **TREND 4**

### **SHIFT FROM PHYSICAL RESOURCES TO ELECTRONIC RESOURCES (RESOURCES)**

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#### **PHYSICAL >>>> VIRTUAL/DIGITAL**

- ♦ In spite of decades of dire warnings that libraries would become obsolete, library door counts remain very strong and, in many communities, the public library is among the busiest places in town. Part of this is the enduring strength of the portable, print-on-paper book. While e-books grew in popularity for five or six years, recent research shows that print remains the preferred choice (by a considerable margin – 70% print sales vs. 30% digital sales). Although certain types of books (reference books for example) are disappearing, the demand for general fiction, non-fiction, and particularly materials for children remains extremely strong. Again, libraries are “living in the land of AND;” they must provide access to both print and digital/virtual resources.

## **TREND 5**

### **SHIFT FROM TRANSACTIONAL-BASED SERVICES TO TRANSFORMATIONAL-BASED SERVICES (EVALUATION)**

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#### **TRANSACTIONAL >>>> TRANSFORMATIONAL**

- ♦ In the minds of many, traditional library services have been based on transactions such as the number of items circulated, the number of questions answered and the number of books on the shelf. The value of 21st century libraries is increasingly being measured in terms of the impact

that the institution has in the lives of people. We are moving from evaluating libraries in terms of inputs and outputs to attempts to measure outcomes.

**Evaluating the Public Library**

TRANSACTIONAL	TO	TRANSFORMATIVE
<p><b>Inputs</b></p> <ul style="list-style-type: none"> <li>◆ Number of Staff</li> <li>◆ Size of Collection</li> <li>◆ Number of Hours Open</li> </ul>	>>>>	<p><b>Outcomes</b></p> <ul style="list-style-type: none"> <li>◆ Improvement in skills</li> <li>◆ Positive change in attitude</li> <li>◆ Knowledge gained</li> <li>◆ Behavioral changes</li> <li>◆ Change in status (e.g., received GED, got a job)</li> <li>◆ Change in life conditions (e.g., better nutrition)</li> </ul>
<p><b>Outputs</b></p> <ul style="list-style-type: none"> <li>◆ Circulation of Materials</li> <li>◆ Number of Visits</li> <li>◆ Number of Computer Sessions</li> </ul>		

An **outcome** is a change in a target audience's **skills, attitudes, knowledge, behaviors, status, or life condition** brought about by experiencing a program. Examine the following examples:

	<p><b>SKILLS</b></p> <p><i>Girl Scouts can identify local birds by sight and name.</i></p>		<p><b>BEHAVIOR</b></p> <p><i>Children read for pleasure over three hours per week.</i></p>
	<p><b>ATTITUDES</b></p> <p><i>Girl Scouts no longer think science is boring.</i></p>		<p><b>STATUS</b></p> <p><i>At-risk students using educational materials on library computers earn GED and improve salary and job prospects.</i></p>
	<p><b>KNOWLEDGE</b></p> <p><i>Girl Scouts know what local birds eat and what predators they face.</i></p>		<p><b>LIFE CONDITIONS</b></p> <p><i>West Dakota residents stop smoking after using improved access to reliable, understandable medical information.</i></p>

Outcomes develop over time. Note that:

- **short-term** outcomes are likely to be changes in skills, attitudes, and knowledge
- **medium-term** often include changes in behavior and decision making
- **long-term** outcomes may involve changes in status or life conditions

All of these trends impact the ways in which we think about library facilities. Library facilities facilitate. They should be designed to enable or facilitate results or ends that are highly desired by the people who fund them. What does this mean for Anne Arundel County Public Library's buildings? It is important to know how many libraries are needed, how large they should be, and where they should be placed; however, it is arguably even more important to know what the buildings will facilitate.

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## 6.0 FINDINGS AND RECOMMENDATIONS

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### FINDINGS

MGT has identified the following four large-scale findings. These findings are based on the data presented in earlier sections. The recommendation to address each finding is presented below.

