The Changing Nature of Libraries

Victoria (Tori) H. Hall

Office of Legislative Oversight Report 2020-3

Table of Contents

Executive Summary
OLO Report 2020-3
The Changing Nature of Libraries

The County Council asked OLO to report on the changing nature of libraries, the usage levels of the various library services, who is most likely to use the libraries, and ways to reach out to segments of the population who may be underserved by libraries. Council asked OLO to report on potential future trends in library services by investigating services provided by libraries in other jurisdictions and their potential applicability in Montgomery County, as well as how experts in the field believe the role of libraries will evolve over the next decade.

Chapter 2 of this report presents available data from MCPL on library users, library programs offered by type and by branch, the circulation of library materials, and a snapshot of the 21 public library facilities. Overall in 2019, MCPL reported offering 12,579 programs with 324,000 attendees. Library customers used 10.5 million items in the print and digital collection. MCPL also reported having an active user base of about 239,065 people as of June 2019, which grew to 324,010 as of January 2020 following the opening of two branches in Fall 2019.

OLO found that, by design, MCPL collects minimal data about people using the libraries. Out of a strong commitment to privacy and confidentiality, MCPL collects only basic data on: library card holders; the accounts blocked from borrowing; the customers attending programs and using facilities like public computers; and how customers are using the print and digital collections. MCPL's approach reflects that of the American Library Association which believes that libraries should limit the degree to which personally identifiable information is collected, monitored, disclosed, retained, and transmitted. MCPL can quantify in only broad terms who is more or less likely to use the library -- yet this absence of data comes from an intentional effort to ensure that every individual feels confident that their access to all library resources is free and without obligation or repercussions.

OLO identified a variety of issues, ideas, and trends related to modern public libraries. Overall, OLO found that libraries everywhere are revisiting conventional collection policies and using opportunities created by new technology to reach more people more of the time with more kinds of information. Chapter 3 of this report examines the following library trends:

> ***A. Changing Circulation Policies: Charging Zero Fines***. Many public libraries have recently eliminated overdue fines for equity reasons. OLO found that changing MCPL's circulation policy by eliminating overdue fines altogether or implementing an automated renewal policy would likely increase access to library materials for library users who have limited income without a significant risk of an overall drop in circulation from additional unreturned materials.

> ***B. Digital Inclusion: Overcoming the Digital Divide.*** Digital technology has created vast new opportunities while at the same time leaving some populations behind. The nature of the "digital divide" has changed over the last decade, as has the role of libraries in overcoming the digital divide. Additionally, given how quickly technology changes, libraries face difficult decisions about whether and to what extent they should allocate funds to acquire the latest digital platforms.

C. Role of Libraries in Early Literacy. Libraries play an important role in broader efforts to promote literacy in very young children. Many library programs are now using a multigenerational approach. OLO found that in FY19, well over half of MCPL's circulation was from the children's collection and the most popular category of program offered by MCPL was Storytime for young children.

D. An Internet of Things (IoT) at the Library: Sensors and Data. The growth of sensors and data collection can be used to benefit library operations, but it also creates privacy concerns for libraries. MCPL's pilot RFID program showed that partial implementation of RFID does not produce the full potential benefits of RFID. OLO also found that full RFID implementation in a library system is costly and can create privacy concerns among customers.

E. Libraries of Things: Unconventional Collections. Libraries are not just for books. While libraries have long been the vanguard of a sharing model, these nontraditional library collections may mirror larger trends toward a sharing economy. For example, MCPL offers a library of musical instruments at the Twinbrook Library branch.

F. Colocating libraries with other public facilities and commercial establishments. Montgomery County has previously studied the potential benefits of colocating public facilities. OLO found additional examples of colocations between libraries and private establishments. For example, OLO found that Anne Arundel County has had success with its pop-up library branch at the local mall, leading the library system to expand and make permanent that branch.

G. Expanding Library Access: Mobile Libraries, Book Deliveries, Self-Service Libraries, and Digital Libraries. Libraries' efforts to bring their collections to the public have evolved over time. OLO found that digital libraries offer vast new opportunities for giving more customers access to more materials, but that the full potential of digital libraries has not yet been realized.

H. The Role of Libraries in Economic Development. Some jurisdictions have made the existing assets of their public libraries (books, periodicals, databases, and classes) an essential component of their economic development strategies. OLO found examples of jurisdictions making the use of existing library resources and classes a prerequisite for eligibility for certain small business loans or startup cash awards. MCPL already offers many of the same library resources and classes as these jurisdictions, suggesting an opportunity in this county to maximize the use of libraries more directly in regional economic and workforce development strategies.

OLO Recommendation #1. OLO found that many public libraries are now eliminating overdue fines for the purpose of reducing the barriers to using library resources for low-income people. Chapter 3 (Section A) of this report discusses various efforts to reduce overdue fines, such as lowering or eliminating overdue fines for only certain categories of materials, offering temporary fine amnesty programs, or implementing automated renewals. OLO suggests that the County Council may wish to further discuss with the Executive Branch two specific options for changing circulation policy:

> Option A. Eliminate overdue fines for teen and adult materials; and/or
> Option B: Automate renewals.

OLO estimates that either option could have the effect of reducing the fine revenue collected by MCPL and credited to the General Fund; and increasing circulation of library materials among low-income library customers. The Council may wish to consider asking the Executive Branch to estimate these effects more precisely.

OLO Recommendation #2: Chapter 3 (Section H) of this report describes how the existing assets of public libraries can be directly relevant to economic development efforts. Some jurisdictions have made the public libraries and their business-related assets an explicit component of their economic development strategies. For example, in Houston, New York, and Toronto, jurisdictions have tied use of library-based classes and resources to applicants' eligibility for small business loans or startup cash awards from that jurisdiction. Such competitions provide immediate benefits to the participants and broaden public awareness about how the existing resources in public libraries can directly benefit job seekers, aspiring entrepreneurs, and businesses looking to expand.

As Montgomery County Government continues to work with its partners and contractors to refine and promote its strategy for economic and workforce development, there may be additional opportunities to maximize use of existing library facilities and business-related library assets. OLO suggests that the Council discuss with its economic development partners how existing MCPL resources can be more directly promoted as part of economic and workforce development strategies.

Chapter 1. Introduction: Authority, Scope, Organization and Acknowledgements

A. Authority, Purpose, and Scope

The County Council asked the Office of Legislative Oversight (OLO), as part of OLO's Fiscal Year 2020 work program, to report on the changing nature of libraries.[1] The Council asked OLO to examine the usage levels of the services provided by libraries, who is most likely to use libraries, and how the County might better reach out to segments of the population who may be underserved by libraries. The Council asked OLO to report potential future trends in library services, investigate services provided by libraries in other jurisdictions and their potential applicability in Montgomery County, and discuss how experts in the field believe the role of libraries will evolve over the next decade.

B. Organization and Methodology

Overall, OLO found that libraries everywhere are revisiting conventional collection management policies and using opportunities created by new technology to reach more people more of the time with more kinds of information.

This report is organized as follows:

Chapter 2. Introduction to MCPL, provides a brief history of public libraries generally, how public libraries in Montgomery County have evolved over the years, and MCPL's current mission, key organizational entities, customers, services, circulation, and facilities.

Chapter 3. Issues, Ideas, and Trends in Public Libraries, identifies a broad array of trends in modern libraries presented in eight categories:

A. Changing Circulation Policies: Charging Zero Fines.
B. Digital Inclusion: Overcoming the Digital Divide.
C. Role of Libraries in Early Literacy.
D. An Internet of Things (IoT) at the Library: Sensors and Data.
E. Libraries of Things: Unconventional Collections.
F. Colocating Libraries with Other Public Facilities and Commercial Establishments.
G. Expanding Library Access: Bookmobiles, Book Deliveries, Self-Service Libraries, and Digital Libraries.
H. The Role of Libraries in Economic Development.

Chapter 4. Findings and Recommendations, summarizes and offers ideas for further Council discussion regarding the changing nature of libraries in this County.

---

[1] Montgomery County Council Resolution 19-173, *Fiscal Year 2020 Work Program of the Office of Legislative Oversight*, adopted July 23, 2019.

Chapter 5. Agency Comments, presents the written comments received from the Montgomery County Chief Administrative Officer in their entirety.

OLO staff member Victoria (Tori) H. Hall conducted this project with assistance from Natalia Carrizosa, Carl Scruggs, and Kelli Robinson. OLO gathered information for this report through interviews with County staff, document reviews, and by reviewing library science research more broadly.

C. Acknowledgments

OLO received a high level of cooperation from everyone involved in this study and appreciates the information and insights shared by all who participated, including the following individuals:

Raymond Bryson, MCPL
Eric Carzon, MCPL
Andrea Castrogiovanni, MCPL
James Donaldson, MCPL
Angelisa Hawes, MCPL
Steve Kapani, MCPL
Lori Kebetz, MCPL
Deborah Lambert, OMB
Barbara McClayton, MCPL
Adrienne Van Lare, MCPL
Anita Vassallo, MCPL

Chapter 2. Overview of MCPL

Broadly defined, libraries are places where people find information. "Library" can refer to a collection of materials (such as books, recordings, films, or other print and nonprint media) or to the place where a collection is kept for ease of access with personnel trained to help people find and use the collected materials. This chapter provides an overview of how the concept of a public library has evolved generally and in Montgomery County specifically. It also provides an overview of the County's public libraries today, including their current: mission, key organizational entities related to library operations, library users, services, programs, circulation, and facilities.

The public library is a modern invention. Although libraries have existed for thousands of years, the concept of a public library as we understand it today is fairly new. The Boston Public Library opened in 1854 as the first large municipal library in the world freely loaning its collection to all. Now, virtually all cities have such a public library.

Generally speaking, a library is considered public if it is open to all members of the community and is publicly funded and operated. More precisely, the Institute for Museum and Library Services considers a library to be public if it is authorized under government laws or regulations to serve a defined area and provides at least the following elements:

1. An organized collection of library materials;
2. Paid staff;
3. Established schedule of when the staff are available to serve the public;
4. Facilities to support its collection, staff, and schedule; and
5. Financial support from public funds.

Public libraries are free community spaces, open to all, where nothing is asked of users, and where the collective purchasing power of the community has been entrusted to an entity that assembles a collection and then loans it out fairly to every community member. Library customers can range from professional researchers using the library collection to those seeking what they may lack at home: quiet, air conditioning, and computer access.

Public libraries typically give their customers:

*   Free access to a collection and to the paid staff who curate, store, and enable full use of it;
*   Free programs, such as preschool story times to boost early literacy, book clubs to encourage appreciation of literature in adults, or digital literacy classes to help people to better distinguish the most reliable sources of online information;
*   Free spaces for quiet study or for group meetings; and
*   Free use of Internet-enabled computers, and Wi-Fi access to the Internet for private devices.[1,2]

---

[1] Public libraries are distinct from research libraries, school libraries, and other special libraries in that their mandate is to serve the general public's information needs.

[2] "Definition of a Library: General Definition" (American Library Association, Updated: Mar 18, 2019); retrieved from https://libguides.ala.org/library-definition.

When a public library gives access to its collection, there is an essential element of mutual public trust: trust that customers will use the library with care, and trust that the library will safeguard information about customers. Library advocates see libraries as not only a major source of information for society but also as guardians of the public's equitable access to seek that information without fear of censorship or reprisal.

The library is a growing organism. Although libraries can have a staid image, even laced with nostalgia, libraries are constantly changing. In 1931, S. R. Ranganathan proposed five laws of library science, a framework widely seen as foundational in the field, and the fifth law is: "the library is a growing organism":[3] Ranganathan wrote,

> […T]he Fifth Law enunciates a fundamental principle that should govern the planning and organisation of libraries[…]: A LIBRARY IS A GROWING ORGANISM. […] The Fifth Law invites our attention to the fact that the library, as an institution, has all the attributes of a growing organism. A growing organism takes in new matter, casts off old matter, changes in size and takes new shapes and forms.

Using this framework, library professionals have long worked from the assumption that a library's collections, methods, and physical space must continuously change over time, and that updates encompass books, readers, and staff. Although Ranganathan could not have anticipated it, the advent of computers, the Internet, and the digitization of information to computer-readable formats has emphatically confirmed the changing and dynamic nature of libraries.

A. Libraries in Montgomery County: A History of Change [4]

In 1869, when printed books were still scarce and expensive, library service started in Rockville as a cooperative among members who shared their private collections with each other.[5] About 20 years later, residents in the new town of Kensington established the independent Noyes Library for people in the neighborhood who paid a modest fee for access. Independent libraries like these - funded by individual subscriptions, donations, and fundraising - were a common library model at the time. Over the ensuing years, Montgomery County residents formed nine independent libraries in Bethesda, Four Corners, Gaithersburg, Garrett Park, Kensington, Rockville, Sherwood, Silver Spring, and Wheaton.

In 1945 the Maryland Legislature began providing matching state funds for county library systems based on population. During this period, the Montgomery County League of Women Voters lobbied for the creation of a Montgomery County library system.

In 1950, the Montgomery County Council enacted the County Library Law which formed the Department of Public Libraries, now more commonly called the Montgomery County Public Libraries

---

[3] S.R. Ranganathan, <u>The Five Laws of Library Science</u> (Madras Library Association, London, 1931) p.382.

[4] *Montgomery County Archives Guide to the Records of the Department of Public Libraries: 1908, 1931-1989, Record Group 11: Libraries*, (Montgomery County Records Center, 8540 Anniversary Circle, Gaithersburg, Maryland 20877, Rev. October 27, 2015); retrieved from https://montgomeryhistory.org/wp-content/uploads/2015/10/dplUPDATED.pdf.

[5] Rockville's first library was a joint stock library, a model created by Benjamin Franklin at a time when books were scarce and expensive; members of a joint stock library shared their privately-owned books for mutual enjoyment

(MCPL). MCPL is an operational department of County Government, administered by the Library Director who is a professional librarian. Under County law, MCPL is advised by a Library Board which is itself advised by Library Advisory Committees (LACs) comprised of residents near each library branch. Under this overarching model, between 1951 and 1957 nine independent libraries (Bethesda, Four Corners, Gaithersburg, Garrett Park, Noyes, Rockville, Sherwood, Silver Spring, and Wheaton) handed over their administrative control to become branches of the new Montgomery County library system, and in exchange these libraries began receiving public funds.

During the 1950s, MCPL served rural and newly-suburbanized areas of the County via bookmobiles. In the early 1960s, the County began using annual Facilities Master Plans to anticipate the growth of the library system. By the 1980s, the system had grown to 21 branches and a computerized circulation system.

The Great Recession (2007-2009 in the U.S.) and its aftermath led to reductions in the County's budget for libraries, as was the case for public library systems throughout the U.S. and Europe. The following graph shows the total operating expenditures for MCPL from 2009 thru 2018, adjusted for inflation, and the population of Montgomery County:
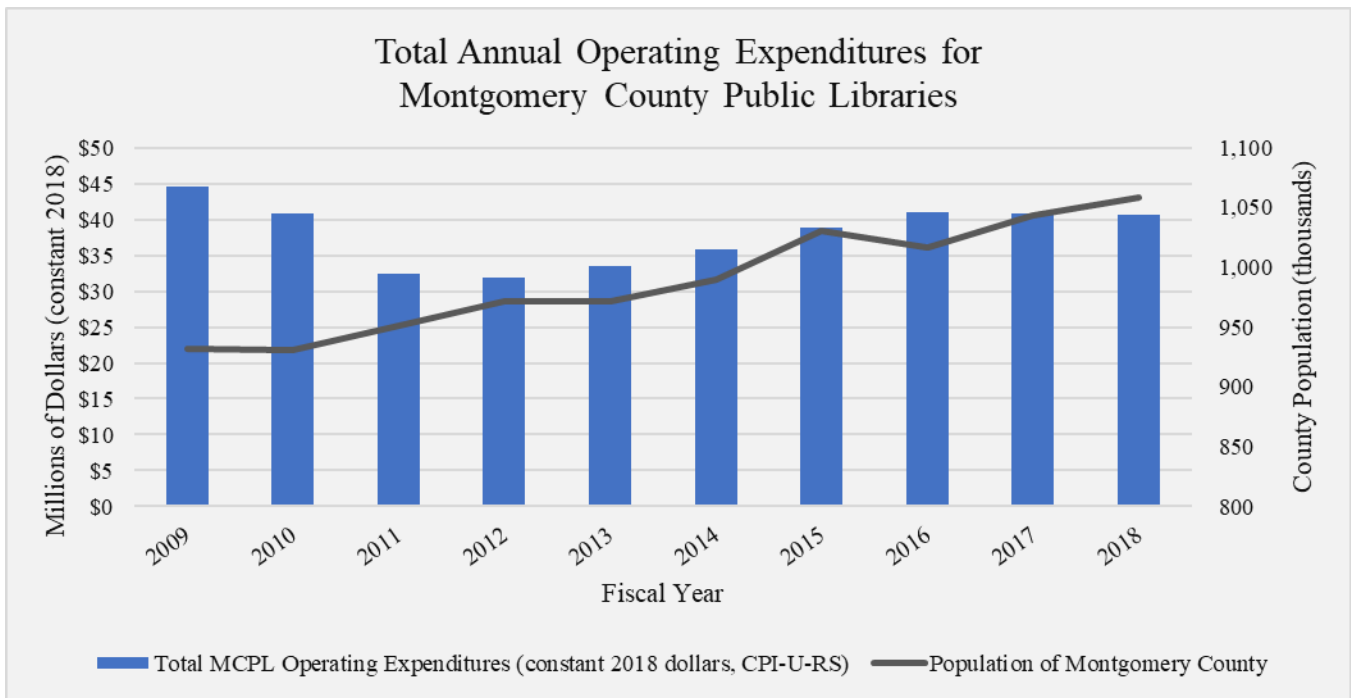
Figure 1. Total Annual Operating Expenditures for MCPL (inflation adjusted), FYs 2009-2018.

In September 2015, County Executive Ike Leggett held a Library of the Future Summit to seek resident input in shaping all aspects of the future of library services in the County.[6] Themes addressed at that summit were as follows:[7]

- Aging/Retirement
- Environment
- Transportation/Traffic
- Health
- Cost of Living/Finances/Money
- Parenting/Family
- Education
- Affordable Housing
- Accessibility (ADA)
- Social Connections/Inclusion/Human Rights
- Technology/Digital Divide
- Employment/Economic Development
- Violence, Security, Safety
- Cultural Arts

The breadth of these themes illustrates how the libraries relate to almost every aspect of resident life in the County.

---

[6] Press Release: "Library of the Future Summit Gives Residents a Chance to Help Shape Future Library Services in Montgomery County," (Montgomery County Government; Aug. 17, 2015); retrieved from www2.montgomerycountymd.gov/mcgportalapps/Press_Detail.aspx?Item_ID=13181.

[7] Montgomery County Library Board Minutes for Oct. 14, 2015; retrieved from www.montgomerycountymd.gov/Library/board/index.html.

B. MCPL Today

This chapter provides a general overview of MCPL today, presented in the following sections:

1. Mission, Vision, and Values
2. Key Organizational Entities
3. Library Users (Customers)
4. Programs, and Events
5. Circulation of Materials
6. Library Facilities (including public computer usage, meeting spaces, and operating hours)

1.   Mission, Vision, and Values

The current mission, vision, and values of MCPL are as follows:

a.   Mission: "Montgomery County Public Libraries offers free and equal access to services and resources that connect the people of Montgomery County to ideas and information which sustain and enrich their lives."

b.   Vision: "Our diverse community of lifelong learners finds Montgomery County Public Libraries to be an open, inviting and vital gateway to the information, ideas and enrichment that strengthens our County. A diverse, highly qualified staff continually assesses community needs and interests to support, encourage and inspire our customers."

c.   Values: "Montgomery County Public Libraries believes in the right of all to learn and to grow. We value intellectual freedom, accountability, quality service, diversity, fairness, professional ethics, integrity of information and respect for our customers, our community, and ourselves. We are a learning organization that functions openly by exploring new ideas and using the collective talent, knowledge, and creativity of employees at all levels."

2. Key Organizational Entities

MCPL operates as a department of County government, funded mainly by the County government with aid from the State of Maryland and nonprofit organizations. Key entities governing the County's public libraries are as follows:[8]

a. Montgomery County Public Libraries (MCPL)

MCPL is an operational department of Montgomery County Government. The Library Director is appointed by the County Executive subject to confirmation by the County Council. All MCPL employees are County employees and some are members of UFCW Local 1994 MCGEO.[9]

b. Montgomery County Library Board (MCLB, or the Library Board)[10]

Montgomery County Code provides for an advisory form of Library Board for the County's public library system. Public libraries in the U.S. typically use either governing boards or advisory boards. *Governing Boards* are fully and legally responsible for the control and management of the library, including hiring and firing the director and setting the budget. Trustees of governing library boards are public officers with final legal and fiscal authority for the library. Governing library boards have greater autonomy in setting library policy as compared to advisory library boards. *Advisory Boards* have only those legal responsibilities granted by the local government (such as Montgomery County Government). An advisory board generally makes recommendations to the local governing body and liaises between the library, the local government, and the community to promote library services and programs.

Montgomery County's advisory Library Board is comprised of 12 members appointed by the County Executive and confirmed by the County Council, plus two ex officio members representing Montgomery County Public Schools and Montgomery College. Library Board members serve a three-year term without compensation. The Library Board meets monthly, except when it may recess in summer. Meetings are open to the public.

The Library Board advises the County Executive, via the Library Director, about library organization and management, including facilities, holdings, service areas, and personnel. The Library Board is currently organized into three Work Groups: (1) the Library Policies and Practices Work Group; (2) the Legislative and Public Affairs Work Group; and (3) the Library Advisory Committees (LAC) Activities Work Group.[11] The third group consists of the 23 local Library Advisory Committees (LACs) representing individual branches or programs. Each Library Board member is assigned two or more library branches and attends their LAC meetings.

---

[8] The County's public libraries are authorized by Montgomery County Code 243 et seq., subject to Maryland State Code Title 23.

[9] United Food and Commercial Workers (UFCW), Local 1994, Municipal and County Government Employees Organization (MCGEO); the FY20 contract between Montgomery County Government and UFCW Local 1994 MCGEO can be retrieved from https://www.mcgeo.org/contracts/.

[10] Refer to Montgomery County Code Sections 2-46 and 2-47 for more information in Library Board composition, power, and duties. The *Montgomery County Library Board Manual* (updated September 2018) can be retrieved from

[11] Library Board meeting agendas and minutes of past meetings can be retrieved from www.montgomerycountymd.gov/Library/board/index.html.

c. Library Advisory Committees (LACs)

LACs function as the voice of the community around each of the library branches. One LAC also represents accessibility needs County-wide. Each LAC runs as a subcommittee of the Library Board who approves LAC members. Any individual who lives, works, or attends high school or college in the area served by a local library is eligible to serve on an LAC. (Elected officials may join an LAC as a non-voting member.) LAC members serve three-year terms without compensation.

d. Friends of the Library, Montgomery County, Inc. (FOLMC)

Friends of the Library, Montgomery County, Inc. (FOLMC) is a 501(c)(3) nonprofit organization whose mission is to support the County's public libraries and promote lifelong learning in the County. FOLMC has operated as an independent nonprofit since 1982. FOLMC fundraising supplements public funding for MCPL's programs, materials and equipment. (FOLMC fundraising is not used to pay regular salaries for library staff.)

