



**Committees:** E&C  
**Committee Review:** Completed  
**Staff:** Carolyn Chen, Legislative Analyst *CJC*  
**Purpose:** To make preliminary decisions – straw vote expected  
**Keywords:** #libraries

AGENDA ITEM #45  
 May 12, 2022  
**Worksession**

**SUBJECT**

FY23 Operating Budget: Public Libraries [MCPL]

**EXPECTED ATTENDEES**

None

**FY23 COUNTY EXECUTIVE RECOMMENDATION – OPERATING BUDGET**

Public Libraries Program	FY23 Expenditure & FTE Net Impact from FY22
Library Services to the Public	+\$3,512,445 (+8.7%) +0.5 FTE
Administration	-\$388,040 (-14.4%) -1 FTE
Workforce and Business Development	+\$4,209 (2.4%) +0 FTE

**COMMITTEE RECOMMENDATION with potential for FY23 fiscal impact** from County Executive Recommended Operating Budget

- Recommends approval as submitted by the County Executive and adding \$320,000 to the Public Libraries base budget over two tranches to be discussed at full Council during reconciliation of the FY23 Budget. Represents a 7.44% increase from the FY22 Approved Budget. Decrease of 0.46 FTE.

**This report contains:**

E&C April 25, 2022 Staff Report – [Public Libraries \[MCPL\]](#)  
 FY23 Recommended Operating Budget – [Public Libraries \[MCPL\]](#).....pp. 62-1 to 62-9

**SUBJECT**

FY23-28 Capital Improvements Program [CIP]: Library Refurbishment Level of Effort (P711502)

**EXPECTED ATTENDEES**

Greg Ossont, Deputy Director, Department of General Services (DGS)  
Deborah Lambert, Senior Fiscal and Policy Analyst, Office of Management and Budget (OMB)

**SUMMARY OF KEY ISSUES**

- Full Council discussion on the FY23-28 Recommended CIP Budget for the Library Refurbishment Level of Effort and Chevy Chase Library.
- For full information, including survey results and concept designs from the April 1, 2020 Request for Developer Expressions of Interest (RFDEOI) for the Chevy Chase Library site, visit the [Department of General Services \[DGS\] website](#).
- Additional information on ©8-10 include Montgomery County Code that authorizes DGS to analyze the feasibility of providing affordable housing and child care facilities in County facility projects.

**This report contains:**

E&C February 28, 2022 Staff Report – [FY23-28 CIP: Public Libraries \[MCPL\]](#)  
 FY23-28 Recommended CIP Budget – [Library Refurbishment Level of Effort \(P711502\)](#)....pp. 23-1 to 23-2

Councilmember Jawando May 6, 2022 Memo to Council ‘Creating More Affordable Housing’ .....©1  
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**MONTGOMERY COUNTY COUNCIL**  
**ROCKVILLE, MARYLAND**

WILL JAWANDO  
COUNCILMEMBER  
AT-LARGE

**MEMORANDUM**

**TO:** Montgomery County Council  
**FROM:** Councilmember Will Jawando  
**DATE:** May 6, 2022  
**SUBJECT:** Creating More Affordable Housing

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Colleagues, I am asking that you join me in supporting a change to the Libraries CIP. Currently, we are considering approving \$5.829 million for FY26-FY27 to pay for a refresh of the Chevy Chase Library. While a standard refresh project is \$3 million per library, the needs at Chevy Chase are so extensive as to almost be enough for an entirely new library. On a per square foot basis, that is 75% more expensive than the next most expensive library, and as much as eight times more expensive than some of the library refreshes we have funded in the past. Frankly, it does not make sense to refresh the Chevy Chase library, and I recommend we pursue other, more fiscally responsible and impactful options that include affordable housing.

It's important we recognize the opportunity to address the severe lack of affordable and attainable housing in Chevy Chase. A mixed-use development with an entirely new library would help mitigate the County's housing shortage, create a much higher quality facility, and quite possibly cost the County less overall.