**Finding 1: The GSF of all facilities is not adequate for your population.**

**Finding 2: Some buildings are old and dated and some need to be replaced or renovated.**

**Finding 3: The HQ building is not adequate and is poorly located.**

**Finding 4: Some interior spaces are in need of renovation and improvement to meet public and staff needs.**

### RECOMMENDATIONS

1. Adopt an overall, countywide 0.50 SF per capita ***minimum*** for public libraries moving forward. If Maryland Department of Planning (MDP) projections (2017) are used, this generates the following square footage needs and deficits. Note that two deficits are shown for each year. The first reflects the deficit based on current square footage of library facilities including the headquarters. The second figure reflects the replacement of the existing 20,900 GSF Annapolis Library with the planned 32,500 GSF building.
  - 2020 – population 573,250 – space need 286,625 GSF – deficit 19,588 GSF or 7,988 GSF
  - 2025 – population 584,400 – space need 292,200 GSF – deficit 25,163 GSF or 13,563 GSF
  - 2030 – population 596,700 – space need 298,350 GSF – deficit 31,313 GSF or 19,713 GSF
  - 2035 – population 608,950 – space need 304,475 GSF – deficit 37,438 GSF or 25,838 GSF
  - 2040 – population 622,250 – space need 311,125 GSF – deficit 44,088 GSF or 32,488 GSF

Based on the recent population growth reflected in the U.S. Census Bureau’s July 1, 2016 population estimate of 568,346, MGT believes that the MDP projections are likely too low and that therefore, the reality in terms of space needs and deficits is understated.

2. Aspire to an overall countywide 0.75 SF per capita target in developing new facilities and expanding existing buildings. Using the same Maryland Department of Planning (2017) projections yields the following deficits. Again, two deficit figures are shown. The first is based on current square footage and the second presumes the completion of the new Annapolis building.
  - 2020 – population 573,250 – space need 429,938 GSF – deficit 162,313 GSF or 151,301 GSF
  - 2025 – population 584,400 – space need 438,300 GSF – deficit 171,263 GSF or 159,663 GSF
  - 2030 – population 596,700 – space need 447,525 GSF – deficit 180,488 GSF or 168,888 GSF
  - 2035 – population 608,950 – space need 456,713 GSF – deficit 189,676 GSF or 178,076 GSF
  - 2040 – population 622,250 – space need 466,688 GSF – deficit 199,651 GSF or 188,051 GSF

3. Proceed with plans for existing improvements including the replacement of the existing 20,900 SF Annapolis Library with the planned 32,500 GSF building.
4. Proceed with planned renovations to the Severn Library. While this library is considerably undersized to effectively serve the population in this area of the County, the proposed improvements will address short-term needs effectively.
5. Proceed with the anticipated replacement of the 10,500 GSF Riviera Beach facility. New facility should be at least 20,434 GSF to match the 0.5 SF per capita minimum using a design population of approximately 40,868 (based on effective service population estimate). If possible, increase the size of this new/replacement facility to approximately 30,651 GSF (to achieve the 0.75 SF per capita aspirational target, based on effective service population estimate).
6. Begin planning for the replacement of the existing Glen Burnie Library (a 48-year old facility that provides only 0.21 sf/capita of space based on the effective service population estimate and the only library with an “Unsatisfactory” rating in the comprehensive facility assessment). MGT recommends replacing Glen Burnie with two new, strategically-located, state-of-the-art buildings. The buildings should be designed to serve a total population of approximately 115,000. Total square footage for the two buildings needs to be at least 75,000 GSF and ideally total slightly over 85,000 GSF to meet the 0.75 sf/capita aspirational target.
7. Moderately renovate the Brooklyn Park Library to enable it to become an “Innovation/Opportunity Center” library. Incorporate specialized services to better match community needs.
8. Replace the existing Deale Library (the next oldest facility after the Annapolis building, the smallest of the AACPL libraries, and rated “Poor” in the comprehensive assessment) with a larger facility of approximately 15,000 GSF to meet the aspirational 0.75 SF per capita target using a design population of 20,000 (larger than the current effective service population because relocation will increase the new library’s reach. Location of the facility should be somewhat north of its present location to afford better regional access and to expand the branch’s ability to serve beyond the current area.
9. Replace the existing Headquarters building with a new facility located in a building that also serves as a public-service facility. There are many advantages to this approach. Some spaces such as computer labs and conference and meeting rooms could be available for use by both the public and the headquarters staff for systemwide training purposes. Some technology costs could also be shared. The co-location of the headquarters would also create greater visibility for the County system and, if located outside the Annapolis area, could help address impression held by some that AACPL is too “Annapolis-centric.” A co-location at a branch along a major highway corridor could also reduce delivery costs and might improve response times by technology support staff.

Although no single site is recommended at this time, consideration could be given to combining this recommendation with the recommendation for a new second Glen Burnie site. (See also

recommendation under Glen Burnie.) Of particular interest might be the idea of the conversion of an underutilized “big-box” retail location. Such conversions usually offer advantages such as limited site development cost, the existence of loading and delivery infrastructure, ample parking, and high visibility. Approximately 25,000 GSF of space will be required for headquarters operations.