FOLMC (which has a Board of Directors) is the parent organization of seventeen FOL chapters at library branches across Montgomery County. FOLMC raises funds from its own members, other donors, and through sales at its two used bookstores in Rockville and Wheaton.[12]

e. Maryland State Library

Maryland State Library (MSL) is an independent agency that provides strategic leadership, resources, and programmatic support to Maryland libraries and administers State and Federal funding to Maryland libraries. Maryland gives financial assistance to local library systems through a formula based on population and wealth. Maryland also pays the employer retirement costs for Montgomery County's library employees. Taken together (formula aid plus retirement aid), in FY 2019 Montgomery County received $6.4 million in State Library Aid.[13]

Maryland also provides capital grants to public libraries. Over the period FYs 2008-2019, Maryland has authorized State capital grants totaling $6.7 million for Montgomery County's public libraries.[14]

---

[12] *Report to the Community 2019* (MCPL), p. 9; retrieved from
https://montgomerycountymd.gov/library/resources/files/about/report-to-community-2019.pdf.
[13] *Legislative Handbook Series, Volume VI, Maryland Local Government* (Department of Legislative Services; Annapolis, MD, 2018), Chapter 16, pp. 221-232; retrievable from http://dls.maryland.gov/publications/.
[14] Ibid, p. 232 (Exhibit 16.5).

3. Library Users (Customers)

Public libraries are free community spaces, open to all, where nothing is asked of library users – not even that they sign in or otherwise register to use reading rooms or printed materials while inside the building. For this reason, precise data about who uses the libraries is unavailable. OLO found that MCPL can quantify in only broad terms who uses the library and that this stems from an intentional policy to collect minimal data to ensure that every resident feels confident that their access to all library resources is free, open, and without obligation or repercussions.

MCPL records the number of active library card users, the number of blocked accounts, circulation of materials by age group of the collection, number of hours that people use the public computers, and number of attendees at library programs, and that data is presented in this chapter. This data does not, however, provide a complete picture of library users: it excludes foot traffic and in-house use of materials and it does not account for multiple family members using a single library card.

Although public libraries are free spaces open to all, certain kinds of library uses require registration in some way:

- An MCPL library card is required to:

    o Borrow loanable materials for use outside the building; or
    o Use library-owned public computers and laptops while inside the building.

  Eligibility. A person of any age is eligible for a free MCPL card if they: (1) Live, work, or go to school in Montgomery County, or own property in the County; or (2) Live in Maryland, in the District of Columbia, or in Alexandria, Arlington, Falls Church, Fairfax, Loudoun, or Prince William Counties in Virginia.

  Information collected. Registering for an MCPL library card account requires providing the following information: name, address, phone number, date of birth (i.e., age), and the preferred branch for holds pickups. The library card application does not require an email address, nor does it ask the applicant's gender, race/ethnicity, preferred language, employment status, marital status, disability status, religion, party affiliation, or citizenship status.

- Reserving a library meeting room requires a County permit from the Community Use of Public Facilities (CUPF).

  CUPF is a County department separate from MCPL that rents County-owned facilities via the Active Montgomery system. Signing up for an Active Montgomery account requires providing the following information: name, address, phone number, email, date of birth (library users must be at least age 13), and whether the account holder requires an ADA disability accommodation (yes/no). Other data (e.g., gender and ethnicity) are requested but optional for an Active Montgomery account.

MCPL collects minimal data about the people who use the libraries out of a commitment to the privacy and confidentiality of its customers. The American Library Association (ALA) believes that libraries should limit the degree to which personally identifiable information is collected, monitored, disclosed,

retained, and transmitted. ALA defines privacy and confidentiality for library users as follows:[15] *Privacy* is the right to open inquiry without having the subject of one's interest examined or scrutinized by others. *Confidentiality* exists when a library has personally identifiable information about customers and keeps that information private on their behalf. ALA believes that confidentiality is a library's responsibility taken on when library procedures create records such as: borrowing history, computer sign-up sheets, registration for equipment or facilities, and websites visited.

According to ALA, the number of people who have registered for a library card is often unreliable: people move away or pass away, and people are under no obligation, legal or otherwise, to inform the library system of their own or any relative's status.[16] MCPL policy requires that library users renew their library cards if they have not used their account in over a year. When customers move or change email addresses, MCPL notifications about holds, fines, and fees become undeliverable. By requiring account renewals, MCPL keeps contact information for cardholders up-to-date. To renew a card, all owed fines, fees and other charges must be paid. Some customers owe large amounts, and some customers have not returned borrowed materials. By requiring customers to pay all owed amounts prior to a card renewal, MCPL believes it is more likely to clear up accounts and get borrowed materials back. Customers who have not used their library account in over three years will have their library record deleted, except for accounts with an outstanding balance.

Since many customers use library services that do not require a library card, attendance at programs and point-in-time counts of who is using a library facility can offer additional insights into how people are using libraries.

Customer usage of libraries tied to a library card:

- Circulation of materials (print and digital) or other items in a collection that can be loaned for use outside a library building (such as loanable laptops and musical instruments)
- Use of library-owned public computers and laptops while inside the building

Customer usage of libraries *not* tied to a library card:

- Foot traffic
- Program attendance
- Use of collaboration rooms, discovery rooms, and digital media labs

Active Users. MCPL reported to OLO that as of January 2020 it had an active user base of about 324,010, which represents people who had used their library card at least once in the past year. Based on MCPL data, OLO estimates that almost 90 percent of these active users are County residents.

The number of active users has increased significantly over the past year. MCPL reported to OLO that as of June 2019, it had an active user base of about 239,065. MCPL attributes the significant increase in users from June 2019 to January 2020 to the opening of the Wheaton Library and Recreation Center in September 2019 and the Marilyn J. Praisner Library in November 2019. Neither facility was open when the June 2019 snapshot of active users was taken.

---

[15] *Privacy and Confidentiality Q&A*, American Library Assoc.: www.ala.org/advocacy/intfreedom/privacyconfidentialityqa.
[16] American Library Association webpage: *Circulation*; retrieved from www.ala.org/tools/circulation.

Since a customer may check out books for family members, the active user base undercounts the number of people using library materials. Also, since some people use the library on a walk-in basis without using a library card, such customers are also excluded from the active user base count.

Blocked Accounts. MCPL reported to OLO that 77,058 accounts are currently blocked because of unpaid fines, fees or other charges for unreturned materials.[17] If a library account owes $25 or more, the account holder is blocked from checking out or renewing items or placing holds. Eventually, the County will turn over unpaid amounts to a collection agency. A factor to keep in mind about the number of blocked accounts is that some may have been blocked for many years. Although MCPL deletes inactive accounts, MCPL retains in the system inactive accounts with an unpaid fine, fee or other charge. MCPL staff told OLO that its software does not record the date on which an account crosses the $25 threshold of amount owed and becomes blocked. As a result, it is not possible to report how many of these accounts became blocked in any given year.

Because MCPL allows certain non-County residents to have a library account, it also follows that not all blocked account holders are County residents. Based on data from MCPL, OLO estimates that about 93 percent of blocked accounts are associated with an address in the County.

---

[17] The number of blocked accounts fluctuates over time; this number is as of January 2020.

4.   Programs and Events:

In 2019, MCPL offered 12,579 programs with a total of over 324,000 attendees. These programs fall into many categories.

Table 1. Number of MCPL Programs by Primary Event Type		
Primary Event Type	**FY 2018**	**FY 2019**
Storytime	1,559	2,016
Conversation Club	1,722	1,840
Science & Math (STEM)	1,097	1,242
Special Event	950	1,219
Computers & Smart Technology	1,063	1,058
ACE - All Children Excel	992	870
Makerspace	667	797
Business & Workforce	630	659
Health	581	656
Book Discussion	596	587
Homework	432	526
Games	288	210
Partnerships (misc., e.g. SCORE workshops)	161	286
Tax/Finance	128	168
Movies & Film	122	126
Visits Out (offsite outreach by library staff)	106	97
Performing Arts	58	82
Author Event	46	55
Visits In (non-publicized events, e.g. field trip by a school class)	47	45
Book Sale	51	40
Data source: MCPL.		

Table 2. Number of MCPL Programs by Library Branch.		
Library	**FY 2018**	**FY 2019**
Aspen Hill	692	890
Chevy Chase	404	481
Connie Morella (Bethesda)	291	477
Damascus	369	367
Davis (North Bethesda)	382	347
Gaithersburg	1,403	1635
Germantown	690	889
Kensington Park	418	484
Little Falls	273	263
Long Branch	836	918
Maggie Nightingale (Poolesville)	98	106
Marilyn J. Praisner (Burtonsville)	571	361
Noyes Library for Young Children (Kensington)	317	262
Olney	923	767
Potomac	239	252
Quince Orchard	430	614
Rockville Memorial	917	989
Silver Spring	1,069	1,166
Twinbrook	414	450
Wheaton	420	292
White Oak	140	569
Data source: MCPL.		

5. Circulation of Materials

Library circulation comprises the activities around the lending of library books and other materials to library users. A library's circulation policies determine who can check items out from the library. A library's circulation system records the lending and return of the material.

Circulation comprises the library materials checked out with a library card. Renewals are included in circulation, and a renewal is counted as a separate check-out in the circulation data. In-house use of library materials is not reflected in circulation data because it is based on walk-ins and does not require the customer to use a library card. For example, MCPL reports that teens are frequent in-house users of the library (and graphic novels are especially popular with this age group right now). Library staff can estimate in-house use based on materials left on tables. Library systems apply the term "collection use" to encompass both circulation and in-house use of library materials.

MCPL reports that in 2019, nearly 10,500,000 items in their collection were used (borrowed, downloaded or used in the branches).

Table 5, which presents the circulation of materials categorized by format, shows that eBooks and eAudiobooks are continuing to grow in popularity.

Table 3. Circulation by Format, FYs 2017-2019.						
	FY17		**FY18**		**FY19**	
	#	% of total	#	% of total	#	% of total
Physical Inventory *(i.e., print, audio, video)*	9,949,151	93%	9,786,250	92%	10,232,348	90%
eBooks/eAudiobooks	726,490	7%	880,288	8%	1,150,700	10%
Data source: MCPL.						

E-Book and eAudiobook usage is likely based on many factors, including:

1. The number and variety of books available in print versus digital format;
2. Customer familiarity with the software and hardware needed for the digital format;
3. Desire to avoid overdue fines, since eBooks and eAudiobooks return themselves and never incur an overdue fine; and/or
4. Increased adoption by customers who cannot easily get to a library because of a physical disability, cannot get to a library during open hours for scheduling reasons, or who prefer large-print books (OLO heard one library user state that people who need reading glasses in particular are turning to the eBook format because it allows the reader to customize the font size).

Table 4 shows data for FY19 on the circulation of the physical materials categorized by age:

Table 4. Circulation of Print Materials by Age Category, FY19.

	Total	% of total
Adult collection	3,969,336	43%
Children's collection	5,325,179	57%
Data source: MCPL. (For this data, MCPL grouped teen materials with the children's collection per IMLS guidelines.)		

Children's materials may be checked out by an adult on behalf of a child using the adult's library card, and youth may use their library card to check out materials from the adult collection. Therefore, circulation of materials by age category is likely to reflect the age of the people reading these materials but does not necessarily align with the age of the library card holders borrowing the material.

6. Library Facilities

MCPL operates 21 public library branches, plus a branch in the County's correctional facility. The map at the end of this chapter shows the branch locations.

Table 5 provides a basic snapshot of the public library branches and some of their physical facilities, such as public computers and the number of rooms available for reservation.

Table 5. Library Branches: Public Computers and Meeting Spaces.				
Public Library Branch Name (location/zipcode)	**Computers + Laptops**	**Quiet Study Rooms**	**Collaboration Spaces (group study/tutor rooms)**	**Rentable Meeting Rooms (#)***
Aspen Hill (20853)	✓	✓	✓	✓(1)
Chevy Chase (20815)	✓	N/A	N/A	✓(1)
Connie Morella (Bethesda/20814)	✓	✓	✓	✓(1)
Damascus (20872)	✓	✓	N/A	✓(2)
Davis (20817)	✓	✓	✓	✓(2)
Gaithersburg (20879)	✓	✓	✓	✓(3)
Germantown (20874)	✓	✓	✓	✓(2)
Kensington Park (20895)	✓	N/A	✓	✓(1)
Little Falls (20816)	✓	✓	N/A	✓(1)
Long Branch (20901)	✓	✓	✓	✓(1)
Maggie Nightingale (Poolesville/20837)	✓	N/A	N/A	✓(1)
Marilyn J. Praisner (Burtonsville/20866)	✓	✓	✓	✓(2)
Olney (20832)	✓	✓	✓	✓(2)
Potomac (20854)	✓	✓	N/A	✓(1)
Quince Orchard (20879)	✓	✓	N/A	✓(2)
Rockville Mem. (20850)	✓	✓	✓	✓(2)
Silver Spring (20910)	✓	✓	✓	✓(2)
Twinbrook (20851)	✓	N/A	✓	✓(1)
Wheaton (20902)	✓	✓	✓	✓(1)
White Oak (20904)	✓	✓	✓	✓(2)
Noyes Library for Young Children (Kensington/20895)	N/A	N/A	N/A	N/A
N/A = Not available at this location. **Meeting rooms are rentable through the Community Use of Public Facilities (CUPF).*				

While buildings are fixed, some library assets can be reallocated among branches with relative ease. For example, MCPL's interbranch delivery system allows a print book or DVD at any branch to be quickly delivered to the branch most convenient to a customer, whether that branch is near the customer's home, school, workplace, or along their commute. MCPL can also reallocate GO! Kits and laptops among branches based on demand patterns.

Public Computers. Desktop computers and laptops for public use are available in all MCPL library branches except the Noyes Library for Young Children. Library users may also print from the public computers and laptops. To check out a laptop, library users must be at least 14 years of age, and have a valid MCPL card and a valid photo ID (driver's license, passport, military ID, school ID). Library users may only check out one laptop at a time per eligible library card. Late fines apply for laptops returned late.

At most MCPL branches the public laptops are available for in-branch use only, but four branches (Aspen Hill, Gaithersburg, Maggie Nightingale, and Marilyn Praisner) also have public laptops with wireless hotspots that can circulate outside the branch. These laptop and hotspot combinations can be checked out for two weeks.

Table 6 shows the overall usage of the public computers at MCPL's library branches. There is wide variation, with the Silver Spring Library branch having more than nine times the average monthly usage as the Damascus Library, for example.

Table 6. Average monthly hours of public computer usage, July-Dec. 2019.	
Library Branch Name (location/zipcode)	Hours of public computer usage per month (averaged over six month period)
Silver Spring (20910)	3,514
Gaithersburg (20879)	3,341
Germantown (20874)	2,403
Rockville Memorial (20850)	2,235
White Oak (Silver Spring/20904)	1,349
Long Branch (Silver Spring/20901)	1,250
Connie Morella (Bethesda/20814)	1,217
Wheaton (Silver Spring/20902)	1,216
Aspen Hill (Rockville/20853)	1,060
Olney (20832)	1,059
Twinbrook (Rockville/20851)	885
Davis (Bethesda/20817))	883
Quince Orchard (Gaithersburg/20879)	730
Kensington Park (20895)	725
Chevy Chase (20815)	469
Damascus (20872)	373
Marilyn J. Praisner (Burtonsville/20866)	327
Little Falls (Bethesda/20816)	312
Potomac (20854)	307
Maggie Nightingale (Poolesville/20837)	67
Data source: MCPL, aggregated by OLO.	

Digital Media Labs: MCPL has two Digital Media Labs designed to give teens spaces to learn, explore, and create digital media. Using software and hardware that includes Adobe Creative Suite, iMovie, video and audio recorders, and a green screen, teens can learn and practice digital photography, video production, graphic design, music videos, animation, and computer programming. The Digital Media Labs at the Long Branch and Silver Spring branches are open on a walk-in basis. MCPL does not track how many people use the labs. Teen tech volunteers and library staff are available to assist users. Equipment in the DMLs cannot leave the library.

Branch Operating Hours. Table 7 shows the operating hours for the public library branches as of January 2020, ranked from most total hours per week to least.

Table 7. MCPL Library Branch Operating Hours (as of January 2020)				
Public Library Branch Name (location/zipcode)	Mon.-Fri. Hours	Saturday Hours	Sunday Hours	**Total Hours Per Week[18]**
Gaithersburg (20879)	56	8	4	**68**
Germantown (20874)	56	8	4	**68**
Marilyn J. Praisner (Burtonsville/20866)	56	8	4	**68**
Olney (20832)	56	8	4	**68**
Quince Orchard (Gaithersburg/20879)	56	8	4	**68**
Rockville Memorial (20850)	56	8	4	**68**
Silver Spring (20910)	56	8	4	**68**
Wheaton (Silver Spring/20902)	56	8	4	**68**
Aspen Hill (Rockville/20853)	48	8	4	**60**
Damascus (20872)	48	8	4	**60**
White Oak (Silver Spring/20904)	48	8	4	**60**
Chevy Chase (20815)	48	8	Closed	**56**
Davis (Bethesda/20817))	48	8	Closed	**56**
Kensington Park (20895)	48	8	Closed	**56**
Little Falls (Bethesda/20816)	48	8	Closed	**56**
Potomac (20854)	48	8	Closed	**56**
Twinbrook (Rockville/20851)	48	8	Closed	**56**
Long Branch (Silver Spring/20901)[19]	42	8	4	**54**
Maggie Nightingale (Poolesville/20837)	41	8	Closed	**49**
Noyes Library for Young Children (Kensington/20895)	23	8	Closed	**31**

---

[18] Public library branch schedules are subject to change; reported branch hours/week as of 1/21/2020.

[19] Following a facility refresh, the Long Branch Library is scheduled to reopen in Fall 2020 operating 60 hours/week.
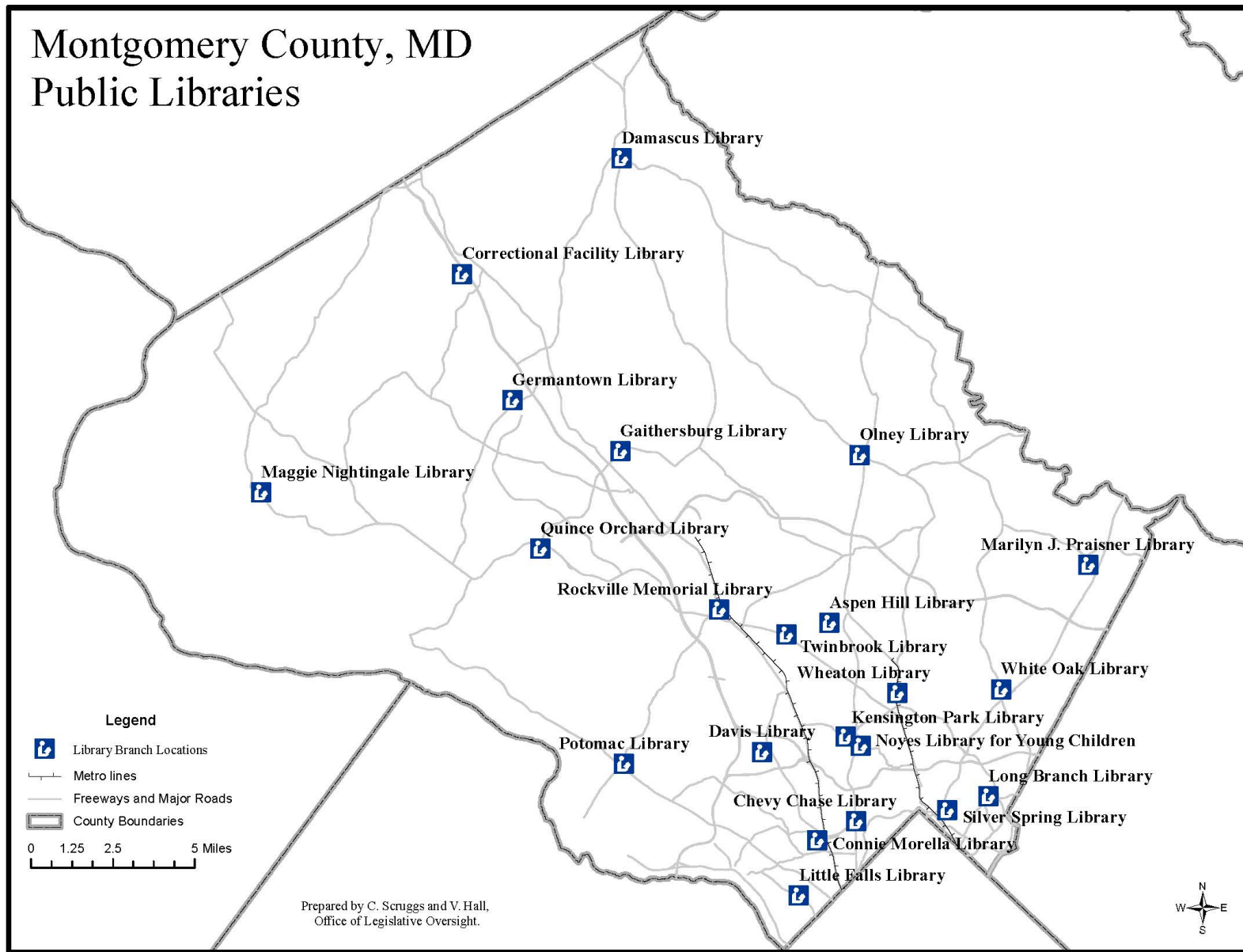
Figure 2. Map of Public Libraries in Montgomery County, MD.

Chapter 3. Issues, Ideas, and Trends in Public Libraries

This chapter discusses a variety of issues, ideas, and trends related to modern public libraries. Overall, OLO found that libraries everywhere are revisiting conventional collection management policies and using opportunities created by new technology to reach more people more of the time with more kinds of information.

The chapter is organized into the following sections:

A. Changing Circulation Policies: Charging Zero Fines. This section discusses a growing trend among public libraries to eliminate overdue fines for equity reasons.

B. Digital Inclusion: Overcoming the Digital Divide. This section discusses how digital technology has created vast new opportunities for many people while at the same time leaving some populations behind, how the nature of that digital divide has changed over the last decade, and the role of libraries in overcoming the digital divide.

C. Role of Libraries in Early Literacy. This section describes the role of libraries in broader efforts to promote literacy in very young children. It describes library programs moving to a multigenerational approach, libraries offering programs offsite at childcare centers, and libraries sponsoring book gifting.

D. An Internet of Things (IoT) at the Library: Sensors and Data. This section provides an overview of how the growth of sensors and data collection can be used to benefit library operations, and the privacy concerns for libraries that can be created by such data collection.

E. Libraries of Things: Unconventional Collections. This section explains how libraries are not just for books. While libraries have long been the vanguard of a sharing model, these nontraditional library collections may mirror larger trends toward a sharing economy.

F. Colocating libraries with other public facilities and commercial establishments. This section briefly reviews the prior research in Montgomery County on the potential public outreach and financial benefits of colocating public facilities and offers some additional examples of colocations between libraries and private establishments.

G. Expanding Library Access: Mobile Libraries, Temporary Libraries, Self-Service Libraries, and Digital Libraries. This section describes the long and continuing evolution of libraries' efforts to bring their collections to the public.

H. The Role of Libraries in Economic Development. This section describes how some jurisdictions have made the existing assets of their public libraries a more explicit component of their economic development strategies. In some examples, jurisdictions have tied use of library resources and training to eligibility for small business loans or startup cash awards.