I am recommending the funds currently slated for the Chevy Chase refresh to be redesignated to a PDF for a replacement facility. Additionally, I am asking for your support for budget language to require affordable housing as part of the new project. I believe the County Executive should invite in developers who will work with the County on such a project to help identify the best deal for Montgomery County residents.

# Library Refurbishment Level of Effort

(P711502)

**Category** Culture and Recreation **Date Last Modified** 5/10/2022  
**SubCategory** Libraries **Administering Agency** General Services  
**Planning Area** Countywide **Status** Ongoing

EXPENDITURE SCHEDULE (\$000s)										
	Total	Thru FY21	Est FY22	Total 6 Years	FY23	FY24	FY25	FY26	FY27	FY28
Planning, Design and Supervision	9,447	4,109	1,042	4,296	\$ 706	\$ 886	\$ 716	\$ 602	\$ 555	\$ 831
Site Improvements and Utilities	67	67	-	-	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Construction	18,207	6,811	-	11,396	\$ 2,112	\$ 2,731	\$ 2,497	\$ 2,782	\$ -	\$ 1,274
Other	4,900	1,469	1,073	2,358	\$ 341	\$ 330	\$ 642	\$ 665	\$ -	\$ 380
<b>TOTAL EXPENDITURES</b>	<b>32,621</b>	<b>12,456</b>	<b>2,115</b>	<b>18,050</b>	<b>3,159</b>	<b>3,947</b>	<b>3,855</b>	<b>4,049</b>	<b>555</b>	<b>2,485</b>

FUNDING SCHEDULE (\$000s)										
	Total	Thru FY21	Est FY22	Total 6 Years	FY23	FY24	FY25	FY26	FY27	FY28
G.O. Bonds	28,699	8,534	2,115	18,050	3,159	3,947	3,855	4,049	555	2,485
Recordation Tax Premium (MCG)	1,035	1,035	-	-	-	-	-	-	-	-
State Aid	2,887	2,887	-	-	-	-	-	-	-	-
<b>TOTAL FUNDING SOURCES</b>	<b>32,621</b>	<b>12,456</b>	<b>2,115</b>	<b>18,050</b>	<b>3,159</b>	<b>3,947</b>	<b>3,855</b>	<b>4,049</b>	<b>555</b>	<b>2,485</b>

APPROPRIATION AND EXPENDITURE DATA (\$000s)										
Appropriation FY23 Approp. Request				-					Year First Appropriation	FY15
Appropriation FY24 Approp. Request				2,421					Last FY's Cost Estimate	34,794
Cumulative Appropriation				19,256						
Expenditure/Encumbrances				13,183						
Unencumbered Balance				6,073						

## PROJECT DESCRIPTION

The Library Refurbishment Level of Effort (LOE) project provides a structured process to modernize all 21 library branches over 20 years with new technologies and service delivery improvements that reflect the latest in 21<sup>st</sup> century library trends at much less costs than renovations. The improvements include renovated restrooms, creating group collaboration rooms, providing new sit / stand ergonomic service desks, prekindergarten early literacy display elements, new water fountains with bottle filling features, and a general esthetic refurbishment of new paint, carpet and other flooring, and some furnishings. With the addition of funding from the 21<sup>st</sup> Century Library Level of Effort project, electric connectivity at many tables and seating groups and loanable laptops are provided. Often other level of effort projects provide funding to address roof, mechanical / Heating, Ventilation, and Air Conditioning (HVAC), Americans with Disabilities Act (ADA), window, and lighting repairs or replacements.