- 10.** Identify an improved site for a larger Severn Library. While planned renovations will help meet short-term needs in this area, current and anticipated population growth will eventually require a new, larger facility. Planning should begin to identify a site of at least two (2) acres for a branch of at least 22,000 GSF (to meet the minimum 0.50 sf/capita benchmark) and 33,000 GSF (to meet the aspirational target of 0.75 sf/capita).
- 11.** Continue efforts to combine and downsize circulation and information desks in all libraries. Explore alternatives to the current “cart-based” circulation/return system in an effort to streamline processes and reduce the space needed for these functions. Begin a process of de-cluttering and redesigning staff work areas to improve staff work environments.
- 12.** Extensively renovate the Severna Park Library and add a modest (5,000 – 10,000 GSF) addition to update this heavily-used, but badly dated, facility.
- 13.** Work on long-term planning for the eventual replacement of the Broadneck (20,000 GSF – 25,000 GSF) and Edgewater (25,000 – 30,000 GSF) libraries within a **10 – 15-year** time horizon. Exact size will need to be refined based on estimated effective service population as planning commences; however, the 0.75 aspirational target should be considered.
- 14.** Work on long-term planning for the eventual replacement of the Eastport -Annapolis Neck Library (15,000 GSF – 20,000 GSF) and the Linthicum Library (approximately 15,000 GSF) libraries within a **15 – 20-year** time horizon. Exact size will need to be refined based on estimated effective service population as planning commences; however, the 0.75 aspirational target should be considered.

## COST OF RECOMMENDATIONS

In **Section 2.0**, MGT provided a cost/budgeting structure for the replacement or renovation of library branches. As shown earlier in **Exhibit 2-8**, costs will vary depending on the recommended improvement(s) for each building. It is important to remember that the costs shown are intended to provide an estimated budget for each recommendation and do not constitute project costs. Additionally, the costs are not shown with any inflation. Thus, a building proposed for renovation or replacement in 10 years, likely should have costs increased by more than 20 percent (because the 2% per year is compounded, representing the current 2% per year estimated cost of inflation).

**Exhibit 6-1** on the following page shows the costs of the recommendations developed by MGT to address the facility needs of Anne Arundel County libraries over the next 20 years. The renovation costs are based on the budget described earlier and calculated based on the extensiveness of needed changes. The addition and replacement costs are based on the earlier budget of \$725/GSF. We recognize that this is the low end of the possible total cost and does not include any inflation factor, but it shows the relative costs based on facility needs for physical improvement.

EXHIBIT 6-1 |  
ANNE ARUNDEL COUNTY PUBLIC LIBRARY  
RECOMMENDATIONS AND COST MATRIX

	BRANCH	YEAR BUILT	GSF	COMBINED SCORE	RECOMMENDED CHANGES			COST
					RENOVATION	ADDITION	REPLACEMENT	
PHASE 1 Immediate	Severn - renovate-1/refresh	1985	11,500	72	x			\$ - *
	Riviera Beach - replace @ 30,651 SF	1970	10,500	n/a			x	\$22,221,975
PHASE 2 3-5 years	Glen Burnie - replace #1 @ 50,000 SF	1968	20,200	59			x	\$36,250,000
	Glen Burnie - replace #2 @ 30,000 SF						x <sup>1</sup>	\$21,750,000
	Headquarters - replace @ 25,000 SF	1976	26,800	n/a			x <sup>1</sup>	\$18,125,000
	Brooklyn Park - renovate-2/moderate	1971	12,500	65	x			\$1,562,500
PHASE 3 5-7 years	Deale - replace @ 20,000 SF; New location	1976	8,730	69		x	x	\$14,500,000
	Severn - replace @ 33,000 SF	1985	11,500	71			x	\$23,925,000
PHASE 4 7-10 years	Severna Park - renovate-3/extensive	1972	20,500	72	x	x		\$14,425,000
PHASE 5 10+ years	Broadneck - replacement @25,000 SF	1983	11,900	65			x	\$18,125,000
	Edgewater - replacement @30,000 SF	1991	12,000	72			x	\$21,750,000
	Eastport – Annapolis Neck @ 20,000 SF	1979	12,100	73			x	\$14,500,000
	Linthicum - replacement @ 15,000 SF	1967	11,083	65			x	\$10,875,000
							<b>TOTAL</b>	<b>\$218,009,475</b>

Source: MGT, 2017.