Technological innovation is creating fresh and vast new opportunities for libraries to make more assets accessible to more people and allow time for more meaningful interactions between library staff and library users, while also presenting concerns about equity, privacy, and cost.

A. Changing Circulation Policies: Charging Zero Fines

Conventional circulation policy is to charge library users fines when they do not return materials on time. Proponents of that policy believe that fines encourage faster returns, thereby putting materials back into circulation for others to use, and also serve to gently remind library users that libraries provide a valuable service that should not be taken for granted.[1] Increasingly, however, many jurisdictions have come to see overdue fines as creating barriers to basic library access that outweigh the benefits from overdue fines. Dozens of public library systems across the U.S. and Canada have stopped charging library users a fine for overdue materials.[2,3] For those who cannot afford them, overdue fines have a disproportionately negative impact – particularly when an unpaid fine also prevents a library user from using the library's public Wi-Fi or public computers.[4] According to a spokesperson for the Urban Libraries Council (ULC), "Overdue fines are not distinguishing between people who are responsible and who are not, they're distinguishing between people who can and cannot use money to overcome a common oversight."[5]

Library fines and fees differ. Distinguishing between them is important because when a library changes its overdue fine policy, it affects revenues from fines but not necessarily from fees or other types of charges. Fines usually refer to a daily charge for overdue materials that accumulates over time. Fees, in contrast, are more typically a one-time charge for services like printing and photocopying, replacing a lost library card, or a charge to replace lost or damaged materials. Library systems that scale back or eliminate overdue fines still charge fees to cover lost or damaged materials. They also continue to suspend borrowing privileges for library users who do not return materials.

The concept of eliminating overdue fines is not new. In 1974, the San Francisco Public Library (SFPL) eliminated overdue fines for children and teens. 45 years later (in 2019) SFPL extended its no-fine policy to all library users (although SFPL continues to charge customers for lost, damaged, or unreturned materials and blocks borrowing privileges for library users who do not return borrowed items). SFPL was motivated to eliminate overdue fines when it found that more than one-third of cardholders who owed SFPL money belonged to low-income communities, African-American communities, and communities with few college graduates.[6]

---

[1] *Not So Fine with Library Fines? A Look at the Overdue Debate* (EBSCO Post: Librarianship, Feb. 27, 2019); retrieved from www.ebsco.com/blog/article/not-so-fine-with-library-fines-a-look-at-the-overdue-debate.

[2] Prominent examples of library systems ceasing or limiting daily fines for overdue materials include: the LA County Library (Calif.); the Phoenix Public Library (Arizona); the District of Columba Public Library; the Fort Worth Public Library (Texas); Salt Lake City Public Library (Utah); Portland Public Library (Maine); the Loudoun County Library (Virginia); the Enoch Pratt Free Library in Baltimore, and the library systems for Frederick County and Queen Anne's County in Maryland. The Urban Libraries Council maintains an interactive map of fine-free public libraries in North America.

[3] Overdue fines never apply to e-Books because they return themselves automatically when they reach their return due date. In addition, e-Books cannot be lost or damaged by the patron.

[4] *The case against library fines—according to the head of The New York Public Library*, by A. W. Marx (Quartz news online, Dec. 18, 2017); retrieved from https://qz.com/1158839/the-case-against-library-fines-according-to-the-head-of-the-new-york-public-library/.

[5] *Why Libraries Are Eliminating Late Fees for Overdue Books*, by L. Poon (CityLab, Oct. 2, 2019); retrieved from www.citylab.com/equity/2019/10/public-library-late-fees-chicago-san-francisco-equity-access/599194/.

[6] San Francisco Public Library website: FAQ Home; retrieved from https://sfpl.libanswers.com/faq/271109.

Similarly, in 2019, the San Diego Public Library eliminated overdue fines for equity reasons after a city study revealed that nearly half of the library's customers whose accounts were blocked lived in two of San Diego's poorest neighborhoods.[7]

The Chicago Public Library (CPL) is the largest public library system so far in the U.S. to eliminate overdue fines, a change effective Oct. 1, 2019.[8] According to city officials, their library records showed that late fines were having a disproportionate impact on poorer communities within the city, with one in three library users in the less affluent South District unable to check out items because they owed money (fines and fees), as compared to the city's wealthier North Side with one in six library users blocked from further borrowing.[9] The CPL Commissioner told the Chicago Sun-Times, "In many cases, people simply never return to their libraries because of [the fines]—so we lose the fine, the patron, and the material, but the fine is really the most unimportant part."

In 2019, the American Library Association (ALA) formally adopted a resolution calling overdue fines "a form of social inequity." ALA's resolution urges the governing bodies of libraries to strengthen funding support for libraries so they are not dependent on monetary fines as a necessary source of revenue.[10]

Library fine revenues present a mission conflict

To library professionals, the library's core mission is not revenue generation. Rather, its core mission is to make materials as accessible as possible to as many people as possible. Overdue fines can create barriers to access which disproportionately affects less affluent library users. Yet as a practical matter, moving to a fine-free circulation policy reduces fine revenues -- either to the library system or the jurisdiction as a whole, depending on how fine collection revenues are accounted for in the local budget. To restore borrowing privileges to more people while limiting budgetary impacts, some library systems have adopted short-term or more limited changes to their circulation policies. Such strategies include:

- **Fine Amnesty**. One-time or short-term recurring fine amnesty programs offer library users a limited opportunity to eliminate or reduce their accrued overdue fines. For example, in 2012, the Chicago Public Library (CPL) offered the Blue Moon Amnesty program for library fines where library users who returned overdue items during a limited window of time could clear their library debt and regain access to all library services. Under that program, residents returned more than 100,000 overdue items valued at about $2 million, CPL waived $641,820 worth of fines (although it is unlikely all

---

[7] *'We Wanted Our Patrons Back' — Public Libraries Scrap Late Fines to Alleviate Inequity*, by E. Bowman (NPR, Nov. 30, 2019, Washington DC); retrieved from www.npr.org/2019/11/30/781374759/we-wanted-our-patrons-back-public-libraries-scrap-late-fines-to-alleviate-inequi.

[8] Press Release dated September 30, 2019, *Office of the Mayor: Mayor Lightfoot and Chicago Public Library Announce Elimination of Late Fees, Outstanding Debt to Increase Access to Libraries Citywide*; retrieved from www.chicago.gov/city/en/depts/mayor/press_room/press_releases/2019/september/EliminateLibraryLateFees.html.

[9] *Why Libraries Are Eliminating Late Fees for Overdue Books*, by L. Poon (CityLab, October 2, 2019); retrieved from www.citylab.com/equity/2019/10/public-library-late-fees-chicago-san-francisco-equity-access/599194/.

[10] *Resolution on Monetary Library Fines as a Form of Social Inequity* (2018-2019 ALA CD# 38, Rev.1/27), American Library Association (Adopted at the 2019 ALA Midwinter Meeting; retrieved from www.ala.org/aboutala/sites/ala.org.aboutala/files/content/governance/council/council_documents/2019_ms_council_docs/.

---

those fines would have been collected), and 29,500 residents renewed or applied for library cards. Based on that experience, CPL expects that permanently eliminating overdue fines will encourage residents to return thousands of overdue items and to once again become active library users. In the first three weeks of implementing its fine-free policy in October 2019, CPL reported a 240% increase in returned materials and had 400 more card renewals as compared with that time period in the prior year.[11]

- o *Charity drives*. Some library systems, including Montgomery County, have run overdue fine amnesty programs as a charity drive. MCPL held its fifth annual "Food for Fines" program in Fall 2019. For one week, library users could reduce their existing fines or hold fees by one dollar for every canned good or other non-perishable food item donated at a local library. Other jurisdictions participating in Food for Fines include: Virginia's Loudoun County Public Library, Missouri's St. Louis Public Library, Washington's Spokane Public Library, California's Lompoc Public Library System, and the Thomas Beaver Free Library in Pennsylvania.[12,13]

- o *'Read Offs.'* MCPL runs a Great Fines Read Off program to allow County residents up to age 17 who read in their local libraries to earn "Library Bucks." For every half hour a young person spent reading to themselves or to another in the library, they could earn a "Library Buck" which could be subtracted from the overdue fines on their account. Library Bucks could only be used to reduce fines; they did not apply to lost or damaged materials or other fees.

MCPL staff has pointed out that a drawback to any recurring fine amnesty program is that when they are regularly scheduled, library users may intentionally hold on to their overdue materials until the start of the next amnesty period.

- **Reduced fines**. Short of eliminating overdue fines altogether, fines can be reduced in many ways. For example, options can include:
  - o Reduce overdue fines across all material categories (such as lowering the per day per book fine from 25c to 10c); or
  - o Eliminate overdue fines for only certain categories of materials (such as children's materials, as MCPL has already done); or
  - o Eliminate overdue fines for certain library users (such as school-age children or people over age 65).

For example, Montgomery County Public Library stopped charging overdue fines for children's materials –but not youth card holders -- in 2017. It is important to differentiate that this MCPL

---

[11] *'We Wanted Our Patrons Back' — Public Libraries Scrap Late Fines to Alleviate Inequity*, by E. Bowman (NPR, Nov. 30, 2019, Washington DC); retrieved from www.npr.org/2019/11/30/781374759/we-wanted-our-patrons-back-public-libraries-scrap-late-fines-to-alleviate-inequi.

[12] *Food for Fines: Libraries Across the Country Will Let You Pay Overdue Fees With Donated Food*, by M. Debczak (Mental Floss online, April 10, 2019); retrieved from www.mentalfloss.com/article/579528/food-for-fines-libraries-swap-donated-food-for-late-fees. *Library user*

[13] Loudoun County Public Library website; retrieved on 12/4/2019 from https://library.loudoun.gov/Food-for-Fines.

circulation policy applies to the material itself and not to the age of the account holder. Adult account holders may borrow children's materials on behalf of a child in their household, and if they do not return those materials by the due date, the children's materials would not accrue an overdue fine. Conversely, a youth may borrow adult materials, and if the youth does not return the adult materials by the due date, under current MCPL policy they would incur an overdue fine.

- **Automated Renewals.** Some library systems will automatically renew a loaned item for a library user when it reaches its due date, provided the item is eligible for renewal. Only when the loaned item reaches its renewal limit do overdue fines begin to accrue. Although an automated renewal policy does not technically lower or eliminate overdue fines, the policy effectively reduces the overdue fines that accrue and are collected.

- **The "Pay What You Want" Model**. Under this model, library users with overdue materials can pay what they want in fines at the circulation desk and have their overdue fines fully cleared. The Cragin Memorial Library in Colchester, Connecticut, has used this model, which removes any direct correlation between the amount of time an item is overdue and the associated fine. If there were a direct correlation between fines charged and overdue rates, one would expect patrons at Cragin to generally keep materials longer than patrons at other comparable libraries. However, a 2018 study by the Library Connection, Inc. (LCI) in Connecticut found that Cragin had better than average return rates as compared to the other libraries in Cragin's consortium; Cragin also had better return rates when compared only to other libraries using an automated renewal policy.[14]

- **Allowing Blocked Users to Have Library Privileges *While Inside the Library*.** Another alternative is to retain a policy of charging overdue fines and blocking borrowing privileges for library users who do not return materials -- yet allow these blocked customers to continue to access all library materials and computers while inside a library facility. This distinction is particularly important for library users who are job seekers because their unemployment may have resulted in a failure to pay overdue fines which leads to blocked borrowing privileges and loss of access to library computers and other library services they may be using to find a job that will enable them to pay their overdue fines. MCPL's current policy is to allow blocked library account holders to use the public computers while in the building.

A general concern with scaling back or eliminating overdue fines is that library users will no longer have an incentive to promptly return loaned materials and will therefore take longer to do so. However, OLO found studies suggesting that overdue fines do not significantly improve return rates and can have a net positive effect on circulation.[15]

---

[14] *Fine-Free Policies: Results from Published Reports and Data* from Library Connection, Inc. (LCI) Libraries, prepared by S. Cook, Systems Librarian for Public Services, LCI, Windsor, CT (Prepared on Oct. 11, 2018, Updated March 22, 2019); retrieved from https://www.libraryconnection.info/documents/fine_free_policies_report_SC-2019-03-22.pdf.

[15] A 1983 study testing this premise found that the only factor that significantly affected return rates was blocking borrowing privileges for library users with overdue materials, which can be done without overdue fines. A 2018 study of a sample of Connecticut libraries examined, before and after a change in overdue fine policies, the effect on a.) the average number of days items were returned before the due date and b.) the percentage of materials returned on-time. The Connecticut study by

---

Overdue Fine Revenues in Montgomery County

Under the County Code, changes to the MCPL fine structure is subject to approval by the County Executive. MCPL's current fine structure is as follows:

- Children's materials (for ages 0-12): no overdue fines.
- Teen materials: 10c per day (to a maximum of $5) for overdue books, audiobooks, and CDs, and 25c per day (to a maximum of $5) for overdue DVDs.
- Adult materials: 35c per day for overdue books, audiobooks, and CDs; 50c per day for overdue bestsellers; and $1 per day for overdue DVDs (to a maximum of $15).

All library users must cover the cost of lost or damaged materials, and such charges are categorized as fees (rather than fines). (See the Appendix for the full fine and fee schedule for MCPL.) MCPL told OLO that 77,058 library account holders are currently blocked as a result of unpaid fines or fees or unreturned library materials. Although the data was not available to OLO as of this writing, MCPL may be able to report the years in which all these accounts were first blocked.

In Montgomery County, library fine revenues and fee reveneus are credited to the General Fund. MCPL's overall collected revenue has been declining for years. Over the FY2009-2018 period, MCPL's total collected revenue peaked in FY2010 at about $1.4 million. For FY 2018, MCPL collected about $600,000 in revenues. The decline is a result of the County's elimination, starting in June 2017, of overdue fines for children's materials (which comprose more than half of the phsycial materials in circulation) and increasing customer use of eBooks (which are never overdue because they return themselves automatically). Since eBooks are growing in popularity (as shown on Table 3 in Chapter 2), MCPL's total collected revenues are likely to continue declining over time, even with no change to circulation policy or fine schedules. Figure 1 shows MCPL total collected revenues and those collected revenues as a percentage of total library operating expenses.

LCI found that, on average, library users returned materials before the due date regardless of the library's loan policies, including whether or not overdue fines were assessed by that library. LCI's results found a correlation between overdue fines and return rates, but the correlation was small, especially for libraries with automated renewals. The LCI study further examined whether the somewhat later return rates were substantial enough to decrease circulation overall, or if that decrease was offset by increased circulation from more attractive fine policies for library users and fewer blocked library users. The LCI study concluded that, overall, fine-free policies generally increased circulation. Source: *Fine-Free Policies: Results from Published Reports and Data* from Library Connection, Inc. (LCI) Libraries, prepared by S. Cook, Systems Librarian for Public Services, LCI, Windsor, CT (Prepared on Oct. 11, 2018, Updated March 22, 2019); retrieved from https://www.libraryconnection.info/documents/fine_free_policies_report_SC-2019-03-22.pdf.
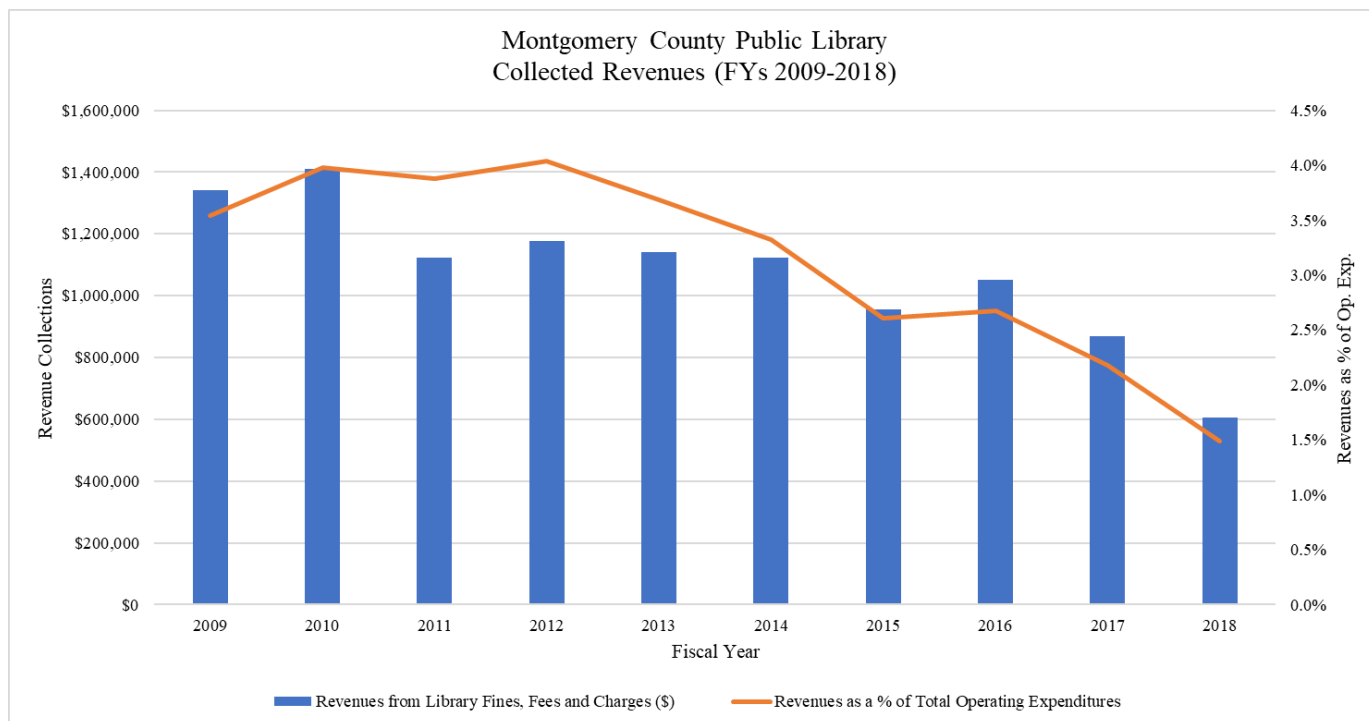
Figure 3. MCPL Revenues from Fines, Fees, and Other Charges, FYs 2009-2018.

OLO asked MCPL to disaggregate the collected revenue into fines and fees, but data are unreliable because library customers often pay fines and fees in the same transaction and as a result the collections frequently gets coded as either all fines or all fees. Nevertheless, we can assume that collected revenue specifically from overdues fines was some amount less than $600,000 in FY18 and will continue declining if e-Book usage (which has no overdue fines and is always 'returned') displaces loans of print materials.

In conclusion, OLO finds that changing circulation policy by eliminating overdue fines altogether or implementing an automated renewal policy would likely increase access to library materials for library users who have limited income without a significant risk of an overall drop in circulation from additional unreturned materials.

OLO suggests that the County Council may wish to discuss two options for changing circulation policy:

Option A. Eliminate overdue fines for teen and adult materials; and/or
Option B: Implement an automated renewal policy.

OLO estimates that either option could have the following effects:

- Reducing the revenue collected by MCPL and credited to the General Fund; and
- Increasing circulation of library materials among low-income library customers.

The Council may wish to consider asking the Executive Branch to estimate these effects more precisely.

B.   Digital Inclusion: Overcoming the Digital Divide

Since the onset of computers and the Internet, the opportunities created by digital innovation has been limited to those who can meaningfully access them. Disparity in access to and understanding of computers, the Internet, and digital information is sometimes referred to as the digital divide. Digital inclusion is a framework for assessing the readiness of all members of a community to benefit from digital opportunities. The University of Maryland's Information & Policy Access Center (iPAC) identifies three facets to digital inclusivity: digital access, digital adoption, and digital application.[16]

1. Access: Making the digital realm available and affordable to the public by offering free or subsidized access to hardware, software, and high-speed Internet connectivity. Lack of basic access can profoundly hamper economic opportunity for individuals or groups. As a practical example, most minimum wage jobs now require applicants to complete an online application, making digital access key to workforce development.

2. Adoption: Education in digital literacy enables people to better navigate, understand, evaluate, and create digital content, and do so safely and privately. Providing access without digital literacy reduces the full adoption of the benefits of the digital realm.

3. Application: Finally, digital inclusion should create real improvements across the community in economic and workforce development, education, health, public safety, and civic engagement.

While a digital divide has been understood for decades, the specific barriers to digital inclusion are changing. Cellphones and smartphones were initially quite costly, putting such devices out of reach for lower-income and even moderate-income people. Therefore, early efforts to close the digital divide often focused on providing basic points of access to computers and the Internet.

But while the basic access aspect to the digital divide persists, it is also narrowing. A 2019 survey by the Pew Research Center found that 96% of U.S. adults now own a cellphone and 85% own a smartphone.[17] Even for those with household incomes under $30,000, 95% had a cellphone. Moreover, the increasing functionality of smartphones has eroded some of the differences between newer smartphones and older desktop computers and made Internet access easier. Now, the digital divide has shifted from gaps in basic access to the divide in digital literacy.[18]

The Pew survey found that Black and Hispanic adults are significantly less likely than white adults to say they own a traditional computer or have high speed internet at home: roughly 82% of whites reported owning a computer, compared with 58% of Blacks and 57% of Hispanics. There are also substantial racial and ethnic differences in broadband adoption, with whites being more likely than either Blacks or Hispanics to report having a high-speed Internet connection at home. (Pew did not have

---

[16] *What is Digital Inclusion?* Website of the Information Policy & Access Center (iPAC) at the University of Maryland; retrieved from https://digitalinclusion.umd.edu/content/what-digital-inclusion.

[17] Mobile Fact Sheet (Pew Research Center, June 12, 2019); www.pewresearch.org/internet/fact-sheet/mobile//.

[18] *Americans and Digital Knowledge: A majority of U.S. adults can answer fewer than half the questions correctly on a digital knowledge quiz, and many struggle with certain cybersecurity and privacy questions*, by E. Vogels and M. Anderson (Pew Research Center, Oct. 9, 2019); retrieved from www.pewresearch.org/internet/2019/10/09/americans-and-digital-knowledge/.

enough Asian respondents in the sample for a separate analysis.)[19] Recent Pew surveys also found disparities among demographic groups in digital literacy. Specifically, Pew found that adults with a bachelor's degree or above and those younger than 50 tend to score substantially better on questions about digital knowledge, cybersecurity, and privacy. These survey results suggest that access to public computers and to assistance with digital literacy through the public library system can help reduce disparities among demographic groups in their access to opportunities in the digital realm.

How Public Libraries Promote Digital Inclusion

People with limited mobility or extended work schedules have always faced barriers to using a library, so digitizing information creates huge new opportunities for inclusion -- as well as new barriers. Computers, digitized information, and the Internet allow people to access information anytime anywhere from inside or outside the walls of the library. But digitization also requires enough digital literacy to discern reliable online content, protect privacy, and avoid scams. And while much information is now available in analog and digital formats, some information is now *only* available digitally, making digital access and literacy imperative.

Virtually all public libraries, including MCPL, now offer public-access Internet computers and public Wi-Fi. Building on that, libraries are well-positioned to educate library users about how to evaluate and effectively use digital content. According to the American Library Association (ALA), 98 percent of public libraries now offer free Wi-Fi, 97 percent help library users complete online government forms, and 90 percent help library users with basic Internet skills.

Digital inclusion also relates to a library's collection policy on overdue fines because a library user with unpaid fines or fees may be blocked from accessing library-owned computers in some public library systems. In Montgomery County, MCPL customers whose library card accounts are blocked because they owe $25 or more in fines or fees may continue to use the libraries' desktop computers, but not the public laptops. Renewing a library card account requires paying all outstanding fines and fees.