## ESTIMATED SCHEDULE

The Library Refurbishment LOE started in FY15 with two refurbishments. In FY16, FY17, and FY18, a total of six libraries were refurbished. In FY19, FY20, FY21, and FY22, a total of three libraries were refurbished and one is under construction and expected to be completed in FY22. In FY23 and FY24, two libraries will be refurbished along with the facility assessment of a third and the design of a fourth. The schedule of refurbishments per fiscal year will then transition to completing the facility assessment of

one library, design of one library, and the construction of one library per fiscal year. This will enable all 21 libraries to be refurbished by FY29 where the cycle would start over again. The Library Department identifies the libraries to be refurbished 18 months in advance before the planning and design begins, so that applications for state grant funding can be submitted. Notice identifying the specific library projects for the given fiscal year must be provided to Council at least 60 days before any funding is obligated or spent. The notice to Council includes the scope of work, cost estimate, and expenditure schedule for planning design and supervision, construction, and other costs by fiscal year.

### **COST CHANGE**

FY27 and FY28 libraries have been added. Chevy Chase Library has been removed from the library refurbishment schedule. A separate Chevy Chase Library project (PXXXXXX) has been created that will provide a mixed-use development with an entirely new library and housing that will help mitigate the County's housing shortage.

### **PROJECT JUSTIFICATION**

Until the implementation of these projects, many of the County Libraries have not been updated in 20 years. The Library Refurbishment LOE will ensure that all libraries are refurbished and updated on a scheduled basis. This will ensure that the libraries continue to meet the community's needs for programs, services, and facilities. The Library Refurbishment projects enable the County to update more libraries over a shorter period with less money than the old approach of renovating only 1 or 2 libraries. Refurbishments also help avoid future major renovations on many buildings.

### **FISCAL NOTE**

FY15 Supplemental in State Aid for \$387,000 was approved for this project for the refurbishment of Twinbrook (\$128,000) and Kensington Park (\$259,000) branches. FY16 Supplemental in State Aid for \$800,000 was approved for this project for the refurbishment of Davis (\$400,000) and Little Falls (\$400,000) branches. FY17 Supplemental in State Aid for \$1,500,000 was approved for this project for the refurbishment of the then Bethesda, now Connie Morella, (\$500,000), Quince Orchard (\$500,000), and White Oak (\$500,000) branches. Amended FY18 for State Aid of \$200,000 for the refurbishment of Long Branch (\$100,000) and Marilyn Praisner (\$100,000) branches. Cost estimates will be refined after facility assessments are completed. Recordation Tax Premium will be used to cover the costs to renovate the Maggie Nightingale Library. Costs in FY25 to FY28 are ~~artificially low in this project since reduced because~~ the Chevy Chase Library refurbishment costs are reflected instead in ~~a standalone project~~ the Chevy Chase Library and Redevelopment project.

### **DISCLOSURES**

Expenditures will continue indefinitely. The County Executive asserts that this project conforms to the requirement of relevant local plans, as required by the Maryland Economic Growth, Resource Protection and Planning Act.

### **COORDINATION**

Department of General Services, Department of Public Libraries, Maryland State Department of Education, and Department of Technology & Enterprise Business Solutions.

# Chevy Chase Library and Redevelopment

(PXXXXXX)

**Category** Culture and Recreation **Date Last Modified** 5/10/2022  
**SubCategory** Libraries **Administering Agency** General Services  
**Planning Area** Bethesda-Chevy Chase **Status** Planning

EXPENDITURE SCHEDULE (\$000s)										
	Total	Thru FY21	Est FY22	Total 6 Years	FY23	FY24	FY25	FY26	FY27	FY28
Planning, Design, and Supervision	1,304	0	0	1,304	0	0	160	514	444	186
Construction	3,905	0	0	3,905	0	0	0	0	3,905	0
Other	620	0	0	620	0	0	0	0	620	0
<b>Total Refurbishment</b>	<b>5,829</b>	<b>0</b>	<b>0</b>	<b>5,829</b>	<b>0</b>	<b>0</b>	<b>160</b>	<b>514</b>	<b>4,969</b>	<b>186</b>