\*There is an outside funding source to address the needs of this library.

## BUILDING-BY-BUILDING RECOMMENDATIONS

### ANNAPOLIS

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No comprehensive assessment was performed due to planned branch replacement.

Currently 0.42 sf/capita. The 32,500 GSF planned replacement translates to 0.66 sf/capita if current effective population is used. If this building had been planned using the 0.75 sf/capita aspirational standard, it would have been 37,084 GSF.

Age of existing facility is 52 years.

Location for replacement has been selected (current site).

**ACTION:** Proceed with 32,500 GSF replacement branch.

### BROADNECK

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Comprehensive Assessment score – 65 (Poor)

Currently 0.39 sf/capita

Age of existing facility is 34 years.

Location is acceptable.

**ACTION:** Replacement with a branch in the range of 20,000 – 25,000 GSF is needed within a 10 – 15-year time horizon.

### BROOKLYN PARK

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Comprehensive Assessment score – 65 (Poor)

Currently 0.95 sf/capita

Age of existing facility is 46 years.

Serves an isolated section of the County (cut off by major highways and County border).

**ACTION:** This branch has excess capacity for its service population. Consider renovation to incorporate specialized services to match community needs. New “Route 9 Library & Innovation Center” in New Castle County, Delaware may be a model worth considering. A request for funds for a moderate renovation of this building should be considered.

### CROFTON

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Comprehensive Assessment score – 81 (Good)

Currently 0.68 sf/capita

Age of existing facility is 15 years.

**ACTION:** No action is required at this time.

### DEALE

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Comprehensive Assessment score – 69 (Poor)

Currently 0.71 sf/capita

Age of existing facility is 49 years.

Location is at the end of a peninsula that makes it ineffective in reaching the intended population base.

Size is less than **10,000 GSF**.

**ACTION:** Replace existing aging, poorly located branch with a new facility located north of the current structure. Placement should allow the new facility to capture a larger population and to serve Shady Side, Churchton, and Deale more effectively while also providing better access for County residents located in the southwestern portion of the County. Traffic studies should be conducted to determine the optimum location; however, the consultants believe that it would be north of the highway 256 and 258 intersection. A location in the retail area near the intersection of highways 468 and 256 should be considered. The new branch should be planned with a service population of 20,000 people, which translates into a branch of 15,000 GSF if the 0.75 sf/capita aspirational goal is pursued. Branch replacement should take place in the 5 – 10-year time horizon.

### **EASTPORT – ANNAPOLIS NECK**

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Comprehensive Assessment score – 73 (**Fair**)

Currently **0.49** sf/capita

Age of existing facility is **38** years.

**ACTION:** Replacement with a branch in the range of 15,000 – 20,000 GSF is needed within a 15 – 20-year time horizon.

### **EDGEWATER**

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Comprehensive Assessment score – 73 (**Fair**)

Currently **0.33** sf/capita

Age of existing facility is **26** years.

**ACTION:** Replacement with a branch in the range of 25,000 – 30,000 GSF is needed within a 10 – 15-year time horizon.

### **GLEN BURNIE**

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Comprehensive Assessment score – 59 (**Unsatisfactory**)

Currently **0.21** sf/capita

Age of existing facility is **48** years.

**ACTION:** Planning for the replacement of the existing Glen Burnie Library with two new facilities should begin immediately. Locations should be selected to meet the needs of users in the area of the current site and to expand service into underserved areas to the south and west of the existing facility. Total square footage of the two buildings should be approximately 75,000 – 85,000 GSF to effectively serve a population in the range of more than 100,000 people using the aspirational standard of 0.75 sf/capita as a target. One facility should be located near or slightly north and/or east of the existing building and should be the larger of the two (approximately 50,000 – 55,000 GSF). The second facility should be located considerably south and west of the existing building and should be between 25,000 – 30,000 GSF. Consideration should be given to the conversion of underutilized “big-box” retail locations. The McAllen, Texas conversion of a former Walmart store has been very well received by the public as a responsible approach to managing costs and fostering economic development. The Jacksonville Public

Library also operates a building that was a big-box conversion that combines a branch facility and back-of-the-house functions including delivery and processing. This approach may be a feasible way of replacing the inefficient library headquarters building and providing better direct services in the Glen Burnie area. (See also recommendations for the Headquarters facility.)

### LINTHICUM

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Comprehensive Assessment score – 65 (Poor)

Currently 0.74 sf/capita

Age of existing facility is 50 years.