Library users must have an MCPL library card number and PIN to use the Internet, Word, Excel, or PowerPoint or to print from any PC. For MCPL cardholders who do not have their cards with them but have appropriate identification, staff will look up and provide their library card numbers. People who want to use MCPL computers, but do not have an MCPL library account, can be issued an Internet Card. It can only be used to log onto MCPL's public computers.

Bridging the Digital Divide: Examples from other jurisdictions: To promote digital inclusion, libraries have adopted a number of strategies that include: forming alliances with private organizations

---

[19] *Smartphones help blacks, Hispanics bridge some – but not all – digital gaps with whites*, by A. Perrin and E. Turner (Pew Research Center: FactTank; Aug. 20, 2019); retrieved from www.pewresearch.org/fact-tank/2019/08/20/smartphones-help-blacks-hispanics-bridge-some-but-not-all-digital-gaps-with-whites/.

to expand resource sharing, such as in San Antonio, Texas,[20] using the gift of a major donor to create digital production labs, such as in Orange County, Florida, or raised additional tax revenues to cover the cost of converting a bookmobile into a Technobus, such as in Miami-Dade County, Florida.

A. San Antonio Creates a Digital Inclusion Alliance. Officials in San Antonio, Texas, learned that residents of its affluent neighborhoods are four times more likely to have high-speed Internet access than residents of its low-income neighborhoods. In response, the San Antonio Public Library (SAPL) became a founding member of the Digital Inclusion Alliance of San Antonio to work with such entities as the San Antonio Housing Authority and Goodwill Industries to improve digital inclusion. SAPL and the local housing authority collaborated on a Digital Literacy Passport program to offer computer classes on topics such as email basics and Microsoft Word at library branches and housing authority locations. Participants who complete seven classes become eligible for refurbished digital devices from Goodwill. The San Antonio Housing Authority has also partnered with Sprint to bring Wi-Fi hotspots to some of the city's low-income high school students.

B. The Orange County Public Library (Florida) Teaches Digital Production

In Florida, the Orange County Public Library (OCPS) system offers a Video Learning Lab, Audio Studio, and Simulation Lab at the Orlando Public Library branch. OCPS offers teens free classes in production skills. For example, the class *Video: Studio Lighting Techniques* teaches how to operate lighting equipment and camera settings to evoke mood and feeling. Students use industry grade lighting kits and accessories to master three and four point lighting set ups. The class *Microphone Theory Level 1* teaches how microphones work, the key differences between microphones, and how to set up and tear down microphones, stands and cables. The class *Introduction to Virtual Reality* uses virtual reality (VR) equipment and software to teach the principles of VR technology and major platforms.[21]

C. A Bookmobile Becomes a Technobus in Miami-Dade County, Florida

To promote digital literacy, Florida's Miami-Dade Public Library System (MDPLS) has repurposed a bookmobile into a 'Technobus.' MDPLS refurbished an inactive 37-foot bus-style bookmobile into a mobile computer learning center. It debuted in March 2017 after three years of planning. In 2018, the Urban Libraries Council showcased MDLPS for the Technobus for its innovation in the category of race and social equity.

The Technobus interior is equipped with eleven student workstations. Technobus instructors offer classes in Windows and Mac platforms using applications such as Microsoft Office Suite, Adobe Creative Cloud, Logic Pro, and SketchUp. Technobus instructors also teach digital photography, music and video production. Onboard equipment includes: Microsoft SurfacePro tablets, MacBook Airs, iPads, Alienware gaming laptops, a GoPro, Canon PowerShot cameras, MIDI keyboards, Wacom tablets, and a Phantom drone.[22]

---

[20] "Allied Against Inequity: Public libraries establish community coalitions to further digital inclusion goals", by A. Amelinckx (*American Libraries Magazine*, Sept. 4, 2018); retrieved from https://americanlibrariesmagazine.org/2018/09/04/allied-against-inequity-digital-inclusion/.

[21] Orange County Public Library (FL) website: www.ocls.info/classes-events/library/.

[22] *Technobus information sheet* from the Miami-Dade Public Library System website; retrieved on 12/19/2019 from www.mdpls.org/_doc/technobus-info-sheet.pdf.

The initial cost to refurbish, customize and equip the Technobus was about $303,000. The Technobus is staffed by a vehicle operator, a library media project instructor, and a library assistant.[23] Ongoing annual Technobus operations have been supported by a $150,000 grant from the Children's Trust, which is a dedicated source of revenue from property taxes established by voter referendum in 2002.[24,25]

Figure 4. MDPLS Technobus: Exterior.   *Figure 5. MDPLS Technobus: Interior.*

The Miami-Dade County Library District serves about 2.5 million residents with a main library, 49 branches, five media locations, two bookmobiles, and the Technobus. The Technobus targets teens, job-seekers unfamiliar with computers, and seniors who want to learn to use email and social media. MDPLS also uses the Technobus to train library employees on work-related software applications. The Technobus visits after-school programs about 45 times per month. It also stops regularly at senior centers and to date has served over 1,700 older adults.

In conclusion, bridging the digital divide in a community encompasses both access to equipment and adoption through education. Libraries often play a major role in providing the equipment and teaching the digital literacy skills that enable meaningful access for everyone to the opportunities offered by the digital realm. Cost is a major consideration as technologies quickly evolve, making a significant acquisition rapidly obsolete and demanding continuous training of staff.

New Media Trends: Immersive Technologies

On the cutting edge of digital media are new immersive technologies such as 360-degree video, Virtual Reality (VR), and Augmented Reality (AR). Initially, VR and AR formats focused on games and entertainment, but increasingly these technologies are being used to depict news, information, and educational content. In response, library professionals must increasingly consider how VR, AR, and 360-degree video fits into their larger mission to acquire and organize information, make information available for reference and citation, and give library users access to it as consumers and creators.

---

[23]*The Technobus: Miami-Dade Public Library System's Mobile Computer Technology Lab*, by M. Moore, Library Media Project Coordinator, MDPLS (Updated Sept. 25, 2019); retrieved from https://prezi.com/p/oalupyd2bvsa/the-technobus-miami-dade-public-library-systems-mobile-computer-technology-lab/.

[24]*The Children's Trust: FAQs* (2019); retrieved from www.thechildrenstrust.org/content/frequently-asked-questions.

[25] *FY 2019-20 Proposed Budget and Multi-Year Capital Plan: Library*; retrieved from www.miamidade.gov/budget/library/fy2019-20/proposed/library.pdf.

Virtual reality (VR) refers to computer-generated simulation of a three-dimensional (3D) image or environment that can be interacted with in a seemingly real way by a person wearing special electronic equipment, such as a helmet with a screen inside or gloves with sensors. Augmented reality (AR) refers to a technology that superimposes a computer-generated digital image on a user's view of the real world environment, creating a composite view in real time.

VR and AR in libraries is still mainly experimental. Some academic libraries (such as the University of Oklahoma and Stanford) have piloted it for educational "experiences," such as medical students using VR to learn a procedure, social studies classes "visiting" an ancient landmark, or history students using an AR app to "see" their current location as it looked at an earlier period.

Logistically, making VR content accessible to customers requires a library to provide:

- VR headgear, gloves, and VR-enabled computers to run it;
- Staff dedicated to monitoring equipment usage: hygiene and general safety are concerns, as well as equipment set-up and troubleshooting;
- Area for the VR users to move around without bumping into furniture or people;
- Room-darkening shades on windows;
- Money: VR equipment is expensive.

In 2017, Oculus Rift launched a pilot program to provide Virtual Reality kits to about 90 libraries in California (representing about 10% of the libraries in the state, as selected by the California Library Association). The Oculus Rift kits include Oculus headsets, hand controls, and the computers needed to run the software.[26,27]

New immersive media is included here under the larger topic of digital inclusion because it presents another iteration of the long-standing issue that new kinds of digital media present new opportunities – but accessing those opportunities depends on accessing the underlying hardware and software platforms. Such platforms become quickly obsolete, making them a short-term acquisition. Libraries are logical purveyors of all types of digital media, including information delivered in an immersive format --yet with limited budgets, libraries face difficult decisions about whether and to what extent they should allocate funds to acquire and maintain the required platforms.

---

[26] "Oculus Rift Pilot Brings Virtual Reality to California Libraries," by T. Lambert (Public Libraries Online, June 7 2017); retrieved from http://publiclibrariesonline.org/2017/06/oculus-rift-pilot-brings-virtual-reality-to-california-libraries/.
[27] For a video on the California Virtual Reality experience in libraries, see: www.varlibraries.com/cavrxperience/.

C. Libraries' Role in Early Literacy

Early literacy is what children know about reading and writing before they can actually read or write. The American Library Association (ALA) describes early literacy development as the natural development of skills through positive interactions between children (age 0-5) and their adult caregivers using books and stories, literacy-rich experiences, and general enjoyment of books. According to ALA, a longitudinal study of 3- to 5-year-olds who had been read to at least three times per week found they were twice as likely to recognize all letters, have word-sight recognition, and understand words in context. Families with a high socioeconomic status are much more likely to read to their children daily as compared to those with a low socioeconomic status, leading to disparities in early literacy based on household income well before school age.[28]

Opportunities to develop literacy in young children ages 0-5 can be formal or informal, and libraries can play a role in both. Formal opportunities can take the form of scheduled library programs held onsite and offsite. Informal opportunities can be periodic library programs like story times available for drop-ins that also educate caregivers about how they can promote early literacy with library resources beyond the library's walls and after the formal programs end.

The Institute for Museum and Library Services (IMLS) believes that libraries have unique assets that make them well situated to contribute to a community's infrastructure of informal learning experiences to promote early literacy, brain development, and executive function in young children. These assets include:

- *Family engagement opportunities*. Libraries are a key component in the repertoire of available out-of-school opportunities for all families and children - and are often one of the few options available to low-income families. Through their children's materials, free programming, and public spaces, libraries have the inherent capacity to engage families and support them as their children's first teachers.

- *Community partnerships*. Onsite at library facilities, off-site through partnerships with schools and family service agencies, and through home visits, libraries can connect families to free resources and materials. Formal community partnerships expand the opportunities for libraries to reach young children. A national survey of libraries for IMLS found that libraries most typically form community partnerships with: preschools (90%), schools (86%), informal child care providers (57%), out-of-school programs (51%), other cultural organizations (50%), and other community-based child- and family-service programs (45%). The survey found that libraries most typically use community partnerships to disseminate books and other library resources specifically selected to promote an understanding and capacity to support brain development and executive function skills in children. Another common mechanism is for libraries to offer their programs offsite through their community partners. Less commonly, about

---

[28]"Early Literacy," American Library Assoc., Feb. 25, 2009; retrieved Jan. 2, 2020 from www.ala.org/united/products_services/booksforbabies/earlyliteracy.

one-third of the libraries surveyed reported offering professional development opportunities to their community partners.

- *Use of play and inquiry-based approaches.* Recognizing the research on how playful and self-directed experiences contribute to brain development, libraries are increasingly incorporating play spaces and play-based programs into their regular library offerings to expose children to a wide variety of new ideas and information, including digital technology and tools.

- *Programmatic focus on early literacy and school readiness – and teaching caregivers to share that focus.* Research-based early literacy programs at libraries such as Every Child Ready to Read @ your library®[29] and Mother Goose on the Loose[30] are designed to give caregivers the knowledge and skills to support early language and literacy development in children. More traditionally, early literacy programs at libraries focused on the children, such as story times – and while those programs might model strategies that caregivers could use to promote early literacy, caregiver education was not typically their primary intent. In comparison, Every Child Ready to Read® @ your library® is a program specifically intended to teach caregivers how to support literacy development in young children using the interactive activity areas of talking, singing, reading, writing and playing.

The following pages offer some examples from around North America of public libraries promoting early literacy through both structured and more informal literacy development opportunities for children and their caregivers. Many ideas described here are already used to some extent by MCPL. In FY 2019, MCPL's children's materials accounted for well over 50 percent of its total circulation, and children's storytime was the category of library programs most well-attended. These outcomes suggest that children and their families now use the County libraries to promote early literacy. Often the difference between jurisdictions is a matter of emphasis and degree, sometimes as a result of grants and partnerships that have given a library system the resources to experiment and more fully develop an idea.

Alberta Libraries Go Offsite: Early Literacy at Daycare. In Alberta, Canada, the Calgary Public Library system offers a program called "Library Month at Your Daycare" where library staff visit daycare centers weekly for four consecutive weeks. During each visit, children participate in a 30-minute story-time that includes songs, rhymes, and fingerplays, and these songs and rhymes are intentionally repeated each week so that the children and staff can learn and repeat them after the library staff have left. In addition, the library staff bring picture books for the daycare to use for the month and provide library cards and early literacy resource materials to the daycare's staff and parents. In 2015 the Urban Library Council (ULC) recognized the Calgary Public Library for innovation in the category of education for birth thru teens for the Library Month at Your Daycare program.

---

[29] Website for Every Child Ready to Read® @ your library®: About (http://everychildreadytoread.org/about/).
[30] Website for Mother Goose on the Loose: Why MGOL? (https://mgol.net/home/why-mgol-2/).

Starting from Birth: Library Gift Boxes for Newborns. In Ohio, the Dayton Metro Library (DML) has developed a program called "Love Them Out Loud" (LTOL) that supplies gift boxes containing a board book, caregiver tips, suggested interactive activities, and a library card application, to new parents of at-risk newborns. The LTOL boxes are supplied to WIC clinics, youth/family services, educators, and medical professionals for distribution to new parents.

Ready-for-Kindergarten Classes and Spaces at Libraries. In Columbus, Ohio, the PNC Foundation (principally funded by the PNC Financial Services Group) recently awarded the Columbus Metropolitan Library Foundation with $220,000 in grants to support 'Ready for Kindergarten' areas at multiple library branches. The interactive spaces are designed to help familiarize preschoolers and their families with a typical kindergarten classroom. For example, the Columbus Metropolitan Library has offered a series of half-hour classes called "Ready for Kindergarten" that teach children hands-on kindergarten skills such as writing letters and cutting with scissors and provide caregivers with tips on how to continue working on those skills at home.

Along similar lines, in Missouri, the St. Louis County Library created the Kindergarten Prep program to provide parents and caregivers and children an overview of what to expect in kindergarten. During each session, children and parents are divided into groups. Library staff work with the children to simulate activities that take place during a normal school day. Activities include story time, a craft, and forming a line. Across the room, a library employee describes for the parents the importance of what they see the children doing. Families who participate receive a free backpack, a book, and school supplies for their child, as well as materials from the local school district about school readiness.

Universal Pre-Kindergarten in New York Libraries. In New York in 2014, the Queens Library system became certified by the New York City Department of Education to offer full-day pre-kindergarten (pre-K) at two library branches. The pre-K library initiative was proposed as New York was expanding free universal pre-kindergarten (UPK) and demand was high for UPK seats.[31] In 2015 the Urban Libraries Council (ULC) recognized the Queens Library for its innovation: according to ULC, Queens Library was the first U.S. library to have a library-based and run UPK program.[32]

New York has long seen an intersection between early literacy, adult workforce development, economic development, and its public libraries. In 2016, a spokesperson for the New York Department of Education framed the overall UPK effort as economic development, saying:[33]

---

[31] In 2015 the Urban Libraries Council (ULC) recognized the Queens Library for innovation in creating this program. ULC cites Queens Library as the first U.S. library to have a library-based and run UPK program. See: *Queens Library to offer universal pre-K at Woodhaven and Ravenswood branches*, by L. Colangelo, (New York Daily News, July 8, 2014); retrieved from www.nydailynews.com/new-york/queens/queens-library-offer-pre-k-classes-woodhaven-ravenswood-branches-article-1.1859414.

[32] *Queens Library Offers Universal Pre-K*, ULC: Innovation in Education – Birth thru Teens, 2015; retrieved from www.urbanlibraries.org/innovations-old/2015-innovations/leading-learning/queens-library-offers-universal-pre-k.
[33] *Pre-K Offers Parents Opportunity at Economic Gain*, by C. Russo (Gotham Gazette, May 12, 2016); retrieved from https://www.gothamgazette.com/city/6326-pre-k-offers-parents-opportunity-at-economic-gain.

Pre-K itself is an investment that the city is making in our children that will go on to help build the city going forward. It's an investment that we're making in the economy of New York City, both because of the immediate effects of helping families participate in the workforce, but also in helping a whole generation of students do even better in school and then go on to participate in the economy of New York City in the next generation.

Ready to Read on Public Buses. In Ohio, the Toledo-Lucas County Public Library system has for years operated a Ready to Read program that helps parents and caregivers prepare young children (age birth through preschool) for kindergarten. The jurisdiction considers it a priority because fewer than two-thirds of Toledo's children are ready for kindergarten.[34] The library often takes these programs offsite to wherever families of young children are likely to be present, such as parks, lobbies, and big box toy stores. The library system also sends staff regularly to visit kindergarten classrooms in the Toledo Public Schools.[35]

In 2018, the Toledo-Lucas County Public Library system decided to try boosting outreach for the Ready to Read program via the public bus system. The idea was sparked when the local transit authority offered to promote library services on ads aboard buses. In response, the Ready to Read team asked if they could ride bus routes around the city to reach families with young children, using the built-in time of a bus ride to sit with families and talk about ways to improve literacy skills. The local transit authority provided the team with bus tokens.

Overall, the effectiveness of the Ready to Read program is monitored by an evaluator from Bowling Green State University who collects data on where outreach efforts have been best able to connect with families. In 2018, the Urban Library Council (ULC) recognized the Toledo-Lucas County Public Library for innovation in the category of education for birth thru teens for its effort to expand its early literacy outreach via transit.[36]

Promoting Literacy Through Book Gifting. Based in Pigeon Forge, Tennessee, the Dolly Parton Imagination Library (DPIL) is a vast book gifting organization that since its founding in 1995 has sent over 130 million books via local affiliates to children (age 0-5) in the United States, Australia, Canada, the United Kingdom, and Ireland. Once a month, the program mails an age-appropriate book to registered children in participating communities, and the children keep the DPIL books free-of-charge. Regardless of the number of eligible children in a household, every eligible child will receive their own book each month. Overall, about one million children are presently registered for DPIL through local affiliates. As a DPIL affiliate, a local sponsoring organization funds and supports the program, which

---

[34] Webpage for Ready to Read Program at Toledo Lucas County Public Library, Ohio; retrieved from https://www.toledolibrary.org/readytoread.
[35] *Building Great Learners Starts With Reading*, Blog for Library News (2019), Toledo Lucas County Public Library; retrieved from https://www.toledolibrary.org/blog/building-great-learners-starts-with-reading.
[36] *Ready to Read Early Literacy Initiative*, Toledo Lucas County Public Library, Ohio, Urban Libraries Council: Innovation in Education – Birth thru Teens, 2018; retrieved from

currently costs $2.10 per child per month (or $25 per year) to cover wholesale book and mailing costs. Penguin Random House is DPIL's exclusive publisher.

The District of Columbia Public Library (DCPL) is the local DPIL affiliate for Washington, D.C., where the program is branded as "Books from Birth." All children (age 0-5) living in DC are eligible to receive free books through the program. DCPL presently sponsors over 35,800 children in DC for the Books from Birth program, making it by far the biggest DPIL affiliate in the region. Funding is mainly provided by city government as part of DCPL's Sing, Talk and Read (STAR) early literacy initiative. Donations to the DC Public Library Foundation also help fund the program.

Across Maryland, about 30,200 children in 14 counties plus the City of Baltimore are enrolled in the Imagination Library through local sponsoring affiliates. DPIL affiliates vary, but in some cases the affiliate is the public library system. For example:

- In Frederick County, the public school system is the DPIL affiliate and at present sponsors about 400 children.
- In Queen Anne's County, the public library system is the DPIL affiliate and at present sponsors over 900 children.
- In Baltimore City, the Banneker-Douglass Museum is the DPIL affiliate and presently sponsors about 7,500 children.
- In Prince George's County, the public library system is the DPIL affiliate and at present sponsors about 10,200 children.[37]
- In Montgomery County, about 720 children living in five zip code areas (20850, 20851, 20903, 20877, 20895) are currently enrolled in the Imagination Library program. The local sponsoring DPIL affiliate is Imagination Library of Montgomery County, Maryland, Inc., a nonprofit organization based in Glen Echo that began registering children for the program in May 2015. For fiscal years 2017-2020, Montgomery County Government has financially supported this local DPIL affiliate through the County Executive and County Council community grants process.

MCPL staff told OLO that in a prior year MCPL conducted a cost analysis to consider whether MCPL should become a DPIL affiliate. Concerns raised included the diversity of the books at that time and the availability of staff to manage DPIL enrollments and books returned as undeliverable.

Maryland's Judy Centers use libraries and free books to promote early literacy

Throughout Maryland, the Judith P. Hoyer Center Early Learning Hubs, also called "Judy Centers," help prepare children (age birth through kindergarten) for school readiness. All of Maryland's 56 Judy Centers are staffed by early learning professionals who use a multi-generational approach to creating opportunities for early learning for high-needs children and their families. Judy Centers are usually located within Title I school zones.[38]

---

[37] Website for Dolly Parton's Imagination Library: Find My Program – USA; retrieved from https://imaginationlibrary.com/usa/find-my-program/.
[38] Webpage for "Judy Centers" - Maryland Department of Education, Division of Early Childhood; https://earlychildhood.marylandpublicschools.org/families/judy-centers.

Library services and book gifting have long been a part of the Judy Center strategy to promote early literacy. Starting in 2012, the Judy Centers formed local advisory councils in their communities to build a network of resources for early childhood learning, as required for the federal Race to the Top-Early Learning Challenge Grant. Local councils facilitate collaboration between the Judy Centers, other providers of early childhood education and support services, businesses, and non-profits. Public libraries are often included in these collaborations, as are non-profits that promote early literacy through free books.

Annual reports for the Judy Centers have highlighted the following examples of collaborations connecting young children and their families to age-appropriate books:[39]

- **In Baltimore County**, the Campfield Judy Center coordinated with two local apartment complexes and the Baltimore County Public Library to arrange for the Book Mobile to visit weekly during the summer.

  Families in these apartment complexes also had access to the Raising A Reader (RAR). RAR is a nonprofit organization that seeks to encourage family engagement at home to increase youth literacy. Through RAR, parents are trained on how to share books with their children, and children receive a Red Book Bag filled with books weekly.

- **Washington County** in recent years has seen a proliferation of Little Free Libraries, which are outdoor book-sharing boxes for book exchanges. Inspired by that grassroots trend in book exchanges and by the Book Thing of Baltimore, which offered donated books free of charge, in 2016 the Judy Center and Washington County Local ECAC began creating a Community Book Warehouse to provide free books for child care providers, pediatricians, the County's more than 75 Little Free Libraries, and the larger community. The Community Book Warehouse opened in 2018 and now has more than 10,000 books.

  Books at the warehouse for ages zero-five include a 'Side by Side' reading label that recommends activities and questions to ask to stimulate conversation and bonding. The idea of the Side by Side labels came from the local library.

  Books at the warehouse are donated through the Community Book Drive and other general donations from the community. The warehouse is open to Washington County residents and local agencies who may select books for free: individuals may pick five books per visit, and agencies may select a book for each client. Families, childcare providers, educators, health care providers, and businesses are among those all welcome to visit the Community Book Warehouse.