FUNDING SCHEDULE (\$000s)										
	Total	Thru FY21	Est FY22	Total 6 Years	FY23	FY24	FY25	FY26	FY27	FY28
G.O. Bonds	5,829	0	0	5,829	0	0	160	514	4,969	186
<b>Total Refurbishment</b>	<b>5,829</b>	<b>0</b>	<b>0</b>	<b>5,829</b>	<b>0</b>	<b>0</b>	<b>160</b>	<b>514</b>	<b>4,969</b>	<b>186</b>

APPROPRIATION AND EXPENDITURE DATA (\$000s)										
Appropriation FY23 Approp. Request				-					Year First Appropriation	-
Appropriation FY24 Approp. Request				-					Last FY's Cost Estimate	-
Cumulative Appropriation				-						
Expenditure/Encumbrances				-						
Unencumbered Balance				-						

## PROJECT DESCRIPTION

The Chevy Chase Library was originally included in the approved Library Refurbishment Level of Effort (LOE) Capital Improvement Project (CIP). ~~The Library Refurbishment LOE project provides a structured process to modernize all 21 library branches over 20 years with new technologies and service delivery improvements which reflect the latest in 21<sup>st</sup>-century library trends at much less cost than renovations. Before each library refurbishment, the Department of General Services (DGS) completes a building analysis. During the building analysis for Chevy Chase Library, the County learned that the cost to renovate the Chevy Chase Library far exceeded the cost of any other library refurbishment. Given the extensive renovations required, Chevy Chase Library will be removed from the Library Refurbishment LOE project and DGS will pursue leveraging the property for residential development thereby offsetting the costs of a replacement library on-site. This project will provide a new library with a mixed-use development at the site of the existing library.~~

## ESTIMATED SCHEDULE

Design development will begin in FY25 and construction in FY27.

## PROJECT JUSTIFICATION

~~A separate Chevy Chase Library project will provide a mixed-use development with an entirely new library, which will help mitigate the County's housing shortage and create a much higher quality facility.~~

## FISCAL NOTE

Library Refurbishment Level of Effort (P711502) project costs are ~~artificially low~~reduced in FY25 to FY28 since Chevy Chase Library costs were moved to this standalone project.

**COORDINATION**

Department of General Services, Department of Public Libraries, Maryland State Department of Education, and Department of Technology & Enterprise Business Solutions.

MEMORANDUM

May 6, 2022

TO: Education & Culture [E&C] Committee
FROM: Carolyn Chen, Legislative Analyst
SUBJECT: FY23-28 Capital Improvements Program (CIP)
Library Refurbishment Level of Effort (P711502)
PURPOSE: Chevy Chase Library (CCL) Refresh/Refurbishment

Summary - Legislative Action Option Proposed

- 1. Remove CCL from Library Refurbishment Level of Effort CIP.
2. Create a new capital project that includes affordable housing considerations in the budget language.
3. No fiscal impact FY23 and FY24 -> Separate CCL project would impact FY25 to FY27.
4. The Library Refurbishment Level of Effort CIP budget would be reduced by 32%.

Table with 8 columns: Category, Total 6 Years, FY23, FY24, FY25, FY26, FY27, FY28. Rows include Planning, Design, and Supervision; Construction; Other; and Total Refurbishment.

Legislative Timeline

- 1. Feb 28, 2022 E&C Committee recommended Chevy Chase Library to be included in the Library Refurbishment Level of Effort CIP with the following note: The refurbishment of the Chevy Chase Library is included in the FY23-28 CIP pending community input solicited in November 2021 through an online form on a Public Private Partnership replacement project.
2. April 5, 2022 Council Straw Vote on Libraries CIP on E&C Committee recommendation.
3. May 12, 2022 Council Budget Worksession is scheduled to meet on the FY23 Libraries Operating Budget. Amendments to the Libraries CIP can be introduced on this date.

1 CCL refresh/renovation is estimated at \$5.8M or \$427 per square foot; with a potential total budget to increase to \$8M once completed. Other library refresh/renovations have ranged from \$54 to \$243 per square foot.