**ACTION:** Replacement with a branch in the range of 15,000 GSF is needed within a 15 – 20-year time horizon. This would be a higher priority if other needs were not so great.

### MARYLAND CITY

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Comprehensive Assessment score – 68 (Poor)

Currently 0.89 sf/capita

Age of existing facility is 19 years.

Serves an isolated section of the County (cut off by major highway, Ft Meade and County border).

**ACTION:** This branch has excess capacity for its service population. No immediate action is required in spite of some serious shortcomings of the facility.

### MOUNTAIN ROAD

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Comprehensive Assessment score – 66 (Poor)

Currently 0.67 sf/capita

Age of existing facility is 23 years.

Location is good.

Size is less than 10,000 GSF.

**ACTION:** No immediate action is required. This facility serves its relatively small service population effectively.

### ODENTON

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Comprehensive Assessment score – 86 (Good)

Currently 0.87 sf/capita

Age of existing facility is 13 years.

**ACTION:** No action is required at this time other than the completion of renovations to enhance teen services.

### RIVIERA BEACH

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No comprehensive assessment was performed due to planned branch replacement.

Currently 0.26 sf/capita. The 20,000 GSF planned replacement translates to 0.49 sf/capita if current effective population is used. If this building had been planned using the 0.75 sf/capita aspirational standard, it would have been 30,651 GSF.

Age of existing facility is 46 years.

**ACTION:** Increase the size of the new planned branch to at least 25,000 GSF if possible.

### SEVERN

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Comprehensive Assessment score – 71 (Fair)

Currently 0.26 sf/capita

Age of existing facility is 31 years.

Serves an isolated section of the County (cut off by rail corridor, major highways, Ft Meade and the County border).

**ACTION:** Proceed with the extensive planned renovations as a holding action. Replacement with a branch in the range of 22,000 – 33,000 GSF is needed within a 10 – 15-year time horizon.

### SEVERNA PARK

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Comprehensive Assessment score – 72 (Fair)

Currently 0.44 sf/capita

Age of existing facility is 45 years.

**ACTION:** The Severna Park branch performs exceptionally well in spite of its age. The library is consistently at or near the top of all AACPL libraries in service measures such as library circulation and library visits. The consultants believe that the open design of the building would allow it to be extensively renovated to serve the needs of residents of the area for an extended period of time. A modest expansion (5,000 – 10,000 GSF) should be considered both to enhance services and to address exterior handicapped accessibility issues. An addition could be designed to incorporate vertical transportation (elevator and/or escalator) to facilitate movement from the parking lot into the main level of the building. What is envisioned is a complete gutting of the interior and a redesign of functional spaces to increase the capacity of the library to serve the public.

### ANNE ARUNDEL COUNTY PUBLIC LIBRARY HEADQUARTERS

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The existing AACPL Headquarters building has many shortcomings. The structure and its location are poorly suited for facilitating major back-of-the-house functions including delivery and processing of materials. While the overall amount of space in the headquarters is adequate, the building's multi-level design, lack of satisfactory delivery and loading areas and the maze of corridors create serious workflow issues. Limited parking makes the building a poor choice as a site for countywide staff development. Having an administrative headquarters located at a non-public service site can also fosters an us/them mindset among frontline staff. While this was not specifically observed by the consultants in conducting this project, we have seen evidences of this dynamic in many other places.

The consultants recommend the consideration of the replacement of the headquarters building and the co-location of the back-of-the-house functions in building that also serves as a public-service facility.

There are many advantages to this approach. Some spaces such as computer labs and conference and meeting rooms could be available for use by both the public and the headquarters staff for systemwide training purposes. Some technology costs could also be shared. The co-location of the headquarters would also create greater visibility for the County system and, if located outside the Annapolis area, could help address impression held by some that AACPL is too “Annapolis-centric.” A co-location at a branch along a major highway corridor could also reduce delivery costs and might improve response times by technology support staff.

Although no single site is recommended at this time, consideration could be given to combining this recommendation with the recommendation for a new second Glen Burnie site. (See also recommendation under Glen Burnie.) Of particular interest might be the idea of the conversion of an underutilized “big-box” retail location. Such conversions usually offer advantages such as limited site development cost, the existence of loading and delivery infrastructure, ample parking, and high visibility.

As was mentioned earlier, the Jacksonville, FL Public Library operates a building that was a big-box conversion that combines a branch facility and back-of-the-house functions including delivery and processing. Approximately 25,000 GSF of space will be required for headquarters operations.