- **The Queen Anne's County** Judy Center became the Dolly Parton Imagination Library (DPIL) affiliate for that county in 2013 under the guidance of the Talbot County DPIL affiliate. Through donations from community agencies, charitable organizations, and private individuals,

---

[39] *Annual Report FY 2018*, Judy Centers (Maryland State Department of Education, 2019); retrieved from https://earlychildhood.marylandpublicschools.org/families/judy-centers.

the Queen Anne's Judy Center covered the cost to deliver DPIL books to children.[40] Subsequently (as noted above), the Queen Anne's County Library system became the local DPIL affiliate, and at present more than 900 children in Queen Anne's County are registered for DPIL.[41]

- **The Allegany County** Public Library System joined the Judy Center and Head Start to organize the most recent annual Allegany County School Readiness Fair. More than 2,000 people attended the fair. As part of the fair activities, library staff registered attendees for library cards, held story times, dressed up in storybook costumes and did face painting with the children.[42]

- **Montgomery County** has two Judy Centers: the Gaithersburg Judy Center and the Silver Spring Judy Center. Services offered by these Judy Centers include: classes for children ages birth through four years old, family involvement and activities, referrals to full-day, high quality early childhood programs, adult education and parent trainings, and professional development for community child care providers. Montgomery County Public Schools (MCPS) is the lead agency for these Judy Centers and partners with a number of community based, public, and private entities and services dedicated to supporting school readiness in young children. MCPL is a formal partner with the Montgomery County Judy Centers.

Conclusion

As described in Chapter 2 of this report, OLO found that in FY19 over half of MCPL's circulation was from the children's collection and the most popular category of program offered by MCPL was Storytime for young children. Libraries are, by design, both open to all and optional, so not all very young children in the County are necessarily benefitting from MCPL resources. As described in this section, OLO found examples in other jurisdictions where library staff go offsite, such as scheduling regular visits to child care centers, to educate the educators and child care providers about techniques for promoting early literacy and making the most of library resources. The Council may wish to ask the Executive Branch to discuss potential strategies for recognizing MCPL as a more prominent partner in County strategies to promote early literacy and kindergarten readiness.

---

[40] *Annual Report FY 2016*, Judy Centers (Maryland State Department of Education, 2016) p. 13; retrieved from https://earlychildhood.marylandpublicschools.org/system/files/filedepot/2/2016-judyhoyerrpt-final.pdf.
[41] Queen Anne's County Library website (www.qaclibrary.org/dolly-partons-imagination-library/) and website for Dolly Parton's Imagination Library: Find My Program – USA; retrieved from https://imaginationlibrary.com/usa/find-my-program/.

[42] *Success Stories* from the Judy Center Early Learning Hub; retrieved from https://earlychildhood.marylandpublicschools.org/families/judy-centers/success-stories

D. The Internet of Things (IoT) at the Library: Sensors and Data

In general, the Internet of Things (IoT) refers to a network of everyday objects equipped with computer chips and sensors that can collect and transmit data through the Internet.[43] IoT can be applied in many settings for different purposes. IoT in a library setting can collect data about how library visitors are using books and computers, browsing shelves, and using meeting rooms. IoT can facilitate inventorying a collection, finding a lost or mis-shelved book, and wayfinding among the stacks. With sensors that monitor library noise and foot traffic, for example, an IoT network in a library could collect data about how library users browse the shelves and what parts of the library have been busy and when.

Technology to improve the efficiency of library functions has been improving for over a century. The card catalog revolutionized library efficiency.[44] More recently, digital catalogs, barcodes, electromagnetic markers, radio frequency identification (RFID), and now IoT networks can allow library staff to more easily track what is in their collection, where it is, and who has browsed or borrowed it.

New technology (like IoT networks) creates opportunities for improved efficiency and better customer experience. The challenge of such cutting-edge technology, however, is that over time: 1.) prices are likely to drop; 2.) unintended consequences (such as privacy concerns) may appear; and 3.) even newer technology may soon render the currently new technology obsolete. These possibilities create a general incentive for libraries to delay in adopting the newest technology.

Barcodes. At present, MCPL uses barcodes on its materials and library user borrowing cards. Barcoding requires a laser-based scanner to read the barcode and send the translated information to a database. Barcode scanners read one barcode at a time and require direct line of sight between scanner and barcode. The barcodes on library materials cannot send or receive signals and they cannot store any information other than the barcode number itself.

Electromagnetic markers. Electromagnetic (EM) markers are commonly used by retailers to electronically surveil their inventory and reduce theft. EM markers can be equally useful in library settings for materials security. Markers can be sensitized (security on) and desensitized (security off) with a device at a librarian workstation or self-help desk. If an item passes through a security gate without being checked out, the EM marker sets off an alarm. EM marker systems are low cost and tags can be repeatedly deactivated and reactivated as needed. EM markers cannot, however, be used with materials that have a magnetic component because the act of desensitizing the EM marker to turn it off would also erase any magnetic data in the library material itself.

Radio frequency identification (RFID). RFID is an alternative to barcoding and EM surveillance that can achieve the benefits of both. Each RFID tag contains a microchip that stores a simple unique identifier and a miniature aluminum antenna. Reading the data in the RFID tag requires an RFID reader. Communication in an RFID system is one-way: data flows from the RFID tags to the reading

---

[43] www.dictionary.com

[44] Purchasing a card catalog allowed a new small rural library to instantly possess the same quality catalog as the greatest libraries in the world. Librarians and library users could more quickly know what was in a collection and where it was stored. Source: *Inquiring Minds: The Unheralded Story of the Card Catalog*, by W. Maloney (Library of Congress, July 24, 2017); retrievable from https://blogs.loc.gov/loc/2017/07/inquiring-minds-the-unheralded-story-of-the-card-catalog/.

equipment.[45] An RFID tag can be attached to almost any object, book, or other asset at the library. Increasingly, book manufacturers are binding books with an RFID embedded. Library cards, which typically have a barcode, can also have an RFID tag embedded.[46] While RFID technology has existed since the 1980s, the rapidly dropping cost of RFID is making widespread implementation feasible – including at libraries. RFIDs in books and library cards can be read by sensors at a short distance and the information gathered could be transmitted over the Internet. Full implementation of RFID tags and readers in a library brings a library closer to a comprehensive IoT network.

As compared to a barcode system, RFID technology can speed up library checkouts and returns. An RFID reader can read an RFID tag from a distance even when inside a box or bag (with range varying with the frequency of any given RFID system). An RFID reader can also read a batch of RFID tags simultaneously. At checkout, for example, a library user can stack books on an RFID reader pad which checks out all the RFID-tagged items at once. In a library return book drop, an RFID reader can use the RFID tags to instantly record materials as returned and sort them for re-shelving.[47] As with an EM marker, an RFID tag can be used as a security device, triggering an alarm if a library user removes an item without first checking it out. But the further advantage of the RFID tag is that the unique identifier allows the library system to know exactly which item has triggered the alarm.

RFID tags can facilitate automated sorting and robotic retrieval in a library. When taken to its maximum potential, such automated sorting and retrieval can fundamentally change how libraries are designed, constructed, and staffed. For example, the University of Chicago's Mansueto Library stores its books in a massive underground repository.[48] Library users and librarians never enter that book storage area; instead, they deploy the robots from upstairs. When a person upstairs orders a book, a robot in the underground repository retrieves the bin containing that book and delivers it upstairs. Delivery time is about five minutes. Since only robots access the warehouse repository, the storage shelves are much taller than a human can reach (which makes the most of storage space) and climate controls can be set to preserve the collection without concern for human temperature preferences.[49]

San Francisco Public Library is currently adding RFID tags to about three million library items. According to SFPL, "Study results indicate an average savings of 8 seconds per check out, 5 seconds per check-in. Magnified over 6.5 million circulating items per year, the time-savings ranges from 12,000-15,000 hours or the work of 6-7.5 full time employees annually. This saved time will allow staff to provide more customer service."[50] Other library systems implementing RFID tags for their collection are the Pasadena Public Library and the Baltimore County Public Library.

Next-gen RFID: Near-field communication (NFC). Near field communication (NFC) technology is a newer version of RFID that can be set up for one- or two-way communications and can store data more

---

[45] Near field communication (NFC) technology is a newer version of RFID that can be set up for one-way or two-way communications and store more complex data than just a simple ID.

[46] (2004). RFID in Libraries [Video file]. Library Video Network. Retrieved December 18, 2019, from Kanopy.

[47] For a video of the RFID-based checkout and return system at the Pasadena Public Library, see www.youtube.com/watch?v=yIunjrVV1cg.

[48] The Joe and Rika Mansueto Library at the University of Chicago (webpage); www.lib.uchicago.edu/mansueto/.

[49] *The Internet of Things Serving Libraries*, A. Purnik (International Federation of Library Associations, Aug. 2019); retrieved from www.ifla.org/node/92356.

[50] Retrieved from https://sfpl.libanswers.com/loader.php?fid=9590&type=1&key=09ee8d077c3ede32fa45f8918a754ebc.

complex than a simple ID. Technically, NFC is a subset of RFID because it operates within the RFID spectrum, but NFC has more functionality than RFID. For example, NFC tags can store URLs and App-links. In a library, a NFC tag could contain bibliographic data, a web link to similar items in the collection, or a borrowed item's due date.[51]

Privacy Concerns. IoT data collection can have privacy implications. In theory, a library could link the record of a loaned item to details about the borrower's account and retain that history indefinitely. An IoT network could also store information about who is browsing stacks and when.

While some library users may welcome a trade-off of reducing privacy in exchange for improved efficiencies and more targeted services, others may not. Therefore, a best practice for implementing IoT using RFID tags in a public library is to simultaneously review and update the library's privacy policies about the additional data collected by the network.

Because of the general potential privacy implications of using RFID, the American Library Association (ALA) recommends that libraries adopting RFID proactively establish a privacy policy. ALA recommends the following library policy guidelines when selecting and implementing RFID technology:[52]

- Review and update policies and procedures to protect users' privacy. (ALA offers guidelines for drafting privacy policies.)

- Notify the public about the library's use of RFID technology. Disclose any changes in the library's privacy policies that result from the adoption of an RFID system.

- Ensure that institutional privacy policies and practices addressing notice, access, use, disclosure, retention, enforcement, security, and disposal of records are reflected in the configuration of the RFID system. Delete personally identifiable information collected by RFID systems (just as libraries should remove such information from any other aggregated, summary library data).

- If the library will use RFID tags on borrower cards, consider selecting an "opt-in" system that allows library users to choose whether to use or carry an RFID-enabled borrower card or an alternative way to borrow materials. An "opt-in" system may be necessary for library consortia where all members do not have an RFID system.

- Train all library staff on privacy issues, especially about issues that arise from the implementation of RFID technology.

- Be prepared to answer users' questions about the impact of RFID technology on their privacy. Either staff at all levels should be trained to address users' concerns, or one person should be designated to address them.

---

[51] *A Librarian's Field Guide to Near Field Communications*, by K. Yarmey (University of Scranton, 2011); retrieved from www.slideshare.net/kristenyt/a-librarians-field-guide-to-near-field-communication.
[52] *RFID in Libraries: Privacy and Confidentiality Guidelines*, American Library Association, May 29, 2007 (Document ID: 8a11d4d1-5898-8384-ad7b-6841051fcf22); www.ala.org/advocacy/intfreedom/statementspols/otherpolicies/rfidguidelines (accessed November 18, 2019).

MCPL Suspended its RFID Pilot in 2019. MCPL piloted RFID tagging of materials at the Silver Spring Library branch but the pilot was discontinued in 2019. MCPL reported customer confusion at self-checkout between using the barcode or the RFID system and excessive false alarms at the security gate. According to MCPL staff, that pilot indicated that RFID is best implemented either throughout a library system or not at all because partial implementation added redundancies without sufficient offsetting efficiencies. MCPL's automated sorting machines do not require RFID to operate.

MCPL's Privacy and Confidentiality Policy. MCPL and the Library Board have affirmed that each library user has a right to privacy and unrestricted library access and have endorsed ALA's Library Bill of Rights and Freedom to Read.[53] MCPL keeps all borrowers' records confidential, including borrowing records and use of library computers. Maryland law prohibits borrowers' records from inspection, use, or disclosure and excludes borrowers' records from disclosure under the Maryland Freedom of Information Act unless otherwise provided by law. MCPL does not sell, lease, or otherwise distribute or disclose names, e-mail or postal addresses, phone numbers, or other personal information for non-library purposes to outside parties unless required by law.

Library staff will provide information about a borrower's record only to the card holder. Minors are the exception: staff can provide parents who are checking out with their child's library card a list of the titles just borrowed; information on the number and types of materials charged; and information about fines on their child's account.

Some MCPL branches have surveillance cameras for the protection of library users and staff. Surveillance videotapes are erased weekly, and surveillance digital recordings are erased monthly.

Under some provisions of the USA Patriot Act Improvement and Reauthorization Act of 2005, federal officials may require a library to provide information about borrowers' use of library resources. However, Montgomery County requires that law enforcement requests for any library record be in the form of an order issued by a court of competent jurisdiction that shows good cause and is in proper form.

---

[53] MCPL Privacy and Confidentiality Policy; retrieved on Jan. 13, 2020, from https://montgomerycountymd.gov/library/policies/privacy.html.

## E. A Library of Things: Unconventional Library Collections

The term 'Library of Things' refers to a growing trend for libraries to have collections of items other than books loanable at no charge. The Library of Things movement is a facet of the sharing economy, and loanable collections often include items that are useful to access but not necessarily to own and store long-term. Examples from libraries around the U.S. and other countries include:

- **Art**: In Iowa, the Iowa City Public Library has over 400 loanable pieces of artwork in the permanent collection, including framed original etchings, prints, and reproductions.[54]

Boat, Scottish loch
by Johnny Brian

Check ICPL Catalog for availability

- **Museum Passes**: Culture pass programs are an emerging trend in American public libraries. Their goal is to eliminate financial barriers to people experiencing local cultural opportunities.

  For example, in Illinois, the West Chicago Public Library District has a limited number of loanable passes to more than a dozen museums, zoos, and other cultural institutions in the Chicago area. Passes are available to library card holders. Over 140 public libraries in Illinois participate in the Museum Adventure Pass (MAP) program.[55]

  In Florida, the Orange County Library System (OCLS) started the Local Wanderer Pass in August 2019. The cultural-pass program allows OCLS library cardholders free entry to regional arts, culture, and sports venues. To participate, OCLS library card holders log in at ocls.info/local-wanderer, pick a date, and view the available passes. Passes are made available up to a month in advance and are posted nightly. Passes are delivered to OCLS patrons electronically with no need to visit a library branch in person. As of September 2019, organizations in the Orange County area participating in the Local Wanderer program included: Central Florida Zoo & Botanical Gardens; Charles Hosmer Morse Museum of American Art; Hard Rock Live Orlando; Mennello Museum of American Art; Orange County Regional History Center; Orlando Museum of Art; Orlando Science Center; and Orlando Repertory Theatre.[56]

- **Cake pans**: In Iowa, the Keokuk Public Library includes a collection of loanable cake pan molds. The library website features a hall of fame for cakes made from the borrowed molds, plus instructions to thoroughly hand-wash and dry molds before and after use.[57]
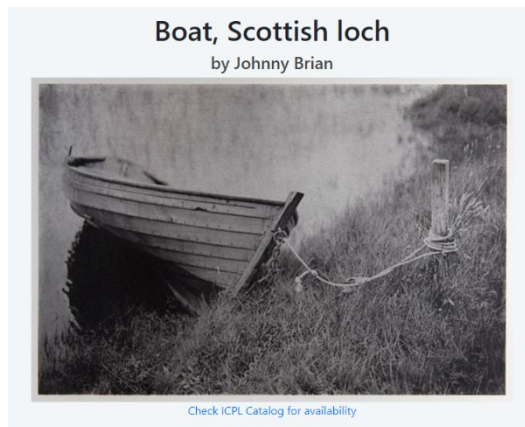
[54] Iowa City's loanable Van Gogh is a reproduction. The full art catalog can be viewed at: https://catpro.icpl.org/.
[55] Website for the Illinois Museum Adventure Program: www.museumadventure.org/.
[56] *Local Wanderer Pass program allows entry to museums, theater and more*, by N. Georgoudiou (Downtown Community Paper, Orlando, FL, Sept. 3, 2019); retrieved from www.otownpaper.com/articles/local-wanderer-pass-program-allows-entry-to-museums-theater-and-more/.
[57] The library asks patrons to wash the cake pans and return them in person rather than in the book drop. Their cake hall of fame is viewable at: www.facebook.com/pg/KeokukPublicLibrary/photos/?tab=album&album_id=446917450982.

- **Seeds**: In Fairfield, Connecticut, the Fairfield Woods Branch Library operates a Seed-to-Seed Library that loans seeds at no cost. At harvest time, seed borrowers return to the library a portion of the seeds saved from that harvest to contribute to a seed bank for other borrowers the following growing season. According to the Fairfield Library, there are now over 500 seed lending libraries open worldwide, although only a fraction operate out of a local public library.[58] The mission statement for the Fairfield Public Library is, "Deliver dynamic service through informative and innovative programs, materials, technology, and spaces to strengthen our community."

- **Tools**: In Safety Harbor, Florida, the Pinellas Public Library Cooperative (PPLC) operates the Safety Harbor Tool Library. The tool lending library was established in 2016 and was the first in the state of Florida. Tools are loaned at no cost to anyone with a PPLC library card who signs a membership agreement and release form. The tool inventory includes: Air & Pneumatic Tools (5); Automotive Tools (4); Fencing Tools (3); Garden Tools (11); Hand Tools (264); Meters & Diagnostics (4); Power Tools (60); Safety Equipment (6); Tree & Orchard Care Tools (6); and Wheelbarrows & Wagons (1).[59] (The Safety Harbor Public Library also operates a seed library.)

- **Board Games**: In Kendallville, Indiana, the Kendallville Public Library has a catalog of more than 120 different types of board games available for seven-day loan. (This public library system also loans out yard games, art prints, and quilting and sewing tools and templates.)[60]

- **Hiking and Outdoor Gear**: In Millinocket, Maine, the Millinocket Memorial Library houses the Katahdin Gear Library (KGL). KGL is a gear-lending library, outdoor adventure club, and public space for people to access equipment and tools, information, and an opportunity to connect with people with a common interest in outdoor adventure and recreation. For holders of a Millinocket Memorial Library card, the gear library loans: mountain bikes, backpacks, kayaks, paddle boards, canoes, skis, and snowshoes.[61] Similarly (but on a smaller scale), in Readfield, Maine, the Readfield Community Library has a collection of snowshoes, ranging from child to adult size, available to check out for a week at a time.[62] Several other public libraries along the Appalachian Trail also loan out hiking gear free of charge to library card holders.

- **Musical Instruments**: Here in Montgomery County, the MCPL 'Library of Things: Music' is a collection of musical instruments available for loan. Loans are for 14 days, and the instruments must be checked out and returned to the instrument's owning branch. Currently, the Twinbrook Branch is the only library branch lending out instruments under this program. Instruments

---

[58] Website for the Fairfield Public Library; https://fairfieldpubliclibrary.org/seedlibrary/.

[59] Website for the Safety Harbor Public Library; www.cityofsafetyharbor.com/691/About-Us.

[60] Website for the Kendallville Public Library's Unique Collections; www.kendallvillelibrary.org/library-services/unique-collections/.

[61] Website for the Katahdin Gear Library at the Millinocket Memorial Library; http://millinocketmemoriallibrary.org/gear/.

[62] As with the cake molds mentioned above, the library staff asks that snowshoes be returned in person and not in the book drop box. Website for the Readfield Community Library; https://readfieldlibrary.wordpress.com/2017/01/12/check-out-snowshoes-from-the-readfield-community-library/.

available include a variety of drums, guitars, and amps. Some musical accessories (i.e., capos, slides, guitar picks) are also available for check out. The initial collection (including the supporting equipment and display furniture) cost about $9,000. The pilot program has been implemented by existing staff and did not require additional County government employees. Residents with additional instruments to donate are directed to the Montgomery County Public Schools Foundation, which is taking instrument donations. [63]

Separate from the Twinbrook branch's loanable instruments, MCPL has pianos available in the meeting rooms at these branches: Chevy Chase, Connie Morella (Bethesda), Gaithersburg, Kensington Park, Marilyn J. Praisner (Burtonsville), Rockville Memorial, and Twinbrook.

- **The Human Library Project: "Unjudge Someone."** Another variation on the concept of libraries of unconventional things is the Human Library Project which offers human storytelling as a collection. Launched in Denmark in 2000, the Human Library Project hosts events in libraries where library patrons can "borrow" a volunteer for a brief one-on-one conversation to hear their life stories. The project stems from the idea that both people and books are repositories of information. Some see it as an extension of oral history traditions.

  The motto for the movement is: "unjudge someone." Co-founder Ronni Abergel once introduced a Human Library event by saying, "Let me run through the topics available for loan. There is cerebral palsy, pansexual, lesbian, East European immigrant, extreme body modifier…[…] This transcends social norms. But don't be shy. These people have volunteered to answer your questions and they are eager to talk about their experiences."[64,65]

  Human Library Projects have been held in over 80 countries. The first human libraries in the U.S. were held in 2008 by the Bainbridge Public Library in Bainbridge Island, Washington, and the Santa Monica (Calif.) Public Library.[66] Human Library Projects have been held more recently by the public library systems in Frederick County[67] and Baltimore County.[68]

  In August 2018, the Anne Arundel County Public Library (AACPL) held a Human Library Project event at the Odenton Regional Library. Community volunteers served as human "books" to share their life stories during informal 20-minute one-on-one conversations with attendees,

---

[63] MCPL website: *Library of Things: Music - The Instruments*; retrieved from https://montgomerycountymd.gov/library/services/libraryofthings.html.

[64] *What I Learned at the Human Library*, by R. Bright (HuffPost UK, Sept. 5, 2017); retrieved from www.huffingtonpost.co.uk/robert-bright/.

[65] *The Human Library Organisation Replaces Pages with People*, by A.L (The Economist, Nov. 3, 2017); retrieved from www.economist.com/prospero/2017/11/03/the-human-library-organisation-replaces-pages-with-people.

[66] *The Human Library: Sharing the Community with Itself*, by E. Wentz (Public Libraries Online/Public Library Association, April 26, 2013); retrieved from http://publiclibrariesonline.org/2013/04/human_librar/.

[67] Website for the Frederick County Public Library: www.fcpl.org/programs-events/spring-programs-fcpl/human-library.

[68] *Calling all humans: Baltimore County needs thoughts and memories for 'Human Library' at Owings Mills*, by J. Joyner (The Baltimore Sun, March 1, 2018); retrieved from www.fcpl.org/programs-events/spring-programs-fcpl/human-library.

and the list of "titles" included: an incest survivor; a woman suffering post-traumatic stress disorder; a gay, transgender Saudi Arabian man; and a first-generation Guatemalan immigrant.[69]

AACPL has described its motivation for hosting the event as follows:[70] "AACPL's Human Library seeks to engage our community in civic conversation by providing an opportunity for people to connect one-on-one with those they might otherwise never have a chance to talk – people who may have life experiences, stories, or beliefs different from their own."

In conclusion, public libraries have long been the vanguard of a sharing model. The nontraditional library collections described in this section mirror larger trends toward a sharing economy and may spark new ideas about how libraries can be used to facilitate such innovation.