### Exhibit A: Selected Total Refresh Cost by Library Branch

Library	Total Refresh Cost	Cost/SF
Rockville	\$4,402,000	\$54
Silver Spring	\$4,044,000	\$58
Gaithersburg	\$4,759,000	\$76
Olney	\$2,342,000	\$104
Maggie Nightingale	\$1,033,000	\$165
Potomac	\$3,381,000	\$211
Damascus	\$3,992,000	\$243
Chevy Chase	\$5,829,000	\$427

### Exhibit B: Library Refurbishment CIP Budget Impact - CCL

CHEVY CHASE LIBRARY REFURBISHMENT							
	Total 6 Years	FY23	FY24	FY25	FY26	FY27	FY28
Planning, Design, and Supervision	\$ 1,304	\$ -	\$ -	\$ 160	\$ 514	\$ 444	\$ 186
Site Improvements and Utilities	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Construction	\$ 3,905	\$ -	\$ -	\$ -	\$ -	\$ 3,905	\$ -
Other	\$ 620	\$ -	\$ -	\$ -	\$ -	\$ 620	\$ -
<b>Total Refurbishment</b>	<b>\$ 5,829</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 160</b>	<b>\$ 514</b>	<b>\$ 4,969</b>	<b>\$ 186</b>

LIBRARY REFURBISHMENT LEVEL OF EFFORT							
	Total 6 Years	FY23	FY24	FY25	FY26	FY27	FY28
Planning, Design, and Supervision	\$ 5,600	\$ 706	\$ 886	\$ 876	\$ 1,116	\$ 999	\$ 1,017
Site Improvements and Utilities							
Construction	\$ 15,301	\$ 2,112	\$ 2,731	\$ 2,497	\$ 2,782	\$ 3,905	\$ 1,274
Other	\$ 2,978	\$ 341	\$ 330	\$ 642	\$ 665	\$ 620	\$ 380
<b>Total Refurbishment</b>	<b>\$ 23,879</b>	<b>\$ 3,159</b>	<b>\$ 3,947</b>	<b>\$ 4,015</b>	<b>\$ 4,563</b>	<b>\$ 5,524</b>	<b>\$ 2,671</b>

<b>Total Refurbishment (excluding CCL)</b>	<b>\$ 18,050</b>	<b>\$ 3,159</b>	<b>\$ 3,947</b>	<b>\$ 3,855</b>	<b>\$ 4,049</b>	<b>\$ 555</b>	<b>\$ 2,485</b>
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	Total 6 Years	FY23	FY24	FY25	FY26	FY27	FY28
<b>% Change in Library Refurbishment CIP</b>	<b>-32%</b>			<b>-4%</b>	<b>-13%</b>	<b>-895%</b>	<b>-7%</b>

- 9. If a sign recognizing the contribution of any Federal, State, or local government or agency is displayed at any project for which funds are appropriated in this resolution, as a condition of spending those funds each sign must also expressly recognize the contribution of the County and the County’s taxpayers.
- 10. As authorized by County Code Section 27-62A(f), the Office of Management and Budget need not analyze the feasibility of providing child care facilities in the following capital projects:

- Facility Planning Parking: Bethesda
- Facility Planning Parking: Silver Spring
- Facility Planning Parking: Wheaton
- County Facility Refresh Project (Non-library)
- Damascus Depot Improvements
- North County Transit Depot
- Alternate Emergency Communications Center
- Hillandale Volunteer Fire Station #24 Renovation/Replacement (Colesville)
- Montgomery Village Fire Station #39
- Emergency Homeless Shelter
- Full Upgrade of Existing Recycling Center Complex

For the following projects the assessment of feasibility of providing child care will be conducted once the facility planning results in a clearer understanding of the intended project scope:

- Poolesville Services Co-Location Study
- 4th District Police Station (Wheaton-Glenmont)