---

[69] *'I'm not just one thing': At the Human Library, labels and tears are shed as people open up about their life stories*; by T. Telford (The Washington Post, Aug. 19, 2018); retrieved from www.washingtonpost.com/lifestyle/style/im-not-just-one-thing-at-the-human-library-labels-and-tears-are-shed-as-people-open-up-about-their-life-stories/2018/08/19/cd16857a-a3d9-11e8-a656-943eefab5daf_story.html.

[70] From the Anne Arundel County Public Library website: "Human Library FAQ: Anne Arundel County Public Library presents The Human Library."

F. Colocation of Libraries with Other Public Facilities and Commercial Establishments

Public libraries in many communities serve as hubs of broad community engagement and host activities only tangentially related to their collections. That role is a natural result of libraries being freely open to all, with publicly-available meeting rooms, climate-controlled spaces, public Wi-Fi, and public Internet-enabled computers where community members can fill out government forms (such as the Census survey or a local application for subsidized housing).

Jurisdictions everywhere, including Montgomery County, have long seen the potential for intentionally colocating library facilities with other public facilities and functions. Colocations can save construction and operating costs. Colocations can also synergistically increase the number of people using all the facilities at the site.

This section briefly reviews existing County studies about colocating libraries with other facilities and offers examples from other jurisdictions of public libraries colocated with a creative array of other public and private facilities.

1. Montgomery County's *Colocation of Public Facilities Study*

In October 2018, the Montgomery County Council adopted a resolution supporting the *Colocation of Public Facilities Study*.[71] That resolution capped a two-year interagency study on colocation which had reviewed 165 colocation projects in the U.S. and Canada. Potential facilities studied for colocation included libraries, parks, schools, and community health centers, among others. The study had found that sharing real estate (land and facilities) and operational services (technology and infrastructure) by two or more organizations can offer many benefits. A key conclusion of the study was that colocation is not a goal in itself but a tool for delivering effective services to local communities.[72]

The *Colocation of Public Facilities Study* saw libraries as having strong potential to benefit from colocation. As a County precedent, the study profiled in detail the colocation of the Wheaton Library and Recreation Center, which were still under construction at the time of the report. For that project, two separate and adjacent buildings were consolidated into one two-story building on the same site, and adjacent County-owned land was made into a park. By colocating library and recreation center operations in one building, the project eliminated redundant square footage by sharing: a lobby, meeting rooms, restrooms, storage, computer labs, classroom space, a social hall, a kitchen, and parking area. That shared infrastructure reduced the overall building footprint. Colocation was also intended to promote multi-generational usage, such as parents using the library while their children used the recreation center.[73] The same study identified the Silver Spring Library as a possible missed opportunity for more thorough colocation but noted that funding limitations precluded more floors from being built to house more County users.[74]

---

[71] Resolution No. 18-12678 (adopted Oct. 23, 2018).
[72] "Montgomery County Council Endorses Colocation of Public Facilities Study Findings on October 23" (Montgomery Planning News, Oct. 26, 2018); retrieved from […].
[73] *Montgomery County Colocation of Public Facilities*, Appendix B – Montgomery County Precedent Examples (Bolan Smart Associates, April 2018); App. B-pp 1-2.
[74] *Montgomery County Colocation of Public Facilities* (Bolan Smart Associates, April 2018); pp 14-15.

Prior to the *Colocation of Public Facilities Study*, a related County *Colocation White Paper* reviewed case studies of colocation practices in other jurisdictions, including:[75]

- Saddlebrook Joint-Use Facility, Omaha, Nebraska. Facilities colocated: Elementary School, Community Center, and Library.
- Deanwood Community Center, District of Columbia. Facilities colocated: Community Center, Recreational Center, and Library.
- Cardel Place, Calgary, Alberta. Facilities colocated: Recreation Center, Community Center, and Library.
- North Central Shared-use Facility, Regina, Saskatchewan. Facilities colocated: High School, Recreation Center, Daycare, Municipal Offices, and Library.

What emerged across the White Paper's cases studies was that colocation was potentially less expensive than constructing each facility independently. Combined uses also enhanced neighborhood connectivity, intergenerational activity, and overall more visitors to the facilities. At the same time, the authors observed that combining facilities could often lengthen the process of project design and planning, complicate funding, and result in struggles with ownership when the colocated facilities had stakeholders from multiple organizations.

2. Unconventional Library Colocations

The United Kingdom has a long history of creatively colocating public libraries with a wide variety of other facilities, public and private. As far back as 1933, the public library in Leeds, England, was housed in a building that also served as a community center and job center. Current examples in the UK of public libraries colocated with other facilities include:[76]

- Arts (Lancashire)
- Museums (Worcestershire)
- Exhibition space (Derbyshire)
- Theatre and dance (Oakengates Library in Telford & Wrekin, Cheshire West, Chester)
- Cinema (Chester)
- Council offices (Derbyshire, Telford)
- Council services "one stop shops" / customer contact centres (Worcestershire, Scottish Borders, Westminster, Stockton)
- Citizen's Advice Bureau (Dudley)
- Housing office (Dudley, Nottingham, Portsmouth)
- Unemployment advice/training (Doncaster)
- Volunteering (Gloucestershire)

---

[75] *Colocation White Paper*, prepared for the Montgomery County Planning Department by Bolan Smart Associates (Jan. 2015) pp. 14, 16, 17, and 20.

[76] *Efficiencies: Co-location*, by J. Powney (Public Libraries News, July 2013); retrieved from www.publiclibrariesnews.com/campaigning/efficiencies-2/efficiencies-co-location

- Registration (you can get married in a library in Derbyshire)
- Schools (Cheshire West and Chester, Liverpool)
- Daycare center (East Sussex)
- Housing (Lambeth, Hackney)
- Housing for those with learning difficulties (East Sussex)
- Older people's housing (Caerphilly)
- Health centers (at least 32 libraries are colocated with health centers)
- Pharmacy (Lincolnshire Co-op)
- Mental health services (Brighton and Hove)
- Community radio station (Swindon 105.5, located within the Liden Library)
- Police (Oxfordshire, Waltham Forest)
- Post office (Buckinghamshire, Suffolk, Devon)
- Tourist information (Northumberland, North Yorkshire)
- Retail (with Co-Op in Bradford)
- Florist (Buckinghamshire)
- Pubs (Library in Mullion pub, jointly funded by Cornwall council and Pub Is The Hub.)
- Mixed-use/multiples of above (Chester)

Storyhouse: Opened in May 2017 in Chester, England, Storyhouse is a £37 million project which converted a 1930s cinema into a multi-use facility including: a library, theater, cinema, cultural center, and restaurant. Storyhouse had one million visits in its first year. Storyhouse offers over 2,000 activities over the course of a year for local marginalized groups, including autism-friendly coloring sessions, sewing groups for refugees, and regular classes for isolated and older communities. Storyhouse also includes a theater company with home-produced stage shows, a regional open-air theater company in the city's main park, and an open-air cinema called Moonlight Flicks. Storyhouse also produces several annual festivals, including Chester Literature Festival, Storyhouse Women, the Blink Festival for new parents, Love Later Life and The Great Get Together for older communities, Kaleidoscope Festival for adults living with a disability, Young Takeover, and Storyhouse Festival of Languages. The library at Storyhouse is open daily until 11:00 pm, the longest open hours of any UK public library.

Pub Is The Hub: Faced with aging infrastructure and new public tastes, traditional pubs have been closing in the United Kingdom. To help keep them open, the British government has begun to allow pubs to add public functions like post offices and libraries. Pub Is the Hub is a government-supported not-for-profit organization that works with pub licensees to broaden their services. Since 2013, the group has received over £500,000 in total for more than 75 pub diversification projects across England.

Project examples include colocating pubs with post offices, grocery stores, libraries, and children's play areas.[77,78]

Promoting public safety: Colocating police at the library in Bozeman, MT. As public libraries are freely open to all, they can also be a place where safety and security is a concern. To cost-effectively improve their library's security, the Bozeman Public Library in Montana collaborated with the police force. The Bozeman police had experienced a shortage of staff space. The library offered them a second-floor office, now regularly occupied by officers who respond to calls in and around the library. The police also developed an interactive children's museum within a small room in the library lobby. According to the library director, the new police office has created a "very low-key, very positive" visible police presence and the frequency of library user behavior problems has noticeably decreased.[79] In this example, the shared facility aspects are minimal. The shared office space does not increase the number of library users, but the presence of the police officers creates benefits for both the police (who needed the office space) and the library staff (who sought more collaboration with the police because of their security concerns). This example illustrates how local law enforcement and library staff can collaborate to exchange ideas and support ways to deescalate tense situations, effectively and compassionately manage a person with mental illness, while continuing to provide open and free access to everyone.

Anne Arundel County's Library at the Mall. The Anne Arundel County Public Library in Maryland now has a permanent branch called "Discoveries: The Library at the Mall" located within the Westfield Annapolis Mall. The branch offers a small selection of browsable books, 12 laptops to check out for use inside the library, a pick-up location for books placed on hold, a 3D printer, and numerous programs and events. The mall branch, which opened in Spring 2018, started as an experiment to reach new library users. It is designed to focus less on books and more on programs such as group readings and bilingual story time for young children. Because it is designed to be flexible, book racks have wheels and library associates can move things around to change displays or make room for various activities. The experimental location at the mall proved so successful that library officials have made the branch permanent. The initial branch is small, taking up a storefront space as just one room. Plans are now underway to move to a 12,000 sq. ft. space elsewhere within the mall.[80]

---

77 *British Pubs Can Operate as Post Offices and Libraries, Thanks to Government-Backed Program; Telling someone "I'm off to the library!" just got a bit more suspicious*, by M. Pomranz (Food&Wine, March 27, 2019).

78 The Prince of Wales has supported pub/library colocation with his personal appearance at the opening of a new micro-library at a pub in Cornwall installed with the help of Pub is The Hub and Cornwall Council's Library Services team. Source: *Prince Pops In For a Pint and a Paperback* (Pub is the Hub, July 20, 2015); retrieved from www.pubisthehub.org.uk/news/prince-pops-in-for-a-pint-and-a-paperback/.

[79] *Safety First: Library Security*, by J. A. Dixon (Library Journal, May 24, 2016); retrieved from www.libraryjournal.com/?detailStory=safety-first-library-security.

[80] "Inside Discoveries, Anne Arundel's mall library experiment could go permanent," by C. Cooke (Capital Gazette; May 16, 2019); retrieved from www.capitalgazette.com/politics/ac-cn-discoveries-library-20190516-story.html.

A sampling of the programs at Discoveries in December 2019 and January 2020 include:

- Color for Calm: "a relaxing night of coloring, fun and friendship" - for adults.
- Holiday Build and Play: "Come for brick-snapping fun! […] We'll supply the Legos - you bring the creativity!" - for all ages.
- Dear Elected Official: "As the 2020 Maryland Legislative session begins, learn how to make your voice heard by your elected officials at all levels of government. Pick up a voter registration form if you need to register for the presidential primaries!" - for teens and adults.
- 2020 Vision Board Workshop: "Create a collage of things that you'd like to attract to your life in 2020. Learn to set goals visually so that you can realize your dreams in the coming year!" - for teens and adults.
- Crownsville Hospital: From Lunacy to Legacy: "The history of the Crownsville State Mental Hospital in Crownsville, Maryland. Featuring archival footage to show how the hospital changed from its opening in 1910 to its closure 96 years later" - for adults.
- Bilingual Story Time: "Young children will enjoy stories, songs, rhymes and activities while building ready to read skills in English and in Spanish / Los niños pequeños disfrutarán de historias, canciones, rimas y actividades mientras desarrollan habilidades de lectura en inglés y en español" - for preschool ages accompanied by an adult.

Colocation and Economic Development. Older malls with dead retail space can create opportunities for other uses not usually seen at a mall, like apartments, indoor farms, refrigerated spaces for processing food for local restaurants and grocery stores, and public libraries. In these private-public colocation examples, the commercial space and the library can mutually benefit because the library reaches more community members than it might otherwise while an economically struggling commercial space avoids an empty storefront and benefits from the relative stability and increased foot traffic to the library. According to a 2017 article in Business Insider,[81] "Some public spaces, like libraries, don't bring in much rent, so they mainly serve as a way to attract people to the mall.[…] [T]his at least keeps people coming who could keep the other lessees from fleeing […] The 'Main Street' was killed by the mall, so developers are trying to build new downtowns inside the malls."

As MCPL looks for opportunities for public outreach and County businesses look for ways to attract people, unconventional public-private colocations are an option to keep in mind.

---

[81] *Here's what could happen to America's hundreds of dead malls*, by L. Garfield (Business Insider, Jun 1, 2018); retrieved from www.businessinsider.com/what-will-happen-to-closed-malls-2017-5#finally-another-common-mall-evolution-is-to-become-a-destination-mall-12.

G. Expanding Library Access: Bookmobiles, Deliveries, Self-Service Libraries, and Digital Libraries.

More library materials may be more accessible to more people now than at any time in history. This section describes the long and continuing evolution of libraries' efforts to use the latest technologies to bring their collections to the people. This section is organized into four subsections as follows:

> **1. Bookmobiles**. This subsection describes how carts and buses have been used for more than 150 years to bring the library experience to people where they are.

> **2. Book Deliveries**. This subsection describes some conventional and unconventional ways that libraries deliver physical materials to patrons.

> **3. Self-Service Libraries**. This subsection describes how some public library systems are using new technology to create library pop-ups or extend library hours using self-service kiosks and self-service library buildings.

> **4. Digital Libraries**. This subsection describes how digitization is allowing libraries to reach more people with more materials now than ever before by removing many of the limitations of a traditional library - yet this development creates its own challenges.

> **1. Bookmobiles**

A bookmobile is a truck, van, or trailer serving as a mobile library. The first known bookmobile – a horse-drawn cart called a "perambulating library" -- operated in England in 1859. That cart lent over 12,000 books in its first year of operation and the idea caught on fast. In the U.S., the first bookmobile was introduced in 1905 in Washington County, Maryland.[82] The Great Depression and World War II curtailed bookmobile construction but production resurged during the boom years of the 1950s. By the mid-20th C., over 2,000 bookmobiles regularly traveled U.S. cities and rural areas, including in Montgomery County.[83]

Although fewer than 700 bookmobiles now operate in the U.S., jurisdictions that use them currently include: Los Angeles County, San Diego County and Fresno County in California; Hillsborough County and Palm Beach County in Florida; St. Louis County in Missouri; Columbus, Ohio; King County in

---

[82] "By the Numbers: Bookmobiles, Stats on the fleets that deliver library services" by T. Dankowski (American Libraries Magazine, March 1, 2018); retrieved from https://americanlibrariesmagazine.org/2018/03/01/by-the-numbers-bookmobiles/.
[83] "Long Overdue, the Bookmobile Is Back" by J. Greenwald (Smithsonian Magazine, Feb. 23, 2011); retrieved from www.smithsonianmag.com/arts-culture/long-overdue-the-bookmobile-is-back-353143/.

Washington; Denver, Colorado; Baltimore County in Maryland, and New York City. Currently, the average cost to purchase a bookmobile is about $20,000, according to the Association of Bookmobile and Outreach Services.[84] The next National Bookmobile Day is April 22, 2020.[85]

Figure 6. A bookmobile at the Rockville Fair, 1928. The sign reads, "County library: We want one."[1]

Figure 7. Children wait at the Prince George's County Memorial Library bookmobile, 1951.[1]

Figure 8. New York Public Library's Bookmobile, 2019.

---

[84]Ibid: T. Dankowski (2018).

[85] National Bookmobile Day (website of American Library Assoc.); retrieved from www.ala.org/conferencesevents/celebrationweeks/natlibraryweek/national-bookmobile-day.

After Hurricane Sandy decimated four of the five Queens Borough Public Library branches in 2012, the Queens Central Library in New York sent a bookmobile to the Rockaways as a temporary library. The bookmobile offered coffee, Internet access, news, phone charging, Federal Emergency Management Agency fliers, and books.[86]

Figure 9. The Queens Library Bookmobile serves the Rockaways after Hurricane Sandy, 2012.

Baltimore County Maps Key Risk Factors to Target its Bookmobile Outreach

In 2019, the Urban Libraries Council (ULC) recognized the Baltimore County Public Library (BCPL) for educational innovation because its revised approach to community outreach, and a key element to that outreach involved its bookmobile. According to ULC, prior to 2018 the BCPL outreach had focused on helping teachers to choose library books for lessons. That approach was valuable but had some drawbacks: (1) it was adult-centric in that adults chose all the books, rather than the children, (2) it did not necessarily target the most underserved children, and (3) while it brought library books to the children it did not bring them the broader library experience.

BCPL revised its mobile outreach to children by identifying locations with key risk factors, and scheduling bookmobile stops at these locations. Specifically, BCPL looked at data on:

- Children under age five in poverty
- Education attainment levels in adults
- Food deserts
- Non-English-speaking homes
- Childcare centers that accepted vouchers
- Childcare centers with children who speak English as a second language
- Childcare centers that participate in the Child and Adult Care Food Program

---

[86] *After Hurricane Sandy - Bookmobile to the Rescue*, by K. Jarecki, Nov. 2012 (Identifier: aql:19072 qmp-jk-000060 qmp-jk-000060.tif) Description: The Queens Library Bookmobile - The door of the Bookmobile serves as a community information bulletin board after Hurricane Sandy; retrieved from http://digitalarchives.queenslibrary.org/browse/after-hurricane-sandy-bookmobile-rescue-0.

- Childcare centers with children who have an Individualized Education Program (IEP) or Individualized Family Service Plan (IFSP).

Feedback received from the teachers included: "The children are reading more in the classroom since we started coming on the truck because they love the books they checked out."[87]

2. Book Deliveries

Another technique for bringing library books to people is direct delivery to individuals, which can be done in many ways:

Books Delivered by U.S. Mail. MCPL's free Books@Home service uses the U.S. postal service to mail library materials to County residents who cannot visit the library because of a physical disability or health issue. Materials are mailed to and from the customer's home via postage-prepaid reusable mailing bags.

Books Delivered by People. Volunteers for the Champaign Public Library in Illinois hand-deliver library materials to homes, apartments, nursing homes, and hospitals on a short- or long-term basis to residents of all ages who cannot get to a library because of a physical condition. (Examples of short-term conditions might include a child with a broken leg or a pregnant woman on bed rest.) Staff at the Avalon Library in Catalina, California, use a library-owned golf cart to deliver books to housebound residents.

Books Delivered by Robot and Drone. In Silicon Valley, residents in downtown Mountain View, California, can return their library books using a semi-autonomous robot that travels city streets. Run as a pilot by Google, the BookBot initially operated with a human handler following behind and later by remote control. The BookBot serves residents only within a certain radius of the Mountain View Public Library, and hours are limited. The BookBot can carry about 10 books. To facilitate the BookBot pilot, the Mountain View City Council approved a permitting system to allow companies to try out personal delivery devices on its streets.[88]

3. Self-Service Libraries

A trend in some library systems is to extend user access to a physical library collection -- and even the entire library facility -- through self-service features. While the concept of giving people self-service access to books dates to the 19th C., new technology has created new options for this strategy.

---

[87] *Reaching Underserved Children with Mobile Outreach*, Baltimore County Public Library, MD – Urban Libraries Council Innovation Award 2019.

[88] "Google Robot Returns Books at Mountain View, Calif., Library" by E. Baldassari (Government Technology: FutureStructure, March 12, 2019); retrieved from www.govtech.com/fs/Google-Robot-Returns-Books-at-Mountain-View-Calif-Library.html.

Self-Service Kiosks. Some public libraries have adopted self-service machines akin to an ATM or a Red Box for loanable library materials.[89] For example, the LendIT™ unit manufactured by the D-Tech company is a self-service vending kiosk specifically designed for library items. The kiosk can be placed anywhere with a power outlet and internet connection with a fixed IP address, such as outside a library building, in a community center, or at a mall. (When placed outdoors, a kiosk also requires heating and cooling systems and a weather protection canopy.) The kiosk can loan any RFID-tagged item. Depending on the model, library users can browse the books via a screen or a clear front panel. Users can also use the kiosk to register for a library card, pick up holds, or return books. Returned items are immediately available for checkout by another kiosk library customers. Basic indoor models start at $65,000.[90] Along similar lines, a large self-serve kiosk manufactured by EnvisionWare can hold up to 340 loanable items and up to 1,000 returned items, with installation starting at around $150,000 (leasing available).[91] The Grand Prairie Library System (GPLS) in Texas has installed a self-service library kiosk inside its municipal recreation center. According to Grand Prairie officials, although they originally considered a staffed library kiosk, the extended hours (5:30 a.m.–10:00 p.m.) at the recreation center posed a staffing challenge solved by automation.[92]

Self-Service Libraries. More extensive than self-service kiosks, self-service libraries are fully automated branches where library users can physically enter and use the library building outside of staffed operating hours. Self-service libraries can extend a library's operating hours—making the library more accessible to more library users--without need for library staff. That benefit, however, faces tradeoffs related to library user safety, risk to misuse of the library itself, and limited interactions between library users and remote library staff.

The typical components that make a library self-service are as follows (and illustrated in Figure 9):

- exterior doors that can be unlocked with an electronic access panel;
- interior security cameras that allow remote library staff to monitor the facility;
- power and computer systems that can be controlled remotely by library staff;
- a speaker that allows remote library staff to communicate with library users, and
- a self-checkout machine.

---

[89] Self-service kiosks are a modern take on book vending machines. The first vending machine for books was built in 1822 in England specifically to allow people to buy books deemed seditious (such as Thomas Paine's The Age of Reason) or blasphemous without the bookseller being arrested.

[90] Website for D-Tech International, Rio Grande, New Jersey; https://d-techinternational.com/us/products/vending/.

[91] *All-Hours Access: Automated 24-hour access solutions*, by C. Smith (American Libraries Magazine, June 3, 2019; retrieved from https://americanlibrariesmagazine.org/2019/06/03/all-hours-access/.

[92] *Grand Prairie Launches Vending Library in Epic Rec Center* by M. Enis (Library Journal, Feb. 26, 2019); retrieved from www.libraryjournal.com/?detailStory=190226_GPLSepicreads.
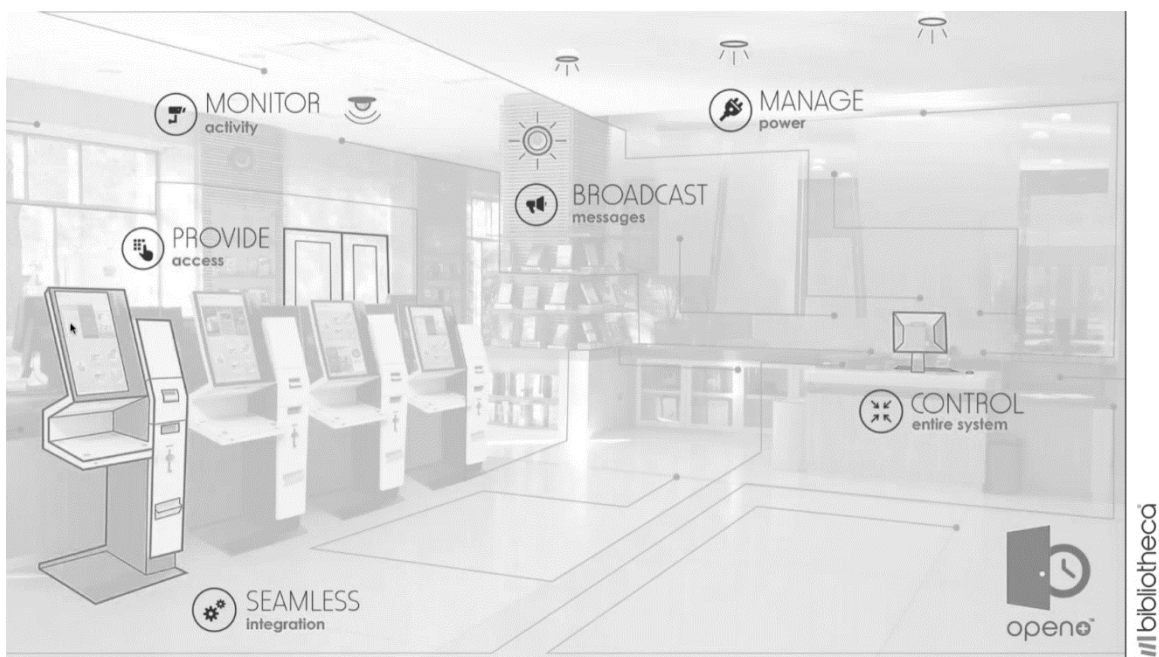
Figure 10. Bibliotecha illustration of the components of an Open+ self-service library.

In 2004, the Bibliotheca company began selling the Open+ package that makes automated and self-service libraries possible, and it is now used in over 750 European libraries. In the U.S., self-service libraries remain a novelty: just five library systems (for a total of fewer than ten library branches) have implemented it since 2016.[93]

Bibliotheca's self-service options are scalable, ranging from giving library users access to a holds room only, to a section of the library, to the full library, and also range from adding only early morning or evening hours to adding full days. Libraries subscribe to the system for about $1,000 a month, plus a one-time installation fee ranging from $2,500 to $7,000, depending on facility size. However, if renovations to the library itself are required to use the Open+ components, such as new wiring, walling off a library section, or adding glass partitions, actual installation costs are higher.

Examples of self-service public libraries in North America include locations in Georgia, California, and Ontario:

- In 2016, Gwinnett County Public Library in Georgia become the first North American library to use a Bibliotheca Open+ system to create a self-service library. Currently, the Lawrenceville and Suwanee library branches operate from 8:00am to 10:00pm on most days using the self-service system. Library users gain access using their library card number and PIN. Camera surveillance deters theft and vandalism. Remote library staff can use the system to turn on and shut down the power for lights, alarms, computers, and self-service check-out machines. A public announcement system delivers pre-recorded messages at opening and closing.[94]

---

[93] *Libraries without librarians? Twin Cities systems try it. Self-service lets branches open with minimal staff; users let themselves in*, by E. Adler (Star Tribune, Minneapolis, Minnesota, June 1, 2019); retrieved from www.startribune.com/libraries-without-librarians-twin-cities-systems-try-it/510713442/.

[94] "Open Access" webpage for Gwinnett County Public Library; retrieved from www.gwinnettpl.org/openaccess/.

- In 2017, the Ventura County Library in California initiated Bibliotheca's open-access library system called "Open+" when it renovated its Hill Road Library branch. The self-service library opened in February 2018. In an interview with Techwire, Library Director Nancy Schram described some of the specific considerations they encountered to implement it, including building design and cost:[95]

  > "Open+ [...] really could be a sea change for libraries in allowing us to greatly expand access to our services and resources. [...] Access to our resources and services remains a challenge for public libraries in light of limited resources. If we can find a way to increase access, we can have more positive impact.
  >
  > There is a controller box and a keypad for each door; we have three doors — sliding front door, patio sliding door and a hallway door.[...] The keypad by each door allows a library user to scan the barcode and type in his/her PIN.[...] The administrative software is cloud-based and contains the schedules for the library.[...] The video surveillance drive is housed in the library.[...] Remote access is available via the website address.
  >
  > [...T]he project would not have been possible without an extremely generous contribution from the Friends of the Ventura Libraries of $200,000.[ ] From the beginning, we designed the library to be successful as a self-service facility during Open+ hours, which we call "Express Hours." For example, we selected low shelving to create better sightlines across the library, and there is complete visibility into two small meeting rooms due to glass windows and doors. All of the furniture is on casters, and is completely adjustable for individual use and comfort. It is a very flexible space that allows for many diverse activities.[...]
  >
  > [W]e lease the Open+ system on an annual subscription basis. We also received an early adopter discount from Bibliotheca. These facts helped make the project fiscally feasible for us."

- In 2018, the rural Freelton branch of the Hamilton Public Libraries in Ontario, Canada, added 36 "open library" hours weekly by adding a self-service option with Open+. Using this self-service option tripled their prior operating hours and increased resident use of that branch. Residents have full use of the public computers and photocopiers and can self-check out books and DVDs. Security cameras keep the branch safe. A video phone line connects branch users to staff at the central library.[96]

---

[95] *Check It Out: Library Uses Tech to Go Self-Serve (A California county's library system is using new software and hardware to increase library usage and reduce costs)*, by D. Noone (Techwire interview with Ventura County Library Director Nancy Schram, published Nov. 27, 2018); retrieved from www.techwire.net/news/check-it-out-library-uses-tech-to-go-self-serve.html.

[96] *Innovative self-serve program extends library hours in rural Hamilton; The program "gives the keys" to local residents, and is being showcased nationally [...]*, by M. LePage (CBC News, Oct. 2, 2018); retrieved from www.cbc.ca/news/canada/hamilton/innovative-self-serve-program-extends-library-hours-in-rural-hamilton-1.4847083.

- In November 2019, the Los Angeles County Library (LACL) launched Open+ at the Avalon Library on Catalina Island, California, one of three self-service installations planned across the LACL system. Avalon Library users have full access, including the book stacks, Wi-Fi, public computers, and the study spaces.

  According to Binh Le, the LACL CIO, the Avalon branch presented an ideal opportunity to try adding self-service because: (1) it was already scheduled for renovation, allowing self-service components to be installed as part of that renovation; (2) the branch is located next door to the local Sheriff's station, adding to security; and (3) it is located in a tight-knit community of about 4,000 permanent residents, which promotes trust and cooperation. At the same time, hurdles to project approval by LACL included: (1) working through risk management concerns, (2) determining when security cameras would be turned on and off since the union had concerns about constant video recording during the library's staffed hours, and (3) determining the retention policy for storing the video recordings.[97]

  LACL plans to phase in implementation of the Avalon Library's self-service features: Phase 1 will extend morning hours before regular staffed hours; Phase 2 will extend evening hours; and Phase 3 will open the library on days the library has historically been closed.[98]

Self-service libraries can be controversial because they reduce or eliminate interactions between trained librarians and library customers. Of course, library staff are still curating the collection they make available to customers in a self-service kiosk or library. Remote library staff typically monitor the self-service library in real time, and library users can get remote live access by phone or video to librarians in another branch. However, work by staff to select, acquire, and maintain the library collection becomes less visible to library users. That being said, libraries looking to expand their services to more customers by extending operating hours may face staffing and budget constraints that can be mitigated with a self-service option during the extended hours.

---

[97] Bibliotheca webinar, Minute 22; retrieved from bibliotheca.com.
[98] Retrieved from www.bibliotheca.com/la-county-library-launches-open-plus/.

4. Digital Libraries

The potential for digital libraries to reach more people with more materials is transformative and far-reaching. And the potential is becoming a reality: in Montgomery County, customer use of e-Books and e-Audio has been steadily increasing, as described in Chapter 2.

A digital library removes many of the limitations of a traditional library in the following ways:

1. *Expanding Accessibility*: Digital libraries can vastly improve user access to content for those who cannot visit a physical library, whether due to physical disability, limited transportation, or work schedule reasons. Public libraries have long worked to make books more physically mobile (such as bookmobiles, ATMs, and book deliveries by a person or machine) and accessible (self-service libraries and kiosks). At least in theory, a digital library can make obsolete many of those strategies.

2. *Bigger Collections*: Because a digital library is unconstrained by physical shelf space, a digital library may have a much larger collection than what can fit in a traditional building, allowing it to include items of interest to an ever-broadening portion of the community (including niche communities, such as those who speak a rare language).

3. *Simultaneous Access*: Digital materials that are not subject to copyright can be used by many institutions and library users simultaneously, which improves user access to a collection.

Digital Public Library of America (DPLA). Operating as a non-profit organization based in Boston, the Digital Public Library of America (DPLA) is an all-digital library with no physical copies of materials. DPLA aims to connect people to all the materials held by U.S. libraries, archives, museums, and other cultural heritage institutions. DPLA facilitates this connection by aggregating in one place the metadata and thumbnails for millions of items in these collections. All the digital materials found through DPLA—books, maps, news footage, oral histories, personal letters, museum objects, government documents, artwork, photographs, recordings, and moving images—are free and immediately available in digital format. Institutions participating in DPLA range from small local history museums to the largest cultural institutions. DPLA illustrates how digitizing content can dramatically expand the accessibility of more people to more materials.

At the same time, digital libraries face both new and familiar challenges:

- **Digital Divide**. Not everyone can access digital content. As a result, while a digital collection expands access to some people, it can limit access to others. Acquiring both digital and traditional materials maximizes access for everyone but can also increase acquisition costs. The section in this chapter on Digital Inclusion discusses some ways that public libraries are working to bridge the practical barriers for potential users to access digital library collections.

- **Copyrights**. Digital content is frequently subject to copyright. To preserve profit margins, publishers limit library access to copyrighted eBooks in ways similar to print books, such as limiting an eBook to one borrower at a time and/or a maximum number of loans. As a result,

libraries must choose how to allocate their acquisition budget for digital materials in ways similar to print materials.

- **E-book Embargo**. The ability of MCPL to purchase eBooks and eAudiobooks has been limited by the policy of some major publishers to restrict public libraries from purchasing more than one copy of a digital title. Publishers also charge public libraries more for an eBook or eAudiobook than an individual would pay and more than the library would pay for a print copy of that title. In response, in 2019 Montgomery County Council President Nancy Navarro and County Executive Marc Elrich joined dozens of public officials from other jurisdictions in signing a statement by the Urban Libraries Council on equitable access to eBooks.[99]

Conclusion

Digital libraries are creating huge opportunities to share more kinds of information with more people. In a way, digital libraries can be seen as the next transformational expansion of a continuous effort by librarians to bring collections to the people that started with a horse-drawn bookmobile in 1859. However, realizing the full theoretical potential of digital libraries remains limited by the digital divide (discussed in section B of this chapter) and the reality of copyright restrictions that limit the ability for libraries to purchase and disseminate certain materials (discussed in Chapter 2). Moreover, as library users access materials from outside the walls of a traditional library, they may lose an appreciation for the library staff who must still curate and maintain the digital collection and lose an opportunity to interact with librarians who can more effectively guide them to reliable resources.

---

[99] *Statement on Equitable Public Access to E-Books* (Urban Libraries Council, 2019); retrievable from www.urbanlibraries.org/initiatives/statement-on-equitable-public-access-to-e-books

H. The Role of Public Libraries in Economic Development

Some jurisdictions are making their public libraries an explicit component of their economic development strategy. This approach -- exemplified in places like New York City, Houston, Toronto, and Arizona – promotes the often-existing collections, programs and classes at the libraries to more directly support economic development and small business growth. Local entities who have expertise in economic development may not yet recognize libraries as natural partners. When these local entities collaborate with the libraries to promote economic development, the approach can broaden who in a community accesses and benefits from those library assets.

An Urban Institute (UI) report found that traditional economic development has relied on tax abatements, tax credits, preferential financing, and offers of land and facilities to attract businesses. Those tools continue to be useful, but local economic development practices are also broadening. According to UI, more recent studies of business location decisions show that businesses prefer areas with high wages, an educated workforce, good schools, and a well-run local government, making improvements to those factors key to attracting outside businesses. Moreover, economic development strategies are shifting to building self-sustaining local economies by nurturing local small business and assembling clusters of networked industries. As a result of these shifts in strategy, UI found that public libraries have emerged as a more prominent partner in local economic development.[100]

According to the Urban Libraries Council (ULC), barriers for aspiring entrepreneurs include: lack of knowledge about where to begin; limited access to financial capital; difficulty navigating technical processes such as licensing, legal requirements, taxes and insurance; absence of supporters, role models and champions in their lives; and language and cultural barriers.[101]

Based on a review of research on library trends and programs, OLO found that libraries can contribute to developing economic opportunity and support for aspiring entrepreneurs in the following specific ways:

1. Early literacy. Literacy in young children contributes to their long-term economic success. Early literacy builds an educated workforce and is therefore a key component to local economic development. Various ways that libraries promote early literacy is discussed in section C of this chapter.

2. Adult and Continuing Education. Employment in the changing economy requires adults to update their skills, and particularly their computer skills. Libraries have long served as hubs for adult and continuing education, both informally (through free and open access to books and online classes for self-directed study) and more formally through library programs. For new Americans, public libraries often serve as informal referral centers for supportive services, free classes in adult literacy, English as a second language, and computer skills – all of which help new Americans participate in and contribute to a growing local economy. Short-term classes at the library can be a gateway to more formal college classes and degree-granting programs.

---

[100] *Making Cities Stronger: Public Library Contributions to Local Economic Development* (Urban Institute, 2007); retrieved from www.urban.org/sites/default/files/publication/46006/1001075-Making-Cities-Stronger.PDF.
[101] *Leadership Brief: Strengthening Libraries as Entrepreneurial Hubs* (Urban Libraries Council, undated); Retrieved on 1/15/2020 from www.urbanlibraries.org/assets/Leadership_Brief_Strengthening_Libraries_as_Entrepreneurial_Hubs.pdf.

3. Job-Seeker Resources. Virtually all job listings and job applications are now online. Because libraries offer free public Wi-fi, public Internet-accessible desktop computers, and loanable laptops, public libraries can be a critical resource and point of entry for job seekers. But libraries can also act more specifically to connect job-seekers and employers. For example, the Memphis Public Libraries sponsor JobLINC, which as has been recognized by the Gates Foundation as a model for targeted employment outreach. The program helps job seekers locate employment opportunities and helps employers find workers. JobLINC provides: listings of available jobs; aid in locating training opportunities; one-on-one assistance in conducting job searches and preparing for interviews, and job readiness workshops. Similarly, the DC Public Library have for many years offered job readiness workshops to job seekers, with the added innovation of offering legal advice to overcome barriers to employment, as described on pages 51-52 of this chapter.

4. Market Data and Other Business Information for Entrepreneurs. UI's report found that one of the biggest traditional barriers to a small business is getting access to current data on business products, suppliers, and financing. When public libraries offer entrepreneurs free access to business databases, librarians who can assist with specific research, and business development workshops offered in cooperation with regional economic development agencies, it reduces the market entry costs to small businesses and fosters new enterprises. A collaboration between libraries and local economic development agencies can strengthen the library's ability to offer this help because library staff may be generalists; by tapping into the expertise of the economic development officials, library staff can better understand how to curate and assemble their considerable existing business-related databases, periodicals, books, and classes to strategically benefit small businesses and entrepreneurs. Such a collaboration also benefits the economic development entity by broadening its outreach to library users who could benefit from the business-oriented support.

5. Libraries as Co-Working Spaces. With meeting rooms, computers, Internet access, free business databases, and community members in one facility, libraries may be the original co-working space for entrepreneurs.[102] Physical meeting spaces in libraries can offer entrepreneurs an affordable way to network, especially when the facility has been designed with that goal in mind. Some public libraries have rules prohibiting commercial organizations from conducting business at the library which can undercut how libraries can function as entrepreneurial hubs and co-working spaces.[103]

6. Libraries as Anchors for Neighborhood Development. Libraries provide long-term tenancy, attract significant foot traffic, and complement neighboring retail and cultural destinations. As a result, UI researchers found that public libraries are consistently seen by private sector developers as contributing to stability, safety and quality of life in neighborhoods when the developers are looking to build commercial corridors, mixed-use developments and joint-use facilities.

In sum, with their existing collections, programs and facilities, public libraries can be well positioned to make significant contributions to a broader economic development strategy for their community.

---

[102] *Libraries are staking their claim as the original coworking space*, by K. Stoetzel, (Ewing Marion Kauffman Foundation, 4/18/2019); retrieved from www.kauffman.org/currents/2019/04/libraries-stake-claim-as-original-coworking-space.
[103] CUPF rules state: "Commercial, enterprise or for-profit organizations may not use libraries to conduct their regular or ongoing business affairs" and "All meetings must be free and open to the public. No monies are to be exchanged in the library meeting space."

Case Studies: Public Libraries Promoting Economic and Workforce Development

The following case studies offer examples of jurisdictions systematically including their public libraries in local economic development efforts. These case studies touch on many of the library features enumerated above that can make libraries well suited to this kind of collaboration.

A.) **The Entrepreneurial Hub Initiative**

Entrepreneurs play a key role in growing local economies, but lack of resources and information can prevent many individuals from success. The Urban Libraries Council (ULC) is collaborating with the Kauffman Foundation in an Entrepreneurial Hub Initiative to strengthen libraries' capacity to reach, engage, and support entrepreneurs in their communities – especially people of color, women, immigrants and veterans. The Entrepreneurial Hub Initiative is premised on the belief that public libraries have several characteristics that make them uniquely equipped to assist populations underrepresented in the entrepreneurial economy:[104]

- Libraries exist to ensure access for all: they are trusted, inclusive and free.
- Libraries are in touch with the needs of diverse audiences, connected to underrepresented populations, and able to meet individuals where they are.
- Libraries are skilled at partnering with other community organizations.
- Libraries are skilled at providing customized training for adult learners.
- Libraries have valuable physical resources: neighborhood spaces where entrepreneurs can meet, learn, work, and connect with peers; technology tools that provide digital connections; and makerspaces, business incubators and learning labs.

The 12 public library systems participating in the ULC/Kauffman initiative have committed to partner with local businesses and organizations to connect aspiring entrepreneurs to knowledge, tools, mentors, and ideas. Three examples from that initiative are as follows:

- *Mid-Continent Public Library* in Missouri will develop its Food Ed program to concentrate on the first steps of starting a food business.
- *Austin Public Library* in Texas
    - LAUNCH is a teen entrepreneur lab series at the Central Library with mentors from the University of Texas McCombs School of Business.
    - The Milwood Branch offers classes in Agile Project Management, an in-demand software design systems now used at multiple technology companies in Austin. The class also educates attendees on how to use elements of Agile Project Management to get a job at one of the local tech companies. The Austin Public Library's Southeast Branch partnered with Austin Community College to offer a welding class; ACC and Austin Public Library provided tuition for ACC's welding class to 14 students, with a graduation rate of 93%. Graduates are certified to work in a variety of welding positions.

---

[104] *Leadership Brief: Strengthening Libraries as Entrepreneurial Hubs* (Urban Libraries Council, undated); Retrieved from www.urbanlibraries.org/assets/Leadership_Brief_Strengthening_Libraries_as_Entrepreneurial_Hubs.pdf

     o   The Central Library partners with SCORE (Service Corp of Retired Executives) to offer Austinites workshops and mentoring on business development.[105]

- *District of Columbia Public Library* is developing a strategy to target library resources and partner-led programs toward citizens returning from jail who are seeking to become entrepreneurs.

B.) New York City Libraries:

The New York City Economic Development Corporation (NYCEDC) regularly broadcasts how it incorporates public library construction and library programs in its broader economic development planning. In addition, the New York Public Library offers hands-on training for entrepreneurs, a dedicated business library, and a competition that awards startup cash.

Adult Education Programs. NYCEDC has partnered with the Queens Public Library (QPL) to offer extensive training for aspiring food business entrepreneurs. In New York's borough of Queens, the Food Entrepreneurship and Services Training Space (FEASTS) is a culinary program that offers training and mentorship. Since 2017, QPL's Job & Business Academy has offered the free 12-week program which gives aspiring entrepreneurs knowledge of the food industry through in-depth interactive workshops, access to a commercial kitchen, and access to a retail market via Queens Library's Café. Classes also provide insights from industry experts and one-on-one individualized assistance from counselors. NYCEDC partnered with the Queens Public Library to offer the culinary pre-accelerator, and in 2019 NYCEDC announced it is doubling the number of classes to 12 and the program capacity to over 250. As part of the expansion, classes will now be offered at four libraries throughout Queens: the Central Library in Jamaica, Flushing Library, Long Island City Library, and the Queens Library for Teens in Far Rockaway. Any New York City resident can apply to FEASTS, although preference is given to Queens residents. Applicants must be at least 18 years old with some cooking experience and a startup idea.

Business Library. The New York Public Library has a dedicated business library staffed with business librarians. The Science, Industry and Business Library (SIBL) has resources and services intended for job seekers at any level, established businesses looking to expand, and start-ups. SIBL's collections focus on business, small business, finance, investments, industry, and technology. Library staff provide roving assistance and research consultations to patrons. For example, librarians help people find business and financial data or government information such as patents, trademarks, census, and trade data. SIBL also offers advisory services by experienced business owners, career coaches, certified financial planners and financial fitness coaches.

New York StartUP! Business Plan Competition for Startup Cash. In 2019, the New York Public Library sponsored its eleventh annual New York StartUP! Business Plan Competition for startup for-profit entrepreneurs living in Manhattan, the Bronx, or Staten Island. Entrants compete to win up to $15,000 to start their business, as well as gain practical insights about starting and growing a business using the comprehensive small business resources at SIBL. All entrants are required to attend at least three training workshops, including a mandatory financial workshop. Entrants must also meet at least

---

[105] SCORE is also active in Montgomery County.

once with a business advisor during the competition. The Brooklyn Public Library runs a similar Brooklyn PowerUP! Competition for Brooklyn residents, and the Queens Economic Development Corporation (QEDC) offers the StartUP! Business Plan Competition for Queens residents.[106]

C.) Houston Libraries Sponsor a Competition for Start-Up Capital

Liftoff Houston is an annual competition to develop small businesses through extensive training to participants -- and start-up capital (cash) for the winners. The competition is organized by the Houston Public Library and the city's Office of Business Opportunity, in collaboration with the Mayor's Office and sponsorship from Capital One Bank.

The five-month long competition has four stages: Orientation, Workshops, Mentoring, and Business Pitching. Applicants receive business and financial mentoring and workshops to enhance their business skills and better enable them to research, develop and refine their business plan for the final submission. Workshops are offered at various locations citywide—including many Houston Public Libraries.

The annual competition concludes by awarding $30,000 in start-up capital across three categories: Product, Service, and Innovation.[107]

- $10,000 for top "Product" Based Business Plan (Retail, resale, merchandise, etc.)
- $10,000 for top "Service" Based Business Plan (Food, labor, consulting, etc.)
- $10,000 for top "Innovation" Based Business Plan (Software, hardware, inventions, new market businesses, etc.).

Liftoff Houston also offers its workshops series to non-competing individuals to help them create a business plan and start their business.

D.) Toronto Libraries Help Applicants Qualify for Small Business Loans

The City of Toronto's economic development strategy promotes business incubation and entrepreneurship in the city through a Collaborative Innovation Network (COIN) designed to bring together people, ideas, programs, services, and opportunities. Business programs at Toronto's public libraries are an explicit component of the city's COIN strategy.

The Toronto Public Library (TPL) offers passive and active opportunities for aspiring business owners. TPL offers people of any skill and income levels training on technology and digital literacy. Training ranges from basic computer classes to classes on using high tech equipment like 3D printers, digital design software, digital cameras, and audio tools. Through its Small Business Programs series, TPL offers programs, seminars and workshops free-of-charge on topics that include: social media, taxes, the law, networking, using a computer, digital design, and franchising. TPL offers information for business

---

[106] New York Public Library StartUP! rules and eligibility; retrieved from www.nypl.org/help/services/startup/rules-and-eligibility.