- 11. As authorized by County Code Section 25B-7(e), the Office of Management and Budget need not analyze the feasibility of including a significant amount of affordable housing in the following capital projects

- Facility Planning Parking: Bethesda
- Facility Planning Parking: Silver Spring
- Facility Planning Parking: Wheaton
- County Facility Refresh Project (Non-library)
- Damascus Depot Improvements
- North County Transit Depot
- Alternate Emergency Communications Center
- Hillandale Volunteer Fire Station #24 Renovation/Replacement (Colesville)
- Emergency Homeless Shelter
- Full Upgrade of Existing Recycling Center Complex

For the following projects the assessment of feasibility of providing affordable housing will be conducted once the facility planning results in a clearer understanding of the intended project scope:

- Poolesville Services Co-Location Study
- 4th District Police Station (Wheaton-Glenmont)

**Sec. 25B-7. Affordable housing assessment.**

(a) For each applicable capital project in the Capital Improvements Program during facility planning, the Office of Management and Budget must include in or transmit with the CIP an evaluation of:

- (1) the feasibility of including a significant amount of affordable housing in the project;
- (2) the effect of the project on the supply of affordable housing in the immediate area;
- (3) what capital or operating modifications, if any, would promote and maximize affordable housing in the project and the immediate area; and
- (4) what operating budget modifications, if any, would be needed to build and maintain affordable housing in the project.

(b) The affordable housing evaluation submitted by OMB should discuss at least the following issues related to the capital project:

- (1) compatibility of affordable housing with the underlying project;
- (2) conformity of affordable housing to applicable zoning and land use plans;
- (3) proximity to public transit, and availability of other transportation options; and
- (4) proximity to other community services.

(c) As used in this section, applicable capital project means any proposed building project administered by the Department of General Services or the Parking Management Division of the Department of Transportation.

(d) In performing its analysis, OMB should consult the Department of Housing and Community Affairs, the Planning Board, the Housing Opportunities Commission, and any other County department or agency with expertise in affordable housing.

(e) The Council may in the capital budget resolution, and the County Executive may by Method 1 regulation, exempt from this Section a category of capital projects which by their nature do not require an affordable housing analysis. ([2013 L.M.C., ch. 3](#), § 1)

## ARTICLE 4. CHILD CARE FACILITIES IMPACT STATEMENTS.

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### Sec. 10A-5. Child Care facilities impact statements.

(a) For each applicable capital project in the Capital Improvements Program during facility planning, the Office of Management and Budget must include in or transmit with the CIP an analysis of:

- (1) the feasibility of including child care facilities in the project; and
- (2) what capital or operating budget modifications, if any, would be needed to include child care facilities in the project.

(b) The child care analysis submitted by OMB should discuss at least the following issues related to the capital project:

- (1) compatibility of child care with the underlying project;
- (2) local availability of and demand for child care in the area of the project; and
- (3) conformity of child care facilities to applicable zoning and land use plans.

(c) Each child care analysis under this Section should assign highest priority to the provisions of high quality child care in areas where the provision of child care may not otherwise be financially feasible due to large numbers of low-income parents and the resulting need for significant subsidies.

(d) As used in this section, applicable capital project means any proposed building project administered by the Department of General Services or the Parking Management Division of the Department of Transportation.

(e) In performing its analysis, OMB should consult the Department of Health and Human Services, the Planning Board, and any other County department or agency with expertise in child care.

(f) The Council may in the capital budget resolution, and the County Executive may by Method 1 regulation, exempt from this Section a capital project or category of capital projects which by their nature do not require child care analysis. ([2013 L.M.C., ch. 8](#), § 1; [2015 L.M.C., ch. 24](#), § 4.)

**Editor's note**—[2015 L.M.C., ch. 24](#), § 4, states: “Article VIII of Chapter 27 (Sections 27-62 and 27-62A) is renumbered and moved to Chapter 10A, as Articles 3 and 4 of Chapter 10A (Sections 10A-4 and 10A-5).”