[107] Webpage for *Liftoff Houston Start-Up Business Plan Competition* (2019); retrieved from http://liftoffhouston.fluidreview.com/.

development such as databases for market research, books and videos on business plans, and a subscription to the online education service Lynda.com. Library users may schedule an hour with a TPL librarian for assistance with business-related research.

TPL collaborates with economic development organizations and postsecondary institutions to offer business-related programs and services. TPL works with Enterprise Toronto to offer:

- One-on-one business consultations;
- Assistance with business research;
- Assistance with business registration, name searches and incorporation;
- Consultation on finding government programs, financing and incubation services; and
- Business forums, weekly seminars and training and networking opportunities.

A selection of Small Business Programs recently offered via TPL include:

Business Inc. A subsidized eight-week business program where up to 20 participants per cohort prepare a business plan (or improve an existing one) with help from a business advisor. Those who finish the program get a Business Seminar Series Certificate of Completion from the Toronto Business Development Centre and become eligible to apply for a small business loan of between $5,000 and $30,000. Through financial support from the Toronto Public Library Foundation, the eight-week series valued at $700 per participant is subsidized so that the cost per participant is $150.[108]

Entrepreneur in Residence. For a month every year, TPL sponsors an Entrepreneur in Residence (EiR) to deliver group seminars and free one-on-one advice on a business plan or idea. TPL also has an annual Innovator in Residence who will specialize in a technology like 3D printing, robotics, or filmmaking.

Pop-Up Business Incubator. Humber College brings a one-day Pop-Up Business Incubator to the Richview library branch monthly. The incubator program offers members of the community free business consultations and workshops with industry professionals.

Small Business Series. Throughout the year, TPL runs one-off programs for small businesses on topics such as self-financing, social media for small business, and how to get media coverage. TPL also hosts networking events for small business owners, each featuring a talk from an entrepreneur or expert.

E.) Entrepreneurial Networks in Arizona

In Arizona, the Entrepreneurship Outreach Network, which operates out of the Arizona State University (ASU), aims to bring inventors, problem-solvers, entrepreneurs and small businesses together in collaboration spaces within community libraries across the state. To become a partner in the

---

[108] TPL Business Inc. program; retrieved from www.torontopubliclibrary.ca/programs-and-classes/featured/business-inc-series.jsp.

Entrepreneurship Outreach Network, ASU requires economic development organizations to form partnerships with libraries. Library collaborators may include public libraries, private libraries, tribal libraries, and academic libraries at universities, colleges or high schools. Other collaborators may include Small Business Administration offices, municipal and regional economic development offices and boards, incubators, maker spaces, and chambers of commerce. Participating libraries help create local mentor networks, establish a local advisory board, and host events for local entrepreneurs. All collaborators commit to: identifying mentors and facilitators for Entrepreneurship Outreach Network programming; connecting local resources to library users who participate in programs at the site; and holding regular office hours on site.

As a member of the Entrepreneurship Outreach Network, the **Phoenix Public Library** system created a discovery space for business entrepreneurs called "hive @ central" in its central library. Hive @ central combines elements of a co-working space with expert library fact-finding services and resources. Hive @ central is designed to encourage entrepreneurs to meet other innovators and entrepreneurs to share ideas and work together to develop a business concept. Hive @ central offers:

- Business programs; workshops, webinars, and streaming videos;
- Library staff available for one-on-one mentoring;
- Public computers and Wi-Fi to access free library databases and other online resources;
- Reservable meeting rooms; and
- Business books, magazines and newspapers.

The above offerings are often considered standard library resources and services; the difference is in how these services are being packaged and marketed in Phoenix. The Phoenix hive @ central was developed in partnership with ASU, the city's Community & Economic Development Department, and the Phoenix Public Library system. Hive programming was initially supported by the Arizona State Library with federal funds from the Institute of Museum and Library Services.

Other Arizona public library systems participating in the Entrepreneurship Outreach Network include Scottsdale and Mesa:

- Scottsdale Public Library: The Loft @ Civic Center. As a member of the Entrepreneurship Outreach Network, the Scottsdale Public Library has established a hub similar to the Phoenix library that recently offered the following sample of free classes and programs:[109]
  - *LinkedIn for Job Search & Networking*: Entrepreneurs and learn how to maximize LinkedIn for networking or job search with this monthly workshop led by career coaches. A presentation is followed by hands-on assistance, one-on-one review of their existing profile, networking and Q & A. Professionals, business owners, and job seekers are welcome.
  - *Ready or Not: Preparing for the Unexpected*: Training to develop a proactive strategy to prepare for the unexpected using tools such as: emergency funds, establishing a line of credit, and insurance/liability protection.

---

[109] Events page for Scottsdale (AZ) Public Library website:
https://scottsdale.libnet.info/events?%20t=Business+%26+Career&r=thismonth.

· *I Love Marketing: Entrepreneur Networking:* Attendees network with fellow entrepreneurs and learn marketing tips to promote a business.

- Mesa Public Library: THINKspot is a collaborative workspace and makerspace at Mesa's Red Mountain Branch that supports rising entrepreneurs by offering ASU Startup School in a collaboration with faculty from Mesa Community College. ASU Startup School consists of series of facilitated workshops. By series end, participants are taught to express their ideas with a well-crafted elevator pitch, have completed the Business Model Canvas, built or identified a minimum viable product, identified the cost and revenue needed to be successful, and created a business plan.[110]

F.) Starting Early: BizKids in Orange County, Florida

The BizKids Club is a ten-session instructor-led program that introduces middle school students to business and entrepreneurship. Classes and events teach business-related skills through topics ranging from basic Microsoft Office to developing a business plan, designing marketing flyers, and making business presentations. OCLS has dedicated senior library staff to designing instructional content and programming that maximizes use of the library's collections and technology assets.

G.) Breaking Barriers to Employment: Lawyers in DC Libraries

Starting in 2010, when more than half of DC's neighborhoods experienced double-digit unemployment rates, DCPL began offering a **Job Seekers Program** for DC residents facing long-term unemployment. Library staff had observed that job seekers needed longer uninterrupted computer sessions than their standard 70-minute limit for the library's public computers. In addition, many job seekers needed more personalized one-on-one assistance than the staff could typically offer as part of the usual library reference services. The Job Seekers Program offers job seekers 4-hour clinics with skills assessment and coaching. Staff use individualized skills assessment of clinic participants to refer them to suitable adult literacy and computer training classes available through the library. The library's clinics also provide dedicated laptops to job seekers and give them flash drives on which to save their resumes. Instructors help participants set up accounts on job boards and employer websites and complete online job applications.

In running the Job Seekers Program clinics, DCPL found that the library staff and volunteers needed to teach skills in customer service, proficiency with MS Word, keyboarding, web navigation, online job board and job application navigation, and general job coaching – all of which were skills well within the library service model. Yet library staff saw that their assistance was still not enough for program participants with underlying legal issues that kept them from breaking into the workforce. Examples of destabilizing situations with a legal component that created barriers to employment include: landlord/tenant disputes, custody battles, back-owed child support, domestic violence, criminal records, unpaid student loans, negative or inaccurate credit reports, wrongful placement on the Child Protection

---

[110] ASU Startup School website: https://entrepreneurship.asu.edu/asu-startup-school-0

Register, problems getting professional licensure, and suspended driver's licenses. Many of these problems can be overcome with legal help but getting access to an attorney is also a barrier for many job seekers. Library staff are not trained to address legal concerns faced by many job seekers. This recognition motivated a new partnership between DCPL and the Neighborhood Legal Services Program (NSLP), a non-profit law firm that provides free legal information, advice, and representation to low-income DC residents.

DCPL and NLSP partnered to hire a dedicated attorney to augment the library's job clinics under a program called **Breaking Barriers to Employment**. Funding for the DCPL-NLSP partnership came from an initial $100,000 grant from the DC One City Fund. For the second year, the $100,000 funding was split between grants from the One City Fund and the federal Library Services Technology Act fund. Subsequently, funding grew to $400,000 through the Legal Services Corporation, an independent nonprofit established by Congress in 1974 to provide financial support for civil legal aid to low-income Americans. Starting in 2017, DCPL also dedicated library staff specifically to the Breaking Barriers to Employment program.

Under their collaboration, an NLSP attorney is embedded in DCPL jobseeker clinics and conducts additional drop-in legal clinics and public workshops on the legal aspects of topics such as credit reports, pregnancy/family responsibilities, and how to handle debt collectors. NLSP's lawyer works with DCPL librarians to reserve private spaces at the library where job seekers can consult with the lawyer on confidential matters. Legal clinics at the library can serve as a point of entry for job seekers to seek additional legal aid from NLSP directly or via referrals to other legal aid providers.

Since Breaking Barriers to Employment began in May 2014, NLSP attorneys have conducted hundreds of one-on-one consultations at "Job Seeker Drop in Legal Clinics" in targeted library locations. Virtually all of the attendees have been low-income and most were African American. In 2016, the Urban Libraries Council recognized DCPL for outstanding innovation in the category of race and social equity for its Breaking Barriers to Employment initiative.

The case studies in this section support the idea that existing business-oriented library collections, programs, and public facilities are all assets that can make libraries well-suited to serve as entrepreneurial hubs and partners in economic development. MCPL already possesses many business-oriented collections, classes, and programs, and it has a dedicated Workforce and Business Development Program Manager. County Government currently contracts with two nonprofit organizations for economic and workforce development: the Montgomery County Economic Development Corporation (MCEDC) and WorkSource Montgomery, Inc. (WSM). WSM lists MCPL as a resource for businesses and highlights two business support tools available through MCPL: Gale Business Plan Builder and Gale Business Demographics Now. For example, in 2018 WSM launched the Helping Individuals Reach Employment (H.I.R.E) Program to better serve job seekers. Among other locations, WSM offers pop-up H.I.R.E. services in three library branches:

- o Marilyn J. Praisner Library – Thursdays, 3:00 to 5:00 pm;
- o Rockville Memorial Library – 2nd & 4th Tuesday of the month, 9:30 to 11:30 am; and
- o White Oak Library – 1st Thursday of the month, 10:00 am to noon.

Other MCPL partnerships related to economic and workforce development include:

- The Montgomery County **Office of Human Resources** offers 'How to Apply for Jobs w/ Montgomery County Govt. Workshops' monthly at library branches.
- The Montgomery County **Recreation Department** offers 'Summer Job Workshops for Teens' at library branches.
- The Montgomery County **Department of Corrections and Rehabilitation** provides workforce development materials to inmates in the Correctional Facility Library.
- The County's **Regional Service Centers** promote MCPL programs and events.
- **Montgomery College**: MCPL partners with MC's Hispanic Business & Training Institute, Lifelong Learning Institute Educational Opportunities Center, and Community Engagement Cluster to offer information sessions at library branches.
- The **Service Corp of Retired Executives (SCORE)** is a nonprofit organization and a partner of the U.S. Small Business Administration that offers free business workshops and one-on-one small business counseling services to MCPL customers.
- **Senior Planet Montgomery** is a project of the not-for-profit Older Adults Technology Services (OATS) organization which offers computer classes and technology lectures for adults ages 60 and above at MCPL branches.
- The **Latino Economic Development Center** offers business workshops in Spanish at MCPL branches.
- The **Commission for Women** provides career-focused workshops and a financial wellness workshop series for women at MCPL branches.
- The **Maryland Women's Business Center** provides information sessions at MCPL branches about the Center's resources.
- The **Maryland Small Business Development Center** offers six workshops a year at MCPL branches on 'The Nuts and Bolts of Starting a Business.'
- The **U.S. Census Bureau** offers information sessions at MCPL branches on 'How to apply for Census jobs'.
- The **Office of Consumer Protection** partners with MCPL for National Consumer Protection week and Money Smart week.

Building on these many offerings and partnerships, there may be further opportunities for the County to connect and promote the use of existing MCPL resources in regional economic development strategy. OLO found examples of public library systems organizing small business training explicitly tied to venture capital (Houston) and loan eligibility (Toronto), library programs geared toward youth-oriented entrepreneurship (Orange County, FL), and workforce development strategies that have brought legal expertise into the libraries to enable even longtime jobseekers to participate in and contribute to regional economic prosperity (District of Columbia).

Chapter 4. Findings and Recommendations

The County Council asked OLO to report on the changing nature of libraries. The Council asked OLO to examine the usage levels of the various services provided by libraries, which residents are most likely to use libraries, and how the County might better reach out to segments of the population who may be underserved by libraries. The Council also asked OLO to report potential future trends in library services by investigating services provided by libraries in other jurisdictions and their potential applicability in Montgomery County. Finally, the Council asked OLO to discuss how experts in the field believe the role of libraries will evolve over the next decade.

1. Summary of Major Findings

Finding #1. OLO identified a variety of issues, ideas, and trends related to modern public libraries. Overall, OLO found that libraries everywhere are revisiting conventional collection policies and using opportunities created by new technology to reach more people more of the time with more kinds of information.

OLO examined the following trends related to modern public libraries:

A. Changing Circulation Policies: Charging Zero Fines. Many public libraries have recently eliminated overdue fines for equity reasons. OLO found that changing MCPL's circulation policy by eliminating overdue fines altogether or implementing an automated renewal policy would likely increase access to library materials for library users who have limited income without a significant risk of an overall drop in circulation from additional unreturned materials.

B. Digital Inclusion: Overcoming the Digital Divide. Digital technology has created vast new opportunities while at the same time leaving some populations behind. The nature of the "digital divide" has changed over the last decade, as has the role of libraries in overcoming the digital divide. Additionally, given how quickly technology changes, libraries face difficult decisions about whether and to what extent they should allocate funds to acquire the latest digital platforms.

C. Role of Libraries in Early Literacy. Libraries play an important role in broader efforts to promote literacy in very young children. Many library programs are now using a multigenerational approach. OLO found that in FY19, well over half of MCPL's circulation was from the children's collection and the most popular category of program offered by MCPL was Storytime for young children.

D. An Internet of Things (IoT) at the Library: Sensors and Data. The growth of sensors and data collection can be used to benefit library operations, but it also creates privacy concerns for libraries. MCPL's pilot RFID program showed that partial implementation of RFID does not produce the full potential benefits of RFID. OLO also found that full RFID implementation in a library system is costly and can create privacy concerns among customers.

E. Libraries of Things: Unconventional Collections. Libraries are not just for books. While libraries have long been the vanguard of a sharing model, these nontraditional library collections

may mirror larger trends toward a sharing economy. For example, MCPL offers a library of musical instruments at the Twinbrook Library branch.

F. Co-locating libraries with other public facilities and commercial establishments. Montgomery County has previously studied the potential benefits of colocating public facilities. OLO found additional examples of colocations between libraries and private establishments. For example, OLO found that Anne Arundel County has had success with its temporary pop-up library branch at the local mall, leading the library system to expand and make permanent that branch.

G. Expanding Library Access: Mobile Libraries, Temporary Libraries, Self-Service Libraries, and Digital Libraries. Libraries' efforts to bring their collections to the public have evolved over time. OLO found that digital libraries offer vast new opportunities for giving more customers access to more materials, but that the full potential of digital libraries has not yet been realized.

H. The Role of Libraries in Economic Development. Some jurisdictions have made the existing assets of their public libraries (books, periodicals, databases, and classes) an essential component of their economic development strategies. OLO found examples of jurisdictions making the use of existing library resources and classes a prerequisite for eligibility for certain small business loans or startup cash awards. MCPL already offers many of the same library resources and classes as these jurisdictions, suggesting an opportunity in this county to maximize the use of libraries more directly in regional economic and workforce development strategies.

Finding #2. By design, MCPL collects minimal data about the people using the libraries.

Out of a strong commitment to privacy and confidentiality, MCPL collects only basic data on the total number of library card holders, the card holders who are blocked from borrowing; the number of customers attending programs and using facilities such as the public computers; and how the print and digital collections are being used by patrons.

MCPL's approach reflects that of the American Library Association (ALA) which believes that libraries should limit the degree to which personally identifiable information is collected, monitored, disclosed, retained, and transmitted. MCPL does not ask its patrons to indicate their gender identity, racial identity, ethnicity, primary language spoken, religion, income, place of employment, party affiliation, or citizenship status. As a result, OLO found that MCPL can quantify in only broad terms which residents are more or less likely to use the library -- yet this absence of data comes from an intentional effort to ensure that every resident feels confident that their access to all library resources is free and without obligation or repercussions.

2. OLO Recommendations

Recommendation #1. The County Council may wish to discuss with the Executive Branch the feasibility and financial implications of eliminating overdue fines or automating renewals to make access to library materials more equitable for residents of lower incomes.

OLO found that many public libraries are now eliminating overdue fines to reduce barriers to low-income patrons using library resources and increase circulation. That section also discussed variations on that effort, such as reducing or eliminating overdue fines for only certain categories of materials, offering temporary fine amnesty programs, and implementing automated renewals.

OLO suggests that the County Council may wish to further discuss with the Executive Branch two options for changing circulation policy:

> Option A. Eliminate overdue fines for teen and adult materials; and/or
> Option B: Implement an automated renewal policy.

OLO estimates that either option could have the following effects:

- Reducing the revenue collected by MCPL and credited to the General Fund; and
- Increasing circulation of library materials among low-income library customers.

The Council may wish to consider asking the Executive Branch to estimate these effects more precisely.

Recommendation #2: As Montgomery County Government continues to work with its partners and contractors to refine and promote its strategy for economic and workforce development, OLO suggests including MCPL as a more integral partner to maximize use of existing library assets in implementing its strategy.

Chapter 3 (Section H) described how the existing assets of public libraries can be directly relevant to economic development efforts. Some jurisdictions have made the business-related assets of their public libraries an explicit component of their economic development strategies. For example, in Houston, New York, and Toronto, jurisdictions have tied use of library-based classes and resources to applicants' eligibility for small business loans or startup cash awards from that jurisdiction. Such competitions provide immediate benefits to the participants and broaden public awareness about how the existing resources in public libraries can directly benefit job seekers, aspiring entrepreneurs, and businesses looking to expand. OLO suggests that the Council discuss with its economic development partners how existing MCPL resources can be more explicitly promoted as part of economic and workforce development strategies.

Chapter 5. Agency Comments

The Office of Legislative Oversight (OLO) shared final drafts of this report with staff from Montgomery County Government. OLO appreciates the time taken by agency staff to review the draft report and to provide technical feedback. This final report incorporates technical corrections and feedback received from agency staff.

The written comments received from the Montgomery County Chief Administrative Officer are attached in their entirety on the following pages.

OFFICE OF THE COUNTY EXECUTIVE
Rockville, Maryland 20850

Marc Elrich
County Executive

Andrew Kleine
Chief Administrative Officer

MEMORANDUM

February 26, 2020

TO: Chris Cihlar, Director
           Office of Legislative Oversight

FROM: Andrew Kleine, Chief Administrative Officer A w k

RE: OLO Draft Report 2020-3: The Changing Nature of Libraries

Thank you for the opportunity to comment on the Office of Legislative Oversight's (OLO) Draft Report – 2020-3 "The Changing Nature of Libraries". The draft report included the following recommendations:

Recommendation #1: The County Council may wish to discuss with the Executive Branch the feasibility and the financial implications of eliminating overdue fines or automating renewals to make access to library materials more equitable for residents of lower income.

CAO Response:

The County Executive is committed to providing library services to all residents of Montgomery County and understands that library fines may unduly impact lower income residents who are most in need of free library services for themselves and their families.

As you know, we are currently monitoring state legislation (SB 524 and HB 1000) entitled "Building Lifelong Library Learners" that would prohibit public libraries from charging any minor a library fine in most cases. Since a minor may borrow books from any area of the collection, and anyone in a family may use another family member's card with permission, the passage of this bill would most likely create some operational challenges and impact fine revenue. These bills have wide sponsorship and support in the legislature and are likely to pass. However, this bill specifically targets minors and we need to make sure any changes to our fine system accomplishes will assist all lower income residents.

montgomerycountymd.gov/311   MC311   240-773-3556 TTY

OLO Draft Report 2020-3: The Changing Nature of Libraries
February 26, 2020
Page 2 of 2

We would be happy to discuss the feasibility and the financial implications of eliminating overdue fines or automating renewals to make access to library materials more equitable for residents of lower income.

Recommendation #2: As Montgomery County Government continues to work with its partners and contractors to refine and promote its strategy for economic and workforce development, OLO suggests including MCPL as a more integral partner to maximize use of existing library assets in implementing its' strategy.

CAO Response:

We recognize the value that Montgomery County Public Libraries (MCPL) brings to the areas of economic and workforce development. MCPL staff includes dedicated resources for workforce and business development which includes a staff member that works closely with a wide number of partners to provide services such as mentoring and business coaching to County residents. In addition, MCPL provides an array of online resources for personal development in a wide area of careers, as well as information on business planning, demographics, funding, bookkeeping, and so on for potential and active small business owners.

Our soon to be formed Office of Business Services will actively include MCPL in all interactions with the business community and will provide more exposure to the array of programs and services that Libraries provide through their Workforce and Business Development program.

We look forward to discussing both recommendations at the Council session and working together to ensure our libraries are accessible and provide valuable services to all members of our community.

cc: Fariba Kassiri, Deputy Chief Administrative Officer
Jerome Fletcher, Assistant Chief Administrative Officer
Anita Vassallo, Director, Montgomery County Public Libraries
Rich Madaleno, Director, Office of Management and Budget
Melanie Wenger, Director, Office of Intergovernmental Relations
Dale Tibbitts, Special Assistant to the County Executive
Tina Benjamin, Special Projects Manager

Appendix. MCPL schedule of library fines (as of Nov. 2019).

Item type	Loan period	Renewals	Daily late fines	Maximum late fines
Adult materials				
Books, audiobooks, and CDs	3 weeks	3	$.35	$15.00
Mass-market paperbacks and periodicals	3 weeks	3	$.35	$5.00
Express books - current bestsellers identified by red B&T spine labels	3 weeks	0	$.50	$15.00
Express DVDs	1 week	3	$1.00	$15.00
Express DVDs–TV Series	3 weeks	3	$1.00	$15.00
Non-express DVDs	3 weeks	3	$1.00	$15.00
Large print books	6 weeks	3	$.35	$15.00
Vacation loans	6 weeks	0	According to material type.	
Teen materials				
Books, audiobooks, and CDs	3 weeks	3	$.10	$5.00
Mass-market paperbacks and periodicals	3 weeks	3	$.10	$2.50
Non-express DVDs	3 weeks	3	$.25	$5.00
Vacation loans	6 weeks	0	According to material type.	
Children's materials				
Books, audiobooks, and CDs	3 weeks	3	$.00	$.00
Mass-market paperbacks and periodicals	3 weeks	3	$.00	$.00
Non-express DVDs	3 weeks	3	$.00	$.00
Vacation loans	6 weeks	0	$.00	$.00
Educator loans	9 weeks	0	$.00	$.00
Technology loans and Go! Kits				
Go! Kits	2 weeks	0	$.00	$.00

Internet to Go! Laptop and hotspot bundles	2 weeks	0	$15.00/day	$50.00
Laptops	3 hours	0	$1.00/hour	$10.00
Reference materials				
Any reference books, adult or children's	Overnight	0	$10.00	$25.00
Interlibrary loans				
Marina items	3 weeks	2	$.35	$15.00
OCLC items	Set by lending library.	0	$.35	$15.00
E-Library downloadables				
E-books and audiobooks	up to 3 weeks	Never any fines. Items return themselves on their due date.		